

# Utah Planner

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## **President's Message**

By: Chuck Klingenstein, AICP  
Utah APA Chapter President

Let me start by extending my sincerest thanks to Mike Coulam, George Shaw, Sandy City, and to all of the City's staff for an excellent conference! Once again, the bar has been raised in the quality of the conference and the information received. I have heard many times since the conference that it was the best ever. For me, it was great to see 153 of you! We do not have enough opportunities to see each other and therefore we need to grab them when they are available. Let's all use these conferences and programs as times to celebrate our profession, network with peers and friends, and enrich our knowledge and skills.

One of the panels that interested me discussed the need for collaboration amongst the various entities involved in planning. So let me use collaboration as a central message here.

It seemed to be the observation of the conference panelists, which included APA, ASLA, ULI, AIA and others that we need to march together – shoulder to shoulder in our collective efforts. All too often we are caught up in our micro worlds instead of thinking of the macro level. This seems true with one area of interest to me – the education and continuing education of professional and lay planners. We have many efforts in the state, but they are not occurring in any coordinated manner. Since there is no coordination between the respective groups sponsoring education programs, we have duplication of effort and redundancy of information. In a state where there are diminishing financial resources it behooves us to collaborate so that our customer – you – receive the broadest range of educational services in an efficient and cost effective manner delivering to you the best quality of product. Sounds obvious and yet we seem to have some challenges ahead in the realm of collaboration.

I will be going to Portland in a couple of weeks for APA National mid year meetings. These meetings do not promise to hold a lot of excitement from what I have seen so far. There is a revised budget, as recommended by the Development Plan & Budget Committee and by the AICP Executive Committee. This budget is only a slight mid-course correction to the two-year budget adopted in the September 2003 by the APA Board and AICP Commission, with input from the constituent groups. Since the mid year meetings are being held latter than normal, we do not have any opportunity to comment. We were notified by email but I did not see any substantive changes and therefore I did not comment. As you know, the national APA budget has been a major focus of mine and I believe



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(435) 649-1057  
cklingenstein@jsanet.com

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*Planning Official Development Officer*  
Soren Simonsen, AICP  
Cooper Roberts Simonsen (801) 355-5915

*Newsletter Co-Editors:* Mirinda Gibbons, Salt Lake County  
Planning (801) 468-2818 mgibbons@co.sl.c.ut.us and Peter  
Matson, Layton City Planning (801) 546-8524  
[pmatson@laytoncity.org](mailto:pmatson@laytoncity.org)

*Article Submissions, Editorials, Comments:* Mirinda Gibbons,  
Salt Lake County Planning (801) 468-2818  
mgibbons@co.sl.c.ut.us and Peter Matson, Layton City Planning  
(801) 546-8524 [pmatson@laytoncity.org](mailto:pmatson@laytoncity.org)

*Professional Affiliations/Western Planner Liaison/Conference  
Coordinator:* Jay Aguilar, AICP  
Cache Metropolitan Planning Organization (CMPO)  
(435) 716-7154

*Internet Webmaster:* Aric Jensen  
Bountiful City  
Phone (801) 298-6190  
[ajensen@bountifulutah.gov](mailto:ajensen@bountifulutah.gov)

*Student Representative:* Frank Lilly  
Div. of Facilities Construction & Mgt.  
(801) 538-3412

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**Please submit address changes to:**  
**American Planning Association**  
**122 S. Michigan Ave.**  
**Chicago, IL 60603-6107**  
Tel: (312) 431-9100  
Fax: (312) 431-9985

the two-year budget accurately reflected the development plan. In another year, I will have a better idea if the direction reflected in the development plan has moved the organization in a more appropriate direction.

Since I have another year and three quarters as your President (and that is the end of yours truly as President – time for new blood and ideas) I plan to be a strong advocate for more financial resources for the small and medium sized chapters. As you know, we have wanted to do more as a chapter providing services to you – the membership and customer. We, the Board, are maxed out under our current volunteer structure. So I believe two things need to happen.

One is that each of the Board members with membership services, need to have a full committee to assist in the provision of current services, whether that is newsletter, website, legislative, programs, conferences, etc. We need to spread the workload amongst more people so we do not wear people out. And when Board Members are ready to move on, they can have someone ready to step into their position – ready to do the job and commit to the monthly Board meetings.

The second thing that needs to happen is the commitment of more financial resources to the Chapters. I know that our national organization will turn over in their grave with this thought so I will not ask them for actual dollars. Instead I will ask for services that correlate with what Chapters actually do without additional cost. Right now, I think it is safe to say that if I were to ask any one of you what you are getting in actual services you would mention a nice website, magazine and perhaps the email newsletter, Interact. I believe that Paul Farmer is making a serious attempt at delivering more resources to you, the individual planner. But he may be missing another important method of delivering services to you – the Chapters. I have not had this discussion with Paul but you can be sure I plan on bending his ear as well as the Board's beginning with this upcoming meeting. By anecdotal evidence, I think it is safe for me to say that many of us are being priced out of attending the National Conference as well as purchasing the materials, periodicals and books developed by National. Now maybe our friends at the national level have realized this and perhaps they are entertaining the notion of regional conferences. I am putting pen to paper now suggesting that they recognize that "government closest to the people" is perhaps something they need to recognize as an important asset not being fully utilized. *It is time for more collaboration between our national organization and the chapters!*

I mention this because ULI has begun an interesting transformation during the past couple of months. After many years of a highly centralized organization, financial resources are beginning to be made more available to the District Council level. I am the Vice Chair of the Utah District Council and I know this to be true. Michael Horst, Senior Vice President, District Councils, for ULI has been someone who has been front and center of this effort. While it is in its infancy, ULI is recognizing that growth and the provision of services needs to occur at *two levels – the national and the local levels!* This recognition is being to pay off in the form of more national membership and more energized and relevant district councils! In fact, the national organization realized that many of the councils were doing a better job than they were.

Collaboration: To work together, especially in a joint intellectual effort. What a beautiful concept! Let's start doing it on the local level – I will lead the effort at the national level. Please contact the local level and volunteer some of your time. We all need to give back to the profession we have chosen and to those who are following. Lead by example.

## Relating Land Use Planning to Transit Accessibility

By Alice Larkin Steiner

This article presents the elements necessary when land use planning for transit to become a viable transportation choice for a large segment of the population.

The relationship between transit and land-use planning should be greater than putting some additional density around the occasional light rail or commuter rail stop. For transit to work as a regional mode choice, the concepts of Smart Growth and Transit-Oriented Development can and should be applied to a larger landscape. Ideally, the transit system and the land use plan would be thought through as complementary parts of a regional comprehensive plan. But, while the transit system is regional, Utah land-use planning is done locally. By following some simple guidelines, local land-use planning can support regional transit accessibility.

### The Transit System

To plan land uses in conjunction with transit, planners must first understand the transit system and the different levels of transit accessibility for various locations in a community. Transit accessibility can be measured in a variety of ways. The easiest way to measure accessibility for a given location is by looking at the area served by transit from that location if the transit rider imposes the following criteria: The rider is willing to transfer a maximum of one time to reach his/her destination and the trip does not include excessive back-tracking.<sup>1</sup> Typically, you will find:

- Rail stations have regional transit accessibility, i.e. you can get to most places within the region with no transfer or one transfer. This occurs only if all of the distribution bus routes connect to the rail system.
- The places where two or more bus routes intersect and transfers are possible have good community or neighborhood transit accessibility. The more bus routes that intersect at one location as well as the more bus routes that each bus route serving that location intersects elsewhere, the greater the transit accessibility to that location.<sup>2</sup> Understanding the accessibility created by the bus system is the most challenging part of understanding the overall transit system.

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<sup>1</sup> For example, if a transit system is focused on one central city, a person in Suburb A has to travel into the central city and back to access a location in the adjacent Suburb B. To most people, the waste of time in excessive backtracking is unacceptable even if the trip requires only one transfer.

<sup>2</sup> For example, if the entire region were laid out in a transit grid, each intersection could be accessed with one transfer from any other point on the grid. But, to access the areas along the bus lines between the intersections would require two transfers if someone were traveling from another parallel location between two intersections.

- Streets that have one bus route are in the distribution portion of the transit system. There is limited transit accessibility, i.e., to get to anywhere on the single bus route would take no transfer. However, to get further would take one or more transfers.
- Access to the transit system on streets that do not have transit service is limited by the distance a person is willing to walk to a transit station. The historical rule of thumb for the maximum distance transit users will walk to reach a rail station in the United States is ¼ mile. Experience has also shown that people will regularly walk a shorter distance to get to a bus stop.
- Transit access at freeway interchanges is extremely difficult. The three options for planners in these areas are to limit development to low accessibility uses, plan one quadrant for better transit access, or improve the transit access to all quadrants by dramatically improving the ability of pedestrians to get across the streets. This is one part of the city where planning land-uses for transit access is counter to planning land-uses for auto access.

### The Land Use Hierarchy

To make the most of the transit system, the accessibility requirements of the various land uses should be matched to the transit accessibility at various locations within the city. This means that planners should zone land uses with the greatest density of activity or people at the rail stops and regional bus transfer centers and zone for the uses with the least density or people in the areas of the city with poor access to transit. When current market forces for a land use that should be served by transit demands that auto accessibility and visibility are more important than transit accessibility, the placement of these uses should accommodate both types of accessibility, so that people arriving by both modes can be served.

- Offices – The best location for offices which require regional accessibility for their clients or their employees are the rail stops. Acceptable secondary locations are bus transfer centers with high transit accessibility. Offices located near transit should have a lower parking requirement.
- Retail and commercial services– Retail and commercial businesses that draw customers from the entire region should be planned at a regional rail stop or at a major bus hub. Rail stops should also be planned to allow uses that provide for the day-to-day needs of the community that lives and works near the rail stop. Shared parking or reduced parking for retail at rail stops should be considered. Community retail and community-based commercial services would be suitable at the bus intersections with good community transit accessibility. Strip-retail located along bus routes, but not at bus intersections, will have a limited transit market area and should be avoided. Neighborhood retail can be located along a bus route at a bus stop or within a mixed-use development at a bus intersection or rail stop. True neighborhood retail serves walk-in customers and customers who drive from the immediately surrounding

area. The bus stop location allows walk-in customers to combine trips. Access to auto-based uses, such as car dealerships, is not related to transit access. These uses can be located where they do not interfere with transit access for other uses.

- High density residential – Residential at a density that competes with office land values should be located at the rail stops. Parking requirements for high density residential with excellent transit access should be lower than for other forms of residential development. Residential densities can diminish as distance from the transit stop increases. When locating all types of residential uses, there should be a sufficient number of units located together to create a community.
- Medium density residential - Residential developments built at a density that competes with community retail land values should be permitted at the bus intersections with good community transit accessibility. To provide good transit accessibility to the most people, medium density residential should also be permitted close to bus stops. Parking requirements could also be lowered for medium density residential with transit access.
- Low density residential – Single-family homes can locate along the bus routes or in the low transit access areas of the city.
- Low-income residential – Although lower income households both need and use transit more, in a market economy where transit accessibility increases the value of land, low-income households will be priced out of the areas with good transit access. The balanced land-use plan should provide for the varied housing needs of low-income households to be met in areas with transit accessibility.
- Mixed Use – Combining different uses in the same building or same project has the advantage of permitting some people to eliminate the need for vehicular transportation for some of their regular trips. This type of development should be encouraged, but the individual uses should each be appropriate for the level of transit accessibility of the site.
- Live/Work Developments – If the businesses in a live/work development will have a walk-in customer trade, this type of mixed-use development should be in areas with either regional or community transit accessibility.
- Jobs/Housing Balance – Encouraging jobs in suburban communities so that some workers can live closer to their place of employment can help to shorten the length of trips taken. However, the goal of getting some employment close to homes should not overpower locating the offices and other commercial developments at places with good transit accessibility.
- Institutional and Regional or Tourist People Places – This category includes hospitals, convention centers, sports arenas and other uses which require special location analyses. These uses will draw patronage from the entire region. They should be located at a rail stop or major bus transfer center.
- Industrial uses – Industrial uses should be located to accommodate the truck transportation needs of these uses. Areas with freeway access are excellent. If truck

access permits, low-intensity industrial uses can also locate near bus stops along bus routes, to provide some transit access for employees, as long as noxious industrial uses are separated from residential uses for health and safety reasons.

- Colleges and universities – Single campus institutions with a regional student and employee draw should be located at a rail stop. Multi-campus institutions should be located to provide good transit access within their defined market area.

### Design Basics

The basic design tenets for transit-oriented land development should be applied throughout the community. These include the following:

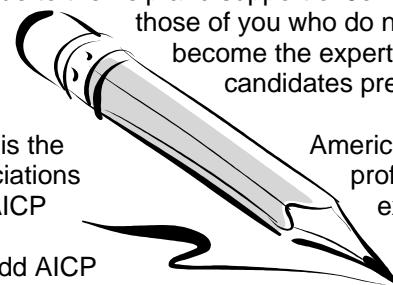
- Bus stops should be on both sides of the street and be adjacent to a cross-walk so that people using the bus can get back to the starting point of their trip.
- All parts of the city should be well connected with sidewalks and walkways. This is especially important around rail stops and within a reasonable distance from all bus stops. Individual uses should be designed to pleasantly accommodate people walking from nearby transit stops and from adjacent land uses.
- Buildings should have front doors as close to the transit stops as possible.
- Parking should not be front and center. Parking ratios should be related to the transit accessibility of the site and the use.
- Parks and public spaces should be used to focus uses. Parks should also be planned as a complement to denser residential uses.

When planning a city for regional transit accessibility, all land uses can be accommodated. Transit benefits will be maximized if the land use plan of each city envisions density and the location of land uses as complements to the regional transit system, with the denser and higher intensity land uses in the areas with the greatest transit accessibility. Transit will become a viable regional mode choice only when we plan our individual cities to make it one.

### **AICP EXAM**

Utah's performance during the spring exam was one of the worst in years. Only four took the test with only one passing. Perhaps we can blame it on the new testing methods. In the past, Utah has had an exceptional pass rate due to the help and support of John Nepstad. For those of you who do not know, he has become the expert at helping candidates prepare for the exam.

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American Planning professional institute. exam allows you to certified planner to your name. It

lets other planners as well as engineers, architects, and developers know that you are a seasoned professional. It adds to your marketability in the job market and raises the level of perceived professionalism for the organization you work for.

Good luck to the dozen of you studying for the fall exam. We all wish you well. If you are considering taking the exam in the spring, or just want to know more about it please visit <http://www.planning.org/certification/> for more information. You can also watch the list serve for local study groups and help.

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## **Ordinance Patrol**

The old adage: “Be careful what you wish for, you just might get it,” has never been more true than it has been for me this year. Having returned home from last year’s national A.P.A. Conference in Denver with a pep rally enthusiasm to change the world of planning in Salt Lake County, I found myself being assigned for a year to work on zoning ordinance revisions. What more could a person ask for if he really wants to change the world, right?

Well, nearing the end of my one-year tenure as the ordinance revision “guru” for the County, I have learned a few lessons (some painfully) about the process. Lest anyone reading this come away thinking I am a quick learner, I need to explain that the creation of townships has accelerated the learning curve. You see, an ordinance amendment must be placed on every one of six planning commission agendas, presented to those planning commissions, and a specific recommendation received from all six of them. Going through six sets of hearings before getting a proposal in front of the legislative body can drive home a few points even to me.

Any soul who has dared to venture through the rather sticky process of an ordinance change would agree that there are numerous pitfalls to watch for:

First, once word gets out that you’re the person working on the ordinance, be prepared for a barrage of “helpful” suggestions regarding what needs fixing. I actually tried for a time to write down all these suggestions...just to give the impression I was actually listening...but after the first few weeks, I learned to just nod and say, “I’ll look into that.”

Second, distractions can flat-out ruin your day. Of course, it’s nothing new to the planning profession to come to work in the morning with a list of projects in mind for the day, only to go home with the realization that none of them got done. Developers call. Politicians ask you to come to a meeting. Someone calls in sick, and you get to “fill in” for them. Questions arise about a project you worked on two years ago. Just typing the list is nauseating, so I’ll move on.

Third, rushing to beat deadlines causes planners to grow old before their time. Writing under the pressure of a deadline may have been a great way to get through tenth grade English class, but it’s no way to write an ordinance.

Fourth, most politicians only want to give the *impression* they know what they’re talking about. Nothing is more frustrating (or humbling) than to realize 45 seconds into your presentation to the City or County Council that nobody is listening. It’s embarrassing enough when the public seating section of the chambers has completely cleared out when it’s your turn to speak, but when the people who are supposed to be voting aren’t interested, that’s a problem.

There are, however, ways to avoid these pitfalls. And, with any luck, the bruising will be at a minimum:

First, it is imperative that you **clearly define you’re objectives** before you begin. These objectives need to be put in writing and referred to on a daily basis. This will help you keep a simple project from growing into a monster, and will also help you parry off some of those off-the-wall suggestions that invariably come in. Keeping the focus on the task at hand is priority one. This is especially helpful if your first idea is shot down; many times the decision makers acknowledge the problem and will steer you in a new direction.

Second, **know the legal process** of amending an ordinance—even the steps that are up to someone else. Knowing what steps are ahead and when notifications and legal postings are necessary will help you keep a more realistic time-line. Organizing and tracking the progress of your proposal will help keep you focused and keep a project from getting “stale.”

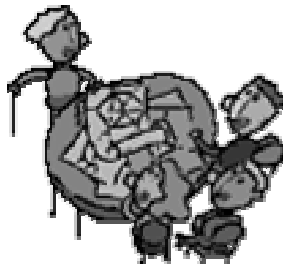
Third, **involve your legal counsel early and often**. We planners tend to come up with ideas that we think are great, but which often need to be reviewed for compliance with state law. It’s also good to get input from someone with a non-planning perspective who is on “your team.” One thing I’ve learned is that the judges who may review our ordinances on appeal don’t have planning experience and tend to read our ordinances in a whole different perspective than we do.

Fourth, **controlled input is the most helpful**. In other words, when seeking input from other planners, professionals, or even planning commissions, it is best to get them focused on just a few issues. In many cases, it is best to think of two or three possible solutions to a given problem and ask them to choose which one they feel is best. Planners are especially opinionated (it goes with the job) and will let you know how they feel about just about everything—if you let them. Ask specific questions about specific issues to keep things focused. I gave a proposal to change our parking ordinance to the County Transportation Engineer for input, and it came back with punctuation corrections—not exactly what I had in mind.

Fifth, **keep your audience in mind** at all public meetings. In most cases, the planning commission members will ask many more questions and want a full description of everything you are changing. They feel the pressure of having to make decisions based on the ordinance, and want to make sure they understand. City and County Council members, on the other hand, are more interested in what the ordinance means to their constituents. What's the bottom-line impact on the average Joe on the street? Will the change make the city more beautiful? Will traffic move better? Will people begin calling with complaints as soon as the ordinance is implemented? I've found that focusing on these issues in my presentation and then waiting for questions from them on specific sections of the text works best.

And finally, **don't take anyone's comments too personally**. Many of the people to whom you get to present your ordinance proposal are where they are today (politics or planning) because they are extremely opinionated. Having a strong opinion about issues is what causes most people to get involved in local planning and zoning issues. If you don't take criticism too personally, you can keep an open mind, and hopefully you'll end up with a better product in the long run. A sense of humor would help, too—I'm still working on that.

When a proposal finally gets through the system and you actually see your new ordinance at work making your community better, it's a great feeling. It may be one of the few times you get to pat yourself on the back and say, "I actually made a difference." I can honestly say after my first 8 months on ordinance patrol, that I'm glad I've had this assignment.



### Join the List Serve and Get Answers to Your Most Challenging Planning Questions!

Looking for information, advice, or just want to keep in touch with planners in Utah? Sign up for the list serve! It's free, fast and easy, and your in-box will not be bombarded with junk mail. The only catch is you have to follow the directions exactly:

1. Send an e-mail to: [utahapa-request@brag.dst.ut.us](mailto:utahapa-request@brag.dst.ut.us)
2. Leave the subject line blank
3. In the body of the message type:  
SUBSCRIBE utahapa  
Your e-mail address  
INTRO utahapa
4. Hit send

5. Once subscribed you should receive a confirmation return e-mail with instructions on how to un-subscribe if you wish.
6. Send messages to all subscribed participants by sending to: [utahapa@brag.dst.ut.us](mailto:utahapa@brag.dst.ut.us)
7. If it doesn't work or you have problems you can contact Jeff Gilbert at [jeffg@brag.dst.ut.us](mailto:jeffg@brag.dst.ut.us) or (435)752-7242



### Brakes Slammed on Road Tax Vote Measure for 1/4-Cent Increase Now Won't Appear on the Ballot

By Sharon Haddock  
Deseret Morning News

Utah County commissioners have slammed the brakes on a proposed sales-tax increase to pay for road construction.

In a sudden move Tuesday, the three-man commission decided not to seek approval at the ballot box for a quarter-cent increase to cover the costs of 27 road projects in Utah Valley.

Commissioner Steve White, attending Tuesday's meeting via speakerphone, said state lawmakers are paying more attention to Utah County's transportation needs — and he's willing to put off raising local taxes if state tax funds could materialize after next year's legislative session.

State Sen. Howard Stephenson, R-Draper, urged the commission to back away from asking for a tax increase for roads in November.

The senator said the vote to put the matter on the ballot served as a wake-up call for Utah County legislators and the state transportation committee.

"We recognize we need to fix the problem of funding hemorrhages," Stephenson told the commission, referring to money taken from the Centennial Highway Fund to help with state budget woes. "We are all keenly aware of the serious nature of the problem with state roads in Utah County."

Stephenson, who also is president of the Utah Taxpayers Association, said delaying the sales tax increase question until November 2005 would give legislators time to take action — and leave it hanging over their heads, as well.

"Your action acts as a hammer. That's a powerful motivator," he said. "I believe you have really given (the Legislature) an impetus to make something happen for a problem long overdue."

Stephenson said if the Legislature doesn't act then he would agree that Utah County government leaders have no choice but to take matters into their own hands. If done prematurely, however, it would be unfair to the local taxpayers.

"To force Utah County taxpayers to pay (for state roads) when others don't have to is unfair," Stephenson said.

Commissioner Jerry Grover objected to removing the question from the general election ballot. A special election in 2005 would be expensive and cumbersome, he said. "I think it's a waste of taxpayer money," Grover said.

Utah County Auditor Kim Jackson said it will cost at least \$100,000 to run a special county election alongside the municipal elections in 2005.

It will require separate polling tables and boxes and judges.

Commissioner Gary Herbert, the only commissioner who stood against putting the matter on the ballot when the commission voted on the issue two weeks ago, said a special election might cost \$100,000 but it would reap \$12 million if the increase passes.

Grover said it took four months to discuss and approve putting the question on the ballot. To reverse it is confusing and politically damaging, he said.

"We're just the John Kerry commission because of the way we flip-flopped," Grover said. "This is probably the dumbest thing we've done as a commission."

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## Planning Tools

Historic preservation and agricultural preservations meet at The Barn Journal found at <http://www.thebarnjournal.org/>

From the web site: *The Barn Journal* is the first and only web site with general information about barns and traditional farm architecture. It is a reader-supported site: We depend on the submissions of enthusiasts to add more and better content. Take a look around the site and you will find instructions on how you can contribute your knowledge and experience. Thank you!

This web site is supported by The George and Matilda Neyer Leik Foundation.

The Foundation is administered by Edward and Charles Leik from funds bequeathed by their late parents. To date the Foundation has been used in cooperation with the Portland Garden Club to develop a 2 1/2 acre interpretive nature grove in their home town of Portland, MI. The grove features shrubs and trees indigenous to central Michigan, a

Stonehenge-like arrangement of large boulders relating to the astronomical year, and a large solar sundial. Plantings and paths are placed to lead the visitor through the area with nature surprises beyond each turn. For example there is a chestnut circle, a group of black walnuts, and a butterfly garden. It is envisioned that the Leik Grove will introduce elementary school children and adults alike to the wonders of nature.

Support for *The Barn Journal* Web site continues a life long interest the Leiks had in agriculture, rural life and vernacular architecture. George knew the builder and dates of many barns in the Portland area, and was saddened by the deterioration of these imposing structures.

**George Leik** (1905-1995) was born near Portland, MI, the youngest of five children of Anton and Ellen Moriarity Leik, educated in local schools and became a teacher at age 18. He taught at rural one room schools and spent summers as a carpenter on residential construction on Detroit's east side until 1932. That year he and his brother Henry established Leik Brothers Chevrolet dealership; after the War the agency sold Kaiser-Frazer and later Dodge-Plymouth products until 1959. That year he retired to his beloved farm which has been in the family since 1893. George spent these years raising swine, growing grain, planting trees, collecting automotive history and dispensing wisdom. He and Matilda won state and county awards for their tree growing and conservation efforts.

**Matilda Neyer Leik** (1903-1988) was born at Beal City, MI, the eldest of eight children of Austrian immigrants Jacob and Agatha Jenny Neyer. Matilda attended St. Philomena's parish school and completed her education at Central Michigan Teachers' College (now CMU). This was an unusual achievement for a woman in that era, particularly one from modest circumstances. Like George she taught at a succession of one room country schools in northern Michigan and boarded with the local farmers. She spent summers traveling to Mexico and the Far West, considerable undertakings in the 30s.

George and Matilda were married at St. Philomena's in July 1940 and lived their married life in the Portland area. They were the parents of two children, Charles and Edward.

Another group that helps with farm preservation can be found at <http://www.rafiusa.org/programs/FARMPRESERVATION.html>

RAFI-USA is a private non-profit organization based in Pittsboro, NC dedicated to community, equity and diversity in agriculture. Their goals are to:

- Promote sustainable agriculture
- Strengthen family farms and rural communities
- Protect the diversity of plants, animals and people
- Ensure responsible use of new technologies

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145 South 400 East  
Salt Lake City, Utah 84111  
Tel 801.355.8816  
Fax 801.355.2090



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Adam Lankford,  
Manager  
Land Planning &  
Landscape Architecture  
[adam@procube.net](mailto:adam@procube.net)  
1471 N. 1200 W.  
Orem, UT 84057  
t. 801.802.8992

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