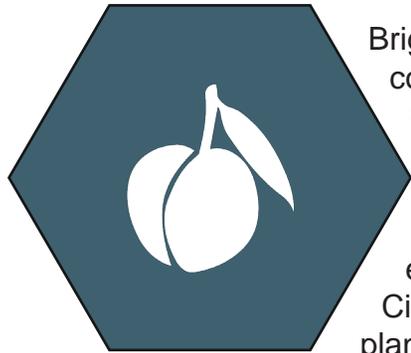




CHAPTER 1

INTRODUCTION



Brigham City is the largest community in Box Elder County and acts as the hub for neighboring cities and towns. It has access to the County's major employers and excellent public facilities. The City's agricultural history is firmly planted within the fruit and grain industries. It has become famous

for its' Peach Days celebration. It lies adjacent to the world famous Bird Refuge and not far from the Golden Spike National Historic Site Monument and the intriguing Spiral Jetty. It has a unique classic downtown that includes an arching sign with the City's name that is also well known throughout Utah.

In 2015, Brigham City decided to update their General Plan. A General Plan is a multi-faceted community plan for the future with a 10 to 20 year time frame. In life we are all planners. The General Plan is similar to what we do

individually, as we each prepare and plan to find a good job, or purchase a car, or figure out what we are going to do the next day. Individual planning is hard and we often need to adjust our course as some idea or circumstance requires a change in direction. For a community, determining what that direction should be is the difficult part. Usually it is not too difficult to figure out what to do on your own, but as a group, an entire community will often not seek the same future. There will be issues that we do not all agree upon, and therefore a consensus based vision for the future may be the most difficult part of a General Plan process.

A balanced community is one where there is a diversity of land uses including businesses that offer jobs to support housing and the sources of revenue are varied. Those revenues include substantial dollars from sales taxes so the community does not have to rely on property taxes alone

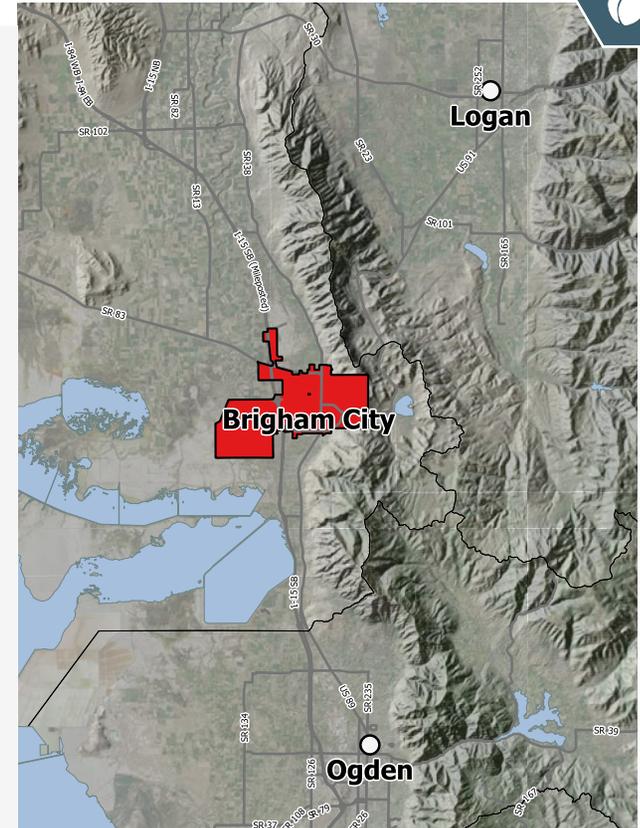
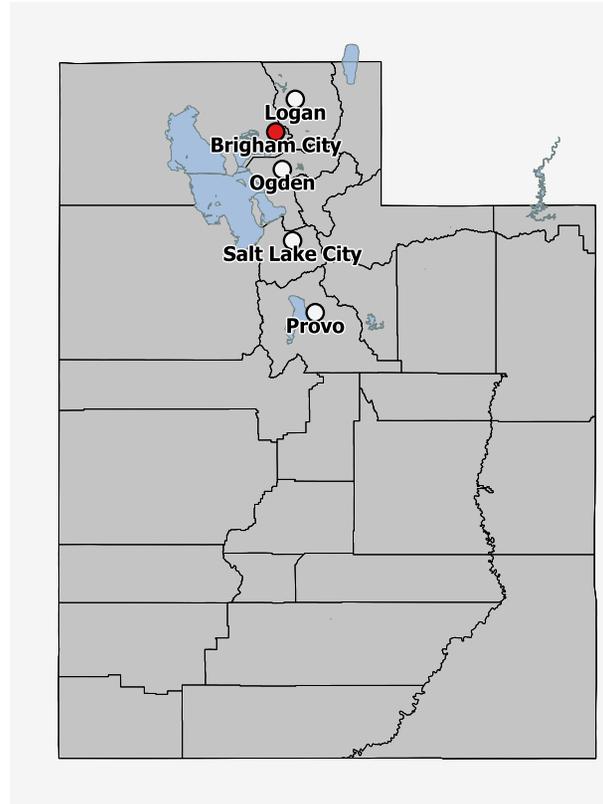
Small Town

BIG FUTURE



as the main source of revenue. The concept of becoming a more balanced community is incorporated throughout this General Plan update.

General Plans are required by State Law in section 10-9a-401. Every community is required to create a General Plan and it is the role of the Planning Commission to make a recommendation on the content of the Plan to the governing body. State law requires that at least three topics or elements be addressed: land use, transportation, and housing. This General Plan update includes these topics/elements and many others. The emphases of this planning process have been balanced between economic development, downtown revival, the commuter rail station location, and corridor planning.



General Plans are advisory but have legal authority. The Planning Commission should reference the Plan in every decision. The City Council will use the Plan in their decisions and take into account the Planning Commission's recommendation, but they can override the Plan with good factual reasoning. The Plan provides a long range point of view to address today's decisions. It helps to answer the question of, "Does today's decision detract or enhance the future vision of the community"?

For the residents of the community, the General Plan is their point of reference to Brigham City's policies and future

vision. It is their primary guide to the community's policies about what it wants to achieve.

The City on its' own or through partnerships will build many aspects of this future vision. Yet, it is the development community that actually builds most of the Plan as they construct homes, businesses, and shops the Plan suggests. Developers will build to the community vision found in the General Plan so long as the City's ordinances reflect that vision.

As part of an annual review of City progress in general, the goals, strategies, and accomplishments of the Plan

Small Town

BIG FUTURE

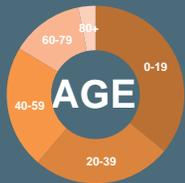
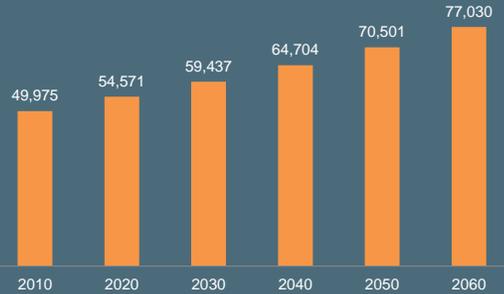


BOX ELDER COUNTY
POPULATION: **50,794**

SQUARE MILES: 6729.2

MEDIAN INCOME: \$57,292

POPULATION PROJECTION:



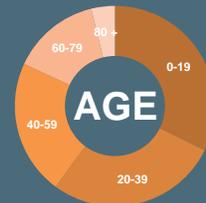
MEDIAN AGE: 31.8

BRIGHAM CITY
POPULATION: **18,631**

SQUARE MILES: 24.8

MEDIAN INCOME: \$52,025

POPULATION PROJECTION:



MEDIAN AGE: 32.8





PUBLIC PLANNING MEETING JANUARY 6, 2016

should be evaluated. Have the priorities changed? Have some of the strategies been accomplished? What should be our priorities for the upcoming year? This sort of annual evaluation is an exercise that all cities should pursue. With a new General Plan that helps set the direction for Brigham City, an annual evaluation of progress and a fine tuning of next year's emphases is a worthwhile endeavor. In addition, it keeps the Plan active and part of the ongoing means of achieving community improvement, which should be measured annually.

PUBLIC PARTICIPATION PROCESS

As part of the process of updating the Brigham City General Plan, a Steering Committee (SC) of residents, business owners, City Staff, Planning Commission and City Council members was assembled to provide guidance and feedback to Civil Solutions Group throughout the "Small Town, Big Future" process. The Steering Committee met at least monthly from the fall of 2015 to the early summer of 2016. Ordinance improvements are also part of the update

process.

Many techniques were employed to engage the public and create interest in the General Plan update. One of the main issues of the Plan update was to create a plan for a more unique, and sustainable downtown. A seminar was held in November 2015 by a downtown revitalization specialist, Roger Brooks. Many of the downtown businesses attended and learned techniques to improve their business and issues about their downtown. Many





SYCAMORE TREES ON MAIN STREET

of the principles set forth in that seminar have been retained as appropriate for inclusion in this General Plan (see Main Street Chapter).

The techniques used to obtain resident, property owner, and business input were as follows:

- Established a new logo for the process, “Small Town, Big Plans”
- A values exercise with the Steering Committee
- An area specific survey to determine satisfaction and issues with defined areas of the community
- Area specific focus groups
- A section of the City web page devoted to the General Plan update
- An on-line visual preference survey with over 200 responses
- Newsletter invitations and articles
- Social media invitations
- An afternoon and evening workshop that engaged about

200 people and provided ideas about what needs to be done in the City as well as desirable potential future land use directions

- Flyers distributed through the downtown as invitations to open houses
- A second open house for Plan proposals
- Public Hearings with the Planning Commission and City Council

All of the information from the various surveys, workshops, meetings, and open houses was compiled and utilized to provide input throughout the Plan development process.

COMMUNITY CHARACTER

What does Brigham City value?

As part of this planning process an effort was made to assess the characteristics and values that make Brigham

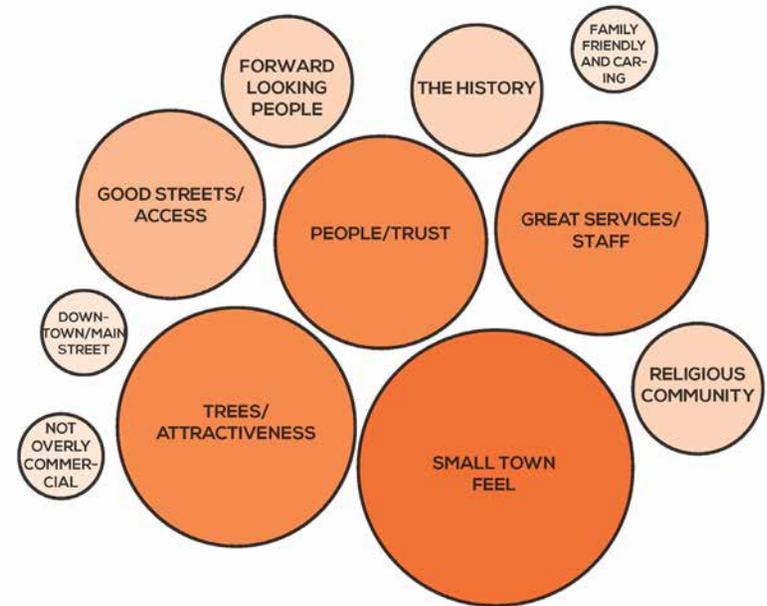
Small Town



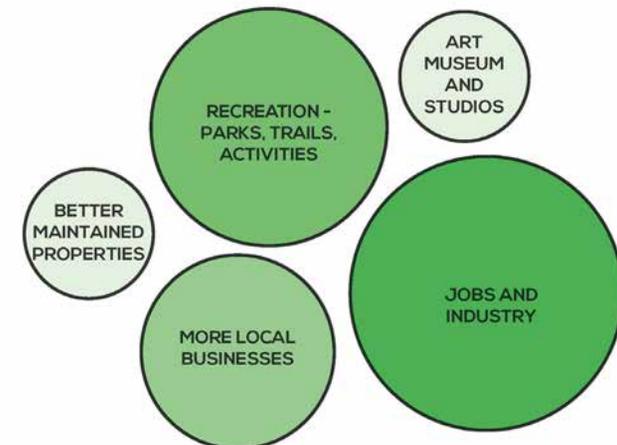
City great. This was accomplished through a series of questions posed to the Steering Committee. Those questions and their responses are as follows:

- Question # 1: If you came back to Brigham City in 20 years and all your hopes for our community were achieved – what would you see?
 - Downtown has blossomed and retains its historic nature
 - The safe nature of the community is retained
 - A great system of trails
 - The Fronrunner Station is built
- Question #2: What feature or aspect of Brigham City makes you want to stay forever?
 - The small town feel continues to be important into the future
 - The safe community with friendly people
 - Fronrunner potential
 - Trees
- Question #3: What makes Brigham City different from other small towns?
 - Small town feel
 - Trusting people
 - Great services, great streets
 - Trees/attractiveness
- Question #4: What do you wish there was more of?
 - More recreational opportunities
 - Jobs and industry
 - More local businesses
 - Better property maintenance
- Question #5: What do you wish there could be less of?
 - Crime
 - Blight
 - Negativity

WHAT MAKES BRIGHAM CITY DIFFERENT?



WHAT WOULD YOU LIKE TO SEE MORE OF?



Small Town

BIG FUTURE



- Question #6: What are the biggest issues facing Brigham City today?
 - Job growth and the economy
 - Blighted neighborhoods
 - Decaying infrastructure
 - Traffic/roads

Detailed answers to these questions can be found in the appendices.

Retaining the small town feel continues to be a central priority for the community. Small town feel is difficult to quantify but some possible components appear to be:

1. Avoiding high volumes of traffic and wide street rights-of-way
2. Enhancing the downtown and avoiding big box stores on Main Street
3. Keeping the street trees
4. Limiting building height

RESULTS FROM SURVEYS, FOCUS GROUPS, AND OPEN HOUSES

From the first round of surveys and groups that focused on specific corridors, the following information covers the major points (details in appendix):

North Main

- Needs clean up and enforcement
- Needs more businesses like a gas station
- Would like to see development of the old golf course
- Keep the street trees
- Peach City is a landmark business



PEACH DAYS ON MAIN STREET

Downtown

- Improve facades/curb appeal
- Improve parking
- Make it more pedestrian friendly
- More active and more businesses
- Keep the historic character

South Main

- Capitalize on and support the new USU campus
- More businesses are needed
- Better maintenance
- Trucks and high volume traffic change the small town feel

Forest Street (East of Rail Road)

- Vehicular overpass at the UP Railroad
- Improve property maintenance
- Gateway to the community
- Some felt it is good as is

West Forest Street

- Vehicular overpass at the UP Railroad
- Welcome signs
- Improve property maintenance



From the second series of surveys and open houses, the following major issues emerged:

- Downtown concerns a lot of the residents. More activity and visual appeal is desired.
- New Main Street road cross sections with options to remove the trucks from Main are worth pursuing. Extending outdoor dining out into the street with parklets is a concept that has support
- The Fronrunner Station should be mixed-use
- Apartment architecture needs attention
- Plazas should be green
- There is interest in splash pads and ice skating rinks
- Park strips that accommodate street trees with wide sidewalks are also supported by residents

Visual Preference Survey Results

The following statements and pictures are summaries from the Brigham City visual preference survey:

- Train Station Development
 - For the train station area Brigham City residents prefer a mixed-use development over a conventional park and ride. The mixed-uses could be office, retail, housing and others.
- Main Street
 - For Main Street sidewalks and frontage residents want an active setting including extra sidewalk space with dining areas, street trees, street furniture, on street parking, and buildings next to the sidewalk.
- Apartment Buildings
 - Residents prefer apartment building heights to be around three stories maximum. Buildings should be high quality and have beautiful landscaping.



TRAIN STATION DEVELOPMENT VISUAL PREFERENCE



MAIN STREET VISUAL PREFERENCE



APARTMENT BUILDING VISUAL PREFERENCE



PLAZA VISUAL PREFERENCE

Small Town



STREETSCAPE PARKLETS



STREETSCAPE MEDIAN



PARK SPLASH PAD



ICE SKATING RINK

- Plazas
 - Residents prefer plazas that include full tree canopy cover providing ample shade.
- Streetscapes
 - Residents like the idea of parklets or extending the pedestrian space into parking stalls. Details of how to properly accomplish this will have to be worked through with UDOT.
 - Participating residents favored planted medians on Main Street. Maintaining visibility of the Main Street Arch and corridor is important, no trees should be planted in median by Arch.
- Amenities
 - Residents prefer a splash pad to be installed in a park, with a recommendation to consider a second one downtown in the future. Participating residents expressed interest in a skating rink downtown.

VISION

Brigham City will continue to be the hub city in Box Elder County with a vibrant downtown and a diverse tax base of large and small businesses. Brigham City will strive to:

- Retain Brigham City's quality of life and small town atmosphere.
- Continue to be a beautiful place to live, work, and recreate.
- Revitalize the Historic Downtown by implementing the desires of the community which include an improved appearance, more activities, business variety, and active public spaces .
- Promote housing variety and an improved appearance.

Small Town

BIG FUTURE



- Assure enhanced visual quality for all types of development.
- Promote employment growth with high paying jobs.
- Maintain the grid system of streets to help distribute traffic .
- Continue to provide parks with excellent facilities within walking distance of most City neighborhoods.
- Develop trail system connections to the mountains, to destinations within the community, and connect with the Bird Refuge.
- Keep the tree lined streets that we are known for.

PRIORITY GOALS

Each chapter has a series of goals and strategies meant to address the most significant issues facing the community on that particular topic. The manner in which this General Plan was developed was to provide the most important goals and not to conceive a myriad of issues that becomes overwhelming. To some extent, this lengthy list of goals and strategies could result in difficulty determining where the City should place its’ emphasis. The Steering Committee in its’ last meeting reviewed the entire document and then performed an exercise to prioritize the goals, as follows:

Land Use

Create beautiful and attractive landscapes and buildings on Brigham City’s major corridors.

Main Street

1. North Main – Promote commercial growth in nodes at 900 North and in the 300 North/600 North area
2. Downtown - Create attractive public parking lots that

include wayfinding signs.

3. South Main – Support and capitalize on the USU campus

Transportation

Increase existing roadway connectivity (including railroad by-pass roads).

Economic Development

Revitalize Downtown to generate revenue and create a unique shopping and entertainment experience.

Housing

Improve the maintenance/quality of existing homes and neighborhoods that are in poor condition, especially older homes.

Parks and Trails

1. Develop a plan for a City-wide trail system.
2. Develop a new City Community Center.

Environment

Protect the hillsides from residential and commercial development.

Public Services

Consider, if financially feasible, the development of a City-wide pressurized secondary water system.

Each of these goals has associated strategies to achieve the goal, and those strategies are defined in each chapter. The Parks and Trails chapter has 2 goal priorities since the



CHAPTER 1: INTRODUCTION

prioritization process resulted in a tie between the trail system and the community center.

Although all of the goals in this document represent important directives for the City, these priorities can be considered a shorter time frame series that can translate to more immediate programs as further defined by their associated strategies to implement each goal.

Modifications to General Plan and Zoning

Modifications to the General Plan are defined as any change in the purpose, intent, or text and maps of the currently adopted Brigham City General Plan. Any changes in zoning should be consistent with the General Plan and appropriate modifications should be made to the General Plan prior to making changes in zoning policy and the zoning map. The Council and Planning Commission have substantial discretion since changes in the Plan are a legislative act. Changes to the General Plan may be suggested in writing and submitted to the Planning Commission or planning staff through an application. Suggestions will be studied and placed on the agenda of the Planning Commission for formal consideration. If the proposed modification to the General Plan is determined to have legitimate and sufficient merit, the Planning Commission will study the matter and make a recommendation to the City Council. The City Council will hold a public hearing and approve, modify, or deny by ordinance the proposed modification. If the proposed modification to the General Plan is denied by the Planning Commission, that is still considered an action, but should be sent to the City Council as a negative recommendation. General Plan changes and zoning changes may be considered concurrently.

ZONING AND LAND-USE POLICY

The following policy consists of general statements to be used as guidelines. Such guidelines may on occasion conflict when several are compared. In such cases, the Planning Commission will prioritize the guidelines as they pertain to the specific parameters of the issue which is pending. All zoning requests should first be evaluated for their compliance with the General Plan.

General Guidelines:

- A definite edge should be established between types of uses to protect the integrity of each use, except where the mixing of uses is recommended in the General Plan.
- Zoning should reflect the existing use of property to the greatest extent possible, unless the area is in transition or is in conflict with the General Plan.
- Where possible, properties which face each other, across a local street, should be the same or a similar zone. Collector and arterial roads may be sufficient buffers to warrant different zones.
- Zoning boundaries should generally not cut across individual lots or developments (i.e., placing the lot in two separate zones). Illogical boundaries should be redrawn to follow property or established geographical lines.
- The primary frontage and land use should be considered when establishing zoning boundaries on corner lots.
- The Planning Commission may choose to use mixed-use, multiple family, or professional office zoning as a buffer between commercial and residential uses.
- Any non-residential zone abutting residential zones should be a mixed-use, office, or other transitional zone to help minimize the impacts on residential zones. Transitions between uses should be carefully thought through.



AERIAL VIEW OF MAIN STREET AND VARIOUS LAND USES IN BRIGHAM CITY

Residential Guidelines:

- Avoid isolating neighborhoods.
- Encourage appropriate management of higher density developments. This includes project size sufficient to warrant on site management and assurances of professional site and tenant management.
- Require excellence in design.
- Consider development agreements, especially during the rezoning process, to assure higher quality development

Commercial Guidelines:

- Generally commercial zones should be located along Main Street, near freeway interchanges, and along 1100 South, avoiding local streets which serve residential zones.
- Require improved site planning and architecture that

increases the landscaping and building attractiveness.

- Encourage commercial uses to be developed in nodes with a focus toward walkable streets, with buildings approaching the sidewalk, rather than as standard strip commercial with parking adjacent to the road.
- Consider development agreements, especially in the rezoning process, to assure higher quality development.
- Promote mixed-use developments.



BRIGHAM CITY HISTORY TIMELINE



1854 LORENZO SNOW LEADS 50 FAMILIES TO SETTLE THE AREA.



1855 WILLIAM WRIGHTON PLANTED 100 PEACH TREES IN BRIGHAM CITY.



1865 COOPERATIVE ENTERPRISE FORMED.



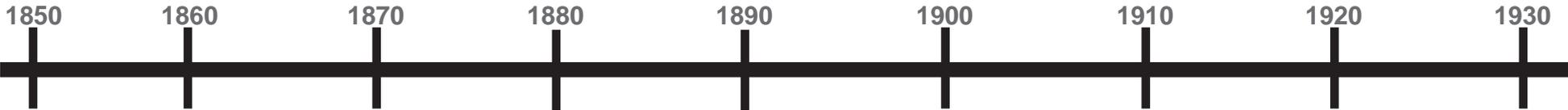
1892 WATER AND SEWER FIRST INSTALLED.



1897 BOX ELDER TABERNACLE IS REBUILT.



1928 BEAR RIVER MIGRATORY BIRD REFUGE ESTABLISHED.



SHOSHONE INDIAN COUNTRY PRIOR TO 1850.



1857 COUNTY COURTHOUSE CONSTRUCTED.



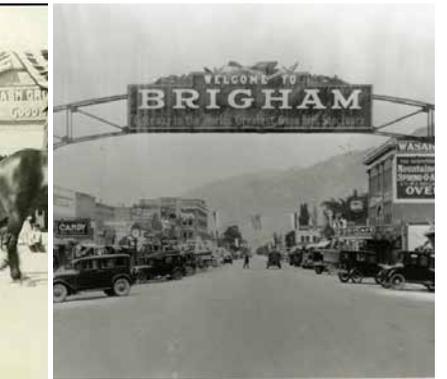
1870 BARON WOOLEN MILLS BUILT.



1890 BRIGHAM CITY'S FIRST NEWS PAPER



1904 FIRST PEACH DAYS



1928 MAIN STREET ARCH INSTALLED.

Small Town

BIG FUTURE



1942 BUSHNELL HOSPITAL CONSTRUCTED. CONVERTED INTO INTERMOUNTAIN INDIAN SCHOOL IN 1950.



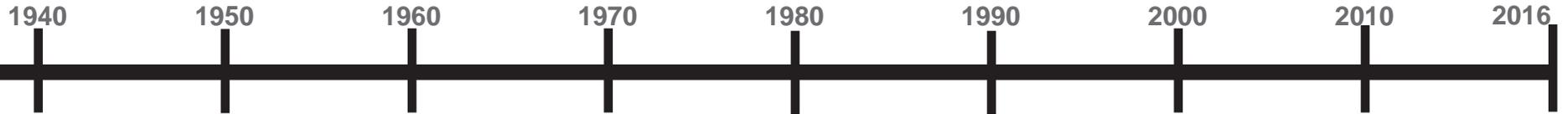
1984 THE INTERMOUNTAIN INDIAN SCHOOL CLOSED.



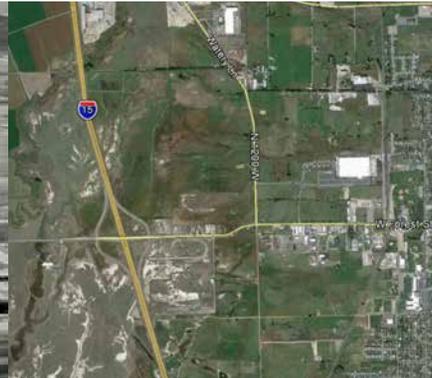
2006 NEW VISITOR CENTER CONSTRUCTED FOR THE BEAR RIVER MIGRATORY BIRD REFUGE.



2015 FIRST USU BRIGHAM CITY CAMPUS BUILDING COMPLETE.



1957 CONSTRUCTION OF THIOKOL CHEMICAL CORPORATION'S WASATCH DIVISION, THE LARGEST MANUFACTURING ENTERPRISE IN BOX ELDER COUNTY'S HISTORY.



1974 I-15 COMPLETED TO BRIGHAM CITY.



2012 BRIGHAM CITY LDS TEMPLE COMPLETED AND DEDICATED.



2015 BARON WOOLEN MILLS DESTROYED BY FIRE.

Small Town

BIG FUTURE