2017

# FORT UNION MAIN STREET CORRIDOR AREA PLAN

Cottonwood Heights

## Acknowledgments


City Council
Mayor Kelvyn Cullimore, Jr
Mike Shelton, District 1
Scott Bracken, District 2
Mike Peterson, District 3
Tee Tyler, District 4

Planning Commission Members
Craig Bevan, District 1
Graig Griffin, District 2
Joseph Demma, District 3
Paxton Guymon, District 4 (Chair)
Allen Orr – At-large
Sue Ryster – At-large
Dennis Peters – At-large

Fort Union Boulevard Working Group
Barbara Butterfield
Beth Finch
Bud Zurcher
Connie Gundersen
Dan Mackintosh
Dixie Gray
Doug Jackson
Elizabeth Hunt
Eric Johnson
Erik Tadje
Francesco Perri
Gay Jensen
James Adinaro
Dave Finch
Jan Quigley
Jennifer Tanner
Jim Butterfield
Joan Jackson
John Collins
Kathy Shipley
Ken Jensen
Leonard Gundersen
Lori Hudson
Michelle Koch
Mike Gray
Nancy Dayhill
Nancy Hardy
Nancy Pavelonis
Nancy Zirker
Nate Thompson
Pedro Lira
Pete Cazier
Pete Ellison
Phil Hudson
Rich Robinson
Sam Lejon
Shayla McKinney
Tom Lloyd
Trudy Zufelt
Valerie Johnson
Wayne Jensen
Kip Cazier

City Staff
John Park, City Manager
Bryce Haderlie, Deputy City Manager
Brian Berndt, CED Director
Mike Johnson, Senior Planner
Andrew Hulka, Associate Planner
Peri Kinder, Business Development
Kevin Sato, GIS
Gina Kirkland, Administrative Asst.

# Fort Union Corridor Area Plan Table of Contents


**A. Executive Summary**
1. Purpose
2. Community Participation
3. Goals and Objectives
4. Proposed Corridor Plan
5. Implementation

**B. Introduction**
1. Purpose
2. Vision Statement
3. Plan Area
4. Process

**C. Community Participation**
1. Community Open Houses and Public Meetings
2. Visual Preference Survey
3. Preferred Images

**D. Background**
1. 2005 Cottonwood Heights General Plan
2. 2013 Cottonwood Heights Design Guidelines
3. 2014 BYU MPA Study
4. 2014 U of U Corridor Design Plan
5. 2015 InterPlan/Zion's Bank Fort Union Corridor Plan
6. 2015 Blu Line Design Fort Union Boulevard Designs
7. 2015 Planned Development District Zone
8. 2016 Cottonwood Heights Bicycle Master Plan

**E. Existing Conditions**
1. Existing Development Pattern
2. Districts
   i. Union Park/1300 East
   ii. Highland
   iii. 2300 East
3. Land Use and Zoning
4. Pedestrian and Bicycle
5. Infrastructure and Circulation
6. Utilities
7. Transportation and Traffic
8. Parking
9. "Opportunity Sites"

**F. Goals and Objectives**

**G. Proposed Corridor Plan**
1. Overview
2. Branding / Place Making
3. Streetscape
4. Corridor Recommendations
   i. District Breakdown
      1. Sub-areas
      2. City Center/main Street
      3. Mixed Use
   ii. Land Use and Transportation/Traffic
      1. Contrasts
      2. Multi-modal streets
      3. Circulation
   iii. Neighborhoods
   iv. Design / Form
   v. Open Space/Parks
   vi. Public Safety
   vii. Economic Development
   viii. Bike and Pedestrian
   ix. Zoning
   x. Landscaping
   xi. Organization of Street Character Classifications/Zones
      1. Travel Zone
      2. Pedestrian Zone
      3. Development Zone

**H. Implementation Strategies**
1. Priority Implementation Actions
2. Available Implementation Approaches or "Tools"
3. Potential private sector involvement in carrying out Plan initiatives
4. Redevelopment Strategies
5. Capital Improvement Plan
6. Implementation Matrix

**<u>Appendix A:</u> Streetscape Improvement Costs**
**<u>Appendix B:</u> Funding Strategies**
**<u>Appendix C:</u> Recommended Plants/Landscaping**

## Executive Summary

1. Purpose of the Area Plan
2. Role of the Plan
3. Local and Regional Growth Implications
4. Community Participation
5. Goals, Objectives and Policies
6. Future Area Plan
7. Implementation Program Strategies

*"Action is a great restorer and builder of confidence. Inaction is not only the result, but the cause, of fear. Perhaps the action you take will be successful; perhaps different action or adjustments will have to follow. But any action is better than no action at all."*— **Norman Vincent Peale**

## Fort Union Area Plan: Shaping the Future

## Executive Summary

The Fort Union Area Plan builds a synchronous vision for this major corridor in Cottonwood Heights that serves as a gateway to Big and Little Cottonwood Canyons and west to the Salt Lake Valley. Fort Union is envisioned to become a "Main Street" as a fulfillment of the 2005 General Plan. The Plan integrates the aspirations of the City's residents, businesses and officials into a strategy for managing change along this significant boulevard. The City will celebrate the Fort Union Corridor as an event. The development and redevelopment projects along the corridor are intended to unfold as a series of "events" during the long term renaissance of the Plan for the City, and will be implemented in stages over a number of years to add continuous value to the community.

Three key sub-area districts have been identified and are considered significant in building and maintaining the framework of this Area Plan (and area) of the community over the period of transition from a suburban bedroom community of Salt Lake City, the Area Plan has been developed using a criteria that correspond with both the community's vision and expectation, coupled with the practicality and achievability of funding and implementing the projects. Projects built in the Plan Area will fit within the framework of the Area Plan, the cornerstones of community engagement, sound urban design principles, economic prosperity and community well-being. In so doing, each project will weave a new creative impetus into the existing community fabric.

The Area Plan is the primary tool for guiding the future development and redevelopment of the Fort Union Boulevard. It provides a framework for making decisions by describing mid- and long-term goals for the City's future as well as policies to guide day-to-day decisions.

## Purpose of the Area Plan

The Fort Union Area Plan will be:

- An addendum to the Cottonwood Heights General Plan as an Area Plan. This Area Plan will update and replace a portion of the existing General Plan.
- The fundamental policy document guiding future growth and development in and around Fort Union Boulevard and its planning area;

- Dynamic and intended to be updated periodically to keep pace with the community and corridor's changing ideals and goals regarding growth, development and redevelopment;
- Used by the City Council and Planning Commission to evaluate land use, transportation and economic and market changes.
- The basis for the City's development regulations and its Capital Improvements Plan. The Plan will be used by citizens and neighborhood groups to understand the City's mid- and long-range Plans and proposals for different areas along the corridor;
- Defined and driven by extensive community participation from its citizens, business interests, community leaders, technical staff and advisors; and
- Used by City Staff in reviewing building and development regulations and preparing recommendations on projects.

## Role of the Plan

When adopted, the Fort Union Area Plan will serve a range of assertions. This Plan will:

- **Create a Vision:** Create a positive, community vision for the Fort Union Area.
- **Outline Appropriate Land Use and Community Design Recommendations:** Provide a basis for public policy decisions concerning land use and development, including new regulatory measures, if required.
- **Define Catalyst and Possible Redevelopment Sites:** Define development and revitalization scenarios for various catalyst locations within the Plan Area to serve as a model for future development and redevelopment.
- **Generate Value:** Generate value by highlighting the area's economic development potential, identifying new development opportunities for underutilized properties, and presenting a means of enhancing existing businesses and properties.
- **Encourage the Development of a Unique Marketplace:** Encourage the creation of a unique and varied marketplace by building upon the current assets of the community, its realistic real estate values and reasonable costs of conducting business.
- **Identify a Potential Program for Public Improvements:** Recommend potential public facilities, infrastructure, services, and other improvements designed to enhance the appearance and function of the area.
- **Outline a Plan for Implementation:** Identify a range of both public and private sector actions that will help to implement the vision described in this Plan.
- **Provide Research:** Provide background research to support the Plan recommendations and to support future public and private investment within the Plan Area.

The Fort Union Area Plan is designed to implement the goals and policies of the General Plan for this specific area. The Plan will contain detailed development standards, distribution of land uses, infrastructure requirements, and implementation measures for the growth of the area. Recommendation for transit focused, pedestrian-oriented and mixed-use development with integrated housing along with other uses will be included in the Plan.

Over the years, it has been a goal of the City to improve the appearance and functionality of this heavily used corridor. This Area Plan, along with a broad public process, has built upon the previous Planning objectives to further define a vision for the Planning Area and to firmly establish implementation actions that will guide the City, property owners and business owners in making desired improvements. The vision for Fort Union Area Plan is to "create a vibrant mix of land uses, a unified streetscape and a series

of distinctive places along the boulevard." To this end, the Area Plan includes a variety of recommendations to help obtain this vision, including:

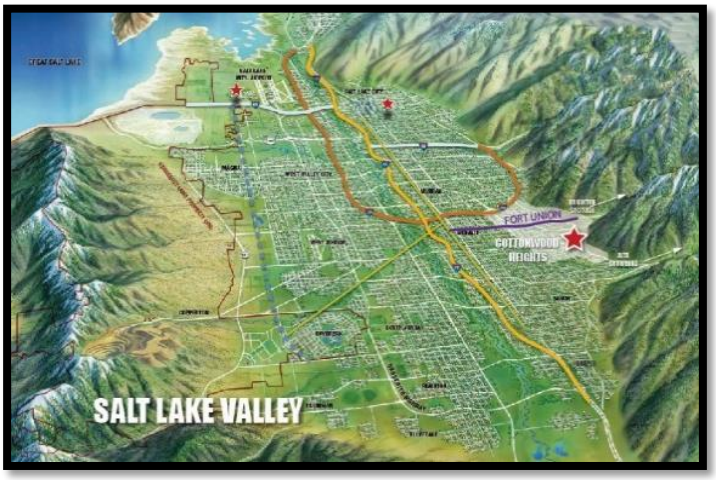
- Design guidelines that will help achieve a pedestrian-oriented environment;
- Streetscape improvements;
- Introduction of mixed uses, including residential/office/retail development or combination;
- Recommendations for the addition of public spaces and plazas; and
- Incorporating the Wasatch Mountains/Cottonwood Canyons into the City's Main Street design and feel.

The Area Plan focuses on both public and private property improvements to achieve these goals. The Area Plan is based on five key assumptions that:

1. Are intended as a wide-ranging decision-making and implementation guide;
2. Will be implemented through the City's Zoning and Subdivision Regulations;
3. Recognize market forces, limited resources, outside influences and any unforeseen future concerns;
4. Are designed to achieve quality development reflecting the vision and goals of the community; and,
5. Will be developed in compliance and responsiveness to expectations of the Cottonwood Heights General Plan.

## Local and Regional Growth Implications

The future of the Fort Union Area requires consideration of its place within the context of the City and the region. The entire corridor connects Big and Little Cottonwood Canyons to the rest of the Salt Lake Valley.




The majority of development within the unincorporated communities of Cottonwood Heights, Union and Little Cottonwood Creek Valley occurred primarily in the 1960s to 1990s when the area was transformed to the current development configuration, especially along the Fort Union corridor nearly 30 years ago. Since that time (while in Salt Lake County and then incorporated in 2005), the City's population has grown from approximately 25,000 to 34,500 in 2014.

The Salt Lake County metropolitan region is expected to gain approximately 210,000 new jobs and 500,000 new residents within the next 20-30 years. The City's projected portion of this regional growth is expected to be approximately 12,000 new jobs, 8,500 new residents, and 5,000 new housing/dwelling units. While these projections may seem optimistic, it is clear that over the long-term this region and the City will continue to grow and redevelop. The challenge and opportunity for the City will be to manage growth in a sustainable manner consistent with the City's goals, policies and existing neighborhoods as the future development and redevelopment of Fort Union takes shape.

Because of the projected local and regional growth, existing and proposed transportation infrastructure and existing zoning, the Fort Union Area must transform in the coming years. The Fort Union Area Plan proposes a framework to guide the expected growth in a manner that will be economically, socially, and environmentally sustainable for the City. It is the intent of the Area Plan that land use and transportation become key sustainable components.

The Area Plan accommodates the existing and proposed zoning (Planned Development District, Mixed Use, Residential Office and Residential Multi-Family) in a manner compatible with the adjacent neighborhoods while creating an anticipated transit-oriented, mixed-use series of neighborhoods that reflect the City's goal towards sustainable growth.

## Community Participation

In an effort to build on the work of previous studies for this corridor (2005 General Plan), the following collaborated public processes were initiated:

- Stakeholder and Residents Surveys - To gauge public sentiment and identify opportunities, constraints and concerns, a series of "key person" surveys was conducted to help shape and focus important issues.
- Working Group - During the Planning process, a working group was formed comprised of property owners, business owners, stakeholders and neighborhood leaders to build interest and dedicate time to help craft options for the ultimate design and function of the Fort Union corridor and the varied interests along the street.
- News Articles and Updates - Area newsletters, mailing lists and articles providing information on the Plan process and how to stay informed were distributed to City residents.
- Community Meetings - Over the course of the project, several community meetings were held to present Plan ideas, recommendations, and alternatives and to help refine the Plan's contents.
- Planning Commission Work Session(s) - During review of the Area Plan, several Area Plan discussions were conducted with the Planning Commission to obtain input and to further refine the content for direction to the City Council.
- Public Hearings - Public hearings have been held with a variety of City review bodies to evaluate Plan recommendations and further refine the contents of the Area Plan.

## Goals, Objectives and Policies

The following definitions explain the functional relevancy of the terms used to present the City's planning policy in the Area Plan. They provide the basis for the City's evaluation of future development proposals for Fort Union.

> **Goal:** A concise statement that describes a desired condition to be achieved. A goal is a target or desired end to which Planning is directed. A goal is not quantifiable, time dependent or suggestive of area actions for achievement.
>
> **Objective:** A concise statement or method of action which addresses a goal, and if pursued and accomplished, will ultimately result in achievement of the goal to which it is related. An objective should be achievable and, when possible, measurable and timely.

**Policy:** An Area Plan statement that guides decision-making to achieve Plan implementation. A policy is clearly stated and is formulated in response to the goals and objectives. Where a Policy states that the City "shall" take some action, the City is using "shall" in the directory, as opposed to a mandatory sense. This means that the City is stating a desirable or preferential outcome. The City's failure to follow an Area Policy will in no way invalidate the relevance, intent or applicability of the Area Plan, or the Goals, Objectives and Policies in the Area Plan.

The Fort Union Area Plan's goals remain consistent with previous Planning efforts, such as the City's General Plan. The following are some of the Area Plan's principal goals and objectives:

- Provide strategies for implementation of the General Plan and Capital Improvement Plan, supported by regulatory controls and guidelines designed to accomplish the Plan's vision;
- Provide for coordinated land use and transportation improvements in the Plan Area;
- Enhance pedestrian focus and scale;
- Focus on corridor aesthetics and experiences;
- Promote businesses that offer goods and services to current and future City residents and the traveling public, while retaining the eclectic mix of uses that define the local businesses;
- Encourage a mixture of land uses throughout the Plan Area, including mixed uses, retail, office, residential and open space;
- Beautify the streetscape;
- Help the area become a model of what a City/town center neighborhood could be;
- Expand the list of allowable land uses to include mixed uses, multi-family and affordable housing, where appropriate;
- Identify an area-specific vision with detailed street cross sections, maps and graphics;
- Establish policy support for public and private investment;
- Improve on- and off-street parking conditions throughout the Area Plan area;
- Support and encourage economic development;
- Improve public transit, bicycle and pedestrian circulation; and,
- Create special subdistricts and focus areas or "nodes" to help establish a sense of place and maintain the distinct characteristics of those areas along the Corridor.

## Future Area Plan

The proposed Area Plan has a multifaceted purpose and intent, due to the complex nature of examining and Planning for prospective transportation and land use alternatives. The Plan will identify the impacts of possible development options given land use considerations and develop supportive land use and design policies appurtenant to transportation options and redevelopment of specific properties, if and when feasible.

The Area Plan will identify and promote the enhancement of the connecting the corridor's land uses, transportation and natural systems for achieving the City's vision for this area. The goal of emphasizing interconnectivity will enable corridor users to move more safely, comfortably and seamlessly by foot, bike, car or transit. Moving people around and through this area effectively by offering transit options will noticeably lessen some of the current traffic pressures, foster more effective travel to and from nearby ski and resort destinations and spur economic growth in a workable way. Additionally, the Plan proposes to identify the transportation carrying capacity of the corridor and its contributing intersections.

The Area Plan is intended to protect and expand the long-term viability of the Corridor as a regional amenity. In order for the area to function more as a “main street” or gathering place, the current levels of vehicle traffic will need to be adjusted and the road’s design altered to allow vehicle movement by reducing many of the existing conflict points. The management of traffic congestion will allow the area to capitalize on its future as a destination place. These considerations will contribute directly to ensuring sustainability by fulfilling components of the community vision and providing guidance to future City improvement project efforts there.

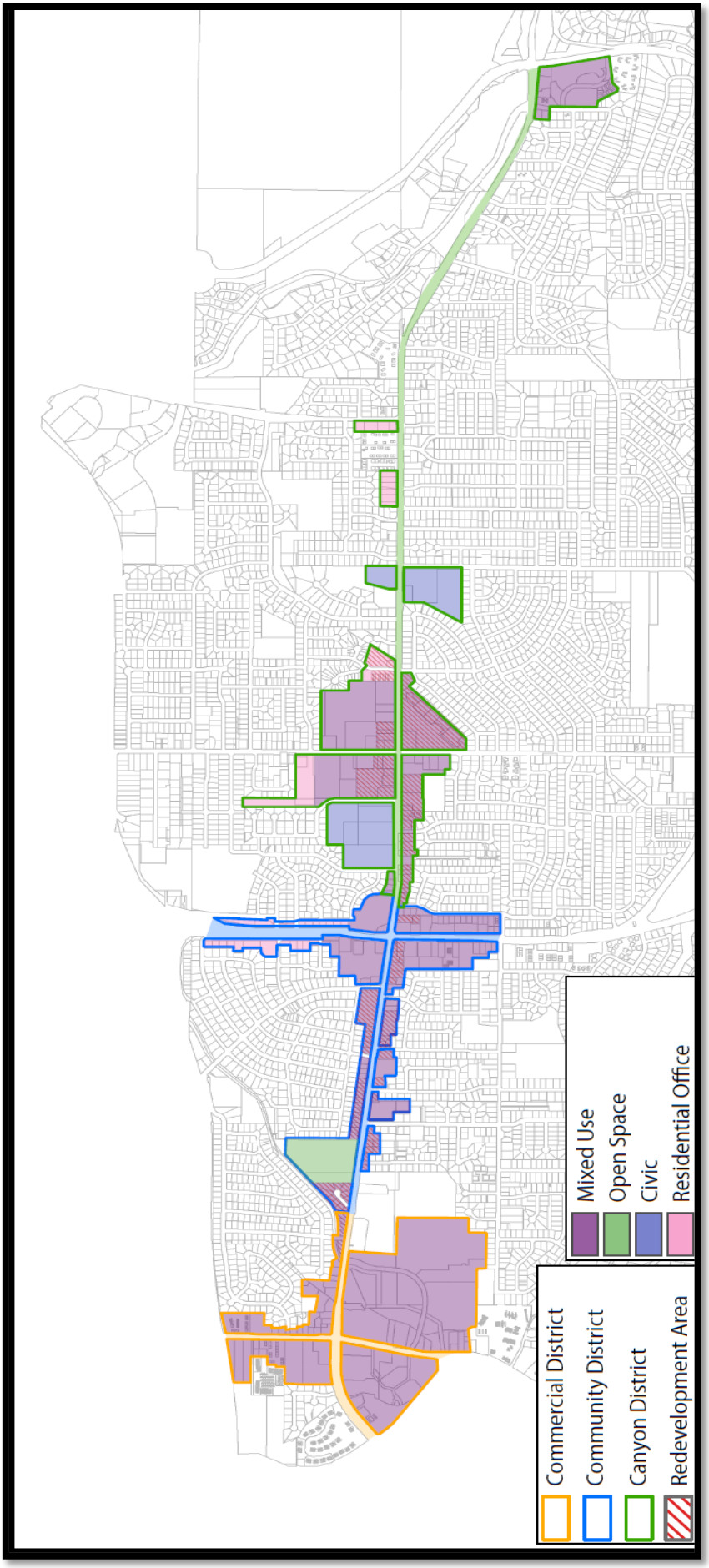
The Area Plan incorporates the work of the Zion’s Bank/InterPlan Analysis to catalog the existing accommodation and housing stock for the possibility of a new mixed-use, hotel, residential combination of land uses of sufficient density to support that kind of anticipated future development and traffic impacts. In addition, that analysis showed how economic development strategic Planning and the market breakdown of Fort Union correlated to the projected impacts of development of the Wasatch Boulevard/Gravel Pit. Those components determined future economic concentrations, financial viability of additional retail or boutique merchandising, mixing commercial, office and residential land uses into one project, financial strengths and leakage of the corridor’s economic base.

The Area Plan will incorporate many tools including a smart growth code (Planned Development District) to the current zoning code.

## Implementation Strategies

Closely related to the Goals, Objectives and Policies found in the Area Plan are the Implementation Strategies. These Implementation Strategies provide a comprehensive list of tasks used as benchmarks to measure progress towards the certain work projects related to the corridor and the surrounding area(s). The tasks of the Implementation Strategies have been compiled in a table and are broadly described and assigned to a City department (or a group of departments). Lastly, these tasks are assigned a priority, which range from ‘On-going’ to ‘High’ depending on urgency or timing of other related events.

**Land Use Map**


Commercial District
Community District
Canyon District
Redevelopment Area
Mixed Use
Open Space
Civic
Residential Office

## Introduction

1. Purpose Statement
2. Vision Statement
3. Plan Area
4. Process

## Purpose Statement:

The Fort Union Corridor area is characterized by the bulk of the City's established commercial, office and residential uses, primarily in a suburban rectilinear form, that provides the majority of goods and services for day-to-day living in Cottonwood Heights. The corridor is straddled by many residential and commercial neighborhoods with accessibility to the area and sub-regional market while accommodating large volumes of traffic. It is the intention of the Area Plan objectives and policies that Fort Union Corridor areas evolve from "strip commercial" linear business districts to business areas characterized by enhanced site planning incorporating efficient parking design, coordinated access, amenities and boulevard treatment and the integration of public gathering spaces.

The Fort Union Corridor areas will include designated districts containing concentrations of specialized boutique retail uses, transit stops and a combination of businesses and residences featuring a high focal point of pedestrian activity and visual interest. These areas will be characterized by medium to high intensity levels of activity at various times of the day and night. It is anticipated, though, that intensity levels in these areas will increase over time as development and revitalization of space occurs. Increased land value makes redevelopment feasible and land is used more efficiently. In these character districts, provision of pedestrian amenities is encouraged, as are opportunities to link adjacent uses and neighborhoods.

## Vision Statement

In many respects, the vision for Fort Union Boulevard is not elusive, and stands before the community, waiting to be embraced through a series of focused actions. Listed below is a suggested vision that has grown from many conversations with residents, public officials, and business community representatives, and from other work done on the study of this area. Several of these perspectives were shared at the January 19, 2016 City Council Meeting, and other views were obtained through the interview process conducted as part of this project.

The vision represents the natural, positive evolution of the Fort Union area, if appropriate strategies are pursued. When reading the vision statement reflected in the italicized print, the reader is asked to imagine a highly possible future. Unlike many of the City's Planning projects, the Fort Union project involves major change(s) and includes undertaking future planning that will encourage and cultivate the qualities that have faded over time.

**A Vision for Fort Union Boulevard:**

*Fort Union has been transformed; gone is the wide space dominated by automobiles that allowed cars to travel along at increased highway speeds. Even though Fort Union Boulevard remains an important route from a regional perspective, drivers are aware that the space is shared with pedestrians and bicyclists*

*and that it is a place that people are enjoying and not just passing through. Landscaping, landmarks and gateway features have been added to areas along Fort Union Boulevard, contributing greatly to the aesthetic appeal as one enters, exits, and traverses the area. A diverse group of new and long-time residents are able to enjoy the safer, more attractive and vibrant streets and public spaces in the area.*

*The Fort Union Boulevard Area is comprised of active centers along the corridor that connects residents, employees and visitors with the area ski resorts, regional businesses, downtown Salt Lake City, the SLC international airport and the University of Utah and Westminster College, in addition to providing local service to amenities along the corridor itself. Long-time and new residents mix in public spaces created to meet the needs of a diverse population. Significant automobile traffic still travels through the area, but it does not overshadow the built environment and drivers now know when they enter the area that they are traveling through a distinct and special place. Also, transit service provides frequent and efficient travel options, making it easy to get around without use of a car. A designated bicycle lane on Fort Union enables cyclists to travel safely through the area and to destinations along the way.*

*People walk along Fort Union Boulevard, with street trees and landscaping providing beauty and shelter, and acting as a natural buffer between the pedestrian and traveling environments. People are working, shopping and entertaining themselves in new buildings on both sides of the street that frame it with large shop windows engaging passers-by.*

*Taller buildings are concentrated around the main intersections along the road and contain a mix of uses. Buildings further removed from transit stops and located off the corridor offer a range of housing options for a diversity of ages and incomes, and provide small-scale neighborhood services so people can walk and bike in their immediate neighborhood. Opportunities for home ownership abound, creating stable neighborhoods both along and adjacent to Fort Union Boulevard. Higher density development provides additional housing options and opportunities to create equitably priced housing through development bonuses so the area continues to be socially and economically diverse. Neighborhoods are well-lit and maintained with regular activity at the street and upper levels providing a natural safety mechanism.*

*The large surface parking lots along Fort Union Boulevard are long gone. Off-street parking no longer dominates the street scene and is located in parking structures, behind buildings, or screened from view. Tall and unattractive signage has been replaced with signs attached to a particular building space that is in-line with pedestrian views. A pedestrian-scale is created as taller buildings stair-step away from the roadway above the third story and the buildings and streetscape combine to form an interesting and inviting public space.*

*The Fort Union Boulevard/Highland Drive intersection is no longer a barren space that serves only to move cars through the area and collect stormwater, but is instead a major center of transit, pedestrian, and business activity. New public plazas are lined with shade trees with space for accessing transit and area businesses, and open space.*

*Activity on Fort Union Boulevard becomes the primary focal point of the community; on weekdays filled with lunchtime employees, on weekends occupied with area residents and visitors shopping, milling around, and socializing. A market in the plaza provides opportunities for small businesses to have visibility in this area with large numbers of pedestrians.*

*Street connectivity throughout the area has been improved, providing more options for traveling by foot, bicycle, or car. Large blocks are broken-up, allowing residents to efficiently walk, bike, or drive to the bus stops, shops, restaurants, grocery stores, civic facilities and area trails, without having to travel on major arterials. The secondary street network accommodates local trips within the area but also enables more options for traveling outside the area.*

*Pocket and linear parks, street trees and other green elements are interspersed among the new development to soften the edges, to integrate the natural with the built environment, and to provide places for residents, employees and visitors to recreate or simply enjoy the space. Public plazas are dispersed throughout the development along Fort Union Boulevard, providing space for small gatherings, taking in the sun and eating lunch. A recreational trail system along East Jordan Canal (and other future trails) provides links to the Mountview Park and the Big Cottonwood Canyon trail system, maintaining balance between the natural and built environments. Xeriscaping is used in open spaces throughout the area and amenities for kids are provided in offering neighborhood recreation space to families with children to supplement the amenities of Mountview Park on the north side of the Fort Union Boulevard area.*

*New buildings embody the principles of green building and utilize solar panels and mini wind turbines to produce energy rather than relying entirely on the power company's electric grid system. Green infrastructure strategies such as Bioswales, rainwater harvesting, pervious paving, green roofs and landscape beds are utilized to capture and treat water run-off instead of discharging immediately into the storm drain system.*

*The Fort Union Boulevard transformation has resulted in a cleaner, greener, safer and welcoming setting for longtime and new residents, as well as visitors, to work, play and have their daily service needs met. Environmentally sound building practices, the development of walkable, mixed use neighborhoods and the integration of a more robust transit system with area redevelopment have all contributed to a more sustainable situation, making the Fort Union Boulevard Area an example of town center/main street redevelopment that other parts of Cottonwood Heights and other cities desire to emulate.*

**FORT UNION AND PRIVATE INVESTMENT**

How will the Fort Union Area Plan bring private economic investment? An effective Area Plan typically involves both the public and private sectors. Whereas development of the land uses envisioned for a Plan Area is often "kick started" by various public sector initiatives, the ultimate goal of this type of planning effort is to attract desired private investment. Broadly speaking, there are two major ways that a municipality can facilitate private development:

a. By creating a "conducive development environment" that is consistent with prevailing market demand for various land uses. This may include the following types of actions or policies:
    - Zoning that is responsive to market needs;
    - In key sub districts, allowing increased density through limited parking reductions to encourage underutilized and dilapidated properties to redevelop;
    - Streamlined permitting and entitlement processes;
    - Area-wide infrastructure investments, including parking facilities and street improvements;
    - Area-wide "amenity" investments, including landscape and streetscape improvements, urban furnishings;

    - Marketing programs to enhance the area's identity and recognition among consumers; and
    - Technical assistance programs for small businesses;
    - In concert with the above activities, enhance code enforcement to improve the visual appeal and function of the urban environment.
  b. By providing direct or indirect financial assistance to area businesses, property owners, and key development projects. This can involve the following types of initiatives:
    - Waiving or reducing various local fees;
    - Assembling development sites;
    - Underwriting land cost "write-downs";
    - Providing loans and/or grants for various business and property improvement purposes such as building facade improvements;
    - Investing in site- or project-area infrastructure.

How will economic conditions influence the Fort Union Plan Area? An effective Area Plan needs to be based on a realistic understanding of the market and demographic conditions affecting the Plan Area. Simply changing zoning on a map will not attract development unless there is an underlying market demand for a particular land use. On the other hand, if there is immediate demand for a desirable land use that is not permitted under existing zoning, a change in zoning can bring about very significant results. Moreover, appropriate zoning changes can be made more effective if coupled with policies that address other existing barriers to development (e.g., insufficient infrastructure).

The following is a summary of key existing conditions that will influence the realistic range of future development opportunities in the Plan Area:

- The Plan Area is essentially "built out", with a few vacant properties and several underutilized parcels.
- Prevailing property values in the Plan Area reflect the fact that most parcels are already developed with existing workable uses. This situation will tend to limit the financial feasibility of redeveloping these parcels with lower-density land uses. That is, in most cases, new development would need to be relatively high density in order for the ultimate value of the development to justify the costs associated with buying and clearing land that is currently occupied with other uses. While there may be many (currently underutilized) sites that are exceptions to this finding, it applies as a good rule of thumb for defining the types of opportunities that are likely to exist for most parcels.
- There is an expressed desire among private stakeholders (businesses, residents and commercial property owners) to retain the area's character as the "last bastion" of small businesses in Cottonwood Heights.
- The relatively limited availability of parking, public or private, currently serves as a constraint to development in the Plan Area.

The previous conditions suggest the following major conclusions about the types of opportunities that are likely to exist for future development in the Plan Area:

- Major new development will likely need to be relatively high density given prevailing land values.
- A significant focus of the Plan implementation should be on revitalization of existing development. As discussed further below, this focus will be especially important as it relates to retail uses in the Plan Area.

- A major direction of the Plan should also focus on streetscape urban furnishings and beautification of the public realm.
- A significant effort to include housing at key locations within the Planning Area should be a focus of the Area Plan Implementation. Housing in mixed-use formats in upper floor locations with apartment style units in a range of densities from smaller "renovation" projects to larger, new urban infill projects should be provided.

What types of new development will likely be economically viable along the Fort Union Corridor? As part of the background research for this Area Plan, Zion's Bank prepared a market Plan to identify long-range demand for various types of development in the Plan Area. Key findings from Zion's market analysis are summarized below.

Existing economic conditions are in the following sections:

- Office Market
- Retail Market
- Housing Market

**Summary of Potential Land Use Demand**

The following provides a summary of potential demand for new development in the Plan Area over the next 20 years. These projections are expressed as unconstrained "potentials"; that is, they do not reflect the realistic physical capacity of the project area to accommodate the indicated demand such as available parking, nor do they reflect the financial feasibility of developing these uses given prevailing land values. Thus, adjustments to the projections are provided below to indicate the "real" or "adjusted" potential for new development in the area.

**Office Development**

Over the past decade, office development and absorption in Salt Lake County has been markedly stronger in suburban areas than in other areas of the County. In fact, there was decline and negative absorption outside of suburban areas over the past three years; yet, during that same time period the suburbs absorbed an average of 550,731 square feet annually. This bodes well for Cottonwood Heights which is an excellent location for the development of Class A office space.

The City currently has 1,993,988 square feet of Class A office space, including a 172,000 square foot building that is currently under construction. Vacancy rates are low in the City – only at 6.6 percent. With a total of 7,432,238 square feet of office space in suburban Salt Lake County, Cottonwood Heights accounts for 27 percent of Class A office space in the suburbs. When compared to all Class A office space in the County (12,437,164 square feet), Cottonwood Heights hosts 16 percent of Class A space. In comparison, Cottonwood Heights represents only about 3.2 percent of the total population in the County and just 2.2 percent of total employment. While office employment is relatively high, retail employment is relatively low (as indicated by the City's sales leakage and capture rates), and there is no business park/industrial employment in the City.

**Retail**

While Cottonwood Heights has significant buying power due to the high incomes in the City, there is a significant amount of sales leakage out of the City to surrounding areas. In order to identify future opportunities for the City, the retail analysis includes the following components of existing conditions:

- Market Growth and Share Analysis
- Sales Leakage
- Retail Cluster Analysis

**Market Growth and Share Analysis**
Taxable sales in Cottonwood Heights have grown at an average annual rate of 5.9 percent between 2009 and 2013. In comparison, sales in the State of Utah have grown at a rate of 5.1 percent annually over the same time period. Retail sales in Cottonwood Heights are more than double retail sales in neighboring Holladay and have been growing more rapidly – at an average rate of 5.9 percent (compared to 1.9 percent for Holladay). The growth rate in Cottonwood Heights is fairly similar to the average annual growth rate in Murray (6.4 percent), but total sales in Murray are nearly four times greater than sales in Cottonwood Heights. This disparity reflects the fact that Murray is the regional retail hub that extends outward from Fashion Place.

When compared to its neighbors, Cottonwood Heights has six percent of market share, with its share remaining relatively constant since 2009. There has been little change in market share in most communities, with South Salt Lake and Holladay declining somewhat and Draper, Midvale and Sandy picking up market share.

**Sales Leakage**
A sales gap analysis shows the estimated amount of retail purchases made by residents of Cottonwood Heights and the percentage of those purchases being made within City boundaries (as reflected by the ''Capture Rate''). Where the capture rate is less than 100 percent, this indicates that residents are leaving the City to make purchases elsewhere. Where the capture rate is greater than 100 percent, such as for Health and Personal Care Stores, this indicates that consumers from outside of the City are making purchases within City boundaries.

Corresponding to the capture rate is the leakage amount in each category. Categories where the capture rate is less than 100 percent and City residents are making purchases in other cities show a negative leakage amount. This is the amount Cottonwood Heights is losing in sales annually in that category. Overall, Cottonwood Heights is capturing roughly two-thirds of all retail purchases made by residents in the City.

Cottonwood Heights has a low overall capture rate of 66 percent, with a loss of over $165 million in retail sales annually to surrounding communities. The City is better known in the County as the hub for Class A office space rather than for retail shopping. However, some of the leakage categories such as general merchandise and sporting goods can increase capture rates through improvements and higher densities at current commercial nodes on Fort Union at 1300 East, Highland Drive, and 2300 East.

Compared to other cities with similar access to mountain recreation and ski resorts, Cottonwood Heights has significantly lower accommodation sales, especially on a per capita or per employee basis. Again this illustrates that the City has good opportunity to provide lodging given its proximity to the canyons and the similarities to other neighboring cities.

**Retail Cluster Analysis**
In order to identify retail centers within the City, all retail sales for 2013 were geocoded by address and then analyzed by various "districts" within the City. District 1, at 1300 East, shows the highest sales

revenues on a per acre basis, followed closely by District 3, which is located at the intersection of Highland Drive.

Average sales per store are considerably higher in District 1, indicating the relatively larger scale of the stores in that area when compared to other retail clusters along Fort Union Boulevard.

The Commercial sub-district is ideal for larger-scale retail, such as general merchandise, big box and furniture. Nearly half of all sales in Cottonwood Heights takes place in this sub-district. Because of the large amount of sales occurring at the west end of Fort Union, it is critical that the City maintain good access and visibility for this area, which plays an important role in the sustainability of the City's General Fund.

**Housing**

Residential building permits in Salt Lake County grew steadily from 2010 to 2012, jumped significantly in 2013, and then had a sharp drop-off in 2014. Growth in Cottonwood Heights has been minimal – averaging only 25 units per year. Those communities that have experienced growth of more than 1,000 units between 2010 and 2014 include Midvale, Sandy, South Jordan, West Jordan and Herriman.

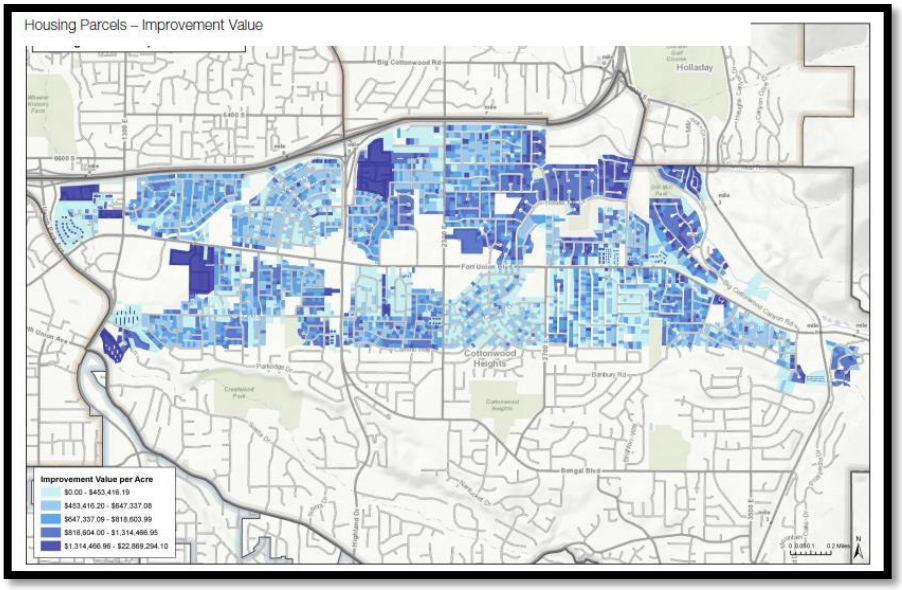
Much of the growth that has occurred has been in multi-family units which account for 45 percent of total residential unit growth between 2010 and 2014. However, multi-family unit growth accounts for only six percent of new dwelling units in Cottonwood Heights over the same time period.

Even with the relatively slow growth in multi-family units in recent years, approximately 30 percent of dwelling units in Cottonwood Heights are renter occupied – similar to the ratios of Holladay and in Murray. Based on the table below, Cottonwood Heights has an average number of rental units when compared with neighboring cities.

Cottonwood Heights has several large apartment units (50+ units), condos and duplexes, but very few apartment units in the mid-size range. These units are scattered throughout the City, with very little multi-family housing located along the central portion of the Fort Union Corridor.

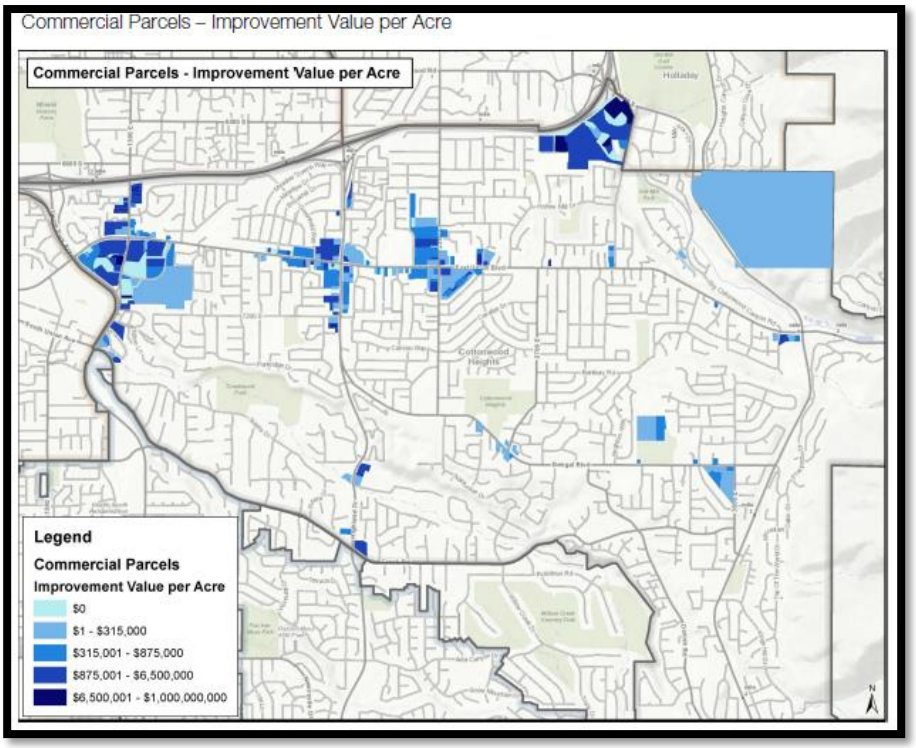
Vacancy rates for apartment units in the County are low, with Cottonwood Heights dipping to 4.5 percent in 2013. This suggests that units are filled and that there is demand for multi-family units in the City.

The highest values per acre for housing match nearly identically with the larger multi-family housing units in the City. Housing values along the central part of the Fort Union Corridor are generally lower, suggesting that redevelopment and densification of these properties may occur over time, with increased commercial development at key intersections and increased housing densities along the Corridor between the commercial nodes.




In order to identify redevelopment opportunities, developers often look at the improvement values of parcels. Those parcels with lower improvement values per acre are more likely to be redeveloped. The purpose of the analysis is to locate likely redevelopment parcels at or near commercial sites that could provide economic opportunities.

The analysis is then repeated to show how housing values vary throughout the City and along the Corridor, again to identify any potential redevelopment opportunities along Fort Union. Based on the map below, the most likely properties to be redeveloped, over time, are those located along the



Corridor and between the retail nodes – especially between Highland Drive and 2300 East, and immediately to the east of 2300 East. This area could be an attractive place for higher-density residential development.

**Mixed-Use Development Options**
Given the relatively high densities that will be required for financially viable development, mixed-use development is likely to be a very appropriate option for the Plan Area. Thus, the development potentials for each land use will not necessarily be stand-alone opportunities, but may be components of multiple-use projects.

The financial feasibility of residential uses in the Plan Area will depend largely on the density of development. Based on the above data, it appears that residential development will be feasible in the Plan Area at higher densities (30+ units per acre). Again, there may be exceptions to this finding at some locations in the Plan Area, but on the whole it is not likely that development at a lower density (e.g., 16 units per acre) will be feasible. Based on discussions with area residential developers, demand for high-density housing in the Plan Area is likely to be for rental apartments rather than condominiums.

Future opportunities for hotel/accommodation development in the Plan Area are likely to be highly project-area given the significant range of facility types in this land use category. In general, it would appear that lower density "motel" uses would be feasible only in the east portions of the Plan Area, whereas high-density "hotel" uses would be feasible in the "Commercial and Community" sub-areas where adjacency to the central district and higher land values would dictate hotel density and market type.

**Plan Area**
**Description of Sub-area Districts**
In support of the visions and goals established by this Planning process and in previous efforts, three sub-areas have been defined that will assist in the creation of identifiable characteristic neighborhoods, retail destinations and enhanced urban environments. The sub-areas are defined by the clustering of similar types of land use and the introduction of housing, and are supported by special pedestrian oriented design standards and the availability of public transit. The Planning Areas are organized as follows:

- The Commercial sub-area district that extends from Union Park to west of Mountview Park, includes 1300 east frontage.
- The Community sub-area district that extends from Mountview Park to east of the Dan's shopping center, includes Highland Drive frontage.
- The Canyon sub-area A district extends from west of 2300 East up to 3000 East.
- The Canyon sub-area B district extends from west of 3000 East up to the mouth of Big Cottonwood Canyon.

In addition to these general Planning sub-area districts, two special "transit" focus areas or "nodes" have been described and linked to the UTA bus stops. Within these transit nodes, a mix of uses such as transit oriented retail and services, office space and residential mixed use with slightly higher densities and flexible parking requirements are proposed to take advantage of the transit-related environment.

**Process**

Community input was (and is) critical to the preparation of this Area Plan at all stages; from the City's general Plan initial brainstorming, the analysis of existing conditions, visioning and synthesis, to the Planning Commission's review, City Council approval and implementation.

Community partners have participated in each phase of the Plans. The Planning process for Area Plan consisted of a diverse set of community partners and neighborhood stakeholders. The community input process included Visual Preference Surveys, community surveys, individual stakeholder interviews, focus groups, design workshops, and open houses. Consultant teams of Planners, transportation engineers and economic development experts have helped with a large portion of the Area Plan's input.
As each part of the Plan are developed, the Fort Union Area Plan will be posted on the City's website with any upcoming meeting notices and Plan drafts. Citizens are able to comment on Plan drafts using online comment forms.

## Community Participation

1. Community Open Houses and Public Meetings
2. Visual Preference Survey
3. Preferred Images

While Fort Union Boulevard has not changed significantly since the City incorporated in 2005, traffic congestion has increased as more residents and businesses locate in Cottonwood Heights and people choose to use the corridor as a the main transportation for cutting through the area.

Additionally, with more construction expected along Wasatch Boulevard, an increase in traffic will directly affect Fort Union Boulevard. Explaining the traffic situation to residents and business owners along the corridor has been paramount to this process and now as the City Plans for any future growth in these areas along the corridor.

Recent public exchanges had resulted in many Cottonwood Heights residents being involved in providing suggestions and feedback for the improvement(s) of Fort Union Corridor Plan. Several public forums were organized to engage residents and businesses in the discussion and to determine what they felt was needed along the corridor.

The first engagement with the public (during this official compilation of the Fort Union Area Plan) was a Visual Preference Survey. The survey asked people to identify streetscapes and road designs they would like to see in the City, including elements of their preferred landscaping, signage, furniture, and building architecture. The survey also asked them what they didn't think was a good fit for Cottonwood Heights.

The survey was held on two different occasions at City hall and was also available on the City's website for several weeks. It consisted of many photos of roads, sidewalks and streetscape elements that residents were asked to list according to likes or dislikes.

Results from the Visual Preference Survey demonstrated the following improvements residents would like to see in Cottonwood Heights:

- A "Main Street" feel along Fort Union Boulevard.
- Walkable areas that include shopping, dining and entertainment.
- The addition of sidewalk elements including benches, trees, landscaping and patio dining.
- Street-facing shops and office space.
- A mixed-use area.
- Awnings, unique signage, business façade improvements and streetlamps.
- Community gathering areas along Fort Union.
- An investment in landscaping to reflect the City's proximity to the canyons.
- Functional bike lanes along the entire Fort Union Corridor.
- Intersection improvements for safer pedestrian crossing.
- Landscaped medians.

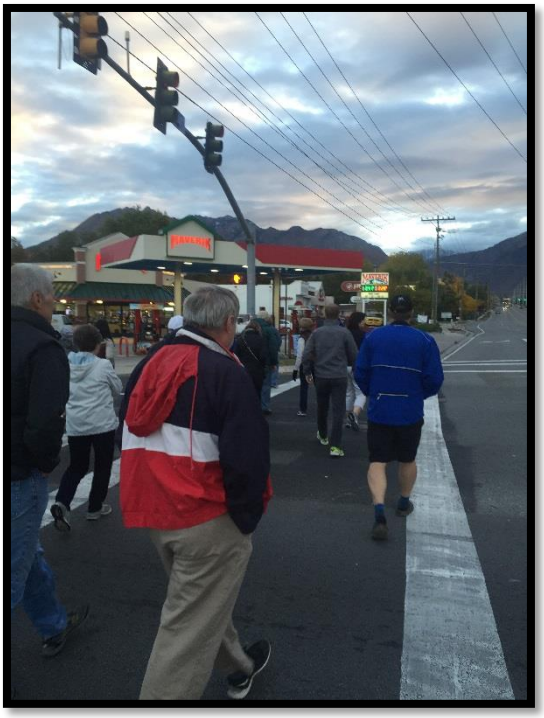
Furthermore, the Visual Preference Survey demonstrated the residents' discontent with the current Fort Union Corridor with the following observations:

- Tall, steel, unsightly power poles ruin the view.
- No room for walking, biking or jogging.
- Commercial buildings and residential areas along parts of the corridor need to be renovated to promote a pleasing aesthetic.
- The corridor seems industrial and unwelcoming.

The results of the Visual Preference Survey determined that residents felt an investment in the Fort Union Corridor would be a wise decision for the future.

Following the Visual Preference Survey, property and business owners along Fort Union were asked to be involved in a Fort Union Working Group to further develop a Plan for the corridor. More than 500 invitations were sent to these owners, asking them to participate in a 4-part Plan group.

Several dozen people responded to the request, showing up at the first meeting where City staff discussed the purpose of the group. It was explained that the Working Group would help design a road that would be visually-pleasing and effective. They were asked to make a list of wants and needs for Fort Union. Needs included less traffic, slower traffic, pedestrian safety elements, wider sidewalks and medians for traffic-calming. Wants included more landscaping, gathering areas, bike lanes, power pole removal and on-street parking.



Residents were randomly divided into three groups and assigned a section of Fort Union to redesign. The three sections were 1) Commercial District (1500 East to the City's western boundary); 2) Community District (1500 E to 2300 E; and 3) Canyons District (2300 E to the mouth of Big Cottonwood Canyon).

At the second meeting, group participants walked along Fort Union Boulevard on a Saturday morning to get a "feel" for the street's character, safety and accessibility. Following the walk, many residents expressed surprise and concern that the sidewalks weren't wider, the landscaping along the street is marginal and lacks continuity, the buildings were older and needed updating, that crosswalks and area didn't seem safer and that there were no available bike lanes (accommodations) for cyclists.

Taking that information, the groups met at the third session to design their road section in a way they felt would improve the corridor and ultimately, the City. Each group had a staff person as a assistant who kept the groups focused and on task with the assignment. Participants identified ways to improve

safety adjacent to Fort Union, along with ideas to make the corridor more attractive, more functional, more efficient and more pedestrian- and bike-friendly.

All three groups wanted to work within the current right-of-way widths to avoid acquiring property. Using a map of the road section, each group used an assortment of physical road elements such as travel lanes, medians, bike lanes, sidewalks, landscaping, parking stalls, etc., to create the road they felt would best serve the City.

Much of the groups' discussion focused on what residents wanted Fort Union to become in the future. The majority of participants asked for the corridor to become a Main Street where slower traffic elements would encourage pass-through drivers to use I-215 instead of Fort Union to get to the canyons. Bus rapid transit was discussed as an option for a transportation use, but residents were against the use of light rail trains.

The groups discussed many scenarios and talked through the feasibility of each concept before making their final designs. During the fourth session, group leaders presented their road design idea to the other groups, explaining why they felt their design was the most effective solution to the Fort Union congestion and current ambiance.

Although the groups worked separately, all three groups presented road designs with very similar results and outcomes. All concepts included these key elements: landscaped medians, wider sidewalks, slower speed limits, bike lanes, and trees and benches situated along the corridor. During a work session with the City Council, group leaders presented their road design ideas and answered questions from councilmembers. After that discussion, the City Council instructed staff to move with the preparation of the Area Plan.

## Background

- **2005 Cottonwood Heights General Plan**
- **2013 Cottonwood Heights Design Guidelines**
- **2013 Brigham Young University Corridor Plan**
- **2014 University of Utah Corridor Design Plan**
- **2015 Zion's Bank Fort Union Corridor Comprehensive Plan**
- **2015 Blu Line Design Fort Union Boulevard Design**
- **2015 Planned Development District Zone**
- **2016 Cottonwood Heights Bicycle Master Plan**

## 2005 Cottonwood Heights General Plan

**1.4 Community Vision Statement**

The City is interested in improving the function and appearance of City streets, and increasing the variety of transportation options. The ideal is a transportation system that balances safety, service, community character, and convenience. Cottonwood Heights strives to provide a circulation network that accommodates all modes of transportation. Alternatives to the automobile will increase accessibility to those residents and patrons not well served by private vehicles, enrich the community and its neighborhoods, and contribute to the community's quality of life.

**1.5 Guiding Principles of the Plan**

**Transportation**

Transportation networks are crucial to City life, ensuring that residents can travel to work, school, parks, stores, and homes. The City must strike a balance between mobility and access: traffic should flow smoothly through major corridors, without unreasonably limiting access to adjacent areas. Cottonwood Heights should be a place with safe streets, including spaces for people to walk. Transit service should be frequent and efficient, and connect residents with regional transit lines for access to outlying destinations.

**2.1 Background and Introduction**

**Guiding Principles**

The Land Use Element should encourage a variety of easily accessible retail services. Neighborhood and community shopping centers should be located at the intersection of arterial streets. Commercial centers should be developed at a range of scales and densities that are compatible with the area they serve. The Land Use Element should foster and promote activity centers for social interaction and community activities by utilizing appropriate urban design elements. Low density neighborhoods should be protected from higher intensity commercial areas by transitional use buffers where practical.

**2.2 Goals and Objectives**

**Mixed Use:** This land use allows for a combination of residential and commercial land uses within the same development. Mixed use developments can be designed at a variety of densities and intensities. They are designed to be accessible at the pedestrian scale.

**Goal 4: Protect existing tax base**

**OBJECTIVE:** Encourage tourism-related business and services to locate within the City.

**POLICY:** Consider developing small Area Plans for canyon entrances that cater to canyon users, but do not increase traffic in adjacent neighborhoods.

**POLICY:** Consider designating key travel corridors for location of tourism related services, such as Fort Union Boulevard.

**OBJECTIVE:** Maintain Cottonwood Heights' role as a regional commercial and office destination.
**POLICY:** Consider developing small Area Plans for City gateways that enhance major shopping and office centers.

**2.5 Land Use Plan**
**Mixed-Use:** Mixed-use areas can contain a mix of land uses, such as residential, commercial and office within the same area. Land uses in Mixed-Use classification may be varied either vertically (i.e. mix of uses in one building such as an apartment over a retail establishment) or horizontally (i.e. single use buildings with different uses placed next to each other).

## Land Use

The residents of Cottonwood Heights chose to live here because they like the feel, aesthetics, and personality of the City. The Proposed Land Use Plan intends to carry forward these attributes into the future. In general, the Proposed Land Use Plan maintains and enhances the existing land use patterns occurring within the City:

- Existing regional and neighborhood commercial areas will remain as commercial and will be enhanced through appropriate urban design
- Parks and open spaces will be preserved and improved
- Commercial and office areas will be concentrated around transportation corridors

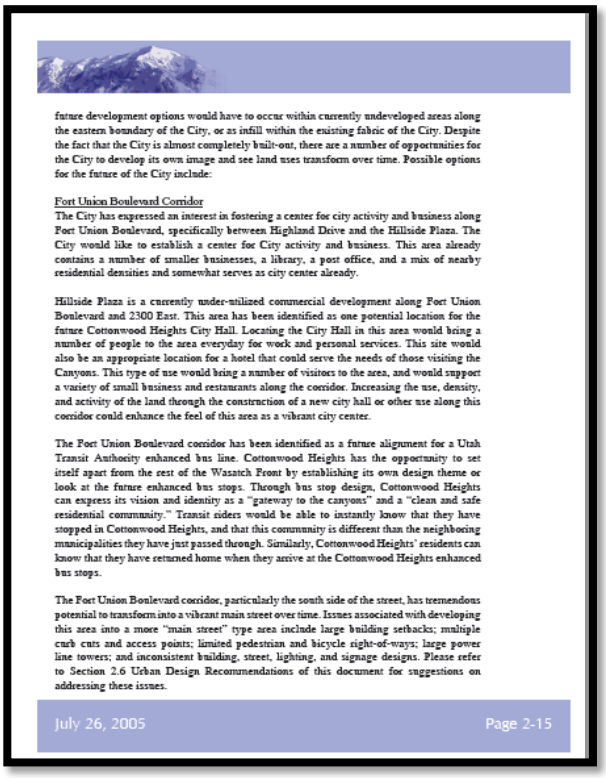
The Proposed Land Use Plan also alters a few existing land use classifications to better match what is actually occurring within the City, and to achieve the City's land use goals and objectives. Key land use changes include:

- Identification of mixed-use areas along key transportation corridors designed to meet the needs of both residents and tourists
- Designation of specific areas appropriate for existing and limited future medium- and high-density residential development

**Fort Union Boulevard Corridor**
The City has expressed an interest in fostering a center for City activity and business along Fort Union Boulevard, specifically between Highland Drive and the Hillside Plaza. The City would like to establish a center for City activity and business. This area already contains a number of smaller businesses, a library, a post office, and a mix of nearby residential densities and somewhat serves as City center already.

Hillside Plaza is a currently under-utilized commercial development along Fort Union Boulevard and 2300 East. This area has been identified as one potential location for the future Cottonwood Heights City Hall. Locating the City Hall in this area would bring a number of people to the area every day for work and personal services. This site would also be an appropriate location for a hotel that could serve the needs of those visiting the Canyons. This type of use would bring a number of visitors to the area, and would support a variety of small business and restaurants along the corridor. Increasing the use, density, and activity of the land through the construction of a new City hall or other use along this corridor could enhance the feel of this area as a vibrant City center.

The Fort Union Boulevard corridor has been identified as a future alignment for a Utah Transit Authority enhanced bus line. Cottonwood Heights has the opportunity to set itself apart from the rest of the Wasatch Front by establishing its own design theme or look at the future enhanced bus stops. Through bus stop design, Cottonwood Heights can express its vision and identity as a "gateway to the canyons" and a "clean and safe residential community." Transit riders would be able to instantly know that they have stopped in Cottonwood Heights, and that this community is different than the neighboring municipalities they have just passed through. Similarly, Cottonwood Heights' residents can know that they have returned home when they arrive at the Cottonwood Heights enhanced bus stops. The Fort Union Boulevard corridor, particularly the south side of the street, has tremendous potential to transform into a vibrant main street over time. Issues associated with developing this area into a more "main street" type area include large building setbacks; multiple curb cuts and access points; limited pedestrian and bicycle right-of-ways; large power line towers; and inconsistent building, street, lighting, and signage designs. Please refer to Section 2.6 Urban Design Recommendations of this document for suggestions on addressing these issues.



future development options would have to occur within currently undeveloped areas along the eastern boundary of the City, or as infill within the existing fabric of the City. Despite the fact that the City is almost completely built-out, there are a number of opportunities for the City to develop its own image and see land uses transform over time. Possible options for the future of the City include:

Fort Union Boulevard Corridor

The City has expressed an interest in fostering a center for city activity and business along Fort Union Boulevard, specifically between Highland Drive and the Hillside Plaza. The City would like to establish a center for City activity and business. This area already contains a number of smaller businesses, a library, a post office, and a mix of nearby residential densities and somewhat serves as city center already.

Hillside Plaza is a currently under-utilized commercial development along Fort Union Boulevard and 2300 East. This area has been identified as one potential location for the future Cottonwood Heights City Hall. Locating the City Hall in this area would bring a number of people to the area everyday for work and personal services. This site would also be an appropriate location for a hotel that could serve the needs of those visiting the Canyons. This type of use would bring a number of visitors to the area, and would support a variety of small business and restaurants along the corridor. Increasing the use, density, and activity of the land through the construction of a new city hall or other use along this corridor could enhance the feel of this area as a vibrant city center.

The Fort Union Boulevard corridor has been identified as a future alignment for a Utah Transit Authority enhanced bus line. Cottonwood Heights has the opportunity to set itself apart from the rest of the Wasatch Front by establishing its own design theme or look at the future enhanced bus stops. Through bus stop design, Cottonwood Heights can express its vision and identity as a "gateway to the canyons" and a "clean and safe residential community." Transit riders would be able to instantly know that they have stopped in Cottonwood Heights, and that this community is different than the neighboring municipalities they have just passed through. Similarly, Cottonwood Heights' residents can know that they have returned home when they arrive at the Cottonwood Heights enhanced bus stops.

The Fort Union Boulevard corridor, particularly the south side of the street, has tremendous potential to transform into a vibrant main street over time. Issues associated with developing this area into a more "main street" type area include large building setbacks; multiple curb cuts and access points; limited pedestrian and bicycle right-of-ways; large power line towers; and inconsistent building, street, lighting, and signage designs. Please refer to Section 2.6 Urban Design Recommendations of this document for suggestions on addressing these issues.

July 26, 2005 Page 2-15

The eastern half of Fort Union Boulevard is one of the primary access points to both Big and Little Cottonwood Canyons. Designating much of this corridor as mixed-use would allow for Cottonwood Heights to better serve the hundreds of thousands of visitors to the Wasatch Mountains. The vision for this end of the corridor is a district that caters to the needs of tourists and those who recreate in the Canyons.

**2.6 Urban Design Recommendations**

The Cottonwood Heights community is interested in preserving and enhancing the character and visual appearance of the City through the use of guidelines and policies. Urban Design policies and guidelines seek to define a City's identity and are utilized to give an area distinguishing characteristics for physical elements within the City. These physical elements include gateways, activity nodes and destinations, individual developments, streetscapes, and landscaping. The strategies outlined will help to give Cottonwood Heights an identity and distinguish the City from neighboring communities. The City should evaluate the applicability of the following urban design strategies for specific areas of the City.

Cottonwood Heights should consider developing a set of design guidelines for the City's gateways and activity centers. These guidelines would specify specific architectural, landscaping, and siting standards for all new development and redevelopment within specific areas. Adopting a set of design guidelines can be a powerful tool in achieving the types of urban environments envisioned by the community. Such guidelines would be particularly appropriate in areas such as the Fort Union

Boulevard corridor and the gravel pit area in order to ensure a cohesive and consistent design standard within these areas. Specific guidelines on floor area ratios, building orientation, location of parking, streetscape landscaping and lighting, etc., can foster an urban environment that is attractive to pedestrians and creates an active City center.

## Gateways

A gateway is a prominent entrance to a City or community that provides visitors and residents with an initial glimpse into the character of the community. Gateways provide the first visual perception of the City and are key elements in defining impressions of the community. As with many communities in the Salt Lake Valley, Cottonwood Heights is part of the suburban pattern of development. This pattern of development often lends a feeling of sameness to neighboring communities, with few distinguishing characteristics or defining boundaries that indicate where one City ends and another begins. Gateway enhancements serve as a means for creating that sense of place when entering a new community.

**Goal 1: Define the entrance to Cottonwood Heights by establishing attractive gateways to the City.**
**OBJECTIVE:** Construct entrance signs to be placed at primary gateways to Cottonwood Heights.
**POLICY:** Create a gateway design standard for the City and a gateway hierarchy (high profile to low profile). Design should use consistent elements yet be adaptable to various locations and profile levels. Standards should include requirements for both landscaping and signage.
**POLICY:** Define a phasing and funding strategy for implementing gateway enhancement projects.
**POLICY:** Coordinate with public and private landowners to establish necessary easements for the construction and maintenance of gateways

## Activity Nodes and Destination Centers

Cottonwood Heights has several nodes and destinations that generate activity and attract people to them. These areas contribute to the overall character of Cottonwood Heights. As such, criteria that help define the appearance and design of these areas are desirable. The activity nodes and destination centers within Cottonwood Heights can be divided into three categories based on the area that they serve:

### Regional Activity Nodes and Destination Centers

The regional level of nodes and centers attracts people from across the valley. This includes major shopping and business/office park areas such as the Fort Union Shopping Center and Knudsen's Corner. Urban design strategies could include:

- Smaller floor area ratio (FAR)
- More stories and taller building heights
- Smaller setbacks - around a central parking area

### Community Activity Nodes and Destination Centers

Community nodes and centers typically attract people from within the Cottonwood Heights community or neighboring communities. Examples include Fort Union Boulevard between Highland Drive and 2300 East, and the area around the Cottonwood Heights Recreation Center and current Cottonwood Heights Elementary School. Urban design strategies could include:

- Decreasing building setbacks

- Taller building heights
- Medium FAR
- Sharing driveways and access points
- Improving the streetscape by landscaping, constructing wider sidewalks, and allowing on-street parking
- Requiring new buildings and building renovations to meet architectural design standards such as window ratios, varying building materials, and providing streetfront entrances
- Provide off-street parking to be located in the rear of businesses
- Provide outdoor seating along sidewalks and in front of businesses
- Consider various pavement patterns and building materials to create interest for pedestrians
- Provide attractive and downward-shining lighting to enhance safety of the street at night and minimize light pollution
- Encourage mixed-use development along this corridor to encourage use of the area at all times of the day
- Consider establishing open, public places or plazas for people to linger in when visiting the area
- Traffic calming

## Corridors

There are a number of key travel corridors within Cottonwood Heights including:

## Commercial Corridors

Fort Union Boulevard, Highland Drive, Union Park Avenue/1300 East, and 3000 East. Urban design strategies could include:

- Sharing driveways and access points improving the streetscape by landscaping, constructing wider sidewalks, and allowing on-street parking
- Establish a dedicated bike lane or shared use path for cyclists
- Sidewalks
- Street trees

### 2.7 Tools and Implementation Strategies

**Small Area Plans**

There are a number of areas within the City that the community is interested in preserving or improving. Developing and implementing small Area Plans for these areas would provide the City with the tools to ensure that development of these areas occurs consistently with the community's desires and visions for these areas.

For each small Area Plan, the City should consider developing a series of goals and objectives for the area, identifying any issues or constraints to address, and proposing a longer-range Plan to guide future development or redevelopment of that specific area. These small Area Plans may propose changes to the existing land uses or zoning of that area. Small Area Plan overlay zones could be used to apply additional development standards to those particular areas. Small Area Plans would be appropriate for areas with future development or redevelopment potential.

**2.8 Citizen Comments**

The key issues identified in community workshops for land use are:

1) Commercial/Mixed-Use
    A. Establish a primary City Center. Two key areas/sites have been proposed for the location of the City Center. This center will likely include a City hall/offices, retail, mixed-use development, and community services/centers. Of the two potential sites, the one that is not chosen as a City center could become a secondary service district.
        i. The intersection of 2300 East and Fort Union Boulevard. Currently a retail corner known as "Hillside Plaza", the area has lacked stability in tenants in recent years. With its access to major transportation routes, yet still located near residential neighborhoods, this location would be ideal for the development of an all-encompassing center of activity for the City.
    B. Establish and/or redevelop (may not necessarily be officially designated as RDA areas) "secondary" commercial districts. Secondary districts are secondary in the sense that they are not designated as a City center and do not contain key civic services such as City offices.
        i. Fort Union Boulevard Corridor (including nodes on cross streets leading to City gateways and I-215).
            a. Redevelop as a "main street" feel as the central business/service district.
    C. Establishment of community wide retail concepts, which apply to both the City center and secondary service districts.
        ii. Expansion of retail uses. People would prefer any new retail to be located near existing retail centers, first re-using/remodeling existing buildings before building new developments. Specific sites recommended for remodel/ renewal include the Hillside Plaza at the intersection of 2300 East/Fort Union Boulevard.
        iii. More small, boutique businesses and restaurants.
        iv. Establishment of neighborhood nodes with small, corner market type businesses that are within a walking distance of the surrounding residential area.

6) Urban Design
    A. Many expressed a desire to develop a community identity through re-vitalization of community gateways and corridors.
        i. Street beautification through removal of billboards.
        ii. Street beautification through Planting of street trees (urban forestry program).
        iii. Redevelopment of retail strip malls along primary corridors.
            a. Mixed use development that encourages pedestrian activity.

# Transportation Element

**3.1 Background and Introduction**

**Guiding Principles**

Transportation networks are crucial to City life, ensuring that residents can travel to work, school, parks, stores, and homes. The City must strike a balance between mobility and access: traffic should flow smoothly through major corridors, without unreasonably limiting access to adjacent areas. Cottonwood Heights should be a place with safe streets, including spaces for people to walk. Transit service should be frequent and efficient, and connect residents with regional transit lines

### 3.2 Goals, Objectives, and Policies

**Goal 1: Provide a safe and pleasant environment for pedestrians.**

**OBJECTIVE:** The City should consider completing a Pedestrian Master Plan as part of the Capital Facilities Plan.

**POLICY:** The Plan should identify high potential walking areas and high deficiency infrastructure areas (see Map 3.4 for a prioritization of improvements). Locations that have both high walking potential and high deficiencies of infrastructure would be delineated as high priority improvement areas.

**POLICY:** All new developments should include appropriate sidewalk facilities.

**POLICY:** The Plan should address the issue of inadequate sidewalks in built-out areas of the City. For example, the Plan should provide recommendations to complete unfinished sidewalks throughout the City as per Map 3.4.

**POLICY:** The City should consider establishing a process by which pedestrian improvements identified in the Plan could be included and prioritized in the Capital Improvement Program.

**Goal 2: Provide residents with transportation choices and convenient alternative modes of travel.**

**OBJECTIVE:** Establish an efficient, frequent, and accessible transit network in Cottonwood Heights. **POLICY:** Foster a working relationship with the Utah Transit Authority (UTA) Long Range Planning department, to allow Cottonwood Heights to provide input on future services in the City.

**POLICY:** In conjunction with UTA, Plan the feasibility of bus rapid transit (BRT) on Fort Union Boulevard and Wasatch Boulevard; the possibility of increased frequency on existing routes; and the feasibility of other modes of transportation.

**POLICY:** Work with UTA to complete a citywide transit survey, to illustrate the future ridership potential in Cottonwood Heights. The survey should seek to discover current transit use patterns and the potential for increased usage if transit service were improved. POLICY: Identify more locations for park-and-ride facilities in Cottonwood Heights, as demand demonstrates. In addition, explore establishing a mechanism for funding land acquisition for these facilities. This would help facilitate placement of future park and-ride facilities.

## 2013 Cottonwood Heights Design Guidelines

The purpose of the Design Guidelines is to enhance the visual appeal of the City through the use of high quality and sustainable architectural and site design, and to develop a unique sense of identity in the Gateway Overlay District and in and around Fort Union Boulevard.

This Design Guidelines are divided into two main sections:

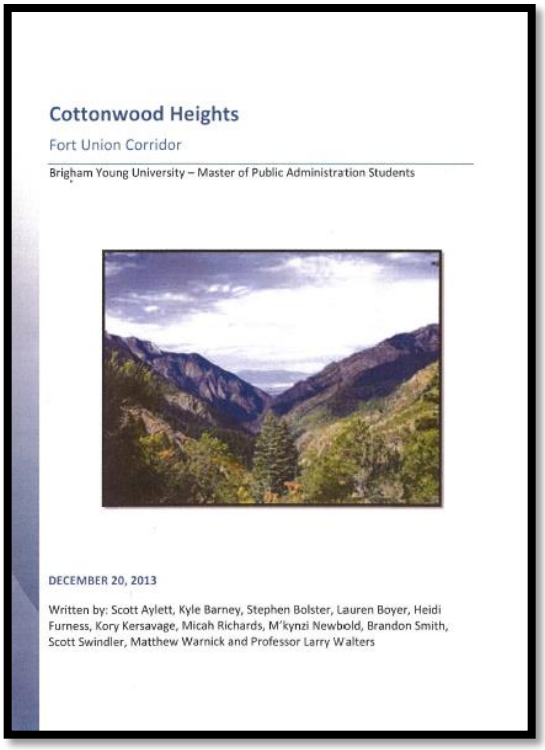
1. Architectural Design Guidelines; and
2. Site Design Guidelines.

Each page of the document refers to a different aspect of architectural or site design guidelines. Each page contains a numbered list of guidelines pertaining to each specific aspect of design (the numbers are in no indication of importance, but are simply for organization purposes). Each aspect of design also contains pictures or diagrams showing preferred examples of individual design. Pictures and diagrams found within this document are used to illustrate examples of a specific aspect of design and should be analyzed only for the relevant topic.

### Design Guideline review and approval process

- Locate and identify the applicable zoning district.
- Discuss the proposed project with City staff (this is an informal discussion, typically conducted before any design take place).
- Review the design standards.
- Understand the context of the building site and inventory adjacent land uses.
- Develop the site Plan and building design using the Design Guidelines, as well as the applicable chapters of the Cottonwood Heights (CWH) zoning ordinance and other applicable development regulations and policies.
- Contact City staff and schedule a pre-application meeting.
- Submit the project for formal review.

## BYU MPA Fort Union Citizen Plan


Cottonwood Heights

Fort Union Corridor

Brigham Young University – Master of Public Administration Students

DECEMBER 20, 2013

Written by: Scott Aylett, Kyle Barney, Stephen Bolster, Lauren Boyer, Heidi Furness, Kory Kersavage, Micah Richards, M'kynzi Newbold, Brandon Smith, Scott Swindler, Matthew Warnick and Professor Larry Walters

The BYU Plan was the culmination of a collaboration project between the Cottonwood Heights and a team of MPA students from BYU. The Plan reported that being a newer City has resulted in inheriting some growth issues due to the lack of previous City Planning, especially regarding traffic congestion along the Fort Union Corridor. Their conclusion was that as Cottonwood Heights continues to grow it needs to make an effective growth management a priority.

The City administration, aware of these concerns, contacted the school about creating a student-led project that would: first, identify issues; research, address and suggest some possible solutions to the growth issues; and initiate a community-wide discussion on the issues.

**Citizen Participation**

The City Council, understanding that future City growth is vitally important to City residents, invited a group of citizens from the City to participate in the project. Citizen participation was accomplished through this focus group, led by the BYU team. Over twenty citizens attended the discussions, which resulted in a great deal of actionable citizen input with regards to City growth management issues.

**The Issues**

The following issues were determined to be the most pressing concerns for the City:

- Transportation along areas of Fort Union Boulevard
- Quality of life in Cottonwood Heights with regards to future development
- Zoning issues and future commercial development
- Moving forward

The residents also voiced additional concerns that included:

- Recreational development at the mouth of the canyon
- Creating transition areas between residential and commercial properties in the City
- Keeping big box stores from encroaching on limited retail areas

The Plan discusses the complex nature of the issues facing the City, the team chose to focus the principal aspects on the aforementioned areas of concern, submitting options for consideration to the City policy makers. Included in the report are sections that address:

- Quality of Life
- Transportation
- Zoning

The Citizen Focus Group considered the following topics:

- Achieving a safe and involved community
- Creating an aesthetically pleasing community

- Constructing a City hall to foster City identity
- Preserving the family friendliness of Cottonwood Heights
- Providing an environment for business to operate freely within set bounds
- Fostering a walkable community
- Development at the mouth of the canyon
- Keeping a small City feel
- Addressing traffic needs

**BYU Conclusions**

**Quality of life**

Focus group participants were concerned with maintaining their current quality of life as the City changes and grows. They wanted to see open space maintained and expanded, if possible, even if it means annexing additional land into the City. They also wanted to see commercial areas of the City have a greener feel to them.

Participants suggested "complete streets" as a way to allow equal transportation access for cars, buses, cyclists and pedestrians on City streets. They also wanted to see additional sidewalks and pedestrian trails. They suggested findings ways to better connect neighborhoods including pedestrian stoplights and overpasses. Further, they wanted open dining on Fort Union as a way to encourage more foot traffic in commercial areas where people would gather.

Based on the suggestions of the group, they identified three main quality of life issues: 1. Walkability 2. Open space and 3. Development of a City center.

**Walkability**

Successful walkable spaces in Cottonwood Heights would include mixed-use areas consisting of businesses, restaurants, entertainment and government buildings, all close enough to encourage walking. Wide sidewalks, public spaces for gathering and playing, and traffic conditions could promote feelings of safety and encourage pedestrians to walk, rather than drive, to their destinations.

The participants wanted to encourage Cottonwood Heights to consider increasing walkability by constructing and maintaining wide sidewalks, encourage street-facing development along Fort Union Boulevard and providing community events that invite pedestrians to experience the City outside of the confines of their vehicles.

**Open Space**

They recommended that Cottonwood Heights consider investing in two different types of open space. First, in more traditional parks, which are designated for recreational, educational and cultural opportunities. Second, the City should consider the construction of smaller urban open spaces near Fort Union to serve as urban oases and provide aesthetic value and character to the City.

Cottonwood Height could also seek mixed-use development that is centrally located. These mixed-use areas could contain both open space and retail, and provide a place for community gathering. Although development would be required for these improvements and for these properties to be redeveloped, the City could take steps to show their commitment to the area by building a park, constructing a City hall and increasing the beauty of the Fort Union corridor. These changes, along with economic development incentives made by the City, could encourage developers to purchased and redevelop properties, giving new life to the area.

Potential redevelopment might include medium-or high-density mixed-use development along Fort Union Boulevard. These properties could include both commercial and residential development while incorporating elements of open space that the group valued. Wide sidewalks and raised pedestrian crosswalks could also improve access across Fort Union, giving pedestrians easy access to shopping areas.

**Transportation**

Focus group was concerned with two categories: traffic congestion and safety. While discussing the congestion issue, surprisingly, only a small number proposed Fort Union be widened. Others suggested better signal synchronization, incorporating flex-lanes, improved turn lanes and restricting traffic.

Based on the recommendations of the group, they identified several transportation options: Medians widen/narrow lanes, signal timing, safety, and alternative transportation including transit options. The transit options included light rail, bussing and streetcar.

**Zoning/Development**

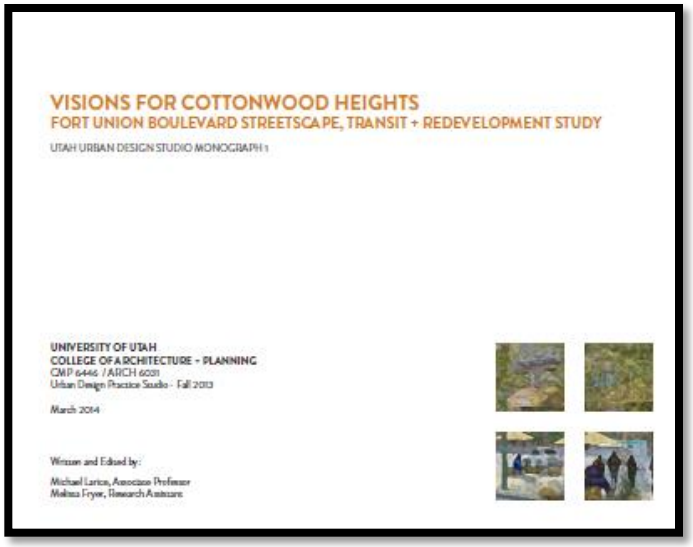
In general the focus group felt City involvement with future development is imperative to preserve and to guide the aesthetics and character desired by residents. Numerous participants expressed a desire for small businesses and boutiques and to discourage big box stores. Some of the suggestions included a desire to extend the feel of the canyons into the City design, developing with natural materials from area, preserving green space and highlighting the view.

The concern with developers in Cottonwood Heights lies in zoning and the code. If restrictions on design and function are not provided or enforced, the City could take on a different feel than those desired by the focus group. One alternative to which type of code to use was form-based coding, especially along Fort Union.

Form-based codes and its effects can be summarized into three main categories: building, street and architecture. Form-based building regulations include the configuration, features and functions of buildings that characterize the public space.  Architectural standards that support a form-based code include: building walls, roofing, street walls, windows and doors, awnings and storefronts, signage and lighting.

## 2014 University of Utah Design Proposal

The vision for Cottonwood Heights' Fort Union Boulevard Plan was prepared by students in an Urban Design Studio at the University of Utah's College of Architecture + Planning during Fall Semester 2013 and Spring Semester 2014. Students from the Department of City + Metropolitan Planning and the School of Architecture were responsible for the production of the studio work. Other faculty members participated and provided incredible logistical support and leadership in achieving the great success of the studio.


VISIONS FOR COTTONWOOD HEIGHTS
FORT UNION BOULEVARD STREETSCAPE, TRANSIT + REDEVELOPMENT STUDY

UTAH URBAN DESIGN STUDIO MONOGRAPH 1

UNIVERSITY OF UTAH
COLLEGE OF ARCHITECTURE + PLANNING
CMP 6446 / ARCH 6031
Urban Design Practice Studio - Fall 2013

March 2014

Written and Edited by:

Michael Larice, Associate Professor
Melissa Fryer, Research Assistant

The Plan produced six different designs for Fort Union Boulevard. These are outlined briefly here:

1. a modest streetscape design that retains standard bus service and provides the least expensive of the alternatives;
2. a bus boulevard in the form of a multi-access way road design, where bus service would move along buffered side access lanes with slower moving local traffic, and faster moving through-traffic at the center;
3. a bus rapid transit design that would provide dedicated bus lanes at the center of the right-of-way;
4. a first streetcar design where a central median and streetscape was associated with indigenous Planting.
5. a second streetcar design where a central median and streetscape built on the case Plan example of the Ramblas in Barcelona, where the median is used for shopping and strolling. This we called the *strollevard*;
6. a light rail transit design that approximated similar design standards as other Trax LRT lines, where dedicated rail lines are at the center of the right-of-way.

In addition to those six deliverables the students also produced three catalytic redevelopment proposals. These included the following:

1. a new City center development near 1300 E and Fort Union Boulevard that infills the Target / Home Depot parking lot, replaces a strip mall, and provides new retail, housing, entertainment and dining options;
2. a new civic center precinct at Highland and Fort Union Boulevard, along with a welcome center, museums, other institutional uses, and an urban nature trail;
3. an approach to infill development along Fort Union Boulevard that helps disparate uses seem larger than the sum of their parts, and creates a new lifestyle center around the street.

**The Visioning Exercise – Visions and Design Principles Defined**

Creating a public realm and transit vision for Cottonwood Heights and Fort Union Boulevard must incorporate insight into its future role in creating a more sustainable, resilient, and livable street experience for all public realm users, beyond and including those with private vehicles. These visions cannot be "pie in the sky" dreaming, but must also address current and future challenges.

Creating the vision for Fort Union Boulevard entailed a multi-phase process. The beginning of the study was initiated at a vision exercise held when the City created its original General Plan in 2005. Additional phases included some case studies (mentioned earlier in chapter) analyzing streets and transit design, and land uses associated with catalytic redevelopment. And, finally, the visions and street design principles were produced through a synthesis of all of the phases with the addition of best practices for implementing those proposed street, transit and redevelopment designs.

The following are points of consideration of the vision exercise:

1. Aspects of Cottonwood Heights that are most appreciated by its leaders and residents are the location and character of the City, its proximity to the canyons and ski venues, and proximity to the region. In addition to these locational attributes other valuable characteristics of the City include: the residential nature of the place, the sense of safety that pervades the City, and the quality of life enjoyed by residents.
2. With respect to the qualities that most need improvement in Cottonwood Heights, the following issues were suggested: Fort Union Boulevard is not performing to its maximum potential and doesn't portray the community's visual expectation. The urban arterial is highly congested, inhibits pedestrians, has too much underutilized property, and does not attract unique or desired retail. Because Fort Union Boulevard is the primary east-west connector in this part of the valley, the bulk of vehicular motorists use the street for commuting through the City rather than choosing to stop and shop in Cottonwood Heights. Moreover, the City has a need to address its housing/population mismatch, including a need for additional age appropriate housing for seniors, as well as starter homes and rental properties for younger people wanting to settle in Cottonwood Heights. Other issues that were discussed include: poor air quality, too few trails, the lack of a civic center and inadequate community facilities.
3. Perceptions of the City suggest a mixed bag of understandings. The City has the third oldest population in the state according to census demographics, and as such, needs to address the needs of its aging population. While outsiders envy those living in the City, little opportunity exists to relocate there because of housing limitations. Cottonwood Heights is a City dominated by single-family detached housing, yet the demand for a more diversified housing base continues to grow. This mismatch needs to be addressed. The City is perceived as innovative, fiscally sound, friendly, citizen-oriented and safe. At the same time, Cottonwood Heights is perceived as a suburban, large- lot, single family, commuter suburb.
4. When questioned about what they thought Cottonwood Heights could become, council members, staff and citizens suggested that they would welcome change to the image, function, and physical nature of Fort Union Boulevard, without diminishing the positive qualities already present in the City. Council members continue to desire the City to be a good place for families with thoughtfully planned development. They want a City for everyone that adequately addresses its multi-generational population. Some council members welcomed an increase in density adjacent to Fort Union Boulevard to support increased transit ridership. This includes

more diversified housing unit types, rezoning properties to allow increased height and lot coverage, and increased housing construction starts. Across the board, participants at this visioning exercise see the City becoming a gateway to the canyons and helping to make the City more resilient with respect to year-round activities (beyond the winter ski season).

5. With respect to new experiences desired for Cottonwood Heights, the mayor expressly stated that the City is ripe for new transit-oriented development that could help the City recast itself as a down-canyon destination. This means higher density development around transit nodes that might include new service venues for the ski resorts, new hotel accommodations for those that can't afford high cost ski resorts, and a more year-round resiliency in from those offerings. Other suggestions included: providing cycling amenities that could recast the City as a "mecca" for regional cycling and canyon access; better "mouth-of-the-canyon" parking and canyon access; and becoming the primary "basecamp" service center for the Wasatch Front.

The exercise also discovered the need to rebrand Fort Union as a location for unique dining and shopping opportunities, to recast the identity of the City through this boulevard, to reconfigure Fort Union Boulevard to enhance its "Main Street" qualities, and to provide a transit system and streetscape that could help activate this evolution. It was anticipated this would encourage increased pedestrian activity, unique shopping venues, diversified dining, and more livable street amenities for residents, cyclists, and transit users.

## Visions and Design Principles

**Vision Statement 1 -Transit Selection for Cottonwood Heights' Residents**
Cottonwood Heights will select a transit mode that will benefit the City's residents, their transportation needs and desires, and the overall economic, social and environmental well-being of the City.

Design Principle 1- The Process of Transit Mode Selection
Design Principle 2 – Regional Connections
Design Principle 3 – Station Location, Proximity and Design
Design Principle 4 – Transit Integration with Fort Union Boulevard

**Vision Statement 2 - Denser Urban Form to Support Transit Ridership & New Fort Union Experience**
To create a new Fort Union Boulevard, Cottonwood Heights will rebuild its inner core within transit-oriented nodes to provide additional housing unit density to support the transit mode that is selected for the corridor.

Design Principle 5 Housing and Employment Densities to Match Transit Mode Type
Design Principle 6 New Housing Types for a More Diverse Demography
Design Principle 7 Nodal, Denser, Synergistic Transit-Oriented Development
Design Principle 8 New Urban Design Expectations in City Making
Design Principle 9 New Zoning Strategies

**Vision Statement 3 - Sustainability and Resilience to Withstand Future Threats**
Cottonwood Heights will be a more sustainable City—A place that can become an example of green leadership for the larger Salt Lake Valley—and a place that will be more resilient in facing future threats.

Design Principle 10 Rapid Action to Forestall Worsening Traffic Conditions
Design Principle 11 The Long Game Strategy over Short-Term Efficiency
Design Principle 12 Transit and Landscapes in Support of Improved Air and Water Quality
Design Principle 13 Water-conserving Streetscapes and Landscapes
Design Principle 14 Facing down the Threat of Local Climate Change
Design Principle 15 More Compact and Efficient Development Patterns

**Vision Statement 4 - A More Livable Place with a Higher Quality of Life –** Cottonwood Heights and Fort Union Boulevard will be more Vibrant and Livable, and Offer Residents more Choice, a Healthier Social Lifestyle, and a Higher Quality of Life.

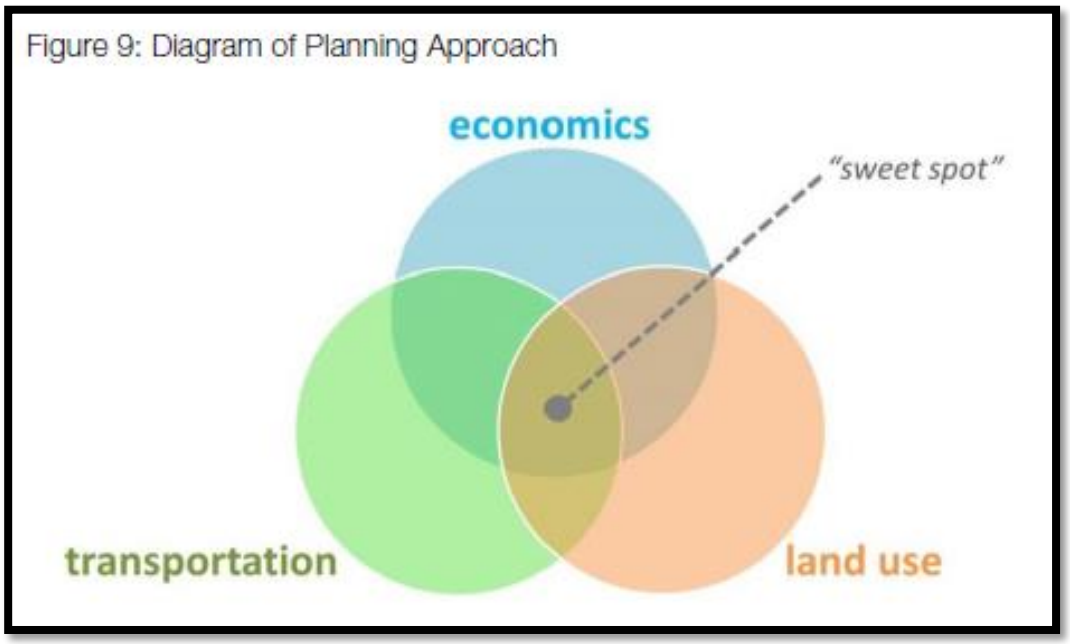
Design Principle 16 Urban Livability through Choice Strategies
Design Principle 17 Nature in the City
Design Principle 18 Human-scaled Infill Development to Shape the Public Realm
Design Principle 19 Human Comfort in a High Desert Climate
Design Principle 20 Mixed, Multi-Modal Transportation Options for Everyone

**Vision Statement 5 - A Destination City with an Identifiable Brand**
Cottonwood Heights will evolve to become a destination City associated with improved retail, dining, and recreational choices for residents and visitors – As it refocuses its energies on becoming a supplemental locale and service center for expanded mountain tourism.

Design Principle 21 Decide on a policy of destination creation and encourage people to stop and spend some time in Cottonwood Heights
Design Principle 22 Critical regionalism in urban, buildings and landscape design
Design Principle 23 Identity and branding strategy 1: A visible and memorable streetscape
Design Principle 24 Identity and branding strategy 2: Expanding the ski season to year-round recreation
Design Principle 25 Identity and branding strategy 3: Providing nodal development that is needed and desired by City residents

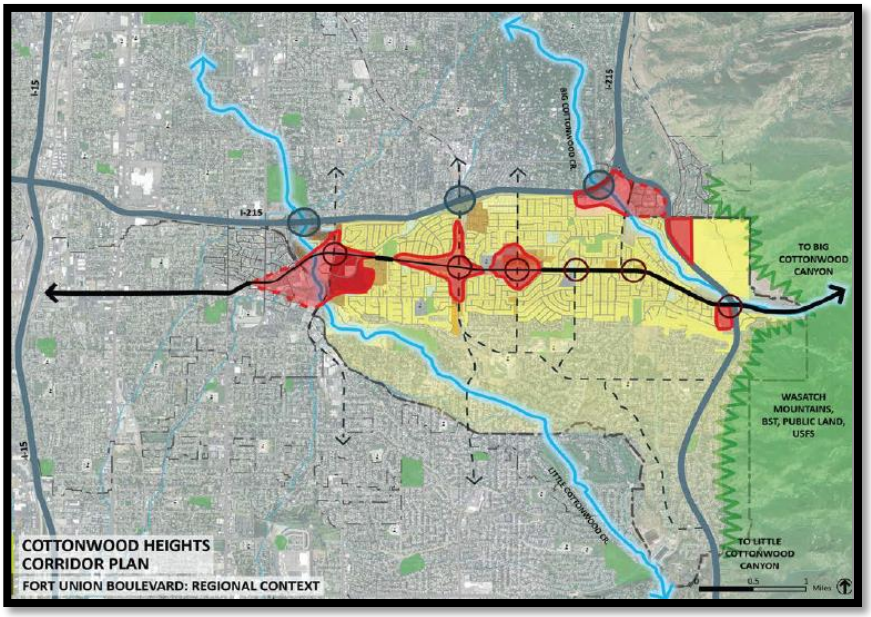
## Zion's Bank/InterPlan/Landmark Fort Union Plan

The Zion's Bank, InterPlan, and Landmark team worked on identifying the long-range possibilities for Fort Union in its present and future condition. They addresses Fort Union Boulevard land uses in tandem with economic and transportation/transit needs to create a unified Planning process. In the Figure below the study identified where each area overlaps, how Fort Union Boulevard can become a more dynamic place, and where the balance between the three specialty areas lies – the so-called Planning "sweet spot."



**Study Area**

The team determines the Fort Union Boulevard Study Area extends approximately one mile north and south of the boulevard. Interstate 215 defines the northern boundary of the area, with no clear delineation to the south. It runs to the mouths of Big Cottonwood Canyon with elevations dropping nearly 500 feet from the mouth of the canyon to its western neighbor, Midvale City.




Fort Union functions as a street for both local and regional drivers, with six interconnecting north-south running intersections along the 3+-mile corridor in the City. Two of these crossings (Union Park Avenue and Highland Drive) link directly with Interstate-215, while SR-190/ Wasatch Boulevard and 30th East connect with the interstate, indirectly. Both 13th East and 23rd East extend north over I-215, resulting in less traffic and distinctly different development patterns and characteristics at the nodes where both roads cross Fort Union Boulevard. Each of the six Fort Union intersections have developed into places with a concentration of automobile-oriented commercial activities. Some of these "nodes" are larger and more intensive than others, and each has a distinct profile that reflects the type and intensity of surrounding traffic and roads.

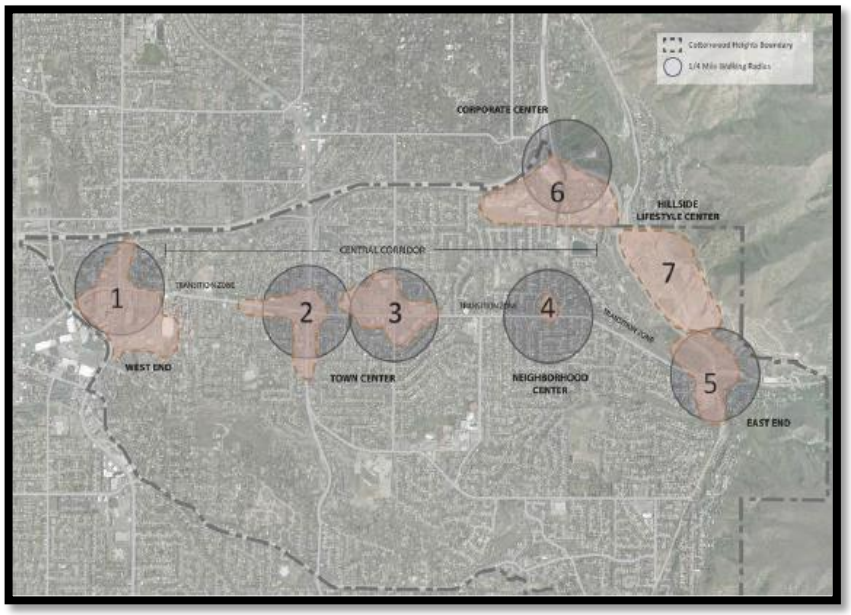
Overall Themes and Findings

1. Connect with the Canyons
2. Increase as the Premiere Suburban Class A Employment Center in the State of Utah
3. Recapture Lost Sales Tax Leakage
4. Capitalize on Favorable Demographic Characteristics
5. Increase Housing Opportunities
6. Respect Existing Nodes and Neighborhoods
7. Consider Fort Union's Connective Ability
8. Consider the Limited Right-of-Way
9. Decide Whether Fort Union is a Regional or Local Corridor
10. Create Something Unique

**Land Use**

The Fort Union Area land uses were assessed in conjunction with transportation and economic calculations that created a unified Planning process. An assortment of land uses and design concepts emerged, all stemming from the location near the Wasatch Mountains, and centering on long-term, designs. The land use methodology recognizes its relationship with the mountains and canyons and their connection that networks with the adjacent neighborhoods. This discussion also acknowledges the fact that development along the road is markedly commercial, with residential neighborhoods immediately adjacent on both sides of the corridor, and it also recognizes other significant developments that influence the area, including the soon-to-be-developed gravel pit along Wasatch Boulevard to the east and large office park complexes at the bookends of the study area.

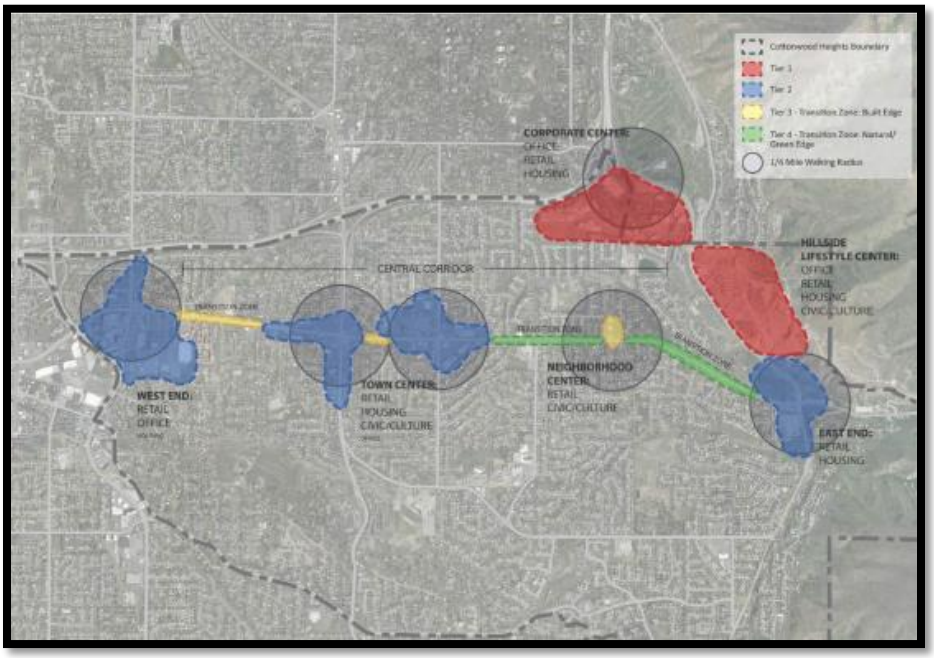
Fort Union is the "backbone of the City" where most activities and events are concentrated. The roadway serves both local and regional travelers, intersecting six primary north-south running roadways along the four-mile corridor within Cottonwood Heights. Fort Union Boulevard runs east making a physical connection to Big and Little Cottonwood Canyons.




The study area comprises approximately 2,200 acres of land that extend along a narrow, two-mile swath of land from Union Park Avenue to Wasatch Boulevard. More than half of the area is occupied by low-density/single- family homes, and nearly two-thirds of the site is composed of residential uses of all types. Commercial uses comprise nearly 13 percent of the total area, which is concentrated at a few nodes where the boulevard intersects with other major roadways. The land uses study focuses on understanding these nodes and destinations in detail, as each were found to be distinctly different with special opportunities for future change.

Fort Union land uses are based on a heavy reliance to the transportation infrastructure and is dominated by busy streets, automobile traffic and auto-oriented patterns and uses, and is not a particularly inviting place, making it difficult to draw visitors to the area without major positive transformations. The area lacks a clear identity

This proposed land use concept also addresses the "transition" areas along the boulevard edge, calling for the establishment of a unified look and feel along the narrowest frontages, the creation of “Green Edges” where canyon-inspired trail and parkway development ideas are appropriate, and “Built Edge” transitions that transform ad hoc residential properties into viable “Residential Business” sites while preserving the adjacent residential neighborhoods. The concept also addresses the Corporate Center and Gravel Pit locations in a general fashion, calling for stronger linkages with Fort Union Boulevard and the City core, and the creation of a series of interlinked places and destinations throughout the greater area.



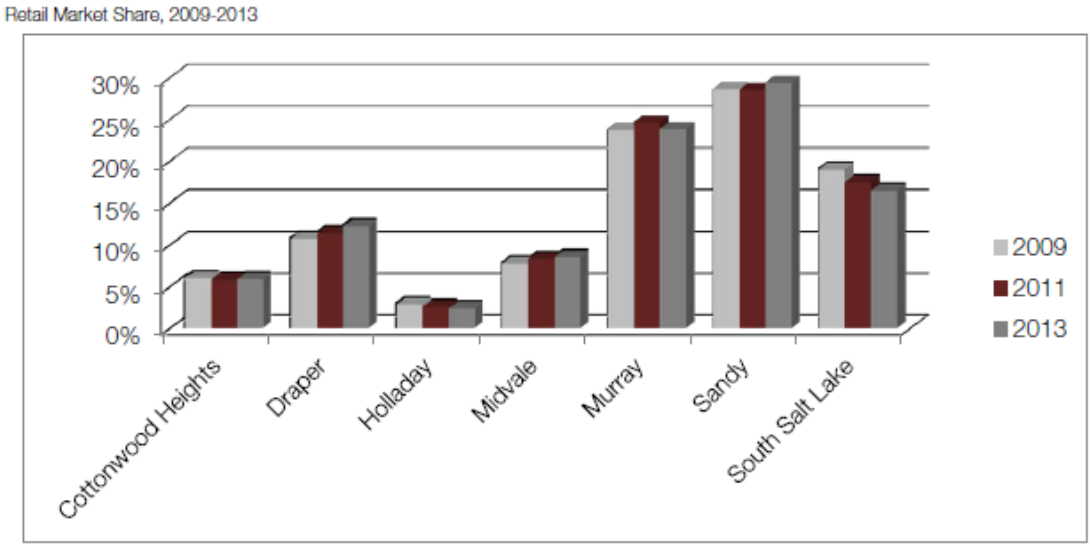

Finally, the land use concept suggests a number of urban design enhancements and goals for the area, including the following:

- Densification of the area through infill development;
- Increasing the height of commercial and mixed-use buildings where possible;
- Incorporation of meaningful public places into the structure of the area as part of encouraging people to wander and participate;
- Better utilization of the large and underutilized parking areas – through the development of structured parking with development above, as great "parking streets," and as examples of sustainable, regionally-appropriate landscapes;
- Creation of quality built and open spaces that attract drivers, riders, pedestrians and bikers alike;
- The development of a unified City center and obvious Main Street through the application of quality design;
- Provide genuine neighborhood destinations and uses;

- Development of great buildings and outdoor spaces that reflect local vernacular and site conditions;
- Expression of the Big Cottonwood Canyon and the Wasatch Mountains in the design and function of the site through the use of local materials and design approaches;
- Incorporation of sustainable design practices as an integral part of creating a new place; and
- Development of unique places and features that help establish the fact that one has arrived at a very special place.

**Market Analysis and Economic Conditions**

The City is a regional hub for Class A office space in the Salt Lake Valley. Asking rents at the Cottonwood Corporate Center are currently ranging between $24.00 up to $32.00 per square foot for some properties, similar to those attained in downtown Salt Lake City. Land at the gravel pits – the only remaining area with a significant amount of vacant land -- is extremely desirable for future Class A office space, as well as residential units and regional and niche retail markets. Future Plans for transit in this area could greatly impact the type of development at the gravel pits and along Fort Union, accelerate the pace of development and provide a justification for increased residential densities along the corridor.




With future development at the gravel pits likely in the near term, the City has a unique opportunity to improve the viability of Fort Union Boulevard by increasing connections with the gravel pits and with the mouth of the Canyons. Design and land use maps have been included in this report that show how Canyon recreation users can be "enticed" down Fort Union through an impressive gateway and vibrant development at the east end of the boulevard. If connections between the canyons are made, as is currently being studied through the Mountain Accord process, Cottonwood Heights becomes an even more viable home base and central location for canyon visitors.

The western and eastern portions of Fort Union are unique and different, yet both have strong redevelopment potential. The west end is the major retail center in the City and should be redeveloped over time, maintaining larger-scale development, but also increasing retail densities, adding entertainment options, and creating plazas where people can come to eat, shop and be entertained.

Increased walkability in this area, such as is seen at Station Park in Farmington, will serve to increase the regional draw to this shopping area which accounts for nearly 50 percent of the City's retail sales.

The east end of Fort Union must tie in with the feel of the resorts up the canyons and should offer unique dining and shopping experiences that are more upscale than those options found at the west end of the boulevard. Along the boulevard, commercial nodes already exist at Highland Drive and 2300 East and these centers should increase in density over time, with greater building heights and a mix of residential units along with the commercial uses.

The City also has significant opportunity to recapture lost retail sales. Currently Cottonwood Heights captures (within City boundaries) only 66 percent of all retail purchases made by City residents. There are significant areas of leakage in accommodations and food services, both of which are related to employment growth and resort-related development. The west end of Fort Union (at 1300 East) is the City's major retail center, accounting for nearly half of all retail sales in the City. However, the area needs to be redesigned and can support greater densification of properties in order to build the tax base and create a retail/entertainment destination for the area.

Multi-family housing in the City is generally older stock, with little new development over the past decade. Demand, however, is strong, as evidenced by low vacancy rates in Cottonwood Heights and strong multi-family absorption in other areas of the County. Therefore, increasing allowable housing densities and heights along Fort Union will facilitate development of this market. Residential units of three to four stories should be achievable at key intersections along Fort Union, with townhome development taking place between the major commercial nodes.

A summary of recommendations is as follows:

**West Corridor**

- Increase the density of retail development
- Condense parking areas and reduce the amount of asphalt
- Capitalize on ease of access as compared to Family Center in Midvale, while also benefitting from the regional draw that Family
- Center offers
- Improve visibility, signage and attractiveness
- Add entertainment options, dining and plaza areas
- Recapture lost sales tax leakage by adding new businesses in areas with high sales leakage

**Central Corridor**

- Increase allowable housing densities and building heights (five to six stories) – concentrate rental units at commercial nodes
- (Highland Drive and 2300 East) with townhome development along the corridor
- Continue the canyon feel down Fort Union through design, recreation-related development, trails, bike paths, transit options
- Create community events that bring visitors down Fort Union (trail and road running series; the cycling center of the Valley)
- Actively recruit recreation-related businesses such as Bass Pro, Field & Stream
- Redesign nodes to reduce asphalt parking and create walkability; use interiors of blocks
- Bring businesses out to the street; create a "street wall"
- Recapture lost sales tax leakage in smaller-scale businesses

**East Corridor**

- Create exciting and vibrant gateway to Fort Union (could include splash pads, ice skating rink, fire-warming stations, food vendors, food mobiles, interactive sports and Olympics exhibits, clock tower); give visitors a reason to go down Fort Union
- Encourage hotel and lodging development
- Attract more unique, one-of-a-kind restaurants; create a restaurant cluster in this area
- Focus on higher-end niche retail markets with unique goods and services that will appeal to a larger and more sophisticated regional market area
- Provide a shuttle service to the Canyons from the hotels that also extends along Fort Union
- Avoid placing parking lots at highly visible locations at the mouth of the Canyons – property that could be better used for commercial development
- Consider tax increment assistance to facilitate a gathering place and entryway
- Create visual and transportation connections with the gravel pits and mouth of the Canyons
- Create a resort and recreation feel to this area

**Transportation**

While Fort Union Boulevard is a vital economic corridor, it is equally important to transportation. The transportation portion of this study aims to articulate this importance by assessing the fundamental role of Fort Union for all transportation modes – not just vehicles but also transit, bicycles and especially pedestrians – both locally and in a regional context. Upon gaining this multi-faceted transportation understanding, along with the economic and land use findings, this study offers recommendations for improving and changing Fort Union to achieve the City's corridor goals.

The transportation analysis of the Fort Union corridor points towards three key findings:

1) Several factors - Fort Union's unique connective role in the east-west street grid; the opportunity to extend bicycling west from the Big Cottonwood Canyon area; the clusters of pedestrian destinations waiting to be tied together by a walkable street - indicate that Fort Union Boulevard should be a complete street supportive of all transportation modes.
2) The Fort Union corridor is not leveraging the natural and recreational corridors and hubs in the mouth of Big Cottonwood Canyon. This is certainly an economic and community-building issue, but it is a transportation issue as well. The City should look for ways to bring the activity and flavor of the Cottonwood canyons into the greater Fort Union Area. From a transportation perspective this means active transportation modes.
3) The Fort Union corridor suffers from indecision between being a regional corridor and being a local corridor. Currently it is neither – it is too focused on high-speed auto traffic with too little active transportation support to be a local corridor. But it does not have enough traffic, high-capacity transit, and land use intensity to be a proper regional corridor.

Most trips generated on the Fort Union corridor begin or end on either end of the corridor – in the Corporate Center Area on the east side or in the Union Park Area on the west side. In between these "bookends" is much less of a degree of trip generation, save for a spike in the Highland Drive Area. This infers that much of the traffic along Fort Union Boulevard in Cottonwood Heights is "passing through" – perhaps using Fort Union as an alternative to I-215.

Future projected growth in these bookends mean emphasis on trip generation in these areas, with the areas in between seeing less growth and little additional trip generation – the increases in traffic along Fort Union would be due to more "passing through." It is worth noting, though, that these projections

are based largely on the City's current land use policy; changing policy to allow or promote more density here could change the projected growth and related trip generation.

One other major aspect of trip generation is mountain visitation. This has two primary aspects – day traffic to the mountain canyons and overnight visitor traffic. The trip generation of day traffic to the canyons is actually quite small compared in the context of all of the upper Fort Union Area traffic – only 10,000 vehicles a day for Big Cottonwood Canyon in the peak winter and summer seasons. This volume has held steady for the last decade. However, the number trips generated by overnight visitors – currently there are only 126 hotel rooms or short-term condo units in the corridor – could be a dynamic source of change in the future.

The following outlines in more detail the transportation opportunities on the corridor:

**Anchor regional transit corridor:** The employment concentration projected for the Cottonwood Corporate Center and the Gravel Pit creates a good argument for high-capacity mass transit serving this area. Intensive employment areas tend to be among the most dependable land uses to generate high ridership for transit.

**Increase residential density of Gravel Pit/Corporate Center node:** Residential density is the linchpin in future mixed use communities at the canyon mouth that will help reduce the number of vehicle trips in and out of these centers, and make them sustainable urban places.

**Understand nuances of mountain traffic and leverage in appropriate niche:** Mountain traffic can be an opportunity for the Fort Union corridor if policymakers understand how it fits into the transportation and economic context of the corridor. On one hand, mountain traffic is "a drop in the bucket" of overall traffic in the area. However, active transportation traffic and overnight mountain visitors are bigger opportunities.

**Consider north-south, along base of mountains, as transit priority:** The north-south corridor along the base of the Wasatch, which includes Wasatch Boulevard, I-215 and Foothill Boulevard, provides an intriguing potential high capacity transit option. The route connects a string of highly valued regional employment destinations and regional recreational destinations.

**Connect complementary regional nodes:** No other street in the area connects as effectively as Fort Union – and yet its nodes remain disconnected and unrelated to one another. There is an opportunity to use Fort Union to link these disparate nodes into something that is more unified.

**Use public investment in streetscape to "set the tone" for the Fort Union corridor:** Public investment in streetscape – street trees, landscaping, street furniture, lighting, signage, and other improvements – can be the public element to tie the corridor together.

**Develop local community:** It is easy for the attention on the Fort Union corridor to become focused on regional-level opportunities, such as mountain visitors and employment centers. However, it is important to consider that the Fort Union corridor is an opportunity for the City to develop its sense of community by encompassing smaller places at the local scale.

**Create local transit service:** The City has an opportunity to leverage future visitor-oriented growth at the Big Cottonwood Canyon mouth into local circulator-level transit connecting various nodes on Fort Union,

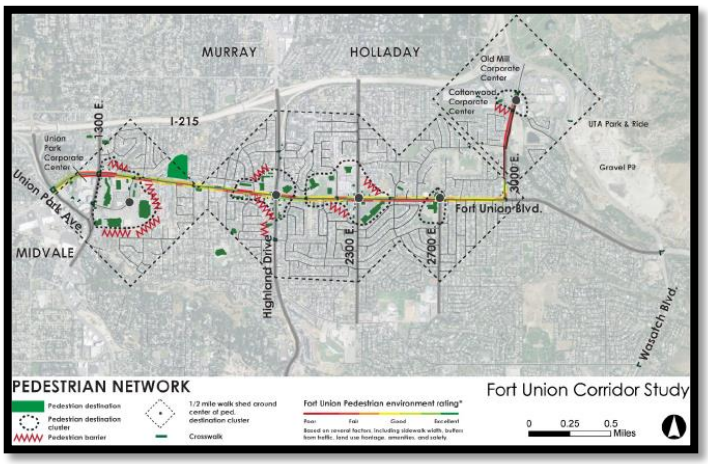
in the Gravel Pit, and the Cottonwood Corporate Center. The City of Holladay is also considering such a service.

**Create Cottonwood Heights downtown:** Several assets combine to create the opportunity for a Cottonwood Heights downtown beginning around 2300 East and running to Highland Drive: clusters of commercial and civic destinations, including a county library, school, and post office; some parcels that are likely re-developable combined with an emergence of local businesses; some existing pedestrian traffic; and excess roadway capacity that allows for complete streets improvements.

**Convert Fort Union into complete street east of Highland Drive:** The City has the opportunity to transform Fort Union Boulevard into a complete street east of Highland Drive, extending to Highland the 3-lane-plus-bike-lanes cross section currently running from Wasatch Boulevard west to 3000 East. This could not only catalyze a downtown but also help extend the "flavor" of the Cottonwood Canyons further down from the mouth area. Enabling this street re-design is the low existing use of capacity (25 to 50 percent for LOS C) and even the future capacity (50 to 100 percent for LOS C). Reducing the number of lanes of Fort Union would also communicate to visitors that Fort Union is not a pass-through but a locally valued chain of destinations.

**Improve pedestrian crossing of Fort Union Boulevard:** The City could make large improvements in the walking conditions along Fort Union corridor by improving the pedestrian crossing infrastructure.

**Make bike/recreation connections between Big Cottonwood Creek and rest of corridor:** The City has a major opportunity to build off the Big Cottonwood Creek corridor – to extend the regional recreation network further into the Fort Union Corridor.




**Enhance existing cross section with streetscape:** Even within the existing right-of-way and with the same number of through lanes, Fort Union Boulevard can be improved by reducing the space given to moving traffic and extend sidewalks, install medians, trees, and streetscape.

## CH Visual preference Survey

A Visual Preference Survey (VPS) consists of a series of images that participants must score according to their preference. The images may be actual photographs or computer-simulated images depicting potential urban environments. The participants' input is then used to make decisions about the future built environment.

During the fall of 2015, the Cottonwood Heights Community and Economic Development staff conducted three VPS in order to identify which components of Cottonwood Heights' setting/location contribute positively or negatively to the community's image or what people would like to see Cottonwood Heights look like. This survey is part of a community-based Planning process that the CED staff undertook.

More than 60 residents gave their input through the survey and what they did and didn't like in each concept shown in each of the 48 images, and whether or not they thought it was appropriate for the community. Each image showed photographs of transportation concepts designs, various types of residential dwelling, mixed-use buildings, landscape/open spaces, public art, street furnishings, public gathering areas/outdoor spaces, transit options, and bicycle facilities.

Staff indicated to participants that we were mainly interested in the appearance of street design, public places, buildings (new or old; residential, commercial, public, and office), landscaping (roadway design, parking lots, etc.), vistas, and other features in and around Cottonwood Heights that can be affected by Planning, zoning, and development.

Respondents included business people, architects, artists, Planning commissioners, residents, and students. In addition, a version of the survey was available on the Internet.

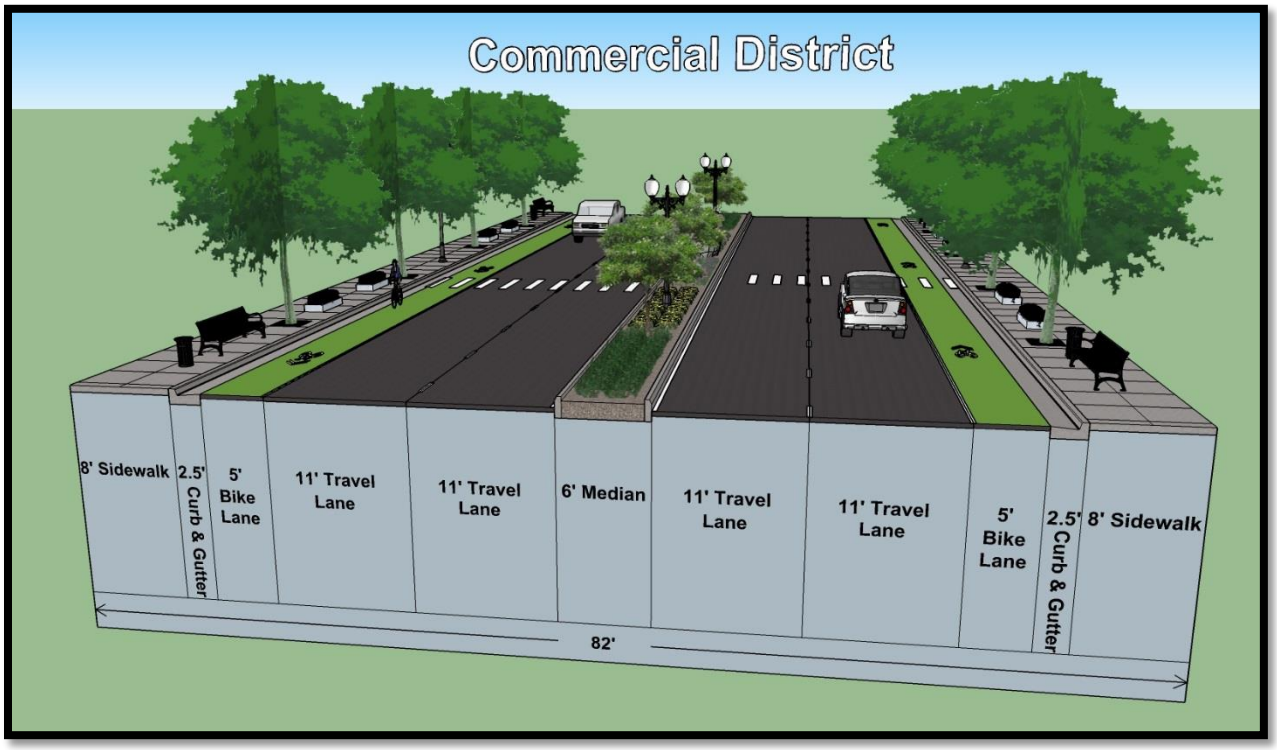
| | |
|---|---|
| | *FAVORABLE ELEMENTS* |
| | *UNFAVORABLE ELEMENTS* |

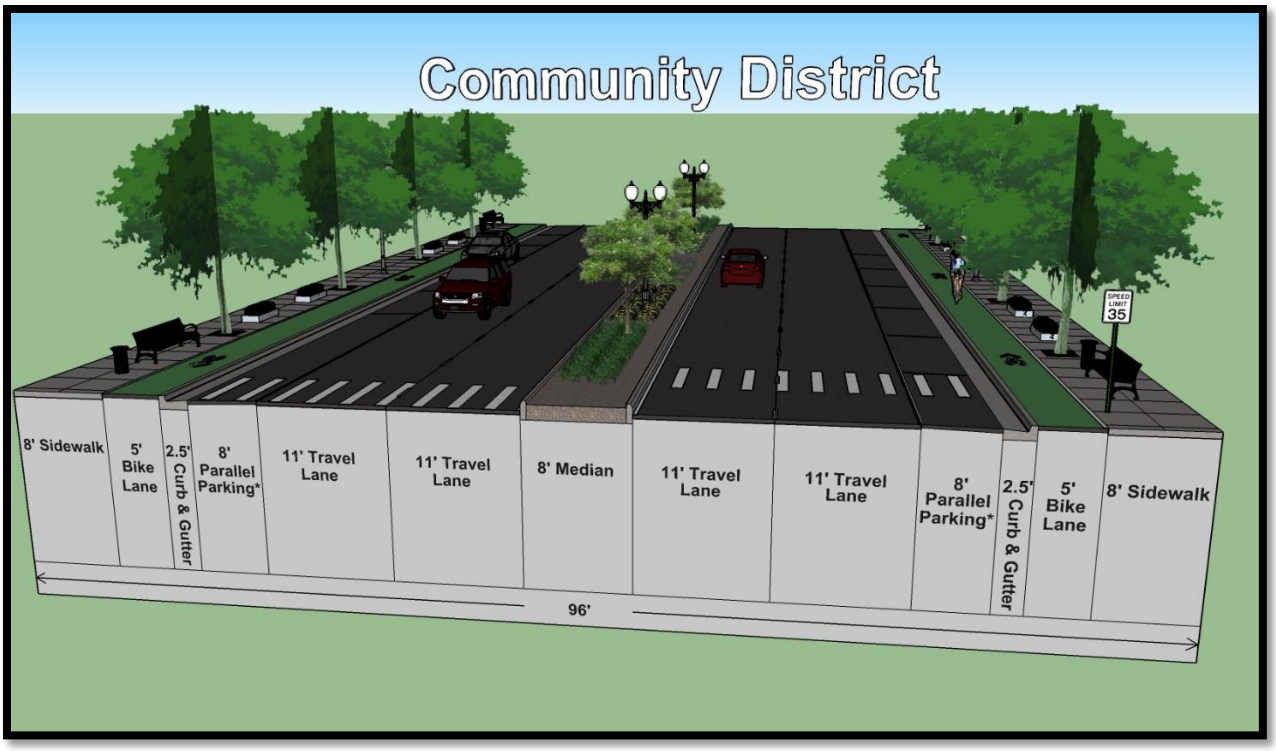
## 2015 Citizen Working/Design Group

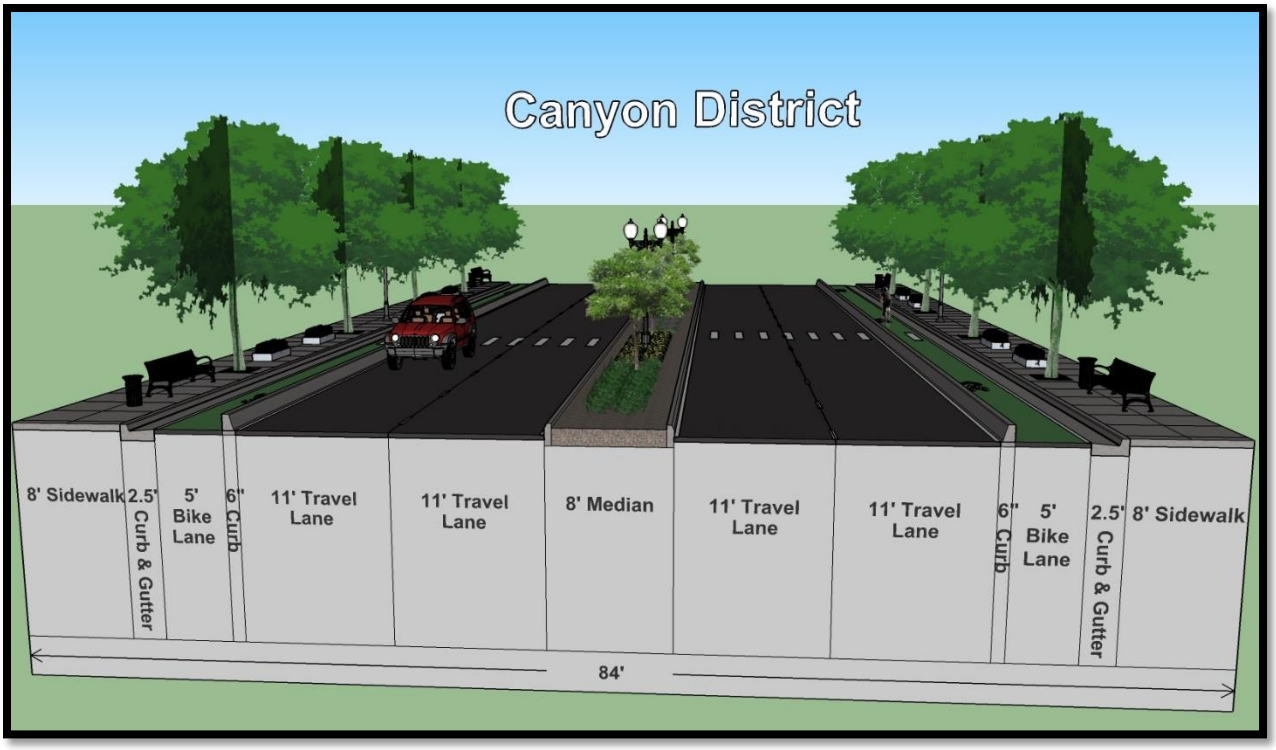
The Fort Union Working/Focus Group was formed in October 2015, comprised of residents, business owners, business tenants, economic development interests, and real estate experts. The groups met regularly from November 2015 through January 2016 and assisted the City team with developing the area Plan districts and street cross-sections. The group conducted a walking tour of Fort Union.
One public meeting was held in January 2016, to solicit the City Council's opinion regarding draft street cross-sections and to identify each district for the Plan and subsequently for comments regarding the Plan and implementation.

Staff will be coordinating with the Planning Commission on the Plan and then bringing their recommendation to the City Council. Once that happens, staff will schedule a public hearing with the City Council.

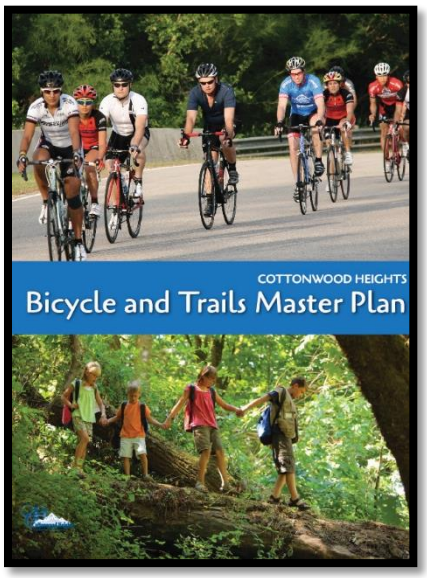
The following street cross-sections were suggested as Plan of this group's work. Each one designates a District and street design.




Community District
8' Sidewalk
5' Bike Lane
2.5' Curb & Gutter
8' Parallel Parking*
11' Travel Lane
11' Travel Lane
8' Median
11' Travel Lane
11' Travel Lane
8' Parallel Parking*
2.5' Curb & Gutter
5' Bike Lane
8' Sidewalk
96'


Canyon District
8' Sidewalk
2.5' Curb & Gutter
5' Bike Lane
6" Curb
11' Travel Lane
11' Travel Lane
8' Median
11' Travel Lane
11' Travel Lane
6" Curb
5' Bike Lane
2.5' Curb & Gutter
8' Sidewalk
84'

## 2016 CH Bike Plan




The Cottonwood Heights Bicycle and Trails Master Plan is an addendum to the Transportation and Urban Trails Elements of the City's General Plan. This Bicycle and Trails Master Plan serves as a comprehensive Plan document that fulfills the General Plan expectation of providing additional transportation and mobility options while assisting the City in creating bicycle- and urban trail-oriented policies. The Bike and Trails Plan was approved by the City Council on April 12, 2016.

**BACKGROUND**

The Transportation Element (Chapter 2) of the City's General Plan contains the following:

> *Goal 2: Provide residents with transportation choices and convenient alternative modes of travel.*

One of the main objectives of this goal is to "create a network of bicycle facilities throughout the City, to serve transportation and recreation needs." Another objective of this goal is to "provide opportunities for residents to use alternative modes of transportation." In regards to bicycle travel, the General Plan also states, "the City has expressed a need for safe and interconnected bicycle facilities. Cycling can provide opportunities for commuting, local transportation, and recreation within the City, all of which are valued by residents.

The Urban Trails Element (Chapter 4) of the General Plan contains the following goals:

> *Goal 1: Consider developing a comprehensive urban trails network for the citizens of Cottonwood Heights that ensure[s] safe travel for alternative modes of transportation.*
>
> *Goal 2: Develop safe pedestrian routes to schools and other facilities as part of the urban trails network.*

Some important Urban Trails objectives include the desire to "develop a hierarchy of trail types for a variety of uses including commuting and recreation," and "provide safe options for pedestrians to walk to school, work, and shopping areas."

It is clear that the intent of the above-mentioned General Plan objectives emphasizes the importance of establishing an effective bicycle and urban trail network throughout Cottonwood Heights. Prior to the drafting of this Bicycle and Trails Master Plan, however, no comprehensive document has been created to help guide the future development and implementation of such bicycle-related improvements.

**Principal Inefficiencies**

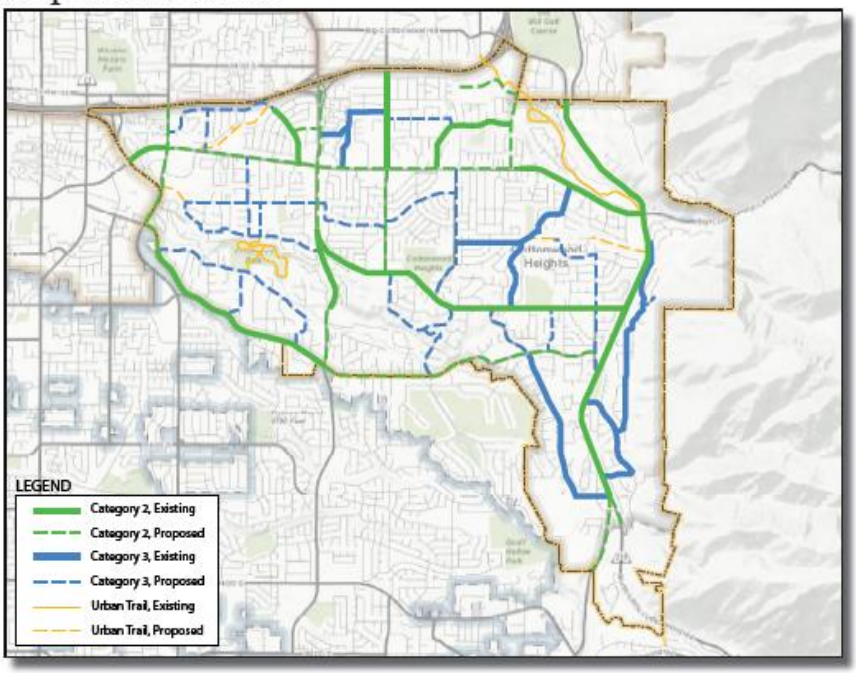
The current bicycle and urban trail network in Cottonwood Heights is disconnected and incomplete. Without a comprehensive Plan in place to guide future bicycle lane and urban trail development, it will be difficult to adequately address the desires of the General Plan in creating a safe and interconnected network of bicycle infrastructure.

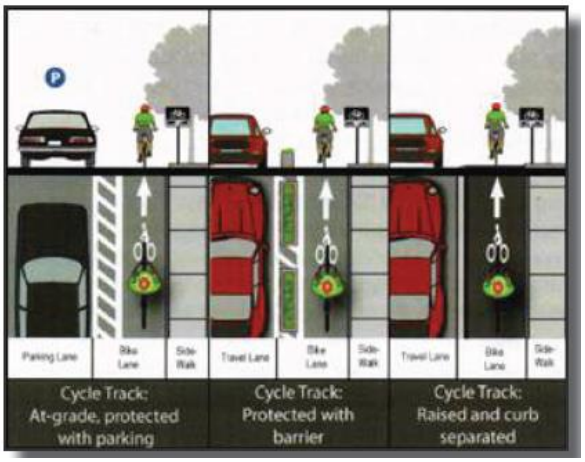
Without an inventory of existing and proposed bicycle lanes and trails, and without a prioritization or implementation strategy in place, allocating City funds and/or requiring improvements as part of private development will be difficult to accomplish. A guiding document is needed from which to base development requirements and City resource allocation.

**Benefits of the Master Plan**

The primary benefits of the proposed Bicycle and Trails Master Plan are to fulfill the desires of the General Plan. Beyond that, this Plan will greatly assist in creating an interconnected network of bicycle lanes and urban trails in the City. Adoption of the Plan will identify key policies that must be considered and will establish important partnerships, including private developers, neighboring cities, and regional organizations. Additionally, adoption of the Bicycle and Trails Master Plan would allow the City to seek financial grant opportunities to assist in implementing the goals of the General Plan without having to allocate 100% of the costs from the City's capital budget. This is key, as it makes implementation of the Plan more feasible.

Proposed Network





## Existing Conditions

1. Area Context
    a. Demographics
    b. Population
    c. Household Characteristics
2. Existing Development Pattern
3. Land Use and Zoning
    a. Districts
        i. Union Park/1300 East
        ii. Highland Drive
        iii. 2300 East
4. Physical Information
5. Climate information
6. Transportation and Traffic – Boulevard Characteristics
7. "Opportunity Sites"

When the Cottonwood Heights General Plan was adopted in 2005, the entire segment of the Fort Union Corridor was included in the incorporated City boundary. Early settlers work in agricultural, mining and timber. The Fort Union Corridor is still largely developed, with most of the development occurring in the 1980's. Generally, uses include single family dwellings, small-scale office, local to big box retail and some open space. Since that time, the City has seen little in reinvestment or new development of the properties along the corridor and in the Plan Area. After the neighborhood working group charrettes process, the City Council expressed interest in establishing an Area Plan and using the master planning process to ensure integrated Planning and development of the entire Fort Union sub-area district instead of piecemeal development and redevelopment.

**1. Area Context**

The Fort Union Boulevard (Main Street) Corridor Area consists of approximately 410.7 acres located in three districts along the corridor running from Union Park to the mouth of Big Cottonwood Canyon (see Figure 1) and additional 861.9 acres within the area of effect from the corridor development. The area is bounded by the Interstate 215 to the north and by Union Park on the west, National Forest Service on the east, residential neighborhoods to the south.

The Fort Union Main Street Corridor serves as the main spine running east and west through the entire City. Development is characterized by a mix of commercial, residential and office uses, interspersed with areas of undeveloped property. Many of the properties along the corridor are

underutilized and have not had any reinvestment or redevelopment. In general, the corridor serves as the highest volume of commercial uses as it extends from the Union Park Corporate Center to the mouth of Big Cottonwood Canyon and the corporate centers there.

The number of parcels that front Ft. Union:

- **Residential:** 151
- **Commercial:** 92
- **Public property (public facilities zoning):** 15 parcels/10 actual properties
- **Open space/public space:** 2 parcels/1 park Open space along Fort Union is as follows:
    1) Mountview Park, 2 parcels
    2) Bella Vista Elementary, 3 parcels (2 facing Fort Union)
    3) Butler Elementary, 2 parcels (1 facing Fort Union)

**a. Area Demographics**

The City's demographics are attractive to economic development, especially in regards to high-end, niche and resort-oriented development. The City has very high household incomes with an older population and fewer children at home. Interviews with City staff indicate that the City's population is naturally interested in this type of quality development, such as unique places to eat and shop, integration with mountain recreation, and proximity to Class A office space.

**b. Area Population**

The City's 2014 population is estimated at 34,994 persons with an estimated population1 of 12,216 along Fort Union and 3000 East. For comparison, the population was 34,559 in 2013.

**c. Area Household Characteristics**

Incomes in Cottonwood Heights are among the highest in the County with a median household income of $74,825 per year. This is significantly higher than the County-wide median of $60,555. These high incomes indicate a strong buying power of residents living in the City.

With the exception of Holladay, the City has the highest per capita incomes in the County. Higher per capita incomes are positive for buying power because it indicates that the residents have more disposable income compared to other areas of the County and a greater ability to spend money on retail and recreational uses along Fort Union. The higher per capita incomes could be reflective of the smaller household sizes and an older median age within the City.

**2. Existing Development Patterns**

Analysis of existing development patterns enhances Fort Union's ability to accommodate growth, redevelopment and the ability to Plan for the future provision of public services and facilities. Analysis of existing land use patterns will provide insight for the Planning of long-range growth and development. Land use planning which coordinates and supports efficient growth and development patterns can also promote sustainable economic development, protection of natural and cultural resources, and provision of adequate and affordable housing.

**Different Ways to Grow**

Approximately 5000 additional households are anticipated in Cottonwood Heights over the next 20 years. The following graphics show three different ways of accommodating growth. The first shows dispersed infill development, as currently occurs in some areas of the City. The other two graphics reflect the concepts of prioritizing growth along corridors or in centers (showing an equal amount of

housing in these two scenarios). Each has its own positive opportunities, tradeoffs and place making outcomes (see the upcoming Alternative Growth Scenarios Report and related breakout session).

**Dispersed Infill (Giverny, Canyon Centre, City overall)**

- Change is scattered and buildings are smaller than other scenarios, but impacts broader area.
- More affordable types of construction (small apartment buildings, row houses, small-lot houses).
- Larger portion of family-sized units.
- Fewer people close to transit or services.

**Corridor (Fort Union)**

- Maximizes amount of housing close to transit stops.
- Includes transit corridor and street improvements.
- Minimizes change in areas further from transit corridor, but buildings along corridor are larger.
- Transforms corridor into a distinctive urban place, but proximity to traffic impacts residential livability.

**Center (Gravel Pit)**

- Focuses services and housing within a compact area.
- Maximizes amount of housing close to concentrations of services.

- Includes investments in civic amenities, such as public gathering places.
- Broader area of change than with corridor.

**3. Existing Land Use and Zoning**

**General Plan**

Fort Union Boulevard is in a great location. It has close access to natural amenities (canyons and mountains), and access to unparalleled recreation opportunities, transportation infrastructure (I-215) and local/regional services. The mix of commercial and residential uses is mainly laid out in discernible pattern, with residential uses configured as neighborhoods and “nodes” developed as commercial service centers.

Commercial uses dominate Fort Union Boulevard, with scattered residential properties located on both sides of the street between the node intersections. Stable residential neighborhoods are found immediately north and south of the boulevard, comprising hundreds of homes, the majority of which have been built since the early 1960’s. The residential neighborhoods are dominated by moderate-sized single-family homes on moderate sized lots, and a number of multi-family, higher density projects located along the boulevard and the major roads it intersects. As one might expect, the Plan Area also includes typical public services and amenities, including schools, parks and churches.

Enticing visitors to visit the core of Fort Union can be challenging, especially until a real draw is created that will encourage them to do so. The steep nature of the site can create access and development challenges, although it is those same conditions that provides the unique views and perspectives and a greater appreciation for the nearby Wasatch Mountains and canyon environments. The area lacks a clear identity and vision. It is dominated by busy streets, automobile traffic and auto-oriented development patterns and uses, and is not a particularly inviting place, despite being home for a wide range of business operations and a place many people call “home.” Fort Union lacks a clear identify, as do the various nodes and destinations scattered throughout the area. The residential neighborhoods can be “faceless.” Commercial uses have begun to "creep" into surrounding residential neighborhoods, signaling the upset of long-established patterns.

The suburban commercial patterns that define much of the corridor (large parking lots/ big box commercial uses/ strip development, national chains, etc.) are challenging to overcome. Likewise,

abrupt land use transitions that have become more and more prevalent in the area over the years need to be curtailed. The fact that so many of the parking lots found along the boulevard are empty is an indication that infill and intensification are probably good ideas, and the difficult relationship that exists between individual commercial uses (separated parking lots/ steep slopes/difficult wayfinding/poor crossings/ no real linkages) might be resolved over time.

In this manner the preferred land use concept embraces both the economic vision for the area, including the following key changes:

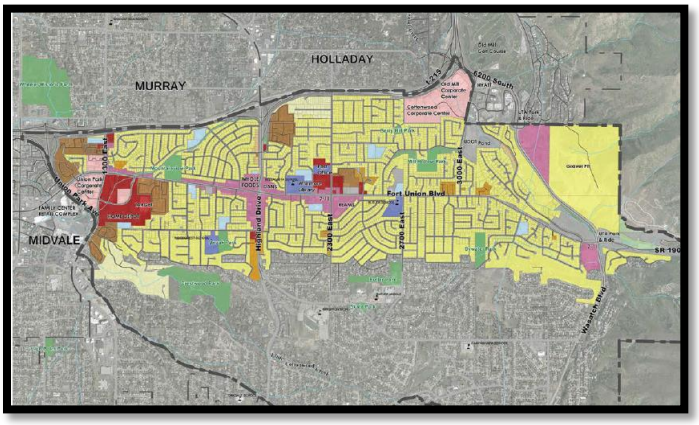
- Development of the "West End" into a more intensive retail zone;
- Conversion of the two nodes at Highland Drive and 2300 East into an extended "City Center," encompassing niche retail and mixed-use development; and
- Modification of the Wasatch Boulevard intersection into the "East End" node, which will be focused on niche retail developments that respond to the Wasatch Mountains and Big Cottonwood Canyon recreation.

A clear and unified vision is required before the corridor can begin to change and flourish. The process will not be quick or easy, particularly since the area is nearly built out, which will require redevelopment. The lack of unified and consistent amenities (streetscape, landscaping, lighting, etc.) is an issue, but can be resolved in phases.

In order for the area to flourish, a clear and unified land use vision must be established which acknowledges the fact that the needs to change - both physically and theoretically. The transformation of the nodes into distinguishing yet unified destinations that links the boulevard, which will become the "Main Street" of Cottonwood Heights.

**Existing Land Use**

As illustrated in the following figure, the Fort Union Boulevard Plan Area comprises office, retail, and multi- and single-family homes, which are generally situated on moderate-sized lots.




| | Existing Land Use | Acres | % |
|---|---|---|---|
| | | | |
| | Civic | 38.5 | 1.8% |
| | Commercial | 82.3 | 3.7% |
| | Mixed Use | 82.7 | 3.7% |
| | Office/R-D | 107.4 | 4.9% |
| | Residential Office | 7.3 | 0.3% |
| | Residential High Density | 113.9 | 5.2% |
| | Residential Medium Density | 33.4 | 1.5% |
| | Residential Low Density | 1199.5 | 54.5% |
| | Residential Rural Density | 79.4 | 3.6% |
| | Sensitive Lands | 14.8 | 0.7% |
| | Religious | 39.8 | 1.8% |
| | Open Space | 56.9 | 2.6% |
| | Utility | 94.3 | 4.3% |
| | Vacant | 251.3 | 11.4% |
| TOTAL | | 2201.6 | 100.0% |

**Zoning:**

- Euclidean zoning pattern; antiquated
- Several large land owners make potential highly visible with a single large-scale project
- TOD's and form-based code zoning and development will greatly enhance sustainability of the corridor
- Needs a sense of place

Zoning along the corridor can best be described as a Euclidean pattern, which developed over time, and without a cohesive development Plan that encouraged interaction with and relation to other properties. This pattern of development is antiquated and needs to give way to form-based developments, which enhance sustainability over time.

Zones which occur along the corridor are:

- *Office Research and Development*
- *Residential Multifamily*
- *Two-Family Residential*
- *Single Family Residential*
- *Regional Commercial*
- *Neighborhood Commercial*
- *Public Facilities*

Because the City first developed (under the jurisdiction of Salt Lake County) as largely a bedroom community with some retail and office areas, more intense land uses filled in over time, creating potential land use conflicts in many places. Those conflict areas will continue to exist, and must be dealt with on a case-by-case basis, to consider the specifics of each property. Most often, the conflict is between a single-family residential property and a higher intensity use, such as office or commercial.

Because the area surrounding the corridor contains such a high content of residential development, development and redevelopment along the corridor will need to address public perception relating to sustaining property values. Special care will need to be taken to ensure that new development along the corridor recognizes the existing residential areas that will remain, and that the form of that development minimizes impacts through site design and architecture.

The advent of the Planned Development District (PDD) code can serve as a good catalyst for establishing a new and desired pattern of development. Because there are several large land owners along the corridor, the establishment of even one of those properties as a PDD development will be a highly visible example of the future corridor design. There are also single property owners who are willing to cooperate or acquire surrounding properties to create a larger, more developable parcel. An attractive and successful PDD development would serve as an effective incubator for other businesses to follow.

In additional to the PDD, the corridor would benefit from a Transit-Oriented Development code that allowed density to occur in very specifically defined areas, or growth boundaries. Such density, coupled with strong development guidelines and architectural standards would help energize the corridor and attract young professionals, and comparable demographic targets, to remain in the area.

**Sub-area Districts**

The organization of this section into the Sub-area districts enables the Plan to address various areas of the Fort Union Corridor in greater detail. The Sub-area districts are not hierarchical in importance; rather, an economically and socially vital Fort Union depends upon the diversity and variety offered by each Sub-area that are distinct and reciprocally reinforcing. Various approaches were considered to categorizing each Sub-area district, and the outline that follows is a result of that analysis and neighborhood debate. Each of the “sub-area districts” merge into adjoining districts and blend into surrounding areas. The Sub-area districts do not have defined edges, but rather have either geographic focal points, functional or economic synergies, or both. In the Commercial District, for example, there is

a strong geographic relationship to the high intensity uses. These uses include corporate offices and high-end retail within a dense core area of overlapping synergies, reinforced by major investments and singular property ownership surrounding the district. In the Community Sub-area district, the Highland Drive Intersection functions as the focal point between the east-west traffic and the north –south cut-through traffic are directly reinforced by synergies with neighboring venues east and west of the intersection. A good example of a district in functional or economic transition is the Canyon Sub-area District. While this sub-area district is recognized as an area leading to the mouth of Big Cottonwood Canyon, the potential for expanded transit service can be expected to increasingly influence business location decisions.

Physically, the building stock on Fort Union is older and needing updating and revitalization. The majority of the street is clean, unremarkable, and busy. The corridor has powers poles on both sides of the street that obstruct nearly every view and especially impedes future enhancement efforts. At the center of this equation in the Commercial Sub-area district is the 13th East/Union Park Retail area that weave together a number of commercial retail and office buildings with derivative infill spaces and surface parking lots. Its original cluster of shops was strategically located in the area of the 1-215 off-ramp at Union Park.

**Commercial Sub-area District**
Named for its geographical location in the commercial (and office) hub in the west part of the City (see map). The area contains the traditional look and feel of a suburban commercial neighborhood – large expanses of surface parking lots, non-descript architecture, and different retail uses and eateries. The district is comprised of major employers, restaurants, shopping and entertainment sites, and the majority of the City's major commercial uses. This area could be considered as a future entertainment destination with potential for additional retail uses.

**Commercial Sub-area District Recommendations:**
**Fort Union Boulevard**

- Establish a program for more aggressive retail storefront improvements in a focused area between 13th East and Park Centre.
- Redevelop properties on the north side of Fort Union between 13th East to East Jordan Canal with boutique mixed use hotel/residential/retail/entertainment.
- Establish an artistic bus stop in the area of 13th East and Park Centre.
- Consider repositioning and redesigning bus stops along the west portions of Fort Union Boulevard – between Union Park and Mountview Park.
- Develop public art along Fort Union Boulevard.
- Create a City gateway at Fort Union Boulevard and Union Park Ave with a landscaped median and monument.
- Develop a safe bikeable transit corridor.
- Encourage creative multi-functional development (third-story dining, gathering places, arts-focused spaces, farmer's markets, etc.)
- Continue to improve the streetscape and provide amenities.

**Mountview Open Space**

- Strengthen the open space connection between Mountview Park and the properties running east and west along Fort Union.

- Consider shared parking facilities to serve future development along the north side of Fort Union east of Mountview Park.
- Create an initiative or competition to design and enliven the space between retail and multi-family developments along Fort Union from Union Park eastward.
- Improve the bicycle movement in the area of west Fort Union with bike lanes, higher quality sidewalks, trail connections, lighting and other amenities.

**13th East Area**

- Increase the residential/retail/office mixed use development potential in and around the 13th East – Park Centre Area.
- Consider converting of Union Park Corporate parking area to new high rise office and retail building.
- Orient new building facades towards Fort Union and future public plazas and move parking to the rear of each property.
- Redevelop the surface parking lots to accommodate new vertical and horizontal mixed use projects.
- Improve pedestrian access to encourage walkable shopping areas.
- Create an attractive and functional pedestrian system from office buildings to nearby dining spots.

**Community Sub-area District**

The Community Sub-area district encapsulates two distinctive areas straddling Highland Drive. West of Highland lies the transitional area that consists of single family residential intermingled with office and small-scale retail. The east side of Highland has similar land use characteristics but the traffic diminishes by half (of that on the west side) from 35000 to 17000 VTD.

The future development and redevelopment will be largely based on the traffic going to each area. The west side of the district will have transitional commercial uses stemming from the Union Park commercial area to those immediately adjacent to the commercial areas around the Highland Drive/Fort Union intersection. East of the intersection the commercial characteristics start to change to more of a neighborhood retail intermingled with residential uses. This area could serve as a “main street” with shops facing onto the street with residential and office on the second and third stories. The street design will also reflect the uniqueness of this City center.

**Community Sub-area District Recommendations:**
**Fort Union Boulevard**

- Target residential areas for possible transition to second-generation uses, on the north side of Fort Union, between Mountview Park and Greenfield Way.
- Establish a program for more aggressive retail storefront improvements in a focused area in and around the Highland Drive intersection area.
- Consider repositioning and redesigning bus stops with an artistic flair along Fort Union Boulevard.
- Develop public art along Fort Union Boulevard.
- Continue to improve the streetscape and provide amenities.
- Establish a sign package for the district, addressing type, size, location, lighting, etc.
- With the cooperation of interested Focus Group members, create a “District Walkability” paper, detailing existing problems and hindrances, as well as a desired future condition (tie in with streetscape scenario).

**Highland Drive Intersection**

- Improve pedestrian access to encourage walkable shopping areas.
- Redevelop properties on both sides of Fort Union, east and west of Highland Drive with boutique mixed use hotel/residential/retail/entertainment.
- Strengthen the open space connection between Mountview Park and the properties running east and west along Fort Union.
- Explore access management strategy to combine access points along Highland Drive, south of Fort Union Boulevard.
- Conduct a parking study on all four corners of the intersection of Highland Drive and Fort Union Boulevard, to determine need and potential sharing.
- Explore the option of an amortized buy-down of the billboard located at the corner of DeVille Drive and possibly other billboards in the immediate area.
- Create a grand visual design for the Highland Drive/Fort Union intersection as the Center of City, detailing how all four corners are tied in. Must cater to pedestrian traffic.
- Redevelop older commercial properties that are needing assistance with permitting and inspections.
- Consider shared parking facilities to serve future development along Fort Union east of Highland Drive.
- Create an initiative or competition to design and enliven the space between retail and multi-family developments along Fort Union from Union Park eastward.
- Improve the bicycle movement in the area of west Fort Union with bike lanes, higher quality sidewalks, trail connections, lighting and other amenities.

**Main Street/City Center**

- Develop the Fort Union Blvd / 2300 East intersection into a pedestrian-friendly City-center area with complementary uses on all corners
- Consider converting of Hillside Plaza complex into a new mixed use center with updating buildings and uses and innovative site Planning.
- Establish streetscape transition areas between districts.
- Orient new building facades towards Fort Union and future public plazas and move parking to the rear of each property.
- Increase the residential/retail/office mixed use development potential in and around the 23rd East Fort Union area.
- Redevelop the surface parking lots to accommodate new vertical and horizontal mixed use projects.

**Canyon Sub-area District**

The Canyon Sub-area district two character areas. The corridor going east to 3000 east is the transitional portion of Fort Union that goes from moderate commercial and residential to primarily residential. East of 3000 the corridor is all residential, two lanes wide and takes on the feel of the adjacent canyon, thus the name. At the very eastern portion of Fort Union Boulevard, the corridor has commercial and mixed uses adjacent to it. Traffic volumes average 8-10 vehicle trips per day (VTD).

**Canyon Sub-area District Recommendations:**

- Establish streetscape transition areas between districts.
- Foster the redevelopment of older commercial areas into street-fronted, mixed-use development projects.

- Create a pedestrian refuge / viewing areas on Fort Union Boulevard (east of 3000 East) to promote scenic vistas.
- Develop signage and art at the mouth of the canyon to attract canyon traffic to Fort Union Boulevard.
- Create enhanced bicycle infrastructure, especially at the mouth of the Canyon that appeals to cyclists using Wasatch Boulevard.
- Create a strong canyon influence east of 3000 East, including medians with vegetation common in the canyons, boulders, and ski-oriented art / bus stops.
- Orient new commercial and multi-family developments towards Fort Union and future public plazas and move parking to the rear of each property.
- Increase the residential/retail/office mixed use development potential in and around the 3000 East Fort Union intersection area.
- Redevelop the surface parking lots to accommodate new vertical and horizontal mixed use projects.
- Create an initiative or competition to design and enliven the space between retail and multi-family developments along Fort Union from Union Park eastward.
- Establish a sign package for the district, addressing type, size, location, lighting, etc.
- With the cooperation of interested Focus Group members, create a "District Walkability" paper, detailing existing problems and hindrances, as well as a desired future condition (tie in with streetscape scenario).

**4. Physical information**

The Fort Union Boulevard Corridor resides on the east bench of the Wasatch Basin. The corridor begins at the eastern Boundary of Midvale City and extends east to the intersection of Wasatch Boulevard, and the entrance to Big Cottonwood Canyon and world-class recreation.

**Bench:**

- From west to east, corridor has 475 feet of vertical elevation change
- Low water table – no threat for development
- Little to no seismic issues, except near the intersection of Wasatch Blvd

The roughly 3.8 mile stretch of corridor rises nearly 475 vertical feet from west to east. Because of this elevation, the ground water is deeper, and there are few water table issues for development.

The east bench of the Salt Lake Valley contains portions of the Wasatch Fault. The corridor intersects with the fault near its eastern end, around the area of Wasatch Boulevard. Other sections of the corridor are generally free from fault areas, but may contain other sensitive lands that require site specific study prior to development.

**5. Climate Information:**

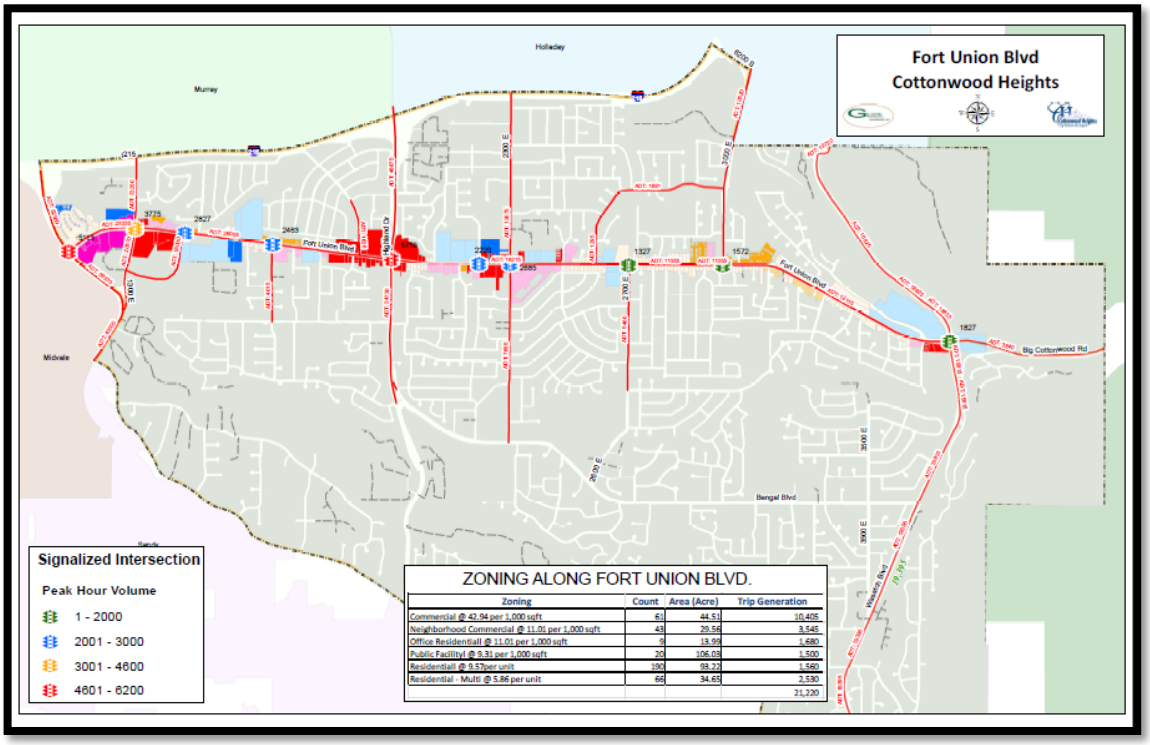
- North-south orientation of buildings
- Ice and snow are a factor in development
- Right of way (non-intersection) varies from 75' to 85'

Most of the buildings along the corridor are oriented north-south. Because of that orientation, snow and ice are more prevalent in winter months and do become a factor when considering development. Snow and ice are not only found on buildings, but can become a factor in traversing

the right of way as well, with widths varying from 75 to 85 feet at non-intersection points. The corridor is a top priority area for snow removal and storage during the winter.

6. **Transportation and Traffic - Boulevard Characteristics:**
The boulevard is a highly utilized thoroughfare. Travel along the corridor is divided between destination traffic (using the corridor simply to get to a destination) and visitor traffic (visiting shops and businesses on or near the corridor and perusing others). Destination traffic tends to accelerate speeds and create the "freeway" effect, especially at peak travel times. This type of traffic is comprised almost entirely of vehicular modes of transportation, and is unfriendly to pedestrian use. Visitor traffic holds the most promise for a sustainable future, because it is not centered on vehicular modes of travel. Visitor traffic adapts and responds quickly to changes in land use and development patterns, especially if those patters mean new and interesting experiences for visitors. This type of traffic is not auto-centric only, and can be geared towards a mostly pedestrian-oriented development pattern. People will drive to uses along the corridor and, so long a space is provided, will get out of their cars and explore.

Getting increased pedestrian traffic along the corridor is problematic. There are only a few mass-transit routes, and little amenities for those current transit users. Bus stops, for example, offer little to no shelter for pedestrian travelers. The existing sidewalks on both the north and south sides are narrow and in need of repair in many places. Closely tied to the sidewalks is the lack of adequate crosswalks. The design, frequency and location of crosswalks are crucial elements in ensuring that the pedestrian experience is continued along the corridor. There is little vegetation or landscaping along the corridor, to create a pedestrian experience or to beautify or enhance the corridor in general. Some buildings along the corridor are dated, and in varying degrees of disrepair or dilapidation, which contributes to the overall lack of positive visual experience, and emphasizes the need for redevelopment. There are also little designated public spaces in which to gather and linger.




| Zoning | Count | Area (Acre) | Trip Generation |
|---|---|---|---|
| Commercial @ 42.94 per 1,000 sqft | 61 | 44.51 | 10,405 |
| Neighborhood Commercial @ 11.01 per 1,000 sqft | 43 | 29.56 | 3,545 |
| Office Residentiall @ 11.01 per 1,000 sqft | 9 | 13.99 | 1,680 |
| Public Facilityl @ 9.31 per 1,000 sqft | 20 | 106.03 | 1,500 |
| Residentiall @ 9.57per unit | 190 | 93.22 | 1,560 |
| Residential - Multi @ 5.86 per unit | 66 | 34.65 | 2,530 |
| | | | 21,220 |

Public spaces, seating, landscaping, etc. are essential in having an increased pedestrian element along the corridor. While there is a decided lack of visual aesthetic along the corridor, as seen by all daily travelers, at night, that state is exacerbated, due to the lack of pedestrian-level lighting. Current lighting along the corridor is provided by City street lights (which were not designed for the pedestrian-level experience), lights from retail parking lots, and on retail and office buildings, and security lighting on other buildings. The lighting lacks a theme, and was not designed to complement adjacent lighting or tie-in to any comprehensive theme. Another detractor to the overall experience along the corridor is the existence of two different sets of power poles. On set of poles, which are high voltage transmission lines on large metal poles, approach 90 feet in height. The others are lower voltage distribution lines on wooden poles. These are operated and maintained by two separate companies, and are located along the entire stretch of the corridor.

The continuation of the current traffic patterns along the corridor will be detrimental to establishing usable and desirable pedestrian walkways and will jeopardize future pedestrian use. Unless traffic is calmed, slowed and design elements are introduced that make walking a safe and preferable option, this is unlikely to occur and take hold.

**Fort Union Boulevard Projected Weekday Traffic & Delay**
**Cottonwood Heights**

| Location | 2011 ADT | 2020 ADT | 2030 ADT |
|---|---|---|---|
| 900 East to Union Park Ave. | 34,940 | 44,470 | 54,000 |
| 1300 East to Highland Drive | 26,010 | 32,010 | 38,000 |
| Highland Drive to 2300 East | 16,220 | 21,110 | 26,000 |
| 2300 East to 3000 East | 16,220 | 20,610 | 25,000 |
| 3000 East to Wasatch Blvd. | 7,730 | 12,370 | 17,000 |

| Intersection | Year (2005) | | Year (2020) | | Year (2030) | |
|---|---|---|---|---|---|---|
| | Delay (sec) | LOS | Delay (sec) | LOS | Delay (sec) | LOS |
| Fort Union/ Union Park | 33.1 | C | 50.3 | D | 67.4 | E |
| Fort Union/ 1300 East | 50.9 | D | 81.9 | F | 112.8 | F |
| Fort Union / Park Centre | 10.2 | B | 13.3 | B | 16.3 | B |
| Fort Union/ 1700 East | 12 | B | 13.6 | B | 15.2 | B |
| Fort Union/ 2000 East | 70.1 | E | 109.3 | F | 148.4 | F |
| Fort Union/ 2300 East | 24.4 | C | 33.6 | C | 42.8 | D |
| Fort Union/ 3000 East | 9.2 | A | 9.5 | A | 9.7 | A |
| Fort Union / Wasatch Blvd | 20.5 | C | 27.5 | C | 34.4 | C |

## 7. Opportunity Sites

Areas along the corridor should be identified as “opportunity sites” where the predominant residential developments have deteriorated are ripe for consideration of second-generation uses.

The corridor is severely lacking in having an identity that is positive and desirable. That is the result of decades of disconnected, piecemeal development which has occurred. Creating an identity will also take time, and must be accompanied with some new developments built to the future standard and streetscape in order to take hold. Change is always difficult. It is especially difficult in well-established bedroom community areas with high land values. The desired sense of place envisioned for the corridor should be created with and presented to the various communities within the City in order to generate buy-in, as well as to allay fears and perceptions that the quality of life in the City is threatened by change.

Areas to target for land use evaluations and redevelopment sites are in red.

Fort Union Blvd.
Opportunity Sites
Cottonwood Heights
Mountview
Cottonwood Heights
N
W
E
S

Legend
City Boundary
Opportunity Sites
UTA Bus Stops
City Parks
Elementary School
Middle School
High School
Bella Vista
Cottonwood Heights
Butler
0 250 500 750 1,000
Feet

## GOALS/OBJECTIVES/POLICIES

The Fort Union Area Plan is an important step in directing new development into an area that is in large part underutilized. The Area Plan envisions a mix of private and public efforts to implement the long-term vision of this area/corridor. The City's ability to guide development along the corridor is significant. The Area Plan also envisions connected pedestrian routes, inviting mix of uses, architectural themes, open spaces, and public gathering areas. It foresees a series of possible development/redevelopment projects that includes a mixture of single-and multi-family attached housing, office and commercial uses.

The long-term Plan for the Fort Union Area, the adjacent commercial, office and residential properties will be focused on compact, pedestrian-oriented area with a main street feel. Specifically, the areas around Highland Drive (City center/main Street) will become the primary gathering place for the City, as well as the symbolic center in and around the Fort Union corridor. In order for the Plan to be successful, the idea of a Fort Union main street should include a range of uses and development standards, consisting of the following:

- **Retail** - The retail market for the Fort Union area is changing as the area and its population change and as new commercial development is being added to the existing centers at Union and Park Centre. The heavy concentration of retail and office at the west end of the Plan area will transition to more of a boutique retail/mixing of uses as the corridor moves east around Highland Drive. There the City center/main street should be designed and positioned to serve the retail needs of area residents, workers and visitors while also providing a distinctive shopping experience that may draw from a larger area because of its unique merchandise. Types of retail that might be added to the City center include a specialized shops, exclusive merchants (such as Nordstrom, Neiman Marcus, Michael Kors, etc.), a farmers market, a regional marketplace that serves visitors and tourists with different foods, services and goods, and a gourmet grocery store concept. These specialize uses should be focused in a range of places along the boulevard.
- **Office Uses** - Currently, the class "A" office use has a strong market in the Union Park, Cottonwood Corporate and Old Mill Corporate areas but doesn't offer additional office development anywhere else along the corridor. However, smaller office space such as small boutique professional offices, medical and dental office space, and banks could, in the long term, provide an added dimension to the corridor and Area Plan.
- **"City" Housing** - Housing will provide a built-in market for the retail uses in the Fort Union Area. However, new housing concepts should be used that focus on compatible building forms, instead of the traditional multi-family complex. Additionally, the viability of housing for the elderly should be considered in light of the aging population in the area. Urban housing as part of an inspiring retail/mixed use development would be appropriate throughout the Plan Area. In particular, it should be targeted in certain areas where parking will occur in the rear of properties or public parking areas, and should focus on for-sale units.
- **Entertainment** - Restaurants (with the exception of fast food) and entertainment venues, such as a cinema and/or a small theatre/playhouse for live performances, are lacking in the Plan Area. These uses are recommended for inclusion in the City center/main street and will be key elements in the success of this area. Additionally, recreational uses such as ice skating during the winter, performing and visual arts, should be introduce and promoted.

- **Public Plaza(s)** – Public Plaza(s) will serve as outdoor community gathering places that can be used for community events such as holiday celebrations or concerts. These areas should be located in and around the intersection of 2300 East and Fort Union Boulevard.
- **Civic Uses** - Community serving public facilities for the Plan area should be centralized and located within each of the districts so they will be easily accessible for all residents and visitors. Potential civic uses include a senior center, community/recreation center with an auditorium for community functions. A multi-cultural center that serves the regional populace would add a unique element to the Plan area. This facility could provide education and training, community services, and space for cultural organizations and events. Civic uses should be located near Fort Union Boulevard, on either side of the street. One ideal location for civic uses would be in the area surrounding the intersection of 2300 East and Fort Union Boulevard.
- **Community Transit Center -** A transit center designed to serve the area could be included in the corridor Plan. Feeder buses serving the surrounding area will travel along and through Fort Union will be connected by BRT or Light Rail to the main UTA routes and other regional centers. Local bus routes will also feed into this area that will provide an art-enhanced waiting area and shelter for those users. The transit center should be located to allow efficient transit service and easy access by pedestrians. Ideally, the transit center would be adjacent to a public plaza or gathering area.
- **Area Development should consider the following:**
    - **Compact Development** - The future development along Fort Union should be a compact and interconnected form of development, instead of large buildings with large parking lots in front of them.
    - **Building Orientation** - Buildings should be oriented towards streets with windows and doors along the street forming a street wall.
    - **Building Scale** - Development along the corridor should be limited to three to four stories. Building will step-down adjacent to Single Family Residential to reduce building mass and create greater articulation to be more residentially compatible.
    - **Parking** - Off-street parking lots should be provided to the side or rear of buildings. Structured parking is also appropriate, but should have usable building space along street frontages. Large surface parking lots should be broken down into smaller "pods" with extensive landscaping. Parallel or diagonal parking can also be provided along the City center/main street area.
    - **Civic amenities** - Items such as fountains, median landscaping, public art, clocks, and monuments should be placed at strategic locations.

The Goals of the Fort Union Boulevard Area Plan are to bring together people, jobs, and services designed in such a way to make it safe, efficient and convenient to travel on foot or by bicycle, transit, or car. This area Plan is an opportunity for Cottonwood Heights to carefully coordinate transportation and development for the benefit of this significant corridor and the entire City. As Cottonwood Heights looks ahead over the next 20 years at the areas along Fort Union, the City's Opportunities and Issues need to be identified.

**ISSUES AND OPPORTUNITIES IDENTIFIED IN THE EXAMINATION OF THE AREA GOALS AND OBJECTIVES**

Key issues and opportunities identified in the preparation of the Fort Union Area Plan are highlighted below.

**Issues**

- New competition in outlying areas and neighboring cities

- Outdated strip malls
- Archaic transportation system
- Loss of retailers and the lack of reinvestment in commercial areas
- Not located on identified Light Rail Corridor
- Abundance of disconnected land uses
- Poor aesthetic quality on corridor
- Changing demographics
- Low owner/renter ratio along corridor
- Area and Corridor image (lack of unique character and identity)
- Perception that the area has higher level of crime
- Citizen concerns about pedestrian and bicycle safety

**Opportunities**

- Central location
- Density of population
- Attractive and affordable neighborhoods
- Availability of affordable retail and office space
- Reuse and redevelopment opportunities
- Potential park and greenway system
- Possible Transit Options
- Strong recreational and geographic setting
- Community commitment
- High volume of vehicular activity and traffic (brings a lot of people to the area)

**GOALS, OBJECTIVES AND POLICIES**

The following goal, objective and policy statements have been developed for the use of the Cottonwood Heights decision makers in guiding and directing the decision making process as it relates to the Fort Union development and redevelopment.

For purposes of definition, goals are generalized statements of a desired end state towards which objectives and policies are directed, and are general guidelines that explain what you want to achieve in your community. They are usually long-term and represent global visions such as "protect public health and safety."

Objectives provide the attainable and measurable ends towards which specific efforts are directed. They also define strategies or implementation steps to attain the identified goals. Unlike goals, objectives are specific, measurable, and have a defined completion date. They are more specific and outline the "who, what, when, where, and how" of reaching the goals.

Policy statements are the specific recommended actions that Cottonwood Heights will follow in order to achieve the stated goal.

**AREA PLAN GOALS/OBJECTIVES/POLICIES-**

1. **Goal: Create a New Land Use Plan:** Adopt a new Fort Union Area Plan designation and master Plan to provide a land use and transportation, infrastructure, and financial framework to guide long-term development of the Fort Union sub-area districts.

**1.1 Objective:** Apply a new Fort Union Area Plan designation to the properties immediately adjacent to Fort Union Planning area show on attached map.

**1.2 Objective:** Adopt the Fort Union Area Plan (2016) by reference as a support document to the Cottonwood Heights General Plan.

**1.3 Objective:** Adopt comprehensive Plan policies specific to the Fort Union sub-area districts.

**1.4 Objective:** Zoning Map Amendment change(s) to apply the new Fort Union sub-area districts;

**1.5 Objective:** Recognize that adoption of the comprehensive Plan framework (text and map amendments) represents the first steps in a multi-step process necessary to attract development. Future actions will include, but not be limited to:

- Preparation of more detailed infrastructure and financial Plans to assure adequate public facilities and services to support the master Plan;
- Implementation of the Planned Development District to be used in the area's development process;

**1.1.1 Policy:** Apply a new Fort Union Area Plan designation to the properties immediately adjacent to Fort Union Planning area show on attached map.

**1.1.2 Policy:** Institute the new PDD zone to implement the Vision and recommendations of the Plan.

2. **Goal: Increase the Economic Viability of the Fort Union Corridor Area**: A primary objective of the Fort Union Area Plan is to provide support for new investment and reinvestment in the area and to demonstrate viable economic opportunities. An aggressive reinvestment strategy is needed for the Fort Union area to make it a healthy community that can retain and attract residents and businesses. If the area declines, it is likely to suffer from economic stagnation, deferred maintenance, limited access to new capital and a shortage of shopping, recreational and work opportunities, thus negatively affecting the City's tax base.

**2.1 Objective:** Establish policy support for public and private investment;

**2.2 Objective:** Support and encourage economic development;

**2.3 Objective:** Promote businesses that offer goods and services to current and future City residents and the traveling public;

**2.3.1 Policy:** Establish a healthy, diversified economy with a strong tax base with opportunities for employment, entrepreneurship, social interaction, and housing options for various life cycle stages.

**2.3.2 Policy:** Promote new patterns and intensities of uses to increase economic competitiveness and enhance quality-of-life for residents and businesses.

**2.3.3 Policy:** Achieve a balanced mix of uses at activity centers/nodes through public and private investments and application of appropriate zoning and land use tools and development incentives.

3. **Goal: Create a Balanced Mixture of Land Uses in the Area:** The Fort Union Corridor should develop as a unique mixed-use, retail, service, cultural, civic and residential hub to serve the citizens of the City and region, and should encourage a variety of mixed land uses which will be aesthetically pleasing and add long-term economic benefit to the community. The long-term health of the Plan area will require a well-balanced mixture of land uses consisting of a full range of housing types, recreational and open space opportunities, services, shopping, entertainment and places of work. These will be designed and organized around a mixed-use, pedestrian-oriented center that serves as the "City center" for the Fort Union Corridor and Cottonwood Heights.

**3.1 Objective:** Encourage a mixture of land uses throughout the Plan area, including mixed uses, retail, office, residential, and open space;

**3.1.1 Policy:** Permit the flexibility of office and/or residential uses for opportunity areas.
**3.1.2 Policy:** Explore the provision of live performance space/theatre.
**3.1.3 Policy:** Allow flexibility for office and/or residential uses on upper floors within the blocks of this neighborhood.
**3.1.4 Policy:** Retail Uses-

- Develop standards for retail storefronts and signage.
- Encourage opportunities for live-work and comparable ground floor uses.
- Encourage neighborhood-serving retail uses, including the potential provision of a grocery store within neighborhoods.
- Explore the possibility of allowing street carts - vendors.
- Require the submission of a comprehensive retail marketing strategy prior to the submission of a conditional use permit for the first building and updated with each subsequent development approval.
- Require district-wide management of retail (i.e. business improvement district, or other similar entity).

**3.1.5 Policy:** Create a Fort Union Corridor land use designation that includes:

- Identified commercial and office areas that will be targeted for upgrading or reestablishment;
- Properties that have the highest likelihood for redevelopment;
- Projects that may be highly visible from principal roadway;
- Uses that are not dependent upon or benefiting from high-volume traffic;
- Uses that provide significant employment opportunities; and
- Unique businesses that provide indispensable or desirable goods and services.

**4. Goal: Support Strong Residential (and Commercial) Neighborhoods along Corridor:** The Plan should provide a variety of housing and structure types and opportunities, while maintaining open space and mountain character in the areas along and around Fort Union. A major component of this Plan is to support the strong neighborhoods with the area Plan and to encourage their long-term sustainability, while recognizing that neighborhoods change over time. To create positive change, area neighborhoods (residential and commercial) will require on-going investment, an influx of new residents and businesses with a higher proportion of owners to renters, and vigilance to avoid unanticipated and negative changes.

**4.1 Objective:** Create three distinctive and unique neighborhoods.
**4.2 Objective:** Encourage the use of the City's past and future as inspiration for the design of the open space, public realm, and buildings.
**4.3 Objective:** Encourage the use of public art to establish distinct neighborhood identities and create unifying themes for the neighborhoods
**4.4 Objective:** Encourage a mix of innovative building typologies within each neighborhood.
**4.5 Objective:** Develop connections which are consistent and compatible with existing development within the Fort Union area.
**4.6 Objective:** Promote smooth transitions between existing neighborhoods and new development along Fort Union through a careful consideration of uses, heights, and massing.
**4.7 Objective:** Evaluate alternatives for traffic calming treatments at gateway locations along the west side of Fort Union and throughout neighborhoods.
**4.7.1 Policy:** Housing –

- Contribute to the City's affordable housing, consistent with guidelines in General Plan Housing Element; and /or provide affordable and workforce housing units, both rental and for sale, throughout corridor.
- Offer a range of housing types to accommodate different household sizes and compositions, including studio, one, two and three bedroom units.
- Incorporate green and sustainable designs and materials to enhance the interior living environment and to yield energy savings for residents.
- Integrate universal design and/or accessibility features to accommodate multiple life stages and abilities.

**4.7.2** **Policy:** Require the developer to provide a monetary contribution for the preparation and implementation of a comprehensive traffic calming and parking management strategy for the neighborhoods to the north and south of Fort Union. The Plan and implementation shall be proactive and phased with development.

**5. Goal: Improve Aesthetic Quality:** Maintain Cottonwood Heights' high quality of life by providing for the protection of open space throughout the community and proactively protecting and enhancing the community's natural assets and environmental features. The appearance of properties impacts the area's desirability. The Plan should insure that Cottonwood Heights' community charm, heritage and scenic landscapes are preserved for future generations, and should improve the aesthetic quality of the Plan Area's built environment, including commercial properties, office parks, multi-family properties, and single family neighborhoods.

**5.1 Objective:** Focus on corridor aesthetics and experiences;
**5.2 Objective:** Preserve and enhance the City's existing sense of place and community;
**5.3 Objective:** Potential site design review for non-residential buildings, unless clear and objective design standards are adopted as part of the detailed master Plan for a particular Sub-area.

**5.1.1** **Policy:** Urban Design –

- Require the street hierarchy to define space and differentiate the character of streets and neighborhoods.
- Require streets to emphasize the pedestrian and bicycles.
- Integrate small and large-scale public art which considers the history of the area, as well as thematic, artistic, and cultural ideas into new development and the public realm, including the following areas: trails, transit infrastructure, open spaces, buildings, site furnishings, lighting, gateways, and wayfinding
- Allow for internal pedestrian connections.
- Improve and enhance the Fort Union frontage with streetscape improvements, buildings, and landscaping.

**5.1.2** **Policy:** Gateways –

- Require variety in building massing, design, and height.
- Use heights and variety in heights, building materials, orientation, and dimensions to create distinctive building tops for multi-story buildings.
- Provide distinctive building forms and architecture at the designated gateway locations
- Balance the aesthetic and functional criteria of sustainable design.
- Adopt future design guidelines to implement the public art and history

- The final design and configuration of the streets, buildings, and open space with the PDD zoning will be determined through the development review process. The final configuration of the streets, buildings, and open space shall be subject to the following:
- The shape of the buildings in Plan and form within the corridor shall create distinct and memorable three dimensional forms.
- Buildings on Fort Union shall be required to provide a primary entrance facing Fort Union.
- Buildings will be required to have more than one entrance and/or through lobbies for buildings with multiple street frontages.
- Area buildings shall be subject to the minimum height and density provisions and other applicable zoning provisions, design guidelines, and the Fort Union Area Plan.
- The streets shall be configured to accommodate current and future transit and transit stations.
- Buildings should be designed to integrate transit stops.

6. **Goal: Provide a Multi-Modal and Connected Transportation System:** The Plan should encourage a multi-modal transportation system that accommodates pedestrians, bicyclists, automobiles and public transit. A primary component of this objective is to develop a well-connected system of streets, bikeways and sidewalks between different portions of the Plan area.

**6.1 Objective:** Provide for coordinated land use and transportation improvements in the Plan area;

**6.2 Objective:** Detailed master Plans (by Sub-area) to establish the local street network, identify specific park sites and trail connections, lay out blocks, refine the mix of land uses and set a range of densities, mix of housing types and lot sizes, establish phasing schedule, etc.

**6.3 Objective:** Streets - Provide a compact grid of streets consistent and in alignment with, and connecting to the established street grid on the west side of Fort Union.

**6.3.1 Policy:** Consider all users in the future design of streets and streetscapes.

**6.3.2 Policy:** Transit -Explore opportunities for future dedication of right-of-way to accommodate the high-capacity transit.

**6.3.3 Policy:** Explore options to incorporate green technologies into the design of the dedicated transit right-of-way and stations.

**6.3.4 Policy:** Employ aggressive Transportation Management Plan (TMP) performance measures, meeting or exceeding a 50% modal split.

**6.3.5 Policy:** Plan, develop and implement a comprehensive phased approach to address traffic impacts in neighborhoods adjacent to development and other impacted neighborhoods.

**6.3.6 Policy:** With any rezoning of the property, the provision and timing for improvements to the intersection or access point to Fort Union are required.

**6.3.7 Policy:** Each development will be required to submit a comprehensive approach and policy regarding truck loading and deliveries as part of the development review process.

**6.3.8 Policy:** Maximize the street grid within the site and connectivity to adjacent neighborhoods including:

- Explore and evaluate the option of existing and future access ways along Fort Union.
- The Fort Union Plan shall be configured to monitor all movements.
- Plan the intersection of 2300 East and Fort Union to determine the need for signalization and pedestrian upgrades.

7. **Goal: Area Connectivity:** The layout of the Fort Union Area Plan is purposefully designed to facilitate a variety of vehicular and pedestrian connections throughout the area. This creates a more walkable corridor by providing for direct routes between housing, commercial, and mixed-use areas. It also supports the notion of limiting the visual impact of parking by allowing a 'park once and a walk' mentality within each of the districts. Furthermore, the area should be connected to the City's broader trail system to create extended opportunities for bicyclists, hikers, etc.

**7.1 Objective**: Pedestrian focus and scale;
**7.2 Objective**: Provide for continued access and mobility in the Plan area.
**7.3 Objective**: Provide multi-modal access to serve existing and future pedestrian and bicycle routes
**7.4 Objective**: Coordinate Cottonwood Heights' bicycle and pedestrian system with regional systems.

**7.4.1 Policy:** Provide a continuous, connected and accessible network that enables pedestrians – particularly those with mobility impairments – to move safely and comfortably between places and destinations.
**7.4.2 Policy:** Develop a comprehensive on- and off-street bicycle network.
**7.4.3 Policy:** Develop a connected system of primary and secondary bikeways with ample bicycle parking to serve all bicyclists' needs.
**7.4.4 Policy:** Provide a 24-hour bicycle and pedestrian connection to transit station development.
**7.4.5 Policy:** Explore future connection to area trails and paths.
**7.4.6 Policy:** Require long and short-term bicycle parking.

8. **Goal: Ensure a Safe Community:** To ensure a safe community is one of the most vital elements of this Plan. For people to be attracted to live, work, shop and play in the Fort Union area, it will be necessary for the area to be safe, both in perception and in reality.

**8.1 Objective:** Promote Public Safety and address the challenges and opportunities for multiple modes of transportation to safely share roads and sidewalks.
**8.2 Objective:** Assure a Safe Community while Respecting the Rights of Citizens
**8.3 Objective:** Support Neighborhood Development and Economic Stability in Historically Underdeveloped Areas

**8.3.1 Policy:** Implement a Fort Union Redevelopment Plan
**8.3.2 Policy:** Provide building standards and assist the community with code enforcement and building compliance.
**8.3.3 Policy:** Ensure vehicular, bike, and pedestrian safety, and address the diverse needs of the community to improve mobility

9. **Goal: Create a 'Main Street' Character:** The Fort Union Main Area Plan seeks to actively follow the City's previously approved General Plan Design Guidelines by creating a City center-style character of streets, sidewalks, buildings, landscaping, public art, medians and open spaces. Buildings will face the street and provide a continuous 'edge' with on-street parking in front (in certain areas) and surface or deck parking in the rear (i.e., away from view of the public right-of-way). Furthermore, buildings are designed for smaller retail tenants (rather than large national chains) to enhance the 'storefront' character typical of traditional main streets. Street trees and character enhancing landscaping will be planted in specific areas to complement the design and functionality of new development.

**9.1 Objective:** Help the area become a model of what a "Town Center" district could be;

**9.1.1 Policy:** Encourage pedestrian-oriented, mixed-use development to foster the creation of a true "main street" environment.

**9.1.2 Policy:** Ensure that design proposals are high quality and conform to form-based design guidelines to create a sense of place and a unique character for Fort Union Main Street.

**9.1.3 Policy:** Ensure that development in Fort Union Main Street does not adversely impact the character of existing residential neighborhoods.

**10. Goal: Establish a Critical Mass of Development:** To create a more compact and walkable "City center"/"main street" along Fort Union, it will be important to develop a critical mass of buildings that will not be overwhelmed by parking, while maintaining new urbanist development where the urban design promotes environmentally friendly practices by creating walkable neighborhoods containing a wide range of housing and job types consistent with small-City feel that comes with Cottonwood Heights. New development is planned in such a way that doesn't spread buildings too far apart or intersperse parking between buildings. Furthermore, the overall development program encourages vertical massing (the equivalent of two to four stories) to the extent possible rather than creating a horizontal sea of sprawling one-story buildings.

**10.1 Objective:** Support and encourage the assembly of properties to better master Plan area.

**10.2 Objective:** Guide redevelopment of land in the Fort Union Corridor from the existing strip commercial into more concentrated mixed-use projects, in which structures and parking evolve from the existing suburban form, to more efficient configurations with cohesive site Planning.

**10.2.1 Policy:** Support the redevelopment of commercial business districts located along the Fort Union Corridor in the City.

**10.2.2 Policy:** Implement development and redevelopment standards that encourage lively, attractive, and medium to high-density commercial areas.

**10.2.3 Policy:** Encourage consolidation of individual parcels to maximize flexibility of site design and reduce access points.

**10.2.4 Policy:** Support development Plans incorporating the following features:

- Shared or combined access points and fewer curb cuts;
- Internal circulation among adjacent parcels;
- Shared parking facilities;
- Allowance for future transition to structured parking facilities;
- Centralized signage;
- Unified development concepts; and
- Landscaping and streetscape that softens visual impacts.

**11. Goal: Acknowledge a Realistic Development Market:** The market for new housing and commercial space has been researched against local and regional trends to insure that the Fort Union City center design is achievable within both the short and long-term. The City contracted with Zion's Bank Public Finance to analyze the corridor's market feasibility. That Plan revealed that the subject area is suitable for well-designed and integrated mixed-use projects that combine residential, office, commercial and civic uses in a City-center-style design. The resulting layout of buildings, roads and parking can be designed to facilitate a phased development approach that is consistent with market realities.

**11.1.0 Objective:** Create opportunities for development and redevelopment of land in portions of the Fort Union Corridor designation for general business and service uses. These include a wide range of restaurants, small-scale to boutique retail, offices, and residential uses.

**11.1.1 Policy:** The Fort Union Corridor designation should be implemented through Planned Development District, Regional Commercial, Office R&D, and/or Multi-family zoning categories.

**11.1.2 Policy:** The Fort Union Corridor land use designation should be mapped in areas on and around the corridor with the following characteristics (current or projected):

- Located on, and having direct access to Fort Union;
- Traffic volumes equaling a level of service (LOS) of e during peak hours; or
- Potential land use pattern characterized by mixed use commercial development, transit-oriented development including shopping centers, and office uses

**11.1.3 Policy:** Increased demand for commercial uses should be accommodated primarily through redevelopment and intensification of existing business area designations rather than expansion of those areas.

**11.1.4 Policy:** Portions of the Fort Union Corridor designation appropriate for a wide range of uses catering to low and medium intensity office, service, and retail uses should be mapped with Planned Development District, Regional Commercial, Office Research & Development (ORD), or Multi-family zoning. City-initiated rezonings.

**11.1.5 Policy:** Areas that should be considered for Planned Development District zoning should meet the following criteria:

- The subject property is served by transit or has transit within one-quarter mile;
- The site contains a predominantly underutilized strip commercial urban development pattern;
- Contains large, surface parking lots;
- Primary development on the site is located at rear portions of the property with parking in front of the buildings;
- Parcel size and configuration typically is defined by a larger parcel fronting the arterial street with multiple buildings and businesses; and
- The area exhibits long block lengths and/or an incomplete grid street network.
- Fort Union Corridor PDD zoned areas should include an opportunity for residential uses and office as part of mixed-use development.

**12. Goal: Flexibility:** The Fort Union Area Plan is carefully crafted to allow future design flexibility of individual development sites as long as they meet the City's design guidelines and overall design intent as stated throughout the Plan.

**12.1 Objective:** Create subdivision(s) to divide land in accordance with detailed master Plans; dedication of local streets, parks and trail and utility easements; installation of public and private improvements, etc.

**PROPOSED CORRIDOR PLAN**

1. Overview
2. Branding / Place Making
3. Streetscape
4. Corridor Recommendations
   i. District Breakdown
      a. Sub-areas
      b. City Center/main Street
      c. Mixed Use
   ii. Land Use and Transportation/Traffic
      a. Contrasts
      b. Multi-modal streets
      c. Circulation
   iii. Neighborhoods
   iv. Design / Form
   v. Open Space/Parks
   vi. Public Safety
   vii. Economic Development
   viii. Bike and Pedestrian
   ix. Zoning
   x. Landscaping
   xi. Organization of Street Character Classifications/Zones
      a. Travel Zone
      b. Pedestrian Zone
      c. Development Zone

## Overview

## Fort Union Area Plan: Shaping the Future

Since the incorporation of the City more than ten years ago, residents, businesses, organizations, community groups, property owners, and professional consultants have worked in collaboration with the City to create an image for development that will occur along the Fort Union Corridor area in the next 20 to 30 years. In 2017, the Cottonwood Heights City Council voted to approve the Fort Union Area Plan and was adopted on March 28, 2017.

The Plan will focus on the enhancement and connection of the area transportation and land use systems to coordinate with the City's vision for this area in the General Plan. The goal of achieving interconnectivity will enable corridor users to move safely, comfortably and seamlessly by foot, bike, car or transit. Using any of these options to move people around and through this area effectively by offering alternatives will noticeably lessen overall City traffic densities and spur economic growth over the long term. Also, the Plan intends to identify the transportation carrying capacity of the corridor road and contributing intersections, as well as identify ways to strategically position the City to maximize opportunities, including setting quality of life priorities and examine the amount of retail leakage and the sectors within which that leakage occurs.

The Plan will emphasize certain development and redevelopment tools that include financial strategies like grants, tax increment financing and Special Improvement Districts (SIDs) among others. It will also include an analysis to catalog existing housing stock for the purpose of establishing a residential land use

of sufficient density to support more intense development along the Corridor, and an economic development strategic Planning and market analysis related to the Fort Union Boulevard and Gravel Pit development.

The Corridor Plan is intended to protect and expand the long-term viability of the Corridor as a regional amenity. With the Corridor functioning on its own at a certain level today, the Plan will capitalize on its potential to function as more of a "main street area" or gathering area and secure its future as a destination place. The Plan will contribute directly to ensuring community sustainability by fulfilling specific elements of the community vision, influencing changes to the zoning code and providing guidance to where the City focuses its future improvement project efforts. Additionally, the Plan will identify the impacts of potential development decisions and land use considerations, and will create increasing support for policies appurtenant to redevelopment, if and when feasible.

The Fort Union Area Plan envisions distinct City center development clusters that are urban in density, texture and character – an area that functions as an active 18-hour (activity for 18 hours of each day) district of the City's main corridor. The combination of uses, building designs and streetscapes should foster a sense of traditional urban living where dining, shopping, education, work, and entertainment are all accessible by foot within an area that has its own unique identity and style.

In a walkable City center neighborhood, the emphasis should be on buildings and streetscapes rather than automobiles. Future on-street parking and structured parking will be promoted and surface parking lots should be minimized and repurposed. In a City center district, a mix of complimentary uses and destinations will reduce the need for individual car use and increase opportunities for shared parking and/or reduced parking standards. In fact, Fort Union Boulevard is unique in the number of major destinations that already exist in and around the residential neighborhoods that are within easy walking or biking distance.

The Fort Union Boulevard neighborhood/district currently features a strong mix of dining, shopping, employment, recreation and housing uses that are accessed by a wide range of users and residents. This Area Plan seeks to strengthen the character and intensity of those various uses within the City center neighborhood by recognizing the sub-districts in which they exist, fostering growth in those sub-districts, and weaving the City center fabric together with additional complimentary uses and an interconnected network of paths and roads. The Land Use Section of this Plan includes a sub-district map that defines the sub-districts and contains a set of policies that further describe them while charting a course for enhancement and expansion.

## Fort Union Branding/Place making

Place making is a collaborative and engaging process that will allow people all over Cottonwood Heights to become invested in the vision presented in the City's Fort Union Main Street message. The concept is community-driven and based on social interaction. It's designed to create an authentic, organic value for the City's beautiful and accessible public spaces.

By strategically creating a brand and engaging in the place making process, it won't be long until people all over the county, valley, state—and beyond—will recognize the value of a Fort Union Main Street as a way to connect with people of all ages. Once a community is given the chance to create a dynamic identity, great things can happen.

Fort Union Boulevard has been a functional but nondescript road in Salt Lake County for several decades. With countywide growth, and the incorporation of Cottonwood Heights in 2005, Fort Union has become the main east-west route residents and visitors use when passing through the City, whether shopping, dining or visiting the canyons.

When I-215 was completed decades ago, it was expected that a renovation might occur along Fort Union, which did not happen in its entirety. Fort Union Blvd is often a visitor's first impression of the City. With thousands of drivers traveling along the road every day Cottonwood Heights has a unique opportunity to rejuvenate the boulevard by creating a destination Main Street with walkable areas, patio dining and street-side shopping, becoming what it was originally envisioned to be when the City incorporated.

It is the City's opportunity and challenge to design a transportation corridor that reinvents itself and reestablishes this portion of the community, bringing energy and excitement to an area that has long been ignored.

By creating a specific branding or "feel" for the Fort Union Main Street, City leaders can pinpoint a core identity that will represent the corridor. Building a brand through place making capitalizes on the City's potential and assets by shaping a message that embodies the community's values, social identity and continuing progress.

Focusing the City's message on place making will encourage an ongoing evolution as the corridor is shaped to define and support the core values reflected in the promotion of health, happiness, safety and community. This will be accomplished through development and redevelopment of properties that orient to Fort Union Boulevard and are built at a pedestrian scale.

Some of these goals can be accomplished through:

- Identifying specific districts along Fort Union and determining the quality of each area.
- Encouraging business and home owners along Fort Union to invest in upgrades and renovations.
- Developing a logo that symbolizes Fort Union Main Street
- Carrying the area branding message to Cottonwood Heights' residents, business owners, City officials and property developers, inviting them to become part of the evolution.
- Carrying the area branding message to people outside of Cottonwood Heights to create a buzz and attraction to the area.
- Attracting new businesses and organizations to Fort Union that reinforce the walking, shopping, dining and gathering concept.
- Holding public events along Fort Union that engage the community such as 5K runs, concerts, exhibits, fairs and promotion of the arts.

**Streetscape**

What is a Streetscape? The first image that frequently comes to mind when the term streetscape is used are street trees. But streetscapes cover other elements that create a pleasing and desirable street scene. The most easily identifiable streetscape features include street trees and other landscaping in sidewalk cut outs, park strip Plantings (the narrow areas between the curb and sidewalks), right-of-way easements (the often wider areas between the back of sidewalks and private property lines), medians , City gateways (primarily the main intersections crossing Fort Union) into the City from major streets,

roads and freeways. However, community places such as plazas, mini-parks along City streets, and trails where amenities such as “street furniture” (benches, trashcans, etc.) or public art are located are also a part of the City streetscape. Less obvious streetscape features include bus stops and their associated facilities such as shelters, benches and informational signs. Functional elements such as storefronts, sound walls and Planting associated with right-of-way walls or fences, as well as the irrigation systems and drainage systems used to maintain the streetscape areas are all considered a part of the streetscape.

How does the City benefit from a streetscape improvement Plan? Trees, landscaping and other streetscape features represent major capital assets in our cities. Like the streets, sidewalks, sewers and buildings, these features are a critical and valuable component of the Cottonwood Heights infrastructure. Trees and other Plant materials are one of the few capital investments which increase in value over time. Studies have shown that street trees have measurable economic returns in the energy they save by cooling hot cities, as well as increasing the humidity and reducing glare. Streetscape improvements not only make cities beautiful but are good for the public’s physical and mental health. Trees and other Plants used in streetscapes filter dirt, ash, pollen and smoke that can adversely affect our health. They also absorb carbon dioxide and other gases and in turn replenish the atmosphere with oxygen.

The encouraging influence of streetscape improvements on property values and economic stability are varied. People linger and shop longer along tree lined streets with amenities that support pedestrian uses. Urban living spaces and offices with trees rent more quickly and have higher occupancy rents (based on Zion’s Bank Study). Houses on tree lined streets command prices that are up to 21% higher than houses in more barren areas.

Streetscape improvements can have positive benefits to the natural environment. The reduction of paved areas with landscape treatments can increase ground water recharge, as well as reduce the amounts of grease and oil transported to area creeks and streams. They can help slow surface run-off from storms and reduce soil erosion and sedimentation of streams. Select tree species can help create habitat and food for birds and animals. Improvements may also be designed to create special conditions to protect threatened Plants that would not otherwise exist in an urban setting.

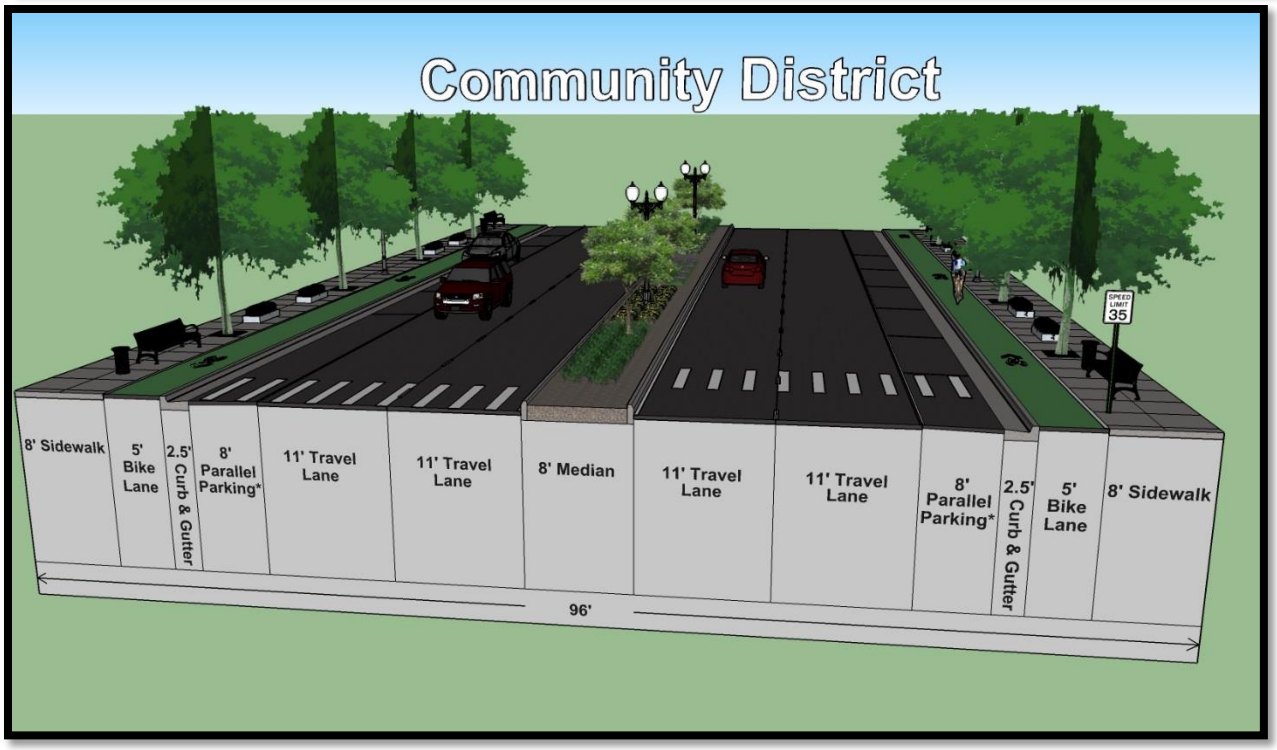
**PROPOSED CORRIDOR PLAN RECOMMENDATIONS**
Key recommendations contained in the Plan are summarized below.

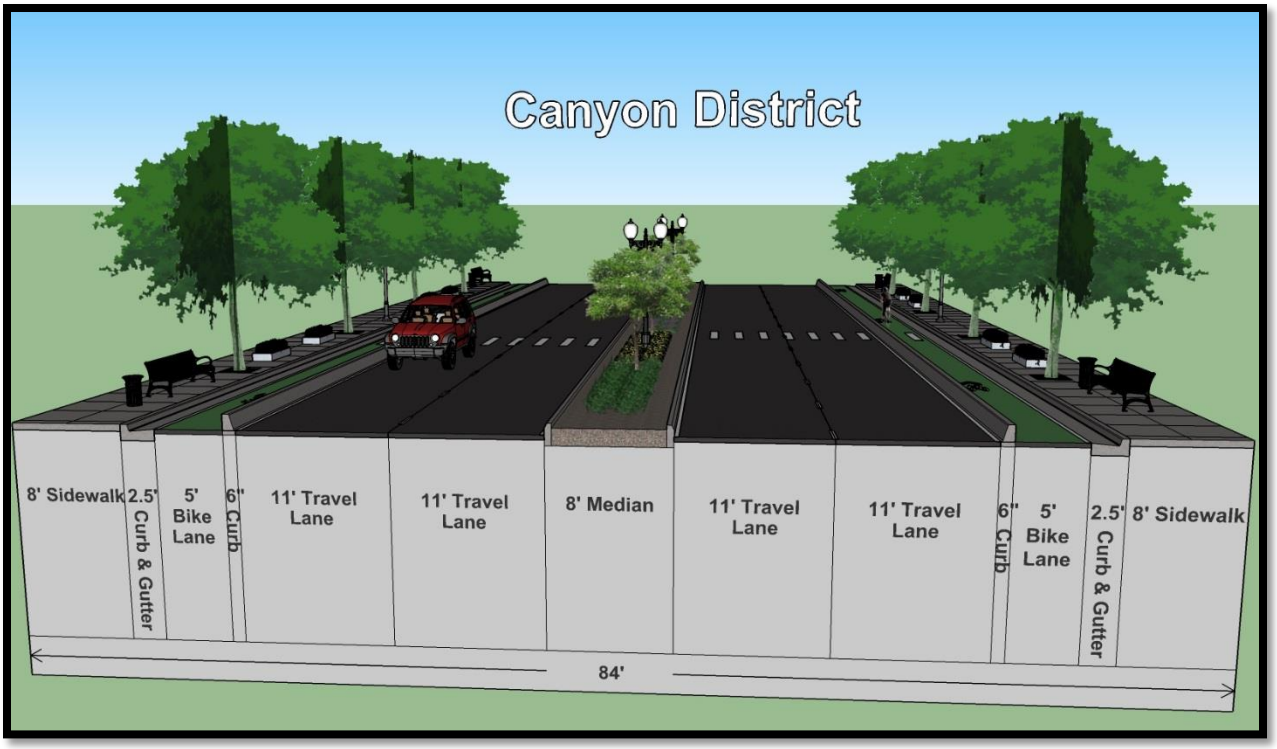
**District Breakdown**

- **Three Sub-area Districts:** The Area Plan divides the corridor into three sub-area districts. The western most district is the Commercial area. The area near Highland Drive is the Community area and then east to Big Cottonwood Canyon is the Canyon area. The Commercial sub-area district reflects a portion of Cottonwood Heights' growing Class A office and high-end retail area, while providing unique shopping opportunities for all citizens. In the Community sub-area district the west and east sides of Highland Drive present a City Center area concept where people would walk to shops, entertainment, and housing all directly along Fort Union. The eastern most section of the area Plan is the Canyon sub-area district and it is divided up into two sections. The section from approximately 2300 East to 3000 east the Plan offers public plazas, neighborhood support commercial and housing options, from there to the mouth of the canyon the Plan recommends expanding upon the naturally emerging recreational opportunities in the adjacent Wasatch

Mountains. This area (as in all areas along the corridor) should be promoted to the entire region as a place to meet the needs of those visiting, working and living in the area.

Add overall corridor map showing where the districts are in context to each other and the entire City.






- **Town Center/Main Street:** A Town center or Main Street along the Fort Union Corridor in the area both west and east of Highland Drive, is envisioned as the heart of area Plan and Cottonwood Heights. Also, this is the area where the future main street development will begin to occur. The long-term vision for the Fort Union Area as well as adjacent commercial and multifamily properties, and properties straddling Highland Drive is to become a compact, pedestrian-oriented town center. This town center/main street will become the gathering place for the residents and visitors to Cottonwood Heights, as well as the symbolic center of the City. The City center/main street will require a higher level of detail in design elements. The character of the Fort Union area will be largely dependent upon the design of the main street area, even more so than the uses that are included in it. The following design principles are recommended for the City center/main street:
    - **Expanded access management street syste**m - New controlled points of access should be added to break up the large, monolithic blocks of land and help with conflict points onto Fort Union. New buildings should front onto Fort Union. The street and access network will be an organizing framework for the City center/main street and the other districts.
    - **Pedestrian network in the City center/main street area** – An extensive pedestrian network should be provided. Both internal and external streets should be designed with pedestrian amenities such as sidewalks and pedestrian level lighting. Pedestrian connections should be provided between the front (doors) of buildings and the sidewalks running along streets. The pedestrian system should be designed so that

those who travel to the City center/main street by car can park once and circulate comfortably throughout the entire area on foot.
    - **Improved pedestrian connections between uses** - Additional pedestrian connections from the City center/main street to the surrounding properties will also be vital. Improved street crossings for pedestrians should be provided across Fort Union. Several pedestrian crossings along Fort Union should also be provided. In particular, Mountview Park should be connected to both the Commercial and Community districts. Pedestrian connections to existing residential areas adjacent to the corridor should also be constructed.
    - **Extensive Streetscape** - The streetscape should, at a minimum, include wide sidewalks, street trees, bicycle lanes and pedestrian scale lighting.
    - **Mixture of Uses** - A mixture of uses should be provided throughout the City center/main street and in the Commercial and Canyon (west end) Districts. There should be extensive integration of uses, departing from historic SLCo zoning patterns. Based on new PDD zoning where it is encouraged to convert excess parking into building sites.
    - **Public Plaza(s)** – Public plaza(s) of a sufficient size to host small public gatherings should be centrally located within the City center. Civic uses should be around or near the village green.
- **Sections of Fort Union including Town Center/Main Street as a Mixed-Use Corridor:** Sections of Fort Union Boulevard will be revitalized into an attractive, pedestrian-friendly corridor with a mix of retail, office, residential, and civic uses. Short-term strategies should be focused on marketing and reuse of existing space. However, in the long-term this Plan recommends redevelopment of retail sites into multi-use/mixed-use development that includes commercial, retail, residential and office.

**Contrasting Land Use and Transportation**

- **Land Use versus Transportation:** Transportation and Land Uses are not considered in isolation from each but in concert with the other. They are also defined in part by the buildings and land uses that are located next to them. Streets are comprised of the area where vehicles and pedestrians move, and the areas where buildings interface with the street.
- **Multi-modal Streets:** The design of multi-modal street types ensures that the design of the entire right of way – travel lanes, parking, bike lanes, medians, sidewalks, and street trees – is appropriate to and complements the adjacent land use. Multi-modal street types and land use types become the primary components of integrated land-use and transportation decisions. All streets contain elements of a multi-modal system in that they accommodate multiple travel choices, trip purposes and travel lengths. Since streets provide the transportation backbone for all of Cottonwood Heights, their design and operation substantially influence the extent that people will walk, bike, drive or use transit. Achieving a balance between travel mobility, land use access, and livability with the street system is critical to the implementation of the Plan.

  The primary challenge of obtaining a balanced multi-modal street design is that no two streets are generally designed the same ways due to the difference between mobility, access, interface and travel modes associated with each street. Multi-modal, livable streets are categorized by "type" based on their adjacent land use. While such categorization is an essential step in defining a multi-modal system, most jurisdictions have not fully or uniformly adopted this convention.

**Transportation and Traffic**

- **Transportation and Circulation:** The area's transportation system will allow people to circulate safely and conveniently on foot, by bike, on transits, or by automobile. Pedestrian-oriented improvements to streets, as well as the addition of a new transit hub (TBD) to the proposed City center, will give people more transportation choices.

**Neighborhoods**

- **Existing Neighborhoods:** The existing neighborhoods will continue to be the greatest strength of the Fort Union area. Emphasis will be placed on insuring that the neighborhoods remain strong. Specific neighborhood strategies include connecting neighborhoods, checking the strength of area neighborhoods, and proactively marketing these neighborhoods to potential buyers. Implementing a proposed Neighborhood Improvement Program to help neighbors work with each other the City.

**Design/Form**

- **Community Design:** Increased attention to community design elements will improve the appearance and function of the Fort Union area. Streetscape improvements will be vital to public property, to improve both the appearance and pedestrian-friendliness of the street. In addition, changes to private property, such as improved signage, enhanced landscaping, and façade improvements are recommended. Future development should meet guidelines for compact, pedestrian-friendly development that is connected to surrounding properties.

**Open Space and Parks**

- **Parks and Greenways:** The Fort Union area will have a fully developed and extensive park and greenway system that provides recreational and open space amenities for all area residents. The addition of a City center area with improved open space and parks and increased efforts to secure more area parks are recommended.

**Public Safety**

- **Community Safety:** The Fort Union area will provide a safe location for people to live, shop, work and recreate. Recommendations include focusing on possible crime "hot spots", a concerted effort to work with the international community to address crime, and formation of a Fort Union Business District that would have a crime watch program.

**Economic Development**

- **Business Community Association:** A focused Fort Union Business Association will be a key ingredient in the implementation of the recommendations in this Plan and the long-term success of the Fort Union area. This group might take on the following activities: marketing the area; recruiting businesses; providing a communications network for area residents, business owners, and property owners; serving as support for area merchants; sponsoring special events; and coordinating with Cottonwood Heights.

**Pedestrians and Bicyclists**

The pedestrian and bike policy of the Plan is to ensure that pedestrians and bicyclists can effectively interact with the area's transportation management efforts (access, transit and volumes) and are able to choose to live a pedestrian-oriented life within the corridor and its surrounding areas. The pedestrian and bicycle classification must provide for:

- Connectivity: well-connected streets, trails and bike lanes help to minimize distances to transit and area gathering spaces, thus encouraging ridership and promoting active living in the corridor. Connectivity also means creating a continuous network of unobstructed pedestrian and bicycle routes on both sides of the street wherever possible, with connections to cross the street at desired locations;
- Capacity: the sidewalks and bike lanes and paths should provide sufficient capacity for the pedestrian and cyclists' demands. A key design parameter is the sidewalk width. It is recognized that in parts of the corridor, there is sufficient opportunity to widen the sidewalks. However, in general, the sidewalk widths should be sufficient to accommodate larger volumes of pedestrians, in keeping with the concept of the pedestrian-oriented street; and
- Safety and security: Creating an active street, as proposed through the framework in the proposed Area Plan, is a key element in the creation of a safe and secure pedestrian environment.

**Zoning**

- **Building setbacks influence the character of the street**. New structures shall be constructed so as to maintain a traditional streetscape edge. The setbacks of adjacent structures and context of spacing between buildings shall be considered in determining the appropriate building setback. At a minimum, a new structure shall be constructed within a Build-to-Zone between 15' and 25' from the public street right of way. If site circumstances dictate, a new structure may be constructed as close as 10' of the public street right of way.
- **Building Orientation.** New structures shall orient their main entrance or storefront to a public street.
    - New structures shall maintain an Area Plan defined street edge in relationship to adjacent structures
- **Building Heights.** Building heights shall be generally compatible with one another and transition from the height of adjacent development within the area context of the corridor (more height allowance closer to intersections). The overall building height and number of floors shall comply with the dimensional requirements of the Cottonwood Heights Zoning Ordinance; however, wall Plane heights shall be "stepped back" to minimize the mass of the structure along the frontage or public way and doing the same if the property is adjacent to residential neighborhood.
- **Building Massing, Forms and Pedestrian Scale.** The size, mass and form of new structures must relate to the appropriate scale of neighboring buildings as well as the context of the corridor. The following architectural features and treatments should be used to enhance the character of new development and the corridor:
    - Avoid blank walls at ground-floor levels through the use of windows, trellises, wall articulation and other accent features.
    - Arcades, materials changes, awnings or other features.
    - Reduce the apparent scale of the building by introducing small-scaled architectural features, creating an irregular footprint and variations in roof forms and height of roof elements.
    - Enhance definition of each floor of the building through terracing, articulated structural elements, changes in materials, belt courses and horizontal trim bands.

**Landscaping**

- Required landscaping coverage shall be in accordance with the Cottonwood Heights' Zoning Ordinance Site Plan Regulations, and shall be required for all proposals in the Fort Union Corridor Area.

- **Trees.** Required street trees should be species which are native to Utah as available in (Appendix III, Fort Union landscape materials). Recognizing that site and growing conditions vary other appropriate street trees may be considered and approved by the Planning Commission.
- **Landscaping Plants.** Landscaping with native Plants and materials are strongly encouraged. However, recognizing the need to accommodate varying site and growing conditions, nonnative landscaping Plants may be permitted in accordance with recommendations in (Appendix III, Fort Union landscape materials).

**ORGANIZATION OF STREET CHARACTER CLASSIFICATIONS/ZONES**

Each classification is divided into 3 zones: the travel path, pedestrian zone and development zone. The character classification designated are organized by the recommended improvements located within the travel path and pedestrian zones in the implementation Plan of the study area Plan. The development zone generally begins at the line dividing public or private property from the right-of-way. In the Implementation Strategy section of the Area Plan establishes the urban design standards and guidelines for redevelopment within the development zone. Each Zone should be complementary of and compatible with one another.

**The Travel Path Zone**

The travel path is the section of the street in which vehicles and bicycles move. It includes bicycle lanes, travel lanes, turning lanes and medians, and is where pedestrians cross streets and access transit. The design of the travel path zone affects how much traffic a street can carry and how fast vehicles will travel. Equally important, the design of the travel path zone affects how people perceive the street. Wide expanses of asphalt and concrete with barren landscaping are perceived as barriers to pedestrians — who often choose not to cross such streets even when their destination is directly across the street.

The travel way connects with the pedestrian area along its length and connects with adjacent land use via driveways and intersections. The following are components of the travel zone.

**Street Intersections and Corners**
Street corners should be free of obstacles other than essential regulatory signs such as signal or stop signs. Forty-five degree ramps should be used to protect pedestrians from turning vehicles, as opposed to the entire corner being ramped.

**Street Intersection and Crosswalks**
Mid-block crosswalk treatments should be provided at all intersections. Crosswalks should be a minimum of ten feet wide and constructed of concrete, Bomanite, brick, or stone. In locations where there is a median, a pedestrian refuge should be provided. Currently, the street facilitates high traffic volumes, and in order to maximize pedestrian safety mid-block crossings will be well designated and are confidently recommended.

**Medians**
The use of a landscaped median should be provided to minimize conflicts between pedestrians and vehicles, reduce vehicular speeds, provide a safe refuge for pedestrians crossing the street, and visually soften the visual barrier of the street.

**Special Street Paving**
Special street paving and colors should be used at major intersections, to highlight the pedestrian connections and enhance the area and corridor's identity. Special paving could consist of colored concrete, with brick striping or a more decorative intersection concept.

**The Pedestrian Zone**
The pedestrian zone is the section of the street needed to move people between land uses, and between vehicles and land use. This environment includes on-street parking, curbs and gutters, tree lawns, sidewalks and bus stops. It is the interface between land use and the travel path. Often, amenities such as on-street parking and tree lawns achieve a dual purpose — they serve to slow down traffic in the travel path and provide a more attractive and safer pedestrian area. This will be particularly important on Fort Union Boulevard, where traffic speeds and unsignalized intersections limit pedestrian mobility. Pedestrian-friendly streets provide the basis for safe, active and livable areas. Along many sections of Fort Union, pedestrian amenities can result in sidewalk activity such as outdoor seating, encourage walking and bicycling, and contribute to the quality of life.

Attention to the pedestrian area and the design of connections to buildings and sites are critical to long-term transit viability. Every trip has a pedestrian component, but transit riders usually walk more than drivers do at both ends of each trip. If the connection from a transit stop to a destination is safe, comfortable, direct, and engaging, transit use becomes an attractive alternative to driving. If other needs can be met in the process, such as daily errands, the attraction becomes that much stronger. In addition, pedestrian amenities make a critical difference in the safety, comfort, and mobility of those who may not have the option of driving: the elderly, the disabled, children, or lower-income people. Given the civic and public uses in Fort Union area, these considerations are particularly important.

**Street Trees**

To enhance the character along Fort Union Boulevard, street trees with a minimum 25' canopy should be consistently installed at approximately 30' on center with tree grates in the sidewalk/park strip. Tree spacing will require more detailed design to ensure tree locations will not obstruct building entrances or corner visibility.

**Driveway Curb cuts**

Curb cuts along Fort Union Boulevard should be minimized to maximize pedestrian use on Sidewalks and reduce conflict points. When driveway curb cuts are unavoidable, they should be clearly marked for the pedestrians and motorists.

**Planter Boxes**

The installation of Planter boxes containing a mix of vibrantly colored flowers should be located along each of the sub-areas of Fort Union. These boxes could be temporarily located and displayed from Spring through Fall and removed for wintertime, or located with permanent irrigation and drainage designed within the Planters. These boxes could either be located between the edges of curbs and sidewalks, to act a s a pedestrian buffer to traffic, or be located as baskets attached to new City light standards.

**Lighting**

Street and pedestrian lighting should illuminate the sidewalk at a level that is consistent with pedestrian activities rather than vehicular activity. Using the City's custom street light fixture that combines both pedestrian and vehicular lighting should be considered along all areas of Fort Union. Pedestrian light fixtures should be mounted at a minimum height of 10 feet and a maximum height of 15 feet.

**Benches and Seating**

Benches, seating and other street furniture should be arranged to buffer noise and vehicular impacts, while taking advantage of sunshine in the winter, and shade in the summer. Sitting areas should be located in areas that will have the most pedestrian use, such as heavily traveled sidewalks and intersections, or near an outdoor restaurant seating area. Trash receptacles should be located at street corners and in high pedestrian activity areas.

**Sidewalks**

Sidewalks along Fort Union should be a minimum of eight to ten feet wide that includes a two foot park strip, leaving a 6 - 8 foot unobstructed pedestrian passageway. The park strip should consist of a two foot wide area from the inside of the curb. Extensions of the pavement into the public right-of-way, such as outdoor restaurants seating, public sitting areas, and awnings over store windows are encouraged as detailed in the PDD zoning category.

**Signage and Wayfinding**

Kiosks should be located to display timely information to help pedestrians find their way, direct them to destinations, or provide information on City activities. This kiosk could have an artistic design to tie into future project architecture, or be consistently designed to match other Fort Union kiosks.

**Theming**

Gateway and identity elements create symbolic entrance ways. Gateway treatments should be located at the intersections of 1300 East, Union Park, Highland Drive, and 2300 east to announce the arrival into the core of the Fort Union area. Such gateways may be created in a number of ways, including a change in the scale of existing or new buildings, a sense of enclosure due to building setbacks, street trees and landscaping, a monument, or special streetlights.

**Bicycle racks**

Bicycle racks should be grouped together and arranged in a regular pattern, rather than be dispersed randomly. It is recommended that a metal pipe, inverted "U" design be used throughout the study area because of their ease of use and minimal space required.

**Banners and flags**

Banner and flags should be located along Fort Union to announce special events and arrival into each of the character districts. These may be combined with pedestrian lighting or street lighting and should be changed or rotated at least every 2 months to create focus and attention in these areas.

**Bus stops**

Bus stops on Fort Union Boulevard should be designed to include all of the necessary furniture and shelter to make bus use pleasant. Shelters may incorporate transit maps, benches, news racks, bike storage, surface paving, trees, landscaping, and other amenities. The shelter design should be consistent with other stops in the City to create a transit identity and visual unity. The shelters should be visible to pedestrians, incorporate clear signage, and be well lit.

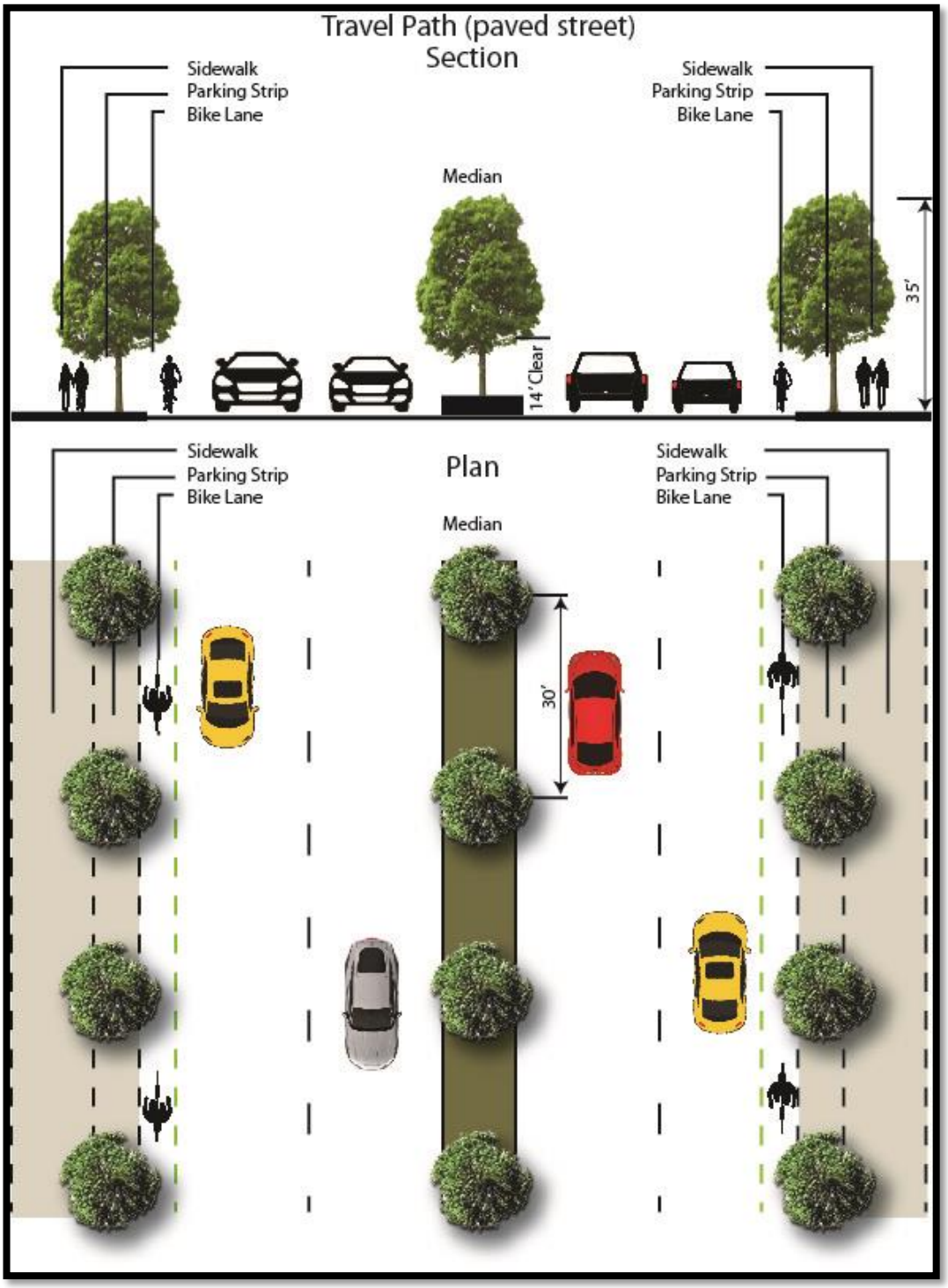
**Public Art**

Public art is should be encouraged in all areas along Fort Union, especially, using the power poles, at public plaza areas, commercial open space areas and should be incorporated along the corridor to enhance the image of Cottonwood Heights and Fort Union Boulevard.

**The Development Zone**

The development zone is where land uses meet the street (e.g. building faces, front yards, plazas, etc.), and it is fundamental to how the street looks and feels to its users. In the Implementation Strategy section design standards and guidelines address development within this zone.

Urban design focuses on character and aesthetics and includes building orientation and placement, streetscapes, lighting, landscaping themes and building architecture. It encompasses the mix of uses as well as how uses are accessed. Urban design also addresses the appearance of buildings, both from the standpoint of pedestrians in the pedestrian zone and passengers in vehicles traveling through the travel path zone. Successful streets are achieved through a careful coordination of both streetscape design and urban design.



**IMPLEMENTATION STRATEGY**

- Overview
- Redevelopment Strategy
- Plan Implementation
- Priority Actions
- Street Improvements
- Implementation Action Tables

**OVERVIEW**

Successfully implementing the approaches, strategies and Plan objectives described in this Area Plan will require strong leadership working with new and established partnerships. These partnerships will be assigned the task of advancing the overall agenda and guiding it through challenges that inevitably arise with implementation. Depending upon the nature of the strategy, platform, or initiative, the partnerships and tools for implementation will vary. True change in the area neighborhoods in and around the Fort Union corridor, whether residential or commercial, will result from a concerted effort by all parties, each doing what it can within its lawful and financial rights. Given the costs and the extended time frame required to implement many of the Plan's objectives, the need for strong, ongoing partnerships will be especially critical as the area's political and economic dynamics change.

Execution of the Fort Union Area Plan will require action by many different departments of the City: Community Development, Public Works, Engineering, Building, Police, and Finance. The City will need the assistance of Utah Transit Authority and Cottonwood Park and Rec to determine what will be needed for the Area Plan performance. The City will take the lead in coordinating the area wide actions and will implement many of them. In some instances the City will establishing funding mechanisms that will cover costs ahead of time for capital projects. However, much of the look and feel of the Area will be determined by the architecture, landscaping, lot and building layout, and maintenance of individual developments. The City's Design Standards and Guidelines will be used and are intended to ensure a consistent, high-quality appearance for the Area which lends itself to a livable and pedestrian-oriented environment, while allowing the creativity of different projects to add a unique element to the community. The tables at the end of this chapter lay out the actions, responsible parties, and timeframes needed to ensure the Plan's implementation.

As part of adopting the Fort Union Area Plan, the City is also adopting amendments for the General Plan and the Zoning Ordinance in order to ensure consistency between the Planning documents. The General Plan amendment adds references to the new Small Area Plan, new land use designations, and implementation policies to the Land Use, Transportation, Parks and Open Space, Urban Trails, Housing, Social and Economic Conditions Elements. In addition, the Land Use Map is amended to reflect the new land use designations in the Area Plan. A previous Zoning Ordinance revision added the zoning category of Planned Development District (PDD).

This section outlines the implementation program for the Fort Union Boulevard Area Plan. The implementation section includes the following components:

- An overview of the ways that an Area Plan can bring about economic investment and desired physical improvements;
- A summary of the types of new development that are likely to be economically viable in the Plan area;

- An analysis of the existing economic conditions influencing current and future development potentials in the Area Plan area;
- A description of various economic development "tools" or implementation approaches available to the City of Cottonwood Heights to achieve the Plan objectives;
- A discussion of potential private sector involvement in carrying out selected Plan activities;
- Assessment of potential funding mechanisms for implementation of key Area Plan initiatives;
- A summary matrix that identifies the Area Plan tools and strategies applicable to the three sub-area Districts (and key opportunity sites) defined in the Plan;
- Policy and regulatory actions such as changes in land uses, zoning, development standards (by City), creation of special districts, facade improvement programs, etc.;
- An Area Plan "Action Plan" summarizing all of the Plan recommendations and improvements including; recommended public improvements and programs, timing of projects and programs, responsible agency and estimated order of magnitude costs; and
- A funding mechanisms resource guide summarizing potential funding sources from local, state, and federal levels. This guide will likely need updating from time to time as these financial opportunities change with frequency. The funding resource guide will be published separately from the Plan.

**REDEVELOPMENT**

**Encourage redevelopment, development and infill projects / Zoning**

Cottonwood Heights will need to work with willing property owners and interested developers to create a Corridor that encourages pedestrian activities and helps create an attractive place for the City's residents to live, work and play. To achieve this, the conceptual Area Plan illustrating the vision for redevelopment is proposed in the Fort Union Area Plan. However, additional studies maybe needed to fully examine the transportation and design elements to accomplish the vision that will guide all future development activities.

The Fort Union Corridor Implementation Program does not recommend specific infill development projects. Most development and/or redevelopment proposals for new projects will occur by initiative of private owners. The Corridor will be faced with substantial interest from the private and public sector in accommodating new structures and facilities over the next 3-5 years. The proposed Fort Union Area Plan Zoning Map will define the specific areas and uses allowed and regulates the design and context of buildings and sites. New uses would entail substantial public infrastructure improvements. Some projects, such as sidewalk improvements, on-site flood protection, and mitigation of hazardous contamination, are the responsibility of the developer and are paid through direct improvement costs or impact fees. However, experts say that the high risk and many constraints of infill development make it unlikely that substantial private redevelopment would occur without some public investment. Most new projects similar to these have involved a significant municipal role, either through CDA funding or infrastructure improvements. Other communities have used these and other techniques, such as staff technical support, brownfield cleanup sites, and land assembly, to encourage infill development. These communities have recognized that shifting the focus from undeveloped development to appropriate infill development can help address goals to increase mobility for transit, bicyclists and pedestrians, promote vitality of these areas, provide efficient utilization of existing facilities and services, and increase community identity and pride. The Fort Union Corridor is an area that can benefit from a larger public role, although one that is balanced against the needs of the larger community.

The lack of large enough parcels to make economically feasible projects is one of the greatest barriers to urban development as envisioned in the Area Plan strategy. Along the corridor are a few undeveloped or

underdeveloped parcels and potential opportunities for land assemblage into larger mixed-use projects. Combining smaller adjacent parcels of land to create larger parcels is one strategy that will help to attract developers and begin the process of redevelopment. In addition, undeveloped and underdeveloped lots break up the visual and spatial connectivity along the Corridor. As envisioned in the Area Plan, infill development and redevelopment can transform this arterial commercial corridor into a vibrant mixed-use extension of City.

**Zoning and Related Land Use Controls.** From an economic perspective, five key issues need to be addressed as it relates to zoning within the Plan area:

- Allowable densities need to be high enough to facilitate market-driven redevelopment of selected parcels given the relatively high land values in the Plan area. As noted previously this will be particularly important as it relates to housing development, with higher densities (20-36 du/acre) likely being necessary to attract private investment.
- Zoning should allow the flexibility to develop desirable land uses for which the future market is uncertain. The prime example is Office R&D space. The development density (and related ability to support high land costs) for office R&D uses varies widely. Thus, it is not a "given" that office R&D uses will be attracted to the Plan area given the relatively high property values. Nevertheless, office R&D is clearly a land use that would be desirable within some segments of the Plan area. From a strategy standpoint, the most appropriate way to handle this uncertainty would be to allow office R&D uses to be built within selected sub-areas. That way, the Plan would allow these uses should the market materialize for them, but will not preclude other desirable uses (e.g., office space) for which demand may prove to be more immediate.
- Parking Reductions and Park and Ride Districts: Perhaps the most effective tool available to the City in terms of encouraging revitalization of key properties is to allow limited reductions in parking requirements at transit nodes and establish parking districts in other key sub-areas. Due to the 'built-out' nature of the area and existing land values, new development must derive an incentive to redevelop. The greatest limitation on development density is the amount of land dedicated to parking. By limited and strategic reductions in parking requirements, and creation of special districts supportable by the proximity to transit pedestrian orientation, mix of uses and trip reductions and critical incentives can be provided for new development.
- The City must reference the Area Plan when considering amending its existing Zoning Ordinance and Map to reflect the Plan's goals, objectives, and policies.
- The City should make use of the Planned Development District zoning to develop quality development standards and coordination between owners for commercial redevelopment.

**PLAN IMPLEMENTATION**

One of the most important elements of the Fort Union Area Plan is identifying the implementation programs that will result in the desired changes articulated by the Plan. The Area Plan identifies components that form the "road map" that will guide City staff, property owners, developers, and residents alike in creating positive change as outlined in the Area Plan. These topics deal with economic development tools, the involvement of the private sector, potential funding mechanisms, policy and regulatory actions and most importantly, an Area "action Plan" which summarizes all of the Plan recommendations and improvements. The priority implementation actions include:

- Implementation of targeted streetscape improvements for the identified Sub-areas.
- Initiation to assess the opportunities for urban open space and community service facilities in the Community and Canyons sub-area districts.

- Implementation of the 2016 Trails and Bike Plan for connecting area trails and bicycle lane installation on Fort Union.
- Look for possible parking/park and ride zones for the area and for Big and Little Cottonwood Canyons and where public parking spaces could be used for area businesses to share.
- The increased effort and focus on code enforcement within the Plan area.
- Initiations of feasibility studies to extend and enhance the UTA Transit Service with connection to the Planned light rail stations in the region and to further Plan the feasibility of installing bike routes or lanes on Fort Union Boulevard and adjoining local streets.
- Municipal code revisions to implement the zoning, land use and development standards as proposed by the Plan.

**PRIORITY ACTIONS**

The recommendations of the Fort Union Corridor Area Plan outline a forward-thinking, forward-moving implementation schedule to accomplish the City's overall goal for the area Plan. These implementation items will assist the City in developing projects and policies, and administering programs to bring about appropriate change within the Fort Union Corridor. While any of these recommendations could be implemented at any time, some of them are considered as priority actions that should be implemented within the first 1-2 years of the Plan to visibly affect change. The other actions are also integral to the success of transforming Fort Union and have been described in detail in the following section. Following are some of the required steps (actions) for implementing the City's vision.

**Ongoing Actions:**

- Actions that relate to creating a "conducive development environment" that is consistent with prevailing market demand for various land uses.
- Actions that relate to providing direct or indirect financial assistance to area businesses, property owners, and key development projects.
- Work towards developing the Area Plan for the Fort Union Corridor to visually guide potential development projects in a layout that is generally similar to the existing City pattern of development.
- Work with willing property owners on redevelopment, development and infill projects, such as, among others:
    - State Liquor Store Shopping Center on the north side of Fort Union, west of Highland Drive
    - Hillside Plaza at 2300 East and Fort Union
    - Residential properties along Fort Union
    - ARC Shopping Center on the south side of Fort Union, west of Highland Drive
    - Dan's Center
    - Office properties
- Work towards land assemblage and lot consolidation to create larger redevelopment sites.
- Encourage infill development and redevelopment of parcels through the optional method of development process.

**Short Term Actions:**

- Revise the Fort Union zoning to accommodate current single and multi-family residential to Residential Office and/or Mixed Use and commercial zonings to Planned Development District to promote possible development or redevelopment on those properties along the Fort Union

frontage. Any proposed development adjacent to any existing single family development, will take added steps to buffer with landscaping and parking those adjacent uses.

- Rezone the residential areas between 1300 East and Highland Drive, immediately adjacent to Fort Union as a transitional area that could be redeveloped with higher density residential, such as houses/row houses, 2 over 2 residential units and multifamily housing above commercial on Fort Union.
- Stripe bicycle lane on Fort Union to connect Union Park to 3000 East and then complete bike improvements on 3000 East.

**Outstanding Actions:**

- Provide design assistance and grants (loans) to existing business owners to improve or upgrade facades, signs, buildings or sites. Expanding the Fort Union boundary to include the properties north and south of the intersections at 2300 East, Highland Drive, 1300 East and Union Park will provide additional resources for this effort. The area Plan recommends implementation actions that will revitalize the Study Area into an attractive destination with a pedestrian friendly environment. It offers strategies that will enhance the existing strip development along the Corridor while reversing some of the negative effects of its existing suburban strip development character. Four major areas of concentration have been identified to address the critical issues impacting the Study Area.

- **Fort Union Boulevard/Corridor Redevelopment/Infill Development**
    - This section describes the strategies that will be undertaken by Cottonwood Heights to pursue the short-term redevelopment scenario and the conceptual Area Plan for Fort Union and attract new infill development, redevelopment, and land assemblage.
- **Streetscape Design and Identity**
    - Strategies are outlined in this section to construct an overall streetscape design Plan to enhance the urban setting and promote pedestrian activities in the Project Study Area.
- **Transportation and Traffic Management**
    - Strategies for developing a system that will improve access, reduce congestion and generally improve traffic management along Fort Union will be discussed in this section.
- **Connectivity**
    - Ensuring that people can easily and safely move within the Study Area and connect to other adjacent destinations through a multi-modal transportation system is integral to the success of the vision for the Fort Union Corridor. This section addresses this vital need.

The Fort Union Boulevard Area Plan includes a wealth of information and targeted direction to assist the City and its residents to improve the quality and character of this portion of the City. It is the intention of the Plan to provide clear direction, yet maintain some degree of flexibility to enable positive, opportunistic changes in support of Plan goals to occur in the future.

The potential applicability of each of these program types to the Plan area is discussed below.

**Streamlined permitting and entitlement.** A key advantage to adopting an Area Plan is that it provides a vehicle for expedited approval of development proposals that are consistent with the community vision established by the Plan. Developers consistently cite this type of provision as a key factor in selecting the communities where they will pursue projects. In this regard, it is essential that the adopted Plan remove

to the maximum degree possible the need for discretionary approvals for projects that fall within the development "envelope" established by the Plan.

**Area-wide infrastructure investments**. The Area infrastructure improvements proposed as part of this Plan are identified in the Implementation Chapter of this study. Area-wide "amenity" investments in the form of streetscape improvements such as street trees, street furnishings, lighting and banners, sidewalk crosswalk improvements will serve to "set the table" creating an upgraded urban environment to encourage new private investment. The Area streetscape upgrades proposed in this Plan are identified in the Implementation Chapter of this study.

**Financial Incentive/ Assistance Programs** Reductions of local taxes/ fees. Consistent with the desire to retain the Plan area as a "last bastion" of small business, the City should review its existing business tax structure to identify potential incentives that could be offered to small businesses in the Plan area. To the degree it is not fiscally feasible to offer a reduction in business license taxes to all small businesses in the area, the Plan should at a minimum offer Area, one-time reductions to businesses that participate in other facility improvement programs included in the Plan. For example, building façade improvements completed using the loan/ grant funds described below could be exempted from construction taxes. This would be consistent with incentives the City has offered in other parts of Cottonwood Heights.

**Marketing program.** Marketing initiatives can improve the Plan area's prospects with respect to attracting both investors (i.e., new development) and consumers (i.e., revitalization of existing uses). A key thrust of the overall Plan implementation should be to elevate the image and market "identity" of the Plan area as a whole and of key Sub-areas. The following types of marketing activities are appropriate for the Plan area:

- Establish a marketing committee representing a broad spectrum of interested stakeholders (property owners, business owners, developers, City staff, area residents, etc.).
- Identify the key "messages" and "audiences" for the marketing campaign.
- Prepare a marketing Action Plan incorporating the types of programs outlined below and reflecting the Area input and priorities of the marketing committee.
- Develop graphic materials and color palettes to support the identified marketing messages.
- Provide oversight and guidance during preparation of streetscape, signage and other physical improvements that reinforce the "flavor" and desired name recognition of the Plan area and key sub-areas. As a potential supplement to permanent improvements, a pole banner (or similar) program could be implemented on a seasonal basis to expand consumer recognition of the Plan area as a "place" and to support Area special events, etc. This type of activity will be especially important in sub-areas where the City would like to promote pedestrian-oriented uses.
- Establish an annual calendar of special events aimed at attracting additional "foot traffic" to sub-areas where a pedestrian orientation is desired.
- Implement a print media advertising campaign to: a) expand general consumer awareness of the Plan area and b) promote Area special events. Where appropriate, the print media campaign can be supplemented by radio advertising.
- Set-up a "Fort Union Area Plan" page on the City's Web site.
- Implement a direct mail campaign to existing businesses within the Plan area to encourage their participation in planned improvements and to make them aware of business assistance programs available through the City.
- Involve code enforcement to assist with beautification and marketing goals.

It should be emphasized that marketing programs of this nature are typically most effective when supported by both the public and private sectors. Whereas it is likely that the City would have a role in facilitating the initiation of a Fort Union Area Plan marketing program, it is anticipated that the business community would be responsible for long-term management of the effort. Potential funding mechanisms for the indicated marketing program are described below.

**Technical assistance programs.** Consistent with the emphasis on revitalization of existing facilities and with the desire to retain the "mom and pop" character of the Plan area's business base, technical assistance programs for small businesses should be an explicit part of the Plan implementation. This will be especially important as other parts of Cottonwood Heights focus more on new development that may tend to displace small, independent businesses with national chains. The City's existing small business program should be expanded within the Plan area, with events offered at Plan area locations. The City should also implement a Fort Union Area small business outreach program (by direct mail) to increase the business community's awareness of available assistance programs and to encourage contact with City business assistance specialists if they are facing any Area problems that may threaten the viability of their business.

**Code Enforcement**: Important steps can be achieved towards the goal of community beautification through consistent and on-going code enforcement. Cottonwood Heights has a very comprehensive public policy aimed at maintaining a high quality community setting. Many of the goals and Plan recommendations can be implemented by enforcing existing codes. This Plan recommends establishing a code enforcement component within the marketing program. Some of the Area code enforcement / compliance issues to be dealt with include:

- Graffiti abatement
- Snipe signs
- Vandalism

**Land assembly.** Often development in a largely built-out Area Plan area is facilitated by land assembly efforts of the public sector. That is, a public entity purchases small parcels of land and assembles them into market-ready development sites that can be resold to private developers. In most cases this function is carried out by a redevelopment agency using its powers of eminent domain. Given that the Fort Union Boulevard Area Plan area does not include any Cottonwood Heights redevelopment project areas, opportunities for land assembly in the Plan area are likely to be very limited. However, one specific opportunity that does exist for land assembly is the in the area immediately surrounding the Planned Gold Line station on Allen Avenue. In this instance, the land acquisition would be pursued by the Utah Transit Authority (UTA). Given the ability to assemble a viable development site and the enhanced land use demand associated with the station, this represents a key opportunity site for high density, mixed-use development.

**Loan/ grant programs.** An important program the City could implement to facilitate desired physical improvements to existing structures in the Plan area would be a facade improvement loan and/or grant program to assist property owners in making external improvements to their buildings consistent with the design guidelines articulated in the Plan. The grant program should be modeled after the City's existing Storefront Improvement Program, which provides matching grants for the following types of improvements:

- Cleaning and repair
- Awnings
- Doors
- Lighting

- Painting
- Signs
- Tile
- Windows
- Permanent landscaping
- Rehabilitation of generally significant buildings (exterior and interior spaces)

Ideally, an additional pool of funds earmarked specifically for Fort Union should be established as part of the Plan implementation. To complement the matching grant program, the City should also consider establishing a revolving loan fund to assist property owners making more costly (i.e., structural) improvements to their buildings.

**Project-specific infrastructure assistance**. In addition to area-wide infrastructure improvements, there may be specific development projects for which it is advantageous for the City to provide financial assistance for the development of on-site or project specific infrastructure. A common example of this arrangement is the development of a public/ private parking structure to serve a private retail shopping center. Given the limited amount of new retail space that is anticipated for the Plan area, this type of assistance may have limited applicability. At any rate, these arrangements are typically negotiated on a case-by-case basis (reflecting the specific public benefits that can justify the public investment) and subject to a development agreement.

**Potential Funding Mechanisms**

Several major categories of funding mechanisms are potentially applicable to the Plan area (refer to the funding mechanism resource guide in this chapter for additional funding sources):

- Formation of a Business Improvement District (BID) to fund various improvements and activities within the Plan Area (or selected sub-area districts);
- Establishment of a parking district to facilitate the development of area parking lot(s) in the Commercial and Community sub-area districts;
- Grants that are designed to reduce vehicle congestion, promote the use of transit, improve housing and urban development , beautify major road corridors, and restore significant architecture should be pursued;
- Funding allocations through the City's annual Capital Improvement Plan (CIP) process (for major infrastructure improvements in the Plan area).

**Business Improvement District.** A Business Improvement District (BID) is a mechanism for assessing and collecting fees that can be used to fund various improvements and programs within the District. The range of activities that can potentially be funded through a BID is broad, and includes parking improvements, sidewalk cleaning, streetscape maintenance, streetscape improvements (i.e., furniture, lighting, planting, etc.), promotional events, marketing and advertising, security patrols, public art, trash collection, landscaping and other functions. The City of Pasadena has several existing BID's.

Within the Fort Union Area Plan area, the following activities would be ideally suited for BID funding:

- Marketing activities (including Planning, media/ banner development, special events organization, and ongoing advertising);
- Landscape and streetscape improvements; and
- Parking improvements (see additional discussion below).

While it was beyond the scope of the initial Area Plan effort to conduct a feasibility Plan for the formation of a BID, it is recommended that this step be pursued during the initial stages of the Plan implementation. Generally speaking, the BID format works well for marketing and other programmatic activities that serve to directly benefit area businesses (i.e., tenants), whereas a PBID may be more appropriate for permanent physical improvements that stand to improve property values in the area. It should also be noted that given the size and diversity of the

Plan area, it may be appropriate for separate BIDs to be formed for different sub-areas of the corridor. In this way, the collected funding could be more specifically targeted to the unique improvement and programmatic needs of each sub-area district.

**Partnerships**

This Plan, its vision and recommendations contained herein cannot be implemented or initiated only by Cottonwood Heights. The City simply does not have the financial, staffing, or the appropriate government role to undertake all of the Plan objectives and actions. Like many endeavors, success depends upon partnerships and uniting around a common vision and strategy. It is the intent of this Plan to provide a vision from which the Fort Union stakeholders, groups, residents, and businesses can assume a role for themselves, initiate partnerships and actions and bring this vision for the Fort Union Area Plan to fruition.

**Capital Improvements Program**

A Capital Improvements program organizes City expenditures for capital improvements, as proposed in the Fort Union Plan area. A Capital Improvements Program links development policies established in the Plan to future receipt and expenditure of funds and construction of capital improvements. The City should systematically review all capital projects for consistency with the adopted goals, objectives, and policies established in this Plan. A Capital Improvements Program was not part of this Planning process.

**STREET IMPROVEMENTS**

FORT UNION MEDIANS
FORT UNION BLVD FROM UNION PARK AVENUE TO 3000 EAST
COTTONWOOD HEIGHTS, UTAH
EX.2
FORT UNION BLVD.
HIGHLAND DRIVE
GREENFIELD WAY
BROOKFIELD DRIVE
MELLE DRIVE
PONDEROSA DRIVE
NYE DRIVE
WHITMORE WAY
MILLAN MILE LANE
TOWNCREST DRIVE
2300 EAST
PROMENADE DRIVE
7630 SOUTH
ROUND END ISLAND
DIAGONAL END ISLAND
MEDIAN ISLAND
STREET LIGHT SL-01
STREET LIGHT SL-02

FORT UNION MEDIANS
FORT UNION BLVD FROM UNION PARK AVENUE TO 3000 EAST
COTTONWOOD HEIGHTS, UTAH
EX.3
FORT UNION BLVD.
PROMENADE DRIVE
SUNSET HILLS CIR
TAHOE TRAIL WEST DRIVE
CINNABAR LANE
VIRGINIA HILLS DRIVE
HOLLOW RIDGE ROAD
KNOLL ASPEN COVE
SUNSET CIR
2700 EAST
2825 EAST
2850 EAST
2925 EAST
3000 EAST
ROUND END ISLAND
DIAGONAL END ISLAND
MEDIAN ISLAND
STREET LIGHT SL-01
STREET LIGHT SL-02

**IMPLEMENTATION PLAN ACTION TABLES**

The vision and goals presented in the Fort Union Boulevard Area Plan are supported by the following Implementation Strategic Plan. The Plan provides a summary of the Area Plan recommendations and is presented in a table format providing a clear listing of the major programs, projects and actions needed for implementation. The table also identifies the responsible agency or party and potential timing of the action. The table is organized to discuss regulatory actions, programs and improvement projects for the entire Plan area with specific direction for each Fort Union sub-area district. Timing of project improvements and/or programs could vary or change without notice.

Project Timing*: Category 1 = 1-2 years; Category 2 = 2-3 years; Category 3 = 3-5 years; Category 4 = 5+ years

| | Action | Section | Timing | Lead |
|---|---|---|---|---|
| | Category 1 | | | |
| 1. | Complete a traffic study that clearly identifies the threshold of the 2300 East, Highland Dr, 1300 East and Union Park/Fort Union Blvd intersections. | Transportation | Category 1 | CED/Engineering |
| 2. | Work with the City Engineer1. on the design of where full access points along corridor will occur for alleviating congestion an d controlling traffic to explore a range of creative solutions to improve access to the Fort Union Boulevard area | Transportation | Category 1 | CED/Engineering |
| 3. | Plan Bicycle Facilities - Designate and mark bike lanes on streets within plan area. Pursue other bicycle routes and improvements throughout area. | Transportation | Category 1 | CED/Engineering |
| 4. | Formally adopt the Level of Service standards for intersections along Fort Union: Level of Service D for these intersections and level of Service C for remainder of corridor | Traffic Improvements | Category 1 | Engineering |
| 5. | Establish a funding mechanism for maintenance of streetscape improvements. New landscaping within City right-of-way may need to be funded through this mechanism | Streetscape Improvements | Category 1 | Public Works |
| 6. | Streetscape Design Master Plan will need to be prepared that details designs and specifications for each section along Fort Union. Factors that need to be resolved, including location of utility lines, location and spacing and species of street trees, variations in conditions at different points along the street, street access points, relationships of street improvements with curb cuts, etc. | Streetscape Improvements | Category 1 | Public Works |
| 7. | Install wider sidewalks - Construct wider sidewalks in specific areas along Fort Union | Pedestrian Improvements | Category 1 | PW/Engineering |
| 8. | Develop new mixed use zoning for the Fort Union Boulevard area as part of the ongoing zoning code update process. | Land Use | Category 1 | CED |
| 9. | Research additional funding sources for a grant program to improve existing storefront for all properties within the Commercial, Community and 2300 East areas that qualify. | Façade Grant Program | Category 1 | CED |
| 10. | Amend Cottonwood Heights General Plan sections related to Plan Area | GP/Zoning | Category 1 | CED |
| 11. | Prepare a Redevelopment Implementation Plan for the Fort Union Area based on anticipated revenues | Redevelopment | Category 1 | CED |
| 12. | Install Medians along Fort Union (based on location) | Improvements | Category 1, 2 | Engineer/PW |
| | Category 2 | | | |
| 13. | Create a signature entrances reflected in Blu Designs concepts (see attached) to the Fort Union Corridor area at Union Park and Highland Drive intersections. | Transportation | Category 2 | CED |

| | | | | |
|---|---|---|---|---|
| 15. | Work with Rocky Mountain Power and other utility providers to determine scale and scope of undergrounding utilities or beautification of utilities. | Infrastructure | Category 2 | CED/RMP |
| 14. | Examine the possibility of a new special improvement district (SID) in the area as a funding source for parking improvements that could eliminate on-site parking. | Transportation | Category 2 | CED/Public Works |
| 16. | Establish and implement a travel demand management (TDM) program. Establish a funding mechanism to pay for the costs of the program, including the cost to administer the program. The program would include coordination with regional ride-sharing organizations, and provision of transit information; and could also include sale of discounted transit passes and provision of shuttle service to key destinations. | Transportation | Category 2 | Engineering |
| 17. | Use infrastructure planning to introduce new sustainable development practices in the area and pursue public/private partnerships for demonstration projects | Infrastructure/ Sustainability | Category 2 | CED/Public Works |
| 18. | Encourage the use of permeable surfaces to reduce the required on-site event retention to no more than 10 years | Infrastructure/ Sustainability | Category 2 | Public Works |
| 11. | Analyze bonds necessary to implement capital facilities in the Fort Union Area and issue bonds as warranted. | Bond Issuance | Category 2 | Finance/PW |
| 12. | Prepare Master Storm Drainage Plans for each sub-district of the Study Area prior to approval of Zoning Permits for new buildings in that sub-district. | Storm Drainage | Category 2 | Engineering |
| | Establish a funding mechanism to acquire land for parks and build parks improvements in the Fort Union Area, using a combination of any or all of the following: private property owner land dedication, impact fees, RDA funds, State and Federal grants, etc. | Parks and Public Spaces | Category 2 | CED/Engineering |
| | Install transit shelters, seating, waste receptacles, and signage at all transit stops | Transit Improvements | Category 2 | Engineering |
| | Coordinate with UTA on every transit stop/station and the Fort Union line to ensure that the planning and design is consistent with the goals and policies for the Fort Union Area Plan. | Transit Improvements | Category 2 | Engineering |
| | Initiate a plan for the creation of a Business Improvement Districts (BID) in the various sub-area districts. The plan should examine the feasibility of a BID, formulate the exact structure and economic program and to assist with the implementation. | Econ Dev | Category 2 | CED |
| | Evaluation of UTA Public Parking - Initiate a Plan to determine if additional public parking may be needed to support Plan goals and the Fort Union transit station. The Plan should evaluate acquisition and conversion of residential lots along as one potential location. | Transit Improvements | Category 2 | Engineering |
| | Beautification Recognition Program - Initiate a program to provide recognition for beautification efforts including; façade and architectural enhancements, landscaping, upkeep and maintenance. | Area Beautification | Category 2 | CED |
| | Commercial Sub-area –<br>• Plant street trees on both sides of street (approximately 1/40') where gaps exist<br>• Install decorative pedestrian streetlights (approximately 1/100') with banner attachments both sides of street<br>• Install landscaping in large Pots/planters in clusters with irrigation where feasible<br>• Install benches, trash cans, & bus shelters at transit bus stops, assume 2-3 locations | District Streetscape Improvements | Category 2 | CED/ PW /Engineer |

| | | | | |
|---|---|---|---|---|
| | • Install 8' sidewalks<br>• Install public art per Arts Comm.<br>• Install directional signs with attractive logo/graphic in medians | | | |
| Category 3 | | | | |
| 13. | Work on creating the Fort Union Boulevard Area as a Sustainability District that serves as a model for green infrastructure and innovative concepts. | Infrastructure/ Sustainability | Category 3 | CED/Engineering |
| | Create clearly defined transit stops within the area. | Transportation | Category 3 | CED/UTA |
| | Explore partnerships and funding opportunities for locating future public parking for the area by using older, dilapidated homes and properties. | Transportation | Category 3 | CED |
| 17. | Community Sub-area –<br>• Plant street trees on both sides of street (approximately 1/40') where gaps exist<br>• Install decorative pedestrian streetlights (approximately 1/100') with banner attachments both sides of street<br>• Install landscaping in large Pots/planters in clusters with irrigation where feasible<br>• Install benches, trash cans, & bus shelters at transit bus stops, assume 2-3 locations<br>• Install 8' sidewalks<br>• Install public art per Arts Comm.<br>• Install directional signs with attractive logo/graphic in medians | District Streetscape Improvements | Category 3 | CED/ PW /Engineer |
| | Construction Standards - Establish standards, inspection protocols, and enforcement mechanisms for construction requirements, including: noise, dust control, truck routes, habitat protection, erosion protection, run-off filtration, etc. | Construction Controls | Category 3 | CED/Building |
| 18. | Canyon Sub-area –<br>• Install landscaped and irrigated median & gateway monument west side of Wasatch Blvd<br>• Widen sidewalks between 2300 East to 3000 East<br>• Plant street trees on both sides of street (approximately 1/40') where gaps exist<br>• Install decorative pedestrian streetlights (approximately 1/100') with banner attachments both sides of street<br>• Install benches, trash cans, & bus shelters at transit bus stops<br>• Install directional signs with attractive logo/graphic in medians<br>• Install public art per Arts Commission | District Streetscape Improvements | Category 4 | CED/ PW /Engineer |
| Economic Development Department (ongoing project/program work) | | | | |
| Conduct business attraction programs to induce businesses and accommodation services to locate in the Fort Union Area. | | Economic Development | Category 1 | CED |
| Establish one or more marketing committees (e.g., Union Park areas) representing a broad spectrum of interested stakeholders and develop a marketing program including; identifying audience and message, prepare action plan, develop graphics, involve code enforcement, develop calendar of events and activities and a supporting advertising campaign, create web site, develop outreach program to area businesses. | | Economic Development | Category 1 | CED |
| Work on creating Retail Attraction Program - Market the area to retailers and retail brokers, and use incentives | | Economic Development | Category 1 | CED |

| | | | |
|---|---|---|---|
| Initiate a technical assistance program for the entire Area Plan area. A component of this program should be outreach and education to small businesses and expansion of the City's existing small business workshops program. | Economic Development | Category 1 | CED |
| Develop a brand for the Fort Union Boulevard area to create a sense of identity. | Econ Dev | Category 1 | CED |
| Development Review - Ensure that the recommendations for private development concerning design guidelines and urban design are carried out per adopted City development review procedure. All new buildings along Fort Union Boulevard of 5000 square feet or more shall be subject to design review. | DRC Assistance | Category 1 | CED |

*from adoption of plan

# Appendix A: Streetscape Improvement Cost

## Capital Improvement Projects (CIP)

### Cottonwood Heights
**Ft. Union Boulevard Medians (Corporate)**
Probable Construction Cost Estimate
03.08.2016

| Item | Item Description | Qty. | Units | Unit Price | Total |
|---|---|---|---|---|---|
| 1 | MOBILIZATION / DEMOBILIZATION | 1 | L.S. | $ 22,817.16 | $ 22,817.16 |
| 2 | SITE CLEARING AND GRUBBING | 9,735 | S.F. | $ 0.25 | $ 2,433.75 |
| 3 | WATER SERVICE | 1 | L.S. | $ 5,000.00 | $ 5,000.00 |
| 4 | STORM DRAINAGE | 1 | L.S. | $ 1,250.00 | $ 1,250.00 |
| 5 | LIGHTING/ELECTRICAL* | 1 | L.S. | $ 10,000.00 | $ 10,000.00 |
| 6 | ADA RAMPS | 0 | EA. | $ 1,500.00 | $ - |
| 7 | DISTRICT MONUMENT | 3 | EA. | $ 12,500.00 | $ 37,500.00 |
| 8 | WATER FEATURE | 1 | L.S. | $ 50,000.00 | $ 50,000.00 |
| 9 | PLANTERS | 12 | LF. | $ 10,000.00 | $ 120,000.00 |
| 10 | DECIDUOUS TREE (2-1/2" CAL.) | 15 | EA. | $ 400.00 | $ 6,000.00 |
| 11 | EVERGREEN TREE (8' HT.) | 0 | EA. | $ 375.00 | $ - |
| 12 | ORNAMENTAL TREE (2" CAL.) | 12 | EA. | $ 325.00 | $ 3,900.00 |
| 13 | SHRUB BED (PLANTS, 12" TOPSOIL, 3" MULCH) | 9,735 | S.F. | $ 5.00 | $ 48,675.00 |
| 14 | IRRIGATION SYSTEM - DRIP | 9,735 | S.F. | $ 2.00 | $ 19,470.00 |
| 15 | PERMITS AND FEES | 1 | L.S. | $ - | $ - |
| | | | | | |
| | | | | SUB-TOTAL COST | $ 327,045.91 |
| | | | | 15% Contingency | $ 49,056.89 |
| | | | | TOTAL ESTIMATED COST | $ 376,102.79 |

*Does not include street lighting. Estimated cost is for landscape lighting only.

### Cottonwood Heights
**Ft. Union Boulevard Medians (Commercial)**
Probable Construction Cost Estimate
03.08.2016

| Item | Item Description | Qty. | Units | Unit Price | Total |
|---|---|---|---|---|---|
| 1 | MOBILIZATION / DEMOBILIZATION | 1 | L.S. | $ 32,390.42 | $ 32,390.42 |
| 2 | SITE CLEARING AND GRUBBING | 28,907 | S.F. | $ 0.25 | $ 7,226.75 |
| 3 | WATER SERVICE | 1 | L.S. | $ 10,000.00 | $ 10,000.00 |
| 4 | STORM DRAINAGE | 1 | L.S. | $ 3,500.00 | $ 3,500.00 |
| 5 | LIGHTING/ELECTRICAL* | 1 | L.S. | $ 25,000.00 | $ 25,000.00 |
| 6 | ADA RAMPS | 4 | EA. | $ 1,500.00 | $ 6,000.00 |
| 7 | DISTRICT MONUMENT | 4 | EA. | $ 12,500.00 | $ 50,000.00 |
| 8 | GRANITE WALLS | 2,250 | SF. | $ 50.00 | $ 112,500.00 |
| 9 | DECIDUOUS TREE (2-1/2" CAL.) | 50 | EA. | $ 400.00 | $ 20,000.00 |
| 10 | EVERGREEN TREE (8' HT.) | 0 | EA. | $ 375.00 | $ - |
| 11 | ORNAMENTAL TREE (2" CAL.) | 30 | EA. | $ 325.00 | $ 9,750.00 |
| 12 | SHRUB BED (PLANTS, 12" TOPSOIL, 3" MULCH) | 28,907 | S.F. | $ 5.00 | $ 144,535.00 |
| 13 | IRRIGATION SYSTEM - DRIP | 28,907 | S.F. | $ 1.50 | $ 43,360.50 |
| 14 | PERMITS AND FEES | 1 | L.S. | $ - | $ - |
| | | | | | |
| | | | | SUB-TOTAL COST | $ 464,262.67 |
| | | | | 15% Contingency | $ 69,639.40 |
| | | | | TOTAL ESTIMATED COST | $ 533,902.07 |

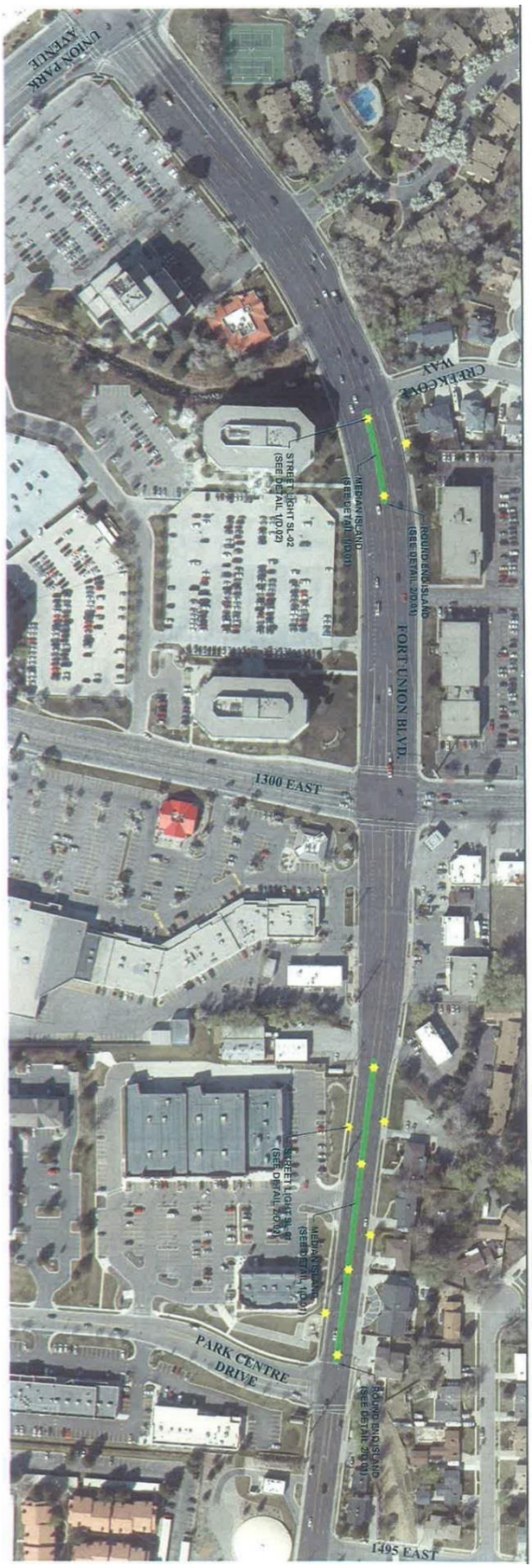
*Does not include street lighting. Estimated cost is for landscape lighting only.

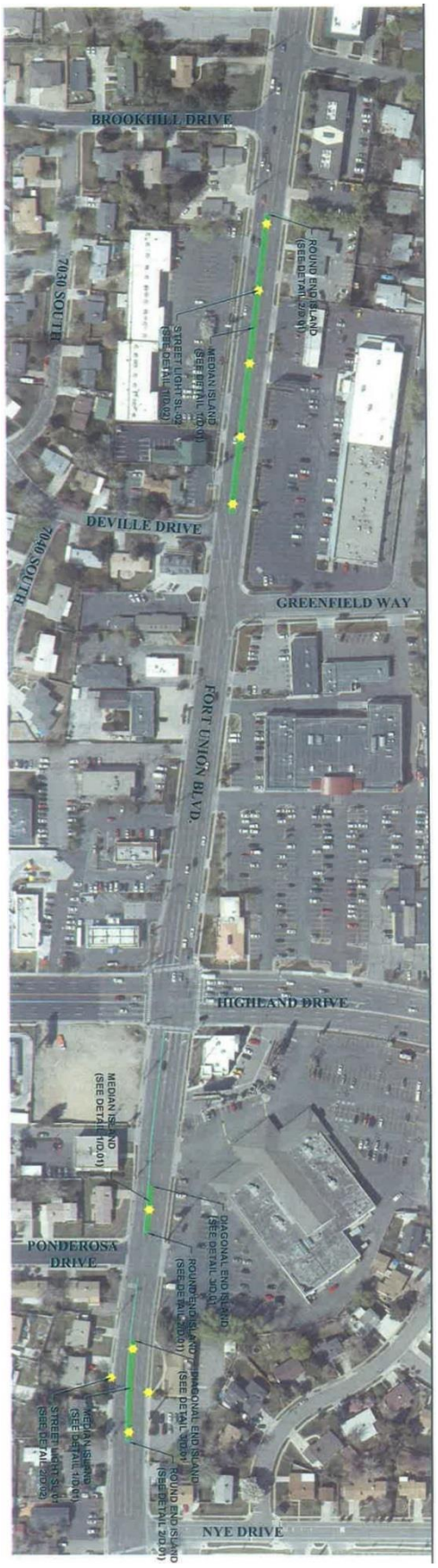
## Cottonwood Heights
### Ft. Union Boulevard Medians (Canyons)
### Probable Construction Cost Estimate
03.08.2016

| Item | Item Description | Qty. | Units | Unit Price | Total |
|---|---|---|---|---|---|
| 1 | MOBILIZATION / DEMOBILIZATION | 1 | L.S. | $ 15,649.35 | $ 15,649.35 |
| 2 | SITE CLEARING AND GRUBBING | 9,128 | S.F. | $ 0.25 | $ 2,282.00 |
| 3 | WATER SERVICE | 1 | L.S. | $ 5,000.00 | $ 5,000.00 |
| 4 | STORM DRAINAGE | 1 | L.S. | $ 1,250.00 | $ 1,250.00 |
| 5 | LIGHTING/ELECTRICAL* | 1 | L.S. | $ 10,000.00 | $ 10,000.00 |
| 6 | ADA RAMPS | 0 | EA. | $ 1,500.00 | $ - |
| 7 | DISTRICT MONUMENT | 2 | EA. | $ 12,500.00 | $ 25,000.00 |
| 8 | GRANITE BOULDERS | 104 | EA. | $ 400.00 | $ 41,480.00 |
| 9 | SKI ART | 1 | EA. | $ 50,000.00 | $ 50,000.00 |
| 10 | DECIDUOUS TREE (2-1/2" CAL.) | 15 | EA. | $ 400.00 | $ 6,000.00 |
| 11 | EVERGREEN TREE (8' HT.) | 10 | EA. | $ 375.00 | $ 3,750.00 |
| 12 | ORNAMENTAL TREE (2" CAL.) | 0 | EA. | $ 325.00 | $ - |
| 13 | SHRUB BED (PLANTS, 12" TOPSOIL, 3" MULCH) | 9,128 | S.F. | $ 5.00 | $ 45,640.00 |
| 14 | IRRIGATION SYSTEM - DRIP | 9,128 | S.F. | $ 2.00 | $ 18,256.00 |
| 15 | PERMITS AND FEES | 1 | L.S. | $ - | $ - |
| | | | | | |
| | | | | SUB-TOTAL COST | $ 224,307.35 |
| | | | | 15% Contingency | $ 33,646.10 |
| | | | | TOTAL ESTIMATED COST | $ 257,953.45 |

*Does not include street lighting. Estimated cost is for landscape lighting only.

**Fort Union Medians**




BROOKHILL DRIVE
7030 SOUTH
DEVILLE DRIVE
7040 SOUTH
GREENFIELD WAY
FORT UNION BLVD.
HIGHLAND DRIVE
PONDEROSA DRIVE
NYE DRIVE
ROUND END ISLAND (SEE DETAIL 2D.01)
MEDIAN ISLAND (SEE DETAIL 1D.01)
STREET LIGHT SL-01 (SEE DETAIL 1D.02)
MEDIAN ISLAND (SEE DETAIL 1D.01)
DIAGONAL END ISLAND (SEE DETAIL 3D.01)
ROUND END ISLAND (SEE DETAIL 2D.01)
DIAGONAL END ISLAND (SEE DETAIL 3D.01)
ROUND END ISLAND (SEE DETAIL 2D.01)
MEDIAN ISLAND (SEE DETAIL 1D.01)
STREET LIGHT SL-01 (SEE DETAIL 2D.02)

NYE DRIVE
VILLANDRIE LANE
TOWNCREST DRIVE
WHITMORE WAY
FORT UNION BLVD.
2300 EAST
PROMENADE DRIVE
ROUND END ISLAND (SEE DETAIL 2D.01)
MEDIAN ISLAND (SEE DETAIL 1D.01)
DIAGONAL END ISLAND (SEE DETAIL 3D.01)
STREET LIGHT SL-01 (SEE DETAIL 2D.02)
MEDIAN ISLAND (SEE DETAIL 1D.01)
DIAGONAL END ISLAND (SEE DETAIL 3D.01)
MEDIAN ISLAND (SEE DETAIL 1D.01)
DIAGONAL END ISLAND (SEE DETAIL 3D.01)
STREET LIGHT SL-01 (SEE DETAIL 2D.02)
DIAGONAL END ISLAND (SEE DETAIL 3D.01)
MEDIAN ISLAND (SEE DETAIL 1D.01)
DIAGONAL END ISLAND (SEE DETAIL 3D.01)

***Engineers Opinion of Cost Preliminary***

**STREET IMPROVEMENT PROJECTS ALONG FORT UNION BLVD, BETWEEN UNION PARK AVE. AND 3000 EAST STREET, WITH STREET LIGHTS -- PROJECT #CHC.050**

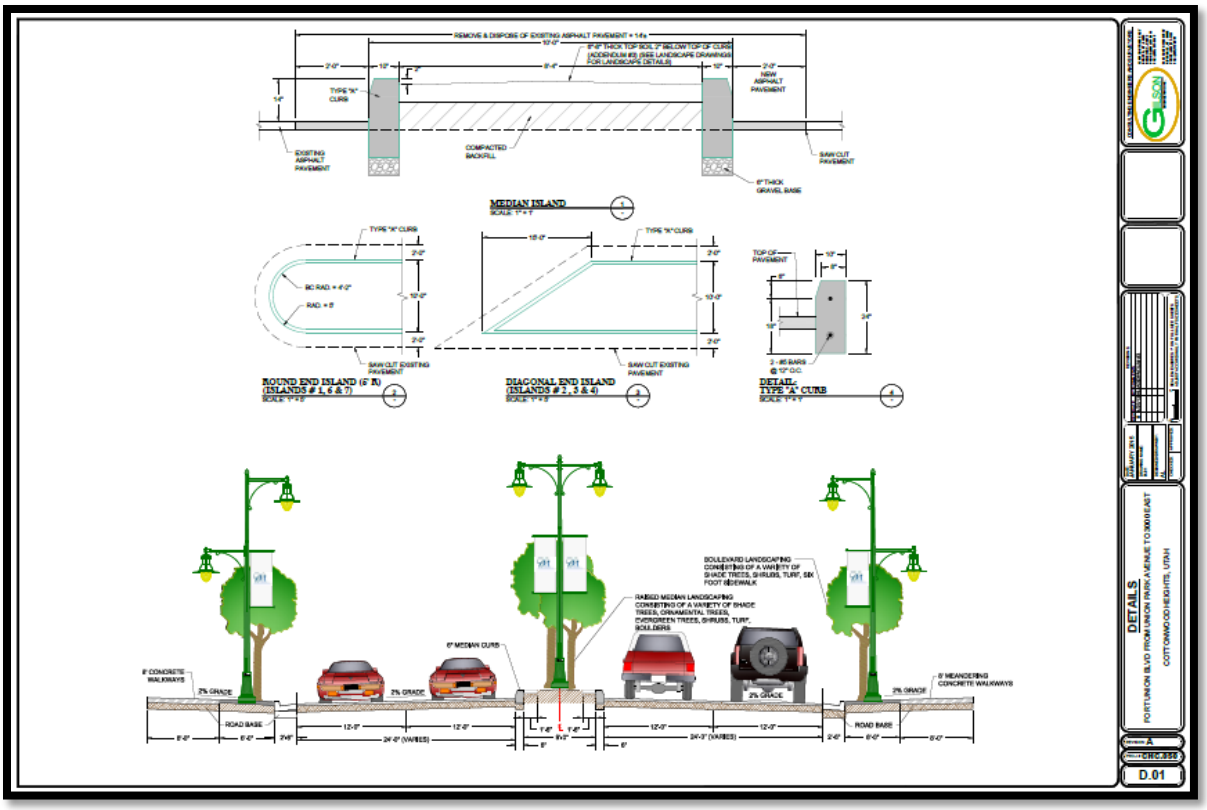
**By: J. McKellar Date: 03/03/2016 (Updated)**

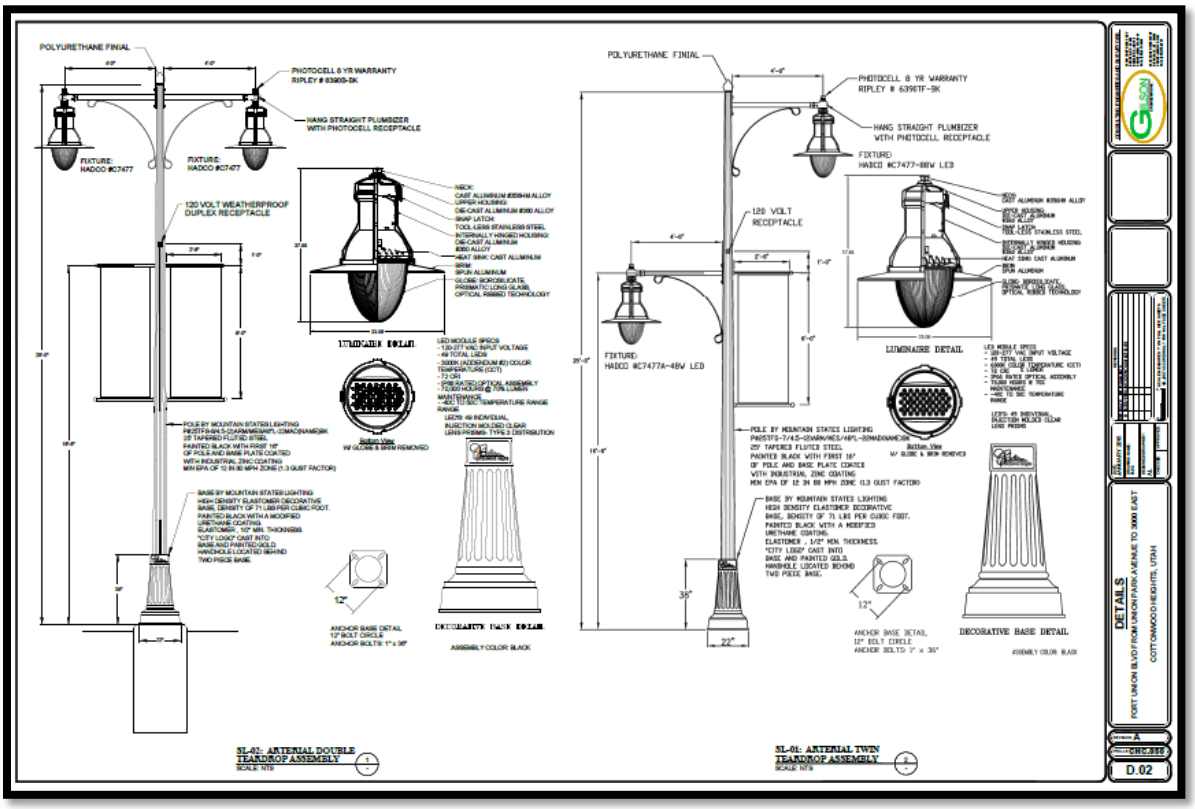
| No. | DESCRIPTION | Unit | Quantity | Cost per Unit | Total Cost |
|---|---|---|---|---|---|
| 1 | Mobilization | L.S. | 1 | $118,500.00 | $118,500.00 |
| 2 | Traffic Control, Complete | L.S. | 1 | $77,500.00 | $77,500.00 |
| 3 | Erosion Control, Complete | L.S. | 1 | $15,000.00 | $15,000.00 |
| 4 | Construct 120-foot long Island #1, complete, on Fort Union Blvd; including all required earthwork, saw-cutting & removing existing asphalt paving, constructing 10-inch Type "A" concrete curbs around island & Type B-1 concrete curbs, borrow for backfill and top soil, constructing new asphalt roadway paving, and all appurtenant work | L.S. | 1 | $11,750.00 | $11,750.00 |
| 5 | Construct 190-foot long Island #2, complete, on Fort Union Blvd; including all required earthwork, saw-cutting & removing existing asphalt paving, constructing 10-inch Type "A" concrete curbs around island, borrow for backfill and top soil, constructing new asphalt roadway paving, and all appurtenant work | L.S. | 1 | $15,500.00 | $15,500.00 |
| 6 | Construct 580-foot long Island #3, complete, on Fort Union Blvd; including all required earthwork, saw-cutting & removing existing asphalt paving, constructing 10-inch Type "A" concrete curbs around island, borrow for backfill and top soil, constructing new asphalt roadway paving, and all appurtenant work | L.S. | 1 | $47,500.00 | $47,500.00 |
| 7 | Construct 340-foot long Island #4, complete, on Fort Union Blvd; including all required earthwork, saw-cutting & removing existing asphalt paving, constructing 10-inch Type "A" concrete curbs around island, borrow for backfill and top soil, constructing new asphalt roadway paving, and all appurtenant work | L.S. | 1 | $28,000.00 | $28,000.00 |
| 8 | Construct 160-foot long Island #5, complete, on Fort Union Blvd; including all required earthwork, saw-cutting & removing existing asphalt paving, construction 10-inch Type "A" concrete curbs around island & Type B-1 concrete curbs, borrow for backfill and top soil, constructing new asphalt roadway paving, and all appurtenant work | L.S. | 1 | $16,250.00 | $16,250.00 |
| 9 | Construct 330-foot long Island #6, complete, on Fort Union Blvd; including all required earthwork, saw-cutting & removing existing asphalt paving, constructing 10-inch Type "A" concrete curbs around island, borrow for backfill and top soil, constructing new asphalt roadway paving, and all appurtenant work | L.S. | 1 | $26,750.00 | $26,750.00 |
| 10 | Construct 175-foot long Island #7, complete, on Fort Union Blvd; including all required earthwork, saw-cutting & removing existing asphalt paving, construction 10-inch Type "A" concrete curbs around island & Type B-1 concrete curbs, borrow for backfill and top soil, constructing new asphalt roadway paving, and all appurtenant work | L.S. | 1 | $17,000.00 | $17,000.00 |
| 11 | Construct 260-foot long Island #8, complete, on Fort Union Blvd; including all required earthwork, saw-cutting & removing existing asphalt paving, construction 10-inch Type "A" concrete curbs around island & Type B-1 concrete curbs, borrow for backfill and top soil, constructing new asphalt roadway paving, and all appurtenant work | L.S. | 1 | $22,500.00 | $22,500.00 |
| 12 | Construct 545-foot long Island #9, complete, on Fort Union Blvd; including all required earthwork, saw-cutting & removing existing asphalt paving, construction 10-inch Type "A" concrete curbs around island, borrow for backfill and top soil, constructing new asphalt roadway paving, and all appurtenant work | L.S. | 1 | $44,000.00 | $44,000.00 |
| 13 | Construct 80-foot long Island #10, complete, on Fort Union Blvd; including all required earthwork, saw-cutting & removing existing asphalt paving, construction 10-inch Type "A" concrete curbs around island & Type B-1 concrete curbs, borrow for backfill and top soil, constructing new asphalt roadway paving, and all appurtenant work | L.S. | 1 | $11,250.00 | $11,250.00 |

| No. | DESCRIPTION | Unit | Quantity | Cost per Unit | Total Cost |
|---|---|---|---|---|---|
| 14 | Construct 180-foot long Island #11, complete, on Fort Union Blvd; including all required earthwork, saw-cutting & removing existing asphalt paving, construction 10-inch Type "A" concrete curbs around island & Type B-1 concrete curbs, borrow for backfill and top soil, constructing new asphalt roadway paving, and all appurtenant work | L.S. | 1 | $16,500.00 | $16,500.00 |
| 15 | Construct 390-foot long Island #12, complete, on Union Park Avenue; including all required earthwork, saw-cutting & removing existing asphalt paving, construction 10-inch Type "A" concrete curbs around island, borrow for backfill and top soil, constructing new asphalt roadway paving, and all appurtenant work | L.S. | 1 | $32,250.00 | $32,250.00 |
| 16 | Construct 195-foot long Island #13, complete, on Fort Union Blvd; including all required earthwork, saw-cutting & removing existing asphalt paving, construction 10-inch Type "A" concrete curbs around island & Type B-1 concrete curbs, borrow for backfill and top soil, constructing new asphalt roadway paving, and all appurtenant work | L.S. | 1 | $18,750.00 | $18,750.00 |
| 17 | Construct 320-foot long Island #14, complete, on Fort Union Blvd; including all required earthwork, saw-cutting & removing existing asphalt paving, construction 10-inch Type "A" concrete curbs around island & Type B-1 concrete curbs, borrow for backfill and top soil, constructing new asphalt roadway paving, and all appurtenant work | L.S. | 1 | $31,500.00 | $31,500.00 |
| 18 | Construct 700-foot long Island #15, complete, on Fort Union Blvd; including all required earthwork, saw-cutting & removing existing asphalt paving, construction 10-inch Type "A" concrete curbs around island & Type B-1 concrete curbs, borrow for backfill and top soil, constructing new asphalt roadway paving, and all appurtenant work | L.S. | 1 | $64,500.00 | $64,500.00 |
| 19 | Construct 160-foot long Island #16, complete, on Fort Union Blvd; including all required earthwork, saw-cutting & removing existing asphalt paving, construction 10-inch Type "A" concrete curbs around island & Type B-1 concrete curbs, borrow for backfill and top soil, constructing new asphalt roadway paving, and all appurtenant work | L.S. | 1 | $15,500.00 | $15,500.00 |
| 20 | Construct 110-foot long Island #17, complete, on Fort Union Blvd; including all required earthwork, saw-cutting & removing existing asphalt paving, construction 10-inch Type "A" concrete curbs around island & Type B-1 concrete curbs, borrow for backfill and top soil, constructing new asphalt roadway paving, and all appurtenant work | L.S. | 1 | $10,250.00 | $10,250.00 |
| 21 | Construct 350-foot long Island #18, complete, on Fort Union Blvd; including all required earthwork, saw-cutting & removing existing asphalt paving, construction 10-inch Type "A" concrete curbs around island & Type B-1 concrete curbs, borrow for backfill and top soil, constructing new asphalt roadway paving, and all appurtenant work | L.S. | 1 | $29,500.00 | $29,500.00 |
| 22 | Construct 545-foot long Island #19, complete, on Fort Union Blvd; including all required earthwork, saw-cutting & removing existing asphalt paving, construction 10-inch Type "A" concrete curbs around island, borrow for backfill and top soil, constructing new asphalt roadway paving, and all appurtenant work | L.S. | 1 | $30,250.00 | $30,250.00 |
| 23 | Furnish and install 2-inch dia. Sch 40 PVC pressure pipe and fittings, complete, for sprinkler system supply lines; including directional boring under street, driveways and concrete paving; all required earthwork; and all appurtenant work | L.F. | 3,200 | $17.50 | $56,000.00 |
| 24 | Furnish and apply yellow traffic paint for striping, complete, for roadways; including all layout and all appurtenant work | GAL. | 60 | $150.00 | $9,000.00 |
| 25 | Furnish and apply white traffic paint for striping, complete, for roadways; including all layout and all appurtenant work | GAL. | 80 | $150.00 | $12,000.00 |

| No. | DESCRIPTION | Unit | Quantity | Cost per Unit | Total Cost |
|---|---|---|---|---|---|
| 26 | Furnish and install 2-inch dia. Sch 40 PVC conduits and fittings, complete, for underground power lines for street lights; including trenching, backfilling trenches, compacting backfill, conduit bedding, and all appurtenant work | L.F. | 6,750 | $10.00 | $67,500.00 |
| 27 | Furnish and install 2-inch dia. Sch 40 PVC conduits and fittings, complete, for underground power lines for street lights; including directional boring under streets, driveways and concrete sidewalks; all required earthwork; and all appurtenant work | L.S. | 4,250 | $17.50 | $74,375.00 |
| 28 | Furnish and install electrical junction boxes, complete, on underground power lines; including all required earthwork, gravel base, and all appurtenant work | EA. | 75 | $450.00 | $33,750.00 |
| 29 | Furnish and install #6 electrical conductors in underground conduits; including all appurtenant items | L.F. | 36,000 | $2.00 | $72,000.00 |
| 30 | Furnish and install Arterial Single Teardrop Street Light Assemblies, Type SL-01, complete; including all required earthwork; constructing concrete footings; furnishing and installing light poles, light fixtures and appurtenant items; all electrical work; all electrical work; and all appurtenant work to complete installations | EA. | 32 | $9,000.00 | $288,000.00 |
| 31 | Furnish and install Arterail Twin Teadrop Street Light Assemblies, Type SL-02, complete; including all required earthwork; constructing concrete footings; furnishing and installing light poles, light fixtures and appurtenant items; all electrical work; all electrical work; and all appurtenant work to complete installations | EA. | 20 | $9,000.00 | $180,000.00 |
| 32 | Connect street lighting electrical systems to existing Rocky Mountain power transformers, complete; including all required earthwork, gravel base, constructing concrete pad; furnishing & installing electrical meter pedestal with meter and switches; furnishing & installing all conduit and wires; connecting new street lighting electrical systems to existing power transformers; and all appurtenant work | EA. | 7 | $4,500.00 | $31,500.00 |
| 33 | Restore existing landscaped areas, complete, along conduit trenches; including all required earthwork, new lawn sod and other landscape items, and all appurtenant work | L.F. | 2,500 | $4.50 | $11,250.00 |
| 34 | Construct automatic sprinkler systems, complete, for island median landscape; including all required earthwork, pipe & fittings, valves, sprinkler heads, automatic controllers, connections to existing water supply lines, backflow preventer stations, and all appurtenant work | S.F. | 45,000 | $3.00 | $135,000.00 |
| 35 | Furnish and place landscaping items, complete, for island median landscape; including all required earthwork, landscape boulders, trees, bushes, native type plants, landscape gravel, mulch, and all appurtenant work | S.F. | 45,000 | $3.00 | $135,000.00 |
| | **TOTAL ESTIMATED CONSTRUCTION COST** | | | | **$1,805,875.00** |
| | **Admin, Legal, Engineering, & Construction Contingency (Approx. 17%)** | | | | **$307,000.00** |
| | **TOTAL ESTIMATED PROJECT BUDGET COST** | | | | **$2,113,000.00** |

## Streetscape Beautification, Medians and Public Improvements



## Appendix B: Funding Strategies

There are a wide variety of tools available to help the City in achieving its goals. Several of these tools have been discussed in more detail below from the Zion's Bank study.

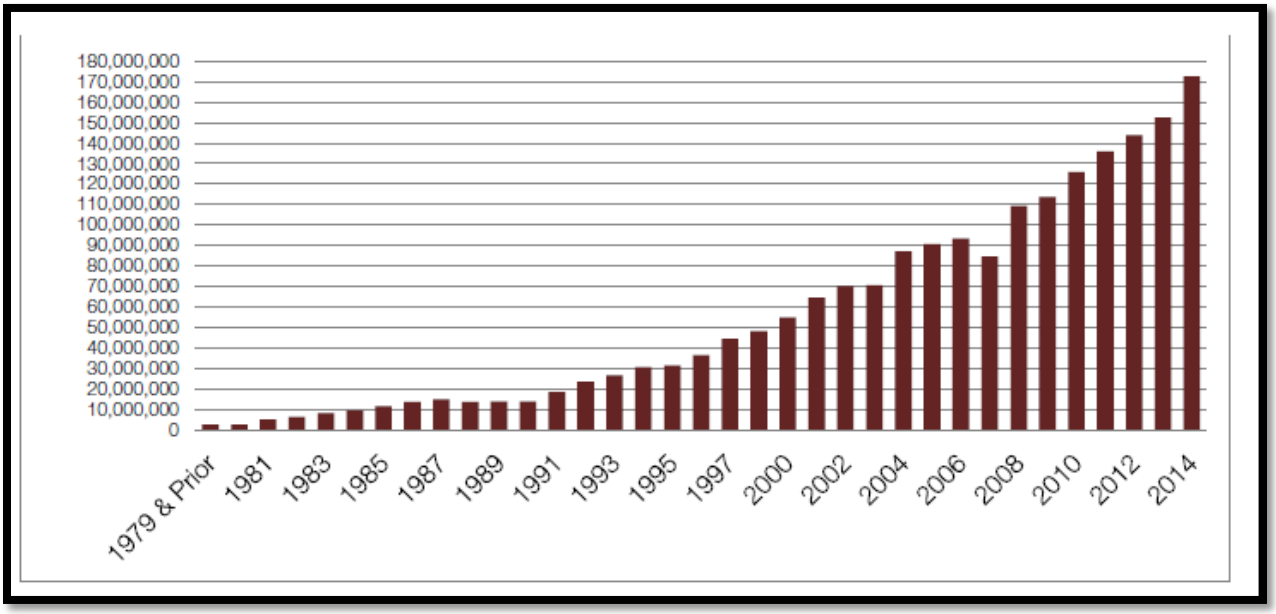
**New Funding Sources**

- Community Reinvestment Area (CRA): CRAs utilize property or sales tax increment funds (TIFs) for pay-as-you-go or bond financing. Salt Lake County first formed two RDAs in 1990's for the sole purpose of implementing a proposed private development in the Union Park and Cottonwood Corporate Park areas. A Community Development Area (CDA) was formed in 2012 for the Canyon Centre project and is still in effect today. City Council serves as the members of the URA. Because these use the same financing strategy - TIFs - the RDA may be only viable as a long-term strategy.
- Corridor Improvement Districts: A new special entity could be formed to finance certain improvements. There are numerous types of special authorities and districts which could serve in this capacity, including Public Building Authority (PBA), Special Improvement District (SID), Business Improvement District (BID), and General Improvement District (GID). District financing is generally done through special assessments against property in a defined area.

**Redevelopment Areas – Tax Increment Project Areas**

By far and away the most widely-used tool for economic development is the creation of some form of tax increment district – CRA. The use of tax increment has increased dramatically throughout the State of Utah over the past 30 to 35 years. In 1980, only about $2.5 million of tax increment was generated statewide; by 2013, this figure had increased to over $170 million. There are many more communities participating today than there were 30 years ago, and those communities who are not actively involved are at somewhat of a disadvantage compared to those who participate.

State of Utah Tax Increment Generated 1979-2013. *Source: Utah State Office of Education*



If the State of Utah provides economic development incentives, known as EDTIF, it requires that local communities participate with some kind of contribution. Local tax increment is the most commonly-used form of local contribution.

Urban renewal areas require a finding of blight, and require taxing agency approval of project area Plans and budget. Economic development areas require the proof of job creation (not transference) and also require taxing agency approval of project area Plans and budget. Community development areas are targeted to general municipal development, are more flexible in their formation, but are limited to the use of municipal sales and municipal property tax, unless other taxing entities opt-in.

Cottonwood Heights may award incentives to companies locating in CRA districts. Incentives are generally based on a percentage of the property tax increment generated by a specific development or within the project area. Tax increment dollars are often returned to the developer in the form of infrastructure development, land cost write-down, or other appropriate means. Tax increment financing is dependent on increment – additional property value over the baseline property value at the time that the project area Plan and budget are approved. Tax increment from a project area is available for a specific number of years only or to a specified increment amount as agreed upon with the taxing entities. Therefore, timing becomes especially important in the creation of project areas, in order to maximize the amount of increment generated and returned to development within the project area boundaries.

**Community Reinvestment Areas Tax Increment Revenue Bonds.** Under Utah law, redevelopment agencies may create Community Reinvestment Project Areas (CRA). CRA areas are governed by Title 17C of the Utah State Code and can be created by a City or county for the general purpose of providing for redevelopment and economic development through various tools associated with the buying and selling of property and utilizing tax increment as a means to promote development.

The availability of property tax increment for urban renewal and economic development project areas is impacted by a number of matters including the date of adoption of the project area Plan budget, the first taking of increment and the rate at which development occurs and property tax values increase.

Unfortunately, but understandably, the bond market will severely discount the projected tax increment cash flows due to the fact that they are solely reliant on tax-increment as the source for repayment of the debt and at the outset of a new project, little if any tax-increment is being generated. Without multiple years of historical tax-increment revenue receipts, the bonds may not be marketable at reasonable rates and at best projected increment will be discounted by at least half, if buyers are willing to buy at all.

One method that has been used to overcome the market challenges posed by direct tax-increment financing is to use a SAA in conjunction with the use of tax increment. This provides a means to leverage the potential tax-increment at an earlier stage in the development process by collateralizing land as opposed to immaterial future incremental dollars.

Under this structure, a tax increment project area (CRA) is created and the developer / landowner enters into an Agreement to Develop Land ("ADL") with the local government wherein the developer negotiates receipt of a portion of the tax increment to be generated. Then, SAA bonds are issued and assessments are placed on the benefited property of the developer / landowner who provide security to the bonds noting that the property then serves as the ultimate security for the debt (not projected

increment receipts). If the developers proceed with development and building in a timely fashion, they can utilize the increment received to make the assessment payments, although they are not pledging this stream of revenues.

**Revolving Loan Funds and Grants**
A revolving loan fund ("RLF") is a source of money from which loans are made for small business development projects. A loan is made to a business and as repayments are made, funds become available for new loans to other businesses. The major purpose is to provide a source of financing, which may not otherwise be available within the community, for local, expanding, or start-up businesses. Often they are used to fill a "financing gap" in a business development project. A gap occurs when the business lacks the funds to meet the equity requirements of bank financing or needs a lower interest rate.

The source of capitalization (the funds used to create the RLF) may have regulations governing program design. For example, RLFs which are capitalized with Community Development Block Grant (CDBG) funds must follow the rules and regulations established by the U.S. Department of Housing and Urban Development (HUD), and must show some benefit to low- and moderate-income households.

Revolving loan funds are more successful during periods when interest rates are relatively high, rather than in the recent marketplace where low-interest loans have been fairly easy to obtain from the private sector.

Matching grants or revolving loan funds have been highly successful in a wide variety of communities. Businesses that choose to participate generally report increased sales from the improved appearance of their properties. Research shows that improvements that create more of a place increase property values and sales generation.

**Streamlined Permitting Process**
Generally permits are processed in the order they are received. However, the process can be streamlined for those businesses that are dependent on a fast process. This can include allowing a fee to move to the front of the queue (a fee the City can waive as a developer incentive), reducing the number of items that have to in front of the City council, and the implementation of a form-based code to reduce further Council approval.

**Retail Incentives**
For businesses that are highly desirable to the City, sales tax incentives could be provided for a period of time. These would be considered on a case-by-case basis for a major tax-generating retailer to retain or improve the business.

**Business Improvement District**
The Fort Union business owners could potentially benefit from forming a Business Improvement District to facilitate projects along Fort Union, including joint marketing opportunities, ad campaigns, festivals and events along the corridor, signage, assistance with business recruitment, planning for parking facilities, and storefront improvement programs.

**Utah Arts Council**
The Utah Arts Council offers grants to non-profit organizations and entities for arts education programs and program grants. The funding is limited and requires a match, and may be useful in developing a

program or event within the community; however, these funds are not designed to develop arts facilities or enhance building programs.

**ZAP or RAP Taxes**
Many communities have initiated Zoo, Arts, and Parks (ZAP) or Recreation, Arts, and Parks (RAP) taxes which have been very effective in raising funds to complete parks, recreation, trails and open space projects. They are generally administered by the City or county. Cottonwood Heights has not enacted this tax, although Salt Lake County has.

**Bonding**
Prior to summarizing the financing mechanisms that may be used for each type of capital project, key federal tax laws that come into play when contemplating the issuance and timing of issuance of tax exempt bonds are listed below:

- With the exception of some facilities that can be funded through tax-increment bonds, all facilities funded must be owned by the tax-exempt issuer and generally cannot be utilized for the benefit of a single private entity unless allowed to do so free of charge;
- If the issuer chooses to utilize capitalized interest in the structuring of the debt, the capitalized interest can only be funded for a three-year period or less;
- With the exception of general obligation bonds, revenue bonds will sometimes require a debt service reserve fund, either funded from bond proceeds or with a surety policy;
- Generally, debt service can be structured to match estimated available revenues that will be used to pay the debt; and
- State law does not allow for the use of “double-barrel” bonds, those that pledge both an asset and a revenue stream.

Financing alternatives that are available to local governments in Utah are summarized as follows:

**General Obligation Bonds**.
General Obligation bonds (“GO”) are subject to simple majority voter approval by the constituents of the issuing entity. General obligation elections can be held once each year, in November, following certain notification procedures that must be adhered to in accordance with State Statutes in order to call the election (pursuant to Utah State Code 11-14-2 through 12). Following a successful election, it is not necessary to issue bonds immediately, but all bonds authorized must be issued within ten years. Once given the approval to proceed with the issuance of the bonds, it would take approximately 90 days to complete the bond issuance.

General obligation bonds can be issued for any governmental purpose as detailed in Ut Code §11-14-1. The amount of general obligation debt is subject to the following statutory limitations:

- Counties are limited to two percent (2%) of the total taxable value of the County;
- School Districts are limited to four percent (4%) of the total taxable value in the District;
- Cities of the 1st and 2nd class are limited to a total of eight percent (8%) of the total taxable value, four (4%) for general purposes and four (4%) for water, sewer and lights; and
- Cities of other classes or towns are limited to a total of twelve percent (12%) of total taxable value, four percent (4%) for general purposes and eight percent (8%) for water, sewer and lights.

Notwithstanding the limits noted above, most local governments in Utah have significantly less debt than the statutory limitations. Practical limitations imposed on the market will be based on ratios such as general obligation debt per capita and general obligation debt compared to total taxable value. Medians vary somewhat depending on the size of the issuer.

Pursuant to state law, general obligation bonds must mature in not more than forty years from their date of issuance. Typically, however, most GO bonds mature in 15- 20 years.

Advantages of G.O. Bonds:

- Lowest cost form of borrowing
- 'New' source of revenues identified
- No encumbrance of utility system revenues
- No requirement to raise utility rates to meet debt service coverage requirements
- Lowest bond issuance costs
- No Debt Service Reserve Fund requirement

Disadvantages of G.O. Bonds:

- Timing issues; limited date to hold required G.O. election
- Risk of a "no" vote while still incurring costs of holding a bond election
- Possibility of election failure due to lack of perceived benefit to majority of voters
- Must levy property tax on all property even if some properties receive limited or no benefit from the proposed improvements
- Can only bond for physical facilities, not ongoing or additional operation and maintenance expense

**Sales Tax Revenue Bonds.** Sales taxes are also collected and distributed by the State of Utah. With a change in the State's constitution in November of 2000, and with a clarification from the Attorney General's office regarding a technical matter, the first non-voted sales tax revenue bond was issued in July 2001. Sales tax revenues can also be utilized as a sole pledge for repayment of debt without a vote of the constituents and funds can be utilized for the acquisition and construction of any capital facility owned by the issuing local government. They are frequently used for parks and recreation facilities or other City buildings such as City Hall or Public Safety buildings.

Just as with Class B&C road bonds, state law limits the amount of bonds that can be issued through this mechanism by limiting annual bond debt service to a maximum of 80 percent of the preceding fiscal year's receipt of sales tax revenues. However, sales taxes are not limited to a pledge for a ten-year period but can legally be issued for up to forty years. While this state law provides a 1.25 X debt service coverage ratio, due to the elasticity of sales tax revenues and local governments typical heavy reliance on these revenues for general government operations, the market will usually demand a significantly higher debt service coverage ratio of at least two or three times revenues to debt. Most sales tax revenue bonds are structured to mature in twenty-five years or less.

Depending on the ownership of the capital facilities to be financed, the City or the County could issue sales tax revenue bonds. The issuer would need to adopt a Notice of Intent to Issue Bonds, hold a public hearing, and allow for a thirty-day contestability period prior to closing on the bonds. Once the Notice of Intent has been adopted it would take approximately 90 days to complete an issuance of these bonds.

**Impact Fee Revenue Bonds**. Utah State law allows the City to charge new development for the cost of providing service to newly-developed areas through the imposition of Impact Fees once a complete impact fee analysis has been completed and adopted. Impact fees are calculated to cover the cost of bringing new development up to the same or proposed service standard (if less than the existing standard), often referred to as the "level of service."

Although impact fees can technically be pledged as a repayment source on bonds, due to the uncertainty related to timing of collection of impact fees, they are not considered a secure enough source of revenue on their own to secure financing at a reasonable cost. Typically impact fee revenues are utilized as one portion of the funding available to make debt payments when system revenue bonds are issued, with the bulk of the revenues coming from user fees. A City, if it wished to finance a capital project using impact fees, would still need to issue either General Obligation Bonds or Revenue Bonds as previously discussed to secure the bonds and then use any impact fees received to offset the debt service payments due from the actual pledged sources. In this case, the City takes the risk that the impact fees will materialize and be available for debt repayment rather than investors.

Advantages of Impact Fee Revenue Bonds:

- Those benefiting from the improvements, pay for the improvements
- No requirement to hold a bond election

Disadvantages of Impact Fee Revenue Bonds:

- Unpredictable nature of source of revenues would significantly drive up the cost of financing and in today's market may be difficult
- In order for this type of financing to be marketable, the City would most likely have to pledge other revenue sources (such as user fees) as a backstop
- Would require a Debt Service Reserve Fund

**Special Assessment Area Bonds.** Special Assessment Areas ("SAAs"), formerly known as Special Improvement Districts or "SID"s, are a financing mechanism that allows governmental entities to designate a specific area which will be benefited by public improvement(s) and levy a special assessment, on parity with a tax lien, to pay for those improvements. The special assessment is then pledged to retire bonds, known as Special Assessment Bonds, issued to finance construction of the project.

The underlying rationale of an SAA is that only those property owners who benefit from the public improvements will be assessed for the improvement costs as opposed to previously discussed financing structures in which all City residents pay either through property taxes or increased service fees.

While not subject to a bond election as is required for the issuance of General Obligation bonds, SAAs may not be created if 50 percent or more of those liable for the assessment payment protest its creation. Despite this legal threshold, most local government governing bodies tend to find it difficult to create an SAA if 10-20 percent of property owners oppose the SAA.

Once created, an SAA's ability to levy an assessment has similar collection priority / legal standing as a property tax assessment. However, since it is not a property tax, any financing secured by that levy would likely be done at higher interest rates than either of the other options discussed in this analysis. Interest rates will depend on a number of factors including the ratio of the market value to the assessment bond amount, the diversity of property ownership and the perceived willingness and ability

of property owners to make the assessment payments as they come due. Even with the best of special assessment credit structure, the bonds are likely to be non-rated and therefore would be issued at rates quite a bit higher than similar General Obligation Bonds that would likely be rated. Compared to an 'A' rated GO bond, a special assessment bond will likely carry an interest rate about 300 basis points (three percent) higher. All improvements financed via an SAA must be owned by the City and the repayment period cannot exceed twenty (20) years.

If an SAA is used, the City will have to select a method of assessment (i.e. per lot, per unit (ERU), per acre, by front-footage, etc.) which is reasonable, fair and equitable to all property owners within the SAA. Typically for utility improvements, we would expect the City to utilize an assessment based on acreage, buildable acreage, or equivalent residential units ("ERUs") rather than basing assessments on such factors such as front-footage which have no correlation to the utilization of utility services. State law does not allow property owned by local government entities such as cities or school districts to be assessed.

One possible advantage of SAAs is their ability to finance the project during its construction phase through the use of Interim Warrants or Bond Anticipation Notes which work in a fashion similar to a construction loan on a new house. In our current market it is difficult to find buyers willing to take the construction risk without actual assessments levied, however, a lender is secured through either a negotiated or a competitive process and, as construction proceeds, advances are taken by the City against a pre-authorized loan amount. The use of Interim Warrants has two compelling advantages over bonding for all of the construction costs before actually beginning construction. First, interest accrues only on the amount actually drawn upon for actual construction whereas a bond begins to accrue interest on the entire par amount of the bonds as soon as the bonds are issued. Second, it allows the City to complete all construction, gather accurate cost data and calculate the assessment on each property once all actual costs are known rather than estimating the costs in advance. This second advantage is most pronounced in a time of escalating construction costs because once the assessment is levied on each property, it cannot be increased even if the actual construction costs exceed the original estimate on which the assessment was based. In such a circumstance, the City would have to pay any cost over-runs.

Advantages of Special Assessment Bonds:

- Tax-exempt interest cost although not as low as a GO or revenue bond but interest cost is passed along to the property owners who are assessed
- No requirement to hold a bond election but the City must hold a meeting for property owners to be assessed before the SAA can be created
- Only benefited property owners pay for the improvements
- Improvements are owned by the City
- Assessment lien is on parity with tax levy
- Expedited foreclosure procedures in the event of non-payment of assessment
- Limited risk to the City as there is no general tax or revenue pledge
- City controls the construction and can insure work is done to City standards
- Flexibility since property owners may pre-pay their assessment prior to bond issuance or annually thereafter as the bond documents dictate
- Diversity of property ownership reduces default risk
- Ability to issue interim warrants during construction phase
- Assessments can begin as soon as construction is completed

Disadvantages of Special Assessment Bonds:

- Fifty percent of the assessed liability, be it one property owner or many could defeat the effort to create the SAA if they do not want to pay the assessment
- Some increased administrative burden for the City although State law permits an additional amount to be included in each assessment to either pay the City's increased administrative costs or permit the City to hire an outside SAA administrator
- The City cannot assess certain government-owned property within the SAA (none or little anticipated)

**Special Improvement District (SID)**

A. Infrastructure
    a. Roads/Curbs/Gutter/Sidewalks/Lighting
    b. Powerlines
    c. Water/Sewer
B. Taxing Power
C. Bonds
D. Pay back on some fair basis
    a. Square feet
    b. Linear feet

**Excise Tax Revenue Bonds.** Revenue bonds payable from excise tax revenues are governed pursuant to Utah State Code Section 11-14-307. Without the need for a vote, Cities and Counties may issue bonds payable solely from excise taxes levied by the City, County or those levied by the State of Utah and rebated to the City or County such as gasoline taxes or sales taxes. State law limits the amount of bonds that can be issued through this mechanism by limiting annual bond debt service to a maximum of 80 percent of the preceding fiscal year's receipts.

**Class B&C Road Bonds**. Gasoline taxes are collected and distributed pursuant to Cities and Counties in a formula that is based upon population and number of City or County road miles within the local government's boundaries. These funds can be utilized by cities and counties to construct, repair and maintain City and County roads and can be utilized as a sole pledge for repayment of debt issued for those purposes.

State law limits the amount of bonds that can be issued through this mechanism by limiting annual bond debt service to a maximum of 80 percent of the preceding fiscal year's receipt of Class B & C road funds. These bonds may not exceed ten years. This state law matches well with the general requirements of the market relative to revenue bonds as it automatically serves to create a 1.25X debt service coverage ratio.

Practical consideration for the issuance of this type of debt for most cities and counties lies with the fact that most local governments spend these funds and more on the maintenance of roads. Therefore, while it is used as the means for securing the debt, other general funds may actually be utilized by the issuer to make the annual payments or to pay for maintenance while the excise tax bonds are being retired with Class B&C road fund revenues.

**Municipal Building Authority Lease Revenue Bonds ("MBA").** Pursuant to the Utah Municipal Building Authority Act (17D-2-1) cities, counties and school districts8 are allowed to create a non-profit

organization solely for the purpose of accomplishing the public purpose of acquiring, constructing, improving and financing the cost of a project on behalf of the public body that created it.

The security for an MBA bond is a first trust deed on the real property, any buildings or improvements and a security interest in any furniture, fixtures and equipment financed pursuant to a particular MBA transaction and an annual lease payment from the City to the MBA. Bonds structured in this fashion are not considered long-term debt as the lease payments are subject to an annual appropriation by the City.

Due to the security structure, the best types of capital facilities to finance under this mechanism are those that are deemed as "essential purpose" by the bond market. Municipal buildings such as City halls, public safety buildings and public works buildings are typically considered essential public purpose. That stated, many other capital improvements and facilities have been funded using MBA bonds including parks and recreation facilities. To strengthen the credits of facilities that are not deemed as essential purpose, it is common to cross collateralize facilities. However, under Utah law once a facility has been completely paid for and is owned outright by the local government it cannot be utilized to collateralize debt on another facility.

The legal limitation for maturity on bonds issued pursuant to the Building Authority Act is forty years. From a market perspective however, the final term on this type of debt will be governed by the maximum useful life of the facility(ies). Most MBA bond transactions are structured to mature in 25 or less.

Due to the real property nature of the transaction it may take some additional time to process and close an MBA bond due to the need to run a title report and clear any liens or encumbrances that may appear on the title so that clear title policies can be provided to the owner and lenders.

**General Fund**

A. Infrastructure – Public Improvements
    a. Roads/Curbs/Gutter/Sidewalk/Lighting
    b. Powerlines
    c. Water/sewer
B. Current Budget/Future Budgets

## Appendix C: List of Recommended Plants

The list below contains recommended Plant species for streetscapes. This list will be monitored by staff as part of an ongoing program with periodic updates based on evaluation of success of Plantings over time.

Designers of individual streetscape projects may propose Plants not on the list based on the design intent for the particular project.

List of Recommended

| **Canopy Shade Trees** | **Comments** |
|---|---|
| *Acer negundo* - Boxelder 'Sensation' | |
| *Catalpa speciosa* - Northern Catalp | Tolerant of alkaline soils; holds a strong dominant leader; male tree so no boxelder bugs |
| *Celtis occidentalis* - Northern Hackberry | |
| *Gleditsia triacanthos v. inermis* - Honeylocust 'Imperial,' 'Shademaster', 'Skyline' | Wrap young trees |
| *Gymnocladus dioicus* - Kentucky Coffeetree 'Espresso' | |
| *Quercus macrocarpa* - Bur Oak | Slow growing |
| *Quercus robur* - English Oak, Skymaster | |
| *Tilia americana* - American Linden 'Boulevard', 'Frontyard', 'Legend', 'Sentry' | Do not use in along roads that are treated with deicing salts |
| *Tilia cordata* - Littleleaf Linden 'Chancellor', 'Shamrock' 'Dropmore','Greenspire', 'Norlin', 'Olympic', 'Prestige', | Do not use in along roads that are treated with deicing salts |

| **Ornamental Trees** | |
|---|---|
| *Acer grandidentatum* - Wasatch Maple | |
| *Acer tataricum* - Tatarian maple 'Hot Wings', 'Pattern Perfect' | |
| *Crataegus crusgalli* - Thornless Cockspur Hawthorn | |
| *Malus sp.* - Crabapple 'Adams', 'Profusion', 'Radiant', 'Spring Snow', 'Thunderchild' | Spring Snow' has some limited fire blight problems. |
| *Pyrus calleryana* - Flowering Pear 'Aristocrat', 'Capital', 'Chanticleer', 'Cleveland Select', 'Redspire' | |
| *Quercus gambelli* - Gambel Oak | |
| *Syringa reticulata* - Japanese Tree Lilac 'Ivory Silk' | |

| **Large Evergreen Trees** | |
|---|---|
| *Picea Pungens* - Blue Spruce 'Fat Albert', 'Baby Blue Eyes' | Sensitive to salt. |
| *Pinus nigra* - Austrian Pine | Only use in wide medians. |

| **Small Evergreen Trees** | |
|---|---|
| *Juniperus scopulorum* - Rocky Mountain Juniper | |
| 'Cologreen', 'Moonglow', 'Wichita Blue | |
| *Picea pungens* - Dwarf Blue Spruce 'Sester', 'Globosa', 'Montgomery' | |

| | |
|---|---|
| *Pinus mugho* - Mugo Pine 'Tannenbaum' | |

| **Shrubby Trees/Large Shrubs** | |
|---|---|
| *Acer grandidentatum* - Bigtooth Maple | |
| *Quercus gambelli* - Gambel Oak | |
| *Cercocarpus ledifolius* - Curlleaf Mountain-Mahogany | |
| *Xanthoceras sorbifolia* - Yellowhorn | |
| *Rhus glabra, R. glabra cismontana* - Smooth Sumac, Rocky Mountain Smooth Sumac | |

| **Deciduous Shrubs** | |
|---|---|
| *Amelanchier alnifolia* - Regent Serviceberry | |
| *Amorpha canescens* - LeadPlant | Deadhead |
| *Amorpha nana* - Dwarf LeadPlant | Deadhead |
| *Aronia arbutifolia* - Red Chokeberry | |
| *Aronia melanocarpa* - Chokeberry, Dwarf Iroquois Beauty | |
| *Artemisia tridentata* - Tall Western Sage | |
| *Atriplex canescens* - Fourwing Saltbush | |
| *Cercocarpus ledifolius* - Curl Leaf Mountain Mahogany | Can grow to be quite large with too much water |
| *Cercocarpus ledifolius intricatus* - Little Leaf Mountain Mahogany | |
| *Cercocarpus montanus* - True Mountain Mahogany | |
| *Chamaebatiaria millefolium* - Fernbush | Deadhead |
| *Chrysothamnus nauseosus nauseosus* - Dwarf Blue Rabbitbrush | Gets large with irrigation |
| *Caryopteris x clandonensis* - Dark Knight Spirea | |
| *Cotoneaster apiculatus* - Cranberry Cotoneaster | |
| *Ephedra equisetina* - Bluestem Joint Fir | |
| *Ephedra viridis* - Mormon Tea | |
| *Euonymus alatus 'Compactus'* - Dwarf Burning Bush | |
| *Fallugia paradoxa* - Apache Plume | |
| *Physocarpus opulifolius* – Ninebark | |
| *Potentilla fruticosa* - Potentilla<br>*Potentilla fruticosa davurica 'Prairie Snow'* - Prairie Snow Potentilla | |
| *Prunus besseyi 'Pawnee Buttes'* - Creeping Western Sand Cherry | |
| *Rhus aromatica*'Gro-low' - Fragrant Dwarf Sumac | Needs ample space |
| *Rhus glabra cismontana* - Rocky Mountain Sumac | Needs ample space |
| *Rhus trilobata 'Autumn Amber'* - Creeping Three-leaf Sumac | |
| *Ribes aureum* - Golden Currant | |
| *Rosa* x *var.* - Shrub Rose | Remove deadwood each spring, many will continue blooming if deadheaded. |
| *Spiraea nipponica* - Snowmound Spirea | |
| *Spiraea thunbergii* - Mellow Yellow Spirea | |

| | |
|---|---|
| *Spiraea* x *vanhouttei* - Vanhoutte Spirea | |
| *Symphoricarpos* occidentalis – Snowberry | |
| *Symphoricarpos* x *chenaultii* - 'Hancock' Coralberry | |
| *Syringa meyeri* - Dwarf Korean Lilac | Looks best when deadheaded after blooming |
| *Syringa patula 'Miss Kim'* - Miss Kim Dwarf Lilac | Looks best when deadheaded after blooming |
| | |
| | |
| **Evergreen Shrubs** | |
| *Juniperus communis* - Common Juniper | |
| *Juniperus horizontalis* - Creeping Juniper | |
| *Juniperus scopulorum* - Rocky Mountain Juniper | |
| *Picea pungens* - Globe Spruce | |
| *Pinus mugo* - Mugo Pine | |

| | |
|---|---|
| **Evergreen (Broad-leafed)** | |
| *Arctostaphylos uva-ursi* – Kinnikinnick | |
| *Arctostaphylos x coloradoensis panchito* - Panchito Manzanita | |
| *Yucca filamentosa* - Adam's needle Yucca | |

| | |
|---|---|
| **Ornamental Grasses** | |
| *Boutelous gracilis* - Blue Grama Grass | Winter interest; cut back in spring |
| *Bouteloua gracilis* - 'Blonde Ambition' Blue Grama Grass | |
| *Festuca ovina glauca* - Blue Fescue | |
| *Pennisetum alopecuroides* - Fountain Grass | This acts more like an annual |
| *Schizachyrium scoparium* - Little Bluestem | |
| *Sorghastrum nutans* - Indiangrass | |

| | |
|---|---|
| **Perennials** | |
| *Achillea 'Moonshine'* - Moonshine Yarrow | Deadhead |
| *Asclepias tuberosa* - Butterfly Weed | |
| *Agastache 'Coronado Red'* - Coronado Red Hyssop | Do not cut back until spring to promote overwintering |
| *Agastache cana 'Sonoran Sunset'* - Sonoran Sunset Hyssop | Do not cut back until spring to promote overwintering |
| *Agastache rupestris* - Sunset Hyssop | Do not cut back until spring to promote overwintering |
| *Artemisia versicolor* - Sea Foam Sage | |
| *Coreopsis verticillata* 'Zagreb' - Coreopsis | Grows well in rocky, well-drained soil |
| *Echinacea purpurea* - Purple Coneflower | Deadhead, if too much irrigation, will get root fungus |
| *Echinacea purpurea* 'White Swan' - White Coneflower | Deadhead, if too much irrigation, will get root fungus |
| *Geranium cinereum* - 'Ballerina' Cranesbill | |
| *Geranium dalmaticum* - Compact Rose Cranesbill | Alpine and rock gardens, does not seed out |

| | |
|---|---|
| *Geranium endressii* - 'Wargrave Pink' Pink Cranesbill | Attractive to pollinators |
| *Geranium himalayense 'Plenum'* - Birch Double Cranesbill | Very showy |
| *Geranium x 'Johnson's Blue'* - Blue Cranesbill | |
| *Geranium sanguineum* - Bloody Cranesbill | |
| *Hemerocallis spp.* - Daylily | Deadhead, cut back in late fall |
| *Hesperaloe parviflora* - Red False Yucca | Needs good drainage, don't use bark mulch around crown, marginal hardiness |
| *Lavandula angustifolia* - Lavender | Shear back after bloom, can have winter dieback |
| *Liatris punctata - Gayfeather,* Dotted Blazing Star | |
| *Oenothera macrocarpa* - Missouri Primrose | Self-sows |
| *Penstemon pinifolius* - Pineleaf Penstemon | Shear back after bloom |
| *Penstemon strictus* - Rocky Mountain Pentstemon | Deadhead |
| *Rudbeckia fulgida 'Goldsturm'* - Black-Eyed Susan | Other varieties may live longer |
| *Salvia pachyphylla* - Mojave Sage | Marginal hardiness, needs excellent drainage |
| *Sedum 'Autumn Joy'* - Stonecrop | |

| **Groundcovers** | |
|---|---|
| *Callirhoe involucrata* - Winecups | Self-sows. Cut back after first flush of blooms to promote new growth |
| *Ceratostigma plumbaginoides* - Plumbago | Can die out in winter |
| *Euonymus fortunei - Euonymus* | Invasive in some states |

## *SUSTAINABLE DEVELOPMENT

A variety of pressing environmental and economic opportunities and challenges face us today, and will also face our children in the future. The opportunities and challenges we have are of interest and should be a concern to all of us, especially in a City where much of the economy and lifestyle are dependent on a high quality environment.

The principles of sustainable development have been utilized as a framework to guide development of the comprehensive Plan. Sustainable development provides a means to protect our environment, provide economic growth opportunities, and enhance our society. This concept depends on the active involvement and participation of all citizens to find solutions to challenges, identify opportunities, and create the type of society that meets our needs and those of future generations.

Sustainable development encourages diversification and development of the economy in a way that provides stability and prosperity for communities.

The goals of environmental protection and economic development need not be conflicting, but can, in fact, be mutually reinforcing. Environmentally sound and sustainable economic development emphasizes the promotion of diverse economic opportunities while protecting the productivity and diversity of natural systems. There can be no sustained development without a clear commitment to preservation of the environment, and the promotion of wise and efficient use of all resources. In the absence of appropriate growth and development, it may be difficult to protect the environment.

Sustainable development can be a catalyst for development of new industries. Its benefits are many–environmental enhancement, job creation, and business development–and may include improved waste management and increased cooperation and involvement of its citizens.

## APPLICATION OF SUSTAINABLE DEVELOPMENT

### Community Goals Statement

The Fort Union Area Plan is developed around the goal of Sustainable Development. To implement the goal of sustainable development, three objectives have been developed:

1. Expand, diversify, and improve income and job opportunities.
2. Sustain and enhance resource productivity while improving the environmental qualities and aesthetics of Cottonwood Heights.
3. Enhance the quality of life of each City resident and visitor.