

# 1 Introduction and Vision

## History

### AGRICULTURAL CENTER (1850 TO 1950)

Davis County started as a rich agricultural area. The county's great agricultural potential was recognized quickly by the Mormon pioneers. In 1847 Brigham Young sent settlers north hoping to find pastureland for cattle. As these homesteaders left the Salt Lake Valley and traveled north, they found, steaming hot springs and ponds, and swampy lands covered in swamp grass on the West side of the City. To the east, they found gentle hillsides covered in tall grasses. Much of the rocky hillsides were not well suited for crops or cattle; but did produce several sand and gravel excavations.

From its beginning the City of North Salt Lake has had a balance of residential and industrial lands. The first settlers laid claim to property along the spring beds in the lower areas. One of the first settlers of North Salt Lake, John Winegar, built his home of clay from deposits by the Jordan River. Because of the clay deposits, several brickyards were located in the area for a short time.

Farms and orchards grew and stretched up the mountainside, and industry grew with them. Dairy farms, stores, and factories established themselves among the modest homes of their owners. A variety of animals were also raised in the area. In 1879 Samuel S. Howard began the "Bountiful Dairy." Holbrook Dairy was later established near the Salt Lake County line and continued until the late 1950s.



## SHIPPING CENTER AND TRADE ROUTE (1890 TO PRESENT)

North Salt Lake has also been a key trade-route since the days of early Pioneer Settlements. As commodities were taken to Salt Lake City from the northern towns, North Salt Lake became a main thoroughfare and a timely stopping place for refreshment and business. Sarah Howard ran a store out of her home, and William Luker created a "Halfway House," a store-restaurant combination where travelers could refresh themselves. The trail along the edge of the hills and above the hot springs turned into a well-traveled road and later became U.S. Highway 89/91.

Businesses began to grow along Highway 89 and the Bamberger Union Pacific Railroad lines. In 1895 Leary and Warren established a business called Salt Lake Union Stockyards. The availability of pastureland and the convenience of the railroad for shipping made cattle important to North Salt Lake. Cattle were shipped into the area and either shipped out again or slaughtered for market at one of the area slaughterhouses.

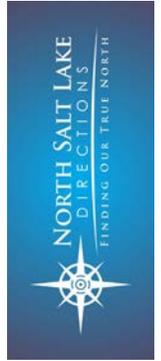
In 1916 Cudahy Meat Packing Company bought the Intermountain Ice Packing building on Center Street just below the railroad tracks. The success of the plant led the street to be called Cudahy Lane. Cattle were shipped in and processed meats were shipped out to destinations all over the world. The plant was open until 1972.

Today, North Salt Lake continues to be a trucking center, the nexus of multiple important highways and the center for South Davis County corridor connections.

## TOWN INCORPORATION (1946)

In roughly 1916, the first housing subdivision took the place of some hillside orchards. Regardless, in 1930 most local residences and businesses were located below Highway 89/91. The sixty-five homes located on the hillside above got their water from the natural springs that flowed directly out of the hillside. The area below the highway received water from the privately owned McDuff and McNeil springs located on the southern hills on the Salt Lake-Davis County border.

In 1946 a developer purchased land on the hillside to build homes. In order to obtain water for his homes he made a purchase agreement with the owners of the McDuff and McNeil springs. Concern grew from landowners below the highway since they were not allowed any additional water from the springs. This concern led to the formation



of a committee to explore City incorporation; 100 residents signed a petition requesting incorporation of a town.

On September 3, 1946 the town of North Salt Lake was established, with an area of 456 acres. Chairman Amasa Howard of the county commission appointed Harold R. Howard, Jack Cummings, Alton Boggess, Harold T. Johnson, and David S. Betts as the Town Board.

North Salt Lake originally took its name from the name of the small post office at the railroad tracks. The old Utah Highway Patrol weigh station was purchased and used as the first town hall. There was only one political party at that time, the North Salt Lake Citizens Party. In 1949 the first election was held, selecting Ray Hatch as mayor of the town. In 1958 a new municipal building housing a fire department was built on the corner of Main Street and Center Street.

### THE FIRST GENERAL PLAN (CIRCA 1950)

In the late 1940s, the Town Board, with the aid of the new town citizens, began developing a general plan to control the use of the water as growth would occur. They also projected a plan for annexation, industrial growth and residential subdivisions. The first general plan contemplated a City Center, by changing Cudahy Lane to Center Street and Howard Street to Main Street. The City's first nucleus was contemplated at the intersection of Center and Main.

### GROWTH THROUGH THE YEARS

On August 1, 1961 the town of North Salt Lake became a third-class city with a population of 1,655. Fifty years later the population has reached 16,322 according to the 2010 census.

The first wave of residential growth in the town occurred west of Orchard Drive and East of Main Street. This growth generally occurred between 1910 and 1960. In the decades since, growth has moved in two directions. Since about 1960, growth has moved east of Orchard drive moving up the City's foothills. In 1994 the Eaglewood Golf Course was built, ushering in substantial new residential growth surrounding this new recreational amenity. Between 2000 and 2010, a new master planned community introduced a new neighborhood on the City's westside: Foxboro. Foxboro incorporates a mix of housing types, parks and trails, and the opportunity for village centers to eventually become a complete community.



Taken together, the variety of neighborhoods in North Salt Lake—spanning many generations – provide residents with an incredible variety of homes, architectural styles, and mix of amenities to help the City become one of Utah’s most desirable destinations.

*Taken from 1991 North Salt Lake General Plan and the Utah History Encyclopedia written by Susan B. Day,  
<http://www.media.utah.edu/UHE/UHEindex.html>*

## North Salt Lake Directions

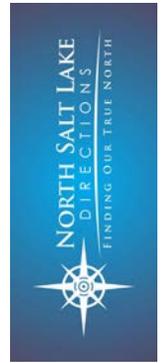
The City of North Salt Lake has a great story to tell. North Salt Lake has always been known as a place where its residents share common values of family and service. Residents of North Salt Lake enjoy their distinctiveness from Salt Lake City while still being close enough to benefit from the amenities it has to offer.

Like many communities within the greater metropolitan region, North Salt Lake is at a pivotal moment in its history. Civic leaders have the opportunity to redefine a lasting legacy—one that embraces a healthy economy with a hopeful future, that cherishes its residents and offers them a sense of place and identity. Providing the foundations for achieving this promising future is the overriding purpose of the General Plan.

The City of North Salt Lake has responded and will continue to respond to challenges. It has recently rebuilt its City Hall and finished Foxboro Regional Park, a beautiful new 13-acre park in the Foxboro North neighborhood. The economy of the City is being strengthened and diversified through proposed development of the property in the northwest quadrant of I-215 and Redwood Road. Further, creation of a Town Center near Center and Highway 89 will strengthen the City’s identity for all residents.

Within this context, directing North Salt Lake’s future is about creating and sustaining a community that appreciates its heritage and is a place of hope, opportunity, and achievement for the future. These aspirations provide the foundation for the North Salt Lake General Plan and provide the impetus for continued community engagement and involvement in improving the North Salt Lake community.

Utah law requires that each city prepare and adopt a general plan to guide the development of the respective cities within the State. State



statutes indicate, "The general plan must be comprehensive, internally consistent, and long-term."

The general plan is a set of policies and programs that form a blueprint for physical development throughout the community. It is a long-term document consisting of written text and diagrams that express how a community should develop, and is a key tool for enhancing its quality of life. The plan is a basis for land use, transportation, and open-space decision-making used by policy decision makers such as the Planning Commission and the City Council.

Why is the General Plan important? In short, because the General Plan sets the land use policy direction for the City for the next 20 years, it is the basis upon which many of the City's day-to-day land use decisions are made. The plan will address a wide range of topics important to residents, property owners, and businesses throughout the City. They include providing a range of housing options, conserving open spaces and natural resources, promoting good access, and attracting and retaining businesses that support the economic growth of the City.

## Shaping North Salt Lake Directions

The North Salt Lake General Plan gives direction for the improvement of the community. Such a process requires a vision and active engagement and involvement of City leaders, City staff, residents, property owners, community leaders, the business community, and many other stakeholders.

The City Council appointed a General Plan Advisory Committee made up of a number of leaders in the community, including businesses, community-based organizations, City staff, residents, and others. The purpose of this group was to help form the community principles, values, and priorities that underpin the City's vision. Its broad membership and participation ensured that all community interests were heard. Their work culminated in the preparation of a community vision for North Salt Lake, which was adopted unanimously by City Council and the Planning Commission.

The City held community workshops to zero in on key issues faced by residents. Participants responded to anonymous keypad polling and mapped future development and transportation improvements. They were requested to discuss how the City should respond to its





planning challenges and offered ideas for the General Plan. Residents were excited to be able to share their ideas for the future of the City.

## North Salt Lake Speaks

Resident input was received at two community workshops, held in March and May, 2011 as well as through an online questionnaire.

### ONLINE QUESTIONNAIRE

An online questionnaire was conducted to reach people that were unable to attend the meetings. 85 people took the online questionnaire. Residents were able to respond to multiple choice and open ended questions to share issues that they personally feel are important to address in the General Plan.

#### Top Responses to Online Questions:

What do you like best about North Salt Lake?

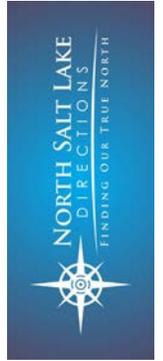
- 1) Proximity to Salt Lake City
- 2) Small Town Feeling
- 3) Freeway Access
- 4) Parks and Trails
- 5) Amenities
- 6) Great People

What is the most important issue facing North Salt Lake today?

- 1) Community Planning and Growth Management
- 2) Lack of local Businesses, Shopping and Entertainment
- 3) Lack of Identity
- 4) Crime and Gangs
- 5) Landslides or Environmental risks
- 6) City Beautification

What is the biggest roadway issue facing North Salt Lake?

- 1) East/West Connections and Bottlenecks
- 2) Lack of Freeway Access
- 3) Inconsistent Street Cross-sections and Speed Limits
- 4) Insufficient Access to Transit
- 5) Lack of Sidewalks and Bike Lanes
- 6) Too many School Zones



## WORKSHOPS

Over a hundred residents actively participated in the workshops. Participants broke into groups and used maps to brainstorm specific areas of the City.

Groups were asked to follow these steps:

1. Cross-hatch areas of change and stability
2. Place development type chips on the map
3. Pencil in transportation improvements
4. Explore parks, plazas, and open space
5. Give any additional feedback

## DEVELOPMENT CHIPS



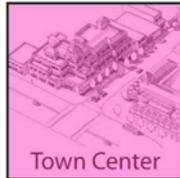
Single-Unit Neighborhood



Condo or Apartment



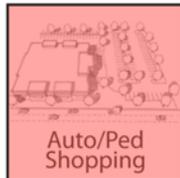
Mixed Residential/Commercial



Town Center



Auto Shopping

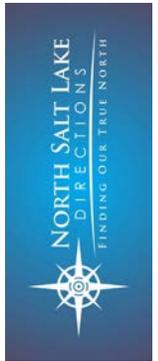


Auto/Ped Shopping



Pedestrian Shopping





Markers:



Cross-hatch areas of potential change with red marker.



Cross-hatch areas of stability with blue marker.



Mark improvements to walking routes with purple marker.



Show areas of problematic traffic with brown marker.



Mark improvements to bike facilities with yellow marker.



Mark parks, plazas and open space with green marker.





## KEY MAP THEMES

Eight maps were developed from this group activity. Groups acted independently of each other but many themes were consistent between the eight maps.

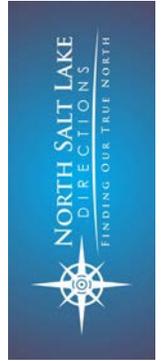
***Town Center.*** One key finding present in all the group maps was a strong desire for the development of a Town Center with a mix of uses, where residents can come together for civic, entertainment, shopping, and other activities.

***Shopping on Redwood Road.*** Maps showed an interest in additional shopping or grocery opportunities on Redwood Road near Foxboro.

***Vacant land at I-215 and Redwood Road.*** Maps emphasized a new destination at the northwest quadrant of I-215 and Redwood Road with a mix of uses including office, retail and housing.

## KEY ISSUES FROM THE PUBLIC PROCESS

1. Residents overwhelmingly support growth of a town center around City Hall with pedestrian amenities, a plaza or gathering place, and shopping. Residents support taller buildings and pedestrian oriented building placement in the Town Center and are open to alternative parking solutions.
2. Residents want more local shopping and entertainment options, including grocery options on the west side of town.
3. Residents would like to see connections and flow between the east and west parts of the town improved.
4. Residents want to improve the City's identity and connect different factions of the City.
5. Residents support efforts to improve freeway access.
6. Residents are concerned with the extent of the city that is devoted to industrial uses, the refinery and pollution that may come from those uses.
7. Residents are concerned with decisions and planning for future development and want to actively participate in future planning efforts to decide what they want the City to be like rather than leaving it to chance.
8. Residents are interested in supporting City-wide beautification and cleanup efforts.



9. Residents desire corridor enhancements that include greater selection of retail shops, improved aesthetics, sidewalks, and pedestrian and bicycling amenities.
10. Residents support developing a street tree program and encouraging large trees particularly on Redwood Road.
11. Residents desire more parks and sports facilities and improvement to existing parks.
12. Residents support encouraging a mix of housing including townhouses, apartments and condos on major corridors.
13. Residents support encouraging development that is conducive to and supports pedestrians on major corridors.

## The Vision

The City Council has adopted a broad vision that guides the General Plan and the guiding principles that clarify the vision. This vision is an anchor for evaluating priorities and programs and dedicating financial and administrative resources to City programs.

North Salt Lake's General Plan vision is defined by fourteen guiding principles.

### Guiding Principle 1

---

#### **IDENTITY: Create a distinct identity for our City**

---

North Salt Lake is the closest city to downtown Salt Lake City and the airport. It is a nexus of freeway interchanges, regional trails and transit. North Salt Lake is a family-friendly community that provides a nurturing environment for children, where people desire to put down roots and build lives. North Salt Lake desires to establish identifiable places for residents to come together from all areas of town.



## Guiding Principle 2

---

### **COMPLETE COMMUNITY:** Strive to be a complete city, providing a broad mix of services

---

North Salt Lake aspires to be a balanced community that offers stable and beautiful neighborhoods served by ample recreation, shopping and employment opportunities. Grocery shopping and other retail opportunities are desirable in each major subarea of the City. By improving retail opportunities on the west side of town, residents can be better served. North Salt Lake also supports and encourages bringing new quality employment opportunities to the City.

North Salt Lake offers quality community services, police and fire service, parks, and recreation. North Salt Lake supports local schools and the positive role they play in children’s lives. North Salt Lake invests in infrastructure so that adequate water, transportation, and other community services are maintained for future generations. Providing a high quality of life and balanced community will instill pride among residents and denote North Salt Lake as a desirable place to live, work, and enjoy their lives.

## Guiding Principle 3

---

### **FOCAL POINT:** Develop a central focal point

---

A Town Center can be established as an identifiable place and icon for the City, where residents can gather together for shopping, entertainment and recreation. By allowing a mix of uses in a walkable environment the Town Center can become a destination for residents and the greater region.

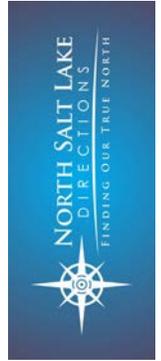
## Guiding Principle 4

---

### **HEALTHY ECONOMY:** Enhance the overall economy and tax base

---

North Salt Lake’s economy provides a tax base for sustaining exemplary services and investment. The economy is based on a large industrial and manufacturing base, quality commercial and retail businesses, and office uses. The North Salt Lake Town Center will be a governmental, cultural, residential and commercial core, linked to the greater metropolitan area. With its strategic location, North Salt



Lake aspires to become a hub of retail, commercial, and business activity.

## Guiding Principle 5

---

### **JOBS: Provide a broad range of jobs**

---

North Salt Lake is a balanced community that supports a job base that provides ample revenues to support services and the opportunity to achieve a higher standard of living. North Salt Lake supports a broad range of jobs and desires to bring additional quality employment opportunities to the City through encouraging development of office uses in the Redwood Road area and the Town Center. The City supports an entrepreneurial spirit that fosters investment in local business, real estate, and community. North Salt Lake's prosperity depends on its people, their skills, and a competitive and healthy workforce.

## Guiding Principle 6

---

### **LIVABLE CORRIDORS: Improve the livability of key corridors**

---

North Salt Lake desires improvements to the livability of key corridors. Corridors can provide comfortable travel for multiple modes while providing a safe environment for housing and businesses. By beautifying corridors through a street tree program and design and maintenance standards corridors can be inviting and safe for residents. Walkability, biking, and transit are important aspects of a balanced and complete corridor. Complete street design including large street trees, lighting, sidewalks, park strips, and bike lanes will promote high quality development and beautify the City.

## Guiding Principle 7

---

### **FREEWAY ACCESS: Improve freeway access**

---

North Salt Lake sits between three major transportation routes, I-15, I-215, and Legacy Parkway, with Highway 89 running through the center of town. North Salt Lake desires to improve resident and business access to those routes. The City recognizes the importance of an efficient transportation system to its regional role and future prosperity, and thus supports efforts to maintain and improve the ability and convenience of residents, businesses, visitors, and workers



to travel to and from our community through multiple transportation modes and connections for South Davis County.

### Guiding Principle 8

---

#### CONNECTIONS: Unify and improve connections between east and west, and all areas of the City

---

North Salt Lake strives to connect all areas of the City with safe and convenient routes for cars, bikes and pedestrians. Key routes for travel between east and west areas of town are crucial to connecting residents to each other and activities within the City. North Salt Lake seeks to alleviate bottlenecks that impede east and west movement, including the grade separation of roadway and rail at 1100 North. Street trees and park strips, sidewalks and bike lanes will improve the driving experience and act as a link to tie all areas of the City together.

### Guiding Principle 9

---

#### WALK AND BIKE: Improve the viability of walking and bicycling

---

North Salt Lake envisions a balanced and integrated multimodal transportation system. This vision embraces the notions that streets should be bicycle and pedestrian friendly, fully accessible to people with disabilities, and provide safe linkages for walking to schools, commercial centers, neighborhood activities, and parks; that traffic on City streets should be effectively managed to reduce adverse impacts to neighborhoods and improve public safety; and that pedestrian and bicycle paths should encourage walking, bicycling, and connections to amenities.

North Salt Lake desires to support street design that is appropriate for all modes of transportation including bicycling and walking, to address missing sidewalk connections, and develop a city-wide bike plan.

### Guiding Principle 10

---

#### TRANSIT: Enable easier transit use

---

North Salt Lake envisions a balanced and integrated multimodal transportation system. North Salt Lake is committed to fostering



public transportation choices that increase the availability and use of transit. North Salt Lake supports the development of a High Capacity Transit system on Highway 89, such as BRT, Streetcar or Light Rail. The City will encourage land uses that are supportive of improvements to public transportation facilities and service. North Salt Lake also recognizes that good pedestrian routes are essential to connect residents safely and comfortably with available transit options.

## Guiding Principle 11

---

### HOUSING: Meet a broad range of housing choices

---

North Salt Lake has a broad range of housing options available to residents. North Salt Lake is committed to support and enhance housing options to provide people of all ages and demographics an opportunity to live and stay together. The City anticipates that demographic and housing needs will change demand for new housing. North Salt Lake will seek to identify and meet anticipated long-term housing needs for residents of South Davis County.

## Guiding Principle 12

---

### RECREATION: Meet a broad range of recreational needs

---

North Salt Lake provides access to multiple regional trails including the Jordan River Parkway Trail and Bonneville Shoreline Trail. North Salt Lake desires to enhance and improve connections between these trails to enhance the recreational opportunities for residents. Residents can participate in recreational activities at various parks including Hatch Park, Foxboro Regional Park, and many neighborhood parks. North Salt Lake is committed to providing green space and recreation for residents through a balance of parks and open space, a healthy urban forest, and trails and connections between parks. These open space resources will promote a healthy lifestyle for our residents.



## Guiding Principle 13

---

### **ENVIRONMENT: Promote a healthy environment and diminish negative environmental impacts**

---

North Salt Lake seeks to preserve and protect the natural environment through sustainable development practices. Industrial, extraction, and manufacturing will only be done with sensitivity to the natural landscape. The Legacy Nature Preserve should be protected and maintained. Protection against landslides and erosion is a top priority for the City. This commitment to preserve the environment extends to protecting our neighborhoods from the impacts of urbanization, and the promotion of clean air, water, and soil.

## Guiding Principle 14

---

### **REGIONAL COORDINATION: Enhance and promote relationships with neighboring cities, the County and regional entities**

---

North Salt Lake is affected by decisions made beyond its borders, and values its relationships with neighboring cities, Davis county and metropolitan-area entities. Collaboration is essential in planning for the future of the region. North Salt Lake is committed to working with neighboring jurisdictions on transportation and land use projects to accomplish goals and create a better future for both residents of North Salt Lake and the region.

North Salt Lake recognizes the Wasatch Choice for 2040 vision that has been endorsed by the Regional Council of elected officials that directs the Wasatch Front Regional Council.

The City endorses the Wasatch Choice for 2040 Growth Principles:

- A. Provide public infrastructure that is efficient and adequately maintained.
- B. Provide regional mobility through a variety of interconnected transportation choices.
- C. Integrate local land use with regional transportation systems.
- D. Provide housing for people in all life stages and incomes.
- E. Ensure public health and safety.



- F. Enhance the regional economy.
- G. Promote regional collaboration.
- H. Strengthen sense of community.
- I. Protect and enhance the environment.

## Implementing the Vision

The General Plan is all about implementing the City's 14 Guiding Principles to improve the quality of life in the community. This is accomplished by setting a series of goals, policies, and programs and by consistently and correctly using them in making everyday decisions.

### THE ROLE OF THE GENERAL PLAN

The North Salt Lake General Plan is a comprehensive plan, since it applies to and affects all territory within the boundary of the community. It is comprehensive because it addresses a wide range of municipal issues ranging from the City's physical development, to the provision of services, to other concerns that affect quality of life. Finally, the General Plan is considered a long-term plan because it looks 20 years or more into the future.

The General Plan serves the North Salt Lake community by:

- Defining priorities and the course of action for decision making.
- Balancing the interests of residents, business, and visitors.
- Serving as a tool and guide to evaluate development proposals.
- Helping to allocate resources and manage municipal affairs.
- Furthering the public's health, welfare, and quality of life.

It has been 20 years since North Salt Lake's General Plan was last updated in its entirety. Over that time, the City of North Salt Lake has grown by nearly 10,000 residents, the land area has increased, and the economy has undergone several complete cycles. Because of the time between the last update and the changes since then, this General Plan is designed to be a call to action and provide specific



policy direction that will guide the future of North Salt Lake for years to come.

## ROLE OF GOALS, POLICIES, AND STRATEGIES

To effectively implement the General Plan, must contain clear and specific goals, policies, and implementation strategies. Each element contains at least one goal statement followed by related policy statements, which are further implemented by strategies. Without goals and policies, strategies are simply reacting to a circumstance, and without strategies, goals and policies cannot be implemented. The following provides an example of how each component works.

General Plan goals are the broadest statement of community values. They state generalized ideals to provide direction for action. For example, the following goal envisions a future that is:

**GOAL 1:** A safe, aesthetically pleasing, and unified community appearance within the context of distinct districts and neighborhoods.

The essence of the General Plan is in its policy statements. Often, the tendency is to look for specific actions or projects to implement to achieve without understanding the role of policies. General Plan policies further refine the goal statements, and guide the course of action the City must take to achieve the goals in the plan. In certain cases, the General Plan will contain policies that appear more prescriptive in nature and are almost strategies for action. For example:

**Policy 1.1** Require public landscaping along streets, sidewalks, and property frontages and in public spaces to strengthen the City's identity.

General Plan policies are implemented through strategies that describe steps necessary to achieve a policy and that define the level of commitment to be executed. Strategies provide the basis for establishing priorities, scheduling, and assigning staff and other resources to specific actions needed to implement the policies of the Plan. For example:

**Strategy 1.1.1** Create a streetscape plan addressing landscaping, signage, lighting, and special design features.

Putting this altogether, the goal is to create a safe, pleasing, and unified community appearance. Given that public right-of-ways are



one of the more visible reminders of community image, a key policy is to require public landscaping along public right-of-ways. To ensure that the public landscaping is beautiful and cohesive, the program is to create a streetscape plan that prescribes how to accomplish the policy along a specific roadway.

## IMPLEMENTING THE PLAN

The Implementation Strategies describe the actions to be taken by the City to carry out the goals and policies defined by the General Plan. They contain numerous programs to support the goals and policies of individual elements and support the 14 Guiding Principles. Although the Implementation Strategies are adopted as part of the North Salt Lake General Plan, they are not mandatory. That is, they are tools and methodologies that should be beneficial to decision-makers, but State law is clear that the Plan is an advisory document rather than a set of required mandates. These strategies, or actions like them, should be implemented in order to maximize the effectiveness of the Plan.

The Implementation Strategies also allow decision makers to understand the importance of different programs and the relative priority in advancing the long-term goals of the community. They inform City decision making for other related planning efforts, such as changes to city ordinances, land development tools and even the annual budgeting process. When used correctly, the General Plan can be the single most powerful tool for effecting long-term change within the community.

## AMENDING THE PLAN

As a living document, the General Plan should be reviewed and periodically amended to reflect changes in the housing market, the economy, etc. Should individual chapters require amendments, the proposed changes can be proposed after noticed public hearings.