

NORTH LEGACY TRANSPORTATION CORRIDOR SUPPLEMENTAL STUDY

Prepared for the Utah Department of Transportation
and the Wasatch Front Regional Council



October 2009

North Legacy Transportation Corridor Supplemental Study

Prepared for the
Utah Department of Transportation (UDOT)
and the Wasatch Front Regional Council (WFRC)

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Executive Summary

An extension of Legacy Parkway into Weber County is included in the Wasatch Front Regional Council (WFRC) Regional Transportation Plan (RTP). A study was performed in 2001 by the WFRC to determine an alignment for this planned extension in north Davis County, but a consensus could not be reached in Weber County. This study serves as a supplement to the WFRC 2001 Study and identifies an alignment to be preserved in Weber County for a planned extension of Legacy Parkway.

Summary of Study Purpose

Previously, WFRC completed the North Legacy Transportation Corridor Study (August 2001) whose purpose was to select a corridor of sufficient width to accommodate future multi-modal transportation facilities in northwestern Davis and western Weber Counties. The alignment in Weber County at the end of the North Legacy Transportation Corridor Study was on the eastern side of 5100 West up to 12th Street.

The current study, the North Legacy Corridor Supplemental Study, was initiated because a single corridor alignment in Weber County was not agreed upon by the parties involved. This led to confusion as to where the corridor should be preserved or if the entire corridor through Weber County should even be planned. This study identifies alternative planning corridors, recommends a corridor to preserve, and maps environmental concerns and other issues that need to be considered during any future environmental study. Figure 1 shows the corridor to be preserved.

North Legacy Draft Purpose and Need

Growth plans are still evolving in western Weber County and a conflict exists between active preservation of existing farmland versus an acceptance that urban growth will encroach upon existing agricultural areas. This conflict is being addressed at the local government level and varies by the land use planning goals of each local government. Therefore, while quantitative analysis was used in modeling of the overall function of the

North Legacy corridor, planning level goals derived from the analysis should be highlighted over model precision. Through this analysis, the following goals can be summarized for a future North Legacy corridor through Weber County:

- The corridor should serve as a high speed north-south facility,
- The corridor should primarily serve long distance travel needs for the growth in western Weber County; and
- The corridor should be capable of providing an alternative to I-15 in a manner that reduces east-west travel needs immediately west of I-15.

For planning purposes, the corridor was designed to be preserved as a minimum 220 foot cross section throughout Weber County north of 5500 South and a 328 foot cross section from the Davis County boundary to 5500 South in Hooper City. In some cases, wider corridors or multiple corridors could be preserved by local governments to maintain a range of future options. In addition, the corridor was assumed to function as a roadway with a 75 mph design speed. Horizontal curves were planned at a minimum 2,500 foot radius. In order for the proposed facility to safely function at this maximum design speed, access onto and off of the facility should be restricted. No additional private access would be permitted and public access would be separated by one half to one mile at planned signalized locations. One mile street access will allow signals to be replaced by interchanges, as needed, but present planning indicates that the facility can function in the 30 year planning horizon with limited signalized access points.

North Legacy Alignment to be Preserved

The preservation of a transportation corridor will initially be performed by the planning and zoning powers of each local government and through strategic early acquisition of property within planned corridors. Ultimately, a full environmental study must be performed and may alter the location of the actual corridor from that preserved. While it is premature to define a single corridor with absolute confidence, it is valuable to offer each local government a single corridor to preserve along with a brief discussion of the issues facing the use of this corridor in a future environmental study.

Hooper City: The corridor to be preserved starts at the Davis County/Hooper City boundary just west of 5100 West. A 328 foot wide corridor travels north on the east side of 5100 West until it intersects with 5500 South. North of 5500 South, a 220 foot wide corridor continues north on the east side of 5100 West to north of 3300 South, where the corridor begins to turn west and leaves the Hooper City limits. Through West Haven and the Hooper area, a 220 foot corridor is planned, but it has not been determined if the corridor is on the east or west side of 5100 West or down the centerline of the road, therefore both are shown in Figure 1. The width through that area is shown to be 328 feet, but only 220 feet needs to be preserved. Hooper City has done an admirable job of restricting recent past and future development from construction within the preserved corridor. The construction of linear parks provides a good interim use of the corridor but

should be carefully documented as interim plans for a future transportation facility so as not to create additional National Environmental Policy Act (NEPA) concerns.

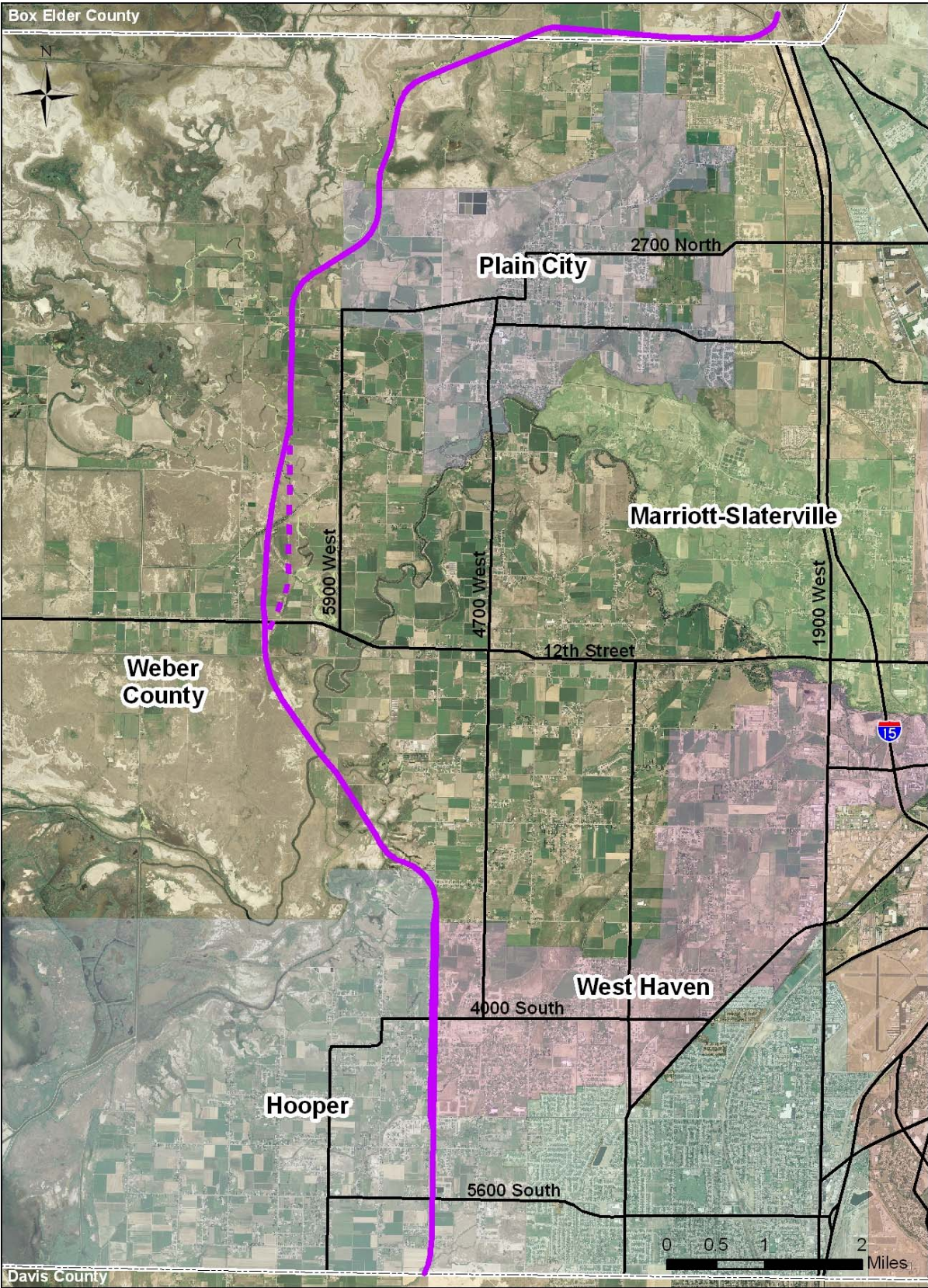
West Haven City: The corridor to be preserved follows West Haven's western boundary from 4800 South to 3300 South. It has yet to be determined if the corridor runs down the centerline of the existing roadway or runs on the east side or west side of 5100 West, it is shown to be a 328 foot wide corridor through this area but only 220 feet needs to be preserved. Several suggested tools for preserving a corridor are listed later in this report. These resources will help West Haven to be proactive in preserving a transportation corridor and prevent homes and buildings from being constructed within the identified corridor. However, there are recognized limitations in these tools, particularly with small parcels.

Plain City: The corridor to be preserved enters the western city boundaries at 5900 West and approximately 2500 North and then travels northeast for a distance of 0.83 of a mile. It then crosses the northern boundary of Plain City at approximately 5500 West and crosses the Weber Pathways Rail Trail at a right angle. Various planning and zoning tools will aid Plain City as they continue to work with large land owners in the area and plan east-west streets to service the North Legacy Corridor.

Weber County: Much of the controversy surrounding the corridor alignment centered around agricultural interests in unincorporated Weber County. A single alignment has been identified to minimize likely wetland impacts from 5100 West in West Haven to approximately 6700 West north of 12th Street and into Plain City. Concerns have been expressed by resource agencies that alternatives which avoid wetlands are preferable to alternatives which allow for minimal impacts. While Weber County should preserve the identified corridor, the county should not lose sight of the possibility of protecting other corridors from building impacts as agricultural properties are proposed by the land owner to develop. Much of the controversy and concern over a corridor along 5100 West is eliminated if and when agricultural interests yield to development pressures. While these development pressures are not anticipated, thus the reason for the recommended corridor, Weber County should be a partner in any voluntary development of agricultural lands.

A recommended change to the corridor to be preserved involved a comment that was received suggesting an 800 foot move of the alignment further east through West Warren, from approximately 6500 West to approximately 6300 West. Figure 1 shows the final corridor to be preserved in purple with the proposed alignment change in West Warren shown as a dashed line.

Figure 1: Map of Corridor to be Preserved



Chapter 1

Introduction

This chapter provides an overview of the North Legacy Corridor Supplemental Study including a discussion of the planning process. The study area is introduced along with related studies and the history of North Legacy Corridor prior to 2007.

Study Overview

This study involves the long term planning for growth and transportation needs in Weber County. Previously, WFRC completed the North Legacy Transportation Corridor Study (August 2001) whose purpose was to select a corridor of sufficient width to accommodate future multi-modal transportation facilities in northwestern Davis and western Weber Counties. The alignment in Weber County at the end of the North Legacy Transportation Corridor Study was on the eastern side of 5100 West up to 12th Street. This alignment has since been preserved by Hooper City but has not been preserved or agreed upon by other local governments.

This study documents the analysis provided to reach a consensus of the local government officials who participated in the study on an alignment that could be preserved throughout the entire county. Although a single alignment is recommended, this process considered various alternative alignments so that environmental impacts, public comments, concerns and other information could be documented to provide input into the advantages and disadvantages of the corridors. It should be noted that at the conclusion of this study, the Utah Department of Transportation (UDOT) has initiated an Environmental Impact Statement (EIS) for the West Davis Corridor which will investigate the need for and the alignment options of an extension of Legacy Parkway in north Davis County. It is unknown at the time of this writing whether the West Davis Corridor EIS will address alignments in Weber County or whether local government corridor preservation may be superseded in the near future by right-of-way purchase of a recommended corridor resulting from the EIS. This report is written to address local government coordination of corridor preservation through various planning and zoning powers under the assumption that the North Legacy Corridor through most of Weber County is beyond the planning horizon of the West Davis Corridor EIS.

Benefits and Principles of Corridor Preservation

Benefits

A “corridor” is defined as “the path of a transportation facility that already exists or may be built in the future.” The American Association of State Highway Transportation Officials (AASHTO) defines corridor preservation as “a concept utilizing the coordinated application of various measures to obtain control of or otherwise protect the right-of-way for a planned transportation facility.” While corridors efficiently connect two endpoints, usually communities or other transportation facilities, they can also divide neighborhoods and farmland. Defining corridor alignments far in advance of development minimizes some of the negative impacts. As previously stated, the purpose of this corridor study is to define an alignment to be preserved by the associated parties so that future development does not preclude the construction of these vital transportation connectors.

Principles

Corridor preservation is a strategy to assure that a network of highways, roads, streets, and transit corridors will be available in the future to serve both the existing and future development needs of an area. The driving principle is to minimize costs by planning ahead for future highway or transit projects by coordinating closely with local governments and by involving resource agencies.

Preserving corridors far in advance of the more detailed analysis associated with the National Environmental Policy Act (NEPA) process is a relatively new concept. Transportation planning requirements dating back to the 1970 NEPA legislation, inserted local governments into the transportation planning process through Metropolitan Planning Organizations (MPO). Since that time, conflicts have existed between the NEPA process serving as a decision making document and the local government planning process which relies on some level of accountability and reliability of past plans.

Recent planning and NEPA guidance offered in the Safe, Accountable, Flexible, and Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) federal transportation planning requirements encourages improved coordination and linkages between the planning and the NEPA process. Corridor preservation is a good example of linking planning with NEPA and allows local governments to plan for transportation and land uses concurrently. As land uses are approved at the local government level, they can be planned in a manner that does not limit viable options in the NEPA process by raising the cost of right-of-way purchase or requiring significant impacts to the man-made environment. Although a body of best practices and possibly case law will build over time surrounding improvements to integrating planning and NEPA, corridor preservation as documented in this report is offered as a local example of the principle of linking planning with NEPA.

Advantages of Corridor Preservation

Raw Ground Less Expensive Than Built Ground

By acquiring land in advance of construction of transportation projects, the high cost to remove or relocate private homes and/or businesses is reduced or possibly eliminated.

Minimize/Mitigate Impacts Through Advanced Planning

Impacts can be minimized and/or mitigated with advanced planning and therefore incur less impact on people's land and lives from transportation projects. Planning also promotes urban and rural development that is compatible with local plans.

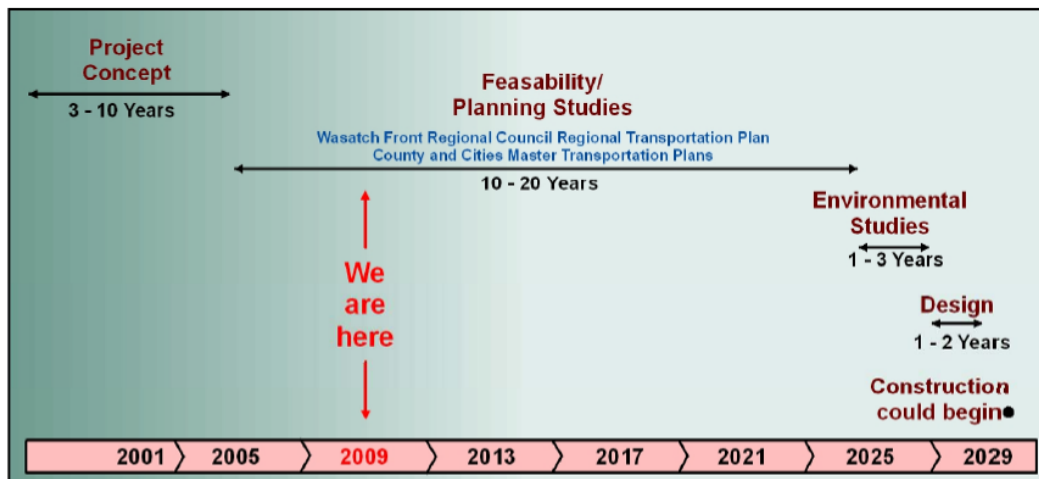
Sharing of Information with Locals and Resource Agencies Prior to NEPA Process

Corridor preservation allows for information sharing among landowners, developers, engineers, utility providers, and planners and ensures that all involved parties understand the future needs for developing corridors. Information sharing includes coordination with resource agencies prior to the NEPA process. This allows for communication with resource agencies to determine if there are any environmental fatal flaws of a potential transportation improvement project.

North Legacy Corridor Supplemental Study Process

The goal of the study was to recommend an alignment for preservation by local jurisdictions and Weber County. The corridor to be preserved would provide necessary north-south mobility in the western area of Weber County after projected population growth has occurred. Figure 2 shows the overall timeline for the North Legacy Corridor Supplemental Study Process.

Figure 2: Project Concept to Construction Timeline

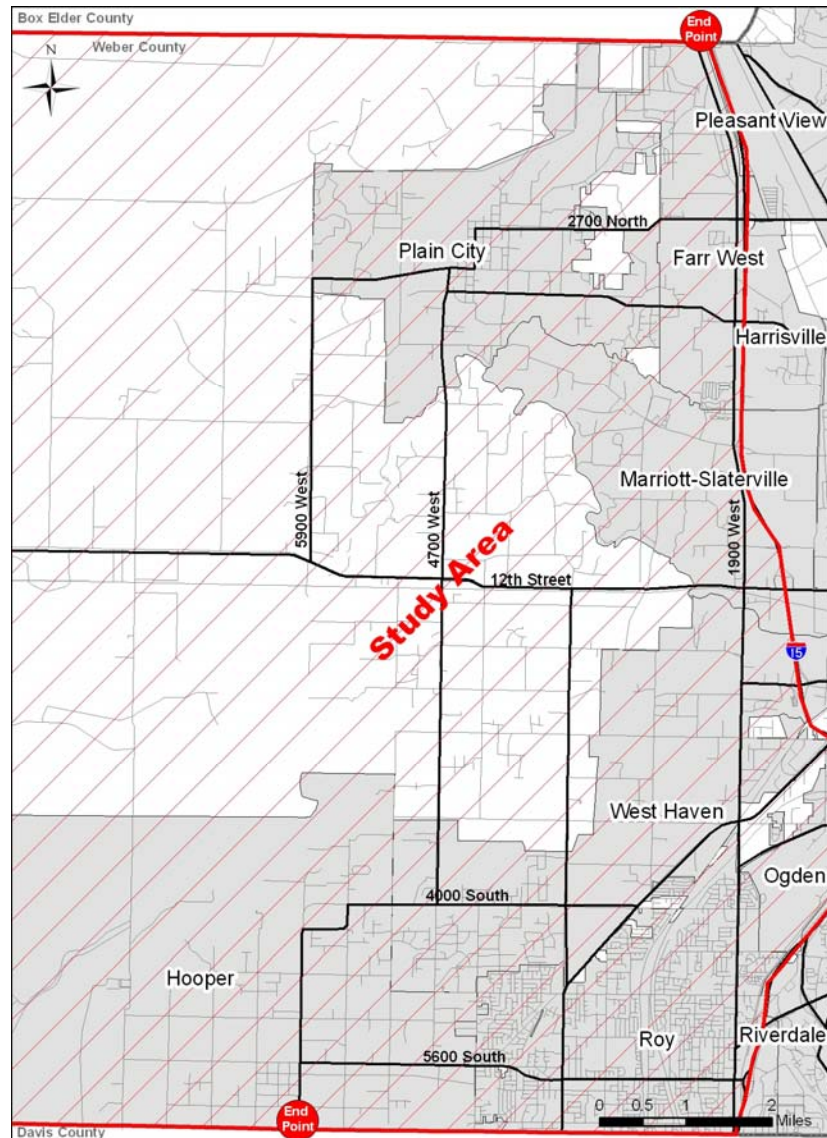


It is likely that any corridor recommended in the study would be modified over time as the need for the corridor progresses. However, it is also hoped that the corridor identified now can be evaluated in sufficient detail to be altered at a local level allowing for minimal detailed modifications as needed.

Study Area

The study area begins at the Davis/Weber County line at approximately 5100 West where the corridor was defined by West Point City (located in the northwest area of Davis County) and ends at the Weber/Box Elder County line near I-15. The study area includes the following agencies and jurisdictions: UDOT, WFRC, Weber County, Farr West City, Hooper City, Marriott-Slaterville City, Plain City, and the City of West Haven. The study area generally included all of Weber County west of I-15. Figure 3 shows the study area.

Figure 3: North Legacy Corridor Supplemental Study Area



Related Studies

1962-69: Ogden Area Transportation Study (OATS) – The original concept of a “West Davis Corridor” along the approximate alignment of the North Legacy Corridor dates back to the original Ogden Area Transportation Study (OATS) developed throughout the 1960s and created during the development of various transportation planning tools still used today, such as the regional travel demand model. Since this study pre-dated the MPO requirements of the 1970s, recommendations of the OATS plan were reviewed and formally approved by WFRC in the Ogden Area Long Range Transportation Plan documented in 1979 (WFRC Technical Reports No. 16-19, 1979). This plan recommended the construction of a “West Davis Boulevard” generally connecting 5600 West in Salt Lake County to 5100 West in Weber County and along the build-able eastern shore of the Great Salt Lake in Davis County in the last planning period “beyond 1990.”

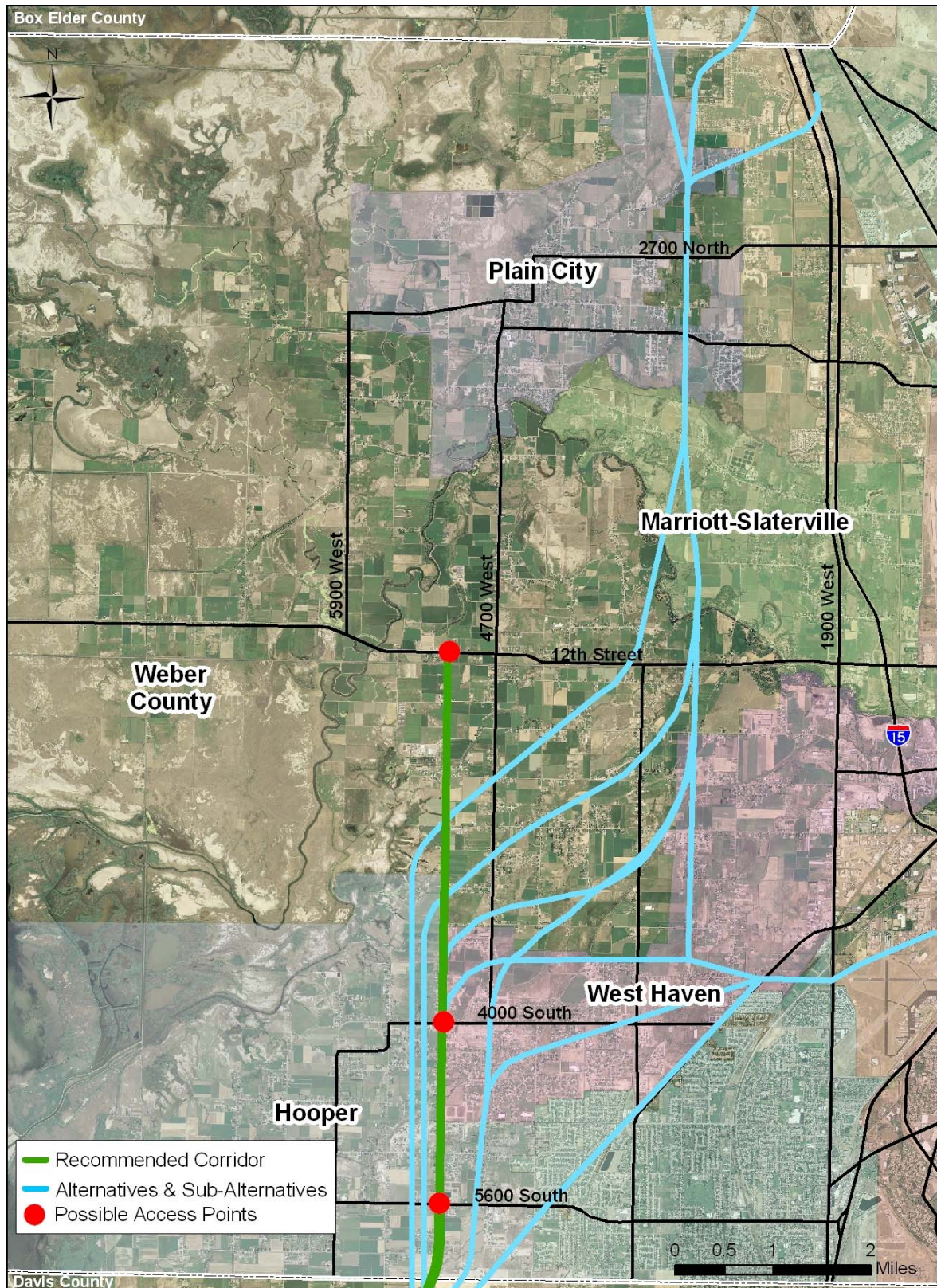
1995-98: Western Transportation Corridor (WTC) Major Investment Study (MIS) – The WTC-MIS Final Report established the purpose and need for preservation of a 200 foot wide transportation corridor throughout the length of the study area extending from I-15 westward to the Great Salt Lake and from I-80 in Salt Lake County northward to 12th Street, SR-39, in Weber County. Additionally, through a public and agency involvement process and through considerable consensus building among various parties, the WTC-MIS identified a Locally Preferred Alternative based on an analysis of the various alternatives and their ability to meet the purpose and need for transportation facilities. The result was a Locally Preferred Alternative that combined portions of several alternatives and included the following elements:

- A new roadway (identified as a principal arterial throughout its length),
- Preservation of a passenger rail corridor for multi-modal purposes, and
- Increased commuter bus service.

2000: Legacy Parkway Environmental Impact Statement (EIS) – UDOT advanced the southern Davis segment of the WTC to a Draft EIS (DEIS) and Final EIS (FEIS). During this process, the decision was made to eliminate the connection to I-80 and to terminate the facility at I-215 on the south. The purpose and need developed during the DEIS supported the WTC-MIS conclusion that an access controlled 4-6 lane parkway facility was needed for the West Davis Corridor. The FEIS was approved through a Record of Decision (ROD) issued in December 2000. Legacy Parkway has since been constructed and operates today.

2001: Inter-regional Corridors Alternatives Analysis (IRCAA) – As a follow-up to the multi-modal elements of the Locally Preferred Alternative identified in the WTC-MIS, WFRC conducted the IRCAA concurrent with the North Legacy Transportation Corridor Study. The IRCAA identified the types and limits of various transportation modes within the study area and beyond and primarily focused on inter-county transit connections.

Figure 4: 2001 North Legacy Transportation Corridor Study Map of Alternatives



August 2001: North Legacy Transportation Corridor Study – The purpose of this study was to select a corridor of sufficient width to accommodate future multi-modal transportation facilities in northwestern Davis and western Weber Counties. The study identified the property necessary for various transportation alternatives. It built upon the findings of previous studies through more detailed evaluations, and it further refined the Locally Preferred Alternative selected in the WTC-MIS. Property preservation drawings were developed that enabled local jurisdictions, in cooperation with UDOT, to preserve the Locally Preferred Alignment. Figure 4 shows the alignment alternatives that resulted from this study.

September 2003: West Central Weber County General Plan – The purpose of the general plan was to help decision-makers evaluate development proposals and implement the desired future of the community. The West Central Weber County Plan proposed land use within the study area of the North Legacy Corridor Supplemental Study as residential/agricultural with one acre and five acre lots that is reflected as a cluster style development pattern with a minimum of 30 percent open space. A Legacy Highway extension into Weber County is found to be highly controversial in this plan, noting that most people are unfavorable.

The Wasatch Front Regional Council proposes a Legacy Parkway for the entire length of the entire Wasatch Front region. The need for a facility of this type in West Central Weber County (is) not anticipated for 30-50 years in the future. Weber County acknowledges the need for additional north-south roadways to serve as principal arterials, and has been preserving approximately 100 feet of right-of-way along 4700 West with plans to upgrade that facility to a four or five lane arterial. *West Central Weber County General Plan, Page 3-2, September 23, 2003*

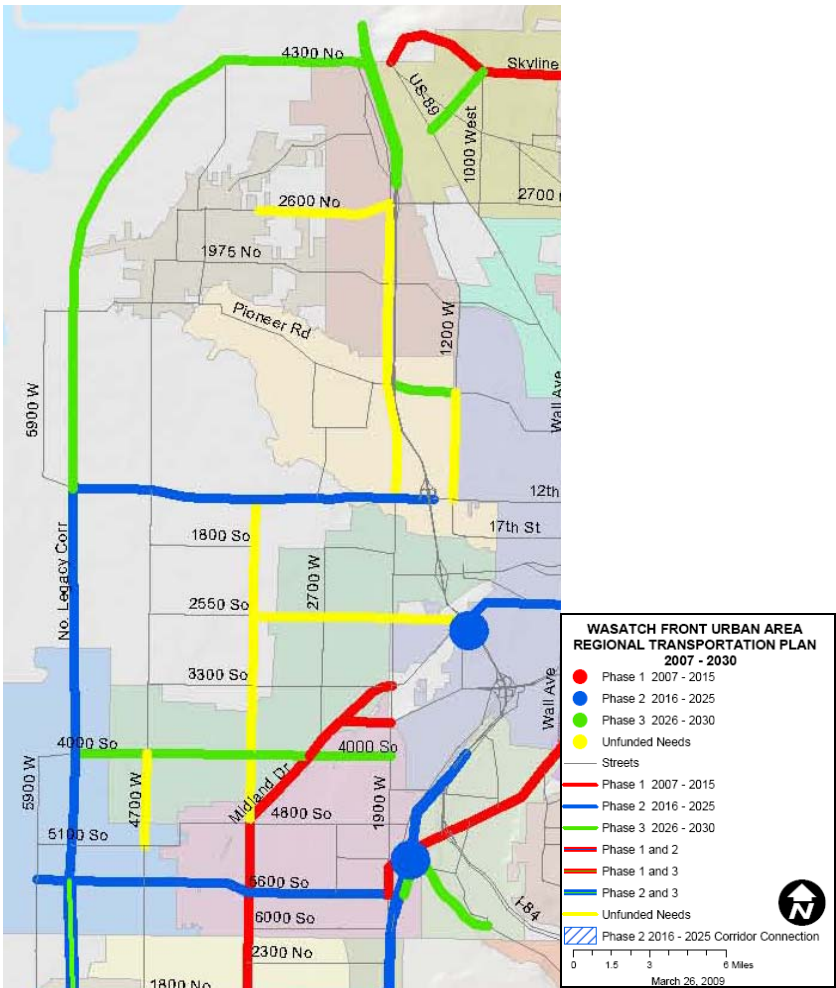
History to 2007

August 2001 – Davis and Weber County North Legacy Corridor Study completed for UDOT and WFRC.

December 2001 – WFRC adopted the Wasatch Front Urban Area Long Range Transportation Plan (LRP) 2002-2030 which includes the North Legacy Corridor ending at 12th Street in Ogden as an Illustrative Project (unfunded) on the Phasing Map.

May 2007 – WFRC adopted the Wasatch Front Regional Transportation Plan 2007-2030, Technical Report 46 which includes the North Legacy Corridor as a Principal Arterial street in Phase 2 (2016-2025) from Legacy Parkway to 12th Street and in Phase 3 (2026-2030) from 12th Street to I-15. The Regional Transportation Plan (RTP) is not proposed to be alignment specific, but shows the North Legacy Corridor approximately along 5100 West in Weber County. Figure 5 shows the portion of the plan for western Weber County.

Figure 5: Portion of WFRC Regional Transportation Plan



Chapter 2

2007 Supplemental Study Begins

While each jurisdiction along a possible North Legacy corridor route strongly supports the need to preserve a transportation corridor in advance of construction, there is a challenge with finding the right corridor which enhances community goals and preserves individual property rights. Finding this balance requires careful analysis, offered in this report, with ongoing leadership of local elected officials.

February 2007: Beginning of North Legacy Corridor Supplemental Study

Defining an alignment in Weber County that can be preserved by the participating agencies and jurisdictions so that future development does not preclude the location and connectivity of the North Legacy Corridor began in earnest in February 2007. Preserving a corridor now will provide for fewer overall impacts to properties, structures, and environmental resources. While the North Legacy Corridor is listed in the Wasatch Front Regional Transportation Plan 2007-2030, an EIS has not been performed. An EIS determines whether or not a project gets approved for construction. The sole focus of this study is corridor preservation.

The WFRC is responsible for transportation planning in the area and has identified a number of transportation projects that are included in the Wasatch Front Regional Transportation Plan 2007-2030. One facility that has been identified is the North Legacy Corridor in western Weber County, which connects the communities of Hooper, West Haven, Weber County, Marriott-Slaterville, Plain City, and Farr West. Future construction of the North Legacy Corridor is anticipated beyond the current funding program and would be subject to the NEPA process and guidelines.

Project Management and Jurisdiction Participation

At the onset of the 2007 Corridor Supplemental Study, a strategic organization of study process and committee support was developed. Although most of the effort necessary to gather and evaluate data was offered through the procurement of consultant services, various committees of staff and elected officials participated at various levels of management. The committee structure described was organized to streamline the work and to ensure participation with each level of government, while, at the same time, not creating an extra layer of government or a new decision making body. It is important to emphasize that final corridor preservation is an extension of the planning and zoning powers of local governments.

Project Management Committee

The Project Management Committee was formed consisting of a small group of individuals with technical expertise from UDOT, WFRC, and Weber County. The Project Management Committee was responsible for the delivery of the project outputs and the attainment of project goals. They provided support, guidance, and executive oversight of the progress of the study by attending meetings, providing feedback, and approving the process and direction of the study. The Project Management Committee provided the leadership and direction to the Consultant Team which prepared maps and collected data to provide the Project Management Committee with information about the study to facilitate a strong decision making process. The data was analyzed and the results submitted to the Project Management Committee for review and approval. The Project Management Committee met multiple times and included the following members:

Table 1: Project Management Committee

Name	Title	Representing Organization	Term
Rex Harris	Project Manager	Utah Department of Transportation	Full
Walt Steinvorth	Planning Manager	Utah Department of Transportation	Full
George Ramjoue	Transportation Planner	Wasatch Front Regional Council	Left in 2007
Ben Wuthrich	Transportation Engineer	Wasatch Front Regional Council	Full
Curtis Christensen	County Engineer	Weber County	Full

Steering Committee

A Steering Committee was established to revisit the issues in Weber County to establish a corridor that the cities and county could agree upon for preservation. The Steering Committee was comprised of local elected officials and city and county staff. In addition to the kick off meeting held in February 2007, the Steering Committee met in March, April, May, June, July, August, September and two meetings in November with a public open house held in October 2007. For the June 2007 Steering Committee meeting, a bike tour of the North Legacy region was organized to help individuals increase their knowledge of the land features and to provide a general orientation to the vicinity. The Steering Committee did not meet in 2008, but six times in 2009.

The Steering Committee consisted of approximately 18 representatives from various levels of government as well as the Consultant Team and Project Management Committee. They were identified and invited to serve as Steering Committee members because they represented jurisdictions that possible alignments of the corridor may pass through or be affected by. The Steering Committee established primary and secondary evaluation criteria and weighting factors for each. They drew alignments, which were evaluated by the criteria that they recommended. In general, they provided direction and comment regarding the study. The Steering Committee met a total of fourteen times and they included the following members (see Appendix for Steering Committee agendas and meeting notes):

Table 2: Steering Committee

Name	Title	Representing Organization
Stuart Adams	Commission Chair	Utah Transportation Commission
Steve Anderson	Engineer/Planner	West Haven City
Dirk Bailey	Former Mayor	Hooper City
Glen Barrow	Mayor	Hooper City
Alex Beseris	City Engineer	Hooper City/JUB Engineers
Dave Bunderson	Public Works Director	Farr West City
Barry Burton	Davis County Planning Director	Davis County
Kerry Gibson	Utah State Representative	Western Weber County
Kevin Hamilton	County Planner	Box Elder County
Douglas Hansen	Planning Commissioner	Western Weber County
Dave Hardman	President and CEO	Ogden/Weber Chamber of Commerce
Bruce Higley	Council Member	Plain City
Jay Jenkins	Mayor	Plain City
Brian Melaney	Mayor	West Haven City
Becky Messerly	Planning Commissioner	Western Weber County
Bret Millburn	County Commissioner	Davis County
Andy Neff	Public Involvement Coordinator	Utah Department of Transportation
Vic Saunders	Public Information Manager	Utah Department of Transportation
Ron Schultz	Council Member	West Haven City
Wilf Sommerkorn	CED Director	Davis County
Scott Van Leeuwen	Council Member	Marriott-Slaterville
Larry Yeates	Planning Commissioner	West Haven City
Jan Zogmaister	County Commissioner	Weber County

Dan Jones & Associates Survey

In August 2007, Dan Jones & Associates, a full-service, public opinion and market research firm located in Salt Lake City, Utah, was commissioned to conduct a research study of residents in the western area of Weber County. The research objective was to learn of the interest, knowledge, and opinions of local residents concerning the North Legacy Corridor in Weber County.

This survey was conducted in-lieu of a traditional public open house in an effort to understand broad community issues. Telephone surveys were conducted of a demographic cross section of adult residents (age 18 and over) and respondents were interviewed during evening hours. A random systematic sampling procedure was used giving each household an equal opportunity of being selected for an interview. Dan Jones

& Associates worked with representatives of the Project Management Committee to formulate a questionnaire that would provide meaningful information that informed discussion and decision making. Ultimately, a 304 sample survey was conducted of residents in Farr West, Hooper, Plain City, Marriott-Slaterville, West Haven and some unincorporated areas of western Weber County; the margin of error was +/- 5.5 percent. Figure 6 lists the issues of importance that were identified on a 1 (not at all important) to 5 (very important) scale by the residents of west Weber County. The questions and results of the Dan Jones & Associates Survey are part of the Appendix of this document. Figure 7 shows detailed analysis of a specific survey question related to why a corridor should be preserved.

Figure 6: Summary of Results from Dan Jones & Associates Survey

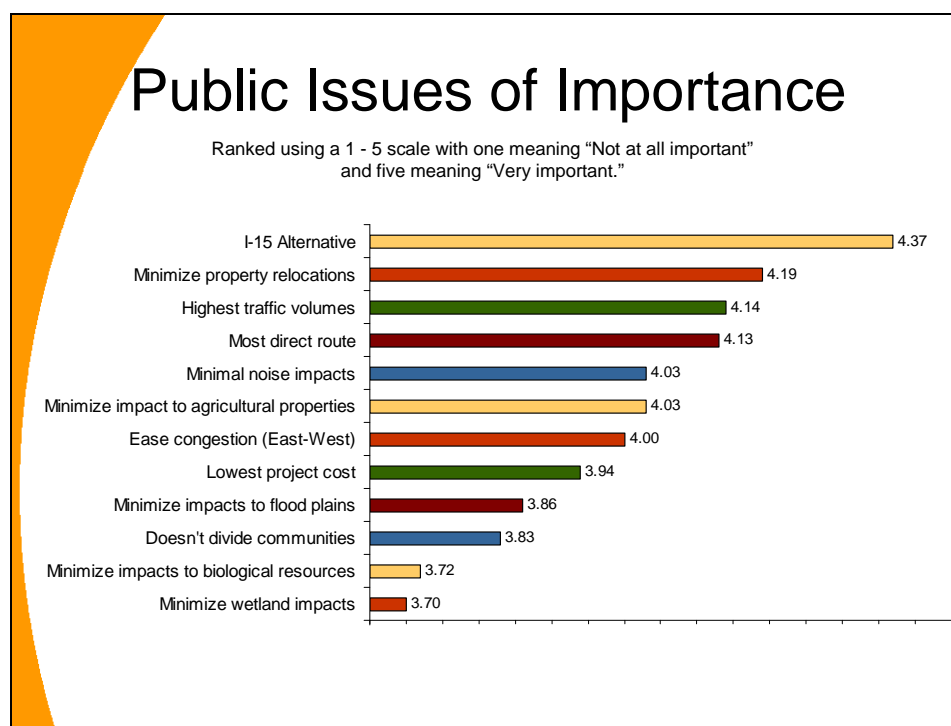
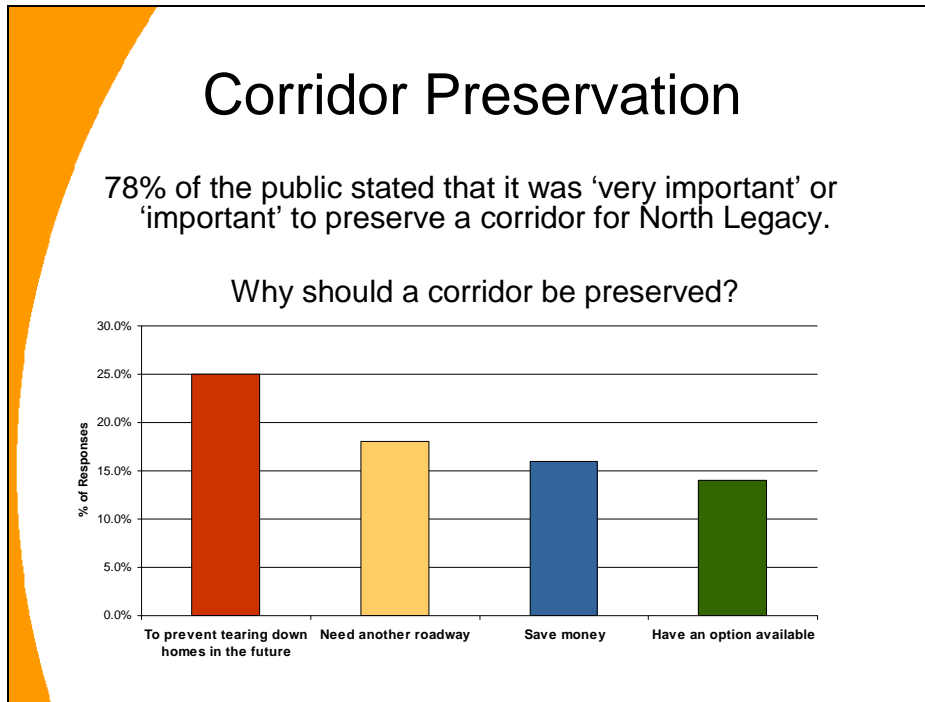
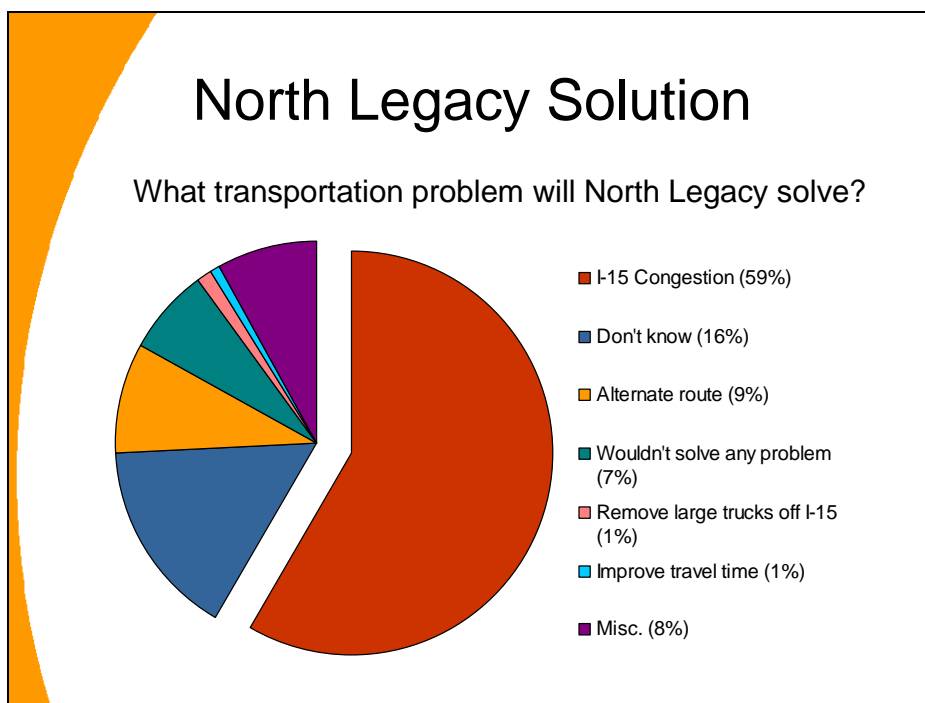


Figure 7: Corridor Preservation Responses



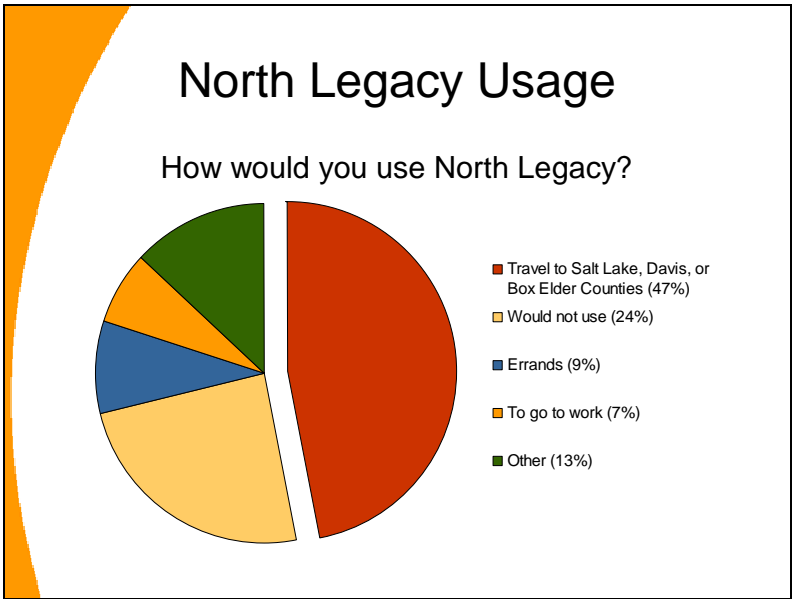
The survey participants had a variety of ideas when asked, “What transportation problem, if any, would the North Legacy roadway solve?” Figure 8 shows their responses.

Figure 8: North Legacy Solution



The survey participants were asked, “How would you use North Legacy?” Residents most often said they would use the future North Legacy roadway for travel to Davis, Salt Lake, and Box Elder Counties. Running a distant third and fourth, they responded that they would use the road to run errands or travel to work. They also indicated that North Legacy would be important for inter-county travel. Figure 9 shows their responses.

Figure 9: North Legacy Usage



North Legacy usage shows that 47 percent of the survey respondents would use North Legacy to travel to Salt Lake, Davis or Box Elder Counties. Figure 10 shows some of the comments that respondents provided during the survey.

Figure 10: What We Heard



Purpose and Need of Corridor

The process of corridor development and evaluation began with defining the end points for potential corridors in the study area. The North Legacy Corridor through Weber County is designed to connect on the south end to the planned West Davis Corridor. The West Davis Corridor in Davis County travels along the bluff and ends at about 5100 West and the Weber County line. This constitutes the southern end point for the corridor. The northern end point is more flexible. The northern terminus can be at any connection along I-15. This I-15 connection could be in Weber County or continue north into Box Elder County.



A street in rural Weber County

In order to determine the best possible alignment alternative, criteria were developed to compare different alignments. These criteria were developed through a process involving the Project Management Committee, Steering Committee, and resource agencies. The development of criteria was the main focus of the Steering Committee meeting on April 20, 2007 and the resource agencies meeting on May 8, 2007. The Project Management Committee, Steering Committee, and resource agencies identified the criteria by which each alignment option would be evaluated. Each criterion was organized into a primary category.



Wetlands in Hooper

Table 3: Evaluation Criteria by Category

Purpose and Need	Environment Impacts
Serves Highest Future (2030) Traffic Volume Serves Highest Future Traffic Volume from Study Area Supports Planned Growth Supports Local East-West Plans Provides I-15 Alternative	Minimize Property Impacts Minimize Agricultural Protection Acres Minimize Structure Impacts Support/Preserve Rural Lifestyle Minimize Floodplain Impacts Minimize Wetland Impacts Minimize Noise and Air Quality Impacts Minimize Historic Property Impacts Minimize Bisecting Communities Minimize other Biological Resource Impacts
Cost and Constructability	
Minimize Total Cost Provides Most Direct Route	

Five criteria were identified for the Purpose and Need category.

- Serves highest future traffic volume: measured by using the travel demand model to determine future traffic volume on given alignment options. The model revealed how many drivers would use the roadway if it was built at different locations.
- Serves highest future traffic volume from the study area: measured using the future traffic from the travel demand model, but only analyzing the traffic volume from the study area.
- Support planned growth: this criterion was subjective. The ratings for these criteria were based on whether the alignment followed the basic North Legacy alignment that the cities and county were planning.
- Support local east-west plans: also subjective. This criterion was rated based on the number of major east-west roadways that connect to each alignment, as well as the way that the east-west streets are planned to connect. The measurement was lower for skewed intersections.
- Provide I-15 alternative: measured the amount of traffic relief each alignment provided for I-15. The travel demand model was used to determine future traffic reduction on I-15 based on each alignment location.

Corridor Width

The original 2001 North Legacy Transportation Corridor Study identified corridor widths through the study area. The corridor width planned for the West Davis Corridor is 328 feet. The 328 foot width is planned for the North Legacy Corridor from the I-15 connector in Farmington through Davis County and into Weber County up to 5500 South in Hooper. North of 5500 South the corridor would narrow to 220 feet throughout the rest of Weber County. The 220 feet can easily accommodate a wide arterial with travel lanes, a median, and shoulders. The 220 feet probably could also accommodate a separated freeway width with a median and shoulders. This 220 foot width would likely require barrier control of clear zones and would require additional right-of-way at interchanges.

Through discussions with Steering Committee members, a 220 foot wide corridor was agreed upon as the planning width. This width will be what the cities and counties preserve and will allow some flexibility for roadway design in the future. While the corridor widths of the roadway were identified and agreed upon in the 2001 North Legacy Transportation Corridor Study, the cross sections moving forward with the North Legacy Corridor Supplemental Study are unknown because the type of transportation facility is currently undetermined.

A 220 foot wide corridor would be preserved to accommodate several roadway types and widths. Two possible transportation facilities are shown in Figures 10 and 11, as examples for visualization only.

Figure 11: Conceptual Five-Lane Arterial Cross Section – 121 foot Right-of-Way

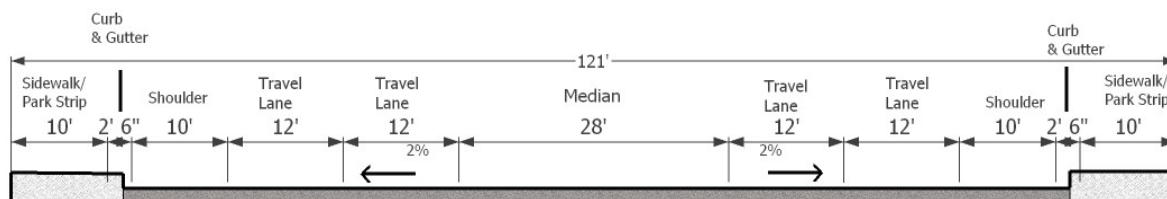
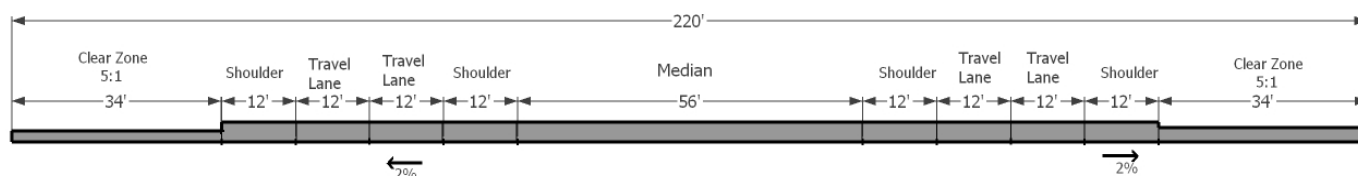


Figure 12: Conceptual Full Freeway Cross Section – 220 foot Right-of-Way



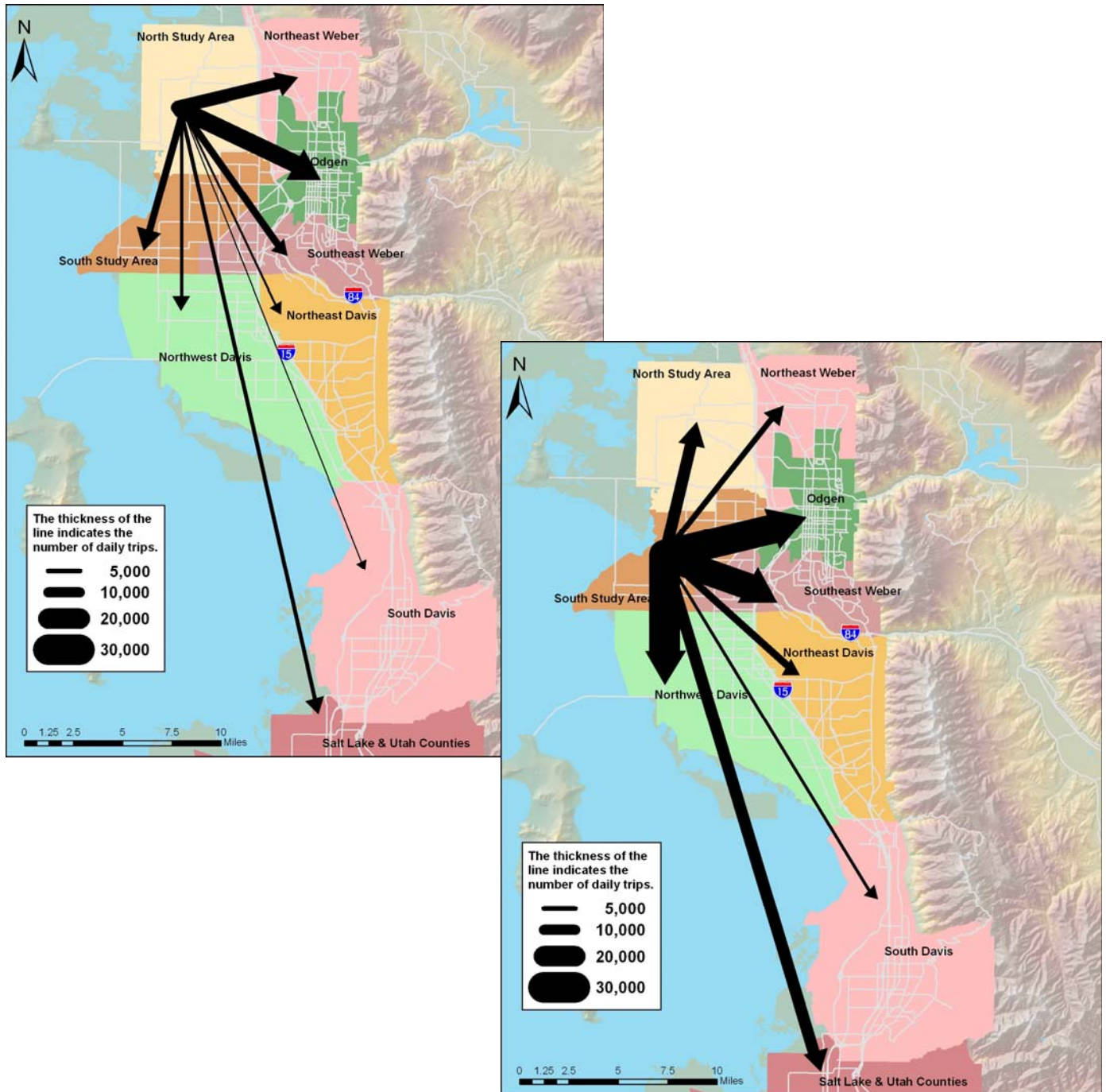
Travel Patterns

In order to get a better understanding of the role of regional transportation facilities, travel patterns of people living in the study area were examined. Modeled travel patterns helped balance comments that we heard throughout the process. Some comments included, “Everyone is trying to get to Salt Lake.” “Everyone works at Hill Air Force

Base.” The travel patterns allow analysis to move from absolute statements to a more refined analysis.

The study area was divided into two geographies, one area in the north and the other in the south. Future trip destinations were analyzed and grouped for vehicle trips that originated within the study area. This was done for all trips in 2030, regardless of their purpose. Figure 13 show the results of that analysis and shows that a North Legacy corridor could serve as a direct and efficient route for many trips from the study area.

Figure 13: 2030 Trips from North and South Study Area





Bike Trip, June 2007, 5100 West in Hooper Looking South

Environmental Screening

Ten criteria were identified for the Environmental Impacts category.

- Minimize property impacts: measured the number of properties that each alignment option would impact directly. The alignments were measured at 220 feet wide and any encroachment of the corridor to a property was counted.
- Minimize agricultural protected land: measured the number of agricultural protected acres that each alignment would impact. Agricultural Protection Areas (APA) data was provided by Weber County.
- Minimize structure impacts: measured by overlaying each alignment option on top of the 2006 aerial photograph of Weber County and counting all the structures impacted by each alignment. Structures that were counted included all buildings except for barns, sheds, garages, and other buildings that were discerned from aerial photography as not residences or places of business. Impacts were counted if the corridor was within 15 feet of the structure.
- Support/preserve rural lifestyle: was determined subjectively based on the grouping of contiguous APA lands throughout the county and understanding how each alignment impacts them.

- Minimize floodplain impacts: measured the number of acres of NEPA floodplain that each 220 foot wide alignment impacts. The NEPA floodplain data was based on 100 year flood zones and provided by the State of Utah.
- Minimize wetland impacts: similar to floodplains, measured the number of acres of National Wetland Inventory (NWI) wetlands that each alignment impacts. The NWI data is not delineated wetlands.
- Minimize noise and air quality impacts: measured by buffering the corridor by 500 feet to either side and counting the number of houses located in that area. The idea was that these homes would be impacted by the noise produced on the facility and the air quality would be lower at these locations.
- Minimize historic properties: measured by counting the number of historic structures that each alignment impacts directly. The data for historic structures in Weber County was supplied by the Utah State Historical Society.
- Minimize bisecting communities: measured by counting the number of elementary school boundaries that each alignment crosses. Elementary school boundaries were used as a surrogate for neighborhood communities.
- Minimize other biological or cultural resource impacts: it was mentioned that there might be other biological resources that could potentially be impacted like nesting birds or areas of Native American cultural significance. While these ideas were discussed, no data was identified or obtained and it was unclear where these resources might be located.

Cost and Constructability

Two criteria were identified for the Cost and Constructability category.

- Minimize total cost: measured the estimated total cost of new construction for a roadway. The total cost included right-of-way acquisition, costs of structures, and construction costs.
- Provide the most direct route: measured the length of each alignment option in miles. The idea is that the length of the corridor is related directly to the cost of construction.

23 Alignments Considered

At the March 2007 meeting of the Steering Committee, participants viewed the preferred alignments that had been submitted by individual jurisdictions during separate meetings that had occurred with InterPlan staff members. Additionally, each Steering Committee member was given a packet of information that listed impacts to structures, protected agricultural land, wetlands, floodplains and other impacts of the proposed alignments. Impacts of a future transportation facility were discussed and several alignments were eliminated based upon the technical analysis provided by the Consultant Team.

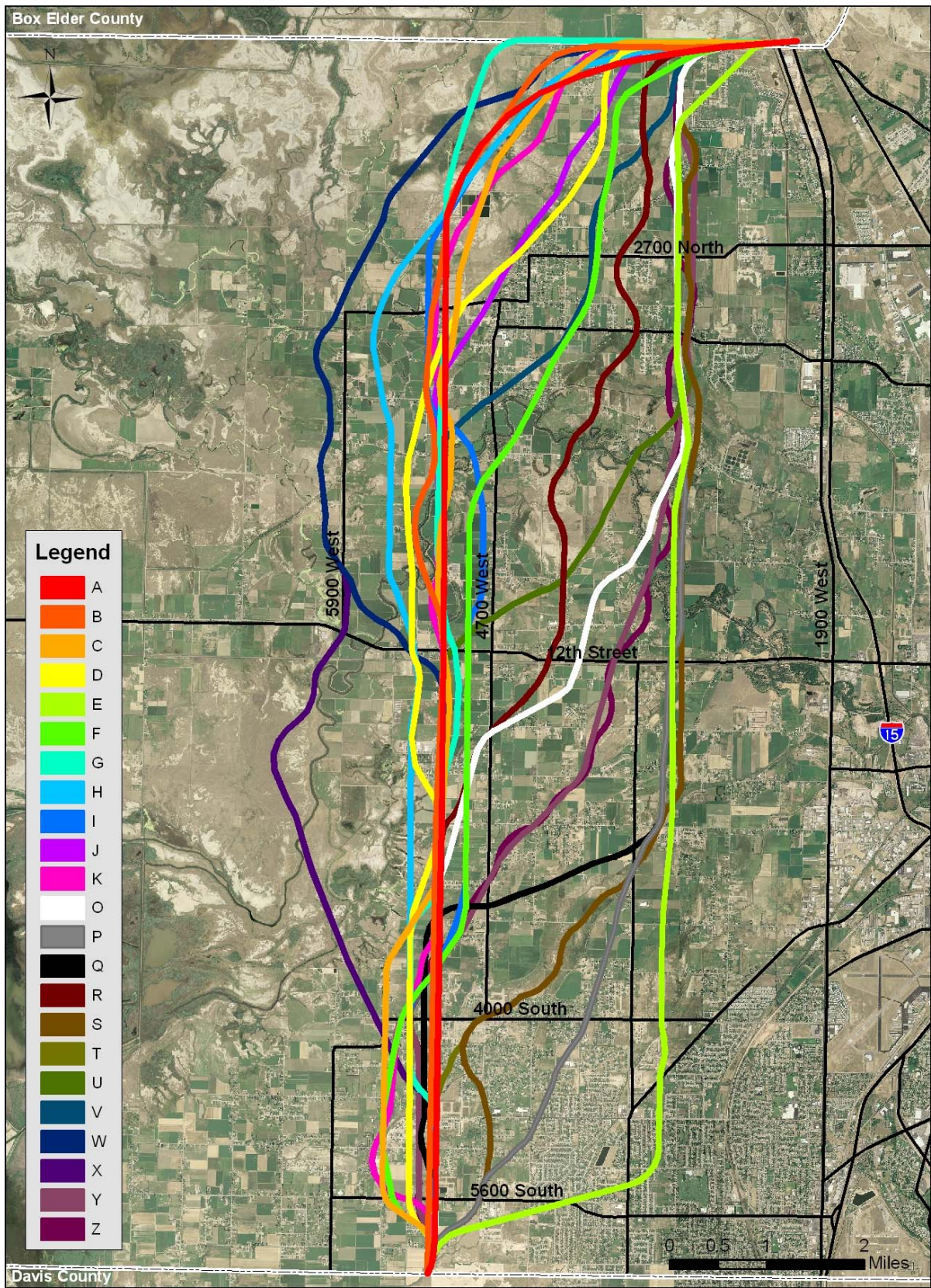
The next effort that occurred at the March 2007 Steering Committee was to break into two groups and examine the southern and northern portions of the North Legacy Transportation Corridor. Ultimately, there were nine preferred alignments submitted for the southern portion of North Legacy and 12 proposed alignments for the northern section. The Consultant Team agreed to optimize the southern alignments of A, G, I, F and the northern alignments of T, S, Q and a hybrid of Q and S and present their efforts at the next Steering Committee meeting in April 2007 for consideration and decision making purposes.

At the April 2007 meeting, travel modeling analysis was presented for consideration by the Steering Committee. Additionally, members were asked if there were any other alignments that were not being considered, and they were given another opportunity to draw more alignments for consideration. At the May 2007 Steering Committee meeting, travel modeling results were again presented that showed that the alignments that served the highest future traffic volume were the ones further east near the power line corridor. With travel modeling informing the Steering Committee discussion, the Consultant Team provided another opportunity for members of the Steering Committee to draw new alignments for consideration. Participants again engaged in another exercise of mapping alignments on an aerial map that showed some potential impacts of a future transportation facility. This exercise, at the May Steering Committee meeting, yielded ten additional alignments for consideration.

Alignment options that were selected by the Steering Committee were analyzed by the Consultant Team. All 23 alignment options to be considered were digitized into GIS shape files. Some liberty was taken during the conversion process to make sure that the curves met the minimum turn radius of 2,500 feet and to avoid any obvious impacts that could easily be avoided. Each alignment option was widened to 220 feet in order to measure the correct impacts and was assigned a random letter from the alphabet to distinguish it. Figure 14 is a map of all 23 alignment options considered.

These alignments were quantitatively analyzed in a process termed “Weight-Rate-Calculate.” In it, each alignment was graded against the evaluation criteria identified for Purpose and Need, Environmental Impacts and Cost/Constructability. The “Weight-Rate-Calculate” process was intended to create a short list of alignments to be studied further and to allow localized concerns to be evaluated by local officials. Results of the “Weight-Rate-Calculate” are in the Appendix of this document.

Figure 14: Alignments Considered Before October 2007 Open House



Screening Resulting in Four Corridors

It is important to qualify that the purpose of the “Weight-Rate-Calculate” process was to help articulate community values and understand what factors were of greater importance than others in the alignment evaluation process. This process is not meant to streamline NEPA or circumvent other requirements, but proved to be a useful means of ensuring that all issues were addressed. In addition, this process also helped identify certain issues, such as support for planned growth, which were difficult to quantify but nonetheless are an important community value that would help identify the best alignment.

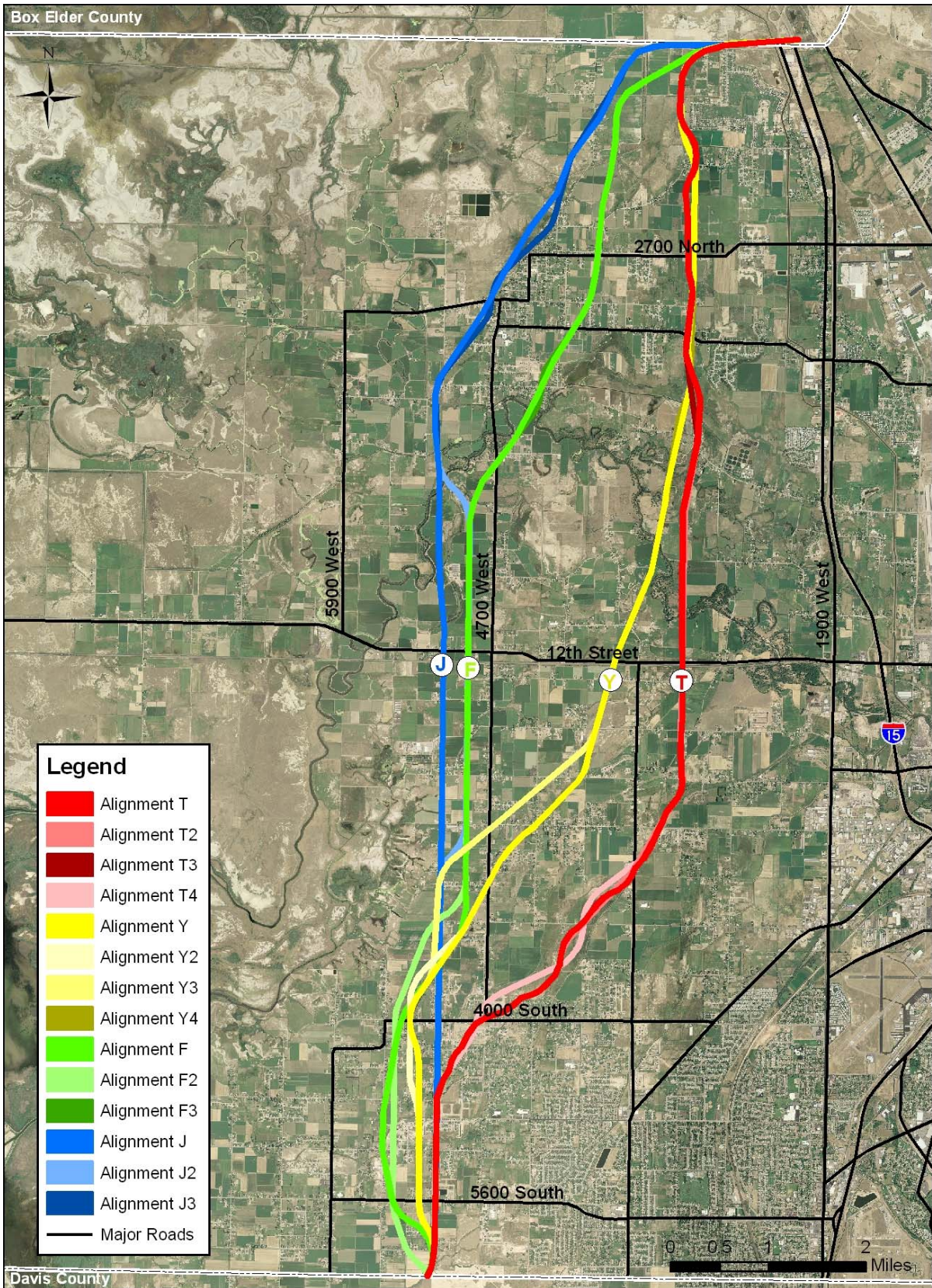
Alignments S, T, P, and Q were the top performing alignments, but they were all located together along the power line corridor. These alignments represent virtually the same line, getting from the southern end point over to the power line corridor through West Haven and then following the power lines up to 4000 North. These alignments scored the highest in the mechanical “Weight-Rate-Calculate” process and should be carried forward for more detailed analysis. However, other alignments need to be carried forward as well. The Steering Committee suggested that the best performing alignment for the four identified unique alignment corridors be carried forward.

The four unique corridors can be described as:

- Alignments that moved over to the power line corridor as soon as possible. These alignments included: S, T, P, Q, and E.
- Alignments that gradually meander through the county over to the power line corridor. These alignments include: U, R, O, Y, and Z.
- Alignments that generally ran along 5100 West through the county. These alignments include: A, B, C, D, F, G, H, I, J, K, V, W, and X.
- Alignments that went around the west side of Plain City. These alignments include: A, B, C, D, G, H, I, J, K, W, and X.

The best performing alignment was chosen in each of these four unique corridors. Those four alignments were carried forward to the optimization process and were presented back to the individual cities to scrutinize and improve. The four alignments carried forward were: Alignment T representing the optimized eastern corridor, Alignment Y representing the optimized middle eastern corridor, Alignment F representing the optimized middle western corridor, and Alignment J representing the optimized western corridor. These four alignments are mapped alone in Figure 15.

Figure 15: Four Unique Alignments Optimized



Corridor Optimization and Selection of Recommended Corridor

The Consultant Team met with each jurisdiction to discuss preferred alignments. Each jurisdiction provided input so that the corridor alignment could be optimized to meet the needs of the local jurisdiction. Comments were received that allowed for more optimization and alignments were slightly amended to respond to issues previously unknown to the Consultant Team.

Based on the criteria identified as important decision making variables, additional analysis was performed to facilitate a choice between the optimized corridors. Five criteria were selected as key decision making variables based on various discussions of the Steering Committee as well as public comment. These five criteria include the following:

1. Serves growth outside of the I-15 travel shed.
2. Minimizes unplanned impacts to existing houses.
3. Supports east-west transportation plans and travel patterns.
4. Consistent with past local government land use and comprehensive plans.
5. Approvable under NEPA.

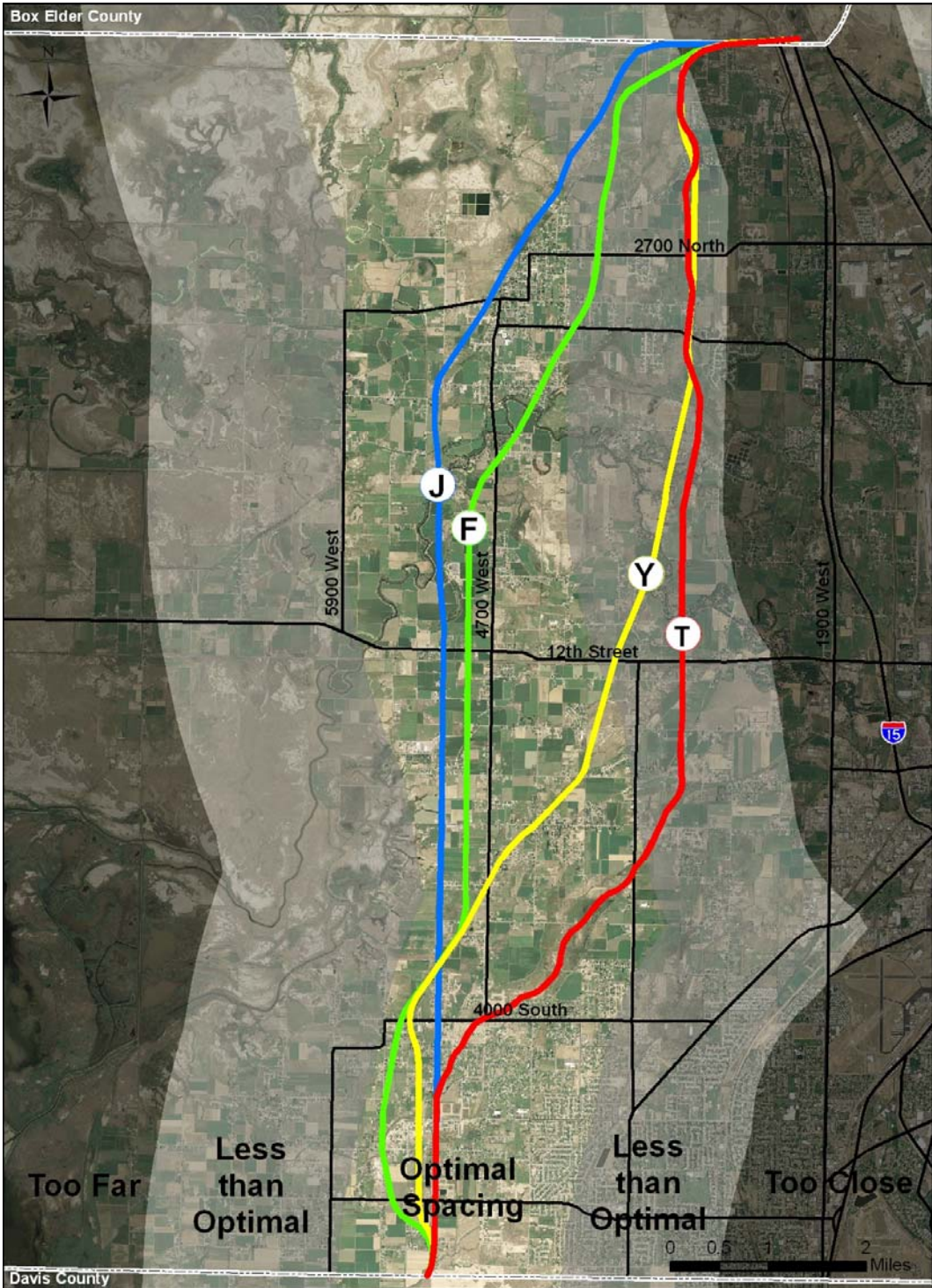
An additional criterion, identified through public comment, is the preservation of land for agricultural purposes.

Serves Growth Outside of the I-15 Travel Shed

Development density and highway spacing relationships have been developed by the National Cooperative Highway Research Program (NCHRP) 365, *Travel Estimation Techniques for Urban Planning* (Transportation Research Board, 1998). Under these simplified planning techniques, the spacing of freeways and arterial streets can be derived from the density of development and the corresponding trip making patterns of the development.

The need for the North Legacy Corridor to serve as a freeway corridor is quite long range and not supported by 20-30 year growth forecasts in the study area. However, the concept of planning for future needs and providing intermediate arterial facilities prior to the long range freeway need is paramount to the concept of corridor planning for the North Legacy Corridor. The planned 220 foot cross section of the North Legacy Corridor has been established to support a four lane freeway while the 25-30 year forecast suggests the construction of a five lane arterial street with at-grade intersections. The ideal location for a freeway corridor parallel to I-15 would be approximately four miles west of I-15. Figure 16 shows the optimal roadway spacing and considered alignments.

Figure 16: I-15 Travel Shed and Considered Alignments



Minimizes Unplanned Impacts to Existing Homes

One of the most important criteria used by InterPlan in the development of the optimized alignments was to minimize its impact to existing houses and structures, as revealed through recent (3rd quarter 2006) aerial photography of the area. This concept was clouded by two issues. First, through much of Hooper City, the planned alignment would impact existing houses but would be developed in a manner that would avoid newer homes platted after 2001 (based on the original study). In some of these cases, older farm homes were impacted but newer homes in the subdivided farm were replacing the older home of the original land owner. Second, this development process is rapidly proceeding in the study area and many alignments which look clear of housing impacts (on the aerial photography) have impacts on land which has been approved for development, platted, and sometimes constructed since the aerial images were taken.

Supports East-West Transportation Plans and Travel Patterns

The general commute pattern in western Weber County includes an eastbound drive from residences to either I-15 or employment in Ogden in the morning and a westbound drive in the afternoon.

Although this criterion remains somewhat subjective, it is clear that alignments farther west would provide the potential to reduce the current predominant east-west traffic flow and would result in a more efficient use of east-west facilities. However, western alignments may also necessitate the widening or construction of east-west streets to connect to the North Legacy Corridor.

Consistent with Past Plans

Many in the public expressed concern that they were unaware of planning for a North Legacy Corridor. While this study is a supplement to efforts that were performed in 2001, it is generally true that planning for a corridor north of 12th Street in Weber County was not accepted by all parties. However, alignments which fell along the planned corridor in Hooper and West Haven, generally east of 5100 West, have been planned for the past five plus years. The alignments from previous plans have been used to preserve corridor in Hooper City along 5100 West through the purchase of land and requiring larger setbacks for the future corridor. A corridor consistent with past plans would need to proceed along approximately 5100 West through Hooper and West Haven.

Approvable Under National Environmental Policy Act (NEPA)

This criterion is not as much a decision making variable as it is a warning towards next steps. Wetlands, floodplains, social impacts and a wide range of variables are addressed as part of NEPA. Initial screening considered many of these issues using specific criteria and data. It is assumed that any alignment, particularly if that alignment were constructed as a high speed arterial street or freeway, would have “significant” environmental impacts to both the man-made and natural environment. These impacts would be subject to a careful analysis of the ability to meet the proposed transportation need with other alternatives so that a NEPA decision could be reached. Corridor preservation actions

help avoid or minimize impacts to the man-made and natural environment. However, corridor preservation in this corridor has not occurred early enough to eliminate all of these impacts. All advanced alignments are expected to be approvable under NEPA in that there are no fatal flaws. However, it is unclear what NEPA requirements will mean in the future and what detailed data collection related to wetland delineation, cultural resources, and other issues may uncover. It is highly unlikely that any alignment could be identified which results in a Finding of No Significant Impact (FONSI) after an environmental analysis. All optimized alignments are somewhat equal in this regard as it will be up to advanced corridor planning to minimize future impacts.

Preservation of Land for Agricultural Purposes

A significant portion of the corridor in the unincorporated portions of Weber County is used for active agricultural activities including several dairy farms. Although data is unavailable to identify agricultural areas of local importance, many farms in the area have applied for local protection under Utah law as an Agriculture Protection Area (APA). APA designations will likely change, and the pattern has been that active farmland voluntarily removes APA protections from the land prior to urban development, however measuring each alignment's impact on APA land is important. During the project public open house on October 25, 2007, it was suggested that project planners consider the placement of grade separated crossings when the roadway is constructed to allow for farm equipment to cross the roadway and mitigate the potential impacts of a roadway bisecting an active farm (regardless of other protections). A specific farm crossing was suggested at 1600 South in unincorporated Weber County.

Evaluation Results

Evaluation of the key decision making variables included an additional level of detail based on meetings with each community. Although the detailed evaluation was more subjective in many respects, it moved towards a NEPA level which avoided simple quantitative rankings. Table 4 displays results of the decision making variables for the four alignments carried forward.

Table 4: Results of Analysis of Decision Making Criteria



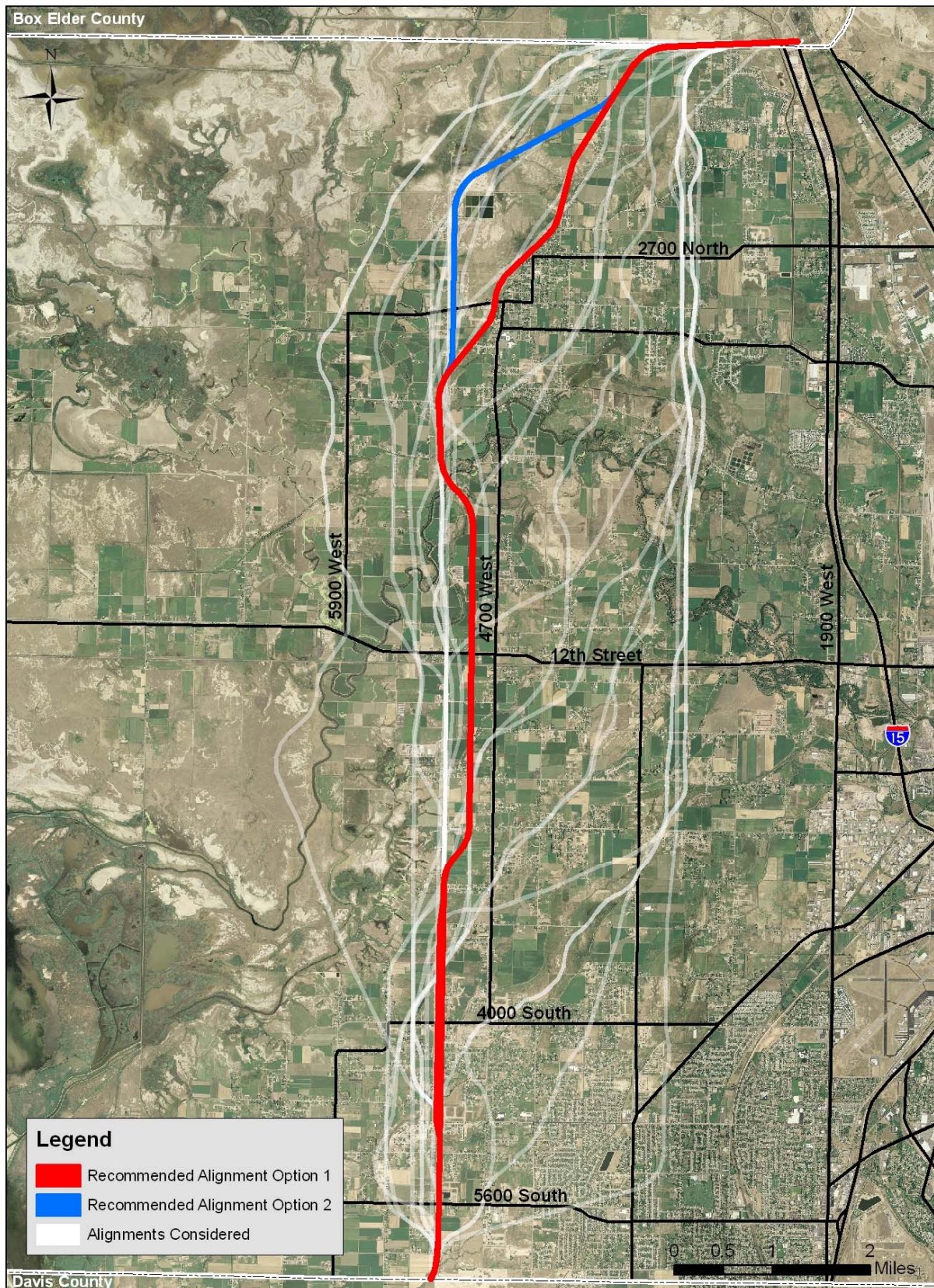
Decision Making Criteria	Best     Worst			
	Alignments			
	T	Y	F	J
Serves Growth Outside of I-15 Travel Shed				
Minimize Unplanned Impacts to Existing Homes				
Supports East - West Plans				
Consistent with Past Plans				
Permittable under NEPA				

Figure 17: Recommended Alignment October 2007



October 2007 Open House

Participants of the Steering Committee worked to host a public open house in October 2007 where they could present their recommended alignment of 5100 West for input by the general public and other stakeholders. Figure 17 shows the recommended alignment for input at the open house.

The 5100 West recommended alignment had been sufficiently modeled and developed so that the following represented the underlying assumptions of the roadway design that were presented at the October 25, 2007 public open house:

- The corridor width remains a minimum of 220 feet wide,
- The corridor connects with other preserved sections in adjacent jurisdictions such as Davis County,
- The corridor allows for a highway 75 mph design speed based on a minimum 2,500 foot horizontal curve radius between preserved (tangent) sections, and
- Access points will be planned such that no private access or local street access (functionally classified by the WFRC as minor collector streets or below) will be granted to connect to the proposed corridor.



Bike Trip, June 2007, at Weber Pathways Rail Trail



Bike Trip, June 2007, 4000 North

The North Legacy Transportation Corridor Study public open house was held from 5:00 to 7:00 p.m. at Fremont High School in Plain City, Utah. More than 250 people attended the meeting and public comments were received during the two-week comment period that ended November 10, 2007. The objectives of the open house were:

- Provide useful, timely information to the public regarding the study purpose, process, and recommended alignment,
- Facilitate open discussion of alignment options and seek public comment on the study and the recommended alignment,
- Ensure that public comments were heard and considered in the planning process and final decisions, and
- Educate the public on how the decisions will be made and the future planning for Weber County.

A total of 222 documented public comments were received by the public comment period deadline. Public comments were tabulated and recorded and a content analysis of the issues raised was prepared and presented to the Steering Committee in November 2007. All public comments from the October 2007 Open House are included in Volume II of the Appendix.

Brief Summary of Public Input from October Open House

The majority of responses from open house attendees recommended an alignment along the power line corridor and not at approximately 5100 West. The power line corridor was one of the 23 alignments considered.

Comments were not received that directly supported the recommended corridor; the majority of comments received mentioned some other alternative corridor than the recommended alignment of 5100 West. Some comments stated that option #2 of the recommended alignment was the best option which is described as starting at 5100 West and proceeding north and then northwesterly before reconnecting with the recommended alignment. Many of the comments came directly from the property owners that would be impacted by the recommended alignment.



Bike Trip, June 2007, 4425 West 2650 North in Plain City

Efforts by Wilkinson Ferrari & Company of the Consultant Team summarized the sentiments of the public open house as follows:

- Corridor Preservation – The vast majority of participants of the open house supported the efforts of the study, even if they disagreed with the recommendations. Many attendees supported planning but found difficulty in predicting the future with any accuracy.

- Rural Lifestyle – Most residents did not support any disruption to the existing rural lifestyle. Comments encouraged a corridor farther east along the power line corridor as a way to minimize impacts to agricultural properties. Many felt that there was little representation for this sentiment of preserving the rural lifestyle particularly for attendees living in unincorporated Weber County.
- Housing and Property Impacts – Public comment at the open house was largely centered around land owners in the recommended corridor (5100 West) and strongly opposed a corridor planned on their land. Most felt that avoiding housing impacts was a primary concern in the location of the corridor.
- Farmland and Agricultural Preservation – In addition to support for the rural lifestyle, many attendees thought that their or their neighbor's farms would remain in place due to various agricultural protection laws. Many felt that planning for the North Legacy Corridor undermined these agricultural protection efforts. Many attendees pointed to the long term farming heritage of the area specifically near 5100 West and 12th Street.
- Environmental Issues – Some attendees pointed towards cultural or environmental issues such as wetlands, wildlife habitat, air and noise concerns, and related concerns and voiced support for the use of the “power line corridor” as a location for North Legacy.
- Alignment Preferences – Strong support was offered to an alignment in the “power line corridor” under the perception that there would be no housing impacts. A minority of participants supported an alignment further west and many participants also suggested that I-15 could be widened again.
- Access Control – Some attendees were also concerned about the function of the road and the ability to cross the road for travel or for farm equipment.

At the Steering Committee meeting in November 2007, the Consultant Team reported the results and input received from the public open house. In November 2007, the Weber County mayors represented in the Weber County Council of Governments signed a resolution to support the study's recommended alignment along 5100 West.

Concerns with Recommended Corridor

Public input via the October 2007 Open House, comments received by the Consultant Team and further communication with elected officials indicated a lack of consensus for the 5100 West Corridor. Meetings with the cities held at that time indicated that an education period regarding the North Legacy Corridor had been completed and that a new stage of analysis should begin.

Local elected officials indicated that a corridor could not be preserved without political support and support remained tenuous as a result of the October 2007 Open House.

Chapter 3

Additional Alignments Considered and Screened (2008-2009)

Small group meetings with jurisdictions and stakeholders were the key to finding a way forward that allowed for the identification of a corridor to be preserved. Evaluation criteria was reviewed and refined and a corridor was advanced for public input.

Rejection of Certain Alignments

A wide range of reasonable alternatives were evaluated such that it can be concluded that the infinite number of possible alignments were thoughtfully represented and considered at some level. Despite the range of 23 separate corridors being presented in the early analysis, three broad corridor concepts were expressed and supported by public and community officials alike. These three broad corridor concepts included the following:

1. The existing power line corridor roughly along 3100 West.
2. A corridor central to undeveloped properties roughly along 5100 West.
3. A broader concept west of 5100 West at the edge of possible development and quality agricultural land.

Power Line Corridor Rejected

Technical analysis included in the “Weight-Rate-Calculate” process of the preliminary screening supported several options consistent with the first broad corridor concept along the power line corridor. These options showed the highest modeled traffic volumes due to their location parallel to I-15 and central to the densest sections of existing development. These options generally cut diagonally across the north-south and east-west grid of streets in Weber County which created geometric problems and did not coincide with social boundaries of cities, ecclesiastical boundaries, schools, and other

geography in Weber County. This concept did not support the broad “belt route” purpose of the corridor and did not directly serve undeveloped lands. This corridor was also redundant with Weber County’s plans for improvements to 3500 West and the existing SR-126 (1900 West), which are both relieved and complicated by proximity to I-15.

Meetings with the local utility company, Rocky Mountain Power, did not reveal any plans for the power line corridor being vacated or the lines being buried. To the contrary, Rocky Mountain Power is planning additional high voltage lines on the west side of their existing power lines. They felt that a roadway corridor would most likely have to be located on private properties east of their power lines.

Corridor West of 5100 West Rejected

The technical analysis completed on this option was effective at dismissing the concept of a corridor serving the far west end of development. A corridor in this area appeared to have higher impacts to the natural environment (based on preliminary data) and did not appear to provide much transportation benefit within the planning time frame based on the growth plans of communities. This concept was supported because it was out of the path of development and was located in the non-productive agricultural areas characterized by lowlands and alkali soils. This concept was discarded since it did not provide transportation service to anticipated development and offered significant impacts to the natural environment. Lands in this area that are delineated as wetlands in the future, will have some de facto preservation consistent with wetlands protection, but this preservation would be in conflict to the goals of the North Legacy Corridor.



Bike Trip, June 2007, 5100 West in Hooper

5100 West Corridor

The selected corridor roughly along 5100 West provided many advantages. This corridor was consistent with planning efforts in Davis County and Hooper City. Although a corridor had not been as effectively preserved in West Haven City, West Haven officials, and other Steering Committee members supported the overall consistency of the results of the 2001 North Legacy Transportation Corridor Study and planning efforts from 2007 forward. This “central” corridor also balanced the concerns of the need to preserve transportation options in advance of development and the need to provide a transportation solution supported by forecast capacity problems. If the general area surrounding the corridor did not develop, which was a concept supported by many of the public but counter to past growth trends; it is likely that the North Legacy Corridor would not be constructed as a transportation facility and that there would be little or no impacts of corridor preservation. Preservation of the 5100 West corridor was a way of allowing agriculture activities to continue, but allowing development of farmland into urban communities to occur with a viable transportation option.



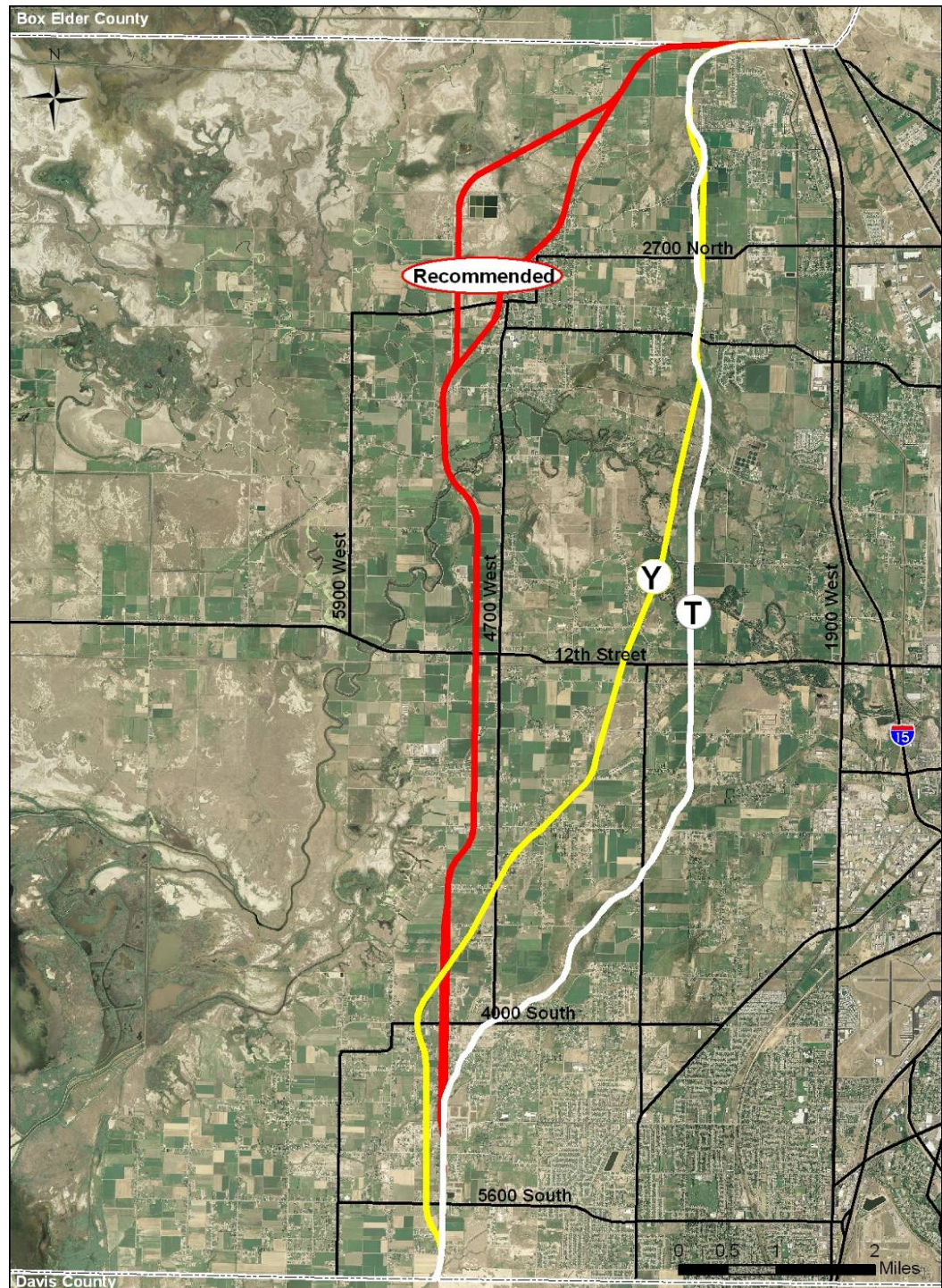
View of West Central Weber County

In October, 2007, a corridor roughly along 5100 West, most similar to F and J, was selected by all communities to be jointly preserved. At that time, each community supported a general alignment along 5100 West and was prepared to work to preserve a more precise location of the corridor in the transportation and circulation element section of their general plan. This precise alignment location allows individual properties to be protected and preserved by modifications in the alignment which still allow for the continuous corridor between cities and the unincorporated county. Figure 18 shows the recommended corridor alignments as of October 2007.

Despite the signing of a resolution supporting the 5100 West alignment by all mayors of the Weber Area Council of Governments, support for the recommended corridor was contentious and polarizing. Leadership at the WFRC and UDOT felt that support to preserve the recommended corridor could erode over time as local government leadership changed through the political process. At best, the political attitude did not seem to offer strong support towards preserving the recommended corridor in each local government. While legal research supported the ability to plan the corridor along agricultural protected properties, it also warned of conflicts between federal (NEPA) and state (Agricultural Protection Area) requirements and restrictions that might prove

difficult to work through without strong community support. UDOT and WFRC chose to continue studying the corridor to better understand the opposition and to continue an attempt to find a corridor that could be supported long term through the political process.

Figure 18: October 2007 Recommended Corridor Alignments with T and Y



Small Group Meetings with Jurisdictions and Stakeholders

By spring of 2008, small group meetings with city and county officials, stakeholders such as large land holders and other interested parties in the west central Weber County area were organized to facilitate the expression of issues and concerns with the study's alignment recommendation. The meetings were designed to determine the critical issues related to the opposition to the recommended corridor alignment. Additional field trips were taken to view the land impacted by the recommended alignments as part of the effort to understand concerns. Many had unease about the impact of the recommended alignment on farmland.

As a result of these small group meetings with stakeholders and other interested parties and further technical analysis on issues such as wetlands and traffic volumes, six new alignment options were identified and explored. A better understanding of the issues led to a mutual understanding of the concerns and an ability to build on the agreement of the Consultant Team, political leaders and citizens. This understanding included a realization that the power line corridor did not offer an open option and would have to, instead, be a new corridor adjacent to (east of) the existing power line corridor. Although housing developments were often located distant from the power line corridor, there were housing and property impacts associated with this corridor. In addition, Hooper and West Haven cities reached an understanding that the alignment along 5100 West was both acceptable and the least intrusive and divisive of their communities. These cities felt that the ability to offer consistency with past studies was important and that changes to the results of past studies may undermine their ability to preserve the corridor long term. Finally, field tours in the area revealed that alignments further west of 5100 West would not be fatally flawed and could be approved by the Environmental Protection Agency (EPA), the U.S. Army Corps of Engineers, and other resource agencies involved in a future NEPA document. While this latter point introduced additional risk in the corridor preservation process, many felt that this risk was a better option than attempting to preserve an alignment without community support. The six alignments recommended for further study built on this consensus and allowed for a fresh look at previously reviewed issues and data.

Overview of Six Alignments Being Considered

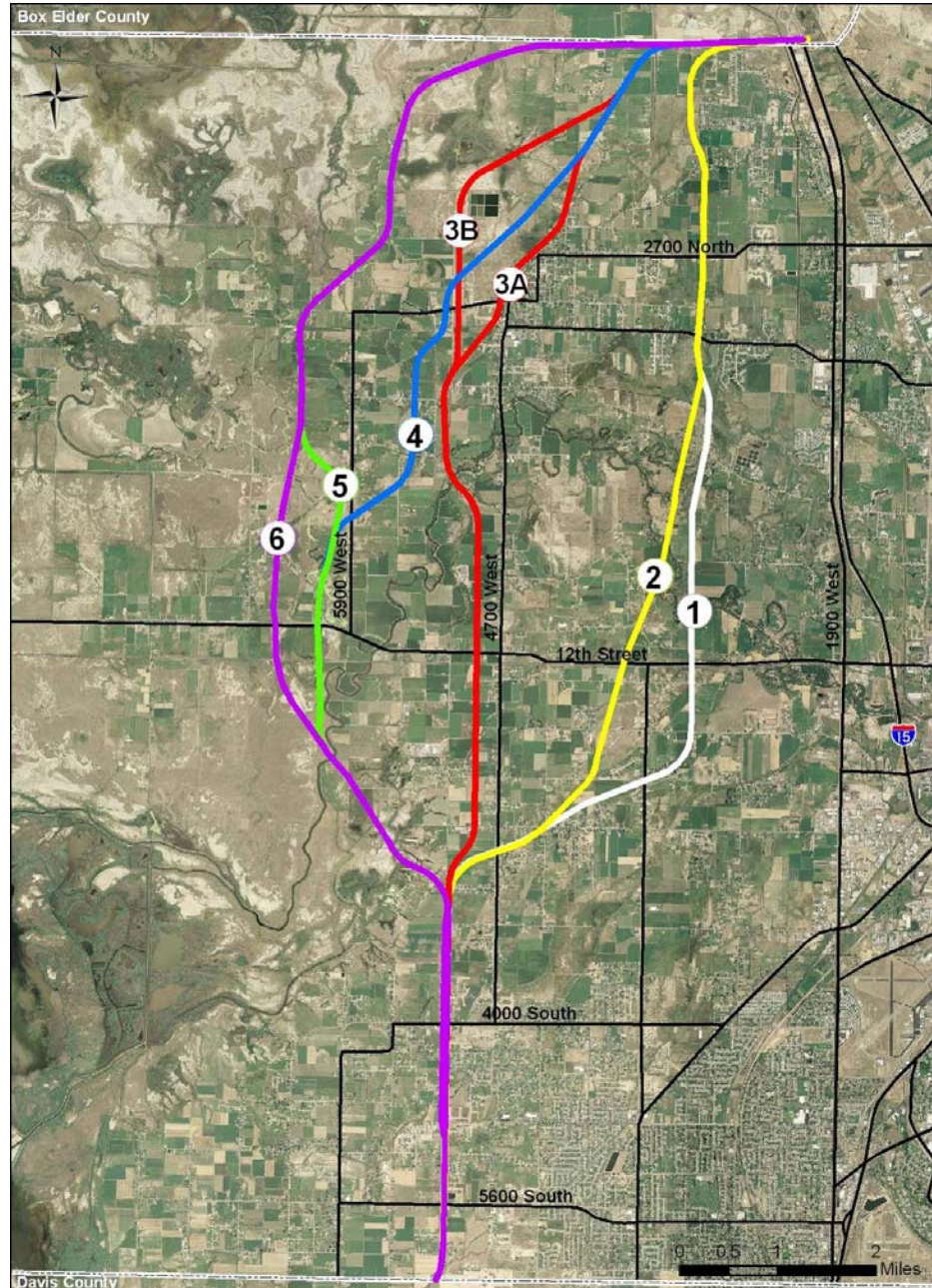
Six alignments were identified as possible alternative alignments through the small group meetings that occurred during 2008. The six alignments can be identified as:

- Alignments 1 and 2: These alignments are a modified version of alignments T and Y respectively from the previous chapter. The modification allowed for the combination of the two alignments north to 3000 South before they become separate alignments.
- Alignment 3: Recommended corridor presented at the October 2007 public open house. 3A and 3B represent the alignments around Plain City.

- Alignments 4, 5 and 6: These alignments resulted from the small group discussions between the Project Management Committee and Steering Committee members as well as other interested parties during 2008.

Figure 19 shows the six alignments to be considered for further evaluation in 2009.

Figure 19: The Six Alignments to be Considered for Further Evaluation in 2009



Evaluation Criteria and Analysis: Consumer Report Exercise

One of the concerns expressed at the conclusion of the 2007 analysis was that the final selected corridor must be supported by a data driven process to withstand the test of time.

All six alignments now needed to go through a process that allowed them to be analyzed against established criteria and public input that differed from the 2007 study process. The Dan Jones & Associates Survey which had been completed in August 2007 provided a base for identified issues of importance to local residents and was used as evaluation criteria. In January 2008, two additional criteria were added as a result of discussions at a Steering Committee meeting that related to the demonstrated popularity of the trail system along the Legacy Parkway in Davis County. The first additional criteria related to the possible benefit of the restoration of the habitat and maintenance of a vast trail network to enhance recreational opportunities all along the Weber River and throughout the corridor. The second criteria involved the coordination and planning of an eco-friendly regional land use that would balance economic development with conservation of natural, agricultural, and historical resources and the preservation of local values and character.



Members of the Steering Committee

The two additional criteria explore whether the alignment:

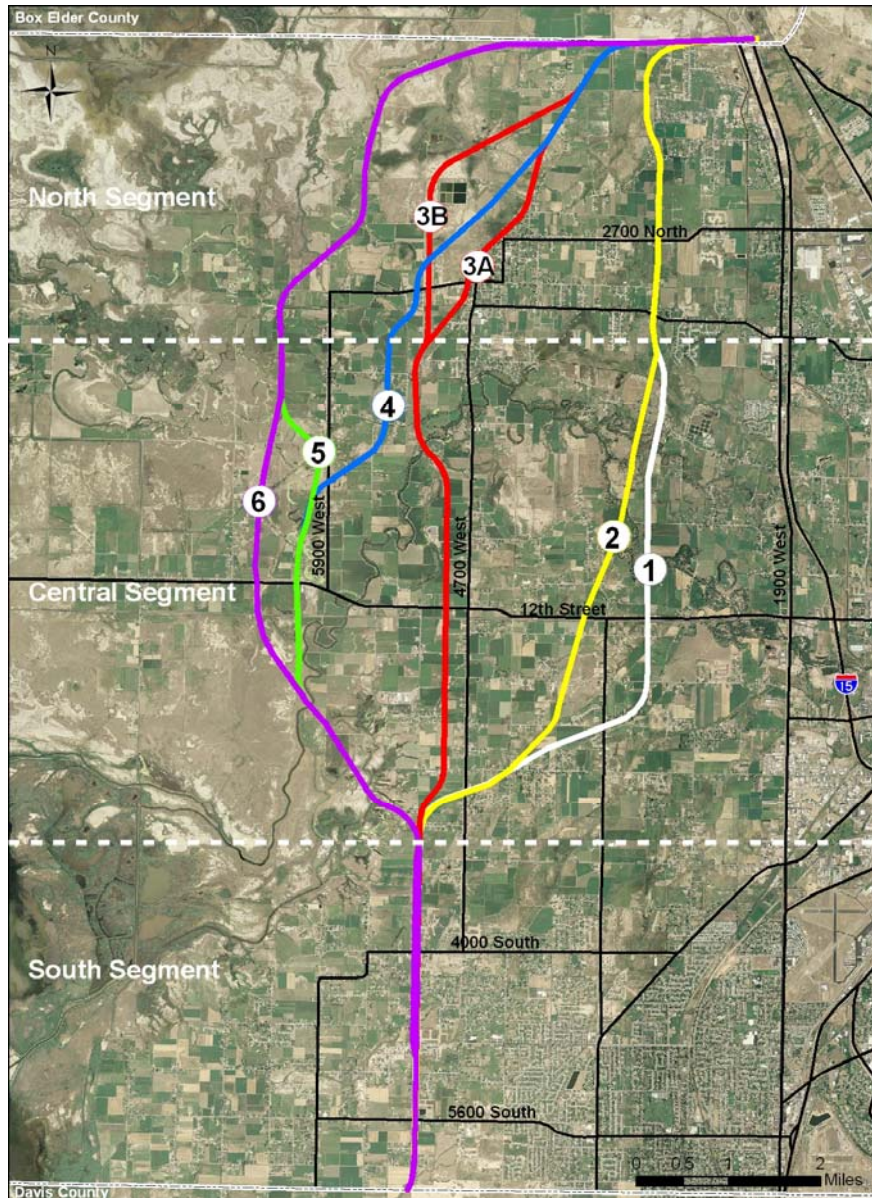
- Enhances recreational opportunities
- Compliments the Regional Transportation Plan

As shown earlier in Figure 6, the following issues averaged a 4 or above, where 5 meant “very important” to residents in the study area:

I-15 alternative
Minimize property relocations
Highest traffic volumes
Most direct route
Minimal noise impacts
Minimize impact to agricultural properties
Ease congestion (east-west)

(Dan Jones & Associates telephone survey of residents in Farr West, Hooper, Plain City, Marriott-Slaterville, West Haven and unincorporated areas of west Weber County. Careful research was offered in this survey to represent attitudes of residents in the study area to a sample error of +/- 5.5 percent.)

Figure 20: Alignments and Segments



Measurements were identified for each evaluation criterion. For some criterion, multiple measurements were desired. For example, the criterion “doesn’t divide communities” has multiple ways to define “community” such as boundaries for municipalities, elementary schools or places of worship. Other ways to identify and measure community include census block groups or the number of local street crossings. Another example relates to the criterion labeled “minimize impacts to agricultural properties.” For this criterion, identified measures included: acres of APA, acres of prime farmland and acres of prime farmland within APA lands.

In February 2008, the Consultant Team collected and compiled the measurement data for each of the six alignment options. For ease of comparison, the six alignments were broken into three segments: north, central and south as indicated in Figure 20.

The complete analysis of all measurement data was put into worksheets to be completed by Steering Committee members. Additionally, the evaluation results were developed into a PowerPoint presentation that is available in the Appendix of this document for reference.

A simple rating scale from “best” to “bad” was used to help individuals rate the six possible alignments. Each worksheet included a rating score sheet at the bottom. Steering Committee members reviewed all data and rated each alignment, by segment, for all of the identified evaluation criteria during March and April 2009. Figure 21 is an example of a blank worksheet for the criterion “highest traffic volume” presented to the Steering Committee. The second worksheet, Figure 22, shows the evaluation criteria completed.

Figure 21: Traffic Volume Information Rating Worksheet

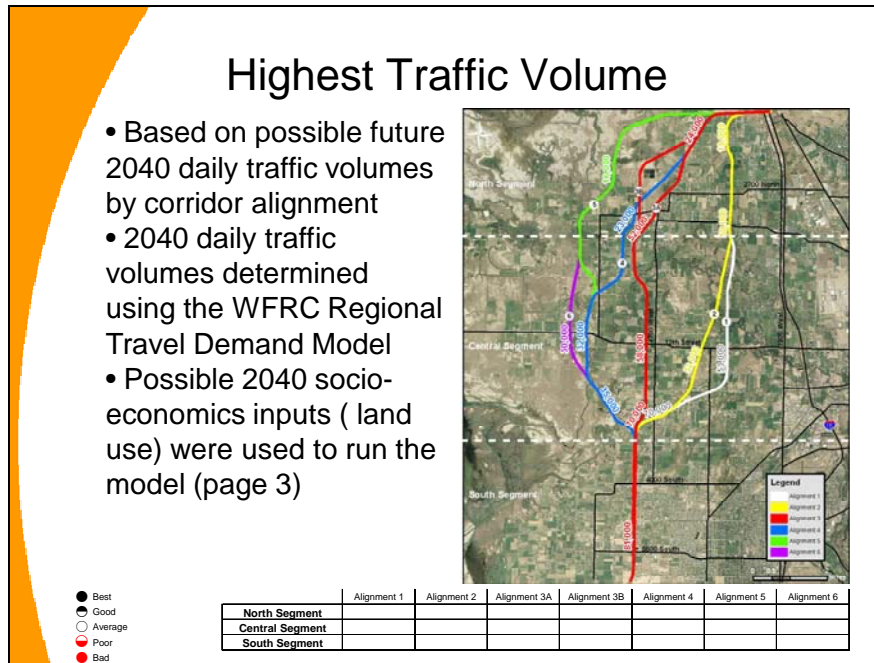
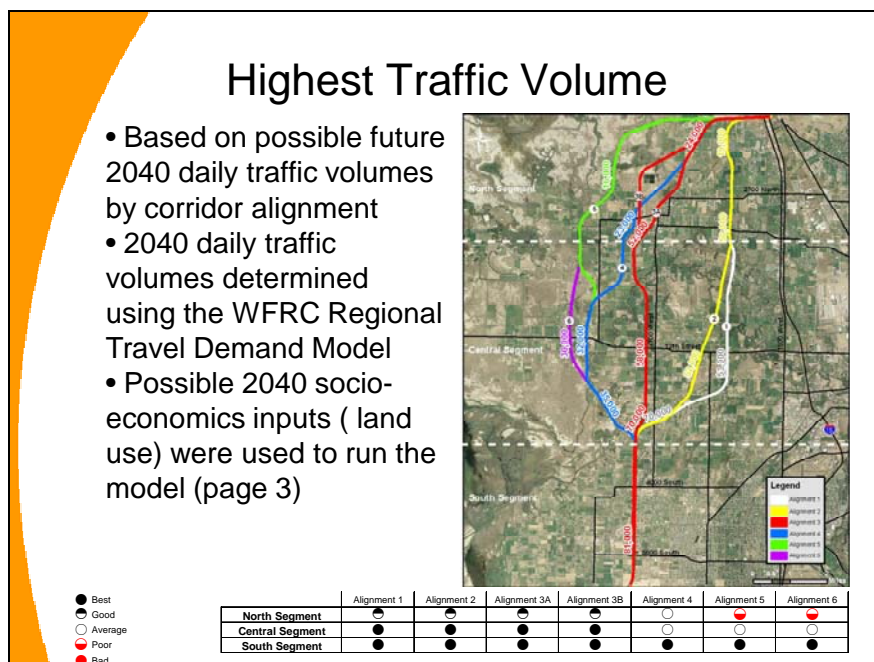


Figure 22: Sample Completed Rating Worksheet



Recommendation of Alignment Most Likely to be Advanced

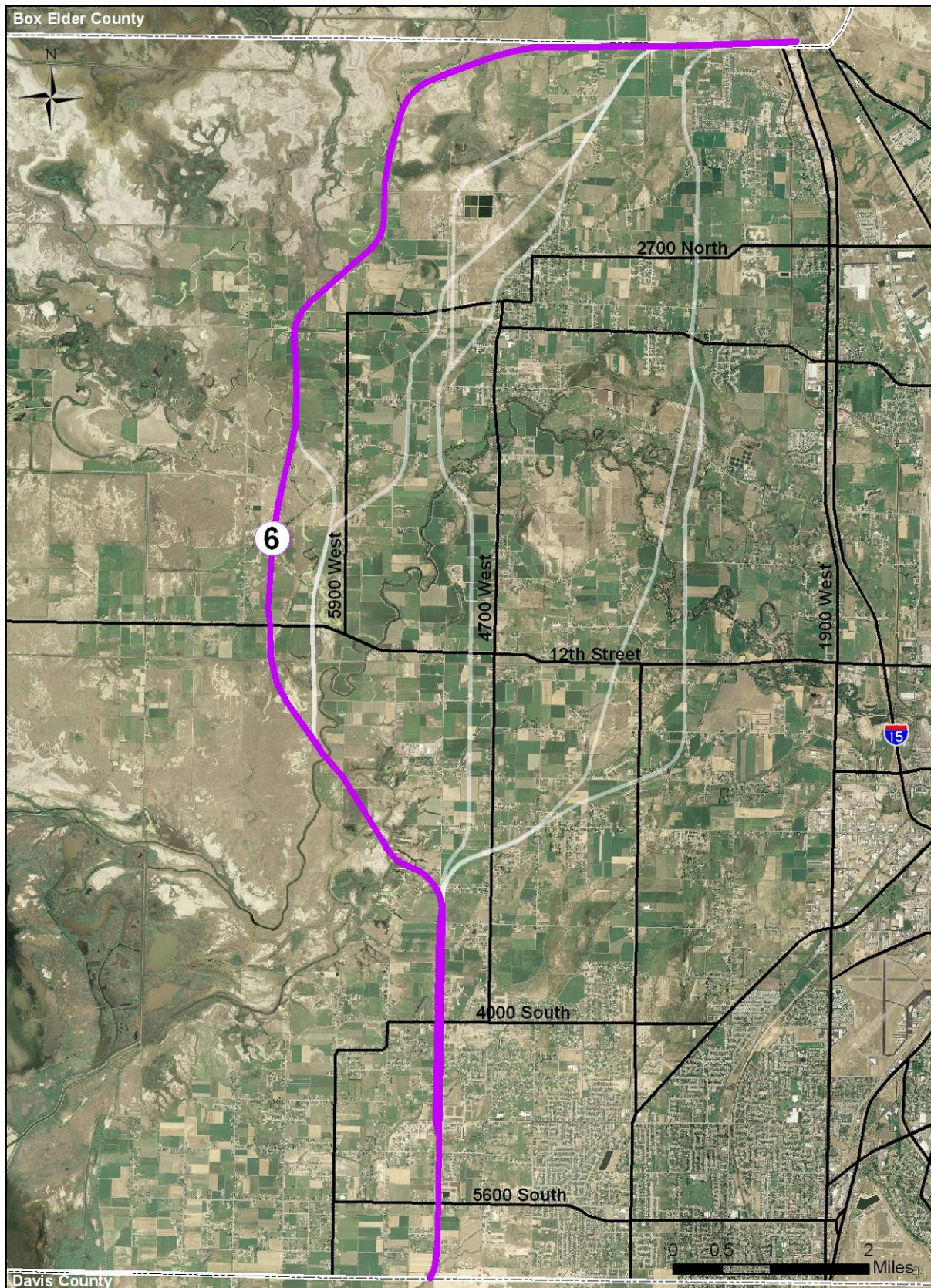
The Steering Committee went through a mock evaluation using results published in the popular Consumer Reports magazine to better understand how individual values may result in disagreement on the results of objective data. After this mock exercise, the Steering Committee broke into small groups to perform a consumer report type exercise. After the activity, the Steering Committee discussed the advantages and disadvantages of each of the six alignments using the same technique. It was decided that the public process would best be served by offering all six alignments but pointing to the alignment that would most likely be advanced (prior to the aid of additional public input).

After a review of the evaluation criteria efforts by the Steering Committee at the April 2009 Steering Committee meeting, an alignment was selected that is most likely to be advanced, Alignment Six. Individual support was offered by the Steering Committee members for virtually all of the six alignments, but Alignment Six had the greatest support and no strong opposition. The next step was a public open house scheduled for June 10, 2009 at the West Weber Elementary School. The purpose of the open house was to solicit feedback on all alignments and particularly the alignment most likely to be advanced. Figure 23 is a map of Alignment Six, the most likely to be advanced.



Bike Trip, June 2007, Plain City Canning Co.

Figure 23: Alignment Six



Corridor to be Advanced and Preserved

At the June 2009 Open House, large detailed maps of the exact alignment location and the right-of-way footprint for the alignment most likely to be advanced were presented. Other information on the advantages and disadvantages of all six alignments was summarized. Members of the general public were invited to identify their property and make minor changes or tweaks to Alignment Six as they saw appropriate.



June 2009 Open House

Approximately 150 people attended the public open house and several additional follow-up meetings were held with residents living along the alignment most likely to be advanced. As a result, 94 comments were received either at the open house, via email after the open house, or via comments provided by the West Warren community. Over 70 percent of respondents supported the selection of the alignment most likely to be advanced. Concerns for this alignment were voiced in the northern-most area of Weber County along approximately 4000 North as well as in the West Warren area generally between 900 South and 900 North near 6500 West. Through this public input, additional changes to Alignment Six were offered and analyzed. The public comments resulting from the June 2009 Open House are in Volume II of the Appendix.

The results of the open house were presented to the Steering Committee in their August 2009 meeting. Much discussion was offered at this meeting regarding the role of the Steering Committee versus the role of local governments. It was generally agreed that the location of the corridor to be preserved is a local government decision and the Steering Committee can only serve in an advisory role in recommending that boundary issues and overall roadway function are unilaterally preserved. The Steering Committee felt that there are diminishing returns on having the large group review each small modification to the alignment as that process is best left to local governments. The Steering Committee suggested that the final report should best compile comments and concerns, make staff

recommendations to resolve alignment changes to Alignment Six, and generally document next steps for each local government. This report builds on these recommendations.

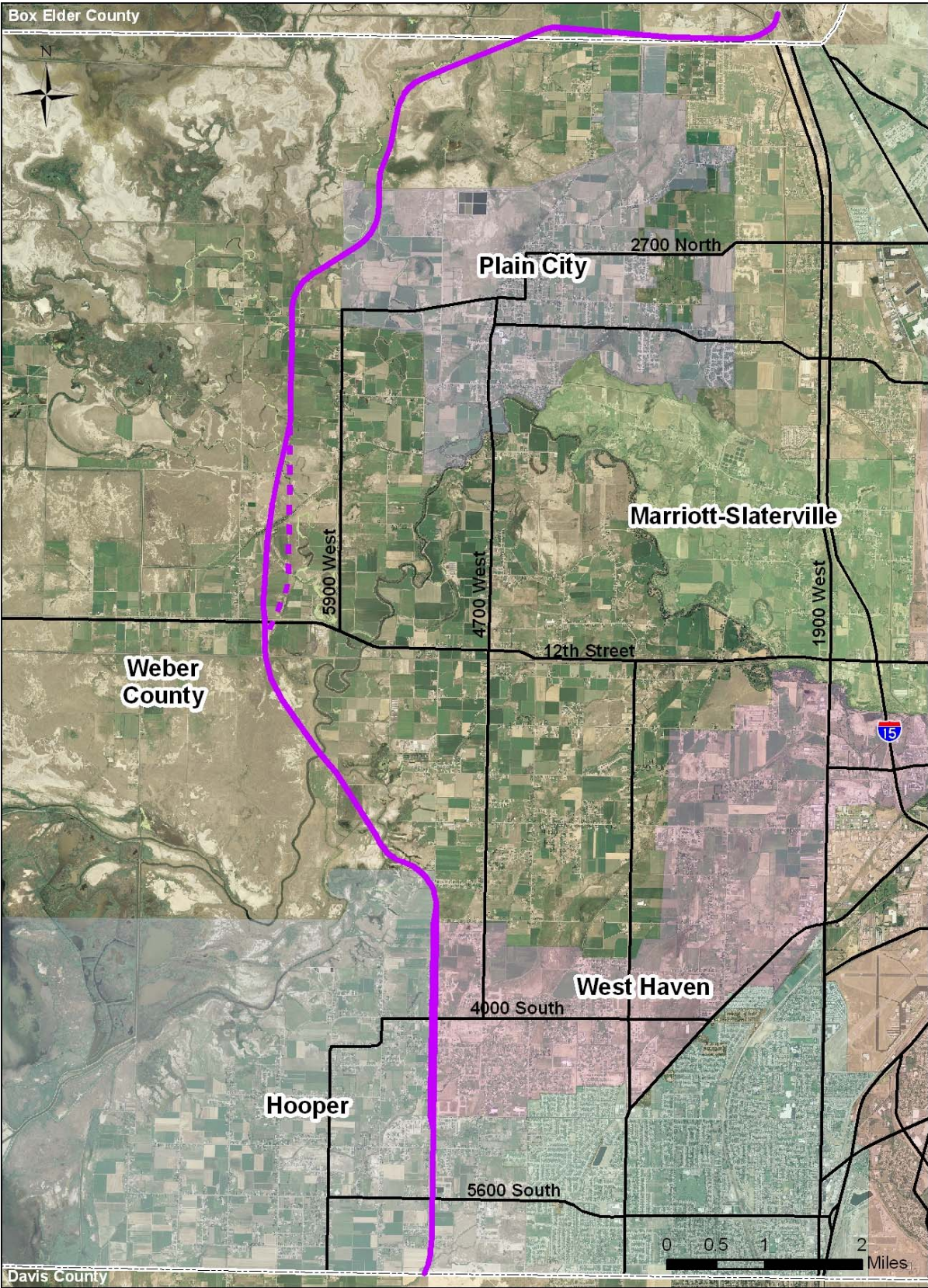


June 2009 Open House

The largest scale recommended change to Alignment Six involved a comment that was received suggesting an 800 foot move of the alignment further east through West Warren, from approximately 6500 West to approximately 6300 West. If this change in alignment location were to be made, it was felt that it would better allow the alignment to follow property lines rather than bisecting several properties. It should be noted that not all property owners in the area agreed with the proposed change to the alignment. Because the alignment change was met with some opposition, the final corridor to be preserved is shown in its original, or recommended, location in West Warren. Weber County officials will work with local residents to determine if one, or both, of the corridors are to be preserved in the future. Figure 24 shows the final corridor to be preserved in purple with the proposed alignment change in West Warren shown as a dashed line.

Resource agencies were also invited to comment on all six alignments. Two agencies, the U.S. Army Corps of Engineers and the U.S. Fish and Wildlife Service felt that alignment six had the highest impact to wetlands and would be the most environmentally damaging to important wetlands and wildlife habitat. The State of Utah's Public Lands Policy Coordination Office (PLPCO) also commented on the six alignments. They expressed property concerns specific to alignments 3A, 3B, 4, and 5, but in general provided concerns for habitat and species as well.

Figure 24: Corridor to be Preserved



Chapter 4

Recommendations and Next Steps for Corridor Preservation

Nobody wants to live in a community where transportation is an afterthought. Preserving land for future transportation corridors is economical, minimizes impacts, and can save time and money in the NEPA process. Funding for purchasing corridor ground exists and partners can use tools such as master plans, density bonuses, access management rules and set-back requirements to develop with transportation in mind.

Corridor to be Preserved

Through the process of analyzing purpose and need criteria, traffic modeling results, environmental impacts and public input, a recommended corridor to be preserved resulted. The corridor to be preserved is shown in purple in Figure 24, in the previous chapter.

It must be emphasized that the process of corridor preservation will continue to yield small changes to the alignment. Ongoing changes are both inevitable and welcome as further input is gained on specific land use proposals and engineering design. It is hoped that the Steering Committee process and the work of the WFRC and UDOT can continue to provide a forum where larger corridor changes can be discussed. However, communities are advised to work with developers and land owners to be flexible and accommodating while still preserving a corridor. A variety of corridor preservation tools are discussed and specific next steps are offered for each level of government.

Funding for Corridor Preservation

State and local governments in Utah have recognized that there are significant financial savings in buying raw ground as opposed to developed ground for transportation corridors. Furthermore, significant social hardship can be eliminated with advanced planning. State legislation has provided limited funding opportunities for advanced right-of-way purchase of transportation corridors. It should be recognized that despite Weber County's aggressive application of state funding availability, there is not sufficient funding to buy all property in advance and that funding sources discussed in this section should be viewed as available in hardship cases only.

UDOT Corridor Preservation Loan Fund

Utah Administrative Rule R926-6 Transportation Corridor Preservation Revolving Loan Fund established a fund from which jurisdictions may engage in corridor preservation efforts. The fund is administered by the Utah Transportation Preservation Advisory Council chaired by the Director of Right-of-Way which provides recommendations and priorities concerning the use of the funds to the Utah Transportation Commission for action. The Utah Transportation Commission determines the repayment schedule of the loan. UDOT is the custodian of funds received from the Utah State Tax Commission and manages the fund.

Weber County \$10 Vehicle Registration Fee

The revenue generated through the \$10 fee is held by UDOT in an account for the county for use as prescribed in Senate Bill 8.

In the 2005 Legislative Session, Senate Bill 8 passed that provides for the advance acquisition of right-of-way for highways of regional significance. This legislation incorporates the provisions of Sections 72-2-117, 72-2-117.5, and 41-1a-1222 of the Utah Code Annotated, provides for a locally (county) imposed fee upon each motor vehicle in the county, of up to ten dollars for the purpose of the advance acquisition of right-of-way. Weber County has been collecting this fee since January 1, 2008.

The revenue generated through the \$10 fee is held by UDOT in an account for Weber County for use as prescribed in Senate Bill 8. UDOT does not program or control the revenue generated under the Local Corridor Preservation Fund. Upon notice from the Weber County Commissioners, as well as Senate Bill 8 provision satisfaction, UDOT releases the appropriate fund monies.

Weber County Sales Tax Corridor Preservation Fund

Voters in Weber County approved a quarter of a cent sales tax increase in November 2007 which has been collected since May 2008. The Weber County Council of Governments approved that 25 percent of the quarter cent sales tax would go towards local transportation corridor preservation as provided for by the Utah State Legislature in a Special Session in fall of 2006. Projects funded by the local sales tax are required to go

through a project prioritization process as approved by the Weber County Commissioners, as outlined by the State Legislature.

Corridor Preservation Tools

Use of corridor preservation techniques and tools minimizes the costs associated with right-of-way acquisition to government as well as minimizes impacts on landowners and local communities. Jurisdictions can use corridor preservation strategies that include acquisition of development rights, regulate land use as well as negotiate with the landowner to preserve the land in its natural state.

Acquisition of Development Rights

Short of fee simple purchase of property through funding identified earlier in this chapter between willing sellers, local governments, the State or other entities can buy options to purchase property, trade or exchange real property, or purchase development rights on property along the corridor. Options to purchase are similar to a first right of refusal where the government entity can pay for the opportunity to become aware of and match private development interests in a property. Purchasing development rights is similar to purchasing restrictions on the property which prohibit development. In the study area, purchasing development rights may offer an answer to agricultural protection if the government entity can purchase the ability to restrict development and assist with various long term conservation mechanisms, such as conservation easements. These easements function similarly to voluntary application of Agricultural Protection Areas (APA) except the ability to develop the land is purchased by the government entity. Local governments should investigate the viability of the purchase of development rights of agricultural properties as a form of corridor preservation and a successful option for long term agricultural protection. Near term purchase of development rights of actively farmed land may offer a boost to farm interests while dairy prices and profits appear to be low.

Land Use Regulation

While land use strategies do not require funds for right-of-way acquisition, they do put an increased administrative responsibility on local governments. Most, if not all, of the land use regulation corridor preservation techniques limit or direct the development specifically on an identified future transportation corridor. Land use regulations require a commitment to ongoing coordination and collaboration between WFRC, UDOT, Weber County and the local jurisdiction to effectively preserve land from being developed within the future transportation corridor. Land use regulations discussed in this report include: Master Transportation Plans, Official Maps, Setback Requirements, Development Exactions, Development Impact Fees, Access Management and Density Bonuses.

Master Transportation Plans

Utah statute requires that the actions of a city and county, such as the approval of a new development, must be consistent with jurisdiction's General Plan. A transportation element is one of several elements required to be addressed by Utah Code in a jurisdiction's General Plan. Many cities have developed Master Transportation Plans as either sections of larger plans or stand-alone documents. Master Transportation Plans allow communities to define a planned transportation network including the right-of-way

of future corridors. Once adopted as a plan of the community, new developments must be consistent with the Master Transportation Plan. Therefore, the Master Transportation Plan becomes a tool where new developments may be denied if they block or preclude a

The Master Transportation Plan is one of the most valuable tools for corridor preservation.

planned transportation facility. The Master Transportation Plan is one of the most valuable tools for corridor preservation. This study provides a strong modeling basis and regional coordination for local governments to build from to adopt or amend their Master Transportation Plan. All cities in west central Weber County should adopt a Master Transportation Plan as well as review and amend the plan on an ongoing basis. The Corridor Preservation Fund can be used for planning activities and may be eligible to assist with Master Transportation Plan development.

Official Maps

The Official Map is a tool to define transportation corridors at a greater level of detail. Where Master Transportation Plans may identify the general location of transportation corridors, they typically do not identify the corridors to a level of detail where individual parcel building permits would preclude a corridor. Official Maps provide local governments an added tool of identifying corridors at a parcel level of detail through centerline alignments and setbacks, but also provide for an obligation of local governments to progress on corridor purchase and not restrict development indefinitely. Local governments may have longer time frames and greater flexibility to restrict new uses of land, such as new subdivisions or new commercial site plans, than to restrict permitted, but regulated uses, such as building permits. Official Maps can be adopted jurisdiction-wide but are more commonly the outcome of an individual corridor study. Corridor studies and Official Map development are also eligible planning activities for county Corridor Preservation Funds subject to county and MPO restrictions.

Setback Requirements

Most communities require specific building setbacks from front, side, and rear property lines. These setbacks often result in a more desirable single family residential environment by reducing noise and providing safety and other benefits. Communities with large lot sizes may increase setback requirements on major transportation corridors for the short-term purpose of maintaining property values through reducing the impacts of the transportation facility on the residential environment. In the longer term, these setbacks offer communities the ability to purchase private land which is not encumbered by buildings. Although setback requirements reduce the need to purchase buildings, they are difficult to implement in the future since large lot developments tend to have high property values.

Development Exactions

New developments which create the need for a community to build several miles of new street just to access the development, for example, may often be granted approval of the development subject to the requirement that the development put into service the new street. These approvals, subject to a set of traded conditions, are often referred to as development exactions. Cities and counties may gain an “upper hand” on this trade and still be fair and reasonable to all developments when they have strong planning and can

clearly define their needs through tools such as a Master Transportation Plan. Development exactions in this sense do not mean unfair dealings with new development, but rather a community's ability to define long-term planning goals and rely on each new development to contribute toward the achievement of these goals. As a traded or negotiated process, exactions are subject to the concern that all developments are not treated equally. In addition, there are examples of court rulings where a jurisdiction has required unfair trades or has acted in an arbitrary manner.

Development Impact Fees

Development impact fees are similar to development exactions where the cost of infrastructure required by new growth is proportionally shared by new growth through fees imposed on new development. Utah Code enables and limits development impact fees and presently does not allow impact fees to be collected for State Highways. It is likely that the North Legacy Corridor would be a State Highway upon ultimate construction.

Access Management

In addition to planning and zoning powers, local governments and UDOT share the police powers necessary to regulate the safe use of public facilities. In fact, Administration Rule R930-6 describes the ability of UDOT to manage and control the access to and from the State Highway system separate from the ability of local governments to approve land use. While access management does not gather corridor rights-of-way from private ownership and put them into public ownership, it does provide a mechanism of protecting the past investment of the transportation corridor by preserving its safety and traffic-carrying capacity function.

Density Bonuses

The ability of communities to “trade” density between and within developments varies based on the size of the development and communities must be conscious of the policy implications of various actions. However, like setback requirements, density bonuses may be applied in specific applications where a development may be asked to “donate” a transportation corridor in exchange for permission to build the same number of units which would be built if the corridor remained in private ownership. This tool allows for a win-win of community and development interests, but may not create a “level playing field” of competing developments of different sizes. Density bonuses are a form of exactions where the jurisdiction is more proactive in offering incentives for corridor preservation.

Model Ordinance

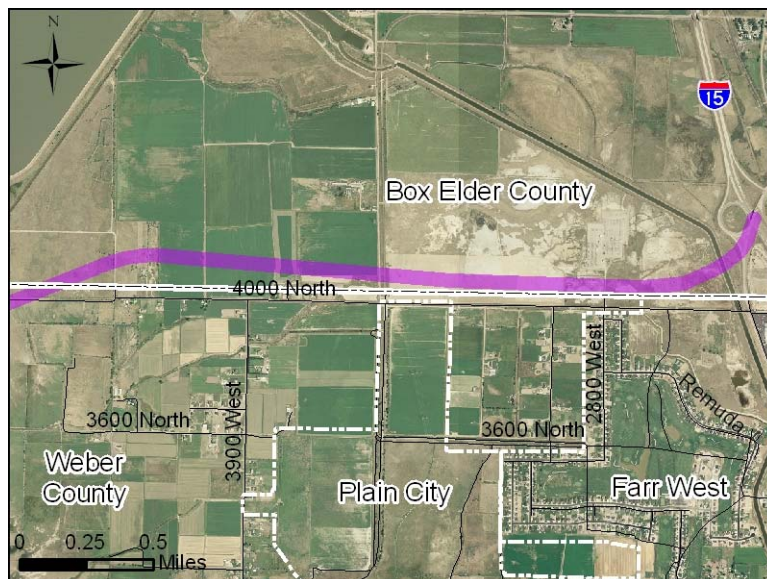
A model ordinance has been developed for use by local jurisdictions for corridor preservation that is included in the Appendix of this report. The intent of the model ordinance is to preserve, protect, and/or acquire rights-of-way and transportation corridors that are necessary to provide future facilities and facility improvements to meet the needs of growth projected in the jurisdiction and to coordinate land use and transportation planning.

Next Steps

Box Elder County

WFRC maintains no planning level responsibility in Box Elder County and offers guidance and summaries of earlier discussions as a starting point for Box Elder County to pursue at their discretion. However, concerns arose with residents that live at the Box Elder/Weber County boundary of approximately 4000 West which identified an alignment that could avoid all structures and still connect to the Warm Springs interchange just north of 4000 North in Box Elder County. The Consultant Team, at the request of the Steering Committee, presented this option to the Box Elder County Commission as part of their monthly Commission meeting on May 26, 2009. Although no action was taken, the Commissioners were generally supportive of the corridor preservation efforts and the concept of connecting to the existing interchange at a time when the interchange might be reconstructed. The Commissioners suggested that a next step for Box Elder County would be to coordinate this alignment with local land owners in the area. Figure 25 shows a possible connection to I-15 to consider in Box Elder County.

Figure 25: Possible Connection in Box Elder County



Next Steps for Box Elder County

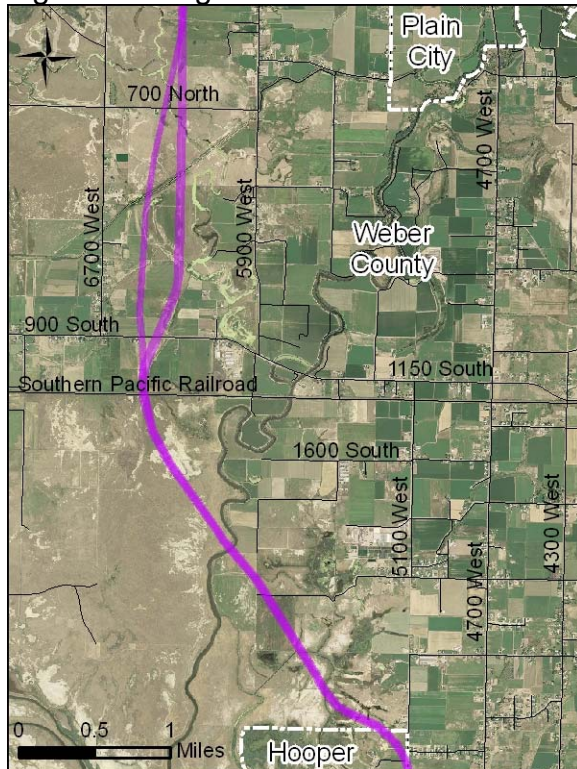
In addition to coordinating the proposed alignment with land owners in the area, Box Elder County should include resource agency constraints in their coordination with land owners. This, or a new alignment advanced through further coordination, should be adopted in the Master Transportation Plan. Presently, plans in Box Elder County do not show an extension of Legacy Parkway in Box Elder since it was assumed that North Legacy would connect to I-15 in Weber County. Although development in Box Elder County appears more distant than other places along the corridor, Box Elder County should employ the full range of corridor preservation techniques identified in this report and explore local option techniques to assist with corridor preservation funding (such as the vehicle registration fee and an additional quarter of a quarter cent sales tax increase).

Weber County

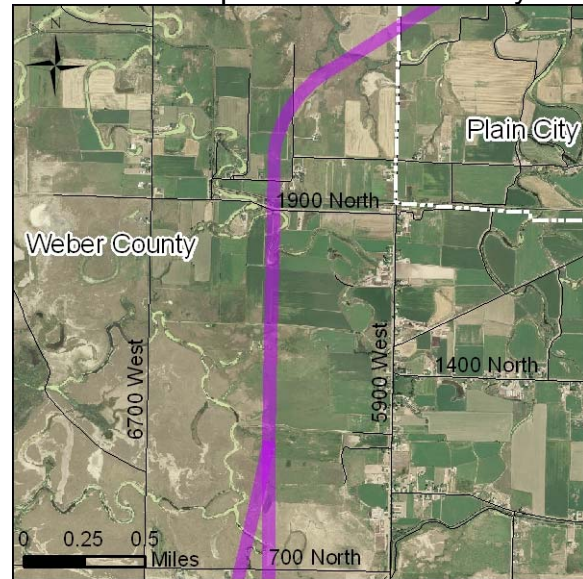
Corridor Description

The corridor to be preserved enters Weber County west of 5100 West and north of 3000 South. The corridor does not follow any distinct geography or landmarks as it travels northwest, but does cross the Weber River at a 90 degree angle. It then turns north as it approaches the Southern Pacific Railroad and crosses the tracks traveling due north. Figure 26 consists of three areas in Weber County showing the alignment of the corridor to be preserved.

Figure 26: Alignment of Corridor to be Preserved in Unincorporated Weber County



Weber County South Area



Weber County Central Area



Weber County North Area

Immediately south of 900 South the corridor splits into two possible corridors. The further west corridor continues north at approximately 6500 West, until it runs north of 700 North. The other corridor turns east following an unnamed canal and turns along property lines until a location just north of 1900 North. Currently, there is not a consensus on which corridor should be preserved, but Weber County Commissioners may choose to preserve both or just one of the alignments. North of 2050 North the corridor turns eastward and enters Plain City at 5900 West. North of Plain City, the corridor continues through unincorporated Weber County and continues northeasterly traveling east of the First Salt Creek until it crosses 4000 North at approximately 4300 West and then crosses into Box Elder County.

Next Steps for Weber County

The existing West Central Weber County General Plan identifies Legacy Parkway as a 100 foot corridor along 4700 West. This plan is inconsistent with the recommendations of this study and should be amended. Since the alignment in Weber County has been a controversial issue, the county may choose to organize a large public participation process in updating the West Central Weber County General Plan as opposed to a small amendment of the transportation recommendations. Limited east-west streets connect to the proposed alignment in Weber County so changes to the Weber County Master Transportation Plan should include a review of major east-west connectivity to the North Legacy facility.

Weber County has begun to take a leadership role in making state enabled corridor preservation funds available in the county. Weber County should work with the Weber Area Council of Governments (WACOG) to identify provisions to prioritize the spending of corridor preservation funds. Such a prioritization concept should reward communities with a strong track record of proactive planning and the use of other corridor preservation techniques.

While the priority for the county should be to identify the corridor defined in this report in further plans, the county should not abandon all concepts of a corridor roughly along 5100 West if the current agricultural uses on properties along and near 5100 West suddenly begin to develop into non-agricultural uses. Although several agricultural land owners along 5100 West did not anticipate land development, the county should capitalize on voluntary property owner requests of land development to preserve possible optional corridors. Private development along 5100 West would eliminate the agricultural concerns in this area and increase the need for a new roadway. If these options become available, the county must work with West Haven City and Plain City to continue to coordinate corridor boundaries. However, as long as agricultural uses are the norm along 5100 and development does not occur, there is probably no need to preserve a corridor of that size.

City Level Planning

Each municipality in the study area will need to adopt the specific alignment for the connector that is within their city boundaries as well as update their General Plan's transportation and circulation element to include a map that identifies the corridor to be preserved for a future transportation facility in their city. In addition, each city should use a variety of corridor preservation tools identified in this report.

Farr West

Corridor Description

The corridor to be preserved is not within the Farr West City boundaries.

Next Steps for Farr West

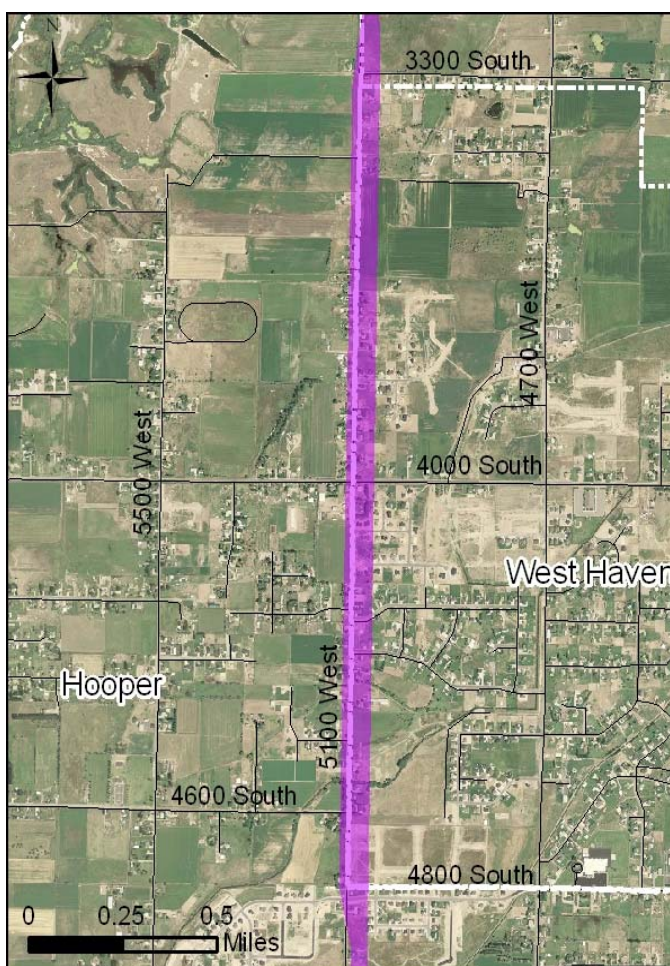
Despite the fact that Farr West City does not play a role in active corridor preservation, development in Farr West City represents future users of the roadway. Farr West should continue to identify east-west streets that might connect to North Legacy and actively support the WACOG in prioritizing funding for corridor preservation.

Figure 27: Hooper/West Haven Detail

Hooper

Corridor Description

The corridor to be preserved starts at the Davis County/Hooper City boundary just west of 5100 West. A 328 foot corridor travels north on the east side of 5100 West until it intersects with 5500 South. North of 5500 South, a 220 foot corridor continues north on the eastside of 5100 West to north of 3300 South, where the corridor begins to turn west and leaves the Hooper City limits. Through the shared boundary of West Haven and Hooper Cities, a 220 foot corridor is planned, but it has not been determined if the corridor is on the east or west side of 5100 West or down the centerline of the road, therefore the line is thicker at that location and is shown in Figure 27. The width through that area is shown to be 328 feet, but only 220 feet needs to be preserved.



Next Steps for Hooper City:

Hooper City has done a good job of using planning and zoning powers to restrict new growth from the defined corridor in the 2001 Study. Hooper City should continue on this path and work with West Haven City to better define a corridor along their shared boundary between 4800 South and 3300 South. Although a wider corridor was identified in this area to address equity issues between each city, such a width is unnecessary and can create undue restrictions and confusion in the development community.

Updates to the Hooper City Master Transportation Plan should address cross street and access issues in addition to the location of North Legacy. The stated concept of having 5100 West serve as a western frontage road to a new facility will require greater separation at planned signalized intersections. In addition, a phasing plan to ensure that access to individual subdivisions is not cut off by near term construction of North Legacy should be reviewed.

Hooper City should coordinate in the near term with UDOT Region 1 on the West Davis Corridor EIS. While the needs in much of Weber County appear to be more distant than the time frame of the EIS, Hooper City has experienced significant development and may provide east-west facilities that can serve as the logical termini for the West Davis Corridor.

There are many affected properties along the recommended corridor in Hooper City which have pre-existed even the formation of Hooper as an incorporated city. Many of the families along 5100 West may be willing property sellers and could represent hardship cases if they are retiring, changing jobs, or seeking other near term reasons to sell. Hooper City should work with these property owners and assist in seeking corridor preservation funds. Advanced right-of-way acquisition could be paid back by construction money for the corridor and Hooper City can serve as a conduit by working with the WACOG, UDOT, and private property owners to minimize impacts to existing residents. The fact that Hooper City has actively preserved the corridor from new development should be promoted by the city and used to gain priority for limited corridor preservation funding.

Finally, Hooper City should be applauded for their creative and proactive corridor planning resulting from the 2001 Study. Among other proactive practices, the city has constructed neighborhood parks in parcels restricted from development in order to preserve the corridor. The city should carefully document their corridor preservation practices to assist in gaining priority for corridor preservation funds and also ensuring that creative corridor protection mitigation, such as parks, do not become social impacts to environmental analysis of the corridor.

West Haven City

Corridor Description

The corridor to be preserved follows West Haven's western boundary from 4800 South to 3300 South. It has yet to be determined if the corridor runs down the centerline of the existing roadway or runs down the east or west side of 5100 West, it is shown to be a 328 foot wide corridor through this area. Only 220 feet need to be preserved.

Next Steps for West Haven City

As West Haven and Hooper share a common boundary, they will need to work cooperatively to define the corridor between 4800 South and 3300 South. As mentioned in Hooper City's next steps, although a wider corridor is identified in this area to address equity issues between West Haven and Hooper, such a width is unnecessary and can create undue restrictions and confusion in the development community.

Updates are necessary to the West Haven City Master Transportation Plan to address cross street and access issues in addition to the location of the North Legacy corridor. Much like Hooper, West Haven will need to coordinate with UDOT Region 1 on the West Davis Corridor EIS. The transportation facility needs in much of Weber County appear to be further in the future than the timeframe of the West Davis Corridor EIS, but it will be important for West Haven to provide east-west facilities that can serve residents' mobility needs. If 5100 West is to serve as a western frontage road to a new facility based upon the location of the North Legacy corridor, it will also require greater separation at planned signalized intersections.

Marriott-Slaterville City

Corridor Description

The corridor to be preserved is not within the Marriott-Slaterville City boundaries.

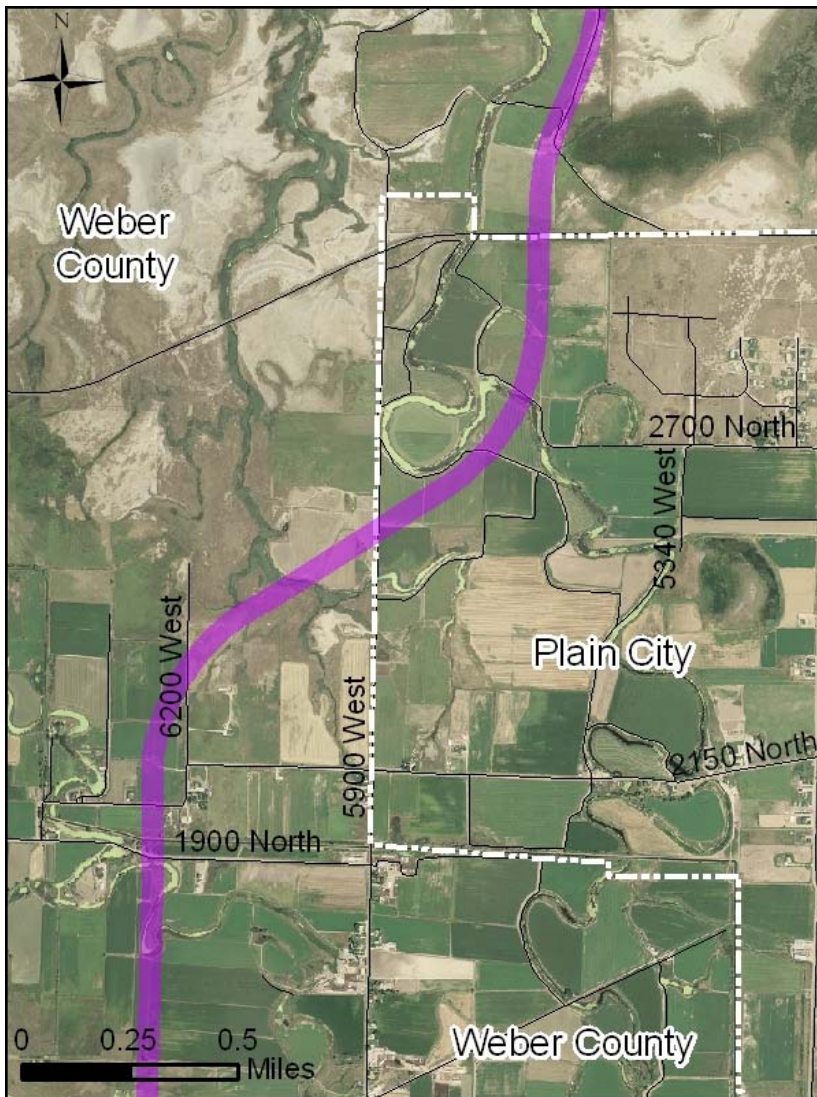
Next Steps for Marriott-Slaterville City

Despite the fact that Marriott-Slaterville City does not play a role in active North Legacy corridor preservation, development in Marriott-Slaterville City represents future users of the roadway. Marriott-Slaterville should continue to identify east-west streets that might connect to North Legacy and actively support the WACOG in prioritizing funding for corridor preservation. Marriott-Slaterville can play a particularly strong advocacy role in supporting both the rural lifestyle, which has been a cornerstone of the city since incorporation, and the need to proactively plan for growth amidst this lifestyle. As the city has seen, preserving a rural lifestyle can become a selling point for new development and proactive planning is needed to ensure that new growth does not introduce problems (even though the solutions may be regional and not require specific action by the city).

Plain City
Corridor Description

The corridor to be preserved enters the western city boundaries at 5900 West and approximately 2500 North and then travels northeast for a distance of 0.83 of a mile. There, it crosses the northern boundary of Plain City at approximately 5500 West and crosses the Weber Pathways Rail Trail at a right angle. See Figure 28.

Figure 28: Plain City Detail



Next Steps for Plain City

Much of the area west of the existing Plain City is in the city's annexation plan. Plain City may have additional planning and zoning powers when approving the annexation of a proposed development since the city would be required to provide expected municipal services (water, sewer, transportation, emergency services, police protection, etc.) to any annexed area. The city attorney should help guide exactions and negotiated agreements of annexed land into Plain City.

Plain City has an advantage that much of the land proposed for the corridor is in large land ownership. Plain City has done a good job of coordinating major land owners in this area to create development plans and concepts consistent with the city's vision. The North Legacy Corridor should continue to be a part of this vision. East-west streets are a particular concern through Plain City and significant fore-thought will be needed to address future east-west corridors which can connect to the proposed North Legacy corridor and do not create additional impacts in the historic heart of Plain City.

WFRC's Regional Transportation Plan

WFRC is responsible for the regional level transportation planning in the urbanized areas of Salt Lake, Davis, Weber, Tooele and Morgan Counties. Once every four years, WFRC, in collaboration with UDOT, Utah Transit Authority (UTA), each city and county, along with other interested stakeholders, is mandated by the federal government to produce or update a regional transportation plan. The Wasatch Front Regional Transportation Plan 2007-2030, or more commonly known as the 2030 RTP, was last updated and adopted on May 24, 2007. Highway and transit projects anticipated in the next 23 years in the Wasatch Front counties are included in WFRC's 2030 RTP. Future updates to the RTP should better define the North Legacy alignment.

The WFRC RTP is constrained by federal planning guidance, specifically air quality conformity and financial feasibility. These constraints limit the ability to determine the complete need for a western alignment of North Legacy through the planned expansion of 3500 West as an arterial north-south street through the study area. It is hoped that each successive update of the RTP can begin to show a clearer picture of the full transportation network in the general study area and continue to address priorities which ensure that local developments build and widen existing surface streets while new regional facilities, such as the proposal for North Legacy, are also planned and prioritized.

Beyond the requirement to produce the RTP, the WFRC serves to assist UDOT and local governments with a host of transportation planning activities. WFRC has begun to support planning through the earlier 2001 Study as well as this study and should continue to support and participate in local government transportation planning. WFRC has also begun to support the WACOG in developing criteria to assist in prioritizing corridor preservation funding. WFRC's regional role can offer economies in this process by assisting Salt Lake, Davis, and Weber County and allowing each area to tailor their programs to the specific needs in each county.

UDOT

The role of UDOT typically begins prior to the environmental analysis, although it is rare for UDOT to play an active role in corridor preservation activities. UDOT should be applauded for their assistance in this corridor planning effort. Presently, the North Legacy corridor is not on the State Highway System and UDOT has a limited role in local government transportation planning. However, in early planning stages UDOT can play a key role in providing clear and consistent messages to residents, property owners, state policy leaders, local governments, and all involved.

UDOT should actively assist with placing the North Legacy corridor on the State Highway System so that state corridor preservation funds may be eligible for hardship right-of-way purchases. Once on the State Highway System, UDOT can designate specific access management policies consistent with Administrative Rule R930-6. Phasing and construction of the road would likely be beyond the means of any single entity other than UDOT, so UDOT should play a role in defining its priorities for advancing environmental analysis, whether through a State Environmental Study or a federal Environmental Impact Statement, and defining the terminus of the environmental studies as well as possible future construction phasing. UDOT should communicate restrictions

on local governments associated with advanced right-of-way purchase, condemnation, and/or exactions subject to state and federal laws and policies.

The 2008 General Session of the Utah State Legislature passed, and was signed into law by Governor Huntsman, Senate Bill 208 entitled Transportation Corridor Preservation Amendments. This bill modified the Municipal Land Use, Development and Management Act, the County Land Use, Development, and Management Act, and the Transportation Code by amending provisions relating to transportation corridor preservation. Specifically, Senate Bill 208 requires that UDOT notify a municipality or county if a high priority transportation corridor is located within the boundaries of a municipality or county. Additionally, it requires a municipality or county to notify the executive director of the Department of Transportation if the municipality receives a land use application that relates to land located within the boundaries of a high priority transportation corridor. Generally, jurisdictions may not approve land use applications that are within the boundaries of a high priority transportation corridor until UDOT has been notified and has decided what corridor preservation activity they might engage in related to the current land use application before the jurisdiction.

Generally, UDOT will need to work cooperatively and collaboratively with Weber County and cities in the west central area to provide technical support and funding for corridor preservation efforts.

Summary

In partnership with WFRC and UDOT, it will take the cooperative efforts of Weber County elected and appointed officials and staff as well as all west central Weber County city governments to preserve the corridor to be preserved for a future transportation facility. Through efforts to preserve the right-of-way for an enhanced future regional transportation network, impacts to local communities and the environment can be minimized. Working together with WFRC, local jurisdictions can better manage the impacts of growth so as to preserve the quality of life that west central Weber County residents enjoy today.

Appendix

Volume I

Dates of Steering Committee Meetings, Notes for 2007 and 2009

Demographic Information: Population, Employment and Households

Weight, Rate and Calculate Worksheets

Dan Jones & Associates Survey and Results

Criteria Evaluation PowerPoint

Resource Agency Meeting Agendas and Notes

Letter from Jody K. Burnett of Williams & Hunt dated May 6, 2008 regarding Agriculture Protection Areas

Notes from the North Legacy Corridor Supplemental Study Environmental Walk Through that was held on March 25, 2008

Model Ordinance

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Open House October 2007 Public Comments

Open House June 2009 Public Comments