

## 2. LAND USE

### Establishing A Balanced Growth Strategy

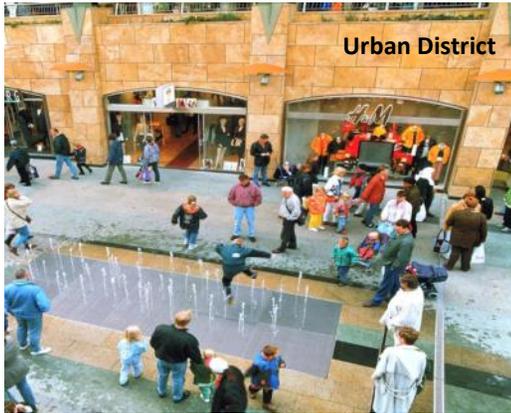
Layton’s vision for future growth and development is defined by the General Plan **Future Land Use Map** (provided online at [www.LaytonForward.org](http://www.LaytonForward.org), and in Appendix C). This land use vision is intended to establish a well-organized layout of housing, commercial, open space, and public services to achieve a diverse and balanced land use strategy in Layton. The City’s land use and housing policies are guided by the Future Land Use Map and corresponding land use descriptions contained in this Chapter, and the **Growth Principles and Policies** outlined in Chapter 1 as a foundation to Layton’s comprehensive land use strategy. These policies will help to protect our quality of life, while providing for land use variety and flexibility in support of the diverse needs and demands of Layton’s residents and workforce.

**SENSITIVE LANDS** - Chapter 19.07 of the City’s zoning code requires land uses within sensitive land areas as identified on the **Sensitive Lands Overlay Map** to identify any natural and/or man-made hazards, and determine if mitigation can make these conditions suitable to support land development. Potential hazards may be associated with slopes over 10%, dam breach or exposure, dense oak brush, faults/fault zones, high liquefaction potential, debris flow and other sediment laden-flows, flooding, landslides, rock falls, shallow ground water, contaminated groundwater and wetlands.

**LAND USE CATEGORIES** - This Chapter is organized into three general categories, including:

1. **Mixed-Use Development**
2. **Non-Residential**
3. **Residential**





**1. MIXED-USE DEVELOPMENT** - Layton's Mixed-Use locations include **Urban Districts, Town Centers, Mixed-Use Areas and Mixed-Use Corridors**, and **Business Park / Mixed-Use** areas that are strategically placed throughout the community. These may be infill and redevelopment opportunities, or greenfield (vacant) areas where residential housing variety in a walkable urban format, convenient access to retail shopping and services, with access to transit, is provided. Land uses can be, but are not necessarily mixed in each building, development or block. Pedestrian access is important, with building orientation to walkable streets and pathways, and residential and non-residential uses within a short walking distance of one another. The walkable urban design format and architectural characteristics described for Town Centers in Chapter 4 also applies to Mixed-Use Development, at varying scales and levels of land use intensity. Mixed use may also include small-scale light industrial uses for maker spaces or clean tech manufacturing. When located adjacent to off-site single family residential areas, buildings should be set back and stepped down in height to increase compatibility and minimize negative impacts between uses. Some parcels may be too small or odd-shaped to accommodate desirable mixed-use infill development. This may require property assemblages before mixed-use redevelopment is appropriate.

**Urban District** – Urban Districts are the core of Layton, serving as centers for business and residential living with regional and local retail, recreational, cultural, and educational amenities. Urban Districts are mixed-use in character and should include multi-story buildings oriented to the street, with office, retail, service, hospitality, entertainment, and residential uses. Plazas, paseos (walkway or promenade), pocket parks and other useable open spaces provide interesting places for the community to gather and are encouraged to be carefully incorporated. Urban Districts emphasize walkable and bikeable streets and are hubs for transit use. Parking structures are encouraged to conserve valuable space, minimize surface parking lot areas where possible, and maximize building footprint areas for people to live and work. Condos, apartments, and townhomes should provide a mix of housing options at a range of price points. Two nearly adjacent Urban Districts are the heart of Layton City and are the sites of the most intense future infill development and redevelopment: 1. **Historic Downtown** and 2. **Midtown**.

**Town Center** – Town Centers are the local centers for everyday life that provide convenient access to goods and services with diverse housing options, shopping, and jobs that are closer to where people live. As housing costs continue to rise and demand for more compact housing increases, Town Centers provide housing choice variety and a sense of community. Pathways connect residents to sidewalk cafes, plazas and open spaces, drawing people together for business and leisure. Six Town Center opportunities in Layton are envisioned, each with a unique blend of commercial services, public spaces, and housing variety to be integrated within the surrounding community. These include four Town Centers in an infill and redevelopment context, includ-



ing 1. **Church & Hwy 193**, 2. **Antelope & Main**, 3. **Gordon & Fairfield**, 4. **Gentile & Fairfield**, and two Town Centers within a greenfield (vacant land) context, including 5. **Hwy 89 & Gordon**, and 6. **West Layton**.

**Mixed-Use** – Mixed-Use areas are encouraged where infill and redevelopment reinvestment is desired. These areas should provide convenient access to higher capacity arterial streets and/or potential transit service. Desired building heights are typically three stories, or up to five stories where greater development intensity is compatible with surrounding uses. Various modes of transportation are in proximity, including walking and biking paths. Defining and activating street edges with buildings is a preferred planning pattern, with **Crime Prevention Through Environmental Design (CPTED)** principles that apply to the urban design strategy.

**Mixed-Use Corridors** – Mixed-Use Corridors are intended to provide appropriate land use intensity along intensive arterial street corridors for new development or where reinvestment is desired. With appropriate setbacks and height limitations, Mixed-Use Corridors can provide a land use buffer or transition between intensive arterial streets and less intensive single family residential uses. Corridors may include undeveloped land or existing development that is underutilized or at risk for disinvestment. Desired land uses include residential townhomes, condos, and apartments with the potential for **Live/Work<sup>2</sup>** opportunities. Where feasible small cafes, shops, professional services or offices may be mixed with residential development, or built independently. The maximum building height for these corridors is three stories, except for the Main Street Mixed-Use Corridor overlay area where up to five stories may be appropriate.

**Business Park / Mixed-Use** - Located south of the Layton Parkway interchange with convenient access to I-15, this area could support mixed-use redevelopment with mid-rise or high-rise commercial office.

**1. Neighborhood Commercial** – Neighborhood Commercial is intended to provide a smaller building format of up to 6,000 s.f. for office, professional service, and neighborhood-scale retail uses that complement Planned Residential Unit Developments (PRUDs) as a neighborhood amenity. Patterned after a historic neighborhood ‘corner store’ commercial use, the building should cater to walking trips by fronting directly onto a public street and sidewalk with parking limited to the side and rear of the structure. The ground floor should incorporate a substantial presence of transparent windows, doors and display windows. Residential flats may be included above the ground floor, with a maximum height of two stories. This use could apply to a limited portion of a Community Residential, Neighborhood Residential, or Neighborhood Ag Heritage residential development.

**2. Live/Work** – Live/Work is a term used to describe a housing format that can support one of three types of business use, including 1) a ground-level flex space designed to support the option for a home-based occupation (as an accessory use); 2) a common area business center that is accessory to a residential subdivision or



building (with options such as shared computers, conference room(s), package room or an event space); or 3) a mixed-use building with housing above a commercial use, where the housing may directly support residency of the business owner or employee(s).

- Businesses that are accessory to the primary residential use (Types 1 and 2) typically do not require additional commercial parking given the lower customer draw, and availability of residential parking during weekday business hours. A business as a primary use may draw more employees and customers, and typically requires dedicated parking spaces during business hours.

While a home-based occupation may take place in a single family attached or detached home, Live/Work units are most applicable to townhomes or apartment flats along arterial or collector streets, or near centers of commerce. Live/Work units in mixed-use and commercial areas may accommodate a broader range of home occupation or compatible business types, and should be designed to reflect a potential commercial use on the ground level, with residential living on the upper floor(s).



**2. NON-RESIDENTIAL USES** – Layton’s Non-residential Use areas provide services to residents in Layton and surrounding communities, including retail and restaurant destinations, professional services, medical office, and employment uses ranging from office, manufacturing/industrial to high tech research and development. Demand for non-residential uses will continue to grow in the wake of Layton’s projected residential population increase. Non-Residential uses are most successful near higher capacity transportation roads and transit services which support higher levels of daily vehicle travel, particularly during a.m. and p.m. peak hours. Key locations with good access to major transportation corridors are to be reserved for future commercial uses to provide future areas for businesses. This strategy will encourage family and household sustaining jobs in Layton for stronger economic stability.



**Business Center** - Business Centers are primarily commercial, providing locations for corporate office campuses, technology centers, research facilities, with a secondary focus on supporting light manufacturing. Limited commercial retail and hospitality supportive of Business Centers should also be considered. Adequate building setbacks, building height transitions and landscaped buffers must be included when development is proposed adjacent to residential neighborhoods. Residential development is not permitted within Business Centers to ensure the City’s ability to attract and maintain employment generating uses. Two Business Centers are featured on Layton City’s Future Land Use Map: **East Gate** and **West Davis**.

**Professional Business** – These areas provide professional services to surrounding neighborhoods and help to establish a buffer and transition between intensive arterial or collector streets and less intensive single family



residential uses. Uses include professional and medical office, assisted living, and other professional services, with appropriate site planning and landscape buffers to minimize impacts onto adjacent single family residential development.

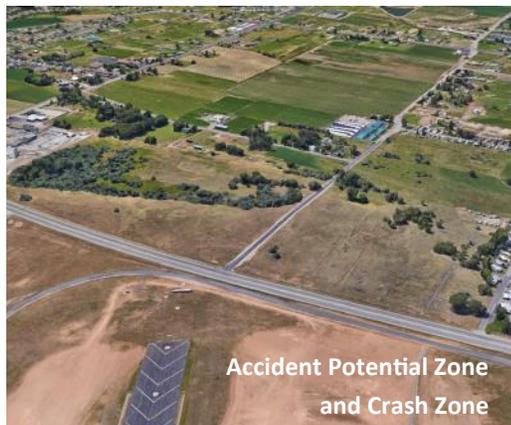
**Commercial** – Commercial areas in Layton provide services and employment to residents and visitors including retail, restaurant, office, and general business uses. Commercial areas generate a higher volume of vehicle trips, and are therefore most appropriately located with convenient access along highways and arterial streets. The largest-scale commercial uses draw regional visits and are most appropriately located along the I-15 and Main Street corridor. Commercial uses serving surrounding residential neighborhoods within the community should be more limited in size, and provide appropriate land use buffers when located next to existing off-site single family residential neighborhoods.

**Industrial Flex** – Industrial Flex areas support smaller scale fabrication, contracting services, warehousing and fulfillment uses, supported by accessory office and retail, with an emphasis on small business employment and light industrial services. Special attention to design, screening, and buffering is necessary where industrial flex areas abut other areas that include residential neighborhoods.

**Manufacturing** - Manufacturing areas include industrial uses such as fabrication, warehousing, research and development, information technology, assembly, production, trucking, shipping and receiving, and distribution. Manufacturing uses may be located along rail corridors with rail spur access, and require direct access to arterial street truck routes for convenient access to highways and interstates to keep large trucks out of residential areas. Streets in Manufacturing areas are designed to accommodate large trucks and wide turning movements. Special attention to design, screening, and buffering is necessary where industrial areas abut other areas that include residential uses.

**Institutional Use** – These areas include public and private facilities that provide services and support to the community, and in some cases the surrounding region. Examples of such services include government offices, police and fire stations, post office, hospitals, churches, and utilities such as water and sewer. The uses may include administrative office and medical services, or utility sites with little or no regular visitors, such as water tank reservoirs. Higher educational facilities, such as the Weber State—Davis Campus is also considered as an Institutional Use.

**Institutional Use, Schools** – School sites include public and private institutions that provide primary and secondary education to Layton’s children and youth. Elementary, junior high, and high schools are distributed throughout the community, providing a focal point for surrounding neighborhoods and the broader community. Schools provide opportunities for families and households to engage in local programs and activities asso-



ciated with educational curriculum, and may provide accessible open space for surrounding neighborhoods to enjoy outside of school hours.

**Open Space/Public Facility** – These areas include public parks, reservoirs, golf courses, cemetery, trail corridors and land preservation areas. The City shares some park and open space recreation areas with schools to maximize use of the open space facilities for students and surrounding neighborhoods. Sites along the mountain bench (such as the Fernwood Trailhead area) interface with the National Forest Service and provide access to public lands. Open space corridors are intended to expand along the City’s planned trail system, particularly along natural drainages and other natural areas, and power corridors. Where feasible, parks and open space areas may support storm water detention for surrounding development.

**Agriculture** – Agricultural uses support the cultivation of land for crops or the keeping of farm animals, and may include a farm area with agricultural structures, pasture land and existing home sites. Some property owners have elected to sell development rights and allow for protective conservation easements to prevent future development, while others have established Agricultural Protection Area status to protect current farming operations.

**Accident Potential Zone (APZ) and Crash Zone** – The Accident Potential Zone (APZ) is a designated area where land uses are limited to minimize the risk associated with aircrafts landing/taking off from the runway at Hill Air Force Base. The Crash Zone is the land area located immediately at the south end of the runway near State Highway 193. Crash Zone property is owned by the Federal Government to protect the land from future development where the risk of a crash is the greatest.

Property owned within the APZ has generally been restricted from any further residential use or development through land use easements that were established in the late 1970’s, early 1980’s, 1990’s, and 2000’s. While the majority of the APZ is used for pasture and agricultural cultivation, limited portions of land near Antelope Drive and Fort Lane, and Fairfield Road and State Highway 193 are recognized as Manufacturing and Industrial -flex. Layton recognizes the need to limit any future APZ land development and uses to continue supporting the critical mission and **aircraft operations** of Hill Air Force Base. Understanding the required limitations, and additional need or opportunities to establish land use easements for commercial uses will require **continued coordination between** Layton City and Base leadership.

Given the low concentration and presence of people associated with this use, agriculture is desired as a continued use within the APZ. Layton City will continue to encourage and support agricultural uses in the APZ area, and explore partnerships in support of distinguishing any perceived or potential commercial property rights within Layton City incorporated limits, or within unincorporated County areas. Layton City will not an-

Condo/Apartment



Condo/Townhouse



nex property within the APZ for any commercial use other than agricultural uses, not including accessory agricultural uses, that would invite an increase of any customers or guests to the farming area.

**3. RESIDENTIAL USES** – Layton City has provided housing options to meet the needs of residents and the local workforce since it was incorporated in 1920. Housing in turn supports non-residential uses, including employers that benefit from housing options for employees at all income levels and career stages, and retail uses that rely on nearby residents and employees to purchase goods and services. This local economic exchange returns property and sales taxes revenues that support critical community services in Layton. New residential development should be designed with streets and sidewalks that connect to existing or future development, and nearby trails and parks where available. In all residential areas, existing parcels with A (Agriculture) or R-S (Residential Suburban) zoning may conduct agricultural operations with protected agricultural status as surrounding parcels may be sold for development.

**Condo/Apartment** – This land use includes residential flats in multi-story building(s) that may be for-rent (apartment) or for-sale (condo) housing, with a density range of 12 to 24+ units per acre. Buildings may be accessed by elevator to interior hall corridors (with secondary stairwells), or by shared ‘walkup’ stairwells to access smaller groupings of units. Condo/Apartment uses should provide open space amenity areas, either as common or limited common areas for the use and enjoyment of residents and their guests. To support a walkable, pedestrian-friendly design format, units should front towards a street or open space green, and garage or parking areas accessed primarily to the rear. To support building security and strengthen design quality, Condo/Apartment buildings should be designed with interior stairwells with a ground-level entrance that fronts onto a street or common open space<sup>3</sup> amenity area. Garage and/or parking areas should be located and accessed primarily to the rear of buildings.

**Condo/Townhouse** - Condo/Townhouse areas may include attached or detached single family housing with a moderate density ranging between 6 and 12 units per acre, townhomes, mansion homes (attached units built to look like one large home), Live/Work<sup>2</sup> townhomes, detached single family, twin homes or patio homes. These housing types are located near more intensive commercial land uses or along arterial transportation corridors. Condo/Townhouse uses should provide open space amenity areas, either as common or limited common areas for the use and enjoyment of residents and their guests. To support a walkable, pedestrian-friendly design format, units should front towards a street or open space green, and garage or parking areas located and accessed primarily to the rear.



**Transitional Residential** – Transitional residential areas may include attached or detached single family housing with a moderate density ranging between 6 and 12 units per acre, townhomes, mansion homes, **Live/Work<sup>2</sup>** townhomes, detached single family, twin homes or patio homes. These housing types are intended to establish a buffer and transition between intensive land uses or street conditions and lower density single family residential areas. Transitional residential uses should provide open space amenity areas, either as common or limited common areas for the use and enjoyment of residents and their guests. To support a walkable, pedestrian-friendly design format, units should front towards a street or open space green, and garage or parking areas located and accessed primarily to the rear.



**Community Residential** – Community Residential areas for new development are generally recommended as a land use transition or buffer between lower density single family residential uses and intensive arterial or collector streets, or more intensive land uses. These single family residential areas include existing and planned neighborhoods with a base density of about 4 to 6 units per acre. As a standard single family residential subdivision, R-1-6 zoning with a minimum lot size of 6,000 s.f. may apply, or larger lots if desired.

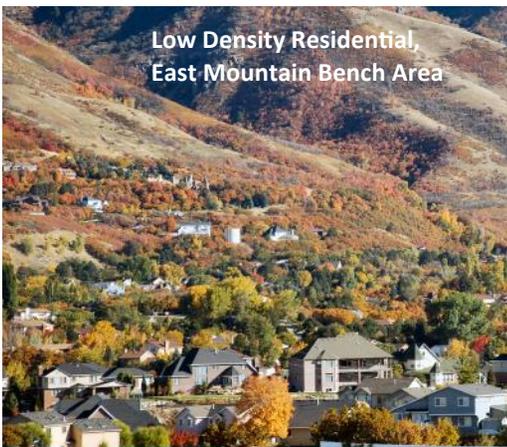
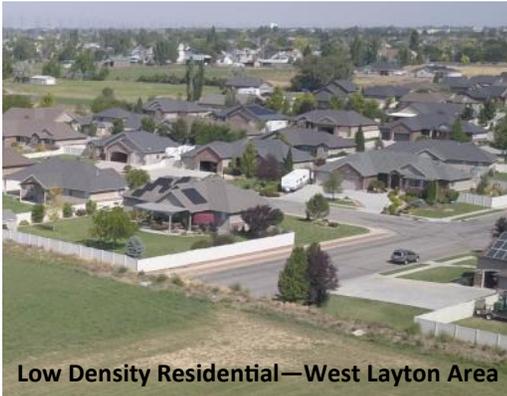
The base density may be increased under the PRUD ordinance to provide a variety of lot sizes and housing types with common open space<sup>3</sup> amenity area(s). Flexibility in lot size, setbacks and housing type allows for the provision of common open space areas. The cost of maintaining open space is shared by more homeowners through a density bonus that requires high quality building materials and superior community design (see Chapter 6. Residential Neighborhoods with Variety and Amenities).



**Neighborhood Residential** - These single family residential areas include existing neighborhoods and subdivisions, and include vacant or agricultural land areas where future development at a base density of 3 to 4 units per acre may occur. As a standard single family residential subdivision, R-1-10 zoning with a minimum lot size of 10,000 s.f. may apply, or R-1-8 zoning with a minimum lot size of 8,000 s.f. may also apply.

The base density may be increased through use of the PRUD overlay ordinance to provide neighborhoods with housing and lot size variety, clustered around common open space<sup>3</sup> amenity areas. Flexibility in lot size, setbacks and housing type allows for the provision of common open space<sup>3</sup> areas. The cost of maintaining open space is shared by more homeowners through a density bonus that requires high quality building materials and superior community design (see Chapter 6. Residential Neighborhoods with Variety and Amenities).

**Low Density Residential** - Low Density residential areas include standard suburban subdivisions, and parcels with agricultural uses (such as crop production, animal keeping, beekeeping and pasture areas) . Low Density Residential areas include existing neighborhoods with a base density of 1 to 3.5 units per acre. As a standard



single family residential subdivision, R-S zoning with an average lot size of 15,000 s.f. may apply, or R-1-10 zoning with a minimum lot size of 10,000 s.f. may also apply. East of Highway 89 along the mountain bench, lower density is most compatible where slopes and sensitive lands are prevalent, infrastructure services are limited, and native vegetation presents a higher risk for an urban wildland fire hazard. In these areas, development opportunities may be limited given the physical constraints for providing services, and the goal to prevent urban wild-land risk related to wildfire, slope failure and fault lines. Use of the PRUD ordinance may allow for clustering development and flexibility in lot size and setbacks to protect sensitive lands, or other desirable open space features. The area south of the APZ may require a limited residential density based on the findings and recommendations of a Joint Land Use Study with Hill Air Force Base.

**Neighborhood Ag Heritage Overlay** - The base density of 1 to 3.5 units per acre in Low Density Residential areas may be increased through use of the PRUD overlay ordinance to provide neighborhoods with housing and lot size variety, clustered around common open space<sup>3</sup> amenity areas. Compared to Community Residential and Neighborhood Residential areas, a greater percentage of open space area should apply to Neighborhood Ag Heritage Overlay areas to provide for recreational activities, and to provide an option for a common garden area or professionally-operated ag-plot. In a PRUD, the cost of maintaining open space is shared by more homeowners through a density bonus that requires high quality building materials and superior community design (see Chapter 6. Residential Neighborhoods with Variety and Amenities).

**3. Common Open Space Amenity Areas** - These privately-owned open space and landscape areas are shared by multiple households, most typically in a Home Owner’s Association (HOA), and are intended to enhance the quality of life and aesthetic quality of a residential development. Common open space areas are often created through the PRUD overlay zone where flexibility in lot size, setbacks and housing variety can be applied as clustered development to reserve the open space area. Another example is the shared open space and landscaping associated with a for-sale townhome or condominium project. Common open space areas should be provided in a size and configuration that supports recreational activities based on the size of the development, and number of residents that will share the amenity spaces. Activities should support all ages and abilities, ranging from seating & picnic areas, small playgrounds, outdoor play courts (such as basketball or pickle ball) and various-sized green spaces for passive or active recreation.