

Planned Communities: Questions & Answers

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Prepared by:



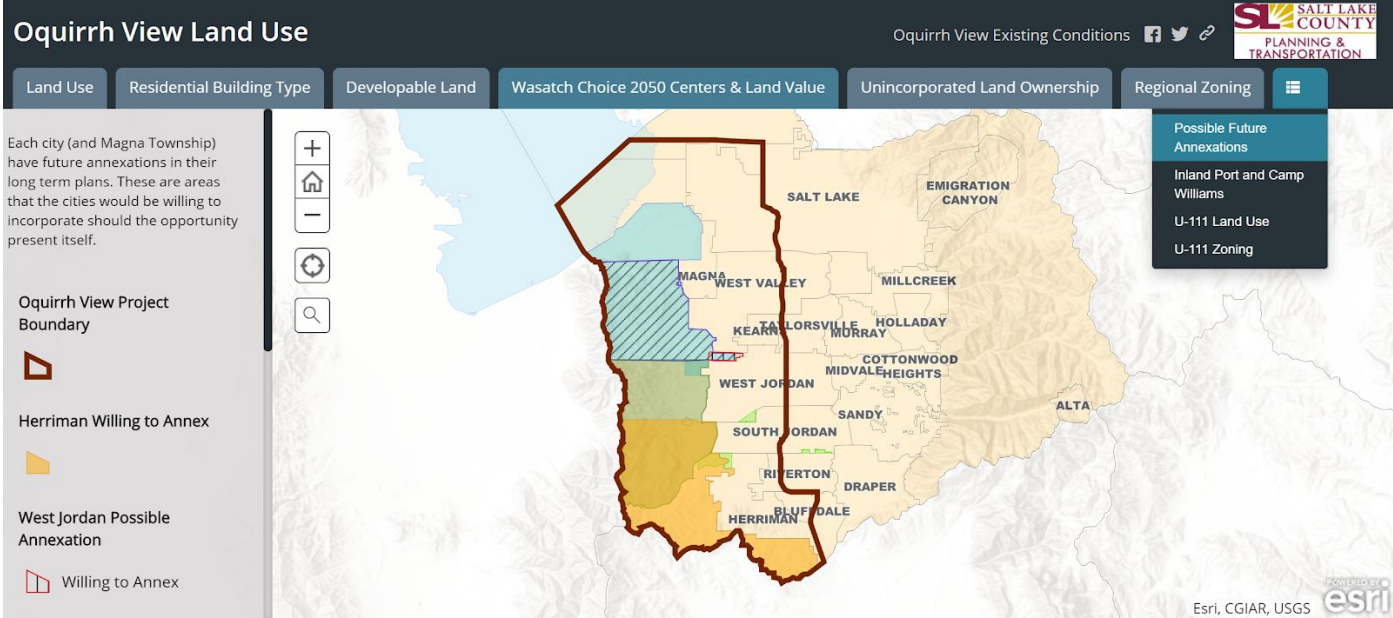
Topic: Planning & Zoning

Questions posed by Arlyn Bradshaw

Q1: What current annexation declarations exist? I assume there is overlap--and would like to see the information on a map.

A: Western and southwestern cities have areas they are willing to annex. These future annexations come from the long range plans of each community and do overlap. Most are not actually annexation declarations, but show desire or interest in annexation.

(see [Oquirrh View Land use map](#) and click on “Possible Future Annexations” for more details.)



Q2: When it comes to planning and zoning in general, there needs to be better coordination, unless forum shopping, some of our other Wasatch Front counties require an annexation before they can do these types of developments. We don't have those requirements. What steps can we take in terms of municipalities syncing up master plans, particularly in the southwest region for planning and zoning? If we are going to tackle some of these issues we need to have some coordinating of master plans.

A: The Oquirrh View Plan will in part address this issue. The Southwest Visioning Study will also address the need for collaboration. Southwest communities want to collaborate and sync up plans but there is some level of complexity surrounding how to best achieve this goal.

Wasatch Front Regional Council is ready to adopt the [Wasatch Choice 2050](#), which is a multi-county regional plan and vision. It takes into account local General Plans and combines them into a single vision.

Questions posed by Ann Granato

Q3: Please provide a broad view of densities throughout Salt Lake County.

A: At this time we don't have density/per acre numbers for all of Salt Lake County neighborhoods. We can, however, provide for reference (see the table below) known density/per acre by relevant project.

Keep in mind: assessing [density by city](#) is not an effective measure because some cities have large unpopulated areas (like airports or lakes) that skews the numbers.

City	Project	Gross Density/per Acre	Project Acres
South Jordan	Daybreak	5	4,200
Riverton	Mountain View Village/ Center Cal	7	550
Lehi	Holbrook Farms	4.1	691

Questions posed by Michael Jensen

Q4: When did the cities on the westside, from Magna all the way down south, last update their master plans?

A: See table below.

City	General Plan Updated
Bluffdale	2014
Copperton	2004
Herriman	2013, update in progress
Kearns	2012
Magna	2012, update in progress
Riverton	2008
South Jordan	2010 update in process
Taylorsville	2006
West Jordan	2012
West Valley	2015

Q5: Request for overall zoning information. Have cities communicated with each other regarding their master plan?

A: Typically, cities often have informal discussions regarding planning with each other, but detailed collaboration is limited. According to various city planners we spoke with regarding their general plan process, cities typically send a courtesy notice to their neighboring municipalities when a general plan is being developed. They generally do not directly involve those cities as committee members in the plan drafting process unless there is a specific project that appears to warrant a collaborative effort.

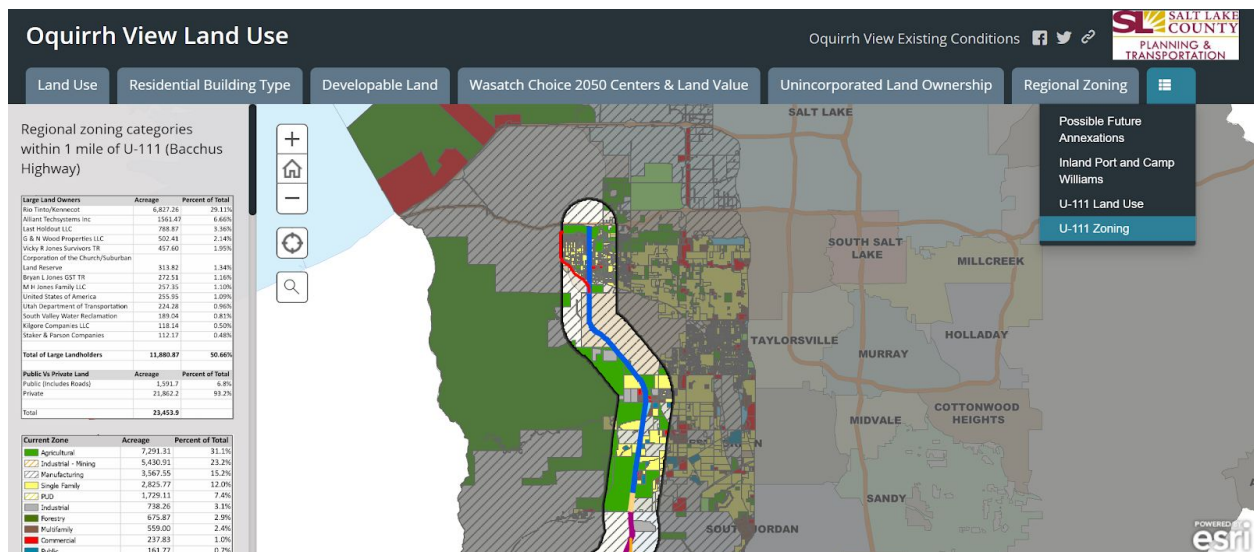
The County’s Oquirrh View project and the Southwest Visioning process will assist in this type of detailed collaborative planning. The Wasatch Front Regional Council recently added additional funding to the Southwest Visioning project via the [Transportation Land-use Connection \(TLC\) fund](#).

“The primary goal of the **Southwest Salt Lake County Visioning Project** is to incorporate the land use plans of each municipality with the input of residents and stakeholders to arrive at an overall vision. The vision will see that all modes of transportation are appropriately addressed and effectively interconnected, and coordinated with the future land use plans of all involved cities.”

Q6: Request for zoning and master plan for U-111. What parcels have been purchased? Ongoing? What applications have been submitted?

A: We do not currently have a complete picture of purchased properties along U-111. We have, however, created maps for the U-111 corridor to assist with land use and zoning efforts.

(see [Oquirrh View Land use map](#) and click on “U-111 Land Use & Zoning Maps” for details.)



Questions posed by Richard Snelgrove

Q7: Please provide a quality of life impact statement. “How might future growth negatively impact county residents?”

A: Quality of life index can be determined by looking at multiple factors: housing affordability, transportation, access to jobs, and vicinity to parks/trails being a few. Schools, grocery stores, and public space, and a clean environment also contribute to the fabric of a community.

The *Utah Foundation* recently released a [report on quality of life in Utah](#) that showed a slight decrease in perceived quality of life due to **housing affordability, air and water quality, and parks and recreation**. Transportation improvements and personal financial security were also found to be important to survey participants. [[see video](#).]

Questions posed by Aimee Winder Newton

Q8: Besides Daybreak, are there other large-scale master-planned communities that we could compare to Olympia Hills that are already being developed?

A: Yes! There are numerous examples of master-planned communities in the U.S. that we can learn from. Most of these communities are large in scale, meaning greater than 3,000 acres.

Learning from large-scale master-planning efforts in the U.S.

See a [list of the top 50](#). [Eastmark Arizona](#) sticks out as one example that could work in Utah. It includes significant parkspace, a visitor & community center, businesses, and schools. It is an example of a master planned community that continues to grow and improve over time. For example, each year new business locate to Eastmark and new schools are brought online.

Learning from small scale master-planning efforts in both the U.S. and locally.

In Utah, we can look to small scale projects like Mountain View Village (Riverton), Farmington Station, and Holbrook Farms (Lehi). In the U.S. we can also learn from projects like the “[Cannery](#),” a planned community in Davis California that mixes apartments, townhomes, and single family all together and has a working farm (related idea to the USU Farm).

Q9: What kinds of design standards would need to be included in a development agreement to have a high quality large-scale development such as Daybreak?

See list below, shared during the Salt Lake County Council Growth Summit 2.0 series in April 2019.

1. Complete Street. This considers all types of users, transit, and businesses.
2. Mixed Use. Minimizes travel and enables residents to “live, work, & play”.
3. Centers. Think about land use and concentrate higher intensity in centers.
4. Placemaking. What makes it a community? Where can people gather and recreate?
5. Housing options. Single family & townhome/apartment; rent & buy.
6. Parking. Place parking behind buildings/homes. This livens up the usable space.
7. Parks and trails. Should have both passive and programmed activities. Plan for maintenance.
8. Enduring community. Think about sustainability/energy efficiency and building streets on a human level.
9. Design throughout. Adaptation will have to happen so it’s better to have standards than specific guidelines.
10. Architecture. Requiring unique building designs and not cookie cutter, should address building shapes, entrances, windows.

For additional resources on building quality large-scale communities, visit

<http://buildabetterburb.org>.

Q10: What are some best practices and general principles that should be considered when planning a large-scale development?

A: It mainly comes down to providing options. Allow the developer to have options and flexibility so they can best fit the needs of the community, market needs, and their own needs. We must help people understand that not everything will come overnight. Master-planned developments grow and improve over many years. Daybreak, for example (see bullets below), received approval of their original Community Structure Plan in 2002, and it is still far from being built out. Some of the original design elements like alignment of some of the major roads have changed in response to outside influences and market forces while not compromising the planning principles behind them.

- “Streets that *connect* vs Streets that *collect*. Allow many options outside of just large collector style streets. More, smaller streets with wider sidewalks alleviate congestion while allowing residents opportunities to walk the streets more comfortably.
- Housing options. Concentrate higher “intensity” areas around town centers and gathering places.
- Transportation options. In addition to roads, trails and transit need to be considered.
- Fabric of a community. Space for schools, churches, and grocery/food/retail should be built especially around town centers. Other, larger businesses may take longer to attract.

Q11: What are problem areas that we should watch out for with big projects?

A: This is up for discussion, but some of the big ones might be: transit/transportation, public perception (helping residents understand the long term vision), achieving high quality standards (structural, environmental, and maintenance), quality of building standards and design, and ensuring that the developer has the right team and is up to the task. Usually businesses and jobs come after the population base is established, but if they can lead out on Olympia that would be best.

South Jordan experienced some challenges with alleys, such as snow plowing and Class C road funds. These items should be looked into. Also much of the visitor parking in Daybreak is available on public streets in the right of ways, this usage of public right of ways is different than conventional subdivisions.. In short, South Jordan learned to have a firm idea of the principles they want to achieve, while realizing they need to be flexible and consider alternative means to achieving those principles.

Topic: Daybreak

Questions posed by Aimee Winder Newton

Q12: What is the final gross density of Daybreak when it's fully built out? What is the current gross density?

A: 5 units per acre is the maximum gross density, with current density at 3.13 units per acre. As stated in the Growth Summit 2.0, it's more important to focus on placemaking and centers than on density. Some areas have higher intensity of use (such as housing) than others. This allows for more functional parks and open space. Not all but many residents are willing to trade large lots for a significant parks and trails system.

Q13: Was the TRAX line approved prior to the Daybreak development? Has there been any type of commitment from UTA on rail to the Southwest part of the valley?

A: The Red line (extension to South Jordan as currently aligned) started running in 2011, but was being planned early on while Daybreak was being reviewed and approved. Daybreak worked with UTA in planning for transit as part of their master plan. For example, Daybreak provided right of way specifically for UTA, working together on alignment.

There has been no commitment from UTA regarding the timing of construction of a rail extension, but there is an agreement between South Jordan City, Daybreak, and UTA regarding the alignment of the future extension to Herriman. The Trax extension to Herriman is in long range plans, but shown as unfunded.

Q14: What did Daybreak have as far as transportation infrastructure before they started building homes?

A: At the time Daybreak started construction, Bangerter Highway was in place and the Mountain View Corridor was in the early planning stages. As stated above, TRAX was also in early planning stages at the time. The first phase of Daybreak involved the developer building a connection road at 11400 South (Daybreak Parkway) from 4000 West to the first Daybreak roundabout, which was the one “off-site” improvement built at the expense of the developer. Daybreak planned streets to be “connecting” instead of “collecting”. This was planned to occur from the beginning. They worked to have many connections to major roadways instead of few.

Q15: How did/does Daybreak handle retail/commercial development?

A: The original intent of Daybreak was to have a strong central downtown, but that was minimized with the development of the South Jordan Commercial District. The Soda Row commercial area is a mixture of office, retail, restaurant and other businesses. Daybreak is the in

the process of developing their main Town Center near the trax station and it looks to be of significant impact. Daybreak website says.. “Additionally, “Downtown Daybreak”—the 400-acre town center area adjacent to the Mountain View Corridor and the TRAX light rail line—is also beginning to flourish with a variety of new urban style housing options from Sego Homes, Destination Homes and Garbett Homes as well as new amenities planned to be developed in the very near future. Commercial development is also a focus in 2019 with the groundbreaking of a 17,000 Sq. Ft. Harmons Market and a Salt Lake County Library. You’ll also see the South Jordan Care Navigation Center opening late June, this facility will employ approximately 375 people and is associated with University of Utah Health. At SoDa Row, we will also add Rockwell Ice Cream and Animal Care Center Daybreak.”

Q15: What about the Daybreak development made it able to respond to changes in the market?

A: Daybreak Communities (the development team) does market studies on a regular basis and adjusts their various residential home types and commercial buildings. Daybreak provides a wide range of home types for people of all ages and various incomes this helps them meet market demands. Daybreak also provides home types that are not offered in conventional subdivisions. Daybreak’s development agreement allows them flexibility in the type of units they build; however there are limits depending on the location i.e. towne center vs neighborhood.

Q16: Which amenities does Daybreak have that you feel help make a project successful?

A: Of course people talk about the parks and trails, which are among the best in Utah. Almost every home is within a block’s distance of a park or trail. Often overlooked is the fact that Daybreak offers a holistic traditional and walkable community with amenities such as streetscape, custom architecture, mixture of uses within walking distance and community centers (buildings, parks, pools, village centers). You get the whole package with Daybreak.

Q17: What was the process for Daybreak to come up with a balance of people, parks and retail? What is the right balance?

A: In the genesis of Daybreak's planning they had a good team of planners and designers that developed a comprehensive strategy and plan. Daybreak continues to have a good planning and design team and is constantly tweaking, modifying and adjusting their plan. Parks and trails were included as part of the core of Daybreak. Retail was also included but is adapting as the market and opportunities change. As stated in the Growth Summit 2.0 Daybreak is learning and evolving.

Q18: What are the best practices that we've learned from Daybreak to make it successful?

A: Here are some notes from their presentation.

- Viewing community development as a partnership between the development team and the local government
- Flexibility to adjust with different building and housing types
- Holistic approach on live, work, and play community
- Mixture of uses, densities, mixture of housing types that meets the full life cycle of housing
- Open space preservation and development of parks and trails
- Retail and employment that meets the needs of the residents
- Pedestrian environment that encourages transit and cycling
- Desirable living and working environment

Topic: Economy

Questions posed by Arlyn Bradshaw

Q19: Talking about Redevelopment Agencies and money, that is required by state law. We are strong advocates for that money. How is the set aside money being utilized?

A: Salt Lake County currently collects these funds on two projects: the West Millcreek URA and Magna Arbor Park URA. There are currently \$383,425.80 that have been collected to date. In 2018, the County Council voted to create a Regional Housing Trust that could be used to hold these funds. Each municipal RDA has discretion over the funds collected on their project areas. They can use them in their own communities, transfer to Housing Connect, transfer to the Olene Walker Housing Loan Fund, or transfer to the Salt Lake County Regional Housing Trust.

Questions posed by Shireen Ghorbani

Q20: We need to ask where people are going to work, who live in the growth areas we are seeing in Salt Lake County?

A: Between 2000-2017 approximately 57% of the Salt Lake County growth occurred in western Salt Lake County, yet the majority of the jobs are still located on the east side of the valley.

This is partially due to the fact that traditional zoning ordinances have always separated industrial (job center) land uses from residential land uses. Perhaps now is the time to consider connecting rather than separating those two by allowing for, incentivizing, or perhaps even requiring workforce housing to be built as an integral part of job centers.

Care would need to be taken so as to protect residents (especially residents who have been historically marginalized) from certain potential hazardous outcomes of a shift in zoning practices (e.g. workforce housing next to a medical waste incinerator).

With that in mind, employment centers such as office, medical, education, retail, and light manufacturing should have housing nearby, which would require a change in zoning practices.

Q21: How do we prioritize small business or that kind of growth, over corporate handouts? If corporate handouts are going to continue, how are we using that to leverage some of the needs we have in our communities? We have an opportunity to think differently about the kind of corporate handouts that often come down the pipe.

A: The County Council has a role in choosing whether or not to allow Tax Increment Financing (TIF) in project areas to go to larger businesses (as opposed to be re-invested in infrastructure, etc.). Each project area that utilizes TIF is approved by the County Council or RDA Board. Countywide Policy 1155 is a guiding document for County participation in project areas; this policy could be updated in order to reflect the desires outlined in the question.

One of the key concepts to consider in planned communities is that of mixed uses. When the high-density residential component of a community is incorporated into the commercial element, it decreases the likelihood of “big box” stores, and increases the likelihood of smaller, locally owned business occupying those spaces. Unless a large-scale community is part of the redevelopment of a former industrial site, public funds or other tax incentives are not part of the equation.

Questions posed by Ann Granato

Q22: There has to be an engagement that the developers set aside in the area but is up to the cities outreach to bring in the retail and box stores.

A: This is a very site dependent question, so there is no easy answer. City Economic Development staff can work with EDC Utah, the real estate community, and the developer to try to attract certain types of businesses to a development, but that will not/does not always happen. Much of the outcome is dependent on the developer to bring in anchor tenants and fill other vacancies before the development is complete, so as to be “up and running” at opening. However, market forces will also dictate what types of businesses is developed.

Q23: What can we do to encourage collaboration of the city master plans to get the tax base they need?

A: Currently, the “point of sale” sales tax is an incentive for cities to compete with one another for sales tax revenue. Three potential approaches to overcome this competition are: 1, to phase out the point of sale tax in favor of a population based system, 2, to institute some kind of oversight through legislation empowering a regional authority to resolve competitive issues, or 3, to bring the cities together in a regular, open dialogue regarding cohesiveness among the various city plans.

Note that moving to a population-based system incentivizes housing. While this *may* lead to increased housing density, thus enabling larger populations and increased sales tax revenue, density is not a guaranteed outcome. Furthermore, it could lead cities to prioritize housing at the expense of commercial centers, creating large swathes of housing tracts that are poorly connected to goods and/or services. A population-based tax system would need to mitigate against such outcomes.

Questions posed by Michael Jensen

Q24: Are people (or developers) going to get a better deal on a CRA or some kind of help in order to get retail? Are they simply going after the CRA money or anything else to bring retail in and they aren't raising the tide for everyone else?

A: As mentioned above, the attraction of retail space is a key concern for municipalities, since sales tax funds much of their budgets. Municipalities may want to create CRAs that target retail development. As a participating entity in these TIF deals, the County can ask for certain requirements. In some areas, it may not be advisable to incent retail-only developments. In others, retail would make sense to be a large (if not primary) component. Countywide Policy 1155 outlines that projects are viewed favorably if they “would not happen in a reasonable timeframe, or at the proposed amenity level, ‘but for’ the creation of the CRA and the use of tax increment financing.” It is often difficult to argue that retail-only or retail-heavy developments would not occur on their own as retail is driven primarily by market demand. Other favorable conditions outlined in Policy 1155 would also make retail-only developments difficult to justify. The County Council, as the entity that approves any TIF deals, has the final say on whether to incent retail development or not.

That said, mixed-use and transit-supported developments with high employment potential along with projects that complement regionally significant community planning efforts are viewed favorably under Policy 1155. These projects could have a retail component but also allow for other commercial/industrial uses as well as high-density housing. As one piece of a larger project (especially if it meets the above criteria are met), retail makes more sense. Retail space and restaurants are a key component of thriving communities, but they will most often happen without the need of TIF incentives.

Topic: Fees

Questions posed by Aimee Winder Newton

Q25: Some cities charge impact fees to cover the cost for roads, schools, and other infrastructure. Since we don't charge impact fees, what expectation do we have of developers to put in infrastructure? How do we ensure it will happen?

A: Impact fees are generally used to ensure that all developers pay their “fair share” of infrastructure improvements. Historically many improvements needed for the greater good of a community are disproportionate to the impact of each individual development--it is generally the sum of the impacts of many smaller developments that requires installation of schools, parks, and other large-scale community improvements. On-site infrastructure, such as local roads, water and sewer systems, storm drain systems, and utilities are always funded by the developer as part of the cost of development. Off-site infrastructure, such as upgrades to trunkline systems and widened roads, are generally paid for through impact fees or capital improvement projects.

In a large-scale community, the local infrastructure will be installed by the applicant as is typical. But planning on the larger scale gives the municipality the opportunity to account for the larger improvements because the impacts leading to the need for those improvements are all tied to the one development. One key question which remains is: how are infrastructure improvements located off-site in other jurisdictions to be accounted for?

Improvement districts like Jordan Valley Water Conservation District and South Valley Sewer District would charge impact fees; however there is not a defined solution for items such as parks and streets.

Topic: Housing

Questions posed by Shireen Ghorbani

Q26: Are there opportunities for affordable housing and how is it playing out?

A: The County does not currently have an ordinance requiring or incentivizing affordable housing as part of any development. However, part of the negotiation with the developer of a large-scale community for increased density could include an affordable housing requirement as part of the development agreement. The developer could receive incentives for including affordable housing in the project.

However, all Redevelopment Project Areas are required by State ordinance to set-aside 10% of the project budget for affordable housing. As mentioned in answer to a question above, the County only collects affordable housing funds on two projects. The municipal RDAs each collect their own funds and can either deploy those funds in their jurisdictions or turn them over to Housing Connect, the Olene Walker Housing Loan Fund, or the the County Regional Housing Trust fund.

There are certainly other opportunities for the County to take a more hands-on approach to affordable housing. The County could lease land that it owns to developers at rates that would allow for an increase in affordable units to pencil out. The County also has the opportunity to deploy the funds that it has collected to date to build new or purchase existing units that it could rent at more affordable rates.

For the most part, housing developers will want to construct as much market rate housing as they are able to cover the high costs of land and construction costs. Government through zoning, development agreements and public resources can assist certain number of units being affordable at various income levels. The County could also require inclusionary zoning without public financial assistance. This however shifts costs to the developer bottom line and to the other housing units.

No doubt there are challenges to increasing the affordable housing stock. The high cost of construction and land, zoning regulations, fees and time are all challenging for the development of affordable housing.

The housing affordability crisis is not just a challenge or crisis for only low income households. In a strong labor market such as Utah and Salt Lake County has experienced, middle income households are feeling the affordability stress as well as identified by Brookings researchers. However middle-income households have more options to hold on to housing by downsizing or moving further away from high priced housing and employment. Low income households do not have the same choices thus being more severely housing burdened.

Master planning of large tracts of land should include housing that is affordable at all levels of income and various types of housing.

Q27: Is there potential for partnerships for workforce housing, to create partnerships with businesses that are being recruited to this area?

A: One way to encourage this (and perhaps other forms of affordable housing) could be to set a base density for the project, but allowing density bonuses for projects that create these partnerships between businesses and workforce housing. Again, this would need to be part of the development agreement.

The high cost of housing in the Silicon Valley, CA has prompted a few high-tech companies to invest in housing because employees cannot afford the high housing costs plus the cost of travel to and from home of over an hour up to two hours each way. Some employers have allowed workers to campout in the parking lots in trailers or campers during the work days.

Locally, we have seen workforce housing created as part of the affordable housing mix not supported or sponsored by an employer or industry sector since the early mining industry. You may find workforce housing in resort communities but rarely year-round. The later workforce housing has generally been identified as studio, super studio and one-bedroom apartments. Single room occupancy apartments existence house special need populations with few

exceptions. The studio and super studio apartments met a demand for small sized units with little parking requirements and access to public transportation and active transportation. Salt Lake County has provided gap financing for super studio apartments located in Salt Lake and Murray Cities developed as workforce housing.

Q28: What kind of opportunities do we have to be thinking about net zero communities or renewable energy that are fully integrated into these as part of the approach?

A: With a large-scale community, the council could certainly request the applicant demonstrate the impact of the development in terms of energy usage, air pollution, water etc. Once again, incentive may be provided in terms of increased density if the developer demonstrates that his proposal for higher density is actually more sustainable than conventional suburban development.

A net zero of a community this size would be impossible currently; however much can be done in creating a walkable and mixed use urban fabric, energy efficient buildings, solar friendly, transit friendly, water conservation minded and etc. It would take both the County and the Developer working towards common sustainability to achieve this goal.

This topic is connected to design and construction standards, and could also be considered a working goal as construction technologies and transportation methods advance and market demands change.

Q29: A lot of people in their 30s and younger want homes that have smaller yards, but really good access to trails and recreation activities outdoors that is right outside their doorstep.

A: The concept of new urbanism (Daybreak) is bringing these amenities to the forefront of modern livable communities. Access to trails, recreation and other outdoors activities can be right outside of their doorstep as is. Access can be measured in distance or by time to enjoy the amenities described within 15 minutes by foot, bike or car. One of the things stressed by South

Jordan planners as a key to Daybreak’s success is that the entire project is connected by a series of trails, small parks, and open space. There are some homes with traditional yards, but many of the yards in Daybreak are smaller. Some housing types actually share small courtyards as “common area” among them. Encouraging a variety of housing types and requiring connected trails and open space within a large-scale community would help account for these needs. In older/mature neighborhoods in-fill housing opportunities are being developed in locations near recreational activities, trails, walkable to retail and public transit.

Q30: How can we help shape communities that are inclusive and affordable and that create opportunities for some interesting ideas with businesses?

A: In the long-term, the solution is to modify ordinances to address housing types, affordability, mixed uses, and innovative job centers. In the short-term, the solution is to account for these issues through a development agreement. For example, the agreement could state that allowing higher density than what would result from traditional development patterns is dependent on a certain percentage of units being affordable and/or accessible.

Proactively working with developers and communities to build affordable housing outside of low-income neighborhoods is also a way of fostering inclusive communities and has been shown to help historically marginalized groups achieve greater economic mobility. The [neighborhood in which children grow up has a large impact on their economic mobility](#). Building affordable housing units in already impoverished neighborhoods decreases inclusivity. The [Opportunity Atlas](#) is a good tool to interrogate the opportunities available to residents within certain neighborhoods and can be filtered by various demographic segments and various outcomes.

Housing will precede business development. To be an inclusive community that is affordable, the housing stock should consist of various types and sizes of housing units that can attract a mix of household incomes not just affordable and fits the needs of the households by family size and stage of life needs.

Q31: There is a huge market of individuals who want to downsize and get into a home that is more accessible and into communities that are more accessible, and people can't find those types of homes here. Is there a way we can look at integrating that need with the opportunities that are on the horizon for these developments?

A: Existing developers have been trying to meet this market segment. There is a demand as Ivory Homes developed a project in Daybreak for 55 and above. The units were pre-sold prior to construction. This housing is becoming attractive to older consumers. Like the younger people who want to be close to recreational activities, so do a large segment of the older baby boomers and that should only increase..

In some or many cases, older homeowners have little or no debt on their existing houses thus are trading down to a manageable housing size with community feel and amenities. In certain cases, the new housing can be more expensive than the value of the existing house leaving a small debt.

Small- and large-scale developments could or should have a set aside number of housing units that are for a mix of income. The larger housing and community developments can have various housing unit sizes and types and be of quality construction.

The County could adopt ordinances and policies to either require or incentivize these housing types.

Q32: What are we doing to ensure that people can grow old in Salt Lake County?

A: For years the County and a few cities have been utilizing the Community Development Block Grant Program to provide assistance to program eligible senior or people with disabilities to improve accessibility and mobility in owner-occupied homes. In addition, it makes needed repairs to extend the usefulness of the housing. This program fits into an aging in place. The Housing and Community Development Division also has a Federal Home Loan Bank Grant to conduct an Aging in Place program currently to modify/rehabilitate 35 senior and people with disabilities houses. This experience will help guide how future programming

The variety of housing types being discussed above would go a long way towards this goal. There may be other strategies, such as developing ordinances that allow density bonuses for subdivisions that are specifically designed as “retirement” communities (with smaller yards maintained by an HOA and one-level home design that is handicap accessible).

Questions posed by Ann Granato

Q33: When we ask developers to put a certain set aside for affordable housing, are we using that? Where does it go? How is it used? How can we better incorporate it in the development that is taking place?

A: We have traditionally not required a percentage or number of dwelling units to be affordable as part of subdivision development. In jurisdictions that do require affordable housing, they often require controls be placed on the sales price of homes over a certain period of time. The original price is based on a percentage of median income, and the documents are recorded that limit how much above the original price a home may be sold for within the first 10 - 20 years after it is built. If affordable housing is a priority for a large-scale development, and price control over time is something the mayor and council want to use as an affordable housing tool, the development agreement needs to clearly spell that out.

Topic: Legal

Questions posed by Ann Granato

Q34: What is the process to approve each phase and what decisions will the Planning Commission and the Council be able to make at that point?

A: The P-C Zone ordinance outlines the following stages of approvals: P-C Zone plan, Community Structure Plan, and Project Plans (in conjunction with subdivision plats/site plans).

The P-C Zone plan is submitted in conjunction with a request to rezone the property to a P-C Zone. It governs the following subjects: land uses, density, height, total acreage of open space, total square footage or acreage of nonresidential uses, general location of proposed infrastructure (streets, water, sewer, storm drain, parks/open space). It is accompanied by reports showing what infrastructure is required for the proposed density. It is also accompanied by a development agreement that addresses these same subjects. The P-C Zone plan and accompanying development agreement are essentially the zoning ordinance for the planned community, this could also include standards. The County Council approves the P-C Zone Plan and the accompanying development agreement, after receiving a recommendation from the Planning Commission on the P-C Zone Plan. The Mayor executes all development agreements throughout the planned community approval process.

The Community Structure Plan is submitted and approved after the property has been rezoned (and the PC Zone Plan/associated development agreement has been approved). It governs the following subjects: boundaries and acreage for land use districts (neighborhoods, villages, business and research parks, town centers, etc.); number (and presumably types) of dwelling units; acreage of open space; acreage of nonresidential uses; master circulation plan, including street network, bike and trail system that connect districts/schools/open space/other trail systems, street alignments, and right-of-way widths; proposed utilities/easements/flood control facilities/secondary water system; open space plan showing general descriptions/locations of major open space; standards that govern design/maintenance of major public infrastructure

(sidewalks, street lighting, paving, street furniture, etc.), and general building placement/massing/design criteria. This plan is accompanied by its own development agreement and is approved by the planning commission, except when the community structure plan/development agreement is inconsistent with the County zoning ordinance, in which case the County Council must approve the plan and agreement.

Individual project plans are next submitted for specific project areas or phases within the community, in conjunction with approval of an individual or group of subdivision plats/sight plans. A project plan is also accompanied by its own development agreement, and the plan/agreement govern the following subjects: public and private infrastructure improvements within the project area and design standards for the same; and design standards for the buildings and other improvements within the project area. The project plan and accompanying development agreement and plat/site plan are approved by the planning commission, except when the project plan/development agreement is inconsistent with the County zoning ordinance, in which case the County Council must approve the plan and agreement.

Questions posed by Shireen Ghorbani

Q35: Explain how design standards and how developers are held accountable or create more specificity in the agreements we have in these areas?

A: Design standards are outlined in development agreements at both the Community Structure Plan stage and Project Plan stages of the Planned Community. Design standards at the Community Structure Plan stage usually govern project infrastructure (streets, parks, trails, bike paths, stormwater, water, sewer, etc.). Design standards at the Project Plan stage govern public and private infrastructure on the much smaller scale of individual project areas/plats/site plans, as well as design standards for buildings within these same areas.

Developers are held accountable by the terms of the development agreement, which is a contract, and by County ordinance. Developers must demonstrate compliance with both ordinances and development agreements before projects governed by the same can be approved. If, after approval, Developers do not comply with ordinances, enforcement actions can be brought; if Developers do not comply with development agreements, breach of contract actions can be brought. The less specific or clear a development agreement is, the more difficult it is to enforce the agreement.

Topic: Parks, Open Space, & Trails

Questions posed by Aimee Winder Newton

Q36: What is the percentage of parks, trails and open space that you would recommend for a large-scale project/development?

A: Parks, trails, and open space is measured in two ways. The first is park acreage per 1,000 residents. The National Recreation and Park Association issued a 2018 report stating that the nationwide average for parks per 1,000 residents is 10 acres. In the Oquirrh View study area the total amount of park land was just under 6 acres per 1,000 residents which is low.

The Salt Lake County Parks & Recreation division has a standard of “5 acres (of county maintained parks) per 1,000 population”. This includes regional parks and neighborhood parks maintained by the county. In the Oquirrh View area the average is around 2.5 acres per 1,000 residents which is low.

The second way to measure parks is by the walkable access. When residents have a park (or a trail) within a *half mile or less of their home they are more likely to frequent the space*. This makes pocket parks and smaller, local parks important. Parks should also have a variety of uses. Programmed uses (e.g. basketball courts or a park cafe) provide structure to the park and round the clock use. Other activities can happen spontaneously in casual or planned ways.

Questions posed by Michael Jensen

Q37: What is the trend for density and open space?

A: In the previous answer statistics are discussed for current opportunities for parks. [Maps of parks and trails can be seen in the Oquirrh View project.](#)

Overall, county residents want more walking, hiking, and biking trails with higher standards of maintenance as was demonstrated in the [County Parks and Rec Master Plan.](#)

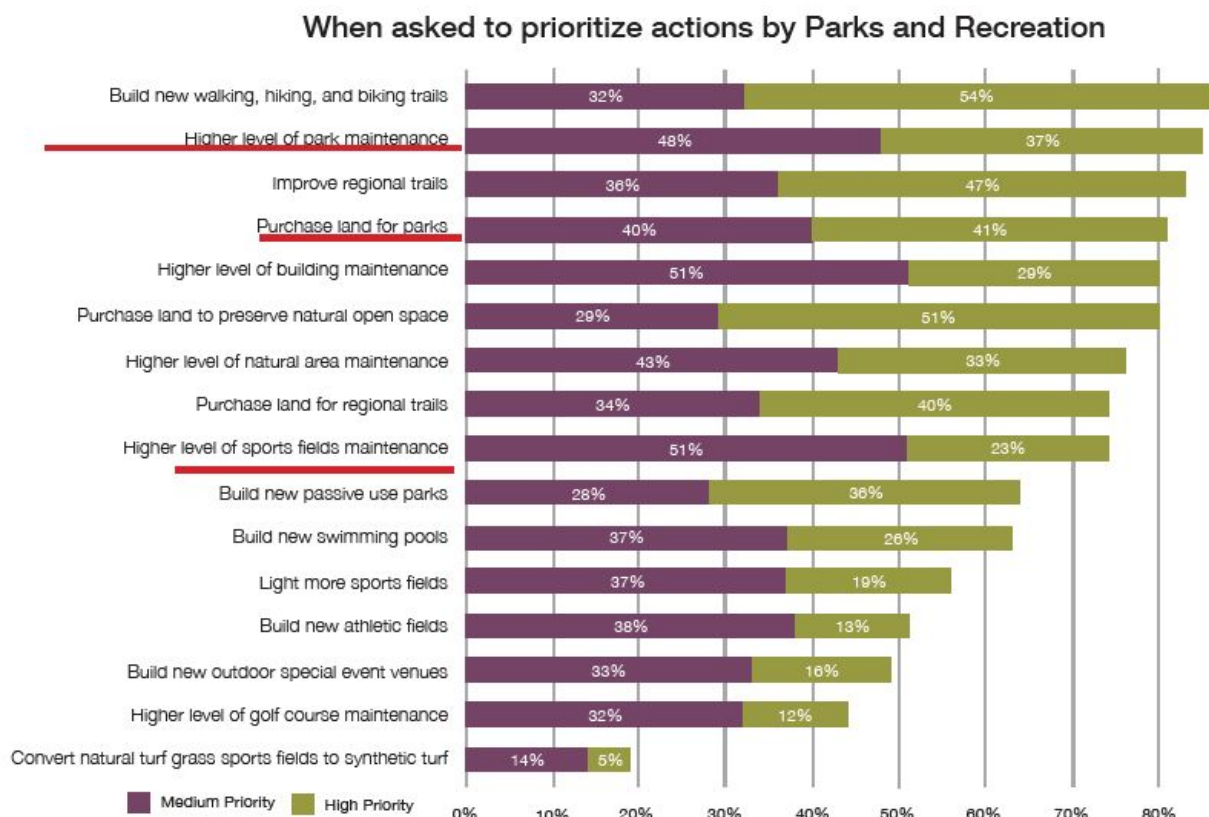


Figure 8.7: Recreation Priorities for Salt Lake County Residents

Questions posed by Shireen Ghorbani

Q38: What are the possibilities for being responsive and intentional about green space, especially around density, what is being required in these areas?

A: Traditional development patterns do very little to accommodate for green space, other than the requirements in code for landscaping around commercial buildings and yards around residential buildings. Public park space is obtained through public funds being used to purchase ground (unless ground is donated by private groups or corporations). With large-scale communities, the amount of green space both in private and public ownership can be negotiated through the development agreement. Daybreak has a 25% requirement, the County's Planned Community Zone requires 20%. It would be good to make requirements of actual dedicated park land not just generic open space or stormwater storage.

Topic: Transportation

Questions posed by Michael Jensen, Ann Granato, & Max Burdick

Q39: When thinking of growth over the past 5-10 years; how are transportation dollars being appropriated compared to the trends for development?

A: Population projections and other socio-economic or demographic data (for example, average household size) are important inputs into planning a multi-modal transportation system. In Salt Lake County, the Utah Department of Transportation (UDOT), Wasatch Front Regional Council (WFRC), rely upon the Kem C. Gardner Policy Institute to provide population estimates and projections from which transportation decision making is based. Transportation planners, municipal staff, and developers need to work collaboratively to integrate transportation infrastructure and land use so that it efficiently serves the residents of Salt Lake County that allows for mode choice to reach a destination in a reasonable amount of time. Through collaboration it becomes easy to determine where transportation investments need to be made to encourage economic vitality among other assets.

In the case of mass transit like light rail (Trax) the housing and development dollars have heavily invested after the fixed transit infrastructure is in place and zoning changes. Local streets tend to be built by development thus happening at the same time. Regional highways are often built, improved or upgraded as development happens with direction by decision makers and informed by research (as explained above).

Questions posed by Max Burdick

Q40: Can we look at state, county, and city transportation funding?

[See State Project map.](#)

[County Project maps:](#) Shows amount of funding, project locations, and graphs of funding spent in each city. See the Corridor Preservation, ATIP Funding Dashboard, and the Transportation Funding by Source maps.

State Planning and Funding

UDOT's Statewide Transportation Improvement Program (STIP) is a six-year plan of highway and transit projects for on the state, city, and county highway system that are funded by various federal and state funding programs. The STIP is UDOT's official work plan for the development of projects through conception, environmental studies, right of way acquisition, planning and advertising for construction for all sources of funds. UDOT Region Two Deputy Director, Carmen Swanwick, has recently presented twice to the Council on projects that are on the STIP and are active in the project delivery process. You can view the STIP on the following [map](#), Quarterly, Salt Lake County Regional Planning, Engineering, and Planning & Development staff discuss projects in Salt Lake County with UDOT program and project managers. Below is the list of projects for this area in the STIP.

Bangerter Highway Interchanges 6200, 10400 and 12600 South

Cost: \$184 million Completion Date: 2021

Mountain View Corridor – 4100 South to SR 201 - \$355 million

Cost: \$355 million Completion Date: 2021

5600 West SR201 to I-80, 2 lane to 5 lane

Cost: \$71.6 million Completion Date: 2021

Porter Rockwell Bridge – Connect to I-15 to 14600 S. and Redwood Road to Mountain View Corridor

Cost: \$50 million Completion Date: 2022

Bridge over Jordan River in Bluffdale – expand to seven lanes

Cost: Pending Completion: 2022

9000 South Widening – I-15 to Redwood Road (5-7 lanes)

Cost: \$34 Million Completion Date: 2022

SR111 7600 South Bridge – Widen Five Lanes

Cost: \$5.2 million Completion Date: 2022

Regional Planning and Funding

Wasatch Front Regional Council (WFRC) prepares a Regional Transportation Plan (RTP) every four years that is financially constrained. The projects are prioritized and phased in 10-year periods against funding availability. The 2019-2050 RTP will be adopted this month (May 2019) that provides a 30-year strategy (2019-2050) for regional-scale transportation investments for all modes of transportation. The RTP is developed in collaboration with residents, local government stakeholders, and partner agencies such as Utah Transit Authority. Salt Lake County actively participates in the process of developing the RTP. Additionally, Andrew Gruber, WFRC's Executive Director, has presented the RTP and [Wasatch Choice 2050](#) to the Council as part of the first Growth Summit. For more background or to view the draft see [2019-2050 RTP Interactive Map or RTP Document](#).

County Planning and Funding

Salt Lake County receives funding from several sources: local option sales tax; contributions from the State's County of the First-Class Highway Fund; bond proceeds; State Infrastructure Bank (SIB) loan; Motor Vehicle Registration Fee; and, Legislative appropriation. The Council recently released a call for applications from municipalities for the Regional Transportation

Choice Fund (4th Quarter) and awarded \$50M in funding on a competitive basis using evaluation criteria for prioritization purposes. In January 2020, approximately \$12M to \$15M will be available for programming for multi-modal transportation projects recommended by the Mayor and approved by the County Council. Previous transportation funding (HB 420; 2015 and SB 277; 2017) has been awarded to municipals to help them address mobility needs in their community. Other funds such as corridor preservation funds are programmed by the Council of Governments (COG) Public Works Committee. Currently, most of the County's transportation revenue is being used for debt service on various bonds. Helen Peters made a presentation to the Council in March on the County's transportation revenue.

Municipal Planning and Funding

The Utah Code requires that each municipality prepare and adopt a comprehensive, long range general plan that must include a transportation and traffic circulation element that describes the location and extent of existing and proposed freeways, arterial and collector streets, mass transit, and other modes of transportation that the planning commission considers appropriate, all correlated with the population projects and the proposed land use element of the general plan. As the County has available funds for multi-modal transportation projects, Regional Transportation asks the municipalities to consider requesting funds that will support their transportation master plan that is part of the general plan. Municipalities can apply to WFRC for funding through various programs:

Surface Transportation Program (STP) – provides funding for projects on federal-aid highways and bridges, transit capital improvements and projects, and active transportation projects.

Congestion Mitigation Air Quality (CMAQ) – provides funding for transportation projects that improve air quality.

Transportation Alternatives program (TAP) – provides funding for construction and planning of bicycle and pedestrian facilities.

Transportation and Land Use Connection (TLC) – supports local governments with technical assistance to integrate land use planning and regional transportation, implementing the Wasatch

Choice 2050 Vision and Goals (). Salt Lake County contributes \$300,000 annually to the TLC program for the benefit of local government planning efforts.

Summary

Staff members of Regional Transportation and Engineering, UDOT, WFRC, and local municipalities collaboratively work together to plan for local and regional mobility that benefits Salt Lake County residents. As a result of the collaboration, residents of Salt Lake County can enjoy an enhanced quality of life, cleaner air, and residents can reach destinations in a reasonable amount of time using their travel mode of choice.

Topic: Transportation/Utilities

Questions posed by Ann Granato

Q41: I would like a vision of how areas such as Sugar House and other areas to the north are working with the reconfiguration that they do where they bring on remastering of their plans for housing and work with what they have as limited infrastructure. The cities are working with increased density but are working with roads that don't have the option to expand.

A: As part of a State required general plan, each community works through a public engagement process to create a document that articulates a future vision. A general plan should be updated on a regular time interval of every five (5) to seven (7) years to adjust the vision as well as the long-range goals and objectives. Through the general plan, a community can chose the intensity of housing and whether they want to add capacity to a roadway or provide infrastructure for a mode of transportation that does not require a large amount of roadway capacity such as public transit or active transportation. Communities develop their policy statements around growth and how they wish to achieve the development goals. The municipality public works and streets department needs to be a part of the general plan development process so they can program capital improvement funding to address anticipated growth at the municipal level.

The example cited was Sugarhouse in which the market demand will pay for redevelopment of the community (housing, retail, office), the City can use impact fees and other resources to upgrade and improve the infrastructure. Salt Lake City and South Salt Lake have added the S-Lin which is assisting. The grid street network of Salt Lake City has better enabled the redevelopment of blocks and neighborhoods, a grid allows for flexibility of redevelopment over time.

Questions posed by Aimee Winder Newton

Q42: What is the difference in water/sewer needs if Olympia Hills is in unincorporated vs. in a city?

A: Water and sewer needs in terms of capacity would not change depending on jurisdiction, but infrastructure costs may be different. It would theoretically be less expensive to tie into an existing water and sewer district, assuming that district does not need to upgrade all their pipes to accommodate for the growth. Conversely, if tying into an existing water system (like Herriman City) means major upgrades to existing pipes in the system, the cost of installing their own pipes to obtain water from the wholesaler (Jordan Valley Water) may be a cheaper option.

Q43: Do you believe the infrastructure can accommodate projected growth in the SW part of the valley? If not, do the Wasatch Choice 2050 and UDOT master plan show sufficient infrastructure for the coming years?

A: Based on the studies submitted by the Olympia Hills applicant's consultants regarding transportation and utility infrastructure, the answer would be, "yes," based on the planned improvements to the various systems (including WFRC's plan to realign Bacchus Highway). However, it is unclear whether other undeveloped properties in the southwest were taken into consideration in this analysis. The impacts of other undeveloped properties on infrastructure remains to be seen, since it remains unclear what types of development (residential, commercial, industrial) will be proposed on those remaining parcels. Hopefully the Southwest Plan and Oquirrh View process currently being conducted by the County Regional Planning team will help address these questions.

As part of the Oquirrh View existing conditions research we interviewed utility providers such as South Valley Sewer, Jordan Valley Water Conservation District, Rocky Mountain Power, Dominion Energy and others. All utility districts were confident in their ability to meet the demands of the growing population; however it is clear to meet these difficult challenges on multiple fronts will require collaboration and cooperation from government agencies, utilities, developers and the public.