

FOCUS ROY CITY

FINAL

DECEMBER 2017



TRANSPORTATION
AND
LAND USE CONNECTION



ACKNOWLEDGEMENTS

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INTRODUCTION

Focus Roy City is a vision and action plan to enhance Roy, support prolonged economic prosperity in the city, and build a more attractive place for the Roy community to live, work, and play.

The City of Roy initiated Focus Roy City to address future land use and transportation needs in the city. Roy and the surrounding region are growing, with new residents and businesses locating throughout the Wasatch Front. The plan provides focus for where and how Roy can grow into the future, and acts as a guide for future development. It focuses on key strategies, actions and investments designed to bring positive changes to the community.

DOCUMENT OVERVIEW

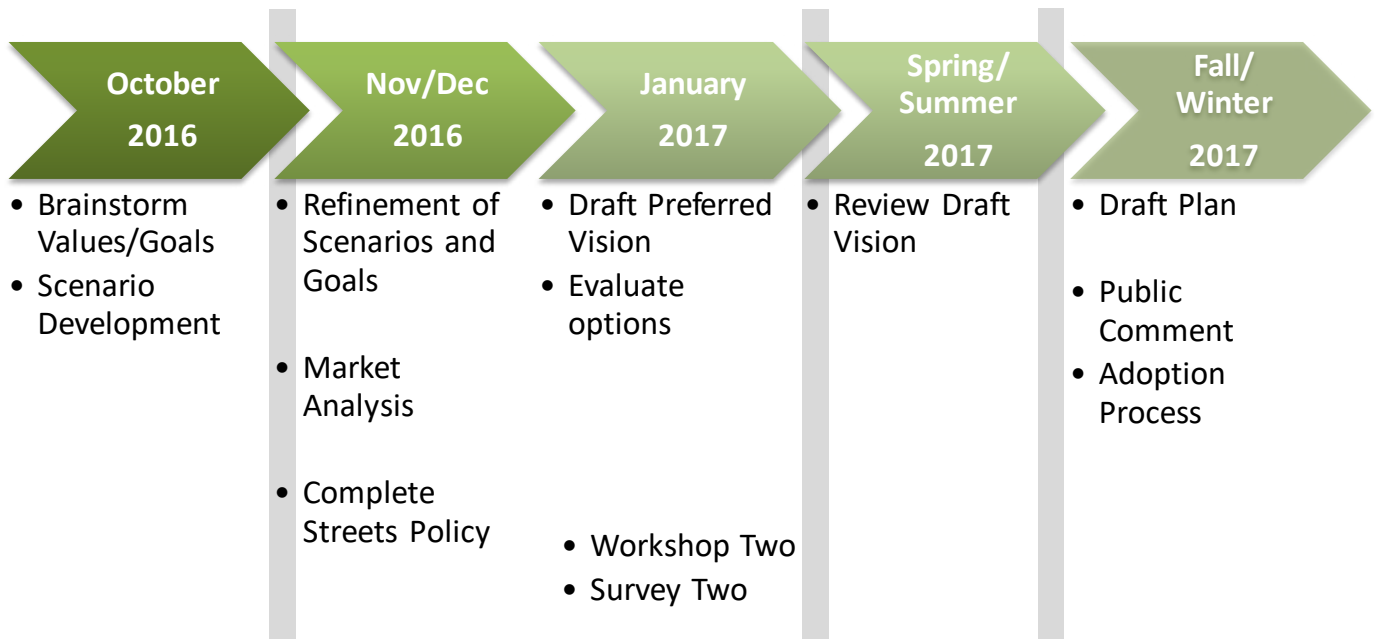
This document provides guidance for how Roy should grow in the future and sets forth the opportunities and actions needed to address the challenges present today. The plan identifies two areas in Roy to focus new growth and development - Downtown Roy and the Roy FrontRunner Station Area. It describes three alternative scenarios representing different intensities of investment and redevelopment in the short- and long-term future. The accompanying implementation strategies lay out the investments and policy changes needed to support the transformation of the area around 1900 W into a vibrant, walkable downtown, and outlines the necessary steps to set the stage for quality transit-oriented development at the Station Area.

THE PLANNING CONTEXT

Focus Roy City was made possible through the Wasatch Front Regional Council (WFRC) Transportation and Land Use Connection (TLC) program. This program encourages communities to integrate their land use and transportation plans with the Wasatch Choice Vision key growth principles in a way that works best for them, supporting their efforts to create livable and vibrant communities.

This plan has also been done in collaboration with the drafting of a Roy City Complete Streets Policy. This policy and plan aim to provide a well maintained street network that creates better connections for all people, and safer access to services in Roy. This builds on a principle that has benefited many communities in the region - that improved land use policies and high quality investments into the transportation system can lead to high quality private development. By emphasizing improvements for transit and pedestrian use, the Roy community, as well as the broader region, will become a more livable, vibrant place, and it will benefit visitors, businesses and residents alike.

THE PLANNING PROCESS



Roy FrontRunner Station. Photo source: Jeremiah Cox/SubwayNut.com

PAST PLANNING EFFORTS



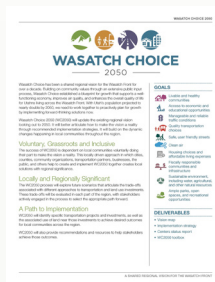
2002 Roy City General Plan

Roy City's General Plan was last updated in 2002. The overriding vision of the plan advises that the City "should maintain controlled growth, allowing for a variety of housing alternatives and convenient commercial uses." The Plan advises that the City should determine the highest and best use for vacant land and assess opportunities for redevelopment that is beneficial to the City, though it does not address any application of mixed-use development. It does however acknowledge that "an efficient multi-modal [transportation] system will require development patterns that advance alternatives to automobile travel." It goes on to encourage provisions for pedestrians and bicycles, including providing sidewalks and crosswalks along the city's busy streets, and suggests planning a network that connects people to activity centers. Roy's General Plan is 15 years old, and in need of an update.



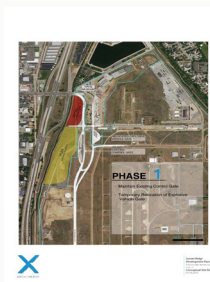
2014 Ogden/Hinckley Airport Master Plan

Although located outside of Roy, The Ogden/Hinckley Airport will likely have a profound impact upon the potential growth of the area. The airport is pursuing more commercial flight connections and believes the market would strongly support such expanded connections, based upon comparison to other similar markets. The airport has developed a Master Plan concept to expand and reconfigure the airport, including relocating the terminal to the north. The airport has expressed that they would like the FrontRunner Station to be relocated to the north in close proximity to the planned airport terminal. However, this concept is not currently in the Regional Long Range Transportation Plan or in any of UTA's future plans.



Wasatch Choice

The Wasatch Choice Vision identifies the Roy FrontRunner station area as a "Station Community". Station Communities are small, high-intensity centers surrounding high capacity transit stations. They are easily accessible by pedestrians and bicyclists, and may vary in their land use. Some are focused on employment, while others are more housing oriented, while most are mixed-use and include an assortment of shops and services. The Wasatch Choice Vision states that typical Station Communities have a floor area ratio of 0.5 to 1.5, and 20 to 100 housing units per acre.



2015 Hill Air Force Base - Falcon Hill Master Plan

Directly to the East of the Downtown Roy Area is the North Gate of Hill Air Force Base. The Base is a major job center and currently employs over 16,000 civilians and 5,000 military employees. Capitalizing upon this strategic location may help to build a successful downtown in Roy City. In addition to the military base operations, Hill Air Force Base is planning to develop approximately 74 acres near the north gate entrance, located immediately east of I-15 on 5600 North. A Master Plan for Falcon Hill North calls for a mix of retail, office, flex space, and hospitality developed in 4 phases.



VISION + COMMUNITY VALUES

The Vision for Focus Roy City establishes a framework for change in Roy and describes an ideal snapshot of how the area could evolve in the future.

The vision is based on the knowledge and ideas of community members that participated in public workshops, stakeholder interviews and public surveys. The Roy community shared a wide range of creative ideas that will enable people to enjoy more opportunities for affordable housing, jobs, and destinations in the city, as well as safe and easy access to the amenities on and around 1900 W and the FrontRunner station.

THE VISION GOALS

The Vision goals here, and community values on the following page, represent the themes that surfaced throughout community discussions with Roy residents and stakeholders. They describe the qualities residents want to see in their city.

Economic Development

Stimulate the economy by attracting and encouraging new businesses, investment, and redevelopment.

Safety and Walkability

Create a safe and comfortable place for pedestrians, bicyclists, and motorists to move throughout the city.

Housing and Development

Encourage and incentivize right-sized mixed use development, affordable housing options, and office/commercial development.

Identity

Establish a distinct identity in the Roy downtown and at the FrontRunner station that creates and supports a welcoming and attractive environment for visitors and residents alike.

Transportation

Create more efficient and accessible connections between destinations and between transit stops & stations.

COMMUNITY VALUES



VIBRANT DOWNTOWN

Create an attractive and active downtown area with a sense of place that is unique to Roy.



SAFETY & COMFORT

Improve safety and crossings for pedestrians, bicyclists, and transit riders, especially along 1900 West.



HEALTHY BUSINESSES

Make the most of growing employment industries to bring in new businesses and jobs, and encourage existing businesses to thrive.



REGIONAL DESTINATION

Create a regional destination at the FrontRunner station with mixed-use development that includes retail, dining, and entertainment amenities.



CONNECTED & EFFICIENT

Provide a more connected and robust street network that moves traffic of all modes throughout the city in a safe and efficient manner.



AFFORDABLE HOUSING

Encourage affordable housing options for a mix of income levels - low income, workforce, and moderate-income.

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BACKGROUND + EXISTING CONDITIONS

THE STUDY AREAS

Roy is a city of approximately 38,000 people with an area of nearly 8 square miles that is bordered by several other jurisdictions – West Haven, Hooper, Clinton, Sunset, Riverdale, and the county seat, Ogden. Roy is intersected by numerous state highways, and it resides along the major north-south freeway Interstate-15. This has resulted in development throughout the city that is predominantly highway-oriented, with buildings set far back from the road and large surface parking lots in front, leading to an unpleasant and unsafe environment for pedestrians and bicyclists. However, there is broad support for reimagining the way Roy grows and develops in the future, and two distinct areas have been identified as areas to focus new growth and economic development - Downtown Roy around 1900 West, and the area surrounding the Roy FrontRunner commuter rail station.

Community and stakeholder input helped determine boundaries for two study areas – the **Downtown Area** and the **Station Area**. These areas reflect where community members indicated they would like to see redevelopment and new development focused, as well as improvements to the transportation network prioritized.

Key Assets in Roy:

- 1. Local and Regional transit connections**
High-quality transit facilities already in place – FrontRunner and three UTA bus lines – providing links to housing, employment and other amenities in the region.
- 2. Denver and Rio Grande Western Rail Trail**
A major regional active transportation corridor running from the northern edge of Roy south to West Bountiful provides a unique amenity to Roy residents.
- 3. Ogden-Hinckley Airport**
The airport is located just east of town, and is currently planning an expansion that will bring investment and jobs to the Roy area.
- 4. Hill Air Force Base**
One of the largest employers in the state, Hill Air Force Base is located just to the east of Roy's Downtown. Capitalizing on this strategic location may help to build a successful downtown in Roy.
- 5. Vacant and Underutilized Land**
Significant vacant & underutilized land in close proximity to the FrontRunner station and Downtown Roy.

DOWNTOWN AREA

The Downtown Study Area runs along 1900 West through downtown Roy, and is approximately 110 acres. It is roughly bounded by 2000 West to the west, the railroad tracks to the east, 5700 South to the south, and 4975 South to the north. Commercial uses characterized by strip retail and auto-oriented businesses make up the majority of the Downtown, though it also contains the City of Roy Municipal Center and other important government buildings. Some newer development has occurred along this section of 1900 West, largely centered around the intersection with 5600 South, however many of the buildings are old and reaching the end of their natural life. This presents an opportunity to breath new life into the Downtown by supporting new, more pedestrian friendly development in the area.



City of Roy Municipal Center on 1900 West



Roy FrontRunner Station

STATION AREA

The Station Study Area consists of the Roy FrontRunner station, as well as the single-family neighborhoods in close proximity to it. The area directly around the station represents the biggest opportunity for a regional destination center in Roy due to the availability of land, and the access to regional facilities like the Denver and Rio Grande Western Rail Trail. Much of the land surrounding the station is vacant or underutilized, providing a relatively blank slate for the City and its residents to envision a new, transit-oriented community. It will be critically important for Roy City to work with its community members and UTA to ensure the correct investments and policies are put in place to support growth at and around the station.

EXISTING LAND USE PATTERNS

Commercial uses make up the majority of the Downtown Study area, though some of the highest density residential uses in Roy are also located along 1900 W. Other than a small park located next to the Roy Municipal Center, very little greenspace exists in close proximity to Roy's downtown, making additional green and public space a priority for the future of the area. The uses along 1900 West are generally characterized by strip retail, large surface parking lots, auto-oriented businesses, and fast food restaurants. Though many of these businesses are long standing Roy establishments, like the classic Burger Bar restaurant, the community has expressed a desire for additional destinations that are walkable in nature.

The majority of land in the Station Area is currently being used for single family residential, with pockets of industrial and commercial, along with some institutional uses, such as churches and schools. There are two mobile home parks in the northern corners of the study area, and North Park also lies within the boundaries. However, much of the land directly surrounding the station is either vacant, or underutilized industrial land. These represent some of the largest development opportunities in Roy.

ZONING ASSESSMENT

Zoning in both study areas is largely reflective of the existing land uses, as well as future planned land use. The name of each zone is generally indicative of permitted uses within that zone; for example, residential uses are prohibited in commercial zones, and vice versa. No mixed-use zone currently exists in Roy.

More than 80 percent of the Downtown Area is zoned regional commercial (RC), with single family (R-1-8), medium density (R-2) and high density residential (R-3 and R-4) making up the remainder of the area.

The Station Area has a greater range of zoning designations, though more than 60 percent of the study area is zoned for single family residential (RE-20, R-1-8, R-1-7, and R-1-6), including the land directly surrounding the FrontRunner station - R-1-8 - which only allows single family with minimum lot size of 8,000 square feet. This designation restricts any forms of residential or commercial development that would be considered "transit supportive" in nature. 25 dwelling units per acre is a common minimum threshold for transit supportive densities around a high-capacity rail stop like the Roy FrontRunner station..

TABLE 1: DISTRIBUTION OF LAND USE DESIGNATIONS WITHIN STUDY AREAS

LAND USE TYPE	DOWNTOWN TOTAL ACRES	DOWNTOWN % OF TOTAL	STATION AREA TOTAL ACRES	STATION AREA % OF TOTAL
Commercial	86	78%	89	14%
Multi-Family Residential	11	10%	124*	20%*
Industrial	-	-	50	8%
Single Family Residential	5	4%	329	52%
Public & Educational	9	8%	35	6%
TOTAL	111	100%	627	100%

*Majority designated as Mobile Home Park

FIGURE 1: CURRENT ZONING MAP FOR STUDY AREAS

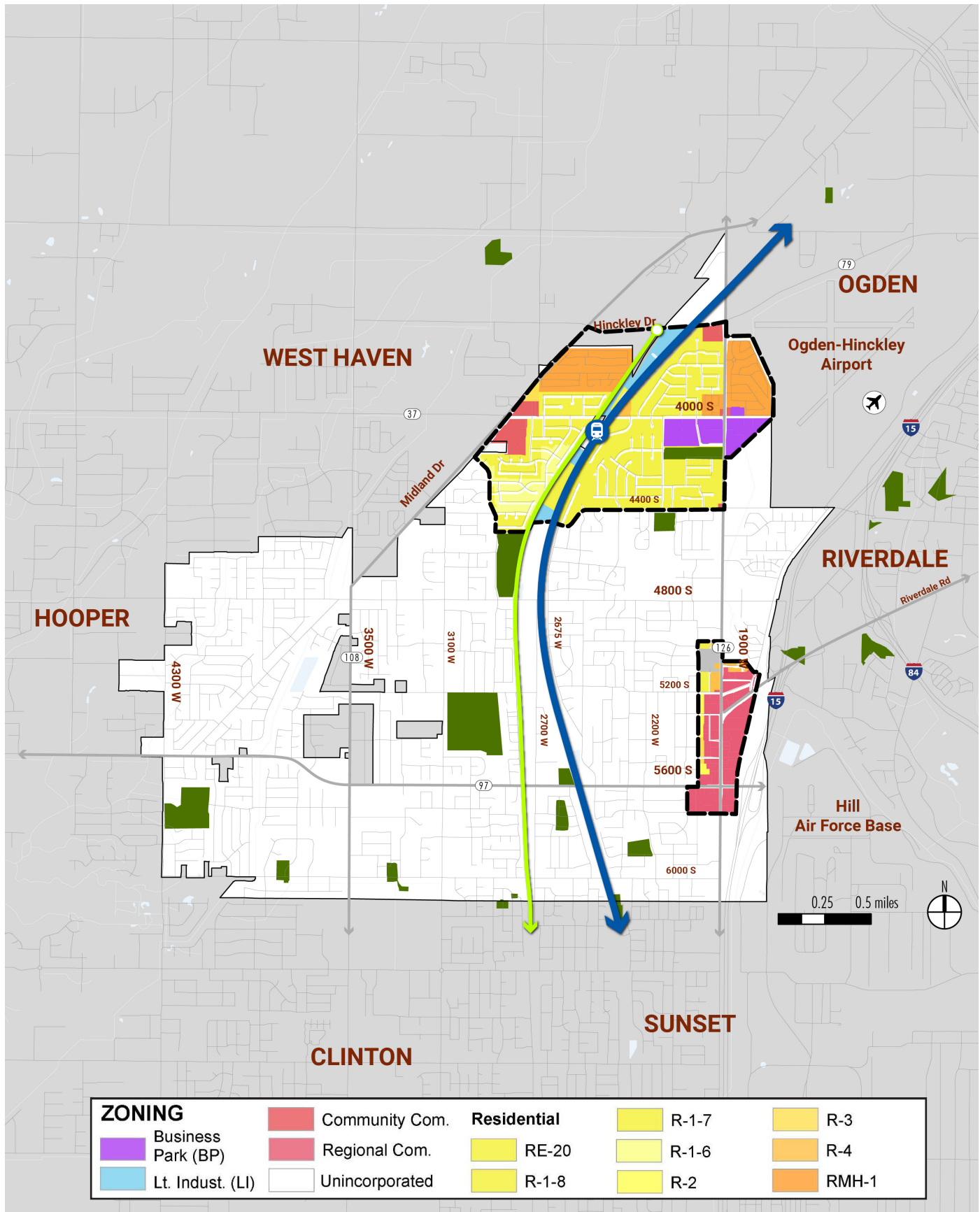


TABLE 2: DISTRIBUTION OF ZONING WITHIN STUDY AREAS

ROY ZONING DESIGNATION	DOWNTOWN % OF TOTAL	STATION AREA % OF TOTAL
Regional Commercial (RC)	81%	-
Community Commercial (CC)	-	5%
Business Park (P)	-	8%
Light Manufacturing (LM)	-	5%
Residential Estates (RE-20)	-	6%
Single Family (R-1-8)	5%	45%
Single Family (R-1-7)	-	4%
Single Family (R-1-6)	-	6%
Medium Density (R-2)	5%	-
High Density (R-3)	2%	1%
High Density (R-4)	7%	<1%
Mobile Home (RMH-1)	-	20%

EXISTING HOUSING

Roy is home to 36,985 residents, as of the 2010 Census. The two study areas are home to nearly one third of all city residents, with a combined population of 9,966 people. Roy has 12,345 housing units in total, of which 3,773 are located within the study areas.

There are many more home owners than renters in Roy, with 84% of homes owner-occupied. This is due to the large amount of single family homes in the city, and very few multi-family housing units. Housing has grown 0.768% annually, with multi-family experiencing slower growth than single family housing. By 2020, Roy is projected to have 12,926 housing units.

A housing gap analysis reveals two major gaps between housing availability and housing demand in Roy. The analysis is based upon existing rental housing available at different percentages of area median income (AMI). As shown in Table 3 below, there is a shortage of rental housing affordable to those making less than 50% AMI, and luxury units available to those with incomes above 125% AMI. This calls for further policy on affordable housing, and indicates a demand for new rental stock to fulfill the demand above AMI.

TABLE 3: ROY RENTAL AFFORDABILITY GAP ANALYSIS, 2014

INCOME LEVEL	# RENTER HOUSEHOLDS	# RENTAL UNITS AVAILABLE AT PRICE	SURPLUS/DEFICIT OF UNITS AVAILABLE
Extremely Low (30% AMI*)	237	234	(3)
Very Low (30%-50% AMI)	182	95	(87)
Low (50%-80% AMI)	335	638	303
Moderate (80%-100% AMI)	173	374	201
Middle (100%-125% AMI)	187	358	171
High (Greater than 125% AMI)	814	229	(585)

*Area Median Income (AMI)

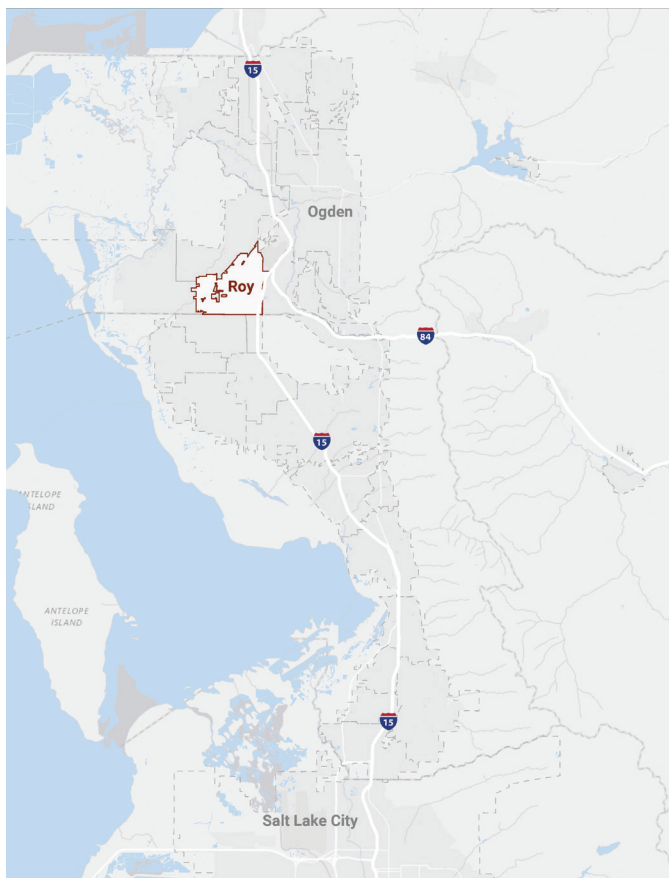
Source: US Census Bureau, ACS 2014 5-year estimates

EXISTING TRANSPORTATION

REGIONAL ACCESS

1900 West, or SR-126, is the main arterial corridor in Roy. It runs north-south through both study areas and is an important connection to neighboring communities. The intersection of 1900 W and W Riverdale Road, or SR-26, is a crucial junction in Roy that connects the city to Ogden to the east, as well as convenient access to I-15 and I-84. The major east-west connection in Roy is 5600 South, or SR-97, at the southern end of the downtown. This road connects Roy to the neighboring community of Hooper to the west, and is also slated for an expansion in the near future due to its high traffic volumes. Other important regional facilities include SR-108, which runs north-south as 3500 West and Midland Drive, as well as 4000 South. Together, these state and federal facilities provide excellent access to the rest of the region.

FIGURE 3: REGIONAL CONTEXT



STREET NETWORK

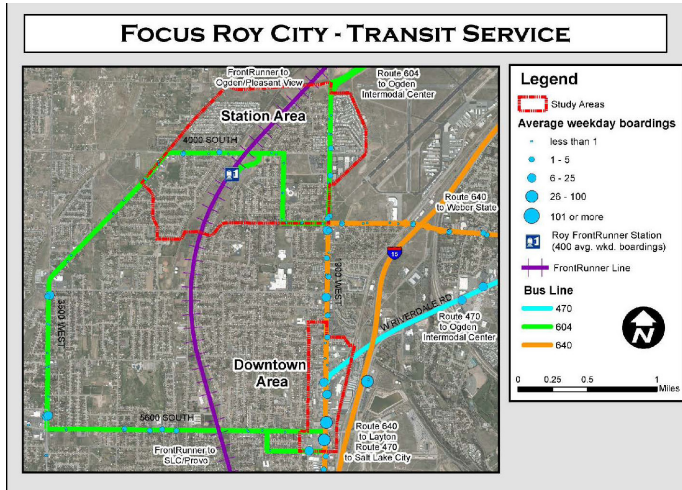
The street network throughout much of Roy takes on a classic suburban form. Around the Station Area, the majority of the streets are primary and secondary local streets, many of which terminate into cul-de-sacs. This street pattern does not lend itself to good connectivity, making it difficult for pedestrians and bicyclists to quickly and conveniently access Roy Station and other nearby destinations. 4000 S acts as the primary point of access to Roy Station. Although it is designed for lesser capacities than other major streets, 4000 S spans as far west as 5900 West, and is connected to the general network of local streets, making it an integral part of the street connectivity for all users, whether they are driving a car, riding a bike, taking transit, or walking.

The Downtown Area street network reflects the age of the area, consisting of a grid that has been modified to accommodate I-15 and contemporary land use patterns. 1900 W runs through the center of downtown Roy, with two major junctions at Riverdale Road and 5600 S. The primary and secondary local streets form a traditional grid connecting to these streets, however there are sizable gaps, particularly between 5200 S and 5300 S, as well as 1900 W and 2000 W. Were these gaps to be completed with additional local streets, the street network surrounding 1900 W and Riverdale Road would provide traffic with more options.

BICYCLE AND PEDESTRIAN CONNECTIONS

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

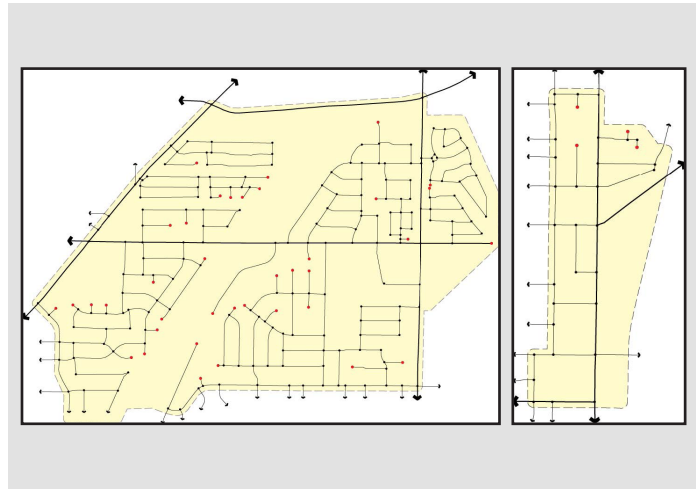
FIGURE 4: CURRENT TRANSIT SERVICE



Source: Roy City; UTA; Utah AGRC

Cartography: Levi Roberts, UTA Planning

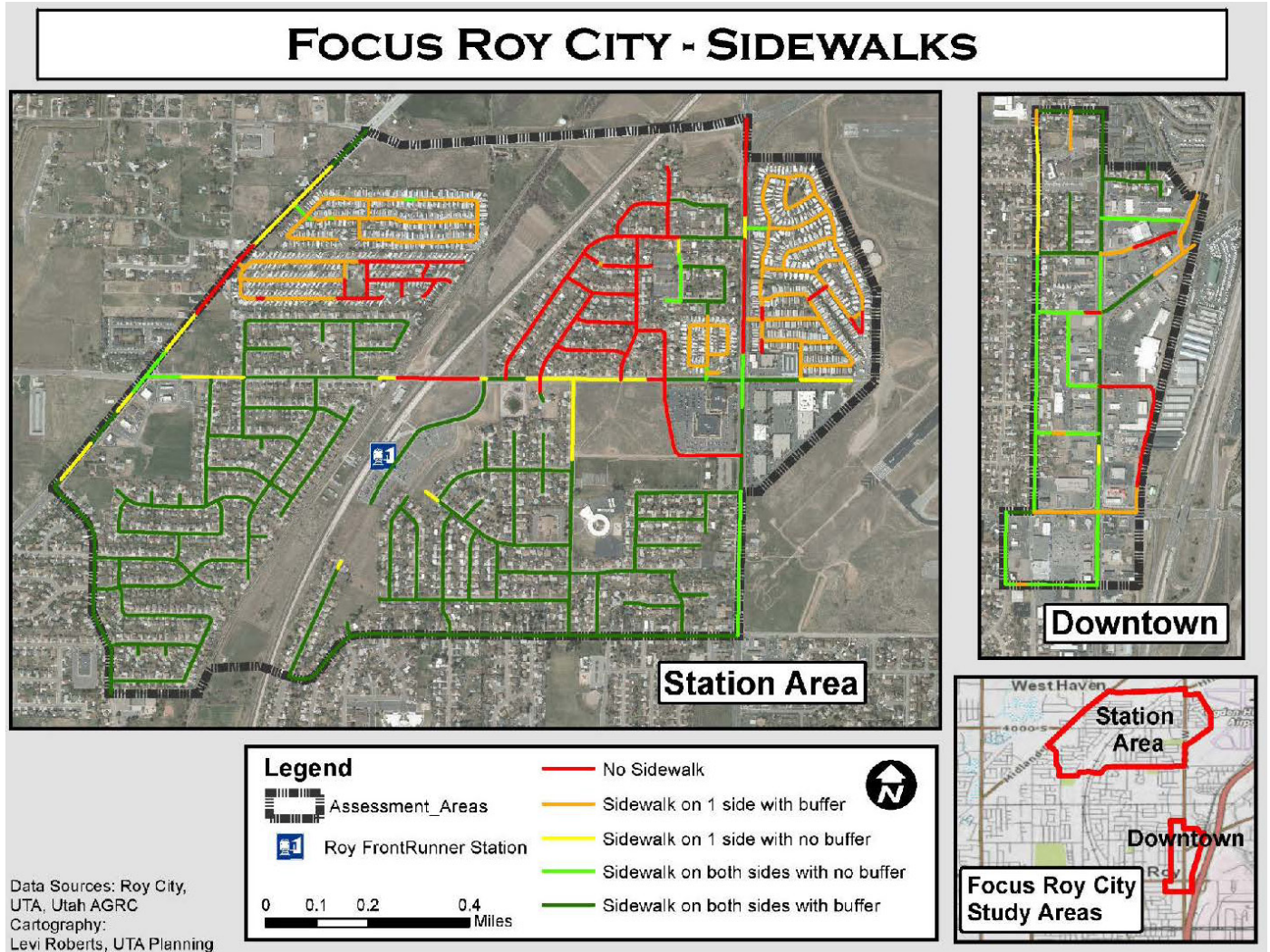
FIGURE 5: EXISTING STREET NETWORK



Source: Roy City; UTA; Utah AGRC

Cartography: Levi Roberts, UTA Planning

FIGURE 6: EXISTING SIDEWALKS



BACKGROUND + EXISTING CONDITIONS

local connections to the trail in Roy, with the only connection in the Station Area located at 4000 South.

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

Most streets in the study areas have at least some sidewalk coverage, though there are gaps in the sidewalk network. These gaps are mostly within the neighborhoods north of 4400 South in the Station Area. However, there are some gaps in sidewalk coverage along higher traffic corridors in the study areas. In areas that do have sidewalks, it is often unbuffered from traffic on busy roads, especially within the Downtown Area.

TRANSIT SERVICE

The Roy FrontRunner Station provides regional rail connections to Ogden, Salt Lake City, and Provo. The station averages 400 weekday boardings. Most FrontRunner passengers arrive to the station via car, though approximately one third of passengers walk, bike, or ride the bus to the station. Bus route 604 connects the station to nearby neighborhoods, downtown Roy, and Western Ogden. The majority of Route 604 boardings in the Station Area occur at the FrontRunner Station.

In addition to Route 604, the Downtown Area is served by Route 470, which runs between Salt Lake City and Ogden and provides connections to many suburban communities, as well as Route 640, which connects Weber State University to Layton along

the 1900 West corridor. There is an average of 115 weekday boardings for all bus lines within the Downtown Area.

TRAFFIC AND SAFETY

The vast majority of residents in Southwest Weber County commute by car, with over 90 percent of people choosing to use personal automobiles to get to work. Nearly six percent of people commute by walking, and a little more than one percent commute by bike. Less than one percent of people commute via transit, likely due to limited transit access within walking distance of many homes and employers. See Table 4 on the next page for the detailed mode-split for Southwest Weber County.

Average Annual Daily Traffic counts for the 4000 South and 1900 West corridors indicate that these roads are not currently reaching their capacity, however both of these corridors receive poor safety ratings from the Utah Department of Transportation, indicating a need for design improvements that increase safety for all users of these streets.



1900 West roadway conditions given a "poor" safety rating by UDOT. Conditions include unprotected bike lanes, limited street tree cover, and long distances between pedestrian crossings.

TABLE 4: TRANSPORTATION MODE-SPLIT, SW WEBER COUNTY

TRAVEL MODE	% OF TRAVELERS BY MODE
Automobile	91.5%
Walking	5.7%
Bicycle	1.2%
Transit	0.8%
Other	0.7%

EXISTING ECONOMIC CONDITIONS & MARKET TRENDS

EMPLOYMENT

Many industries in Roy are enjoying growing and emerging employment, including construction and manufacturing, military, and professional, scientific, and technical services. However, employment in the retail, food service, and arts and entertainment sectors is declining.

RETAIL SALES LEAKAGE ANALYSIS

The decline of retail is a particular concern for Roy's economic outlook. Not only do residents want to see more options for eating out, entertainment and shopping, but the decline in retail means there is less sales tax revenue coming to the city. According to a sales leakage analysis for the zip code surrounding Roy (84067), the amount and type of retail destinations in the city are not meeting the demand of residents. This means Roy residents are traveling outside the city to shop. Many of these residents go east to Riverdale, where there are a number of large-format retailers. Much of the retail along 1900 West in Roy is auto-oriented, with drive through restaurants, gas stations, mechanics, and auto parts stores.



Riverdale Walmart

TABLE 5: ROY CITY EMPLOYMENT INDUSTRY ANALYSIS

TRANSFORMING	GROWING
Transportation and Warehousing	Wholesale Trade
Information	Professional, Scientific, and Technical Services
Finance and Insurance	
Real Estate and Rental/Leasing	
Educational Services	
DECLINING	EMERGING
Utilities	Construction
Retail	Manufacturing
Health Care and Social Assistance	Military
Arts, Entertainment, and Recreation	
Accommodation and Food Services	

VACANCY AND REDEVELOPMENT POTENTIAL

There are 108 vacant parcels within the Station Area, totaling 133 acres. These properties are spread throughout the study area, though there is a concentration of vacant land on either side of the FrontRunner tracks. The Station Area also contains 21 parcels of land that are considered to have high redevelopment potential, meaning that the value of the land makes up more than half the total value of the property. These properties make up 30 total acres in the Station Area, and three of them are adjacent to the cluster of vacant properties along the rail corridor, presenting the potential for a major catalytic development close to Roy Station.

The Downtown Area has 63 vacant parcels, with a total area of 11.49 acres. These are typically smaller parcels, and spread out across the study area, making them not suitable for large-scale developments. There are 35 parcels with high redevelopment potential in the Downtown Area, making up a total of 18.42 acres. These parcels are also fairly spread out across the study area, though there are a few clusters on 1900 West between 5450 and 5600 South.

FIGURE 7: PARCELS WITH HIGH DEVELOPMENT POTENTIAL



Source: Jordan Swain, Utah Transit Authority

MARKET TRENDS & OPPORTUNITIES

In January 2017, an assessment of the development market and round of developer interviews was conducted. The insights of the assessment and the interviews are summarized in the bullets below.

» **Legally binding overlays or zoning code amendments with clear direction helps encourage development**

The lack of any mixed-use or form-based zoning in Roy hinders the development potential of the city. Without a clear directive through its zoning code that the city will allow or support this type of development, developers will overlook a place that may otherwise be attractive, such as the Roy Station Area.

» **Street and trail connectivity can promote new development**

Roy has a regional asset in the Denver and Rio Grande Western Rail Trail. However, the poor connectivity from surrounding neighborhoods, and the FrontRunner station, to the trail has hindered development in the city. If Roy were to better connect nearby neighborhoods to the trail, and promote east-west connectivity across the railroad, it would make the area more attractive to development.

» **Regional anchor needed to catalyze development at the Station Area**

A regional draw like a movie theater or institutional/medical facility would transform the Station Area or Downtown, making it much more attractive for new development.

» **Development incentives and regulatory process can support (or hinder) redevelopment**

Permitting and timeliness of the permit process is considered important for facilitating development. Clearly defined impact fees make the development process easier, which in turn encourages developers to come to your city. Outsourcing the review process to a third party can also have a positive effect on development.



COMMUNITY + STAKEHOLDER ENGAGEMENT

Focus Roy City is representative of input gathered from the overall community as well as key stakeholders, and other interested parties throughout the planning process.

A successful plan is based on the needs and goals of the community for which it is made. Members of the Roy community were involved throughout the planning process, through workshops, surveys, and pop-up meetings. Their feedback has informed and enriched the recommendations found within this plan. The process also helped build public support around the near and long-term approach towards growth and prosperity for Roy.



Workshop participants during a design exercise about what kind of changes they would like to see to 1900 West.

PUBLIC WORKSHOP 1

The first public workshop, *Create Your Ideal Roy City*, was held on October 12th, 2016. Thirteen participants answered instant polling questions about community needs and their vision for the future of Roy. They also participated in a mapping exercise, where groups identified where and how growth should occur downtown and near the Frontrunner station.

Some of the main themes from the workshop included the need for a theater or entertainment district, development of mixed-use housing and commercial uses at the Station Area, redevelopment along 1900 West and 4800 South, and considerations regarding trail and transit connections and airport expansion.

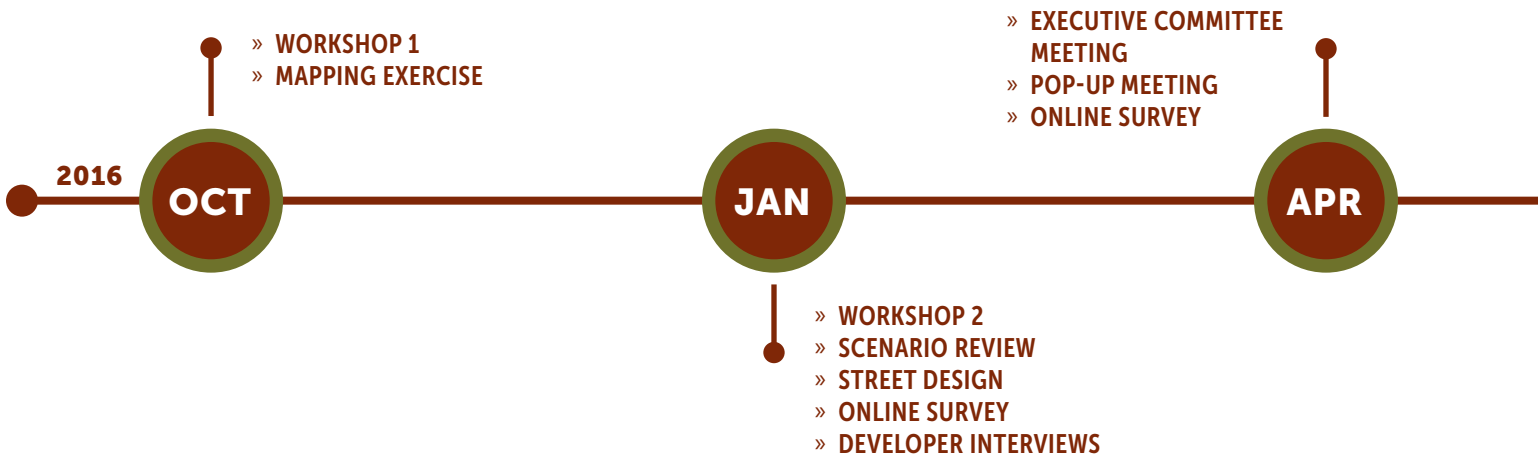
Workshop results helped inform the boundaries of the two study areas. Participant feedback and discussion was also used to begin to establish community values for the plan.

PUBLIC WORKSHOP 2

A second workshop, *Scenario Review & Street Design*, was held on January 25, 2017. Attendees were presented with three different growth scenarios for the future of Roy: base case, short term market potential, and accommodate growth forecast. They were invited to discuss the different scenarios, and answered instant polling questions about future growth and desired improvements (See: *Scenario Development* for details). Participants also took part in a streetscape design activity, where they reimagined the 100 foot right of way on 1900 West, building it out with drive lanes, bike lanes, street parking, landscaped medians, street trees, and sidewalks.

Instant polling results revealed that many people want to see growth in both downtown and near the station, with more intense mixed-use development in the Station Area, and less intense mixed-use downtown. The majority of participants want to see pedestrian improvements in the downtown area. In the streetscape exercise, many participants decreased the number of drive lanes, adding bike facilities, street trees, and wider sidewalks. Results from this workshop were used to further refine the scenario, as well as inform community values and transportation investment strategies.

Outreach Activity Timeline



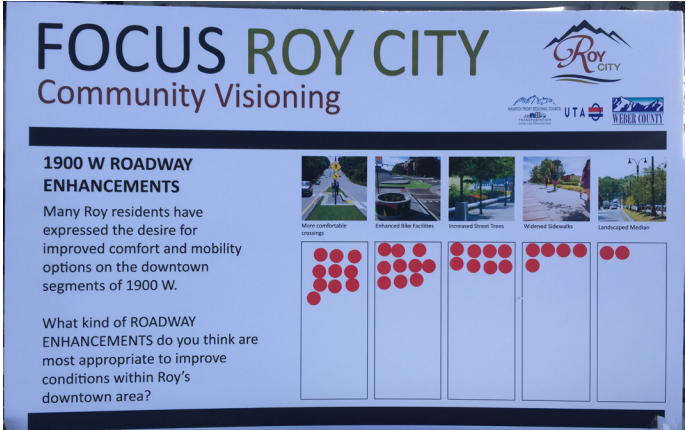
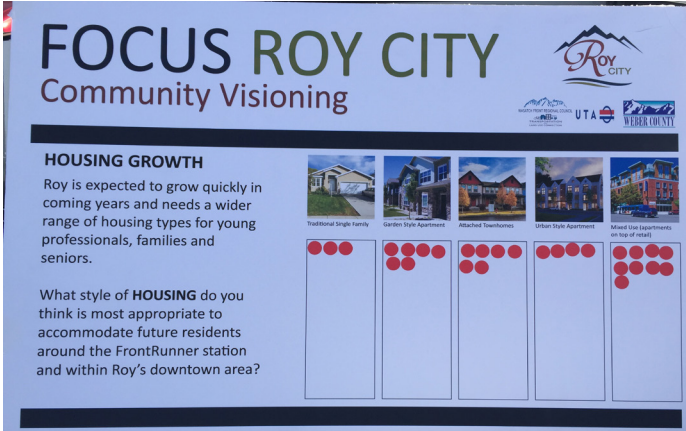
ONLINE SURVEY

The instant polling questions asked at the workshops were also available as an online survey. Over 200 people responded, 90 percent of whom live or work in the study areas. Sixty percent of respondents agree or strongly agree that 1900 West needs better sidewalks, bike routes, and crossings. More than half want a regional destination in the station area or downtown. Nearly half want single family housing to remain the primary housing type in Roy.

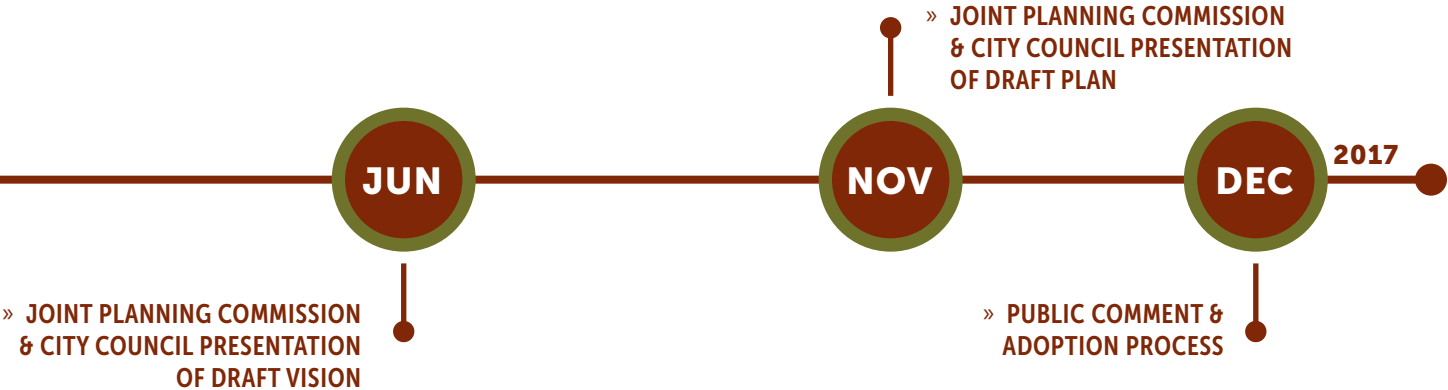
POP-UP MEETING

Members of the project team held a tabling event in front of Harmons grocery store, where they invited members of the public to vote on the housing types and roadway enhancements they would most like to see in the study areas. This exercise was not only useful in hearing from community members, but also spreading the word about the planning process to those who may not have heard of the project.

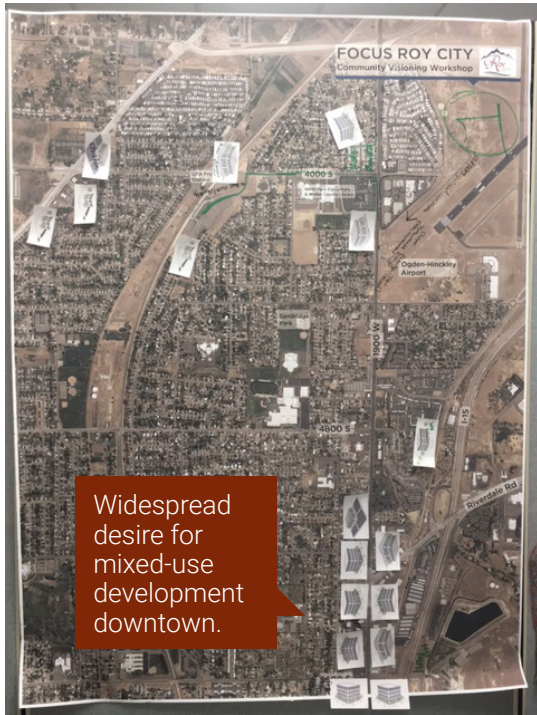
Participants favored mixed use apartments, along with townhomes and garden apartments. There was less support for single family homes and urban style apartments. For roadway enhancements along 1900 West, more comfortable crossings and enhanced bike facilities gained the most support.



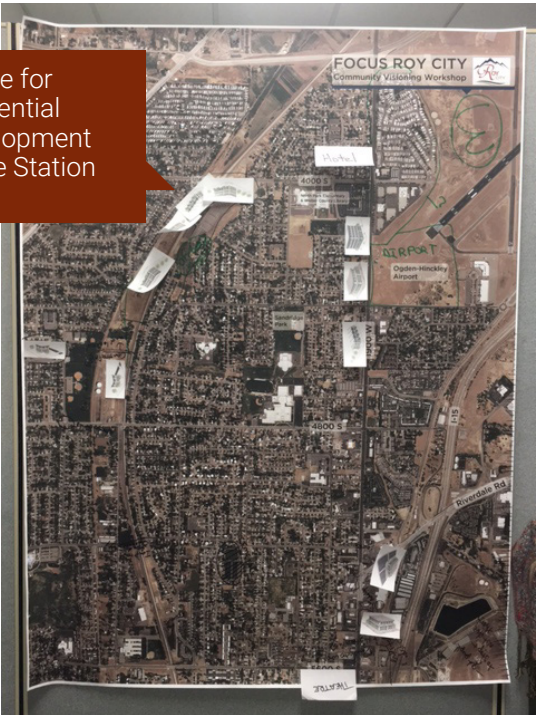
Sticker voting posters from the Harmons pop-up meeting. Participants were given stickers and asked to place one below their preferred housing type or roadway enhancement.



WE ASKED ROY...

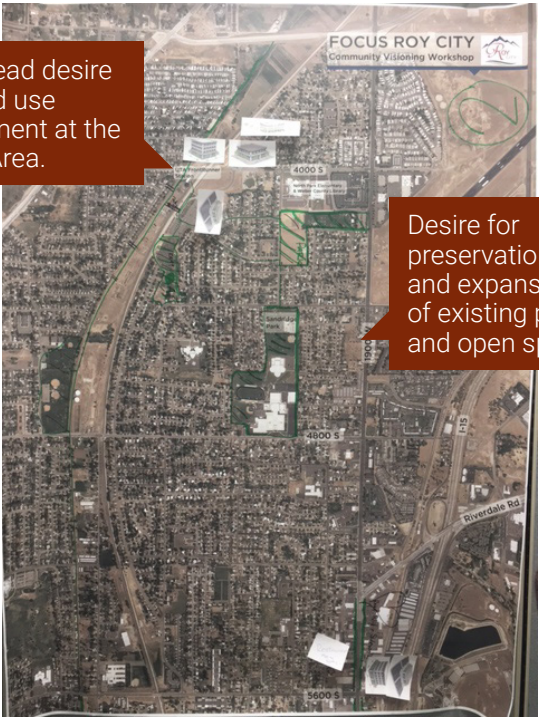


Desire for residential development at the Station Area.

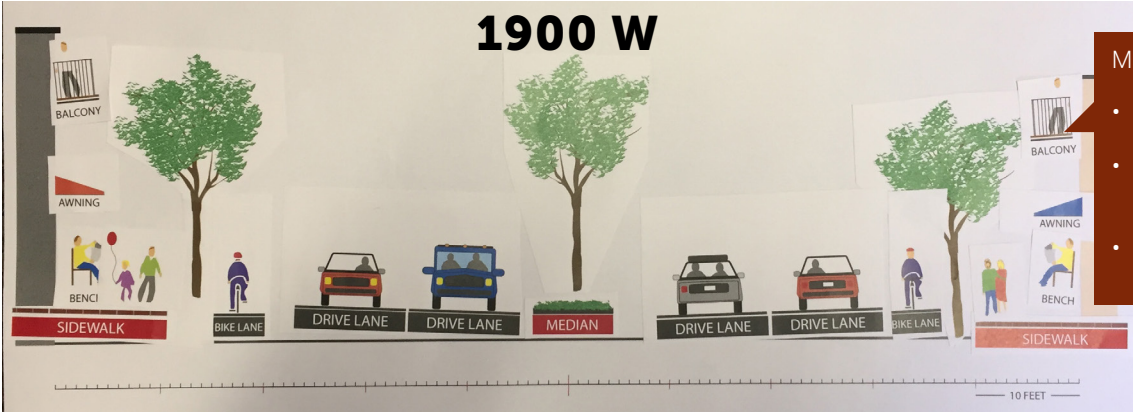


Widespread desire for mixed use development at the Station Area.

Desire for preservation and expansion of existing parks and open space.

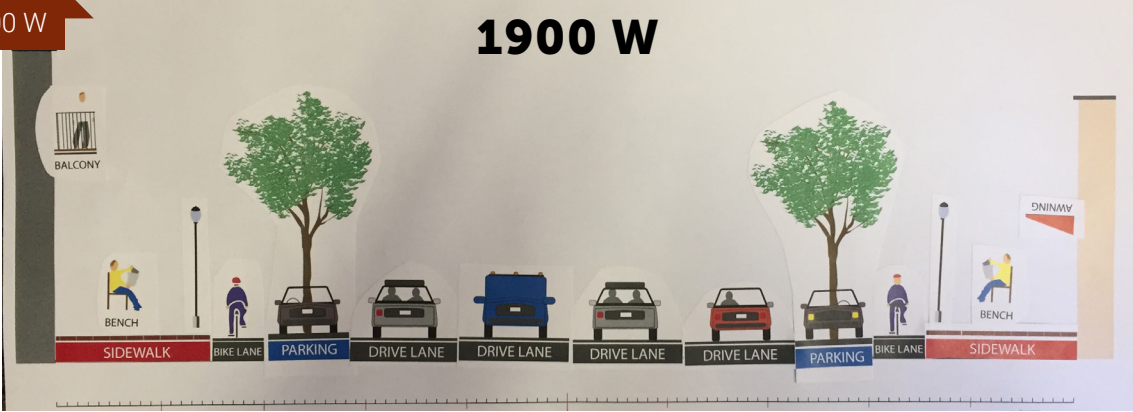


What types of improvements would you like to see happen and where?

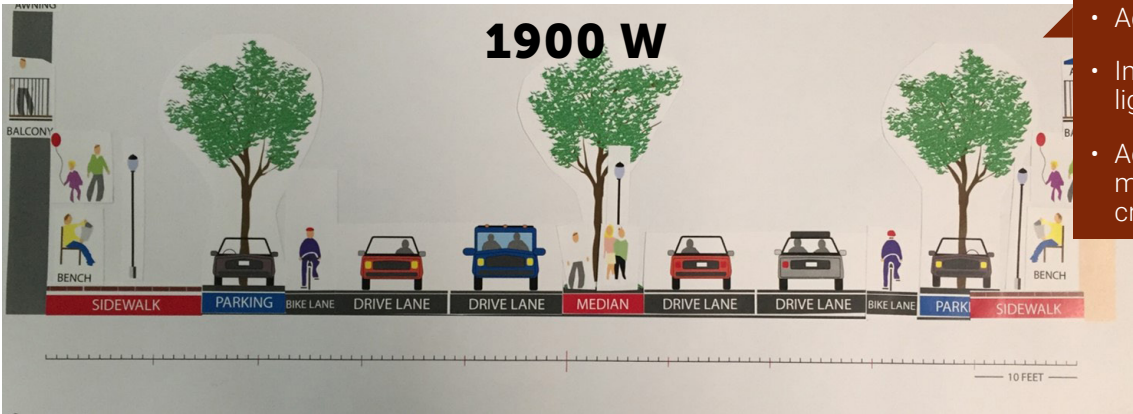


- Many wanted to:
- Remove Parking
 - Improve and extend sidewalks
 - Provide pedestrian space

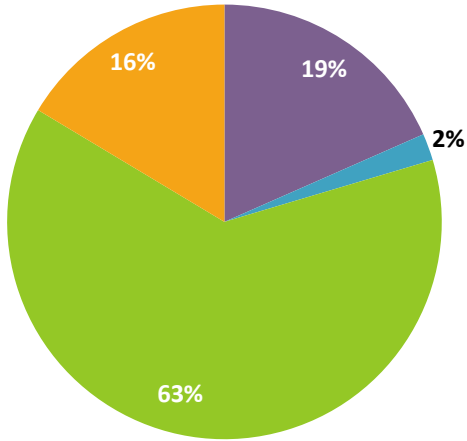
Some desired protected bike lanes along 1900 W



- Widespread desires to:
- Add street trees
 - Improve street lighting
 - Add landscaped medians with crossings

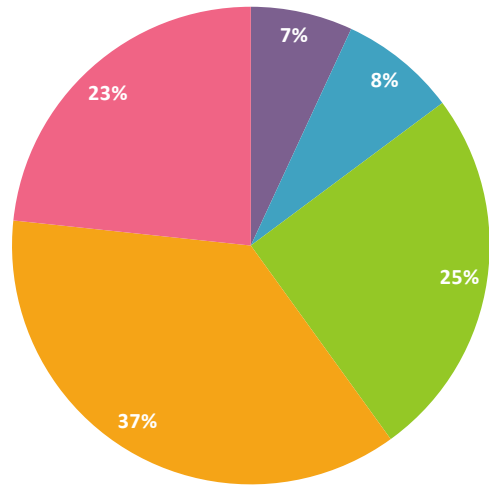


Where should Roy's future growth be focused?



- In downtown ONLY
- At the FrontRunner Station ONLY
- In BOTH downtown and at the FrontRunner Station
- Growth should occur at the edge of Roy on vacant land

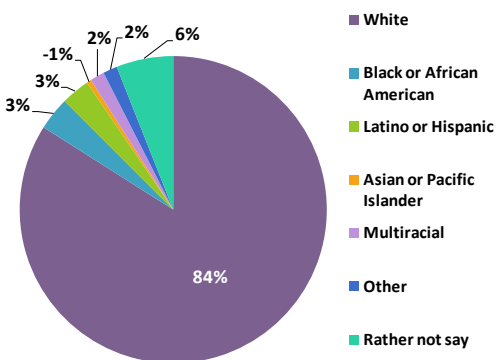
AGREE OR DISAGREE: I would like to see better sidewalks, bike routes and more crossings along 1900 W



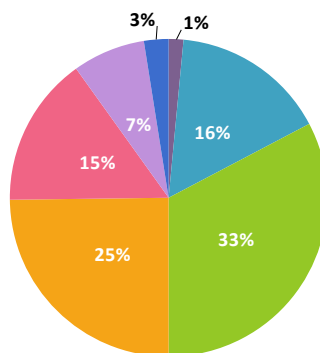
- Strongly disagree
- Disagree
- Neutral
- Agree
- Strongly agree

Demographics of Participants

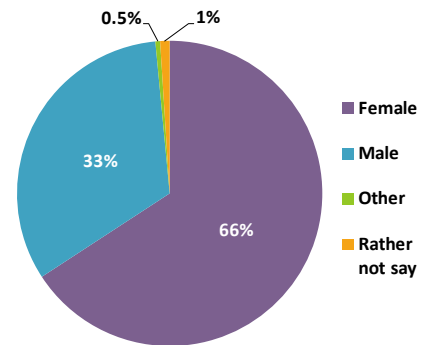
RACE



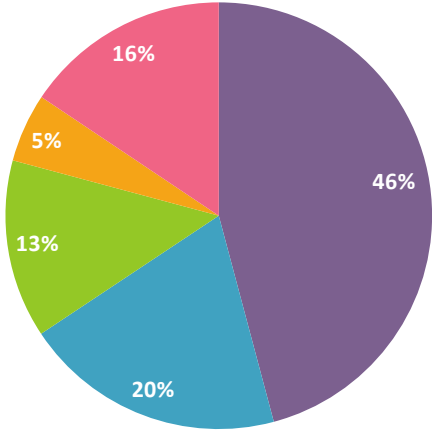
AGE



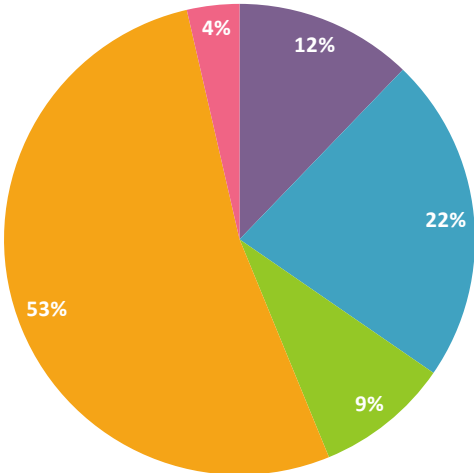
GENDER



What style of HOUSING do you think is most appropriate to accommodate future residents around the Front Runner station and within Roy's downtown area?



- Traditional Single Family
- Garden Style Apartment
- Attached Townhomes
- Urban Style Apartment
- Mixed Use (Apartments on top of Retail)



- Big Name Retailer
- Strip Retail
- Main Street Commercial
- Regional Destination
- Offices

If you could choose ONE, what kind of new BUSINESS development would you like to see in Roy?

How would you like to see Roy grow in the future?

LAND USE AND TRANSPORTATION SCENARIOS

Land use and transportation scenarios are an important part of the exploratory process in planning. Testing a range of policy options, development types and transportation improvements allows for a comparison of the relative strengths and weaknesses of virtual futures.

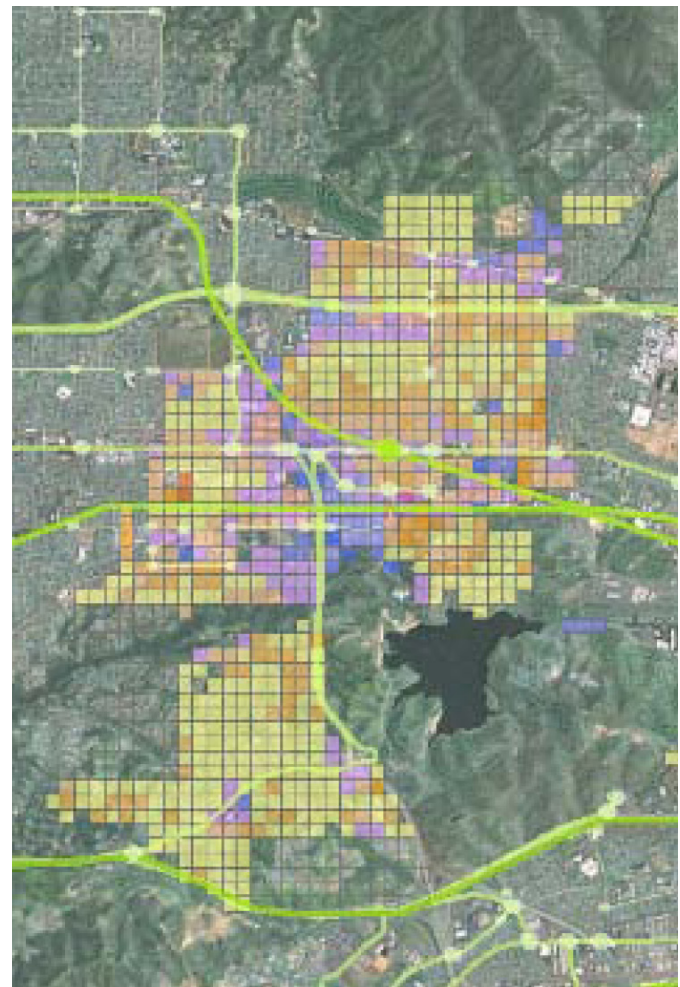
WHAT IS SCENARIO PLANNING?

Scenario planning creates a vision for the future that is supported by both data and the community's goals. While it is not a forecast or a prediction, the scenario provides a wealth of information about how the effects of policy choices may play out compared to current trends.

The results of each scenario are presented as measurable indicators, which allow for the comparison of each scenario's performance in areas such as housing units and jobs created, vehicle miles traveled and daily walk, transit, and vehicle trips.

Three different scenarios were created and tested for Roy, allowing the project team and the public to compare different potential futures of the city.

The location and styles of development that were tested, as well as the transportation components of the scenarios, came from public input through the workshop process and the existing conditions analysis of redevelopment potential.



Sample scenario

FOCUS ROY CITY SCENARIOS

SCENARIO 1: BASE CASE

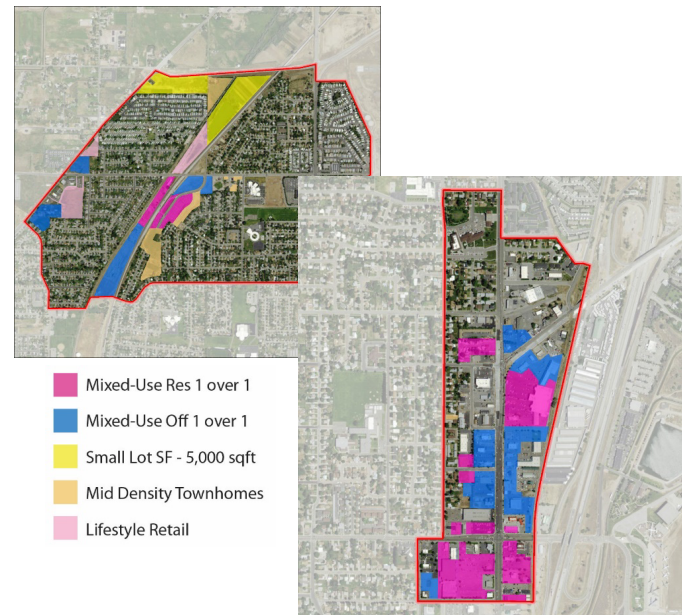
In the base case scenario, the Roy's current zoning code is maintained and there is minimal public investment into roadway improvement. The Station Area is developed with lifestyle retail and apartments, along with large, auto-oriented retail and low-density housing. The Downtown Area is developed with mostly auto-oriented retail, with small-scale residential and office infill.

SCENARIO 2: SHORT TERM MARKET POTENTIAL

In the second scenario, the code is adjusted to permit a mix of uses within the center of the two study areas, and strategic public investment begins to catalyze investment. The Station Area is developed with low intensity mixed-use residential and office, and there is a mix of townhomes and higher density single family. In the Downtown Area, the 1900 West corridor is developed with low intensity mixed-use residential and office, with active street fronts. There is a low-rise node around the 1900 West and 5600 South intersection.

SCENARIO 3: ACCOMMODATE GROWTH FORECAST

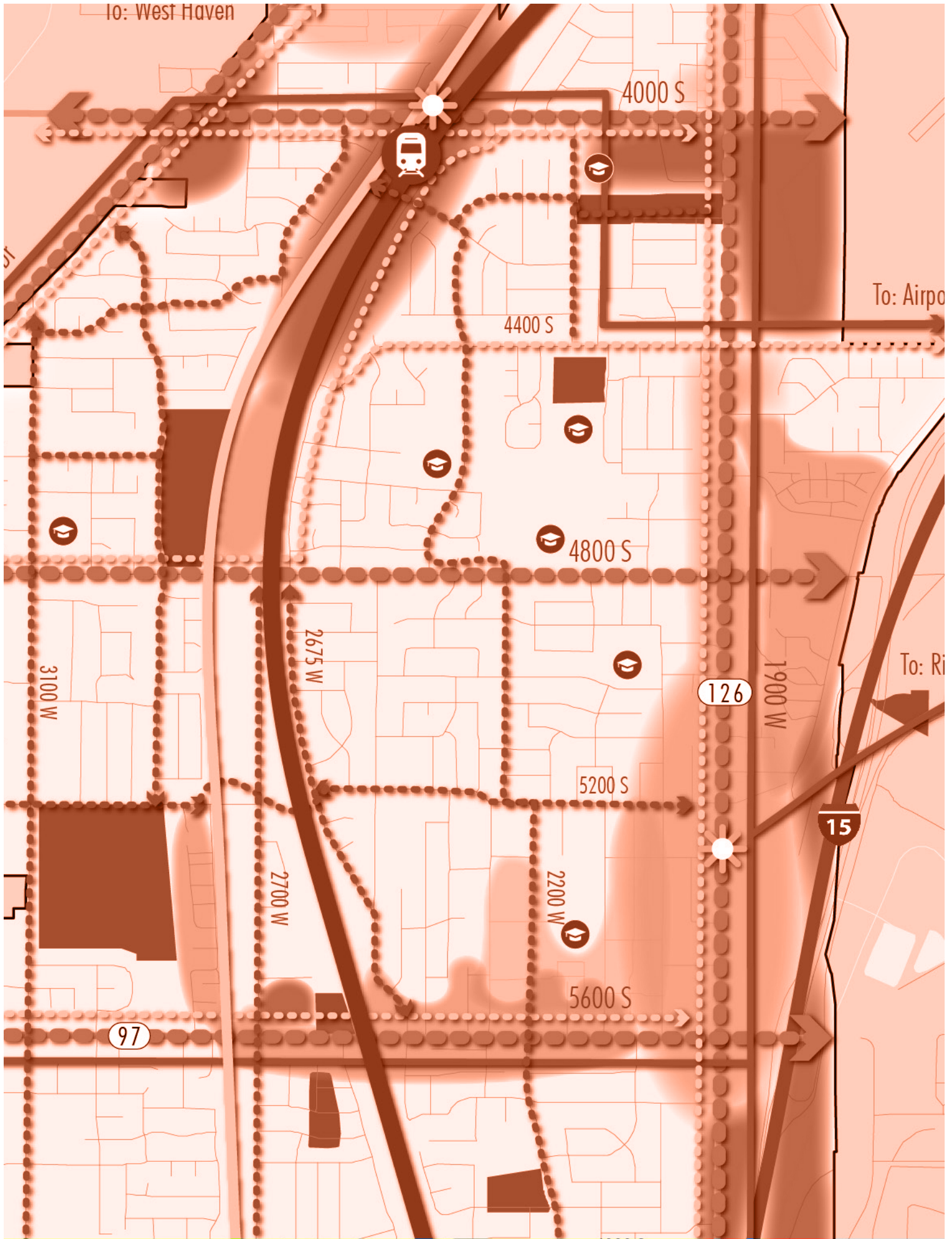
The third scenario assumes higher quality investments in roadway design and pedestrian safety, and more intensive mixed-use development in both study areas. The indicators from this scenario meet regional predictions for housing and employment growth. The Station Area is a regional destination, with mid-rise office and residential mixed-use development. There is major redevelopment of downtown, creating a true downtown main street environment.



Example of Focus Roy City scenarios

WHAT WE LEARNED

- » **Balanced Growth:** Community members wanted to see both the Station Area and Downtown grow into mixed-use districts.
- » **Regional Destination:** Community members supported a regional destination at the Roy FrontRunner Station with mid-rise mixed use development.
- » **Vibrant Downtown:** Community members supported the idea of downtown as a more vibrant main street, but would prefer it to be moderate intensity of 2-3 story development
- » **Active Streetfronts:** Community members supported more active streetfronts in the downtown, and wanted to see development that supported walking and biking in Roy.



FOCUS ROY CITY VISION

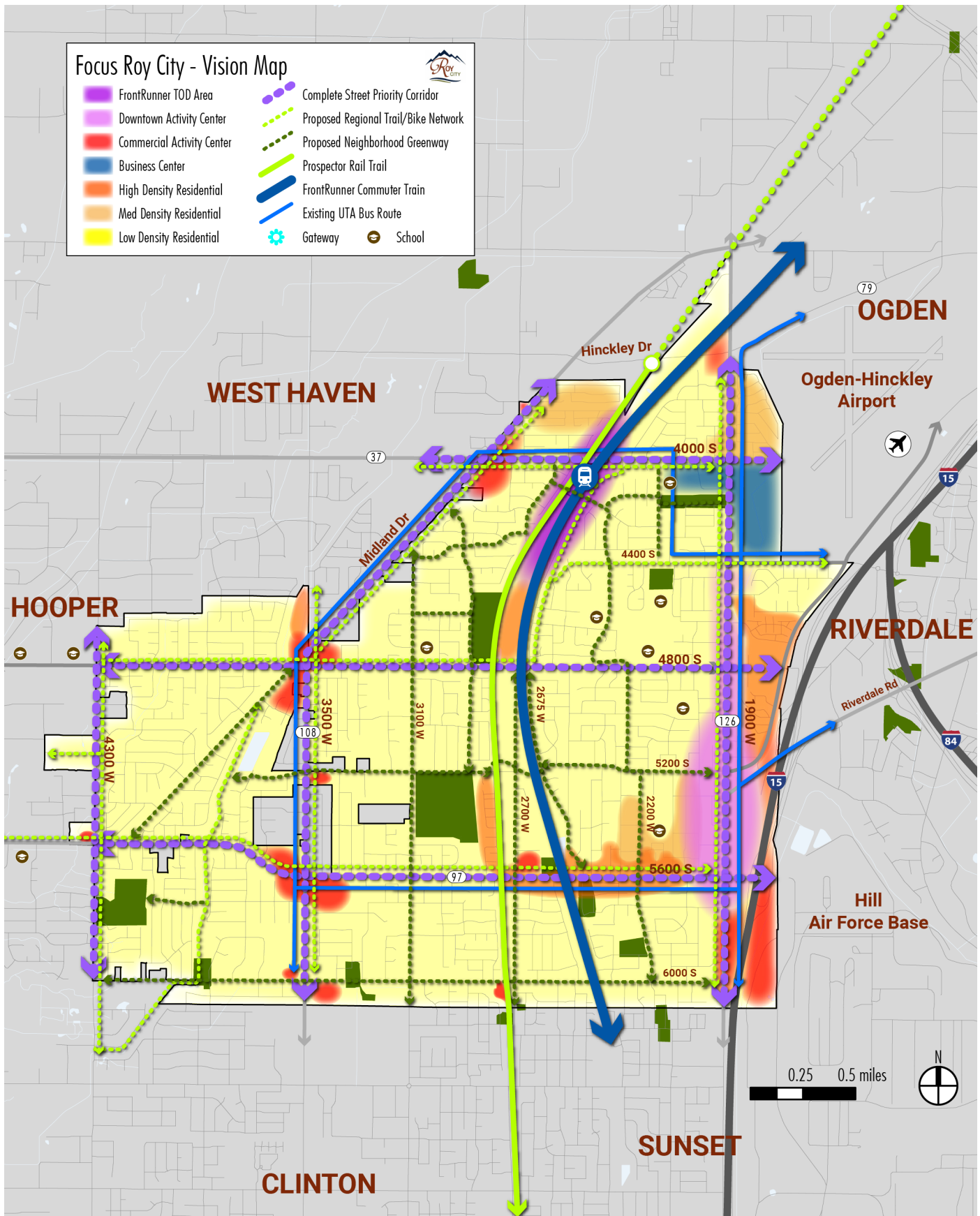
The Vision for Focus Roy City describes the community's vision for the future and lays out the concepts for how Roy will grow and capitalize on its assets.

Focus Roy City has captured the ideas of many Roy residents who have big dreams for their community. Their input has been gathered in public workshops, in stakeholder interviews, and through public surveys, and the vision map and elements depicted in the following pages represent this input. The vision shows how the city can adapt in the future, which areas should be preserved, and offers a potential version of how the city could look and feel in the decades ahead.

VISION ELEMENTS

- » FrontRunner TOD Area
- » Downtown Activity Center
- » Job Growth Areas
- » More Housing Choices
- » Stable Single Family
- » Complete Streets
- » Bike and Trail Network

FIGURE 8: FOCUS ROY CITY VISION MAP



ACTIVITY CENTERS

FRONTRUNNER TOD AREA

The FrontRunner Station Area has the potential to become a destination for people in Roy and the surrounding region. New mixed-use development will provide retail, dining, and entertainment destinations, as well as office space or housing.

Development types will be higher intensity in the area surrounding the FrontRunner Station, making it a true transit-oriented development (TOD) center. Buildings as high as four to five stories in height will be allowed, and active ground floor uses will be encouraged.

The area will be highly walkable, and provide easy access to rail and bus transit. Widened sidewalks allow for a range of active uses and amenities such as sidewalk cafes and street trees. New and improved connections to the Denver and Rio Grande Western Rail Trail will be made, creating better opportunities for an active lifestyle.



Example of five story mixed-use development.



A regional destination - like this movie theater shown here - will provide a new gathering place for residents and visitors alike.

UTAH TRANSIT AUTHORITY & TOD

UTA recognizes great potential in the area surrounding the Roy FrontRunner station and would like to contribute to the area's success. Within the station area, UTA controls approximately 20 acres of property, much of which is currently being used as a park-and-ride facility, presenting the possibility of becoming a transit-oriented-development (TOD).

Before proceeding with the development of property that it controls, UTA considers a variety of factors regarding land availability, public support, accessibility, and market strength. When viewed together, these factors allow UTA to understand which properties are best prepared for TOD, and which properties require further preparation for TOD to be considered a viable possibility. These factors are summarized below:

- » **Land availability** – UTA considers the amount of land available (acres), whether there are private property owners nearby interested in TOD, whether there are environmental factors constraining the land, and parking demand.
- » **Public support** – UTA considers whether TOD-supportive zoning designations are in place surrounding their station areas, whether there is community and political support for TOD, and options for public financing and affordable housing.
- » **Accessibility** – UTA considers the type and frequency of transit service at a station area, how well-connected the surrounding street network is to the station, and how easy it is to access services for bicyclists and pedestrians.
- » **Market Strength** – UTA considers whether the socioeconomic dynamics of the community support TOD, and whether there is real estate market demand for higher-density TOD.

DOWNTOWN ACTIVITY CENTER

Community members expressed a desire to develop the Downtown Area, but in a less-intense manner than in the Station Area. Downtown Roy will have more of a main street character, with two- to three-story mixed-use buildings and activated street fronts. This area will act as an attractive gateway to Roy from the rest of the region, with a unique and recognizable sense of place.

1900 West will be improved as a Complete Street, making travel safe and comfortable for all modes, and the Downtown Area will be pedestrian-friendly with wide sidewalks. New development will include outdoor amenities such as landscaping and seating. Smaller parking lots will be located to the side or rear of buildings.

GENERAL LAND USE TYPES

The General Land Use types below reflect existing and future land use designations in Roy, and are meant to support and progress these planning documents through the Focus Roy Vision.

STABLE SINGLE FAMILY

LOW DENSITY RESIDENTIAL

The majority of the city will remain stable single family residential, maintaining the character of existing single family neighborhoods, and supporting family-friendly housing options into the future.

HOUSING CHOICE AREAS

HIGH DENSITY & MEDIUM DENSITY RESIDENTIAL

New multifamily and townhome style development will expand housing choices in the city. These areas are located close to transit routes and other services and amenities along major corridors.



Example of main street style development that could be seen in Roy's downtown



Potential streetscape improvements in downtown Roy with wider sidewalks and regularly spaced street trees

JOB GROWTH AREAS

COMMERCIAL ACTIVITY CENTER & BUSINESS CENTER

The Commercial Activity Centers and Business Centers are areas that promote job growth. These areas are primarily commercial in use, with retail and offices, though Commercial Activity Centers may prove to be ideal locations for mixed-use development as demand for more urban-style living increases in the future.

The North Park Business District will be a hub of new and expanding employment opportunities with businesses that compliment the expanding role of the Ogden-Hinckley Airport in the region.

TRANSPORTATION IMPROVEMENTS

COMPLETE STREETS

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

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

The Complete Streets vision identifies several “priority corridors” for Complete Streets implementation. These include the major corridors in the city that carry traffic of all kinds, including cars, bicycles and pedestrians. The Complete Streets Policy also identifies streets for preserved right of way widths, meaning they cannot be expanded to increase capacity. These streets are depicted in Figure 9 to the right.

BIKE AND TRAIL NETWORK

REGIONAL NETWORK

Many roads in Roy, along with the Denver and Rio Grande Western Rail Trail, are designated in the Regional Transportation Plan (RTP) as part of the priority Bike and Trail Network. The plan calls for these corridors to have improved connections to transit, as well as safety improvements.

NEIGHBORHOOD GREENWAYS

Neighborhood Greenways are low-stress corridors for bicycles and pedestrians. These streets provide key regional linkages to destinations such as schools, parks, and activity centers. Traffic calming measures can be implemented on these streets to slow vehicles and discourage cut through traffic.

FIGURE 9: ROY COMPLETE STREETS VISION

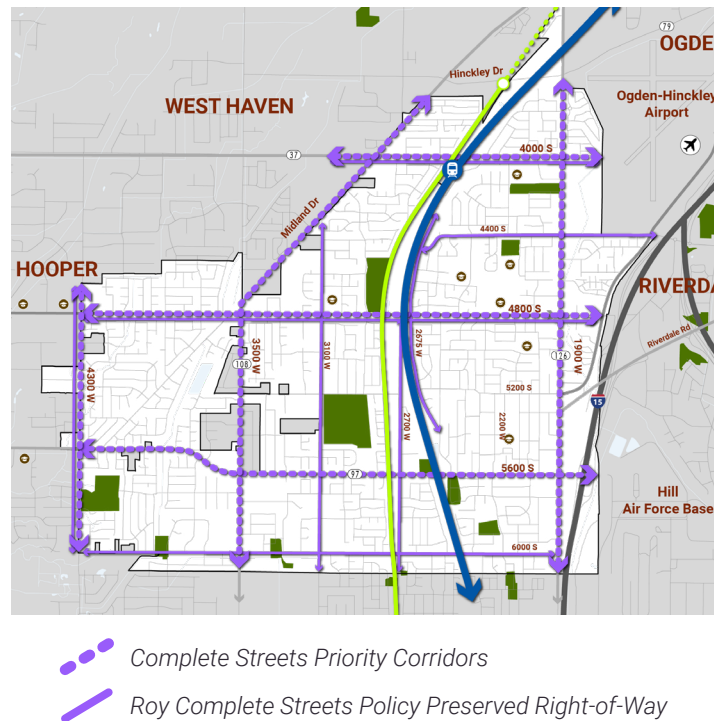
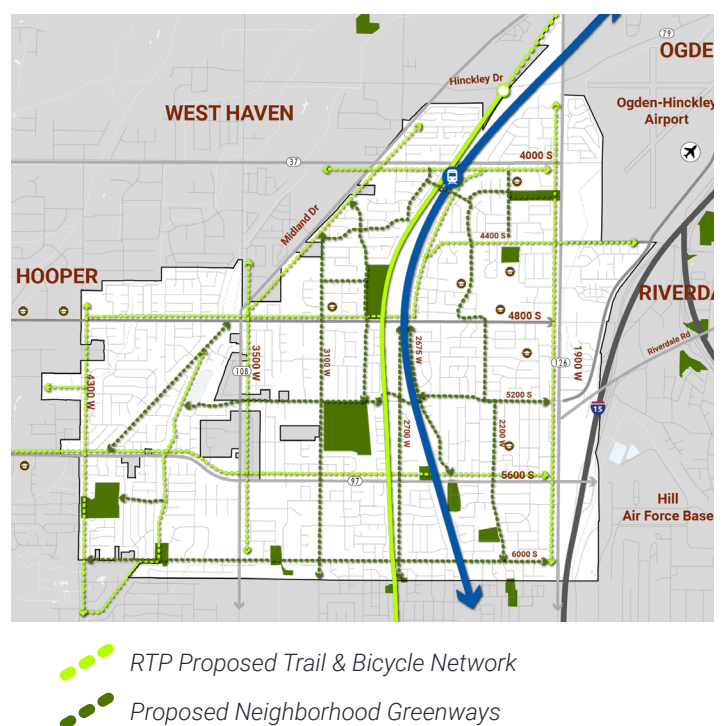


FIGURE 10: ROY BIKE & TRAIL NETWORK VISION





IMPLEMENTATION STRATEGIES + RECOMMENDATIONS

The most important part of a plan are the actions that are taken to achieve the community vision.

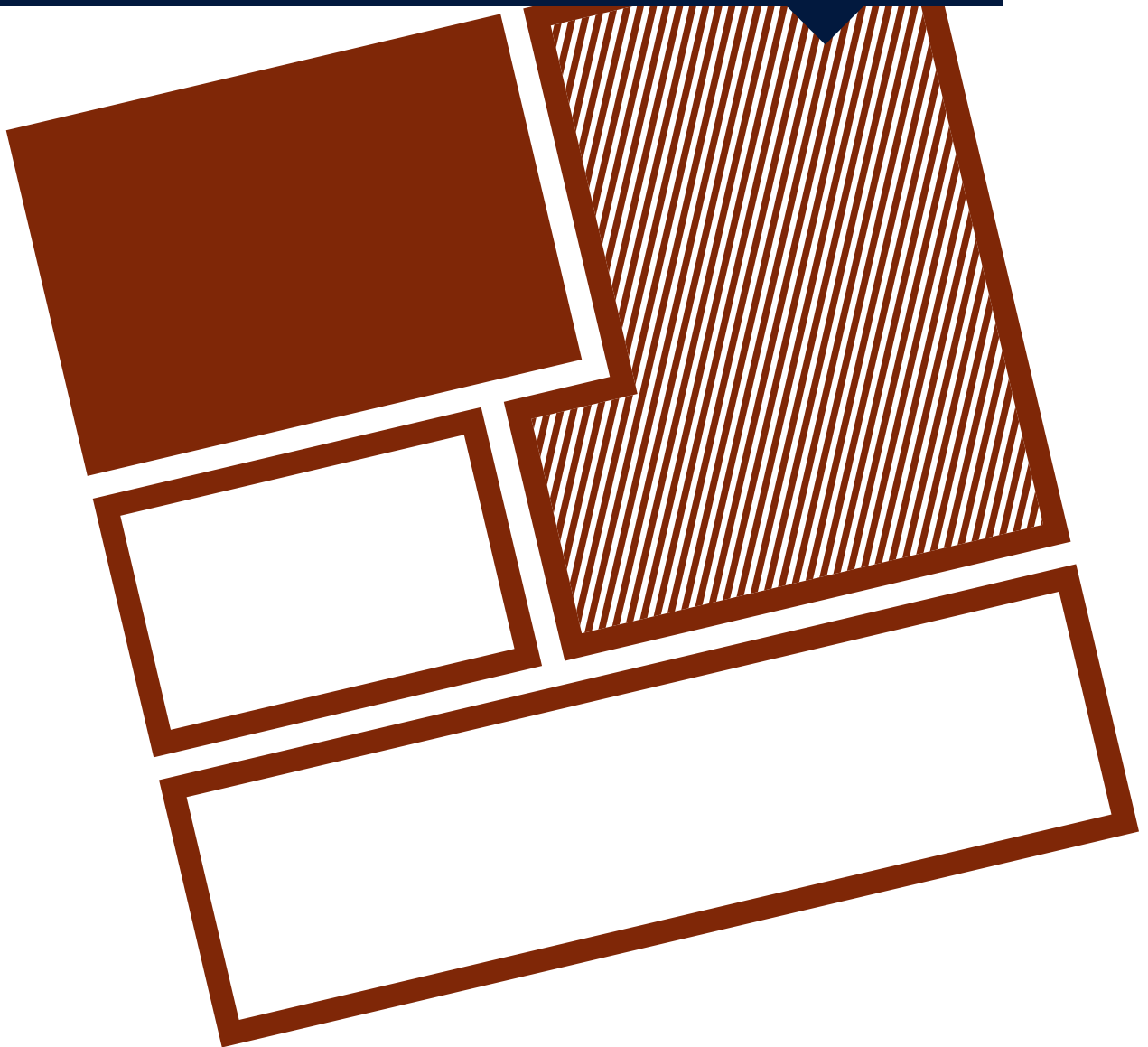
As this plan is meant to be action-oriented and strategic, the implementation strategies focus generally on aligning the City's planning and regulatory structure to support the vision, and to identify those public and private investments that will lead to the vision's realization. The implementation strategies can be generally categorized as:

- » Identification of actions to support public and private investment, including recommendations to amend Roy's land use and transportation policies and regulations.
- » Specific land use and transportation strategies, actions, and policies.
- » Recommended changes to zoning and development standards.

The Focus Roy City Implementation Strategies & Recommendations cover three topic areas:

- » **ZONING & DEVELOPMENT**
- » **SAFETY ENHANCEMENTS**
- » **TRANSPORTATION & CONNECTIVITY**

ZONING & DEVELOPMENT RECOMMENDATIONS



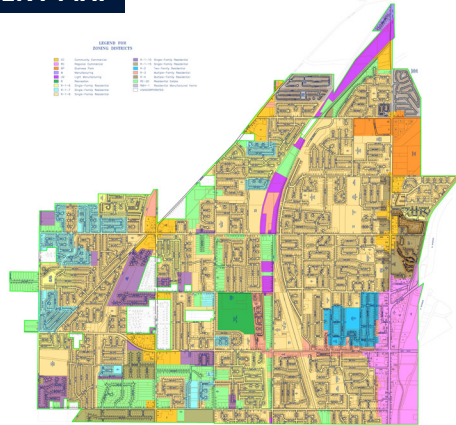
1

UPDATE GENERAL PLAN TO SUPPORT MIXED-USE ACTIVITY CENTERS

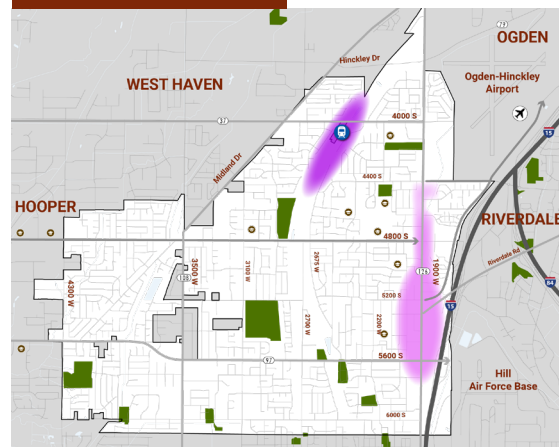
THE ISSUE TODAY:

Current zoning constrains the type of development envisioned in this plan by not being supportive of mixed-use development. Community Commercial zoning along 1900 West does not allow for residential uses, and R-1-8 single family zoning in the Station Area does not allow for higher density or mixed-use development.

CURRENT MAP



RECOMMENDATION



RECOMMENDATION 1.1

In order to align future planning goals with the community vision of this plan, it is recommended the Roy City General Plan be updated to identify both Downtown Roy and the FrontRunner TOD Area as mixed-use Activity Centers of the city.

RECOMMENDATION 1.2

Create and adopt new mixed-use zoning designations for both the Downtown and FrontRunner TOD Area Activity Centers with appropriate design and development standards. Additional recommendations below will ensure new buildings transition in scale into the surrounding single family neighborhoods.

RECOMMENDATION 1.3

Explore the application of mixed-use zoning in other commercial areas and along major corridors and transit routes in Roy. This will maximize the potential of existing transit, and further encourage transit and pedestrian enhancements throughout the city.

2

PROMOTE THE FRONTRUNNER STATION AS A SITE FOR TRANSIT-ORIENTED DEVELOPMENT

THE ISSUE TODAY:

The Roy Frontrunner Station Area does not currently meet many of the criteria that would make transit-oriented development viable, either by UTA or the private development community. Changes must be made to zoning standards and design guidelines in order to encourage the type of Station Area envisioned in this plan.



RECOMMENDATION 2.1

Ensure that zoning accommodates vertical mixed-use development, and allows retail, dining, and entertainment uses that support the development of a regional destination in the Station Area.



Photo source: UTA Transit-Oriented Development (TOD) Design Guidelines

RECOMMENDATION 2.2

Work with UTA to better meet the TOD criteria summarized on page 34 of this document. This will help establish the Roy FrontRunner station as a higher priority for TOD investments. Implementation of many of the recommendations below will be beneficial in working towards this goal.



Photo source: UTA Transit-Oriented Development (TOD) Design Guidelines

3

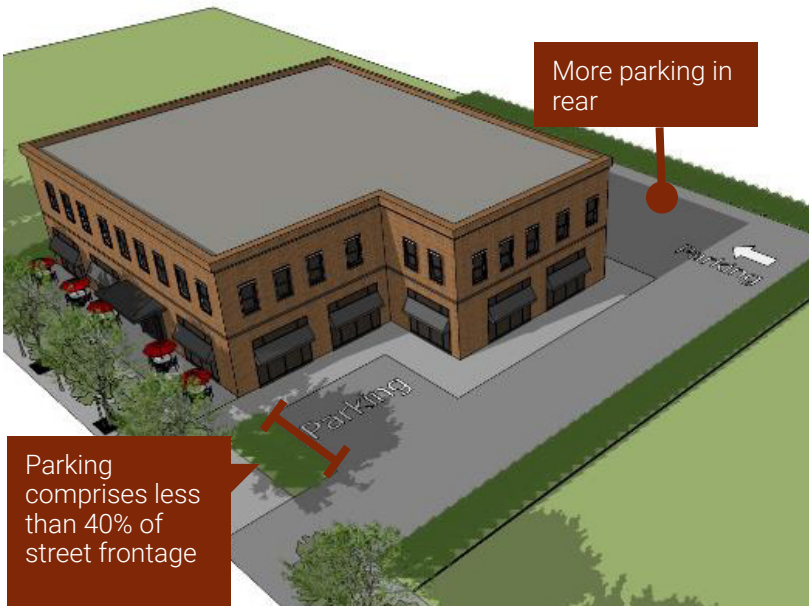
IMPLEMENT PEDESTRIAN & TRANSIT FRIENDLY DEVELOPMENT STANDARDS

THE ISSUE TODAY:

Current parking standards require too much parking in the front of buildings, negatively affecting the pedestrian environment and hindering redevelopment potential.



Parking fronting 1900 West in Downtown Roy



RECOMMENDATION 3.1

Change parking standards to reduce the amount of parking required in the Downtown Area. Require parking predominately on the side or rear of buildings. Parking areas should comprise 40% or less of street frontage, and no more than 50% of total project parking should be located between the building's front façade and the primary street.

RECOMMENDATION 3.2

At the Roy FrontRunner Station Area, implement transit friendly parking standards that are less than or equal to the UTA and WFRM Station Community recommendations.

RECOMMENDATION 3.3

Explore programs that incentivize the provision of public amenities, like public space or affordable housing, for example, by offering parking reductions in return.

RECOMMENDATION 3.4

Create building frontage standards for major streets in activity centers. Along primary frontages, 50% of street frontages should have buildings within ten feet of the front property line. Fifty percent of side and rear frontages should have buildings, walls, or hedges at least four feet in height within ten feet of the property line.



WHAT'S THE BENEFIT?

Pushing parking towards side and rear of buildings and bringing buildings up to the street allows more space for pedestrian activity on primary streets and more visibility for businesses.

RECOMMENDATION 3.5

Require ground floor transparency on key shopping streets in activity centers. Fifty percent of primary frontage building facades within ten feet of frontage lot lines should be made of transparent windows and doors. All other building frontages should require 30 percent transparency.



RECOMMENDATION 3.6

Require street trees as a part of any new development in activity centers. Trees have many benefits, including acting as a barrier between pedestrians and traffic, providing shade, and beautifying the city.

RECOMMENDATION 3.7

Require a ten-foot pedestrian activity zone to expand sidewalks on key streets. These activity zones allow for a range of active uses, such as sidewalk cafes, and amenities such as public art, street furniture, street trees, bus shelters, pavement patterns, and human scale lighting.

4

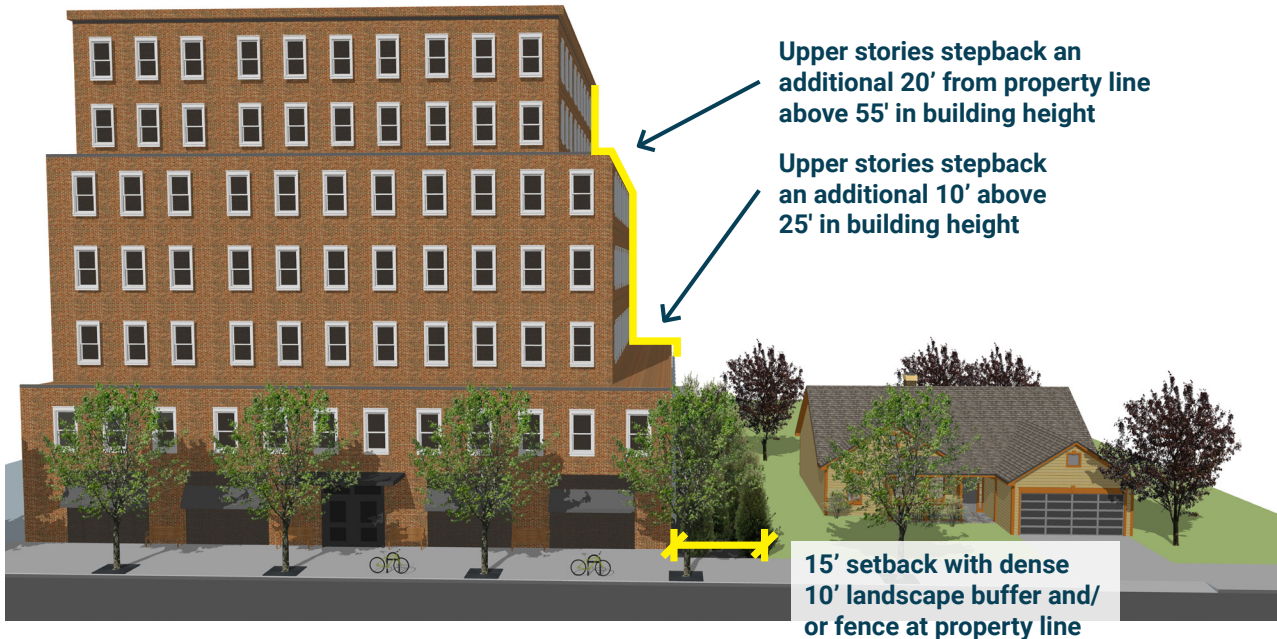
SOFTEN TRANSITIONS BETWEEN SINGLE FAMILY ZONES AND OTHER USES

THE ISSUE TODAY:

Current design standards do not ensure proper transition of higher density buildings adjacent to single-family neighborhoods.

RECOMMENDATION 4.1

Establish setback and stepback standards for multifamily and/or commercial buildings adjacent to single family zones, and include these standards in the zoning code. Stepbacks will minimize adverse impacts on adjacent single family homes, such as shading, and will provide a visual transitional buffer between areas of more- and less-intense uses.

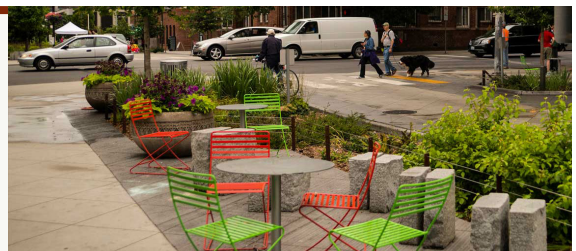


5

CREATE OPEN SPACES ALONGSIDE DEVELOPMENT IN ACTIVITY CENTERS

RECOMMENDATION 5.1

Outdoor amenity space, such as pocket parks and seating areas, should be incentivized through a bonus program offering, for example, parking reductions or additional floor-area in a development.



SAFETY ENHANCEMENT RECOMMENDATIONS



6

IMPROVE SAFETY CONDITIONS FOR BICYCLISTS AND PEDESTRIANS ALONG MAJOR CORRIDORS

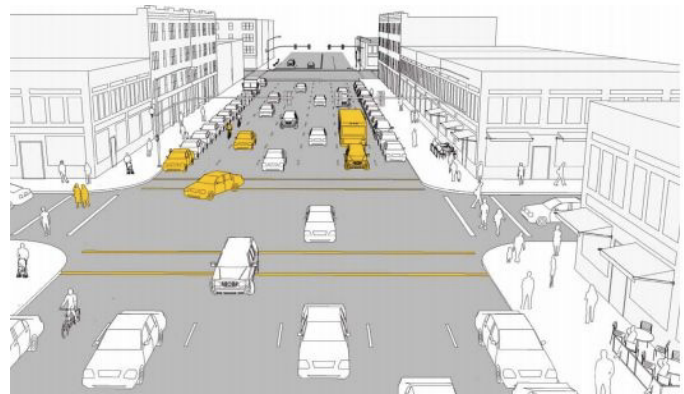
THE ISSUE TODAY:

Two major corridors in the study areas, 1900 West and 4000 South, both receive poor safety ratings from UDOT. Unsafe conditions discourage community members from walking or biking to their destinations, and prevent active uses along streets from occurring.

RECOMMENDATION 6.1

Implement the Roy Complete Streets Policy that was created in coordination with this plan. This policy promotes that all streets be comfortable and safe for all users. Complete Streets will create a transportation network that promotes access, mobility, and health for users of all ages and abilities.

The Complete Streets Policy recommends investment into improved sidewalks, better safety and street lighting, pedestrian scaled lighting, bicycle facilities, street trees, and many other street enhancements. It will be important to identify locations for these investments, and to include them in the Roy Capital Improvement Plan.

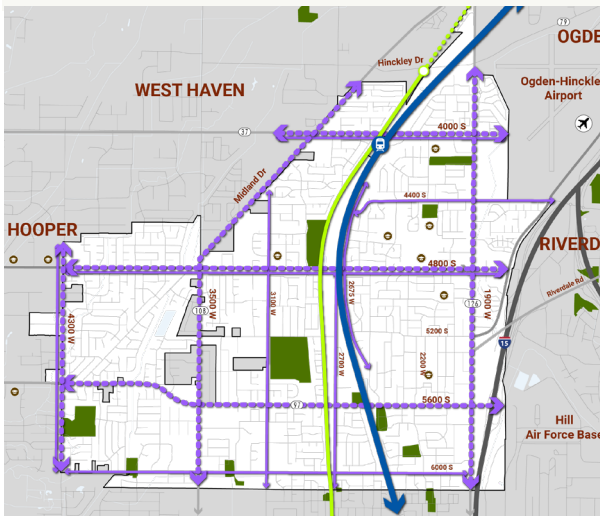




RECOMMENDATION 6.2

Preserve the Right-of-Way (ROW) on key streets identified in the Roy Complete Streets Policy. This will ensure that roads are not widened, an action that makes roads more difficult to cross and generally less safe for all users. These streets include: 6000 S, 4800 S, 4400 S, 4000 S, 3100 W, and 4300 W.

RECOMMENDATION 6.3

Work with UDOT and other regional partners to identify locations for the implementation of safer crossings, better sidewalks and improved bicycle facilities along Complete Streets Priority Corridors. Many community members spoke out about not feeling safe or comfortable crossing or riding a bicycle on major roads in Roy, especially 1900 West in Downtown. High visibility crossings that include flashing beacons and clear signage help increase safety when crossing major roads, and help encourage walking and biking throughout the city. Include these projects in the Roy Capital Improvement Plan



-  Complete Streets Priority Corridors
-  Roy Complete Streets Policy Preserved Right-of-Way

7

IMPLEMENT TRAFFIC CALMING INTERVENTIONS

RECOMMENDATION 7.1

Identify locations for roadway enhancements such as landscaped medians, curb extensions, pedestrian refuges, and widened sidewalks along major corridors and key intersections and crossings, and include them in the Roy Capital Improvement Plan.

RECOMMENDATION 7.2

Develop an access management plan that reduces curbcuts and unnecessary left turns along 1900 West, making traffic flow in Roy's Downtown more predictable and comfortable for all roadway users.

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TRANSPORTATION & CONNECTIVITY RECOMMENDATIONS



8

IMPROVE CONNECTIVITY TO THE DENVER AND RIO GRANDE WESTERN RAIL TRAIL

THE ISSUE TODAY:

The Denver and Rio Grande Western Rail Trail is a major regional active transportation amenity, and one of the key assets of Roy City. However, Roy has few connections to the trail, and the FrontRunner tracks act as a major barrier for access from the east side of town.

RECOMMENDATION 8.1

Create a connection to the Trail through the Roy FrontRunner Station. Community members discussed the fact that there is currently no way to directly access the trail from neighborhoods to the east or west of the Station. By creating this access point, it will provide an opportunity to leverage an active transportation connection in the TOD area.

RECOMMENDATION 8.2

Create new connections to the Trail from the east side of Roy, as the FrontRunner and Union Pacific tracks create a barrier to the Trail for those living in the east part of the city. UTA is always looking to address connectivity issues to, and through, its transit facilities, and is a willing partner in helping to identify locations for new connections to the Trail.

9

IMPROVE WAYFINDING AT KEY GATEWAYS

RECOMMENDATION 9.1

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



Example of unique wayfinding scheme from Stevenson, WA

RECOMMENDATION 9.2

Work with UTA to develop and install branded wayfinding signage at the Roy FrontRunner station and other key transit connections in Roy.

Bus

- 6** **REGULAR SERVICE** West HS, Family History Library, LDS Hospital, Sweet Library, Salt Lake Regional Med Center, U of U Med Center
- 209** **TECHNICAL SERVICE** 900 East, Sugarmont S-Line, Social Security Administration, Fashion Place Mall, Fashion Place West TRAX
- 500** **REGULAR SERVICE** West HS, Temple Square, State Capitol, Salt Lake City/County Bldg, Courthouse TRAX
- 516** **REGULAR SERVICE** SL City/County Bldg., Courthouse TRAX, Sorenson Unity Center, Smith's Ballpark, Ballpark TRAX

Walk

- 15 MINUTES** TEMPLE SQUARE
- 15 MINUTES** CITY CREEK
- 10 MINUTES** BYU—SLC CENTER
- 5 MINUTES** GATEWAY

NORTH TEMPLE BRIDGE STATION



Example of UTA wayfinding signs and maps at North Temple Bridge Station in Salt Lake City.

10

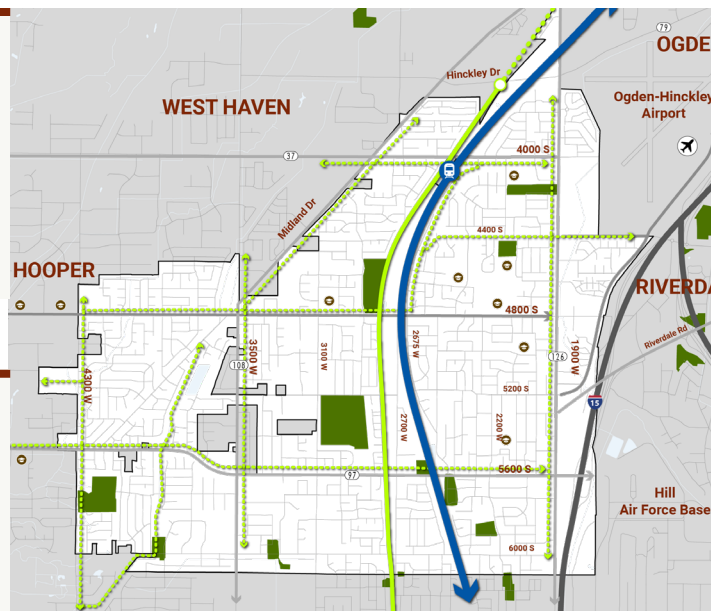
COMPLETE REGIONAL TRAIL AND BIKE NETWORK

RECOMMENDATION 10.1

Work with WFRC and other regional partners to implement safety improvements along these corridors, and enhance connections to transit lines.

RECOMMENDATION 10.2

Work with the neighboring city of West Haven to support the extension of the Denver and Rio Grande Western Rail Trail to the north, further increasing the utility and attractiveness of this regional facility.



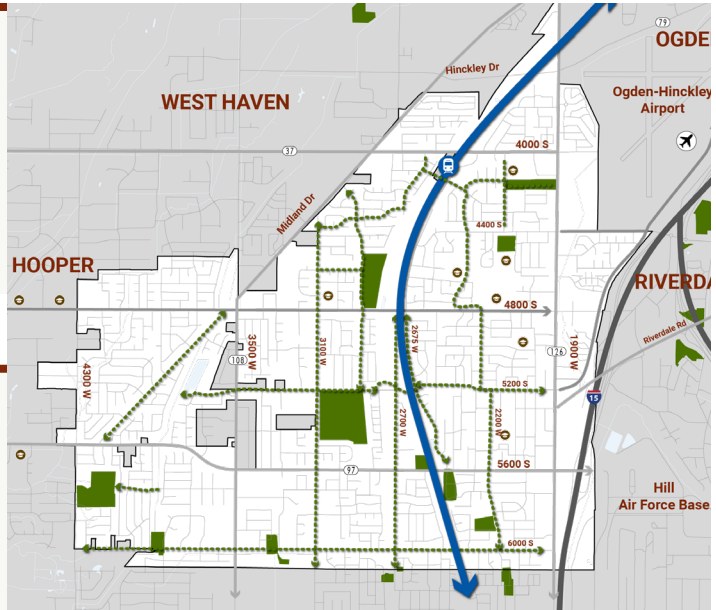
RTP Proposed Trail & Bicycle Network

11

DEVELOP NEIGHBORHOOD GREENWAY NETWORK

RECOMMENDATION 11.1

Designate routes on safe streets that allow low stress travel between neighborhoods, schools, parks, and activity centers.



RECOMMENDATION 11.2

Implement traffic calming strategies, such as reduced speed limits and traffic diverters, to reduce cut through traffic.

 Proposed Neighborhood Greenways

RECOMMENDATION 11.3

Create a map of Neighborhood Greenways for distribution to community members, and implement clear signage directing people to and between Greenways.



Example of Greenway signage from Portland, OR.

RECOMMENDATION 11.4

Utilize federal and state funding programs, such as *Safe Routes to School*, to implement Roy's Greenway network.



Focus Roy City
DECEMBER 2017

