



Davis
C O U N T Y

General Plan

Where the County Protects, Where the Cities Lead



ADOPTED BY DAVIS COUNTY COMMISSION ON SEPTEMBER 15, 2026

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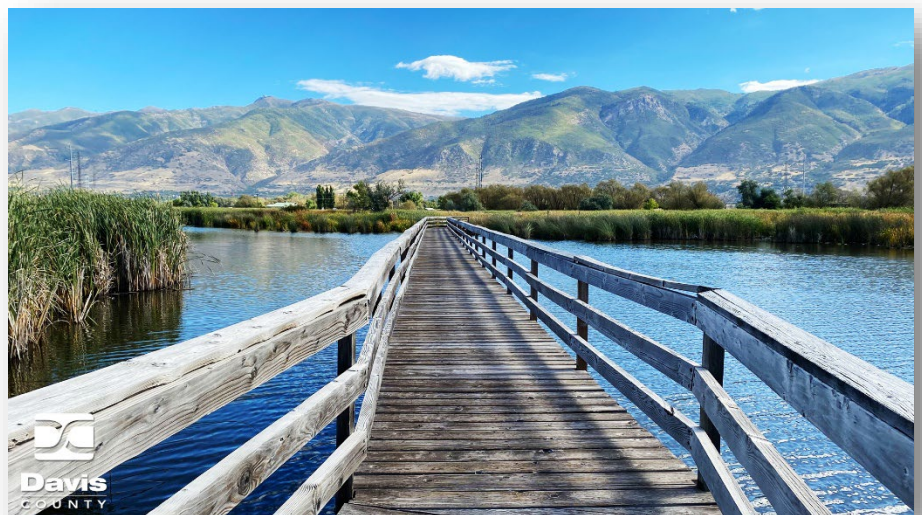
EXECUTIVE SUMMARY

Davis County's 2026 General Plan accomplishes the following:

- **Establishes a long-range framework** for protecting shared landscapes, guiding land use in unincorporated areas, coordinating countywide services, and working with cities as growth continues along the Wasatch Front.
- **Affirms that cities are the primary locations** for urban growth and urban services, while the County focuses on countywide services, regional coordination, transportation connections, and stewardship of hillsides, shorelands, agricultural lands, water resources, habitat areas, and other shared landscapes.
- **Emphasizes, in unincorporated areas** resource protection, fiscal sustainability, and annexation where urban services are needed.
- **Meets the required elements** of Utah Code Title 17, Chapter 79, while allowing Davis County to tailor the plan's format and emphasis to local priorities and values.

Taken together, the 2026 General Plan provides Davis County with a durable, countywide approach for protecting the landscapes and systems that must be managed at a regional scale while supporting the cities and communities that shape residents' day-to-day lives.

The General Plan is organized as a "**bookshelf**," with this document providing the core countywide policy direction and the related adopted plans supply more detailed guidance on specific topics.





COMMUNITY ENGAGEMENT & VISION

COMMUNITY ENGAGEMENT & VISION

What is a General Plan?

A General Plan is the County's long-range guide for growth, development, and public investment over the next 10 to 20 years. It reflects countywide values, priorities and provides a common framework for decisions about land use, transportation, natural resources, economic development, public safety and health, parks and recreation, and coordination with cities and special districts. It helps the County coordinate development in unincorporated areas, avoid land use conflicts at city-county edges and in sensitive areas, preserve natural landscapes and open space, guide long-term investments, support grant and funding efforts, and plan proactively rather than case-by-case.

Utah State Code Compliance Summary

Under Utah Code Title 17, Chapter 79, counties are required to prepare and adopt a comprehensive, long-range General Plan that addresses both present and future needs of the community. The plan should guide growth and development within the County's boundaries and may address topics such as land use, transportation, economic development, public services, and environmental stewardship.

Mandatory Plan Elements

At minimum, a General Plan must include:

1. **The Land Use Element:** A map and narrative describing existing and proposed land uses, densities and development patterns.
2. **The Transportation and Traffic Circulation Element:** The general location and extent of existing and planned transportation facilities, including roadways, public transit, and active transportation.
3. **The Water Use and Preservation Element:** The relationship between development patterns and water demand and infrastructure, and strategies to reduce water use and waste.
4. **The Resource Management Plan:** Findings, objectives, and policies for the use, protection, and management of natural and other identified resources, as provided in Utah Code Section 17-79-402.

5. **A Moderate-Income Housing Element:** Required only for certain counties under Utah law. Davis County is not a specified county and is therefore not required to prepare a separate moderate income housing element, though this plan incorporates a discussion on housing opportunities throughout the County.

Optional but Encouraged Elements included in Davis County's Plan are as follows:

- Economic Development
- Trails
- Sensitive Lands
- Emergency Management
- Community Services

Flexibility and Local Control

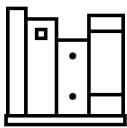
While the state defines required components, counties retain flexibility in the depth, format, and emphasis of their General Plans, allowing Davis County to meet statutory obligations while tailoring the document to local priorities, resources, and community values.

State Code Compliance Chart

Required Element	Main Plan Location(s)	Appendix or Supporting Document
Land Use	Community Development: Land Use Element	<i>None</i>
Transportation & Circulation	Community Connectivity: Transportation Element	-Davis County Transportation Plan -Davis County Active Transportation Plan
Water Use & Preservation	Community Vitality & Sustainability: Water Use & Preservation	<i>None</i>
Resource Management Plan	Community Vitality & Sustainability: Amendments to the 2017 Resource Management Plan	-Resource Management Plan

How the Plan is Organized

This General Plan is the County's central "**bookshelf**," tying together more detailed topic and area plans into a single framework. It provides the common vision, goals, and policies, while these supporting plans add detail for specific subjects and places. Each topic chapter includes a Planning "Bookshelf" callout that identifies documents providing additional context for that chapter. Together, the General Plan and its supporting plans function as an integrated toolkit for daily decision-making, long-range planning, and capital investment.



Supporting Plans on the County's Planning "Bookshelf"

The supporting plans listed below provide detailed maps, standards, and strategies that implement those policies for specific topics and places.

- [Resource Management Plan \(2017\)](#) – Establishes findings, objectives, and policies for managing natural resources such as water, wildlife habitat, shorelands, and rangelands at a countywide scale.
- [Shorelands Master Plan \(2001\)](#) – Guides long-term conservation, access, and compatible development along the Great Salt Lake fringe, including wetlands, floodplains, habitat areas, and agricultural buffers.
- [Hillside Master Plan \(2003\)](#) – Provides standards and guidance for development, access, and open space on the foothills and steep slopes that frame the east side of the County.
- [County Trails Plan \(2005\)](#) – Identifies existing and planned regional trail corridors, connections, and trailheads that support recreation, active transportation, and regional linkages.
- [County Active Transportation Plan \(2024\)](#) – Focuses on walking and bicycling networks, safe routes, and related improvements that complement the roadway and transit system.
- [Davis County Transportation Plan \(2004\)](#) – Addresses roadway classifications, major projects, and long-range transportation needs in coordination with regional partners.
- [Davis County Economic Development Strategic Plan \(2022\)](#) – Defines strategies to support employment centers, business growth, and a resilient local economy.
- [Pre-Disaster Mitigation Plan \(2021\)](#) – Assesses hazards and outlines pre-disaster actions to reduce risk and strengthen community resiliency.
- [Comprehensive Emergency Management Plan \(2024\)](#) – Guides preparedness, response, and recovery for emergencies and disasters across the County.

Public Participation Program

Public participation was an important part of the Davis County General Plan update and helped ensure that the plan reflects both countywide priorities and the perspectives of residents, stakeholders, partner agencies, and local leaders. Outreach for the plan included public meetings, stakeholder discussions, and online opportunities for review and input, creating multiple ways for the community to identify concerns, express values, and help shape the plan's direction.

Public Engagement Opportunities

EVENT	OPPORTUNITY
Kick-off Meeting Jan 27, 2026	County Commission held a work session where the project outline and schedule were presented & discussed with the Commissioners.
Stakeholder Meeting March 11, 2026	The General Plan Update project was discussed at the Davis County Council of Governments (COG) meeting.
General Plan Open House March 19, 2026	Residents were invited to attend an Open House at County offices to review and provide feedback about the Plan's themes & draft exhibits.
Work Sessions August 12, 2026 (Planning Commission) August 18, 2026 (County Commission)	Work sessions held with Planning Commission and the County Commission to discuss and review the draft of the General Plan.
General Plan Forum August 19, 2026	Residents were invited to attend a forum at County offices where the updated General Plan was presented and public comment was received.
Comment Review Period August 19, 2026- September 2, 2026	A draft of the updated Plan was posted on the project's website to provide additional comment & feedback prior to the County's final work sessions & public hearings.
Public Hearings September 3, 2026 (Planning Commission) September 15, 2026 (County Commission)	Pursuant to Utah State Code 17-29-204 public hearings were scheduled and appropriately advertised with the Planning Commission prior to making recommendation of the plan adoption to the County Commission.
General Plan Project Website January 2026-December 2026	Project information available to residents 24/7 with updates and contact information to provide feedback on the plan or any of its components.

Community Vision



Davis County will remain a safe, welcoming, and resilient place to live, where residents enjoy strong communities, reliable services, and access to the hillsides, shorelands, and open spaces that define the county. The County will protect these shared landscapes and countywide systems, while its cities lead in planning and providing urban neighborhoods, centers, and services.



COMMUNITY PROFILE

COMMUNITY PROFILE

History & Background

Davis County has evolved from Indigenous homelands and early agricultural settlements into a fast-growing suburban county integrated into the Wasatch Front economy. Indigenous peoples have used the land and resources of what is now Davis County for thousands of years, including Fremont groups who lived seasonally along the shores and islands of the Great Salt Lake, such as Antelope Island. Streams flowing west from the Wasatch Mountains supported hunting, gathering, and later irrigated agriculture that shaped early settlement patterns.

The County was formally organized on October 5, 1850, during the provisional State of Deseret, and named after Captain Daniel C. Davis of the Mormon Battalion. Farmington was designated county seat because of its central location between the Weber and Jordan Rivers, reflecting Davis County's long, narrow form between the Wasatch Mountains and the Great Salt Lake. Early non-Native settlers, beginning with Bountiful in 1847, developed irrigation systems and farms on rich alluvial soils, making Davis County the "Garden Spot of Utah" for crops such as sugar beets, tomatoes, onions, alfalfa, grains, fruit orchards, and dairy.

For roughly its first half-century, Davis County grew slowly as a dispersed rural area focused on agriculture and local trade. A major transition began with the arrival of the Utah Central Railroad in 1870, linking Ogden and Salt Lake City and opening new connections for freight, goods, and travel. Rail access, followed by improved roads, water systems, and electrification, supported the mechanization of agriculture and the growth of commerce and services in communities such as Farmington, Bountiful, and Kaysville.

World War II and the establishment of Hill Field in November 1940 (now Hill Air Force Base) and the Naval Supply Depot at Clearfield fundamentally reshaped the County. Defense installations brought major new employment and rapid housing construction, especially in Clearfield and Layton, marking the shift from a primarily agricultural county to a growing suburban and industrial region. Post-1950 freeway construction, commuter travel, and the expansion of the Salt Lake–Ogden metropolitan area accelerated this growth, and by 2010 the County's population exceeded 300,000 and has continued to increase since.

Today, Davis County is the state's smallest county by land area, but one of its most urbanized and densely populated. Strong natural population growth and in-migration continue to drive expansion, and long-range projections anticipate further growth and economic diversification through mid-century. Against this backdrop, communities are managing the transition from historic agricultural roots to a mature, largely built-out suburban county closely tied to regional transportation, employment, and recreation systems along the Wasatch Front.

Population, Households, & Economy

Population & Household Growth

Davis County has experienced sustained population and household growth over the past several decades and remains one of Utah's most populous counties despite its relatively small land area. Between 2000 and 2024, the County grew from about 239,000 to nearly 379,000 residents, with a 17.9 percent increase between 2010 and 2020 alone. This pattern reflects Davis County's continued role along the Wasatch Front, with strong regional access, employment opportunities, and a high quality of life that continue to attract new residents.

Household growth has closely tracked population change. The number of households increased from about 74,000 in 2000 to more than 115,000 in the 2020–2024 period, indicating continued residential development and strong demand for housing across the County. Growth has been driven by both natural increase (more births than deaths) and positive net migration (more people moving in than leaving) and is expected to continue even as remaining developable land becomes more limited and growth patterns shift toward infill, redevelopment, and more efficient use of existing urbanized areas.

Household and Socio-economic Characteristics

Davis County's household profile reflects both its family-oriented character and its relatively strong economic position within Utah. In 2020, the County had 111,552 households with an average size of 3.25 persons, and approximately 79.7 percent of households were family households. More recent estimates show modest increases in total households and a slight decline in average household size to about 3.18 persons, indicating that households remain larger than national norms even as they gradually shrink.

The County's income and poverty indicators point to a generally affluent community with pockets of vulnerability. Median household income rose from roughly \$52,000 in 2000 to about \$87,570 in 2020 and an estimated \$108,058 in recent years, with average household income around \$129,739 in 2024. Over the same period, poverty rates have remained comparatively low but still represent a meaningful share of households that may face challenges related to housing affordability, transportation costs, and access to services.

Davis County's age structure further shapes local housing and service needs. The share of residents under age 18 has edged down from about one-third of the population in 2000 and 2010 to 28.6 percent in 2024, while the share of residents age 65 or older has increased from about 8 percent in 2000 to nearly 12 percent in 2024. This combination of a substantial family population and a growing senior population point to the need for a range of housing types and

neighborhood amenities, including family-oriented housing, smaller and maintenance-light options for older adults, and convenient access to schools, parks, healthcare, and transit.

Key Population & Household Indicators (2000-2024)

INDICATOR	2000	2010	2020	2024 (ESTIMATES)
Population	238,994	306,479	362,679	378,500
Households	73,949	93,545	111,552	115,919
Average HH Size	3.24 persons	3.24 persons	3.25 persons**	3.18 persons
Median HH Income	\$52,000	\$72,900	\$87,570	\$108,058*
Poverty Rate	4.3-4.5%	7.2%	5.3%	6.0%
Residents Under 18 (share of pop)	33%	32-33%	32.6%	28.6%
Resident Age 65+ (share of pop)	8%	8-8.1%	10.6%	11.7%

*With average household income \$129,739

**79.7% households are families, as defined by the Census as households in which the householder lives with one or more relatives by birth, marriage or adoption.

Implications for the Future

These demographic patterns suggest that as Davis County becomes more built out, growth will increasingly rely on infill, reinvestment, and context-sensitive redevelopment around existing centers and corridors. They also underscore the need for coordinated land use, housing, transportation, and economic development strategies to keep the County livable, fiscally responsible, and resilient over the long term.

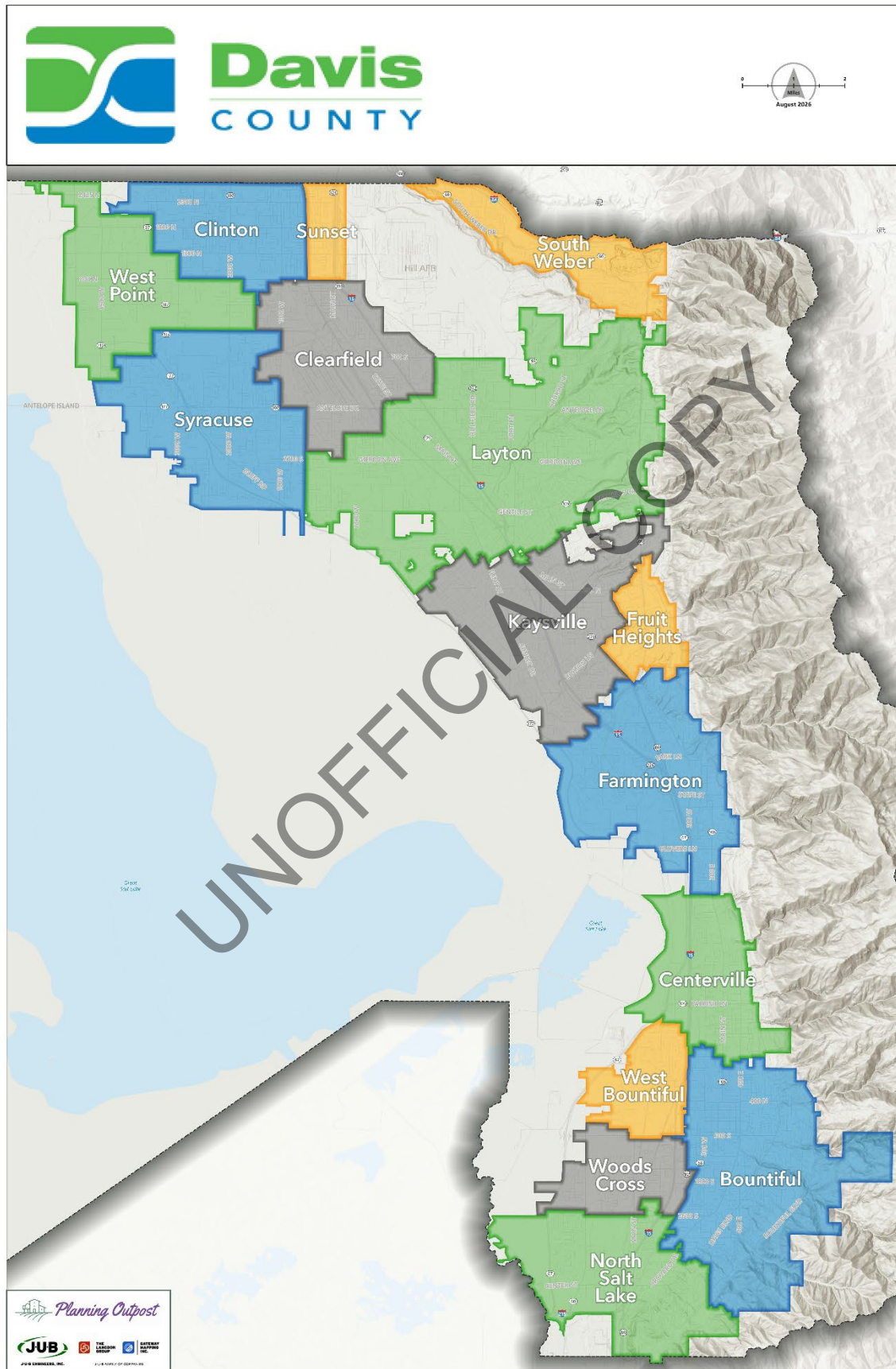
Davis County Cities

Davis County is a collection of distinct communities that together form a continuous urban corridor along the Wasatch Front, while still maintaining their own histories, identities, and roles in the region. Within its boundaries are fifteen incorporated cities that range from some of Utah's earliest foothill settlements to newer west-side communities shaped by recent growth and changing development patterns. Each city contributes in different ways, through residential neighborhoods, employment centers, commercial hubs, and access to recreation, to the overall character and strength of the County.

The population estimates are based on the U.S. Census Bureau’s 2025 American Community Survey (ACS) data.

Davis County Population Distribution	
Bountiful <i>Population 44,988</i>	North Salt Lake <i>Population 23,588</i>
Centerville <i>Population 16,480</i>	South Weber <i>Population 8,218</i>
Clearfield <i>Population 35,144</i>	Sunset <i>Population 5,549</i>
Clinton <i>Population 23,797</i>	Syracuse <i>Population 39,909</i>
Farmington <i>Population 26,266</i>	West Bountiful <i>Population 5,931</i>
Fruit Heights <i>Population 5,952</i>	West Point <i>Population 13,058</i>
Kaysville <i>Population 33,307</i>	Woods Cross <i>Population 11,429</i>
Layton <i>Population 85,308</i>	Unincorporated County <i>Population 2,511</i>

2026 Davis County Utah General Plan
Where the County Protects, Where the Cities Lead



Housing & Neighborhoods

Housing & Neighborhood Context

Davis County is home to a substantial and steadily growing population, making it one of Utah's most populous and densely settled counties relative to its small land area. The County's residents are spread along a narrow corridor between the Wasatch Mountains and the Great Salt Lake, forming a largely continuous urban fabric from North Salt Lake at the south end to South Weber and West Point in the north and west. This pattern has created a series of distinct but interconnected cities, each contributing its own neighborhood character, variety of housing types, and relationship to regional transportation and employment centers along the Wasatch Front.

South Davis: Established Neighborhoods

Housing and neighborhoods in Davis County reflect this geography and history. In the older south-County communities such as Bountiful, Centerville, and parts of Woods Cross and West Bountiful, neighborhoods are characterized by long-established single-family areas, mature tree canopies, and a growing share of reinvestment, infill, and modest-scale redevelopment. Many of these neighborhoods sit on or near the foothills, offering views over the valley and convenient access to regional corridors like I-15 and Legacy Parkway, while still retaining a strong sense of historic small-town identity.

Central Davis: Mixed Housing Choices

Central Davis communities such as Farmington, Kaysville, Fruit Heights, and Layton provide a mix of traditional single-family areas, newer subdivisions, and increasingly diverse housing choices near major employment and commercial destinations. Farmington combines older town neighborhoods with transit-oriented and mixed-use development near the FrontRunner station and regional retail. Layton, as the County's largest city and a major employment center, includes a broader range of housing, conventional subdivisions, townhomes, apartments, and mixed-use nodes, supporting a wide spectrum of household types and incomes.

North & West Davis: Growth Areas

In the northern and western parts of the County, cities such as Clearfield, Clinton, Syracuse, West Point, Sunset, and South Weber illustrate the County's recent suburban expansion and the continuing evolution of its housing stock. West-side communities in particular have seen new master-planned subdivisions and greenfield development replace historic agricultural lands, resulting in predominantly single-family housing with emerging pockets of townhomes and neighborhood-scale mixed uses. Clearfield, Sunset, and portions of Layton and Syracuse also

include more compact neighborhoods, older housing, and rental options associated with Hill Air Force Base and nearby industrial and commercial employment areas.

Unincorporated Housing and Neighborhood Types

Housing in the unincorporated areas of Davis County is limited in extent and generally reflects a rural to low-density development pattern. These areas are primarily characterized by larger lots, scattered single-family homes, agricultural uses, and undeveloped land rather than the more developed neighborhood patterns found in the County's incorporated cities. In many locations, unincorporated housing remains transitional in nature, with some areas retaining a rural character while others are influenced by nearby urban development pressure, access to major transportation corridors, and the gradual conversion of surrounding agricultural lands. As a result, the unincorporated portions of the County provide a small but important range of housing conditions that contribute to the County's overall diversity of housing and neighborhood types.

Evolving Housing Choices & Future Needs

Taken together, Davis County offers a broad but evolving range of housing and neighborhood types: from historic foothill streets and established core neighborhoods to newer west-side subdivisions and emerging mixed-use centers near transit and major commercial nodes. As remaining vacant land becomes more limited, especially along the foothills and in south and central Davis, the County's future housing opportunities will increasingly rely on reinvestment, modest increases in neighborhood intensity, and carefully planned centers that expand housing choice while respecting existing community character.

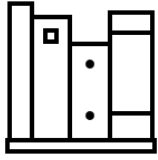
County Role in Moderate-Income Housing

State law ties the requirement for a county-level moderate income housing plan to the size of the unincorporated population rather than to the county's total population. Under current Utah Code, counties with only a small number of residents in unincorporated areas are not required to prepare a separate moderate income housing plan, because most housing responsibility lies with the incorporated cities. According to the Census Bureau and Utah Population Committee (UPC) it is estimated that there are between 2,303 to 2,511 residents living in unincorporated Davis County; therefore, the County does not fall under the statutory threshold that triggers a formal moderate income housing plan requirement. Even so, the County actively supports its cities and encourages a range of housing choices across jurisdictions to serve current and future residents at a variety of income levels and in the unincorporated areas providing for opportunities for moderate income housing and internal accessory dwelling units.



COMMUNITY DEVELOPMENT

COMMUNITY DEVELOPMENT



Planning “Bookshelf”

The Community Development chapter works together with these supporting plans:

- [Hillside Master Plan \(2003\)](#)
- [Shorelands Master Plan \(2001\)](#)
- [County Trails Plan \(2005\)](#)
- [County Active Transportation Plan \(2024\)](#)
- [Davis County Transportation Plan \(2004\)](#)



Community Development Goals

Goal CD-1: Keep urban growth in cities. Focus urban-scale development within incorporated municipalities, while keeping unincorporated areas primarily rural, agricultural, and resource-based.

Goal CD-2: Clarify county and city roles. Maintain clear divisions of responsibility so cities lead on local land use and urban services, and the County focuses on regional resources, countywide services, and shared landscapes.

Goal CD-3: Protect key landscapes and edges. Preserve hillsides, shorelands, agricultural areas, and other sensitive landscapes as defining County assets and manage transitions at city-county edges carefully.

Goal CD-4: Guide annexation and service extension. Use annexation and utility extension policies to support contiguous cities, avoid scattered urbanization in unincorporated areas, and align growth with long-term fiscal and service capacity.

Land Use Element

Davis County's General Plan is Unique

Davis County's General Plan takes a different approach than many county plans. Rather than putting the County in the business of managing urban growth in unincorporated areas, it focuses on defining clear roles and limits between the County and its cities. It clarifies what the County does, what it does not do, and what cities are responsible for, so residents, landowners, cities, and developers can operate with shared expectations.

County Responsibilities

The plan affirms that Davis County's primary responsibilities lie in countywide services and regional resource management, not in building or operating urban infrastructure. In unincorporated areas, the County sets basic land use policies, protects key natural resource areas, and ensures that development only occurs at appropriate rural scales. Key County roles include providing core administrative functions (elections, assessment, tax collection, records), delivering countywide services such as public safety, emergency management, and public and behavioral health in coordination with cities, in addition to managing special resource areas such as the foothills and Great Salt Lake shorelands where decisions cross city boundaries.

City Responsibilities

Within this framework, cities are the primary managers of urban growth and urban services. They determine appropriate land use patterns and densities within their boundaries, provide and finance urban services including water, sewer, local streets, police, fire, parks, and neighborhood amenities, and plan for annexation and urban expansion into designated growth areas. The General Plan supports a model in which growth occurs in the cities. Cities extending their public utility services before a property is annexed is highly discouraged.

Geography of Responsibilities

Davis County's land use strategy is built on the clear principle that unincorporated areas remain rural and resource-based, and that cities are where urban development and urban services belong. This clear geography of responsibilities helps everyone understand where different uses fit, who provides which services, and how key natural systems are protected. Unincorporated lands provide open space, natural systems, and regionally important landscapes; incorporated areas accommodate urban neighborhoods, business districts, civic facilities, and other city-scale uses supported by municipal systems.

Infrastructure, Coordination, and Natural Landscapes

Land use is supported by a clear division of infrastructure and service responsibilities. Countywide functions include administration, major transportation corridors, health services, elections, public safety, animal services, recreation, tourism, and senior and community support resources, along with a regional planning role for foothills and shorelands. Municipal infrastructure and services—water, sewer, stormwater, local police and fire, and detailed zoning and development standards—are provided within incorporated areas, supporting fiscal sustainability and avoiding costly extensions of urban systems into sensitive landscapes.

Effective implementation still depends on coordination across jurisdictional lines. Interlocal agreements help define responsibilities for carrying out the Hillside Master Plan and Shorelands Master Plan, and for related matters such as wildfire management and road maintenance. Protection of natural landscapes is a central purpose of this framework; namely, open space, agricultural and forest lands, foothills, and shorelands are treated as lasting assets that contribute to environmental health, visual identity, recreation, and long-term resilience. Detailed policies and standards for foothills, shorelands, and other sensitive landscapes appear in the Sensitive Lands element of the Community Vitality & Sustainability chapter, including direction from the Hillside and Shorelands Master Plans.

How This Plan Guides Decisions

This General Plan provides a clear approach for evaluating land use and development proposals in unincorporated areas. Rather than first asking how much development can be accommodated, it asks where different types of development belong, what level of service they require, and whether they are consistent with land use responsibilities and resource protection priorities.

At the center of this framework is a core threshold question:

Will this development require urban services?

This question helps distinguish between proposals that belong in or near incorporated areas and proposals that may be appropriate in unincorporated areas at rural scales. It also helps ensure that decisions are consistent with the County's limited-service role, the long-term fiscal realities of infrastructure provision, and the need to protect hillside and shorelands resources from inappropriate urban expansion. The following decision path applies that question to individual proposals.

If the answer is yes

If a proposal requires urban services, the next questions are whether the site is:

- Within or adjacent to a city and planned for urban expansion.
- Outside mapped Hillside and Shorelands preservation or constraint areas.

Proposals that depend on water, sewer, and other urban services should generally be located in or near incorporated areas, where those services can be provided efficiently and where urban growth is intended to occur. Such proposals should be directed to the nearest appropriate city for annexation, after which that city would complete the applicable land use, infrastructure, and development approval processes.

This path reinforces the principle that urban-scale growth belongs where urban services can be provided and maintained. It also ensures that city expansion occurs in a manner consistent with regional resource protection and the physical limits of the landscape.

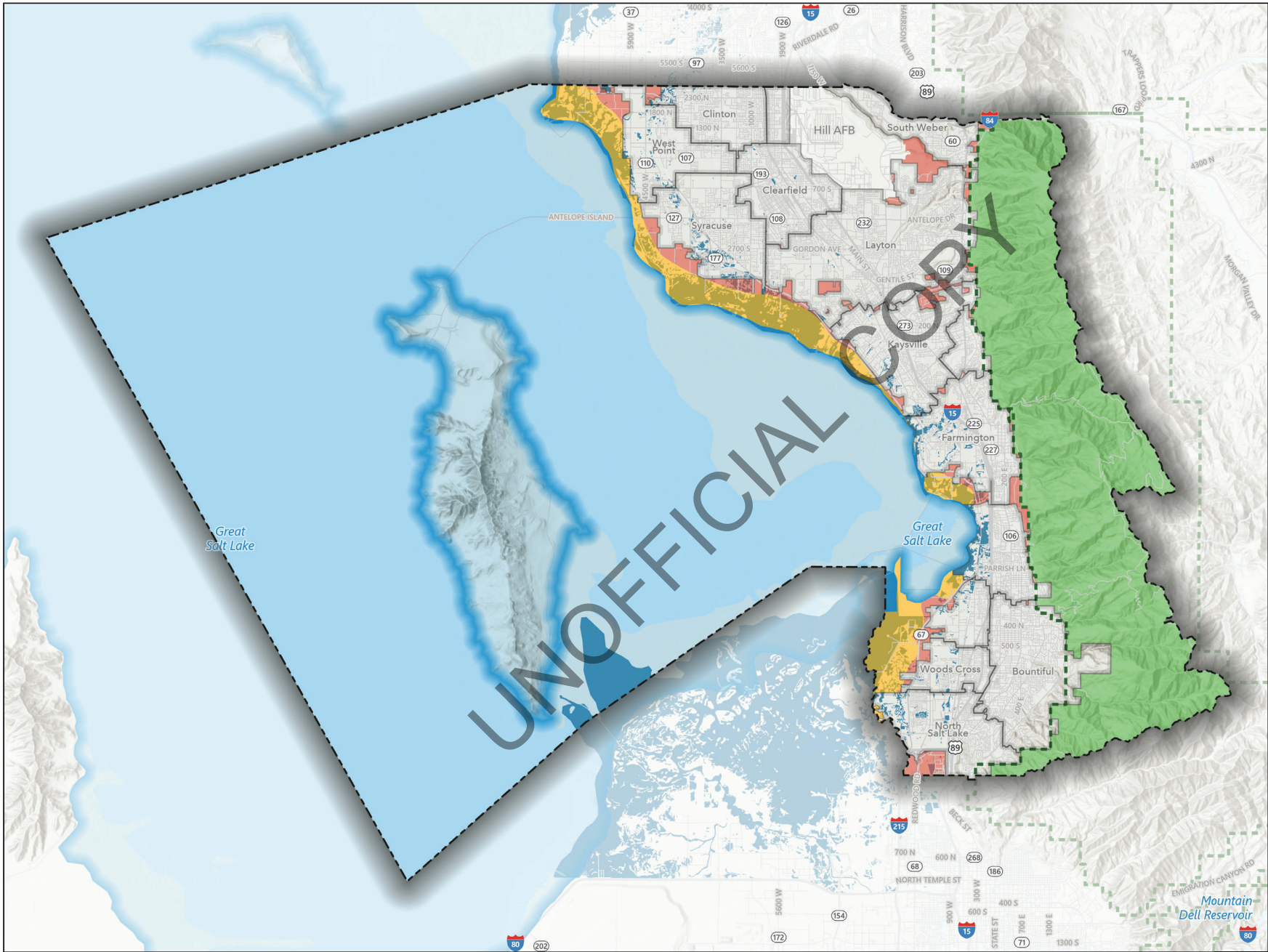
If the answer is no

If a proposal does not require urban services, the next questions are whether it is consistent with:

- Rural densities and uses.
- Hillside or Shorelands special-area standards, including slope limits, wetland and flood limits, buffers, and clustering requirements.

In these cases, development may be appropriate in unincorporated areas, but only at a rural scale and only where it does not conflict with the purpose of special resource areas. The goal is not simply to allow low-density development anywhere outside city limits, but to ensure that even rural-scale development responds to landscape conditions, natural hazards, and long-term conservation priorities.

This path recognizes that some development may still occur outside incorporated areas, but it should be limited, landscape-sensitive, and consistent with the intended role of unincorporated lands. Rural development should preserve open space, respect natural systems, and avoid creating pressure for future urban service extensions.



**POTENTIAL
ANNEXATION MAP**



- Unincorporated Wetlands
- Future Annex Property (6,068 ac)
- Forest Service Boundary/ Unincorporated Hillside
- GSL Meander Line
- Wetlands 1996

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Future Land Use Framework and One-Map System

Davis County uses a one-map system to guide land use in unincorporated areas. Rather than maintaining a separate Future Land Use Map with urban land use categories for remaining unincorporated property, the County uses its adopted zoning map together with the Future Annexation Map to express its current and future land use direction.

The zoning map identifies the County's adopted land use pattern for property that remains under County jurisdiction. Because zoning districts are the County's principal map-based expression of permitted use, development intensity, and rural or resource-oriented character, an amendment to the zoning map also constitutes an amendment to the County's land use direction for the affected property. A proposed rezoning must therefore be evaluated for consistency with this General Plan, including the County's rural land use policies, resource-protection priorities, service-capacity considerations, and future annexation framework.

This approach reflects Davis County's physical and governmental context. Most developable land is already within incorporated municipalities, and the remaining unincorporated areas are generally rural, resource-oriented, constrained, or expected to annex into neighboring cities. The one-map system instead preserves clear responsibility: the County guides current unincorporated land use and regional resource protection, while cities plan the detailed future urban form of lands that enter their boundaries.

Future Annexation

Pattern of Urban Growth & Annexation

The Future Annexation exhibit illustrates where remaining unincorporated pockets in Davis County are expected to transition into neighboring cities over time. Davis County covers roughly 630 square miles, much of which is the Great Salt Lake and Antelope Island, leaving a relatively small band of developable land along the Wasatch Front. It is estimated that approximately 5,459 acres of developable properties remain in unincorporated County that will eventually be annexed into a neighboring municipality.

With fifteen incorporated cities and the smallest land area of Utah's counties, Davis County has effectively become a corridor of contiguous municipalities, with only limited unincorporated pockets remaining in mountain and lake areas. Virtually all urban growth since the 1960s has occurred within city boundaries or has been annexed before or shortly after development, reinforcing a long-standing pattern of city-centered urban services and governance.

This General Plan continues that pattern. Significant new development is expected to locate within, or annex into, an adjacent city, based on the principle that municipalities are best suited to provide the full range of urban services that higher-density areas require, such as culinary water, solid waste collection, police and fire protection, and local street maintenance—. State law and judicial interpretation support this approach; in *Sandy City v. Salt Lake County* (1992), the Utah Supreme Court observed that the Legislature prefers cities to provide urban services to developing areas and identifies annexation as the means to extend those services. Subsequent amendments to Utah’s annexation statutes, including municipal annexation policy plans, mapped expansion areas, and updated filing and notice requirements, further strengthen the framework for orderly annexation and coordination between counties and cities.

The Future Annexation Map serves as the County’s future land use map for properties expected to transition to a neighboring municipality. It identifies the unincorporated areas where the County anticipates that long-term urban development, urban services, and detailed land use planning will occur under municipal jurisdiction following annexation. The map does not assign a specific city zoning district or guarantee annexation, development rights, service commitments, or a particular development intensity. Instead, it establishes the County’s policy direction that urban-scale development in these areas should occur through annexation into an appropriate adjacent city.

Urban Services & Annexation Policy

Davis County supports a pattern of contiguous municipalities across developable lands, in which urban-level development occurs within cities rather than in scattered unincorporated pockets. Municipal utilities are generally provided by cities within their boundaries, and the County does not operate water and sewer systems in unincorporated areas. While some unincorporated areas have historically received single-purpose utilities through special service or improvement districts, those mechanisms do not provide the full suite of urban services that developed areas require and can leave the County responsible for flood control, street maintenance, law enforcement, fire and emergency response, and planning without the governance structure and revenue base cities rely on.

To avoid creating new expectations for urban services in unincorporated territory, the County Commission has adopted the position that Davis County should not commit to new urban-scale services in unincorporated areas and that, given current growth patterns, there is effectively no developable land in the County that ought to urbanize without first annexing into an adjacent municipality. There may still be circumstances where existing unincorporated neighborhoods need utility upgrades to address public health or safety concerns, such as failing individual wells.

In those cases, the County's first step is to work with adjacent municipalities to explore annexation or concurrent annexation and utility extension, rather than establishing long-term urban service expectations in unincorporated areas. This approach aligns with the decision framework in "How This Plan Guides Decisions," which directs proposals requiring urban services toward locations within, or annexed to, cities.

Existing County Land Uses

The County's land use and zoning map shows that unincorporated Davis County is organized into a small set of primarily rural, resource-oriented, and low-intensity zones. Agricultural districts (A-10, A-5, A-1, and A-E) cover most of the unincorporated area, reflecting the County's emphasis on large-lot and working-lands uses rather than urban neighborhoods. A limited number of other districts, including the N-R Natural Resource, F-1 Forestry, C-2 commercial zone, and the M-1 industrial zone, accommodate existing pockets of residential, commercial, and industrial activity that are not part of incorporated cities.

Agricultural

Agriculture remains important, especially along the urban edge where new neighborhoods meet active farms, irrigation systems, and field drains. These interfaces can create safety, drainage, and trespass issues if not managed well. Because most new urban growth will occur in cities, the County's role is to set expectations and encourage city regulations that protect both ongoing agricultural operations and nearby residents.

Mutton Hollow

Mutton Hollow, between Layton and Kaysville, is a rural-residential area of mostly one-acre lots served by the private Mutton Hollow Water District. The County does not plan major upgrades to urban-level services here. As residents seek more urban services, annexation to Layton or Kaysville is expected.

Hill Air Force Base

Hill Air Force Base is a large federal installation and the County's single biggest land use and employment center. Although the County does not regulate land use on the base, it applies AICUZ-based zoning overlays that limit incompatible uses and require sound attenuation in nearby clear, accident potential, and high-noise zones, supporting both base operations and surrounding community safety.

“Refinery Row”

The southern industrial corridor in the North Salt Lake–Woods Cross–West Bountiful area contains major petroleum refining and fuel-handling facilities as well as related logistics and industrial uses. This area functions as a specialized employment and infrastructure district. Shaped by ongoing permitting, safety, environmental, and infrastructure coordination, it has long-term significance for fuel production and goods movement in northern Utah. The Chevron oil refinery remains the only refinery in the unincorporated County.

Other Unique Land Uses

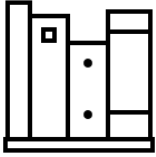
Other key unincorporated land uses include gravel pits, refuse disposal facilities, and sanitary sewer treatment plants, which provide essential support for development and services across the County despite their limited footprint.

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COMMUNITY CONNECTIVITY & SERVICES

COMMUNITY CONNECTIVITY & SERVICES



Planning “Bookshelf”

The Community Connectivity & Services chapter works together with these supporting plans:

- [County Trails Plan \(2005\)](#)
- [County Active Transportation Plan \(2024\)](#)
- [Davis County Transportation Plan \(2004\)](#)



Community Connectivity & Services Goals

Goal CCS-1: Build a connected, multimodal network.

Provide a safe, efficient transportation system that links communities by road, transit, trails, and active transportation, coordinated with regional plans and local land use decisions.

Goal CCS-2: Complete and connect the trails system.

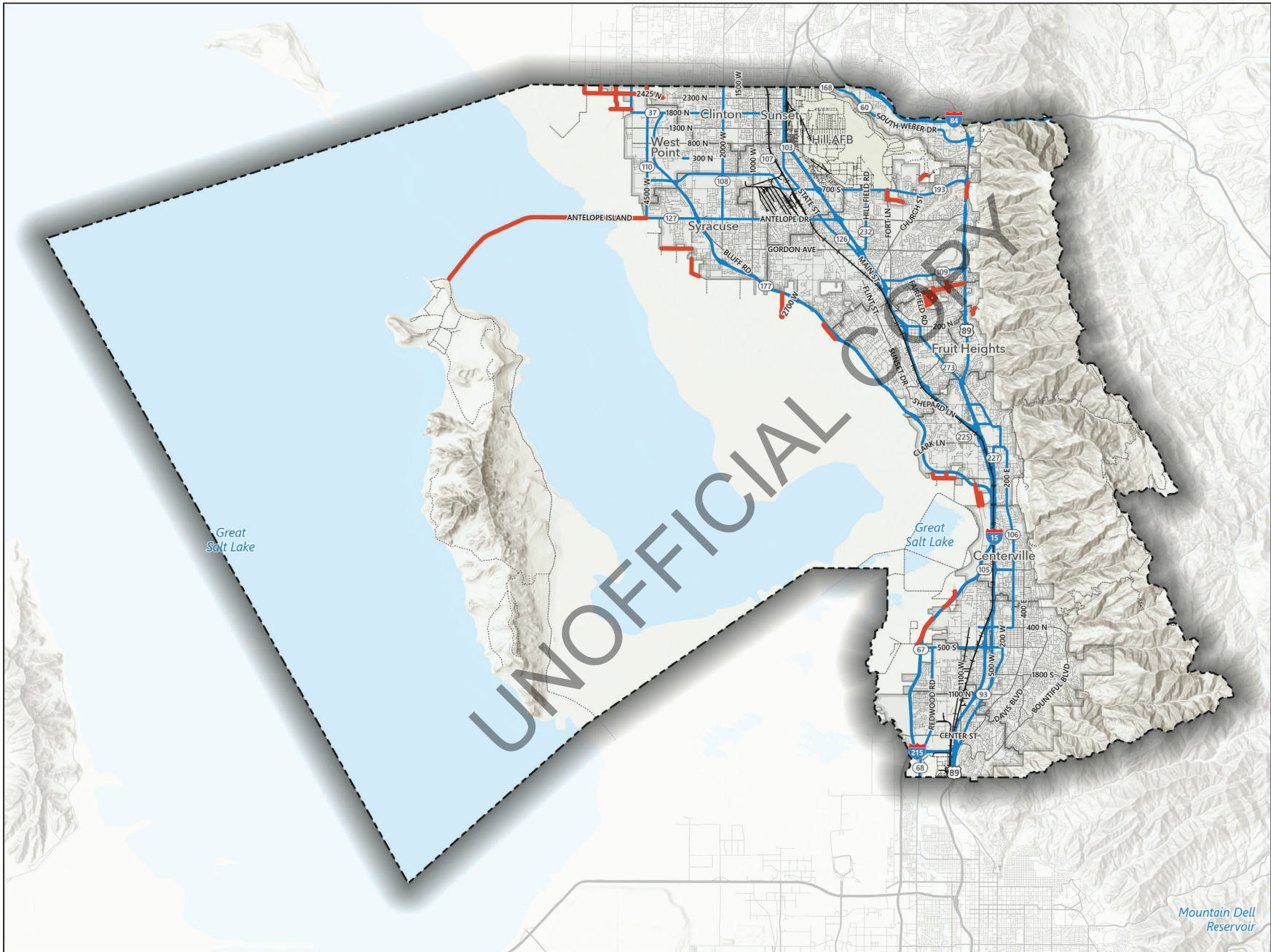
Create a continuous system of County and city trails that supports recreation, active travel, and access to regional destinations and transit.

Goal CCS-3: Strengthen coordinated service delivery.

Work with cities, districts, and other providers to build strong working relationships and use interlocal agreements where appropriate and consistent with the County’s limited-service role in unincorporated areas.

Goal CCS-4: Support essential community services and facilities.

Sustain high-quality public health, safety, library, and education services through strong partnerships with the Health Department, Sheriff and fire agencies, library system, and school and higher-education institutions.



TRANSPORTATION



Road Ownership

- County (25 mi)
- UDOT (270.5 mi)
- Municipal (1,423.6 mi)
- Other (242.4 mi)



Mountain Dell
Reservoir



Transportation Element

Davis County's transportation system connects residents, jobs, services, and recreation along a narrow corridor between the Wasatch Mountains and the Great Salt Lake. The County works with cities, UDOT, UTA, and WFRC to coordinate roads, transit, trails, and active transportation so the system supports safe travel, regional mobility, and community character. This General Plan provides the policy framework to align transportation investments with land use, safety, and neighborhood access.

Regional Transportation Planning

Regional transportation planning in Davis County is shaped by WFRC, UDOT, and UTA through long-range plans and corridor studies. These efforts emphasize maintaining and improving major corridors, strengthening multimodal connections, and coordinating transportation investments with local land use decisions.

Transit

UTA provides FrontRunner commuter rail in addition to local and express bus service linking Davis County communities with destinations across the Wasatch Front. Davis County and its cities support coordination between transit, land use, and roadway planning so residents have reliable travel options and better access to stations, routes, and major destinations.

Active Transportation & Trails

Walking, bicycling, and trails are important parts of the County's transportation system. The Davis County Active Transportation Plan and County Trails Plan identify regional routes, priority connections, and opportunities to improve links between communities, major destinations, and transit.

Implementation and Project Priorities

Implementing this transportation vision will require continued coordination among Davis County, its cities, and regional and state partners. Project priorities should advance safety, reliability, multimodal access, congestion relief, and consistency with community plans.

Prioritized Transportation Projects

The following projects reflect major transportation priorities identified through the Davis County Transportation Plan, the Active Transportation Plan, WFRC regional planning, and UTA service planning. Together, they support safer travel, better regional connectivity, stronger multimodal options, and improved coordination between transportation investments and land use decisions.

Roadway Projects

- **West Davis Highway (SR-177, Farmington to Clinton)**
Purpose: Improve north–south mobility, freight movement, and access to west-side communities.
Lead agency/Supporting partners: UDOT/Davis County, affected cities, and WFRC.
Status/timeframe: Phase 1 completed; Phase 2 is under construction, Phase 3 is being designed.
- **US-89 improvements (I-15 to I-84)**
Purpose: Reduce congestion and safety issues to better manage conflicts with crossing traffic along the US-89 corridor.
Lead agency/Supporting partners: UDOT/Davis County, affected cities, and WFRC.
Status/timeframe: Completed in 2023.
- **I-15 widening and interchange improvements**
Purpose: Improve safety, congestion, and freeway operations through targeted widening and interchange reconstruction.
Lead agency/Supporting partners: UDOT/Davis County, cities, and WFRC.
Status/timeframe: Ongoing and long range.
- **Targeted east–west connections**
Purpose: Improve access between communities and major north–south routes while supporting growing residential and employment areas.
Lead agency: Varies by corridor.
Supporting partners: Cities, Davis County, and UDOT.
Status/timeframe: Phased over time.

Transit Projects

- **Transit service improvements**

Purpose: Expand bus and commuter rail access, improve connections between city centers, neighborhood centers, and activity centers; increase and improve east-west and local circulator routes, improve frequency and service reliability, and provide better options for reducing congestion and air-quality impacts.

Lead agency/Supporting partners: UDOT/Davis County, cities, and WFRC.

Status/timeframe: Near- and mid-term.

- **FrontRunner strategic double tracking improvements**

Purpose: Improve commuter rail reliability and frequency through phased upgrades in Davis County and the broader Wasatch Front system.

Lead agency/Supporting partners: UDOT/WFRC, UDOT, Davis County, and cities.

Status/timeframe: Mid- to long-term.

- **Davis–Salt Lake Community Connector BRT**

Purpose: Strengthen transit connections between Davis County communities, FrontRunner stations, and Salt Lake County destinations.

Lead agency/Supporting partners: UDOT/WFRC, Davis County, and participating cities.

Status/timeframe: Planned as part of future service expansion.

Active Transportation Projects

- **Priority regional active transportation corridors**

Purpose: Advance walking and bicycling routes identified in the Davis County Active Transportation Plan that connect communities, cross barriers such as I-15, and link to major destinations.

Lead agency: Shared among cities and Davis County.

Supporting partners: WFRC, UDOT, and UTA where applicable.

Status/timeframe: Phased implementation.

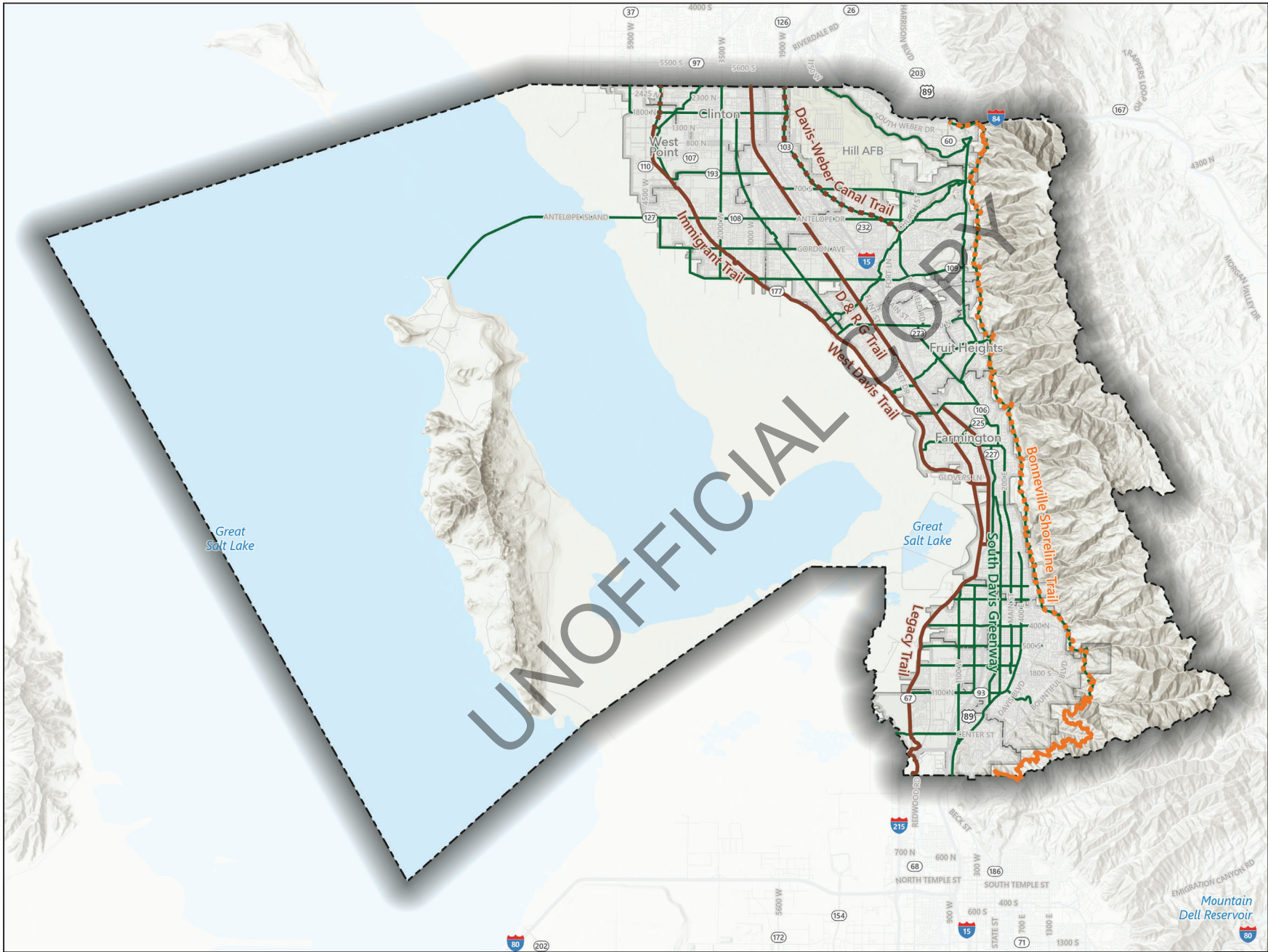
- **Priority trail crossings and concept segments**

Purpose: Improve safety and continuity at selected trail crossings and corridor segments identified for concept-level design in the countywide active transportation network.

Lead agency: Shared among cities and Davis County.

Supporting partners: UDOT and WFRC.

Status/timeframe: Near- to mid-term as funding becomes available.



**DAVIS COUNTY
REGIONAL TRAILS**



- Paved Trails, Built
- Paved Trails, Planned
- Unpaved Trails, Built
- Unpaved Trails, Planned
- Planned Regional Trails

Planning Outpost

JUB
JUB ENGINEERS, INC.
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Community Trails

Trails are a core part of Davis County's transportation, recreation, and open space framework. The County focuses on regional trail continuity, county-managed segments, and connections that link communities, parks, schools, transit, foothills, and shorelands. The County's priority regional trails include the D&RG, Legacy, West Davis, Immigrant, and Bonneville Shoreline Trails.

Interactive Trails Map

At the time of this plan, the County also maintains an online, interactive "Davis Trails" map on its website (www.daviscountyutah.gov), which shows existing trails, trailheads and park paths. In addition to route locations, the map provides basic information about trailheads and related facilities, such as whether parking, restrooms, and/or water are available.

Public Utilities & Infrastructure

Public utilities and infrastructure help shape where and how growth occurs in Davis County. Because most urban-level utility services are provided by cities or special districts rather than the County, utility decisions should support annexation, orderly growth, and long-term municipal responsibility rather than create new expectations for city-scale services in unincorporated areas. Where improvements are needed to address public health, safety, or flood control in existing unincorporated neighborhoods, the County should work with cities, districts, and other providers while preserving this larger framework.

Community Services & Facilities

Public & Human Services

Davis County provides a range of public and human services, led in part by the Davis County Health Department. These services support public health, disease prevention, environmental health, family services, and programs that help older adults and vulnerable residents remain safe, healthy, and connected to community resources

Public Safety

Sheriff's Office

County-level public safety services in Davis County are led by the Davis County Sheriff's Office, which provides law enforcement in unincorporated areas, operates the county jail, manages court and civil processes, and coordinates search and rescue operations. Through specialized units such as Search and Rescue, the Sheriff's Office provides countywide support for backcountry and mountain incidents and other complex emergencies, ensuring rapid, professional response across diverse geographies and jurisdictions. Fire protection and emergency medical response are delivered through a combination of municipal fire departments and fire districts that work in partnership with County dispatch, providing a coordinated system of life-safety services for residents, businesses, and visitors.

Fire & Medical Response Services

Fire protection and emergency medical response in Davis County are provided through a mix of regional fire districts and municipal fire departments that coordinate closely with the County's 911 Communications Center and emergency management functions. North Davis Fire District delivers full-service fire and EMS coverage to the communities of Clearfield, Sunset, West Point, and adjacent unincorporated areas in north-western Davis County, while South Davis Metro Fire serves Bountiful, Centerville, North Salt Lake, West Bountiful, Woods Cross, and the unincorporated areas of south Davis County from multiple strategically located stations. Other cities in the County, including Farmington, Kaysville, Layton, and several smaller municipalities, operate their own city fire departments that provide structure fire response, emergency medical services, hazardous materials response, and public education within their boundaries, supported by automatic and mutual aid agreements among neighboring agencies. Together, this network of districts and city-operated fire services forms an integrated fire and life-safety system that ensures timely, professional response across the County's incorporated and unincorporated areas and supports coordinated operations during large-scale incidents through the County's emergency operations center.

Library

The Davis County Library system offers countywide public library services through a system of branches located in Bountiful, Centerville, Clearfield, Farmington, Kaysville, Layton, and Syracuse. Established in 1946, the library's mission is to improve and enrich the lives of users through information, education, and recreation, providing free access to print and digital collections, technology, and public spaces. Branch libraries host story times, literacy initiatives, and educational programs for children, teens, and adults, as well as meeting rooms and study spaces that support community gatherings, civic engagement, and lifelong learning. Library policies and services are guided by the Library Board, which ensures that facilities, collections, and programs are responsive to resident needs in both incorporated and unincorporated areas of the County.

Schools & Higher Education

Primary & Secondary Education

Public education in Davis County is provided primarily by the Davis School District, one of Utah's largest school districts, which offers a comprehensive pre-kindergarten through grade 12 program. The district operates nearly 100 schools and educational facilities, including elementary, junior high, and high schools, serving students from all cities and unincorporated areas in the County.

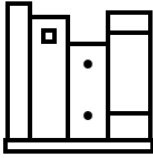
Post-Secondary Education

Davis County residents have access to a coordinated network of post-secondary and workforce education opportunities. Weber State University's Davis campus in Layton offers undergraduate, selected graduate, and professional programs, while Davis Technical College in Kaysville provides accredited technical and certificate programs for high school and adult learners. Concurrent enrollment, early-college, and partnership programs among the Davis School District, Davis Technical College, Weber State University, and other institutions help students earn college credit and industry credentials close to home, strengthening pathways from K-12 into higher education and employment.



COMMUNITY VITALITY & SUSTAINABILITY

COMMUNITY VITALITY & SUSTAINABILITY



Planning "Bookshelf"

The Community Vitality & Sustainability chapter works together with these supporting plans:

- [Davis County Economic Development Strategic Plan \(2022\)](#)
- [Hillside Master Plan \(2003\)](#)
- [Shorelands Master Plan \(2001\)](#)
- [Resource Management Plan \(2017\)](#)
- [Pre-Disaster Mitigation Plan \(2021\)](#)
- [Comprehensive Emergency Management Plan \(2024\)](#)



Community Vitality & Sustainability Goals

Goal CVS-1: Strengthen a resilient county economy.

Support major employment centers, protect key industrial and business areas, and coordinate workforce development to promote long-term economic vitality.

Goal CVS-2: Conserve hillsides and shorelands.

Implement the Hillside and Shorelands Master Plans to protect sensitive slopes, wetlands, habitats, agricultural buffers, and connected open space. Strongly discourage new development.

Goal CVS-3: Use water wisely.

Reduce water use in County operations and new development, support conservation efforts, and protect critical water conveyance and recharge systems.

Goal CVS-4: Enhance community resiliency.

Integrate hazard information and emergency management into land use and capital decisions, and maintain robust preparedness, response, and recovery capabilities.

Goal CVS-5: Align resource plans with the General Plan.

Keep the Resource Management Plan, economic development strategy, and emergency management plans coordinated with the General Plan's direction as they are updated.

Economic Development

Davis County's economic future depends on protecting the assets that make the County competitive while responding to land, housing, workforce, and infrastructure challenges that will shape future growth. Building on the 2022 Economic Development Resiliency and Strategic Plan, this General Plan treats economic development as a countywide effort focused on resilience, business growth, workforce opportunity, strategic land use, and long-term fiscal health.

Economic Assets and Challenges

Economic development is intended to support long-term prosperity, household stability, fiscal strength, and community quality of life. A strong economy provides jobs, supports local services, expands the tax base, and helps communities remain resilient in times of change. Davis County's economy is anchored by Hill Air Force Base and the aerospace and defense cluster, with additional strengths in manufacturing, transportation and warehousing, construction, health care, retail trade, and destination-based recreation and entertainment.

The County enters the future from a position of substantial strength, including a highly educated workforce, a strong regional location along the Wasatch Front, high quality of life, and well-established transportation and digital infrastructure. These advantages are reinforced by collaboration among the County, municipalities, educational institutions, chambers, and regional partners. At the same time, limited land supply, housing affordability and choice, a constrained office market, limited mass transit options, workforce shortages, and broader economic uncertainties present real constraints that must be addressed to maintain competitiveness and resilience.

Workforce and Employment Land

A young and educated workforce is one of Davis County's greatest assets, supported by strong K-12 schools, technical training, and higher-education access. Many residents and workers commute across county lines, underscoring Davis County's regional role, the importance of creating more opportunities to work closer to home, and ensuring employers can access needed talent. Long-term success will depend in part on preserving and preparing land for employment uses, especially limited large sites suitable for industrial, office, and business park development, and on coordinating land use and infrastructure decisions to keep strategic employment areas accessible, well-served, and market-ready.

Strategic Economic Development Role

Davis County should pursue an economic development strategy that is resilient, targeted, and collaborative. The County's role is to support major economic drivers, encourage entrepreneurship and local business growth, strengthen workforce development, and guide strategic infrastructure investment, while coordinating economic development with land use, housing, transportation, and infrastructure planning. By protecting key assets and maintaining strong partnerships, economic development becomes a central part of how Davis County plans for a competitive, adaptable, and broadly prosperous future.

Sensitive Lands

The Sensitive Lands section functions as a companion to the Community Development chapter's Land Use Element. It provides the countywide resource, hazard, and conservation framework that should guide land use and annexation decisions affecting hillsides, shorelands, agricultural edges, and other special resource areas.

Comprehensive Hillside Master Plan

The Hillside Master Plan treats the foothills as a shared County asset and calls for limited development in the most sensitive areas, with any growth focused on more suitable lower benches. It links land use decisions to service costs and risks in steep terrain, and promotes well-planned public access, trail connections, and protection of watershed and visual resources.

Hillside Protection Priority

The foothills are a defining regional landscape and a shared countywide resource. They provide open space, scenic views, watershed and habitat functions, recreation, trail connections, and a distinctive setting for Davis County communities. Their protection is a County priority that extends beyond municipal boundaries and individual development proposals.

The Davis County Comprehensive Hillside Master Plan remains an adopted supporting plan to this General Plan. This General Plan reaffirms the Hillside Master Plan's direction to limit additional foothill development; protect sensitive slopes, ridgelines, viewsheds, watersheds, habitat, and open space; avoid urban infrastructure extensions into the foothills; and direct any limited development to demonstrably less-sensitive and suitable locations.

Public input strongly supports this direction. In the Hillside Master Plan survey, 89 percent of respondents supported a countywide limit on how high development may occur in the foothills, and 92 percent identified preservation of foothill open space as very or somewhat important. The survey also showed support for limiting development requiring substantial earth movement, disrupting wildlife habitat, or diminishing undeveloped foothill views.

Development in hillside areas is highly discouraged. The County's preferred future for the foothills is connected open space, public access, habitat and watershed protection, scenic character, and preservation of natural landforms, not incremental urban expansion upslope. Proximity to a municipality or potential annexation does not establish an expectation or presumption of development.

Annexation and Foothill Conservation

The County will oppose and, where authorized by law, protest annexation of hillside property when annexation would facilitate urban-scale or incompatible development in areas identified for preservation or protection by this General Plan or the Hillside Master Plan. The County will rely on this General Plan, the Hillside Master Plan's policies and mapping, its regional stewardship responsibilities, and documented public support for foothill protection when stating its position.

The County will work with municipalities, landowners, public agencies, conservation organizations, and other partners to protect priority hillside lands. Conservation strategies may include conservation easements, acquisition where funding is available, transfer of development rights or density, clustering in less-sensitive locations where development is otherwise appropriate, and trail or open-space dedications.

Shorelands Master Plan

The Shorelands Master Plan views the lakeshore as a regionally significant mix of wetlands, habitat, agriculture, and lake-related uses. It promotes land use patterns and tools, such as buffers, limits on flood-prone development, conservation-oriented design, and voluntary conservation and Transfer Development Rights (TDR) programs, that protect sensitive shorelands while allowing carefully sited growth. Because the Lake and its wetlands cross city boundaries, it emphasizes coordinated local plans and ordinances along the full shoreline.

Water Use & Preservation

Purpose and Context

Unincorporated Davis County is largely built out and is expected to transition through annexation rather than outward expansion. The County does not operate a retail culinary water system, so its role in water planning focuses on how County facilities use water, the development ordinances that apply in unincorporated areas and to County projects, and regional policy alignment with water providers and state conservation goals. Special attention is given to remaining “county islands,” such as the Mutton Hollow area, where land use, annexation, and water service must be coordinated carefully.

Davis County Water Services and Suppliers

Water service in Davis County is provided through a layered network of cities, improvement districts, canal companies, and regional wholesale suppliers rather than through a single countywide system. Most residents receive culinary water for indoor and potable use from the city in which they live or from a local improvement district, while secondary water for outdoor irrigation is delivered through a mix of municipal systems, irrigation districts, canal companies, and Weber Basin Water Conservancy District. This structure reflects the County’s long history of municipal service provision, agricultural irrigation networks, and regional water coordination.

For the purposes of this General Plan, it is important to distinguish among retail providers, wholesale suppliers, and secondary irrigation entities. Retail culinary providers are the entities that bill customers directly for drinking water service. In many parts of the County, those providers rely in turn on treated wholesale supplies from Weber Basin Water Conservancy District, which plays a central regional role even where it is not the direct retail provider. Secondary water systems operate differently, supplying untreated irrigation water for outdoor use through a combination of city systems, canal companies, and irrigation districts, often with wholesale or operational support from Weber Basin.

Because Davis County itself does not operate a retail culinary water system, the County’s role is not to manage daily water delivery, but to coordinate land use, annexation, conservation standards, and infrastructure planning with the agencies that do. Understanding which entity provides culinary water, which entity supplies secondary irrigation water, and where wholesale relationships exist is essential to evaluating development proposals, annexation decisions, county island service questions, and long-term water conservation efforts. The table below summarizes the principal water service and supply entities serving Davis County.

Water service	Principal providers
Culinary water	Incorporated cities are the primary retail culinary providers, including Bountiful, Centerville, Farmington, Kaysville, Layton, Clearfield, Clinton, Syracuse, West Point, Fruit Heights, West Bountiful, Woods Cross, North Salt Lake, South Weber, and Sunset. Additional retail service is provided in limited areas by Hooper Water Improvement District, South Davis Water District, Mutton Hollow Improvement District, and a small number of private or community systems.
Wholesale culinary supply	Weber Basin Water Conservancy District provides treated culinary water on a wholesale basis to many Davis County cities and districts and, in some areas, also provides direct retail service.
Secondary water	Secondary irrigation water is supplied through a mix of irrigation districts, canal companies, and municipal systems, including Davis and Weber Counties Canal Company, Bountiful Irrigation District, Hooper Irrigation Company, Hights Creek Irrigation Company, Benchland Water District, South Weber Irrigation, and other local canal or ditch companies serving specific areas.
Wholesale or supplemental secondary supply	Weber Basin Water Conservancy District also wholesales secondary water to many local providers and directly serves some neighborhoods where no separate secondary system is available. Several cities, including Syracuse, West Point, Kaysville, Layton, and South Weber, also operate or coordinate local pressurized irrigation systems.

Water Conservation Policies

Conservation for County Facilities

Davis County will lead by example, reducing water use in its own facilities, landscapes, and operations. County-owned properties that use water, including buildings, grounds, parks, trailheads, cemeteries where applicable, parking lot landscaping, and rights-of-way, will be evaluated over time for opportunities to reduce unnecessary demand. The County will:

- Prioritize **turf reduction and conversion to low-water-use landscapes** on County sites.

- Implement **water-efficient irrigation practices**, including improved scheduling, smart or weather-based controllers, and efficient application methods such as drip irrigation where appropriate.
- **Upgrade indoor fixtures and plumbing equipment** in County buildings to high-efficiency models and implement leak detection and prompt repair programs.

These policies respond to state expectations that the water element identify methods to reduce water demand in existing development and to change County operations in ways that eliminate wasteful practices. They also demonstrate the water-wise standards the County expects in private development and in future annexation areas.

Landscaping and Streetscape Standards in Public Streets

To reduce long-term outdoor water use in public streetscapes, Davis County will adopt and update standards that shape landscaping within County rights-of-way and in County-managed park strips and medians. Consistent with state requirements, these standards will:

- Provide **landscaping options in public streets that do not require lawn or turf in park strips**, favoring low-water-use plantings and hardscape or other water-wise treatments.
- Establish **low-water-use landscaping standards** for County projects and for new multifamily, commercial, industrial, institutional, and common-interest community development where County standards apply, emphasizing drought-tolerant plant palettes, appropriately sized irrigated areas, and efficient irrigation systems.

For the limited unincorporated areas where County codes still apply, County standards for streetscapes and development will favor low-water-use landscapes, discourage large expanses of ornamental turf, and require efficient irrigation system design. Subdivision and site-design ordinances will encourage smaller irrigated areas, water-wise building and site practices, and use of secondary water systems where appropriate and consistent with provider policies, so that any infill or redevelopment can transition smoothly into municipal standards and conservation expectations at annexation.

Subdivision, Site Design, and Future Development

Because substantial new urban development is not anticipated in unincorporated Davis County, subdivision and site-design standards will be used primarily to ensure that any rare infill or redevelopment that does occur is water-efficient and compatible with the standards of the eventual annexing city. County ordinances will be updated to:

- Encourage **smaller irrigated areas** and discourage large expanses of ornamental turf in new projects.
- Require **efficient irrigation system design**, including appropriate zoning, pressure regulation, and system layout that avoids overspray and runoff.
- Integrate **water-wise building and site practices** (such as high-efficiency fixtures, metering where applicable, and on-site leak control) that are compatible with the serving provider's conservation plan.

Where secondary or other non-potable water systems are available and appropriate, the County will support their use in a manner consistent with public health standards and provider policies. For unincorporated County properties that are expected to annex, subdivision and site-design decisions should be coordinated with the adjacent city and the current water provider so that development can transition smoothly into municipal standards without increasing long-term water demand.

Coordination with Water Providers and Annexation Areas

Effective water planning in unincorporated County property depends on close coordination with cities, districts, canal companies, and wholesale suppliers. Davis County will consult the applicable water provider when considering land use changes, development proposals, infrastructure projects, or annexation actions affecting these areas, addressing implications for demand, supply, storage, distribution infrastructure, and consistency with conservation plans. In locations such as Mutton Hollow, annexation or boundary changes should involve the County, the affected municipality, and the improvement district to clarify service responsibilities and avoid changes that increase outdoor water use or undermine existing conservation efforts.

Mutton Hollow Improvement District has already implemented efficiency measures in response to Weber Basin Water Conservancy District's conservation guidance, achieving and maintaining approximately a 20 percent reduction in water use since the last major drought. The district charges for overages to discourage excessive use and notifies customers promptly when potential leaks or abnormal usage patterns are identified, helping to further reduce waste.

Secondary Water, Agriculture, and Canal Systems

Much of the outdoor irrigation demand in Davis County is served by secondary water systems operated or supplied by Weber Basin and local canal and irrigation companies. The County supports regional efforts to meter and manage secondary water use, promote water-wise landscaping, and reduce waste. The County will apply similar principles at its facilities and in its development standards.

Although limited in extent, remaining agricultural lands, canal corridors, irrigation facilities, and open spaces in unincorporated Davis County continue to play an important role in the County's water system and landscape. The County will coordinate with canal and irrigation companies, agricultural water users, landowners, and relevant state agencies when land use decisions or annexation proposals could affect the function or protection of these systems. During land use review, the County will:

- Recognize and preserve critical conveyance corridors and reasonable access for canal and ditch maintenance.
- Avoid actions that would unduly impair irrigation delivery or create avoidable conflicts between urban development and agricultural water use.
- Support voluntary optimization and conservation projects that improve irrigation efficiency while preserving lawful water rights and advancing regional water goals.

Where appropriate, the County may consider conservation easements or similar tools that help maintain both land and water functions of key agricultural or open-space areas during the period they remain under County jurisdiction, while recognizing that long-term land use authority in many such areas will eventually shift to cities through annexation.

Public and Stakeholder Outreach

Davis County will engage water providers, stakeholders, and the public in developing, implementing, and updating this Water Use and Preservation element. This has or will include:

- Consulting with municipal water departments, improvement districts, Weber Basin Water Conservancy District, and canal and irrigation companies when preparing future updates to this chapter or considering significant changes to County water-related policies.
- Providing opportunities for residents, businesses, and agricultural stakeholders in unincorporated areas to review and comment on proposed ordinance changes, landscape standards, and County facility retrofit priorities through public meetings, online engagement tools, or other appropriate methods.
- Coordinating with water providers' existing outreach and education programs so that County communications reinforce, rather than duplicate, provider conservation messaging and incentives.

These outreach efforts recognize that Davis County does not operate retail water systems but can strengthen water conservation outcomes by aligning land use decisions and County standards with the expertise, plans, and community engagement outreach of the entities that do.

Regional Policy Alignment and Implementation

Davis County's water use and preservation policies operate within a broader regional and statewide framework. The County will align this element with conservation goals of municipal providers, conservancy districts, and state agencies, and will periodically review County facility water use, refine water-efficient landscaping and development standards, and coordinate with providers on annexation, infrastructure planning, and public outreach. By focusing on its own operations, its ordinances, and its role as a regional partner, Davis County can meaningfully support long-term water conservation and reliability even as most urban water service is managed by cities and special districts.

Community Resiliency & Emergency Management

Davis County treats resiliency and emergency management as everyday responsibilities, not just as responses to disasters. Its small land base, dense development, critical infrastructure, and regional role on the Wasatch Front mean that hazards can have countywide impacts, so resiliency is built into land use, infrastructure, public safety, and coordination with partner agencies.

The County uses an all-hazards approach guided by two key plans: the Pre-Disaster Mitigation Plan, which reduces long-term risk, and the Comprehensive Emergency Management Plan, which directs response and recovery. Local emergency and continuity plans in Davis County cities support this framework.

Land use is one of the County's most important risk-reduction tools. By steering growth away from hazardous areas and applying zoning, subdivision, and building standards, the County can limit future losses and protect open space, habitat, and critical resources.

Resilience also depends on strong facilities and lifeline systems. Public safety buildings, utilities, communications sites, and transportation routes must be designed and maintained for hazard exposure, recovery, and emergency access.

Public preparedness is another key part of the County's strategy. Outreach, training, and emergency messaging help residents understand local risks and how to respond before, during, and after an emergency.

Taken together, these efforts make community resiliency a central part of Davis County's long-range planning.

Emergency Operations Center

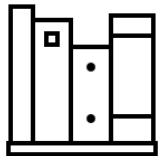
Davis County recently opened its new Emergency Operations Center in Farmington in Spring 2026. It is a 17,300-square-foot facility that improves the County's ability to coordinate preparedness and response during emergencies. The facility supports more efficient communication and incident management as the County continues to grow and face a range of hazards.

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COMMUNITY IMPLEMENTATION

COMMUNITY IMPLEMENTATION



Planning “Bookshelf”

The Community Implementation chapter works together with all of the supporting plans:

- [Resource Management Plan \(2017\)](#)
- [Hillside Master Plan \(2003\)](#)
- [Shorelands Master Plan \(2001\)](#)
- [Davis County Economic Development Strategic Plan \(2022\)](#)
- [Davis County Transportation Plan \(2004\)](#)
- [County Trails Plan \(2005\)](#)
- [County Active Transportation Plan \(2024\)](#)
- [Pre-Disaster Mitigation Plan \(2021\)](#)
- [Comprehensive Emergency Management Plan \(2024\)](#)



Community Implementation Goals

Goal IM-1: Keep the General Plan current but stable.

Use periodic, coordinated reviews—not frequent site-specific changes—to update the plan in response to new information, community priorities, and legal requirements.

Goal IM-2: Coordinate with supporting plans.

Ensure updates to transportation, trails, resource, economic, and emergency plans remain consistent with the General Plan and trigger amendments only when the plan itself needs to change.

Amending the General Plan

Purpose and use of amendments

The General Plan is the County's long-range policy guide for growth, land use, public investment, and community priorities. Because the plan is intended to provide steady direction over time, amendments should be considered carefully and should not be used to respond to short-term development pressure or to make frequent, piecemeal changes. Amendments should be evaluated in light of the General Plan as a whole, with attention to consistency between land use, transportation, trails, utilities, public facilities, housing, emergency planning, and other adopted County policies and plans.

The County should periodically review the General Plan and monitor whether updates are needed to respond to changing conditions, new information, adopted public priorities, or changes in state or federal law. To the extent practical, discretionary amendments to the General Plan should be considered through a consolidated annual review process so proposed changes can be evaluated together and in the context of cumulative impacts, County priorities, and the long-term community vision. This policy is intended to promote consistency and orderly review, while allowing the County to address limited off-cycle issues when necessary.

When an amendment may be appropriate

The County should generally consider a General Plan amendment only when one or more of the following circumstances exist:

- There is significant new information, a material change in conditions, or a demonstrated community need that was not adequately addressed when the General Plan was adopted or last updated.
- An amendment is needed to correct an inconsistency, error, or omission in the General Plan text or maps.
- An amendment is needed to implement an adopted County priority, respond to a regional issue, or address a change in state or federal law.
- A proposed change would clearly advance the public interest and can be evaluated in a coordinated manner with transportation, infrastructure, public services, environmental constraints, and fiscal considerations.
- A major change in land use pattern, growth area, or development intensity is proposed and the County determines that a coordinated planning effort, such as a small area plan,

station area plan, master plan, or similar planning process, is appropriate to support that change.

How to evaluate a proposed amendment

When considering a proposed amendment, the County should evaluate whether the change:

- Supports the overall vision, goals, and direction of the General Plan rather than undermining them.
- Maintains internal consistency among all relevant elements, maps, goals, and policies of the General Plan.
- Can be served by existing or planned transportation facilities, trails, utilities, public facilities, and emergency services.
- Avoids creating unreasonable impacts related to access, public safety, natural hazards, environmental constraints, or the cost of public services.
- Provides a clear public benefit and is not based solely on a site-specific request for additional entitlement or development potential.

Avoiding piecemeal changes

The County should be cautious about frequent site-specific amendments, especially when the proposed change primarily benefits a single property and is not supported by a broader planning rationale. Where a proposal would substantially change land use patterns, development intensity, or service demands, the County should encourage review through a more comprehensive planning effort rather than through a narrow amendment request.

Updates to supporting plans and references

Updates to references, links, titles, or citations to other adopted plans, studies, or supporting documents do not by themselves require a General Plan amendment. For example, updating references to the Transportation Plan, Trails Plan, Emergency Management plans, utility plans, capital planning documents, or similar adopted documents should not be treated as a General Plan amendment unless the text, maps, goals, policies, or other substantive content of the General Plan itself must be revised.

Likewise, the County may update or replace supporting plans and implementation documents from time to time without automatically amending the General Plan, so long as those updates remain consistent with the General Plan or do not require changes to its adopted text or maps. If a supporting plan update reveals the need to revise the General Plan's own language, goals, or

policies, then the County should consider whether a formal General Plan amendment is appropriate.

Limited exceptions

Nothing in this section is intended to prevent the County from considering an amendment outside the annual review cycle when needed to address an urgent public health or safety issue, comply with a legal requirement, or correct a clear error in the General Plan. Even in those cases, amendments should remain the exception rather than the rule.

Keeping the planning “bookshelf” aligned

These partner documents that sit alongside the General Plan on the County’s planning “bookshelf” and provide the detailed maps, standards, and strategies that implement the high-level policies will be updated from time to time as conditions, data, and best practices evolve. When a supporting plan is updated, the County should confirm that the change remains consistent with the General Plan and consider a General Plan amendment only when revisions to its own text, maps, or policies are deemed necessary.

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APPENDIX A:

General Plan Policy Index

GENERAL PLAN POLICY INDEX

This Policy Index is provided as an optional reference tool for staff, decision-makers, applicants, and other frequent users of the General Plan. It compiles the plan's adopted policy direction in one place, organized by chapter and topic, so users can quickly locate relevant guidance without reading the full narrative. It is intended to support implementation and cross-reference, not to add new policy beyond what is adopted in the plan text and supporting exhibits.

COMMUNITY DEVELOPMENT

Land Use Element

- Keep most development within municipalities rather than in unincorporated areas.
- Maintain a rural and resource-based framework for unincorporated lands.
- Use the need for urban services as a primary test in evaluating development location.
- Coordinate with cities so local growth patterns are consistent with County resource protection objectives.
- Coordinate land use decisions with the Sensitive Lands element and its associated master plans to ensure that development proposals in hillsides, shorelands, and other resource areas follow countywide standards.

Geography of Responsibilities

- Maintain a clear distinction between County responsibilities in unincorporated areas and city responsibilities in incorporated areas.
- Focus County leadership on countywide resources, regional services, and shared landscapes.
- Reinforce municipal responsibility for local land use regulation and urban service delivery.
- Use coordination and interlocal agreements to address issues that cross jurisdictional boundaries.

Future Annexation

- Continue the pattern of directing new development into cities through annexation.
- Avoid extending utilities into unincorporated areas for the purpose of opening land to development.
- Encourage annexation where urban services are needed or expected.
- Align service extensions with annexation so governance and infrastructure responsibilities remain clear.

Existing County Land Uses

- Support agricultural preservation and encourage new agricultural processes and efficiencies.
- Support agriculture and reduce conflicts at the urban–rural edge.
- Protect irrigation systems, drainage infrastructure, and active farm operations as nearby areas urbanize.
- Maintain standards for agricultural parcel access, water rights, and viability.
- Protect Hill Air Force Base and other specialized employment areas through compatible land use planning.

COMMUNITY CONNECTIVITY & SERVICES

Transportation Element

- Coordinate with UDOT, UTA, WFRC, and cities to plan and deliver a connected, multimodal transportation system that serves both local and regional travel.
- Support major regional projects, including Legacy Parkway improvements, the West Davis Highway, I-15 corridor projects, FrontRunner enhancements, and the Davis–Salt Lake Community Connector, where they are consistent with County goals for safety, access, community character, and resource protection.
- Prioritize corridor preservation and access management for key County and regional routes to maintain safe, efficient operations over time.
- Emphasize safety, congestion relief, reliability, and multimodal benefits when supporting or advocating for transportation investments in Davis County.
- Coordinate transportation planning with land use decisions so that new development supports efficient travel, protects sensitive areas, and makes effective use of existing infrastructure.
- Encourage improved east–west connections, especially where they enhance access to employment centers, services, and regional corridors.

Public Utilities & Infrastructure

- Maintain the County's limited-service role by refraining from direct ownership and operation of municipal-scale water, sewer, and stormwater systems in unincorporated areas.
- Coordinate with special service districts and cities to address public health or safety needs related to water, sewer, and drainage while reinforcing annexation and long-term city responsibility where urban-level services are required.
- Work with cities, districts, and state and regional agencies to ensure that utility planning and capital investments are consistent with the General Plan's land use, transportation, and resource protection direction.
- Support flood control and drainage improvements that protect life, property, and critical facilities, especially in hillside, shoreland, and other hazard-prone areas.

County Trails

- Treat regional trails as essential infrastructure for recreation, mobility, and access to open space.
- Focus County investments on regional trail corridors that connect multiple communities and major destinations.
- Maintain clear roles and responsibilities by distinguishing County-managed regional trails from city and agency facilities.
- Improve connectivity between neighborhoods, parks, schools, employment areas, transit, and other key destinations.
- Preserve and enhance public access to foothills, shorelands, canyons, and other important natural and open space areas.
- Design and maintain County trails for safety, accessibility, and a high-quality user experience for a range of ages and abilities.
- Use adopted plans, the Regional Trails exhibit, and the interactive trails map to guide trail implementation, partnerships, and funding decisions.

Community Services & Facilities

- Maintain a strong county public health role through the Davis County Health Department.
- Support countywide services for older adults, people with disabilities, and other residents with community-support needs.
- Provide effective county-level law enforcement, jail operations, and 911 dispatch.
- Coordinate fire and EMS coverage with regional districts and city fire departments.
- Sustain a countywide library system that supports literacy, learning, and civic life.
- Strengthen partnerships with Davis Technical College, Weber State University, and other providers to expand local post-secondary and workforce training opportunities.

COMMUNITY VITALITY & SUSTAINABILITY

Economic Development

- Support major economic anchors, including Hill Air Force Base and the aerospace and defense sector.
- Preserve strategic industrial, office, and business park lands for long-term employment uses.
- Strengthen business retention and expansion efforts while supporting targeted industry recruitment.
- Coordinate workforce development with schools, technical education, higher education, and employer needs.
- Support housing, transportation, and infrastructure decisions that improve workforce access and business competitiveness.
- Encourage job centers that expand opportunities for residents to work closer to home.
- Promote a stronger and more recognizable economic identity for Davis County in the regional marketplace.
- Expand access to opportunity and support a more resilient economy.

Davis County's Hillside Protection Priority

- Keep the Hillside Master Plan active as a supporting plan to this General Plan.
- Manage hillsides for day-use recreational opportunities.
- Treat the foothills as a shared countywide asset for open space, viewsheds, habitat, recreation, trail access, and environmental protection.
- Highly discourage new development in hillside areas.
- Limit development on steep or hazardous slopes, ridgelines, mapped preservation areas, and other sensitive foothill lands.
- Direct any allowable growth to suitable lower benches and less sensitive locations.

- Avoid development that fragments open space or requires substantial grading, new roads, or urban utility extensions.
- Evaluate hillside land use, infrastructure, and annexation proposals for consistency with the General Plan and Hillside Master Plan.
- Consider cumulative effects on viewsheds, wildfire and geologic hazards, drainage, habitat, watershed resources, trail access, public safety, and service costs.
- Oppose and, where authorized by law, protest annexation that facilitates incompatible hillside development.
- Avoid County support for urban-scale utilities, roads, or other infrastructure that induces hillside development.
- Use conservation easements, acquisition, transfer of development rights, transfer of development density, clustering, and open-space dedications to protect priority hillside lands.
- Expand and organize public access through trailheads, the Bonneville Shoreline Trail, and related parks and open-space improvements.
- Coordinate with cities, landowners, public agencies, the U.S. Forest Service, conservation organizations, and recreation partners to protect and manage foothill lands.

Davis County's Shorelands

- Recognize the Shorelands as a regionally significant system of wetlands, wildlife habitat, agriculture, and lake-related industries.
- Protect wetlands, groundwater recharge areas, and other sensitive ecological resources along the Great Salt Lake.
- Maintain agricultural and open space buffers between the most sensitive shorelands and more urbanized areas.
- Avoid new development below the FEMA flood line and in areas critical to lake health and flood storage.
- Support land use patterns that preserve large connected areas of open space while accommodating carefully sited growth.

- Promote land use tools and conservation strategies that shift development away from high-value shoreland resources and preserve connected open space.
- Encourage each lakeshore community to integrate Shorelands concepts into local plans and ordinances and to coordinate with neighboring jurisdictions along the full shoreline.

Water Use & Preservation

- Reduce water use at County buildings, parks, and campuses through turf reduction, low-water landscaping, efficient irrigation, and high-efficiency fixtures.
- Remove lawn requirements in County-managed park strips and medians in favor of low-water, water-wise streetscape designs.
- Apply low-water-use landscape and irrigation standards to new multifamily, commercial, industrial, institutional, and common-interest community projects where County codes apply.
- Update subdivision and site-design standards in unincorporated areas to limit irrigated areas, discourage large ornamental turf, and require efficient irrigation systems.
- Require infill and redevelopment in county islands to follow the adjacent city's water-wise landscape and site-design standards.
- Coordinate with culinary and secondary water providers on land use decisions, County projects, and annexations, supporting measures like secondary-water metering, use reports, and water-wise landscaping programs.
- Ensure annexations of county islands maintain or improve water-wise practices and do not increase outdoor water demand, with special coordination in areas such as Mutton Hollow.
- Protect key agricultural, canal, and open-space water systems by preserving conveyance corridors, avoiding land use conflicts with irrigation, and supporting voluntary optimization and conservation projects.

Emergency Management

- Guide land use, infrastructure, and capital investments with clear hazard and risk information.
- Maintain an all-hazards, whole-community emergency management program using adopted plans and standards.
- Operate a modern multi-agency EOC and coordination structure based on NIMS/ICS.
- Reduce vulnerability through zoning, development standards, and open space in high-risk areas.
- Strengthen the resilience of critical facilities and community lifeline infrastructure.
- Promote public awareness and preparedness with ongoing, accessible education and emergency messaging.
- Treat emergency management as a continuous County responsibility, with regular updates, training, and coordination.

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APPENDIX B:

Amendments to the 2017 Resource Management Plan



Amendments to the 2017 Resource Management Plan

Davis County originally adopted its Resource Management Plan (RMP) in 2017 to establish policies, objectives, and findings related to the management and use of public lands and natural resources within the County. Since that time, the Utah Legislature has enacted additional requirements found in Utah Code 17-79-401 and Title 63L, Chapter 11, that expand and clarify the elements to be addressed in county resource management planning.

This chapter and the appendix with the amendments do not replace the 2017 RMP; rather, it amends the existing plan to bring it into alignment with current State Code. The table below identifies and summarizes the specific amendments adopted herein, including new sections, revisions, and clarifications, while preserving the remainder of the 2017 RMP as originally prepared by Rural Community Consultants.

No.	Section/Page	Change Type	Amended To/Description
1	Land Access, pp. 17-21	Revised Land Access Section	Updated findings, objectives, and policies to explicitly address "Access to Public Lands"
2	Renewable Energy pp. 84-87	Revised Energy Section	Updated findings, objectives, and policies to explicitly address "Renewable Energy"
3	Critical Minerals & Rare Earth Elements pp. 77-83	Revised Minerals Section	Added content on critical minerals and rare earth elements including findings, objectives and policies
4	Utility Corridors	Added New Section	Land use, water, economic – natural gas, electricity
5	Pipelines & Other Infrastructure	Added New Section	Land use, water, economic – natural gas, water, oil

LAND ACCESS

Definition: Access to public and private lands.

Related Resources: Recreation and Tourism, Land Use, Livestock and Grazing, Energy, Law Enforcement, Fire Management

Findings

a. Overview

- i. Land access refers to the ability to physically and legally access a given parcel of land, typically in the context of roads, rights-of-way (ROWs) and property inholdings. The term “access” also conveys administrative restrictions on the methods or timing of land access, as in non-motorized or seasonal. Finally, access can also refer to gaining access to lands via trails or other non-motorized methods.
- ii. Northern Utah’s land ownership pattern is complex and varied. Within Davis County, property is managed by many different state and federal agencies, not counting local governments. Different land ownership includes State sovereign land, State Parks and Recreation land, State wildlife reserves/management areas, US military, and US Forest Service land. This complexity results in many cases in which land owned by one entity is surrounded by or accessible only by crossing land owned by another entity (Utah School and Institutional Trust Lands Administration 2017).
- iii. County governments have a responsibility to facilitate land access regardless of land ownership. This is accomplished by acquiring and maintaining ROWs or easements across property. Counties acquire and enforce access by participating in planning processes of federal and state agencies and, if necessary, litigation.
- iv. Wildlife impacts can increase with improved access. For example, the Antelope Island Resource Management Plan included the objective to: “Study the possible impacts on wildlife before opening the southern tip access road to hiking, biking and horseback riding as recommended in the 2004 Access Management Plan. Park biologists have suggested that these activities may cause wildlife, especially mule deer, to walk off the island (particularly at lower lake levels).”

b. Private Property

- i. “The Davis County Public Works Department is a hard-working, service-minded organization that keeps the roads in Unincorporated Davis County in excellent condition, partners with the Cities in Davis County to protect the Citizens from serious

flooding, and keeps the weeds in our County under control” (Davis County Government 2015).

ii. State law enables the right of eminent domain for roadways for public vehicles but not for recreational uses (78B-6-501(3)(f)).

c. US Forest Service Roads (USFS)

i. Right of ways on USFS lands are managed through the Forest Planning and National Environmental Policy Act (NEPA) processes. The Uinta-Wasatch-Cache National Forest established access goals for their management areas in 2003.

d. State Lands

i. Utah’s Department of Natural Resources (DNR) manages about 640,000 acres of land as State Parks (Antelope Island), Wildlife Reserves and Management Areas, and State Sovereign Lands (Great Salt Lake) under Forestry, Fire, and State Lands. In general, state parks and wildlife areas are managed primarily for resource protection, while the state manages the Great Salt Lake under a multiple-use paradigm. Regardless of overall objectives, the state manages ROWs within the areas through resource management plans (Utah State Parks 2009).

ii. “Due to the efforts of several key legislators and Davis County, funding to repair the causeway was appropriated by the Utah Legislature in 1992. Davis County, through an agreement with the state, is responsible for maintaining the causeway, including the culverts. Antelope Island State Park collects an additional fee earmarked to help support causeway maintenance” (Utah State Parks 2009).

e. Trails

i. Creating and maintaining trails is a priority of Davis County because citizens have come to rely on them for health, recreation, and access to the outdoors. The Davis County Trails Master Plan was created with the goal of “providing a system of interconnecting and looping trails throughout the County. These trails will have different levels of development that lend themselves to users of all abilities and provide for a variety of experiences. Access to the County’s most important open spaces, wildlife habitats and natural areas will be preserved. The trails will provide alternate transportation routes, some of which will be useful to bicycle commuters” (Davis County Government 2005).

ii. “During the last decade or so trails have emerged as a highly desirable, many would even say necessary, part of the urban landscape. The County has identified important trails to develop and maintain access to natural spaces for the public.”

1. Denver & Rio Grande Western Rail Trail
2. Emigrant Trail
3. Power Line Trail
4. Legacy Parkway Trail
5. Weber River Parkway
6. Kays Creek Trail
7. Davis & Weber Canal Trail
8. Farmington Creek Trail
9. Farmington Bay Waterfowl Management Area
10. Jordan River Parkway Trail
11. Antelope Island Trails
12. Bonneville Shoreline Trail

Source: (Davis County Government 2005)

iii. These trails are more regional in nature and many of them are connectors from one major trail to another, or to a park, school or other destination (Davis County Government 2005).

f. Transportation Plan

i. Davis County published the Transportation Strategic Plan in 2004 as a supporting document of the General Plan, to prioritize the transportation needs for the communities in the County. "By the year 2030, the Governor's office of Planning and Budget predicts the population of Davis County to expand from its current population of 250,000 to approximately 390,000, having an annual average increase of 5,000 people per year. This rapid increase in growth will continue to cause heavy burdens upon the County's and local community's infrastructure, especially the transportation system, to function at a high level of efficiency and to maintain its optimal condition" (Davis County Government 2004).

ii. The six critical transportation needs identified by the plan are:

1. South Legacy Parkway

2. Transit (Commuter rail, South Davis LRT/BRT, Regular/Express Bus Improvements, Park & Ride Expansions)
3. I-15 Expansion/Interchange Reconstruction
4. North Legacy Parkway
5. Highway 89 (I-15 to I-84)
6. East-West Routes

iii. Since the creation of the plan, some of these projects have been addressed. They remain important means of transportation access to and from the County.

g. Control & Influence

- i. Gaining or maintaining access to lands is typically accomplished through right-of-way (ROW) acquisition. The process for obtaining a right-of-way is different for each land owner or management agency, as each has unique administrative procedures and objectives.
- ii. The County's role is to acquire ROWs or easements across property. The County may also acquire and enforce access by participating in planning processes of federal and state agencies and via litigation.
- iii. The landowner or manager generally controls land access. Some outside entities may influence access of lands that they do not control.

h. Economic Considerations

- i. The economy of Davis County is closely tied to accessing public lands for recreation. The active outdoor lifestyle available through this access is an important quality of life measure and a large factor in attracting new business to the County. Physical access via roads and trails, particularly for motorized vehicles, is critical to the development and utilization of mineral and recreational resources.

i. Custom + Culture

- i. It is the custom and culture of Davis County to support and protect private property rights, and also supports access to public and private lands.
- ii. The first roads created by Western settlers were made as a result of the westward expansion movement. "The California Trail diverged at Fort Hall in present-day Idaho and followed the Humboldt River toward Fort Sutter. It was an attempt to find alternate

routes that brought California immigrants through what would a few years later become Utah's Davis County" (Leonard 1999).

iii. Creating a balance of interest and access has been a challenge throughout the county's history. "Along with policies for distributing land, the first settlers managed the access to and harvesting of timber in the canyons to serve community interests and allocated mill rights along the major canyon streams" (Leonard 1999).

Relevant Existing Policies

j. Davis County Trails Master Plan

- i. Access to open spaces, wildlife habitats, and natural areas will be preserved.
- ii. Trails will have different levels of development and accessibility for users of all abilities.

k. Great Salt Lake (GSL) Comprehensive Management Plan

- i. Promote the importance of access to GSL marinas from land and open water.

- 1. Coordinate with and support Utah Division of State Parks and Recreation (DSPR) to dredge channels, as needed, to provide passages for boats from existing marinas.

- 2. Coordinate with DSPR to sustain access to marinas from land and open water.

- 3. Together with DSPR, Division of Wildlife Resources (DWR), and local cities, counties, and marina users, identify marina access issues and concerns at a range of lake levels and support improvements for access.

- ii. Protect GSL resources from adverse impacts resulting from transportation infrastructure.

- 1. Consider how proposed transportation projects would impact GSL resources through a review of agency led analysis.

- 2. Coordinate with responsible agencies to determine the appropriate level of involvement in processes that consider future transportation projects.

- 3. Coordinate with the Division of Water Quality (DWQ) to address potential water quality impacts associated with runoff from transportation projects, which could affect the GSL ecosystem.

4. Coordinate with U.S. Army Corps of Engineers (USACE) and Union Pacific regarding a potential increase in boat access to the North Arm with the future modification of the Northern Railroad Causeway.

iii. Minimize damage to transportation infrastructure from GSL.

1. Coordinate with responsible agencies to determine the appropriate level of involvement in processes that consider impacts of future transportation projects.
2. Participate in transportation planning efforts with UDOT, Wasatch Front Regional Council, and the Bear River Association of Governments that promote safe and effective transportation routes that minimize impacts to GSL resources.
3. Encourage transportation and residential and commercial-related infrastructure development to occur above 4,217 feet (FEMA 100-year floodplain).

I. Antelope Island Access Management Plan

- i. Improve public access on the Island.
- ii. Clearly define general access in terms of the park's hours of operation.
- iii. Continue to implement the 2004 Access Management Plan, concentrating on minimizing wildlife/visitor conflicts through trail and facility design, and visitor education.
- iv. Study the possible impacts on wildlife before opening the southern tip access road to hiking, biking and horseback riding as recommended in the 2004 Access Management Plan. Park biologists have suggested that these activities may cause wildlife, especially mule deer, to walk off the island (particularly at lower lake levels).
- v. The use of off-highway vehicles will be limited to park staff, cooperating researchers and others engaged in search and rescue actions, maintenance of trails and other facilities, wildlife and range management, public safety, natural and cultural resource research, and other park management related activities.

Davis County Objectives

1. The County supports public lands management by federal agencies which provide access to, and opportunities for a range of motorized recreation experiences on public lands while protecting resources and minimizing conflicts among various users.

Davis County Policies

1. Continue to improve all roads within the County system, as resources are available.
2. The County supports the concept of any motorized vehicle being used only on designated roadways or routes in order to control erosion and other resource impacts.
3. Any fire, military, emergency, or law enforcement vehicle being used for emergency or administrative purposes is exempt from OHV decisions.
4. Coordinate with private property owners and public land management agencies to identify and pursue additional opportunities to increase recreational access to public lands, including foothill trail access to Forest Service lands.

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UTILITIES

Definition: Utility corridors are linear tracts of land set aside for the placement of the above- and below-ground infrastructure that transports and conveys raw materials, processed materials, and energy. Utility corridors include the areas necessary for the maintenance and access of utilities infrastructure. Common infrastructure found in utility corridors includes electrical transmission lines, petroleum pipelines, natural gas pipelines, water pipelines, and telecommunications conduit.

Related Resources:

1. Land Access
2. Land Use
3. Cultural, Historical, Geological, and Paleontological
4. Wilderness
5. Pipelines and Infrastructure

A utility corridor (also known as a “right-of-way” or “easement”) may be located on private, state, and federal public lands. The width of a utility corridor depends on the type of utilities within the corridor and the maintenance requirements of its infrastructure. For example, a utility corridor for a small water pipeline may be just 20 feet wide, while a corridor with co-located high-voltage transmission lines and high-pressure natural gas pipelines may be hundreds of feet wide. When utility corridors are constructed on federal land in Utah, it’s most often on land administered by the US Bureau of Land Management (BLM) or US Forest Service (USFS) because these agencies administer large land tracts and are governed by the most accommodating land use regulations. However, utility corridors sometimes must cross federal land, which are governed by more restrictive regulations. This may include land administered by the National Park Service, US Fish and Wildlife Service (USFWS), US Department of Defense, US Department of Energy, or Bureau of Reclamation (BOR). Constructing utility corridors on federal land requires compliance with a number of federal laws and regulations, which vary depending on which agency administers the land in question. Laws and regulations also apply when locating utility corridors on state and private lands, but these are typically less complex than those that apply to federal lands, and they are not discussed here.

Findings

a. Overview:

1. Corridors for utility infrastructure are commonplace in Davis County, crossing private, state, and federal lands.
2. On Forest Service lands, existing utility corridors are identified in the forest plan of each individual national forest.
3. On lands owned by state entities, such as Utah School and Institutional Trust Lands Administration (SITLA), Utah Division of Wildlife Resources, or private landowners, utility corridors are typically identified as easements on land-title documents. This information can be found at individual county recorder's offices.
4. For new utility corridors on state lands, such as those owned by SITLA, the office may issue easements for up to 30-year terms. Utility corridors on private lands require negotiation with individual landowners to establish specific conditions, recordable easement deeds and financial compensation.
5. Establishing a new utility corridor on or through federal land for electrical transmission, pipelines, and other utility infrastructure is a major undertaking that may require years to complete. The design, analysis, public involvement, and documentation required by federal regulations are very complicated. Consider also that regulations and compliance can vary between jurisdictions, regions, and even within agencies. Navigating these processes and protocols can be extremely challenging.
6. Recognizing the complex nature of placing utility corridors on public lands, and considering the growing need for energy grid improvements, Congress passed the Energy Policy Act of 2005. Section 368 of the act directs federal agencies to: (1) designate energy corridors on federal lands in 11 western states; (2) establish procedures to ensure that additional corridors are identified and designated as necessary; and (3) expedite applications to construct or modify oil, gas, and hydrogen pipelines and electricity transmission and distribution facilities. These corridors are referred to in this document as ["Section 368" energy corridors](#).
7. Standard NEPA analysis procedures must occur again before any utility infrastructure is permitted for construction. The new round of analyses will use specific information about structure types, placement, and disturbance limits to determine potential impacts from the proposed project.

8. Utah's utility corridors and their capacity to accommodate existing and future utility needs was identified as a concern by Utah's Public Lands Policy Coordination Office. The issue of electrical transmission was examined in the [2021 Utah Transmission Study](#), which concluded that (under scenarios of high renewable energy buildout in southern Utah) transmission needs might exceed transmission capacity (Energy Strategies 2021).
9. Electrical transmission projects under development will largely meet projected future transmission demands according to their most-likely future demand scenario. However, under some scenarios, future need for new electricity transmission in Utah might exceed the capacity of Section 368 energy corridors, especially when considering the future demand for renewable energy development and transmission (O'Neill et al. 2018).
10. Co-location of pipelines within corridors brings new issues of requiring significant separation distances between pipelines, which may lead to congested corridors with only a few projects. For example, according to NREL, "The location of steel pipelines in the vicinity of AC transmission facilities results in mutual electrical interference problems that can produce damaging effects on both facilities and potentially the public," (BLM ND).

Economic Considerations

1. Power generation in the western United States is transitioning from carbon-based fossil fuels to renewable energy. While power plants in Utah still use coal and natural gas to supply a significant portion of energy generation, the amount of wind and solar power generated is increasing every year. Policies to increase the component of renewable energy coming from the federal, state, and local governments as well as consumer demands, are likely to increase the demand of renewable energy over the coming decade.
2. Davis County has abundant potential for renewable energy generation, as identified in the [Utah Renewable Energy Zone](#) study. However, these resources are not always near existing transmission infrastructure. As power generators move to develop these resources, there is a need to simultaneously develop the transmission infrastructure needed to convey power to the electric grid.
3. Primary economic consideration for utility corridors is the lengthy time periods and high costs required to navigate the federal permitting and compliance processes to place utilities on federal lands. The recent experience of PacifiCorps' development of the Gateway South transmission project (which crossed federal lands both within and outside of Section 368 energy corridors) took more than 10 years to complete (Cox 2021). Such long time periods

reduce the ability of utility companies to respond to rapidly changing energy policies, such as carbon reduction goals and development of Utah's renewable energy.

4. The challenging nature of placing utilities across federal lands has economic implications for Davis County and local governments. For communities that have only one supply line for utilities (e.g., electricity, natural gas, fiber optic), increasing the capacity within an existing utility corridor to provide for growing communities is problematic. Also, attempts to provide redundant utilities to increase robustness and reliability of a given service can be hampered by the lack of multiple utility corridors to connect infrastructure.

Relevant existing policies

1. PacifiCorp Integrated Resources Plan: <https://www.pacificorp.com/energy/integrated-resource-plan.html>

Davis County Objectives

- a. Proactively plan, coordinate, and provide for the maintenance of existing corridors and future development of new utility corridors across federal and state lands to meet projected County growth and demand.
 1. Meet often with utility companies, cooperatives, the Utah Division of Public Utilities and other applicable state and federal agencies to coordinate efforts related to existing and future utility corridors.
 2. Protect access for utility companies to maintain and improve infrastructure and corridors.
 3. Expedite federal approval processes and policies for the maintenance of utility corridors and new construction projects.
 4. Maintain and update wildland fire protection plans to reduce the risk of wildfire in utility corridors.
 5. Avoid, minimize, and mitigate challenges that utility corridors may present to cultural resources and to threatened, endangered, and sensitive species.
 6. Provide redundancy and physical separation for utility facilities needed to serve all populated areas of Davis County.
 7. Work with federal agencies to identify opportunities to increase disturbance caps and seek out additional mitigation opportunities related to threatened, endangered, and sensitive species by providing proactive management and habitat improvements.

8. Support participation in the Section 368 corridor planning process and development.
9. Ensure that sufficient utility corridors are available to provide essential utilities to rural areas of the County including areas with current or future federal designations (e.g., national monuments and roadless areas).
10. Promote feasibility studies for different types of utility transmission, distribution, and collection infrastructure.
11. Support innovation to make existing and future utility corridor infrastructure more efficient, reliable, safe, climate resilient, and sustainable.
12. Support a network of utility corridors for the distribution of crude and refined petroleum products to foreign and domestic markets.
13. Support the development of rail systems where gaps in service exist.
14. Provide access to fiber optic resources in rural Utah County communities, or equivalent.
15. Ensure that needed water resources are capable of being delivered through existing and future utility corridors to meet the needs of the County's citizens.
16. Support the preservation of the ability to provide a supply of hydrogen to highway arteries, potentially via natural gas pipelines.
17. Utility corridors are needed in Davis County to maintain affordable, reliant, abundant, and dispatchable energy.

Davis County Policies

1. The State of Utah is an "all-of-the-above" energy state and utility corridors must be preserved and developed to transport the complete range of energy resources.
2. Davis County supports the Office of Energy Development's recommendations provided in the Utah Transmission Study and other reports.
3. Davis County supports expedited corridor planning and approvals to address critical infrastructure needs (refer to Executive Order 13807, Section 5(g)).

4. Support development of utility corridors to accommodate pipelines from the natural gas and crude oil producing areas to refineries, export facilities or to other transportation networks.
5. Federal agencies shall recognize and aid utilities in implementing wildland fire protection plans required of qualified utilities under Title 54-24-201 of the Utah Code.
6. Interstate transmission lines should provide access for utilization of energy by citizens of the County or supply significant and continual incentives that benefit the citizens of the County.
7. Davis County will support minimizing impacts to prime and unique soils and irrigable acres to the maximum extent possible when new utility corridors are being considered.
8. Davis County discourages natural gas vent lines (e.g., pig lines) near electrical transmission and distribution lines, or other non-compatible operations.
9. Every effort should be made to ensure that wildland fires are not caused by utility providers.
10. Support the development and maintenance of effective rail system corridors to support efficient commercial material and energy distribution to markets and to diversify economies.
11. Davis County supports federal appropriations for methane capture while maintaining safety protocols.
12. Davis County recognizes the economic and educational importance of internet access.
13. Davis County recognizes that utility infrastructure within established corridors and along major highways is becoming congested, and new areas need to be analyzed and established as corridors to facilitate future growth and demand.

PIPELINES & OTHER INFRASTRUCTURE

Definition:

1. **Electrical Transmission:** Infrastructure used to convey high-voltage electricity from a generation source to load-center substations, where it's transformed into lower-voltage electricity for distribution to end-users.
2. **Hydrogen Pipelines:** Transported manufactured products through networks of pipes and pump stations from production areas to consumers.
3. **Natural Gas Pipelines:** Move natural gas from production areas to end-users.
4. **Oil Pipelines:** Transported products that are extracted from the earth through networks of pipes and pump stations from production areas to consumers.
5. **Other Infrastructure:** Other infrastructure includes mechanical wastewater treatment facilities, sewer collection systems, sewage lagoons, and stormwater systems.
6. **Telecommunications:** The infrastructure used to transmit and distribute electronic information. Broadband infrastructure, typically transmitted through fiber optic cable, to connect consumers to the internet, which allows large quantities of digital information to be transmitted at high speeds.
7. **Transportation Infrastructure:** Network of major roads, highways, railroads, and other infrastructure used to transport goods and services within and across Utah.
8. **Water Pipelines:** Consist of substantial infrastructure projects used to transport large quantities of water over long distances through varying terrain and elevations from reservoirs and rivers to major population centers and agricultural users.

Related Resources:

1. Water Rights
2. Irrigation
3. Canals & Ditches
4. Water Quality
5. Land Use
6. Land Access

Findings

a. Overview

a. Electrical Transmission

- i. The majority of electricity generation and bulk energy transmission capacity in Utah is owned by PacifiCorp (note: Rocky Mountain Power is owned by PacifiCorp). According to company statistics, PacifiCorp serves 948,000 customers in Utah across 26 counties (Cox 2021). Other power generators and distributors in Utah include the Utah Rural Electric Cooperative Association ([URECA](#)), Utah Associated Municipal Power Systems, and Intermountain Power Agency ([IPA](#)).
 1. The URECA is a collective of nine local power generators and transmission companies from six states. Utah members of the cooperative include Deseret Power Electric Cooperative, Dixie Power, Garkane Energy, and Moon Lake Electric Association. Combined, they service about 70,000 utility meters and 250,000 consumers in Utah (J. Peterson, URECA, personal communication, 10/28/2021).
 2. UAMP serves three municipalities and public agencies in Davis County – Kaysville, Bountiful, and Weber Basin Water Conservancy District. UAMPS generates approximately 25% of the electricity it supplies to its members, purchasing the balance from wholesale providers.
 3. The IPA sells power to 23 municipal customers across the state as well as URECA members in Utah, Nevada, and Wyoming. They also sell power to municipal customers in California. These power co-ops and associations purchase transmission capacity on PacifiCorp's transmission infrastructure to provide power to their customers without having to install their own transmission lines. The majority of future planned utility transmission infrastructure in Utah will be owned by PacifiCorp.
- ii. Resilience and redundancy of electrical transmission are issues that have been identified by stakeholders. Many rural locations in Utah are served by single transmission lines, referred to as "radial transmission lines." Radial transmission lines are the least costly option for providing some remote locations with electrical power, but they also leave those areas vulnerable to utility disruptions because of their lack of redundancy. Additional transmission connections are costly not only because of their construction costs, but also due to the expense and time required to place utility corridors on federal lands.

- b. Natural Gas
 - i. Production in Utah is located primarily in Uintah and Grand counties (Vanden Berg 2020). Multiple interstate pipelines cross through Utah to transport natural gas from principal producing basins in Colorado, Utah, and Wyoming, to consumer markets in other states, and for export to foreign markets around the world. The majority of local natural gas transmission infrastructure in Utah is provided by Dominion Energy. The company owns 20,189 miles of transmission and distribution lines and has 1,090,000 customers (Dominion Energy 2020). Dominion Energy produces a large portion of the gas it sells to customers, but it also purchases natural gas from other interstate pipeline companies for delivery to residential, commercial, and industrial customers around the world. Natural gas can also be produced from renewable sources to create a product known as “renewable natural gas” (RNG).
- c. Oil Pipelines
 - i. According to the Utah Geologic Survey (UGS), Utah is consistently one of the top 15 oil-producing states in the United States (Chidsey 2021). There are currently no oil pipelines in Utah County. Source: U.S. Energy Information Administration, U.S. Crude Oil Pipelines, HGL Pipelines, and Petroleum Pipelines (EIA 2020b).
- d. Hydrogen Pipelines
 - i. Presently, Utah has no pipelines designated for transporting compressed hydrogen because the demand for hydrogen as a fuel source is limited. HF Sinclair Midstream operates a 4.48 mile 6” hydrogen pipeline at their Woods Cross refinery within the refinery’s operational footprint. But broader use of hydrogen, such as for motor vehicles and freight transport, is uncertain at this time. Widespread adoption of hydrogen as a transportation fuel would require a distribution network, either through pipelines or by tanker trucks, to fueling stations throughout the state to alleviate drivers’ “range anxiety.”
- e. Water Pipelines
 - i. Davis Aqueduct from Weber Canyon to the North Davis Water Treatment Plant
- f. Telecommunications
 - i. The State of Utah is committed to deploying and expanding broadband and making it accessible across the entire state. To this end, the 2020 Utah Broadband Plan identifies a series of objectives to meet that goal. The widespread access to high-speed Internet service across rural Utah is due in large part to the UDOT Fiber Program. For the last 20 years, UDOT has been working to install a robust fiber optic network along state highways to connect

traffic cameras, digital road signs, weather stations, and other sensors to provide real-time traffic updates (UDOT ND). This fiber-optic backbone also provides access for private companies to connect to broadband internet networks and provide high-speed internet to their customers. UDOT established a Public Private Partnership with private telecom companies to connect communities while expanding UDOT's Intelligent Transportation System.

g. Other Infrastructure

- i. There are 41 mechanical water treatment plants in Utah, with four in Davis County. These range in capacity from 0.25 million gallons per day (mgd) in Oakley City to 75 mgd at the Central Valley Water Reclamation Facility in Salt Lake City. Statewide, wastewater treatment plants are operating at 65 percent of capacity (WFWQC 2019). A 2019 study of existing sewer pipelines across Utah estimated there are 12,202 miles of sewer pipeline in the state with an average age of 35 years. The same study estimates that 7,320 miles of pipeline will need to be relined or replaced by 2060, and an additional 2,567 miles of new pipeline will need to be installed in the same timeframe (Forsgren 2019). A 2019 study of stormwater pipes across Utah estimated there are 4,673 miles of existing stormwater pipes in the state with an average age of 29 years. The study estimates that 2,395 miles of this pipeline will need to be replaced by 2060, and another 956 miles will need to be installed in the same time period to accommodate new population growth (Forsgren 2019). Water discharged into state waterways from mechanical wastewater treatment plants, sewage lagoons, and stormwater systems are subject to clean-water standards established by the EPA and the Utah Division of Water Quality. Those standards are defined on the epa.gov website.

h. Transportation Infrastructure

- i. The planning, construction, and maintenance of US interstate highways, state highways, and some local roads in Utah County are completed through collaboration with UDOT. Roadway planning occurs during the compilation of the [Unified Transportation Plan](#) and TransPlan50. The planning process is a unification of multiple transportation plans across the County including local governments, rural planning organizations metropolitan planning organizations, transit districts/authorities, WFRC and UDOT. Construction of new roadways and bridges, as well as upgrades to existing infrastructure, is prioritized during the planning process.

i. Railroads

- i. The [Utah Freight Plan](#) addresses issues and needs specific to the statewide highway and multimodal freight networks. The UDOT, in conjunction with the Utah Transit Authority, also compiled the Utah State Rail Plan – a plan for freight and passenger rail transportation in Utah.

Economic Consideration

- a. Electronic Transmission – Rocky Mountain Power and its parent company PacifiCorp employs more than 1,800 people in Utah. Lack of sufficient generation resources during peak demand puts utilities and customers at risk of high prices from the energy market during emergencies. This happened in Texas during February 2021, during which a winter storm and freezing temperatures disrupted one-third of Texas’s power generation capacity, resulting in astronomical power costs over a two-day span (Hersher 2021). A robust transmission system can reduce the potential for this kind of problem because transmission connects multiple generation sources across large regions.
- b. Natural Gas – Distribution companies employ as many as 700 employees in Utah (DWS 2021), with Questar Gas (now Dominion Energy) being the largest natural gas company in the state.
- c. Oil Pipelines – Sinclair Oil in Salt Lake City employs 1,200 people (Kolmar 2021).
- d. Hydrogen – Has only limited use within Utah. This may change in the future if hydrogen is adopted as a transportation fuel or as a large-scale component of utility-scale electricity generation.
- e. Water Pipelines – According to the 2020 Statewide Water Infrastructure Plan, over the next 50 years, the State of Utah and municipal water providers will need to spend \$20.6 billion to repair and replace existing infrastructure and another \$17.6 billion for new infrastructure and to develop new water supplies for future growth (BRWCD et al. 2020). The five river basins with the highest estimated costs are Bear River Basin, Kanab Creek/Virgin River Basin, Weber River Basin, Utah Lake Basin, and the Jordan River Basin. The construction cost of the Pine Valley Pipeline Project is estimated at \$254 million. The Bear River Development Project could cost between \$1.5 billion and \$2.8 billion, depending on the ultimate project design constructed (UDWR 2019). The Lake Powell Pipeline is estimated to cost between \$1.5 billion and \$3.2 billion (Utah Water Law 2016.).
- f. Telecommunications – The Utah Broadband Advisory Council considers broadband essential to economic success (UBAC 2020). Broadband is essential for Utah businesses because it allows them to be nationally and internationally competitive. The technology also promotes entrepreneurship, attracts investments, and supports state and municipal governments. The

partnerships developed through the UDOT Fiber Program have saved the state an estimated \$105.8 million while connecting many parts of Utah to high-speed internet service.

- g. Other Infrastructure – The present value of existing wastewater treatment facilities in Utah is estimated to be \$4 billion (Reclaim 60 ND). However, wastewater conveyance and treatment facilities must be maintained to operate effectively. Utah faces an additional cost of \$5.3 billion for infrastructure renewal and replacement, and another \$1.3 billion for upgrades to meet future regulatory requirements. New infrastructure required to meet the needs of population growth across Utah is expected to cost \$2.1 billion. Over the next 40 years, the total cost for wastewater treatment has been estimated to be \$8.7 billion (Reclaim 60 ND, a recent study conducted by the Utah Department of Environmental Quality) In addition to wastewater treatment facility costs, other infrastructure must be replaced or upgraded over the next 40 years. Wastewater pipelines represent a cost of \$4.3 billion, sewer lagoons are expected to cost \$432 million, and stormwater-collection systems are estimated to cost \$1.3 billion (Reclaim 60 ND).
- h. Transportation Infrastructure – The Unified Plan determined a total of \$108.5 billion would be needed between 2019 and 2050 to fund the maintenance of current infrastructure, to expand capacity of existing roads, and to build new roads. This estimate also includes funds for upgrading transit and railway infrastructure (UDOT et al. 2021). Funding for the construction and maintenance of major highway infrastructure is provided by federal and state funds, which are generated from fuel taxes, vehicle registrations, and general funds.

Relevant Existing Policies

- 1. Weber Basin Water Conservancy District Water Conservation Plan
- 2. Utah Digital Access and Connectivity Plan
<https://connecting.utah.gov/digital-connectivity-plan/>
- 3. Wasatch Front Regional Council Regional Transportation Plan

Davis County Objectives

- 1. Considering Utah's arid environment and the world's changing climate conditions, the need for sufficient and reliable water, energy, and critical resources is ever increasing, as is the need for storage and related infrastructure. Therefore, to ensure Utah's ongoing drought resilience, energy security, and to provide for current and future needs, the County supports efforts to build and invest in necessary infrastructure, including additional pipelines, dams, reservoirs, above- and below-ground storage facilities, and other feasible infrastructure.

1. Provide countywide economic opportunities and resilience for Davis County communities.
2. Develop and allow pipelines and sufficient infrastructure to meet Davis County's current and future needs.
3. Ensure that project continuity issues on public lands do not inhibit project implementation.
4. Explore opportunities for above- and below-ground water storage at different scales, finalize projects that have been proposed and vetted, and complete appropriate projects that were never constructed.
5. Conduct feasibility studies to prioritize water storage and pipeline projects and become proactive to capitalize on high water flows during flood years.
6. Improve techniques and the utilization of aquifer storage and recovery.
7. Deliver water and energy resources efficiently and timely without damaging infrastructure.
8. Support innovative and proven technologies to line earthen and concrete canals to reduce water loss and increase transportation efficiency.
9. Increase pipeline capacity and availability to decrease evaporation and unnecessary loss.
10. Form partnerships with stakeholders and obtain funding from the Bureau of Reclamation to form partnerships that benefit communities.
11. Apply for grants to improve water delivery systems.
12. Further study the several different methods of utilizing hydrogen opportunities and, where appropriate, strategically implement. There may be a future need to supply hydrogen along major highway arteries. Avoid hydrogen production that requires excessive water consumption.
13. Investigate and strategically support and implement hydroelectric production by using new technology such as in-pipe hydro systems within existing and future pipelines.
14. When feasible, and in the best interest of the local communities, encourage the maintenance required to avoid decommissioning hydroelectric power facilities.
15. Develop infrastructure projects aimed at recharging depleted aquifers.

16. Encourage xeriscaping policies, incentive programs, and educational campaigns to reduce water usage and reliance on public lands.
17. Increase watershed yields through active management of forests and other vegetated areas.
18. Support programs like Shared Stewardship and the Watershed Restoration Initiative to enhance water yields.
19. Support the implementation of the Utah State Water Plan on public lands.
20. Strategically promote watershed restoration and flood abatements after wildfires to improve soil retention, improve water quality, and reduce downstream impacts caused by flooding, siltation, and debris flows.
21. Incorporate silt traps and other mechanisms to trap silt upstream and keep it from entering water treatment plants and downstream reservoirs that will ultimately need to be dredged when their storage capacity is reduced.
22. Mitigate the “use-it-or-lose-it mentality” by providing alternative options to water consumers (e.g. water banking) on public lands.
23. Support innovation to make existing and future water storage and delivery systems more efficient, reliable, safe, climate friendly, and sustainable.
24. Support a network for the distribution of natural gas, crude oil, and refined petroleum products to domestic and foreign markets.
25. Develop agreements with federal agencies to make it possible to maintain and improve dams, impoundments, and other facilities on federal lands with limited access in a timely and economically feasible manner.
26. Encourage the use of Advanced Metering Infrastructure (AMI) to quickly identify water leaks, thus reducing wasted water. The technology also allows remote monitoring and manipulation (valves, flow rates, pressure, etc.) of water conveyance infrastructure.
27. Strengthen the backbone of Utah’s energy grid for future energy loads.
28. Improve interstate energy market connections through the Western EIM.
29. Change generation sources to include greater renewable contingents.

Davis County Policies

1. The County supports coordinated efforts across all agencies, governments, tribal nations, and other land ownerships on infrastructure projects to minimize delays.
2. The County encourages and requests federal appropriations for water infrastructure, including pipelines, water storage, and aquifer recharge.
3. The County supports active forest management to increase water yields and water quality.
4. The County supports active forest management to decrease water quality issues from wildfire, flooding, etc., which impacts water storage, water treatment, and water delivery systems.
5. The County supports the plans and strategies presented by the Shared Stewardship Program, Watershed Restoration Initiative, and the Utah Division of Water Resources.
6. The County will support the Utah Watershed Council Act.
7. The County encourages water conservation measures, education, and incentives.
8. The County supports maintaining access to water in the Colorado River and its access to state- and County-owned shares that have not been fully exercised because of access and transportation limitations.
9. The County supports the development of pipelines from the natural gas and crude oil producing areas to refineries, export terminals, or to other associated transportation systems.
10. The County discourages natural gas vent pipes (e.g., pig lines) near electrical transmission and distribution lines, or any other non-compatible operations.
11. The County supports federal appropriations for methane capture while maintaining safety protocols.
12. The County supports the effort to conserve water by creating hydrogen through natural gas, coal, and other sources.
13. The County supports creating a strategy to provide consumers with hydrogen access along major transportation arteries, if or when, markets support this energy transference option in the future.
14. The County supports and encourages the maintenance and development of pipelines and infrastructure that improve the County's market share and improve the quality of

life for Utahns, provided such can be maintained and developed in a sustainable manner.

15. The County opposes the creation of pipelines and infrastructure to remove water resources from the state of Utah to transport it to other states.
16. The County expects pass-through pipelines and associated infrastructure to continually benefit the citizens of Utah and communities.
17. The County desires unimpeded and timely access to water storage facilities on federal lands to feasibly improve and maintain infrastructure to address water storage needs.
18. The County supports the completion of the Central Utah Project as originally proposed to fulfill all promises made to Uintah Basin counties to mitigate for the transfer of water to the Wasatch Front.
19. The County supports projects that conserve water by the lining of ditches and canals.
20. The County supports the preservation of existing hydroelectric facilities and construction of new facilities, including in-pipe hydro systems and other innovative technologies.
21. The County supports the construction and operation of pipelines and other infrastructure to enable the production and transportation of mineral resources from federal lands.

MINERAL RESOURCES

Definition: Natural resources in the form of minerals (solid inorganic substances)

Related Resources: Water Rights, Land Use, Air Quality, Water Quality and Hydrology, Energy, Mining, Cultural, Historical, Geological, and Paleontological, Land Access

Findings

a. Overview

i. Mineral resources are deposits or occurrences of inorganic materials with intrinsic economic value (such as ore, aggregate, oil, and gas) that may be extracted from the earth's crust. Mineral resources are regulated and managed based on type, and are grouped into three categories: locatable, leasable, and saleable.

ii. Locatable Minerals

1. This category includes high-value minerals such as gold, silver, and copper (metallics and non-metallics) that are subject to the Mining Law of 1872 as amended by 30 USC 2. Under the Mining Law, mining claims can be filed for these minerals. The category also includes certain industrial minerals such as gypsum, chemical grade limestone, and chemical grade silica sand. Uncommon varieties of mineral materials such as pozzolan, pumice, decorative rock, and cinders may also be regulated as locatable minerals if demonstrated to have unique market value.

iii. Leasable Minerals

1. This category includes gas, oil, oil shale, coal, oil sands, phosphate, and geothermal resources, and are subject to the Mineral Leasing Act of 1920, as amended and supplemented (30 USC 181, et. seq.), the Mineral Leasing Act for Acquired Lands as amended (30 USC 351-359), and the Geothermal Steam Act of 1970 (30 USC 1001-1025). Examples of leasable minerals include coal bed methane, oil and gas, tar sands, and geothermal resources.

iv. Saleable Minerals

1. This category includes more common mineral resources including sand, stone, gravel, pumice, clay, and petrified wood. Regulation of these minerals on public lands is authorized by 30 USC 601. State and private lands are regulated by state, county, and local jurisdiction and land use codes. Some saleable minerals are sand and gravel, clay, and stone.

v. Major commodities produced in Utah, in descending order of value, include phosphate, gilsonite, expanded shale, common clay, bentonite, and gypsum. Within the next 25 years, future industrial mineral production is expected to continue to come predominantly from the areas of Utah that have had historic industrial mineral production.

vi. The mines operating in Davis County are primarily focused on rock aggregates. Limited veins of other minerals in the Wasatch Mountains have been found such as gold, silver, copper, and lead ores. These prospects are mostly inaccessible because of the high slopes.

vii. "The Utah Department of Transportation's May, 2001 publication, Interstate 15 User Guide On the Road Again Map, reports that 7 million cubic yards of sand and gravel fill and 2.5 million square yards of concrete using crushed rock aggregate were used in the reconstruction of Interstate 15 through the Salt Lake Valley. Most of this material came from local Wasatch Front sources" (Case 2017).

viii. In 2018, the U.S. Geological Survey designated 35 non-fuel minerals or mineral groups as critical minerals. (<https://doi.org/10.3133/ofr20181021>). Critical minerals are defined as those necessary for economic or national security and have a supply chain vulnerable to disruption. In 2020, Davis County was identified as a potential source of lithium brine from the Great Salt Lake, but no rare earth mineral extraction activities were then extant within the County. (<https://doi.org/10.34191/c-129>).

b. Great Salt Lake

i. "The brines of GSL contain several ions that can be combined into valuable minerals during evaporative processes. The major ions in GSL brines in order of relative abundance are chloride (Cl⁻), sodium (Na⁺), sulfate (SO₄⁻⁻), magnesium (Mg⁺⁺), and potassium (K⁺). Because of the terminal nature of GSL, the only way for the ions, or salts, as they are commonly called, to be removed from GSL is through mineral extraction" (Utah Division of Forestry, Fire, & State Lands 2013).

ii. An early estimate of total tons of dissolved salts in GSL was 4.2 billion tons of salt in 1966 (Sturm 1980). Since then, the Utah Geological Survey (UGS) estimates of total tons of dissolved solids in GSL have fluctuated from 4.0 to 5.5 billion tons because of the dynamic conditions in the lake (Gwynn 1995). In 2011, UGS estimated that there are 4.5–4.9 billion tons of dissolved solids in GSL (Naftz 2011)" (Utah Division of Forestry, Fire, & State Lands 2013).

c. Economic Considerations

- i. Construction sand and gravel, crushed stone (including limestone and dolomite), and dimension stone contributed the second-largest share of the overall value of industrial minerals produced in Utah during 2010, with an estimated value of \$201 million, a \$9 million (4%) decrease from that of 2009" (USGS 2015).
- ii. "Brine-derived products, including salt, magnesium chloride, potassium chloride, and sulfate of potash, were the largest contributors to the value of industrial-mineral production in Utah in 2010, with a combined value of \$370 million, about \$75 million (17%) less than that in 2009" (USGS 2015).
- iii. "The Great Salt Lake is an important resource with respect to the production of salt and other brine-derived commodities, including magnesium chloride and potassium sulfate" (USGS 2015).

d. Custom + Culture

- i. "Like earlier indigenous peoples who lived along the shores of the Great Salt Lake for centuries, Mormon settlers found the lake a ready source for salt. Harvested by individuals and cooperatively, salt was used to season or pickle foods and to prepare meats for winter storage. The easily harvested compound soon became a successfully exported product for Davis County's entrepreneurs. Residents of South Weber filled their wagons with salt from the lakeshore sloughs, cleaned it, and sold it to Ogden residents. People elsewhere in the County likewise quickly moved beyond the bucket-at-a-time collection of salt for personal needs. Hauling off a wagonload, they would sell the product locally at fifty cents for a heaping bushel" (Leonard 1999).
- ii. "The County's first salt company was organized in Syracuse in 1880 by George Payne. Three years later, in Farmington, Isaac Sears, "Mac" MacKeg, and James Melius organized the Deseret Salt Company. These two pioneering companies served both the local and mining markets with crude salt. Their methods were simple. Using horse-powered pumps, they piped lake water into ponds for controlled evaporation. As the salt crystallized, workers shoveled it into piles within the pond, then carted it out in large wheelbarrows to continue drying. Loaded into sacks, the salt for export was hauled by wagons or the railway to out-of-state ore-processing plants" (Leonard 1999).

Relevant Existing Policies

1. Great Salt Lake Mineral Leasing Plan (2013)

a. Goals:

- i. Assess current conditions related to mineral resource extraction and known reserves/balances.
- ii. Integrate mineral resource planning with other resource planning.
- iii. Plan for leasing and efficient development of mineral resources.
- iv. Establish a transparent mineral leasing application process.
- v. Identify data gaps in existing knowledge related to mineral extraction.
- vi. Assert role of FFSL as a manager of State-owned lands.
- vii. Please see the full GSL MLP for more complete information about the existing objectives.

2. Great Salt Lake Comprehensive Management Plan

- a. Please see the full GSL CMP for more complete information about the existing objectives.

Davis County Objectives

1. Protect and expand access to significant mineral resources, including critical minerals and rare earth elements, for current and future generations.
2. Encourage the mining, transportation, and processing of mineral resources in Davis County, including critical minerals and rare earth elements.
3. Minimize or, as appropriate, prevent adverse impacts on surface resources.
4. Avoid or minimize significant and conflicting public or private investments near sites where mineral activities may occur within the foreseeable future.
5. Ensure that adequate reclamation of disturbed areas is accomplished.

Davis County Policies

1. Encourage extractive industries to be in compliance with federal, state and County laws and regulations, while protecting multiple use concepts and rights to access.
2. Avoid and mitigate detrimental disturbance to the riparian area by mineral activities. Initiate timely and effective rehabilitation of disturbed sites.
3. Allow mineral leasing where it has been determined that stipulated methods of mining will not affect the watershed values to any significant degree.

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MINERAL MAP

Data derived from the Utah Minerals dataset managed by the UGR.



- Road Fill/Sand and Gravel (26)
- Other (31)



Mountain Dell Reservoir

ENERGY RESOURCES

Definition: Renewable or nonrenewable resources used to obtain energy.

Related Resources: Mining, Mineral Resources, Cultural, Geological, Paleontological, Land Access, Water Quality & Hydrology, Water Rights, Air Quality, Land Use

Findings

a. Overview

- i. "The unique geologic history, geography, and climate of Utah have resulted in an abundance of nonrenewable and renewable energy resources. Nonrenewable energy resources include fossil fuels, such as oil, coal, and natural gas, as well as naturally occurring elements, such as uranium. Renewable energy resources are those that are replenished by natural processes and include geothermal, solar, and wind energy" (Utah State University 2009).
- ii. Two power plants exist in Davis County; one municipal waste biomass plant and one natural gas plant. Hill Air Force Base also harnesses landfill gas for generating power (Vandenberg 2016).
- iii. Four oil refineries exist in Davis County. Built between 65 and 80 years ago, these plants have been converting oil into energy products such as gasoline, diesel fuel, jet fuel, and other oil products. While relatively small by national standards, the refineries are regulated by the Utah Division of Air Quality, and the EPA (Utah Petroleum Association n.d.).

b. Biomass

- i. "The Renewable Energy Atlas of the West (Nielsen et al., 2006) estimated the electricity generating potential from landfill gas and animal waste to be 1 million megawatt hours per year. Currently, there are five power plants in Salt Lake and Davis counties utilizing municipal waste or landfill gas as the power source for generating electricity. The combined capacity of these five plants is 4.4 megawatts (UGS, 2009e)" (Utah State University 2009).

c. Geothermal

- i. "Geothermal power generation comes from the transport of heat to the surface through several geological and hydrological processes. Geothermal resources commonly have three components: 1) a heat source, 2) relatively high permeability

reservoir rock, and 3) water to transfer the heat.” Davis County has multiple high-temperature regions, suitable for power generation” (Utah State University 2009).

ii. Large sections of Davis County are within the Utah Renewable Energy Zones Task Force Geothermal Zone. This zone was created based on findings of significant geothermal areas in Utah” (Utah State University 2009).

iii. Wasatch Front valleys have thermal springs that can be tapped for geothermal power. The valleys of Davis, Weber, and Salt Lake have a combined 1,329 square miles of area that have the presence of thermal-gradient boreholes with gradients of 100°C per kilometer or greater (Klauck 1984).

iv. Hooper hot springs, along the east shore of the Great Salt Lake has been measured as having significant temperatures (Klauck 1984).

d. Wind

i. Most of Davis County does not have the average wind speeds necessary for viable wind energy production. The exception is in South Weber; the canyon that Weber River flows through has been identified as a wind drainage canyon. The high winds that come through the canyon are strong enough to be harnessed for energy production (Berry et al. 2009).

e. Solar

i. Compared to other parts of the state, Davis County’s potential for large-scale solar farms is low because of the need for large tracts of land and consistent sun (Rangeland Resources for Utah, 2009). However, private citizens and companies have installed smaller photovoltaic systems for personal use. The Kroger distribution center in Layton uses solar panels on their roof to supplement their energy budget (Vandenberg 2016).

f. Oil, Coal, and Natural Gas

i. While oil, coal, and natural gas have a significant impact on the Utah economy, Davis County has very limited reserves of hydrocarbon plays within its borders. Davis County has not produced any measurable amount of oil or natural gas in its history (Utah Division of Oil, Gas and Mining 2017).

g. Economic Considerations

i. The 2015 statewide economic-impact assessment estimated direct power-generation output in Davis County at approximately \$3.5 million, with an additional ~\$1.6 million in indirect and induced output (Governor’s Office of Energy Development 2015).

h. Custom + Culture

i. "Another potential commercial resource was discovered along the lake's east shoreline in 1883, when artesian-well drillers hit an underground pool of natural gas at the 550-foot level in north Centerville. However, nothing was done to develop the gas on the land of Ephraim Garn for another decade. At that time, the American Gas Company bought out the owner's rights, and in February 1895 the company agreed to supply fuel to the Salt Lake and Ogden Gas and Electric Company. Manufactured gas had been used to light Salt Lake City streets since 1872. The Davis County natural gas replaced this earlier source; but, within a year, customers were complaining about unreliable pressure in the lines and, after only three years of commercial use, Davis County's marsh-gas wells were capped. The first street lighting in Davis County was furnished in Bountiful by Lakeshore Gas and Oil Company beginning in 1902" (Leonard 1999).

Relevant Existing Policies

1. Great Salt Lake Comprehensive Management Plan

a. Allow for new oil, gas, and hydrocarbon leasing activities that are consistent with the long-term sustainability of GSL, according to Utah Code 65A-10-8.

1. Consider new leases according to oil, gas, and hydrocarbon leasing categories and leasing processes outlined in the MLP.
2. Consider how proposed oil, gas, and hydrocarbon projects would impact GSL resources through review of site-specific analysis.
3. Coordinate with DOGM to incorporate best management practices in new leases.
4. Coordinate with permitting and management agencies to determine the appropriate level of involvement in processes that consider future oil, gas, and hydrocarbon projects.
5. Coordinate with DWQ to help ensure compliance with Utah Water Quality Act regulations (Utah Admin. Code R317).

b. Antelope Island RMP

1. Investigate opportunities for renewable energy resources such as wind, solar, ground source heat pumps and partnering with university research groups.

Davis County Objectives

1. Promote the efficient use of natural resources and the conservation of energy.

Davis County Policies

1. Should energy resources be developed on public lands in Davis County, the County will encourage companies to use the best technology and mitigation techniques to protect natural amenities and resources.

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