



**PUBLIC NOTICE** is hereby given that the County Council of Cache County, Utah will hold an **OPEN HOUSE FOR OUTGOING COUNCIL MEMBERS** at **4:00 p.m.** and a **REGULAR COUNCIL MEETING** at **5:00 p.m.** in the Cache County Historic Courthouse Council Chambers, 199 North Main Street, Logan, Utah 84321, **TUESDAY, DECEMBER 13, 2022**

Council meetings are live streamed on the Cache County YouTube channel at:  
<https://www.youtube.com/channel/UCa4xvEI8bnIEz3B9zw2teaA>

## AGENDA

### COUNCIL MEETING

- 5:00 p.m.**
1. **CALL TO ORDER**
  2. **OPENING** – Councilmember Karl Ward
  3. **REVIEW AND APPROVAL OF AGENDA**
  4. **REVIEW AND APPROVAL OF MINUTES** (December 1, 2022; December 6, 2022)
  5. **REPORT OF COUNTY EXECUTIVE**
    - a. **Appointments:**
    - b. **Financial Reports:** November 2022 Financial Statement
    - c. **Other Items:**
  6. **ITEMS OF SPECIAL INTEREST**
    - a. Special Presentation from the Governor’s Office – Neil Abercrombie
    - b. Consolidation of Public Defender Office Update – Mike McGinnis
    - c. Discussion of County Clerk / Auditor Move to Part-time
  7. **DEPARTMENT OR COMMITTEE REPORTS**
  8. **BOARD OF EQUALIZATION MATTERS**
- 5:30 p.m.**  
(Estimated)
9. **PUBLIC HEARINGS**
    - a. **Public Hearing – Ordinance 2022-28**  
**Comprehensive Amendment to the Cache County General Plan**  
A comprehensive amendment to the Cache County General Plan including the Regional Collaboration Plan and Urban and Rural Area Assessment (URAA) / Cost of Services (COS) Plan appendices / plan elements
    - b. **Public Hearing – Ordinance 2022-35**  
An Ordinance amending Chapter 2 of Title 2 of the Cache County Code regarding Salary Increases for Members of the Cache County Council
  10. **PENDING ACTION**
  11. **INITIAL PROPOSALS FOR CONSIDERATION OF ACTION**
    - a. **Ordinance 2022-28**      A Comprehensive Amendment to the Cache County General Plan  
A Comprehensive Amendment to the Cache County General Plan including the Regional Collaboration Plan and Urban and Rural Area Assessment (URAA) / Cost of Services (COS) Plan Appendices / Plan Elements
    - b. **Ordinance 2022-35**      An Ordinance making a Cost of Living Adjustment to the Salaries of the Cache County Elected Officers

- c. **Ordinance 2022-37** An Ordinance amending Chapter 2 of Title 2 of the Cache County Code regarding Disclosure of Conflicts of Interest by County Officers and Employees
- d. **Ordinance 2022-38** An Ordinance Amending 3.04 of Cache County Code regarding Budgets
- e. **Ordinance 2022-39** An Ordinance Amending Section 2.28 of the Cache County Code regarding Part Time County Officers
- f. **Ordinance 2022-40** An Ordinance Amending Section 2.16 of the Cache County Code Office of Public Defender
- g. **Resolution 2022-34** A Resolution on County Policy on Legislative Matters
- h. Consideration of Property Tax Hardship Requests

12. **CACHE COUNTY SERVICE AREA NO. 1 BOARD OF TRUSTEES**

- a. Memorandum of Understanding between Logan City and Cache County Service Area No. 1

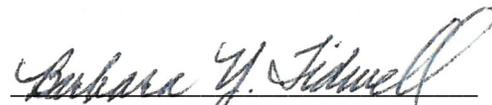
13. **OTHER BUSINESS**

- a. **Swearing-In Ceremony for Newly Elected Officers** *Tuesday, January 3, 2023 at 12:00 noon in the County Council Chambers*

14. **COUNCIL MEMBER REPORTS**

15. **EXECUTIVE SESSION** - Utah Code 52-4-205(1)(a) – Discussion of the character, professional competence, or physical or mental health of an individual  
Utah Code 52-4-205(1)(c) - Discussion of pending or reasonably imminent litigation

16. **ADJOURN**

  
\_\_\_\_\_  
Barbara Y. Tidwell, Chair

In compliance with the Americans with Disabilities Act, individuals needing special accommodations (including auxiliary communicative aids and services) during this meeting should notify Janeen Allen at 435-755-1850 at least three working days prior to the meeting.

# CACHE COUNTY GENERAL PLAN DRAFT

August 16, 2022



## ACKNOWLEDGEMENTS

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Nolan P. Gunnell  
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Angie Zetterquist, Planner  
David Zook, County Executive

### CONSULTANTS



L O G A N S I M P S O N

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Jeff Gilbert, Cache Metropolitan Planning Organization  
Nolan Gunnell, County Council  
Shawn Milne, Economic Development Director  
Chris Sands, Planning Commission  
Casey Snider, House of Representatives  
Barbara Tidwell, County Council  
Jason Watterson, Planning Commission  
David Zook, County Executive

Special thanks to the County residents, business owners, municipal partners, technical experts, and other stakeholders who contributed to Imagine Cache.

## ZIONS PUBLIC FINANCE



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# CHAPTER 1: INTRODUCTION

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We perform planning activities daily. We plan our day at work, at home, or during our leisure time. We plan for our future by setting personal or family goals. While goals may be simple, the process and strategies to attain the goal may be complex and difficult.

The Cache County community needs a countywide plan for land use, transportation, and services to meet the growing needs of the County. The planning process for the County is not so different from our individual planning process. However, instead of planning for a few, we must plan for all current and future residents. This General Plan (the Plan) is the result of a visioning and planning effort called **Imagine Cache** that engaged residents across the County to outline a policy guide for decision-makers.

The primary focus of this Plan is on the unincorporated areas of the County, with recognition that growth should be coordinated with each city and town in order to achieve regional countywide benefits. The Cache Countywide Planning and Development Office (CPDO) carries out activities that address comprehensive planning to help guide growth and development, and coordinate with cities and towns to embrace policies with a countywide perspective.

To ensure thoughtful planning for Cache County, the County Council and Planning Commission support this long-range plan to guide future development in the community while maintaining a regional perspective. The Plan is intended to recommend predictable future patterns of land use to help determine the need for future roadways, public facilities, and services needed to support anticipated growth. Continued growth must be viewed and compared to the capacity of the County and communities to provide services.

The **Imagine Cache** process and community engagement ensured that the Plan represents the best expression of the community's public interest while protecting private interests. This Plan is intended to be a guide that public officials will refer to when important decisions are made that affect the quality of life and environment of Cache County. To accomplish this, the planning process was comprehensive and community driven, and backed up with data and scenario analysis.

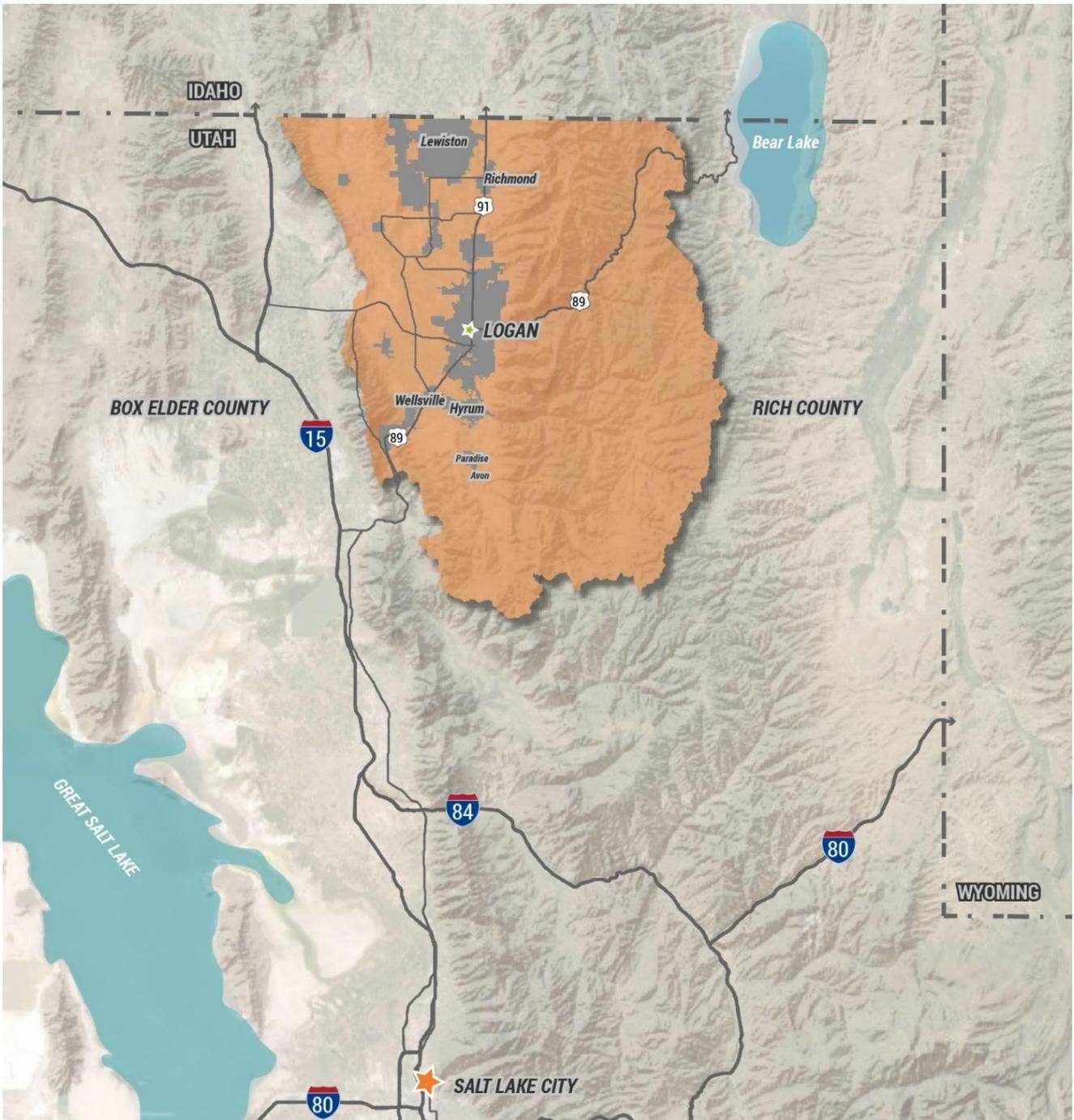
## CACHE COUNTY PLANNING CONTEXT

Cache County is one of three counties along the Utah-Idaho border; between Box Elder and Rich counties. Cache County encompasses approximately 1,174 square miles within its jurisdictional boundary and is distinctly divided by valley and mountain areas.

Lying between the Wellsville Mountains to the west and the Bear River Range to the south and east, Cache Valley sits at an average elevation of approximately 4,600 feet above sea level and extends geographically north into Franklin County, Idaho. The Cache County portion of the Valley is about 30 miles long and 15 miles wide with fertile land supporting the production of various farm crops and a reputation for fine dairy herds. The thriving agriculture industry has played an important part in the history of the County and continues to be a major driver of the area's economy and character today. The County has 19 incorporated communities can all be found in the Utah portion of Cache Valley, with Logan City being the largest and serving as the County seat.



Over the years, the County has maintained a rural, agricultural-based economy through growth and new development; however, the twentieth century brought increasing urbanization. Today, there is a strong, mixed economic base of agricultural and non-agricultural industries. As Cache County continues to grow and change, there is a local desire to preserve the agricultural heritage and rural feel in balance with urban and small-town areas.



## BENEFITS OF LONG-RANGE PLANNING

There are many benefits of long-range planning and specific benefits and functions of a General Plan within the community administrative framework. Paraphrased below are some descriptions of those important General Plan functions from T.J. Kent, one of the fathers of city planning theory.

- To enhance the environment of the community as a setting for human activities. To make it more functional, beautiful, decent, healthful, interesting, and efficient.
- To promote the public interest, the interest of the community at large, rather than the interest of individuals or special interest groups within the community. The comprehensive nature of the plan contributes to this purpose because it facilitates the consideration of relationships between any question pertaining to the overall physical development of the entire community. The plan is based on facts and on studies that attempt to be thorough and impartial. It helps to prevent arbitrary, capricious, and biased actions.
- To facilitate the democratic determination and implementation of community policies on physical development.
- To affect political and technical coordination in community development; working together toward the same end and working logically and efficiently to avoid conflict, duplication, and waste.
- To inject long range considerations into the determination of short-range actions. In effect, this purpose is intended to achieve coordination through time, to attempt to make sure that today's decisions will lead toward tomorrow's goals.
- To bring professional and technical knowledge to bear on the making of political decisions concerning the physical development of the community. The purpose is intended to promote wise decision making, to achieve informed, constructive government.
- To facilitate greater understanding of regional impacts of local growth decisions within a county-wide perspective and context.



## ORGANIZATION AND USE OF THE PLAN

The Countywide General Plan format is organized into five chapters. These sections include:

**Chapter 1:** Introduction—defines the purpose of the General Plan and how it should be used as a planning and decision-making tool for Cache County Council, Planning Commission, and municipalities.

**Chapter 2:** Plan Direction—establishes the mission, vision, and guiding principles for the General Plan.

**Chapter 3:** Policy Framework Elements—supports and advances the County’s mission, vision, and guiding principles with goals, policies, and strategies.

**Chapter 4:** Future Land Use Map—guides growth and future development in a way that enhances the quality of life for existing and future residents.

**Chapter 5:** Implementation and Adaptive Management— emphasizes the implementation and interconnection of each element. The implementation strategies identify special programs, subdivision and land use ordinances, and capital improvement programs to implement the goals and policies outlined in Chapter 3.

## USING THE PLAN

Consistent with Utah State Code, Title 17, Chapter 27a County Land Use, Development and Management Act, the General Plan provides a basic framework for local planning of present and future needs, and represents a road map by which appointed and elected officials manage the future growth and development of Cache County.

### The General Plan as a Decision-Making Tool

The General Plan is about growth and development within the County. This Plan should be used as a decision-making tool by which all requests and proposals before the Planning Commission and County Council are measured. The development of the Plan was based on an open and participatory process of gathering public input to reflect public values, opinions, and feedback.

### The General Plan and the Land Use Ordinance

The General Plan is a guiding tool for making policy decisions. The Cache County Code is the Land Use Ordinance (LUO), or the regulatory instrument by which these policies are implemented. While the General Plan does not automatically change code, it is not regulatory, it is an advisory policy document that is interwoven with County Code documents. In 1991, the State Enabling Act mandated consistency between the General Plan and the Land Use Ordinance.



## RELATIONSHIP TO OTHER PLANNING DOCUMENTS

The General Plan will function alongside existing and future County policy plans and regulatory documents such as the County Code. Some of those plans include the [Transportation Master Plan](#), [Moderate Income Housing Plan](#), [Resource Management Plan](#), [Trails and Active Transportation Master Plan](#), [South Corridor Development Plan](#), and municipal plans. A diverse range of agencies share overlapping jurisdiction, interests, and regulatory authority in Cache County. A large portion (44%) of the land in Cache County is public land, including National Forest, State Parks, State Wildlife Areas, State Trust Lands, and Wilderness Areas. Roughly 9% of the County is included within the County's incorporated cities and towns with an additional 11% of County land within the municipal annexation policy areas. Other major agencies in Cache County include the Utah Department of Transportation (UDOT), Bear River Association of Governments (BRAG), Cache Metropolitan Planning Organization (CMPO), Cache County Council of Governments (CCOG), the Logan-Cache Airport Authority, and Bear River Health Department.

Companion documents to this General Plan include the Urban and Rural Area Assessment, the Cost of Service Plan, and the Regional Collaboration Plan, all of which have been developed simultaneously with the General Plan.

- The **Urban and Rural Area Assessment** (URAA) looks at a variety of existing and possible patterns of development in the County, including in the municipalities and their annexation policy areas, and considers how public services and facilities like water, sewer, law enforcement, and emergency services function, and may be optimally provided.
- The **Cost of Service Plan** (CSP) incorporates a model to evaluate the costs to the County and its residents of the services they are currently receiving, and projects these costs into the future, depending on the type of development patterns that occur. The purpose of both the URAA and CSP is to provide factual support for the guidelines and policies in the General Plan.
- The **Regional Collaboration Plan** (RCP) identifies the numerous entities and governmental agencies that provide public services in Cache County and encourages and explores possibilities for coordination among the agencies and entities for improved efficiency and outcomes.

Additional related planning documents include:

- [Transportation Master Plan](#)
- [Moderate Income Housing Plan](#)
- [Resource Management Plan](#)
- [Trails and Active Transportation Master Plan](#)
- [South Corridor Development Plan](#)
- Municipal plans
- Airport Master Plan



# CHAPTER 2: PLAN DIRECTION

Together, the Mission, Vision, and Guiding Principles embody shared community values, demonstrate the County’s unique qualities, and reaffirm a desire to preserve community character and heritage while embracing and shaping inevitable changes and future growth.

Developed as part of the **Imagine Cache** initial engagement with the community, the Vision and Guiding Principles represent the aspirational outlook of Cache County’s land use development, public services and facilities, and economic development.

Visioning is a critical step in every planning process, creating a starting point for more effective community engagement and planning. Visioning ensures that County residents’ and leaders’ values and goals are accurately reflected in the Plan’s elements, policies, and frameworks. The Vision creates the structure and initial buy-in necessary to discuss the tough issues related to goals, policies, and action items within the Plan.

## IMAGINE CACHE MISSION

Cache County upholds and enhances the community’s health, safety, well-being, and quality of life.

## IMAGINE CACHE VISION

Cache County is a place of unique character and strong heritage where its citizens live, work, and thrive.

## IMAGINE CACHE GUIDING PRINCIPLES

The **Imagine Cache** Mission and Vision are firmly supported by five Guiding Principles. These Principles show commitment to the community values and priorities and provide a compass to guide and shape the community into the future. The General Plan’s goals and policies are organized by each Guiding Principle.



## HERITAGE AND STEWARDSHIP

The open and rural nature of the County's unincorporated areas is an important component of the community's character that should be preserved.

Maintaining these values and characteristics will be achieved by:

- Identifying and preserving natural resources and open space by protecting, promoting, and responsibly managing natural and cultural resources.
- Protecting watersheds, air, soils, and water supply.
- Preserving working agricultural lands and areas with prime soils and irrigation.
- Partnering with the agricultural community to identify and remove barriers to agricultural success.

## ACTIVE LIFESTYLES AND RECREATION

Active lifestyles and access to open spaces and trails bring significant benefits to the community.

Addressing the importance of these principles will be achieved by:

- Identifying, preserving, constructing, and managing open spaces and natural areas to allow for a connected system of open space, trails, recreation, and scenic corridors.

## ECONOMIC VITALITY

A strong economy creates a foundation for a strong community by providing jobs, goods, services, and tax revenue.

Shaping responsible and strategic economic growth will be achieved by:

- Supporting a regional economy that meets present needs without compromising the needs of future generations.
- Supporting stable, long-term, and diverse industries that can protect environmental assets and support tourism.
- Encouraging the development of businesses that offer living wage employment in a variety of industries and supporting a range of housing.



## REGIONAL COLLABORATION

As Cache County continues to grow, the General Plan strengthens the County's role as a regional leader in collaboration, facilitation, and cooperation, to plan regionally and assist communities with implementing policies locally.

This will be achieved by:

- Cultivating partnerships between community members, governments, businesses, and non-profits to plan for the County's future and align the County's General Plan and County Code.
- Coordinating County services and plans with each community's future land use plan and annexation policies.
- Supporting a diversity of housing options to meet the changing demographics of rural residents.
- Maximizing existing infrastructure and improving standards and access to service and utility providers.
- Working in partnership with communities to shape growth, land preservation and land use compatibility between jurisdictions.

## VALLEY CONNECTIVITY

Transportation networks are important to allow residents to commute safely and efficiently by car, bike, bus, or on foot.

Connectivity throughout the Valley will be achieved by:

- Encouraging safe, affordable, and efficient infrastructure for connected roads, trails, and transit.
- Preserving corridors for future transportation infrastructure.
- Collaborating on the development of regionally significant and cross-jurisdictional infrastructure
- Supporting a variety of transportation options.
- Planning for development that minimizes the impact on transportation infrastructure.



## DEFINING THE PLAN DIRECTION WITH THE PUBLIC

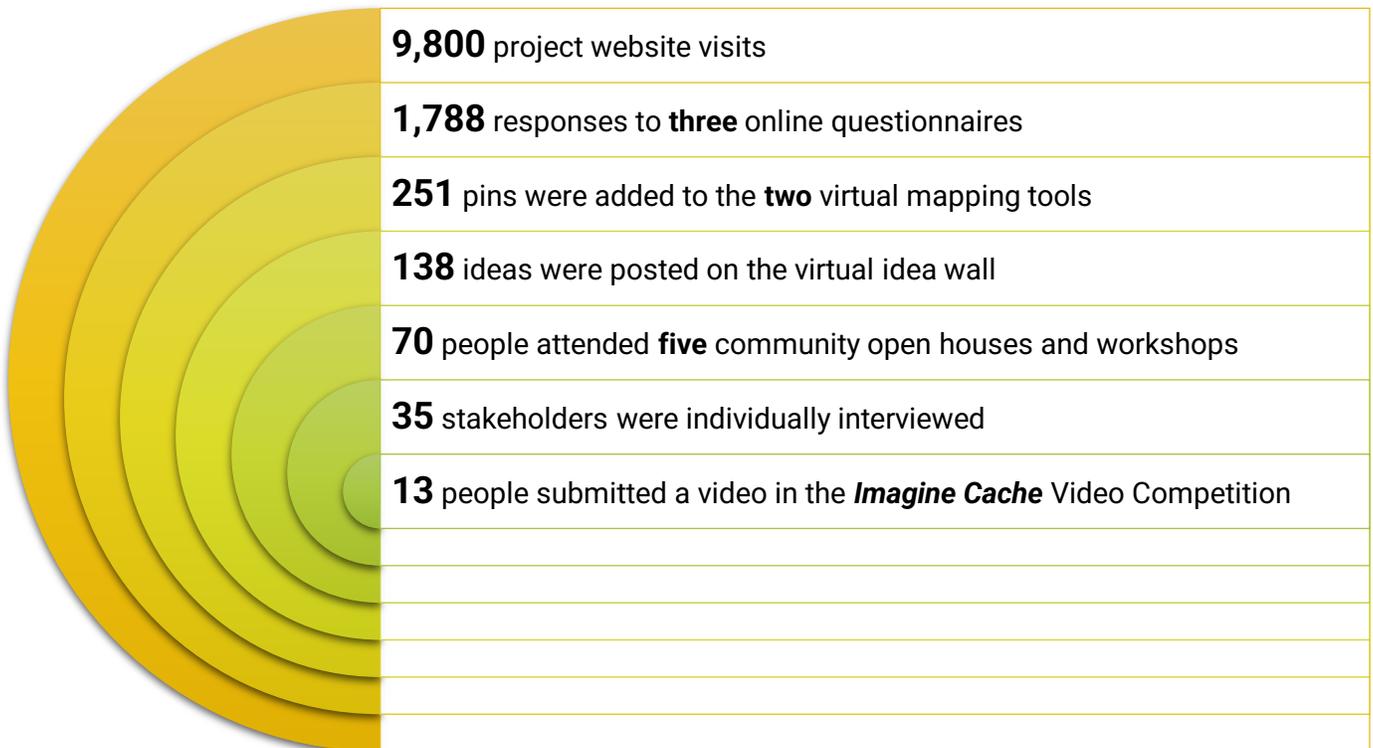
Through the *Imagine Cache* community outreach process, more than two thousand participants in the County were engaged through efforts including individual interviews, public open houses and workshops, a video competition, digital surveys, a project website, and County social media and newsletters.

Using these platforms and tools, participants were able to share what they value most about life in Cache County, rank their priorities for the future of their community, and give feedback on the success and applicability of ideas. Participants included urban and rural residents, employees, business owners, community leaders, property owners, and other stakeholders.

By sharing their ideas, concerns, and hopes for the future of their community, participants helped to determine the priority values of the County. This resulted in the community-built Vision Statement and accompanying Guiding Principles as the compass for the Plan and provided direction on key policies and ideas that have been incorporated throughout this document.

Input received through this process was divided into three phases: *Visioning*, *Choices*, and *Draft Plan*. **The first phase, *Visioning***, focused on two digital questionnaires and three open houses across the County. The digital questionnaires included: *Imagine Our County Vision* Questionnaire and *Visualizing the Vision* Visual Preference Questionnaires.

In the *Imagine Our County Vision* Questionnaire, the community was asked to provide input on the countywide vision to ensure that it stays relevant and representative of current community values. The *Visualizing the Vision* Visual Preference Questionnaire shed light on the Vision Statement asking, “if there



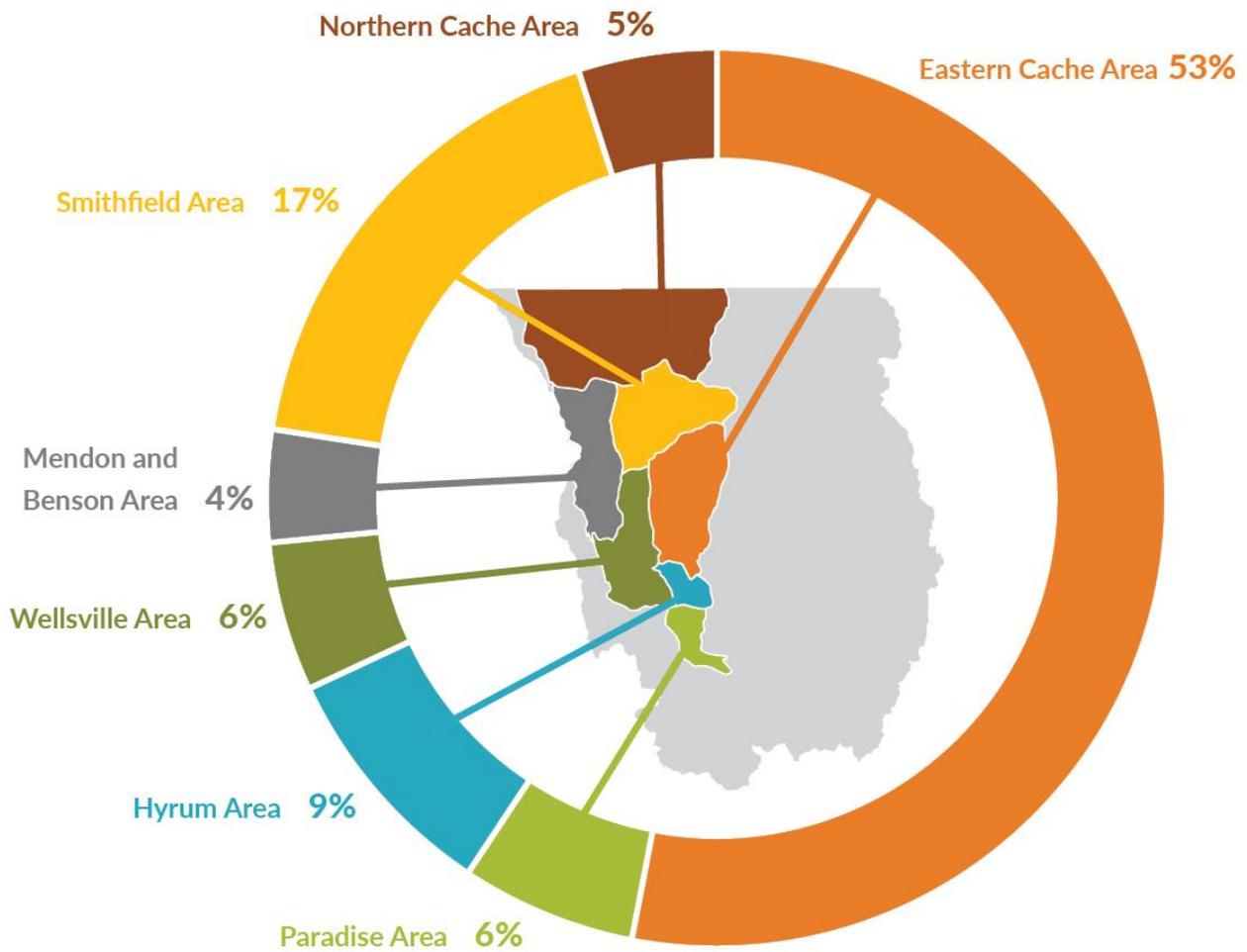
is room for both, where is rural appropriate and where is urban appropriate?” The Visual Preference Questionnaire was divided into four regions of the County (north, south, west, and central), and eight



categories (agriculture, open space and recreation, employment, transportation, housing, infrastructure, and environmental stewardship). Additionally, a digital mapping tool allowed participants to place “pins” in areas where they saw opportunity for change. These online tools mirrored the materials and questions presented at the in-person open houses to ensure a variety of participation methods.

**The second phase, Choices**, included public outreach with one in-person public open house and a series of six topic-specific focus group workshops held in June 2021 at the County Fairgrounds. These topic-specific groups included: Active Lifestyle and Recreation, Economic Vitality, Regional Collaboration, Environmental Stewardship, Agricultural Viability, and Transportation and Infrastructure. These in-person events were then followed by digital outreach. The Draft Policy Framework Questionnaire received the most feedback with questions focused on each participants’ level of support for potential goals and strategies. Additionally, the **Imagine Cache** website provided an online mapping tool highlighting the Draft Future Land Use Map and inviting them to view and comment.

### WHO DID WE HEAR FROM?



The above graphic shows the generalized geographic areas of survey participants throughout the Imagine Cache planning process. Participants identified their location either by zip code or by the closest community where they live. These areas include the following communities:



**Eastern Cache Area:** Hyde Park, North Logan, Logan, Providence, River Heights, Millville and Nibley

**Paradise Area:** Paradise and Avon

**Hyrum Area:** Hyrum and surrounding area

**Wellsville Area:** Wellsville, Mt. Sterling, College Ward and Young Ward

**Mendon and Benson Area:** Mendon, Petersboro, Newton, Cache Junction, and Benson

**Smithfield Area:** Smithfield and Amalga

**Northern Cache Area:** Cove, Lewiston, Cornish, Richmond, Trenton, and Clarkston



# CHAPTER 3: COUNTYWIDE GOALS AND POLICIES

## INTERPRETING THE GOALS AND POLICIES

In reading the General Plan, it is important to understand that the goals, policies, and actions are limited to the extent that they are feasible and appropriate for the County to carry them out, and to the extent legally permitted by federal and state law. For example, policies and measures that express the intent to “provide,” “support,” “ensure,” or otherwise act, does not indicate an irreversible commitment of County funds or staff resources. Rather, such policies and measures reflect a level of County consideration when financially feasible and appropriate. In some cases, the County may carry out various policies and measures by requiring development, infrastructure, and other projects to be consistent with the policies and actions of the General Plan. In other cases, the County may include General Plan items in the Capital Improvement Program (CIP), budget, or other implementation mechanisms, as the County deems appropriate. Such targeted strategies to implement the goals and policies of the General Plan are listed in *Chapter 5, Implementation and Plan Management*.

### Definitions

#### *Goals*

Goal statements are expressions of community ideals. They are broad directions that establish future conditions toward which policies are focused.

#### *Policies*

Policies are intended to guide decision-making and give clear indication of intent. It is important to note that policies are guides for decision-makers, not decisions themselves. Policies may range in terms of commitment of resources, importance, and expected results.

## HERITAGE AND STEWARDSHIP

The character and associated lifestyle that has been built on our rich heritage and vibrant landscape have led to a community that is passionate about the place where they live. Much of the unincorporated areas are open space. According to the County’s GIS database, roughly 9% of the County’s land falls within the boundaries of incorporated cities and towns. A majority of the unincorporated areas of the County are either forested or used for agriculture. The Forest Recreation (FR40) zone applies to 73% of the unincorporated County land area, with much of that area being comprised of National Forest lands. Another 26% of the unincorporated land is zoned for Agricultural (A10) and is primarily privately owned property. This leaves less than 2% of the land zoned for additional uses such as rural residential, commercial, industrial, etc. with nearly all the commercially zoned land along Highway US 89 and US 91, running through the center of Cache Valley. Most of the residential, commercial, industrial, and institutional uses in Cache County

### Guiding Principle

The open and rural nature of the County’s unincorporated areas is an important component of the community’s character that should be preserved.



are within municipal boundaries. Within the cities and towns, agricultural uses remain a significant land use as well.

### Goal 1: Promote and preserve our natural resources and open space by identifying, protecting, and responsibly managing natural and cultural resources.

- A. Apply appropriate land use zoning to limit residential development in sensitive land areas such as floodplains, riparian corridors, groundwater recharge areas, wildlife corridors, wildfire risk areas, hillsides, and other environmentally sensitive features.
- B. Identify tools or resources that promote forms of development that prioritize and benefit the preservation and management of natural and cultural resources.
- C. Minimize negative impacts from mining operations and natural resource extraction through updated development standards and regulations.
- D. Catalog culturally significant resources, such as historic places, structures, or sites, and explore potential strategies and incentives to promote preservation.
- E. Minimize wildfire risks adjacent to private development in the Wildland-Urban Interface (WUI) through updated development standards.

### Goal 2: Protect our watersheds, air, soil, and water.

- A. Plan for long-term water needs through conservation and regional water supply projects.
- B. Encourage residential development to connect to municipal water systems when physically and economically feasible.
- C. Require the study of watershed areas associated with proposed development types to understand potential impacts to source water protection areas or other critical water recharge areas.
- D. Support the [Bear River Comprehensive Management Plan](#) objectives.
- E. Manage commercial and industrial development in the forest and canyon areas through updated development standards, especially when located within municipal watershed areas.
- F. Seek to reduce stationary and mobile source emissions and pollutants which cause adverse health effects, impair visibility, and contribute to climate change. Remain within the state and federal air quality standards.

### Goal 3: Preserve our working agricultural lands and areas of prime soils.

- A. Consider new regulatory tools and programs to protect working agricultural lands, such as conservation easements, direct acquisition, Transfer of Development Rights (TDRs) or Purchase of Development Rights (PDRs) programs, density bonus incentives, or clustered development subdivisions.
- B. Assist with securing funding to preserve agricultural lands. Establish an active working relationship with local land conservation organizations.
- C. Allow for agricultural supportive industries, value-added uses, and secondary-income options on agrarian land such as agritourism and accessory rural occupation provisions.
- D. Collaborate and partner with Utah State University (USU) and its Agricultural Extension Office to identify programs and strategies to support large and small-scale agriculture, innovation, and resiliency.



- E. Promote local farms and agricultural-related industries, such as farm-to-table restaurants and farmers’ markets to enhance the local food economy.
- F. Explore creative water management solutions to retain water rights on conserved agricultural lands.

## ACTIVE LIFESTYLES AND RECREATION

Parks, open space, and trails play a critical role in the countywide recreation and transportation system, as well as the health and vibrancy of the community. In recent years, trails and open spaces have found a newfound appreciation amongst non-frequent and non-traditional users for discretionary trips and recreational opportunities. Active transportation, trails, and open space provide a unique resource that is available to all demographics, economic levels, and to those who might have physical or mental disabilities that limit their ability to participate in organized recreation or travel independently. These facilities also promote active transportation as a viable and sustainable alternative to the automobile for commuter trips and short trips, thereby reducing vehicle miles traveled.

### Guiding Principle

Active lifestyles and access to open spaces and trails bring significant benefits to the community.

#### Goal 1: Protect and manage our open spaces and natural areas to allow for a connected system of trails and recreational facilities.

- A. Maintain and increase public access to public lands by working with willing property owners to acquire public rights-of-way that cause the least impact to the environment.
- B. Use open spaces, wildlife habitat, and agriculture areas in conjunction with riparian and trail corridors to maintain strategic separation between communities.
- C. Explore funding opportunities to acquire conservation easements and preserve open spaces while ensuring their long-term management (e.g., bonds, impact fees, private land trusts, grants).
- D. Implement the [Trails & Active Transportation Master Plan](#) policies and program recommendations.
- E. Offer a range of passive, nature-based recreation experiences such as hiking, biking, camping, non-motorized boating, and/or horseback riding in unincorporated areas.

#### Goal 2: Protect the recreational, scenic, and natural value of our hillsides, canyons, wildlife, and National Forest areas when considering development in mountainous areas.

- A. Evaluate opportunities for recreation-specific zoning that effectively results in desired land use patterns.
- B. Address the challenges unique to activity or development within the canyons through a canyons-specific master plan or a countywide open space master plan.
- C. Coordinate emergency response and fire mitigation and ensure integration with the County's Resource Management Plan and regional recreation resources.



## ECONOMIC VITALITY

A resilient and sustainable economy is the foundation of any community, providing good jobs, a strong tax base that supports the provision of services, and a feeling of community pride and cohesiveness. Cache County has a diversified economy with strengths in education, agriculture, aerospace, food processing, manufacturing, fitness/wellness, and medical industries. The County also has unique strengths that include an established university with an accompanying research park, thereby providing a well-educated workforce and higher-level job opportunities. Located in a stunning mountain setting with a diversity of recreational opportunities, the area is well poised for future economic growth and is an attractive site for companies to locate. The County is currently challenged by a shortage of housing and employees, which is a constraint on economic growth and needs to be addressed.

### Guiding Principle

A strong economy creates a foundation for a strong community by providing jobs, goods, services, and tax revenue.

#### Goal 1: Maintain a sustainable regional economic base with diverse industry types to support the community and drive tourism.

- A. Explore opportunities to expand commercial/industrial uses in the unincorporated County through the application of cluster development to also encourage agricultural land preservation.
- B. Coordinate with local governments to locate commercial/industrial close to population centers, within annexation/growth areas, and along major transportation routes.
- C. Encourage high-tech development close to similar business and academic clusters.
- D. Pursue desired business development that is compatible with the goals of the General Plan and that offer wages substantially higher than the County median.
- E. Pursue agriculture-based industry clusters and coordinate/capitalize on resources at USU.
- F. Pursue health and wellness industries, including recreation, fitness, and medical industries.
- G. Market and continue to brand Cache County with an emphasis on wellness, medicine, agriculture, recreation, and quality of life.

#### Goal 2: Pursue businesses that pay higher wages and/or high property taxes.

- A. Encourage select locations for clustered rural communities (retail neighborhood/cluster development) in the unincorporated County to reduce travel time for common retail goods.
- B. Work with EDCUtah and site selectors to identify key sites and key businesses.
- C. Pursue synergistic companies in existing, high-paying industry clusters, such as medical, innovation, aerospace, etc.
- D. Support efforts of the Innovation Campus to incubate new businesses and then to help those businesses locate to Cache County.

#### Goal 3: Support the viability and diversity of housing options to meet the changing demographics of our rural residents and to provide a supply of housing for new businesses.

- A. Consider implementing universal design standards/visitability standards.
- B. Consider allowing for a variety of housing types and residential uses in rural communities.



- C. Consider allowing Accessory Dwelling Units (ADUs) by right, within water service areas.
- D. In areas with decreasing elementary school enrollment, consider incentives and amenities to encourage young families to move into the area and utilize existing housing.

## REGIONAL COLLABORATION AND LAND USE PLANNING

Cache County is home to 19 municipalities and multiple unincorporated communities. Municipal cities and towns currently encompass 9% of the County area, and most have adopted annexation policy plans and mapped areas adjacent to their community to plan for future growth. The annexation policy plan areas cover approximately 11% of the unincorporated County area, for a total area of 20% of the County within incorporated cities and towns and annexation policy plan areas.

Public services in Cache County are provided by an array of municipal, county, federal agencies, state, as well as local service districts, each with a defined service area. Land use and resource management planning in Cache County is likewise conducted by federal, state, county, and city governments, pursuant to the governing statutes and regulations of each entity.

As discussed in the Regional Collaboration Plan (RCP) and based on stakeholder interviews and discussions with County staff, the existing formal and informal coordination platforms for the provision of public services in Cache County appear to be working as intended. However, the RCP provides more specific implementation techniques and identifies several structural and procedural steps to enhance communication and collaboration among the participating entities.

### Guiding Principle

As Cache County continues to grow, the General Plan strengthens the County's role as a regional leader in collaboration, facilitation, and cooperation, to plan regionally and assist communities with implementing policies locally.

#### Goal 1: Collaborate with local communities to guide new growth and development toward urban areas with available services and minimize suburban and urban-style growth in the unincorporated County outside of annexation and growth areas.

- A. Review existing County land use regulations and policies to determine whether existing regulations are achieving desired growth patterns and whether new regulatory tools could be more effective.
- B. Work with communities to identify common objectives regarding future development in city annexation policy areas.
- C. Consider the utility of new county-community coordination mechanisms to review and manage growth and development in the annexation policy areas.
- D. Consider new regulatory tools and programs to redirect development toward cities and towns, infrastructure, and urban-level services. This could include Transfer of Development Rights (TDRs), density bonus incentives, or clustered development subdivisions.



**Goal 2: Cultivate partnerships between community members, local governments, businesses, and non-profits to plan for the County's future and align the County's General Plan and County Code.**

- A. Continue to support local planning through the county-wide planning program.
- B. Work with communities to align their regulations and development standards to align with the General Plan.

**Goal 3: Balance growth, property rights, rural character preservation, and fiscally efficient delivery of public services.**

- A. Maximize existing infrastructure and improve standards and access to service and utility providers.
- B. Support planned expansion of utility service areas into areas appropriate for future growth.
- C. Support small-scale and locally serving non-residential and civic development in Rural Community areas (see Future Land Use Map) to preserve a sense of place and serve the daily needs of the unincorporated communities such as Cove, Avon, and Benson.

**Goal 4: Guide the location, intensity, and pattern of desired development through the Future Land Use Map.**

- A. Guide land use development as described in the Future Land Use Map and categories, to transition residential density outward from cities, conserve connected resource areas, and preserve rural character and agricultural uses.
- B. Align future rezoning of property and updates to the Zoning and Subdivision Regulations to the Future Land Use Map.
- C. Regularly review the Future Land Use Map to ensure it maintains relevancy and update as necessary.

## VALLEY CONNECTIVITY

Cache County is served by a multimodal transportation network consisting of road network facilities (streets, roads, and highways), aviation, mass transit, and bicycle and pedestrian facilities. The road network primarily follows a north-south and east-west grid pattern with shorter city blocks in the urban core that become less dense in the rural areas of the County. This grid pattern is constrained in places by land use, land ownership (private and federal land ownership), and natural features (wetlands, surface water, mountains) requiring traffic to sometimes take indirect routes. This can increase vehicle trip lengths/vehicle miles traveled (VMT) and add traffic volumes to already congested facilities.

Unique to Cache County is a valley wide transit district, Cache Valley Transit District (CVTD), authorized under Part 8 Public Transit District Act of the Utah Code Annotated. CVTD plays an integral role in the social fabric, economic vitality, and quality of life of Cache County, including USU's integration into the community by supporting mobility for transit-dependent students. The County has also made significant

### Guiding Principle

Transportation networks are important to allow residents to commute safely and efficiently by car, bike, bus, or on foot.



investment in establishing and maintaining an active transportation network resulting in some of the highest number of bike/ped commuters in the State.

Together, this system provides a safe, efficient, and comprehensive multimodal transportation network that serves a variety of users and meets the mobility and economic needs of the fast-growing communities of Cache County.

### Goal 1: Develop an efficient transportation system that provides connectivity and safety and supports active lifestyles.

- A. Coordinate arterial and collector road connections within and between local communities.
- B. Work with local municipalities, the state, and other regional partners to apply complete street principles to balance vehicle, bike, and pedestrian travel and improve trail access to recreation sites, schools, and services.
- C. Prepare a Capital Improvements Plan (CIP) to expand capacity or reduce congestion on roadways, and expand the roadway network, consistent with other policies of the General Plan.
- D. Establish rural transit hubs and park and ride facilities to encourage fewer vehicular trips and reduce emissions.
- E. Identify and preserve locations of needed future road rights-of-way, consistent with the Cache MPO Regional Transportation Plan (RTP) and Countywide Transportation Plan.

### Goal 2: Maximize existing infrastructure and provide an efficient transportation and communications network.

- A. Prioritize regional and local investments that fulfill Cache MPO RTP, CTP, and Cache Valley Transit District Short Range Transit Plan objectives in transit, active transportation, transportation demand management, and other programs that support performance outcomes.
- B. Identify regional opportunities for the growth of shared and on-demand shared-ride mobility services (i.e., ride-, car-, and bike-sharing, e-hailing, etc.).
- C. Coordinate policies across multiple partners that support the use of electric-assisted, low-speed bicycles on roads, paths, and trails to serve travel needs in Cache Valley.
- D. Develop access management plans and preservation agreements for major local corridors in coordination with the CMPO and UDOT.
- E. Establish efficient rail, air, and bus transportation connections both within Cache Valley and to communities along the Wasatch Front.



# CHAPTER 4: FUTURE LAND USE PLAN

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The use of land is one of the most important and fundamental values for landowners, residents, civic leaders, and elected officials. This determines—in large measure—the future of Cache County. The Future Land Use Map represents the County’s collective vision of our desired future. It conveys the patterns and priorities of economic development and community character, the locations of neighborhoods and industries, and the preservation of natural, agricultural, and rural landscapes.

The Future Land Use Plan is advisory and does not change the existing zoning of any property or the ability of landowners to continue existing legal uses consistent with the existing zoning or nonconforming uses. It serves as a starting point for conversations about regional initiatives and development proposals by illustrating how sometimes separate and uncoordinated activities can help or harm our desired future. The timing of future development will depend on a number of factors including choices made by individual landowners, aspirations of the community, and future availability of facilities and services.

## KEEPING THE CITY, CITY AND THE COUNTRY, COUNTRY

Since 1958, with the first County zoning ordinance, development in Cache County has been guided toward locating higher intensity uses within cities and towns or adjacent to those areas with the expectation that the developed areas would soon be annexed. This was intended to support agricultural viability, maximize infrastructure investment, and buffer different uses. This direction has been documented in every iteration of the Cache County plan.

The County continues to evolve from primarily agricultural uses to a county with diverse urban and agricultural communities. Over the years, as the population increased, there has been pressure to expand urban uses such as housing subdivisions and commercial and industrial uses outside the cities.

## RELATIONSHIP WITH CITIES

The land use policies stated in this General Plan are intended to strengthen the link between urban areas and eventual annexation by a city or town. The Future Land Use Map acknowledges the importance of annexation policy areas and continued land use planning partnerships between the County and its municipal partners. It also continues an expectation that municipalities—not the County—will provide the full range of services necessary to support a quality urban environment.

Within annexation policy areas, more detailed future land use information is contained in adopted community plans. As these plans are accepted by the County and incorporated into Intergovernmental Agreements, the more detailed categories and policies of these respective community plans may take precedence over the generalized Future Land Use Map.

As identified in the Urban and Rural Area Assessment, the desired development pattern is to encourage most new growth within the planned areas of cities and towns. This pattern will enable rural areas to continue to accomplish what they are naturally suited for: to grow and process food; to protect watersheds and ecosystems, and to continue bolstering a high quality of rural living and outdoor recreation and tourism opportunities. To that end, the Future Land Use Map categorizes areas outside of municipal boundaries in order to guide appropriate development patterns, respect private property rights, and preserve the open and rural character that County residents value.



## FUTURE LAND USE CATEGORIES

The following Future Land Use Categories provide a method of understanding and considering future development patterns within the County. In tandem with the policies in Chapter 3, the Future Land Use Map and Categories play a role when considering the placement of future land use types and development proposals.

### FOREST AND NATURAL RESOURCES

Location:	Publicly owned and conserved private lands in the mountains and canyons.
Example Areas:	<ul style="list-style-type: none"> <li>• U.S. Forest Service lands</li> <li>• State lands</li> </ul>
Purpose and Character:	Resource conservation and uses/products (i.e. forestry, ranching) on federal, state, and local government-owned lands. Some public lands are open to public access and recreation. Private lands under conservation easements (no public access). If public land is sold for private development that is not compatible with the Natural Resource category, the property should default to the Mountain Rural and Conservation future land use category.
Preferred Land Uses:	<ul style="list-style-type: none"> <li>• Multiple Resource Uses (i.e. forestry, grazing)</li> <li>• Outdoor recreation on publicly accessible lands</li> <li>• Watershed Protection</li> <li>• Hazard Mitigation (i.e. floodplain management, steep slopes, and high wildfire hazard)</li> <li>• Conservation Easements</li> </ul>
Secondary Land Uses:	<ul style="list-style-type: none"> <li>• Residential uses where permitted in a conservation easement</li> <li>• Research and public institutions</li> </ul>
Discouraged Uses:	<ul style="list-style-type: none"> <li>• Residential</li> <li>• Commercial</li> <li>• Industrial</li> <li>• Heavy industrial and mining</li> </ul>



## MOUNTAIN RURAL AND CONSERVATION

Location:	The majority of privately-owned mountain and foothill areas.
Example Areas:	<ul style="list-style-type: none"> <li>FR-40 zone that is not public land</li> </ul>
Purpose and Character:	<p>Forestry, recreation, and multiple resource uses on private lands. Forestry and recreation land uses are expected to continue. Maintaining the environmental quality of steep slopes, canyons, and forests with minimal residential development conserves watershed resources and improves resiliency from wildfire, geological, and flood hazards.</p>
Preferred Land Uses:	<ul style="list-style-type: none"> <li>Forestry</li> <li>Agriculture</li> <li>Conservation Easements (CEs) and conserved public lands</li> <li>Watershed Protection</li> <li>Hazard Mitigation (i.e. floodplain management, steep slopes, and high wildfire hazard)</li> <li>Outdoor recreation and tourism</li> </ul>
Secondary Land Uses:	<ul style="list-style-type: none"> <li>Seasonal residential housing at one unit per 40 acres</li> <li>Clustered subdivision developments</li> <li>Resorts, recreation business, and public institutions</li> </ul>
Discouraged Uses:	<ul style="list-style-type: none"> <li>Residential development at a density greater than one unit per 40 acres</li> <li>Industrial</li> <li>Commercial Office</li> <li>Commercial Retail</li> <li>Heavy Industrial</li> </ul>



## AGRICULTURE AND RANCHING

Location:	Private agriculture landscapes in the Cache Valley outside of municipalities.
Example Areas:	<ul style="list-style-type: none"> <li>• (Most of the valley)</li> </ul>
Purpose and Character:	Agricultural and rangeland uses on private lands under conservation easements (no public access) are expected to continue in the Valley. Separation from dense residential developments is advantageous. The agricultural landscape provides separation between adjacent municipalities and protects suitable soils.
Preferred Land Uses:	<ul style="list-style-type: none"> <li>• Agriculture</li> <li>• Ranching</li> <li>• Rural residential uses at densities of less than one unit per 10 acres</li> <li>• Conservation Easements (CEs) and conserved public lands</li> <li>• Agritourism</li> </ul>
Secondary Land Uses:	<ul style="list-style-type: none"> <li>• Industrial and Commercial uses directly supportive of agriculture (Processing, Packaging, Distribution)</li> <li>• Clustered subdivision developments</li> <li>• Outdoor Recreation</li> <li>• Farm Worker Housing</li> </ul>
Discouraged Uses:	<ul style="list-style-type: none"> <li>• Residential developments at densities of greater than one unit per 10 acres if not in a clustered subdivision development</li> <li>• Commercial Office</li> <li>• Commercial Retail</li> <li>• Flex Office/ Industrial</li> <li>• Heavy Industrial</li> </ul>



## RURAL COMMUNITY

Location:	Existing and emerging unincorporated communities.
Example Areas:	<ul style="list-style-type: none"> <li>• Avon</li> <li>• Cove</li> <li>• Benson</li> <li>• College Ward</li> <li>• Cache Junction</li> <li>• Petersboro</li> <li>• Young Ward</li> </ul>
Purpose and Character:	A mix of residential, agricultural, and commercial and/or civic uses that serve local needs and do not require urban level facilities and services. Historic townsites, schools, gathering spaces and similar uses create a focal point and foster social and economic resiliency for a community within an otherwise residential, ranching, or agricultural area.
Preferred Land Uses:	<ul style="list-style-type: none"> <li>• Agriculture</li> <li>• Ranching</li> <li>• Clustered subdivision developments</li> <li>• Conservation Easements (CEs)</li> <li>• Civic</li> <li>• Educational</li> <li>• Mixed Use</li> </ul>
Secondary Land Uses:	<ul style="list-style-type: none"> <li>• Residential uses at densities of less than one unit per 10 acres.</li> <li>• Commercial Retail/Office</li> <li>• Flex Office/ Industrial</li> </ul>
Discouraged Uses:	<ul style="list-style-type: none"> <li>• Industrial</li> <li>• Heavy Industrial</li> </ul>



## INDUSTRIAL AND MINERAL EXTRACTION

Location:	Existing or strategic industrial opportunities for expansion of potential future development located along highways and/or arterials, or where a commercial mineral deposit is identified.
Example Areas:	<ul style="list-style-type: none"> <li>• Mount Pisgah</li> <li>• Clarkston Landfill</li> <li>• Logan Airport and surrounding area</li> </ul>
Purpose and Character:	Industrial uses, i.e. manufacturing, energy development, resource extraction (mining), and/or waste management. Separation from residential uses, community gateways, and high visibility corridors (US 89/91) is advantageous.
Preferred Land Uses:	<ul style="list-style-type: none"> <li>• Light Industrial</li> <li>• Heavy Industrial</li> </ul>
Secondary Land Uses:	<ul style="list-style-type: none"> <li>• Agricultural support industries (processing, packaging, distribution)</li> <li>• Commercial mineral deposits. The following factors should be considered when locating:             <ol style="list-style-type: none"> <li>1. Wetlands and critical riparian areas and wildlife habitat.</li> <li>2. Size of the potential area.</li> <li>3. Existing development that effectively precludes extraction.</li> <li>4. Other site-specific factors including the quality of life of the residents in and around areas that contain commercial mineral deposits and the ability to reclaim the area.</li> </ol> </li> </ul>
Discouraged Uses:	<ul style="list-style-type: none"> <li>• Commercial Retail</li> <li>• Commercial Office</li> <li>• Residential</li> </ul>



## RETAIL COMMERCIAL

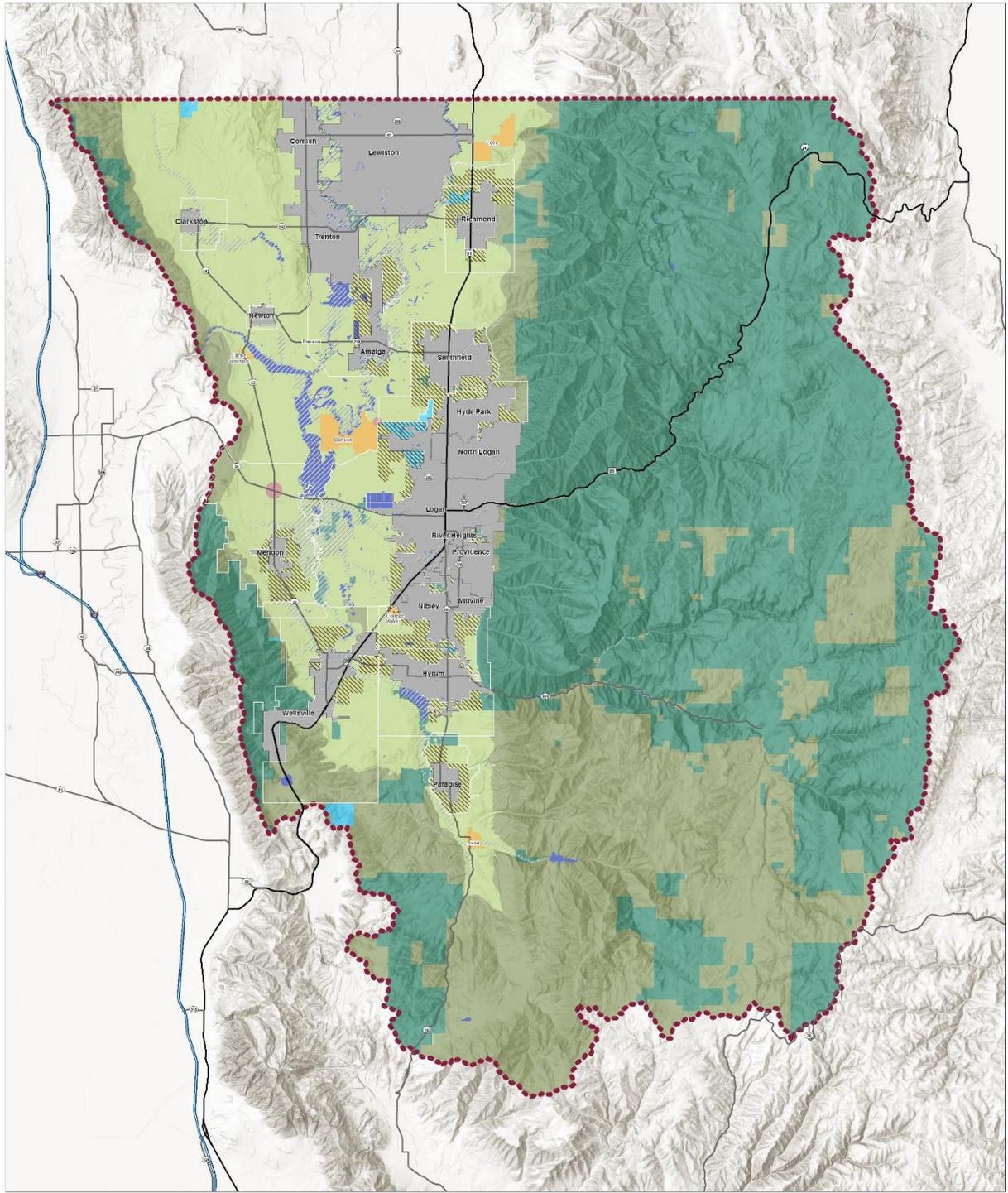
Location:	Nodes at road interchanges and along major arterials where expanding or developing future commercial uses are desired.
Example Areas:	<ul style="list-style-type: none"> <li>• The intersection of State Hwy 30 and N 600 West/State Hwy 23</li> </ul>
Purpose and Character:	Small, concentrated areas where commercial and industrial uses are supportive to agricultural and recreational uses. These will generally occur on less than 10 acres within 0.25 miles of a major intersection.
Preferred Land Uses:	<ul style="list-style-type: none"> <li>• Office</li> <li>• Flex office/industrial</li> <li>• Retail</li> </ul>
Secondary Land Uses:	<ul style="list-style-type: none"> <li>• Other uses may be compatible with adequate buffering/design</li> </ul>
Discouraged Uses:	<ul style="list-style-type: none"> <li>• Residential development</li> <li>• Heavy industrial</li> </ul>

## URBAN EXPANSION OVERLAY

Location:	Adjacent to city/town limits within municipal annexation policy areas, where future development could be accommodated with urban-level services.
Example Areas:	<ul style="list-style-type: none"> <li>• Unincorporated enclaves between or within cities.</li> </ul>
Purpose and Character:	<p>To provide for unified municipal growth that aligns with the municipal land use plan in an approved annexation policy area with an approved County Intergovernmental Agreement. If developed, these areas would need to be annexed into the neighboring community which would facilitate service provision.</p> <p>The following criteria must be met for these areas:</p> <ul style="list-style-type: none"> <li>• Accommodate 20-year growth projections</li> <li>• Plan for urban-level densities, intensities</li> <li>• Meet urban design standards</li> <li>• Connect with water and sewer providers, and urban streets</li> <li>• Urban services provided by the County are minimized</li> </ul>
Preferred Land Uses:	Annexations within these areas should strive to accomplish the densities, intensities, and street patterns contained in the municipal land use plan. New uses should be developed where urban-level infrastructure is available. Affordable housing options are also appropriate in this area.
Secondary Land Uses:	<ul style="list-style-type: none"> <li>• Civic (meeting spaces)</li> <li>• Residential Support Uses (e.g. parks, medical, schools, fire and police stations)</li> </ul>
Discouraged Uses:	<ul style="list-style-type: none"> <li>• Uses that are not consistent with the municipal general plan or existing county zoning.</li> </ul>



# FUTURE LAND USE MAP



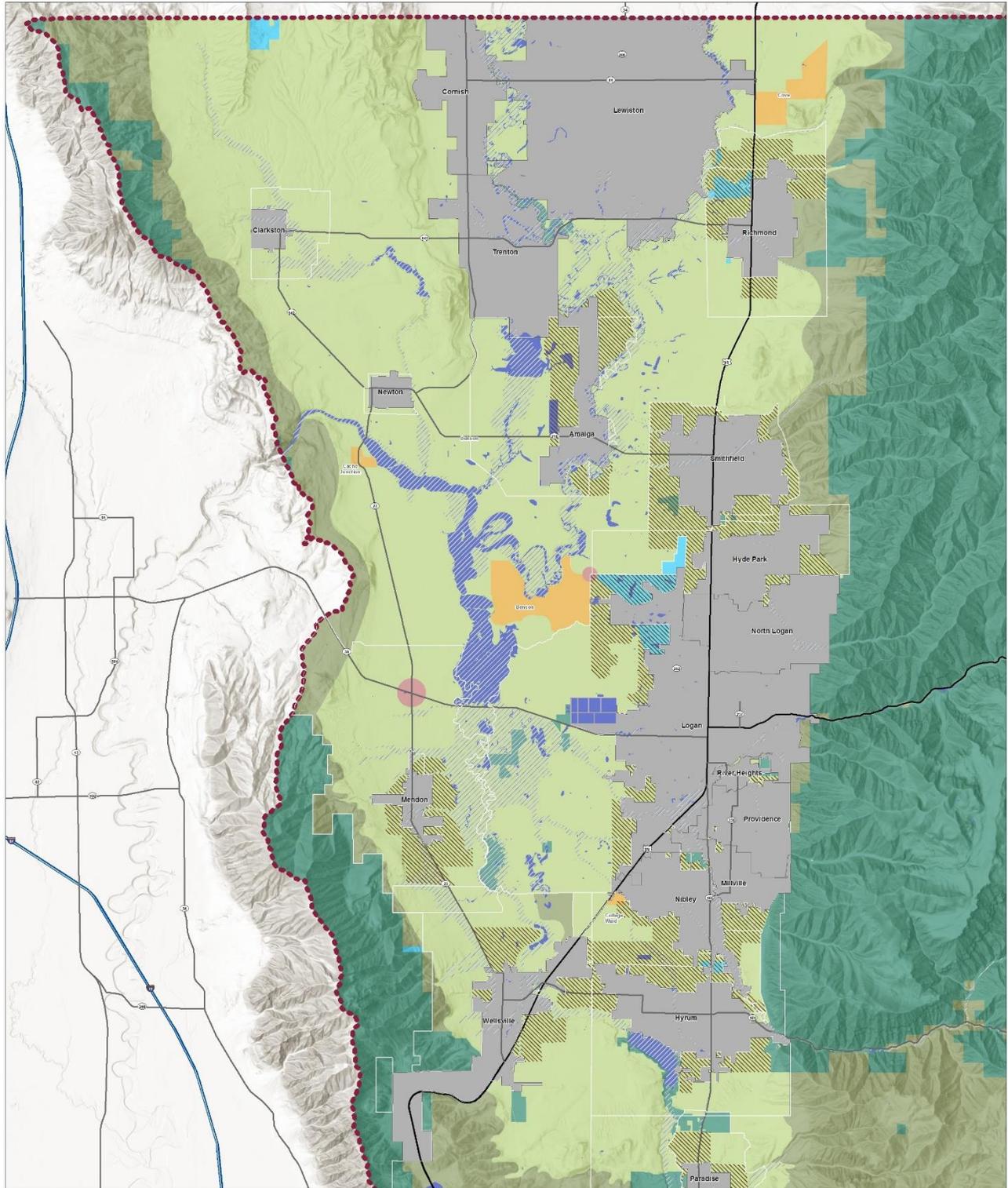
Water Bodies	Urban Expansion Overlay	Agriculture and Ranching
100 Year Floodplain	Retail Commercial	Mountain Rural and Conservation
Municipalities	Rural Community	Forest and Natural Resource
Annexation Policy Plan Areas	Industrial and Mineral Extraction	

**Cache County  
Future Land Use Map**

Disclaimer: This map is illustrative and for advisory purposes only. This is not a regulatory or zoning document, and locations are generalized to illustrate concepts.

Date: August 16, 2022





Water Bodies	Urban Expansion Overlay	Agriculture and Ranching
100 Year Floodplain	Retail Commercial	Mountain Rural and Conservation
Municipalities	Rural Community	Forest and Natural Resource
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**Cache County  
Future Land Use Map**

Disclaimer: This map is illustrative and for advisory purposes only. This is not a regulatory or zoning document, and locations are generalized to illustrate concepts.

Date: August 16, 2022



# CHAPTER 5. IMPLEMENTATION AND PLAN MANAGEMENT

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## IMPLEMENTATION STRATEGIES

In addition to use in development review, this Plan will be used to its fullest practical and applicable extent, as a guide to county-initiated regulatory changes, and with capital projects, programs, and new plans or studies. It is expected that the highest priority recommendations of this Plan will be considered during the development of annual budgets and multi-year capital improvement programs.

## STUDIES AND PLANS

The General Plan's vision and goals can be fortified and realized through the creation of additional plans, studies, and programs. Examples of these potential efforts include:

- Develop subarea plans to define unincorporated communities' planning boundaries and clarify what types of development that the community desires and services could support.
- Develop an Open Space Master Plan that prioritizes the preservation of open space areas.
- Update the Moderate Income Housing plan to identify barriers and gaps to homeownership.
- Undertake a study for a Transfer of Development Rights (TDRs) in the County.
- Develop and implement a Regional Countywide Transportation Plan in coordination with local communities and transportation partners.
- Coordinate with municipalities and service providers to develop a county-wide Technology Communications Plan to address such topics as fiber, broadband, telecommunications, etc.
- Develop a canyon-specific master plan, including hillside development ordinance.

## REGULATORY TOOLS

A critical and essential role of this document is to serve as a framework for future updates of the County Code including the Land Use and Subdivision Regulations, both in the form of comprehensive updates and targeted revisions. In addition to the provisions of County Code most pertinent to land use, other proposed changes to Code should be evaluated for consistency with this Plan, when relevant and applicable. Examples of regulatory tools to consider:

- Expand the Sensitive Areas code into a Critical Lands Overlay Zone to provide additional protections for wildlife corridors, riparian areas, steep slopes, groundwater recharge areas, and other environmentally sensitive features.
- Develop water-quality standards to maintain and improve the culinary water supply and ecological function of water systems.
- Study the potential to apply density bonus incentives to Agricultural and Ranching land use areas to encourage clustering of lots, and to preserve a minimum percentage of the land area as agriculture or conservation area.
- Explore appropriate cluster development subdivisions outside of a community's annexation/growth area to support continued agriculture use.



- Explore a Transfer of Development Rights (TDR) program between the County and willing cities. The County may also explore new community locations as TDR receiving zones that are serviced by water and sewer districts in order to establish more efficient growth patterns and preserve county open space. *(See graphic illustrations below.)*
- Review and consider expansion of the County's conservation development process/clustered development regulations while considering development patterns adjacent to existing communities. This could involve clustering development between non-adjacent parcels as a form of TDR.
- Review the RU5 zone district as an incentive zone to apply cluster development for appropriate rural-scale residential uses, compared to a density bonus incentive applied to the A10 zone to cluster development for land preservation.
- Review the RU2 zone district for effectiveness in allowing for appropriate rural-scale residential uses, compared to a density bonus incentive associated with the RU5 or A10 zone districts. For example, the 2-acre density of the RU2 zone could be achieved through a density transfer or fee-in-lieu TDR exchange that preserves other parcels where land preservation is desired, and where land may be less appropriate for development.
- Explore options to incentivize cluster development and/or TDR in FR-40 areas to protect watershed recharge areas, sensitive wildlife habitat, viewsheds and to minimize development reaching into higher-risk wildfire landscapes.
- Work toward more consistent development standards across all communities in the County to address local and regional planning goals and policies.
- Explore other methods of informing the public of County land use actions.
- Review the current Resort Recreation Zone to revise or remove the zone, with consideration of a canyon-specific recreation zoning category.
- Develop a dark sky land use ordinance to minimize night-time light pollution by limiting night-lighting and restricting up-lighting in rural areas.





## PARTNERS AND COORDINATION

Intergovernmental and regional coordination is vital to the implementation of the General Plan, given that land use policy in one jurisdiction can produce effects on the infrastructure, transportation patterns, and economy of a neighboring jurisdiction or an entire region. Coordination between communities provides an opportunity to ensure that the General Plan supports development patterns that do not compromise the ability of municipalities to grow or expand necessary infrastructure in the future. Examples of coordination mechanisms and tools are below and further detailed in the Regional Collaboration Plan.

- Explore the use of Intergovernmental Agreements for municipal annexation policy areas that establish the following parameters:
  - Accommodate 20-year city growth projections.
  - Describe locations and areas of planned urban-level development densities and intensities.
  - Establish urban design standards compatible with those of the affected city or utilize city standards.
  - Consider making the affected city the primary reviewer of lands in the annexation area.
  - Address the provision of water, sewer, urban streets, and urban fire protection.
- Reappoint the Agriculture Advisory Board to advise the County on issues that affect production agriculture and agri-business, representing various segments of the agricultural economy and as found in their strategic plan.
- Provide training for Planning Commissioners and Council Members on development proposal and planning issue review in reference to current plans and studies affecting local and regional perspectives.
- Consider the creation of special service districts or local districts for expanded infrastructure and services in annexation policy areas.
- Address growth services through tools such as interlocal agreements and area-specific plans to coordinate between municipalities and the unincorporated county areas.
- Consider establishing Planning Advisory Commissions (or Community Councils, as the existing Plan states) for annexation policy areas.

## OTHER PROGRAMS

There are other types of implementation strategies that have programmatic, analysis, or regulatory components and may not as easily fit into the categories above. These could include establishing a process, a fee structure, or development program.

- Continue to formalize a process with cities and towns to define their planning boundaries, growth expectations, and what land use patterns are desired and supported in those annexation policy areas.
- Explore TDR (Transfer of Development Rights) options; including the potential for a fee-in-lieu program in partnership with willing municipalities to generate funds for open space preservation (see more information in the RCP).
- Consider impact fees for new development in annexation policy areas.



- Consider the potential for a special group septic/sewer and public water system(s) service districts that could support TDR receiving zones in the County (see more information in the RCP and COS Plan).
- PDR (Purchase of Development Rights) (see more information in the RCP).
- Develop a specific policy regarding the use of tax increment financing and the construction of bridges with other taxing entities to encourage participation as opportunities arise.
- Develop specific sites to promote economic development and register sites with EDCUtah. Identifying these sites could be based on key factors such as the ability to produce higher tax revenues at the site, proximity to existing key industries, or location in an opportunity zone.
- Develop a marketing/branding campaign to promote Cache Valley to potential businesses.

## PLAN MANAGEMENT

Planning is more than the production of a general plan and regulatory ordinances; it is an ongoing process. For this reason, the planning program adopted needs to be reassessed on a continuing basis. This is to account for changing conditions in the County as well as new planning concepts as they are developed. It is important to understand that the Countywide General Plan should be a “Living Document” which grows and changes over time.

## REVIEW AND UPDATE PROCESS

The general planning process is a dynamic one. The initial development and adoption of the General Plan and its elements are only the beginning of the total planning process. No sooner has the Plan been completed than the cycle of researching new data, evaluation and analysis of that data, plan formulation and implementation begins anew. A periodic reevaluation process helps to maintain the validity of the goals and strategies of the General Plan.

The review and update of the General Plan should be an ongoing process. Any minor revisions adopted by the Cache County Planning Commission are recommended to the Cache County Council.

- An annual review of the General Plan will be submitted to the Planning Commission for their review in November of each year. As part of this process, a public hearing should be held to receive citizen input.
- On a five-year period, the plan will have an update of all socioeconomic and demographic data to ensure the Plan is current.
- The elements and the Plan will have a total review and rewrite of the document every seven years to extend the term of the Plan.
- All recommended changes to the General Plan will be submitted to the Cache County Council for evaluation, adoption, or denial.

## AMENDING THE GENERAL PLAN

The amending of the Plan can take two different forms.

1. The County Council, with the recommendation of the Cache County Planning Commission, make amendments through an annual review process.
2. A formal request from the public may initiate an update.



It is important that these processes exist since this document should deal with changing conditions and shall be used as a decision-making tool for the public policy makers.

From time to time, there will be requests to change the General Plan by individuals. The Plan needs to remain flexible enough to change if circumstances warrant. Careful evaluation is necessary to accurately weigh the petitioner's interest and the interest of the community as a whole. This will help ensure that the Countywide General Plan will maintain pace with the physical, social, technical, and economic growth over the next twenty years. This updating process plays an important part in keeping the goals, policies, and implementation of the plan both timely and relevant.



# APPENDICES

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- A. GLOSSARY OF TERMS
- B. URBAN AND RURAL ASSESSMENT (UNDER SEPARATE COVER)
- C. COST OF SERVICES (UNDER SEPARATE COVER)
- D. REGIONAL COLLABORATION PLAN (UNDER SEPARATE COVER)
- E. MODERATE INCOME HOUSING PLAN (UNDER SERARATE COVER)
- F. RESOURCE MANAGEMENT PLAN (UNDER SEPARATE COVER)
- G. EXISTING CONDITIONS WHITE PAPER ([LINK TO COUNTY STORYMAP](#))
- H. PUBLIC ENGAGEMENT SUMMARIES (UNDER SEPARATE COVER)

## APPENDIX A: GLOSSARY OF TERMS

**Access/Egress:** Points of entrance and exit from subdivisions and communities. These access and egress points prevent a population from being isolated from outside support in the event of a natural disaster.

**Accessory Dwelling Unit:** Finished habitable space in a single-family dwelling or in a detached building that is clearly accessory to the single-family dwelling on the lot. Accessory living area may contain a complete dwelling unit.

**Adequate Public Facilities:** Facilities and services (including water and sewer systems, fire protection, and roads) that are available and have the capacity to serve new development without reducing levels of service below established minimum standards.

**Affordable Housing:** Subsidized or deed-restricted housing built with federal funding and designed to be affordable for specific income levels (usually 40% or 60% of the area median income). See also Attainable Housing.

**Alternative Transportation:** Any and all transportation types other than the automobile. Alternative modes of transportation include bicycles, buses, carpools, van pools, pedestrians, and passenger railroads.

**Attainable Housing:** Decent and safe housing that is within the means of the local workforce in terms of condition, size, and price, regardless of whether or not the property is restricted by income level (see Affordable Housing). Housing is generally considered attainable when its cost does not exceed 30% of the household's gross income.

**Broadband:** The Federal Communications Commission defines broadband as internet connection speeds of at least 25 Mbps downstream and 3 Mbps upstream.

**Broadband Service:** The provision, on either a commercial or non-commercial basis, of data transmission technology that provides two-way data transmission to and from the Internet with advertised speeds of at least 768 kilobits per second (kbps) downstream and greater than 200 kbps upstream to end users or



providing sufficient capacity in a middle mile project to support the provision of broadband service to end-users within the project area.

**Building Code:** A set of rules that specify standards for construction of buildings and are in effect for all permits.

**Business Retention/Creation Program:** Focuses on the support of existing businesses through ongoing engagement and communication between the County and local businesses, and fostering high value, low impact employment creation in mountain communities.

**Capital Expansion Fees (CEFs):** Fees paid by new development for the impact of that development on public facilities; also known as impact fees or exactions.

**Capital Facilities:** Land and structures used by the public including fire stations, parks, and schools; also called public facilities.

**Capital Improvement Program/Plan:** A schedule and budget for future capital improvements (building or acquisition projects) for roads, utilities, and other capital facilities, to be carried out over a specific time period.

**Centralized Wastewater System:** A publicly owned, centralized sewage collection and treatment system.

**Cluster Development:** A development design that concentrates buildings on portion or portions of the site to leave the remainder undeveloped and used for agriculture, open space and/or natural resource protection.

**Community Influence Area (CIA):** An area designated in an Intergovernmental Agreement within which County development applications will be sent to the adjacent municipality for comment and review.

**Community Sewer System:** A sewage system that collects sewage from more than one parcel or lot and provides treatment at a centralized location and is not owned by a sanitation district or municipality.

**General Plan:** A document adopted by the Planning Commission to provide policy direction on the physical development of the County.

**Concurrency:** Adequate public facilities are available when the impacts of development occur.

**Conservation Easement:** A legal agreement between a landowner and a land trust or government agency that permanently limits uses of the land to protect its conservation values. The conditions of the land are monitored to ensure adherence to the terms of the conservation easement and to conserve the land in perpetuity.

**Cultural Resource:** A site or structure which is part of the area's cultural heritage; that is, which typifies a particular stage of human activity in the area. Cultural resources include archaeological sites, historic buildings and sites, and undisturbed natural sites that have historic or prehistoric associations including those with paleontological (fossil) specimens.

**Defensible Space:** An area where material capable of allowing a fire to spread unchecked has been treated, cleared, or modified to slow the rate and intensity of an advancing wildfire and create an area for fire suppression operations.



**Density Bonus:** An increase in allowable density used as an incentive for a developer to benefit the community and/or maximize the protection of open space, water quality, or air quality.

**Density:** The number of housing units per unit of land, i.e. per acre.

**Design Standards/Criteria:** A standard contained in a land use regulation that relates to the design of a subdivision, site plan or structure.

**Development Potential:** A determination of how an area of land can be developed through analyzing physical attributes, carrying capacity for a specific land use, and potential market demand.

**Development Right:** The right to develop property. This right may be purchased or transferred under a Transferable Density Units program.

**Development Standards:** Standards or criteria that are applied to development based on its use, location, or other considerations.

**Disaster:** Any natural catastrophe (including, but not limited to, any tornado, storm, high water, wind-driven water, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought), or, regardless of cause, any fire, flood or explosion in any part of Cache County, which in the determination of the Cache County Council causes damage of sufficient severity and magnitude to warrant assistance through a re-build program to alleviate the damage, loss, hardship, or suffering caused thereby.

**Entitlements:** Legal rights conveyed by approvals from governmental entities to develop a property for a certain use, intensity, building type, or building placement.

**Fee-In-Lieu:** A fee paid instead of making a land dedication, capital improvement or other requirement, and equivalent to that requirement. An example is a fee-in-lieu of a school site dedication as part of a subdivision approval.

**FEMA Community Rating System Program (CRS):** A program that provides a variety of resources to improve flood mitigation and reduce risk to properties and residents. It scores communities on a scale from one to ten for their level of preparedness and mitigation measures implemented and recognizes community efforts that go beyond the minimum standards of the National Flood Insurance Program (NFIP) by reducing flood insurance premiums for property owners.

**Fire/Wildland-Urban Interface (WUI) Code:** County Code provisions that advance fire and life safety for the public, as well as property protection through a comprehensive approach to wildfire regulation and hazard management.

**Floodplain Acquisition Program:** Strategy that utilizes available funds, which could include open space funds where it matches Open Land Master Plan goals, to acquire properties or conservation easements/covenants to prevent future development on properties that are located in high hazard risk areas.

**Floodplain:** The channel and relatively flat area adjoining the channel of a natural stream or river that has been or may be covered by water during times of flood.

**Floodway:** The channel of a river or other water course and the adjacent land areas that must be reserved in order to discharge the based flood without cumulatively increasing the water surface elevation by more than 0.5 feet.



**Future Land Use Plan:** Guides the location, intensity, and design of development by identifying future growth opportunities and constraints and providing future land use categories that include information such as density/size, primary and secondary uses, and design principles.

**Goals:** Goal statements are expressions of community ideals. They are broad directions that establish future conditions toward which policies are focused.

**Growth Management:** A system of land use regulations designed to influence the location, timing, and character of development, instead of controlling the amount or rate of growth.

**Hazard Area:** All areas that are or may become hazardous due to environmental conditions, including but not limited to wildfire; avalanche; landslide; rock fall; mud flow and debris fan; unstable or potentially unstable slopes; seismic effects; radioactivity; ground subsidence; and expansive soil and rock.

**Severe Hazard Areas:** Flood Way (FW) zoning districts as adopted on official zoning maps; areas classified as 5, 6, or 7 on the official Geologic Hazards Maps adopted by the Board of County Commissioners; slopes greater than 30 percent.

**Moderate Hazard Areas:** Flood Fringe (FF) zoning districts as adopted on official zoning maps; areas classified as 3 or 4 on the official Geologic Hazards Maps adopted by the Board of County Commissioners; slopes 20 - 30 percent, dam breach areas.

**Constraint Areas:** Areas of expansive soil and rock, radon areas.

**Health Services:** Include any number of health-related facilities, services, and organizations providing support to the medical profession and patients.

**Housing Cost Burden:** Monthly housing costs as a percentage of household income over the past 12 months either as rent or mortgage payments. Housing costs equal to or greater than 30% of a household's income is considered to be a cost burden.

**Impact:** The potential direct or indirect effects of a proposed development on activities, utilities, traffic, surrounding land uses, the environment, and other factors.

**Impact Fees:** (See capital expansion fees).

**Implementation Strategies:** A plan of action intended to accomplish a specific principle.

**Intensity:** The level of concentration of non-residential land uses or activities occurring within an area.

**Intergovernmental Agreement (IGA):** A contractual agreement between the County and another governmental entity. IGAs with municipalities is the County's primary means of achieving coordinated planning for the areas adjacent to city limits. The agreements define appropriate future urban areas and establish standards and procedures for development in these areas. They may also define Cooperative Planning Areas and Community Influence Areas (defined above).

**Land Use:** A description of how land is used or occupied.

**Level Of Service:** An established minimum capacity of public facilities or services that must be provided per unit of demand, i.e. per new housing unit.



**Lifeline Services:** Services to communities that are necessary for their daily needs, to maintain a high quality of life, and to support community and individual preparedness i.e. basic utilities, communication systems, transportation systems, etc.

**Low-Impact Development:** Systems and practices that use or mimic natural processes that result in the infiltration, evapotranspiration, or use of stormwater in order to protect water quality and aquatic habitat.

**Mobility Corridor:** A corridor designated for future multi-modal transportation facilities.

**Multi-Modal Transportation:** A transportation system that includes multiple types (modes) of conveyances such as an automobile, rail, bus, pedestrian, and bicycle.

**Non-Conforming Uses:** Uses that do not comply with the existing zoning but legally existed prior to the adoption, revision or amendment of the County Code..

**Overlay Zoning:** A regulatory tool that creates a special zoning district, placed over an existing base zone(s), which identifies special and additional provisions. These could include zoning requirements that address natural disaster risk, development patterns, the implementation of a “village pattern” in mountain communities, and areas unsuitable for intense development (including expansion of flood regulations to include geologic and wildfire hazards).

**Performance Standards:** Criteria that must be met by development to limit a particular defined impact.

**Policy:** A statement of standard or a course of action that guides governmental action and decision making. Policies are intended to guide decision-making and give clear indication of intent. It is important to note that policies are guides for decision-makers, not decisions themselves. Policies may range in terms of commitment of resources, importance, and expected results.

**Prime Agricultural Areas:** Areas where land has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops and is available for these uses.

**Principle:** A desired ideal and a value to be sought; an end toward which effort is directed.

**Quality Of Life:** The personal perception of the physical, economic and emotional well-being that exists in the community.

**Resilience:** The capacity to prepare for disruptions, recover from shocks and stresses, and adapt and grow from a disruptive experience.

**Riparian Areas:** Areas of land and water forming a transition from aquatic to terrestrial ecosystems along streams, lakes, and wetlands.

**Service Districts:** Service area for fire protection, road, and water districts.

**Special Improvement Districts (SID):** Areas organized and identified by property owners and local governments that are capitalized by a self-imposed real estate tax (i.e. a few cents per \$100 of assessed value) on properties in the SID. The tax revenue can be used for revitalization and enhancement, infrastructure maintenance and enhancement, business retention, etc.

**Transfer of Development Rights (TDR):** An incentive program that allows additional density where the community wants to grow (“receiving areas”) in exchange for reservation of sensitive or hazard areas that the community wants to protect from future development (“sending areas”).



**Transit:** A public transportation system (i.e. a public bus or light rail system).

**Travel Demand Management Program (TDM):** A plan to alleviate traffic congestion through improved management of vehicle trip demand, often including strategies to reduce single-occupancy vehicles and encouraging travel at times of lower congestion.

**Visit-ability:** a measure of a place's ease of access for people with disabilities. Often referred to in residential design to enable people who have trouble with steps or who use wheelchairs or walkers to access the home.

**Watershed:** An area of land that drains rainwater or snow into one location such as a stream, lake, or wetland that supplies drinking water, water for agriculture and manufacturing, opportunities for recreation, and provides habitat.

**Wetland:** The land transition between water and land systems where the water table is usually at or near the surface or the land is covered by shallow water, including swamps, marshes, bogs, riparian areas, salt flats, and vernal pools.

**Wildland-Urban Interface (WUI):** A zone of transition between undeveloped wildland and human development.

**Zoning:** An element of the County Code that refers to land use entitlements and requirements that regulate appropriate use, bulk, height, density, and other characteristics appropriate for a specific site.



# Cache Countywide Urban and Rural Area Assessment (12.13.22 DRAFT)

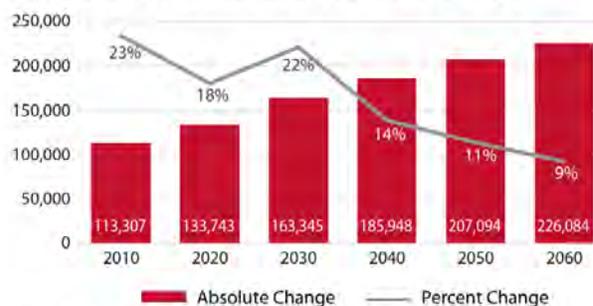
A 'Cost of Services' Analysis of Alternative Development Patterns



Photo Credit: [Mike Johnson](#)

With great access to a thriving economy, education, outdoor recreation, performance arts, and so much more, Cache County continues to grow as a highly desirable area to live and work with great amenities. **The County's 2022 population of around 137,000 is projected to increase to about 186,000 by 2040, adding approximately 48,100 new residents, 22,100 new households, and 43,600 new employees.**

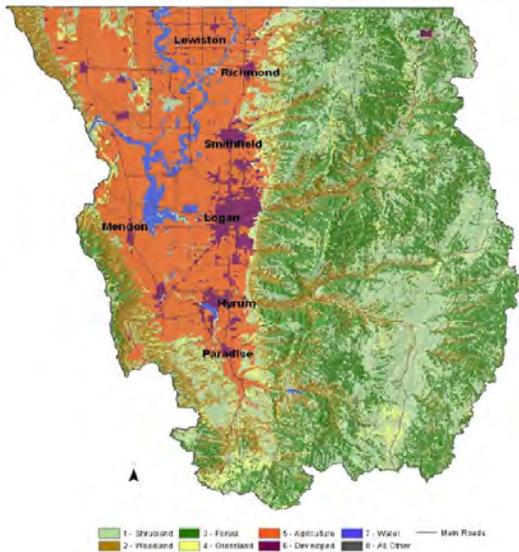
**Historic and Projected Growth in Cache County**



Dramatic housing cost increases are generating strong demand for more diverse housing types, including large and small lot single family, townhomes, condos, and apartments.

For example, the average home price in 2010 was \$172,369 and \$307,228 in 2020 - an increase of 78%, and \$503,734 in May of 2022 - an increase of 185% since 2010. Median income increased 28% from \$47,013 in 2010 to \$60,530 in 2020 (2022 median income futures not available).

The Kem Gardner Policy Institute of the University of Utah estimates that Cache Valley will need 11,600 additional housing units between now and 2030 to accommodate new household growth (Eskic, 2022). The Milken Institute (2022) recently ranked the Logan, Utah-Idaho Metropolitan Statistical Area (MSA) area as the #1 performing small city in the nation. However, they ranked the MSA No. 178 for housing affordability.



The area of focus of this Assessment is the Cache Valley region where existing communities and surrounding unincorporated areas occupy approximately 30% of the County area. The USDA Cache County Resource Assessment Map (left) shows the Cache Valley area as agriculture, water, and developed areas where services are generally more available to support new development. About 70% of the unincorporated area of the County is occupied by less developable Forest Recreation areas that include private, State, and Federal Lands ([Cache County Resource Assessment, USDA](#)).

The purpose of the County's Urban and Rural Area Assessment (URAA, or Assessment) is to explore new policies and zoning tools that could shape more desirable and beneficial growth patterns within the changing Cache Valley area. Key considerations for communities include fiscal and economic impacts, roads and infrastructure demand, water use, emergency services, housing and jobs, open space and agriculture.

### **Rural Areas Contract as Urban Areas Expand**

As with many high-growth areas in the United States, county unincorporated areas become smaller as adjacent cities and towns become larger. This can greatly change the feel and look of an area and be difficult to maintain. Counties are often home to agricultural fields, pastures, open space, or natural terrain. The difference between urban and rural can sometimes be abrupt and other times be a gradual transition from higher to lower densities. The rate at which land uses change from urban to rural becomes important when looking at the cost and impact of building infrastructure such as roads, sewer, water lines, and providing services such as Fire, EMS, and Law Enforcement. The very definition of urban, rural, and high or low densities is debatable based on varying perspectives and is subject to the standards of the local area.

There are a variety of factors to consider when planning growth:

- How are current services impacted?
- What new services can be incorporated?
- What environmental impacts does growth cause?

- 
- What open space areas and trail corridors could be preserved as land develops?
  - Are current development trends sustainable moving forward?
  - What housing needs are being met?
  - How/what should develop to improve economic development?
  - How to fund improvements to promote growth?

## **Growth Scenarios To Explore Potential Impacts**

This document focuses on three countywide growth scenarios for future growth, and provides a starting point for additional future scenarios to be explored for an individual community, a sub-regional area, or additional countywide analysis. Scenarios allow for the analysis and comparison of different land uses and development densities to understand costs and impacts associated with infrastructure, water use, fiscal and economic impacts, housing choices, and open space preservation. This method of Rural and Urban area assessment supports regional collaboration and provides communities with a comprehensive perspective when making land use decisions.

The projected impacts of each development alternative are calculated through the County's '**Cost of Services Planning Model,**' or '**Growth Projection Model**' (or '**Model**'). This model was created as part of the General Plan update to quantify the benefits of implementing plan recommendations with a countywide perspective. The following Appendices to this Assessment provide additional insight into the analysis and methodologies used to model the scenarios:

- **Appendix A - Countywide Urban and Rural Area Assessment**
- **Appendix B - Cost of Services Model**

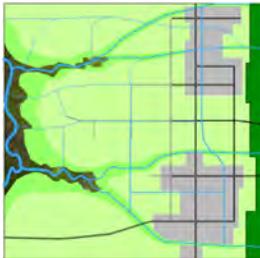
Each scenario explores varying growth patterns and densities to accommodate the County's 2040 increase in population, households, and employees. The potential acreage developed for each scenario varies substantially, which in turn changes the amount and cost of infrastructure, utilities, and water use associated with each alternative. **See Section 3.** for a summary of Key Considerations related to the scenarios, and **Section 4.** for a listing of land use planning principles, definitions, and statements applicable to the growth scenarios. These statements provide context of the land use authority and zoning tools that could be applied to achieve the desired community benefits.

## 2. Countywide GROWTH SCENARIOS

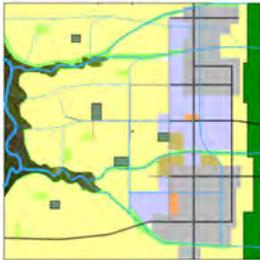
**Table 1. Cache County Growth Projections**

Source: Kem C. Gardner Policy Institute - 2020 to 2060 Projections

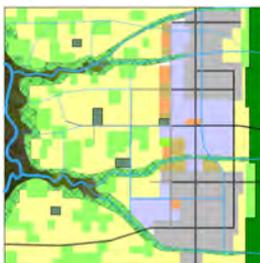
	2022	2040	Increase
<b>H.H. Population</b>	137,900	186,000	<b>48,100</b>
<b>Households</b>	43,100	65,200	<b>22,100</b>
<b>Employees</b>	64,600	88,000	<b>43,600</b>



**EXISTING CONDITION & SCENARIO IMAGES:** The image at left and growth scenario images below represent a hypothetical land use area of approximately 3.8 miles squared (14.5 square miles or 9,268 acres). These images provide a smaller sub-regional perspective of the countywide scenario data included in this assessment. Larger images of these scenarios with a land use legend are provided on pages 6 - 9.



**SCENARIO 1. EXPANSIVE GROWTH:** Lower density residential growth is shown at an average density of 1.93 dwelling units per gross acre (DU/Ac. or #/Ac.) inclusive of road right-of-way areas. Single family dwellings (yellow areas) average 1.52 DU/Ac., including 3.29/Ac. in the cities and towns, and 0.16 DU/Ac. in the County unincorporated areas. This more expansive growth pattern results in 315 road / utility miles to provide access and services to homes and businesses, and utilizes 356 Gallons per Day per Person (GPD/Person) of indoor and outdoor water use.

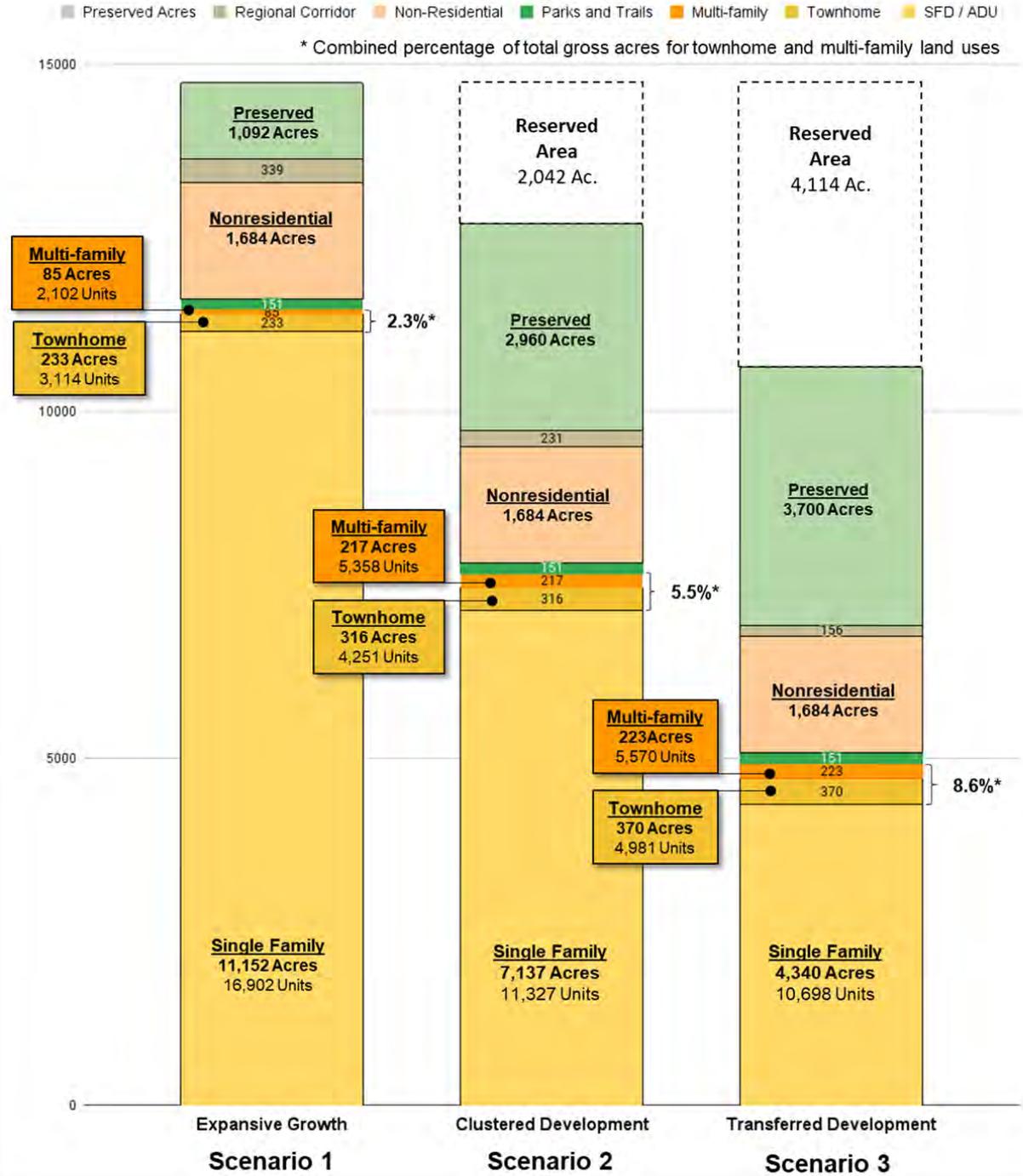


**SCENARIO 2. CLUSTERED DEVELOPMENT:** Residential growth is shown at an average density of 2.88 units per gross acre, with an emphasis on cluster development to preserve open space for agriculture, trail corridors and sensitive land areas. Single family dwellings average 1.75 DU/Ac. including 3.25/Ac. in the cities and towns, and 0.25/Ac. in the County unincorporated areas. This growth pattern results in 238 road / utility miles to provide access and services to homes and businesses, and utilizes 309 GPD/Person of indoor and outdoor water use.



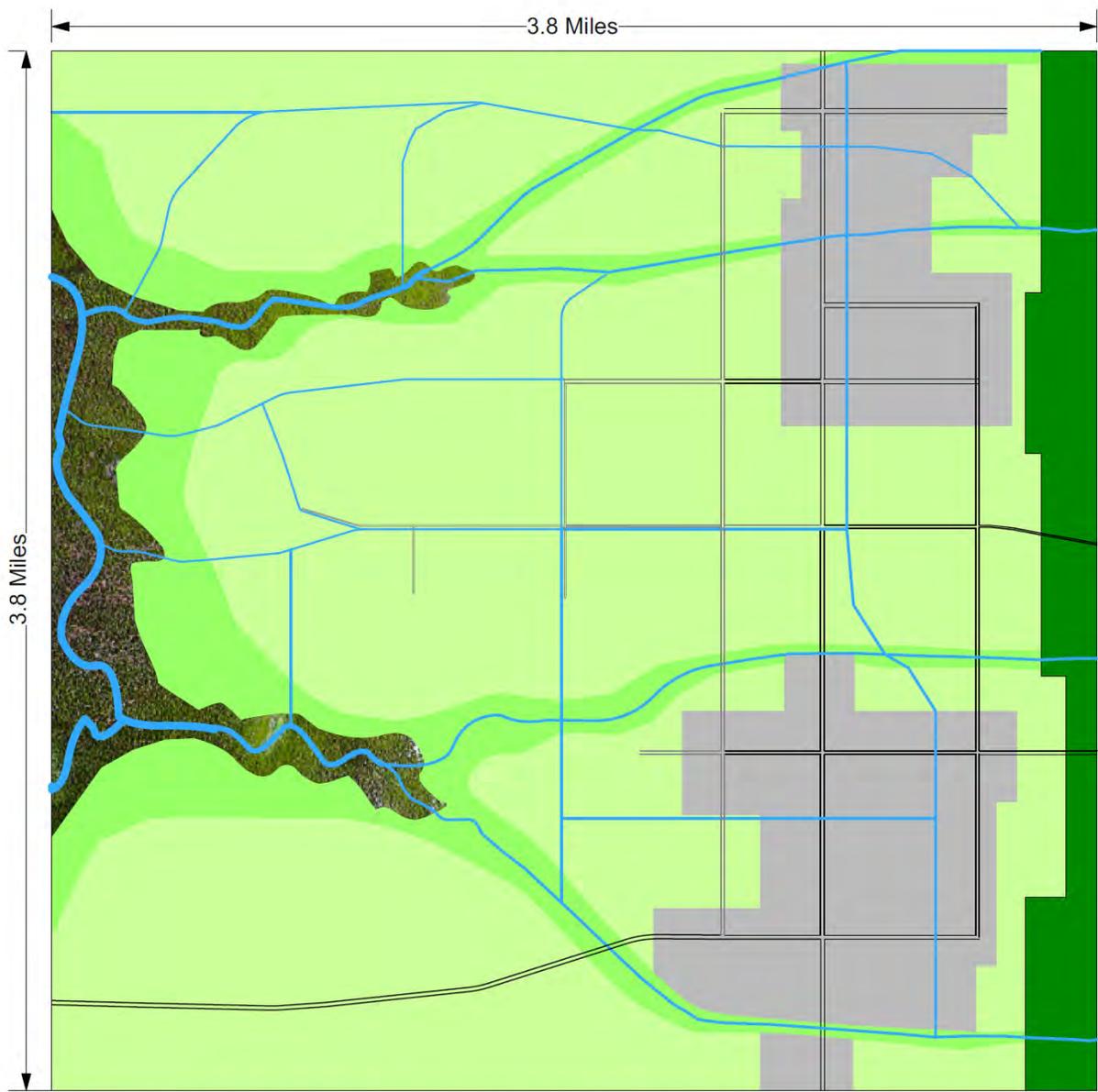
**SCENARIO 3. TRANSFERRED DEVELOPMENT:** Residential growth is shown at an average density of 4.48 units per gross acre, with an emphasis on contiguous development patterns, preserving agland and sensitive land areas, and reserving land for future development. Single family dwellings average 2.67 DU/Ac. including 3.46/Ac. in the cities and towns, and 0.72/Ac. in the County unincorporated areas. This growth pattern results in 201 road / utility miles to provide access and services to homes and businesses, and utilizes 297 (GPD/Person) of indoor and outdoor water use.

## ACREAGE COMPARISON OF COUNTYWIDE GROWTH SCENARIOS



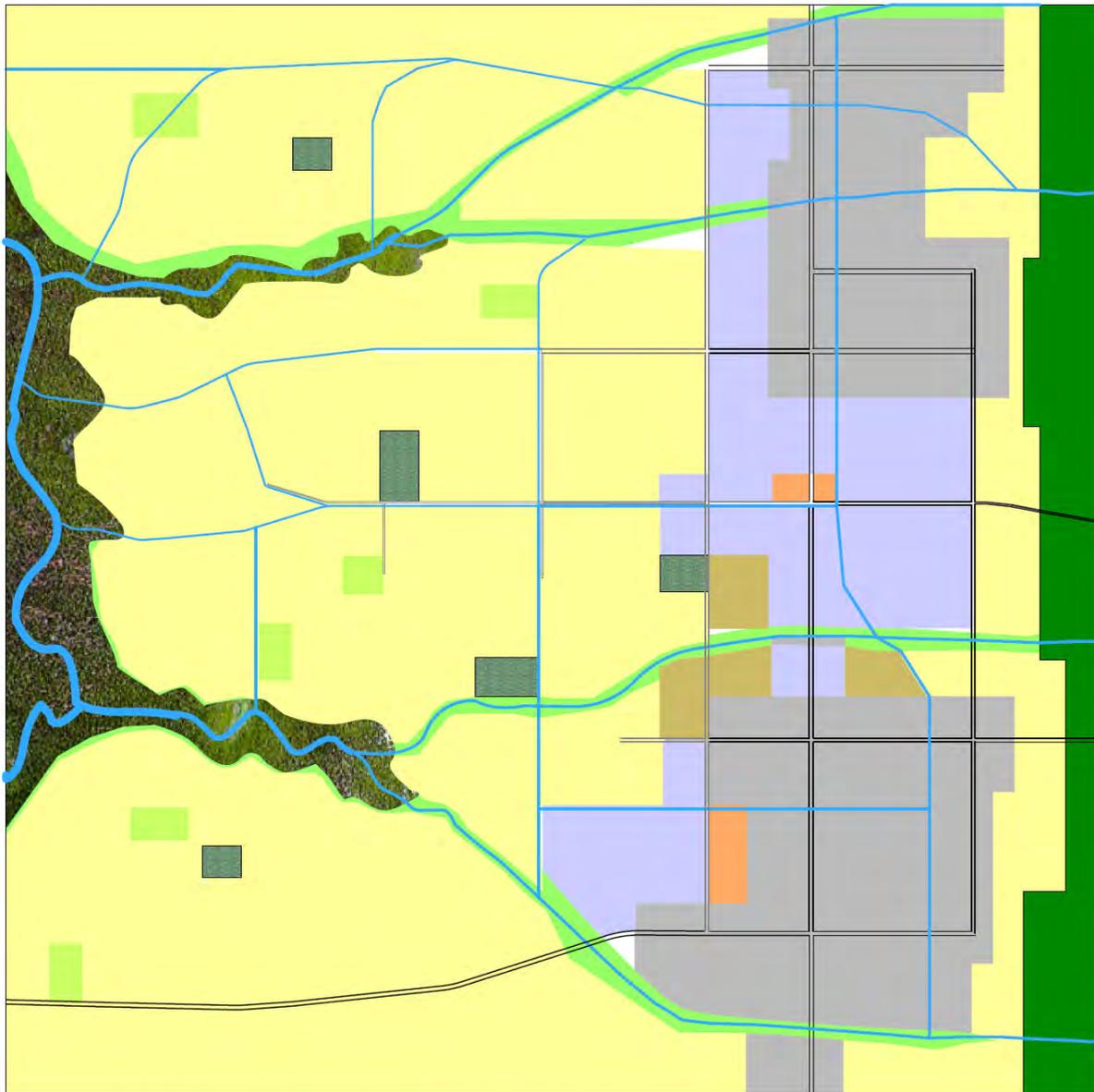
Development Area	13,645 Acres	9,735 Acres	6,923 Acres
<b>Total Housing Units:</b>	<b>22,118</b>	<b>22,118</b>	<b>22,118</b>

The total development footprint of each countywide scenario varies based primarily on the type and density of residential development. The less expansive scenarios (2 and 3) consume land less rapidly, with choices for preserving agland and sensitive land areas, or reserving land for future development.



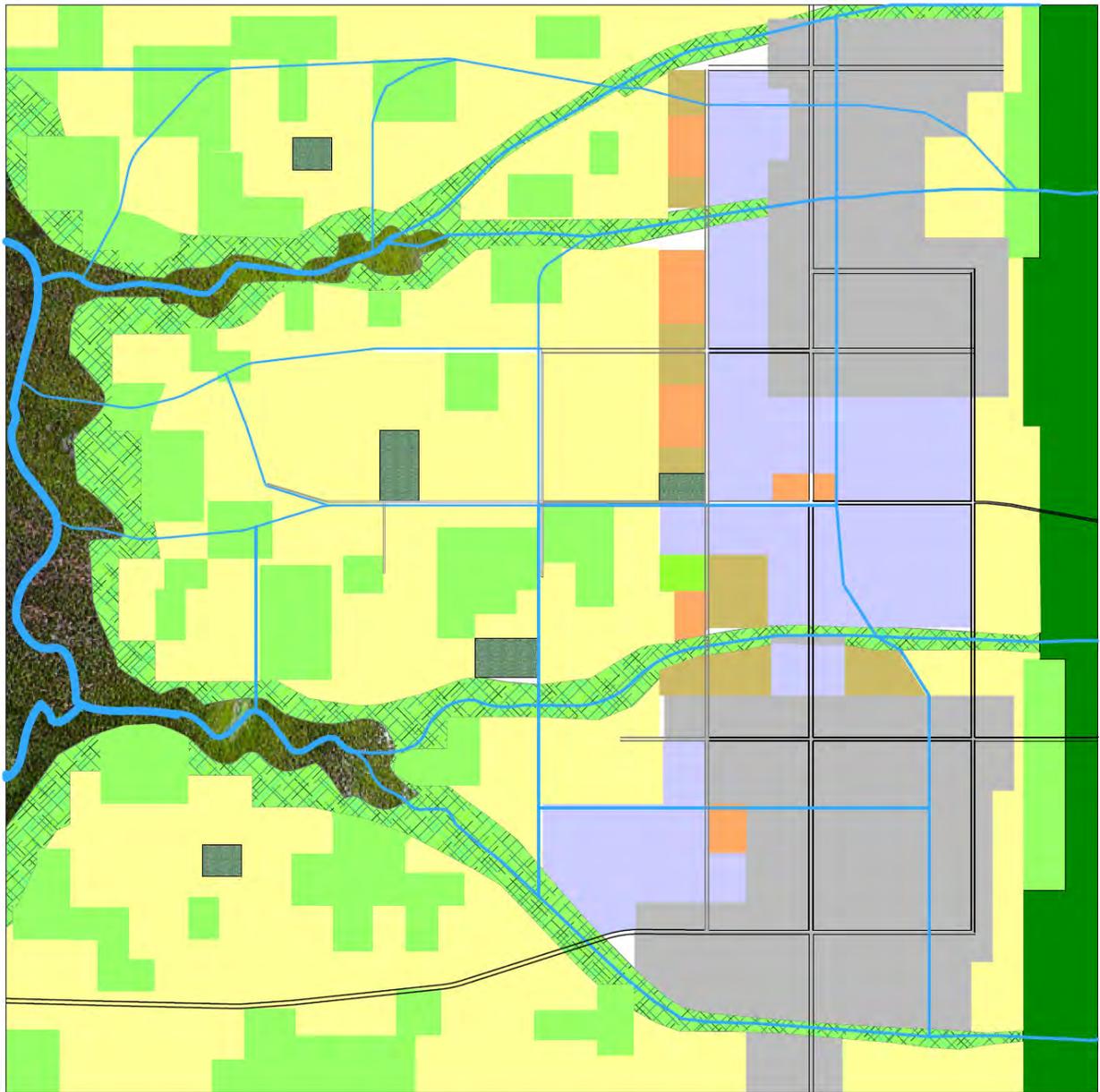
## EXISTING COMMUNITIES & SURROUNDING AREA

- |   |                           |   |                             |
|---|---------------------------|---|-----------------------------|
|  | EXISTING COMMUNITIES      |  | RIPARIAN (NONDEVELOPABLE)   |
|  | AGRICULTURE / VACANT LAND |  | FLOODPLAIN (SENSITIVE AREA) |
|  | PUBLIC LANDS              |  | CANALS                      |



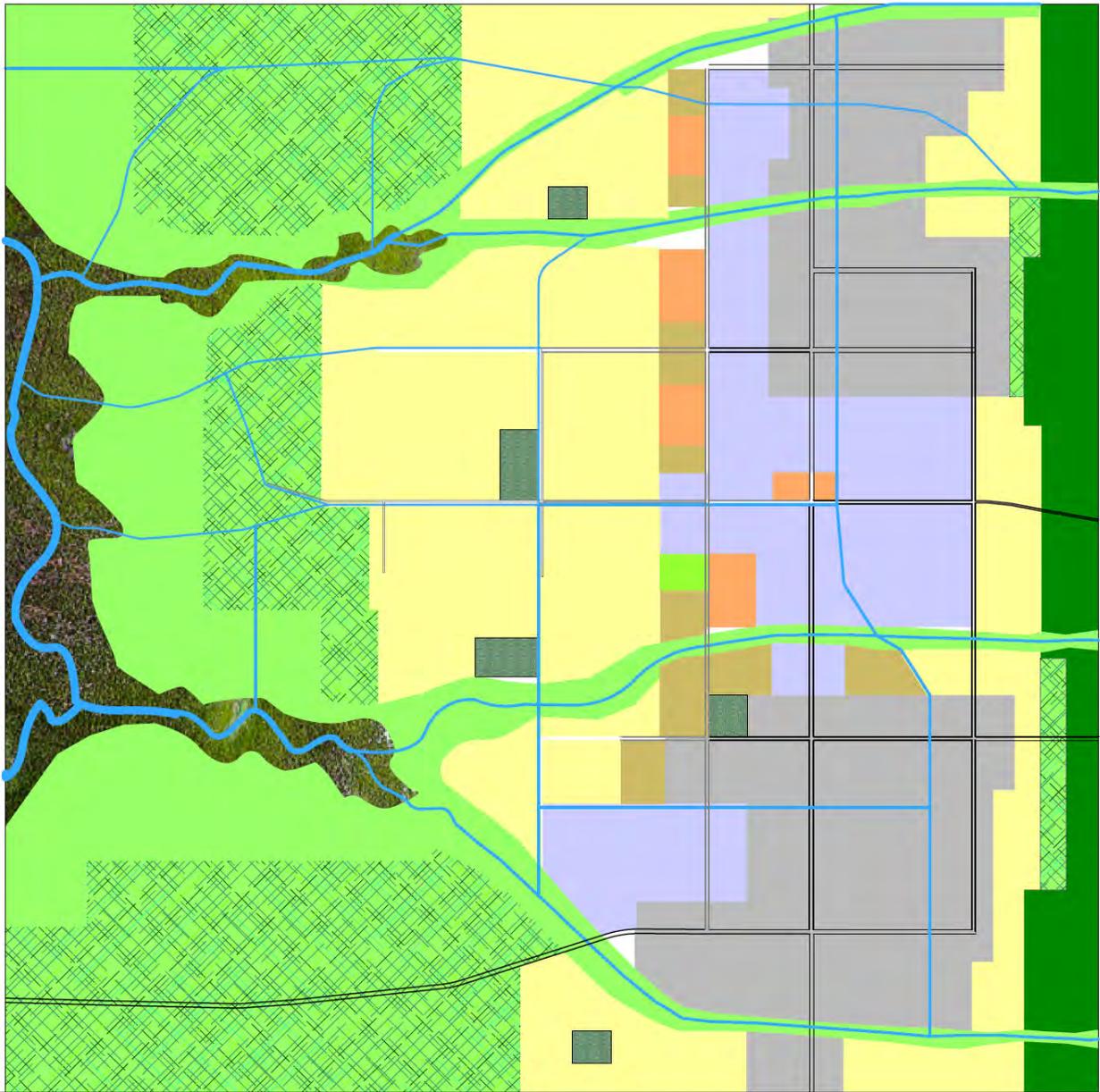
## 1. EXPANSIVE GROWTH SCENARIO

- |   |                                |   |                           |
|---|--------------------------------|---|---------------------------|
|  | SINGLE FAMILY DWELLING / ADU'S |  | NONDEVELOPABLE            |
|  | TOWNHOME                       |  | PRESERVED AG / OPEN SPACE |
|  | MULTI-FAMILY                   |  | PARKS & TRAILS            |
|  | NONRESIDENTIAL                 |   |                           |
|  | EXISTING COMMUNITIES           |   |                           |



## 2. CLUSTERED GROWTH SCENARIO

- |   |                                |   |                           |
|---|--------------------------------|---|---------------------------|
|  | SINGLE FAMILY DWELLING / ADU'S |  | NONDEVELOPABLE            |
|  | TOWNHOME                       |  | PRESERVED AG / OPEN SPACE |
|  | MULTI-FAMILY                   |  | PARKS & TRAILS            |
|  | NONRESIDENTIAL                 |  | RESERVED AG / VACANT LAND |
|  | EXISTING COMMUNITIES           |   |                           |



### 3. TRANSFERRED GROWTH SCENARIO

- |  |   |
|--|---|
|  SINGLE FAMILY DWELLING / ADU'S |  NONDEVELOPABLE            |
|  TOWNHOME                       |  PRESERVED AG / OPEN SPACE |
|  MULTI-FAMILY                   |  PARKS & TRAILS            |
|  NONRESIDENTIAL                 |  RESERVED AG / VACANT LAND |
|  EXISTING COMMUNITIES           |   |

## Scenario Assessment

**Nonresidential Uses:** Nonresidential uses are assumed to be the same for each scenario. The total gross acreage and number employee projections are estimated as follows:

	Retail	Office	Civic	Industrial	Group Living	Schools	Churches
Acres	300	302	81	833	16	45	107
Employees	5,811	14,729	2,829	10,866	396	114	N/A

**Housing Costs:** Housing types and densities are the primary difference between the total area of land development and quantity of infrastructure required in each land use scenario. The scenarios demonstrate how greater housing diversity and more contiguous growth patterns can result in a reduced development footprint with less infrastructure and reduced water demand.

The lower-density Expansive scenario requires more infrastructure and land per housing unit, and is likely to cost substantially more per housing unit compared to the other scenarios that utilize less infrastructure and less land per housing unit.

Scenario	Single Family Units Acres	ADU Units Acres	Townhome Units Acres	Multi-family Units Acres
<b>Expansive</b>	<b>16,133 (73%)</b> 11,152 (82%)	<b>768 (3.3%)</b> (Part of SFD)	<b>3,114 (14%)</b> 233 (1.7%)	<b>2,102 (9.5%)</b> 85 (0.63%)
<b>Clustered</b>	<b>11,462 (52%)</b> 7,137 (73%)	<b>768 (3.5%)</b> (Part of SFD)	<b>4,251 (19.2%)</b> 316 (3.3%)	<b>5,358 (24.2%)</b> 217 (2.2%)
<b>Transferred</b>	<b>10,562 • 48%</b> 4,340 (63%)	<b>1,033 • 4.7%</b> (Part of SFD)	<b>4,981 • 22.5%</b> 370 (5.4%)	<b>5,570 • 25.2%</b> 223 (3.2%)

The Clustered and Transferred scenarios provide smaller average single family lots, and a greater percentage of townhomes and multi-family units as a percentage of the total future housing units. Despite the greater percentages of townhome and multi-family units in these scenarios, the percentage of combined acreage for these more compact housing types is about 5.5% in the Clustered scenario, and about 8.6% in the Transferred scenario.

**Infrastructure Maintenance:** Infrastructure costs for local roads and utilities are typically paid for up front by the developer, and passed along to the customer when a home is purchased. Public roads and utilities become the liability of the local government to maintain, repair and eventually replace. Arterial and collector roads require impact fees and public investments to accommodate the growing regional traffic and transmission of water and sewer that accumulates regionally as local development projects occur. Additional study is needed to explore the comparative long-term costs to maintain infrastructure through tax revenues, relative to the fiscal impacts and tax revenues collected from each land use type.

The table below shows the Arterial and Collector Road / Utility Costs per 1,000 residents as an indicator of cost efficiency. This cost ranges from \$3.2 Million per resident in the Expansive scenario to \$2.1 Million in the Transferred Scenario.

<b>Scenario</b>	<b>Total Developed Acres</b> Average Tax Revenues per Acre	<b>Arterial / Collector Road Costs per 1,000 Residents</b>	<b>Total Road / Utility Miles</b> Total Arterial Road Miles	<b>Ratio: Total Residents / Total Road Miles*</b>
<b>Expansive</b>	<b>13,645</b> \$5,130	\$3,235,835	<b>315.1</b> 70.5	<b>153</b>
<b>Clustered</b>	<b>9,735</b> \$9,859	\$2,508,700	<b>230.6</b> 51.1	<b>203</b>
<b>Transferred</b>	<b>6,923</b> \$14,967	\$2,117,222	<b>155.8</b> 38.6	<b>239</b>

\* The total new population increment of 48,100 divided by the total road / utility miles indicates an efficiency of road use and reduced taxpayer burden to support road maintenance.

**Water Conservation:** The scenarios demonstrate that a smaller average residential lot size reduces the total area requiring landscape water. Each scenario shows the potential for an additional 25% of water conservation that could be achieved through water costing rates to discourage excessive watering, and new landscaping ordinances to promote water-wise landscaping for residential and nonresidential uses.

**Water use projections in Gallons per Day (GPD) per Person for each scenario:**

	Expansive	Clustered	Transferred
<b>GPD per Person</b>	356	309	297
<b>25% Conservation *</b>	267	232	223

\* Potential conservation through water-wise landscaping ordinances, billing rates, incentives, etc.

**Fiscal and Economic Impacts:** The table below shows an average of property tax and sales tax revenues per gross acre for each land use type in each scenario. Retail & services that generate sales transactions produce nearly four times the combined tax revenues compared to office, industrial and multi-family uses.

	County Tax Revenues			1% Local Option State Sales Tax		Sales Tax Options		Total Tax Revenues per Acre		Valuation per s.f.
	City Property Taxes per Acre	County Property Taxes per Acre	Total Property Taxes per Acre	0.5% Point of Sale per Acre	0.5% Population Distribution per Acre	0.25% County Option per Acre	Arts & Zoos, Transportation, Infrastructure, Mass Transit	Revenues per Acre		
<b>Retail &amp; Services</b>	\$6,964	\$7,680	\$14,644	\$18,635	N/A	\$9,317	\$31,654	\$74,250	\$400	
<b>Office</b>	\$7,662	\$8,449	\$16,110	N/A	N/A	N/A	N/A	\$16,110	\$400	
<b>Industrial</b>	\$5,448	\$6,008	\$11,457	\$1,960	N/A	\$1,960	\$2,337	\$17,714	\$255	
<b>Group Housing</b>	\$5,429	\$5,987	\$11,416	N/A	\$3,737	N/A	N/A	\$15,153	\$250	
<b>Single Family/ADU</b>	\$794	\$861	\$1,654	\$82	\$386	\$41	\$140	\$2,302	\$230	
<b>Townhome</b>	\$4,262	\$4,700	\$8,963	\$503	\$3,475	\$251	\$896	\$14,087	\$220	
<b>Multi-Family</b>	\$5,555	\$6,125	\$11,680	\$683	\$5,282	\$341	\$1,229	\$19,215	\$210	

10 percent of industrial development is presumed to engage in some sales activity which adds some sales tax revenues for this use.

Sales tax revenues also result from internet purchases in single family / ADU, townhome and multi-family households. In addition to purchasing local goods and services, residential households purchase an average of \$2,300 of goods online per person each year.<sup>1</sup> This results in point-of-sale sales tax revenues of \$82 per acre for Single Family Dwellings, \$503 per acre for Townhomes, and \$683 / Acre for Multi-family in the Expansive scenario. The sales tax revenues generated per acre in single family residential areas increases in the Clustered and Transferred scenarios given the increase in household density.

1. Source: Zions Public Finance, Inc.

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**Household Point of Sale: Sales Tax Revenues per Acre**

Scenario	Single Family / ADU Per Acre	Townhome Per Acre	Multi-family Per Acre
Expansive	\$82	\$503	\$683
Clustered	\$109	\$529	\$640
Transferred	\$174	\$528	\$653

**Residential Spending in the Community:** Residential spending at local retail and service establishments is a substantial economic driver for commercial development given that the existence of retail is based primarily on rooftops in demand of services. Additional retail demand factors include regional vehicle travel (such as along an arterial or highway), business / employee demands and tourism.

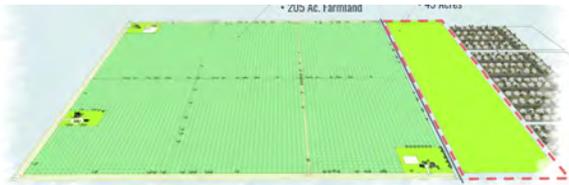
The table below shows total household spending on local taxable goods and services, the spending per acre. These figures are based on the assumption of single family household income at 108% of the average community household income, while townhome households are at 85% and Multi-family at 60% of the average household income. 22% of household income is assumed to be spent on taxable goods and services, with 60% of this spending assumed to be spent at local brick and mortar businesses.

**Total Household Spending in Community**

Scenario	Single Family / ADU (Per Acre)	Townhome (Per Acre)	Multi-family (Per Acre)
Expansive	\$182,315,906 (\$16,348)	\$23,458,874 (\$100,522)	\$11,651,713 (\$136,542)
Clustered	\$156,265,390 (\$21,895)	\$33,422,233 (\$105,795)	\$27,738,871 (\$127,998)
Transferred	\$150,602,533 (\$34,704)	\$39,135,119 (\$105,647)	\$29,088,964 (\$130,526)

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**Preserved Land vs. Reserved Land:** Each scenario explores the potential for land preservation as an element of the assumed county-wide development pattern. The images below provide more detailed visual perspectives of each potential residential development pattern.



**Existing Condition.** Vacant land (light green outlined in red) adjacent to the edge of a municipality is assumed to be within the City's potential annexation service area for roads, sewer, water and other services. Growth beyond this service area is likely to remain within the County unincorporated area.



**1. Expansive Growth Scenario.** Suburban residential growth that is predominantly single family residential expands outward from the city(s); County unincorporated growth assumes rezoning of land to allow for 1.5 ac. To 6 acre lots. Some County development is assumed to voluntarily cluster the lots and preserve ag remainder lots totaling about 7.4% as open space.



**2. Clustered Growth Scenario.** As an alternative to rezoning for larger lots and expansive development in the County, a density bonus is offered as an incentive to cluster development and preserve 23% of agricultural and sensitive areas near wetlands and floodplains. Suburban residential development expands outward at a similar single family density as the Expansive Growth scenario, but with a greater percentage of townhome and multi-family housing. With a reduced growth footprint, an additional 16% of the study area remains as **reserved land** that could absorb additional future growth.



**3. Transferred Growth Scenario.** As an alternative to rezoning for larger lots and expansive development in the County, a density bonus is offered as an incentive to transfer development away from sensitive wetland and floodplain areas where roads and infrastructure are less available. This results in preservation of 35% of agricultural lands near wetlands and sensitive floodplain areas. With smaller average lot sizes and a greater percentage of townhomes and multi-family development in the City(s), there is less pressure on open lands, leaving an additional 38% of the study area as **reserved land** that could absorb additional future growth.

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### 3. KEY CONSIDERATIONS

1. **Future Housing Market Study.** Additional study of housing market demand is recommended as a follow-up measure to this assessment to understand the growth of industries and jobs in Cache County, and the projected range of salaries. This forecast could be useful to estimate anticipated housing price points, including the types and varieties of housing that will be needed to support new households and sustain economic growth opportunities.
2. **Future Impact Fee Study.** Continued study of service costs and coordination between jurisdictions could provide perspective on regional costs as travel demand increases, and other regional infrastructure services are needed to support new homes and businesses countywide.
3. **Density Bonus Considerations:** A density bonus system for clustering or transferring development rights and preserving open space could be based on several criteria, including the following:
  - a. Value or productivity of farmland such as prime irrigated farmland vs. marginally productive ground,
  - b. Preservation of potentially developable sensitive lands such as floodplains, riparian corridors, wildlife habitat areas or corridors,
  - c. Provision of easements or land corridors for public regional trail access adjacent to the development or preserved open space,
  - d. Note: The Cache County Agricultural Land Evaluation and Site Assessment (LESA) model is an existing evaluation tool to rate the value of open space based on multiple values.
  - e. Incentive to include commercial retail service areas as part of new residential development to enhance economic development and provide development amenities.
4. **Adequate Services for New Development:** Where clustered or transferred development may result in a higher concentration of housing (in an effort to reduce infrastructure costs and preserve priority open space areas), study of adequate water supply and other services should be conducted as part of the development review process.
  - a. Some areas in Cache Valley have more abundant supply and higher quality of groundwater or surface water rights compared to other areas.
  - b. Access to water, including water supply should be demonstrated and entitled prior to approval of a density transfer or cluster with a potential density bonus for new development.
  - c. Impact of clustering, and sufficient access to services such as Fire and other EMS should be demonstrated.

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5. **Long Term Agricultural Uses:** Cache County's agricultural land uses in 2017 included 276,273 acres of farmland, including 159,356 acres in cropland, 116,490 acres of harvested cropland and 90,148 acres of irrigated land (USDA-NASS 2017 Census of Agriculture, cited in the 'Size and Scope of Cache County Agriculture 2018, Ryan Larsen and Dexton Lake, USU). Agricultural land use will likely continue for many decades, and could be further sustained and supported through thoughtful land use planning and development patterns.
  6. **Potential Growing Demand for Agriculture:** Utah's population relies heavily on fruit and vegetable imports from other states with only 2% of vegetables and 3% of fruits produced in Utah. Statewide, Utah produces 25% of dairy products, 98% of grains and 135% of protein consumed in our state. As our population continues to increase, so will the demand for locally-produced fruits and vegetables.
  7. **Growth of Small Farms.** Utah State University Extension reports that small-scale 'Small Farms' urban farming is becoming more common in Utah as a result of rapidly increasing population growth and urban development. Although farmland acreage is declining in our State, the increase of small urban parcels is on the rise (www.extension.usu.edu/smallfarms). For example, Utah lost 16,792 acres of farmland from 2012 to 2017, but increased in the number of farms, including 34% with a total acreage between 1 to 9 acres, with 44% of those farmers having less than 5 years of experience (USDA 2017 Agriculture Census).



*Image Source: Utah State Extension*

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## 4. LAND USE PLANNING CONTEXT

This Assessment is based on the understanding that local governments determine the type, density, and character of growth through zoning and development standards.

Consistent with State Code and recommendations from the General Plan, the following land use planning principles, definitions and statements provide context for considering the legal framework and potential application of each scenario. These statements are intended to encourage ongoing conversations between communities to explore how urban and rural areas could be shaped to benefit Cache County residents and businesses.

### LAND USE AUTHORITY AND PRIVATE PROPERTY RIGHTS

- **Cache County recognizes a municipality's authority** to govern and make land use decisions as a political subdivision of the State. Each community may choose to annex unincorporated land into the expanding city limits and apply adopted zoning and development standards. With annexation and development approvals, the City becomes responsible to provide services to new residential and/or commercial areas.
- An appropriate balance should be found between private property rights and the policies and regulations of local land use authority. Cache County must recognize legal private property rights within the unincorporated area, and permit new development based on current zoning and applicable development standards.
- **Growth and development patterns** affect the visual quality of our valley, the potential open space preservation, infrastructure costs and property tax rates, economic development opportunities, and the diversity of housing choices available for future generations.
- The majority of **property rights** in the unincorporated area of Cache Valley are defined by the A-10 zoning district or 1 unit per 10 acres.
- **Downzoning of property** in the County's unincorporated area is not recommended in the General Plan in deference to current property rights. The Plan recommends the A10 zone as a base density to achieve a clustered or transferred development pattern to achieve potential conservation of sensitive land areas, recreational areas, and agricultural areas.
- **Upzoning of Property:** A growing trend in the unincorporated area is for property owners to seek an upzoning of property to a potential higher density of development, such as a rezone from A10 to RU5 or RU2. The intent of the owners is to increase property values and offset development costs by adding the potential for more single-family dwellings on the property.
  - This rezone trend is reflected in the '**Baseline**' growth scenario to explore the impacts of this development pattern as predominant throughout the County's

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unincorporated area. The upzoning trend may run counter to the goal of other property owners who wish to maintain a lower density and continued agricultural use.

## DEVELOPMENT AS A DRIVER FOR OPEN SPACE PRESERVATION

- **Density Bonus to Incentivize Land Conservation:** As an alternative to upzoning property, a density bonus could be offered to property owners with A-10 zoning as an incentive to preserve the majority of the property as open space, and to design the development to be placed onto smaller building lots.
- The following zoning tools use development as a catalyst to explore an appropriate balance of land development and land preservation. Desirable areas for preservation may include trail corridors, agricultural lands, riparian corridors, habitat areas, and other types of open spaces.
  - **Cluster Development** - building lower density development on medium to smaller lot sizes in order to preserve adjacent open space areas. A density bonus incentive to cluster can encourage this development pattern.
  - **Transferable Development Rights (TDR)** - Transferring, or selling the right to develop lower density development from desired open space areas (or sending areas) to desired development areas (receiving zones). Receiving zones may increase density to moderate or higher densities upon purchasing development rights. A density bonus incentive to sell and buy TDRs can encourage this development pattern.
  - **Land Values and Preservation Potential:** Land typically appraises for more when located near improved roads and utilities, vs. land that is further away from improvements. TDR presents opportunities for remotely located property owners to transfer development rights to development receiving zones located closer to utilities and services.

## LAND USE DEVELOPMENT TYPES AND DENSITIES

- **Very low densities** consist primarily of single-family residences on larger lots, ranging from 1 to 10 acres, with the potential for accessory dwelling units (ADU's).
- **Lower densities** include single-family residential development with the potential for accessory dwelling units (ADU's) at a density ranging from 1 to 3 units per acre. This development type generates lower traffic volumes on local and minor collector streets compared to moderate and higher densities but costs more to service roads and utilities given the limited number of homes per mile of road/utility.

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- **Moderate densities** include single-family residential and townhome development ranging from 1 to 2.5 stories. Development at this scale utilizes infrastructure more efficiently than lower densities and generates moderate traffic volumes that can be supported by local and collector streets.
  - **Higher densities** including apartments, townhomes, and mixed use development ranging from 3 to 5 stories are best located near existing transit and services in urban areas. This results in shorter vehicle trips, and more walking, biking, and transit use, resulting in a potential reduction in total vehicle miles traveled (VMT). More vehicle traffic is generated compared to moderate and lower densities, which can be supported by a mix of local, collector, and arterial streets.
    - Higher densities are typically more compatible with commercial areas, allowing for mixed-use development opportunities. These include ground-level flex commercial spaces or adjacent commercial businesses that are supported by multiple surrounding residents within close proximity.
  - **Accessory Dwelling Units (ADU)** provide an additional property right to a single-family homeowner to create a moderate income housing rental opportunity. This can benefit the owner with an additional source of income to pay for increased housing costs and benefit the renter to live in a moderately-priced home while saving for a future homeownership opportunity.
    - This housing option can increase the housing supply without changing the character of predominantly single-family residential areas.
    - ADUs include internal ADU's, such as a basement or attached-wall unit to the primary structure, or external ADU's as a detached unit.
    - The percentage of households with ADUs varies by scenario, with fewer ADU's in the Expansive Growth Scenario (1), and greater percentages in Scenario 2 (Clustered Development) and Scenario 3 (Transferred Development).

## **LAND USE DEVELOPMENT TYPES AND DENSITIES**

- Some municipalities struggle to provide utility services for new development, particularly when it is proposed beyond the practical reach of municipal sewer and/or water services. The feasibility of extending these services can be more challenging in smaller communities where there is less commercial development and a lower tax base to invest in community development.
  - Cache County could explore cluster or transferred growth (TDR) options with density bonus incentives adjacent to municipalities when services cannot be provided. This approach could be a catalyst for preserving surrounding open space areas, including sensitive areas, trail corridors, and agricultural areas.

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- County transferred growth adjacent to existing communities may warrant new road and utility standards that are designed to be consistent with an adjacent community's development standards for roads, pathways, open space for recreation, etc.
  - Development throughout the Cache County unincorporated area has typically occurred at very low residential densities based on individual wells and septic systems provided on each parcel or lot.
  - Group water systems and septic systems could support the establishment of moderate to higher density receiving zones through a TDR (Transferable Development Right) program as a means to transfer density from surrounding open space areas and preserve open space.
    - Additional development density could be established within the County's unincorporated area through (1) a County Water District to support the development of new public water systems, and (2) a septic service district to support the establishment, operation, and inspection of group septic systems.
    - Group septic systems require consolidated drainage areas (roughly 30% of the development area) that could be used for recreation, and SPIN (Small Plot Intensive) agriculture, or common gardening areas.

## LAND USE CONNECTIVITY AND MOBILITY

- **Connectivity and Mobility:** As development occurs in County unincorporated areas, the County will require roads to be improved and expanded to provide access and improve the County's road grid consistent with **County Transportation Master Plan**, the **Cache Metropolitan Planning Organization Long Range Plan**, and the **Cache County Road Manual**.
  - Grid or continuous flow public roads rather than dead-end streets result in more efficient maintenance, snow removal, and provision of services. A road grid for connectivity and access to new growth areas provides better route access for Fire and EMT, deliveries, and general circulation.
  - All roads shall be located on the grid, and rights-of-way should vary based on roadway functional classification.
  - New development follows a grid pattern for all new roads being constructed wherever practical, with connections to existing and future planned roads and adjacent properties as development progresses.
  - The road grid generally follows north/south and east/west orthogonal directions although variations or modified grid patterns may be necessary to avoid steep slopes, sensitive lands, or protected areas.

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- Spacing of the grid or distance between road intersections may vary based on the density of new development to gain access and receive services such as road maintenance, snow plowing, Fire/EMT, garbage, deliveries, etc.
  - Two points of access required for more than 30 homes, per the Fire Code
  - For example, where clustered or transferred development may be more concentrated, a tighter grid spacing would be required, while areas preserved for open space would require minimal road connectivity.

### **OPPORTUNITIES TO EXPLORE THROUGH COLLABORATION WITH COMMUNITIES**

- Timing, character, and approach to balancing growth and land preservation within the future annexation areas of each existing community.
- Interlocal agreements and annexation agreements to establish land use master plans within future annexation areas..
- Appropriate density bonus incentives for trails and greenway corridors, particularly along drainages and riparian areas.
- Density bonus incentives that encourage property owners to explore cooperation in master-planning larger consolidated land areas, with emphasis on development transfers for equity and beneficial outcomes.
- Growth patterns are achieved in cooperation with municipalities, or independent of municipal annexations and development to shape growth. A land development pattern may be established to support the preservation of sensitive areas, trail corridors, and agricultural open space areas. This can be achieved through inter-local cooperation between the County and Cities.
- More compact growth patterns place less pressure on open land areas, including areas that could be preserved or reserved for future development through Cluster, TDR, or PDR.

	Scenario 1. Expansive Growth			Scenario 2. Clustered Development			Scenario 3. Transferred Development			Notes relating to changes from 2022 to 2040
	Total	Cities / Towns	Unincorp	Total	Cities / Towns	Unincorp	Total	Cities / Towns	Unincorp	
New Household Population	48,107	45,804	2,303	48,107	45,804	2,303	48,107	45,804	2,303	Increase of household (H.H.) population
Group Quarters Population	586	586		586	586		586	586		Increase of group quarters pop. (i.e. assisted living)
New Employees	43,632	43,606	26	43,632	43,606	26	43,632	43,606	26	Increase of new Employees
New Households	22,118	21,133	985	22,118	21,133	985	22,118	21,133	985	Total new H.H. units
SFD Units	16,133	15,194	939	11,462	10,605	857	10,562	9,704	857	Increase of Single Family Dwelling (SFD) Units
16,902 ADU's	768	722	46	768	722	46	1,033	993	39	Increase of Accessory Dwelling Units (ADU's)
% SFD with ADU's	4.8%	3.4%	4.7%	6.7%	3.4%	4.7%	9.8%	4.7%	4.0%	Percentage of new SFD Units with an ADU
(SFD / ADU Units per Acre)	1.5	3.3	0.16	1.7	3.2	0.22	2.7	3.5	0.32	SFD gross density (Units per Acre)
SFD / ADU Developed Acres	11,152	4,838	6,315	7,137	3,570	3,567	4,340	3,084	1,255	
Townhome Units	3,114	3,114	0	4,251	4,172	79	4,981	4,902	79	
(Units per Acre)	13.34	13.3	N/A	13.5	13.5	12.5	13.4	13.5	12.5	
Townhome Developed Acres	233	233		316	310	6.3	370	364	6.3	
Multi-Family Units	2,102	2,102	0	5,358	5,358	0	5,570	5,570	0	
(Units per Acre)	24.6	24.6	N/A	24.7	24.7	N/A	25.0	25.0	N/A	
Multi-Family Developed Acres	85	85		217	217		223	223		
Nonresidential Development Acres	1684	1669	15	1684	1669	15	1684	1669	15	
Total Developed Acres	13,645	7,986	7,278	9,735	6,429	3,946	6,923	5,666	1,346	Total developed acres of all land use types
Preserved Acres	1,092	N/A	1,092	2,960	N/A	2,960	6,728	N/A	6,728	Total acres of preserved land through clustering / TDR
% Preserved (of Developed and Preserved)	7.4%	N/A	N/A	23.3%	N/A	N/A	49.3%	N/A	N/A	% of land preserved through land development
Parks and Trails Developed Acres	150.8	142.3	8	150.8	142.3	8	150.8	142.3	8	
Road / Utility Miles	315.1	257.9	57.1	237.5	200.8	36.8	201.2	182.8	18.4	Total road miles (and utility line miles)
Arterial / Collector Road Miles	70.53	47.79	22.74	51.07	38.74	12.33	38.64	34.44	4.21	Total miles of arterial / collector roads / streets
Arterial & Collector R-O-W Acres	339.2	226.1	113.1	230.6	153.7	76.9	155.8	103.9	51.9	
Arterial / Collector Infrastructure	\$155,666,337	\$137,472,185	\$18,194,151	\$120,686,027	\$110,820,126	\$9,865,901	\$101,853,177	\$98,489,124	\$3,364,053	
Art. & Coll. Road / Utility Costs per 1,000	\$3,235,835	\$3,001,287	\$7,901,619	\$2,508,700	\$2,419,420	\$4,284,706	\$2,117,222	\$2,150,210	\$1,460,990	Road / utility costs per 1,000 residents as a cost comparison
Water Use (GPD per Person)	356.0	353.7	401.5	309.3	307.2	351.9	296.9	296.6	303.1	Reduced lot sizes / landscape area reduces outdoor water use
Water Use (GPD per Person), 25% Conservation	267.0	265.3	301.1	232.0	230.4	263.9	222.7	222.4	227.4	Potential 25% water use reduction through water-wise landscapir



# APPEDIX A: URBAN AND RURAL AREA ASSESSMENT

## GROWTH SCENARIOS

The project scope of work identified a minimum of three growth scenarios including 1) Baseline Growth (based on historic trends); 2) Growth mostly occurring in rural areas; and 3) growth mostly occurring in urban areas. These scenarios are described in the primary document of this plan component "**Cache County Urban and Rural Area Assessment - A 'Cost of Services' Analysis of Alternative Development Patterns.**" The scenario titles in this report have been updated based on land use strategies identified during the general plan update process, recognizing that each scenario is consistent with the original intent of the required growth scenarios. The original contemplated scenario titles and updated titles are listed as follows:

- 1) Scenario 1. '**Baseline Growth**' title is updated to '**Expansive Growth**' 2) Scenario
2. '**Growth mostly occurring in rural areas**' is updated to the title of '**Clustered Development**'
- 3) **Scenario 3. 'Growth mostly occurring in urban areas'** is updated to the title of '**Transferred Development**'

The assumption is that the future population projections for each growth scenario will remain the same, but the land uses affiliated with the growth scenario will shift to estimate growth patterns.

## ANALYSIS OF GROWTH PATTERNS FROM 2010 TO 2020

Horrocks studied growth patterns from the previous 10 years throughout the County, a time period that has included an economic recession as well as an economic boom. With opposing economic situations occurring during the same decade, it is assumed that the growth between 2010 and 2020 represents a solid foundation to estimate average growth into the future.

To provide an overview of recent growth, the parcels developed throughout the County were mapped with the northern and southern areas of the county shown in **Figure 1** and **Figure 2**, respectively with the number of residential dwellings, commercial and institutional development in **Table 1** and **Table 2**.

Figure 1: Development in Cache County Since 2010 (Northern Area)

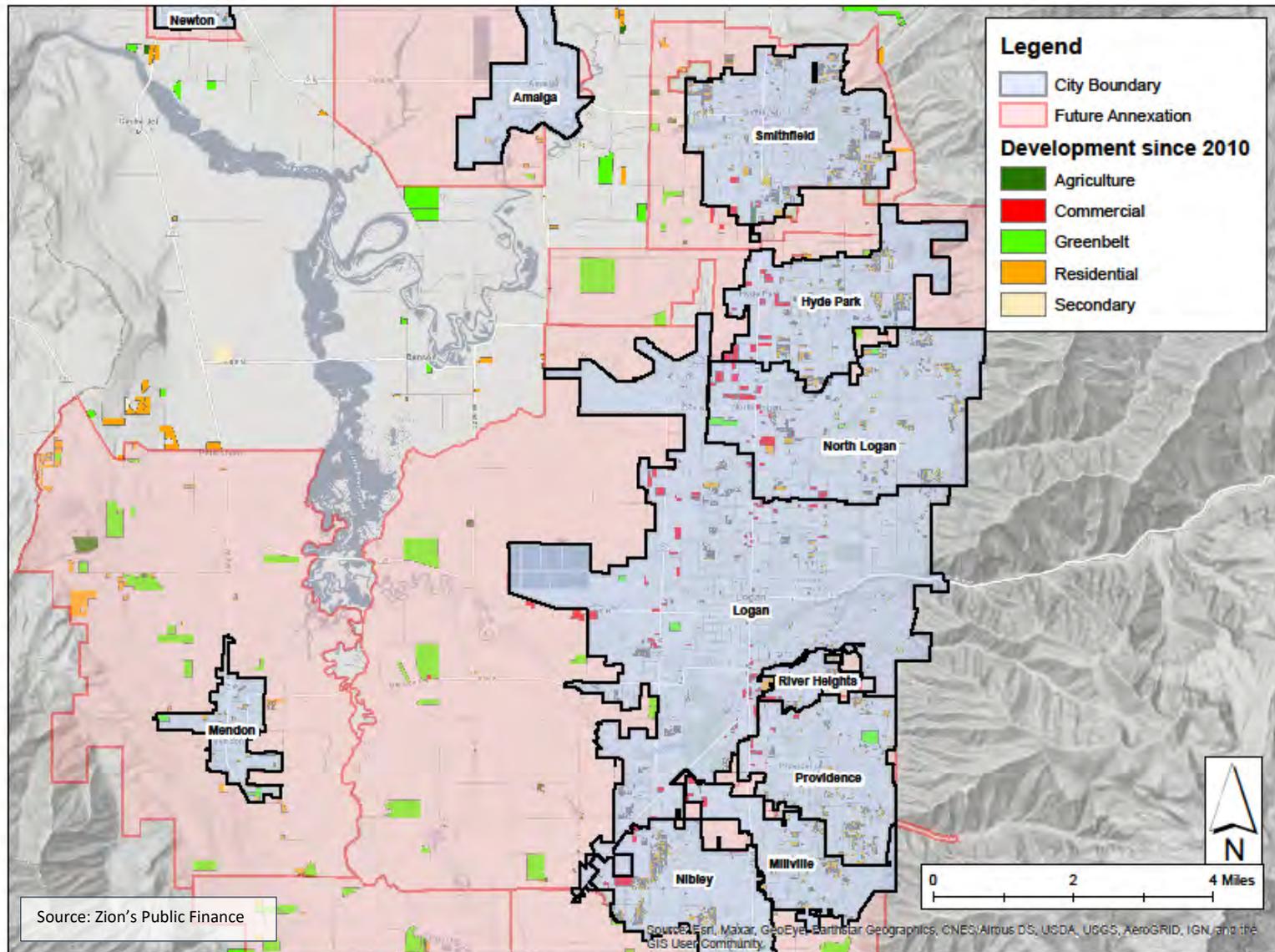
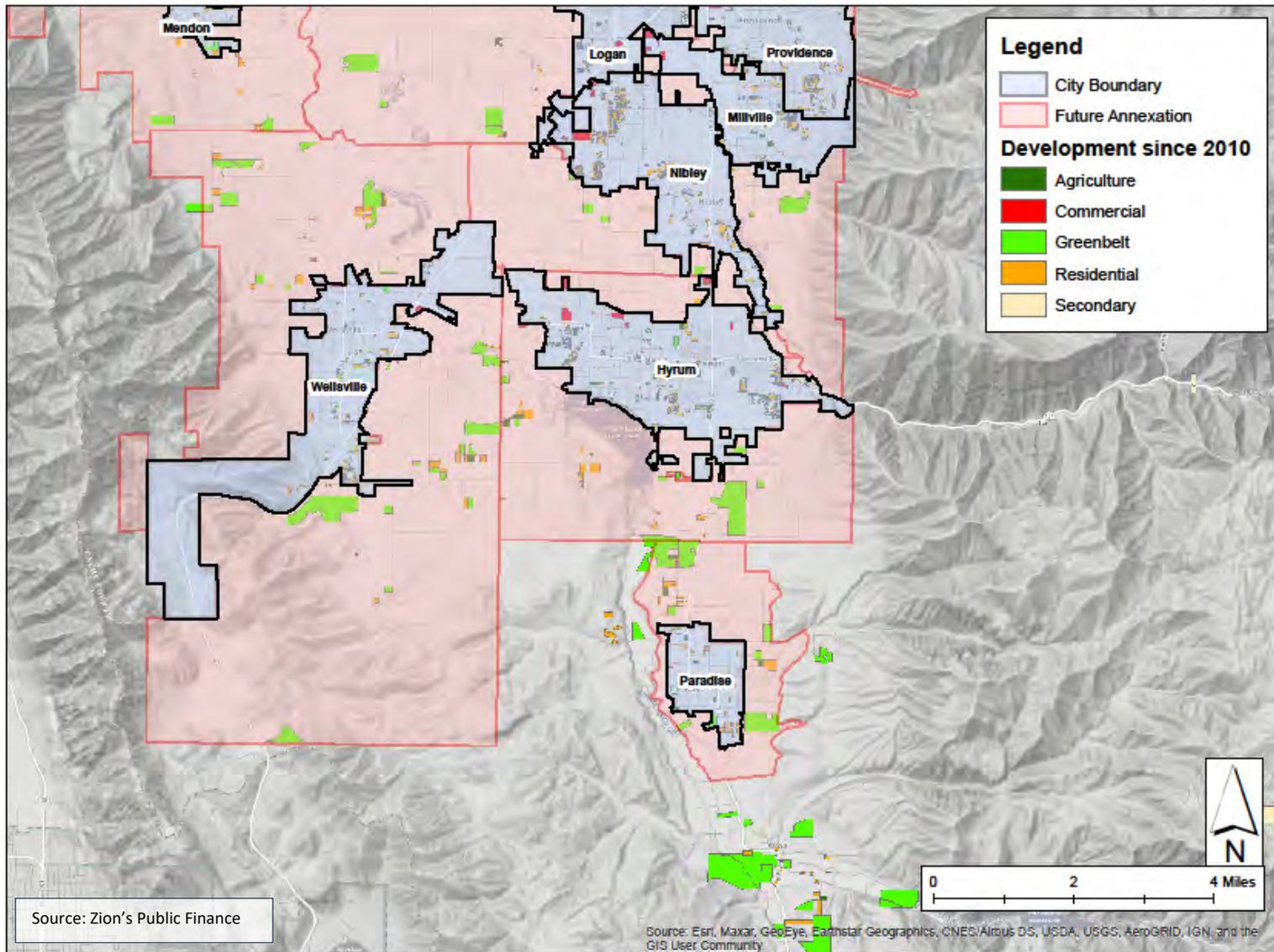


Figure 2: Development in Cache County Since 2010 (Southern Area)



**Table 1: Residential Dwellings developed Since 2010**

Community	Residential Dwellings Added
Smithfield	1,136
Logan City	961
Hyrum	522
North Logan	471
Nibley	405

**Table 2: Commercial and Institutional Development Since 2010**

Community	Commercial Development Added	Institutional Development Added
Logan City	243	52
North Logan	34	9
Smithfield	23	5
Hyde Park	20	4
Hyrum	0	33

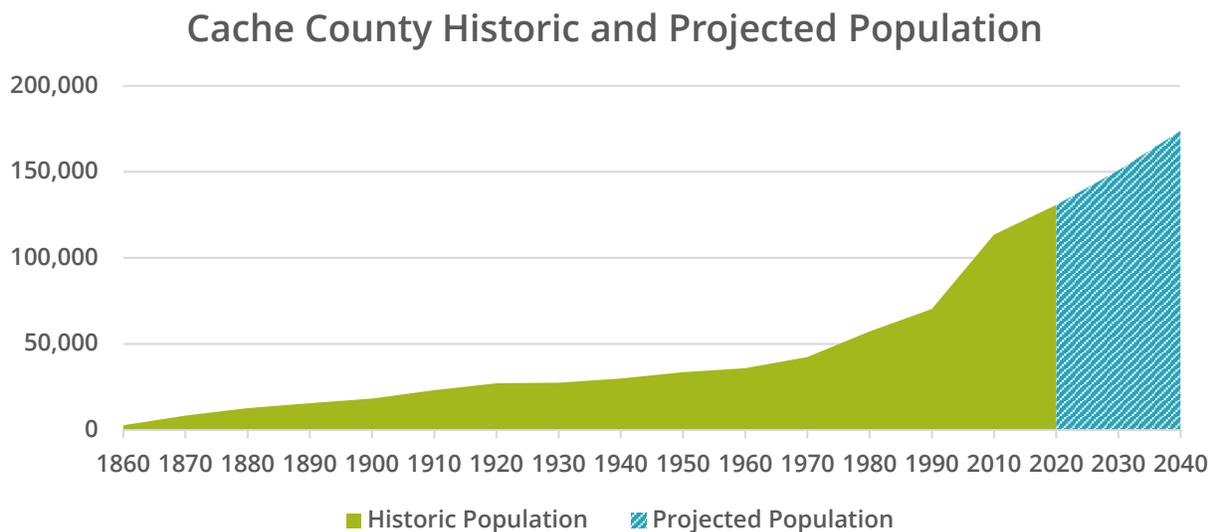
The following describes some observations from the data gathered in **Figure 1**, **Figure 2**, **Table 1** and **Table 2**:

- A significant amount of growth occurred within City Boundaries with development spread throughout the unincorporated County area.
- In northern Cache County, within Hyde Park and North Logan, a lot of commercial development happened along US-91.
- Residential development occurred mainly within municipal boundaries, except for a few areas:
  - Between Smithfield and Amalga
  - South of Newton
  - North of Mendon
  - North and East of Wellsville
  - Surrounding Paradise
- There was little development along the current municipal boundary lines.

### POPULATION PROJECTIONS

Horrocks reviewed all available data to estimate population projections based on current growth patterns. Included in the Cache County Existing Conditions and Policy Gap report, the population growth is estimated to follow a similar pattern as seen from 2010-2020 and is shown in **Figure 3** (Figure 2 of the Existing Conditions and Policy Gap Report), with an estimated population of 170,000 by 2040.

Figure 3: Cache County Historic and Projected Population



**Water Connections Estimate of Population Growth**

Another method to estimate population and growth trends is to review water connections. Table 3 shows the total 2010 total population estimate based on water connections at 105,992, compared to the 2020 population estimate of 128,625 for a total estimated growth of 22,633 over the decade.

Table 3: Total County-wide Population Growth from 2010 – 2020 (Based on Water Connections)

2010 Population	2020 Population	Growth (Pop)
105,992	128,625	22,633

Existing projection data provided by the Kem C. Gardner Policy Institute 2015-2065 State and County Projections released in July 2017 was reviewed. The data shows a 10-year growth of 20,294 as shown in Table 3. The 2020 population in this report is 3,000 higher than the actual 2020 population from the Existing Conditions and Policy Gap Report.

Table 3: Kem C. Gardner Policy Institute 2010-2020 Growth

Source	2010 Population	2020 Population	Difference from Policy and Gap Report
Existing Conditions and Policy Gap	113,307	133,601	3,000

To determine the growth to establish a baseline condition, Horrocks reviewed the growth patterns included in the Existing Conditions and Policy Gap report, the Kem C. Gardner Policy and by using Water Connections. The Existing Conditions and Policy Gap report and water connections assume straight line

growth, meaning the 10-year growth from 2010-2020 is applied every 10-years to establish a 2040 population. The Kem Gardner Policy Institute shows a little more aggressive growth between 2020-2040 but is based on household and socioeconomic data throughout the county. As shown in **Table 4**, the growth from 2020-2040 ranges from 39,200 to 51,050.

**Table 4: Population Projection Summary**

Source	2020 Population	2040 Population	Growth
Existing Conditions and Policy Gap	130,739	170,000	39,261
Kem. Gardner Policy	133,601	184,635	51,034
Water Connections	128,625	173,891	45,266

Assuming the same growth patterns for each growth reviewed, Horrocks looked at the 2040 population if the 2020 populations were set to match the Existing Conditions and Policy Gap Report. **Table 5** shows that even with a similar starting population, using both the water connections data and Kem C. Gardner Policy yields higher projected population data.

**Table 5: Population Projection Summary (Assuming Similar 2020 Populations)**

Source	2020 Population	2040 Population	Difference from Existing Conditions Report
Existing Conditions and Policy Gap	130,739	170,000	-
Kem. Gardner Policy	130,739*	181,773	11,773
Water Connection	130,739*	176,005	6,005

After review, we believe these three methodologies provide a realistic range for growth from 2020-2040 and beyond and will be used as the baseline growth for the analysis.

## ASSESSMENT CRITERIA FOR EACH SERVICE

### SEWER

Currently in unincorporated Cache County and some of the smaller towns such as Mendon, Newton Paradise and other communities, development uses individual private septic systems for sewer. The following are municipalities within the County that have full-service sewer systems:

- **Logan Regional Wastewater Treatment Facility** – Collects sewer for Logan City, Utah State University, Smithfield, Hyde Park, North Logan, River Heights, Providence and Nibley
- **Individual Community Sewer Systems:** Hyrum City, Wellsville City, Lewiston City, Richmond City
- **Planned Sewer System:** Millville City

Analysis assumes that most development occurs in areas where there are sewer systems and available water resources as septic tanks are typically installed and maintained by private development in areas with fewer services.

The greatest impact to sewer is due to the type of future uses as well as the location of the development. For each growth scenario, the analysis generates an estimate of sewer improvements needed based on the current master planning for each system and how project costs and how timelines could be changed.

### WATER

The analysis for water will be split into two sections, Culinary and Agriculture (Irrigation).

For Culinary, the analysis will be based on the supply and demands based on growth. In addition to this, it is assumed that the goal created by the Division of Water Resources (DWRe) of 25% reduction will be reached by 2025. The impact of future growth, outside of the demand for water, is the infrastructure required to serve new development. The Existing Conditions White Paper shows future deficiency on supply based on proposed future populations. For each growth scenario, the analysis will look at the overall water demand based on the location and type of development and provide, at a high level, the improvements required to meet those demands.

For Irrigation, the analysis will look at the current usage for agriculture from the Blacksmith Fork River, High Creek, Little Bear River, Logan River, Lower Bear River and Summit Creek. The analysis will look at how much irrigation water is required per land use based on current conditions. For each growth scenario, the required irrigation per land use will be applied to determine the required water required for the county.

### ROADWAYS

Transportation networks are important for economic development and travel within the County. Roadway capacities are based on the type of roadway and number of lanes. All cities have a transportation element to their General Plan that includes proposed roadway networks that plan to

meet the demands of future growth. Cache County also has a transportation plan in place to help meet the demands of future growth.

Typically, roadway performance is measured in Level of Service (LOS) based on roadway volumes and functional classification. Roadway volumes in the unincorporated areas will mainly be lower volume roadways and roadway capacity will not be a problem. Therefore, capacity analysis will not be included as part of the overall analysis. This analysis will focus on the current plans and connectivity future roadways bring to the County. For each growth scenario, an approximate cost for roadway infrastructure will be assigned based on the type and location of development to determine impacts to the roadway network. The analysis will also determine if the current projects within the master plan would be altered due to growth patterns.

### **Determine Length of New Roadway Based on Typical Land Use**

Using the growth provided for residential and non-residential, the length of new roadways can be estimated using typical sizing for land uses in the County. For this analysis, the density per acre for residential as well as the typical roadway sizing for Local, Collector, and Arterial roadways in the county. Specifically, the analysis looked at land uses and densities for single family and multi-family homes to determine the gross acreage for each additional residential unit.

Good transportation planning practices place roadways in as close to a grid system as possible with proper spacing between Collector and Arterial roadways. National guidance from the Federal Highway Administration (FHWA) indicates Collectors should be spaced every  $\frac{1}{4}$  -  $\frac{1}{2}$  mile with Arterials at  $\frac{1}{2}$  - 1 mile. For this analysis, Horrocks will use  $\frac{1}{2}$  and 1 mile spacing for Collector and Arterial roadways, respectively.

Also included in the analysis is a factor for each city specifically for “Leapfrog” development. This is to take in to account the variability of where development occurs, since development will not occur directly next to each other. This increases the number of roadway miles needed to connect development together.

Typical roadway Right-of-Way (ROW) widths will also be used to calculate the amount of the gross acres from residential and non-residential development will be used for the allocation of Collector and Arterial roadways. Since the municipalities and unincorporated counties will pay for the upsize from a local roadway to an Arterial or Collector.

Arterials and Collector roadways will be built differently depending on their location based on City or County standards. To best estimate impacts throughout the County, there are three types of roadways that will be used, listed below. The designation for each City is included in **Table 6**. The total cost for new roadways are calculated based on the total roadway miles.

**Type 1: Urban/Suburban Areas (higher density)** – Includes roadway, bike lanes/parking, curb & gutter, parkstrip and sidewalks fit within a concise area to preserve space for higher density development

**Type 2: Rural Areas (Lower Density)** – Similar characteristics to a Type 1 but includes wider side treatments set in areas more suburban rural.

**Type 3: County** – County roadways with roadway and shoulders and minimal side treatments.

The total cost for new roadways based on current growth trends are calculated based on the total roadway miles of each roadway.

**Table 6: Roadway Type for Each Community**

Community	Roadway Type	Community	Roadway Type
Logan	Type 1	Mendon	Type 2
North Logan	Type 1	Amalga	Type 2
Hyde Park	Type 1	Paradise	Type 2
Smithfield	Type 1	River Heights	Type 1
Providence	Type 1	Lewiston	Type 2
Hyrum	Type 1	Trenton	Type 2
Nibley	Type 1	Newton	Type 2
Millville	Type 1	Clarkston	Type 2
Richmond	Type 2	Cornish	Type 2
Wellsville	Type 1	County Unincorporated	Type 3

**Impacts on Water Infrastructure and Use**

The analysis to determine impacts for Water can be split into two analyses: Infrastructure and Use. Water infrastructure is correlated with the number of roadway miles built. As the roadway miles increases, so does the pipe required to connect new development. Therefore, for roadways within areas with water systems, the length of new Arterial and Collector roadways is also the length of pipe required for waterlines. This assumes all development will provide waterlines within their development and is not an impact to the Cities or County.

Water use is split into irrigation and culinary water as there is one system used for both. Based on the most recent study completed in Cache County (JUB, 2019), Cache County uses 130 gallons per day per person.

**Culinary Water Use**

Horrocks coordinated with County Staff to determine the demand for water based on current growth trends with the assumption of 130 gallons a day per person. Analysis for non-residential uses was completed using a similar methodology by reviewing the total number of employees calculated in . The additional input was to determine the total gallons of water use per day for each non-residential use.

**Irrigation Water Use**

Horrocks coordinated with County staff to determine irrigation water depending on the average lot size and approximate irrigation acreage per residential use type. County staff helped Horrocks to determine the rate of irrigation water use by providing the percentage of the non-residential uses that would be irrigated. As part of this analysis, additional uses that typically use significant irrigation water were added with schools, churches, and parks.

**Impacts on Sewer Infrastructure**

The sewer infrastructure is correlated with the number of roadway miles built that include sewer infrastructure. As the roadway miles increases, so does the pipe required to connect new development. Therefore, for roadways within areas with sewer systems, the length of new Arterial and Collector roadways is also the length of pipe required for waterlines for areas with sewer systems. It is assumed that the municipalities in charge of the sewer infrastructure will implement the mitigations necessary to provide appropriate treatment for the sewer demand.

**SUPPLEMENTAL ANALYSIS FOR FIRE & EMS AND LAW ENFORCEMENT**

**Fire and EMS**

The service that Fire and EMS provide the County is one of the most vital due to its nature of responding to emergencies. As growth occurs, it is typical at a minimum to maintain the current response time per capita. Currently, in Cache County there are 14 Fire Stations. For each growth scenario, the analysis will investigate how development changes travel times based on distance traveled to new development and what improvements are needed to maintain current response time per capita.

**Impacts on Fire and EMS**

Fire and EMS are correlated with the population growth. To determine the required deputized and part-time staff to serve future need, it is assumed that the same proportion of current deputized and part-time staff and population will be met in the future. **Table 7** shows that to meet the future population demand for Fire and EMS, Cache County will need 32 Deputized Staff and 7 Part-Time Staff totaling 38 staff which will cost \$551 per 1,000 population growth.

**Table 7: Impact on Fire and EMS**

Jurisdiction	Existing Staff	Existing Population	Staff/Existing Population	Future Population	Future Need	Cost per Staff (Average)	Cost per 1,000 Pop Growth
Deputized Staff	20	5,657	1/283	7,960	29	\$102,929	\$402
Part-Time Staff	4		1,415		6		
<b>Total</b>	<b>24</b>		<b>1/236</b>		<b>35</b>		

**Law Enforcement (Sheriff)**

Police as a service provides a very important role, similar to Fire and EMS within the County and is measured in a similar way. As growth occurs, this analysis will focus on maintaining existing response times. Currently, in Cache County there are 135 full deputized staff and seven part-time staff. For each growth scenario, the analysis will investigate how development changes travel times based on distance traveled to new development and what improvements are needed to maintain current response time per capita.

**Impacts on Law Enforcement (Sherriff)**

Law Enforcement is correlated with the population growth. To determine the required deputized and part-time staff to serve future need, it is assumed that the same proportion of current deputized and part-time staff and population will be met in the future. **Table 8** shows that to meet the future population demand for Fire and EMS, Cache County will need 210 Deputized Staff and 11 Part-Time Staff totaling 221 staff which will cost \$3,892 per 1,000 population growth.

**Table 8: Impact on Law Enforcement (Sherriff)**

Jurisdiction	Existing Staff	Existing Population	Staff/Existing Population	Future Population	Future Need	Cost per Staff (Average)	Cost per 1,000 Pop Growth
Deputized Staff	135	136,132	1/36	183,982	183	\$102,929	\$551
Part-Time Staff	7		1/678		10		
<b>Total</b>	<b>142</b>		<b>1/34</b>		<b>193</b>		

## APPENDIX B. COST-OF-SERVICE MODEL

### Background

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Zions Public Finance, Inc. created a cost-of-service model that provides the County with the ability to forecast varying growth scenarios, with specific fiscal impacts of various development types (i.e., residential, retail, office, industrial, hotel), densities of development, valuation and pricing of development, and geographic distance from existing core service centers. Sensitivity analysis can be conducted by changing numerous inputs in the model, including:

- Inflation rates
- Property tax increases
- Revenue growth rates (i.e., sales tax revenues, road funds, etc.)
- Growth in personnel and department costs
- Development absorption rates
- Market and taxable values of various types of development
- Fixed v. variable costs of service provision
- Density of development (dwelling units per acre, floor area ratios)
- Geographic distance from core service centers

The information gained from this complex model is summarized on a “Summary” tab in Excel and provides the following information to the County in its decision making:

- Net operating revenues by year
- Fiscal impacts of new development
- Net revenues per acre

The consultants have met with the County on several occasions to demonstrate how the model works and are providing the Excel model to the County as part of this study.

### Scenario Analysis

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The consultants have analyzed development in Cache County under a variety of scenarios, a few of which are included in this summary of the cost-of-service model:

- Residential v. commercial development
- Density of residential development
- Home prices per unit
- Geographic location in terms of distance from core services

The analysis shows positive fiscal impact trends resulting from the following factors:

- Commercial development
- Higher home prices and valuation for tax purposes
- Development in geographic locations closer to existing core services
- Higher density development

Negative fiscal impact trends are more closely related to:

- Lower-value residential development
- Development in geographic locations further removed from core service areas
- Lower density development

All scenarios are analyzed in comparison to the “Base Case Scenario” which includes the following assumptions for residential development as well as the assumption of 50 single-family and 50 multi-family residential units absorbed per year.

TABLE 1: BASE CASE ASSUMPTIONS

	Central	Periphery	Emerging
Variations by Area	Area 1	Area 2	Area 3
Single-Family Residential Value	110%	100%	90%
Multi-Family Residential Value	110%	100%	90%
Single-Family Residential Value	\$495,000	\$450,000	\$405,000
Multi-Family Residential Value	\$242,000	\$220,000	\$198,000
Single-Family Units per Acre	4	4	4
Multi-Family Units per Acre	12	12	12

Scenarios are further analyzed by 3 geographic locations as follows:

- Central – Area 1: within 0.5 miles of existing services
- Periphery – Area 2: within 1 mile of existing services
- Emerging – Area 3: within 3 miles of existing services

## Summary of Case Scenarios

While thousands of scenarios can be run with the Excel model, a comparison of a few scenarios analyzed in this report is shown in the table below:

TABLE 2: SUMMARY COMPARISON OF SCENARIOS – NET REVENUES PER ACRE

Net Revenues per Acre	Year 1	Year 5
<b>Distance Analysis</b>		
1 - Central; residential only; SF 4 units per acre; MF 12 units per acre	\$575	\$253
2 - Periphery; residential only; SF 4 units per acre; MF 12 units per acre	\$377	\$52
3 - Emerging; residential only; SF 4 units per acre; MF 12 units per acre	\$42	(\$290)
<b>Development Type Analysis</b>		
1 - Central; residential - SF 4 units per acre, MF 12 units per acre; 2 acres per year of retail and office	\$1,967	\$1,654
<b>Density Analysis</b>		
1 - Central; residential only; SF 6 units per acre; MF 18 units per acre	\$818	\$332

<b>Net Revenues per Acre</b>	<b>Year 1</b>	<b>Year 5</b>
2 - Periphery; residential only; SF 6 units per acre; MF 18 units per acre	\$500	\$10
3 - Emerging; residential only; SF 6 units per acre; MF 18 units per acre	(\$21)	(\$523)
<b>Pricing Analysis – Increased Valuations</b>		
1 - Central; residential only; SF 4 units per acre; MF 12 units per acre	\$768	\$447
2 - Periphery; residential only; SF 4 units per acre; MF 12 units per acre	\$569	\$246
3 -Emerging; residential only; SF 4 units per acre; MF 12 units per acre	\$235	(\$96)
<b>Pricing Analysis – Decreased Valuations</b>		
1 - Central; residential only; SF 4 units per acre; MF 12 units per acre	\$383	\$58
2 - Periphery; residential only; SF 4 units per acre; MF 12 units per acre	\$184	(\$142)
3 - Emerging; residential only; SF 4 units per acre; MF 12 units per acre	(\$151)	(\$484)

Some of the increasing negative fiscal impacts of development, over time, is attributed to the fact that both the General Fund and Municipal Fund are considered in this analysis. The Municipal Fund does not receive any property tax revenues and no property tax increases are forecast for the General Fund. Given inflationary costs, the County therefore will see decreasing net revenues over time in any development scenario.

## Distance

The three scenarios analyzed in this section vary the distance from core services and use the assumptions shown in the table below for property value and densities. All scenarios assume residential development of 50 units of single-family and 50 units of multi-family development per year.

TABLE 3: ASSUMPTIONS

	<b>Central</b>	<b>Periphery</b>	<b>Emerging</b>
<b>Variations by Area</b>	<b>Area 1</b>	<b>Area 2</b>	<b>Area 3</b>
Single-Family Residential Value	110%	100%	90%
Multi-Family Residential Value	110%	100%	90%
Single-Family Residential Value	\$495,000	\$450,000	\$405,000
Multi-Family Residential Value	\$242,000	\$220,000	\$198,000
Single-Family Units per Acre	4	4	4
Multi-Family Units per Acre	12	12	12
Distance to Area - not weighted miles	0.5	1	3

Throughout this report, three areas are listed for a variety of development options. These areas are based on distance from core services.

- Central – Area 1 – 0.5 miles
- Periphery – Area 2 – 1 mile
- Emerging – Area 3 – 3 miles

Results indicate that net revenues decrease over time for all three scenarios due to the inflationary costs projected in the model. In general, because the County has many fixed costs in place, new development and growth benefit the County. However, net revenues decrease over time due to inflationary factors under all scenarios.

TABLE 4: DISTANCE SCENARIO – CENTRAL AREA 1

	Year 1	Year 5
<b>Area</b>	<b>1</b>	<b>1</b>
Single-Family Residential Units Total to Date	50	250
Multi-Family Residential Units Total to Date	50	250
Non-Residential SF Total to Date	0	0
Total Acres Developed	17	83
General Fund Net Revenues	\$12,046	\$49,425
Municipal Services Net Revenues	(\$2,455)	(\$28,372)
TOTAL Net Revenues	\$9,591	\$21,053
<b>Net Revenues per Acre</b>	<b>\$575</b>	<b>\$253</b>

TABLE 5: DISTANCE SCENARIO – PERIPHERY AREA 2

	Year 1	Year 5
<b>Area</b>	<b>2</b>	<b>2</b>
Single-Family Residential Units Total to Date	50	250
Multi-Family Residential Units Total to Date	50	250
Non-Residential SF Total to Date	0	0
Total Acres Developed	17	83
General Fund Net Revenues	\$8,833	\$33,235
Municipal Services Net Revenues	(\$2,556)	(\$28,896)
TOTAL Net Revenues	\$6,277	\$4,340
<b>Net Revenues per Acre</b>	<b>\$377</b>	<b>\$52</b>

TABLE 6: DISTANCE SCENARIO – EMERGING AREA 3

	Year 1	Year 5
<b>Area</b>	<b>3</b>	<b>3</b>
Single-Family Residential Units Total to Date	50	250
Multi-Family Residential Units Total to Date	50	250
Non-Residential SF Total to Date	0	0
Total Acres Developed	17	83
General Fund Net Revenues	\$5,621	\$17,058
Municipal Services Net Revenues	(\$4,919)	(\$41,194)
TOTAL Net Revenues	\$701	(\$24,136)

	Year 1	Year 5
<b>Net Revenues per Acre</b>	<b>\$42</b>	<b>(\$290)</b>

## Development Types

The following scenario assumes the addition of 2 acres of retail and 2 acres of office space per year, in addition to the 50 single-family residential and 50 multi-family units shown above. This analysis demonstrates how the addition of commercial development has significant positive fiscal impacts. This analysis is conducted only for the “Central – Area 1” where commercial development is more likely to occur.

TABLE 7: BASE DEVELOPMENT WITH THE ADDITION OF COMMERCIAL DEVELOPMENT

	Year 1	Year 5
<b>Area</b>	<b>1</b>	<b>1</b>
Single-Family Residential Units Total to Date	50	250
Multi-Family Residential Units Total to Date	50	250
Non-Residential SF Total to Date	54,886	274,428
Total Acres Developed	21	103
General Fund Net Revenues	\$21,564	\$97,288
Municipal Services Net Revenues	\$19,089	\$73,646
TOTAL Net Revenues	\$40,653	\$170,934
<b>Net Revenues per Acre</b>	<b>\$1,967</b>	<b>\$1,654</b>

## Densities of Development

This section of the report explores the impacts of different densities of development, increasing density on single-family units from 4 to 6 units per acre and from 12 to 18 units per acre for multi-family.

TABLE 8: INCREASED DENSITIES OF DEVELOPMENT – AREA 1

COST PER ACRE ANALYSIS		Year 1	Year 5
<b>Area</b>		<b>1</b>	<b>1</b>
Single-Family Residential Units Total to Date		50	250
Multi-Family Residential Units Total to Date		50	250
Non-Residential SF Total to Date		0	0
Total Acres Developed		11	56
General Fund Net Revenues		\$12,046	\$49,425
Municipal Services Net Revenues		(\$2,960)	(\$30,998)
TOTAL Net Revenues		\$9,086	\$18,427
<b>Net Revenues per Acre</b>		<b>\$818</b>	<b>\$332</b>

TABLE 9: INCREASED DENSITIES OF DEVELOPMENT – AREA 2

COST PER ACRE ANALYSIS		Year 1	Year 5
<b>Area</b>		<b>2</b>	<b>2</b>
Single-Family Residential Units Total to Date		50	250

<b>COST PER ACRE ANALYSIS</b>	<b>Year 1</b>	<b>Year 5</b>
Multi-Family Residential Units Total to Date	50	250
Non-Residential SF Total to Date	0	0
Total Acres Developed	11	56
General Fund Net Revenues	\$8,833	\$33,235
Municipal Services Net Revenues	(\$3,278)	(\$32,655)
TOTAL Net Revenues	\$5,555	\$580
<b>Net Revenues per Acre</b>	<b>\$500</b>	<b>\$10</b>

TABLE 10: INCREASED DENSITIES OF DEVELOPMENT – AREA 3

<b>COST PER ACRE ANALYSIS</b>	<b>Year 1</b>	<b>Year 5</b>
<b>Area</b>	<b>3</b>	<b>3</b>
Single-Family Residential Units Total to Date	50	250
Multi-Family Residential Units Total to Date	50	250
Non-Residential SF Total to Date	0	0
Total Acres Developed	11	56
General Fund Net Revenues	\$5,621	\$17,058
Municipal Services Net Revenues	(\$5,859)	(\$46,087)
TOTAL Net Revenues	(\$239)	(\$29,030)
<b>Net Revenues per Acre</b>	<b>(\$21)</b>	<b>(\$523)</b>

## Pricing and Valuation

The pricing and valuation analysis increases unit values from those shown in Table 11, as used in the base assumptions, to the values shown in Table 12.

TABLE 11: BASE RESIDENTIAL PRICING

<b>Unit Type</b>	<b>Central - Area 1</b>	<b>Periphery - Area 2</b>	<b>Emerging - Area 3</b>
Single-Family Residential Value	110%	100%	90%
Multi-Family Residential Value	110%	100%	90%
Single-Family Residential Value	\$495,000	\$450,000	\$405,000
Multi-Family Residential Value	\$242,000	\$220,000	\$198,000

TABLE 12: INCREASED RESIDENTIAL PRICING

<b>Unit Type</b>	<b>Central - Area 1</b>	<b>Periphery - Area 2</b>	<b>Emerging - Area 3</b>
Single-Family Residential Value	120%	110%	100%
Multi-Family Residential Value	120%	110%	100%
Single-Family Residential Value	\$540,000	\$495,000	\$450,000
Multi-Family Residential Value	\$264,000	\$242,000	\$220,000

The increased residential pricing results in positive fiscal impacts to the County.

TABLE 13: PRICING AND VALUATION INCREASED – CENTRAL AREA 1

<b>COST PER ACRE ANALYSIS</b>	<b>Year 1</b>	<b>Year 5</b>
<b>Area</b>	<b>1</b>	<b>1</b>
Single-Family Residential Units Total to Date	50	250
Multi-Family Residential Units Total to Date	50	250
Non-Residential SF Total to Date	0	0
Total Acres Developed	17	83
General Fund Net Revenues	\$15,258	\$65,627
Municipal Services Net Revenues	(\$2,455)	(\$28,372)
TOTAL Net Revenues	\$12,803	\$37,255
<b>Net Revenues per Acre</b>	<b>\$768</b>	<b>\$447</b>

TABLE 14: PRICING AND VALUATION INCREASED – PERIPHERY AREA 2

<b>COST PER ACRE ANALYSIS</b>	<b>Year 1</b>	<b>Year 5</b>	<b>Year 10</b>
<b>Scenario</b>	<b>2</b>	<b>2</b>	<b>2</b>
Single-Family Residential Units Total to Date	50	250	500
Multi-Family Residential Units Total to Date	50	250	500
Non-Residential SF Total to Date	0	0	0
Total Acres Developed	17	83	167
General Fund Net Revenues	\$12,046	\$49,425	\$67,839
Municipal Services Net Revenues	(\$2,556)	(\$28,896)	(\$105,592)
TOTAL Net Revenues	\$9,490	\$20,530	(\$37,752)
<b>Net Revenues per Acre</b>	<b>\$569</b>	<b>\$246</b>	<b>(\$227)</b>

TABLE 15: PRICING AND VALUATION INCREASED – EMERGING AREA 3

<b>COST PER ACRE ANALYSIS</b>	<b>Year 1</b>	<b>Year 5</b>	<b>Year 10</b>
<b>Scenario</b>	<b>3</b>	<b>3</b>	<b>3</b>
Single-Family Residential Units Total to Date	50	250	500
Multi-Family Residential Units Total to Date	50	250	500
Non-Residential SF Total to Date	0	0	0
Total Acres Developed	17	83	167
General Fund Net Revenues	\$8,833	\$33,235	\$35,140
Municipal Services Net Revenues	(\$4,919)	(\$41,194)	(\$131,469)
TOTAL Net Revenues	\$3,914	(\$7,959)	(\$96,329)
<b>Net Revenues per Acre</b>	<b>\$235</b>	<b>(\$96)</b>	<b>(\$578)</b>

If pricing is decreased as shown in the following table, then negative fiscal impacts result.

TABLE 16: DECREASED RESIDENTIAL PRICING

<b>Unit Type</b>	<b>Central - Area 1</b>	<b>Periphery - Area 2</b>	<b>Emerging - Area 3</b>
Single-Family Residential Value	100%	90%	80%
Multi-Family Residential Value	100%	90%	80%
Single-Family Residential Value	\$450,000	\$405,000	\$360,000
Multi-Family Residential Value	\$220,000	\$198,000	\$176,000

TABLE 17: PRICING AND VALUATION DECREASED – CENTRAL AREA 1

<b>COST PER ACRE ANALYSIS</b>	<b>Year 1</b>	<b>Year 5</b>	<b>Year 10</b>
<b>Area</b>	<b>1</b>	<b>1</b>	<b>1</b>
Single-Family Residential Units Total to Date	50	250	500
Multi-Family Residential Units Total to Date	50	250	500
Non-Residential SF Total to Date	0	0	0
Total Acres Developed	17	83	167
General Fund Net Revenues	\$8,833	\$33,235	\$35,140
Municipal Services Net Revenues	(\$2,455)	(\$28,372)	(\$104,489)
TOTAL Net Revenues	\$6,378	\$4,864	(\$69,350)
<b>Net Revenues per Acre</b>	<b>\$383</b>	<b>\$58</b>	<b>(\$416)</b>

TABLE 18: PRICING AND VALUATION DECREASED – PERIPHERY AREA 2

<b>COST PER ACRE ANALYSIS</b>	<b>Year 1</b>	<b>Year 5</b>	<b>Year 10</b>
<b>Area</b>	<b>2</b>	<b>2</b>	<b>2</b>
Single-Family Residential Units Total to Date	50	250	500
Multi-Family Residential Units Total to Date	50	250	500
Non-Residential SF Total to Date	0	0	0
Total Acres Developed	17	83	167
General Fund Net Revenues	\$5,621	\$17,058	\$2,495
Municipal Services Net Revenues	(\$2,556)	(\$28,896)	(\$105,592)
TOTAL Net Revenues	\$3,065	(\$11,838)	(\$103,097)
<b>Net Revenues per Acre</b>	<b>\$184</b>	<b>(\$142)</b>	<b>(\$619)</b>

TABLE 19: PRICING AND VALUATION DECREASED – EMERGING AREA 3

<b>COST PER ACRE ANALYSIS</b>	<b>Year 1</b>	<b>Year 5</b>	<b>Year 10</b>
<b>Area</b>	<b>3</b>	<b>3</b>	<b>3</b>
Single-Family Residential Units Total to Date	50	250	500
Multi-Family Residential Units Total to Date	50	250	500
Non-Residential SF Total to Date	0	0	0
Total Acres Developed	17	83	167
General Fund Net Revenues	\$2,408	\$892	(\$30,095)
Municipal Services Net Revenues	(\$4,919)	(\$41,194)	(\$131,469)
TOTAL Net Revenues	(\$2,511)	(\$40,302)	(\$161,563)
<b>Net Revenues per Acre</b>	<b>(\$151)</b>	<b>(\$484)</b>	<b>(\$969)</b>

# REGIONAL COLLABORATION PLAN

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## INTRODUCTION

As Cache County continues to grow, the General Plan strengthens the County's role to plan regionally and coordinate land use and transportation decisions with communities. Each municipality establishes its own general plan and annexation policies that may either enhance or negatively impact quality of life, character, and efficiency of services countywide. The Cache County Regional Collaboration Plan (RCP) is one of three additional long-range planning documents that support the Imagine Cache General Plan update with additional information and perspective. The four long-range documents are the General Plan policy document, an Urban and Rural Area Assessment (URAA), a Cost of Service Plan, and this Regional Collaboration Plan.

The purpose of the Regional Collaboration Plan is to establish awareness, improve communication and develop strategies for service-based growth between the County and each community, and to coordinate growth where communities expand towards each other with shared boundaries.

Growth-related issues and topics of regional significance include the following:

## LAND USE PLANNING AND REGULATION

1. **Land use compatibility:** County growth within city's future annexation areas requires coordination between property owners and a city to understand the potential for municipal services, future adjacent development patterns, and desired land preservation areas.
2. **Economic Development Opportunities):** The optimal location of commercial services and appropriate format can benefit the residents of various communities and promote economic development throughout the region.
3. **Land preservation:** Identifying the type and location of priority open space areas to preserve through strategies such as cluster development and TDR, or application of open space funding sources. Priority open space types may include viewsheds, waterways, critical habitat areas, and agricultural lands.
4. **Trails and Recreation:** Coordinating the alignment and continuity of regional trails across jurisdictions as new development is permitted and through open space preservation efforts.
5. **Access to public lands:** Open space preservation, trails, and road connectivity through new development can be applied in coordination with landowners to establish or improve access to trailheads and roads that provide safe and convenient access to the County's vast National Forest recreation areas.
6. **Culinary water protection:** Coordinating compatible land use within source water protection zones.
7. **Floodplain management:** Striving for consistency in regulating development in flood-prone areas between communities requires coordination and familiarity with FEMA regulations.
8. **Housing affordability:** Awareness and coordination of next-generation housing needs is a key component to supporting economic development and job growth, and providing wealth-building opportunities for those in the valley.



9. **Fiscal and Economic Land Use Analysis:** Drawing from the perspective provided by the Cost of Services model, community planning efforts can be informed by the property and sales tax revenues generated per acre by various types of residential and commercial land uses. Single-family residential uses generate substantially less than other uses
10. **Cost of Services and Efficient Use of Infrastructure:** The Cost of Services model provides a perspective on how land uses, and density of development affect water use and infrastructure costs. These costs can be compared to tax revenue projections also provided within the model.

## **WATER**

11. **Water availability and resources:** Water conservation measures will become increasingly important to adapt to reduced flows from springs, wells, and rivers and increasing average temperatures. Regional and local efforts to conserve water may include piping of canals, water-wise landscaping ordinances, reduced lot sizes to minimize outdoor water use, water recycling programs, researching higher-yield ground water aquifers, and other initiatives.

## **SEWER**

12. **Sewer and septic systems:** Many residences in the County are served by private septic waste disposal systems. As growth continues, ground and surface water quality may be adversely affected. The expansion of service by centralized sanitary sewer providers should be supported and encouraged.

## **ROADWAYS**

13. **Road and corridor connectivity:** Coordinating the alignment and continuity of roads between communities is critical to establishing an efficient regional transportation system that facilitates regional mobility. Local land use reviews and approvals are critical in helping to establish transportation corridors identified in the County Transportation Master Plan and the Cache County Metropolitan Planning Organization (CMPO) Regional Transportation Plan.

## **FIRE AND EMERGENCY MANAGEMENT SERVICES**

14. **Fire and Emergency Management Services (Image):** Awareness and coordination of how these critical services are provided require coordination as communities expand and grow.



## LAW ENFORCEMENT

**15. Law Enforcement:** Law enforcement is provided by the Cache County Sheriff's Office and by municipal policing agencies. Coordination of efforts among the policing agencies is essential to the provision of timely and prepared law enforcement.

At present, regional issues such as transportation, stormwater and floodplain management, infrastructure maintenance, sewer/septic systems, culinary water protection, and weed/vegetation control are individually administered by the individual municipalities, counties, the state, or the Federal Government with occasional communication between jurisdictions. An objective of the RCP is to establish a system of ongoing communications and information sharing among local, state, and federal agencies and to develop a Countywide regional plan to collaboratively manage growth in Cache County's communities and the unincorporated areas. As a regional leader in collaboration, facilitation, and cooperation, the County is working to:

- Cultivate partnerships between community members, local governments, businesses, and non-profits to plan for the County's future and align the County's General Plan and County Code;
- Provide support services to each community's planning and annexation policy areas;
- Support the viability and diversity of housing options to meet the changing demographics of rural residents; and
- Maximize existing infrastructure and improve standards and access to service and utility providers.

The development process of the RCP was designed to align with the General Plan processes to gather relevant information in a coordinated, efficient manner. The planning process began with a kick-off meeting and a series of stakeholder interviews. Information gathered from the stakeholder interviews was compared to statistical and qualitative data gathered to develop an existing conditions analysis to support all four planning documents. The existing conditions analysis identified alignments, overlaps, and misalignments of policies, regulations, and services among the jurisdictional and other responsible entities in Cache County. This information was presented in an Existing Conditions and Policy Gap Assessment Report to inform ongoing discussions and brainstorming.

Based on stakeholder interviews and discussions with County staff, the existing formal and informal coordination platforms appear to be working as intended. However, there may be structural or procedural steps that could enhance communication and collaboration among the participating entities as discussed in the section below titled *Recommendations and Implementation*.

## THE PLANNING PROCESS

The initial public outreach portion of the RCP project was integrated with the project kick-off events, stakeholder interviews, and public open houses for the General Plan update to gather information about existing regional planning efforts, and collaboration among community leaders, jurisdictional entities, and service providers to discuss current strengths and opportunities for future improvement in collaboration platforms and mechanisms.

Through these efforts, stakeholders identified and described a number of mechanisms, partnerships, and forums. The stakeholders identified that existing coordination mechanisms are generally productive and working well, but that opportunities exist to enhance those efforts.



## BACKGROUND

The URAA and Cost of Service Plan examine the levels of government services and infrastructure, and by whom those services and facilities are provided. This RCP evaluates the provision of public services and facilities by municipal, County, State, and Federal entities with an eye toward opportunities for improved communication; coordination of services; and potential collaboration on projects of mutual interest. The County Resource Management Plan (CRMP) is a statement of the County's priorities and objectives for the management of lands and resources managed by federal agencies. The CRMP emphasizes cooperation in the management of Federal resources, and so is also included here.

## LAND USE PLANNING AND REGULATION

Land use and resource management planning in Cache County is conducted by Federal, State, County, and City governments, pursuant to the governing statutes and regulations of each entity. Although the planning authority of each entity is generally limited by land ownership, location, and management responsibility, the planning entities have developed both formal and informal communication and coordination mechanisms and platforms.

Planning on private property in Cache County is undertaken by the County's 19 communities and the County through their elected and appointed officials and staff to establish visions, goals, objectives, policies, and land use regulations for their jurisdictional areas. Currently, the land use, subdivision, and access management regulations are the primary tools the County uses in land use planning in unincorporated areas. The Cache County Development Services Department also provides countywide services to participating cities in the form of planning and technical support through the Countywide Planning and Development Office program and the Regional Trail and Active Transportation Coordination program.

The Cost of Services Plan includes a cost-of-service model that provides the County with the ability to forecast the specific fiscal impacts of varying growth scenarios, with various development types and patterns (i.e., residential, retail, office, industrial, hotel), densities of development, valuation and pricing of development, and geographic distance from existing core service centers. The model can be adjusted to account for changing conditions by changing numerous inputs in the model, including:

- Inflation rates
- Property tax increases
- Revenue growth rates (i.e., sales tax revenues, road funds, etc.)
- Growth in personnel and department costs
- Development absorption rates
- Market and taxable values of various types of development
- Fixed v. variable costs of service provision
- Density of development (dwelling units per acre, floor area ratios)
- Geographic distance from core service centers

The information gained from the model is summarized in an Excel format in the Cost of Services Plan, and provides the following information to the County to inform its decision making:

- Net operating revenues by year
- Fiscal impacts of new development



- Net revenues per acre

Federal land management on USDA Forest Service property is conducted pursuant to the direction of the 2003 Revised Wasatch-Cache National Forest Plan. In 2017, Cache County adopted a County Resource Management Plan (CRMP) as an element of the County General Plan, pursuant to the direction of Utah statutes. From the Plan introduction, “This County Resource Management Plan (CRMP) is a planning document used to define policy, goals, and objectives for managing natural resources on public lands (defined in Utah Code §63L-6-103) within Cache County.” The CRMP establishes desired future conditions for 28 resources on public lands.

From Section 13 of the CRMP, Land Use, “Public lands in Cache County serve as critical drinking water sources, important wildlife habitat, pasture for livestock, and frequently utilized recreational areas, to name a few. Land use decisions are made by land managers to establish priorities for various resources among the many competing desires and potential uses for those resources. The best land use decisions are made through planning procedures that consider a range of options and provide opportunities for input from a diverse range of affected stakeholders. Land use decisions are made by federal, state, and local governments, which have jurisdiction over the lands following planning procedures outlined in federal and state statutes.”

From Section 13 of the CRMP, “Cache County desires that federal land management agencies (specifically, the Forest Service), cooperate, to the fullest extent, possible with county goals and objectives for resource management as spelled out in the National Forest Management Act, Federal Land and Policy Management Act, and National Environmental Policy Act. It is the county’s position that local concerns and interests should be acknowledged and addressed by public land management agencies prior to decisions being made and implemented. Land use designations must also be sensitive to the site-specific natural resource and landscape context to minimize impacts.” Other resource sections of the CRMP emphasize coordination with the federal managing agencies, and participation in federal resource planning, to accomplish County goals.

The 1998 Cache County Countywide Comprehensive Plan (1998 Plan) set goals and policies for land use, transportation, and services, and gives direction to the County’s land use regulatory program. The Envision Cache Valley project was completed in 2010, which articulated an overall vision for the future of the Valley, and evaluated four alternative future growth scenarios, including the baseline projection of current trends. The 1998 Plan and Envision Cache Valley both suggest that the County adopt a collaborative Countywide perspective on planning, reiterating the importance of participation in Countywide planning by the 19 County communities. This current planning effort is to update the 1998 Comprehensive Plan and to incorporate policies and objectives described in the Envision Cache Valley document.

## WATER

Centralized culinary water production, treatment, and delivery systems are provided by 22 municipal and private entities in Cache County and serve a population of 128,625 based on the 2020 census and water connection data. Outside the service areas of these water providers, culinary water is provided by private wells. Based on the 2020 census population and the population served by central water systems, it is estimated that approximately 5,600 County residents are served by private wells.



The Cache Water District’s purpose is to “...include planning for and facilitating the long-term conservation, development, protection, distribution, management and stabilization of water rights and water supplies for domestic, irrigation, power, manufacturing, municipal, recreation and other beneficial uses, including the natural stream environment, in a cost effective way to meet the needs of the residents and growing population of Cache County ([www.cachewaterdistrict.com](http://www.cachewaterdistrict.com)).”

The Water District adopted a Water Master Plan in 2019 to identify priority projects for the next five years. One priority is “Local Outreach – Meet annually with city managers, city councils, and the Logan City Water Board to promote 40-year water right plans, give legislative updates, and discuss other key water issues. Plan annual Northern Utah Water Conference and participate in annual local water fair.”

## SEWER

Full service sanitary sewer systems, including sewer collection and processing, are provided by five entities in Cache County.

- Logan City – Collects sewer from the incorporated areas of Logan City, Smithfield, Hyde Park, North Logan, River Heights, and Nibley
- Hyrum City – serves the incorporated area of Hyrum City
- Wellsville City – serves the incorporated area of Wellsville City
- Lewiston City – serves the incorporated area of Lewiston City
- Richmond – serves the incorporated area of Richmond City

In the unincorporated areas of Cache County, sewage is handled by private septic systems. A sanitary sewer master plan was prepared in August 2007 by Hansen, Allen, and Luce and was updated in 2018 by JUB Engineers. The master plan estimates future required flows for sewage treatment for each community based on master plan population projections.

Hyrum City is currently in the process of getting construction bids to upgrade their wastewater treatment facility. According to Kevin Maughan, the Wastewater Superintendent, the new plan should accommodate double the capacity of the existing system.

Cache County does not have its own sewer treatment facility. In Millville, many residents wanted to create their own special service sewer district and hook into Nibley’s sewer system. In the fall of 2019, the Millville City Council approved a bond to establish a sewer system throughout the city. Many of the communities in Cache County have completed sewer master plans or identified future projects that will allow future capacity of their sewer treatment facilities to accommodate the future growth in the Cache County area.

## ROADWAYS

Cache County is served by a multi-modal transportation network consisting of road network facilities (streets, roads, and highways), aviation, mass transit, and bicycle and pedestrian facilities. The road network primarily follows a north-south and east-west grid pattern with shorter city blocks in the urban core that become less dense in the rural areas of the County. This grid pattern is constrained in places by land use, land ownership (private and federal land ownership), and natural features (wetlands, surface water, mountains) requiring traffic to sometimes take indirect routes. This can increase vehicle trip lengths/vehicle miles traveled (VMT) and add traffic volumes to already congested facilities.



Each Cache community that has adopted a general plan has included a transportation element that anticipates future transportation needs. The consolidated urbanized areas of the County are designated as the Cache Metropolitan Planning Organization, CMPO, which encompasses 44 sq. miles. The Cache MPO is an urbanizing area established under federal transportation legislation to ensure coordination between federal, state, and local agencies regarding transportation funding and projects. The CMPO is the designated regional transportation planning agency.

The CMPO has developed a Regional Transportation Plan 2040 (RTP 2040) which contains both fiscally constrained and fiscally unconstrained future capital project lists. The RTP 2040 also contains a comprehensive list of both fiscally constrained and fiscally unconstrained projects to show the proposed roads network based on full buildout in the County as projected by the RTP 2040.

## FIRE AND EMERGENCY MANAGEMENT SERVICES

From its website, “The Cache County Fire District protects life, property, and the environment and we support the various fire departments in Cache County as they provide fire service to all residents of the County.” Services include:

- Code Enforcement
- Training
- Hazardous Materials
- Tech Rescue
- Wildland Fire
- Local Emergency Planning and Community (LEPC)
- Burn Permits

Many communities in Cache County also provide fire services, and County emergency services are available at three locations in the County: Hyrum, Logan, and Smithfield. County and municipal fire and emergency services stations are located in:

- Clarkston Fire Department, 30 East Center Street, Clarkston, UT
- Hyrum City Fire Department and Cache County Emergency Services, 40 North 100 West Hyrum, UT
- Lewiston City Fire Department, 60 East Center Street, Lewiston, UT
- Logan City Fire Chief, 76 East 200, North Logan, UT
- Logan Fire Department Station and Cache County Emergency Services, 76 East 200 North, Logan, UT
- Logan Fire Department Station 71 – Hillcrest, 1244 East 1100 North Logan, UT
- Mendon Fire Department, 30 East 100 North, Mendon, UT
- Newton Fire Department, 51 South Center Street, Newton, UT
- North Logan Fire Department Station 120, 2005 North 1200 East, North Logan, UT
- Paradise Fire Department, 9035 South 100 West, Paradise, UT
- Richmond Fire Department, PO Box 9 Richmond, UT
- Smithfield Fire and Emergency Medical Services Station 42, 50 North 100 East, Hyde Park, UT
- Smithfield Fire and Emergency Medical Services Station 43, 6590 North 2400 West, Amalga, UT



- Smithfield Fire Department – Headquarters and Cache County Emergency Services, 325 West 100 North, Smithfield, UT
- Trenton Fire Department, 37 East Main Street, Trenton, UT
- Wellsville Fire Department, 73 East Main Street, Wellsville, UT
- Wellsville Fire Department Station 60, 65 East Main Street

The Logan City Fire Department operates the County’s central fire and emergency dispatch under an automatic aid agreement among the County and municipalities. All 911 calls within the County, including the municipalities, are routed to central dispatch in Logan for distribution to the applicable stations and departments.

In addition to responding to calls for fire suppression, fire departments respond to medical emergencies, incidents involving hazardous materials, rescue calls, and motor vehicle or other accidents. The types of emergencies that fall within the jurisdiction of the Cache County Emergency Management agency include natural disasters, severe weather incidents, civil unrest, and other events that pose a major threat to public safety or a significant disruption to civil society.

For fires on State and Federal lands, the Northern Utah Interagency Fire Center (NUIFC), located in Draper, Utah is a joint dispatch center in cooperation between the Bureau of Land Management, US Forest Service, and the State of Utah Forestry Fire and State Lands. NUIFC is responsible for dispatching and coordinating wildfires and incidents for approximately 15 million acres located in the following counties: Box Elder, Cache, Rich, Tooele, Weber, Morgan, Davis, Duchesne, Juab, Sanpete, Salt Lake, Summit, Wasatch, and Utah. The NUIFC focuses on fire management in wildland areas of Cache County and coordinates with the County’s Emergency Management Agency. y.

## LAW ENFORCEMENT

From the Cache County website: “Since the election of Cache County’s first Sheriff in 1857, the primary mission of the Sheriff and his office has been to preserve the peace and to make all lawful arrests. The deputy sheriffs of the Criminal Division continue a strong commitment to that mission.” The Sheriff’s Office contracts with 14 communities, the U.S. Forest Service, and the Cache Valley Transit District to provide law enforcement services.

As with fire and emergency response, the Logan City Fire Department operates the County’s central fire and emergency dispatch under an automatic aid agreement among the County and municipalities. The availability of the County providing policing pursuant to contracting with willing communities is the primary opportunity to improve coordination among policing entities in the County.

## ANALYSIS AND POLICY ALTERNATIVES

The focus of this RCP is to identify opportunities to enhance existing and current communications, coordination, and collaboration platforms and mechanisms among the entities that provide public services, facilities, and infrastructure in the County, both within cities and towns and in the unincorporated County. This RCP also addresses opportunities for enhanced collaboration between Cache County and the managers of Federal lands and resources in the County.

Several of the services analyzed in the URAA and the Cost of Services Plan are currently being provided by public agencies that have established and employed joint planning, communications, and



collaboration mechanisms that are reported to be working well. Some, like centralized water and sanitary sewer services, are being provided by municipalities that have developed internal plans and policies that govern how and when city service providers are authorized to seek collaboration with other providers, and therefore offer fewer opportunities to work together. On-going joint planning for services and infrastructure such as roadways, water supply, and emergency management are proving to be beneficial and should be supported going forward.

## LAND USE PLANNING AND REGULATION

Both formal and informal organizations provide land use and planning coordination and support to the County, its communities, and incorporated cities. The County actively participates in the following regional organizations:

- **Bear River Association of Governments (BRAG)** – Cache, Rich, and Box Elder Counties are members of BRAG, which administers the Community Development Block Grants program; provides community planning assistance; and conducts regional and transportation planning, among other community services.
- **Cache Metropolitan Planning Organization (CMPO)** – Every metropolitan area with a population of more than 50,000 persons must have a designated Metropolitan Planning Organization (MPO) for transportation to qualify for federal highway or transit assistance. The CMPO is the MPO for the Logan Urbanized Area covering Smithfield, Hyde Park, North Logan, Logan, River Heights, Providence, Millville, Nibley, Hyrum, and Wellsville, as well as portions of unincorporated Cache County. The CMPO also provides technical assistance to participating communities.
- **Cache County Council of Governments (CCCOG)** – The CCCOG works to administer and allocate the proceeds from the ¼ of 1% local option sales tax for highway improvements and develops recommendations to the County Council for prioritization and funding for road projects in the County.

Cache County's two main formal planning coordination mechanisms, BRAG and CMPO, offer venues for on-going discussions, planning, and issue resolution among the County and its communities. The County also supports Countywide planning to provide planning staff to support planning and land use regulations for the smaller cities, and a Regional Trails Coordinator to coordinate the identification and improvement of trails throughout the County.

Pursuant to County Resolution 2006-05, Countywide planning is provided to participating municipalities through Interlocal Agreements between the County and participating city. The Interlocal Agreement template addresses coordination between the County and the city on land use guidelines and commonly delivered essential services (solid waste, water, electricity, natural gas, and sanitary sewer). The Resolution also provides for creation of a Cache Valley Regional Council, which, according to County staff, was active in the run-up to the Envision Cache planning project but has not been active in recent years.

The County also participates in less formal coordination mechanisms that were identified during stakeholder interviews as useful and productive forums for inter-governmental communication and coordination. The Mayor's Forum conducts regular monthly meetings among County mayors and the County Executive. A chair is elected annually, and the chair solicits agenda items from among the



membership for discussion at monthly meetings. An informal planners' group, comprised of the planning and community development staff of some of the communities, the County, and other planning entities such as the CMPO, BRAG, BRHD, and UDOT also meet monthly to compare notes, discuss issues, and possible collaboration on various topics.

The City Managers and County Executive also meet every month to discuss matters of common interest and coordinate the activities of the County and cities. Currently, coordination between the County's municipalities is effective through the means mentioned above; however, the Imagine Cache Stakeholder Interviews revealed several of the smaller community's fear of being left out of important decision-making.

## WATER

Our understanding is that the culinary water service providers in Cache County have established service areas and that many have addressed future expansions of service in their planning. The Cache Water District's objective to conduct outreach to cities and other water providers to "...promote 40-year water rights plans," among other communications, could provide a vehicle for greater communication and possible coordination among County water providers. Some communities have convened committees of water providers to evaluate future water supplies and existing and potential sources to develop area-wide plans for collaborative water source and transmission projects. The Cache Water District could provide a forum for those discussions as well.

As with sanitary sewer service providers, coordination among water providers takes place primarily in the context of proposed new development within or near their existing service areas and is addressed in more detail in the Land Use Planning and Regulation section below.

## SEWER

The three centralized sanitary sewer providers have identified service areas and have adopted plans and policies that govern the expansion of their services. Coordination among sanitary sewer service providers occurs primarily in the context of proposed new development within or near their existing service areas. In some communities, the capital costs associated with the construction of treatment facilities have supported projects to construct jointly owned and operated facilities, generally under the umbrella of a sewer service district.

The opportunities for enhanced coordination and/or collaboration are discussed in more detail in the Land Use Planning and Regulation section.

## ROADWAYS

The Cache MPO is the primary coordination mechanism for planning for roadways and other modes of transportation among the County and participating municipalities and is reported by project interviewees to be functioning well. The Regional Transportation Plan 2040 represents the most recent collaboration between the County and cities to cooperatively evaluate future transportation needs and potential collaborative projects.

## FIRE AND EMERGENCY MANAGEMENT SERVICES

Interviews with the Cache County Fire District and several local fire and emergency services agencies suggest that the existing Automatic Aid Agreement among the County and participating agencies is working well. The central dispatch function ensures that all appropriate agencies are notified when 911



calls are received and that appropriate backup for emergencies is made available. No specific steps to improve coordination among the agencies have been suggested.

## LAW ENFORCEMENT

Law enforcement agencies in Cache County are also utilizing the central dispatch services provided by the County. The Cache County's Sheriff's Office offers contract policing to cities and towns, which is a vehicle to explore efficiencies in services. These arrangements are voluntary and subject to negotiation between the Sheriff's Office and the subject community. All law enforcement agencies in Cache County participate in the central dispatch function under the Automatic Aid Agreement.



## RECOMMENDATIONS AND IMPLEMENTATION

The Imagine Cache General Plan identifies three umbrella goals for the Regional Collaboration element of the general plan, and associated implementation steps to achieve the stated goals.

- Goal 1. Collaborate with local communities to guide new growth and development toward urban areas with available services and minimize suburban and urban-style growth in the unincorporated County outside of annexation and growth areas.
- Goal 2. Cultivate partnerships between community members, local governments, businesses, and non-profits to plan for the County's future and align the County's General Plan and County Code.
- Goal 3. Balance growth, property rights, rural character preservation, and fiscally efficient delivery of public services.

Based on the above General Plan goals for Regional Collaboration and input from stakeholders, County leaders and staff, and the general public, a number of implementation strategies could be considered to enhance communications and coordination in the provision of public services and facilities.

### LAND USE PLANNING AND REGULATION

Based on stakeholder interviews and discussions with County staff, the existing formal and informal coordination platforms appear to be working as intended. However, there may be structural or procedural steps that could enhance communication and collaboration among the participating entities.

The County's Countywide planning support program is meeting with the cities regularly to discuss planning, growth management, housing, public service provision, annexation and other planning-related matters. As the Regional Council/Countywide planning resolution documents, opportunities exist to better align the planning and growth management policies among the communities and the County.

#### Imagine Cache General Plan

The Imagine Cache General Plan identifies a number of policies and goals that will prompt the review of the County's ordinances and policies. In order to take a regional approach to planning and growth management, it would be helpful for municipal planning agencies to be aware of Countywide goals, and to consider adjustments to their regulatory programs to coordinate planning countywide. The Countywide planning program provides an excellent vehicle for communicating Imagine Cache goals and implementation strategies for consideration by the municipalities.

Cache County Resolution 95-19 identified eight planning districts in the County in preparation for updating the General Plan, which was adopted in 1998. Those districts were not used as the basis for developing the Imagine Cache General Plan but could be useful in identifying areas in Cache County that are of common interest to the cities, towns, and the County in those areas. Again, the Countywide planning program could be the venue for conversations among the communities in the planning districts, or other identified areas of common interest.

#### *Recommendation 1 – Model Ordinances for Cities and Towns*

The County should consider the development of model policies and ordinances consistent with the goals and policies of the Imagine Cache General Plan for consideration by the County's cities and towns. An approach would be to audit existing city plans and ordinances for common themes that align with



Imagine Cache goals. The County could also consider developing a program to endorse city and town plans that adopt smart growth standards and are consistent with the Imagine Cache General Plan.

### *Recommendation 2 – Formalized Planning Group or Forum*

Working in conjunction with affected cities and towns and starting with the planning districts identified in Resolution 95-19, the County could identify planning areas of common interest to several communities and establish a structure or forum for regular communication regarding annexation, growth management, and infrastructure planning and development. Some communities have found it useful to establish shared planning and project review functions in areas of common interest. The County should discuss the idea with communities in shared areas of interest. Examples include combined planning commissions or community councils that make recommendations to all participating entities' governing councils. An alternative would be a system for review of development applications in identified areas.

### *Annexation Policy Areas*

Fourteen of the nineteen Cache County cities and towns have adopted annexation policy plans and have mapped areas adjacent to their boundaries that may be suitable for future annexation. The policy areas, as a whole, are much larger than needed to accommodate anticipated future growth in the County. The General Plan Future Land Use Map identifies areas within the annexation policy areas that likely have higher development potential due to proximity to central water and sewer and existing utilities and public infrastructure. While the County currently requires a minimum level of consultation with cities adjacent to unincorporated areas under consideration for rezoning, the County may benefit from a more active approach to coordination between the County and affected cities in annexation policy areas.

### *Recommendation 1 - Annexation Policy Areas*

Cache County should continue to work with the cities and towns to identify areas within their annexation policy areas that are most suitable for development and should consider identifying probable growth boundaries to guide development toward properties most likely to develop in the near to intermediate term. If cities are able to identify probable growth boundaries, public service providers will be able to better plan for expansion of future needed services. Landowners and the development community will also be able to better plan future uses of the land in the growth boundary areas. The County could explore the use of intergovernmental agreements for municipal annexation policy areas that address the following considerations:

- Identify a probable 20-year city growth projection.
- Describe suitable locations and areas of planned urban-level development densities and intensities.
- Identify land development patterns agreeable to the affected city, and establish urban design standards compatible with those of the affected city.
- Consider making the affected city a co-reviewer of land development applications in the identified growth area.
- Address the provision of water, sewer, urban streets, and urban fire protection.

### *Recommendation 2 – Special Service Districts*

The County could consider the creation of special service districts or local districts for expanded infrastructure and services in annexation policy areas. If districts are created, the County should consider establishing impact fees for new development in the affected annexation policy areas.



## Land Use Ordinance

Title 17 of Cache County's current code provides for residential uses on parcels of property of 2, 5, 10, and 40 acres. The County may want to review the effectiveness of its current zone districts, particularly those that provide for residential uses, and consider whether there may be better regulatory tools to achieve the County's and communities' objectives.

### *Recommendation 1 – Average Density Standards*

The RU2 and RU5 zone districts were created to allow for limited residential uses in generally agricultural areas. The County may want to consider moving from managing development density by minimum lot size and consider zoning by average units per acre density. That could allow for the clustering of entitled residential density onto smaller lots without the need for rezoning. For example, a 40-acre parcel in the A10 zone district could "cluster" its 4 units onto smaller lots, while leaving the balance of the parcel open for continuing agricultural uses.

### *Recommendation 2 – Township Zoning*

There may be land uses that would be appropriate in the unincorporated County for which there are no suitable zone districts. Unincorporated towns and important crossroads may be suitable for additional development without a need to incorporate. The County may want to consider a "township zone" that allows for smaller lot sizes appropriate in select locations in the County.

### *Recommendation 3 – Zoning within Annexation Policy Areas*

Concern has been expressed that the patterns of development in the unincorporated County close to an incorporated community may be inconsistent with the City's development patterns, inhibiting the ability to potentially annex the property in the future. The County may wish to consider higher-density zone districts for use only within identified locations within city annexation policy areas to allow for current development that will be compatible with the city's land use patterns when/if annexation occurs.

### *Recommendation 4 – Clustered Development Regulations*

Review and consider expansion of the County's conservation development process/clustered development regulations while considering development patterns adjacent to existing communities.

### *Recommendation 5 – Transfer of Development Rights Program*

The County could explore the creation of a Transfer of Development Rights (TDR) program to encourage the transfer of development entitlements from agricultural areas into more suitable locations near to or within cities. A TDR program would require the identification of sending areas, from which entitlements would be removed, and receiving areas, to which entitlements would be moved. A key component of a successful TDR program is the advance agreement by the managing entity of the receiving area that increased density in the receiving area is appropriate, and an agreement to not increase density in the receiving area, except by using the TDR program. Locating the sending and receiving areas both in the County simplifies the process. TDR programs have been used successfully by some counties and communities but require careful consideration and the agreement of all involved parties.

## WATER

As with sewer services, the most likely scenario for expanded facilities to provide culinary water is the expansion of the service areas of current water service providers through annexation into existing service areas, or service agreements with landowners outside of current service areas. For larger-scale private developments remote from existing water service areas, development of new central water systems



could be feasible. For municipal water service providers, expansion of services is most likely within city annexation policy areas, as described in the Land Use Planning and Regulation section.

## SEWER

The most likely scenario for expanded facilities for sanitary sewer services in Cache County is the expansion of the service areas of the three current providers pursuant to annexation into an incorporated city or execution of service agreements between landowners and service providers within feasible distances from existing collection facilities. Data that supports the URAA and Cost of Service Plan can be used to identify those areas in the County that could be feasibly served by centralized sewer service.

The main opportunity for coordination among sewer service providers and Cache County will be in the context of managing growth in the city annexation policy areas, where extension of sewer services would be most feasible. Recommended strategies to managing growth in annexation policy areas are discussed below in Land Use Planning and Regulation.

## ROADWAYS

The County should continue to support implementation of the Regional Transportation Plan 2040 to cooperatively evaluate future transportation needs and potential collaborative projects.

## FIRE AND EMERGENCY MANAGEMENT SERVICES

The Cache Emergency Management Agency and the centralized dispatch functions appear to be working effectively to coordinate fire and emergency response in the County. No specific steps to improve coordination among the emergency management agencies have been suggested.

## LAW ENFORCEMENT

The coordination of policing and law enforcement in the County is said to be working well. Periodic reviews of policies and procedures should be conducted regularly to ensure that law enforcement coordination is effective and efficient. The availability of County-providing policing pursuant to contracting with willing communities is the primary opportunity to improve coordination among policing entities in the County.



**Ordinance No. 2022-28**  
**Cache County, Utah**  
**Comprehensive General Plan Amendment**

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An ordinance updating Cache County's General Plan as a comprehensive General Plan amendment as required by the adoption of Ord. 2022-28.

**Whereas**, the General Plan is to provide a vision of orderly growth to guide future development in the county unincorporated area while maintaining a regional perspective; and

**Whereas**, the General Plan is intended to recommend predictable future patterns of land use to help determine the need for future roadways, public facilities, and services needed to support anticipated growth, based on the capacity of the County and communities to provide services; and

**Whereas**, the General Plan is an advisory policy document to support the management of future growth and development of Cache County, and support decision-making by which all requests and proposals before the Planning Commission and County Council are measured; and

**Whereas**, companion documents to the General Plan include the Urban and Rural Area Assessment, the Cost of Services Plan, and the Regional Collaboration Plan, all of which have been developed simultaneously with the General Plan and are hereby adopted; and

**Whereas**, the General Plan will function alongside existing and future County policy plans including the Transportation Master Plan, Moderate Income Housing Plan, Resource Management Plan, Trails and Active Transportation Master Plan, South Corridor Development Plan, Airport Master Plan, and municipal plans; and

**Whereas**, the General Plan is based on public feedback gathered during the 'Imagine Cache' community engagement process and represents the expression of the community's public interest while protecting private interests; and

**Whereas**, the Planning Commission caused notice of a public hearing for the rezone to be advertised at least ten (10) days before the date of the public hearing on the Utah Public Notice Website and on the Cache County website as required under County Code Section 17.02.070: Notice for Public Meetings; and

**Whereas**, the Planning Commission held public hearings on August 4, 2022, September 1, 2022 and October 6, 2022, accepted all comments, and recommended the approval of the proposed amendments for a comprehensive General Plan update to the County Council for final action; and

**Whereas**, the Act also provides certain procedures for the county legislative body to adopt or reject amendments to the General Plan and companion documents; and

**Whereas**, following proper notice, the County Council held public hearings on September 1, 2022 and December 13, 2022, to consider any comments regarding the proposed amendments. The County Council accepted all comments; and

**Now, therefore**, the County Legislative Body of Cache County ordains as follows:

**1. Statutory Authority**

The statutory authority for acting on this ordinance is Utah Code Annotated Sections 17-27a Part 4, Part 1 and Part 3, and 17-53 part 2 (1953, as amended to date).

**2. Comprehensive Amendment to the General Plan**

Amendments including but not limited to the attached Cache County General Plan (and Future Land Use Map), Regional Collaboration Plan, Urban and Rural Area Assessment and Cost of Services Plans.

**3. Amends and Supersedes**

This ordinance amends and supersedes the Cache County 'Countywide Comprehensive Plan' as adopted January 27, 1998, and supersedes all other prior ordinances, resolutions, policies, and actions of the County Legislative Body of Cache County to the extent that the provisions of such prior ordinances, resolutions, policies, or actions are in conflict with this ordinance. In all other respects, such prior ordinances, resolutions, policies, and actions shall remain in full force and effect.

**4. Effect**

The ordinance amendments will take effect no sooner than 15 days from the date of approval. Following its passage but prior to the effective date, a copy of the ordinance shall be deposited with the County Clerk and a short summary of the ordinance shall be published in a newspaper of general circulation within the County as required by law.

**Approved and Adopted** this \_\_\_\_\_ day of \_\_\_\_\_, 2022.

	In Favor	Against	Abstained	Absent
Borup				
Erickson				
Gunnell				
Tidwell				
Ward				
Worthen				
Zilles				
Total				

Cache County Council:

Attest:

\_\_\_\_\_  
Barbara Tidwell, Chair  
Cache County Council

\_\_\_\_\_  
Jess Bradfield  
Cache County Clerk

Publication Date: \_\_\_\_\_, 2022



**CACHE COUNTY  
ORDINANCE NO. 2022 - 35**

**AN ORDINANCE AMENDING CHAPTER 2 OF TITLE 2 OF THE CACHE COUNTY CODE REGARDING SALARY INCREASES FOR MEMBERS OF THE CACHE COUNTY COUNCIL**

WHEREAS, the Cache County Council, upon lawful notice and in accordance with Utah Code § 17-16-14, held a public hearing on proposed salary increases for members of the Cache County Council; and

WHEREAS, the Organic Act for the Government of Cache County, Utah, as approved on November 6, 1984, and amended from time to time thereafter, authorizes the modification of salaries for County Council by ordinance;

NOW THEREFORE, the County Legislative Body of Cache County ordains as follows:

**SECTION 1:**

Section 2.28.010 of the Cache County Code is amended to read in full as follows:

**2.28.010: County Council**

The annual salaries for members of the Cache County Council, which shall be effective as of January 1, 2023, shall be as follows:

Council Member	\$32,280.00
Council Chair	\$40,350.00 (calculated by multiplying the salary for a regular council member by 1.25) together with a \$100.00/month vehicle stipend

**SECTION 2: REPEALER**

The salary provisions of all prior ordinances or resolutions, or any parts thereof, in conflict with the above Cache County Code amendments are hereby repealed and superseded to the extent of such conflict. Otherwise such resolutions and ordinances remain in full force and effect.

**SECTION 3: EFFECTIVE DATE**

This ordinance takes effect 15 days following its approval by the County Council.



APPROVED BY THE COUNTY COUNCIL OF CACHE COUNTY, UTAH, THIS \_\_\_\_ DAY OF DECEMBER 2022.

	<b>In Favor</b>	<b>Against</b>	<b>Abstained</b>	<b>Absent</b>
Paul R. Borup				
David Erickson				
Nolan P. Gunnell				
Barbara Tidwell				
Karl Ward				
Gina Worthen				
Gordon Zilles				
<b>TOTAL:</b>				

**CACHE COUNTY COUNCIL:**

**ATTEST:**

\_\_\_\_\_  
Barbara Y. Tidwell, Chair

\_\_\_\_\_  
Jess W. Bradfield, Cache County Clerk

**ACTION OF COUNTY EXECUTIVE:**

\_\_\_\_ Approved

\_\_\_\_ Disapproved (Written statement of objection attached)

\_\_\_\_\_  
David N. Zook, Cache County Executive

\_\_\_\_\_  
Date



**Redline Version of Proposed Ordinance:**

**2.28.010: County Council**

The annual salaries for members of the Cache County Council, which shall be effective as of ~~July 3, 2022~~ January 1, 2023, shall be as follows:

Council Member	<del>\$17,280.00</del> <u>\$32,280.00</u>
Council Chair	<del>\$21,600.00</del> <u>\$40,350.00</u> (calculated by multiplying the salary for a regular council member by 1.25) together with a \$100.00/month vehicle stipend



**CACHE COUNTY  
ORDINANCE NO. 2022 - 37**

**AN ORDINANCE AMENDING CHAPTER 2 OF TITLE 2 OF THE CACHE COUNTY  
CODE REGARDING DISCLOSURE OF CONFLICTS OF INTEREST BY COUNTY  
OFFICERS AND EMPLOYEES**

- (A) WHEREAS, the State of Utah authorized Cache County to exercise power and perform functions reasonably related to the safety, health, morals, and welfare of county inhabitants, and
- (B) WHEREAS, this ordinance is meant to adopt those relevant portions of the County Officers and Employees Disclosure Act, Utah Code Annotated § 17-16a, as amended, that will ensure the welfare of the County by enacting proper disclosures of conflicts of interest by County employees, and
- (C) WHEREAS, there is not a current Cache County ordinance establishing disclosure of conflicts of interest for County officers and employees
- (D) WHEREAS, the County Council may pass all ordinances and rules and make all regulations, not repugnant to law, necessary for carrying into effect or discharging its powers and duties; and
- (E) WHEREAS, the County Council provided public notice of the hearing where the amendment to Title 2 of the County Code of Cache County, Utah was presented in accordance with Utah Code Annotated § 52-4-202, as amended; and
- (F) WHEREAS, the County Council held a public hearing to consider any comments regarding the proposed amendments to Title 2 of the County Code of Cache County. The County Council accepted all comments; and
- (G) WHEREAS, the Cache County Council has determined that it is both necessary and appropriate for the County to amend and implement this ordinance.

NOW, THEREFORE, the Legislative Body of Cache County ordains as follows:

**SECTION 1:**

Chapter 2 of Title 2 of the County Code of Cache County, Utah is amended to add Chapter 2.62 which will read as follows:



## **CHAPTER 2.62 – DISCLOSURE OF CONFLICTS OF INTEREST**

### **2.62.010: AUTHORITY AND PURPOSE:**

Under authority of Utah Code Annotated §§ 17-16a-1, Cache County adopts the State of Utah’s established standards of conduct for county officers and employees and requires these persons to disclose conflicts of interest between their public duties and their personal interests.

### **2.62.020: DEFINITIONS:**

Terms used in this chapter are defined in Utah Code Annotated § 17-16a-3, as amended.

### **2.62.030: PROHIBITED USE OF OFFICIAL POSITION – EXCEPTION**

A. Except as provided in Subsection C. or E., it is an offense for an elected or appointed officer or employee to:

1. disclose confidential information acquired by reason of the officer or employee’s official position or use that information to secure special privileges or exemptions for the officer, employee, or others;
2. use or attempt to use the officer or employee’s official position to secure special privileges for the officer, employee, or for others; or
3. knowingly receive, accept, take, seek, or solicit, directly or indirectly, any gift or loan for the officer, employee, or for another, if the gift or loan tends to influence the officer or employee in the discharge of the officer or employee’s official duties.

B. This section is inapplicable to:

1. an occasional nonpecuniary gift having a value of less than \$50;
2. an award publicly presented;
3. any bona fide loan made in the ordinary course of business; or
4. political campaign contributions subject to Utah Code Annotated § 17-16-6.5.

C. A member of the Cache County Council who is also a member of the governing board of a provider of mental health or substance abuse services under contract with Cache County does not commit an offense under Subsection A.1. or A.2. by discharging, in good faith, the duties and responsibilities of each position, if the County Council member does not participate in the process of selecting the mental health or substance abuse service provider.

D. Notwithstanding the provisions of this section, Cache County or a Cache County official may encourage support from a public or private individual or institution, whether in financial contributions or by other means, on behalf of an organization or activity that benefits the community.



E. This section does not apply to an elected or appointed officer or employee who engages in conduct that constitutes a violation of this section to the extent that the elected or appointed officer or employee is chargeable, for the same conduct, under Utah Code Annotated § 76-8-105.

**2.62.040: COMPENSATION FOR ASSISTANCE IN TRANSACTION INVOLVING COUNTY – PUBLIC DISCLOSURE AND FILING REQUIRED**

A. No elected or appointed officer or employee may receive or agree to receive compensation for assisting any person or business entity in any transaction involving Cache County in which they are an officer or employee unless they file with the County Council or the body on which they are a member a sworn statement giving the information required by this section, and discloses in open meeting to the members of the County Council or body of which they are a member, immediately prior to the discussion, the information required by Subsection C.

B. The statement required to be filed by this section shall be filed 10 days prior to the date of any agreement between the elected or appointed officer or employee and the person or business entity being assisted or 10 days prior to the receipt of compensation by the business entity. The statement is public information and is available for the examination of the public.

C. The statement and disclosure shall contain the following information:

1. the name and address of the officer or employee;
2. the name and address of the person or business entity being or to be assisted, or in which the appointed or elected official has substantial interest; and
3. a brief description of the transaction as to which service is rendered or is to be rendered and of the nature of the service performed or to be performed.

**2.62.050: INTEREST IN BUSINESS ENTITY REGULATED BY COUNTY – DISCLOSURE**

Every appointed or elected officer or employee of Cache County who is an officer, director, agent, or employee or the owner of a substantial interest in any business entity which is subject to the regulation of Cache County shall disclose the position held and the precise nature and value of the officer or employee's interest upon first becoming appointed, elected, or hired, and again during January of each year thereafter during which the officer or employee continues to be an appointed or elected officer or employee. The disclosure shall be made in a sworn statement filed with the County Council or the body of which they are a member. Bodies other than the County Council shall report the substance of all such disclosure statements to the members of the County Council or may provide to the members of the County Council, copies of the disclosure statement within 30 days after the statement is received. This section does not apply to instances where the value of the interest does not exceed \$2,000, and life insurance policies and annuities may not be considered in determining the value of the interest.



### **2.62.060: INTEREST IN BUSINESS ENTITY DOING BUSINESS WITH COUNTY – DISCLOSURE**

Every appointed or elected officer or employee who is an officer, director, agent, or employee or the owner of a substantial interest in any business entity which does or anticipates doing business with Cache County, shall publicly disclose to the members of the County Council or body on which they are a member immediately prior to any discussion by such body matters relating to such business entity, the nature of their interest in that business entity. The disclosure statement shall be entered in the minutes of the meeting.

### **2.62.070: INVESTMENT CREATING CONFLICT OF INTEREST WITH DUTIES – DISCLOSURE**

Any personal interest of or investment by any elected or appointed official of Cache County which creates a potential or actual conflict between the official's personal interests and the official's public duties shall be disclosed in open meeting to the members of the County Council or the body on which they are a member in the manner required by section 2.62.050.

### **2.62.080: INDUCING OFFICER OR EMPLOYEE TO VIOLATE PROVISIONS PROHIBITED**

No person shall induce or seek to induce any appointed or elected officer or employee to violate any of the provision of this chapter.

### **2.62.090: REMOVAL FROM OFFICE**

In accordance with Utah Code Annotated § 17-16a-10, in addition to any penalty contained in any other provision of law, any person who knowingly and intentionally violates this chapter shall be dismissed from employment or removed from office.

### **2.62.100: COMPLAINTS CHARGING VIOLATIONS -- PROCEDURE**

A. Except as provided in Subsection B., a person filing a complaint for a violation of this chapter shall file the complaint with the Political Subdivisions Ethics Review Commission established in accordance with Utah Code, Title 63A, Chapter 15.

B. Any complaint against a person who is under the merit system, charging that person with a violation of this chapter, shall be filed and processed in accordance with the provisions of the merit system.

### **2.62.110: RESCISSION OF PROHIBITED TRANSACTION**

If any transaction is entered into in connection with a violation of section 2.62.050, Cache County may rescind or void any contract or subcontract entered into pursuant to that transaction without returning any part of the consideration received by the County.



**SECTION 2:**

This ordinance takes effect 15 days following its passage and approval by the Cache County Council.

PASSED AND APPROVED BY THE COUNTY COUNCIL OF CACHE COUNTY, UTAH  
THIS \_\_\_ DAY OF \_\_\_\_\_ 2022.

	In Favor	Against	Abstained	Absent
Paul R. Borup				
David Erickson				
Nolan Gunnell				
Barbara Tidwell				
Karl Ward				
Gina Worthen				
Gordon Zilles				
Total				

**CACHE COUNTY:**

**ATTEST:**

By: \_\_\_\_\_  
Barbara Tidwell, Chair

By: \_\_\_\_\_  
Jess Bradfield, County Clerk / Auditor

**ACTION OF COUNTY EXECUTIVE:**

\_\_\_\_\_ Approve

\_\_\_\_\_ Disapprove

\_\_\_\_\_  
David Zook, County Executive                      Date



**CACHE COUNTY  
ORDINANCE NO. 2022-38**

**AN ORDINANCE AMENDING 3.04 OF COUNTY CODE REGARDING BUDGETS**

WHEREAS, the Cache County Council shall “consider, alter, modify and adopt the annual budget and such other periodic or long range budgets...” (County Code 2.12.120 B); and

WHEREAS, the Cache County Council may “adopt by ordinance rules of procedure ... governing the time, place, conduct and order of business of its meetings and hearings ...” (County Code 2.12.120 E); and

WHEREAS, it has been the practice of the County Council to consider budget modifications (commonly called Budget Openings) quarterly; and

WHEREAS, the County Council recognizes that it is orderly and efficient to have an established schedule for making budget modifications; and

WHEREAS, the County Council recognizes the importance of detail in providing for transparency and clarity in considering, altering and adopting the budget; and

WHEREAS, according to state law, the budget “shall provide a complete financial plan for the budget period” and shall contain “all appropriations for expenditures” (Title 17, Chapter 36, Section 9 (1)(a)(iii)), Utah Code Annotated, 1953, as amended); and

WHEREAS, state law says that “a tentative budget shall contain the estimates of expenditures submitted by any department ... and other supportive data as the governing body requests” (Title 17, Chapter 36, Section 10(6)(a), Utah Code Annotated, 1953, as amended); and

WHEREAS, the County finance officer shall present to the County Council “... any other statements of operations or reports on financial condition as the governing body may request” (Title 17, Chapter 36, Section 36(1)(e), Utah Code Annotated, 1953, as amended);

NOW, THEREFORE, the County Legislative Body of Cache County ordains as follows:

**SECTION 1: CODE AMENDMENTS**

Chapter 3.04 of the Cache County Code, titled FISCAL PROCEDURES AND BUDGETING, is amended as follows:



### **3.04.070: ADOPTION OF THE BUDGET:**

H. Draft budgets, tentative budgets, submitted budgets, final budgets, and budget amendments shall include line items of account details and line items of transaction details for each account.

### **3.04.075: MODIFICATION OF THE BUDGET:**

A. Budget Openings shall be held quarterly. Unless there are no requests for changes to be considered, a resolution amending the budget shall be placed on the agenda for Initial proposals for consideration of action and a public hearing shall be held, in accordance with the requirements of County Code 2.12.260 and applicable state code, at the first County Council meeting of the following months: March, June, September, and November.

B. At the approval of the County Council, a special budget opening to address an immediately needed adjustment to the budget may be held at any time consistent with noticing requirements in county and state code. A special budget opening shall not replace quarterly budget openings.

C. Upon the completion of the public hearing, the County Council shall consider the matters discussed at the hearing and make adjustments to the budget as it deems appropriate, subject to the following limitations:

1. There shall be no decrease in an amount appropriated for reduction of any deficit which exists.
2. No budget increase shall exceed the estimated revenue for such budget.



**SECTION 2: EFFECTIVE DATE**

This ordinance takes effect 15 days following its passage and approval by the County Council.

PASSED BY THE COUNTY COUNCIL OF CACHE COUNTY, UTAH, THIS 13th DAY OF DECEMBER 2022.

	In Favor	Against	Abstained	Absent
Paul R. Borup				
David Erickson				
Nolan P. Gunnell				
Barbara Tidwell				
Karl Ward				
Gina Worthen				
Gordon Zilles				
Total				

**CACHE COUNTY:**

**ATTEST:**

By: \_\_\_\_\_  
Barbara Tidwell, Council Chair

By: \_\_\_\_\_  
Jess Bradfield, County Clerk / Auditor

By: \_\_\_\_\_  
David Zook, County Executive



## Redline Version

### **3.04.070: ADOPTION OF THE BUDGET:**

H. Draft budgets, tentative budgets, submitted budgets, final budgets, and budget amendments shall include line items of account details and line items of transaction details for each account.

### **3.04.075: MODIFICATION OF THE BUDGET:**

A. Budget Openings shall be held quarterly. Unless there are no requests for changes to be considered, a resolution amending the budget shall be placed on the agenda for Initial proposals for consideration of action and a public hearing shall be held, in accordance with the requirements of County Code 2.12.260 and applicable state code, at the first County Council meeting of the following months: March, June, September, and November.

B. At the approval of the County Council, a special budget opening to address an immediately needed adjustment to the budget may be held at any time consistent with noticing requirements in county and state code. A special budget opening shall not replace quarterly budget openings.

C. Upon the completion of the public hearing, the County Council shall consider the matters discussed at the hearing and make adjustments to the budget as it deems appropriate, subject to the following limitations:

1. There shall be no decrease in an amount appropriated for reduction of any deficit which exists.

2. No budget increase shall exceed the estimated revenue for such budget.



**CACHE COUNTY  
ORDINANCE NO. 2022 - 39**

**AN ORDINANCE AMENDING SECTION 2.28 OF THE CACHE COUNTY CODE  
REGARDING PART TIME COUNTY OFFICERS**

- (A) WHEREAS, the County Council is the legislative body of Cache County, and is vested with all legislative and policy determining powers of the county; and
- (B) WHEREAS, the County Council shall enact ordinances and adopt resolutions necessary and appropriate to establish official policy and to facilitate the discharge of any powers and responsibilities of Cache County; and
- (C) WHEREAS, the County Council may pass all ordinances and rules and make all regulations, not repugnant to law, necessary for carrying into effect or discharging its powers and duties; and
- (D) WHEREAS, the County Council has the authority to convert county officers' existing and/or future yearly salaries from full time to part time salaries, or from part time salaries to full time salaries, as the council in its discretion may deem appropriate; and
- (E) WHEREAS, the County Council has an interest in ensuring each of the offices of the County are being managed in a manner that ensures the public is being served and the County's business is being conducted in an efficient and effective manner; and
- (F) WHEREAS, the County Council believes that the offices of each of the County's elected officers require more than thirty (30) hours of work per week to manage effectively;

NOW, THEREFORE, the County Legislative Body of Cache County ordains as follows:

**SECTION 1: CODE AMENDMENTS**

Chapter 2.28 of the Cache County Code, titled COUNTY OFFICERS, is amended as follows:

**2.28.030: COUNTY OFFICERS:**

C. A County officer will be paid a part time salary if the County Council finds that the County officer, in fact, works less than thirty (30) hours per week, in which case the part time salary will be an hourly wage based upon the prorated amount of the full time salary and the County officer may not receive other compensatory benefits unless approved by the County Council.



**SECTION 2: EFFECTIVE DATE**

This ordinance takes effect 15 days following its passage and approval by the County Council.

PASSED BY THE COUNTY COUNCIL OF CACHE COUNTY, UTAH, THIS 13th DAY OF DECEMBER 2022.

	In Favor	Against	Abstained	Absent
Paul R. Borup				
David Erickson				
Nolan P. Gunnell				
Barbara Tidwell				
Karl Ward				
Gina Worthen				
Gordon Zilles				
Total				

**CACHE COUNTY:**

**ATTEST:**

By: \_\_\_\_\_  
Barbara Tidwell, Council Chair

By: \_\_\_\_\_  
Jess Bradfield, County Clerk / Auditor

**ACTION OF THE COUNTY EXECUTIVE:**

\_\_\_\_\_ Approve  
\_\_\_\_\_ Disapprove (Statement of Objection attached)

By: \_\_\_\_\_  
David Zook, County Executive



### **Redline Version**

C. A County officer will be paid a part time salary if the County ~~officer gives notice that he or she chooses to work, or the County~~ Council finds that the County officer<sub>1</sub> in fact<sub>2</sub> works<sub>3</sub> less than thirty (30) hours per week, in which case the part time salary will be an hourly wage based upon the prorated amount of the full time salary and the County officer may not receive other compensatory benefits unless approved by the County Council.



**CACHE COUNTY  
ORDINANCE NO. 2022 - 40**

**AN ORDINANCE AMENDING SECTION 2.16 OF THE CACHE COUNTY CODE**

- (A) WHEREAS, Cache County is required by law to provide adequate and reasonable indigent defense; and
- (B) WHEREAS, The Cache County Council has determined that it is in the best interest of the public to create the Office of Public Defender for the purpose of administration and coordination of indigent defense;

NOW, THEREFORE, the County Legislative Body of Cache County ordains as follows:

**SECTION 1:**

Section 2.16 of the Cache County Code is amended to include Section **2.16.090** which shall read in full as follows:

**2.16.090: OFFICE OF PUBLIC DEFENDER:**

- A. There shall be a Public Defender's office, which shall be headed and directed by a Managing Defender to provide indigent individuals with effective assistance of counsel, at all critical phases of criminal proceedings, for prosecutions of offense(s) carrying the possibility of a deprivation of liberty as provided in both the Utah and United States Constitutions.
- B. The Managing Defender shall be chosen by the by the County Executive and approved by a majority vote from the County Council.
- C. The Managing Defender may adopt rules to administer to the needs and function of the Public Defender office.
- D. The Managing Defender has the duty to ensure indigent persons are represented by effective and competent Public Defenders.
- E. The Managing Defender shall ensure resources are allocated to the Public Defenders and are independent.
- F. The Managing Defender shall propose a yearly budget and have the authority to approve expenditures from the budget for the Public Defender's Office.
- G. The Managing Defender shall have independent authority in administering and overseeing public defender contracts.



**SECTION 2:**

This ordinance takes effect 15 days following its passage and approval by the County Council.

PASSED AND APPROVED BY THE COUNTY COUNCIL OF CACHE COUNTY, UTAH  
THIS \_\_\_ DAY OF \_\_\_\_\_ 2022.

	In Favor	Against	Abstained	Absent
Paul R. Borup				
David Erickson				
Nolan Gunnell				
Barbara Tidwell				
Karl Ward				
Gina Worthen				
Gordon Zilles				
Total				

**CACHE COUNTY:**

**ATTEST:**

By: \_\_\_\_\_  
Barbara Tidwell, Chair

By: \_\_\_\_\_  
Jess Bradfield, County Clerk / Auditor

**ACTION OF THE COUNTY EXECUTIVE:**

\_\_\_\_\_ Approve  
\_\_\_\_\_ Disapprove (Written statement of objection attached)

\_\_\_\_\_  
David Zook, County Executive

\_\_\_\_\_  
Date



Redline version of Chapter 2.16.090 to show proposed change:

**2.16.090: OFFICE OF PUBLIC DEFENDER:**

- A. There shall be a Public Defender's office, which shall be headed and directed by a Managing Defender to provide indigent individuals with effective assistance of counsel, at all critical phases of criminal proceedings, for prosecutions of offense(s) carrying the possibility of a deprivation of liberty as provided in both the Utah and United States Constitutions.
- B. The Managing Defender is appointed by the by the County Executive with advice and consent from the Cache County Council.
- C. The Managing Defender may adopt rules to administer to the needs and function of the Public Defender office.
- D. The Managing Defender has the duty to ensure indigent persons are represented by effective and competent Public Defenders.
- E. The Managing Defender shall ensure Public Defenders are independent and appropriate resources are allocated for indigent defense services.
- F. The Managing Defender shall propose a yearly budget and have the authority to approve expenditures from the budget for the Public Defender's Office.
- G. The Managing Defender shall have independent authority in administering and overseeing public defender contracts.



**CACHE COUNTY  
RESOLUTION NO. 2022-34**

**A RESOLUTION ON COUNTY POLICY ON LEGISLATIVE MATTERS**

WHEREAS, the County Council is the legislative body of Cache County and is vested with all legislative and policy determining powers of the County (Cache County Code 2.12.120); and

WHEREAS, taking positions on legislative matters is itself a policy-making decision; and

WHEREAS, the Council recognizes the importance of ensuring that the position of Cache County is clearly and accurately represented to legislators, other officials, and the public;

NOW, THEREFORE, be it resolved that the Cache County Council establishes the following:

**COUNTY POSITION ON LEGISLATIVE MATTERS**

The County Council shall set the County position on all legislative and policy matters at the local, state, and federal levels.

Individual County elected officials may take positions on legislative matters, but shall clearly communicate that the opinion is theirs or that of their office and not the position of Cache County.

This resolution shall take effect immediately upon passage by the County Council. Adopted this 13<sup>th</sup> day of December, 2022, by the Cache County Council.

Cache County Council:

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Barbara Tidwell, Chair

ATTEST:

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Jess Bradfield, County Clerk