

Appendix A

MEMORANDUM

To: City of West Valley City Staff: Steve Pastorik, Steve Lehman
From: WSP: Callie New, Christian Snelgrove, Lauren Heath
CC: Chris Zahas, David Fiske, Ellen Bini, Leland Consulting Group; Ryan Wallace, Emily Seang, MHTN
Date: September 10, 2024
Re: Land Use and Transportation Memo, Final Draft

1. INTRODUCTION

WSP, in partnership with Leland Consulting Group and MHTN Architects, has provided an existing conditions memo for West Valley City. Each firm has produced a memo, which supports the larger Station Area Planning process for the Decker Lake, Redwood Junction, and River Trail TRAX station areas and their surrounding one-half mile radius areas. Each firm has focused on topics that are most relevant to their services provided:

- **Memo 1: Provided by WSP.** Describes demographics, land use and zoning, transportation, and quality of life trends for the city and station areas.
- **Memo 2: Provided by Leland Consulting Group.** As the land within these station areas is mostly developed, the following analysis provides an assessment of local housing, economic, and real estate market conditions as a basis for identifying sites with the greatest potential for redevelopment. In addition to helping ground the planning process in market reality, this analysis also includes broader considerations to support meeting state-required objectives regarding housing, environmental sustainability, access to opportunities, and transportation choice and connections.
- **Memo 3: Provided by MHTN Architects.** Describes community amenities and services accessible within the station area as well as the built form.

1.1. Memo Contents

This memo is organized into three sections:

- 1) **Section 1** describes citywide demographic trends. This section also provides a brief summary of the City's currently adopted guiding planning document, the 2015 General Plan.
- 2) **Section 2** of the memo splits into three separate subsections that describe the same data points (zoning, current land use, traffic, safety, bicycle and pedestrian infrastructure, and quality of life indicators) for each of the three stations. The stations are listed from north to south.
- 3) **Section 3** summarizes stakeholder interviews conducted with West Valley City, Utah Department of Transportation, Wasatch Front Regional Council, Granite School District, and Utah Transit Authority staff.

1.2. Key Findings

Key findings from this analysis include:

- **Opportunity to support more dense and diverse developments around Station Areas:** Land uses and zoning surrounding the River Trail and Redwood Junction Stations support low-density office, retail and residential developments. Transit-supportive policies associated with Fairbourne and Decker Lake Stations provide good models for supporting higher intensity development, mixed uses, and pedestrian-oriented design while honoring the unique needs and context of the adjacent neighborhoods.
- **West Valley City is diverse and growing:** There are chances to reflect and support the ethnic, lingual, and racial makeup of West Valley City in Station Areas, through growth of local businesses, programming in local parks, wayfinding, signage, and art around station areas, and architecture and design standards for future developments.
- **Consider needs of specific age groups, such as school-aged children:** One-third of West Valley City's population is under the age of 19. Amenities and infrastructure that support parents of school-aged children, such as safe routes to schools, access to parks and recreation, youth programming, childcare and health services, and businesses that provide family-friendly activities can be identified to support this population. Additionally, residential units that support a family of three or more are likely to be needed.
- **Multi-modal infrastructure connections:** Bike amenity and sidewalk coverage varies throughout the Station Area. Some neighborhoods lack sidewalks completely and some corridors only have sidewalk coverage on one side of the street. The Jordan River and Crosstown Trails provide backbone pedestrian and bike infrastructure that is largely protected from automobile traffic. Opportunities to tie into these amenities can be identified to enhance their access and use.
- **Improving quality of life indicators:** The station areas are identified as Justice40 Disadvantaged Areas based on indicators related to climate change, health, legacy pollution, transportation, water and wastewater, and workforce development. Policies that support focusing on these issues through (re)development activities can be considered.

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2. PLAN REVIEW

2.1. Vision West 2035

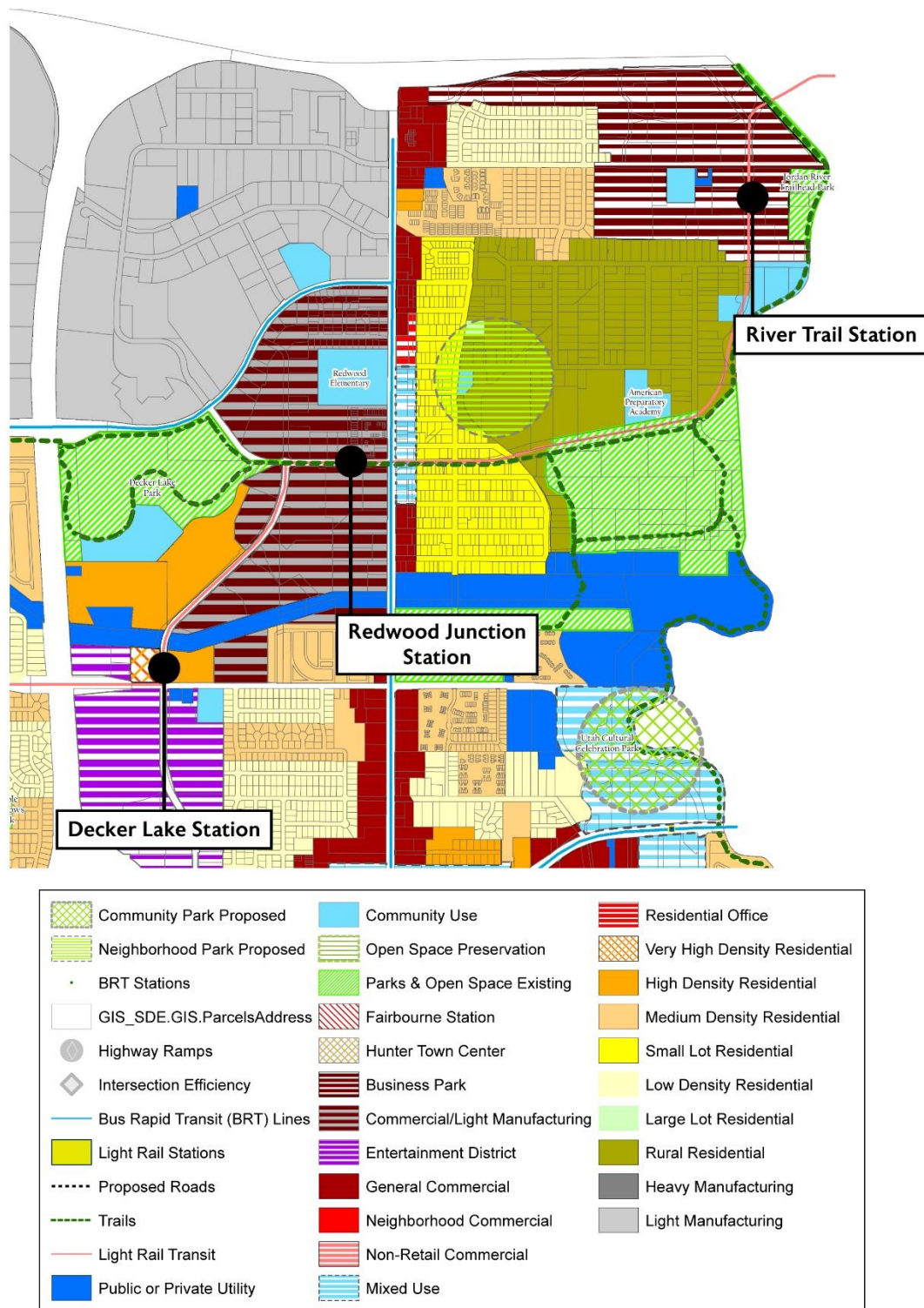
West Valley City completed the most recent update to its General Plan in 2015, entitled *Vision West 2035*¹. The purpose of the General Plan was to establish goals for the various systems operating in West Valley City and provide guidance for residents, City staff, and others in conducting business with and interacting with these systems (e.g., transportation, economic development, parks and recreation). The plan includes various “elements” that address different facets of day-to-day life in West Valley City, many of which bear on the development of this station area plan. Select portions of *Vision West 2035* are discussed in greater detail below.

General Plan Map

Vision West 2035 includes a General Plan Map which designates desired land use types throughout West Valley City based upon the goals and aspirations outlined in the General Plan. **Figure 1** below displays a subset of the greater General Plan Map, focused on the River Trail, Redwood Junction, and Decker Lake stations. The black dots represent approximate locations of the station platforms. The lists below depict the land uses in the immediate vicinity of each station and typical development types that are supported/encouraged.

¹ <https://www.wvc-ut.gov/DocumentCenter/View/1865/General-Plan-PDF?bidId=>

Figure 1: Subset from West Valley City General Plan Land Use Map



Source: West Valley City (adapted by WSP)

River Trail Station is immediately surrounded by the following land uses:

- Business Park: Primarily businesses, generally office functions but may include some retail
- Parks and Open Space: Public parks and other recreational spaces, including the existing Redwood Trailhead Park
- Rural Residential: Single-family residential or duplexes with larger lots, less lot coverage, and larger setbacks
- Community Uses: Religious, cultural, or other civic institutions (e.g., churches)

Redwood Junction Station is primarily surrounded by the following land uses:

- Business Park: Primarily businesses, generally office functions but may include some retail
- Mixed-Use: May contain a mix of uses (e.g., commercial and residential) immediately adjacent or on the same lot
- Small Lot Residential: Single-family residential or duplexes with smaller lots, higher lot coverage, and smaller setbacks
- Community: Religious, cultural, or other civic institutions (e.g., churches)
- General Commercial: Variable commercial establishments, not necessarily anchored to the surrounding area (e.g., large hardware store, clothing store)
- Neighborhood Commercial: Medium-sized commercial establishments often anchored to the surrounding neighborhood (e.g., grocery stores, drug stores)

Decker Lake Station is primarily surrounded by the following land uses:

- Entertainment District: Event venues (i.e., the Maverik Center) and surrounding business anchored to the event venue (e.g., restaurants, bars)
- Low Density Residential: Single-family residential or duplexes with moderately-sized lots, moderate lot coverage, and moderate setbacks
- Medium Density Residential: 1-2 story walk-up apartments with surface parking
- Very High Density Residential: Large block apartment buildings, may have structured parking
- Public or Private Utility: power lines and other utilities, plus surrounding utility easements
- Community Uses: Religious, cultural, or other civic institutions (e.g., churches)

Transit-supportive Policies

The City recognizes the importance of surrounding light rail stations with transit-supportive land use, which includes higher intensity development, mixed uses, and appropriate scaling for pedestrians. In addition to being transit-supportive, these attributes can help improve underperforming areas.

Fairbourne Station, the fourth light rail station in West Valley City, serves as an example of successful implementation of transit-supportive policies in a context-sensitive manner. The Fairbourne Station area now features high-end multi-family residential development, public open space, hotels, restaurants, office, and government institutions (e.g., West Valley City Hall

and Police Department). In addition, existing neighborhoods and commercial development are preserved in certain areas, retaining the suburban character that many prize.

2.2. Active Transportation Plan (2020)

The City recognized the importance of cultivating a transportation network that is varied and supports the needs of all residents. The West Valley City Active Transportation Plan (2020) was adopted by the West Valley City Council to support an increased focus on improving and expanding active transportation facilities that are safe and efficient. The three overarching goals that were laid out by the plan include:

- Enhance the safety of active transportation users
- Foster increased active transportation usage throughout the city for all user groups
- Increase the total lane miles of bike lanes and sidewalks

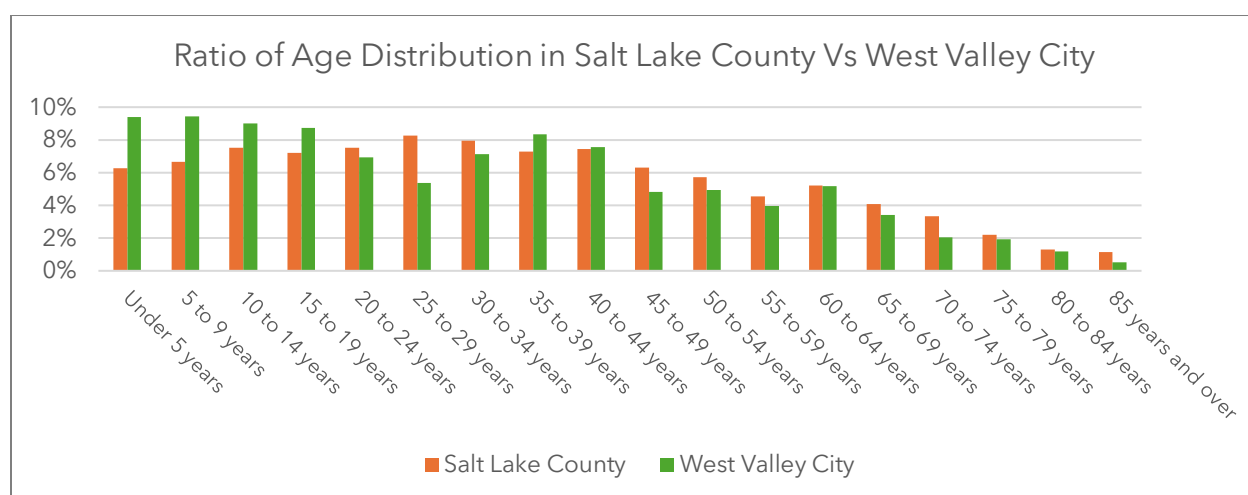
Although the majority of the Active Transportation Plan assesses the infrastructure and safety needs of bicyclists and pedestrians throughout West Valley City, it is crucial to understand that active transportation and public transit go hand in hand. Increased active transportation users will lead to greater transit ridership and vice versa, assuming that the active transportation facilities are safe, reliable, and accessible. The overarching goals of the Active Transportation Plan are directly supported by improvements made to the TRAX Green Line stations located in West Valley City.

3. CITYWIDE DEMOGRAPHIC SUMMARY

3.1. Age

The median age of the population of Salt Lake County is approximately 34.2, with that of West Valley City being about 30.9². 45.7% of West Valley City residents are considered to be part of a vulnerable age population, with 36.6% of the population falling under the age of 19 and 9.1% of the population are over 65 years of age¹. Comparatively, only 39.8% of Salt Lake County is considered to be part of a vulnerable population, with 27.7% of the population falling under the age of 19 and 12.1% of the population are over 65 years of age¹.

Figure 2: Age Distribution in Salt Lake County and West Valley City



Source: US Census Bureau 2022 1-Year ACS, Table S0101

With a large proportion of younger families living in West Valley City, there is a need for safe and accessible transportation infrastructure for school-aged children, specifically along routes to school and recreation facilities, while supporting the public transportation goals of West Valley City.

3.2. Income

Households across Salt Lake County have a variety of income levels, as depicted in **Figure 2**. Approximately 60% of households in Salt Lake County earn more than the national median income of \$74,755³. The median income of households in Salt Lake County is \$91,924 and an average income of \$117,407². In comparison, 53.7% of households in West Valley City earn

²

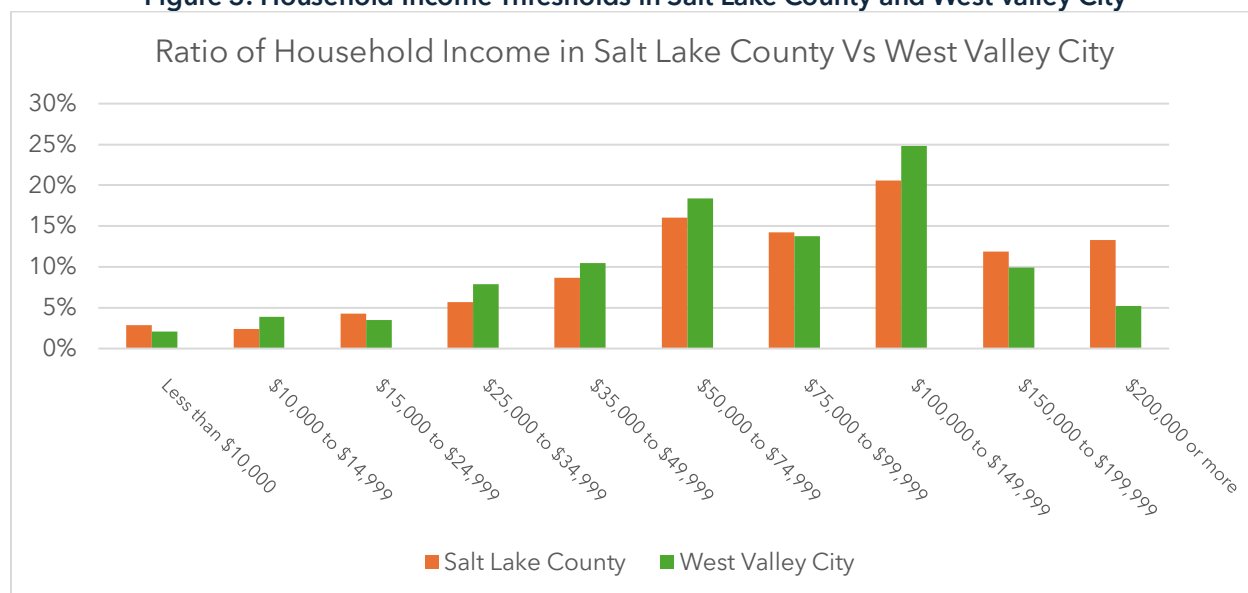
https://data.census.gov/table/ACSST1Y2022.S0101?q=Age%20and%20Sex&g=050XX00US49035_160XX00US4983470

³

https://data.census.gov/table/ACSST1Y2022.S1901?q=income&g=010XX00US_040XX00US49_050XX00US49035_160XX00US4983470

more than the national median income². West Valley City has a median household income of \$82,378 and an average income of \$94,090².

Figure 3: Household Income Thresholds in Salt Lake County and West Valley City



Source: US Census Bureau 2022 1-Year ACS, Table S1901

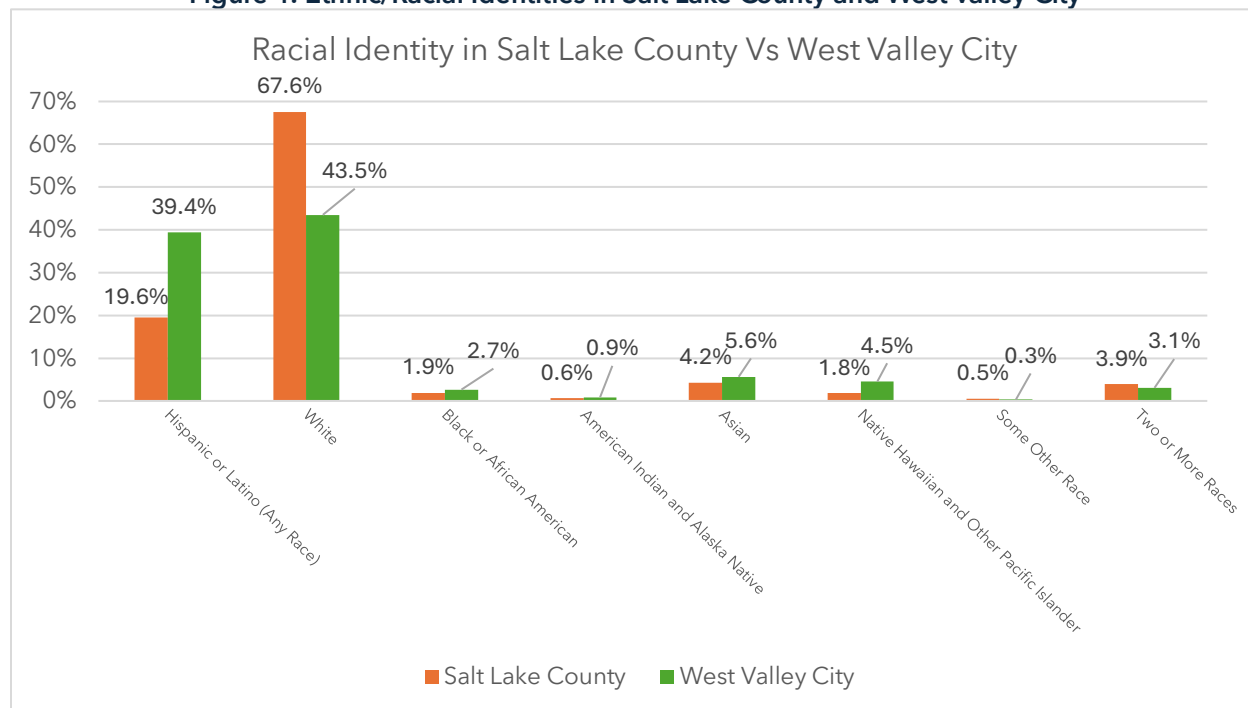
3.3. Race and Ethnicity

The majority of the population of Salt Lake County identifies as white alone (67.6%), with 32.4% identifying as a non-white race⁴. This is juxtaposed with the population of West Valley City, where 43.5% of the population identifies as white alone and 56.5% identify as Hispanic/Latino, Black or African American, American Indian or Alaska Native, Native Hawaiian or other Pacific Islander, two or more races, or another race.

⁴

https://data.census.gov/table/DECENNIALDHC2020.P9?q=race&g=050XX00US49035_160XX00US4983470

Figure 4: Ethnic/Racial Identities in Salt Lake County and West Valley City



Source: US Census Bureau 2020 Decennial Census, Table P9

It is important to note that 39.4% of the population of West Valley City identifies as Hispanic or Latino; around 30.3% of people speak Spanish at home and 41.1% of those people identify as being unable to speak English “very well”⁵. When compared with Salt Lake County at large, approximately 19.6% of people identify as Latino or Hispanic, with 13.6% of people speaking Spanish at home and 40.2% of that population identify as being unable to speak English “very well”⁴. It is also important to note that 25.3% of the total population of Salt Lake County that identify as being unable to speak English “very well” live in West Valley City⁴.

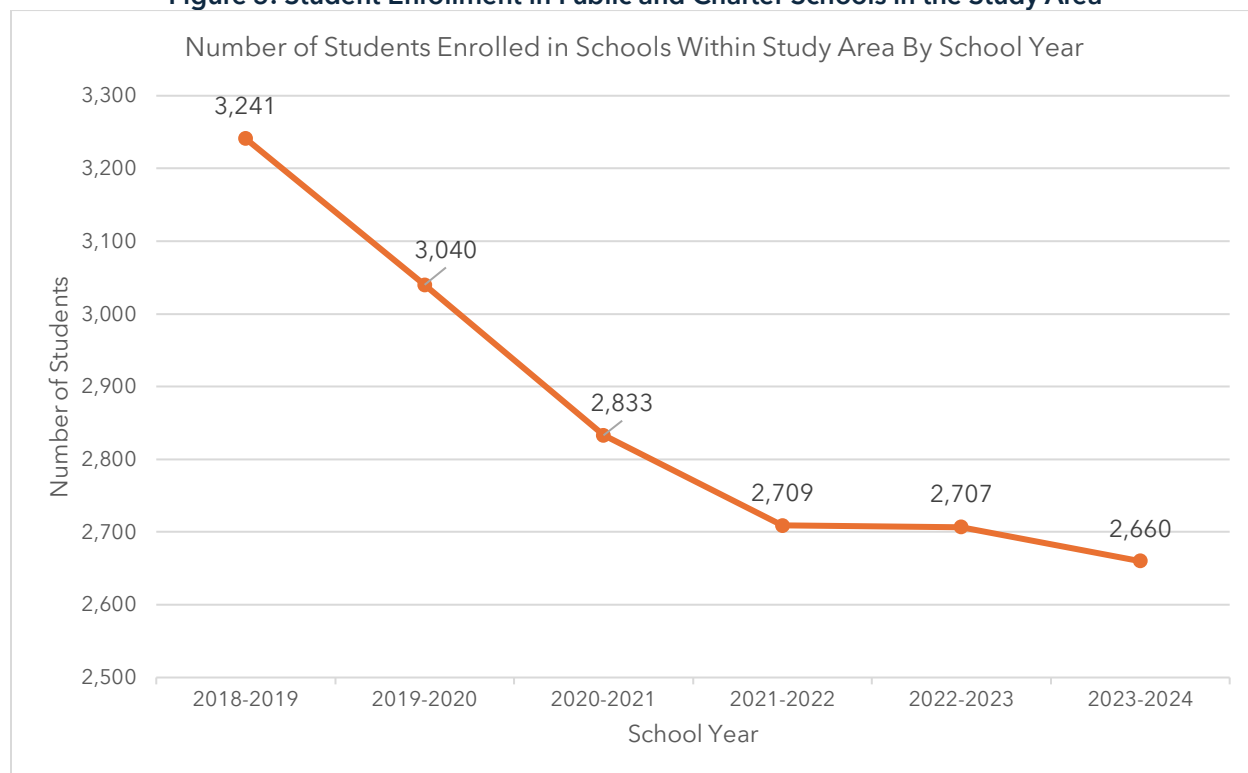
3.4. School Enrollment

There are six schools within a half mile of the three proposed station areas: Redwood Elementary School, Stansbury Elementary School, Vanguard Academy, Endeavor Hall Charter, American Preparatory Academy, and Roots Charter High School. Of the six schools, two are public schools within the Granite School District and four are charter schools. Over the past five years, the average enrollment across the six schools was 2,865 students per year. Since the 2018-2019 school year, there has been a 17.9% decline in enrollment at these schools, with an average of 116 enrolled students (~4%) leaving the schools each year. Each school year, there has notably been about a 2% increase in the overall enrollment in local charter schools.

⁵

https://data.census.gov/table/ACSST1Y2022.S1601?q=language&g=050XX00US49035_160XX00US4983470

Figure 5: Student Enrollment in Public and Charter Schools in the Study Area



Source: Utah State Board of Education

The decrease in enrollment in the schools within the study area exemplifies a larger trend in both Granite School District and Salt Lake County. Each year, there has been a 1.9% (1,164 students) decline in enrollment in the Granite School District and a 1% (2,025 students) decline in enrollment in Salt Lake County. The drop in school enrollment does not follow the general trend of a 6.3% (~1.6% per year) and 3.4% (~0.9% per year) overall increase in the population of school-aged children (children aged 5-19) in West Valley City and Salt Lake County, respectively, over the past 5 years^{6,7}. Below, **Table 1** displays the contrast of these trends:

⁶ https://data.census.gov/table/ACSST5Y2018.S0101?q=population&g=050XX00US49035_160XX00US4983470

⁷ https://data.census.gov/table/ACSST5Y2022.S0101?q=population&g=050XX00US49035_160XX00US4983470

Table 1: Percent Change in Population Compared with Percent Change in School Enrollment

Year	Percent Change in School-Aged Population		School Year	Percent Change in School Enrollment	
	Salt Lake County	West Valley City		Salt Lake County	Granite School District
2019	0.6%	-2.5%	2019-2020	0.1%	-0.5%
2020	0.5%	1.8%	2020-2021	-2.4%	-3.3%
2021	3.0%	6.6%	2021-2022	-0.7%	-2.4%
2022	-0.7%	0.5%	2022-2023	-0.8%	-2.1%
2023	N/A	N/A	2023-2024	-1.0%	-1.4%
Average	0.9%	1.6%	Average	-1.0%	-1.9%

Source: US Census Bureau 5-Year ACS, Table S0101; Utah State Board of Education

Interviews with local stakeholders, including Granite School District, highlighted multiple reasons for why school enrollment may be decreasing:

- Falling birthrates resulting in fewer school-aged children more generally. Note that Census data indicates that the school-aged population has increased in West Valley City, so it is unclear to what extent this factors into West Valley City's enrollment declines.
- Open enrollment policies in Utah, whereby families can apply to schools outside of their neighborhood.
- Nearby charter schools, some of which do not publish enrollment data, draw students away from public schools.

West Valley City and the Granite School District are not alone in experiencing enrollment decreases. The following nearby school districts have also experienced recent enrollment decreases: Davis, Canyons, Murray, and Salt Lake City⁸. At the state level, public school enrollment has decreased while charter school enrollment has increased⁹.

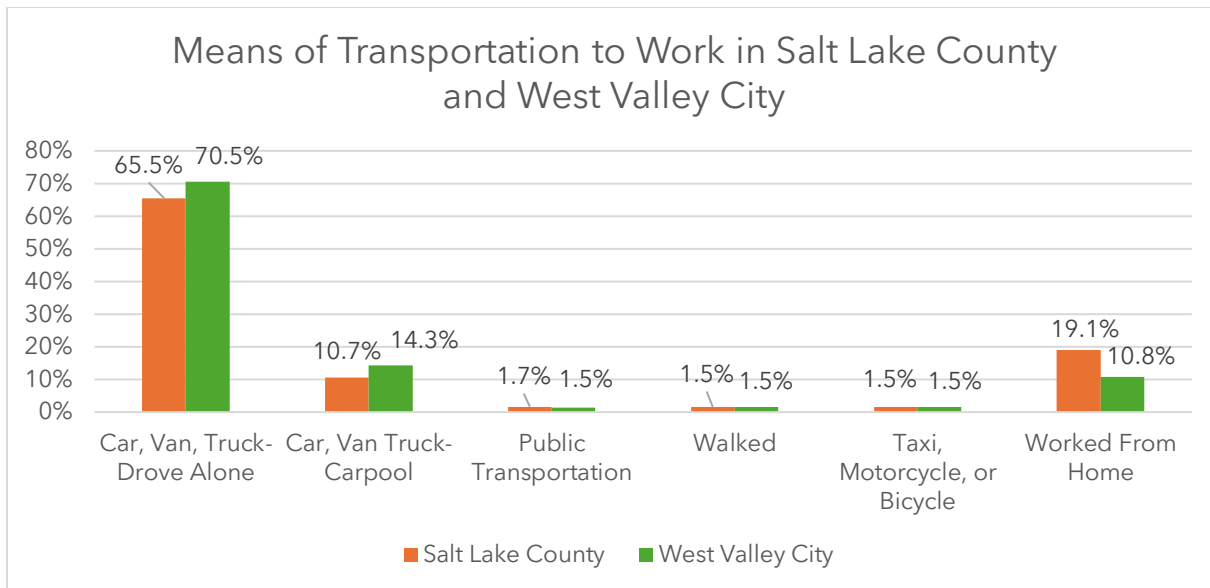
3.5. Commute Mode-Split and Vehicle Ownership

The majority of people in Salt Lake County) and West Valley City use motor vehicles to commute to work⁷ (65.5% individual vehicles; 10.7% carpool; 76.2% total in Salt Lake County; 70.5% individual vehicles; 14.3% carpool; 84.8% total in West Valley City). The use of motor vehicles for commuting is more prevalent in West Valley City than that of the County. Notably, the mode split is comparable between those who take public transportation, walk, or bike to work in both Salt Lake County and West Valley City (~1.5% for each mode).

Figure 6: Means of Transportation to Work in Salt Lake County and West Valley City

⁸ <https://www.ksl.com/article/50710277/where-have-all-the-children-gone-utah-school-enrollment-shows-recent-decline>

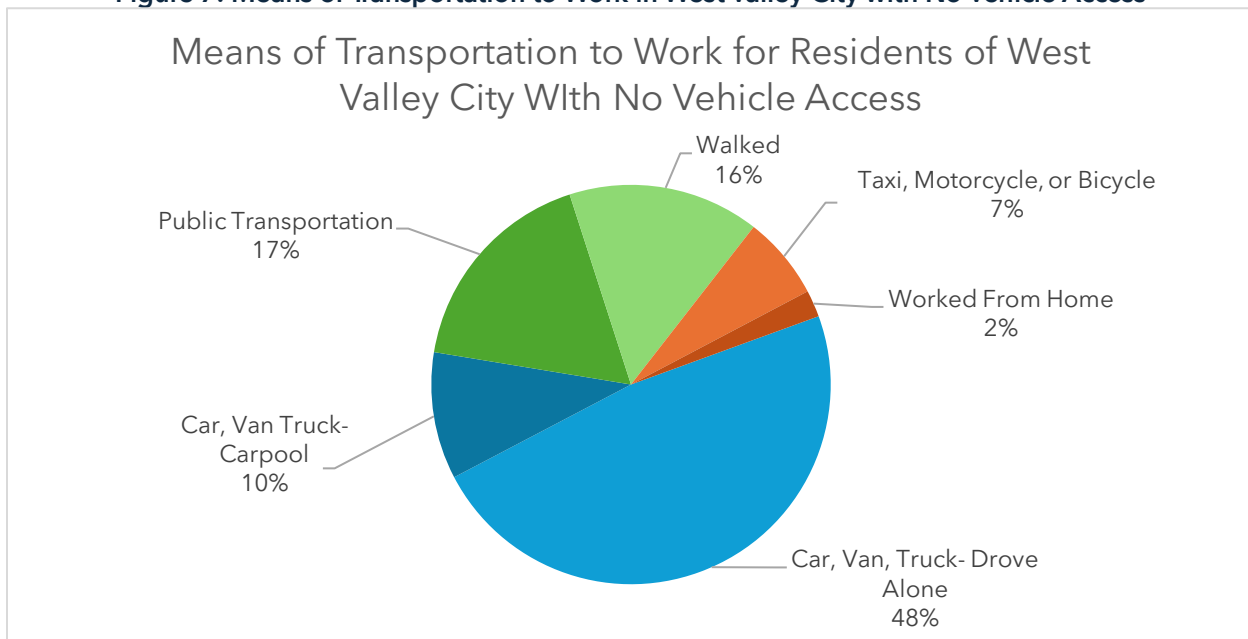
⁹ https://www.schools.utah.gov/publicrelations/_publicrelations/_2023_/2023november07.pdf



Source: US Census Bureau 2022 1-Year ACS, Table B08141

Approximately 1.8% of West Valley City residents do not have access to a motor vehicle for their commute⁷. **Figure 6** breaks down the modes of travel for people without individual vehicle access in West Valley City.

Figure 7: Means of Transportation to Work in West Valley City with No Vehicle Access



Source: US Census Bureau 2022 1-Year ACS, Table B08141

Figure 6 displays that over half of those without access individual vehicles mainly rely on driving alone for their commute to work. This may be due to people not identifying as owning their own vehicle, but relying on the vehicles of other household members or friends to get to work.

Interesting to note, 10.8% of people in West Valley City report working from home. Of that population, 45.9% have access to three or more personal motor vehicles, with 99.6% of people having access to at least one personal motor vehicle⁷. Working from home is the least common commute type amongst people without access to a personal motor vehicle, as only 2.2% of those without a car have indicated that they mainly work from home¹⁰. This indicates that there may be a connection between wealth and access to work from home positions, which further portrays the need for improved access to public transportation to provide more equitable commute options within West Valley City.

West Valley City also exhibits noticeable difference in vehicle ownership compared to Salt Lake County (see **Table 2** below). West Valley City generally has more vehicles per household than Salt Lake County despite having generally lower incomes. Interviews with City staff indicate an observed trend of multiple unrelated individuals and/or multiple generations cohabitating, which may, in part, explain higher numbers of cars per household and larger households.

Table 2: Numbers of Vehicles Available (% of Households), West Valley City vs. Salt Lake County

No. of Vehicles Available (% of Households)	West Valley City	Salt Lake County
None	4.7%	4.6%
1	21.5%	28.8%
2	37.1%	38.2%
3	21.2%	18.2%
4+	15.6%	10.2%
4+	15.6%	10.2%

Source: US Census Bureau 2022 5-Year ACS, Table B08201

¹⁰https://data.census.gov/table/ACSDT1Y2022.B08141?q=means%20of%20transportation&g=050XX00US49035_160XX00US4983470

4. RIVER TRAIL STATION

4.1. Zoning, Land Use, and Entitlements

Zoning is one of multiple policy instruments by which West Valley City achieve its development goals. It allows West Valley City to direct where certain land use types may be located and certain design requirements (e.g., lot coverages and setbacks) that must be respected. Zoning in a transit-supportive manner, both in terms of land uses and site design characteristics, can improve the likelihood that resulting development surrounding station areas is itself transit-supportive and aligns with the City's goals and aspirations.

The following provides more detailed information about the zone districts that are found within the River Trail Station Area. Tables depict the allowable uses and dimensional standards of these districts to convey the types of development that are currently supported near the station areas and how the building layouts and forms are regulated. Additionally, a discussion of how these standards relate to development standards that are found to be transit supportive is provided. These sections are followed by a discussion of the current land uses observed in the station area and a list of existing entitlements.

Zoning

Zone Districts in the Station Area

The River Trail Station Area includes zone districts that typically support agricultural uses, low density residential, and businesses that may draw patronage and employees from inside and outside the immediate area, as summarized in **Table 3**.

Residential zone districts within the Station Area include: Agriculture, Duplex, and Single Family Residential. These zone districts are similar to each other in that they allow relatively low-density residential development – two maximum dwellings per lot in the Duplex district and one in the Agriculture and Single-Family Residential districts. The Agricultural district may include animal or crop agriculture in addition to residential uses on a single lot.

The Business Park zoning district is the only commercial oriented district within the Station Area, allowing a wide a variety of commercial uses. The broad latitude in commercial use offered by the district is apparent in practice. Study team members observed many different types of uses that correspond with the Business Park district, including professional offices, day cares, schools, radio stations, union offices, training centers, and others.

Table 3: Zoning Districts and Selected Allowed Uses, River Trail Station

Zoning District	Selected Allowed Uses*
Agriculture (A)	• Agriculture • Commercial raising, rental, stabling, training and grazing of animals • Community Use • Single Unit Dwelling • Temporary Nonresidential Buildings
Business Park (BRP)	• Brew Restaurant, Brew Restaurant and Liquor Retailer, Small Brewer • Community Use • Day Care/Preschool Center • Fast Food Establishment with Drive-Up Window • Financial Institution

	• Fitness Center • Office, Medical and Dental • Office, Professional • Parking Structure • Restaurant, Restaurant On-Premises Beer Retailer, Restaurant Liquor Retailer
Duplex (R-2-8)	• Community Use • Planned Unit Development • Single Unit Dwelling • Twin Home • Two Unit Dwelling
Single Family Residential (R-1-8)	• Single Unit Dwelling

* A select set of allowed uses are reported to illustrate the type and range of land uses allowed in each zoning district. Full lists of allowed uses per zoning district are available in the West Valley City Municipal Code, Chapter 7-6.

Source: West Valley City

Table 4 summarizes the lot dimension requirements identified in West Valley City's Municipal Code for the zoning districts in the River Trail Station Area: minimum lot size, minimum/maximum structure height, and front/side/rear setbacks. Minimum parking requirements are also identified.

Table 4: Lot Dimensional Requirements and Parking Requirements, River Trail Station

Zoning District	Min Lot Size (Sq Ft)	Min/Max Height (Stories or Feet)	Min Parking Required*	Setbacks (Front, Side, Rear; Feet)
Agriculture (A)	21,780 Sq Ft	Min: 1 Story Max: 2.5 Stories/30'	• Single Unit Dwelling: 2.75 spaces per unit and a 18' wide and long driveway	30', 10', 30'
Business Park (BRP)	N/A	No general requirement; 20' max when adjacent to Residential Zone, Agricultural Zone, or Residential Use	• Fast Food Establishment: 1 space per 100 square feet of gross floor area • Fitness Center: 1 space per 200 square feet of gross floor area • Professional Offices: 3 spaces 1,000 square feet of gross floor area	30', 0', 0'
Duplex (R-2-8)	8,000 Sq Ft	Min: 1 Story Max: 2.5 Stories/35'	• Twin Home: 2.75 spaces per unit and a 18' wide and long driveway	25', 8', 20'
Single Family Residential (R-1-8)	8,000 Sq Ft	Min: 1 Story Max: 2.5 Stories/30'	• Single Unit Dwelling: 2.75 spaces per unit and a 18' wide and long driveway	25', 8', 20'

* Parking requirements are set according to use and thus vary considerably in terms of the measurement unit used to determine requirements (e.g., by unit, per bed, etc.). A select set of parking requirements are displayed here, while the full list of parking requirements is available in West Valley City Municipal Code, Chapter 7-9.

Source: West Valley City

For residential districts, minimum lot sizes vary between 8,000 square feet (Duplex, Single Family Residential) and 21,780 square feet (Agriculture). Given the lot size requirements, if the dwelling unit per parcel regulations were relaxed, a maximum of 10 dwelling units per lot

could optimistically be developed in the River Trail Station Area. It has been found in some communities that holding minimum lot size requirements can be a hindrance to development for parcels that, for instance, are not large enough to meet this requirement¹¹. Some communities have relaxed minimum lot size requirements in order to promote flexibility within the zoning code and support denser development.

A minimum of one story and a maximum of 2.5 stories in height are allowed, typical of a single-story or two-story house or duplex. Likewise, parking requirements are two spaces per unit for residential uses, which would support a two-person adult household (married or unmarried) or a family household with two vehicles. Upon conducting a site tour, the study team frequently observed three or more vehicles between garages, carports, and driveways.

The Business Park Zone District requires a large front yard setback of 30 feet. Transit supportive development generally aims to encourage buildings to orient close to the street and sidewalk to provide a visually interesting “street wall” and promote a sense of enclosure for those using the sidewalk. Additionally, this dimensional requirement is found to encourage parking in the front yard, which is generally associated with more autocratic, strip-style development. These types of developments can be counterproductive to transit supportive communities.

Overlay Zones in the Station Area

The Chesterfield Overlay Zone is located in the southwest portion of the River Trail Station Area, overlaying the Chesterfield neighborhood from which it derives its name. It encompasses and modifies portions of the station area zoned A (Agricultural). Notably, the maximum building height is reduced from 2.5 stories to two stories, two-car garages are required for all single unit dwellings, and flag lots are prohibited. Additionally, streetlights, curbs, gutters, and sidewalks must be installed as part of new developments or as part of modifications to existing developments exceeding \$150,000 occurring along certain streets.

Current Land Use

The River Trail Station area is predominantly comprised of Single-Family/Duplex and Commercial land uses, as displayed in parcel-level data shown in **Figure 8**.¹² Note that large portions of the eastern and northern parts of the Station Area are within Salt Lake City and South Salt Lake City’s municipal boundaries and are thus excluded from this analysis.

Single-Family residential lots are primarily located in the southwest and northwest portions of the Station Area, the former of which corresponds to the Chesterfield Neighborhood. Additionally, there is a cluster of duplex lots in the western portion of the site along 2320 South Street.

Commercial uses also cover a significant portion the Station Area, including immediately around River Trail Station itself. The study team observed various uses in this area. including:

¹¹ Cincinnati Connected Communities Ordinance.

<https://storymaps.arcgis.com/collections/8a14a12b43674b1c9a8271ffd53c8230?item=5>

¹² Land use has been generalized, meaning the numerous land use designations have been generalized into high-level categories.

West Valley City Station Area Plan

River Trail, Redwood Junction, Decker Lake

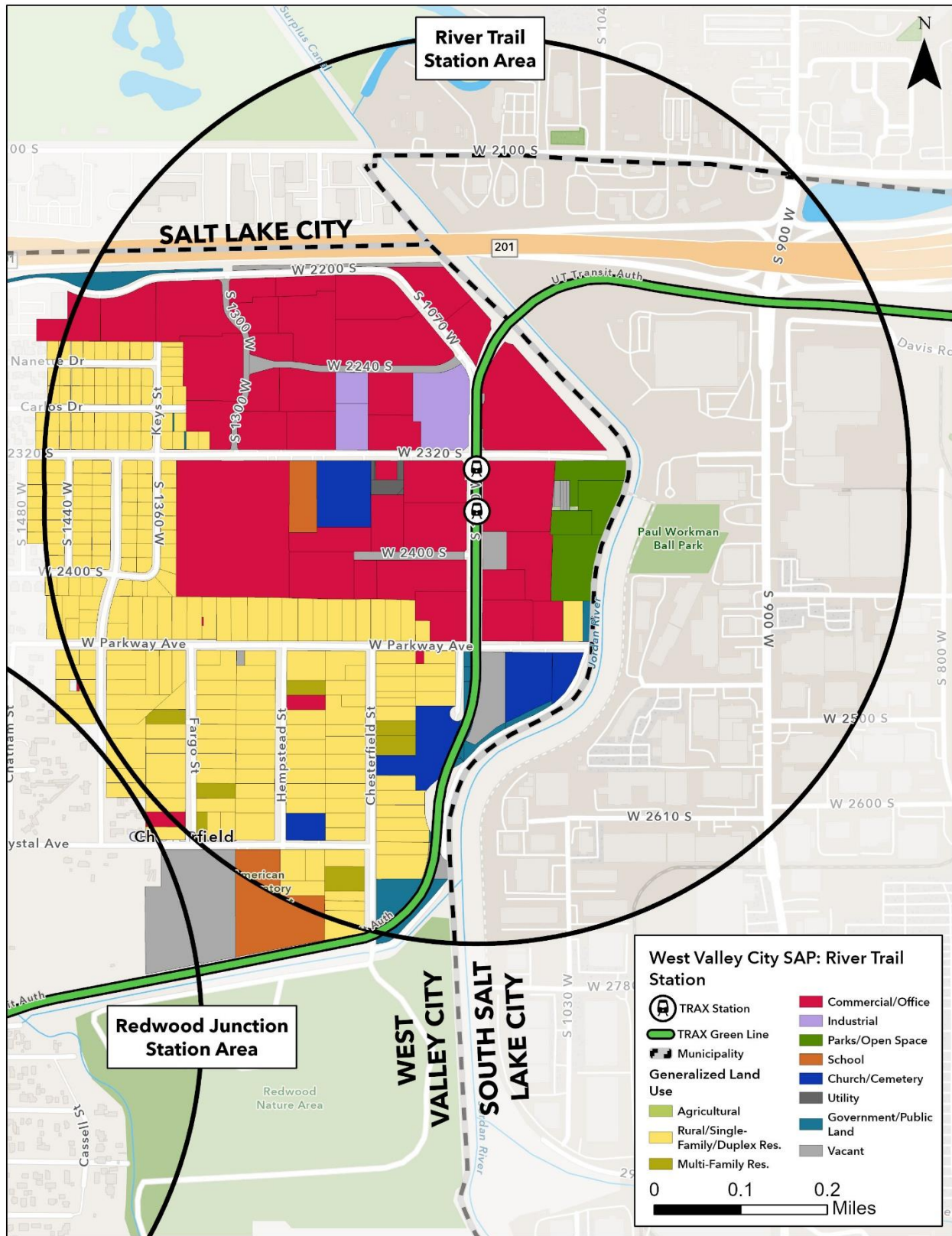


Roots Charter High School, professional office buildings, union training centers, day care centers, the KSOP Radio Station, and many others. There are businesses typical of Industrial Land Use in this area as well, such as Wasatch Product Development, Katana Electronics, and Harris.

Other land uses that bear mentioning are Parks/Open Space, the latter of which includes the Redwood Trail Head Park, which connects to the Jordan River Trail. There is also a Church of Jesus Christ of Latter-day Saints ward building, the Ability Inclusion Center, and the Khadeeja Islamic Center.



Figure 8: Current Land Use (Generalized), River Trail Station Area



Source: West Valley City; Utah Transit Authority; Utah Geospatial Resource Center

Entitlements

No residential development is currently entitled in the River Trail Station Area.

4.2. Traffic, Roadway Design, and Safety

The following section provides an overview of traffic, roadway design (speed limits and intersection stop control), and safety characteristics of roadways within the River Trail Station Area. Each of these roadway characteristics are inextricably linked to the performance and safety of roadways, affecting the travel experience of motorists, active transportation users, and transit riders alike.

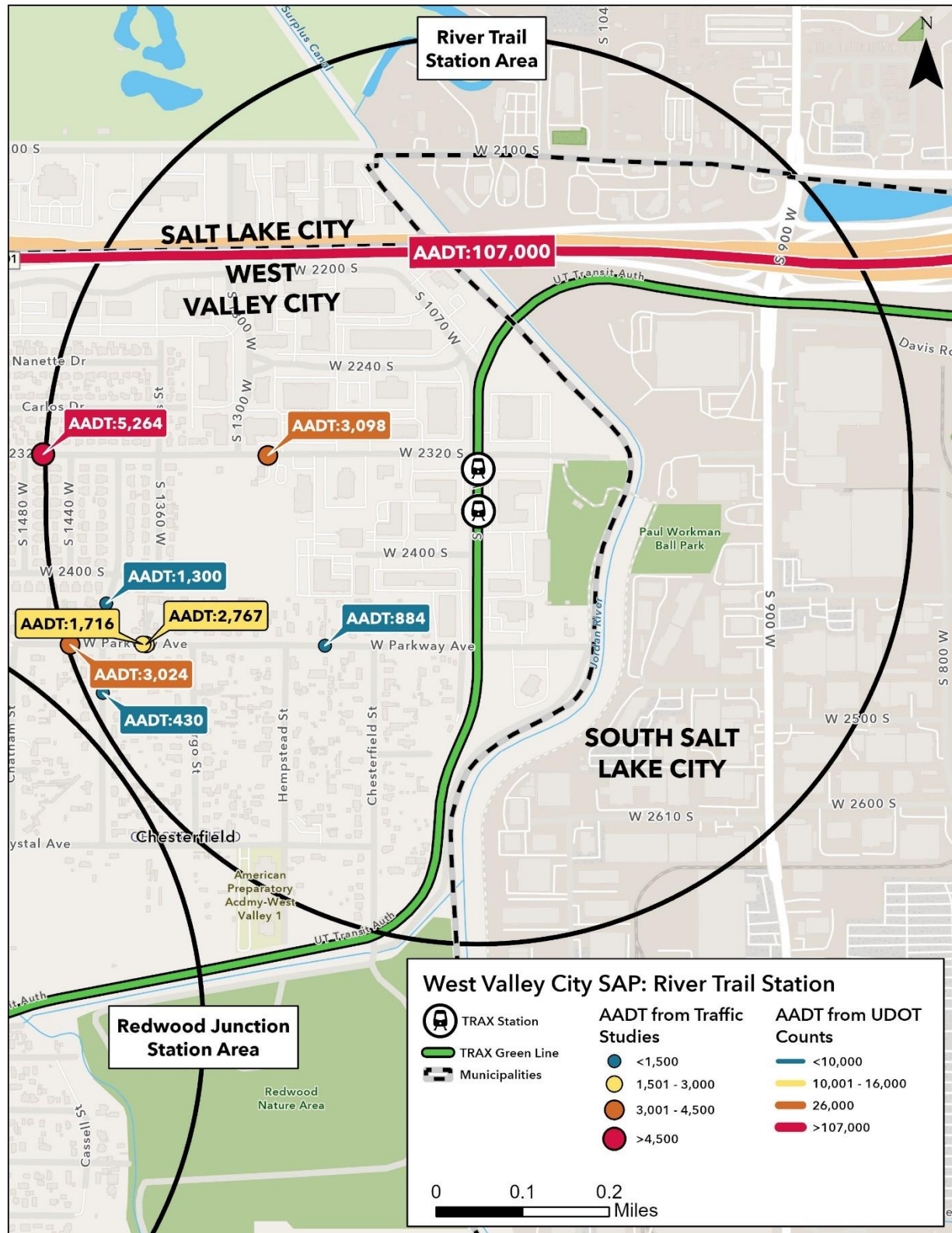
Traffic Volumes

Traffic volume information for West Valley City is available from two primary sources: UDOT traffic counts on state-aid roadways, federal-aid roadways, and interstates, as well as local traffic counts commissioned by West Valley City. Each of these sources serve different purposes while painting an overall picture of traffic characteristics in West Valley City. Collected on a continuous basis, UDOT traffic counts provide regular traffic information on more-travelled roadways. By contrast, local traffic counts are collected on an ad-hoc basis and provide an estimate of traffic on local roadways. Note that while exact numbers are reported for local traffic counts, this discussion focuses more on patterns and relative magnitude within the Station Area.

Figure 9 displays the results of traffic counts in the River Trail Station Area. The 2100 S Freeway (SR 201) carries the most traffic entering the River Trail Station Area. However, due to the 2100 S Freeway (SR 201) being physically separated from the greater Station Area and the interchange at S 900 W being on the east side of the Jordan River, much of this traffic is likely through-traffic, with any local traffic to/from the 2100 S Freeway (SR 201) likely using the Redwood Road interchange.

Among local traffic counts, 2320 S appears to carry more traffic than W Parkway Ave, with traffic counts on both roadways generally decreasing from west to east, i.e., with increasing distance from Redwood Road. Due to the River Trail Station Areas location, with physical barriers to the north and east (2100 S Freeway and the Jordan River, respectively), 2320 S and W Parkway Ave are likely significant feeders of local traffic to Redwood Road. Residential streets off of 2320 S and W Parkway Ave. carry less traffic by comparison.

Figure 9: Traffic Volumes, River Trail Station Area



Source: West Valley City; UTA; Utah Geospatial Resource Center; Utah Department of Transportation

Speed Limits

Aside from the 2100 S Freeway (SR 201), which has a posted speed limit of 65 MPH, every street in the River Trail Station Area has a posted speed limit of 25 MPH (see **Figure 10**). Note that the 2100 S Freeway (SR 201) is separated from the greater Station Area and is limited-access, hence the elevated speed limit. Slower speed limits are associated with increased active transportation user comfort and safety, both when using dedicated on-street amenities such as bike lanes and sidewalks and when dedicated on-street amenities are absent, such as a bicyclist sharing the lane with motorists.

West Valley City SAP: River Trail Station

Legend:

- TRAX Station
- TRAX Green Line
- Municipalities

Speed Limit (MPH)

- 25
- 30-35
- 40-45
- 65+

Scale: 0, 0.1, 0.2 Miles

River Trail Station



Intersection Stop Control

The study team evaluated the presence of stop control near each station platform and on primary thoroughfares through a combination of site visits and Google StreetView review, with particularly attention paid to the presence of traffic signals, stop signs, yield signs, and other pedestrian-focused signals (e.g., rectangular rapid-flashing beacons [RRFBs]). This review is not intended to be comprehensive nor supplant the need for analysis by civil designers.

For the River Trail Station Area, the review focused on 1070 W (along which the station platform is located, 2200 S, 2320 S, and 2455 S.

No critical gaps were found along 1070 W, as the intersections at the far ends of the station platform are both signalized. Additionally, the mid-block crossing at the southern end of the station platform has pedestrian crossing signs.

Intersections along 2320 S generally are signalized or signed, with one notable exception being the 1300 W intersection, a primary access point to Roots Charter High School. Driveways are generally not signed.

Along 2200 S, stop control varies considerably, likely due to access points varying between driveways to surrounding businesses and other streets. For example, both of the driveways to the Harris building include stop signs while other driveways do not. Notably, there are both semi-trucks and larger vans going to and from the Harris building, creating an enhanced need for stop-control.

Likewise, stop control varies along 2455 S, with certain intersections that may warrant a yield sign at a minimum having no signage, such as Fargo Street and Winston St.

Safety (Crash Locations by Severity)

The study team obtained crash data from the Utah Department of Public Safety (DPS), which maintains the statewide crash data clearinghouse. Crash data was obtained for 2019 through 2024 year-to-date.¹³ Utah DPS provided a complete record of crashes occurring in West Valley City as well as person-level information for those involved in each crash. Person-level data was used to classify each crash as “No Non-Motorist Involved” or “Non-Motorist Involved”, with “Non-Motorist Involved” including any crash where a pedestrian, bicyclist, or other non-motorist was involved. Additionally, crashes occurring on interstates and major roadways that are grade-separated or otherwise buffered significantly from the greater Station Area are excluded to focus on local traffic and trips.

Table 5 summarizes crashes within the River Trail Station Area by type and severity. 51 total crashes occurred from 2019 through 2024 year-to-date in the River Trail Station Area, which did not include any fatal crashes or non-motorists. Most crashes in the Station Area resulted in no injuries (82%). A potential contributor to this is the relatively low speeds and lack of particularly high-traffic roadways in the Station Area.

¹³ The most recent crash provided by the Utah Department of Public Safety occurred on 6/10/2024.

Table 5: Crashes by Severity and Type, River Trail Station Area (2019 - 2024 YTD)

Crash Severity	No Non-Motorist Involved		Non-Motorist Involved		All Crashes	
	#	%	#	%	#	%
No Injury	42	82%	0	0%	42	82%
Suspected Injury	5	10%	0	0%	5	10%
Minor Injury	1	2%	0	0%	1	2%
Serious Injury	3	6%	0	0%	3	6%
Fatal	0	0%	0	0%	0	0%
Total	51	100%	0	0%	51	100%

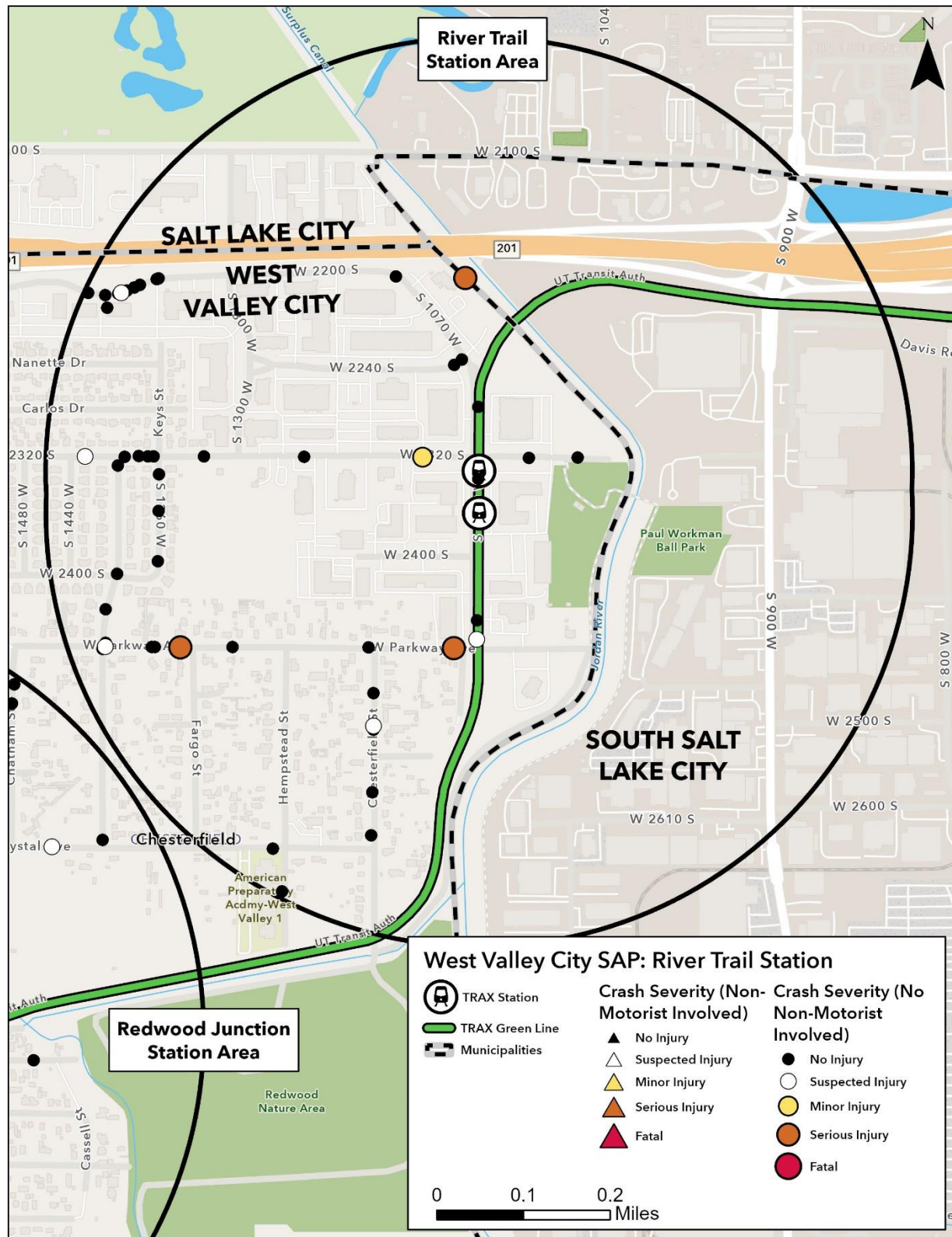
Source: Utah Department of Public Safety

Figure 11 displays crash locations in the Station Area by type and severity. Relatively few crashes are located near River Trail Station itself, with most crashes being concentrated along 2200 S, north of the Station, and along 2320 S, west of the Station. Of the three Serious Injury crashes, two are located along W. Parkway Ave. and one may be located along the Jordan River Trail or within the parking lot of the Associated General Contractor of America buildings (which are located along 1070 W).

Two hotspots stand out in the River Trail Station Area, which are described below:

- 2320 S near Keys St: primarily front to rear crashes involving moving vehicles or parked vehicles.
- 2200 S, west of 1300 W: all single vehicles crashes, with vehicles colliding with ditches, guardrails, and other stationary objects.

Figure 11: Crash Locations by Severity and Type, River Trail Station Area (2019 - 2024 YTD)



Source: UTA; Utah Geospatial Resource Center; Utah Department of Public Safety

4.3. Active Transportation

Sidewalks, Bike Amenities, Trails

The River Trail Station Area has variable sidewalk connectivity along the major thoroughfares that serve the Station Area, including 1070 West and 2320 South. Critically, 2320 South is a major connection to Redwood Road and the many businesses and other establishments along the corridor. Between Redwood Trailhead Park and near 1300 W, 2320 South has sidewalks on both sides of the streets, although the north-side sidewalk ends just west of 1300 W.

Some of the neighborhoods in the western portion of the Station Area have sidewalks as well, although streets in the Chesterfield neighborhood (e.g., Hempstead St., Chesterfield St.) and those north of 2320 South generally do not. Note that **Figure 11** does not display sidewalk data for areas east of the Jordan River Trail, as this portion of the station area is within South Salt Lake City.

The Station Area has no on-street bike amenities, such as bike lanes or shared lane markings. At the very least, nearly all streets in the Station Area are two lanes with relatively slow speeds, which can be comfortable for some riders. However, providing separated, dedicated bike amenities is still the best way to ensure comfort for all riders.

The Jordan River Trail connects the Station Area to the Redwood Nature Area and the Crosstowne Trail, providing off-street connectivity to Redwood Road and the other Station Areas. Study team members observed multiple trail users upon visiting and generally felt that the Jordan River Trail provides a welcoming environment, although the chain-link fence that separates the trail from surrounding lots detracts from the trail. Amenities such as benches, shade coverings, and lighting would also support a more comfortable and safe experience for all users of the trail.

The Jordan River Trail would also benefit from increased access to the trail itself, as it is currently only accessible in this Station Area from Chesterfield St. and the Redwood Trailhead Park. Improved wayfinding could also play a role in enhancing the visibility of existing as well as new trail access points.

Figure 12: Sidewalks, Bike Amenities, and Trails, River Trail Station Area



Source: West Valley City; UTA; Utah Geospatial Resource Center

Crosswalk Availability

The study team evaluated the availability of crosswalks through both its tours of the station areas and through Google Maps and Google Street View. At River Trail Station itself, crosswalks are provided on all approaches along and across the tracks, including a mid-block crossing just north of 2400 S at the southern end of the station platform. Otherwise, crosswalks are generally absent along major thoroughfares and in residential areas. One exception is at the intersection of 2320 South and 1300 West, where a high-visibility crosswalk crosses 2320 South, likely to allow students to go to and from Roots Charter High School.

Wayfinding

Study members evaluated the availability of wayfinding through a combination of tours of the station areas and review of Google Street View imagery. Overall, wayfinding in the River Trail Station was found to be limited, both for transit and to the Redwood Trailhead Park. Existing wayfinding to Redwood Trailhead Park was noted at the north end of the River Trail Station platform. However, no transit-related wayfinding was noted.

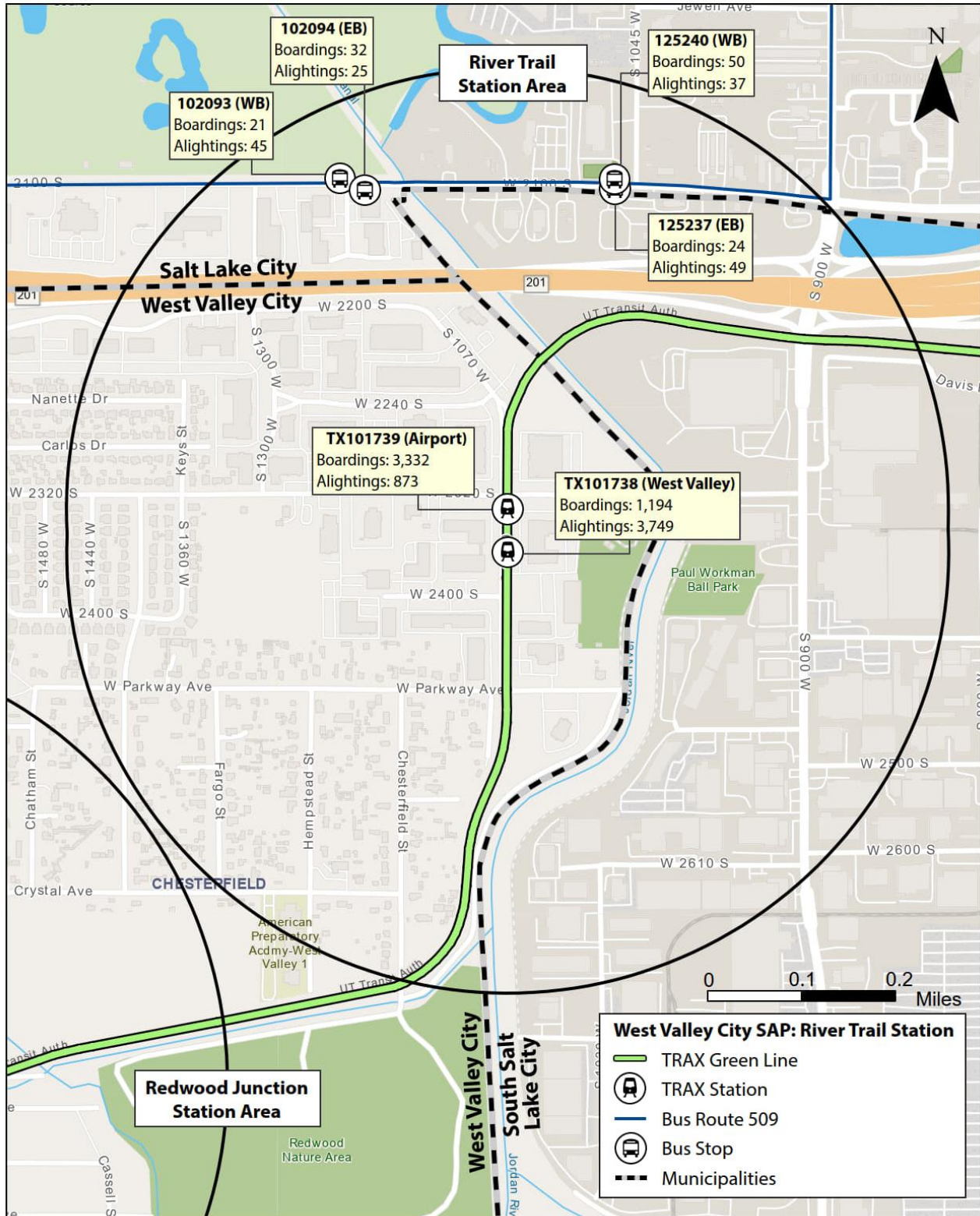
4.4. Public Transit

Existing Routes

There are two public transit routes that serve the River Trail Station Area. The two routes include the TRAX Green Line and Bus Route 509 (900 W Shuttle). The TRAX Greenline runs between West Valley Central Station and Salt Lake City International Airport (SLC Airport). Bus Route 509 runs between West Valley Central Station and Downtown Salt Lake City, including four bus stops within the half-mile River Trail Station Area, two eastbound and two westbound.

Figure 13 below displays the location of the TRAX Green Line and Bus Route 509 routes and stops, as well as total monthly boardings and alightings for the July 2023 – June 2024 period.

**Figure 13: UTA TRAX and Bus Routes and July 2023 - June 2024
Average Monthly Boardings and Alightings, River Trail Station Area**



Source: UTA Ridership Data July 2023-June 2024

Ridership

Table 6 below summarizes the average weekday ridership (boardings + alightings) at River Trail Station and Route 509 versus the entire route. On an average weekday, 439 passengers board or alight at River Trail Station, which is 1.8% of average weekday ridership for the entire route (25,032). For reference, West Valley Central Station (in the Fairbourne station area) and Central Pointe station, the next stations immediately to the north and south, each provide 8.5% and 8% of average weekday ridership. Additionally, the Airport Station provides 8% of average weekday ridership.

For Route 509, nine passengers board or alight within the River Trail Station Area on an average weekday, which is 0.3% of average weekday boardings and alightings for the route as a whole. Note that 0.3%, despite being a low percentage, should not be interpreted as these stops being of little importance to the overall health of Route 509, as this route has 125 stops. Additionally, many stops have low average weekday ridership due to being intended to serve local trips, which generally have fewer riders.

Table 6: Average Weekday Ridership on Routes within River Trail Station Area (Boardings + Alightings)

Route	Average Weekday Ridership (Boardings + Alightings)		Percentage of Ridership Within Study Area Vs. Total Ridership
	Station Area Stops	Entire Route	
River Trail	439	25,032	1.8%
Route 509	9	3,115	0.3%

Source: Utah Transit Authority

The COVID-19 Pandemic resulted in considerable losses in ridership for many agencies, with UTA not being spared from these effects. Fortunately, River Trail Station ridership has rebounded considerably, as shown in **Table 7** below. Compared to the same month in 2019, average daily ridership per month at River Trail Station has trended significantly upwards, eclipsing 100% of 2019 ridership levels in April 2024.

Table 7: River Trail Total Monthly Weekday Ridership, 2019 vs. 2023-24

Months	2019 Total Monthly Ridership	2023-24 Total Monthly Ridership	2023-24/2019 (%)
July	9,337	6,461	69%
August	12,929	9,318	72%
September	12,604	9,197	73%
October	13,577	9,666	71%
November	10,502	7,887	75%
December	9,948	7,935	80%
January	10,297	7,759	75%
February	9,421	8,628	92%
March	10,790	10,508	97%
April	11,456	11,607	101%
May	10,462	11,404	109%
June	8,388	9,419	112%

Source: Utah Transit Authority

4.5. Quality of Life

The study team analyzed data from a variety of quality-of-life metrics, each of which strives to evaluate quality of life by Census tract according to separate but related measures. The following quality-of-life metrics are included below:

- Housing and Transportation (H + T) Affordability Index
- Transportation Insecurity from ETC Explorer
- Justice40 Disadvantaged Areas
- Various Health Equity measures from the United States Centers for Disease Control and Prevention (CDC)
- Digital Divide Index (DDI)

Each of these measures is reported at the Census tract level. As the station and its surrounding half-mile radius falls within three Census tracts, a map is provided as a reference for the location of each Census tract (see **Figure 14**).

Note that census tract 49035111500 and 49035102802 are not included in this analysis because it is not within the bounds of West Valley City. Additionally, Census Tract 49035113305 was split and renamed Census Tract 49035113311 and 49035113312 in the 2020 Decennial Census. For consistency, it is referred to as 49035113305 throughout this section.

Housing and Transportation (H+T) Affordability

River Trail Station



attainable goal for transportation affordability. Combining this 15% level with the 30% housing affordability standard, CNT recommends that affordability is defined by a benchmark of 45% combined housing and transportation costs as a proportion of income.

Based on the H+T Affordability Index, households within the census tract that contain the River Trail Station and surrounding half-mile radius (Census Tracts 49035113305) spend an average of approximately 36% of their income on housing (18%) and transportation (18%)¹⁴. This is approximately 7% less than the average household in West Valley City overall, as housing (21%) and transportation (22%) make up 43% of household expenses across the city¹⁴.

Transportation Insecurity

The Equitable Transportation Community (ETC) Explorer is a tool that was developed by the United States Department of Transportation to track inequity associated with transportation. Based on the ETC Explorer, a census tract is considered to face transportation insecurity if one or more of the of the transportation security indicators fall above the 65th percentile, such as traffic fatalities and the costs of car ownership.

West Valley City overall is not considered to be facing transportation insecurity, as the ETC Explorer indicates that it is in the 26th percentile for transportation access, 56th percentile for transportation cost burden, and 54th percentile for traffic safety¹⁵. Although West Valley City is not considered to be facing transportation insecurity, the census tract within the half-mile radius of the River Trail Station (Census Tract 49035113305) is considered to be disadvantaged. The census tract is in the 42nd percentile for transportation access, 83rd percentile for transportation cost burden, and 89th percentile for traffic safety¹⁵. One possible contributor is the location of the River Trail Station Area, which has physical barriers to the north (2100S Freeway) and east (Jordan River) which impede direct travel in those directions.

Justice40 Disadvantaged Areas and Environmental Indicators

The Climate and Economic Justice Screening Tool (CEJST) was developed by the United States Council of Environmental Quality to identify disadvantaged communities that can benefit from the Justice40 Initiative, where 40% of investments associated with climate are meant to benefit disadvantaged communities. Each tract's disadvantaged status is based on the tract meeting at least one burden and one associated socioeconomic threshold¹⁶.

Based on the Climate and Economic Justice Screening Tool (CEJST), the census tract containing (49035113305) River Trail Station and within West Valley City is considered to be a Justice40 disadvantaged area¹⁶.

¹⁴ <https://htaindex.cnt.org/map/#>

¹⁵ <https://experience.arcgis.com/experience/0920984aa80a4362b8778d779b090723/page/ETC-Explorer---State-Results/>

¹⁶ <https://screeningtool.geoplatform.gov/en/#11.78/40.70182/-111.94987>

The next subsections will discuss each the environmental and socioeconomic indicators that reflect the distribution of environmental concerns within the community that surrounds the River Trail Station.

Census Tract 49035113305

Census Tract 49035113305 (located in West Valley City) is considered to be disadvantaged based on indicators related to climate change, health, legacy pollution, transportation, water and wastewater, and workforce development.

- Climate Change: This census tract falls in the 98th percentile for fatalities and injuries associated with natural hazards. Natural hazards noted as being particularly prevalent in this area include high temperatures, landslides, earthquakes, and winter weather.
- Health: This census tract falls in the 93rd percentile for people diagnosed with asthma.
- Legacy Pollution: This census tract falls in the 95th percentile for its proximity to Superfund sites. Although not considered to be significant to the CEJST, it is important to note that the census tract falls in the 88th percentile for proximity to hazardous waste facilities.
- Transportation: This census tract falls in the 93rd percentile for diesel particulate matter exposure. Although not considered to be significant to the CEJST, it is important to note that the census tract falls in the 83rd percentile for traffic proximity and volume. These two transportation indicators may contribute to the high rates of asthma diagnoses within the community.
- Water and Wastewater: This census tract falls in the 92nd percentile for wastewater discharge, which means that there is a higher concentration of pollutants in the water that can negatively impact human and ecological health.
- Workforce Development: This census tract falls in the 92nd percentile for linguistic isolation. This means that this census tract has a large number of households where no one speaks English "very well."

In conjunction with these environmental indicators, there are two socioeconomic factors that influence this tract's disadvantaged status. The first socioeconomic indicator is the fact that the tract falls in the 84th percentile for low-income households, where household income is less than or equal to twice the federal poverty level. Additionally, 25% of people over the age of 25 who do not have a high school diploma.

In conjunction with these environmental indicators, there are two socioeconomic factors that influence this tract's disadvantaged status. The first socioeconomic indicator is the fact that the tract falls in the 84th percentile for low-income households, where household income is less than or equal to twice the federal poverty level. Additionally, 16% of people over the age of 25 do not have a high school diploma.

Health Equity

There are a diverse set of indicators that attempt to capture health equity across the United States. The United States Centers for Disease Control and Prevention (CDC) has developed a few web tools that track some of the more general indicators across the nation. For the purpose of this study, the indicators that were analyzed are: access to insurance, heart

disease and overall life expectancy. Overall, these factors indicate that the station study area faces higher rates of health inequity than the rest of Salt Lake County.

Insurance

Approximately 9.8% of people in Salt Lake County and 17.5% of people in West Valley City do not have health insurance¹⁷. It is important to note that those in this geographic area who identify as Hispanic or Latino (of any race) are more likely to be uninsured, as 25.2% of Salt Lake County and 32.9% of West Valley City Hispanic/Latino people are uninsured¹³. This is specifically significant to note for the study area, as 39.4% people in West Valley City identify as Hispanic or Latino.

Based on the CDC's Environmental Justice Screening Tool, the three census tracts within a half-mile of the River Trail Station (49035113305, 49035111500, and 49035102802) vary in their overall access to health insurance. Approximately 22% of census tract 49035113305, 25% of census tract 49035111500, and 11% of census tract 49035102802 are uninsured¹⁸. It is crucial to note that there is greater disparity in access to healthcare in these census tracts when comparison to the greater West Valley City (excluding census tract 49035102802) and Salt Lake County area.

Heart Disease

According to the CDC, coronary heart disease is the leading cause of death in the United States¹⁹. Salt Lake County has a 4.3% prevalence rate of heart disease¹⁶. The prevalence of heart disease in census tracts 49035113305, 49035111500, and 49035102802 is 4.9%, 3.7%, and 4.5%, respectively²⁰. Two of these census tracts are at a slightly higher risk of heart disease than the rest of Salt Lake County.

Life Expectancy

The CDC's National Center for Health Statistics states that the average life expectancy for people in the United States is 78.3²¹. Both the State of Utah and Salt Lake County have a slightly higher average life expectancy than the national average, with both geographies having an average life expectancy of 78.9¹⁵.

All three census tracts (49035113305, 49035111500, and 49035102802) within a half-mile of the River Trail Station have a lower life expectancy than the rest of the United States, Utah, and Salt Lake County. People living in census tracts 49035113305, 49035111500, and 49035102802 have an average life expectancy of 75.5, 72.7, and 77.9, respectively¹⁵.

Digital Divide

¹⁷

https://data.census.gov/table/ACSST1Y2022.S2701?q=health%20insurance&g=050XX00US49035_160XX00US4983470

¹⁸ <https://ejscreen.epa.gov/mapper/>

¹⁹ <https://www.cdc.gov/nchs/fastats/leading-causes-of-death.htm>

²⁰ <https://experience.arcgis.com/experience/22c7182a162d45788dd52a2362f8ed65>

²¹ <https://www.cdc.gov/nchs/data-visualization/life-expectancy/>

West Valley City Station Area Plan

River Trail, Redwood Junction, Decker Lake

The Digital Divide Index (DDI) was developed by Purdue University to depict the accessibility issues related to technology based on technological infrastructure and socioeconomic factors that impact ability to use technology effectively. The infrastructure score is used to inform physical access to technology, while the socioeconomic score is primarily used to understand characteristics that may limit the adoption, skills, and motivation to use technology²². The DDI scored on a scale of 0-100, where 100 indicates the highest digital divide.

Based on the DDI, the census tract (49035113305) that contains the River Trail Station and the surrounding half-mile radius is considered to have a moderate digital divide. This census tract has a DDI score of 16.81. This score is over double that of Salt Lake County overall, which has a DDI score of 6.61²².

²² <https://storymaps.arcgis.com/stories/8ad45c48ba5c43d8ad36240ff0ea0dc7>

5. REDWOOD JUNCTION STATION

5.1. Zoning, Land Use, and Entitlements

Zoning is one of multiple policy instruments by which West Valley City achieve its development goals. It allows West Valley City to direct where certain land use types may be located and certain design requirements (e.g., lot coverages and setbacks) that must be respected. Zoning in a transit-supportive manner, both in terms of land uses and site design characteristics, can improve the likelihood that resulting development surrounding station areas is itself transit-supportive and aligns with the City's goals and aspirations.

The following provides more detailed information about the zone districts that are found within the Redwood Junction Station Area. Tables depict the allowable uses and dimensional standards of these districts to convey the types of development that are currently supported near the station areas and how the building layouts and forms are regulated. Additionally, a discussion of how these standards relate to development standards that are found to be transit supportive is provided. These sections are followed by a discussion of the current land uses observed in the station area and a list of existing entitlements.

Zoning

Zoning Districts in the Station Area

The Redwood Junction Station Area includes a wide variety of residential and commercial zoning districts (see **Table 8**).

Residential districts in the Station Area include Agriculture, Mobile Home, Multi-family, and three separate Single Family Residential districts (R-1-6, R-1-7, R-1-8), reflecting a mix of single-family and multi-family residential use types. Most of the residential districts are similar in that they allow relatively low-density development, although the Multi-family zone is an exception. The Multi-family zoned area corresponds to the apartment development off of Lake Park Circle, in the northern portion of the Station Area.

Commercial districts include Business Park, General Commercial, and Transitional Commercial, primarily adjacent to Redwood Road. A wide variety of uses are allowed in these districts, which was also observed by the study team. Uses include supermarkets, appliance stores, restaurants, and many others.

Portions of the Station Area are also zoned Manufacturing, although a wide variety of uses are found in the Manufacturing district beyond strictly manufacturing itself, including credit unions, copy shops, and thrift stores. The Manufacturing Zone does include businesses in which bulk materials may be processes and packaged into final products, such as a countertop store and a insulation store, both of which have significant footprints.

Table 8: Zoning Districts and Selected Allowed Uses, Redwood Junction Station

Zoning District	Select Allowed Uses*
Agriculture (A)	• Agriculture • Commercial raising, rental, stabling, training and grazing of animals • Community Use • Single Unit Dwelling • Temporary Nonresidential Buildings
Business Park (BRP)	• Brew Restaurant, Brew Restaurant and Liquor Retailer, Small Brewer • Community Use • Day Care/Preschool Center • Fast Food Establishment with Drive-Up Window • Financial Institution • Fitness Center • Office, Medical and Dental • Office, Professional • Parking Structure • Restaurant, Restaurant On-Premises Beer Retailer, Restaurant Liquor Retailer
General Commercial (C-2)	• Brew Restaurant, Brew Restaurant and Liquor Retailer, Small Brewery • Community Use • Financial Institution • Fitness Center • Garden Center* or Garden Center* with an Indoor Event Center* as an Accessory Use • Neighborhood Grocery • Office, Medical and Dental • Retail Department or Specialty Store
Manufacturing (M)	• Automobile Sales, New • Industrial, Light • Neighborhood Service Establishment • Office, Professional • Warehouse
Mobile Home (RMH)	• Community Use • Mobile Home (in a Mobile Home Park or in a Mobile Home Subdivision only)
Multi-family (RM)	• Day Care/Preschool Center • Office, Medical and Dental • Office, Professional • Single Unit Dwelling • Twin Home
Single Family Residential (R-1-6)	• Single Unit Dwelling
Single Family Residential (R-1-7)	• Single Unit Dwelling
Single Family Residential (R-1-8)	• Single Unit Dwelling
Transitional Commercial (C-3)	• Community Use • Movie Theater • Neighborhood Grocery • Outside Display of Merchandise

* A select set of allowed uses are reported to illustrate the type and range of land uses allowed in each zoning district. Full lists of allowed uses per zoning district are available in the West Valley City Municipal Code, Chapter 7-6.

Source: West Valley City

Table 9 summarizes the following lot dimensional requirements identified in West Valley City's Municipal Code for the zone districts in the Redwood Junction Station Area: minimum lot size, minimum/maximum structure height, and front/side/rear setbacks. Minimum parking requirements are also identified.

For residential districts, minimum lot sizes vary between 6,000 square feet (Single Family Residential) and 21,780 square feet (Agriculture).

A minimum of one story and a maximum of 2.5 stories in height are allowed, typical of a single-story or two-story house or duplex. Likewise, parking requirements are two spaces per unit for residential uses, which would support a two-person adult household (married or unmarried) or a family household with two vehicles.

The Multi-family District has the highest potential for transit-supportive density, as a maximum of six stories are allowed.

The Business Park, General Commercial, Multi-family and Transitional Commercial Zone Districts require a large front yard setback of 20 to 30 feet (though exceptions are made when developments are adjacent to residential or agricultural zones or uses). Transit supportive development generally aims to encourage buildings to orient close to the street and sidewalk to provide a visually interesting “street wall” and promote a sense of enclosure for those using the sidewalk. Additionally, this dimensional requirement is found to encourage parking in the front yard, which is generally associated with more autocentric, strip-style development. These types of developments can be counterproductive to transit supportive communities.

Table 9: Lot Dimensional Requirements and Parking Requirements, Redwood Junction Station

Zoning District	Min Lot Size (Sq Ft)	Min/Max Height (Stories/Feet)	Min Parking Required*	Setbacks (Front, Side, Rear; Feet)
Agriculture (A)	21,780 Sq Ft	Min: 1 Story Max: 2.5 Stories/30'	Single Unit Dwelling: 2.75 spaces per unit and a 18' wide and long driveway	30', 10', 30'
Business Park (BRP)	N/A	No general requirement; 20' max when adjacent to Residential Zone, Agricultural Zone, or Residential Use	- Fast Food Establishment: 1 space per 100 square feet of gross floor area - Fitness Center: 1 space per 200 square feet of gross floor area - Professional Offices: 3 spaces 1,000 square feet of gross floor area	30', 0', 0' 10' adjacent to Residential Zone, Agricultural Zone, or Residential Use
General Commercial (C-2)	20,000 Sq Ft	Min: N/A Max: 75' 20' max when adjacent to Residential Zone, Agricultural Zone, or Residential Use	- Financial Institutions: 1 space per 300 square feet of gross floor area - Restaurants 12 spaces per 1,000 square feet of gross floor area	20', 0', 0' 10' adjacent to Residential Zone, Agricultural Zone, or Residential Use
Manufacturing (M)	N/A	Min: N/A Max: 20' 20' max when adjacent to Residential Zone, Agricultural Zone, or Residential Use	- Manufacturing: 1 space per 800 square feet of gross floor area devoted to manufacturing plus required parking for business vehicles 1 space per 2,000 square feet of gross floor area	20', 0', 0' 10' adjacent to Residential Zone, Agricultural Zone, or Residential Use
Mobile Home (RMH)	217,800 Sq Ft for Mobile Home Parks,	N/A	Mobile Home: 2 spaces per unit	N/A

	no min. lot size for units themselves.			
Multi-family (RM)	20,000 Sq Ft	Min: 1 Story Max: 6 Stories/75'	Multiple Unit Dwelling: 2 spaces per unit	25', 10', 20'
Single Family Residential (R-1-6)	6,000 Sq Ft	Min: 1 Story Max: 2.5 Stories/30'	Single Unit Dwelling: 2.75 spaces per unit and a 18' wide and long driveway	25', 6', 20'
Single Family Residential (R-1-7)	7,000 Sq Ft	Min: 1 Story Max: 2.5 Stories/30'	Single Unit Dwelling: 2.75 spaces per unit and a 18' wide and long driveway	25', 8', 20'
Single Family Residential (R-1-8)	8,000 Sq Ft	Min: 1 Story Max: 2.5 Stories/30'	Single Unit Dwelling: 2.75 spaces per unit and a 18' wide and long driveway	25', 8', 20'
Transitional Commercial (C-3)	43,560 Sq Ft	N/A	Grocery Store, Neighborhood Grocery, and Convenience Store: 1 space per 250 square feet of gross floor area	20', 0', 0' 10' adjacent to Residential Zone, Agricultural Zone, or Residential Use

* Parking requirements are set according to use and thus vary considerably in terms of the measurement unit used to determine requirements (e.g., by unit, per bed, etc.). A select set of parking requirements are displayed here, while the full list of parking requirements is available in West Valley City Municipal Code, Chapter 7-9.

Source: West Valley City

Overlay Zones in the Station Area

The Chesterfield Overlay Zone is located in the eastern portion of the Redwood Junction Station Area, overlaying the Chesterfield neighborhood from which it derives its name. It encompasses and modifies portions of the station area zoned R-1-6 (Single Family Residential). Notably, the maximum building height is reduced from 2.5 stories to two stories, two-car garages are required for all single unit dwellings, and flag lots are prohibited. Additionally, streetlights, curbs, gutters, and sidewalks must be installed as part of new developments or as part of modifications to existing developments exceeding \$150,000 occurring along certain streets.

Current Land Use

The Redwood Junction Station Area primarily has residential land use on the east side of Redwood Road and commercial uses on the west side of the corridor (see Figure 15).²³

The east side of the Station Area is primarily single-family developments with commercial land use directly abutting Redwood Road. There are also significant parks on the east side, including the Redwood Multipurpose Center and the Redwood Nature Area, which borders the Jordan River Trail.

²³ Land use has been generalized, meaning the numerous land use designations have been generalized into high-level categories.

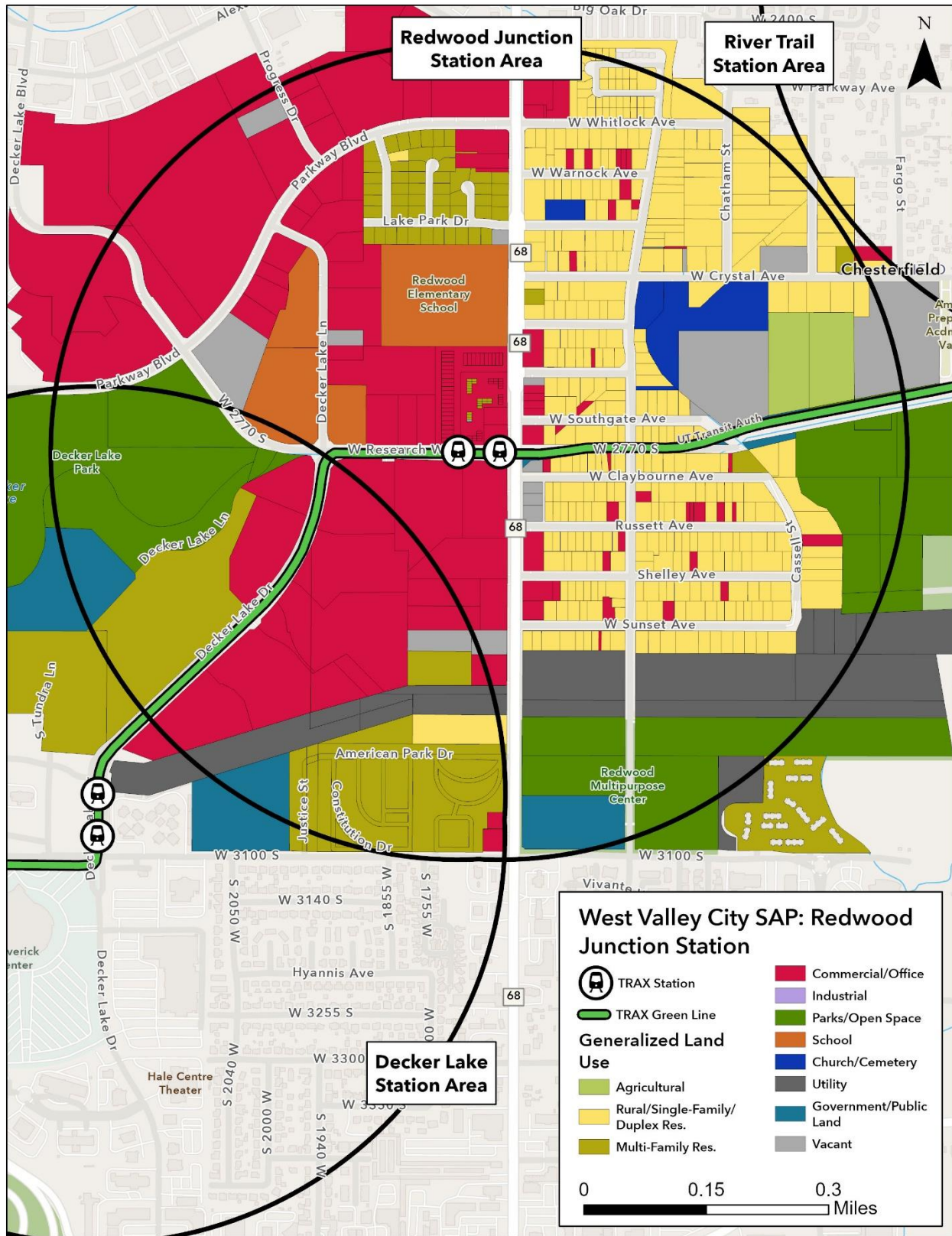
West Valley City Station Area Plan

River Trail, Redwood Junction, Decker Lake

The west side is primarily commercial, although there are residential and other uses worth noting. Redwood Elementary School is located directly along Redwood Road. Two multi-family developments are located on the west side as well, including the apartments along Lake Park Drive and the H2O Townhomes along Decker Lake Drive. There is also a mobile home community at the corner of 3100 S and Redwood Road, the American Heritage Retirement Community. Additionally, Decker Lake Park is in the western portion of the Station Area.

This station contains the largest number of vacant parcels within the project area. There are several vacant parcels north of 2700 South on the east side of the TRAX station as well as to the southwest of the station, southeast of Decker Lake Drive. There are also a few vacant parcels intermixed in residential portions of the station area.

Figure 15: Current Land Use (Generalized), Redwood Junction Station Area



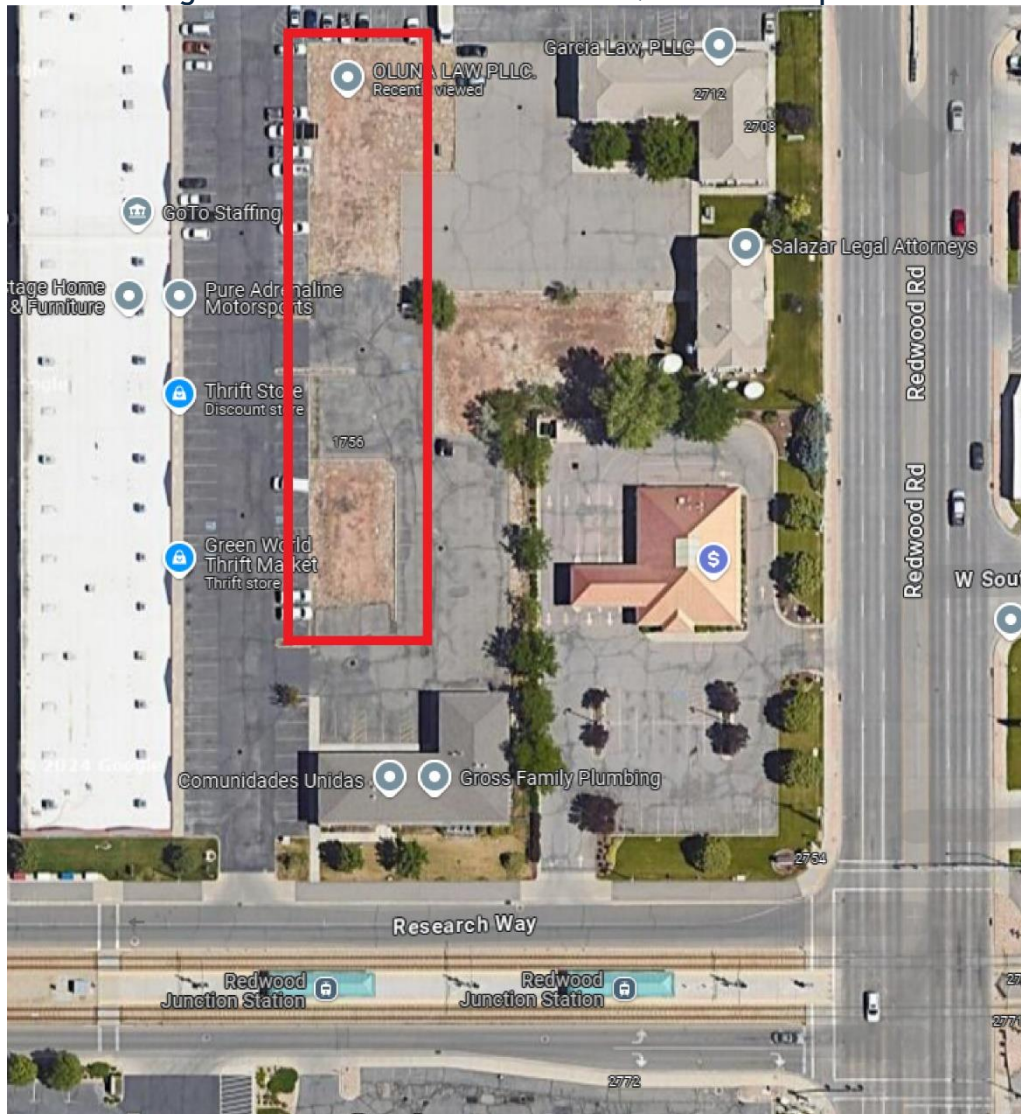
Source: West Valley City; Utah Transit Authority; Utah Geospatial Resource Center

Entitlements

H2O Townhomes²⁴ is the only currently entitled residential development in the Redwood Junction Station Area. The townhomes are currently under construction, with some units already completed and occupied by residents. 286 units in total are expected upon full construction.

The commercial area directly to the north of the station platform itself may see further commercial development, as the owner has recently sought an amended plat in support of eventually constricting additional commercial or retail space. Figure X below displays the spaces which may be occupied commercial/retail space at some point.

Figure 16: Site of Potential Novel Retail/Commercial Space



Source: West Valley City, Google Maps

²⁴ 2882 S Big Wave Dr, West Valley City, UT 84119

5.2. Traffic, Roadway Design, and Safety

The following section provides an overview of traffic, roadway design (speed limits and intersection stop control), and safety characteristics of roadways within the River Trail Station Area. Each of these roadway characteristics are inextricably linked to the performance and safety of roadways, affecting the travel experience of motorists, active transportation users, and transit riders alike.

Traffic Volumes

Traffic volume information for West Valley City is available from two primary sources: UDOT traffic counts on state-aid roadways, federal-aid roadways, and interstates, as well as local traffic counts commissioned by West Valley City. Each of these sources serve different purposes while painting an overall picture of traffic characteristics in West Valley City. Collected on a continuous basis, UDOT traffic counts provide regular traffic information on more-travelled roadways. By contrast, local traffic counts are collected on an ad-hoc basis and provide an estimate of traffic on local roadways. Note that while exact numbers are reported for local traffic counts, this discussion focuses more on patterns and relative magnitude within the Station Area.

Figure 17 displays the result of traffic counts in the Redwood Junction Station Area, which has comparatively fewer local traffic studies available within the Station Area itself. Redwood Road carries the most traffic in the Station Area, being the primary north-south throughfare. Notably, Redwood Road is a 6- or 7-lane arterial, depending on location, thus Redwood still has considerable capacity given observed traffic volumes. By comparison, Parkway Blvd, W Research Way, and 3100 S carry approximately one third to one half of traffic compared to Redwood Road, each providing east-west circulation within the Station Area.

Businesses in the Redwood Junction and Decker Lake Station Areas are exploring the possibility of a connecting road between Decker Lake Dr. and Redwood Rd., utilizing the existing power corridor between Redwood Road and the Petzl headquarters. Should this move forward, this could affect traffic patterns in the Redwood Junction Station Area considerably, particularly by providing direct access to business along Decker Lake Dr.

Figure 17: Traffic Volumes, Redwood Junction Station Area



Source: West Valley City; UTA; Utah Geospatial Resource Center; Utah Department of Transportation

Speed Limits

Figure 18 displays posted speed limits throughout the Redwood Junction Station Area. Speed limits are highest on roadways intended to act as primary north-south and east-west thoroughfares, such as Redwood Road, 3100 S, and W. Research Way. Redwood Road has a 40 MPH speed limit, while 3100 S and W. Research Way have a 35 MPH speed limit. The smaller, residential streets connecting to these roadways generally have a 25 MPH speed limit.

Higher speed limits, such as those found on Redwood Road (40 MPH), often necessitate providing separated amenities such as dedicated bike lanes or multiuse paths to make the public realm more hospitable for active transportation users. Additionally, while Redwood Road has sidewalks, buffering is often necessary to increase pedestrian comfort in light of high-speed vehicles. Buffering often involves increased physical separation by increasing the distance between the sidewalk and the roadway.

Upon visiting the Station Area, study team members observed that Redwood Road in particular was not conducive to pedestrians due to relatively high speeds, exacerbated by relatively narrow sidewalks and wide roadway cross-sections (five to six total through-lanes). By comparison, study team members observed that Decker Lake Drive felt more conducive to pedestrians due to slower speed, wider sidewalks, narrow cross-sections and the buffering provided by the TRAX tracks from the other side of the road.

Redwood Junction Station Area

River Trail Station Area

Decker Lake Station Area

West Valley City SAP: Redwood Junction Station

Speed Limit (MPH)

- 25
- 30-35
- 40-45
- 65+

Legend:

- TRAX Station
- TRAX Green Line

Scale: 0 0.1 0.2 Miles

Redwood Junction Station



Intersection Stop Control

The study team evaluated the presence of stop control near each station platform and on primary thoroughfares through a combination of site visits and Google StreetView review, with particularly attention paid to the presence of traffic signals, stop signs, yield signs, and other pedestrian-focused signals (e.g., rectangular rapid-flashing beacons [RRFBs]). This review is not intended to be comprehensive nor supplant the need for analysis by civil designers.

For the Redwood Junction Station Area, the review focused on Research Way (along which the station platform is located), Redwood Road, and Decker Lake Dr.

No critical gaps were found along Research Way, as the intersections at the far ends of the station platform have pedestrian crossings. The eastern end of the platform has a signalized crossing at Redwood Road, however, the western end of the platform does not have a signalized crossing. Rather, the western end of the platform has a mid-block crossing with pedestrian crossing signage.

Stop control varies considerably along Redwood Road, primarily due to the many driveways to surrounding lots and intersections with other streets. Intersections along Redwood Road are generally signalized or signed, with major intersections such as 3100 S being signalized, while comparatively minor intersections with residential streets (e.g., Sunset Avenue) having stop signs. Driveways along the corridor are generally not signed.

Stop control varies considerably along Decker Lake Drive, likely due to access points varying between driveways to surrounding businesses and other streets. For example, all three of the driveways to the Progrexion building include different intersection interventions (one signalized intersection, one pedestrian crossing with signage, and one driveway with no stop sign). By contrast, many driveways on this road are not signed. Notably, the Green Line operates in the center of Decker Lake Dr., south of the intersection with Research Way. As such, there is an elevated need for coordinated signals and signage at known conflict points, particularly those involving pedestrians.

Safety (Crash Locations by Severity)

The study team obtained crash data from the Utah Department of Public Safety (DPS), which maintains the statewide crash data clearinghouse. Crash data was obtained for 2019 through 2024 year-to-date.²⁵ Utah DPS provided a complete record of crashes occurring in West Valley City as well as person-level information for those involved in each crash. Person-level data was used to classify each crash as “No Non-Motorist Involved” or “Non-Motorist Involved”, with “Non-Motorist Involved” including any crash where a pedestrian, bicyclist, or other non-motorist was involved. Additionally, crashes occurring on interstates and major roadways that are grade-separated or otherwise buffered significantly from the greater Station Area are excluded to focus on local traffic and trips.

²⁵ The most recent crash provided by the Utah Department of Public Safety occurred on 6/10/2024.

Table 10 summarizes crashes within the Redwood Junction Station Area by type and severity. 404 total crashes occurred from 2019 through 2024 year-to-date in the Redwood Junction Station Area, including three fatal crashes, two of which resulted in the deaths of pedestrians while the other resulted in the death of an involved motorist. Most crashes involved no injuries, although relatively higher percentages result in injuries in comparison to the River Trail Station Area. By comparison, Redwood Junction has more high-traffic roadways (e.g., Redwood Road) and higher speeds, two likely contributors.

Table 10: Crashes by Severity and Type, Redwood Junction Station Area (2019 - 2024 YTD)

Crash Severity	No Non-Motorist Involved		Non-Motorist Involved		All Crashes	
	#	%	#	%	#	%
No Injury	251	66%	3	13%	254	63%
Suspected Injury	80	21%	9	38%	89	22%
Minor Injury	41	11%	6	25%	47	12%
Serious Injury	7	2%	4	17%	11	3%
Fatal	1	0%	2	8%	3	1%
Total	380	100%	24	100%	404	100%

Source: Utah Department of Public Safety

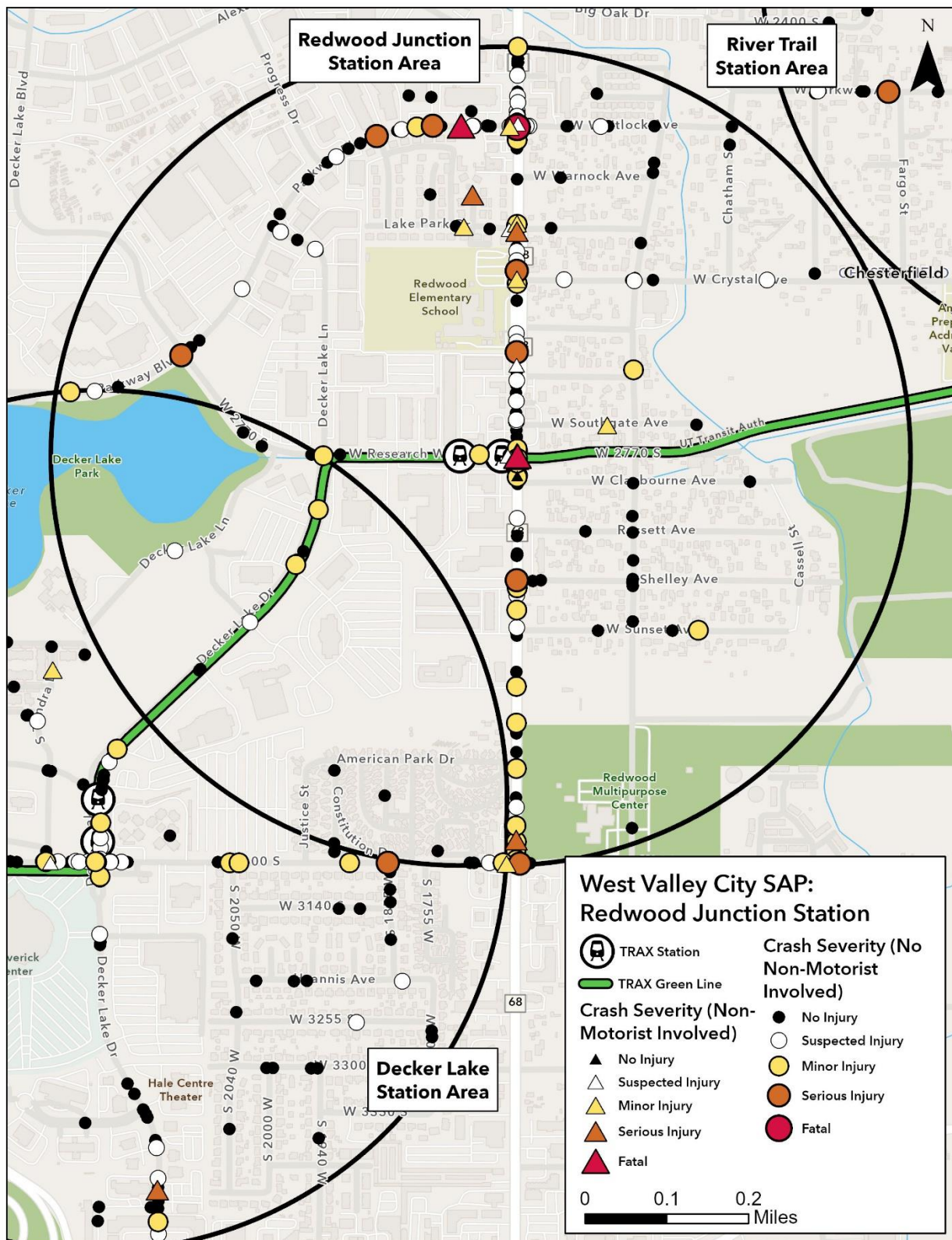
Figure 19 displays crash locations in the Station Area by type and severity. Crashes are primarily located along Redwood Road, likely due to Redwood Road being a high-traffic roadway with many intersections and driveways serving surrounding businesses. Crashes along Redwood Road are also noticeably more severe than crashes on surrounding streets, with nearly all fatal and Serious Injury crashes being located along it.

Notably, one of the two crashes resulting in the death of a pedestrian occurred at the intersection of Research Way and Redwood Road, adjacent to Redwood Junction Station itself. During a site tour the study team found it difficult to cross Redwood Road at this location as a pedestrian, as the pedestrian crossing signal only appeared every other signal cycle and not at all if the pedestrian call button is not pushed. The other fatal pedestrian crash occurred along Parkway Blvd., near Rancho Plaza and the apartment development that stretches south to Lake Pake Dr.

Along Redwood Road, crashes are primarily concentrated near the following locations: the Parkway Blvd. intersection, the Lake Park intersection, at and just north of the Research Way intersection (near the station platform), and the 3100 S intersection. Commonalities between these areas include numerous nearby driveways to surrounding lots and multiple nearby stop-controlled/unsignalized intersections, creating elevated conflicts between roadway users.

Aside from Redwood Road, most crashes are concentrated along Parkway Blvd, between the intersections with Redwood Road and Decker Lake Lane. This area has a noticeably high concentration of driveways to surrounding workplaces, creating ample opportunity for conflict between roadway users.

Figure 19: Crash Locations by Severity and Type, Redwood Junction Station Area



Source: UTA; Utah Geospatial Resource Center; Utah Department of Public Safety

5.3. Active Transportation

Sidewalks, Bike Amenities, Trails

The Redwood Junction Station Area has generally well-connected sidewalks along the primary thoroughfares serving the Station Area, including Redwood Road, Parkway Boulevard, 3100 S, Research Way, and Decker Lake Drive. There are some cases of sidewalks abruptly stopping on one side along Parkway Boulevard and 3100 S, although there is still continuous sidewalk coverage on the opposite side of the road in these cases.

Sidewalk connectivity varies in surrounding residential areas. On Lester Street, one block to the east from Redwood Road, there is near continuous sidewalk coverage on both sides of the street until Crystal Avenue. On the other hand, many of the residential streets that intersect with Redwood Road have spotty sidewalk coverage (e.g., Russett Avenue and Shelley Avenue).

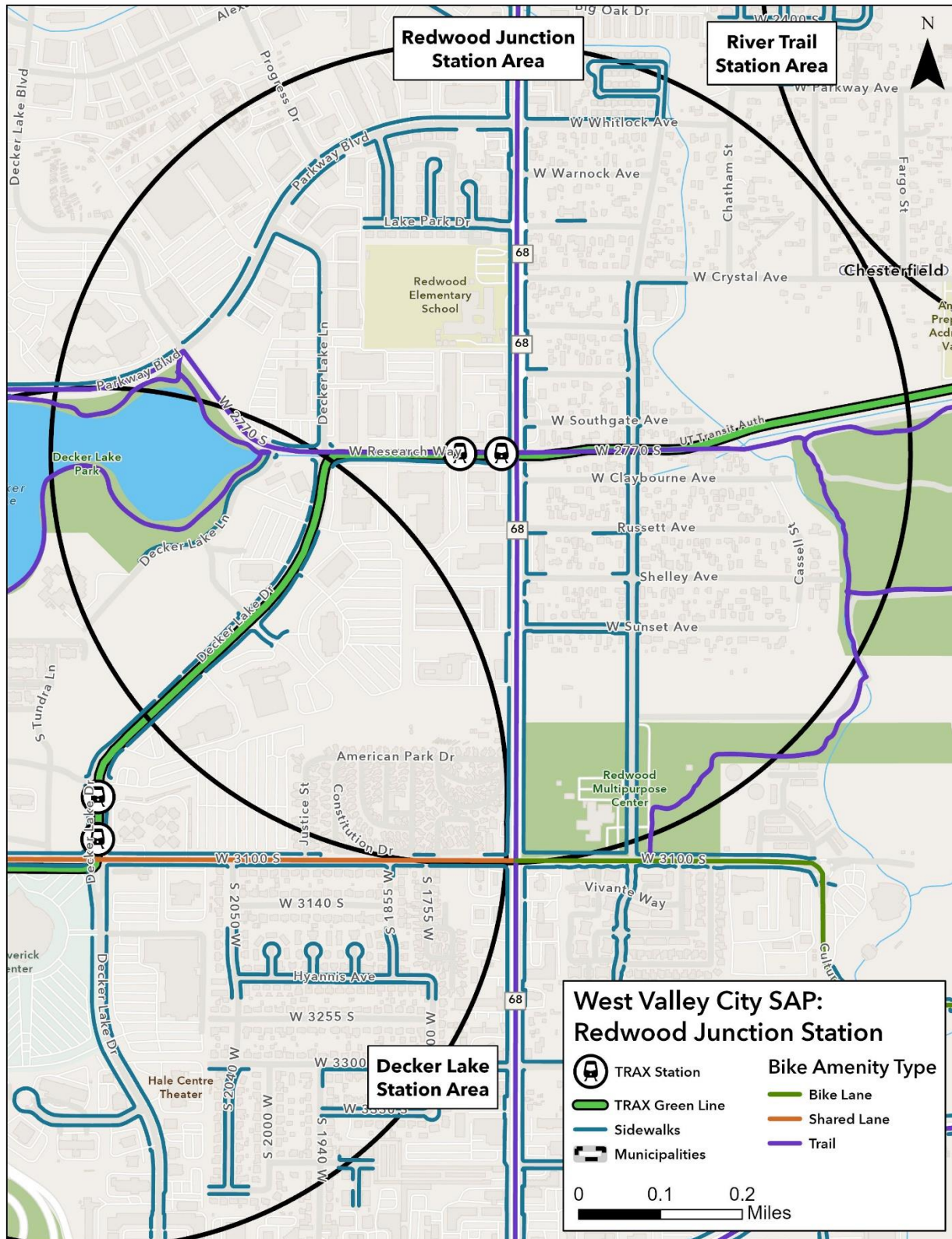
Bike amenity coverage also varies throughout the Station Area. The Crosstowne Trail continues west along Research Way into Decker Lake Park, providing critical east-west bike connectivity. Upon walking the trail, study team members noted that the Crosstowne Trail, particularly as you approach Redwood Road, feels enclosed and lacks adequate lighting, which may make the trail feel unsafe for some users.

A painted bike lane along 3100 S, east of Redwood Road, provides additional east-west connectivity. However, the bike lane stops at Redwood Road, transitioning to a shared lane west of Redwood. The transition to a shared lane as well as the shared lane itself are often difficult for bicyclists to navigate. Notably, 3100 S west of Redwood Road is a four-lane road with a center left turn lane, a cross-section type that is generally inhospitable to bicyclists without dedicated, separated bike amenities.

The Station Area often lacks north-south bike connectivity along major thoroughfares. The entirety of Redwood Road within the Station Area is marked as having a trail in City data, but the study team did not observe a trail on Redwood Road spanning the entirety of Redwood Road within the Station Area.

However, the City has adopted an ordinance that requires the installation of multi-use paths along Redwood as part of redevelopment or novel development, with some sections already constructed. Examples include sections between 2700S/Malvern Avenue, Big Oak Drive/Alexander Street, and Russett Avenue/Shelly Avenue. Given the traffic volumes and crash volumes along Redwood Road, Redwood Road is a strong candidate for enhanced sidewalks and separated bike lanes.

Figure 20: Sidewalks, Bike Amenities, and Trails, Redwood Junction Station Area



Source: West Valley City; UTA; Utah Geospatial Resource Center

Crosswalk Availability

The study team evaluated the availability of crosswalks through both its tours of the station areas and through Google Maps and Google Street View. At Redwood Junction Station itself, crosswalks are provided on all approaches along and across the tracks, including a mid-block crossing just west of Redwood Road at the southern end of the station platform. High visibility crosswalks and a pedestrian refuge are also provided at the intersection of Decker Lake Drive and Research Way.

Along major thoroughfares, crosswalk availability varies. Crosswalks are universally present at on all approaches at major, signalized intersections along Redwood Road. One mid-block crossing is provided in the form of a pedestrian bridge at Redwood Elementary School.

However, crosswalks are frequently absent altogether at more minor intersections. Critically, crosswalks are often absent at or near intersections with bus stops, which can result in transit users jaywalking in a dangerous manner. For example, 1700 West and 3300 South features two near-side bus stops with no crosswalks on any approach.

Decker Lake Drive/Lane generally have good crosswalk availability, including multiple mid-block crossings north and south of the intersection with Research Way. This is likely due to the presence of multiple schools along Decker Lake Lane. However, no crosswalks are provided at the intersection of Decker Lake Lane and Parkway Boulevard despite sidewalks being present on both approaches.

Wayfinding

Study members evaluated the availability of wayfinding through a combination of tours of the station areas and review of Google Street View imagery. Overall, wayfinding in the Redwood Junction Station Area was found to be limited, both for transit and to the Crosstowne Trail and Redwood Nature Area. Existing wayfinding to the Crosstowne Trail was noted at the east end of the Redwood Junction Station platform and near the west end of the platform, both of which are along the Trail itself. Although no wayfinding was noted that would help navigate to the trail itself. Likewise, no wayfinding was noted for Decker Lake Park. Additionally, a wayfinding sign for Redwood Junction Station was observed at the intersection of Redwood Road with Shelley Ave, although no wayfinding was observed north of the station platform along Redwood Road.

5.4. Public Transit

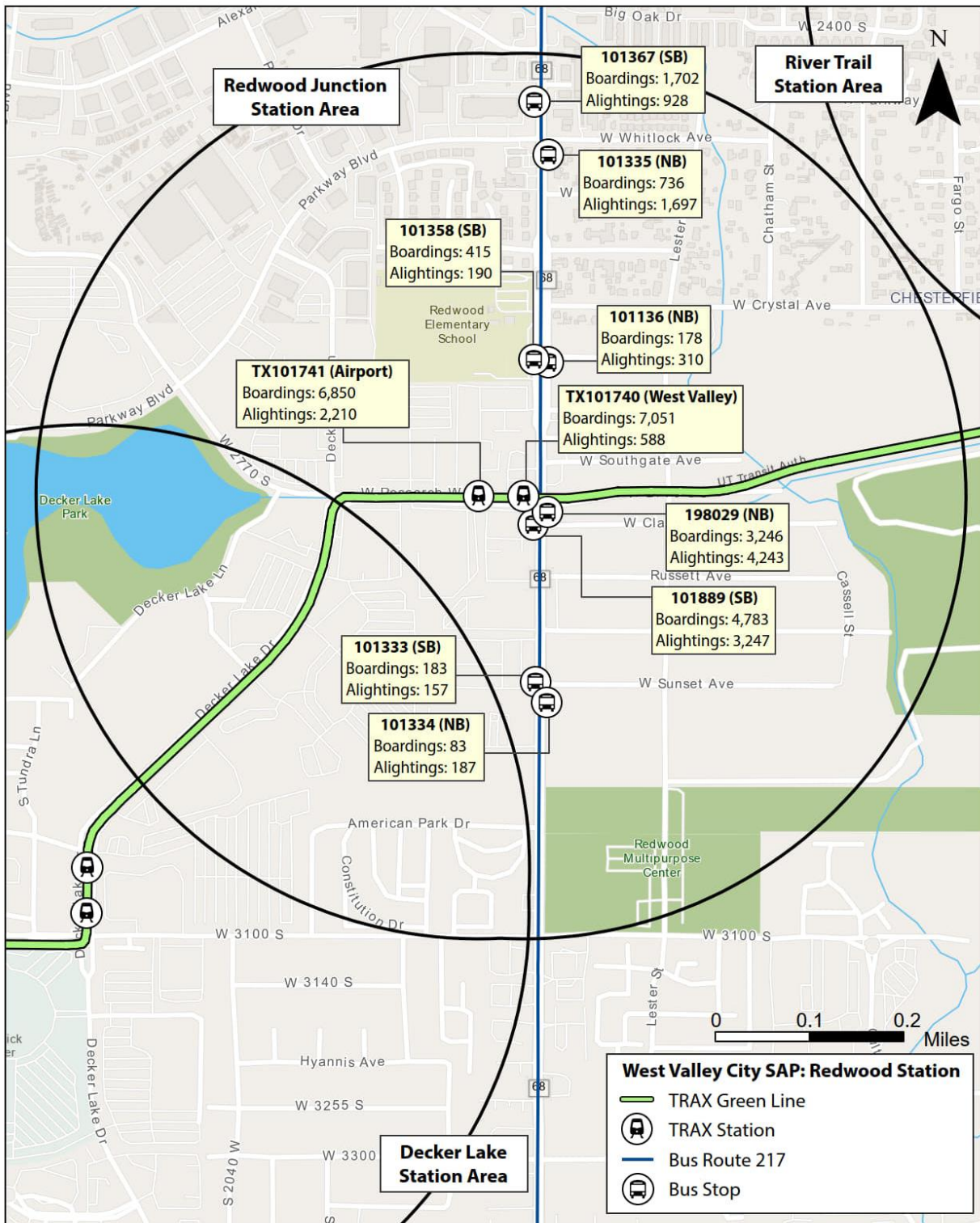
Existing Routes

There are two public transit routes within the Redwood Junction Station Area. The two routes include the TRAX Green Line and Bus Route 217 (Redwood Road). The TRAX Greenline runs between West Valley Central Station and Salt Lake City International Airport (SLC Airport). Bus Route 217 runs between 1940 W. North Temple Station and the West Jordan City Center. There are eight bus stops within the half-mile Redwood Junction Station Area, four northbound and four southbound.

Figure 21 below displays the location of the TRAX Green Line and Bus Route 217 routes and stops, as well as average monthly boardings and alightings for the July 2023 – June 2024 period.

There is a significant nexus between Route 217 and the TRAX Green Line, given Route 217's critical role as a means of travelling north and south and TRAX Green Line being a key means of travelling east to west. Each route traverses multiple municipalities and serve key commercial centers, with the TRAX Green Line serving the Airport and Route 217 serving Redwood Road, a key commercial corridor backed by significant residential development.

**Figure 21: UTA TRAX and Bus Routes and July 2023 - June 2024
Average Monthly Boardings and Alightings, Redwood Junction Station Area**



Source: UTA Ridership Data July 2023-June 2024

Ridership

Table 11 below summarizes the average weekday ridership (boardings + alightings) at Redwood Junction Station and Route 217 versus the entire route. On an average weekday, 876 passengers board or alight at Redwood Junction Station, which is 3.5% of average weekday ridership for the entire route (25,032). For reference, West Valley Central Station (in the Fairbourne station area) and Central Pointe station, the next stations immediately to the north and south, each provide 8.5% and 8% of average weekday ridership. Additionally, the Airport Station provides 8% of average weekday ridership.

For Route 217, 735 passengers board or alight within the Redwood Junction Station Area on an average weekday, which is 9.5% of average weekday boardings and alightings for the route as a whole. Such a high percentage of overall route ridership highlights the importance of Redwood Road as a key north-south thoroughfare.

Table 11: Average Weekday Ridership on Routes within Redwood Junction Station Area (Boardings + Alightings)

Route	Average Weekday Ridership (Boardings + Alightings)		Percentage of Ridership Within Study Area Vs. Total Ridership
	Station Area Stops	Entire Route	
Redwood Junction	876	25,032	3.5%
Route 217	735	7,743	9.5%

Source: Utah Transit Authority

The COVID-19 Pandemic resulted in considerable losses in ridership for many agencies, with UTA not being spared from these effects. Fortunately, Redwood Junction Station ridership has rebounded considerably, as shown in **Table 12** below. Compared to the same month in 2019, average daily ridership per month at Redwood Junction Station has trended significantly upwards, eclipsing 100% of 2019 ridership levels in December 2023 and consistently increasing.

Table 12: Redwood Junction Station Total Monthly Weekday Ridership, 2019 vs. 2023-24

Months	2019 Total Monthly Ridership	2023-24 Total Monthly Ridership	2023-24/2019 (%)
July	15,724	12,523	80%
August	20,789	17,419	84%
September	19,775	17,597	89%
October	22,597	17,690	78%
November	16,779	16,341	97%
December	16,403	16,765	102%
January	18,476	17,555	95%
February	15,439	18,110	117%
March	17,550	20,633	118%
April	19,564	22,726	116%
May	18,439	22,875	124%
June	17,149	18,881	110%

Source: Utah Transit Authority

5.5. Quality of Life

The study team analyzed data from a variety of quality-of-life metrics, each of which strives to evaluate quality of life by Census tract according to separate but related measures. The following quality-of-life metrics are included below:

- Housing and Transportation (H + T) Affordability Index
- Transportation Insecurity from ETC Explorer
- Justice40 Disadvantaged Areas
- Various Health Equity measures from the United States Centers for Disease Control and Prevention (CDC)
- Digital Divide Index (DDI)

As the station and its surrounding half-mile radius fall within a singular census tract, no maps are provided for this section due to the lack of information to be displayed. Additionally, Census Tract 49035113305 was split and renamed Census Tract 49035113311 and 49035113312 in the 2020 Decennial Census. For consistency, it is referred to as 49035113305 throughout this section.

Housing and Transportation (H+T) Affordability

The Housing and Transportation (H + T) Affordability Index provides a metric that measures how much each household spends on average for their housing and transportation needs, indicated as a percentage of total income. Traditional measures of affordability point to housing costs consuming no more than 30% of a household's income. However, transportation costs are typically a household's second-largest expenditure—which vary largely based on the location of the home and the transportation networks that support it. Based on research in communities ranging from large cities to small, the Center for Neighborhood Technology (CNT) has found that 15% of the Area Median Income (AMI) is an attainable goal for transportation affordability. Combining this 15% level with the 30% housing affordability standard, CNT recommends that affordability is defined by a benchmark of 45% combined housing and transportation costs as a proportion of income.

Based on the H+T Affordability Index, households within the census tract that contains the Redwood Junction Station and surrounding half-mile radius (Census Tract 49035113305) spends an average of about 36% of their income on housing (18%) and transportation (18%)²⁶. This is approximately 7% less than the average household in West Valley City overall, as housing (21%) and transportation (22%) make up 43% of household expenses across the city⁹.

Transportation Insecurity

The Equitable Transportation Community (ETC) Explorer is a tool that was developed by the United States Department of Transportation to track inequity associated with transportation. Based on the ETC Explorer, a census tract is considered to face transportation insecurity if

²⁶ <https://htaindex.cnt.org/map/#>

one or more of the of the transportation security indicators fall above the 65th percentile, such as traffic fatalities and the costs of car ownership.

West Valley City overall is not considered to be facing transportation insecurity, as the ETC Explorer indicates that it is in the 26th percentile for transportation access, 56th percentile for transportation cost burden, and 54th percentile for traffic safety¹⁰. Although West Valley City overall is not considered to be facing transportation insecurity, the census tract (49035113305) that contains the Redwood Junction Station and the surrounding half-mile radius is considered to be disadvantaged. The census tract is in the 42nd percentile for transportation access, 83rd percentile for transportation cost burden, and 89th percentile for traffic safety¹⁵.

Justice40 Disadvantaged Areas and Environmental Indicators

The Climate and Economic Justice Screening Tool (CEJST) was developed by the United States Council of Environmental Quality to identify disadvantaged communities that can benefit from the Justice40 Initiative, where 40% of investments associated with climate are meant to benefit disadvantaged communities. Each tract's disadvantaged status is based on the tract meeting at least one burden and one associated socioeconomic threshold²⁷.

Based on the Climate and Economic Justice Screening Tool (CEJST), the census tract (49035113305) that contains Redwood Junction Station and the surrounding half-mile radius is considered to be a Justice40 disadvantaged area.

The next subsections will discuss each the environmental and socioeconomic indicators that reflect the unequitable distribution of environmental concerns within the community that surrounds the River Trail Station.

Census Tract 49035113305

Census Tract 49035113305 (located in West Valley City) is considered to be disadvantaged based on indicators related to climate change, health, legacy pollution, transportation, water and wastewater, and workforce development.

- Climate Change: This census tract falls in the 98th percentile for fatalities and injuries associated with natural hazards.
- Health: This census tract falls in the 93rd percentile for people diagnosed with asthma.
- Legacy Pollution: This census tract falls in the 95th percentile for its proximity to Superfund sites. Although not considered to be significant to the CEJST, it is important to note that the census tract falls in the 88th percentile for proximity to hazardous waste facilities.
- Transportation: This census tract falls in the 93rd percentile for diesel particulate matter exposure. Although not considered to be significant to the CEJST, it is important to note that the census tract falls in the 83rd percentile for traffic proximity and volume. These two transportation indicators may contribute to the high rates of asthma diagnoses within the community.

²⁷ <https://screeningtool.geoplatform.gov/en/#11.78/40.70182/-111.94987>

- Water and Wastewater: This census tract falls in the 92nd percentile for wastewater discharge, which means that there is a higher concentration of pollutants in the water that can negatively impact human and ecological health.
- Workforce Development: This census tract falls in the 92nd percentile for linguistic isolation. This means that this census tract has a large number of households where no one speaks English “very well.”

In conjunction with these environmental indicators, there are two socioeconomic factors that influence this tract’s disadvantaged status. The first socioeconomic indicator is the fact that the tract falls in the 84th percentile for low-income households, where household income is less than or equal to twice the federal poverty level. Additionally, 25% of people over the age of 25 who do not have a high school diploma.

Health Equity

There are a diverse set of indicators that attempt to capture health equity across the United States. The United States Centers for Disease Control and Prevention (CDC) has developed a few web tools that track some of the more general indicators across the nation. For the purpose of this study, the indicators that were analyzed were: access to insurance, heart disease, and overall life expectancy. Overall, these factors indicate that the station study area faces higher rates of health inequity than the rest of Salt Lake County.

Access to Insurance

Approximately 9.8% of people in Salt Lake County and 17.5% of people in West Valley City do not have health insurance²⁸. It is important to note that those in this geographic area who identify as Hispanic or Latino (of any race) are more likely to be uninsured, as 25.2% of Salt Lake County and 32.9% of West Valley City Hispanic/Latino people are uninsured¹³. This is specifically significant to note for the study area, as 39.4% people in West Valley City identify as Hispanic or Latino.

Based on the CDC's Environmental Justice Screening Tool, the census tract (49035113305) that contains the Redwood Junction Station and the surrounding half-mile radius has a high rate of uninsured people. Approximately 22% of census tract 49035113305 is uninsured²⁹. It is crucial to note that there is greater disparity in access to healthcare in these census tracts when comparison to the greater West Valley City and Salt Lake County area.

Heart Disease

According to the CDC, coronary heart disease is the leading cause of death in the United States³⁰. Salt Lake County has a 4.3% prevalence rate of heart disease²⁵. The prevalence of heart disease in census tract 49035113305 is 4.5%³¹. This census tract is at a slightly higher risk of heart disease than the rest of Salt Lake County.

Life Expectancy

The CDC's National Center for Health Statistics states that the average life expectancy for people in the United States is 78.3³². Both the State of Utah and Salt Lake County have a slightly higher average life expectancy than the national average, with both geographies having an average life expectancy of 78.9¹⁵.

The census tract (49035113305) that contains the Redwood Junction Station and the surrounding half-mile radius has a lower life expectancy than the rest of the United States, Utah, and Salt Lake County. People living in census tract 49035113305 have an average life expectancy of 75.5¹⁵.

²⁸

https://data.census.gov/table/ACSST1Y2022.S2701?q=health%20insurance&g=050XX00US49035_160XX00US4983470

²⁹ <https://ejscreen.epa.gov/mapper/>

³⁰ <https://www.cdc.gov/nchs/fastats/leading-causes-of-death.htm>

³¹ <https://experience.arcgis.com/experience/22c7182a162d45788dd52a2362f8ed65>

³² <https://www.cdc.gov/nchs/data-visualization/life-expectancy/>

Digital Divide

The Digital Divide Index (DDI) was developed by Purdue University to depict the accessibility issues related to technology based on technological infrastructure and socioeconomic factors that impact ability to use technology effectively. The infrastructure score is used to inform physical access to technology, while the socioeconomic score is primarily used to understand characteristics that may limit the adoption, skills, and motivation to use technology³³. The DDI scored on a scale of 0-100, where 100 indicates the highest digital divide.

Based on the DDI, the census tract (49035113305) that contains the Redwood Junction Station and the surrounding half-mile radius is considered to have a moderate digital divide. This census tract has a DDI score of 16.81. This score is over double that of Salt Lake County overall, which has a DDI score of 6.61³³.

³³ <https://storymaps.arcgis.com/stories/8ad45c48ba5c43d8ad36240ff0ea0dc7>

6. DECKER LAKE STATION

6.1. Zoning, Land Use, and Entitlements

Zoning is one of multiple policy instruments by which West Valley City achieve its development goals. It allows West Valley City to direct where certain land use types may be located and certain design requirements (e.g., lot coverages and setbacks) that must be respected. Zoning in a transit-supportive manner, both in terms of land uses and site design characteristics, can improve the likelihood that resulting development surrounding station areas is itself transit-supportive and aligns with the City's goals and aspirations.

The following provides more detailed information about the zone districts that are found within the Decker Lake Station Area. Tables depict the allowable uses and dimensional standards of these districts to convey the types of development that are currently supported near the station areas and how the building layouts and forms are regulated. Additionally, a discussion of how these standards relate to development standards that are found to be transit supportive is provided. These sections are followed by a discussion of the current land uses observed in the station area and a list of existing entitlements.

Zoning

Zoning Districts in the Station Area

The Decker Lake Station area is the most diverse in terms of zone districts, both residential and commercial (see **Table 13**), including eight separate residential districts, three commercial districts, and a manufacturing zone.

Notably, Decker Lake Station has the most area zoned multi-family, inclusive of multiple existing and under construction apartment and townhome communities. Various duplex and single-family districts are also in the Station Area, which allow relatively low-density development. Additionally, there is a Mobile Home district, which encompasses the American Heritage Retirement Park.

Commercial districts include General Commercial, Neighborhood Commercial, and Transitional Commercial. General Commercial predominates, with a large swath located along Decker Lake Drive. This area includes the Maverik Center and many restaurants, hotels, and other businesses.

Table 13: Zoning Districts and Selected Allowed Uses, Decker Lake Station

Zoning District	Select Allowed Uses*
Agriculture (A)	• Agriculture • Commercial raising, rental, stabling, training and grazing of animals • Community Use • Single Unit Dwelling • Temporary Nonresidential Buildings
Duplex (R-2-6.5)	• Community Use • Single Unit Dwelling • Two Unit Dwelling
Duplex (R-2-8)	• Community Use • Planned Unit Development • Single Unit Dwelling

	• Twin Home • Two Unit Dwelling
General Commercial (C-2)	• Brew Restaurant, Brew Restaurant and Liquor Retailer, Small Brewery • Community Use • Financial Institution • Fitness Center • Garden Center* or Garden Center* with an Indoor Event Center* as an Accessory Use • Neighborhood Grocery • Office, Medical and Dental • Retail Department or Specialty Store
Manufacturing (M)	• Automobile Sales, New • Industrial, Light • Neighborhood Service Establishment • Office, Professional • Warehouse
Mobile Home (RMH)	• Community Use • Mobile Home (in a Mobile Home Park or in a Mobile Home Subdivision only)
Multi-family (RM)	• Day Care/Preschool Center • Office, Medical and Dental • Office, Professional • Single Unit Dwelling • Twin Home
Neighborhood Commercial (C-1)	• Automobile Parts Store • Veterinary Hospital
Single Family Residential (R-1-4)	• Single Unit Dwelling
Single Family Residential (R-1-6)	• Single Unit Dwelling
Single Family Residential (R-1-8)	• Single Unit Dwelling
Transitional Commercial (C-3)	• Community Use • Movie Theater • Neighborhood Grocery • Outside Display of Merchandise

* A select set of allowed uses are reported to illustrate the type and range of land uses allowed in each zoning district. Full lists of allowed uses per zoning district are available in the West Valley City Municipal Code, Chapter 7-6.

Source: West Valley City

Table 14 summarizes the following lot dimensional requirements identified in West Valley City's Municipal Code for the zoning districts in the Decker Lake Station Area: minimum lot size, minimum/maximum structure height, and front/side/rear setbacks. Minimum parking requirements are also identified.

For residential districts, minimum lot sizes vary between 6,000 square feet (Single Family Residential) and 21,780 square feet (Agriculture).

A minimum of one story and a maximum of 2.5 stories in height are allowed, typical of a single-story or two-story house or duplex. Likewise, parking requirements are two spaces per unit for residential uses, which would support a typical two-person household (married or unmarried) or a family household with two vehicles.

Notably, the multi-family development in the area has the highest transit-supportive density, given that a maximum of six stories are allowed.

Uses that would typically generate pedestrian activity and would support transit use are found in the General Commercial, Multi-family and Transitional Commercial Zone Districts. These zones require a large front yard setback of 20 to 30 feet (though exceptions are made when developments are adjacent to residential or agricultural zones or uses). Transit supportive development generally aims to encourage buildings to orient close to the street and sidewalk to provide a visually interesting “street wall” and promote a sense of enclosure for those using the sidewalk. Additionally, this dimensional requirement is found to encourage parking in the front yard, which is generally associated with more autocentric, strip-style development. These types of developments can be counterproductive to transit supportive communities.

Table 14: Lot Dimensional Requirements and Parking Requirements, Decker Lake Station

Zoning District	Min Lot Size (Sq Ft)	Min/Max Height (Stories/Feet)	Min Parking Required*	Setbacks (Front, Side, Rear; Feet)
Agriculture (A)	21,780 Sq Ft	Min: 1 Story Max: 2.5 Stories/30'	Single Unit Dwelling: 2.75 spaces per unit and a 18' wide and long driveway	30', 10', 30'
Duplex (R-2-6.5)	6,500 Sq Ft	Min: 1 Story Max: 2.5 Stories/35'	Twin Home: 2.75 spaces per unit and a 18' wide and long driveway	25', 8', 20'
Duplex (R-2-8)	8,000 Sq Ft	Min: 1 Story Max: 2.5 Stories/35'	Twin Home: 2.75 spaces per unit and a 18' wide and long driveway	25', 8', 20'
General Commercial (C-2)	20,000 Sq Ft	Min: N/A Max: 75' 20' max when adjacent to Residential Zone, Agricultural Zone, or Residential Use	- Financial Institutions: 1 space per 300 square feet of gross floor area - Restaurants 12 spaces per 1,000 square feet of gross floor area	20', 0', 0' 10' adjacent to Residential Zone, Agricultural Zone, or Residential Use
Manufacturing (M)	N/A	Min: N/A Max: 20' 20' max when adjacent to Residential Zone, Agricultural Zone, or Residential Use	- Manufacturing: 1 space per 800 square feet of gross floor area devoted to manufacturing plus required parking for business vehicles 1 space per 2,000 square feet of gross floor area	20', 0', 0' 10' adjacent to Residential Zone, Agricultural Zone, or Residential Use
Mobile Home (RMH)	217,800 Sq Ft for Mobile Home Parks, no min. lot size for units themselves.	N/A	Mobile Home: 2 spaces per unit	N/A
Multi-family (RM)	20,000 Sq Ft	Min: 1 Story Max: 6 Stories/75'	Multiple Unit Dwelling: 2 spaces per unit	25', 10', 20'
Neighborhood Commercial (C-1)	20,000 Sq Ft	Min: N/A Max: 35'	Grocery Store, Neighborhood Grocery, and Convenience Store: 1 space per 250 square feet of gross floor area	20', 0', 0' 10' adjacent to Residential Zone, Agricultural Zone, or Residential Use

Single Family Residential (R-1-6)	6,000 Sq Ft	Min: 1 Story Max: 2.5 Stories/30'	Single Unit Dwelling: 2.75 spaces per unit and a 18' wide and long driveway	25' 6', 20'
Single Family Residential (R-1-7)	7,000 Sq Ft	Min: 1 Story Max: 2.5 Stories/30'	Single Unit Dwelling: 2.75 spaces per unit and a 18' wide and long driveway	25' 8', 20'
Single Family Residential (R-1-8)	8,000 Sq Ft	Min: 1 Story Max: 2.5 Stories/30'	Single Unit Dwelling: 2.75 spaces per unit and a 18' wide and long driveway	25' 8', 20'
Transitional Commercial (C-3)	43,560 Sq Ft	N/A	Grocery Store, Neighborhood Grocery, and Convenience Store: 1 space per 250 square feet of gross floor area	20', 0', 0' 10' adjacent to Residential Zone, Agricultural Zone, or Residential Use

* Parking requirements are set according to use and thus vary considerably in terms of the measurement unit used to determine requirements (e.g., by unit, per bed, etc.). A select set of parking requirements are displayed here, while the full list of parking requirements is available in West Valley City Municipal Code, Chapter 7-9.

Source: West Valley City

Overlay Zones in the Station Area

The Decker Lake Station Overlay Zone is located in the western and southwestern portion of the Decker Lake Station Area. It encompasses and modifies portions of the station area Zoned C-2 (General Commercial) and M (Manufacturing). Notably, the Overlay Zone requires various development standards intended to improve the pedestrian experience. Emphasis on full activation of all sides of buildings is required, as are street side windows and pedestrian leisure spaces at retail and restaurant buildings. The following pedestrian accommodations are also required: 1) stamped concrete at driveway intersections and other key pedestrian areas 2) the park strip along Decker Lake Drive must be six feet wide and 3) the sidewalk along Decker Lake Drive must be eight feet wide. This overlay is a good example of design requirements that can be incorporated to promote a transit-supportive environment.

Current Land Use

Land use varies considerably in the Decker Lake Station Area, as displayed in parcel-level data shown in **Figure 22**.³⁴ Significant portions of the station area are comprised of residential uses, including single-family and duplex developments in the western portion of the station area and in the southeast corner. There are also significant multi-family uses directly adjacent to and near Decker Lake Station itself. These multi-family uses include the Apartments at Decker Lake, Decker Lake Station Apartments (under construction), EGate Apartments, and H2O Townhomes (partially constructed, partially occupied).

A significant cluster of commercial development is located to the south, which includes the Maverik Center and many hotels, restaurants, and other business. While certain portions of

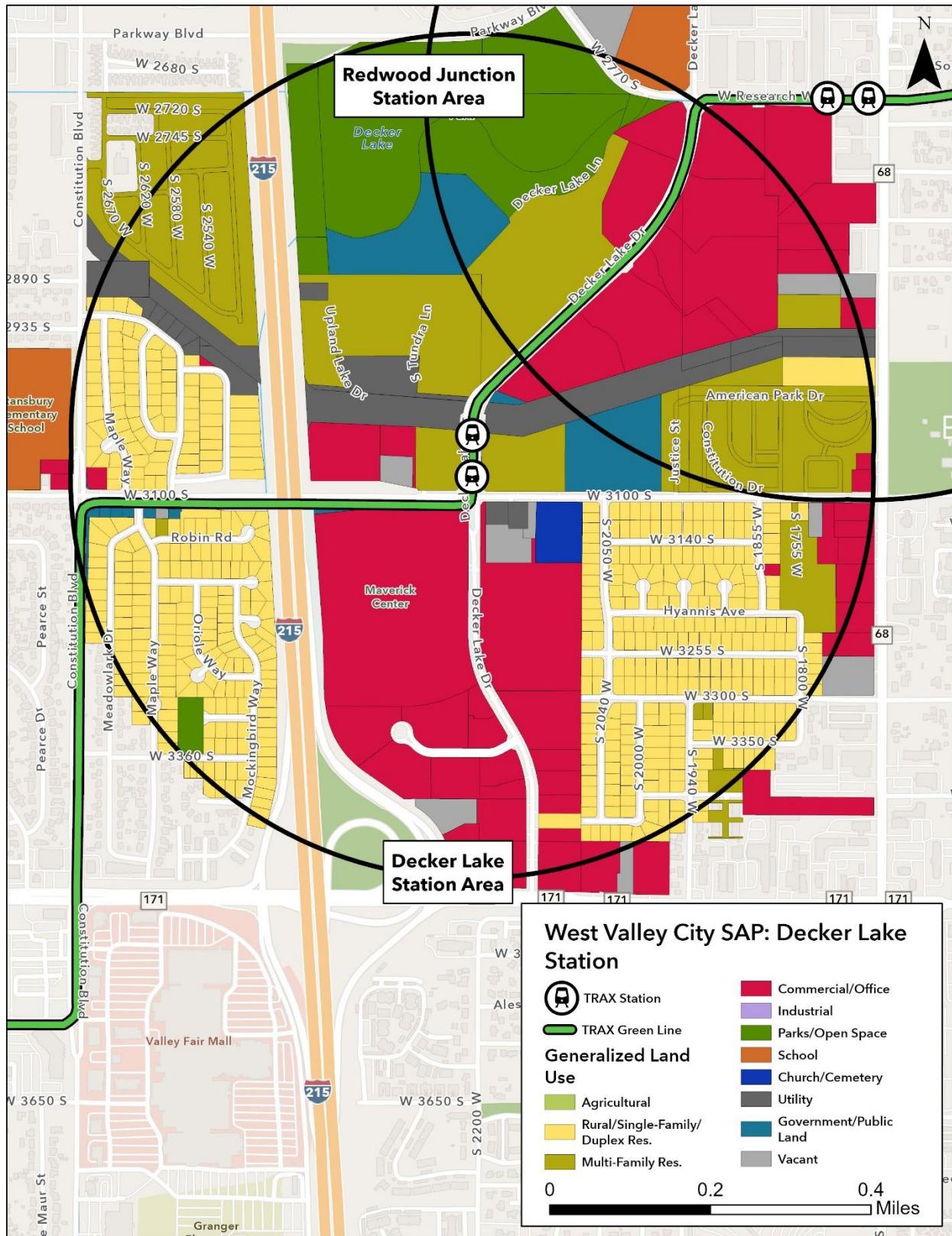
³⁴ Land use has been generalized, meaning the numerous land use designations have been generalized into high-level categories.

West Valley City Station Area Plan

River Trail, Redwood Junction, Decker Lake

the Station Area are indicated in the data as vacant, especially north of the Maverik Center and along the south face of Decker Lake Drive, these areas are currently occupied by various commercial uses, including hotels and professional offices. Notably, Decker Lake Park is also located in the northern portion of the Station Area.

Figure 22: Current Land Use (Generalized), Decker Lake Station Area



Source: West Valley City; Utah Transit Authority; Utah Geospatial Resource Center

Entitlements

H2O Townhomes³⁵ and Decker Station Apartments³⁶ are the two residential developments currently entitled in the Decker Lake Station Area.

The H2O Townhomes are currently under construction, with some units already completed and occupied by residents. The Townhomes are typically feature bottom floor garages with the living space above, consisting of series of attached units. 286 units in total are expected upon full construction.

The Decker Station Apartments are also currently under construction though are not yet occupied. The Apartments are a multistory apartment complex. Upon completion, 219 units are planned.

6.2. Traffic, Roadway Design, and Safety

The following section provides an overview of traffic, roadway design (speed limits and intersection stop control), and safety characteristics of roadways within the River Trail Station Area. Each of these roadway characteristics are inextricably linked to the performance and safety of roadways, affecting the travel experience of motorists, active transportation users, and transit riders alike.

Traffic Volumes

Traffic volume information for West Valley City is available from two primary sources: UDOT traffic counts on state-aid roadways, federal-aid roadways, and interstates, as well as local traffic counts commissioned by West Valley City. Each of these sources serve different purposes while painting an overall picture of traffic characteristics in West Valley City. Collected on a continuous basis, UDOT traffic counts provide regular traffic information on more-travelled roadways. By contrast, local traffic counts are collected on an ad-hoc basis and provide an estimate of traffic on local roadways. Note that while exact numbers are reported for local traffic counts, this discussion focuses more on patterns and relative magnitude within the Station Area.

Figure 23 displays the results of traffic counts in the Decker Lake Station Area. I-215 carries the highest amount of traffic entering the Station Area, with the 3500 S interchange being the most direct access point for vehicles to/from I-215. 3100 S serves as the primary east-west thoroughfare in the Station Area, while Decker Lake Dr. serves as the primary north-south thoroughfare for local traffic in the Station Area itself. Note that while Redwood Road and Constitution Blvd. are located on the periphery of the Station Area, they are likely to carry significant north-south traffic related to the Station Area given their intersection with 3100 S.

³⁵ 2882 S Big Wave Drive, West Valley City, UT 84119

³⁶ 3058 Decker Lake Drive, West Valley City, UT, 84119

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River Trail, Redwood Junction, Decker Lake



Businesses in the Redwood Junction and Decker Lake Station Areas are exploring the possibility of a connecting road between Decker Lake Dr. and Redwood Rd., utilizing the existing power corridor between Redwood Road and the Petzl headquarters. Should this move forward, this could affect traffic patterns in the Redwood Junction Station Area considerably, particularly by providing direct access to business along Decker Lake Dr.



Figure 23: Traffic Volumes, Decker Lake Station Area

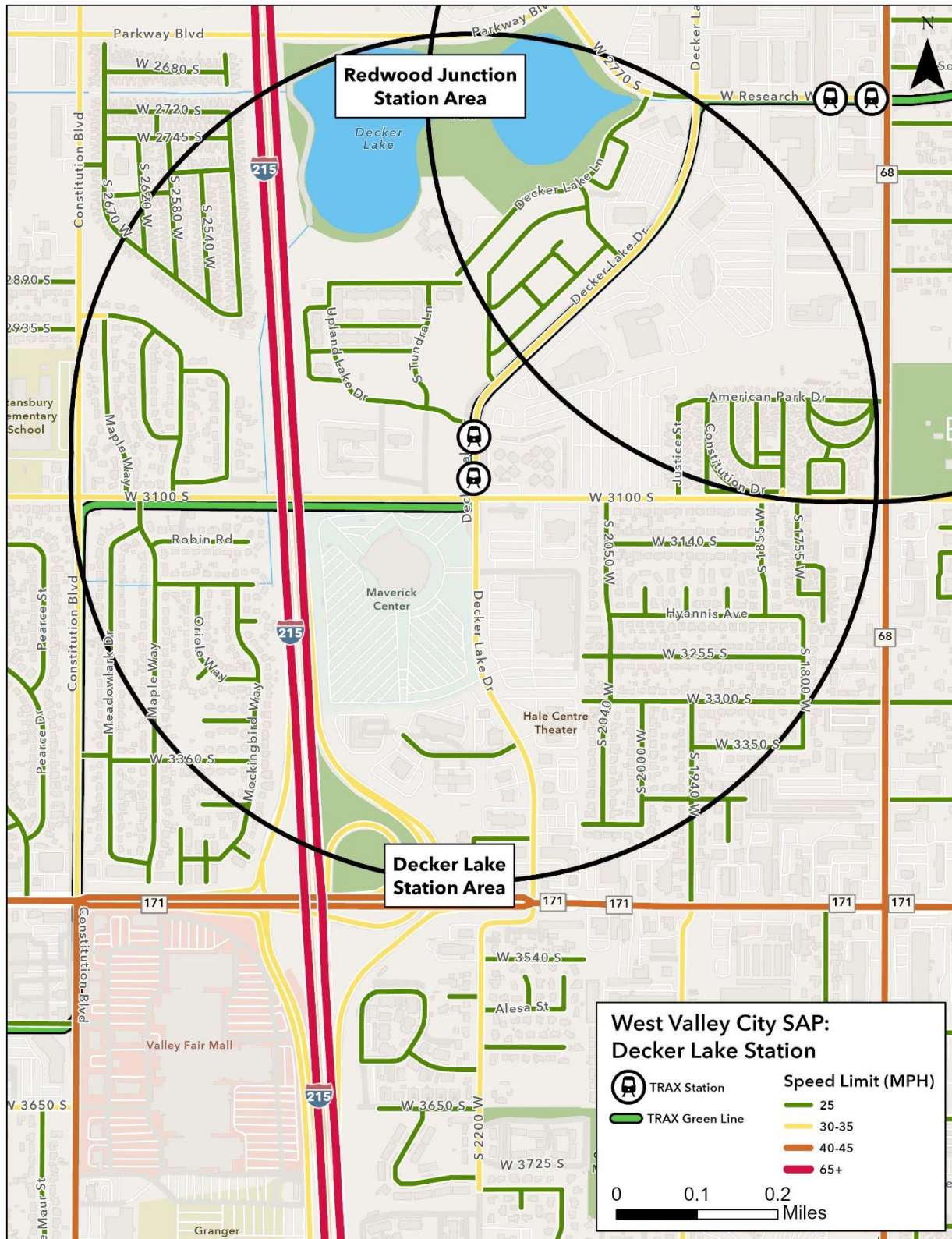


Source: West Valley City; UTA; Utah Geospatial Resource Center; Utah Department of Transportation

Speed Limits

Figure 24 displays speed limits in the Decker Lake Station Area. I-215 has the highest speed limit in the Station Area, 70 MPH, and due to being a grade-separated, limited-access highway, vehicles on I-215 generally do not directly conflict with traffic on surface streets in the Station Area. However, study team members observed that fast traffic still created an unwelcoming environment for pedestrians. Aside from I-215, Decker Lake Dr., 3100 S, and Constitutional Blvd, each have 35 MPH speed limits, likely due to being primary north-south or east-west throughfares for more local traffic. As with other Station Areas, residential streets have 25 MPH speed limits.

Figure 24: Posted Speed Limit, Decker Lake Station



Source: West Valley City; Utah Transit Authority

Intersection Stop Control

The study team evaluated the presence of stop control near each station platform and on primary thoroughfares through a combination of site visits and Google StreetView review, with particularly attention paid to the presence of traffic signals, stop signs, yield signs, and other pedestrian-focused signals (e.g., rectangular rapid-flashing beacons [RRFBs]). This review is not intended to be comprehensive nor supplant the need for analysis by civil designers.

For the Decker Lake Station Area, the review focused on Decker Lake Dr (along which the station platform is located), 3100 S, and Upland Lake Dr.

No critical gaps were at the station platform itself (located along Decker Lake Dr), as the intersections at the far ends are both signalized. However, there are opportunities for improved stop control along Decker Lake Dr south of the 3100 S intersection. Multiple crosswalks across Decker Lake Dr have pedestrian signage but no actuated signal such as an RRFB. Particularly when events are held at the Maverik Center and increased car and foot traffic occurs both near the Center itself and among surrounding restaurants and hotels, there are increased risks of conflicts between different road users.

As in other station areas, intersections along 3100 S generally are signalized or signed, while driveways to surrounding lots are generally unsigned.

Upland Lake Dr bears particular attention due to it connecting the Egate Apartments to Decker Lake Dr. Intersections along Upland Lake Dr generally are not signalized or signed, until the intersection to the north of the Decker Lake Station. Driveways are also generally not signed.

Safety (Crash Locations by Severity)

The study team obtained crash data from the Utah Department of Public Safety (DPS), which maintains the statewide crash data clearinghouse. Crash data was obtained for 2019 through 2024 year-to-date.³⁷ Utah DPS provided a complete record of crashes occurring in West Valley City as well as person-level information for those involved in each crash. Person-level data was used to classify each crash as “No Non-Motorist Involved” or “Non-Motorist Involved”, with “Non-Motorist Involved” including any crash where a pedestrian, bicyclist, or other non-motorist was involved. Additionally, crashes occurring on interstates and major roadways that are grade-separated or otherwise buffered significantly from the greater Station Area are excluded to focus on local traffic and trips.

Table 15 summarizes crashes within the Decker Lake Station Area by type and severity. Two hundred ninety-nine (299) total crashes occurred from 2019 through 2024 year-to-date in the Decker Lake Station Area, including no fatal crashes and relatively few non-motorist involved crashes (five total). A large majority of crashes involved no injuries, with percentages of crashes that did involve injuries sitting between corresponding measures in the River Trail

³⁷ The most recent crash provided by the Utah Department of Public Safety occurred on 6/10/2024.

Station Area and Redwood Junction Station Area. Compared to the other station areas, Decker Lake sits in the middle in terms of traffic volumes and speed.

Table 15: Crashes by Severity and Type, Decker Lake Station Area (2019 - 2024 YTD)

Crash Severity	No Non-Motorist Involved		Non-Motorist Involved		All Crashes	
	#	%	#	%	#	%
No Injury	216	73%	0	0%	216	72%
Suspected Injury	54	18%	2	40%	56	19%
Minor Injury	21	7%	2	40%	23	8%
Serious Injury	3	1%	1	20%	4	1%
Fatal	0	0%	0	0%	0	0%
Total	294	100%	5	100%	299	100%

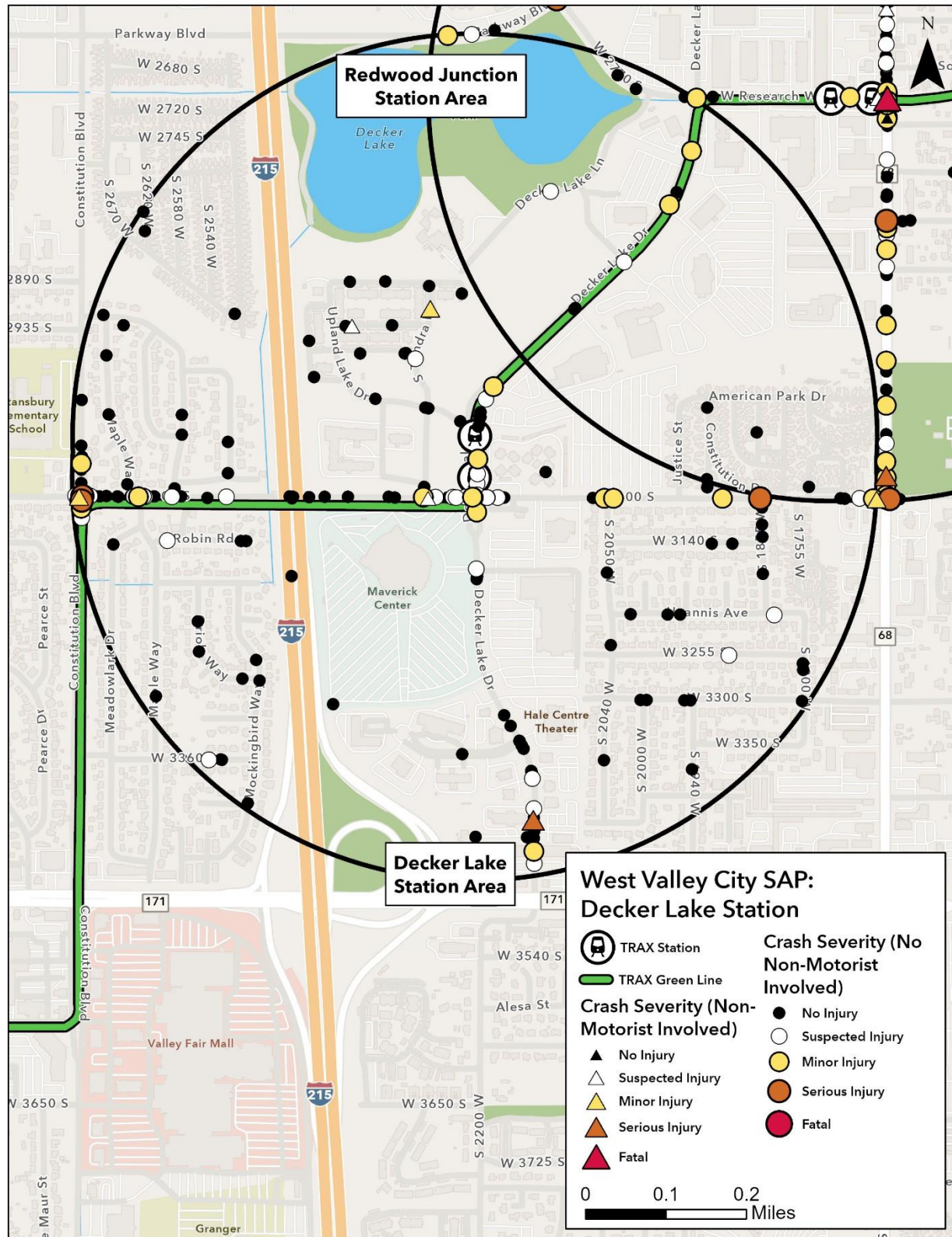
Source: Utah Department of Public Safety

Figure 25 displays crash locations by severity and type in the Decker Lake Station Area. Most crashes are concentrated around the intersection of 3100 South with Decker Lake Dr. and with Constitution Blvd.

Surrounding the Decker Lake Dr. intersection, there are driveways and other intersections which create elevated conflicts, including Upland Lake Dr. and Deep Blue Dr., which serve the EGate Apartments and H2O Townhomes developments, respectively. Crashes are near driveways to the Decker Lake Park and Ride, the Immigration and Customs Enforcement facility, and Petzl America, all of which are located along Decker Lake Dr. 3100 South also has multiple driveways near this intersection, including to surrounding hotels, apartments, and churches.

3100 South and Constitution Blvd. also has a major concentration of crashes. This area is likely to have high traffic due to its proximity to Stansbury Elementary School. Additionally, access control to the Holiday Gas Station, 7-Eleven, and emissions and inspections station is noticeably lax, with many wide driveways and comparatively small curbs all within close proximity to the intersection.

Figure 25: Crash Locations by Severity and Type, Decker Lake Station Area



Source: UTA; Utah Geospatial Resource Center; Utah Department of Public Safety

6.3. Active Transportation

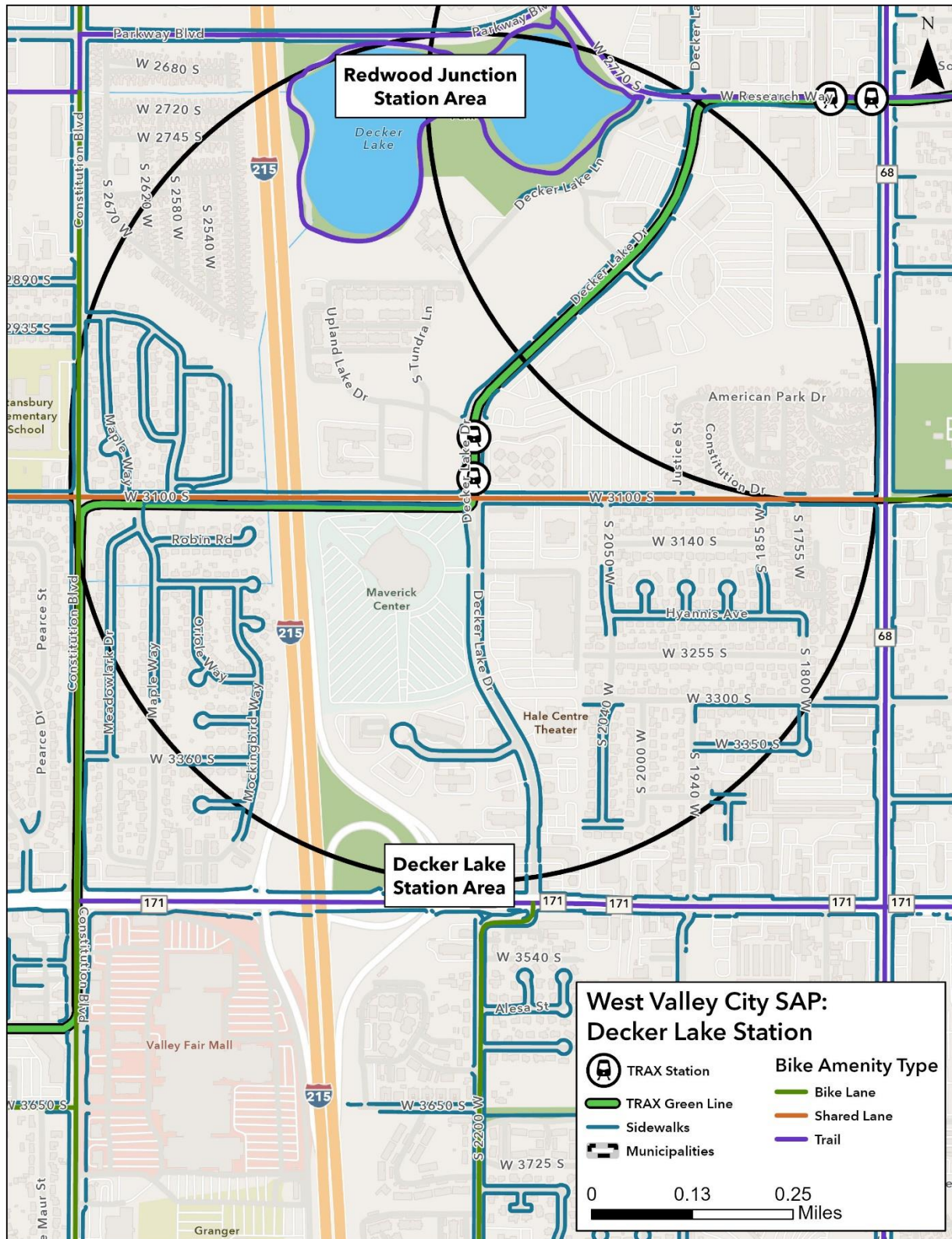
Sidewalks, Bike Amenities, Trails

The Decker Lake Station Area is generally well-connected via sidewalks both along major throughfares and residential streets. 3100 South and Decker Lake Drive both have continuous sidewalk coverage on both sides of the street, with some gaps on one side of 3100 South, east of Decker Lake Station. Residential streets often have significant sidewalk coverage, especially west of I-215. Although, residential sidewalk connectivity varies in the residential area in the southeastern part of the Station Area.

One notable gap in sidewalk connectivity exists along Upland Lake Dr, which connects the Egate Apartments to Decker Lake Dr. Study team members observed a paved but narrow and overgrown path between Tundra Lane and Decker Lake Dr, with there otherwise being no sidewalks connecting the Egate Apartments.

Bike amenities are generally non-existent in the Station Area. The shared lane on 3100 S continues west across I-215, although 3100 South is a four-lane roadway with a center left turn lane and thus is relatively inhospitable to most bicyclists. Decker Lake Park includes trails that bicyclists may use for recreational purposes, although no connectivity is provided to the greater Station Area. Decker Lake Drive, the primarily north-south corridor in the Station Area, does not have dedicated or shared bike amenities. Additionally, there is a short trail spur that connects the EGate Apartments development to Decker Lake Park and the Decker Lake Trail.

Figure 26: Sidewalks, Bike Amenities, and Trails, Decker Lake Station Area



Source: West Valley City; UTA; Utah Geospatial Resource Center

Crosswalk Availability

The study team evaluated the availability of crosswalks through both its tours of the station areas and through Google Maps and Google Street View. At Decker Lake Station itself, crosswalks are provided on all approaches along and across the tracks.

Crosswalk availability varies along Decker Lake Drive. Crosswalks are present on all approaches at the intersection to the Petzl building and H2O Townhomes. There is also a mid-block crossing just north of this intersection across the tracks. South of 3100 South, intersections frequently have at least one crosswalk across Decker Lake Drive. In this same area, crosswalks along Decker Lake Drive are often absent, although some driveways include pavers that may serve the same purpose.

3100 South, east of Decker Lake Drive, does not have any crosswalks until Redwood Road. This segment of 3100 South includes numerous residential intersections and sidewalks along most of the road, which may create jaywalking risks. East of Decker Lake Drive, 3100 South crosses I-215, thus there is little reason to install crosswalks until the residential development further west. Signals and high-visibility crosswalks are provided at the intersections of Decker Lake Drive with both Maple Way and Constitutional Boulevard, primarily due to proximity to Stansbury Elementary School.

Wayfinding

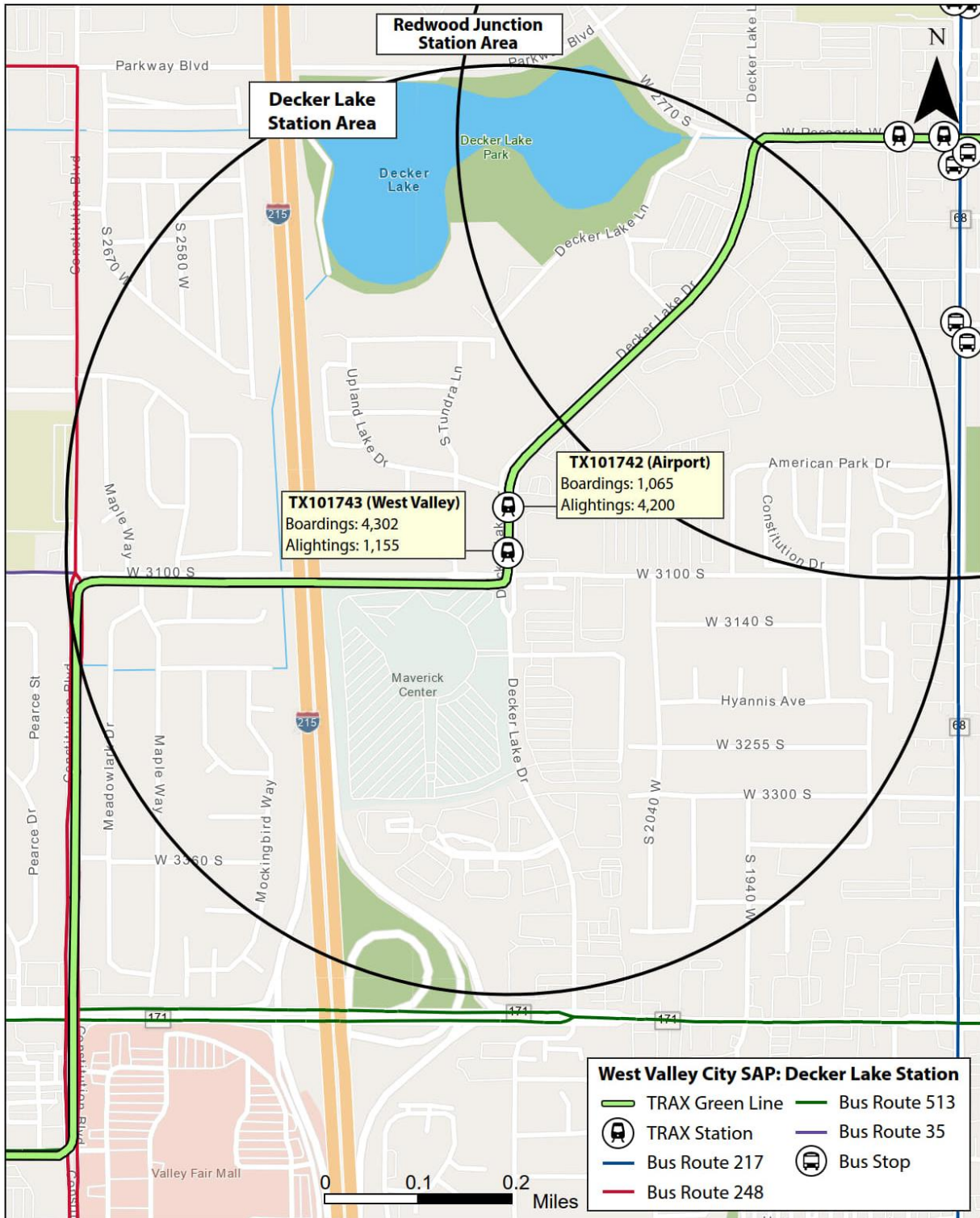
Study members evaluated the availability of wayfinding through a combination of tours of the station areas and review of Google Street View imagery. Overall, wayfinding in the Decker Lake Station Area was found to be limited, both for transit and to Decker Lake Park. No wayfinding was noted for Decker Lake Park. Additionally, a wayfinding sign for River Trail Station Junction Station was observed along 3100S near the Maverik Center, however no similar sign was noted along 3100S east of the Decker Lake Dr. intersection. Signage was also observed for the Maverik Center along Decker Lake Dr., both north and south of the intersection with 3100S.

6.4. Public Transit

Existing Routes

The only public transit route within the Decker Lake Station Area is the TRAX Green Line. The TRAX Green Line runs between West Valley Central Station and the Salt Lake City International Airport (SLC Airport). **Figure 27** below displays the location of the TRAX Green Line and its stops, as well as average monthly boardings and alightings for the July 2023 - June 2024 period. There are no bus stops within the half-mile Decker Lake Station Area.

Figure 27: UTA TRAX and Bus Routes and July 2023 - June 2024
Average Monthly Boardings and Alightings, Decker Lake Station Area



Source: UTA Ridership Data July 2023-June 2024

Ridership

Table 16 below summarizes the average weekday ridership (boardings + alightings) at Decker Lake Station versus the entire route. On an average weekday, 515 passengers board or alight at Decker Lake Station, which is 2.1% of average weekday ridership for the entire route (25,032). For reference, West Valley Central Station (in the Fairbourne station area) and Central Pointe station, the next stations immediately to the north and south, each provide 8.5% and 8% of average weekday ridership. Additionally, the Airport Station provides 8% of average weekday ridership.

Table 16: Average Weekday Ridership on Routes within Decker Lake Station Area (Boardings + Alightings)

Route	Average Weekday Ridership (Boardings + Alightings)		Percentage of Ridership Within Study Area Vs. Total Ridership
	Station Area Stops	Entire Route	
Decker Lake	515	25,032	2.1%

Source: Utah Transit Authority

The COVID-19 Pandemic resulted in considerable losses in ridership for many agencies, with UTA not being spared from these effects. Fortunately, Decker Lake Station ridership has rebounded considerably, as shown in **Table 17** below. Compared to the same month in 2019, average daily ridership per month at Decker Lake Station has trended significantly upwards, eclipsing 100% of 2019 ridership levels in May 2024 but has not yet consistently eclipsed 100% of 2019 ridership levels.

Table 17: Decker Lake Total Monthly Weekday Ridership, 2019 vs. 2023-24

Months	2019 Total Monthly Ridership	2023-24 Total Monthly Ridership	2023-24/2019 (%)
July	12,583	8,060	64%
August	15,098	10,350	69%
September	16,657	10,686	64%
October	18,184	11,141	61%
November	14,502	11,122	77%
December	14,838	9,419	63%
January	15,284	9,392	61%
February	13,477	9,959	74%
March	14,961	11,764	79%
April	15,573	12,708	82%
May	12,658	13,503	107%
June	12,535	10,567	84%

Source: Utah Transit Authority

6.5. Quality of Life

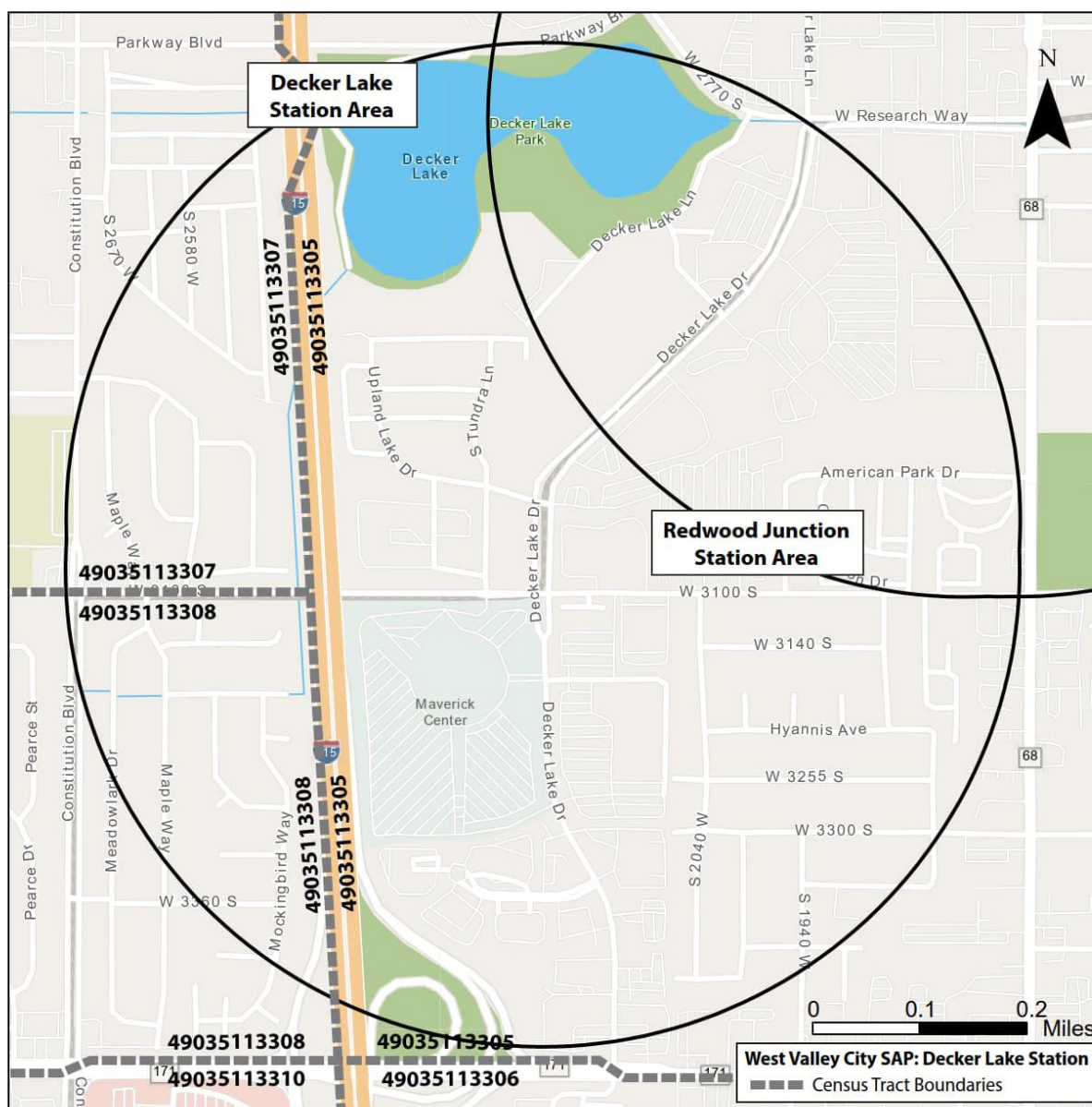
The study team analyzed data from a variety of quality-of-life metrics, each of which strives to evaluate quality of life by Census tract according to separate but related measures. The following quality-of-life metrics are included below:

- Housing and Transportation (H + T) Affordability Index
- Transportation Insecurity from ETC Explorer
- Justice40 Disadvantaged Areas
- Various Health Equity measures from the United States Centers for Disease Control and Prevention (CDC)
- Digital Divide Index (DDI)

Each of these measures is reported at the Census tract level. As the station and its surrounding half-mile radius falls within three Census tracts, a map is provided as a reference for the location of each Census tract (see **Figure 28**).

Note that Census Tract 49035113305 was split and renamed Census Tract 49035113311 and 49035113312 in the 2020 Decennial Census. For consistency, it is referred to as 49035113305 throughout this section.

Figure 28: Census Tract Boundaries Within Decker Lake Station Area



Source: Climate and Economic Justice Screening Tool

Housing and Transportation (H+T) Affordability

The Housing and Transportation (H + T) Affordability Index provides a metric that measures how much each household spends on average for their housing and transportation needs, indicated as a percentage of total income. Traditional measures of affordability point to housing costs consuming no more than 30% of a household's income. However, transportation costs are typically a household's second-largest expenditure—which vary largely based on the location of the home and the transportation networks that support it. Based on research in communities ranging from large cities to small, the Center for Neighborhood Technology (CNT) has found that 15% of the Area Median Income (AMI) is an

attainable goal for transportation affordability. Combining this 15% level with the 30% housing affordability standard, CNT recommends that affordability is defined by a benchmark of 45% combined housing and transportation costs as a proportion of income.

Based on the H+T Affordability Index, households within the census tracts that contain the Decker Lake Station and surrounding half-mile radius (Census Tracts 49035113305, 49035113307, and 49035113308) spends an average of about 37% of their income on housing (18% in each Census Tract) and transportation (18%, 20%, and 19%, respectively)³⁸. This is approximately 6% less than the average household in West Valley City overall, as housing (21%) and transportation (22%) make up 43% of household expenses across the city⁹.

Transportation Insecurity

The ETC Explorer is a tool that was developed by the United States Department of Transportation to track inequity associated with transportation. Based on the ETC Explorer, a census tract is considered to face transportation insecurity if one or more of the of the transportation security indicators fall above the 65th percentile, such as traffic fatalities and the costs of car ownership.

West Valley City overall is not considered to be facing transportation insecurity, as the ETC Explorer indicates that it is in the 26th percentile for transportation access, 56th percentile for transportation cost burden, and 54th percentile for traffic safety¹⁰. Although West Valley City is not considered to be facing transportation insecurity, the Census Tracts that are within a half-mile radius of the Decker Lake Station (Census Tracts 49035113305, 49035113307, and 49035113308) are considered to be disadvantaged. Together, the census tracts are averaged to be in the 19th percentile for transportation access, 79th percentile for transportation cost burden, and 83rd percentile for traffic safety¹⁰.

Justice40 Disadvantaged Areas and Environmental Indicators

The Climate and Economic Justice Screening Tool (CEJST) was developed by the United States Council of Environmental Quality to identify disadvantaged communities that can benefit from the Justice40 Initiative, where 40% of investments associated with climate are meant to benefit disadvantaged communities. Each tract's disadvantaged status is based on the tract meeting at least one burden and one associated socioeconomic threshold³⁹.

Based on the Climate and Economic Justice Screening Tool (CEJST), all the three census tracts (49035113305, 49035113307, and 49035113308) within a half-mile of the Decker Lake Station are considered to be Justice40 disadvantaged areas¹².

The next subsections will discuss each the environmental and socioeconomic indicators that reflect the unequitable distribution of environmental concerns within the community that surrounds the River Trail Station.

³⁸ <https://htaindex.cnt.org/map/#>

³⁹ <https://screeningtool.geoplatform.gov/en/#11.78/40.70182/-111.94987>

Census Tract 49035113305

Census Tract 49035113305 (located in West Valley City) is considered to be disadvantaged based on indicators related to climate change, health, legacy pollution, transportation, water and wastewater, and workforce development.

- Climate Change: This census tract falls in the 98th percentile for fatalities and injuries associated with natural hazards.
- Health: This census tract falls in the 93rd percentile for people diagnosed with asthma.
- Legacy Pollution: This census tract falls in the 95th percentile for its proximity to Superfund sites. Although not considered to be significant to the CEJST, it is important to note that the census tract falls in the 88th percentile for proximity to hazardous waste facilities.
- Transportation: This census tract falls in the 93rd percentile for diesel particulate matter exposure. Although not considered to be significant to the CEJST, it is important to note that the census tract falls in the 83rd percentile for traffic proximity and volume. These two transportation indicators may contribute to the high rates of asthma diagnoses within the community.
- Water and Wastewater: This census tract falls in the 92nd percentile for wastewater discharge, which means that there is a higher concentration of pollutants in the water that can negatively impact human and ecological health.
- Workforce Development: This census tract falls in the 92nd percentile for linguistic isolation. This means that this census tract has a large number of households where no one speaks English “very well.”

In conjunction with these environmental indicators, there are two socioeconomic factors that influence this tract’s disadvantaged status. The first socioeconomic indicator is the fact that the tract falls in the 84th percentile for low-income households, where household income is less than or equal to twice the federal poverty level. Additionally, 25% of people over the age of 25 who do not have a high school diploma.

Census Tract 49035113307

Census Tract 49035113307 is considered to be disadvantaged based on indicators related to climate change, housing, health, and legacy pollution.

- Climate Change: This census tract falls in the 97th percentile for fatalities and injuries associated with natural hazards.
- Health: This census tract falls in the 91st percentile for people who have been diagnosed with asthma.
- Housing: This census tract falls in the 91st percentile for lack of green space.
- Legacy Pollution: This census tract falls in the 91st percentile for its proximity to risk management plan facilities. Although not considered to be significant to the CEJST, it is important to note that the census tract falls in the 89th percentile for proximity to superfund sites and 85th percentile for proximity to hazardous waste facilities.

In conjunction with these environmental indicators, there is one socioeconomic factor that influence this tract’s disadvantaged status. The socioeconomic indicator is the fact that the

tract falls in the 84th percentile for low-income households, where household income is less than or equal to twice the federal poverty level.

Census Tract 49035113308

Census Tract 49035113308 is considered to be disadvantaged based on indicators related to climate change, health, and transportation.

- Climate Change: This census tract falls in the 98th percentile for fatalities and injuries associated with natural hazards.
- Health: This census tract falls in the 91st percentile for people who have been diagnosed with asthma. Although not considered to be significant to the CEJST, it is important to note that the census tract falls in the 87th percentile for low life expectancy.
- Transportation: This census tract falls in the 92nd percentile for traffic proximity and volume. Although not considered to be significant to the CEJST, it is important to note that the census tract falls in the 81st percentile for diesel particulate matter exposure. These two transportation indicators may contribute to the higher rates of asthma diagnoses within the community.

In conjunction with these environmental indicators, there is one socioeconomic factor that influence this tract's disadvantaged status. The socioeconomic indicator is the fact that the tract falls in the 77th percentile for low-income households, where household income is less than or equal to twice the federal poverty level.

Health Equity

There are a diverse set of indicators that attempt to capture health equity across the United States. The United States Centers for Disease Control and Prevention (CDC) has developed a few web tools that track some of the more general indicators across the nation. For the purpose of this study, the indicators that were analyzed were: access to insurance, heart disease, and overall life expectancy. Overall, these factors indicate that the station study area faces higher rates of health inequity than the rest of Salt Lake County.

Access to Insurance

Approximately 9.8% of people in Salt Lake County and 17.5% of people in West Valley City do not have health insurance⁴⁰. It is important to note that those in this geographic area who identify as Hispanic or Latino (of any race) are more likely to be uninsured, as 25.2% of Salt Lake County and 32.9% of West Valley City Hispanic/Latino people are uninsured¹³. This is specifically significant to note for the study area, as 39.4% people in West Valley City identify as Hispanic or Latino.

Based on the CDC's Environmental Justice Screening Tool, the three census tracts (49035113305, 49035113307, and 49035113308) within a half-mile of the Decker Lake

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https://data.census.gov/table/ACSST1Y2022.S2701?q=health%20insurance&g=050XX00US49035_160XX00US4983470

Station vary in their overall access to health insurance. Approximately 22% of census tract 49035113305, 29% of census tract 49035113307, and 27% of census tract 49035113308 are uninsured. It is crucial to note that there is greater disparity in access to healthcare in these census tracts when comparison to the greater West Valley City and Salt Lake County area.

Heart Disease

According to the CDC, coronary heart disease is the leading cause of death in the United States⁴¹. Salt Lake County has a 4.3% prevalence rate of heart disease³³. The prevalence of heart disease in census tracts 49035113305, 49035113307, and 49035113308 is 4.9%, 4.5%, and 4.8%, respectively⁴². These census tracts are at a slightly higher risk of heart disease than the rest of Salt Lake County.

Life Expectancy

The CDC's National Center for Health Statistics states that the average life expectancy for people in the United States is 78.3⁴³. Both the State of Utah and Salt Lake County have a slightly higher average life expectancy than the national average, with both geographies having an average life expectancy of 78.9¹⁵.

All three census tracts (49035113305, 49035113307, and 49035113308) within a half-mile of the Decker Lake Station have a lower life expectancy than the rest of the United States, Utah, and Salt Lake County. People living in census tracts 49035113305, 49035113307, and 49035113308 have an average life expectancy of 75.5, 77.3, and 73.8, respectively¹⁵.

Digital Divide

The Digital Divide Index (DDI) was developed by Purdue University to depict the accessibility issues related to technology based on technological infrastructure and socioeconomic factors that impact ability to use technology effectively. The infrastructure score is used to inform physical access to technology, while the socioeconomic score is primarily used to understand characteristics that may limit the adoption, skills, and motivation to use technology⁴⁴. The DDI scored on a scale of 0-100, where 100 indicates the highest digital divide.

Based on the DDI, the three census tracts that are within a half-mile radius of the Decker Lake Station (49035113305, 49035113307, and 49035113308) are considered to have a moderate digital divide. These three census tracts have similar DDI scores, with census tract 49035113305 having a score of 16.81, 49035113307 has a score of 16.59, and 49035113308 has a score of 17.16¹³. All three of these scores are over double that of Salt Lake County overall, which has a DDI score of 6.61¹³.

⁴¹ <https://www.cdc.gov/nchs/fastats/leading-causes-of-death.htm>

⁴² <https://experience.arcgis.com/experience/22c7182a162d45788dd52a2362f8ed65>

⁴³ <https://www.cdc.gov/nchs/data-visualization/life-expectancy/>

⁴⁴ <https://storymaps.arcgis.com/stories/8ad45c48ba5c43d8ad36240ff0ea0dc7>

7. STAKEHOLDER INTERVIEW KEY FINDINGS

The project team conducted interviews with staff from various planning and government organizations with a direct interest in the station areas, including staff from West Valley City, Utah Department of Transportation, Wasatch Front Regional Council, Granite School District, and Utah Transit Authority staff. Interviewees generally conveyed that the transportation system in the station areas has a strong foundation, but that greater interagency coordination is necessary to unlock the full potential of the station areas and achieve alignment on common goals.

7.1. Opportunities

- Multiple stakeholders independently noted that **the City and station areas have the basic elements for a strong park and trail system** that can be integrated with the general transportation system. There was a common desire for the Redwood Trailhead Park and the Jordan River Trail to reach their full potential, including through the City having maintenance and programming responsibility for the Park and reopening of certain Jordan River Trail amenities such as the boat docks/launches.
- Potential for increased funding was also commonly mentioned by interviewees, with **interviewees uniformly stating their support and willingness to assist with the pursuit of new funding**. UDOT staff noted that they have had success with using Transit Transportation Investment Fund (TTIF) funding as local match for Rebuilding American Infrastructure with Sustainability and Equity (RAISE) grants, with 15 active projects currently across the Wasatch Front. Housing and Transit Reinvestment Zones (HRTZs) were also mentioned, which allow a portion of incremental property, sales, and use tax revenue growth to be reinvested within the HRTZ for development costs.
- UTA staff highlighted their efforts in **working with developers to provide residents of moderate- to high-density developments with discounted transit passes**, noting that developers have generally been willing to work with UTA to achieve this, including in the Decker Lake Station Area. UTA has not rolled out the program but is hoping too soon.

7.2. Challenges

- **Consistent cooperation among City departments and on an interagency basis** was mentioned as a challenge by multiple interviewees. For example, Decker Lake Park and the Crosstowne Trail were mentioned as cases where there is **misalignment on goals for the amenities**, such as disagreement on the extent to which certain improvements are needed (e.g., improved lighting along the Crosstowne Trail). This represents an opportunity improved cooperation may foster alignment on goals or compromise that is amenable to the various parties.
- **Ongoing decreases in enrollment in the Granite School District** were highlighted for their potential impact on the station areas, particularly the Redwood Junction Station Area. The Granite School District is currently studying the necessity of closing certain schools, and **Redwood Elementary is one school that is being considered**

for closure. Given its location along Redwood Road and function as a key anchor community anchor and destination, this would greatly impact the surrounding community and travel patterns to and along Redwood Road.

- **Redwood Road** itself was noted as a challenge by multiple interviewees, **namely what improvements can be made that meet the goals and needs of all agencies with an interest in the roadway.** Redwood Road is a key north-south corridor in the Redwood Junction Station Area and West Valley City more broadly, tying together multiple east-west corridors (e.g., Research Way and Decker Lake Dr.). Simultaneously, multiple interviewees expressed a desire for Redwood Road to be made more hospitable for pedestrians, bicyclists, and transit users, which may involve trade-offs with its suitability for cars, thereby running afoul of the priorities of other agencies. Fortunately, the City has passed an ordinance that requires the installation of 10' multi-use paths along Redwood Road as a condition of adjacent, new development/redevelopment, with some multi-use paths having already been installed within the Redwood Junction Station Area.