

LOCAL PROGRESS CASE STUDIES

MARCH 2021



WASATCH CHOICE
VISION



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LOCAL PROGRESS CASE STUDIES.

The case studies in this document highlight a cross section of communities in their efforts to address the challenges of a growing Utah. As you will see, these stories demonstrate the time and complexity it takes to work with the broader community to change planning and zoning. Change takes some time and yet progress is being made. The case studies should be useful to communities to get ideas about how to address growth.

- How are communities working with their residents?
- What are the technical approaches used?
- Ultimately, what are some of the key lessons learned?

This information should serve as a springboard to further dive into the plans and policies that are emerging across the greater Wasatch Front.

The Growth Challenge: For the past decade, Utah has been the fastest growing state in the nation. This creates challenges for housing, transportation, air quality, etc.. The local process to address these issues starts with a community's general plan. The general plan is the opportunity to coordinate a variety of physical changes to a community. You will see general plan updates highlighted in most of these progress stories.

Wasatch Choice Regional Vision: As communities update their plans, they are exploring implementation of the Wasatch Choice Regional Vision, which focuses on coordinating the planning and location of land use, housing, transportation, economic development, and open space to achieve a higher quality of life. Wasatch Choice is also the mechanism for transportation agencies to dovetail infrastructure planning with local needs and desires.

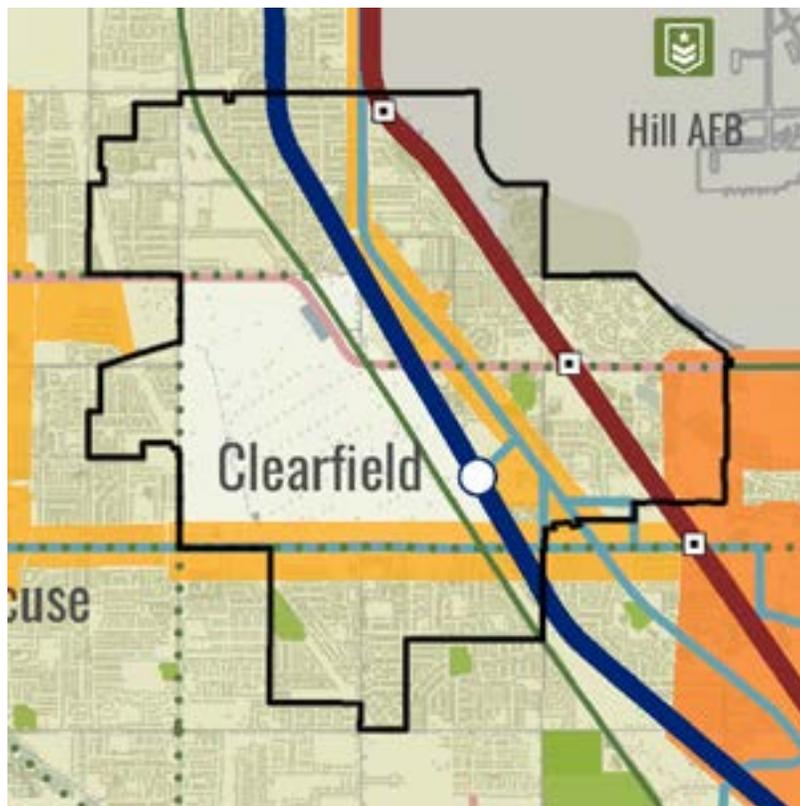
New Statutory Requirements: One goal of these case studies is to understand the experience communities are having in meeting new requirements for their General Plans - including elements of Senate Bill 34 Housing (2019). SB34 focuses on housing needs but does so within the context of how housing relates to transportation choices and economic opportunities.

This document will be updated periodically and should be considered a working document.

IMPLEMENTATION STORIES:

CLEARFIELD CITY

Clearfield City's community vision is to provide a strong, positive civic image and identity in a clean and attractive physical setting. Clearfield promotes itself as a regional center for manufacturing, governmental, and commercial facilities with excellent accessibility and a high-quality business environment. Clearfield encourages redevelopment to take full advantage of its strategic location with respect to major rail and highway amenities and proximity to air transportation.



WASATCH CHOICE VISION MAP

Orange = growth center
Blue = major transit corridor
Green = bike route or trail
Red = major road corridor

OVERVIEW OF LESSONS LEARNED

- **Implement Centers, Urban Amenities.** Clearfield City has focused on creating a stronger downtown by beautifying Mabey Pond, attracting new jobs and workforce housing in the downtown area, and growing industrial jobs that build on the opportunities of rail spurs and Frontrunner.
- **Provide a Variety of Housing Types.** Clearfield City has leveraged Community Block Development Grants and Low Income Housing Tax Credits to provide affordable and sustainable housing options.
- **Maximize Transit Oriented Development.** A plan including more than 800 units near Clearfield Station will be approved to best take advantage of access to transportation options.

DETAILS

1. Population and population change.

- a. Current population: 31,364
- b. 7.96% ten year population growth rate

2. Date of last comprehensive General Plan update and other plans.

- Major General Plan update in 2016
- Moderate Income Housing Plan in 2019



“Clearfield City has been innovating and rethinking development within their city. The city has collaborated with the Wasatch Front Regional Council to create plans and objectives that are well suited to the issues we are facing today.”

A rendering of the Low Income Housing Tax Credit development.

3. What is the best example of a center within your city that has an integrated housing, land use, and transportation element?

Clearfield Station is a commuter rail station that is served by UTA's Frontrunner. The station is within walking distance of the Clearfield City offices, and a junior high and high school. Clearfield City will soon approve a Master Development Plan and Agreement for the development of more than 800 multi-family residential units around the station. The planned development includes a transit oriented core or urban place type, and surrounding residential, civic, and flex business uses. Enhancing the connection between Clearfield Station and the remaining downtown area through walkable development will strengthen the vitality of this corridor. Improvements at Mabey Pond, just down the road, will draw residents and visitors to explore more of Clearfield after leaving the station.

4. What experiences have come from integrating your housing, transportation, and land use?

Clearfield City has been rethinking development within their city. The city has collaborated with the Wasatch Front Regional Council and utilized the Transportation and Land Use Connection Program to create plans and objectives that are well suited to the issues we are facing today. These plans and objectives were given credence and support with the adoption of Senate Bill 34 (SB 34) in 2019.

Prior to the adoption of SB34, Clearfield City had made major strides toward creating a place where people want to be. This undertaking was years in the making, but the fruit was realized when they adopted regulations to increase density in commercial centers and near major transit corridors. The city did this by first adopting a form-based code along State Street (SR126). Additionally, the city has approved the construction of 100 units of affordable housing funded by Low Income Housing Tax Credits (LIHTC). As the existing single-family housing stock ages, the city continues to allocate funding from its Community Block Development Grant (CBDG) program to help low to moderate income households to rehabilitate their homes as prices continue to climb.

IMPLEMENTATION STORIES:

MILLCREEK

Millcreek is a largely built-out suburban community. In recent years the city has focused on how to create a mixed use, transit-oriented city center - a heart of the community. The city center allows for a broad mix of land uses organized around a central "Millcreek Commons."



WASATCH CHOICE VISION MAP

Orange = growth center
Blue = major transit corridor
Red = major road corridor

OVERVIEW OF LESSONS LEARNED

- **Utilize growth to create a sense of place.** Millcreek Commons will provide a nostalgic nod to the history of the area while also creating space for mixed-use development.
- **Maximize Transit-Oriented-Development.** Millcreek aims to increase the potential use of public transit by supporting future investment in a new streetcar extension to Millcreek (S-Line).
- **Leverage Infill.** Millcreek has seen 800 housing units grow in an area already served by roads and infrastructure -- saving public funds and enabling more residents to live near job centers in Salt Lake County.
- **Integrate Mixed Land Use.** Within the new city center, known as Millcreek Commons, there will be a public park and walkways, multi-family residential housing, and commercial development.

DETAILS

1. Population and population change.

- a. Current population: 62,230

2. Date of last comprehensive General Plan update and other plans.

- Major General Plan update in 2019
- City Center Master Plan in 2019



“Millcreek’s gathering centers are the heart of community activity, characterized by walkability, unique spaces, commercial areas and compatibility with surrounding land uses.”

A rendering of Millcreek Commons, the new city center, to be located at Highland Drive and 3300 South.

3. What is a key way you “provide(d) a reasonable opportunity for middle income housing development within the next five years?”

Because Millcreek recognizes that affordable housing requires a variety of solutions, the city has worked on a year-long public engagement process to consider accessory dwelling units in most low-density residential zones. The city held several open houses and conducted multiple resident surveys on the matter. The city found that, while there are concerns about the impact of ADUs on surrounding neighborhoods, there is also considerable residential support for ADUs. ADUs are particularly appealing as a solution to the region’s housing needs because they do not radically alter existing neighborhood form and character. Millcreek City anticipates taking a draft ADU ordinance through a formal adoption process in the spring of 2021.

4. Recent planning or development near major transit investment corridor stations.

Through a lengthy public engagement process, the city identified the area around Highland Drive and 3300 South as an ideal location for its City Center. With the help of two Transportation-Land Use Connection grants, the city wrote a general plan, a master plan for the City Center, and adopted a form-based code. The city has entitlled nearly 800 dwellings over the last year. The area at the intersection of 3300 South and both Highland Drive and 1300 East is a future extension of the S-Line streetcar. A corridor study is taking place on 3300 S. to explore concept designs for safer and multi-modal transportation options moving east/west in Millcreek.

5. How has your city has implemented active transportation?

Along with Taylorsville, Murray, Cottonwood Heights, Midvale, and Holladay, Millcreek is engaged in an active transportation plan that will shape both internal active transportation options and connections to surrounding trails and paths. Millcreek Commons, when completed, will connect to trails.

6. What experiences have come from integrating your housing, transportation, and land use?

Challenge: Many residents in the vicinity of the town center were concerned and vocal about the potential impacts of a town center. This included sentiments like:

- “How does adding more people in a small area help anything?”
- “We already have too much traffic, how are we going to deal with more?”
- “What will happen to my views of the valley?”
- “Will this impact the schools and utilities in the area?”

Solutions:

- Good design matters. The city worked to ensure a high level of design quality.
- Listening is important. Staff went to residents to listen to their thoughts and concerns.
- Participation always helps. Residents were engaged in the design process.
- Respond to concerns. The city responded to traffic concerns by completing and implementing findings from a traffic study. They responded to view concerns by allowing taller buildings on the downhill side of the City Center to reduce the visual impact from those on the uphill side.
- Package improvements, not just density. Through the process of planning and implementing the City Center, the city learned from residents that Highland Drive safety was a big concern. They responded and reduced travel lanes from 4 to 3. The incorporation of a safer Highland Drive was part of the overall package that has come to be seen as improving quality of life in Millcreek. The City Center has committed \$9 million in tax-increment funds to develop Millcreek Common, an urban park and open space, that will serve as the heart of the city, when it is completed in late 2021.

IMPLEMENTATION STORIES:

NORTH OGDEN

North Ogden is a beautiful community located beneath the slopes of Ben Lomond peak. North Ogden wants to assure that it remains a great place to live, work, recreate, and raise a family, while also adapting to community needs by offering amenities such as a walkable downtown, diverse housing types, and connected transportation routes.



WASATCH CHOICE VISION MAP

Orange = growth center
Blue = major transit corridor
Green = bike route or trail

OVERVIEW OF LESSONS LEARNED

- **Prioritize People.** North Ogden's General Plan Steering Committee consisted, almost exclusively, of residents which fostered a great sense of community ownership and support.
- **Address Missing Middle Housing.** The area around 2550 North Washington includes multiple housing types and community amenities within walking distance.
- **Integrate Land Use and Transportation.** The intentional integration of land use, housing, and transportation has activated spaces throughout North Ogden and has led to exciting new projects for the future.

DETAILS

1. Population and population change.

- a. Current population: 21,201
- b. 21.29% ten year population growth rate

2. Date of last comprehensive General Plan update and other plans.

- Major General Plan update in 2015 (map revisions, including Active Transportation map, in 2016)
- Moderate Income Housing Plan Amendment in 2019



Proposed view north on Washington Boulevard approaching the intersection at 2600 North.

“Growth is vital, but we should maintain the values that have made this town such a great place to reside.”

3. Tell us about how your city has focused on or implemented active transportation.

Active transportation is one of North Ogden’s opportunities that could be capitalized on right now. There are a variety of resources available that have not yet been fully utilized. The first goal is to connect and improve existing trails in order to make active transportation more accessible and practical for community members. North Ogden is excited about partnering with other nearby communities to create an Active Transportation Plan that will help to guide this work.

4. What is the best example of a neighborhood/center/area within your city that has an integrated housing, land use, and transportation element?

The best example of this is our city center which is located around 2550 North and North Washington Road Boulevard. Currently, there is a good mix of community resources, such as an aquatic center, grocery stores, restaurants, and a Montessori school. Housing types include a blend of condos, townhomes, and duplexes as well as single family homes. Residents have access to everything they need within a half of a mile. Overall, this is an excellent place to live because there are lots of people walking around and being involved in community life. At the main intersection of the center, a device for sight disabilities was installed to accommodate residents’ needs, along with other pedestrian improvements.

5. What experiences have come from integrating your housing, transportation, and land use?

Successes:

- a. Intentionally integrating housing, transportation, and land use makes an area fun and interesting. The commercial core has done so well that there are now more opportunities for development on the land that is just to the north.
- b. The bus stops in the core are used quite frequently and are the most used stops in the city.
- c. The commercial core generates the most sales tax for the city and has drawn unique restaurants and retailers.
- d. Many potential challenges North Ogden may have faced with implementing this strategy were largely mitigated by the success of the General Plan Steering Committee, which was composed of residents and local business owners. This created a more “grass roots” group to work through planning issues alongside the planning commission. Though initially hesitant, the Steering Committee became the advocates for major housing projects with increased density, such as an approved development located between 2000N and 1700N.

Challenges:

As more people are clustered in an area, two things tend to happen. Sometimes there is an increase in public safety calls, which could have more to do with the perception of dense areas. Also, because not everyone can rely on public transportation, or there is a bias toward vehicles, sometimes parking becomes an issue. From North Ogden's perspective, the goal is to get people to rely on the bus system so that frequency can be increased.

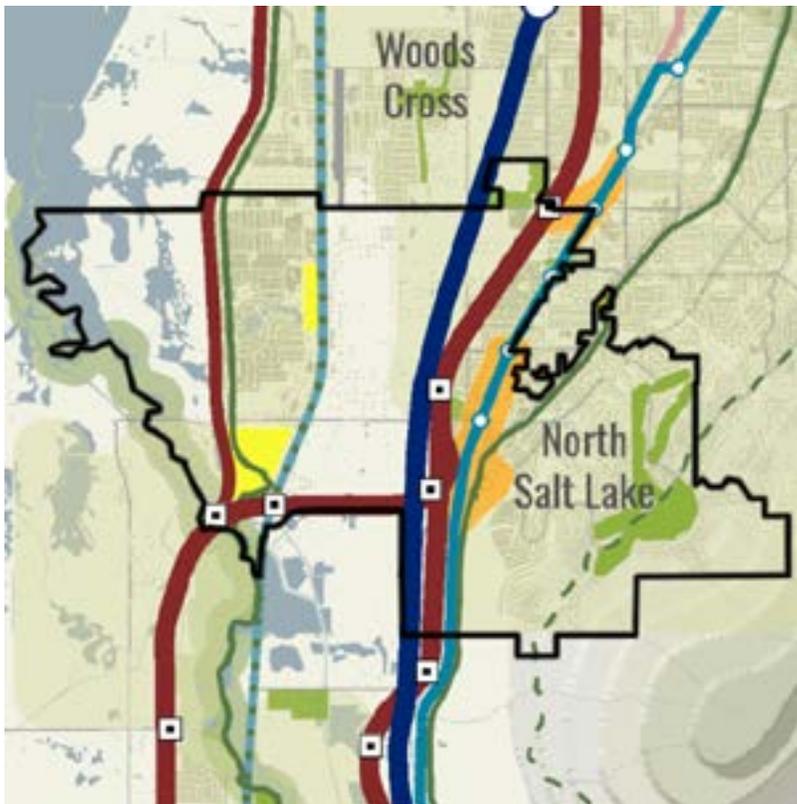
6. Lessons Learned

After completing a Transportation and Land Use Connection Program project to develop a form-based code, the policy was not adopted. At the time, the concept seemed too complex for many members of the public as well as elected officials. North Ogden did adopt some principles from the form-based code suggestions and is now working to implement more elements in small areas throughout the city.

IMPLEMENTATION STORIES:

NORTH SALT LAKE

North Salt Lake is a largely built-out suburban community. Its historic character has centered on being both a bedroom community to Salt Lake with extensive industrial land. In recent years the city has focused on how to create a town center- a heart of the community, and on how to recast the character along the main road through town, Highway 89. Despite being largely built out, recent years have seen significant change for North Salt Lake.



WASATCH CHOICE VISION MAP

Orange = growth center
Blue = major transit corridor
Red = major road corridor

OVERVIEW OF LESSONS LEARNED

- **Leverage Infill.** North Salt Lake has been an example of how to create a new town center, increase the availability of missing middle housing, and how to increase viability of planned improvements in public transportation.
- **Accommodate Mixed Use.** North Salt Lake's new town center is becoming the walkable heart of the city, creating new office, retail and housing next to the city's largest park and city hall.
- **Address Missing Middle Housing.** New townhouses are lining Highway 89, revitalizing stretches of this key boulevard.
- **Create TOD.** The town center and the new townhouses together help the city provide more potential transit riders to support future investment in the Davis - Salt Lake connector bus rapid transit.

DETAILS

1. Population and population change.

- a. Current population: 21,100
- b. +/- 7,000 increase over the last 10 years

2. Date of last comprehensive General Plan update and other plans.

- Major General Plan update in 2013
- Town Center Master Plan 2016
- Moderate Income Housing Plan April 2018; updated Nov 2020



“NSL started the Moderate Income Housing Plan prior to SB34 and the ‘menu’ items. We were pleased to see that the City had already committed to many of the menu items before there even was a menu. We had simply evaluated what strategies would have the most impact and could realistically be implemented in an effective manner.”

New townhomes in the North Salt Lake Town Center.

3. Recent planning or development near major transit investment corridor stations.

Highway 89 is a future bus rapid transit corridor currently in the planning stages with UTA. In preparation for BRT, the General Plan, Town Center Master Plan, and the Active Transportation Plan focus on creating a town center in NSL that provides multi modes of transportation opportunities and increasing residential opportunities near the corridor. Redevelopment over the past five years has been occurring within the Town Center with the following totals:

945 new housing units and 62,000 sq.ft commercial

- NSL City Center-82 townhomes, 22,000 sq. ft. Commercial/Office Space
- Towne Plaza- 55 townhomes and 40,000 sq. ft. Commercial/Office Space
- City’s Edge - preservation of 8 units of affordable housing, plus 42 new townhomes.
- Chesham Village - 85 townhomes
- Odell Crossing - 22 townhomes

4. How has our “moderate income housing plan provide(d) a reasonable opportunity for middle income housing development within the next five years?”

- a. Promote the construction of housing units across all income categories and to facilitate the natural attrition of existing housing stock for availability for low to moderate income households.
- b. Support the Davis Community Housing Authority, including support for Section 8 Housing Choice Voucher program, by communicating the program with residents.
- c. Allow accessory dwelling units within all single family zones to increase the supply of affordable rental units and to assist cost burdened homeowners.
- d. Promote Emergency Repair Program (CDBG) to maintain and rehabilitate low to moderate income housing stock.
- e. Utilize RDA funding sources specifically set aside for the support and creation of new affordable housing units within existing projects. The Highway 89 CDA is performing better than forecasted and substantial funds are being set aside for future projects as yet unidentified.
- f. The City will continue to rezone properties for redevelopment in the town center to create opportunities for low to moderate income housing.
- g. Reduction in parking standards has been used to reduce the construction and rent costs associated with providing parking spaces.

5. Our challenge dealing with growth.

Challenge: Some residents have been vocal, especially along the edges of the town center.

Resolution: The city has worked directly with the neighbors to determine what the issues are and find possible solutions or compromises that achieve the city's goals and to protect and enhance the character of the surrounding areas. We have modified our draft town center zoning code to provide a transition from the town center at its edges. This approach to providing a transition in scale of buildings has also shaped recent development approvals.

Lessons Learned: I would have been ideal to have the form based code approved closer to the adoption of our town center master plan, preceding more of the development activity.

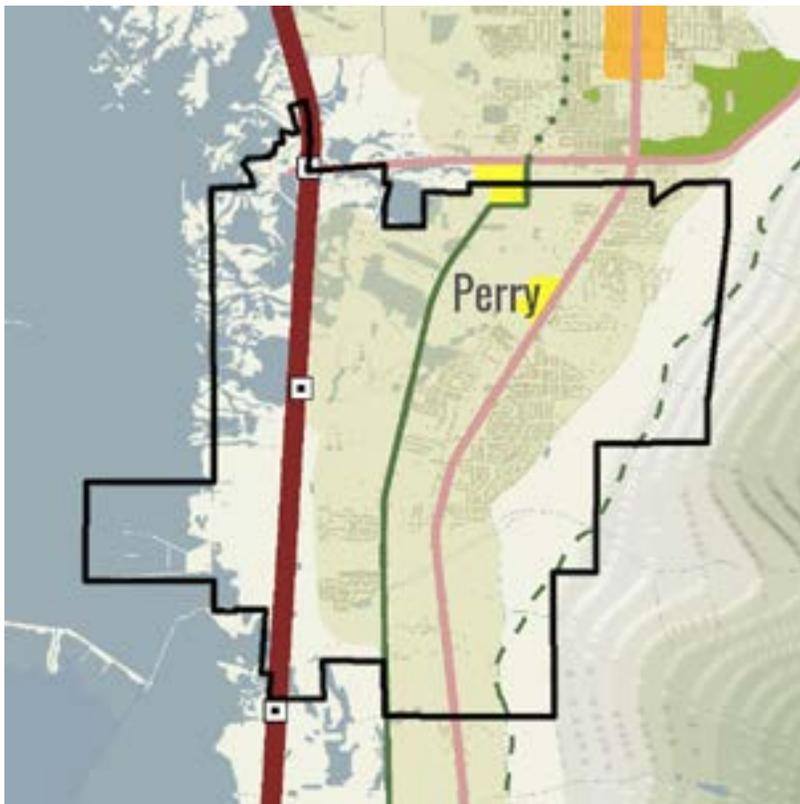
6. How our city has implemented active transportation?

NSL partnered with WFRC, Bountiful and Centerville on the South Davis Active Transportation Plan adopted on January 21, 2020. NSL has identified projects within the plan and has placed them on the capital facilities plan. Improvements will be required during redevelopment, infrastructure reconstruction, and as funding is available. We also continue to seek out funding opportunities for the projects.

IMPLEMENTATION STORIES:

PERRY CITY

Perry has focused on building upon its agricultural heritage to create a truly great place to live. For the past 20 years, Perry has experienced high growth rates which has led to the addition of homes and commercial spaces. To balance a degree of inevitable growth with the small town lifestyle that is so attractive to Perry community members, the city has focused on thoughtful planning and zoning choices, conservation of green spaces, preservation of historic buildings and orchard land, and beautification of existing roads and neighborhoods.



WASATCH CHOICE VISION MAP

Pink = major road
 Yellow = neighborhood center
 Green = bike route or trail
 Red = major road corridor

OVERVIEW OF LESSONS LEARNED

- **Implement Centers.** Perry is garnering community support to implement a small “core” commercial area called Point Perry.
- **Address Missing Middle Housing.** Perry has seen community support to develop multi-family homes in dense zones.
- **Sustainable Growth.** Perry seeks to leverage both active transportation and public transit options.
- **Maintain Community Character.** Design standards are an important tool to leverage especially when balancing growth with maintaining community charm and character.

DETAILS

1. Population and population change.

- a. Current population: 5,401
- b. 19.28% ten year population growth rate

2. Date of last comprehensive General Plan update and other plans.

- Major General Plan update in 2019
- Road Safety Assessment in 2018
- Southeastern Box Elder County Transportation Plan in 2017



“People move to Perry to experience the high quality of life, described by its residents as a town with a charming and friendly small-town feel that centers around farming and agriculture.”

The pumpkin patch characterizes the community connection felt throughout Perry City.

3. Tell us about how your city has focused on or implemented active transportation.

- Historic Orchard Pathway has been a major area of focus and it is being completed in two phases.
- A recent grant will fund a master plan for Mountain View Park that can connect the city with regional trails in the mountains on the east side of Perry.
- Perry hopes to update road allocations to allow for both vehicle and active transportation modes.

4. When thinking about the growth that has occurred in Perry, what, if anything, do you wish you could have done differently?

- The city council has communicated some regrets because there was a great deal of pressure to make a quick decision about the types of housing that would be allowed. Ultimately, code amendments were made to include design standards. The council regretted that those amendments were not in place from the very beginning. It would have been easier to have gotten design standards in place sooner.
- Perry has learned that community members respond better to smaller multifamily developments than they do to much larger projects with hundreds of units. The council has been very specific about the allocation of multi-family units in each defined grid of the city. Every residential area can have some townhomes. This allows multi-family development to fit more easily with the aesthetic of Perry, without overwhelming residents with rapid growth.

5. What experiences have come from integrating your housing, transportation, and land use?

Successes:

- Through the Perfecting Perry process, residents had the chance to understand and see the value in providing a variety of housing choices. Because of this, there has been very little pushback from the public on recent projects, such as a few townhome developments in addition to Point Perry development concepts that include the possibility of apartments.
- The city hopes these housing units will increase the appetite for retail development in the Point Perry area. The city council is also supportive of these recent multifamily developments proposals and has amended zoning to allow for this mixed use development.
- This past year, Perry passed an Accessory Dwelling Unit (ADU) ordinance that allows for more variety in the housing stock.

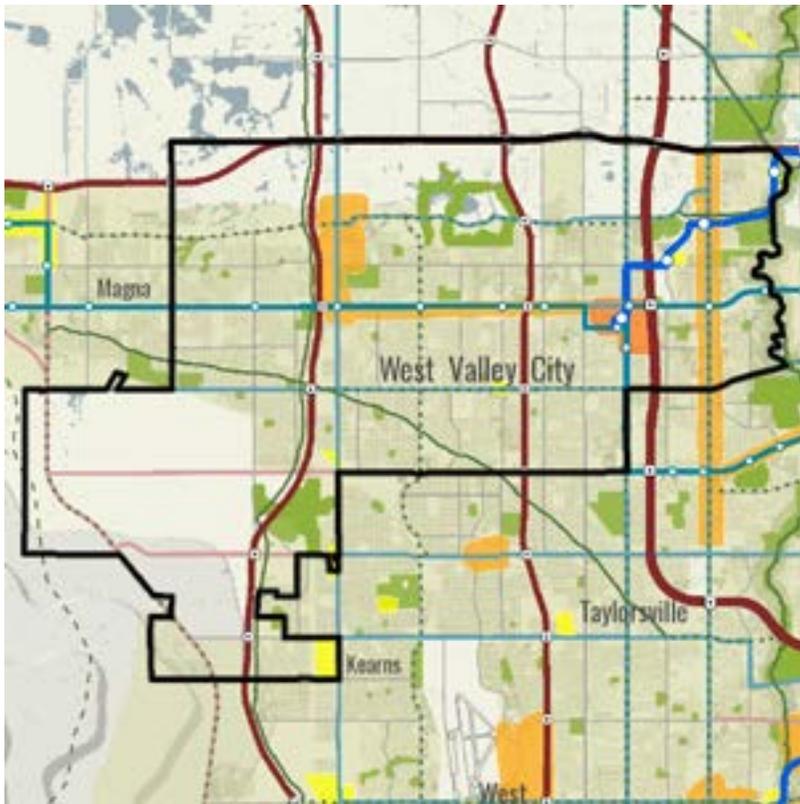
Challenges:

- Smaller lot sizes can be difficult for collaboration with developers because there are not as many options for site layouts.
- The City Council is frustrated with the pace of Frontrunner improvements and is eager to see them come to fruition. Perry City would like to look at more creative options to bring transit options in the meantime.
- Funding is always a hurdle. But Perry has received funding from WFRC which has allowed for a process of enhancing connectivity and trail access on the south end of 1200 W. The county's Corridor Acquisition Fund allowed Perry to acquire the right of way needed for a future grant to connect isolated communities in the city.

IMPLEMENTATION STORIES:

WEST VALLEY CITY

West Valley City residents are proud to live in a community with great neighbors, a convenient location, and city amenities and services conveniently nearby. The city has emerged as more than just a farming area and more than just a bedroom community of Salt Lake City. West Valley City is solidifying its own identity and sense of place by focusing on improving quality of life through increasing housing and transportation options.



WASATCH CHOICE VISION MAP

Orange = growth center
 Blue = major transit corridor
 Green = bike route or trail
 Red = major road corridor

OVERVIEW OF LESSONS LEARNED

- **Implement Centers.** West Valley City has implemented centers, including Hunter and Fairbourne Stations, to increase access to transportation options and community amenities.
- **Provide a Variety of Housing Types.** West Valley City provides a multitude of options including apartments, condos, townhomes, and single-family residences.
- **Integrate Active Transportation.** Strategic implementation has allowed West Valley City to integrate active transportation as a viable option.

DETAILS

1. Population and population change.

- a. Current population: 136009
- b. 4.4% ten year population growth rate

2. Date of last comprehensive General Plan update and other plans.

- Major General Plan update in 2015
- Station Area Plan Amendments to the General Plan in 2012 and 2017
- Active Transportation Plan in 2020



A rendering of of Fairbourne Station from the south at dusk.

“Integrating housing, land use, and transportation has increased choices, improved proximity to services, and has helped to maintain existing single-family neighborhoods.”

3. What is the best example of a center within your city that has an integrated housing, land use, and transportation element?

The best example in West Valley City, Fairbourne Station, includes a light rail transit station, bus hub with 10 converging routes, and two fairly large apartment developments within walking distance to transit. The development includes 400 new housing units, an office building, medical center, and a hotel. This area is also within walking distance of a nearby neighborhood of single-family homes.

4. Have you gotten pushback on growth related issues?

- West Valley City has difficulty promoting apartments due to perceptions of safety held by the community due to problems with older developments.
- In response, the council has worked to clearly show the alternatives to additional housing such as storage units. Additionally, the new apartments were designed with structured parking and security features, such as key card entry. This allowed many residents to see that housing was a positive alternative, though others remained opposed.
- One element that would have improved the process is including more specific design standards from the beginning. For example, wrapping units around the parking to encourage street facing activation.

5. How has your city has implemented active transportation?

- The West Valley City Active Transportation Plan was completed in August of 2020 and the city has confidence it can be fully implemented within ten years.
- West Valley City has strategically implemented elements such as bike lanes within existing rights of way to demonstrate immediate results. As the city repairs roads, they will systematically implement further improvements.
- The easier and faster projects are being done first to bring the plan to life. West Valley City created an alternative to bikes on Redwood Road by adding striping to a parallel street to create a route that is much safer.

6. What experiences have come from integrating your housing, transportation, and land use?

Successes:

- Adding density through housing has helped to redevelop sites and surrounding areas.
- The West Valley City Council made the decision, through an ordinance, to only consider density within ½ mile of TRAX or along a major arterial street. Major arterials have bus routes and access to needed services, like grocery stores and retail. New apartments and townhomes approved over the past five years have followed this ordinance and residents have enjoyed being close to the services they need and has been less controversial than adding apartments and townhomes to an established neighborhood.

Challenges:

- As may be expected, there has been neighborhood opposition to proposed development sites that are next to existing single-family residential. One way this has been addressed is by adding townhomes between the single-family homes and apartment buildings as a buffer.