



NA9127  
.W47  
1997

# West Valley City R/UDAT

November 20-24 1997

R/UDAT is a program of the Urban Planning and Design Committee of The American Institute of Architects.

R/UDATS have been conducted in over 140 cities in the USA over the past 30 years.

A Regional & Urban Design Assistance Team, or R/UDAT, is a fast paced, intensive work session usually lasting four days. The results are an illustrated strategy and recommendations for addressing a community's concerns; local coalitions that form as a result of the highly participatory process; and a local steering committee of community leaders and citizens dedicated to working with, and following-up on, the team's recommendations. Team members volunteer their time and represent a variety of professions selected to meet the special needs of each specific community. The R/UDAT visit is invited and funded by the local community requesting assistance. Communities often spend many months preparing for a R/UDAT visit and many more months following-up on the team's recommendations.

The West Valley City, Utah, R/UDAT was conducted November 20-23, 1997, and presented to the people of West Valley City on November 24, 1997.



This R/UDAT was sponsored by West Valley City and the Salt Lake Chapter of The American Institute of Architects.

958100 p. red 26 Jan 97 NA9172.W471997

MAIN LEVEL c.1

NA 9127.W47 1997

West Valley City R/UDAT



2000016094

AIA LIBRARY & ARCHIVES

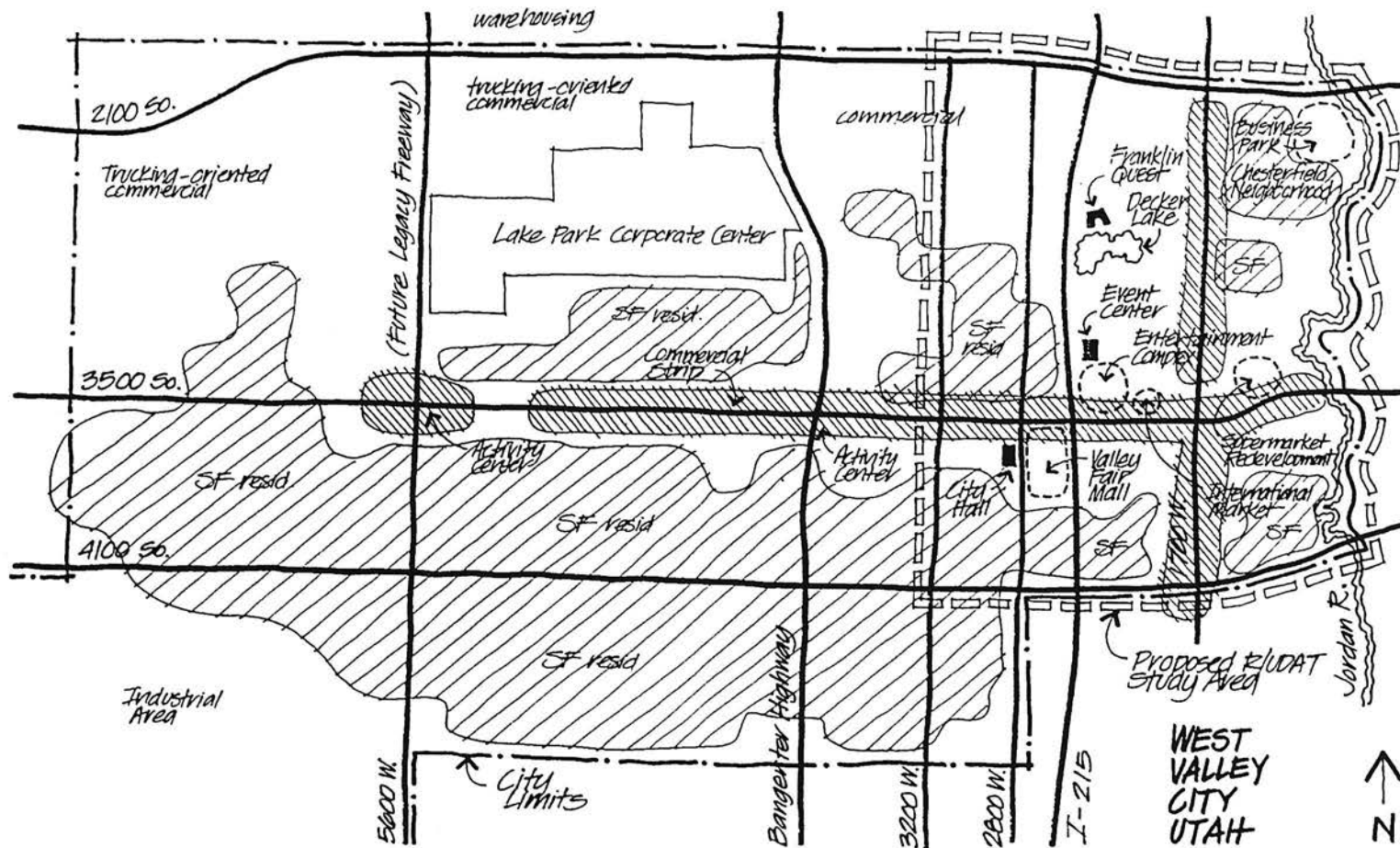


4609100000

NA 9127  
W47  
1997

# TABLE OF CONTENTS

1.	RECOMMENDATIONS	1-1
2.	CONTEXT	2-1
	- Regional Influences	2-1
	- Present Situation	2-2
	- Recommendations for Planning Updates	2-5
	- Areas of Immediate Concern	2-6
3.	2002 AND BEYOND	3-1
	- Growth	3-1
	- The Urban Choice	3-1
	- Memory	3-1
	- Political Assets	3-3
	- Anchors in the Community	3-4
4.	THE URBAN DESIGN	
	- Framework	4-F1
	- Town Center	4-C1
	- Transportation	4-T1
5.	IMPLEMENTATION	5-1
	- Tools for Success	5-1
	- Financial Support	5-6
6.	PARTICIPANTS	6-1
7.	TEAM	7-1
8.	FUTURE LEADERS	8-1



Sketch by Jerry Enns

This is the Beginning of the R/UDAT...

# 1..Recommendations

Cities are in a constant state of change—some good, some bad. Successful cities are able to manage change, and this requires anticipating and planning for the future, while nurturing and maintaining things that work.

Over the past few days, the R/UDAT team has looked and listened, absorbed and analyzed, and finally developed the set of recommendations presented in this document:

## **Recommendation One**

West Valley City should nurture and celebrate its unique characteristics, those existing and those to be developed, including the Jordan River park systems.

## **Recommendation Two**

West Valley City should examine its policies and requirements affecting new development of all categories and adjust to raise the level of “quality”.

## **Recommendation Three**

West Valley City should improve pedestrian access and establish pedestrian/bicycle links connecting public activities, park system, schools and residential neighborhoods.

## **Recommendation Four**

Locate the intermodal center on Constitution Boulevard

between Valley Fair Mall and City Hall.

## **Recommendation Five**

West Valley City should review and improve its communication program.

## **Recommendation Six**

West Valley City should implement a program to acquire and install art in public places.

## **Recommendation Seven**

West Valley City should continue to encourage and support ethnic groups in their efforts to preserve and share their culture.

## **Recommendation Eight**

West Valley City should initiate a program of significant improvements to 3500 South that reinforce the Olympics and contribute to the urban design and efficiency of West Valley City.

## **Recommendation Nine**

West Valley City should take steps to expand the types and price range of the housing stock.

## **Recommendation Ten**

West Valley City should implement a program to provide pedestrian access and linkage in the entertainment district.

## 2..CONTEXT

### Regional Influences

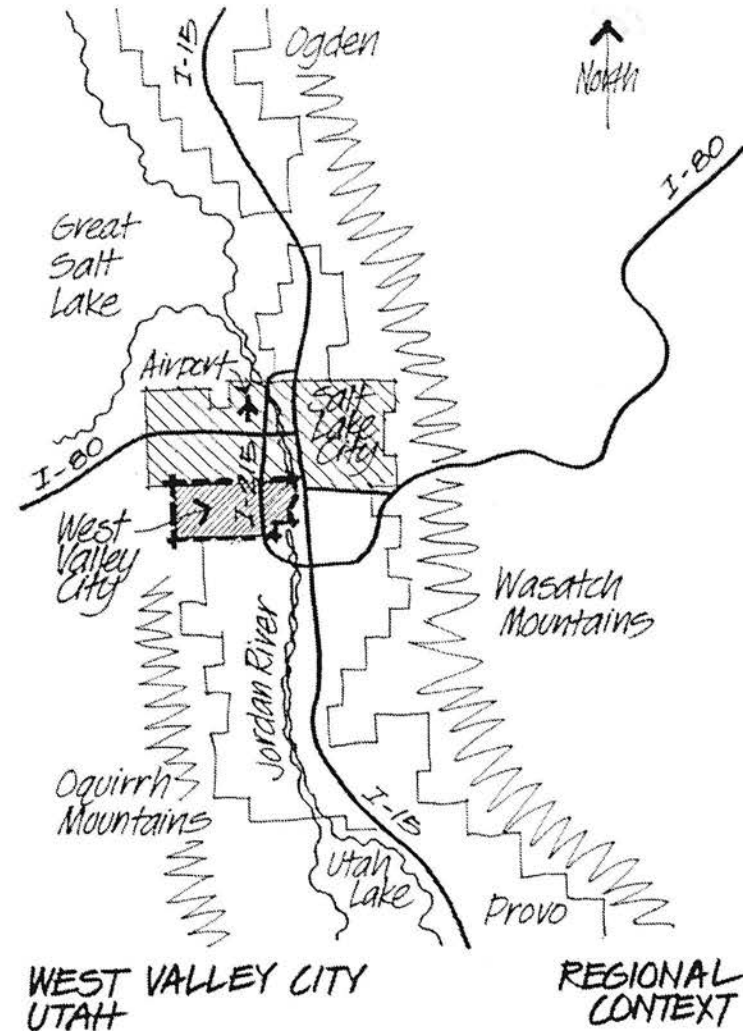
West Valley City is the second largest city in the Wasatch Front region, a growing urban area of about 1 million jobs and 1.6 million people extending over roughly 320 square miles. The terrain is dramatically beautiful, consisting of a relatively flat plain surrounded by mountains on three sides, and the Great Salt Lake.

The Wasatch Front region has experienced strong growth in the last 25 years, and that growth is expected to continue. The area from Ogden to Provo is expected to gain over 600,000 jobs and over 1 million people in the next 20 years. The region is the site of the 2002 Winter Olympic Games, which has resulted from, and stimulated, civic effort to improve transportation systems, sports facilities, and amenities.

### Regional Planning Climate

The Wasatch Front Region includes 10 counties, 98 cities, and 157 special service districts. There is no regional growth planning agency, although the Wasatch Front Regional Council coordinates transportation planning among multiple jurisdictions, the Utah Transit Authority, and the Utah Department of Transportation.

The Governor of Utah has launched a regional planning effort, called the Quality Growth Initiative, to focus the region's attention on preparing for continued growth. Utah's citizens and legislature are leery of regional planning, but the citizens share common concerns about



the future and want to preserve their quality of life.

Issues of common concern are transportation facilities, which are predicted to become increasingly congested, lengthening commute times and slowing trade as the area grows; air quality, which is threatened by increased automotive travel and congestion; water sup-

ply, which is only assured through the year 2020; and loss of resource lands and open space as the urban area expands to a potential 1350 square miles. West Valley City would benefit from a regional growth alternative which improves transportation systems, encourages compact development patterns, and protects the region's beauty.

### West Valley City: Present Situation

West Valley City has many advantages due to its location near downtown Salt Lake City and the international airport, its access to two major freeways, and its proximity to the recreation areas in the nearby mountains. Some of these advantages have been well-used to enhance the city's quality, while others have not yet been addressed by this relatively new city.



### Natural Setting

The City has many natural amenities, including a surprising number of water features (the Jordan river, wetlands and ponds) in this high desert climate. The

City also enjoys varied natural vegetation and trees, a wide variety of birds and wildlife, frequent sunshine, relatively mild weather, and views of two spectacular mountain ranges from most areas of the city.

The City and County parks departments are moving ahead in preserving park lands, trails and natural areas for the future. However, business and civic development in the City currently takes only minimal advantage of the area's natural beauty. Few of the commercial or industrial areas or civic buildings include outdoor picnic areas, benches or nature trails, which could allow nearly year-round outdoor use. Newer private developments include extensive landscaping, though frequently ignoring the native vegetation that appears to survive well on non-irrigated vacant land.

Views of the mountains from the older residential areas are framed by mature trees, but these views from retail areas and travel routes are obscured by utility wires, light poles and signs.



## **Economy**

The City is the second largest employment center in the region. Job growth is strong, drawn by the abundance of relatively inexpensive land, and proximity to downtown Salt Lake City, the airport and the intermountain freeway hub.

The city had an employment base of nearly 49,000 jobs in 1996, up about 10,000 jobs in the 4-year period since 1992. This strong job growth is expected to continue, with about 23,000 new jobs expected by the year 2015, many in projects already announced by the private sector.

Economic growth has doubled land values in some commercial/industrial areas in the last two or three years, and has attracted companies willing to invest in amenities that enhance the community. The City will face increasing competition from cities with less costly land, so it will need to use its other advantages to compete in the future if it wants to retain expanding companies or attract new ones. The market now is for low density development, but business parks could eventually redevelop by adding structured parking with offices above the parking, thereby making fuller use of close-in commercial land.

## **Population/Cultural Diversity**

The City's current population is about 103,000, with roughly 27,000 households. This represents an increase of about 16,000 people since 1990. Growth due to new residents and natural increase is expected to bring a population of 140,000 by 2020.

The City's median income in 1996 was about 80% of the county median income. Median incomes may be rising to the county average, however, as evidenced by rising residential land and housing prices.

The City's population is ethnically diverse, with many different Asian and Polynesian cultures represented, as well as Hispanics. This cultural diversity has brought a surprising array of ethnic restaurants and stores for a city this size. This cultural diversity could be showcased and expanded as a local amenity through commercial and civic projects currently being explored by the City and the ethnic communities.

## **Development Pattern**

A concern expressed by City officials and residents relates to the overall City development pattern. The city is without an identifiable center or well-defined edges, and is almost totally auto dependent. Wide, high-speed arterials and freeways divide shopping and employment areas and schools from residential areas, and residents believe it is unsafe to walk to community places.

## **Commercial Developments**

Newer commercial and industrial developments are demonstrating more attention to building design quality and landscaping, and the City has the opportunity to work with builders to raise standards even further. Individual developments now appear to be "stand-alone" projects, with relatively little connection to adjacent developments. Pedestrian connections from transit stops or nearby buildings or consumer services are lacking, even in newer areas. For example, the hotels in the





arena area have no attractive pedestrian connection to the restaurants or the arena, and some have landscape barriers discouraging pedestrian travel. The newer office parks make foot travel between buildings and transit stops unrealistic.

### **Retail Areas**

The City's retail areas contain a wide variety of useful goods and services, but are totally auto-oriented with little provision for pedestrian travel even from bus stops or parking areas. City officials, business owners and residents have expressed interest in upgrading the visual quality and pedestrian environment of the retail portions of the study area. The City is fortunate to have redevelopment opportunities to help achieve their goals.

Redevelopment of Valley Fair Mall, which is the closest semblance of a city center in the study area, could address the city's interest in a central, pedestrian oriented gathering place and city identity.

The ethnically diverse retail area along 3500 South and Redwood Road enjoys many locally-owned businesses which could serve as a unique shopping district as the area redevelops. Currently, the area's potential is diminished by the lack of pedestrian links between stores and restaurants or adjacent residential areas, the numerous small, independent parking lots which make joint trips difficult, and poor visual quality.

### **Housing Development**

The City's housing stock is primarily single family (74%), and much of the City's multifamily stock is in duplexes and four-plexes for a rental market. Older residential areas have extensive landscaping, much of which is well adapted to the climate and adds a sense of serenity to the neighborhoods.

The area lacks housing diversity, and could benefit from greater variety in both multifamily and single family housing types. Higher end housing which could attract corporate executives is needed; also needed is small, but high quality detached housing in attractive neighborhoods, which could appeal to both first time buyers and the empty-nesters who want a lower-maintenance home-ownership option. Townhouses, which provide a lower-maintenance but ground-related ownership option, are notably missing, and could be added either in new neighborhoods or carefully treated infill



sites. Also missing are mixed retail/housing/office developments in and near retail areas.

Local citizens are concerned about adding multi-family housing, in part because of the poor quality and near-abandonment of some existing units by absentee owners. However, residents expressed support for new senior-citizen multifamily developments, and seem open to the prospect of garden apartments likely to be owner occupied or well-maintained by a management company.

### **Civic Places and Identity**

West Valley City is rich in history, but noteworthy places, landscapes and buildings do not appear to be documented or celebrated. The team did not observe any commemorations of the history and legends associated with the Jordan River, for example, though most school children know the stories. Some of the schools use historic names, which helps preserve an important part of the community. The City could strengthen its sense of history through new building and street names, historic markers, and preservation of any remaining buildings or landscapes. In addition, historic pictographs in public parks and civic buildings could increase historic awareness.

The city also has the opportunity to add future civic gathering places in the study area, through development either at the new city center or the arena area. The Hale Theater developers spoke of grassy picnic areas and gazebos outside the theater. Also needed are large outdoor assembly areas in the city center area, where a visiting dignitary could be received, a civic award

celebrated, or a governor's candidacy announced.

### **Planning Context**

The City has a strong, short range strategic action program and many notable successes. What is missing is an overarching public vision to guide the City toward the future, as well as detailed subarea plans and updated regulations that would take best advantage of remaining vacant land and redevelopment opportunities. The key concepts of the City's 1984 General Plan are still valid, but the plan lacks the specificity to clearly guide decisions.

The City prides itself on maintaining a small staff relative to the population, but is probably not devoting sufficient resources (staff or consultant time) to preparing for growth. Given the growth on the horizon, the City should move immediately to get an updated vision, policies and standards in place. This effort will be greatly aided by the city's 80 active neighborhood groups, and the strong partnership which exists between the business community, City staff and elected officials, and the public.

### **Recommendations for Planning Updates**

- Expand housing variety. Add opportunities for townhouses, mixed-use developments, cottages, accessing dwelling units, small-lot single-family and upper-end single-family housing. Revise zoning in the study area, especially near the Redwood Center, to expand high quality housing opportunities and eliminate scattered commercial zoning.



- Preserve opportunities for future employment growth by preparing for densification. Use new tools such as “shadow” site plans to preserve opportunities for redevelopment of low-density employment areas when land becomes more scarce. For example, site plans which prepare for eventual redevelopment conserve capacity.
- Concentrate retail areas rather than adding additional retail-zoned land. Most retail areas are under-utilized and could be returning higher profits and tax revenues per acre through greater concentration, which usually also boosts shopping patronage.
- Preserve and expand the variety of locally-owned stores and restaurants as redevelopment occurs. Work with local business owners to ensure transportation plans and development regulations assist these local gems.
- Include areas for outdoor enjoyment in most new developments, using this quality amenity as a competitive advantage.

- Upgrade the area’s visual quality, and improve the pedestrian environment, through revised development standards, checklists, and public investments, especially in retail areas.
- Strengthen community identity through historic preservation, public art, preservation of view corridors and natural areas, and civic gathering places.

## **Areas of Immediate Concern/ Opportunity**

### **Decker Lake South**

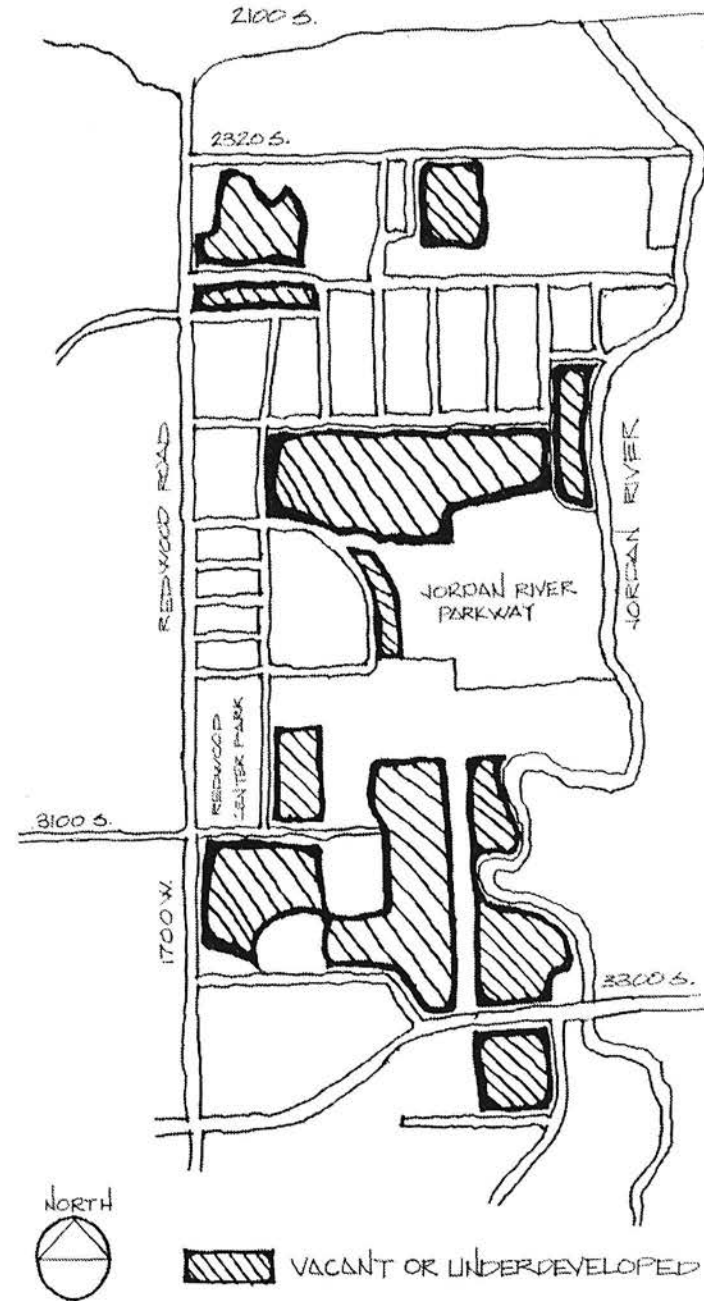
The area south of Decker Lake is currently being developed in a high quality office park which overlooks the lake. The area will benefit from the City’s current efforts to enhance the natural environment of the lake. Remaining vacant land south of the lake and north of the power corridor is zoned manufacturing, however, which allows uses incompatible with the office park, and inconsistent with the amenity values being created in the lake. For example, processing, large distribution and truck transfer companies are allowed by the zone. (Trucking companies appear to be accommodated well in two other areas.) The zoning for south Decker Lake should be revisited soon, perhaps with an overlay zone which focuses on higher end uses. In addition, although the current market favors low-density development, new site plans could be laid out in a pattern which facilitates later redevelopment of parking areas, without the need for building demolition.

## Redwood Center Residential Area

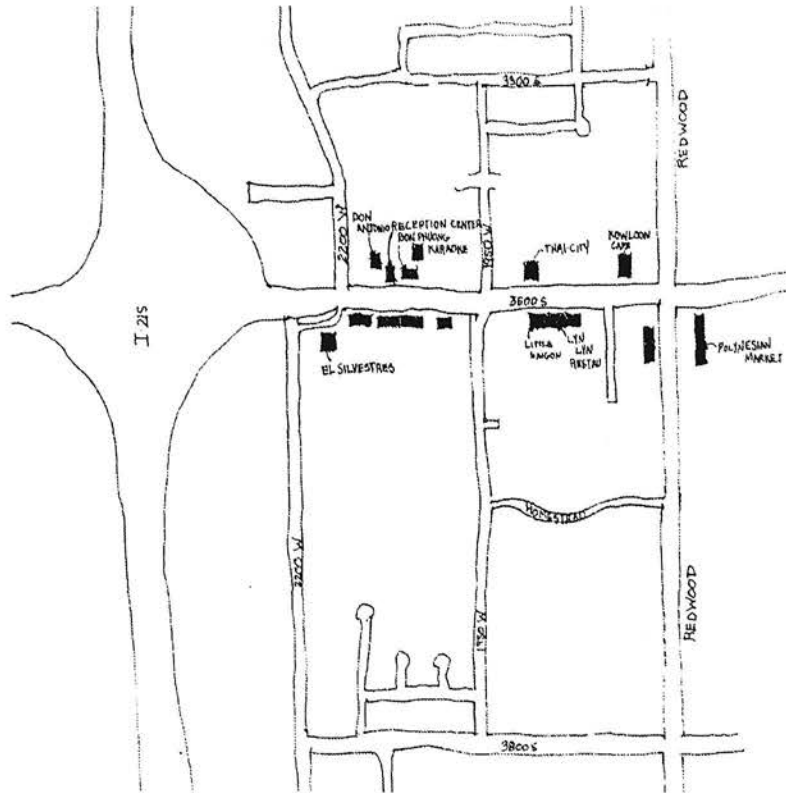
There are many large, vacant parcels in the Redwood Center area and east to the Jordan River. These areas have a combination of residential, industrial and commercial zoning. The city should initiate an immediate study of this area to look for opportunities for new, high quality housing. The R/UDAT study area is generally over zoned for commercial uses, which results in marginally successful retail areas and inefficient industrial land development. Rezoning vacant parcels for residential use would encourage retail concentration at Valley Fair mall and along the 3500/Redwood corridor, as well as provide an opportunity for housing diversity and quality. The City could encourage the kind of housing development desired through housing type sketches and sample site layouts, and perhaps the use of a design district overlay which doubles the density in exchange for desired quality. Property owners would benefit from such a zoning change in many cases, as residential zoning at 8 to 10 units per acre has a higher value than the \$4.00 per square foot prices that the larger commercial properties are commanding.

## 3500 and Redwood Road

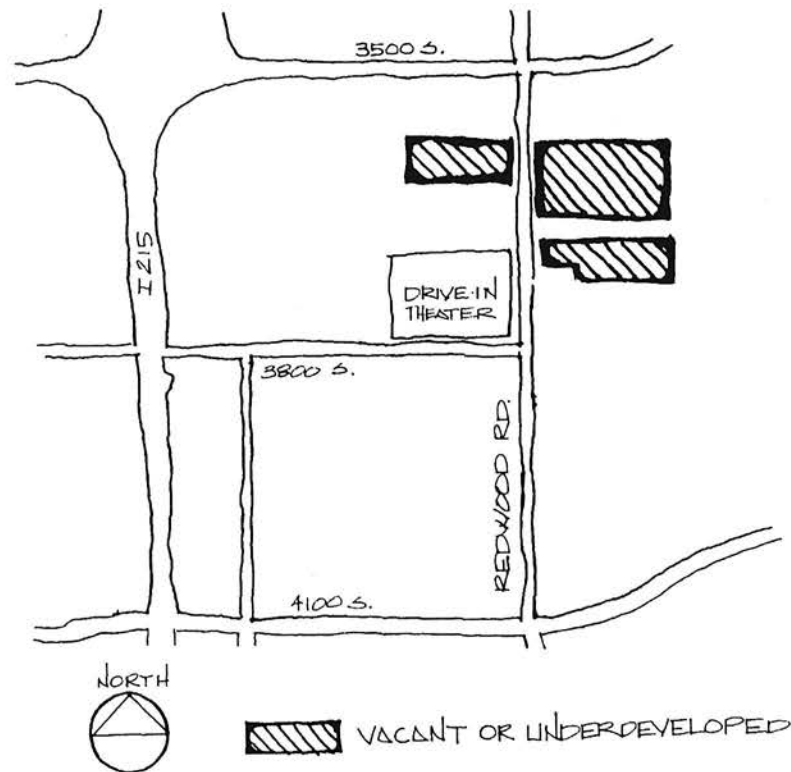
This retail area is blessed with tremendous variety in stores and restaurants, and is the City's international shopping district. The current zoning allows too wide a variety of auto oriented uses in addition to the stores and restaurants that could gradually become more pedestrian-oriented through minor redevelopment. The city uses the conditional use process to encourage compatibility, but a clear sub-area plan with design standards would facilitate agreement on the future and bet-



ter communicate the city's goals to developers. The few large, vacant and underdeveloped parcels along Redwood Road from 3500 South to 3800 South should be reserved for businesses which strengthen the area's role as a walk-in, ethnic shopping district. Zoning should limit expansion of auto-oriented uses or other uses which conflict with this role.



*Concentration of Local Ethnic Business*



## 3..2002 and Beyond

### Growth

Cities everywhere in North America are dealing with a common challenge: how to successfully manage growth. For most cities this means determining how to enjoy the benefits of growth without losing the important values or assets that make the community a good place for those who now live and work there.

Perhaps the most rewarding and frustrating thing about cities is that they are subject to almost constant change—adjustments are always taking place; the decisions never stop.

Generally, some people feel that progress or growth is coming at their expense: that values of privacy, safety, community, mobility are being eroded; that assets like open space, low density, environmental quality, stability are being sacrificed.

Just consider: in 1990, 9.2% of West Valley City's land use was dedicated to agriculture; in 1997—in seven short years, that is—that number has been cut in half to 4.6%. Vacant land has been reduced by 20%. Industrial land use is creeping up.

### The Urban Choice

In the most general terms, West Valley City is becoming more urban. Its population has crossed 100,000 and will rise by about 50% again in just twenty years.

The challenge before the entire community is to decide what “urban” should and might mean in West

Valley City and to consider whether the long range General Plan is well equipped to shape West Valley City's urbanization over the coming years.

West Valley City can grow either as an urban place or as a continuing highway culture. While many conditions bear on the choice, some obvious issues are: the separation or mixing of uses; the rigidity or flexibility of housing policies and residential zoning; and the presence or absence of urban design guidelines to bring shape to a coherent plan.

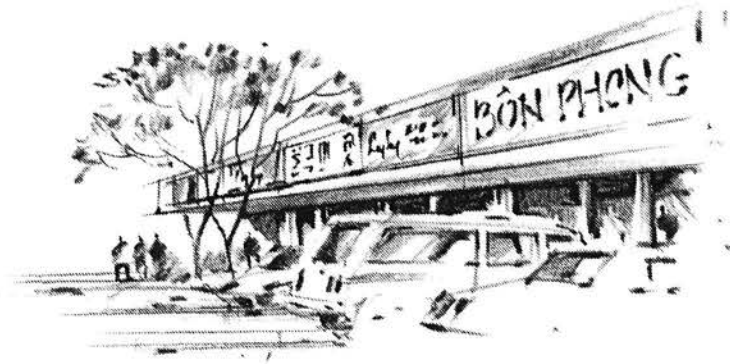
The introduction now of amended land use policies and different tools for regulating development will pay slow but certain dividends in the coming years.

### Memory

West Valley City is a new place. Three separate communities—Granger, Hunter and Redwood—amalgamated in 1980 to create West Valley City. The city lacks a historic district. It lacks a stock of heritage homes. It has few mature boulevard trees. It feels largely absent of historic landmarks and places. Memory is not a strong visible feature of West Valley City. It has a past, but not much of a history.

The disadvantages are obvious: you can see it in the undifferentiated pattern of development, in the predominant ‘edge city’ highway culture, in the weak hierarchy of identifiable qualities or features.

In a word, West Valley has the opportunity to significantly reorder the appearance of key parts of the city and in doing so, improve the quality of life here.



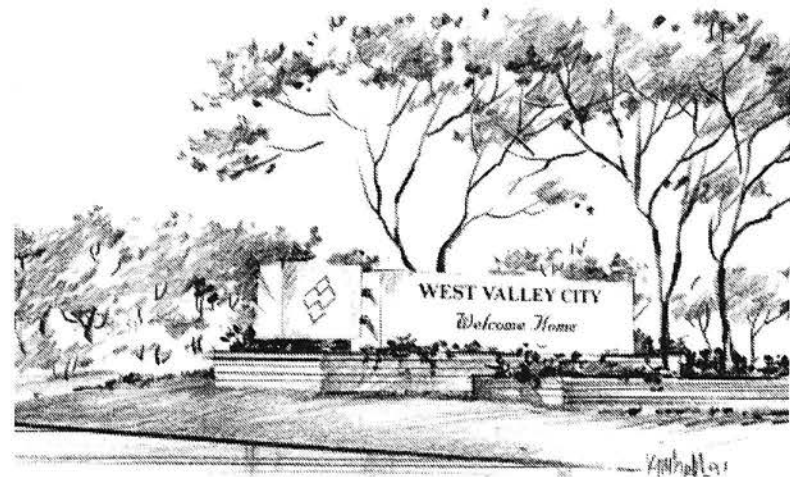
Many of the items below appear as recommendations or images elsewhere in this report, but here is a menu of action areas:

- Capitalize on the active, ethnic communities and reinforce their “street presence”;
- Develop a plan to turn roads into streets; in other words, identify all of the ways in which arterials can be altered to make them more visually appealing without appreciably reducing their carrying capacity.
- Commit now to intensive boulevard tree planting and select species that can achieve great size and height. Don’t install “lollipop” trees;
- Reduce residential and commercial setbacks: urban buildings don’t retreat from the street.
- Alter zoning, lot size and other regulations to encourage mixed use and greater densities, particularly in so-called transition zones close to commercial;
- Identify appropriate development permit areas and within those areas couple zoning relaxations with more comprehensive and detailed urban design

guidelines.

The advantages are equally obvious: West Valley City can start to ‘create memory’ or create new traditions by making this a goal of, and program within, its master plan:

- In appropriate areas, reduce pedestrian crossing distances with sidewalk bump-outs and attractively paved crosswalks; begin a program of “place-making” throughout the city, capitalizing on early settlement history and natural landscape features;
- On major thoroughfares, define the boundaries of the city with conspicuous, carefully designed signage and/or architectural elements;
- Capitalize on the public’s desire for change and improvement with an active communications program that keeps people aware of ideas and directions for change. Put emphasis on visual materials, so the public can easily relate policies to intended outcomes.



- God's in the details, as the saying goes. This community itself can probably identify an endless list of minor improvements and details whose collective effect and impact on the overall look of the city will be significant. The city can develop a program to solicit community ideas. Such a program has the added benefit of increasing community 'ownership' of the neighborhood.

## Political Assets

We've learned that West Valley City has an image in the greater Salt Lake area as the "wrong side of the tracks" and the place where better lifestyles are not available, e.g., "Worst Valley City".

Almost all elements in the city are united in the desire to amend that image.

According to recent polling results, changes are taking place and the city's image is improving among residents and outsiders. Some of the obvious influences are: the significant increase in office park development; the plan to enlarge and upgrade Valley Fair Mall; the attraction of the Hale Theatre-in-the-Round; the plan for a 15-screen multiplex; the success in creating the brand new "E Center" and attracting the Grizzlies; and, of course, becoming a venue in the upcoming 2002 Winter Olympics. West Valley City has done a remarkable job of what one person called "managing a landslide of change." This has given the city some needed ego and a new sense of its prowess in achieving large goals. This civic prowess coupled to the public's enthusiasm for positive change, creates a crucial climate of opportunity for the city to promote a new long-range vision

and an action plan.

It's also important to note that West Valley City is presently enjoying employment growth, is financially healthy, and does not have to devote a lot of its administrative and financial resources putting out fires and solving problems. It's an ideal time for the city to review its growth planning blueprint and to take some ambitious steps.

In this regard, it's a bit surprising that the city hasn't produced a strategy to capture, or secure, the housing opportunity implied by the thousands of new office jobs nearby.

We would recommend that the city undertake immediate research to determine the potential to attract new workers as new residents to West Valley. Such a study should involve close work with development industry representatives to explore market needs and the potential for new housing types.

We speculate that the new office population might help to drive new, better development and force some interesting density experiments.

It's worth noting that the rich variety of housing types that can be found elsewhere seems to be largely missing in West Valley City. We encourage the city to become more familiar with housing styles and land use innovations elsewhere.

Since this R/UDAT itself may cause the City to consider altering some elements in its General Plan and future visions, we would recommend that the city orga-



nize several forums including a Developer/Builder Forum, to present in draft form new plans, policies, zones, etc. for industry review and critique. This is a good technique for testing assumptions and making sure the industry can work productively with new policies.

## Re-invention

To circle back to where this section began .... it seems to us that West Valley City is poised to achieve great positive changes and to become the best kind of urban place. Such a place would not have to touch the Chesterfield neighborhood (which in the long run, may turn out to be a prestige area - the "country in the city") or other established residential communities.

Instead, it would focus on the many assets that need attention. There are major parts of the civic canvas that are available for change and improvement, and this report is intended to focus the city on those parts.

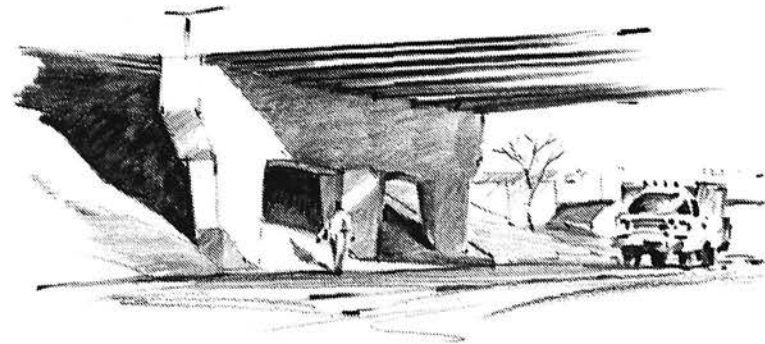
## Anchors In The Community

There's interesting use in West Valley City of the words "gateway" and "downtown." We encourage the city to work with the public to better define the meaning of such terms, by attempting to get at what a gateway or downtown might mean to West Valley City. Some of these questions might stimulate thought:

- What happens in a downtown?
- How do people use a downtown?
- How are things organized in a downtown?
- How are traffic and pedestrian activities handled in a downtown?
- Are we saying "downtown" and meaning "town center?"

- What does a gateway symbolize?
- What does a gateway do?

It's possible to imagine a West Valley City in the mid-years of the next century (not very long in the life of a city) as a much more coherent city with a vital town center; less overall dependence on cars and highway culture; a more visible connection with nature, and an identity all its own.



# 4..The Urban Design

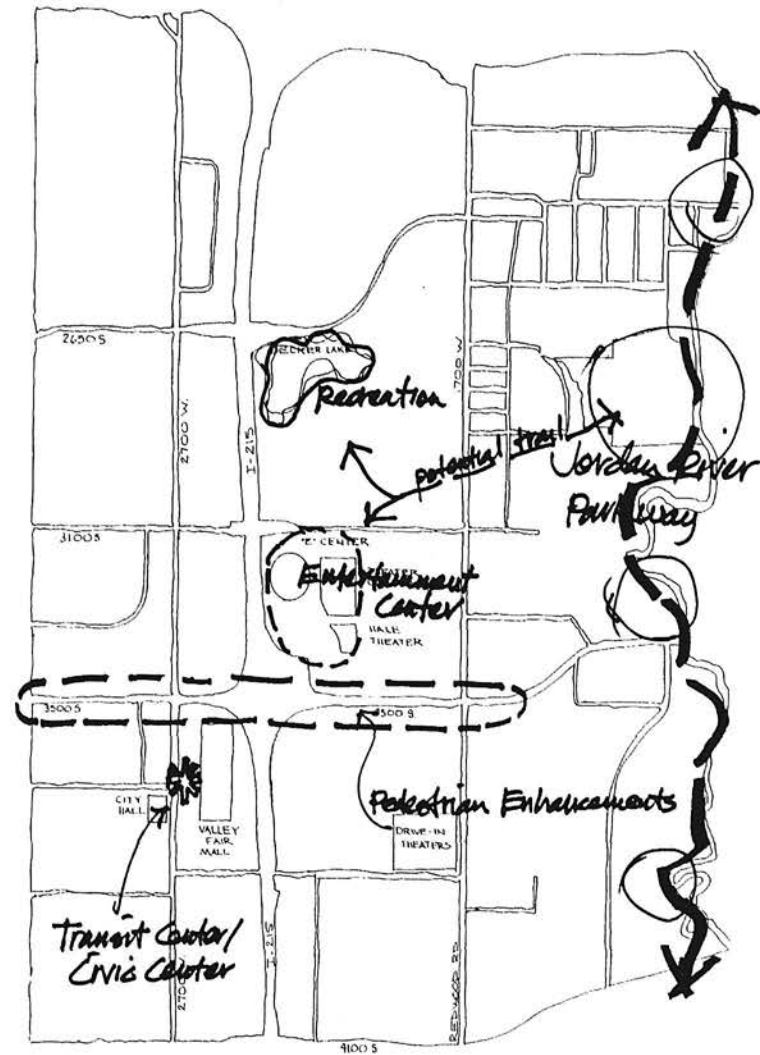
## Framework

### Introduction

In considering various recommendations for West Valley City, the R/UDAT team has been guided by five underlying principles:

- Concentrating future commercial and civic uses so that there can be a “critical mass” of activity.
- Protecting existing established neighborhoods from encroachment by incompatible land uses.
- Connecting major destinations within the community with routes that are safe, convenient and attractive.
- Creating new social, cultural, economic and residential choices to meet the needs of all types of households in the community.
- Strengthening the image of the community so that it is perceived by people both in West Valley and elsewhere in the region as a desirable place to live, work, visit and invest.

In pursuing concepts that would address these principles, the team recognized that change will occur over time. All communities evolve and transition from one form of development to another. However, a community can choose to direct the nature of change so that it is sensitive to the existing pattern.



Overall Framework

New development and redevelopment can bring with it positive improvements to the community such as more trees, better housing, more choices in goods and services, and an enhanced tax base that can provide funding for parks, libraries, and community centers. It is the responsibility of the city to apply high standards to new development and to invest in public improvements that can make neighborhoods more livable.

Finally, much of the older commercial portions of West Valley were created before the city was incorporated. Some of it is old enough to indicate that it is on the verge of redevelopment. The City should seize each opportunity—however small—to materially improve the area. Over time, the cumulative effect should be a vastly improved community appearance.

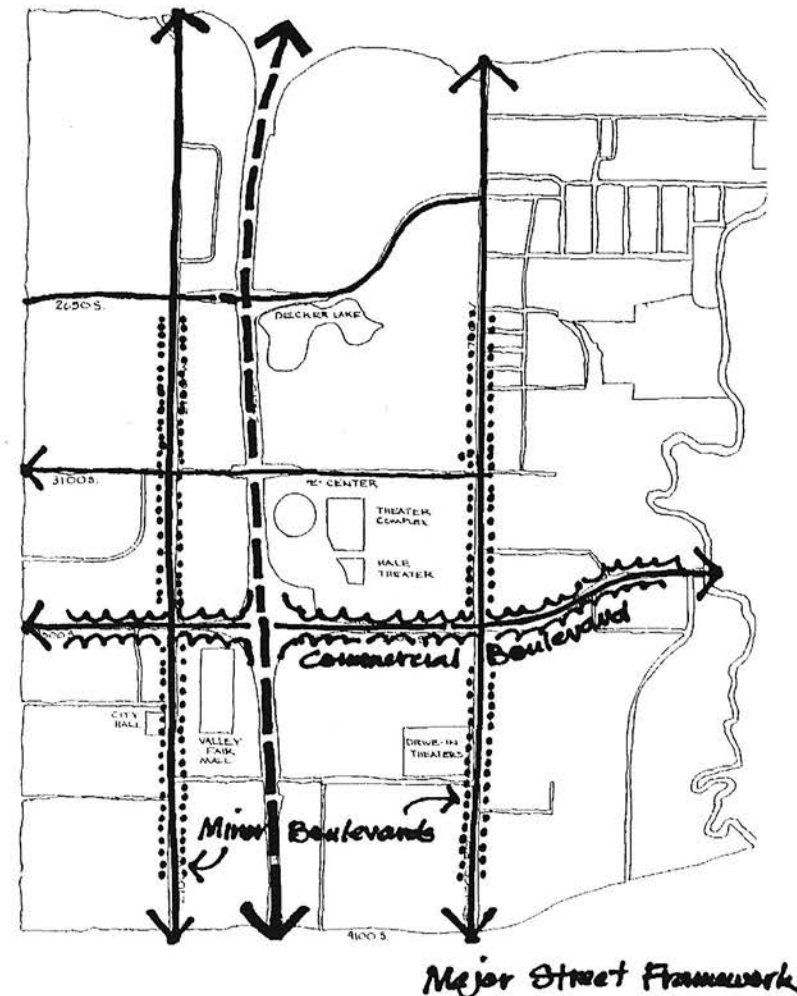
### Overall Framework

The City of West Valley is able to influence the location, form, and quality of future development in three principal ways: it shapes the nature of the circulation network; it invests in parks, open space and trails; and, it adopts and applies a system of regulations.

### Circulation/Mobility

Currently, the circulation network is chiefly devoted to moving vehicles. Interstate 215 divides the area with a river-like stream of regional traffic. The main east/west arterial—3500 South—further divides the area. The result is that the area is comprised of four distinct quadrants.

Furthermore, all of the principal arterial streets



present a setting that is dangerous, uncomfortable and unattractive to people walking or using bicycles. Even those people who wish to use public transit are discouraged by an environment that suggests that traveling in that manner is second class.

The City's circulation network should support a richer mixture of choices in movement. This requires a whole host of improvements which collectively signal that the needs of all citizens are being met.

Some specific projects and programs that should be considered are:

1. Improve the 3500 South Corridor

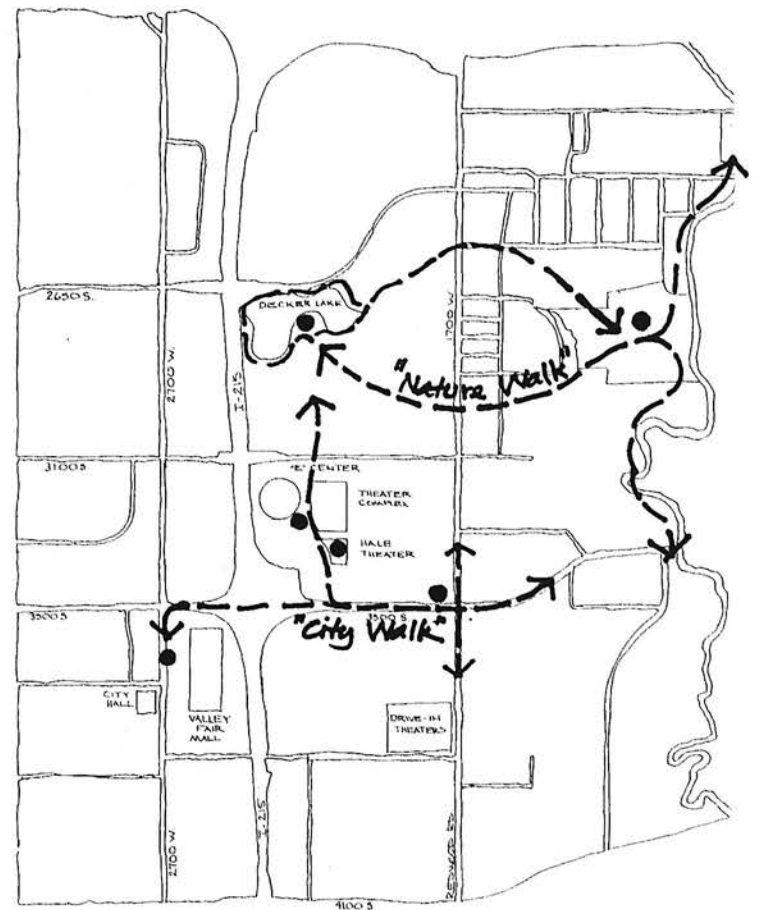
Improve 3500 South to include continuous sidewalks that are at least five feet wide. The sidewalks should be separated from the curb by street trees that form a visual barrier between pedestrians and moving vehicles and create a more appealing corridor. The type, size, and spacing of trees can be selected so that the visibility of businesses is not impaired. In addition, a project to place utility lines underground should be developed. The result should be an attractive commercial boulevard.

2. Create a Pedestrian Network

Develop two pedestrian "walks". A "City Walk" would connect the emerging entertainment center (including the E Center, Hale Theater, and other commercial entertainment) with a new International District. This would be a lively, dynamic experience featuring special lighting, unique signs, and a wide range of choices in

food, specialty shopping, and entertainment venues. A portion of the City Walk would connect to the Valley Fair Mall. One feature of this walk could consist of a large scale light sculpture lining the underpass at I-215 and 3500 South.

This "City Walk" would connect to a "Nature Walk" between the Jordan River and Decker Lake. A segment of the Nature Walk would be provided within the power



*Pedestrian Framework*

line easement. As the City matures, opportunities will arise to create additional public spaces connecting with these two walks.

### 3. Focus Transit, Civic and Commercial Uses

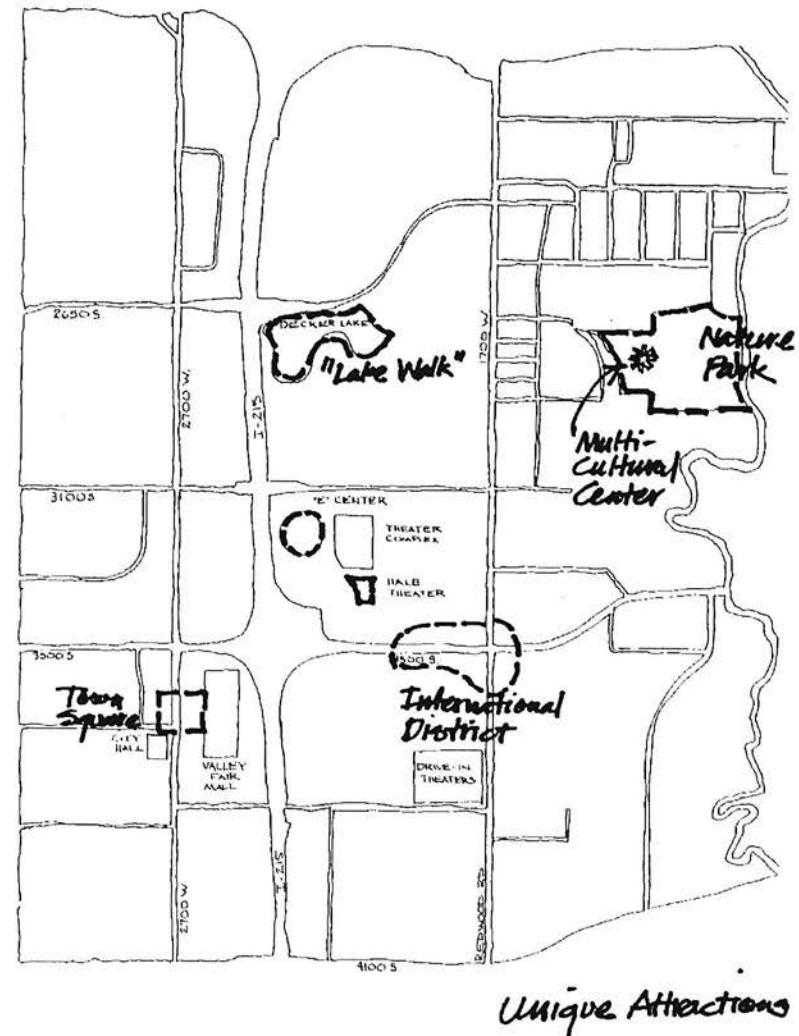
Work with the owner of the Valley Fair Mall to locate the intermodal center on 2700 West so the center can be a part of a larger civic/commercial node. (If light rail is eventually extended to this location, the effect will be even stronger.) The intermodal center should be connected to a significant public space linked to City Hall and the library. This concept is described in more detail in the Town Center section.

### 4. Enhance Usability of Transit Throughout the City

Work with the Utah Transit Authority to provide shelters for transit riders at major locations. If the UTA does not have sufficient funds to install shelters, the City could help fund them. Such shelters could also constitute a positive element in the streetscape if they included artwork, possibly accomplished by local students.

### 5. Secure Connections Between Development

Add standards to the City's zoning code that require new development to provide pedestrian walkways both to abutting streets and to adjacent development. This is necessary to create safe and convenient ways for people to move from one destination to another and not always have to use a vehicle. It has the added benefit of reducing congestion since the constant driving from lot to lot, making turns across traffic, and waiting in queues to exit lots is a substantial component of traffic congestion.



## 6. Accommodate Bicycles

Develop a bikeway plan for the City. This would describe a range of on-street and off-street routes, lanes, and paths constructed over time as streets are re-constructed and parks are built or renovated.

## 7. Create a shared Civic Space

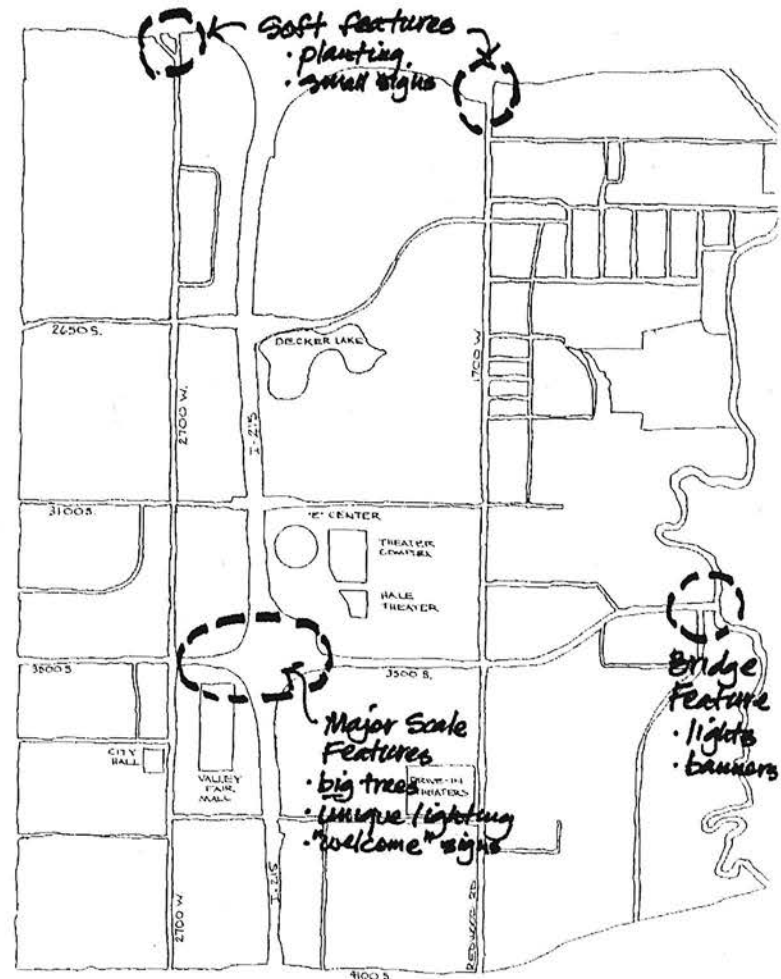
Identify a location for a major civic space that would lend itself to special events and community celebration—such as the home town team winning the series. This might be associated with Decker Lake, the E Center, the Hale Theater, Valley Fair Mall, or a future facility. This space might also be used for other purposes such as a winter festival, a Saturday farmer's market, or outdoor concerts.

## 8. Establish Gateways to the Community

Gateways are doorways into the community. They are points in the spatial arrangement of buildings, trees, lights, and signs when you know you have passed a threshold. Producing visually effective gateways involves at least three of the following:

- distinctive planting
- unique signs that welcome visitors
- prominent building forms
- special street lighting
- large-scale public art

This typically requires both public and private actions to implement. The City can make improvements to the public right-of-way while the private sector must respond with appropriate site and building design.



Potential Gateways

## **Pedestrian / Park System**

### **1. Build on existing parks system and create new family-oriented, four season recreation opportunities.**

West Valley City already has a good collective vision of a family oriented parks and open space system that can be expanded upon and enhanced. Winters are relatively mild and suggest that a trail system serving "hike, bike, and horse" activity virtually throughout the year is an achievable goal. It is exciting to see that the community has already recognized their role in a county wide trail system and the creation of numerous recreation activities city wide.

Continuing support of this effort by citizens and elected officials is vital to the goal of making West Valley City a distinctive community.

The creation of some family oriented recreation facilities within the civic center district will be an important contribution to creating civic identity and community involvement within the new city center. Short-term, these elements could be fairly straightforward amenities such as an outdoor skating rink surrounded by greenspace. During the wintertime, and especially around the holiday season, this civic district can be the venue for Christmas decorations and holiday celebrations. By summer, the same area could support outdoor crafts fairs, flower shows, a roller-blade arena or even something as straightforward as basketball.

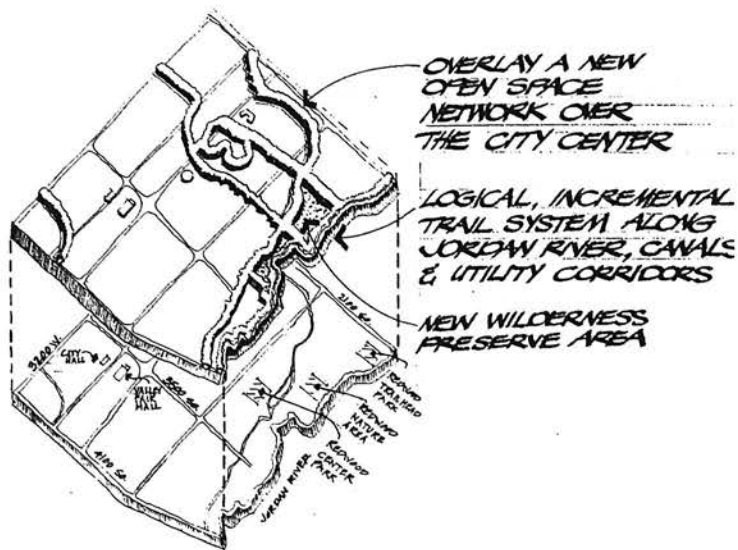
Long-term, the construction of a family oriented rec-

reation complex within the civic center district will bring more people into the new city center and "feed" commercial businesses with restaurant patrons and shoppers. This recreation facility may take many years in the planning and preparation, but should be something of regional significance to put the West Valley City civic center on the map. The metropolitan area's largest indoor water slides and aquatic complex is just one suggestion of the kind of facility that would provide family oriented fun and tremendous civic identity simultaneously.

### **2. Weave existing parks and school grounds citywide into a comprehensive, integrated network with trails, bikeways, and pedestrian paths.**

West Valley City has numerous parks and recreation plans that are already an excellent start toward achieving the quality of life vital to the future of a well developed community. The R/UDAT team recommends a continuation of this commitment and an expansion of vision to new areas.

Most significantly, new parks, trails, and open space development should be a network of interconnected spaces and trails that will provide West Valley City with opportunities to use the system for recreation and, perhaps, alternate transportation with major destination points such as entertainment, shopping, and employment areas that are all linked back to residential districts.



**3. Build on existing networks adjacent to the Jordan River, existing utility corridors, and available rights-of-way. Seize the initiative to develop secondary pathway systems at potential opportunities like the Brighton Canal, and the Kearns Chesterfield Drain.**

West Valley City and its neighboring city to the east, South Salt Lake, already acknowledge the potential of the Jordan River as a recreation resource within the community. It is suggested that major portions of this

river course be maintained as natural riparian ecosystems and that some stretches of the river already suffering the consequences of human intervention in channelization and grading be returned to as natural a condition as possible. Existing vacant land adjacent to the river should be acquired, and should also be considered as a native vegetation and wildlife preserve. This will create a new classification of park within the community and will offer a different kind of park experience, widening the recreational opportunities within the community.

The river represents two significant facets of the community: it's cultural memory and the promise of it's future. The pioneers who accompanied Joseph Harker "over Jordan" in 1849 understood they would face formidable challenges in establishing homesteads on the alkali plain adjacent to the river. Today, the citizens of West Valley City must use the same spirit of determination to fashion a city of unique character and identity beyond the modern idiom of freeways, formula development projects, and standardized subdivision planning.

Much like the Harker settlers of 150 years ago, our formidable challenge is to establish a community 'homestead' by demanding higher quality development and greater environmental sensitivity.

We must raise the expectation level of quality and ask each time if the impact of a proposed project is in the best interests of the community, in harmony with nature, and the highest quality obtainable.

West Valley City has the remnants of farming irrigation canals and drainage ditches that are hauntingly



beautiful and speak eloquently to the rural charm that attracted residents in the first place. Opportunities like the Brighton Canal are rare and unique in any city and should be strong candidates for improvement and showcased as the assets that they are.

**4. Develop and coordinate a civic street tree plan to create unique street identities and civic beauty within the context of a sustainable water conservation plan and landscape xeriscape education program.**

West Valley City has a good start on many civic roads and boulevards with street trees of major significance. The R/UDAT team suggests that more than any other single gesture, the development and ongoing implementation of a comprehensive street tree plan could transform the image of the city. Major boulevards could be designated for planting of distinctive species that will create differing identities for each of the major streets.

Significant clusters of trees can also create a gateway effect that can announce the entrance to the community or accentuate a special district. Within the R/UDAT study area, examples of gateway locations or special landscape theme districts could include:

- Surrounding the new city center
- Defining a new International Market and a Multi-Cultural Center
- Accentuating the emerging entertainment district
- Announcing the West Valley City center at the intersections of 5600 South and I-215 Freeway.
- Entering the city on 1700 West at the south from

Taylorsville and at the north from Salt Lake City.

An important component of the street tree planting concept is to select arid adapted and environmentally sustainable species. It is recommended that West Valley City government and Granger Hunter Water Co. embark on a public education program of landscape water conservation. A xeriscape education program will encourage the use of native species and landscape watering system technologies that deliver landscape irrigation water more efficiently. Over time, not only will West Valley City landscapes be more environmentally sustainable, but they will identify and celebrate our unique place in the world with distinctive native species and arid adapted introductions into the area.

**5. Establish a regionally prominent Nature Center that can serve as a source of pride, a center for education, and a 'magnet' for family recreation.**

It is unlikely that West Valley City would ever aspire to (or have the funds for) a botanical garden, a zoological park, or an aquarium. Yet many of the best attributes of all three could be realized in a landmark nature center that could provide education, relaxation, and recreation within one facility. This could be a regionally significant resource and would incorporate aspects of some of the nation's best children's museums, aquaria, discovery and science centers, and horticultural and zoological gardens. Telling the story of the natural systems of Utah's high desert region including the diversity of plant and animal life, the climate, geology, and a strong message of the conservation challenge of the future will provide a significant community resource. It is suggested that this facility could be located adjacent to the Jordan



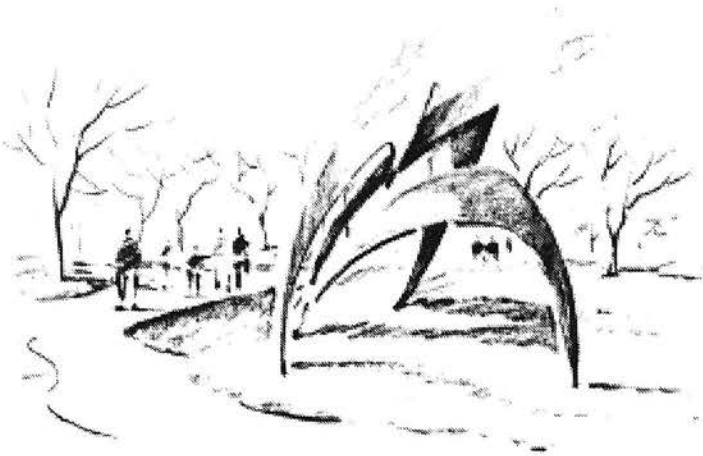
*West Valley City Nature Center*

River and could be developed jointly with the county on their land at roughly 2700 South. This parcel already is a wildlife refuge and could include a fish pond stocked with native species, a petting zoo of pioneer farm animals, and a raptor center. Over time, this West Valley City Nature Center could become a major visitor attraction.

## **6. Establish a Cultural Heart to the City**

West Valley City is generally known by its citizens as a good city in which to live and to raise a family, yet for this enviable position, most residents questioned were unable to identify cultural resources within their own community. The R/UDAT team strongly recommends the establishment of a comprehensive public arts program of great diversity to put West Valley City “on the

cultural map." The full spectrum of possibilities should be considered from historic representational art in urban squares to perhaps monumental contemporary art on the freeways! Celebrating significant events in the city ranging from the founding of the first settlement in 1849, the founding establishment of the agrarian communities of Granger, Hunter, and Redwood, and perhaps some recent history such as the incorporation of West Valley City in 1980 are all events that could be told with interpretive displays and fine art monuments through-



out the city.

**7. Celebrate the pioneer history, the multi-cultural potential of the present, and the promise of the future through a series of public art and interpretive history exhibits that are strategically placed around the city.**

West Valley City seems to be a generic city to a first

time visitor. The anonymity of numbered streets, national chain commercial buildings, and developer tract houses is daunting. In the context of this development over the past two decades we seem to be a city that has lost our past and doesn't consider what our true contribution and legacy to future generations could be.

It is recommended that West Valley City identify significant elements from the past that can be celebrated in a civic manner providing education, recreation, and return the 'soul' of West Valley City's beginning 150 years ago.

Joseph Harker crossed the Jordan River near 3300 South in the fall of 1848 and was joined the following January by a half dozen families. They spent the winter in dugouts cut into the river bottom bluffs, and in the spring moved to the south to begin farming. This historical location is very close to a major entrance into the city center on 3300 South at the Jordan River. Perhaps a re-creation of the encampment and the humble dugouts with historical information and a modest monument could provide gateway, civic pride, and family education and recreation all in one location.

Similarly, the opportunity presented by an International Market and Multi-Cultural center should be celebrated as a unique landscape district and could be punctuated through distinctive, culturally themed public art. As was so eloquently expressed by a member of West Valley City's hispanic community, some of the world's most elegant cities express diversity and variety in architecture, landscape, and art.

We need to begin a modest interpretive history, cul-

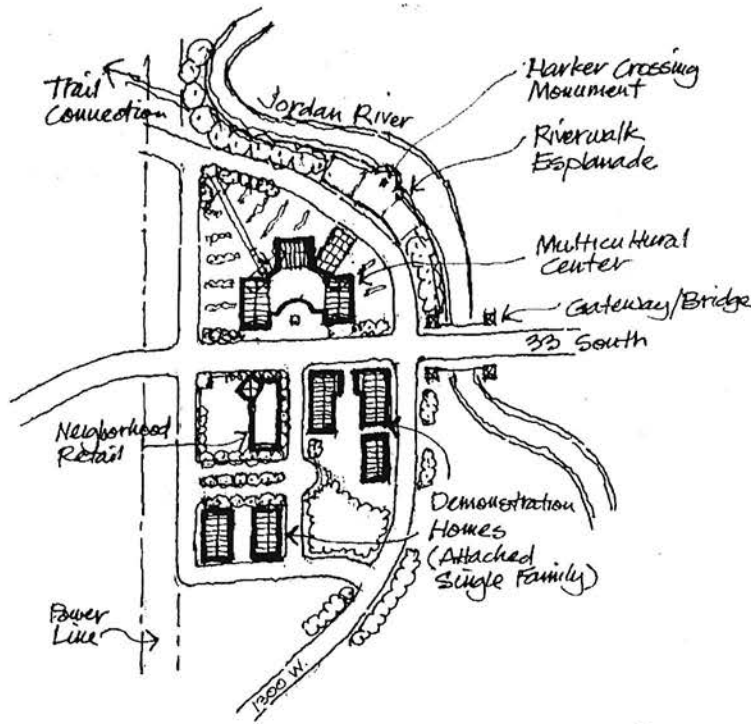
tural enrichment, and public art program now, so that over a sustained period of time the pattern of West Valley City will be richer, more diverse, and distinctive in all of the greater Salt Lake Valley.

## 8. Jordan River Village

One exciting potential for drawing a number of new initiatives together in one place is to create a mixed-use cultural village at the historic crossing of the Jordan River at 3300 West. This could combine properties owned by

the city and the county together with parcels that are now private. The development could include the following:

- A multi-cultural, multi-service center that would offer performance space, classrooms, workshops, meeting rooms, ceremonial spaces, day care, and family services arranged in a cluster of buildings.
- A riverfront esplanade offering a broad, plaza-like area containing a dramatic monument celebrating the 1848 crossing of the Jordan River by Joseph Harker. The esplanade would be part of a continuous pathway along the river.
- A demonstration housing development arranged in a village-like manner, together with a small pocket of neighborhood retail. The development would illustrate how attached single-family housing can be both attractive and affordable to young families. It would also illustrate how the city could use its redevelopment authority tool to accomplish social and cultural objectives, as well as economic objectives.



Jordan River Village



*Harker Crossing Monument*

## **Land Use Regulations**

The City has a set of land use regulations that lays out allowable uses, densities and standards for new development. However, the regulations are somewhat conventional and would benefit from the addition of more

“state of the art” techniques. Such techniques allow for greater flexibility, more creativity, and higher quality. The advantage of these tools is that they produce a “tailored” development pattern in which buildings and sites can respond to the surrounding context.

## More Explicit Standards

The sections of the code suggest the importance of landscaping in certain conditions such as along arterial streets and between residential and non-residential uses. However, in most cases the quantity, size and type of landscaping is vague. Consequently, some newer development seems somewhat austere. It would be useful to develop a clear set of standards based on particular conditions, such as the following:

- street frontage
- transition areas between commercial or industrial and residential
- transition areas between higher density residential and lower density
- parking lots
- gateway intersections
- interior property lines

With this approach, it is possible to set up a table that can be very explicit as to expectations. In this method, it will be important to establish the objective to be achieved. Baseline sizes could be set forth, with variations allowed if a development plan is prepared by a landscape architect. The result, over time, should be a substantially softer, greener physical environment in which nature is interwoven with buildings and streets.

## Overlay Districts

The City has two overlay districts currently. This tool allows for additional requirements or restrictions to be imposed on certain areas to ensure a particular de-

sired pattern or quality of development. Allowable uses can be more narrow than the underlying zoning and standards can be higher. This approach helps ensure compatibility between development within the district and more sensitive relationships with adjacent development. The City should identify candidate locations for overlay districts and develop standards and procedures for review. Some possible locations are:

- Valley Fair Mall/City Hall District
- 3500 South Commercial Corridor
- Redwood Corridor
- Decker Lake District

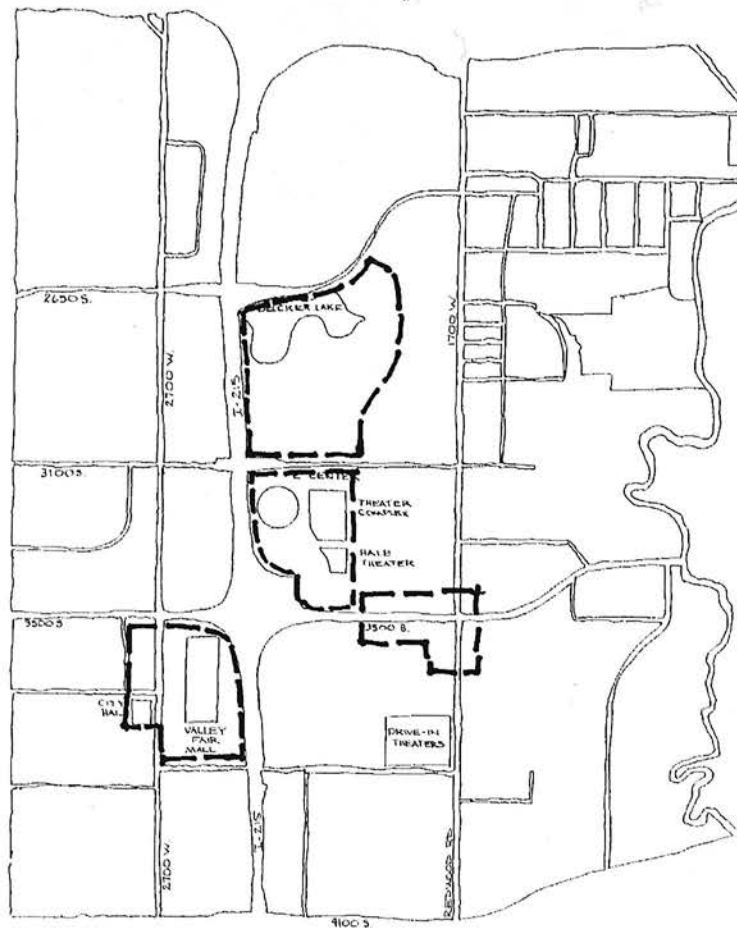
## Design Guidelines

Communities all across the country have concluded that zoning, by itself, does not ensure high quality development. Zoning essentially addresses quantities: setbacks, heights, parking stalls, and so on. Furthermore, so many zoning ordinances are copies of each other so that the resulting development is “generic” and does little to reflect the special characteristics of a community.

A simple set of design guidelines should be crafted to address issues of both site design and building design. Some possible subjects are:

## Site Design:

- parking lot location
- pedestrian pathways through parking
- concealing loading and trash areas
- building orientation



*Overlay Districts*

- public spaces and amenities

**Building Design:**

- building bulk
- roof form
- relationships to ground level

- prominence of entrances
- transparency/windows
- treatment of blank walls
- screening mechanical equipment

**Sign Regulations**

One of the characteristics that contributes negatively to the image of West Valley City is the numerous, oversized signs found along its commercial arterial streets. Even from an advertising perspective this condition is counterproductive in that signs compete for attention, often block each other, and create a general atmosphere of confusion and tawdriness.

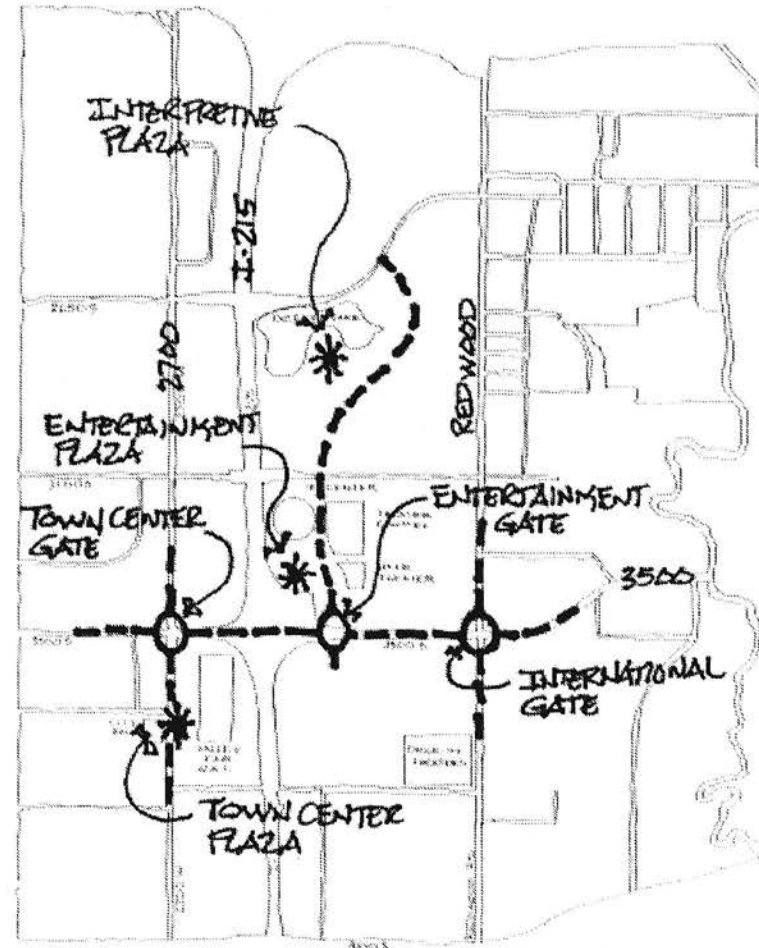
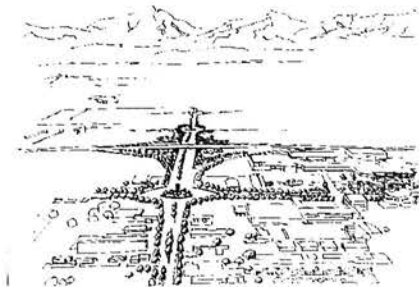
The City's current sign regulations apply only to new signs. This means that it would take decades for the image to be substantially different. Most communities that have improved the appearance of commercial areas have used the technique of an "amortization" period. This allows sign owners to write down the value of a sign over a reasonable period (typically 7-9 years) after which the signs are replaced with ones that conform to the code. This approach is fair to the business owner and produces a dramatically different environment at the conclusion of the amortization period.

The City would get an even greater effect if it were to couple this program with other actions including street tree planting, utility undergrounding, and business rehabilitation programs.

# 4..The Urban Design

## The Town Center

A Town Center serves as the engine that defines and drives a community's activities. This engine, whatever form it takes will provide the citizens of the community a place where they can live, work, recreate and be educated. Often the center is thought of as a single element or place, but in fact can be a multiple of spaces or a collection of areas that serve to define the community. West Valley having developed in a linear pattern influenced by the automobile is an example of a multiple node community emphasizing various themes supported by close-in residential neighborhoods. A result of this development pattern is a town left without a central Town Center or gathering environment. Various nodes define different or several character traits of the community leaving it with a diluted or confused image. For this reason strong districts should be identified bringing out the strengths of each node of the community empowering the stakeholders of each district to represent their character to its fullest. These districts then begin to lead and support the community's areas of gathering making the whole community a vibrant day and night environment.



TOWN GATES  
#  
PLAZAS

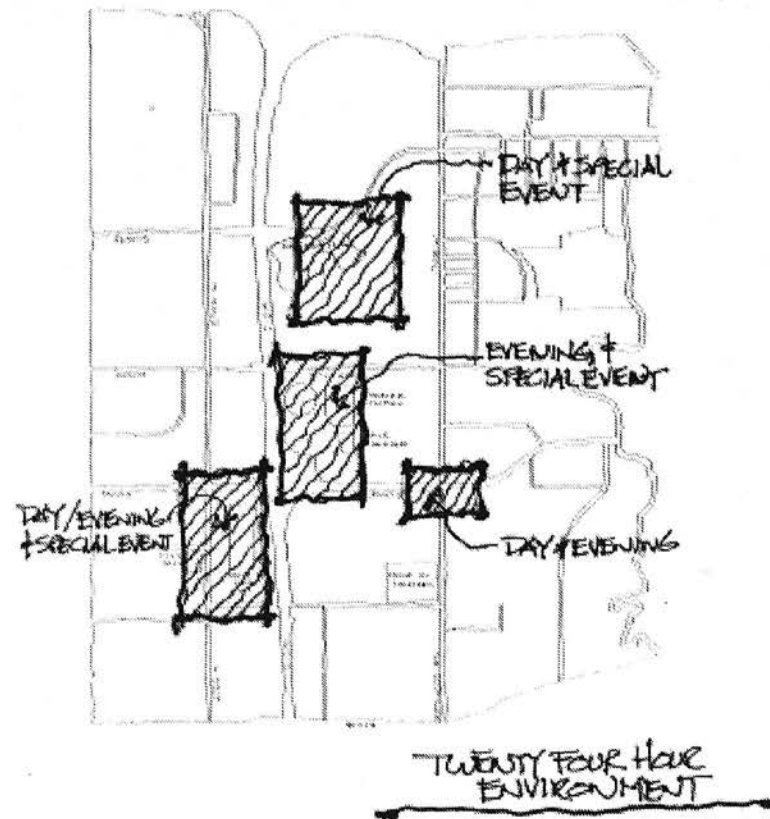


## Five Master Plans A Twenty Four Environment

When the community undertakes the task of identifying its town center characteristics, it is important to understand that the community operates twenty-four hours a day, seven days a week including holidays. This means that five master plans must be developed understanding that different uses in various locations contribute to the desired environment. In the case of the multi-node community, the strengths of the individual districts build on the identify of the community as a whole. It is important to target districts that contribute to the community during two or more of the following time periods:

- Weekday Day
- Weekday Night
- Weekend Day
- Weekend Night
- Special Event & Holiday

While none of the districts lead as a center gathering place, active during all time frames, all these districts working together build the desired twenty-four hour environment throughout the entire community.



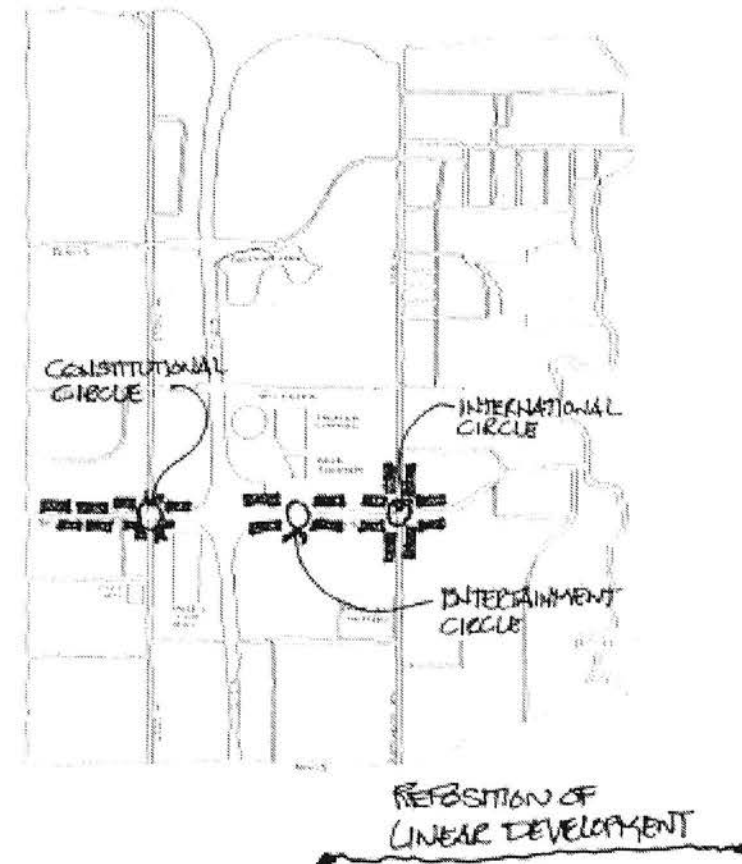
## Gates & Plazas

As the master plan districts emerge, it is important to bring identity to each one through gateway and plaza elements. The entries and spaces they form give these portions of the community a gathering place to express the character that makes it active and a positive contributor to the town. The lead districts provide the major event places, and contain the higher densities of development. These spaces are formed by architectural, urban monuments and landscaped plazas. They become performing event parks, civic event gathering places, transportation nodes and commercial activity areas. The support districts provide the community with those gathering places that meet the interests and needs of the individual and the neighborhood. These places are informal parks, community centers, schools and natural preserve areas.

## Repositioned Linear Development

West Valley's development along 3500 West makes it a strong linear development community, with single family neighborhoods positioned predominantly one block behind the commercial uses. Traditionally the automobile dominates this environment with wide arterial streets, narrow sidewalks and commercial development set behind parking lots. Often the backs of the commercial buildings face directly onto the residential homes. The purpose of repositioning the commercial development along this major artery through West Valley is to get the building mass on the street creating an animated urban architectural edge of commercial storefronts reflecting the district. Broad landscaped sidewalks

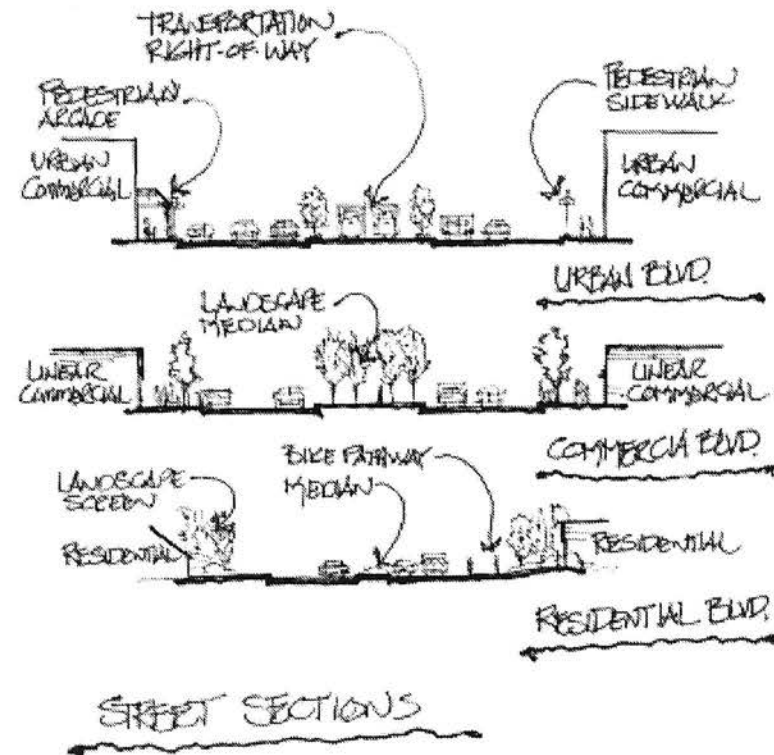
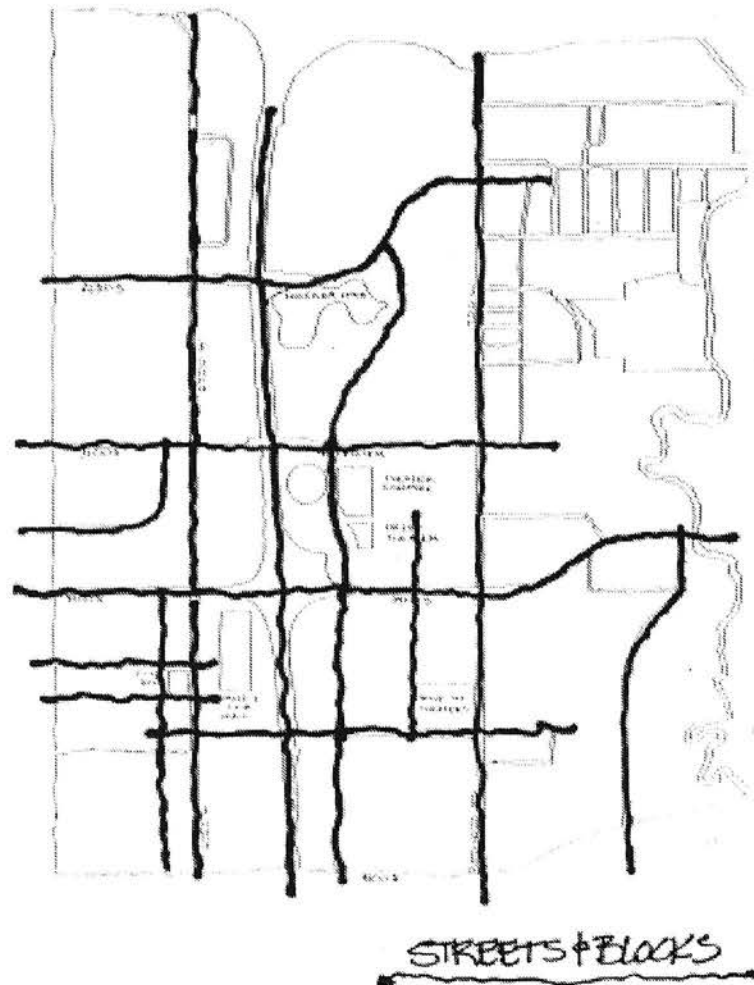
and street medians provide a more pedestrian environment. Organized building entries from rear loaded landscaped parking offer a friendly front to the residential neighborhoods. The linear development is gated by the district gates and traffic round-a-bouts along 3500 West.



The commercial arteries provide for continuous traffic flow while offering an environment where the automobile and pedestrian interface in a comfortable manner.

## Streets & Blocks

Offer a landscaped urban tie fusing the community together, and provide West Valley a unique identity within the Salt Lake region. Even though West Valley is predominantly developed in a linear fashion, it has as a benefit a strong secondary street grid pattern. This offers the motorist with more way finding options spreading traffic more evenly throughout the community. The grid also assists in defining the districts and important gathering spaces. The landscape and architectural elements integrated into the grid give the appropriate scale for the individual districts. In residential districts priority is given to pedestrian activity, traffic slowing devices and

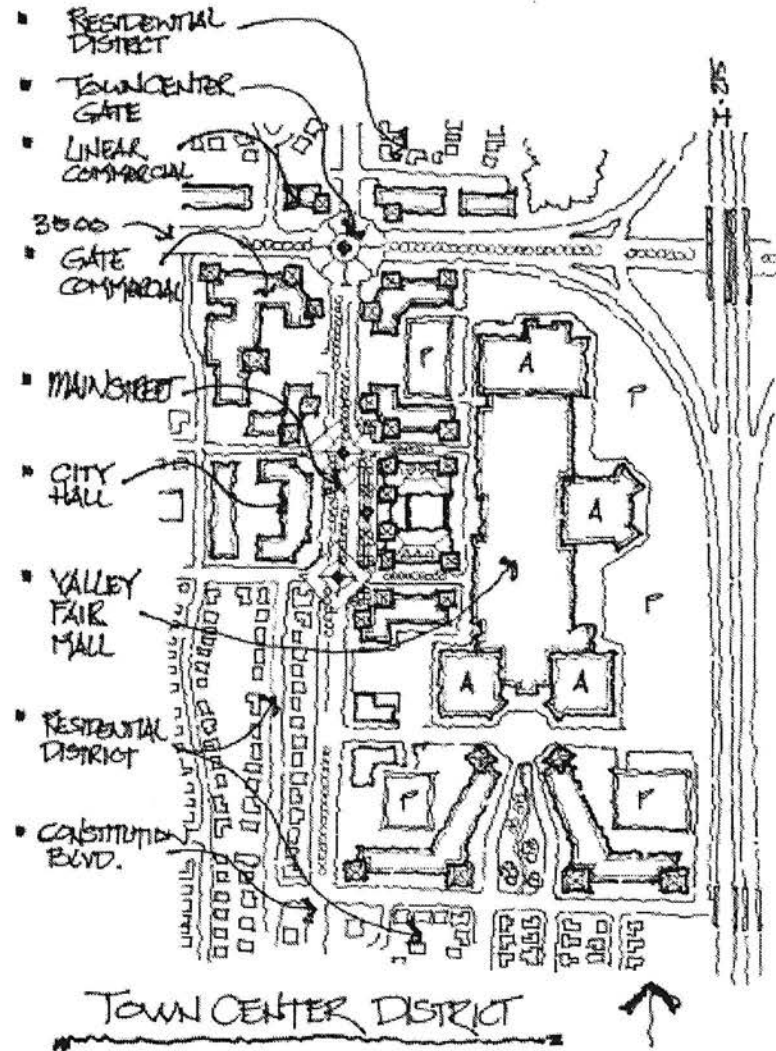


visual and noise screening from the adjacent commercial development. The commercial arteries provide for continuous traffic flow while offering an environment where the automobile and pedestrian interface in a comfortable manner.

### The Civic Commercial District

This district is the heart of the town center. It is comprised of the communities' commercial core along with its government facilities. It also contains transit hub which connects West Valley City to the region. The civic gate at Constitution Boulevard and 3500 West announces the traveler's entry to the communities' public environment. Building from an existing core of commercial, retail and government facilities, the district is distinguished by richer mixture of more intensive land uses with out displacing valuable existing development. New development is likely to be of multi-level scale and character that will establish a mainstreet environment with entertainment and retail occurring on several levels. Other components of the urban development in this district will include alternative residential products such as multi-family units above commercial and three story townhouse infill developments in areas of transition between the commercial and adjacent single family residential districts.

City Hall will be expanded to occupy a major edge of the Civic Plaza, supplemented with infill development of government facilities such as library, courts, chamber of commerce, and other community support offices. These elements will be places as civic landmarks offering elements of stability and permanence within the commercial core.





*West Valley Civic Central Plaza*

The development of this district will require the participation of public and private interests combining to accomplish a synergistic community core that will lead the collective districts providing a comprehensive theme for the town of West Valley.

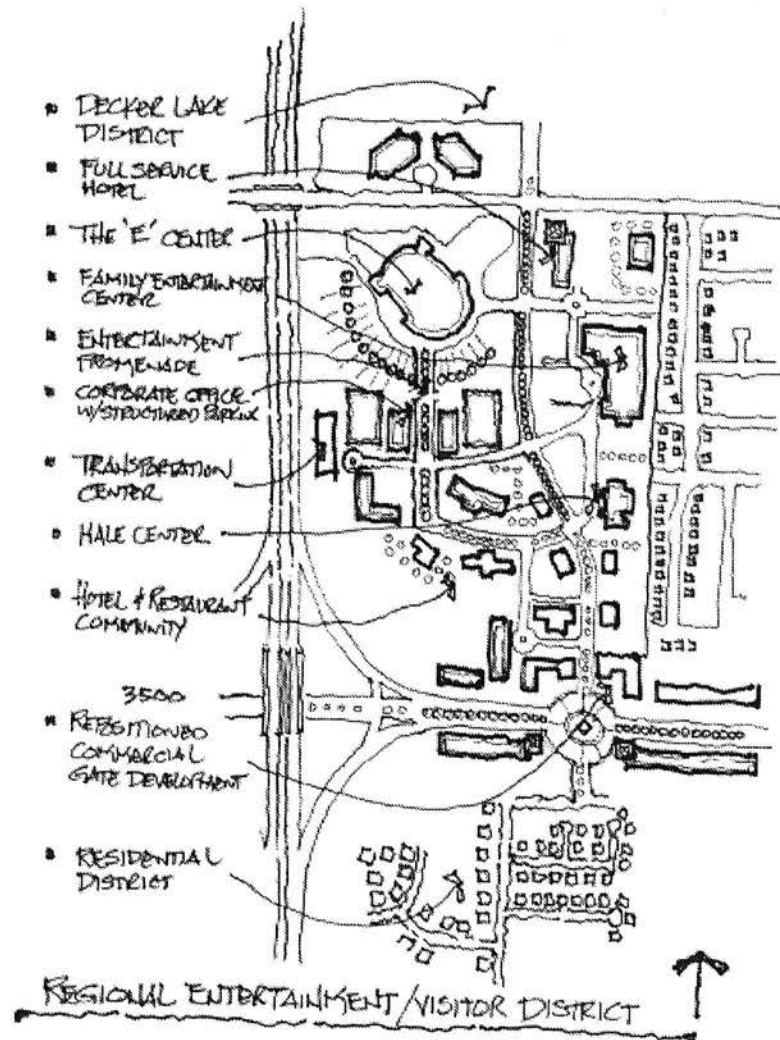
### The Regional Entertainment / Visitor District

Anchored by the "E" Center this district offers West Valley a variety of venues for family entertainment. The district broadens choices so that local residents need not go outside the community to participate in sporting events, music, theater, movies and dining.

These uses bring into the city visitors from elsewhere in the region and the country. It is the part of the community that draws from a very wide geographic area, some of whom will want to stay for several days. The district already has seen the development of several middle-grade motels. We anticipate that there will soon be demand for a first class, full-service hotel providing additional dining choices, as well as meeting facilities.

Because this destination will assume an increasingly important role in the community, we are suggesting that portions of the district be able to be converted at times to activities like arts festivals, outdoor concerts, food fairs, seasonal celebrations. Parking areas should be multi-purpose in nature, not just exclusively devoted to storing cars. It should also be possible to safely and comfortably walk between all destinations.

### Decker Lake District



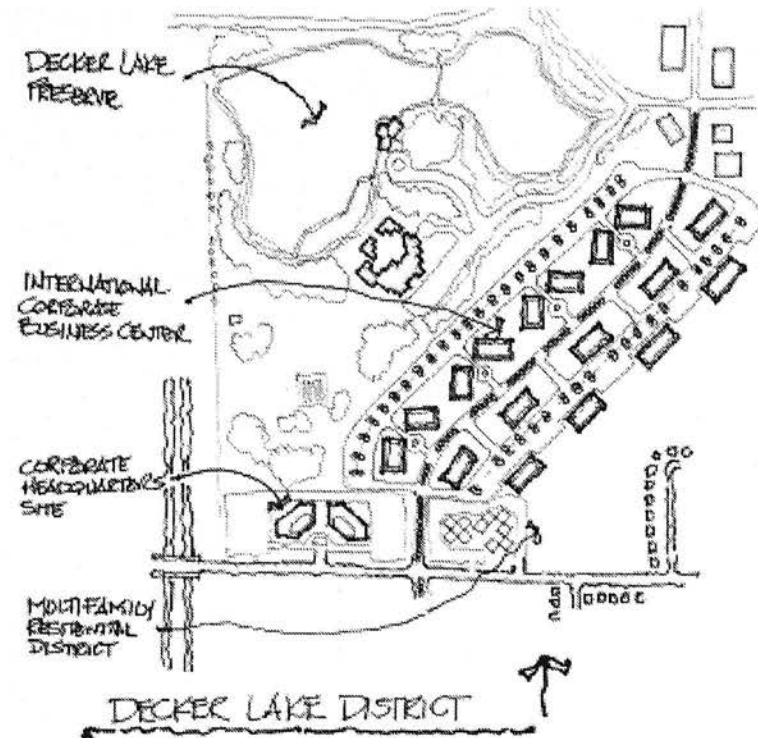


*Entertainment Promenade*

Current plans for Decker Lake suggest that this body of water that had previously been a liability is about to be transformed into a unique public asset. With the cooperation between the City, the County, and the Decker Lake Foundation, a trail and boardwalk will be developed around the lake, an education center will be built, and new landscaping will be installed. The end result will be a magnificent community amenity.

The Decker Lake area is also attracting substantial private investment, with corporate headquarters occupying distinctive buildings. Clearly, businesses are already perceiving this location as a prime business community. As buildings frame the lake and its greenbelt, the place will take on the appearance of a "commons." In other sections of this document, we have described how this district can be tied to other parts of the community.

One of the challenges for the City will be to find ways of engaging the surrounding businesses in the programming and maintenance of the public spaces. There could be corporate sponsorships of specific site improvements, art, and interpretive displays.







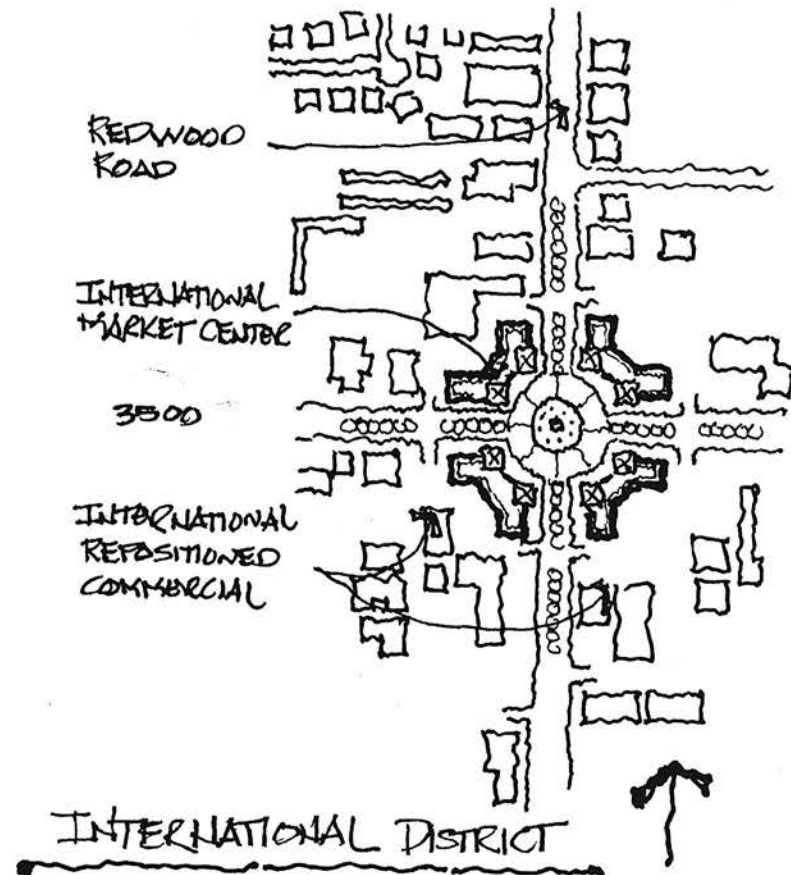
*Decker Lake District*

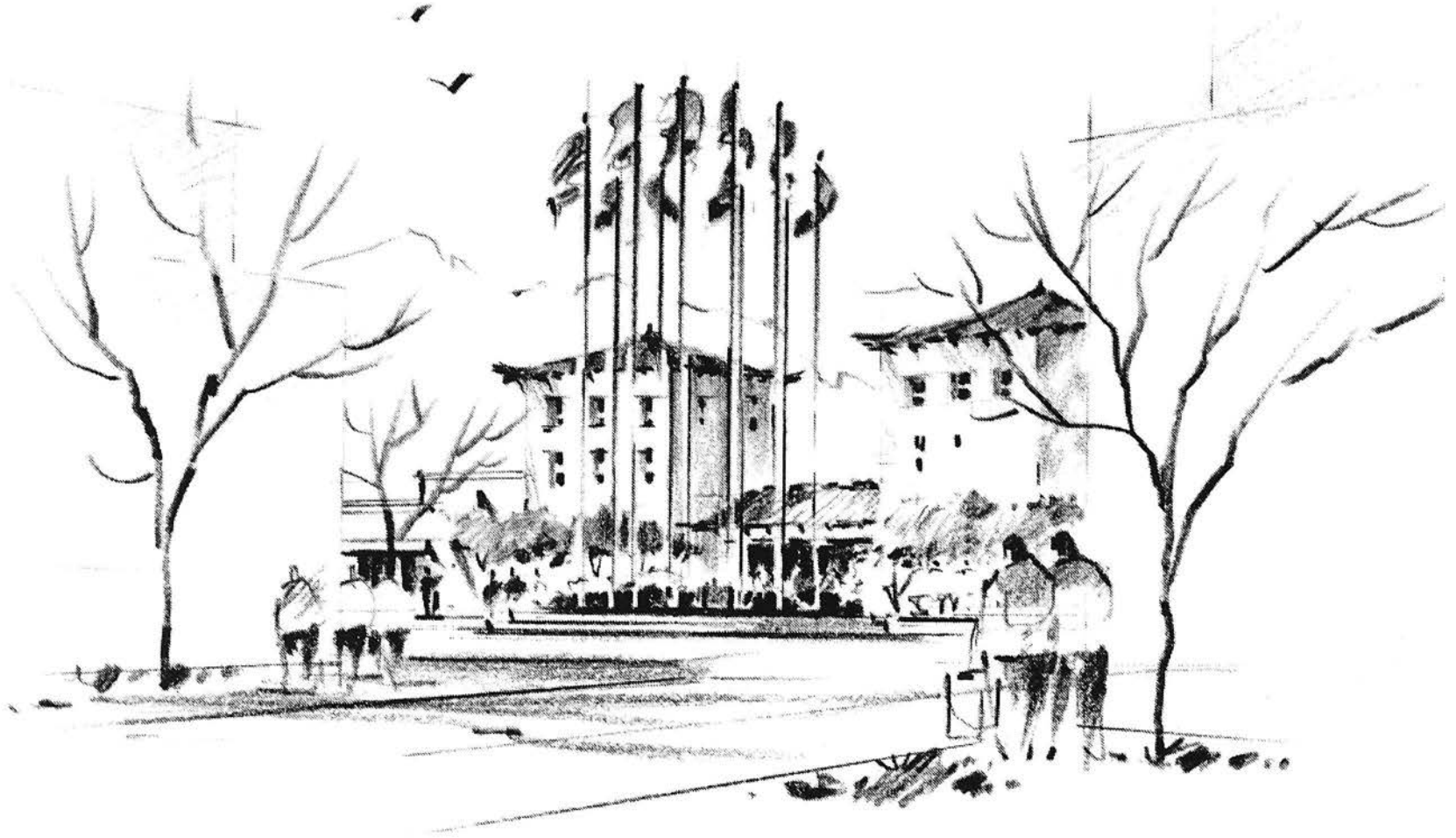
## International District

An International District would be developed along Redwood and 3500 W, with the intersection of these two streets being the focal point. The district would be comprised of a wide range of shops and restaurants from many different parts of the world. Some would be free-standing, others would be clustered into groups. The image of the district should be festive, lively, and energetic, with a sort of messy vitality.

We suggest that the proposed International Marketplace be located in this area. It could serve as an anchor and a magnet for other similar types of investments. It would also serve as an "incubator" for small, family-owned businesses. The proposed Marketplace includes small storefronts that can offer a wide range of goods, services, and food.

The City should use its Redevelopment Authority resources to help bring about this project. With the upcoming Olympics, the International District could offer up a location that is unique within the region. Once established, the International District will flourish, with even more diverse businesses being added over time.





*International Market Place*

## 4..The Urban Design

### TRANSPORTATION

#### Freeway and Arterial System

##### Current System

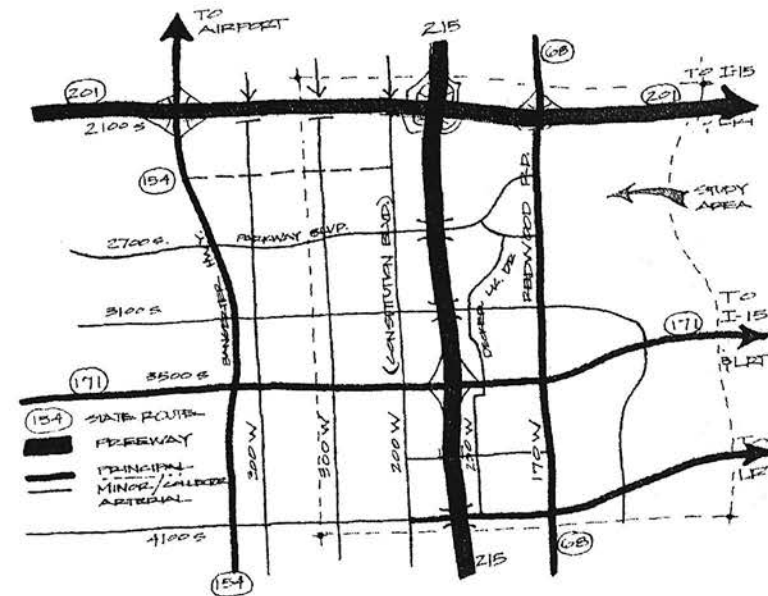
The freeway, principal and minor arterial system serving West Valley City and the R/UDAT Study Area is illustrated below. Regional access is provided by SR-201 (2100 South) -- a 4-lane east-west freeway along the north fringes of the Study Area, and by I-215 -- an 8-lane north-south freeway bisecting the Study Area. Study Area access from SR-201 is provided at Bangerter Highway and at Redwood Road -- each a UDOT owned principal north-south arterial street. I-215 access is provided by an interchange with 3500 South, the only UDOT principal arterial east-west through West Valley City, and also bisecting the Study Area. The next more southerly interchange with I-215 is at 4700 South, an east-west principal arterial along the south boundary of West Valley City.

The minor arterial system serving the Study Area in conjunction with the primary system generally provides a half-mile grid of arterial streets. This arterial grid is generally adequate to accommodate current and future traffic capacity needs, provided the minor arterials are capable of being widened to five lanes where necessary. Five-lane streets require a minimum of 80 feet of right-of-way (ROW). There are portions of 2200 West, 2700 West and 3200 West that have only 66 feet of ROW

-- mostly south of 3500 South.

#### Operations and Problem Areas

Though some may disagree, the R/UDAT Team assesses current traffic operations in the Study Area as very good. Noted exceptions are operations along 3500 South in the vicinity of the I-215 interchange between and including 2700 West and 2200 West/ Decker Lake Drive where some congestion occurs during commuter peak periods and during inbound "rushes" to major events at the E-Center. The "dog-leg" of 2200 West into the intersection with 3500 South at Decker Lake Drive is a condition warranting attention, as is the short spacing between this intersection and the I-215 ramps.



Existing Arterial System

## Planned Arterial Improvements

There are several arterial improvements included in the 2015 draft 20-year plan, developed by the Wasatch Front Regional Council, that will add capacity in the Study Area vicinity.

- I-215 at 3500 South -- upgrade interchange (\$9,000,000; UDOT).
- I-215 at 4700 South -- upgrade interchange (\$16,000,000; UDOT)
- 2100 South (SR-201) from I-15 to 5600 West -- upgrade and add lanes (\$119,000,000; UDOT)
- 2700 South from Bangerter Highway to 5600 West -- construct new minor arterial (\$8,000,000; local).
- 3100 South from I-215 to Bangerter Highway -- upgrade and expand to five lanes (\$12,000,000; local).
- 3500 South from 2700 West to 4000 West -- upgrade and widen to 7 lanes (\$6,000,000; UDOT)
- 4700 South from Redwood Road to I-15 upgrade and widen to ?? lanes (\$6,000,000; UDOT).

Since the WFRC plan update is still in a draft stage, the funding and timing of the above projects are yet to be determined more specifically.

One additional project that should be considered is a new east-west minor arterial in the 2400 South corridor between 2700 West and Bangerter Highway. The need for this street is dependent upon commercial development/redevelopment plans for this sector of the Study Area, and may likely be funded by property owners.

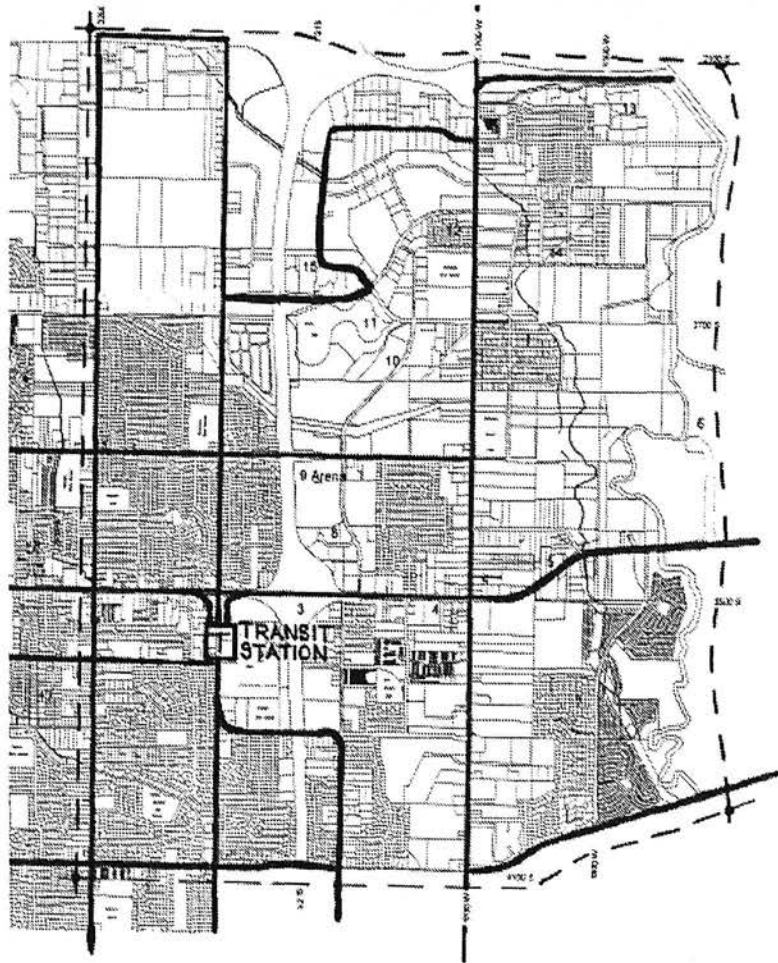
## Public Transit System

### Current System

Public transit service in the Salt Lake metropolitan area is provided by the Utah Transit Authority (UTA). It currently funds and operates the system via a 1/4 percent sales tax plus available federal funds. UTA officials are quick to point out that the current system of transit routes and operating hours provides only a basic level of public transit funding and service. The draft WFRC 20-year plan update includes a proposal to raise the local sales tax funding from 1/4 percent to 1/2 percent to enable provision of a more aggressive transit service plan.

According to the "Long Range Transit Analysis for the Wasatch Front Region -- Final Report" (December 1996), the five-county public transit service in 1995 averaged about 90,000 boardings on an average weekday. This represents about 3 percent of total weekday trips made in the service region. During commuter peak periods, public transit carries about 7-8 percent of total travel.

UTA operates 82 routes in the Salt Lake and Davis County sector of its service area. The routes provide a fairly good service grid for Salt Lake, South Salt Lake, and West Valley Cities. Fifteen routes provide service to and through the Study Area, of which 13 "hub" at the Valley Fair Mall transit center. Of the 22 legs of these routes feeding the project area, 2 originate in SE Valley areas, 4 originate in SW Valley areas, 3 originate from the west, one serves the airport, and 12 connect West Valley City with Salt Lake City.



Existing UTA Transit Routes

## Transit Plans

A long-range transit plan is described in the "Long Range Transit Analysis for the Wasatch Front Region" (BRW, 1996.) By 2015 nearly all of the study area will have a trip generation density of 50 to 100 trips per acre. This qualifies the study area, and much of West Valley City, as one of the highest travel generators outside of Salt Lake City. Therefore, it will receive priority attention in The Long-Range Transit Service Plans.

The map on this page shows the Valley Fair Mall transit hub, and how the transit lines are routed through the study area. It can be noted that nearly all points in the study area are within ½ mile of a transit route. A dedicated or "captive" transit user can gain access to most parts of the service region., if he/she has the time to make all the necessary inter-line transfers. West Valley City currently generates about one-third of all transit patrons using UTA service in the Salt Lake urbanized area. However, less than 2% of all trips generated within the study area are estimated to use public transit.

Over the next three to five years, transit improvements for West Valley City will primarily involve route realignments, some increases in service frequency, and improvement of “timed transfers” at the Valley Fair Mall Transit Center. Plans are evolving in conjunction with expansion plans for the mall to relocate the transit center onto the mall, with designs to integrate possible future light rail transit into a more comprehensive intermodal center. By 2015, it is estimated that the number of routes and service hours of transit service for West Valley City and the study area may be increased by up to 60 percent—slightly more than population growth.

An aggressive element of the UTA plan for the Salt Lake Urbanized Area is construction north-south light rail line between Sandy and the Salt Lake City CBD. This project in itself may have little effect on transit service for West Valley City. However, east-west transit routes between West Valley City and the Salt Lake City CBD may be truncated at the LRT line requiring a transfer to complete the trips.

Between 2003 and 2012, long-range plans envision a possible extension of an LRT leg to West Valley City, initially terminating at the Valley Fair Mall intermodal center. The current cost estimate for the LRT leg is \$505 million. A variety of east-west alignments for the LRT line are being studied, ranging between 2100 South and 3900 South. These R/UDAT recommendations could influence alignment preferences.

## Transportation Future

### Historical Perspective

Whether it be a travel estimate for West Valley City, the greater Salt Lake urban area, or any other western city, the forecasters all develop similar findings—the car will prevail over the next twenty years. After World War II, the private automobile began to decentralize our urban populations outward to suburban “bedroom communities.” This initiated a frenzy of radial transportation infrastructure development—both highways and transit—to serve still largely centralized employment and retail centers. However, then came the suburban shopping malls that weakened center city retailing. And then came the decentralization of regional employment.

By the 1980s we had done it! Both population and employment had become so scattered and decentralized that our center city employment and retail hubs were no longer the primary source of transportation congestion. During the 1980s private auto travel increased at up to three times the rate of population growth. During the 1990s, it is now our suburban transportation systems that are struggling to accommodate suburb-to-suburb travel—which now constitutes up to 85% of all travel in western metropolitan areas. Trip origins and destinations have become so diverse that it is difficult to find two persons who can travel together, much less 50 persons to fill a bus, much less 300 people to fill a train. Public transit has fallen from as high as a 50% share of the urban travel market during World War II to about 5% or less of total daily trips today.

## **Automania to Continue**

Private auto travel has become a love/hate debate. Public sentiment and policy is focusing more on finding alternatives to auto travel—transit, carpooling, vanpooling, telecommuting, parking controls, and transportation demand management. Yet we have not even convinced the policy planners to change their own habits, much less those of the public masses. So far we have raised public awareness of how the single-occupant vehicle is outstripping our land and resources to accommodate it, but the upward trend in auto use still continues.

Between 1995 and 2015, population in the greater Salt Lake urbanized area is predicted to increase by 45%, employment by 52%, auto ownership by 55%, and auto travel by 65%. For the greater RU/DAT study area centered on West Valley City, the corresponding forecasts are 45%, 53%, 55%, and 62%—and this despite new investments in public transit and public policy to reverse the trends.

### **So what can we do?**

During the next twenty years we will have to bite the bullet and feed the auto demand with more capacity while we plant better seeds to stimulate change. Nearly \$180 million of capital investment in highway capacity expansion was outlined above for the greater R/UDAT study area. Even with this major outlay, freeway and arterial levels of service in 2015 will be worse than today. But the RU/DAT team believes that highway transportation in West Valley City will remain healthy and continue to stimulate economic development at whatever rate the city chooses to pursue.

## **Will Light Rail Bring Relief?**

Bringing light rail transit to West Valley City will stimulate some new development and cause some change in development patterns along whatever route is selected for it. The visions and suggestions put forth by the R/UDAT team in this report attempt to report such development focus, but unfortunately light rail planning is still too preliminary with too many alignment options for us to offer a stronger light rail support plan.

Light rail will tend to increase transit ridership for homes and businesses in its immediate corridor. In the greater perspective, however, it will do little more than stabilize the otherwise further decline in transit ridership. To understand this conclusion one must only review his or her own daily travel patterns and habits. How will light rail between Valley Fair Mall and downtown Salt Lake City change my daily travel choices? Then remember that one's travel needs are not necessarily any different than those of the 95% of the population that does not find public transit a convenient or even feasible alternative.

### **Seeds of Change**

The R/UDAT team was unanimously distressed by the auto-dominated environment into we were thrust into as we arrived from the airport. We felt like prisoners in our hotels and workspaces without private autos to travel to other areas. Even our most local travel as pedestrians required brave trips through seas of parking to get to drive-up building fronts. The more brave ventured further to places such as Valley Fair Mall, walking alongside high-speed traffic on narrow pedestrian ways

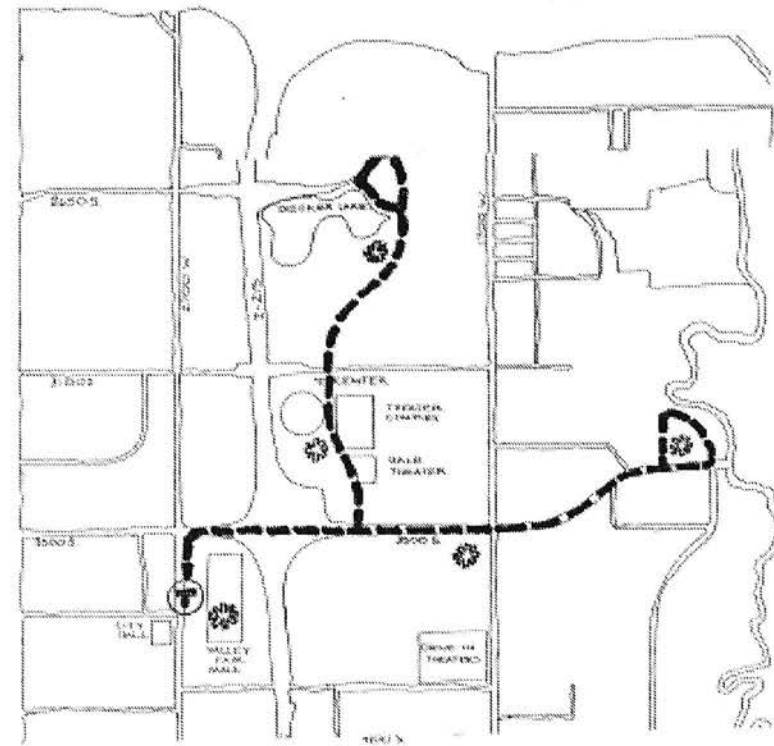


with up to 100-foot-wide crossings of major arterial streets.

To lay seeds for change in regional travel choices, we must begin with the local environment to do what we can to return it to a human scale. You will see the proposed fruits of those seeds throughout the urban design suggestions in this report. A better mix of uses in the Entertainment District is a start for the overnight visitor. Adding some mix of daytime uses such as offices with compatible joint-use parking potential to the vast asphalt space around the E Center would improve the human scale in its vicinity, and daytime workers could access the activities of the Entertainment District as pedestrians.

We have offered some unconventional design modifications along 3500 South to improve the sense of place and provide human scale. We have proposed a "people place" tying together Valley Fair Mall and City Hall across an otherwise formidable expanse of automobile domain. These are types of land use and design seeds that start to encourage residents and visitors to move from place to place as pedestrians rather than in autos.

And finally to help keep the car parked as families begin to visit the new "city center," we propose that the City work with the Utah Transit Authority and the business community to initiate a signature city center shuttle transit service. The accompanying illustration shows two sample local shuttle routes, both anchored by the intermodal transportation center. The northern route ties a major sector of business campus with the Entertainment District and City Center for midday lunch and per-



*Shuttle Bus Route*

sonal business trips for office workers. The 3500 South route ties all of the new activity nodes along this corridor between the City Center and the Multi-Cultural Center and Jordan River walkway system.



### **More Seeds**

The City should work with the Utah Transit Authority in assessing improvements at transit stops, including shelters, expanded transit schedule information, and other amenities when joint opportunity avails with adjacent businesses. The City and the UTA could also work together to enhance public awareness of alternatives to single-occupant vehicle travel. Transit and ridesharing information kiosks could be placed in lobby areas of large business centers and more emphasis placed on owner/tenant support of transit/ridesharing programs.

The City together with the school system should consider introducing programs of non-driver education as well as driver education. Our children need to learn

about the environmental and social effects of automobile dependency and understand that they will not be able to exercise the same level of driving freedom in the future as did their parents. During their parents' generation many areas of environmental pollution have been recognized and programs of reduction and alternatives have come into being. Hopefully a reduction of the pollution caused by the private auto will become a priority of the younger generation.

As we transition into the 21st Century, the changes in our ways and means of transportation may not be as radical as the change from horse to motorcar was as we entered this century. Big change will be a collection of little changes that start at the community level in the form of these seeds.



*This form of transportation belongs in a Skate Park.*

# 5..Implementation

## Introduction

The success of any planning effort depends upon the will and capacity of the community to implement it. In that context, West Valley City is in an enviable position. It has capable elected officials who want to exercise leadership and vision, supported by an enormously talented City Manager and staff. The City's financial base is strong, and it will face many opportunities for commercial and residential development. The City should identify its vision of the future and be resolute in settling only for development which enhances its quality of life. By not accepting substandard development, the community will create value for its current and future residents and businesses.

This section identifies a number of programs intended to enhance the capacity of West Valley City and its residents to deal not only with the R/UDAT recommendations, but to prepare for other challenges and opportunities over the next few years.

## Ingredients for Success

- West Valley City is a wonderful community with much to be proud of.
- West Valley City elected officials are cohesive, credible, and committed.
- West Valley City has highly competent staff who can innovate, negotiate, and implement.

- West Valley City citizens generally trust their City government, but want to know what the future holds.
- West Valley City has good relationships between government and the business community.
- West Valley City enjoys a healthy economy, with opportunities for expansion and the resources to do it right.
- West Valley City has the potential for greatness, but is at risk of mediocrity.

## Tools for Success

### 1. Communication Programs

West Valley City's ability to respond to opportunities and challenges will be influenced by the level of understanding and support which exists in the citizenry. To that end, the City would benefit from an extensive communications program including the elements listed below:

- a. West Valley City should continue to produce a citizen's newsletter to be distributed quarterly to every household. The newsletter should include updates on proposed developments, proposed changes in city programs, and articles of general interest. The newsletter should include a detachable comment card which citizens would send back to the City to request information or action. The City would personally respond to each comment card.

b. The West Valley City Council should consider annual neighborhood outreach meetings. One alternative is to conduct these meetings by Council District, and have the Council representative from that District attend along with the Mayor and the City Manager. An additional at-large meeting could be held with the at-large members, the Mayor, and the City Manager. Direct mailings and flyers would be used to generate attendance. The agenda could include an update on City activities and an open forum to answer citizen concerns.

c. The City Manager or the Mayor might consider quarterly breakfasts with 10-15 citizens, usually neighborhood or business leaders or activists. The agenda would be an informal listening session.

d. West Valley City should consider a 24-hour citizen's hotline to accept questions of the City. A second published number would be available for citizens to call in to hear the original questions (restated by staff in simple language) along with the answers. These hotlines often start with a flurry of calls and then taper off, but it is a relatively low cost way to deal with rumors and concerns. The City could also work with the local newspaper to have a reprint of key questions and answers.

e. The City should work with Valley Fair Mall to create either a public information storefront or kiosk to provide information regarding development proposals and city programs.

## 2. Visioning

West Valley City government and its citizens need to create opportunities to articulate their vision for the future. What does the community want to preserve, what does it want to change, and what does it want to be? Articulating and regularly re-examining this vision provides focus for City government and creates confidence among citizens.

a. The City Council should participate in a facilitated annual planning session which includes a visioning discussion. How would Council members describe West Valley City today? What would they like it to be 5-10 years from now? On a drawing pad, what would they identify as the City's dominant features? What would they like the community to look like? The City staff can then identify the strategy and time frame to achieve the vision.

b. With additional staff resources, the City should initiate a neighborhood planning process which includes



two components. The first component involves bringing staff from planning, code enforcement, police, and parks (others can also be included) to listen to neighborhood concerns and to explain how the neighborhood can interact with the City. This is intended to empower the neighborhood and create an improved level of trust and communication. The second component is a planning process to identify what the neighborhood wants to change, what it wants to preserve, and how it might be affected by future development in or around it. Over time, the City will have compiled a series of neighborhood plans to incorporate into its comprehensive plan.

c. If financial resources are available, the City should set up a neighborhood improvement grant program. This program could be funded with  $\pm$ \$100,000 per year. The projects would be limited, perhaps to a \$20,000 maximum, and would be generated by the neighborhood in cooperation with City staff. The intent is to bring the neighborhood together to identify small projects which would improve their quality of life. An example might be a small pocket park, picnic benches, or a gazebo. The City probably could not fund all of the applications every year, but the process of bringing the neighborhood together has value in itself.

d. West Valley City should issue an annual community report card which identifies the past year's goals and the progress towards achieving those goals. It could also include information on community participation in neighborhood meetings and comment cards received. The community vision can be rearticulated in this report card, which would be distributed in the citizen's newsletter.

### 3. Identity

A great deal of pride and community spirit exists in West Valley City. The community has established a reputation as well managed and entrepreneurial. At the same time, the community identity seems somewhat ambiguous to both its citizens and its neighboring communities.

a. The name "West Valley City" connotes different images to different people. While not to be so presumptuous as to suggest a name change, it is a worthwhile topic of discussion. The City and the Chamber should



create a community forum to discuss West Valley City's name. Whether the result is a reaffirmation of the existing name or consensus around a new name, the exercise should generate community interest.

b. The current use of numbers to identify major streets in the community should be re-examined. It is difficult to generate excitement or a retail identity around a street called "3500 South." It would be worthwhile for the City to consider renaming the numbered streets with street names.

c. The City should initiate an amortization program to reduce the number of signs on major roadways, including 3500 South, concurrent with an effort to improve the quality of signs.

d. The City should consider a special sign district for 3500 South which would allow for certain types of neon signs. High quality neon signs can combine a sense of nostalgia with an image of a vibrant business district.

e. The City should consider incentives, including additional signage, for retail development which pulls buildings closer to the street. By building closer to the street and moving parking to the rear, more energy and identity is created along streets such as 3500 South.

#### **4. Cultural Celebration**

West Valley City is blessed with a rich cultural mix in its population and business community. This is a wonderful asset which should be celebrated and capi-

talized upon. At the same time, the community also seems to be devoid of art in public places.

a. West Valley City should establish a Commission on Cultural Awareness. This 10-15 member commission should include representatives of the various ethnic groups in the community, including Whites, Asians, Polynesians, and Hispanics. Youth should also be represented in the commission, because they provide a link to the schools. The commission can identify opportunities to increase cultural awareness, improve communication between groups in the community, and facilitate an attitude of inclusion in the community. This group could also play a role in generating support for the proposed International Marketplace and potential cultural centers.

b. West Valley City should consider setting aside 1% of its capital projects budgets to fund an art in public places program. This would be based upon the actual bid cost at the time of project construction, with some potential that the project may be completed under budget. This fund would be used to acquire monumental sized bronze and kinetic sculpture for placement in highly visible areas in the community. This will generate a source of pride, a sense of place, and a gradually improved "bragging rights" community identity.

c. West Valley City should encourage and negotiate with retail and business developers for incorporation of public art in their projects. If appropriate, the City could use its art in public places funds to provide a match for exterior art. Over time, this program could create a unique identity and source of pride for West Valley City.

## 5. Infrastructure

While the infrastructure in the community is in fairly good shape, there are a few specific areas where additional City attention is appropriate.

a. West Valley City should analyze the feasibility of neighborhood traffic calming measures. Traffic humps are more gradual than traffic bumps, and are appropriate for local streets dealing with cut-through traffic and speeding. The humps are designed for speeds of 20-25 mph. A neighborhood petition and cash match may be appropriate. Many of the streets in newer developments would benefit from neck downs to slow traffic. There is a whole menu of traffic calming measures being utilized throughout the United States.

b. West Valley City should analyze the feasibility of a five-year sidewalk construction program to place sidewalks throughout the City. The City could consider a match from property owners if appropriate. Special improvement districts might also be considered. Sidewalks are essential to creating a more pedestrian friendly City.

c. West Valley City should create a youth commission to analyze the feasibility of a youth gathering place and a skateboard park. The commission would include youth and adults. Their charge would include needs identification, feasibility analysis, and fund-raising.

d. West Valley City should analyze the feasibility and legality of an assessment on new commercial property to create a landscaping and pedestrian access fund. This fund would be managed by the City to provide a

more extensive and consistent pattern of landscaping, as well as assuring more logical pedestrian access patterns. This could either supplement or replace current requirements for developers, with the goal of going beyond the current "minimalist" program.

## 6. Housing

West Valley City has been meeting the moderate income housing needs in the Salt Lake City area. The community would benefit from a broader range of housing mix, both in terms of improving its economic base and providing opportunities for citizens to stay in the community as their housing needs change. West Valley City needs to take an active role in broadening the housing range in the community.

a. West Valley City should establish a program to facilitate the development of higher quality housing on smaller lots. The assumption that larger lots generate higher quality houses is incorrect. The City can best achieve quality goals through more explicit definition of site and building design standards. Through a points system and contractual agreements, the City can require better finish materials and/or larger houses in exchange for allowing smaller lots.

b. West Valley City should reevaluate its antipathy towards multi-family units and encourage high quality duplex type units to add to its housing mix without compromising quality. This type of development, with brick and extensive landscaping, can be very attractive.

c. Harvey Street should be evaluated as a pilot



project for the RDA to become involved in residential redevelopment. Harvey Street has attractive neighborhoods on either side of it. By using a proactive approach, the City can maintain the viability of this neighborhood and restore a sense of safety. A portion of this block may be appropriate for redevelopment into assisted living or senior housing. This proactive approach would generate a great deal of confidence in the City government.

## 7. Leadership

West Valley City is very fortunate to have an outstanding City staff and very committed elected officials. However, it is important to create a vehicle for citizens to become involved in their city government. As citizens take the time to become knowledgeable and involved, they form a future leadership pool.

a. West Valley City and the Chamber should cooperate to create a citizen leadership program. This program would reach out to all ethnic groups to actively recruit community members to participate in a multi-week program designed to familiarize participants with City issues, business issues, and community agencies. These individuals could form a potential pool for future appointment to various City boards and commissions.

b. The City is in serious need of additional staff, particularly in the planning department. The continual emphasis on a low staff ratio eventually comes at the expense of quality of life in West Valley City.

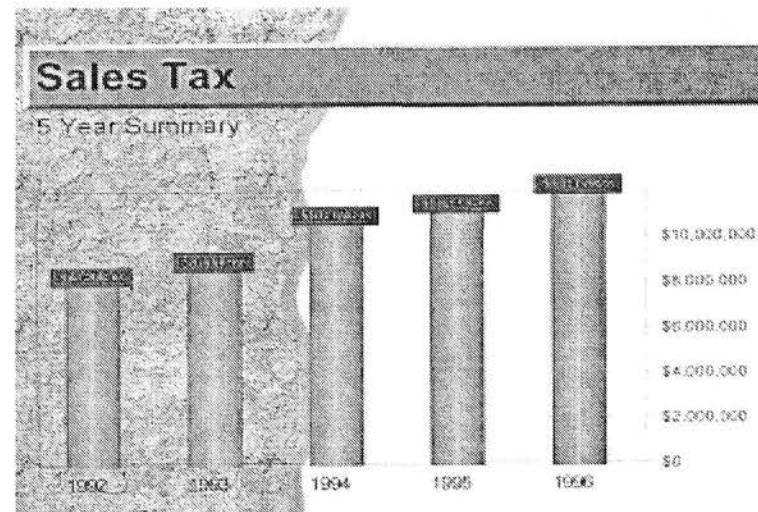
## Financial Support

### Current Situation and Trends

The City relies on sales taxes and to a lesser degree property taxes to support City functions. Both sources of revenue have grown substantially in recent years providing the City with a strong revenue base.

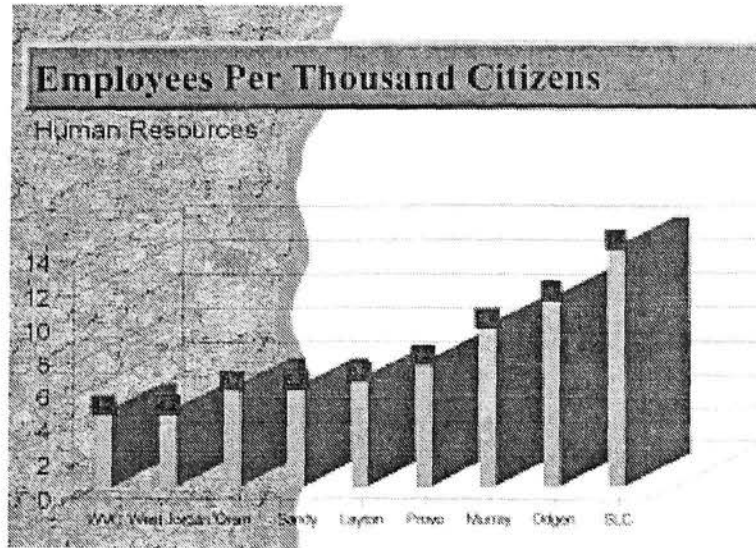
Property tax revenue has grown at over 10 percent per year in response to the city's rapid industrial and commercial growth.

The importance of commercial development in supporting the tax base is clear; currently over 80 percent of property and sales taxes are paid by commercial property owners.



Fiscal conservatism has served the community well. The City has reduced its debt per capita and currently has no outstanding general obligation bonds. West Val-

ley City operates on a lean budget. The number of City employees per thousand citizens is the lowest in the Salt Lake City area.



## Strategy

There is a basic relationship between urbanization and the financial well being of a community:

From a strictly financial perspective, retail activity is the most desirable land use because the City effectively keeps 0.5% of the total amount of taxable retail sales.

Commercial development is highly valued because of substantial property tax generation and low public service delivery costs.

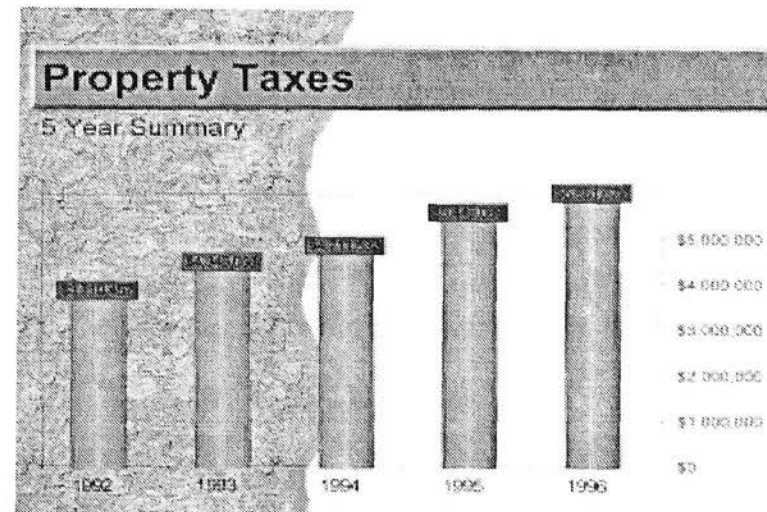
Residential uses, unless homes are of unusually high market value, produce the least amount of property tax revenue per acre, although residents contribute

to other fees and charges and are the primary source of retail taxes.

In general, a community benefits from a high proportion of retail and commercial/industrial land uses. In this situation, the City's emphasis on supporting commercial and retail development is a sound strategy. The City should maintain a three-pronged financial strategy of investing in retail improvements, supporting commercial and industrial uses, and pushing for higher valued residential development.

Financial support for the recommendations in this report is derived from three sources:

- Anticipated general benefits derived from the City's past investments.
- Use of RDA powers.
- Use of tax sharing.



## **Anticipated General Benefits**

The City has made a number of economic development investments, such as the E-Center and the Decker Lake Improvement District. Financial benefits are just now being realized. We anticipate that given the City's favorable land use mix, strong sales tax base, and growing commercial assessment, the City will see rising tax receipts in the near term. Additionally, certain public investments, such as the RDA redevelopment efforts, attraction of business parks, and the E-Center will begin to bear fruit. The City has been very conservative in its use of general obligation bonds, and now is an opportune time to take advantage of historically low interest rates.

The City has been disciplined; it has set an appropriate financial foundation and made strategic investments with direct returns. It is now time to broaden the City's investment philosophy.

This report details dozens of small initiatives, as well as a number of larger efforts all of which need some public funding. It is not enough for West Valley City to take pride in its small number of employees, its lack of community debt, or other measures of fiscal austerity. It is important that the City begin to invest in the quality of the community and recognize that the long-term benefits, including increased revenues, will be realized.

## **RDA Powers**

The City has authority to identify blighted areas and to utilize redevelopment powers to induce beneficial redevelopment of private property. The critical power afforded the City's Redevelopment Authority (RDA) is the use of tax increment financing (TIF). In Utah, tax increment funding is limited to property tax revenue.

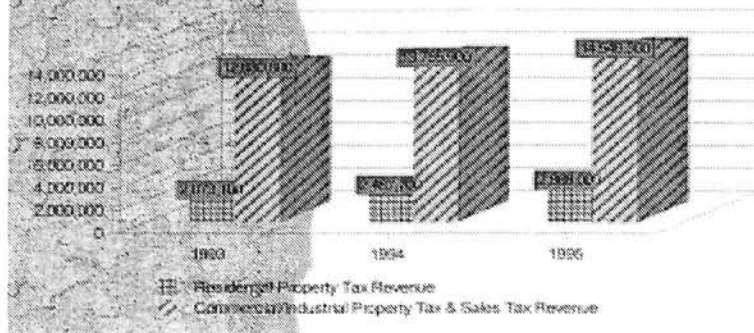
RDA powers basically allow the new property taxes generated within a redevelopment area to be used for reinvestment within the area. Most often these incremental tax revenues are pledged to support bonds, the proceeds of which are used to pay for the initial land purchases or other infrastructure improvements undertaken at the site. Typically, a renewal authority will clear and improve the property before transferring ownership to a private developer who in turn completes the development plan.

West Valley City has used this authority on a number of occasions, most notably in the creation of the E-Center. RDA involvement may offer a valuable tool for public/private cooperation as the Valley Fair Mall revitalization efforts move forward, as well as for public enhancements to support an International Marketplace and a Multi-Cultural Center Village.

## **Tax sharing**

A second more informal process that may be valu-

## Property and Sales Tax Revenues



able in the Town Center revitalization effort is the use of a sales tax sharing program (STS). This entails a simple agreement between the City and the property owner to dedicate a share of new sales tax revenues generated by the project to support project affiliated costs.

The redevelopment of the Valley Fair Mall would likely occur without public participation; yet, by providing some public financial support, the City will be better able to seek design and public amenity investment that the private sector would otherwise be unable to justify. A traditional redevelopment area can not use sales tax revenue for tax increment support, thus the recommendation for a sales tax sharing program.

The redeveloped mall is expected to add 300,000 square feet of new retail space and conservatively estimated to generate \$200 a square foot. The existing 600,000 square foot mall is expected to see increased sales (above existing sales levels) of \$20 a square foot.

In total, new retail sales stemming from redevelopment are expected to approach \$78 million per year. The City will effectively realize .05% of these sales of approximately \$390,000 per year. The calculations are shown

	New Development	Existing Mall
Square Footage	300,000	600,000
New Revenue	\$200/sq. ft.	\$20/sq. ft.
Effective Tax Rate	.005%	.005%
Local Sales Tax	\$300,000	\$90,000
New Tax Revenue	\$390,000	

below.

### *Hypothetical Revenue Sharing with Valley Fair Mall Redevelopment*

The City can offer any share of this amount but we suggest a 50 percent allocation for 5-7 years producing roughly \$2.5 million for public investment. These funds can be committed to on site or contiguous public improvements, in return for developer cooperation for co-use of parking, facility modifications for public purposes or other property enhancements.



*Intermodal Center*

## 6.. Participants

### **R/UDAT Evaluation Team**

James Christopher, FAIA  
Jerry Ernst, FAIA  
Ron Straka, FAIA

### **Steering Committee**

Wayne Bingham, AIA,  
Chairman  
Brian Hall, Co-Chairman  
Harold Woodruff, AIA,  
Co-Chairman  
Dama Barbour  
Roger Borgenicht  
Bob Buchanan, Ph.D.  
Cathy Carter  
Jared Campbell  
Earl Hansen  
John Janson, AICP  
Norma Lloyd  
Don Mahoney, AIA  
Elizabeth Mitchell  
Joseph Moore, AICP  
Prescott Muir, AIA  
Ted Nguyen  
Marta Parsons  
Rob Pett, AIA  
Ted Raymond  
Kendra Schank Smith, Ph.D.  
Stephen Smith, FAIA AICP  
Neils Valentiner, AIA

### **West Valley City Council**

Gearld L. Wright, Mayor  
Russell Brooks  
Leland DeLange

Janice Fisher  
Duane Moss  
Margaret Peterson  
Barbara Thomas

### **West Valley City Planning Commission**

#### **City Manager**

John Patterson

#### **Major Sponsors**

Kim Bene  
The E Center, Bob Cavaliere  
Certified Supply  
Economic Development  
Corp. of Utah  
Fast Forward Productions  
Gillies Stransky Brems Smith  
Architects  
Granger Hunter  
Improvement District  
Harmon's  
Kinko's  
Mountain States Office  
Supply  
PacifiCorp/Utah Power  
Prescott Muir Architects  
Utah Dept. of Community  
& Economic Dev.  
(LEDI Grant)  
Utah Transit Authority  
Valley Fair Mall  
Valley West Chamber of  
Commerce  
West Valley City  
**Sponsors**  
Albertson's

Alliant Techsystems  
American Planning  
Association, Utah Chapter  
American Institute of  
Architects,  
Salt Lake Chapter  
Big O Tires  
Blimpie's  
Boston Market  
Burger King  
Chili Verde  
Comstock Crosser  
Development Co.  
Country Inn and Suites  
Cracker Barrel  
Crown Burger  
Crystal Inn  
Dominos Pizza  
East-West Investments  
Extended Stay America  
Henry Day Ford  
Intermountain Health Care  
International Conference of  
Building Officials,  
Bonneville Chapter  
KTVX Television  
Lake Land Development  
Les Olsen Co.  
Little Ceasars Pizza  
Mervyn's  
PrimeOption/ Mountainwest  
Financial  
Rocky Mountain Therapy  
Sleep Inn  
Staples  
United Parcel Service  
U.S. Bank  
VoiceStream Wireless

Wallpaper Warehouse  
West Valley Massage  
Zion's Securities

### **Students, University of Utah Graduate School of Architecture**

Kendra Schank Smith,  
Student Coordinator  
Tami Cleveland  
Steve Cobb  
Jackson Ferguson  
Curtis Flynn  
Kevin Korpela  
Steve McCallum  
Jeff Montgomery  
James Moore  
Heather Randall  
Steven Randall  
Garth Shaw  
Matt Snow  
Eric Thompson  
Steven Wunderlich  
Brian Zaitz

### **Volunteers**

Lisa Arnett  
Jake Arslanian  
Bryan Bowen  
Virginia Duke  
Lani Fisher  
Bernardo Flores-  
Sahagun  
Amy Gee  
Peter Goss, Ph.D.

Andrew Hagen  
 Karen Hinckley  
 Lois Hood  
 Kevin Hooper  
 Susan Klinker  
 Doris Larsen  
 Stan Larsen  
 Andrea Olson  
 Cynthia Moelder  
 Ryan Park  
 Steve Pastorik  
 Ed Quinlin  
 Matt Roblyer  
 Lee Seifert  
 Keith Sorensen, AIA  
 Cindy Staley  
 Natalie Pugh Stewart  
 Ron Weibel  
 Jonathan Wesley  
 Adam Wright

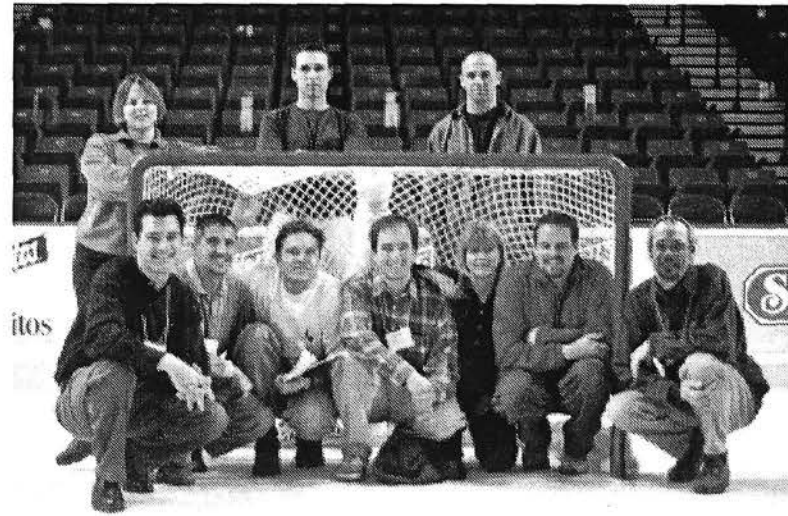
**Student Art Provided By**

Hunter Elementary  
 Jackling Elementary  
 Valley Crest Elementary  
 Valley Junior High  
 West Kearns Elementary

**Public Participants**

Fred C. Cox, AIA  
 Jack Jones  
 George H. Lake  
 Myron Butler  
 Alvine Parker  
 Velma Manning  
 Roy Terry

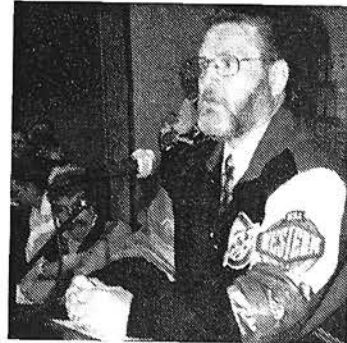
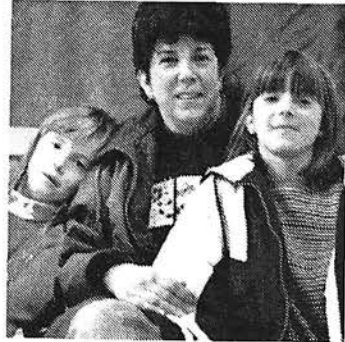
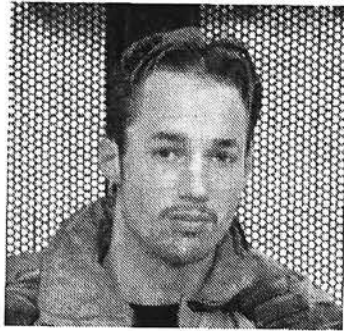
Doyle Collings  
 Paul Lambert  
 Tom & Linda McComb  
 Jon & Lorene Carrigan  
 Winnie Fiack  
 Bill Barton  
 Andrea & David Richins  
 Jenifer Rudy  
 Carol Gleave  
 Laura Thackeray  
 Patti McAfee  
 Jaci Marsh  
 W. Hainsworth  
 Ella Bate  
 Jenine Andrews  
 Alan Hire  
 Brenda Garland  
 Brian Hancock  
 Don Lindhart  
 Tina Collings  
 Bob Parker  
 Dustin Krobs  
 Jack Jones  
 Harrin McArthur  
 George Pegiss



*Student Assistants*



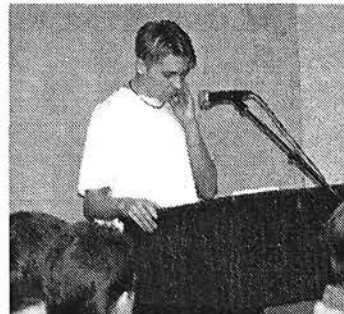
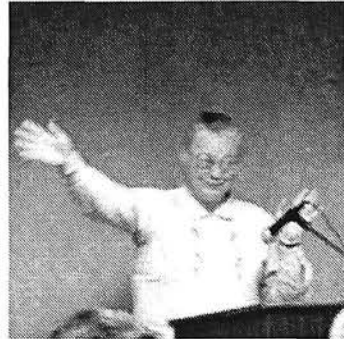
*Production Team*



ALRIGHT YOU PEOPLE... THIS IS R/UDAT! COME OUT WITH YOUR HANDS UP!!







*Brenda Garland....* 'Summertime, we have a mosquito problem'

*Brian Hancock....* 'I'm concerned about parks... most of them are kind of dumpy.'

*Don Lindhardt....* 'It would be nice to have an integration of (recreational) transportation resources.'

*Tina Collings....* 'Biking can alleviate some congestion. Have you considered a bike free zone?'

*Jennifer Rudy....* 'Crime is my concern. WVC doesn't look ugly. Traffic isn't bad. People should pick up trash along the roads.'

*Bob Parker....* 'Are we going to sit by and watch things happen, or make things happen through community involvement?'

*Dustin Krobs....* 'Granger High has lots of concern about safe crossings on the Bangeter Highway.'

*George Pegiss....* 'Ten miles of cars in every direction. I'd hate to live in a place like that. I'd give up my home if it came to that.'

*Jack Jones....* 'We know we need a city center - where we put it is the concern.'

*George Lake....* 'Just take away the telephone poles (on 3500) and it wouldn't be sleazy.'

*Ms. A. Palmer....* 'We don't want traffic flowing from this area into our homes...'

*Velma Manning....* 'Are they going to landscape the area?'

*Roy Terry....* 'We need a public skate park'

*Doyle Collins....* 'We need a place to meet in the downtown area.'

*Linda McComb....* 'I feel the city has some plans... (to) ... push us out.'

*Carol Gleave....* 'I don't think the city center should be around the E-Center... I think it should (be built) around city hall.'

*Patty McAfee....* 'We would like to have a natural museum. As we develop, we shouldn't ignore what we already have.'

*J.C. Marsh....* 'We need a giant youth center. Improving the Redwood Recreation Center is a good suggestion.'

*Bill Barton....* 'It's good to plan, but not at the expense of existing businesses.'

*W. Hainsworth....* 'We need something in our city for our youth.'

*Ella Bate....* 'I'm concerned about what might happen to mobile home parks.'

*Jenine Andrews....* 'The current pedestrian separation from sidewalks to highways is horrendous.'

*Alan Hire....* 'There are not a lot of safe crossings for pedestrians.'

## 7..Team



**Ben H. Cunningham, FAIA Chairman**

Ben Cunningham has provided services in architecture and urban design for over 35 years. He has substantial experience in the leadership of multi-disciplinary teams, and the planning and design of city/town scale projects. A past chairman of the National AIA Committee on Urban Planning and Design, he has served as a member of the R/UDAT Task Force, and has served as Chairman or participant in R/UDATs throughout the country. Mr. Cunningham is a Fellow of The American Institute of Architects and the recipient of two National Honor Awards for Urban Design. He has broad travel experience and has worked in Australia, South America, the Middle East and the United Kingdom.



**James L. Abell, FAIA LA Landscape Architect**

James Abell, owner of Abell & Associates Architects Ltd., has 25 years of professional experience in architecture, landscape architecture, and planning throughout the western United States as well as the United Kingdom. His projects have won numerous design awards and have been published in the regional and national architectural press including *Progressive Architecture*, *AIA Memo*, and, *Arizona Architecture*. A member of the national AIA Urban Design Committee since 1987, Mr. Abell has participated as a team member or team leader on three national AIA R/UDATs and three local AIA DATs.



**Ford C. Frick Economist**

Ford Frick, a Managing Director of BBC Research and consulting, specializes in public finance, land development economics and economic impact analysis. Mr. Frick has broad experience in retail and resort market analysis, regional economics and public policy analysis related to land development and growth management issues. Prior to joining BBC, Mr. Frick served on the administrative staff of the Colorado's Governor's Socioeconomic Impact Office where he assisted with state programs providing financial assistance to rapid growth communities. His views on economic issues in the western United States have been quoted in *Forbes*, *The New York Times*, *The Denver Post*, *The Rocky Mountain News*, and *The Wall Street Journal*.



**Mark L. Hinshaw, FAIA, AICP Urban Designer**

Mark Hinshaw, Director of Urban Design for LMN Architects, Seattle, Washington, brings over 23 years of experience as an architect, city planner, and urban designer. He has provided urban design and community planning services to local governments, prepared master plans for public facilities, developed design guidelines and streetscape improvements for public agencies, and created comprehensive commercial district plans. In addition, Mr. Hinshaw has served on the Seattle Design Commission, the Downtown Seattle Design Review Board, and as a past President of the Washington Chapter of The American Planning Association. He writes a column on architecture and urban design for the *Seattle Times*.

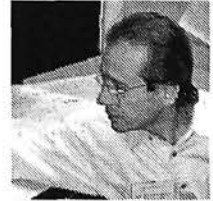


**Bruce W. Kimball, AIA, ASAP Architect/ Illustrator**

Bruce Kimball, a senior associate with Gage Davis Associates, Scottsdale, Arizona, is recognized for his graphic communications skills. Noted for his ability to provide clients with a clear vision and understanding of the intended character and spirit of design concepts, Mr. Kimball has consulted for architects and designers in the United States and abroad on a wide range of projects. He has served 20 years in teaching positions at Arizona State University and the Frank Lloyd Wright School of Architecture at Taliesin West in Scottsdale and is a member of the American Society of Architectural Perspectivists.

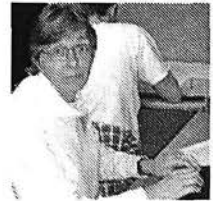
**David W. Kitchens, AIA Architect/ Urban Designer**

David Kitchens is Associate Director of the Washington, D.C., office of Cooper Carry. He has lead many architectural and urban design projects, including Mizner Park, new community centers in Bethesda, Maryland; Tampa, Florida; San Juan, Puerto Rico; and Naples, Florida. He has been a driving advocate for the creation of urban communities providing a 24 hour environment where people live, work, recreate, and educate. He participated in several AIA-sponsored Urban Design Assistance projects, making recommendations to cities for downtown redevelopment.



**Roberta Lewandowski Planner**

Roberta Lewandowski is the Director of Planning and Community Development for the City of Redmond, Washington. She is responsible for the city's long-range land use, transportation and growth management planning, review of development, community outreach, and human service programs. Ms. Lewandowski managed its transition from a small, special-purpose agency of 14 employees to a multipurpose department of 50-60 people and a budget of \$4 million. She has fostered an entrepreneurial spirit responsible for grants and community/business contributions for new programs. Ms. Lewandowski has 20 years of experience in city and regional planning, public involvement, and economic development.



**James W. Maclsaac, PE Transportation**

Jim Maclsaac has been involved in regional and local land use/transportation systems planning since 1965, beginning with the Puget Sound Regional Transportation Study. He has managed or directed the development of dozens of county and city comprehensive transportation systems plans and implementation programs throughout the Pacific Northwest. He is known for his management of transportation impact analyses and mitigation planning for land development projects ranging from large, multi-use master-planned developments and urban office and residential towers, to retail centers and residential subdivisions of all sizes.



**Gene Miller Urbanist**

Gene Miller is the principal of New Landmarks Inc., Victoria, B.C., a planning and development consulting firm. While he has been associated with land subdivision and development, his principle interest and area of expertise is urban infill development and strategies for more intense land use. Mr. Miller attempts always to broker solutions or outcomes in which all interests can identify a gain. He reads about and studies trends in urban planning and community design, and organizes community initiatives and conferences on planning and urban design themes. He writes extensively for several publications (including Victoria's daily newspaper) on architecture, land use and urban design topics.

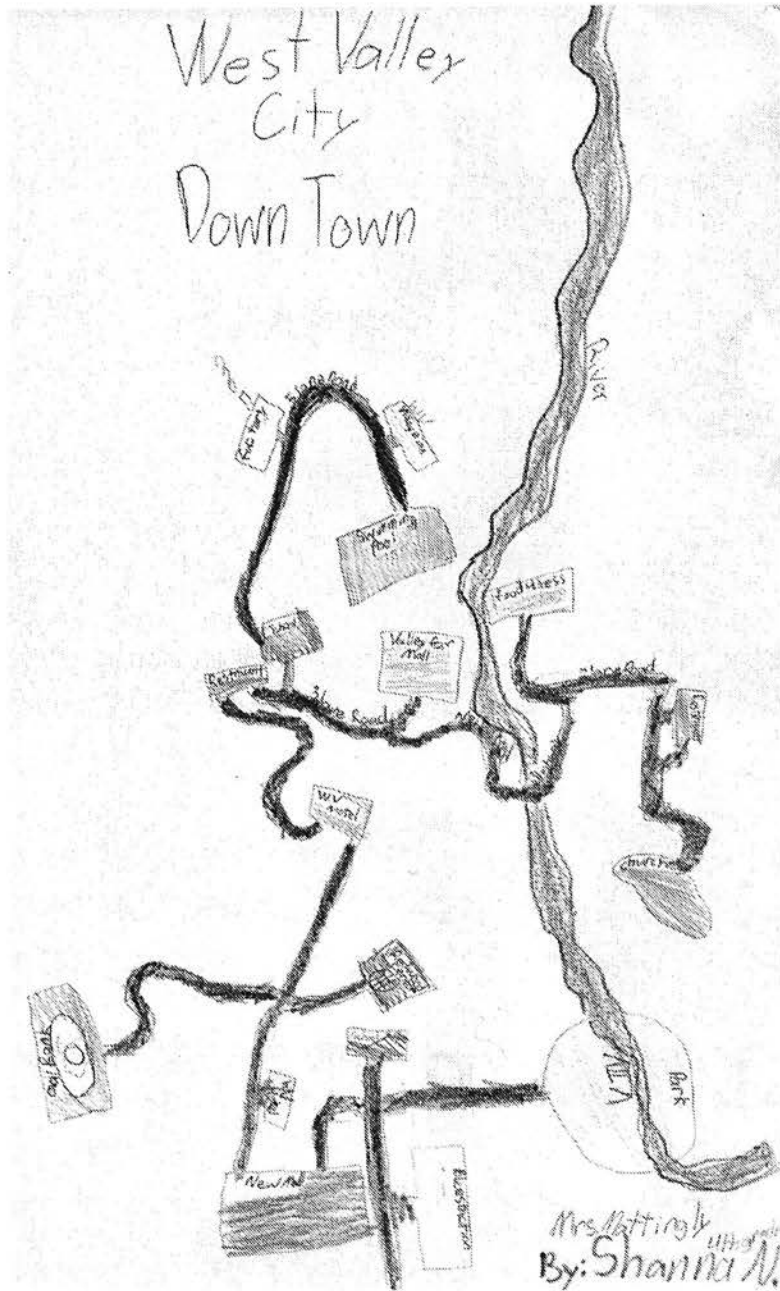


**Michael Rock Public Administrator**

Mike Rock is City Manager for Lakewood, a Denver suburb of 140,000. He also teaches at the University of Colorado Graduate School of Public Affairs. He has over 25 years experience in city and county management, the mining industry and on the Governor's staff. Mr. Rock also served as Chair of the Colorado Aeronautical Board, Vice Chair of the Colorado Housing Finance Authority, and as a Director of the Economic Developers Council. He has been recognized as Outstanding Public Administrator of the Year by the American Society of Public Administrators, and received Diversity and Leadership Awards from the International City Manager's Association.



## 8..Future Leaders



## Essay

It takes a lot of work to build a good community. One of those things is cleaning areas. Others are planting trees, building buildings like recreation centers, office buildings, stores, parks so people can have fun and a place to play. But all the buildings in the world wouldn't make a good community. All we need is to love each other.

Mortney Schlafer

## A Better West Valley

West Valley is a good community but we could make it better. We could work together and build a place where everyone feels safe. We see West Valley on the news a lot because of shootings. We need the police to help make sure guns are used for hunting animals, not

## What Makes A Good Community

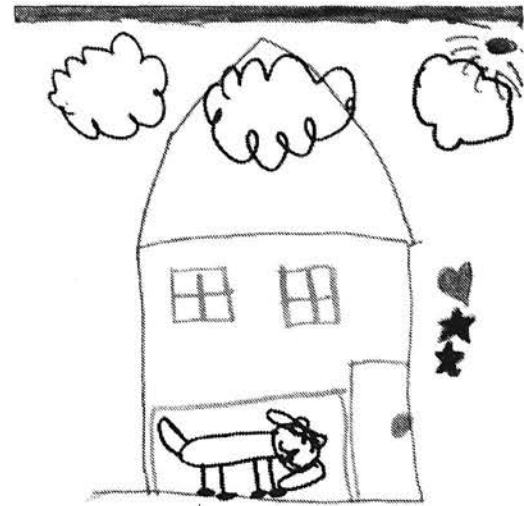
The first thing a community needs is people who care. Because if people didn't care about making a good community who would? Be respectful to your environment. Share your ideas, how you can make a good community and listen to other ideas. Help people or kids that are in some kind of trouble like they don't want to tell their friends or families that they are using drugs. Don't use drugs they are bad and unhealthy. You can die from drugs. Pick up your trash don't litter that hurts the world. You can make it a better place. You can be helpful by cleaning alleys, donate food for the poor, and share things with others. You can trust people that you can depend on, and you can stop the violence.

Viliani

Mrs. Mattingly's

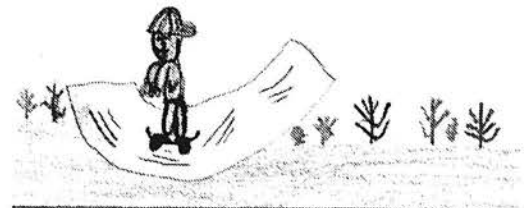
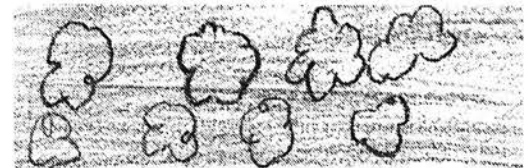
Angi Tau

4th grade class



Haley Jensen

"I want a pet hospital. Then the animals can be safe and nothing will hurt them."



Eric Flores

"I want a skateboarding ramp."

Publishing of the West Valley City R/UDAT was made possible with the generous support of **Kinko's**