



# Plain City, Utah

## **2018 GENERAL PLAN**

Adopted  
**2018**



## ACKNOWLEDGEMENTS

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### **Mayor & City Council**

- Jon Beesley
- Buddy Sadler
- Brad Searle
- Chad Allen
- Don Weston
- Todd Davis

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- Blake Neil
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Thank you to the Mayor, City Council, Planning Commission, Advisory Committee, city staff, stakeholders, and the public that supported the development of this plan.





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## INTRODUCTION

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This document is an update to the Plain City General Plan adopted in 2007. Plain City is required by state law to prepare a general plan to address present and future needs of the community, to plan for and respond to appropriate growth and development, and identify opportunities for preservation.

There are many values held by the residents of Plain City which have been reflected in this Plan. It is a statement of community priorities and values to be used to guide public decision making in now and in the future. The Plain City General Plan is a compilation of the goals, objectives, and actions designed to manage change. These goals serve as a guide for the day-to-day decisions essential for responsive government.



The General Plan seeks to create a strong and vibrant community by encouraging orderly development while creating a healthy environment and economy. By accommodating new growth in areas that can sustain additional development, the Plan endeavors to conserve scarce resources, build strong neighborhoods, maintain an efficient transportation system, protect environmental resources, and foster a strong, diversified economy. The Plan's elements reflect the charter of the City's population while the action items serve as a guide in implementing those elements.

The General Plan is a guide document and map adopted by the community to help decision makers evaluate development proposals and implement a desired future for the community. It does not address specific pieces of property in detail or provide for specific zoning. It looks in general at a larger area and determines the kind of land uses (residential, commercial, industrial, and parks), transportation systems (local roads, highways, and trails), and other elements that make up a community. It generally has a life of five to ten years but does look at least twenty years into the future to anticipate how the community will change. Every five to ten years, the general plan needs to be revised and changed to reflect new information and changing community priorities.

In the following chapters, a "snapshot" of Plain City is presented as an existing condition. Input from residents is analyzed, a desired future condition is defined, and recommended action items are presented to assist in implementing the plan and to accomplish the goals and objectives.



The Utah State Municipal Code is very clear regarding the preparation of a General Plan:

Utah Municipal Code

10-9a-403. General plan preparation.

(1)(a) The planning commission shall provide notice, as provided in Section 10-9a-203, of its intent to make a recommendation to the municipal legislative body for a general plan or a comprehensive general plan amendment when the planning commission initiates the process of preparing its recommendation.

(b) ***The planning commission shall make and recommend to the legislative body a proposed general plan*** for the area within the municipality.

(c) ***The plan may include areas outside the boundaries of the municipality*** if, in the planning commission's judgment, those areas are related to the planning of the municipality's territory.

(d) Except as otherwise provided by law or with respect to a municipality's power of eminent domain, when the plan of a municipality involves territory outside the boundaries of the municipality, the municipality may not take action affecting that territory without the concurrence of the county or other municipalities affected.

(2)(a) ***At a minimum, the proposed general plan***, with the accompanying maps, charts, and descriptive and explanatory matter, shall include the planning commission's recommendations for the following plan elements:

(i) ***a land use element*** that:

(A) designates the long-term goals and the proposed extent, general distribution, and location of land for housing, business, industry, agriculture, recreation, education, public buildings and grounds, open space, and other categories of public and private uses of land as appropriate; and

(B) may include a statement of the projections for and standards of population density and building intensity recommended for the various land use categories covered by the plan;

(ii) ***a transportation and traffic circulation element*** consisting of the general location and extent of existing and proposed freeways, arterial and collector streets, mass transit, and any other modes of transportation that the planning commission considers appropriate, all correlated with the population projections and the proposed land use element of the general plan; and

(iii) for a municipality described in Subsection 10-9a-401(3)(b), ***a plan that provides a realistic opportunity to meet the need for additional moderate income housing.***

*Note: Bold and Italics added*



The following are some functions of the General Plan:

- To be an expression of the community goals based on the desires and needs of the citizens
- To serve as a guide for rational development which will protect property values and neighborhood charters in the present and future
- To act as a guide for appointed and elected officials in making decisions affecting its city and courts in judging fairness and reasonableness in land use regulations
- To help establish priorities for the widest use of limited government resources
- To establish sound policies for development
- To assist developers in understanding where, when, what, and how their developments would best fit the needs of the City
- To establish a legal basis for land use controls (i.e., zoning ordinances and subdivision regulation)

## THE PLANNING PROCESS

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Citizen involvement in the planning process was a priority in the development of this General Plan. The Advisory Committee included the Mayor, representatives from the City Council, the Planning Commission, members of the community, and staff. The Advisory Committee met three times over five months to discuss in depth the issues facing Plain City, including growth, development, moderate income housing, the goals and objectives of the General Plan, and land use.

With the input from the Advisory Committee and the Planning Commission, staff held a work session with stakeholders, as well as two public workshops in March and April to solicit input on the future land use map and administer a survey to the community. The results of the survey are provided in this plan.

The General Plan was also developed with input from various City departments, represented in various sections of the report. The departments provided technical assistance and expressed opinions to help develop the plan that would ensure consistency with the City's Master Plans.

The planning department coordinated and facilitated the planning process, and researched and collected the necessary data and information needed by the decision makers. Overall, the collaboration of staff, elected officials, appointed officials, stakeholders, and the public, has produced this General Plan.

## HOW TO USE THIS PLAN

Plain City Code identifies land use decisions that should be consistent with the General Plan. In general, this plan should be reviewed before each decision is made related to growth and development of the City. The City staff will work, at the direction of the Planning Commission and City Council, to provide information consistent with the General Plan to help make planning decisions. The Planning Commission and City Council should adopt “findings of fact” related to this plan and other City ordinances in making their decisions. Their decisions should implement and incorporate the intent of the General Plan.

The following are issues to be considered in all land use decisions:

1. Overall Community Benefit – consider if the action provides an overall benefit to the community, helps to accomplish the goals of the General Plan, and can also be seen in the mutually supportive relationships of growth and development, economic development, housing, open space preservation, etc.
2. Compatibility – consider if the action emphasizes compatibility between the uses of land and represents a concern for the collective interests and rights of individuals to live, work, and enjoy recreation in an environment where the physical components are in harmony with each other.
3. Safety – consider if the action maintains the general health, safety and welfare of the public and is recognized as meeting the purpose and intent of planning.
4. Neighborhood Preservation – consider if the action preserves and protects existing and planned neighborhoods.
5. City Infrastructure – consider if the action preserves and maintains the City’s existing and planned infrastructure or provides improvements and enhanced features. Consider significant natural, historic, and architectural features.

Of note, the General Plan and associated map should be revised as community needs change, new community plans are proposed, elements initiated, or statistics change. The General Plan is a long-term guide, typically with a life of five to ten years, and should not be changed without a great deal of consideration, however, before an update happens, there are also four ways a Plan Amendment can be requested as needed, including the following:

1. The City Council proposes an amendment
2. The Planning Commission proposes an amendment
3. The City staff proposes an amendment
4. A private property owner or citizen of the City petitions an amendment

The General Plan contains community Goals (pg. 4), Objectives (pg. 5-7), and Actions (provided in respective chapters). The General Plan can be implemented most effectively by: first, completing the action items provided in each chapter; second, reviewing all land use decisions against the issues identified above; and third, reviewing all land use decisions for consistency with the goals and objectives in the next chapter.

## GOALS & OBJECTIVES

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The goals and objectives of this General Plan were developed after discussions with representatives from the Planning Commission, City Council, community members on the Advisory Committee, stakeholders during the work session, and the public during workshops in the Spring.

### OVERALL GOALS

1. Have the General Plan serve as a guide to all land use and growth decisions, particularly the Future Land Use Map and relevant objectives and actions of this plan.
2. Encourage a reasonable land use balance of the major land use categories of residential, commercial, light industrial and open space within the City.
3. Strive to make the City's land uses as compatible as possible with other adjacent and/or neighboring land uses in order to minimize the potential adverse effects of adjacent incompatible land uses.
4. Improve the development review process to ensure all development related applications submitted to the City comply with all adopted ordinances, rules, policies, and procedures.
5. Mitigate adverse impacts and promote benefits of annexing property and expanding city limits.
6. Strive to meet the housing needs of current and future residents.
7. Encourage economic development of appropriate scale that will generate tax revenue (to maintain or reduce future tax burden of citizens) and provide jobs.
8. Promote recreation, education, and community activities to enhance quality of life.
9. Plan and develop a cost-effective and safe transportation system that provides an adequate roadway network, potential for future transit options, and bicycle/pedestrian travel.
10. Preserve our History and our Heritage.





## RESIDENTIAL OBJECTIVES

1. Create sustainable housing for new residents with access to neighborhood and community services, education, transportation, recreation, and cultural opportunities.
2. New communities that feature a mix of housing, jobs and retail development should be limited to areas identified on the future land use map or in new areas that result in the protection of environmental resources and preserve open space.
3. New development should maintain and/or enhance community identity while remaining compatible with existing neighborhoods.
4. Employ regulations to ensure that housing will remain affordable to future residents of Plain City.
5. Provide housing that is well maintained, varied in cost and mixed density and is located in safe, stable and revitalized neighborhoods throughout the City.
6. Consider annexations and expanding city limits when there are community benefits and when any adverse impacts can be mitigated.

## COMMERCIAL OBJECTIVES

1. Require appropriate landscaping (in terms of location and amount) in commercial zones to mitigate land use impacts, improve community aesthetics and enhance property values.
2. Provide a definite edge to a development and buffering between types of uses to protect the integrity of each use, e.g., between commercial and residential uses and between types of residential uses.
3. Encourage well designed and attractive commercial/industrial environments at appropriate locations, of appropriate scale, and compatible with adjacent land uses.

## AGRICULTURAL OBJECTIVES

1. Encourage preservation of agriculturally productive land through land use and regulated developments.
2. Explore and adopt additional measures to encourage the conservation of agricultural land.

## PARKS, RECREATION, AND OPEN SPACE OBJECTIVES

1. Provide parks and recreational facilities that are well maintained, safe, clean, accessible and inviting, with a citywide network of multi-use paths and other facilities that provide a variety of activities appropriate to their settings; special focus should be on maintaining the existing approved trails while planning for trail expansion.
2. Provide a diverse network of parks, trails, and recreational facilities which afford all residents convenient access to a wide range of recreational opportunities.
3. Provide recreational activities and park designs that meet the needs of the entire community.
4. Consider how new developments can connect to existing and planned parks and trails.
5. Identify an area in the City for a major community park and/or facility with equestrian and sports fields and associated amenities.
6. Provide a well-rounded selection of recreation programs and activities that will provide uplifting, healthful, enjoyable, and personally satisfying experiences for Plain City residents of all ages.

## TRANSPORTATION OBJECTIVES

1. Provide efficient local transportation access to all areas of the City where needed and make provisions for interfacing local transportation facilities with regional transportation systems.
2. Provide for the existing and future needs of the City's transportation system by planning for the anticipated transportation demand.
3. Work towards the establishment and development of alternative transportation modes serving the City.
4. Adopt and implement good access management standards for all of the City's collector and arterial streets.

## HISTORIC PRESERVATION OBJECTIVES

1. Maintain and enhance the historical values of the community.
2. Preserve the historical values of the old section of the City by developing an historical district, map, and local ordinances.

## URBAN DESIGN AND AESTHETICS OBJECTIVES

1. Encourage and actively promote the beautification of the City's residential, commercial, and industrial areas.
2. Establish standards and programs which will improve and maintain aesthetic qualities on all local, collector, and arterial streets in the City.
3. Encourage and actively promote beautification efforts in commercial, industrial, and residential areas.

## ENVIRONMENTAL OBJECTIVES

1. Preserve some of the city's natural character, beauty and systems for the benefit of those who live and/or visit the city, as well as for wildlife resources.
2. Plan for harmonious and compatible development that will avoid conflict with the environmental hazards which exist in the City.

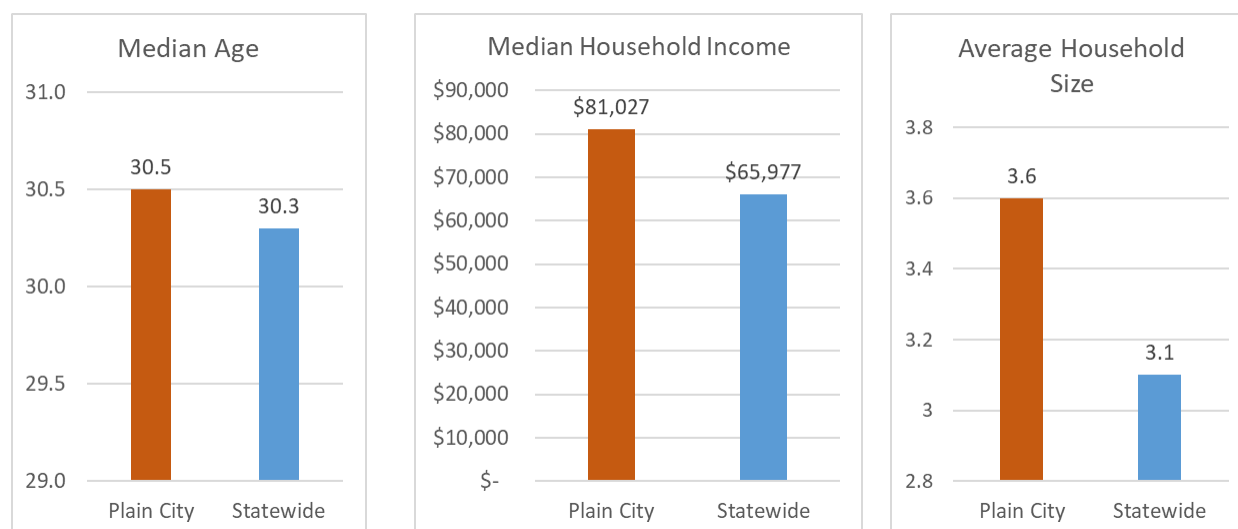
## PUBLIC UTILITIES AND SERVICES OBJECTIVES

1. Protect water quality in Plain City by requiring and providing sewer services to existing development currently without sewer and new development wherever feasible.
2. Update Master Plans to ensure the community is safe and secure.
3. Improve and maintain a high standard of service for the administration of the affairs of City Hall.
4. Provide police and fire protection, water and sewer services, garbage collection, streets, flood control, snow removal, street lighting, and other services and facilities as needed and desired by the citizens of the City.
5. Ensure and support adequate public educational programs and an adequate number of schools within reasonable traveling distance for the City's residents.
6. Provide for the safety of everyone in the City by preventing, or adequately responding to, public safety emergencies resulting from both man-made and natural disasters.

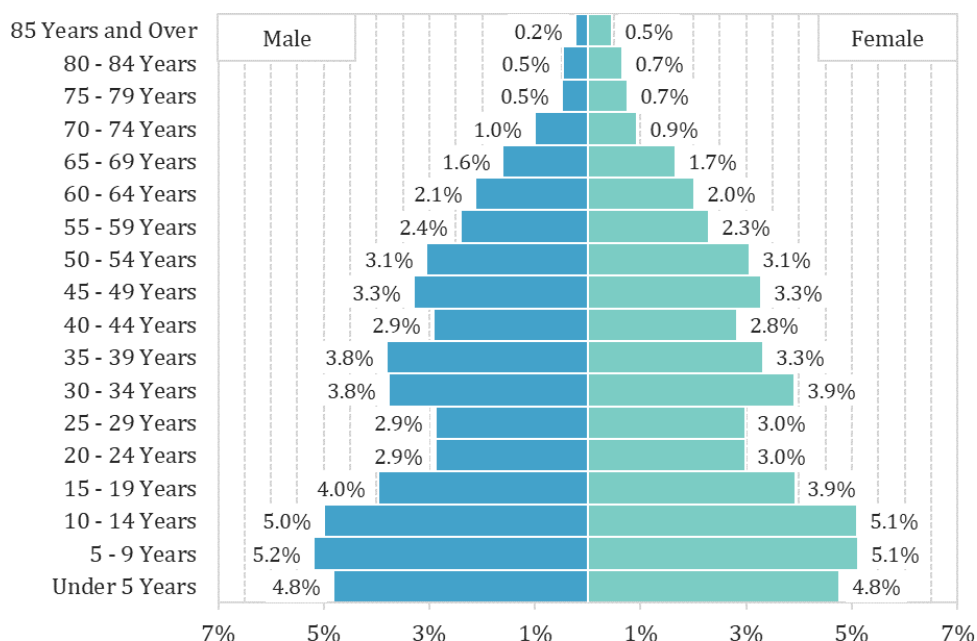


## EXISTING CONDITIONS

Plain City had an estimated population of 6,922 people in 2017. Estimates are based on known water and sewer connections and Plain City's average household size of 3.6. That is an increase of 1,446 people since 2010, a 26.4% increase in seven years or an average of 3.77% each year. The State's average annual percent change was 4.66% and Weber County's average annual percent change was 1.17% for the same time period.



Plain City has a population that has approximately the same median age as the State, a much higher median household income, and a much higher average household size of 3.6. The population is distributed well among most age groups with many young people and with some obvious gaps in the 20 to 29 years of age for both males and females.





## GROWTH

Plain City has experienced moderate population growth until the year 2000 and robust growth since then. Since 2000 the average annual growth rate has been over 3 percent. The trend of rapid population growth is expected to continue into the future and the population in Plain City in 2040 is projected to exceed 14,500 residents.

Year	Published Population Data or Published Estimates <sup>1 2</sup>	Annual Average Rate of Change (AARC) <sup>3</sup>
1950	829	-
1960	1,152	3.34%
1970	1,543	2.97%
1980	2,379	4.42%
1990	2,722	1.36%
2000	3,489	2.51%
2010	5,476	4.61%
2017	6,922 <sup>4</sup>	3.40%
2020	7,895 <sup>5</sup>	4.48%
2027	11,295 <sup>6</sup>	5.25%
2032	12,470	2.00% <sup>7</sup>
2037	13,768	2.00% <sup>7</sup>
2040	14,611	2.00% <sup>7</sup>

1. Population numbers for 1950 to 2010 are from the U.S. Census data.

2. Population projections for 2010 to 2040 are from the U.S. Census Bureau that provided number of people per home, Bona Vista Water that provided number of connections for Plain City, and anticipated number of new homes provided by city officials.

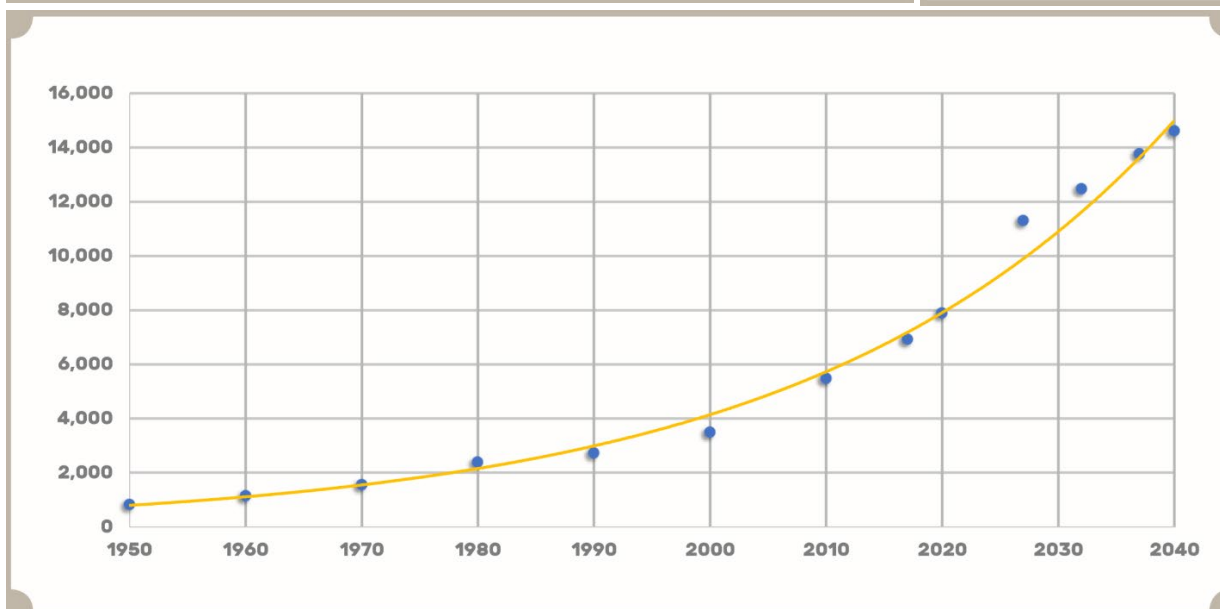
3. Annual Average Rate of Change (AARC) is 3.20% from 1950 to 2010 and the AARC is 3.32% from 2010 to 2040.

4. 2,036 connections from Bona Vista Water that flow to Plain City lagoons, 3.4 people per household per US Census data.

5. 286 lots already approved that will be constructed through 2019 (from city officials).

6. 1,000 additional lots anticipated to be developed between 2020-2027 (from city officials).

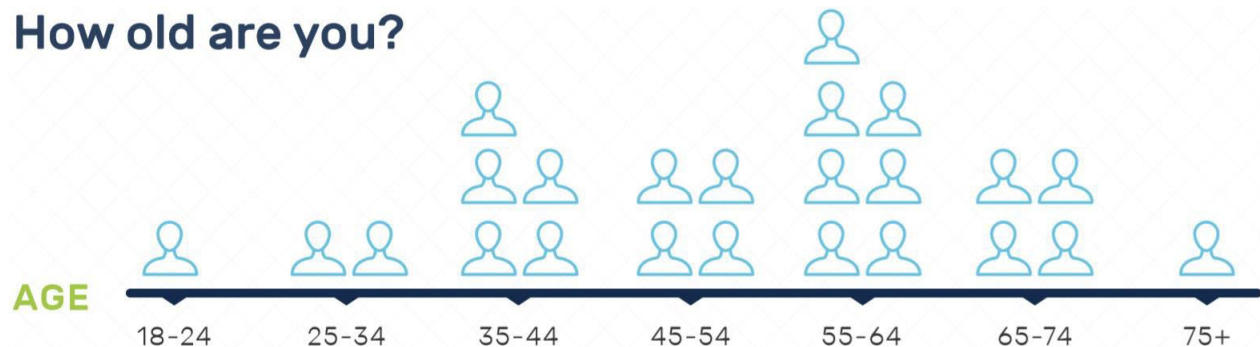
7. Assumed 2.0% growth rate from 2027-2037.



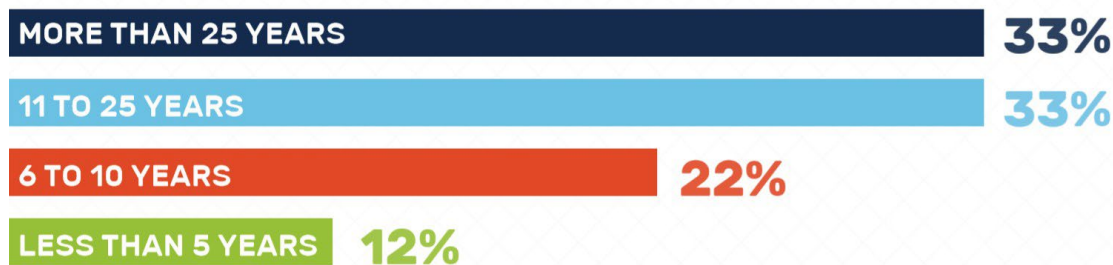
## PUBLIC SURVEY RESULTS

A survey was provided to participants of the public workshops and the results provided below helped staff better understand the demographics and desired future of residents of Plain City. For example, approximately one third of respondents reported having lived in Plain City for less than 10 years and one third of respondents were less than 45 years old. More than half of respondents indicated they prefer smaller lots in exchange for medium-sized parks and/or a large park and facilities.

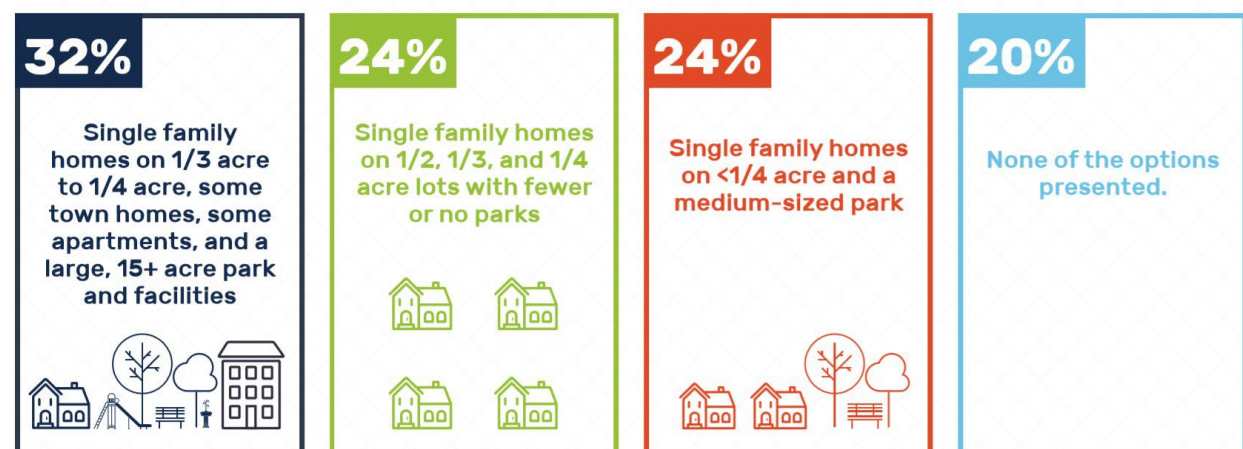
### How old are you?



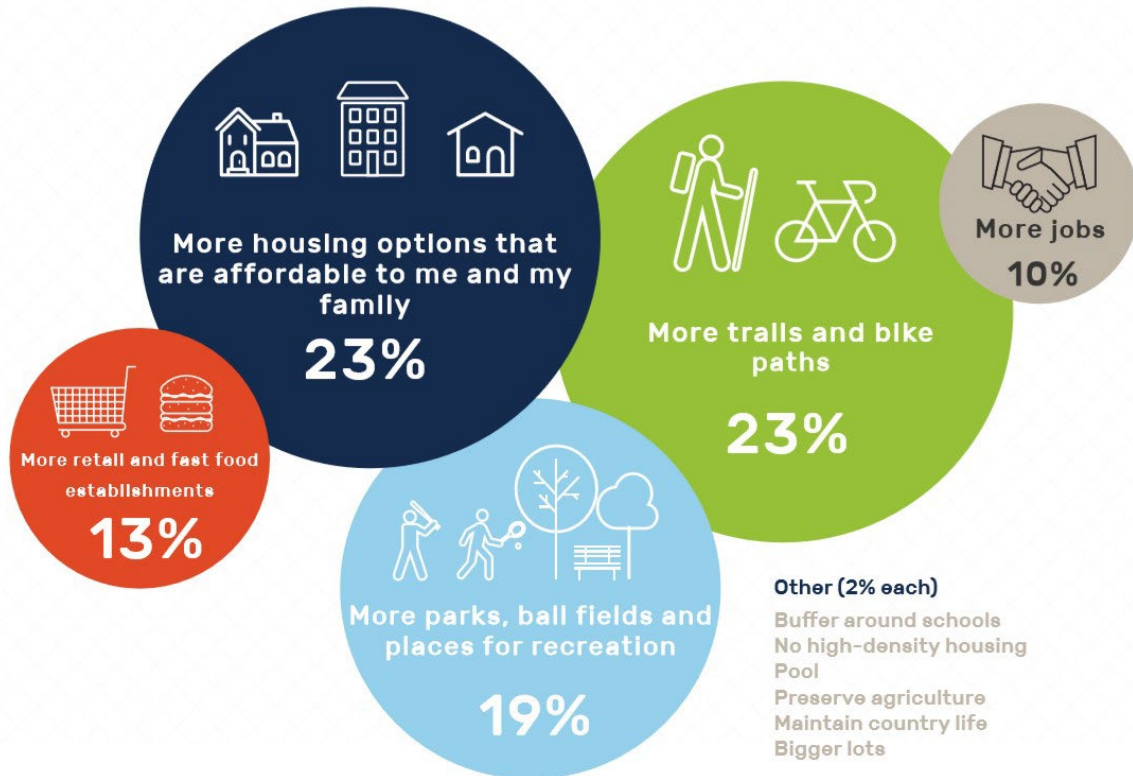
### How long have you lived in Plain City?



### When thinking about new neighborhoods and amenities, which is your favorite?



## What would make Plain City better for you and your family?



## What parts of Plain City do you want to preserve?














## LAND USE

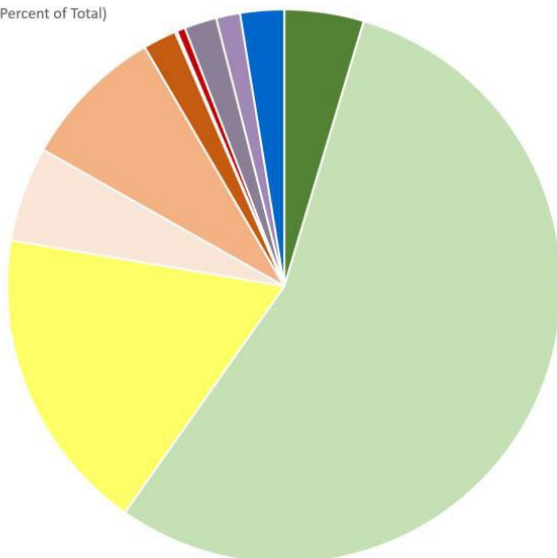
Land use categories are intended to guide the basic land use patterns of the City. Compatibility and safety are major concerns in the General Plan and can be achieved through land use planning.

The planned, or future land use, as shown in the attached map, reflects future land use conditions. This map should be used as a guide when considering applications for zoning, subdivisions, and other land use changes. The purpose of the map is to project future land use development and preservation. This map will guide citizens, City officials and staff, developers, property owners, realtors and others as they consider land use actions in the future.

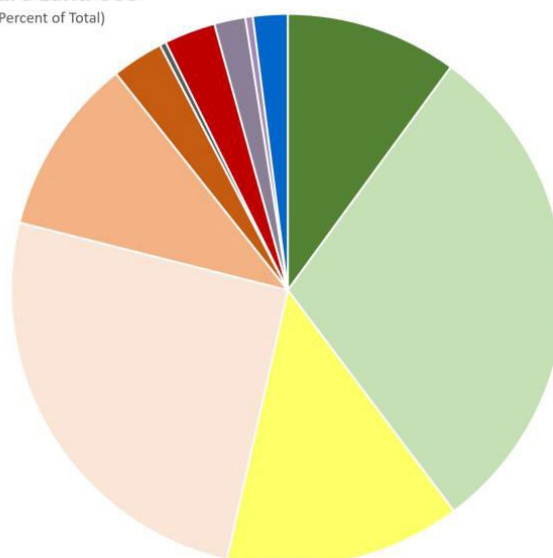
The Future Land Use Map was developed over several months with input from the Advisory Committee, the Mayor, representatives from the City Council, Planning Commission, landowners, and the public.

Land Use Category	Current		Future	
 Parks, Recreation, and Open Space	378	4.6%	1,037	10.3%
 Open Space, Agriculture, and Low Density Residential	4,500	55.1%	3,071	29.7%
 Low Density Residential	1,461	17.9%	1,425	13.8%
 Medium Density Residential 1	453	5.5%	2,625	25.4%
 Medium Density Residential 2	685	8.4%	1,075	10.4%
 Medium Density Residential 3	159	1.9%	312	3.0%
 High Density Residential	10	0.1%	38	0.4%
 Commercial	40	0.5%	310	3.0%
 Industrial	154	1.9%	188	1.8%
 City Center	114	1.4%	45	0.4%
 Municipal, Schools, and Churches	209	2.6%	209	2.0%

Current Land Use  
(Percent of Total)



Future Land Use  
(Percent of Total)





## RESIDENTIAL

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**Low Density Residential:** This land use category is for lots 30,000 square feet or greater. Lots of this size are also compatible with the Open Space, Agriculture, and Low Density Residential land use category, providing property owners with various choices to maintain a popular lifestyle conducive to the rural character of Plain City.



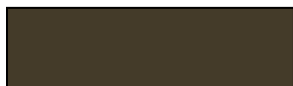
**Medium Density Residential 1:** this land use category is for lots 18,500 square feet or greater. This land use category is also a means to provide various lot sizes and housing types and should maintain an average lot size of 18,500 square feet or greater, or 2.4 units per acre.



**Medium Density Residential 2:** this land use category is for lots 15,000 square feet or greater. This land use category is also a means to provide various lot sizes and housing types and should maintain an average lot size of 15,000 square feet or greater, or 3 units per acre.



**Medium Density Residential 3:** this land use category is for lots 11,000 square feet or greater. This land use category is also a means to provide various lot sizes and housing types with the requirement to preserve and develop parks and open space and should maintain an average lot size of 11,000 square feet or greater, or 4 units per acre.



**High Density Residential:** this land use category is for housing with up to ten units per acre, is often near commercial development and could include various lot sizes and various housing types.

Based on the population projections of an additional 7,600 residents in the next 20 years, a projected average household size of 3.4, and an average density of three units per acre, it is anticipated that nearly 750 additional acres of land will be developed for residential use by 2040.

## HOUSING

Much of the quality of life in a community is dependent on the nature of its housing. The image of a city is to a large degree conveyed by the type, quality, and appearance of its residential developments. This can be achieved by striving for excellence in subdivision and architectural design, a mix of house sizes within a neighborhood, and high-quality home construction.

The value of trees and other landscaping in residential developments cannot be over emphasized. After the initial stage of development, the proper maintenance of yards and structures should be emphasized in the City's residential standards and zoning codes.



## RESIDENTIAL ACTION PLAN

- ☐ **Action:** Provide another residential zone that would be included in the low density residential land use category for lots with a minimum size of 30,000 square feet (RE-30).
- ☐ **Action:** Provide zoning for the high density residential land use category, i.e. housing up to ten units per acre.
- ☐ **Action:** Simplify residential zones to match square feet indications for minimum lot sizes, including for R-1-11 (11,000 square feet), RE-15 (15,000 square feet), etc.
- ☐ **Action:** Simplify or provide ordinances that allow for flexible lot sizes and housing types in the zones associated with Medium Density Residential 1 and 2 land use categories; adopt ratios for future land development that ensure a mix of residential lot sizes with provisions for parks and open space.
- ☐ **Action:** Revise the annexation policy plan to include a recommendation for zoning and when it is appropriate to recommend and approve zoning during the annexation process that is consistent with this plan.

## MODERATE INCOME HOUSING

### Housing Stock

As of the 2010 U.S. Census, there were 1,654 housing units in Plain City. Of those units, 1,609 (97.3 percent) are occupied and 45 (2.7 percent) are vacant. Owner-occupied units make up the majority (93.8 percent) of the city's housing stock, while renter-occupied units account for 6.2 percent of the city's housing stock.

Plain City's housing stock consists of 1,675 (98.3 percent) single-unit detached homes, 15 (0.9 percent) single-unit attached homes, and 14 (0.8 percent) two- to four-unit structures. Given that 98.3 percent of the city's housing stock is made up of single-unit detached homes, Plain City may want to consider whether a more diversified housing stock would benefit current and future residents.

In terms of unit size, Plain City's housing stock consists of 22 units with one bedroom, 825 units with two or three bedrooms, and 858 units with four or more bedrooms.

An assessment of structure age can, in some cases, reveal whether there is a need for housing rehabilitation. In Plain City, 12.9 percent of residential structures were built in 1959 or earlier, 18.8 percent were built between 1960 and 1979, 25.8 percent were built between 1980 and 1999, and 42.4 percent were built in the year 2000 or later. With 31.7 percent of the city's housing stock constructed before 1979, the city may want to determine its role in rehabilitation efforts and consider performing a windshield survey to evaluate housing conditions.

### Household Income and Needs

The median household income in Plain City is \$81,027, which is \$9,727 above the area median income (AMI) for Weber County (\$71,300). Given these figures, 0.2 percent of the households in Plain City earn less than or equal to 30 percent of AMI, 7 percent earn between 30 and 50 percent of AMI, 16.1 percent earn between 51 and 80 percent of AMI, 15.2 percent earn between 81 and 100 percent of AMI, and 61.5 percent earn more than 100 percent of AMI. Households that earn a moderate income (80 percent of AMI) or less make up 23.3 percent of Plain City's population.

Housing is considered affordable when households—regardless of their income—spend no more than 30 percent of their monthly income on housing expenses. Therefore, cost-burdened households are those households whose housing expenses exceed 30 percent of their monthly income. Based on this definition, 28.6 percent of Plain City's renter households that earn a moderate income or less and 31.2 percent of the city's owner households that earn a moderate income or less are cost burdened, which indicates that Plain City's residents would benefit from additional affordable rental and ownership options.

### Density

The density and location of residential development heavily influence the cost of housing, type and level of services required, and impacts on the natural environment. Residential development within the city should promote a variety of residential densities to address these considerations while promoting a diversity of housing choices for residents within the community. A range of housing densities should be allowed within the city, promoting various opportunities for social and economic success.



## Population Change and Affordable Housing Demand

As of 2017, there is demand for 536 housing units for moderate income households. There are 290 housing units in Plain City that are affordable to moderate income households, which is 246 less than demand. Based on population change, and current moderate income housing stock, it is projected that by 2030, Plain City will need an **additional 526 housing units that will need to be affordable to moderate income households.**

## Moderate Income Housing Summary

AMI:	\$71,300
80% of AMI:	\$57,040
Maximum Affordable Housing Costs (monthly):	\$1,426
Maximum Affordable Mortgage Loan (2017):	\$197,322
<hr/>	
Current Housing:	2,300 units
Current Moderate Income Housing:	290 units
Current Moderate Income Housing Deficit:	-246 units
<hr/>	
Future Housing (2030):	+1,200 units
Future Moderate Income Housing Need (2030):	+526 units

## MODERATE INCOME HOUSING ACTION PLAN

To ensure an adequate supply of moderate income housing integrated throughout the City in various locations, and consistent with the needs of all segments of the population, Plain City has identified the following action items:

- ☐ **Action:** Develop programs and incentives to improve and maintain existing housing, especially in the historic neighborhoods.
- ☐ **Action:** Create a neighborhood preservation zone for the residential districts in downtown Plain City.
- ☐ **Action:** Encourage a mix of lot sizes and housing types in residential and commercial zones so that moderate income housing is properly integrated and not concentrated in one development or area.

- **Action:** Consider utilization of state or federal funds or tax incentives to promote the construction of moderate income housing.
- **Action:** Regularly update this chapter to determine the housing needs for all groups, to quantify specific housing needs, and to identify solutions to housing problems. This Element will be reviewed on a biennial basis.
- **Action:** Encourage life-cycle housing that provides different housing options to allow people to live and grow in the same community.

One tool that continues to have value is permitted accessory dwellings in agriculture and residential zones. Another tool is the Senior Housing Overlay, which provides the means for housing that is affordable and is designed for seniors, recognizing their unique lifestyles and needs, by allowing higher densities and a mix of uses.

Additional options for moderate income housing are available through the modifications proposed to the zoning ordinance in other sections of this plan. The action items are intended to create flexibility in each zone for various lot sizes. These action items establish desirable ratios of smaller lot size (higher-density, multiple-family development in appropriate areas) to large lots and open space. The City has also identified that residential standards for commercial and mixed-use zones should be developed to encourage lots and housing that maximize opportunities for moderate income housing and create residential neighborhoods that are more compatible with commercial uses.

Plain City will continue to adjust this Plan in order to ensure an adequate supply of moderate income housing that meets the needs of all segments of the population.

## PARKS, RECREATION, AND OPEN SPACE



**Parks, Recreation, and Open Space:** this land use category is for both passive and active recreation. It includes rivers and streams, developed and future parks, and pedestrian, equestrian, and biking trails. Future parks are often associated with medium density residential and commercial uses, so as to maximize opportunities for the city to negotiate and require developed parks, other recreational facilities and open space.

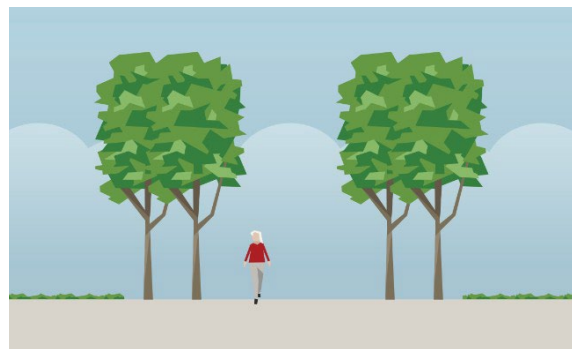
Plain City has a system of parks including three major parks of various sizes and associated facilities: Lee Oslen Park, approximately 20 acres with City offices, fire house, and sports fields and parking; Lyon's Club Park, approximately one acre with a playground, pavilion, and small baseball diamond; and, Town Square Park, approximately 4.17 acres with a playground, pavilion, pickleball courts, and a baseball field (privately owned). Plans are to develop additional parks and trails as the City grows and to preserve areas that provide regional environmental, economic, social, educational, and recreational benefits.

### TRAILS AND LINEAR PARKS

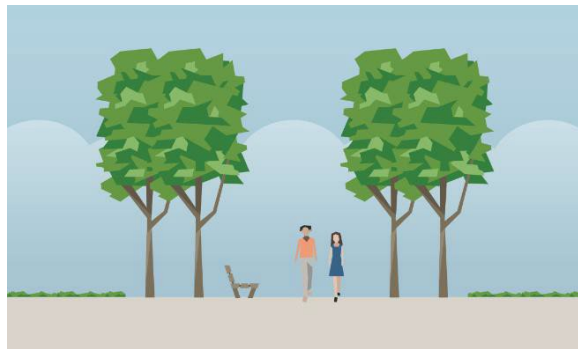
The regional Long Range Transportation Plan identifies multipurpose facilities (trails and paths for pedestrians/bicycles and possibly equestrian) on railroad corridors. Plain City has also identified major trails to be developed along corridors that would otherwise be underutilized, including near or along transmission lines, canals, and rivers, and in areas to connect other public spaces and parks. For example, there are several opportunities for a linear park system which could include the right of way associated with the North Branch Warren canal which runs east and west in the western most corner of the community.

Trails should be developed wide enough to accommodate the anticipated use. A standard classification system should be used as a guide for development of future trails, using the following table as an example that can be developed in future trail planning:

Class	Name	Width	Level of Use
Class 1	Linear Park	15 feet + open space	High
Class 2	Major Multi-use	8-12 feet	High
Class 3	Roadside Corridor	8-12 feet	High
Class 4	Standard Multi-use	6-8 feet	Moderate
Class 5	Narrow Multi-use	4-6 feet	Low-Moderate
Class 6	Nature Trails	2-4 feet	Low



*Major Multi-use Trail Example (8-12 feet)*



*Standard Multi-use Trail Example (6-8 feet)*

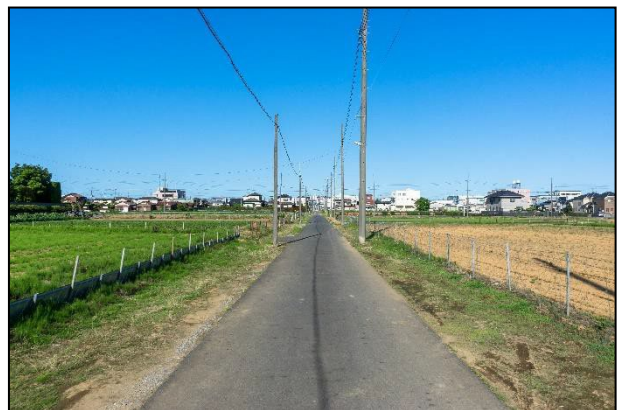
Trails should adhere to the following guidelines:

- Trails should be developed using materials to accommodate the type of anticipated use and determined on a case-by-case basis. For example, neighborhood trails for access and general recreation could be asphalt while longer trails for bikes and horseback riding could be dirt or gravel.
- Trails should connect users and provide access to parks, recreational facilities, and other community amenities or destinations.



*Example of a trail associated with a park that connects users to the park and the park to the users.*

- Trails should be prioritized and planned based on opportunities for colocation, existing trailheads, and cultural and historic places and viewpoints.
- Trails should have the support of the public and the neighborhoods they serve.
- Trails should be planned with specific funding partnerships







## PARKS, RECREATION, AND OPEN SPACE ACTION PLAN

- **Action:** Identify opportunities for additional parks and open space that are integrated into the planned trail system, particularly for larger recreational facilities, such as the park on the West side of Plain City including a proposed equestrian park and associated facilities.
- **Action:** Develop a comprehensive Master Parks, Trails, and Open Space Plan for preserving existing and developing new parks, trails and trail heads, and open space in the City for both active and passive recreation, equestrian, and bicycling and walking purposes.
- **Action:** Develop a system of trails that could connect with existing and future trails and parks in the City and those in adjacent communities.
- **Action:** Provide adequate funding programs for the maintenance of existing and development of future parks, trails, and recreation facilities, which could include the consideration of impact fees and the pursuit of grants from federal, state, and other sources.



## COMMERCIAL

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**Commercial:** this land use category is for neighborhood and general commercial to provide locations for convenience shopping facilities as well as the full range of office, retail commercial, and service uses which are oriented to serve the city as a whole, as well as a regional market in Plain City. A variety of activities are encouraged, especially those which promote both daytime and nighttime consumer activity.



**Industrial:** this land use category is for transitional commercial and manufacturing, established to provide suitable locations for retail, wholesale, light manufacturing, service and outdoor recreation uses. These areas should serve as transition zones and should be located on major roads.

## MIXED USE

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**City Center:** this land use category is for neighborhood commercial that is compatible with residential uses in the city center. Commercial uses in the city center should be designed as an integral, homogeneous component of the neighborhood, oriented to pedestrian traffic, as well as vehicular traffic. Site selection development and uses should still take into account potential impacts on surrounding residential uses and measures shall be taken to minimize these impacts as necessary.

## AGRICULTURE

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**Open Space, Agriculture, and Low Density Residential:** this land use category is for property that is generally undeveloped or being used primarily as agriculture. This land use category provides property owners with various choices to maintain the popular lifestyle conducive to the rural character of Plain City. Residential uses in this area would maintain lots that are 30,000 square feet (approx. 2/3 of an acre) or greater.

## COMMERCIAL ACTION PLAN

- **Action:** Clarify the purpose and intent of the transitional commercial zone in the Plain City Code: that industrial land uses may be adjacent residential uses when the use is high density residential and appropriate design mitigation measures are in place to reduce impacts and protect residents and/or when residential uses are separated by a buffer of open space and/or general commercial uses. High density residential uses may provide housing for employees of manufacturing and similar industrial uses and may be compatible provided the appropriate mitigations are in place.
- **Action:** Prepare standards for high density residential in commercial zones that are consistent with the goals and objectives to provide adequate housing for all residents of Plain City and consistent with the design standards within those zones.

## OTHER LAND USE ACTION PLAN

- **Action:** Develop an ordinance for the City Center that applies the urban design and aesthetics standards and principles identified through the urban planning and design assessment. Review the ordinance to ensure that neighborhood commercial and residential uses in the City Center are compatible and provide a desirable place to live, recreate, gather, pursue commercial activities of appropriate scale, etc.
- **Action:** Incorporate methods for preservation of agriculture and open space, such as developing an ordinance for the transfer of development rights (TDR).
- **Action:** Revise code enforcement regulations for the maintenance of lots, particularly the storage of equipment and vehicles on large lots in agriculture and low density residential areas, to protect the character of the community and maintain vacant property and buildings.



## TRANSPORTATION

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The street layout in Plain City is primarily a grid system for the local and collector streets. The arterial streets are spaced approximately one mile apart, and collector streets are spaced every quarter mile. Over the last 70 years, the Plain City street pattern has evolved and follows a mixture of a modified grid and a curvilinear pattern with the incorporation of numerous cul-de-sacs, which is typical of contemporary subdivision design.

The City's most significant north-south arterial and collector highways are 4700 West, 4425 West, 3900 West, 5100 West, and, located just beyond the City boundaries to the west, 5900 West. The most significant east-west arterial street and collector streets are 4000 North (located just north of the City limits), North Plain City Road, 2575/2600/2700 North, 2000/2200 North, 1975/1900/1850 North, and 1400/1500 North.

Roads that lead directly into the City are 4700 West (from the south), 3900 West (from the north), 2150/2200 North and 1400/1500 North (from the west) and 2700 North, 1850 North, and Pioneer Road (from the East). Both 2700 North and Pioneer Road have direct connections to I-15. The Long Range Transportation Plan calls for Class II bicycle facilities (bicycle lanes) on 1500 North/Pioneer Road, 4300 West, and 5100 West and Class III facilities (routes) on 1850/1950 North, 2600/2700 North, and 4000 North.

Plain City is not directly served by public transportation. The closest access to bus service is in Farr West at the intersection of 2700 North and Rulon White Blvd (1200 West).

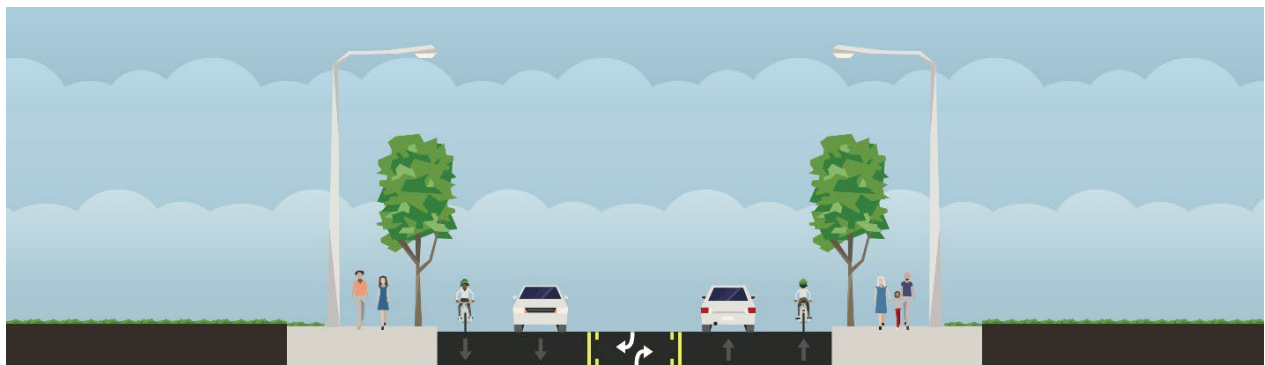
In the future, Wasatch Front Regional Council and the Utah Department of Transportation (UDOT) has indicated that a major transportation route on the west side is being considered (West Weber Corridor) and would affect Plain City. A precise location has yet to be determined in Weber County (see current plans on the future land use map).

General transportation planning recommendations for new development include the following:

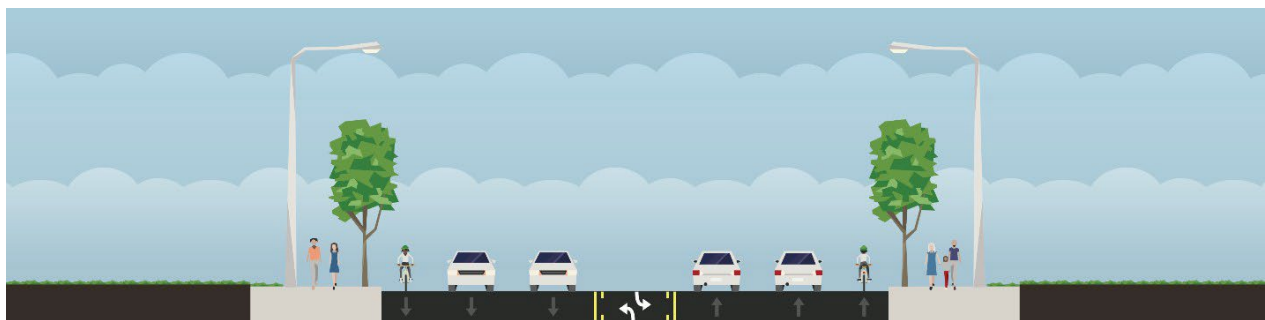
- Design the street network with multiple connections and relatively direct routes. Traditional town street grids and contemporary cul-de-sac subdivisions both have their advantages and disadvantages. The traditional street grid provides a more even spread of traffic volumes and direct connections, thereby reducing vehicle miles, to destinations for automobiles and pedestrians. Cul-de-sac subdivision layouts, however, allow flexibility in working around existing natural features, provide safe places at cul-de-sac ends, and can help reduce crime by limiting access.
- Residential neighborhood street layout should be a combination of both design types, balancing direct connections with resident safety. Consideration must also be given to interconnection to adjacent neighborhoods and commercial centers, providing effective connections to both existing and future development. Many long, narrow tracts of land exist on major roads in Plain City. The city should require developers to demonstrate how street layouts are cohesive, creative, optimize circulation, links effectively to major road networks with multiple access as possible, and is in context with surrounding land uses and anticipated traffic.

Street layouts should be in accordance with engineering standards and should provide sidewalks and bike paths/lanes where possible as well as lighting and landscaping that is in harmony with existing and future development. The following are concepts of the preferred options for various street widths and should be used to direct discussions and decisions for future road improvement projects. Elements of each concept could be combined and modified to meet engineering standards and the desired outcome for each street. Street layout elements to consider include: vehicle lanes, bike lines, park strip, landscaping, medians, turn lanes, sidewalks, lighting, and any other elements the City may desire. Staff and City officials should also consider on and off-street parking, proximity, building setbacks, and more as they measure appropriateness of each element for each street type. Setbacks could be reduced, for example, in areas where neighborhood commercial and slightly higher residential densities combine and are naturally part of the streetscape.

### Minor Arterials



*Concept 1*

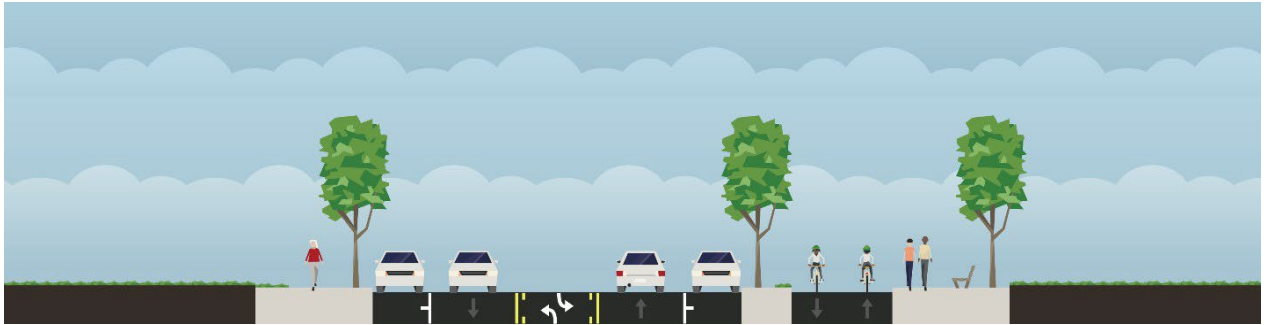


*Concept 2*

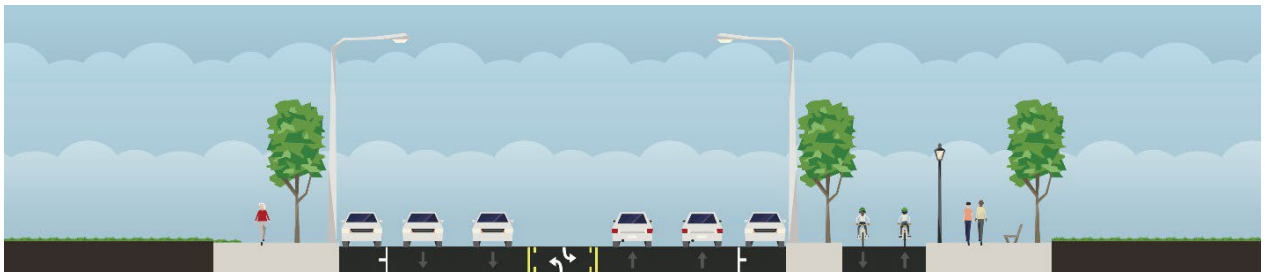


*Concept 3*

## Minor Arterials with a Trail

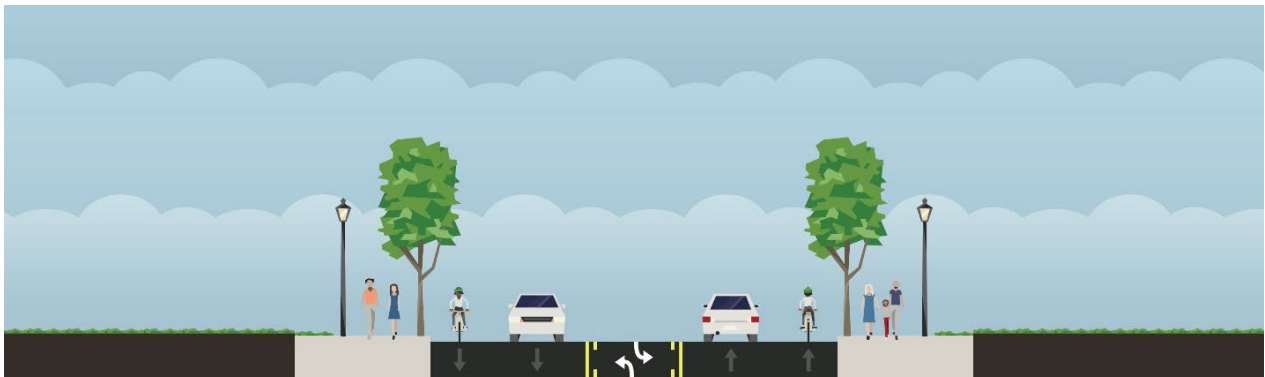


Concept 4



Concept 5

## Collectors and Local Roads



## City Center



## TRANSPORTATION ACTION PLAN

- **Action:** Evaluate residential street design standards for pedestrian and traffic safety. Consider options for new, rural, low density residential streets that provide adequate stormwater management while providing options for pedestrians other than the traditional curb, gutter, and sidewalk. This may provide means to maintain the rural character of lower density developments as the city grows. Consider allowing new local and neighborhood streets in medium and high density residential development to be as narrow as possible (yet still provide for sidewalks or similar for pedestrians) to reduce vehicle speed, reduce maintenance costs, and maximize utility corridors.
- **Action:** Many roads have only intermittent pedestrian modes such as sidewalks or paths. This is of particular concern for children walking to school. Compounding the problem is the fact that some collector and arterial streets are still so narrow; there is hardly any room for a shoulder or similar on which children could walk and is often the only route. The City should study the problem to develop solutions, such as more funding for sidewalk construction projects, warning signs, flashing lights, crossing guards, and student pedestrian safety education programs.
- **Action:** Traffic operation problems during peak hours of travel have been observed on some roads and at some intersections throughout the City. Develop a plan to add left and right turning lanes at intersections where feasible and when road improvement and maintenance actions are planned. Follow the Transportation Master Plan for major road connections; maintain major road widths and plan for widening projects that correspond with new growth.
- **Action:** Study east/west options to provide adequate connections to the proposed West Weber Corridor that would travel through the west side of Plain City. The other major east/west routes would be affected by this; apply proper access management principles to preserve existing and future travel capacities on major roads. Consider revising/updating the Transportation Master Plan accordingly.
- **Action:** Study north/south options to provide adequate connections to 1500 N, North Plain City Road, and 4000 N. Consider revising/updating the Transportation Master Plan accordingly.
- **Action:** Determine major opportunities for corridor preservation, such as route options for the southeast area of the City. For example, consider connections to roads and neighborhoods that may already exist outside the study boundary, such as the stub road on 1300 North and 2000 West in Farr West. Determine future connections to local and collector roads as a means to alleviate traffic on existing east/west and north/south collectors in Plain City.

## HISTORIC PRESERVATION

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Plain City has a wealth of history throughout the community. A number of early homes, business structures, and historical areas still exist within the community. The history of Plain City was written in 1977 by Lyman and Dorothy Cook. This history documents the early settlers and the many early families which are the backbone of this community. Preservation of the early structures has not been a priority throughout the years. With an exception of just a few, most of the early homes have fallen in disrepair and have been abandoned while others are in jeopardy of being demolished. The few historical homes which have been restored and preserved are

in good condition and add value to the community.

There are a few businesses which occupy some of the historical buildings within the heart of the community. This area was known as the Public Square and currently includes the LDS Church, elementary school, and park. Also, this area is where the original town blocks were developed. Plain City has not done a historical survey to document and map all the historical buildings within the community. A History Book, printed in 1977, documents the historical business structures which were still present in 1976.

### HISTORIC PRESERVATION ACTION PLAN

- ☐ **Action:** Complete an Historical Survey. Plain City should pursue the preservation of its history by doing a historical survey and developing a historical district. A survey would identify historic structures and sites which should be preserved. Funds for this activity could be made available from the Division of State History, the Utah Heritage Foundation, and National Trust for Historic Preservation.
- ☐ **Action:** Update the History Book. Provide new pictures and additional family histories to show what has been preserved and what has changed over the years.
- ☐ **Action:** Develop an Historical District that lists properties significant to the history of the community. Funding, tax credits, loans, and building code leniency could be available to those homes, businesses, and sites within the Historical District. Restriction could be placed by the City to preserve these areas.
- ☐ **Action:** Develop Historic Preservation Ordinances that focus on the maintenance of the exterior of historic buildings.





## URBAN DESIGN AND AESTHETICS

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Plain City has seen an influx of interest and new development, particularly of residential and commercial development. Design and aesthetic standards can help to maintain the character and quality of the community. Code enforcement is another tool to ensure standards are maintained. In addition, landscape standards for public and private development are just as important.

Design and aesthetic standards should focus on the end result of the land development process. What the community looks like and whether the man-made environment fits with its physical setting is of primary concern. Plain City has current opportunities to develop a community-wide framework that recognizes the unique aspects of the City's setting and development character. Future development can build on and enhance significant characteristics that have resulted from past practices.

### URBAN DESIGN AND AESTHETICS ACTION PLAN

- **Action:** The City could improve its existing codes by adopting and implementing more innovative and stringent development standards and zoning sign, and other ordinances as well as its enforcement of them. The City should apply the necessary professional expertise to the development review process in the hopes this will result in meaningful recommendations with regard to site, building, design, aesthetics, and other aspects of development. The City may want to consider an urban design theme that can be used to minimize conflicts between various designs, colors, and the like, of buildings.
- **Action:** Currently, the community has small wooden signs that announce the entrance into the community. These signs often stand alone without any other amenities (lighting, landscaping, etc.) and are frequently overlooked. The City should create a main entry to Plain City in order to give residents and others "a sense of place," which could be accomplished with welcome signs, landscaping, wider setbacks, decorative lighting, street trees and benches, and other methods. These could be located along the main streets in the City, such as 1900 North, 4700 West, 2600 North, and 1500 North.
- **Action:** Also, with regard to the creation of a sense of place, some consideration should be given to create a community or town center, which could include a park, library, recreation center, and some commercial development.
- **Action:** The City is conducting an urban planning and design assessment. This could be accomplished through the assistance of the American Institute of Architects (AIA) which conducts what is called a Region and Urban Design Assistance Team (R/UDAT). The AIA has provided this program for more than 30 years for cities all over the United States. It is a highly effective program that results in a city strategy and recommendations for addressing community concerns relating to urban planning and design.
- **Action:** With the development of commercial areas, it is necessary for the community to develop a plan for landscaping requirements in these areas. With the adoption of some

streetscape and urban forestry standards which would include the planting of trees and shrubs along streets and private residential yards and commercial sites, the beauty and open feeling of the community can be preserved. In addition, an education program could improve people's ability to apply the landscaping standards. This education program could offer classes or information to the City's citizens on how to maintain plants, trees, and create suitable and attractive yard landscape designs, not just with traditional plantings but also with native, xerophytic plants which conserve water.

- **Action:** Since there is a considerable amount of land currently without development, the City can plan now to preserve the rural open feeling of which it is so fond of. These standards can also be used by the City as a tool for redevelopment.
- **Action:** Improve the Christmas light displays in the City during the holidays by adding to the lights and improving their quality, particularly in the main areas, City entryways, on utility poles, City Hall, etc.
- **Action:** The City could also establish a formal City Beautification Committee to serve as an advisory body to the City Council in the areas of urban design and aesthetics. The Committee could also offer recommendations to the Council on existing and proposed ordinances and City programs. The Committee could sponsor neighborhood clean up projects that could be conducted by its citizens or other organizations such as scout troops, church organizations, and school groups. The Committee could offer annual awards for yards, neighborhoods, and business sites that have been excellently and aesthetically maintained or have made the most improvements in beautifying their surroundings. The Committee could also establish and administer a City fund that could receive voluntary donations to be used for acquiring and planting trees, shrubs, and other plantings in the City's parks and cemetery.



## ENVIRONMENT

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Floodplains have been identified in the city by the Federal Emergency Management Agency (FEMA). There are different zones associated with the flood map and show a flood plain extending from the north east corner of the community extending to the Oregon Shortline Rail Road, which identifies the 100 year flood plain or elevation. The flood plain also affects the area all along the First Slat Creek (on the west of the community) and the Weber River (on the south of the community).

Soil characteristics are extremely important to both agriculture and development. Soils with the proper chemical composition can make agriculture extremely productive and soils with the proper shear strength and other favorable characteristics can be a good medium on which to build structures of all kinds. Conversely, soils with poor nutrient values and low shear strength, high shrink-swell potential and other problems, can cause much difficulty. It is important to recognize soil limitations, if they exist, so that proper planning and engineering can mitigate site problems prior to construction. Generally, most of Plain City's soils are considered to be relatively free of limitations. However, there are areas of Plain City that are affected by a shallow water table and the soils may be saturated with ground water. Proper engineering designs need to be considered in these areas of the City, and, if there are problems, incorporated into any buildings that are constructed in this area in order to minimize structural failure, basement leakage, and liquefaction problems.

Wetlands, areas around the rivers and streams that run through Plain City should all be consider as sensitive lands, since the City has a number of them. They serve important ecological functions and play a major role in purifying polluted water. Wetlands and some rivers are protected by the federal government and cannot be disturbed without a permit from the United States Corps of Engineers and the Department of Natural Resources.

City staff are aware of and manage sensitive lands through the application of Title 10, Chapter 18 of the Plain City Code. The City is aware of areas that are at risk of flooding, particularly areas adjacent to Salty Creek and the Weber River. Future developments in this area need to take on-site precautions, as well as make sure that the area's flood control systems are functioning properly in order to protect against potential future flooding episodes. Also, related to flooding is the high ground water table that exists in the low-lying areas of the City. Precautions need to be taken to avoid problems in the future, such as water seeping into basements and ground settling. Other sensitive lands include habitat areas, high ground water table, steep slopes, and recharge areas. Other risks include earthquakes, management of canals and other waterways, and air quality.

## PUBLIC UTILITIES AND SERVICES

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Plain City has the responsibility to provide adequate provision of utility services to the community. Most important are the following services: water, sewer and storm sewer. It will be very important for the City to properly evaluate and set development impact fees and rates, and to have adequate subdivision standards in place to ensure that new development will carry its fair share of services and utility infrastructure costs.

The City should make every effort to require homes within 300 feet of its sewer main lines to connect to its system when feasible. The city repairs/renovates sewer line problems by non-destructive means whenever possible. The internal condition of the existing sewer system is relatively good. It is the City's intent that all existing sewer mains be visually inspected so that internal conditions can be determined and used in the next Sanitary Sewer Master Plan Update.

The City should evaluate storm water goals and requirements each year and they should file all reports on time as required. As a general policy, the City should attempt to separate all storm water flows from irrigation system flows. The co-mingling of these flows always presents a problem in terms of controlling flow rates and providing adequate pipe capacity and control structures. In all future planning, the piping of irrigation systems should be kept separate from the piping of land and surface drainage systems as practicable.

In general, any new development which is required to provide on-site storm water detention should have facilities sufficient to control outflows to meet the maximum allowable rate per acre of development area. Where possible, it is recommended that "regional" basins be constructed which would service larger combined areas. Also, it is recommend that these basins have a possible alternate use and have some form of landscaping so they do not become un-maintained "eyesores." Small, on-site detention basins, often used with each individual subdivision, are only recommended in isolated situations.

In providing municipal services, the City should strive to cooperate and share services to the fullest extent possible with other jurisdictions. The economies of scale available through cooperative ventures will help the City hold down costs. As time progresses, police, fire, road maintenance, and other services will require an ever-increasing proportion of the City's budget. The public will demand more and better municipal services but will not want to pay for them. These conditions will present fiscal problems to the City which will at times be difficult to solve.

The future will require the City to stay abreast of technological advances in providing services and information to its citizens. Services, including payment of building permits, business licenses, and dog licenses, are available on-line in many cities and should be planned for and made available to Plain City citizens and those doing business in Plain City in the near future. Over the next few years, Plain City should evaluate its ability to provide these types of services and the technology to support it.

## PUBLIC UTILITIES AND SERVICES ACTION PLAN

- ☐ **Action:** Evaluate options for access and connections to the secondary (irrigation) water system that balances feasibility with conservation of the City's culinary water.
- ☐ **Action:** In areas where sewer does not exist, evaluate options where it can be provided so that properties can access and connect.
- ☐ **Action:** The City should periodically evaluate its impact fees to determine their appropriateness (how they are used, reason for their use, and reasonableness of fee amounts), and whether or not the objectives of the impact fee system are being met.
- ☐ **Action:** The City should have a greater awareness of various local, state, federal, and other grant opportunities and make better use of grant funds in expanding and improving the City's services.
- ☐ **Action:** The City should strive to always improve communications between elected officials and citizens (public involvement), thereby improving the effectiveness of the Office of the Mayor, City Council, and Planning Commission.
- ☐ **Action:** The City should strive to do its best to properly manage growth or development activities in the City and the City should work towards improving the development of the City's streets/roads and their maintenance.
- ☐ **Action:** The City should make an effort to coordinate construction projects and utilities in order to minimize conflicts, unnecessary expenses, and disruption of the various utility services in the City.
- ☐ **Action:** Provide the means to download forms, applications, and other information online and submit the information either on-line or in person.

## FUTURE LAND USE

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**RE-30:** This land use category is for lots 30,000 square feet or greater. Lots of this size are also compatible with the Open Space, Agriculture, and Low Density Residential land use category, providing property owners with various choices to maintain a popular lifestyle conducive to the rural character of Plain City.



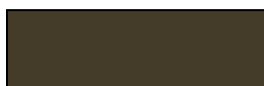
**RE-18.5:** This land use category is for lots 18,500 square feet or greater.



**RE-15:** This land use category is for lots 15,000 square feet or greater.



**RE-11:** This land use category is for lots 11,000 square feet or greater.



**High Density Residential:** this land use category is for housing with up to ten units per acre, is often near commercial development and could include various lot sizes and various housing types.



**Commercial:** this land use category is for neighborhood and general commercial to provide locations for convenience shopping facilities as well as the full range of office, retail commercial, and service uses which are oriented to serve the city as a whole, as well as a regional market in Plain City.



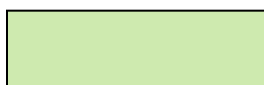
**Industrial:** this land use category is for transitional commercial and manufacturing, established to provide suitable locations for retail, wholesale, light manufacturing, service and outdoor recreation uses. These areas should serve as transition zones and should be located on major roads.



**City Center:** this land use category is for neighborhood commercial that is compatible with residential uses in the city center. Commercial uses in the city center should be designed as an integral, homogeneous component of the neighborhood, oriented to pedestrian traffic, as well as vehicular traffic. Site selection development and uses should still take into account potential impacts on surrounding residential uses and measures shall be taken to minimize these impacts as necessary.



**Parks, Recreation, and Open Space:** this land use category is for both passive and active recreation. It includes rivers and streams, developed and future parks, and hiking and biking trails. Future parks are often associated with medium density residential and commercial uses, so as to maximize opportunities for the city to negotiate and require developed parks, other recreational facilities and open space.



**Open Space, Agriculture, Rural Residential:** this land use category is for property that is generally undeveloped or being used primarily as agriculture. This land use category provides property owners with various choices to maintain the popular lifestyle conducive to the rural character of Plain City. Residential uses in this area would maintain lots that are 40,000 square feet or greater.



**Municipal, Schools, and Churches:** this land use category is for public and quasi-public property.

# Plain City

## Future Land Use

8/30/2018

 Plain City Boundary

 Study Area Boundary

 Equestrian

 Critical and Sensitive Lands

 Parks, Recreation, and Open Space

 Open Space, Agriculture, and Low Density Residential

 Low Density Residential

 Medium Density Residential 1

 Medium Density Residential 2

 Medium Density Residential 3

 High Density Residential

 Commercial

 Industrial

 City Center

 Municipal, Schools, and Churches

 Principal Arterial

 Minor Arterial

 Collector

 Local

 HF Bus (Transit)

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