

CHAPTER 5 IMPLEMENTATION



CHAPTER 5 - IMPLEMENTATION

5.1 INTRODUCTION

The West Bench General Plan presents a clear vision for the future of the West Bench. The County's leadership now holds the responsibility for the stewardship of implementing realistic strategies to make this vision a reality. Although numerous incremental steps are necessary to develop the West Bench communities, the following pages focus on the big policy decisions that community leaders must make to facilitate the Plan's realization. The success of the General Plan will depend on the continuous re-evaluation and response of appropriate strategies and services in order to identify and tailor actions to the unique issues that will emerge over time. Adoption of the West Bench General Plan is the first in a lifetime of milestones that will take place over the next 50-75 years to fulfill the vision of the West Bench.

Outlined in the subsequent paragraphs are opportunities and constraints regarding how market, infrastructure, financing, phasing, and governance issues affect how the land will be developed. The key factors, although interrelated, are discussed separately in the following sections:

- **Market Demand** – West Bench development activity will occur within the context of the Salt Lake regional real estate market. Given the location and scale of the project, it will have a significant impact on the location of residential, civic, and commercial uses in the region. Market demand provides the context for estimating absorption rates for the range of uses proposed for the West Bench.
- **Infrastructure and Services** – Urban development has essential infrastructure requirements (e.g., roads, water, sewer) and necessary urban services (e.g., fire and police) to serve the new development. These technical elements represent millions of dollars of investment and will require major planning, engineering, and decision-making to achieve optimal service levels and to integrate each into the larger regional network.
- **Fiscal and Economic Sustainability** – Infrastructure and services will only be provided based on sufficient revenue sources, through a process that will not result in a financial deficit for Salt Lake County. From a fiscal and financial perspective, intensity and mix of uses both affect the sufficiency of revenues. For the long term, sustainable revenue sources are needed so future residents and businesses receive excellent urban services and enjoy premier amenities, as envisioned by the General Plan.



This chapter of the General Plan presents an outline of some options and alternatives for how capital infrastructure costs and ongoing service costs could be provided within unincorporated Salt Lake County. Successful large-scale master planned community developments are based on a cooperative relationship between the developer and the local government. The implementation framework outlines some options for building and operating capital infrastructure and government services. The implementation framework for methods and strategies that may be employed to build and operate capital infrastructure and government services is not intended as a complete representation of how such infrastructure may be built or how such services will be provided. Technical, fiscal, as well as additional opportunities or constraints may require changes or modifications to such options in the future.

5.2 RESIDENTIAL GROWTH FORECASTS

Utah is the fourth fastest-growing state in the nation, with most of the growth occurring in the greater Wasatch Front. Population growth will increase over the next several decades based on state-wide and regional projections. By 2040, the Salt Lake region is projected to see an additional 590,000 housing units, of which 320,000 housing units (54 percent) are expected to be constructed in Salt Lake County. The associated population increases are expected to be approximately 910,000 residents in the region, with 500,000 in the county.

Recent growth pressures in the region have shifted new development to the south, southwest, and northwest. The West Bench General Plan will likely result in Salt Lake County capturing a greater share of regional growth than has occurred in the recent past. It is expected that future residents and employers will be drawn to the West Bench for its proximity to existing and proposed employment centers as well as the high quality of life provided at the base of the Oquirrh Mountain Range.

The West Bench General Plan could include upwards of an estimated 166,000 dwelling units, as shown in Table 5.1, and 59 million square feet of commercial area (Table 5-1). The planning area is intended

to be built in a series of communities, each consisting of a mosaic of residential neighborhoods and commercial centers. Figure 5-1 provides a conceptual delineation of development potential by phase, as described below. Given the long-term horizon of the Plan, neither the amount of development nor the phasing are intended to be binding, but are instead provided to assist with infrastructure and other planning needs.

- The near-term phase includes Little Valley, Main Street Neighborhoods, and North Urban Center with development activity potentially occurring over the next 15 years. Community-serving retail is expected to be constructed in the Village Centers, which will come on-line in later years once critical mass has been established. Development of an Urban Center, which has the capacity to serve the West Bench as well as western Salt Lake County, may proceed as market opportunities evolve.
- The mid-term phase includes Midas Gulch, Butterfield, Barney's, and Soldier Flats with development potentially to occur 15 to 30 years from now, as influenced by regional market demand and competitive projects.
- The long-term phase (30 to 70 years from now) calls for development of Bingham, Clay Hollow, North Oquirrh, and the Tailings. Portions of this phase are more directly linked to the mining operations and, therefore, will likely be unavailable for development until mining operations are phased out permanently.

5.3 COMMERCIAL GROWTH FORECASTS

The West Bench General Plan contains a series of mixed-use centers consisting of retail, office, and residential uses, as well as districts for light industry. The West Bench is expected to complement and enhance the Salt Lake region's economic infrastructure and strengthen its economic base. The Plan preliminarily proposes approximately 8.1 million square feet of retail floor area, 25.8 million square feet of office space, and 24.7 million square feet of industrial space. To understand the magnitude of the West Bench development, the proposed area can be expressed as a ratio to existing development and compared to other centers in Salt Lake County (see Figure 5-2).

TABLE 5-1. **WBGp LAND USE SUMMARY.**

USE	SF/UNITS
COMMERCIAL	
RETAIL	8,143,000
OFFICE	25,829,000
INDUSTRIAL	24,792,000
TOTAL COMMERCIAL	58,764,000
RESIDENTIAL	
VILLAGE RESIDENTIAL	50,904
VILLAGE CENTER	6,080
HILLSIDE CLUSTER	7,787
NEIGHBORHOOD	55,732
NEIGHBORHOOD CENTER	16,242
FOOTHILL RESIDENTIAL	6,162
HILLSIDE RESIDENTIAL	4,981
URBAN/TOWN CENTERS	18,007
TOTAL RESIDENTIAL	165,895

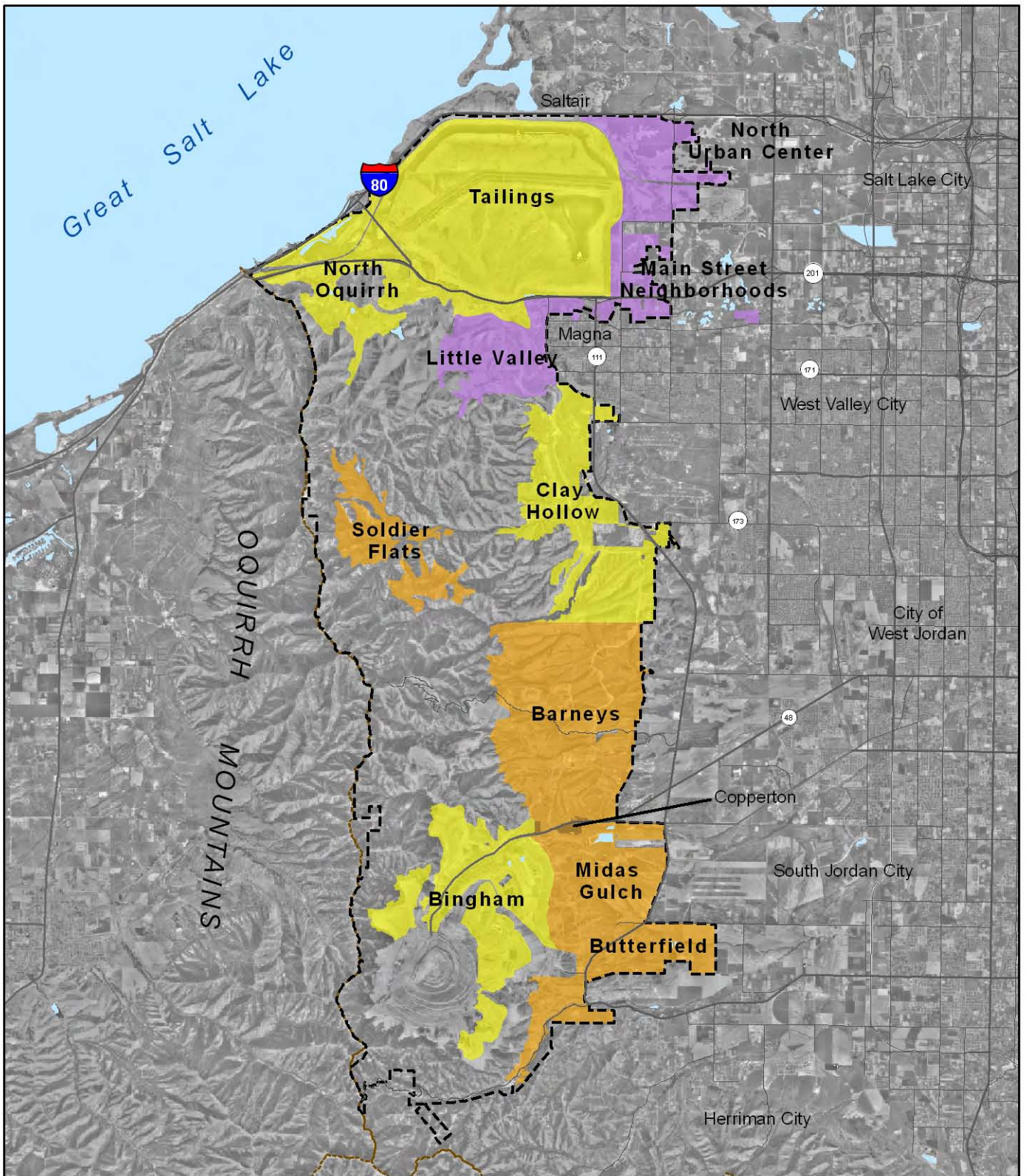


FIGURE 5.1 DEVELOPMENT PHASING

- | | | |
|--|--|--|
|  West Bench Planning Area | Phasing Plan |  Open Water |
|  Highways |  Short-term | |
|  Key Local Roads |  Mid-term | |
| |  Long-term | |



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The preliminary estimates for the project:

- Equate to 31 percent of all existing retail development in Salt Lake County;
- Equate to 96 percent of the existing supply of County office space;
- Equate to 25 percent of existing industrial space; and
- Provide 166,000 dwelling units representing 51 percent of the 337,000 existing homes in Salt Lake County (Commerce CRG 2004).

MARKET SUPPORT FOR RETAIL DEVELOPMENT

Retail growth is of particular interest, given the significant role that sales taxes play in local government revenues, as well as the role that retail shopping plays in the function of mixed-use centers. The approximate amount of floor area that may be supported by the West Bench development, based on the P-C Zone/West Bench Ordinance, is provided below. The purpose is to show a market-based approach that can be used in future revenue analysis, not to provide binding policy numbers. Exact amounts of commercial and other land uses will depend on market conditions at the time of development and other related factors. Based on a 2005 average household income of \$54,500 for the region, total personal income (TPI) for the West Bench is estimated at \$8.99 billion at build-out (in 2005 constant dollars). Based on the existing statewide average, the portion of TPI that is spent on retail goods is 34.1 percent, and the retail expenditure by West Bench residents is estimated to be \$3.07 billion annually. To gauge the demand for land use, the retail expenditures were allocated to two levels of commercial centers: regional/community and neighborhood/village.

The Neighborhood/Village Center retail expenditures are projected to be \$1.42 billion annually, which translates to 4.1 million square feet of retail floor area. The Plan calls for retail to be integrated into Village Centers, with a substantial amount of mixed-use development of office and/or residential uses over first-level retail. In the Village Centers, retail space is estimated to account for a floor area ratio (FAR) of 0.09 out of a total FAR of 0.35. Floor area ratio refers to total built square footage divided by the lot size. Assuming that retail is a determinant of first-level space,

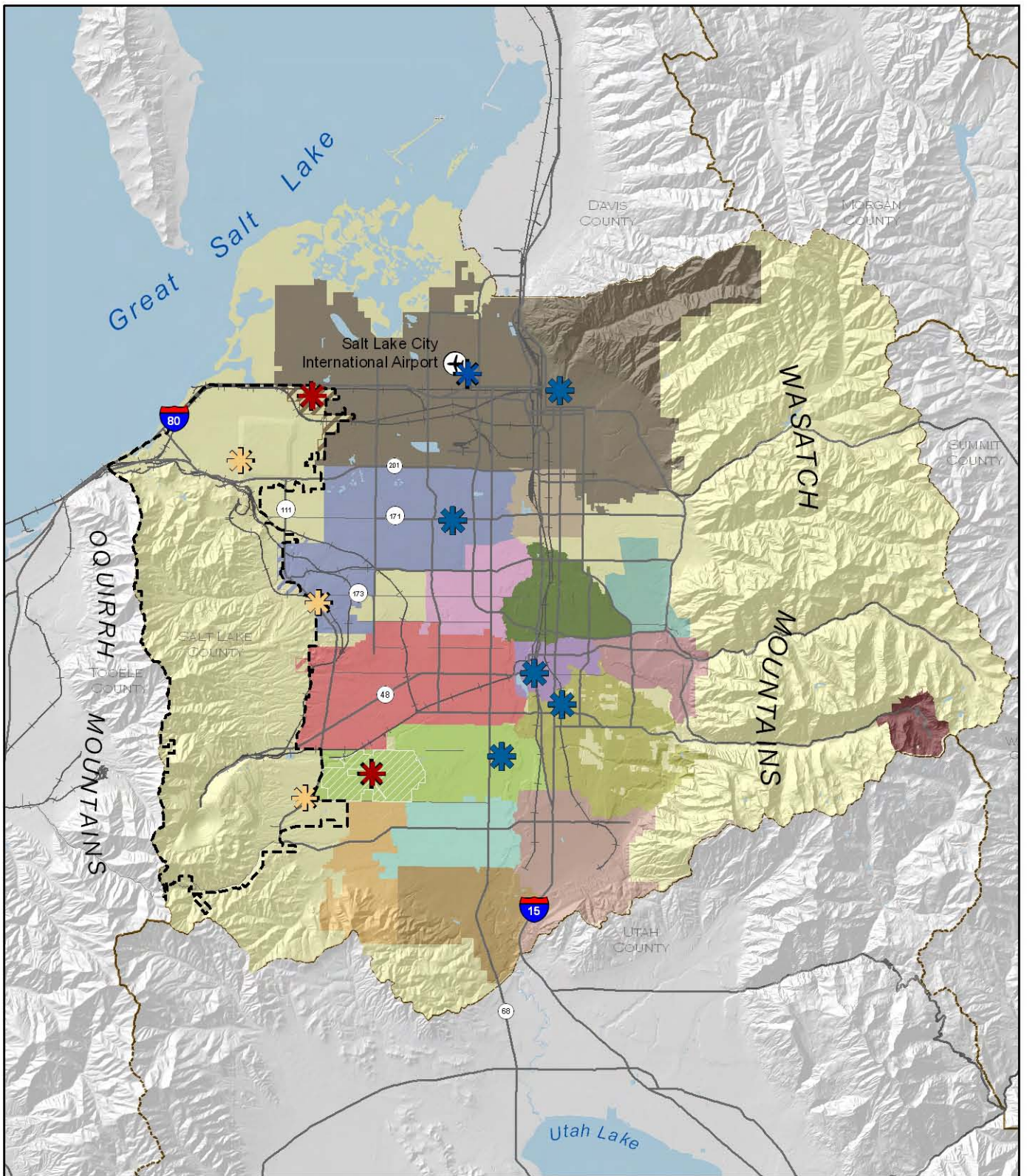


FIGURE 5-2. MAJOR CENTERS WITHIN JURISDICTIONS



there would be an estimated demand for approximately 1,040 acres of land. The regional/community retail center share of expenditures adds up to \$1.65 billion, indicating that the market could support an estimated 4.7 million square feet of regional/community retail space. In most cases, regional retail is built at a 0.25 FAR, translating to a demand for 435 acres of land. The total land area needed for retail uses is projected to be 1,475 acres for 8.8 million square feet of floor area. The West Bench General Plan preliminarily projects 8.1 million square feet of retail floor area, which is generally consistent with projections of current market demand.

The success of the mixed-use centers, as designed, is dependent on the integration of uses within the immediate vicinity and the development of moderate to high density residential within walkable proximity. By concentrating the retail in mixed-use centers, each is expected to achieve the critical mass needed to succeed. Discouraging strip and large format, or “big box,” retail outside of the West Bench and within the market areas of mixed-use centers is an important goal, as the dilution of trade area expenditure potential will reduce market support for retail within the centers.

The Salt Lake regional market is expected to continue its strong growth, and the West Bench is well positioned to capture a competitive share of the regional market. The demand for residential uses is likely to occur first, followed by the retail as market support is formed. Land area for office use likely exceeds demand. To reach full absorption of commercial uses, it may be beneficial to engage proactively in economic development efforts and search for opportunities to attract new business and expand existing businesses.

5.4 INFRASTRUCTURE AND SERVICES

Three types of infrastructure are most critical for development: transportation, water; and sewer. These types, as well as the other infrastructure and services (storm drainage, power, and gas) are also addressed below, with a range of possible solutions that are either straightforward, such as the provision of power and gas, or have a range of solutions that represent similar levels of cost and can be implemented

through a number of arrangements, provided that adequate funding can be secured. Potential, but non-binding, decision-making criteria is provided in Table 5-2 to assist leaders in determining the most appropriate solution for a given problem and context. Brief descriptions of solutions are presented below, but these are not intended to be complete or exhaustive. Technical, fiscal, or other opportunities or constraints may create or eliminate additional solutions in the future.

TABLE 5-2: SUGGESTED INFRASTRUCTURE DECISION-MAKING CRITERIA.

#	CATEGORY	DESCRIPTION	PRIORITY
1	Cost	Capital outlay required	High
2	Environment	Lowest possible impact to the environment	High
3	Readiness	Availability of potential infrastructure solution to serve development as needed	High
4	Cohesiveness	Potential to keep the West Bench intact	Medium
5	Logistics	Ease of negotiations with service providers and/or municipalities	Medium
6	Opportunity Cost	Consumption of West Bench land that could otherwise be used for development	Medium
7	Efficiency	Ability to use existing infrastructures	Low

Source: Economic & Planning Systems, 2006

TRANSPORTATION

Existing Conditions

- **On-Site.** The West Bench General Plan addresses approximately 41,000 acres of “developable” land in Salt Lake County that are currently undeveloped and therefore lack significant transportation infrastructure.
- **Off-Site.** The West Bench General Plan envisions a series of connections between existing east-west transportation corridors and the West Bench Planning Area. Access to and from the area includes a combination of east-west and north-south roadway facilities, as discussed below. No significant fixed-guideway transit service currently exists to and from the area.

Options for Consideration

On-Site. A significant on-site transportation project within the project area is the north/south Transit Corridor. This facility may include dedicated transit lanes, six travel lanes, parking, bicycle lanes, and a landscaped median. Although not currently included on either the State Transportation Improvement Plan (STIP) or Long Range Transportation Plan (LRTP), this facility would address both West Bench and regional travel needs and should be eligible for a mix of private and public funding sources. Phased construction of the transportation options along north/south transit corridor is a key economic feature of the future West Bench development.

Off-Site. Until travel demand forecasting is completed by WFRC to test the on- and off-site West Bench General Plan transportation infrastructure requirements, it is premature to conclude which off-site roadway facilities will be impacted by future West Bench development. Transportation demand for western Salt Lake County is regional in nature, and not limited to demand resultant from development of the West Bench. Nonetheless, preliminary analyses indicate that a number of transportation facilities are likely candidates for improved mobility throughout western Salt Lake County and the West Bench. The 2030 Long Range Transportation Plan and 2006 State Transportation Improvement Plan identify the following projects that are planned to alleviate regional demand:

- **Mountain View Corridor.** A north-south facility east of the planning area, this project is currently undergoing National Environmental Policy Act (NEPA) review and is included in the Utah Department of Transportation (UDOT) State Transportation Improvement Plan (STIP). If developed as proposed, the Mountain View Corridor interchanges could be located on many of the key east-west facilities serving the West Bench and other areas between Interstates 15/215 and the Oquirrh Mountain Range.
- **Light Rail Transit to Daybreak.** The Mid-Jordan Light Rail Spur is also in the NEPA process and would extend the current Utah Transit Authority (UTA) system near the southern portion of the planning area. This project is included in the WFRC Long Range Transportation Plan (LRTP).



- **SR-201 Widening.** Phase 1 of this project, included on the WFRC LRTP, is currently under construction. Phase 1 improvements will be complete in 2006 and extend from Interstate 15 to Interstate 215. Phase 2 (2013 to 2022) includes widening from Interstate 215 to the Mountain View Corridor. Future phases, including widening from the Mountain View Corridor to Interstate 80, are beyond 2022.
- **3500 South Improvements.** This project, included on the UDOT STIP, is currently undergoing environmental review from Bangerter Highway to Redwood Road.
- **6200 South Widening.** This project, currently under construction from 2700 West to 5600 West, is included on the WFRC LRTP. Phase 2, the extension from 5600 West to State Route 111, is programmed for 2013 to 2022.
- **7800 South Widening.** Portions of this project are included on both the WFRC LRTP and the UDOT STIP. Phase 1, widening from 2700 West to the Mountain View Corridor, is slated for the 2004 to 2012 timeframe. Phase 2, from 2013 to 2022, includes widening from Mountain View Corridor to State Route 111. In 2008, widening will take place from 2700 West to Bangerter. The segment between Redwood and 2700 West is currently under construction.
- **9000 South Widening.** Phase 1 (2004 to 2012), which includes widening from Bangerter to New Bingham Highway, is included on the WFRC LRTP.
- **SR-104/10600 South.** Phase 1 of this project (2004 to 2012) is included on the STIP, and extends from Redwood to Bangerter. Phase 2, on the LRTP, extends from Bangerter to SR-111 (2013 to 2022).
- **11400/11800 South Interchange and New Construction.** Interchange reconstruction is expected to begin in 2006. Phase 2, from Redwood to SR-111, is planned for 2013 to 2022 and is included on the LRTP.
- **12300/12600 South Widening and New Construction.** This project is under construction between 900 East and Bangerter. Widening from Bangerter to SR-111 is planned beyond 2023 and is included on the LRTP.
- **SR-111 Widening.** Widening from SR-201 to 3500 South and 5400 South to 11800 South is programmed in the LRTP beyond 2023.

In addition to the projects listed above, a number of additional projects would potentially provide capacity for future development in western Salt Lake County and the West Bench. The following projects are not currently shown on either the LRTP or the STIP and include the Light Rail Transit (LRT) extension beyond Daybreak, westerly extensions of 3500 South, 5400 South, 6200 South, 7800 South, 9000 South, 10400 South, and the widening of SR-111 from 3500 South to 5400 South.

WATER

Existing Conditions

The vast majority of the West Bench General Plan area is undeveloped and lacks municipal water service. However, the Copperton community area, a small community of housing originally built for mining workers, has an existing water system. Limited water service is also available at the Bingham Canyon Mine. Kennecott Utah Copper also operates a water treatment facility as part of the mining operation. These systems will continue to support the Copperton community and the mining operation through the foreseeable future. New infrastructure and facilities will need to be constructed to support the additional urban development.

Several providers of water are available in the Salt Lake Valley. The current model in use in the valley is water service provided to users through a city or a special district. Magna Water Company also provides service to some of the property located at the north end of the property. These cities and districts provide water from their own sources such as wells, or through water obtained from a wholesale provider such as the Jordan Valley Water Conservancy District (JVWCD). The two major water purveyors in Salt Lake County include the JVWCD and the Metropolitan Water District of Salt Lake.

As stated earlier, water service is often provided by cities or special districts that have their own sources and/or augment their sources with water purchased from wholesale entities. A list of existing providers that could potentially serve all or part of the West Bench is provided below.

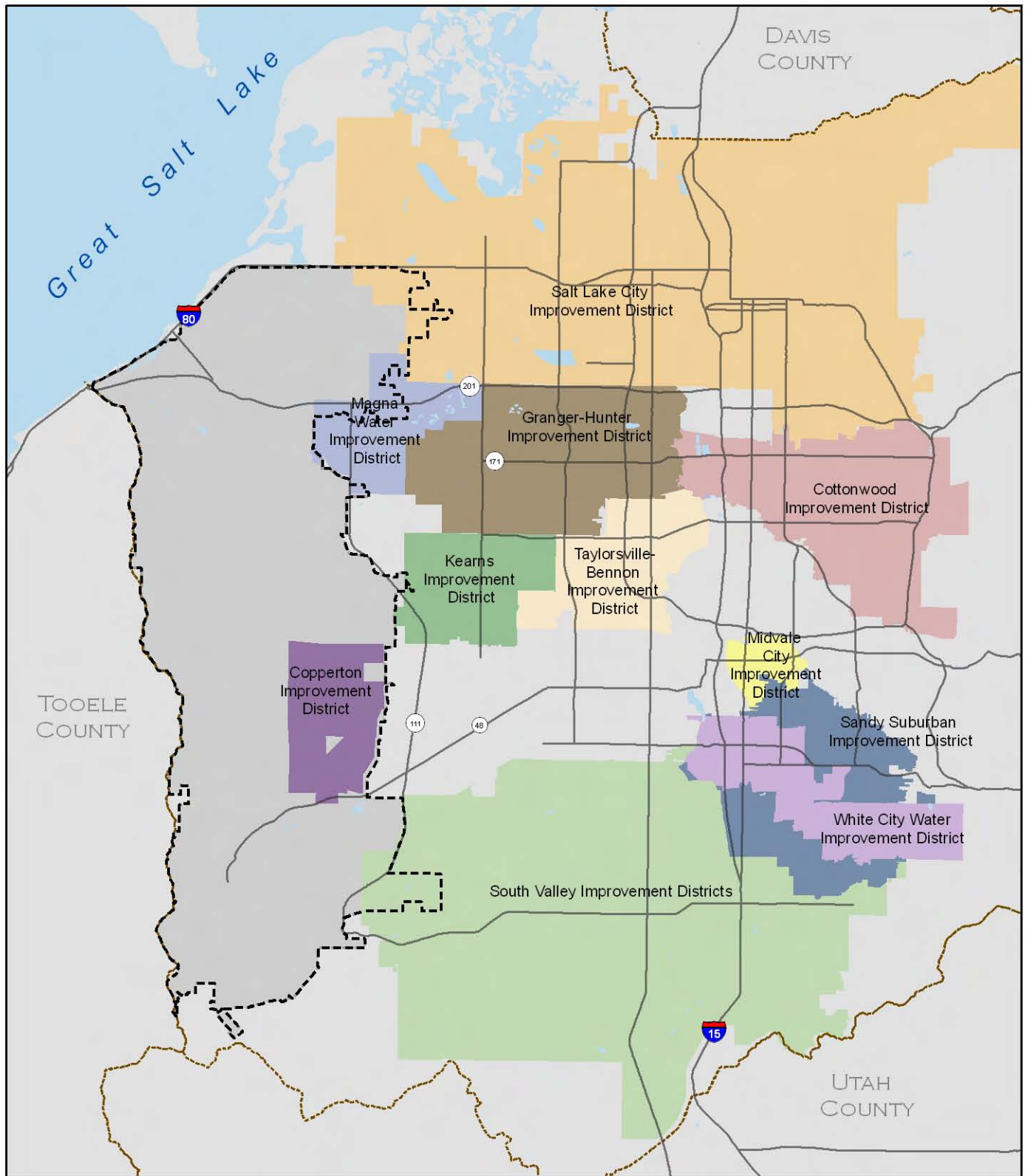


FIGURE 5-3. DISTRIBUTION MAP

** Data from Psomas

- West Bench Planning Area
- Highways
- Key Local Roads

Water Districts

- White City Water Improvement District
- Copperton Improvement District
- Cottonwood Improvement District
- Granger-Hunter Improvement District
- Kearns Improvement District

- Magna Water Improvement District
- Midvale City Improvement District
- Salt Lake City Improvement District
- South Valley Improvement Districts
- Sandy Suburban Improvement District
- Taylorsville-Bennon Improvement District



Cities:

- Salt Lake City
- City of West Jordan
- South Jordan City
- Herriman City

Districts:

- Copperton Improvement District
- Granger – Hunter Improvement District
- Kearns Improvement District
- Magna Water Company
- Taylorsville-Bennion Improvement District

Some of the entities are positioned with sufficient geographic proximity to be able to provide service to some of the West Bench development in the near term. Figure 5-3 illustrates the boundaries of the relevant water districts.

Options for Consideration

Three options for consideration are presented in this section. These options do not represent a preferred or ideal course of action but illustrate how water service may feasibly be provided to portions of the West Bench. Technical, fiscal, or other considerations over time may make these options more or less attractive or may provide additional, more favorable opportunities.

- Culinary water service could be provided to specific development areas through agreements or other arrangements with various cities and districts along West Bench. These entities would then oversee the expansion of improvements and would own and operate the systems.
- A new Special Improvement District, Special Service District, or other form of special district could be formed for the areas of the West Bench General Plan. The new district could build infrastructure to serve the developing communities of the West Bench and would own and operate the systems. The district

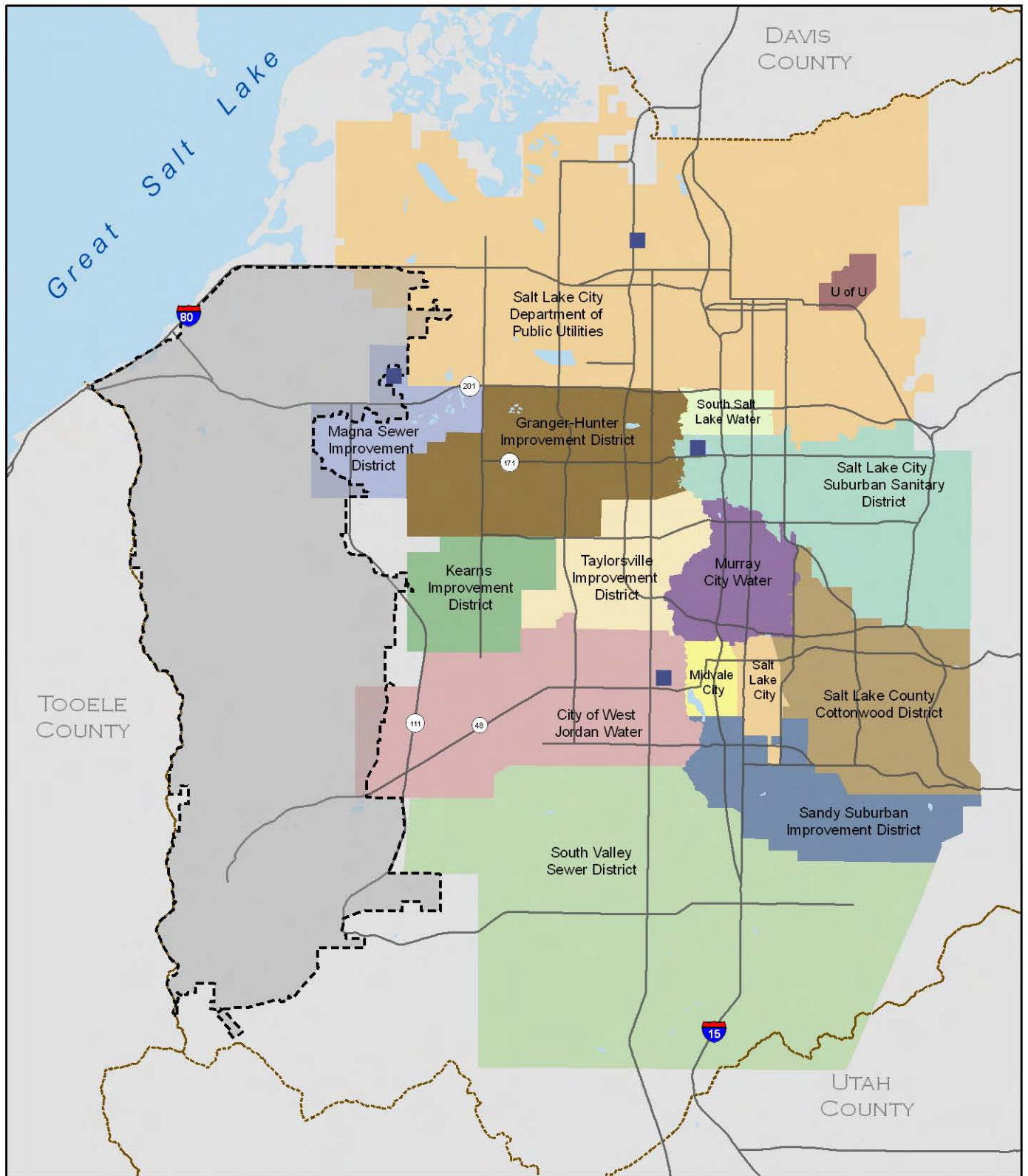


FIGURE 5-4. SEWER IMPROVEMENT DISTRICTS

** Data from Salt Lake County

Sewer Treatment Plants	Sewer Districts	Murray City Water	South Salt Lake Water
West Bench Planning Area	Granger-Hunter Improvement	Salt Lake County Cottonwood District	South Valley Sewer
Highways	Kearns Improvement	Salt Lake City Dept. of Pub. Util.	Taylorsville Improvement
Key Local Roads	Magna Sewer Improvement	Salt Lake City Suburban Sanitary District	University of Utah
	Midvale City Water	Sandy Suburban Improvement	City of West Jordan Water

N
 0 1 2 3 Miles

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could either contract with a wholesale provider of water such as JWCD, or develop its own sources of water from West Bench water rights, or use a combination of both water sources.

- Depending on the timing of development, it may be possible that combinations of options are used for the eventual build-out of the area. Some areas of the development can annex into existing districts and be served without large investments in new infrastructure. Other areas are farther away from infrastructure and would require large capital outlays to bring capacity to the development. These areas would benefit from long-range planning of systems, with incremental improvements over time, to eventually develop the needed infrastructure.

SEWER

Existing Conditions

Wastewater from the Salt Lake Valley is currently collected into various systems and routed to four wastewater treatment facilities located throughout the valley. These collection systems drain to a series of trunk lines that run primarily east-west to the treatment facilities, shown in Figure 5-4, which are operated by the following entities:

- Central Valley Water Reclamation Facility
- Magna Water Company
- Salt Lake City Corporation
- South Valley Water Reclamation Facility

Each of these facilities treats the wastewater and releases the effluent either to the Jordan River or the Great Salt Lake. None of the facilities have a significant reuse component for the treated water. Both the Central Valley and the South Valley facilities treat wastewater from several different collection entities, while the Magna and Salt Lake facilities treat the majority of wastewater from their own jurisdictions.

Collection trunk lines exist in most major east-west connection streets, which eventually run to the treatment facilities. These lines were constructed based upon wastewater master plans that did not account for the new West Bench communities, and are not sized to accommodate

the new flows. New collector trunk lines or upsizing of existing lines will be required to convey these flows to the plants. Also, significant enlargement of the treatment facilities will be needed to eventually handle the flows from the build-out of the development.

Options for Consideration

Numerous options exist for the eventual treatment, reuse, and disposal of the wastewater generated by the new West Bench development. Three options for consideration are presented in this section. These options do not represent a preferred or ideal course of action, but illustrate how sewer/wastewater service may feasibly be provided to portions of the West Bench. Technical, fiscal, or other considerations over time may make these options more or less attractive or may provide additional, more favorable opportunities.

- Existing collection and trunk systems could be expanded and the flow routed to existing, expanded treatment facilities. Treated effluent could possibly be reused for irrigation purposes but will be located a significant distance from any reuse opportunities within the new development.
- New treatment facilities could be created near the new West Bench communities. These facilities will be sized for the new development and located close to the new communities where the treated effluent could possibly be reused within the new development as a source of irrigation water.
- Treatment facilities on or near the new development could be utilized to effectively skim the wastewater and extract a large percentage of water and solids and release the remaining wastewater for processing downstream. This allows the treated effluent to be captured on site and be reused in the new development areas as compost or fuel sources. Moreover, the reduced volume allows use of the existing trunk lines and treatment facilities with a significant reduction in the amount of new trunk lines that would need to be installed.

STORM DRAINAGE

Existing Conditions

The West Bench represents a large watershed that drains to several streams and creeks that eventually run to the Jordan River. Runoff has historically drained into these channels that are now systems consisting of open channels, box culverts, and pipes. These drainage corridors have currently been utilized to capacity due to increased development pressure. Unless drainage capacities are increased, discharge quantities will be restricted to the amount of historical flow currently coming off the site.

Options for Consideration

Numerous options exist for the management of stormwater from the project. Three options for consideration are presented in this section. These options do not represent a preferred or ideal course of action, but illustrate how stormwater may be managed on portions of the West Bench. Technical, fiscal, or other considerations over time may make these options more or less attractive or may provide additional, more favorable opportunities.

- Detention basins could be constructed on site that will capture significant flows and release them over time into the current discharge locations. Several improvements would need to be made to the receiving systems downstream to increase capacity. This would require large capital outlays to build the needed infrastructure.
- Large drainage conveyance systems could be constructed that will take and route increased flows to the Great Salt Lake. A system of collection pipes would be built throughout the new communities and routed to the larger regional facilities. This system would run mostly south to north and eventually drain to the lake.
- All flows could potentially be captured on-site and contained in a series of ponds and basins. This would be done with both local and regional facilities designed to maximize groundwater recharge of the aquifer. By reusing the water rather than discharging to the lake, the development is better able to protect and preserve the natural watershed. On the other hand, needed facilities could be expensive or otherwise unfeasible.



POWER AND GAS

Throughout the entire West Bench area, power is supplied by Utah Power and Light (UP&L), and natural gas is provided by Questar. Current mining operations are primarily serviced by a power plant operated by Kennecott Copper and located in the area of the smelter. Kennecott power lines serve the smelter, the pit, and all areas of mining in between. Gas is also acquired for mine use through separate agreements with local gas providers. These resources will likely be in use throughout the life of the mining operation, including the smelter. It may be possible to reuse the facility after the mining operations have ceased, but until that point, power will need to be acquired from a different source.

UP&L can access power from the main grid that runs east and west through the project at approximately 8000 South. This is the main power grid in the West and has ample capacity to supply power for the development. Questar also has natural gas mains in the area with access to a large pipeline (owned by Kern River Pipeline) running north and south along the Highway 111 corridor.

Service for both of these utilities will be readily available from both entities. Negotiations for funding of substations, gas metering stations, and other infrastructure items will likely be made with both companies. Each has funding and cost-sharing mechanisms in place for providing service.

5.5 FISCAL CONSIDERATIONS

This section provides an overview of the fiscal structure in Salt Lake County and the region. It identifies potential revenue sources that may be incorporated in the West Bench development. While each of the revenue sources identified is established in the Salt Lake region, amendments to the structure of some may be necessary to effectively address the fiscal needs of the West Bench development. This list is not intended to be exhaustive, but is meant to provide a sampling of the possible options. Table 5-3 provides important potential, but non-binding, decision-making considerations for a healthy fiscal strategy.

TABLE 5-3: FISCAL STRUCTURING CRITERIA.

#	CATEGORY	DESCRIPTION	PRIORITY
1	Revenue	Magnitude of revenue potential	High
2	Legality	Conformance with existing State and County standards	High
3	Fairness	Equitable allocation of funding responsibility between new and existing developers and residents	Medium
4	Juris. Issues	Degree of aligned interests with jurisdictions	Medium
5	Precedent	Effort required to create new funding sources	Medium
6	Sustainable Sources	Long-term reliability. Exposure to market trends.	Medium
7	Urban Design	Ability to prescribe progressive urban design requirements	Medium
8	Nexus	Degree of linkage between source and beneficiary	Low
9	Logistics	Ease of establishing revenue source	Low

Source: Economic & Planning Systems, 2006

EXISTING REVENUE SOURCES

- Sales Tax** – Sales tax funds a significant portion of urban services. The rates are set by the State legislature and are rarely modified. Municipalities do not have the authority to set their own sales tax rates. The current rate for all jurisdictions in Salt Lake County is 6.6 percent, of which 4.75 percent is dedicated to the State, mass transit is allocated 0.5 percent, the County receives 0.25 percent, and a cultural tax of 0.1 percent funds the zoo, arts, and parks (ZAP tax). The remaining 1.0 percent is designated for local jurisdictions; half of that is point-of-sale based and is allocated to the city or county in which the sale occurs, and the other 0.5 percent is dispersed to local government on a per capita basis. For sales occurring in unincorporated Salt Lake County, the point-of-sale portion of the tax is received by the County. If a developed portion of the unincorporated County is annexed to an adjacent municipality (or a new city is incorporated), the County's revenue is depleted by all point-of-sale taxes as well as the per capita distribution set by the number of residents in the annexed area.
- Property Tax** – Local property tax revenues fund a sizeable portion of local government. All property is assessed at 100 percent of appraised value, with the exception of primary homes, which receive an exclusion of 45 percent. Thus, all commercial

property owners as well as second homeowners pay the full appraised value. Tax rates vary by jurisdiction, as municipalities set their own property tax rates following the process mandated by the State. For 16 jurisdictions in the county, the average total tax rate is .014607 with the cities falling within a relatively tight cluster between .012032 and .015926. The rate for the unincorporated area, at .014959, is slightly higher than the 16-jurisdiction average. The proceeds are distributed among a number of agencies. In the case of the City of West Jordan, which is representative of suburban communities in Salt Lake County, 56 percent of property tax is dedicated to schools, 22 percent is for the County, 5 percent is for special districts, and 17 percent is for the City. The average portion of property tax dedicated to cities approximates 20 percent of the total.

- **Impact Fees** – Most municipal jurisdictions in Salt Lake County have established impact fees for new development. The impact fee programs have been established to alleviate a municipality's cost of growth for services such as roads, water, sewer, storm sewer, fire, police, parks, and other minor categories. In addition to local municipalities, regional service districts also have fees for the communities where they provide services. All fee programs calibrate impacts by use and stipulate different fees for single-family units, multi-family units, and a range of different commercial uses. Salt Lake County has only adopted one fee, which applies to storm drainage.
- **Special Improvement Districts** – The purpose of most Special Improvement Districts (SID) is to finance infrastructure (roads, parks, etc.). Typically, SIDs are funded by annual payments from property owners that are based on a baseline per unit or per square foot assessment plus an assessment linked to property value. The formation of an SID must be authorized by a local governing authority. For any funds derived from property valuation, a majority of landowners within the proposed district must approve it. Following a successful district formation, bonds are issued and the proceeds used to fund infrastructure improvements. Debt service is provided by annual payments from subsequent property owners. The motivation to establish an SID is to fund capital improvements for large-scale development with efficiency not possible on a smaller scale.
- **Special Service Districts** – Special Service Districts (SSDs) are primarily used to fund ongoing operating and maintenance services. The formation requirements are similar to those of an SID. One primary difference is the length of time each are used. The debt structure for an SID traditionally runs from seven to ten years, which coincides with the retirement of the bonds. For SSDs, annual proceeds from property owners are used for operations and can run in perpetuity.

- **Community Fees** – Community Fees are structured to fund quasi-public entities, such as home owners associations or foundations. A fee structure is established by the initial master developer, which is then mandated for all future users. A common example of a community fee is one based on a percentage of property transactions. Research shows that these fees can fall in the range of a quarter percent up to two percent. For all property transactions, the buyer or seller must pay the fee as expressed as a percentage of the sales price.
- **Retail Sales and Property Tax Agreements** – In many communities, public revenue streams are established to fund infrastructure improvements using tools such as Tax Increment Financing (TIF). These funding mechanisms are established through negotiations between a developer and a public jurisdiction, such as a city or county. In the case of TIF financing, a portion of the net new revenues are pledged back to the developer to service infrastructure debt.
- **Water and Sewer Tap Fees** – Water and sewer tap fees are expenses paid at time of development that are distinct from impact fees. These fees will be an important source of revenue for any entity that provides service to the West Bench.

Options for Consideration

The long-term fiscal strength of the West Bench depends on the resources available for the initial capital construction as well as the ongoing operating costs. An optimal strategy that effectively addresses both the capital and operating needs should be developed using the sources listed above and/or other attractive sources of potential funding. For some sources, there may be a need to depart from the historical application of a specific revenue source. A joint effort between the County and the developer and other entities may be needed to amend standards to create optimal sources. Any selected revenue sources for the West Bench should treat West Bench developers and residents equitably. It should be noted that most communities rely extensively on sales tax revenue, which in turn makes them dependent on trends in the retail development industry and exposes the community to vacillations in retail market conditions. If a combination of sources can be structured that is not overly dependent on sales tax, the future development will have a stronger position when it comes to incorporating (or limiting) large-format retail and other conventional retail development.



5.6 HOUSING AFFORDABILITY

Existing Conditions

Housing price appreciation in Salt Lake County has been strong, especially in the recent past. From 1997 to 2003, the annual average rates of appreciation ranged from 1.7 to 3.5 percent, but more recent appreciation rates are running 7.1 to 8.2 percent annually. With appreciation rates at these levels, housing affordability becomes more of a challenge for the average homebuyer. In 2005, the price for existing homes in Salt Lake County averaged \$221,000, while new home prices averaged \$290,000. At these prices, a household income must exceed the median income by 32 percent to afford the average priced new home.

Options for Consideration

There are numerous methods for developing affordable housing. Tools that could be used include credit enhancement, land banking, market rate buy-downs, land donations, gap financing and technical assistance for tax credit development, donations from foundations, establishment of a trust fund, and development partnerships between the West Bench developer, on-site builders, the County, the Utah Finance Authority, and non-profit organizations. In the future, it is recognized that the West Bench developer may utilize any of these, as well as other tools in its efforts to contribute affordable housing. It is the goal of the County and the West Bench development to:

- Take an inclusionary approach to affordable housing;
- Provide housing solutions that are proportional to the West Bench capture rate of regional development;
- Meet the intent and purpose of the current Salt Lake County Housing and Accessibility Plan and current state law; and
- Integrate and disperse a variety of housing types and price points within the larger development.

Additional studies or other considerations over time may make these options more or less attractive or may provide additional, more favorable opportunities that are not noted here.

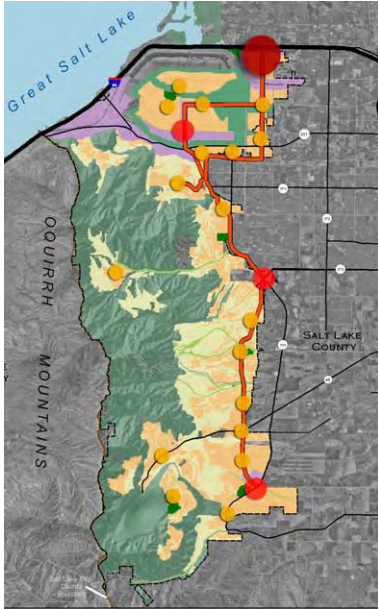
5.7 HOW TO IMPLEMENT

The West Bench General Plan provides a foundation for the County to move forward with development. To accommodate the scale of the West Bench and the anticipated integration of uses, Salt Lake County has developed a tool to provide a series of steps between the adoption of the General Plan and construction. This tool, the Large-Scale Planned Community (P-C) Zone, allows phased projects to move forward with greater specificity for portions of the site that are ripe for development, as illustrated in Table 5-4. It is proposed that the West Bench General Plan, the P-C Zone Ordinance, and the rezoning of 41,000 acres as P-C Zone be approved concurrently to better establish the progression of West Bench development.

FOR MORE INFORMATION ABOUT THE P-C ZONE ORDINANCE OR P-C ZONE PLAN, CONTACT SALT LAKE COUNTY PLANNING AND DEVELOPMENT SERVICES DIVISION

TABLE 5-4. WEST BENCH PLANNING & DEVELOPMENT PROCESS. (DRAFT)

	1. POLICY		2. PLANNING		3. TECHNICAL	
STEP	GENERAL PLAN	P-C ZONE PLAN	COMMUNITY STRUCTURE PLAN	MASTER SUBDIVISION PLAT	PRELIMINARY SUBDIVISION PLATS	FINAL SUBDIVISION PLATS
AUTHORITY	Council / Planning Commission		Mayor / Council / Planning Commission		Mayor / Planning Commission / Staff	
SCALE	• 75,000 acres / 50 - 75 years		• 1,000 - 4,000 acres / 10 - 15 years		• 50 - 500 acres / 2 - 5 years	
OUTCOME	<ul style="list-style-type: none"> • Regional Vision • Core Planning Concepts • Define Capacity • Master Agreement 		<ul style="list-style-type: none"> • Community Values • Conceptual Land Use • Conceptual Major Infrastructure, Roads, & Transit Facilities • Conceptual Service Delivery • Parks & Open Space • Development Agreement • Capital Facilities Plan 		<ul style="list-style-type: none"> • Technical / Engineered Development Layout • Public and Private Improvements Identified • Final Service Delivery Agreement 	
PURPOSE	<ul style="list-style-type: none"> • Comprehensive (avoid piecemeal) development • Provide meaningful information to regional planning bodies • Tie the land use plan to the land 		<ul style="list-style-type: none"> • Define community context in relation to the General Plan • Establish conceptual unifying components of development - transportation, open space, infrastructure • Subdivide land to logical planning areas for development 		<ul style="list-style-type: none"> • Create specificity needed for construction • Subdivided lots • Allow builders to pull permits 	



5.8 SUMMARY

Inevitably, as the West Bench develops over the next 50-75 years, it will encounter a variety of challenges that will stem from issues with policy, funding, logistics, market demand, the environment, and others. During these times, we must always remember the West Bench's larger vision and values. Those who understand our community's future and the values we hold will understand the difficult choices that need to be made. Although there will need to be compromises, key elements of the Plan must stay in place to achieve the desired vision. These include the implementation of the Core Concepts established in Section 3.3 of the General Plan (summarized below) that provide the essential heart of the WBG and the key to the future of the West Bench.

RESOURCE CONSERVATION

The 75,000-acre West Bench property will provide a balance between land development and land conservation, with substantial areas to be conserved within the Oquirrh Mountain Range in the future, after mining operations cease. The Oquirrh Mountain Range can maintain and enhance biodiversity and ecosystem functions and protect historic resources, while offering public access for recreation use and wildlife viewing. Within the developed areas, open space and greenways can preserve riparian habitats and wildlife corridors, link systems of parks to range lands, and serve as community separators to the newly developing communities of the West Bench. Resource conservation will also serve as a guiding principle for innovations in stormwater systems, utilities, and new development designs.



HIERARCHY OF MIXED-USE CENTERS

For the West Bench General Plan, the Land Use Plan emphasizes a rich mix of land uses in a hierarchy of mixed-use centers. From Urban Centers that serve a regional area to Town Centers and Village Centers that serve towns and smaller communities, each offers a variety of housing options, retail and commercial uses, and employment opportunities in a setting that provides a host of transit, bicycle, and walking alternatives to automobile travel.



ECONOMIC GROWTH

For growth to occur that is economically sustainable, the West Bench strives to provide a balanced mix of jobs and housing, recognizing that housing uses will likely occur first. Much of the proposed office, retail, and business employment will be focused in the mixed-use centers. A variety of specialized industrial, urban office, research and development, and educational campuses are designated to provide settings for employment essential for the region.



QUALITY NEIGHBORHOODS

Many of Utahns' core values center on home, family, education, and security. Each of these is reflected in the structure of neighborhoods within the West Bench. Neighborhoods should be centered on local community centers, elementary schools, and neighborhood parks with walking and bicycle routes connecting neighborhoods to trails, parks, and transit facilities. These areas will be designed with consideration for healthy living, safety, and security, reflecting community values in the Salt Lake Valley.



TRANSIT CORRIDOR

The West Bench General Plan is built around a central multi-modal Transit Corridor that incorporates transit, such as high capacity transit bus lines or light rail, to serve long distance travel needs, well-designed roadways for automobile traffic, and supporting sidewalks, bicycle paths, trails, and pathways to encourage a variety of alternative travel. Surrounding land uses are designed at a density to make transit convenient and accessible for many.



PARKS

The West Bench is designed to provide a hierarchy of parks serving regional, community, and neighborhood needs linked by a network of trails, paths, and road access. Land within mixed-use centers will provide active parks, community uses, and open space. Regional parks will serve the greater Salt Lake Valley, and trails will link regional parks.



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July 29, 2005

**Notice of Intent to Prepare an Amendment to the
Salt Lake County General Plan**

PLEASE TAKE NOTICE that Salt Lake County, Utah intends to prepare a proposed amendment to the Salt Lake County General Plan. The proposed amendment includes the addition of the West Bench General Plan to the Salt Lake County General Plan. The proposed plan will include comprehensive elements for the growth and development of land, transportation and circulation, and other elements considered appropriate within the study area (see attached map) as required by state law.

This notice is given pursuant to *Utah Code Ann. 17-27a-203*, and is being sent to those entitled to such notice under *Utah Code Ann. 17-27a-203(1)*, including each “affected entity” under *Utah Code Ann. 17-27a-203(1)(a)*

Each of the Affected Entities is invited and will have several opportunities to provide information for the County to consider in the process of preparing, adopting, and implementing the Proposed Plan concerning (a) impacts that the use of land covered by the Proposed Plan may have on such Affected Entity; and (b) uses of land within the City that such Affected Entity is planning or considering that may conflict with the Proposed Plan.

Information, public meeting schedules and other issues related to the planning process can be found by visiting the Salt Lake County Internet website located at www.pwpds.slco.org/wbplan . For more information concerning the Proposed Plan you may contact:

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