



Land Use

3-1 Introduction

This element of the General Plan discusses the land use strategies that are proposed for West Valley City for the next twenty years. These strategies were developed from staff research, departmental input, public input gathered at seven community meetings, as well as consultation with regional planning agencies.

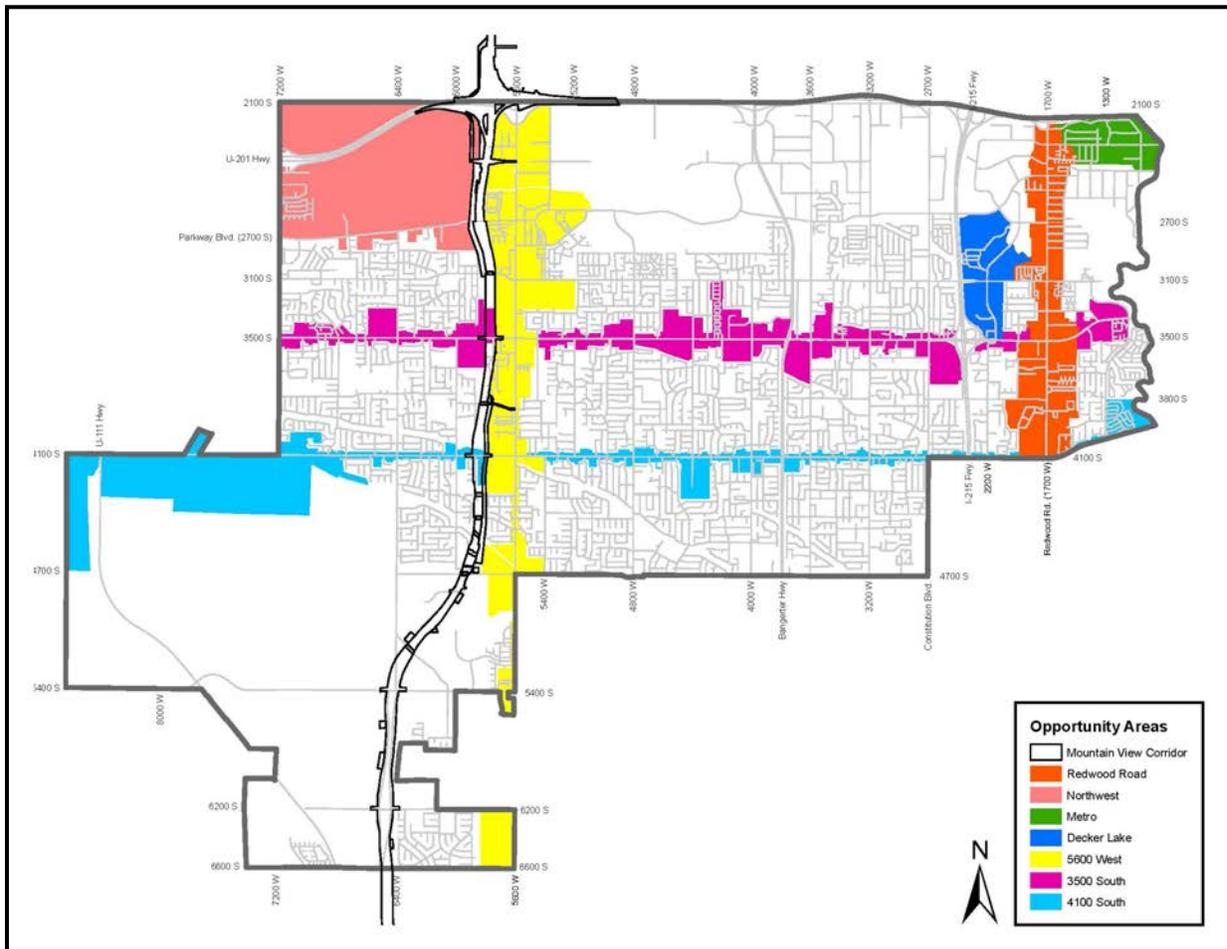
As most of West Valley City is largely built and established, rather than divide the City up into planning districts, the Vision West 2035 Plan focuses on “opportunity areas” for the purposes of suggesting future land use policies. These are areas of the City that are most likely to experience change in the time horizon of the General Plan, and the land use policies for each area are intended to guide the changes in a manner that benefits the community as a whole.

The opportunity areas in West Valley City are:

- The Metro River Trail LRT Station Opportunity Area
- 4100 South
- The Decker Lake Opportunity Area
- The Northwest Opportunity Area
- 3500 South
- 5600 West
- Redwood Road

The opportunity areas are shown in Figure 3-1.

Figure 3-1: Opportunity Areas



City staff performed extensive research on each of the opportunity areas, including:

- Demographics: household incomes, household size, age
- Home values, home ownership rates
- Physical characteristics: lot depth, infrastructure, sidewalks, rights of way, curb cuts
- Property values, rental rates and vacancies
- Current land use and zoning
- Other data of specific relevance to individual areas

After analyzing the data, Planning staff developed two potential future land use alternatives with the assistance of an outside consultant. For each area, one option was presented as a low density/low intensity land use scenario. In some cases, this reflected no change or minimal change from the current General Plan designation. The second option was crafted as a higher density/higher intensity land use option, which generally represented more of a shift away from current land use patterns.

Public meetings were held for the various opportunity areas between June 19, 2014 and August 20, 2014. Property and business owners from the various opportunity areas were invited to these meetings to provide input on the options presented, as well as to present their own suggestions and let staff know issues of importance to them. With the help of an outside consultant, staff used

input from these public meetings to form a single future land use recommendation for each area to be presented to the Planning Commission for recommendation and the City Council for approval. Land uses for areas of the City that are not within opportunity areas were examined as well, and minor adjustments were made as needed. These changes can be seen on the General Plan Map. For a discussion of the existing land uses in West Valley City, refer to Section 1-2, State of the City, in the Introduction.

3-2 Background

The land use policies proposed in this section for each opportunity area and the future land use map were based in part on five guiding principles:

1. The City should preserve and enhance its existing single family neighborhoods.

The preservation of single family neighborhoods is one significant goal of the 2035 General Plan update. With a few limited exceptions, no land use changes are suggested for the majority of single family residential zones within the City. Rather than allowing density throughout the community, this Plan focuses higher density housing and other more intense land uses along opportunity areas serviced by transit.

Existing housing is enhanced further by the types of new residential development that occur nearby, or by infill projects. Therefore, West Valley City should encourage high quality new residential development.

2. The City should encourage industrial and office development to promote revenue and job growth.

The City's revenue is made up of property tax, sales tax, and franchise and other taxes, with property tax being the primary City revenue source. Property tax growth is accomplished by new construction, including redevelopment. Since residential development is taxed at only 55% of its value and commercial and industrial development is taxed at 100% of its value, commercial and industrial development yields more property tax per dollar of value. Therefore the City can increase its property tax revenue collection the most by encouraging commercial and industrial development.

Currently, West Valley City boasts one local job for each employment-aged resident. One goal of the General Plan is to maintain that ratio and to increase employment citywide. West Valley City is a strong performer regionally in the transportation sector, benefitting from our excellent access to several freeways and the synergy that has developed among trucking companies that call West Valley City home. Development of the ARA Industrial Center in the Northwest opportunity area will help to solidify our position in this sector. The City should also seek to expand and grow jobs in other sectors, including those which we do not perform as strongly in.

3. Instead of rezoning more ground for retail, the City should encourage new retail development on existing vacant ground zoned commercial and on aging and/or underdeveloped retail areas.

As major arterials through the City carry increasing volumes of traffic, they tend to become less desirable for owner-occupied single family homes. Staff research has shown that single family homes facing busy streets such as 5600 West, 3500 South, and 4100 South are more likely to be converted to rentals. Over time, land owners often become interested in speculative commercial development. However, rezoning such property to commercial is not recommended for the reasons described below.

Just under 1200 acres are zoned C-1 or C-2 commercial in West Valley City. Of those 1200 commercially zoned acres, approximately 13% are undeveloped as of the end of 2014. Rezoning new land for commercial development makes developing existing commercially zoned vacant ground more difficult.

Even among already developed commercial land, there is room for new buildings. City staff performed an analysis of “underdeveloped” commercially zoned land in the City. As of 2014, approximately 23% of non-vacant commercially zoned land had buildings valued at one quarter the value of the land or less. Stated another way, the land is worth at least three times more than the buildings on the land. New commercial development can be realized on such properties without rezoning.

Older commercial properties also present opportunities for new commercial development. Approximately 20% of the commercially developed properties in the City have buildings that are over 30 years old. As discussed in the Economic Development Chapter, without updating and reinvestment, most commercial development reaches the end of its useful life by around thirty years and needs significant reinvestment and updating to remain competitive in the commercial market. With increased efficiency standards, updates to building codes, and different tenant requirements, redevelopment of older properties can result in better commercial developments.

Another argument against commercial rezoning of residential land can be seen when considering retail vacancy rates. According to research by Commerce CRG, the Central West submarket of the Salt Lake Valley, which contains West Valley City as well as Taylorsville, Kearns, and portions of South Salt Lake and West Jordan, experienced vacancy rates at or below average up until 2009. Over the last several years, vacancy rates have been higher than other sub markets and higher than average. Because of this, the City can experience business growth simply by filling existing vacant commercial space.

Their research also shows that compared to other types of developments that have a significant anchor, anchorless centers don’t perform as well, with vacancy rates averaging five percentage points higher than anchored centers. Speculative, mid-block commercial conversions generally will not provide the critical mass of land required to create an anchored center, so they are likely to underperform.

The example of Valley Fair Mall illustrates the value of redeveloping existing commercial property. The mall was over thirty years old, was experiencing declining sales, and had large quantities of land developed as unneeded parking. With City assistance, owners attracted new anchors for the development, updated the main building, and developed unneeded parking into new pads. The Mall

is now experiencing greatly increased sales, generates far more sales and property tax for the City, and provides new jobs.

There are a few places along busy corridors where the commercial rezoning of residential properties may be appropriate. These areas are detailed on the General Plan Map.

4. The City should encourage transit oriented development (TOD) in strategic locations.

Transit oriented development (TOD) combines different land uses at higher intensities, centered around transit opportunities and built at a pedestrian accessible scale. Rather than separating land uses, TOD seeks to integrate them. In addition to the obvious benefit of placing new residents and employees by transit to promote ridership, TOD can be the catalyst to revitalize blighted areas.

Fairbourne Station offers an example of revitalizing a blighted area through TOD. Desiring to change the area around City Hall into a new town center, the City formed the City Center Redevelopment Area in 2004. When TRAX light rail construction in West Valley City began in 2009, the area around City Hall was a mix of single family homes, duplexes, large and small apartment buildings, a mobile home park, and underperforming commercial buildings of various sizes. The road network served individual developments via a collection of dead ends and private drives, and there was little or no connectivity between various land uses. With significant City and UTA investment, the area is now home to an improved road network, a hotel, a high end multi-family residential development, and new public plaza and park. An office development, expanded retail and restaurant opportunities, improved community services, and a health care anchor will round out the transit oriented development.

5. The City should promote a greater balance of housing by encouraging higher value housing on larger lots.

As discussed in Chapter 7, the City has little high value housing and few large lots. With a relatively small amount of land remaining for residential development, the City should steer high value housing on larger lots to remaining vacant land planned for residential use.

3-3 Vision

West Valley City will promote an overall land use strategy that preserves and enhances existing neighborhoods, encourages industrial and office development, encourages new retail development and redevelopment on existing ground zoned commercial, encourages transit-oriented development in strategic locations, and encourages high value homes on large lots on remaining residential land. This land use strategy will guide development in a manner that continues to make West Valley City a great place to live, work, and play.

3-4 Opportunity Areas

Metro River Trail LRT Station

Summary

The Metro River Trail LRT Station Opportunity Area (Metro) is a 158 acre area located in West Valley City's northeastern corner, bounded by SR-201 on the north, the Chesterfield Neighborhood on the south, Redwood Road on the West, and the Jordan River on the east. Of the 158 acres, currently 151.7 acres or 96% are developed and 6.5 acres (4%) are undeveloped. The bulk of this opportunity area is a business park, and there are two residential neighborhoods comprised of single family and duplex homes. One of West Valley City's four LRT stations is within the Metro Business Park.

Business Park

Some of the buildings in the Metro Business Park were built as far back as the late 1980s. While the buildings have generally aged well, many do not have amenities or configurations that modern tenants require. Generally good grounds maintenance over the years has led to a green, park like setting with mature landscaping and natural features. The Jordan River Trail and the River Trail LRT Station are within walking distance of most businesses.

The two most significant concentrations of business types in Metro Business Park are the professional, scientific and tech services sector, of which according to City 2013 business licensing, there are ten of these types of businesses; and other services which account for thirty-one (48.4%) of the total businesses. The uses described in the Business/Research Park Zone support typical assumed uses in a commercial setting, however, the language for the zone indicates: "A business park setting which will be compatible with nearby residential uses and will promote a quiet, clean environment". This B/RP zoning is only used here and in the Lake Park area of the City. The intent of the zone is to preclude heavier, more industrial uses.

For a period of several years, the Metro Business Park has been struggling with tenant turnover, vacancies, and low lease rates. West Valley City Economic Development estimates business vacancy rates of 20%, although major tenant moves into and out of the park have kept the vacancy rates stable. In spite of vacancies, Metro does have a number of "legacy tenants" that were some of the first to lease in the park. For these tenants, as well as several newer tenants, the location and affordable lease rates were major draws. Raytheon renewed their lease for five years, citing the convenience of the new TRAX station opening across the street and the ease of getting people to and from downtown easily. IHG also liked the proximity to TRAX and the park-like setting. Sentinel Security recently completed a \$4.5M remodel to Class A finish. They were attracted by affordable lease rates and the location.

Area Amenities

The Jordan River Trail runs along the eastern border of the business park. The Redwood Trailhead Park is a seven acre Salt Lake County facility with reservable pavilions, canoe docks, and a pedestrian bridge across the river to trails on other side. There is a LDS Meetinghouse that houses several congregations, including the Jordan View Ward and the Jordan River Cambodian Branch. The Khadeeja Mosque & Islamic Center is just south of the area as well. For residents and businesses, the location is a quiet corner of the City, yet close to services on Redwood Road.

Home Ownership

Single family homes in the Redwood Gardens subdivision were built in the 1950s, the Riverside duplexes were built in the late 1970s, and the few apartments were built in the 1980s. Based on information from the Salt Lake County Assessor's Office, City staff has made the following findings: In Redwood Gardens there are 122 single family homes with an estimated 19% rental rate. In Riverside there are eighty-two duplexes (164 units) with an estimated total rental rate of 82% (134 out of 164 total dwelling units). When the twenty-four unit Aspen Grove Apartments are accounted for, the overall estimated rental rate is just over half (51%) of residential properties in Metro.

Property Values per Square Foot

The single family homes within Metro generally were built in the 1950s on smaller sized lots and have property values averaging \$10-\$15 per square foot (sf). The duplexes within Metro generally have property values in the \$15-\$20/sf range. For the Business Park and other uses property values vary greatly from very low to over \$20/sf. As property values rise over certain thresholds, redevelopment potential decreases without external financial incentives (e.g. tax increment or others). In short, because residential property values are relatively high, redeveloping the land for newer housing is not financially feasible without significantly increasing density. As for the business park, without some financial incentive, major redevelopment is also unlikely.

Roads

Metro Business Park currently has somewhat limited access, as there is no entry into the area from the east, and access can only occur from the west via Redwood Road. A potential UDOT project would add dual left turn lanes from Redwood onto 2320 South, but no other road projects are planned within the park. 2320 South is the main east-west thoroughfare, and has become the main entrance into Metro Business Park over time. Residents have concerns over the volume and speed of traffic on this road, and while it is the primary pedestrian connection to TRAX, sidewalks are incomplete. 2200 South is the other main road into Metro. West Valley City recently took ownership and maintenance of this road and plans to remove the speed bumps, which are believed to direct traffic onto 2320 South. The City also took ownership of the pond along 2200 South and plans to get rid of the dead trees and beautify the area, which can be seen from SR-201. 1300 West and 2250 South are the other major roads in Metro, but these are privately owned by the park. While maintenance is generally good, there are no sidewalks. The City has been approached about taking over ownership and maintenance of these roads, but is not interested.

Transit

Bus transit service for this area is located on nearby Redwood Road. Future service plans include enhanced bus service and potential dedicated center Bus Rapid Transit (BRT) lanes. Currently there is no bus route into or directly through this area, and there are no future bus transit upgrades planned within the Metro opportunity area. The River Trail LRT station is one of the few TRAX stations within the UTA network that does not have any bus connections.

Within a quarter mile radius of the River Trail LRT station, there is over 600,000 square feet of commercial business park space and a major County park and trailhead. Many planning, design, and engineering studies indicate an ideal walking distance for commuters using the train to travel to work is $\frac{1}{4}$ mile or less. In spite of this, the River Trail Station has some of the lowest ridership in the TRAX system. Figure 3-2 shows a $\frac{1}{4}$ mile radius from the River Trail LRT Station.

Figure 3-2: Quarter Mile Radius River Trail LRT Station



Residential neighborhoods lie just outside the ideal $\frac{1}{4}$ mile walking radius, and the network of sidewalks that would connect them to TRAX is incomplete. The sidewalk network within the business park is essentially non-existent, further discouraging transit ridership by business commuters. 1070 West and 2320 South are the only roads in the area with proper sidewalks.

Options Considered

Based on the research presented above, staff created two land use options to present to the public. One was a business park option that would not change land uses, and a mixed use option that would expand land uses and allow higher intensity land uses in order to optimize the LRT station opportunity. The second option included the potential for residential development and more varied commercial to better utilize the LRT opportunity. Both options suggested City infrastructure improvements in the form of a complete sidewalk network, and both suggested City policy or land use changes to take advantage of the LRT, or find a way to capitalize on the park's many positives: transit, trees, quiet, and natural features.

Public Input

Invitations were sent out to approximately 250 property owners and/or business tenants. Approximately twenty people attended the meeting on 6/19/2014. Participants represented an even mix of residents and businesses representatives, so the participants were divided into a residents

group and a business group to discuss land use options. A summary of issues and concerns they voiced is listed below:

- Both residents and business tenants enjoy the quiet and park-like feel of the area, offered by a lack of through traffic and the isolated location.
- Residents and business tenants alike enjoy their proximity to TRAX and the Jordan River Trail, but complained about the lack of parking at the station. Residents also complained that UTA doesn't keep the ticket machine stocked, and that it seems like UTA has neglected this station.
- Residents complained that the police seem unresponsive, with repeated issues at River Trail Park unaddressed.
- Residents expressed a desire for better enforcement and enforcement of property maintenance and parking ordinances in their neighborhoods.
- Residents in particular are concerned about the lack of sidewalks and the condition of roads.
- Business owners are also concerned about the lack of sidewalks, but are reluctant to invest in such infrastructure given business park performance. They would like City incentives or other assistance with this.
- Better pedestrian connectivity and property maintenance were listed as the key concerns.
- Poor maintenance and code enforcement regarding vacant commercial spaces was also a concern.

Land Use Recommendation

Due to access and other concerns, more varied land uses under a mixed use scenario are unlikely to be successful within the twenty year planning time frame of this update. The City has limited funds to spend here, and without an Urban Renewal Area (URA) or other mechanism being established, City incentives are unlikely, and the major property owners do not seem likely to invest in infrastructure improvements given current commercial performance. Basic infrastructure improvements to sidewalks and lighting would help both the LRT station and the Metro Business Park. The City should also pursue changes specific to the Business/Research Park Zone that would allow some flexibility where parking requirements, setbacks, and uses are concerned. The idea of these changes would be to give a tenant the flexibility to stay in Metro and expand, rather than move out to seek out newer space.

Metro Issues, Goals, and Actions

Issue: Lack of Sidewalks and Limited Pedestrian Walkability

Although the Metro Business Park Area has sidewalks existing within the district, they do not make logical connections, are incomplete, or do not travel to and from destinations such as the light rail station where pedestrians desire to walk. Safe sidewalks and crosswalks need to be provided within the 2320 South corridor into the business park and to the LRT and Redwood Trailhead Park.

3.1 Goal: Better pedestrian connectivity, walkability, and safety.

- 3.1.1 Action:** Complete the sidewalks and consider other pedestrian safety improvements along 2320 South and within the Redwood Gardens neighborhood in order to connect residential areas to the business park and the River Trail LRT Station.

3.1.2 Action: Examine lighting options for pedestrian paths within Metro to increase use and safety at nighttime.

3.1.3 Action: Determine if traffic calming measures (not speed bumps) are warranted along 2320 South.

Issue: Low Volume Ridership of River Trail Light Rail Station

West Valley City should pursue land use strategies and policy decisions that will encourage increased ridership at the River Trail LRT Station. At a minimum, business commuters at this location should be encouraged to ride TRAX.

3.2 Goal: Increase commuter use of River Trail LRT.

3.2.1 Action: Work with UTA to provide more parking at or near the River Trail LRT Station, to better advertise the parking that does exist, and to improve lighting for better nighttime safety.

3.2.2 Action: Work with UTA to better attend to basic needs such as ticket machines and basic signage indicating directions to the LRT station.

3.2.3 Action: Study feasibility of bus route connection to the LRT station.

3.2.4 Action: Work collaboratively with business park owners and tenants to complete a sidewalk network within the critical ¼ mile radius.

Issue: Business Park Structures and Metro Area Infrastructure Improvements

Structures located within the Metro Business Park are aging and becoming less desirable for tenants without major upgrades. Fire suppression within the buildings, and taller ceiling heights were cited as two examples of sought after improvements within the business park structures that would make the buildings more rentable. Additionally, infrastructure improvements such as improved traffic flow (remove speed bumps), upgrading or moving power lines, more and better lighting to increase the safety of the area were some suggestions provided during public input to make the area more appealing. Some of the suggested pedestrian and TRAX improvements listed above could also qualify as infrastructure improvements for the area.

3.3 Goal: Encourage modernization and updates to business park buildings and infrastructure.

3.3.1 Action: Determine the cost of and prioritize potential Metro area improvements. Analyze the feasibility of an assessment area, EDA, URA, or other tools to fund improvements.

3.3.2 Action: Consider City-sponsored land survey and application to FEMA for removal of the area from flood plain status in order to generate income for desired improvements.

4100 South

Summary

4100 South is a nine mile long major east-west corridor in West Valley City. The entire 15.6 mile long corridor travels from Magna/West Valley City at U-111 on the western side of the Salt Lake Valley to Wasatch Blvd. in East Millcreek. While 4100 South is primarily a residential street, heavy traffic volumes and impending Mountain View Corridor impacts at 5600 West are making the street less attractive for residents, and there is increasing pressure for residential to convert to rental or speculative commercial land uses. For the purposes of our discussion, it is useful to divide the street into four sections, each with its own unique considerations.

Land Use

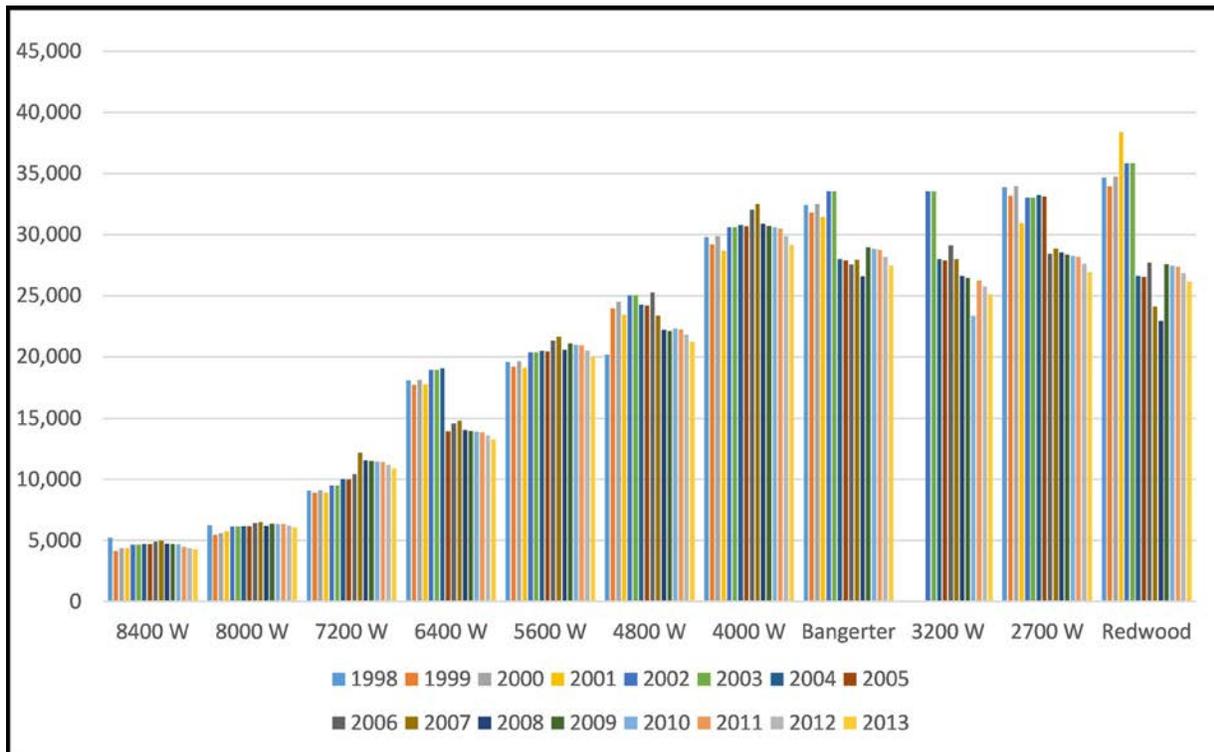
The land use pattern is predominantly single family residential, with commercial and some higher density residential located near major intersections for the entire length of 4100 South. The current land uses align relatively closely with the zoning map.

- 8400 West/U-111 to 5600 West: Mostly vacant and industrial land to 7200 West, turning to single family residential at 6400 West to 5600 West.
- 5600 West to 4000 West: Predominantly single family residential with most commercial at major intersections (5600 West and 4000 West), some multi-family residential at 4000 West, Hunter High School at 5600 West and library at 4000 West.
- 4000 West to I-215: Mostly single family residential with pockets of multi-family residential, commercial and community space at Bangerter Highway.
- I-215 to Jordan River: mix of single family and multi-family residential, commercial at Redwood Road and mobile home housing at the eastern edge.

Traffic and Road Considerations

The resident perception is that traffic volume on 4100 South is increasing every year. However, Utah Department of Transportation (UDOT) data shows that Annual Average Daily Traffic (AADT) increased each year on 4100 South until it peaked in 2007 at five of eleven major north/south intersections. The other six major north/south intersections experienced AADT peaks before 2007. Generally, AADT on 4100 South has actually decreased from peak traffic conditions in previous years. Balancing out this slight decrease in AADT will be a presumed increase in traffic when the Mountain View Corridor connects to 4100 South in 2018. See Figure 3-3 for AADT trends for 4100 South.

Figure 3-3: 4100 South AADT 1998-2013



Source: UDOT

The physical configuration of the road right-of-way changes considerably traveling west to east, in terms of number of lanes, presence of curb and gutter, and presence of sidewalks and park strips:

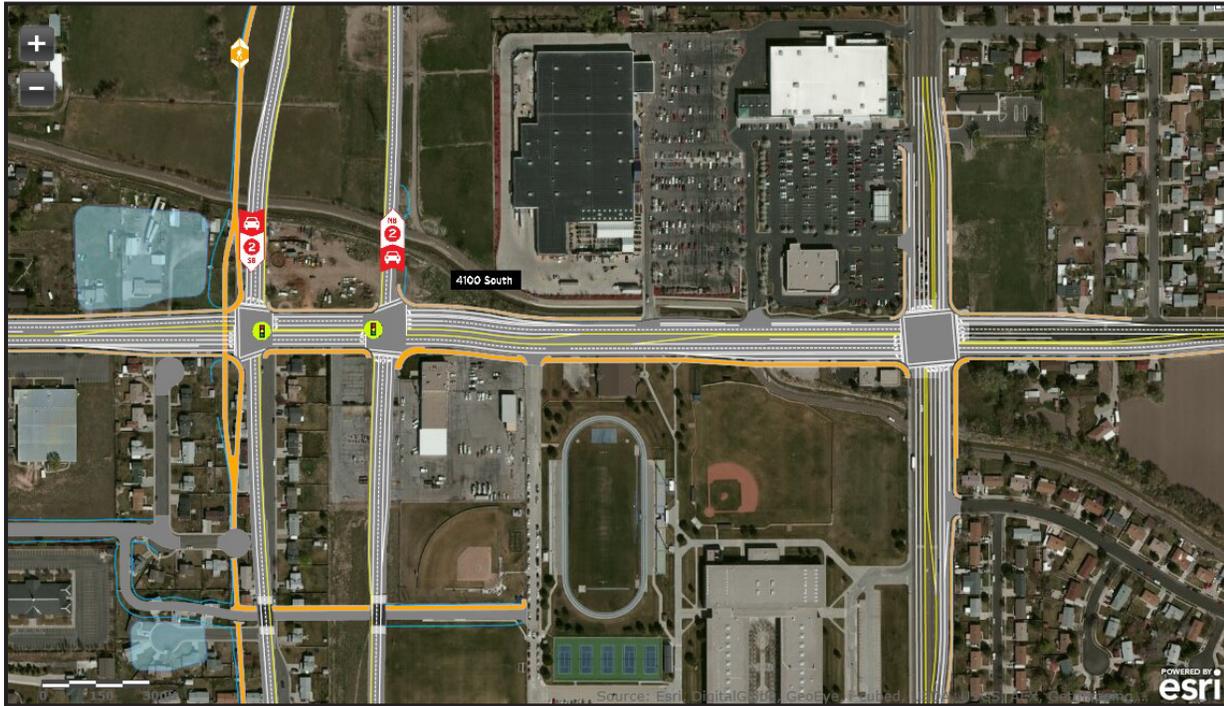
- 8400 West/U-11 to 5600 West: From the western edge of the City, the street widens from two lanes (no shoulders, no sidewalks, no park strips) to three lanes at 6865 West, and remains three lanes to 5600 West (with shoulders, sidewalks, intermittent park strips). No sidewalks exist from the western edge of the City until residential development begins at 6900 West.
- 5600 West to 4000 West: 5 lanes (no shoulders, continuous sidewalks, intermittent park strips)
- 4000 West to I-215: 7 lanes from 4000 West to 3600 West (no shoulders, continuous sidewalks, intermittent park strips), tapering back to 5 lanes from 3600 West to I-215 (with variable shoulders, continuous sidewalks, intermittent park strips)
- I-215 to Jordan River: 5 lanes (with variable shoulders, continuous sidewalks to 1500 West, intermittent park strips)

In spite of regular maintenance and resurfacing, the physical condition of the road is deteriorating. Portions of the road are approaching a point where they can no longer be resurfaced or repaired and must be completely rebuilt. Although UDOT will fund improvements to portions of the road around 5600 West related to Mountain View Corridor (MVC) construction, 4100 South is a City road and funding for other improvements will need to be budgeted.

Mountain View Corridor Impacts

Planned improvements for the 4100 South corridor from 6000 West to just east of 5600 West include widening from two to four lanes and additional left turn lanes. Pedestrian movement will be impacted at three major intersections, especially at the eight lane/BRT intersection location at 5600 West. See Figure 3-4 for planned MVC design.

Figure 3-4: Mountain View Corridor Impacts



Source: UDOT

Transit

Bus Route 41 has high average monthly weekday ridership when compared to the other bus routes in the City. This route is a local line, which provides transit services from neighborhoods to schools, a library, Salt Lake Community College, a clinic, shopping centers and TRAX stations.

Demographics

Table 3-1 contains key demographic information from 2013 ESRI Business Analyst Online for the one-mile radii surrounding two intersections on 4100 South. The intersection at 4100 South at 5600 West generally has developed more recently and provides newer housing stock at higher average home values, higher incomes, and higher home ownership rates. Conversely, the area around Redwood Road has significantly lower incomes, a significantly higher rental rate, and smaller households in older developments and apartments than the citywide average.

Table 3-1: 4100 South Demographics Comparison

	4100 S 5600 W	4100 S Redwood Rd.	West Valley City
Household Income <\$15,000	5.7%	13.0%	9.3%
Average Household Income	\$72,715	\$51,503	\$60,860
Average Household Size	3.83	2.69	3.48
Owner Occupied	78.0%	50.8%	64.4%
Renter Occupied	17.8%	44.2%	30.9%
Vacant	4.2%	5.0%	4.7%
Average Home Value	\$189,340	\$175,558	\$182,960
Hispanic Origin	31.8%	28.7%	35.6%

Source: ESRI Business Analyst Online

Property Values per Square Foot

As property values rise over certain thresholds, the potential for redevelopment to occur without external financial incentives such as tax increment to offset land costs decreases. The western side of the 4100 South corridor at 6865 West where residential uses begin is characterized principally by residential homes with values averaging \$15-\$20 per square foot (sf) until 6000 West where school/park uses begin and values drop to \$5/sf or less. At the 5600 West intersection values range from very low to over \$20/sf. Traveling east from 5600 West, property values vary greatly until 4000 West where they rise again to mainly over \$20/sf. From 4000 West to 1300 West, property values again vary greatly. Values demonstrate a significant decline at 1300 West to the edge of the City averaging \$10/sf or less.

Residential Rentals

Casual observation seemed to indicate that residences along 4100 South were converting to rentals. Staff research supported this conclusion, and offered a few reasons why:

1. Homes that face 4100 South tend to have lower values. The more a home is impacted by the street, the lower the value is. West of 5600 West, there's roughly an equal mix of front and rear facing lots. East of 5600 West, many more homes face the street. In all, there are 344 single family homes along 4100 South. The relationship between orientation and value is shown below.

- 50% of homes are front facing (\$141,518 average value)
- 23% of homes are side facing (\$150,250 average value)
- 27% of homes are rear facing (\$156,667 average value)

2. Homes that face 4100 South tend to be rentals. The more a home is impacted by the street, the more likely it is to be a rental. Staff's citywide rental analysis in June 2010 estimated that approximately 3,130 out of 28,585 homes were likely rentals (11% of homes being rented). A slightly higher percentage than the City average occurs on 4100 South; there are 64 (19%) estimated rental single family homes along 4100 South:

- 24% of front facing homes are presumed rentals
- 21% of side facing homes are presumed rentals
- 7% of rear facing homes are presumed rentals

Residential Conversion to Other Land Uses

In addition to conversion to rental properties, there seems to be some interest in rezoning residential properties to convert them to commercial land uses. People who own property on a busy street often assume that their property is valuable for commercial development by virtue of traffic alone. With this in mind, staff researched where commercial development might make sense along the corridor. Generally speaking, 120 feet is the minimum lot depth required to build a commercial building (taking into account setbacks, landscaping buffers, parking, and buffers from other land uses). In total, 119 (35%) of single family home lots are at least 120' deep:

- 44% of front facing homes are at least 120' deep
- 13% of side facing homes are at least 120' deep
- 35% of rear facing homes are at least 120' deep

On 4100 South the majority of single family homes are on lots less than 120' deep; however a significant grouping of 120'+ deep lots are located between 5600 West and 4000 West. Based purely on the physical aspects of depth and orientation, the lots that would make more sense to develop commercially would be the 119 that are both 120' deep and front facing. Other factors may limit the commercial viability of these parcels, such as lot width, frontage relationship to intersections, and market demand.

Options Considered

Based on staff research indicating that property values, lot depths, and road impacts have led to rental conversion and some mid-block speculation on higher intensity uses, staff prepared two land use options. The first was a low density/lower intensity land use scenario that would largely retain the residential nature of the road, allowing some limited low impact commercial development around major intersections. The second option was a higher density/higher intensity option intended to take better advantage of planned enhanced bus service by allowing residential density beyond single family. Additionally, between 5600 West and I-215, where lot depth and size would allow it, more commercial development would be allowed.

Public Input

Invitations were sent out to approximately 575 property owners. Approximately sixty people attended the meeting on 6/26/2014. Generally, residents and property owners like the "feel" of 4100 South (rural, not so busy, not so much commercial), the convenient businesses that are there (clinic, Smith's, Garden Center). Even though the road needs work, it moves traffic fairly well. The volume and speed of traffic are concerns, as well as pedestrian safety, the poor condition of the road, and other nuisances (graffiti, crime, etc.).

Residents and property owners expressed two desires: to keep the road primarily residential in nature, and to make repairs to 4100 South in order to improve efficiency and safety for both vehicles and pedestrians. In particular, measures that might slow traffic speed while maintaining overall efficiency were desired. Concrete walls or improved fences should be considered where there are long stretches of fences. There should be a few key pedestrian crossings with signs and lights to improve safety around schools and churches. Overwhelmingly, residents chose the low density/low intensity option, and thought that commercial rezones should only be allowed when there was sufficient acreage to create something meaningful. If there is multi-family residential development, it should be condos and townhomes rather than apartments.

Land Use Recommendation

Specific land use recommendations are described for individual sections of 4100 South:

- (West of 7200 West): ATK land remains heavy industrial.
- 7200 West to 5600 West: Primarily low density residential. A small area of residential office and general commercial at the intersection of 6000 West. When 4100 South gets widened, the City should install consistent concrete walls on back facing lots and consistent street lighting and pedestrian accommodations on this section of the road.
- 5600 West to 5400 West: Neighborhood commercial and residential office at the northeast corner of 5600 West. On the south side of 4100 South, general commercial at the southeast corner of 5600 West.
- 5400 West to 4000 West: Limited residential office and general commercial at the intersections of 5600 West, 4800 West, and 4000 West.
- 4000 West to I-215: Primarily low density residential with some neighborhood commercial and residential office at minor intersections. When the road is reconstructed, the City should install consistent walls and lighting.
- I-215 to Jordan River: Low density residential with a small area of neighborhood commercial at 2200 West and general commercial at the Redwood Road intersection (discussed in Redwood section).

4100 South Issues, Goals, and Actions

Issue: Compatibility of Residential and Future Growth

Options for residential office mid-block and more intensity with both commercial and residential uses were explored throughout the 4100 South Corridor, but maintaining the residential character of the roadway and limiting strip commercial was deemed important. Low density residential should be predominate, except for areas surrounding major intersections.

3.4 Goal: Maintain single family residential character.

3.4.1 Action: Install concrete walls or other consistent, decorative fencing as part of new road improvements or development. This could either be done as sections of the road are rebuilt, on a parcel by parcel case as redevelopment occurs, or the City could make an effort to do it all at once as a priority project.

3.4.2 Action: Deny mid-block zone change requests from single family to more intense uses.

3.4.3 Action: Update the Neighborhood Commercial Zone to ensure compatibility with adjacent residential development. Revisions should address parking, screening, land uses, and aesthetics.

Issue: 4100 S Infrastructure Improvements

Make infrastructure improvements to improve east-west traffic flow, install more and better lighting, and make pedestrian safety improvements.

3.5 Goal: Reconstruct sections of 4100 South that can no longer be effectively repaired, or carry the highest volumes of traffic.

3.5.1 Action: Perform a complete reconstruction of 4100 South between 5600 West and 4000 West. This reconstruction should incorporate traffic and pedestrian safety improvements discussed below.

3.5.2 Action: Reevaluate the need for widening along 4100 South upon events such as the completion of the Mountain View Corridor, development of the bench areas of the Oquirrh Mountains, or redevelopment of ATK land.

3.6 Goal: Upgrade 4100 South infrastructure and management for vehicles.

3.6.1 Action: Review signal timing, speed limits, turn lanes, and traffic calming measures for the entire road, taking into account the specific needs of particular sections, and implement changes as needed.

3.7 Goal: Upgrade 4100 South infrastructure for pedestrians.

3.7.1 Action: Study existing night lighting in key areas to determine if more is needed by the seminary building, at West View Park and street lights traveling west after 5600 West.

3.7.2 Action: Investigate measures that can be taken to provide physical separation between vehicles and pedestrians, such as barriers and park strips.

3.7.3 Action: Make aesthetic improvements in conjunction with pavement reconstruction projects west of 4000 West. These improvements could include new streetlights, stamped concrete park strips, street trees, and improved fencing or barrier walls. Also consider similar improvements east of 4000 West to create consistency along the street.

Issue: 4100 S Bike Route

While the north part of the City is well served by east-west bike routes, there is no continuous east-west bike route in the southern part of the City. Between the Mountain View Corridor/5600 West and 3600 West, there is not sufficient right of way to accommodate both traffic and a bike lane, and the road is too busy to encourage a shared Class 3 Route. The County has expressed a desire to have an east-west route in this vicinity.

3.8 Goal: Complete a designated major east-west bike route on or near 4100 South.

3.8.1 Action: A Class 2 bike route should be installed from 3600 West to the Jordan River, where sufficient right of way exists. An alternate path between Redwood Road

and 3600 West would be at approximately 3800 South. Explore ways to connect residential streets to make a continuous east-west bike path through neighborhoods either north or south of 4100 South west of 3600 West.

3.8.2 Action: Work with UDOT to secure funding for a bicycle and pedestrian overpass over the Bangerter Highway to serve this route.

Decker Lake

Summary

The Decker Lake Opportunity Area is a 232 acre area located north of 3500 South and east of I-215. Of the 232 acres, currently 210 acres or 90.3% are developed and 23 acres (9.7%) are undeveloped. Decker Lake is West Valley City's entertainment district, home to the Maverik Center and the Hale Center Theatre, as well as numerous hotels and restaurants.

Land Use

North of 3100 South, Salt Lake County maintains Decker Lake, a thirty-two acre facility which provides storm detention for approximately 30% of the City and recreational opportunities. There are two apartment complexes, the 304 unit E-Gate apartments and the 104 unit West Pointe apartments, and two hotels, the Staybridge Suites and Holiday Inn Express. Petzl (81,000 sf/100 employees) and Homeland Security (91,000 sf/250 employees) are two of the major business park tenants. A Rocky Mountain Power utility corridor includes event and UTA parking east of Decker Lake Drive and a potential source of additional event parking west of Decker Lake Drive. The area's undeveloped land includes five acres west of the TRAX station and sixteen acres west of the Decker Lake Drive. Some 2000 employees work just north of the Decker Lake detention facility, in the Franklin Covey campus area. South of 3100 South, the Maverik Center, Hale Theatre, five hotels, and several restaurants complete the area. The Shoppes at Decker Lake is a strip mall that forms a gateway to the district. The seven hotels of the Decker Lake area perform well and enjoy high occupancy rates (third best in the Salt Lake Valley after downtown and the airport).

Transit

The Decker Lake Opportunity Area is served by two bus routes on 3500 South and the TRAX Green Line with a stop at Decker Lake LRT station.

Decker Lake LRT Station

Many planning, design, and engineering studies indicate an ideal walking distance for commuters using the train to travel to work is ¼ mile or less. Figure 3-5 shows the ¼ mile radius from the Decker Lake LRT station. Located within the green ¼ mile circle are commercial offices, apartments and a major entertainment venue. A 2012 UTA study showed this station to have low ridership compared to other TRAX stations; additional development within the ¼ mile radius could improve utilization of the LRT station.

Other than the West Pointe apartments, many of the residences and businesses lie on the outskirts of the ¼ mile radius, and many of those either have poor sidewalks or very circuitous paths to access the LRT station.

Figure 3-5: Quarter Mile Radius from Decker Lake LRT Station



Traffic

Events at the Maverik Center impact traffic on I-215, 3500 South, 3100 South, and Redwood Road. In particular, 3500 South between the I-215 off ramps and Decker Lake Drive experiences significant congestion during event load and unload. A traffic study produced by Avenue Consultants for the area suggested that a combination of reversible lanes and adjusted traffic signal timing would help to move event traffic more efficiently. Their proposal was to have three lanes turning north from 3500 South onto Decker Lake Drive during event loading.

Roads

This section of 3100 South is a five lane road with sidewalks on both sides of the street. Park strips are also in place except for along the south side of the street east of Decker Lake Drive. Decker Lake Drive is also a five lane road until just north of 3100 South where the road changes to four lanes to accommodate light rail. This road was rebuilt between 3100 South and 2770 South when the TRAX line was installed and no future widening is planned. With some exceptions, eight foot park strips and eight foot sidewalks exist between 3500 South and 3100 South. North of 3100 South, sidewalks are generally at or near the back of the curb. 3500 South includes three lanes in each direction with additional lanes to accommodate turning movements. The sidewalk along the north side was recently widened to eight feet. 3100 South has sidewalks across I-215.

Age of Structures

Commercial development in the Decker Lake area varies in terms of age. The Shoppes at Decker Lake on 3500 South was built in the mid-1980s, but was remodeled in recent years. Office developments date as far back as 1991, but the Homeland Security building was built in 2011 and the Petzl building in 2014. The Maverik Center itself and the Hale Center Theatre were built in the late 1990s. Hotels south of 3100 South date back to the mid-1990s and those to the north were built in 2009. Restaurants were mostly built in the late 1990s and early 2000s. The West Pointe apartments were built in 1973 but have been recently remodeled, and the E-Gate apartments were completed in 2009.

Options Considered

Given the relative newness of the area and the fact that the area is mostly built out with very little vacant land remaining, staff presented a no-change option and an option that suggested greater City involvement along with a slightly higher density/higher intensity mixed use on the corner of Decker Lake and 3100 South. This option might include streetscape improvements, public art or plazas, and improvements to address traffic issues.

Public Input

Invitations were sent out to sixty property owners. Approximately twelve people attended the meeting on 7/10/2014, all of them representing business interests. There was a group of people representing the hospitality group and a group representing the interests of vacant land owners in the business park who had recently been denied a zone change.

Business owners enjoyed the good highway access and TRAX, the entertainment district “feel”, and feeling part of an anchored destination in the valley. However, they also dislike event traffic and parking management, the poor maintenance of the power line corridor and vacant lots. They feel that the Maverik Center is underused and the district is ineffectively marketed. They would very much like to see improved management of event traffic and parking and the vacant lot and power corridor cleaned up. It was also hoped that some special sign considerations could be made to identify the area and make it more obvious how to access it by highway. The business park owners had been denied a rezone to build apartments, so much of the discussion centered on this. In the end, they hoped for some type of mixed use that would let them do some residential because they believe additional office is not feasible.

Land Use Recommendation

Land use designations recognize that the area is mostly developed and that there will not be significant changes in land use other than development of remaining vacant parcels and intensification of existing development. North of 3100 South, the business park designation is applied to land immediately on either side of Decker Lake Drive until the apartment complexes, which are high density residential. From the utility corridor south to 3500 South, the entertainment district designation applies, with a few utility and community uses.

Decker Lake Issues, Goals, and Actions

Issue: Improve Vehicular Circulation and Pedestrian Walkability

Although the Maverik Center has great access from I-215, issues arise during events when peak traffic soars and vehicles have a difficult time getting to events. Local roads become congested and vehicles must wait through many light cycles to make left turns. Additionally, pedestrians leaving the light rail station must cross major roads to get to the entertainment core venues of the Maverik Center, Hale Center Theatre, and restaurants.

3.9 Goal: Improve vehicle and pedestrian circulation and safety.

3.9.1 Action: Review event traffic study prepared for area and determine if proposed solutions are feasible per budget and future development plans.

3.9.2 Action: Consider implementing changes such as alternating lanes during peak traffic hours and adjusting signal timing.

3.9.3 Action: Examine options for improving pedestrian crosswalks to increase safety especially at nighttime, including better signage, striping, lighting, flashing lights and other measures.

Issue: Improve Entertainment District Branding and Marketing

Although the Maverik Center and the surrounding entertainment district has great visibility from I-215, it is less obvious how to get there, especially if one is trying to avoid the 3500 South entrance. Directional signs to get to the Maverik Center are either not clear or nonexistent, and there are no signs identifying the entrance to the Decker Lake entertainment district.

3.10 Goal: Assist entertainment district businesses with effective branding, marketing, and identification of the area.

3.10.1 Action: Look into possibilities for developing a cohesive plan to market Decker Lake as an entertainment destination within the valley. Brand the area and market it off premise.

3.10.2 Action: Look at options for signs or entrance features at the various entry points to the district, particularly on Decker Lake Drive.

3.10.3 Action: Look into improved directional signage.

Issue: Improve visual appeal of both developed and undeveloped areas

During public input multiple parties identified the unattractiveness and overall conditions of the power corridor area and the vacant land pockets within the business park. The unappealing appearance detracts from the overall experience of the area. Given that there are multiple agreements between multiple entities in the area regarding easements and parking, it is unclear who is responsible for maintenance of unused or undeveloped portions of the utility corridor.

3.11 Goal: Upgrade visual appeal of unmaintained vacant areas.

3.11.1 Action: Work with land owners and concerned parties to determine responsibility for grounds maintenance on the various easements and vacant parcels in the Decker Lake Area.

3.11.2 Action: Work with Rocky Mountain Power and affected parties to come up with a long term management plan for their power line corridors.

3.11.3 Action: Analyze streetscape of district and gauge if improvements are warranted.

Northwest

Summary

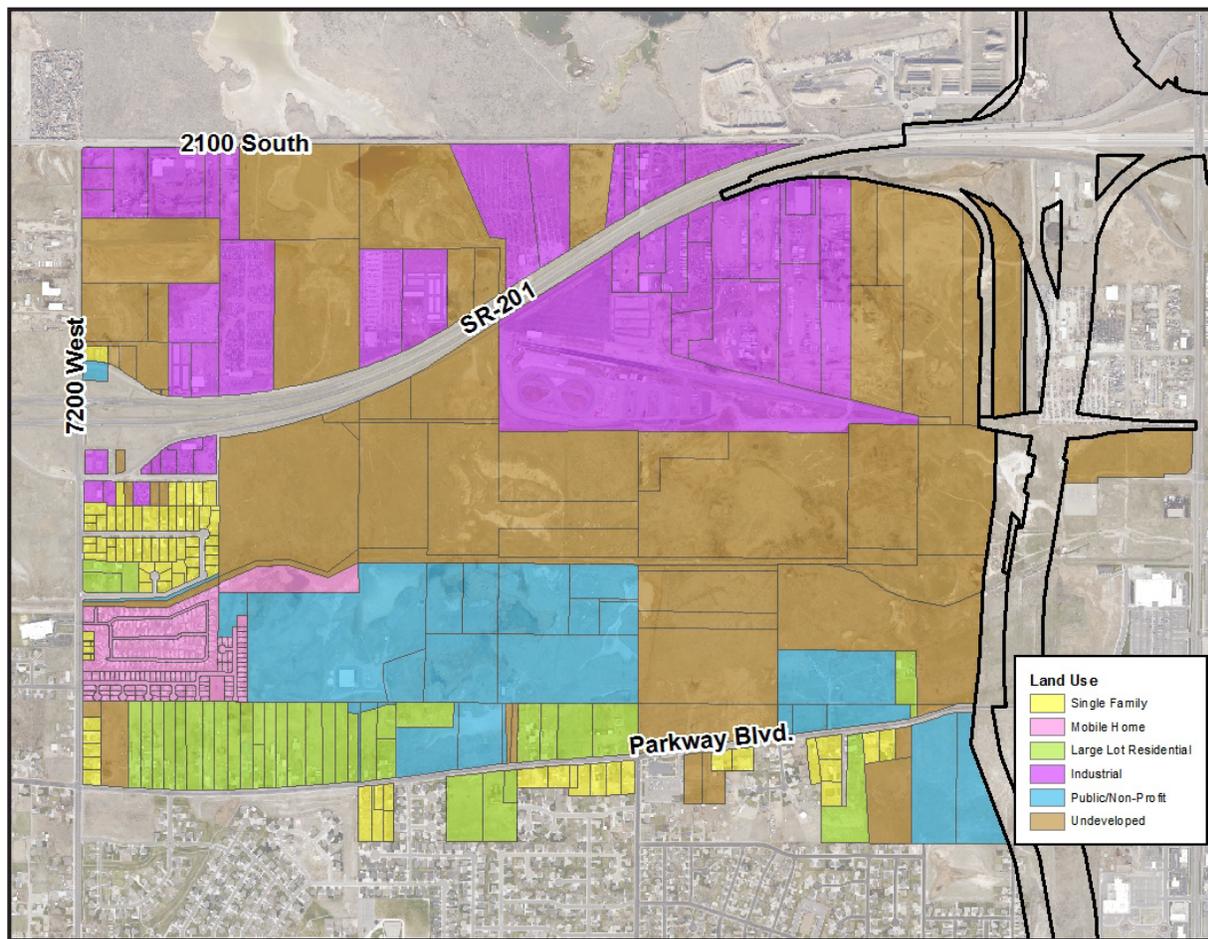
The Northwest Opportunity Area is a 1,148 acre area located in West Valley City's most northern and western corner. Of the 1,148 acres, currently 472 acres (41%) are developed and 676 acres (59%) are undeveloped. This is currently the largest expanse of undeveloped land in the City, but a large industrial park, the ARA Industrial Center, was recently approved. The Mountain View Corridor will eventually be built along the eastern edge, separating it from 5600 West.

Residents enjoy ready access to SR-201, and will have access to the future Mountain View Corridor. There are large, natural open space areas. A trail is planned along the Riter Canal, which will complete the Crosstowne Trail. This trail will connect into a future trail along the Mountain View Corridor as well, and the Sugar Plum trails are nearby. There is a church on Parkway, and the nearby 5600 West corridor offers shopping, restaurants, and entertainment.

Land Use

The area north of SR-201 is largely industrial uses and vacant land. The area between the southern edge of SR-201 and the Riter Canal is mostly vacant land, with the Rocky Mountain Raceway, manufacturing, and a small pocket of commercial. Between the Riter Canal and Parkway Blvd., there is single family housing and mobile home housing east of 7200 West, with some manufacturing. East of these neighborhoods, there is a large vacant stretch owned by utilities, then east of 6400 West is a mix of vacant and agricultural land, along with low density housing. South of Parkway Blvd. is large lot single family and agricultural. As most of the residential land is zoned agricultural, many of the residents have animal rights. Figure 3-6: Northwest Land Use shows how different land uses are situated within the subject area.

Figure 3-6: Northwest Land Use



Regional Considerations

The State of Utah owns the ground directly north of the City boundary. This property houses the Lee Kay Center and is likely to remain undeveloped. SR-201 is an important regional facility that has spurred significant light industrial development, especially trucking/distribution related businesses. Magna's General Plan includes a goal to enhance 7200 West as a gateway through signage and/or landscaping.

Wetlands

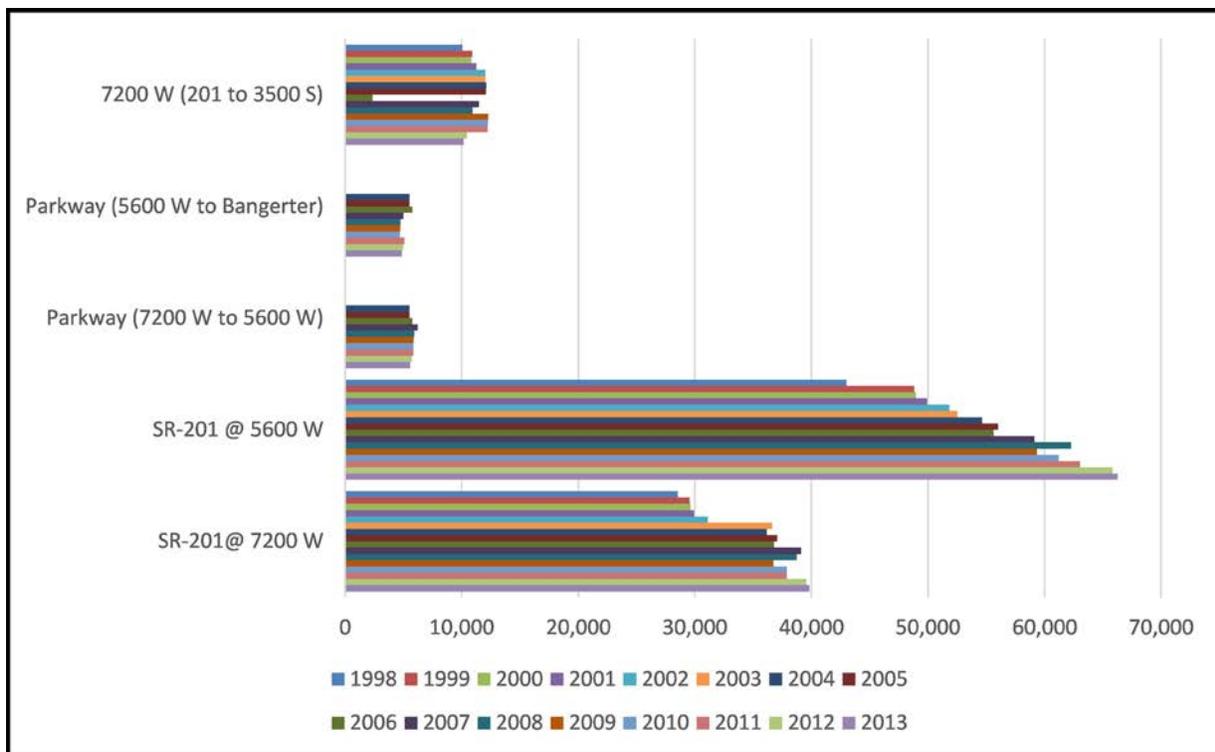
The 79.4 acre area between the Riter Canal, Magna Water Land, 6400 West, and Parkway Blvd. currently serves as storm water detention for approximately 1/3 of the City. This area is anticipated to handle all future City detention needs, and it is not anticipated that any additional land will be needed for detention purposes. West Valley City intends to preserve this natural area and make it accessible to the public as a unique natural resource for the City, with potential boardwalks and/or trails connecting to the Crosstowne Trail along the Kennecott owned Riter Canal. The Riter Canal runs east-west across the entire area, serving as a natural barrier between industrial land uses to its north and residential and agricultural uses to its south.

Some of the vacant land in this area has historically been considered wetlands. Many of these areas are no longer classified by the Army Corps as wetlands and other areas have not had standing water on them for years. Nonetheless, the area is low-lying with a high water table, and future development will need to take this into account.

Traffic and Transit

UDOT data shows that, generally, Annual Average Daily Traffic (AADT) has remained stable or increased when measured at each major intersection in the Northwest area. Unlike the AADT in the rest of the City, which has generally been declining since 2007, average daily traffic is increasing in this area with development along 5600 West. AADT has significantly increased along SR-201. There is currently no transit service that serves this area and there is no transit service planned for this region; the closest current lines are 3500 South and 5600 West. See Figure 3-7 for historical AADT.

Figure 3-7: Northwest AADT 1998 to 2013

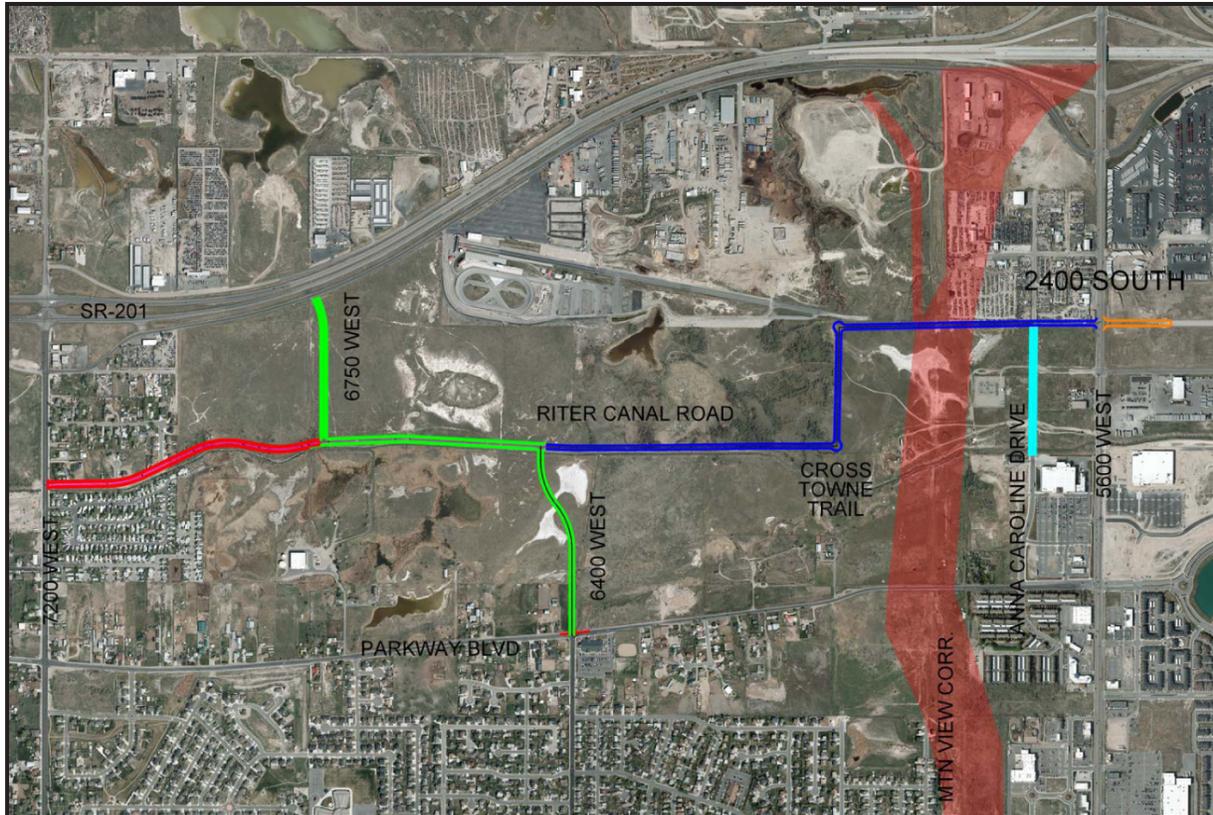


Source: UDOT

Road Projects

At the time of this update, significant road construction projects were either underway or planned for the area. The development of the ARA Industrial Center will bring increased truck traffic to the area.

Figure 3-8: Northwest Road Projects



Source: West Valley City Public Works

The following are road projects included in the Wasatch Front Regional Council 2015-2040 Regional Transportation Plan.

- SR-201 will be widened to 6 lanes from 7200 West to 5600 West by 2034.
- Parkway will be widened to 4 lanes from 7200 West to 5600 West by 2024.
- An interchange on SR-201 at 7200 West will be constructed by 2034.
- The first phase of the Mountain View Corridor with at-grade intersections from 5400 South to 4100 South will begin construction in 2016. The portion between 4100 South and SR-201 will be completed by 2020. Expansion to a 6 lane freeway with grade separated interchanges will follow by 2034.
- The south frontage road along SR-201 will be realigned to connect with 5600 West at 2400 South in conjunction with Mountain View Corridor construction.
- A Class 1 trail to be built along the Mountain View Corridor will join with the Crosstowne Trail on the west side of the highway – details regarding this trail project within the Mountain View Corridor are still to be determined.

The following roads will be built in conjunction with the ARA Industrial Center or as other development occurs:

- 2400 South/2550 South connection from 5600 West to 6400 West: New construction to be built as development occurs. The exact alignment is unknown and will depend on possible wetland locations and scope.
- 2550 South: The extension of 2550 South from 6750 West to 7200 West will be a critical connection to the west side of the ARA development. The construction date is unknown due to funding uncertainties.

Options Considered

The ARA Industrial Center will develop much of the vacant industrial land that exists in the Northwest area. This center will eventually expand onto the Rocky Mountain Raceway property, as this property was acquired by the same group that owns ARA. The larger question in Northwest has to do with future residential development of vacant and agricultural land. The Northwest area represents one of the larger contiguous pieces of land that can develop into residential.

In both options presented, the Riter Canal serves as the natural physical barrier between industrial land uses to the north and residential uses to the south. Option 1 retained very low density rural residential designation for the bulk of the agricultural land, but allowed new low density residential development east of the new 6400 West road. Option 2 allowed slightly more density by assigning large lot residential to the agricultural land west of 6400 West, again with Low density residential east of 6400 West.

Public Input

Invitations were sent out to 180 property owners. Approximately twenty five people attended the meeting on 7/17/2014. Most participants were homeowners, rather than business owners or industrial land owners. There was a small group of horse owners that were very passionate about making land use decisions that will preserve opportunities for them to ride in the area as they have done for many years. Residents expressed that they enjoy living in an area that has easy freeway access and is close to a variety of local services, yet still feels open and rural, and allows animal and agricultural uses. They are unhappy about the increasing volume of traffic and the condition of roads, and feel that there should be better traffic control. They are also concerned about mosquitoes and impending residential development. When asked what they would change, most responded that they would like it to stay just like it is. When pressed, they responded that they would like to see road improvements finished as soon as possible, and that no apartments be allowed.

The minimum density/minimum change option was overwhelmingly supported. Residents do not want density, not even standard quarter acre single family density, but they'd prefer that over any kind of multi-family. They were excited about the plan for new trails, and asked the City to consider making this section of the Crosstowne Trail and the loop through the natural area be gravel or some surface other than paving so that horses could use it.

Land Use Recommendation

Land use designations favor the lower density option. The Riter Canal should remain a natural dividing line between industrial and residential land uses. Making trail improvements along the canal and through the retention area should be considered a unique opportunity and should take advantage of the topography and surroundings. All future residential development should be built around the trail interface, instead of building trails around homes.

Northwest Issues, Goals, and Actions

Issue: Protect Rural Nature of the Area

During public input the City heard consensus from participants that the rural qualities of the area were of high value. Future residential development should be generally low density in nature.

3.12 Goal: Promote primarily lower density housing.

- 3.12.1 Action: Maintain rural residential land use designations (lowest possible density) along much of Parkway Blvd. Allow some low density residential east of 6400 West, with medium density residential immediately adjacent to the Mountain View Corridor on the north side of Parkway Blvd.

Issue: Reduce Conflict between Industrial and Residential Land Uses

Residents value the rural nature of their neighborhoods and the slow pace of traffic in the area, but have noted the marked increase in traffic volume and speed in the last year or two. As the ARA Industrial Center and other vacant industrial lands develop, it is inevitable that traffic volumes will increase.

3.13 Goal: Separate industrial and residential traffic.

- 3.13.1 Action: To the extent possible, all future truck traffic should be encouraged to use the south frontage road of SR-201 and 2400 South/2550 South.
- 3.13.2 Action: Review safety and determine if improvements are necessary at 6400 West and Parkway intersection.
- 3.13.3 Action: Look into reducing posted speed limit along Parkway.
- 3.13.4 Action: With the exception of property already zoned residential, do not allow residential development north of the Riter Canal.

Issue: Preserve Open Space

During public input, residents expressed their desire that public accessible open space be retained as the area develops. As the northwest is one of the last areas of the City with large undeveloped tracts of land, the City should take an active role in creating or preserving publicly accessible open space in the area as it develops. The existing network of trails in the area should be expanded on.

3.14 Goal: Build new trails in the area, and make connections to existing trail networks when possible.

3.14.1 Action: Build the Crosstowne Trail along the Riter Canal as the industrial and residential areas in the Northwest develop.

3.14.2 Action: Incorporate new trails into new housing subdivisions, and make efforts to link newly preserved open space to existing space, through trails and corridors.

3.14.3 Action: Take advantage of opportunities to preserve and link open space where possible during future industrial development.

3.14.4 Action: Develop trail head locations, a signage master plan, parking and other trail amenities and budget for the plan as future capital improvements.

3.14.5 Action: Plan for weed management and mosquito abatement on City owned lands as part of open space in the future.

3500 South

Summary

SR-171 (3500/3300 South) is a 7.3 mile-long major east-west corridor in West Valley City. The origins of the entire 16.4 mile long corridor on 3500/3300 South date back to April 1916 when the State of Utah added SR-171 to the State Highway System. As it is a state road and much of the future physical form of the road will depend on all transportation needs, coordination of land use plans with UDOT and UTA is critical. The 35M MAX line has dedicated center lanes and raised boarding platforms for a short section between Bangerter Highway and 2700 West, but there are plans to expand this. When the Mountain View Corridor is built to 3500 South, the intersection of 5600 West will be reconstructed.

Very high traffic volumes are making 3500 South increasingly undesirable for single family homes, and tends to encourage conversion of homes to rentals and commercial land uses. Property values and age of buildings for many residential parcels also encourage transition. The eastern half has long been established as a commercial corridor.

3500 South is a robust commercial corridor for the City, containing a wide variety of small retail, a cluster of automobile dealers, Fairbourne Station and the Valley Fair Mall, a distinct ethnic restaurant district, and some low impact quasi-industrial development on the east end.

Land Use

From the western border of the City to approximately 4800 West, it is mostly single family residential except for nodes of commercial at the major intersections of 4800 West, 5600 West, 6400 West, and 7200 West. From 4800 West to the eastern boundary of the City at the Jordan River, it is predominantly commercial with pockets of multi-family residential. Commercial land uses along 3500 South vary widely in terms of age, architecture, and type.

Businesses

When a city has more supply in an industry group than demand, they are said to have a “surplus” of retail sales and draw customers from outside the city. When a city is lacking in retail opportunity, they are said to have “leakage”. In other words, because the city does not offer certain retail opportunities, residents spend their money outside the city. According to 2013 ESRI Business Analyst Online figures, the area around the intersection of 5600 West and 3500 South experiences more leakage versus surplus of retail businesses and Redwood Road has the opposite market situation with more surplus overall of certain retail sector businesses. Table 3-2 contains the types and numbers of businesses in the 3500 South corridor.

Table 3-2: 3500 South Businesses

Sector	# of Businesses	% of Total
Construction (23)	4	0.7%
Manufacturing (31-32)	21	4.0%
Wholesale Trade (42)	2	0.4%
Retail Trade (44-45)	192	36.6%
Transportation and Warehousing (48-49)	6	1.1%
Information (51)	9	1.7%
Finance and Insurance (52)	32	6.1%
Real Estate and Rental and Leasing (53)	25	4.8%
Professional, Scientific and Technical Services (54)	24	4.6%
Admin Support, Waste Management & Remediation Service (56)	10	1.9%
Educational Services (61)	5	1.0%
Health Care and Social Assistance (62)	21	4.0%
Arts, Entertainment & Recreation (71)	3	0.6%
Accommodation and Food Services (72)	73	13.9%
Other Services (81)	98	18.7%
Total	525	

Source: ESRI Business Analyst Online

City Sales Tax Revenue

3500 South is an important economic corridor for West Valley City, generating about 18% of the entire citywide sales tax. By comparison, 5600 West generates 19% of total city sales tax and Redwood Road is estimated to generate 5% of the City’s total.

Age of Buildings

Data shows predominantly newer structures (1990 to present) on the western side of the City, from 7200 West to 5600 West, especially on the north side of the corridor. Buildings tend to be older travelling eastward from 5600 West, with the north side of 3500 South remaining slightly newer than the south side. Trends shift beginning at 4000 West, with a greater number of older buildings (1959 to present) on the north side and a mix of ages on the south side, with a large variety in ages on the east side of the 3500 South corridor.

Property Values per Square Foot

As property values rise over certain thresholds, the likelihood of redevelopment decreases without external financial incentives (e.g. tax increment or others) to offset the high land cost. Due to very large undeveloped agricultural properties fronting 3500 South between 7200 West to 5600 West , that section has relatively low values averaging \$5 per square foot (sf) except at major intersections, where values are significantly higher. From 5600 West travelling east, property values are mainly in the \$10/sf range (again except at major intersections). Beginning at 4000 West to 2700 West, a substantial increase to average property values occurs with values generally over \$20/sf for this section – the largest concentration of higher dollar value in this corridor. Values are more varied from I-215 to the east.

Home Orientation and Value

As seen on other busy roads, there is a relationship between home orientation and home value. The more a home is impacted by a busy street, the lower the value is; homes that face 3500 South have the lowest values. West of 4800 West, there are 178 single family homes along 3500 South. Orientation and value breaks out as follows:

- 82% of homes are front facing (\$131,423 average value)
- 12% of homes are side facing (\$148,895 average value)
- 6% of homes are rear facing (\$204,570 average value)

Of the total of 178 single family homes, about one third of them (59 homes) are believed to be rentals (based on the owner address and mailing address). In other words, single family homes facing 3500 South not only have lower values, but appear to be more likely to be rented out rather than lived in by owners. Many of these homes are on larger or deep lots. Staff experience suggests that these are properties which are more likely to be subject to rezone requests and speculative commercial development.

Demographic Trends

Based on data from 2013 ESRI Business Analyst Online, 3500 South at 5600 West generally has newer housing stock and higher average home values, as well as fewer apartments and other multifamily units compared to 3500 South at Redwood Road. Conversely, the generally older housing around Redwood Road has a lower average home value and more rentals than the area around 5600 West or the rest of the City. Table 3-3 contains demographic information for 3500 South.

Table 3-3: 3500 South Demographics Comparison

	3500 S 5600 W	3500 S Redwood	West Valley City
Household Income <\$15,000	4.1%	15.9%	9.3%
Average Household Income	\$76,376	\$43,865	\$60,860
Average Household Size	3.60	2.79	3.48
Owner Occupied	76.5%	41.3%	64.4%
Renter Occupied	19.1%	51.8%	30.9%
Vacant	4.4%	6.9%	4.7%
Average Home Value	\$191,420	\$180,862	\$182,960
Hispanic Origin	29.6%	39.9%	35.6%

Source: ESRI Business Analyst Online

Streetscape

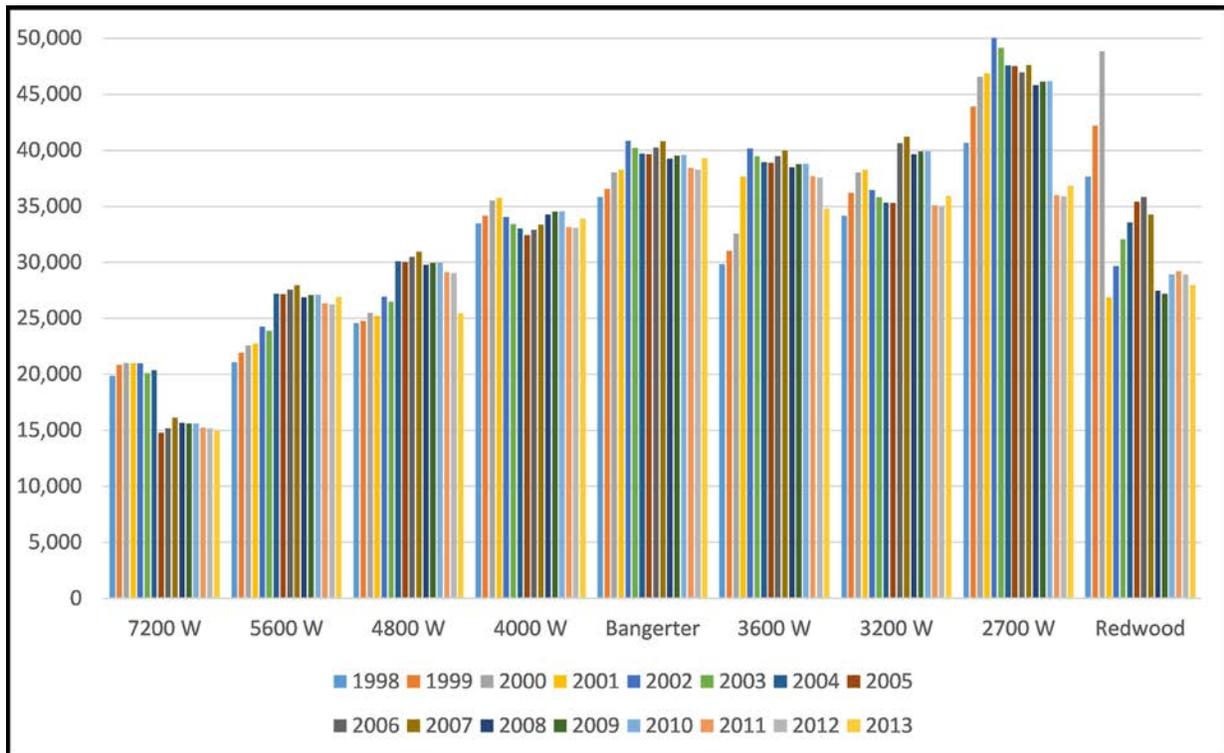
Specific landscaping standards for properties fronting on 3500 South have been adopted for several sections of the street in conjunction with major UDOT road widening projects. As properties redevelop, they are expected to upgrade landscaping to the new standards. In 1999, standards were adopted for properties between 2700 West and the Jordan River. Between 2700 West and Redwood Road, approximately 40% have redeveloped using the current streetscape standards. Between Redwood and the River, approximately 70% of properties meet the current streetscape standards.

Signs can impact the public perception of community character both positively and negatively. West Valley City adopted a policy of phasing out pole signs for properties of less than ten acres and adopted new monument sign standards. Along the 3500 South corridor, signs are minimal from 7200 West to 5600 West with two pole signs and a dozen single tenant monuments. Travelling eastward from 5600 West, pole signs, multi-tenant monuments and single tenant monument signs considerably increase in frequency and numbers all the way to the Jordan River.

Traffic

A Utah Department of Transportation (UDOT) data comparison for 1998 to 2013 shows that, generally, Annual Average Daily Traffic (AADT) increased each year on 3500 South when measured at each major north/south intersection between 1998 and 2007. Since 2007, AADT on 3500 South has mainly decreased from the 2007 peak. See Figure 3-9 for historical AADT.

Figure 3-9: 3500 South AADT 1998 to 2013



Source: UDOT

Transit

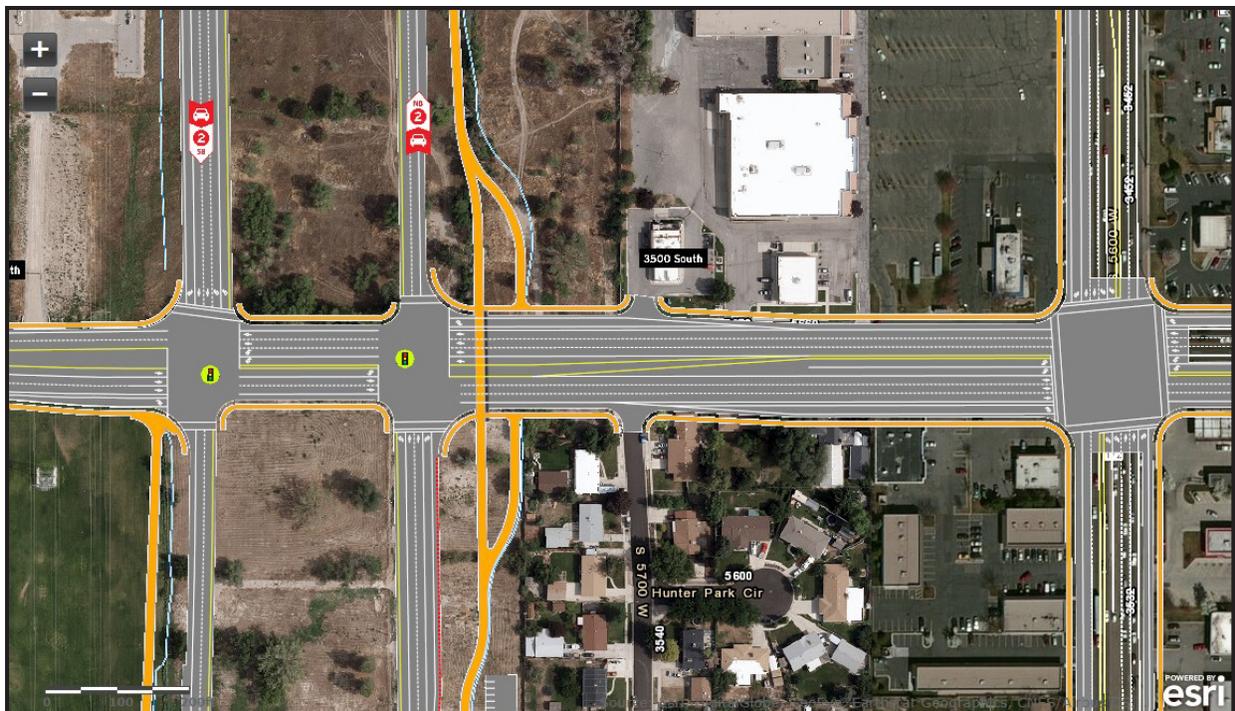
The two bus routes on 3500 South demonstrate varied ridership. Route 35M MAX Bus Rapid Transit (BRT) line has the highest average monthly weekday ridership within this corridor. These lines connect neighborhoods to diverse community destinations including schools, a hospital, shopping centers and TRAX stations.

Mountain View Corridor and 2040 Regional Transportation Plan Impacts

Planned improvements for the 3500 South corridor west of Bangerter Highway will require additional travel lanes and widening of intersections to accommodate exclusive transit lanes and raised center platforms.

Intersection right of way impacts at 5600 West will be significant, as 3500 South and 5600 West will not only need to accommodate increased traffic from the nearby Mountain View Corridor, but will also need to accommodate center BRT lanes and platforms for both 3500 South and 5600 West BRT lines. Pedestrian movement will be impacted in terms of road width. West Valley City is working with UDOT and UTA to consider alternative designs for the intersection to reduce overall intersection width. See Figure 3-10 for planned MVC design.

Figure 3-10: Mountain View Corridor Impacts at 5600 West



Source: UDOT

The WFRC 2015-2040 RTP lists the following specific improvements for 3500 South:

- 7200 West to Mountain View Corridor: The road will be widened from two to four lanes with a center turn lane by 2034. No bike route is planned.
- Mountain View Corridor to 5600 West: Will be widened from four lanes to six lanes with center turn lane by 2024. No bike route is planned.

- 5600 West to 4000 West: Will be widened from four lanes to six lanes by 2024, and center dedicated BRT lanes with raised platforms will be added by 2034. No bike route is planned.

Options Considered

Recognizing that this road will only get wider and will handle increasing volumes of traffic, staff presented two land use options. The low density/low intensity land use scenario proposed general commercial and residential office (medium density residential and non-retail commercial) east of 5600 West and low density residential west of 5600 West. A higher density/higher intensity scenario proposed mixed use with high density residential and commercial land uses, not only at intersections but along much of 3500 South between 5600 West and 4800 West, as well as mixed use between 3600 West and 3200 West. This scenario is intended to focus intensity of land use around BRT stops and to take greater advantage of the transit opportunities. In either scenario, the idea was that 3500 South is a road to focus commercial on, but haphazard strip mall commercial development is to be avoided. The higher density/higher intensity scenario also showed development focused at intersections, but with some circumstances of mid-block higher intensity development.

Public Input

Invitations were sent out to approximately 350 property owners. Fifty-five people attended the meeting on 7/30/2014, mostly residents or residential property owners. Residents west of 5600 West enjoy the rural/agricultural feel of the western end of the road. There was universal praise for the Valley Fair Mall redevelopment and for the varied retail and commercial opportunities along 3500 South. While the generally good flow of traffic and sidewalks were praised, many disliked increasingly heavy traffic and the increased speeds afforded by widened sections of 3500 South. Residents are dismayed by the generally run down state of many businesses and what they perceive as a lack of planning that allows haphazard and piece by piece development. While most feel that newer commercial development looks generally good, they are tired of strip mall development. On the topic of road widening, residents west of 5600 West actually welcome the widening of the road. Residents between 5600 West and 4000 West do not want the road to get any wider. All residents would like to see pedestrian safety improved by completing incomplete sections of sidewalk.

In terms of future land use, most property owners hope to profit by developing their property as a commercial use eventually, assuming that the high traffic volumes make their property valuable for commercial. Therefore the higher density/higher intensity option was generally preferred. People liked the idea of Residential Office designation, not just for the slightly lower intensity of land use, but for the physical form they associate with it. Recognizing that 3500 South is a difficult road to live on, people thought new single family homes or apartments would not be well maintained over time, and that condo or townhome developments that were somehow sheltered from the road would be a better idea. For a variety of safety, aesthetic, and practical reasons, participants were not supportive of the center BRT lanes.

Land Use Recommendation

3500 South will always be a busy road, and less than ideal for single family residential development immediately adjacent to heavy traffic. At the same time, the number of strip mall vacancies on 3500 South suggests an excess of strip commercial development. The City should discourage speculative commercial development on small, mid-block parcels that are isolated from other commercial or are surrounded by residential. The following suggestions are an attempt to focus higher intensity

residential and commercial development around BRT stops, rather than allow it to spread out along the entire corridor.

Land use descriptions and specific intent for mixed use sections of 3500 South are detailed below:

- 7200 West to 5600 West: Recognizing that future ROW acquisition and BRT expansion will not occur until beyond the time frame that this General Plan update, low density residential with limited general and neighborhood commercial at intersections only is appropriate for this stretch of road.
- 5600 West to 4800 West: Take advantage of larger, deeper lots and future BRT expansion here by allowing mixed use including office and high density residential. Care should be taken to ensure that the entire stretch does not become high density residential, and a minimum project size should be set for multi-family development to ensure quality development. Mixed use development should be focused at intersections. Mid-block development should be required to maintain connectivity with other adjacent developments. Allow commercial transition of homes with strict design standards. This section of 3500 South may be appropriate for higher density residential in order to support transit and to make use of small or irregular parcels that could be assembled. Strict standards should be applied to residential multi-family projects to ensure quality development.
- 4800 West to 3600 West: General commercial.
- 3600 West to 3450 West: Because it is close to a BRT stop and because of the development age, mixed use with general commercial and high density residential is appropriate here. General commercial on the north side of the street.
- 3450 West to 3200 West: General commercial on both sides.
- 3200 West to 2700 West: The Fairbourne Station Vision (Appendix E).
- 2700 West to I-215: General commercial.
- I-215 to 1940/1950 West: General commercial on the south. Entertainment district on the north, then general commercial on the north from 2040 West to 1824 West.
- 1940/1950 West to 1500 West: Mixed use with general commercial and high density residential. As a strong commercial center and the intersection with another future BRT line, this area is appropriate for higher density residential development in addition to commercial.
- 1400/1500 West to Jordan River: Mixed use on the north side from 1400 West to the Jordan River. On the south, general commercial to about 1300 West, then mixed use with high density residential.

Two small area plans exist for specific sections of 3500 South. The Fairbourne Station Vision covers land use for 3500 South between 3200 West and 2700 South, and the Hunter Town Center Plan details future land use for the intersection of 3500 South and 5600 West. They are included in this General Plan as Appendices B and C.

3500 South Issues, Goals, and Actions

Issue: Balancing Competing Interests in Infrastructure Improvements and Ensuring a Pedestrian Friendly Development

There is substantial concern regarding the location of the Bus Rapid Transit lane running down the center of the road and seriously impeding left turn traffic movements. Support exists for BRT service; just not as a dedicated center lane. If intersections are going to be so wide as to discourage crossing them on foot, transit oriented development needs to occur in sufficient “critical mass” on each corner of an intersection that a pedestrian does not need to cross the street. The City should encourage larger developments, or ensure pedestrian connectivity between developments on the same side of the road. As raised BRT platforms also increase the width of the intersections, staff is concerned that transit improvements may actually discourage pedestrian walkability. Residents expressed concern over flooding and sidewalk gaps that may not get addressed for many years until UDOT performs major road improvements.

3.15 Goal: Develop intersections that move traffic and people safely.

3.15.1 Action: Work with UTA and UDOT to develop alternative intersection designs that can accommodate necessary traffic volumes and BRT service without discouraging pedestrians from crossing busy roads.

3.16 Goal: Improve pedestrian safety where possible.

3.16.1 Action: Work with UDOT to study the condition of curb and gutter along the entire corridor. Identify and prioritize locations where curb and gutter is generating flooding or other life safety issues, and determine whether conditions warrant addressing certain areas before major road work occurs.

3.16.2 Action: Work with UDOT to study pedestrian safety in key areas where schools are located and where potential safety issues have been identified. Possible solutions include: additional night lighting, new sidewalks, and enhanced crosswalks. Determine whether conditions warrant addressing certain areas before major road work occurs.

Issue: Future Growth and Development

The input received from the public regarding land use supported some change to more intense uses at major intersections and along areas where road impacts will change the character of the street to support more commercial or office uses versus residential use. Residents liked the idea of Residential Office designation over typical apartment buildings and strip malls. It was expressed that road sheltered condo or townhome type development was desired over apartments. The Redwood and 3500 South area has two Redevelopment/Urban Renewal Areas that can be used to incentivize redevelopment.

3.17 Goal: Focus development intensity at major intersections with BRT stops.

- 3.17.1 Action:** Utilize the existing RDA and URA in the 3500 South and Redwood area to promote redevelopment of aging commercial.
- 3.17.2 Action:** Focus low density residential uses on properties west of the Mountain View Corridor, except for areas directly next to the Mountain View Corridor that will be significantly impacted by the new road improvements.
- 3.17.3 Action:** Consider a new form based zoning district for 3500 South with specific site design and architectural standards to address redevelopment potential.

3.18 Goal: Focus land uses on one side of the street, eliminating the need to cross.

- 3.18.1 Action:** For properties that develop at major intersections or within commercial/higher density designated areas, encourage master planning of entire contiguous areas per the General Plan Map.
- 3.18.2 Action:** As new residential development occurs, consider open space needs in locations near 3500 South, but not necessarily fronting on the street.
- 3.18.3 Action:** Adopt a minimum project size for development involving multi-family residential in order to ensure a quality product.

5600 West

Summary

5600 West is a 6.5 mile-long major north/south corridor within West Valley City. In total, 5600 West extends over 14 miles from I-80 to West Jordan. It is an important north-south commuter corridor and has become an economic powerhouse of new commercial and residential growth. It is included as an opportunity area because of the significant growth at its north end, potential for redevelopment in its middle with the Hunter Town Center, and because of impending impacts from the Mountain View Corridor and BRT.

Land Use

The overall land use pattern includes a diverse mix of residential (single family homes, townhomes, and apartments), vacant land, commercial, and public uses. The current land uses align relatively closely with the zoning map:

- SR-201 to 3500 South: Mostly commercial, with pockets of multifamily residential, vacant land, and public/non-profit.
- 3500 South to 4700 South: Predominantly single family residential, with pockets of multifamily residential, public/non-profit, and vacant land. Nodes of commercial and undeveloped land at major intersections.
- 4700 South to 6600 South: Mostly single family residential, except for nodes of commercial and vacant land at major intersections.

Streetscape

New streetscape standards intended to create a unified and inviting feel along the corridor were approved as part of an overlay zone for 5600 West, extending from 3100 South to SR-201. Generally, all the newer commercial development from 3100 South to the Riter Canal has been landscaped to the new standard, but areas north of the Canal have not. 5600 West Streetscape Standards include an undulating landscaped berm, street trees, a minimum six foot wide sidewalk, five foot landscaped buffer between sidewalk and buildings, and pedestrian scale lighting, all within a thirty foot right of way.

Business & Sales Tax

The 5600 West corridor has experienced strong growth since 2000. Commercial development north of 3100 South has been steady since 2005, with the Highbury Centre and Winco developments occurring since the last General Plan Update. As a result, 5600 West has become an important economic corridor for West Valley City, generating about 19% of the entire citywide sales tax. By comparison, 3500 South generates 18% of total city sales tax and Redwood Road is estimated to generate 5% of the City's total.

Property Values

As property values rise over certain thresholds, the likelihood of redevelopment occurring without external financial incentives (e.g. tax increment or others) to offset the high land cost decreases. Overall, 5600 West experiences a wide variety of property values per square foot. North of the Riter Canal, property values range under \$5 per square foot (sf). From the Riter Canal travelling south, property values experience a large range, with residential on 5600 West having lower values and commercial trending higher until the 4100 South intersection. South of 4100 South, residential values generally increase to \$15/sf and up and light industrial uses have values generally under \$5/sf. After the 5400 South intersection, values fluctuate widely from very low to over \$20/sf.

Home Orientation and Value

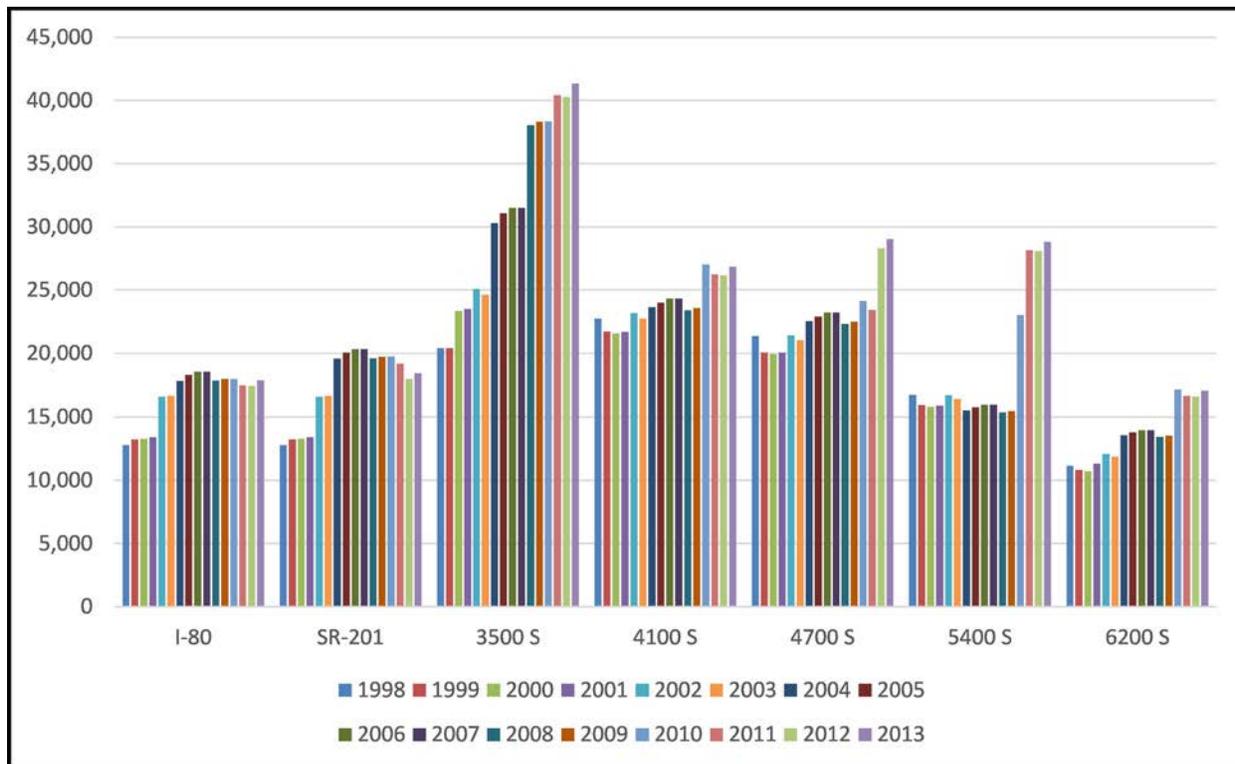
As seen on other busy corridors, there is a relationship between home orientation and home value. From 3500 South to the southern edge of the City, the majority of homes are rear facing away from the road and noise and have the highest values. South of 3500 South, there are 136 single family homes along 5600 West:

- 33% of homes are front facing (\$178,716 average home value)
- 16% of homes are side facing (\$155,517 average home value)
- 51% of homes are rear facing (\$188,075 average home value)

Traffic

A Utah Department of Transportation (UDOT) data comparison for 1998 to 2013 shows that unlike the rest of the major corridors in the City, 5600 West has varying traffic peaks depending on the intersection. In other parts of the City, Annual Average Daily Traffic (AADT) generally increased each year when measured at major intersections between 1998 and 2007. Since 2007, AADT has mainly decreased from the 2007 peak. On 5600 West however, only two intersections peaked in 2007, traffic measured at the rest of the intersections have continued to show growth of AADT since 2007. See Figure 3-11 for historical AADT.

Figure 3-11: 5600 West AADT 1998 to 2013



Source: UDOT

Transit

Currently, the only transit on 5600 West is Route 47, which runs on 5600 West between 4100 South and 4700 South with thirty minute frequency and has good average weekly ridership compared to other lines in the City. Bus Rapid Transit (BRT) with center dedicated lanes and raised platforms is planned for 5600 West between 2700 South and 6200 South. This will necessitate the reconstruction and widening of all intersections between 2700 South and 6200 South. The exact timing of BRT improvements depends on funding and construction of the Mountain View Corridor. The Record of Decision for the Mountain View Corridor establishes the construction of the final freeway phase of the MVC as the trigger for BRT improvements. The first phase of the 5600 West BRT route will connect to downtown Salt Lake City through the Lake Park Corporate Center by 2034. The second phase expands the BRT line north from 2700 South to I-80 and the airport, and expands south from 6200 South to 11800 South.

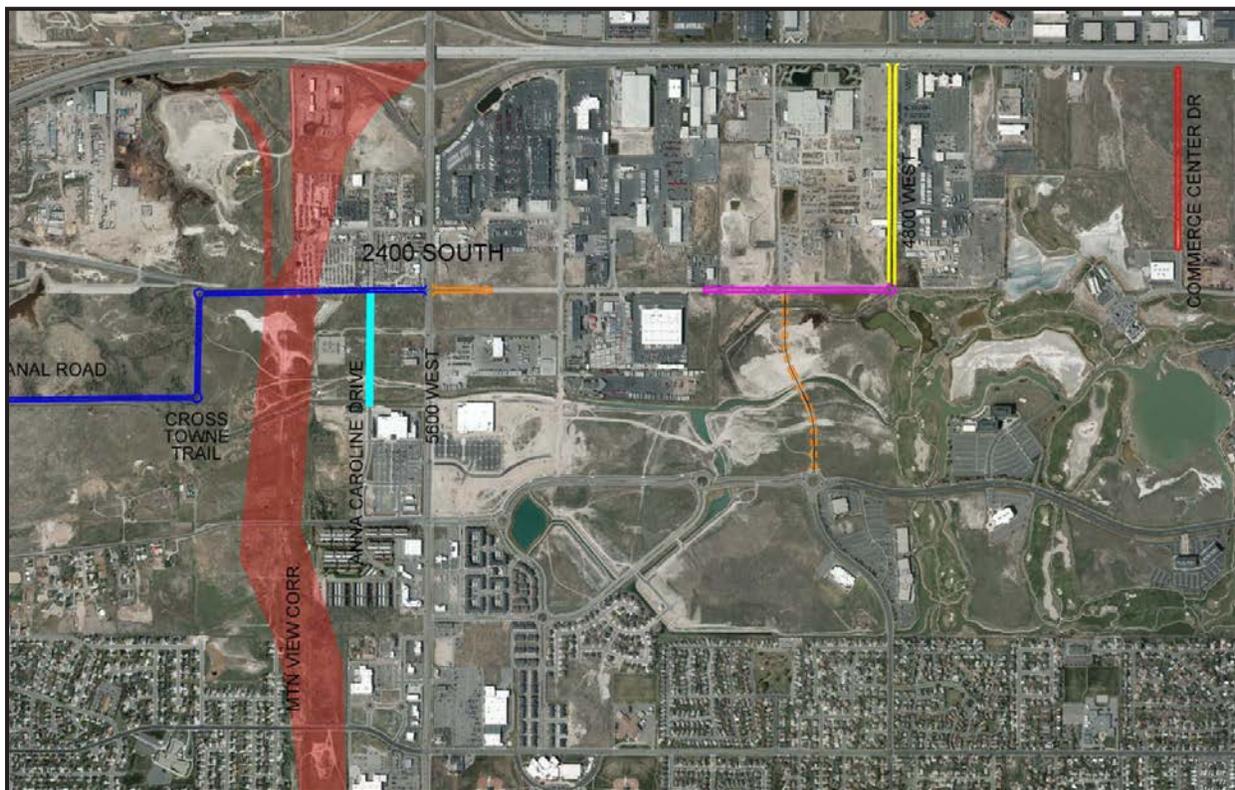
Road Projects

UDOT continues to acquire right-of-way for the full Mountain View Corridor. Two lanes in each direction with surface level intersections have been built from the south end of the valley to 5400 South. As currently planned and funded, the next phase will extend the outside lanes to 4100 South beginning in 2016. The portion between 4100 South and SR-201 is scheduled to be completed by 2020. In order to accommodate increased traffic expected from the Mountain View Corridor, the intersections will be rebuilt and widened on 5600 West at 4100 South and 3500 South when the MVC is built to those roads. Combined with the intersection reconstructions described for BRT improvements, all major

intersections on 5600 West will effectively be rebuilt by the time the Mountain View Corridor is complete.

While the Mountain View Corridor will relieve 5600 West of some north-south pass through commuter traffic, traffic on cross streets like 4100 South, 3500 South, and 2700 South is expected to increase. West Valley City has planned some new connector roads at the northern part of 5600 West in order to provide increased connectivity and options for travel, particularly for truck traffic generated by the ARA Industrial Center and other trucking companies in the northern part of the City. See Figure 3-12 below for proposed road alignments.

Figure 3-12: Local Road Projects



Source: West Valley City Public Works

Options Considered

5600 West will be impacted by intersection improvements and traffic volumes associated with the Mountain View Corridor. Much of the north end of 5600 West developed recently enough that it is unlikely to redevelop in the time frame of this plan. Exceptions include property located within the 5600 West Gateway RDA as well as other vacant property. Therefore, the options considered a small vacant property just south of the Balmoral Townhomes, which has limited access for commercial but could make a logical extension for more residential. Redevelopment potential is higher at the intersection of 3500 South, where properties are older and underperforming. The Hunter Town Center Plan (Appendix C) provides the land use guide for this area.

Recognizing the largely residential nature of the road between the Hunter Town Center planning area and 3855 South, low density residential was proposed for vacant land on both sides of the

street, specifically suggesting rear facing developments with a nice wall and landscaping fronting 5600 West. No changes were proposed at the intersection of 4100 South. At 4700 South, mixed use was suggested to take advantage of the planned BRT station at that intersection, with one option favoring low density residential at the northeast corner. At 5400 South, general commercial and medium density residential were suggested.

Public Input

For the size of the area, only certain areas really had changes in land use proposed, so staff kept the invitation list small. Invitations were sent out to approximately 150 property owners. Approximately twenty five people, mostly residents, attended the meeting on 8/7/2014. Residents generally praised the quality of the traffic flow, quality of the street and sidewalks, quality and variety of new development, and praised patrol and enforcement efforts. Traffic volume and speed were considered major negatives, as were the UDOT installed dividers at 3600 South, and abandoned homes around the 3500 South intersection. A desire to have the divider at 3600 South removed was expressed, or that it should be made taller and longer so as to be more visible and less dangerous.

Most residents who owned developable property supported dropping the Residential Office on the frontage of properties around 3600 South to 3800 South. People supported the idea of having new residential developments be oriented away from 5600 West, and liked the idea of clean masonry walls facing the street, although some really hoped they could do some Residential Office. Mixed Use at 4700 South was supported, as was the little pocket by the Balmoral Townhomes on Parkway Blvd.. Residents would love to see the intersection of 3500 South and 5600 West redevelop along the lines of the Hunter Town Center Plan.

Considerable time was spent discussing traffic, safety, and future BRT. Once again, we heard that no one likes the center BRT lanes, and residents expressed a desire that rather than phasing out construction of the Mountain View Corridor for many years, that it be built as quickly as possible once started in order to minimize construction impacts on residents. Traffic calming is desired, as well as safe crosswalks and an additional traffic signal at Elaine Avenue.

Land Use Recommendation

Specific land use designations for 5600 West are described below:

- SR-201 to Riter Canal: Manufacturing, with one parcel of general commercial on the west side immediately north of the canal.
- Riter Canal to 3100 South: General commercial. An area at the northwest corner of Parkway Blvd. and Anna Caroline Drive is residential office. Immediately south of the Balmoral Townhomes, the back portion of two parcels fronting 5600 West are mixed use with general commercial and medium density residential. Residential is suggested here as the area already has residential, and to prevent narrow frontage, deep lot strip commercial development.
- 3100 South to approximately 3400 South: General commercial on the west, parks and open space on the east at Centennial Park.
- Approximately 3400 South to approximately 3700 South: The Hunter Town Center Plan discusses land use for this area of the City. On the west side of the street, large lot residential for remaining vacant land between 3560 South and 3700 South. See Appendix C for the Hunter Town Center Plan.

- Between the Hunter Town Center and 3855 South: Large lot residential for remaining vacant land, with the stated intent that these should be rear facing developments, finished with a nice masonry wall and landscaping along 5600 West. Where it's not possible to do rear facing developments, consider residential office on a case by case basis if appropriate. Access points onto 5600 West from individual, parcel by parcel developments should be avoided. If a traffic signal is installed at 3855 South, consider residential office at that intersection.
- 4100 South intersection: Neighborhood commercial and residential office at the northeast corner, community at Hunter High School on the southwest, and general commercial at the northwest.
- 4700 South intersection: Future land use here should take advantage of the planned BRT stop. Mixed use with general commercial and medium density residential on the northeast (with general commercial north of it), manufacturing on the southwest. On the northwest, manufacturing under the railroad tracks, with an area of mixed use with general commercial and medium density residential north of the tracks.
- 5400 South intersection: Future land use here should take advantage of the planned BRT stop. Medium density residential and general commercial on the northwest, and mixed use with general commercial and medium density residential on the southwest.
- Between 6200 South and 6600 South: General commercial, medium density residential, and mixed use with commercial and medium density residential.

While not directly adjacent to the 5600 West corridor, the ultimate development of the large undeveloped area bounded by 6200 South and 6600 South, U-111 and the Mountain View Corridor will impact traffic on 5600 West. This large R-1-10 zoned area should be mostly developed as large lot residential, along with some limited supporting general commercial at one or more intersections.

5600 West Issues, Goals, and Actions

Issue: Balancing traffic improvements and pedestrian needs

5600 West will be impacted by intersection improvements planned to accommodate BRT and increased traffic from the Mountain View Corridor. Based on current designs, intersection widths will discourage pedestrian movement across streets. Residents expressed concern about child safety related to snowy sidewalks.

3.19 Goal: Encourage creative intersection designs that don't simply add lanes.

- 3.19.1 Action:** Work with UTA and UDOT to develop alternative intersection designs that can accommodate necessary traffic volumes and BRT service while keeping overall intersection width narrow.
- 3.19.2 Action:** Incorporate clearly defined sidewalks, signage, and lighting into crosswalk design to ensure pedestrian safety.
- 3.19.3 Action:** Look at walkability of students/pedestrians in key areas where schools are located and where potential safety issues have been identified. Possible solutions include: additional night lighting, new sidewalks, and enhanced crosswalks.

Issue: Improving overall traffic safety

Measures to improve safety should be incorporated into future planning for 5600 West. As vacant land between 3500 South and 4100 South develops, the potential for many new ingress and egress points could compromise traffic flow and safety.

3.20 Goal: Minimize new curb cuts onto 5600 West.

3.20.1 Action: Consolidate driveways where possible as new development occurs.

3.20.2 Action: Direct future residential development around 3855 South to orient away from 5600 West and into the interiors of large undeveloped tracts of land. Subdivisions sharing a single entrance onto 5600 West are desired. When such a subdivision is built, require a decorative concrete wall and landscaping along the 5600 West frontage.

3.20.3 Action: Consider reducing the posted speed limit.

3.20.4 Action: Determine whether a traffic signal at Elaine Avenue is warranted to allow residents egress onto 5600 during heavy traffic and to slow traffic down in general.

3.20.5 Action: Review the median in front of Reunion Woods PUD at 3600 South and determine if removing the median or making it longer will alleviate issues.

3.20.6 Action: Work with UDOT to determine if a traffic light is warranted at Cilma and 5600.

Issue: Minimizing Mountain View Corridor Impacts on Residents

Residents on and around 5600 West will be impacted by ongoing construction of the Mountain View Corridor, related intersection improvements related to the MVC, and by reconstruction for BRT.

3.21 Goal: Minimize MVC and BRT construction impacts.

3.21.1 Action: Encourage UDOT to provide more outreach and information regarding their plans for 5600 West directly to the residents and property owners.

Issue: Encourage Redevelopment of Aging Commercial

The Hunter Town Center Plan lays out a plan for mixed use development for the corner of 3500 South and 5600 West, an area that has languished economically for years. In addition, the salvage yard area within the 5600 West Gateway RDA presents an opportunity for redevelopment and the creation of a new gateway image.

3.22 Goal: Bring new development to the intersection of 3500 South and 5600 West, capitalizing on planned transportation improvements.

3.22.1 Action: Investigate the feasibility of an Urban Renewal Area for this area.

3.22.2 Action: Implement the Hunter Town Center road plan as development occurs. These roads might be the basis of alternative intersection designs for 3500 South and 5600 West.

3.22.3 Action: Specifically encourage mixed use development with residential.

3.22.4 Action: For properties that develop at major intersections or within commercial/higher density designated areas, encourage master planning of entire contiguous areas per the General Plan Map.

3.22.5 Action: Provide new road connections in areas that currently have limited access to enhance their development potential and make logical vehicular connections; reducing congestion and traffic on other neighborhood roads.

3.23 Goal: Redevelop the salvage yards along the west side of 5600 West.

3.23.1 Action: Utilize the existing 5600 West Gateway RDA to facilitate redevelopment.

Redwood Road

Summary

SR-68 (Redwood Road) is a 2.9 mile-long, major north-south corridor in West Valley City. In total, SR-68 runs just over seventy miles linking US-6 near Elberta to US-89 in Woods Cross. Redwood intersects several major freeways and highways in the Salt Lake City metro area including I-215, I-80 and I-15. It is an important transit and automobile corridor for residents on the west side of the county and is the first major arterial running north-south west of Interstate 15 (I-15). Redwood Road serves many residential, commercial, and civic areas in all three of the counties it services. Although Redwood Road is commonly perceived as a major commercial corridor within the City, businesses along 3500 South and 5600 West generate much more sales tax for the City.

One of West Valley City's four LRT stations is at 2770 South and Redwood Road, the Redwood Junction Station. For the purposes of this General Plan update, the section of Redwood Road from Parkway Blvd. to 2770 South and encompassing a ¼ mile radius area from the LRT station was defined as "Redwood Junction." Bonneville Research was contracted by the City and UTA to perform in depth research for Redwood Junction on existing conditions, market capacity for different types of development, and potential redevelopment strategies. The existing conditions and economic research component of this effort is presented in Appendix D, and the future land use recommendations from Bonneville Research influenced this Plan.

Land Use

A wide variety of residential development exists along Redwood Road, including single family homes, townhomes, condominiums, mobile homes, and apartments. There is light industrial development at the northern end, general commercial throughout the corridor, a school and a community center. Among the commercial uses are sixteen strip malls, nineteen auto related businesses and five storage unit projects along Redwood Road. Existing land uses include:

- SR-201 to Parkway Blvd.: Solely commercial and industrial on the west, with a mix of commercial, single family residential and multi-family residential on the east.

- Parkway Blvd. to 2770 South: On the west, the Lake Park 4-Plexes are just north of Redwood Elementary School, and relatively newer multi-tenant industrial condominium developments are at the corner of 2770 South. On the east, a mix of commercial and residential land uses, with some vacant properties fronting Redwood Road. The Redwood Junction LRT Station is on 2770 South west of Redwood Road.
- 2770 South to 3500 South: Mainly commercial along the west edge of the corridor with a mobile home park at 3100 South; the east side contains mostly vacant and commercial land to the north, commercial to the south, and community use in the middle.
- 3500 South to 4100 South: Predominantly commercial, with some pockets of multi-family residential and mobile homes. While dense, these apartments are well maintained. There are also some newer single family and townhome developments back off of the frontage on deep parcels.

Lot Depth and Setbacks

South of 3500 South, the depth of lots complicates creating developments that interact meaningfully with properties around them. These properties are some of the few remaining undeveloped properties on Redwood. Many similar properties have few improvements relative to the size of the property.

Streetscape Status

New streetscape standards intended to create a unified and inviting feel along the corridor were approved in the City for Redwood Road in 1999. About 86% of parcels on Redwood meet the former standards and have not been updated to the current requirements.

Demographic Trends

Based on ESRI Business Analyst Online 2013 figures, the area at 3500 South/Redwood Road has an aging housing stock with lower average home values than the citywide average, as well as more apartments. Redwood at 4100 South generally has slightly higher incomes and more owner occupied units than at 3500 South. 4100 South also has a lower average home value than both 3500 South and citywide.

Table 3-4 contains key demographic information for Redwood Road.

Table 3-4: Redwood Road Demographic Comparison

	3500 S Redwood	4100 S Redwood	West Valley City
Household Income <\$15,000	15.9%	13.0%	9.3%
Average Household Income	\$43,865	\$51,503	\$60,860
Average Household Size	2.79	2.69	3.48
Owner Occupied	41.3%	50.8%	64.4%
Renter Occupied	51.8%	44.2%	30.9%
Vacant	6.9%	5.0%	4.7%
Average Home Value	\$180,862	\$175,558	\$182,960
Hispanic Origin	39.9%	28.7%	36.6%

Source: ESRI Business Analyst Online

Property Values per Square Foot

As property values rise over certain thresholds, redevelopment potential decreases without external financial incentives (e.g. tax increment or others). Overall, Redwood Road experiences a wide variety

of commercial property values per square foot. The northern end of the Redwood Road corridor (2100 South to 2700 South) is characterized principally by values ranging under \$15 per square foot (sf) on the east side of Redwood and averaging somewhat higher values on the west side of the road. From 2700 South travelling south, property values continue to largely range under \$15/sf until the 3500 South intersection where both sides of the corridor average over \$15/sf. After the 3500 South intersection, values fluctuate widely from very low to over \$20/sf. Residential land costs around the LRT station average around \$12.75/sf, and over half of the residential properties in the Redwood Junction study area were judged by the Salt Lake County Assessor to be in poor or fair condition, compared to 11% City wide.

Businesses

Within the Redwood Junction study area, there is a variety of commercial uses including Class A, B & C office, light industrial, and manufacturing. There are some outdated retail and service oriented businesses on the east side between Parkway Blvd. and 3100 South, and even some vacant lots.

Based on ESRI Business Analyst Online 2013, the 3500 South and 4100 South intersections on Redwood Road are very different in terms of retail market capture. In general, the Redwood and 3500 South area has a “surplus” of retail commercial activity, meaning that it pulls customers in from other areas. 4100 South has the opposite market situation with “leakage”, or loss of customers in certain retail sector businesses including, but not limited to; gas stations, electronics, clothing, general merchandise, food, and furniture. Table 3-5 contains the types and amount of businesses in the Redwood Road corridor.

Table 3-5: Redwood Road Businesses

Sector	# of Businesses	% of Total
Construction	7	2.2%
Manufacturing	12	3.9%
Wholesale Trade	4	1.3%
Retail Trade	88	28.2%
Transportation and Warehousing	7	2.2%
Information	9	2.9%
Finance and Insurance	20	6.4%
Real Estate and Rental and Leasing	19	6.1%
Professional, Scientific and Technical Services	20	6.4%
Admin Support, Waste Management & Remediation Service	19	6.1%
Educational Services	5	1.6%
Health Care and Social Assistance	12	3.9%
Arts, Entertainment & Recreation	3	1.0%
Accommodation and Food Services	25	8.0%
Other Services	62	19.9%
Total	312	

Source: ESRI Business Analyst Online

Staff research in 2010 indicated that approximately 13% of West Valley City businesses could be considered “ethnic businesses”, which were defined as those that either cater to unique needs of ethnic minority populations, or are in an advantageous position to offer certain goods or services due

to the business owner’s ethnic background. While this was an admittedly subjective analysis, staff also found that these businesses tend to be clustered together along commercial corridors or even in the same strip malls. One of the greatest concentrations of ethnic businesses in the City was found in the vicinity of 3500 South and Redwood Road.

City Sales Tax Revenue

As a commercial corridor and sales tax generator, Redwood is producing far less sales tax revenue than other commercial corridors. By comparison, 5600 W generates 19% of total city sales tax, 3500 S generates 18% of the total city sales tax and Redwood Road is estimated to generate 5% of the City’s total. A variety of factors contribute to this, including the fact that Redwood Road has a number of mini-storages.

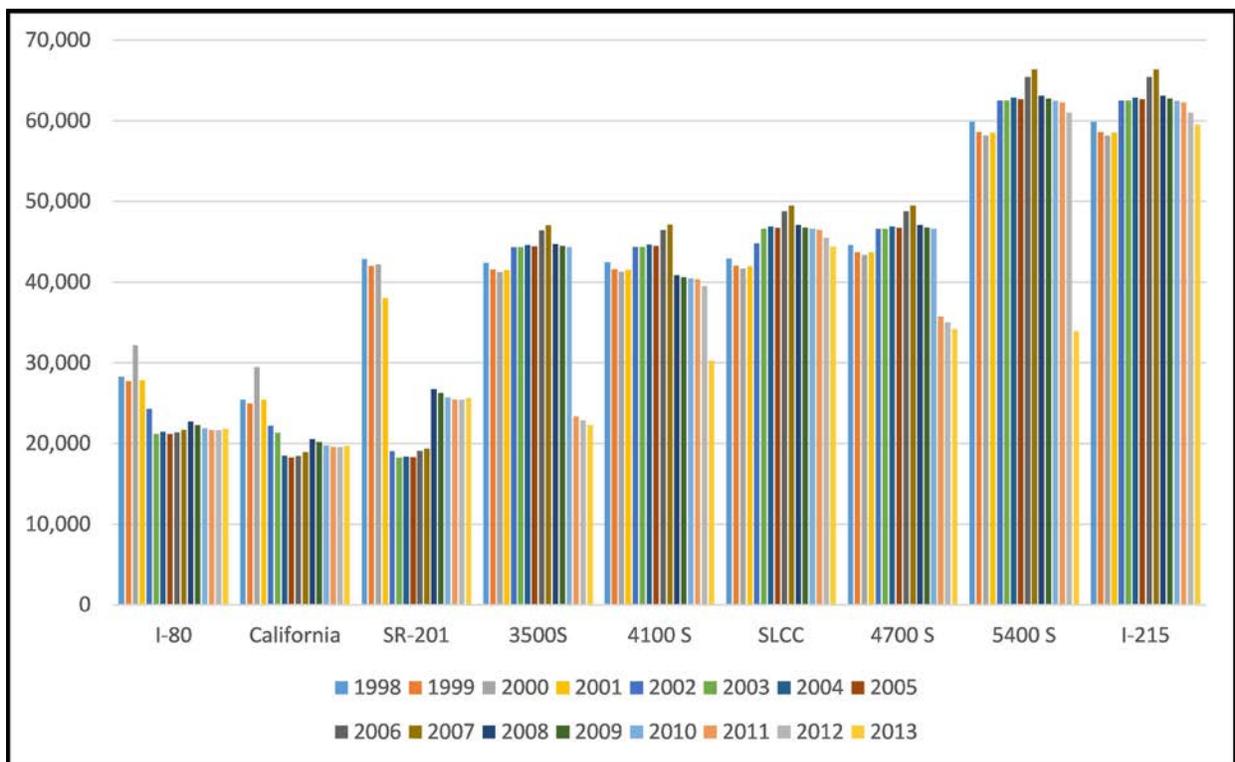
Transit

The Route 217 Redwood Road Shuttle provides thirty minute regular service with major connections to the Redwood Junction TRAX Station, Route 35, and 35M MAX BRT. The Redwood Junction Station on the TRAX Green Line experiences some of the lowest ridership on the entire line, accounting for about 3% of the total activity on the entire Green Line.

Traffic

A Utah Department of Transportation (UDOT) data comparison for 1998 to 2013 shows that Annual Average Daily Traffic (AADT) peaked in 2007 for six of the nine major intersections on Redwood Road. AADT is highest within this corridor at Redwood/5400 South and Redwood/I-215 at over 60,000 AADT.

Figure 3-13: Redwood Road AADT 1998 to 2013



Source: UDOT

2040 Regional Transportation Plan Impacts

The Wasatch Front Regional Council's 2015-2040 Regional Transportation Plan (RTP) calls for transit service to phase in first as enhanced bus, then BRT. The project improves Routes 217 and 218 by incrementally consolidating and adding full amenities to transit stations along Redwood and adding reliability and speed improvements such as transit signal priority and queue jumpers as funding permits. The road is not currently planned for widening or lane expansion as part of the RTP; however dual left turn lanes at 2320 South and an additional right turn lane are being considered. Turn lane improvements between the SR-201 ramps and Big Oak Drive are a State Transportation Plan project with a ten-year time frame for completion.

Options Considered

For the Redwood Junction study area, Bonneville Research considered what types of development or redevelopment might perform in the area around the Redwood Junction LRT station. It was determined that the properties fronting Redwood Road would not likely support successful office/retail/commercial development due to land costs, aging buildings, lack of retail demand/surplus retail in the area, and low household incomes. Scenarios explored redevelopment of residential neighborhoods.

South of 3100 South, Option 1 suggested General Commercial for most areas fronting Redwood that were not a residential land use. Option 2 expanded Mixed Use with General Commercial and High Density Residential around Redwood and 3500 South, then selectively applied Mixed Use with General Commercial and a variety of housing densities south of 3500 South to those parcels which already are used for housing or commercial and are unlikely to change.

Public Input

Invitations were sent out to almost 250 property and business owners, but only about fifteen people representing a mix of residents and commercial property owners attended the meeting on 8/20/2014. Most attendees were pleased with the general flow of traffic and are happy that there are no center BRT lanes preventing left turns. They generally enjoy the eclectic mix of land uses along Redwood. They are displeased with the lack of pedestrian and bike amenities and poor lighting. Some property owners thought that the streetscape improvements were nice, but that the City should foot the bill for those types of improvements. Interestingly, we heard once again that even though the average commercial development was getting more attractive, people are growing tired of strip mall type development. The primary two desires expressed were to accommodate bicycles and increase consistency in code enforcement.

Generally, people were surprised to hear that what appears to be a thriving commercial corridor doesn't actually perform like they thought in terms of sales tax. They understood the idea of which properties might redevelop and which were unlikely to based on property values, type and age of construction, and other factors. They also hoped to cash in someday, so they preferred higher density where residential would be allowed for the perceived greater return on their land. The higher density/higher intensity option was generally preferred. Once again, they did not like the idea of BRT center lanes.

Land Use Recommendation

The northern part of Redwood Road will remain light industrial and manufacturing on the west side with some general commercial and mostly commercial on the east side.

At the intersection of 3500 South, there are redevelopment areas in place making financial incentives possible; therefore, the City should encourage larger, holistic mixed use developments. Each parcel does not need to have both commercial and residential for the area to be considered mixed use. The intent for mixed use is that commercial and residential developments are designed to interact instead of the retail being walled off from residential. There should be pedestrian passages at a minimum and preferably street networks that allow all types of development to interact.

Regarding the housing component of mixed use development, staff experience has shown that larger apartment developments (200 units and up) have advantages over smaller developments in terms of increased amenities, on-site management, increased security, and better owner re-investment over time. Staff suggests minimum size requirements for residential construction to prevent small apartment developments on small parcels. Input received from the public regarding land use supported change to more intense uses at major intersections to provide flexibility for different uses to be developed.

Land use recommendations for specific stretches of Redwood Road are as follows:

- SR-201 to Parkway Blvd.: Light manufacturing on the west side. On the east, general commercial, with the exception of where Big Oak Drive connects the Red Oaks Village PUD to Redwood Road, which is medium density residential.
- Parkway Blvd. to 2770 South: Commercial/light manufacturing on the west, including the Lake Park 4-Plexes and Redwood Elementary, and residential office on the east. The section between 2700 South and the TRAX Green line is mixed use with medium density residential and general commercial.
- 2770 South to 3100 South: South of the school to approximately 3000 South, the west side of the corridor will be designated commercial/light manufacturing. The mobile home park between 3000 South and 3100 South is medium density residential, with general commercial on the corner. On the east side of Redwood Road, mixed use with medium density residential and general commercial is proposed for the single-family parcels that front the street. The land between Sunset Avenue and 3100 South will remain rural residential.
- 3100 South to 3300 South: General commercial on both sides.
- 3300 South to 3400 South: On the west side, land uses such as mini-storages are unlikely to change, so general commercial. On the east, general commercial is shown to buffer residential land uses behind.
- 3400 South to 3600 South: An expanded area around the intersection with 3500 South is designated mixed use, with general commercial and high density residential. The intersection of two BRT lines makes this a good place for West Valley City to focus its efforts on a walkable mixed use development. On the west side, a section of general commercial cuts all the way through to 1940 West. Commercial and residential development should interact and street networks should allow pedestrian movement throughout and between different uses.
- 3600 South to 3800 South: General commercial on the west side until the Redwood Drive In and on the east side until the Town & Country Mobile Home Park, which is medium density residential. The Redwood Drive In is general commercial.

- 3800 South to 3860 South: The Somerset Village is high density residential. On the east side of the street, mixed use with medium density residential and general commercial at the street, buffering a large interior section of land which is medium density residential.
- 3860 South to 4000 South: Mixed use with general commercial and high density residential. The Emerald Court apartments are very high density residential.
- 4000 South to 4100 South: General commercial.

Redwood Issues, Goals, and Actions

Issue: Compatibility of Future Residential and Commercial Growth

While Redwood is well established as a commercial corridor, lackluster sales tax performance, small business turnover, aging or underdeveloped commercial in need of reinvestment, and future BRT all present a case for additional residential development along Redwood Road. Furthermore, the common very deep lots with narrow frontage complicate meaningful commercial development, and instead have tended to promote strip type retail and mini-storages. Contrasting this, the Truong Townhome and Millburn Manor developments show that quality residential can be integrated behind commercial frontage on deep lots. There are a variety of tax increment incentive options in the vicinity of 3500 South and Redwood Road. With that in mind, future development should be encouraged to be integrated with surrounding development, and with the street, to optimize not only the BRT potential, but also to promote walkability.

3.24 Goal: Encourage larger developments with varied uses.

3.24.1 Action: For properties that develop at major intersections or within mixed use designated areas, encourage master planning of entire contiguous areas per the General Plan.

3.24.2 Action: Provide new road connections in areas that currently have limited access to enhance their development potential and make logical vehicular connections; reducing congestion and traffic on other neighborhood roads.

3.24.3 Action: Consolidate driveways as redevelopment occurs.

3.25 Goal: Bring new development to the intersection of 3500 South and Redwood Road, capitalizing on transit opportunities.

3.25.1 Action: Utilize incentive tools of the existing Urban Renewal Area to stimulate development in this area.

3.25.2 Action: Specifically encourage mixed use development.

Issue: Redwood Elementary School

Redwood Elementary School was built in 1953 and is currently over capacity. Most of the children live on the east Side of Redwood Road, and as it is over 2000 feet between signalized intersections with crosswalks, most children must use the pedestrian bridge to get safely across Redwood. In the years since it was built, the west side of Redwood Road has developed as office, industrial, and commercial,

and Redwood Road has become a much busier street. It would serve children best to find a location for the school on the east side of Redwood Road.

3.26 Goal: Move Redwood Elementary School to the east side of Redwood Road.

3.26.1 Action: Work with Granite school district to encourage eventual relocation of Redwood Elementary School on the east side of Redwood Road in Chesterfield.

Issue: Balancing Transit Improvements with Pedestrian and Cyclist Needs

Similar to 3500 South and 5600 West, residents and business owners on Redwood are concerned about Bus Rapid Transit improvements on Redwood. While public transit is supported, there is considerable anxiety regarding the potential impacts of center BRT lanes on business access and pedestrian crossings.

3.27 Goal: Encourage creative intersection designs that don't simply add lanes.

3.27.1 Action: Work with UTA and UDOT to develop alternative intersection designs that can accommodate necessary traffic volumes and BRT service while keeping overall intersection width narrow. Also consider enhanced bus transit that doesn't require dedicated center lanes.

3.27.2 Action: Incorporate clearly defined sidewalks, signage, and lighting into crosswalk design to ensure pedestrian safety.

3.27.3 Action: Look at walkability of students/pedestrians in key areas where schools are located and where potential safety issues have been identified. Possible solutions include: additional night lighting, new sidewalks, and enhanced crosswalks

3.27.4 Action: Snow removal from sidewalks should be emphasized at key places where school children walk.

3.27.5 Action: As properties redevelop, continue to implement the streetscape ordinance in order to end up with the planned Class 1 trail.

Issue: Redevelopment of Aging Commercial Properties, and Better Maintenance of Existing Properties

When asked about the positives within the Redwood Road corridor, the public agreed that it is an eclectic business area that historically has had unique businesses and commercial opportunities. Unfortunately, many properties along Redwood Road suffer from neglect and poor maintenance. Some buildings have not been updated for many years and may no longer meet the needs of prospective tenants.

3.28 Goal: Promote redevelopment of underperforming properties.

3.28.1 Action: Utilize incentive tools of the existing Urban Renewal Area to stimulate redevelopment in this area.

3.29 Goal: Promote better maintenance of neglected properties.

3.29.1 Action: Review enforcement activity and policies for properties in this region. Increase enforcement against properties that are not maintained to a minimum standard or are abandoned.

3-5 Land Use Considerations Beyond 2035

According to the Utah Governor’s Office of Planning and Budget, Salt Lake County will experience significant population growth between 2015 and 2060. During this time period the County is projected to grow by about 700,000 people, an increase of nearly 65%. Much of the population growth that occurs within the County before the 2035 planning horizon of this General Plan will happen on vacant ground. However, as the supply of vacant land decreases, more of the population growth will be accommodated through intensifying redevelopment. In West Valley, such intensifying redevelopment is most likely to occur along major arterial streets like Redwood Road and 3500 South.

Salt Lake County is also expected to retain its position as the employment center of the Wasatch Front. While not as robust as population growth, employment in the County between 2015 and 2060 is projected to grow by over 50%.

Given the strong population and employment growth projected for Salt Lake County, the potential exists for significant reinvestment in existing homes within West Valley. According to Arthur C. Nelson, Presidential Professor & Director of Metropolitan Research with the University of Utah, the typical life span of homes is over 150 years. Since nearly all housing within West Valley was built sometime after the 1940’s, most homes in the City are expected to remain homes for the foreseeable future. While homes in the City are unlikely to transition to other uses, there are several local and regional factors in play that could result in reinvestment in West Valley homes. These regional factors include:

- Natural barriers to growth: the Great Salt Lake and the Wasatch and Oquirrh Mountains
- West Valley’s convenient location near downtown and the airport
- West Valley’s freeway and transit access
- Anticipated traffic congestion and associated long commute times for more remote areas in the region
- The potential for even higher transportation costs in the future

One example neighborhood where such reinvestment is expected is the half acre lot portion of Chesterfield. This eclectic neighborhood has a rural feel despite its close proximity to jobs and services. It is also convenient to regional amenities like the Jordan River Trail. Instead of changing zoning on such neighborhoods to promote intensifying redevelopment, the City should retain the zoning and encourage the reinvestment in or replacement of existing homes.

Another significant land use consideration that may go beyond 2035 is the possible future redevelopment of the ATK property on the City’s west bench. This large property is made up of

the land between 4100 South and 5400 South and 6400 West to the City's western border beyond the Bacchus Highway (U-111). Encompassing 2,950 acres or 4.6 square miles, this land represents approximately 12% of the City's total land area. Increasing land values and the age of the ATK facility could eventually result in redevelopment pressure. While ATK has given no indication of future plans to relocate or close their facility, if the ATK property were to redevelop to a density similar to other West Valley neighborhoods, the resulting population increase would be around 30,000. This increase in population would also require a large amount of commercial development in order to provide new residents with goods and services.

Redevelopment of this land could present an opportunity to master plan and develop a very large tract of land in a holistic fashion in order to accommodate future population growth and economic development. Potential ATK property redevelopment would also provide land to more fully accomplish the housing goal of developing higher value housing. As West Valley City is largely built out, the City should be prepared to seize this unique opportunity for organized growth should it become available.

3-6 General Plan Map & Definitions

The following definitions are intended to be taken together with the West Valley City Vision West 2035 General Plan Map. The General Plan Map illustrates the anticipated future land uses within the City. It is a product of a variety of input sources including past land use maps, the West Valley City Planning Commission, the West Valley City Council, West Valley City Planning and Economic Development staff, as well as feedback from public open houses. The General Plan Map reflects a twenty-year perspective and should not be viewed as calling for imminent and immediate change to any part of the City. As the City grows and changes, the land use vision expressed on this map will be applied to direct these changes, or changed to represent shifts in conditions. This map should not be confused with the Zoning Map or its applicable ordinances, though the City does try to maintain consistency between these two different maps.

The following are the textual descriptions to the different components of the West Valley City General Plan Map.

Transportation and Transit

PROPOSED ROADS

These dashed lines represent proposed roads or those expected to be built at the time of the creation of this General Plan.

INTERSECTION EFFICIENCY

The Intersection Efficiency markers on the General Plan Map specify significant intersections that need or will need additional improvements to reduce traffic congestion.

HIGHWAY RAMPS

These markers indicate general locations where full or supplemental access to state or interstate highways is desirable.

LIGHT RAIL TRANSIT (LRT)

The Light Rail Transit Lines represent the alignment of the TRAX Green Line.

LIGHT RAIL STATIONS

These markers indicate LRT stations.

BUS RAPID TRANSIT (BRT), Proposed Alignment

These lines represent the existing or planned enhanced bus alignments, based on the Wasatch Front Regional Council 2015-2040 Regional Transportation Plan. On the General Plan Map, BRT indicates both enhanced bus and dedicated center lane BRT. BRT alignments that are planned to include dedicated center lanes are detailed in the General Plan text.

BUS RAPID TRANSIT STATIONS

These markers indicate station locations for planned BRT routes. Where no markers exist on a BRT line, the stations have not yet been determined.

Parks and Trails

TRAILS

Trails on the General Plan Map demonstrate proposed alignments for a system of pedestrian and bicycle trails throughout the City. While these trails or trail segments should affect a complete system, they are not necessarily meant to be the same in appearance, design or construction. Some trails may simply be sidewalk lengths with designation markers and signage, while others may be constructed as a trail on undeveloped land.

COMMUNITY-WIDE PARK AREA, Proposed

These areas have been identified as locations where a 5 acre or larger park is needed.

NEIGHBORHOOD PARK AREA, Proposed

These areas have been identified as locations where a small, 0.5 to 5 acre park is needed.

PARKS & OPEN SPACE, Existing

These areas on the West Valley City General Plan Map indicate the locations of public parks, trail corridors, golf courses, and open space.

Commercial and Mixed Use Districts

BUSINESS PARK

Business Park areas on the General Plan Map illustrate the districts where very large office uses are grouped together and surrounded by open space, which provides a better transition to nearby residential neighborhoods.

COMMERCIAL/MANUFACTURING

These districts are established to allow for groups of larger office and light manufacturing uses similar to Business Park areas, without the significant open space buffers. The land uses and intensity of adjacent areas should be comparable in scale and intensity as well as compatible to any proposed uses within these identified districts.

ENTERTAINMENT DISTRICT

This section of the City already contains several entertainment-focused venues including the Maverik Center and the Hale Center Theatre. This district will encourage more entertainment and other complementary uses such as hotels and restaurants within or nearby to build upon existing vitality. Broad goals in this area include the encouragement of a more pedestrian-friendly environment and increasing the rich variety of services and opportunities to attract more visitors to this vibrant and fun area.

GENERAL COMMERCIAL

General Commercial is established to provide locations for a full range of office, retail commercial and service uses which are oriented to serve both local and regional market demand. A variety of commercial activities are encouraged, especially those which promote both day and night consumer activity.

NON-RETAIL COMMERCIAL

These areas are meant to invite small-scale commercial offices and professional services that fit into lower density primarily residential (single family, detached) neighborhoods. These are commercial-only areas.

NEIGHBORHOOD COMMERCIAL

The Neighborhood Commercial areas allow for convenient shopping facilities which appropriately fit within and serve a neighborhood-oriented market. These facilities supply day to day necessities for local residents.

FAIRBOURNE STATION

This area has been more clearly defined in the Fairbourne Station Vision, which should be referenced for details on the expected uses, use intensities and urban form within this district.

MIXED USE

Mixed Use is intended to facilitate the integration of diverse but compatible uses into a single development. The level of intensity and variety of uses will depend upon the site location in the City as described in this chapter.

RESIDENTIAL OFFICE MIXED, Medium Density (MD)

These areas are determined to be acceptable for a mix of medium density, non-retail commercial uses such as offices and medium density residential uses. Non-retail commercial is distinguished because of its generally low intensity of use, where the vast majority of visitors are employees rather than customers, which reduce the demand for parking spaces as well as traffic to and from these locations. These areas will allow for vertical mixed use, where residential uses may be in the same building as office uses, though residential and other uses should be floor separated.

Residential Districts

All of these districts on the West Valley City General Plan Map are intended to be residential-only, except when other uses are permitted as of right or through conditional use application by West Valley City Zoning Ordinance.

VERY HIGH DENSITY RESIDENTIAL (Over 20 units per acre)

Examples of Very High Density Residential include multi-story condominiums and apartments.

HIGH DENSITY RESIDENTIAL (12 to 20 units per acre)

Examples of High Density Residential include stacked flat condominiums and apartments.

MEDIUM DENSITY RESIDENTIAL (7 to 12 units per acre)

Examples of Medium Density Residential include townhomes, row homes or single level condominiums.

SMALL LOT RESIDENTIAL (4 to 7 units per acre)

Small Lot Residential means single-family detached homes on small lots.

LOW DENSITY RESIDENTIAL (3 to 4 units per acre)

Homes in these districts are typically single-family detached units.

LARGE LOT RESIDENTIAL (2 to 3 units per acre)

Homes in these districts are typically single-family detached units.

RURAL RESIDENTIAL (2 or fewer units per acre)

Homes in these districts are typically single-family detached units.

Manufacturing and Industrial Districts

LIGHT MANUFACTURING

Light Manufacturing areas provide for the manufacture, predominantly from previously prepared materials, of finished products or parts. This may include processing, fabrication, assembly, treatment, packaging, incidental storage, sales or distribution of such products. Light Manufacturing does not include extracting industries, petrochemical industries, rubber refining, concrete fabrication, primary metal or related industries.

HEAVY MANUFACTURING

Heavy Manufacturing is established to provide suitable locations for uses engaged in the basic processing and manufacturing of materials or products predominantly from extracted or raw materials. Also included are uses that engage in storage of or manufacturing processes using flammable or explosive materials, or storage or manufacturing processes that involve potentially hazardous conditions. Further, Heavy Manufacturing means uses such as the manufacture of electronic instruments, preparation of food products, pharmaceutical manufacturing, research and scientific laboratories or the like. Heavy Manufacturing also means those uses engaged in the maintenance or sales of heavy equipment or commercial trucks, or work processes involving solvents, solid waste or sanitary waste transfer stations as well as recycling facilities or salvage yards, towing yards or impound yards.

Other Districts

UTILITY

Utility is used to indicate where a private or public utility has a permanent installation, public access is generally not allowed, and the land is not likely to be used for any other purpose in the future.

COMMUNITY

The Community designation is applied to a variety of government, community, or private land uses such as City and County government buildings, churches, schools, and even cemeteries. These parcels may or may not have permanent structures, but they are unlikely to change to another land use in the future.

3-7 Citywide Issues, Goals and Actions

Issue: Master Planning

In some areas of the City, such as the River Trail LRT Station or the Chesterfield neighborhood, growth and development poses challenges to existing land uses, infrastructure, and residents. These areas might be better served through the production of more detailed small area plans, which will guide development and provide greater protection for existing neighborhoods. Similarly, where necessary topical master plans covering issues such as open space and trails could aid the City in its understanding of the issue and facilitate prioritization of projects.

3.30 Goal: Develop more detailed plans addressing specific areas within the City or complex topics.

3.30.1 Action: As resources permit, prepare specific plans to provide more detail for orderly growth and appropriate development. Areas that may be aided by such small area master plans include Chesterfield and the River Trail LRT Station area. These master plans should complement the General Plan while providing greater land use detail and urban design criteria to guide the adoption of zoning that will help the particular area to achieve anticipated or desired changes.

3.30.2 Action: Identify topics in order to prepare City-wide topical plans such as a 'Trails & Open Space Master Plan' covering various and complex topics. This process should identify issues that might be clarified or guided beyond the level of detail provided in the General Plan.

3.30.3 Action: Perform a future land use analysis on ATK owned land in the southwest part of the City in order to plan for potential future growth in the event that their operations cease and the land becomes available for redevelopment.

3.31 Goal: Provide for consistent land uses across the City's borders.

3.31.1 Action: Work collaboratively with Salt Lake County and adjacent municipalities to provide for intact neighborhoods and consistent transition of land uses beyond the City's borders. This cooperation may help provide guidance also for West Valley City's land use planning and decisions on the City's boundaries.

Issue: Transit-Oriented Development

In areas that have or will have significant access to public transit, West Valley City has an opportunity to shape land use and developments toward more pedestrian and transit supportive districts. In an effort to develop a unified policy which will help bring about transit-oriented development, the following policies have been developed. Any transit-oriented development (TOD) projects may also be further supported by preparing small area master plans to provide greater detail for the City's vision of the areas around transit stations.

3.32 Goal: Encourage transit-supportive land uses around transit stations.

3.32.1 Action: Develop a zoning strategy to provide for transit-oriented development (TOD) around TRAX stations and select BRT stops. This strategy should incorporate the following principles:

- Emphasis on walkability and the pedestrian
- Interconnected street grid
- Smaller blocks
- Traffic calming measures
- Support for a variety of transportation modes
- Mix of complimentary and transit-supportive land uses
- Reduced dependency on the automobile
- Compact development forms
- Development oriented to the street
- Public gathering spaces

Issue: Compatible Zoning

Vision West 2035 includes recommendations for significant land use changes in some areas of West Valley City. In some cases, adopting land use changes will require the modification of existing zones or the development of new zones in the City's Zoning Ordinance.

3.33 Goal: Develop zoning that will be compatible with the land use map and the land use definitions identified in Section 3-6.

3.33.1 Action: Modify existing zoning districts or create new ones to include the land uses and land use definitions recommended in this General Plan.

