

**WEST BOUNTIFUL CITY  
General Plan 2007  
UPDATE**

**June 5, 2007**



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**I. INTRODUCTION**



## **1.1 Introduction**

West Bountiful City is at a crossroads in its growth and development. In the immediate future, West Bountiful will become more connected than ever before to the rest of the Wasatch Front through the development of the Utah Transit Authority FrontRunner commuter rail system and the Legacy Parkway. The changes occurring within and around West Bountiful will not end with the completion of these major projects, and it is important for the City to plan now for what the City should look and feel like throughout the next two decades.

West Bountiful City is faced with a critical choice. Will the City control its future or be controlled by it? Is it possible to envision and plan for the future of a community? What should it look and be like twenty years from now? The goal of the 2006 West Bountiful City General Plan is to anticipate the changes that will face the City in the future and provide direction for future growth and decision making. The General Plan is a written official statement describing the overall goals and strategies for the desired future physical development of West Bountiful City. Although the scope of the General Plan is the next twenty years, it should be viewed as a flexible guide capable of responding to unforeseen events or trends. To ensure consistency, relevancy, and timeliness, the General Plan should be reviewed and amended through a formalized process of broad public involvement.

### **General Plan Purpose and Authority**

Utah State law requires that each city prepare and adopt a comprehensive, long-range general plan to focus on present and future needs of the city as well as address growth and development of land within the community. Each city, "May determine the comprehensiveness, extent, and format of the General Plan." (Utah Code Annotated 10-9-301)

### **What is a General Plan**

The formalized planning of community growth is not unlike individual planning for personal growth. Both methods employ a desired future, a number of goals to reach that end result and periodic checks on progress; however, planning for a community is more complex in that it involves a wide range of individual interests, hopes, and desires.

Many people have common sense notions of what community planning is and why it is important. Land use planning evolved from the need to place the responsibility for assigning particular land uses in particular locations under public authority. For example, locating a new steel plant near transportation lines, next to a water source, and down wind from residential housing is wise land use planning.

Good land use plans considers a particular community's needs and wants, and helps shape the future use of land to reflect those desires. Good planning creates community order, maintains a desirable environment, protects property values, encourages effective urban design, and promotes the general health, safety, and welfare of the community. Planning also assists local public officials in making responsible day-to-day decisions regarding land use issues while providing direction for the manner, intensity, and type of desired community growth.

The general planning process incorporates a series of logical steps which are basic and quite typical of any problem solving method. These steps include: issue identification and goal formulation with public input; data gathering, research and analysis; development of alternatives; evaluation and selection of a preferred plan; and implementation. The planning process results in what is interchangeably termed a "General", "Comprehensive," or "Master" Plan. The 2007 West Bountiful City General Plan is a product of this process.

The next twenty years will bring a number of important changes as West Bountiful City continues to grow and develop. Strong leadership, coupled with a concerned and dedicated citizenry, will ensure that the community's future is as prosperous as its past. The 2006 West Bountiful City General Plan is a vital ingredient for a successful transition into the next century. This important policy guide will help city administrators implement desirable physical development for West Bountiful City, both now and in the future.

## **1.2 Community Vision Statement**

West Bountiful City is located in southern Davis County. This quiet community is bordered on the east by Bountiful City, on the west by Davis County and the planned Legacy Parkway, on the north by Centerville City, and on the south by the City of Woods Cross. West Bountiful has a strong vision for its future. This vision includes preserving the qualities and characteristics of West Bountiful that make it a wonderful location to live, shop, and recreate. The vision also includes hopes and desires for improvements and expansions of specific aspects of the City and the services it provides. The goals, objectives, policies, and future plans included in this General Plan document are designed to help the City achieve the aspirations outlined in this vision statement.

### **Land Use**

West Bountiful is primarily a residential community that is proud of its agricultural history and highly values its rural atmosphere. Situated between I-15 and the Great Salt Lake, the City is somewhat isolated from the rest of Davis County, and has therefore been able to retain its rural character as the areas around it have become increasingly developed. The location of West Bountiful's primary commercial district - on the east side of Interstate 15 - helps maintain this rural feel by providing a buffer between primarily residential parts of town and those that are commercial. The rural qualities of the City are highly valued by the community, and future land use planning should preserve these qualities, and, at the very least, not negatively impact or alter the existing rural character of the community. Interest and support was expressed by the community for exploring a transfer of development rights program to facilitate the preservation of agricultural and open lands within the western part of the City.

West Bountiful is happy with the existing mix of land uses and densities and would like to maintain these. The community is interested in expanding some land uses: creating an additional office or light industrial park, and allowing for greater variety in residential housing options in designated areas. The community enjoys the predominantly residential character of the City west of Interstate 15 and is happy to have all commercial development located along the outer edges of the City's boundaries. Thus, future commercial and light industrial opportunities are intended only along 500 South, the southern border of West Bountiful, or in the already-existing commercial corridor on the east side of Interstate 15. Similarly, in general the community would like any higher-density developments, such as multi-family housing, to be limited to the outer boundaries of the City.

The residents view the City as one where residents live together as a community and actively participate in the betterment of their neighborhoods. Residents insist on attractive and high-quality development, and clean, well-maintained neighborhoods and streets. West Bountiful is home to some stunning examples of early Utah architecture, and the City is committed to the preservation and enhancement of its historic district. Fostering attractive streetscapes within the historic district is a priority. The enhancement and beautification of the City's gateways through signage, lighting, and consistent streetscape design is a goal of the community.

## **Parks and Trails**

The community has expressed a strong interest in protecting existing parks and open spaces and in creating more permanent recreational opportunities within the City. Goals for new parks, recreational opportunities, and open space include an equestrian center, a natural observation/education area, a community recreation center, small neighborhood parks, and a network of trails throughout the City. Specifically, the community has expressed a desire for more park space in the southern and western portions of the City, where current recreational opportunities are limited. The City would like to work with private property owners to incorporate parks into future subdivision designs as the southwest portion of the City develops. Enacting appropriate development incentives via ordinance will encourage development of such parks. In addition, the citizens are concerned with refurbishing some of the aged components of existing parks and ensuring the continued use and enjoyment of existing parks.

The Legacy Parkway provides West Bountiful with a unique opportunity to connect to a regional trail and greenway system. The community would like to see the Legacy Parkway trailheads connected to the rest of the City through a coordinated urban trail system of sidewalks, bike lanes, and multi-purpose paths. The community would like to see the abandoned Denver and Rio Grande Railroad right-of-way converted into a multi-purpose trail and have other city trails and paths link up to this trail artery.

Bordering the Great Salt Lake, West Bountiful's character is in part defined by its wide open spaces. The protection of this open space, whether undeveloped and natural or agricultural, is a priority for the community. The City is interested in maintaining these open space qualities and preserving the opportunity for future West Bountiful generations to enjoy them.

## **Transportation**

West Bountiful City is faced with many changes. Legacy Parkway and the Utah Transit Authority's FrontRunner commuter rail will increase choices available to West Bountiful residents and contribute to an urban atmosphere; however, many West Bountiful residents cherish the rural qualities of their community, and wish to retain those characteristics. West Bountiful must continue to participate in regional discussions and decisions on transportation, and strive to maintain a rural feel. At the same time, West Bountiful should add the necessary accommodations to major transportation facilities so that motorists, bicyclists and pedestrians can travel safely and at reasonable speeds. In addition, it is a priority to develop a north-south artery to replace 800 West, which was closed at 500 South and Woods Cross to accommodate a new FrontRunner station.

## **Socioeconomics**

The City will build on its current positive image and quality of life to maintain its position as a residential community, offering a rural feeling with urban services. The City will continue to build on its strong retail economic base, through additional regional retail development, as well as expansion of neighborhood retail services. Business park and office development will also be pursued, along with life-cycle housing and expanded community amenities.

## **Housing**

Residents of West Bountiful City value the high quality of homes and residential lifestyle of their community. Residents also value the opportunity to remain in the City as lifetime residents. The City therefore encourages community development that provides a greater range of life-cycle housing and housing types. However, preference is given to multi-family housing and other higher-density projects which occur at appropriate locations in

the City - primarily along or near 500 South along the shared border of West Bountiful and Woods Cross. Maintaining existing allowable density, and in some cases decreasing the density allowed, is important to West Bountiful citizens.

### **Annexation**

The City is interested in exploring annexation options to help achieve the land use and socioeconomic goals of the community. The City has identified three guiding principles for assessing the annexation potential of additional land into West Bountiful City: 1) Logical, efficient and convenient delivery of services; 2) Visual corridors at entryways to City, including along Legacy Highway; and 3) Opportunities to expand the current economic base. Annexation should be pursued fairly aggressively to ensure that property desired to be located within West Bountiful is not lost to neighboring communities.

### **Public Utilities and Community Facilities**

The City recognizes the importance of providing high quality public utilities that support current demands as well as desired future land uses, and that work to ensure that utilities meet the needs of the population. The City also understands the importance of coordinating utility improvements with one another to achieve the best cost effectiveness. The community has indicated a need for improvements in storm water management and is concerned with issues related to flooding. Responding to these issues, the City and community have expressed a desire for a Capital Improvements Program that places emphasis on coordinating utility expansions and improvements to meet the current and future needs of the City, its businesses, and residents.

West Bountiful City provides its residents with high-quality, responsive, and professional public services. Residents are pleased with the level of service that they receive and feel safe in their neighborhoods. The community is pleased with the level of service provided by local law enforcement, garbage collection, education, and governmental entities. The City should continue to provide the same excellent quality of services to the community, and work to expand and enhance these services when possible. Ensuring adequate emergency service is a high priority to both the residents and the City. West Bountiful City and its residents are committed to improving access, both in and out of the City, in times of emergency and will work with the Utah Department of Transportation and local emergency responders to ensure the safety of the community.

### **Natural Environment**

West Bountiful City is proud of its natural and developed environment and has expressed a significant community goal is to preserve open space. Residents place importance on open spaces located throughout the City including: agricultural lands, current and future parks, trails, view corridors, and wildlife habitat areas. West Bountiful shares similar wildlife habitats as the shoreline of the Great Salt Lake, most of which are being protected by the Legacy Parkway and related open space preserves. These marshes, swamps, and wetlands provide an important framework for the remaining open spaces of West Bountiful. Significant areas identified by the community for preservation were the undeveloped area along the City's western border and eagle nesting areas located near recent subdivision developments. Preservation of these habitats and other open spaces will protect the natural environment and beauty of the area for current and future generations, and set a tone for future development patterns.

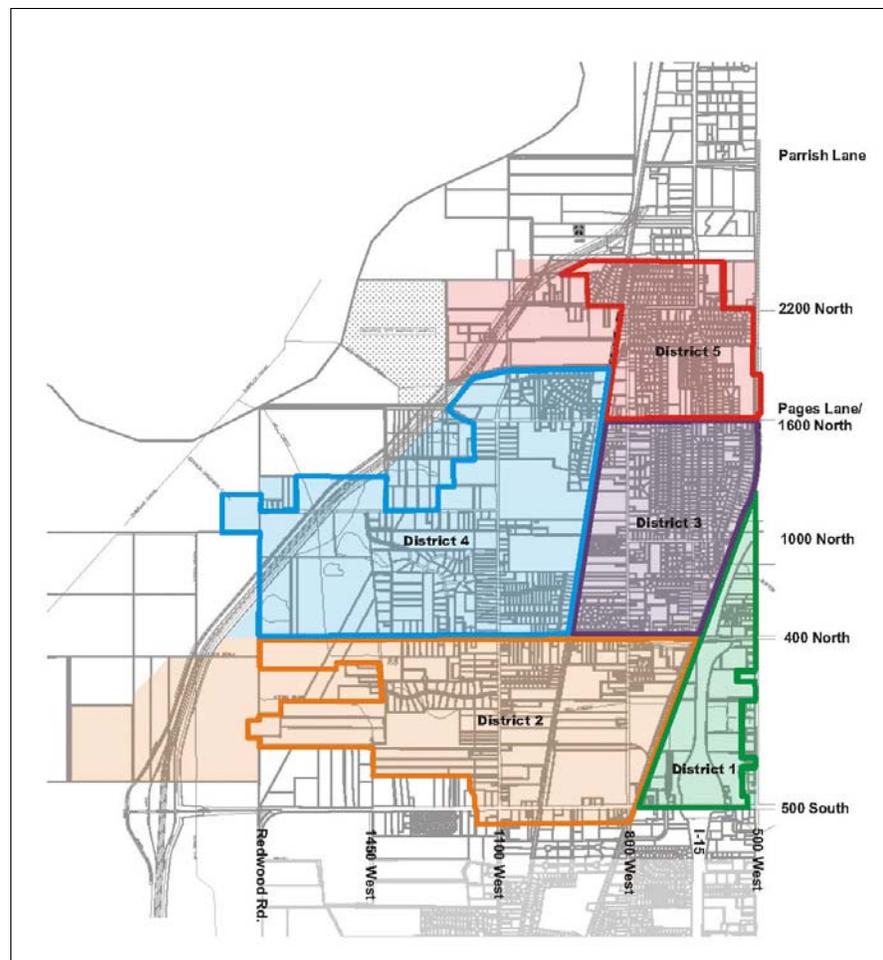
West Bountiful recognizes that private landowners own the majority of the remaining open spaces within the City; therefore, the need to balance the delicate relationship of property rights, community interests, and the natural environment is important. With careful management and implementation strategies for private land developments within the City, the desires of current and future residents to protect open spaces and develop new parks

and trails will allow the community to maintain its high quality of life which makes West Bountiful an attractive place to live, work, and recreate.

### **1.3 The Planning Process**

At the beginning of this planning process, West Bountiful City was being guided by the goals and strategies of the 1990 – 2010 West Bountiful City Master Plan. Although general plans typically include a twenty year vision, they usually have a functional life of about five years and require periodic updating. During the time between the adoption of the 1990 – 2010 West Bountiful City Master Plan in 1992 and the beginning of this planning process in 2006, a number of changes had taken place in the City, and an update to the Master Plan was long overdue. The 2006 West Bountiful General Plan builds upon the ideas and framework of the 1990 – 2010 plan and prepares the City for another decade of successful growth.

Because the goal of this general planning process is to create a document that reflects the vision of the West Bountiful community for the future of its city, a comprehensive public participation process was undertaken to gather input and feedback from the community. Using major collector streets and railroad rights-of-way as boundaries, the City was divided into five planning districts for public involvement purposes. Figure 1.1 shows the location of each planning district and its boundaries. Each district is unique in its land use



**Figure 1.1**

composition and character. While some districts are primarily residential, others have a large percentage of their area devoted to commercial or industrial land uses.

Five community visioning workshops, one in each planning district, were held in the months of April and May 2006. Nearly one hundred citizens participated in these workshops, providing written and graphic comments concerning the future of the City. Residents were asked to provide their thoughts and ideas on the future of the City in terms of land use, transportation, and parks and open space decisions. Comments and feedback solicited also included input on housing, economic development, natural environment, and public utilities and services. Comments gathered at these workshops, and through mail-in comment letters and surveys, were used to define the direction for updates to the 1990 – 2010 West Bountiful City Master Plan. The citizen comments provided the City officials and staff with the community's "wish list" for the future of the City. The comments gathered at the community workshops were evaluated based on their financial, political, and physical feasibility and were combined with information provided by the City to develop a Draft 2007 West Bountiful City General Plan.

The Draft General Plan was reviewed by the Planning Commission, and comments were provided to the project consultants at monthly, and bimonthly work sessions. The document was revised and refined with each round of comments, until all comments had been addressed.

#### **1.4 Approval Process**

The West Bountiful City Planning Commission conducted a public hearing on August 22, 2006 to receive public comment and input on the 2007 West Bountiful City General Plan update. On October 10, 2006 the West Bountiful City Planning Commission made a formal recommendation to the City Council on the adoption of the General Plan. After reviewing and revising the Draft Plan, and conducting public hearings, the City Council adopted the 2007 General Plan Update on June 5, 2007.

#### **1.5 General Plan Implementation**

The implementation of the West Bountiful City General Plan involves the combined effort of citizens, developers, and policy making bodies acting on the information, goals, and policies it contains. The ultimate success of the plan depends on follow-through efforts by city officials, city staff, private developers, and business owners. Through their good work, the development policies outlined in this plan can be realized.

A major key to the success of the General Plan is the establishment of solid, implementable objectives and policies. Several important regulatory and administrative tools can be used to ensure the implementation of the General Plan. Each of the following tools play an interconnected and indispensable part in transforming the development policies of the General Plan into reality.

##### **Zoning Ordinance**

Land Use zoning is a basic tool of planning implementation. Zoning receives its legal basis from local state enabling legislation and can trace its beginning to the 1926 landmark U.S. Supreme Court case of Village of Euclid v. Ambler Realty Company. Title 17, Chapter 27 of the Utah Code Annotated, 1953, sets forth the powers of counties to establish zoning regulations. Cities and towns find their legislative right and authority to zone in Title 10, Chapter 9 of the Utah Code.

Local zoning ordinances control the use of land and influence the design and layout of individual development projects. In essence, a zoning ordinance is concerned with two issues: (1) the minimization of adverse impacts of one property upon another and; (2) the optimization of development patterns and activities considered desirable by the community. Therefore, the components of the zoning ordinance provide the basis for measuring whether the development policies are followed.

Traditionally, zoning ordinances have focused on regulating land development through such means as specifying minimum lot size, minimum building setbacks and maximum height, permitted and conditional uses, the placement of required landscaping, etc.. A wide variety of special zoning ordinance provisions can assist in the implementation of General Plan development policies. These provisions include planned unit developments (PUD's), overlay or floating zones, performance standards, conditional or special uses, regulation of environmentally sensitive lands, non-conforming uses, and home businesses.

### **Subdivision Ordinance**

Subdivision regulation became an important tool of city officials during the 1920s. The Standard City Planning and Enabling Act published by the United States Department of Commerce in 1928 made subdivision regulation a part of a comprehensive and continuing program of city planning, rather than a device used independently to achieve limited ends. Subdivision regulations were adopted by many communities following World War II to take advantage of federal GI and FHA programs designed to assist young married families in the purchase of new housing.

The adoption of a subdivision ordinance helps accomplish good neighborhood design, a unified street system, and efficient land use patterns. Subdivision design standards have three general purposes: (1) to prevent any subdivision development in sensitive environmental areas, such as land with a high water table, floodplains, or excessive slopes; (2) to ensure that all new subdivisions are in general compliance with the General Plan and; (3) to confirm that all proposed subdivisions are coordinated with abutting properties with respect to street connections, utility lines, drainage facilities, and recreational space.

Although subdivision ordinances vary from community to community, many have similar requirements and regulations. These regulations cover such subjects as road width and design; block design; curb, gutter and sidewalks; utility easements; landscaping; sewage disposal; street lighting; storm drainage; erosion and sediment control; and parks, recreation, and open space.

### **Redevelopment Authority**

Redevelopment Authority (RDA) funding is used to create an opportunity to revitalize blighted commercial and residential areas. The Utah Neighborhood Development Act, Title 11, Chapter 19 of the Utah Code Annotated, 1953, authorizes cities to establish redevelopment agencies. Implementation tools of the agency include cost write-downs, eminent domain, tax increment financing, enterprise zones, and transfer of development rights.

### **Capital Improvements Program**

A Capital Improvement Program (CIP), usually five years in scope, is a systematic long-range program to fund existing public facilities and provide for new construction. Goals, objectives, and policies established in the General Plan should serve as the basis for the CIP, which in turn, becomes an effective device in implementing the General Plan.

## **Historic Preservation**

Title 11, Chapter 18 of the Utah Code Annotated, 1953, established the Historic District Act in 1967. This act allows local government to expend public funds for the preserving, protecting, and enhancing of historical areas and sites. Since its passage, the Historic District Act has been used by cities throughout the state to develop and adopt locally suited historic preservation programs and regulations.

## **Annexation Declaration**

The Boundary Commission Act, enacted in 1979, established a state-wide policy for urban development and annexation. The Act also provided for the creation of county Boundary Commissions for the purpose of reviewing protests, by affected entities, of annexations of greater than five acres. Cities are required to prepare an annexation declaration which should be accompanied by a map or legal description of unincorporated territories which the city is interested in controlling.

## **Negotiations**

Formal bargaining between city officials and developers may result in agreeable trade-offs for a particular project. City officials can also negotiate with local businesses and civic leaders to help implement parts of the General Plan. The purchase of land for the buffering of heavy manufacturing, the straightening of shared city boundaries, and the placement of city gateway signs can be successfully negotiated.

## **Design Guidelines**

Design guideline documents are a set of standards and guidelines which a city can use to ensure a consistent and complementary look among the architecture, streetscape, site design, and signage of developments within the city. Design guidelines can be prepared for residential or commercial land uses, historic districts or parking lots, signage, or street cross-sections. Although they are just guidelines, these standards can be provided to developers to help them understand the community's desired style, mass, scale, and design for all new development projects. If needed, these guidelines can be codified in a city ordinance and used to require that new developments meet the standards of the City and blend into the existing architecture and design of the community.

## **1.6 Updating the General Plan**

The 2006 West Bountiful City General Plan was written as a framework for land use policies and plans designed to shape and guide the growth of the City for the next twenty years. Despite its long-range vision, the General Plan should be a dynamic document and updated every five to ten years. The initial development and adoption of the General Plan is only the beginning of the total planning process. Upon the completion and implementation of the General Plan, the process of researching new data, evaluation and analysis of that data, plan formulation, and implementation should begin again. A periodic re-evaluation process helps to maintain the validity of the goals, objectives, and policies of the General Plan itself. In addition, active efforts should be made to update ordinances and enact new ordinances to match the General Plan and help implement the goals outlined in the General Plan.

## **Annual Update Process**

In order for the General Plan to be viable, effective, and current, the following process is provided as a guide for the review and revision of the Plan. The General Plan's development goals, objectives, and policies should be reviewed annually as part of the

City's report and budgeting process. Minor revisions adopted by the West Bountiful City Planning and Zoning Commission are recommended to the City Council.

- (A) Any revisions to the document will be submitted to the Planning Commission for their review in November of each year. As part of this process, a public hearing should be held to receive important citizen input.
- (B) All recommended changes to the General Plan will be submitted to the City Council for evaluation, adoption, or denial.

The General Plan should undergo a major revision every five to ten years. Updates should be timed with the release of the U.S. Census Bureau's release of new population information. The U.S. Census is the best data available for measuring the dynamics of municipal change.

### **Individual Requests Process**

From time to time there will be requests to change the General Plan by individuals. The General Plan needs to remain flexible enough to change if circumstances warrant such. Careful evaluation is necessary to accurately weigh the individual petitioner's interest and the interest of the community as a whole.

With a written application, and accompanying documentation and supporting information, any individual may request that the General Plan be changed. Planning Commissioners should judge each application on its own merits, without concern of setting a precedent.

- (A) The Planning Commission should review each request and base a decision on the evidence provided by an applicant. A recommendation should only be made after a public hearing has been held and overwhelming data supports the belief that the General Plan should be modified.
- (B) The recommendation should be sent to the City Council for final review of the proposal. A public hearing should also be held to receive public input.

## **1.7 Area History**

For many centuries the region that was to become Davis County was covered by the waters of ancient Lake Bonneville. Sometime during the late Pleistocene Age, the 32,000 square mile Lake Bonneville breached its confines and flowed through the Snake River Valley to the Pacific Ocean. Approximately 14,000 to 12,000 years ago this inland sea evaporated to its present size, exposing the site of present day West Bountiful City.

The nomadic Shoshone and Ute Native American tribes traveled northern Utah in search of deer and antelope. The first European visit to the Utah area occurred in 1540 when Francisco Vasquez de Coronado dispatched Captain Garcia Lopez de Carderas and 12 men to explore the Colorado River. Two hundred years later, in 1776, two Franciscan friars, Francisco Atanasio Dominguez and Silveste Velez de Escalante, leading an expedition to discover a direct route to Monterey, California, from Santa Fe, New Mexico, came in sight of Utah Lake.

The first Americans to visit Utah's northern regions were mountain men, fur trappers, and scouts. Men, such as Jedediah Smith, Etienne Provost, Peter Skene Ogden, Kit Carson, John C. Fremont, and Jim Bridger visited, explored and mapped region. It was not until a vanguard group of Mormon pioneers reached the Salt Lake Valley in July of 1847 that the first permanent settlements were built.

## **1848 to 1900**

Within a short time of their arrival, a number of pioneer families moved north from Salt Lake City to southern Davis County. James Fackrell, Sr., who crossed the Great Plains with his family in 1848, chose to settle in present day Bountiful. Later, the family moved to West Bountiful, becoming the area's first residents. In the fall of 1849, William S. Muir moved to West Bountiful with his family, locating south of the Fackrell farm, becoming the second set of settlers in the area. Others soon followed including Robert Marshall, Daniel Wood, John R. Pack and James Kippen. Pine logs were hauled from the canyons to the east and used to construct their first homes. Sometime later, houses were constructed of more permanent materials such as adobe, rock, and even kiln-fired brick.

As with other Davis County settlements, West Bountiful began as a farming community. However, the early colonizers of West Bountiful were somewhat discouraged by the appearance of the land, which was described as "swampy and criss-crossed by small creeks" including Mill, Stone, and Barton Creeks. There were also a number of artesian wells. After considerable work, enough land was cleared and drained for a first planting and the soil was found to be fertile and very productive. Within several years the industrious farmers were able to plant a variety of vegetables, with onions being the main harvest crop for many years. Homesteaders were required to pay one dollar an acre in the early days from 1848 to 1855.

The original layout and recording of West Bountiful property was very irregular and did not conform well with a U.S. government survey conducted in 1850. West Bountiful's field blocks measured 2640 feet by 3498 feet (160 rods by 212 rods) and produced an overall area of 212 acres. The region west of Bountiful City remained a community of scattered farms until a road network further subdivided West Bountiful into four, unequal, rectangular city blocks. Two blocks contained 212 acres and the other two, measuring 2640 feet by 4620 feet, totaled 280 acres.

West Bountiful's first school teacher, Charles Pearson, taught 25 to 35 students in a large room attached to the home of Daniel Wood, who had built it for that purpose. This same room was also utilized for church meetings for the community. By 1860, an adobe school house had been built on the property of Thomas Roberts, Sr., and Benjamin Ashby taught the first class.

In promoting their self-sufficiency, and as a compliment to their agrarian way of life, many early pioneer engaged in commercial businesses. These modest scale enterprises were either home operated or conducted in simple, accessory buildings. West Bountiful businesses included a dry-goods store owned by William S. Thurgood, a creamery, managed by Dan Muir, broom and twine making, a molasses mill, a tannery, a blacksmith shop, a livery stable, shoe making, a carpet shop, and a clock and watch repair shop. West Bountiful's produce crops of vegetables, poultry, and dairy products were exchanged for hardware goods, clothing, and other necessities at the Church of Jesus Christ of Latter-day Saints (Latter-day Saint) Co-op store. Salt was gathered from the shores of the Great Salt Lake, boiled down and skimmed-off until it was sufficiently purified. The salt was used locally and sold commercially.

On March 3, 1852 Davis County was officially created. Named for Daniel C. Davis, the new county seat was located in Farmington, Utah. By 1860, the Pony Express was serving the Utah Territory and a year later telegraph lines were constructed in Salt Lake City, linking Utah with the United States. The nation's first transcontinental railway line was completed in 1869 and the Utah Central Railroad, with service from Ogden to Salt Lake City, commenced operation on January 10, 1870. A railroad depot was constructed on Daniel Wood's property and became known as Woods Crossing.

In 1877 the division of the North Canyon Ward created three new Latter-day Saint wards - East, West, and South Bountiful. William S. Muir, Jr., at age 26, was appointed Bishop of West Bountiful. Under his direction the first church house, constructed of adobe, was built. The following year an organ was purchased. The winter and spring of 1880 saw an epidemic of diphtheria that left a number of women childless. That same year, the first newspaper in the Bountiful area was published by Lamoni Call and called the *Little Clipper*.

The late nineteenth century witnessed a number of fine West Bountiful homes constructed along 500 West and 800 West. These homes, usually two stories, were built of brick on sandstone foundations with decorative wood work adorning the window casings, porch balustrades and roof eaves. The Thomas M. Robert, Hannah Adams Eldredge, James Alanson, Horton Adams, Adelbert Uberto, Whitney K. Roberts and Clarence Eldredge homes are all fine examples of turn of the century architecture. Many of these dwellings had attractive carriage houses, barns, and out buildings all built in the same period style.

### **1900 to 1948**

Three years following the incorporation of Bountiful City in 1892, a petition was presented before the City Council requesting that the western portion of the newly formed city be a separate jurisdiction. The issue, Referendum Number 79, was taken to the local voters and approved on November 7, 1895. However, it wasn't until 1935 that the southwestern part of the Bountiful region was incorporated as Wood Cross. In 1949, the northwestern part incorporated as West Bountiful City.

The advent of the automobile in the early 1900's prompted the need for additional, improved roads. U.S. Highway 91, located at 500 west would eventually link Salt Lake City with Davis and Weber Counties. It was soon recognized as a prime location for local businesses. Most roads during this time were unimproved, dirt or gravel and the new motor cars had difficulty traveling in bad weather. In October of 1909, Perry E. Burnham, began manufacturing corrugated metal culverts to be used in the building and maintaining of highways. The Utah Culvert Company soon became one of the state's most important industries. Farmer's State Bank opened its doors for the first time on August 5, 1909. The early 1900's also witnessed the start of the Lakeland Gas and Oil, later renamed the Wasatch Oil and Refining Company. The Beanery, the "Red and White" Winegar store and the Glen Hatch dry goods store were all open and operating by 1920.

Mail service had been provided at a few temporary locations; the David Sessions home, across from the Woods Cross railroad depot and the home of Stephen Hales. By 1920, the local Woods Cross Post Office was moved to the Desert Live Stock Store. West Bountiful continued to be a small farming community of 150 to 200 families. The local elementary school, located on 400 North in Bountiful City, remained a considerable walk for children.

The Great Depression of the 1930's saw the formation of Roosevelt's Civilian Conservation Corp (CCC). Local CCC camps built the roads to Bountiful and Farmington Peaks, terraced the mountain slopes to help prevent erosion and improved flood plains. Young CCC men were housed during the winter at the Woods Cross Cannery Warehouse, which was located in the center of the Holly Oil Refinery property. The Wasatch Oil Refinery at Woods Cross was completed in 1935, later acquired by the Phillips 66 Petroleum Company in 1947, and currently owned by Holly Oil.

In was also during this period of time that the world was subjected to two terrible wars. West Bountiful's young men responded to the call of duty. Thirty-three served in the United States Army or Navy during World War I. Another 124 West Bountiful men served during World War II, ten of whom died during their service.

In the summer of 1948, the need for zoning and a better water supply spurred incorporation of the West Bountiful area. A group of concerned West Bountiful citizens met to debate the possibility of West Bountiful incorporation and a petition was drafted and present to the Davis County Commission. The Commissioners appointed Jared Brown, George B. Mann, Newell P. Parkin, Leland R. Smith and Robert W. Telford as West Bountiful's first board members. Newell Parkin was chosen to be West Bountiful's first Town Board President.

### **1949 to 1990**

On January 28, 1949 the incorporation procedures were completed and West Bountiful City was born. The Town Board's first meeting was held in Newell Parkin's home. Over the next several months the new city began to provide services. The Davis County Water Association was contracted to supply both culinary and irrigation water to West Bountiful City. Bountiful City served notice that it would no longer provide fire protection. A meeting was held with the Davis County Commissioners and a plan was adopted for the new city's fire protection.

As the need for a reliable water supply became greater, because of the area's growing population, West Bountiful City opted for pressure irrigation in November of 1958. West Bountiful City also developed and financed a sewage system in 1959. Local officials increased water rates in 1979 to purchase a bond for upgrading the current system.

By April of 1949 new street signs and posts had been purchased and erected. West Bountiful City's first zoning map was presented to the Town Board for approval on November 1, 1949. The map delineated areas for residential, commercial, and industrial expansion and helped set the pattern for the community's urban image.

Richard Pelton chaired West Bountiful City's first Planning and Zoning Board. Given the mandate "to study the needs of the community and make recommendations to the Town Board," Pelton was assisted in his duties by Robert W. Telford, Leland Argyle, Clarence Roberts, Richard Winegar and David Kerr.

Within a short period of time, West Bountiful City was able to provide additional services. Animal control ordinances were passed in 1952, and mosquito control was provided by Davis County Mosquito Abatement. West Bountiful City also began to provide snow removal and garbage collection that same year.

In the fall of 1957, several meetings were held with West Bountiful City officials, Utah State road executives and Davis County Commissioners to discuss the routing of Interstate 15. Most of West Bountiful City's citizens opposed the new freeway, feeling it should be directed further west, away from local homes and farms. Despite this opposition, the new interstate freeway cut a path through the southeastern portion of West Bountiful City, separating the commercial district located next to U.S. Highway 91 from the balance of the community.

A new West Bountiful City Hall was designed and built in 1961 and the following year the City became a third class city on November 12, 1962. A new elementary school building for the City was dedicated on December 8, 1970. During this time a number of new subdivisions were proposed and approved for development.

Flood control has been an important issue to many of West Bountiful City residents. In April, 1972, the U.S. Army Corp of Engineers constructed the 100 years drainage system near Pages Lane. The project helps control the annual flooding of Mill, Stone, and Barton Creeks. It also regulates the street runoff from Bountiful City. This project alleviated flooding problems for many of the area's residents and helped minimize property loss in the flooding of 1983.

In January, 1974, the West Bountiful City purchased land at 560 West and 600 North for the future development of a city park. The construction of this project did not start until 1976. During that same year, West Bountiful City attempted to purchase a privately owned local golf course, but the bond election failed. In 1988, the bond election passed and West Bountiful City now owns and operates what was the nine hole West Bountiful City Golf Course. In August of 1990, West Bountiful City broke ground for the new ShopKo development located on 500 West. Smoot Properties, and later Price Development, designed and built the 27-acre Gateway Crossing Shopping Complex. That same year, West Bountiful City expanded its existing 9-hole municipal course to a full 18 holes.

**1990 to present**

The seventeen years between 1990 and 2007 have brought a number of changes to West Bountiful City. The City staff and police department moved into a new City Hall in 2005. The new building helped meet a growing number of spatial needs and allowed the City to expand the quality and efficiency of its services to the community.

The near future will bring several more changes to the City. The Legacy Parkway is being constructed on the western border of the City and will provide greater access and mobility to the residents of Davis County. Interchanges planned at 500 South and at Parrish Lane in Centerville will serve West Bountiful residents. As part of this larger transportation project, the Utah Department of Transportation is redesigning the 500 South corridor to ensure smooth travel and access to and from the Legacy Parkway. This project will help to alleviate a number of congestion and safety issues that currently affect West Bountiful residents. The Utah Transit Authority is constructing the FrontRunner Commuter Rail system to provide residents along the Wasatch Front with efficient heavy rail transit service with ties to the existing and planned TRAX and bus systems.

Recognizing the importance and potential impact of these major transportation projects, West Bountiful City initiated a planning process to update the 1990-2010 West Bountiful Master Plan. This document, a proactive statement by the City about its desired future, is the product of that initiative.



## **II. LAND USE**



## **2.1 Background & Introduction**

### **Vision Statement**

West Bountiful is primarily a residential community that is proud of its agricultural history and highly values its rural atmosphere. Situated between I-15 and the Great Salt Lake, the City is somewhat isolated from the rest of Davis County, and has therefore been able to retain its rural character as the areas around it have become increasingly developed. The location of West Bountiful's primary commercial district - on the east side of Interstate 15 - helps maintain this rural feel by providing a buffer between primarily residential parts of town and those that are commercial. The rural qualities of the City are highly valued by the community, and future land use planning should preserve these qualities, and at the very least, not negatively impact or alter the existing rural character of the community. Interest and support was expressed by the community for exploring a transfer of development rights program to facilitate the preservation of agricultural and open lands within the western part of the City.

West Bountiful is happy with the existing mix of land uses and densities and would like to maintain these. The community is interested in expanding some land uses: creating an additional office or light industrial park, and allowing for greater variety in residential housing options in designated areas. The community enjoys the predominantly residential character of the City west of Interstate 15 and is happy to have all commercial development located along the outer edges of the City's boundaries. Thus, future commercial and light industrial opportunities are intended only along 500 South, the southern border of West Bountiful, or in the already-existing commercial corridor on the east side of Interstate 15. Similarly, in general the community would like any higher-density developments, such as multi-family housing, to be limited to the outer boundaries of the City.

The residents view the City as one where neighbors live together as a community and actively participate in the betterment of their neighborhoods. Residents insist on attractive and high-quality development, and clean, well-maintained neighborhoods and streets. West Bountiful is home to some stunning examples of early Utah architecture, and the City is committed to the preservation and enhancement of its historic district. Fostering attractive streetscapes within the historic district is a priority. The enhancement and beautification of the City's gateways through signage, lighting, and consistent streetscape design is a goal of the community.

## **2.2 Goals & Objectives**

### **GOAL 1: Maintain the existing quality of life and predominantly rural image of West Bountiful.**

OBJECTIVE 1: Update and adopt a future land use map that serves as a vision statement for the land use of the City, protects the characteristics of West Bountiful that are important to the community, and supports development and growth in appropriate areas.

POLICY 1: Review, and revise as necessary, the land uses categories identified in the City Code to ensure that they provide the necessary tools to implement the land use plan.

POLICY 2: Identify in the land use plan appropriate areas for future commercial development which will not adversely impact existing neighborhoods.

POLICY 3: Identify in the land use plan areas for future residential development.

POLICY 4: Identify in the land use plan key agricultural areas or open spaces to be preserved.

OBJECTIVE 2: Maintain large tracts of open or agricultural space in appropriate places to preserve the rural character of the City, but still allow for future commercial and residential development.

POLICY 1: Explore the feasibility of a transfer of development rights (TDR) program, including possible coordination with neighboring cities, to protect undeveloped space within the City, allow private property owners to realize property values, and enhance the viability of new development along 500 South and the new commuter rail station.

POLICY 2: Consider expanding the use of clustered development in areas with low density zoning to allow development potential, while still preserving large tracts of open space and the rural character of the community.

POLICY 3: Primarily maintain maximum density in designated residential areas, while considering the use of some flexible controls such as overlay zones, cluster development, or TDRs to provide for some flexibility in lot sizes, and preserve open space.

POLICY 4: Avoid development in areas less suitable for development. These may include areas with high water tables, wetlands, wildlife or waterfowl habitat, and other sensitive areas.

**GOAL 2: Promote pride for West Bountiful City with clean, attractive, and well maintained districts and gateways.**

OBJECTIVE 1: Identify key areas of the City for beautification efforts.

POLICY 1: Require street tree planting with all new development proposals, and the proper maintenance of existing street trees.

POLICY 2: Develop standards that minimize site disturbance and preserve large, mature trees, views, and other rural qualities in areas of future development.

POLICY 3: Review and enforce all zoning laws, especially those that control abandoned vehicles and the accumulation of junk and debris.

OBJECTIVE 2: Major gateways into West Bountiful City should be identified, protected, and enhanced in order to emphasize, preserve, and protect the character and appearance of the community.

POLICY 1: Maintain consistent sidewalk, park strip, curb, gutter, and sidewalk standards at gateways to the City and along key transportation corridors.

POLICY 2: Implement and monitor a sign control ordinance capable of providing for the needs of commercial areas while at the same time protecting West Bountiful City from the negative impact of visual clutter.

POLICY 3: Provide adequate, visible, and attractive street signs. Encourage the placement of "Welcome to West Bountiful City" signs at major entry points such as 500 South, 400 North, 1600 North, 500 West, and the north entrance to the City at 640 West.

POLICY 4: Promote the use of street and yard lights in new and existing neighborhoods.

**GOAL 3: Protect the quality of existing residential neighborhoods, ensure new residential development is of high quality, and provide a variety of housing opportunities.**

OBJECTIVE 1: Ensure architectural consistency and quality design for all new residential development.

POLICY 1: Develop a series of residential design guidelines to ensure new development meets the City's standards.

POLICY 2: Encourage new residential development to be compatible in lot size, design, and layout with adjacent neighborhoods.

OBJECTIVE 2: Provide housing opportunities for West Bountiful residents of all stages of life.

POLICY 1: Protect and maintain existing neighborhood densities, while allowing for flexibility for various dwelling sizes in appropriate places.

POLICY 2: Identify in the land use plan appropriate areas for a variety of dwellings sizes, to meet the changing needs of existing West Bountiful residents.

POLICY 3: Consider the use of multi-family or townhome mixed-use development as buffers between commercial and single-family residential areas, in the vicinity of the commuter rail station, and other appropriate areas.

**GOAL 4: Promote a stable economy by encouraging high-quality commercial and office development in appropriate areas.**

OBJECTIVE 1: Provide for commercial, office, and light manufacturing development in appropriate places to strengthen the economic base of West Bountiful City.

POLICY 1: Develop commercial design guidelines to ensure that new commercial development fits into the existing character of the West Bountiful community.

POLICY 2: Cooperate with neighboring jurisdictions to plan for commercial and office development along key transportation corridors and near the Legacy Parkway interchanges.

POLICY 3: Allow for small-scale neighborhood retail establishments in appropriately zoned areas West of I-15 to meet resident needs.

POLICY 4: Encourage regional retail development at 500 West and 400 North.

POLICY 5: Encourage business park development near the Legacy Parkway interchange, or within designated annexation boundaries.

OBJECTIVE 2: Establish clear guidelines regarding the ability to conduct business from home.

POLICY 1: Establish clear policies that allow for appropriate home businesses and that encourage cottage industries. Respect of the character of residential neighborhoods and do not allow for home businesses with undue levels of traffic, noise, unusual hours of operation, unsightly appearance or disruption of neighborhoods.

**GOAL 5: Promote and protect West Bountiful City's heritage and historic areas.**

OBJECTIVE 1: Protect and enhance West Bountiful's historic district as the heart and focal point of the City.

POLICY 1: Establish a local Historic Preservation Overlay Zone, which encompasses the nationally recognized West Bountiful Historic District and additional historic properties near the heart of the City, as a local regulatory tool to ensure protection and enhancement of the City's historic properties.

POLICY 2: Develop a Historic Preservation Overlay Zone ordinance, including performance criteria and design guideline language, to ensure that all new development, and redevelopment of existing historic properties, within the historic district respects and enhances the historic integrity of the district.

POLICY 3: Erect historic or vintage street signs with the original street names and numbering system along Onion Street, Howard Street, etc.

POLICY 4: Coordinate planning efforts within the historic district with the West Bountiful City Historic Preservation Commission to ensure that all new construction and streetscape projects enhance rather than compromise the integrity of the historic district.

OBJECTIVE 2: Identify opportunities for expanding the protection of historic structures within the City.

POLICY 1: Encourage the nomination of historic homes outside of the official West Bountiful Historic District for the National Register of Historic Places.

POLICY 2: Explore opportunities for designating additional nationally recognized historic districts, such as 1100 West, or expanding the boundaries of the current district.

POLICY 3: Consider the development of demolition and alteration restrictions for contributing historic structures in the City.

**GOAL 6: Protect the safety and general welfare of the residents of West Bountiful City.**

OBJECTIVE 1: Minimize the impact of industrial land uses on adjacent neighborhoods.

POLICY 1: Develop guidelines for the establishment of adequate buffer zones between industrial land uses and abutting commercial and residential uses.

POLICY 2: Set minimum acceptable standards for noise levels, air quality, on-site lighting, odor, and water pollution.

**2.3 Existing Land Use Patterns**

West Bountiful City contains a variety of land uses. The City continues to evolve from an area once composed essentially of agricultural uses into a diverse urban community. Where at one time there were extensive tracts of natural wetlands, farmlands, and grasslands, there now exist subdivisions, and commercial and industrial businesses. West Bountiful City has successfully merged the best elements of both urban and rural uses into well balanced community.

West Bountiful City has approximately 1,990 acres within its 2006 municipal boundaries. Developed and undeveloped land is fairly evenly divided. Non-urban, undeveloped land is defined as agriculture, parks and recreation, vacant, etc. Urban, or developed land, includes residential land uses, industrial, commercial, and public or quazi-public, etc.

### **Existing Land Uses**

#### Residential

Residential uses are by far the most common land use in West Bountiful City. The vast majority of residential units are single-family homes. Other housing types, such as duplexes, multi-family units, and mobile home parks, account for a very small amount of land with West Bountiful City boundaries. Most duplex and multi-family housing is concentrated on or very near to 800 West. The majority of the City is currently comprised of three residential zoning districts with densities of four units per acre, two units per acre, and one unit per acre.

#### Commercial

West Bountiful City's primary commercial district is located east of Interstate 15 along 500 West (U.S. Highway 91). Scattered commercial development also fronts along 500 South. These businesses are primarily comprised of retail shops, grocery stores, bulk warehouse stores, professional offices, or small manufacturing firms. West Bountiful City's largest commercial businesses are the ShopKo and Costco shopping centers. The commercial districts are essentially separated from the rest of West Bountiful City by the freeway, and access across this large barrier is limited to a handful of under and over passes. Despite the somewhat inconvenient location of the City's commercial areas, West Bountiful residents prefer to keep the commercial part of the City separated from the rest of the primarily residential community.

#### Civic, Utility, and Religious

At the center of West Bountiful's historic district, the West Bountiful City Hall serves as the governmental and geographic heart of the City. The West Bountiful Police Department shares space within the City Hall building. The current City Hall was constructed in 2006 and is currently meeting the physical needs of the City and the Police Department. There is only one school within West Bountiful City Boundaries, the West Bountiful Elementary School. This currently meets the needs of the West Bountiful community, but as areas of the City develop there may be need for another school to accommodate a growing population of young children. Currently, middle and high school aged children attend Centerville Junior High, Bountiful Junior High, or Bountiful High School.

Bountiful City's Elk Lodge and Davis County's Fire Station Number One are located on the east side of Interstate 15 along 500 West. There is no fire station located on the western side of Interstate 15, which could pose a problem if an event (fire, earthquake, flood, etc.) were to occur and block the limited access points across the freeway. There is a desire to work with Davis County to construct a fire station west of Interstate 15 and near the West Bountiful and Woods Cross boundary to better service the majority of the City.

There are a number of religious buildings located within the city boundaries, including four meeting houses for the Church of Jesus Christ of Latter-day Saints (Latter-day Saints). A new Latter-day Saint stake center may be constructed within the City in the next few years and will likely be located in the southern portion of the City. Post office, library, and health care services are all provided in neighboring communities, and West Bountiful residents are content with driving out of the City for these services.

There are several large power lines cross through West Bountiful. Bountiful Power, the local electric company, is planning to develop a new substation along 500 South sometime in the future. A large power line corridor travels southwest-northeast through the western portion of the City. The construction of buildings within this corridor is prohibited for safety and

maintenance reasons, so the corridor provides the community with a swath of permanent open space.

#### Industrial

There is a significant portion of West Bountiful land contained within the Holly Refinery industrial campus. The refinery, whose property straddles 800 West, is typically a good neighbor and West Bountiful residents do not experience many negative impacts despite the close proximity of the refinery. The fact that 800 West does travel directly through the refinery poses some health, safety, and security risks to both residents and Holly Oil. The safety issue poses some compelling reasons to close this section of 800 West, but West Bountiful citizens would likely need another alternate north-south access route if this were to occur.

A few other, smaller industrial or manufacturing businesses are scattered along 500 South and 500 West, and typically have little to no negative impact on the greater West Bountiful community. There is a steel manufacturing facility located just outside the northeastern corner of the City boundary. While this facility is not located within the City, it has noise and odor impacts on the residential neighborhoods in the area.

#### Parks, Recreation, and Open Space

The majority of park and recreation area is provided by the West Bountiful City Park, located on 1600 North, and the West Bountiful City Golf Course, on 1100 West. A small, private park, equipped with a single baseball diamond, is located behind the LDS chapel at 311 North 800 West. A bowery park is located immediately north of West Bountiful Elementary School on 3.2 acres of land, and a very small pocket park is located in the very northernmost portion of the City. The southern and western portions of the City are currently not well served by the existing city park and golf course, and the population of West Bountiful could support additional park and recreation development. There is potential for additional neighborhood park development as the largely undeveloped western portions of the City eventually build out. This land is all privately owned, but the City could work with private developers and landowners to ensure that park space is included in future subdivision developments. Additionally, there is potential for a large community or regional park to be developed within potential annexation areas between the Legacy Parkway corridor and the West Bountiful City western boundary. There will likely be wetland and water table constraints to address if parks or recreational facilities are developed here.

There are a number of trail systems that are being planned within West Bountiful, but are not yet constructed. The construction of the Legacy Parkway will include the development of a multi-use trail for bikes, pedestrians, and equestrians. Beginning in Centerville, and ending in North Salt Lake with a tie-in to the Jordan River trail, the Legacy Parkway trail will connect the communities along Legacy Parkway. Four trailheads are currently planned for the West Bountiful area at areas where major roads will be converted to cul-de-sacs or re-aligned to accommodate construction of the Parkway. A larger regional trailhead with substantially more parking will be provided on the west side of the Legacy Parkway at 500 South Street. This trailhead will be accessible to West Bountiful residents via 500 South Street, and will provide access to a trail that is planned for the west-side of the Parkway running from 500 South Street to Center Street in North Salt Lake.

Independent of the Legacy Parkway development, the City is coordinating with UTA to create a multi-purpose trail along the abandoned Denver & Rio Grande Railroad alignment. This trail would be accommodated via an underpass beneath the Legacy Parkway, and would extend north toward the City of Farmington.

West Bountiful currently experiences the benefits of an ample supply of open space. This open space is comprised of primarily privately-owned property within the western portion of the City. Much of this open space is currently used for agricultural purposes, and will likely be converted into suburban residential development over time unless protected as open space by the community. The potential annexation areas on the western side of the City are all

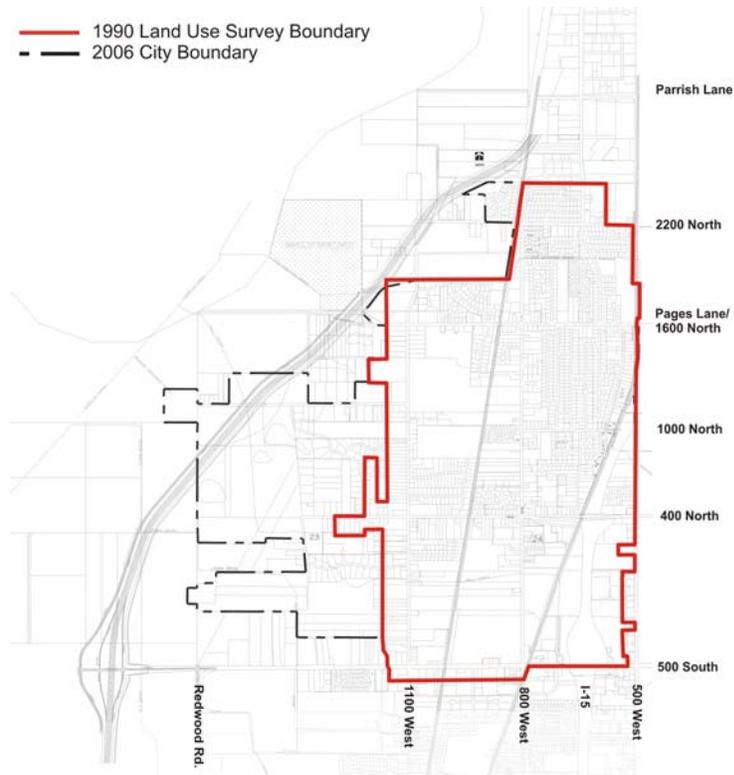
currently undeveloped and provides both open space and environmental values. There are a few vacant lots still scattered throughout the City. These will likely fill in with residential land uses over time unless set aside for small neighborhood or pocket parks. There is a large buffer of open space surrounding the Holly Oil refinery property. The buffer space is owned by the petroleum company and is important to maintain the safety and security of the refinery facilities. Although this property cannot be used by the public as recreational space, it is valuable open space to the community.

**Agricultural**

Agricultural land, including farming, grazing of livestock, and horse property, is the second most prevalent land use in West Bountiful City. Nearly all of the agricultural property within the City is located west of 1100 West and is currently zoned for a density of one dwelling unit per acre. Residents of the community value the agricultural qualities of West Bountiful, and maintaining animal rights and lots large enough to support recreational farming and horses is a priority. The one unit per acre zoning applying to the majority of the land in the western portion of the City will eventually result in significant suburban development. If the preservation of rural character is a priority for the community, the current zoning will not be an effective regulatory tool in accomplishing this goal on its own.

**Land Use Survey**

Three separate, comprehensive land use surveys have been conducted in West Bountiful City. The first survey was completed in 1978 by Millard Consultants. The second study was the work of a group of ten Weber State College students enrolled in an Advanced Planning Technique course. Their effort was part of a 1989 class project. A third land use survey was carried out in mid-October 1990 as part of the last General Plan update, and a detailed land use survey has not been completed since that time. Despite the length of time since the last survey and the expansion of the City boundaries through annexation, the land uses within the City have not changed significantly since 1990. Within the 1990 City boundaries, the survey



**Figure 2.1**

is likely still fairly representative of the actual distribution of land uses. The City boundaries have been extended to include the area west of 1100 West, extending out nearly to the Legacy Parkway alignment. This additional area, not included in the 1990 land use survey, remains primarily agricultural, although it is beginning to be subdivided into one-acre residential lots. Figure 2.1 shows the boundaries of the 1990 land use survey and the official 2006 City boundary.

Table 2.1 summarizes all three past survey studies on land use in West Bountiful City.

<b>Table 2.1 WBC Land Use Percentage Comparison</b>				
<b>Land Use</b>	<b>1978</b>	<b>1989</b>	<b>1990</b>	<b>1990 Woods Cross</b>
<b>Residential</b>	21.7%	22.5%	23.4%	15.3%
<b>Commercial</b>	2.1%	4.7%	3.3%	4.9%
<b>Industrial</b>	8.4%	10.3%	9.3%	16.4%
<b>Public</b>	5.2%	5.1%	6.8%	4.1%
<b>Transportation</b>	19.0%	17.3%	17.1%	11.8%
<b>Agriculture</b>	38.8%	40.1%	21.9%	36.8%
<b>Vacant</b>	4.8%	0.0%	18.2%	10.7%
<b>TOTAL</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

Source: 1978 West Bountiful City Comprehensive Plan, 1989 West Bountiful City Master Plan, 1990 Land Use Field Survey, 1990 Woods Cross Master Plan, 1990-2010 West Bountiful City Master Plan

## **2.4 Future Land Use Plan**

The land use plan, as illustrated in the Land Use Map (Map 2.1) sets the foundation for all land use decisions within West Bountiful. The land use plan identifies general land use classifications (i.e. commercial, residential, etc.) and in some cases the density within the classification (i.e. medium density residential, rural density residential, etc.). Each of the twelve land use classifications shown in the Land Use Map corresponds to classifications in the existing West Bountiful Zoning Ordinance (see Table 2.2).

The Land Use Map illustrates the preferred land uses in specific areas of the City. Generally the map mirrors current land uses in those areas where the present use is deemed desirable and appropriate. Vacant areas, areas with inappropriate current uses, and areas likely to transition to other uses may carry different designations on the Land Use Map than their present use.

### **Land Use Classifications**

The Land Use Map contains the following designations.

#### Civic and Religious

This category indicates areas designated for institutional public facilities such as the City Hall, public schools, cemeteries, and fire stations. It also includes areas within the City designated for religious institutions and facilities.

Open Space/Parks

This category is reserved for publicly owned recreation areas. Properties within the Parks and Open Space classification may contain uses ranging from simple undeveloped, natural open spaces to formal facilities such as a recreation complex or developed park.

Commercial

This classification includes uses intended to serve the commercial needs of the community at large. Automobile service, retail, office, restaurant, and similar types of uses are allowed under this designation. This classification also includes areas that contain large shopping centers of regional significance, such as the Shopko and Costco developments along 500 West. Some of the lands falling under this classification are included in a designated growth, or receiving, area associated with a transfer of development rights program.

Neighborhood Commercial

The neighborhood commercial classification includes small commercial areas within primarily residential areas. This designation can contain a mix of land uses; however, the businesses are primarily smaller in scale than those found in a mixed-use or commercial area. Some neighborhood commercial areas may contain an “anchor” store such as a small grocer or market. These businesses are intended to serve the needs of a very specific neighborhood. Examples of small neighborhood commercial uses include dry cleaners, convenience stores, and day cares.

Community Commercial

Community commercial areas can contain a mix of land uses, such as commercial and office within the same area. Mixed land uses in the community commercial classification may be varied either vertically (i.e. mix of uses in one building such as an office over a retail establishment) or horizontally (i.e. single use buildings with different uses located next to one another). Areas falling under this classification are located near 500 South and the future FrontRunner commuter rail station.

Industrial

This classification includes heavy manufacturing and other traditional industrial land uses. The only industrial area within West Bountiful is the Holly Oil Refinery.

Business Park/Light Manufacturing

This classification includes campus-like research and office developments, and smaller light industrial uses. These districts are usually located adjacent to or near intersections of major transportation corridors such as freeways and state roads and along main collector roads. Much of the land classified as business park/light manufacturing falls in the western portion of the City. There are some additional light manufacturing, or light industrial, land uses that currently existing along 500 South and between the Union Pacific Railroad tracks and Interstate 15.

Medium Density Residential

This classification applies to residential areas and subdivisions with an average density of up to four dwelling units per acre. Typical developments in the medium density residential designation are single family homes. This area may also include some limited number of duplexes, townhomes, condominiums, or apartments, but only if they are approved as a conditional use or through other discretionary mechanism. Such developments would not be considered a permitted use and the policy of the City would be to allow such high-density developments only in rare circumstances and upon receipt of a substantial benefit (such as a neighborhood park or some other similar amenity) not ordinarily obtained through typical single-family development.

**Low Density Residential**

This classification applies to residential areas and subdivisions with an average density of up to two dwelling units per acre. Areas assigned to this classification consist of single family homes, and may allow for some limited animal and agricultural uses.

**Rural Density Residential**

This is land use classification allows both residential and agricultural land uses within the City, and areas within current city annexation boundaries. Many residents keep animals for their private use, and a few parcels are still used for limited agricultural uses. This classification includes areas that are currently undeveloped, or are used primarily for agricultural uses. These lands are currently zoned to allow one dwelling unit per acre, but clustering is encouraged for all subdivision developments.

**Agricultural Preservation**

This classification includes lands west of the new Legacy Parkway corridor. These areas are primarily undeveloped and currently used for agricultural purposes. Under the UDOT agreements for the Legacy Parkway, no new development is to occur on the west side of the parkway. However, the existing facility located on this property is grandfathered in and has the ability to expand in the future. Aside from expansions that fall within this agreement, no new development should occur on lands west of the Legacy Parkway within West Bountiful boundaries. It is the intent of the General Plan that these lands be zoned for a very low density in order to protect their agricultural value, the rural character of the City, and views of West Bountiful from the Legacy Parkway.

The following table explains how each of the above land use classifications corresponds to the current West Bountiful City Zoning Code.

<b>Table 2.2</b>	
<b>West Bountiful General Plan Land Use Classification</b>	<b>West Bountiful City Code Zoning Classification</b>
Civic and Religious	Not associated with a particular zone
Parks and Open Space	New open space and parks (OS) zoning classification. See Table 2.3
Commercial	(C-G) General Commercial
Neighborhood Commercial	(C-N ) Neighborhood Commercial
Community Commercial	New commercial (C-2) zoning classification. See Table 2.3.
Industrial	(I-G) General Industrial
Business Park/Light Manufacturing	(L-I) Light Industrial
Medium Density Residential	(R-1-22) Residential
Low Density Residential	(R-1-10) Residential
Rural Density Residential	(A-1) Agricultural. Clustering is encouraged for all subdivision developments.
Agricultural Preservation	New agricultural (A-25) zoning classification. See Table 2.3.

## **Overlay Zones**

The West Bountiful Future Land Use Plan includes one overlay zone: an historic preservation overlay zone.

### Historic Preservation Overlay

West Bountiful contains some extraordinary examples of historic Utah architecture. Enough historic homes exist along the 800 West corridor that the area was officially designated by the National Register of Historic Places as the West Bountiful Historic District in 2004. West Bountiful residents are very proud of the City's history and have a desire to preserve and celebrate this heritage through land use planning and urban design. In an effort to protect the integrity of West Bountiful's historic city center, West Bountiful has created an historic preservation overlay zone, shown on the Land Use Map, to create a local level tool for regulating development within this area.

The boundary of the local Historic Preservation Overlay Zone includes all lands within the official West Bountiful Historic District, as well as some additional historic properties along 1000 North. It should be noted that the nationally recognized West Bountiful Historic District is different than the local Historic Preservation Overlay Zone. The glossary of planning terms, included in Appendix C of this document, describes the distinction between these two tools and the various levels of protection that they can provide for historic structures. For purposes of this General Plan the term "historic district" is used generically to describe all properties located within either the official West Bountiful Historic District or the Historic Preservation Overlay Zone.

The recommended Historic Preservation Overlay Zone is intended to ensure that all new development, and any modification or demolition of historic structures, is carefully evaluated to ensure that the action will not adversely impact the historic character and integrity of the area. It is recommended that the new Historic Preservation Overlay Zone ordinance be developed in conjunction with the West Bountiful Historic Commission.

Interest has been expressed by members of the community as well as City officials and staff for allowing additional development, and flexibility in development densities, within the historic district of the City. Likewise, it is desired that any new development within the district be designed and constructed in a manner that contributes to, rather than detracts from, the historic character and feel of the area. To accommodate these desires, it is recommended that the new Historic Preservation Overlay Zone ordinance be written to include performance standards and associated density bonuses for meeting or exceeding those standards.

Performance zoning is a concept based on the premise that specifying specific densities and permitted land uses is irrelevant when the development is designed to address and respect its built and natural environment. The basic intent of performance standards is that without rigid regulations, more creative and responsible land development is possible. The Historic Preservation Overlay Zone ordinance could be written to include specific standards for architectural details and style, building materials, relative size and massing, pedestrian access, streetscape amenities, and landscaping to ensure that new development does not negatively impact the historical character of the neighborhood. If developers can show that their development proposal meets these performance criteria, they are given the flexibility to design to higher densities than allowed by the base zoning. Such an ordinance should attempt to limit any high-density development on property that fronts 800 West, and should encourage any subdivisions of property within the overlay zone to be allowed only upon compliance with specific standards and guidelines.

Until an Historic Preservation Overlay Ordinance including performance criteria is written and adopted, density bonuses in the Historic District will not be available to developers.

## **Future Land Use**

The residents of West Bountiful are proud of the character, neighborliness, and personality of the City. The West Bountiful General Plan's land use plan intends to carry forward these same attributes into the future. In general, the land use plan maintains the same land use patterns already occurring within the City:

- Low-density residential development will be protected from higher intensity uses, and from traffic created by higher intensity uses.
- Commercial development will be concentrated along major transportation corridors.
- Existing parks and open spaces will be maintained, and open spaces will be preserved
- The historic district will remain as the centerpiece of West Bountiful and will be protected and enhanced.

The future land use plan creates a few new land use classifications to better achieve the City's land use goals and objectives. It also suggests the creation of a new city center, an Historic District, West Bountiful gateway enhancements, neighborhood enhancement, reinforcement of new commercial areas, and development of a new business park. Key land use changes include:

- Designation of a new community commercial land use classification for areas along the 500 South corridor and near the new commuter rail station.
- Designation of a new Historic Preservation Overlay Zone for the protection of West Bountiful's historic district.
- Identification of a future Business Park/Light Manufacturing district in an annexation area near the 500 South Legacy Parkway interchange.

### Historic District

West Bountiful has a rich history and some living examples of that history exist in West Bountiful's Historic District. As mentioned earlier, the term "historic district" is used generically in this document to include all properties within either the West Bountiful Historic District or the Historic Preservation Overlay Zone. With the City Hall and an elementary school located within this same corridor, the historic district functions as the heart of the West Bountiful community. Because this historic district represents so much of the West Bountiful community heritage and serves an important role as the civic heart of the City, special consideration should be given to streetscape and urban design enhancements throughout this corridor.

The City should consider a unique street cross section for the historic district, to enhance pedestrian safety and beautify the street. There are a number of street design tools and techniques that may be useful in establishing a sense of place for both pedestrians and motorists as they enter into the historic district. These tools include: bulb-outs, neck-downs, chicanes, cross walk pavement treatments, landscaped medians, raised crosswalks, or roundabouts. The City should explore the impact of these and other options on street beautification, pedestrian safety, bicycle lane travel, on-street parking, and flow of traffic. Pedestrian and bicyclist safety and street beautification should be the primary goals of any improvements to the historic district street cross-section; however, mobility for motorists should be considered as well.

Regardless of the implementation of any traffic calming tools, the City should work to enhance the aesthetic and atmosphere of the district for both motorists and pedestrians, and to reinforce a sense of place within the historic district. Urban design elements to consider include: decorative street and pedestrian lighting (perhaps embellished with hanging plant baskets or flags), park benches along sidewalks or parkstrips, consistent street tree plantings, historic street signage, and upgraded sidewalk or crosswalk paving

materials. Throughout this process, a commodity should be placed on ensuring that high-density development does not occur on property fronting 800 West. Increases in densities within the overlay zone may be conditionally awarded, but only upon demonstration that development proposals meet or exceed specific performance standards outlined in the Historic Preservation Overlay Zone ordinance. Performance standards in the new ordinance may include:

- Guidelines for new construction to ensure a seamless blend with neighboring historic structures (building materials, colors, size, styles).
- Guidelines for modifications to existing structures to ensure preservation of historic integrity (building materials, colors, styles).
- Setbacks consistent with historic precedence.
- Historic signage and street lighting.

#### Gateway Enhancement

A gateway is a prominent entrance to a city or community that provides visitors and residents with an initial glimpse into the character of the community. Gateways provide the first visual impression of a city. These first impressions are key in defining a city's role in the larger region. West Bountiful, like most cities along the Wasatch Front, is a suburban community bordered by more suburban communities. Often the municipal boundaries become blurred and indistinct. Gateway enhancements are one way to help create a sense of place and identity for a community. The goal is for visitors to know that they have entered a new City when they cross through a major gateway.

West Bountiful currently has a number of key gateways ( 500 South, Pages Lane, 400 North), and is soon to have two more as the Legacy Parkway and FrontRunner commuter rail are completed. West Bountiful has much to share with its neighbors and visitors, and the City's gateways should reflect the City's key values and qualities. Gateway enhancements should include both landscaping and signage. Designs should use consistent elements, yet be adaptable to various locations. Using similar design elements will create consistency and a seamless presentation to visitors regardless of which gateway they cross.

Another type of gateway which exists in West Bountiful, although not a physical threshold into the City, is the view of the City from the Legacy Parkway. Although people may not stop in West Bountiful, they should get a sense for the community when traveling along this corridor. By protecting the agricultural and open lands along the western edge of the City, West Bountiful conveys a clear statement to Legacy Parkway travelers that this is a city which cares about its heritage, natural resources, and future generations. Many communities do not have the opportunity, or foresight, to set aside large tracts of open space, and West Bountiful should display this tremendous resource.

#### Commercial Districts

West Bountiful has two primary commercial districts within its boundaries: 500 West and 500 South. Similar to a city's gateways, the appearance of commercial districts can speak to the values and characteristics of a community. There are a number of components of commercial district/corridor designs that can greatly influence the overall feel and aesthetics of the community. Among other considerations, a good commercial district should take into account the following:

- Pedestrian amenities.
- Streetscape design.
- Building mass and scale.
- Architectural style and detailing.
- Building materials and colors.
- Signage standards (pole, monument, blade, flush mounted, materials).
- Permeability of storefronts (entrances and fenestration).

- Building and parking location and orientation.

West Bountiful has an opportunity to establish a consistent look, character, and feel for all commercial areas within the City. It is recommended that the City prepare a set of commercial design guidelines to ensure that all new commercial development meets the City's standards, and consistently contributes to the overall aesthetic and character of the City. At a minimum, the commercial districts of the City should include:

- Accommodations for pedestrians along the street and through parking areas.
- Improved streetscape treatments like landscaping, street lighting, and wider sidewalks.
- Shared driveways and access points.
- Decreased building setbacks.
- Parking to be located behind buildings.
- Attractive, downward-shining lighting to enhance safety of the street at night and minimize light pollution.

#### Neighborhood Enhancement

West Bountiful is a primarily residential community, and therefore preservation and enhancement of the City's neighborhoods is probably one of the most important elements of land use planning for the City. West Bountiful includes neighborhoods of all different ages, densities, and characters. A series of residential design guidelines should be prepared to establish clear standards for new construction, and modifications to existing homes within these various neighborhoods. The design guidelines could be organized around the three different residential land use classifications and zones. For example, design guidelines for each type of residential neighborhood could include:

##### *Rural Density Residential (R-1-40):*

- Guidelines for new construction (building materials, colors, size, styles)
- Larger setbacks.
- Encouraged clustering of all new subdivision developments.
- Rural streetscape standards (perhaps pedestrian paths rather than sidewalks).
- Fencing standards (privacy fences detract from rural feel and the preservation of views and should be prohibited).
- Landscaping standards (perhaps requiring a percentage of the lot to have natural vegetation and landscaping rather than allowing 100% turf, allow the majority of a lot to be set aside for agriculture or animals).

##### *Low Density Residential (R-1-22):*

- Guidelines for new construction (building materials, colors, size, styles).
- Guidelines for modifications to existing structures (building materials, colors, styles).
- Streetscape enhancements (street trees, sidewalks, street lighting).  
Smaller setbacks.
- Fencing standards (privacy fences allowed, but height restrictions established).
- Landscaping standards (allowing a portion of the lot to be set aside for keeping private animals, establish maintenance standards for groomed landscaping).

##### *Medium Density Residential (R-1-10):*

- Guidelines for new construction (building materials, colors, size, styles).
- Guidelines for modifications to existing structures (building materials, colors, styles).
- Streetscape enhancements (street trees, sidewalks, street lighting).

- Small setbacks.
- Fencing standards (privacy fences allowed, but height restrictions established).
- Landscaping standards (establish maintenance standards for groomed landscaping and upkeep of private yards).

#### Agricultural Preservation

The rural, open feel of West Bountiful was identified by the local community as one of the City's greatest assets. Residents expressed a desire to maintain the small town, rural feel of their community as the City plans for inevitable growth and development. Most of the land within West Bountiful's municipal boundaries was once agricultural land, and much of this has slowly transitioned into more suburban residential land uses over time. However, much of the western portion of the City still remains agricultural. In addition to the agricultural lands within the City's boundaries, there is a significant amount of undeveloped land identified for annexation between the Legacy Parkway and City's western border.

West Bountiful has an opportunity to be proactive in its land use planning to ensure the preservation of as much land as possible both within the existing municipal boundaries and potential annexation areas. While preservation of open space, rural character, and viewsheds are priorities for the City, the respect of private property rights is also a priority. Therefore, development will be allowed to occur within the current municipal boundary per the established base zoning.

Any new development that occurs within this preservation area should be clustered as much as possible to maximize preservation of open spaces between subdivisions. Clustered development is a strategy to maximize the amount of open space within a development plan. Development is grouped together in less sensitive areas rather than evenly spread out at a very low density. The cluster development scheme involves providing density bonuses to private developers in exchange for not building in sensitive areas. By granting density bonuses for clustering development, developers can achieve a profitable development level without having to build in sensitive areas.

Through clustering, an undeveloped preserve is created that may be jointly owned by the homeowners, or sold as a single very large tract to a single owner. Usually this remaining open space is placed under a conservation easement. Such easements often assign the local government an interest in the property, thereby preventing the easement from being removed without governmental approval. The easement prevents further subdivision or construction.

Clustered development does not mean "high density" development. The term is used to simply describe the layout and distribution of development lots. It does increase the allowable density of a small area, but the overall average density of the larger area remains the same. For example, consider an area with a base zoning of one dwelling unit per acre. In a 50 acre area, a typical development would contain 50 one-acre lots. Alternatively, the same area could also be developed with 50 one-half acre lots and 25 acres would be saved as open space. The development would have the same number of units, but 50% of its space is reserved for open space use. The purpose of clustering is not to allow increased densities, but rather to preserve open spaces within individual developments.

## **2.5 Tools and Implementation Strategies**

There are a number of tools that West Bountiful can use to implement the Future Land Use Plan and achieve the goals and objectives outlined in this Chapter.

### **Future Land Use Map**

A future land use map is one of the most valuable tools a City can employ to direct future land use patterns and decisions. West Bountiful's Future Land Use Map, found in this chapter, outlines the manner in which the City would like all future land use patterns to be shaped. The map, and associated land use classifications, should be adopted and referred to when any new development or rezoning is proposed. The Map should serve as a guide to city planners when evaluating whether a proposed development or zone change is appropriate or consistent with the City's plan for that particular area. Referring to the map when making these types of decision will ensure that all future development, or redevelopment, within the City is compatible with the desires and vision of both the City's leaders and its residents. The map can be adjusted during the process of annual refinements to this General Plan, if circumstances arise in the future that suggest the need to do so.

### **City Ordinances and Zoning Map**

A city's zoning map and ordinances are the city's primary tools for implementation of its Land Use Plan. Unlike a Future Land Use Map, a zoning map and ordinance gives a city legal authority to restrict what level and type of development can occur on a particular parcel.

West Bountiful should review and update the currently adopted City Code and Zoning map to ensure that they are consistent with the directions of the Future Land Use Plan and Map. The singular purpose for this rewrite would be the implementation of the West Bountiful General Plan. The General Plan would serve as a guide for this effort and would provide the rational basis for all needed changes. The following chart offers suggestions for how the current zoning ordinance and zoning map could be revised to best implement the General Plan.

<b>Table 2.3 Recommended Zoning Ordinance and Map Revisions</b>			
<b>#</b>	<b>Zoning Ordinance Change</b>	<b>Zoning Map Change</b>	<b>Rational and Purpose</b>
1)	Creation of a new community commercial zoning classification, allowing a mix of smaller commercial and office land uses.	Mirroring the Future Land Use Map, change commercially-zoned areas along 500 South to the new community commercial (C-2) zoning classification.	<p>This zoning classification is more compatible with land uses that typically occur around major public transit systems, such as the UTA FrontRunner commuter rail, and provides a scale of commercial between General/Region Commercial and Neighborhood/Local Commercial.</p> <p>Lands classified as Community Commercial typically contain a combination of commercial and office land uses intended to meet the needs of the local community, as opposed to regional market demands, or local/neighborhood demands.</p> <p>Example businesses would include smaller markets or grocery, video rental stores, restaurants, or moderately-sized retail outlets.</p>

#	Zoning Ordinance Change	Zoning Map Change	Rational and Purpose
2)	Encourage clustering for all new subdivision developments on lands zoned for A-1 (agricultural, allowing one dwelling unit per acre) to preserve the area's rural character.	No change needed.	<p>The City has placed a high priority on preserving the rural character of West Bountiful City. The current A-1 zoning (which applies to nearly all land west of 1100 W) may not effectively accomplish this goal.</p> <p>Densities of one dwelling unit per one or two acres typically result in development with a suburban neighborhood character. The feeling of openness diminishes as development fills in the holes between subdivisions. To sufficiently preserve areas of primarily rural character, clustered development should be encouraged.</p>
3)	Creation of a new Open Space and Parks (OS) zoning classification.	Mirroring the Future Land Use Map, change the zoning of City-owned park space, including the golf course to the new open space and parks (OS) zoning classification	Creating a new zoning classification for parks and open space will ensure that existing parks and recreational areas will be preserved and not eventually converted into a more intense land use over time.
4)	Creation of a new agricultural preservation (A-25) zoning classification, allowing only very low densities (e.g. one dwelling unit per 25 acres).	Designate all lands annexed into the City west of the Legacy Parkway, as Agricultural Preservation (A-25).	Annexing lands into the City under a very low density zoning classification will effectively preserve existing open spaces west of the Legacy Parkway.

#	Zoning Ordinance Change	Zoning Map Change	Rational and Purpose
5)	Creation of a new Historic Preservation Overlay Zone, which includes performance criteria and density bonuses for meeting such criteria.	Mirroring the Future Land Use Map, apply a new Historic Preservation Overlay Zone to ensure that all activities (new construction, remodels, streetscape projects, etc.) within this district meet the City's standards and enhance rather than detract from the historic integrity of the district.	West Bountiful City is home to some of the State's most extraordinary examples of historic architecture. Creating a new overlay zone would help to ensure that these resources will be preserved for the enjoyment of this and future West Bountiful generations. The performance zoning criteria in the ordinance will allow for greater flexibility in densities and will encourage developers to meet higher standards in their development designs.
6)	Rename the Light Industrial (L-I) zoning classification to Business Park/Light Manufacturing (BP).	Mirroring the Future Land Use Map, change the zoning classification of triangularly-shaped area located between the Union Pacific Railroad corridor and Interstate 15 to Business Park/Light Manufacturing (BP).	This name change better reflects the type of land use that the community feels is appropriate for new development within the City.

**Design Guidelines**

Design guidelines documents are helpful tools to ensure that development that occurs within a city is consistent with the City's desired image, and does not detract from the character and qualities of the community. It is recommended that the City prepare design guidelines documents to guide development of the City's residential and commercial areas. Design guidelines documents do not typically provide a City with regulatory authority; however, many communities are adopting design guideline language right into their ordinances which does give them legal authority. Even if the guidelines remain as simply "guidelines," these documents can give communities another tool to help developers meet the city's expectations. If a developer knows up front what the city expects, it will be easier for them to design projects that pass quickly and easily through the approval process.



### **III. PARKS AND OPEN SPACE**



### **3.1 Background and Introduction**

#### **Vision Statement**

The community has expressed a strong interest in protecting existing parks and open spaces and in creating more permanent recreational opportunities within the City. Goals for new parks, recreational opportunities, and open space include an equestrian center, a natural observation/education area, a community recreation center, small neighborhood parks, and a network of trails throughout the City. Specifically, the community has expressed a desire for more park space in the southern and western portions of the City, where current recreational opportunities are limited. The City would like to work with private property owners to incorporate parks into future subdivision designs as the southwest portion of the City develops. Enacting appropriate development incentives via ordinance will encourage development of such parks. In addition, the citizens are concerned with refurbishing some of the aged components of existing parks and ensuring the continued use and enjoyment of existing parks.

The Legacy Parkway provides West Bountiful with a unique opportunity to connect to a regional trail and greenway system. The community would like to see the Legacy Parkway trailheads connected to the rest of the City through a coordinated urban trail system of sidewalks, bike lanes, and multi-purpose paths. The community would like to see the abandoned Denver and Rio Grande Railroad right-of-way converted into a multi-purpose trail and have other city trails and paths link up to this trail artery.

Bordering the Great Salt Lake, West Bountiful's character is in part defined by its wide open spaces. The protection of this open space, whether undeveloped and natural or agricultural, is a priority for the community. The City is interested in maintaining these open space qualities and preserving the opportunity for future West Bountiful generations to enjoy them.

### **3.2 Goals and Objectives**

**GOAL 1: Recognize that parks and open spaces are essential ingredients of both the physical and sociological environments. Provide adequate park space for West Bountiful's population and ensure opportunities for both active and passive recreation.**

OBJECTIVE 1: Update and adopt a Parks and Recreation plan and map to guide improvement to existing parks, and guide the development of future parks and open spaces.

POLICY 1: Evaluate current and future park and recreational needs based on population and determine any acreage deficiencies.

POLICY 2: Review, and revise as necessary, the City's inventory of parks and recreation facilities and identify any unmet demands.

POLICY 3: Identify in the Parks and Recreation Plan appropriate areas for future development of parks and recreation.

POLICY 4: Identify in the Parks and Recreation Plan existing parks and recreation areas in need of expansion or improvement, including more regular maintenance and/or replacement or updating of playground equipment.

OBJECTIVE 2: Improve existing West Bountiful City parks and recreational facilities.

POLICY 1: Expand West Bountiful City's Capital Improvements Program to include parks, trails, and recreation.

POLICY 2: Prioritize the implementation of park facility upgrades throughout the City according to community needs.

POLICY 3: Work with Davis County, the Davis School District, and adjacent communities to improve shared recreational facilities and meet common goals.

OBJECTIVE 3: Acquire additional open space within West Bountiful City to meet current and future parks and recreation needs.

POLICY 1: Work with developers and private property owners to secure space for future neighborhood parks as undeveloped areas of the City are developed.

POLICY 2: As areas outside of the current City boundaries are annexed into the City, set aside open spaces to meet the park and open space demands of a growing population.

POLICY 3: Actively work to acquire open space near the western border of the City for the development of future park and recreational facilities.

POLICY 4: Preserve, as much as possible, any vacant lots with the developed portions of the City for their conversion to neighborhood parks.

POLICY 5: Explore the possibility of developing a small-scale, multiple-use recreation facility within the City to provide new facilities for recreation focusing on outdoor ballfields.

POLICY 6: Develop a natural recreation area near the western boundary of the City to preserve a sense of open space, serve as an educational tool, and provide a recreation opportunity for West Bountiful residents.

POLICY 7: Develop an equestrian center near the western boundary of the City to promote a rural atmosphere and provide another recreational opportunity.

OBJECTIVE 4: In all new and existing park and recreation facility projects, consider, and accommodate whenever possible, the needs of West Bountiful residents of all ages and physical abilities.

POLICY 1: Where appropriate, all new park and recreation facility projects should include accommodations for the physically disabled and meet Americans with Disabilities Act (ADA) standards and requirements.

POLICY 2: Existing park and recreation facilities that do not currently meet ADA standards, should be brought into compliance wherever possible and appropriate.

**GOAL 2: Develop a comprehensive trail network throughout West Bountiful to connect residents to parks, open spaces, recreational facilities, and neighborhoods.**

OBJECTIVE 1: Develop a trails master plan and map to guide the coordinated development of planned and future trails throughout the City.

POLICY 1: Establish a hierarchy of designated trails throughout the City including paved jogging and cycling trails, bike lanes, unpaved equestrian trails, sidewalks, and multi-purpose trails or paths.

POLICY 2: Connect planned Legacy Parkway trailheads with other trails throughout the City.

POLICY 3: Work with developers and private property owners to include public trail easements, or connections to other trail networks, as undeveloped areas of the City are subdivided.

POLICY 4: Encourage new road design to accommodate areas for jogging, bicycle, and equestrian paths.

POLICY 5: Actively pursue the development of a multiple-use trail along the abandoned Denver & Rio Grande Railroad line.

**GOAL 3: Preserve and maintain clean, attractive, open spaces within West Bountiful City and surrounding areas.**

OBJECTIVE 1: Preserve and maintain areas with high open space and natural values that are within the City boundaries or adjacent to the City.

POLICY 1: Review and enforce standards and ordinances for the maintenance and clean-up of private properties.

POLICY 2: Work with the State of Utah to ensure preservation and maintenance of bird habitat, wildlife refuge areas, and sensitive wetland areas.

POLICY 3: Coordinate with Bountiful City, Davis County, and other jurisdictions and agencies to ensure protection and proper maintenance of Bountiful Pond.

POLICY 4: Coordinate with the Utah Department of Transportation to ensure proper maintenance of greenways along the Legacy Parkway.

OBJECTIVE 2: Consider employing a variety of tools to preserve or acquire additional open spaces within and adjacent to West Bountiful.

POLICY 1: Explore the feasibility of a transfer of development rights program, with possible coordination with neighboring cities, to protect undeveloped space within the City, while still allowing private property owners to realize property values.

POLICY 2: Consider expanding the use of clustered development in areas with low density zoning to allow development potential, while still preserving large tracts of open space and the rural character of the community.

**GOAL 4: Secure funding to help achieve West Bountiful City's park, recreation, and open space goals.**

OBJECTIVE 1: Explore a variety of funding and administrative tools to secure adequate park, recreation, and open space areas within the City.

POLICY 1: Evaluate existing impact fees for parks and recreation, and update if necessary.

POLICY 2: Explore the possibility of using any of the following funding sources and programs for additional park and recreation development in West Bountiful City:

federal, state, or county funding; Community Development Block Grant money; user fees; Recreation Arts and Parks tax funds; donations; revenue bonds; general obligation bonds; special improvement districts; special service districts; development exactions or dedications; etc..

POLICY 3: Work with adjacent communities to meet common recreational needs, and consider possible multi-jurisdictional funding for regional facilities.

### **3.3 Existing Parks and Open Spaces**

West Bountiful City lies in a state and region that is truly a recreational paradise. The nearby Wasatch Mountains provide limitless opportunities for hiking, camping, fishing, skiing, and hunting. The Great Salt Lake desert to the south and west provides rare scenic beauty and solitude. The State of Utah offers a wide range of State and National Parks, scenic byways and backways, National Forests, historic sites, National Monuments, National Recreation Areas, and dedicated Wilderness Areas. The varied natural beauty of Utah offers excellent vacation and recreational experiences. Located within the developed Wasatch Front and with convenient interstate access, West Bountiful residents have easy access to a wide variety of recreational opportunities across the State. Within its City boundaries, West Bountiful provides its residents with recreation opportunities to suit a wide population ranging from the very young to the very old, and for people of all physical abilities.

#### **Parks and Recreation**

West Bountiful contains a number of developed recreational opportunities including a developed community park, a small neighborhood park, a small pocket park, and an 18-hole golf course. In addition to the developed recreational facilities, there are other, non-traditional types of recreation. These include horseback riding, hobby farming, and bird watching.

#### Park Inventory

*West Bountiful City Park* - Located at 550 West on 1600 North. This facility contains baseball diamonds, a soccer field, a volleyball court, restrooms, drinking water, and play area for children. A 200-person capacity bowery is available for private rental, and several 8-12 person shelters are available free of charge. The total acreage of this park is 14.51 acres.

*West Bountiful School Park* - Located adjacent to the West Bountiful City Hall and West Bountiful Elementary School, at approximately 400 North 800 West, this park contains 3.22 acres. A 100-person capacity bowery is available for private rental. Drinking water and children's playground equipment is available as well.

*Lou Child Park* - Located at 2360 North 680 West. This small park provides play structures for local children to use. The total acreage of this park is .21 acres. West Bountiful City improved and dedicated this small park to the former land owner in the summer of 1991.

*Lakeside Golf Course* - Located at 1201 North 1100 West, this 18-hole municipal golf course provides West Bountiful residents with a large open space and recreational opportunity. Golf courses are typically considered recreational facilities rather than developed park space, but because of its size, the golf course is listed in the following park inventory as well.

<b>Table 3.1 Existing Park Inventory</b>		
<b>Name</b>	<b>Type</b>	<b>Size</b>
Lakeside Golf Course	Special Use Facility	110 acres
West Bountiful City Park	Community Park	14.51 acres
West Bountiful School Park	Neighborhood Park	3.22 acres
Lou Child Park	Mini/Pocket Park	0.21 acres
Source: West Bountiful City, 2006		

Park Standards

The National Recreation and Park Association (NRPA) used to set recommended standards on the amount of park space that should be provided in a city based on its population size. NRPA has decided to no longer set these standards, and instead recommends that communities establish their own standards based on the resources that a jurisdiction can commit to maintenance and upkeep of parks. Although national standards are no longer set by NRPA, their old recommendations still serve as a good guide for cities. The following table lists the 1990 NRPA park space standards.

<b>Table 3.2. 1990 NRPA Park Standards</b>			
<b>Type</b>	<b>Service Area</b>	<b>Acres/Residents</b>	<b>Usual Size</b>
Mini/Pocket	0.25 mile	0.25 - 0.5 acre/1000	1 acre or less
Neighborhood	0.25 to 0.5 mile	1 to 2 acres/1000	15 + acres
Community (District)	1 to 2 miles	5 to 8 acres/1000	25 + acres
Special Use Facility	not applicable	variable size	variable
Source: National Recreation and Park Association, 1990			

Table 3.2 compares the current availability of park space within West Bountiful with the 1990 NRPA standards and illustrates that additional park space is needed to meet the demands of the current West Bountiful population. As population increases over time, the demand for additional developed park space will only increase.

**Table 3.3  
Current City Park Acreage**

<b>Type</b>	<b>Current # of Parks</b>	<b>Current Acreage</b>	<b>Acres Recommended *</b>	<b>Difference</b>
Mini/Pocket	1	0.21 acre	1.17 acres	- 0.96 acre
Neighborhood	1	3.22 acres	4.68 acres	- 1.46 acres
Community (District)	1	14.51 acres	23.38 acres	- 8.87 acres
Special Use Facility	1	110 acres	N/A	N/A
<b>TOTAL</b>	<b>4</b>	<b>17.94 acres</b>	<b>29.23 acres</b>	<b>- 11.29 acres</b>

Sources: National Recreation and Park Association, 1990  
 \* Recommendation calculated using the "Acres/Residents" column of Table 3.2. Of the range of "Acres/Residents," the lower figure was used in the above recommendations.

With a 2005 population of 4,675, West Bountiful City should have 29.23 acres of developed parkland based on NRPA standards. The difference between what exists and what is required is shown as a surplus or deficit under the "Difference" column of the table above. Compared to the 1990 National Recreation and Park Association standards, West Bountiful City's 17.94 acres of developed parkland (not including the golf course) results in an overall deficiency of 11.29 acres. West Bountiful's ratio of park space per 1000 population, although deficient according to NRPA standards, compares favorably with other Wasatch Front communities' park space offerings. Still, residents of the community have requested the development of additional park and open spaces within the City in the future, particularly in the south western portions of the City.

The population of West Bountiful is projected to increase to 5,403 by the year 2020. With this increase in population and no increase in park acreage, West Bountiful will need an additional 15.81 acres to accommodate the park space demands of the 2020 population. Again, this deficiency is not that significant when compared to other Wasatch Front communities. However, West Bountiful has an opportunity to meet or exceed the recommended offerings of park space within the City since large tracts of open space still exist in the western portion of the City, and within annexation areas. The City is in a good position to be proactive in setting aside park space now to meet the demands of the future population, as these areas eventually develop.

Recreation Inventory

West Bountiful City has two active recreational programs currently in operation. These include the West Bountiful Little League Baseball, South Davis Bobby Sox, and the South Davis Soccer Association program. These programs are operated by local individuals in association with national organizations. Residents have expressed a desire for additional recreational space to support the activities of these organizations.

The West Bountiful City Golf Course, located in the northwestern portion of the City, is an 18-hole course open to the public. This course includes a pro shop/club house, electric carts, driving range, and full course. The golf course comprises approximately 110 acres.

West Bountiful is currently working on developing a wetlands observation area located at approximately 1450 West and 1050 North. This natural area currently includes a parking area and some man-made wetlands. This area is maintained by the City, and some residents have commented that the area needs better maintenance to keep it from looking weedy.

Universal Equestrian Center, a privately-owned recreation facility near the western border of the City, provides some additional recreation to the community. Since this area is private, it falls into a different category than City-owned recreational facilities. Nonetheless, it provides some West Bountiful residents with indoor horseback riding arenas, stabling, equestrian related retail, and some outdoor trail riding areas. There has been discussion about expanding this center, connecting to the City's trail system, and perhaps opening up use of the center to a wider population.

### **Civic/Religious**

Additional recreational opportunities are provided by local church grounds. A Latter-day Saint chapel, located at 311 North 800 West, has a small baseball diamond and spectator bleachers behind the church building. There are several Latter-day Saint chapels in West Bountiful City, and all have recreation facilities for basketball, volleyball, and dancing. A Latter-day Saint Stake Center will likely be constructed in the near future in the southern portion of the City, and will probably provide additional open space that can be enjoyed by much of the West Bountiful community.

West Bountiful Elementary School, the only school within West Bountiful City, provides approximately 1.3 acres of recreational facilities for the children of the City. In addition, city park space is located adjacent to the school, and many of the recreational amenities of the area are shared by patrons of both facilities.

### **Natural Open Space**

West Bountiful residents have access to a variety of natural open spaces within the City boundaries and just outside the City. Within the western portion of the City there are a number of open, undeveloped areas that, although privately owned and not open to public use, provide the entire community with beautiful views and open space values. The openness of this part of the City contributes to the rural and small town feel of West Bountiful that the residents of the City value. Since this entire area is zoned for one dwelling unit per acre density, growth and development will inevitably start to fill and decrease the size of these open areas over time and the rural character of this area will start to change to a more suburban one.

The Holly Oil refinery is virtually surrounded on three sides with open space. This property is owned by the petroleum company, but is currently used for some limited agricultural use. The primary purpose for the open space is to provide a buffer of undeveloped land between the refinery and adjacent land uses for the safety and security of both private residences and businesses and the refinery itself. Although this open space is not set aside for public use, it does contribute to the open character of the City and provides visual values to the community. Similarly, there is a large power corridor that crosses through the southwestern portion of the City. This right-of-way cannot have structures built within it because of maintenance and safety issues, and therefore provides the community with another permanent open space and enhances the open, undeveloped feel of the City.

Just west of the West Bountiful boundaries, Bountiful Pond provides citizens of both West Bountiful and neighboring communities with a variety of recreational opportunities including fishing, walking, paddling, and bird watching. This man-made pond is owned by Bountiful City and surrounded by Davis County property. Preserving access to the pond after construction of the Legacy Parkway is of high priority for West Bountiful citizens.

### **Other Recreational Opportunities**

The proximity of West Bountiful City to other, larger metropolitan communities provides additional recreational opportunities. Many West Bountiful City residents make use of the

Bountiful City recreational complex located at 150 West and 600 North. This particular facility has an ice skating rink, exercise areas, handball and racquetball courts, a large park and a swimming pool equipped with a "bubble" cover which is removed for summer use. The Bountiful City Park has playground equipment, picnic tables, a lighted baseball diamond and plenty of open space for other games and activities.

The rural makeup of West Bountiful City provides additional recreational opportunities rarely provided in other suburban areas. The large rural residential lots in West Bountiful City provide the residents of the City the amenity of a country lifestyle within close proximity to a large metropolitan area and its recreational offerings. Many residents have large enough lots to have some farm animals (cows, sheep, or horses). This rural atmosphere provides many residents of the West Bountiful City to opportunity to become "hobby farmers."

### **Trails**

There are a number of trail systems that are being planned within West Bountiful, but are not yet constructed. The construction of the Legacy Parkway will include the development of a multi-use trail for bikes, pedestrians and equestrians. Beginning in Centerville and ending in North Salt Lake with a tie-in to the Jordan River trail, the Legacy Parkway trail will connect the communities along Legacy Parkway. Four trailheads are currently planned for the West Bountiful area at areas where major roads will be converted to cul-de-sacs or re-aligned to accommodate construction of the Parkway. Small trailheads with parking, way-finding elements, benches, and landscaping will be provided on the east side of Legacy Parkway at 1200 North Street and at Sheep Road. The trailhead at 1200 North will include a pedestrian underpass to provide access to the Bountiful Pond. A similar trailhead is planned at Pages Lane, with parking planned to be provided at the community park planned for the parcel immediately west of 1100 West and north of Pages Lane. A trail access point with on-street parking will be provided at a point on Porter Lane where 1100 West will be realigned to accommodate the parkway. A larger regional trailhead with substantially more parking will be provided on the west side of the Legacy Parkway at 500 South Street. This trailhead will be accessible to West Bountiful residents via 500 South Street, and will provide access to a trail that is planned for the west-side of the Parkway running from 500 South Street to Center Street in North Salt Lake. Please see the appendix for additional information about the planned trailheads.

Independent of the Legacy Parkway development, the City is coordinating with UTA to create a multi-purpose trail along the abandoned Denver & Rio Grande Railroad alignment. This trail would be accommodated via an underpass beneath the Legacy Parkway, and would extend north to ward the City of Farmington.

### **3.4 Future Park, Recreation, and Open Space Plan**

The Parks, Recreation, and Open Space plan as illustrated in the Parks and Open Space Map (Map 3.1) sets the foundation for future park, recreation, and open space decisions within West Bountiful. The Parks, Recreation, and Open Space plan identifies general park and recreation space classifications (i.e. park, golf course, trail, etc.).

Generally the map mirrors the future land use plan and map included in Chapter II of this General Plan. The Land Use Map illustrates existing parks, recreation facilities, and open spaces within the City. It recommends general locations for a variety of new developed parks, trails, and recreation facilities. The ultimate placement of these facilities will depend on open space acquisition, developer agreements, and transfer of development rights transactions. As properties becomes available over time, the City should evaluate the best place to locate future park and recreation facilities to best accomplish the goals and objectives outlined earlier in this chapter.

## **Park and Open Space Designations**

The Future Parks, Recreation, and Open Space Map identifies the following land use and trail classifications.

### Parks

Parks are developed facilities within the City that provides opportunities for outdoor active and passive recreation programs. There are four categories of parks in the hierarchy of park spaces recommended in the West Bountiful Parks, Recreation, and Open Space Plan:

#### *City-Wide or Regional Parks:*

City-wide and regional parks are two scales of park that generally draw users from all parts of a city, and sometimes from neighboring cities. These parks are larger in size and typically have a variety of ballfields, playgrounds, and other facilities to serve a very large number of park users. West Bountiful currently does not have a city-wide or regional park within its municipal boundaries.

#### *Community/District Parks:*

Community parks are generally used by residents living within an easy walking distance of the park. Barriers such as heavily traveled roads discourage the use of these parks. These parks often have limited facilities. The West Bountiful City Park on Pages Lane is an example of a community or district park.

#### *Neighborhood Parks:*

These parks are similar to community parks in that they are typically only used by residents within close walking distance to the park. They usually have very limited facilities, such as a single bowery or playground. The West Bountiful Elementary School "Old Bowery" Park is an example of a neighborhood park.

#### *Pocket/Mini Parks:*

Pocket or mini parks are very small green spaces typically located within residential areas. They are often vacant residential lots that have been converted to park space with the addition of some turf, a bench or two, and perhaps some small playground equipment. These parks are typically only used by residents living directly adjacent to the park, or within a few lots of the park. Often times, residents living in adjacent subdivisions are unaware of these parks because of their small size and hidden locations. The Lou Child Park is an example of a pocket park.

### Recreation Facilities

Recreation centers are facilities within a city that provide opportunities for indoor and/or outdoor active recreation programs. These may include community swimming pools, soccer complexes, golf courses, or tennis clubs, etc.. Recreation centers usually provide structured programs for activities like swimming lessons or fitness classes. Recreation centers may also provide facilities for large soccer or baseball leagues, or administer these programs at local parks. Commercial gyms are not considered to fall within this category, but provide similar services to the community.

### Civic/Religious

These facilities often have usable open space on their property. Facilities such as schools often have ballfields and playgrounds. Civic buildings like the West Bountiful City Hall have open green space that is enjoyed and sometimes used by members of the community. Additionally, although not actually public, religious institutions also often have open spaces that are used by the community. Even if the landscaped portions of these facilities are not often used for picnicking or playing catch, the parking lots often provide a place for children to skateboard, rollerblade, or learn to ride a bicycle.

### Agricultural/Open Space

Agricultural or natural open space is land that has not been developed for commercial, industrial, or exclusively residential use. Typically no recreation facilities exist on these properties, and most of these spaces in West Bountiful are privately owned. While these spaces do not provide space for active public recreation, they provide visual relief from the otherwise developed landscape, habitat for wildlife and birds, and are a defining resource in the community's character.

### Trails

The West Bountiful Parks, Recreation, and Open Space Plan includes preferred alignments for a network of city trails. These trails provide connections between neighborhoods, parks, open space, schools, and other destinations within the City. The trail system includes three classes or categories of trails:

#### *Class I Trails - Shared Use Paths:*

A shared use path is typically a trail that is separated physically from roadways and other transportation facilities. These paths can be either paved or gravel depending on their intended use. Shared use pathways are designed for simultaneous use by bicyclists, joggers, equestrians, etc.. These trails typically meet specific standards for components such as trail width and accessibility. These trails provide the greatest level of safety for pedestrians and bicyclists.

#### *Class II Trails - Striped Bicycle Lanes:*

Class II trails are striped bicycle lanes in roadways. The stripes make motorists aware of the potential for bicyclists in the right-of-way. Bicycle lanes are typically located on wider and safer streets.

#### *Class III Trails - Shared Roadways:*

A shared roadway is a road constructed to design standards that allow for the safe use of both motor vehicles and bicycles. Although not striped, these roadways are typically signed as an official bicycle route.

Walkers and joggers can usually share Class I facilities with cyclists. Class II and III facilities are typically not suitable for walking. Sidewalks or separate walking paths should be constructed on all trail-designated streets to facilitate this use.

### **Future Parks, Recreation, and Open Space**

West Bountiful City is fortunate in the fact that much of the City remains undeveloped. Many communities along the Wastach Front are already reaching build-out and do not have the opportunity to plan for the future of their community as West Bountiful does. With this great opportunity also comes great responsibility to ensure that future West Bountiful generations can enjoy the same high quality of life as the current population. This quality of life depends in part on the amenities that are available to the community, including parks and open spaces.

Open space is typically described as a land use that has not been developed for commercial, residential, or industrial use. Recreation-oriented open space can take the form of formal developed parks; natural undeveloped land; recreational facilities; public utility, railroad, road, and canal easements and rights-of-way; or the grounds of civic, educational, or religious institutions. The Future Parks, Recreation, and Open Space Map illustrates existing open spaces, and the general locations preferred for future parks, recreation, and open space establishment.

In general the Parks, Recreation, and Open Space Plan is intended to maintain and enhance the existing parks and open spaces within the City, while providing a set of tools

for developing additional parks and recreation facilities, and preserving open spaces as opportunities become available.

### Parks

West Bountiful currently provides its residents with a range of high-quality, well maintained formal parks. While the total acreage of park space is relatively small, it generally meets the needs of the community. Demands for additional developed park space are generally rooted in a need for more evenly distributed park space. Future park decisions should be based on the goals of maintaining and improving existing parks, and securing additional park space.

#### *Maintain Existing Parks:*

The park system within West Bountiful is well maintained and of high-quality. The citizens of the City appreciate the services provided by these parks, and hope that the City continues to provide this same level of service to the community.

Despite a high level of satisfaction with the current park system, there are requests from the community for expanded opportunities and improvements to the facilities currently provided. The City should strive to meet these expectations, when appropriate and feasible. The City should consider developing a comprehensive parks and open space inventory to determine services not being provided by the current park system. These additional or expanded services should be prioritized, based on need and distribution. Prioritization of park and open space needs will ensure that public dollars will be spent in the most efficient and effective manner. Based on this needs assessment and prioritization, the City should develop as part of its five year Capital Improvements Program a plan for specific park improvement and facility expansion projects needed within the City. Any future park improvements or expansions should include facility accommodations for people of various physical abilities.

The City should explore working with the Davis County School District to expand and improve the facilities provided at the West Bountiful Elementary School and any future schools constructed within the City over time.

#### *Secure Additional Park Space:*

Residents in the northeastern portion of the City are well served by the West Bountiful City Park and the Lou Child Park. Residents in the southern and western parts of the City, while they have access to the West Bountiful Elementary School and "Old Bowery" Park, are comparatively underserved and could benefit from a community park closer to their neighborhoods. As population in the City increases over time, and activity (residential and commercial) increases along 500 South the demand for additional park space will only increase.

There is a large amount of undeveloped open space near 1100 West between 400 North and 500 South, and a portion of this open space could be used for a new park. Since this property is all privately owned, the Future Parks, Recreation, and Open Space Map does not recommend a precise location for a future community park. The City should work with private developers and landowners to determine the best opportunity for an additional park in this quadrant of the City. There are a number of mechanisms and tools that the City can employ to ensure that adequate open space is set aside for future park development. Please refer to section 3.5 Tools and Implementation Strategies of this chapter for a discussion of some of these tools.

Much of the remaining open space in the City has been designated as part of a transfer of development rights (TDR) sending overlay zone. By establishing this sending zone, the City has identified areas within which it would like to see open space preserved, either as undeveloped natural and agricultural lands or as developed park and recreation facilities.

As development rights are eventually transferred over to designated receiving zones the some of the land in the sending zone can be used to help meet the City's park space goals. See Chapter II. Land Use for a more detailed discussion of TDR programs.

### Recreation

West Bountiful residents have access to a number of formal recreation programs and facilities, but most of these occur in neighboring communities. For example, West Bountiful youth participate in both soccer and baseball leagues, but most games and practices are held in parks outside of the City. The community has expressed a desire for the City to help provide better facilities within West Bountiful for these activities, as well as additional recreational opportunities such as equestrian facilities. The Future Parks, Recreation, and Open Space plan includes the development of a number of additional active and passive recreational facilities within the City.

#### *Recreation Center:*

During the five community visioning workshops held as part of this planning process, members of the community suggested that the City work to develop a new community recreation center, possibly in conjunction with neighboring communities or jurisdictions. This recreation center was not intended to be a large indoor facility with a swimming pool, racquet ball courts, or track, but rather a lower intensity outdoor facility focused on providing space for West Bountiful's youth to practice and play outdoor field sports like soccer, football, baseball, softball, or rugby. This type of facility would help meet existing demands for better fields and diamonds. This center would be a nice addition to the West Bountiful parks and recreation system, and could become a recreation destination for the South Davis County region as well.

A preliminary location for this facility has not been identified on the Future Parks, Recreation, and Open Space plan map. This facility would best be located within the undeveloped open areas within the western portion of the City, perhaps near the golf course. However, because virtually all of the remaining open space within the West Bountiful municipal boundary and potential annexation areas is privately-owned, the Future Parks, Recreation, and Open Space Map does not recommend specific locations for its placement. Instead, the City plans to work with private landowners and developers to set aside appropriate spaces for this facility as development proposals are presented, and as individual development rights are transferred as part of a TDR program.

#### *Natural Observation Area:*

West Bountiful City plans to continue to expand and develop the natural wetlands area located at approximately 1450 West and 1050 North. This passive recreational resource would provide West Bountiful citizens and school groups with a opportunity to view and learn about wildlife, migratory birds, native vegetation, and wetland ecosystems. With one of Utah's best known natural features, the Great Salt Lake, within just a couple miles of the City, West Bountiful is a prime location for a successful natural observation area. As development of this site occurs, maintenance resources will be increased. Facilities provided at the observation area may include:

- Boardwalks that accommodate wheelchairs and different levels of mobility,
- Viewing pavilions,
- Interpretive signage, and
- Restrooms.

#### *Equestrian Park:*

The City has had discussions with the owners of the privately-owned Universal Equestrian Center about future expansion of this facility. The specific plans for expansion depend largely on what the owners would like to see there, but the City is interested in working with the owners to expand the facility, tie into future City trail systems, and provide opportunities for use of the center by a greater population.

### Open Space

Open space is one of the key characteristics that define West Bountiful. Members of the community expressed that they would like the City to retain a rural, small town feel as it develops over time. The rural character of the community comes in large part from the wide open views of natural and agricultural lands within the City's municipal borders. Preserving this character is one of the primary goals of this General Plan. Other goals of the General Plan include the preservation of key view corridors, and the avoidance of natural hazards and sensitive lands. The preservation of open space within the City is an effective tool in accomplishing each of these goals.

The Future Parks, Recreation, and Open Space plan is designed to work in tandem with the Future Land Use plan outlined in Chapter II of this General Plan. Both plans identify currently undeveloped lands in the western portion of the City to be preserved as much as possible. As they are set aside from development, some may become the sites of future recreational facilities, some may be protected as natural open space, and some may continue to be used for agriculture.

The preservation of these open spaces can take place through the employment of a number of tools and programs. The City may also wish to acquire property for community purposes, such as for the new natural observation area.

For a detailed list of open space acquisition and preservation tools, please refer to section 3.5 Tools and Implementation Strategies.

### Trails

West Bountiful's community is a healthy and active one. Residents experience their neighborhood and community not only from their vehicles, but also by bicycle and foot travel. The City is committed to ensuring safe opportunities for pedestrians and bicyclists to access key destinations within the City by establishing a coordinated trail network.

Trails within communities serve many purposes ranging from recreation to transportation. The West Bountiful population is aging, and many residents are no longer comfortable or able to operate vehicles. Many West Bountiful families have young children that need safe places to play and safe walking routes to schools and neighborhoods. As the UTA FrontRunner commuter rail system is opened, many West Bountiful residents may choose to walk and ride transit rather than drive to work each day. Convenient, direct, and safe walking and bicycle routes to transit stops will serve each of these populations well.

The West Bountiful Future Parks, Recreation, and Open Space map indicated the preferred alignment for a number of new trails throughout the City. The trail system consists of a variety of levels of trail development, ranging from shared roadways to shared-used paths. The trail alignments are designed to accomplish three primary goals:

1. Enhance connectivity between neighborhoods and community destinations, including: schools, City Hall, churches, commuter rail, and shopping areas
2. Improve the pedestrian and bicycle environment within the City and enhance safety, and
3. Link existing and proposed parks and open spaces within the City together, and provide linkages to regional trail systems such as the Legacy Parkway trail.

Trails illustrated on the Future Parks, Recreation, and Open Space Map follow existing roadways, canals, utility corridors, and railroad rights-of-way as much as possible. Within the large, undeveloped, western portions of the City, there is the potential for a tighter and more organic network of trails. As the future equestrian park and associated trail system is developed, connections should be made from the park to other City and regional trail systems.

The Legacy Parkway development includes a series of local trailheads for each community located along the alignment. There are four trailheads planned for West Bountiful, and the location of these are indicated in the Parks, Recreation, and Open Space Plan Map. The 1200 North trailhead includes a pedestrian tunnel under the Legacy Parkway to provide access to Bountiful Pond and the Legacy Nature Preserve which is being created as part of the Parkway construction.

### **3.5 Tools and Implementation Strategies**

#### **Maintain Existing Parks, Recreation and Open Spaces**

One of the simplest tools for ensuring that the residents of West Bountiful have adequate opportunities for recreation is to maintain and improve the existing park and open space system. These areas have already been set aside by the City for recreation and open space, and are important to the citizens of the City. As the City develops a list of prioritized park, open space, and recreation needs, it may find that these needs can be met by making improvements to existing parks and open spaces.

#### **Capital Improvement Program**

The City should consider including parks, open space, and recreation in the Capital Improvements Program (CIP). The CIP would inventory existing parks, open spaces, and recreational facilities, identify and prioritize needs, and develop priorities for developing new facilities and recreational opportunities for the community. This type of plan helps the City understand what facilities are already being provided and how they are used, what facilities and services are not being provided and what level of demand there is for those services, and how both existing and future facilities should be distributed throughout the City.

#### **Annexation**

Much of the remaining open space within and adjacent to the City is privately owned property near the Legacy Parkway. The City should consider annexation of parcels outside of the current municipal boundaries as a strategy of bringing additional open space into the City. Annexing these lands into the City at a low density zoning classification will help ensure the preservation of the majority of these parcels.

#### **Future Land Use Map**

A future land use map, is one of the most valuable tools a City can employ to direct future land use patterns and decisions. West Bountiful's Future Land Use Map, found in Chapter II. Land Use, outlines the manner in which the City would like all future land use patterns to be shaped - including the location of parks, recreation, and open spaces. The Map, and associated land use classifications, should be adopted and referred to when any new development or rezoning is proposed. The Map should serve as a guide to city planners when evaluating whether a proposed development or zone change is appropriate or consistent with the City's plan for that particular area. Referring to the map when making these types of decision will ensure that all future development, or redevelopment, within the City will not adversely impact the City's parks, recreation, or open space goals.

## **IV. TRANSPORTATION**



## **4.1 Background and Introduction**

A transportation network is more than streets and cars: it is a fabric of motorists, bicyclists, pedestrians, and mass transit capabilities sharing the same spaces. Each of these transportation modes plays a critical role, and it is important to have these choices available. For example, as the “baby boomer” demographic ages, some will rely more on transit to maintain their independence. Bicycle and pedestrian infrastructure is important for school-age children and other individuals without access to cars. Furthermore, the United States faces increasing health problems, many of which are related to widespread obesity. Bicycle and pedestrian modes, also referred to as “active transportation”, can redress some of these problems. Finally, the private automobile remains the preferred transportation mode in many areas, especially in the West. However, given issues like diminishing fossil fuel resources, corresponding increases in fuel costs, and impending global warming, transportation networks may be fundamentally different in thirty years compared to today.

Previous Transportation Elements contained several uncertainties: Will the Legacy Parkway (previously known as the West Davis Highway) be built? Will there be high-capacity transit? If so, will it be light rail or commuter rail? At this writing, both the Legacy Parkway and Utah Transit Authority (UTA) FrontRunner commuter rail are under construction. 500 South will also be expanded, and other construction projects will soon be completed as well. This puts West Bountiful in an enviable position: several high-profile previously-identified goals have been achieved. An opportunity exists now to direct efforts elsewhere, and to consider additional ways to enhance West Bountiful’s transportation network.

The structure of this Transportation Element focuses on roadways, transit, and bicycle and pedestrian modes. Each transportation mode is discussed based on its role in West Bountiful City in 2006, and the role it might play in the future. Each transportation mode also has an inventory of “issues identified”, which refers to comments and problems brought up by West Bountiful residents in the series of public workshops held for this General Plan update. The issues are introduced in the “Existing Conditions” section, and potential solutions are discussed in the “Future Conditions” section.

### **Vision Statement**

West Bountiful City is faced with many changes. Legacy Parkway and the Utah Transit Authority’s FrontRunner commuter rail will increase choices available to West Bountiful residents and contribute to an urban atmosphere; however, many West Bountiful residents cherish the rural qualities of their community, and wish to retain those characteristics. West Bountiful must continue to participate in regional discussions and decisions on transportation, and strive to maintain a rural feel. At the same time, West Bountiful should add the necessary accommodations to major transportation facilities so that motorists, bicyclists and pedestrians can travel safely and at reasonable speeds. In addition, it is a priority to develop a north-south artery to replace 800 West, which was closed at 500 South and Woods Cross to accommodate a new FrontRunner station.

## **4.2 Goals and Objectives**

**GOAL 1: Plan ahead for transportation needs in West Bountiful City, and work with local, state, and regional decision-makers regarding issues that affect the City.**

OBJECTIVE 1: Maintain representation for West Bountiful City on local, regional, and state transportation and land use technical and decision making bodies.

OBJECTIVE 2: Encourage dialogue with land use and transportation planning partners in surrounding cities.

OBJECTIVE 3: Support efforts to manage growth through effective local and regional planning.

POLICY 1: Develop a master transportation plan which would define both present and future transportation needs, and identify future infrastructural improvements and funding sources.

POLICY 2: Continue to refine and update the five-year Capital Improvements Program, including transportation infrastructure.

POLICY 3: State road funds should be designated for local capital improvements.

POLICY 4: Local utility franchise tax and road impact fees should be considered additional revenue sources for the capital improvement fund.

OBJECTIVE 4: Explore additional funding sources for improving the current street system, such as Federal-Aid Urban funds, state gasoline tax money, etc..

**GOAL 2: Balance access, mobility, and safety on West Bountiful City streets, making best use of existing facilities and programs before investing in additional infrastructure.**

OBJECTIVE 1: Integrate transportation systems into the development review process for West Bountiful City. New development projects should be reviewed by staff to ensure that any modifications to transportation systems meet the intent of the Master Transportation Plan. Transportation-related staff comments should be incorporated into recommendations made to the Planning Commission regarding specific developments.

OBJECTIVE 2: Adopt into ordinance a Neighborhood Traffic Management Program (NTMP) to address traffic calming issues in West Bountiful. The NTMP shall meet the principles of the master street plan, and should allow for West Bountiful City staff to review and approve traffic calming projects at their discretion. The NTMP should be responsive to concerns raised by residents and contain objective methods to assess the need for traffic calming improvements. See the Appendix for an example of an NTMP.

OBJECTIVE 3: Actively participate in any ongoing plans regarding the Legacy Parkway, 500 South, Interstate 15, and commuter rail; these projects will change transportation patterns in West Bountiful, and the City should be involved in decisions made regarding these facilities.

POLICY 1: Enforce existing ordinances requiring covered loads and weight of vehicles, and encourage landfill-related traffic to access the landfill via 500 South or other designated road.

OBJECTIVE 4: Actively participate in ongoing discussions with UDOT regarding 500 South, to balance safety, access, and mobility.

POLICY 1: Work with UDOT prior to 500 South reconstruction to ensure that businesses have adequate access without compromising traffic mobility.

POLICY 2: Work with UDOT prior to 500 South reconstruction to ensure installation of pedestrian and bicycle facilities (preferably sidewalks and bike lanes), providing connectivity for West Bountiful residents to the Woods Cross commuter rail station.

POLICY 3: Following 500 South reconstruction, reevaluate the intersections of 500 South/800 West and 500 South/1100 West. If these intersections continue to be problematic, pursue signalization options with UDOT.

OBJECTIVE 5: Pursue avenues for increasing the number of north-south routes through West Bountiful City, such as a new 1450 West alignment. Consider ways to improve north-south connectivity when approving future developments in West Bountiful City.

OBJECTIVE 6: Continue to work with UDOT and Union Pacific Railroad to find optimal solutions to the railroad crossing issues in West Bountiful, particularly at 500 South, 400 North, and Pages Lane.

OBJECTIVE 7: Promote a consistent and continuous transportation network among existing and future development.

POLICY 1: Restrict lengths of dead-end streets, and require second accesses for streets longer than a specified length.

POLICY 2: Require provisions for temporary turnarounds on dead-end streets.

POLICY 3: Establish pedestrian, bicycle, and equestrian paths that are consistent with maintaining a rural environment. Consider an improved cross section on busier streets such as 800 West or 1100 West.

POLICY 4: Consider establishing a special improvement district to fund street, curb, gutter, and sidewalk construction and maintenance.

POLICY 5: Require all utilities to be installed underground in new subdivisions.

**GOAL 3: Provide safe and connected bicycle and pedestrian facilities.**

OBJECTIVE 1: Create connected bicycle and pedestrian facilities on major routes accessing the commuter rail station in Woods Cross (for instance, 500 South and 800 West). Encourage the use of non-motorized transportation modes to access commuter rail.

OBJECTIVE 2: Examine areas with high pedestrian volumes, and evaluate the need and possibility for added crosswalks or other types of pedestrian crossing treatments. These may include pedestrian-activated flashing lights, pavement treatments, or pedestrian signals.

POLICY 1: Review 800 West, 400 North, Pages Lane, and 1100 West to ensure these facilities have adequate bicycle and pedestrian infrastructure.

POLICY 2: Work with UDOT to improve bicycle and pedestrian crossings across I-15, maintaining connectivity as much as possible.

OBJECTIVE 3: Prioritize completion of missing sidewalk sections by identifying heavily-used school routes, recreation paths, and transit access routes.

OBJECTIVE 4: Ensure that pedestrian facilities accommodate the needs of people of all physical abilities.

POLICY 1: All new transportation projects, including roadways and pedestrian facilities, should include accommodations for the physically disabled and meet all Americans with Disabilities Act (ADA) standards and requirements.

POLICY 2: All existing transportation (vehicular and pedestrian) facilities that do not currently meet ADA standards, should be brought into compliance as soon as resources are available.

**GOAL 4: Increase access to transit facilities.**

OBJECTIVE 1: Engage in discussions with the Utah Transit Authority to achieve the desired level of transit connectivity between West Bountiful City and the commuter rail station in Woods Cross.

OBJECTIVE 2: Engage in discussions with the Utah Transit Authority to increase transit options in West Bountiful City (for example, feasibility of transit modes such as bus rapid transit or light rail, frequency of service, or locations of transit routes).

POLICY 1: Pursue agreements with the Church of Jesus Christ of Latter Day Saints for use of West Bountiful LDS meeting house parking lots as park-and-ride lots on weekdays. For instance, meeting house parking lots on 800 West (at both 311 North and 840 North) could be utilized as park-and-ride lots for riders of the #60 Woods Cross routes through West Bountiful into downtown Salt Lake City.

### **4.3 Existing Conditions**

This section describes each of the major transportation modes in West Bountiful, by identifying existing features for each mode and major issues that keep those modes from functioning as they should. Issues discussed in this section were raised during the extensive public involvement process conducted for this General Plan update, and were subsequently reviewed and investigated to better understand the problems. The Future Transportation Plan section later in this chapter provides recommendations on how these problems might be remedied.

#### **Traffic**

Major traffic routes in West Bountiful include:

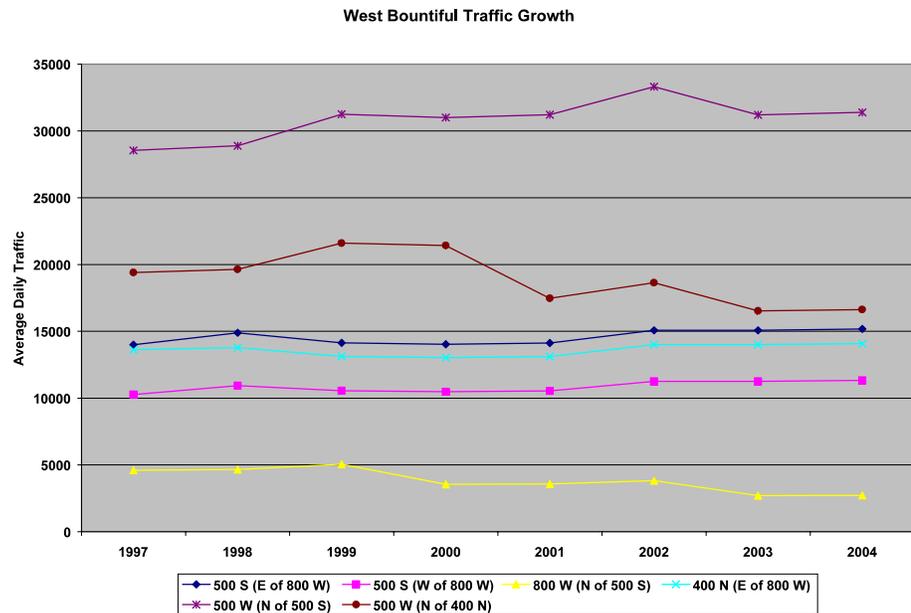
- Interstate 15 (I-15)
- 500 South
- 400 North
- Pages Lane (1600 North)
- Porters Lane (2200 North)
- 500 West
- 800 West
- 1100 West

The following table illustrates how average daily traffic volumes have changed on selected West Bountiful streets from 1997 – 2004.

	500 S (west of 800 W)	500 S (east of 800 W)	800 W	400 N (east of 800 W)	500 W (north of 500 S)	500 W (north of 400 N)
1997	10,275	13,995	4,610	13,620	28,545	19,405
1998	10,930	14,890	4,665	13,785	28,885	19,635
1999	10,557	14,145	5,050	13,125	31,250	21,598
2000	10,475	14,035	3,550	13,025	31,005	21,430
2001	10,545	14,126	3,575	13,115	31,210	17,465
2002	11,255	15,080	3,820	14,000	33,310	18,640
2003	11,255	15,080	2,711	14,000	31,200	16,530
2004	11,325	15,170	2,730	14,085	31,390	16,630

Source: Utah Department of Transportation's *Traffic on Utah Highways*

Figure 4.1 charts growth on West Bountiful streets from 1997 – 2004. It indicates a stable area indicating relatively slow growth in average daily traffic volumes – typically between



**Figure 4.1**

1 – 1.5% annually.

With the exception of I-15 and 500 West, most streets in West Bountiful are two lanes without a center median. Many have a rural cross section, without developed curb, gutter, parkstrip, and sidewalk.

*Issues Identified*

West Bountiful faces several traffic challenges. These include: a lack of north-south travel routes, railroad obstacles, significant truck traffic, and access onto 500 South from side streets. The following paragraphs outline these issues.

North-South Access

West Bountiful has two major north-south routes west of I-15: 800 West and 1100 West. North- and south-bound traffic is limited to these routes because no others extend through the City. While previous plans classified 800 West and 1100 West as a collector and a minor arterial, respectively, their land use and access characteristics do not reflect those classifications. Land uses along both streets are primarily residential. Each residential

property has its own access point onto the street, creating many conflict points between through-traffic and vehicles attempting to enter the traffic stream. Furthermore, given the rural atmosphere of West Bountiful, 800 West and 1100 West largely lack a fully-developed cross section, which would include pedestrian facilities and a buffer between pedestrians and street traffic. However, given the lack of other north-south options, 800 West and 1100 West must function as arterials simply because there are no local alternatives. The City should pursue development of other north-south alternatives. See Section 4.4 for further discussion of functional classification and organization of transportation networks.

#### Railroad Obstacles

The Union Pacific Railroad (UPRR) complicates east-west access. UPRR functions as a freight line along the Wasatch Front, and FrontRunner commuter rail will soon run parallel to UPRR. UPRR has at-grade crossings in West Bountiful at 500 South and Pages Lane. During peak traffic periods, train crossings cause queuing on either side of the railroad. Traffic also disperses through residential neighborhoods in an attempt to circumnavigate the trains. A particularly popular detour for eastbound traffic stopped at the Pages Lane crossing is 550 West – 660 West to access the 400 North I-15 overpass. This adds detour traffic to residential streets, and residents complain about speeders along this route.

#### Truck Traffic

Truck traffic in West Bountiful is primarily related to the landfill located on Pages Lane west of 1100 West. Landfill-related traffic, including a large number of trucks, frequently uses 1100 West to travel to and from the landfill. As stated previously, 1100 West is a residential street. This presents a safety concern along 1100 West, which lacks an adequate buffer between pedestrians and street traffic.

#### 500 South Accessibility

500 South is difficult to access from side streets. In West Bountiful west of I-15, both 800 West and 1100 West provide primary access onto 500 South from interior streets. Neither of these intersections is signalized. Drivers find it difficult to turn left onto 500 South at both of these locations, and vehicles attempting to access 500 South from side streets in Woods Cross experience similar problems.

#### **Transit**

Utah Transit Authority (UTA) provides public transit service along the Wasatch Front, including West Bountiful. Several transit routes serve West Bountiful City and the surrounding area. These routes are shown in the following table. Of these routes, #60 (Woods Cross) and #63 (West Bountiful) provide the most direct transit access to West Bountiful residents.

Route Number/Name	Nearest Stop to West Bountiful	Frequency	Hours of Operation
55 – U of U/Davis	500 South/Orchard Drive	30 – 60 minutes	4:45 a.m.– 10:00 p.m.
60 – Woods Cross	Along 800 West and 400 North	30 – 45 minutes	6:30 a.m. – 8:30 a.m.
		30 – 45 minutes	4:30 p.m. – 5:45 p.m.
63 – West Bountiful	Along Pages Lane, 800 West, Porter Lane, and 1250 West	30 – 45 minutes	6:15 a.m. – 8:30 a.m.
		30 – 45 minutes	4:30 p.m. – 6:45 p.m.
70 – Ogden Salt Lake Intercity	Main Street (Bountiful)	20 – 30 minutes (daytime hours)	4:00 a.m. – 1:00 a.m.
Source: Utah Transit Authority, 2006			

Route #60 and Route #63 primarily serve West Bountiful residents commuting to Salt Lake City for work. Both routes circulate three buses from West Bountiful to downtown Salt Lake City in the morning, and three buses in the opposite direction in the evening. The following table indicates 2006 average weekday ridership for these routes, as well as other transit routes that pass in close proximity to West Bountiful City.

Route	Direction	Average weekday ridership
55 – U of U/Davis	To Salt Lake City	570
	To Ogden	640
60 – Woods Cross	To Salt Lake City	76
	To Bountiful	52
63 – West Bountiful	To Salt Lake City	54
	To Centerville	48
70 – Ogden Salt Lake Intercity	To Salt Lake City	1,905
	To Ogden	1,769
Source: Utah Transit Authority, 2006		

*Issues Identified*

Transit-related comments made by West Bountiful residents in the public workshops focused on several issues. First, residents want off-peak transit service in West Bountiful, since Routes #60 and #63 only run in the a.m. and p.m. peak periods. Second, residents identified a need for more local circulation to the future commuter rail station located in Woods Cross. Third, residents expressed a need for park-and-ride lots in West Bountiful. The nearest park-and-ride lot is in Woods Cross at 790 West and 1500 South, and several others are located nearby in Centerville and Bountiful. However, opportunities may be available to add park-and-ride facilities in West Bountiful. See Section 4.4 for a discussion of potential transit improvements.

## **Bicycle and Pedestrian**

Bicycle and pedestrian facilities in West Bountiful are consistent with its rural nature. Many streets have two lanes of pavement plus a shoulder, but are without curb, gutter, sidewalk, parkstrip, or street trees. Newer subdivisions, located in interior areas of West Bountiful City, frequently have a more developed cross-section and include curb, gutter, sidewalk, and parkstrip. These improvements do not typically extend to the other major routes in West Bountiful City, such as 500 South, 400 North, 1000 North, Pages Lane, or Porters Lane.

### *Issues Identified*

On busier streets such as 800 West and 1100 West, the lack of complete infrastructure presents a dangerous situation for bicyclists and pedestrians. 800 West has sidewalk along its west side but not its east side. 1100 West has no sidewalks on either side of the street. It has a bicycle lane from 400 North to Pages Lane, but this has several deficiencies: it is only on the east side of the street, it does not extend southward to 500 South, and it is not the standard width for a bicycle lane (4' width at a minimum, but a greater width is preferred). See Section 4.4 for a discussion of recommended bicycle and pedestrian improvements.

## **4.4 Future Transportation Plan**

### **Roadway Network and Traffic Volumes**

#### Proposed Road Network

This document proposes few changes to West Bountiful's road network. The proposed functional classifications (discussed in the following section) vary minimally from the classifications identified in previous General Plan Transportation Elements. See Figure 1 for an illustration of proposed transportation improvements in West Bountiful identified in this general plan.

#### *700 West/800 West Alignment*

To allow for construction of the FrontRunner commuter rail, 800 West is now closed between 500 South and 700 South in Woods Cross. Formerly, 800 West connected West Bountiful and Woods Cross, but this connection has now been broken. West Bountiful City has engaged in workshops with the 500 South Environmental Assessment public involvement team, to seek a solution for this area. The solution preferred by West Bountiful is to re-align 800 West around the Holly Oil property, and tie it into 700 West in Woods Cross. 800 West would then be closed between roughly 400 South and 500 South, and that right-of-way would be transferred to Holly Oil. Holly Oil would then close their driveways on 500 South, accessing their property from the new 700 West alignment instead.

There are two major complications with this alignment. First, it requires an additional crossing of the UPRR tracks to tie back into 800 West north of Holly Oil. UPRR will not likely agree to an at-grade crossing, so a grade-separated crossing will probably be necessary. Second, the geometry required to tie 700 West into 800 West has a prominent horizontal over the UPRR tracks. A bridge structure of this alignment will be costly. It is not known, at this point, where funding for that bridge would come from.

#### *Proposed 1450 West Alignment*

A new collector is proposed at 1450 West, to increase the number of north-south routes in West Bountiful. 1450 West is a natural choice, for two reasons: it is the next logical connection, given the three-block spacing between 500 West, 800 West, and 1100 West; and it connects to the existing terminus of 400 North. 1450 West can have a rural cross-section, similar to the existing cross-section on 1100 West. 1450 West will not carry the

traffic volumes seen on 1100 West or 800 West, and is adjacent to the proposed agricultural preservation area. Therefore, the land uses surrounding it will not be developed in the same densities seen elsewhere in West Bountiful. This road will serve primarily as an additional option for traffic attempting to reach 500 South and the Legacy Parkway.

*Proposed 220 North - 650 W Alignment*

A new residential street is proposed that would connect the existing 220 North roadway to 650 West. This new roadway would correct a nonconforming cul-de-sac at 220 North, by providing a second outlet, and would provide a connection to 800 West for these residential neighborhoods. The road would extend 220 North to the east, up to the western edge of the Union Pacific Railroad alignment. It would then turn north, follow the railroad tracks, travel under 400 North, and connect to 650 West. Residents in these neighborhoods may experience an increase in traffic since this alignment would create a greater connection to 800 West. The intersection with 650 West would need to be designed to allow for a proper 90 degree intersection, rather than the angle illustrated on the Future Transportation Map.

*Proposed Cross-Sections:*

In 2006, with the exception of 500 South, 500 West, and a handful of other streets, most of West Bountiful's transportation network has the same cross-section. This consists of two travel lanes and shoulders of varying widths, and does not typically include curb and gutter, parkstrip, sidewalk, or bike lanes. While West Bountiful has a unique rural identity which should be preserved, in some instances this conflicts with public safety issues. For instance, it is well-established that West Bountiful is limited to two primary north-south routes: 800 West and 1100 West. As development increases, these roads will experience more pressure, and bicyclists and pedestrians will be more at risk.

To reduce hazards to non-motorized transportation modes, bicycle lanes and sidewalks should be added to both sides of the street on 800 West and 1100 West. Bicycle lanes should be at least 4' wide (preferably 5'), and be marked in accordance with the Manual on Uniform Traffic Control Devices (MUTCD). Sidewalks should also be 4' wide at a minimum, and can be constructed according to existing design standards. 46' of pavement could accommodate two 11' travel lanes, 5' bicycle lanes, and a 7' shoulder for on-street parking.

If capacity becomes strained on these two-lane roads, restriping could add a small amount of capacity (see following table). 46' of pavement could also accommodate two 12' travel lanes plus a 12' center turn lane, as well as 5' bicycle lanes on both sides of the street. This cross-section would improve traffic flow by removing left-turning vehicles from the travel lane, thereby preventing traffic from queuing behind turning vehicles. However, widening further to add more capacity (i.e., two lanes of traffic per direction) is not optimal: these streets are primarily residential in nature, and the needs for access and relative quiet clash with additional traffic lanes. These modified cross-sections are not recommended for every road in West Bountiful, only those that carry comparatively more traffic and have insufficient accommodations for bicyclists and pedestrians. Residents and city officials may later wish to revisit whether accommodating bicyclists and pedestrians on other routes as well trumps the desire to maintain a rural atmosphere.

If West Bountiful City chooses to implement these cross-sections, drainage features should be re-evaluated as well. While a standard curb-and-gutter feature may be suitable on 800 West, it may not be appropriate on 1100 West. Furthermore, improvements on 800 West such as curb and gutter would require substantial upgrades to the drainage system. If curb and gutter is implemented along 800 West, the City should evaluate the impact of curb and gutter on the drainage system and evaluate the associated costs.

On 1100 West, maintaining sheet flow may be more appropriate in addressing drainage issues (see Chapter 8, Public Utilities and Infrastructure). A cross section that maintains sheet flow on 1100 West would also help maintain a rural aesthetic in this part of the City. Again, detailed calculations of storm water runoff would need to be developed in evaluating the appropriate drainage features associated with a typical new cross section for 1100 West.

### Functional Classification

The purpose of functional classification is to organize a roadway system into a hierarchy. This hierarchy allows for varying degrees of functionality: some streets maximize access to adjacent properties, while others limit access in favor of maintaining high travel speeds. As the functional classification of a facility increases, more restrictions are placed on access. If mobility is the primary function, access should be limited; if access is the primary function, mobility will be limited. There are five functional classes of roads in West Bountiful: freeways, principal arterials, minor arterials, collectors, and local streets. These five classes are described below. Following these descriptions is a table identifying the functional classifications of major West Bountiful Streets.

#### *Freeways:*

Freeways serve mobility rather than access, have interchanges at one-mile intervals, and accommodate high speeds (55 mph or higher). In West Bountiful, both Interstate 15 and Legacy Parkway qualify as freeways. They provide no access to adjacent properties, and link West Bountiful to major regional and national destination points. Currently under construction, the Legacy Parkway will extend from I-215 in Salt Lake County to the SR-89 interchange at Park Lane in Farmington. Legacy Parkway will have two lanes per direction, with interchanges at I-215, 2600 South, 500 South, Parrish Lane, and SR-89. Legacy Parkway will have a 55 mph speed limit, and a ban on large trucks until 2020. In addition, I-15 reconstruction is likely in the area in the future. While a draft environmental document was completed in 1998 for expansion of this segment of I-15, further environmental documentation will be needed prior to I-15 expansion here.

#### *Principal Arterials:*

These roads move traffic within Davis County, and provide direct access to freeways. 500 South is an example of a principal arterial in West Bountiful. 500 South is also classified by UDOT as a Regional Urban or Regional Priority Urban facility (depending on segment). These facilities may have signals every half-mile, with streets spaced 660' apart. They are typically located in urban areas, and can accommodate moderate speeds (45 mph or higher) and moderate to high traffic volumes. 500 South will be improved to a five-lane cross section (two lanes per direction and a two-way left-turn median). 500 West is also a principal arterial in West Bountiful, and is classified by UDOT as a Regional Priority Urban facility.

#### *Minor Arterials:*

These arterials perform a function similar to principal arterials, but allow more access to adjacent properties. These streets typically have approximately 80' in right-of-way, and connect to major arterials at intersections. While several streets in West Bountiful function as minor arterials, the land uses along these corridors indicate that they were not intended to serve this purpose. For instance, both 800 West and 1100 West serve as minor arterials. They connect traffic from collectors and local streets onto principal arterials such as 500 South, from which traffic can access the freeway or other parts of the region. However, land uses along both 800 West and 1100 West are primarily residential. Many driveways access these streets, conflicting with traffic. As mentioned earlier in this section, both 800 West and 1100 West must play a major role in the transportation network that was likely never intended, simply because there are no other local north-south options. Other examples of minor arterials in West Bountiful include Pages Lane and 400 North.

*Collectors:*

Collectors function as providers of both mobility and access to residential and commercial areas of the City. Collectors are typically spaced at ½-mile intervals or shorter distances, and have intersections placed 300' apart. Speeds on collector streets are limited to 25 – 30 mph. Right-of-way widths on West Bountiful collectors range from 56' – 66'. 1000 North, Porters Lane, and 660 West are all examples of collectors in West Bountiful.

*Local Streets:*

Local streets are the lowest functional classification, providing the highest level of access and the least mobility. Movement on local streets typically channels to collectors and onward through the street hierarchy. Trips on local streets are generally short, and traffic volumes are relatively low. Through traffic should be discouraged on local streets, and speeds should be no higher than 25 mph.

<b>Table 4.4</b>	
<b>Functional Classification</b>	<b>West Bountiful Examples</b>
Freeway	Interstate 15, Legacy Parkway
Principal Arterial	500 South, 500 West
Minor Arterial	800 West, 1100 West, Pages Ln, 400 North
Collector	Porter Ln, 1000 North, 550 West, 600 West, 640 West, 660 West
Local	Jessie's Meadow Way, 900 West, Millbridge Ln, 900 West

Future Traffic Volumes

As previously discussed earlier in this Transportation Element, historical volumes came from Traffic on Utah Highways, a manual which is updated by UDOT. Volumes are available for all state roads, as well as any road which receive federal or state funding. Future year 2030 traffic volumes are shown in the following table. The future volumes were generated using the Wasatch Front Regional Council's Travel Demand Model, and assume that the transportation improvements identified in the current Long Range Plan have been implemented.

<b>Table 4.5</b>						
<b>Section</b>	500 S (west of 800 W)	500 S (east of 800 W)	800 W	400 N (east of 800 W)	500 W (north of 500 S)	500 W (north of 400 N)
<b>2030 Volume</b>	12,000 – 15,000	13,000 – 16,000	4,000 – 7,000	16,000 – 19,000	18,000 – 21,000	10,000 – 13,000
Source: SR-68 500 South Environmental Assessment Traffic Report, March 2006						

According to the model volumes, traffic will increase a small amount on most streets in West Bountiful, but will decrease on 500 West. This is because the model accounts for improvements such as the Legacy Parkway, FrontRunner commuter rail, and I-15 expansions. These will relieve pressure on some local streets.

Response to Issues Identified

*North/South Access:*

There are limited ways to easily remedy this issue. Prior master planning documents identified a potential Redwood Road extension north of 500 South, connecting to Porters Lane. However, the proposed future land use plans generated for this General Plan update retain large tracts of land for agricultural purposes in the western portion of West Bountiful. Constructing a road in this location would not complement agricultural uses, nor would it be an efficient use of resources to build a road where development is not slated to occur. North-south access will continue to be limited to 800 West and 1100 West. West Bountiful can, however, take steps to mitigate negative effects on these and other streets. The cross-sections identified in the preceding section will improve safety for bicyclists, pedestrians, and West Bountiful residents along these streets.

*Railroad Obstacles:*

While waiting for trains to pass is an inconvenience, the underlying issue (as gleaned from the public workshops) relates to traffic calming. Impatient drivers at Pages Lane, wishing to avoid train crossings, speed through neighborhoods along 550 West and 660 West to cross over I-15 at 400 North. West Bountiful can pursue traffic calming programs such as a Neighborhood Traffic Management Program to address these issues. An example of a Neighborhood Traffic Management Program is provided as an Appendix to this General Plan update.

*Truck Traffic:*

While truck traffic was a prominent concern in the public workshop comments, it will become less of an issue when Legacy Parkway is completed. Legacy Parkway will block access from Pages Lane to the landfill. The primary truck route to the landfill will be the frontage road west of Legacy Parkway, which connects to 500 South. This will noticeably reduce the amount of landfill-related truck traffic on West Bountiful's interior streets.

*500 South Accessibility:*

The SR-68 500 South Environmental Assessment found that two major intersections in West Bountiful meet FHWA warrants for signalization: 800 West/500 South, and 1100 West/500 South. However, while signalizing these intersections would improve access onto 500 South from side streets, it may affect continuity in the corridor. In addition, the south leg of the 800 West/500 South intersection will soon be eliminated to accommodate commuter rail. This may alter travel patterns, and signalization of these intersections should be re-evaluated after construction of improvements on 500 South.

**Future Transit Networks**

Commuter Rail

The most significant change anticipated in West Bountiful's transit network is the FrontRunner commuter rail. FrontRunner will extend between Weber County and Salt Lake City, for a length of 44 miles. Stations in Davis County include the Woods Cross station near 700 West and 700 South, and the Farmington station east of the Park Lane bridge. The trains will operate on 20 minute headways during the a.m. and p.m. peak periods, and on 40 minute headways throughout the remainder of the day. The Woods Cross station is the closest station for West Bountiful residents. Concept plans provided in the Final Environmental Impact Statement (FEIS) for commuter rail show 780 parking stalls planned. Commuter rail is currently under construction and UTA anticipates that commuter rail will open by late 2008.

The FEIS also provided ridership forecasts. According to the FEIS, transit ridership on commuter rail is anticipated to be approximately 5,900 riders per day between Pleasant View and Salt Lake City when commuter rail opens. This is projected to increase to 12,600 riders per day in 2030. These figures were derived from the Wasatch Front

Regional Council’s Travel Demand Model (July 2003 version). The following table illustrates southbound and northbound boardings for opening day, as well as projected boardings for 2030. The table includes the two stations nearest to West Bountiful (Woods Cross and Farmington) in addition to the other stations on the line.

<b>Table 4.6</b>				
	<b>SB Boardings</b>		<b>NB Boardings</b>	
<b>Station</b>	<b>Opening Day</b>	<b>Year 2030</b>	<b>Opening Day</b>	<b>Year 2030</b>
Salt Lake City Intermodal Hub	N/A	N/A	1,693	1,791
North Temple	0	93	0	790
Woods Cross	305	1,145	67	306
Farmington	390	711	204	192
Layton	284	705	155	473
Clearfield	113	863	616	664
Roy	201	215	27	37
Ogden	1,353	1,864	150	295
Pleasant View	272	671	N/A	N/A
Source: Utah Transit Authority Weber County to Salt Lake City Commuter Rail Project FEIS				

Response to Issues Identified

*Local Bus Circulation:*

Once FrontRunner is in operation, UTA will reevaluate local transit connections to the commuter rail stations. At that time, West Bountiful should engage in discussions with UTA about residents’ needs for additional transit service. Other current long range plans as indicated by WFRC include high frequency bus service along 500 South, and the study of other high-capacity transit options in south Davis County. The South Davis Transit Study was funded as part of the Legacy Parkway settlement in late 2005, and will examine the viability of locating high-capacity transit options such as light rail or bus rapid transit in the southern part of Davis County.

*Park-and-Ride Lots:*

Meanwhile, other opportunities exist to make transit more viable and convenient for West Bountiful residents. Park-and-ride lots are currently nonexistent in the City but could be added. The nearest park-and-ride lots are located in Woods Cross, Bountiful, and Centerville. However, LDS ward houses are frequently used elsewhere along the Wasatch Front as park-and-ride facilities during the work week. In fact, two wards on 800 West are particularly well-suited to be park-and-ride facilities. The bus routes accessible in West Bountiful City (#60 – Woods Cross, and #63 – West Bountiful) both travel down 800 West, and could stop at these parking lots to pick up passengers. West Bountiful should pursue agreements with the managers of these properties to provide this convenience to transit riders.

## **Future Bicycle and Pedestrian Networks**

As previously discussed in this Transportation Element, facilities for bicyclists and pedestrians are inconsistent in West Bountiful. Issues identified in the “Existing Conditions” section focused on inconsistent and incomplete infrastructure networks for bicycle and pedestrian facilities. However, opportunities exist to add these facilities throughout the City, in forms that are both locally and regionally significant.

### Response To Issues Identified

#### *Bike Lanes:*

Currently there is one bike lane in West Bountiful, from 400 North to 1600 North on 1100 West. It exists only on the east side of the street, it does not connect to any other noteworthy bicycle facilities, and it is of a substandard width for a bike lane. With the opening of commuter rail in 2008, new opportunities will arise for commuters to leave their cars at home and use alternative modes of transportation. Adding standard bike lanes to 1100 West, 800 West, and 500 South provide accommodations for bicycle commuters to reach the Woods Cross commuter rail station. The proposed cross-sections identified earlier in this section would provide a 4.5'-wide bicycle lane between the travel lanes and the shoulder or on-street parking areas.

#### *The Legacy Parkway Trail:*

The Legacy Parkway Trail will link communities along the Legacy Parkway alignment and provide a regional facility for non-motorized transportation modes, whether they are bicyclists, pedestrians, or equestrians. It will provide a valuable connection for commuters from other cities to reach 500 South and the commuter rail station. In addition, West Bountiful’s proposed trail networks should tie into the Legacy Parkway Trail (see the section on Parks and Open Space for a discussion of recreational trails in West Bountiful). Overall, West Bountiful’s proposed trail network plus the Legacy Parkway Trail will create more opportunities for non-motorized users, and become an asset to the community.

#### *Pedestrian Activity Centers:*

It is understood that West Bountiful residents wish to retain a rural feel to their community, and part of that is reflected in a semi-undeveloped cross section that lacks curb/gutter, parkstrips, and sidewalks typically found in other communities. This plan does not propose replacing existing street cross-sections throughout town with a more developed version. However, in areas of West Bountiful that experience higher levels of pedestrian traffic, it would be prudent to consider improving pedestrian facilities. For example, the neighborhood surrounding 800 West and 400 North has several community facilities nearby (i.e., City Hall, West Bountiful Elementary, and an LDS ward house) that likely generate more pedestrian traffic than other areas of the City. Future pedestrian infrastructure improvements (such as adding missing lengths of sidewalk, retrofitting to meet ADA requirements, or repairing substandard sidewalk) should be prioritized to focus on areas like this. For instance, areas within one-quarter mile of a school (or other similar pedestrian activity generator) should be a high priority for completing missing sidewalk infrastructure; areas within one-half mile should be a medium priority; and areas outside one-half mile should be a lower priority.

## **4.5 Tools and Implementation Strategies**

### **Adopt a Neighborhood Traffic Management Program (NTMP)**

A NTMP identifies and prioritizes neighborhood traffic concerns. It should utilize successfully tested methods, and can be implemented on a temporary or permanent

basis. If enforcement and education efforts fail to reduce speeds, physical traffic calming elements could be a solution. See the Appendix for an example of a NTMP.

**Investigate potential funding sources for a new 700 West – 800 West alignment**

Several funding sources are available for transportation improvements, and can be applied for through the Statewide Transportation Improvement Plan. The Surface Transportation Program, Class B and C funds, and local government revenues are all possible sources for construction funds for a new alignment. The City should also examine a public-private partnership with Holly Oil as a potential funding mechanism.

**Sign shared-use agreements with LDS ward houses for park-and-ride lots**

As stated earlier in this section, LDS ward house parking lots are frequently used as park-and-ride lots during the work week. West Bountiful has two opportunities along 800 West to add park-and-ride lots, and should pursue these agreements.



## **V. SOCIOECONOMICS**



## **5.1 Background and Introduction**

### **Vision Statement**

The City will build on its current positive image and quality of life to maintain its position as a residential community, offering a rural feeling with urban services. The City will continue to build on its strong retail economic base, through additional regional retail development, as well as expansion of neighborhood retail services. Business park and office development will also be pursued, along with lifecycle housing and expanded community amenities.

## **5.2 Goals and Objectives**

### **GOAL 1: Provide a strong economic base for West Bountiful City.**

OBJECTIVE 1: Develop and maintain an environment between existing businesses and the City which fosters growth and development that is mutually beneficial to the City and businesses.

POLICY 1: Ensure that City regulations are open and streamlined, so that they encourage the retention and expansion of existing businesses. Provide services in a timely manner, while ensuring that businesses pay for their fair share of services provided. Where enhanced levels of services may be desired, allow for the creation of business improvement districts, as needed, in order to provide appropriate levels of service.

OBJECTIVE 2: Encourage regional retail development at 500 West and 400 North.

POLICY 1: Actively develop regional retail development along 500 West in order to best position West Bountiful City in the regional retail market area. The City will consider appropriate incentives, tax abatement and other assistance as needed in order to attract the highest level of regional retail to this area.

OBJECTIVE 3: Encourage business park development on near Legacy interchange or in designated annexation areas.

POLICY 1: Consider appropriate business park/light industrial zoning near Legacy interchange, as well as the potential annexation of land, as needed, into the City.

### **GOAL 2: Promote the welfare of West Bountiful City residents by providing convenient access to neighborhood goods and services.**

OBJECTIVE 1: Allow for small-scale neighborhood retail establishments in appropriately zoned areas West of I-15 to meet resident needs.

POLICY 1: Allow for small-scale neighborhood retail development in designated area(s) west of I-15 to accommodate resident needs.

OBJECTIVE 2: Establish clear guidelines regarding the ability to conduct business from home.

POLICY 1: Establish clear policies that allow for appropriate home businesses and that encourage cottage industries. Respect of the character of residential neighborhoods and do not allow for home businesses with undue levels of traffic,

noise, unusual hours of operation, unsightly appearance or disruption of neighborhoods.

**GOAL 3: Redevelop areas which are economically depressed, blighted, or incompatible with surrounding land uses.**

OBJECTIVE 1: Eliminate blighted and unsightly areas within the City, while encouraging appropriate economic growth of these areas.

POLICY 1: Study and provide appropriate assistance to areas in need of redevelopment or economic development assistance.

**5.3 Existing Conditions**

**Population**

Based on information provided by the Governor’s Office of Planning and Budget, West Bountiful has a year 2005 population of 4,675 persons. However, West Bountiful City officials feel that the actual population may be closer to 5,200. The Governor’s Office of Planning and Budget projects that in the year 2010 the population will reach 4,649 persons, suggesting that population growth will be flat. However, West Bountiful City is aware of several landowners who are planning to develop their land. Therefore, the projections by the Governor’s Office of Planning and Budget are likely somewhat understated. West Bountiful will reach buildout at a population of approximately 8,000 persons.

**Davis County Projected Population Growth  
Table 5.1**

	2000	2005	2010	2020	2030	2040	2050	Average Annual Growth Rate 2005 - 2010	Average Annual Growth Rate 2010 - 2020
<b>Davis County</b>	238,994	276,374	304,502	352,320	382,219	404,170	424,177	2.0%	1.5%
Bountiful City	41,301	41,821	42,353	44,439	45,208	46,370	47,813	0.3%	0.5%
Centerville City	14,585	15,133	15,266	16,715	17,695	18,590	19,566	0.2%	0.9%
Farmington City	12,081	13,960	14,933	18,974	21,234	22,103	23,083	1.4%	2.4%
North Salt Lake City	8,749	10,376	12,257	13,397	13,642	14,004	14,449	3.4%	0.9%
West Bountiful City	4,484	4,675	4,649	5,403	6,441	7,476	8,495	-0.1%	1.5%
Woods Cross City	6,419	8,676	9,237	9,959	10,283	10,547	10,875	1.3%	0.8%
<b>South Davis County</b>	87,619	94,641	98,695	108,887	114,503	119,090	124,281	0.8%	1.0%

Source: <http://governor.utah.gov/dea/05BaselineCityProj.xls>

Overall, northern Davis County is projected to grow more rapidly than the southern part of the County. Within the southern portion, the most rapid growth is expected to occur in North Salt Lake City and Farmington. The slowest growth is projected for Bountiful, which is nearing buildout, with little land available for future growth.

**Age**

West Bountiful’s median age of 26.9 years is similar to the Davis County median of 26.8, as well as the Utah median age of 27.1. At 35.3 years, the median age throughout the nation is significantly older.

The population pyramids (Figures 5.1 and 5.2) show that, in comparison to Davis County overall, West Bountiful has a proportionately smaller number of young families and older-age (retired) families, but a larger percentage of middle-age persons. A partial explanation for this discrepancy may be that 60 percent of the current housing units were built in the 1970 and 1980's; houses that were purchased as starter homes by the current residents have appreciated, causing the price to be too high for younger buyers. The lower percentage in the older-age population could also be a reflection of the current housing supply and the lack of town homes and condominiums in West Bountiful.

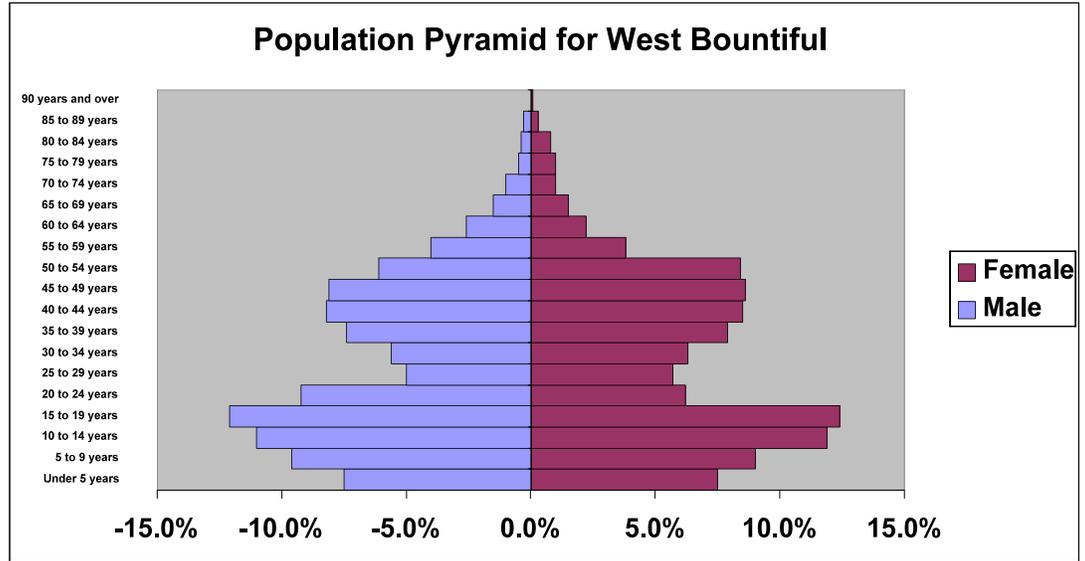


Figure 5.1

\*Source: U.S. Census 2000

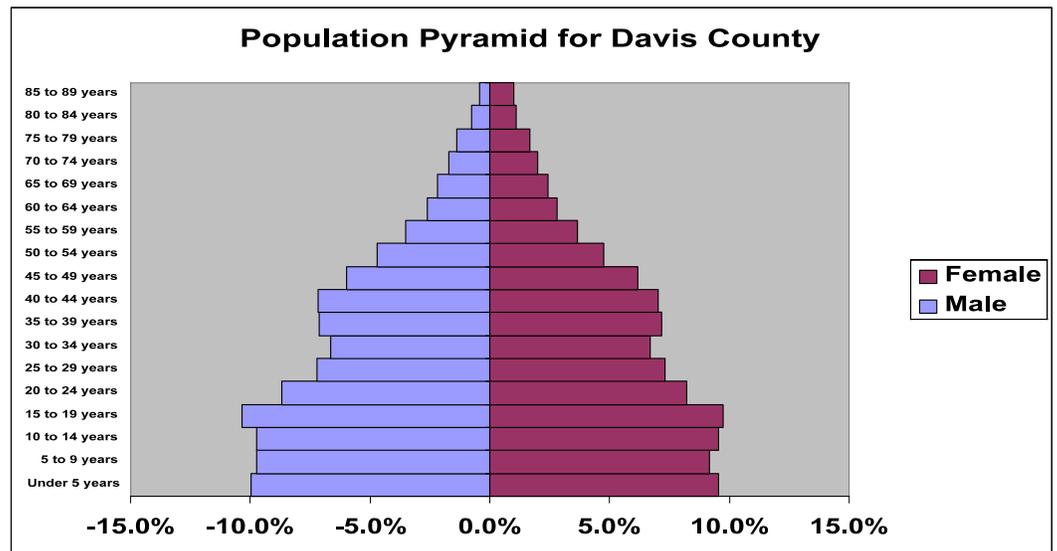


Figure 5.2

\*Source: U.S. Census 2000

### Household Characteristics

#### Household Size

According to the United States Census 2000, West Bountiful City had a total of 1,282 housing units, with an average of 3.59 persons per household. West Bountiful's

household size is significantly larger than the Utah average of 3.1, and reflects the relatively larger population of children and teenagers living in West Bountiful. The United States has an average household size of 2.59 – on average, one less person per household than in West Bountiful.

**Household Structure**

The major change in household structure, as shown by comparing 1990 and 2000 United States Census data, is the decline in related children living in married-couple families – from a total of 62 percent in 1990 to 48 percent in 2000. This reflects the aging of the population in West Bountiful, with many of those children likely moving away from home.

**Table 5.2  
West Bountiful Household Structure**

<b>West Bountiful</b>	<b>1990 Household Size and Type</b>	<b>1990 Percentage</b>	<b>2000 Household Size and Type</b>	<b>2000 Percentage</b>
1 person:	1,101	100.0%	1,250	100.0%
Male householder	40	3.6%	51	4.1%
Female householder	58	5.3%	64	5.1%
2 or more persons:				
Family households:				
Married-couple family:				
With related children	681	61.9%	603	48.2%
No related children	210	19.1%	358	28.6%
Other family:				
Male householder, no wife present:				
With related children	15	1.4%	19	1.5%
No related children	7	0.6%	12	1.0%
Female householder, no husband present:				
With related children	52	4.7%	65	5.2%
No related children	23	2.1%	45	3.6%
Nonfamily households:				
Male householder	9	0.8%	16	1.3%
Female householder	6	0.5%	17	1.4%

\*U.S. Bureau of the Census: 1990 and 2000 Census of population and Housing

The same trend holds true for Davis County, although it is not as pronounced as in West Bountiful, where the percentage of married-couple families with related children at home decreased from 47 percent in 1990 to 42 percent in 2000.

**Table 5.3  
Davis County Household Structure**

Davis County	1990 Household Size and Type	1990 Percentage	2000 Household Size and Type	2000 Percentage
1 person:	53,598	100.0%	71,201	100.0%
Male householder	3,126	5.8%	4,417	6.2%
Female householder	3,984	7.4%	5,280	7.4%
2 or more persons:				
Family households:				
Married-couple family:				
With related children	25,258	47.1%	29,673	41.7%
No related children	14,090	26.3%	20,768	29.2%
Other family:				
Male householder, no wife present:				
With related children	782	1.5%	1,323	1.9%
No related children	429	0.8%	961	1.3%
Female householder, no husband present:				
With related children	3,702	6.9%	4,238	6.0%
No related children	1,091	2.0%	2,310	3.2%
Nonfamily households:				
Male householder	754	1.4%	1,370	1.9%
Female householder	382	0.7%	861	1.2%

\*U.S. Bureau of the Census: 1990 and 2000 Census of Population and Housing

**Ethnic Background**

Non-whites in West Bountiful represent 3.8 percent of the population, which is approximately half of the proportion for the rest of the county (7.7 percent). The largest non-white group is the Hispanic population (Hispanic referring to ethnicity, not to race). The Hispanic population in West Bountiful is approximately two percent of the population. The next largest race is the Asian and the Native Hawaiian or Pacific Islanders, who each have 0.6 percent of the population.

**Income**

The median income for West Bountiful in 1999 was \$61,063; adjusting this figure to account for inflation, the 2006 median income would be \$68,886. The Davis County median for 1999 was slightly lower at \$58,329 and the state median was significantly lower at \$45,726. Table 5.4 shows the distribution of incomes in West Bountiful and its bordering cities. There are a greater proportion of households in West Bountiful with incomes between \$60,000 and \$100,000 than in the surrounding cities; there is a smaller percentage of households with incomes greater than \$100,000 than in Bountiful and Centerville. Woods Cross appears to have the smallest percentage of households with incomes greater than \$100,000.

	<b>West Bountiful City</b>	<b>Bountiful City</b>	<b>Centerville City</b>	<b>Woods Cross City</b>	<b>Davis County</b>
Total:	1,310	13,319	3,985	1,967	71,115
Less than \$10,000	3.7%	4.1%	2.3%	3.9%	3.4%
\$10,000 to \$14,999	2.1%	2.6%	1.1%	2.7%	3.0%
\$15,000 to \$19,999	1.5%	3.9%	3.1%	5.4%	4.0%
\$20,000 to \$24,999	1.7%	4.8%	4.4%	7.8%	4.8%
\$25,000 to \$29,999	6.9%	5.2%	3.7%	5.9%	5.1%
\$30,000 to \$34,999	2.7%	5.2%	6.1%	5.8%	6.3%
\$35,000 to \$39,999	3.4%	6.4%	5.4%	5.5%	6.5%
\$40,000 to \$44,999	7.7%	5.3%	4.0%	9.9%	6.3%
\$45,000 to \$49,999	6.0%	5.1%	4.9%	7.3%	5.9%
\$50,000 to \$59,999	13.1%	11.3%	10.8%	12.5%	11.6%
\$60,000 to \$74,999	16.3%	12.8%	14.5%	18.0%	14.3%
\$75,000 to \$99,999	23.3%	14.2%	21.9%	9.3%	14.7%
\$100,000 to \$124,999	7.9%	6.9%	8.9%	2.8%	6.8%
\$125,000 to \$149,999	2.2%	3.7%	3.6%	0.4%	2.9%
\$150,000 to \$199,999	0.0%	4.4%	3.4%	1.1%	2.4%
\$200,000 or more	1.6%	3.9%	2.1%	1.6%	2.0%

Source: U.S. Census Bureau 2000

**Education**

As household incomes increase, educational levels generally increase as well. However, this trend does not hold in West Bountiful where educational levels appear to be similar to, or slightly lower than, educational levels in Davis County as a whole. Incomes in West Bountiful are somewhat higher than household incomes countywide.

	<b>West Bountiful</b>		<b>Davis County</b>	
	<b>Number</b>	<b>Percent</b>	<b>Number</b>	<b>Percent</b>
Total	3,010		154,977	
Less than 9th grade	37	1.2%	2,287	1.5%
9th to 12th grade, no diploma	249	8.3%	13,247	8.5%
High school graduate	862	28.6%	39,339	25.4%
Some college, no degree	987	32.8%	49,620	32.0%
Associate degree	227	7.5%	13,146	8.5%
Bachelor's degree	490	16.3%	27,082	17.5%
Graduate or professional degree	158	5.2%	10,256	6.6%

\*Source: U.S. Census 2000

**Housing**

Housing characteristics are covered in depth in Chapter 6 of this General Plan.

**Employment**

Table 5.6 shows the industries found in West Bountiful. Trade, transportation and utilities is the largest category, with 664 employed; it is followed by manufacturing and then construction. Trade, transportation and utilities is also the industry with the largest number of firms in the West Bountiful area. Table 5.7 is a list of the largest employers within West Bountiful City limits.

**Wages and Salaries**

In 2004, the average wage in West Bountiful was \$2,385 a month. This is lower than the county and state average monthly salaries which are \$2,646 and \$2,641 respectively. The lower wages are due to the professional and business services industry as well as the trade, transportation and utilities industry paying lower than average wages. West Bountiful does have a stronger manufacturing and construction industry than the county or state.

Industry type	Number of Employees	Number of Establishments
Mining	0	0
Construction	277	24
Manufacturing	315	8
Trade, Transportation and Utilities	664	41
Information	D	D
Financial Activities	51	10
Professional and Business Services	95	16
Education and Health Services	D	D
Leisure and Hospitality	247	13
Other Services	176	18
Government	186	12
Source: Department of Workforce Services; LYRB		
Note: D = Non-Disclosure		

Business Name	Business Type
AppleBees	Restaurant
Café Rio	Restaurant
Carr Printing	Retail Trade
Chuck-A-Rama	Restaurant
Costco	Retail Trade

**Table 5.7**  
**West Bountiful's' Largest Employers**

<b>Business Name</b>	<b>Business Type</b>
H K Systems	Retail Trade
Ross Dress for Less	Retail Trade
Sahara Inc.	Retail Trade
Shopko	Retail Trade
Wingers	Restaurant
*Source: West Bountiful City Business Licenses; LYRB	
*Note: This information is in alphabetical order, rather than number employed.	

**Table 5.8**  
**Average Monthly Salary by Industry for West Bountiful Area in 2004**

<b>Industry type</b>	<b>West Bountiful</b>	<b>Davis County</b>	<b>Utah</b>
Mining	\$ -	\$3,287	\$4,606
Construction	\$2,939	\$2,803	\$2,589
Manufacturing	\$5,010	\$2,923	\$3,216
Trade, Transportation and Utilities	\$1,528	\$2,268	\$2,537
Information	D	\$2,924	\$3,489
Financial Activities	\$3,162	\$2,340	\$3,420
Professional and Business Services	\$2,044	\$3,172	\$3,001
Education and Health Services	D	\$2,267	\$2,436
Leisure and Hospitality	\$891	\$851	\$1,070
Other Services	\$2,540	\$2,069	\$1,960
Government	\$ 2,282	\$ 3,476	\$ 2,781
Source: Department of Workforce Services			

## **5.4 Future Socioeconomic Plan**

### **Key Issues**

#### Neighborhood Retail

There are opportunities for the development of neighborhood goods and services in West Bountiful, especially a grocery store. The City is currently capturing only 50 percent of grocery purchases by its residents; a grocery store within the City could add \$50,000 to \$60,000 annually to the City's tax base. Other retail categories with significant leakage include: sporting goods; stationery; jewelry; sewing and needlework; hobby, toy and game; and personal services.

**Regional Retail**

With the addition of Costco, West Bountiful has firmly established itself as a regional retail destination. Other major retailers in the City in apparel, books, and general merchandise also have a regional draw from southern Davis County. The major competitive site to The Commons at West Bountiful is in Centerville (anchored by Super Target and Home Depot). Because of limited population growth projected in the primary market area over the next ten years, it will be important for The Commons to position itself competitively in comparison to major retail areas in Centerville.

West Bountiful, Bountiful, Woods Cross, and North Salt Lake are all showing significant sales leakage (i.e., purchases made by residents outside of their local communities) in the building and garden retail category. This suggests that there is the potential for a building and garden center in West Bountiful – a major retailer that could compete well with Home Depot in Centerville.

**Business Park**

A business park could be located in the proximity of 5<sup>th</sup> South and Legacy Highway. I-15, 5<sup>th</sup> South and Legacy would all provide good access to the park, although truck traffic is not allowed on Legacy. In terms of economic development, convenient access from 5<sup>th</sup> South is important in order to facilitate a business park in this area. West Bountiful will also want to consider the creation of an economic development area (EDA) or community development area (CDA) in order to use tax increment funds for improving infrastructure in this area of the City.

**500 South**

As Legacy is developed, 500 South will become even more of a key gateway for West Bountiful City. It is important that this entryway be visually attractive and well-maintained. Code enforcement is particularly important along this corridor. 500 South also provides retail opportunities for the City, in addition to the regional retail at 500 West and 400 North.

**Retail Development**

Existing retail sales in West Bountiful have been compared with retail sales in surrounding cities in southern Davis County. For purposes of comparison, we have calculated a capture rate for each city. The capture rate reflects the estimated percentage of sales currently made by residents of each city within their own city boundaries. Capture rates in excess of 100 percent indicate that a retail category is attracting residents from outside of city boundaries; capture rates of less than 100 percent suggest that residents are leaving the community to make their purchases elsewhere. While tourism can distort these numbers, these communities are not tourist destinations; therefore, the capture rates should be fairly accurate. Note that figures are not available for retail categories that have less than four outlets. For example, in the table below, there are no capture rates available for general merchandise in Centerville, although we assume this figure to be fairly high due to the Super Target located there. Areas with high capture rates (for which data is available) have been highlighted in Table 5.9.

**Table 5.9  
Comparative Capture Rates  
Based on Major SIC Code Categories**

	West Bountiful	Bountiful	North Salt Lake	Farmington	Woods Cross	Centerville	Combined Total
Building and Garden	0.1%	15.5%	9.8%	N/A	17.1%	<b>593.6%</b>	N/A
General Merchandise	<b>273.9%</b>	N/A	N/A	N/A	84.0%	N/A	N/A
Food Stores	49.6%	<b>174.1%</b>	<b>129.8%</b>	<b>107.1%</b>	40.5%	<b>226.3%</b>	144.5%
Motor Vehicle Dealers	<b>104.6%</b>	<b>174.3%</b>	<b>322.9%</b>	N/A	<b>1167.2%</b>	<b>140.8%</b>	N/A
Apparel and Accessories	<b>898.0%</b>	50.6%	N/A	0.6%	N/A	1.5%	N/A
Furniture (includes electronics and appliances)	<b>116.8%</b>	40.4%	26.0%	6.1%	40.2%	40.6%	32.9%
Eating Places	<b>181.6%</b>	91.4%	98.1%	29.9%	<b>102.9%</b>	<b>119.5%</b>	89.1%
Miscellaneous Retail	<b>209.5%</b>	83.8%	53.9%	22.7%	42.6%	64.6%	67.4%
Hotels and Lodging	109.6%	N/A	N/A	N/A	<b>148.6%</b>	N/A	N/A
Personal Services	42.2%	<b>127.0%</b>	75.7%	47.4%	1.1%	41.9%	75.3%
Business Services	13.3%	45.4%	<b>353.3%</b>	54.4%	15.2%	30.0%	67.2%
Auto and Misc. Repair	<b>131.8%</b>	69.8%	<b>372.3%</b>	14.3%	<b>251.3%</b>	60.6%	107.1%
Entertainment and Amusement	97.0%	48.0%	68.1%	<b>931.9%</b>	4.0%	11.5%	166.4%

Source: Utah State Tax Commission; LYRB

West Bountiful has a strong retail base in the following retail categories: general merchandise (big box and dollar stores), apparel and accessory, eating places, furniture (appliances, radio, TV and electronic), motor vehicle dealers, miscellaneous retail (book stores, gift, novelty and souvenirs), hotels and lodging, and auto and miscellaneous repairs. West Bountiful can build upon these strengths, as well as encourage new business in areas where capture rates are currently low.

The leakage analysis shows that West Bountiful City is currently capturing only fifty percent of grocery sales. Grocery purchases are considered “neighborhood retail” – purchases that people make frequently and where convenience and location are of top importance. The addition of a grocery store in West Bountiful would not only increase the quality of life in the community, but would also add significantly to the community’s sales tax base. Grocery store sales in Utah average between \$10 and \$12 million per year, adding between \$50,000 and \$60,000 to local tax revenues annually.

There is also good potential for a building and garden store in West Bountiful. There is significant leakage in this category not only in West Bountiful, but also in Bountiful, North Salt Lake and Woods Cross. Centerville is now capturing the bulk of these sales, largely due to Home Depot. If West Bountiful is to compete against such a strong retailer, it will need to attract a large company such as Lowe’s. The West Bountiful site is located more conveniently to Woods Cross, North Salt Lake, and most parts of Bountiful than is the Centerville site.

Other areas with significant leakage include: sporting goods; stationery; jewelry; sewing/needlework; hobby, toy and game; and personal services. Overall, however, West Bountiful City has a retail capture rate of 164 percent. It is important to recognize that the community has done an exceptional job of building a strong retail base in the competitive marketplace of southern Davis County. The following table gives a more detailed breakdown (by minor SIC code) of estimated leakage in West Bountiful.

<b>Table 5.10                      West Bountiful City                      Leakage by Minor &amp; Major SIC Code                      CY 2005</b>			
<b>Category</b>	<b>Per Capita</b>	<b>Total</b>	<b>Capture Rate</b>
Lumber & Other Building Materials	-\$587.64	-\$2,747,236	0%
Paint Glass and Wallpaper	-\$38.97	-\$182,163	2%
Hardware Stores	-\$136.17	-\$636,582	0%
Nurseries and Garden Stores	-\$23.58	-\$110,232	0%
Mobile Home Dealers	-\$7.37	-\$34,456	0%
<b>TOTAL BUILDING &amp; GARDEN</b>	<b>-\$793.79</b>	<b>-\$3,710,952</b>	<b>0%</b>
Department Stores	\$2,560.72	\$11,971,365	261%
Variety Stores	\$353.02	\$1,650,366	607%
Misc General Merchandise	\$26.87	\$125,617	179%
<b>TOTAL GENERAL MERCHANDISE</b>	<b>\$2,940.61</b>	<b>\$13,747,347</b>	<b>274%</b>
Grocery Stores	-\$922.71	-\$4,313,692	8%
Other Food Stores	\$16.35	\$76,416	124%
Convenience Stores	\$268.72	\$1,256,269	238%
<b>TOTAL FOOD STORES</b>	<b>-\$637.65</b>	<b>-\$2,981,007</b>	<b>50%</b>
New and Used Car Dealers	-\$1,039.56	-\$4,859,922	3%
Used (only) Car Dealers	\$939.20	\$4,390,767	624%
Auto and Home Supply	-\$58.09	-\$271,556	61%
Gasoline Service Stations	\$185.93	\$869,246	297%
Boat Dealers	-\$22.11	-\$103,374	0%
Recreation and Utility Trailer	-\$51.50	-\$240,770	0%
Motorcycle Dealer	\$140.62	\$657,387	344%
Automotive Dealers	-\$18.44	-\$86,192	0%
<b>TOTAL MOTOR VEHICLE DEALERS</b>	<b>\$76.06</b>	<b>\$355,585</b>	<b>105%</b>
Men's and Boy's Clothing	-\$16.68	-\$77,960	0%
Women's Clothing Stores	-\$41.19	-\$192,575	0%
Women's Accessory and Spec.	-\$32.52	-\$152,022	0%
Children's and Infant's Wear	-\$12.12	-\$56,639	0%
Family Clothing Stores	\$2,637.08	\$12,328,354	1307%
Shoe Stores	\$327.53	\$1,531,186	973%
Misc. Apparel and Accessory	\$140.48	\$656,760	895%
<b>TOTAL APPAREL &amp; ACCESSORY</b>	<b>\$3,002.56</b>	<b>\$14,036,985</b>	<b>898%</b>
Furniture and Home Furnishings	-\$109.62	-\$512,452	67%
Household Appliances	\$314.66	\$1,471,028	1301%
Radio, TV and Electronic	\$52.28	\$244,393	147%
Computer and Software Stores	-\$105.60	-\$493,658	0%
Record and Prerecorded Tapes	-\$26.56	-\$124,160	0%
Musical Instrument Stores	-\$19.94	-\$93,228	0%
<b>TOTAL FURNITURE</b>	<b>\$104.64</b>	<b>\$489,180</b>	<b>117%</b>
Fast Food Eating Places	-\$146.21	-\$683,550	59%
1977 Code Eating Places	-\$37.85	-\$176,935	3%
1977 CODE Drinking Places	-\$0.71	-\$3,321	0%
Family Restaurant w/o Liquor	\$740.69	\$3,462,732	353%

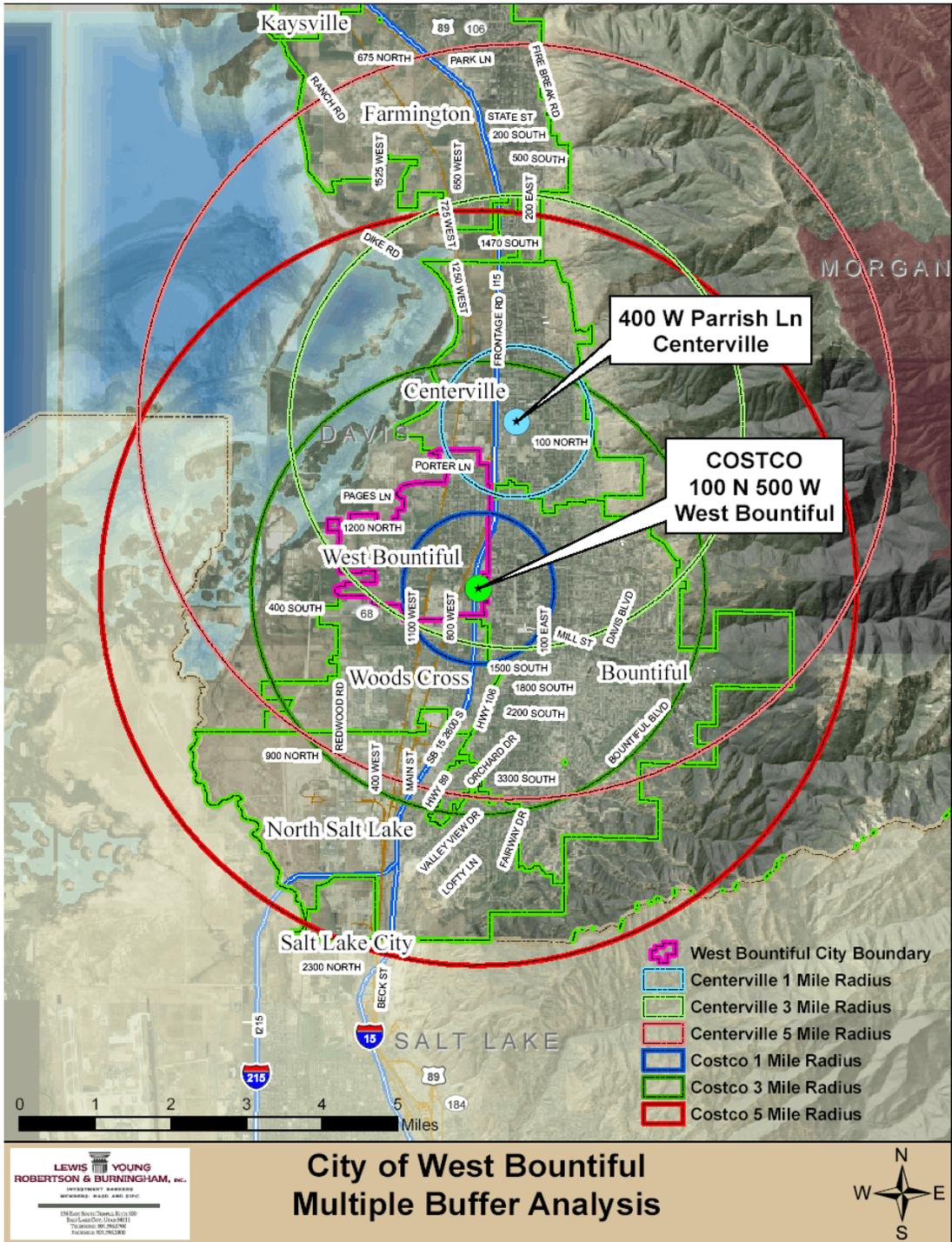
**Table 5.10  
West Bountiful City  
Leakage by Minor & Major SIC Code  
CY 2005**

<b>Category</b>	<b>Per Capita</b>	<b>Total</b>	<b>Capture Rate</b>
All Other Eating Places w/o Liquor	\$204.28	\$954,996	502%
Theme Restaurant with Liquor	-\$131.37	-\$614,160	0%
White Table Cloth with Liquor	\$72.07	\$336,936	939%
Private Clubs	\$47.88	\$223,828	299%
Beer Retailer/Tavern	-\$5.91	-\$27,623	0%
<b>TOTAL EATING PLACES</b>	<b>\$742.87</b>	<b>\$3,472,903</b>	<b>182%</b>
Drug Stores and Proprietary Stores	-\$36.80	-\$172,058	0%
Liquor Stores	-\$58.81	-\$274,942	0%
Used Merchandise	-\$16.89	-\$78,983	0%
Sporting Goods and Bicycles	-\$132.30	-\$618,503	3%
Book Stores	\$482.34	\$2,254,922	983%
Stationery Stores	-\$59.65	-\$278,867	0%
Jewelry Stores	-\$39.25	-\$183,517	0%
Hobby, Toy and Game	-\$50.42	-\$235,727	0%
Camera and Photographic	-\$10.19	-\$47,617	0%
Gift, Novelty, and Souvenirs	\$747.95	\$3,496,651	1648%
Luggage and Leather Works	-\$4.33	-\$20,250	0%
Sewing and Needlework	-\$21.71	-\$101,491	0%
Nonstore Retailers	-\$92.96	-\$434,591	2%
Fuel Dealers	-\$13.40	-\$62,642	0%
Florists	-\$10.75	-\$50,243	36%
Tobacco Stores	-\$10.54	-\$49,268	0%
News Dealers and Newstands	-\$1.45	-\$6,791	0%
Optical Goods	-\$15.55	-\$72,674	0% Mis
Misc. Retail	\$388.40	\$1,815,788	248%
<b>TOTAL MISCELLANEOUS RETAIL</b>	<b>\$1,043.65</b>	<b>\$4,879,056</b>	<b>210%</b>
<b>HOTELS &amp; LODGING</b>	<b>\$25.84</b>	<b>\$120,813</b>	<b>110%</b>
Laundry Cleaning and Garment	-\$22.80	-\$106,594	38%
Photographic Studios	-\$3.69	-\$17,259	79%
Beauty Sops	-\$5.27	-\$24,653	61%
Barber Shops	-\$0.08	-\$359	0%
Shoe Repair	-\$0.79	-\$3,710	0%
Fun eral Service and Creamatories	-\$10.72	-\$50,102	0%
Misc. Personal Services	-\$6.18	-\$28,893	0%
<b>TOTAL PERSONAL SERVICES</b>	<b>-\$49.54</b>	<b>-\$231,601</b>	<b>42%</b>
Advertising	\$5.08	\$23,736	206%
Credit Reporting	-\$0.05	-\$239	0%
Mailing, Reproduction, Steno	-\$25.51	-\$119,254	0%
Service to Buildings	-\$2.70	-\$12,612	0%
Equip. Rental and Leasing	-\$138.01	-\$645,193	17%
Personnel Supply Services	-\$0.40	-\$1,856	0%
Computer and Data Processing	-\$105.81	-\$494,668	3%
Misc. Business Services	-\$80.18	-\$374,838	12%

Category	Per Capita	Total	Capture Rate
<b>TOTAL BUSINESS SERVICES</b>	<b>-\$347.92</b>	<b>-\$1,626,541</b>	<b>13%</b>
Automotive Rentals	-\$173.86	-\$812,817	0%
Automotive Parking	-\$0.20	-\$941	0%
Automotive Repair Shops	\$404.03	\$1,888,841	288%
Automotive Serv. Exc. Repair	-\$31.01	-\$144,982	0%
Electrical Repair Shops	-\$16.73	-\$78,189	0%
Watch Clock and Jewelry Repair	-\$2.36	-\$11,053	0%
Reupholstery and Furniture Repair	-\$2.20	-\$10,281	4%
Misc. Repair Shops	-\$21.20	-\$99,107	58%
<b>TOTAL AUTO &amp; MISC REPAIR</b>	<b>\$156.42</b>	<b>\$731,261</b>	<b>132%</b>
Motion Picture Prod. & Dist.	-\$3.04	-\$14,190	0%
Motion Picture Theaters	\$51.20	\$239,361	196%
Video Tape Rental	-\$34.93	-\$163,303	0%
Dance Studios	-\$0.40	-\$1,879	0%
Producers, Orchestras, Entertainers	-\$3.35	-\$15,669	0%
Bowling Centers	-\$7.38	-\$34,485	0%
Commercial Sports	-\$23.54	-\$110,069	0%
Ski Resorts	-\$74.45	-\$348,040	0%
Misc. Amusement	\$86.83	\$405,931	184%
<b>TOTAL ENTERTAINMENT &amp; AMUSEMENT</b>	<b>-\$9.08</b>	<b>-\$42,443</b>	<b>97%</b>
<b>TOTAL</b>	<b>\$6,254.67</b>	<b>\$29,240,586</b>	<b>164%</b>

Future economic growth will be limited by the relatively flat population growth projections for the market area.

	Population 2005	Population 2010	Population Change
<b>Distance from West Bountiful Costco:</b>			
1 mile	11,588	11,375	(213)
3 miles	63,837	64,579	742
3 miles (modified)*	51,858	52,657	799
5 miles	80,824	84,336	3,512
<b>Distance from Centerville SuperTarget:</b>			
1 mile	8,382	8,345	(37)
3 miles	42,133	41,850	(283)
3 miles (modified)*	20,127	20,156	29
5 miles	77,395	78,988	1,593
Source: Wasatch Front Regional Council; LYRB			
*The modified 3-mile area discounts for the overlap between the Costco and SuperTarget populations; no population is double counted with the modified approach.			



Because there will be little growth near the West Bountiful and Centerville sites, future economic growth in these areas will need to come from the following sources: 1) greater regional draw; and 2) competitive edge in the retail marketplace. West Bountiful will need to carefully evaluate the use of the land surrounding Costco and ensure that new development is filled by retailers that will compete well with the Centerville site.

Office/Business Park Development

The western boundary and 5<sup>th</sup> South offer some potential for office/business park development in the City. This portion of the City has good access from I-15 at 5<sup>th</sup> South. Access to this area will increase with the addition of the Legacy Highway. Because of the limitations on truck traffic on Legacy Highway, it will be important for 5<sup>th</sup> South to adequately provide access and distribution services to a potential business park

There are currently eight major business parks in Davis County, with sizes ranging between ten and 900 acres each. The average size is 303 acres. However, the average is somewhat skewed by the two exceptionally large parks at Freeport Center and North Salt Lake. When these two parks are not included, nor is the exceptionally small Layton Industrial Park included, the average size decreases to 156 acres. Total industrial square footage in Davis County equals 19.6 million; total office square footage is 2.6 million.

Redevelopment (Urban Renewal), Economic Development and Community Development Areas

West Bountiful has created a redevelopment area covering The Commons at West Bountiful (Costco site); has partnered with Woods Cross for a redevelopment site on 5<sup>th</sup> South; and has partnered with Bountiful City for a redevelopment site at 5<sup>th</sup> South and 5<sup>th</sup> West. In addition to redevelopment (urban renewal) areas that are intended to eliminate blight, the City could pursue an economic development area along its western borders if the creation of such would facilitate the development of new jobs in the region. Tax increment from an economic development area could be used to help finance needed infrastructure, within the project area, along the western border of the City. Community development areas are another tool that allows more flexibility in the creation of project areas and the participation of the various taxing entities, while also promoting economic development in areas facing development challenges.



## **VI. HOUSING**



## **6.1 Background and Introduction**

West Bountiful is a community of beautiful homes, located with easy access to I-15. Nearly 87 percent of residents work outside of the City, suggesting that West Bountiful is largely a “bedroom community.” However, the City also has a strong retail component and is a regional retail destination for much of southern Davis County.

This section will address the current housing available in the City and evaluate compliance with affordable housing guidelines as set forth in Section 10-9a-403 of the Utah State Code. It will also specifically evaluate opportunities for people at all stages of the life cycle to live in the City, including entry level and senior housing.

### **Purpose**

Section 10-9a-403 of the Utah State Code establishes the availability of moderate-income housing as a statewide concern, and it requires municipalities to propose a plan for moderate-income housing as part of their general plan. “Moderate-income housing” is defined as housing that is affordable to households with gross household incomes equal to or less than 80 percent of the median gross income of the county or metropolitan statistical area (“MSA”), or in other words, 80 percent of the area median income (“AMI”). Median incomes are established by the U.S. Department of Housing and Urban Development (HUD) for the MSA, based on household size. Guidelines also state that no more than 30 percent of a household’s income should be spent on housing costs, including utilities.

The spirit of the statute is to ensure that people with moderate incomes who desire to live in West Bountiful City can do so. The City should offer a reasonable opportunity for those of moderate income to obtain housing in the community and to fully participate in all aspects of neighborhood and community life during all stages of their lives. In this analysis, “reasonable opportunity” is assessed using three criteria: in comparison to surrounding communities, in comparison to Davis County as a whole, and through an analysis of current demand in the City.

### **Vision Statement**

Residents of West Bountiful City value the high quality of homes and residential lifestyle of their community. Residents also value the opportunity to remain in the City as lifetime residents. The City therefore encourages community development that provides a greater range of life-cycle housing and housing types. However, a commodity is placed on ensuring that any multi-family housing and other higher-density projects occur at appropriate locations in the City, which is primarily along or near 500 South along the shared border of West Bountiful and Woods Cross. Maintaining existing allowable density, and in some cases decreasing the density allowed, is important to West Bountiful citizens.

### **Summary of Findings**

The analysis indicates that there currently exists a reasonable opportunity for individuals with moderate incomes to obtain affordable, quality housing in West Bountiful City and that the City meets statutory requirements. Roughly estimated, the percentage of units affordable to moderate income households (households making 80 percent or less of AMI) is 24 percent. And, approximately three percent of housing units in the city are affordable to those making 60 percent of the area median income. It can be confidently stated that there is a reasonable opportunity for those households with moderate and low incomes to obtain affordable housing in West Bountiful City.

Opportunity for affordable housing comes mainly in the form of single-family dwelling units located throughout the City. Rental units are scarce, with the ratio of owner-to-renter

housing units at 92.3 to 7.7 percent. In comparison, the ratio for Davis County is 77.5 to 22.5 percent. Households that are unable to qualify for housing loans would have a more difficult time finding housing in West Bountiful, due to the relatively small number of rental units. There are 13 multi-family complexes in the City (36 rental units), with some additional rentals of single-family homes. The largest multi-family complex has 6 units.

While West Bountiful City meets the affordable housing requirements of state law, it does not have much variety in its types of dwelling units. This is a limiting factor in providing housing for households at all stages of the life cycle. The age distribution of West Bountiful City's population suggests that housing for young families and for seniors is lacking in the City. Also, public comment received as part of this general plan process suggests that more lifecycle housing is needed. West Bountiful City should strongly consider creating an overlay district or mixed-use zone that allows for town home and condominium development in order to meet these demands. The ideal location for a mixed-use area is along 500 South, or other similar boundary areas of the City. Additionally, near the City Hall and Historic District could also be appropriate locations for some conditional flexibility in housing, provided that developments can demonstrate that certain performance criteria can be met.

### **Methodology**

The analysis and recommendations are based on both demographic data and current market conditions. The majority of the demographic data used in the analysis comes from public sources, including the 2000 Census and updates to the Census, with additional information provided by the Wasatch Front Regional Council and the Governor's Office of Planning and Budget.

Information regarding the housing market comes from data provided by public and private sources. The Davis County Assessor's Office provided the assessed property values and tax rates. The Wasatch Front Multiple Listing Service provided housing values for residential properties sold from January 2004 to December 2005. Information for the rental market was obtained from West Bountiful City.

As noted above, this section addresses the requirements of Section 10-9a-403 of the Utah Code regarding the need for communities to provide moderate-income housing. The section first analyzes the demographics and income levels for the area, and determines what level of housing costs would be affordable to West Bountiful City residents at various income levels. It then discusses the existing supply of housing in the City, and analyzes the cost of and demand for various housing types. Goals and strategies for improving housing are also included.

## **6.2 Goals and Objectives**

### **GOAL 1: Maintain the pleasing and well-kept appearance of all neighborhoods.**

OBJECTIVE 1: Encourage well-maintained neighborhoods through community clean-up days, code enforcement, upkeep of vacant lots, and beautification awards and awareness.

POLICY 1: Actively promote city clean-up days, code enforcement and beautification awards and should enforce regulations regarding covered loads to the Bountiful Area Refuse Dump.

OBJECTIVE 2: Ensure that all new residential development is of a style and scale consistent with adjacent neighborhoods.

POLICY 1: Develop residential design guidelines to provide a framework for providing that building materials, style, scale, and mass blend into the existing architecture of the City.

**GOAL 2: Allow housing that meets the demands of all stages of the life cycle, including starter and senior housing, where appropriate.**

OBJECTIVE 1: Expand the range of existing housing available to accommodate the housing needs of a wider range of life stages, and allow the development of starter and senior housing in appropriately zoned areas.

POLICY 1: Allow for multi-family or townhome mixed-use development as buffers between commercial and single-family residential areas, as well as in the vicinity of commuter rail. Accessory dwelling units may also be considered in appropriate areas.

POLICY 2: Allow for the development of senior and starter housing in appropriate areas, so that housing for all phases of the life cycle will be available within the City.

### **6.3 Existing Conditions**

#### **Demographic Profile**

##### Population

Based on the United States Census, West Bountiful had a population of 4,484 people in the year 2000. According to the Governor's Office of Planning and Budget, the estimated 2005 population is 4,675 persons, reflecting an average annual growth rate of one percent per year. From 2005 to 2010, the Governor's Office has not projected any growth in West Bountiful (projected 2010 population is 4,649 persons). However, West Bountiful City is aware of several landowners who have plans to develop their property in the near future. Therefore, these projections are likely understated. The City also feels that the current population is closer to 5,200 persons than the 4,675 persons estimated by the Governor's Office. The City anticipates reaching buildout at roughly 8,000 persons.

##### Age

According to the 2000 U.S. Census, the median age in West Bountiful is 26.9 years old. When compared with the United States, Utah, and the Davis County median ages of 35.3, 27.1, and 26.8 years respectively, West Bountiful is at the younger end of the scale. Woods Cross, a city similar in size and in the same geographic area as West Bountiful, has a median age of 25.5 years.

The figure below illustrates that the largest percentage of people living in West Bountiful are teenagers and the parents of teenagers. The percentage of the population in the 20-34 age group is relatively small when compared to Davis County, while the percentage of those aged 35 to 55 years is relatively high. This may be a natural consequence of the fact that approximately 60 percent of the current stock of houses were built from 1970-1989. Many of these homes may have been purchased by young families who have now moved on into the middle-age group.

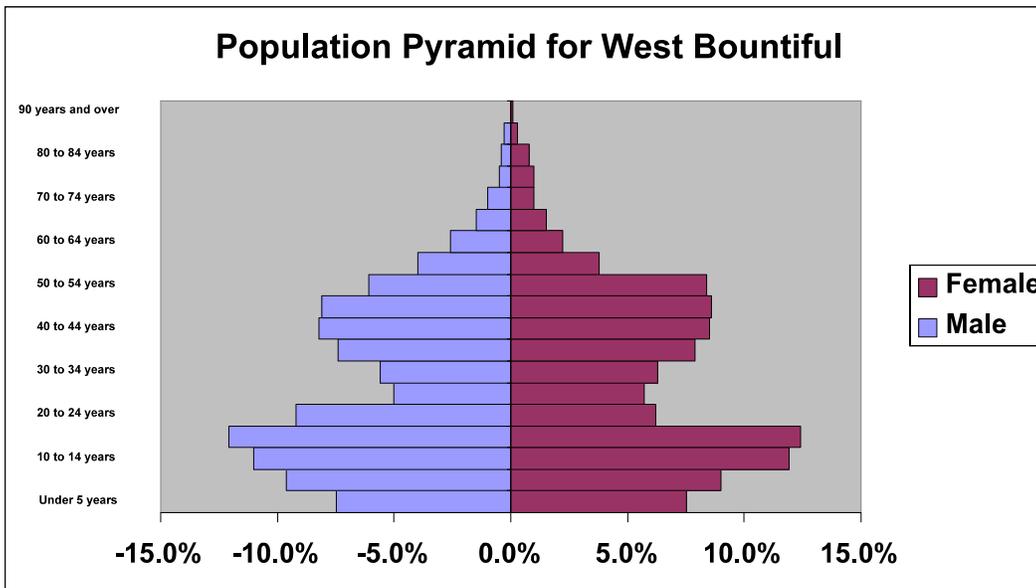


Figure 6.1

\*Source: U.S. Census 2000

It is also apparent that there are a lower percentage of seniors in West Bountiful than in Davis County. This may again be a reflection of the fact that most of the homes were built in the 1970's and 1980's; it may also suggest that there is little senior housing available in West Bountiful City. In summary, the lower percentage of young families and older families suggests that there may be a lack of lifecycle housing in the City.

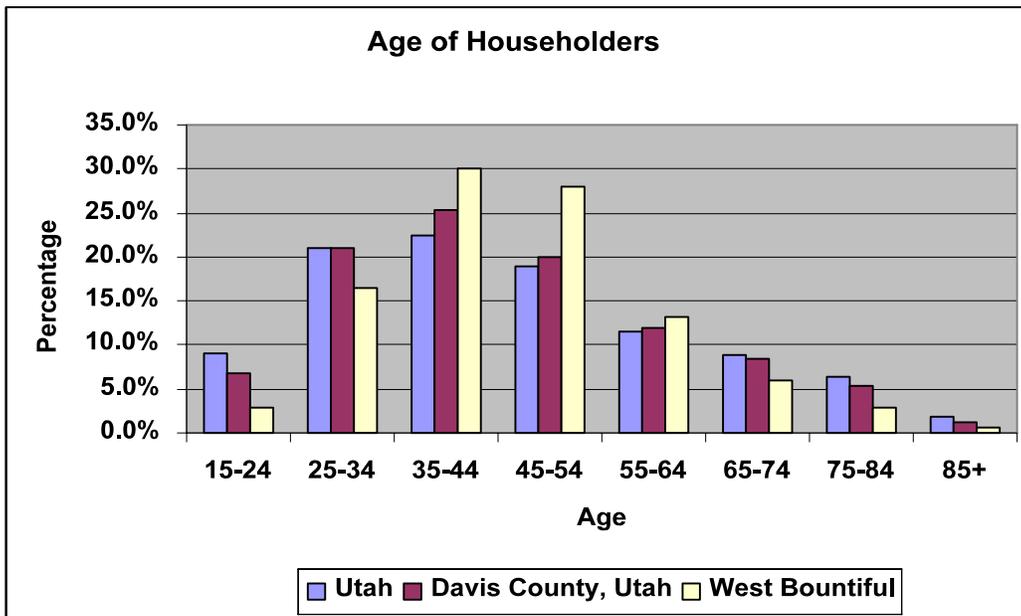


Figure 6.2

\*Source: U.S. Census 2000

Income

The 1989 median household income was \$38,451 in West Bountiful; in 1999 the median household income was \$61,063. The rate of inflation during this 10-year period was 33.47 percent. At this rate, the approximate household income in West Bountiful would have changed from the 1989 value to \$51,320 if the city grew with inflation from 1989 to 1999. However, the household income in West Bountiful grew at a much faster pace than the rate of inflation during this 10-year period. The percentage of households that are earning more than \$75,000 a year has also grown rapidly - five times higher than it was ten years earlier.

The income distribution in Figure 6.3 illustrates the change in household incomes between 1989 and 1999. There are still approximately 30 percent of households in West Bountiful with incomes below \$45,000 (roughly the state median household income). The 1999 incomes appear skewed to the right (positively) compared to the 1989 incomes, which appear to be somewhat more evenly distributed.

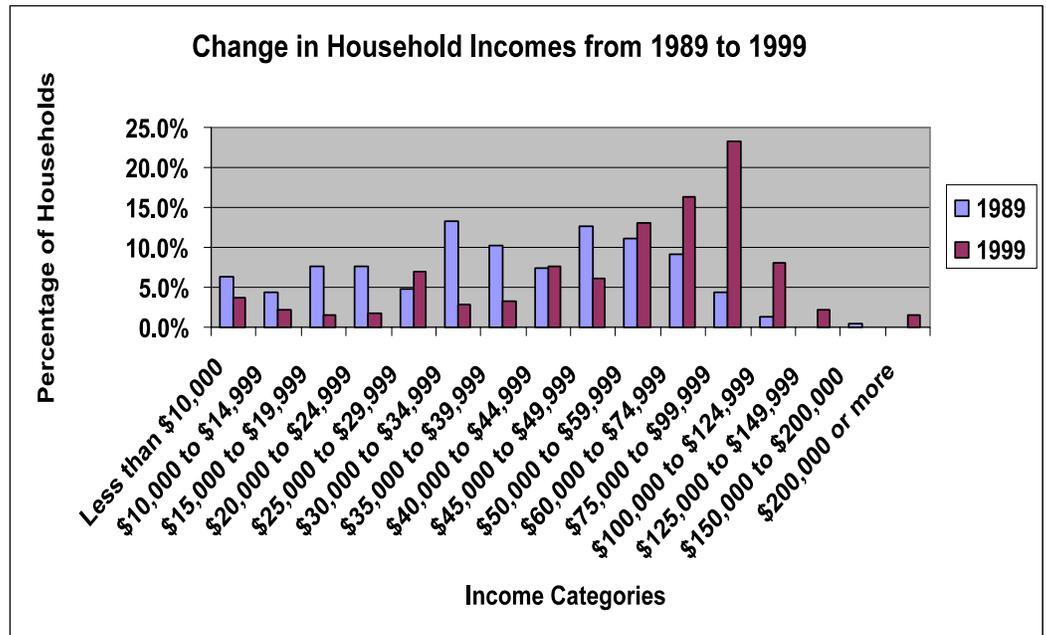


Figure 6.3

\*Source: U.S. Census 1990 2000

Moderate Income Households

Moderate income households will be identified using two different data sources. The first source uses EDCUtah data for the AMI of Davis County. The second data source uses HUD Data for the metropolitan statistical area (MSA) extending from Weber County southward through Salt Lake County. The advantage of the HUD data is that it breaks out income levels based on household sizes and establishes moderate income levels by household size.

According to EDCUtah, the AMI for Davis County in 2005 is \$68,866. Table 6.2 shows the number of West Bountiful and Davis County residents in specific income ranges, based on percentages of the AMI. It is estimated that 29 percent of the residents in West Bountiful have household incomes of less than \$55,092, or 80 percent of the AMI. Davis County has a larger percentage (39 percent) of residents with incomes below 80 percent of the AMI. West Bountiful's smaller proportion of residents with incomes below 80 percent AMI suggests that it may be somewhat more difficult for those in this income category to find housing in the City than elsewhere in Davis County.

Area	30% or less (\$20,659 or less)	<60% (\$41,319 or less)	<80% (\$55,092 or less)	>80% (\$55,092 or greater)
West Bountiful	5.8%	15.8%	29.6%	70.4%
Davis County	6.4%	20.3%	39.4%	60.6%

Source: EDCUtah <<http://www.edcutah.org/datacenter/economicdata/Section3Demographics.pdf>>; Lewis Young Robertson & Burningham, Inc.

Calculated using EDCUtah estimated Davis County MSA household income for the year 2005.

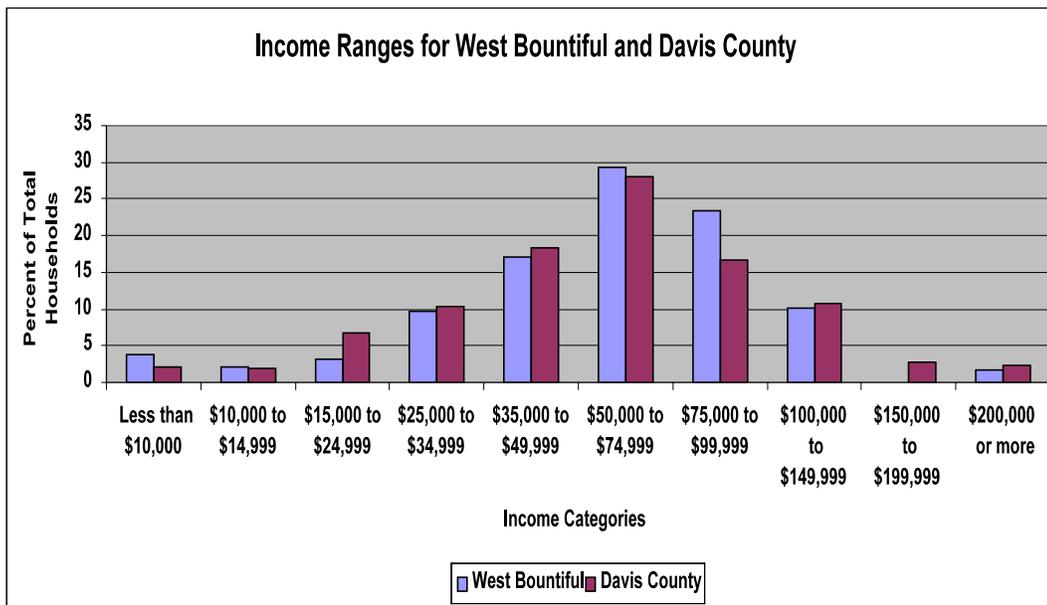


Figure 6.4

\*Source: U.S. Census 2000

The second data source for evaluating moderate-income households is HUD, which uses three different benchmarks for its housing programs. They are: 80 percent of the MSA median income (also referred to as the AMI); 50 percent; and 30 percent of the AMI. The advantage of the HUD data over the EDCUtah data is that it tracks income levels by household size, although it uses a larger statistical area (Ogden-Clearfield MSA) than does the EDCUtah data which covers Davis County exclusively. Note that there is a slight difference in the 80 percentile of the median income according to EDCUtah and HUD; EDCUtah puts the 80 percentile at \$55,092, while HUD states that a family of four would need to earn \$49,100 in order to be at the 80 percentile.

**Table 6.2**  
**Income Limits**  
**FY 2006, Ogden - Clearfield MSA**

Household Size	Affordable Payment at Income Level	80% of AMI	60% of AMI	50% of AMI	30% of AMI
1	Income Levels	\$34,400.00	\$25,740.00	\$21,450.00	\$12,900.00
2	Income Levels	\$39,300.00	\$29,460.00	\$24,550.00	\$14,750.00
3	Income Levels	\$44,200.00	\$33,120.00	\$27,600.00	\$16,600.00
4	Income Levels	\$49,100.00	\$36,840.00	\$30,700.00	\$18,400.00
5	Income Levels	\$53,050.00	\$39,780.00	\$33,150.00	\$19,900.00
6	Income Levels	\$57,000.00	\$42,720.00	\$35,600.00	\$21,350.00
7	Income Levels	\$60,900.00	\$45,660.00	\$38,050.00	\$22,850.00
8	Income Levels	\$64,850.00	\$48,600.00	\$40,500.00	\$24,300.00

Source: HUD & LYRB

**Affordability Analysis**

Household Income

The average size of a household in West Bountiful is 3.59 persons; therefore, four has been used as the average family size in order to analyze the affordability of homes in the area. A family of four in West Bountiful would need to earn a minimum of \$49,100 a year in order to earn a moderate income (80 percent of the HUD median income).

Table 6.3 shows households by size and by accompanying income categories. This table also includes the affordable housing payments for each income category minus the monthly estimated amount for utilities. An affordable monthly payment of either a mortgage payment or rent payment, including utilities, is 30 percent of gross monthly income.

**Table 6.3**  
**Income Limits and Affordable Housing Payments by Household Size**  
**FY 2006, Ogden - Clearfield MSA**

Household Size	Affordable Payment at Income Level	80% of AMI	60% of AMI	50% of AMI	30% of AMI
1	Income Levels	\$34,400.00	\$25,740.00	\$21,450.00	\$12,900.00
	Affordable Payment	\$665	\$449	\$341	\$128
2	Income Levels	\$39,300.00	\$29,460.00	\$24,550.00	\$14,750.00
	Affordable Payment	\$788	\$542	\$419	\$174
3	Income Levels	\$44,200.00	\$33,120.00	\$27,600.00	\$16,600.00
	Affordable Payment	\$910	\$633	\$495	\$220
4	Income Levels	\$49,100.00	\$36,840.00	\$30,700.00	\$18,400.00
	Affordable Payment	\$1,033	\$726	\$573	\$265
5	Income Levels	\$53,050.00	\$39,780.00	\$33,150.00	\$19,900.00
	Affordable Payment	\$1,131	\$800	\$634	\$303
6	Income Levels	\$57,000.00	\$42,720.00	\$35,600.00	\$21,350.00
	Affordable Payment	\$1,230	\$873	\$695	\$339
7	Income Levels	\$60,900.00	\$45,660.00	\$38,050.00	\$22,850.00
	Affordable Payment	\$1,328	\$947	\$756	\$376

Household Size	Affordable Payment at Income Level	80% of AMI	60% of AMI	50% of AMI	30% of AMI
<b>8</b>	Income Levels	\$64,850.00	\$48,600.00	\$40,500.00	\$24,300.00
	Affordable Payment	\$1,426	\$1,020	\$818	\$413
Source: HUD & LYRB					
Note: Affordable housing costs are calculated as 30 percent of gross monthly income less \$195 for utility expenses (Questar Gas -- \$93.86 per month, West Bountiful City -- storm drains, garbage and water, \$37.75 per month, Utah Power -- \$63.00 per month)					

For purposes of analysis and in order to meet the requirements of the Utah Code, 80 percent of the AMI for a family of four (or \$49,100 gross annual income) is the figure that will be used in estimating the affordability of homes in West Bountiful.

Housing Affordability

In order to calculate affordable housing thresholds in West Bountiful, it should be understood that no more than 30 percent of the gross monthly income should be used to pay for housing costs including utilities. For a household of four, \$49,100 is the gross annual salary. Therefore, the monthly housing costs should not exceed \$1,228 ( $\$49,100 \div 12$ ) including utilities. The average monthly utilities payment for West Bountiful is \$93.86 per month for gas, \$37.75 for West Bountiful City (storm drains, garbage and water), and \$63.00 per month for electricity, for a total utilities payment of \$195 per month. After subtracting for utilities, the total monthly housing payment for a family of four should not exceed \$1,033.

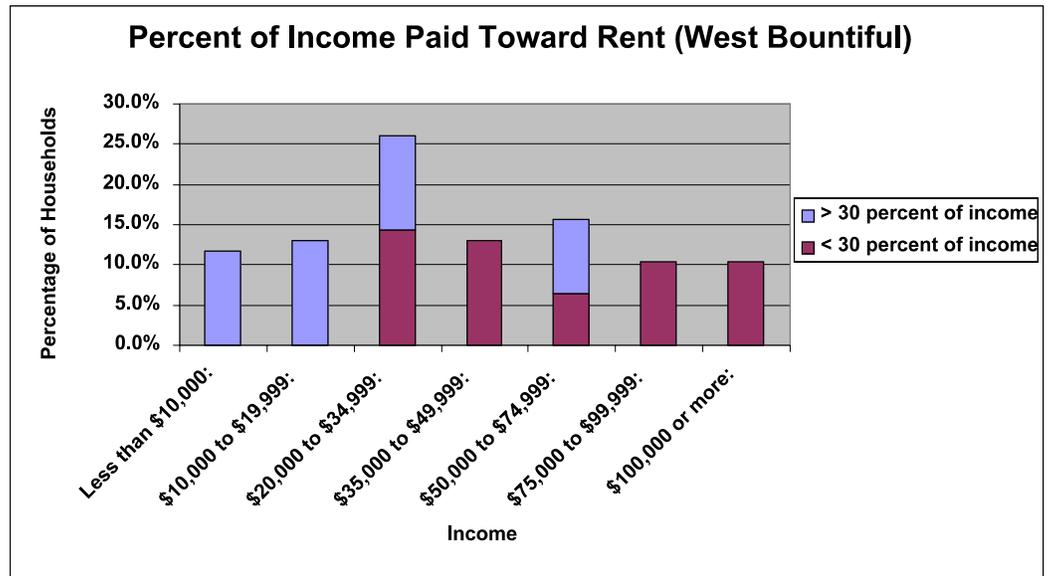
With a maximum housing payment of \$1,033 per month, a 6.5 percent interest rate, a 30-year mortgage, and five percent down payment, this will allow for a home costing no more than \$142,204. Included in the \$1,033 per month are mortgage insurance premiums (\$67.11), hazard insurance premiums (\$24.78) and property tax escrow payments (\$86.72). 24 percent of the homes in West Bountiful are valued at or below \$142,204.

	Percent Affordable Units	Number of Affordable Units	Total Units	Threshold Price
<b>4 Person HH (SF)</b>				
<b>Under 80% median income</b>	24%	326	1344	\$ 142,204
<b>Under 60% median income</b>	3%	35	1344	\$ 99,990
Source: Davis County Parcel Data				

Other data sources, such as EDCUtah and the United States Census 2000, provide insights on housing affordability in West Bountiful City. Using EDCUtah data (where 80 percent of AMI equals \$55,092, not accounting for household size), approximately 30 percent of the households in West Bountiful have incomes less than \$55,092. The 2000 U.S. Census indicates that more than 40 percent of renters in West Bountiful are paying over 30 percent of their income for rent. In comparison, 31 percent of renters in Davis County are paying over 30 percent of their income for rent. The number of homeowners in the City that paid higher than 30 percent of their monthly income was 21 percent. In comparison, the County percentage of homeowners that pay over 30 percent for their

mortgage is approximately the same -- 20 percent. Figures 6.5 and 6.6 illustrate the percentage of household income used in West Bountiful to pay for housing costs; Figure 6.7 gives comparable figures for Davis County.

Figure 6.5 shows that there are no affordable rental units for households earning below \$20,000 a year; \$20,000 is approximately 30 percent of the AMI according to EDCUtah. In the \$20,000 to \$35,000 a year range, more than fifty percent of households pay less than 30 percent for rent. The \$35,000 to \$50,000 income range does not have any households paying more than 30 percent a month. However, the \$50,000 to \$75,000 range has a significant number of households paying more than 30 percent for rent. This may partially be due to the type of rental properties available in West Bountiful. All of West Bountiful is zoned for single family housing, with the only rental properties in the area grandfathered in before the current ordinances. Single family homes in the area are available for rent and the price of their monthly rent is higher, causing households to pay higher percentages of their monthly income to live there.



**Figure 6.5**

**\* Source U.S. Census 2000**

As incomes rise, the percentage of income used for a mortgage payment decreases. Both West Bountiful and Davis County show the same trend of an inverse relationship between mortgage payments and income. Figures 6.6 and 6.7 illustrate this relationship.

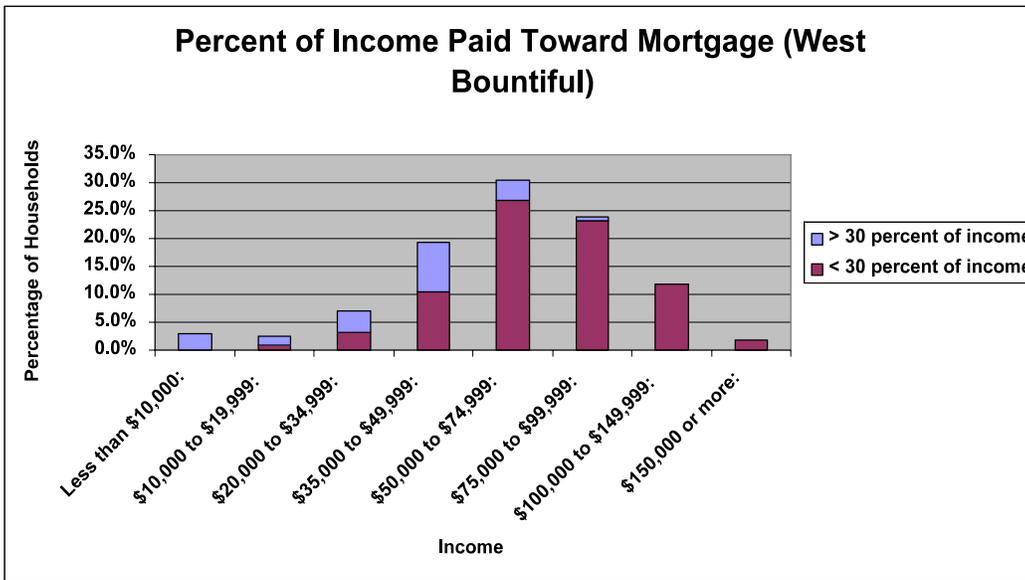


Figure 6.6

\* Source U.S. Census 2000

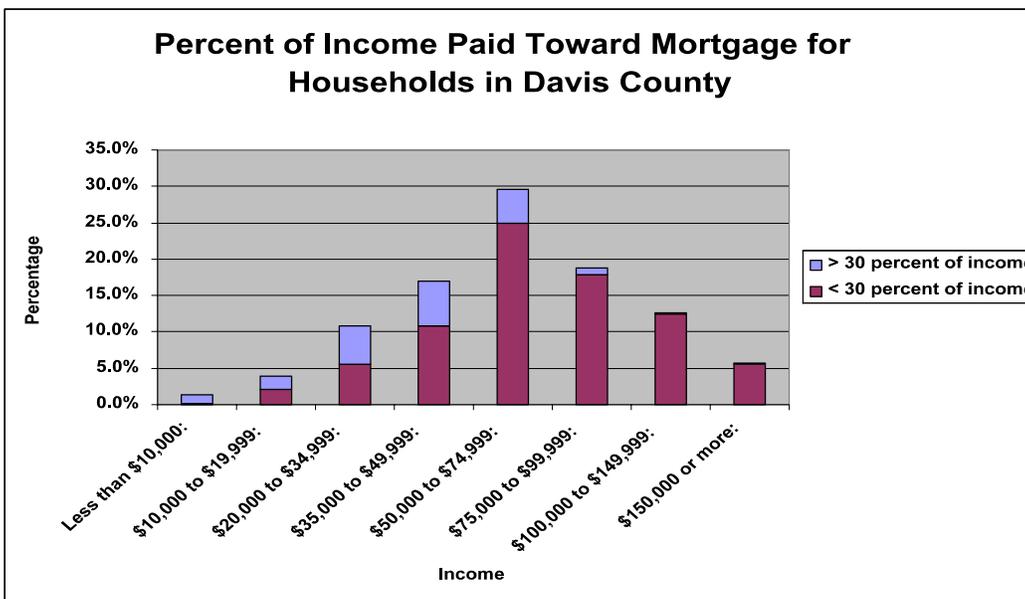


Figure 6.7

\* Source U.S. Census 2000

### Supply of Housing

The supply of residential housing in West Bountiful is described by the price, tenure, type and age of structure.

The largest proportion of single family homes in the West Bountiful area is in the range of \$150,000 to \$200,000. There are 570 single family homes in this price range (42 percent of the current stock).

### Housing and Occupancy

Within West Bountiful's boundaries there were 1,282 homes (U.S. Census 2000). Today there are currently 62 more homes located within the City's boundaries, bringing the total

to 1,344 homes. The data to update the current stock of housing was provided from the Davis County Parcel Data. Table 6.5 shows the breakdown of housing stock for each respective price range.

<b>Table 6.5</b>			
<b>Number of Single-Family Homes in West Bountiful by Price Range</b>			
<b>From</b>	<b>To</b>	<b># of homes</b>	<b>% of Total</b>
\$ -	\$49,999.00	0	0%
\$50,000.00	\$99,999.00	35	3%
\$100,000.00	\$149,999.00	417	31%
\$150,000.00	\$199,999.00	570	42%
\$200,000.00	\$249,999.00	185	14%
\$250,000.00	\$299,999.00	79	6%
\$300,000.00	\$349,999.00	22	2%
\$350,000.00	\$399,999.00	17	1%
\$400,000.00	\$449,999.00	10	1%
\$450,000.00	\$499,999.00	2	0%
\$500,000.00	\$549,999.00	1	0%
\$550,000.00	\$599,999.00	3	0%
\$600,000.00	\$649,999.00	0	0%
\$650,000.00	\$699,999.00	1	0%
\$700,000.00	\$749,999.00	0	0%
\$750,000.00	\$799,999.00	0	0%
\$800,000.00	+	2	0%
<b>Total</b>		<b>1,344</b>	<b>100%</b>

Source: West Bountiful Parcel Data, LYRB

Figure 6.8 shows the City of West Bountiful by geographic area and by property values.

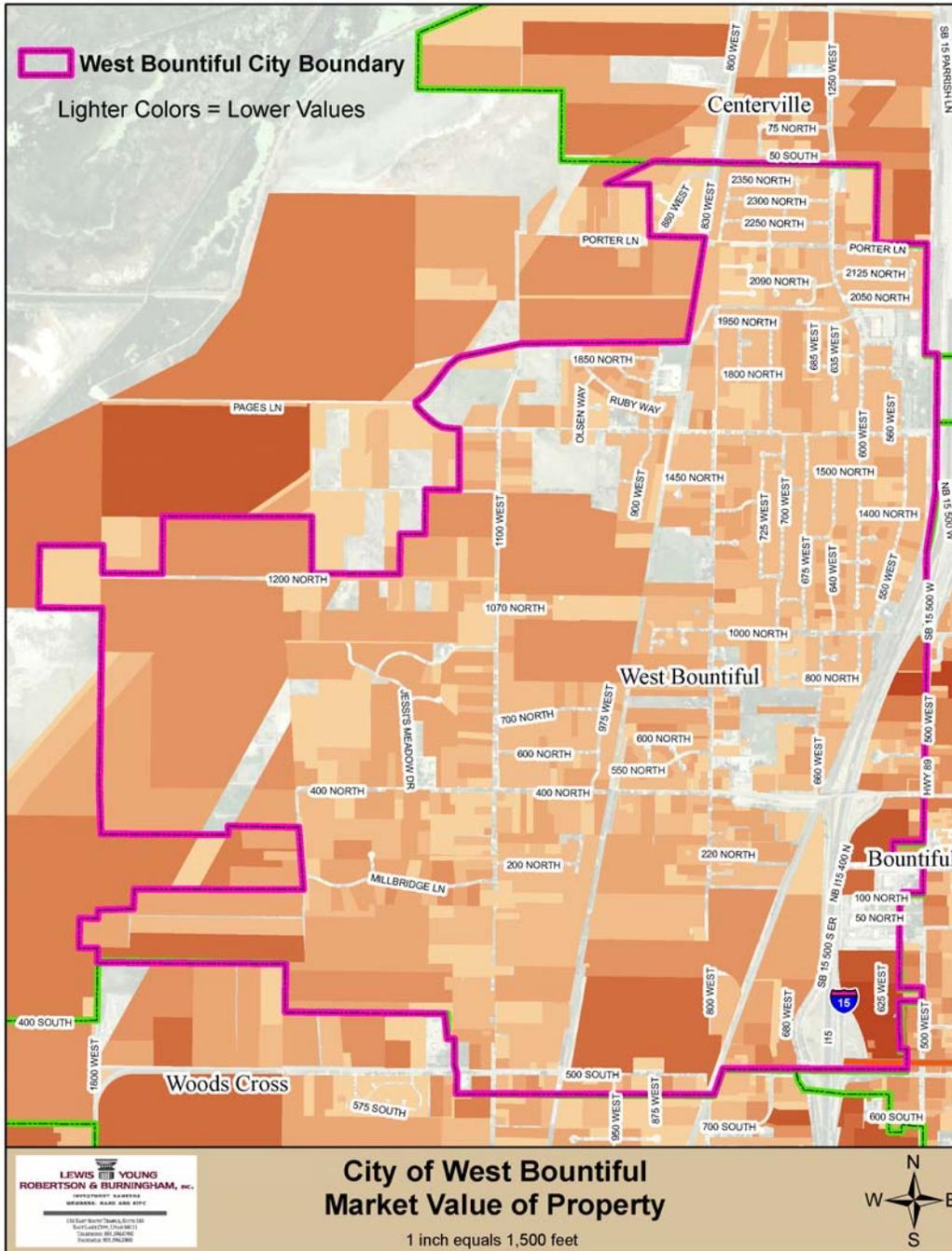


Figure 6.8

Table 6.6 shows developments in progress, as well as planned future developments. The future developments have not received final approvals, but are in the process of moving through the development pipeline. All projects in the West Bountiful area are for single family housing. R 1-10 is the smallest at 10,000 square feet; R 1-22 is 22,000 square feet; and the A-1 type housing is one-acre lots.

<b>Table 6.6 Developments in Progress and Future Developments</b>		
<b>In Progress</b>		
<b>Development</b>	<b>Number of Units</b>	<b>Type</b>
Moss Farm	Moss Farm A-- 21 lots	R 1-10
	Moss Farm B-- 13 lots	
	Moss Farm C-- 9 lots	
Olsen Farm 5	12 lots	A-1
Olsen Farm 6	12 lots	R 1-10
Stringham Subdivision	5 lots	A-1
Page Circle	4 lots	R 1-10
<b>Future Developments</b>		
<b>Development</b>	<b>Number of Units</b>	<b>Type</b>
Mike Youngberg subdivision	5 lots	R 1-10
Carl Page subdivision	7 lots	R 1-10
Knighton subdivision	15 lots	R 1-10
Pages Lane Estates	13 lots	R 1-22
Randy Strand Subdivision	5 lots	A-1
<b>Total</b>	<b>121 lots</b>	
Source: West Bountiful City Planning Department		
Notes: R 1-10 are 10,000 square foot lots for single family homes, R 1-22 are 22,000 square foot lots, and A-1 are Acre lots.		

Table 6.7 shows the breakdown of the different types of housing, and whether they are owner occupied or renter occupied. All the units in Table 6.7 are occupied units.

Table 6.8 shows the differences in occupancy among West Bountiful's neighboring cities of Woods Cross, Centerville, and also Davis County. West Bountiful's proportion of single-family homes is much greater than that of its neighbors and Davis County. Additionally, due to the large proportion of single-family homes, the multi-family housing percentage in West Bountiful is much lower than in neighboring cities and in the County. This reflects the current ordinance that does not allow for the building of multi-family homes anywhere in West Bountiful.

This data concludes that as of the 2000 Census, 92.3 percent of the housing stock is for single families (attached or detached). Only four percent of the current stock of housing in the area is for multi-family units. Davis County's proportion of multi-family housing is over four times that of West Bountiful.

Type	Owner Occupied	Percentage	Renter Occupied	Percentage	Total
Single Family	1,161	96.8%	39	50.6%	1200
2 to 4 units	0	0.0%	38	49.4%	38
5 to 9 units	0	0.0%	0	0.0%	0
10 or more	0	0.0%	0	0.0%	0
Mobile Home & other	39	3.3%	0	0.0%	39
All Units	1,200	93.9%	77	6.0%	1,277
*All Units are Occupied Units					
Source: U.S. Census 2000					

	West Bountiful	Davis County	Centerville	Woods Cross
Single Family Units, % of Total	92.3	78.7	87.6	72.6
Multi-family Units, % of Total	4.0	16.9	10.7	23.5
Owner Occupied Units, % of Total	92.3	77.5	89.4	72.6
Renter Occupied Units, % of Total	7.7	22.5	10.6	27.4
Vacant Units, % of Total	2.5	N/A	3.3	4.2
Source: US Census 2000; Lewis Young Robertson & Burningham Inc.				

Table 6.9 illustrates the housing tenure by race. Over 97 percent of the households in the region are owned by whites while only 2.7 percent are owned by other races (mainly Asian and Latin). Only 5.6 percent of whites are renters but they comprise over 91 percent of the overall renters in the West Bountiful area. The only other group of renters in the area is African Americans which occupy nine percent of the total units that are for rent.

	Percent of Race			Percent of Occupied Housing Units by Race	
	Percent of Owners	Percent of Renters	Percent of Total Households	Owner Occupied	Renter Occupied
White Alone	97.5%	90.9%	97.1%	93.8%	5.6%
Black or African American Alone	0	9.1%	0.5%	0.0%	100.0%
American Indian and Alaskan	0	0	0	0.0%	0.0%

	Percent of Race			Percent of Occupied Housing Units by Race	
	Percent of Owners	Percent of Renters	Percent of Total Households	Owner Occupied	Renter Occupied
Native alone					
Asian Alone	1.3%	0	1.2%	100.0%	0.0%
Native Hawaiian and Other Pacific Islander alone	0	0	0	0.0%	0.0%
Other	0	0	0	0.0%	0.0%
Total Households	1,200	77	1,277	93.9%	6.0%
Percentage of Hispanic Origin	1.4%	0	1.3%	100.0%	0.0%
*Source: U.S. Census 2000					
Percentages do not total 100 because the data is by race only, not including peoples of Hispanic origin.					

Age of Housing Units

The majority of housing units built in West Bountiful (38 percent) were built during the 1970's and 1980's. Another 20 percent of the housing units were built from the 1990's through 2000. Figure 6.9 and Table 6.10 illustrate the age of housing in the West Bountiful area.

	Number	Percent
<b>1999 to March 2000</b>	35	2.7%
<b>1995 to 1998</b>	161	12.3%
<b>1990 to 1994</b>	84	6.4%
<b>1980 to 1989</b>	264	20.2%
<b>1970 to 1979</b>	505	38.6%
<b>1960 to 1969</b>	75	5.7%
<b>1950 to 1959</b>	79	6.0%
<b>1940 to 1949</b>	14	1.1%
<b>1939 or earlier</b>	90	6.9%
<b>Total</b>	1,307	
Source: 2000 U.S. Census		

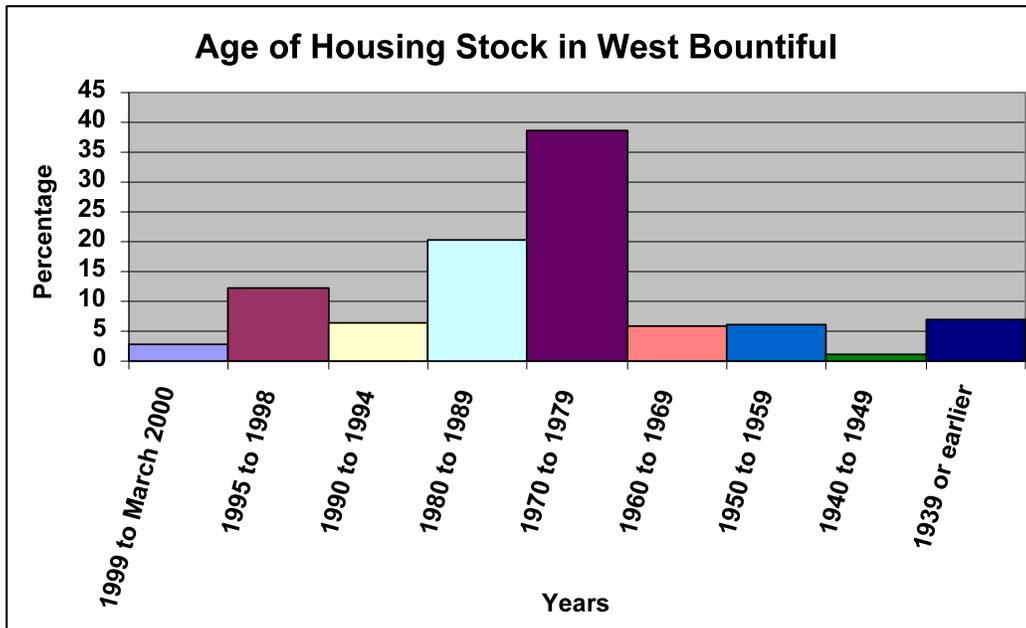


Figure 6.9

\*Source: U.S. Census 2000

Recent Construction Trends

According to the Bureau of Economic and Business Research at the University of Utah, during a ten-year period of time, 1999 was been the lowest year for new single family home permits. Since 1999 there has been a large increase in the number of permits per year. 2005 showed the greatest number of housing permits in this ten-year period.

Year	Number of SFH Permits	Other	Percentage of New SFH Permits
1996	31	2	94%
1997	40		100%
1998	24		100%
1999	9		100%
2000	15		100%
2001	18	1	95%
2002	21		100%
2003	66		100%
2004	59		100%
2005	76		100%

Source: Bureau of Economic and Business Research (BEBR), LYRB

**Costs of Housing**

Single Family Home Market

The following section explains the current housing market in West Bountiful where homes prices have appreciated considerably since 1990. Based on the United States Census, the median price home price in 1990 was \$76,300; ten years later the median home value doubled -- to \$154,100. During this same ten-year period, the median household income for West Bountiful residents increased from \$38,451 to \$61,063. Housing prices grew at

an average rate of seven percent per year during this period while household incomes increased an average of five percent annually. Clearly, the increase in home prices outpaced that of incomes.

In 2004 there were 183 homes sold in the West Bountiful; in 2005 there were 189 homes sold. The average selling price for these homes in 2004 was \$175,255, compared to the 2005 average selling price of \$186,605. Figure 6.10 illustrates how the 2005 price of homes has shifted to the right, signifying that the prices across the board have increased.

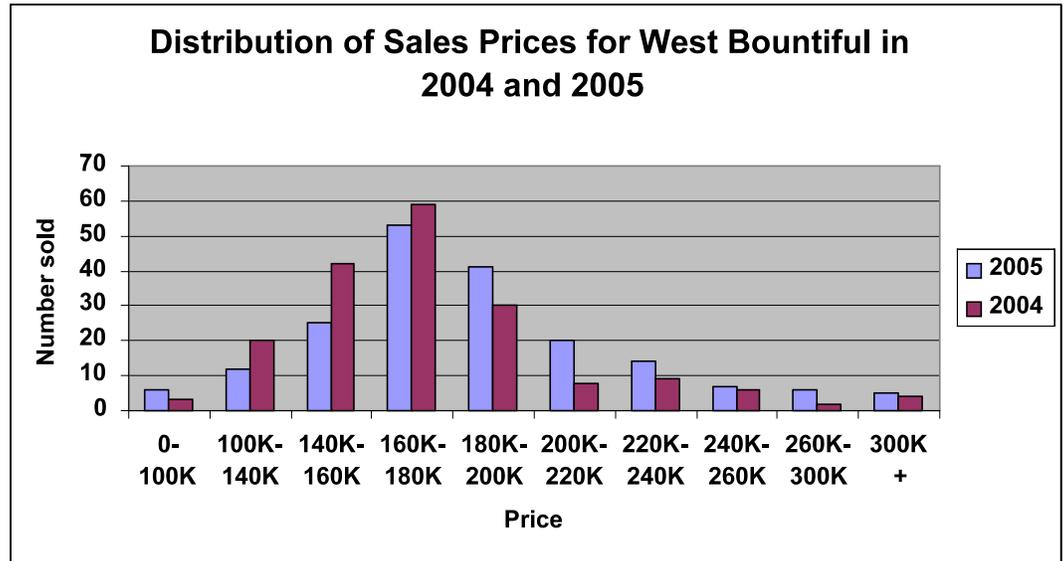


Figure 6.10

\*Source: Wasatch Front Regional MLS

During the Year 2005 there were a total of 189 homes that were sold in West Bountiful City. Of these 189 homes approximately 10 percent or 18 homes were within the price range for the 80 percentile of the AMI. A total of six homes sold that would be affordable to the 60 percentile of the AMI during the year of 2005.

Multi-Family Housing

*Rental Market*

According to the 2000 Census, there were 77 rental units in West Bountiful City. There are no large apartment complexes in the City, with the largest complex having six units. Based on information provided by the City’s business licensing department, approximately half of the rentals in West Bountiful are single family homes (attached or detached). The City also provided a list (Table 6.12) that summarizes the number of duplexes, four-plexes, and six-plexes. These multi-family units were built prior to the current ordinances which limit new growth to single-family dwelling units.

Type	Number	# of rental units
Duplex	9	18
4 Plex	3	12
6 Plex	1	6
<b>Total</b>	<b>13</b>	<b>36</b>

Source: West Bountiful City Business Licenses

Note: All the above multi-family dwellings were built prior to current ordinance except for one of the nine duplexes that was built in 1992 which at the time was a permitted use in the RR-1 Zone.

Figure 6.11 illustrates rent rates and the percentage of renters in that range in West Bountiful as compared to Davis County. A large part of West Bountiful's rentals are in duplexes and single family homes (attached or detached). Figure 6.11 shows a large gap in rental rates between \$650 and \$1,000.

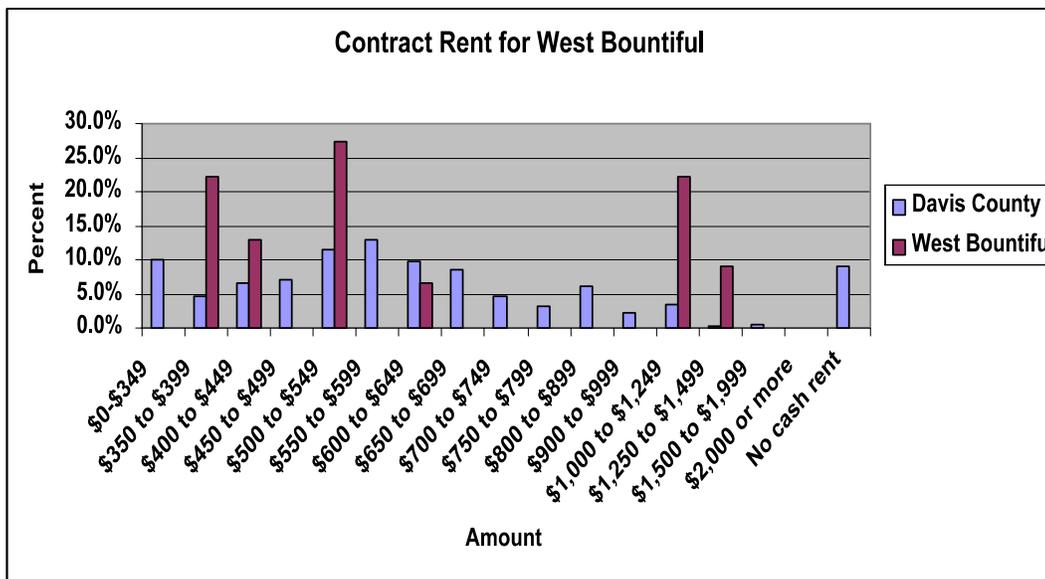


Figure 6.11

\*Source: U.S. Census 2000

Table 6.13 shows that West Bountiful has a lower-than-average median rent price when compared with neighboring cities and with Davis County. As illustrated in Figure 6.11, the percentage of renters that are paying in the \$350-\$550 range is much greater than in Davis County. This trend is repeated in the \$1,000-\$1,500 rent range. Davis County's wider selection of rental housing allows for a wider distribution of rent rates.

<b>Table 6.13</b>	
<b>2000 Median Rents (Multi-family &amp; Single Family)</b>	
<b>Place</b>	<b>Median Rent</b>
West Bountiful	\$627
Centerville	\$681
Woods Cross	\$641
Bountiful	\$644
Davis County	\$637
Source: U.S. Census 2000, LYRB	

Using the 2000 U.S. Census to analyze the amount of rent that a family in West Bountiful could afford found that at 80 percent of the median income a family could afford to pay \$1,033 a month. This assumes that all utilities will be paid by the renter. If the landlord pays utilities, then the amount available for rent payments would increase accordingly. A rent rate of \$1033 would allow moderate-income households to rent approximately 90 percent of the rentals in West Bountiful. At 60 percent of the median income, a family could afford to pay up to \$726 a month for rent. At this amount they would be able to afford approximately 68 percent of the units in the City.

<b>Table 6.14</b>		
<b>Estimated Rentals in West Bountiful in 2000 within Income levels</b>		
<b>Income Level</b>	<b>Monthly Rents</b>	<b>% of the Units</b>
At or below 80% of AMI	\$1,033	90%
At or below 60 % of AMI	\$726	68%
At or below 30% of AMI	\$265	0.0%
Source: U.S. Census 2000, LYRB		
Note: Affordable rental costs are calculated as 30 percent of gross monthly income less \$195 for utility expenses (Questar Gas -- \$93.86 per month, West Bountiful City -- storm drains, garbage and water, \$37.75 per month, Utah Power -- \$63.00 per month)		

**6.4 Tools and Implementation Strategies**

The above analysis demonstrates that the City is meeting the intent of Section 10-9a-403 of the Utah Code; that is, there is reasonable opportunity for moderate-income households to obtain quality housing in the City. The available affordable housing comes mainly in the form of single-family dwelling units, as very few multi-family units are present in the City. Because of the ordinance limiting all new construction to single-family, multi-family development in West Bountiful City has not kept pace with multi-family development in southern Davis County. West Bountiful does not have its fair share of apartment units, but Section 10-9a-403 does not require this.

It is important for West Bountiful to consider a wider variety of housing types in the future in order to be able to meet the needs of a wider variety of residents, including special needs populations, elderly housing, and entry-level housing.

## **Special Needs**

Affordable housing is an issue for special needs groups as well as for the population at large. The lack of affordable housing, and particularly of affordable housing targeted to those at or below 50 percent of AMI, is a major cause of homelessness. Affordable housing targeted at very low income households must be rental housing; many families with incomes at 30 percent 50 percent of AMI simply cannot qualify for loans. An estimated 16 percent of the households in West Bountiful are below 50 percent of AMI.

## **Elderly Housing**

Many seniors prefer to live in the same community when circumstances require that they move out of their homes. According to the 2000 Census, 9.5 percent of all West Bountiful households were headed by persons 65 years of age or older. Of these households, only 5 percent rented housing. 100 percent of those renting were paying 30 percent or more of their household income for housing. The remaining 95 percent of persons 65 years and older owned their housing. By contrast, 91 percent of Davis County residents over the age of 65 lived in housing they owned.

At the present time, there are no assisted nor senior living (including independent living and congregate care) units in West Bountiful. Assisted and senior living facilities can also help the elderly find affordable housing and remain in West Bountiful.

Single-level townhomes and condominiums can also provide an important type of transitional housing for people young and healthy enough to not require more intensive care, but that do not wish to have a large house and yard to maintain or stairs to climb.

## **Entry-Level Housing**

Town homes and condominiums offer an attractive means of entry level housing. At the present time, this type of housing is not available within the City. The lack of entry-level housing is reflected by the smaller percentage of population in the 20-35 year age groups.

If the City wishes to improve availability of senior housing and owner-occupied, entry-level housing, steps will need to be taken to provide a regulatory environment where this can take place. The following paragraphs describe some strategies that can be used to accomplish this objective.

## **Zoning for Higher Density**

Higher density brings down the cost of units by reducing the cost of land per unit. Higher density can take a variety of forms -- from accessory housing units to multistory apartment complexes. Given the existing composition of West Bountiful, the City may want to consider an overlay district, especially in areas in need of redevelopment and revitalization. Accessory housing units, duplexes, town homes, condominiums, and apartments are all examples of varying degrees of density. With careful design guidelines in place, many of these options will easily blend into the existing fabric of West Bountiful City neighborhoods.

### Accessory Dwelling Units

Accessory dwelling units (often termed "mother-in-law" apartments) have many benefits. In addition to providing affordable rental housing, they can allow first-time homeowners to gain access to homes that would otherwise be out of reach by renting out an additional unit. When homeowner's income and/or need for more space increases, the accessory unit may no longer be needed as a rental. The homeowner can then expand into the space vacated by the former accessory unit. Accessory dwellings can be with permitted or conditional uses, and ordinances can be written allowing accessory units only with deed

restrictions and designs that ensure these units are not easily adapted to a rental unit situation.

Due to low construction costs, accessory units can easily be built to accommodate affordable housing needs. However, these units are often only feasible through the elimination of costly building code requirements. When creating zoning policies that allow for the creation of these types of units, it is important to make the process as simple as possible so that residents are not deterred from adding these units. The process to gain building permits for accessory units should be inexpensive and efficient.

#### Mixed Use

Housing in commercial areas is seen by many as a way to increase vitality in those areas while providing additional housing for all income levels. Mixed-use areas also work well in maximizing underutilized commercial space. One of the social benefits to this type of housing solution is that the lower income population who lives in these types of areas will have closer access to shopping and transit opportunities, which is especially important to this income bracket.

#### Neighborhood Acceptance

Perhaps the most successful and easily implemented strategy for encouraging acceptance of affordable housing is to create and implement design guidelines. Good design can play a huge role in the overall acceptance of any affordable housing project. Design guidelines can ensure a smooth blend of multi-family housing units into a neighborhood. These guidelines can be used to guide materials, architectural features, landscaping, site layout, etc. Through design guidelines, the City can ensure that affordable housing is attractive and more likely to remain viable for a longer period of time.

### **Housing Resources and Programs**

There are a variety of housing programs available to help maintain and increase the City's present affordability. These programs are summarized as follows:

#### Preserving the Existing Stock

##### *HOME, Investment Partnership Acts*

THE HOME, Investment Partnership Acts were established to develop and support affordable rental housing and homeownership mainly through the rehabilitation of existing units rather than new construction targeting low and very low-income households.. This grant program is flexible in allowing participating jurisdictions to decide the most appropriate use of money in their communities. The program requires that at least 90 percent of the rental assistance be targeted to households with incomes no higher than 60 percent of the area median. Participating jurisdictions are required to match 25 percent the federal funds used. This program is typically administered in conjunction with other non-profits. More information can be found at [http://www.hud.gov/offices/cpd/affordable\\_housing/programs/home/index.cfm](http://www.hud.gov/offices/cpd/affordable_housing/programs/home/index.cfm).

##### *HUD's Title I program*

"Insures loans to finance the light or moderate rehabilitation of properties... This program may be used to insure such loans for up to 20 years on either single- or multi-family properties. The maximum loan amount is \$25,000 for improving a single-family home." More information can be found at [http://www.hud.gov/offices/hsg/sfh/title/ti\\_home.cfm](http://www.hud.gov/offices/hsg/sfh/title/ti_home.cfm).

##### *HUD's 203k Rehab program*

The borrower can get just one mortgage loan, at a long-term fixed (or adjustable) rate, to finance both the acquisition and the rehabilitation of a property.

To provide funds for the rehabilitation, the mortgage amount is based on the projected value of the property with the work completed, taking into account the cost of the work.

To minimize the risk to the mortgage lender, the mortgage loan (the maximum allowable amount) is eligible for endorsement by HUD as soon as the mortgage proceeds are disbursed and a rehabilitation escrow amount is established. At this point the lender has a fully-insured mortgage loan. More information can be found at <http://www.hud.gov/offices/hsg/sfh/203k/203kabou.cfm>.

#### *Community Development Block Grant*

The Community Development Block Grant (CDBG) program is a federal entitlement grant program for urban communities seeking to revitalize neighborhoods, improve community facilities, prevent and eliminate slums, aid low- and moderate-income families, and promote economic development.

One recommendation to ensure that CDBG funds are spent efficiently and according to the will of the citizens is to follow the example of other towns, which have set up a Community Development Advisory Committee Board (CDAC) to establish priorities and policy on CDBG spending. Often groups such as low-income housing rehabilitators submit applications for projects to be funded with CDBG monies. It would be an important role of the CDAC board to recommend for or against such applications. It is important to establish a policy of funding housing projects with CDBG funds. In addition, a CDAC board could ensure that funds are spent only in low-income areas, and in this way account to the federal CDBG providers.

#### *Special Needs*

Utah Assistive Technology Foundation (UATF) provides assistive devices and services, including home modifications to those who are disabled. The goal of UATF is to assist those who are disabled in Utah to enhance their independence, education, employment and quality of life. Zions Bank provides zero interest loans for all approved UATF projects. UATF can be reached at (800) 524-5152.

#### *Lifecare*

Lifecare was established to maximize the independence of older people and people with disabilities by providing lawn care, yard clean up, and snow shoveling for County residents over the age of 60. They also coordinate a number of home repair and maintenance projects through their Volunteer Ventures program. Lifecare can be reached at (801) 978-2452.

#### *Section 202 Loans for Housing the Elderly.*

The HUD Section 202 program offers capital advances to finance the construction and the rehabilitation of structures to serve as supportive housing for very low-income elderly persons. It also provides rent subsidies to help make the projects affordable. If the project serves very low-income elderly persons for 40 or more years, the capital advance does not need to be repaid.

#### *Davis County Aging Services*

Davis County Aging Services is committed to promoting the dignity, self-determination, well being, and contribution of older persons-both as individuals and within the context of their families and communities. We value people and respect their right to a quality of life. Davis County Aging Services will provide reasonable accommodations for customers with disabilities upon request. These services are funded in part by the Davis County Board of Commissioners and the Utah Department of Human Services. [http://www.co.davis.ut.us/aging\\_services/default.cfm](http://www.co.davis.ut.us/aging_services/default.cfm).

Home Ownership

The City of West Bountiful could choose to directly subsidize the purchase of homes within the city limits. The City could target certain areas that could benefit from increased community investment that comes from home-ownership. One such program is funded by the City of Logan. The program is known as “Welcome Home Own in Logan” and is administered by the Logan-based Neighborhood Nonprofit Housing Corporation. (The City of St. George funds a similar program.) Funding is provided by Logan City through the use of CDBG funds. The program is designed to encourage home ownership in Logan and is targeted to first-time homebuyers with incomes below 80 percent AMI. Assistance comes in the form of \$5,000 subsidy, which can be used to pay for down payment and/or closing costs. If the home is owner-occupied for five years, the subsidy is fully forgiven. Although not currently available, in the past, the purchaser has also received a grant of \$600 to be used for miscellaneous expenses incident to first-time homeownership.

*Community Development Corporation of Utah (CDC)*

Community Development Corporation of Utah (CDC) provides neighborhood homeownership for those shut out of the housing market, and market rate buyers. The Affordability Project is an innovative initiative designed to reduce the cost of homes in all phases of development and construction to serve those families that are hardest to serve—those with very low incomes and/or those with special needs. Through the Neighborhood Home Ownership program the CDC builds new homes and rehabilitates existing housing then works with interested low-income homebuyers to help them qualify to purchase these homes. The CDC also administers federally funded loan/grant down payment assistance programs in various areas. The goal of the program is to assist eligible homebuyers to purchase single-family homes with help of down payment and closing costs assistance.

The CDC also administers a home improvement program for income eligible homeowners, whose homes are in need of repairs and need help financially to get the work done. Homeowners must simply submit an application to access this program. CDC also maintains a materials and supplies warehouse to help low-income families. All materials are donated or purchased at cost and are available to any sponsored CDC client. CDC can be contacted at (801) 994-7222. The warehouse can be contacted at (801) 487-6275.

*Habitat for Humanity*

Habitat for Humanity provided housing for people who are inadequately housed and who lack the resources to improve their situation through conventional means. Habitat does not charge interest on the loans, and the monthly mortgage payments are lower than standard mortgage loans. Habitat for Humanity can be contacted at (801) 463-0554.

*Utah Housing Corporation (“UHC”)*

Utah Housing Corporation (“UHC”) is a public corporation that assists in the creation of affordable housing opportunities for lower and moderate income households across the state. UHC offers a number of loan programs for first-time and low or moderate –income homebuyers to consider when applying for a home loan. Utah Housing Corporation can be contacted at (801) 902-8200. UHC programs are as follows:

- FirstHome is a home ownership assistance program offered by the Utah Housing Corporation (UHC). First-time homeowner loans are available at below-market interest rates for qualifying applicants. The maximum purchase price may not exceed the price and income limits set by UHC. Currently the price limit is \$232,750 and the income limit is \$70,000 for households with more than three persons. Approximately 90 percent of West Bountiful single-family homes are below the price limit.
- FirstHome Plus is another homeownership assistance program offered by the Utah Housing Corporation. The CHAMP loan offers down payment and closing cost

- assistance in the form of a second mortgage.
- CROWN is a lease-to-own program developed by the Utah Housing Corporation (UHC) to bring home ownership within reach of very low-income households that are willing to make a long-term commitment to the community. Cities and counties cooperate with UHC to make land available to construct homes. UHC then leases these homes to those households within the 50 to 55 percent of AMI range. CROWN creates permanent home ownership opportunities by utilizing Low Income Housing Tax Credits to construct new, affordable single-family detached or attached homes. Lease payments last until the fifteen-year tax credit period expires. At this point, residents have the option of purchasing the home at a very attractive price through a low-interests UHC mortgage loan. The qualified low-income residents who become homeowners through the CROWN program are also eligible to receive training in the areas of housekeeping, home maintenance, and basic budgeting.
  - The Utah Housing Corporation also sponsors other specialized programs including the REACH and ECHO programs, both of which construct new modest homes for low and moderate-income persons.

### Rent Assistance

#### *Subsidized and Special Needs Housing Database*

The Utah Department of Community Development manages the Utah Subsidized and Special Needs Housing Database, which is an easy to use resource that helps individuals and families identify the availability of different kinds of rental housing depending upon their specific needs. All multiple-family rental housing that has reduced rents is listed (by location and type) and will show the rent as a percent of income. The database will also show the number of currently vacant apartments at each listed property. The database can be accessed at the following address:

<http://webapps.dced.utah.gov/shod/execute/search;jsessionid=6CBA6B65E2CA32F1076D841C8FF99EF5>

### Other Resources for Affordable Housing Development

#### Low Income Housing Tax Credits ("LIHTC")

The federal government has developed a program to encourage the construction, rehabilitation and preservation of rental housing for very low, low and moderate-income households. This program makes approximately \$4.3 million available annually to the State of Utah. The LIHTC program is administered by the Utah Housing Corporation (UHC), which determines the amount of tax credit available to applicant projects and operations and on the percentage of the project that will be restricted to low income tenants. The program limits rents on the units and also limits the incomes of the tenants. The UHC establishes maximum rents in accordance with HUD standards. Projects receiving LIHTC must maintain the status as low-income project for a minimum of 15 years.

The LIHTC program provides a credit equal to nine percent of the construction cost for new construction or substantial rehabilitation for projects which do not use other federal assistance and a four percent credit for acquisition of existing projects and for those projects which use other federal subsidies (CDBG excluded). Credits are claimed annually for ten years. The credits may be used by the owner of the property or sold through syndication.

#### *Olene Walker Housing Loan Fund*

The Olene Walker Housing Loan Fund is comprised of state appropriations and federal funds to provide loans at below-market interest rates for the construction of affordable housing. The majority of projects built using this fund are multi-family. While the majority of the fund is used for loans, a small amount of the fund is available for grants.

Table 6.16		
Utah Housing Improvement Agencies		
Organization	Services Offered	Contact Information
Community Development Corporation of Utah (CDC)	The CDC has a number of programs that assists low-income families to purchase homes. The affordability project is to help bring the cost down for families with low incomes. The CDC also builds and rehabilitates existing homes then works with interested low income home buyers. The CDC also has down payment assistance to those in need.	(801) 994-7222
Habitat for Humanity	Habitat for Humanity provides housing for people who are unable to afford or who lack the resources to provide housing for them selves. They may build new or rehabilitate an existing house in order to complete their mission.	(801) 475-9821
HUD (HOME) program	HOME was created to develop and support affordable rental housing through rehabilitation of existing rental properties.	<a href="http://www.hud.gov/offices/cpd/affordablehousing/programs/home/index.cfm">http://www.hud.gov/offices/cpd/affordablehousing/programs/home/index.cfm</a>
Utah Housing Corporation (UHC)	UHC helps to facilitate the purchase of a new home for households earning low incomes, moderate incomes, or first time homebuyers.	(801) 521-6950
Fannie Mae	"[Fannie Mae] provides financial products and services that make it possible for low-, moderate-, and middle-income families to buy homes of their own. Since Fannie Mae began in 1968, we have helped more than 63 million families achieve the American Dream of homeownership." <a href="http://www.fanniemae.com/aboutfm/index.jhtml;jsessionid=TTTTLMXBJTW5ULJ2FECHSFGI?p=About+Fannie+Mae">http://www.fanniemae.com/aboutfm/index.jhtml;jsessionid=TTTTLMXBJTW5ULJ2FECHSFGI?p=About+Fannie+Mae</a>	(972) 773-4663
U.S. Department of Agriculture and Rural Housing (USDA)	"For the U.S. Department of Agriculture (USDA) Rural Development staff the challenge of Single Family Housing and Multi-family Housing programs is to provide affordable housing opportunities to very low, low and moderate-income households in the rural areas of Utah."	<a href="mailto:Janice.Kocher@ut.usda.gov">Janice.Kocher@ut.usda.gov</a>
Federal Home Loan Bank of Seattle	"[Federal Home Loan Bank of Seattle] provides grants to help member financial institutions support affordable housing, both rental and homeownership, for families and individuals earning up to 80 percent of their community's median income."	(800) 973-6223



## **VII. ANNEXATION**



## **7.1 Background and Introduction**

### **Vision Statement**

The City is interested in exploring annexation options to help achieve the land use and socioeconomic goals of the community. The City has identified three guiding principles for assessing the annexation potential of additional land into West Bountiful City: 1) Logical, efficient and convenient delivery of services; 2) Visual corridors at entryways to City, including along Legacy Highway; and 3) Opportunities to expand the current economic base. Annexation should be pursued fairly aggressively to ensure that property desired to be located within West Bountiful is not lost to neighboring communities.

## **7.2 Goals and Objectives**

### **GOAL 1: Preserve and protect the integrity and character of the borders of West Bountiful City.**

OBJECTIVE 1: Provide attractive gateways at major entrances to the City and views of the City from the Legacy Parkway.

POLICY 1: Identify and prepare an annexation policy plan that includes the annexation of properties that provide key western and northern entrances to the City or that are highly visible from the Legacy Parkway.

### **GOAL 2: Provide for efficient service delivery and logical, simple boundaries.**

OBJECTIVE 1: Streamline the delivery of services to ensure the most cost effective means of service delivery.

POLICY 1: Prepare an annexation policy plan showing potential future annexations and the criteria for assessing annexation potential, such as economic development, fiscal impacts, aesthetic concerns, provision of services, level of development that can be sustained on the land, etc. Feasibility studies shall be prepared as required by state law. For those annexations not requiring a feasibility study, a brief impact analysis shall be conducted.

POLICY 2: Indicate the tentative future land uses and densities of all land within potential annexation areas, in the interest of effective planning and the facilitation of future annexations.

POLICY 3: The proposed boundaries shall, to the extent possible, follow natural features such as roads, streams, topographical features, etc.

POLICY 4: Work with the Bountiful and Woods Cross to straighten shared boundaries, using the center lines of 500 West and 500 South as the dividing lines.

### **GOAL 3: Promote opportunities for economic development and a strong tax base.**

OBJECTIVE 1: Capitalize on opportunities for economic development in order to enhance its tax base and provide its citizens with a high level of services by annexing property with good economic development potential, with regard for simple, logical boundaries where services can be provided efficiently.

POLICY 1: Evaluate opportunities for economic development along western and northern borders of the City and prepare annexation policy plans that include these key areas.

### **7.3 Existing Conditions**

West Bountiful City is bounded on the north by Centerville City, to the east by Bountiful City, and to the south by Woods Cross City. The only opportunities for future annexation are located to the west of the current city boundaries. Because no development will be allowed west of Legacy Highway, West Bountiful City will likely not want to consider annexation of any additional land to the west of Legacy. However, there are a few remaining areas of land located between the City's current western boundary and the Legacy Highway which should be considered for annexation.

Areas A and B (see Figure 7.1) will likely be residential in nature, but because of their location adjacent to Legacy they will provide visual gateways to the City. Therefore, it will be in the City's best interests to regulate the type of development that takes place in these areas. Area C provides some potential for office/business park development, with good access off of the Legacy Highway and proximity to 5<sup>th</sup> South.

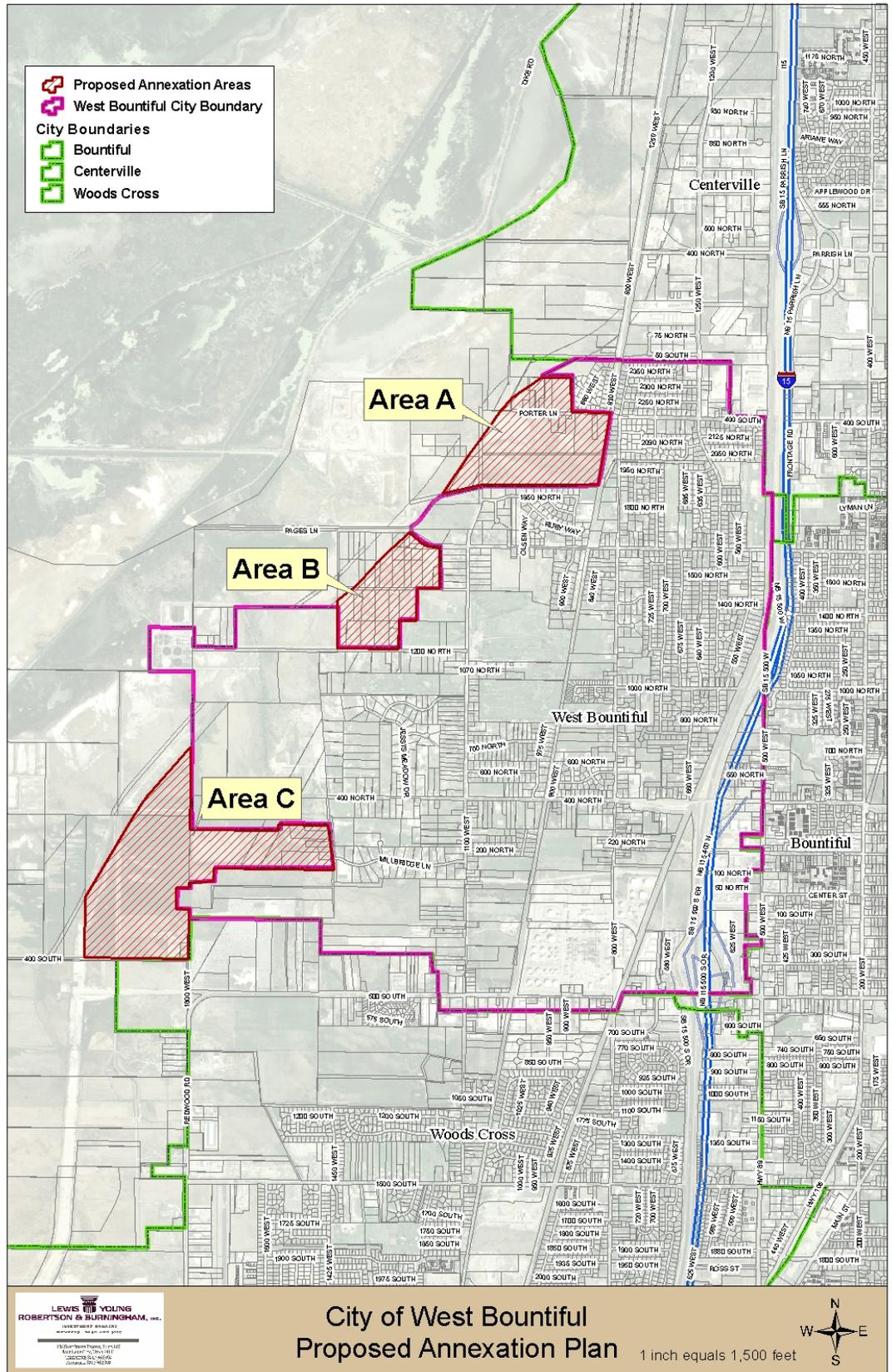


Figure 7.1

**Land Usage**

There are a total of 329 acres in the potential annexation areas. In area A, the northernmost area, there are approximately 85 acres. In these 85 acres, there are 20 parcels; eight of these are residential and none are commercial; 12 parcels are undeveloped; nine total acres are improved. Area B contains approximately 53 acres. There are 27 parcels in area B; one parcel is residential and one parcel is commercial; 25 parcels are undeveloped; 5.5 total acres are improved. Area C is the largest with 191 acres and 12 parcels. Of these 12 parcels, six are residential and one has agricultural improvements; 7.3 total acres are improved.

	Parcel			ACRES	
	Developed	Undeveloped	Total	Improved	Total
Area A	8	12	20	9	85
Area B	2	25	27	5.5	53
Area C	7	5	12	7.3	191
Total	17	42	59	21.8	329

**Population**

The estimated 2006 population in the three annexation areas is 54 persons, based on 15 residences and an average household size of 3.59 persons per household.

The future population will depend on how the land is zoned. We have assumed that roughly 100 acres of Area C will be put in business park, and that the remaining acreage will be developed as residential. Based on varying residential densities, as shown in the table below, we have projected the population using an average household size of 3.59 persons per household. Population growth in the annexation areas will likely range from roughly 750 to 3,000 persons.

	Undeveloped Acres Available for Residential Development	Population (1-acre lots)	Population (1/2-acre lots)	Population (1/3-acre lots)	Population (1/4-acre lots)
Area A	76	273	546	819	1,092
Area B	47.5	171	342	512	683
Area C	83.7	301	602	902	1,202
Total	207.2	744	1,488	2,232	2,976

**Neighborhood Character**

The potential annexation areas form a logical boundary with Legacy Highway on the west. Only seven percent of the acreage is developed, thereby allowing future development to be compatible with the City's guidelines and existing character. Currently, there are 15 residences in the potential annexation areas (eight residences in Area A; one residence in Area B; and six residences in Area C).

**7.4 Analysis**

**Economic Base**

There is one commercial business in the annexation areas. No sales tax revenue is currently generated in any of these areas.

<b>Table 7.3 Business Parks and Size</b>	
<b>Davis County Business Parks</b>	<b>Acres</b>
Centerville Industrial Park	109
Freeport Center	735
Freeport Center West	45
Highway 193 Business & Technology Park	300
Kaysville Industrial Park	175
Layton Industrial Park	10
North Salt Lake Industrial Park	900
West Centerville Industrial Park	150
Source: <a href="http://relocate2.utah.gov/real_estate/industrialparks.html">http://relocate2.utah.gov/real_estate/industrialparks.html</a>	

There is some potential for business park and office-flex development in Area C. This area will have good access from Legacy Highway, as well as from 5<sup>th</sup> South. Because of the limitations on truck traffic on Legacy Highway, it will be important for 5<sup>th</sup> South to adequately provide access and distribution services to a potential business park

There are currently eight business parks in Davis County, with sizes ranging between ten and 900 acres each. The average size is 303 acres – roughly the size of the property available in Area C. However, the average is somewhat skewed by the two exceptionally large parks at Freeport Center and North Salt Lake. When these two parks are not included, nor is the exceptionally small Layton Industrial Park included, the average decreases to 156 acres. It is anticipated that a business park in Area C would be somewhat smaller in size, and less industrial in nature, because of the truck traffic limitations on Legacy Highway.

A business park could generate good property tax revenues for West Bountiful City, as well as jobs with good wages and salaries. It is unlikely that any significant sales tax revenues would come from a business/industrial park.

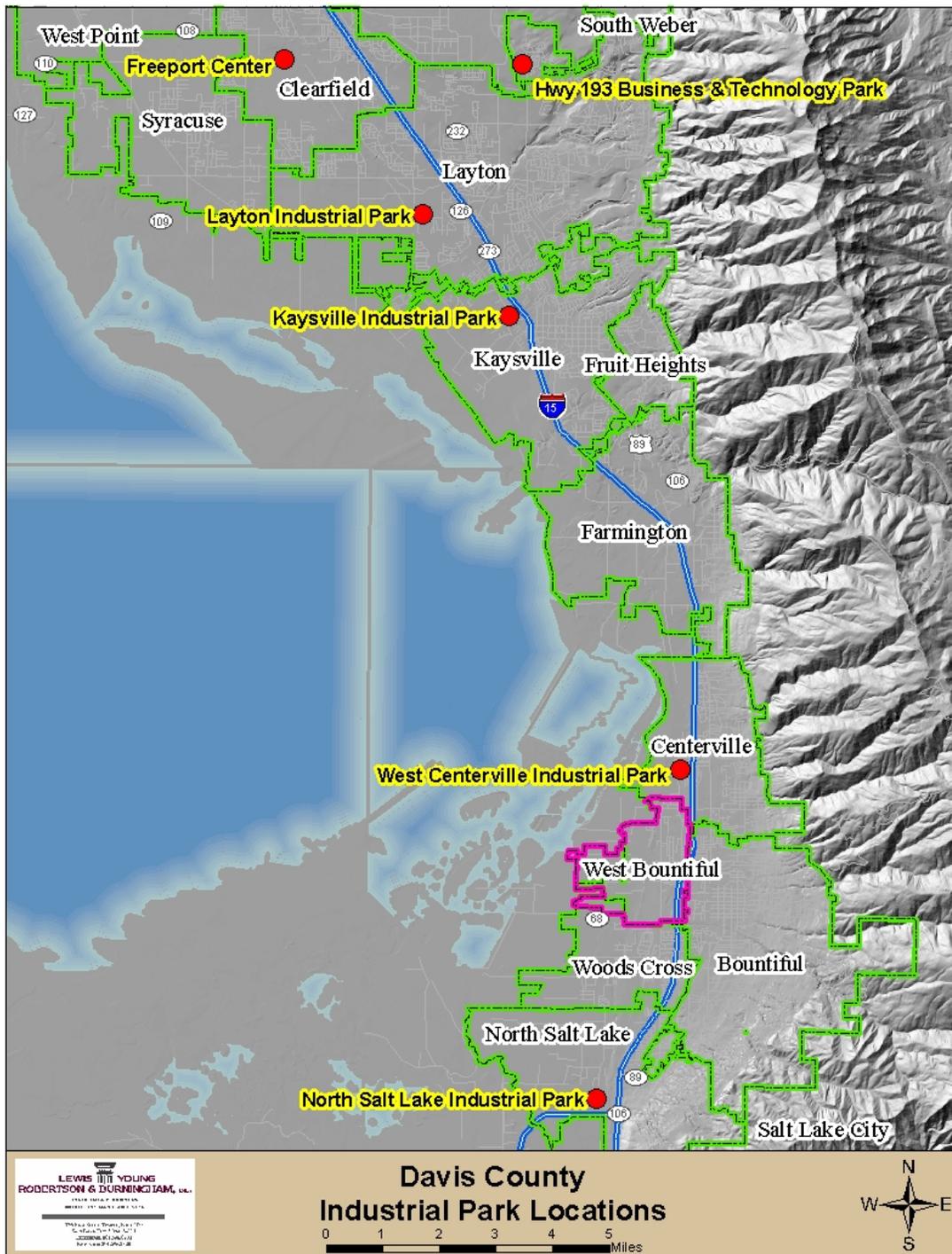


Figure 7.2

**Property Values and Tax Revenues**

The table below shows the total market value of all property types within the annexation area as shown by the Davis County Assessor's Office. The current market value of the annexation areas, as reflected by the Assessor's Office, is \$10,270,330, or roughly \$33,750 per acre.<sup>1</sup>

<b>Table 7.4 Market Value 2006</b>				
	<b>Area A</b>	<b>Area B</b>	<b>Area C</b>	<b>Total</b>
Agricultural	\$31,790	\$393,290	\$1,785,270	\$2,210,350
Commercial	-	\$125,660	\$3,146,900	\$3,272,560
Residential Improved	\$1,529,950	\$278,060	\$1,271,190	\$3,079,200
Residential	\$1,305,150	\$104,080	-	\$1,409,230
Exempt	\$33,980	\$214,650	\$50,360	\$298,990
<b>TOTAL</b>	<b>\$2,900,870</b>	<b>\$1,115,740</b>	<b>\$6,253,720</b>	<b>\$10,270,330</b>

Source: Davis County Assessor's Office; LYRB

Some of this area (149 acres) is currently listed as agricultural in nature. When this property is developed, the taxable value will increase significantly, plus rollback property taxes for the past five years will be assessed at that time. Another 34 acres is publicly-owned property and therefore exempt from taxation.

<b>Table 7.5 Acreage of Annexation Areas by Land Usage</b>				
	<b>Area A</b>	<b>Area B</b>	<b>Area C</b>	<b>Total</b>
Agricultural	3.262	19.425	126.617	149.304
Commercial		4.15	51.602	55.752
Residential Improved	9.056	1.29	7.32	17.666
Residential	67.27	5.51		72.78
Exempt	5.764	22.762	5.814	34.34
<b>TOTAL</b>	<b>85.352</b>	<b>53.137</b>	<b>191.353</b>	<b>329.842</b>

Source: Davis County Assessor's Office; LYRB

Average land values, by type of usage, are shown in the table below for the three annexation areas. Clearly, as the land develops into residential uses, market values increase significantly.

<b>Table 7.6 Market Value per Acre by Development Type</b>			
	<b>Market Value</b>	<b>Acres</b>	<b>Market Value per Acre</b>
Agricultural	\$2,210,350	149	\$14,804
Commercial	\$3,272,560	56	\$58,699
Residential Improved	\$3,079,200	18	\$174,301
Residential	\$1,409,230	73	\$19,363
<b>TOTAL</b>	<b>\$9,971,340</b>	<b>296</b>	<b>\$33,744</b>

Source: Davis County Assessor's Office; LYRB

<sup>1</sup> Calculated by subtracting the exempt properties from total property values and acreages:  $((\$10,270,330 - \$298,990) / (329.842 - 34.34))$

**Cost of Service to Annexation Area**

A cost of service study completed by the American Farmland Trust suggests that for every \$1 of revenue generated, it costs (on average) \$1.15 to provide public services to residential development. On the other hand, for every \$1 of revenue generated by commercial and industrial land, it costs only \$0.28 for public services.<sup>2</sup> West Bountiful will need to determine an appropriate mix of commercial and residential development in the annexation areas, so that the revenues generated in these areas will offset the cost of delivery of municipal services.

**Tax Burden Implications**

According to the 2000 Census, the median price for a home in West Bountiful was \$154,100. The property tax that can be assessed to a primary residence is 55 percent of the market value, resulting in a taxable value of \$84,755 for a median-priced home. Applying the tax rate (in the annexation areas) for unincorporated Davis County, and then comparing with the property taxes that would be generated if the properties were annexed into West Bountiful, suggests that the average homeowner would have increased property taxes of roughly \$74 annually if annexation occurs.

West Bountiful	0.012690
Davis County Unincorporated	0.011816*
Source: Davis County *Averaged tax rate for tax districts in annexation areas.	

**Shared Boundary Considerations**

West Bountiful City has already established a logical and efficient northern boundary with Centerville City. To the east, the boundary is with Bountiful City (along 500 West). With the exception of a few businesses on the western side of 500 West that are part of Bountiful City, the City's eastern boundary is fairly regular.

West Bountiful's boundary to the south is Woods Cross City. This southern boundary generally follows along 500 South, jogging back and forth on both sides of the street, and making service delivery somewhat confusing. In the vicinity of 500 South and the Legacy Highway, the Woods Cross boundary extends north of 500 South to its furthest northward extent. West Bountiful City should discourage Woods Cross from annexing any additional property north of 500 South and east of the Legacy Highway. Those unincorporated properties remaining in this area logically fit with West Bountiful's southern border and naturally extend West Bountiful City to the Legacy Highway.

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<sup>2</sup> American Farmland Trust.  
[http://www.farmlandinfo.org/documents/27757/FS\\_COCS\\_8-04.pdf](http://www.farmlandinfo.org/documents/27757/FS_COCS_8-04.pdf)

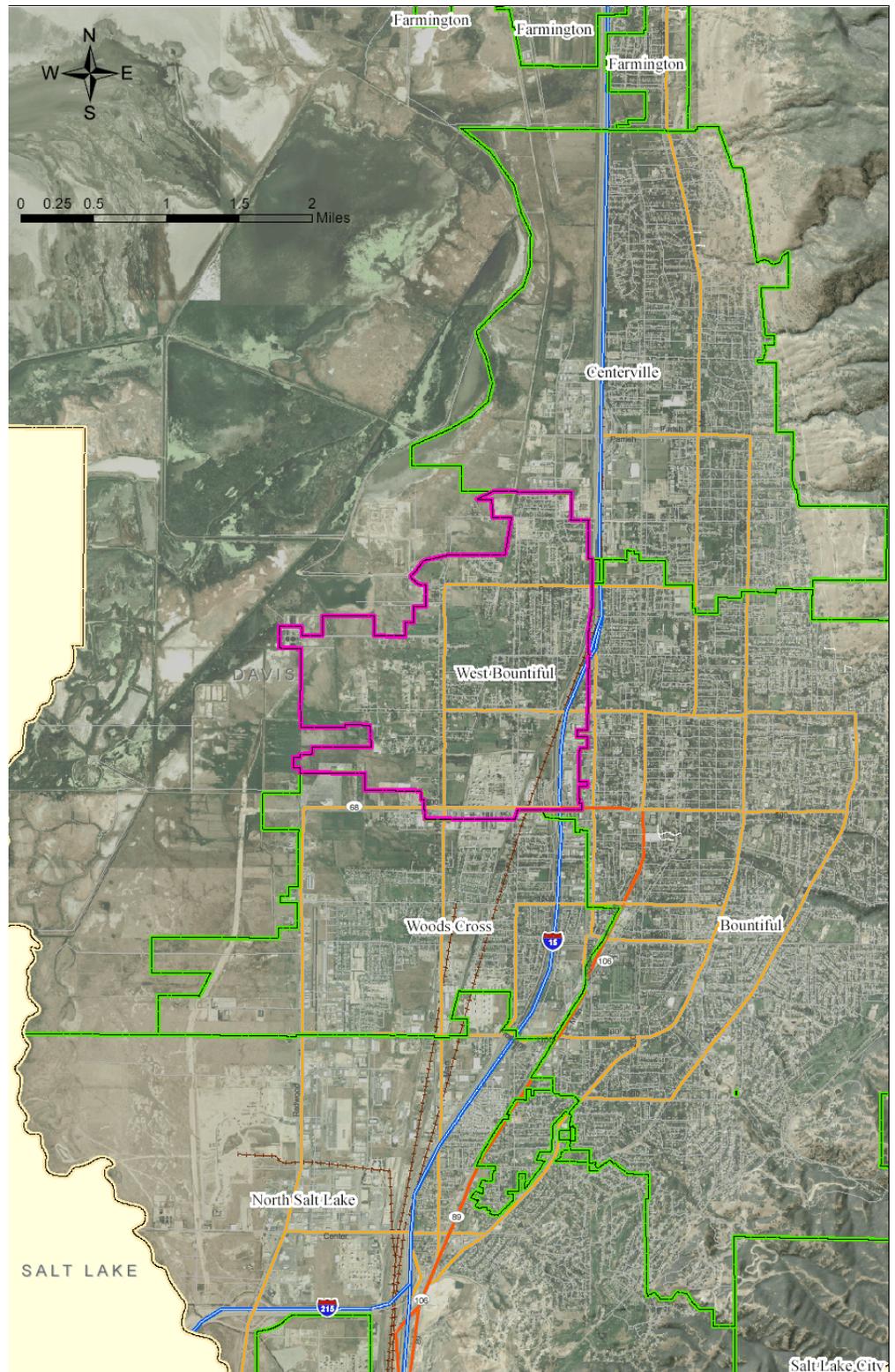


Figure 7.3



**VIII. PUBLIC UTILITIES AND COMMUNITY FACILITIES**



## **8.1 Background and Introduction**

### **Vision Statement**

The City recognizes the importance of providing high quality public utilities that support current demands as well as desired future land uses, and that work to ensure that utilities meet the needs of the population. The City also understands the importance of coordinating utility improvements with one another to achieve the best cost effectiveness. The community has indicated a need for improvements in storm water management and is concerned with issues related to flooding. Responding to these issues, the City and community have expressed a desire for a Capital Improvements Program that places emphasis on coordinating utility expansions and improvements to meet the current and future needs of the City, its businesses, and residents.

West Bountiful City provides its residents with high-quality, responsive, and professional public services. Residents are pleased with the level of service that they receive and feel safe in their neighborhoods. The community is pleased with the level of service provided by local law enforcement, garbage collection, education, and governmental entities. The City should continue to provide the same excellent quality of services to the community, and work to expand and enhance these services when possible. Ensuring adequate emergency service is a high priority to both the residents and the City. West Bountiful City and its residents are committed to improving access, both in and out of the City, in times of emergency and will work with the Utah Department of Transportation and local emergency responders to ensure the safety of the community.

## **8.2 Goals and Objectives**

### **GOAL 1: Develop and maintain a West Bountiful City five year Capital Improvement Program for transportation and infrastructure development.**

OBJECTIVE 1: Prioritize projects in the Capital Improvement Program based on a ranking system that reflects the relationships between improvements to streets, storm drainage, and culinary water.

POLICY 1: Develop and utilize individual master plans for streets, storm drainage and culinary water as inputs into the Capital Improvement Program for identifying the needed improvements in the community.

POLICY 2: Prioritize needed improvements to streets (e.g.: expansion of curb and gutter) based on an understanding of how such improvements affect the storm drainage system. Consider storm drainage improvements a priority when roadway improvements that impact the storm drainage system are considered a priority.

POLICY 3: Coordinate culinary water improvements that require reconstruction of streets with planned improvements to streets to ensure efficient expenditure of funds.

OBJECTIVE 2: Leverage multiple sources of funds to finance the Capital Improvement Program.

POLICY 1: Designate state road funds, which West Bountiful City receives, for local capital improvements.

POLICY 2: Consider local utility franchise tax and road impact fees as additional revenue sources for the capital improvement fund.

POLICY 3: Explore additional funding sources for improving the current street system, such as Federal-Aid Urban (FAU) funds, state gasoline tax money, etc.

OBJECTIVE 3: Base annual expenditures on streets and infrastructure on a five year plan designed to improve the overall quality of West Bountiful City's transportation network.

POLICY 1: Develop, through the coordinated efforts of the City Engineer, City Manager, and City Planner, a five year Capital Improvement Program to be updated annually at the close of the fiscal year.

POLICY 2: Adopt a new Capital Improvement Program at the close of each fiscal year, upon completion of the Capital Improvement Program update.

**GOAL 2: Continue to maintain excellent water quality and provide adequate water supply for future needs.**

OBJECTIVE 1: Maintain high levels of drinking water quality and provide adequate supply for future populations.

POLICY 1: Require all water users connected to West Bountiful City water to adopt and maintain a cross-control connection (back-flow prevention) as mandated by federal and state law.

POLICY 2: Require all future development be connected to the South Davis Sewer System and encourage the elimination of existing septic tanks.

POLICY 3: Project and construct adequate sized water storage facilities to ensure sufficient water supplies while promoting conservation by encouraging the use of water saving appliances in new construction and remodeling.

OBJECTIVE 2: Coordinate the development and expansion of culinary water projects with other infrastructure projects, including streets, and storm drainage, and encourage the development of additional water sources as needed.

POLICY 1: Establish a master plan for expansion of culinary water services to annexed areas of the City and for the maintenance and updating of existing facilities.

POLICY 2: Integrate the recommendations of the culinary water master plan into the Capital Improvement Program for transportation and infrastructure.

**GOAL 3: Provide for the general health, safety and appearance of West Bountiful City by adopting measures to provide adequate flood and storm water control.**

OBJECTIVE 1: Properly maintain irrigation ditches and open water channels.

POLICY 1: Encourage water master and users to properly maintain grass and foliage height in and along irrigation and drainage ditches.

POLICY 2: Utilize proper engineering of waterways to insure efficient water drainage and flow.

POLICY 3: Require all open ditches needed for agricultural irrigation be adequately maintained, cleaned-out, and kept free of weeds and sediment.

OBJECTIVE 2: Install proper equipment in identified areas for flood and storm water control.

POLICY 1: In identified pedestrian areas, ditches and irrigation canals should be piped and covered, where appropriate.

POLICY 2: Existing open ditches should be replaced with an engineered storm system.

POLICY 3: Erosion prevention methods, such as wired rocks or concrete runs, should be installed by water users.

POLICY 4: Adequate, non-climbable fencing for safety purposes should be provided along all fast running or deep water ways.

OBJECTIVE 3: Adopt and change ordinances and standards to help maintain adequate flood and storm water control.

POLICY 1: All new development plans should be accompanied by a storm water drainage system as approved by West Bountiful City's engineer. The developer may be required to cover existing drainage or irrigation ditches to the satisfaction of water users, local residents, and the City, as needed.

POLICY 2: Where adequate storm drains do not exist, affected neighborhoods should be encouraged to work with local officials to fund and operate special improvement districts.

POLICY 3: Consider changing the current ordinance which prevents the discharge of storm water into the street during spring wet seasons.

POLICY 4: Continue to require all new subdivision developments to provide for adequate site retention or detention of all storm water run-off.

**GOAL 4: Maintain the same excellent quality of community services currently provided by West Bountiful City and Davis County.**

OBJECTIVE 1: Maintain the current level and quality of law enforcement provided by the West Bountiful City Police Department.

OBJECTIVE 2: Maintain the same excellent quality of fire protection currently provided by the South Davis Metro Fire Agency.

OBJECTIVE 3: Provide for adequate animal control by continuing the existing contract with Davis County or exploring the feasibility of West Bountiful City providing its own animal control officer.

POLICY 1: Review existing animal control ordinances for possible revision and better enforcement of nuisances.

POLICY 2: Provide for the humane treatment of pets and other domestic animals, and for the minimization of unnecessary euthanasia of adoptable pets.

OBJECTIVE 4: Advocate the active involvement of West Bountiful City in selecting trained and qualified school crossing guards and engineering safety measures for children attending local schools.

OBJECTIVE 5: Continue to contract for building inspection service by state qualified and licensed inspectors and periodically review conditions for the hiring of a West Bountiful City building inspector.

**GOAL 5: Reduce the overall impact of the Bountiful Area Refuse Dump on local residents.**

OBJECTIVE 1: Enforce all relevant West Bountiful City statues, especially ordinances requiring covered loads.

OBJECTIVE 2: Utilize overtime funding to provide an appointed enforcement officer near the BARD entrance to monitor compliance with West Bountiful City ordinances.

OBJECTIVE 3: Post signage at city gateways to encourage truck traffic to use 500 West and 500 South to access the landfill rather than filtering through neighborhoods.

**GOAL 6: Enhance and expand community services within West Bountiful where needs exist.**

OBJECTIVE 1: Explore the possibility of Davis County Library locating a library branch west of Interstate 15 to serve the needs of residents of West Bountiful City and neighboring communities.

OBJECTIVE 2: Explore the possibility of locating a new fire station to the west of Interstate 15 to better serve West Bountiful City and neighboring communities.

OBJECTIVE 3: Work with the Utah Department of Transportation and local emergency response agencies to develop a coordinated emergency response plan to protect the safety of West Bountiful residents in the event of a seismic event affecting access in and out of the City.

## **8.3 Existing Conditions**

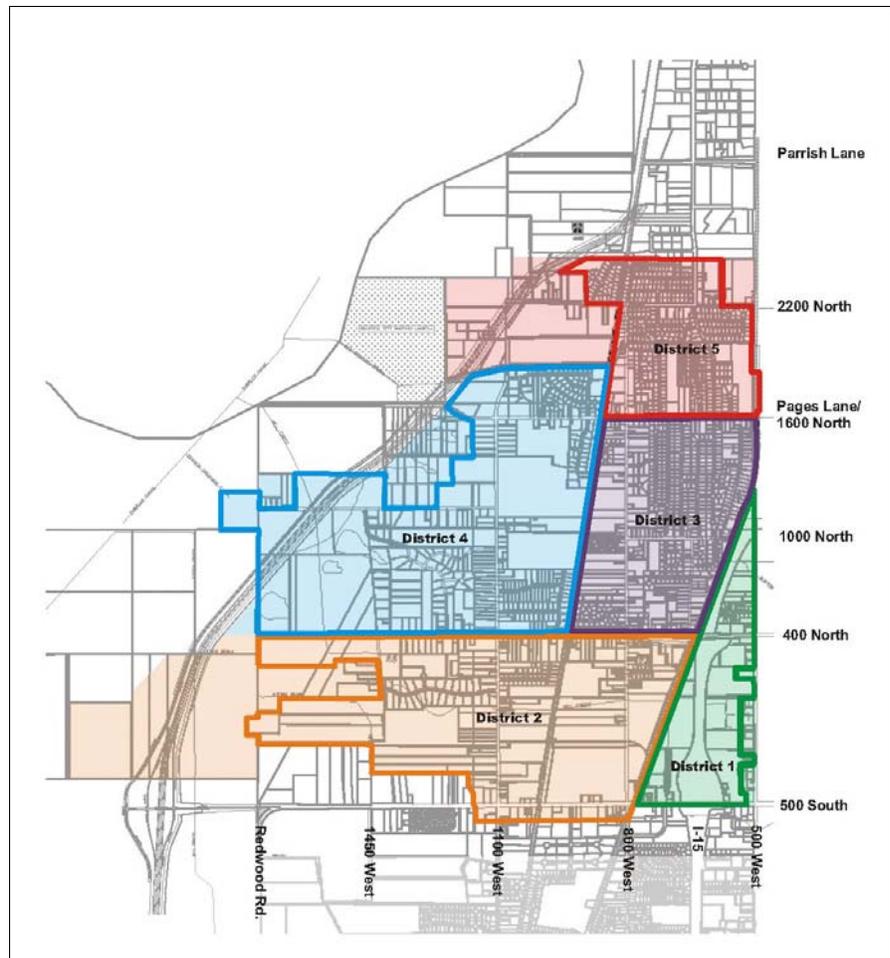
### **Public Utilities**

#### Storm Water

Storm water drainage in West Bountiful is accommodated primarily through a system of surface ditches and canals. The City's two major outfalls are Mill Creek and the Deuel Stone and Barton Canal. Mill Creek accommodates drainage for the southern portion of the City, including drainage of commercial properties east of I-15. Recently, Davis County diverted the majority of flows from the Mill Creek system to the A-1 canal, west of 1100 West Street. This diversion has resulted in reduced flows in the lower reaches of the Mill Creek system. However, a remaining discharge of approximately 179 cubic feet per second (cfs) of storm water is predicted for the 100-year event from properties that drain into the lower portions of the Mill Creek System.

The Deuel Stone and Barton (DS&B) canal collects storm water runoff from properties in the northern section of West Bountiful. The canal conveys perennial flows to the Bountiful Pond from its three name-sake streams which originate in the Wasatch Mountains. By the time the DS&B canal reaches the City, the DS&B canal is a concrete-lined channel capable of conveying approximately 1211 cfs of storm water runoff. In general, the canal is in need of maintenance, as evidenced by the numerous cracks and open holes visible from roadway crossings in the City. The canal is owned and maintained by Davis County.

With the construction of curb and gutter becoming more frequent in the City in recent years, the addition of piped underground storm drainage has become more common. In general, however due to the flat slope exhibited across the City, storm water drainage is a difficult exercise for the City no matter what approach is applied. Numerous comments were received from residents related to storm water problems throughout the City.



**Figure 8.1**

In District 1, comments were submitted regarding problems with large volumes of runoff from commercial properties and the limited ability for the Mill Creek canal to handle the drainage.

In District 2 very little curb and gutter has been placed. As such, the storm water system is largely accommodated by sheet flow to adjacent water courses, such as the Mill Creek drainage system. In this district, the Millcreek Meadows subdivision has implemented a grassy swale system for water conveyance in place of curb and gutter. While this cross section may be viewed as beneficial due to its capacity to reduce the concentration of storm water discharged to the Mill Creek drainage system, it may not be effective at removing storm water during the most severe events.

Maintenance of irrigation ditches was highlighted as an issue in District 3. Irrigation ditches operate well when maintained, but fail when vegetative growth along the ditch is not controlled. District 3 also has a relatively high concentration of underground storm water lines in place. These lines are drained via a pump located at about 1950 North 800 West Street. The pump is operated and maintained by a Special Improvement District that was organized in 1986.

District 4 encompasses a large drainage area in the Mill Creek drainage system which is primarily undeveloped pasture land, and newly developed subdivisions. Although no direct comments were received from District 4 relating to storm water drainage issues, this area

will be an important area for controlling storm water runoff discharged to the Mill Creek drainage system.

In District 5, localized flooding in residential back and side yards has been reported during the wet season. Causes for flooding in District 5 have been attributed to poor landscape grading on the part of the subdivision developers or poor maintenance on by individual property owners, as well as to a large retaining wall near the Industrial Park north of the City.

The City has been and is currently engaged in a variety of planning and capital development exercises associated with improving the Storm Water system. The current Capital Improvement Program (CIP), highlights 46 drainage projects needed in the City. The current CIP is based on existing drainage demands and future drainage demands predicted for new development. The CIP seeks to illustrate how the City will meet these demands by giving the anticipated costs and priority for each of the projects identified. The CIP does not reflect proposed changes that would result from this General Plan update.

#### Sanitary Sewer

Sanitary Sewer services in the City are provided by the South Davis Sewer District. Currently all treatment is provided at the district's northern waste water treatment plant that is located on the west end of 1200 North Street. The Sewer district reports that capacity is available for full build-out of the City, within existing city boundaries. New extensions would be required for any expansion into newly annexed areas. New lines may also be needed for higher intensity land uses west of 1100 West Street.

#### Culinary Water

West Bountiful City provides culinary water directly to area residents. The City purchases most of its drinking water from Weber Basin Conservancy District. The City supplements the system with water from a 16 inch, 520 foot deep well located behind the City offices. The water from this well is pumped uphill to a one million gallon, reinforced concrete tank reservoir located at approximately 500 South and 350 East in Bountiful City. The well and reservoir were built in 1978 and 1979 respectively and both were financed through municipal bonds. The water distribution system, owned by West Bountiful City, was mostly developed during the late 1950's. While existing land within the city boundaries is well served by existing culinary water sources, development in annexed areas would require expansion of the system.

The current Capital Improvement plan identifies 27 projects related to the culinary water system. These projects encompass line replacements, new installations, and routine upgrades to existing fire hydrants and water meters. In addition to evaluating needs associated with existing conditions, the plan also includes an evaluation of anticipated areas for annexation. Improvements identified in the plan are specified by location, size, approximate cost, priority and responsibility (city or developer, or both). The culinary water projects identified in the CIP do not reflect changes that would result from this General Plan update.

#### *Issues Identified:*

Based on the conditions described above, the following issues have been identified for public utilities in the City:

- Adequate control of the remaining flows destined for the Mill Creek drainage system needs to be addressed.
- Maintenance issues associated with the DS&B canal could jeopardize the integrity of the canal if they are left unaddressed.
- Due to the flat topography of West Bountiful and the high water table, drainage issues area major concern both because of the severity of problems associated with flooding, and because of the high cost of addressing these problems.

- The addition of new curb and gutter, either as part of new subdivisions and commercial development, or as part of street improvements, will require extensive improvement to the storm water drainage system.
- Newer subdivisions exhibit a variety of residential street cross sections, which present both positive and negative attributes with respect to storm drainage.
- In general, higher densities than currently included in the existing zoning ordinance would require local or potentially system wide expansion of public utilities (site specific analysis would be required to determine the need for and extent of such expansions).
- The storm water and culinary water sections of the CIP do not reflect the land use, transportation, and annexation plans included in this General Plan.

**Infrastructure**

Road Conditions & Maintenance

In 2006 the City conducted a thorough evaluation of the condition of streets within the city boundaries. A table was created with details from the study including the following descriptors: street names, address range, waterline replacement, storm drain replacement, previous overlay, last constructed, R/W value, length, width, value of street surface, # of fire hydrants, value of hydrants, length of curb and gutter, value of curb and gutter, length of sidewalk, value of sidewalk, and shoulder type. Roadway segments were ranked based on a number of factors including drainage, alligator cracking, corrugations, rutting, spalling, swelling, trenching, and longitudinal and transverse conditions. Overall rankings indicate that the roadway system is generally in very good condition: the average ranking for all roads evaluated is 4.3 for all of the nine criteria combined. The five worst roadway segments are listed below, including their rankings for each of the categories.

<p align="center"><b>Table 8.1</b> <b>Top-Five Worst Condition Roadway Segments in West Bountiful</b></p>												
Street Name	Segment	Last Constructed	Drainage	Alligator	Corrugations	Rutting	Spalling	Swelling	Trench	Longitudinal	Transverse	Overall Rating
1600 North	900 West to Olsen Way	1980	4	2	0	0	0	0	5	3	1	15
400 North	660 West to 800 West	1979	1	4	0	2	2	0	3	1	1	14
1000 North	550 West to 800 West	1976	1	3	0	1	2	0	2	2	2	13
800 West	2200 No. to 1950 No.	1978	2	1	0	2	1	0	4	1	1	12
775 West	1950 No. to 1600 No.	1977	0	4	0	1	1	0	4	1	1	12
<p>Rating is 0 – 5, with 0 being very good and 5 being very poor.</p>												
<p>Source: West Bountiful City, 2006</p>												

The current capital improvements plan focuses on new street construction. Projects identified in the CIP include expansion of Porter Lane expansion and construction of a frontage road along the Legacy Parkway extending from Redwood Road to Pages Lane, as well as the extension of 300 South Street and 1450 West Street. The plan does not address maintenance costs associated with maintaining the existing street system, nor does it reflect proposed changes that would result from this General Plan update.

West Bountiful City has a single full-time employee and several part-time, seasonal hires to help with minor street repairs. To assist in street maintenance the City has purchased a backhoe, a one ton utility bed truck and two one half ton pick-up trucks. Major street work, such as asphalt resurfacing, is contracted out to specialized firms that bid on advertised jobs.

All snow removal for West Bountiful City public roads and minor streets is handled by city employees using two vehicles, a F700 Dump Truck and snowplow and a F900 Sander and snowplow. Private road owners must individually contract for snow removal, as do commercial businesses with large parking lots.

#### Sidewalk Conditions and Maintenance

As a primarily rural community, sidewalks are infrequent in many areas within the City. However, nearly all new development that has occurred since the mid 1970's has included sidewalks as a city requirement. The construction of new sidewalk has resulted in numerous sections of incomplete sidewalk, where newly constructed sidewalk abuts parcels without sidewalk. In areas without sidewalk, pedestrian activity is accommodated on existing street shoulders where conditions vary from gravel to pavement to worn paths in vegetative growth. Some portions of streets, including 800 West and portions of 1100 West have been striped to allow for a widened shoulder for bicycle traffic.

The City recently received grant money to update pedestrian ramps to meet Americans with Disabilities Act (ADA) standards. Approximately 90% of all pedestrian ramps are now considered to be ADA compliant. In addition, UDOT is currently studying improvements to SR-86, along 500 South Street. Current proposals for the project include improved sidewalks for the entire length of the roadway.

Sidewalk Maintenance has received very little attention from the City due to other higher priorities. As such, existing sidewalk in many portions of the City are in poor condition. Older sections of sidewalk have been damaged by tree roots, creating swelling and cracking problems. Other sections suffer from overgrowth of vegetation, or sagging due to settlement of soils beneath the sidewalk. Extensive sections of sidewalk on 800 West (approximately 80%) are not usable do to physical problems such as these.

#### *Issues Identified:*

Based on the conditions described above, the following issues have been identified for infrastructure in the City:

- Select streets in the City are in need of repair. The condition of these streets is known but the streets are not addressed in the CIP.
- Important sidewalks in the City are in poor condition, including the majority of sidewalks along 800 West.
- Reconstruction of 500 South presents an opportunity to develop improved street and sidewalk infrastructure within the City.
- The infrastructure sections of the CIP do not reflect the land use, transportation, and annexation plans included in this Plan.

## **Community Facilities**

West Bountiful City maintains a number of important community facilities. Local public services include police protection, minor street repairs, ordinance enforcement, justice court, snow removal, weed control, economic development and redevelopment, building inspection and water and sewer maintenance. Davis County provides West Bountiful City with flood control, animal control, education, health, welfare, and human services, fire protection, mosquito abatement, sewage treatment, library, and ambulance service. Those services that are contracted with private firms include garbage collection, engineering and surveying, legal services, data processing, and finance.

### Government

West Bountiful City has the traditional Mayor-Council form of government. The Mayor is the chief executive officer and is assisted in his duties by six administration officials and a city administrator. These officials direct public safety, the fire district board, personnel administration, budgeting and finances, the Council of Governments, and the Redevelopment Agency. The city offices also have a single person acting as the administrative assistant, office manager, and recorder.

There are five non-partisan council members, elected at large, for four-year terms. Elections are held every two years, on odd numbered years, with three members elected each time. Each council member has specific duties assigned to his or her care. These duties include the water system, economic development, community image, garbage collection, planning and zoning issues, parks and recreation, street maintenance, emergency preparedness, civil defense, environmental issues, street lighting, animal control, and redevelopment. The City Council is assisted in its responsibilities by a secretary, a number of special advisors in the areas of finances, budget, police, public works, building inspection and the golf course, and, as specific needs arise, part-time consultants and specialists in engineering, planning, law, and data processing.

West Bountiful City has two appointed bodies which serve the City. They are the seven member Planning Commission and the five member Board of Adjustment. Each Planning Commission member is appointed by the Mayor for a six year term while the Board of Adjustment members serve for five years. Both bodies, headed by a chairperson, have staggered expiration dates for their members. A city council person also serves as a member of the Planning Commission, serving a four year term, and the Planning Commission Chairperson serves as a member of the West Bountiful City Board of Adjustment, and has a six year term.

### City Hall and Civic Center

West Bountiful City Hall is located at 550 North 800 West. The building, constructed in 2005, replaced the original City Hall which had become outdated and was too small to meet the spatial needs of this growing City. The City Hall is the home of West Bountiful City's administration offices, police headquarters, justice court, City Council, Planning and Zoning Commission, Board of Adjustment, Public Works, city maintenance shops, and motor pool.

In addition to the routine services mentioned above, West Bountiful City Hall has also been used as a meeting location for a number of area wide volunteer organizations, including the Boy Scouts of America, the 4th of July committee, hunter safety instruction, and the Youth Council. City Hall has doubled as a classroom for local police training and Justice Court

Judge Joel Campbell conducts Second Circuit Court business in the council chambers, presiding over misdemeanor cases and occasional marriages.

#### Police

Early law enforcement in West Bountiful City was entrusted to an appointed City Marshall. In October 1972 the City contracted with the Davis County Sheriff's Department for police protection. A year later, in July 1973, West Bountiful City hired its first police academy trained and certified officer who served as Chief of Police.

Today, the West Bountiful City Police Department is stationed at City Hall and consists of nine full-time, staff members: the police chief, two corporals, six patrolmen, and a secretary. This staffing level, which equals a ratio of approximately 1.75 officers for every 1,000 people, compares favorably with recommended FBI national standards of 2.5 officers per 1000 people. All West Bountiful City officers are graduates of the Utah Police Officer Standards and Training Academy, and are classified as category one policemen. All have been trained and are efficient in the use of fire arms, search and seizure procedures, radar use and drug identification. The department currently operates a fleet of seven marked patrol vehicles.

The trend in West Bountiful City police calls, arrests, and traffic stops have fluctuated from year to year. Local residents call for police assistance by dialing West Bountiful's City Hall or Davis County's 911 enhanced dispatching. Most of the crime within the City is concentrated around the Costco and ShopKo developments and includes shoplifting, employee theft and parking lot accidents. Individuals under arrest are brought to City Hall for processing. Non-juveniles arrested on felony charges are transported to the Davis County Jail in Farmington, Utah.

#### Fire

The South Davis Metro Fire Agency maintains three fire stations to serve the communities of Centerville, North Salt Lake City, West Bountiful City, Woods Cross and the unincorporated portions of Davis County south of Farmington City. The South Davis Ambulance Association and the Davis County Sheriff Paramedics also provide services for the same general geographic areas.

South Davis Station Number One is located within West Bountiful City's boundaries at 385 North and 500 West. This station provides fire protection, emergency medical response, fire prevention and fire and safety education programs for the communities of West Bountiful City and Woods Cross City. Field inspections of new businesses, fire extinguisher inspections, site plan review for commercial construction, hydrant inspection, hazardous materials storage, arson investigation, illegal dumping, ground water evaluation, fire-fighter training ,and public education programs are examples of services provided by the agency to guarantee excellent fire protection for West Bountiful City.

Station Number One's Combat Division is primarily staffed by volunteer-fire fighters and engineers, but has some full-time staff as well. Specialized department training includes certification programs in emergency extrication, arson investigation, inspection and code enforcement, high angle rescue, and wildland fires. The Davis County Sheriff's Department dispatches emergency fire and medical to the station nearest the response address.

### Libraries

West Bountiful City currently does not have its own Davis County library branch. Apart from the modest collection of children's books at West Bountiful Elementary School, the closest community library is located in Centerville at 45 South 400 West. This new library building was completed in 2006, and provides residents of Centerville, Bountiful, and West Bountiful with high-quality library services. West Bountiful residents have commented that an additional library within the West Bountiful City boundary would be nice, but no plans for a new library branch are under discussion at this time. Davis County also provides West Bountiful City with a bookmobile service.

### Schools

West Bountiful City is located within the Davis County School District, which administers the public school system for the entire County. The Davis County School District, located in Farmington, contains 54 elementary schools, 14 junior high schools, 7 senior high schools, and 3 alternative schools.

Within the City's limits is located a single school, the West Bountiful Elementary School. This 6.5 acre facility, located at 760 West 400 North, serves the educational needs of local children from kindergarten through the 6th grade. West Bountiful Elementary School was constructed in 1969 and dedicated on December 8, 1970. The new building replaced an older two-story structure that was built in 1892. Over the intervening years the school has been remodeled several times and has grown to accommodate more students. The latest addition of fourteen new classrooms was completed in 1981. West Bountiful Elementary School currently has approximately 650 students from preschool through sixth grade, 23 classroom teachers, several support educators, and specialists for computer, music, science and physical education.

All junior high school aged students living north of Page's Lane attend Centerville Junior High School, while those residing south of the same boundary attend Bountiful Junior High School. High school aged students are within the Bountiful High School boundaries, but families have the option of sending their children to Viewmont High School.

Within a close proximity to West Bountiful City are a number of community schools. The Community School Program has been developed to provide opportunity for adults to attend non-credit, special interest classes. These low cost classes offer a wide range of topics and are designed for both enjoyment and learning. Five area locations, Bountiful High School, Viewmont High School, Woods Cross High School, Tolman Elementary School and South Davis Junior High School, currently serve interested West Bountiful City citizens.

West Bountiful is close to a number of higher education institutions in Salt Lake City including the Salt Lake Community College and the University of Utah. Starting in 1981 the University of Utah opened a Davis County extension to its Salt Lake City campus at the converted Stoker Elementary School, located at 75 East 200 South in Bountiful City. Approximately 20 college courses are offered at this location, mostly general education and lower division classes taught at night, allowing local Bountiful area students to take advantage of reduced commuting time.

### Garbage Collection

The Bountiful Area Refuse Dump (BARD), located at 1650 North 1100 West, served as West Bountiful City's landfill until July of 1986. The 150 acre solid waste landfill currently serves only the residents of Bountiful City. North Salt Lake City, Woods Cross, Centerville,

and West Bountiful City have all opted to use the Davis County Energy Recovery Plant, located east of Hill Air Force Base, for solid waste disposal instead of the BARD.

West Bountiful City garbage collection is provided Allied Waste. Allied Waste's trucks employ an automated system which allows the driver to pick-up and dump the contents of specially designed, 90 gallon plastic trash barrels into the top of their vehicle. West Bountiful City residents receive garbage pick-up once a week and are charged \$14.00 per month, per barrel. Additional trash barrels cost \$5.50 each.

There are currently no city ordinances or facilities for the recycling of certain items, such as paper, glass, aluminum and plastic. However, some area residents are voluntarily recycling. Civic minded organizations, such as the Boy Scouts of America, collect old newspapers for redemption. There is also a recycling bin located at the West Bountiful City Park for paper, tin, and aluminum. Additional emphasis will likely be placed on recycling as the State of Utah takes the lead in providing revised legislation for solid waste disposal.

#### Animal Control

West Bountiful City currently contracts with Davis County Animal Control, located in Fruit Heights, for city needs. Complaints are called into City Hall which in turn responds by calling the Davis County agency. As with other local jurisdictions, most of the animal control cases involve domestic pets, especially dogs allowed to run loose. Other common calls deal with livestock outside of enclosures.

#### Building Inspection

All building permits and inspections are handled by assigned International Conference of Building Officials (ICBO) trained and certified building inspectors. These officials periodically review all site and construction plans for new development in West Bountiful City. Required site inspections are scheduled through West Bountiful City Hall and are referred to the Ivie Code Group. The inspectors also enforce local building code violations.

#### Postal Service

Postal service for West Bountiful City is provided by the Woods Cross branch of the United States Post Office, located on 500 South. This branch office, which operates under the direct supervision of the Post Master of Bountiful City, offers a complete range of regular and special mail services, including overnight package delivery. Both Woods Cross and West Bountiful City share the same zip code and there are no current plans for expanding the existing post office or building a new facility for the City itself.

#### Health and Welfare Services

There are presently no medical or dental offices located in West Bountiful City. However, excellent health care and medical services for West Bountiful City and the south Davis County area are provided for by a complete range of clinics, home health care, professional offices, and a level three trauma, acute care hospital.

The 128-bed Lakeview Hospital, is the closest hospital to West Bountiful. Built in 1976 and located at 630 East Medical Drive in Bountiful City, the hospital is currently staffed with 111 physicians, 600 employees, and 130 volunteers. The hospital receives 3,500 admissions annually and offers all modern health services except open heart and brain surgery. The hospital recently announced the opening of it's new Lakeview Medical Arts Building, a 43,000 sq ft addition to the original hospital complex. In addition, three medical clinics, two located in Bountiful City and one in Farmington, provide supporting medical care. A number

of chiropractors, optometrists, home nursing, mental health specialists, dentists, oral surgeons, orthodontists, and podiatrists are located throughout southern Davis County.

A wide variety of social and welfare services are available to citizens of West Bountiful City. These services are found at various locations throughout Davis County with most having addresses in either Bountiful City or Farmington. The Davis County Health Department provides environmental health, nursing, and health promotion services.

The Environmental Health and Laboratory Division is responsible for the implementation of environmental health programs and the general policing of health practices in the County. Education, public awareness oversight, enforcement of various health codes, water and air quality, food service, and institutional health are the division's primary responsibilities.

The Family and Community Health Services Division consists of four bureaus and offers personal health care services through a variety of programs. This division also provides bioterrorism response for Davis County with Epidemiology, disease surveillance, emergency planning, and public information officer capabilities to alert county residents of local public health threats. The four bureaus within this division are: the Communicable Disease Control Bureau; the Health Promotion Bureau; the Public Health Nursing Bureau; and the Women, Infants, and Children (WIC) Clinical Bureau.

#### **8.4 Future Utilities, Infrastructure, and Facilities Plans**

Public Utilities and infrastructure serve as the foundation for a successful city. Although these services are typically taken for granted, their condition has a major impact on the quality of life for residents in the City. As such, the manner in which these services are developed and maintained in the future will help determine the success of the City in meeting its citizen's needs.

The following section builds upon the issues identified in the previous section to define specific measures that can be implemented to improve the future development and maintenance of public utilities and infrastructure in the City.

##### **Utilities**

###### Future Utilities Recommendations

The following recommendations are presented in response to the issues identified in the previous chapter.

Issue: Adequate control of the remaining flows destined for the Mill Creek drainage system needs to be addressed.

- Require on-site storm water treatment for land uses that would increase impermeable surface area beyond existing conditions. To avoid issues associated with increased mosquito habitat, retention of storm water is not recommended as a treatment measure. Detention basins are recommended. (Implementation Tool: Design Guidelines)

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Issue: Newer subdivisions exhibit a variety of residential street cross sections, which presents both positive and negative attributes with respect to storm drainage.

- Evaluate and adopt a local street cross section that provides treatment for storm water runoff, while adequately conveying runoff from the street and sidewalk. (Implementation Tool: Subdivision Ordinance, Design Guidelines)

Issue: Maintenance issues associated with the DS&B canal could jeopardize the integrity of the canal if they are left unaddressed.

- Coordinate with Davis County to establish a regular monitoring and maintenance program for the DS&B canal. (Implementation Tool: Coordination)

Issue: Due to the flatness of West Bountiful and the high water table, drainage issues are a major concern both because of the severity of problems associated with flooding, and because of the high cost of addressing these problems.

- Expand the use of special improvement districts for addressing localized flooding and drainage issues. (Implementation Tool: Special Improvement Districts)

Issue: The addition of new curb and gutter, either as part of new subdivisions and commercial development, or as part of street improvements will require extensive improvements to the storm water drainage system.

- Include an evaluation of the cost associated with expanding underground storm drainage facilities as part of the criteria used to evaluate roadway cross sections that include curb and gutter. (Implementation Tool: Capital Improvement Program)

Issue: In general, higher densities than currently included in the existing zoning ordinance would require local or potentially system wide expansion of public utilities (site specific analysis would be required to determine the need for and extent of such expansions).

- Re-evaluate the current City impact fee schedule to include new impact fee categories for land uses included in this general plan update, including: Mixed-Use along 500 South, Business Park/Light Manufacturing near the 500 South Legacy Parkway Interchange, Residential parcels within TDR receiving area overlay zones. (Implementation Tool: Impact Fees)

Issue: The storm water and culinary water sections of the Capital Improvements Program do not reflect the land use, transportation, and annexation plans included in this general plan update.

- Develop individual master plans for Storm Water and Culinary Water systems, using detailed information from the land use, transportation and annexations scenarios included in this general plan update, and include the findings of the master plans in an updated Capital Improvements Program. (Implementation Tools: Public Utility Master Plans, Capital Improvement Program)

## **Infrastructure**

### Future Infrastructure Recommendations

The following recommendations are presented in response to the issues identified in the previous chapter.

Issue: Select streets and sidewalks in the City are in need of repair. The condition of these streets and sidewalks is known but the streets are not addressed in the current Capital Improvements Program.

- Utilize the street condition matrix developed in 2006 as an input into the development of an individual master plan for local streets. Use findings of the streets master plan as an input into the Capital Improvements Program. (Implementation Tools: Individual Master Plans, Capital Improvement Program)

Issue: Important sidewalks in the City are in poor condition, including the majority of sidewalk along 800 West Street.

- Utilize street condition matrix developed in 2006 as an input into the development of an individual master plan for sidewalks. Use findings of the sidewalks master plan as an input into the Capital Improvements Program. (Implementation Tools: Public Utility Master Plans, Capital Improvement Program)

Issue: Reconstruction of 500 South Street presents an opportunity to develop improved street and sidewalk infrastructure within the City.

- Continue coordinating with UDOT and Woods Cross during the Environmental Assessment to ensure that City concerns are addressed, including provisions for adequate pedestrian and bicycle circulation and adequate storm drainage. (Implementation Tool: Coordination)
- As the project advances into final design, coordinate with UDOT to explore opportunities to upgrade utilities as betterments, where possible. (Implementation Tool: Coordination)

Issue: The infrastructure sections of the Capital Improvements Program do not reflect the land use, transportation, and annexation plans included in this general plan update.

- Include information from the land use, transportation and annexation scenarios included in this general pan update as an input into the development of the streets and sidewalks master plans. Include findings of the streets and sidewalks master plans in an updated Capital Improvements Program. (Implementation Tools: Public Utility Master Plans, Capital Improvement Program)

## **Community Facilities and Services**

### Future Community Facilities and Services Recommendations

The community facilities and services currently provided by the City appear to be meeting the needs of the community.

The only future needs for community services or facilities are the need for a fire station located on the western side of Interstate 15, since the majority of the City is located west of the freeway. A fire station on this side of the freeway would be better located to quickly respond to fires within West Bountiful. If a seismic event happened to occur and the over- and under-passes across the freeway were closed because of damage, the Fire Department may not be able to quickly respond to emergencies from its current station location. The City does not have control over the location of fire stations, but the City can continue to initiate discussions with the South Davis Metro Fire Agency to request that future fire station development plans consider the needs of West Bountiful.

Currently, there is a single school within the boundaries of West Bountiful City. As the population within the City continues to grow, there may be need for an additional school. The City should work with the Davis School District to ensure that if the need for new school facilities arise, that the School District will consider addressing that need through either improvements and expansion to the existing West Bountiful Elementary School or by constructing a new school for the community. Member of the community expressed during community visioning workshops that a new school could fit well in the northern part of the City, west of the abandoned Denver and Rio Grande Railroad line.

The new City Hall currently meets the needs of the City staff and Police Department, and there is no foreseeable need for any expansion of these facilities. During community visioning workshops, members of the community suggested that the City host community education classes at the City Hall. The City would not likely have the staff to organize or run this type of program, but perhaps the Davis School District or a nearby university or college could host a series of continuing education courses and use the City Hall as the venue. The City should consider accommodating this type of program if approached by an organization or institution interested in organizing and administering such courses.

## **8.5 Tools and Implementation Strategies**

### **Special Improvement Districts**

Municipalities and Counties are authorized to establish Special Improvement Districts by the State of Utah under Utah Code Annotated 1953 17A-2-1304 as amended, for a variety of purposes. The current special improvement district in West Bountiful has been effective in addressing flooding issues associated with poor drainage. The City could further leverage this tool to address drainage issues, or other localized issues associated with culinary water, streets or sidewalks. Service Districts and the regulations and requirements associated with establishing a Special Improvement District within a Service District are described in detail in Title 17A, Chapter 2, Part 13 of Utah Code Annotated, which is available online at [www.utah.gov](http://www.utah.gov).

### **Design Guidelines**

Design guidelines are recommended in this section as a means for addressing storm water drainage in the City. It is recommended that the City include a provision in the adopted Design Guidelines that addresses drainage by establishing one or more typical street cross sections that achieve desirable drainage characteristics for local streets.

To do this the City should investigate a variety of potential cross sections for local streets to identify a set of preferred typical cross sections to be included in the Design Guidelines.

More than one typical cross section is recommended, to allow developers flexibility in meeting site specific drainage requirements. As part of the Design Guidelines, the City should include general drainage characteristics to be met by the Developer. These criteria could be used to determine which of the standard cross sections should be utilized.

The Design Guidelines should also require the Developer to conduct detailed analysis of site specific drainage characteristics. The City should include in the Design Guidelines a series of standard design requirements for site storm water treatment for properties where on-site storm water treatment is required.

#### **Coordination with Agencies, Local Municipalities, and Davis County**

Coordination with UDOT, adjacent municipalities and Davis County is a critical strategy in implementing the recommendations described above. Coordination can be facilitated through a variety of means including everything from face-to-face meetings to legal arrangements such as a signed memorandum of agreement. In addressing issues associated with the DS&B Canal, the City should develop a good working relationship with Davis County to achieve a mutually beneficial maintenance program. Similarly, as plans for 500 South are developed, the City should continue to coordinate with both UDOT and Woods Cross to ensure that the final plans reflect a consensus from all parties involved.

#### **Impact Fees**

The City currently maintains a schedule for impact fees. Impact fees are effective in offsetting the public utility and infrastructure costs of new development. To ensure continued effectiveness of the City's impact fee program, the program needs to be evaluated against new land uses identified in this General Plan. In general, the impact fees should also be evaluated on a regular basis to ensure that they accurately reflect inflation in construction costs, or changes in land use not already covered in the impact fee program.

#### **Individual Public Utility and Infrastructure Master Plans**

In the past, the City has maintained an individual master plan for each of the major public utility and infrastructure components administered and maintained by the City. These master plans are useful tools for evaluating the specific needs associated with a particular service, in order to identify the demands placed on that service and any upgrades or expansions required in meeting the demands. The City should continue maintaining these plans, placing an emphasis on integrating the new land uses and development patterns included in the land use map of this General Plan.

#### **Capital Improvements Program**

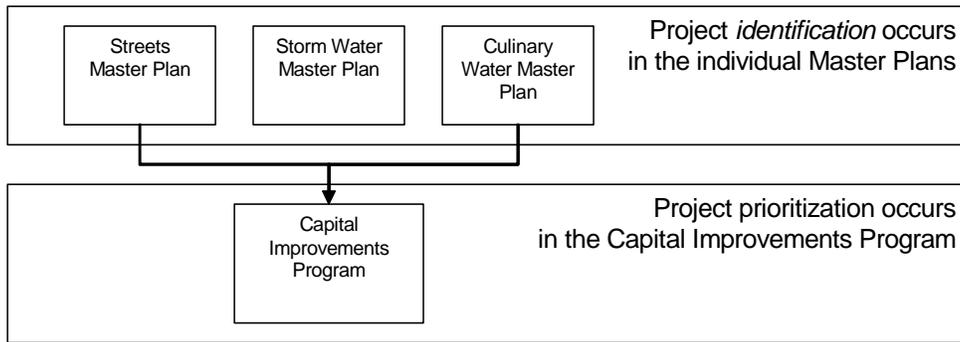
The City is required to develop a Capital Improvements Program by the State of Utah, under State Code 11-36-201. In the past, the City's capital improvements program has been a valuable implementation tool for public utility and infrastructure projects. In the future, the capital improvements program will continue to be a valuable implementation tool for these projects. However, the above recommendations seek to improve the performance of the Capital Improvements Program by feeding information into it from the individual public utility and infrastructure master planning processes identified above. Under this process master plans for each of the individual components of the Capital Improvements Plan (i.e. streets, storm water, or culinary water projects) would be developed first. By developing these individual master plans first, the City would have a better understanding of the issues that surround each of the individual components that feed into the Capital Improvements Program. With this understanding, the Capital Improvements Program could then be utilized

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to prioritize each of the projects with an understanding of the relationship between the projects. This recommendation is illustrated below.

The concept behind this recommendation is based on the need to better coordinate each of the types of capital improvements with one another. This need is reflected in the goals for public utilities and infrastructure, listed at the beginning of this chapter.



**IX. NATURAL ENVIRONMENT**



## **9.1 Background and Introduction**

West Bountiful City is mindful of the natural environment and recognizes that the fragile relationship of private development, recreation, and the natural environment must be maintained in order for West Bountiful achieve a high quality of life for its current and future residents. It is important for the community to work with state and federal agencies, surrounding communities, landowners, and other organizations (public and private) to ensure that local efforts are successful at preserving and enhancing the existing natural environment.

Therefore, the intent of the Natural Environmental Element is to provide guidance to citizens, public decision makers, and landowners/developers to preserve, enhance, and protect the natural features and aesthetic qualities of West Bountiful City. Features such as open space, nature observation areas, pasture lands, green space corridors, and wildlife habitat areas are all aspects that help to create a sense of place for West Bountiful City. Success in both preserving and developing these important community resources includes:

- Providing proper planning and careful management.
- Developing fair and consistent land use regulations.
- Increasing community awareness of the ecological resources in the surrounding region.
- Identifying the natural hazards within the community to promote the general health, safety, and welfare of the entire community.

## **Vision Statement**

West Bountiful City is proud of its natural and developed environment and has a significant community goal to preserve open space. During community visioning workshops residents placed emphasis on important open spaces located throughout the City. They are agricultural lands, current and future parks, trails, view corridors, and wildlife habitat areas. West Bountiful shares similar wildlife habitats of the shoreline of the Great Salt Lake, most of which are being protected by the Legacy Parkway and related open space preserves. These marshes, swamps, and wetlands provide an important framework for the remaining open spaces of West Bountiful. Significant areas identified by the community were the nature observation area and the eagle nesting area near Birnham Woods. Preservation of these habitats and other open spaces will protect the natural environment and beauty of the area for current and future generations and set a tone for future development patterns of the City.

West Bountiful City recognizes that private landowners own the majority of the remaining open spaces within the City. Therefore, the need to balance the fragile relationship of property rights, community interests, and the natural environment is important. With careful management and implementation strategies over private land developments within the City, the desires of current and future residents to protect open spaces and develop new parks and trails will allow the community to maintain its high quality of life which makes West Bountiful an attractive place to live, work, and recreate.

## **9.2 Goals and Objectives**

**GOAL 1: Environmental resources of the City shall be protected, including wildlife habitat, agricultural lands, wetlands, and water quality.**

OBJECTIVE 1: Protect the environmental and natural resources of the City by requiring development to occur in a fashion and location that respects sensitive natural lands: wildlife habitat, agricultural lands, and wetlands.

POLICY 1: Minimize the impact of major development on wildlife habitat areas; threatened, endangered, or sensitive animal species; breeding habitat and birthing areas; and migration corridors.

POLICY 2: Work with the State of Utah or other coordinating agencies to rehabilitate and preserve bird habitat, wildlife refuge areas, and sensitive wetland areas.

POLICY 3: Annex, acquire, and require (through the development code [i.e., open space requirements for PUDs]) open space and sensitive land preservation.

POLICY 4: Prime or environmentally significant agricultural land should be preserved or developed in a manner that benefits the entire community. Plans developed by the Farmland Preservation Act of 1981 should be followed as much as possible.

POLICY 5: Explore the feasibility of implementing Transfer of Development Rights (TDR's) incentives to help preserve large tracts of agricultural lands. This will be conducive to protecting the natural environment and preserving open space.

POLICY 6: The City and developers should coordinate with the Army Corps of Engineers and the Natural Resource Conservation Service to pro-actively work toward the protection of important wetland resources and to establish mitigation strategies for unavoidable impacts.

POLICY 7: Prohibit any development in moderate or high quality wetlands as defined by the Clean Water Act and enforced by the US Army Corp of Engineers, unless appropriate mitigation is approved by the jurisdictional governmental agencies.

POLICY 8: Require the protection of all wetlands, streams, and other waterways and other environmentally sensitive lands from construction impacts and runoff from parking lots, roads, and other impervious surfaces.

OBJECTIVE 2: Protect surface and groundwater quality from wastewater.

POLICY 1: All property owners within West Bountiful City where a building has been or is being constructed should connect the building to the sewer system. Properties may connect to alternative wastewater systems (i.e., septic tanks) only after showing substantial and unusual hardship, an insignificant risk to public health, and receiving approval from the City Engineer.

POLICY 2: No septic tanks or other privately owned wastewater disposal systems shall be constructed on property that could reasonably be connected to the sewer system. All alternate waste disposal systems shall comply with the Utah State

Department of Health Code of Waste Disposal Regulations, Parts IV and V, and be approved by the City Engineer.

POLICY 3: West Bountiful City should undertake a study of existing septic systems in West Bountiful City to determine whether there are any violations of environmental policies and standards.

POLICY 4: West Bountiful City should aggressively enforce any violations of City and State environmental health policies related to inadequate septic systems.

OBJECTIVE 3: Protect surface and groundwater quality from point- and non-point effluent discharges.

POLICY 1: Any discharges into water or wetlands of the United States shall comply with applicable state water quality standards and the applicable portions of the Clean Water Act. Figure 9.5 indicates the location of known wetlands from the National Wetlands Inventory. Given the proximity of the City to the Great Salt Lake, a wetlands study (not a delineation unless wetlands are found) shall be required of all land development activity.

POLICY 2: Any groundwater discharges shall comply with groundwater protection rules established by the Utah Water Quality Board.

POLICY 3: Ensure that development that accelerates the erosion of soil shall require implementation of best management practices and a potential storm water protection plan in accordance with Utah Pollutant Discharge Elimination System permit requirements to reduce stream sedimentation.

OBJECTIVE 4: Protect the visual and scenic resources of the City by requiring development to occur in a fashion and location that respects key view corridors. The City shall identify key view corridors for protection.

POLICY 1: The City's key view corridors include views of the foothills and the Bountiful Temple to the east, and views of the Great Salt Lake and Antelope Island to the west.

POLICY 2: Discourage any development that allows a structure to protrude into or disrupt a key view corridor and consider adopting a local ordinance restricting commercial building

POLICY 3: Consider clustering development to preserve existing trees, vegetation, sensitive environmental areas, agricultural land, and wildlife habitat.

**GOAL 2: Minimize, as much as possible, risks to life and property as result of natural hazards found in the natural environment.**

OBJECTIVE 1: Manage development, minimize damage and hazards, and protect life and property in areas subject to seismic activity.

POLICY 1: Review development proposals located within the City potentially subject to seismically induced liquefaction ("high" or "moderate" liquefaction

potential, see Figure 9.2). Developers shall hire qualified personnel to prepare applicable seismic studies to determine if a significant constraint exists relative to these various issues and to determine appropriate site-specific mitigation.

POLICY 2: Follow and enforce the State's Administrative Rule: R156-56-701. Specific Editions of Uniform Building Standards which formally adopts the 2003 edition of **the International Building Code (IB.)**, including Appendix J promulgated by the International Code Council, and any subsequent amendments adopted under these rules together with standards incorporated into the IB. by reference. This code will be used to its maximum extent to preserve the environmental resources and protect life and property from the natural hazards of the City.

POLICY 3: All new or remodeled structures shall meet or exceed the IB. adopted by the State to meet earthquake resistant design standards.

POLICY 4: Critical facilities (i.e., fire stations, hospitals, police stations) should not be developed until detailed studies addressing seismic hazards have been evaluated. See section 8.0, Public Utilities and Community Facilities.

### **9.3 Existing Conditions**

West Bountiful City is a rural residential community located along the rapidly growing Wasatch Front. Located near the shorelines of the Great Salt Lake, West Bountiful City's development patterns are greatly influenced by the natural environment. With the construction of Legacy Highway, the local community has recognized the importance of preserving environmentally sensitive areas. Two specific areas identified by the community are the future nature observation area and the eagle nesting area near Birnham Woods. West Bountiful has several additional undeveloped natural resources, including pasture lands, wetlands, wildlife areas, and other naturally existing open spaces. These resources are at risk to development pressures and other land use activities. Through community visioning workshops residents of West Bountiful have expressed desires to preserve the rural character of the City by preserving open spaces, agricultural fields, wetlands, and wildlife habitat areas.

The largest development constraints of West Bountiful are soils, high water table, and seismic conditions. These constraints greatly influences how, where, and when development takes place, along with limiting the type, intensity, and manner of building construction. Throughout the eastern half of the City, adequately drained soils have provided good areas for development. However, a fair amount of the western half of the City remains relatively undeveloped because of construction constraints. This area primarily remains as agricultural lands with some low-density development. Seismic conditions also play an important role in the type of development in the City. The majority of the City is classified as having a "High" liquefaction potential. The State's building standards and guidelines have been implemented to help minimize the damage to life and property within the City. The natural environment and the potential of natural hazards are critical elements that affect the progress of making West Bountiful a safe and attractive place to live, work, and recreate.

## **Climate**

West Bountiful City is part of the temperate, semi-arid climatic region of the Basin and Range geological province, which extends from the foothills of the Wasatch Mountains to the Sierra Nevada Mountains of California. Elevation, latitude and continental location combine to create a climate characterized by four well-defined seasons; hot, dry summers and cold, wet winters; and a wide range of temperatures, precipitation, and relative humidity.

Annual rainfall for West Bountiful City averages 14.5 inches, with the wettest months being January, April, and October. The City's yearly average temperature is 52.8 degrees Fahrenheit, with January as the coldest month and July as the hottest. The average annual snowfall is between 45 and 55 inches and a duration of continuous cover of 26 days. The average frost-free growing season averages 20 weeks per year beginning in May and extending into late October.

Two important nearby physical features, the 2,000 square mile Great Salt Lake and the nearly 9,500 foot high Wasatch Mountains, directly influence West Bountiful City's micro-climatic characteristics. The majority of northern Utah's storm fronts cross the state from the northwest to the southeast. Owing to the fact that much of the Great Salt Lake never freezes, invasions of cold continental air is greatly moderated. Precipitation-laden storm fronts pick-up additional moisture from the Great Salt Lake. This fact, combined with the orographic uplift of the Wasatch Mountains, causes higher than usual amounts of rain and snow fall.

The Bountiful area is also subjected to prevalent canyon winds from the nearby Wasatch Mountains and lake-effect winds from the Great Salt Lake. Wind speeds do not generally exceed ten miles per hour during the year. However, thunderstorms and their accompanying high winds may average 43 mph. Regional winds can reach as high as 120 mph.

## **Topography**

West Bountiful City's 1,398 acres, located at base of the Wasatch Mountain's western facing foothills, were once completely covered by the waters of prehistoric Lake Bonneville. This ancient Lake was the prime geomorphic force whose strong waves and currents eroded the surrounding region's shoreline and deposited the sediments that form West Bountiful City's present day topography.

The elevation of West Bountiful City's eastern boundary, near the intersection of 500 South and U.S. Highway 91, is approximately 4,340 feet above sea level. The lowest point along West Bountiful City's western boundary, at the junction of 2200 North and the Denver and Rio Grande Railroad Line, is 4,220 feet above sea level, producing a topographic slope gradient of approximately 1.36%. The slope of the land is so gradual that the City appears flat.

The mean level of the Great Salt Lake in 1989 was approximately 4,207 feet above sea level, making West Bountiful City thirteen feet above the lake. Historically, the lake level has experienced considerable fluctuation based on annual precipitation and regional irrigation and culinary water needs. The 1986 construction of a large 3,500 cubic feet per second capacity pumping station on the western shore of the Great Salt Lake has helped to maintain a relatively constant lake level of 4,205 feet and alleviate the fear of local flooding.

## **Geology**

Extensional block faulting of the Salt Lake Valley began approximately 17 million years ago and was accompanied by basaltic volcanism and deposition of sediments and alluvial, basin-fill deposits. West Bountiful City is located at the furthest eastern margin of Nevada and Utah's Basin and Range province. This physiographic region is primarily a series of geologic horst and grabens (blocks of the earth's crust which have been left standing by the sinking of adjoining land along normal fault scarps.) The visual result of this geologic occurrence is a series of fault block mountains, aligned on a north and south axis, divided by a series of flat, open desert plains. The Wasatch Mountains are composed of metamorphic and sedimentary rocks that range from Precambrian to Tertiary in age.

The region known today as Davis County has been inundated from time to time by ancient lakes. The latest series of lakes, collectively known as Lake Bonneville, deposited the unconsolidated sedimentary material which forms the floor of the present day Salt Lake Valley. Following the breach of Lake Bonneville during the late Pleistocene Age, shoreline terraces, along with great expanses of lake bed sedimentation, were uncovered. Years of evaporation reduced the Lake to its present size, further exposing its shoreline.

West Bountiful City's surficial geology consists entirely of the Provo Formation and Younger lake bottom sediments (Qlb) and Salt Flats (Qsf). These sediment include fine grain clays, silts, sand and salt which can be deposited as beach, bars, spits, or deltas.

Deep, subsurface geology for West Bountiful City or Davis County has not been mapped. Extensive studies, including the boring and firing of test holes, need to be conducted before reliable information is available on the composition of bedrock material. Educated speculation places the depth of Salt Lake Valley's unconsolidated, sedimentary material between 100 and 400 feet. The composition of the underlying bedrock material itself is probably of volcanic origin and probably consists of granite or basalt.

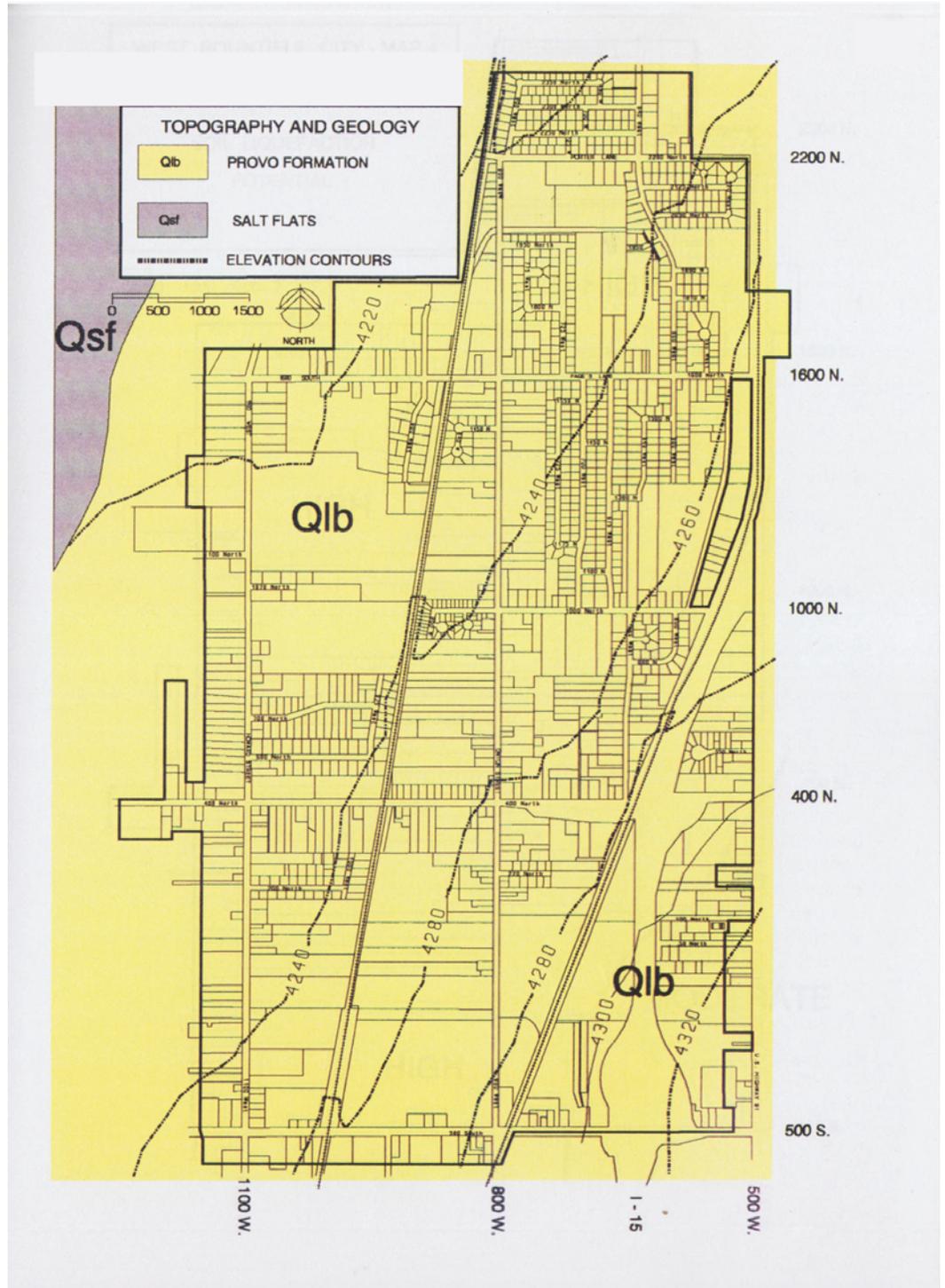


Figure 9.1

Source: 1990-2010 West Bountiful City Master Plan

## **Seismic Hazards**

The Wasatch Mountains are laced with an extensive network of faults and fractures. Known collectively as the Wasatch Fault, this series of fault scarps is part of a system extending from southern Utah into southeastern Idaho and southern Montana. The Wasatch Fault marks the boundary between Nevada and Utah's Basin and Range province on the east and the Middle Rocky Mountain and Colorado Plateau provinces on the west. This fault system is the result of continental scale mountain building forces that at one time were responsible for thrusting up the Wasatch Mountains. The Wasatch Fault is considered to be "active" on the basis of geologic study and seismologic evidence.

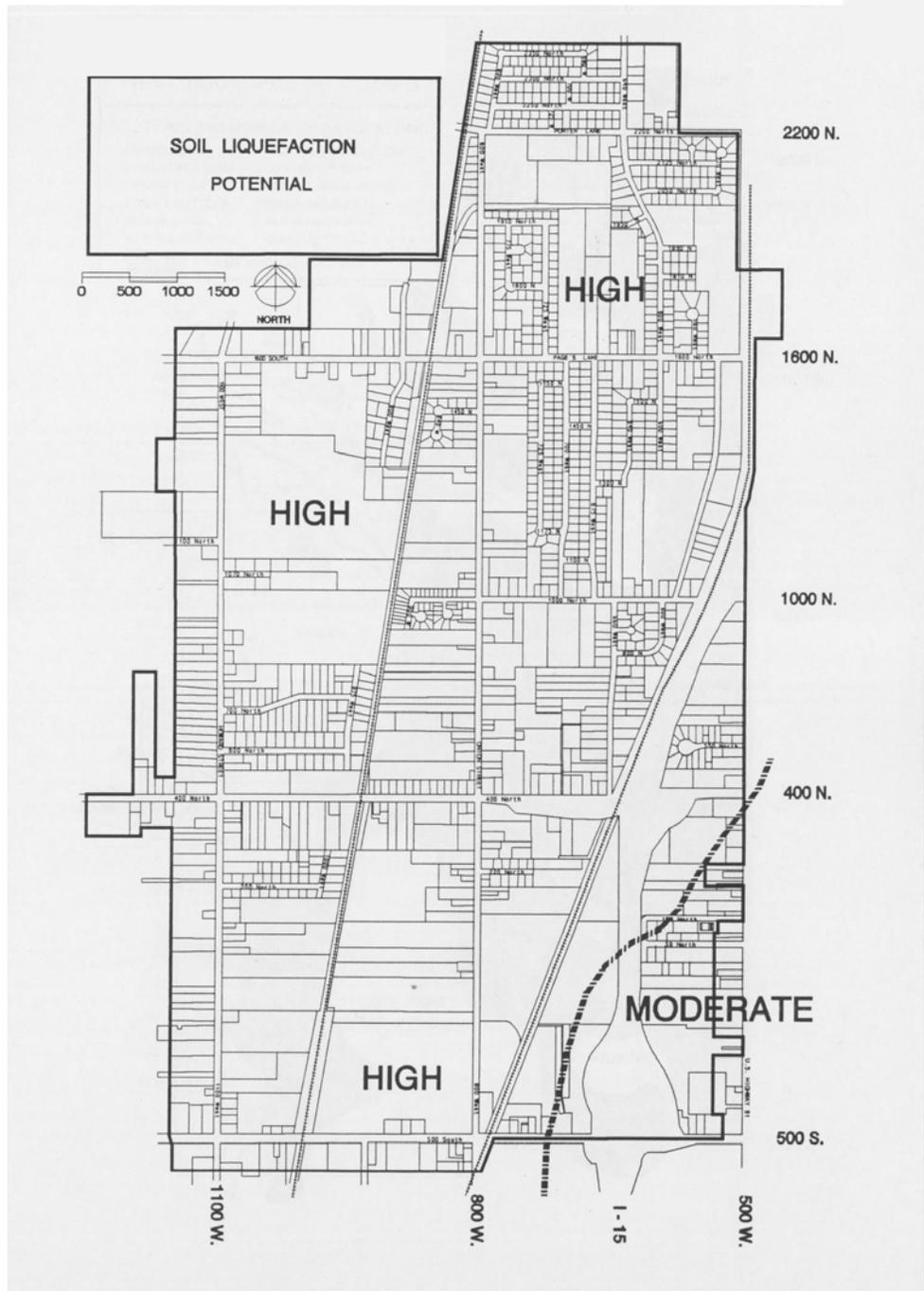
Although the Wasatch Fault lies entirely outside of West Bountiful City's boundaries, its area of influence is regional. In the event of a large scale earthquake, West Bountiful City could experience a number of geologic events. Potential for local surface ruptures, landslides, slope failure, debris flows, and tectonic subsidence is rather limited. Of greatest concern to West Bountiful City is the resulting effects of seismic ground shaking and ground failure.

Ground shaking, or the motion of the earth caused by the release of kinetic energy when overstrained rocks suddenly rebound, is a major risk to the built environment. Local geologic conditions can change the characteristics and intensity of earthquake induced ground shaking. The intensity of shaking can be amplified by thick deposits of unconsolidated soil materials. Ground shaking is more pronounced in loosely packed, fine-grained silt, sand and clay deposits because they amplify ground motion, sometimes by a factor of ten. The geologic composition of West Bountiful City makes it particularly susceptible to this type of seismic hazard. However, other factors also play an important part. These factors include seismic source zones, frequency of earthquake events, mechanics of individual fault segments, local filtering characteristics of the earth's crust and mantle constituting the regional paths along which seismic waves travel, and the filtering characteristics of the column of soil and rock underlying the area of interest.

Ground failure, as a result of seismic activity, includes surface ruptures, landslides, slope failure, debris flows, tectonic subsidence and, most important for West Bountiful City, soil liquefaction. Under the proper soil and groundwater conditions, seismic induced liquefaction, an event where sediments and soils collapse from a sudden loss of cohesion and shear resistance, can occur. Liquefaction results in a temporary transformation of soil into a fluid mass which may fail to support overlying buildings and structures. These structures may actually sink into the ground as a consequence of seismic liquefaction. Liquefaction problems are generally confined to areas having water-saturated soils and unconsolidated sediments of uniform grain size sand and clay. The general area of West Bountiful City that lies east of Interstate 15 have been classified as having moderate soil liquefaction potential. The balance of the City has been classified as having a high potential for liquefaction.

Seismic Class III design restraints are required to be installed in all structures throughout the State of Utah. This design class provides excellent protection and reinforcement against seismic shock. Public buildings and critical facilities, such as hospitals, fire and police stations, have additional seismic design requirements. Seismic design codes were approved by West Bountiful City when public officials adopted Utah State's Uniform Building Code (Rule R156-56. Utah Uniform Building Standard Act Rules, adopted May 16, 2002, updated January 1, 2006). West Bountiful City, and the Church of Jesus Christ of Latter-day Saints, have both developed emergency contingency plans in the event of a sizable

earthquake. These plans are based on Davis County's emergency response plan which is being updated.



**Figure 9.2**

**Source: 1990-2010 West Bountiful City Master Plan**

## **Soils**

The soils of West Bountiful City, formed from the area's surficial geology, are generally lake bottom sedimentary types which remained behind the receding waters of ancient Lake Bonneville. The Lake breached to the Snake River Valley about 15,000 years ago. Between 14,000 and 12,000 years ago, Lake Bonneville evaporated to its present size leaving additional deposits of salt, mud, sand, silt, and gravel exposed. The intervening years have seen a wide variety of soil types evolve from these residual lake sediments, ranging from soils strongly affected by their saline-alkali content to earth that is good for agriculture and building construction.

The soils of West Bountiful City are classified under the general Ironton-Logan-Draper Association. Ironton soils make up about 40% of this association; Logan soils are 20% and Draper soils 20%, with the balance as minor soil types. The Ironton-Logan-Draper Association of soils is characterized by dark-colored, silt and clay loams usually found on flood plains and in depressions on lake side terraces. They are moderately to very poorly drained and can exhibit a variety of permeability, shrink-swell potential and salinity. In partly or sufficiently drained areas, these soils are used for irrigated crops, mainly alfalfa, corn, small grains, and truck crops. Improved pasture is also irrigated. These soils are generally in good tilth because their content of organic matter is high, but planting may be delayed because they warm somewhat slowly in spring. Undrained areas of these soils are used for unimproved pasture. Drainage is of primary concern for good soils management.

Within the municipal boundaries of West Bountiful City there are twelve soil series, which are groups of similar soils. Within each series are a number of sub-series types that further identify the soil based on percent of slope and depth to groundwater. For example, the Ironton Silt Series can be divided into several sub-series types, including IaA (ironton silt loam, 0% to 1% slopes), IaB (ironton silt loam, 1% to 3% slopes) and IaC (ironton silt loam, 3% to 6% slopes). There are twenty-one sub-series soil types in West Bountiful City.

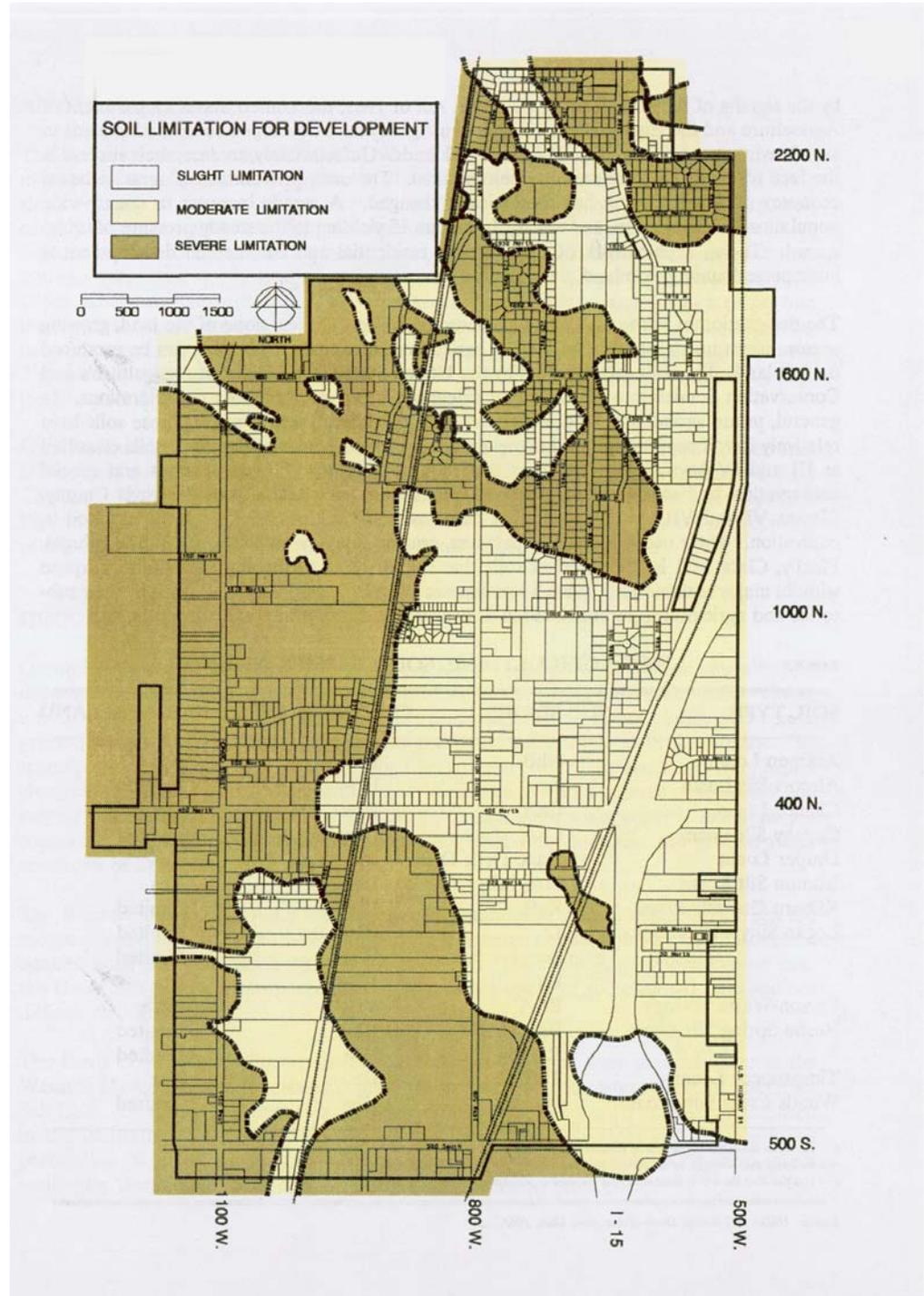


Figure 9.3

Source: 1990-2010 West Bountiful City Master Plan

**Construction Limitations**

The twelve different soil classes found in West Bountiful City have innate characteristics that are compatible with the demands of building construction. They are easily compacted for building footings and foundations and can be used as road base, since they exhibit strong shear-strength and load-bearing capacity. Some local soils are only moderately to poorly drained, depending on depth to groundwater. In these locations there is a tendency toward active shrink-swell cycles because of the high clay and silt composition of these soils. The engineering design of footing for heavy structures in these areas depends greatly on the moisture content of the ground and the permeability of the soil. Table 9.1 summarizes the limitations of West Bountiful City soils with regards to specific types of development and improvements.

<b>Table 9.1 Soil Limitations</b>					
<b>Soil Type</b>	<b>Low Buildings</b>	<b>Septic Tanks</b>	<b>Road Fill Suitability</b>	<b>Untreated Steel Pipe</b>	<b>Recreation &amp; Landscaping</b>
Ackmen	Moderate	Moderate	Moderate	Slight	Very Slight
Airport	Severe	Severe	Severe	Severe	Severe
Chance	Very Severe	Severe	Very Severe	Moderate	Severe
Chudahy	Very Severe	Very Severe	Severe	Moderate	Severe
Draper	Moderate	Moderate	Moderate	Slight	Slight
Ironton	Moderate	Moderate	Moderate	Moderate	Moderate
Kilburn	Very Slight	Slight	Slight	Slight	Slight
Logan	Very Severe	Severe	Very Severe	Moderate	Severe
Payson	Very Severe	Very Severe	Severe	Severe	Very Severe
Roshe Spring	Very Severe	Very Severe	Very Severe	Severe	Severe
Timpanogos	Moderate	Moderate	Moderate	Moderate	Moderate
Wood Cross	Very Severe	Severe	Severe	Moderate	Severe
Very Slight	Relatively free of limitations				
Slight	Few existing limitations and can be easily overcome				
Moderate	Limitations can be overcome by careful planning and sound management				
Severe	Limitations are serious enough to make use questionable and above average planning and management are required				

Very Severe	Limitations require extreme measure to overcome and the use of this soil is generally not recommended
Source: USDA Soil Survey, Davis-Weber Area, Utah, 1968	

### **Agricultural Preservation**

Prime agricultural lands are one of the earth's rapidly diminishing, irreplaceable resources. Virtually every community in Davis County is facing the same problem of vanishing agricultural lands. As these lands disappear under asphalt and concrete, they must be replaced with less suitable, less productive, and more remote farmlands elsewhere. In recent times, a growing concern for the preservation of prime cropland has surfaced. Given impetus by the signing of the Farmland Preservation Act of 1981, the United States Department of Agriculture and the Environmental Protection Agency have developed coordinating plans to save "environmentally significant" agricultural lands. Unfortunately, to date, their success in the face of economic pressure has been minimal. The once predominately agrarian based economy of Davis County has dramatically changed. A steady increase in county-wide population has resulted in land west of Interstate 15 yielding to the steady pressure of urban sprawl. Today, a patchwork of single family residential and commercial development is interspersed among farmland and pastures.

The designation of prime agricultural is based on soil properties, slope of the land, growing season, moisture supply, and the kind of agricultural uses and crops which can be produced on that land. The soils are classified by the United States Department of Agriculture's Soil Conservation Service into eight general categories based on the above considerations. In general, prime agricultural land is considered to be classes I and II soils. These soils have relatively few, if any, natural limitations that restrict their farming potential. Soils classified as III and IV have slight limitations that require a reduced choice of crops and special conservation and management practices. There are no class V soils in Davis County. Classes VI and VII are soil types that have severe limitations, making them unsuited to cultivation. Their use is limited to pastures, grazing range, woodlands, or wildlife refuges. Finally, Class VIII is composed of soils that cannot be used for any agricultural purpose without major reclamation. Table 9.2 summarizes West Bountiful City's soil types by their sub-series and agricultural potential.

**Table 9.2  
Agricultural Soil Classification**

Soil Type	Sub-Series	Class	Prime Farming Land
Ackmen Loam	AbB	Ie	Yes
Airport Silt Loam	Ac	IVw	Limited
Chance Loam	CaA	IIIw	Limited
Cudahy Silt Loam	CuA	IVw	Limited
Draper Loam	DaA, DrA, DrB	IIw	Yes
Ironton Silt Loam	IaA, IaB, IaC	IIw	Yes
Kilburn Gravelly Loam	KgB	III <sub>s</sub>	Limited
Logan Silty Clay Loam	Lt	IIIw	Limited
	Lw	IVw	Limited
	Lu	VIIw	No
Payson-Warm Springs	PNA	VIIw	No
Roshe Spring Silt Loam	Rs	IIIw	Limited
	Rt, Rw	IVw	Limited
Timpanogos Loam	TbC	Ile	Yes
Wood Cross Silty Loam	Ws, Wt	IIIw	Limited
e - The main limited is the risk of erosion unless close-growing plant cover is maintained			
w - Indicates that water in or on the soil interferes with plant growth or cultivation			
s - Signifies that the soil is limited mainly because it is shallow, drought-prone, or stony			
Source: USDA Soil Survey, Davis-Weber Area, Utah, 1968			

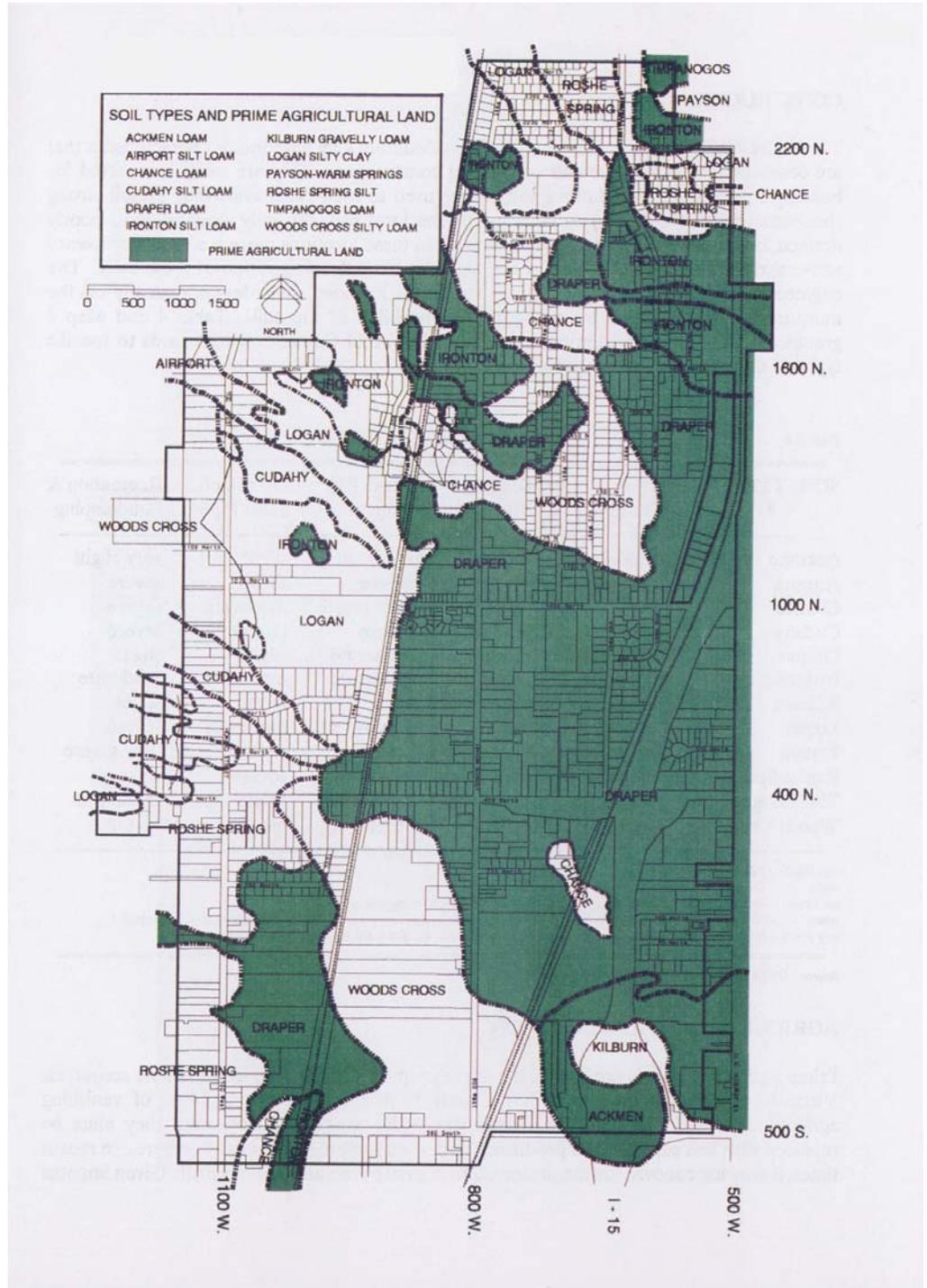


Figure 9.4

Source: 1990-2010 West Bountiful City Master Plan

## **Hydrology**

The hydrological system in and around West Bountiful City is diverse and complex. The most prominent feature of the system is the 1,280,000 acre Great Salt Lake, which lies a short distance to the west. The level of the Great Salt Lake has fluctuated over time, causing salt water inundation of grass and salt marshes near its borders. Other surface water features include four small area creeks: Stone, Barton, Mill and Deuel. Estimated annual average water flow is as follows: Stone Creek, 2,280 acre-feet; Barton Creek, 3,900 acre-feet; Mill Creek, 4,660 acre-feet and Deuel Creek, 2,000 acre-feet. All four creeks, which empty into the Great Salt Lake, have been channeled through Bountiful City and West Bountiful City in open, concrete line channels or piped as a measure to mitigate their flood potential.

West Bountiful City receives its culinary water supply from the Weber Basin Conservancy District and a single, 16 inch, 520 foot deep groundwater well located immediately behind City Hall. Weber Basin also provides cheap, non-culinary water for local sprinkler systems. Farmland and pasture irrigation water is drawn from the four creeks mentioned above, along with a number of important local artesian and man-made wells.

## **Groundwater**

Groundwater can be found in four distinct locations: (1) deep confined, artesian aquifer, (2) deep unconfined aquifer (3) shallow, unconfined aquifer overlying the aquifer and, (4) local, unconfined perched aquifers. Within each aquifer, alternating layers of fine and coarse-grained materials occur, varying in size from grains and pebbles to cobble sized rocks. The space between these materials allow for the filtered movement of groundwater from higher elevations to lower regions. The confining layers can be tens to hundreds of feet thick and varying in degree of permeability. All the unconsolidated, water-bearing materials are connected hydraulically to some degree, and together they comprise the groundwater reservoirs of Davis County.

The Wasatch Mountain aquifer system consists of saturated alluvial deposits between the mountains and the Great Salt Lake, which include artesian aquifers plus a deep unconfined aquifer along the mountain front near the fault line. The shallow, unconfined zones near the Great Salt Lake are composed of thin, alternating layers of silt, clay, and sand and are difficult to differentiate.

The Davis County aquifer system is recharged from the annual snow and rainwater of the Wasatch Mountains and, to a lesser degree, the wetlands on the eastern shore of the Great Salt Lake. In addition to these two primary recharge methods, aquifers are also influenced by the infiltration of local precipitation, seepage from irrigation water, and the downward percolation of urban runoff and waste water. In the West Bountiful City area, minor recharging from Stone, Barton, Mill, and Deuel Creeks also takes place.

Groundwater levels fluctuate in response to changes in the seasons, seepage from local streams and discharge by withdrawal of water from wells, primarily for municipal or irrigational use. Other factors causing groundwater levels to fluctuate include recharge by infiltration of precipitation and irrigation water and discharge by evapotranspiration. The magnitude of seasonal fluctuations varies from year to year with the greatest recorded differences near regions of recharge or discharge. Long-term fluctuations of groundwater levels generally reflect either long-term trends in precipitation or changes in withdrawals from active wells, or

both. The magnitude of groundwater fluctuation for Davis County has increased since the late 1950's in almost all wells with long-term records. In some wells, water levels do not recover at the end of the summer to the previous spring high, reflecting a general decline. Current estimates of Davis County aquifers indicate a total of 28,600,000 acre-feet of water, with an annual average recharge of 67,000 acre-feet of water.

The majority of West Bountiful City's depth to groundwater is between 0 and 4 feet. An aquifer discharge area, the upward leakage of water, is also present throughout the central and southern parts of the City. Annual fluctuation of the water table can be as high as 6 feet making this natural feature one of West Bountiful City's greatest constraints to development.

### **Wetlands**

The eastern shoreline of the Great Salt Lake is abundant in salt marshes, swamps, and wetlands, which are fresh water fragments remaining from its receding water. Local tributaries flowing down from the Wasatch Range into marshlands near the edge of the Great Salt Lake have formed an extensive riparian environment which serves as a transition zone from land to water. Wetlands are natural water filtering systems, removing sediments and water-borne pollutants such as trace levels of metals, factory produced organic substances, and farmland pesticides. Wetlands also act as polishers of effluent material, removing nutrients such as nitrogen and phosphorous. Clean water is restored to the aquifer as it filters through wetland regions. They serve as natural flood retention ponds, important wildlife habitats, bird refuges, and places of great natural beauty.

As part of the greater Davis County regional network of wetlands, West Bountiful City has several areas, identified by the National Wetlands Inventory, as possible wetlands. This study, the only comprehensive information currently available, was prepared using stereoscopic analysis of high altitude aerial photography. Wetlands were identified on the basis of vegetation class, visible hydrology and geography. A margin of error is expected in the use and interpretation of aerial photography, resulting in possible revisions of wetland boundaries following more detailed area studies.

For the most part, West Bountiful City's wetlands are of the Palustrine ecological system and the emergent class. Most are small in size, averaging only between 2 and 3 acres, and seasonal in nature. Table 9.3 on the following page identifies and explains the various wetland types found within the City's boundaries.

**Table 9.3  
Wetlands Classification**

<b>Wetland Type</b>	<b>System</b>	<b>Class</b>	<b>Water Regime</b>
PEMA	Palustrine	Emergent	Temporary
PEMC	Palustrine	Emergent	Seasonal
PEMF	Palustrine	Emergent	Semipermanent
PUBFx	Palustrine	Unconsolidated-bottom	Semipermanent- Excavated
PUBGx	Palustrine	Unconsolidated-bottom	Intermittently Exposed- Excavated
PABGx	Palustrine	Aquatic Bed	Intermittently Exposed- Excavated
R4SBCx	Riverine	Intermittent Streambed	Seasonal-Excavated
R4SBFx	Riverine	Intermittent Streambed	Semipermanent- Excavated

Source: National Wetland Survey, Farmington, Utah Quadrangle, 1981

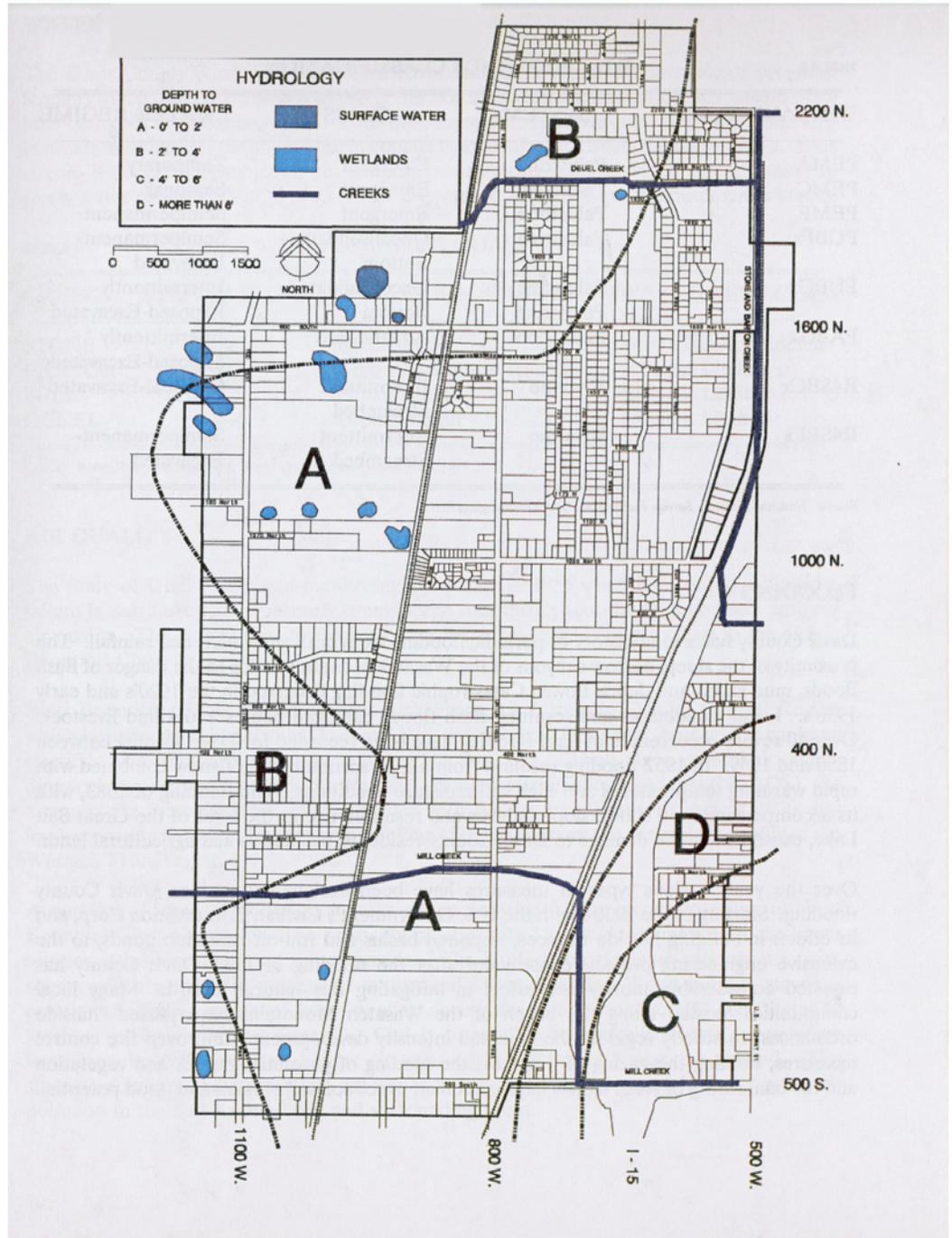


Figure 9.5

Source: 1990-2010 West Bountiful City Master Plan

### **Flooding**

Davis County has a long history of periodic flooding from both snowmelt and rainfall. The proximity of the steep, narrow canyons of the Wasatch Mountains adds to the danger of flash floods, mud slides, and debris flows. Catastrophic flooding occurred in the 1920's and early 1930's. Local cloudbursts and resulting flash floods damaged homes and killed livestock. Over 40 severe occurrences of flash flooding have been recorded for Davis County between 1850 and 1969. In 1952 flooding resulted from a high accumulation of snow combined with rapid warming temperatures and high soil moisture conditions. The flooding of 1983, with its accompanying mud slides, slope failures, and resulting rise in the level of the Great Salt Lake, caused extensive damage to Davis County residents, businesses and agricultural lands.

Over the years various types of measures have been designed to reduce Davis County flooding. Starting in the 1930's with the U.S. Government's Civilian Conservation Corps and its efforts in building hillside terraces, impound basins, and run-off retention ponds to the extensive engineering projects constructed after the flooding of 1983, Davis County has invested considerable money and effort in mitigating this natural hazard. Many local communities located along the bench of the Wasatch Mountains have passed "hillside ordinances" to strictly regulate the type and intensity development. Improved fire control measures, limiting the gazing of livestock, the seeding of perennial grasses and vegetation and the contouring of steep slopes have combined to reduce soil erosion and flood potential.

### **Water Quality**

The Davis County portion of the Weber River Sub-Basin contains fifteen major perennial streams which drain the western slopes of the Wasatch Mountains and flow into the terminal lake basin of the Great Salt Lake. Four of these streams pass through West Bountiful City in either their natural channels or in manmade, open or closed, concrete lined culverts. Each stream is periodically subjected to non-point sources of pollution, which consist mainly of storm water run-off. Table 9.4 summarizes the water quality of West Bountiful City's creeks.

<b>Table 9.4 Water Quality</b>			
<b>Creek</b>	<b>Stream Flow</b>	<b>Pollution Source</b>	<b>EPA Segment Class</b>
Stone	2,280	Urban/Agriculture Runoff	Water Quality Limited
Barton	3,900	Urban/Agriculture Runoff	Effluent Limited
Mill	4,660	Urban Runoff	Effluent Limited
Deuel	-----	Urban Runoff	Effluent Limited

Source: Weber River 208 Area Wide Water Quality Management Plan, 1977

### **Air Quality**

The State of Utah first began monitoring air quality in 1956 when it recorded radioactive fallout in Salt Lake City. Presently twenty-three sites throughout the state monitor ambient air

quality. The closest monitoring station to West Bountiful City is located to the east in Bountiful City.

West Bountiful City is part of the Wasatch Front Air Intrastate Quality Control Region which includes Salt Lake, Utah, Davis, and Weber Counties. This geographic region has been classified as a "standard nonattainment area" by the State of Utah because general air quality deterioration currently exceeds the National Ambient Air Quality Standards (NAAQS). As a result, the State of Utah, in compliance with the federal Clean Air Act of 1970, has implemented a Standard Implementation Plan (SIP) to improve the general air quality of the Wasatch Front region.

A number of local air pollution sources are responsible for the general decline of West Bountiful City's air quality. The proximity of Interstate 15 and U.S. Highway 91 are linear sources of hydrocarbons and sulfur dioxides. The Phillips 66 petroleum refinery is a point source which emits both particulate matter and nitrogen oxide. Wood burning stoves, a popular alternative means of home heating during the winter months, also contributes to local air pollution. West Bountiful City is susceptible to periodic winter temperature inversions, in which warmer, lighter air traps colder, denser air near the ground. This stagnant condition, which can last for weeks at a time, is also responsible for trapping air pollution in the Salt Lake Valley and surrounding areas.

The Utah State Bureau of Air Quality monitors through its two stations, located in Bountiful and North Salt Lake City, air quality for South Davis County. Five major types of pollutants are tracked. They are sulfur dioxide (SO<sub>2</sub>), fine particulate matter (PM<sub>10</sub>), carbon monoxide (CO), ozone, and nitrogen oxide (NO<sub>2</sub>). The South Davis County area meets the ambient air standards for all the five mentioned pollutants except ozone. Davis County currently reports the highest levels of ozone in the state, and is in noncompliance with requirements outlined in the 1970 Clean Air Act. Table 9.5 shown below is a summary of the air quality for West Bountiful City for the past three years.

<b>Table 9.5 Air Quality</b>					
<b>Pollutant</b>	<b>Period</b>	<b>Standard</b>	<b>1987</b>	<b>1988</b>	<b>1989</b>
Sulfur Dioxide	24 hour	0.14 ppm	(0)	(0)	(0)
	1 year	0.03 ppm	0.01 ppm	0.01 ppm	0.008 ppm
Particulate Matter	24 hour	260ug/M <sup>3</sup>	---	95ug/M <sup>3</sup>	90ug/M <sup>3</sup>
	1 year	75ug/M <sup>3</sup>	---	33ug/M <sup>3</sup>	33ug/M <sup>3</sup>
Carbon Monoxide	1 hour	35 ppm	(0)	(0)	(0)
	8 hour	9 ppm	(0)	(0)	(0)
Nitrogen Oxide	1 year	0.05 ppm	—	—	0.019 ppm
Ozone	1 year	0.08 ppm	(1)	(2)	(2)
Source: Davis county Environmental Health Agency					

**Noise Pollution**

Within or near West Bountiful City's limits there exists a number of point, line, and area sources of noise pollution. Point sources would include Phillips 66 Petroleum Company's burn-off flare, which is located in close proximity to several residential subdivisions and can be quite loud. Line sources of noise pollution are both railroad lines--the Union Pacific and the Denver and Rio Grande--and Interstate 15. In the case of both railroad lines, residential development has been located very close to existing right-of ways. West Bountiful City lies approximately two miles to the northeast of Skypark Airport. Small, private aircraft currently use this county airport but low altitudes flights cross over the City. Additional research, using a sound level meter, should be used to determine if the current decibel amounts exceed recommended maximum allowable noise levels.

**Appendix A**  
**Neighborhood Traffic Management Plan**

# NEIGHBORHOOD TRAFFIC MANAGEMENT PROGRAM

City and County of Denver

Adopted [Date]

**7/9/01 Draft**

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## OVERVIEW

Traffic on neighborhood streets is the most frequent complaint made by Denver residents. Concerns include cut-through traffic, volume, and speed. The primary purpose of the Neighborhood Traffic Management Program (NTMP) is to provide a more consistent citywide approach to addressing neighborhood traffic and transportation issues related to safety, traffic speed, and traffic volume on City streets. The methods, measures and purposes of the NTMP are not new to the City and County of Denver. Area specific neighborhood traffic management plans, such as the Central Denver Transportation Study, May 1998, have successfully applied key NTMP elements, resulting in implementable, consensus driven solutions. The City and County of Denver Neighborhood Traffic Management Program (NTMP) functions as a subset of the Denver Land Use and Transportation Plan (LUTP), and is one of the City's strategies for addressing neighborhood traffic issues.

The NTMP recognizes that a street is a highly complex environment with multiple competing needs. Land access and livability must be balanced with mobility, and motor vehicles must be balanced with pedestrians and bicycles.

The elements of the Land Use and Transportation Plan provide a means of better balancing these competing needs and provide the City and County with the tools necessary to shape areas of change while maintaining areas of stability.

The NTMP is intended for application primarily within areas of stability. The plan's potential traffic management measures are directly linked to the citywide street typology designations and are intended to enhance both the form and function of City streets.

Through implementation of the NTMP, the City and County, in partnership with neighborhoods, can consistently study and implement methods related to reducing the speed and/or volume of traffic, where appropriate.

### Why Traffic Management?

Treating every issue as though it were unique and unusual is ineffective and inefficient. In addition, many problems and solutions need to be looked at from a broader perspective to ensure that one neighborhood's solution does not become another neighborhood's problem. The NTMP is an effective, systematic, and fair approach to addressing such problems. When successfully implemented, the NTMP results in enhanced and improved traffic conditions for residents, businesses, motorists, bicyclists, and pedestrians.

## Program Elements

The NTMP consists of a well-defined citywide program that utilizes successfully tested methods and physical measures that, where appropriate, may be implemented on a temporary or permanent basis.

NTMP measures are separated into two primary levels:

- Level I measures consist of standard traffic control devices contained in the *Manual on Uniform Traffic Control Devices* (AASHTO, 2000), plus *speed-control* traffic calming measures that fall outside of the AASHTO designs. Traffic calming measures are often referred to as “roadway design features,” to distinguish them from traffic control devices. Level I measures include, for example, raised intersections, traffic circles, and chokers.
- Level II measures are primarily *volume-control* traffic management measures that impose turn restrictions or create full or partial street closures. Level II measures are generally considered to be the most controversial and should be considered primarily when Level I measures have not met the goals of a specific plan.

The steps that constitute the process are more fully discussed in the Detailed Process Elements section. The following is a brief summary of the program.

The program is initiated through the submittal of a citizen’s request form indicating the nature of the issue and the approximate location of concern. A minimum of 50 signatures from separate addresses must be obtained prior to submittal of a request.

Staff will conduct an initial review of the request, and determine whether or not the issues identified should be addressed through the NTMP or other City programs and activities. Requests deemed appropriate for the NTMP are then categorized according to Council district with priority being assigned through the process of a citywide lottery. For those requests selected, the Neighborhood Traffic Plan (NTP) planning process is initiated based on available funding beginning with the highest priority requests.

The formal NTP planning process includes extensive neighborhood and citizen involvement, and the formation of a neighborhood traffic management committee. A series of up to seven (7) meetings and workshops take place for the purposes of introducing the planning process, educating the committee and citizens, identifying problems and issues, collecting and reviewing traffic data, defining specific quantifiable goals, reviewing potential solutions, and developing and refining the NTP.

When finalized, the community has the opportunity to vote on the plan. Based on the results of the vote the plan is forwarded to the City Traffic Engineer for final approval and implementation.

Although the NTMP provides a process to address concerns on all City and County streets, it realizes that not all traffic management measures are appropriate for all streets. The streets functional classification will largely determine the range of potential actions. Traffic management measures that are appropriate on low speed, low volume local residential streets may not be appropriate or safe on higher volume, higher speed arterial streets.

### Schedule

The NTMP is designed as a three-year revolving process. The planning aspects of the NTMP will generally be accomplished within the first year. The second year will include development of the NTP design elements and implementation. The final year will include follow-up activities to ensure that plan specific goals were accomplished.

Please note that all phases of the NTMP (i.e. planning, design and implementation, and follow-up) are limited by the amount of available funds as well as other timing and project prioritization issues. Completion or adoption of a neighborhood traffic management plan does not automatically qualify the plan for design and/or implementation activities. Preparation and testing of a neighborhood traffic management plan may result in a recommendation of “No Action” and all recommendations are subject to approval by the City Traffic Engineer.

## **DETAILED PROGRAM ELEMENTS**

“Staff,” as used below, refers interchangeably to City staff or to consultants under staff direction.

### *Step 1 – Citizen Request*

Citizens begin the neighborhood traffic management planning process by completing a Citizen Action Request (CAR) form (See Appendix A) and obtaining a minimum of 50 signatures from tenants and/or property owners within the general area of concern. Each signature must be from a separate address representing residents that are at least 18 years of age. All CAR forms must be submitted to the City and County on or by July 31st of each year.

### *Step 2 – Categorization*

Submitted requests are categorized by council district. At the same time, a thorough literature search of previously completed studies within or directly affecting the area is conducted for each request. When appropriate, initial neighborhood education open houses may be conducted in order to educate neighborhood organizations regarding the NTMP process. Low cost community involvement measures may also be implemented (e.g. neighborhood speed watch program, “Keep Kids Alive Drive 25” program, and “Neighborhood Pace Car” program). The open house would include Police Department representatives, who can summarize enforcement history (Neighborhood Enforcement Team, or “NET”), SMART Trailer utilization, or accident data and answer questions.

During the categorization process, staff may determine that some requests would be more appropriately addressed through the existing transportation engineering process (e.g. the problem may be specifically related to a safety or operations problem and would not shift the problem elsewhere). These requests would be addressed through the traditional Transportation Engineering Section process for capital improvement projects.

Appendix B provides an overview of resources available to address traffic concerns in Denver. Titled “I Have a Traffic Problem, What Do I Do,” this document explains which traffic issues are most appropriately addressed through the NTMP process and which can be handled by other programs, agencies, and resources. Appendix C provides a flowchart of the entire NTMP process.

### *Step 3 – Prioritization*

The number and magnitude of projects deemed appropriate for the NTMP are likely to exceed available staff and capital resources. In order to allocate limited resources among multiple NTMP requests, a lottery will be held annually at the end of September for the

purposes of prioritizing requests. The lottery will be conducted on a citywide basis. The first request selected would receive the highest priority and the last request selected would receive the lowest priority. Staff may elect to combine requests from the same council district if the issues are determined to be inter-related and can be combined in such a manner as to save time and effort. During the initial lottery, all requests will be given equal opportunity for selection. For subsequent annual lotteries, requests that are not selected will be afforded enhanced likelihood for selection. For example, each NTMP request will have one “slip of paper” in the hat for the initial selection. In subsequent years, if a NTMP request is not selected, it would receive two “slips,” then three, etc.

For those requests selected, the neighborhood traffic management planning process is initiated based on available funding beginning with the highest priority requests. Funding will be established through the Capital Improvement Program (CIP) or operating budget processes.

*Step 4 – Initial Neighborhood Meeting (Month 1)*

Once selected, the neighborhood association(s) for each request shall be informed of and should participate in the NTMP process.

A neighborhood workshop is held for each request selected in Step 3. At each workshop, the NTMP process is described in detail. Neighborhood representatives will be invited to participate in a Neighborhood Traffic Committee (NTC) that will represent the overall interests of the neighborhood. The neighborhood association board(s) may nominate committee members and alternates as well. The City Council Member representing the study area will appoint between 10-15 people from those interested to serve on the committee and the same number to serve as alternates.

The committee shall also include at least one neighborhood association representative, a representative from the City police and fire departments, a representative from the Public Works Department, and the neighborhood planner assigned by the City’s Community Planning and Development Agency.

*Step 5 – Issues Identification (Months 2 - 3)*

The NTC participates in up to two (2) meetings to identify key study issues. At these meetings, the committee is expected to assist staff in identifying and quantifying the primary traffic concerns, identifying traffic data needs such as traffic volumes and speeds, and narrowing the focus of the planning process to the highest-priority issues. The study area, which defines the geographic area subject to potential NTMP measure installation will be finalized. Only residents or business owners within this area will vote on the implementation of the NTMP.

The first meeting will focus solely on educating the NTC about general traffic management issues and specific neighborhood traffic management techniques. Appendix D outlines the guidelines for application of various measures in Denver. The purpose of the second meeting will be to identify key issues/problems, review data collection methods, and coordinate preliminary data collection efforts. The result will be a clear, articulate statement of the problem to be solved. These two meetings may be combined, depending on the magnitude and scope of issues.

*Step 6 – Data Collection (Month 4)*

Based on input from the NTC regarding data collection needs, staff oversees the collection of traffic data to be used to establish baseline “pre-improvement” conditions.

*Step 7 – Plan Development (Months 5 - 7)*

The NTC will participate in up to three (3) meetings to establish and refine quantitative goals and to develop a Neighborhood Traffic Plan (NTP).

A key aspect of the first meeting involves the review of the data collected in Step 6 and the establishment of specific quantitative goals for improving traffic conditions in the study area (e.g. “reduce non-local traffic volumes by 25%” or “reduce the 85<sup>th</sup> percentile speed to 25 mph).

During the second meeting the NTC will begin reviewing and identifying initial solutions and developing the formal plan. At this point in the process, staff will ensure proper coordination between appropriate City and County Departments and bring their input back to the NTC to assist in refining the plan.

The third meeting will focus on refining the plan.

Throughout the plan development process, application of specific traffic management measures will be guided by consultation with applicable guidelines and warrants. If the proposed measures include traffic control devices such as regulatory signing, installation will take place in accordance with City practices and applicable warrants. If the proposed measures are roadway design features not governed by warrants, established professional guidelines and practices will be utilized.

*Step 8 – Community Workshop (Month 8)*

At least one (1) community workshop is conducted to give the public at large the opportunity to comment on the draft plan before it is submitted to a vote by the study area tenants and/or property owners. The workshop is actively publicized to community members within the study area and to other interested parties; however, the general public is also welcome. Staff facilitates the workshop. NTC members should be actively

involved in communicating the plan development process and the reasoning behind the elements of the plan to other community members.

If necessary, the NTC may make refinements to the plan based on feedback from the community workshop.

*Step 9 – Neighborhood Vote (Month 9)*

A vote on the proposed neighborhood traffic management plan is taken. Tenants and/or property owners and businesses (one per address) within the study area have the opportunity to vote on whether to recommend implementation to the City Traffic Engineer that the plan be implemented. Votes will be cast through a mail ballot within a prescribed time period. If the plan involves Level I traffic management measures, a minimum of 25% of all ballots must be returned and a simple majority of all ballots cast must be in favor of the plan. For plans with Level II measures, 1/3 of all ballots must be returned. Approval of Level II measures requires (1) 2/3 affirmative vote of those received from properties directly affected by the measures; and (2) a simple majority of those indirectly affected must be in favor of the plan. For example, the traffic management measures may be located on a street that is accessed by a number of shorter or feeder streets. The higher vote threshold would apply only to the primary street, not the shorter or feeder streets.

In addition to the vote on the plan, at least 2/3 of the residents that would be directly impacted by a proposed measure (i.e. up to four lots adjacent to the proposed location for the measure) must approve of its location. If a 2/3 approval is not reached, the entire plan is not rejected but the NTC shall attempt relocate the measure to a location where 2/3 of the adjacent residents approve.

If approved, the plan will be forwarded for formal acceptance and implementation by the City Traffic Engineer.

*Step 10 – City Traffic Engineer Action (Months 10 - 12)*

Following the approval of the neighborhood traffic management plan by a neighborhood vote, the plan is submitted to the City Traffic Engineer for review. The City Traffic Engineer can choose to adopt the plan, decline to adopt it entirely, or return to the NTC with comments. If rejected or returned with comments, the NTC may be required to meet again to refine the plan in response to the City Traffic Engineer's comments.

*Step 11 – Design (Year 2)*

Following the conclusion of the planning process, design documents are prepared for each measure included in the plan.

*Step 12 – NTC Design Review (Year 2)*

A design workshop is held, at which the affected community is invited to comment on the designs. Although the workshop is only actively publicized to the study area, the general public is welcome. The designs may be refined as needed following the design workshop.

*Step 13 – Trial Installation (Year 2)*

The measures are initially implemented on a trial basis for a period of at least 120 days. It is important that the measure be adequately evaluated under various weather conditions and that temporary measures are aesthetically acceptable to the surrounding community. To this end, temporary measures may be installed in some cases if their aesthetic implications have been considered and approved by the NTC and the City Traffic Engineer; otherwise, the full measures will need to be installed.

To the extent possible, the measures included in the plan should be installed simultaneously or by phase as identified in the plan. If some measures are installed without others, there is a potential that unintended consequences (e.g. spillover of traffic from a street with an installation to a street without an installation) may occur.

*Step 14 – Follow-up Data Collection (Year 3)*

Following the trial period, follow-up traffic data is collected. To the extent possible, the collection of follow-up traffic data should replicate the data collection that occurred in Step 6 (e.g. same day-of-week, time-of-day, school session, etc.).

*Step 15 – Presentation of Follow-up Data (Year 3)*

The follow-up data is summarized and presented to the NTC.

If the plan included only Level I measures and follow-up data indicate that the quantitative goals set in Step 7 are met, the measures are made permanent upon approval of the City Traffic Engineer.

If the follow-up data indicate that one or more of the quantitative goals are not met, then the NTC would recommend to the City Traffic Engineer one of the following three options :

1. Refine/Modify the plan. The NTC will be allowed one (1) opportunity to refine the plan.
2. Consider a Level II traffic management measure. If Level II measures are to be considered, the process returns to Step 7.
3. Remove all the measures.

If the plan included Level II measures, community members within the study area would be provided with a follow-up ballot, on which they vote on whether to recommend that the City Traffic Engineer retain or remove the Level II measures. The voting procedure regarding Level II measures remains the same as outlined in Step 9.

If the results of the vote are to retain the measures, the measures are permanently installed. If the results of the vote are to remove of one or more of the measures then the NTC has two options to recommend to the City Traffic Engineer:

1. Refine/Modify the plan. The NTC will be allowed one (1) opportunity to refine the plan.
2. Remove the measures.

**APPENDIX A – COMMUNITY ACTION REQUEST FORM**

**COMMUNITY ACTION REQUEST (CAR) FORM**

**Contact Name:** \_\_\_\_\_

**Day/Message Phone:** \_\_\_\_\_

**Address:** \_\_\_\_\_  
\_\_\_\_\_

**Today's Date:** \_\_\_\_\_

**Council District (1-11):** \_\_\_\_\_

*or*

**Council Representative:** \_\_\_\_\_

**Please indicate traffic issues that concern residents in your neighborhood:**

\_\_\_\_\_ Speeding

\_\_\_\_\_ Collisions

\_\_\_\_\_ Pedestrian/Bicycle Safety

\_\_\_\_\_ Other

\_\_\_\_\_ Increased Traffic

If you selected "Other", please explain: \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_

**Please describe the boundaries of your neighborhood and the approximate location of the concern:**

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**Are you aware of any neighborhood associations that represent your area?**

\_\_\_\_\_  
\_\_\_\_\_

**The petition below must be completed before submitting the CAR form. Each of the 50 signatures on this petition must come from tenants and/or property owners that are at least 18 years of age. Only one signature per address.**

*By signing, those named below are requesting that this neighborhood be considered for the Neighborhood Traffic Management Program.*

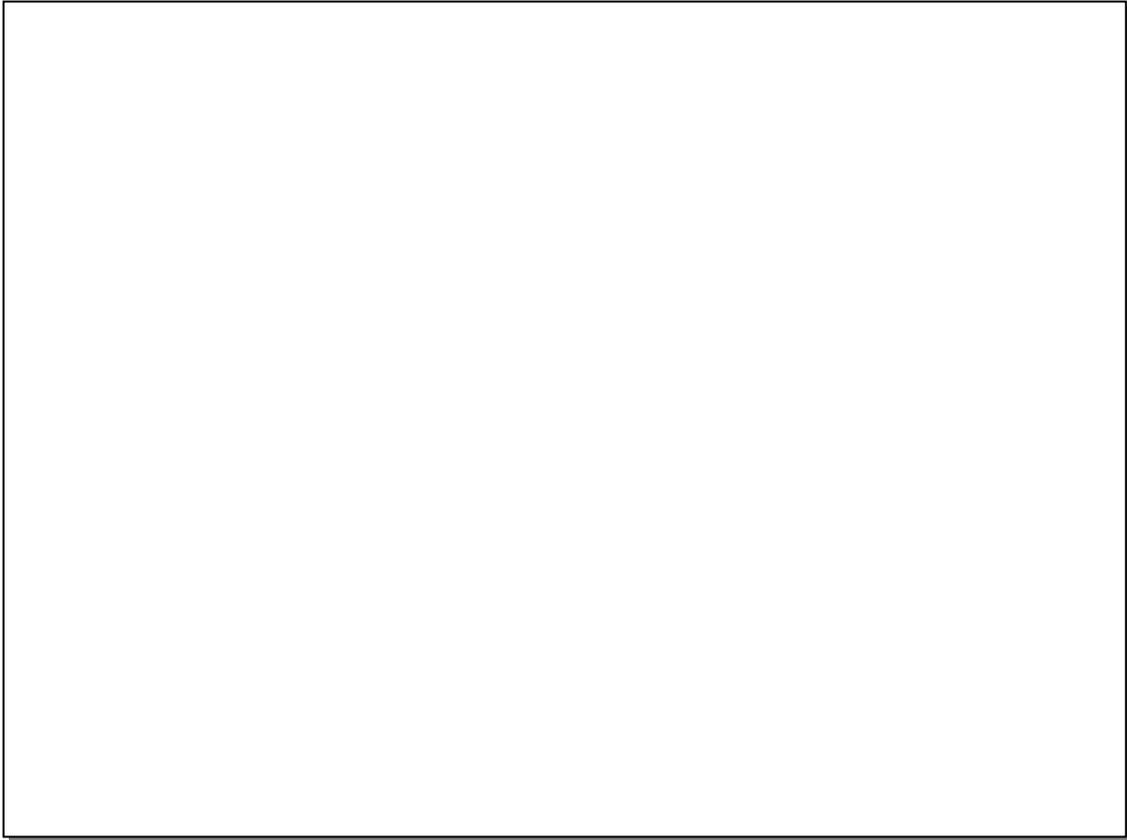
	<b>Signature</b>	<b>Printed Name</b>	<b>Address</b>	<b>Phone Number (Optional)</b>
1.	_____	_____	_____	_____
2.	_____	_____	_____	_____
3.	_____	_____	_____	_____
4.	_____	_____	_____	_____
5.	_____	_____	_____	_____
6.	_____	_____	_____	_____
7.	_____	_____	_____	_____
8.	_____	_____	_____	_____
9.	_____	_____	_____	_____
10.	_____	_____	_____	_____
11.	_____	_____	_____	_____
12.	_____	_____	_____	_____
13.	_____	_____	_____	_____
14.	_____	_____	_____	_____
15.	_____	_____	_____	_____
16.	_____	_____	_____	_____
17.	_____	_____	_____	_____
18.	_____	_____	_____	_____
19.	_____	_____	_____	_____
20.	_____	_____	_____	_____
21.	_____	_____	_____	_____
22.	_____	_____	_____	_____
23.	_____	_____	_____	_____
24.	_____	_____	_____	_____
25.	_____	_____	_____	_____

**The petition below must be completed before submitting the CAR form. Each of the 50 signatures on this petition must come from tenants and/or property owners that are at least 18 years of age. Only one signature per address.**

*By signing, those named below are requesting that this neighborhood be considered for the Neighborhood Traffic Management Program.*

<b>Signature</b>	<b>Printed Name</b>	<b>Address</b>	<b>Phone Number (Optional)</b>
26. _____	_____	_____	_____
27. _____	_____	_____	_____
28. _____	_____	_____	_____
29. _____	_____	_____	_____
30. _____	_____	_____	_____
31. _____	_____	_____	_____
32. _____	_____	_____	_____
33. _____	_____	_____	_____
34. _____	_____	_____	_____
35. _____	_____	_____	_____
36. _____	_____	_____	_____
37. _____	_____	_____	_____
38. _____	_____	_____	_____
39. _____	_____	_____	_____
40. _____	_____	_____	_____
41. _____	_____	_____	_____
42. _____	_____	_____	_____
43. _____	_____	_____	_____
44. _____	_____	_____	_____
45. _____	_____	_____	_____
46. _____	_____	_____	_____
47. _____	_____	_____	_____
48. _____	_____	_____	_____
49. _____	_____	_____	_____
50. _____	_____	_____	_____

**Please draw or attach a street diagram that includes the boundaries of your neighborhood and the approximate location of the concern:**



***Thank you for your interest in the Neighborhood Traffic Management Program.*** Community Action Request forms received by the Transportation Engineering Section will be categorized by council district. Requests will be selected and prioritized based on a lottery process. You will be contacted as soon as the CAR form is processed.

Please submit **all four pages** of your form, **including the required 50 signatures**, to:

City and County of Denver  
Department of Public Works  
Transportation Engineering  
200 West 14<sup>th</sup> Avenue  
Denver, CO 80204

If you have questions related to the completion of these forms or the neighborhood traffic management program in general, please contact Mr. Mike Gill at (720) 865-3158.

**APPENDIX B – I HAVE A TRAFFIC PROBLEM, WHAT DO I DO?**

# “I have a traffic problem, what do I do?”

-or-

## Where does the NTMP fit in?

The Neighborhood Traffic Management Program is intended to evaluate, develop, and implement traffic management solutions that cannot be addressed through relatively simple education, enforcement, or engineering approaches. The outline below provides a complete listing of resources currently available to deal with traffic problems, and identifies the NTMP as one of those resources.

### Resources:

- 1) Transportation Engineering
  - a) Operations Section
  - b) Signal Section
  - c) Neighborhood & Safety Section
- 2) Denver Police Department
- 3) “Grass Roots” programs
- 4) Transportation Planning
- 5) Denver Regional Council of Governments (DRCOG)
- 6) Colorado Department of Transportation (CDOT)
- 7) Regional Transportation District (RTD)
- 8) Transportation Expansion Project (TREX)

Step 1: Define the problem. This is most effective if framed as a statement similar to: “There are too many cars going too fast on \_\_\_ Street.” Or, “It is extremely difficult to make a left turn at \_\_\_ intersection”.

Step 2: Match the problem to the resource. (If you’re not sure guess, City Staff will do its best to have the appropriate division address the problem.)

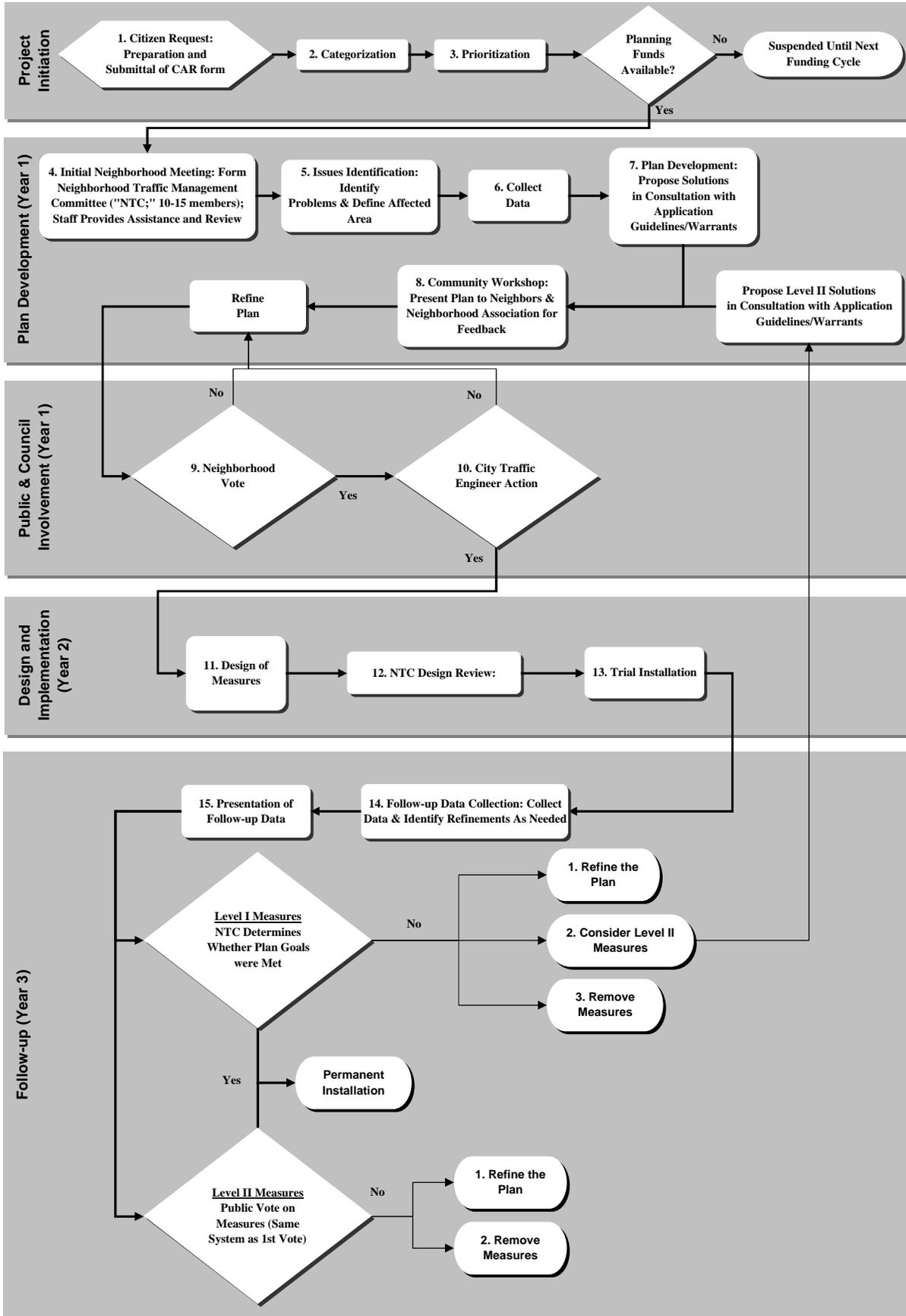
Who addresses which problems?

- 1) Transportation Engineering
  - a) Operations Section: Typically will deal with signing and striping issues. This includes problems at specific intersections, or signs missing or not visible
  - b) Signal Section: Existing signalized intersections and corridors. Also reviews requests for signals due to excessive delay or accidents at intersections.
  - c) Neighborhood & Safety Section: Typically will work with area wide impacts. Cut through traffic, speeding unaffected by enforcement, etc. **Neighborhood Traffic Management Program.**

- 2) Denver Police Department:
  - a) Neighborhood Enforcement Team: Set up to deal with neighborhood issues, typically speeding on local streets.  
Some existing programs:
    - i) Neighborhood Speedwatch
    - ii) Targeted enforcement
    - iii) Speed Trailers
- 3) Grass Roots programs –or- “Isn’t there anything I can do myself?”
  - a) “Keep Kids Alive”™
  - b) “Neighborhood Pace Car Program”
  - c) Neighborhood Speed Pledge.
- 4) Transportation Planning: Long Range and Regional Transportation Issues.
- 5) DRCOG:
  - a) Regional Transportation Programs and Plans
  - b) Traffic Data
  - c) Ride Arrangers
- 6) CDOT
  - a) State Highway Programs and Plans
  - b) Accident Data
- 7) RTD
  - a) Requests for new or modified bus routes
  - b) Bus Stop Improvements
- 8) TREX
  - a) Issues surrounding the TREX project including Access and Neighborhood intrusion during construction or due to corridor changes.

**APPENDIX C – PROCESS FLOWCHART**

## Neighborhood Traffic Management Program Flow Chart City and County of Denver



**APPENDIX D – APPLICATION GUIDELINES**

City and County of Denver Neighborhood Traffic Management Program Application Guidelines				
Type of Measure	Arterial Streets	Collector Streets	Local Streets	Other Considerations
<b>Signing &amp; Marking Measures (Level I)</b>				
Peak Hour Turn Restrictions	Check for Safety Considerations			
Bike Lanes	Yes	Yes	Yes	Ensure Connectivity to Citywide System
Stop Signs	No	Follow Warrants		
Speed Limit Signs	Yes	Yes	Yes	
Speed Limit Legends	Yes	Yes	Yes	
High-Visibility Crosswalks	Yes	Yes	Yes	
Centerline Striping	(Should Already Exist)		N/A	
Centerline Raised Dots/Reflectors	If History of Collisions or On a Curve			
Edgeline Striping	Yes	Yes	N/A	
Edgeline Raised Dots/Reflectors	If History of Collisions or On a Curve			
Parallel Parking	ADT < 20,000; Speed Limit < or = 40 mph			
Diagonal Parking	ADT < 10,000; Speed Limit < or = 30 mph			
<b>Traffic Signals (Level I)</b>				
Signal Installation	Based on Signal Warrants			
Signal Coordination	Existing Signal Spacing < or = 1,500 feet	N/A	N/A	
Convert Phasing from Protected to Permitted	Check for Safety Considerations			
Elimination of Phases	Yes	Yes	N/A	
<b>Restrictive Measures (Level II)</b>				
Full Closures	No	No	Yes (1)	
Half Closures	No	ADT < 5,000; > 25% Non-Local Traffic		
Diagonal Diverters	No			
Median Barriers	No			
Forced Turn Islands	No			
<b>Vertical Measures (Level I)</b>				
Speed Humps	No	ADT < 3,000; Speed Limit < or = 30 mph		Grade < or = 8%; (2)
Speed Lumps	No			Grade < or = 8%
Speed Tables	ADT < 10,000; Speed Limit < or = 35 mph			Grade < or = 8%; (2)
Raised Crosswalks				Grade < or = 8%; (2)
Raised Intersections				Grade < or = 8%; (2)
<b>Horizontal Measures (Level I)</b>				
Mini Traffic Circles	No	Daily Entering Volume < 5,000; Speed Limit < or = 35 mph		Grade < or = 10%; (2)
Roundabouts	Daily Entering Volume < 20,000; Speed Limit < or = 45 mph		No	Grade < or = 6%
Lateral Shifts	No	ADT < 10,000; Speed Limit < or = 35 mph		Grade < or = 10%
Chicanes	No	ADT < 5,000; Speed Limit < or = 35 mph		Grade < or = 8%
Realigned Intersections	No	Daily Entering Volume < 5,000; Speed Limit < or = 35 mph		Grade < or = 8%
<b>Narrowings (Level I)</b>				
Neckdowns	ADT < 20,000; Speed Limit < or = 35 mph			
Two-Lane Chokers				
Midblock Center Island Narrowings	ADT < 20,000; Speed Limit < or = 35 mph			
One-Lane Chokers	No	No	ADT < 3,000; Speed < or = 30	
<b>Combined Measures</b>				
Subject to Limitations of Component Measures				
Notes: (1) Only if other measures are deemed unsatisfactory (2) Not on primary emergency routes or bus routes.				

## **Appendix B**

### **Transfer of Development Rights Program Administration Overview**

The following has been adapted, with permission, from an outline prepared by Lindberg & Company. For more information please contact:

Neil Lindberg, Esq., AICP  
Lindberg & Company  
13692 Hackamore Drive  
Draper, Utah 84020  
(801) 553-6416  
[nlindberg@aros.net](mailto:nlindberg@aros.net)

Transfer of Development Rights, or TDR, is a land use management tool designed to direct development away from areas a municipality/county desires to preserve (i.e. wetlands, hillsides, agricultural land, etc.) to locations that are more appropriate for development. Under a TDR system, preservation area landowners are allowed to transfer or sell their right to develop to developers in a different part of the city.

#### **Definitions**

To understand how a TDR program works, some basic terms need to be defined.

*Property* - The rights and ownership of property is generally determined under state law. The concept of a TDR program is based on the assumption that title to real estate is actually a bundle of individual rights which may be isolated and transferred to someone else. This bundle includes:

- The right to possession,
- The right to exclude others,
- The right to freely use and enjoy property unless it will cause harm to others, constitute a public nuisance, or is contrary to law,
- The right to freely transfer or sell the property
- The right to the minerals and water occurring on the land, and among others
- The right to develop the land.

Some of these rights (e.g. mineral and water rights) can be transferred, or sold, while the ownership of the property and all other rights are maintained.

*Easement* - An easement is a non-possessory interest in another's land. The holder of the easement is allowed access through, or use of the land, but is not given any right to ownership. Common examples are easements for the accommodation of roadways or utilities on private land.

*License* - A license is a privilege or permission to use the property in a certain way. Licenses are revokable at will, and are not considered a property right, but rather a right specified by contract. A TDR is more closely related to an easement than a license.

*Transfer of Development Rights* - TDR is defined as, the transferring of development rights from one parcel of land to another through a program created by a government body intend to preserve certain undeveloped areas, stimulate growth and development in other areas, and compensate the owners for the transferred value of their lands.

*Purchase of Development Rights* - A related, but separate concept is the purchase of development rights (PDR). This term describes the notion of a governmental body purchasing the development rights of a property in a preservation area. Rather than transferring the development rights to another parcel, the government simply holds those rights to lock the potential for

development of the preservation area. Because most local governments have limited resources, PDR is not used as frequently as TDRs. However, a governmental body will often purchase development rights, in order to create a bank and jump start a TDR program. These TDRs are later sold by the government to willing buyers in identified receiving zones.

## **TDR Program Components**

A TDR program has four required elements:

*Sending Area* - The sending area is an area identified by a governmental body for preservation. This is the area from which development rights are transferred in order to protect the resources and desirable values of the area (e.g. open space, wetlands, forests, scenic areas, agricultural value).

*Receiving Area* - The receiving area is an area identified by a governmental body for potential increased development. This is the area to which development rights are transferred in order to achieve greater development densities and intensities.

*Allocation Formula* - The governmental body determines an allocation formula to specify what constitutes a development right, and the ratios and basis for a transfer. The most basic formula is a 1:1 ratio, where one development right in a sending area, equals one development right in a receiving area.

*Conservation Easement* - A recorded conservation easement is placed on the sending area properties after the transfer which limits the future development of the property. The conservation easement can be held by a third party land trust, or by the local government itself.

TDR programs have some variable elements as well:

*Participation* - In some cases participation in a TDR program is mandatory, but most commonly they are voluntary and landowners may choose whether to participate or not.

*Allocation Formula Criteria* - The criteria and ratios of the TDR allocation formula vary based on market economics. Some communities may offer incentives to encourage landowners to participate in the program. For example, a single TDR in a sending area, may equal five additional units in receiving area. Some communities offer a bonus if the property in the sending area is placed under a conservation easement held by a land trust v. by the city or county.

## **Authority to Enact a TDR Program**

TDR programs can be enacted in two ways:

*Express Authority* - Authority is the right and power which an officer has in the exercise of a public function to compel obedience to his lawful commands. An express authority is that which is physically given in writing, not under seal or verbally. There is no express authority given in Utah.

*Police Power* - Police power is the power of a state to make laws in order to coerce its subjects into obeying those laws. States are widely regarded by lawyers and jurists as having an "inherent" right to police power, meaning that it does not have to be explicitly written into any basic law or constitutional or other foundational document. The most common use of police power over real property is for the adoption and enforcement of zoning regulations, building codes, environmental protection regulations, etc. by local, regional governments, national governments.

In Utah, TDR programs are enacted through the exercising of police power. Police power is delegated to local governments under the Municipal and County Land Use Development Management Acts. Local governments may use any zoning technique as long as it is used in a way that does not violate the federal

or state constitutions, does not violate a specific statute, and is not arbitrary, capricious, or discriminatory. Therefore, an exercise of police power must be premised on the protection of public health, safety, and welfare, must not deprive an owner of all viable use of land, and must be based on regulations that are clear and definite. As long as these criteria are not violated, TDR programs are legal in Utah.

## **Practical Considerations**

In order to set up a TDR program to work effectively, a governmental body should consider the following practical considerations.

### *Sending Areas*

In sending areas, the government must clearly identify the resources to be protected to explain the public purpose of the program. There may need to be some limits on development permission to encourage program participation. For example, if the program is mandatory the landowners in sending areas may realize increased value of their land only through development transfers. If the program is voluntary, landowners retain existing development rights, even if they choose not to participate in the program. Regardless, whichever type of program the city selects, the TDR program must still allow reasonable use of the property after development rights have been transferred or it may face a takings claim.

### *Receiving Areas*

Receiving areas have a few requirements as well. They may require an initial downzoning in order to encourage developer participation, but may not. Sometimes, receiving areas should be places that have community support for higher densities, otherwise the increase in density may be politically challenging. Finally, the TDR scheme must be consistent with market economics, and TDRs may have different values for different properties.

### *Allocation Formula*

The allocation formula must be readily understandable and easy for buyers and sellers to use. If the formula is overly cumbersome, parties will be less likely to participate. The formula must allow landowners to determine how many TDRs they have, the extent to which TDRs will increase developer's density, and the maximum density increase allowed. There must also be a proper ratio of TDRs between sending and receiving areas. TDR programs work best if the receiving areas are 2-3 times larger than the sending areas. If the sending area is particularly large, downzoning may help make the ratio between sending and receiving areas more effective.

### *Program Objectives*

The TDR program overall must be clear in order to properly establish criteria for sending and receiving areas and allocation formula, and to survive any legal challenge. The geographic scope of the program needs to be determined; this may be mapped or unmapped.

### *Making a Market*

TDR programs do not work in all situations, and merely establishing a program does not ensure a market for TDRs. To be effective, a TDR program must not be contrary to local market economics. There should already exist development interest or potential for the receiving area, and community support for preservation of the sending area. Some communities will need to start a TDR bank to get the program started.

### *Enforcement Issues*

A local government should recognize that adding conditions to permit approvals may affect TDR need or value; therefore, standards and procedures should be developed to ensure fairness and predictability. In order to ensure clear enforcement of TDR transfers, the local government must have a good record keeping system to keep track of how many TDRs have been transferred to different ownership, how many have been "cashed in" for additional density, and how many still remain unused or under original ownership. The local government must be unbending in the way it handles development requests and zone changes. This means ensuring that parcels from

which TDRs are transferred are not developed contrary to the restrictions agreed upon for that land. It also means that zone changes are not allowed within potential sending or receiving areas unless associated with a transfer of development rights. Approving zone changes outside of the TDR program will completely undermine the effectiveness of the TDR program. The actions of future city councils and governmental bodies must be consistent with the objectives of the TDR program.

## **Setting Up a TDR Program**

There are four primary steps in establishing and organizing a TDR program.

### *1) Define sending and receiving areas*

Sending and receiving areas can be determined legislatively or administratively. It is recommended that either way, the process include citizen input in defining the purpose of the TDR program. If defined legislatively, the sending and receiving areas are defined in the general planning document. Within the receiving areas, desired development standards should be defined. The local government should also prepare buildout maps to show eventual development patterns for the sending and receiving areas.

### *2) Determine the effect of the TDR program*

The ratios between sending and receiving areas should be calculated to ensure that receiving areas are large enough to absorb the transferred development potential from the sending areas. TDR programs work best when the transfer is the only bonus option in receiving areas. By making TDRs the only way to increase density within a receiving area, it creates greater incentive for landowners and developers to participate in the program. Therefore, the number of TDRs potentially credited to a parcel should exceed the number of lots/dwelling units that can be approved by other means.

### *3) TDR sales must give adequate compensation to the sellers in sending areas*

The total value of TDRs available from a given parcel should be comparable to what it would be worth for development purposes less the land's residual value. An analysis of the local real estate market should yield a general idea of TDR values. Knowing the value of the development rights will help a local government determine how to allocate the TDRs among the sending area properties, and determine the ratios between sending and receiving areas that make fair economic sense to parties in both areas.

### *4) Economics of receiving area parcels are what makes a TDR program work*

In order for a TDR program to be effective, and an enticing option for landowners and developers of receiving areas, TDRs must add value to the bottom line of development projects. One way to determine the value of TDRs is to ask a developer what they would pay for increased density. Each potential TDR participant must know:

- Potential TDR sending and receiving areas (defined in the General Plan )
- Base density available in receiving areas
- Types of dwelling units or commercial uses permitted in receiving area
- Terms of any other density bonus programs (TDRs work best when they are the only bonus option)
- TDR approval mechanism
- Availability of public facilities in receiving area
- TDR transfer rate

## A TDR Example

The following is an example of how a TDR program might be established and administered in a community, and the program would allow landowners in sending and receiving areas to participate.

### *Procedure*

- 1) The governmental body establishes potential sending and receiving areas in the general plan. The General Plan merely states where TDRs may be created and used, but does not guarantee or authorize use of TDRs.
- 2) The zoning ordinance is revised to allow for two new zoning classifications:
  - TDR-S = sending areas
  - TDR-R = receiving areas

The zoning map, however, does not change at this time. Changes to actual zoning occur only after landowners within the sending or receiving area request zone changes to participate in the TDR program.

Some communities have initiated downzonings in sending and receiving areas to make the ratios between sending and receiving areas work, and to encourage landowner participation.

- 3) The number of TDRs is calculated using predetermined ratios, stated in the TDR ordinance. For example, the ordinance may state that for each TDR transferred from a sending area, three additional units of density may be built within a receiving area. The allocation formula and TDR ratios is determined through an economic analysis of local real estate and development demand.
- 4) After the parameters of the program have been established, and the opportunity for landowner participation advertised by the local government, the program can be used. The local government may wish to purchase a few TDRs initially to start a TDR bank to get the program started, but this may not be necessary.

When the time is right for the individual, a landowner will request a zone change from the base zoning to a TDR-S overlay zoning classification for their property. Once a zone change in the sending area has been approved, a conservation easement is placed on the sending area property and TDR certificates are issued to the landowner. These certificates, like a stock certificate, represent actual value and can be sold to receiving area landowners in a free market. A local government has the ability to limit the validity of TDR certificates to a defined period of time if it wishes.

- 5) After a few TDRs have been issued and are available for transfer, landowners in sending and receiving areas are able to enter in private transactions. The price of the TDR is determined by the two parties in a free market system.
- 6) Once a landowner in a potential receiving zone has purchased TDR certificates from a sending area landowner, they can then petition for a rezone of the receiving site to a TDR-R overlay zoning classification. The developer can then petition for subdivision of site plan approval using TDRs. This may happen after or simultaneous with the rezone application and purchase of TDRs.
- 7) Upon approval of the receiving area site plan, the developer relinquishes the TDR certificates. The local government "retires" the certificates and maintains a record of TDR use so it will know how many TDR certificates remain "unredeemed."

### *Suggested Standards*

- 1) At least two-thirds of the TDRs permitted to be transferred to a receiving site must be used. This helps to create a market for TDRs and ensures that the TDRs are used in designated areas.
- 2) A request to utilize development rights on a receiving site **must** be approved if the request:
  - Does not exceed the number of dwelling/density units permitted in the underlying zone and the density limitations of the General Plan.
  - Complies with the TDR ordinance.
  - Complies with subdivision and site plan rules.
  - Is consistent with other recommendations of the General Plan.

### **References**

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## Appendix C Planning Term and Concept Glossary

### A – B

### C

*Cluster Development* - Clustered development is a land use tool to preserve open space within individual developments. The tool allows the same overall amount of development that is already permitted. The key difference is that this technique requires new construction to be located on only a portion, typically half, of the parcel. The remaining open space is permanently protected under a conservation easement co-signed by a local conservation commission or land trust, and recorded in the registry of deeds. The basic principle of cluster development is to group new homes onto part of the development parcel, so that the remainder can be preserved as unbuilt open space. The degree to which this accomplishes a significant saving of land, while providing an attractive and comfortable living environment, depends largely on the quality of the zoning regulations and the expertise of the development designer. Clustered developments do not affect the overall density of development, and “clusters” can include a number of lot sizes. For example, a 20 acre area zoned for one dwelling unit per five acres could be developed as a cluster of four one acre lots. The remaining 16 acres would be preserved as open space.

The maintenance of the open space created by clustering can be handed in a number of ways. If this space is recreational (playing fields, jogging trails, tennis courts), upkeep is typically handled by a homeowners' association, to which everyone is contractually obligated to contribute when they purchase their home. Home buyers sign a legally enforceable agreement which enables the homeowners' association to collect any unpaid dues. If the open space is agricultural, there are a couple options. The agricultural open space can be sold "in fee" to the homeowners' association, which can in turn lease it to local farmers. It can be sold as a single large agricultural parcel. Or, the original farmer can retain ownership of it, and continue to farm it, after being compensated for the sale of his development rights by the developer of the clustered parcels. More information on the idea of clustered development can be found in the book Rural By Design, by Randall Arrent.

*Conservation Easement* - Conservation easements are a useful legal tool to preserve farmland by limiting land uses. They are used to prevent development or to preserve scenic, natural, or other values the land may hold. Once in place, an easement runs with the deed, and, therefore, future landowners must abide by the terms of the agreement. Landowners either donate or sell a conservation easement to a recipient that holds the easement and is responsible for monitoring the terms of the easement for compliance. When easements are sold, the price is often the difference between the value of the land if used for development and its value under current use. When easements are donated, a federal income tax deduction can be taken. Typical easement holders are land trusts managed by non-profit organizations or governments. Governments often fund easement purchases by various means to meet local community objectives such as watershed protection or historic preservation.

### D – G

### H

*National Register of Historic Places* - The National Register of Historic Places is the United States' official list of districts, sites, buildings, structures, and objects worthy of preservation. Administered by the National Park Service, the Register was authorized under the National Historic Preservation Act of 1966. Its goals are to coordinate and help groups such as the National Trust for Historic Preservation identify and protect historic sites in the United States.

The National Register of Historic Places is primarily a tool to recognize the historical significance of a building, structure, object, district, or site. Listing in the National Register does not restrict private property owners from the use of their property. Some states, however, might have state or local laws that are triggered by National Register listing. If federal money or a federal permitting process is involved, Section

106 of the National Historic Preservation Act of 1966 is invoked which requires the federal agency involved to assess the impact of its actions historic resources. The SHPO advises and assists the federal agency, but has no regulatory authority. In cases where the federal action will have an "adverse effect" on historic properties, mitigation must be sought. Typically, a Memorandum of Agreement (MOA) in which the parties involved agree to a particular plan is created. An MOA might address the adverse effect in a variety of ways, often recommending "document and destroy" in which the historic resource is first documented and then demolished as the most prudent and feasible alternative.

*National Historic District* - National Historic Districts are neighborhoods, or districts, that contain a certain percentage of contributing historic structures, that have been nominated and federally accepted as part of the National Register of Historic Places. Districts are typically designated when there are too many historic structures to realistically nominate them all individually for the National Register of Historic Places. A National Historic District designation does not limit subdivision of land within the district or the regular use of private property. If restoration projects are undertaken within the district, and federal monies are used to help subsidize the cost, there may be restrictions placed upon how the structure can be modified.

*Historic District Overlay Zone* - An Historic District Overlay Zone is a land use tool established by a local government. The purpose of an historic district overlay zone is to give a local government additional tools to ensure the protection of its local historical resources. An overlay zone, described below, typically applies additional regulations and restrictions to properties falling within its boundaries than those originally required by the base zoning. The actual restrictions and requirements of an historic district overlay zone are determined by the local government and adopted into the zoning code. The boundaries of an historic district overlay zone do not necessarily have to match the boundaries of a National Historic District, nor is their use limited to areas that have federally recognized National Historic Districts. However, if a community has a National Historic District, it makes logical sense for the overlay to include the entire district at a minimum.

## I – L

## M

*Mixed-Use Development* - Mixed use refers to the combining of retail/commercial and/or service uses with residential or office use in the same building or on the same site in one of the following ways:

- 1) Vertical Mixed Use. A single structure with the above floors used for residential or office use and a portion of the ground floor for retail/commercial or service uses.
- 2) Horizontal Mixed Use – Attached. A single structure which provides retail/commercial or service use in the portion fronting the public or private street with attached residential or office uses behind.
- 3) Horizontal Mixed Use – Detached. Two (2) or more structures on one (1) site which provide retail/commercial or service uses in the structure(s) fronting the public or private street, and residential or office uses in separate structure(s) behind or to the side.

Mixed use is a key component of many current development trends, including Transit Oriented Development (TOD), Traditional Neighborhood Development (TND), Livable Communities, and Smart Growth principles. The benefits of Mixed Use include: activating urban areas, increasing housing options, reducing auto dependence, increasing travel options, and creating a local sense of place. Mixed use can be developed at a variety of scales, from building, to parcel, and walkable or transit area.

## N

## O

*Overlay (Floating) Zone* - The overlay, or floating, zone concept allows for districts that are not delineated on the zoning map. The boundaries of these zones are somewhat flexible, and allows the City to identify additional allowable land uses in areas to be determined as long as they meet certain criteria. The most common use of the concept of the overlay zone is the over-laying of standards that change or are added to the standards of the underlying district. This concept works well in areas in which there may be sensitive lands, natural hazards, and other characteristics of merit such as historical architecture. Areas in which the potential for such conditions to exist are graphically identified on the zoning and general plan land use maps, showing both the base zoning and the area over which the overlay regulations apply.

## **P**

*Performance Zoning* - Performance zoning differs from all other forms of zoning (Euclidian, Conditional, and Form-Based) because it is based on standards designed specifically to meet a wide range of established goals. For instance, rather than using a conventional land use map with well intended transition districts or a conditional approval process in an attempt to avoid land use conflicts through rezoning, and lengthy use restrictions, or public hearing processes, performance zoning directly addresses conflicts in use by implementing design standards that eliminate and/or mitigate such conflicts.

Performance zoning is designed to evaluate the context and compatibility of uses within their environment, as opposed to whether or not a use should be permitted. The premise of performance zoning is that land use is irrelevant when it is designed to respect the built and natural environments. In fact, it is not the use itself that determines compatibility; instead, it is the design and intensity of the use, which may be effectively addressed by performance standards.

Performance criteria are used to establish limits to intensity of use. Property developers are awarded "points" towards meeting zoning goals through compliance with a variety of planning issues, including environmental impacts, public amenities, affordable housing, architectural consistency, etc. Clustering of housing or commercial development is generally required, and a full range of development types and densities are allowed on the buildable portion of the site.

Advantages include increased flexibility, greater involvement of stakeholders, and improved collaboration among interested parties. The basic intent of performance standards is that without rigid regulations, more creative and responsible land development is possible. Disadvantages may include a steep learning curve for those new to performance zoning concepts, more administrative time required to implement, and possible increased legal challenges due to the perceived subjectivity of the process.

## **Q**

## **R**

*Receiving Area* - Part of a Transferrable Development Rights program, the receiving area is an area identified by a governmental body for potential increased development. This is the area to which development rights are transferred in order to achieve greater development densities and intensities.

## **S**

*Sending Area* - Part of a Transferrable Development Rights program, the sending area is an area identified by a governmental body for preservation. This is the area from which development rights are transferred in order to protect the resources and desirable values of the area (e.g. open space, wetlands, forests, scenic areas, agricultural value).

## **T**

*Transferrable Development Rights (TDR)* - TDR is defined as, the transferring of development rights from one parcel of land to another through a program created by a government body intend to preserve certain

undeveloped areas, stimulate growth and development in other areas, and compensate the owners for the transferred value of their lands.

**U – Z**