

SALEM GENERAL PLAN & LAND USE UPDATE

ADOPTED NOVEMBER 6, 2019



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Acknowledgements

Advisory Committee

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| Paul Taylor | Resident |
| Jen Watson | Resident |

Salem City Council

| | |
|---------------------|--------------------------------|
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| Sterling M. Rees | Council Member (Mayor Pro Tem) |
| Howard Chuntz | Council Member |
| Cristy Simons | Council Member |
| Seth Sorensen | Council Member |
| Craig Warren | Council Member |

Salem Planning & Zoning Commission

| | |
|-------------------|-----------------------------------|
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1.0 Background & Introduction

The *Salem City General Plan & Land Use Update 2019* is an official document intended to provide planning policy and goals for the City, which will assist the public, City staff and decision makers as future development and growth is evaluated.

Updating the General Plan provides an opportunity for the citizens of Salem to take a look at the community today, to determine what works or requires improvement and to peer into the future and plan for anticipated changes. The General Plan typically has a life of five to ten years, although it establishes a future vision for twenty years or more.

When the *Salem City General Plan & Land Use Update 2019* is adopted, associated zoning ordinances, development guidelines and other implementation tools should be revised and adjusted in order to be in alignment with the updated plan.

1.1 Organization of the Plan

The *Salem City General Plan & Land Use Update 2019* documents existing conditions, identifies and analyzes key issues and presents a clear future vision and growth direction for the City. With a focus on land use, the plan is divided into five elements or chapters as follow:

1. Background and Introduction
2. Land Use
3. Parks, Open Space, Recreation & Trails
4. Moderate Income Housing
5. Capital Facilities

The plan has been developed in alignment with associated planning efforts related to the provision of water, sewer, storm water and similar major infrastructure needs, which are presented in a separate plan. Each chapter provides specific ideas and recommendations, concluding with a series of goals, policies and implementation measures to facilitate decision-making and promote easy understanding of the results and recommendations.

1.2 Focus of the General Plan & Land Use Update

The following were identified as the primary areas of focus for the 2019 Update:

Focus Area 1: Land Use & Urban Design

The updated plan is focused on land use issues, including the location and form of higher-density residential, the need for local and regional commercial nodes and the preferred patterns and types of residential and other uses. Design guidelines are also provided to help preserve and enhance Salem's rural character.

Focus Area 2: Northwest Quadrant

The large area of undeveloped land located adjacent to I-15 requires a clear vision to take advantage of this opportunity zone. As an emerging regional corridor, it is slated for higher-density and mixed use development, with a focus on appropriate development patterns and a wider range of building types.

Focus Area 3: Public Facilities, Services & Infrastructure

Existing public facilities and services, including fire and police services, schools and City facilities were documented, analyzed and aligned with projected growth scenarios to help ensure future needs, gaps and changes are understood. This was coordinated with parallel efforts to clarify critical infrastructure requirements, including culinary and irrigation water, sewer and storm water systems.

Focus Area 4: Parks, Open Space, Recreation & Trails

Future needs and requirements for parks, open space, recreation and trails were established, applying level of service (LOS) and distribution analyses to ensure the location of major facilities are provided in an equitable manner.

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1.3 History of Salem

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Prior to western expansion by pioneer settlers, Native Americans congregated around a year-round series of springs that bubbled up through the sandy soil. Known as “Summer Spring”, it proved to be a vital source of water.

3



Historic photograph of Salem Pond as seen from Rust Hill

In the spring of 1851, explorers David Fairbanks and David Crockett discovered this spring system, eventually tracing the large connecting stream that fed it through a hollow. By damming the stream, water that would normally flow into the adjacent wetlands was retained, providing a reliable water source. This feature eventually became known as Salem Pond.

During its early years, the spring served as a natural point of settlement. Known originally as Pond Town, establishment was more challenging than anticipated as early settlers faced harsh winters, drought and a hostile reaction by Native Americans already established in the area. Pond Town was abandoned after its first couple of years, but eventually the fertile soil attracted a steady stream of Mormon farming families, and the tenuous site steadily grew into a permanent settlement. Emigrants began moving into the new town, which was laid out in five-acre blocks. As was common throughout Utah at the

time, homes, gardens and barns were located in town, with fields and common grazing areas occupying the perimeter.

Completion of the Salem Canal in 1869 brought irrigation water from the Spanish Fork River to the new frontier town. Lyman Curtis, who had experience with irrigation from time spent in other western settlements, directed the project to completion. Pond Town was later renamed after Curtis’ birthplace of Salem, Massachusetts to honor his many contributions to the community. Salem was officially incorporated as a town in 1886.

Salem’s agricultural heritage was established in these early settlement years, with wheat and other grains being the most popular crops. Tomatoes and peas were grown to supply the Del Monte food-processing plant, which was located between Salem and Spanish Fork. Beginning in 1891, sugar beets became another staple crop supplying various processing facilities scattered throughout Utah Valley. Many farmers also raised poultry and small animals. Local ranchers owned grazing rights and permits in the nearby national forests, in Strawberry Valley and on privately owned property in Loafer Canyon.

The economy of Salem continued to be focused on agriculture through much of its history. Over time the wheat and produce fields, once needed to supply regional food producers, were replaced with hay and alfalfa to match the shifting demands of a changing economy. In recent years the small-town appeal and proximity to major employment centers such as Provo, Orem and Lehi has resulted in Salem becoming



Agricultural fields in the Salem area (left) and the Spanish Fork sugar beet factory (right)

firmly entrenched as an attractive bedroom community for commuters and retirees.

As the population has grown and the pressure for development has risen, the City is now at a critical juncture as it tries to balance demands for growth with the preservation of the rural, agricultural character that remains, the very characteristic that makes Salem such a desirable place to live.

1.4 Community Profile

The physical, social and demographic characteristics of Salem were documented and analyzed to more fully understand future needs and desires, as follow.

Physical & Social Structure of Salem

As illustrated in Figure 1-1, Salem is located in south-central Utah County. It is a medium-sized city in comparison to many neighboring communities, encompassing just over 16 square miles of land. It is slightly longer than it is wide, extending approximately four miles from east-to-west and a similar distance north-to-south.



Mount Loafer as seen from Salem fields

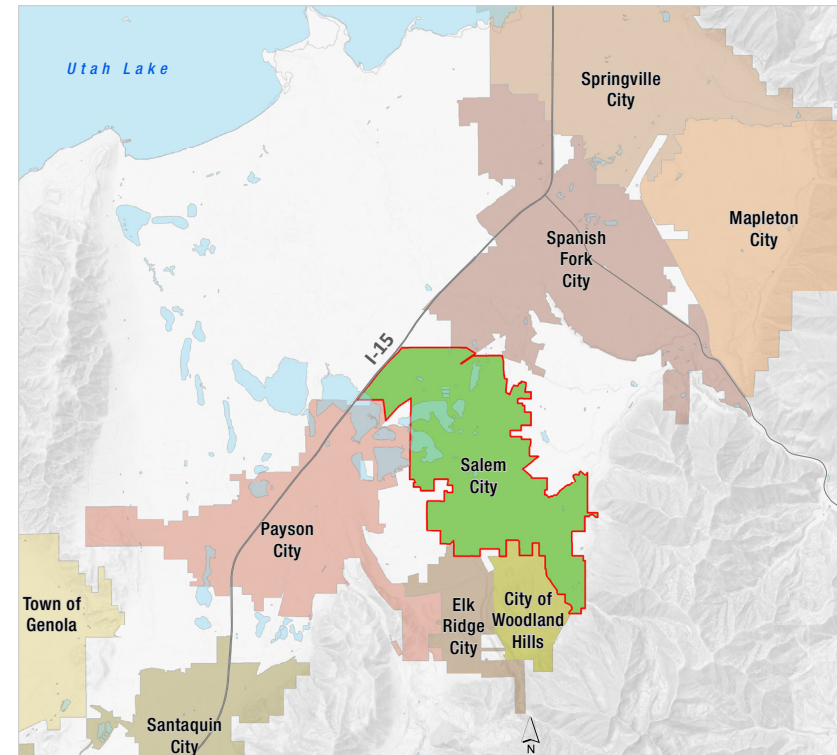


Figure 1-1: Salem City Context

The average elevation in Salem is 4,610 feet. The area slopes gently downward from the Wasatch Mountain foothills just east of the City limits, proceeding in a western direction toward the far edges of the community and I-15. Mount Loafer and other prominent mountain peaks rise dramatically to the east and south just beyond the City boundary, providing a stunning backdrop and prominent views of the rugged Wasatch Mountain range and nearby agricultural fields.

The City is currently served by a single connection to I-15, which is located near the northwest corner of the City, well away from the primary settlement area to the east. This connection has spared Salem from many of the negative impacts other communities have experienced when freeways extend into the core. Negative trade-offs include longer travel times in and out of the City, and impacted traffic flow during peak travel times.

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Salem is well-served by other regional roadways, including US-6 and US-86 to the north and SR-198, which also serves as the City's main thoroughfare. US-6 joins I-15 just north of Spanish Fork, linking the region with Price, Moab, I-70 and areas to the south and east. SR-198 is a north-south running state road that links Salem with neighboring communities of Payson to the south, and Spanish Fork to the north.

Map 1-1 illustrates existing roads as well as the proposed major road system that is envisioned to facilitate better vehicular circulation. Upon completion, the new roads will provide multiple access opportunities throughout the City. It will also improve connections with I-15 and other regional connectors.

Salem can be divided into two main districts or areas. The first, **New Salem**, lies east of I-15 and west of an adjacent natural wetland. The area is dominated by flat and vacant agricultural lands, now emerging as coveted development sites. Easy freeway access and the large swaths of undeveloped land make this area a logical site for commercial, higher-density residential and mixed use development.

The second district, **Historic Salem**, is much larger, encompassing the original settlement area and newer development areas east of the wetlands. The district includes a small commercial area that straddles Salem Pond and SR-198/Main Street. As previously indicated, residential growth in the City was initially quite slow and focused on the establishment of large farmsteads near the pond. This rural development pattern continued into the 1980's, when suburban neighborhoods and large-lot residential homes became the dominant residential uses.

The transformation of Salem from an agricultural settlement into a suburban community increased throughout the 1990's, marking the emergence of more diverse forms and types of development that continue today. As the area has developed in recent years, public infrastructure, services and facilities have been expanded to serve the needs of the community.

Demographics & Population

Existing and Projected Population

Salem is one of the fastest growing cities in the region and state. With a 2018 population of 8,604 the 2019 population is estimated to be 9,017, which serves as the baseline population for estimating future population.

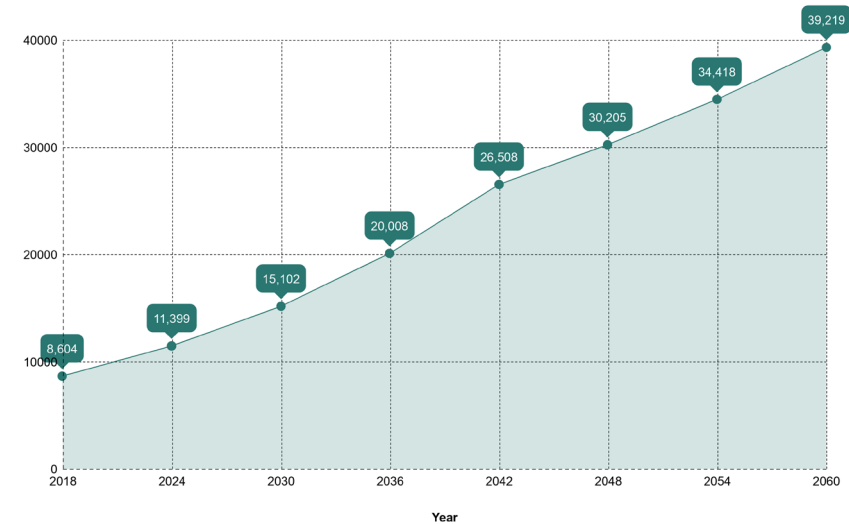
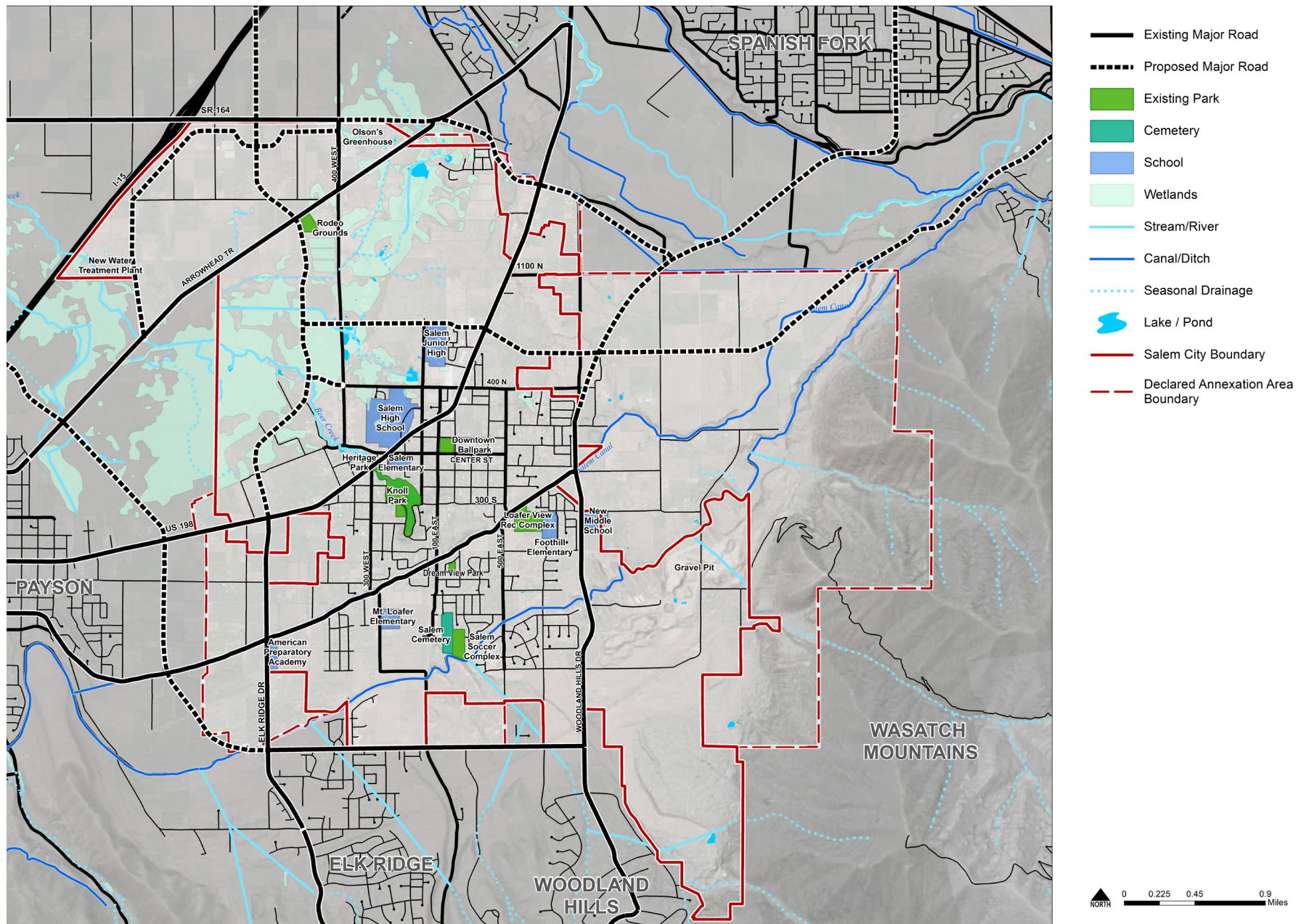


Figure 1-2: Projected Population for Salem City

Development is moving south from Springville and Spanish Fork toward Salem. This trend is predicted to continue for several decades, and the community is projected to grow rapidly for at least two decades, at a projected average annual growth rate (AAGR) of 4.8 percent. According to this scenario, the City will have a projected population of 26,508 by 2042, as shown in Figure 1-2. Growth is expected to slow dramatically after that date, growing at a projected AAGR of 2.2 percent until reaching a build-out population of 39,219 by 2060.

The bulk of recent growth has taken place in the north and east portions of the City, with future growth anticipated to move to the northwest quadrant and further to the east, where large mixed-

Map 1-1 Existing Community Structure



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- 3

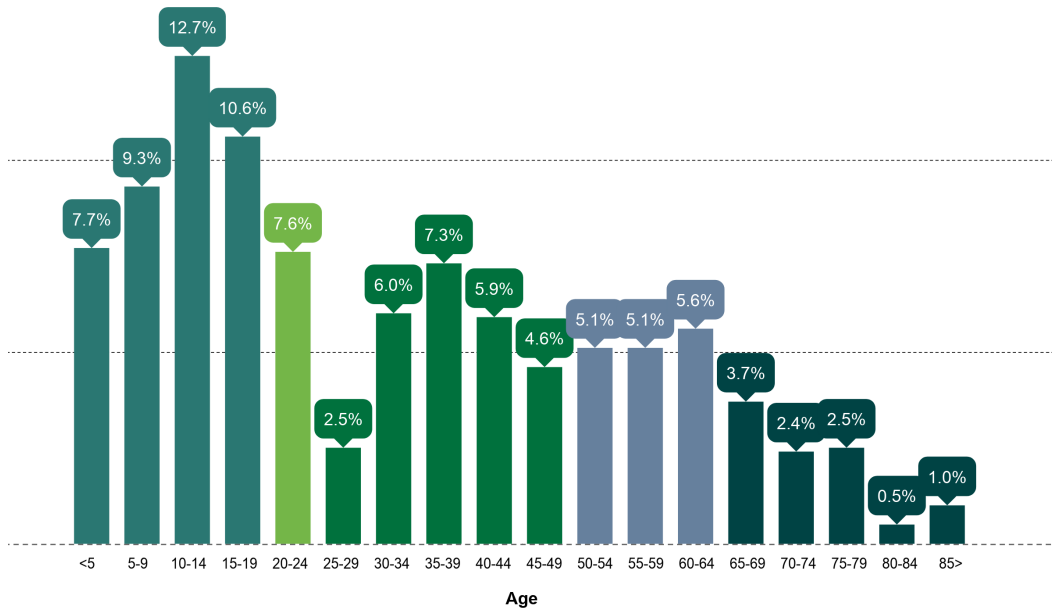


Figure 1-3: Age Distribution for Salem City

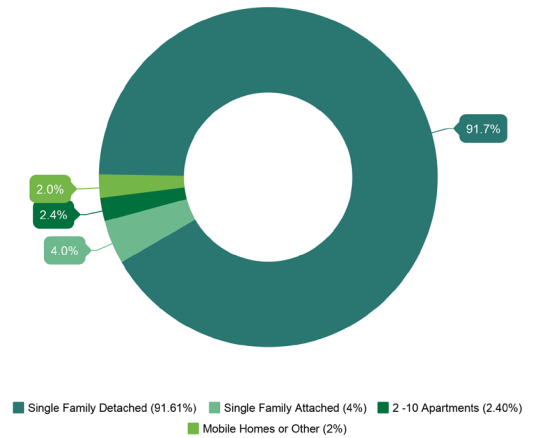


Figure 1-4: Housing Types in Salem City

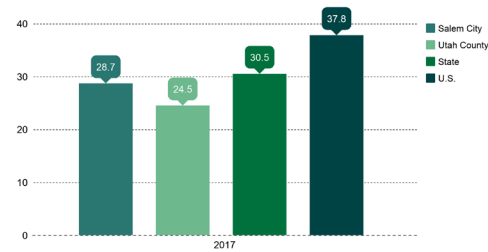


Figure 1-5: Median Age Comparison

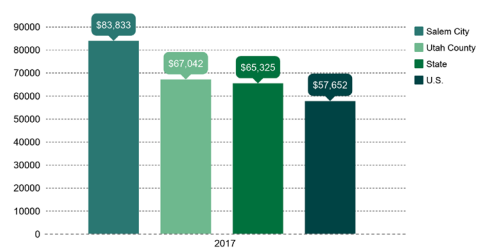


Figure 1-6: Median Income Comparison

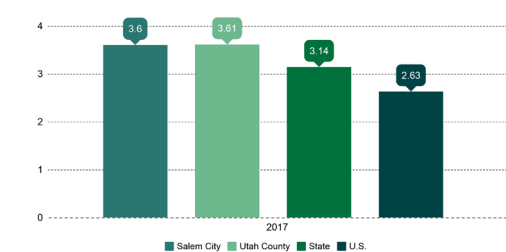


Figure 1-7: Household Size Comparison

density residential projects are anticipated. This development will be intermixed with existing and future large residential homes located on large lots, housing big families with high median incomes and high home values. It is anticipated that similar patterns will continue into the future

Age, Household & Other Characteristics

In 2017 the median age of Salem was 28.7. This is lower than the State of Utah (30.2), somewhat higher than the Utah County average of 25, and significantly lower than the national average (37.7). Overall age distribution for the City is illustrated in Figure 1-4, which shows the dominance of young people (under the age of 19) and their parents (ages 24-54), and the relative lack of seniors. In other words, Salem is a very young city located in one of the youngest counties in the nation. It is dominated by high numbers of children and their parents.

It is estimated that there were 2,500 dwelling units in the City in 2019, resulting in an average household size of nearly 3.9. This is somewhat higher than state and county averages and well above national rates.



Large residential homes on sizable lots are common place in Salem.

Taken together, the young age and large household sizes in Salem reinforce the fact that this is a fast-growing and rapidly evolving community with traditional, single-family roots. Rapid growth and large family sizes place high demands on basic resources now and will continue to do so in the future, particularly for schools, parks and recreation services. This trend is likely to continue for the next two decades and beyond, at which stage growth is expected to slow as the City begins to mature.

The current median home value in Salem is \$404,000, which is well above county (\$339,000), state (\$355,000) and national (\$225,000) averages. Most people in Salem commute to work in other areas of Utah County, with an average commute time of nearly 23 minutes. The average household has two cars. Salem is an overwhelmingly white community.

1.5 Public Involvement

Identifying key issues, ideas and developing future options is a critical step for accurately representing public needs and desires as part of a future vision for Salem. As summarized below and detailed in Appendices A through C, a robust and multi-faceted public involvement process was utilized. The process provided multiple opportunities for the public to provide comments, identify issues and ideas and provide feedback during each planning phase.

Plan Advisory Committee

A Plan Advisory Committee was established during the early stages of the project to review progress and provide guidance as the plan was formulated. The committee was composed of fifteen members comprising members of city staff and administration, the Mayor, members of the City Council and Planning Commission, representatives of the local business community and interested residents. The Plan Advisory Committee met four times at key stages of the planning process, as follows:

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- During a Kickoff Meeting held early in the process. The committee provided their views, ideas and thoughts regarding project needs, identified key issues and helped establish community concerns, values and desires;
- Prior to a Public Workshop to explore and validate various land use and density alternatives;
- Following the Public Workshop to receive public feedback and set a preferred direction for the Future Land Use Plan; and
- Following distribution of the Draft Plan and after a public open house meeting to review and comment on the draft.

Public Scoping Meeting

A Public Scoping Meeting was held on the evening of December 11, 2018 at the Salem City Activity Center. The meeting was well-attended with 83 members of the public signing in. After a brief introduction to the project, attendees took part in a **Visual Preference Survey**, which was used to help gauge public preference for different land uses and activities, with a focus on the visual qualities of existing and future uses.

A summary of these results is found on Page 9, with detailed results and comments from the meeting located in Appendix B.

Following the Visual Preference Survey, the meeting was opened for public comment. As summarized below, discussions revolved around four common topics and themes:

Theme 1: Community Character & Sense of Place

- Salem's competitive advantage is its small-town feel. It is a place with nice homes, low density development and little traffic. Nobody wants to leave, and as a result there are few houses for sale

Theme 2: Transportation & Traffic

- Good transportation planning is needed to lessen the impact of traffic. Some participants suggested strategies including properly-sizing collector streets and partnering with neighboring communities to improve transit options.



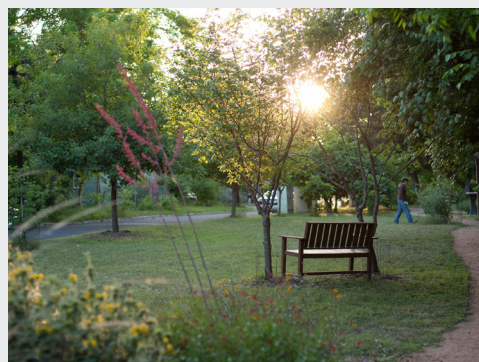
- In the case of an emergency, well-connected streets with multiple evacuation routes are considered critical. New developments have too many cul-de-sacs that limit connectivity. Traffic in Salem is increasing. Spanish Fork, Elk Ridge and Woodland Hills continue to grow and much of their traffic now passes through Salem as well.
- More street parking is needed – similar to streets in Daybreak but sized to account for the larger vehicles and trailers that are a part of rural life.
- A cohesive storm water drainage system appears to be lacking in new development areas which has community-wide impacts (this is addressed in the storm drainage master plan).
- As new streets are built and development occurs on existing streets, Salem needs to make sure that there is enough right-of-way to accommodate future growth.
- Signage should be placed low to the ground and billboards should be limited to preserve and enhance Salem's character.
- The one-way streets in Payson are annoying/confusing. Salem should avoid using them.
- There were mixed feelings about traffic circles and roundabouts. Some felt they were annoying while others welcomed their use.

Visual Preference Survey: Results

The top three images overall portray outdoor spaces and activities, including parks, open spaces and trails. It should be noted that there are no buildings in any of these images, which supports public sentiment for preserving open space, agricultural land and open views in the community.



Top 1: 2.37



Top 2: 2.29



Top 3: 2.27

In contrast, the bottom three images portray busy roads packed with cars, which was of little surprise since the public has indicated that increasing traffic is a great concern as the City and surrounding region grows and develops.



Bottom 1: -2.40



Bottom 2: -2.25



Bottom 3: -1.68

The results of the Visual Preference Survey align closely with the comments received during the scoping meeting, demonstrating support for single-family uses and the maintenance of a traditional small-town feel. There is also acknowledgment that new types and scales of development are likely in the near future. Because of this, there is concern that increased traffic congestion and the loss of open space and views of the diverse landscape will jeopardize the sense of place and quality of life currently found in the area.

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Theme 3: Land Use & Density

- Some residents are receptive to high-density development if well-designed, zoned properly and placed carefully. The preservation of Salem’s country atmosphere should be considered when placing higher density zones.
- Caution should be used regarding big-box retail. It is important to preserve local businesses and establish areas of neighborhood commercial.
- Salem should not become another West Valley City or Lehi.
- Many are concerned about high-density development and its impact on Salem’s atmosphere.
- One resident expressed, “three-story condos do not fit Salem’s rural character.”
- The quality and design of high-density housing is critical.
- Residents are worried about affordable housing options for their children. Places like Lehi have planned for future affordability while cities like Highland have not. Salem should explore options for affordable housing that fit the existing character of the City.
- Mixed use development should still have a small-town feel.
- Salem does not have a downtown. Residents would like to see something like Lehi’s Main Street in size and range of businesses.
- It is important to mix densities and not concentrate or segregate uses. Neighborhood nodes/centers are an alternative to one large zone of dense multifamily development.
- Commercial/mixed use is needed to expand the City’s tax base and provide resources for City services.
- Cluster Development with minimum open space standards should be the model for new development. These clusters should be connected to each other with trails and other pedestrian-friendly routes.
- A range of uses, including commercial and light industrial, are needed to provide jobs within Salem City.

Theme 4: Parks, Trails & Open Space

- There is a need for public parks, open space and trails to give residents room to breathe as Salem grows.

- The highway is dangerous for cyclists. There is need for bike lanes and walking/biking trails that are separate from the road system to limit conflicts with vehicles.
- Residents would like to see a well-connected bike trail system running through the City.
- Walkability is a concern. Residents would like the ability to walk to schools and businesses.
- Agricultural areas should be preserved, and that the bulk of open space in Salem should be agricultural in nature.
- Many participants indicated they moved to Salem for the open space and it should be preserved. However, there was no clear vision on how it would be implemented or paid for.
- Many are concerned about an increase in density and do not want to become another Lehi (especially the “Silicon Slopes” area of Lehi).
- There is a need for more family parks — not just sports fields—to help build a greater sense of community.



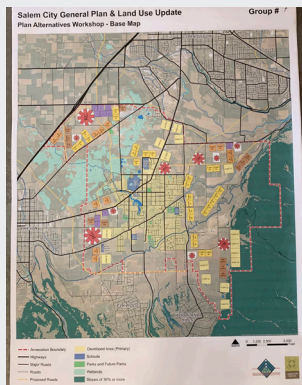
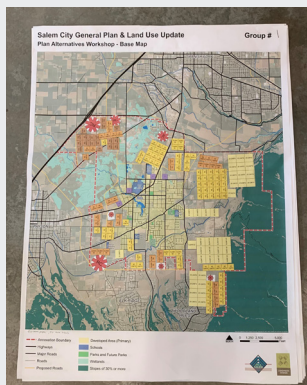
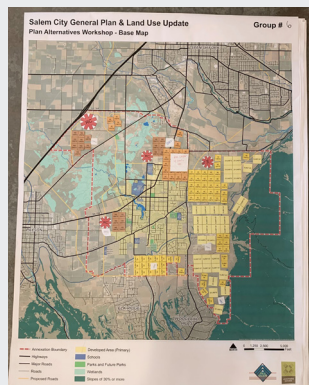
Figure 1-8: Results When Participants Were Asked to Describe Salem in One Word

Public Workshop: Future Mapping Exercise

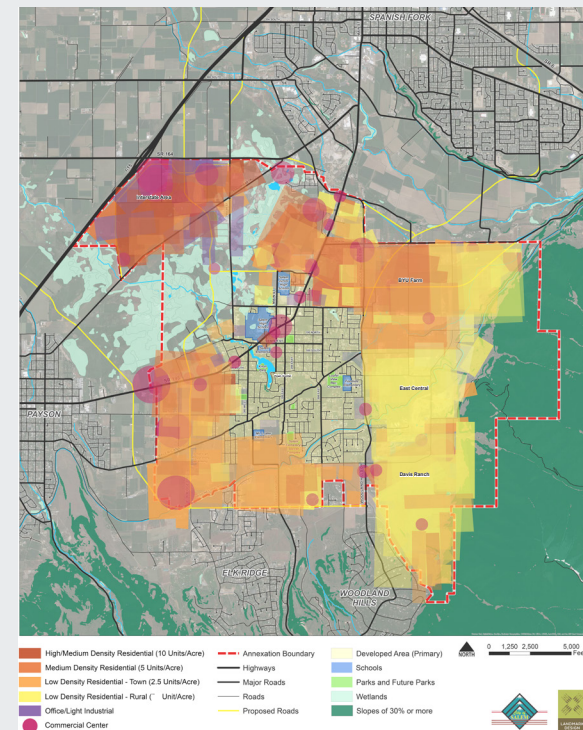
Participating groups were provided a base map illustrating existing land use conditions and sets of land use “chips” representing the amount and type of land use necessary to meet the projected growth. Image boards illustrating examples of land use types were also provided, as were tools to facilitate the process, such as markers, tape and scissors. Members of the planning team, City staff and Plan Advisory Committee provided assistance to groups while maintaining a neutral role in the development of ideas.



Once the group maps were completed, a spokesperson for each team presented ideas and highlights of their group’s plan to the assembled participants. The final plans and notes from the presentation were later used to analyze trends and planning directions, which are summarized in the composite plan. Details can be found in Appendix C.



Examples of resulting plans from Future Mapping Exercise.



Composite map of Future Mapping Exercise

1

Public Workshop

A Public Workshop was held on February 12, 2019 to help identify planning ideas and alternatives for the *General Plan & Land Use Update*. The workshop was conducted as a hands-on community visioning exercise, providing local residents and community stakeholders the opportunity to verify the vision and help establish a new planning direction for Salem.

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The workshop was well attended, with more than 100 members of the public signing in, and more taking part informally. The workshop began with a presentation of the planning process, including the results of the Visual Preference Survey that was conducted during the public scoping meeting held in December 2018. As highlighted to the right, the Guiding Principles that resulted from the scoping session and Visual Performance Survey were presented along with a preliminary land use concept.

After a short briefing on the basic assumptions regarding future growth parameters, participants were divided into eight smaller groups to facilitate discussions and the generation of ideas. Since Salem's existing population is projected to increase by 30,000 people, each group was asked to locate 10,000 housing units within the City's annexation policy declaration area (30,000 residents / 3 people per average household = 10,000 units).



Guiding Principles

1. Develop a well-connected transportation system that minimizes traffic congestion and incorporates multiple modes of transport (bus, bicycle, walking, etc.)
2. Preserve and enhance Salem City's peaceful, rural atmosphere through the use of carefully considered zoning ordinances and the preservation of open space.
3. Take advantage of I-15 and adjacent wetlands to create a buffer between new forms and types of development and established uses and patterns.
4. Link existing foothill locations, drainages and waterways, wetlands and open space areas to create a comprehensive system of parks and trails.
5. Build on and strengthen Salem City's strong sense of community by carefully integrating community and civic places throughout the City.
6. Provide a range of housing options (a mixture of types and densities) while respecting the scale and character that currently exists in Salem City.
7. Locate small-scale neighborhood commercial —comprised mostly of local businesses—in central community areas within walking and biking distance of existing residences.
8. Locate regional-type commercial uses and higher density development around the I-15 interchange.
9. Carefully consider the natural environment—particularly foothill habitat, wetlands, floodplains, drainages, and waterways—when planning future land use in Salem City.
10. Strike a balance between zoning ordinances necessary for the public good and private property and development rights.

Project Web Page

In order to provide easy access to planning information and to increase public involvement opportunities, the *Salem City General Plan and Land Update* web page was established (see <http://www.lidi-ut.com/salem>). The web page provided an online venue for noticing important meetings and events, accessing planning ideas and draft plans as they were developed, and for providing feedback and input.



1.6 Community Vision

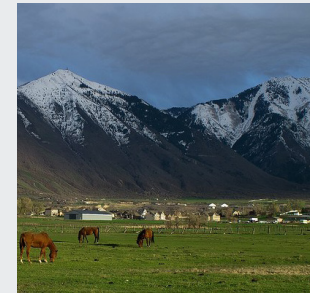
It is clear that Salem residents want to preserve the qualities that contribute to their current high quality of life; good neighbors, scenic views, a peaceful atmosphere and a rich agricultural heritage.

In particular, there is a desire to minimize the negative impacts of growth. Examples include increased traffic, new types and forms of development that are out of character, and an increase in noise and busyness that is seen in many other emerging and established communities along the Wasatch Front.

The following is a summary of ideas that emerged during the planning process, which helped establish the community vision.

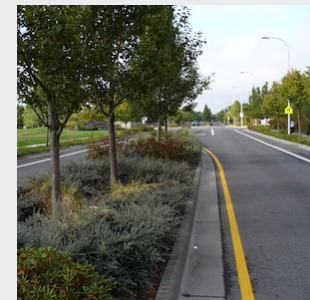
Character/Sense of Place

- Preservation of Salem's small-town feel and peaceful atmosphere
- Development of a standard for aesthetics (e.g. design guidelines) for new development that respects Salem's agricultural history and sense of place



Transportation

- Development of a quality transportation plan that accounts for future growth and provides additional transportation options (bus, bicycle, etc.)
- Improved and expanded network of sidewalks and trails connecting neighborhoods to local businesses, parks, civic spaces and places of worship
- A well-connected street network in lieu of dead-end streets, looped roads and cul-de-sacs



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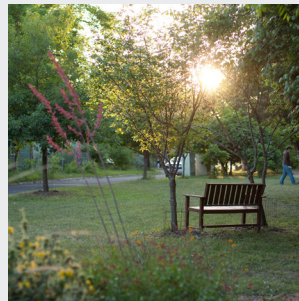
Land Use and Density

- High-density and mixed use development that is well-designed, properly zoned and placed carefully in order to preserve and enhance Salem's rural atmosphere
- Preservation of local businesses and establishment of neighborhood commercial areas within local nodes and/or a traditional Main Street
- Plan for affordable housing of various types and forms to provide more options for members of the next generation who would like to stay in Salem
- Cluster Development with minimum open space standards as model for new development, especially along wetland and foothill locations



Parks, Open Space, Recreation and Trails

- Establishment of a well-connected trail system running through the City including bike lanes separated bike/walking trails
- Preservation of agricultural, wetland and foothill areas as open space
- Expanded network of family parks – not just sports fields – through the community



1.7 Goals, Policies & Implementation

Goal 1.0: Establish a General Plan that reflects the vision of the community

Policy 1.1: Ensure that future growth and development is aligned with the desire to maintain the established community character and to avoid negative impacts of rapid growth such as traffic, land use conflicts and loss of natural features and visual character.

- **Implementation Measure:** Modify the zoning ordinance and other elements of the City code to ensure the vision is realized.
- **Implementation Measure:** Incorporate specific tools to ensure reality matches the vision. Consider the use of Incentive Zoning, Mixed Use Zones, Overlay Zones and Design Guidelines, for example.

Goal 2.0: Provide a well-planned, clean, safe and livable community

Policy 2.1: Encourage property owners to keep their property clean through establishment of a community beautification program.

- **Implementation Measure:** Set an example for the community by assuring that all City or publicly owned property is well-maintained and attractive.

Policy 2.2: Identify and channel future growth and development into areas that can be efficiently and effectively served by public infrastructure and facilities.

Policy 2.3: Encourage managed growth and well-planned developments within the City.

- **Implementation Measure:** Ensure that development and growth occur in a manner that matches the provision of necessary public services.

Goal 3.0: Preserve the traditional rural atmosphere and lifestyle of Salem City while accommodating anticipated growth and development

Policy 3.1: Encourage the preservation of open space in Salem.

- **Implementation Measure:** Create development plans that preserve prime agriculture and sensitive land including wetlands and wildlife habitat.

Goal 4.0: Support modern living in a rural setting

Policy 4.1: Encourage businesses that will provide residents with the most current goods and services.

Policy 4.2: Provide high standards of public services that are aligned with resources and funds.

Goal 5.0: Establish a strong and authentic community identity steeped in local traditions and history

Policy 5.1: Preserve the traditional rural atmosphere and lifestyle in Salem City.

- **Implementation Measure:** Develop specific zoning standards to limit the impact of development and preserve the existing character of the original platted-grid of Salem.

Policy 5.3: Support events or activities that encourage community pride and promote Salem as an attractive, family-oriented community.

Goal 6.0: Establish a General Plan that is easy to implement and utilize

Policy 6.1: Revise existing Salem City policy to match the vision and ideas contained in the *General Plan & Land Use Update*.

- **Implementation Measure:** Modify existing zoning ordinances, development guidelines and other implementation tools to ensure they are aligned with the vision contained in the General Plan.

Policy 6.2: Ensure that the vision expressed in the General Plan addresses critical growth and development implications. The plan should meet both immediate needs during the next five to ten years, as well as those up to twenty years into the future and beyond.

- **Implementation Measure:** Update the General Plan every five to ten years to ensure it remains current and reflects new developments and changing community priorities. If it does not, make adjustments and modifications as required.
- **Implementation Measure:** Review the General Plan, growth projections and housing needs and trends regularly to ensure they are current and aligned with the vision.

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2.0 Land Use & Community Design

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Providing clear land use direction is one of the most critical functions of the General Plan. Determining the correct amounts and locations of future uses is an essential function – but it is not all that is needed.

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As Salem continues to grow and develop, it will become a more complex community. The demands and expectations of the public are evolving- they are expecting different types of development and demanding better relationships and transitions between existing and new uses.

In order to adequately address the increasingly complex patterns of land use in Salem and to ensure that future growth meets the needs and expectations of the community, a new vision has emerged. As presented in the following pages, it embraces past directions and patterns of growth while carefully incorporating alternative development ideas and directions.

2.1 Existing Land Use

Salem City encompasses 10,256 acres, which is slightly more than sixteen square miles. Approximately two-thirds of this area is currently located within the municipal boundaries of the City, the remaining third is slated for annexation in the future. Map 2-1 (Existing Land Use) illustrates the various land uses and Table 2-1 summarizes the

TABLE 2-1: Existing Land Use

| LAND USE | ACRES | % OF TOTAL |
|---------------------------------------|---------------|---------------|
| Single Family Residential - Large Lot | 1,563 | 15.2% |
| Single Family Residential | 729 | 7.1% |
| Multifamily | 24 | 0.2% |
| Commercial | 85 | 0.8% |
| Civic/Institutional | 238 | 2.3% |
| Industrial | 73 | 0.7% |
| Gravel Pit | 143 | 1.4% |
| Parks and Recreation | 52 | 0.5% |
| Agricultural/Vacant | 7,350 | 71.7% |
| TOTAL | 10,256 | 100.0% |

TABLE 2-2: Pending Development Projects

| LAND USE | ACRES | % OF TOTAL |
|---------------------------|--------------|---------------|
| Single Family Residential | 1,031 | 72.1% |
| Multifamily | 255 | 17.8% |
| Commercial | 15 | 1.0% |
| Civic/Institutional | 11 | 0.8% |
| Parks and Recreation | 119 | 8.3% |
| TOTAL | 1,431 | 100.0% |

approximate number of acres allocated to each category. The area is still relatively lightly developed, with vacant and agricultural land being the dominant uses and occupying over 71-percent of the total area. Key built uses include large lot single-family and smaller single-family residences, which account for slightly more than 22-percent of the total area. Institutional uses such as schools, city offices and other governmental uses account for just over two-percent of the total.



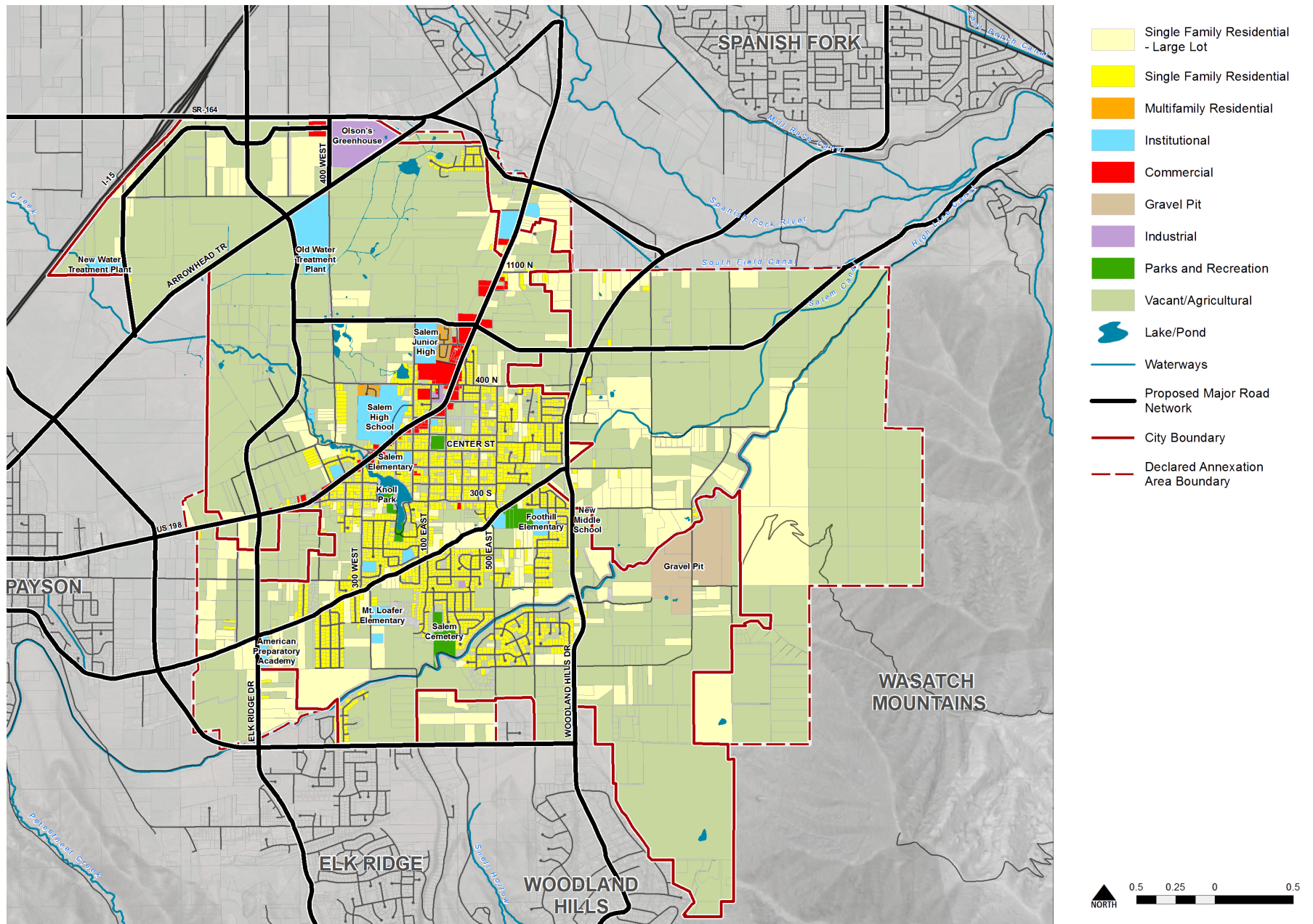
Aerial view of a typical Salem neighborhood.



Revere Health building located just east of I-15 on the northern extents of the city

Land dedicated to multifamily residential, industrial and parks/recreation uses is relatively small, although this is anticipated to change significantly in the upcoming years. For example, nearly 170 acres of new multifamily uses have been approved for development, increasing the total acreage of multifamily residences in Salem seven-fold. Similarly, the amount of land currently dedicated to parks and recreation uses is slated to increase from 52 acres at present to slightly more than 120 acres, which more than doubles the amount of land dedicated for such purposes (see Table 2-2 for details).

Map 2-1 Existing Land Use



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2.2 Existing Land Ownership

Map 2-2 illustrates the distribution and pattern of land ownership in Salem. Private land is by far the most prevalent, followed by educational properties owned and operated by the Nebo School District. Analysis of the proposed annexation boundaries indicate that land ownership in these areas would remain largely private, although a small block of BLM property would be annexed into the City in the easternmost extents. A large area of land controlled by the Utah Department of Natural Resources is located directly east of the proposed annexation boundary, with U.S. Forest Service land dominating the Wasatch Mountain slopes beyond.

2.3 Environmental Conditions

Map 2.3 summarizes key environmental conditions in Salem City and the surrounding area. The northwest portion of the City is relevantly flat and low-lying, with large swaths of wetlands separating land near I-15 from the original settlement area to the east. The area is also characterized by moderately high risk of liquefaction, which means most development will require careful engineering to avoid collapse during earthquakes.



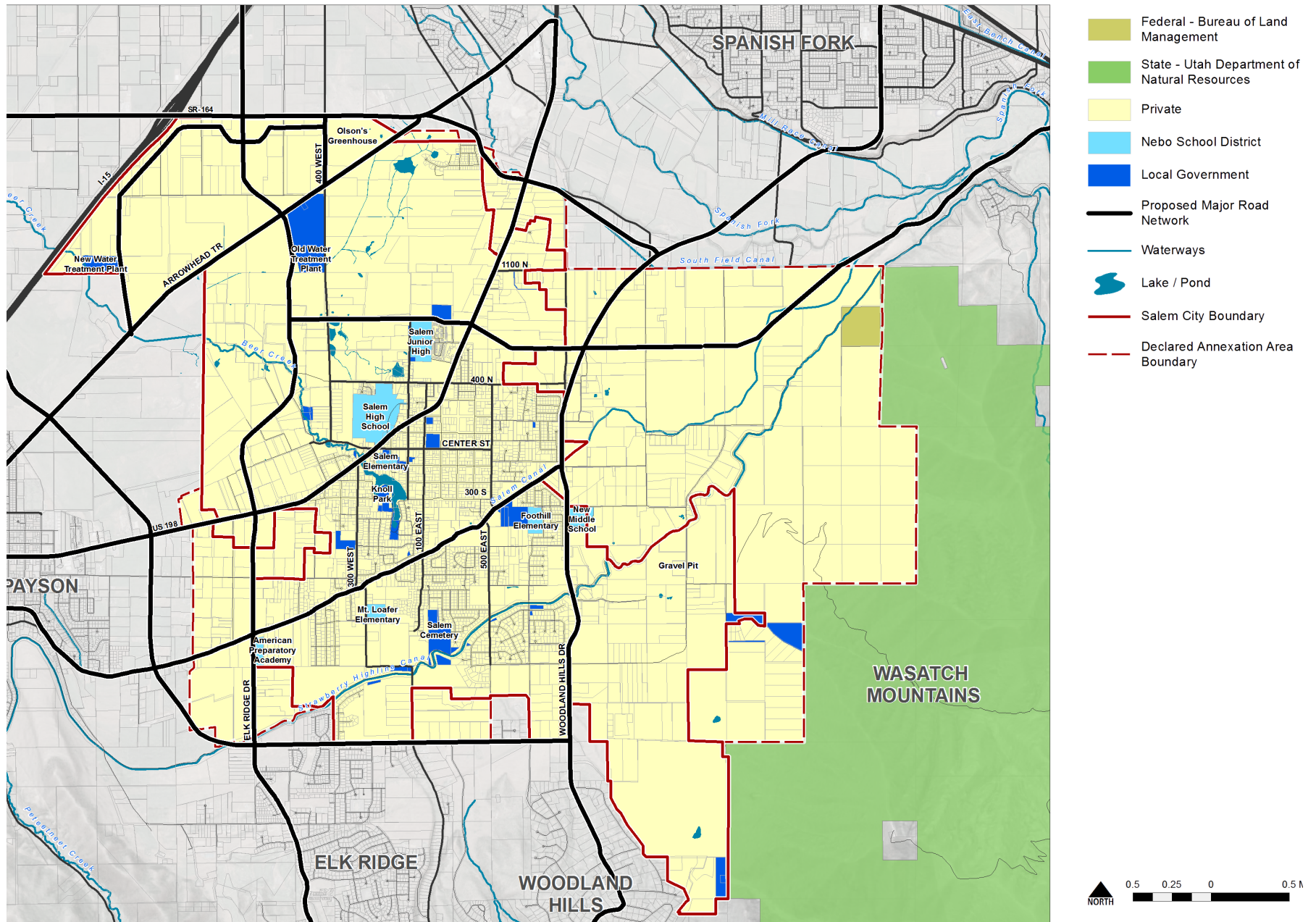
Otherwise there are few environmental constraints in the area where the existing City lies – the land here is flat and unencumbered by significant constraints. Development will be more challenging to the east, as the land rises to meet the steep Wasatch Mountain slopes near the City's eastern edge. A significant portion of the proposed eastern annexation areas is located on slopes greater than 30-percent, which places natural limits on future growth and development in this zone. The Davis Ranch area and much of the eastern bench is considered critical habitat for deer and elk populations. In order to ensure that this critical habitat is not lost as a result of anticipated growth and change, conservation development techniques should be applied, incorporating large swaths of contiguous open space into new development projects.

Agricultural Land Use

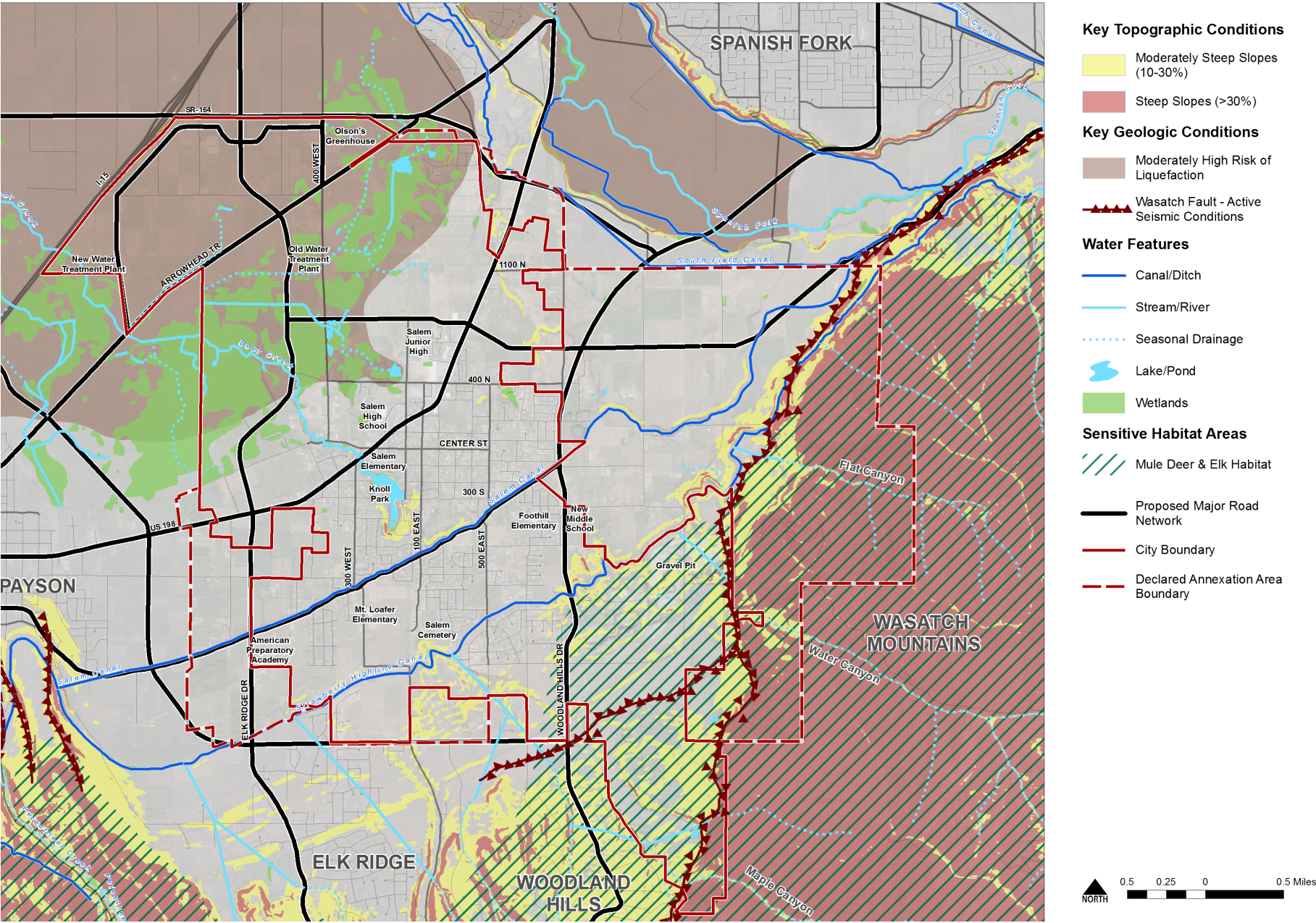
As previously indicated, the extent of agricultural and vacant land in Salem is significant. Agricultural land is a traditional use in the region, contributing to the inherent qualities of openness, the broad views, pastoral scenes and working landscapes. These are highly-valued qualities by local residents and are equally attractive to passersby and visitors.

Language in the existing General Plan and City code support the protection of prime agricultural land. Current zoning allows agricultural uses, but increased development pressure is making that less likely in key areas of the City. Working directly with local land owners, particularly those who value the agricultural heritage of the area and understand its role in providing diversity in the local economy, it may be possible to initiate voluntary agricultural preservation efforts that

Map 2-2 Existing Land Ownership



Map 2-3 Environmental Conditions



protect agricultural uses from development, and perhaps apply select conservation easements to protect agricultural lands in perpetuity.

Preserving Sensitive and Prime Agricultural Land

In order to preserve key sites that are sensitive and which contribute to the local sense of place, preservation options should be institutionalized into the development review and approval process. The following are examples of options and techniques available to preserve key open spaces that can be administered through the development review process or other administrative and institutional means.

- **Transfer of Development Rights** can be applied, allowing the transfer from sensitive “sending areas” to “receiving areas” elsewhere in the City. Such development transfers are particularly appropriate for wetland and similar areas, allowing sensitive lands to be preserved while maintaining opportunities to develop less-sensitive land in the vicinity.
- Requirements for **Cluster Development or “Conservation Subdivisions”** should be instituted, which mandate that development to be compact, thus preserving open space.
- **Zoning and development restrictions** can be instituted that prohibit development in the wetland and other sensitive areas.
- **Sensitive land can be purchased or a Conservation Easement negotiated** to protect critical land from future development.
- **Sensitive Lands Overlays** can be used to place restrictions on unique resources, hazards or sensitive lands.
- **Fee Simple Title (Outright Purchase)** can be used to preserve the most significant and critical parcels for which no other strategy is feasible.
- **Purchase and Sellback** enables a government agency purchase a piece of land along with all the rights inherent in full ownership, and then sell the same piece of land without certain development rights, depending on the preservation objective related to that parcel of land.
- **Purchase and Leaseback** is similar, although instead of selling the land, the agency leases it with restrictions in place.
- **Conservation Easements** remove the right to develop from the usual bundle of property rights through donations, purchases or transfers.



- **The LeRay McAllister Fund** is administered by the Utah Quality Growth Commission and provides funds each year to preserve or restore critical open and agricultural lands in Utah, and targets lands deemed important to the community such as agricultural lands, wildlife habitat, watershed protection, and other culturally or historically unique landscapes. Money from the fund must be used to preserve or restore lands. Applicants must provide matching funds equal to or greater than the amount of money received from the fund. Funds must be spent within one year from the date of the grant award. The size of parcels for a purchase is limited to 20 acres or less. Purchase of conservation easements or restoration projects are exempt from this size restriction.
- **United States Department of Agriculture Programs** are also available to farmers for land preservation and conservation improvements on their land. Programs in Utah are available through USDA Natural Resources Conservation Service, which manages them.

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2.4 Future Land Use

As illustrated in Map 2-4 (Future Land Use Concept) and described below, future land use builds upon existing patterns of development and growth directions while incorporating the new vision documented in Chapter 1 that eschews sprawling development patterns and supports a more diverse, responsive and well-planned city of the future.

The Future Land Use Concept strikes a balance between existing and future uses, locating new uses in a manner that provides easy transitions and encourages compatibility. The pattern of development maximizes infrastructure and other services; embraces the natural setting and topography; preserves the Salem Pond area and associated wetlands; incorporates canals, ponds and drainage features as part of a robust open space and trail system; and supports the development of rational road system and well-connected trail corridors.

The land use concept also preserves the small historic core of the City, helping to maintain the Historic Salem “sense of place” for future generations. It also assumes that a “New Town” area will be developed in the Northwest Quadrant near I-15, where a balanced mix of highway-commercial, higher-density residential, flex development uses and community open space will create a different type of development. The concept encourages a natural transition between land uses, types of development and districts, particularly at the edges of the district.



Typical agricultural fields (left) and commercial development (right) currently found in Salem City



View looking east on SR-164, the primary connection to I-15.

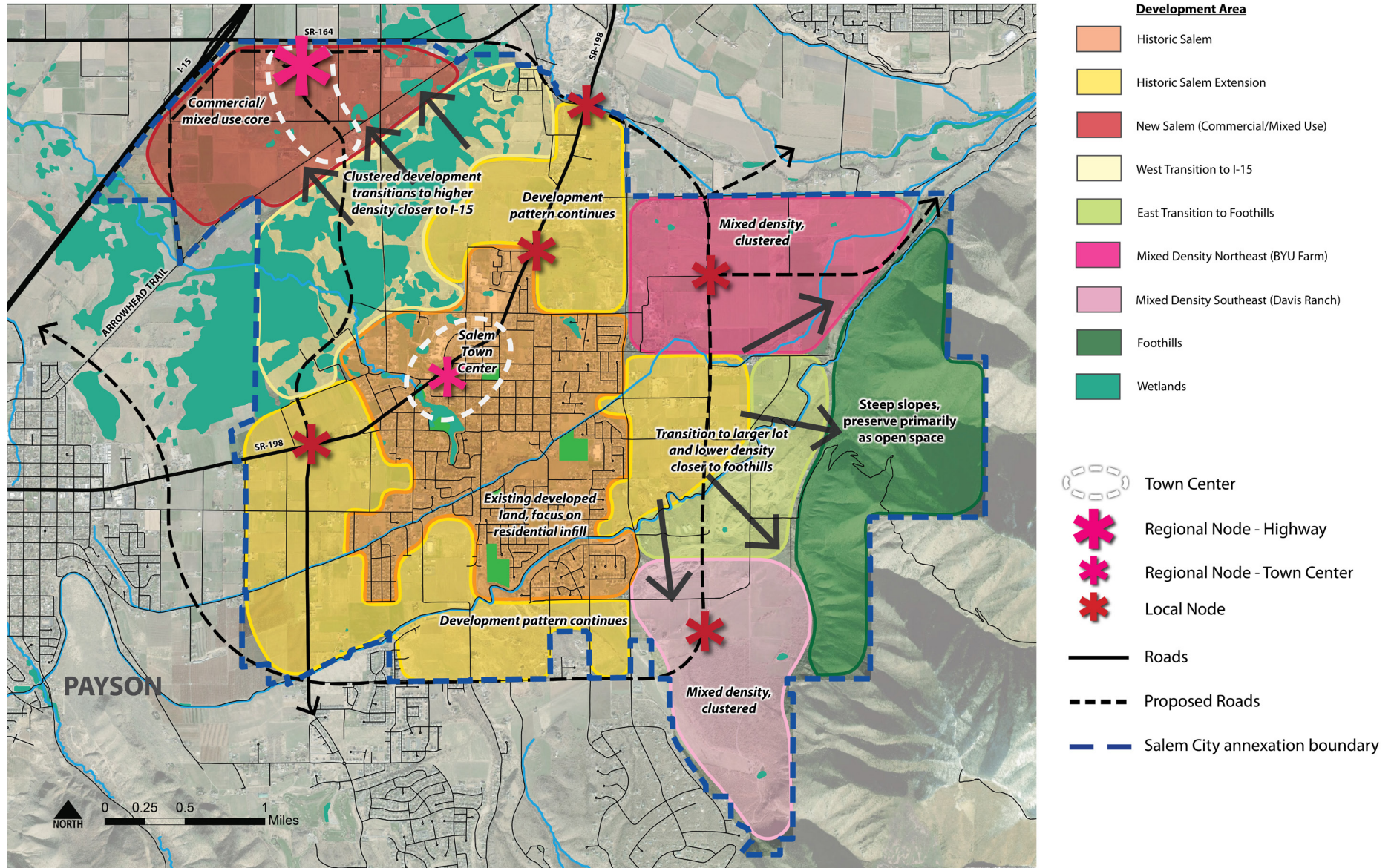
The planning concept assumes that the development pattern in the existing city will be applied to vacant land in the City core and carefully extended outward, resulting in similar patterns and densities. Existing large-lot residential uses are assumed to be extended to the east-central portion of the City, taking advantage of the steeper terrain and view opportunities.

Large planned developments are supported on the south and north ends of the undeveloped eastern extents of the City as follow:

- **BYU Farm** — the northern development area is owned by Brigham Young University, and is envisioned to be a mixed use, planned development incorporating a range of residential and neighborhood commercial uses in addition to a range of large and small parks, all connected by a unified trail and open space system.
- **Davis Ranch** — the southern development area is also under single ownership. This area is envisioned to incorporate recreational residential uses with more conventional development models, taking advantage of and helping to preserve the unique natural setting and sensitive lands that dominate this area.

Prime agricultural and sensitive lands should be preserved wherever possible, using as many of the previously suggested tools as necessary.

Map 2-4 Future Land Use Concept



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Cluster development and conservation easements are two that may have the best possible chance for success.

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The Future Land Use Concept assumes that a fully-connected Major Road System will be implemented over time, providing a complete circulation system that will link the City internally as well as with regional and state routes. This road system will be marked by regularly-distributed Neighborhood Nodes, each sized and designed to meet the commercial and service needs of the surrounding neighborhoods. Finally, the future City will include a complete system of parks and open space corridors that enhance the natural setting, linked together by a hierarchical trail system connecting key local destinations to neighborhoods and regional recreation sites in the Wasatch Mountain foothills (see Chapter 3 for details). The concept is also represented in the Future Land Use Plan (Map 2-5) and summarized in Table 2-3 (Future Land Use)^{1, 2}, which illustrate the envisioned transformation of Salem into a complete city, where growth and development are

carefully directed to ensure the unique sense of place and visual characteristics that are so highly coveted are retained. As indicated, the future household size is anticipated to be significantly smaller than at present.



Salem Canal presents opportunity for a future trail corridor



View of Wasatch Mountains from the valley floor

TABLE 2-3: Future Land Use

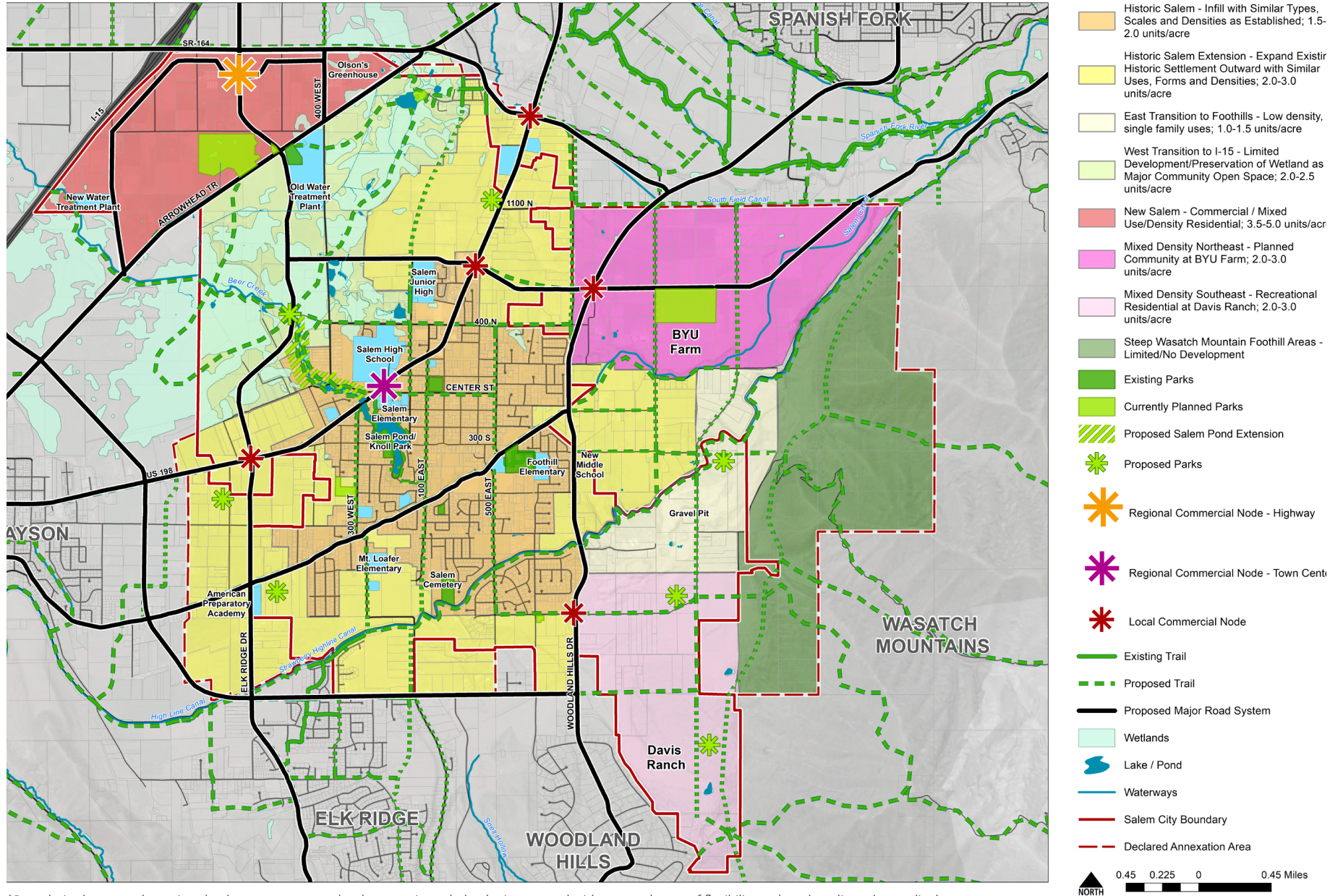
| LAND USE | RESIDENTIAL TYPE | TOTAL AC | ESTIMATED 2019 POP. | PROJECTED AVERAGE HOUSEHOLD SIZE | 2019 HOUSING UNITS | 2059 UNITS/AC | 2059 PROJECTED UNITS ³ | 2059 PROJECTED POPULATION |
|---------------------------------------|-------------------------------------|---------------|---------------------|----------------------------------|--------------------|---------------|-----------------------------------|---------------------------|
| Historic Salem | Low Density - Town | 1,828 | 8,267 | 3 | 2,296 | 1.5-2.0 | 2,742 | 8,226 |
| Historic Salem Extension | Low Density - Town | 2,671 | 250 | 3 | 69 | 2.0-3.0 | 5,342 | 16,026 |
| East Transition to Foothills | Low Density - Foothills | 521 | 100 | 3 | 28 | 1.0-1.5 | 521 | 1,563 |
| West Transition to I-15 | Low Density - Wetland | 1,230 | 100 | 3 | 28 | 2.0-2.5 | 2,460 | 7,380 |
| New Salem | Medium/High Density Mixed - Highway | 867 | 100 | 3 | 28 | 3.5-5.0 | 3,035 | 9,105 |
| Mixed Density Northeast - BYU Farm | Medium Density Mixed | 1,040 | 100 | 3 | 28 | 2.0-3.0 | 2,080 | 6,240 |
| Mixed Density Southeast - Davis Ranch | Medium Density Mixed | 872 | 100 | 3 | 28 | 2.0-3.0 | 1,744 | 5,232 |
| Foothills - No Development | N/A | 1,227 | 0 | 0 | 0 | 0.0 | 0 | 0 |
| TOTAL | | 10,256 | 9,017 | 3 | 2,505 | N/A | 19,124 | 53,772 |

1. Boundaries between the various land use zones are not hard-set, are intended to be interpreted with a great degree of flexibility and can be adjusted accordingly.

2. The indicated density ranges are idealized guidelines. A wide-range of projects are envisioned and supported though not necessarily represented in the ranges provided.

3. 2059 Projected Units are based on the lowest 2059 Units/Acre value.

Map 2-5 Future Land Use



*Boundaries between the various land use zones are not hard-set, are intended to be interpreted with a great degree of flexibility and can be adjusted accordingly.

**The indicated density ranges are idealized guidelines. A wide-range of projects are envisioned and supported though not necessarily represented in the ranges provided.

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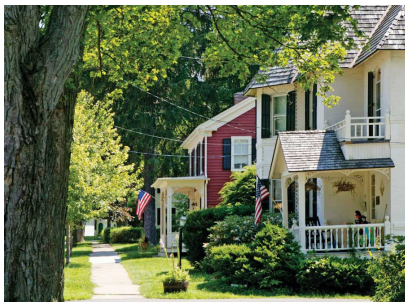
The Future Land Use Plan divides the City into eight key development areas, as follow.

Historic Salem

This is the older, traditional core of existing City. The area is anticipated to infill with new lower-density single-family residential development, resulting in 1.5 to 2.0 units per acre overall.

Historic Salem Extension

This is the area just north, south and east of Historic Salem, which is expected to develop with similar uses, scales and forms as currently found in the City core. It is anticipated that the overall residential



density is likely to be similar, although clustered residential projects and other conservation-style developments are supported, incorporating significant amounts of private open space into the overall land use mix. Average density is projected to range from 2.0 to 3.0 units per acre when complete.

East Transition

This area is anticipated to support large-lot, single-family homes, as currently established in the area. Average density is projected to be 1.0 to 1.5 units per acre at buildout.

West Transition



Since development in this area will be heavily affected by the large stretch of wetlands in the area, it is anticipated that a range of residential uses will be developed, with a mix of higher-density residential and commercial mixed uses closer to Arrowhead Trail. Average density is projected to range from 2.0 to 2.5 units per acre when complete. It is anticipated that the wetlands will be preserved as publicly-accessible open space, incorporating a unique trail system with boardwalks, pedestrian and cycling bridges and similar features.



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New Salem

This area is envisioned to have a distinct highway-commercial focus adjacent to the freeway and major roads close to I-15, transitioning to a mix of lower-intensity commercial uses and higher-density residential uses. Average density is projected to range from 3.5 to 5.0 units per acre when complete. This is the highest-density, most intensively developed area of the city, incorporating a broad range of higher-density residential uses with a mix of commercial and flex development. Lower-density uses and neighborhoods are not supported. It is anticipated that the area will be developed according to a unified vision, incorporating high design standards, extensive public open space and trails and carefully integrated pedestrian linkages between the various neighborhoods and destinations within the district.

BYU Farm Area

This area is currently being planned as a unified mixed use development, incorporating a range of residential uses and home types, small mixed use commercial centers, and an extensive park, open space and trail system. Density is projected to range from 2.0 to 3.0 units per acre when complete.

Davis Ranch Area

Similar to the BYU Farm Area, the bulk of this area is under single ownership, which supports the creation of a unified, well planned development. The area is currently being planned with a focus on recreational commercial uses, incorporating a mix of carefully-sited

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homes, recreation destinations and lodges in addition to mix of more traditional residential uses, mixed use commercial centers, and an extensive parks, open space and trail system. Average density is projected to range from 2.0 to 3.0 units per acre.

Foothills

Primarily publicly owned, the bulk of this area will remain undeveloped due to the steep slopes found here.

Other key uses indicated in the Future Land Use Plan include schools and other institutional uses and three types of Mixed Use Centers.

The largest mixed use center is proposed in New Salem, a slightly smaller center is proposed as a “New Downtown” in Historic Salem along both sides of Main Street and several smaller mixed use nodes



located along the major road system, providing key services for nearby residents and passersby.

Other specific uses include existing, proposed and future parks and the future road and trail system.

2.5 Community Design Considerations

The preceding section established a general land use concept for the area. This section clarifies those ideas, providing design concepts and guidelines to help lead future development.

The physical structure of a community is addressed here – from its buildings and structures to the spaces that separate and surround them. It also addresses the community’s streets, sidewalks and public spaces to ensure Salem becomes a better-designed and laid-out community in the future.

The relationship between the physical structure of a city, the comfort provided and the health of the local environment has been heavily studied over the years. With a growing population and increasing



pressure on limited resources, the question is- What will make Salem City a more resilient and sustainable community as it matures?

Sustainable development has become an important consideration in city development in recent years, although interpretation of what this means varies widely. For the purposes of this plan, sustainability refers to the dynamic processes that enable people to realize their potential and improve their quality of life in a manner that simultaneously protects and enhances natural systems. Applying a sustainable approach in Salem is not only achievable, it is essential for transforming it into a city that is positioned to meet future needs and challenges.

Maintaining Salem as a Comfortable Place

The provision of comfortable, inviting places to meet and gather is one of the fundamental functions of a livable city. This can take many forms – from biking along shaded streets or sitting on an inviting lawn in a park or plaza, future design should ensure that Salem is a comfortable place.

On cooler days sitting in the sunshine is desirable, while the same exposure may be too hot during a hot summer day. Salem's



destinations and open spaces should not only provide choices for shade and sun, they should also include choices that provide comfort during hot and cold extremes. The careful selection of trees for the type of shade they provide is an example of how this can be achieved.

Protecting Air Quality

Trees not only provide shade and beauty, they also filter particulates from the air, helping to mitigate air pollution and improve overall air quality. This function is most effective if the trees are hardy species with hairy leaves and a large leaf circumference and surface area.

Managing the Effects of Wind

Wind is an important consideration when planning a city. Wind can mitigate ambient air temperature, providing comfort on hot days and increasing discomfort on cold days. Applying knowledge of local wind patterns and characteristics can be a valuable tool when designing neighborhoods, allowing the re-direction of prevailing winds to cool

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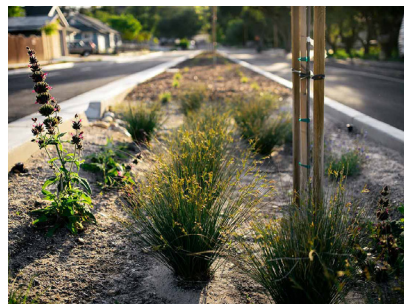
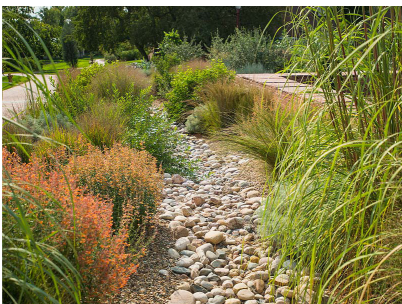
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warmer spaces and providing shelter from the wind in areas where winds are likely to create discomfort. For example, the careful design and layout of buildings and streets in commercial and mixed use centers can be paired with well-placed tree groupings, walls and other features to help manage wind patterns and maximizing comfortable and functional outdoor gathering spaces.

Efficient Storm Water Infrastructure

The control and management of storm water in developed areas is typically taken care of by collecting and piping runoff to detention/retention basins, storm water collection systems or directly into natural waterways. As detailed in the Salem Storm Water Master plan, the rising costs of infrastructure, increasing severity of storm events and concerns about pollution of limited water supplies have led to new ideas and approaches for handling storm water. A more holistic storm water methodology is emerging, not only for managing flow and collection, but for increasing the direct recharge of groundwater supplies and preventing flooding. This is being achieved through alternative approaches, known as Low Impact Development (LID). LID employs principles such as preserving and recreating natural landscape features, minimizing effective imperviousness to create functional and appealing site drainage that treat storm water as a resource rather than a waste product. There are many practices that can be used to support the principles, including the use of bio-retention facilities, rain gardens, vegetated rooftops and permeable pavements. By implementing LID principles and practices, water can be managed in a way that reduces the impact to built areas and promotes the natural movement of water through the city.



Examples of Low Impact Development (LID) stormwater solutions

Increased use of vegetation on the ground plane and the use of porous pavement can slow the runoff of storm water, allowing more water to infiltrate into the soil, reducing the velocity of water across the ground plane, and decreasing the volume of water entering detention/retention basins, water treatment systems, and natural waterways. In addition, the vegetation can reduce the transfer of pollutants from roadways and parking lots to ground and surface water supplies. Not only do these 'green infrastructure' systems provide significant ecosystem benefits, they are visually attractive as well.



Ground plane vegetation can slow stormwater runoff

Focusing on Unique Features

Salem is blessed with a beautiful setting and a range of natural features found nowhere else. Preserving such features and incorporating them into the structure of the community is a logical and easy way to maintain the best qualities of the city while helping to distinguish it over time.



Aerial view of Salem Pond

One of the most unique natural features is Salem Pond, which is perhaps the most well-known and unique feature in the city. The Pond has been carefully preserved as a peaceful centerpiece, extending through the core of the city. The tranquil waters are traced by a relaxing trail, including a wheelchair-accessible paved pathway and several docks that provide anglers easy access to the water. The park is well-maintained, offering picnic sites and a large pavilion.

The future vision for Salem Pond is to extend it to the west and link it with an extensive wetland trail system, which will extend the positive impact of the pond through the city.

Preserving and enhancing natural features is only one way of creating more active and lively neighborhoods. In areas lacking obvious natural

features, the installation of gateway features and landmarks, special landscape design and public art can help distinguish neighborhoods as special places.

Public art in particular is a cost-effective method for enhancing neighborhoods and destinations, bringing imagination and whimsy and potentially encouraging curiosity and interaction. In more active areas, pairing public art with food and seating can be particularly effective, especially in locations that attract large gatherings. Other places where the impact of public art can be effective include city buildings, schools, parks, and similar destinations where people come together and gather. Fortunately, there is no shortage of potential locations in Salem.



Public art as interpretive story



Enhanced treatment of water bodies



Carefully-design parks



Tasteful park sculpture

2.6 Goals, Policies & Implementation

Goal 1.0: Encourage a wider range of residential uses and mixed uses to help meet projected future population growth requirements.

Policy 1.1: Allow and encourage new residential development models that meet the future needs of the community.

- **Implementation Measure:** Modify existing ordinances and codes to allow a wide range of higher density residential uses, Accessory Dwelling Units (ADUs) Open Space Subdivision/Clustered Development, and similar models in Salem City.
- **Implementation Measure:** Modify existing ordinances and codes to allow Mixed Use development in downtown and other appropriate areas of Salem City.
- **Implementation Measure:** Consider the application of special zoning tools in new development areas and similar tools in commercial, mixed use and similar zones to encourage more responsive design and development qualities.
- **Implementation Measure:** Establish detailed guidelines and educational information regarding the benefits of new residential models, including the benefits of higher-density development, Open Space Subdivisions/Clustered Development and infill.

Goal 2.0: Encourage the establishment of a Main Street in “Historic Salem” as the “heart” of the community.

Policy 2.1: Promote and encourage new and appropriate downtown housing models, including downtown infill and other urban models.

Policy 2.2: Encourage mixed use development in downtown.

- **Implementation Measure:** Modify existing ordinances and development codes to allow and encourage mixed use development downtown and elsewhere in the community.
- **Implementation Measure:** Modify the existing zoning ordinance to encourage Mixed Use development in the traditional City core.

Policy 2.3: Establish physical and programmatic links between downtown Salem City and other key neighborhoods in the nearby region.

- **Implementation Measure:** Investigate physical and programmatic options to enhance the link between Historic Salem, New Salem, parks, destinations, neighborhoods and major development areas. Specific options may include consideration of alternative modes of travel, streetscape enhancements, the establishment of trail systems, signage programs, etc.
- **Implementation Measure:** Investigate a variety of improvements within the public realm (road right-of-way) and private realm (parking lots, front yards, etc.). Specific ideas to be investigated include streetscape enhancements, parking coordination and reconfiguration, access control on primary streets, coordinated signage, etc.

Policy 2.4: Establish a wider range of commercial uses in Salem City.

- **Implementation Measure:** Determine the viability of attracting both small and large-scale redevelopment in downtown Salem, New Salem and the various commercial/mixed used nodes distributed throughout the City.

Goal 3.0: Improve the commercial profile and operations along the outskirts of the community and along other major road corridors.

Policy 3.1: Determine a program of streetscape and public right-of-way improvements and investigate potential funding opportunities.

Policy 3.2: Investigate the possibility of implementing a Special Assessment Area (SAA) or similar program for implementing streetscape, parking, signage and other improvements.

Goal 4.0: Ensure the future needs for schools and other public services meet future demand.

Policy 4.1: Cooperate with Nebo School District officials and other public service providers to locate and reserve appropriate sites for schools and other essential public services.

Goal 5.0: Protect and conserve critical agricultural land

Policy 5.1: Maintain Agricultural zoning for prime agricultural land within the municipal boundaries.

- **Implementation Measure:** Modify existing ordinances to encourage the use of tools specifically targeted to preserve sensitive land and prime agricultural sites.

Policy 5.2: Change the zoning for non-critical agricultural land within the municipal boundaries to accommodate future growth and development needs.

Policy 5.3: Create language in the development code which emphasizes the desire to protect sensitive lands and agricultural lands.

- **Implementation Measure:** Identify and map sensitive lands and valued agricultural lands with a priority for protection and preservation.
- **Implementation Measure:** Consider the use of a Special Assessment Area to protect and preserve sensitive and prime agricultural lands in Salem.
- **Implementation Measure:** Work with Utah County and surrounding communities to initiate similar codes changes and preservation processes for regionally-significant sensitive lands and agricultural land.
- **Implementation Measure:** Coordinate the protection of sensitive and prime agricultural lands with the expansion of the Salem park system. A key example is the expansion of Salem Pond westward as part of a regional wetland and trail system.

Goal 6.0: Conserve water on public and private landscapes.

Policy 6.1: Encourage water conservation through policies and ordinances that require water conserving landscapes and conservation of indoor water.

- **Implementation Measure:** Adopt a water conservation landscape ordinance.
- **Implementation Measure:** Implement water conservation landscape principles on public projects to set an example for private development.
- **Implementation Measure:** Work with Utah County to ensure local and county policies and codes are aligned.

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3.0 Parks, Open Space, Recreation & Trails

In order to ensure that the future parks open space, recreation and trail system meets long-term needs and desires, a comprehensive assessment was undertaken. This chapter presents the results, documenting existing conditions, analyzing existing and future needs, assessing distribution needs and concluding with implementation priorities and other requirements for maintaining existing levels of service into the future. It concludes with a list of funding priorities, opportunities, policy recommendations and implementation measures for the next ten years (2019-2029) and through build-out, which is projected to occur by 2060.



Support for a well-coordinated and robust park, open space, recreation and trail system was expressed frequently during the public scoping process. Members of the public expressed a clear desire for a well-planned trail system connected to local parks, open spaces and civic destinations. Several noted that they moved to Salem for the nearby nature and open qualities of the landscape, indicating specific support for a greater variety of family parks with open lawns in addition

to sports fields that currently dominate local park design. Several participants indicated they would like their children to be able to walk to school, and for families to walk to parks and other community destinations in a safe manner; they felt a well-connected trail system would help make this a reality. Many indicated their support for preserving agricultural fields, acknowledging that they are concerned that Salem's open agricultural land is privately-owned and is rapidly being lost to development.

3.1 Existing Conditions & Analysis

The following is an examination of existing parks and open space in Salem. The number of parks, their size and distribution are documented and analyzed to determine how existing needs and demands are being met. This section also looks toward the future, utilizing growth projections to determine future needs, where gaps exist and how to fill them.

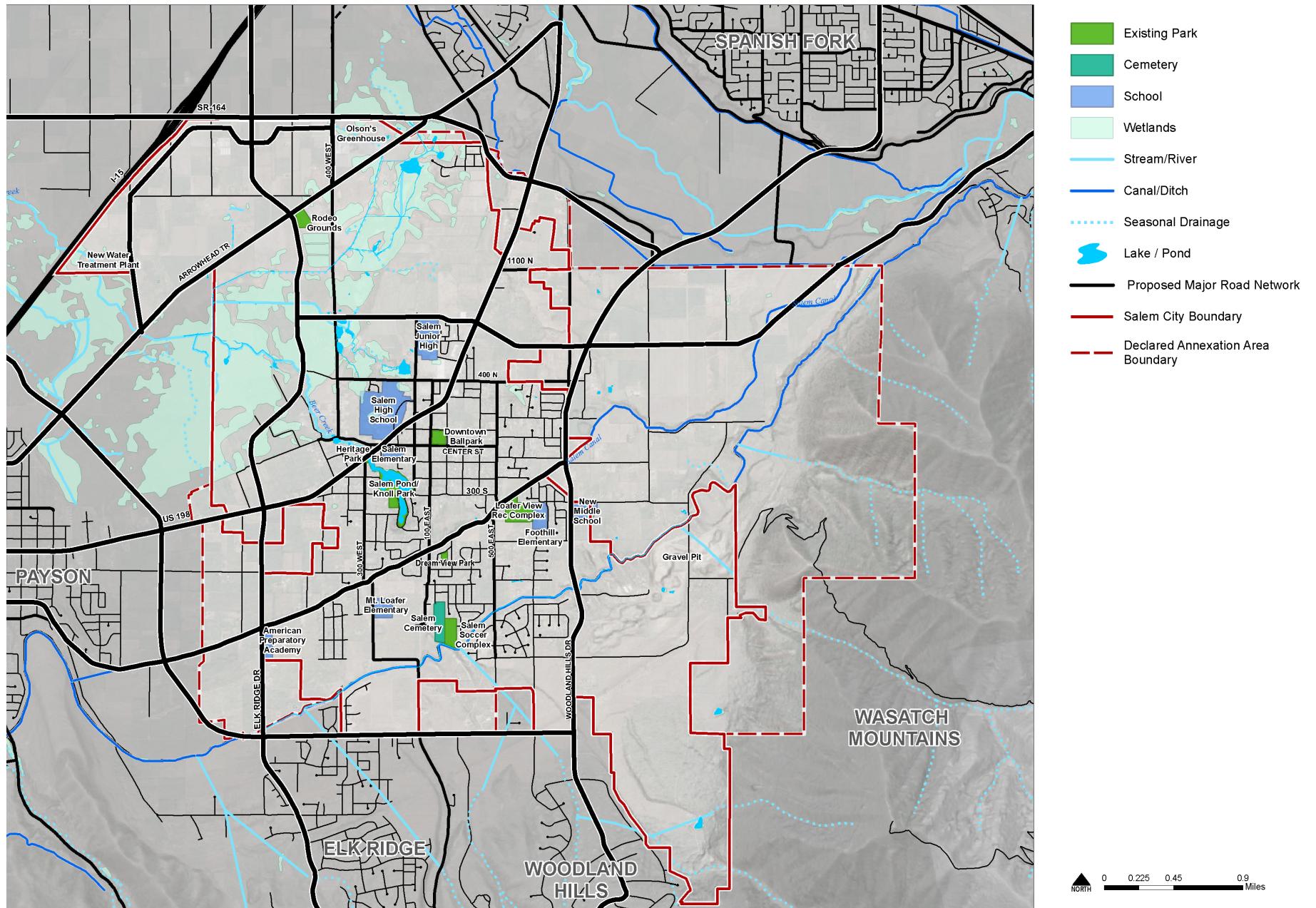
Existing Parks

As illustrated in Map 3-1 and described Table 3-1, there are six parks of various sizes in Salem at present. These include one Community Park, three Neighborhood Parks and two Local Parks. In addition, the City has two Special Use Parks- the cemetery and rodeo grounds. Since both of these are facilities have limited value for meeting traditional park needs and the rodeo is a "pay to play" facility, they were not considered as helping to meet traditional park needs.

Regional Parks

At 40-50 acres or greater in size, Regional Parks are the largest type of parks. As indicated by the name, they are large enough to provide a regional draw or attraction, typically including two or more specialty draws such as swimming pools, cultural venues and places to host special events. They also include restrooms, sports fields, open grass areas for passive recreation, picnic sites and shelters, playgrounds, gathering areas, skate parks, water play, sport courts and other recreation facilities. For planning purposes, it is assumed that Regional Parks serve an area 1.5 miles and beyond, which is the distance used to assess the distribution of these parks.

Map 3-1 Existing Parks



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TABLE 3-1: Existing Parks

| PARK NAME | ACRES |
|--|-------------|
| Regional Parks | |
| Salem Pond/Knoll Park/Heritage Park/Community Center | 30.0 |
| Subtotal - Community Parks | 30.0 |
| Community Parks | |
| Loafer View Recreation Complex | 15.5 |
| Subtotal - Community Parks | 15.5 |
| Neighborhood Parks | |
| Downtown Ballpark | 4.9 |
| Salem Soccer Complex | 8.7 |
| Subtotal - Neighborhood Parks | 13.6 |
| Local Parks | |
| Dream View Park | 1.4 |
| Subtotal - Local Parks | 1.4 |
| Special Use Parks | |
| Cemetery | 8.2 |
| Rodeo Grounds | 0.7 |
| Subtotal - Special Use Parks | 8.9 |
| Other Recreational Facilities | |
| | |
| Subtotal - Other Recreational Facilities | 0.0 |
| TOTAL PARK LAND (Regional, Community, Neighborhood, Local, Special Use and Other) | 69.4 |
| TOTAL PARK LAND USED FOR LOS (Regional, Community, Neighborhood and Local) | 60.5 |

Although there are no regional parks in Salem at present, two are currently proposed for development in the near future – one in the northwest quadrant near I-15, and the other in the BYU Farms area in the northeast quadrant of the City. Furthermore, Salem Pond is a regional park destination although it has been classified as a Special Use Park as part of this assessment.

Community Parks

Community parks are large parks with amenities to meet the needs of the City. Typical sizes range from ten to 30 acres. As illustrated in the map and table, there is a single Community Park in Salem at present – 15.5 acre Loafer View Park, which is located in the center of the City. This park is a popular recreation site that includes a range of amenities including five ball diamonds, a playground, a multi-purpose field and



pickleball courts. Community parks typically cover a service area of one-mile, which is the distance used to assess the distribution of this park type. They also include at least one special amenity such as a splash pad, skate park, sports complex or multi-purpose building. Other typical amenities include sports fields (baseball, soccer, football and similar sports), grassy play areas, restroom(s), pavilions and shelters, playgrounds, sport courts (basketball, volleyball and tennis), picnic and seating areas, walking paths and perimeter trails.

Neighborhood Parks

Neighborhood Parks are smaller than Community Parks. Ranging from three to ten acres in size, they are designed to serve the needs of the surrounding neighborhood. Neighborhood Parks typically include a mix of large and small features and amenities in addition to open lawns, grass play areas, a restroom, pavilions, playgrounds, sport



courts (basketball, volleyball and tennis), sports fields (baseball, soccer, football and similar sports), picnic and seating areas, walking paths and perimeter trails. A half-mile service area is assigned to these when assessing the influence of Neighborhood Parks.

There are three Neighborhood Parks in Salem at present – 4.9 acre Downtown Ballpark, 6.1 acre Knoll Park and the 8.7 acre Salem Soccer Park

Local Parks

Local Parks are the smallest park type, typically encompassing sites up to three-acres in area. These parks usually serve small residential areas that lack access to larger Neighborhood, Community and Regional Parks. There are two Local Parks in the City at present- Dream View Park and Heritage Park- which together occupy less than two acres. Due to the small size of these parks, they provide limited amenities, although larger Local Parks can include playgrounds, lawn areas and perimeter trails when carefully designed.

Local Parks are typically used sparingly, in situations where land is limited or where access to larger parks is not available. They are significantly more difficult to maintain and operate than the larger park types, and only provide limited recreation value compared to the high implementation and running costs.

Existing Park Needs & Service Levels

In order to determine whether existing parks in Salem meet current needs, two different analyses were applied. The first is a **Level of Service (LOS) Analysis**, which examines park acreage in relation to population. The second is a **Distribution/Service Area Analysis**, which evaluates the distribution of parks in the City to determine if any gaps in service to residential areas exist.

Existing Level of Service Analysis

Level of Service (LOS) Analysis was developed by the National Parks and Recreation Association (NRPA) to assist communities in evaluating if they have a sufficient number of parks. LOS is a ratio calculated by dividing the total acres of park land by the population and expressing the result in terms of acres per 1,000 population. In the past LOS was

A Note About Level of Service (LOS) and Impact Fees

The LOS discussion in this document is related specifically to planning for future parks. The intent is to understand the level of service currently existing in the community, and to determine the means for maintaining that level of service or establishing a more appropriate level of service for the future. LOS is based on a quantity (acres, miles, numbers) per a determined number of persons (population), and results in a ratio of facilities to population. For example, the parks ratio is typically expressed as the number of acres of park land per 1,000 persons.

It is important to distinguish this discussion of LOS for planning purposes from the LOS typically used in determining impact fees. Impact fees are a means of charging new development its proportionate share of the cost of providing essential public services. While a LOS for planning is used to establish a standard or guideline for future facility development, an impact fee is used to assess new development for the actual cost of providing the service. For example, if there are five-acres of parks in Salem for each 1,000 residents at present, new development cannot be charged at a rate for ten-acres of park land for each 1,000 residents. Salem may elect to provide a higher LOS in the future because its current residents desire a higher level of service, but it cannot require new development to pay for the higher LOS. Utah law is clear on this point, stating the following:

“A local political subdivision or private entity may not impose an impact fee to raise the established level of service of a public facility serving existing development.” UC11-36-202(1)(a)(ii).”

The Parks, Open Space, Recreation and Trails Element should provide a foundation for developing a Capital Improvements Plan, Impact Fee Facilities Plan (IFFP), and Impact Fee Analysis (IFA). The IFFP is designed to identify the demands placed upon the existing facilities by future development and evaluate how these demands will be met by the city, as well as the future improvements required to maintain the existing LOS. The purpose of the IFA is to proportionately allocate the cost of the new facilities and any excess capacity to new development, while ensuring that all methods of financing are considered. While the IFFP and IFA will serve as a companion to this document, information may differ due to the specific requirements related to the calculation of impact fees as defined in Utah Code 11-36a – the Impact Fee Act.

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a national standard benchmark for determining park needs, providing an easy tool for communities to compare their performance against the standard and other communities.

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While helping to evaluate a minimum standard of parks, blind use of LOS has fallen out of favor in recent years, in large part because straight comparisons do not necessarily reflect the unique conditions and goals of individual communities. This is especially true in the Intermountain West, where access to significant amounts of state and federal public lands and significant tracts of contiguous public open space is part of the milieu. LOS analysis nevertheless remains an important tool to help understand whether service levels are meeting goals, to help make acquisition and development decisions, and in the development of responsive goals and benchmarks.

3

As described previously, the acreage of all Regional, Community, Neighborhood and Local Parks were tallied to calculate the existing Level of Service for Salem City. LOS was determined by dividing the acreage of existing City Parks (37.0) by the 2018 population (8,604) and multiplying by 1,000. ($37.0 / 8,604 \times 1,000 = 4.3$). The resulting LOS ratio is **4.3 acres** of parks per 1,000 residents.

Distribution Analysis

The distribution of parks and their corresponding service areas was also analyzed. Map 3-2 illustrates the distribution of existing parks and their area of impact and access, as determined by applying the designated radii for each by park type as follows:

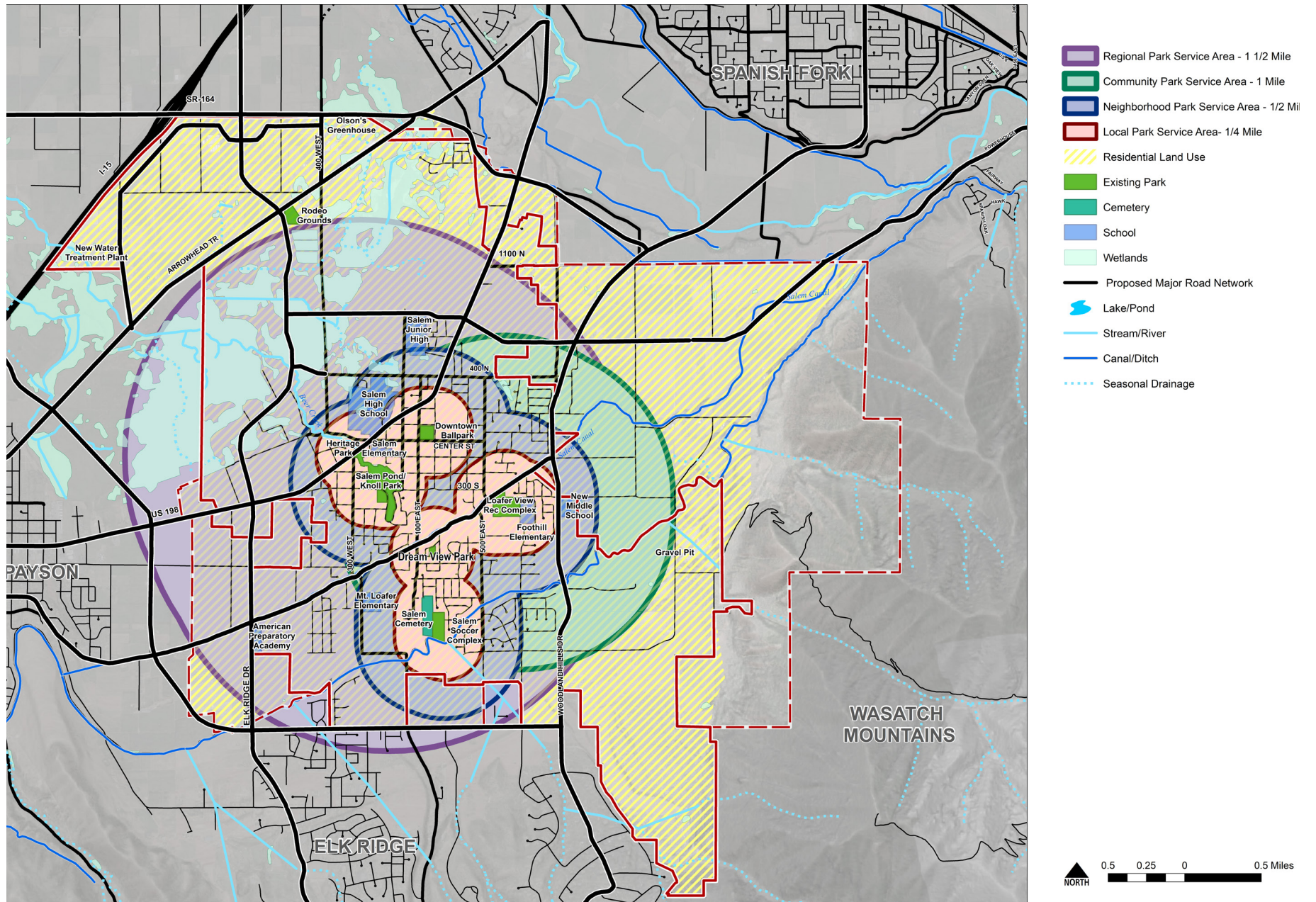
- Regional Parks (1.5 mile radius)
- Community Parks (1 mile radius)
- Neighborhood Parks (1/2 mile radius)
- Local Parks (1/4 mile radius).

Existing and planned residential areas were then added to the map to illustrate where parks are needed and to identify service gaps. As illustrated, there are no obvious gaps at present. However, the City is rapidly growing and changing, which means that service gaps will emerge if park development fails to keep pace with future development.

TABLE 3-2: Existing, Planned & Proposed Parks

| PARK NAME | STATUS | ACRES |
|--|----------|--------------------|
| Regional Parks | | |
| Salem Pond/Knoll Park/Heritage Park/Community Center | Existing | 30.0 |
| Arrowhead Springs | Planned | 55.7 |
| BYU Farm | Planned | 50.0 |
| Subtotal - Regional Parks | | 135.7 |
| Community Parks | | |
| Loafer View Recreation Complex | Existing | 15.5 |
| Park 6 | Proposed | 10.0-30.0 |
| Park 7 | Proposed | 10.0-30.0 |
| Subtotal - Community Parks | | 35.5-75.5 |
| Neighborhood Parks | | |
| Downtown Ballpark | Existing | 4.9 |
| Salem Soccer Complex | Existing | 8.7 |
| Cole Park | Planned | 5.9 |
| Salem Park | Planned | 8.8 |
| Park 1 | Proposed | 5.0-10.0 |
| Park 2 | Proposed | 5.0-10.0 |
| Park 3 | Proposed | 5.0-10.0 |
| Park 4 | Proposed | 5.0-10.0 |
| Park 5 | Proposed | 5.0-10.0 |
| Subtotal - Neighborhood Parks | | 53.3-78.3 |
| Local Parks | | |
| Dream View Park | Existing | 1.4 |
| Patterson Park | Planned | 1.2 |
| Ridge View Park | Planned | 1.1 |
| Subtotal - Local Parks | | 3.7 |
| Special Use Parks | | |
| Cemetery | Existing | 8.2 |
| Rodeo Grounds | Existing | 0.7 |
| Subtotal - Special Use Parks | | 8.9 |
| Other Recreational Facilities | | |
| Subtotal - Other Recreational Facilities | | 0.0 |
| TOTAL PARK LAND (Community, Neighborhood, Local, Special Use & Other) | | 237.1-302.1 |
| TOTAL PARK LAND USED FOR LOS (Community, Neighborhood and Local) | | 228.2-293.2 |

Map 3-2 Existing Parks Distribution



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Meeting Existing & Future Park Needs

Since the existing general plan does not provide a preferred LOS benchmark, and the public indicated general satisfaction with the current quality and distribution of parks, it is assumed that the current LOS generally meets current needs. This plan therefore recommends a minimum **future park LOS of 4.3**, although as high of levels as possible are encouraged.

Meeting LOS Needs During the Ten-Year Planning Horizon

As the population in Salem continues to increase, the majority of residential growth will be focused in the northwest, southeast and northeast quadrants of the City. Salem may acquire park land in a variety of ways, including direct purchase and acquisition and as land trades and as part of negotiated development agreements. As growth occurs, the City needs to ensure that the park land and open spaces proposed in this plan are secured, located and implemented as indicated, otherwise the City is certain to face distribution gaps and shortcomings.

Applying the future LOS of 4.3 forward to meet park need through the ten-year planning period (2019-2029) results in a total of 59.1 acres of public park land required by 2028 ($13,750/1,000 \times 4.3 = 59.1$). Subtracting 37 acres of existing park land from this figure, 22.1 acres of additional park land is needed to meet needs in the next ten years. Since a large regional park nearly 50-acres in extent is currently proposed for development in the northwest quadrant, **no additional parks are needed for the next ten years** as long as the park is actually developed as proposed.

Meeting LOS Needs Through Build-Out

The projected population at build-out requires a total of 168.7 acres of public park land by 2059 to meet park acquisition needs at build-out ($39,219 / 1,000 \times 4.3 = 168.7$). Subtracting 59.1 acres of public park land required to meet existing and future needs through 2029, **an additional 109.6 acres of parkland is required to meet park needs in 2060** ($168.7 - 59.1 = 109.6$).

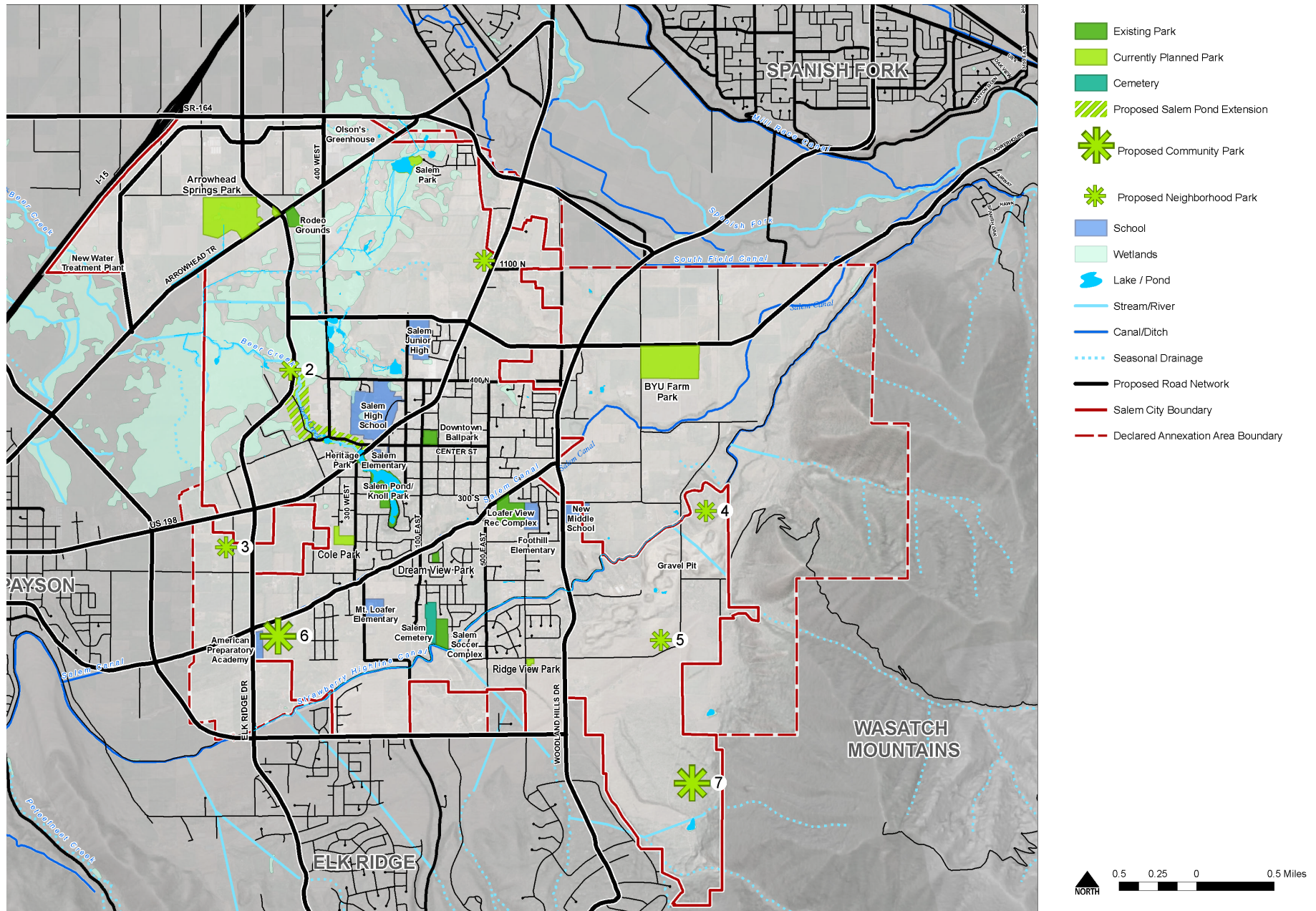


Proposed Parks

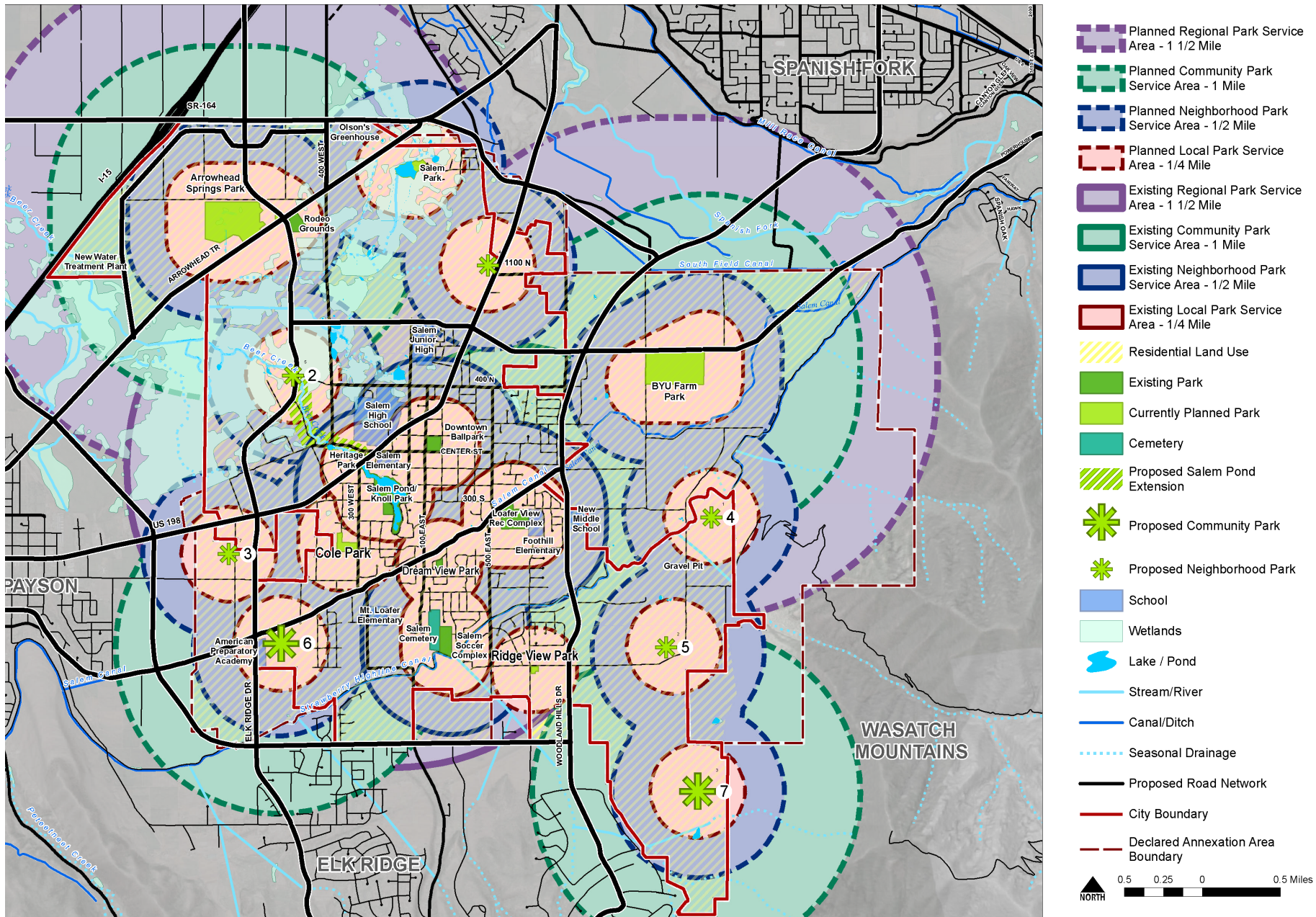
Maps 3-3 and 3-4 illustrate the location and distribution of the future Salem Park System at build-out¹. The proposed system is composed of

1. Proposed park sites are not hard set, are intended to be interpreted with a great degree of flexibility and can be adjusted accordingly.

Map 3-3 Existing, Planned & Proposed Parks



Map 3-4 Existing, Planned & Proposed Parks Distribution



existing, currently planned and proposed parks. As illustrated through the distribution radii, several new Neighborhood and Community Parks have been strategically-located in future development areas to provide equitable access and promote easy walking from home to the closest park.

It is recommended that the number of small Local Parks is limited, and that the bulk of new parks are Neighborhood Parks or larger. It is further recommended that all future parks are implemented according to the **upper acreage ranges for the various park types**, thereby helping to create a more robust and responsive park system in the long-term. It is also recommended that the City avoid acquiring or developing small local parks which are difficult to maintain and operate, and that storm water detention and retention facilities are not counted as meeting park need unless they are documented as being suitable sites for sport and other play activities.



Park Standards

Public input indicates that residents are generally satisfied with the City's provision of parks. In order to ensure that all parks meet minimum design standards, existing parks should be upgraded where required and new parks designed and implemented to meet the minimum requirements for each park type.

The following are minimum standards that are proposed to help ensure existing and future parks meet basic needs according to park type. It should be stressed that these are basic standards, and that each park should be carefully designed to ensure that each individual park is unique, matching the park setting and intended purpose. In order to achieve this, it is recommended that input from the surrounding neighborhood and community is solicited during the design process.

Regional Parks are typically 40 to 50 acres in size and should include the following:

- All the amenities and features in Neighborhood Parks (see below)
- Two or more specialty regional recreation features, such as a sports complex, an aquatics facility, splash pad or arboretum.

Community Parks are between ten and 40 acres in size and should include the following:

- All the amenities and features in Neighborhood Parks (see below). Each Community Park should have one large pavilion.
- At least one specialty regional recreation feature, such as a sports complex, an aquatics facility, splash pad or arboretum.

Neighborhood Parks are three to ten acres in size, and should include the following amenities:

- Trees
- Picnic tables and benches
- A drinking fountain
- Grassy play area(s)
- Playground(s)
- Small/Medium Pavilion(s)
- Restroom(s)
- Sport court(s) (basketball, volleyball, pickleball and tennis)
- Sports field(s) (baseball, soccer, football and similar sports)
- Connections to other parks, open spaces, recreation amenities and community destinations by multipurpose trails, bike lanes or routes
- Perimeter walking trail(s) where appropriate

Local Parks are less than three acres in size, and should include the following amenities:

- Trees

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- Picnic table(s), bench(es) and site furnishings
- Grassy play area(s)
- Either a covered shelter, pavilion or shade structure OR a small playground, sport court or activity area

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Open Space

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Open space is a critical component of a comprehensive, well-balanced parks and recreation system. This is particularly true in Salem, where the dominance of agricultural and other open, pastoral lands are a primary attractor in the community. It also contrasts with the open space profile of other communities along the Wasatch Front, where agricultural uses have been in steady decline or have disappeared altogether, limiting open space to public land associated with natural systems such as stream and creek corridors, ponds, wetlands; areas with steep topography and grades such as foothills and mountain slopes; and steep canyons. As documented in Chapter 2, there is little publicly-owned land in Salem, and nearly no publicly-owned open space. The bulk of open space is privately owned and used for agricultural uses.

Both private and public open space provide a host of ecological and ecosystem benefits, such as sites for purification of the soil, water and air; places where the impacts of noise, wind and visual disturbances can be buffered and absorbed; as sites for water and carbon storage; and as places where the impacts of the Urban Heat Island Effect can be mitigated. In other words, a robust open space system helps create a healthier community.

While Salem currently has an enviable open feel due to the large amounts of private agricultural land, there is no guarantee this is a



permanent condition. Unless the community proactively secures and preserve open space, it can as easily succumb to development in the future. The near complete lack of public open space makes it even more important that new development is undertaken in a manner that preserves as much open space as possible, and that it be converted into publicly-owned and accessible land, if possible. The tools listed in Chapter 2 for preserving privately-owned agricultural land and open space should be utilized to help ensure the City does not lose one of its most valuable assets, its open space.

Recommendations for Parks & Open Space

Parks

Salem needs to acquire and develop approximately 110-acres of park land by build-out. Assuming the planned Regional Park slated for



implementation in the northwest quadrant is developed in the near future, implementation of the remaining parks can occur in a phased fashion. It is essential that the required park sites be acquired as soon as possible in order to avoid high future acquisition costs and the loss of suitable sites as land is developed.

The planned parks and open spaces shown on Map 3-3 should be developed to provide easy walking from home, to avoid service area gaps, and to ensure that all neighborhoods are served by a well-distributed network of parks. Existing parks should be enhanced to meet the minimum park standards, and new parks designed and constructed to meet those standards from the outset.

Additional considerations to improve Salem's park system include the development of a Wayfinding and Signage Master Plan, an Open Space Facility Standards Manual and updates to the City's development code. The updated code should include a new policy eliminating the acreage of utilitarian-detention and retention basins from meeting LOS requirements.

Open Space

Contrary to appearances, there are few publicly-accessible open spaces in the City. Even the Wasatch Mountains that loom to the east are not readily accessible by the public, separated from the rest of the community by private lands located at the bases. The canyon bottoms are also privately-owned, lacking public trailheads and access points to the public land associated with the mountain slopes and canyons. In comparison to parks, there is no standard Level of Service (LOS) for open space, which is typically acquired as land trades as opportunities arise. Given the public's interest and attraction to the undeveloped and open feel of the area, the acquisition and preservation of open space should be a major future priority. In order to facilitate acquisition and preservation, the tools identified in Chapter 2 should be considered as opportunities arise.

Maintaining prime agricultural land is essential for preserving the coveted open landscape character of the community. If opportunities to acquire private open space occurs, the City should make use of the documented tools and funding resources to secure public open



spaces, with a focus on corridors suitable for locating fully-separated recreational trails. Clustered development should be required for large projects, helping to preserve large swaths of private land and converting it into meaningful open space systems.

Recreation

While parks, open space and trails form the foundation of a recreation system, the provision of specific recreational facilities and services provide a wider range of opportunities, enhancing quality of life. Salem residents currently meet their recreation needs in a variety of ways, utilizing public parks and trails, and also taking advantage of recreation facilities and programs at the Salem Activity Center, at other public locations and facilities, and through private clubs and fitness facilities.



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The Salem Activity Center is owned and operated by the City. It provides a range of recreational facilities, programs and community events, most at little or no cost to residents. Additional recreational programs are provided by private sports clubs that primarily use public parks, school fields and gyms, and other facilities for carrying out their programs. The City also holds several large community events during the year, serving both specific user groups and the community at-large.

Recommendations for Recreation

As a small community, the City should build upon the responsive and high-quality programs provided at the Salem Activity Center. It should also continue to partner with Nebo School District, nearby communities and other public partners to provide the widest possible range of cost-efficient recreation programs and activities.

The City should continue to cooperate with club teams to ensure the use of fields and recreation facilities is balanced with community needs and the protection of City-owned investments. As the City grows it should investigate opportunities to further partner with other public entities, neighboring cities and private organizations and sports clubs to meet anticipated needs and demands.

As population grows and demand further increases, the City should conduct feasibility studies to determine the needs and costs of constructing and operating major recreational facilities such as swimming pools, additional recreation centers and other high-cost recreation facilities and amenities. It should also evaluate the demand and feasibility for providing indoor and outdoor facilities and venues to accommodate cultural events, performances, exhibits and classes.

3.2 Trails

Based on the results of public input received, trails are highly supported, used and desired in Salem. The existing trail system is small, consisting of short segments of urban trails, many are too small to adequately function as viable multiple-purpose trail facilities. The existing Salem Trail Master Plan illustrates an extensive system of similar sidewalks and pathways, with no clear hierarchy.

In order to function properly, a trail system must be multi-dimensional, holistic and fully-coordinated to meet the needs of the wide variety of users. The needs of recreational walkers and runners, for example, are different than those of recreational bike riders, whose needs are significantly different than those of cycling commuters, competitive cyclists and mountain bikers. Furthermore, a complete trail system should be laid out to facilitate movements from home to home, home to work and home to other key destinations in the City and the surrounding region.

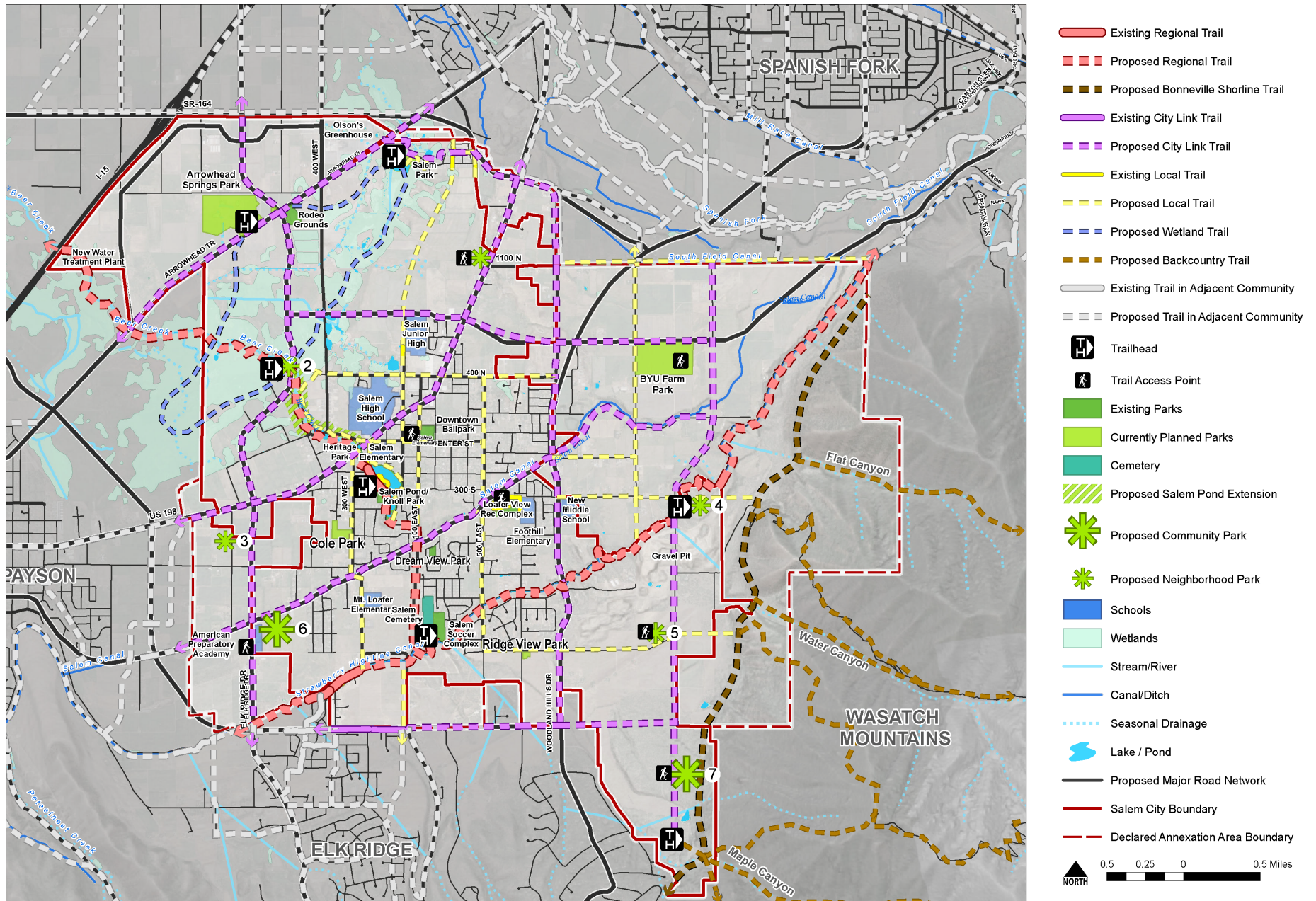


Trail System Concept

As illustrated in Map 3-5, the existing and proposed trail system has been modified to meet the wide range of trail needs for this growing community². It begins with the establishment of **Regional Trails**, which provide fully-separated linkages with regional trails in surrounding communities, thereby facilitating regional commuting and travel. The regional trail system is enhanced by the **Bonneville Shoreline Trail (BST)** along the toe of the Wasatch Mountains. This is also a regional trail facility, linking Salem with other communities along the Wasatch

². Proposed trail locations are not hard-set, are intended to be interpreted with a great degree of flexibility and can be adjusted accordingly.

Map 3-5 Trail System Concept



*Proposed trail locations are not hard-set, are intended to be interpreted with a great degree of flexibility and can be adjusted accordingly.

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Front, albeit one that utilizes a soft-surface pathway to accommodate mountain bikers, hikers and similar trail users.

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City Link Trails provide the next level of trails, connecting parks, community destinations and neighborhoods together as part of a finer-grain and robust trail system. These alignments are enhanced with a wide-range of **Local Trails**, incorporating on-street bike routes and local pathways and trails to link individual neighborhoods and homes to the trail system.

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A looping **Wetland Trail** system is supported in the extensive wetlands west of Old Salem, taking advantage of the unique ecosystem to create a memorable naturalistic trail experience. **Backcountry Trails** extend east from the Bonneville Shoreline Trail into the canyons of the Wasatch Mountains, providing places to experience the unique and challenging mountain setting on foot, by mountain bike or on skis and snowshoes during the winter season.

The trail concept is enhanced with a robust system of **Trailheads and Trail Access Points**, further encouraging public use and comfort.



Trailheads typically provide parking, trailer and restroom facilities depending on specific needs, while trail access points are usually opening in trail fences and boundaries that facilitate joining a trail on foot or by bike.

Although not addressed specifically in this plan, it is assumed that a fully-connected system of **on-street bike lanes and bike routes** located within road right-of-ways completes the trail system, and that these facilities will be established as part of implementing and enhancing the Salem street system.

Recommendations for Trails

The City should update existing trail design standards to match the Trail System Concept contained in this plan. It is assumed that the on-street bicycle facilities will be constructed in tandem with roadway improvements. The City should explore the possibility of providing some trails that serve different user groups, including accessible routes, beginner routes and use-specific routes. Trail development should take into account privacy, noise and safety considerations for adjacent residential areas. The proposed trail network should be implemented by build-out. The City should also develop a comprehensive trail wayfinding system and should create and distribute information about the trail system that is safe and functions as intended.

As the City's Transportation Master Plan is updated, special attention should be paid **to bicycle and pedestrian safety at major street crossings**. Specific guidance should be developed for trail and on-street bicycle facility crossings, including the development of a decision-making matrix for appropriate crossing types based on roadway classifications. Generally speaking, local streets, which have much lower speeds and are typically only two lanes, use crosswalks and variations on visibility enhancements. Collector streets have more lanes, accommodate more car traffic and have slightly faster speeds, requiring additional crossing tools with warnings lights or crossing signals, for example. Due to their high traffic volumes and speeds, primary and arterial streets require full traffic signals or grade-separated crossings to ensure pedestrian and cyclist safety.



3.3 Acquisition, Construction & Improvement Costs

A range of changes and improvements are required to ensure the parks, open space, recreation and trail vision outlined in this chapter is met. Resources for maintaining and operating parks are often limited, which can affect the ability to provide quality service and meet the expectations of the public. Improvements to existing parks, completion of the City's trail system, the addition of high-cost facilities such as splashpads, skate parks and swimming pools, and the increase in total park acreage by build-out, all have significant impact on operations and maintenance requirements. This will require greater budgetary resources and an increase in manpower over time.

To maintain pace with anticipated development and growth, a detailed operations and management budget should be developed to help manage parks and recreation needs. There are several different types of budget formats that can be used, although the most common and effective is the Line Item Budget.

Potential Funding Sources

A variety of funding sources will be required to meet unfunded options. The following is a list of key funding tools to be explored and considered:

1. Park and Recreation Impact Fees

The City has an impact fee program for park and recreation projects in place. Impact fees can be used by communities to offset the cost of public parks and facilities needed to serve future residents and new development. Impact fees are especially useful in areas anticipated to develop, such as the west side of the community.

2. Dedications and Development Agreements

The dedication of land for parks and park development agreements have long been accepted development requirements and are another valuable tool for implementing parks.

3. User Fees

User fees may be charged for reserved rentals on park pavilions and for recreation programs.

4. Secondary Funding Sources

Non-traditional sources of funding may be used to help meet the City's needs. The following are examples of a few options which may be suited for meeting Salem's long-term needs.

- **Land and Water Conservation Fund**

This federal money is made available to States, and in Utah is administered by the Utah State Division of Parks and Recreation. Funds are matched with local funds for acquisition of park and recreation lands, redevelopment of older



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recreation facilities, trails, accessibility improvements and other recreation programs/facilities that provide close-to-home recreation opportunities for youth, adults, senior citizens and persons with physical and mental disabilities.

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- **Federal Recreational Trails Program**

The Utah Department of Natural Resources, Parks and Recreation Division administers these Federal funds. The funds are available for motorized and non-motorized trail development and maintenance projects, educational programs to promote trail safety and trail related environmental protection projects. The match is 50-percent, and grants may range from \$10,000 to \$200,000. Projects are awarded in August each year.

- **Utah Trails and Pathways / Non-Motorized Trails Program**

Funds are available for planning, acquisition and development of recreational trails. The program is administered by the Board of Utah State Parks and Recreation, which awards grants at its fall meeting based on recommendations of the Recreation Trails Advisory Council and Utah State Parks and Recreation. The match is 50-percent, and grants may range from \$5,000 to \$100,000.

- **In-Kind and Donated Services or Funds**

Several options for local initiatives are possible to further the implementation of the master plan. These kinds of programs would require the City to implement a proactive recruiting initiative to generate interest and sponsorship, and may include:

- “Friends of Salem Parks and Recreation” for fund-raising and volunteer support of Salem’s parks, open spaces, recreation facilities and programs, community arts and trails;
- Adopt-a-park or adopt-a-trail, whereby a service organization or group either raises funds or constructs a given facility with in-kind services;
- Corporate sponsorships, whereby businesses or large corporations provide funding for a facility, as per an adopt-a-trail and adopt-a-park program; or

- Public trail and park facility construction programs, in which local citizens donate their time and effort to planning and implementing trail projects and park improvements.

3.4 Goals, Policies & Implementation

Goal 1.0: Assure that residents of Salem have access to adequate parks and open space

Policy 1.1: When new parks are developed, they should be focused on the provision of Neighborhood and Community/Regional Parks and contain the minimum established standards of each.

Policy 1.2: Balance expenditures on parks and other amenities to ensure existing, short-term and long-term needs are met.

- **Implementation Measure:** Upgrade existing parks to meet the minimum requirements for amenities and features, as possible.
- **Implementation Measure:** Adopt minimum development standards for parks as detailed in the Master Plan.
- **Implementation Measure:** Maintain the existing Level of Service for parks at 4.3 acres per 1,000 residents through build-out (2060)
- **Implementation Measure:** Ensure that the proposed regional parks in the southwest and northwest quadrants are developed as proposed.
- **Implementation Measure:** Acquire 110 acres of additional park land to meet the need for future parks through build-out. Whenever feasible, land should be acquired as part of development agreements rather than through purchase and direct acquisition.
- **Implementation Measure:** Discourage the development of additional Local Parks in the future.
- **Implementation Measure:** Focus the acquisition and development of future parks on Neighborhood and Community facilities.
- **Implementation Measure:** Site future parks as indicated in Map 3-3 to ensure distribution is balanced and equitable.
- **Implementation Measure:** Design and develop all new parks with amenities and features that meet the established standards and allow public input on the design.

- **Implementation Measure:** Develop concept designs for specific parks as a point of departure for future design efforts.
- **Implementation Measure:** Assure that residents have access to information regarding parks, recreation programs and facilities, trails and art facilities/activities by providing maps and social media tools.

Goal 2.0: Improve the maintenance and operations of City parks

Policy 2.1: Continue best management and maintenance procedures to protect the City’s park and recreation investments.

- **Implementation Measure:** Adopt the recommended park standards to ensure all existing and future parks meet a minimum standard of performance.
- **Implementation Measure:** Modify existing parks and design new parks from the beginning to meet the proposed minimum park standards.
- **Implementation Measure:** Acquire future parks that are on the upper-spectrum of size ranges for the envisioned park type.
- **Implementation Measure:** Create a Park, Open Space, Recreation and Trail Wayfinding and Signage Master Plan
- **Implementation Measure:** Create an Open Space Facility Standards Manual.
- **Implementation Measure:** Update the planning and development code to ensure developers design parks that meet the minimum standards set forth in this plan.

Policy 2.2: Update annual budgets to ensure park improvements and upgrades meet needs.

- **Implementation Measure:** Maintain an up-to-date inventory of all parks and park facilities, documenting and implementing improvements per a feasible schedule.
- **Implementation Measure:** Apply design standards for all parks, recreation facilities, open spaces and trails to help reduce maintenance requirements while promoting better long-term use of public parks and recreation amenities.

- **Implementation Measure:** Provide amenities and facilities to help Salem residents “self-maintain” their parks and park facilities.

Goal 3.0: Ensure that critical open spaces, habitat areas and natural features are maintained and protected.

Policy 3.1 Secure and expand the Salem public open space system as part of a flexible and opportunistic approach.

- **Implementation Measure:** Secure open space as part of negotiating development agreements with owners of new subdivisions and development projects.
- **Implementation Measure:** Enforce ordinances requiring development setbacks along drainage corridors and waterways.
- **Implementation Measure:** Work closely with the U.S. Army Corps of Engineers and other responsible agencies to ensure that wetlands in the City are set aside as protected open space.

Goal 4.0: Assure that Salem residents have access to high quality recreational programs and facilities

Policy 4.1: Maintain long-term relationships with Nebo School District, neighboring communities and other public partners to ensure high-quality access to recreation facilities and programs

- **Implementation Measure:** Maintain and enhance the programs and facilities at the Salem Activity Center to meet increasing recreational demands.
- **Implementation Measure:** Partner with Nebo School District, nearby communities and other public and private partners to provide the widest possible range of cost-efficient recreation programs and activities.
- **Implementation Measure:** Cooperate with club teams to ensure the use of fields and recreation facilities is balanced with community needs and the protection of City-owned investments.
- **Implementation Measure:** Conduct feasibility studies to determine the needs and costs of constructing and operating major recreational facilities such as swimming pools, additional recreation centers and other high-cost recreation facilities and amenities.

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- **Implementation Measure:** Conduct feasibility studies to determine the needs and costs of constructing and operating indoor and outdoor facilities and venues to accommodate cultural events, performances, exhibits and classes.

Goal 5.0: Guarantee that the Salem trail system meets public needs and expectations

Policy 5.1: Work with Salem transportation and engineering departments to ensure all trails, bike/pedestrian routes and bike lanes/routes are implemented as envisioned.

- **Implementation Measure:** Assure the trail improvements contained in this master plan are supported by Salem transportation plans and policies
- **Implementation Measure:** Install the complete trail system including roadside bike lanes and routes by 2060 (build-out).
- **Implementation Measure:** Ensure trails are specifically addressed in development agreements negotiated with new subdivisions, including lighting and similar improvements suggested in the master plan.
- **Implementation Measure:** Adopt the Trail System Concept as described.
- **Implementation Measure:** Implement the complete trail system by build-out, beginning with regional facilities and concluding with local and specialty trails.
- **Implementation Measure:** Acquire and implement trails with a level of flexibility to accommodate unanticipated opportunities as they arise.
- **Implementation Measure:** Implement a comprehensive system of trailheads and access points.
- **Implementation Measure:** Ensure that all new parks are located along trail corridors and that parking, restrooms and other facilities are sized and designed to meet trailhead needs and functions.
- **Implementation Measure:** Implement a fully-connected system of on-street bike lanes and bike routes to match the fully-separated trail system contained in this plan.
- **Implementation Measure:** Locate on-street bike lanes and routes within road right-of-ways to complete the trail system.

These facilities should be established during construction and enhancement of the Salem street system.

Policy 5.2: Require trail master planning to be incorporated into the development review process of Salem.

- **Implementation Measure:** Evaluate system-wide trail needs as part of future planning initiatives, focusing on closing gaps, developing trailheads, and improving connections with existing and future neighborhoods, destinations, parks and recreation facilities and transit stations.
- **Implementation Measure:** Maintain trails as safe, attractive and comfortable amenities for the community. Ensure that maintenance routines include the control of weeds (particularly thorny species), the removal of trash and debris and selective snow removal on key routes to facilitate winter trail use.
- **Implementation Measure:** Promote an “Adopt-a-Trail” program to encourage trail user assistance in maintaining the trail system. Encourage participants to become involved in all aspects of trails development, through maintenance and long-term improvements.
- **Implementation Measure:** Develop a trail and bike lane signage program that provides clear information to users about how to access trails and proper trail behavior. Make trail and bike path maps available to the public.
- **Implementation Measure:** Develop a comprehensive decision-making matrix to ensure safe bicycle and pedestrian crossings are established a major street crossings.
- **Implementation Measure:** Investigate the range of funding options and resources to help pay for park, open space, recreation and trail improvements over time.

Goal 6.0: Make sure all trails and trailheads are safe

Policy 6.1: Implement a Safe Routes to Schools program with an emphasis on trail linkages.

- **Implementation Measure:** Work with Nebo School District, Mountainland Association of Governments (MAG), Utah Department of Transportation (UDOT), Utah County, neighboring cities, local developers and neighborhood groups to identify and clearly mark appropriate trails and routes.

Goal 7.0: Ensure Salem parks and recreation system is sustainable and resilient

Policy 7.1: As new parks, open spaces and trails are developed, utilize current practices and technologies to conserve water and other resources in public parks and associated facilities.

- **Implementation Measure:** Utilize drip irrigation, moisture sensors, central control systems and appropriate plant materials and soil amendments to create a more sustainable and water-wise parks, open space, recreation and trail system in Salem City.

Goal 8.0: Maintain and protect Salem Pond and associated wetlands, natural creeks and other water bodies in Salem

Policy 8.1: Regulate future development in floodplains by following the guidelines of the Federal Emergency Management Agency and the “Flood Insurance Rate Maps”.

- **Implementation Measure:** Verify that the development review process is adequate for ensuring protection of natural features and areas in the city.
- **Implementation Measure:** Verify that existing codes and ordinances require sufficient development setbacks from water bodies and wildlife.
- **Implementation Measure:** Coordinate efforts with Utah County to ensure requirements in Salem are consistent.

Appendix A: Public Scoping Meeting Comments

SALEM CITY GENERAL PLAN & LAND USE UPDATE

PUBLIC SCOPING MEETING COMMENTS

SALEM CITY ACTIVITY CENTER

December 11, 2018, 7:00-8:30 p.m.

Attendees: 83

SUMMARY OF DISCUSSION/COMMENTS

CHARACTER/SENSE OF PLACE

- Salem's competitive advantage is its small-town feel. It is a place with nice homes, low density development and little traffic.
- Nobody wants to leave. As a result, there are no houses for sale.
- Those in attendance were asked to describe Salem in one word. Their answers were as follows:
 - *peaceful (7x), quiet (5x), friendly (4x), home (4x), rural (4x), beautiful (2x), neighbors (2x), pond (2x), small town (2x), trees, nature, fields, pleasant, safe, cohesive, wetlands, compatible, isolated, growing, supportive, united, spirit, lovely, caring, great, courteous, green, mountain view, agriculture, plain, grateful, tractors, roadway, animals, open, clean, private, supportive, scenic, memories, hope, dairy, paradisiacal, Mayberry*

TRANSPORTATION

- A good transportation plan is needed lessen the impact of traffic. Some suggested strategies included properly-sized collector streets and partnering with neighboring communities to improve transit options.
- Traffic in Salem is increasing. Spanish Fork, Elkridge and Woodland Hills continue to grow and much of their traffic now passes through Salem as well.
- In the case of an emergency, well-connected streets with multiple evacuation routes are critical. New developments have too many cul-de-sacs that limit connectivity.
- More street parking is needed – similar to streets in Daybreak but sized to account for the larger vehicles and trailers that are a part of rural life.
- New developments don't appear to have a cohesive stormwater drainage plan which has impacts on the community as a whole.
- As new streets are built and development occurs on existing streets, Salem needs to make sure that there is enough right-of-way to accommodate future growth.
- Signage should be placed low to the ground and billboards should be limited to preserve and enhance the rural character of Salem.
- The one-way streets in Payson are annoying/confusing. Salem should avoid using them.
- There were mixed feelings about traffic circles and roundabouts. Some felt they were annoying while others welcomed their use.

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LAND USE & DENSITY

- Some residents are receptive to high-density development if well-designed, zoned properly and placed carefully. The preservation of Salem's country atmosphere should be considered when placing higher density zones.
- Caution should be used regarding big box retail. There are enough of these stores nearby in Spanish Fork and Springville. It is important to preserve local businesses and establish areas of neighborhood commercial.
- Salem shouldn't become another West Valley City.
- Many are concerned about high-density development and its impact on Salem's atmosphere. One resident expressed, "three-story condos do not fit Salem's rural character." The quality and design of high-density housing is critical.
- Residents are worried about affordable housing options for their children. Places like Lehi have planned for future affordability while cities like Highland have not. Salem should explore options for affordable housing that fit the existing character of the city.
- Mixed-use development should still have a small-town feel.
- Salem doesn't have a downtown. Residents would like to see something like Lehi's Main Street in size and range of businesses.
- It is important to mix densities and not concentrate or segregate uses. Neighborhood nodes/centers are an alternative to one large zone of dense multifamily development.
- Commercial/mixed-use is needed to expand the city's tax base and provide resources for city services.
- Developers of high-density projects should also have to develop or pay for the preservation of open space.
- Cluster development with minimum open space standards should be the model for new development. These clusters should be connected to each other with trails and other pedestrian-friendly routes.
- A range of uses, including commercial and light industrial, are needed to provide jobs within the city of Salem.

PARKS, TRAILS AND OPEN SPACE

- There is a need for public space, open space and trails to give residents room to breathe as Salem grows.
- The highway is dangerous for cyclists. There is need for bike lanes and walking/biking trails that are separate from the road system to limit conflicts with vehicles.
- Residents would like to see a well-connected bike trail system running through the city.
- Walkability is a concern. Residents would like the ability to walk to schools and businesses. A connected trail system could be part of this.
- Agricultural areas should be preserved. Most open space in Salem should be agricultural in nature.
- Residents said they moved to Salem for the open space and it should be preserved. Many are concerned about an increase in density and they don't want to become another Lehi (especially the "Silicon Slopes" area of Lehi).

2

- City mentioned that \$45,000 has been dedicated to building a connected trail system.
- There is a need for more family parks - not just sports fields - to help build a greater sense of community.

COMMENTS - VERBATUM

- Salem's competitive advantage = Small town feel
 - Nice homes, low density, low traffic
- Nobody wants to leave – no houses for sale
- Salem in one word: rural, small town, beauty of pond, trees, quiet, nature, friendly, fields, neighbors, home, pleasant, friendly, small town, peaceful, beautiful, home, quiet, safe, peaceful, cohesive, friendly, quiet, beautiful, wetlands, compatible, isolated, pond, growing, supportive, united, spirit, lovely, peaceful, caring, great, peaceful, courteous, green, mountain view, agriculture, rural, plain, friendly, grateful, tractors, home, peaceful, rural, quiet, roadway, home, animals, rural, open, clean, private, peace, supportive, quiet, neighbors, peaceful, scenic, memories, hope, dairy, faithful, paradisiacal, Mayberry
- Need a good transportation plan
- Traffic trouble
 - Spanish Fork's Impact
 - Partner with neighboring communities for transit options
 - Collector streets
 - Traffic from Elkridge & Woodland Hills impacts Salem
 - Growing traffic travelling through Salem
- Evacuation routes – too many cul-de-sacs
 - Need well connected streets for multiple evacuation routes in case of emergency
- Need on street parking – Like Daybreak but too small of roads
- New developments don't have a storm drainage plan
- Verify there is enough right-of-way for future growth
- Low signage and limit billboards
- No one-way streets like Payson
- No traffic circles
- Yes traffic circles
- Approve high density if nice, zoned well and carefully placed
 - Preserve the country atmosphere
- Be cautious with big box stores – mixed use instead
 - Preserve local businesses
 - Already have big box stores near by
 - Retail should be high quality – more than just brick and mortar
 - Don't want to be a West Valley
- Really concerned about high density and its impact on Salem's atmosphere
 - Three story condos do not fit Salem's rural character
 - Quality of high-density housing is critical
- Worried about affordable housing

3

- No affordable options for their children
- Lehi planned well, Highland did not
- Apartment tax too high
- Mixed Use Development
 - Can still have small town feel
 - More tax revenue
- Need to establish a downtown
 - Main Street doesn't feel like a Main Street
 - Likes Lehi's Main Street
 - Need small businesses, no big box stores
- Mix density, don't concentrate/segregate uses
- Need more commercial
- High density developers should also have to develop open space
- Cluster development with minimum open space standards
 - Walkable centers in each neighborhood
 - Shouldn't have to drive
 - Mixed use
- Need to have all uses – trail system, commercial, light industrial
 - Need jobs in Salem
- Public space & green space
 - Need a place to breath within Salem's growth
 - Walking trails
- Highway is dangerous for bikers – need bike lanes
- Need walking and biking trails separate from road system
- Connected bike trail system
 - Took son to ride bike on high school track because of no trails available
- Walkability
 - Ability to walk to schools and businesses
 - Connected trail system
- Preserve Agriculture
 - Open space should be agricultural looking
- Moved to Salem for open space
 - Preserve open space
 - Concerned about high density
 - Don't want to be a Lehi
- 460 W Horse Trail
- City has \$45,000 dedicated to building a connected trail system
- Bike trails buffered from traffic
 - Limit bike-vehicular conflicts
- Family parks – needed for the community
 - Not just sports fields

4

Appendix B: Visual Preference Survey Results & Analysis

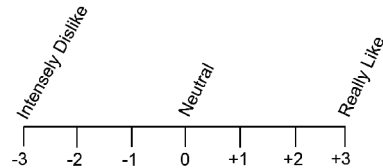
SALEM CITY GENERAL PLAN & LAND USE UPDATE

Visual Preference Survey

A visual preference survey was conducted as part of a Public Scoping Meeting held on the evening of December 11, 2018 at the Salem City Activity Center. The purpose of the survey was to help gauge public preference for different land uses and activities, with a focus on the visual qualities of existing and future uses.

A minority of images are of existing sites and uses in and around Salem. The bulk of images are from other areas, highlighting potential future uses. The images encompassed a range of residential, commercial, park, recreation, open space, trail and industrial uses, as well as illustrating a range of place-types, neighborhoods and districts.

Participants were shown a series of 50 images, each of which was displayed for 7 seconds followed by a blank slide, which gave respondents time to score each image and, if desired, write a comment. As indicated in the scale below, each image could be scored between +3 if highly liked and -3 if highly disliked.



Analysis

The scores for each image were totaled and divided by the number of responses, resulting in a mean score for each. The highest mean score was +2.37 and the lowest -2.40. The images are presented in the following pages from highest to lowest scores, with positive scores indicated in green text and negative scores in red text.

The analysis concludes with ranked results of the top and bottom three images in the following five categories:

Category 1: Overall

The top three images overall portray outdoor spaces and activities, including parks, open spaces and trails. Each of the images were highly-liked, with no mean score lower than 2.27. It should be noted that there are no buildings in any of these images which supports public sentiment for preserving open spaces, agricultural land and open views in the community.

In contrast to the most positive images, the bottom three images portray busy roads packed with cars. Each of the images were lowly ranked, with scores ranging from -1.68 to -2.40. This should come as little surprise since the public has indicated that increasing traffic is a great concern as the city and surrounding region grows and develops.

Category 2: Parks, Open Space & Trails

As expected, the top three images are the same as those in the Overall Category. The highest ranked image is of the wetlands located on the west side of the city, with the second-place image portraying a calm, tree-lined park setting. The third-ranked image is of a lone cyclist on a paved, sinuous trail separated from a county road by a rural fence and grassy vegetation.



1

It should be noted that the three lowest-ranked images in this category are still highly-ranked overall, with no image ranking lower than 1.63. In contrast to the highest ranked images, the lowest-ranked image is of a broad natural open space with urban development in the background. The second-lowest image is highly-active with brightly-dressed children and parents playing in the water at a splash park. The third lowest image portrays a narrow trail surrounded by thickets of vegetation on the sides, with no clear terminus and dark clouds looming overhead. Taken together, it can be surmised that urban open spaces and recreation activities are less desirable than natural and calm spaces, and that enclosed trails and similar spaces may present safety concerns.

Category 3: Residential Uses and Neighborhoods

The top three images are all single-family homes, albeit each in a different context, scale and setting. The highest-ranked image illustrates a traditional two-story home on the edge of a broad wetland/open space, with a group of people walking nearby on an adjacent trail. The second most-liked image portrays a traditional subdivision one may see anywhere on the Wasatch Front, the homes sited fairly close to each other. In contrast, the third-ranked image portrays a large "McMansion" home and its attractive landscape, with a backdrop of the Utah County Wasatch Mountains. The highest score was 1.91 and the lowest 1.61, all indicating the images are highly liked.

In contrast, the bottom three images all portray higher-density, multi-story residences. The bottom images both portray six to seven-story buildings with retail uses on the ground level, while the third-to-lowest-ranked image illustrates a three-story townhome project. It should be noted that the style of all of the structures is highly contemporary, and that the negative scores all indicate that the images are highly disliked, ranging from -1.29 to -1.53.

Category 4: Roads, Trails and Transportation

Based on the results of the Overall Category, it is not surprising that the bottom three images are the same (heavily-trafficked roads and highways). In contrast, the top three images each include a cyclist, although in varying contexts. The highest-ranked image is the same lone cyclist on a separated trail that emerged in Category 1 and 2, while the second-highest ranked image shows a cyclist traveling on a shady, lightly-trafficked residential neighborhood street. Both of these images were highly-liked with scores of 2.27 and 1.87. In contrast, the third highest-ranked image in this category was negatively scored (-0.27), indicating respondents were either neutral or slightly disliked the image of a cyclist traveling in a shared car/bike lane on the edge of a busy and wide urban roadway.

Category 5: Commercial, Retail and Industrial

The top three images were liked, but to a lesser degree than other images (scores ranged from 0.92 to 1.45). The top two images depict traditional downtown retail areas, with tree-lined streets, historic architecture, wide sidewalks and carefully-scaled brick buildings. In contrast, the third-ranked image is a Maverik Country Store, a chain convenience store common to the area.

The least-liked images are all large-format uses, including a shiny modern office building engulfed in a nearly-empty parking lot; a Walmart, and a large distribution center. It should be noted that while these images all had negative scores, the range was small (-0.83 to 0.91), which indicates they were slightly disliked.

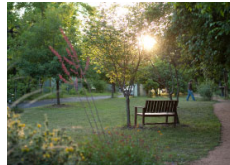
Summary

The results of the Visual Preference Survey align closely with the comments received during the scoping meeting. Both indicate support for single-family uses and the establishment of a traditional small town feel. There is also acknowledgment that new types and scales of development are coming. Because of this, there is concern that increased traffic congestion and the loss of open space and views of the diverse landscape will jeopardize the sense of place and quality of life currently found in the area.

2



Mean Score: 2.37 #1
Like the pond (2x)
• Want open space



Mean Score: 2.29 #2
• Pleasant
• Why I live here
• Yes, please!
• Relaxing
• Great use of land



Mean Score: 2.27 #3
• Want more trails (3x)



Mean Score: 2.17 #4
• Like sports fields (2x)
• We only have baseball fields currently
• Recreation for kids
• We have this



Mean Score: 2.16 #5
• We have a lot of sports parks
• Don't have enough parks
• Good for kids



Mean Score: 2.14 #6
• Want open space (2x)
• Need to keep some farmland



Mean Score: 2.13 #7
• Yes to parks and green space (3x)
• Good for kids
• Needs more trees



Mean Score: 2.11 #8
• Love mountain bike trails
• We want access to the mountains
• Multi-use trails
• Nice idea, but not practical

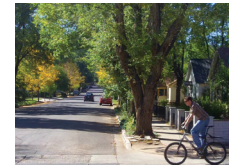


Mean Score: 2.08 #9
• Want more parks for kids and families (3x)
• Fun
• Requires maintenance/support
• Sand park?

3



Mean Score: 1.91 #10
• Love the open space
• Nature walks!



Mean Score: 1.87 #11
Love tree-lined streets (2x)
• Our town



Mean Score: 1.83 #12
• Open space is needed
• We have parks



Mean Score: 1.75 #13
• Like hiking trails in nature (2x)
• Keep open space, if possible (2x)
• Not developed



Mean Score: 1.69 #14
• Like splash pads (2x)
• Good for kids (2x)



Mean Score: 1.63 #15
• Existing housing
• Want more housing



Mean Score: 1.63 #16
• Lots of open space around business areas (2x)
• Yes, please.
• Like the walking path



Mean Score: 1.61 #17
• Too big of a house (2x)
• Quality
• Large home with property



Mean Score: 1.59 #18
Family homes (2x)
• Too big
• Need more housing
• Growth

4



Mean Score: 1.46 #19
 • Nice house (2x)
 • Too big of a house



Mean Score: 1.45 #20
 Nice
 • Main Street north
 • Businesses on tree-lined streets



Mean Score: 1.03 #21
 Still feels small town
 • Tax revenue



Mean Score: 0.95 #22
 • Love it
 • Like the pond
 • Good usage



Mean Score: 0.92 #23
 • Too much of this
 • Locate near the freeway
 • Hometown Maverik



Mean Score: 0.9 #24
 • Tax revenue
 • Small business



Mean Score: 0.83 #25
 • Locate around interchange
 • Nice detail/style
 • Appealing look
 • Nice building

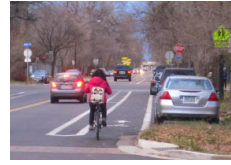


Mean Score: 0.79 #26
 Commercial = tax base
 • Locate in business district
 • Okay for restaurants



Mean Score: 0.51 #27
 • Seems very close, but a good option for high density
 • Depends on location
 • Workforce housing
 • Too much like Daybreak
 • Homes are close, but like grassy area

5



Mean Score: 0.49 #28
 • Like the separated bike lane (2x)
 • Bike lanes would be nice
 • Good use of right-of-way



Mean Score: 0.43 #29
 • Cookie cutter (2x)
 • Too close and crowded (2x)
 • Nice style
 • Some is okay, but not a lot



Mean Score: 0.42 #30
 • Locate by the freeway
 • Tax revenue
 • Gateway element for business area



Mean Score: 0.32 #31
 • Appealing for high density
 • No parking
 • Road too small
 • Nice residential



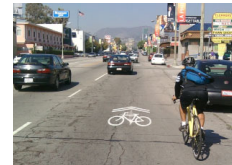
Mean Score: 0.13 #32
 • Locate in a business area (i.e. by Revere Health)
 • Need some industry
 • Work space for businesses



Mean Score: -0.14 #33
 Depends on where located
 • Need more businesses
 • Quality growth
 • Don't want big businesses



Mean Score: -0.17 #34
 • Nice mix of use between business and water (3x)
 • Too much



Mean Score: -0.27 #35
 • Need bike lanes
 • Don't like sharing lanes with bikes and cars



Mean Score: -0.3 #36
 Nice design (2x)
 • Ugly
 • Not visually appealing
 • Locate on west side

6



Mean Score: **-0.3** #37

- Locate by interchange (4x)
- Tax revenue



Mean Score: **-0.6** #38

- Love Costco, but not in my city
- Great business that provides tax revenue
- Other cities can have at it



Mean Score: **-0.82** #39

- Ugly apartments
- If nicely done
- We need affordable housing
- Looks nice



Mean Score: **-0.83** #40

- Depends on where located
- Jobs
- Warehouse space needed



Mean Score: **-0.88** #41

- Don't want Walmart
- Already two close by
- Would prefer Target or Home Depot
- Good for tax base



Mean Score: **-0.91** #42

- Too big (2x)
- Corporate headquarters
- Tax revenue
- Too much glass
- Well-done



Mean Score: **-1.03** #43

- Too high
- Too odd
- Trendy today, ghetto tomorrow
- High density – mix with other uses
- Xeriscape



Mean Score: **-1.22** #44

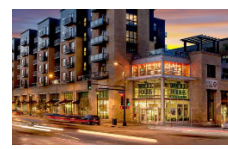
- Too high/large (2x)
- Apartments without yards are ugly
- If located in the right area
- Our kids need somewhere to live
- Workforce housing



Mean Score: **-1.29** #45

- Modern doesn't fit Salem (2x)
- Needs to be better looking
- Ugly apartments
- No weeds

7



Mean Score: **-1.35** #46

- Too dense
- We aren't a big city
- Too commercial
- Good mix of uses
- Too much concrete
- Like the style



Mean Score: **-1.53** #47

- Too big/high (4x)
- Use for workforce housing
- Well-designed development



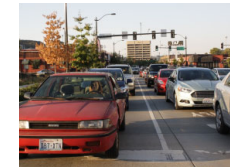
Mean Score: **-1.68** #48

- Don't want traffic (3x)
- Too busy
- Road too big



Mean Score: **-2.25** #49

- Too much traffic
- Too big of road
- Don't like traffic, but like the large landscaped median



Mean Score: **-2.4** #50

- Too much congestion (2x)
- Lack of traffic flow

8

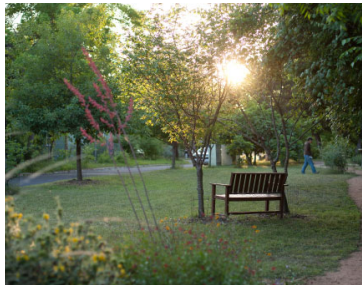
Overall



Top 1: (2.37)



Bottom 1: (-2.4)



Top 2: (2.29)



Bottom 2: (-2.25)



Top 3: (2.27)



Bottom 3: (-1.68)

9

Parks, Open Space and Trails



Top 1: (2.37)



Bottom 1: (1.63)



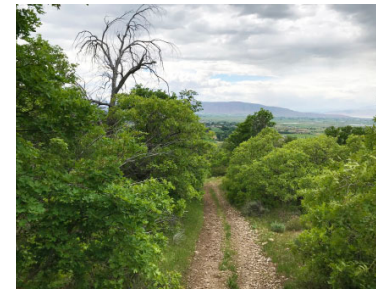
Top 2: (2.29)



Bottom 2: (1.69)



Top 3: (2.27)



Bottom 3: (1.75)

10

Residential



Top 1: (1.91)



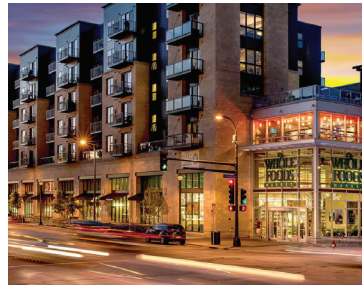
Top 2: (1.63)



Top 3: (1.61)



Bottom 1: (-1.53)



Bottom 2: (-1.35)



Bottom 3: (-1.29)

11

Transportation



Top 1: (2.27)



Top 2: (1.87)



Top 3: (-0.27)



Bottom 1: (-2.4)



Bottom 2: (-2.25)



Bottom 3: (-1.68)

12

Commercial/Office/Other



Top 1: (1.45)



Bottom 1: (-0.91)



Top 2: (1.03)



Bottom 2: (-0.88)



Top 3: (0.92)



Bottom 3: (-0.83)

Appendix C: Public Workshop Analysis

Salem City General Plan & Land Use Update

Plan Alternatives Workshop Analysis

February 12, 2019
Salem Activity Center



Introduction

A Public Workshop was held on February 12, 2019 at the Salem Activity Center to help identify planning ideas and alternatives for the Salem General Plan & Land Use Update. The workshop was conducted as a hands-on community visioning exercise, providing local residents and community stakeholders the opportunity to help create a vision for Salem City's future.

Eight individual groups helped develop Planning Alternative Maps. More than 100 members of the public participated, with individual workshop groups averaging 12 participants.

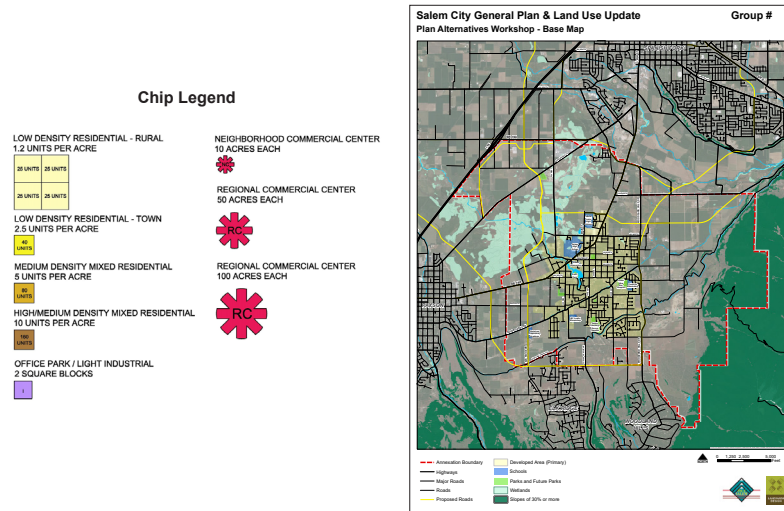
The workshop began with a presentation of the planning process, including the results of the Visual Preference Survey that was conducted during a previous public meeting. The guiding principles were presented along with a preliminary land use concept.

Salem's existing population is projected to increase by 30,000, for a total of 39,000, by 2060. To accommodate this growth, each group was tasked to locate 10,000 housing units within city limits (30,000 residents / 3 (average household size) = 10,000 units). Participating groups were provided a base map illustrating existing land use conditions, sets of land use "chips" representing the amount and type of land use necessary to meet the projected growth, image boards illustrating examples of the and use "chips" and various tools such including markers, tape and scissors.

Members of the planning team, city staff and project steering committee provided assistance to groups while maintaining a neutral role in the development of ideas. Once the group maps were completed, a spokesperson for each team presented ideas and highlights of their group's plan to the assembled participants, and notes were taken by the planning team.



The following is a sample of materials each team received: land use chips, Salem City base map, and image boards demonstrating typical uses by type and density. Results by group are provided on the following pages and conclude with a composite diagram illustrating all the ideas developed.



Low Density Residential - Rural (1.2 Units/Acre)



Low Density Residential - Town (2.5 Units/Acre)



Medium Density Mixed Residential (5 Units/Acre)



Medium/High Density Mixed Residential (10 Units/Acre)



Regional Commercial Center

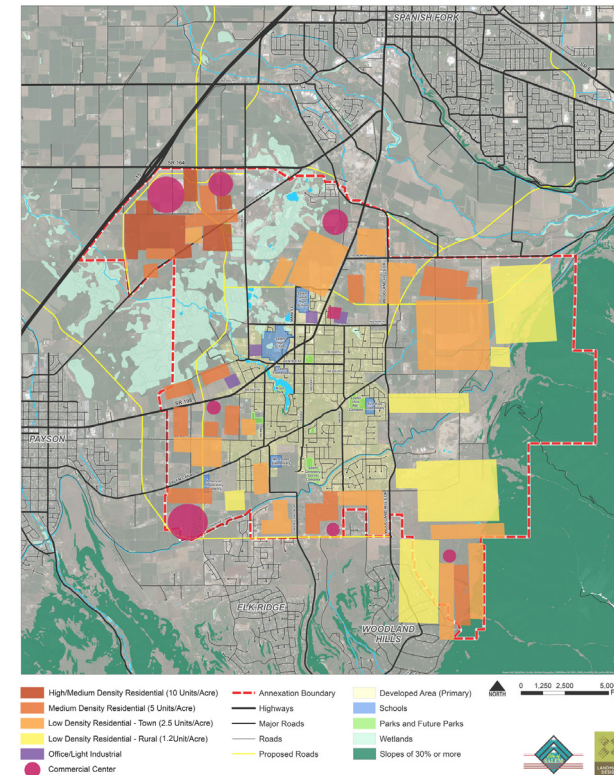


Neighborhood Commercial Center



Salem City General Plan & Land Use Update Plan Alternatives Workshop

Group # 1

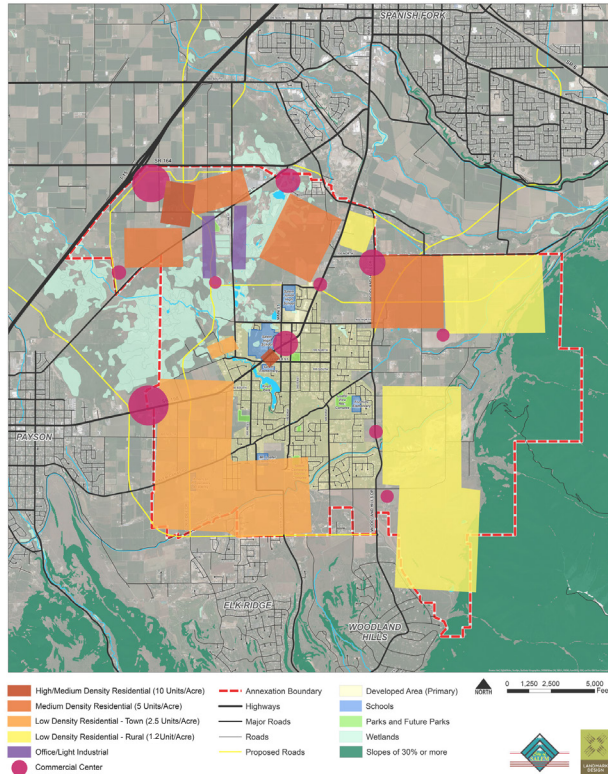


Notes / Comments

- Let's just quit selling building permits.
- It took awhile to understand that this is going to happen – this is the chance to have input.
- Concern about roads and commute time on existing 8000 S. interchange.
- Will there be additional freeway interchanges?
- What about canyon access? Locals should have access to trails, hiking, etc.
- Blend housing types. A good mix would include higher density and commercial by I-15.
- Would like to see trails/sidewalks addressed.
- Concerns about water and traffic.
- Would like to see clustering to preserve farmland.
- Would like to see wetlands developed as a community asset.
- Higher density near the freeway, lower density at higher elevations.
- Robust trail system – Link trails to the forest service.
- Envision college by freeway – linked to trax.
- Lots of commercial hubs on commuter roads.
- Need opportunity for neighborhood stores.
- Capitalize on the wetlands. Develop them?
- Keep the feeling of Salem – Strict ordinances and regulations through growth.

Salem City General Plan & Land Use Update
Plan Alternatives Workshop

Group # 2

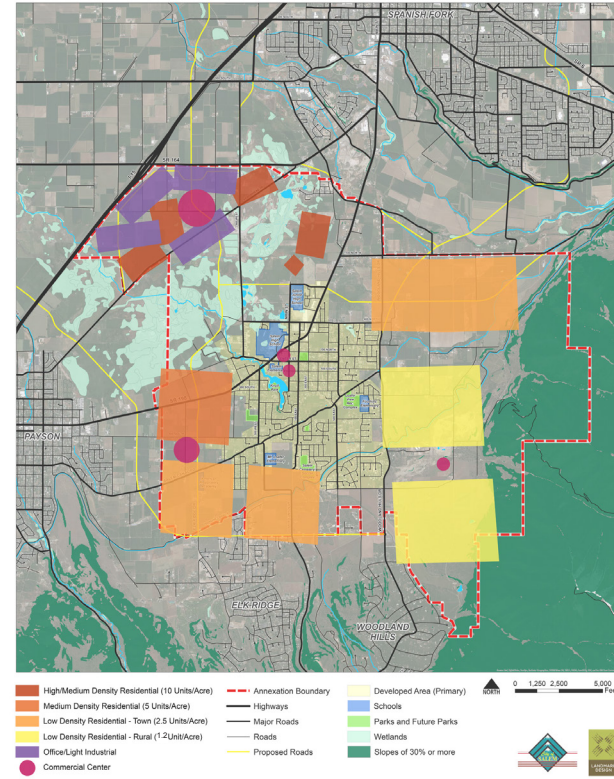


Notes / Comments

- Avoid "ghetto" by strictly regulating property management companies.
- Spread higher density throughout city.
- Build on wetlands by I-15.
- Payson is building on "wetlands" south of current I-15 interchange.
- Don't want to see 10,000 more units.
 - Like the small town.
 - Why growth?
 - What does the city need revenue for?
- Mixed-use maximizes a minimal amount of land.
- Need a high standard for high density.
- Similar mixed-use development to Provo by the freeway.
- 40+ units to the East.

Salem City General Plan & Land Use Update
Plan Alternatives Workshop

Group # 3

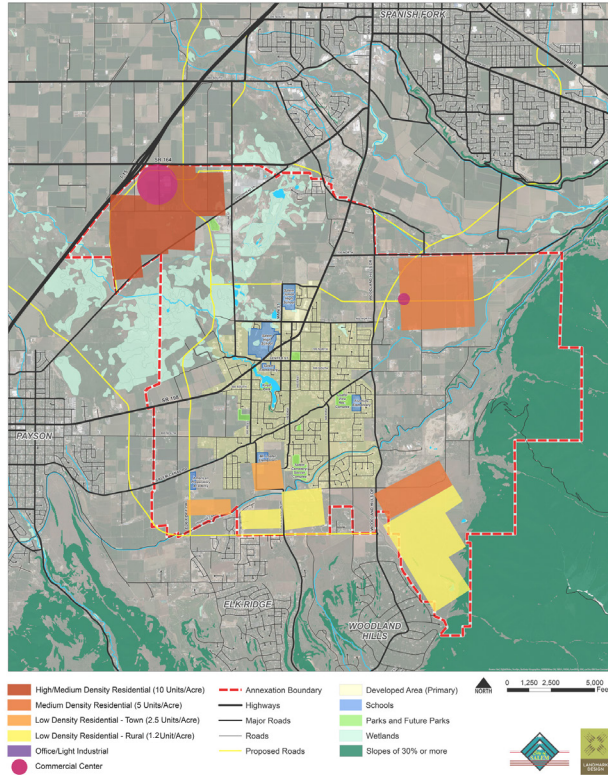


Notes / Comments

- Don't want to grow by 10,000 units but did best to place that many on map.
- Upcoming generation wants smaller lots with bigger homes.
- Would like to see lower density in the area between Davis Ranch and the eastern foothills.
- Concern about having 100 homes adjacent to 5+ acres lots. This area should be preserved for lower density housing.
- Woodland Hills Drive will be a busy road with mixed density at Davis Ranch.
- River Bottoms – is this area in the 100 floodplain?
- Belt route is proposed around south and east corridor.
- Recommend placing all higher density by the freeway (higher density commercial at southwest corner of interchange) with lower density along the east bench - density gradient.
- People want to come back because it's low density, but also want lower cost housing that higher density offers. It's hard to balance. Ownership should be a progression.
- Would like to see commercial placed below apartments to create a clean look and avoid big box development.
- Canal should be kept as trail for pedestrians, cycling and horse riding, but not motorized vehicles.
- Need affordable housing – balance housing types.
- Concerned about traffic.

Salem City General Plan & Land Use Update
Plan Alternatives Workshop

Group # 4

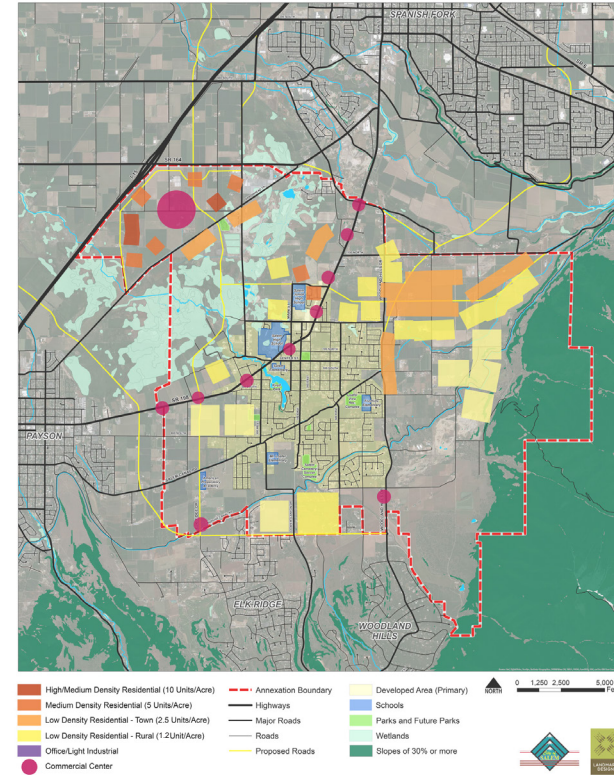


Notes / Comments

- Can parts of Davis Ranch be bought by the city for open space and parks.
- Would like a dog park.
- Expand the pond system both upstream and downstream.
- Expansion of Parks, biking and walking paths, and pond system.
- Requirements for parks and open space need to be included in zoning ordinances.
- Water pressure is an issue – it's currently too low.
- Would like to see a wetland park with trails, water access, etc. Something similar to the Jordan River Parkway.
- Have the working young families by the freeway.
- Would like to see walking/biking trails along the high and low line canals.
- Want to see trail access to National Forest – Currently no public access.
 - Maple Canyon
 - Water Canyon
 - Flat Canyon

Salem City General Plan & Land Use Update
Plan Alternatives Workshop

Group # 5

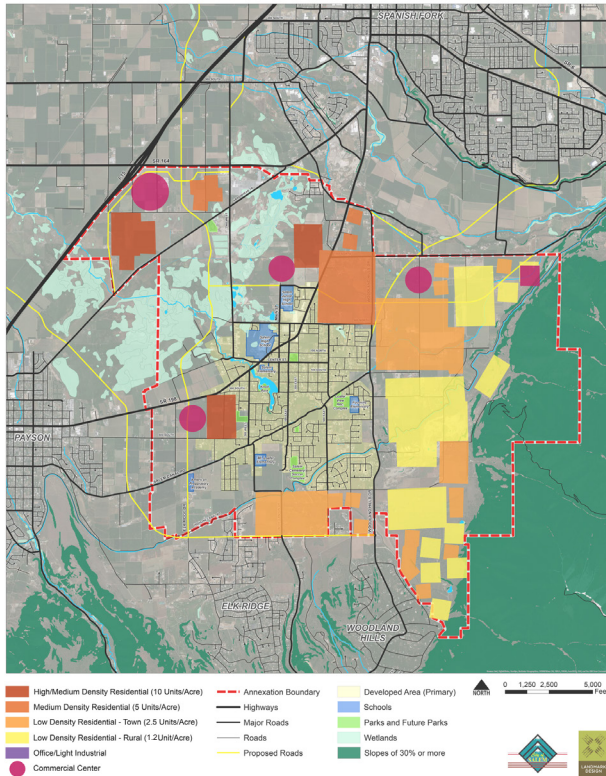


Notes / Comments

- High density brings crime with it.
- High density should be near the freeway.
- Walkable commercial center.
- Salem is expensive.
- Trails need to be connected.
- Use Alpine as an example.
- Want ranchettes and small farms.
- Trails will have to be patrolled.
- Do we really have to accommodate 40,000 people?
- Keep 5.25 acre lots like the county.
- High density has HOA fees.
- We need to determine people many people Salem can support
- Businesses need people to support them.
- Would like to have commercial centers close to other businesses.
- Elk Ridge and Woodland Hills are our customers.
- Low density along main drag.
- City should control the density.
- Davis Ranch should be resort-related uses.

Salem City General Plan & Land Use Update
Plan Alternatives Workshop

Group # 6

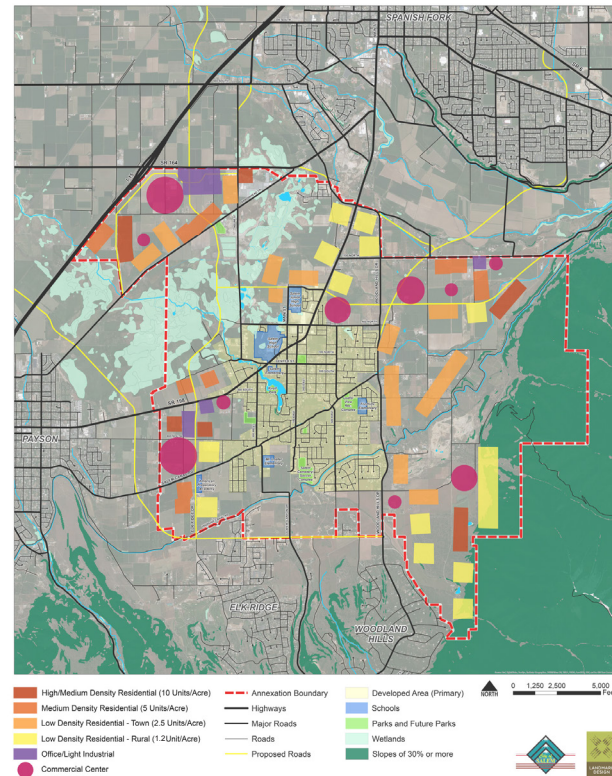


Notes / Comments

- Make a grid plan like the Pioneers did
- Traffic concerns – avoid congestion, need more sidewalks and better connectivity
- Maintain openness - want to see something that is more open than Spanish Fork
- Transitional/higher density should be townhomes mixed with pond(s), paths, entertainment, restaurants, etc. by the highway, not apartments and not all low-income
- For the BYU farm area: "Daybreak-like" with roads on the outside blocks, ponds in the middle, medium to low density
- Would like a recreation center with a pool
- Davis Ranch: large lots, 1 acre similar to Woodland Hills, should be resort-like at 1.2 to 2.5 units per acre clustered with paths, parks, and a golf course
- Prefer not to grow past 20,000 people
- Need an extensive trail system
 - Would like to have trails from Davis Ranch connecting to those in Spanish Fork
 - Paths connecting neighborhoods
 - Access to canyons and mountains
- Like the idea of a wetland parks & trails
- Would like swimming parks from irrigation system
- Higher density shouldn't take the form of anything larger than townhomes (no large apartment complexes) - Must be "tasteful", hide parking, near commercial
- Ordinances will make the difference. The city must enforce any adopted ordinances.

Salem City General Plan & Land Use Update
Plan Alternatives Workshop

Group # 7

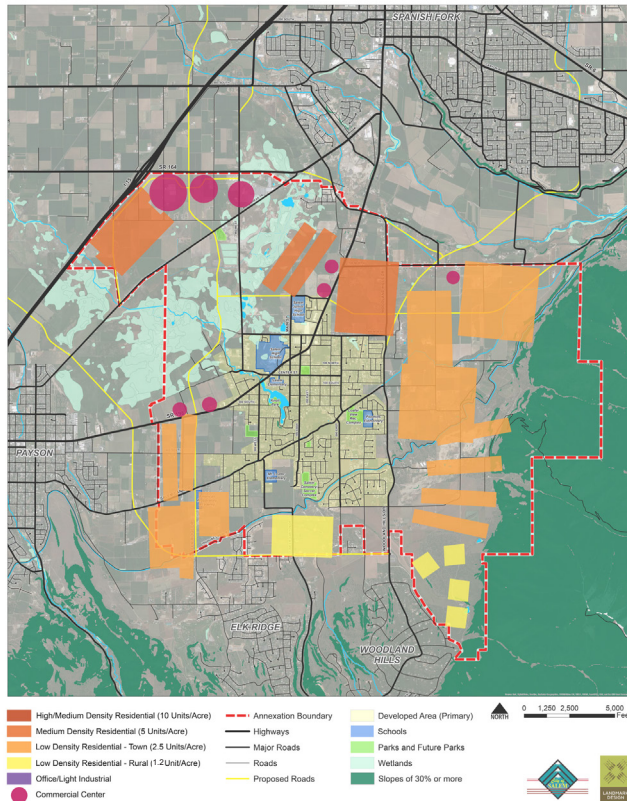


Notes / Comments

- Water is already restricted; how can we handle more demand on the system?
- Mother-in-law apartment should be allowed on owner occupied properties.
- Problem roads include 100 East and Salem Canal Road.
- Animal rights should be included in ordinances to provide future farm not just requiring grandfathered rights.
- Would like to see community gardens.
- No tight roads like the westside of Spanish Fork High School – prefer at least two-lane roads with parking on both sides and 6' or wider sidewalks on both sides of road.
- Our children can't find places to rent so there is a need for some higher density housing.
- Roads in town are busy already – Strengthen outer roads
- Push density to outer edges of the city.

Salem City General Plan & Land Use Update
Plan Alternatives Workshop

Group # 8



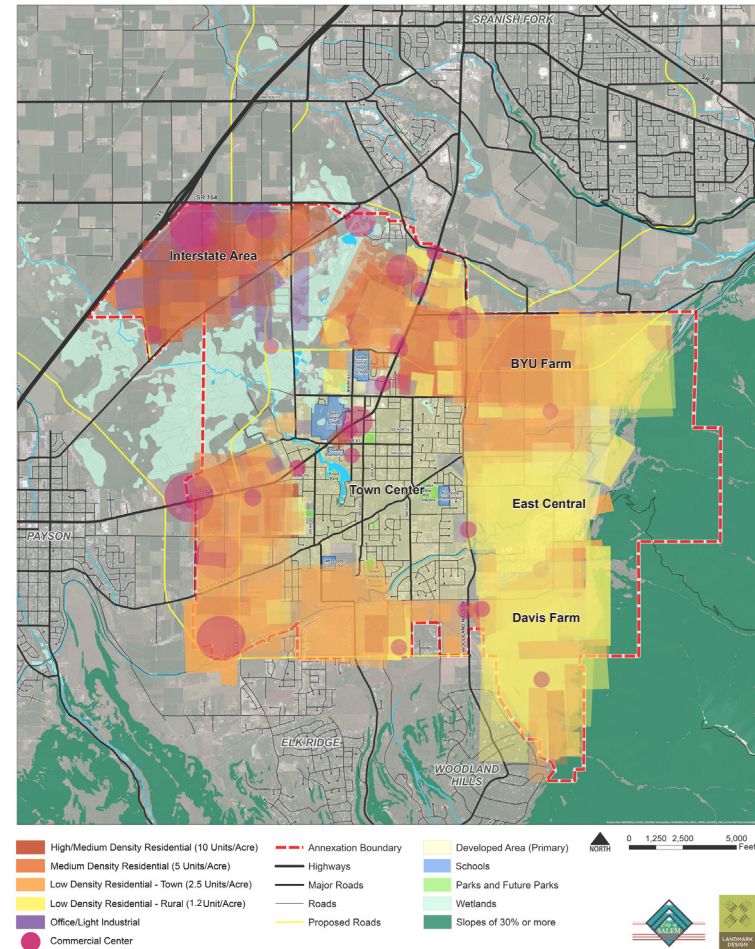
Notes / Comments

- Want more parks.
- Why so many houses?
- Commercial should be placed near freeway interchange at along arterials.
- Neighborhood near Stokes (along highway).
- Small commercial along proposed development of BYU farm area.
- Keep Salem City intact, build on the periphery.
- Place denser housing near the freeway.
- In Bluffdale, property rights are prioritized of their master plan.
- High Density and commercial on arterial roads and by the freeway.

Once the maps were individually analyzed, they were combined in the Composite Analysis Map as follows:

Salem City General Plan & Land Use Update
Plan Alternatives Workshop

Composite Analysis



After reviewing the summary map and the meeting's notes, a number of recurring ideas and themes were identified, as listed below. These will be used in developing the preferred land use concept.

Key Ideas

- All development should be held to a high standard and should reflect the character of Salem.
- Higher density areas near the interstate.
- Commercial areas along major arterial roads and near higher density.
- Office space and light industrial near the freeway.
- Medium/high density and clustered open space at BYU Farm area (NE quadrant of the city)
- Resort/recreational residential in the Davis Ranch Area (SE quadrant of the City)
- Infill existing Town Center area with similar uses.
- Lower density in the foothills (East Central Area).
- Major arterial roads need to be planned and developed to keep up with future growth
- Convert wetlands into regional trail/natural system.
- Develop an extensive trail system through the city, connecting a range of parks, regional open space and community destinations.