

2009 Downtown Master Plan

Introduction

The 2009 Downtown Master Plan is a subset of the 2009 Bountiful City General Plan, which was initiated by order of the Bountiful City Council in March of 2008. The Master Plan was created by a steering committee composed of representatives from the City Council and Planning Commission, and members of the community at large. It is due to the hard work and commitment of these people that this Plan came to fruition.

**Steering Committee
Picture Not Available**

STEERING COMMITTEE CHAIRPERSON

Tom Smith — Planning Commission

COMMITTEE MEMBERS

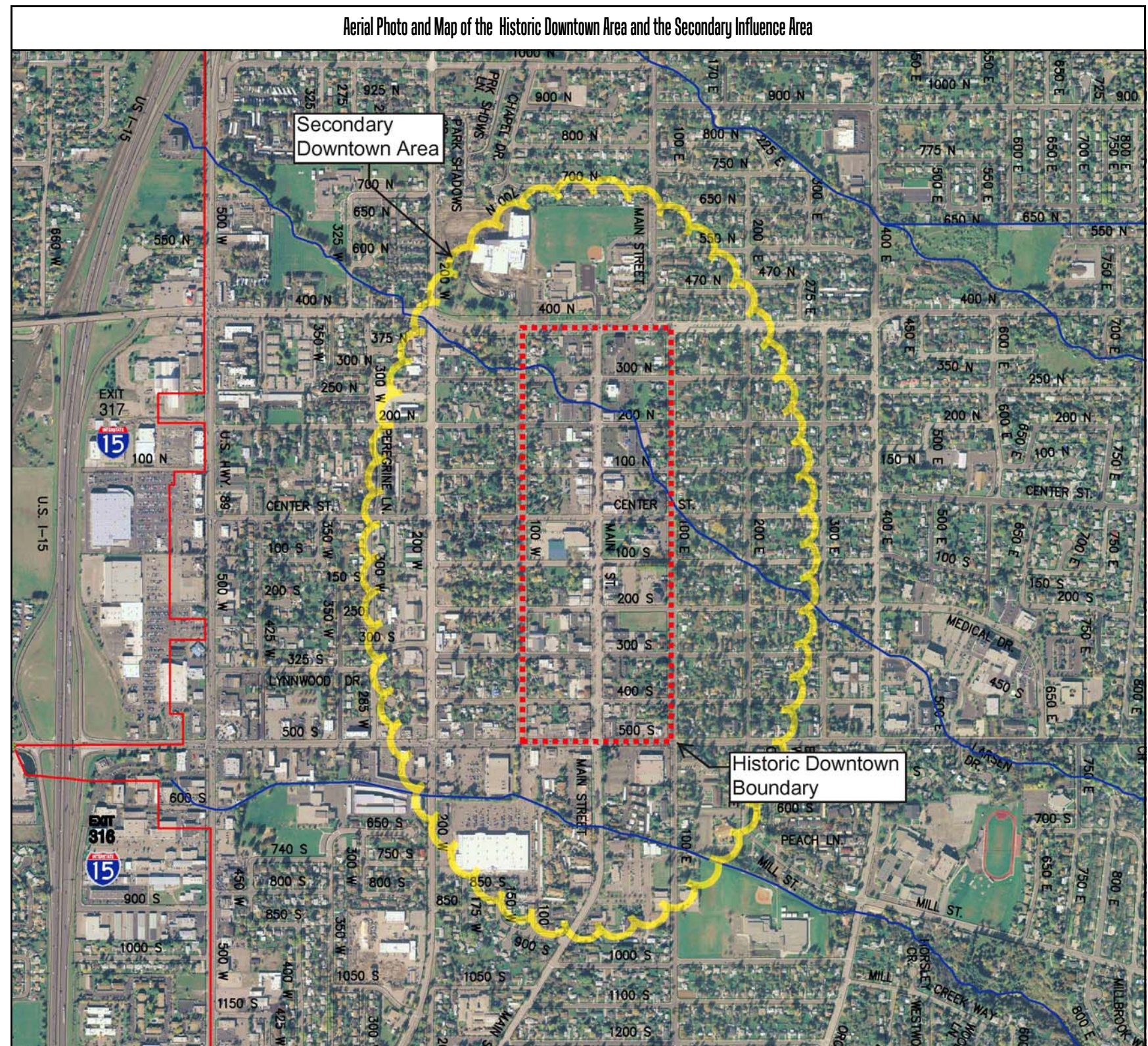
Lynne Bennett — University of Utah Bountiful Campus
Von Hill — Resident/Hill and Argyle Engineering
Tom Tolman — City Council
Kim Woodbury — Resident

PROJECT MANAGER

Aric Jensen — Bountiful City Planner

PROJECT STAFF

Joseph Alsop
Heidi Eysler
Dustin Wright



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Concept and Background

Historic Downtown Bountiful, which is generally defined as the area encompassed by 400 North, 100 East, 500 South, and 100 West, is the only pioneer settlement in Davis County that still retains much of its original configuration. The focal point of Downtown is the Bountiful Tabernacle. Located on the eastside of Main Street between Center Street and 100 South, it defines the street grid system for Bountiful, West Bountiful, and Woods Cross, just as Temple Square defines the Salt Lake City grid system. The Tabernacle was dedicated on March 14, 1863, and is the oldest continuously used meetinghouse in the LDS Church.

Up until the late 1960's, Downtown Bountiful was the commercial center of South Davis County. However, over the next 10 years the Five-Points Mall and other automobile oriented development occurred, and Downtown began to lose much of its vibrancy. In the late 1970's, the City Council formed the Bountiful Redevelopment Agency in an effort to revitalize the area.

One of the limiting factors in Downtown was scale. The new "big box" stores in shopping malls were able to stock a wider variety of goods and at lower prices than the small, individual shops along Main Street. Even if a business had the desire and fiscal ability to expand and compete, there simply wasn't sufficient space to do it. As a result, Main Street businesses either moved to larger properties near Hwy 89 and the new I-15 Freeway, or they simply closed up. In an attempt to reduce the hemorrhaging, the RDA acquired almost the entire block west of the Tabernacle for a new commercial development. This project never materialized, primarily because the site was not adjacent to a major highway, and because a full downtown block is only 4 acres in size and shopping centers at the time required a minimum of about 10 acres. As a result, the property was eventually sold to the United States Postal Service for a regional facility, which, while not revenue producing, is the single largest trip generator in the downtown area.

Issues, Goals, and Policies

Issue: The Decline of Main Street – Main Street between 500 South and 400 North is the only prototypical turn of the 20th century downtown left in Davis

County. However, over time it has fallen into decline and lost much of its original appeal.

Goal: Revitalize Downtown Bountiful.

Action: Conduct a study to determine which buildings are worth preserv-



ing and which should be redeveloped.

Action: Identify destination type uses that don't need to be located in high traffic areas to succeed.

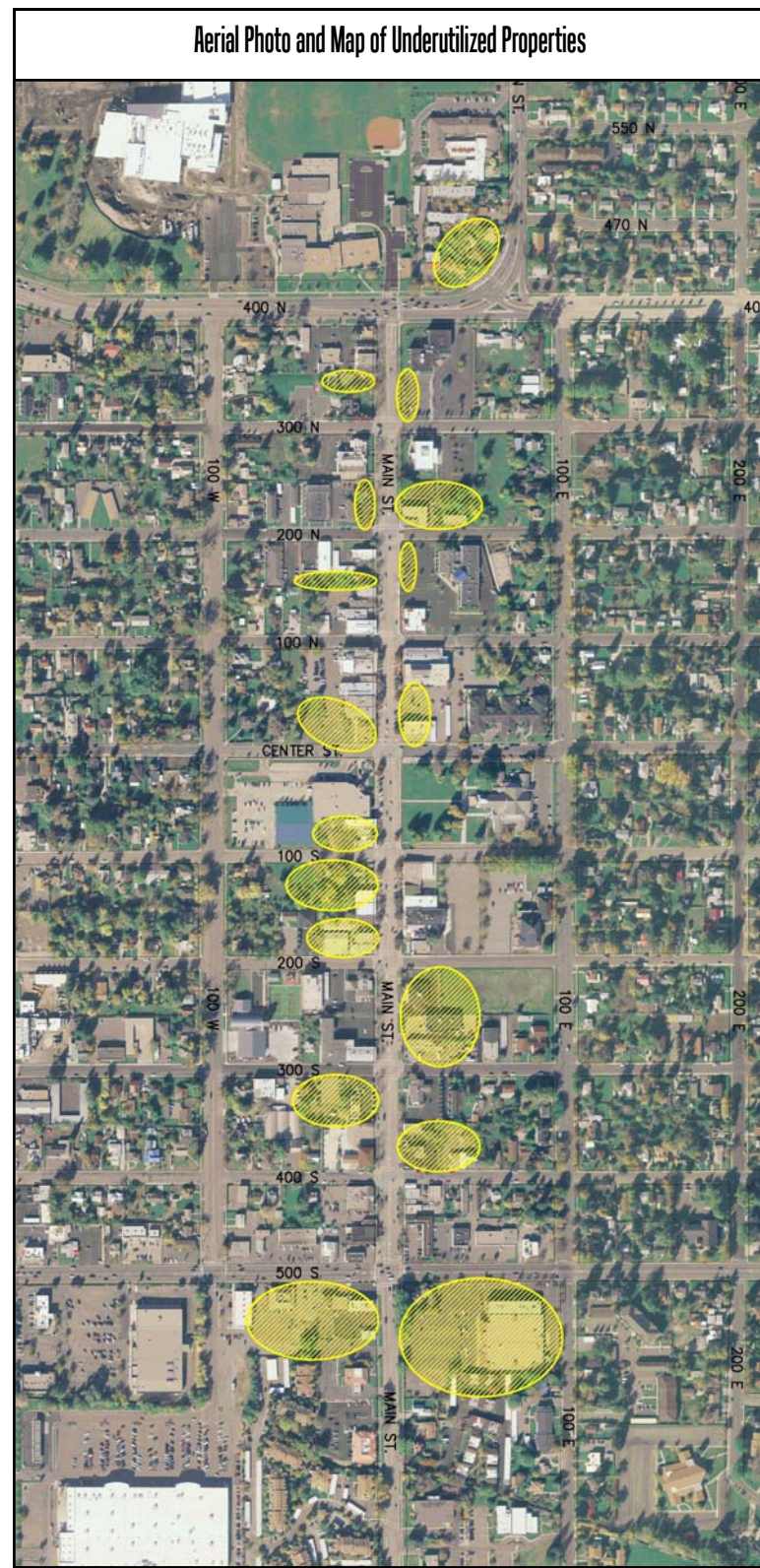
Action: Create architectural standards and a building massing plan.

Action: Create midblock public parking areas.

Issue: Underutilized and Non-compatible Uses – There are many existing developments and uses in the Downtown Area that are either underutilized and/or are not compatible with the objective of restoring Downtown to its glory days. These businesses may be successful in their own right, but they don't contribute to the critical mass necessary for a successful downtown.

Ironically, but not coincidentally, most of the non-contributory uses are located on former service station sites. Service stations were an integral part of Downtown because they provided a basic service that brought people to the area on a weekly basis. When 500 West and I-15 became the main automobile corridors in the area, the automotive service stations followed. As a result, the vacant service stations along Main Street eventually became used vehicle sales lots and/or vehicle repair facilities, which only generate a fraction of the visitor trips that the original service stations generated. Furthermore, the few visitors that do come to these businesses are more likely to visit just that site, and to not patronize the other downtown businesses. I.e., when the service stations were in operation, people would visit on weekly basis to get gas or to leave their cars for a tune-up, tire change, oil change, etc, and then visit Carmacks, Service Drug, Barton Shoes or some other business. As such, the service stations were activity centers, while their successors are activity "holes" in the fabric of downtown.

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Goal: Relocate the businesses that don't enhance Downtown to other viable sites within their trade area

Action: Establish a business relocation fund using RDA monies.

Action: Actively search for and identify properties that could be used for relocation.

Goal: Bring in new businesses and/or uses that will contribute to the critical activity mass necessary for a vibrant downtown.

Action: Identify the missing or underrepresented uses.

Action: Create an incentive strategy to encourage the development of those uses.

Issue: Unique Aspects – While the Downtown area lacks the parking lots and other amenities of a large shopping center, it does have unique aspects that can't be reproduced. Most of these items, such as the Bountiful Tabernacle block, are underutilized and underappreciated.

Goal: Enhance the existing, unique characteristics and uses in the Downtown area

Action: Create a list of the unique features/uses in Downtown

Action: Work with property owners to create a vision of what their unique asset could become

Action: Help property owners to develop cost analysis and implementation plans



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Issue: Insufficient Daytime Customers – Bountiful residents want a variety of retail and restaurant experiences on Main Street, however, there are currently insufficient daytime customers in the area to support these businesses. The major sources of daytime population in Bountiful include: professional office buildings, medical buildings, retirement communities, schools, and government buildings. One of the key ways to enhance Downtown Bountiful is to fill the activity “holes” with residences and professional offices, which will in turn support the expansion of retail shops and restaurants. As discussed previously, the challenge is in relocating the non-contributing businesses to other sites within their trade area in such a way that it doesn’t negatively impact the business, which in turn would create opportunities for new office and residential uses downtown.

Goal: Create additional demand for restaurants and retail uses.

Action: Relocate non-contributing businesses and replace them with residential and professional offices.

Example of New Residential and Office Space over Commercial
(25th Street, Ogden, Utah)



Issue: Insufficient Dining, Entertainment, and Shopping Opportunities – One of the more frequent comments made by both residents and visitors is that there is “not a lot to do” in the South Davis area. The Downtown Business Owners Association and the City have already partnered on successful activities such as the Farmer’s Market, however, there are many other things that could be done. The following is a list of some of the venues/activities that have occurred or that are ongoing in the Downtown area, and that have the potential of being expanded and/or enhanced:

- Tabernacle Block
 - Concerts
 - Family activities
 - Benches for eating lunch
- Plaza/Fountain
 - Street artists
 - Eating lunch
- Temporary Street Closings
 - Car show
 - Farmers Market
 - Parades
- Sidewalks
 - Food carts
 - Chalk art
 - Benches
- RDA Public Parking Lots
 - Special activities and/or event parking

Goal: Establish the Downtown area as a place people go to for entertainment and dining

Action: Encourage/enhance existing, successful activities

Example of a Sidewalk Café and Eclectic Design
(25th Street, Ogden, Utah)



Action: Modify City ordinances to allow expanded use of sidewalks and other public areas

Action: Work with LDS Church to allow additional activities on the Tabernacle lawn

Issue: Redevelopment and Downtown Improvements – There is an old axiom that you only get one chance to make a first impression, i.e., An appealing and inviting appearance is extremely important in attracting first-time patrons. However, the Downtown area consists of multiple properties and multiple owners, each with a vision of what is appealing and attractive. The challenge is to create a common vision of what Downtown should look like, and a mechanism for achieving that goal.

One of the most common techniques, frequently employed in shopping centers, is to create a rigorous, homogenous design standard that every building must follow. This is commonly called project “branding”, and is as much a marketing tool

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Example of Art Deco Design and Vertical/Horizontal Massing
(The Former *Bountiful Theater*, Main Street, Bountiful)



for developers as it is a feature for patrons. Another frequently used option is to create an architectural review board and a set of flexible design criteria that specifies building massing, setbacks, and related standards, but that does not mandate a specific style or period.

There are pros and cons to each method. The first is frequently used in shopping centers and themed venues, such as Main Street Disneyland and Colonial Williamsburg. The objective is usually to capture the attention of the visitor and to create distinct divisions between the development and adjacent, unaffiliated properties, so that the visitor will be discouraged from leaving the project area. The upside to this approach is that it is easy to do and it frequently works as intended. The downside is the “vanilla” factor, meaning that people over time lose interest because of the lack of variety. To combat this problem, retail developments typically do a minor remodel every six years, and a major remodel every fifteen to twenty years, to try and keep things fresh.

The second method is commonly used in developing new mixed-use developments, where the emphasis is on the interaction of the buildings with the streetscape/pedestrian, and not the architectural style of the buildings. This approach is especially useful in redevelopment areas because it allows an eclectic combination of both new and old buildings from various design periods. Also, it typically creates the feel of a naturally developed community setting instead of an artificial strip mall. The downside is that takes much more work to create and administer the more flexible design criteria, and there is no guarantee that the mix of building styles will work.

Goal: Create a Downtown Architectural Review Board

Action: Draft an Ordinance creating the Review Board and giving them specific duties.

Goal: Create a Downtown Development Standards document.

Example of Storefront Windows and Colors
(Main Street, Bountiful)



Example of Balconies and Residential Units Over Retail
(Athens, Georgia)



Action: Draft a Downtown Development Standards document.

Action: Draft an Ordinance to adopt the Downtown Development Standards as part of the City Land Use Ordinance.

Parking and Traffic

Mid-block Parking with Walkways

Textured Walkways

Defining Pedestrian Space

Slow traffic using larger pop-outs at corners.

Density

Improve efficiency of Space

Land Consolidation

Residential

Mixed-Use

Living Units above retail and Office Space.

Multi-family housing close proximity to down-

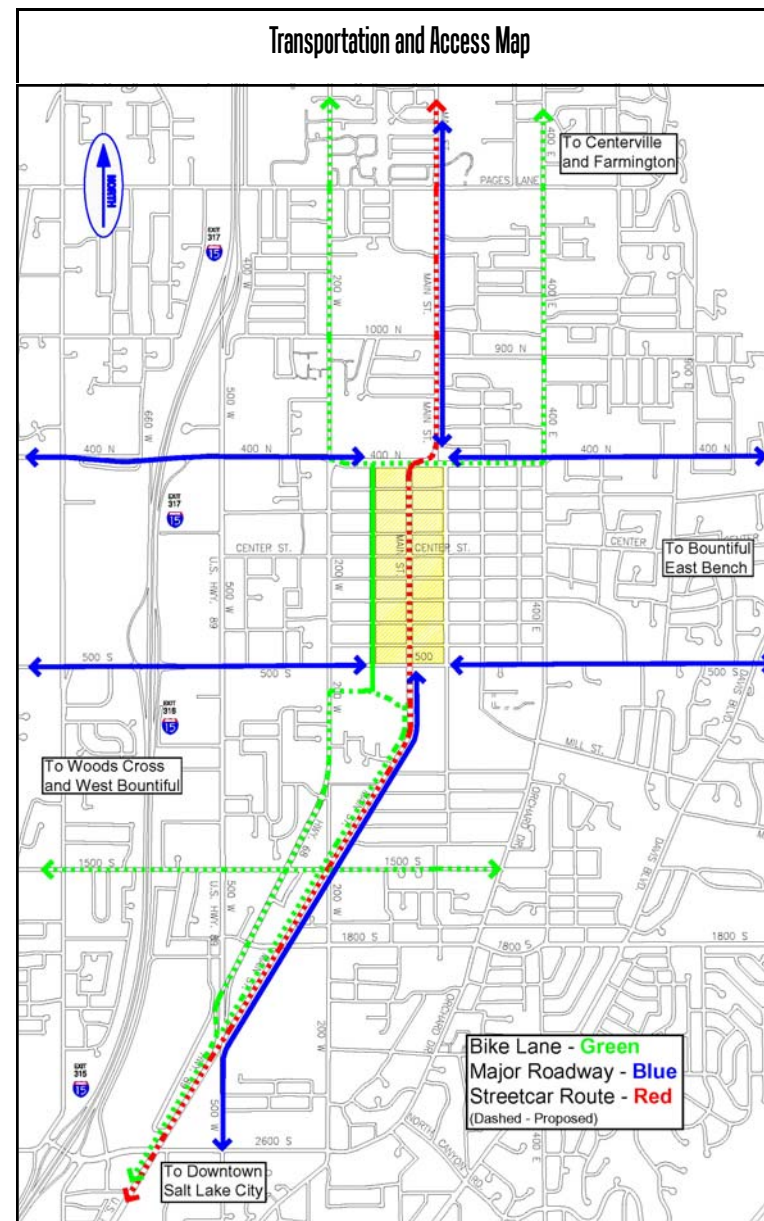
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- town.
- Commercial
 - Walkable Community
 - Store Fronts
 - Buildings facing the Street
 - Parking in the rear
- Definitive style of development
 - Example of how this is done
 - Resort Communities
 - Park City
 - Durango
 - Jackson Hole

Issue: Transportation and Access - One of the most important aspects in establishing any kind of activity center is providing multiple forms of transportation and access. Currently, the Downtown area can be accessed primarily by automobile, bus, and walking. (No dedicated bicycle lanes currently provide access to the Downtown Area)

For practical purposes, most people who come to the Downtown area drive there, for the primary reason that transit, biking, walking are not viable options. Buses currently run mostly north/south and do not provide access to the surrounding residential areas. Furthermore, they do not run at consistent intervals and are a confusing mix of express and local routes. Walking is an option only for the few that live within a quarter mile of Downtown, and there are no dedicated bicycle lanes providing access to the Downtown area. As such, if the Downtown is to grow and flourish, the City needs to expand the accessibility options to the area.

Bountiful City is currently working with UTA, UDOT, and adjacent municipalities to plan a community oriented rail transit route from Salt Lake City to Parrish Lane in Centerville. The current version of the draft Environment Impact Statement



(EIS) identifies streetcars as the preferred mode, which would allow automobiles and rail vehicles to operate within the same traffic lane or within separate lanes. As such, this makes possible a streetcar route down Main Street. Ironically, between approximately 1910 and 1930, a trolley car line ran on Main Street through the middle of Downtown. (On a side note, during street reconstruction in the 1980's, construction workers uncovered the old trolley car rail bed.) In Downtown Salt

Lake City, there is a free fare zone that allows people to ride Traxx or City Buses for free within a designated area. A similar arrangement could benefit Downtown Bountiful. The City could create a free fare zone from City Hall/the Library to the Junior High/Rec Center on the north. This would allow people to park once and then circulate through the Downtown area without having to move their vehicle.

- Goal:** Increase centrally located parking opportunities
- Action:** Create/expand mid-block public parking areas
- Action:** Create more mid-block pedestrian accesses between parking lots and Main Street
- Goal:** Expand access options to Downtown
- Action:** Work with UTA and others to create a streetcar route along Main Street
- Action:** Work with UTA and others to locate streetcar stops in front of the Library, between 100 South and 200 South, and near Bountiful Jr High/ the South Davis Rec Center
- Action:** Create a free fare zone between the Rec Center and the Library
- Action:** Construct bike lanes from surrounding neighborhoods to the Downtown area, and bike racks along Main Street
- Action:** Work with UTA to establish circulating bus routes between the residential areas to the east and Main Street

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Conclusion

Historic Downtown Bountiful is the only pioneer settlement in Davis County that still retains much of its original configuration. Up until the late 1960's, Downtown Bountiful was the commercial center of South Davis County. The 2009 Downtown Master Plan acknowledges that Downtown Bountiful will probably never again become the commercial hub that it once was. However, the Plan provides a framework for re-inventing the Downtown into a unique, destination area that would be a positive amenity to the community.