

CRSA

# ROY CITY, UTAH

## STATION AREA PLAN



In partnership with



UPDATE  
**2024**



**ORDINANCE No. 23-4**

**AN ORDINANCE ESTABLISHING AMENDMENTS TO THE GENERAL PLAN BY  
ADDING THE STATION AREA PLAN ELEMENT WITHIN APPENDIX A**

WHEREAS, Section 10-9a-403.1 of the Utah Code requires each City with a fixed guideway transit station shall adopt a Station Area Plan Element within their General Plan, and

WHEREAS, the Roy City Planning Commission after holding a public hearing as required by law, recommended that the Roy City Council adopt the Station Area Plan element within Appendix A, of the General Plan; and

WHEREAS, the Roy City Council has been reviewing the update to the General Plan and at this time desires to adopt the Station Area Plan Element as portion of Appendix A of the General Plan; and

WHEREAS, the Roy City Council has determined that it is in the best interest of Roy City to adopt the Station Area Plan element within Appendix A as part of the General Plan

NOW, THEREFORE, be it hereby ordained by the City Council of Roy City, Utah, amends the current General Plan by adding the Station Area Plan element within Appendix A as attached:

This Ordinance has been approved by the following vote of the Roy City Council:

Councilman Jackson      Aye  

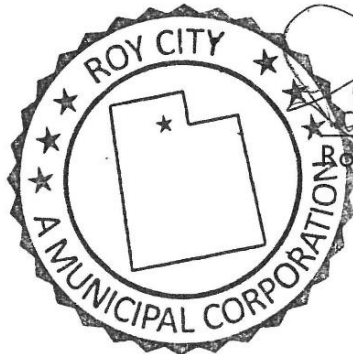
Councilman J. Paul      Absent  

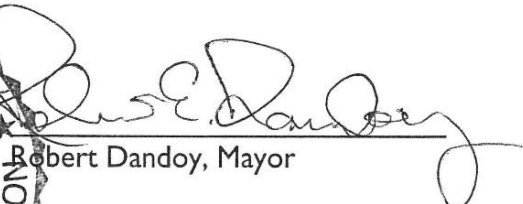
Councilman S. Paul      Aye  

Councilman Scadden      Aye  

Councilman Wilson      Nay  

This Ordinance shall become effective immediately upon passage, lawful posting, and recording. This Ordinance has been passed by the Roy City Council this 6<sup>th</sup> day of June, 2023.



  
Robert Dandoy, Mayor

Attested and Recorded:

  
Brittany Fowers, City Recorder



RESOLUTION OF THE  
WASATCH FRONT REGIONAL COUNCIL CERTIFYING THAT THE  
ROY CITY FRONTRUNNER STATION AREA PLAN  
IS IN COMPLIANCE WITH APPLICABLE STATUTORY REQUIREMENTS

WHEREAS, Utah Code 10-9a-403.1 requires cities with “fixed guideway public transit” to develop a Station Area Plan for the ½ mile radius around a rail (FrontRunner, Trax, Streetcar) station, and the ¼ mile radius around a bus rapid transit (which uses a separate right-of-way) station, including all of the components within the statute, and

WHEREAS, the statute allows for cities to adopt resolutions describing the conditions that exist that make fulfilling the requirements impracticable or demonstrating that prior actions substantially promote the objectives stated in the legislation, and

WHEREAS, the Metropolitan Planning Organization is responsible for reviewing and certifying that the Station Area Plan requirements have been fulfilled, in consultation with the Utah Transit Authority (UTA), and

WHEREAS, the Wasatch Front Regional Council (WFRC) is the officially designated Metropolitan Planning Organization for the Salt Lake/ West Valley and the Ogden/ Layton Urbanized Areas, and

WHEREAS, WFRC adopted a policy regarding its procedures and standards for the review of Station Area Plans on May 26, 2022, and amended the policy on March 23, 2023, and

WHEREAS, Roy City submitted to WFRC their Roy FrontRunner Station Area Plan with all of the required components on June 20, 2023, and

WHEREAS, consistent with WFRC’s policy, WFRC has reviewed the Station Area Plan components submitted by Roy City, in consultation with UTA, and

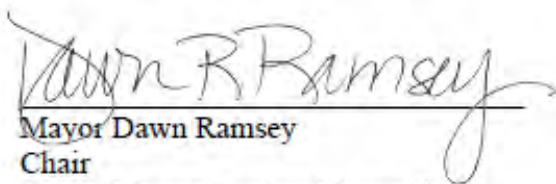
WHEREAS, the Roy FrontRunner Station Area Plan contains the required components, and/or statement of impracticabilities and prior actions, and

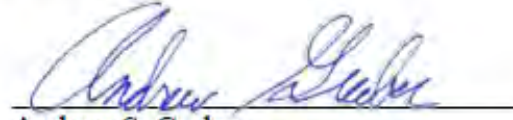
WHEREAS, the Station Area Plan promotes the objectives identified in statute, including increasing the availability and affordability of housing, including moderate income housing; promoting sustainable environmental conditions; enhancing access to opportunities; and increasing transportation choices and connections, and

WHEREAS, the Regional Growth Committee determined that the requirements established by statute have been satisfied and has made a positive recommendation to the Wasatch Front Regional Council,

NOW THEREFORE LET IT BE RESOLVED, that the Wasatch Front Regional Council,

1. Certifies the Roy FrontRunner Station Area Plan to be in compliance with the applicable provisions of statute.
2. A copy of this certification resolution shall be provided to Roy City.

  
\_\_\_\_\_  
Mayor Dawn Ramsey  
Chair  
Wasatch Front Regional Council

  
\_\_\_\_\_  
Andrew S. Gruber  
Executive Director  
Wasatch Front Regional Council

DATE: August 24, 2023



## ORDINANCE NO. 24-8

### AN ORDINANCE ESTABLISHING AMENDMENTS TO THE STATION AREA PLAN ELEMENT OF THE GENERAL PLAN

WHEREAS, Section 10-9a-403.1 of the Utah Code requires each City with a fixed guideway transit station shall adopt a Station Area Plan Element within their General Plan, and

WHEREAS, the Roy City Planning Commission after holding a public hearing as required by law, recommended that the Roy City Council adopt the amendment to the Station Area Plan; and

WHEREAS, the Roy City Council has been reviewing the amendments at this time desires to adopt the Station Area Plan Element as portion of Appendix A of the General Plan; and

WHEREAS, the Roy City Council has determined that it is in the best interest of Roy City to adopt the amendment to the Station Area Plan;

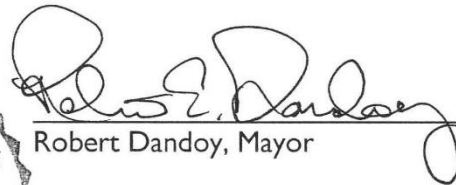
NOW, THEREFORE, be it hereby ordained by the City Council of Roy City, Utah, amends the current Station Area Plan as attached:

This Ordinance has been approved by the following vote of the Roy City Council:

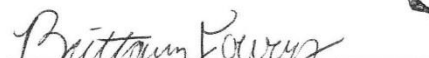
Councilman Jackson	<u>"Aye"</u>
Councilman J. Paul	<u>"Aye"</u>
Councilman S. Paul	<u>"Aye"</u>
Councilman Saxton	<u>"Aye"</u>
Councilman Scadden	<u>"Aye"</u>

This Ordinance shall become effective immediately upon passage, lawful posting, and recording. This Ordinance has been passed by the Roy City Council this 18<sup>th</sup> day of June, 2024.



  
Robert Dandoy, Mayor














Attested and Recorded:

  
Brittany Fowers, City Recorder



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01

**EXECUTIVE**  
SUMMARY

# EXECUTIVE SUMMARY



## Project Summary

The Roy Station Area Plan was created to establish the above vision for the area surrounding the Roy City Frontrunner Station. The vision reflected is based on assessing current conditions within the community, reviewing relevant planning efforts, updating market trends and data, and, most importantly, a citizen engagement process. The primary goal of the Station Area Plan is to both guide decision-making regarding the development of the site and provide a framework for the successful implementation and development of a vibrant and livable community, mixed-use district, and construction of future infrastructure to supplement the Frontrunner Station and Roy community.

The scope of the station area plan focuses on the half-mile radius that extends outward from the Roy City Frontrunner Station, located at 4155 South Sandridge Drive. This half-mile radius consists primarily of residential development to the east and west of the station. With those development constraints, the Frontrunner station, along with underdeveloped parcels of land just north and south of the station, were the primary focus of this Station Area Plan. The relevant parcels were zoned as Station Central, Station North, and Station South respectively, and subject to their unique zoning standards. The recommendations made in this Station Area Plan apply to and work within the zoning regulations of these specific zones.

Throughout six (6) months from December 2022 to May 2023 and with guidance from the community, project stakeholders, and the City of Roy, an assessment of the existing conditions, identification of constraints and opportunities, scenario options, one preferred scenario, and strategic recommendations were developed. These helped inform an implementation plan, which outlines and describes specific actions that may be taken by the city and other public and private stakeholders.

## Vision

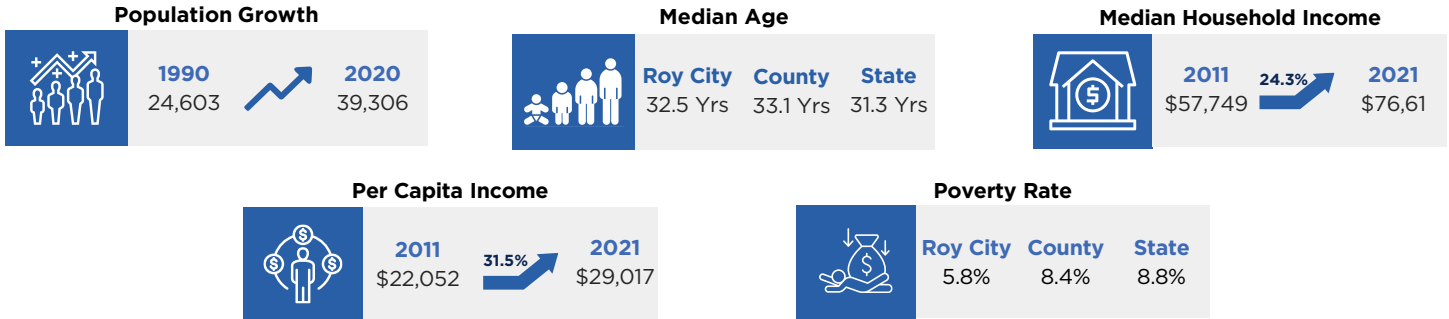
The Roy City Station Area will be a thriving, mixed use and walkable district that seeks to become a regional destination that provides abundant opportunities for employment, living, and recreation - all to help build upon a vibrant community.





## Existing Conditions and Market Analysis

A study of the City of Roy's existing conditions indicate that the city has witnessed considerable growth and development over the past two decades. Below is a summary of some of these growth metrics:



Analysis of the market data suggests that the highest and best use for key sites suggests the station area can become an employment hub for Roy, with small-scale office and additional multi-family housing feasible in the short-term. This is supported by data pinpointing the top five (5) retail sectors that are least present within a half-mile radius of the Roy Frontrunner Station. These five sectors are best positioned for pedestrian-oriented development within the station area with features such as limited parking, enhanced light individual transportation (LIT) infrastructure, and street-facing entrances.

**The five (5) retail sectors with the largest gaps within a half-mile radius (excluding NAICS 441, 447, and 454) are the following:**



Similarly, the five (5) retail sectors with the **largest expected compound annual growth rates** from 2023-2028 within a half-mile radius (excluding NAICS 441, 447, and 454) are indicated below. These five sectors are best positioned for growth within the station area. Similar to the previous section, these retail establishments should ensure accessibility for pedestrians, mobility aid users, and LIT users.





## Engagement Summary

To gain an informed perspective on the community's vision for the station area, the consultant team spearheaded intensive public outreach efforts over three (3) months with project stakeholders and the community of Roy. These meetings consisted of four (4) in-person events, one-on-one stakeholder meetings, and public events that included interactive exercises. These meetings allowed the community to provide input on future land use strategies and design considerations, which are reflected in the final concept plans.

Additionally, a series of meetings between project stakeholders and the consultant teams were facilitated to better understand the market findings regarding the station area, share ideas, and enhance implementation strategies to bolster future development patterns in the Roy Station Area.

## Summary of Recommendations

The vision and objectives outlined in the Roy Station Area Plan will likely require a combination of short and long-term processes. This will involve collaboration between multiple public and private stakeholders, such as residents, City Staff, UTA Staff, and elected officials to champion the Station Area Plan vision and ensure the thoughtful development of the site. The below outlines a few of the key strategic recommendations and action items that the City, UTA, and other stakeholders must complete to prepare the site for implementation. They are all necessary to ensure that the site reaches its potential as envisioned in the plan:

1. CONDUCT A PARKING ANALYSIS TO DETERMINE THE APPROPRIATE AMOUNT OF PARKING (SURFACE AND STRUCTURED) FOR THE DEVELOPMENT AND UTA STATION AREA NEEDS.
2. ENGAGE WITH PROPERTY OWNERS OF UNDEVELOPED PARCELS OR PARCELS WITH HIGH REDEVELOPMENT POTENTIAL.
3. BEGIN PLACEMENT AND APPROVALS FOR A PEDESTRIAN RAIL OVERPASS
4. REQUIRE MODERATE HOUSING PARTICIPATION IN THE CRA BOUNDARY
5. COMPLETE NECESSARY NEGOTIATIONS FOR CRA FUNCTIONALITY
6. COMPLETE SCHEMATIC DESIGN AND FEASIBILITY STUDIES
7. PREPARE AND ADOPT DESIGN GUIDELINES.
8. PARTNER WITH UTA AND UNION PACIFIC TO IMPROVE THE RAIL CROSSING AT 4000 SOUTH
9. CREATE CLEARLY DEFINED GATEWAYS TO NEIGHBORHOODS AND THE STATION AREA.
10. LINK THE CUL-DE-SAC TO THE WEST OF THE TRACKS TO THE FUTURE DEVELOPMENT BETWEEN THE TRACKS AND TRAIL.

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02

**BACKGROUND  
INFORMATION**

# BACKGROUND INFORMATION



Outlined in this section are details about the study area, the purpose for the station area plan, and a review of the compliance process for the overall plan. This information is provided to help raise awareness of the planning area and justification for completion of the planning process.

## Study Area

The 2022 Roy City Station Area Plan is singularly focused on the half-mile radius that extends outward from the Frontrunner Roy station located at 4155 South Sandridge Drive, as defined and required in state statute HB462 and SB 42 (see later section for explanation).

Although there is a significant amount of residential development in the vicinity, commercial and institutional development is limited, particularly along 4000 South.



Figure 2.1: Half-mile study radius.

As the station area has been developed for many decades, there is minimal undeveloped land. This plan includes recommendations for the entire station area, but the majority of the recommendations apply to underdeveloped lands, specifically the parcels adjacent to the Roy Frontrunner Station that are not realizing their full development potential. These parcels have been categorized into Station North, Station Central, and Station South, each with distinct zoning standards.

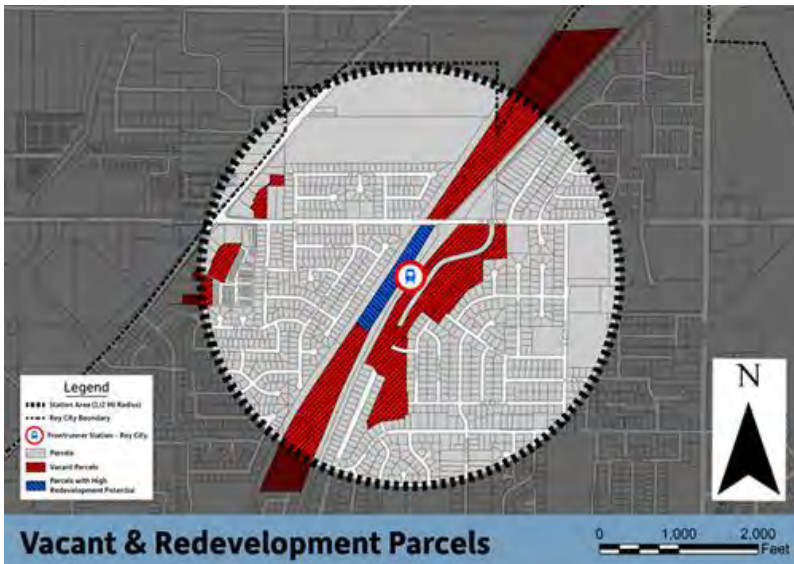


Figure 2.2: Vacant and Redevelopment Potential map (within the 1/2 mile project area).

## Vacancy and Redevelopment Potential

The 2017 Focus Roy General Plan Update identified the parcels depicted in Figure \_\_\_ as either vacant or having significant potential for redevelopment. Compared to other areas within the station area, the potential for (re)development in these parcels is notably higher. The plan outlined in this document is thus centered around providing strategies and recommendations specifically tailored for these identified priority parcels.



## Utah State Statute

The Utah State Legislature passed HB462 in the 2022 state Legislative Session and it was signed into law, enacting new requirements for municipalities with fixed-guideway public transit stations. This bill became Utah Code § 10-9a-403.1, and the requirements became effective June 1, 2022. Having a Frontrunner station, Roy City became subject to the new state requirements for its station area. While the City was proactive in passing the 2017 Focus Roy plan, some of the new state requirements are not met with current planning. Therefore, the City must update its station area plan by December 31, 2025. Utah Code defines the station area for a rail station as a half-mile radius from the station, providing the study area of this plan. Requirements of § 10-9a-403.1 for station area plans are laid out below, and the chart depicts whether or not the 2017 Focus Roy Plan meets the requirements of the code. This Plan meets all requirements that the state has set forth for station area plans, with none of the conditions described in § 10-9a-403.1 appearing to be impracticable.

State Requirement	2017 Focus Roy	2023 Station Area Plan
Increasing the availability and affordability of housing, including moderate income housing § 10-9a-403.1(7)(a)(i).	No	Yes
Promoting sustainable environmental conditions § 10-9a-403.1(7)(a)(ii).	No	Yes
Enhancing access to opportunities 10-9a-403.1(7)(a)(iii).	Yes	Yes
Increasing transportation choices and connections 10-9a-403.1(7)(a)(iv).	Yes	Yes
A station area vision that describes the following:		
• opportunities for the development of land within the station area under existing conditions;	Yes	Yes
• constraints on the development of land within the station area under existing conditions;	Yes	Yes
• the municipality’s objectives for the transportation system within the station area and the future transportation system that meets those objectives;	Yes	Yes
• the municipality’s objectives for land uses within the station area and the future land uses that meet those objectives;	Yes	Yes
• the municipality’s objectives for public and open spaces within the station area and the future public and open spaces that meet those objectives; and	Yes	Yes
• the municipality’s objectives for the development of land within the station area and the future development standards that meet those objectives	Yes	Yes
A map that depicts:		
• the area within the municipality that is subject to the station area plan, provided that the station area plan may apply to areas outside of the station area; and	Yes	Yes
• the area where each action is needed to implement the station area plan	Yes	Yes



State Requirement	2017 Focus Roy	2023 Station Area Plan
An implementation plan that identifies and describes each action needed within the next five years to implement the station area plan, and the party responsible for taking each action, including any actions to:		
<ul style="list-style-type: none"> <li>• modify land use regulations;</li> </ul>	No	Yes
<ul style="list-style-type: none"> <li>• make infrastructure improvements;</li> </ul>	No	Yes
<ul style="list-style-type: none"> <li>• modify deeds or other relevant legal documents;</li> </ul>	No	Yes
<ul style="list-style-type: none"> <li>• secure funding or develop funding strategies;</li> </ul>	No	Yes
<ul style="list-style-type: none"> <li>• establish design standards for development within the station area; or</li> </ul>	No	Yes
<ul style="list-style-type: none"> <li>• provide environmental remediation</li> </ul>	No	Yes
A statement that explains how the station area plan promotes the objectives described in Subsection (7)(a).	No	Yes
As an alternative or supplement to the requirements of Subsection (7) or (8), and for purposes of Subsection (2)(b)(ii); a statement that describes any conditions that would make the following impracticable:		
<ul style="list-style-type: none"> <li>• promoting the objectives described in Subsection (7)(a); or</li> </ul>	No	Yes
<ul style="list-style-type: none"> <li>• satisfying the requirements of Subsection (8)</li> </ul>	No	Yes
A municipality shall develop a station area plan with the involvement of all relevant stakeholders that have an interest in the station area through public outreach and community engagement, including:		
<ul style="list-style-type: none"> <li>• other impacted communities;</li> </ul>	No	Yes
<ul style="list-style-type: none"> <li>• the applicable public transit district;</li> </ul>	No	Yes
<ul style="list-style-type: none"> <li>• the applicable metropolitan planning organization;</li> </ul>	No	Yes
<ul style="list-style-type: none"> <li>• the Department of Transportation;</li> </ul>	No	Yes
<ul style="list-style-type: none"> <li>• owners of property within the station area; and</li> </ul>	Yes	Yes
<ul style="list-style-type: none"> <li>• the municipality’s residents and business owners.</li> </ul>	Yes	Yes

Table 2.1: State Requirements

03

**EXISTING**  
CONDITIONS



# EXISTING CONDITIONS



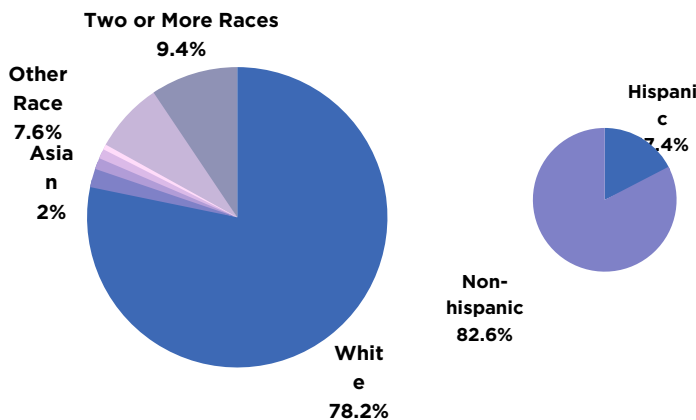
The information outlined in this section provides a snapshot of the overall conditions present within the community, as documented during the first quarter of 2023. This information was collected from a variety of sources including the US Census Bureau, ESRI, and Claritas datasets. Information outlined below includes data necessary to compile a clear picture of the residents, their habits, and potential needs for the station area Redevelopment. Trends learned or identified from this data was utilized to help craft community profiles, comparing needs to identified market analysis information (later chapter).

## Demographic Analysis

Over the past four Censuses, Roy City's population has increased from 24,603 in 1990 to 39,306 in 2020.



The city's racial makeup is 78.22% White, 2.0 Asian, 1.21% African American or Black, 1.04% Native American, 0.56% Native Hawaiian or other Pacific Islander, 7.56% of another race, and 9.40% of two or more races. The population is 82.61% non-Hispanic and 17.39% Hispanic.



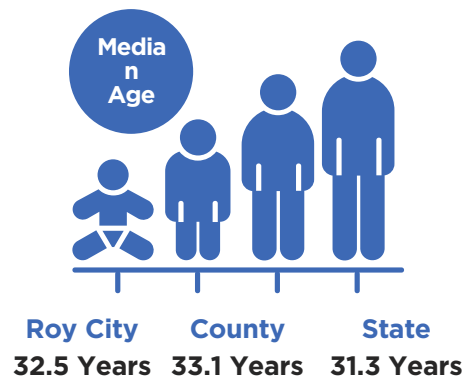
While the Decennial Census is the most accurate data collection, it does not provide a complete picture of the demographic or socioeconomic conditions of the county.

The American Community Survey (ACS), a product of the US Census Bureau, provides 5-Year Estimates of various demographic and socioeconomic metrics. Herein, this report will defer to the ACS 5-Year Estimates unless stated otherwise.

Approximately 51.5% of residents are male, and 48.5% are female, a near-even split consistent with the state and nation.



The median age of residents is 32.5 years, demonstrating similar characteristics to the county and state medians of 33.1 and 31.3 years, respectively.



The county's median age is up slightly since 2011, when it was 29.3 years, a 10.92% increase.



The age distribution of the 2021 ACS population estimate is as follows:

AGE DISTRIBUTION		
2021 ACS POPULATION ESTIMATES		
Under 5 years	3,027	7.70%
5 to 9 years	2,932	7.50%
10 to 14 years	3,590	9.20%
15 to 19 years	2,786	7.10%
20 to 24 years	2,269	5.80%
25 to 29 years	3,351	8.60%
30 to 34 years	3,088	7.90%
35 to 39 years	3,321	8.50%
40 to 44 years	2,365	6.10%
45 to 49 years	2,013	5.20%
50 to 54 years	1,844	4.70%
55 to 59 years	2,125	5.40%
60 to 64 years	2,103	5.40%
65 to 69 years	1,803	4.60%
70 to 74 years	904	2.30%
75 to 79 years	757	1.90%
80 to 84 years	501	1.30%
85 years and over	297	0.80%

Table 3.1: 2021 ACS Population Distribution for Roy

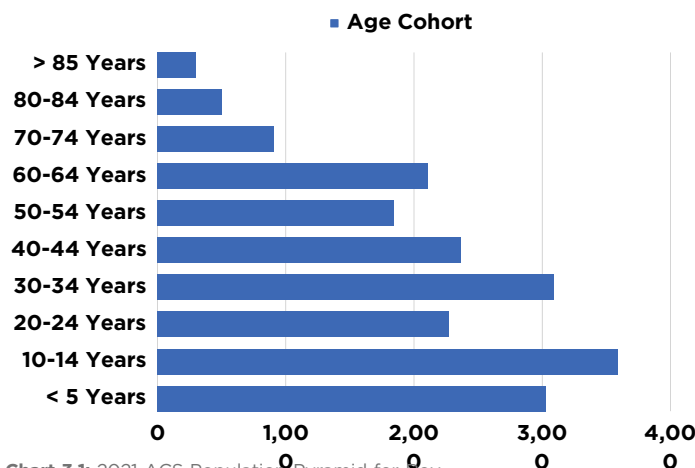
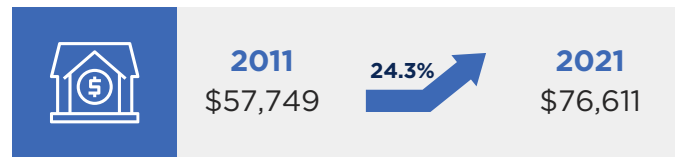


Chart 3.1: 2021 ACS Population Pyramid for Roy

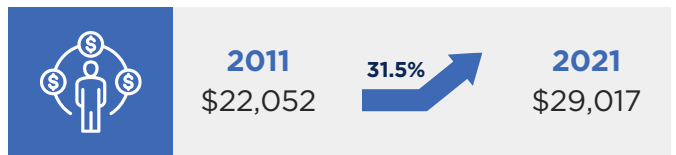
Roy City’s median age and trends are sustainable and are characteristic of a family-oriented community. Moreover, the county’s age distribution shows promise of sustained population growth with a large percentage of minors and young adults. As those above 55 years continue to age, there will be a need for supportive services such as increased healthcare, assisted living, and disability access.

### Socioeconomic Analysis

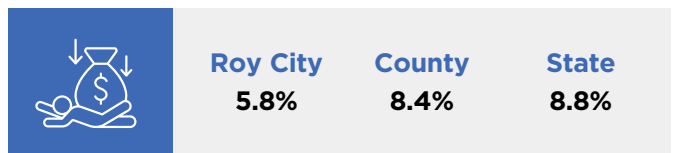
Roy City’s **median household income** has jumped significantly from \$57,749 in 2011 to \$76,611 now, representing a 24.3% increase. This is higher than Clearfield City’s \$64,689 but lower than West Haven City’s \$84,461 and Clinton City’s \$90,397.



**Per capita income** has also increased, going from \$22,052 in 2011 to \$29,017 in 2021, a 31.58% increase. This is much more similar to its peers: Clearfield’s \$25,522, West Haven’s \$33,794, and Clinton’s \$29,934.



The city’s **poverty rate** of 5.8% is lower than the county and state rates of 8.4% and 8.8% respectively, and significantly lower than the national rate of 12.6%. Additionally, the city’s poverty rate has decreased substantially from 8.3% in 2011.





High school graduation, including equivalency among Roy residents aged 25 years and over, has been trending upward over the past decade, from 89.3% in 2011 to 93.7% in 2021. Additionally, the percentage of residents with bachelor’s degrees or higher is trending upward, rising from 17.7% in 2011 to 19.8% in 2021. Across the board, city residents are becoming increasingly educated. The figures below include the population segment for which that is their highest educational attainment, except for the last two rows, which represent the segment that achieved that level of education or higher.

EDUCATIONAL ATTAINMENT		
Attainment Level	Amount	Percentage
Less Than High School	1,532	6.3%
High School Graduate (Includes Equivalency)	8,906	36.4%
Some College	6,545	36.7%
Associate’s Degree	2,649	10.8%
Bachelor’s Degree	3,652	14.9%
Graduate or Professional Degree	1,188	4.9%
High School Graduate or More (Includes Equivalency)	22,940	93.7%
Bachelor’s Degree or More	4,840	19.8%

Table 3.2: Educational Attainment Metrics

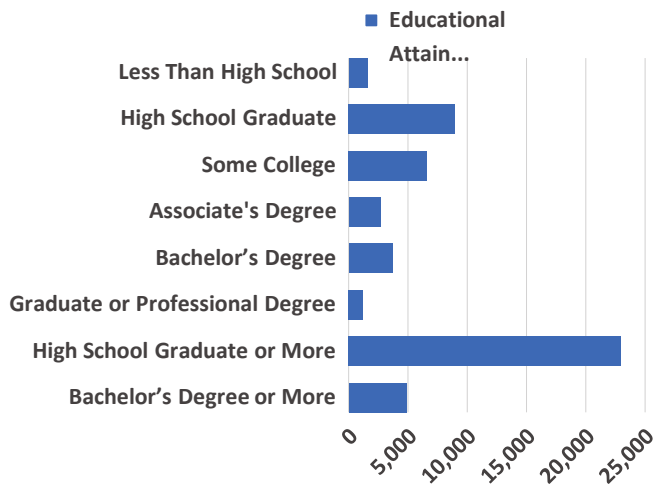
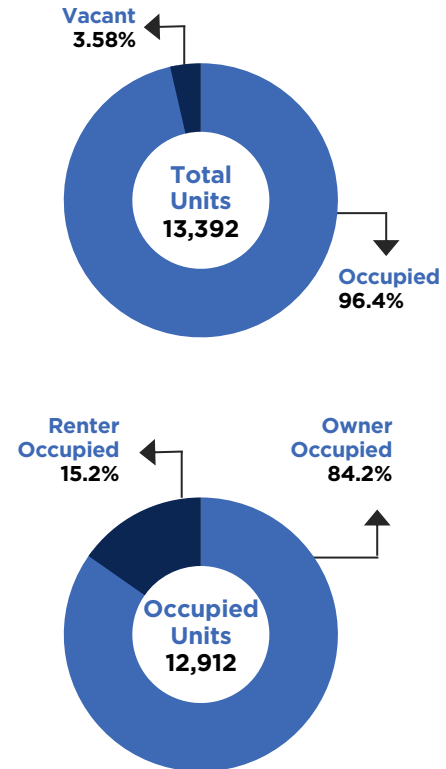


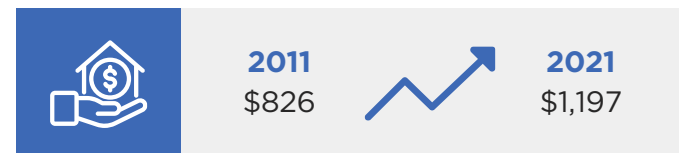
Chart 3.2: Educational Attainment Metrics

## Housing Profile

Roy City’s **housing stock** consists of 13,392 units primarily occupied (96.42%), with only 3.58% (480) of the units being vacant. Of the 12,912 occupied units, 10,867 (84.16%) are owner-occupied and 2,045 (15.27%) are renter-occupied.



The **median gross rent** is \$1,197, up from \$826 in 2011, resulting in 43.5% of Roy residents being considered cost-burdened, which is classified as more than 30% of household income in the past 12 months.



The **median value** of an owner-occupied house is \$252,100, up from \$160,000 in 2011, per the ACS.





The selected monthly owner costs (SMOC) for owners with a mortgage are \$1,423, resulting in 25.4% of Roy households with a mortgage being cost-burdened. For owners without a mortgage, the SMOC is \$422, resulting in only 6.7% of Roy households without a mortgage being cost-burdened. The average household size is 3.02 persons, which is on par with the county, state, and national averages.

Single-unit detached structures are the most common residential typology within the City by a significant margin. Aside from single-unit detached structures, the remaining mix is nearly evenly spread. Mobile homes have a slight edge over other housing typologies.

RESIDENTIAL TYPOLOGY		
# of Units	Number	Percentage
1 Detached	10,872	84.2%
1 Attached	246	1.9%
2 Apartments	96	0.7%
3 - 4 Apartments	481	3.7%
5 - 9 Apartments	294	2.3%
10+ Apartments	289	2.3%
Mobile Home / Other	634	4.9%

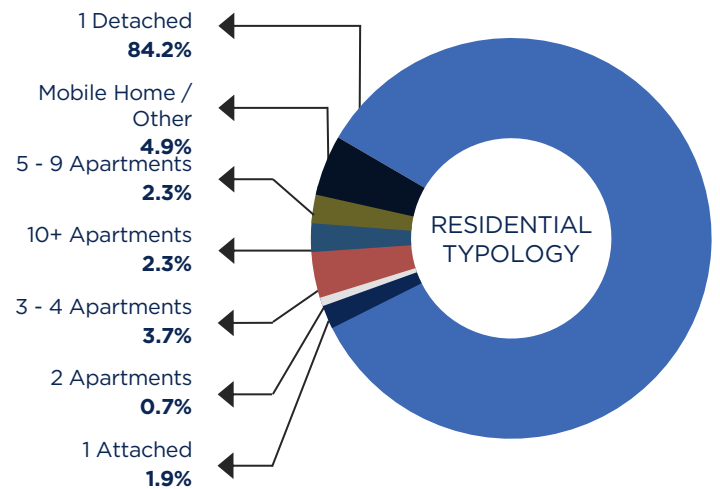


Table 3.3: Residential Typology Composition

Roy housing units most frequently have 8 or more rooms followed by 6-7 rooms then 4-5 rooms. Less than 10% of residential units have 3 or fewer rooms.<sup>2</sup>

RESIDENTIAL TYPOLOGY		
# of Rooms	Number	Percentage
1 Room	53	2.9%
2 - 3 Rooms	378	2.9%
4 - 5 Rooms	2,947	22.8%
6 - 7 Rooms	3,902	30.2%
8+ Rooms	5,632	43.6%

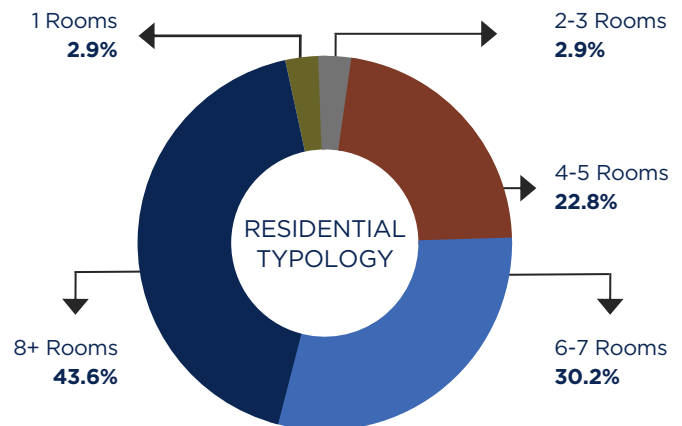


Table 3.4: Number of Room Metrics

<sup>1</sup> Selected monthly owner costs are the sum of payments for mortgages, deeds of trust, contracts to purchase, or similar debts on the property (including payments for the first mortgage, second mortgages, home equity loans, and other junior mortgages); real estate taxes; fire, hazard, and flood insurance on the property; utilities (electricity, gas, and water and sewer); and fuels (oil, coal, kerosene, wood, etc.). It also includes, where appropriate, the monthly condominium fee for condominiums and mobile home costs (installment loan payments, personal property taxes, site rent, registration fees, and license fees). Selected monthly owner costs were tabulated for all owner-occupied units, and usually are shown separately for units "with a mortgage" and for units "without a mortgage. For the complete definition, go to ACS subject definitions "Selected Monthly Owner Costs."



According to **Redfin**, a national real estate brokerage, the December 2023 median sale price for single-family homes in Roy is \$389,950 which is 3% lower than the median sale price for December 2022. The median number of days on the market for single family homes was 53 days which is up 36 days from a year ago. Due to the limited amount of units that were sold, adequate data is not available on the median sale price and the number of days on the market for condos, multi-family properties, and townhomes in Roy. However, these data points are available for Weber County. The figures for Weber County are listed below.

RESIDENTIAL TYPOLOGY		
# of Bedrooms	Number	Percentage
No Bedroom	53	0.4%
1 Bedroom	201	1.6%
2 - 3 Bedrooms	6,033	46.7%
4+ Bedrooms	6,625	51.3%

Table 3.5: Simplified Number of Room Metrics

WEBER COUNTY HOUSING DATA (DECEMBER 2022)		
Housing Typology	Median Sale Price	Median # of Days on Market
Single Family Home	\$400,000 ( -4.3% YoY)	67 Days ( +45 YoY)
Townhome	\$335,000 ( +8.1% YoY)	54 Days ( +47 YoY)
Condo / Co-op	\$255,000 ( -23.4% YoY)	73 Days ( +57 YoY)
Multi-family (2 - 4 unit)	\$376,000 ( -20.8% YoY)	12 Days ( -2 YoY)

Table 3.6: Weber County Housing Sale Price and Median Days on Market by Housing Type

Data provided by Redfin also shows median pending square footage for residential properties in Roy City. As of February 3rd, 2023, the highest median pending square footage for 2023 has been 1,972.1 square feet, and the lowest value has been 1,913.5 square feet. For 2022, the high and low were 2,019.2 and 1,835.5 square feet respectively. For 2021, the high and low were 1,983.3 and 1,812.1 square feet respectively. This is depicted in the chart below.

### MEDIAN PENDING SQUARE FOOTAGE FOR RESIDENTIAL PROPERTIES



Chart 3.3: Median Pending Square Footage, Three Years

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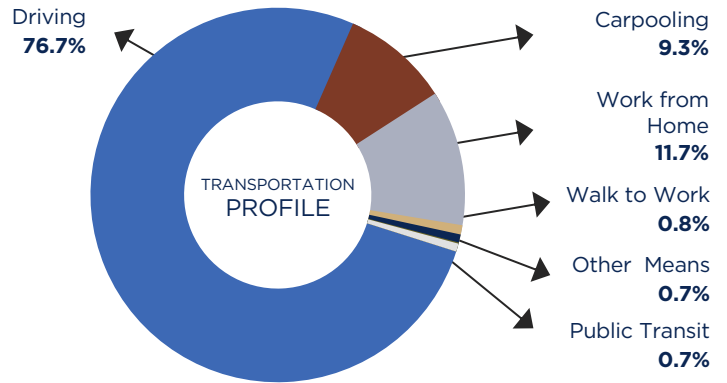
For each unit, rooms include living rooms, dining rooms, kitchens, bedrooms, finished recreation rooms, enclosed porches suitable for year-round use, and lodger’s rooms. Excluded are strip or pullman kitchens, bathrooms, open porches, balconies, halls or foyers, half-rooms, utility rooms, unfinished attics or basements, or other unfinished space used for storage. A partially divided room is a separate room only if there is a partition from floor to ceiling, but not if the partition consists solely of shelves or cabinets.

Rooms provide the basis for estimating the amount of living and sleeping spaces within a housing unit. These data allow officials to plan and allocate funding for additional housing to relieve crowded housing conditions. The data also serve to aid in planning for future services and infrastructure, such as home energy assistance programs and the development of waste treatment facilities. For the complete definition, go to [ACS subject definitions](#) "Rooms."



## Transportation Profile

Roy residents predominantly commute to work by driving alone (76.7%), with another 9.3% carpooling. Of the remainder, 11.7% work from home, 0.8% walk to work, 0.7% take public transit, 0.1% bike to work and 0.7% commute via other means of transportation. The average commute to work in 2020 was 24 minutes. The commute time is slightly higher than the state average but lower than the national average.



The table below shows the breakdown of commute time among Roy residents.

BREAKDOWN OF COMMUTE TIME	
Commute Time	Percentage
Less than 10 minutes	8.7%
10 to 14 minutes	14.2%
15 to 19 minutes	22.9%
20 to 24 minutes	23.1%
25 to 29 minutes	5.2%
30 to 34 minutes	9.7%
35 to 44 minutes	4.3%
45 to 59 minutes	6.0%
60 or more minutes	6.0%

Table 3.6: Commute Time Percentages



## Regional Access

— || —

*1900 West, or SR-126, is the main 5 lane arterial corridor in Roy. It runs north-south, parallel to the station area just ½ mile to the west and is an important connection to neighboring communities and I-15 with 25,000 Annual Average Daily Traffic (AADT) today.*

— || —



The intersection of 1900 W and W Riverdale Road (SR-26), is a crucial junction in Roy and location of the Burger Bar, an iconic local hamburger destination in itself. This intersection connects Roy to Ogden (Weber County Seat) to the east, and provides access to I-15 and I-84 to the east of the Roy Station.

SR-79 (Hinckley Dr) is another key east-west 5 lane arterial connection with 10,000 AADT today only ½ mile north of the Roy Station running provides access to Ogden’s Hinckley Airport, I-15, and Ogdens 31st street.

Another Major east-west arterial connection in Roy is 5600 South, or SR-97, at the southern end of the downtown located 2 miles south of Roy Station. This 3-5 lane road connects Roy to the neighboring community of Hooper to the west, and is also slated for an expansion in the near future due to its high traffic volumes 20,000 AADT.

Other important regional facilities include SR-108, which runs north-south as 3500 West and Midland Drive as a 7 lane arterial with 21,000 AADT today, as well as the 3-5 lane 4000 South arterial running east west with 11,000 AADT fronting the Roy Station as the only direct vehicular access to the FrontRunner station.

**Together, these State Routes and Interstates I-84 and I-15 provide excellent vehicular regional access.**



Figure 3.1: Roy TMP Functional Classification Map



## Street Network Connectivity

The street network throughout much of Roy takes on a classic suburban form. Around the station area, the majority of the streets are primary and secondary local streets, many of which terminate into cul-de-sacs. This is due to two primary factors, topographic height differences and neighborhood development phasing. In addition, the north-south railway line divides the city in two on an angle to the traditional north south / east west grid network, restricting the number of available east-west street connections.



This street pattern does not lend itself to good connectivity, making it difficult for pedestrians and bicyclists to quickly and conveniently access Roy station and other nearby destinations. 4000 South acts as the primary point of access to Roy station. 4000 South spans as far west as 5900 West and is well connected to the general network of local streets, making it an integral part of the street connectivity for all users, whether they are driving a car, riding a bike, taking transit, or walking.



Figure 3.2: Existing Street Connectivity



## Bike and Pedestrian

The Denver and Rio Grande Western Rail Trail runs north-south through Roy, just west of the FrontRunner alignment. This trail is a major regional active transportation connector. It extends from West Bountiful to Hinckley Drive in Roy, and passes through the Farmington Bay Waterfowl Management Area, where it connects with the Legacy Parkway Trail. However, there are limited local connections to the trail in Roy, with the only connection in the station area located at 4000 South just west of the Roy station.

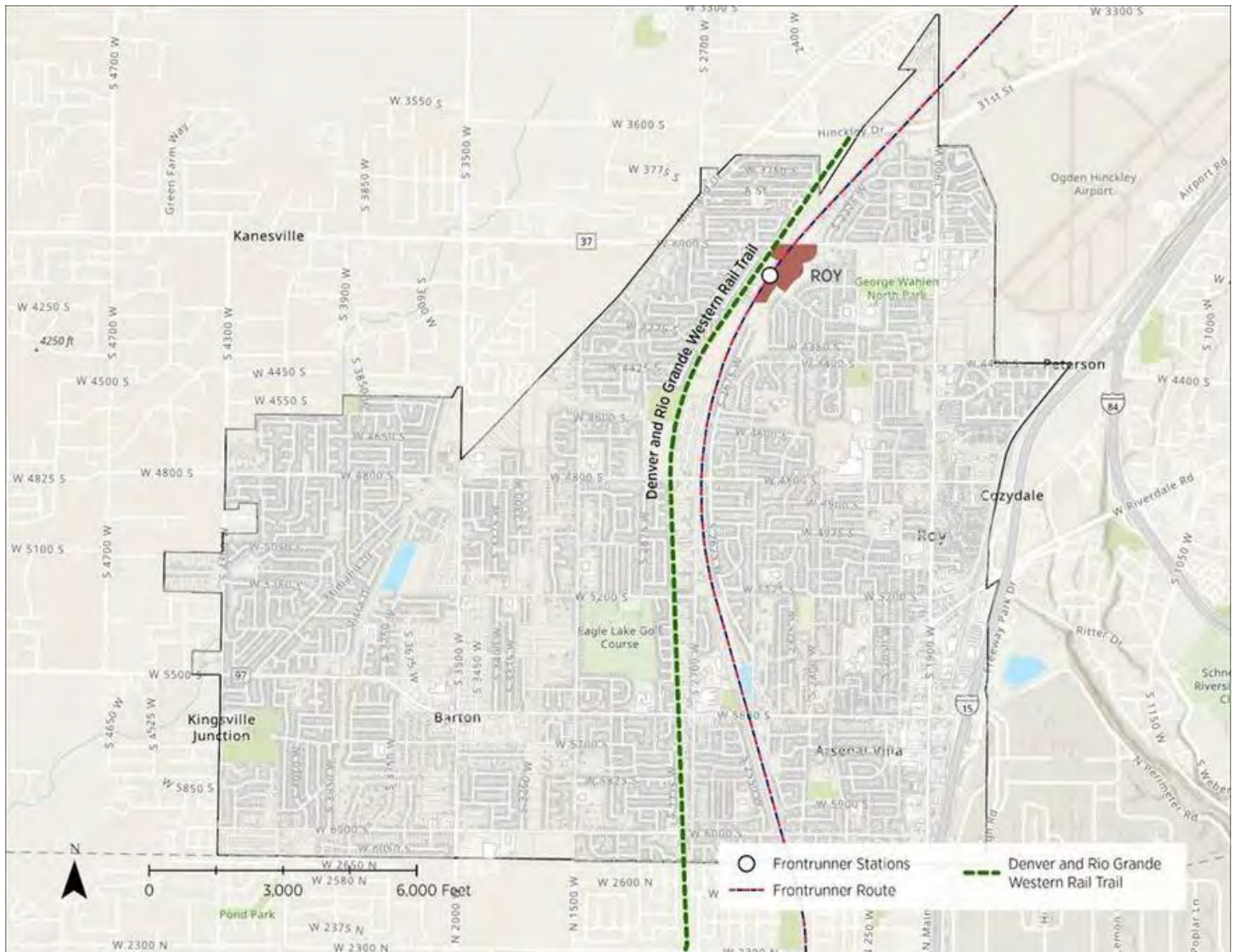


Figure 3.3: Roy FrontRunner and Denver and Rio Grande Western Rail Trail Map

The only bike facilities in the study areas are unprotected bike lanes along 1900 West. 4000 South, 4800 South, 5200 South, 5600 South, and 4400 South are important potential future bicycle connections in the area. 4400 South provides the only safe, comfortable crossing across I-15 and I-84, where it connects with the Weber River Parkway Trail in Riverdale, but lacks any bike infrastructure within Roy City.



**Most streets in the study areas have at least some sidewalk coverage, though there are gaps in the sidewalk network. These gaps are mostly within the neighborhoods north of 4400 South in the station area.**

The figures below show pedestrian and cyclist behavior data from Strava. As shown, a relatively large number of pedestrian and cyclist trips are shown on the Rio Grande trail and along 4000 South. A relatively small number of trips access the Roy station via walking and biking.

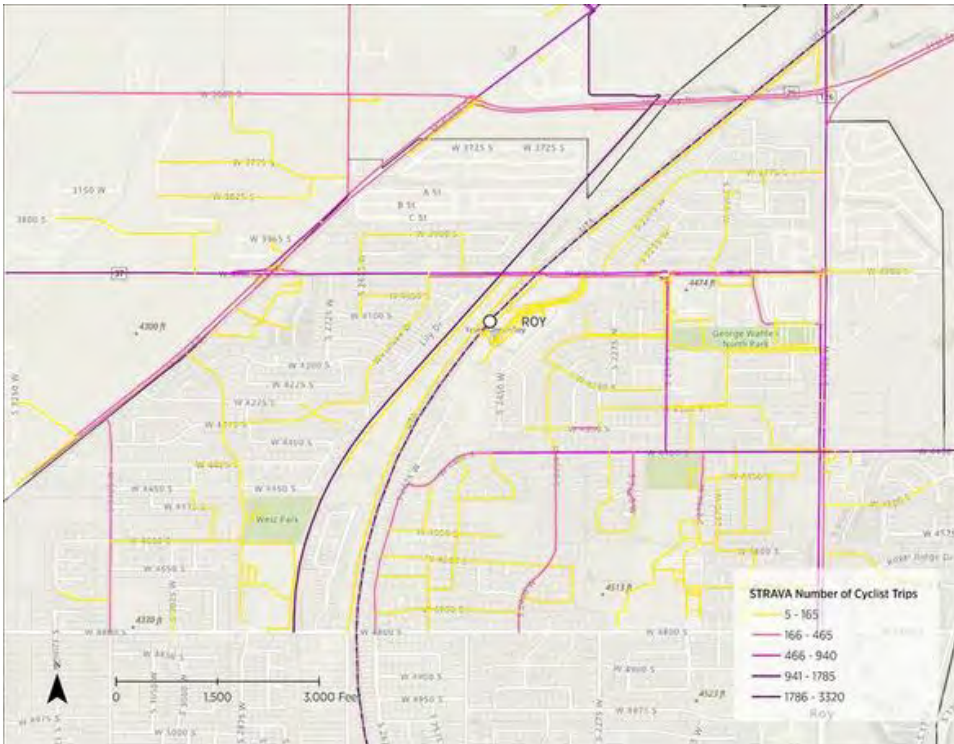


Figure 3.4: Number of Cyclist Trips (STRAVA)



Image: Pedestrian crosswalk on 4000 South

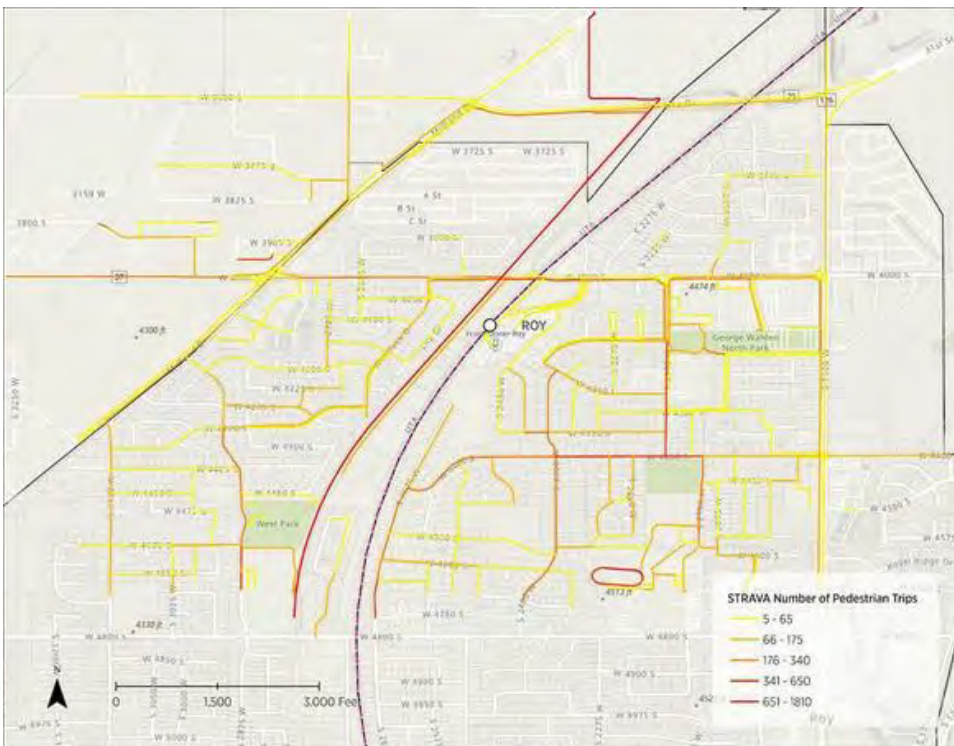


Figure 3.5: Number of Pedestrian Trips (STRAVA)



## Transit Service

The Roy FrontRunner station provides regional commuter rail service north to Ogden, and south to Salt Lake City and Provo. Less than one percent of people commute via transit in Roy, likely due to limited first and last mile transit solutions, or proximity and safe access between destinations.

FrontRunner Route 750 provides 30 min peak and 60 min off peak service without any service available on Sundays due to maintenance. The station averages approximately 400 weekday boardings per day. Most FrontRunner passengers arrive at the station via car, though approximately one third of passengers walk, bike, or ride the bus to the station.

UTA Bus Route 604 provides hourly service except for Sundays without any service and connects the Roy Station to nearby neighborhoods, downtown Roy, and Western Ogden. The majority of Route 604 boardings in the station area occur at the FrontRunner station. West Haven Flex - route f620 has 30 min service daily except Sundays without any service.

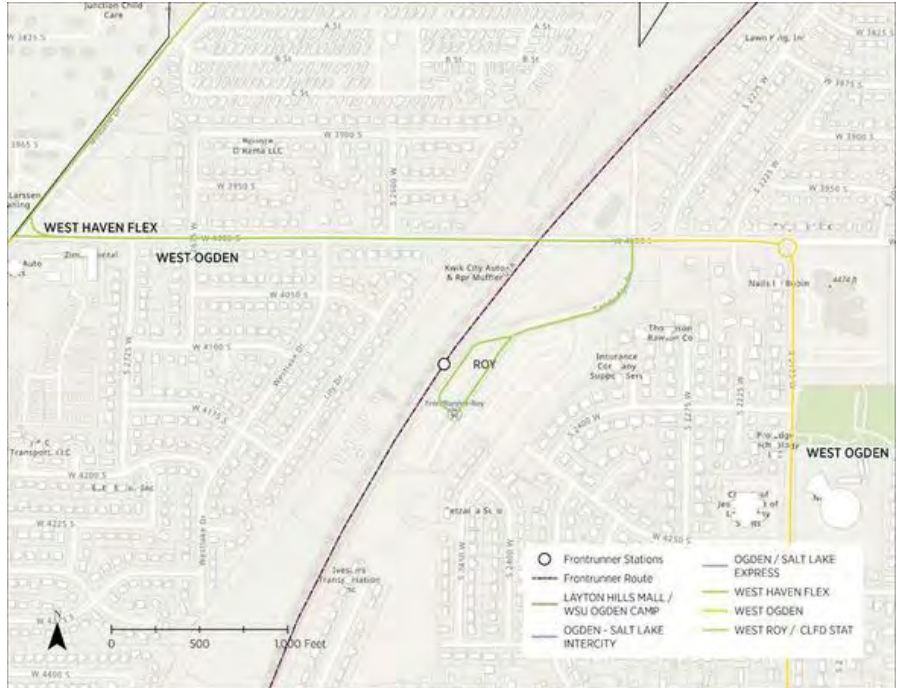


Figure 3.6: Roy Station Area Existing Transit Service

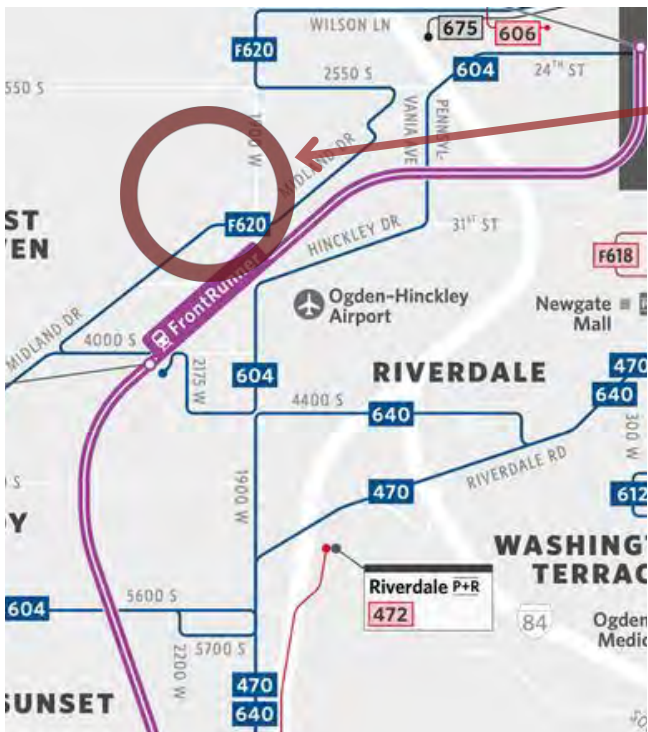


Figure 3.7: Regional Transit Service

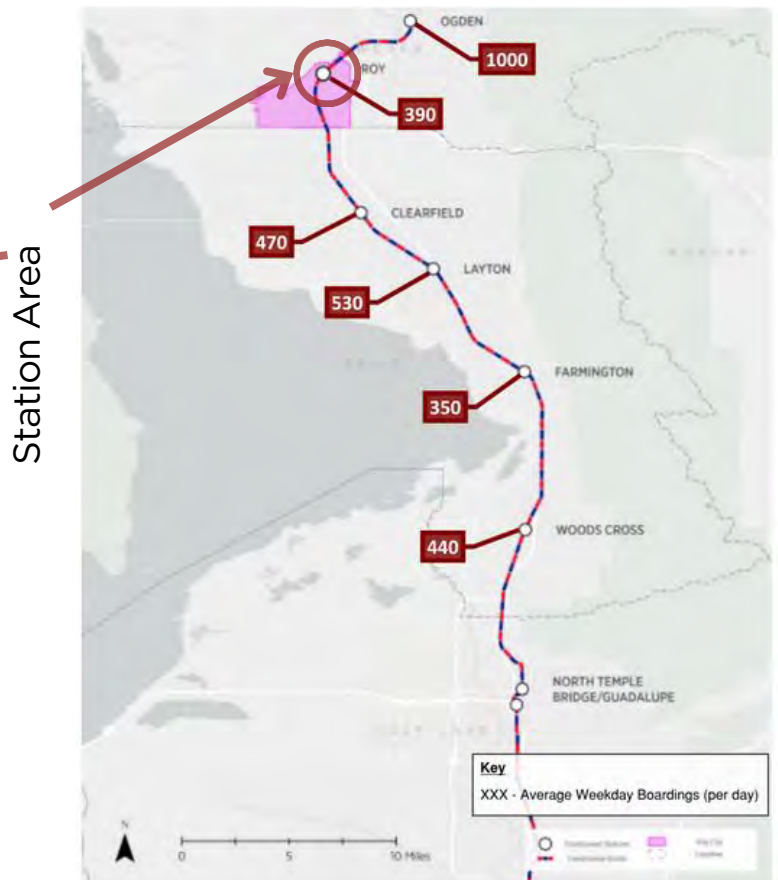


Figure 3.8: Regional FrontRunner Stations and Average Weekday Boardings (per day)



## Ogden-Hinckley Airport (OGD)

**Within one mile of the Roy Station the Ogden-Hinckley Municipal Airport offers general aviation services and Aerospace Facilities for defense Hill Air Force Base related companies. Utah Airways is now offering charter service to many of the West's greatest national parks. Corporate, general aviation and charter flights are also available at OGD.**



OGD is an FAA-certified Part 139 airport, with an FAA control tower, two runways, and an all-weather, 24-hour precision ILS approach capability. DC-9s, MD-80s and B-737/727 class aircraft regularly use the airport for cargo and charter operations. The airport is also a weather diversion alternative for Salt Lake International Airport. Ogden-Hinckley Airport is Utah's busiest municipal airport for private planes. More than 400 General Aviation airplanes call the facility home.

Ogden-Hinckley Airport hosts operations for several aerospace and defense companies, including Northrop Grumman, Williams International, and Borsight. Ogden is home to a growing aerospace and advanced manufacturing cluster, and our airport shares airspace with nearby Hill Air Force Base.

Ogden-Hinckley Airport (OGD) could increase transit ridership at the Roy FrontRunner station. With the addition of commercial flights and the aerospace industry at OGD there may be an increase in demand for transportation to and from the airport to the Station. The Roy FrontRunner station is located within one mile of OGD and could serve as a convenient transit hub for travelers looking to connect to the Salt Lake City International Airport via public transportation. This could potentially lead to the expansion of public transportation services, such as bus routes or shuttle services, between the OGD Airport and the Roy FrontRunner station.





## Traffic and Safety

The vast majority of residents in Southwest Weber County commute by car, with over 85 percent of people choosing to use personal automobiles to get to work. Average Annual Daily Traffic counts for the 4000 South and 1900 West corridors indicate that these roads are not currently reaching their capacity, however both of these corridors receive poor safety ratings from the Utah Department of Transportation, indicating a need for design improvements that increase safety for all users of these streets. Likely due to the larger Weber County area demographics and limited transit service/coverage in this local suburban context. First and last mile connections will also encourage ridership at this FrontRunner Station

## Community Gateways

A community gateway is a defining feature that serves as an entry point for those entering the City. Community gateways at or near Roy include the Ogden Airport, Hill Air Force Base, the Roy downtown area, the FrontRunner station, and the Rail Trail. Thoughtfully designing unique city entrance points contribute to the City's character and identity.





## Utility Infrastructure Profile

### Potable Water Infrastructure

The service area for the Roy City Water System generally corresponds to the city boundaries. Roy City has no current plans to expand their service area beyond their current planning boundary. It is unlikely that the future boundaries of the water system service area will change significantly in the future, all additional future water demand will be the result of growth within the current Roy City planning area boundaries. Water system facilities are shown in the map found in the Appendix. The Roy City culinary water system currently provides drinking water to approximately 39,000 people residing in a service area that is defined by the city boundaries. Existing service connections include approximately: 10,600 residential connections; 260 commercial connections; and 70 institutional connections.

Residential Connections	Commercial Connections	Institutional Connections
10,600	260	70

The Roy City Water Department reported that the water distribution system is in generally fair condition with occasional, but manageable, leaks that are repaired as detected. Based on State Standards, the existing reservoirs were exceeding minimum storage volume requirements in 2019, when their most recent Water Conservation Plan was created. The City is planning an additional reservoir to adequately site a location and preserve land for future storage needs.

According to the most recent study in 2019, there have been regional, long-term trends toward lower ground water levels but the production capacities of the wells has not been impacted. Groundwater studies for the region indicate no significant long-term concerns about the viability, recharge, and capacity of the aquifer. Looking long-term, replacement wells may be needed to maintain the reliable supply, but new sources are not anticipated.

### Stormwater Management Infrastructure

According to Roy City’s Stormwater Management Plan (Updated January 2021), Roy City’s storm drainage facilities consist of curb and gutter, storm drain pipe, local and regional detention basins, ditches, and the Howard Slough. Runoff is generally collected by curb and gutter along roadways, and then conveyed by storm drains to detention basins and eventually outfalls that are directly tributary to the Howard Slough or to ditches that soon discharge to the Howard Slough.

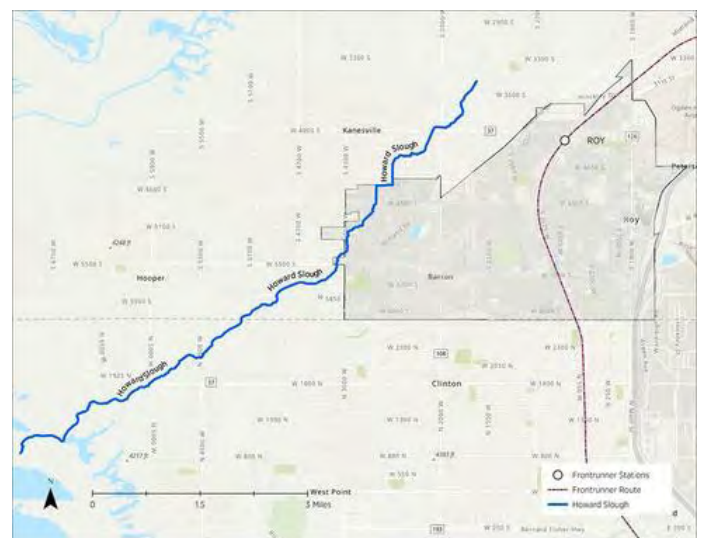


Figure 3.9: Howard Slough map.

The Howard Slough is the receiving waterway for stormwater runoff from Roy City, with the exception of several areas on the east side of Roy City and areas within HAFB that discharge to sumps or retention basins. Protecting and maintaining the slough channel through Roy City has been a priority for storm drainage management.

### Power and Communications Infrastructure

Roy’s electrical service is provided primarily by Rocky Mountain Power, and its fiber optics network is operated by various providers. Electric power and communications infrastructure is regularly upgraded to provide service to new development, as private companies stand to benefit from a larger customer base.



## Civic Space and Greenspace Profile



Figure 3.10: George E Wahlen Park

### Green spaces in the station area are the Denver and Rio Grande Western Rail Trail and George E. Wahlen Park.

The rail trail roughly bisects the station area at approximately a 60-degree angle. The trail extends from Hinckley Drive in Roy to W. 400 N. in West Bountiful, spanning Weber and Davis Counties. It is a wheelchair-accessible, asphalt-paved trail for the entire distance and provides for outdoor activities including cycling, inline skating, and walking. Pedestrian access from the station is along 4000 S, due west of the railroad tracks.

George E. Wahlen Park, located at 4200 S 2175 W, is open year-round to the public. The park is owned and maintained by the Roy Recreation Department. Wahlen Park spans 12.68 acres and contains numerous facilities including:

- Tennis courts
- Multipurpose basketball / tennis court
- Triplex T-Ball field
- Large pavilion (Bower)
- Splash pad
- Playground; and a
- Walking trail

The park's playground was recently replaced, and numerous parking facilities are spread throughout the park. George Wahlen Park is accessible by foot, bicycle, and vehicle from the station by way of 4000 S and 2175 W St.

**The Southwest Branch of the Weber County Library System, located at 2039 W 4000 S, is the one civic space in the station area.** This facility also contains the Black Box Theatre (auditorium) and an outdoor theater along the southern façade of the primary structure.

The library is accessible by foot, bicycle, and vehicle from the station by way of 4000 S.

### Public and Private Space Utilization

Aside from the civic and greenspace, other semi-public spaces include North Park Elementary School and the Roy Frontrunner station facilities. All other space in the station area is privately held and maintained.



## Regulatory & Legislative Review

**Stakeholders identified Chapter 13 of the Roy Zoning Code and Utah State Code § 10-9a-403.1 as being pertinent to the development of the Roy City station area plan. Summaries of the two documents are below.**

### Zoning Code

The Frontrunner Roy station encompasses numerous zoning districts including: Station North; Station South; Station Central; RE-20 Residential Estate; R-1-6 Single-Family Residential; R-1-8 Single-Family Residential; RMH-1 Residential Manufactured Home; and a sliver of LM Light Manufacturing. Nearly all of the land besides that zoned Station North, South, and Central is already developed. Therefore, this Plan is principally concerned with these three districts, all classified as mixed-use districts, regulated by Chapter 13 of the Roy Municipal Code.

As stated by the Code, the purposes of the “chapter are to:

- Assist in the fulfillment of the goals, objectives and policies of the Roy City General Plan and any amendments thereto;
- Stimulate the economy and City revenue by attracting, encouraging and incentivizing, new and existing business, investments, and redevelopment;
- Provide a maximum choice in the types of environments for commercial, employment, and residential uses and facilities; and
- Recognize the existence of areas with unusual development needs or opportunities requiring unique development standards.”

Chapter 13 defines uses by whether they are permitted, permitted in upper stories only, permitted with development standards, require conditional use approval, or not allowed. The Code also regulates building types, open space types, landscaping, and parking.

Regarding building types, the Station Central district allows the following: storefront buildings, general stoop buildings, civic buildings, and row buildings. Station North allows general stoops and row buildings. Station South allows row buildings. Each building type has standards regulating building sitting, height, uses, street façade requirements, and roof type.

Highlights of the four building types allowed in the three districts include:

	<b>Station Central</b>	<b>Station North</b>	<b>Station South</b>
<b>Row Buildings</b>	- Max. Height: 60’ - Max. Density: 25units / acre	- Max. Height: 60’ - 1100’ south of Hinckley Drive, the max. height is 35’	- Max. Height: 35’ - Max. Density: 18 units / acre
<b>General Stoop Buildings</b>	- Max. Height: 60’ - Max. Density: 25 units / acre - 20’ setback along 4000	- Max. Height: 60’ - Max. Density: 25 units / acre - 1100’ south of Hinckley Drive, the max. height is 50’	-
<b>Civic Buildings</b>	- Max. Height: 60’	-	-
<b>Storefront Buildings</b>	- Max. Height: 60’ - Max. Density: 25 units / acre - 20’ setback along 4000 S	-	-

Table 1: Title 10 Chapter 13 building types and development standards

Zoning regulations laid out in Chapter 13 will govern the recommendations of this plan.



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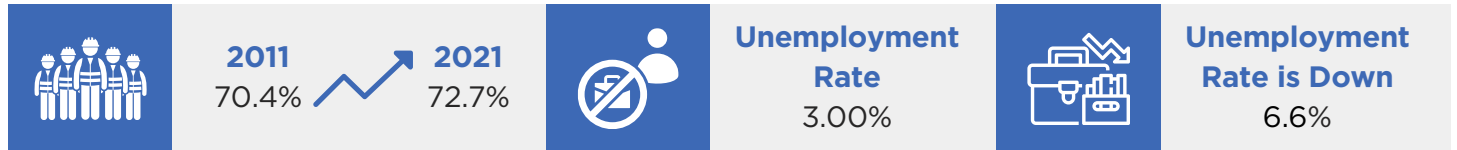
**ECONOMIC  
CONDITIONS**  
& MARKET TRENDS

# ECONOMIC CONDITIONS AND MARKET TRENDS



## Employment

Among residents aged 16 years and over, 20,898 are in the civilian labor force and experience an unemployment rate of 3.0%. The unemployment rate is down from 6.6% in 2011 due to the national rebound from the Great Recession. Roy City’s labor force participation has increased from 70.4% to 72.7% from 2011 to 2021.

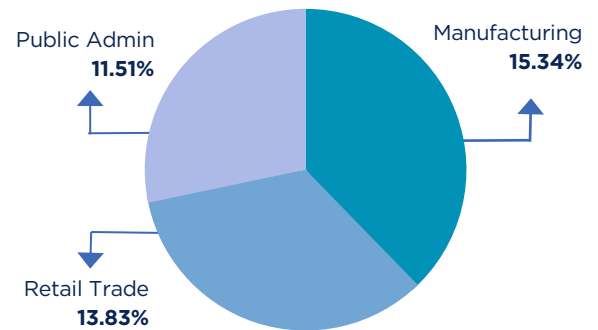


Of the civilian employed population aged 16 and over, the following NAICS sectors are ranked from most common to least common for industry employers. In the below table, the median earnings in Utah for the respective industry for the past 12 months are listed in the right column, including part-time and full-time employees. These figures do not include individuals who work inside the county and live elsewhere, but rather only those living in the county.

EMPLOYMENT BY TYPE			
Industry	Jobs	%age	Utah Median Earnings
Manufacturing	3,110	15.34%	\$46,094.00
Retail trade	2,804	13.83%	\$27,113.00
Public administration	2,335	11.51%	\$57,592.00
Health care and social assistance	2,026	9.99%	\$35,430.00
Educational services	1,248	6.15%	\$34,301.00

Table 4.1: Employment Breakdown by Industry Type

The three most common sectors in Roy City are manufacturing (15.34%), retail trade (13.83%), and public administration (11.51%).



EMPLOYMENT BY TYPE			
Occupation	Jobs	%age	Utah Median Earnings
Office & admin support occupations	3,110	15.29%	\$31,211.00
Production occupations	2,577	12.71%	\$35,869.00
Sales and related occupations	1,889	9.32%	\$34,639.00
Business and financial operations occupations	1,537	7.58%	\$58,627.00
Management occupations	1,168	5.76%	\$71,842.00

Table 4.2: Employment Breakdown by Occupation

The ACS also provides estimates as to which occupations residents hold. The figures below represent the number of Roy residents employed in each respective occupation. In the column on the right are the Utah median earnings in the past twelve months for each respective occupational category, including part-time and full-time employees. The three most common occupations in Roy are office and administrative support occupations (15.29%), production occupations (12.71%), and sales and related occupations (9.32%).



## Retail Sales Leakage Data

A Claritas Retail Market Power report was run on December 26, 2022 for 0.5, 1, and 2-mile radii around the Frontrunner Roy station at 4155 S Sandridge Drive. The full results of this report can be found in the Appendix.

Within the half-mile radius of the station area, it is not recommended to have auto-oriented businesses, i.e., gasoline stations (NAICS 447), motor vehicle and parts dealers (NAICS 441), and non-store retailers (NAICS 454). Therefore, this Plan does not recommend the development of new auto-oriented businesses within the half-mile radius regardless of demand. It is also important to consider that: the half-mile area indicates one is more likely to walk; the one-mile area indicates one is more likely to use a bicycle, e-bike, or another form of light individual transportation (LIT); and the two-mile area indicates one is more likely to drive.

The only NAICS sector within a half-mile radius of the station to have a surplus supply currently is NAICS 445 - food and beverage stores. The one sub sector within NAICS 445 to not have a surplus supply is NAICS 44512 - convenience stores.

**The five (5) retail sectors with the largest gaps within a half-mile radius (excluding NAICS 441, 447, and 454) are the following:**



These five sectors are best positioned for pedestrian-oriented development within the station area with features such as limited parking, enhanced light individual transportation (LIT) infrastructure, and street-facing entrances. Considering that pedestrians and LIT users are unlikely to be able to carry more than twenty (20) pounds of goods home, the goods / services provided by these retail establishments must be consumed on-site or light enough for non-motorists to transport home. For example, a garden supply store may sell small plants and light garden supplies, or a furniture store may be a showroom that primarily offers delivery.

Similarly, the five (5) retail sectors with the **largest expected compound annual growth rates** from 2023-2028 within a half-mile radius (excluding NAICS 441, 447, and 454) are the following:





These five sectors are best positioned for growth within the station area. Similar to the previous section, these retail establishments should ensure accessibility for pedestrians, mobility aid users, and LIT users.

NAICS SUBSECTORS WITH THE LARGEST OPPORTUNITY GAPS WITHIN A 1 MILE RADIUS			
NAICS Category	2023 Demand (\$)	2023 Supply (\$)	Opportunity Gap / Surplus (\$)
Full-service restaurants (NAICS 722511)	12,135,700	1,072,115	11,063,586
Pharmacies and drug stores (NAICS 44611)	10,871,790	316	10,871,474
Warehouse clubs and supercenters (NAICS 452311)	21,892,024	11,534,635	10,357,389

Table 4.3: Largest Opportunity Gaps by NAICS Subsector

Each NAICS sector has significant variation within, both in terms of market demand and compatibility with the station area design. Stakeholders should seek to recruit retail tenants that have gaps in supply, have positive growth outlooks, and foster pedestrian activity.

### Market Data

The following 2021 market data for Roy City is provided by EASI Demographics. While this data represents residents and visitors, there is no best way to determine what percentage is non-resident spending. Therefore, this analysis will break it down by the number of households in Roy City - 12,912 households as of 2021. Total consumer expenditures in Roy City are similar to state and national spending habits across all categories with 0.5% variation at most for the housing and transportation categories. This variation is negligible but points to lower housing costs and higher transportation costs than state and national costs.

TOTAL CONSUMER EXPENDITURES (THOUSANDS)					
Category	Expenditure	\$ Per Household	% of Total	UT %	US %
Total annual expenditures	\$1,009,319,000	\$78,169.03			
Food	\$129,698,000	\$10,044.75	12.9%	12.8%	12.7%
Housing	\$322,376,000	\$24,967.15	31.9%	32.0%	32.4%

Table 4.4: Consumer Expenditure Metrics



Image: Active Transportation and Transit Vision



## Market Trends and Opportunities

Currently the trade area supporting the Roy station area is demonstrating unique attributes and opportunities. Each of these items is impacting the overall viability of site development to meet a maximally productive or civic use. While there are a variety of opportunities available, it is important to also identify applicable trends that will provide a sustainable community long-term. To aid in this, we are providing a series of market trends and their corresponding opportunities:

MARKET TRENDS AND OPPORTUNITIES		
MARKET TREND TYPE	MARKET TREND EXPLANATION	CORRESPONDING OPPORTUNITY
<b>Missing Material Possession Spending</b>	Trends in recent expenditures are demonstrating a desire to provide more expenditures at local establishments. This trend provides opportunities for expanding local entrepreneurship, while providing additional tax revenue for the community.	There is opportunity for expenditures in retail and service based NAICS codes.
<b>Dining Establishments</b>	Dining establishments are changing from long-tenure establishments to fast casual, providing increased opportunities for counter-service or other facilities that are offering a more time- or lifestyle-sensitive options.	The corresponding opportunities for this include providing dining establishments, which are reported as 10.16% undermet within a 1 mile radius.
<b>Convenience and/or Necessity Purchases</b>	Convenience stores are rising in popularity as an “old fashioned neighborhood market”. These locations serve as a facility for quick purchases of necessity items.	This opportunity corresponds to a 94% leakage within a half-mile radius and a 89.2% leakage within a one-mile radius. This demonstrates a dire need for commodity purchases locally.
<b>Moderate Housing</b>	Moderate housing (up to \$300,000) is an elusive typology that many municipalities are attempting to achieve as an effort to solve the current housing issues in the Wasatch Front.	Currently, Roy City and the surrounding area is underserved in moderate housing that will meet the needs of a diversifying socio-economic group within the City.
<b>Missing Middle Housing</b>	Over the past decade, there has been an effort to provide more affordable housing, and more single-family detached dwelling units. This lack of variety is causing undue hardships for young families who have outgrown current situations or desire further options.	Missing middle housing is currently offered in limited quantities within the City, causing families and professionals to move to surrounding areas to meet their needs for personalized housing choices.
<b>Walkable Shopping Districts</b>	Walkable shopping districts are growing in popularity, primarily due to their 75% increase in expenditure capture over standard shopping malls or auto-centric facilities.	Due to the site topography and land-locked status, the entire development site would serve as a destination or walkable community, meeting most necessity purchases and some desired purchases.

The Frontrunner station within Roy can help facilitate all of these missing or underserved areas, while also conforming to current trends. This is due to the unique availability of location, site topography, and high ridership. Through the implementation of these trends, the community would be able to provide the region with a small-scale development example of TOD or transit friendly development, designed with the person first, and ROI second.



05

**PREVIOUS PLANS**  
& REPORTS



**Roy City has been a part of a variety of planning efforts throughout the years.**

Though each plan has a different area of focus, there are many common goals and ideas that are seen within many of the previously adopted planning documents. There is a common goal to implement high-density / transit- oriented development in the area surrounding the station area. Mixed-use development and multimodal connectivity are two of the identified methods needed in order to successfully implement this vision.

- **Concentrate development and redevelopment near the city’s core and transit.**
- **Protect and enhance neighborhoods.**
- **Encourage neighborhood identity and self-expression.**
- **Create a cohesive city made up of distinct neighborhoods, nodes, places, and destinations.**
- **Connect the city through efficient, multi-modal transportation.**

The General Plan’s vision recognizes the significance of the city’s history, green infrastructure, diverse housing options, safe and sustainable transportation, vibrant neighborhoods, and distinct character. Combining these assets, the plan envisions the Frontrunner station area as a major mixed-use community node, with specific elements to support station area development, such as boulevards, on-street parking, shared e-bikes and e-scooters, hybrid codes, and diverse housing options. As shown in the 2023 GP Future Land Use Map, the majority of the station area is designated for station mixed-use and single-family residential use.

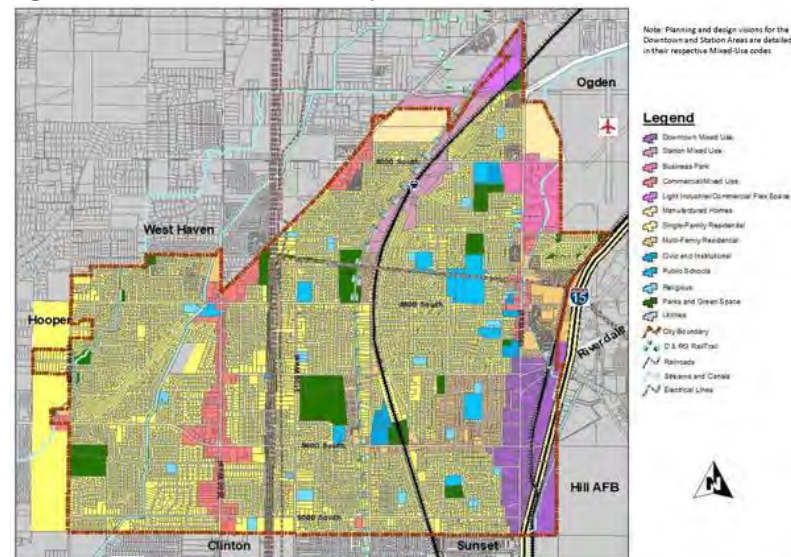
**General Plan (2023)**

The 2023 General Plan is the first update since the construction of the Frontrunner station. The plan details the City’s existing conditions, analyzes issues and opportunities, and identifies a common vision and direction for Roy. Highlighting that the City has nearly built out all available land, the plan identifies strategies to promote a high quality of life in the City while continuing to allow for growth.

A thorough public input process led to the identification of eight principles to guide future growth in Roy. These principles are intended to intertwine and work together to shape recommendations and projects for the City for the next ten to twenty years.

- **Build upon the city’s established history, patterns, and character.**
- **Leverage the positive aspects of a built-out city.**
- **Create an attractive and easy-to-navigate downtown.**

Figure 5.1: Current Future Land Use Map





## Transit-Oriented Development (TOD) Design Guidelines (2014)

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**There are three main goals UTA identified in the Transit-Oriented Development (TOD) Design Guidelines.**

**Increase ridership.** Increasing development is one way to accomplish this. There is flexibility related to use and density of this development and it could come from commercial, residential or mixed-use uses.

**Optimize developable land and support regional growth visions.**

The design guidelines support land use that reduces the negative growth impact of development. It references the Envision Utah goal of accommodating 33% of future development on 3% of available land and the Wasatch Choice 2040 goal of developing higher density centers and corridors serving high-capacity transit.

**Generate revenue.** A suitable return on development is required to continue providing effective and efficient transit operations. The continued success of transit is necessary for the long-term viability of transit-oriented development.

The outlined design guidelines are broken into two categories. Some guidelines are a requirement for development while others are more conceptual and open to some flexibility as long as the overall intent of the guideline is still met. Additionally, critical infrastructure for the transit system needs to be maintained within the design and the transfer between rail and bus transit needs to remain safe and convenient.

Increasing connectivity within design is identified as an important way of accomplishing the TOD design guideline goals. The design guidelines discuss pedestrian, bicycle, automobile, and transit connectivity needs and explains how multimodal connections are necessary for the successful implementation of high-density development.

Pedestrians and cyclists need to feel safe while walking throughout the area. Narrow streets laid out in a grid system with short blocks allow pedestrians to easily navigate from start to end point. Providing wider sidewalks, shared-use paths or designated bikeways and bicycle parking are ways to encourage cyclists to travel through the area. Limiting driveways, adding buffering, trees, scaled lighting, furniture and wayfinding signage are all ways to increase usage and increase safety.

Automobiles should also still be able to navigate through the area. It is important to design for safe and efficient drop off sites at transit stations and to provide park and ride locations for those utilizing transit. At each station or transit facility, design elements are needed to ensure users can easily switch from one mode to another. Future capital projects at these facilities should also be considered when development is occurring.



## Wasatch Choice 2050 (2016)

The plan focuses on the need for economic and housing revitalization as the population of the 4-county region and state continues to grow. Each goal addresses the need to provide transportation options, affordable housing and open space and the interrelatedness of these topics. Having efficient, interconnected systems within the community reduces expenditures and increases overall affordability for residents.

The importance of transit options is highlighted throughout the plan. Communities with well-planned transit-oriented development are likely to be walkable and attractive, provide housing and employment opportunities and provide multiple transportation options. People are more likely to walk and bike in areas where the trip from starting point to end point is short and when streets are well connected.

Housing within these mixed-use centers should be affordable and available to people at all life stages. Employment opportunities increase as businesses seek communities with affordable housing near work, efficient transportation, strong educational facilities, a vibrant urban core and recreational opportunities. Collaboration within the region is necessary in order to make the Wasatch region competitive with regions across the country.



Figure 5.2: Active Transportation and Transit Vision

## Focus Roy Station Area Plan (2017)

The 2017 Roy station area plan outlines many goals for the redevelopment of the area directly surrounding the Roy FrontRunner transit station.

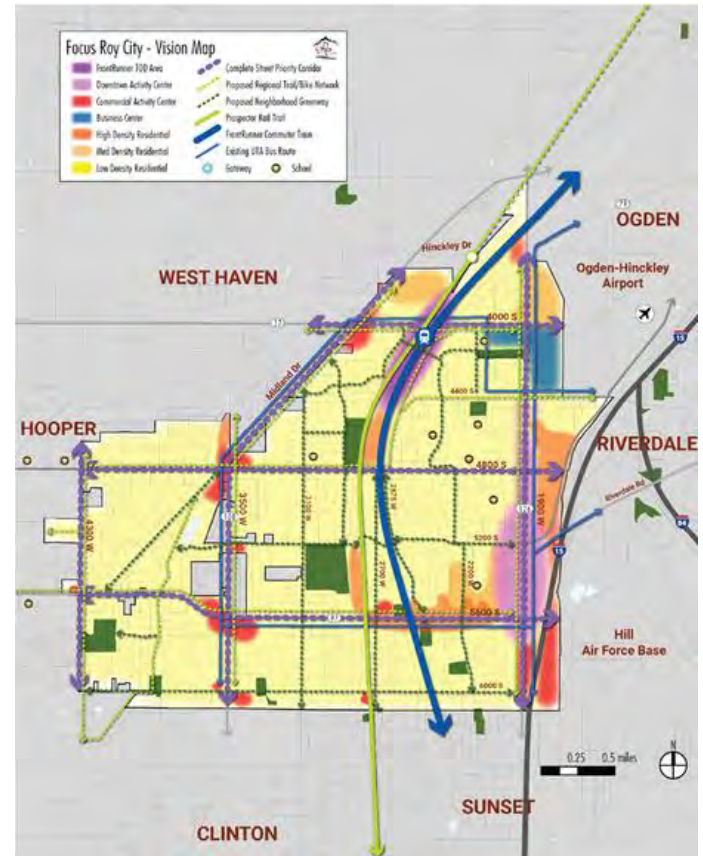


Figure 5.3 Focus Roy Map

The area is currently made up of a significant amount of vacant and underutilized land which provides a relatively blank slate to develop a transit-oriented community. The addition of mixed-use retail, dining, entertainment, etc. within the station area will make Roy City a regional destination for surrounding communities. Roy City will need to work with UTA to ensure that the area meets the criteria to implement this type of development with available land, public and political support, accessibility, and market support.

In order to implement transit-oriented development within this area, the plan identifies the need to create a more connected and efficient street network to move all modes of transportation throughout the station area and City as a whole.



There are currently limited local connections to the station Area and recreational opportunities. In order to increase inter-city connections, the plan recommends promoting high-density transit-oriented development surrounding the station, encourage building heights of 4 - 5 stories with active ground floor commercial uses and upper floor mixed-income housing options, providing access to the Denver and Rio Grande Rail Trail, and creating a highly walkable and bikeable area with wide sidewalks, shared-use paths and wayfinding signage to make rail and bus transportation accessible for all users.

## Transportation Master Plan (2018)

**The importance of regional connection is a theme throughout the Transportation Master Plan.**

The plan predicts an increase in roadway usership, both on major roadways and local roads in the future and discusses the various methods that will need to be implemented to ensure continued safe and efficient travel. The benefits of roundabouts and signalized intersections are discussed along with various traffic calming measures. Additionally, the plan recommends the expansion of alternative transportation methods and encourages facilities along the boundary of the City be considered in order to ensure seamless connection with surrounding communities.



Figure 5.4: Active Transportation and Transit Vision

In order to successfully redevelop the Roy station area, connectivity within the area and City as a whole will need to be addressed. The plan calls for improvements to be made to the bicycle, pedestrian and multimodal transportation system. The implementation of higher density residential and/or commercial development within the station area will increase the need for these alternative transportation methods. An inventory of current conditions, barriers and missing connections will need to be completed before the phased implementation of facilities and routes. The ability to easily switch between modes of transportation is another consideration identified within the plan.



## 2015 Hill Air Force Base - Falcon Hill Master Plan

**The Hill Air Force Base is directly east of downtown Roy.**

The base is a major job center for the area. It employs 16,000 civilian employees and 5,000 military personnel. In addition to military operations, the base is planning to develop 74 acres with mixed-use development containing retail, office, flex space and hospitality services. This development will take place in 4 phases. This development will be located within close proximity to downtown Roy.

## Ogden / Hinckley Airport Master Plan (2020 Draft)

**The majority Ogden-Hinckley Airport (OGD) is located just outside of Roy City, however, a small portion of the perimeter fence is within the City.**

Despite the majority of the airport being outside of Roy, improvements and changes to operations at the airport have an impact on the City. The airport is an important regional air transportation asset. Its 720 acres accommodate travel from small/private aircraft, business travel, cargo and military operations and commercial flights.

In 2017 OGD had 20,324 enplaned passengers. The report outlines a number of different forecasting models to predict future usership. The preferred forecast estimates that the number of passengers will grow to 26,007 in 2023 and 32,196 in 2038. This will likely be supported if population and business continue to grow in the region.

The plan outlines several design alternatives for renovation and expansion at the airport. Several of the alternatives call for land to be acquired and developed with a FrontRunner transit station or other compatible commercial or hospitality service development.

## Moderate Income Housing Chapter (2021)

**The Moderate Income Housing Report of 2021 outlines that a preferred 10%-20% of units built on CRA properties should be affordable. This is identified in the general plan ,chapter 4. Many of the goals in this chapter are related to increasing available housing within the station area surrounding the FrontRunner transit station.**

One goal is to amend zoning regulations to allow for higher density and/or moderate income housing within commercial and mixed-use areas. This type of development should be encouraged in close proximity to major transit investment corridors, such as the station area. Another amendment would be to modify parking requirements in transit-oriented development areas and provide incentives for the development of low and moderate income housing units. There have been good conversations about this goal related to a couple sites within the station area.

The report also outlines ways that the City can reduce fees or provide financial incentives for developers who provide moderate income housing options. Reducing impact fees, permitting costs and other expenses will reduce the cost of overall development thus reducing the overall cost of each unit. City departments would need to review fees related to this kind of development and Council would need to approve the updated fee schedule. The City could also apply for grants or partner with an organization who applies for affordable housing program grants.



06

**MARKET CONDITIONS  
& GAP ANALYSIS**



When planning a community node, it is essential to match the proposed development scenarios to the available or projected demand within the market. This includes projecting growth, development, and retail/service-based demands for up to 10 years. To conduct these projections, a detailed analysis of the historical and current data must be completed, learning about spending habits and growth while also matching them to external influences that drive critical events in the local ecosystem. Information in this chapter outlines this data about the station area.



## Historical and Current Revenue Capture Data

As the City of Roy has grown and developed, it has witnessed considerable changes over the past two decades. These changes have brought in a more diverse variety of housing and amenities, each imprinting on the residents. However, this growth has not been constant or uniform across all categories. Below is a chart that demonstrates the historical data, critical changes, and why it is impactful to the community.

HISTORICAL DATA/CRITICAL CHANGES				
Historical Figures	2010 Figures (municipal revenue capture)	2020 Figures (municipal revenue capture)	Witnessed Change (7-year annual average change)	Corresponding Opportunity
Non-Store Retailers	\$1,331,595	\$4,469,165	17%	This category of retailers has grown over the last decade, demonstrating the power of home-based businesses. However, as these businesses grow, they will need transitional or smaller spaces to facilitate their continual growth.
Construction	\$366,836	\$3,066,168	19%	Construction work (NAICS 2300) includes residential, commercial, and industrial construction. This increase demonstrates a category of services that is matching the development pressures locally.
Manufacturing	\$1,135,359	\$13,518,200	27% (171% increase reported from 2020 to 2021)	Manufacturing jobs appear to be in smaller to medium sized facilities, specifically providing necessary blue-collar jobs and growth in the middle class.
Wholesale Trades	\$5,000,000	\$191,496	26%	Wholesale trades are a vital backbone to a strong community, providing a necessary business-to-business transaction. This growth demonstrates many companies moving from smaller to medium-sized.



HISTORICAL DATA/CRITICAL CHANGES				
Historical Figures	2010 Figures (municipal revenue capture)	2020 Figures (municipal revenue capture)	Witnessed Change (7-year average annual change)	Corresponding Opportunity
Arts & Recreation	\$2,422,116	\$3,485,029	12%	Arts and Cultural revenue generation is the hallmark of a vibrant and locally driven economy. This NAICS code includes artist, musical, recreational, and other locally based businesses that support quality of life.
Food Services and Drinking Places	\$71,583,470	\$123,432,438	5%	As a community grows and densifies, it is vital that residents have ample opportunities for purchases of “food away from home” and this growth is on track for another percentage point increase in the tax year 2023.

Table 6.1: Historical Data and Corresponding Opportunities

All information represented above was historical tax collection statistics as reported by the Utah Tax Commission. The above-referenced figures demonstrate a community desirous to experience change, accepting of different viewpoints, and welcoming new residents. These critical factors are important to retain as the community grows and diversifies.

Utilizing them as core tenants of the station area plan will draw upon the values of the residents while paying homage to the history of the community.

## Missing GAPS

MISSING GAPS					Planning an area of higher-density development adjacent to a transportation node will always provide changes to an existing local ecosystem. Therefore, it is vital to incorporate a series of amenities or services that will provide the highest return on investment (ROI) and, more importantly, provide the community with an improved quality of life. These items are often represented on market data as a missed opportunity or GAP in services. This is denoted by a figure that is below the demand of the same.
Category	NAICS Code	Demand (2022 - 1 Mile Radius)	Supply (2022 - 1 Mile Radius)	Opportunity for Additional Capture	
Convenience Stores	44512	\$1,199,931	\$129,553	\$1,070,377	
Hardware Store	44413	\$1,074,224	\$44,155	\$1,030,069	
Pharmacy	44611	\$10,871,790	\$1,795	\$10,871,474	
Electronic Stores	443142	\$2,698,486	\$76,507	\$2,621,979	
Clothing & Accessory Stores	448	\$10,920,343	\$962	\$10,919,381	
Limited-Service Restaurants	722513	\$10,420,283	\$5,719,773	\$4,700,510	
Full-Service Restaurant	722511	\$12,135,700	\$1,072,115	\$11,063,586	

Table 6.2: Gaps in Services and Amenities



Identifying the missing gaps in services or amenities is only part of the equation. Building needs and statistics must also be reviewed for applicability to ensure they are a likely probability for inclusion into the station area. Below is a chart that outlines the applicability review determinations for each of the above categories.

MISSING GAPS				
Category	Population Minimum Threshold	Location Preferences	Signage Typology	Average Square Footage Required
Convenience Stores	10,000	Corner with high visibility	Free Standing and Building Mounted	5,000 - 7,500
Hardware Store	5,000	Near parking for deliveries	Simple building mounted	3,500 - 5,000
Pharmacy	5,000	High visibility	Free Standing and Building Mounted	7,500 - 10,000
Electronic Stores	15,000	Corners with large amounts of display or retail space	Internally lighted and window signage	2,500 - 4,000
Clothing & Accessory Stores	10,000	Retail window spaces	Building- mounted signage	7,500 - 10,000
Limited-Service Restaurants	5,000	Secluded or personal spaces off roadway	Building-mounted signage	3,000 - 5,000
Full-Service Restaurant	5,000	Secluded or personal spaces off roadway	Building- mounted signage	2,000 - 3,000

Table 6.3: Gaps in Services and Amenities

All information as represented above was reported from Claritas, Inc. This dataset is built from a variety of resources, including Census Data, Statistical Representations, and Sales Capture Information. All information must be verified for applicability before final determinations are made for actionable steps or council action.

## Projected Demand Growth

Just as crucial as identifying the GAPS in the current market expenditures are forecasted areas where future growth is projected. Depending on the location for a project within the City of Roy, there may be different projections due to access and proximity to critical external influences. For the station area plan, we reviewed an area of up to two miles from the proposed station area. Outlined below are the highlighted areas of growth as defined by two critical metrics, specifically the Utah Tax Commission and CoStar/Claritas Datasets:





## Utah Tax Commission

### Forecasts:

The Utah Tax Commission prepares “taxable Sales Reports” which create summation tables for all “sales and use taxes” collected by the City. Fortunately, the City of Roy is a city of significant enough size to have specific reporting statistics.

Information is gathered from submitted sales tax returns (monthly, quarterly, or annually), demonstrating a true and accurate representation of figures captured by business typology. The smallest range of dataset we could pull from the Utah Tax Commission is the entire City. The reported figures below are for the whole of the municipality.

### CoStar/Claritas Forecasts:

This dataset is more nuanced to represent detailed NAICS levels for retail-specific categories. These figures are reported as a 3%-5% margin of error, creating a matrix of highly reputable data that can be utilized to project future growth.

Information outlined above represents a series of retail establishments or end-user types that have an above average growth projected for the next five (5) years.

Other areas are projected to grow, but these were marked as the most important or impactful based on the GAP analysis. A full report of the findings and datasets is provided in the appendix section of this report.

TAX COMMISSION FORECASTS			
Category	7-year Average Annual Growth	2023 Revenue	2028 Revenue
Health Care & Social Services	10%	\$4,602,472.19	\$9,781,630.16
Transportation & Warehousing	17%	\$126,360.55	\$669,107.13
Retail - Appliance Store	8%	\$7,378,853.16	\$15,733,756.31
Manufacturing	9%	\$17,202,316.46	\$69,948,397.84
Hobby, Sporting Goods, Bookstores	4%	\$2,697,764.88	\$5,045,991.30

Table 6.4: Tax Commission Forecasting

Information outlined above includes a review of statistical tax revenue generation, forecasted into the future based on historical growth figures. Aggregate growth for seven years (average) was used to forecast growth over a period of five (5) years. Detailed tables are provided as an appendix to this report.

FUTURE GROWTH FORECASTS			
Category	Annual Growth Projection	2023 Revenue	2028 Revenue
Furniture Sales	3.98%	\$13,519,965	\$16,436,297
Electronics Stores	3.60%	\$8,178,784	\$9,760,882
Pharmacies	4.18%	\$32,902,913	\$40,375,000
Gas Stations	4.27%	\$54,425,025	\$67,084,544
Pet Supplies Store	5.03%	\$2,714,751	\$3,469,412
Limited Service Dining	3.42%	\$31,376,370	\$43,038,777
Toy, Game, and Bookstore	3.55%	\$2,516,260	\$2,853,706

Table 6.5: Future Growth Forecasting

*\*Copies of all projection and modeling are provided in the appendix section.*



## Void Analysis

A void analysis is performed by reviewing the existing area, documenting the location of surrounding similar businesses, and providing a numerical value to their likelihood of locating within the project area, based on a score out of 100. For this purpose, the review area was determined to be a search radius of a 7-minute drive. This determination was based on regional factors such as other economic generators, big-box store locations, and critical factors. The result of this process is a list of specific tenants and other service providers who may be interested in locating within the municipality based on the following parameters:

- Company development trends**
- Accessibility to untapped market demand**
- Proximity to other similar facilities**
- Community socio-economic characteristics**

Below is a map of the void analysis study area and a list of highest rated user types/businesses:

End-User	Probability Score (out of 100)
Mountain America Credit Union	91
Duluth Trading Company	79
Cricket Wireless/Boost Mobile	84
Planet Fitness	81
New Balance	73
Walmart Neighborhood Market	82
Sodalicious	89
Denny's	84
Dickey's BBQ Pit	81
Hungry Howie's Pizza	82
Champs Chicken	91
Ziggy's Coffee	91
Megaplex Movie Theater	84
GNC	81
Camping World	90

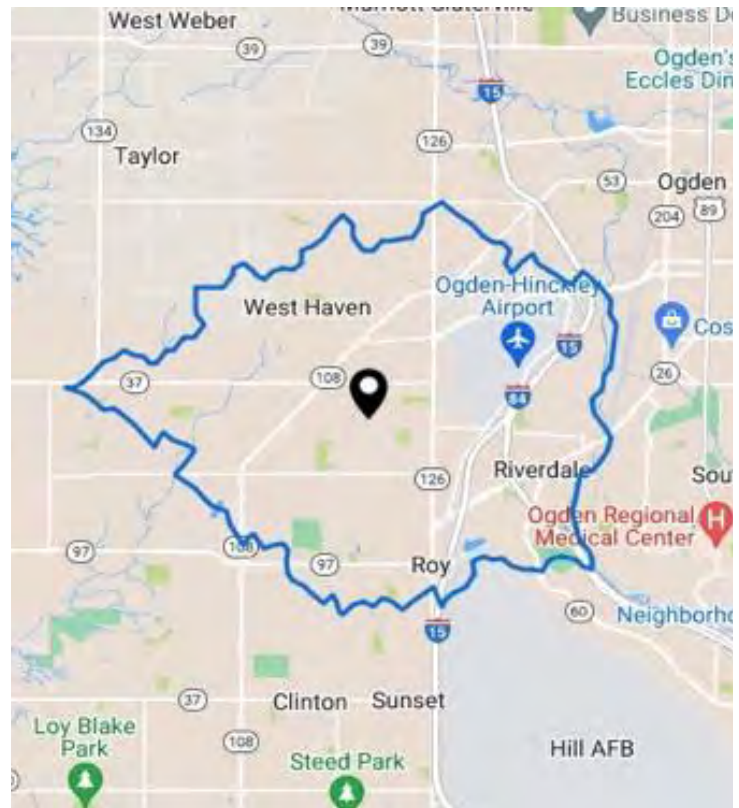


Figure 6.1: Void Analysis Map

The full void analysis report is provided in the appendix section. The information outlined above was end-users determined to be compatible with the overall station area development patterns, including size and access restrictions.

Table 6.6: Probability of End-Users



## Matching Probabilities

While many opportunities are available for the greater Roy area, the station area plan boundaries have a more limited set of opportunities. This is partly due to the topographic site constraints and ingress/egress limitations. Based on this, a short list of likely end-user typologies and their requirements is provided below:

MATCHING PROBABILITIES				
Category	Building/ Location Size	Preferred Location	Annual Revenue Per Business	Additional Notes
<b>Convenience Stores</b>	5,000 - 7,500	Close parking	\$1,750,000	General staples and purchases
<b>Small Scale Grocery</b>	7,500 - 10,000	Entry to development site	\$6,350,000	First floor location with potential for LED signage
<b>Limited-Service Dining</b>	3,000 - 5,000	Close proximity to RR crossing or platform disembarkment	\$1,300,000	Counter service type restaurants
<b>Hobby/Book Store</b>	2,500 - 4,000	Second floor over restaurant or cafe	\$950,000	Must be targeted with a specialty to the site demographics
<b>Full-Service Dining</b>	2,000 - 3,000	Areas with potential for outdoor dining	\$1,150,000	End-user type must be a regional amenity, not a copy of another
<b>Boutique/Niche Clothing</b>	1,5000 - 2,500	Smaller spaces with easy access and high visibility	\$800,000	Womens and mens clothing are underserved in the region
<b>Home Decor/ Decorating Stores</b>	1,500 - 2,500	Corner location for additional window space	\$1,000,000	Provide for a matching clientele, aged 20s - 30s
<b>Coffee Store/Bakery</b>	1,000 - 3,000	First floor under book or hobby store	\$975,000	Should be partnered with the hobby or bookstore

Table 6.7: Probability of End-Users in the Roy Station Area

All of the above elements are tailored to fit into a mixed-use or commercial area, drawing on the population present and forecasted. Through this symbiotic relationship, the Roy station area can become a regional destination known for its attractive attributes, with convenience of mass transit to regional employment centers.



07

**PUBLIC ENGAGEMENT**  
SUMMARY



## Overview

**Over the course of three months, the City of Roy developed the Roy City station area plan through a consultant-guided process.**

The process included engagement through three (3) in-person events, one-on-one stakeholder meetings, and public meetings including interactive maps and exercises. The community gave input on a future land use strategy and design considerations.

The project is centered around the Roy Frontrunner station, which has been identified in Focus Roy City (2017) as a key area for transit-oriented development within the City of Roy. Changes to the city zoning standards have been implemented to accommodate and encourage mixed-use development that supports this area as a potential regional destination in the station area.

## Area Stakeholders

A collection of project stakeholders were identified during the initial outreach planning, and invited to three (3) small group meetings to review their experience in the neighborhood, help guide the process, and review material for and drafts of the station area plan. These stakeholders included:

- ✓ The Utah Transit Authority (UTA)
- ✓ The Union Pacific Railroad Company
- ✓ Adjacent Landowners
- ✓ Property Developers

## Outreach

Intensive public outreach efforts were conducted over the course of three (3) months. These meetings included a combination of one-on-one meetings with both area stakeholders and the community to provide feedback and guidance for the station area plan. The outreach efforts were as follows:



Figure 7.1: Community Open House Events



<p><b>STAKEHOLDER MEETING #1</b></p>	<p><b>DATE</b> JANUARY 04, 2023</p> <p><b>LOCATION</b> CITY OF ROY MUNICIPAL CENTER</p>	<p>The first meeting was both to introduce the impetus of the station area plan, as well as to gain insight into the opportunities and challenges present in the station area. With the goal of understanding the station area as it relates to the immediate neighborhood and the greater city, stakeholders voiced initial thoughts and considerations for the consultant team to carry forth during the development of the station area plan.</p>
<p><b>STAKEHOLDER MEETING #2</b></p>	<p><b>DATE</b> FEBRUARY 09, 2023</p> <p><b>LOCATION</b> CITY OF ROY MUNICIPAL CENTER</p>	<p>With the feedback from the first stakeholder meeting, a follow up meeting was organized to gather feedback from stakeholders on development typologies, and craft initial station area plan scenarios. This meeting established two preliminary scenarios of the station area and its associated development typologies. These two preliminary scenarios will be examined in the following sections.</p>
<p><b>COMMUNITY OPEN HOUSE</b></p>	<p><b>DATE</b> FEBRUARY 15, 2023</p> <p><b>LOCATION</b> CITY OF ROY MUNICIPAL CENTER</p>	<p>The community was invited to the City of Roy Municipal Center open house meeting on February 15th, 2023. Those in attendance provided additional feedback to supplement that of the stakeholders', and informed the consultant team what they felt would be most appropriate to see introduced in the station area.</p>
<p><b>STAKEHOLDER MEETING #3</b></p>	<p><b>DATE</b> MARCH 01, 2023</p> <p><b>LOCATION</b> CITY OF ROY MUNICIPAL CENTER</p>	<p>After identifying a preferred scenario for the Frontrunner station area plan through community feedback, the consultant team presented a draft of the station area plan pursuant to the input provided. This meeting served to gather initial feedback from the stakeholders for the coming iterations of the station area plan document.</p>



08

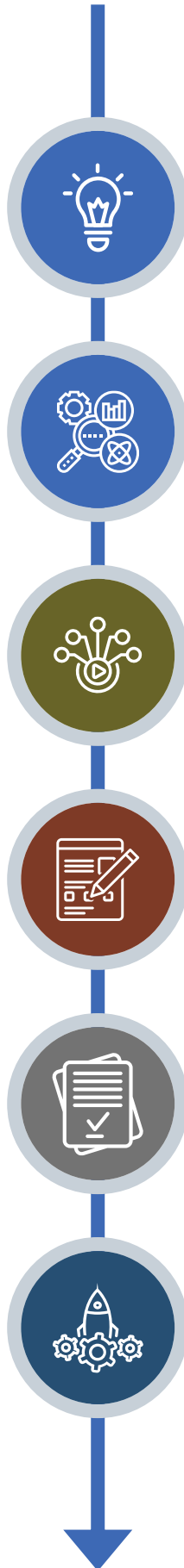
**SCENARIO PLANNING**  
PROCESS



# SCENARIO PLANNING PROCESS

Information outlined in this section is a highlight and overview of the scenario planning process that was utilized to help build a sustainable and community-focused station area typology.

This process was undertaken with public engagement and steering committee review, ensuring that the greater public good was met, while working within the defined parameters of the municipal code.



1

## IDEATION & INVESTIGATION

Working with Stakeholders to understand current conditions, visions & goals for the station area.

2

## MARKET RESEARCH & ANALYSIS

Understanding current conditions, missing services & projected growth in market analysis.

3

## SCENARIO DEVELOPMENT

Preparing scenarios, each providing a different final construction or development process.

4

## SCENARIO REFINEMENT

Fine-tuning results to balance market attainability & necessary community elements.

5

## PREFERRED SCENARIO PREPARATION

Preparing final scenario to outline layout, density & site development details.

6

## IMPLEMENTATION STRATEGY

Creating implementation strategies help to dictate overall look, feel & development of the station area.



## Initial Land-Use Scenario Methodology & Process

### Drafting Development Typologies

As mentioned above, the second stakeholder meeting was intended to introduce various development typologies to the stakeholders. These five (5) development typology categories were presented as individual boards, each being color-coded and showing visual samples of what these types of developments tend to look like and how they are organized (see Appendix). The five typologies are as follows:

01	02	03	04	05
COMMERCIAL	MIXED USE	MULTI-FAMILY	SINGLE-FAMILY ATTACHED (Townhomes)	SINGLE-FAMILY

Each development typology provided details of average levels of density, square footage of both residential units and commercial totals for the surrounding area, pursuant to Title 10, Chapter 13 of the Roy Zoning Code (RZC).

### Preliminary Scenario Plan

Stakeholders were then invited to interact with a gridded map of the station area. With game tiles color-matched to the development typologies, stakeholders were instructed to place tiles within the grid to show preferred development types along the station area (Figure X). Each type of tile provided information such as:

- Property Tax Potential**
- Projected Number of Jobs Created**
- Sale Tax Potential**
- Projected Square Feet of Development Typology Created**



**DRAFT SCENARIO #1**

Scenario #1 primarily focused on maximizing medium-to-high residential dwellings, with minimal implementation of mixed use development around the Frontrunner station. This would provide a small commercial base for the station area, but provides accessible transportation to a large number of residents.

**DRAFT SCENARIO #2**

Scenario #2 featured an urban core consisting of mixed use and commercial development in parcels within a short radius around the Frontrunner station, with high density residential dwellings sitting immediately adjacent to this urban core, and single family attached developments on the ends of the station area. This draft scenario would leverage the maximum buildout potential of the area around the Frontrunner station, and would prioritize higher density housing over lower density housing.

**DRAFT SCENARIO #3**

Scenario #3 featured a commercial core consisting of parcels just surrounding the Frontrunner station, with abutting medium-to-low density residential development types surrounding that core. This scenario encourages commercial opportunities, while also providing a transitional buffer for the single family residential areas east of the project site. High density residential development occupies the northern portion of the station area.

**DRAFT SCENARIO #4**

Scenario #4 replaced the previous commercial-only core with a mixed use development type. Surrounding residential development types remain the same. This scenario combines the transitional buffer between the existing single family residential neighborhood while incorporating a balance of residential and commercial development types surrounding the station.



Stakeholder Meeting



Draft Scenario #1



Draft Scenario #2



Draft Scenario #3

## Refined Scenario Plans

With draft scenarios completed, the consultant team guided the stakeholders through an exercise in visualizing what those station area concepts would result in. These results included a projected number of feasible residential units, retail and office square footages, as well as fiscal, accessibility, and walkability metrics. With this information, project stakeholders narrowed the options down to two (2) scenarios, which would later be brought to the public for consideration.

### Refined Scenario - Mixed Use

The Mixed Use Scenario is defined by a mixed use core within the parcels abutting the Roy City Frontrunner station, with a combination of retail, office, industrial, and residential uses. To bolster the accessibility to and vitality of this dynamic station area, there are a variety of residential development typologies to the north, east, and south of the mixed use core.

One of the main components of this scenario is that it runs most parallel to the anticipated development pattern and general vision described in Focus Roy City (2017).

The action plan made recommendations to create and adopt appropriate design and development standards consistent with a mixed use zoning designation, which has since been adopted in the municipal code. With minimal existing developments in the station area, the Mixed Use Scenario is projected to result in an exponential increase in the number of jobs, retail space, and housing available in the station area (see Appendix).

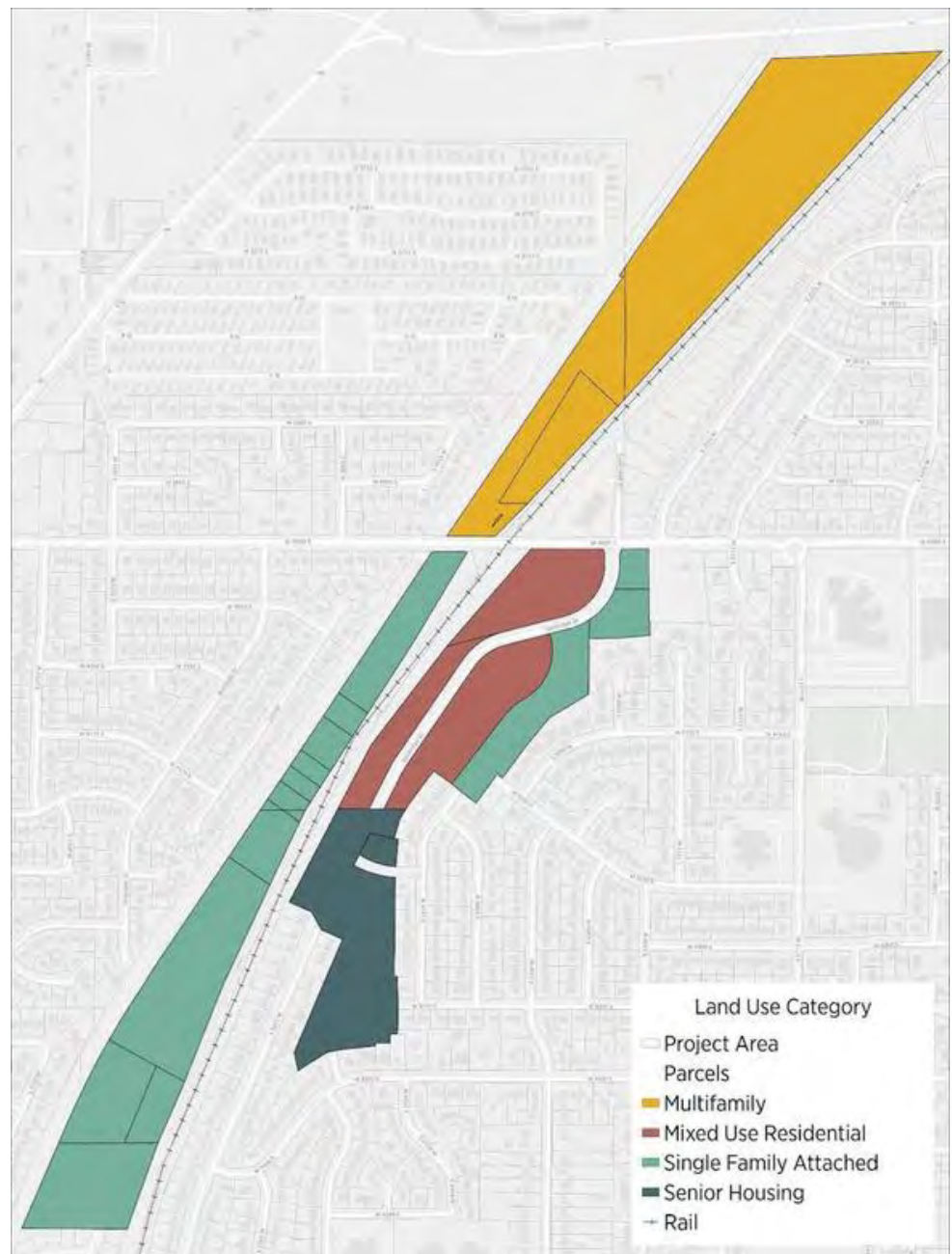


Figure 8.1: Mixed Use Scenario Diagram



## Refined Scenario - Commercial

The Commercial Scenario is very similar to that of the Mixed Use. However, the primary difference from the previous scenario is that the area immediately adjacent to the Roy City Frontrunner station would be utilized solely as a commercial district; no residential units would be integrated into the core of the station area. Additionally, the northernmost station area would feature higher and varying densities in multifamily housing, as opposed to a median number of apartment units across the entire northern station area.

These differences result in a noticeable change in the overall number of jobs and retail building square footage projected to be created in comparison to the previous scenario (see Appendix). However, there are marginal differences in the housing created, despite the greater density of residential units in the northern station area.

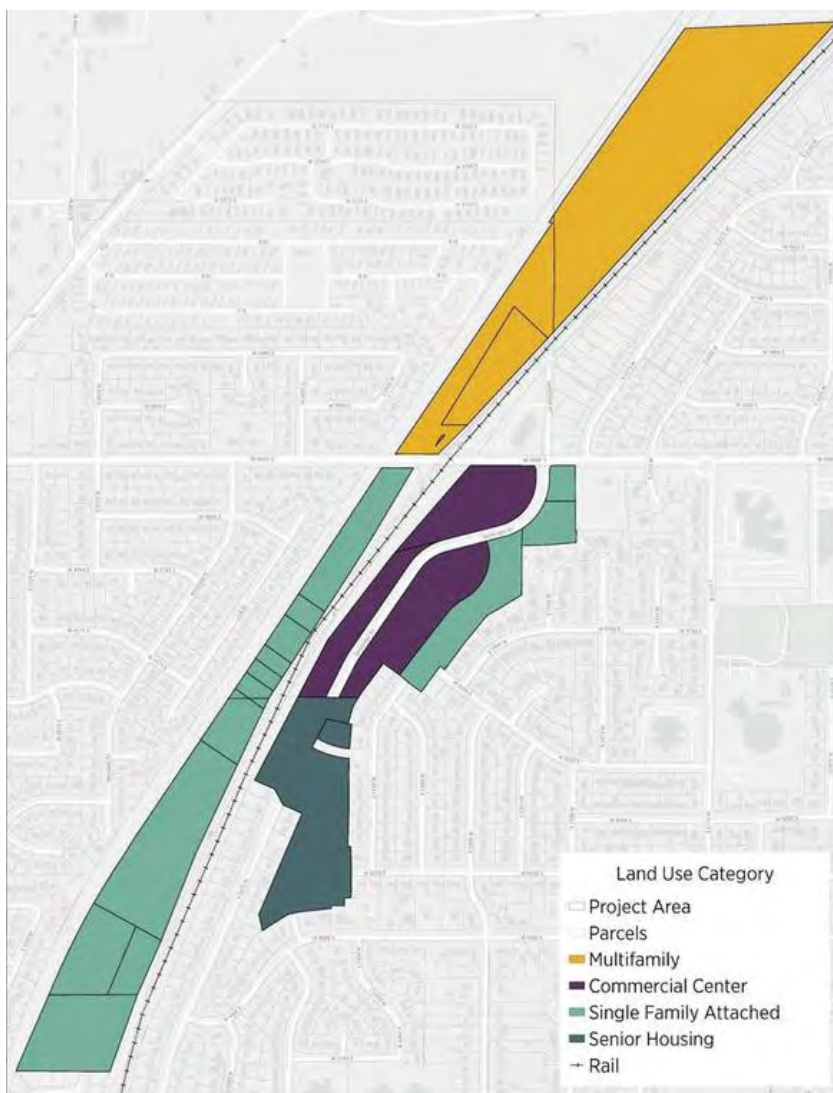


Figure 8.2: Commercial Scenario Diagram

## Community Feedback and Preference

Once these refined scenarios were developed in tandem with the stakeholders, the consultant team garnered feedback from the community of Roy City. The community was invited to the City of Roy Municipal Center open house meeting on February 15th, 2023. Those in attendance provided additional feedback to supplement that of the stakeholders', and informed the consultant team what they felt would be most appropriate to see introduced in the station area.

At the community event, participants were instructed to view the same development typologies previously presented to the stakeholders. Once familiarized, participants were guided to view the Mixed Use and Commercial Scenarios that were developed at the stakeholder meeting, and field questions or comments they may have to the consultant team.

With this information, participants placed a bead provided to them into a cup at one of the two scenarios, indicating their preference for what they would like to see around the Frontrunner station.

Feedback and exercise data indicated that there was a preference for the Mixed Use Scenario over the Commercial Scenario.



## Preferred Scenario Framework

### Summary

With the Mixed Use Scenario established as the community preference, the consultant team returned to develop a more granular projection of the site.

The below table is meant to illustrate the potential development that could be implemented within the Frontrunner station area, given the established development typologies.

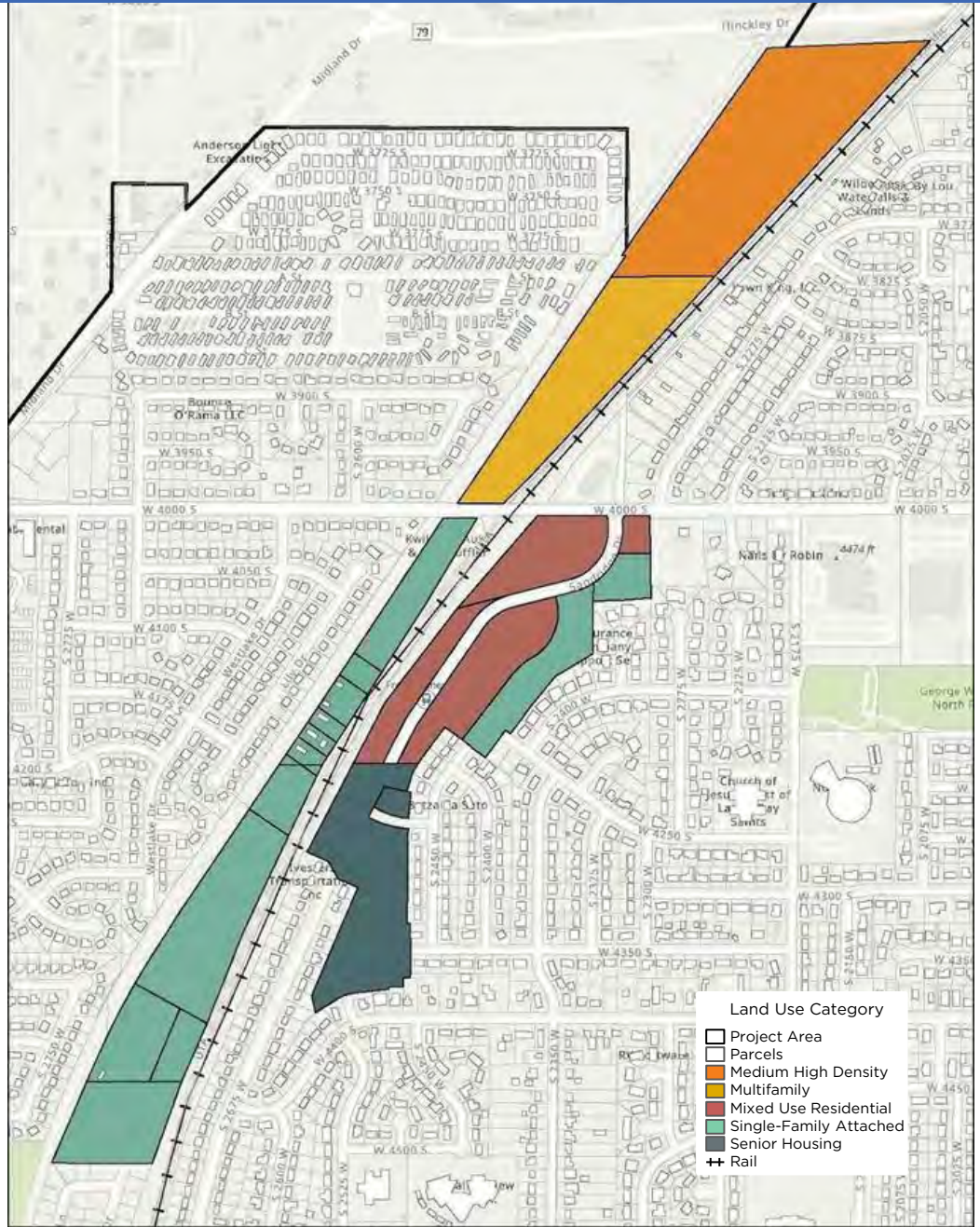


Figure 8.3: Final Preferred Scenario

FUTURE GROWTH FORECASTS					
Typology	Square Footage (Sq. Ft.)	Acreage	Residential Units	Retail (Sq. Ft.)	Office (Sq. Ft.)
Medium High Residential	827,702	19.0	665		
Multifamily	464,333	10.7	213		
Mixed Use	584,621	15.6	226	377,838	188,919
Senior Housing	464,557	10.7	192		
Townhomes	1,347,547	30.9	557		

Table 8.1: Growth Forecasts



## Scenario Typologies

### Refined Scenario – Medium High Residential

This residential style comprises attached, vertically, or horizontally residential properties. This product would allow for a maximum of 45 units per acre, including a 4-to-5 story structure with potential ground floor activities and standard construction types.

Details about the anticipated development type include:

Type	Avg. Sq. Ft. per Unit
Studio	500
1 Bed	750
2 Bed	1000
3 Bed	1250

### Multifamily

This residential style comprises attached, vertically, or horizontally residential properties. This product would allow for a maximum of 20 units per acre, including a 2-to-3 story structure with standard construction types.

Details about the anticipated development type include:

Type	Avg. Sq. Ft. per Unit
Studio	500
1 Bed	750
2 Bed	1000
3 Bed	1250

### Mixed Use

Mixed-use development provides a maximally productive development opportunity for the City while ensuring the proposed development provides an adequate tax base. This development style is a pleasant mixture of 3-to-5 story buildings set in a walkable, inviting atmosphere.

Details about the anticipated development type include:

Type	Avg. Units per Acre	Avg. Sq. Ft. per Unit
Multifamily Housing	45-50	800-1000





Type	Avg. Sq. Ft. per Acre	Sq. Ft. per Unit
Retail	30,000	Up to 10,000
Office	15,000	Up to 5,000

### Townhome

This residential style comprises attached, vertically, or horizontally residential properties. This product would allow for a maximum of 18 units per acre, including a 2-to-3 story structure with standard construction types.

Details about the anticipated development type include:

Type	Avg. Sq. Ft. per Unit
1 Bed	1500
2 Bed	1500
3 Bed	1500



### Senior Living

Mixed-use development provides a maximally productive development opportunity for the City while ensuring the proposed development provides an adequate tax base. This development style is a pleasant single floor living space set in a walkable, inviting atmosphere.

Details about the anticipated development type include:

Type	Avg. Units per Acre	Sq. Ft. per Unit
1 Bedroom	18	1,250





## Impact statement

As a result of the scenario planning process, a series of impacts were prepared to outline a potential impact that would be witnessed if the site were to be built to the densities/standards outlined above. This information is based on land-use scenarios and should be through architectural design development and construction estimating for further refinement.

## Space Analysis

Outlined in this section is a highlight of the anticipated densities, population/job growth, units to be created, and overall square footages by land-use typology.

SUMMARY SPACE ANALYSIS					
Land-Use Type	Total Residential Units By Type	Residential units Per Acre	Average Sq. Ft Per unit	Retail Sq. Ft Per Acre	Office Sq. Ft Per Acre
Medium High Residential	665	35	875		
Multifamily Residential	213	20	1,000		
Mixed Use	226	45-50	900	30,000	15,000
Senior Living	191	18	1,250		
Townhomes	556	18	1,500		

Table 8.2: Space Analysis of Preferred Scenario

PREFERRED SCENARIO			
Unit Type	Preferred Scenario		
Population	3,471		
Households	2,052		
Medium High Residential	827,701 sq. ft.	19.00 acres	665 units
Multifamily Residential	464,333 sq. ft.	10.66 acres	213 units
Senior Living	464,557 sq. ft.	10.66 acres	191 units
Townhomes	1,247,547 sq. ft.	30.94 acres	556 units
Mixed Use	679,536 sq. ft.	15.6 acres	702-780 units
Mixed Use Breakdown	377,838,154 sq. ft. (Retail)	188,919,077 sq. ft. (Office)	45-50 residential units per acre

Table 8.3: Building Typology Breakdown of Preferred Scenario



## Retail/Service Space Creation and Impacts

Outlined below are statistics about the overall retail or service based spaces that would be created through implementation of the preferred scenarios. This information is a further refinement of the above general data, not in addition to it. Additionally, the information outlined on this page provides a total consumption of land by building typology.

### PREFERRED SCENARIO BY THE NUMBERS

Square Footage of Building by Type	Square Feet
Retail Services Building Area	243,819
Restaurants Building Area	31,918
Arts & Entertainment Building Area	31,905
Accommodation Building Area	41,613
Other Retail Building Area	91,821
<b>Total Retail Building Area</b>	<b>443,077</b>

Industrial Sq. Footage	Square Feet
Transportation or Warehouse Building Area	8,500
<b>Total Industrial Building Area</b>	<b>8,500</b>

Job by Type	Preferred Scenario
<b>Total Jobs</b>	<b>1,493</b>
<b>Retail Jobs</b>	<b>845</b>
<b>Office Jobs</b>	<b>635</b>
<b>Industrial Jobs</b>	<b>13</b>

Office Sq. Footage	Square Feet
Office Services Building Area	85,085
Medical Services Building Area	137,729
<b>Total Office Building Area</b>	<b>222,813</b>

Table 8.4: Preferred Scenario By the Numbers

## Utility Consumption

Outlined below are the projected infrastructure and utility impacts, should the preferred scenario be built as outlined. This information is conceptual and provided to outline the potential resource growth or demand increases to municipal or utility systems. Further refinement and detailed design is required to provide finite numbers before construction or capital expenditures should be undertaken.

PREFERRED SCENARIO - WATER USAGE			
ANNUAL WATER USE IN GALLONS/YEAR			
	Residential	Commercial	Total
<b>Total (millions)</b>	24,892	57,018	87.16
<b>Indoor (millions)</b>	52.48	34.59	87.06
<b>Outdoor</b>	193,906	93,907	222,415
<b>Per Capita</b>	16,425.00	n/a	16,425
<b>Per Household</b>	29,565.00	n/a	29,565

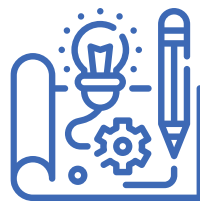
Table 8.5: Water Usage in Preferred Scenario

PREFERRED SCENARIO - ENERGY USAGE			
ANNUAL ENERGY USAGE			
	Residential	Commercial	Total
<b>Total BTUs/ year (Billions)</b>	108.464	66.604	164.97
<b>KW Hours/Year (Millions)</b>	13.997	11.54	24.18

Table 8.6: Energy Usage in Preferred Scenario

***Based on these conceptual land-use calculations, the community currently has ample capacity within the existing infrastructure systems to accommodate the proposed development within the station area plan.***

All information outlined in this section is conceptual. No information is based on construction documentation or detailed site design.



09

**SITE LAYOUT**  
& DESIGN

## Site Plan Overview

Outlined in this section are graphics and layouts that represent a potential build out scenario for the station area, based on the above outlined preferred scenario. The intent is to show where mixed-use, multi-family and owner-occupied units can be zoned.



This site plan gives a glimpse at the potential future of the station area. The main hub of mixed-use activity is concentrated around the FrontRunner Station, with higher density residential areas located in close proximity. The following pages include a more detailed overview of all the sections of the site plan. This is for illustrative purposes only.



## Southern Site Plan

The lower portion of the site plan features a community comprised of town homes and senior living units.

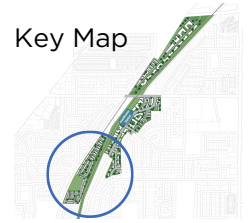
The town homes are accessed by relatively small travel lanes which maximizes the land available for more units, open space, and amenities.

On the eastern portion of this area are the senior living apartments. They have been integrated into the existing street network.

The location is closer to the mixed use center which provides more accessibility to available amenities and promotes a more independent lifestyle.



Key Map





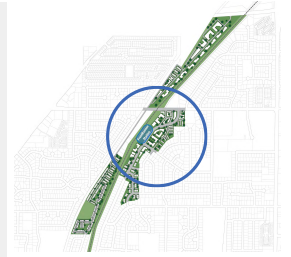
## Central Site Plan

Key Map

The central portion of the station area features a dynamic community driven hub with a variety of uses.

The public spaces should respond to the surrounding building types with an active streetscape and accessible public right of way. Likewise, the mixed-use buildings should create a strong identity for the station area, which can be achieved through proper orientation to the public space, and by embracing and indoor-outdoor relationship. In lieu of surface lots, shared parking features would accommodate both Frontrunner commuters as well as residents living in the mixed-use development.

This area also includes town homes on the eastern edge providing a transition into the existing single-family neighborhoods.



### Highlighted Design Items

- The existing station pad, boarding area, bus loop, and handicapped parking facilities are not proposed to change due to the unique topographic characteristics of the site.
- A detailed parking analysis or study will be required to ensure that current park and ride space allocations are built into the overall site development within structure or other surface lot locations.



## Northern Site Plan

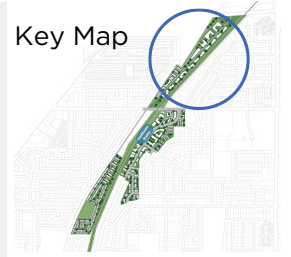
The northern portion of the site plan is comprised of varying sizes of apartment buildings.

This portion of the station area would account for the highest density in terms of resident capacity.

The higher density apartments would aid in increasing both housing availability and affordability, while being in proximity to public conveniences as a result of the mixed use surrounding the Frontrunner Station.



Key Map



10

**TRANSPORTATION**  
RECOMMENDATIONS, &  
ANALYSIS





## Transportation Analysis

**Much of the land surrounding the station is vacant or potentially underutilized, providing the City a relatively blank slate to envision a new, transit-oriented community that accesses a safe and efficient multi-modal transportation network.**

### Travel Demand Modeling

The travel demand modeling was performed using the latest version (v8.3.2, dated November 10, 2021) of the Wasatch Front Regional Council (WFRC) model. Roadway edits were made to include all key roadways proximate to the Roy FrontRunner station. Additionally, socio-economic data were reviewed and revised within the study area transportation analysis zones (TAZs) to reflect higher job and household densities proposed in the station area plan. Travel demand modeling was performed in Bentley Cube version 6.5.0.

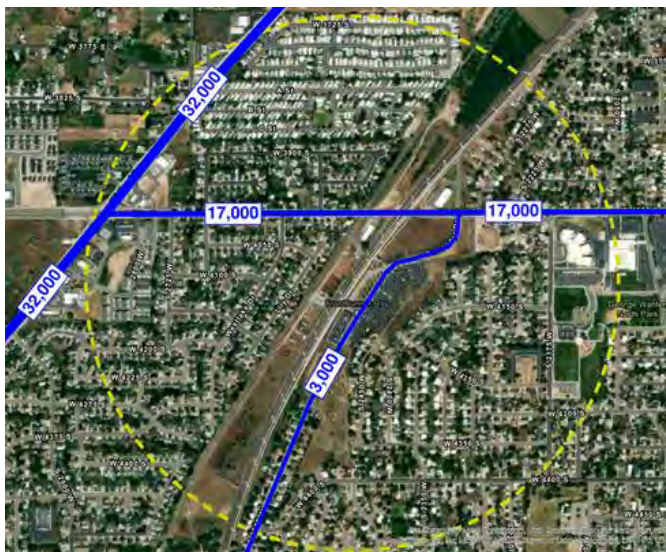


Figure 10.1: 2050 Annual Average Daily Traffic Projections

### Roadway and Intersection Vision

The figure below shows the projected roadway volumes in 2050 for all the major roadways in the station area from the travel demand model. The recommended cross section to handle the projected 2050 volumes along 4000 South is 3-lanes and Midland Drive is 5-lanes. With these improvements Roy will be able to maintain a Level Of Service D or better through the year 2050. It is also recommended that the primary intersection control along 4000 South be roundabouts rather than signals. Shown below is the proposed intersection control and roadway network configuration for the station area.



Figure 10.2: Roadway and Intersection Vision

**The recommended cross section to handle the projected 2050 volumes along 4000 South is 3-lanes and Midland Drive is 5-lanes. With these improvements Roy will be able to maintain a Level Of Service D or better through the year 2050.**



## Bike and Trail Network

The plan calls for these corridors to have improved connections to transit, as well as safety improvements. These improvements are summarized in the active transportation and transit vision.

As addressed in the City’s general plan, it is assumed a fully-connected system of on-street bike lanes and bike routes located on the local road system will improve the active transportation network.

Special attention should be paid to bicycle and pedestrian safety at major street crossings. Generally speaking, local streets, which have much lower speeds and are typically only two lanes, use crosswalks and variations on visibility enhancements. Collector streets have two or more lanes, accommodate more car traffic and have slightly faster speeds, requiring additional crossing tools with warning lights or crossing signals, for example. Due to their high traffic volumes and speeds, primary and arterial streets require full traffic signals or grade-separated crossings to ensure pedestrian and cyclist safety.

In intersections with high bicycle traffic and frequent and/or potentially unsafe conflicts with motorists, it may be helpful to include special pavement markings to define bicycle-motorist conflict zones and help cyclists move through an intersection.

## Transit Network

Current boardings at the Roy FrontRunner station were obtained from Utah Transit Authority (UTA) for the most recent period of data (2022) and from before Covid shutdowns (2019) to establish a baseline. The WFRC model was utilized to project percentage growth in boardings. The increased densities surrounding the Roy FrontRunner station, as described in this report, are expected to result in a 25% increase in boardings (610 daily boardings in 2050 with WFRC densities, vs. 760 with increased densities).

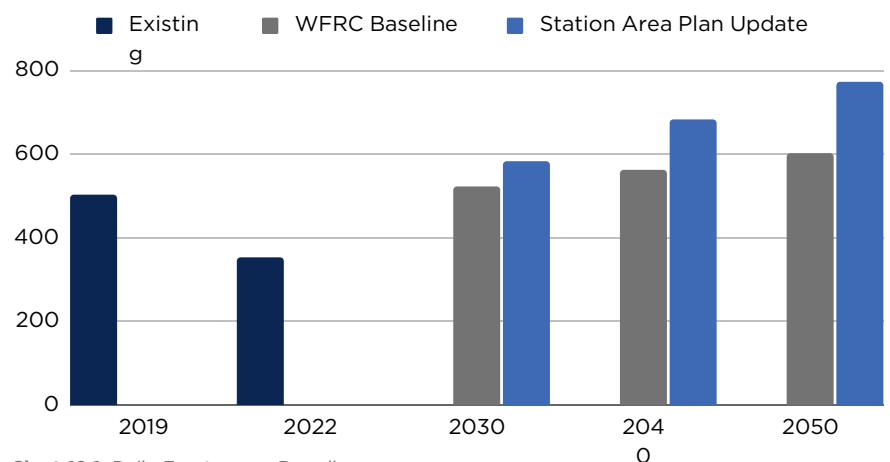


Chart 10.1: Daily Frontrunner Boardings



Creating unique wayfinding signage at transit stops and intersections that clearly define connections between transit, greenways, and major destinations, such as the OGD airport, Hill Air Force Base, the FrontRunner station, Downtown, and the Rail Trail. Thoughtful and unique design will contribute to the City's character and identity.

Improvements to transit stops along high-volume streets are critical to facilitate the efficient movement of traffic, for both the transit service and other vehicles. There are a number of transit stop types which may be implemented, but most relevant to Roy may be the use of pull-out bus stops, which provide a bay for transit to pull into the curb while boarding, and island stops, which keeps transit in the drive lane and loads passengers to and from an adjacent island.

## ADA Access

**Improving ADA access near a light-rail transit system is crucial for ensuring that all members of the community can utilize public transportation.**

Light-rail systems are an important mode of transportation for many people, including those with disabilities. It is important to prioritize the needs of people with disabilities in transportation planning to ensure that everyone has equal access to the services they need to live their lives. Ensuring that sidewalks and pathways leading to stations are accessible and free of obstacles can help ensure that people with mobility impairments can reach the station safely. The existing rail crossing at 4000 South is not suitable for use by people with disabilities, and is recommended to be improved by providing the necessary ADA ramps and sidewalk improvements for those needing to cross the tracks. Constructing and maintaining ADA ramps at all intersections in the station area is key to providing acceptable transit access for the disabled. It is essential ADA facilities, such as wheelchair-accessible ramps, lifts or elevators, tactile warning strips, audible and visual announcements, are provided at all transit stops in the study area.

## Complete Streets

**The goals and policies of the Roy Transportation Master Plan, the Complete Streets Policy, the General Plan, and this plan point to the need to balance the needs of the different uses of Roy's streets into a Complete Streets network.**

Complete Streets are streets that provide comfortable and safe travel for users of all modes, ages, and abilities. Streets are designed so that pedestrians, bicyclists, motorists, and transit users can travel along them comfortably, and can cross safely. Complete Streets are highly connected, and provide easy access to services.

Design elements of complete streets can include wide sidewalks, bike lanes, crosswalks, median pedestrian refuges, and enhanced transit stops. Elements such as street trees and landscaped buffers both beautify the space and make it more comfortable for pedestrians.

Converting 4000 South existing Right-of-Way (ROW) into a complete street will ensure the road does not need to be widened for vehicle traffic. Improvements will be made for bicycle and pedestrians making 4000 south safer for all users including the Roy FrontRunner Station users.



11

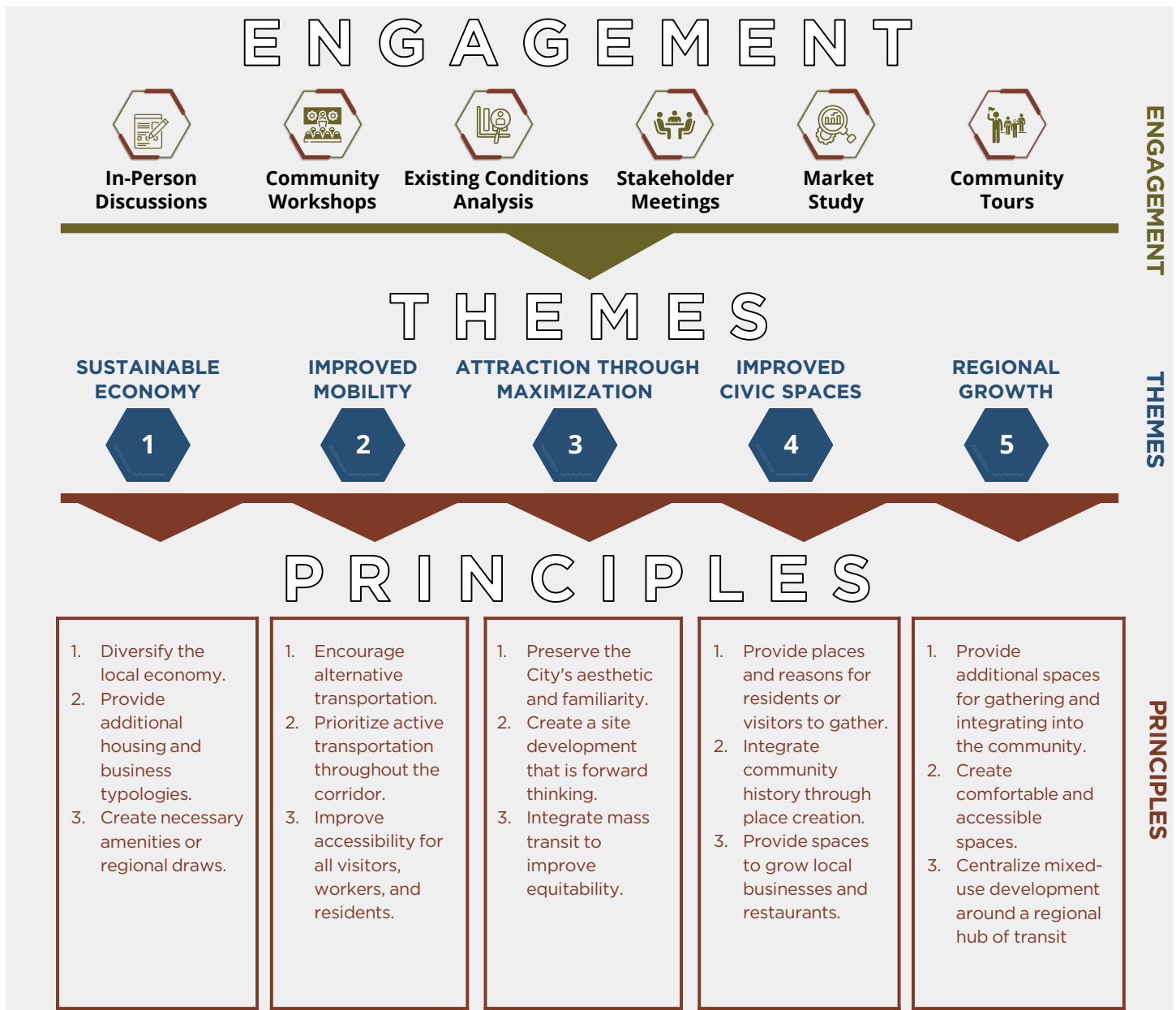
**STRATEGIC  
RECOMMENDATIONS**





**Precedent**

Realizing the vision and objectives outlined in the Roy Station Area Plan will likely require a long-term process. This will involve collaboration between residents, City Staff, UTA Staff, and elected officials who will champion the vision and ensure the development of the desired site. While the plan presents the vision and illustrative plan for Roy Station, several additional steps will need to be taken to achieve the desired development. The strategic recommendations provide a set of action items that the City, UTA, and other stakeholders must complete to prepare the site for implementation. While not all steps must be completed before development can begin, each one is necessary to ensure that the site reaches its potential as envisioned in the plan.





## Recommendations

The intent of these recommendations is to provide an overview of the key elements for interested parties to move toward effectively implementing the Roy City Station Area Plan. These key elements span both short-term and long-term bases, without prescribing a fixed timeline or limiting other opportunities that may arise. Short-term items achievable within a year by the city and its partners with limited resources, and long-term items requiring significant financial and human resources from partnerships beyond the city. In addition, items may be completed in tandem or have prerequisites.

# YEAR 1

1. CONDUCT A PARKING ANALYSIS TO DETERMINE THE APPROPRIATE AMOUNT OF PARKING (SURFACE AND STRUCTURED) FOR THE DEVELOPMENT AND UTA STATION AREA NEEDS.
2. ENGAGE WITH PROPERTY OWNERS OF UNDEVELOPED PARCELS OR PARCELS WITH HIGH REDEVELOPMENT POTENTIAL.
3. CONDUCT SITE WALKING TOURS.
4. NEGOTIATE TERMS AND ASSEMBLE SURROUNDING LAND FROM PROPERTY OWNERS.
5. CREATE A POINT OF CONTACT FOR DEVELOPMENT WITHIN THE STATION AREA.
6. PREPARE A PROJECT IMPLEMENTATION FRAMEWORK.
7. PLAN ROUTES FOR PATHWAYS TO CONNECT FROM THE NEIGHBORHOOD EAST OF THE STATION DOWNHILL TO THE STATION
8. USE THE MODERATE-INCOME HOUSING REPORT (2021) TO INFORM HOUSING POLICY DECISIONS.
9. DEVELOP STRIPING PLANS FOR 4000 SOUTH AND 2175 WEST
10. PLANNING AND DEVELOPMENT COORDINATION FOR SITE DEVELOPMENT ACCESS
11. CONSIDER REDUCED PARKING MODIFICATIONS TO POLICIES NEAR TRANSIT.
12. REQUIRE MODERATE HOUSING PARTICIPATION IN THE CRA BOUNDARY
13. COMPLETE NECESSARY NEGOTIATIONS FOR CRA FUNCTIONALITY
14. BEGIN PLACEMENT AND APPROVALS FOR A PEDESTRIAN RAIL OVERPASS



15.

CONSIDER INCREASED DENSITY AND HEIGHT FOR SAP AREA TO BECOME FEASIBLE AND HTRZ ELIGIBLE

16.

DESIGN PARKS AND REC STANDARDS FOR SITE DEVELOPMENT AND ACQUIRE SPACE

## YEARS 2-4

1.

COMPLETE SCHEMATIC DESIGN AND FEASIBILITY STUDIES

2.

PREPARE AND ADOPT DESIGN GUIDELINES FOR UTA OWNED LAND.

3.

PROVIDE MOBILITY HUBS FOR BIKE SHARE, BIKE LOCKERS, E-SCOOTER RENTAL, E-BIKE RENTAL, AND OTHER MICROMOBILITY OPTIONS AT THE FRONTRUNNER STATION.

4.

PREPARE A MASTER SITE DEVELOPMENT RFP.

4a.

DEVELOP A VISUAL SITE DESIGN,

4b.

CONDUCT AN INTERMEDIATE SITE DESIGN FEASIBILITY STUDY

4c.

CONDUCT A STUDY TO INCREASE BICYCLE PARKING IN THE MIXED-USE ZONING DISTRICTS.

5.

DESIGN AND IMPLEMENT CONNECTIONS TO THE DENVER/RIO GRANDE TRAIL

## YEARS 5-8

1.

PARTNER WITH UTA AND UNION PACIFIC TO IMPROVE THE RAIL CROSSING AT 4000 SOUTH

2.

IMPROVE SIDEWALK CONNECTIVITY AND CONDITIONS ON A DEFINED SCHEDULE.

3.

CONSTRUCT PATHWAYS TO CONNECT FROM THE NEIGHBORHOOD EAST OF THE STATION DOWNHILL TO THE STATION

4.

CREATE AND IMPLEMENT STRIPING PLAN FOR BIKE LANES ALONG 4000 SOUTH.

5.

CREATE AND IMPLEMENT STRIPING PLAN FOR BIKE LANES ALONG 2175 WEST.



6. CREATE CLEARLY DEFINED GATEWAYS TO NEIGHBORHOODS AND THE STATION AREA.
7. USE SUSTAINABLE DESIGN ELEMENTS IN FRONTRUNNER STATION AND STREET IMPROVEMENT AND DEVELOPMENT PROJECTS.
8. EXTEND 2675 WEST TO CONNECT WITH THE STATION.
9. LINK THE CUL-DE-SAC TO THE WEST OF THE TRACKS TO THE FUTURE DEVELOPMENT BETWEEN THE TRACKS AND TRAIL.
10. REMOVE GATE AND EXTEND 2450 WEST TO SANDRIDGE DRIVE.
11. PREPARE AND CONSTRUCT NECESSARY SITE CATALYST INFRASTRUCTURE.
12. IMPROVE THE FREQUENCY AND SERVICE SPAN/AREA OF BUS-CENTRIC PUBLIC TRANSIT.

12

IMPLEMENTATION  
PLAN





**Implementation of the station area plan is of the utmost importance. Therefore, the Plan was designed to be implementable through both short- and long-term action items.**

Short-term action items are those that can reasonably be accomplished within 100 days of adoption of the Plan. These are typically actions that the City can alone or alongside its close partners accomplish with limited financial and human resources. Long-term action items are those that will take a decent length of time to plan, design, and implement. These items typically require partnerships beyond the City and consume significant financial and human resources. Moreover, some of the action items may be completed in tandem with others, whereas some may have a prerequisite of another action item.

This Plan’s recommendations will require a range of capital projects and code and policy changes. The Implementation Strategies section lists key recommendations and identifies responsibilities and general phasing for implementation. The matrix is not intended to prescribe a fixed timeline for implementation or limit other opportunities that might arise. Rather, the intent is to provide a guideline for interested parties to move strategies to their next steps.

# YEAR 1

**1. CONDUCT A PARKING ANALYSIS TO DETERMINE THE APPROPRIATE AMOUNT OF PARKING (SURFACE AND STRUCTURED) FOR THE DEVELOPMENT AND UTA STATION AREA NEEDS.**

<b>Category:</b>	Engagement	<b>Recommendation Type:</b>	Other
<b>Lead Entity:</b>	Roy City	<b>Other Partners:</b>	UTA
<b>Funding Source:</b>	TBD by City of Roy		

A projected 250 spots are required for commercial uses, and 125 parking spots for residential in the mixed-use area. The parking analysis will determine the appropriate mixture of parking uses, allocation, and necessary amounts to serve the proposed uses on the site. This exercise can also be done by the developer and submitted to UTA/Roy upon design ideation or schematic design phase submissions.



**2. ENGAGE WITH PROPERTY OWNERS OF UNDEVELOPED PARCELS OR PARCELS WITH HIGH REDEVELOPMENT POTENTIAL.**

<b>Category:</b>	Engagement	<b>Recommendation Type:</b>	Other
<b>Lead Entity:</b>	Roy City	<b>Other Partners:</b>	UTA
<b>Funding Source:</b>	TBD by City of Roy		

Open communication between the City, property owners, and other stakeholders is essential to public trust and implementation of this Plan. Established, regular communication between relevant parties will help implement the goals of this Plan. City staff should set one-on-one meetings with property owners of undeveloped parcels or parcels with high redevelopment potential to have honest and open conversations about the City’s intention. This type of meeting allows for more relaxed conversation as compared to one defined by hostility. Goals for these meetings should be to identify the primary concerns of the property owners in moving forward on the preferred scenario. The City should consider development incentives to promote the preferred scenario. These may include the following or a combination of several.

- Inclusionary zoning to allow additional density of the provision of affordable housing.
- Municipal tax abatement for the duration of construction.
- One-time municipal tax abatements for the provision of public amenities, e.g., trails.

**3. CONDUCT SITE WALKING TOURS.**

<b>Category:</b>	Engagement	<b>Recommendation Type:</b>	Other
<b>Lead Entity:</b>	Roy City	<b>Other Partners:</b>	UTA, UDOT, WFRC, Union Pacific, Weber County, Developers
<b>Funding Source:</b>	TBD by City of Roy		

Site walking tours are essential to understanding the constraints and opportunities of a neighborhood, in this case, a station area. These fact finding tours will help identify constraints and opportunities that the City and its partners should work together on addressing. Categories worth noting include vehicle mobility, non-vehicle accessibility, drainage issues, aesthetic issues, real estate opportunities, issues noted by stakeholders and the public, and any other glaring issues. The City should engage with the following stakeholders on various, relevant projects discussed elsewhere in this Plan.

- Weber County officials and staff
- Utah Transit Authority
- Union Pacific Railroad
- Local, regional, and national developers
- UDOT Region 1 Director
- WFRC Deputy Director
- Property owners within the station area
- Residents and workers within the station area
- Fronrunner Roy station transit riders
- Regional multimodal transportation advocacy organizations



**4. NEGOTIATE TERMS AND ASSEMBLE SURROUNDING LAND FROM PROPERTY OWNERS.**

<b>Category:</b>	Development	<b>Recommendation Type:</b>	Other
<b>Lead Entity:</b>	Roy City	<b>Other Partners:</b>	UTA, Property owners
<b>Funding Source:</b>	Roy CRA or other municipal funds		

Master development agreements are voluntary yet legally binding contracts between a property owner or developer and a local government, often including terms not otherwise required through existing regulations. These agreements can specify various elements of the development process ranging from phasing of a larger master-planned community, to tax-sharing for retail development, to critical infrastructure responsibilities. Development agreements are sometimes used in combination with a planned unit development (PUD) in the form of a binding PUD agreement that specifies the negotiated terms of the development, but the two tools may also be used independently. The City should engage with UTA and other property owners within the area to negotiate and enter into development agreements that will advance the goals of this Plan.

**5. CREATE A POINT OF CONTACT FOR DEVELOPMENT WITHIN THE STATION AREA.**

<b>Category:</b>	Engagement	<b>Recommendation Type:</b>	Other
<b>Lead Entity:</b>	Roy City	<b>Other Partners:</b>	UTA, property owners
<b>Funding Source:</b>	Roy general funds or UTA funding		

Creating a single point of contact is critical in improving the flow of communication and reducing misinformation between the City, UTA, property owners, and interested developers. This role will help reduce the burden on developers in acquiring pertinent information for a potential project within the station area. This should especially include property owners and their contact information, zoning regulations, and anything else deemed necessary.



**6. PREPARE A PROJECT IMPLEMENTATION FRAMEWORK.**

<b>Category:</b>	Development	<b>Recommendation Type:</b>	Other
<b>Lead Entity:</b>	Roy City	<b>Other Partners:</b>	UTA
<b>Funding Source:</b>	TBD by City of Roy		

The City should engage other municipalities in the Salt Lake City metro area that have recently undertaken station area development. Key among the inquiries should be strategies and techniques that have been used in nearby municipalities. Successful strategies should be adapted for the Roy station area, specifically the preferred scenario. These may include working with the property owners and reputable urban designers to undertake property walks, hold developer stakeholder meetings, and actionable steps towards moving forward on redevelopment.

**7. PLAN ROUTES FOR PATHWAYS TO CONNECT FROM THE NEIGHBORHOOD EAST OF THE STATION DOWNHILL TO THE STATION**

<b>Category:</b>	Transportation	<b>Recommendation Type:</b>	Other
<b>Lead Entity:</b>	Roy City	<b>Other Partners:</b>	Property owners
<b>Funding Source:</b>	TBD by City of Roy		

Plan routes for the pathways, identify what agreements are needed with the property owners and build potential partnerships. The Planning Director ensures this is done as a conduction of development with City participation proportionately.



<b>8. USE THE MODERATE INCOME HOUSING REPORT (2021) TO INFORM HOUSING POLICY DECISIONS.</b>			
<b>Category:</b>	Policy	<b>Recommendation Type:</b>	Code / Policy Change
<b>Lead Entity:</b>	Roy City	<b>Other Partners:</b>	N/A
<b>Funding Source:</b>	TBD by City of Roy		

The Moderate Income Housing Report (2021) identified three strategies: utilize a moderate-income housing set aside from a community reinvestment area; allow for higher density and mixed use (A, E, F, G, H); and develop and adopt a station area plan. This Plan already fulfills Strategy 3 to develop and adopt a station area plan.

**Strategy 1:**

Per the 2023 General Plan, the City has begun the creation of three new community redevelopment agencies (CRAs), one of which is around the Frontrunner station. Under the new requirements of Community Reinvestment Areas (CRAs), the Redevelopment Agency is required to allocate 10 to 20% of total tax increment revenues it receives from CRAs to affordable housing.

This tool is particularly relevant to the City as it promotes both economic development and affordable housing. The Report recommends that the City demonstrates utilization of a moderate-income housing set aside from a community reinvestment agency, redevelopment agency, or community development and renewal agency to create or subsidize moderate-income housing.

**Strategy 2:**

Roy City has adopted a mixed-use code which will allow for specific types of residential dwellings to be built in commercial zones, as well as increased densities. The mixed-use districts can be found in Downtown Roy and the Station Area.

The current Roy City municipal code authorizes the establishment of Internal Accessory Dwelling units. The IADUs are zoned “permitted use” in all Residential Zoning Districts except Single Family Mobile Homes. The Report recommends that the City:

- Rezone for densities necessary to facilitate the production of moderate-income housing.
- Zone or rezone for higher density or moderate-income residential development in commercial or mixed-use zones, near major transit investment corridors, commercial centers, or employment centers.
- Amend Land Use regulations to allow for higher density or new moderate income residential development in commercial of mixed-use zones near major transit investment corridors.
- Amend Land Use regulations to eliminate or reduce parking requirements for residential development where a resident is less likely to rely on the resident’s own vehicle, such as residential development near major transit investment corridors or senior living facilities.
- Create or allow for, and reduce regulations related to, internal or detached accessory dwelling units in residential zones.

The implementation of the recommendations set forth in the Moderate Income Housing Report (2021) will help promote the development of moderate income housing within the station area.



**9. DEVELOP STRIPING PLANS FOR 4000 SOUTH AND 2175 WEST**

<b>Category:</b>	Transportation	<b>Recommendation Type:</b>	Other
<b>Lead Entity:</b>	Roy City	<b>Other Partners:</b>	Local bike organizations
<b>Funding Source:</b>	TBD by City of Roy		

The City should build partnerships with regional bike advocacy organizations to explore striping opportunities and challenges. The City Manager is to scope out the improvement project’s budget and timeline with the City’s various departments.

**10. PLANNING AND DEVELOPMENT COORDINATION FOR SITE DEVELOPMENT ACCESS**

<b>Category:</b>	Transportation	<b>Recommendation Type:</b>	Other
<b>Lead Entity:</b>	Roy City	<b>Other Partners:</b>	UTA, Landowners, Consultants
<b>Funding Source:</b>	TBD by City of Roy		

The City is to coordinate with all relevant departments, landowners and any appropriate consultants to consider how the strip development would connect to the Roy FrontRunner Station while referring to the access recommendations discussed in this report. Emphasis should be placed on coordinating with UTA to grant access from the cul-de-sac (at approximately 4275 South & Westlake Drive) west of the Rio Grande rail trail.



**11.** CONSIDER REFINEMENTS TO PARKING POLICIES NEAR TRANSIT.

<b>Category:</b>	Transportation	<b>Recommendation Type:</b>	Code / Policy Change
<b>Lead Entity:</b>	Roy City	<b>Other Partners:</b>	UTA, Developers
<b>Funding Source:</b>	TBD by City of Roy		

USE	REQUIRED VEHICLE SPACE
<b>RESIDENTIAL</b>	
Single-Family, all sizes or Multi-Family 1 bedroom	1 / dwelling unit
Multi-Family, 2 bedrooms	1.5 / dwelling unit
Multi-Family, 3 or 3+ bedrooms	2 / dwelling unit
Hotel & Inn	1 / room & 1/200 sq.-ft. office & Dining Room
Residential care	.33 / unit & .66 / employee
<b>CIVIC INSTITUTIONAL</b>	
Assembly	1/ 5 seats
Transit Station	per Zoning, Administrator
Hospital	.20 / bed & .66 / employee
Library / Museum	1 / 600 sq.-ft.
Police & Fire	per Zoning Administrator
Post Office (distribution)	1 / 400 sq.-ft.
Post Office (no distribution)	1 / 600 sq.-ft.
<b>EDUCATION</b>	
School: pre K to Jr. High	1/ classroom & 1/ 200 sq.-ft. Office
School: High School / Higher Education	1/ classroom, 1/ 200 sq.ft. Office & .17 / student
<b>RETAIL</b>	
Neighborhood Retail	1/ 300 sq.-ft.
General Retail	1/ 300 sq.-ft.
Outdoor Sales Lot	1/ 250 sq.-ft. of sales area, with 1/10 vehicle display
<b>SERVICES</b>	
Neighborhood Services	1 / 250 sq.-ft.
General Service	1 / 250 sq.-ft.
Eating & Drinking Establishments	1 / 3 seats & 1 / 3 employees
Vehicle Services	2 / service bay & 1 / 200 sq.-ft. of retail
<b>OFFICE &amp; INDUSTRIAL</b>	
Neighborhood & General Office	1 / 200 sq.-ft.
Craftsman Industrial	1 / 1,000 sq.-ft. of production space & 1 / 500 sq.-ft. of Retail space
<b>OPEN SPACE &amp; RECREATION</b>	
Open Space & Recreation	per Zoning Administrator

**Table 12.2:** Required On-Street Vehicular Parking

Parking facilities can serve both as a hindrance and a support for transit ridership. It may hinder ridership by displaying the origins and destinations that generate natural ridership. On the other hand, it may support ridership by serving a park n’ ride facility. While Roy station is not an end-of-line station, it is more suburban in nature. Therefore, some parking will be necessary for those who drive to the station. The City should partner with UTA and developers to ensure adequate but not excessive parking facilities. First, the UTA should assess the percentage of parking that is regularly used at the Frontrunner - Roy station. Consistently unused parking facilities should be reduced in the short-term to reallocate the space to community-serving uses, e.g., farmer’s market. In the long-term, the UTA should remove entirely the excess parking facilities as determined by their analysis. This space can be converted to housing, commercial space, or some other use that generates substantial revenue and economic benefits. Additionally, the City should revisit its parking policies for the mixed-use zoning districts. The below table includes the parking requirements for the mixed-use zoning districts, i.e., Downtown and the station area. The City should engage developers and industry leaders to determine the minimum possible number of parking spaces for each use. These figures are not meant to set the standard but to set in place safeguards for developments. Developers can always provide more than the minimum, but the City should be careful not to create a parking supply surplus.



**12. REQUIRE MODERATE HOUSING PARTICIPATION IN THE CRA BOUNDARY**

<b>Category:</b>	Housing	<b>Recommendation Type:</b>	Code / Policy Change
<b>Lead Entity:</b>	Roy City	<b>Other Partners:</b>	N/A
<b>Funding Source:</b>	TBD by City of Roy		

Currently the city has a moderate income housing chapter in their general plan update. Per chapter 4, strategy one, it is recommended that an artificial overlay or regulation boundary is created around the station area to require participation with moderate housing. Based on the general plan recommendations, it is suggested that no less than 20% of the units (or roughly 50 units based on the current calculations) should be constructed to meet the requirements. Additionally, this can be met through increasing density (height or units per acre) in this area per Chapter 4, strategy 2.

**13. COMPLETE NECESSARY NEGOTIATIONS FOR CRA FUNCTIONALITY**

<b>Category:</b>	Funding	<b>Recommendation Type:</b>	Regulatory Framework
<b>Lead Entity:</b>	Roy City	<b>Other Partners:</b>	N/A
<b>Funding Source:</b>	TBD by City of Roy		

This recommendation is required to help the City complete the execution of the existing CRA. Specifically, the interlocal agreements should be completed to finalize the taxation and revenue capture. Utilization of CRA funds will serve as a critical piece of the overall site development process, especially if HTRZ requirements for density are not met within the station area. The CRA funding will help fulfill missing or gap funding for catalyst projects such as parking, infrastructure, secondary access, ROW acquisition, or other municipally based costs.

**14. BEGIN PLACEMENT AND APPROVALS FOR A PEDESTRIAN RAIL OVERPASS**

<b>Category:</b>	Funding	<b>Recommendation Type:</b>	Development
<b>Lead Entity:</b>	Roy City	<b>Other Partners:</b>	UTA, Union Paciic
<b>Funding Source:</b>	TBD by City of Roy		

In order to unlock the necessary connections across the tracks from East to West it is critical that a pedestrian overpass is created; reference "Active Transportation and Transit Vision" in Chapter 10. This will require a considerable amount of design, approvals and funding. This early recommendation is to conduct the following elements:

- Scoping of location and elements for the overpass
- Schematic designs dn costs estimating(for the proposed of acquiring funding)
- Coordination of discussions with governing bodies for a better understanding of processes and approvals
- Identify and make applications to external funding mechanisms for funding.



**15.** CONSIDER INCREASED DENSITY AND HEIGHT FOR SAP AREA TO BECOME FEASIBLE AND HTRZ ELIGIBLE

<b>Category:</b>	Funding	<b>Recommendation Type:</b>	Zoning
<b>Lead Entity:</b>	Roy City	<b>Other Partners:</b>	N/A
<b>Funding Source:</b>	TBD by City of Roy		

Unlocking the HTRZ will help the City and UTA develop the proposed site at the Frontrunner station. As the City has a frontrunner station, there are several categories or items that the development must include. Many of them are met already within the current code, yet there are some concerns about density and impacts to surrounding neighborhoods. To achieve this, it is recommended to review the following changes:

- Allowance for up to 55 units per acre
- Incorporation of a form-based code or similar alteration that will support densities per acre as opposed to defined building heights

Through this process, the City will be able to unlock additional funding for the project and move the project forward. Some specific benefits are:

- Creation of a tax increment financing structure, but it is not dependent on interlocal agreements, A state board will approve/set the taxation rates
- Revenue capture of 15% of the sales tax for the area

Through these unique opportunities, the City can help diversify its existing tax base and see a strong return on investment. To achieve this a more schematic level of design and review of the site may be required, outlining potential implications and areas where the existing code/zoning needs to be altered to meet these guidelines.

**16.** DESIGN PARKS AND REC STANDARDS FOR SITE DEVELOPMENT AND ACQUIRE SPACE

<b>Category:</b>	Funding	<b>Recommendation Type:</b>	Development
<b>Lead Entity:</b>	Roy City	<b>Other Partners:</b>	N/A
<b>Funding Source:</b>	TBD by City of Roy		

Due to the site configuration and topography, development of the area is challenging and it will require most of the space available for built environment development. To provide equitable access to recreational assets, the city will have to consider requiring minimum amounts of space be allocated to parks and open spaces. In the urbanized areas, this can be streetscapes, plazas, or pocket parks. it is recommended that these standards be adopted for the mixed-use zoning area, and be required in the site development of the SAP. The National Recreation and parks Association recommends metrics for minimum park standards in a city. Generally, it is recommended that 10.8 acres of park be provided per 1000 residents (based on averages of communities in the association).



# YEARS 2-4

## 1. COMPLETE SCHEMATIC DESIGN AND FEASIBILITY STUDIES

<b>Category:</b>	Development	<b>Recommendation Type:</b>	Other
<b>Lead Entity:</b>	UTA	<b>Other Partners:</b>	Developers
<b>Funding Source:</b>	Private funding		

Prior to requesting proposals from the development community, it is important to get a schematic design completed, demonstrating the feasibility of development. This task includes preparing a more detailed level of architectural and design, outlining the look, feel, and material selection necessary for the site. This process will allow the city to dictate these elements, presenting them to the developers in the development package, ensuring the overall vision is met and not up to the developers. These files are often a 20% design set, testing fit out and viability.

## 2. PREPARE AND ADOPT DESIGN GUIDELINES FOR UTA OWNED LAND.

<b>Category:</b>	Development	<b>Recommendation Type:</b>	Other
<b>Lead Entity:</b>	UTA	<b>Other Partners:</b>	Developers
<b>Funding Source:</b>	Private funding		

Utilizing the site development drawings, the UTA and its partners should refine the design elements of the preferred scenario. Design elements include architectural features, construction materials, site design, green infrastructure, bike and pedestrian infrastructure, building orientation, and more. This is used as a tool of the municipality to enforce and require the look, density, and aesthetics/detail of the conceptual design documents. Consistent review of the development will help shape a final product that is consistent with the UTA’s vision and the community’s values.

## 3. PROVIDE MOBILITY HUBS FOR BIKE SHARE, BIKE LOCKERS, E-SCOOTER RENTAL, E-BIKE RENTAL, AND OTHER MICROMOBILITY OPTIONS AT THE FRONTRUNNER STATION.

<b>Category:</b>	Transportation	<b>Recommendation Type:</b>	Capital improvements
<b>Lead Entity:</b>	UTA	<b>Other Partners:</b>	Roy City, Private micro-mobility services
<b>Funding Source:</b>	RAISE, RCP, CRP, CMAQ, STBG, TA, FLTTP, TTP		

First- and last-mile mobility for transit users often includes non-auto transportation. Some individuals may have their own bicycle, scooter, etc., but some may need that additional connectivity provided to them. Non-auto mobility hubs can serve as a tool for improving bike and scooter accessibility within the station area to help transit users get to and from the station. UTA and/or the City should engage regional companies offering this service and offer a site tour of the station.



**4.** PREPARE A MASTER SITE DEVELOPMENT RFP.

<b>Category:</b>	Development	<b>Recommendation Type:</b>	Other
<b>Lead Entity:</b>	UTA	<b>Other Partners:</b>	Developers
<b>Funding Source:</b>	TBD by City of Roy, Private Funding, WFRC funding, UDOT Trails		

The UTA owns a significant portion of the undeveloped land within the station area, particularly adjacent to the Frontrunner Roy station. UTA should release an RFP for each parcel of land that they own to seek bids for a developer to develop in accordance with the preferred scenario of this Plan. The principal site should be that which falls within the zoning district, Station Central. It is recommended that UTA retain ownership of the parcels and enter into long-term leases with the developers. This is best practice for the purpose of meeting the long-term needs of the Frontrunner and preserving affordable land.

- A development agreement may not:
  - *Limit a municipality's authority in the future to enact a land use regulation; or take any action allowed under § 10-8-84.*
  - *contain a term that conflicts with, or is different from, a standard set forth in an existing land use regulation that governs the area subject to the development agreement, unless the legislative body approves the development agreement in accordance with the same procedures for enacting a land use regulation under § [10-9a-502](#), including a review and recommendation from the planning commission and a public hearing.*

**Utah Code §10-9a-532 governs development agreements. This statute states that:**

- A municipality may enter into a development agreement containing any term that the municipality considers necessary or appropriate to accomplish the purposes of this chapter.

**4a.** DEVELOP A VISIBLE SITE DESIGN.

<b>Category:</b>	Development	<b>Recommendation Type:</b>	Other
<b>Lead Entity:</b>	Roy City	<b>Other Partners:</b>	UTA
<b>Funding Source:</b>	Roy general funds, Private Funding, WFRC funding, UDOT Trails		

A site schematic design should be prepared for the parcels identified in the preferred scenario. These graphics should be well publicized via multiple outlets including the City’s website and UTA TOD marketing materials. This will help guide developers and gain public support for the project.



**4b. CONDUCT AN INTERMEDIATE SITE DESIGN FEASIBILITY STUDY.**

<b>Category:</b>	Development	<b>Recommendation Type:</b>	Other
<b>Lead Entity:</b>	Roy City	<b>Other Partners:</b>	UTA
<b>Funding Source:</b>	Roy general funds or Private funding, WFRC funding, UDOT Trails		

The City and UTA should jointly conduct a more detailed planning process to build upon the preferred scenario planning process in this Plan. This complementary study will help determine the look, feel, and build-out of the identified sites. As part of this process, the stakeholders should develop pro-formas and documentation that will help developers be certain in their investment in the Frontrunner Roy station area. Overall, this study will help create a strong visual representation of what is being desired for the area.

**4c. INCREASE REQUIRED BICYCLE PARKING IN THE MIXED-USE ZONING DISTRICTS.**

<b>Category:</b>	Transportation	<b>Recommendation Type:</b>	Code / Policy Change
<b>Lead Entity:</b>	Roy City	<b>Other Partners:</b>	UTA, Developers
<b>Funding Source:</b>	TBD by City of Roy		

The below table contains the zoning requirements imposed on developments within mixed-use districts in the City, i.e., station area and Downtown zoning districts.

USE	BICYCLE SPACES
Multi-Family	Minimum 2 spaces or .05 space / bedroom, or whichever is greater
Civic / Institutional	Minimum 2 spaces, 1/ additional 10,000 sq.-ft.
Retail	Minimum 2 spaces, 1/ additional 5,000 sq.-ft.
Services	Minimum 2 spaces, 1/ additional 10,000 sq.-ft.
Office	Minimum 2 spaces, 1/ additional 5,000 sq.-ft.
Open Space	per Zoning, Administrator

Table 12.1: Required Bicycle Parking

These provisions are inadequate for fostering a bicycle friendly community. A bicycle parking spot is a fraction of the cost of providing a parking space, and increased cycling activity has ample environmental and health benefits.

It is recommended that multi-family developments have a minimum of 0.50 space per bedroom rather than 0.05 spaces per bedroom as this would only equate to 1 space for every 20 bedrooms. The remaining uses identified should quadruple their provisions for bicycle parking.



**5.** DESIGN AND IMPLEMENT CONNECTIONS TO THE DENVER/RIO GRANDE TRAIL

<b>Category:</b>	Development	<b>Recommendation Type:</b>	Other
<b>Lead Entity:</b>	UTA	<b>Other Partners:</b>	City of Roy
<b>Funding Source:</b>	Private funding, WFRC funding, UDOT Trails		

Connecting the regional residents to the station area via alternative transportation will improve ridership figures while also positively improving the quality of life for residents. To achieve this, the City should partner with UTA and other government agencies and dedicate ample ROW to connect neighborhoods on both sides of the tracks. This will require dedicating ample ROW within the 2275 W roadway extension into the site, as well as acquisition and allocation of land for a northern access point, ideally located along "A" street (as an extension) within the "Midland Community". These connections, coupled with the connections along 4000 South will integrate an equitable access path for all individuals to use the trail system. As a final step in this process, if the City were to design the necessary elements, partnering with UTA could provide quick and relatively inexpensive implementation for this recommendation.



# YEARS 5-8

## 1. PARTNER WITH UTA AND UNION PACIFIC TO IMPROVE THE RAIL CROSSING AT 4000 SOUTH

<b>Category:</b>	Transportation	<b>Recommendation Type:</b>	Capital improvement
<b>Lead Entity:</b>	Roy City	<b>Other Partners:</b>	Union Pacific, UTA
<b>Funding Source:</b>	CAMQ, CDBG, SRTS, TAP, Weber Quarter, RAISE, INFRA, RCP, others (see FHWA Funding Opportunities sheet)		

The rail crossing at 4000 South is the only designated east-west crossing across the railroad within the ½ mi radius study area. This has significant consequences for accessibility to the station from the west side of the railroad tracks. The City should engage with UTA and Union Pacific to improve the rail crossing at 4000 South for bicyclists, pedestrians, and other non-auto users. Improvements at the rail crossing at 4000 South include building a wide concrete sidewalk, bike lanes or other improvements across the tracks on both sides, installing safety fencing and improving signage.

## 2. IMPROVE SIDEWALK CONNECTIVITY AND CONDITIONS ON A DEFINED SCHEDULE.

<b>Category:</b>	Transportation	<b>Recommendation Type:</b>	Capital improvement
<b>Lead Entity:</b>	Roy City	<b>Other Partners:</b>	UTA
<b>Funding Source:</b>	SRTS, TLC, CDBG, TAP and UTA CIP, CRP, CMAQ, others (see FHWA Funding Opportunities sheet)		

Construct sidewalk and pedestrian rail crossing on the north side of 4000 South to complete the sidewalk network and improve sidewalk network connectivity. Improve pedestrian crossing on the south side of the rail-crossing at 4000 South by building a concrete sidewalk across the tracks and improving signage at the crossing.

## 3. CONSTRUCT PATHWAYS TO CONNECT FROM THE NEIGHBORHOOD EAST OF THE STATION DOWNHILL TO THE STATION

<b>Category:</b>	Transportation	<b>Recommendation Type:</b>	Capital improvement
<b>Lead Entity:</b>	Roy City	<b>Other Partners:</b>	N/A
<b>Funding Source:</b>	SRTS, TLC, CDBG and TAP, UTA CIP others (see FHWA Funding Opportunities sheet)		

Dirt paths cut into the hillside east of the station show a desire for pedestrian access from the end of the 4250 South stub road and 2450 West at the gate downhill to the station. Constructing pathways will encourage and facilitate pedestrian access from the east downhill to the station. It is also essential to ensure these pathways are incorporated in final site plans of any development at these parcels.



**4. CREATE AND IMPLEMENT STRIPING PLAN FOR BIKE LANES ALONG 4000 SOUTH.**

<b>Category:</b>	Transportation	<b>Recommendation Type:</b>	Capital improvement
<b>Lead Entity:</b>	Roy City	<b>Other Partners:</b>	Weber County, WFRC
<b>Funding Source:</b>	City, Weber Quarter, TLC, CDBG, TAP, others (see FHWA Funding Opportunities sheet)		

4000 South is shown as part of the proposed regional trail/bike network and stands to benefit with the addition of bike lanes. This will help improve regional active transportation connectivity to/from the Roy FrontRunner station and the Denver and Rio Grande Western Rail Trail and provide a key regional connection.

**5. CREATE AND IMPLEMENT STRIPING PLAN FOR BIKE LANES ALONG 2175 WEST.**

<b>Category:</b>	Transportation	<b>Recommendation Type:</b>	Capital improvement
<b>Lead Entity:</b>	Roy City	<b>Other Partners:</b>	Weber County, WFRC
<b>Funding Source:</b>	City, Weber Quarter, TLC, CDBG, TAP, others (see FHWA Funding Opportunities sheet)		

2175 West is shown in the current Roy Transportation Master Plan as a proposed bike lane corridor. Striping bike lanes along 2175 West will help improve regional active transportation connectivity to/from the Roy FrontRunner station and the Denver and Rio Grande Western Rail Trail and provide a key regional connection.

**6. CREATE CLEARLY DEFINED GATEWAYS TO NEIGHBORHOODS AND THE STATION AREA.**

<b>Category:</b>	Placemaking	<b>Recommendation Type:</b>	Capital improvement
<b>Lead Entity:</b>	Roy City	<b>Other Partners:</b>	UTA, Property owners
<b>Funding Source:</b>	City general funds		

Gateways to the adjacent neighborhoods and the station area are helpful in placemaking efforts. Gateway signage utilizing City and station area branding will help improve the sense of place. These gateway signs should be approximately four feet high and six feet wide.



**7.** USE SUSTAINABLE DESIGN ELEMENTS IN FRONTRUNNER STATION AND STREET IMPROVEMENT AND DEVELOPMENT PROJECTS.

<b>Category:</b>	Placemaking	<b>Recommendation Type:</b>	Capital improvement
<b>Lead Entity:</b>	Roy City	<b>Other Partners:</b>	UTA
<b>Funding Source:</b>	City general funds, private funding		

Sustainable design elements can help reduce the area’s environmental impact through reduced carbon emissions, on-site water management, and reduce water consumption. Each stage of the design process of the site should be rooted in sustainability including design for: roads; sidewalks, paths, and trails; building construction; building and management; and infrastructure design. There are numerous ways for the City, UTA, and developers to coordinate to reduce the environmental impact of development in the station area, and partners should leverage every opportunity to do so.

**8.** EXTEND 2675 WEST TO CONNECT WITH THE STATION.

<b>Category:</b>	Transportation	<b>Recommendation Type:</b>	Capital improvement
<b>Lead Entity:</b>	Roy City	<b>Other Partners:</b>	Future developers
<b>Funding Source:</b>	Future developers, city general funds		

Extending the 2675 West stub road to the north to connect to the station will improve regional connectivity and station access. This project is likely to occur as the adjacent land is developed. Care should be made by the city to implement traffic calming strategies at the connection to discourage through-trips.

**9.** LINK THE CUL-DE-SAC TO THE WEST OF THE TRACKS TO THE FUTURE DEVELOPMENT BETWEEN THE TRACKS AND TRAIL.

<b>Category:</b>	Transportation	<b>Recommendation Type:</b>	Capital improvement
<b>Lead Entity:</b>	Roy City	<b>Other Partners:</b>	UTA
<b>Funding Source:</b>	City, Weber Quarter, TLC, CDBG, TAP		

Connecting the cul-de-sac on the west side of the tracks (at approximately 4275 South & Westlake Drive) to the future strip development between the tracks and the Rail Trail is integral to creating a connected roadway network. Coordination must take place between Roy City and UTA to work out an agreement for building a crossing over the rail trail.



**10.** REMOVE GATE AND EXTEND 2450 WEST TO SANDRIDGE DRIVE.

<b>Category:</b>	Transportation		<b>Recommendation Type:</b>	Capital improvement
<b>Lead Entity:</b>	Roy City	<b>Other Partners:</b>	UTA	
<b>Funding Source:</b>	City, Weber Quarter, STP, TLC, UTA CIP			

2450 West ends abruptly to the north at a gate just east of the station area. It is recommended that the gate be removed and access be provided to Sandridge Drive to improve roadway connectivity for those vehicles wishing to access the FrontRunner station.

**11.** PREPARE AND CONSTRUCT NECESSARY SITE CATALYST INFRASTRUCTURE.

<b>Category:</b>	Development	<b>Recommendation Type:</b>	Other
<b>Lead Entity:</b>	UTA	<b>Other Partners:</b>	Developers
<b>Funding Source:</b>	Private funding		

As the design and construction process progresses, the City will be able to identify where transportation and utility infrastructure must be upgraded to meet the incoming demand. The City should prepare and construct all necessary site work and infrastructure. This may include road networks, bike and pedestrian infrastructure, This will lay the groundwork for the developer(s) to build-out the plans.



## Funding Sources

**There are several funding resources that Roy City, UTA, and partner organizations should consider to help implement the vision and related strategies outlined in the Implementation Strategies.**

In addition to those listed here, a comprehensive document provided by the Federal Highway Administration details which types of bike and pedestrian projects are eligible for various federal grants. This document can be found in the Appendix.

### Transportation

Several funding sources are available that can be utilized by local and regional governments to build the support infrastructure.

#### **Safe Routes to School (SRTS) Program - UDOT**

The main goal of the SRTS Program is to assist and encourage students living within 1.5 to 2.0 miles of school to walk or bike. Available funding can be used for both non-infrastructure and infrastructure (physical improvements – primarily new sidewalks, but also school pavement markings, signage, bicycle parking, etc.) type projects. With North Park Elementary School located within the station area, the SRTS Program could fund many of the improvements.

#### **Active Transportation Investment Fund (ATIF) - UDOT**

To be used for the planning, design, construction, maintenance, reconstruction, or renovation of paved pedestrian or paved non-motorized trail projects that are prioritized through the Utah Transportation Commission.

The use of the funds are also required to serve a regional purpose, and are required to be part of an active transportation investment plan.

#### **Utah Transit Authority - Capital Improvement Program (UTA CIP)**

UTA has a history of partnering with local governments and UDOT to improve first mile/ last Mile access to UTA facilities like this Roy FrontRunner station.

#### **WFRC Funding Programs**

The Wasatch Front Regional Council is responsible for administering and assisting with nine programs that provide funding and resources for local governments:

##### **The Surface Transportation Program (STP)**

provides funding that may be used for projects on Federal-aid eligible highways, transit capital improvements, and active transportation projects.

##### **The Congestion Mitigation Air Quality (CMAQ)**

provides funding for transportation projects that improve air quality.

**The Carbon Reduction Program (CRP)** provides funding for transportation projects that reduce on-road carbon dioxide emissions.

##### **The Transportation and Land Use Connection**

**(TLC)** supports local governments with technical assistance to integrate land use planning and regional transportation, implementing the Wasatch Choice Vision. The TLC program is made available through a partnership with Salt Lake County, the Utah Transit Authority, and the Utah Department of Transportation.

##### **The Community Development Block Grant (CDBG)**

**Small Cities Program** provides funding to local governments and public service providers for a variety of housing, infrastructure, public service, and community development projects that principally benefit low to moderate-income persons in Morgan, Tooele, and Weber Counties.



### **The Community Impact Board Program (CIB)**

provides grants and low interest loans to communities that have federally leased land used for mineral extraction to help make up for a loss of tax revenue that cannot be collected on that leased land.

### **The Wasatch Front Economic Development**

**District (WFEDD)** is a federally recognized Economic Development District created to foster regional economic developments and assist eligible entities in developing competitive grant applications from the U.S. Department of Commerce Economic Development Administration.

### **The Federal Congestion Mitigation/ Air Quality (CMAQ) Program**

This program is also administered by Wasatch Front Regional Council, provides funding to projects that improve air quality, which would include transit and active transportation facilities. Roy City is eligible to act as a project sponsor for a funding application for transportation improvements. The CMAQ program would not only fund short-term projects like bicycle and pedestrian facilities, but also the promotion of alternative modes, including ridesharing, and Intelligent Transportation System, which are likely to have a significant impact over the long-term.

### **Transportation Alternatives Program (TAP)**

TAP is a federal program administered by Wasatch Front Regional Council for the Ogden-Layton urbanized area. TAP funds are used to build bicycle and pedestrian facilities. Eligible projects include construction, planning, and/or design of these facilities, and can be expanded to include traffic calming, lighting, and ADA accessibility projects. Many of the station area improvements outlined in this report could be candidates for TAP funds.

### **Weber County Quarter Cent Sale Tax - Weber Quarter**

In 2015, Weber County voters passed a local option sales tax that could be used to fund transportation improvements. Roy City should assess its current allocations of their share of the sales tax to determine whether project prioritization is consistent with the goals of this Plan.

### **Housing and Economic Development**

The following tools have been and continue to be utilized throughout the country to incentivize the development of equitable TOD. Most of these resources are familiar to the public and private sectors in the Wasatch Front region but may not be utilized to the greatest extent possible, particularly in TOD.

### **Opportunity Zones and Opportunity Funds**

The Opportunity Zone program is probably Roy's most significant tool to generate further development activity in the station area. Opportunity Zones were established by Congress in the Tax Cuts and Jobs Act of 2017. They offer investors a frictionless way to reinvest capital gains into qualified, low-income census tracts through Opportunity Funds, in exchange for a graduated series of incentives tied to long-term holdings. It is specifically designed to channel more equity capital into overlooked markets. EIG, a public policy organization, estimates that the program offers long-term investors a 3.0 percent higher annualized rate of return and after taxes than a comparable investment outside the program. In order to receive the full array of benefits, the latest date that gains on the sale of assets can be invested into a Qualified Opportunity Fund is December 31. With most of Downtown and East Central located in Opportunity Zones, the City has the opportunity to drastically increase opportunities for redevelopment by preparing for potential investment infusions and marketing the Zone.



To attract investors, the City can:

- Prepare a point person or agency to play a coordinating/support role to connect investors and local needs on an ongoing basis;
- Develop a marketing prospectus that identifies priority investments; and/or
- Organize Opportunity Funds that aggregate capital for investment opportunities that could drive more focused outcomes.

### **Low Income Housing Tax Credits (LIHTC)**

This resource is a dollar-for-dollar per capita tax credit allocated to each state to give incentives for the utilization of private equity in affordable housing development. The credits are inflation-adjusted and awarded to developers to leverage in affordable housing projects, with the amount of the tax credit determined by development costs, among other factors. It is estimated that approximately 90 percent of all affordable housing development in the United States has been at least partially funded through LIHTC.

### **New Markets Tax Credits (NMTC)**

Similar to the LIHTC program, the NMTC program provides indirect subsidy through the sale of federal tax credits to incentivize development. NMTCs, however, are utilized to spur revitalization of low income communities by investing in non-housing elements such as small businesses, charter schools, community centers, etc. The intent is to create jobs and materially improve the lives of residents living in low-income communities.

### **Historic Tax Credits (HTC)**

The 20 percent HTC is a financial incentive that supports investment in historic buildings. It can be an effective tool to create affordable housing, including mixed-use developments that have commercial space on the first floor and residences on the upper floors. However, there are only a few buildings in the corridor which may be eligible for these tax credits.

### **Federal Grants**

There are many federal grant dollars that can be utilized to enhance development of affordable housing and community assets. Communities throughout the country are becoming more creative in their utilization of long-standing grant programs such as HOME, CDBG, EPA, and DOT to plan for and implement TOD with elements of social equity.

In particular, utilization of federal transportation dollars such as Surface Transportation Program (STP) and Congestion Mitigation and Air Quality (CMAQ) for equitable TOD has become increasingly common. As noted earlier, WFRC currently administers these federal programs.

Cities trying to maintain affordable, transportation oriented units over time can begin by amending federal HOME block grants. Units built with HOME grants must remain affordable for a period ranging from five to 20 years but may increase in price after this period expires. Extending these periods is one way to maintain housing affordability near transportation lines. Due to the changing nature and availability of these grants and programs, there should be a dedicated staff person for grant coordination within Roy City's staff.



## **Bonds**

Municipal and State governments can use proceeds from the sale of tax exempt bonds to secure funding for affordable housing. Also known as mortgage revenue bonds and multifamily housing bonds, they help finance mortgages for low income first time home buyers and/or help fund the production of new units at rents that are affordable to low income families.

## **Public Private Partnerships**

Roy City has a proven record in partnering with private sector developers. Sustaining existing and creating new partnerships will continue to reap dividends and build market momentum. Partnerships can include direct financial participation by partners or simply be a shared agreement to coordinate resources, infrastructure, and policies. Anchor institutions throughout the corridor could be significant partners and form the basis of a new regional network, which may include other nonprofit or private entities that are inextricably tied to their locations because of real estate holdings, capital investment, history, or mission.

## **Housing Trust Funds**

Housing trust funds are government established funds created from a pool of fees and taxes levied on real estate development and/or other sources. They provide gap financing for the construction and maintenance of affordable housing units from various sources of agreed upon public revenue rather than municipal budget allocations.