

Cottonwood Heights General Plan Update

Preliminary Existing Conditions Summary and Analysis (DRAFT)

Landmark Design
5-20-2021



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1.0 BACKGROUND AND HISTORY

1.1 Cottonwood Heights History

Although Cottonwood Heights didn't incorporate as a city until January, 2005, its roots extend back to the first pioneer settlers in the valley. Near what is now Fort Union Blvd and 2700 East early settlers established a community center with a church and a school. Among the earliest settlers of the area were six colorful brothers, the "Butler Brothers" who were lumbermen - complete with wagons, teams and sawmills. There were also four McGhie brothers and their families. Legend has it that they called a town meeting to organize their community and there was one more Butler than McGhie at the meeting, therefore the community received the name "Butler" rather than "McGhie". Natives differ on this name; some say it was named "Butlerville," and others say the "ville" was just a nickname.

Different parts of the west end of the city were known by other names. One area near 1500 East and Fort Union was known as Poverty Flats. The Southwest part of the city was known as Little Cottonwood, or Union.

Big Cottonwood Canyon was the main source of logs and lumber for the homes of the pioneers in the Salt Lake Valley, and this area became an overnight stopping point for the lumber wagons. The area also became one of the overnight stopping places for the wagons bringing granite out of Little Cottonwood Canyon for the building of the Salt Lake Temple and other prominent public and private buildings in the region. Soon there was a store, post office, brewery and tavern along Big Cottonwood Creek near the place where the Old Mill stands today.

Lumber wasn't the only natural resource taken from the canyons. Millions of dollars worth of gold, lead and silver have been mined. Underground water, the high cost of production, and diminishing veins all contributed to the closure of the mines. Historically, the region has also been a fine area for fruit growing as well as dairy feed. Additionally, poultry and (later) mink farming contributed to the local industry.

One of the highlights of this area's history was the Deseret Paper Mill - the "Old Mill" situated along Big Cottonwood Creek about a mile below the mouth of the canyon. It was built in 1861 to make paper for the Deseret News. The paper was made with wood pulp taken from the canyons and rags gathered by families in the valley. It was an immense pioneer undertaking. The finest paper making machinery was hauled across the country by team and wagon, and the mill was the pride of the community as well as the territory. It operated for many years, furnishing employment for the people of Butlerville and paper for the territory. But on the morning of April 1, 1893 (April Fool's Day), the cry echoed through the community that the mill was on fire. Most people said to themselves "April Fool" and turned over in their beds and went back to sleep. The mill burned down and was never rebuilt as a paper mill. Since the mill's construction, the railroad had come through and it was cheaper to bring paper in by train than to manufacture it locally.

The central area of Cottonwood Heights, known as historic Butlerville, is located on a large alluvial field, a remnant from the ancient Lake Bonneville that filled the Salt Lake Valley centuries ago. It is located between the two most majestic features along the Wasatch Front - Big and Little Cottonwood Canyons. This sandbar rises hundreds of feet above the valley floor, and above the historic community of Union. On the north the Cottonwood Heights area tapers gently to the valley floor allowing a gradual, nearly nondescript access from the lower to the higher ground. Since water is always critical to the development of an area, the top flatland of the sandbar was too dry and desolate to attract settlers. And while the Little Cottonwood Creek was the closest, it was also the least available because of the high bluff. It was apparently this problem that earned a part of Cottonwood Heights the name "Poverty Flats." Water had to be brought from the Big Cottonwood Creek down from the mouth of the canyon to enable farms and orchards to be established where residents now live. Early settlers established small farms producing hay, wheat and a variety of vegetable crops. Yet, the area was most widely known for its fruit production, even to the marketing of the fruit out-of-state.

The Southwestern part of Cottonwood Heights has historically been known as Little Cottonwood Creek Valley, Little Cottonwood or Union. The earliest settlements in the area were located along the Little Cottonwood Creek, which lay well below the south and west bluff sides. It was along this creek that the old Union Fort was built in what is now Midvale (approximately where the Wal-Mart Store is currently located), another stopping place for workers bringing granite from Little Cottonwood Canyon to Salt Lake City for building the Temple.

After the initial growth and settlement of Salt Lake City, [Mormon leader] Brigham Young saw the need to establish new settlements in the surrounding area for the saints to occupy. New communities were usually settled near natural resources such as water, timber, and rich soil. The area surrounding the Little Cottonwood Creek (named after the large cottonwood trees lining the stream) became a prime target for new settlement because of the water resource, abundance of farmland and potential for irrigation.

In the spring of 1849, the families of Jehu Cox, Elijah Elmer, and other Mormon colonists moved south from Salt Lake City and located on the Little Cottonwood Creek bottomlands. By the autumn of the first year, the Little Cottonwood settlers had made substantial improvements on the land.

Land appropriation became an important issue in the development of Little Cottonwood. Colonizers were appropriated only that land necessary for their immediate use in order to leave room for the anticipated influx of people into the Salt Lake Valley. The Little Cottonwood settlement was initially organized as a series of small farms in order to ensure sufficient space for growth and to intensify social contact among villagers. The first recorded plan of the settlement show a series of odd-shaped lots strung together along the creek bottomlands. A larger lot of 355 acres near the middle of the plat was allotted to Captain Silas Richards, the current Bishop of the LOS ward. It is speculated that part of this lot was reserved as a community center.

The community later became known as Union in conjunction with the construction of the Union Fort in 1854. The historical significance of the area is displayed by the Union Pioneer Cemetery located on Little Cottonwood Creek Road. Many prominent citizens of the early settlement are buried at the cemetery.

The names Butlerville, Poverty Flats, Little Cottonwood, and Union are still recognized by the residents of the City, but the area is now joined as its own city officially named Cottonwood Heights. The community grew steadily since the time of its settlement, but the primary growth has occurred in the past 50 years. High among elements of Cottonwood Heights' historical heritage, coming down from the earliest settlers, is a strong, binding camaraderie among neighbors - something that the community wishes to preserve. The undaunted families of the original settlers of Butlerville and Union have gone on to produce an inordinate number of college graduates in law, business, medicine, engineering, and education.

Today, retail uses have expanded, with a range of businesses from small ownership to regional scale shopping destinations. The communities in the nearby canyons are flourishing as recreation areas. The "Greatest Snow on Earth" and some of the best winter sports facilities in the world are located in the Canyons, and the 2002 Winter Olympics have greatly increased the visibility and image of Utah's Wasatch Mountains and their associated summer and winter recreational opportunities. Picnic and camp areas abound, and are easily accessible to citizens of Cottonwood Heights and visited by citizens from around the valley and around the world. As a result, Cottonwood Heights is proud to be the city between the canyons.

The traditional agricultural economy of the area has almost entirely given way to neighborhood and business development as growth in the region has continued at a rapid pace. Cottonwood Heights has become well known as the corporate headquarters for the south part of the Salt Lake Valley offering three major office park developments.

Cottonwood Heights is in a highly unique location. It has ready access to medical facilities, fire, police and a vast variety of business establishments. Residents can easily access the freeway system and the major ski resorts and as a result are approximately 15 to 20 minutes away from major events and destinations anywhere in the valley.

While at the same time, most residents enjoy beautiful views of the mountains to the East and/or overlooking the valley to the North, West and South.

1.2 Existing General Plan

The Cottonwood Heights General Plan has not been updated since city incorporation in 2005. At the time, the Plan was adopted shortly after incorporation and focused on principles and priorities important to a new municipality. While that original General Plan successfully helped form the foundation of the city as it exists today, Cottonwood Heights is ready to build on that foundation, and an updated General Plan that reiterates relevant existing goals and lays out new community priorities is critical.

The plan is divided into nine chapters as follow, with specific goals and recommendations made for each chapter. The plan also contains appendices addressing **Open Space Preservation Tools / Trail and Open Space Funding Sources / Affordable Housing Programs**.

I Introduction/Community Vision

- 1.1 General Plan Purpose and Authority
- 1.2 What is a General Plan?
- 1.3 Amending the Plan
- 1.4 Community Vision Statement
- 1.5 Guiding Principles of the Plan
- 1.6 General Plan Goals
- 1.7 Planning Process
- 1.8 Approval Process
- 1.9 1.9 Area History

II Land Use

- 2.1 Background and Introduction
- 2.2 Goals, Objectives, and Policies
- 2.3 Existing Land Use Conditions
- 2.4 Opportunities and Constraints
- 2.5 Land Use Plan
- 2.6 Urban Design Recommendations
- 2.7 Tools and Implementation Strategies
- 2.8 Citizen Comments

III Transportation

- 3.1 Background and Introduction
- 3.2 Goals, Objectives, and Policies
- 3.3 Existing Transportation Conditions
- 3.4 Transportation Plan
- 3.5 Tools and Implementation Strategies
- 3.6 Citizen Comments

IV Parks and Open Space

- 4.1 Background and Introduction
- 4.2 Goals, Objectives, and Policies
- 4.3 Existing Park and Open Space Conditions
- 4.4 Parks and Open Space Plan
- 4.5 Park Development Recommendations
- 4.6 Tools and Implementation Strategies
- 4.7 Citizen Comments

V	Urban Trails
5.1	Background and Introduction
5.2	Goals, Objectives, and Policies
5.3	Existing Urban Trail Conditions.
5.4	Urban Trails Plan
5.5	Tools and Implementation Strategies
5.6	Citizen Comments
VI	Social and Economic Conditions
6.1	Background and Introduction
6.2	Goals, Objectives, and Policies
6.3	Existing Socioeconomic Conditions
6.4	Economic Development Plan
6.5	Citizen Comments
VII	Housing
7.1	Background and Introduction
7.2	Goals, Objectives, and Policies
7.3	Existing Housing and Demographic Conditions
7.4	Affordability Analysis
7.5	Supply of Housing in Cottonwood Heights
7.6	Costs of Housing in Cottonwood Heights
7.7	Housing Plan
7.8	Tools and Implementation Strategies
VIII	Annexation
8.1	Background and Introduction .
8.2	Goals, Objectives, and Policies
8.3	Existing Annexation Area Conditions
8.4	Shared Boundary Considerations
IX.	Natural Environment
9.1	Background and Introduction
9.2	Goals, Objectives, and Policies
9.3	Existing Natural Environment Conditions
9.4	Tools and Implementation Strategies
9.5	Citizen Comments

1.3 Project Background & Purpose

Cottonwood Heights seeks to complete a comprehensive, chapter-by-chapter update and rewrite of the city's General Plan, using the existing General Plan as a guideline. The updated general plan should incorporate adopted applicable area master plans, ordinances and studies. The general plan is anticipated to update, revise, and/or create the following plan elements, including background research, public outreach, and drafting of a proposed plan:

Introduction/Vision Statement

- Update introduction and develop an updated vision statement for the community;

Land Use Element

- Review and revise all subsections of the existing land use element;
- Analyze and develop a new future land use map;
- Incorporate important components of area master plans into updated land use element;
- Assess existing zoning and make recommendations on changes in land use/development patterns;
- Propose land-use policy recommendations that will contribute to the creation of unique and identifiable places and that will complement recommendations from other plan elements;

Transportation Element

- Review and revise subsections of the transportation element, in consultation with all applicable city departments;
- Perform a complete streets assessment and develop a plan to implement complete streets principles and design guidelines, including an updated road classification map, sidewalk maps, bike lane map, park strip landscaping recommendations, trees & lighting inventories, etc.; o Identify gaps in facilities or connectivity that exist
- Develop goals and recommendations for active transportation connectivity;
- Assess transit feasibility;
- Include applicable analyses/incorporation of access management recommendations, congestion assessment, road conditions, etc.

Economic Development

- Develop an economic development plan, including a clear vision for the Cottonwood Heights Business Association
- Analyze existing businesses and potential gaps in business types or makeup (city has existing data to assist with this analysis)
- Provide strategies to diversify and increase city tax base while maintain core city values;

Parks, Trails, and Open Space

- Review and revise subsections of the existing 'Parks and Open Space,' 'Urban Trails,' and 'Natural Environment' elements;
- Include analyses and incorporation provisions of existing master plans (bicycle and trails master plan, open space master plan, Bonneville Shoreline Trail Access Plan, etc.
- Complete or update existing park assessment, and identify gaps and needs
- Include applicable maps identifying opportunities for future parks, trails, and open space amenities;

Sustainability and Environment

- Develop a community sustainability element by providing necessary updates to the existing 'Natural Environment' element and adding a new sustainability element reflecting recent city priorities
- Analyze existing sensitive lands/riparian/urban interface plans and include necessary recommendations or updates;

- Analyze and recommend plans to achieve city’s sustainability resolution, solar implementation on city facilities and throughout the community, clean air strategies, water conservation through landscaping/storm drain standards, and other similar conditions.

Community Resiliency

- Develop a new plan element to address community resiliency in the face of economic downturn, pandemic, natural disasters, etc.
- Recommend strategies and incorporate existing emergency management plans and principles
- Develop a comprehensive approach to resiliency planning, including city operations, economic development, public health and safety, etc.;
- Identify risk factors for certain emergencies based on socioeconomic factors, geographic location, etc.

Housing and Socioeconomic Conditions

- Review and revise existing housing element;
- Incorporate references to updated laws and statutes, and incorporate elements of the city’s adopted housing master plan;
- Develop an approach to solving such issues by recommending various policies, plans, ordinances

Annexation

- Review and revise existing annexation element as necessary

Form-Based Code

- Using applicable ordinances and area master plans as a guideline, the city seeks to create a form-based code for identified gateways and mixed-use areas of the city, either as a new standalone ordinance or as a replacement to the existing Mixed-Use zoning standards.

Public Input

- As part of both the General Plan and Form-Based Code process, the chosen consultant will be expected to develop and assist in a comprehensive and multi-faceted public input strategy aimed at reaching as many residents as possible.

1.4 Project Approach & Scope of Work

PROJECT APPROACH

COMMUNITY VALUES AND VISION

Cottonwood Heights is a community with a complex structure and a range of desirable neighborhoods and districts. It is a place where new growth is likely to occur through limited greenfield development and targeted infill/redevelopment. A robust public outreach process will provide the basis for defining the direction the city wants to grow.

COMMUNITY ENGAGEMENT AND OUTREACH

This is an essential step, particularly since the existing plan is over 15 years old. It is essential to ensure all corners of the community have an opportunity to weigh-in as the plan is developed. In response to COVID-19 conditions, the focus will be primarily on-line and remote methods, although face-to-face and direct participation methods will be incorporated as conditions change and warrant.

A. Plan Advisory Committee

This group will include representatives of staff, decision-makers, stakeholders and the public. They will actively work with our team, providing overall guidance. The committee will meet a minimum of three times during key stages of the planning process.

B. Project Web Page/Social Media Participation & Information Exchange/Surveys

Establish and maintain a dedicated web page for this project, then link it with the Cottonwood Heights Website, Facebook page, Twitter account and other social media outlets. Utilize Social Pinpoint™, an online interactive mapping tool, to solicit place-based feedback and to conduct on-line questionnaires to gauge public opinions, ideas and issues.

C. Online Public Meetings

Hold online Public Scoping Meetings at the beginning of the process, paired with a Visual Preference Survey and online questionnaires. We will then conduct an online Alternative Futures Public Workshop to review plan concepts and ideas, utilizing Zoom, ArcView Story Map, Concept Board and similar online engagement tools. Based on the input received, a Preferred Alternative Concept will be determined, and a Draft Plan developed, which will be presented to the public during an online Draft Plan Open House Meeting near the end of the planning process. These meetings and events will help ensure the planning direction is well-understood and embraced before the adoption process.

D. Focus Interviews

Meet online with individuals or groups to help verify the planning vision, issues, and directions as needed. The list is yet to be determined but could include developers, community leaders, business interests, neighborhood groups and other stakeholders.

E. City Leadership Briefings

Brief members of the Planning Commission and City Council on two occasions, providing a summary of planning issues and ideas. We assume that we will meet with both groups jointly if possible, which could help establish common understanding and a more unified plan.

VERIFICATION OF EXISTING CONDITIONS AND CONCEPT DEVELOPMENT

Document and analyze existing conditions in the earliest stages of the process, focusing on the elements identified in the RPLOQ and others yet to come. This is a crucial step as it will clarify the baseline conditions and lead to Alternative Concepts that define and describe specific opportunities and conditions. A Preferred Alternative will eventually emerge, at which stage we will dive deeper to create a clear and cohesive blueprint for the future.

DEVELOPMENT OF THE PLAN ELEMENTS

Apply the new community vision and technical analyses to the Preferred Alternative to establish the direction of the future plan. This requires close coordination with Cottonwood Heights and the public to ensure all ideas and details are fully embraced and reflect the community vision.

1. Land Use

The focus will be on establishing a comprehensive and easy-to-understand future land use plan and associated map. We will also assess existing zoning/incorporate area master plans/provide land use policy recommendations. This component will be carefully aligned with the identification and function community gateways and nodes, and specifically addressed as part of the form-based code component of this effort.

2. Transportation

We will address complete streets assessment / updated road classifications / goals and recommendations for active transportation / assess transit feasibility / streetscape plan / street and pathway connectivity improvements / multi-modal regional connections / key corridors/centers / congestion assessment / road conditions / access management recommendations.

3. Economic Development

We will establish a vision for Cottonwood Heights Business Association / identify gaps in business types / strategies to increase the tax base / comprehensive real estate market analysis / strategies to enhance sense of place and viability for business in key locations / strategy for encouraging desired business types / local retention strategies / identification of unique districts if any and provide strategies for each.

4. Parks, Open Space and Trails

We will provide a comprehensive plan element, including the assessment of existing and future needs / LOS and distribution analysis / enhancement options for existing parks / integrated park, open space and trail system plan and maps / acquisition, implementation and cost assessments and strategies / goals and action plan.

5. Environment and Sustainability

This includes natural systems assessment and implications / “green” systems and initiatives / water conservation and quality / urban forest and green structure / clean air and noise reduction strategies / solar power / additional strategies to achieve the City’s sustainability resolution.

6. Community Resiliency

We will provide a comprehensive approach to resiliency planning / recommended strategies for economic downturn, pandemic, natural disasters and similar hard-to-anticipate conditions / Identification of risk factors.

7. Housing and Socioeconomic Conditions

We will begin by updating key socio-economic data and future growth directions. This will be followed by addressing state statute requirements and Moderate Income Housing options/ senior and higher density options / range of types and more diversity / neighborhood preservation enhancement strategies / infill.

8. Annexation

We will review and revise the existing Annexation Element to assure it is aligned with the general plan vision.

Summary Planning Process Tasks

1. Review Existing Plans and Related Documentation

Get “up to speed” with past planning processes and existing conditions. We anticipate a field trip with staff and others at this stage.

2. Research and Analysis

The TEAM will analyze issues and data, blending the information obtained during the Plan Advisory Committee meetings with our analysis of existing conditions, plans and documents.

3. Develop Plan Elements

Once existing conditions have been documented and analyzed, the planning TEAM will develop the elements for review by the Plan Advisory Committee and the public. These will include a range of alternative plan ideas/options.

4. Draft Plan

The Draft Plan will detail the plan elements to address land use; transportation; housing; economic development; environment; parks, recreation, and trails; and other topics that may emerge. The Draft Plan will then be presented for review and refinement.

5. Draft Final Plan

Once the Open House meeting has been held and comments received and analyzed, a Draft Final Plan will be developed summarizing the vision, planning implications, and future growth directions of the city.

6. Approval and Adoption Process

The Landmark Design Team will present the *Draft Final Cottonwood Heights General Plan* to the Planning Commission and City Council. Once approved, final changes will be made, and the adopted plan delivered.

ORDINANCE DEVELOPMENT: FORM-BASED CODE FOR GATEWAYS

In order an efficient and fully-coordinated process, the development of form-base codes for key gateways will integrated with the general plan process. Once the comprehensive planning direction is clarified, form-based code development will be integrated with finalization of the gateway concepts. This approach ensures that the general plan and form-based codes are fully coordinated. It will also allow the general plan and ordinances to be reviewed by the Advisory Committee, Planning Commission, City Council and members of the public concurrently.

2.0 DEMOGRAPHIC CONDITIONS AND PROJECTIONS

2.1 Forecast

According to the 2021 Economic Report to the Governor, a strong recovery is forecast for Utah’s economy in 2021 and beyond. Job growth is expected to top 58,000 new jobs in a single year, the largest single-year increase in Utah’s history.

Population Growth

Statewide population is projected to continue to grow as a result of both natural increase and net in-migration. Cottonwood Heights population represented approximately 1 percent of the total 3.273 million people in Utah in 2020. Cottonwood Heights population is projected to decrease as a share of statewide population over time. Cottonwood Heights projected average annual increase in population is 0.8 percent, the statewide projected average annual increase is anticipated to remain near 1.5 percent.

Households

Cottonwood Heights average household size of 2.7 people per dwelling unit. This is smaller than the average household size for Salt Lake County and for the State of Utah. Cottonwood Heights’ average household size is anticipated to remain smaller than the County and State.

Age Structure

Utah is the youngest state in the country with a median age of 31.2 years compared to the national median of 38.5 years. Cottonwood Heights median age is 39.1 years, significantly higher than the state, county (32.7), and national medians. Median ages have increased at all levels, local, county, state and nationally, in the 2010 to 2020 decade as a result of the aging of the Baby Boomers. This trend is expected to continue.

Race and Hispanic Origin

Cottonwood Heights’ 2020 minority share of the population, non-white and/or Hispanic, is 15 percent of the total population. The City’s minority share of the population is significantly smaller than the Salt Lake County (29.7 percent) and Utah (22.2 percent) non-white or Hispanic share of the population. The minority share of the population increased in Cottonwood Heights, Salt Lake County and the state between 2010 and 2020 and is projected to continue to increase. The 2025 projected minority share of the Cottonwood Heights population is 17 percent, a 6 percent increase in five years.

Table xx: Summary Demographics

	2020	2025	2030	2040	Build Out
Population	33,433	34,834	36,293	39,398	42,768
Minority Population **	5,015	4,433	X *	X *	X *
Households	13,007	13,592	14,161	15,373	16,688
Average HH Size	2.6	2.6	2.6	2.6	2.6
Median Age	39.1	40.8	X *	X *	X *
Under 5	2,247	1,912	X *	X *	X *
5-9	1,835	2,050	X *	X *	X *
10-14	1,923	2,141	X *	X *	X *
15-19	1,958	1,996	X *	X *	X *

20-24	2,093	1,858	X *	X *	X *
25-34	4,760	4,263	X *	X *	X *
35-44	4,679	5,593	X *	X *	X *
45-54	4,537	4,370	X *	X *	X *
55-59	2,496	1,832	X *	X *	X *
60-64	1,978	2,035	X *	X *	X *
65-74	3,256	3,749	X *	X *	X *
75-84	1,615	2,314	X *	X *	X *
85 and over	659	722	X *	X *	X *
Under 18	7,179	X *	X *	X *	X *
16 and older	27,559	X *	X *	X *	X *
18 and older	26,857	X *	X *	X *	X *
21 and older	25,756	X *	X *	X *	X *
62 and older	6,678	X *	X *	X *	X *
65 and older	5,530	6,785	X *	X *	X *

Source: U.S. Census, ESRI, WFRC

3.0 ECONOMIC DEVELOPMENT

3.1 Introduction and Economic Overview¹

The COVID-19 pandemic of 2020 ended Utah’s decade long economic expansion. However, Utah’s economy was more resilient than originally forecast when the economy shut down in March 2020. By November 2020, Utah’s year-over employment was down just -0.2 percent, one of the smallest employment declines of any state, and the unemployment had dropped to 4.3 percent. For comparison, nationwide employment was down -6.0 percent and unemployment was up 6.7 percent.

Although the job market as a whole has fared better than other states, the impacts differed by industry. Tourism has been hard hit. National park visits are down 32 percent and third-quarter data for hotels and motels showed a 22 percent drop in service revenue. Restaurants and fast food establishments have also been hurt although the impact appears to be less than originally expected. Retail sales overall have been surprisingly strong at a 13.3 percent statewide increase in sales. Although, once again this depends on the category. For example, building and garden stores and grocery stores have been particularly strong performers.

Residential construction reached a record 30,745 new dwelling units in the state, surpassing the 2005 record high of 28,285 units. COVID-19 has not slowed housing demand. The demand has pushed up housing prices resulting in increased attention on issues relating to affordability and access to housing.

Municipal Finances

Cottonwood Heights governmental services include police, fire, administration, public works, and planning and zoning. These services are funded from a variety of revenue sources including property, sales, and other taxes as well as charges for services, fines and forfeitures and other intergovernmental funds. The two largest funding sources in Cottonwood Heights, as well as most municipalities in the State of Utah, are property and sales taxes.

¹ Summarized from *The Economic Report to the Governor, 2021*, Prepared by the Utah Economic Council

For Cottonwood Heights, these two sources represent more than two thirds of revenues available to provide services to residents, businesses, and visitors.

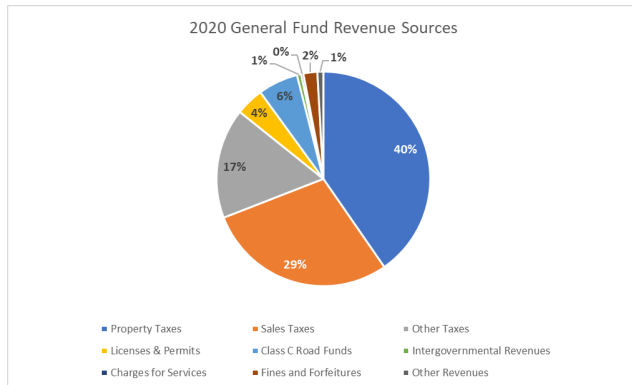


Figure x-x: 2020 Revenues, Cottonwood Heights FY 2020-2021 Adopted Budget

During the three-year period prior to the COVID-19 pandemic shut down in March 2020, Cottonwood Heights revenues from property and sales taxes had increased an average of 5 percent and 9 percent, respectively each year. As seen in Table xx-xx, at the same time overall revenues to the General Fund increased by 4 percent per year for the period Fiscal Year 2017/18 through 2019/20².

Table xx: General Fund Revenues FY 2017/18 through FY 2020/21

Revenue Source	2020/21	2019/20	2018/19	2017/18	2018-2020 AARG
Property Taxes	8,063,137	7,985,162	7,904,512	6,953,563	5%
Sales Taxes	5,750,000	6,719,169	6,341,451	5,138,449	9%
All Other Sources	6,172,750	7,128,507	5,865,582	7,401,314	-1%
Total General Fund Revenue	19,985,887	21,832,838	20,111,545	19,493,326	4%

Source: Cottonwood Heights FY 2020-2021 Adopted Budget

These increases were a result of new investment and new economic activity, not increased tax rates or, in the case of property taxes, increased home valuation. The adopted Fiscal Year 2020/21 budget reflected decreased sales tax activity as well as declines in revenue from other sources for an overall decline in General Fund revenue of over \$1.8 million, approximately half of the decline coming from an anticipated reduction in sales tax revenue from the economic impacts of the COVID-19-related quarantine. The anticipated decline did not materialize as a result of the shift in consumer spending from brick-and-mortar stores to residential-based purchases. Because of the Utah sales tax distribution formula (50 percent distributed based on point-of-sale and 50 percent distributed based on percent of the statewide population) the point of sale in residentially based purchases is the home resulting in an increase in sales tax revenue for communities such as Cottonwood Heights.

² Fiscal Year is July 1 through June 30.

3.2 Current Conditions

Economic activity in Cottonwood Heights includes neighborhood, community, and regional retail areas as well as significant suburban office developments. Figure xx-xx is a map of the primary retail and employment areas as well as the largest future development area in the City.

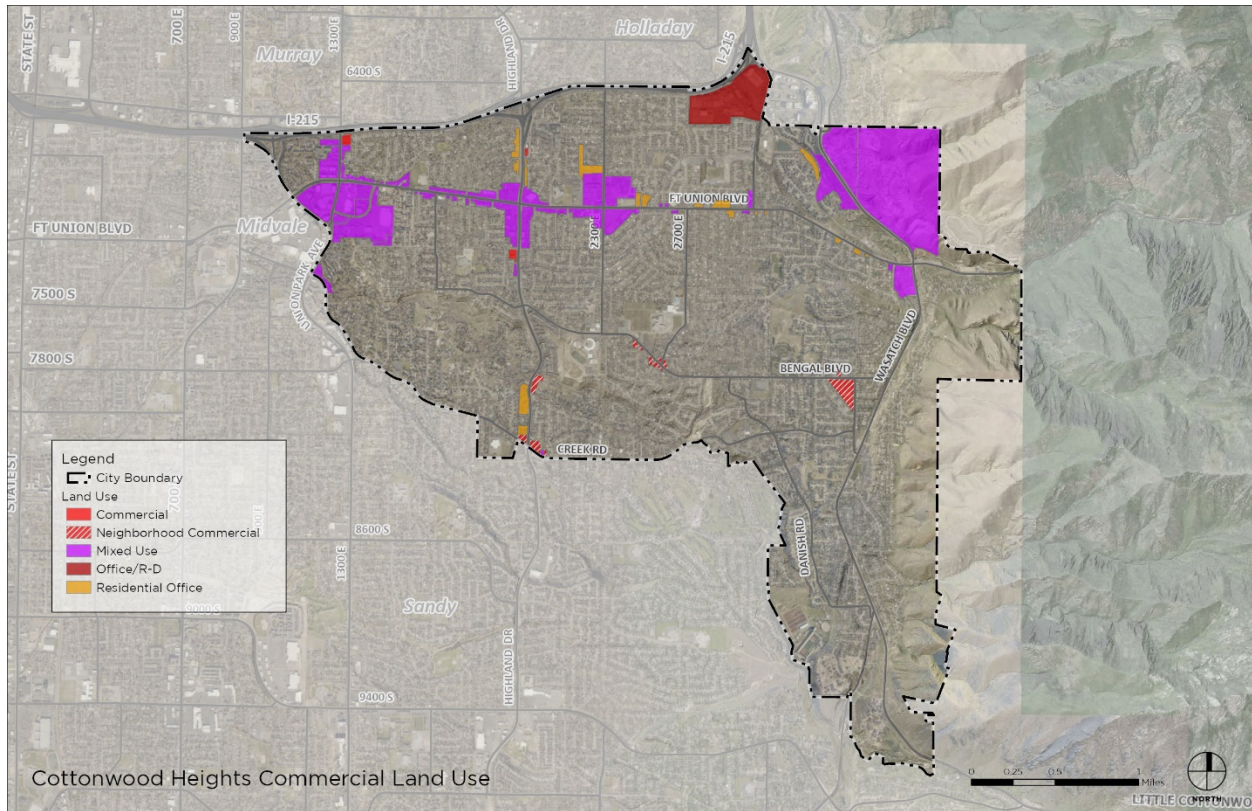


Figure x-x: Areas of non-residential land use, 2020

Residential Development

The addition of households to Cottonwood Heights enhances overall economic performance as a result of increased purchasing power for traditional retail and sales taxes from online sales. Wasatch Front Regional Council (WFRC) population projections assume the addition of approximately 6,000 new Cottonwood Heights residents between 2020 and 2040. At current household sizes this would require approximately 2,400 new dwelling units, or the addition of about 120 new units per year.

The WFRC projected population is based on a 0.82 percent annual growth rate. If Cottonwood Heights grows at the 2015 to 2020 historical Salt Lake County average annual rate of 1.5 percent, an additional 11,600 people in approximately 4,300 dwelling units will live in the City by 2040. If Cottonwood Heights duplicates the City's 2015 to 2020 average population growth will be negligible or zero and not require any net new dwelling units. Figure x-x demonstrates the impact of the various growth rates. A growth rate of 1.5 percent annually will result in Cottonwood Heights continuing to house 1 percent of the statewide total population and, by extension the share of the sales tax distribution pool.

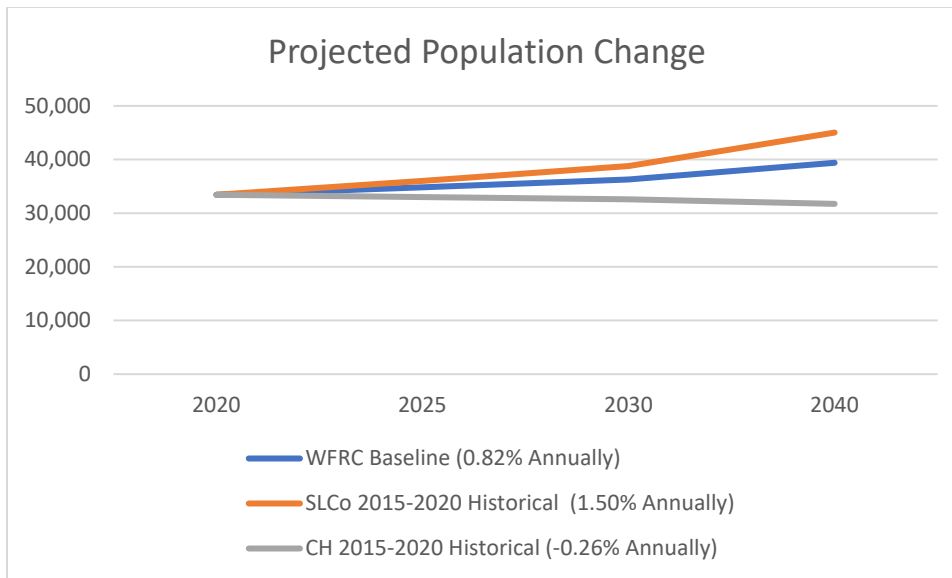


Figure x-x: Population Growth Rate Comparison

Retail Areas

Cottonwood Heights households exercise significant spending power. Table xx-xx is an estimate of 2020 spending power, actual sales within the City and unmet spending need potential by targeted category. For the full list of categories and unmet spending potential or surplus spending, please see Appendix X.

Table xx-xx: Cottonwood Heights Targeted Unmet Spending Potential

Category	2020 Retail Potential	2020 Retail Sales	2020 Unmet Spending Potential/ Surplus Spending
Furniture & Home Furnishings Stores	18,838,878	5,371,904	13,466,974
Electronics & Appliance Stores	21,509,303	5,828,180	15,681,123
Building Materials, Garden Equipment & Supply Stores	39,873,536	28,359,171	11,514,365
Food & Beverage Stores	99,583,347	52,623,350	46,959,997
Clothing & Accessories Stores	30,524,564	19,164,649	11,359,915
Sporting Goods/Hobby/Musical Instruments Stores	22,445,539	10,812,612	11,632,927
Food Services & Drinking Places	66,176,873	43,919,952	22,256,921

Source: ESRI and Infogroup. ESRI 2020 Updated Demographics. ESRI 2017 Retail MarketPlace.

Unmet Spending Potential represents household spending that occurs in other jurisdictions. This is spending that may be available to support new retail development in Cottonwood Heights. Table xx-xx estimates the potential retail square footage represented by the unmet spending potential.

Estimated Supportable New Retail Square Feet

Element	Number
Average Retail Sales /SF	\$400.00
Unmet Spending Potential - Targeted Categories	132,872,222
Estimated Capture of Retail Leakage - Targeted Categories	30%
Estimated Supportable SF	99,654

Source: Average Retail Sales/SF Urban Land Institute/ICSC Guide to Shopping Centers

The analysis assumes a conservative capture rate of 30 percent. This means that 30 percent of the spending potential currently “leaking” to other communities from Cottonwood Heights households could be captured by new stores, within the targeted categories within the City. For rural, isolated communities capture rate could be as high as 100 percent. For Cottonwood Heights, because of the relative ease of accessing other areas, the capture rate has been set much lower.

Leakage of sales to other areas does not automatically translate to viable new retail square footage. The actual capture rate will vary based on location of the new retail, the product mix, the quality, and the overall size of the center. Historically, centers of 100,000 SF and more can capture a higher percentage than standalone retail stores because they attract more traffic and are more visible. Recent trends indicate that centers with high design quality, community space, and experiential retail perform better than more traditional retail centers.

Cottonwood Heights’ current retail outlets are distributed throughout the City with the highest concentration along the Fort Union Boulevard corridor. Fort Union Boulevard is an arterial highway that extends from the mouth of Big Cottonwood Canyon on the east to Bangerter Boulevard on the west. The highway passes through Midvale and West Jordan cities and changes names several times. Fort Union Boulevard provides access to several north-south highways including Wasatch Boulevard, I-215, Highland Drive, State Street, I-15 and Bangerter Boulevard. Because of the traffic volumes and visibility of Fort Union Boulevard there are several regional retail areas along its length. Bengal Boulevard is a secondary retail corridor with a grocery anchored community shopping center and additional neighborhood retail areas as it extends from Wasatch Boulevard to Highland Drive.

Wasatch Boulevard is the primary access to four of Utah’s premier ski resorts – Alta, Snowbird, Brighton and Solitude – in winter and Big and Little Cottonwood Canyons for year-round recreation. Wasatch Boulevard is planned for widening to address significant traffic delays on new snow days and major ski holidays. The road has experienced only limited commercial development, primarily at the mouth of Big Cottonwood Canyon which is a specialty retail area catering to users of the canyons with ski shops, restaurants, bars, and “last chance” gas. There are several areas along Wasatch Boulevard that may be appropriate for additional commercial development including Cottonwood Height’s primary future development opportunity at the gravel pit just south of the entrance to Big Cottonwood Canyon.

Each of these areas should play a role in capturing unmet spending potential but improving competitiveness, adding retail outlets and types, and possibly, creating a new retail area to meet current and future growth in retail demand.

Office/Employment Areas

There are two primary office submarkets in Cottonwood Heights – Cottonwood and Union Park. Table xx provides key data for the two office submarkets in Cottonwood Heights and the Salt Lake Metro market as a whole. There is currently approximately 39.5 million square feet of office space in the Salt Lake Metro Market with an addition 1.9 million under construction as of the start of 2021. Of the total square feet in the Salt Lake Metro Market 30 percent is in downtown or near downtown Salt Lake City. The remaining 27.7 million square feet is in various

submarkets throughout the valley. The Cottonwood submarket represents approximately 8.8 percent and the Union Park submarket represents 6.2 percent of the total suburban square footage.

Table x-x: Office Sub-Markets

	Cottonwood Heights SF	Total SubMarket & Market NRA SF (Q4 2020)	Under Const. NRA SF (2020 Q4)	Completions NRA SF YTD (2020 Q4)	Estimated Future	Direct Ask Rent (\$/SF/Yr FSG)
Cottonwood	1,684,151	2,384,599	81,018	0	2,384,599	31.57
Union Park	763,266	2,062,211	0	0	2,062,211	24.06
Sub Total CH Submarkets	2,447,417	4,446,810	81,018	0	4,446,810	28.09
Suburban SLC Market	27,668,799	27,668,799	1,365,207	1,783,189	29,451,988	25.40
SLC Metro Market	39,486,064	39,486,064	2,182,865	1,941,058	41,427,122	25.54
Cottonwood Heights/Suburban SLC		8.8%	6%	0%	8.3%	110.6%
Cottonwood Heights/SLC Metro		6.2%	4%	0%	5.9%	110.0%

Source: CBRE SLC Market View Office Q4 2020

There is a total of 2.4 million square feet of office in Cottonwood Heights. The majority of this square footage is located in the Cottonwood submarket area, 1.7 million square feet. Another approximately 763,000 square feet is located in the Union Park submarket area.

(INSERT CBRE SUBMARKET MAP)

The Cottonwood submarket is a particularly strong submarket. Asking lease rates in this area consistently outperform the rest of the market, including the average downtown asking lease rates. Fourth quarter asking rates in the Cottonwood submarket average \$31.57 per square foot per year for a full-service gross lease. This is 22 percent higher than the average asking lease rate in downtown Salt Lake City and an increase from the Q3 2020 comparable lease rate for the Cottonwood submarket. There is 81,018 square feet of new office that came under construction in the Cottonwood submarket in Q4 2020.

Although the statistics for the Cottonwood Heights area submarkets look positive, the office market as a whole stalled in 2020 as a result of unprecedented pressures from the COVID-19 pandemic on the overall market. Annual net absorption in the Salt Lake Metro office market was negative for the first time since the recession of 2008. However, in spite of challenges from the pandemic, a total of 2.5 million square feet of new space was added to the market in 2020 just below the 2016 record of 2.6 million square feet. Another 2.8 million square feet is currently under construction, of which 40 percent is reportedly pre-leased. Local economists believe that in spite of the immediate challenges, the local economy has proven resilient and less effected by the pandemic than other markets. Utah continues to lead job growth and is a top target for tenant migration.

The biggest challenge to the Cottonwood and Union Park submarkets is lack of available property for development.

3.3 Market Projections

Although the economy, and by extension the real estate and development market, is expected to struggle in comparison with pre-quarantine measures, long prospects are strong for residential and office growth. Essentially, if there is developable property available residential and office development can be captured. Maintaining and improving on Cottonwood Heights' retail market competitive position depends on the community's ability to

respond to changing market forces and create the types of retail areas likely to attract new investment and shoppers.

There are limited locations for new development within Cottonwood Heights. The only significant parcel available for new development is the gravel pit site east of Wasatch Boulevard and north of Big Cottonwood Canyon. This approximately 100-acre area is an active gravel pit operation that is expected to cease operations within the next decade. A market analysis completed in October 2016 identified the following opportunity for the location:

Table x-x: October 2016 Gravel Pit Market Analysis

Land Use	Acres	Total Building (SF or Units)		Assumed per SF Lease Rates	2020-2030 Avg. Annual Absorption	2030-2040 Avg. Annual Absorption	% of Projected Salt Lake County Market *
		SF	Units/Rooms				
Office	50	2,000,000		\$29.00	75,000	100,000	3.8%
Residential	30		3,000,000	\$1.20	175	125	4.5%
Retail	15	250,000			25,000	NA	Unk
Lodging	5		150		150	TBD	Unk
Total	100	2,250,000	3,000,150				

Source: Wasatch Boulevard Gravel Pit Master Plan, Market Analysis, October 2016

*GSBS Consulting calculation based on 20-year average office Salt Lake County office absorption & projected Salt Lake County population

The analysis was based on 2016 market conditions and assumed office and residential lease rates that are slightly lower than the current market.

Development of the gravel pit location at the intensity assumed in the 2016 market study reflects the WFRC baseline growth projection.

Residential Opportunity

Cottonwood Heights is a desirable place to live. The current mix of housing can capture significantly more of the residential market than currently projected.

3.4 Pandemic Impact and Longer-Term Outlook

The long-term economic impacts of the pandemic are unknown at this time. According to Zanny Minton Beddoes, Editor in Chief, The Economist Magazine, the pandemic served to accelerate a number of trends already affecting the market including:

- Work from home
- Online shopping
- Reinvention of cities

By Ms. Beddoes' and other economists' projections by 2025 it will be clear that we did not emerge from quarantine to the same economy. That there will be:

- Hybrid work models with 20 percent of people working from home (a 4-fold increase from 2019)
- Structural changes to shopping away from commodities to experiential brick and mortar

- Reinvented cities to encourage social equity and community interaction

Utah is projected to continue to grow, adding population and jobs. For cities like Cottonwood Heights this combination of structural changes and growth is an opportunity to rethink current, outdated retail areas to add housing, reposition retail, and continue to provide some of the highest quality office space in the market. The temporary economic slow-down of 2020 and 2021 is an opportunity to affect this type of change.

(UPDATE THIS SECTION TO INCLUDE MORE SPECIFICS FOR COTTONWOOD HEIGHTS)

3.5 Goals and Actions

PENDING: PRELIMINARY IDEAS TO BE VETTED BY PLAN ADVISORY COMMITTEE THEN VERIFIED THROUGH PUBLIC INPUT. THESE WILL BE A REFLECTION OF THE FUTURE VISION OF THE COMMUNITY AND INCORPORATED INTO THE PREFERRED PLAN.

4.0 ENVIRONMENTAL CONDITIONS

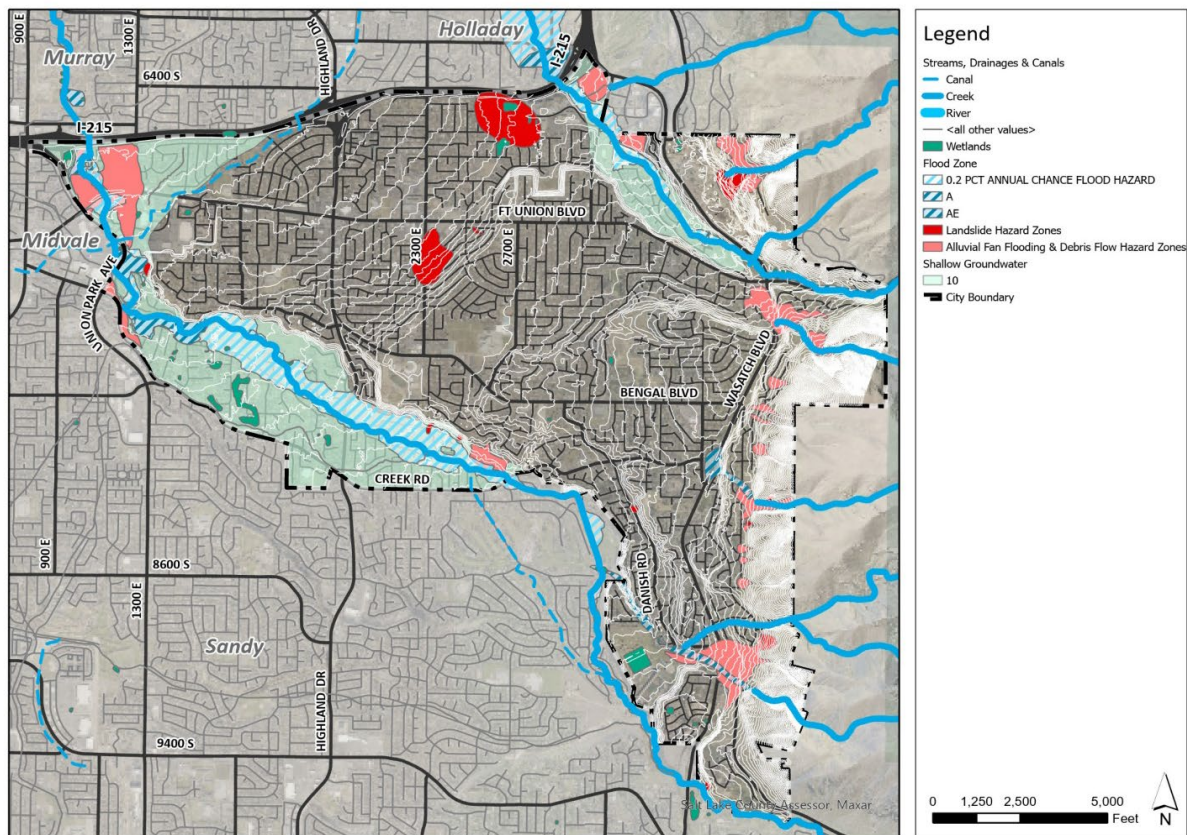
4.1 Overview

Located at the mouth of Big Cottonwood Canyon and just northwest of Little Cottonwood Canyon, Cottonwood Heights has been shaped by key environmental conditions associated with the Wasatch Mountains, the Cottonwood Canyons and related drainages. The bulk of the city is positioned on a broad bench gently sloping from the valley floor upward into the eastern foothills and eventually the Wasatch Mountains themselves.

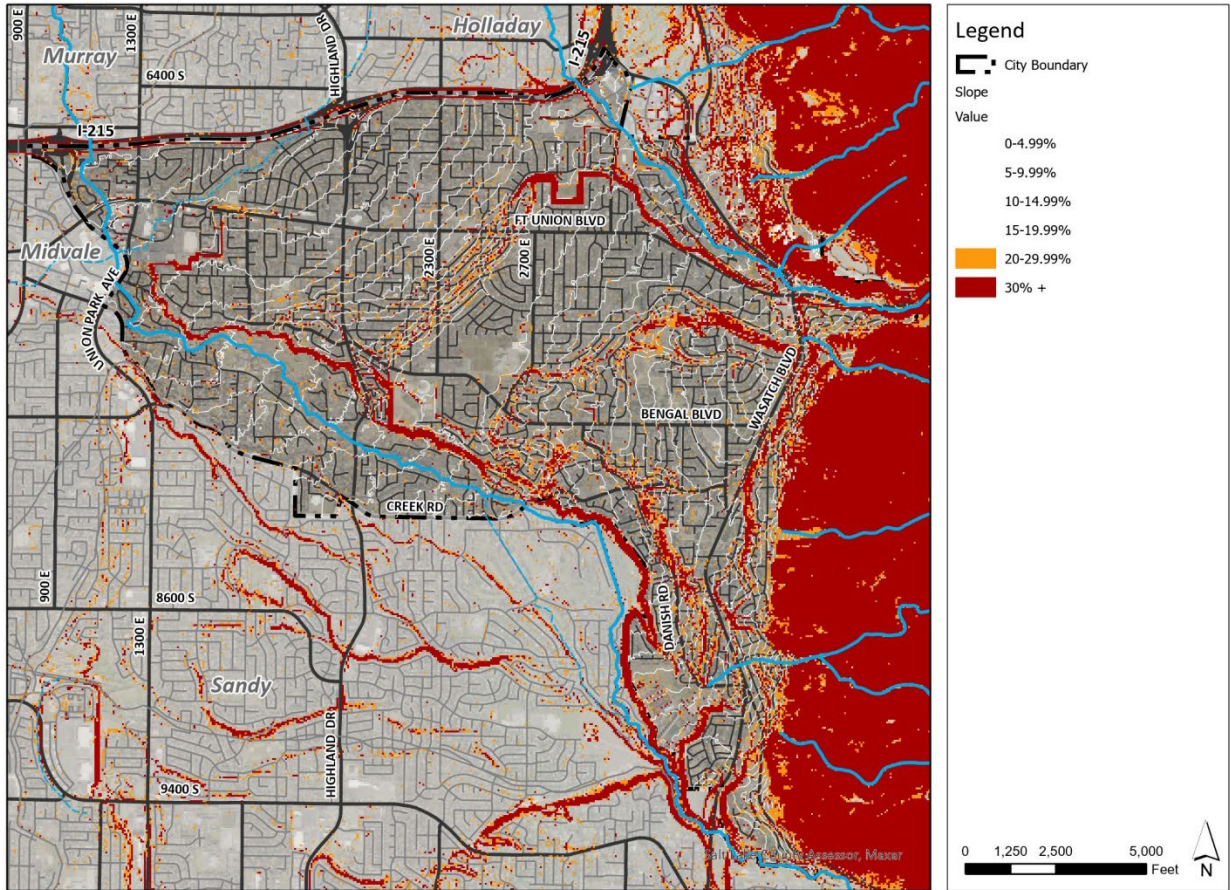
The topography slopes downward relatively sharply south of Bengal Boulevard forming a low-lying area along Little Cottonwood Creek. This area is characterized by shallow groundwater with increased flooding potential along the creek.

Slopes increase quickly east of Wasatch Boulevard as the foothills transition into the Wasatch Mountains. Because of the steeper terrain, complicated soils and numerous drainages flowing from the mountains, there is an increased risk of alluvial fan flooding and debris flow hazards in this area.

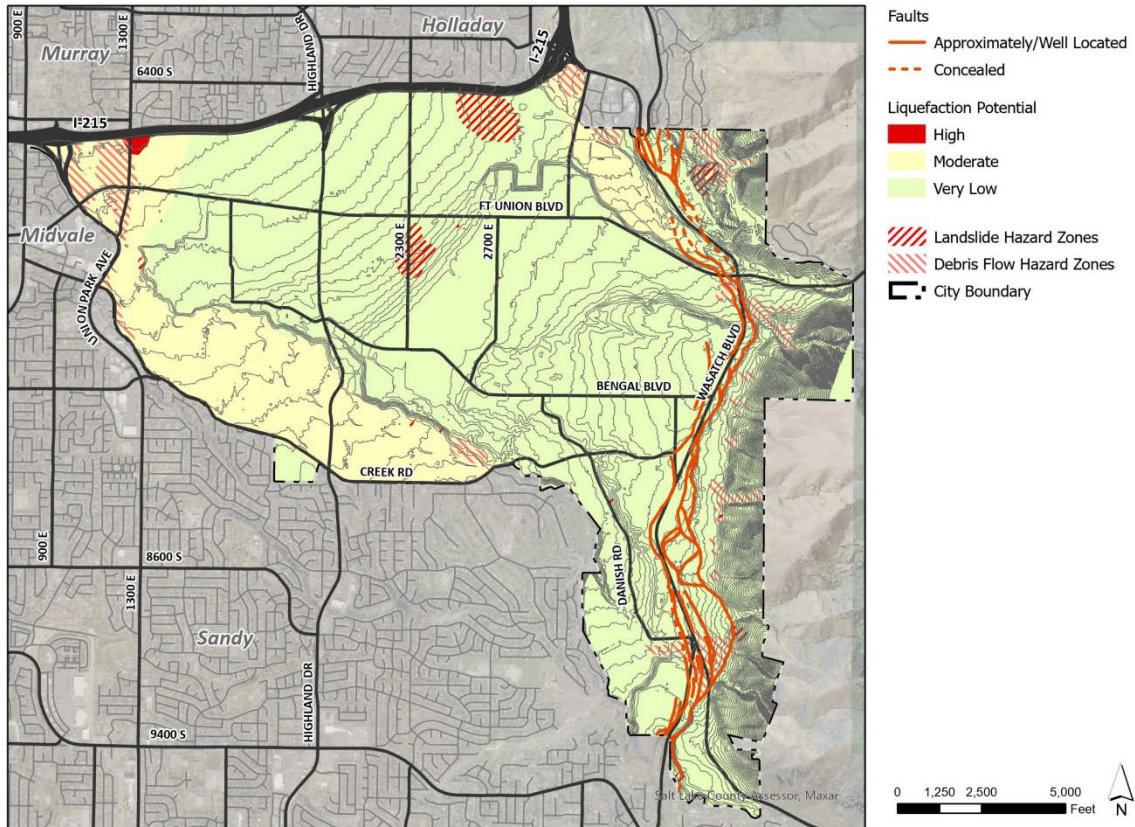
**Map 4-1
 Environmental Conditions – Water Features and Hydrologic Conditions**



Map 4-2
Environmental Conditions – Slope, Landform and Topography



Map 4-3
Seismic Hazards



4.3 Summary Analysis

PENDING

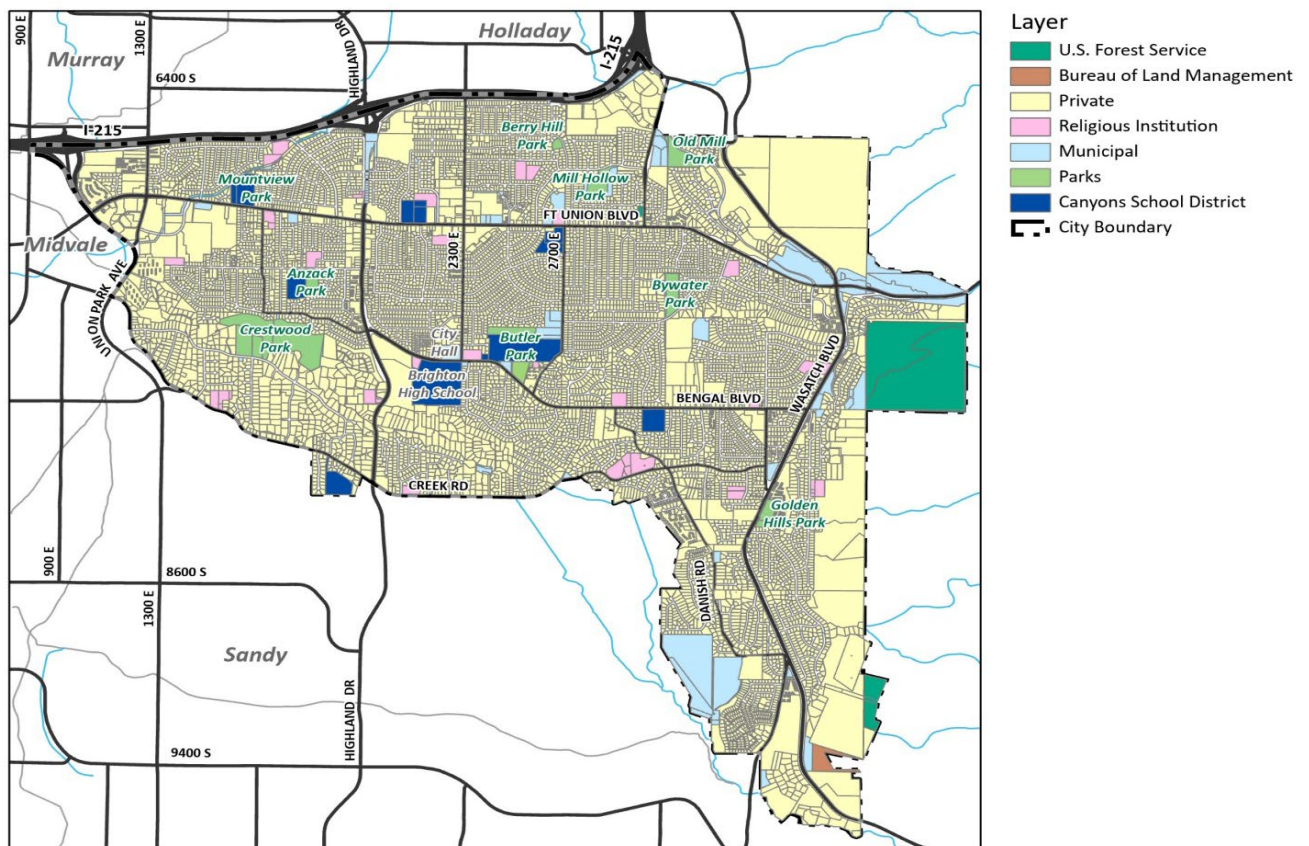
Focus areas are still being assessed as part of the public engagement process. Key environmental Conditions to be addressed, include foothill preservation/stability, seismic conditions/related safety issues, and protection of natural resources associated with the foothills, Cottonwood Canyons, waterways and other natural features. Also need to address existing conditions of the gravel pit, and incorporate Seven Canyons findings for Big Cottonwood.

5.0 LAND USE AND COMMUNITY FORM

5.1 Existing Land Ownership

The total Cottonwood Heights area is approximately 5,912 acres / 9.23 square miles in extent (final number to be aligned with official area used by city). As illustrated in Map 5-1, summarized in Table 5-1 and described below, approximately 4,360 acres (74% of the total land area) is privately owned and utilized for commercial, residential and similar uses. Less than one-percent is owned by religious institutions, and the remaining 25% is federally owned and managed by the Federal government (primarily the U.S. Forest Service, which owns about 172 acres in the eastern foothills, and a small ten-acre holding owned and managed by the U.S. Bureau of Land Management that is located in the same foothill area. Canyons School District owns approximately 126 acres of property in Cottonwood Heights. Parks, owned by local government, comprise roughly 114 acres of land within the city. Local and municipal government entities own an additional 216 acres for buildings, facilities and other such uses. Roads and rights-of-ways, owned and operated by various government entities, make up the remaining 944 acres of land in Cottonwood Heights.

Map 5-1
Existing Ownership



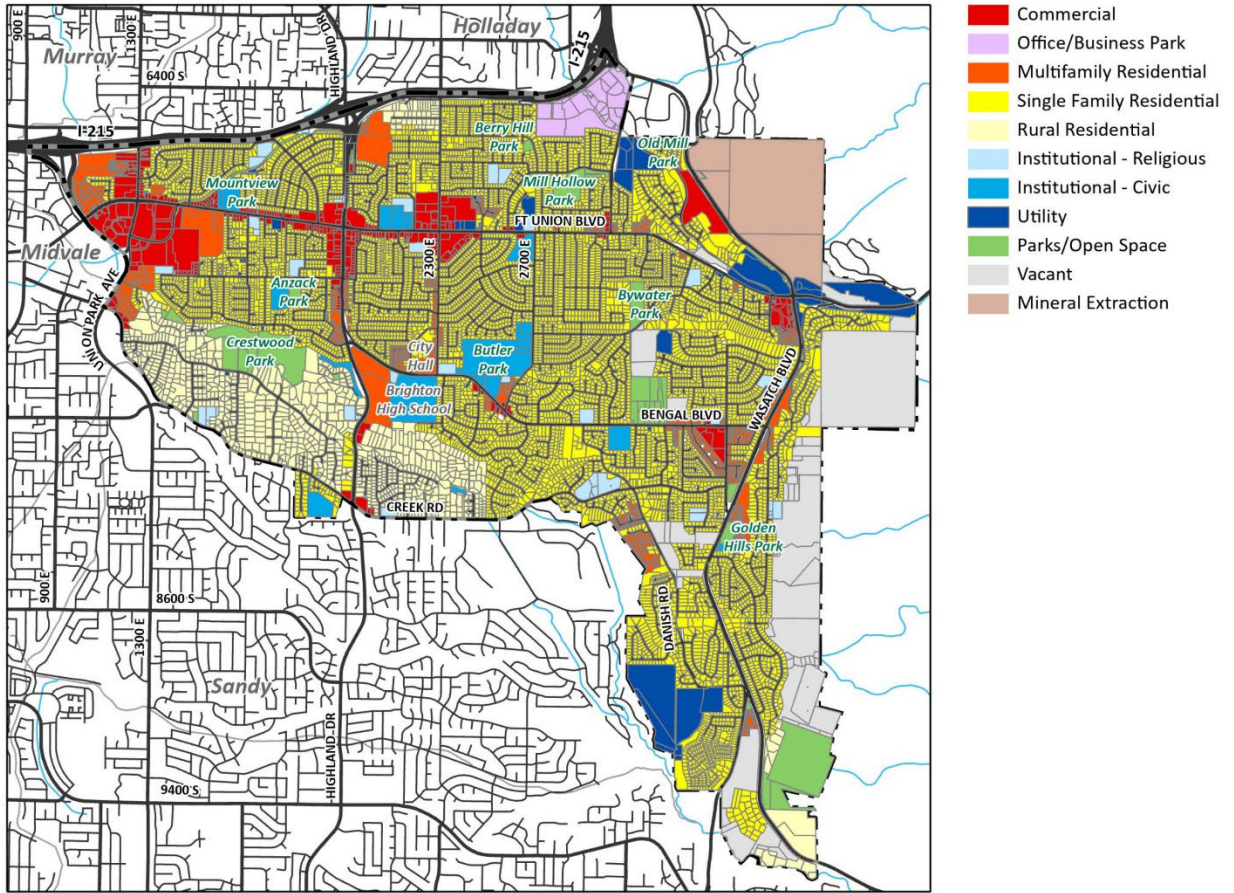
**Table 5-1
Existing Ownership**

Ownership Category	Areas (AC)	Percentage of Total
US Forest Service	172.1	2.9
Bureau of Land Management	9.9	0.2
Institutional – Municipal	216.2	3.7
Institutional – Canyon School District	126.6	2.1
Institutional – Religious	177.3	3.1
Parks	114.1	1.9
Private	4,152.1	70.2
Roads/Right-of-Ways	944.0	15.9
TOTAL	5,912	100

5.2 Existing Land Use

As illustrated in the following map, described below and highlighted in Table 5-2, the area encompassed within the Cottonwood Heights municipal boundary is 5,912 acres. The following chart is a summary of existing land uses and the number of acres and percentage of land use occupied by each use.

**Map 5-2
 Existing Land Use**



**Table 5-2
 Existing Land Use**

Land Use Category	Area in acres	Percent of Total Acres
Commercial	291.5	4.9%
Office/Business Park	71.0	1.2%
Multifamily Residential	284.6	4.8%
Single Family Residential	2,335.9	39.6%
Rural Residential	559.5	9.5%
Institutional - Religious	89.0	1.5%

Institutional - Civic	163.6	2.8%
Utility	191.1	3.2%
Parks/Open Space	219.2	3.7%
Vacant	525.1	8.8%
Mineral Extraction	237.8	4%
Roads & Right-of-Ways	944.0	16%
TOTAL:	5912.4	100%

Commercial Uses

Slightly more than six-percent of land use is commercial (retail) and office/business park. Much of the commercial development is located along major corridors and intersections. The largest of these commercial areas is focused on Fort Union Boulevard where it meets Union Park Avenue and the I-215 on-ramp. Other major commercial areas along Fort Union Boulevard include the intersections at Highland Drive and 2300 East respectively. There is also a neighborhood commercial area located at the intersection of Bengal Boulevard and 3500 East. Wasatch Boulevard also has a few scattered commercial uses along the corridor with a major office park and commercial center where it meets I-215.

Residential Uses

Single-family residential subdivisions represent almost 40 percent of land use in Cottonwood, with an additional small amount of multi-family residential representing an additional 4.8 percent.

Institutional Uses

Institutional uses include schools, the Whitmore Library, churches and Cottonwood Heights City Hall. About 4.3 percent of land area is in institutional use, the largest being Brighton High School.

Vacant/Undeveloped Land, Utilities

The bulk of vacant land is occupied by steep foothill slopes of the Wasatch Mountain that define the eastern edge of the city. These lands are primarily owned and managed by the US Forest Service. There are a scattering of *smaller lots located elsewhere in the city, several of which provide significant development opportunity.*

Mineral Extraction

The gravel pit is the largest un-developed parcel in the City, and as such represents the greatest opportunity for a city that is quickly approaching buildout. The gravel pit site, located on the east side of Wasatch Boulevard between 6200 South and Fort Union Boulevard, is located on the eastern edge of Wasatch Boulevard is a major gateway into Cottonwood Heights City.

Potential development at the property could be vital to economic growth in Cottonwood Heights, and would be regionally valuable due to its critical location at the mouth of Big Cottonwood Canyon. The opportunities presented by this highly visible property will serve future generations of local residents and property owners, regional recreational users, and destination travelers who come to this area to play, to shop and to live.

Cottonwood Heights City commissioned the *Wasatch Boulevard Gravel Pit Area Master Plan (2016)* to answer several major questions as follow:

- What is the market potential for growth at the gravel pit, and by when?
- What could development at the gravel pit look like?
- What are the transportation impacts and needs associated with that potential development?
- What are the transportation impacts and needs without the development?

These questions were explored and analyzed by a team of Cottonwood Heights City officials and consultants, in collaboration with a Steering Committee in 2015. The completed document (2016) provides a brief executive summary of the market analysis, land use vision, and transportation needs for Wasatch Boulevard between the I-215 interchange and Fort Union Boulevard, specifically addressing the gravel pit site.

Parks and Recreation

Roughly 3.7 percent of land area is devoted to parks and open space. This includes Butler Park adjacent to Butler Middle School and near City Hall. Other major parks include Bywater Park, Crestwood Park, Mountview Park and Mill Hollow Park. Open space and fields associated with schools and churches are not included in this acreage.

The City recently completed the *Cottonwood Heights Parks, Trails, & Open Space Master Plan*, which is a comprehensive document intended to be adopted as a chapter/addendum to the general plan. In May 2021 the plan was presented for consideration of adoption by the City Council, and it is anticipated the plan will be adopted summer 2021. The plan is a culmination of several years study and community engagement (see <https://www.cottonwoodheights.utah.gov/home/showpublisheddocument/4697/637533280469530000> for a copy of the draft plan).

The TEAM anticipates building upon the work that has gone into this planning effort and will provide additional input, direction and details as deemed appropriate.

Vacant/Undeveloped Land

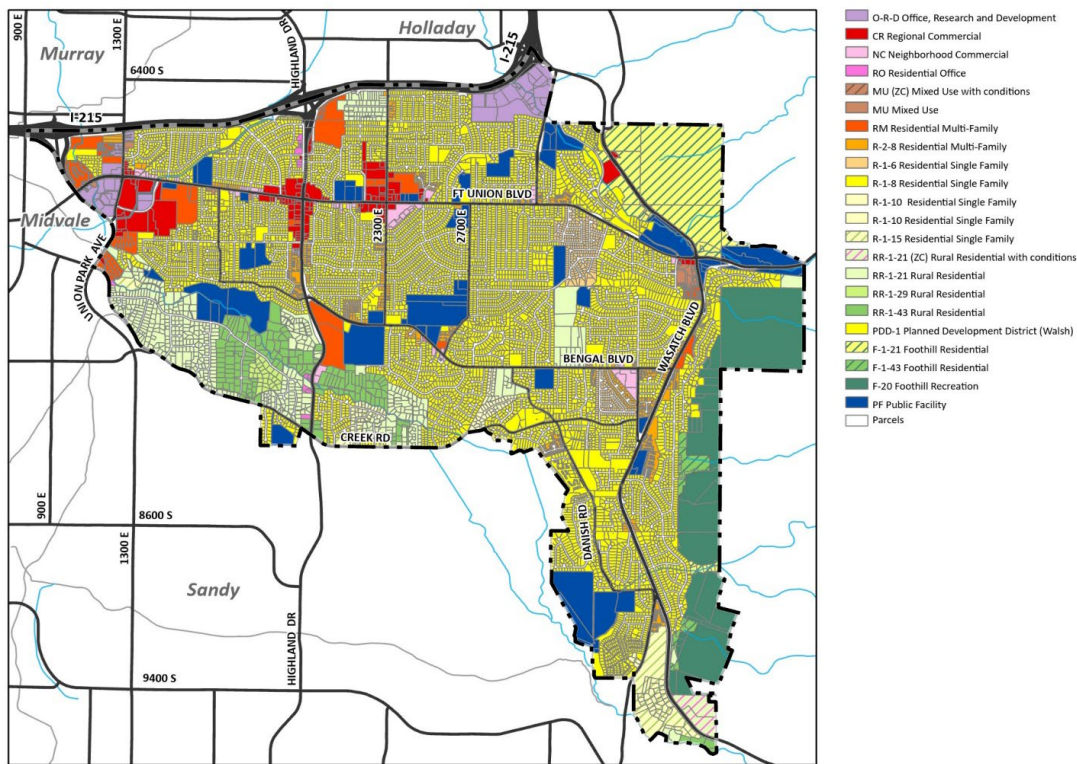
Less than nine-percent of the land in Cottonwood is undeveloped, the bulk of which is located along the steep, eastern foothills and typically owned as federally protected land and/or too steep for challenges development. There is also a large swath of vacant land between Bywater Park and the cemetery. The city also has a limited

number of vacant lots scattered in the neighborhoods, districts and developed portions of the community that are likely infill development sites

5.3 Existing Zoning

There are eighteen zoning classifications in Cottonwood Heights at present. Twelve of these are residential zones, two are mixed-use zones, two are commercial zones, one is for office, research, and development (ORD), and one public facility zone. Additionally, there is one overlay district and one development district. Existing Zoning is shown on **Map 5-3**. The mixed use zones were adopted in 2020 and are likely to be revised once again as part of the Form-based Code updated that is being developed concurrently with the General Plan. All of the zones are traditional, land-use focused Euclidian Zones at present.

**Map 5-3
 Existing Zoning**



Residential Zones

Residential zones encourage mostly single-family dwellings in various contexts. Most residential neighborhoods are zoned Residential Single Family R-1-8 (8,000 sq. feet minimum); however, there are several Rural Residential and Foothill Residential zones that address the environmental conditions along Little Cottonwood Creek and in the eastern foothills. Additionally, there are concentrated areas of Residential Multifamily Zones (R-2-8 and RM) that allow for other housing types including duplexes and other small scale multifamily housing. Dwelling Groups are allowed in the RM zone as a conditional use.

Table 5-3 below indicates the residential zones, minimum lot size, the purpose of the zone and the approximate total acreage of land zoned for the use.

**Table 5-3
Residential Zoning Districts – Key**

Residential Zone	Minimum Lot Size	General Purpose	Approximate
F – 20	20 acres	Conditional use only for single-family residential and planned unit development.	426.22
F – 1 – 43	43,560 square feet	Single-family residential within areas of steep slopes/hillsides.	30.79
F – 1 – 21	21,780 square feet	Single-family residential within areas of steep slopes/hillsides.	277.90
RR – 1 – 43	43,560 square feet	Single-family residential with limited agricultural uses.	179.34
RR – 1 – 29	29,040 s square feet	Single-family residential with limited agricultural uses.	19.57
RR – 1 – 21	21,780 square feet	Single-family residential with limited agricultural uses.	399.91
R – 1 – 15	15,000 square feet	Single-family residential.	104.62
R – 1 – 10	10,000 square feet	Single-family residential.	21.28
R – 1 – 8	8,000 square feet	Single-family residential.	2,368.29
R – 1 – 6	6,000 square feet	Single–family residential.	68.16
R – 2 – 8	8,000 square feet	Single-family and two-family detached residential. Two-family residential with the appearance of a single-family neighborhood.	138.83
RM	10,000 square feet for first 2 units, 2,000 additional square feet for each additional unit	Single-family dwellings, attached or detached. Planned Dwelling Groups are allowed as a conditional use.	155.39

Mixed-Use Zones

The Residential Office Zone (RO) is a mixed-use zone intended to provide for the conversion of existing blocks of dwellings to small offices. It functions as a transitional zone between existing residential and traditional commercial uses. The zone allows for both single family residential and conditional use of small-scale professional offices such as medical, dental and insurance offices.

The Mixed-Use Zone (MU) provides areas for mixed-use developments allowing for a mix of residential, commercial, institutional, office and service uses. Primarily meant to create “urban villages” where amenities are focused on a local main street, this zone has urban design guidelines and standards outlining appropriate building height, configuration and orientation necessary to achieve this pattern of development.

Commercial Zones

The Neighborhood Commercial Zone (NC) focuses businesses providing goods and services frequently used by residents into key areas adjacent to residential neighborhoods. This zone provides for a scale and character of development that is consistent with pedestrian-orientation and promotes a walk-in clientele. Additionally, it encourages residential mixed use to transition between neighborhood commercial and adjacent residential uses.

The Regional Commercial Zone (CR) establishes areas for larger scaled commercial uses that service Cottonwood Heights, neighboring communities and other cities along the Wasatch Front. Shopping centers are the primary focus, providing for commercial, service, and entertainment and recreation uses to residents and visitors. Most retail commercial uses are permitted in this zone though more intensive uses such as supermarkets, home improvement centers, gas stations, automobile sales and repair shops and entertainment venues are considered a conditional use. Any use with an individual gross floor area of more than 10,000 square is also considered a conditional use.

Office, Research and Development Zone

The Office, Research and Development Zone (O-R-D) allows for offices as well as light and high technological industrial uses, such as biotechnology, nonpolluting light manufacturing, computer technology and communications equipment establishments. Land uses with any significantly adverse impacts such as excessive noise levels or pollution are prohibited. Design and site plan approval is required for all development in this zone. Design and development standards are also required for business park areas.

Public Facilities Zone

The Public Facilities Zone (PF) provides areas in the city for the development of parks, schools, libraries, municipal buildings, and other public and quasi-public buildings and land uses. Agriculture is also permitted within this zone.

5.4 Preliminary Analysis

Pending - still being assessed in light of vision being established as part of public engagement process. Initial technical analysis illustrates that Cottonwood Heights is a mature city approaching buildout and as such it is important that the established portions of the city are maintained and preserved, that the gravel pit and smaller vacant parcels, existing nodes, infill sites are leveraged as part of clear development and re-development process to meet the long-term vision of the city.

6.0 TRANSPORTATION

This existing transportation conditions report is comprised of three sections: the various “layered” transportation mode networks; analysis of communitywide street and pathway connectivity; and analysis of the multimodal accessibility and characteristics of Cottonwood Heights’ activity centers.

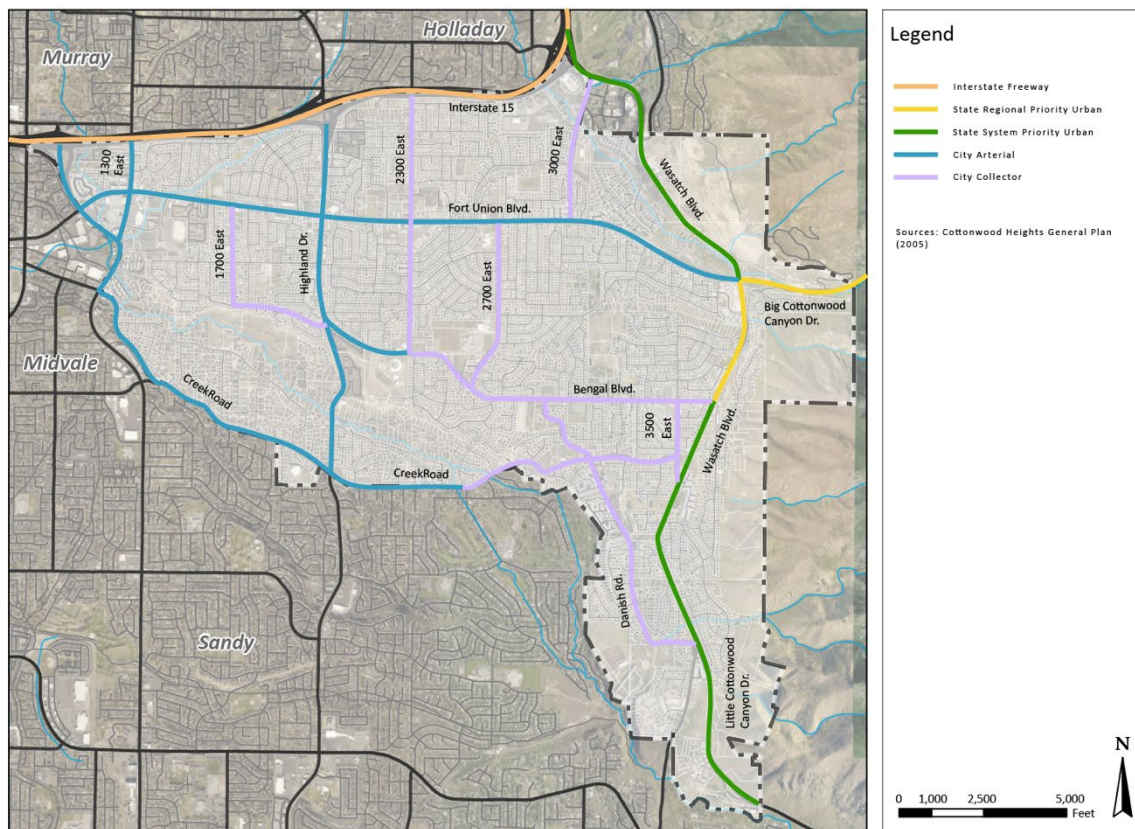
6.1 Networks

Street Network

Cottonwood Heights designated street classifications in its existing General Plan as Interstate Freeway, State Regional Priority Urban, State System Priority Urban, City Arterial, City Collector, and City Local.

Map 6-1 shows the major streets throughout Cottonwood Heights.

**Map 6-1
Major Street Classification**



While the City primarily uses the functional classification system – which is oriented toward motor vehicle traffic – to designate its streets, it is also important to recognize the importance and roles of other modes and uses of the street. It is worth considering a series of multi-modal and context-based “Street Types” as an umbrella framework for the city street network.

Cottonwood Heights is bisected by existing and planned regionally significant corridors. Existing corridors managed by the Utah Department of Transportation include:

Interstate 215, which runs along the northern edge of the city

Wasatch Boulevard (SR 210), which runs north south along the city's eastern edge

Big Cottonwood Canyon Road (SR 190), which enters the Big Cottonwood Canyon at the intersection of Fort Union Blvd. and Wasatch Blvd.

UDOT has few immediate plans for these facilities. The most major plan is the Little Cottonwood Canyon Environmental Impact Statement (EIS), which has been ongoing for the last several years and encompasses the segment of Wasatch Boulevard between Big and Little Cottonwood Canyons, primarily in Cottonwood Heights. The City's recommendations from the Wasatch Boulevard Master Plan are important input into the EIS, which has included the recommendations for a pathway along the corridor and more safe pedestrian crossings.

Along those lines, UDOT will also look at the Wasatch Boulevard / Big Cottonwood canyon intersection, focusing on ways to better handle ski traffic.

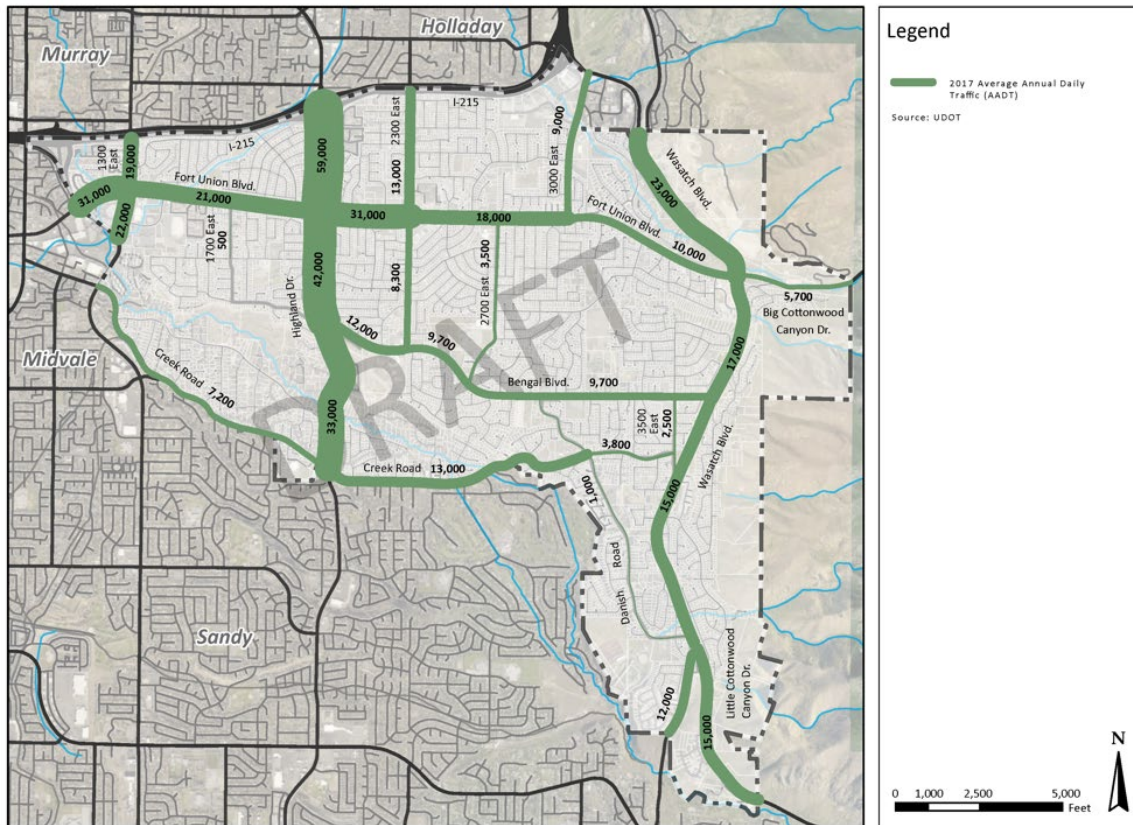
And, continuing further north on the Wasatch Corridor, UDOT's Long Range Plan includes adding an eastbound lane to the segment of 6200 South between I-215 and Wasatch Boulevard, however, some wonder whether this project is needed.

Automobile

The automobile network is essentially the street network introduced in the above "street network" section, and the hierarchy of auto facilities is the functional classification laid out in Figure X. To analyze the existing and performance of the auto network at a high level, we examined existing and projected traffic volumes on major streets to determine how well the existing and planned facilities do and will serve auto traffic in the future.

Map 6-2 displays existing (primarily 2017) average annual daily traffic for corridor segments within Cottonwood Heights.

Map 6-2
Existing Traffic Volume



At a high level, these traffic volume data suggest that:

- Traffic is highest in the western portion of the city, and focused on the Highland Drive corridor, far and away the busiest in the city, and a major link to the regional transportation network at I-215.
- Fort Union Boulevard and Wasatch Boulevard are the next busiest corridors, with their traffic focused on the west end of town (Fort Union) and nearest to I-215, both of which serve major employment centers.
- Other than on these corridors, traffic is quite moderate throughout Cottonwood Heights, with the collector level corridors serving less than 10,000 or 15,000 vehicle trips per day.
- These data don't necessarily capture the recreation-related traffic that uses the Wasatch Boulevard corridor to access the Cottonwood Canyons.

Meanwhile, Map 6-3 shows the volume per capacity for corridors for which data were available, for a level of service "D" in 2017. Overall, for the three major corridors for traffic identified above, two currently face capacity issues: Most of Highland Drive and Wasatch Boulevard are over capacity, while we estimate that Fort Union Boulevard is still under or just at capacity.

- Highland Drive appears to be over capacity in two segments: between I-215 and Fort Union, which serves the highest volumes of traffic on any surface street in the city; and south of Bengal Boulevard, where the capacity reduces to two through lanes each way.
- Wasatch Boulevard follows a similar pattern: over capacity where it serves as a link to and from the I-215 freeway and further down, where it reduces capacity, in this case, from two lanes to one lane each way.

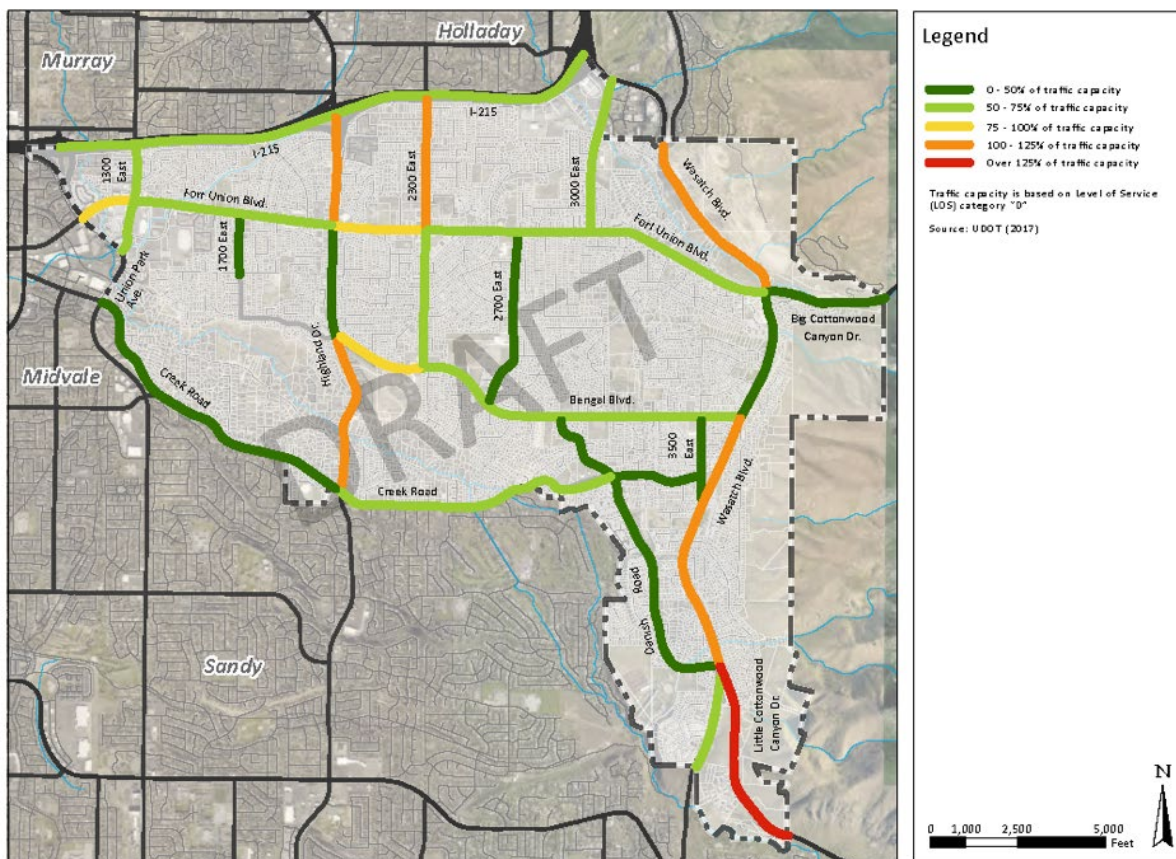
- Generally, other corridors are well under capacity, with the exception of one segment of 2300 East

We also assessed traffic growth and future traffic performance. Map 6.3 shows the projected growth of traffic by 2050, according to WFRC's travel demand model.

In general, huge traffic growth is not projected for Cottonwood Heights as it is largely a built-out city. Most major corridors are projected to see increased traffic in the 10 to 25 percent range. That includes most of the most heavily trafficked corridors such as Highland Drive, Wasatch Boulevard, and Fort Union Boulevard, with the exception of much of the western segment of Fort Union, adjacent to the Union Park office and shopping area.

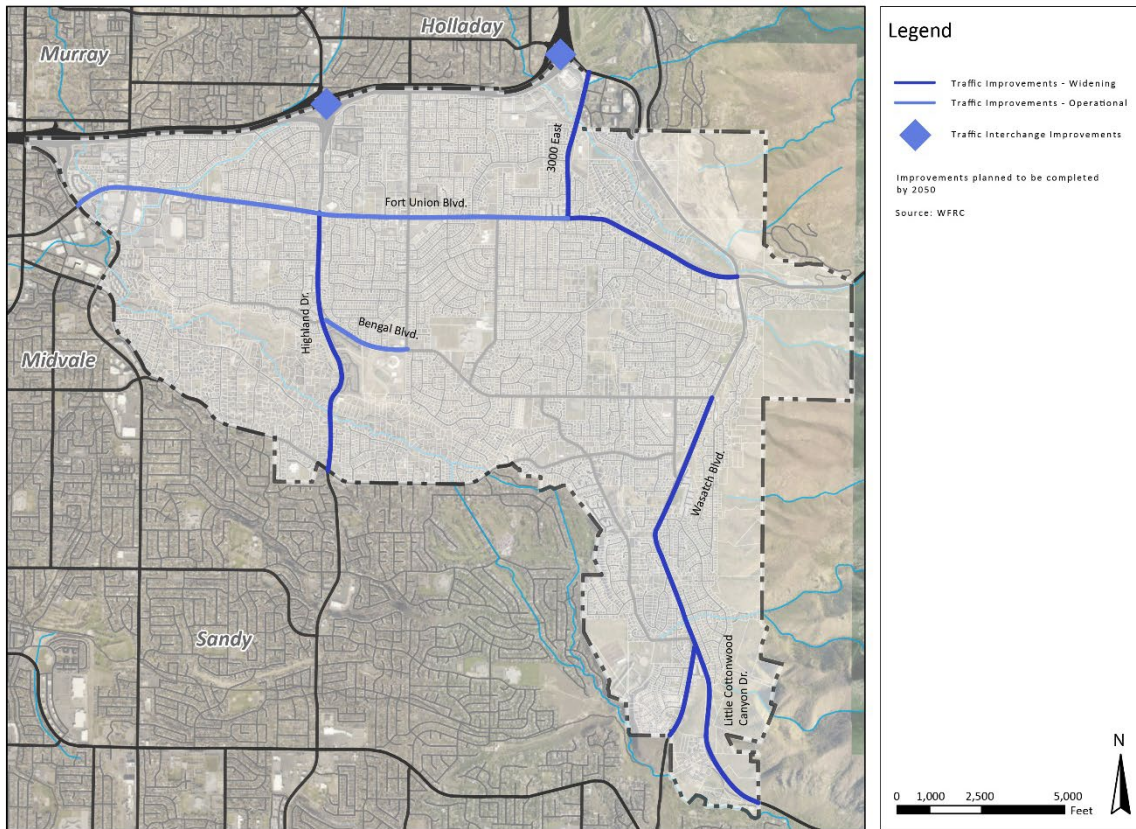
The areas projected to increase in their traffic are typically more minor corridors like Danish Road, 3000 East, and Creek Road, that are starting with smaller volumes. These corridors provide links that complement the busier corridors and/or service some of the few growing areas of the city.

Map 6-3
Existing Traffic Performance



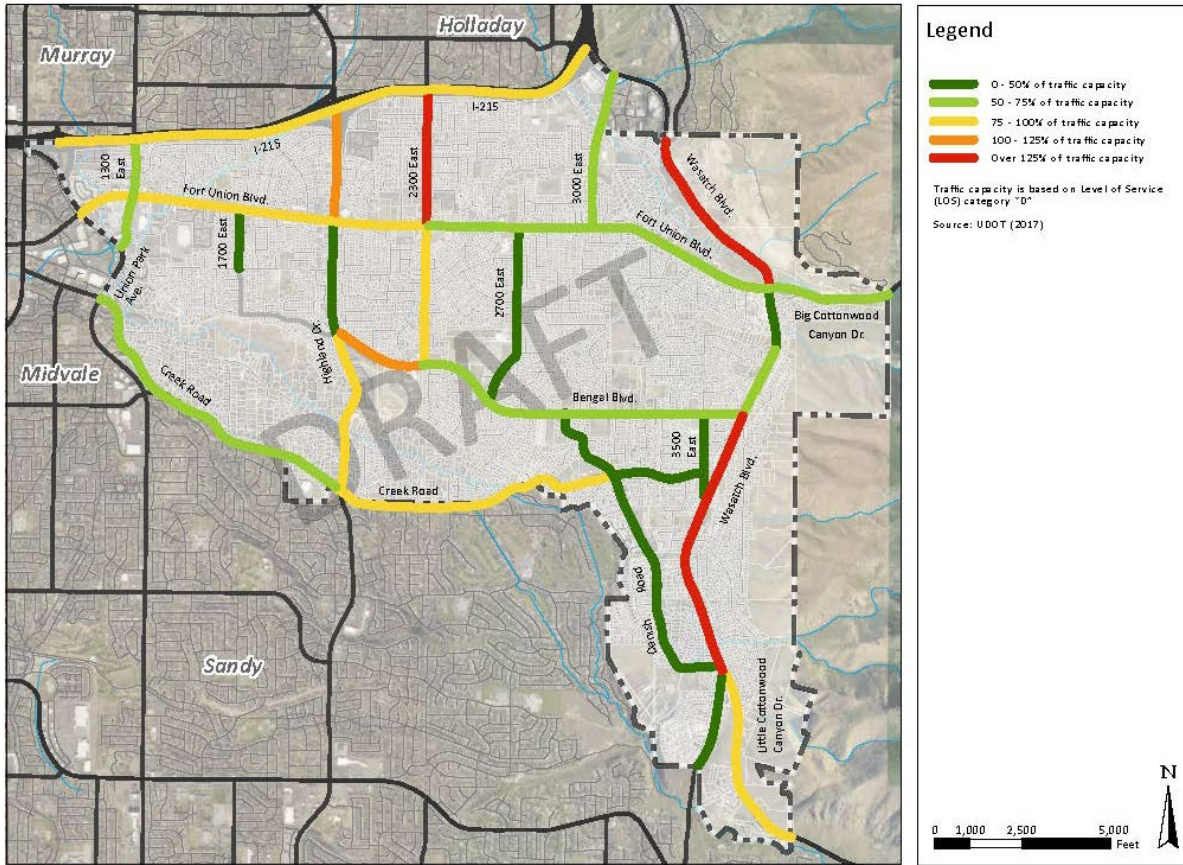
In order to assess future traffic performance, we also need to assess planned improvements for capacity and operations. The Regional Transportation Plan (RTP) in Map 6.4 shows several projects such as widening the eastern part of Fort Union Boulevard, the southern part of Highland Drive, the southern part of Wasatch Boulevard, Little Cottonwood Canyon Drive, and 3000 East. Operational improvements are planned for parts of Bengal Boulevard, and the western and central sections of Fort Union Boulevard interchange improvements are planned for the I-215 interchange at Highland Drive and at Wasatch Boulevard.

**Map 6-4
Planned Traffic Improvements**



Taking into account both the projected traffic volumes and the planned RTP projects, Figure 6.5 shows the projected volume per capacity (V/C) levels. While some corridors have edged closer to capacity, few project to exceed it. Including Fort Union Boulevard, whose projected growth isn't enough to push it over capacity by 2050. One exception is Wasatch Boulevard, which exceeds 125 percent of capacity for two of its segments. On the busy Highland corridor, the planned widening ameliorates capacity issues there except for those right at I-215. Even with the major traffic growth projected for minor corridors like Danish Road, 3000 East, and Creek Road, these streets project to remain mostly under capacity in 2050.

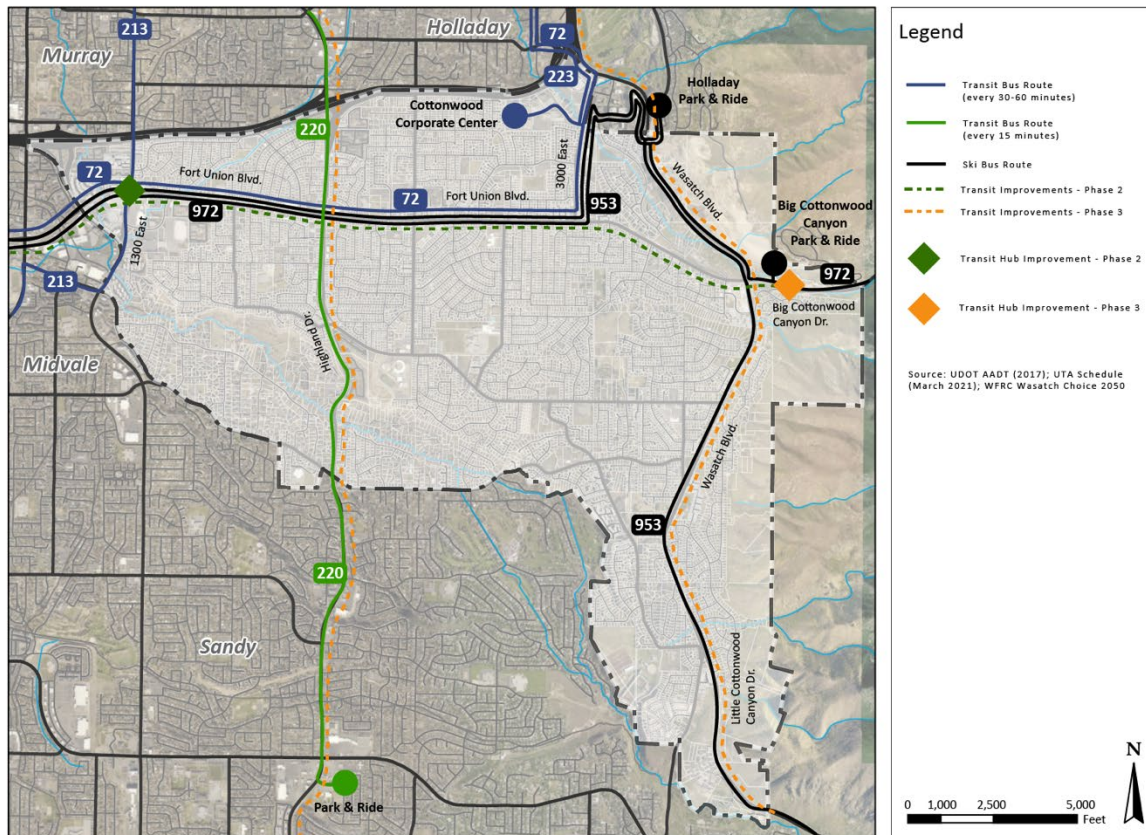
Map 6-5
Projected Traffic Capacity



Transit

As a suburban community, Cottonwood Heights has moderate transit options that focus on connections to regional employment centers and the ski bus. As a result, there are large areas of the community that have no direct access to transit. Map X.X demonstrates the existing transit network in Cottonwood Heights.

Map 6-6
 Regional Transit Network



Bus: Cottonwood Heights’ bus service can be divided into regular bus service and ski bus service.

Regular bus service serves:

- Fort Union Boulevard: Route 72, which runs every 30 minutes from 7200 South TRAX to Cottonwood Corporate Center.
- Highland Drive: Route 220, a major north-south route, runs every 30 minutes (formerly 15 minutes) from 9400 South Park and Ride in Sandy to Downtown Salt Lake City.
- 1300 East: Route 213, a major north-south route, runs every 30 minutes from Midvale Center Street TRAX to the University of Utah and Medical Center.
- Cottonwood Corporate Center: Served by Route 72 (see above) and Route 223, which runs every 30 minutes from the Corporate Center to the University of Utah Research Park and Medical Center.

Ski bus service consists of Route 972 (Midvale Fort Union Station – Brighton) and route 953 (Midvale Fort Union Station – Alta via Snowbird, which runs along Wasatch Boulevard). The ski bus service run along both the Fort Union and Wasatch corridors.

Park & Ride: Cottonwood Heights has one designated Park and Ride location – at the base of Big Cottonwood Canyon, as well as a ski bus lot at 3500 East and Wasatch Boulevard. Additionally, a Park and Ride location is just outside city boundaries on Wasatch Boulevard in Holladay.

Service gaps: While transit service is offered on all major corridors in Cottonwood Heights, the city’s central residential areas lack transit access.

Ridership: In general, transit ridership in Cottonwood Heights is low – generally at the southern end of UTA’s more productive area in Salt Lake Valley. According to UTA service planners, many of the routes, such as the 72, don’t operate at the frequencies that they would need to pick up more ridership.

Future plans: While Cottonwood Heights’ current transit system is limited, UTA sees potential in expanding the transit that serves the city, though a variety of means – reconfigured routes on the City’s major corridors, new hubs and park and rides, a reconfigured mountain transportation system, and service by the agency’s nascent micro-transit service.

- **Corridors:** UTA is considering reconfiguring its network to optimize the transit markets is sees as opportunities to capture.
 - Route 4: One of the more exciting possibilities for transit in Cottonwood Heights would be the southern extension of Route 4 from its current terminus at 3900 South / Wasatch Boulevard to either the Gravel Pit or Cottonwood Corporate Center. The route runs north along Foothill Drive past the U of U to Downtown Salt Lake City and the Westside. There is opportunity for this route to be successful enough to one day become a bus rapid transit service (BRT).
 - Route 72: UTA is considering reconfiguring the 72 route as one that could leverage off of a reconfigured mountain transportation system. For example, it could extend to Bingham Junction (more activity than current terminus at 7200 South TRAX) as well as to Gravel Pit development.
 - Route 213: UTA sees this route as its other high potential north-south route serving Cottonwood Heights. This route could warrant 15-minute service in the future.
- **Mountain transportation:** UTA is currently working with the Central Wasatch Commission (CWC) on bus scenarios. For reliability reasons, UTA prefers to keep the mountain and valley bus systems separate (unless the canyons have dedicated lanes) but have them connect easily at hubs.
- **Hubs:** UTA has plans for two separate hubs on either end of Cottonwood Heights that could be the linchpins in the success of the East-Midvalley and Mountain bus networks.

The Union Park Transportation Hub would be a transit and mobility hub for the mid-eastern part of Salt Lake Valley. UTA envisions a hub similar to those proposed for the University of Utah and sees synergistic economic development potential for the major retail and office centers in the Union Park area (shared by Cottonwood Heights and Midvale). UTA proposes that several east west and north south routes could either terminate at it or serve it.

The Gravel Pit Transportation Hub will be a critical connection between the valley and mountain transit systems as well as a park and ride. The Wasatch Boulevard Master Plan envisions this hub being closely integrated into the walkable mixed-use development and public space of the future development there.

In addition, the CWC has proposed a mobility pub in the “La Caille” area in Sandy just southeast of Cottonwood Heights.

- **Micro-transit:** UTA is open to re-thinking some of the local service in suburban areas like Cottonwood Heights, potentially moving from a fixed route model to a core flex service or “micro transit” model, such as

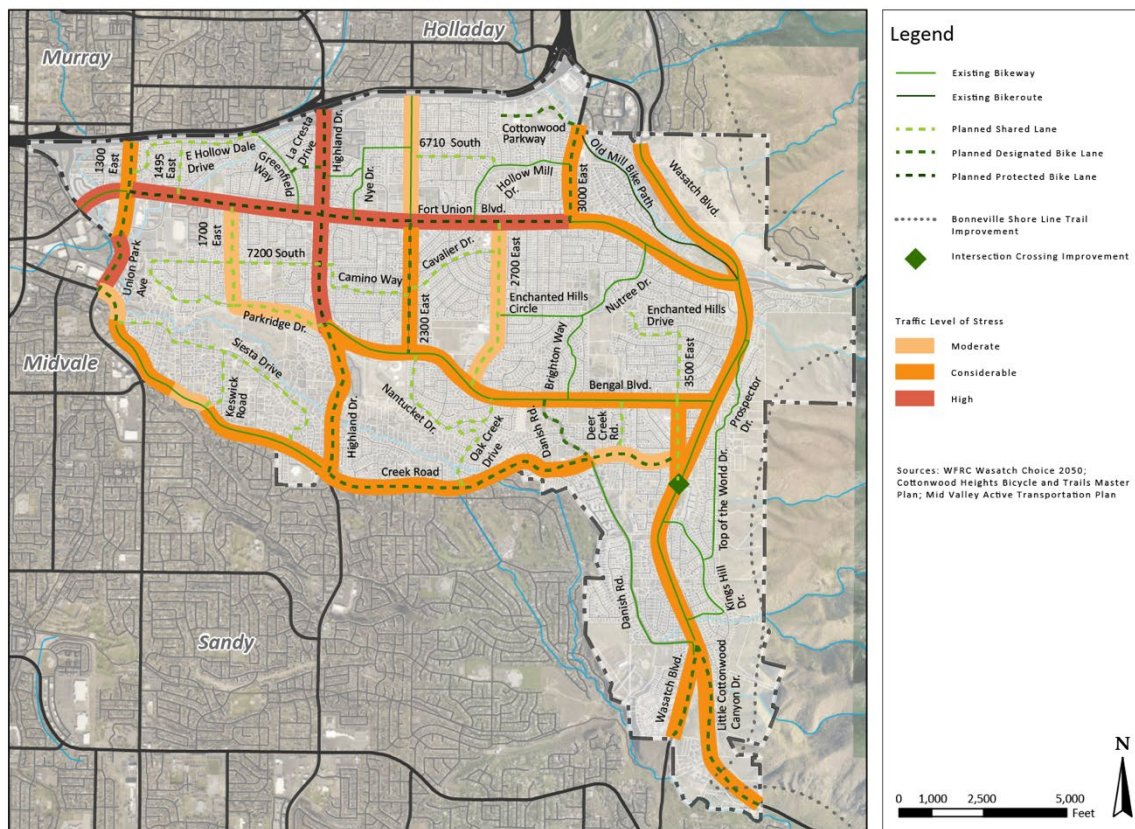
the VIA pilot in southern Salt Lake County. The hubs mentioned above could be a good complement and launching point/destination for micro-transit trips.

- **Active transportation access:** One major aspect to future transit success in Cottonwood Heights will be high quality active transportation access to bus stops and hubs. See Active Transportation section for details on existing conditions and opportunities.

Bicycle network

Cottonwood Heights has both bicycling assets and challenges. The City is currently developing (stand 2021) an open space and trails master plan. Map 6.7 shows planned active transportation infrastructure.

Map 6-7
Existing and Planned Active Transportation Infrastructure



Assets

Cottonwood Heights' primary active transportation advantage is the city's proximity to Big and Little Cottonwood Canyon and the Bonneville Shoreline Trail, three highly popular biking locations within the Salt Lake Valley. The city's eastern edge, specifically the Wasatch Boulevard corridor, is a regional destination for road cycling.

Along these lines, the Old Mill Bike Path along Big Cottonwood Creek provides connections between Holladay and the mouth of Big Cottonwood Canyon, providing a parallel route along Wasatch Boulevard.

In addition, some collector streets such as Creek Road and Bengal Boulevard have designated bike lanes allowing bikers to safely reach outdoor recreation locations.

The City has undertaken bicycle network and trails planning. The Wasatch Boulevard Master Plan proposes a multi-use path running parallel to Wasatch Boulevard between the Cottonwood Canyons. The City also plans bike facilities for many of the key street corridors. It planned regional connections in conjunction with adjacent jurisdictions in the Mid-Valley Active Transportation Plan.

Challenges

Generally, the city's major corridors are poor for cycling. Highland Drive, Wasatch Boulevard, and Fort Union Boulevard do not provide a level of safety appropriate for mainstream riders. Of these, Fort Union Boulevard has the longest segment with the highest level of stress. Fort Union presents both a barrier and a poor route for bike travel. While there are regularly spaced intersection crossings, current conditions do not provide safe east-west travel conditions, especially as Fort Union is also considered a preferred truck and freight route. Current traffic stress levels are *considerable* and *high*, making it even more challenging for inexperienced riders to use Fort Union Boulevard as an east-west bicycle connection. One key challenge for these key corridors is the competing needs for them, and whether bicycle infrastructure will be able to be fit into these corridors alongside other uses.

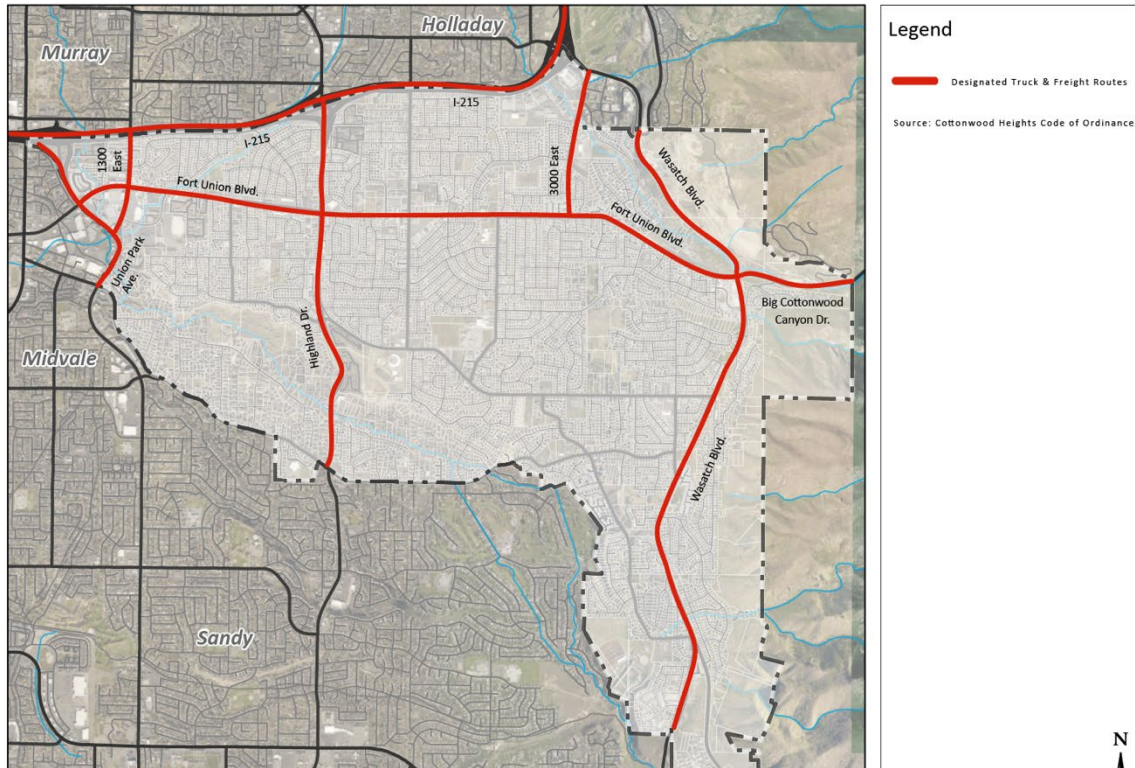
A related challenge is that due to the largely disconnected suburban street network, there are not many parallel corridors to these major street corridors on which a bike route could run. Still, these opportunities should be explored.

One of the key challenges moving forward is to coordinate with neighboring jurisdictions to implement to "backbone" network of the Mid-Valley plan – many bike trips in Cottonwood Heights will end or begin in other cities, so it is critical that routes be coordinated.

Trucking and Freight

All of the major Cottonwood Heights corridors are designated Truck and Freight routes – see Map 6.8.

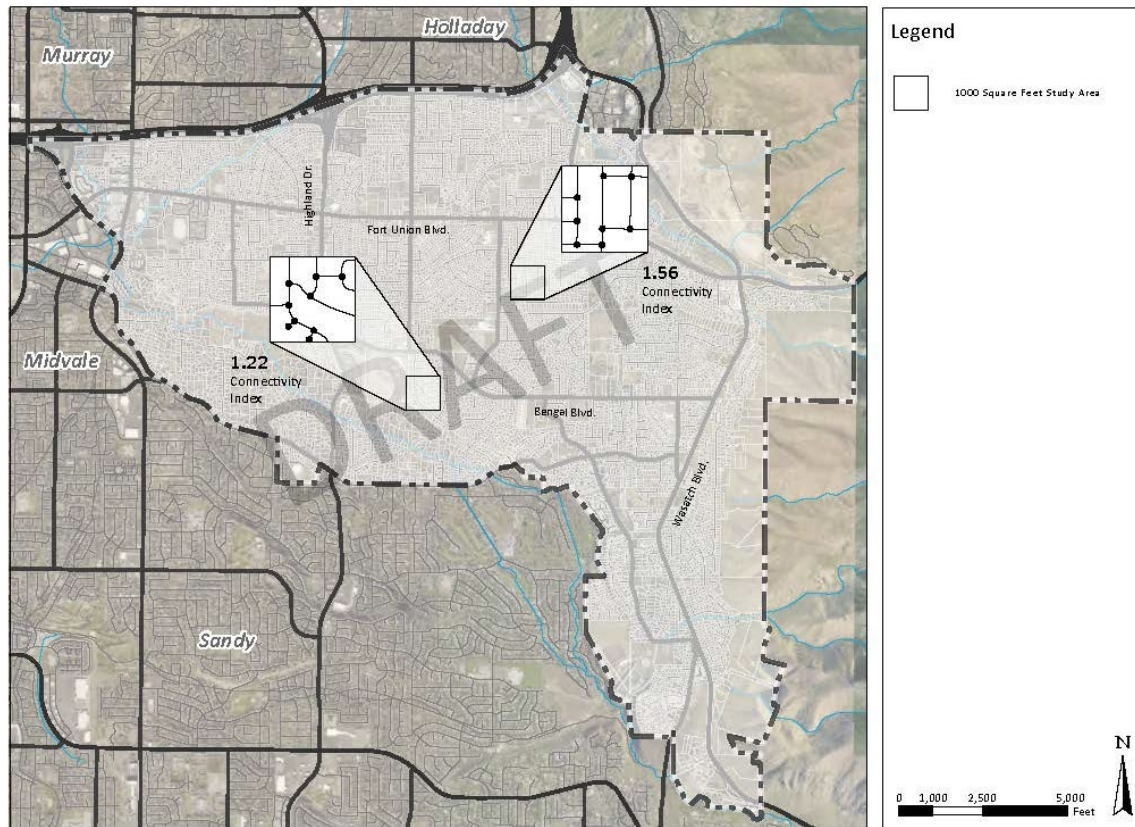
Map 6-8
Truck and Freight Routes



3.2 Street and Pathway Connectivity

Cottonwood Heights’ street and pathway connectivity is typical for a suburban municipality with multiple “superblocks”, increasing the distance between major through streets and replacing straight roads with curvilinear and disconnected streets. Cul-de-sacs and dead ends create connectivity barriers for any mode of transportation. Especially active transportation participants are therefore forced to travel on major transportation corridors.

Map 6-9
Connectivity Index

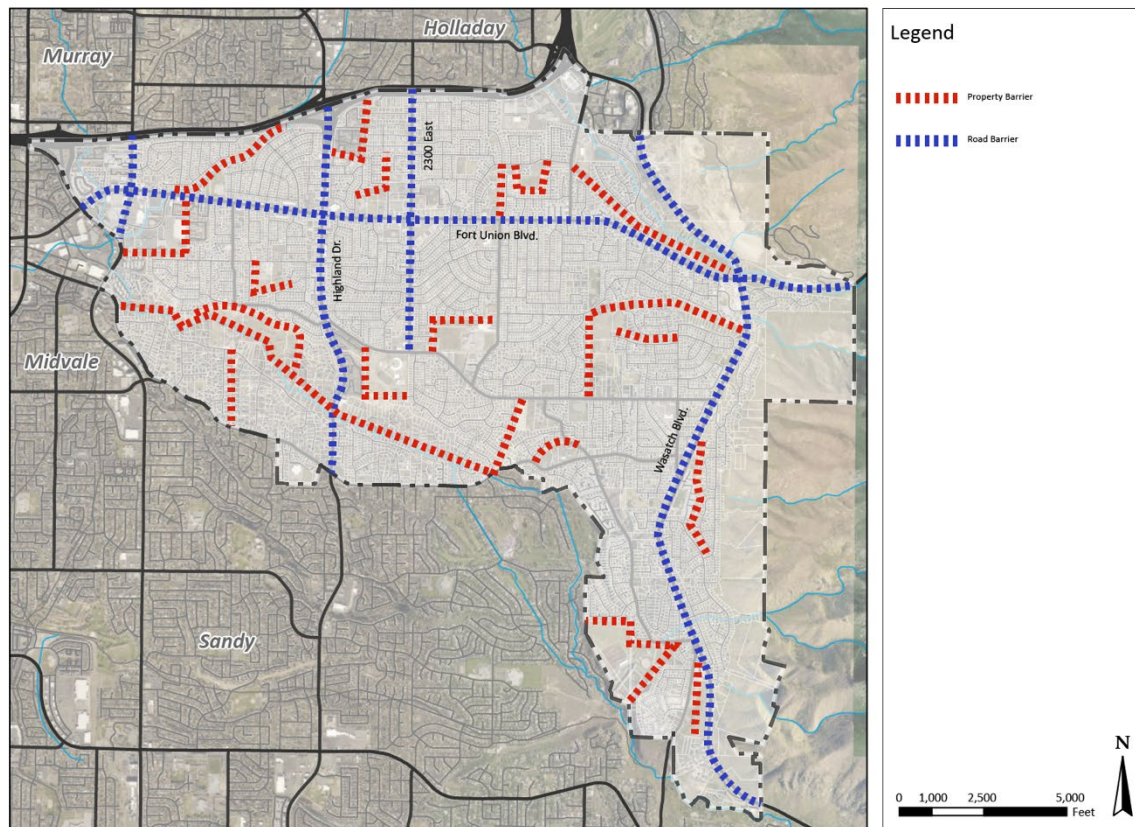


East-west connections: The major east to west connection in Cottonwood Heights is Fort Union Boulevard in the northern half of the city. Bengal Boulevard is an alternative to Fort Union Blvd. although it only connects from Wasatch Blvd. on the east to Highland Drive. Additionally, Bengal Blvd. only has one travel lane in each direction and offers no transit services. Lastly, Creek Road runs along the southern border of Cottonwood Heights. It is almost entirely bordered by single family residential buildings, therefore, serving as a collector and feeding residential traffic towards Wasatch Blvd., Highland Drive, or Union Park Avenue.

Subdivision connectivity: Many of Cottonwood Heights' subdivisions and neighborhoods have a very disconnected street pattern. Figure X compares sample street networks of two different street patterns found in Cottonwood Heights. One, a grid-like street pattern shows a connectivity index of 1.56 out of 2, indicating good connections. The second area we analyzed, which is more prominent in Cottonwood Heights, has a lower connectivity index (1.22/2). Curvy roads and especially cul-de-sacs results in lower connectivity scores. However, the study area with a lower connectivity score has sidewalks, providing an opportunity for pedestrians to walk safely, even though there are not many places of opportunities in walking distance.

Large property barriers: Figure XXX shows major connectivity barriers throughout Cottonwood Heights. Most of these barriers are wide street corridors with few crossing opportunities (blue) or barriers of created by large properties or clusters of properties without a public connection, resulting in low street connectivity. While the Old Mill Bike Trail runs along Big Cottonwood Creek, the East Jordan Canal and Little Cottonwood Creek present another kind of natural barrier with few crossing opportunities and access points for public enjoyment. In addition, many of the property barriers are influenced (and exacerbated) by steep topographic changes.

Map 6-10
Connectivity Barriers

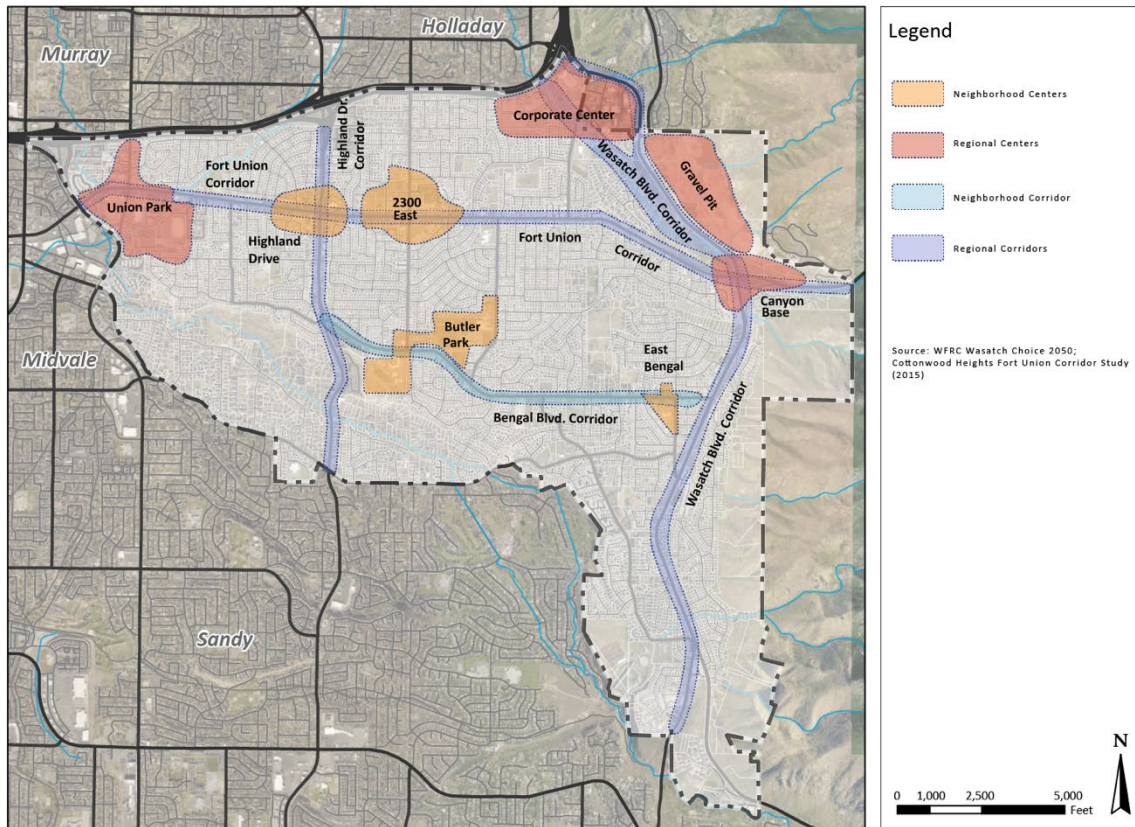


3.3 Centers and Corridors

Cottonwood Heights is primarily constituted of residential neighborhoods whose transportation networks are likely to change little within the General Plan time horizon – however its major corridors and activity centers do offer potential for change such as increased intensity, connections, and a broadening of service by a range of transportation modes. Map 6-11 lays out the general location of each of these corridors and centers, which form a connected and interdependent network. Cottonwood Heights generally has two types of corridors and centers: **community serving** and **regional serving**. Community serving corridors and centers are oriented toward travelers and visitors from the local Cottonwood Heights community; Regional serving corridors and centers are oriented toward travelers, visitors, customers, and employees from throughout the Wasatch Front region. Because of the city’s location along the Wasatch canyons and its employment centers, the city has several regional centers at its edges that are distinct from its community serving ones.

This section provides an overview of the transportation conditions, policy, and opportunities for these corridors and centers.

**Map 6-11
 Centers and Corridors**



Regional Corridors

Fort Union Boulevard

Fort Union Boulevard is perhaps the most central corridor in Cottonwood Heights. It traverses the entire width of the city from west to east, providing important access for many of the city’s neighborhoods. The corridor links many of the key activity centers in the city – from Union Park to Highland Drive to 2300 East to the Big Cottonwood Canyon Base.

The corridor is a mix of residential and commercial frontage, but consistent along its entire length is the corridor’s suburban, auto-focused character – in its residential frontages, commercial format, and dedication of most of its width to motor vehicle space.

The City has investigated the opportunities to convert the corridor into being more multi-modal and urban. From about 2014 – 16 the City completed master planning of the corridor. One of the challenges of the Fort Union corridor is its relatively narrow width – the corridor is as little as 93 feet wide and making it more multi-modal will force difficult tradeoffs. Improving active transportation and transit on the corridor will take creative approaches, including the potential to bring transit routes together in a mobility hub at the Union Park center.

Wasatch Boulevard / 6200 South

Wasatch Boulevard is one of the most important corridors in Cottonwood Heights. While it runs along the eastern edge of the city and so it is not central geographically, it is a major conduit of access to the Wasatch Canyons for the entire Wasatch Front region, which becomes particularly during ski season. In addition, the northern part of the

corridor is the access to the Cottonwood Corporate Center, a major employment area. And for the neighborhoods along it, Wasatch Boulevard is often the only way to access their neighborhoods due to poor street connectivity.

The Wasatch Boulevard context is primarily single family residential but at its north end it connects three important existing and future centers: the Big Cottonwood Canyon Base; the Gravel Pit; and the Cottonwood Corporate Center. In addition, it (through 6200 South) is the link to I-215 and the regional transportation system.

Wasatch Boulevard has major active transportation implications. It is a regionally important recreational cycling destination due to its links to the Wasatch Canyons; it includes the Big Cottonwood Creek pathway along its northern segment, from I-215 to the Big Cottonwood Mouth; the Wasatch Boulevard envisions an extension of this pathway along the remainder of the corridor southward. The corridor has the potential (and the need) to be the nexus of neighborhood active transportation connectivity in the future.

The City completed the Wasatch Boulevard Master Plan to determine the vision for the future of the corridor, and that vision's implementation. The Plan has three primary components:

- A balanced approach to traffic accommodation on the corridor, whether on the future in-demand segment of Wasatch/6200 South between I-215 and the Gravel Pit development or the segment south of Bengal, where the likely addition of an additional lane each way should be balanced by slower vehicle speeds and more frequent pedestrian crossings.
- A connected pathway network along the corridor that links to the community as well as the Wasatch canyons recreational network.
- A walkable, intense Gravel Pit development that is a nexus for canyons recreation, employment, residences, and multi-modal transportation.

The Master Plan is a major input into the Little Cottonwood Canyon EIS, still ongoing.

Highland Drive Corridor

Highland Drive carries the most traffic of any surface street in Cottonwood Heights, and because of its major community and regional mobility role, lacks the connection to the community that other major corridors have or need. Highland traverses a relatively short segment of Cottonwood Heights, largely serving to move traffic from I-215 to other major streets and onward to Sandy.

Community Corridors

Bengal Boulevard Corridor

Bengal Boulevard is the least intensive corridor of the four mentioned here, but it is an important collector-level link for Cottonwood heights eastern half. This type of neighborhood collector level link is rare in the city, and so Bengal is important for moving neighborhood residents through traffic and active transportation, and perhaps even transit in the future.

The Bengal corridor connects some minor activity centers in the city – the Butler Park area and the Bengal center with neighborhood serving retail and services.

Regional Centers

Union Park Center

The Union Park Center borders Midvale on the west and spans eastward past 1300 East. It is a major activity center, because of its proximity to traffic corridors like 1300 East, Fort Union Blvd. and Union Park Ave. Additionally, this area has a high sales revenue base because of the *Shops at Fort Union* shopping center as well as a high property tax revenue.

Fort Union Blvd. and 1300 East both cross through the Union Park center, providing great access routes. Over the next decades, both corridors are planned to see operational road improvements, transit improvements, and designated and/or protected bike lane additions. Additionally, Union Park will serve as a major regional transit hub. However, even though access to Union Park is great when arriving by car, there are opportunities to improve pedestrian infrastructure through more walkable streetscapes and the addition of street vegetation. Meanwhile, local streets have a lot of potential surrounding the Union Park Center because they increase connectivity and can serve as alternative walking/biking routes.

The center's combination of wide rights-of-ways and frequent curb cuts create safety issues on the major corridors. Traveling within Union Park Center can be managed better by providing designated pedestrian walkways with frequent crossings.

Union Park Center is one of Cottonwood Heights' primary transit hubs – served by route 17 and 213 in 30-to-60 minute intervals, and route 972 and 953 as designated ski bus routes. Stops could be improved - there is no shelter

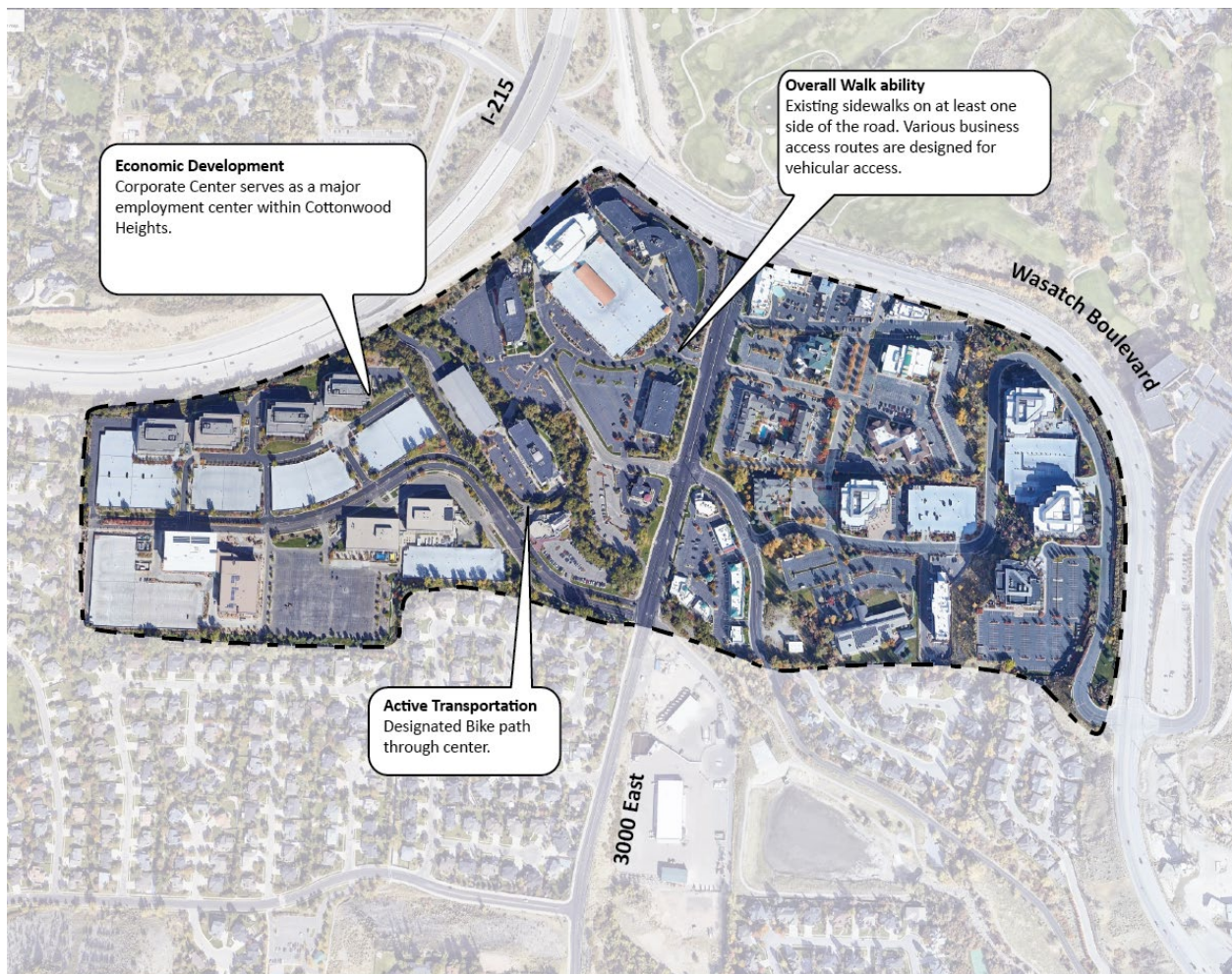


and bike parking at bus stops. UTA is planning and is excited about the potential for a community mobility hub at the Union Park activity center, linking together several area transit routes and providing first-las-mile solutions.

Cottonwood Corporate Center

Cottonwood Corporate Center is a singular activity center in Cottonwood Heights and, to some degree, in the region. It is a large cluster of Class-A office space that is among the most expensive in the Valley, and a major employment destination.

The Corporate Center, like most of Cottonwood Heights' activity centers, is extremely suburban in its urban form, with a high level of unwalkability, and, with the nature of the adjacent 6200 South and I-215 interchange, these characteristics are unlikely to change. However, there is some mix of uses here, with restaurants and hospitality augmenting the offices, and so it is worth considering how these uses can gain better pedestrian connections among them. A center piece of these connections could be the Old Mill Big Cottonwood pathway that runs through the center, which is a regionally important connection that should be maintained and enhanced.



And the cluster of jobs in the Corporate Center make it a good candidate for increased transit service and transportation demand management (TDM) strategies. The Corporate Center and the future adjacent Gravel Pit will comprise both a major employment destination and a major hub for mountain transportation, making frequent transit connections to Salt Lake City's metropolitan center a good opportunity.

Gravel Pit

The “Gravel Pit” – the large redevelopment site of the gravel quarries between the Wasatch Mountains and Wasatch Boulevard north of Big Cottonwood Canyon – is not currently a community activity center, but it is a singular redevelopment opportunity in the Wasatch Front. The combination of its location at the base of Big Cottonwood Canyon, its size, and its positioning for several types of real estate markets such as office, residential, retail and hospitality make it Cottonwood Heights’ largest opportunity for change in the General Plan time horizon.



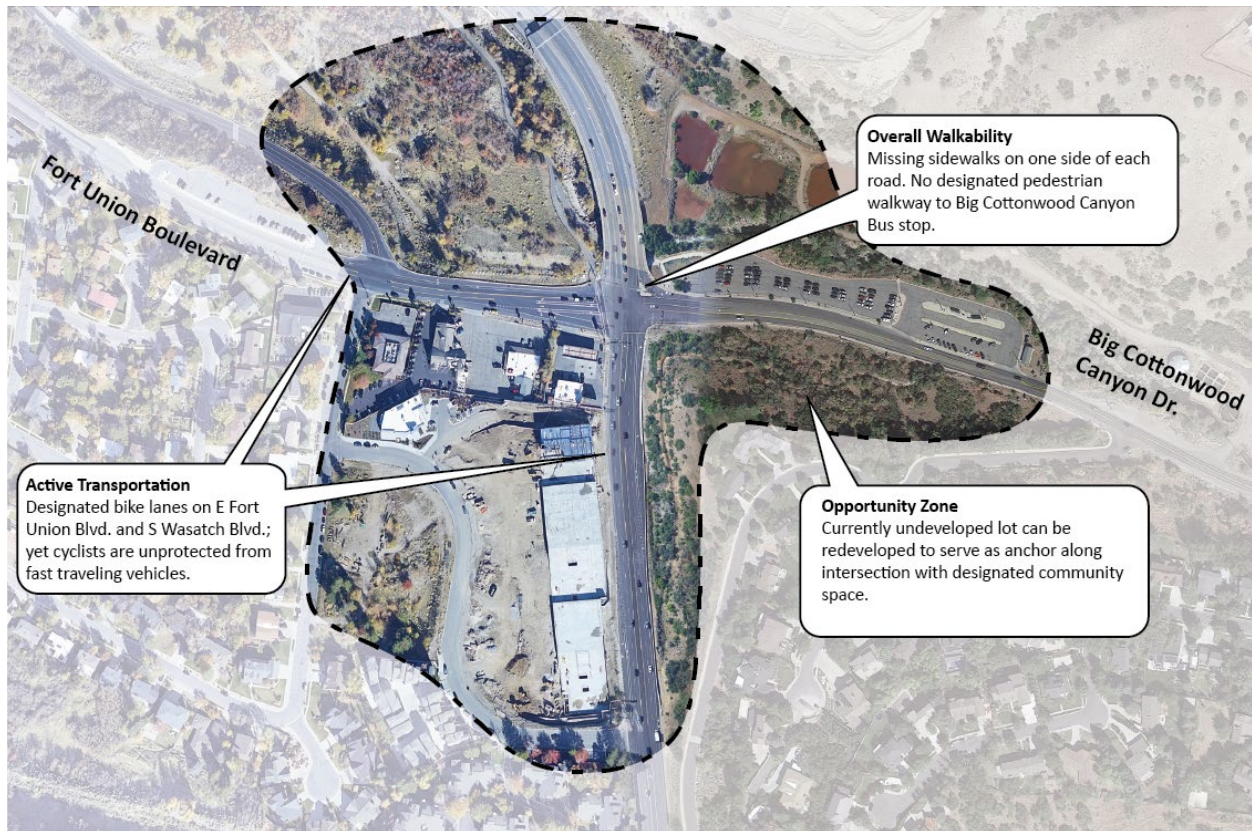
The 2018 Wasatch Boulevard Master Plan recommends a walkable, mixed use district, drawing on the recommended land use mix of a 2016 Gravel Pit study, and the form-based code as part of this General Plan effort seeks to implement this vision. The transportation opportunities for the Gravel Pit area are myriad:

- A walkable district: The Wasatch Boulevard Master Plan sought to shape the Gravel Pit land use program into a highly urban format, largely determined by its streets, with small blocks, public spaces, and space primarily oriented to people on foot, bike and transit.
- A major transportation hub linking valley and mountain transportation.

- Thoughtful design and provision of parking, placing it behind or underneath buildings and taking advantage of sharing opportunities.
- The potential to link together the network of existing and planned trails, including the Big Cottonwood Creek trail, existing and planned Bonneville Shoreline trail, and planned Wasatch Boulevard pathway.
- Walkable frontage for Wasatch Boulevard: While this may be difficult to pull off, the Gravel Pit has the opportunity to create a slower, more walkable, rideable character for the Wasatch Boulevard corridor even with it carrying large traffic volumes. With the valley views, the Wasatch Master Plan recommends a walking promenade along the west side of the corridor. This treatment opportunity of Wasatch Boulevard includes linking pedestrians across the Wasatch to the Old Mill area, potentially with grade separated crossings such as tunnels or bridges.

Big Cottonwood Canyon Base

While the Gravel Pit may be the future of the Wasatch Canyons multi-modal transportation base in Cottonwood Heights, the Big Cottonwood base, or “mouth,” is the present, interim multimodal base. With its long-standing park-and-ride lots, small set of canyons visitor-serving businesses, as well as some emerging new mixed-use development, the Big Cottonwood Base constitutes its own activity center with an interim role as the continued canyons base and a long-term future in concert with the future Gravel Pit development. As more development comes into the area, it will become more imperative to make the area safer and generally walkable for pedestrians – creating more pathways and trails and tying them together in this area can help achieve that. In addition, the Wasatch-Big Cottonwood intersection itself poses traffic challenges for both regular and ski traffic.



Community Centers

2300 East center

The activity center at Fort Union Boulevard and 2300 East is even smaller scale than the Highland Drive center, with fewer commercial uses and an even more thoroughly neighborhood orientation. While Fort Union is a major citywide/regional corridor, 2300 East is a much smaller street but provides important connections across the I-215 barrier to Holladay to the north and to city and recreational destinations to the south – so this is an important community node where active transportation could be prioritized.

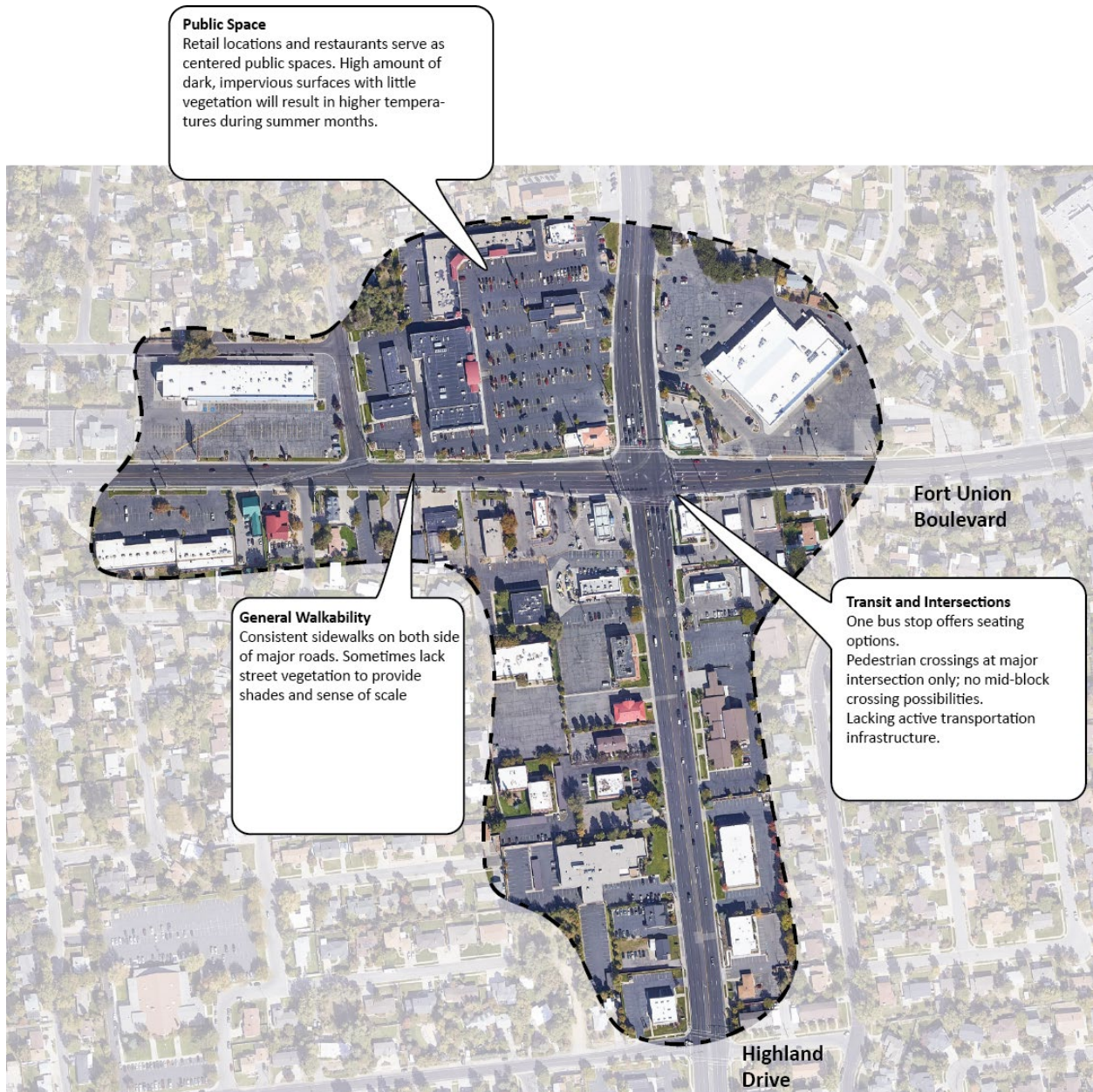


There are also important community resources in this segment (or just west of it), such as the Whitmore Library and Bella Vista Elementary School.

This is a segment of Fort Union that could be transformed with a lane reconfiguration, providing more space for walking, bicycling and on-street parking. In this way, this activity center is the one that may have the best shot at creating a “downtown” or “Main Street” for Cottonwood Heights, which does not have a traditional walkable downtown. It is also perhaps the most geographically central center.

Highland Drive Center

Highland Drive is a community-level activity center, with primarily community-serving commercial uses. It exists in a classic suburban format with parking largely in front of buildings, poor street connections to surrounding neighborhoods, and streets focused on moving traffic – all aspects that the General Plan can potentially provide guidance to change. This center is the crossroads for transit routes on Fort Union Boulevard and Highland Drive, so it is somewhat important for the future of transit (though not as important as Union Park).



East Bengal

This center on the eastern end of Bengal Boulevard is small but provides important neighborhood services such as groceries, hardware and banking. Being along a smaller street like Bengal (compared to Fort Union Boulevard or Highland Drive) makes it easier and safer to access on foot or bike or other active modes – so this center and its

access should be nurtured. Some additional crossings of Bengal or 3500 East could be considered to increase access and safety. While transit does not currently serve this center, in the future transit could run along Bengal Boulevard, or this center could feature a community mobility hub with micro-transit access and shared scooters/micro-mobility resources.

Butler Park

This activity center is a large cluster of community, civic, educational and recreational destinations – including the Cottonwood Heights Recreation Center, Cottonwood Heights City Hall, Butler Park, Butler Middle School, Brighton High, and some neighborhood-serving commercial uses. Bengal Boulevard is the link among these destinations, so slow traffic, a robust pedestrian environment, and safe, convenient crossings are important considerations. 2700 East, which connects from Bengal Boulevard north to Fort Union Boulevard, is also a key link in the area. This activity center is something of a fulcrum of civic destinations between the 2300 East center on Fort Union and the East Bengal center, both a half mile to a mile from the Butler Park area. This activity center is also closely embedded in the surrounding single-family neighborhoods, so enhancing connectivity from the neighborhoods to the destinations is critical, as is connectivity among the destinations.

7.0 PARKS, TRAILS AND OPEN SPACE

The City recently completed the *Cottonwood Heights Parks, Trails, & Open Space Master Plan*, which is a comprehensive document intended to be adopted as a chapter/addendum to the general plan. In May 2021 the plan was presented for consideration of adoption by the City Council, and it is anticipated to be adopted in summer 2021. The plan is a culmination of several years study and community engagement (See <https://www.cottonwoodheights.utah.gov/home/showpublisheddocument/4697/637533280469530000> for a copy of the draft plan.

The desire to provide parks, trails and open spaces to meet the City's needs, and the complex relationships required to ensure they can be implemented in a cost-efficient and realistic manner is our focus. Landmark design anticipates incorporating the draft Parks, Trails and Open Space Master Plan into this planning effort, providing additional input, direction and details as deemed appropriate. Some of our tasks and assessments include the following:

- Consideration of current and future levels of service
- Evaluation of existing standards and guidelines to. Correlating standards with community desires and values is essential.
- Verification of the acreage requirements for each class and type of park and recreation facility, which will be projected into the future for long and short-term planning horizons. We will determine the existing Level of Service (LOS) and conduct a Distribution Gap Analysis to determine where park and recreation needs are being met. These findings will be projected forward, and with the input of the Plan Advisory Committee, we will verify that future service levels and distribution patterns meet future needs.
- Potential shortcomings and/or over-provision of parks and facilities will be analyzed for each of these horizons, and the results will be reviewed with the Plan Advisory Committee to determine future direction.
- The establishment of clear service levels is important for many reasons, not least of which is the establishment of impact fees. In the current litigious environment, impact fees must clearly show that the level of service charged to new development is similar to the level of service currently in place for existing development. It is therefore important to distinguish between current and desired service levels (as impact fees cannot be used to raise service levels) and project and system improvements.
- As part of our mapping and documentation process we will review the mapping that has been completed, and verify the definitive native open space systems in the community, including foothills, canyons and creek corridors.

- Evaluation of key environmental conditions such as natural lands, sensitive soil areas, geologic conditions, wetlands, storm water drainage corridors, water and drainage features and topography, and a broad analysis of all existing and potential sites, encompassing a classification system for determining the suitability for recreation use and/or preservation. This will be undertaken to ensure that maintenance, the use of water and other resources match City-wide sustainability goals.
- Analysis of existing and proposed trail systems and standards will be considered as part of creating a safe and accessible system.
- Provision of trail and park details as needed to clarify standards and qualitative needs.
- Development of detailed acquisition and implementation costs and priorities.

7.1 Preliminary Analysis

Pending - still being assessed in light of vision being established as part of public engagement process. Initial technical analysis indicates the importance of trails, parks and open space to the future vision of the city. Focus of efforts will build upon the work completed in the *Cottonwood Heights Parks, Trails, & Open Space Master Plan*, with potential input on acquisition and development costs, phasing and priorities, and verification that the trail and park system is equitable and well-distributed.

8.0 HOUSING

8.1 Introduction

Cottonwood Heights offers an accessible location along the Wasatch Front with outdoor recreation, employment, and entertainment options which attract and retain residents of all ages and backgrounds. Populations within the City and County are projected to substantially grow past 2050 which will require additional diverse housing options for residents to grow in place and to attract new residents. Planning for housing needs in Cottonwood Heights is unique because unlike many surrounding municipalities, Cottonwood Heights has several undeveloped areas which may accommodate the future development of housing.

(Insert housing vision/goal)

This section will explore existing housing conditions in Cottonwood Heights and create a pathway towards ensuring affordable and diverse housing that fits the current and future needs of Cottonwood Heights residents.

As of 2019, municipalities and counties over a certain size are required to have a Moderate-Income Housing Plan (MIH) in their General Plan. Moderate-income housing is defined by the U.S. Department of Housing and Urban Development (HUD) as “housing occupied or reserved for occupancy by households with a gross household income equal to or less than 80 percent of the median gross income for households of the same size in the county in which the city is located [Also known as Area Median Income or AMI].” This element of the General Plan will identify how Cottonwood Heights plans to:

1. “Meet the needs of people of various income levels living, working, or desiring to live or work in the community
2. Allow people with various incomes to benefit from and participate in all aspects of neighborhood and community life
3. Provide a realistic opportunity for the development of the MIH within 5 years for cities and within the planning horizon for counties.”

Cottonwood Heights last updated their Moderate-Income Housing Plan in 2020. This section of the General Plan explores existing housing conditions in Cottonwood Heights to align them to community goals and strategies to identify a pathway towards creating affordable, attainable and diverse housing opportunities for all residents.

8.2 Population and Demographics

City and County Population Projections

Cottonwood Heights is projected to grow by almost 22 percent between 2020 and 2050, Table X. This is more than Salt Lake County which is projected to grow by just under 18 percent by 2050. The number of households in Cottonwood Heights is projected to increase from 13,211 in 2020 to 18,316 by 2050, just under a 28 percent increase. This is slightly lower than the County which is projected to see a 30 percent increase in households between 2020 and 2050. This means that Cottonwood Heights will likely experience fewer new households than the County but see an increase in household size over time.

The median age in Cottonwood Heights has increased from 2010 to 2019 from 35 to 39. This is reflected in the county median age which has also increased from 30 to 33, with Cottonwood Heights maintaining an older population than the County.

Table x: Population Projects for Cottonwood Heights and Salt Lake County 2010-2050

	Cottonwood Heights Population	Salt Lake County Population	Cottonwood Heights Households	Salt Lake County Households
2010	33,544	1,000,155	12,495	342,622
2020	32,707	1,215,170	13,211	419,499
2025	32,650	1,283,377	13,481	454,929
2030	32,488	1,339,446	13,724	487,466
2040	34,397	1,414,842	15,292	552,022
2050	41,839	1,563,730	18,316	606,036

Source: U.S. Census, American Community Survey, 5-yr Data 2015-2019; Wasatch Front Regional Council; Kem C. Gardner Policy Institute

Cottonwood Heights has an Area Median Income (AMI) of \$93,565 which is significantly higher than the County AMI of \$74,856, shown in Table X. Households classified under 30% AMI make 30% of the City’s median income, or \$28,069 annually. Households making 30 – 50 percent of AMI earn 30 – 50 percent of the median income for the area, or \$28,069 - \$46,782 annually. Households making 100 percent of the AMI make the median income for Cottonwood Heights. The significant difference between the City and County AMI is likely attributed to Cottonwood Height’s location along the Cottonwood Canyons and larger, single family units that present lifestyle opportunities that attract high income households.

Table x: Area Median Income for Cottonwood Heights and Salt Lake County

	Cottonwood Heights	Salt Lake County
Household Income <= 30%	\$28,069	\$22,460
Household Income >30% to <=50%	\$46,782	\$37,433
Household Income >50% to <=80%	\$74,851	\$59,892
Household Income >80% to <=100%	\$93,564	\$74,865
Household Income >125%	\$116,955	\$93,581

Source: 2010-2014, 2013-2017 4-Year HUD Comprehensive Housing Affordability Strategy Data (CHAS)

A comparison between 2010 and 2017 for the City and County in Table X shows that the number of households in Cottonwood Heights making under 50 percent of the AMI increased slightly from 2010 to 2017, while the number of households making 80 percent or more of the AMI decreased. Meanwhile, the households making over 100 percent AMI grew indicating either an influx of residents to Cottonwood Heights in the category or those making 80 percent climbing up the “AMI ladder”. The change in income from 2010 to 2017 is reflected in the County but at a slightly higher rate for those earning under the median income for the City and County.

Table x: Table x: Income Distribution from 2010 to 2017 by Number of Households

	Cottonwood Heights				Salt Lake County			
Income Distribution Overview	2010	2010 %	2017	2017 %	2010	2010 %	2017	2017 %
Household Income <= 30% AMI	720	6%	740	6%	39,150	11%	36,485	10%
Household Income >30% to <=50% AMI	720	6%	810	6%	39,830	11%	39,730	11%
Household Income >50% to <=80% AMI	1,865	15%	1,720	14%	63,295	18%	63,495	17%
Household Income >80% to <=100% AMI	1,885	16%	1,200	9%	40,585	12%	42,745	12%
Household Income >100% AMI	7,545	63%	8,190	65%	165,250	47%	180,600	50%
Total	12,040	100%	12,660	100%	348,110	100%	363,060	100%
Source: 2010-2014, 2013-2017 4-Year HUD Comprehensive Housing Affordability Strategy Data (CHAS)			-				-	

Source: 2010-2014, 2013-2017 4-Year HUD Comprehensive Housing Affordability Strategy Data (CHAS)

8.3 Current Housing Stock (insert Infographic)

Housing Type	2019 Percent
Single Family	75.3%
Duplex	4.2%
3-9 Units	6.8%
10-19 Units	6.5%
20+ Units	7.1%
Mobile Home	0.2%

Source: U.S. Census, American Community Survey, 5-yr Data 2015-2019

Figure x: Occupied Housing Types in Cottonwood Heights

Of the 13,883 housing units in Cottonwood Heights, 75 percent are single family structures. Around 13 percent of structures are mid-density ranging from 3-19 units, **Figure X**. This defines the character of much of the City as single-family neighborhood. As the number of households increase, denser housing options will be needed to accommodate the increasing population.

Most homes in South Salt Lake are owner occupied with 73 percent of the units being owner occupied. With such a high rate of ownership, Cottonwood Heights residents are likely to live in the City for long periods of time and can support a strong pride of ownership within the community creating a strong neighborhood identity and neighborhood-based community.

Table x: Cottonwood Heights Housing Units by Occupancy

Housing Units and Tenure	Total Housing Units	Occupied Housing Units	% Owner	% Renter
Cottonwood Heights	13,883	12,937	73.0%	27.0%
Salt Lake County	397,080	374,820	67.1%	32.9%

Source: U.S. Census, American Community Survey, 5-yr Data 2015-2019

Homes in Cottonwood Heights tend to be large with almost 80 percent of units having 3 or more bedrooms, Table X. Since 2010, the average Cottonwood Heights household has remained constant at 2.6-2.7 people per household. This is slightly less than the County average of 2.9 people per household which has also remained constant since 2010.

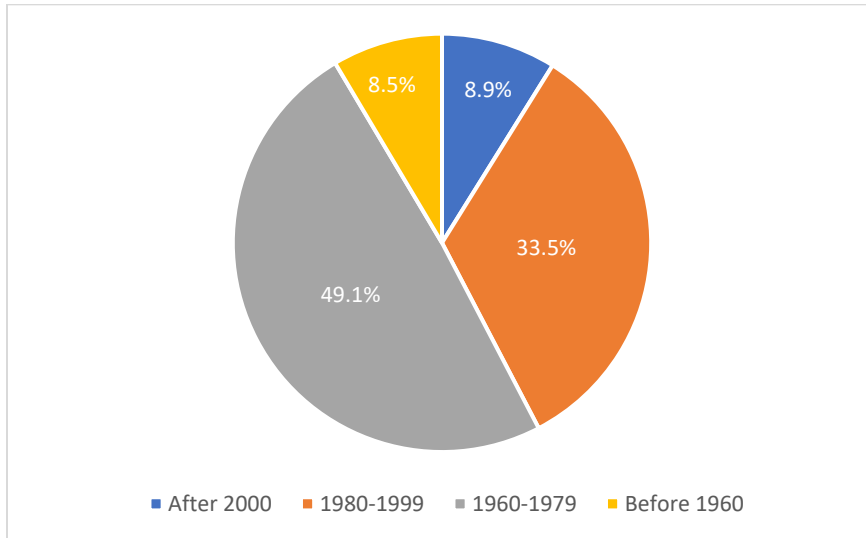
Table x: Cottonwood Heights Housing Units by Size

	2019 Percent
Total housing units	13,883
No bedroom	2%
1 bedroom	8%
2 bedrooms	12%
3 bedrooms	25%
4 bedrooms	27%
5 or more bedrooms	27%

Source: U.S. Census, American Community Survey, 5-yr Data 2015-2019

Age and Condition

Figure x: Age of Housing Structures in Cottonwood Heights



Source: U.S. Census, American Community Survey, 5-yr Data 2015-2019

Most housing units in Cottonwood Heights were built between 1960 and 1999 as development moved outwards from Salt Lake City into agricultural plots and open space during a post-war period of rapid urbanization, Figure X. As Cottonwood Heights grows, infill and redevelopment will accompany new development within transitioning industrial areas. Because limited open developable space and existing large lot sizes, future development will need to occur as compact development and through utilizing available space within large existing lots.

Housing conditions in Cottonwood Heights are adequate, with over 99 percent of housing units having complete plumbing and kitchen facilities.

8.4 Housing Affordability

Cottonwood Height’s AMI is \$93,564, significantly above the County AMI of \$74,856. To be classified as “affordable”, housing-related costs cannot surpass 30 percent of household income. **Table X** shows the maximum monthly housing allowance within each income bracket. If a household pays over 30 percent of their income on housing related costs, they are more likely to become financially burdened.

Table x: Monthly Housing Allowances by Area Median Income (AMI) in Cottonwood Heights and Salt Lake County

Percent of AMI	Cottonwood Heights AMI	Salt Lake County AMI	Cottonwood Heights Maximum Monthly Housing Allowance	Salt Lake County Maximum Monthly Housing Allowance
30 (Very Low)	\$28,069	\$22,460	\$702	\$561
50 (Low)	\$46,782	\$37,433	\$1,170	\$936
80 (Moderate)	\$74,851	\$59,892	\$1,871	\$1,497
100 (Median)	\$93,564	\$74,865	\$2,339	\$1,872
125 (Above)	\$116,955	\$93,581	\$2,924	\$2,340

Table X shows the number of housing units in each cost bracket compared to the number of households in each bracket. Cottonwood Heights experiences a shortage of housing for those making above 80 percent of the AMI. Because Cottonwood Heights has a shortage of housing for households making 80 percent or more of the median income, these households must pay over 30 percent of their income on housing. Households paying less than 20 percent of their income on housing ‘flood’ into the cost bracket below them and reduce housing opportunity for those at a lower income reducing housing opportunity for those making under 80 percent AMI.

Table x: Units Available by Cost in Cottonwood Heights

Monthly Housing Costs	Number of Units	Number of Households	Affordable Rent Range		Household Income Range	
			Low	High	Low	High
Less than \$300	100	1,177	\$0	\$702	\$0	\$28,069
\$300 to \$499	1,278					
\$500 to \$799	1,744					
\$800 to \$999	887	593	\$702	\$1,170	\$28,069	\$46,783
\$1,000 to \$1,499	3,301	3,451	\$1,170	\$1,871	\$46,783	\$74,852
\$1,500 to \$1,999	2,324					
\$2,000 to \$2,499	1,545	1,667	\$1,871	\$2,339	\$74,852	\$93,565
\$2,500 to \$2,999	735	6,049	\$2,339	+	\$93,565	+
\$3,000 or more	882					
No cash rent	141					

Source: U.S. Census, American Community Survey, 5-yr Data 2015-2019

The median home value for Cottonwood homeowners is \$382,900. Assuming a 30 year fixed mortgage at 3.4 percent, a homeowner with good credit should expect to pay around \$1,698 per month for their mortgage. This means that only households making \$67,920, annually, or 73 percent AMI, can afford to purchase a home without the risk of becoming cost-burdened.

Housing shortages in Cottonwood Heights will continue to grow as the number of households increase significantly in the next 30 years. Wasatch Front Regional council predicts that the number of households in the City will grow by about 28 percent between 2020 and 2050.

8.5 Housing Resources and Support

There are several state, county, and non-profit resources to support healthy and fair housing opportunities in Cottonwood Heights.

- The **Down Payment Assistance (DPA)** program assists low-to-moderate income households to cover down payment and closing costs for the purchase of a home. DPA is awarded as deferred loans with no payment and no interest that are forgivable after a period.
www.cdcutah.org/housing-services/downpayment-assistance
- **Housing Connect** provides quality, affordable housing to low- and moderate-income households in Salt Lake County.
www.housingconnect.org
- The **Salt Lake Community Action & Head Start Program** provides rental assistance as available.
www.utahca.org/head-start
- The **Utah Housing Corporation** provides loan assistance and mortgage help to qualifying individuals and families.
www.utahhousingcorp.org
- The **Utah Non-Profit Housing Corporation** provides decent, safe, affordable housing for low-income individuals and families
www.unphc.org

Several federal housing programs can also be found on the United States Department of Housing and Urban Development website: www.hud.gov/states/utah/renting.

8.6 Housing Progress

Cottonwood Heights has made progress towards reaching their housing goals since the adoption of SB-34 in 2019 requiring that each municipality adopt a moderate-income housing plan. In 2019, the City selected three strategies and goals to achieve affordable and safe housing for residents. The selected strategies include:

Strategy 1: Allow for higher density or moderate-income residential development in commercial and mixed-use zones, commercial centers, or employment centers.

The City has amended its long-range land use map to provide diverse housing options for residents and offer access to employment, cultural experience, and multimodal transportation options. Mixed use development is now permitted within the nodes of Fort Union and developers and landowners are actively taking advantage of this change. As of 2020, the City has two projects underway which meet the goal outlined in the MIH report.

Strategy 2: Implement zoning incentives for low to moderate income units on a long-term basis.

The City has implemented a density bonus system that funded over twenty 50-percent AMI units. The density bonus program also allows expedited approvals for developers including a specified number of low- and moderate-income housing options. This allows for 10 percent bonus for structures with 50 or more units.

Strategy 3: Utilize a moderate-income housing set aside from a community reinvestment agency, redevelopment agency, or community development and renewal agency.

The City's goal to increase the amount of low- and moderate-income housing options through funding strategy for reinvestment areas was hindered by the COVID pandemic. This should remain a priority for the City post-pandemic.

9.0 PUBLIC SERVICES

9.1 Overview

UNDER PRODUCTION – TO BE ALIGNED WITH LAND USE

10.0 SUSTAINABILITY & RESILIENCY

The Draft Interlocal Sustainability Action Plan has been completed and is pending adoption. This is a collaborative effort between Cottonwood Heights, Holladay and Mill Creek, and outlines strategies and policies for several aspects of sustainability and resiliency within the following major categories:

Development

Energy Use

Landscaping

Transportation

Waste Management

10.1 Preliminary Analysis

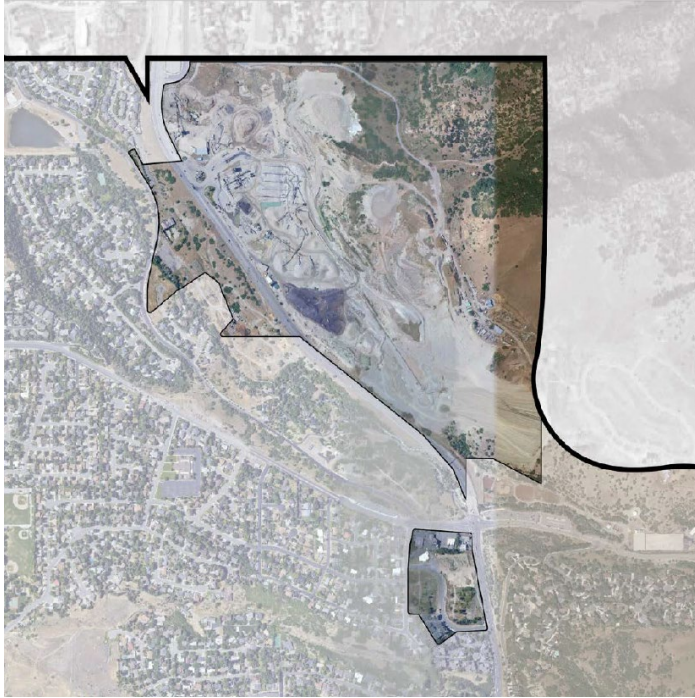
PENDING – THE SUSTAINABILITY AND COMMUNITY RESILIENCE CHAPTER OF THE UPDATED GENERAL PLAN WILL BUILD UPON THIS ACTION PLAN AND INCORPORATE OTHER ASPECTS THAT MAY BE SPECIFIC TO THE CITY.

11.0 FORM-BASED CODE

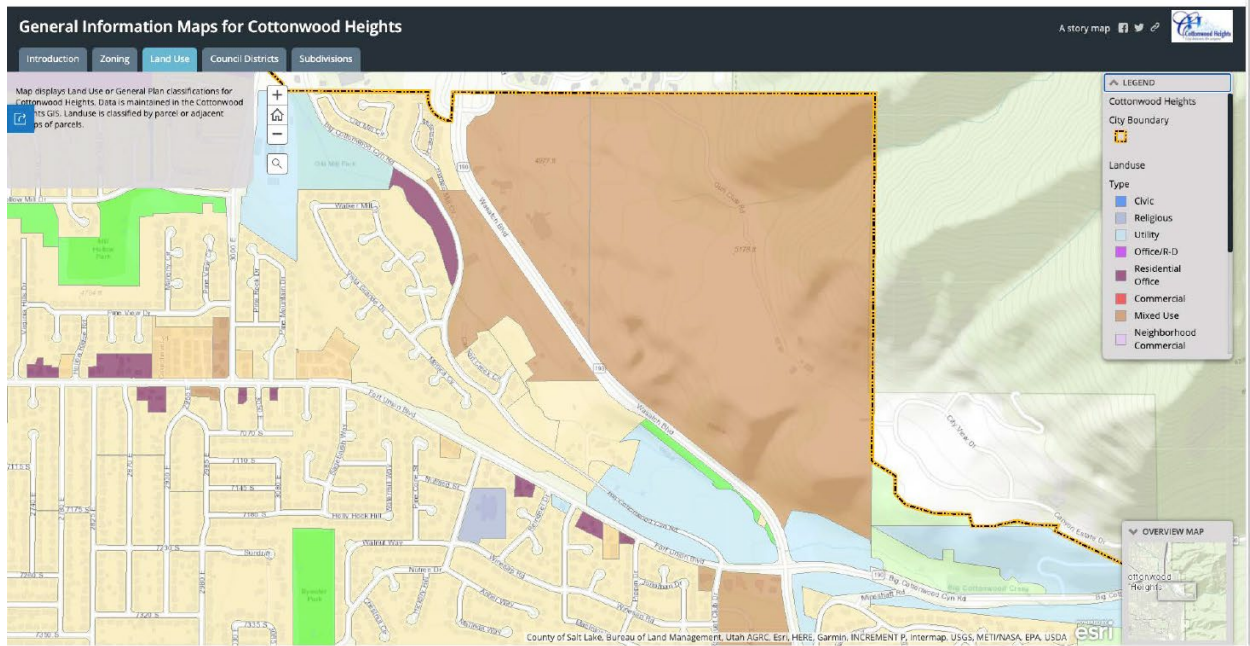
11.1 Key Rezone Areas

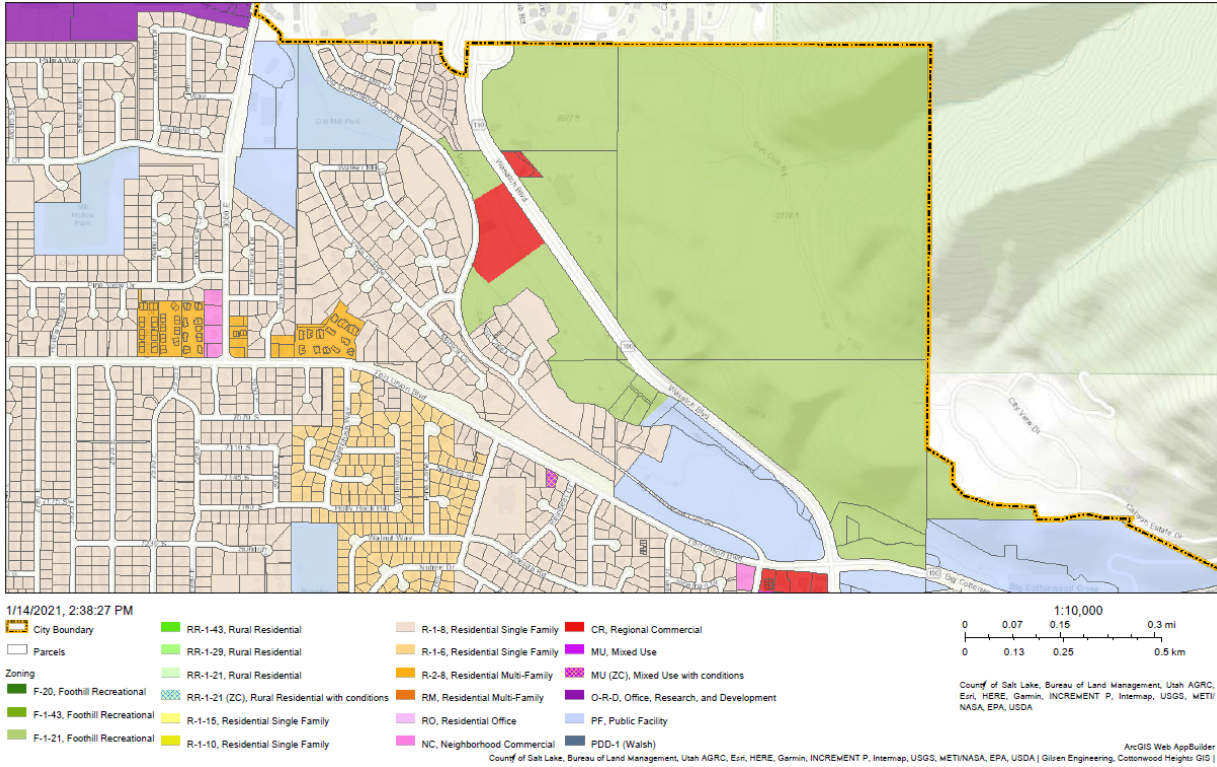
Gravel Pit

Existing Conditions

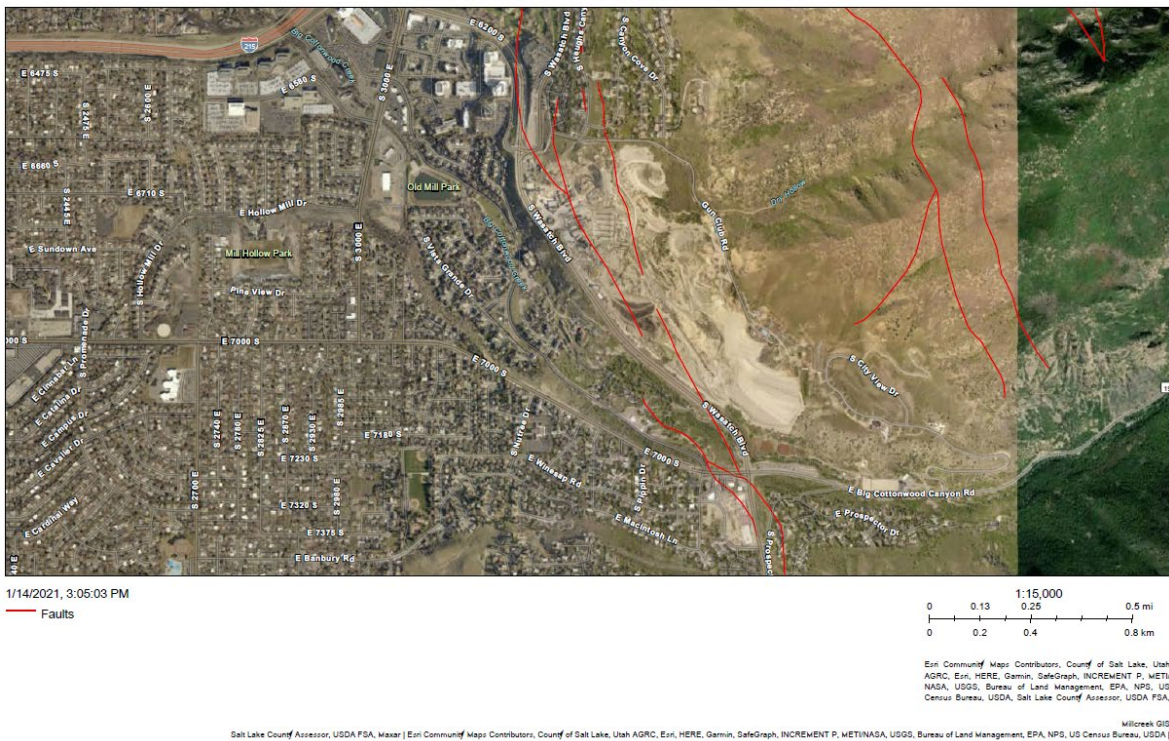


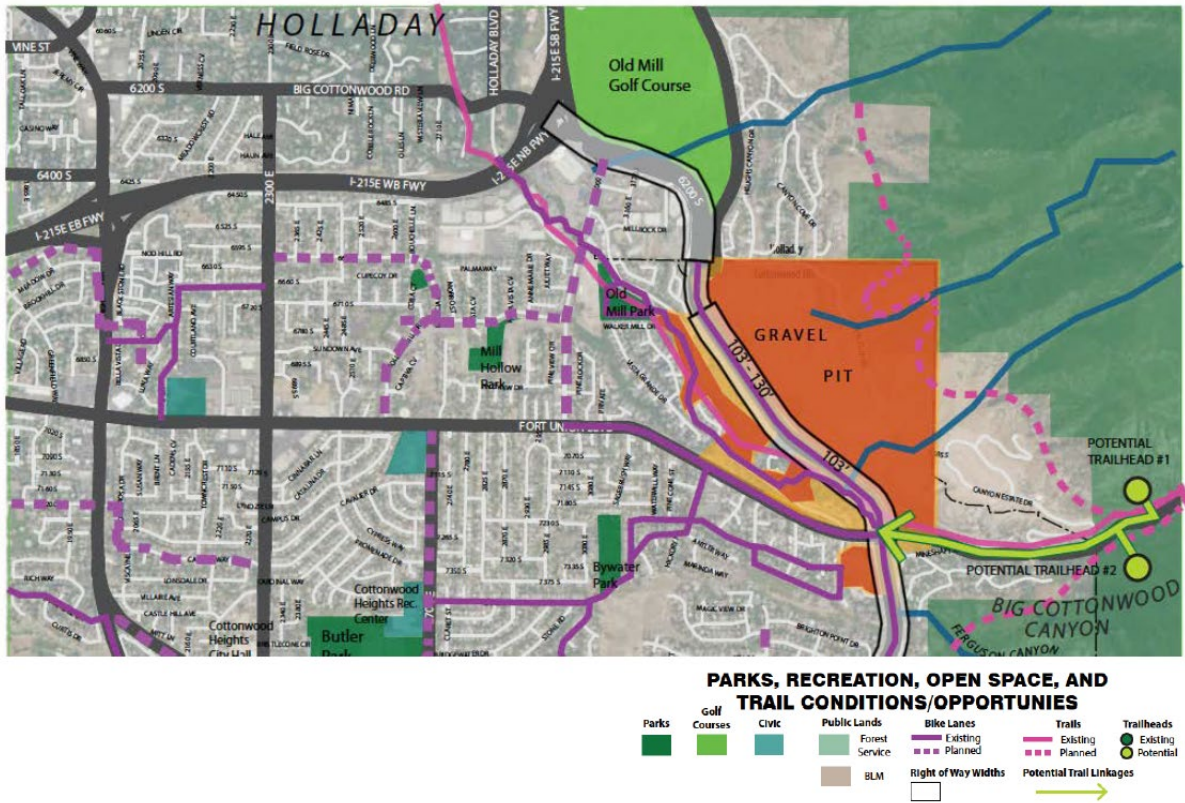
COTTONWOOD HEIGHTS LAND USE





FAULT LINES IN GRAVEL PIT AREA





11.2 Assessment of Previous Plans and Directions

Wasatch Boulevard Master Plan

The key recommendations are:

1. A walkable urban activity center
2. Incorporate recreation village concepts
3. Transportation / transit hub
4. Increased roadway capacity on Wasatch Blvd from I-215 to Big Cottonwood Canyon (a change from 4 to six lanes, with accommodation for transit improvements)
5. Support walkability and transit on Wasatch Blvd

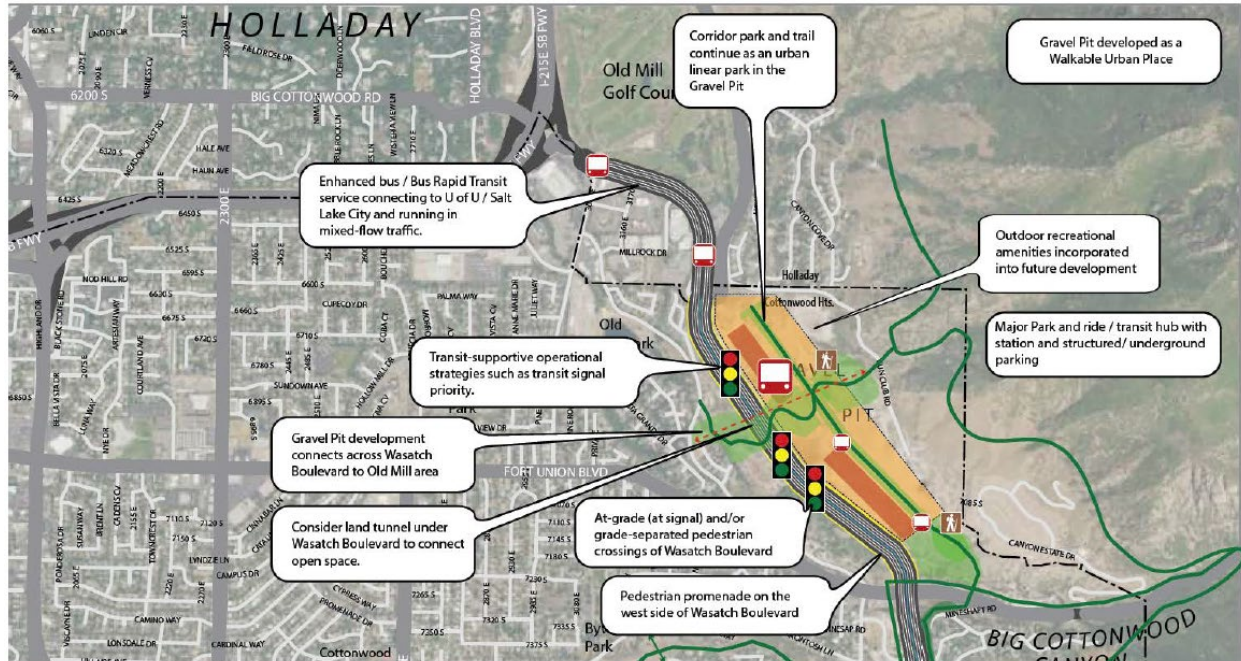


Figure 4.1: Illustrative concept for Gravel Pit segment of the Wasatch Boulevard corridor.



Figure 4.2: Illustrative concept for Recreation Village ideas for Gravel Pit segment of the Wasatch Boulevard corridor.

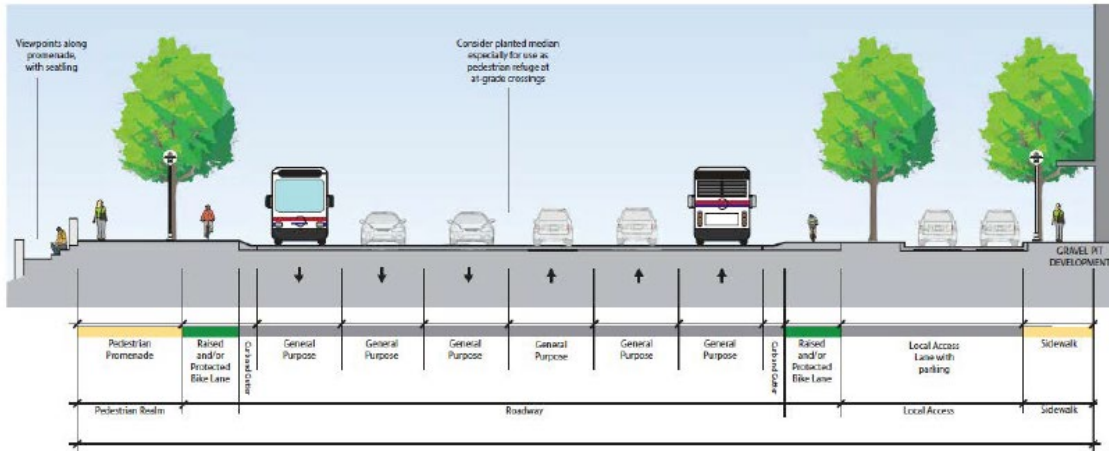
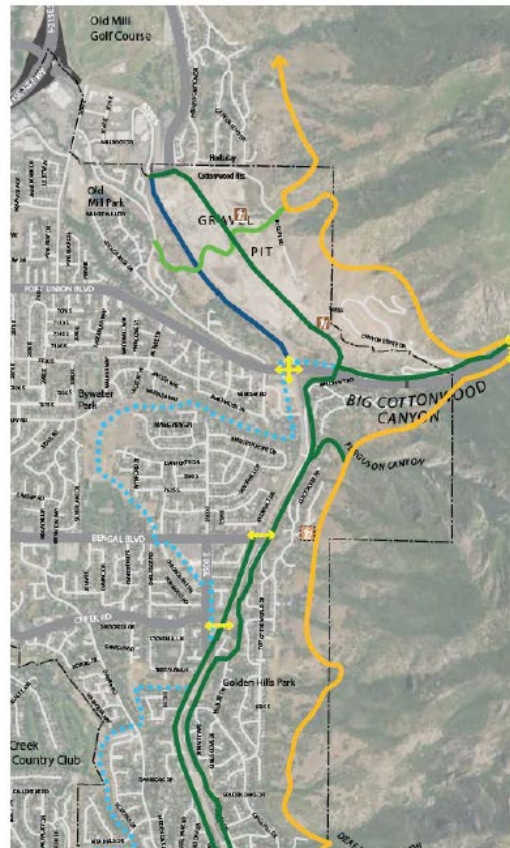


Figure 4.3: Illustrative street cross section concept for Wasatch Boulevard in the Gravel Pit area.

Connections to Gravel Pit development

The pathway network can be the key recreational and active transportation link between the Gravel Pit development and the rest of Cottonwood Heights. Because of the nature of Wasatch Boulevard and Big Cottonwood Canyon as barriers, the Gravel Pit site is naturally disconnected from the rest of the community; the pathway network can help connect it southward and westward.

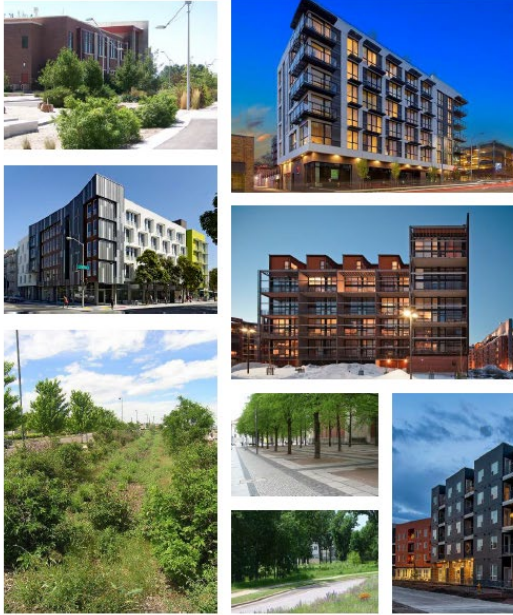


Wasatch Boulevard Design Considerations: Creating a unified experience

Wasatch Boulevard North: The Gravel Pit Area

Overview

The Gravel Pit area is envisioned to become an intensely developed area that merges city-like qualities with the unique mountain setting. In order to ensure the Boulevard matches this vision, a design aesthetic that embraces the natural hillside should be merged with urbane building materials and design that is suitable for a bustling place of commerce and mixed use development.



Street Frontage

The street frontage should be highly walkable, establishing a close relationship between the pedestrian realm and the building facades and entrances. Buildings and yards should be directly oriented to the street. Trees, street furnishings, crosswalks, pathways and lighting should be coordinated with those of the corridor as whole, ensuring a unified look and appeal.



Streetscape

The manner in which the streetscape in this portion of the corridor is treated will have significant impact on the establishment of a unified look for the corridor. As a high-intensity node and destination, the roadway should merge the natural and built environments, incorporating native trees and landscape materials in strict configurations, with carefully-selected furnishings and lighting that match the high-intensity and attractive buildings that are anticipated. Rows of street trees should be planted in the medians and the park strips, creating a bold appearance from near and far, while helping to steer visitors to their destinations. Care should be taken to maintain critical views of the nearby mountains and the valley floor below.

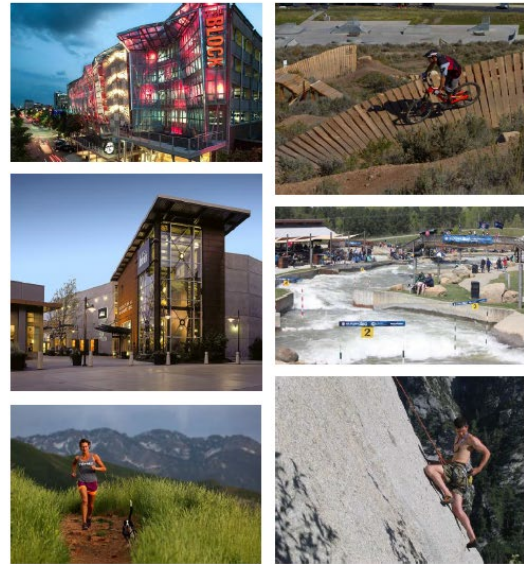
The edges of the streets should include a unified system of street lights, furnishings and hardscape treatments. Carefully laid out groupings of trees/shrubs and special gardens should help define entrances and gateways into the area.

The wide sidewalks, bikeways and walkways should be highly urban, matching the look and feel of the nearby buildings, transit center and plazas. Ground materials should be carefully selected to achieve a sense of permanence, helping to ensure the roadway fits with the surrounding landscape.



Regional Recreational Hub

As one moves further into the site, the urban realm should transform into a place to play, explore, and recreate in the hillside setting, merging the urban environment with the natural and creating a special "draw" for the site.



Wasatch Boulevard Gravel Pit Master Plan

Wasatch Boulevard Gravel Pit Area Master Plan
 Executive Summary
 October 2016



This study identified market demand for a series of uses on the Gravel Pit site in the Northeast corner of Cottonwood Heights City. These uses include 2 million square feet of office space, upwards of 150 hotel rooms, 3,000 residential units, and up to 250,000 square feet of retail.

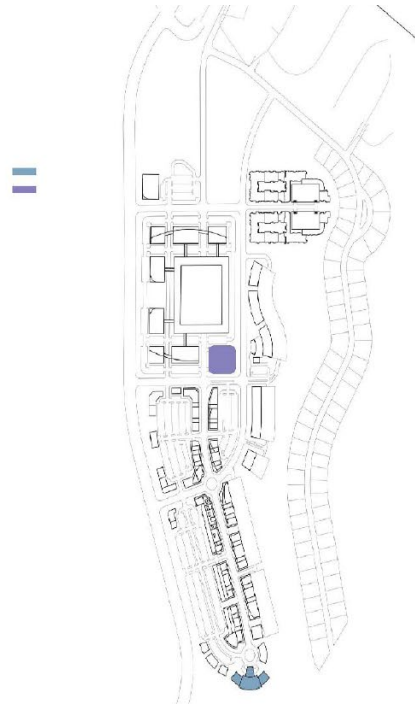


FIGURE 1.3.1 - ENLARGEMENT ONE



1. GRAVEL PIT: REGIONAL OPPORTUNITY

- OPPORTUNITIES:**
- No Existing Development
 - Can Plan for Large Parking Lot/Access
 - Expected Recreational Hub

- CONSTRAINTS:**
- Timing of Development
 - Limited Existing Vegetation
 - Significant Slopes



2. BIG COTTONWOOD CANYON PULL OFF: SECONDARY ACCESS OPPORTUNITY

- OPPORTUNITIES:**
- Existing Parking Lot and Access
 - Visible and Easily Accessible
 - Along Proposed BST Alignment
 - Forest Service

- CONSTRAINTS:**
- Limited Space
 - No Existing Crossing



LEGEND

- Existing Trail
- Proposed Trail (CH)
- Proposed Trail (BST)
- Existing Trailhead
- Possible Local Access Opportunity
- Possible Secondary Access Opportunity
- Possible Regional Trailhead Opportunity
- Cottonwood Heights City Boundary



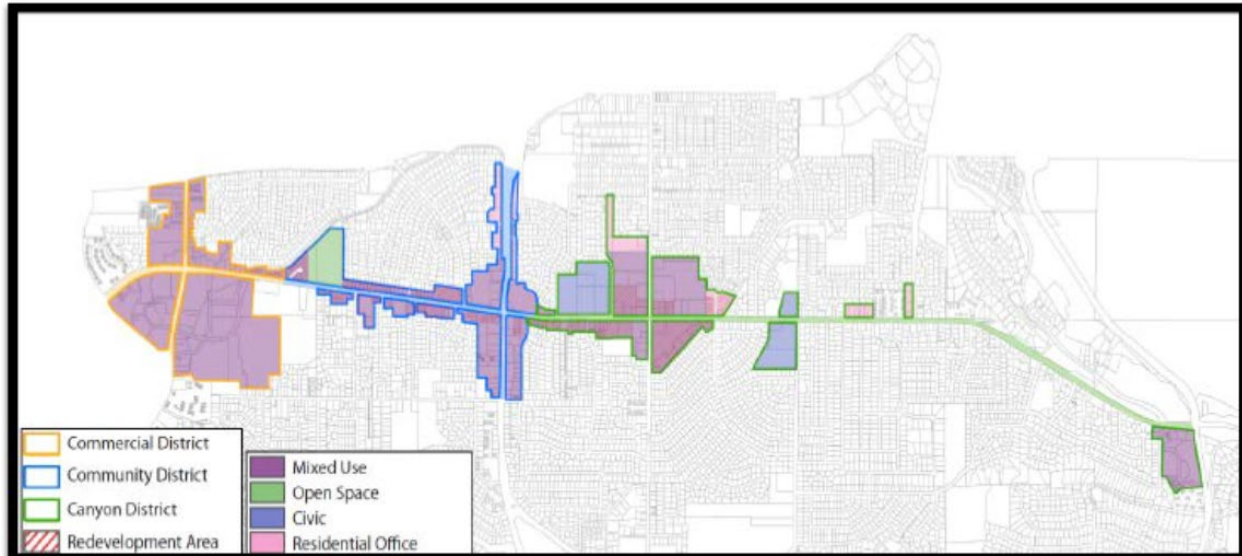
BST Access Plan | Enlargement One

09.30.2020 0 500 1,000 2,000

11.2 Fort Union Boulevard

Previous Recommendations

Fort Union Master Plan



- Consider **developing a set of design guidelines** for the City's gateways and activity centers... in areas such as the Fort Union Boulevard corridor and the gravel pit area in order to ensure a cohesive and consistent design standard (p. 26-27).
- Create visual and transportation connections with the gravel pits and mouth of the Canyons (p. 45)
- Transportation opportunities on the corridor (p. 46-47):
 - **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.
 - **Increase residential density of Gravel Pit/Corporate Center node:** Residential density...will help reduce the number of vehicle trips in and out of these centers, and make them sustainable urban places.
 - **Create local transit service:** leverage future visitor-oriented growth at the BCC mouth into local circulator level transit connecting various nodes on Fort Union, in the Gravel Pit, and the Cottonwood Corporate Center.

NOTE:

THE DEVELOPMENT OF THE CODE WILL TAKE PLACE PRIMARILY ONCE THE DRAFT PLAN IS DEVELOPED AND FUTURE DIRECTIONS ARE UNDERSTOOD.