

CITY OF BLUFFDALE GENERAL PLAN



March 2014

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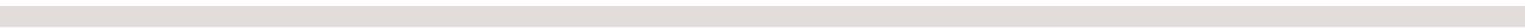
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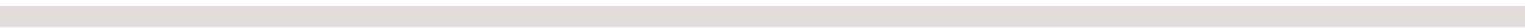
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Special appreciation is given to all the community members and stakeholders who participated in stakeholder interviews, attended General Plan meetings and events, completed the community survey, and provided their comments to the City of Bluffdale throughout this process.



INTRODUCTION



Located at the south end of Salt Lake County, the City of Bluffdale is home to wide open spaces, dramatic mountain views of the Wasatch range, and a significant stretch of the Jordan River. The unique semi-rural lifestyle enjoyed in Bluffdale has drawn many new residents, increasing the population in the last twenty years from about 1,700 to 8,000 (over 470 percent) and incurring rapid housing and infrastructure expansion.

To provide a contextual example of this growth, since the last General Plan was developed 20 years ago, Camp Williams Road was doubled in width, Bangerter Highway was constructed, Mountain View Corridor was completed, I-15 widened, and Porter Rockwell Boulevard started. Housing has also grown rapidly, with multiple developments including 3,500 housing units in the new Independence development alone.

The growth Bluffdale is experiencing calls for a fresh look at current conditions and community needs, and a revised future direction. To review these conditions and develop an understanding of community values, several community meetings have been held.

As a primarily residential community, the residents of Bluffdale wish to protect the pace and feel of the rural city while providing appropriate amenities for its 8,000 residents and the anticipated future population. Highlighted community values include: encouraging a variety of local employment, retail, and service opportunities; safeguarding the tax rate; ensuring that public infrastructure adequately serves the population; enhancing recreation opportunities; and improving the transportation system to serve the housing expansion; all while providing long-term protection of existing large lot development areas and animal rights.

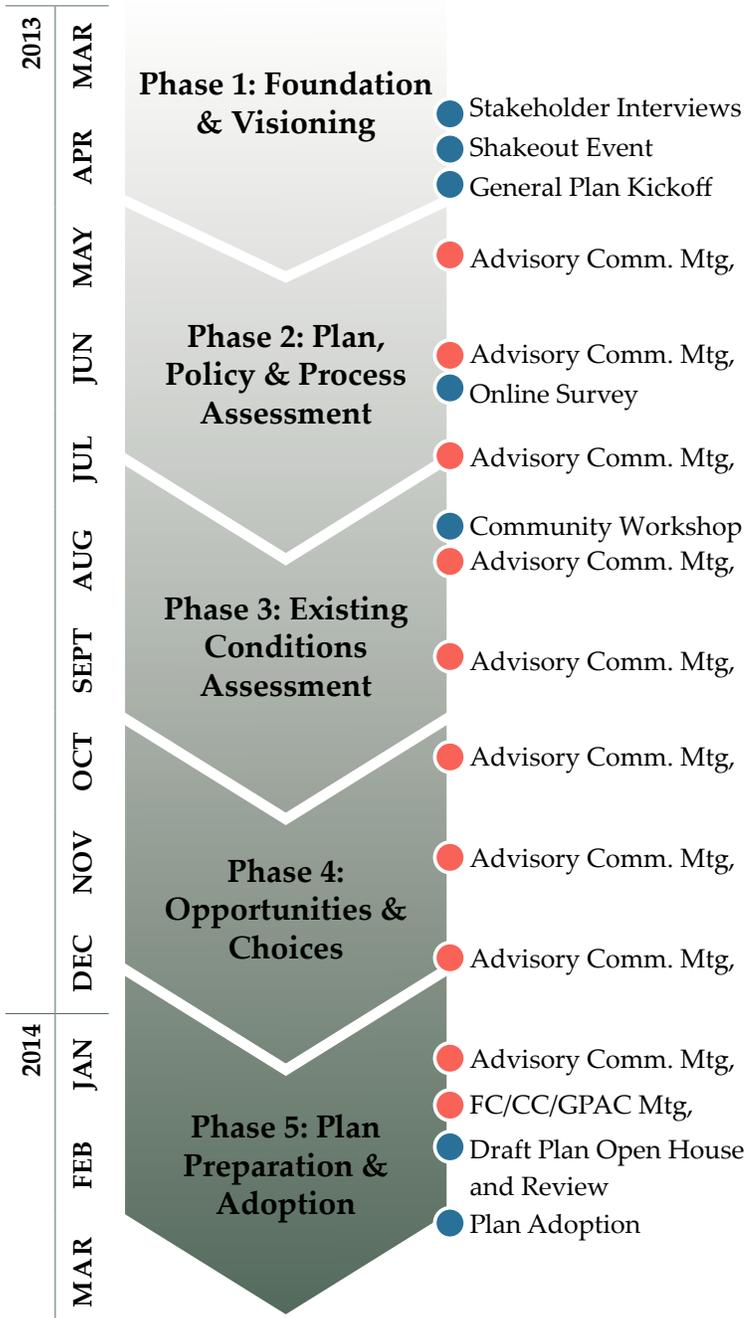
The chapters in this plan outline several planning elements and specific goals and principles. These goals and principles establish policy guidance for achieving Bluffdale's community values into the future.

BLUFFDALE GENERAL PLAN

MAP 1. REGIONAL CONTEXT



GENERAL PLAN PROCESS



Considerable growth and change in the Bluffdale area has prompted an update of the 1993 City of Bluffdale General Plan. The planning process began in March 2013 with the **Foundation & Visioning** phase, which included stakeholder interviews, community kickoff events, and the formation of a General Plan Advisory Committee.

The **Plan, Policy & Process Assessment** phase evaluated the previous General Plan and other existing local plans and policies. The assessment included an online public survey to evaluate the current relevance of the General Plan’s policies to Bluffdale’s residents and businesses.

The **Existing Conditions Assessment** took a closer look at the current context of land use, development, transportation, parks and recreation, utilities, community services, and other topics in Bluffdale. This information set the stage for the **Opportunities & Choices** phase, in which the city asked community members to identify the most significant issues, opportunities, and needs to be addressed in the new General Plan. This included a community workshop, held during Old West Days, and additional outreach activities.

Public input was collected throughout the process through the General Plan website, “Plan -to-Go” workbooks, and monthly advisory committee meetings.

Based on the input and assessment completed in prior phases, the draft General Plan was then developed for public review. This plan will be presented at a community open house in March 2014. Following public review, the plan will be revised and presented for final recommendation by the Planning Committee and adopted by the City Council.

Bluffdale residents want a road system that prioritizes Bluffdale as a destination rather than a thoroughfare. Planning the transportation system requires a fine balance of providing adequate traffic lanes and speeds to serve future population and businesses, while also providing noise and sight control for residents. In all transportation system improvements, safety and efficiency are of primary importance to the citizens of Bluffdale.

“Thoughtful, well planned, diverse, zoning will enhance the community.”

As the city grows, there will be an increased concentration of higher density residential development projects and affordable housing infrastructure. Even so, residents want to ensure that large lot residential is preserved as the primary zoning type. A community goal is to continue building Bluffdale as a primarily residential community that protects the characteristics that set it apart from neighboring communities. Even with a primarily residential focus, residents note the city’s general lack of service, retail, and commercial opportunities. Residents must venture outside of Bluffdale for basic amenities, and nearly everyone has to commute for employment. A key long-term goal for the community is to establish commercial services that complement the residential needs of Bluffdale. These establishments could diversify the economy of the city and generate sales tax revenue in a compatible and sustainable manner – without undermining the rural atmosphere.

As the city undertakes management of its growth and development in coming years, attention to the look and feel of new commercial construction, transportation infrastructure, preservation of parks and open space, and key aspects of the built environment will ensure maximum compatibility with desired character. The key values and character protection segments of each chapter more fully outline specific community values, and the goals and principles segments of the chapters describe ways to support those values through guiding policies.

“I believe we need more businesses here in Bluffdale. We need to find a good balance of commercial, agricultural, and residential growth. A city can’t survive without a solid tax base.”

CHAPTER 1.

LAND USE & GROWTH MANAGEMENT

VISION: Bluffdale's General Plan promotes a future that protects and maintains Bluffdale's unique rural character and lifestyle as the community grows.

PRESENT AND FUTURE CONDITIONS

Population and Growth

In 2000, the Census reported a population of 4,700 people in Bluffdale, a 118.4% increase over the previous decade, compared with a 23.8% increase county-wide during the same period. In 2014, Bluffdale's population included about 8,000 people living in approximately 2,100 housing units. This yields one of Utah's largest average household sizes (3.86 persons per household in 2010). The U.S. Census Bureau also indicates that the population of the City is fairly young but aging, with a median age of 26.6 in 2010 compared with 22.3 years in 1990. The 65 years and older segment of the population has been increasing over the past decade, from 4.6 to 5.3 percent. As far as race or ethnic groups are concerned, the Census in 2010 reports that the city was 95.8 percent white, and 4.4 percent of the population identified as Latino or Hispanic.

The entire Wasatch Front is under tremendous growth pressure, with the Wasatch Front Regional Council projecting a 67% increase in population by 2040. Bluffdale's 2014 Capital Facilities Plan (CFP) (Appendix C) uses a detailed methodology to project population in connection with projected future land use in the City. Based on the CFP, Bluffdale's population will grow to nearly 40,000 by the year 2035. At this point, the City will be at full build-out (given its current future land use planning and the associated dwelling densities). More detailed information about population projections is included in the CFP document. Population growth is expected to increase dramatically with the new housing developments presently under construction. The major population growth center in Bluffdale will be the east side of the City, between I-15 and the railroad tracks, where the heaviest growth is expected to occur between approximately 2015 and 2025, and then tapering off as Bluffdale nears build-out.

BLUFFDALE GENERAL PLAN

Current Land Use and Ownership

Bluffdale City, located at the south end of Salt Lake County, is bounded by Lehi to the south, Herriman to the west, Riverton to the north, and Draper to the east. The Jordan River is the city's most prominent natural feature, cutting approximately through the center of the community. The west side of the city sits on a high bluff above the Jordan River. The Jordan River provides a physical division and a geographic challenge to the city's provision of services.

Because Bluffdale lies at the narrowest point between the Wasatch and Oquirrh mountain ranges, many utilities are located here. These utilities and other infrastructure significantly influence the City's land uses. These include a heavily used Union Pacific Railroad and UTA rail line running north-south; Camp Williams Road (also running north-south); Interstate-15 and Bangerter Highways; and a major canal that is the effective western boundary of the community. In addition, six other canals, several aqueducts, two major power corridors, regional arterials and highways, and a major gas line corridor create obstacles and shape land use opportunities.

Map 2, as illustrated in figure 1.1, shows the current pattern of land ownership in Bluffdale, the vast majority of which is private (78%). Total non-private ownership (22% of the land base) includes state roads, utility corridors, city and county lands, educational and institutional properties (schools and churches), and federal land ownership.

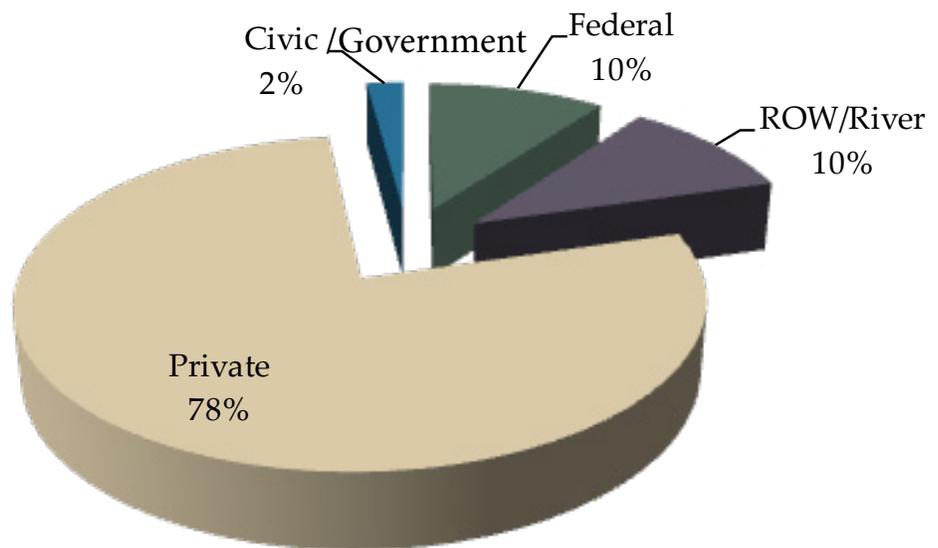
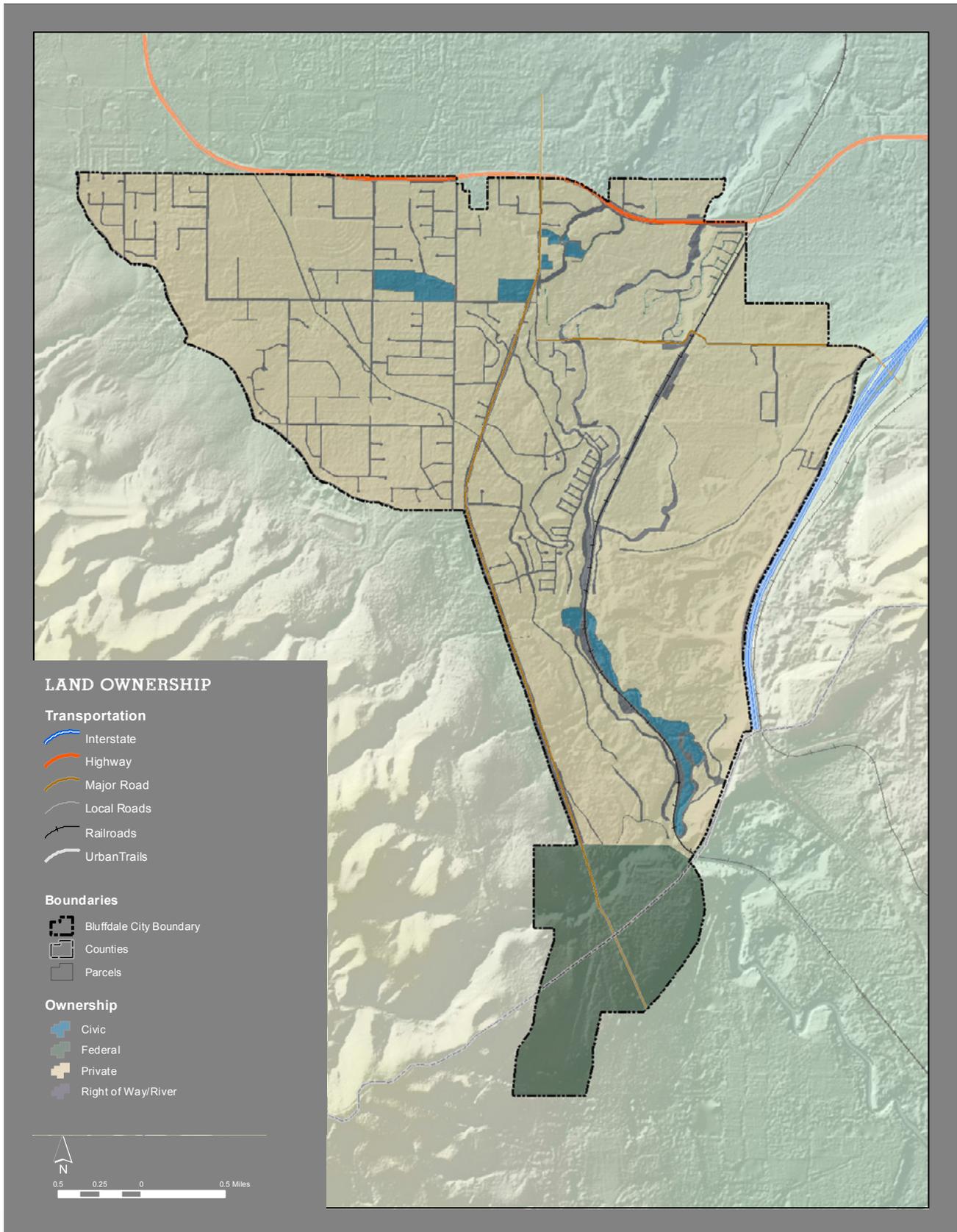


Figure 1.1. Land ownership breakdown for Bluffdale.

LAND USE & GROWTH MANAGEMENT

MAP 2. LAND OWNERSHIP



BLUFFDALE GENERAL PLAN

Zoning

Map 3 (zoning) shows Bluffdale’s current zoning, which includes one agricultural/residential zone, five residential zones, five commercial/office zones, two industrial zones (including sand and gravel), one mixed use zone, and one civic/institutional zone. As illustrated in the zoning map and Table 1.1 below, these zones encompass 7054.4 acres of land. The largest land use by zone is Residential 1-acre (44.46%), followed by Sand and Gravel (10.95%) and Residential Agricultural (9.27%). When considering developed land alone, the vast majority is occupied by low-density residential (63.61%), followed by Industrial (12.73%), Mixed Use (7.51%), and Commercial (5.08%).

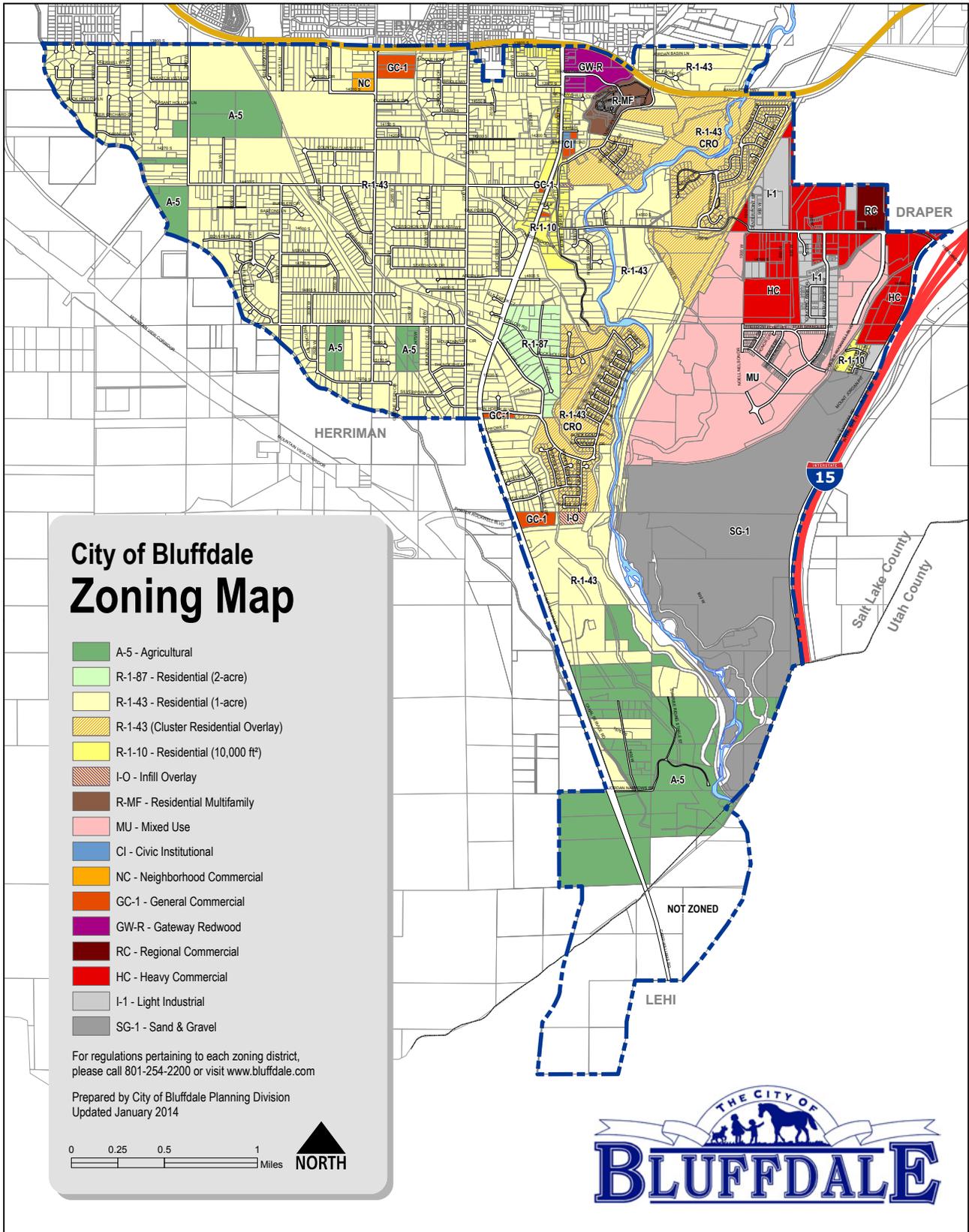
Zone Name	Use Type	Acres	Percent
A-5	Residential Agricultural	653.96	9.27%
R-1-87	Residential 2-acre	79.30	1.12%
R-1-43	Residential 1-acre	3136.35	44.46%
CRO	Residential R-1-43 Cluster Overlay	617.65	8.76%
R-1-10	Residential 10K lots	122.76	1.74%
R-MF	Residential Multi-Family	40.22	0.57%
CI	Civic Institutional Zone	3.0	0.05%
MU	Mixed Use Overlay Zone	529.50	7.51%
NC-1	Neighborhood Commercial	8.39	0.12%
GC-1	General Commercial	33.60	0.45%
GW-R	Gateway Commercial Redwood	44.97	0.48%
RC	Regional Commercial	25.57	0.36%
HC	Heavy Commercial	258.71	3.67%
I-1	Light Industrial Zone	125.63	1.78%
SG-1	Sand & Gravel Zone	772.49	10.95%
Undesignated	Not Zoned (e.g., floodplain)	598.43	8.48%
Infill Overlay		6.86	0.10%
Total		7054.4	100%

TABLE 1.1: BLUFFDALE’S CURRENT LAND USE BY ZONE

It is important to remember that this General Plan is a guide for future land use, and is not a binding legal document. The zoning ordinance, on the other hand, regulates present land use and has specific regulatory authority. The General Plan provides and supports the regulatory direction of the zoning ordinance, and as a result future re-zoning efforts should generally be consistent with the General Plan. Bluffdale’s zoning ordinance contains both the code (defining purpose, approval process, guidelines and requirements, and permitted uses), and the zoning map (showing the location of each zone).

LAND USE & GROWTH MANAGEMENT

MAP 3. ZONING



BLUFFDALE GENERAL PLAN

Future Land Use

During the planning and outreach processes for the general plan, Bluffdale’s residents were engaged to consider and develop a formal vision the City’s future. This vision is summarized as follows:

“Bluffdale’s identity differs distinctly from adjacent communities. Bluffdale’s citizens support an organized, sustainable, consistent plan that proactively directs future land use. Bluffdale’s General Plan promotes a future that:

- *Protects and maintains Bluffdale’s rural character and unique lifestyle.*
- *Supports an appropriate variety of local economic opportunities and choices.*
- *Safeguards tax rates while ensuring key community services are provided.*
- *Enhances recreation opportunities while protecting open space and sensitive lands.*
- *Improves the transportation system without disrupting neighborhood functions.”*

To ensure consistency with this vision, Bluffdale’s Future Land Use Map (FLUM - Map 4) illustrates the land use patterns planned for the City in the coming years. This FLUM shows how Bluffdale might appear at buildout, if the General Plan principles are executed and development proceeds as projected. The plan would retain the city’s focus on residential uses and a feeling of openness, and would ensure excellent mobility patterns are realized over the long term. It also balances the future need for retail and commercial services with the desire to protect residential values and functions.

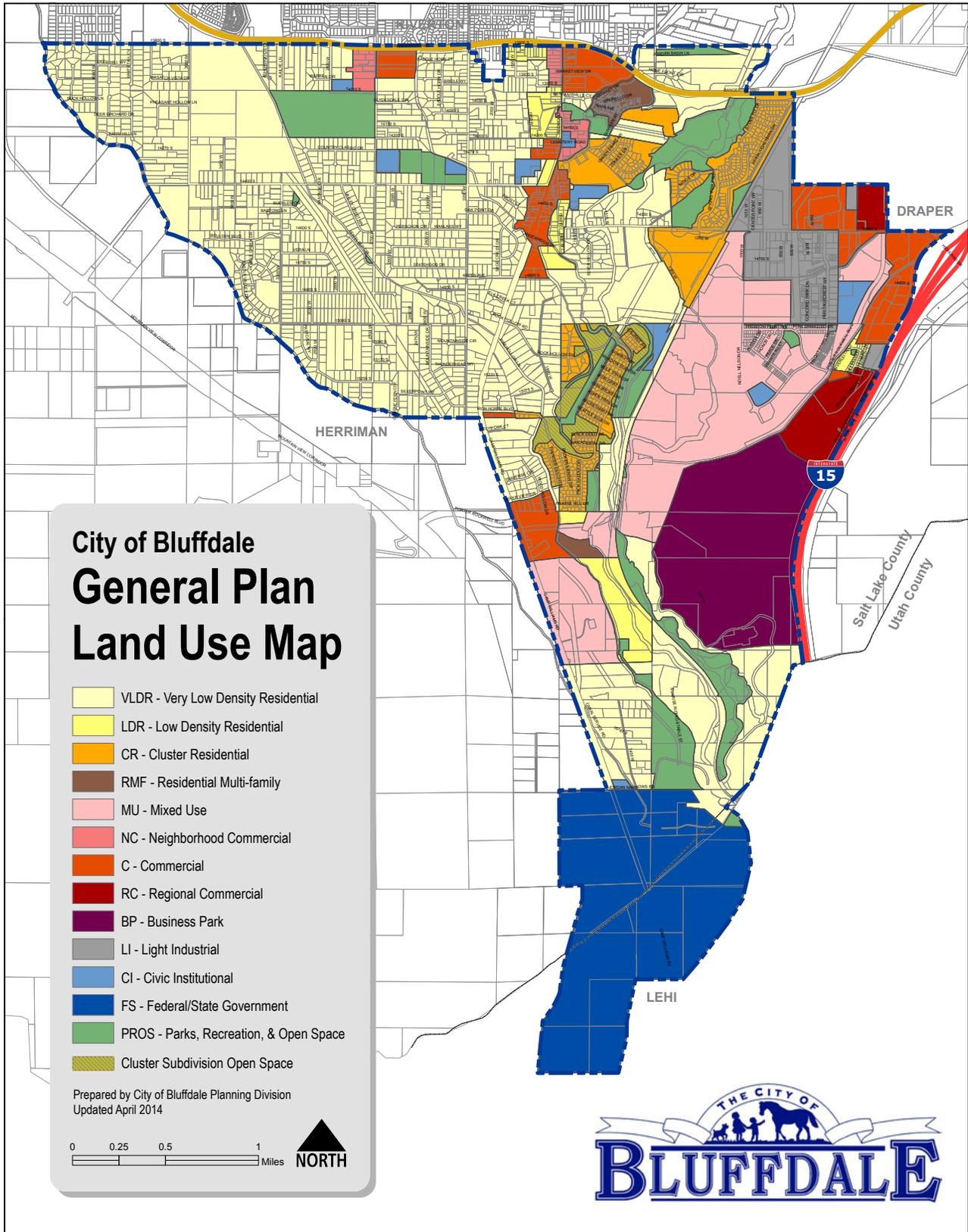
Planning and zoning decisions will seek to ensure consistency with the FLUM, in order to protect this vision. The FLUM anticipates several shifts in land use. Table 1.2 shows the potential acreages and proportions of land uses within the City boundaries at buildout. Descriptions of these categories and the uses they contain follow.

Future Land Use Category	Acreage	Percent
VLDR-Very Low Density Residential	3235.9	46%
LDR-Low Density Residential	156.8	2.2%
CR- Cluster Residential	390.6	5.5%
RMF-Residential Multi-Family	43.9	.6%
MU-Mixed Use	753.4	10.7%
NC-Neighborhood Commercial	47.6	.7%
C-Commercial	327.0	4.6%
RC-Regional Commercial	115.0	1.6%
BP-Business Park	472.1	6.7%
LI-Light Industrial	215.2	3%
CI-Civic Institutional	82.4	1.2%
F-Federal/State Government	698.3	9.9%
PROS-Parks, Recreation, & Open Space	516.0	7.3%
Total	7054.4	100%

TABLE 1.2: BLUFFDALE’S FUTURE LAND USE

LAND USE & GROWTH MANAGEMENT

MAP 4. FUTURE LAND USE



BLUFFDALE GENERAL PLAN

Land Use Descriptions

Land Use Category	Description
Very Low Density Residential (Less than 1 du/acre)	Large-lot residential and agricultural. Development may be clustered pursuant to applicable zoning regulations to avoid environmental constraints (e.g., floodplain), protect sensitive features (e.g., critical wildlife habitat), or create shared public or private open space.
Low Density Residential (1-4 du/acre)	Single family detached residential. Development may be clustered pursuant to applicable zoning regulations to avoid environmental constraints (e.g., floodplain), protect sensitive features (e.g., critical wildlife habitat), or create shared public or private open space.
Cluster Residential (up to 1.35 du/acre)	Single family detached residential. Clustering encourages creative, flexible lot development where an appropriate percentage of the total subdivision property is designated as open space. Housing is clustered to protect sensitive areas and provide access to greenways. This designation is intended to represent only those areas with existing CRO entitlements.
Multi-Family Residential (4 to 20 du/acre)	Single-family and multi-family detached or attached residential, including single-family detached homes, two-family homes (a.k.a. duplexes), common wall units (two attached single-family units), townhouses or stacked dwellings, apartments, condominiums, patio homes, and senior housing. Typically adjacent to mixed use and commercial areas.
Mixed Use (minimum average density of 5.5 du/acre)	Balanced combination of residential and commercial, including opportunities for office, finance, civic, government, entertainment, retail, restaurants, and housing. Housing should include a variety of product types and price points, including single family dwellings, townhomes, apartments and condominiums, and live/work units.
Commercial	Activity centers that include retail, office, personal service, entertainment, and public facilities. Residential units may be incorporated into a commercial development as accessory uses, as appropriate.
Neighborhood Commercial	Low intensity neighborhood support uses, such as small-scale and convenience retail, professional office, personal service, child care, educational, business service, medical offices, assisted living, and other “nine-to-five” uses that are compatible with adjacent residential use.

Goals

- Maintain rural character and animal rights.
 - Reduce impacts to sensitive resources.
 - Buffer and maintain compatibility with other areas of low density.
 - Allow for rural estate home development, including equestrian and agricultural accessory uses.
 - Contribute to a connected system of open space and trail corridors.
- Conventional suburban development pattern.
 - Preserve open space on-site and within neighborhoods, where appropriate.
 - Provide land for public and civic uses such as parks and recreation, schools, and other community uses.
 - Contribute to a connected system of open space and trail corridors.
- Restricts development on sensitive lands such as steep slopes, wildlife habitat, floodplains and wetlands.
 - Conserves natural areas with unique physical, historic, scenic features, or highly productive agricultural soils.
 - Provides design flexibility.
 - Increases infrastructure efficiency such as roads and utilities.
 - Allow for greenway preservation.
- Variety of high-quality housing options that are affordable for all segments of the population, at all life stages.
 - Provide land for public and civic uses such as parks and recreation, schools, and other community uses.
 - Preserve open space on-site and within neighborhoods, including as buffers along commercial areas or high-traffic corridors.
 - Buffer the impacts of more intense land uses from lower density residential neighborhoods.
 - Contribute to a connected system of open space and trail corridors.
- Mix of land uses and higher densities to promote an active environment, utilize infrastructure efficiently, and support community amenities.
 - Provide a buffer or transition from higher intensity commercial development and high-traffic corridors.
 - Multi-story buildings that may include ground floor retail with residential or office above.
 - Provide shared public spaces such as plazas, parks, and venues for outdoor entertainment.
 - Support pedestrian and bicycle accessibility through urban form, building configuration and design, shared parking, pedestrian safety features, bicycle facilities, and attractive streetscape.
 - Plan for future transit centers, and develop housing and employment at densities to support transit-oriented development.
- Commercial centers at a scale that serves primarily local residents.
 - Balance of retail, entertainment, employment, and service uses.
 - High-quality landscaping, signage, and design that reflect Bluffdale's desired character.
 - Provision of pedestrian and bicycle facilities in support of a multi-modal transportation network.
- Create a focal point and activity center for one or more neighborhoods.
 - Provide for easily accessible commercial development that supports day-to-day activities for residents.
 - Ensure that businesses are of a scale and type that contribute to, rather than detract from, neighborhood character.
 - Locate amenities within walking or bicycling distance of neighborhood residents, and create or strengthen linkages to surrounding neighborhoods.

BLUFFDALE GENERAL PLAN

Land Use Category	Description
Business Park	Employment campuses including offices, research and development facilities, corporate headquarters, and other professional businesses as primary uses. Supported by complementary uses, such as convenience retail, child care, restaurants, and recreation facilities. Should be served by transit and include parking structures as necessary to support high-intensity employment uses.
Regional Commercial	Wide range of community and regional retail, office, business, and personal services, and other commercial uses, which may be supported by a limited amount of residential, entertainment, or light industrial uses.
Light Industrial	Support of employment activities, including light manufacturing, research and development, incubator businesses, storage, wholesale trade and distribution, contractor yards, warehousing, production, and bulk retail businesses that are largely devoid of nuisance factors and hazards. Considerations may be made for live-work opportunities (e.g., loft or studio housing) that will not be a source of land use conflict with surrounding uses.
Civic Institutional	Public, educational, and service uses, such as schools, libraries, police and fire stations, public works, and government facilities. Should be located in a way to support and complement residential neighborhoods.
Federal/ State/ Government	Veterans cemetery properties and Camp Williams. Camp Williams is a federally owned and maintained military base currently operated by the Utah Army National Guard. The base is used for active military training including combat, emergency response, and other military operations.
Parks Recreation & Open Space	Parks, sports facilities, recreation centers, active open space, and trails. Also designates protected areas such as natural open space, floodplain, riparian corridors, and resource protection areas in close proximity to the Jordan River.

TABLE 1.3: BLUFFDALE'S FUTURE LAND USE DESCRIPTIONS AND GOALS

Goals

- Serve as employment-generating activity centers.
 - Conveniently accessed by transit and from residential neighborhoods within Bluffdale.
 - Encompass a wide range of complementary uses to create a vibrant business campus.
 - Cater to high-tech and leading edge industries and companies.
- Support the development of regional-serving commercial areas that can be conveniently accessed by transit, automobile, and active transportation modes.
 - Emphasize a compact, higher intensity development pattern that includes multi-story development and includes a mix of uses.
 - Capture customer traffic and revenue from within the community and from the greater region.
- Create a balanced land use pattern that supports other commercial, residential, and industrial uses.
 - Encourage entrepreneurship, innovation, and the creative sector.
 - Support employment for production, assembly, distribution, and logistics to balance retail and service jobs.
 - Diversify the city's economic base.
- Provide the services necessary to support a high quality of life for Bluffdale residents.
 - Encourage citizen engagement and volunteerism.
 - Highly accessible to residents of all ages and abilities in terms of location in the community and multimodal transportation connections.
 - High-quality examples of architecture, design, and site amenities that serve as a model for other properties in the city.
 - Provision of city services safely and efficiently.
 - Support employment in the public service and government sectors.
- Maintain a coordinated effort with Camp Williams to support appropriate adjacent land uses such as noise buffers, access, and border management.
 - Maintain appropriate safety measures to protect the residents of Bluffdale and the general public.
- Ensure access to parks and recreation opportunities for residents of all ages and abilities.
 - Support a high quality of life by maintaining and expanding the parks and recreation system.
 - Support property values through the provision and protection of parks and open space near residential neighborhoods.
 - Provide permanent opportunities for recreational uses along the Jordan River.
 - Protect environmentally sensitive areas, including wildlife habitat, wetlands, and riparian areas.
 - Preserve natural and scenic features that contribute to Bluffdale's rural character.

BLUFFDALE GENERAL PLAN

KEY VALUES AND CHARACTER PROTECTION

Bluffdale residents enjoy having a distinct community identity that differs from anywhere else in the Salt Lake Valley. Bluffdale is a primarily residential city where large, one-acre lots are common and represent an important cultural feature in large geographic areas. However, the city's newest developments contain much higher densities, and future developments are likely to focus on areas with the favorable economics of higher density.

A primary challenge of this General Plan is to maintain the City's traditional low-density land uses and values while accommodating a rapidly growing population and its auxiliary needs such as retail development. One of the most volatile issues that confront fast growing communities is land use incompatibility. Proper land use planning, adoption of ordinances, and active enforcement on Bluffdale's part can minimize the potential for land use incompatibilities and assure that allowed land uses are suitable, given the land's capabilities and limitations.

Most Bluffdale residents are prepared to see more commercial, retail, or service industries in the city. They generally agree that it is essential to follow an organized, consistent plan that proactively directs growth to preserve what makes Bluffdale unique. Special attention should be given to development patterns and details that will protect and enhance the city's character.

GOALS, PRINCIPLES, AND BEST PRACTICES

LAND USE GOAL 1: Guide land use and urban growth decisions through application of the General Plan, its Future Land Use Map, and relevant goals, principles, and projects.

- **Land Use Principle 1A:** Periodically review and update the General Plan and Future Land Use Map, involving elected, appointed, and staff officials as well as the citizenry at large, as desired or necessary.
- **Land Use Principle 1B:** Use the General Plan's guidance on best practices to inform land use decisions, and secure its prioritized projects to achieve orderly growth.
- **Land Use Principle 1C:** Update and prioritize the General Plan's best practices and projects as part of periodic review cycles.

Land Use Best Practices

- Maintain a diversity of land uses that each allow for balanced, predictable, and orderly development
- Ensure connectivity between residential, employment, and open space areas
- Include a mix of land uses around transit hubs and key destinations
- Maintain an open space system that enhances quality of life, preserves environmental quality, and protects development from natural hazards
- Position land uses in a way that supports the achievement of community goals
- Concentrate commercial land use around gateways and key intersections along corridors to maximize thoroughfare revenue

LAND USE & GROWTH MANAGEMENT

LAND USE GOAL 2: *Achieve planned growth within the City, ensuring that development occurs in suitable locations and can be efficiently served over the long term.*

- **Land Use Principle 2A:** Promote an appropriate variety of complementary, desirable, and needed land uses in the community, such as schools, residences, businesses, and recreation.
- **Land Use Principle 2B:** Encourage well-planned developments within the city, focusing activity in areas where existing infrastructure is already in place or planned in the near future.
- **Land Use Principle 2C:** Development should provide the on-site and off-site improvements necessary to support the development and mitigate its effects on or beyond the immediate site.
- **Land Use Principle 2D:** Develop subdivision ordinances which provide flexibility for unique properties and which promote General Plan goals and objectives.

LAND USE GOAL 3: *Foster the traditional rural feel and lifestyle of the City of Bluffdale.*

- **Land Use Principle 3A:** New development should be designed to be compatible with the existing character of Bluffdale.
- **Land Use Principle 3B:** Areas of the Future Land Use Plan dedicated to very low density residential (VLDR) land use should be preserved as such, and protected from higher density and non-residential development.
- **Land Use Principle 3C:** Support accommodation of the State's low-to-moderate income housing requirements within appropriate areas of the City, through means such as rehabilitation of existing housing stock, appropriate incentives from the affordable housing funds made available to the Redevelopment Agency, and infrastructure investment.
- **Land Use Principle 3D:** Maintain opportunities for animal ownership for recreation and family food production purposes in low and very low density residential areas.



Figure 1.2 Bluffdale setting.

BLUFFDALE GENERAL PLAN

LAND USE GOAL 4: Balance land-use decisions between individual property rights, consideration of environmental conditions, and the overall needs of the community.

- **Land Use Principle 4A:** Solicit citizen participation and input on all legislative land use decisions to ensure the needs of the community are understood.
- **Land Use Principle 4B:** Provide educational opportunities for citizens to learn about land use planning and decision-making processes in the City as part of General Plan and land use amendment processes.
- **Land Use Principle 4C:** Identify and designate environmentally sensitive lands and desired open spaces, and develop planning tools or acquisition strategies to limit unsafe or inappropriate development on and near these lands. (Also see Open Space Principle 1A)
- **Land Use Principle 4D:** Plan and implement transitions between commercial and residential land uses, focusing on appropriate design techniques to reduce or minimize incompatibilities.
-

LAND USE GOAL 5: Implement a development review process that ensures compliance with the City of Bluffdale's adopted rules, ordinances, policies, and procedures.

- **Land Use Principle 5A:** Establish a timely, transparent, and effective development review process to guide the review and approval of site and other plans. Look for opportunities to streamline administrative approvals.
- **Land Use Principle 5B:** Complete appropriate infrastructure analysis when evaluating zone and general plan changes.
- **Land Use Principle 5C:** Permit development only to the degree the City has capacity to efficiently provide necessary municipal services.
- **Land Use Principle 5D:** Ensure new development and development codes consider and provide for appropriate interconnection with roads, trails, transit, and pedestrian paths.
- **Land Use Principle 5E:** Applicable provisions of the zoning, subdivision, and other development ordinances should be updated and maintained to reflect the goals and policies of the General Plan.

IMPLEMENTATION AND PROJECTS

The following projects have been identified to assist in implementing key goals of the General Plan and this land use element. A detailed description of each of these projects, including the project's location, objectives, possible stakeholders, and timelines is included in Appendix A: General Plan Implementation Projects.

- **Project 1:** Develop General Plan Review Policy. (2014)
- **Project 2:** Review and propose streamlining changes to development review processes and ordinances to be consistent with various provisions of the updated General Plan. (2014-2015)
- **Project 3:** Develop flexible subdivision ordinance. (2014-2015)

CHAPTER 2.

RESIDENTIAL DEVELOPMENT & HOUSING

VISION: Bluffdale's General Plan seeks to protect and maintain the community's strong residential character while providing appropriate, high quality housing choices.

PRESENT AND FUTURE CONDITIONS

One of Bluffdale's goals is to ensure its residential development and housing is safe, supports community functions, is efficiently served by infrastructure, allows for appropriate diversity in type and affordability, and enhances quality of life. Much of the quality of life in a community is connected to the nature of its housing. The image of a city is to a large degree conveyed by the type, quality, and appearance of its residential developments. Bluffdale's housing mix is influenced by many factors, including market forces, the city's zoning and land use regulations, and existing land uses and transportation patterns.

As indicated in Chapter 1 (Land Use and Growth Management), Bluffdale anticipates a population that will grow from approximately 8,000 in 2014 to 40,000 in 2035. A primary challenge of this General Plan is to manage this growth in a way that protects the character of the City and the quality of life residents are accustomed to. The Future Land Use Map (Map 4), which projects the city's population distribution as it approaches build-out, identifies how the residential patterns of land use are anticipated to change:

- The land allocated for “**Very Low Density Residential**”, or development with one unit per acre or less, will **decrease by about 860.74 acres** from its current 63.69% to 45.87% of the future

Life-Cycle Housing Best Practices
Plan for housing suitable for different stages of life, including appropriate units for first-time buyers, singles, young couples, families with many children, and older homeowners, as well as opportunities for senior citizen housing and long-term care/assisted living facilities. Create opportunities for people to live and grow in the same community. This will enable young couples, families and the elderly to live near relatives. Children may grow up knowing people from different ages, walks of life and from different socioeconomic groups.

land base. Most of this decrease comes from added parks and open space, and from conversion of VLDR areas along Redwood Road to Commercial use.

- Much of the future population growth will be accommodated in the “**Mixed Use**” allocation (minimum of 5.5 dwelling units per acre), which will **increase by about 223 acres** from 7.51% to 10.68% of the land base.
- The “**Low Density Residential**” land use, which includes single-family detached development of less than an acre and above 10,000 square feet per unit, will **increase by about 34.12 acres** from the current 1.74% to 2.22% of the land base.
- “**Multi-Family Residential**”, which is allocated for high-density and typically attached housing such as apartments, condominiums, duplexes, townhomes, etc., will **increase by about 3.67 acres** from 0.57% to 0.62% of the land base.

Mixed-Use Housing Best Practices

Provide mixed use housing above or adjacent to retail to encourage human activity at night and on weekends, resulting in healthier commercial areas. When a diversity of users are present in a neighborhood, a wider variety of services can be supported.

Bluffdale’s ability to accommodate such a significant population increase with these relatively minor adjustments to future land use allocation reflects the community’s clear values. The City’s residents express consistent interest in maintaining a primarily residential character, and in accommodating increased housing diversity needs in areas where new development will occur.

Bluffdale’s housing mix is tied integrally to its economics, and influences what jobs and businesses can be attracted to the City. It is of the utmost importance to Bluffdale’s financial well-being that residential development in the community be of the highest quality. This can be achieved by requiring excellence in subdivision design and high quality home construction. The value of trees



Figure 2.1 Example residential development concepts selected by Bluffdale residents during the General Plan Kickoff Event. These represent potential options or ideas for Bluffdale in the future. Left to right: rural large lot development, traditional single-family neighborhood, high-end housing with detached accessory structures (e.g., barns, garages).

and other landscaping in residential developments cannot be overemphasized. After the initial stage of development, the proper maintenance of yards and structures should be emphasized in the City's residential standards and zoning codes.

Affordable Housing and Housing Diversity

The predominance of one-acre lots in Bluffdale has led to higher property values, and concerns about affordability and accessibility for young, aging, and low-to-moderate income groups. The City has increased the land allocated to multi-family residential uses in recent years, and the planned development and construction of apartment complexes, condominiums, and other more affordable housing types has become significant. The City's current inventory of affordable housing units is 531 units, or 25 percent of the total housing inventory.

Because most of the City's VLDR land is built out, a high percentage of future population growth will be accommodated in areas of new development, where much higher density is envisioned and a significant quantity of more affordable housing can be accommodated. The City's Mixed Use areas outline numerous goals that include higher densities and a more diverse integration of development features. These areas would allow a variety of residential product types, price points, and could include townhomes, apartments, condominiums, live/work units, and detached structures on smaller lots.

Encouraging a variety of housing options supports several important community functions. In coming years communities across the Wasatch Front will need to accommodate an aging and more culturally diverse population. A variety of housing types allows a community to meet the needs of all stages of the "lifecycle", which includes first homes, family homes, empty nests, and special needs housing. Moreover, Utah State Code (Section 10-9a-403) requires consideration of moderate-

income housing in the general plan, and charges cities to facilitate a "reasonable opportunity" for moderate income housing. The US Department of Housing and Urban Development (HUD) defines moderate income housing to include:

"Housing occupied or reserved for occupancy by households with a gross household income equal to or less than 80 percent of the median gross income for households of the same size in the county in which the City is located."

Blended Communities Best Practices

Housing development should seek to provide a variety of housing types that includes distinct architecture, density, scale and type, as well as different income levels of households within neighborhoods.

Design Guidelines Best Practices for Housing

Create a variation in housing mix (architectural styles, lot sizes and building types and sizes) in walkable communities. This creates greater visual interest along sidewalks for pedestrians. In contrast, streets lined with identical homes and blank garage doors make walking less appealing. In new residential areas, a mix of housing models and architectural treatments are recommended.

BLUFFDALE GENERAL PLAN

Area Median Income Levels

HUD's Area Median Income (AMI) and average household size data for Salt Lake County are used to determine moderate income thresholds for an average household. In 2014, the Salt Lake County AMI is \$70,300 and the average household size is 2.96 (rounded to 3.0 for analysis). This puts the moderate-income threshold at \$50,650 for the County. HUD's standard for housing affordability is that housing expenses are no higher than 30 percent of gross monthly income. This calculation of housing expenses includes mortgage/rent payment, utilities, and insurance.

Affordable housing at the moderate income threshold of \$50,650 is calculated in this way:

- \$50,650 annual income / 12 months = \$4220.83 monthly income
- \$4220.83 monthly income * 30 percent allocated for housing = \$1,266.25 per month
- \$1,266.25 housing expense minus an assumed average \$300 in non-rent expenses (e.g. utilities, taxes, insurance) = \$966.25.

Therefore, a family of three can afford a rent or mortgage payment of approximately \$966 per month. In terms of property rental, this translates simply. For the purpose of analyzing what this means in terms of home ownership, it is more complex. To calculate an affordable house price for the same family of three, the following calculations currently apply:



- Expendable mortgage income = \$966/month.
- Average interest rate of 4.5% on a 30-year loan.
- Assume a 10% down payment.

With a \$21,000 down payment, this family could afford a \$210,000 home (roughly \$190,000 financed). As interest rates increase from current historic lows, this equation will change significantly, and homes will become less affordable unless incomes rise.

Analysis of Affordability

Currently Bluffdale has 2,148 housing units. These consist of 1,796 single family units, 168 apartment units, and 184 condominiums. Table 1.2 below shows Bluffdale's distribution of single-family units by

Accessible Housing Best Practices

Construct housing with practical features that provide basic access and functionality for people of all ages and various mobility and ambulatory capabilities. Housing design should include options for current and future accessibility needs of family members and friends by utilizing the minimum requirements of the Fair Housing Act Design Manual. Encourage opportunities to include housing that is visitable by people of all levels of ability.

RESIDENTIAL DEVELOPMENT & HOUSING

home value, according to 2014 parcel data from the Salt Lake County Assessor’s Office. This parcel data indicates that 179 (approximately 10 percent) of Bluffdale’s single-family homes are valued at or below \$200,000 (the current approximate affordability threshold in Salt Lake County). The City also allows accessory apartments in single family homes in all residential zones, which further increases the affordable rental housing supply.

Market Price of Single Family Homes	Number of Homes
Less than \$50,000	34
\$50,000-\$100,000	31
\$100,000-\$150,000	50
\$150,000-\$200,000	64
\$200,000-\$250,000	100
\$250,000-\$300,000	341
\$300,000-\$350,000	413
\$350,000-\$400,000	361
\$400,000-\$450,000	190
\$450,000-\$500,000	77
\$500,000-\$550,000	40
\$550,000-\$600,000	25
\$600,000-\$650,000	18
\$650,000-\$700,000	15
\$700,000-\$750,000	8
More than \$750,000	26

TABLE 2.1: BLUFFDALE SINGLE FAMILY HOME VALUES

Source: 2014 SLCO Assessor Parcel Data

Bluffdale’s multi-family housing is presently concentrated at “The Bluffs” development, which includes 168 apartments and 184 condominiums and makes up 16 percent of the total number of housing units in the City. Assuming about \$300 per month in utility and other housing costs, rent rates should be \$966 or lower to be affordable. Apartments at The Bluffs range from \$750 to \$850 in rent per month. Condominiums are currently being sold with an average asking price slightly under \$190,000. Therefore all apartments and condominiums in Bluffdale currently meet the “affordability” threshold.

At present, Bluffdale is achieving and actively accommodating reasonable opportunity for moderate-income households to live in the City. Combining affordable multi- and single-family units brings the total affordable housing supply to 531 (about 25 percent). A new apartment development (Beacon Hills) is under construction and will add 168 units to the affordable supply. Moreover, as Independence and other east side developments are constructed, a significant addition to the inventory of affordable living units will be achieved. In the coming 10 years or so, Independence alone will add an estimated



Figure 2.2 Vintage on the Bluff Condominiums.



Figure 2.3 Townhomes in the Independence development.

3,600 dwelling units to the city, with over 400 townhome units, over 900 apartment units, and a denser and more affordable mix of single-family housing products overall. These additions will dramatically increase the percentage of affordable units in the city. Bluffdale City will routinely analyze its compliance with the State's requirements to plan for, protect, and accommodate a reasonable supply of moderate-income housing, as measured using the 80% AMI formula for affordability and a minimum 20% affordable supply target.

KEY VALUES AND CHARACTER PROTECTION

Bluffdale's unique character is a result of many factors, including its geographic location at the narrow neck between two urban counties, topography from the Jordan River bottom to the high bluff, and the predominance of residential housing. To protect and preserve existing subdivisions it is necessary to maintain the character of the housing stock. To protect the quality of life and unique character of established neighborhoods, Bluffdale's zoning ordinances and policies should carefully and comprehensively address this issue. Specific factors that are critical include: average front yard setbacks, maximum building heights, lot sizes for new subdivisions, maximum lot coverage, and accessory structures.

One of the most substantial changes to residential land use in the city will occur along Redwood Road, where a primarily residential use is expected to evolve toward a commercial and retail focus.

Housing Best Practices

Design communities in a manner that is conducive to walkable and transit-friendly neighborhoods, to reduce the demand for additional road capacity. Encourage greater choice in housing to reduce demand on infrastructure. Greater choice in housing would reduce land consumption and increase redevelopment, thus reducing demand for new sewer, water and transportation infrastructure significantly.

It is critical to create a transition zone between commercial and residential (R-1/43) areas here. As indicated in the Urban Design chapter, Bluffdale should protect the residential feel along this corridor, minimizing compatibility issues by encouraging development that supports residential character and use, and integrates appropriate signage and lighting.

GOALS, PRINCIPLES, AND BEST PRACTICES

RESIDENTIAL DEVELOPMENT GOAL 1: Provide for high quality, well planned, safe, and aesthetically pleasing residential development in the City.

- Residential Development Principle 1A: Implement residential development standards and policies that promote attractive and well planned residential subdivisions in areas where these developments have ready access to streets, infrastructure, and other municipal services.
- Residential Development Principle 1B: Implement effective code enforcement to eliminate nuisances and protect the aesthetics and property values of the City's residential areas.
- Residential Development Principle 1C: Facilitate diverse housing choices for a variety of needs and income levels. Encourage appropriate integration of a reasonable moderate income housing supply within the community.
- Residential Development Principle 1D: Encourage residential subdivision design that takes into account natural features and geologic and other hazards; that utilizes land efficiently; and that can be adequately, economically and conveniently served by public services.
- Residential Development Principle 1E: Require residential developers as allowed by law to provide adequate recreational and public facilities to meet the needs of the residents of new residential developments.
- Residential Development Principle 1F: Locate major highways, utility corridors, and other linear features so as to not divide or disrupt neighborhoods that are already here.
- Residential Development Principle 1G: Protect and enhance residential values and amenities from incompatible adjacent uses through the use of buffers, such as space, walls, solid fences, landscaping, and other methods.

Live-Work Units Best Practices

Zoning to accommodate a live-work unit must permit certain businesses to operate and, unlike zoning provisions for "home-occupations," must allow office use by non-resident employees and customers. While retailing typically is prohibited or limited, everything from professional services to small manufacturing can be home-based. The total non-residential work space in live-work units usually is limited to between a few hundred square feet and roughly 2,000 square feet.

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RESIDENTIAL DEVELOPMENT GOAL 2. Preserve and revitalize existing housing and neighborhoods when appropriate.

- Residential Development Principle 2A: Preserve and protect the quality and character of existing neighborhoods. Ensure the compatibility of infill development with the existing neighborhood.
- Residential Development Principle 2B: Ensure that home occupations and business activities in residential areas are compatible with residential uses and do not create nuisances.
- Residential Development Principle 2C: Require all home occupations to obtain permits and business licenses in compliance with zoning ordinances and on conditions that will protect the aesthetics and property values of residential areas.
- Residential Development Principle 2D: Enforce the terms and conditions of home occupation permits and licenses to protect residential areas.

IMPLEMENTATION AND PROJECTS

The following projects have been identified to assist in implementing key goals of the General Plan and this residential development and housing element. A detailed description of each of these projects, including the project's location, objectives, possible stakeholders, and timelines is included in Appendix A: General Plan Implementation Projects.

- No specific projects have been identified as necessary to promote the goals and principles of the General Plan's Residential Development and Housing element.

CHAPTER 3.

COMMERCIAL & ECONOMIC DEVELOPMENT

VISION: Promote a future that builds the community’s unique character while supporting a variety of local economic opportunities and choices and safeguarding low residential tax rates.

PRESENT AND FUTURE CONDITIONS

Bluffdale is a well-managed small city with low taxes; a city that provides mostly basic services, but cost-effectively; and an upper-income residential community that is doing well. The City’s top five sources of revenue in the 2012 budget constituted about 70 percent of the budget. These included Sales and Use Tax (22.64%), Property Tax (18.75%), Franchise Tax (11.32%), Garbage Collection (10.65%), and Building Permits (5.99%). Within Bluffdale’s largest revenue category (sales tax), about 70 percent comes as a population-based distribution that is an effective subsidy from the sales tax income of other cities.

Generally speaking, residents have grown accustomed to living in Bluffdale and driving to neighboring communities to work, dine, shop, and spend money. Until recently, the City hasn’t had the population density to support significant retail or commercial growth or investment. As a result, Bluffdale has maintained a land base containing mostly single-family neighborhoods developed at a one-dwelling-unit-per-acre density. This prioritization of residential land use, along with the high property values in the city, has provided a stable baseline of property tax revenue that is resilient to changes in the broader economy.

Location	Population	Office SF	OSF/ Resident	Retail SF	RSF/Resident
Salt Lake County	1,064,000	32,457,000	30.50	38,852,000	36.52
Utah County	541,000	10,046,000	18.57	13,608,000	25.15
Davis County	316,000	2,614,000	8.27	8,176,000	25.87
Weber County	237,000	2,067,000	8.72	5,961,000	25.15
Bluffdale (current)	8,000	121,273	15.16	2,394	0.30

TABLE 3.1: POPULATION & OFFICE/RETAIL SPACE

Source: Davis, Weber, Utah, and Salt Lake Counties

BLUFFDALE GENERAL PLAN

Bluffdale’s Capital Facilities Plan projects a build out population of approximately 40,000 which will be largely realized within 15 years (Year 2039). Table 3.1 on the previous page shows the average amounts of office and retail space in Wasatch Front Counties, and also the current inventories in Bluffdale.

As Bluffdale grows into this future, it will become increasingly important and beneficial to expand and diversify its tax base, reduce sales tax leakage to other communities, and create local job opportunities, all of which can enhance the quality of life for citizens. Bluffdale’s demographics are excellent for economic development, with a median household income of \$80,559 and a growth rate of 3.4% annually. Within the 10-minute market area around the City’s center, young families predominate (median age is 28.6 years), and 63.6% of the workforce is employed in white collar jobs. Moreover, Bluffdale is located central to the rapid growth occurring in the southern portion of Salt Lake County and the northern portion of Utah County. Because of this, an estimated 200,000 potential customers/employees drive by daily, and about 82,000 households with median income of almost \$70,000 are within a 15-minute drive.

The need and demand for appropriate commercial and retail establishments is now coming into focus. The 2013 Economic Development Strategic Plan (Appendix D) indicates that the current population would support a convenience store, full service restaurant, clothing store, sporting goods store, and two additional small retail establishments that do not exist in the City. It also indicates that the current population may support a small neighborhood grocery store, but targets 7,400 households as the appropriate population mass to support a 50,000 square foot “neighborhood-sized” store.

Bluffdale’s projected growth will create the demand for a number of goods and services that are not currently available in or supplied by establishments in the City. A demand for substantial retail development will result. In 2007 (the last date the US Census made the calculation), Utah’s average per capita retail spending was \$13,730 per year. Given current averages, Bluffdale residents will spend about \$549 million (in 2007 dollars) on retail purchases. In the United States, the 2012 average retail space per capita is approximately 23.1 square feet per person, and in Wasatch Front Counties a consistent average of 25 square feet per person occurs. Given an assumption of demand for 25 square feet per capita, Bluffdale would need an inventory of approximately 1,000,000 feet of retail (only 2,394 feet currently exist). Increased demand for office space would be expected to follow suit; given a low-end demand of 10 square feet per capita, approximately 400,000 feet of office space would be needed at build

out (approximately 121,000 feet currently exist, excluding office/warehouse). Table 3.2 identifies projected inventory demands by decade and at build-out.

Year	Population	Office Space Demand	Retail Space Demand
2010	7,598	75,980	189,950
2020	12,792	127,920	319,800
2030	29,359	293,590	733,975
2040	39,454	394,540	986,350
2045	39,996	399,960	999,900

TABLE 3.2: PROJECTED RETAIL & OFFICE SPACE DEMAND

Source: CFP (Appendix C) Population Projections

COMMERCIAL & ECONOMIC DEVELOPMENT

While Bluffdale's traditional revenue stream has been sufficient to support city services historically, it is important to note that the City has consciously maintained a minimalistic approach to provision of government services. Bluffdale does not provide some of the amenities that other cities provide, which has allowed the tax rates to stay relatively low. As population increases occur, the need to fund capital improvements and provide services for a much larger population will occur. Bluffdale City anticipates needing to expand the services it provides. In this context, a number of challenges are clear. Bluffdale needs to execute a range of economic development strategies that attract significant employment opportunities and appropriate retail establishments.

KEY VALUES AND CHARACTER PROTECTION

Bluffdale's population has doubled in the last decade without any notable increase in the City's job market or retail opportunities. During this same period, the City's commerce needs and opportunities have changed, and residents are relying on other communities for government services and private amenities. Bluffdale wants to transition toward greater self-sufficiency and attract commercial, retail, and service establishments without upsetting the primarily residential character of the city.

Bluffdale can address its desires and needs for commercial growth and economic development while respecting and protecting the City's overall residential character and values. This will be accomplished through implementation of planning strategies that focus on careful location of commercial development, appropriate transportation design to manage commercial traffic, and commercial design standards that ensure visual compatibility and quality. Commercial development will be strictly limited to the five commercial nodes defined in the 2013 Strategic Plan (Appendix D). These include:

1. Bangerter Highway (SR 154) and Redwood Road (Gateway)
2. 2700 West and Bangerter Highway (Gateway)
3. 14600 South between 1000 West and I-15
4. The "City Center" – Redwood Road Corridor at approximately 14400 South
5. Porter Rockwell Boulevard and Camp Williams Road (Gateway)

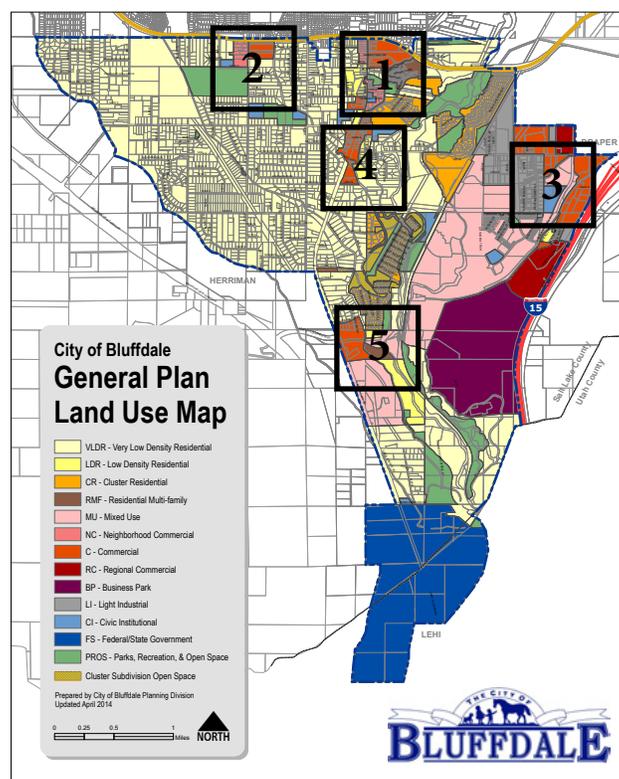


Figure 3.1. Locations of Bluffdale's five primary commercial nodes. Source: 2013 Strategic Plan (Appendix D)

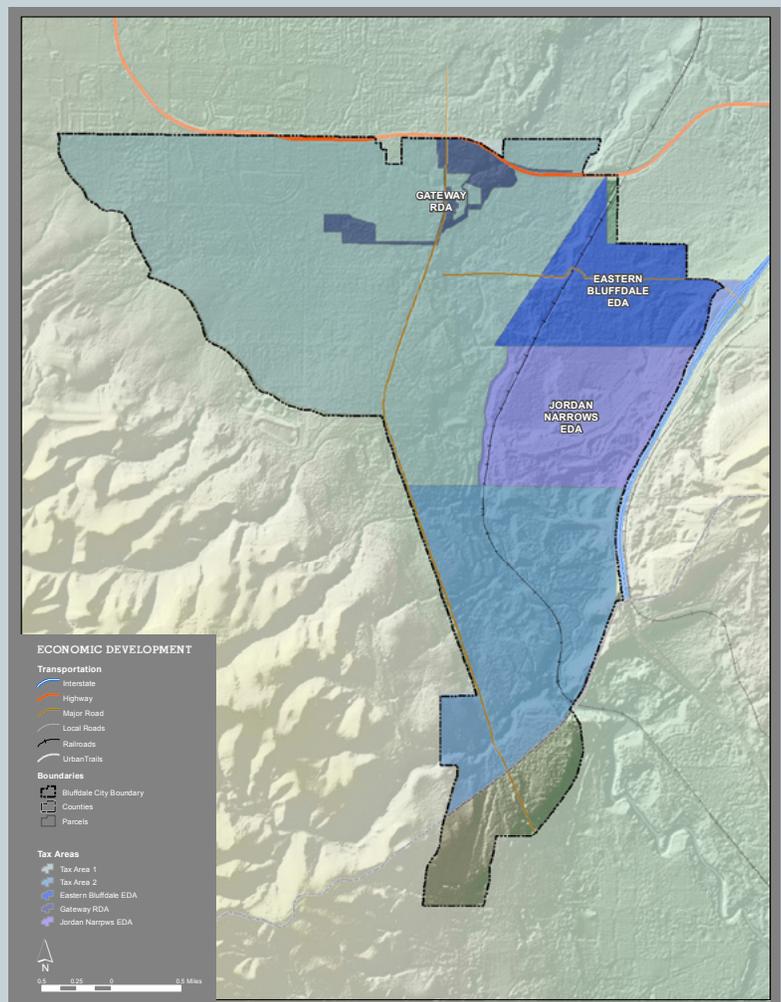
COMMERCIAL & ECONOMIC DEVELOPMENT

Redevelopment, Economic Development, and Community Development Areas

A **Redevelopment Area (RDA)** is also known as an “Urban Renewal Area.” RDAs are established to fight blight and to initiate or intensify development of a blighted or underused area. RDAs have limited use of eminent domain, and oversight through a taxing entity committee. Development of an RDA requires specific planning, analysis, and reporting, and uses tax increments and incentives to encourage redevelopment in pursuit of defined public benefits. RDA development areas require 20 percent allocation for affordable housing, and typically require a minimum of 4 months to establish.

An **Economic Development Area (EDA)** has the primary purpose of job creation. The EDA does not provide the power of eminent domain to the City. EDA projects do not have to conform to any blight requirement, unlike RDA projects. But they do require many of the same planning, analysis, and reporting details. The EDA is administered by an eight-member voting approval board, which includes representatives from the City, school board, county, state school board, and a person representing all other taxing entities. Any EDA incentive project must be approved by six of the eight committee members. EDA development areas require 20 percent allocation for affordable housing, and financial aid to retail establishments is not allowed as an incentive or tool. An EDA takes a minimum of 2.5 months to establish.

A **Community Development Area (CDA)** is established for the purpose of creating a public benefit through community development. The CDA does not provide the power of eminent domain to the City. CDAs also do not have to conform to the RDA blight requirement, nor do they require the formation of an eight-member committee like EDAs. CDAs must obtain an opt-in from any taxing entities affected by the redevelopment project, and as such, taxing entities (e.g., school districts) have a choice as to whether they will participate in the CDA project or not. CDAs allow the city to pass sales tax revenue to the development agency without the redevelopment study otherwise required by Utah Code 10-8-2. Within a CDA project, the tax increment and period granted are all negotiable. A CDA also takes a minimum of 2.5 months to establish.



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- **Commercial Development Principle 1C:** Plan for multi-modal accessibility to commercial nodes from various locations in the City.
- **Commercial Development Principle 1D:** Ensure commercial and industrial development uniformly follows community design standards and the goals and principles of the General Plan, such as architectural, site planning, landscaping, signage, and other standards.

ECONOMIC DEVELOPMENT GOAL 1: Formalize and fund economic development functions in the City.

- **Economic Development Principle 1A:** Explore the value of a Economic Development Advisory Committee; ensure the Board has citizen positions and represents a cross section of interests.
- **Economic Development Principle 1B:** Develop city staff roles and resources to coordinate community needs and opportunities with economic development organizations and development interests.
- **Economic Development Principle 1C:** Consider opportunities to create new tax increment districts to facilitate growth and respond to market shifts.
- **Economic Development Principle 1D:** Prepare literature and electronic tools to promote and market Bluffdale to target industries. Carefully detail key demographics, benefits, and infrastructure amenities, and emphasize Bluffdale's unique quality of life.

ECONOMIC DEVELOPMENT GOAL 2: Promote an excellent commerce environment through business-friendly and streamlined city interactions.

- **Economic Development Principle 2A:** Expedite permitting processes and evaluate current regulations for negative impacts, including evaluating the appropriate Land Use Authority for certain development types and staffing appropriately for development review.



Figure 3.3. Example commercial and economic development concepts from other communities, selected by Bluffdale residents during the General Plan Kickoff Event. These represent potential options or ideas for Bluffdale in the future. Top to bottom: walkable retail area with restaurants, retail center, and well-designed convenience/fast food.

COMMERCIAL & ECONOMIC DEVELOPMENT

- **Economic Development Principle 2B:** Develop and implement opportunities to streamline business licensing and planning approval processes for businesses that are in or considering locating in Bluffdale.
- **Economic Development Principle 2C:** Provide zoned and infrastructure-serviced land for retail centers, business parks, and light industry.

ECONOMIC DEVELOPMENT GOAL 3: Develop, enhance, and protect Bluffdale's aesthetics to maintain a positive public image.

- **Economic Development Principle 3A:** Encourage and sustain general, citywide efforts toward beautification, landscaping, and related streetscape improvements.
- **Economic Development Principle 3B:** Create and maintain commercial and industrial zoning standards that protect and promote the quality of life in Bluffdale.
- **Economic Development Principle 3C:** Proactively enforce existing ordinances that require maintenance of commercial and industrial properties, and that discourage open storage within Bluffdale.
- **Economic Development Principle 3D:** Work with UDOT to encourage specific improvements, both functional and aesthetic, to the Redwood/Camp Williams and Porter Rockwell corridors.

ECONOMIC DEVELOPMENT GOAL 4: Protect and expand amenities and programmed events in Bluffdale that promote and enhance quality of life.

- **Economic Development Principle 4A:** Ensure development of appropriate quantities of parks and recreation facilities to accommodate the needs and demands of the population. Specifically investigate the feasibility of a community recreation center and consider in the context of a future town center. (Also see City Facilities Principle 1D)
- **Economic Development Principle 4B:** Support connection and establishment of local and regional trails amenities, as identified in a future Parks master plan. (Also see Parks Principle 1A)
- **Economic Development Principle 4C:** Encourage development of recreational programs supporting youth and team sports that meets the needs of the community.
- **Economic Development Principle 4D:** Support organizations that strengthen public activities, business, and social networks. Support a greater number of programmed events, such as Old West Days, fairs, festivals, markets, and performing arts events in the City.

ECONOMIC DEVELOPMENT GOAL 5: Improve, diversify, and increase Bluffdale's tax base.

- **Economic Development Principle 5A:** Use revenue growth from economic development activities to mitigate residential property tax increases that may be required to offset increased levels of services costs.

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- **Economic Development Principle 5B:** Attract sustainable retail businesses that provide community supported services while decreasing retail leakage to neighboring communities.
- **Economic Development Principle 5C:** Encourage economic diversification opportunities in advanced materials and manufacturing, health care and life sciences, logistics and trade, and information services.

ECONOMIC DEVELOPMENT GOAL 6: Actively seek and attract high-paying jobs and diverse employment options in the community.

- **Economic Development Principle 6A:** Encourage regional economic development and redevelopment which is dedicated to recruiting and attracting a balanced mix of professional, energy, light industrial, recreational, and retail jobs.
- **Economic Development Principle 6B:** Increase vocational, technological, recreational and entrepreneurial employment opportunities consistent with State of Utah Cluster Initiatives and structural changes occurring in the national economy.

ECONOMIC DEVELOPMENT GOAL 7: Integrate economic and commercial development efforts with major transportation infrastructure projects.

- **Economic Development Principle 7A:** Increase transportation infrastructure capacity to support existing and new development; carefully coordinate economic development and capital improvements programming.
- **Economic Development Principle 7B:** Ensure long-term economic development targets leverage future regional transportation amenities like Porter Rockwell Boulevard and future transit areas.
- **Economic Development Principle 7C:** Actively promote expansion of public transit facilities and amenities servicing commercial nodes in Bluffdale.

IMPLEMENTATION AND PROJECTS

The following projects have been identified to assist in implementing key goals of the General Plan and this commercial and economic development element. A detailed description of each of these projects, including the project's location, objectives, possible stakeholders, and timelines is included in Appendix A: General Plan Implementation Projects.

- Project 1: Develop electronic and printed economic development promotion materials. (2015)
- Project 2: The Bangerter Highway/Redwood Road Gateway node. (2015)
- Project 3: The 14600 S corridor between 1000 W and I-15. (2015)
- Project 4: The 2700 West/Bangerter Highway node. (2015)
- Project 5: The City Center corridor. (2016)
- Project 6: The PRB and Camp Williams Gateway node. (2016)
- Project 7: Create economic development financial tools. (2015-2020)

CHAPTER 4.

TRANSPORTATION & MOBILITY

VISION: To plan and develop a transportation system that allows safe, efficient land access and accommodates the mobility desires and needs of the city without disrupting neighborhood functions.

PRESENT AND FUTURE CONDITIONS

Background

Land use and transportation are inextricably linked because land cannot be developed without access to adequate transportation facilities. Also, the need for transportation does not occur unless land is developed with uses that generate travel demands. At the same time, investments in transportation often stimulate growth and changes in land use.

Bluffdale has been growing quite rapidly over the past ten years. It is, therefore, very important that plans for transportation facilities, including higher capacity roadways, be made so that there can be orderly growth and an appropriate spatial distribution of various land uses.

Bluffdale has the rudiments of a grid street system, with local streets (many of which are curvilinear) serving residential and other development and tying into, or connecting with, the grid system at various points. The existing street system is made up of collectors and arterials, and is most prominently developed west of the Jordan River. All arterials roads, except for Porter Rockwell Boulevard are State-owned. Redwood Road-Camp Williams Road is a major arterial (5 lanes and 2 shoulders) that splits the City in two (west and east of Redwood Road). Redwood Road has only one signal light at 14400 South that allows safe east-west traffic movement. The State (Utah Department of Transportation



Figure 4.1 Heavily traveled vehicle and bike route in Bluffdale.

–UDOT) has a proposed agreement with the City for location of future traffic lights. Few connecting roads serve the area east of the Jordan River, although new developments are underway, and are creating a new road network. These are primarily 14600 South, Porter Rockwell Blvd, Heritage Crest Way east, and Pony Express Road (I-15 Frontage Road). Generally, the grid system of streets in Bluffdale is only partially developed due to lack of demand and the numerous canals and utilities, and the railroad that traverses the area. The canals and utilities present barriers to transportation that are expensive to overcome. The north-south oriented streets of the grid essentially have a spacing of one-half mile, whereas the east-west oriented streets have a spacing of about three quarters of a mile.

The City has direct freeway access to I-15 via the 14600 South Interchange and indirect access via Bangerter Highway. The I-15 freeway and Pony Express Road are State facilities, but Pony Express Road is maintained by the city. Interstate 15 in the area of the 14600 South Interchange had an average daily traffic (ADT) load in 1991 of 56,000, and 123,000 in 2006. Access to Bangerter Highway is accommodated on the northern boundary of the City at Redwood Road (where a new-grade separated interchange is planned for 2015) and 2700 West. Map 6 shows Bluffdale's street network.

Street Functional Classification

The largest traffic volume streets in Bluffdale are Bangerter Highway, Redwood Road/Camp Williams Road, and 14600 South (all State facilities). Bangerter Highway, on the City's north boundary (extending east-west) is a freeway and Redwood/Camp Williams Road (north-south direction) is an Arterial. Street classifications are on the right side of this page. 14600 South is a collector with one travel lane in each direction. The City's streets have right-of-way ranging between 50 and 110 feet. Shoulders are usually found on each side of the travel lanes, and curbs, gutters and sidewalks are present where development has occurred, and along a significant portion of Redwood/Camp Williams Road. In 1991, the busiest sections of these highways had average daily trips (ADT) as follows: Redwood Road, 3,360; Camp Williams Highway, 2,260; and 14600 South, 1,455. In 2012, the busiest sections of Redwood Road had 27,220 ADT, Camp Williams Road had 21,555 ADT, and 14600 South had 3,815 ADT.

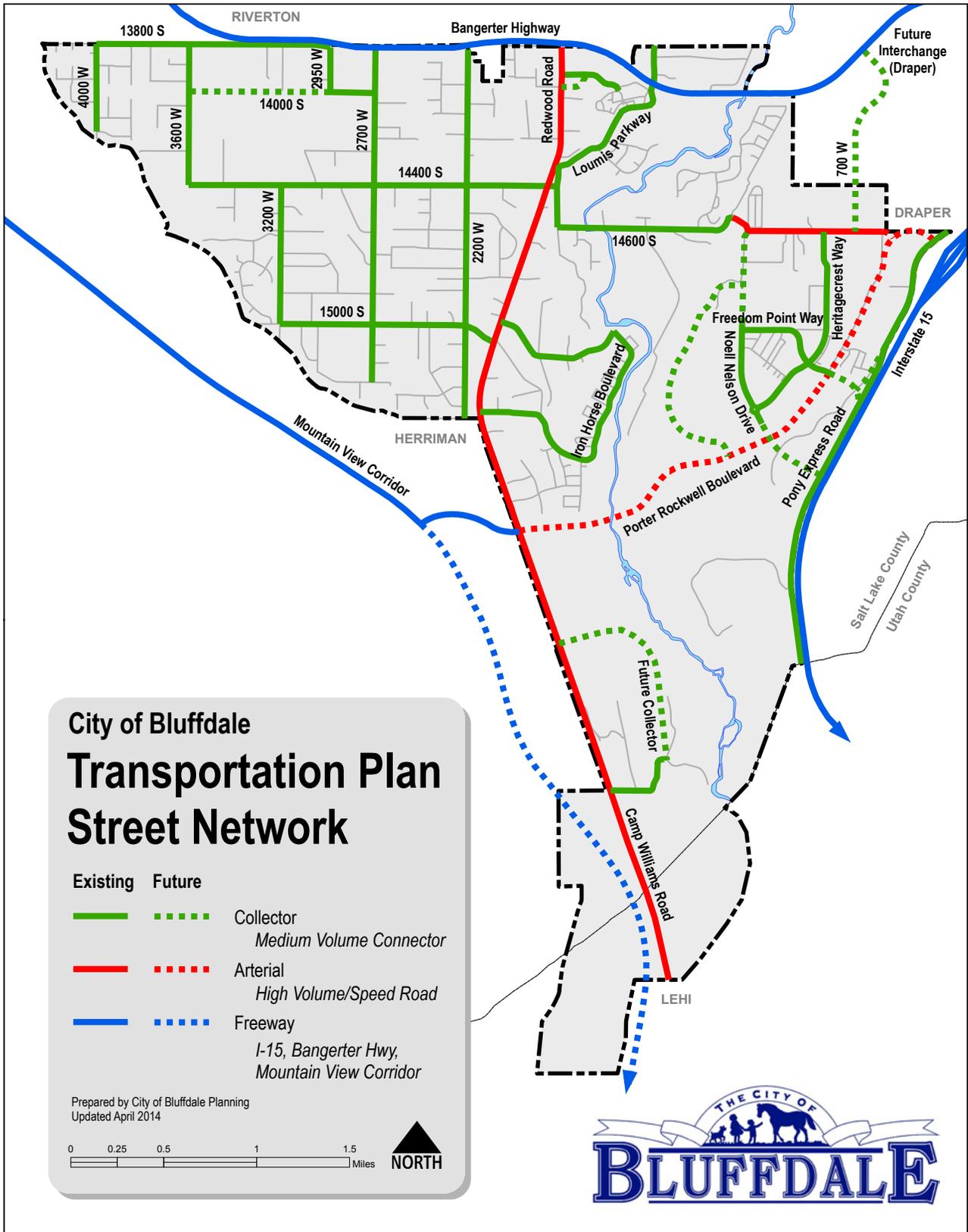
Arterials or collector roads are generally considered as main feeder streets; have traffic signals where needed; stop signs on side streets; and they occasionally form boundaries between neighborhoods.

Street Classifications

A street hierarchy plan identifies street classifications that determine the levels of traffic demand, carrying capacity, and land access for each street in a community.

- **Arterial streets** serve as major centers of activity; they carry the majority of trips, are typically related to longer trips, and carry the highest traffic volume.
- **Collector streets** conduct traffic from neighborhood local streets to other neighborhoods or to arterials. They facilitate both movement and property access, which requires a balance determined by the type of adjacent land uses and other factors.
- **Local streets** primarily provide property access, rather than mobility throughout the city. Local streets are narrower, have slower speeds and low traffic volumes, and are typically built with development.

MAP 6. STREET NETWORK



BLUFFDALE GENERAL PLAN

Generally, the right-of-way for arterial streets is 80 feet with 60 feet of pavement, with a recommended spacing of every three-quarters to one mile. At present, Porter Rockwell Blvd is the City's only planned Arterial.

Collector streets are generally considered as main interior streets, with stop signs on side streets, and have a spacing of one-quarter to one-half mile and a right-of-way width of 60-66 feet. Both the north-south and east-west collectors in Bluffdale are intermittently developed or improved, and in some places the improved sections are only one-half to three-quarters of a mile long. North-south collectors include 1300 West, 2200 West, 2700 West, Pony Express (Frontage Road), 14600 South (SR140) between Redwood Road and Pony Express, and 3600 West. 3200 West is being developed as a non-standard collector with a right-of-way of varying widths. East-west collectors include: 13800 South (shared with the City of Riverton north of Bluffdale); 14400 South; and 15000 South. Traffic on 2700 West in 1991 amounted to 3,300 ADT, but by 2012 had increased to 4,580.

The local streets have the lowest traffic volumes. These streets are the direct conduits by which land uses are served and provide direct access to abutting land. Generally, they are local service streets, are not conducive to through traffic. These occur every block or less, have a 50-55 foot width of right-of-way, and have a pavement width ranging between 25 and 35 feet.

Transportation Needs

Much of the original residential development in Bluffdale occurred when the City was still unincorporated and under the jurisdiction of Salt Lake County. At that time, development occurred without much local transportation planning. Many homes were built (and in some cases continue to be built) in areas outside of planned (multi-lot) subdivisions. Standard subdivision improvements, such as paved streets, curbs, gutters and sidewalks, were not always provided. Certain residential areas of the City, particularly in the "original block" of Bluffdale (bounded by 13800 South, 2200 West, 14400 South and 1690 West) are presently being served by private, substandard, unimproved gravel roads referred to by many of the residents as the "lanes." These streets have substandard widths (surface and right-of-way), many are not paved, do not have storm drainage systems, and generally do not interconnect with other streets. At some locations, many dead end streets exist.

These substandard streets or lanes have made it difficult for the City to provide the municipal services that require large vehicles. More specifically, because of the difficulty of negotiating fire equipment on these roads and providing adequate fire protection for the residents, the City currently has a policy limiting new development on properties served by these lanes.

Currently, most of the existing streets can handle the daily peak hour traffic demands. However, there are several locations where traffic safety is a problem. One location is on 14600 South at the railroad overpass (Figure 4.2). The travel lanes are substandard in width and geometric design (substandard turning radius). The structure itself is so narrow that two vehicles in the opposing lanes cannot pass through at the same time. Large, tall trucks are unable to drive through the railroad overpass. Cars are required to stop and take a turn going across. The reconstruction of the railroad bridge on a new alignment of 14600 South is considered to be an important goal for Bluffdale's transportation system, but only after Porter Rockwell Blvd is completed from I-15 to Camp Williams Road.

The Bluffdale street system is underdeveloped. As was mentioned previously, the collector road grid is incomplete, with several roads with gaps, dead ends and/or sections of unimproved gravel surfaces. As development takes place, many of the needed road improvements will be constructed. However, there are other road improvements that development will not partially or wholly pay for, and these will be the City's responsibility to fund. As the community grows, there will be demand on the City's resources to provide increased road capacity and maintain and repair deteriorated roads.



Figure 4.2 14600 South at the railroad overpass.

Transportation Planning Considerations

The Wasatch Front Regional Council (WFRC) is responsible for the Salt Lake area's transportation planning of major transportation facilities within the Wasatch Front. WFRC has identified several new major transportation facilities that could affect the City of Bluffdale's future highway system and development patterns. As a result of analyzing Salt Lake County's growth trends and projections, transportation planners have determined that the western and southwestern portions of the Salt Lake Valley need a major arterial freeway to serve future travel demands. This freeway is the Mountain View Corridor. WFRC also plans to convert the portion of Bangerter Highway that passes through Bluffdale to a freeway-to-freeway connection to I-15. Bluffdale will be affected by these freeway facilities inasmuch as they traverse or pass by the City, and could tie into certain portions of the local street system.

The Bangerter Highway (which is a 6 lane limited access highway, with 150 feet of right-of-way)

provides an east-west linkage to I-15. The Bangerter Highway passes through the northern part of Bluffdale City and has intersections at 2700 West and at Redwood Road. To accommodate traffic flow between the Mountain View Corridor and I-15, the WFRC Regional Transportation Plan (RTP) indicates that the intersections at 2700 West/Bangerter Highway and Redwood Road/Bangerter Highway are to be improved as grade-separated interchanges with the Redwood Road interchange scheduled to be completed by 2015.



Figure 4.3 Mountainview Corridor/PRB Connection at Camp Williams Road.

BLUFFDALE GENERAL PLAN

The Mountain View Corridor is a freeway that extends north-south on the west side of Bluffdale. MVC ends at Porter Rockwell Boulevard (14600 S in Herriman). The MVC is planned to extend into Utah county in the next 20 years. The Bangerter Highway and Mountain View Corridor are UDOT facilities.

A third highway, Porter Rockwell Boulevard, is a planned arterial, portions of which have been built, are under construction, or in design. It will run northeasterly from an existing intersection with the Mountain View Corridor at approximately 15400 South and connect to the I-15/14600 South interchange. The current interchange at 14600 S is approaching capacity, and may also be re-constructed in the future. Porter Rockwell Boulevard may be within UDOT's jurisdiction as a State Highway in the future. However, Bluffdale is providing planning and design input with respect to corridor location, alignments, designs and access as these projects are planned and developed further.



Figure 4.4 14600 South and Porter Rockwell Boulevard.

Collectors usually have right-of-way (ROW) width of 66 feet, but in some instances (such as 2700 West) the ROW can be wider, depending on the travel demand. Local streets have ROW widths of 50-55 feet. The City should plan for the future development of collector roads, as shown in the Street Network Map (Map 6 p.45). There will likely be a shared responsibility with developers for these roads as far as funding is concerned. Local roads should be the responsibility of developers, but the City should approve street locations, block layouts, designs and construction standards.

KEY VALUES AND CHARACTER PROTECTION

In the past decade, the City's transportation system has evolved with the completion of Bangerter Highway, the Mountain View Corridor, Camp Williams Road reconstruction, and other significant projects. Several other prominent projects that will significantly alter traffic patterns in the City are queued in regional and local planning, including the Porter Rockwell Boulevard and various interchange/intersection improvements.

As these changes take place and the transportation system is constructed, Bluffdale Residents have pointed out several key values to observe. To ensure preservation of desired character in the City, a specific effort should be made to ensure that interior local roads (e.g., 15000, 14400 and 13800 south and 4000 west) end before the canal on the western boundary of the city, and are not bringing traffic from other communities. In support of the same general goal, the railroad overpass on 14600 S should not be widened to accommodate 2-way traffic until after completion of Porter Rockwell Boulevard. Residents indicate these measures would protect important neighborhood functions and character over the long-term.



Figure 4.5 Porter Rockwell Boulevard.

Residents also emphasize the critical importance of addressing reconstruction of the 14600 South and I-15 interchange immediately. As the Independence development is constructed and the Porter Rockwell Boulevard begins routing traffic from Camp Williams Road to I-15, the already-stressed intersection will not be able to function and service local needs and demands. There is a possibility for significant safety issues and undesirable spillover into neighborhoods as travelers and commuters look for alternatives to a properly functioning interchange, and school buses may use long routing to avoid both traffic queues and the railroad overpass.

Finally, residents express strong values supporting multi-modal transportation opportunities, such as improved bus service and light rail or commuter rail stops (if possible). A strong common value and opportunity that would help preserve character is development of better active transportation facilities such as high quality pedestrian and bicycle infrastructure. The city generally lacks consistent routes, lanes, sidewalks, and facilities that support active modes of transportation.

Opportunities to protect Bluffdale's key values and character related to transportation are shown on the Transportation Improvements Map (Map 7, Next page).

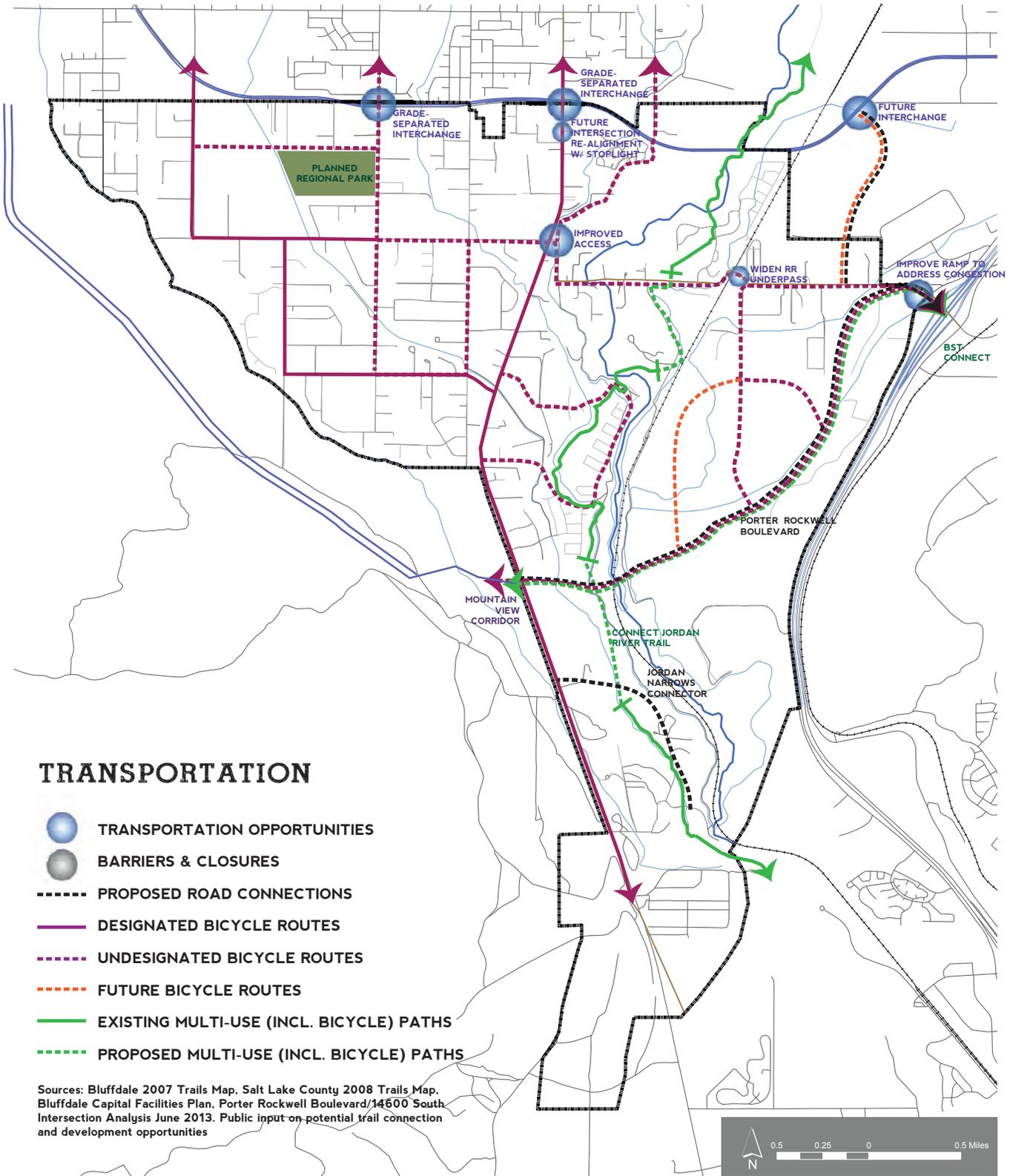
GOALS, PRINCIPLES, AND BEST PRACTICES

TRANSPORTATION GOAL 1: *To provide good and efficient automobile transportation access to all areas of the City where needed, and to make provisions for interfacing local transportation facilities with valley-wide or regional transportation systems.*

- **Transportation Principle 1A:** Use and regularly update the Capital Facilities Plan as a comprehensive inventory of improvement needs for future transportation facilities in the City.
- **Transportation Principle 1B:** Set and annually assess city-wide priorities for transportation improvements.

BLUFFDALE GENERAL PLAN

MAP 7. TRANSPORTATION IMPROVEMENTS AND OPPORTUNITIES



- **Transportation Principle 1C:** Make provisions to accommodate and integrate Bangerter Highway, Mountain View Corridor, Camp Williams Road, and Porter Rockwell Boulevard into the existing and planned highway facilities in the City. Emphasize and encourage ways these facilities can benefit the City's residential and commercial development patterns.
- **Transportation Principle 1D:** Establish and promote policies that will identify upgrades necessary for existing substandard roadways and that ensure all streets and private accesses are upgraded to meet development and safety standards when street improvements are programmed.
- **Transportation Principle 1E:** Provide sidewalks along all non-rural streets in the City. Provide crosswalks at locations established by demand and safety with particular attention near schools.
- **Transportation Principle 1F:** Develop a hierarchy or functional classification of streets for the City, which includes arterial and collector streets for traffic desiring to use I-15, Mountain View Corridor, Bangerter Highway, Porter Rockwell Boulevard, Redwood Road and other major streets.
- **Transportation Principle 1G:** After completion of Porter Rockwell Boulevard, encourage UDOT to take action to correct the safety and other deficiencies at the railroad overpass on 14600 South by widening the bridge to two lanes and bringing the bridge height to current standards. Coordinate and cooperate with UDOT, UP, and UTA in the design and construction of the railroad bridge.
- **Transportation Principle 1H:** West of the railroad tracks, 14600 South should be designed and constructed as a collector serving primarily the property that abuts it and the contributing roads (Spring View Parkway, 1300 West, 1515 West, 1630 West, and 1690 West). Make 14600 South (S.R. 140) a major arterial east of the railroad tracks by preserving a right-of-way of at least 100 feet wide and providing two travel lanes in each direction with a center turning lane.
- **Transportation Principle 1I:** Direct traffic to collector and arterial roads to reduce traffic impacts on local neighborhood streets. Maintain local street termini at the canal dividing Bluffdale City and Herriman City.

Best Practices: Traffic Calming in Neighborhoods

Many types of traffic calming can be used to slow driving speeds through neighborhoods. All rely on what is called either "vertical deflection" (e.g., speed bumps deflect cars vertically) or "horizontal deflection" (e.g., an island to requires cars to move left or right as they travel through). Options also include landscaped medians, street narrowing, striping for bike lanes and parking, changes in pavement color and materials, traffic circles, and other measures.

BLUFFDALE GENERAL PLAN

TRANSPORTATION GOAL 2: *To provide for the existing and future needs of the City's transportation system by planning for anticipated transportation demand.*

- **Transportation Principle 2A:** Incorporate transportation planning as an integral part of the land use planning process by updating the Transportation Master Plan every five years and the Capital Facilities Plan (CFP) annually, and by identifying or providing funding for projects as planned in the CFP.
- **Transportation Principle 2B:** Identify and preserve major roadways and highway rights-of-way to meet future transportation demands in the City through corridor preservation efforts and agreements.
- **Transportation Principle 2C:** Discourage direct land and residential access to collector and arterial streets in the City, and require new development to comply with established transportation principles and guidelines presented in the MUTCD, HCM, or AASHTO "green book" that may include: access management, roadway and intersection level of service, sight-distance, signing and striping, and other transportation elements.
- **Transportation Principle 2D:** Maintain close cooperation on transportation planning with the Wasatch Front Regional Council, UDOT, and UTA. Complete Redwood/Camp Williams Road corridor access agreement with UDOT.
- **Transportation Principle 2E:** Require all new and existing streets being dedicated to the City to meet the required engineering and construction specifications per adopted city code or standards.

TRANSPORTATION GOAL 3: *To work toward the establishment and development of alternative transportation modes serving the City.*

- **Transportation Principle 3A:** Work with UTA to plan, establish, and improve bus service within the City to accommodate growing demand.
- **Transportation Principle 3B:** Encourage commuters in the City to carpool and vanpool whenever possible by working with UTA and UDOT to identify locations for park-n-ride lots and encouraging carpool and vanpool programs.
- **Transportation Principle 3C:** Provide suitable road and highway connections to allow multi-modal transportation access (e.g., automobile, bicycle, pedestrian).
- **Transportation Principle 3D:** Identify areas along bus corridors that would require new development to accommodate bus stops.



Figure 4.6 Bike lane in Bluffdale.

TRANSPORTATION GOAL 4: *To provide for the travel needs of pedestrians, equestrians and bicyclists by planning and establishing a network of facilities throughout the City.*

- **Transportation Principle 4A:** Establish facilities for pedestrians, equestrians and bicyclists that will connect activity centers, such as parks, schools, churches, public buildings, open space, and other recreational areas.
- **Transportation Principle 4B:** Develop a detailed active transportation plan that identifies and maps the needs for new pedestrian facilities (sidewalks and paths) to ensure safety of pedestrians. Also map all proposed bicycle routes using national bicycle standards such as: Class I-bike route; Class II-bike lane, Class III- bike/recreational path.
- **Transportation Principle 4C:** Preserve corridors, as appropriate, to develop urban and equestrian trail systems.
- **Transportation Principle 4D:** Design City rights-of-way so that they can accommodate pedestrians and bicyclists. As each road project is proposed, designed, and undertaken each year, review the transportation plan to ensure all planned modes have been considered and accommodated within the project.
- **Transportation Principle 4E:** Provide for appropriate pedestrian and bicycle mobility (e.g., sidewalks, bicycle lanes, paths) in all new subdivisions.



Figure 4.7. Example cross-section of a street that incorporates a range of transportation modes.

IMPLEMENTATION AND PROJECTS

The following projects have been identified to assist in implementing key goals of the General Plan and this transportation element. A detailed description of each of these projects, including the project's location, objectives, possible stakeholders, and timelines is included in Appendix A: General Plan Implementation Projects.

- Project 1: 14600 South and I-15 Interchange. (2014-2016)
- Project 2: Porter Rockwell Boulevard. (2014-2018)
- Project 3: Bangerter/Redwood Interchange. (2014)
- Project 4: Mountainview Corridor Interchange. (2017-2018)
- Project 5: 14600 South upgrades both east and west of the Railroad Trestle. (2016-2018)
- Project 6: Develop Active Transportation Plan and Associated Facilities. (2015)
- Project 7: Multimodal Transportation Coordination. (2014-2020)

CHAPTER 5.

PARKS, TRAILS & OPEN SPACE

VISION: Bluffdale's General Plan promotes a future that enhances outdoor and natural recreation opportunities while protecting open space and sensitive lands.

PRESENT AND FUTURE CONDITIONS

One of Bluffdale's unique assets is its sense of spaciousness, a characteristic that residents value highly. The sense of "open space" in Bluffdale is accommodated through parks, low density residential development, utility corridors, and undeveloped private lands. In recent years, much of the agricultural and vacant land within neighborhoods have been developed. As a result, many of the privately held, large open-space tracts in the City have disappeared. Bluffdale continues to be home to the largest undeveloped segment of the Jordan River corridor, which has changed as private lands have been developed in and around it. Bluffdale residents also enjoy the benefits of living within a region that provides access to many recreational resources for natural and outdoor recreation.



Figure 5.1 Jordan River Trail. Image courtesy of utahhikes.net

BLUFFDALE GENERAL PLAN

As the community has grown and evolved, the amount of parks, trails, and open space available for residents has changed. While the quantity of open space has decreased, the acreage of parks and miles of recreational trails has increased. Bluffdale has anticipated and planned for its growth over the past 20 years, and has acquired land and developed six public parks for residents to enjoy. Table 5.1 provides a current inventory (also see Map 8: Parks, Trails & Open Space).

Using the National Parks and Recreation Association (NRPA) supply methodology as a measuring stick, the recommended minimum Level of Service (LOS) for city parks provision is somewhere between 5 and 10 acres per 1,000 residents. NRPA’s 2013 Parks and Recreation National Database Report identifies a median ratio of 11.1 acres of parks per 1,000 population. With 48.3 acres of parks and approximately 8,000 residents, the City’s current ratio is about 6.0 acres per 1,000 residents, which falls at the low end, but within NRPA’s LOS range.

Bluffdale expects considerable growth in the community over the next two decades, with substantial population increase occurring in the east side of the City. Bluffdale will need to continue acquiring park and recreational property to accommodate future needs. These acquisitions should be tailored to the City’s geography, population distribution, and demand, as indicated now in the CFP, which provides an outline of future facility needs citywide and identifies specific and general park acquisitions, expansions, and improvements. In all, Bluffdale will require about 200 additional acres of city-owned parks and several new miles of trails at build out (see CFP Section 7.5). Bluffdale’s CFP uses a park-supply methodology that addresses park needs in terms of the value of facilities provided per one thousand (1,000) residents. This allows the City flexibility in addressing different types of recreation needs and in prioritizing those needs locally within the community.

Park	Acres	Owner
Ponderosa Park	1.1	Bluffdale City
Parry Farms Park/ Detention Pond	2.9	Bluffdale City
Parry Farms Baseball Fields	7.2	Bluffdale City
Bluffdale City Park/ Rodeo Grounds	31.9	Bluffdale City
Phillip Gates Memorial Park	4.8	Bluffdale City
Ten Sleep Circle Park	0.4	Bluffdale City
Mt. Jordan Park	3.69	Bluffdale City
TOTAL	51.99	

TABLE 5.1: CURRENT BLUFFDALE PARKS INVENTORY

Source: 2012 Capital Facilities Plan

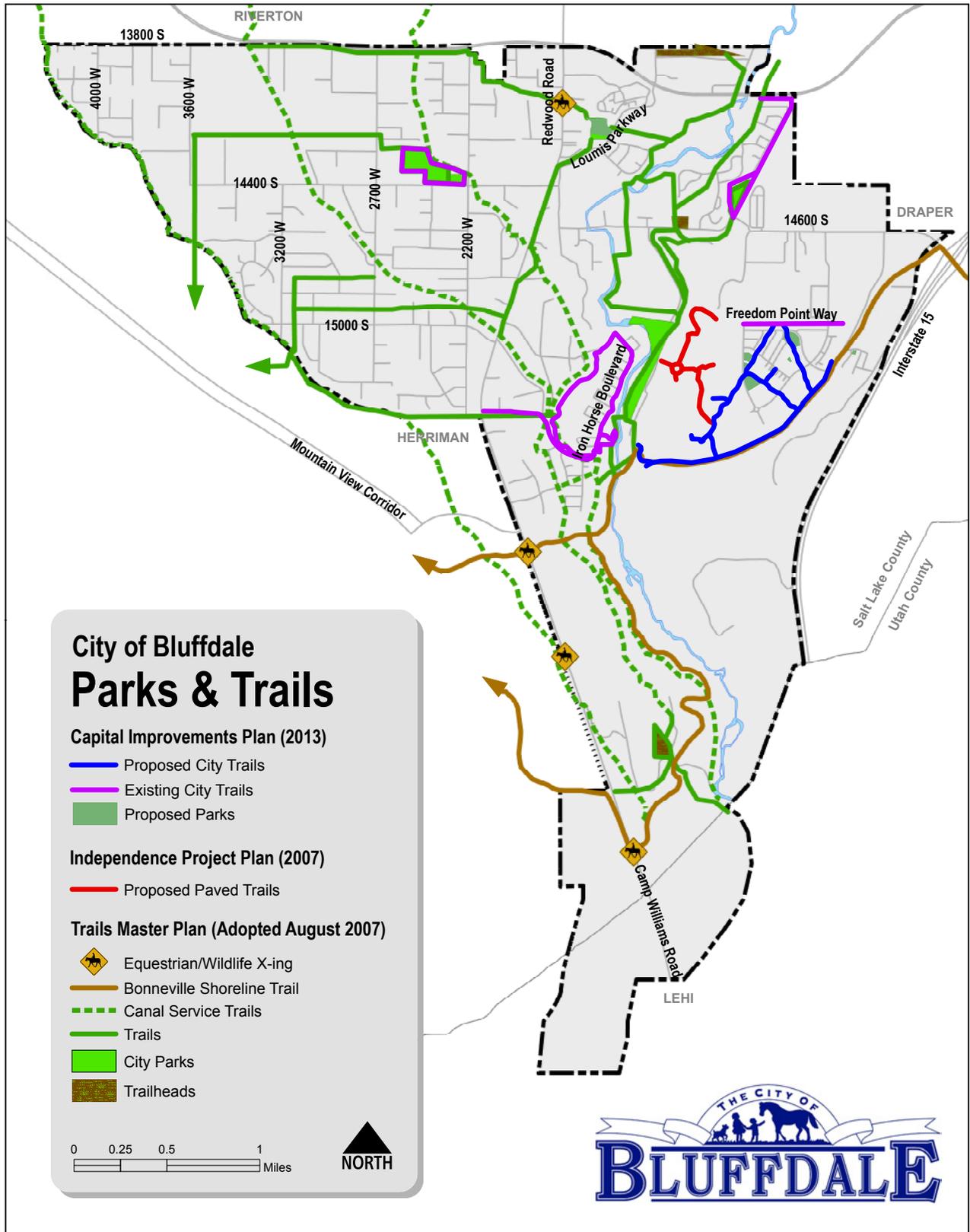
Trail	Length (Miles)
Bluffdale City Park Trail	1.3
Spring View Farms Trail	2.3
Parry Farms Trail	3.2
TOTAL	6.8

TABLE 5.2: CURRENT BLUFFDALE TRAILS INVENTORY

Source: 2012 Capital Facilities Plan

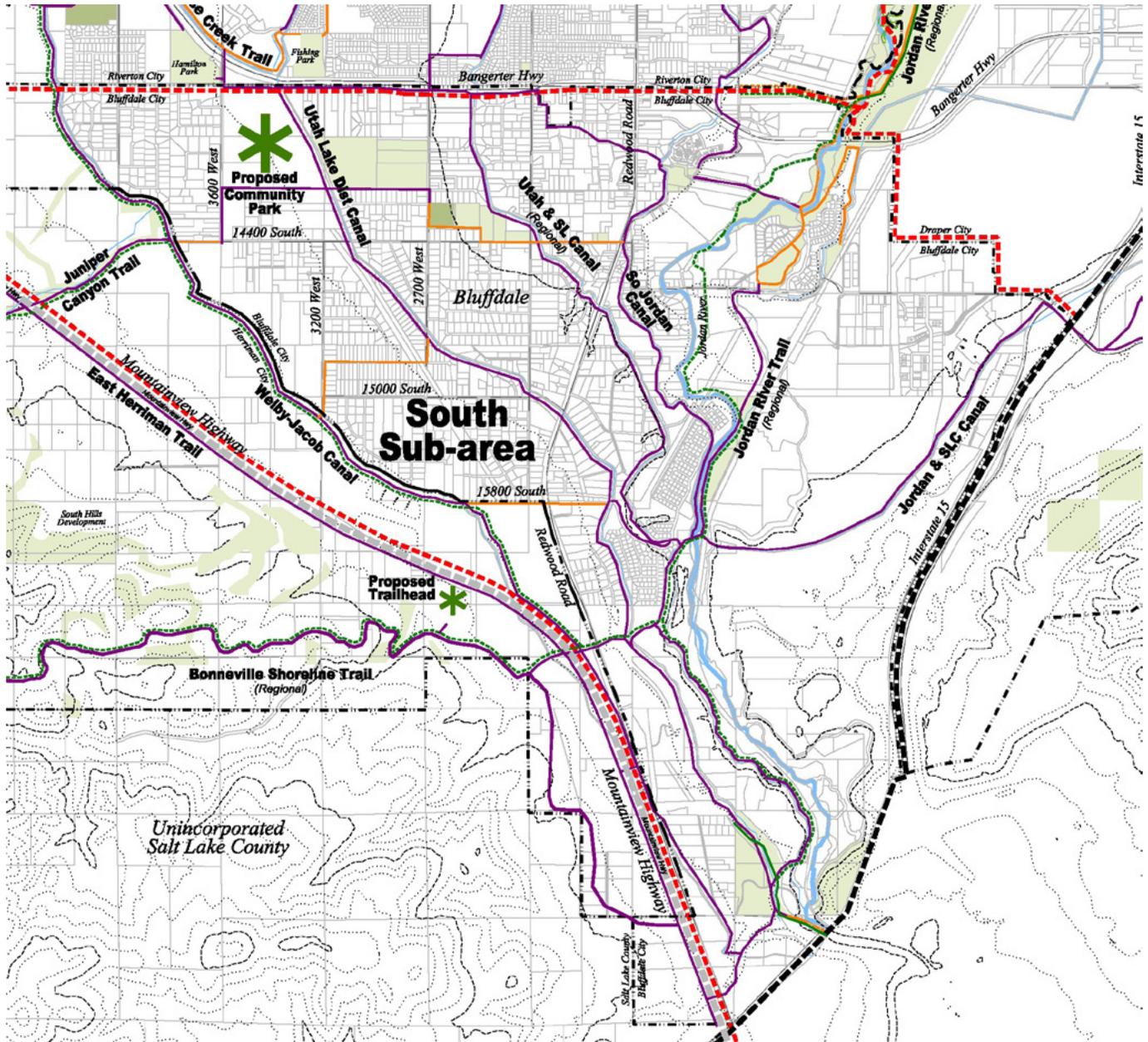
Bluffdale has a very small formal trails inventory (see Table 5.2). A trails master plan map was developed in 2007 to identify trail-related opportunities in the community. Salt Lake County’s 2008 Southwest Parks and Trails Master Plan is largely consistent with the City’s General Plan, and the County is a heavy supporter and committed partner in helping the City accomplish important regional trail connections, such as the Bonneville Shoreline Trail, the Jordan River Trail,

MAP 8. PARKS, TRAILS, AND OPEN SPACE



BLUFFDALE GENERAL PLAN

MAP 9. BLUFFDALE PORTIONS OF THE SALT LAKE COUNTY TRAILS AND PARKS MASTERPLAN (2008)



Far Southwest County Trails & Parks Master Plan Overall Parks & Trails

- - - - Sub-area Boundary
- Existing Trails
- Proposed Trails
- Equestrian Trails
- - - - Proposed Equestrian Trails
- * Proposed Community Park
- Existing Parks
- Existing Schools

and multiple canal and other corridor trails within the City. Almost all trails-related interaction with the City's residents pointed out the fact that the trail system is not currently comprehensive enough to accommodate equestrian use, as there is no safe trail loop, or any trail long enough to absorb a 1-hour ride. Bluffdale's significant equestrian community has indicated that a trail loop of a minimum 7-8 miles in length with a trailering location would accommodate basic use. Developing this trails system represents an opportunity to significantly improve the variety of outdoor recreation opportunities available to residents, and enjoys broad community support.

KEY VALUES AND CHARACTER PROTECTION

Bluffdale citizens have shown a strong interest in improving the city's parks, recreation, and open space amenities. Citizens have shown clear support for increasing the inventory of parks and amenities within parks, improving park maintenance, preserving open spaces, and creating recreational opportunities outdoors. These values are especially strong for young families. As the community grows and parks are used more frequently, residents want to ensure appropriate safety and noise control enforcement. Many have identified the need to coordinate with SLCO for the new regional park, the Bonneville Shoreline Trail, the Rose Creek connection, and especially to focus on opportunities related to the Jordan River trail such as boats and marinas, and connections to regional parks. Many residents identify the critical importance and value of the Jordan River area and trail system, and would like to ensure an adequate non-development buffer is maintained around the river, allowing equestrian uses on the river trail and connecting it to a regional trail network.



Figure 5.2 Community parks, open space and scenic views all contribute to the quality of life in Bluffdale.

The City of Bluffdale should continue to participate in the regional development of outdoor recreation amenities within the community. Development of small neighborhood parks should be minimized in the low-density residential parts of the City, where the large lots provide basic family recreation needs. Larger community park development should be coordinated with future residential subdivision development and parcels of subdivision land should be required to be set aside for park development.

The canals, power corridor, Jordan River, and natural drainages from the foothills and mountains offer a number of excellent opportunities for recreational development. Programs and funding should be pursued by the City, and continued efforts should be made to cooperate with other agencies, private organizations, property owners, and citizens in developing the parks and trails in the City. In addition, consideration should be given to planning techniques that facilitate the preservation of open space and rural character of the community, and development of recreational facilities.

Economic Value of Parks, Trails, and Open Space

Community parks, trails, and open space protect sensitive landscapes and resources, provide opportunities for social interaction and leisure, and contribute to an active, healthy lifestyle. In addition, parks and open space offer wide-ranging economic benefits, including:

- **Events:** Tournaments and special events generate revenue and increase spending at local businesses.
- **Property Tax Revenue:** Natural areas, parks, and conserved farms and ranches have been proven to substantially raise the value of nearby residential properties and increase property tax revenues.
- **Well-educated Workforce:** A job's attractiveness and employee retention increases significantly in communities with a high quality of life, which correlates strongly with access to parks, nature, and outdoor recreation.
- **Agricultural Output:** A recent study found that farming and ranching contribute \$2.7 billion in economic output to Utah's economy. Maintaining agricultural production on open space supports this important industry.
- **Tourism Spending:** The impact of direct sales and travel expenses continue to multiply as they ripple through local economies.
- **Infrastructure and Service Cost-savings:** According to the American Farmland Trust, working agriculture and open lands require far less in municipal services for every \$1 in tax revenues, compared to residential lands.

GOALS, PRINCIPLES, AND BEST PRACTICES

PARKS GOAL 1. Maintain and promote a park system that meets appropriate supply standards and provides outstanding community gathering opportunities.

- **Parks Principle 1A:** Develop a comprehensive parks, trails, open space, and recreation plan to guide the acquisition and programming efforts of the City.
- **Parks Principle 1B:** Provide a mix of park types that accommodate a variety of community needs and are sensitive to the nature of local demand. Ensure that the values of regional, community, neighborhood, specialty, and athletic parks are balanced and addressed.
- **Parks Principle 1C:** Seek opportunities to connect parks and open space in the City with trails, so that the parks and trails in the city function as a system.
- **Parks Principle 1D:** Coordinate all specific park development with appropriate stakeholders, including other local governments and private partners, to ensure efficiency and maximize the value of these amenities regionally.
- **Parks Principle 1E:** Ensure park designs promote gathering by providing adequate lighting, ease of access, and public safety.

PARKS GOAL 2. Prioritize an active program for park management, dedication, acquisition, and easements that will accommodate future park needs.

- **Parks Principle 2A:** Focus park acquisition and development in neighborhoods that are underserved and in need of additional park supply.
- **Parks Principle 2B:** Establish a City Parks and Trails Committee (CPTC) to prioritize park planning and programming efforts and ensure resident involvement in the process.
- **Parks Principle 2C:** Ensure the CPTC actively works with city administration to anticipate budget needs, revenues, and costs, and pursues grants and other available monies for the preservation of sensitive lands, acquisition of key easements and properties, and the construction of parks and trails.
- **Parks Principle 2D:** Develop a flexible subdivision ordinance to ensure appropriate park supply is considered and designed as development occurs. (coordinated with Land Use Project 3 in Appendix A)

TRAILS GOAL 1. Design and develop a comprehensive trails system that effectively accommodates pedestrian, bicycle, and equestrian uses.

- **Trails Principle 1A:** In connection with Parks Principle 1A, develop a plan for preserving and developing trails in the City for pedestrian, bicycle, equestrian, and other purposes.
- **Trails Principle 1B:** Prioritize development of trail recreation opportunities, with a particular focus on linking the Bonneville Shoreline Trail (BST), Rose Creek Trail, and the Jordan River Trail (JRT) regionally.

- **Trails Principle 1C:** Specifically design and plan trail connections that create long loops (7 to 8 miles minimum) that are designated and appropriate for equestrian use. Focus on opportunities to connect future Equestrian facilities to existing ones.
- **Trails Principle 1D:** Wherever legally possible, require all new subdivisions to provide easements or rights-of-way for non-motorized access to the planned city trail system.
- **Trails Principle 1E:** In connection with Parks Principle 1C, link city and county parks and major public activity centers using non-motorized pedestrian, bicycle, and equestrian paths that are safe for a wide variety of uses and users. Initiate dialogue with local canal companies to establish rights-of-way for multiple-use trails.
- **Trails Principle 1F:** Coordinate with Salt Lake County and seek to maximize consistency with the Southwest County Trails and Parks Master Plan (2008), and the trails planning of neighboring communities.
- **Trails Principle 1G:** Enhance awareness of the trails system in Bluffdale by improving signage, developing printed information, and maintaining an online trail system map for residents and visitors to consult.

Best Practices: Trail Connections

Park development should coordinate with existing and planned trail networks, improving regional and community connectivity through trails, greenway connections, and paths. Connectivity is essential to developing a well-used and functional park system. Parks are intended to be used by all segments of the population, and connecting parks to trail networks ensures that they are conveniently accessed by foot or by bike.

The Wasatch Front region has worked to develop trails and park systems that serve the entire region. Whenever possible, trail connections to these regional trails, such as the Bonneville Shoreline Trail or the Jordan River Parkway, should be prioritized, thereby expanding the amount of park and recreation space accessible to the residents of the City.



Figure 5.3 Potential opportunities for equestrian use and trail connections along the Jordan River Trail.

OPEN SPACE GOAL 1. *To strive to meet present and future recreational and sensitive resource protection needs of the City.*

- **Open Space Principle 1A:** Identify priorities for conservation, such as areas of existing open space that are ecologically sensitive or unsuitable for development, riparian/wetland areas, and unique local natural features.
- **Open Space Principle 1B:** Establish specific standards for open space acquisition, protection, maintenance, and development.
- **Open Space Principle 1C:** Preserve and enhance the Jordan River and associated wetland and wildlife environments.
- **Open Space Principle 1D:** Maintain and expand access to open spaces in the city to enhance outdoor recreational values and opportunities.

IMPLEMENTATION AND PROJECTS

The following projects have been identified to assist in implementing key goals of the General Plan and this parks, trails, and open space element. A detailed description of each of these projects, including the project's location, objectives, possible stakeholders, and timelines is included in Appendix A: General Plan Implementation Projects.

- **Project 1:** Establish City Parks and Trails Committee. (2014-2015))
- **Project 2:** Comprehensive Parks, Trails, and Recreation Plan. (2014)
- **Project 3:** Southwest Regional Park. (2015) - by Salt Lake County
- **Project 4:** Link BST regionally using planned PRB corridor. (2017)
- **Project 5:** Complete trail acquisition to link final section of JRT. (2015)
- **Project 6:** Develop inventory of sensitive lands for Open Space focus. (2016)



Figure 5.4 Example park and recreation concepts, selected by Bluffdale residents during the General Plan Kickoff Event. These represent potential options or ideas for Bluffdale in the future. Left to right: playground, passive open space and trail, and library/recreation center.

CHAPTER 6.

COMMUNITY DESIGN & AESTHETICS

VISION: Bluffdale's General Plan promotes long-term beautification of the city through property maintenance and community design standards that protect and enhance its historic and unique character.

PRESENT AND FUTURE CONDITIONS

Every community has a number of design and aesthetic opportunities and constraints. That are a function of the physical location and development patterns of the City. Bluffdale contains a mix of developed and undeveloped spaces that include residential and commercial buildings, streets and infrastructure, and parks and open spaces. Community design is the planning effort to weave these spaces together in a way that provides desirable outcomes. One of the desirable outcomes of successful community design planning is “place-making”, which is the emergence of the healthy, safe, attractive, and unique characteristics that can define a city and how it is used by residents and visitors. The purpose of the Community Design and Aesthetics element of Bluffdale’s General Plan is to identify key design and place-making opportunities and develop a policy structure that ensures Bluffdale develops as a beautiful and functional city with a unique rural character and identity.

The City of Bluffdale is located in the southernmost part of the Salt Lake Valley, nestled against the southern Wasatch Mountains and Traverse Ridge (the “bluff” that gives Bluffdale its name). Large lot residential uses are characteristic in the western portion of the city where agricultural uses once were dominant, and these large lots have preserved a feeling of openness in many parts of the city. From the southern bench lands, nearly 60 miles of the imposing Wasatch Mountain Range is visible on a clear day. In the southeast and eastern areas of the City, the Jordan River is prominent, with its associated flood plain and riparian habitat. The Point of the Mountain area east of the river is also a prominent feature. The north part of Bluffdale abuts Bangerter Highway, and the north-south Redwood Road (Camp Williams Road) passes through the geographic center of the City.

Much of Bluffdale is occupied by developed land, but the natural beauty and high aesthetic qualities of the environment are unique and valuable assets. Despite the open feel and aesthetic setting, residents have identified a number of design and aesthetic challenges, and have made suggestions to preserve the City’s beauty and guide future development. There are portions of the City that have grown over the years with limited development control and limited enforcement of standards. Some

BLUFFDALE GENERAL PLAN

commercial/industrial developments were allowed without site design or screening requirements, resulting in the outside storage of equipment, building materials, and junk. The City also had limited code enforcement capability, and inadequate or non-existent development and design standards.

Because Bluffdale grew quickly from a largely agricultural population, there has not been a historic town center or gathering spot that helps solidify a sense of identity and community. Bluffdale will soon experience the need to accommodate more commercial, retail, or service industries as the population grows and major pieces of transportation infrastructure are completed. In addition, Bluffdale residents generally acknowledge that different types of residential development will occur in various parts of the city, and wants to ensure the outcome enhances the city's character.

KEY VALUES AND CHARACTER PROTECTION

Bluffdale has a diversity of neighborhoods, which residents support maintaining. These include 1-acre focused neighborhoods, open-space neighborhoods within clustered homes, mixed density neighborhoods that function independently, and a number of subdivisions with more "standard" quarter-to-third acre lots. These are all within and surrounded by open spaces that promote a rural feel and make Bluffdale distinct and different from every other city in Salt Lake County. To protect these characteristics of the City, a number of community design and aesthetics goals and principles should be observed. These are oriented at protecting character-defining features of the City, and ensuring specific design principles are considered as new development takes place in Bluffdale. Map 10 illustrates the city's character districts and key design opportunities.

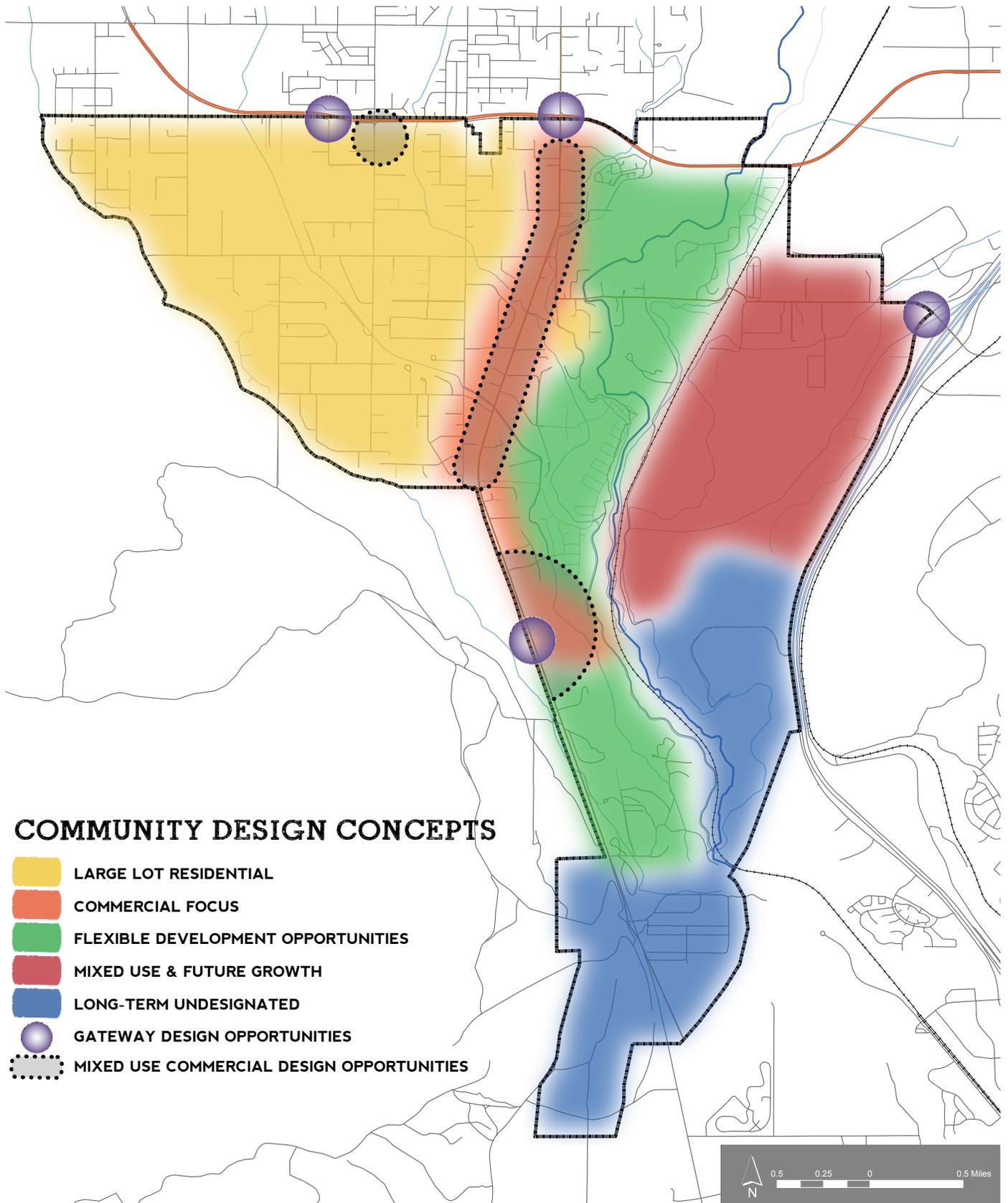
Focusing Future Commercial and Retail Development

Two primary locations for commercial and retail amenities in Bluffdale have been identified. The first is the "south finger," where Porter Rockwell Boulevard, the Mountain View Corridor Connector, and Camp Williams Road interconnect; this location is outside of the heavily residential part of the City and is the only location that will provide central access from existing residential areas and the rapidly developing east-side neighborhoods. The second location is along Camp Williams Road/Redwood Road from Bangarter to 15200 South, where a mix of residential, office, municipal, and retail uses currently exist. At either of these locations, properly scaled and carefully designed mixed-use development of retail, office, and other uses are consistent with the community's vision, but should ensure thoughtful and appropriate transitions between land uses.

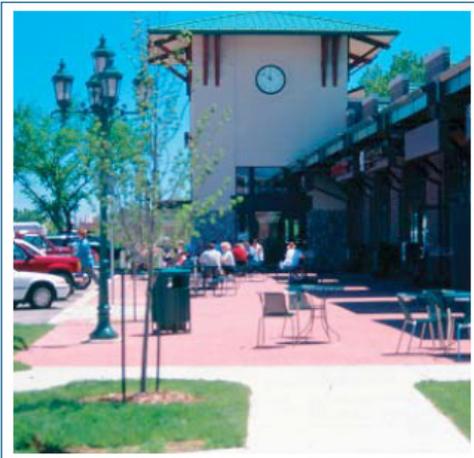
Designing Commercial Centers

Commercial growth should be confined to appropriate locations and designed to ensure compatibility with the strongly residential nature of the city. Bluffdale should help plan outstanding commercial and retail environments with design standards and guidelines that promote a cohesive look, and employ attractive signage and good lighting that are compatible with surrounding residential uses. Commercial buildings should display primary design features toward major roadways, while encouraging supporting amenities (e.g., parking, utilities, etc.) to be accommodated behind buildings and away from the roadway. Bluffdale's planning should avoid commercial "strip" development where possible. Any box development should be considered carefully for site location,

MAP 10. COMMUNITY DESIGN CONCEPT MAP



BLUFFDALE GENERAL PLAN



context, and design to ensure compatibility.

Beyond the commercial, retail, and office uses that will occur along the Camp Williams/Redwood Road corridor, a town center has been discussed extensively, and would represent a major amenity in the community for establishing a sense of destination and a gathering place. In design of the town center, “neighborhood commercial” or a similar concept would present an alternative to big box or strip development that is most consistent with the vision of Bluffdale’s residents, and compatible with the city’s residential focus. Adding civic elements to the mix of uses (e.g., city offices, recreational uses, post office, public spaces) will help ensure the town center is a destination for citizens in Bluffdale. Other mixed uses may include restaurants and cafes, office spaces, and small-scale retail/convenience shopping. High-quality design is essential to the success of a town center, and excellent amenities such as pedestrian accommodation, trails and parks connections, plazas and outside spaces, and aesthetically designed parking areas should be integrated.



Establishing Gateways



Residents have suggested that Bluffdale would benefit by establishing gateways at key road intersections (Bangerter Highway and Redwood Road; Bangerter Highway and 2700 West; 14600 S. and I-15; and Camp Williams Road and PRB/Mountain View). Establishing gateway design and theming at these locations would announce to travelers that they are entering Bluffdale and distinguish the city from its neighbors. A number of gateway design features are used in different communities to accomplish this. The photos in Figure 6.3 show some examples of theming that use art, architecture, signage, or landscape elements to signal entry into the city. The key is that these gateways are unique to Bluffdale and reflect the special elements of its heritage, and all gateways are designed consistent with one another.



Figure 6.1. A range of neighborhood-scale commercial types from other communities in the Western United States. In Bluffdale, neighborhood-scale commercial development is generally preferred over the large format (“big box”) style of development.



Figure 6.2. Examples of monument sign types and materials that could be used to mark gateways into Bluffdale. Gateway options include consistent tree plantings, cultural art, architectural elements, signs/monuments, and parks/plazas.

Defining Streetscapes

Bluffdale’s street system includes almost every variety of streetscape design. This ranges from rural “traditional” roadways (a paved surface, dirt shoulder, and irrigation ditches are the cross section) to roadways that allow high-intensity use and accommodate bus, bicycle, pedestrian, and automobile modes safely with a cross section of sidewalk, shoulders, striped bike lanes, pavement, and turn lanes. As Bluffdale’s road and transportation system emerges and neighborhood development is completed, common streetscape design themes, uniformly applied to streets of each different functional classification, will promote safety, a sense of design consistency and continuity, and protection of rural character. Over time, Bluffdale should strive to develop and implement consistent standards and patterns for parking strips, sidewalks, bike lanes, curb and gutter, and other road-related features. Figures 6.4 through 6.8 illustrate typical “best practices” for street cross sections and designs that may be appropriate for Bluffdale’s different functional road classifications.

Historic Preservation

Preservation of a community’s heritage is an important value for many people. Bluffdale should pursue the goals stated in this document. Of primary importance for the City would be to develop a historic survey of the Bluffdale area. The survey would identify historic structures and sites which should be preserved. Funds for this activity could be made available from the Division of State History, the Utah Heritage Foundation, and the National Trust for Historic Preservation.

BLUFFDALE GENERAL PLAN

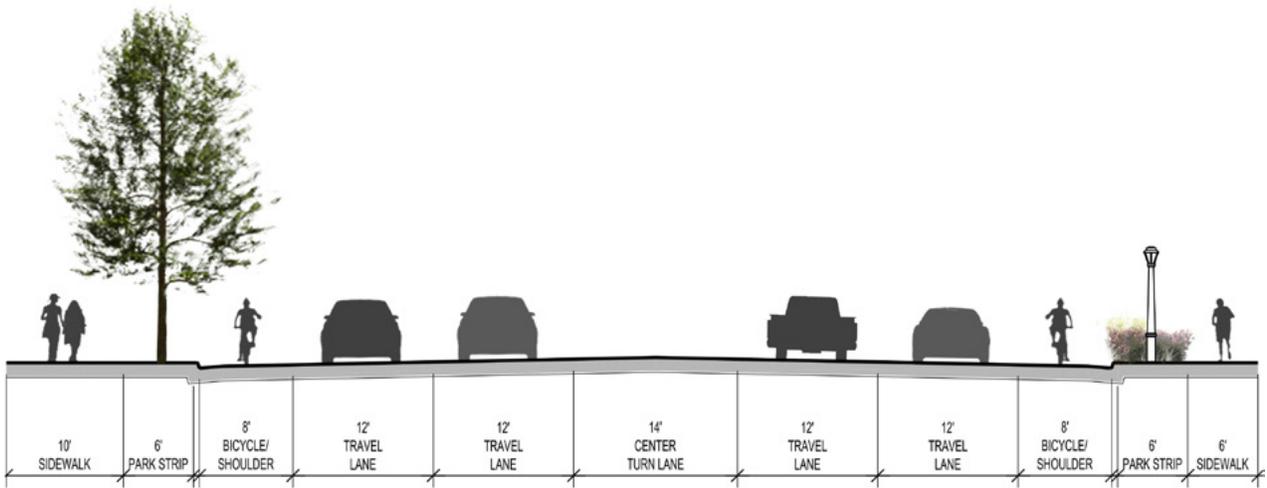


Figure 6.3. Arterial street cross-section.*

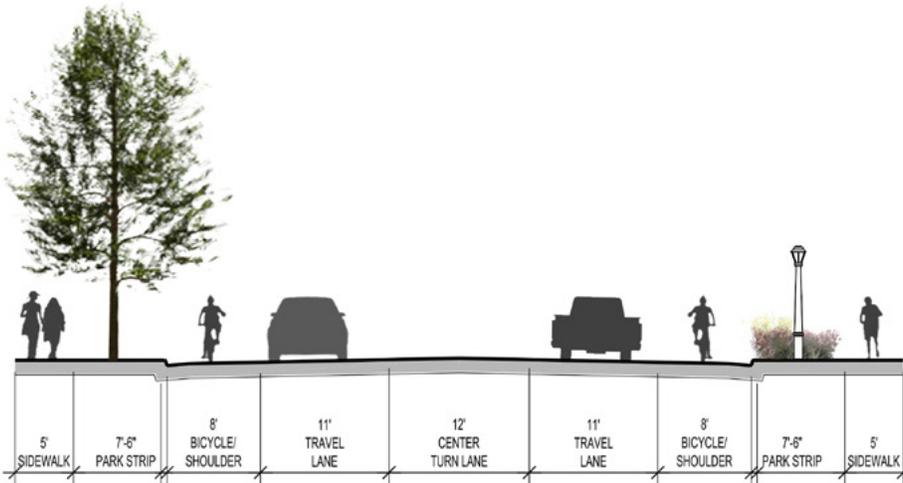


Figure 6.4. Collector street cross-section (A).*

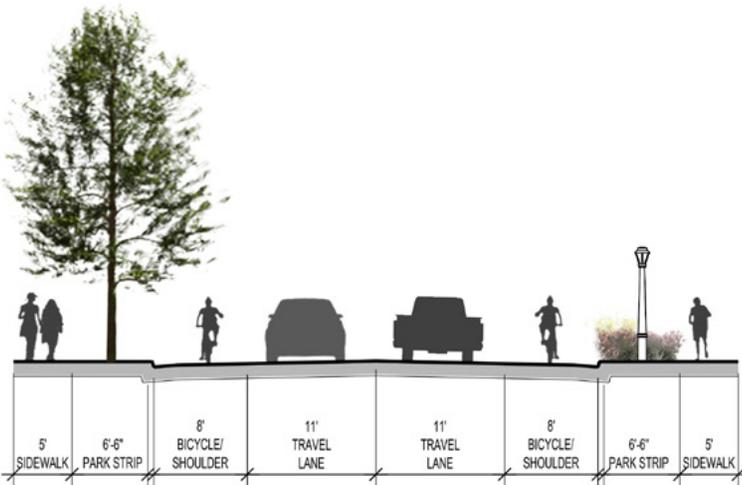


Figure 6.5. Collector street cross-section (B).*

COMMUNITY DESIGN & AESTHETICS

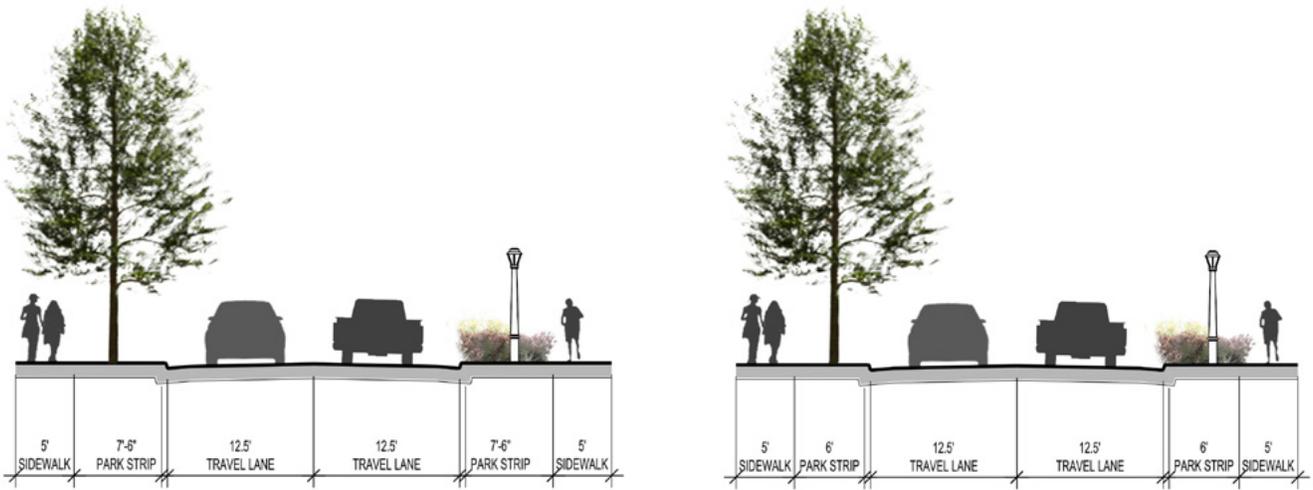


Figure 6.6. Standard residential street cross-section (A).* Figure 6.7. Standard residential street cross-section (B).*

*Variations can occur based on Capital Facilities Plan, City construction standards, and site specific conditions.

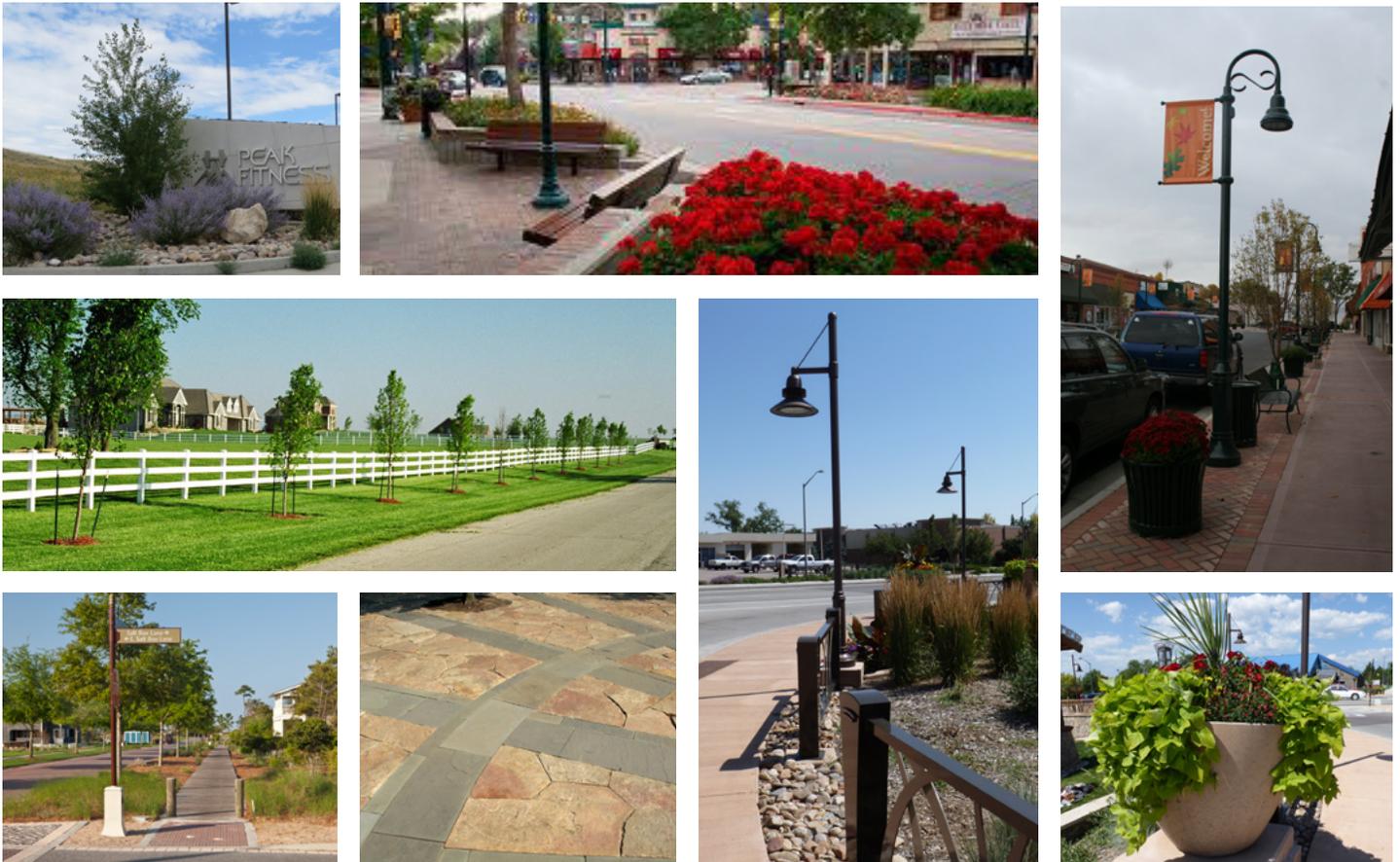


Figure 6.8. A palette of streetscape examples that could be applied in Bluffdale.

BLUFFDALE GENERAL PLAN

GOALS, PRINCIPLES, AND BEST PRACTICES

AESTHETICS GOAL 1: *Encourage and actively promote the beautification of the City's developed and undeveloped residential, rural, and commercial/industrial areas and to improve the overall aesthetics and orderliness of the City.*

- **Aesthetics Principle 1A:** Continue to implement development standards that encourage and provide for well-maintained yards and structures.
- **Aesthetics Principle 1B:** Educate the City's residents and businesses concerning maintenance of their properties; encourage existing and require new development to appropriately landscape and maintain their yards, particularly those areas readily visible from the street.
- **Aesthetics Principle 1C:** Ensure effective enforcement of the City's land use code, including outside storage standards.
- **Aesthetics Principle 1D:** Promote and support spring and autumn clean-up campaigns through advertising and other community pride activities.

COMMUNITY DESIGN GOAL 1: *To maintain the City's rural character and sense of openness.*

- **Community Design Principle 1A:** Protect large lot residential development in appropriate areas; use large lot development standards to limit lot coverage thereby preserving open areas.
- **Community Design Principle 1B:** Encourage the preservation and maintenance of riparian areas, trees, shrubs, and other natural vegetation.
- **Community Design Principle 1C:** Encourage creative design of developments, which preserve and leave undisturbed as much natural area as possible; draft detailed development guidelines that support these types of developments and explain how such designs will help maintain the community's character.

COMMUNITY DESIGN GOAL 2: *Encourage the siting and design of commercial and retail centers in the City that are compatible with the City's overall residential character.*

- **Community Design Principle 2A:** Focus all non-residential development into the areas identified on the future land use map; prioritize the Camp Williams/Redwood Road corridor and the PRB/Camp Williams Road intersection for exemplary development designs.
- **Community Design Principle 2B:** Encourage residential, office, and retail uses along commercial corridors that visually and functionally complement, and appropriately transition to, the surrounding residential uses.
- **Community Design Principle 2C:** Develop design standards and guidelines for new non-residential development and remodels of existing development. Ensure the guidelines address siting, materials, style elements, colors, lighting, landscaping, and signage, and building orientation in relation to streets.

- **Community Design Principle 2D:** Avoid commercial strip development throughout the city, where practicable.
- **Community Design Principle 2E:** Locate any “box” development at gateway locations and require such development to achieve strict conformance with design standards and integrate with gateway theming.

COMMUNITY DESIGN GOAL 3: Locate, design, and support development of a town center.

- **Community Design Principle 3A:** Study and identify an appropriate location for a town center.
- **Community Design Principle 3B:** Design a town center concept that integrates mixed use and neighborhood commercial principles; consolidate civic activity centers such as city offices, recreational facilities, post offices, and others at the town center location.
- **Community Design Principle 3C:** Encourage connection of other city and regional amenities, such as parks, trails, and outside spaces, into the design of the town center.

COMMUNITY DESIGN GOAL 4: Ensure aesthetically pleasing entrances to the city.

- **Community Design Principle 4A:** Develop gateway design standards for new development that occurs at the city’s designated gateway locations. Standards and themes for architecture, art, signage, landscape, and other design elements should be considered.
- **Community Design Principle 4B:** Establish gateway overlays at key road intersections (Bangerter Highway and Redwood Road; Bangerter Highway and 2700 West; and Camp Williams Road and PRB/Mountain View), where gateway design and theming standards apply to development.

COMMUNITY DESIGN GOAL 5: To establish, improve, and maintain streetscapes and aesthetic qualities on all functional classifications of streets in the City.

- **Community Design Principle 5A:** Establish landscape and setback requirements for areas abutting Bluffdale’s collector and arterial streets.
- **Community Design Principle 5B:** Develop and adopt uniform streetscape design including signage, lights, and cross-sections. Ensure all new development and major road redevelopment projects conform to the designs.
- **Community Design Principle 5C:** Provide for the planting and maintenance of street trees where appropriate.
- **Community Design Principle 5C:** Ensure that all street signage is properly maintained and visible to the traveler.
- **Community Design Principle 5D:** Disallow billboards and other off-premise advertising except in areas zoned and being used for industrial purposes.

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HISTORIC PRESERVATION GOAL 1: To document, preserve, and maintain Bluffdale's historic legacy.

- **Historic Preservation Principle 1A:** Establish a Historic Preservation Committee to conduct a survey of historic sites within Bluffdale and to develop an inventory of preservation opportunities; complete an architectural survey of older structures within the community and specifically identify all residences and other structures built prior to 1900.
- **Historic Preservation Principle 1B:** Develop a program for marking and signing historic and cultural sites in Bluffdale, such as the pioneer trail/road through the Jordan Narrows and the Porter Rockwell Park.
- **Historic Preservation Principle 1C:** Initiate and complete a community history for Bluffdale and assemble artifacts for future exhibition; collect oral and other forms of historic records from long-time residents to provide a complete picture of Bluffdale's historical development.
- **Historic Preservation Principle 1D:** Whenever possible and legally appropriate, require that new developments be compatible with and/or preserve historical buildings and sites which may be affected by the development.
- **Historic Preservation Principle 1E:** Seek federal, state, and other funds to help support the City's historical preservation programs.

IMPLEMENTATION AND PROJECTS

The following projects have been identified to assist in implementing key goals of the General Plan and this community design and aesthetics element. A detailed description of each of these projects, including the project's location, objectives, possible stakeholders, and timelines is included in Appendix A: General Plan Implementation Projects.

Several specific projects will be undertaken to establish, solidify, and protect the community character and aesthetic qualities of Bluffdale. These are outlined below.

- **Project 1:** Develop commercial and multi-family housing design standards and guidelines that promote high aesthetic values in Bluffdale. (2015)
- **Project 2:** Develop and adopt standard streetscape design cross-sections. (2016)
- **Project 3:** Adopt gateway overlays and develop gateway design standards. (2015)
- **Project 4:** Establish Historic Preservation Committee to oversee historic preservation activities generally. (2016)

CHAPTER 7.

UTILITIES &

MUNICIPAL SERVICES

VISION: Bluffdale's General Plan seeks to provide safe, efficient, and cost-effective utility and public services to its residents and businesses.

PRESENT AND FUTURE CONDITIONS

In the planning process, a number of utility and municipal service issues were considered. These included providing secondary water, managing canal corridors, upgrading lighting and landscaping, improving snow removal and street maintenance, managing stormwater, and increasing fire and police personnel, all of which will be important as the City grows. Residents are also interested in several specific public facilities, including schools to accommodate population growth, a “city center” that would consolidate public services and help strengthen the sense of having a city core, and a recreation center. While many residents want more civic amenities, many others were cautious about spending tax money on facilities or programs that are not in high demand.

Bluffdale manages the planning and programming of its major utility and infrastructure needs through the Capital Facilities Plan (CFP – Appendix C), which is updated annually. Capital facilities are public structures and services that support the functions of the community, such as roads, water, sewer, schools, parks, public safety facilities, and libraries. The quality of capital facilities and the services they provide can significantly influence the quality of life in Bluffdale. Use of public funds for facilities or services should improve the quality of life for residents or encourage private investment that will improve the City's economic climate.

The CFP specifically addresses needs in several capital improvement categories, including culinary water, secondary water, transportation, storm drain, public safety, parks and recreation, and administrative facilities. It also identifies the potential funding sources for the needed improvements (including the development impact fee structure). The city must be careful in determining when financing is appropriate, and the best mechanism for the financing, as the costs of improvements are collectively significant (see table 7.1) and will require disciplined management and prioritization as the planning cycle matures.

By analyzing the City's land base, dwelling density, and demographic makeup, the CFP is able to make population projections that inform infrastructure needs and costs in great detail. Generally speaking, the General Plan defers to the CFP in defining infrastructure needs, timeframes, costs, and

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Capital Improvement Category	Projected Cost (2014 \$)
Culinary/Secondary Water	\$10.69 Million
Transportation/Roads	\$93.23 Million
Stormwater	\$10.98 Million
Fire/Police/Public Safety	\$8.75 Million
Parks/Trails	\$43.27 Million
Administrative Facilities	\$13.52 Million
Total	\$180.44 Million

TABLE 7.1: BLUFFDALE CITY CAPITAL IMPROVEMENT COSTS

Source: 2013 Capital Facilities Plan (Appendix C)

and additional water. As this occurs, a combination of improved water efficiency and new capital improvements to the system become important. Bluffdale is continuously looking for additional sources of water (both culinary and secondary), and will need to do so to supply the future demand.

Bluffdale currently purchases culinary water from the Jordan Valley Water Conservancy District to meet the needs of the majority of residents, along with its 17 institutional connections, 66 commercial customers, 15 city connections, and the Utah Data Center connection. A few residents also have private wells for culinary water use. Many water users have no separate irrigation system and use culinary water for landscape and garden watering. The CFP identifies a number of existing deficiencies that need to be resolved, and acknowledges that new development will burden the culinary system beyond its current capacity. Bluffdale is planning to continue implementation of a secondary water system, and the system would alleviate substantial stress on the existing culinary system. If the secondary system as currently planned is not constructed, the City's culinary water model will need to be updated to increase pipe sizes, reservoirs, and water source requirements.

Stormwater

Bluffdale's storm drainage system is essential in protecting residents' life and property. Storm events can cause major flooding of canals, the Jordan River, and the several mountain drainages that pass through the City. Additionally, localized flooding occasionally occurs from storm water runoff generated within the City's boundaries. As the City grows, the potential for localized flooding increases with the addition of impervious cover such as asphalt, concrete, and rooftops. As a result, significant improvements to the storm drain system will be needed to accommodate new development. Bluffdale is currently in the process of updating its Storm Drain Master Plan.

The existing storm drain system consists of small collection systems that were either installed to correct site-specific problems, or were installed with more recent developments. Additional storm water infrastructure investment is needed to correct existing deficiencies within Bluffdale (these are described in the CFP). Future growth in Bluffdale will require storm drain system improvements to be made as well.

triggers. The General Plan's Transportation and Mobility element (Chapter 4) and Parks and Trails element (Chapter 5) outline specific goals and principles to provide policy guidance that enhances the CFP's direction in those areas. This chapter focuses on supplemental planning direction for the other capital improvement categories (i.e., utilities such as water and stormwater, services such as public safety, and necessary public facilities).

Water System

Bluffdale's growth will require new services

Public Safety

Bluffdale City has always been a safe community, and its residents value and prioritize safety and security considerations highly. Currently, 24-hour police service is provided under contract with the Saratoga Springs Police Department. Bluffdale City has no police department of its own. Saratoga Springs works with Bluffdale City to determine the level of service which at this time is 0.81 officers per 1,000 residents. This translates into 6.5 officers providing law enforcement protection. The City provides two office spaces at the city offices for the police officers to use. In the future, Bluffdale may elect to provide its own law enforcement facilities and officers.

Bluffdale provides its own 24-hour fire, rescue, and emergency services. In 2003, the City built a 12,900 square foot fire station. A portion of this building was constructed for future expansion and is currently being used to house City Administrative Offices (about 3,435 square feet). The remaining 9,465 square feet of the building is being used by the Fire Department. The current fire LOS is 1.18 square feet per resident. According to the National Fire Protection Association Standards (NFPA) 1710, the fire department's fire suppression resources shall be deployed to provide for the arrival of an engine company within a 4-minute response time and the initial full alarm assignment within an 8-minute response time to 90 percent of the incidents. Emergency medical service (EMS) calls should result in the arrival of a first responder within a 4-minute response time to 90 percent of incidents. The CFP indicates that at full build-out, an additional 37,700 square feet of new fire protection and emergency medical facilities will be required to maintain the current LOS.

Moreover, Bluffdale will need to locate fire and EMT services farther away from the city center to maintain adequate response times, especially where the railroad overpass will impede fire truck access to the growing east-side population center. Two possible locations for new EMT and Fire Facilities are near the proposed Independence subdivision on the east and near Camp Williams on the south. Additionally, new public safety equipment will be necessary in the near-term, and the City anticipates the need for an additional fire truck, ladder truck, and ambulance within the next 5-15 years.



Figure 7.1 Bluffdale Fire Department.

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Public Facilities

Currently, Bluffdale City operates out of two buildings: the old city hall on Redwood Road, which is used as the Public Works and court building; and the new Fire Station on 2200 West, which operates as the administration and public safety building. The Public Works building lacks adequate office and storage space. The fire station facility is nearly full, and also lacks adequate storage space.

In order to alleviate the current shortage of office and storage space, and to accommodate the near term need for additional fire and potential police protection facilities, the City will need to construct new facilities. Presently, the priority facilities contemplated by City staff and administration include a Public Works building, a City Hall, and an East Fire Station. Specific locations have not been identified, but general costs of the facilities are outlined in the CFP. Beyond these administrative facilities, there was very high consensus among public participants in the planning process that the city lacked public meeting places, and many participants expressed the desire for a library and a municipal recreation center.



Figure 7.2 Bluffdale Public Works Building.

Schools

Bluffdale City is currently part of the Jordan School District. There are two charter schools and one public elementary school within the city's boundaries. Most students are bused to neighboring cities (mostly Riverton) to attend middle school and high school. In coming years, the city's growth will create the need for additional educational facilities, which may be supplied by the Jordan School District, charter schools, or another entity.

KEY VALUES AND CHARACTER PROTECTION

A strategic approach to utility and capital improvement projects will ensure that the cost of living in the community is not unacceptably burdened by the costs of the projects. At the same time, providing up-to-date utility service to such a rapidly growing community will be a costly burden. It will be important to the City to properly set development fees and rates, and to have adequate subdivision standards in place to ensure new development carries its fair share of service and utility infrastructure costs.

In providing municipal services, Bluffdale should strive to cooperate and share services to the fullest extent possible with other jurisdictions where it can create agreeable economies. As the City grows, the public will demand more and better municipal services that they may not want to pay for. These

pressures will present fiscal challenges to the City which will at times be difficult to solve. The City should communicate with and educate citizens relative to the community's CFP and other financial needs, and take other steps necessary to protect and enhance its revenue stream to support those needs.

GOALS, PRINCIPLES, AND BEST PRACTICES

UTILITIES GOAL 1: *Ensure appropriate utility service is available in all existing and new residential areas.*

- **Utilities Principle 1A:** Prioritize capital improvements for utility systems that are currently not meeting generally accepted or legally mandated requirements.
- **Utilities Principle 1B:** Require all new development to install and pay for a proportionate share of the cost of all applicable capital improvements, per the CFP. Encourage development that is designed in such a way that essential services can be provided economically.
- **Utilities Principle 1C:** Regularly update the CFP and ensure that future updates to the CFP promote and support the vision and concepts contained in the General Plan.
- **Utilities Principle 1D:** Prioritize the General Plan's projects, where applicable, in the capital improvement schedule.
- **Utilities Principle 1E:** Support collaborative and cooperative regional infrastructure planning that can create economies of scale with respect to utility provision. Electrical infrastructure planning should be coordinated with Rocky Mountain Power's Salt Lake County Electrical Plan (the current 2010 version of the plan is on file in the Bluffdale City Planning Office).

UTILITIES GOAL 2: *Plan for and invest in an adequate culinary and secondary water supply for Bluffdale Residents.*

- **Utilities Principle 2A:** Prioritize opportunities for continued implementation of an additional water system as a key strategy for protecting a future culinary supply.
- **Utilities Principle 2B:** Encourage residents to reduce water use and demand by adopting conservation practices and adhering to guidelines and policies for landscape watering.
- **Utilities Principle 2C:** Require all new development, in addition to paying for water infrastructure, to obtain and document an adequate quantity of water to serve proposed developments.

Best Practices: Public Facilities

"Walkable communities should be focused on a core or town center that serves as a focal point for the neighborhood and provides convenient access to shops, restaurants, and community-oriented services, such as day care, libraries, and meeting halls. A modest sized public plaza or park is also appropriate in the core. A centrally located transit stop allows transit and other forms of travel to be combined. A core may be in linear form as well. Other high-intensity uses include public facilities, such as clinics, government services, post offices and gymnasiums." -*Envision Utah's Urban Planning Tools for Quality Growth*

BLUFFDALE GENERAL PLAN

- **Utilities Principle 2D:** Maintain an ongoing effort to identify and obtain additional sources of culinary water.

MUNICIPAL SERVICES GOAL 1: Provide essential and desired city services as economically as possible to the citizens of Bluffdale.

- **Municipal Services Principle 1A:** Provide police, fire protection, and public safety services that achieve national response time standards. Ensure adequate facilities, locations, and equipment are available to protect and promote the health, safety, and welfare of City residents.
- **Municipal Services Principle 1B:** Regularly analyze and compete the cost of contract services such as garbage collection and recycling to ensure competitive pricing and service levels are achieved.
- **Municipal Services Principle 1C:** When considering municipal service costs, consider opportunities to contract with other local governments for cost-effective service provision.
- **Municipal Services Principle 1D:** Coordinate with utility companies during infrastructure upgrades to ensure upgraded facilities achieve maximum visual compatibility with the city’s character and design/aesthetic principles.
- **Municipal Services Principle 1E:** Accommodate and encourage development of high-quality broadband and communication infrastructure systems in the city.

Best Practices: School Siting

- Place schools adjacent to or near the center of communities.
- Emphasize the location as a walkable site.
- Place schools so as to create community centers.
- Provide good access throughout the community.
- Ensure available and adequate utility service.
- Select sites that can reinvigorate declining areas.

Courtesy of Mill Creek Township CCP

CITY FACILITIES GOAL 1: Provide a range of public facilities that reflect the needs of the community, and that are fiscally responsible.

- **City Facilities Principle 1A:** Ensure an adequate supply of high-quality civic space to accommodate the functions of the City in providing services.
- **City Facilities Principle 1B:** To the extent practicable, focus future civic and City facility construction in a single, centrally located, multi-function “Town Center” location.
- **City Facilities Principle 1C:** Ensure public spaces are welcoming, safe, and accessible to the entire population.
- **City Facilities Principle 1D:** Investigate the cost and feasibility of the City providing specific amenities such as library, cemetery, amphitheater, recreation center, community pool, and programmed sports.

EDUCATION AND SCHOOLS GOAL 1: Ensure and support an adequate supply of public school facilities within a reasonable distance for Bluffdale residents.

- **Education and Schools Principle 1A:** Coordinate with the Jordan School District and other entities to identify, locate, and reserve excellent sites for schools that minimize the need for busing and maximize safe walking and biking to school.
- **Education and Schools Principle 1B:** Ensure site selection for public, private, and charter schools is coordinated with the City’s planning department to ensure safety and security concerns are mitigated.
- **Education and Schools Principle 1C:** Site future schools in the center of neighborhoods instead of the fringes to maximize the value of school facilities as multi-use neighborhood assets and amenities.

IMPLEMENTATION AND PROJECTS

The following projects have been identified to assist in implementing key goals of the General Plan and this utilities and municipal services element. A detailed description of each of these projects, including the project’s location, objectives, possible stakeholders, and timelines is included in Appendix A: General Plan Implementation Projects.

- **Project 1:** Study, locate, and design the Town Center site and initiate acquisition or lease negotiations, if appropriate. (2014-2015)
- **Project 2:** Coordinate with appropriate entities to identify sites for schools that will be needed to accommodate emerging demand. (2014-2015)
- **Project 3:** Identify sites for and study the costs and benefits associated with developing key community facilities, such as a recreation center, cemetery expansion, library, and a formal recreation program. (2015)

APPENDIX TABLE OF CONTENTS

Appendix A: General Plan Implementation Projects

Appendix B: Public Process Summary

Appendix C: Capital Facilities Plan

Appendix D: Economic Development Strategic Plan

