26 April 2019

UDA

CENTRAL STATION AREA PLAN

Salt Lake City, Utah

CENTRAL STATION AREA PLAN

PREPARED FOR

Redevelopment Agency of Salt Lake City
Utah Transit Authority

FUNDED BY

Wasatch Front Regional Council

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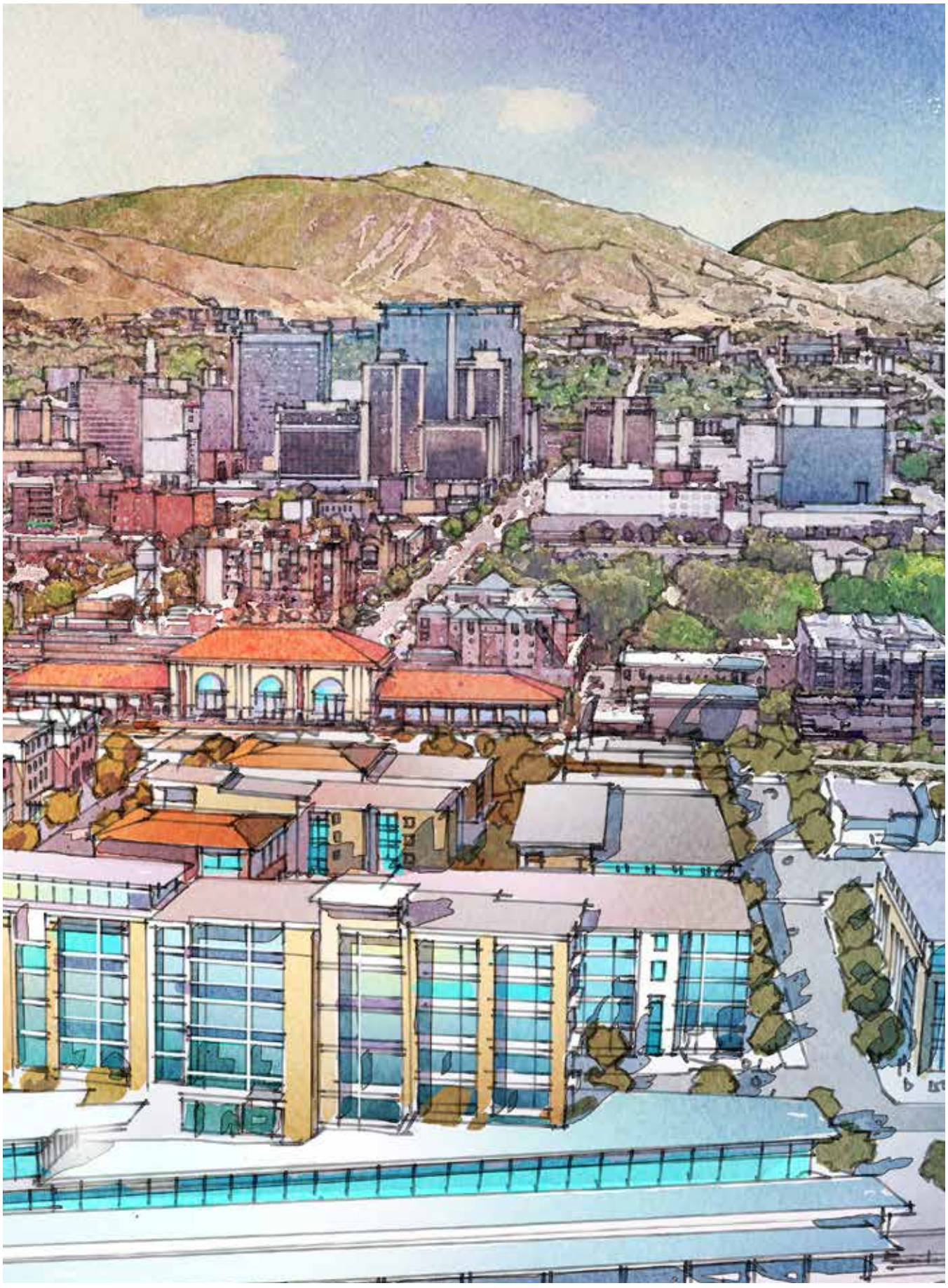

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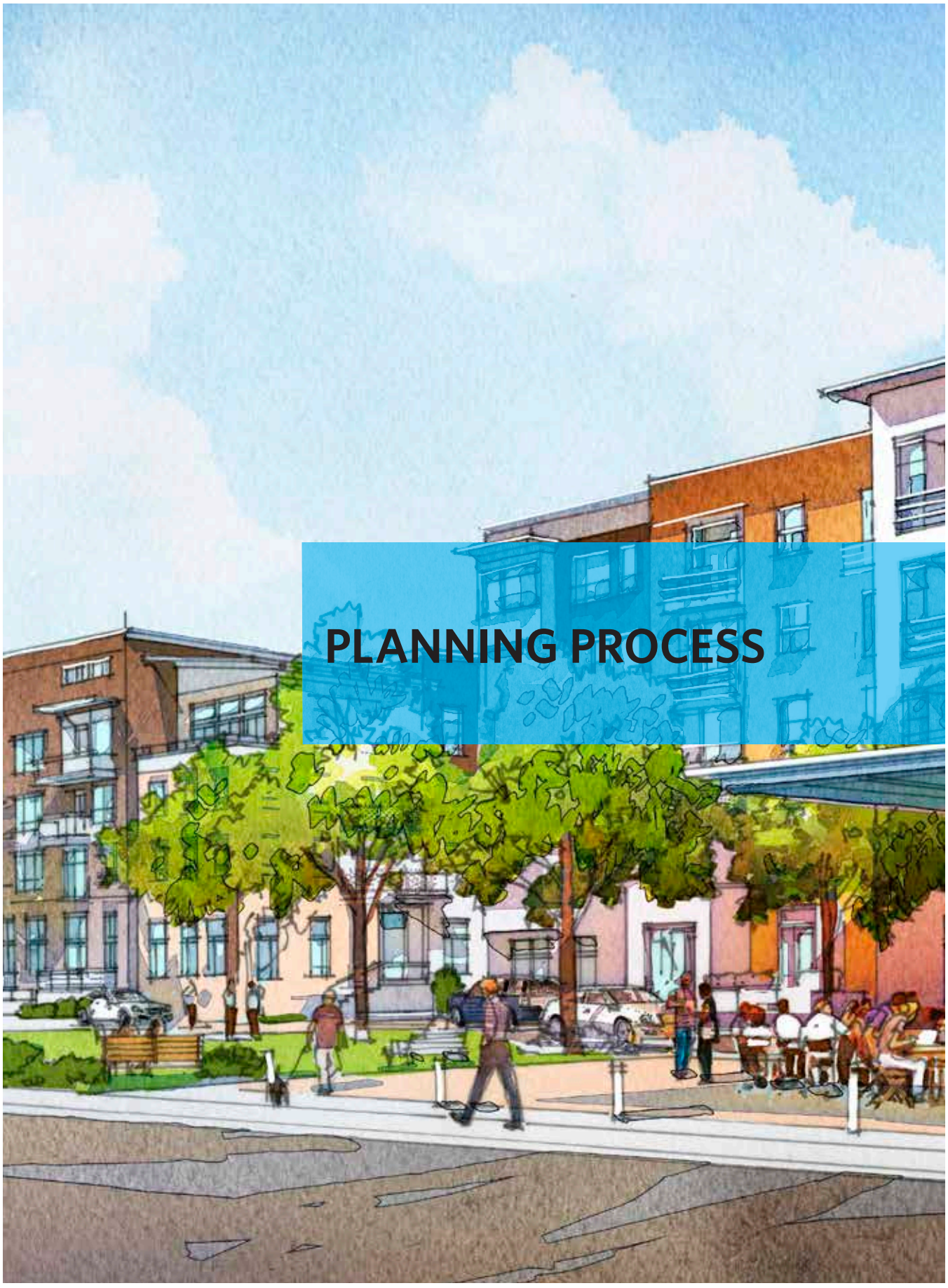


PLANNING PROCESS

INTRODUCTION

The Redevelopment Agency of Salt Lake City (RDA) and the Utah Transit Authority (UTA) partnered to study the area in proximity to Salt Lake Central Station.

The Salt Lake City Central Station Area is well-connected to the region through both a transit and street network and consequently, is an excellent opportunity for multi-family housing and mixed-use development. The goal is to provide a master plan for new development that includes current and planned development, input from key stakeholders, transit riders, future users, and future residents. Recommendations within this document include public infrastructure improvements for the Central Station, open spaces and streets, as well as the form and character of architecture within the neighborhood.

While our study area is generally bound by 300 North, 400 South, Interstate 15, and 300 West, particular attention is being given to five specific UTA and RDA sites. Our charge was to develop an Implementation Plan for the RDA and UTA properties around the Central Station.

Salt Lake Central Train Station

Salt Lake Central Station Bus Stop

North Temple Street

The Gateway Center

Study Area

KEY

RDA AND UTA SITES

STUDY AREA BOUNDARY

THE PROCESS

The RDA and UTA requested that UDA approach this project in the same manner they work with all cities and neighborhoods. UDA engaged the public through an authentic process of listening, providing feedback loops, and allowing stakeholders and community members to participate in decision-making to develop recommendations. At each stage, we listen, repeat back, and invite input to be incorporated into design and policy recommendations.

Step 1: Listening, Learning, and Understanding

- To provide a baseline understanding of the neighborhood background through compiling and reviewing all plans that pertain to either land use or transportation within the Station Area
- To document relevant findings and conclusions of municipal land use, housing plans, transportation, and transit plans
- To create an inventory of key feedback from prior public engagement efforts
- To provide an assessment of which plans/efforts were implemented successfully, unsuccessfully, and not yet implemented

Step 2: Testing

- To translate what we heard into drawings, and meet again with all the stakeholders
- To engage the community with a series of public open houses

Step 3: Deciding

- To recommend specific actions that the public agencies can take to facilitate and implement the preferred alternative

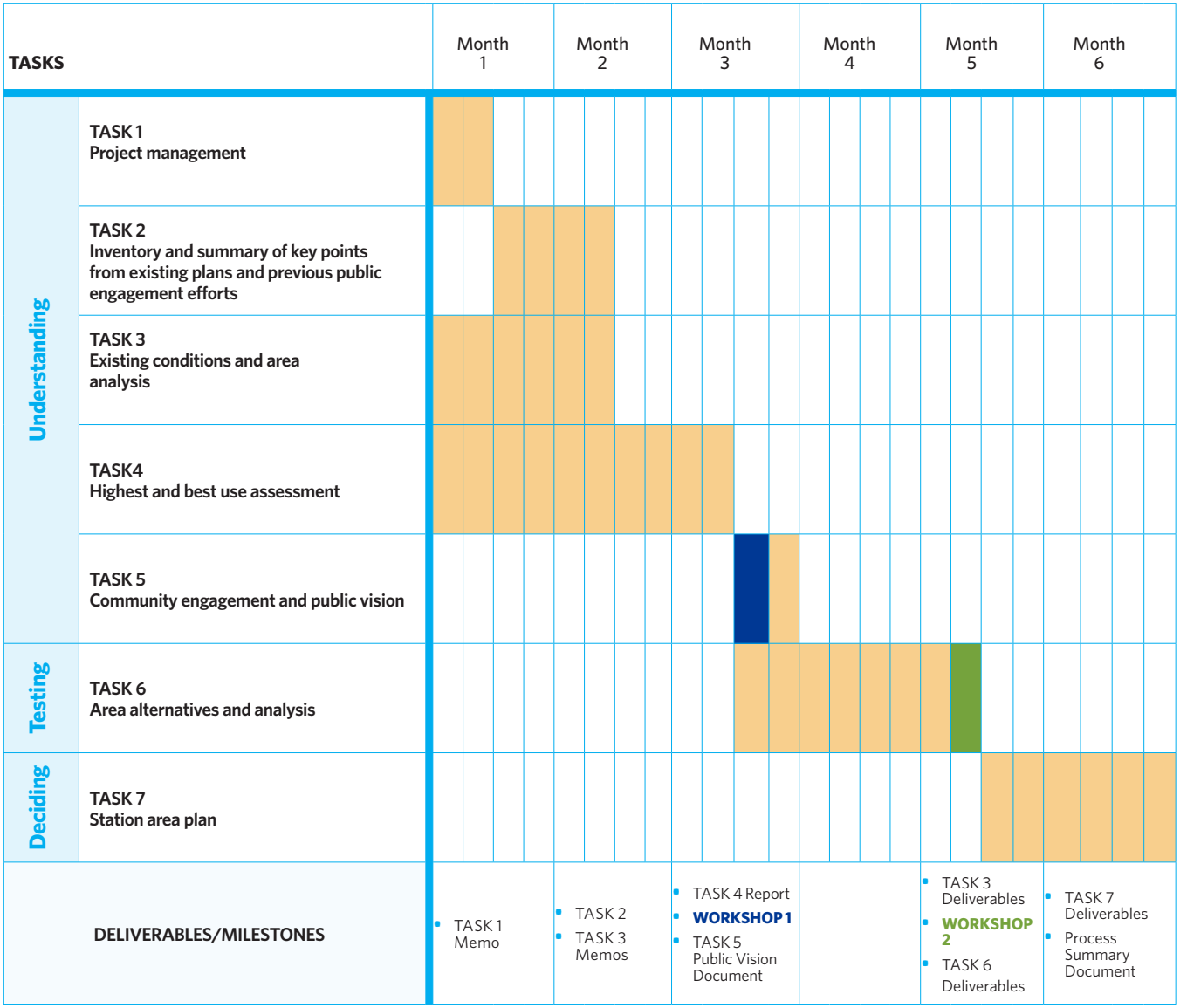
STAKEHOLDERS

- Steering Committee
- UTA Leadership
- Property and Business Owners
- Local Residents and Councils
- Community
- RDA Leadership
- Greyhound Bus Operations
- Steering Committee
  - SLC Planning Division
  - SLC Transportation Division
  - SLC Housing and Neighborhood Development
  - SLC Parks and Public Lands

Final Presentation for Workshop 2

Workshop 2 Location

Meeting with the Steering Committee



PLANNING PROCESS

Workshop 1: Understanding

- Day 1: Kickoff Meeting (Steering Committee)
- Day 2/3:
  - Stakeholder Meetings
  - Planning Meeting
  - City Council Workshop
- Day 4: Presentation

Workshop 2: Testing

- Day 1 : Kickoff Meeting/ Process to Date
- Day 2: Stakeholder Meetings
- Day 3: Workshop and Open House
- Day 4: Final Presentation

DESIGN PRINCIPLES

CHARACTERISTICS

Great transit neighborhoods contain many of the following characteristics:

Connected

- Walkable neighborhood, short walk to open space
- Improve connectivity between Downtown and West Salt Lake City

Value

- Daily needs and amenities provided for current residents
- Address the need for housing, and housing choices for all

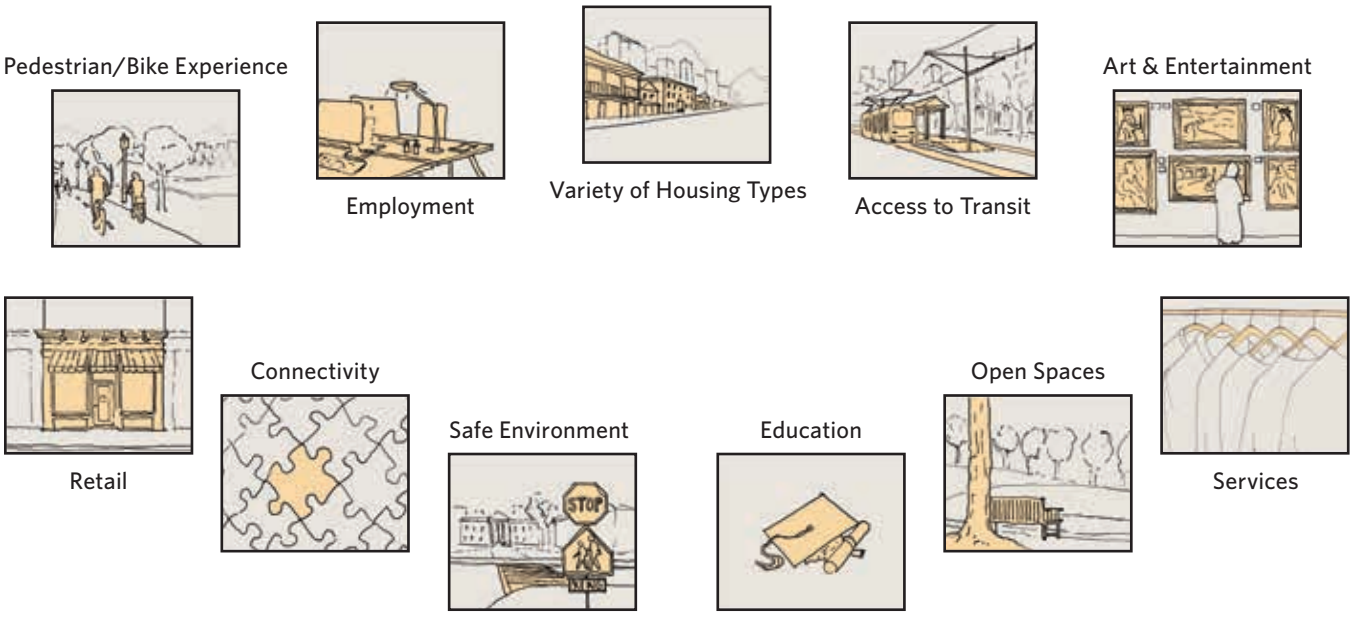
Transit

- Locate density and intensity at transit nodes
- Improve the UTA rider experience to increase ridership, attract more people to the neighborhood

ESSENTIAL ELEMENTS

- Mixed-Use
- Diversity of Housing Types and Prices
- Dense with proximity to Open Space

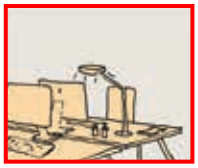
The Components of a Complete Neighborhood



Components above identified in PlanSLC

What's lacking or an underused asset in the Central Station Area?

Pedestrian/Bike Experience



Employment

Variety of Housing Types

Access to Transit

Art & Entertainment

Retail

Connectivity

Safe Environment

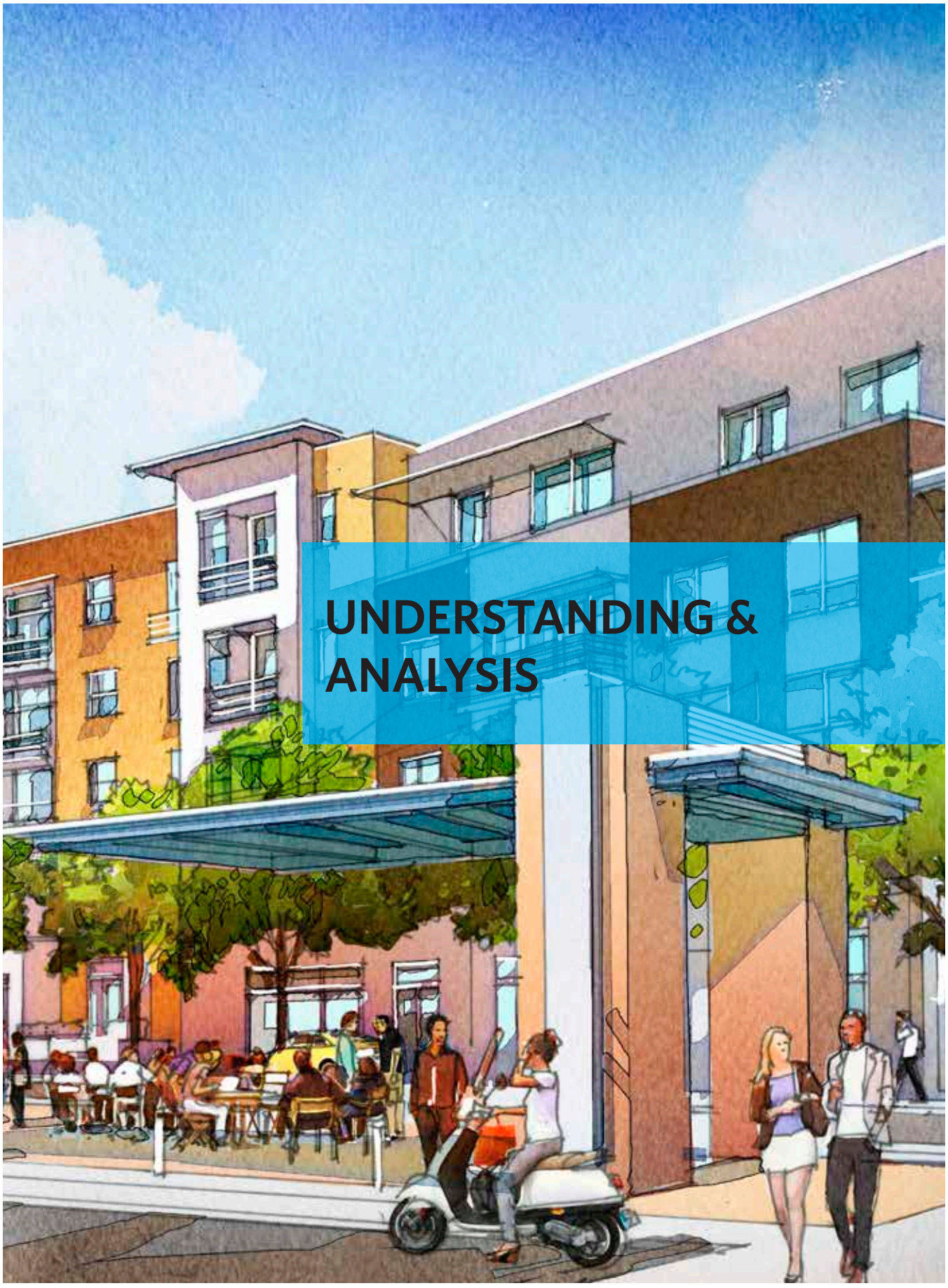
Education

Open Spaces

Services

UNDERUTILIZED ASSET

ASSET NOT REPRESENTED IN THE CENTRAL STATION AREA



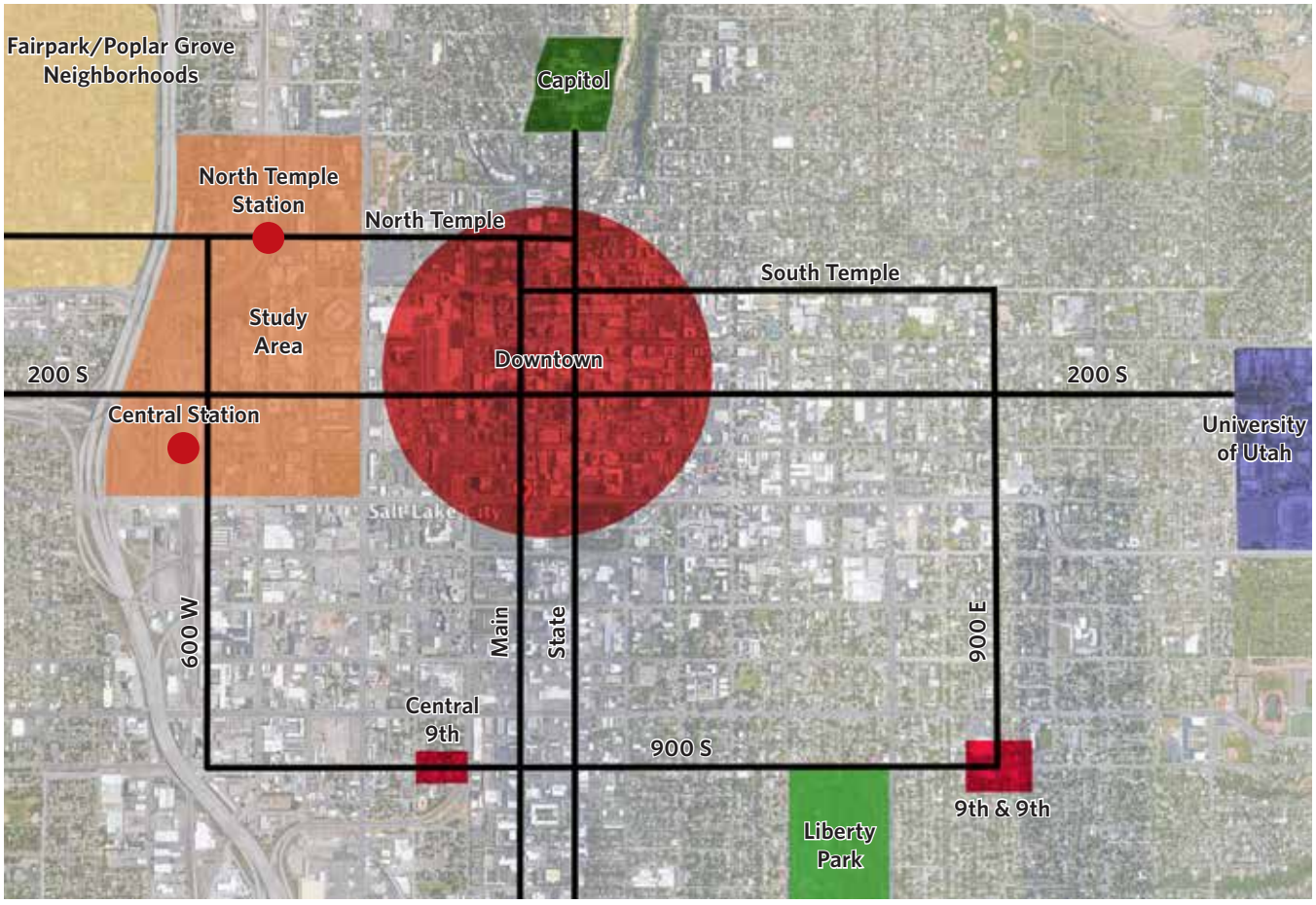
UNDERSTANDING & ANALYSIS

THE NEIGHBORHOOD

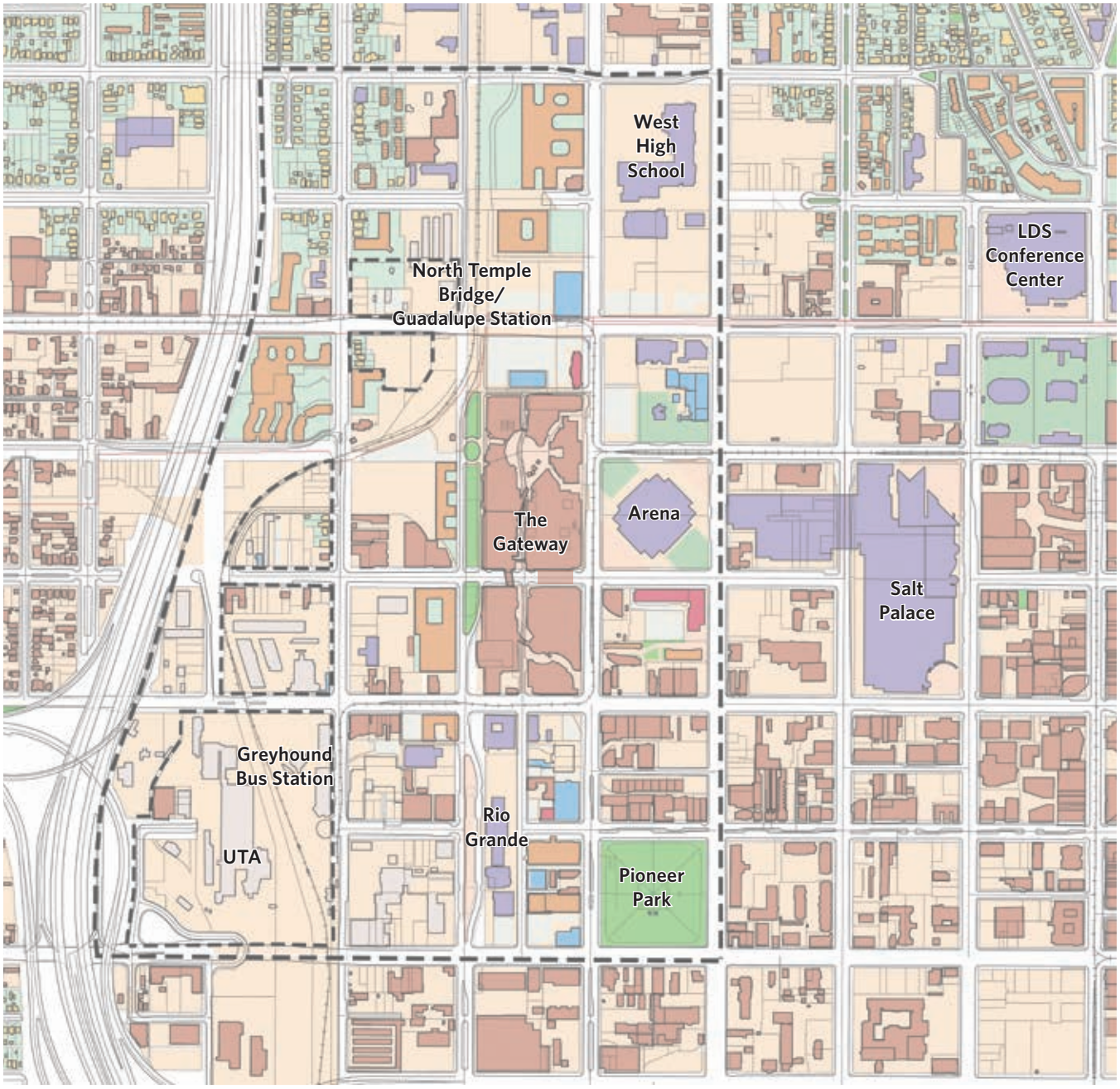
The Central Station Area of Salt Lake City

The Central Station neighborhood is a short walk from Downtown, and contains the two major commuter rail stations that serve downtown Salt Lake City. In addition, these stations are also major hubs for connectivity to greater Salt Lake City and the region through Utah Transit Authority (UTA) Commuter Rail, Light Rail and Buses. National connectivity is achieved through the neighborhood's Greyhound and Amtrak stations as well as the North Temple Bridge/Guadalupe Station to the Salt Lake International Airport.

The neighborhood contains several city landmarks including two historical station buildings, the Arena, and the Gateway Center. The site is also home to many existing businesses, key residential properties, and the headquarters for UTA.



The regional context



Existing Property and Land Use

USE

- MIXED-USE /COMMERCIAL BUILDING
- NON-RESIDENTIAL LAND
- RESIDENTIAL SINGLE-FAMILY BUILDING
- RESIDENTIAL MULTI-FAMILY BUILDING
- RESIDENTIAL LAND
- INDUSTRIAL BUILDING
- PARKING LOT
- OFFICE
- HOTEL
- INSTITUTIONAL BUILDING
- OPEN SPACE

PREVIOUS PLANNING AND UPCOMING DEVELOPMENT PROJECTS

SPECIFIC DEVELOPMENT EFFORTS WITHIN THE DISTRICT

This site has many key planning efforts underway that will make a substantial impact on the sense of place for the neighborhood.

Hardware Village
A high-density residential neighborhood adjacent to the North Temple Station and West High School.

630 W North Temple
Renovation of a historic brick building on North Temple.

Gateway Reinvestment
Re-investment in the Gateway Center, including new public space improvements and a richer mix of uses.

Wood Partners Gateway
A new, high-density residential property.

Paper Box Redevelopment
A new, mixed-use property on a former industrial site. The project includes the introduction of a mid-block connection, which is a key recommendation of PlanSLC.

Centro Civico Senior Housing
A new, residential property in the district.

UTA Clean Fuels Center
A new office building and fuels center for UTA. This project includes renovation of a landmark historic brick warehouse, and creates opportunity to redevelop the existing bus garage located at 200 South and 600 West

Station Center Redevelopment Plan
A new transit-oriented neighborhood between the UTA Central Station and the historic Rio Grande station building. The neighborhood plan is for mixed-use, including ground-level retail, a new market, a museum, and office space.

GENERAL/DOWNTOWN PLANS REVIEWED

- 2017 Action Plan
- Downtown Community Plan
- Plan Salt Lake
- Depot District Redevelopment Project Area Plan
- North Temple Boulevard Master Plan

SMALL AREA PLANS RELATED TO THE SITE REVIEWED

- Station Center Design Standards and Guidelines
- Depot District Development Plan
- Creating an Urban Neighborhood

TRANSIT/TRANSPORTATION PLANS REVIEWED

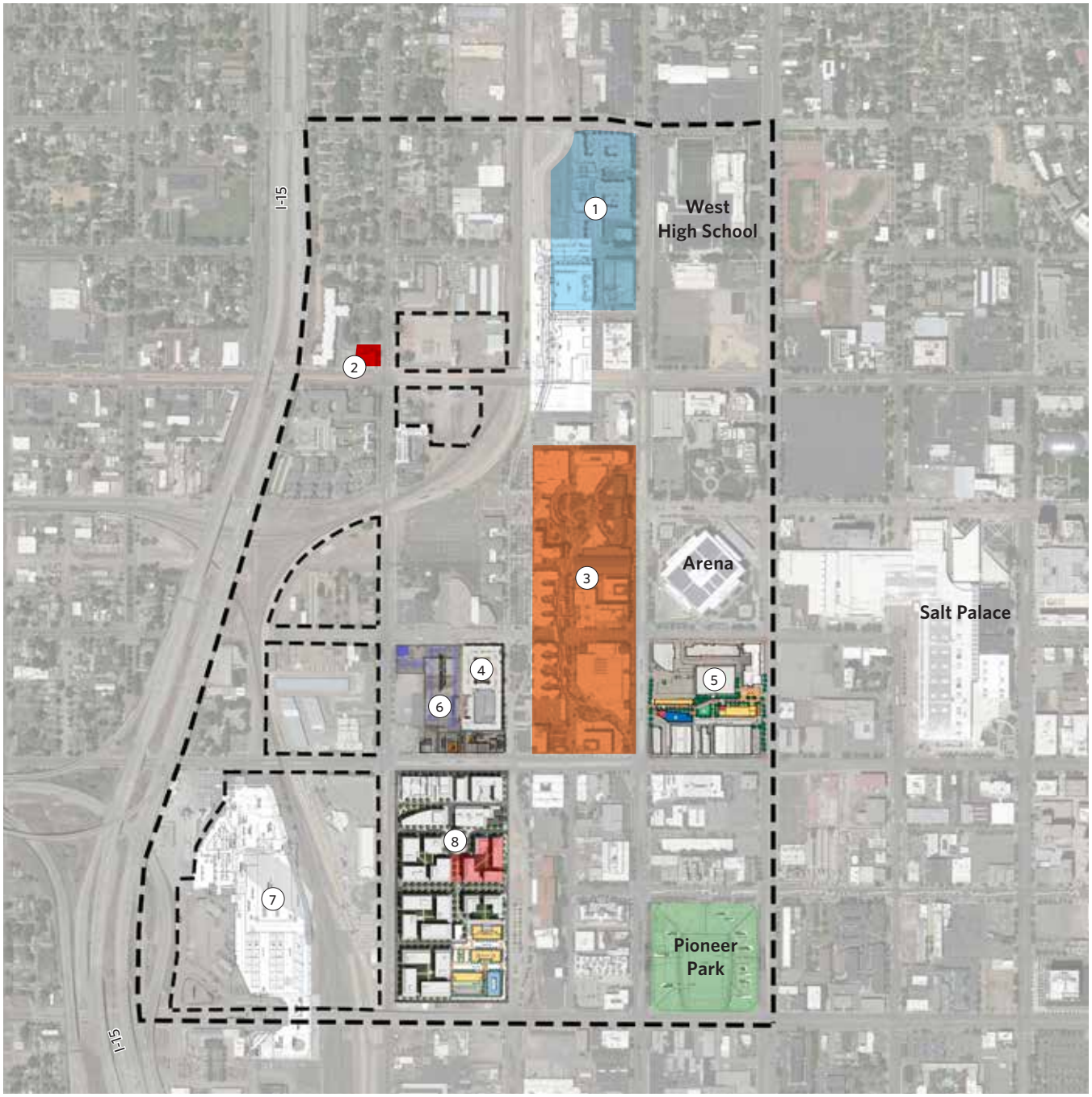
- 300 North RR Bicycle and Pedestrian Bridge
- Salt Lake City Transit Master Plan
- Salt Lake City Downtown Transit Study Streetcar Concept Design Set
- Salt Lake City Pedestrian and Bicycle Master Plan
- Complete Streets Ordinance

STREETSCAPE AND PARK PLANS REVIEWED

- Station Center — Streetscapes
- Pioneer Park Master Plan Assessment

HOUSING PLANS REVIEWED

- Growing SLC: A Five-Year Plan



Upcoming Projects in the Neighborhood

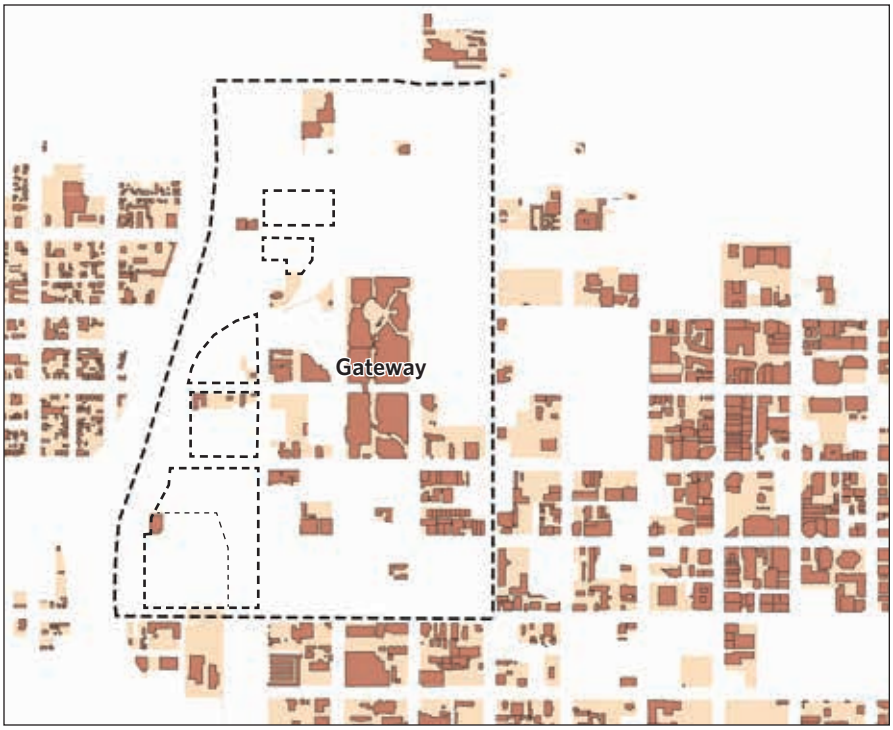
PROJECTS

1. HARDWARE VILLAGE
2. 630 WEST NORTH TEMPLE RENOVATION
3. GATEWAY REINVESTMENT
4. WOOD PARTNERS GATEWAY
5. PAPER BOX REDEVELOPMENT
6. CENTRO CIVICO SENIOR HOUSING
7. UTA CLEAN FUELS CENTER
8. STATION CENTER REDEVELOPMENT PLAN

EXISTING CONDITIONS

Building Footprints

Highways, such as I-80 and I-15, and railroad lines clearly divide the larger scale buildings of downtown from the residential neighborhoods to the north and west. The block structure quickly breaks down in much of the study area.



Commercial Uses

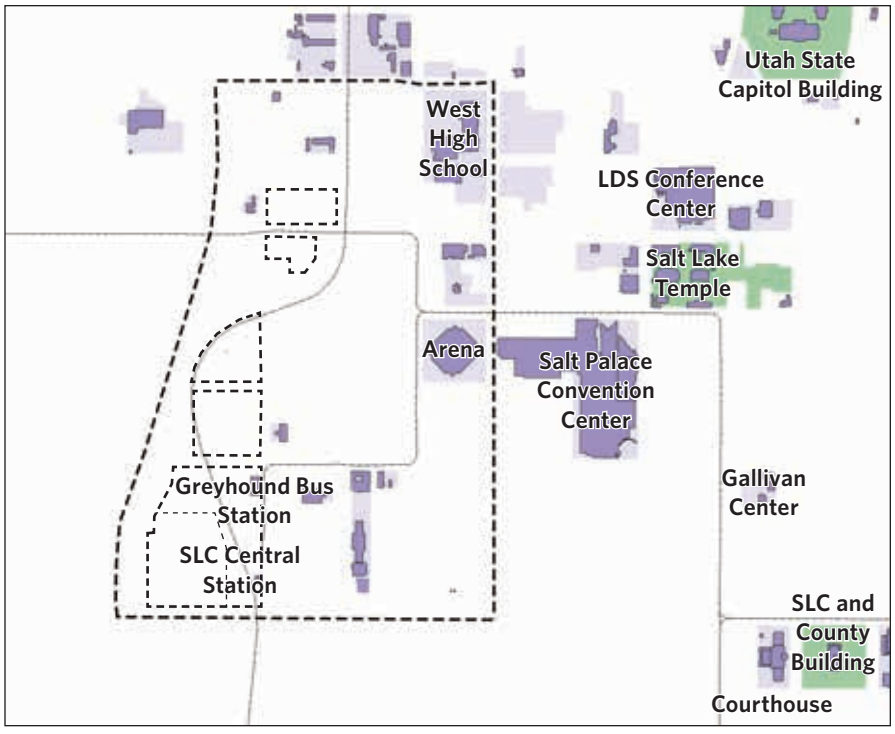
The Gateway is the retail core of the study area, but there are restaurants and smaller footprint commercial buildings within the study area. While there are commercial uses both to the west and in downtown to the east, the former is mostly stand-alone commercial, and the latter is mixed-use.

Industrial Uses

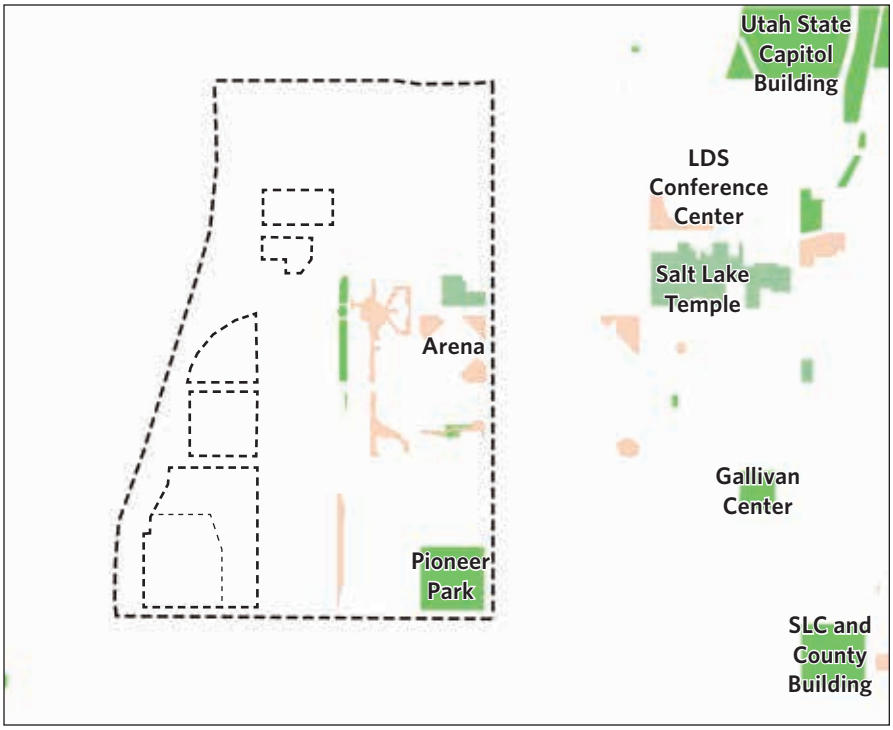
Industrial uses are clustered around transit hubs, such as the Greyhound Bus Station and the Central Station. These uses further separate the western neighborhoods from downtown.

Civic and Institutional Uses

The major civic and institutional uses of Salt Lake City, such as the Capitol, Salt Lake Temple, and conventions centers are outside of the study area, but both current and former transit centers are important assets to the neighborhood.

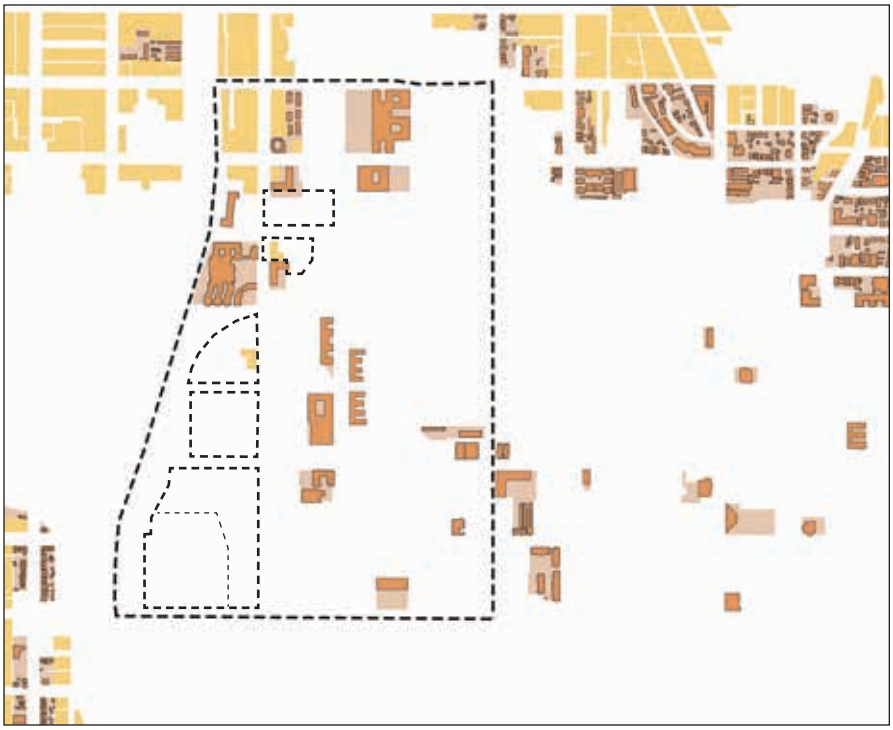


EXISTING CONDITIONS



Open Spaces

The neighborhood lacks open space, especially green open space. The largest green space within the study area is Pioneer Park in the southeast corner, while most other open spaces are hardscaped and adjacent to the Gateway and the arena.



Residential Uses

Single-family neighborhoods comprise most of the city fabric north of downtown, with multi-family acting as a transition. This diagram clearly shows a lack of multi-family close to downtown and no unified pattern of multi-family neighborhoods.

SINGLE-FAMILY RESIDENTIAL

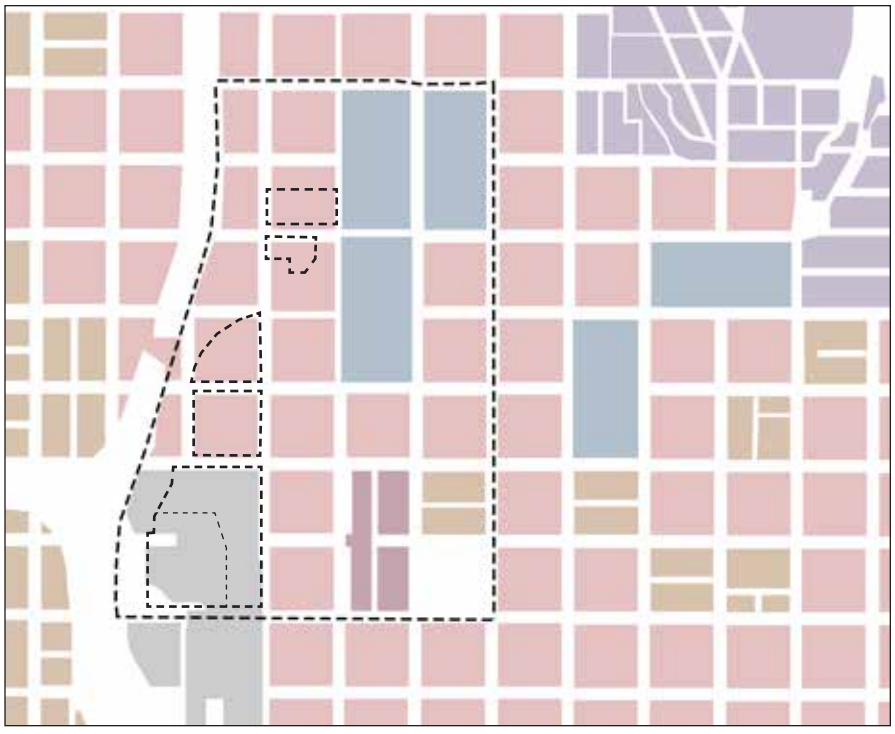
MULTI-FAMILY RESIDENTIAL

Thoroughfares

The neighborhood is well connected to the downtown grid. However, I-15 is a barrier to the west. The only east-west at grade thoroughfare in the study area is 200 S, creating a major connectivity problem for western Salt Lake City. This lack of connectivity can make it difficult to access the area from the west, which is exacerbated by frequent and sometimes prolonged interruptions due to freight and commuter rail traffic.

Blocks

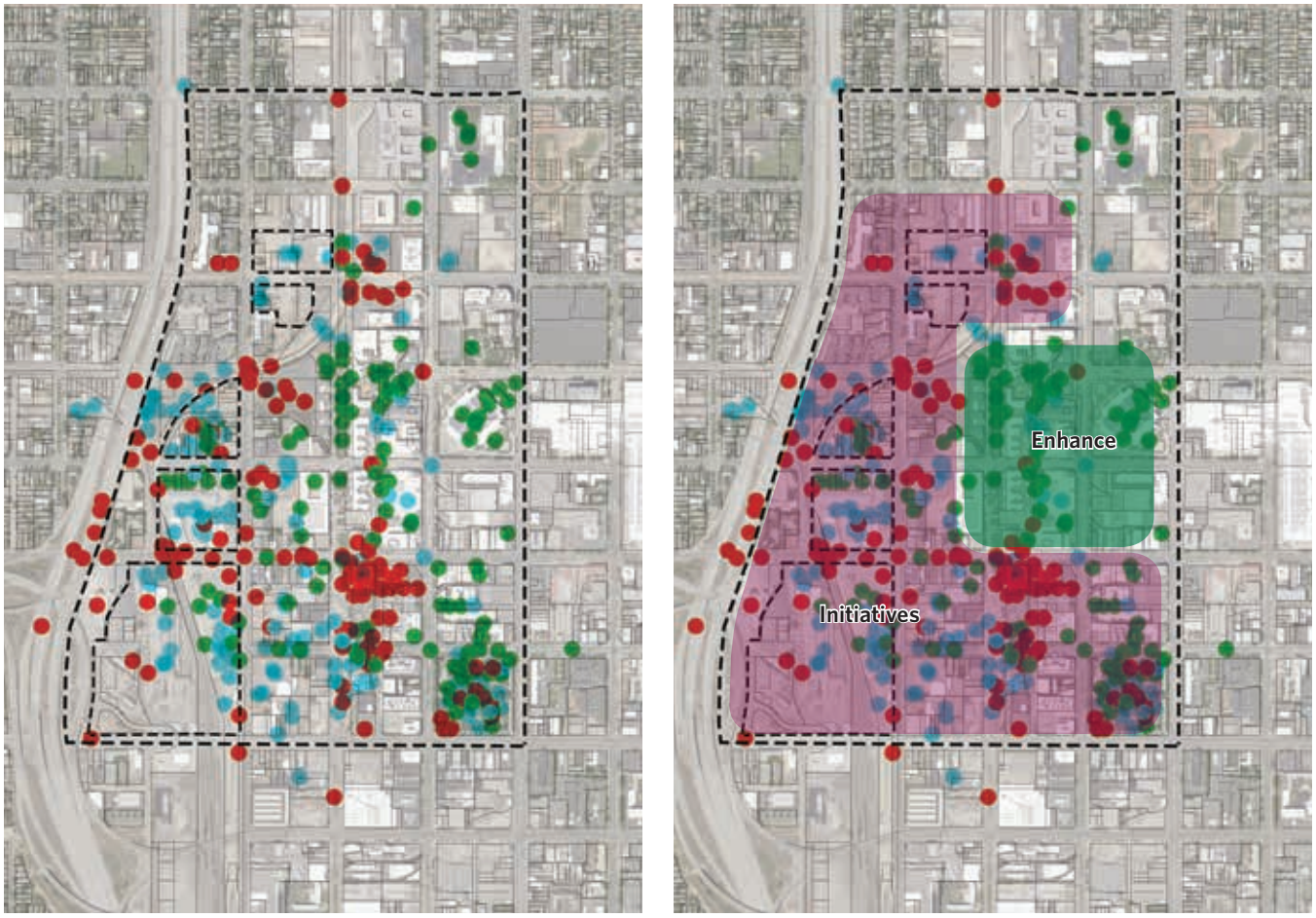
The large Salt Lake City block is often an impediment to walkability. Moreover, the study area includes many double blocks, which puts pressure on the streets that do connect through to provide a comfortable walking experience.



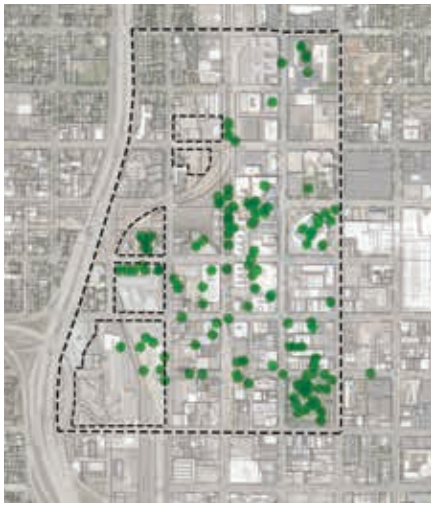
WHAT WE HEARD

WE ASKED 3 QUESTIONS

1. What are the strengths of the sites? Neighborhood?
2. What are the weaknesses of the sites? Neighborhood?
3. What are the opportunities of the sites? Neighborhood?



Mapping Strengths, Weaknesses, and Opportunities
When superimposed on a single drawing it becomes clear which neighborhood weaknesses also represent opportunities. These areas receive the most focus during the testing workshop and are labeled initiatives. Strengths of the neighborhood are not forgotten but instead are enhanced so that whatever assets they already possess can be enhanced.

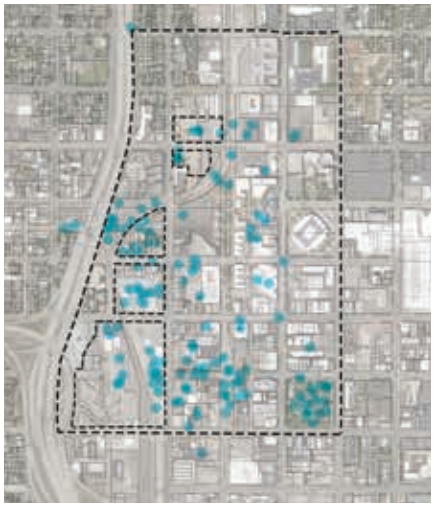


Strengths

- Rich density of transit access, among best in the region
- Opportunity for new development
- Historic significance and landmarks (Rio Grande Depot, Union Pacific Depot)
- Unique character and sense of place
- Arts and creative industries (urban farm, arts uses, music)
- Gateway Center and theaters
- Community arts and entertainment venues
- Arena and destination events
- 500 W park blocks (north of 200 S)
- Pockets of vitality

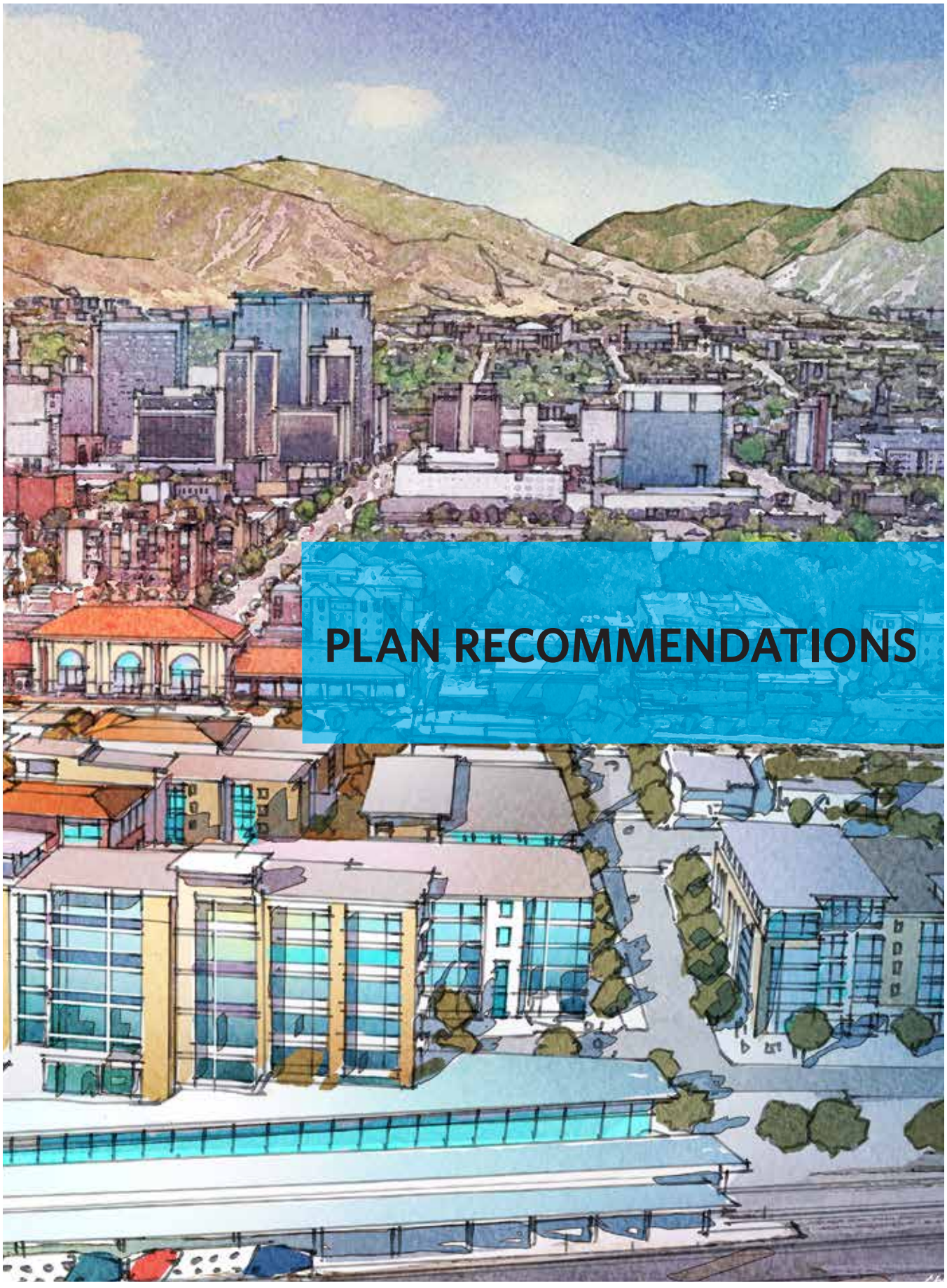
Weaknesses

- Barriers to connectivity (I-15, Rail crossings, and Rio Grande Depot)
- Lack of connections to Downtown and western neighborhoods
- Issues related to homelessness
- Recent history of drug use and paraphernalia
- Perception that this is not a safe area
- Not enough shade and green, as well as poor air quality along I-15 corridor
- Empty lots and dead areas with no activation
- Lack of neighborhood serving amenities (food and conveniences)
- Existing condition of 200 S (poor walkability and lack of green space)
- Lack of activity around North Temple and Central Stations



Opportunities

- Build on the arts and culture and maintain a unique district/destination
- Provide thoughtful open space and programming for a growing area
- Continue to address homelessness
- Improve stations and the transit experience; add density near transit nodes
- Create a great place for bikes and pedestrians
- Address the need for housing and housing choices
- Improve the feeling of safety in the neighborhood; increase the vibrancy
- Build/connect to the Folsom Trail and beyond
- Connect 500 W to the north
- Add value amenities and retail/commercial



PLAN RECOMMENDATIONS

PRECEDENTS

Great transit centers are a key element to a thriving urban community. For years, transit centers have reflected a city's identity as they have welcomed visitors, pedestrians, and commuters, connecting them to the city and the greater region. Salt Lake Central Station has the opportunity to achieve this level of monumentality through the careful consideration of successful and relevant precedents.

1. Sense of Arrival
Tall and well lit spaces welcome pedestrians arriving to and departing from the city. People should be able to easily navigate the station through high quality wayfinding signage.

2. Comfort and Experience
In addition to well designed spaces, amenities such as seating and protection from the elements should be provided.

3. Connectivity
Great transit stations should be easily accessible to pedestrians from the adjacent neighborhood, and integrated into the urban fabric. Transferring to light rail, commuter rail, and buses should be an effortless experience.

4. Vertically Mixed and Integrated Uses
Vertically mixed and integrated uses increase the financial viability of a transit center. Office and residential uses also create a vibrant and safe environment for the center.

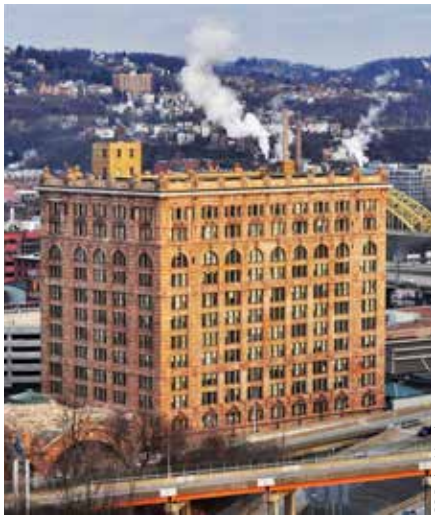
GREAT TRANSIT STATION CHARACTERISTICS

- Sense of Arrival
- Comfort and Experience
- Connectivity
- Vertically mixed and integrated uses


CC Jens Fricke

CC Mobilus in Mobili


CC Mark Hogan


CC Pedro Mendes

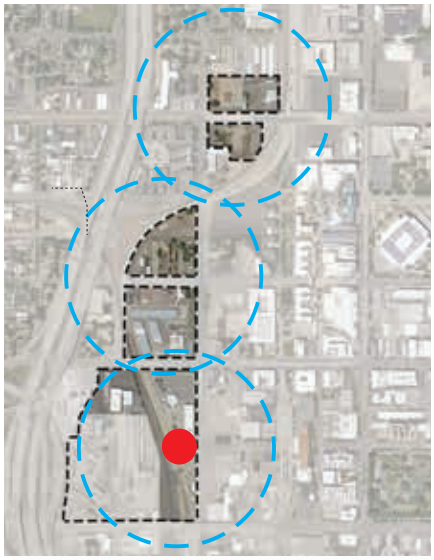
GREAT NEIGHBORHOOD CHARACTERISTICS

- Safe environment that provides opportunities for social interaction
- Promote parks, natural lands, green-ways, and other public spaces
- Provide vibrant, diverse, and accessible artistic and cultural resources
- Balanced, with access to all

DESIGN FRAMEWORK

The Framework Study organizes the basic elements of neighborhood design which are blocks, thoroughfares, and open spaces. This clearly delineates how to orient buildings, which thoroughfares are more important than others, and how open spaces can be designed so they form networks that are easily accessible to pedestrian, cyclist, and motorist. Particular attention was paid to properties owned by UTA and the RDA as they are key sites within the neighborhood and are critical to the following objectives:

- Creating density and a mix of uses around transit stops
- Bridging the gap between downtown and the western neighborhoods
- Planning mid-block connections, which reduces walking distance



1. North Temple TOD

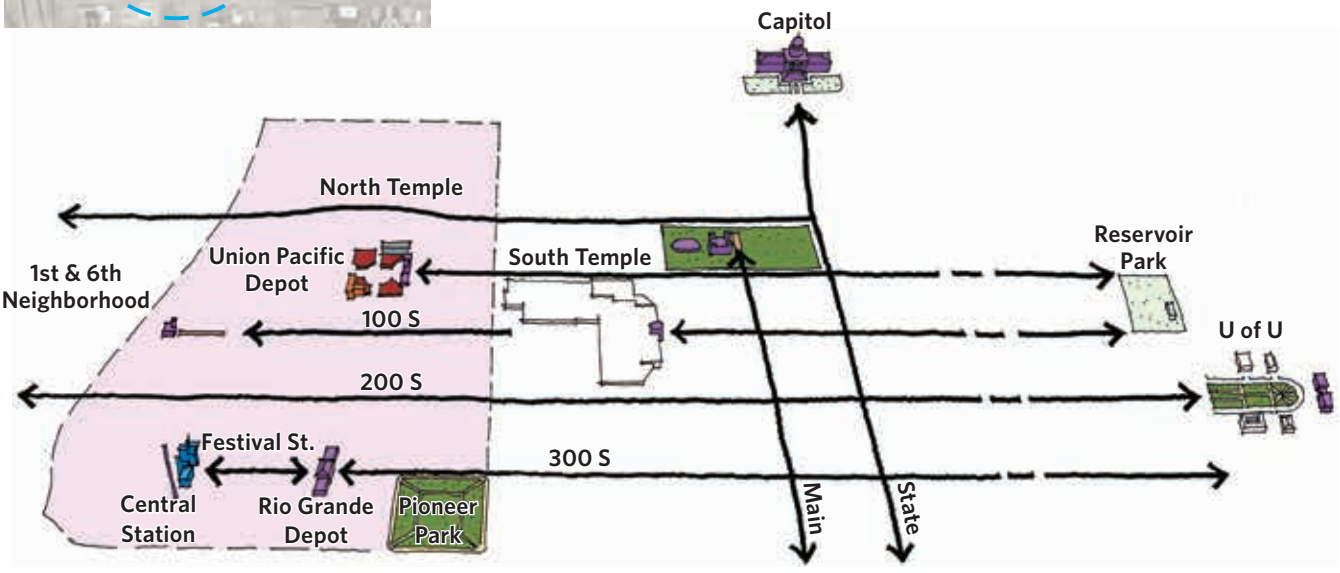
- High-density residential neighborhood

2. 1st & 6th Neighborhood

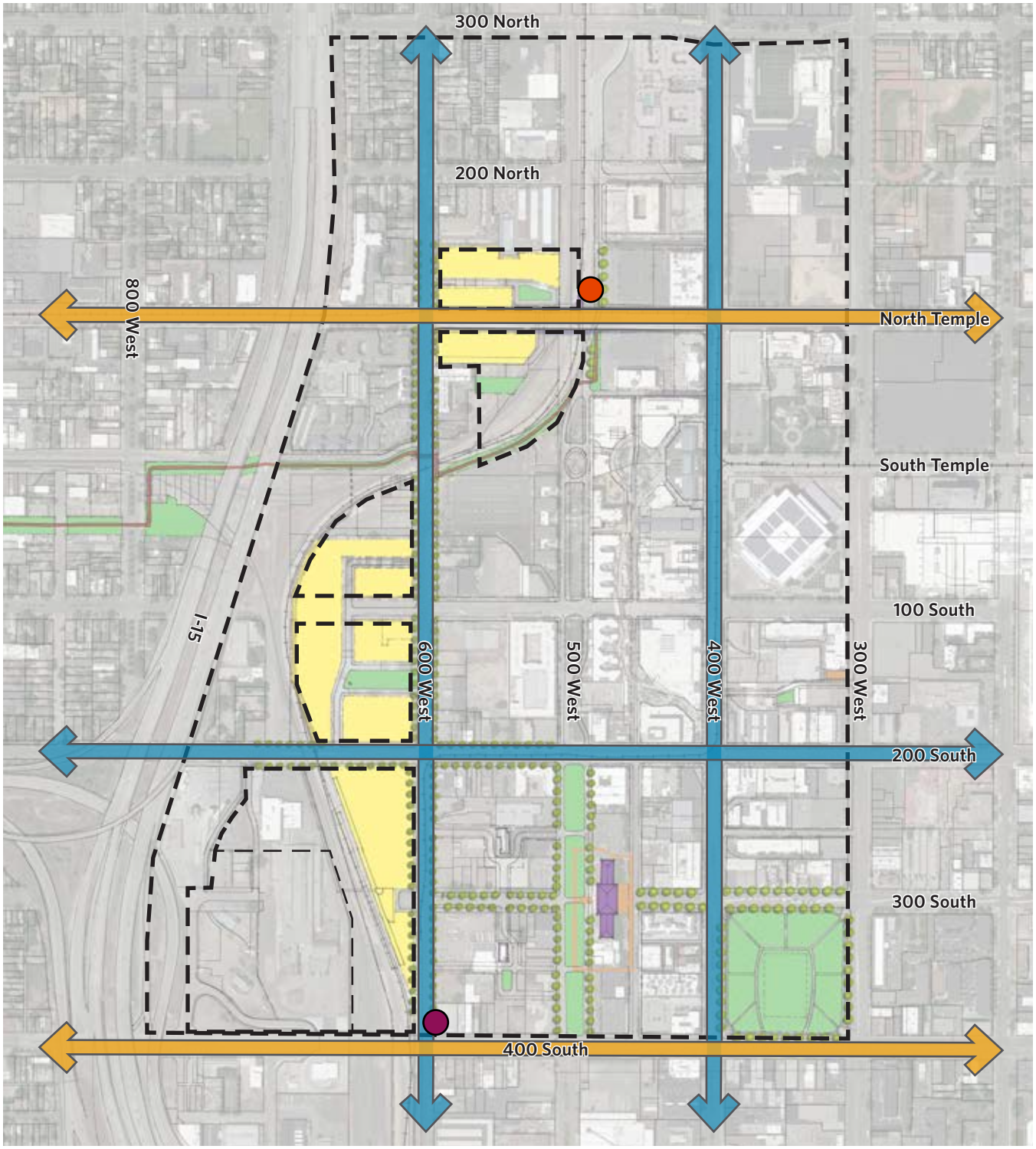
- Mid-density mixed-use neighborhood

3. Central Station TOD

- High-density office and residential neighborhood focused on transit



Regional Framework Study



Key Connections Through the District

VERTICAL CONNECTION (BRIDGE TO GRADE)

POTENTIAL VERTICAL CONNECTION

AT GRADE CONNECTION

BRIDGE CONNECTION

INITIATIVES TO STUDY

Based on feedback from the stakeholders and City Staff, the following initiatives were reviewed and identified to support the neighborhood in the Neighborhood Context Area, and to catalyze the development proposed for the Primary Study Areas.

1. Primary Study Areas

A. Improve North Temple Station Area

B. Develop RDA and UTA blocks (1st and 6th neighborhood)

C. Develop Central Station Area

2. Neighborhood Context Areas

D. Address programing, homelessness issue, and aesthetics at Pioneer Park

E. Pursue connection at Rio Grande Depot

F. Develop the 500 West park blocks and Station Center

G. Improve 200 South

H. Improve 600 West

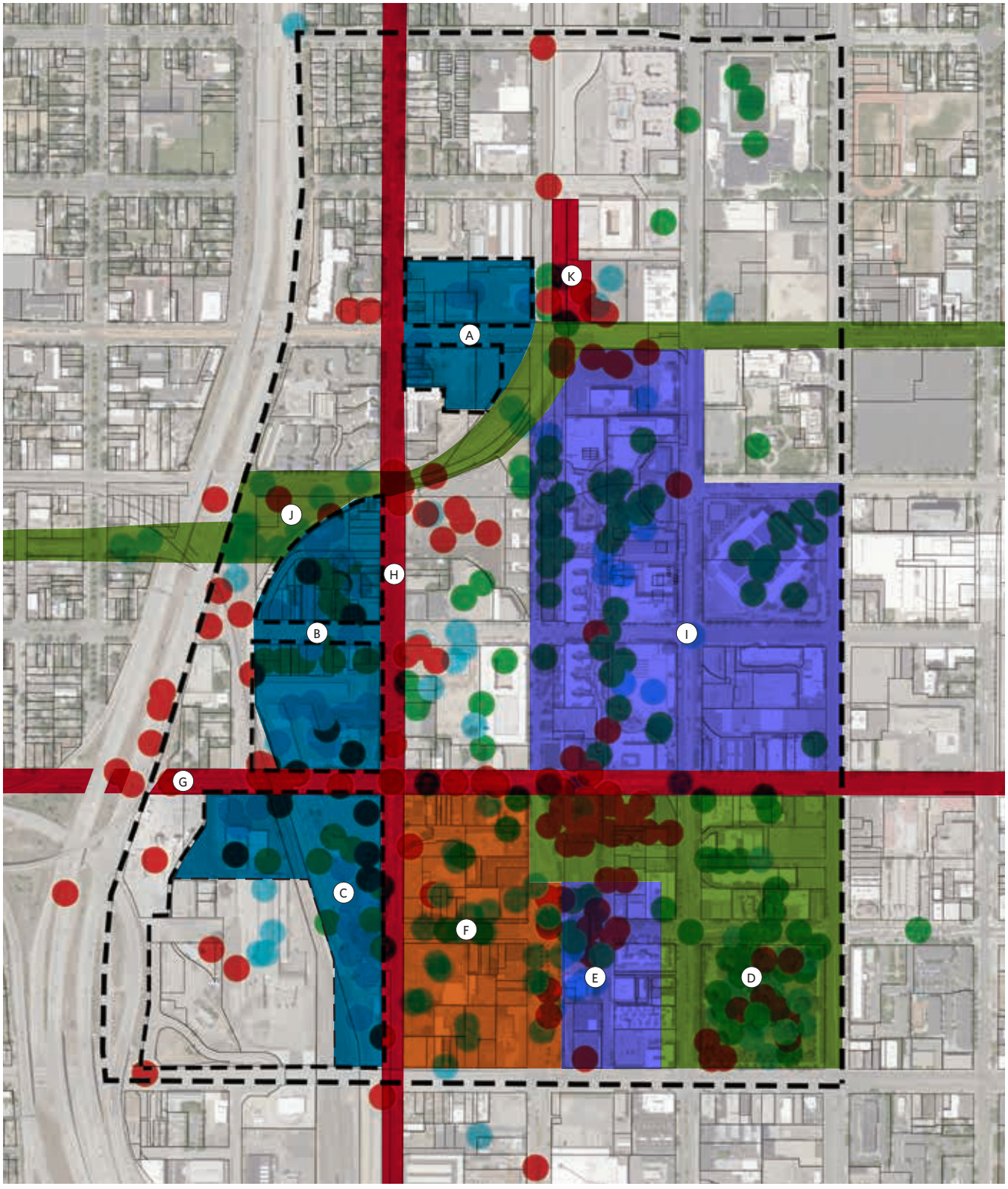
I. Enhance Arena and Gateway neighborhood

J. Build and connect to the Folsom Trail

K. Improve 500 West connector under North Temple

UTA owned site by North Temple Station

Renovation at North Temple and 600 W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PRIMARY STUDY AREAS

NORTH TEMPLE STATION AREA

These UTA-owned sites are approximately 7 acres and are bisected by the North Temple Street viaduct. This is an ideal location for high-density multi-family development next to the North Temple Station and the North Temple Bridge/Guadalupe Station. The site could be developed in 0 to 3 years.

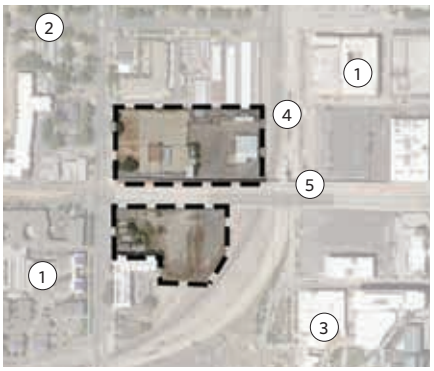
- Process: Partnership between UTA and developer
- Future Obstacles: Utility locations and a billboard that makes redevelopment more cost-prohibitive

SIGNIFICANT LANDMARKS

1. MULTI-FAMILY RESIDENTIAL
2. SINGLE-FAMILY RESIDENTIAL
3. THE GATEWAY
4. NORTH TEMPLE STATION
5. NORTH TEMPLE BRIDGE/GUADALUPE STATION

PROGRAM

- 500+/- Multi-Family Units
  - .85 Parking Spaces / Unit
- 5,000+/- SF of Retail



North Temple Station Study Area

Proposed North Temple Station Area

USE

- MULTI-FAMILY (5 STORIES)
- COMMERCIAL (GROUND LEVEL RETAIL)
- CIVIC

SIGNIFICANT LANDMARKS

1. FOLSOM TRAIL
2. NORTH TEMPLE COMMUTER RAIL STATION
3. NORTH TEMPLE LIGHT RAIL STATION
4. STAIRCASE
5. NORTH TEMPLE STREET
6. 600 WEST

PRIMARY STUDY AREAS

RDA AND UTA BLOCKS

These UTA and RDA-owned sites are approximately 16 acres and are bisected by 100 South. The area is envisioned as a mid-density mixed-use neighborhood.

- Recommend branding as 1st and 6th neighborhood
- UTA will move its central bus operations and maintenance facility west of Salt Lake Central Station in 3 to 5 years, opening up UTA-owned parcels for development
- Full potential requires willing sellers and partnerships between owners

SIGNIFICANT LANDMARKS

1. MULTI-FAMILY RESIDENTIAL
2. I-15
3. 600 WEST
4. 100 SOUTH
5. 200 SOUTH

PROGRAM

- 500+/- Multi-Family Units
  - 1 Parking Space / Unit
- 5,000+/- SF of Retail
- 35,000+/- SF of Office
- 40,000+/- SF of Cultural

RDA and UTA Blocks Study Area

Proposed RDA and UTA Blocks

USE

- MULTI-FAMILY (4 STORIES)
- COMMERCIAL (GROUND LEVEL RETAIL)
- CIVIC AND/OR CULTURAL (GROUND LEVEL AND 1 STORY STANDALONE)
- OFFICE (4 STORIES)
- ATTACHED SINGLE-FAMILY (3 STORY TOWNHOUSES)

SIGNIFICANT LANDMARKS

1. FOLSOM TRAIL
2. 100 SOUTH
3. 200 SOUTH
4. 600 WEST
5. POTENTIAL CIVIC AND/OR CULTURAL STRUCTURE
6. SUN TRAPP TO REMAIN
7. METRO MUSIC HALL TO REMAIN

PRIMARY STUDY AREAS

CENTRAL STATION AREA

These UTA-owned sites are approximately 15 acres and serve as the transportation hub of Salt Lake City. The area is currently underutilized and provides an opportunity to develop a neighborhood focused on transit. High-density office and residential are appropriate surrounding the station.

- Integration between different forms of transportation important
- Opportunity to anchor the terminus of 300 South
- Extension of TRAX line along 400 South to Central Station is important to increase level of transit service for this neighborhood

SIGNIFICANT LANDMARKS

1. UTA CLEAN FUEL CENTER (UNDERWAY)
2. I-15
3. GREYHOUND STATION
4. UTA FRONTLINES HEADQUARTERS
5. SALT LAKE CENTRAL STATION
6. 400 SOUTH
7. 600 WEST

PROGRAM

- 250+/- Multi-Family Units at Corner
  - .5 Parking Spaces / Unit
- 100+/- Multi-Family Units at Station
  - 0 Parking Spaces / Unit
- 5,000+/- SF of Retail
- 200,000+/- SF of Office
- 100+/- Parking Spaces for Office
- 350+/- Parking Spaces for Park/Ride and/or Potential Office Building

Central Station Study Area

Proposed Central Station Area

USE

- MULTI-FAMILY (# OF STORIES)
- CIVIC (CITY SCALE GROUND FLOOR SPACES)
- OFFICE (10 STORIES)
- PARKING GARAGE

SIGNIFICANT LANDMARKS

1. POTENTIAL LOCATION FOR OFFICE ABOVE/ADJACENT TO GARAGE
2. PROPOSED BICYCLE/PEDESTRIAN CONNECTION
3. GREYHOUND BUS STATION
4. AMTRAK SALT LAKE CENTRAL STATION
5. FUTURE STATION CENTER REDEVELOPMENT PLAN
6. 600 WEST
7. 200 SOUTH
8. 300 SOUTH
9. NEED FURTHER STUDY FOR BUS OPERATIONS. THIS LAYOUT MAY CHANGE IN THE FUTURE

NEIGHBORHOOD CONTEXT AREAS

PIONEER PARK

Pioneer Park is the largest open space within the neighborhood, and was identified as a underutilized asset that presents an opportunity to the community. Enhancements started in the fall of 2018. New improvements to better serve this neighborhood and other surrounding neighborhoods will increase the sense of place and quality of life for the residents, as well as add value to the surrounding properties.

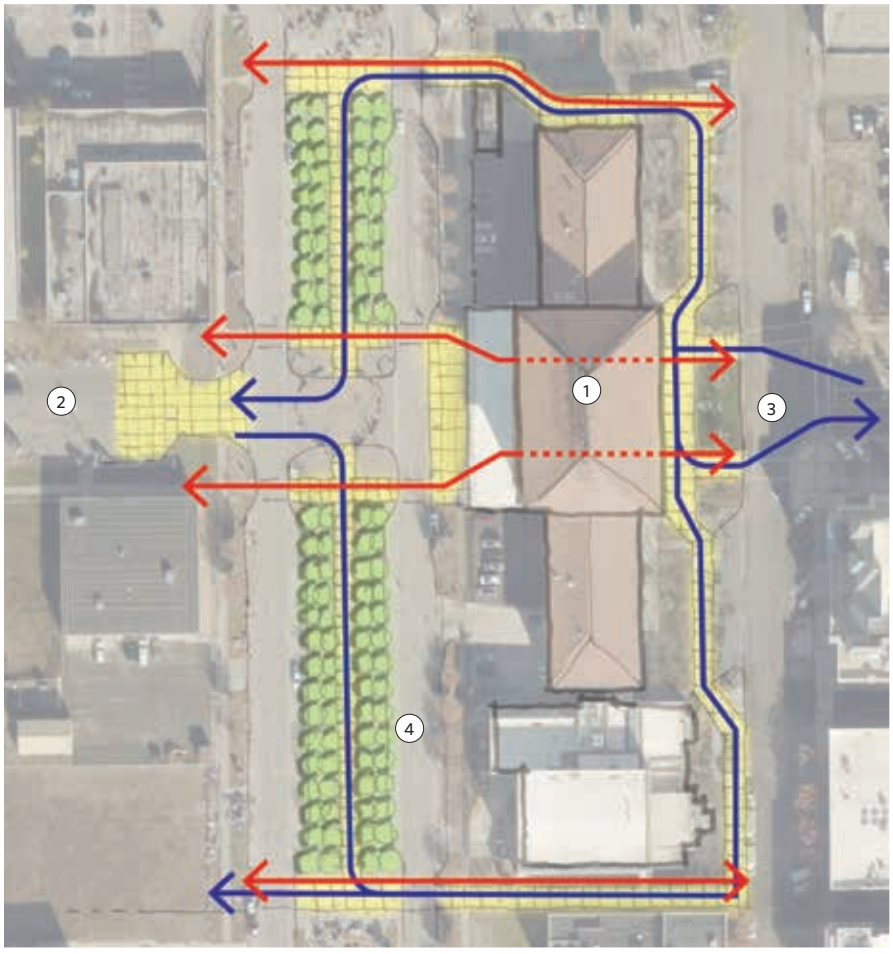
- Homelessness is an issue here; however, this requires ongoing County, City, and Statewide coordination effort
- Construction has begun on multi-purpose field
- Current phase improvements: Fall 2018
- Future phases planning: Fall 2019
- Future phase improvements: 3 to 5 years
- Funding needed for future phases

Pioneer Park in the Master Plan

RIO GRANDE DEPOT CONNECTION

The Rio Grande Depot was originally built in 1910 as a train station for the Denver and Rio Grande Railroad. This beautiful landmark ceased functioning as a passenger rail station in 1999 and is now home to the Utah State Historical Society, Rio Gallery, and the Rio Grande Cafe.

- Critical to connection between Pioneer Park and Station Center
- Multiple connections are recommended



CONNECTION TYPES

- PROPOSED BICYCLE CONNECTIONS
- PROPOSED PEDESTRIAN CONNECTIONS

POINTS OF INTEREST

1. RIO GRANDE DEPOT
2. FUTURE FESTIVAL STREET / 300 SOUTH
3. RIO GRANDE STREET
4. 500 WEST

Connections at Rio Grande Depot

NEIGHBORHOOD CONTEXT AREAS

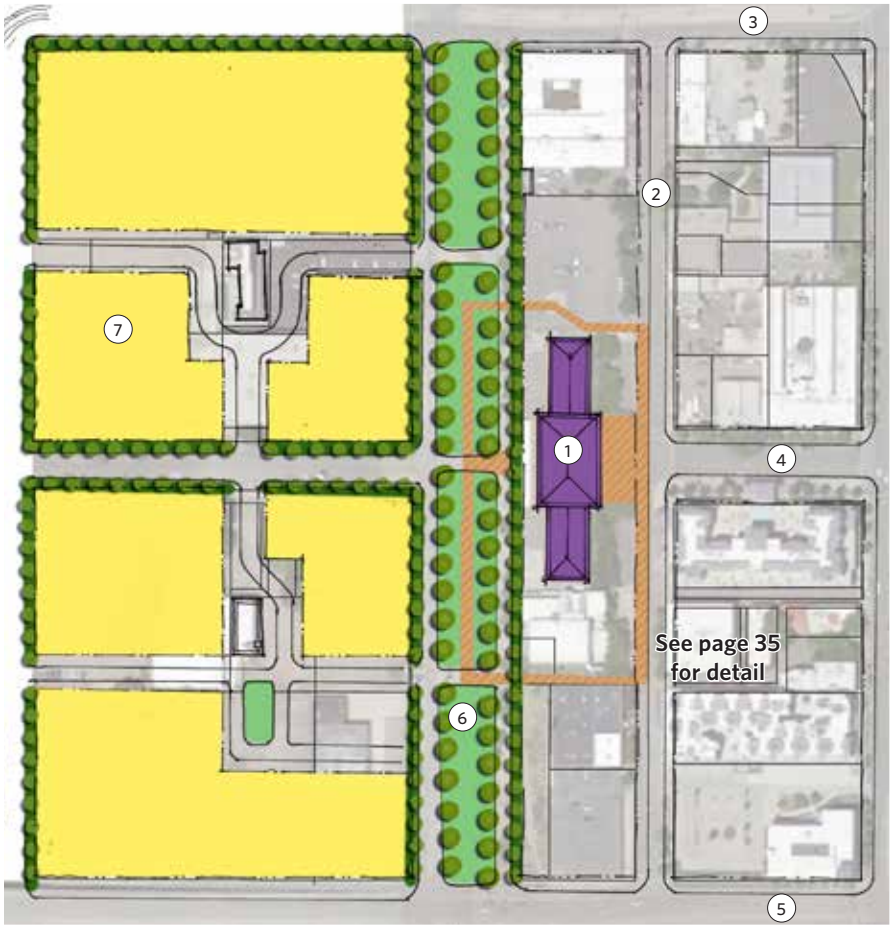
500 WEST PARK BLOCKS AND STATION CENTER

Station Center

The Station Center Blocks, or the area bound by 200 S, 500 W, 400 S, and 600 W, is underutilized today but will become an active neighborhood when the Station Center Plan is realized. The right-of-way on 500 W from 200 S to 400 S will be a key part of this effort.

500 West Park Blocks

- Critical to connection between Station Center and Downtown
- Task force reviewed alternatives for Park Blocks in 2018
- A pedestrian-focused alternative is recommended with an interim, shorter-term solution
- Funding is required for interim phase 1 (green space) and complete phase 2 (road realignment)
- Phase 1 solution in 3 to 5 years and phase 2 complete solution in 5+ years



Park Blocks at Station Center

POINTS OF INTEREST

1. RIO GRANDE DEPOT
2. RIO GRANDE STREET
3. 200 SOUTH
4. 300 SOUTH
5. 400 SOUTH
6. 500 WEST
7. FUTURE STATION CENTER REDEVELOPMENT PLAN

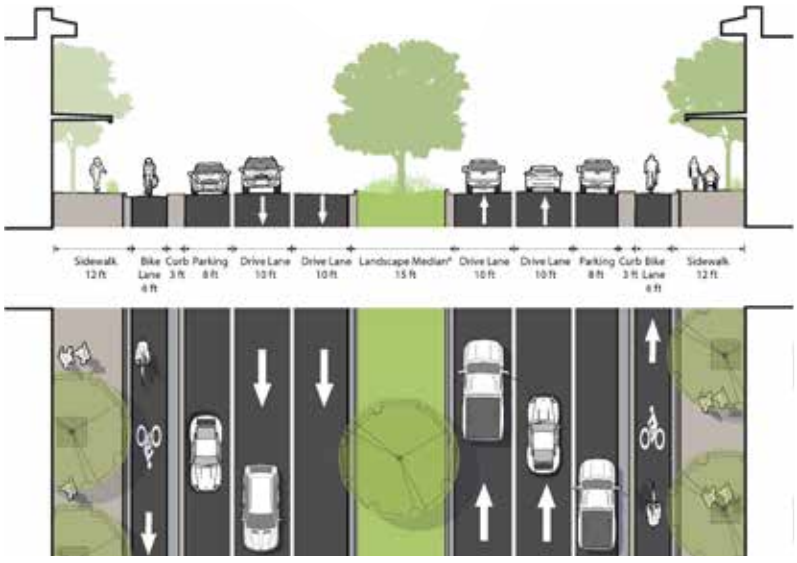
200 SOUTH IMPROVEMENTS

This road is a key connector between Downtown, the study area, and West Salt Lake. However, this street would benefit from a green, more walkable environment. These recommendations should be timed to sync with adjacent development.

- Critical connector between western neighborhoods and Downtown, especially crossing I-15
- The geographic center of this neighborhood
- Requires pedestrian and open space improvements

Existing

- Lack of street tress
- Very little green space
- Intermittent sidewalks



Proposed

- Landscape median
- Street trees in grates
- On-street parking with bike lane

NEIGHBORHOOD CONTEXT AREAS

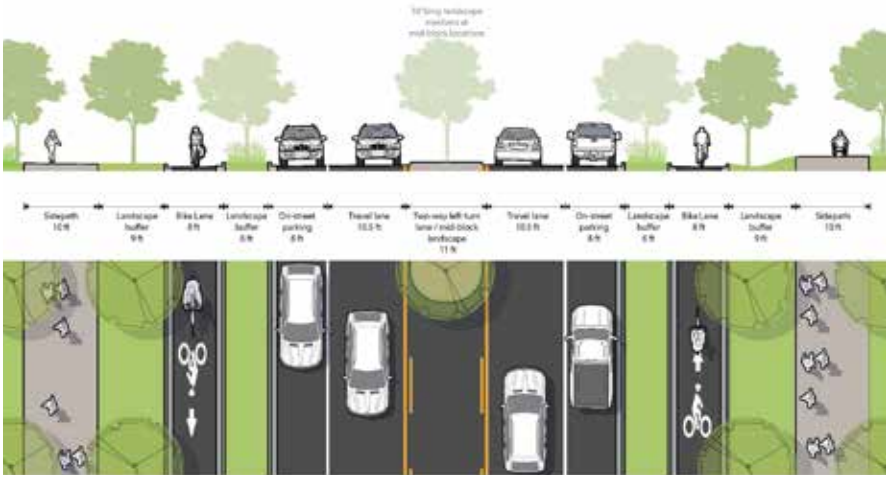
600 WEST IMPROVEMENTS (NORTH OF 200 S)

This major north-south connection, which runs the entire length of the study area, was studied in two typical locations. This particular area is the center of a residential neighborhood and would be a key catalyst in the development of a new, 1st & 6th neighborhood center.

- Design to be led by the City
- Implementation needs to be timed with 1st & 6th neighborhood
- Phasing 4 to 5 years
- Funding needs to be secured

Existing

- Excessive paving width
- Lack of green space
- Too wide for pedestrians to cross



Proposed

- Appropriate paving width
- Increased amount of street trees
- Separate bike lanes that are safer for cyclists

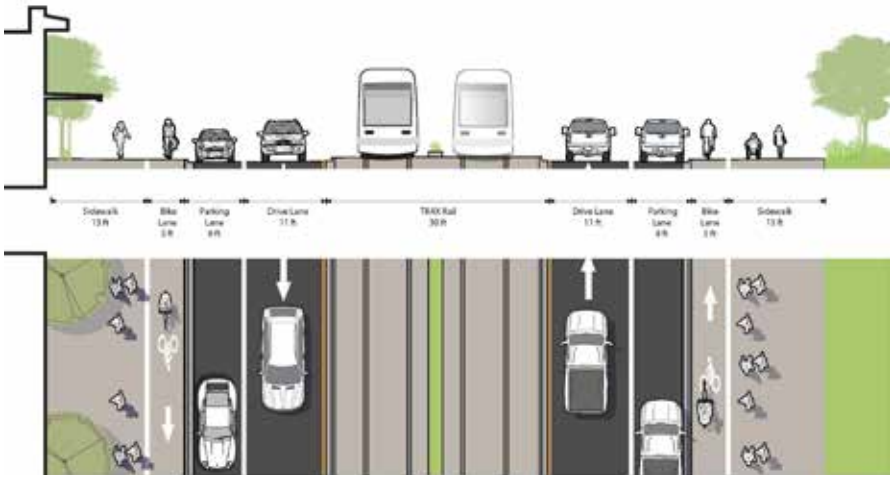
600 WEST IMPROVEMENTS (SOUTH OF 200 S)

This major north-south connection, which runs the entire length of the study area, was studied in two typical locations. This page describes a section that has a TRAX rail in the center of the right-of-way.

- Design to be led by the City
- Implementation needs to be timed with Central Station development
- Phasing 4 to 5 years
- Funding needs to be secured

Existing

- Intermittent on-street parking
- Complete lack of green space
- Narrow sidewalks



Proposed

- Consistent on-street parking
- Increased amount of street trees
- Wider sidewalks

NEIGHBORHOOD CONTEXT AREAS

FOLSOM TRAIL

This proposed trail is a key connection across the city. An abandoned rail right-of-way will be converted to a 2-mile bicycle and walking trail that will serve as an amenity for Salt Lake City as a whole, connecting Downtown, this neighborhood, and western Salt Lake City. City Creek, an underground culvert, would potentially be day lighted to create a natural feature that will run alongside the trail.

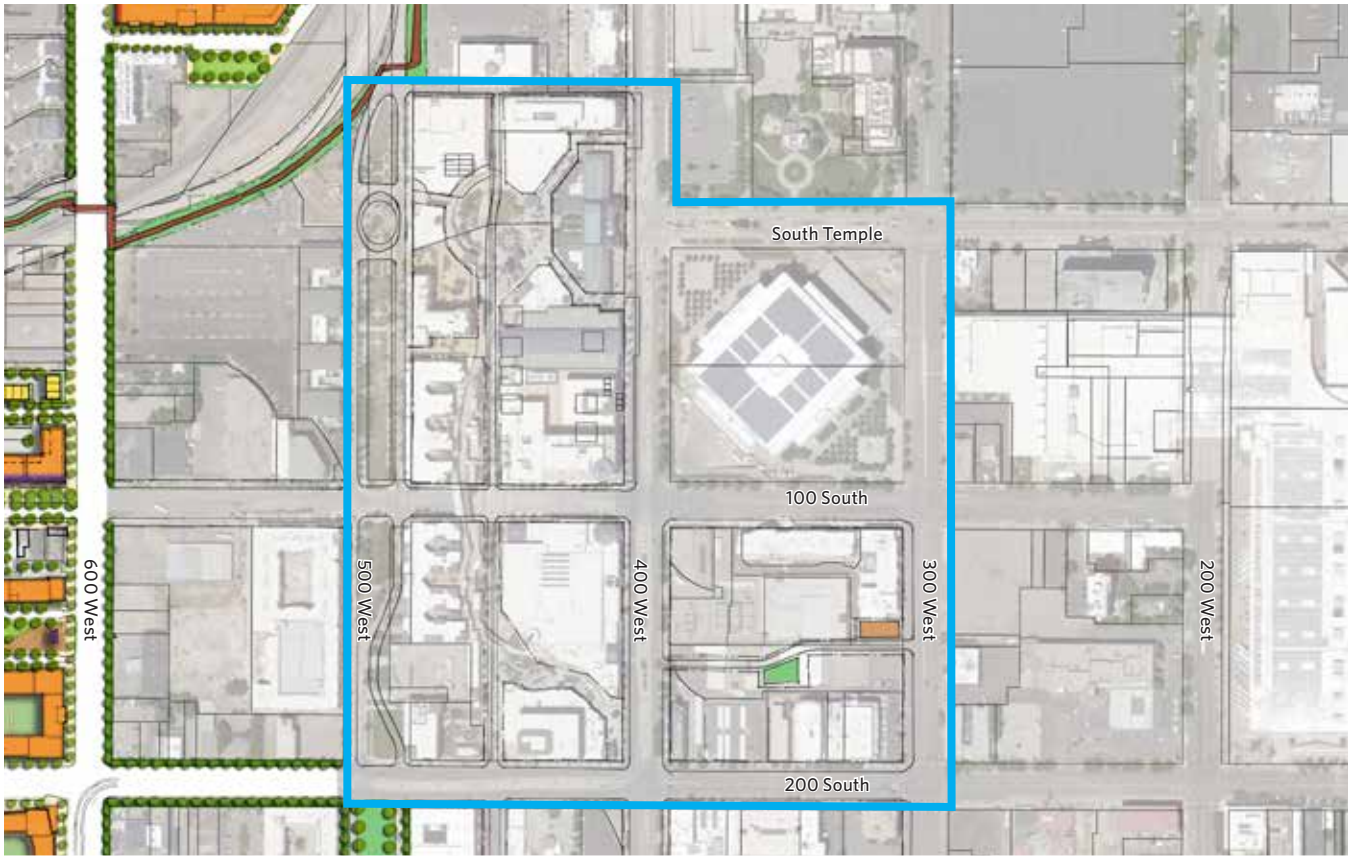
- Critical Bike/Ped connection between West Salt Lake and Downtown
- TIGER-funded improvement project to construct the trail
- Creek daylighting study is underway and will inform final design
- Anticipated construction by 2022

The proposed route of the Folsom Trail

ARENA AND GATEWAY CENTER

The Vivint Smart Home Arena, home to the Utah Jazz, and the Gateway Center are major anchors in this neighborhood. Residents and stakeholders saw them as important strengths to connect to, and embrace. Current development projects, such as the PaperBox lofts, will bring residents to the area and help improve retail and ridership within the neighborhood. This area is underway with enhancements by current owners, and the neighborhood should continue to create one unified neighborhood.

- Enhance the connections between the Gateway Center and the surrounding neighborhood
- Incorporate complementary uses with the burgeoning arts scene at 1st & 6th neighborhood
- Opportunity for future communications between the Gateway Center and neighboring arts groups



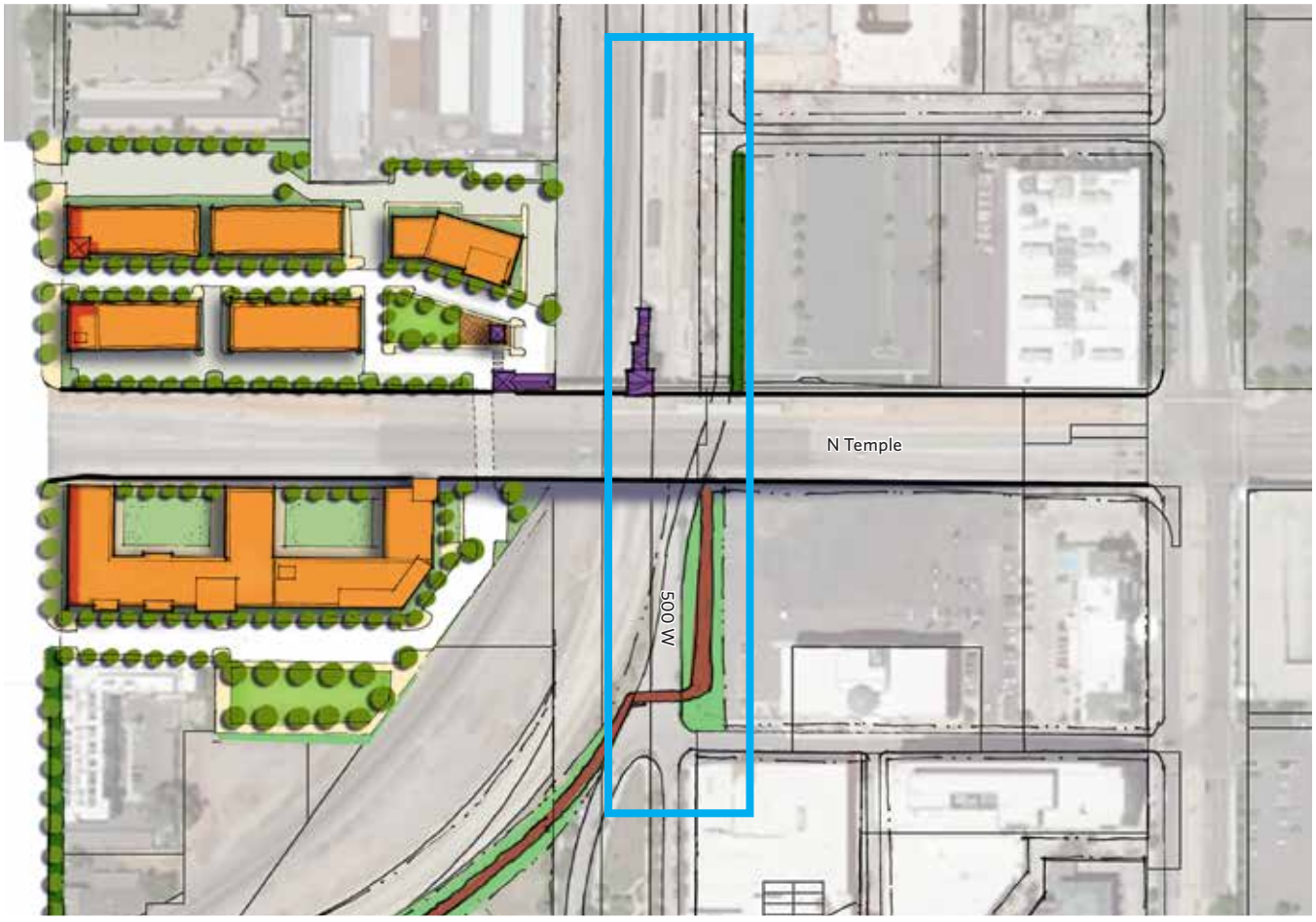
The Gateway and Arena area in context

NEIGHBORHOOD CONTEXT AREAS

500 WEST CONNECTOR UNDER NORTH TEMPLE

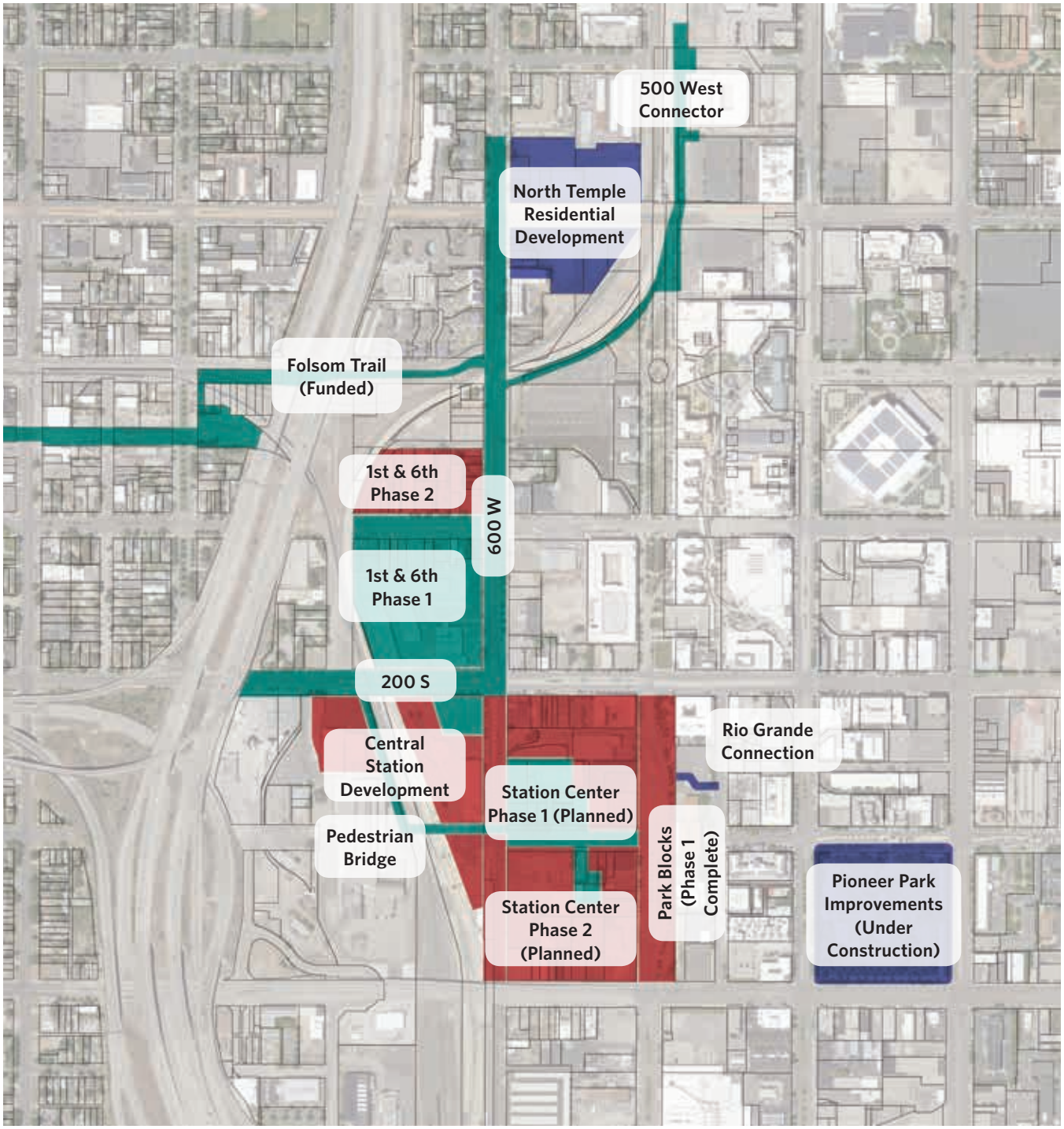
This is a critical pedestrian, cyclist, and vehicular connection between the North Temple Station and the neighborhood to the south. Concept plans have been developed in the North Temple Boulevard Master Plan to improve this connection.

- Must be coordinated with Folsom Trail and bus operations
- Implementation: 3 to 5 years
- Funding needs to be secured
- City, UTA, and 500 W property owners to partner on the implementation



The area immediate adjacent to North Temple Station

SEQUENCING



Proposed Sequencing

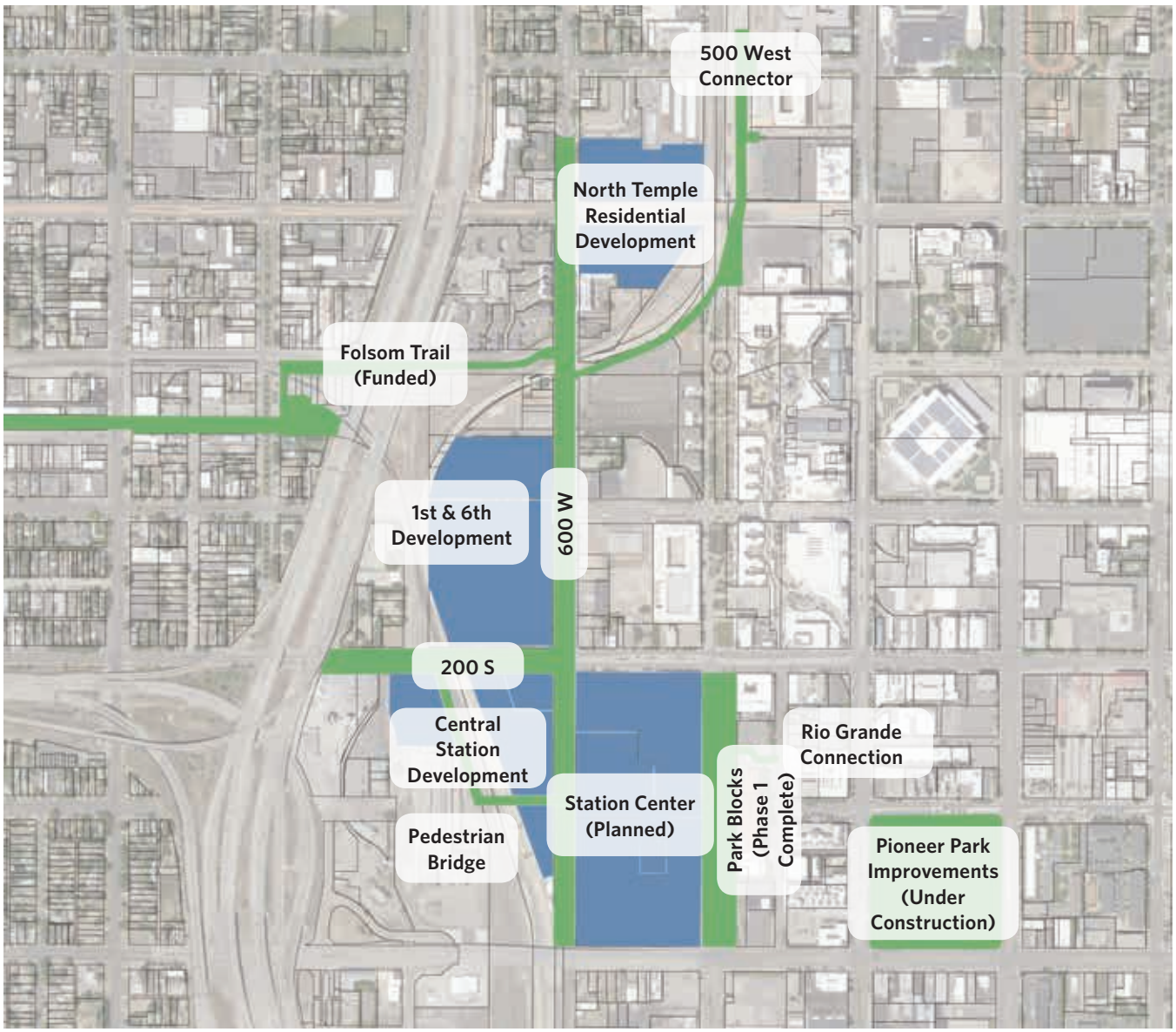
NUMBER OF YEARS

0-3 YEARS | 3-5 YEARS | 5+ YEARS

IMPLEMENTATION

PUBLIC PRIVATE PARTNERSHIPS AND INITIATIVES

The transformation of the Central Station Area will not be possible without the help and cooperation of many different entities. Often a single initiative will require the lead to use the resources of both the public and private sectors. The following chart and plan further delineate some of the details of the following projects studied in this report.



Proposed Initiatives

PUBLIC/PRIVATE DEVELOPMENT PARTNERSHIP

PUBLIC INFRASTRUCTURE INITIATIVES

Implementation Matrix

STUDY AREA	PROJECT	INITIATIVE	LEAD AGENCY	TIME FRAME	PARTNERSHIPS
PRIMARY STUDY AREAS	North Temple Station Area	Residential Development on UTA-owned parcels	UTA	0–3 Years	Private Developer TBD
		New Streets for access through development sites	UTA	0–3 Years	City
		Retail tenant recruitment for 5,000 SF of mixed-use	UTA	0–3 Years	Private Developer TBD
		Vertical circulation connecting development to N. Temple and station	UTA	0–3 Years	Utah DOT/City
	RDA and UTA Blocks (1st & 6th Neighborhood)	Move operations to Clean Fuels Center	UTA	3-5 Years	-
		New street network south of 100 S	City	3-5 Years	UTA
		New neighborhood park south of 100 S	UTA	3-5 Years	Private Developer TBD
		Residential and Office development south of 100 S	UTA	3-5 Years	Private Developer TBD
		Rebuilding of 100 S and new street network north of 100 S	City	5+ Years	UTA
		Residential and Mixed-Use development north of 100 S	RDA	5+ Years	Private Developer TBD
	Central Station Area	Rider comfort improvement at the station (lighting, benches, signage, shade)	UTA	0-3 years	-
		Residential/Mixed-Use development at the corner of 6th West and 200 S	UTA	3-5 years	Private Developer TBD
		Build vertical office development over the current multi-modal transit center, relocate UTA offices	UTA	5+ Years	Private Developer TBD
		Build pedestrian bridge over rail	UTA	3-5 years	City
NEIGHBORHOOD CONTEXT AREAS	Pioneer Park	Programming and multi-purpose field (under construction)	City	0–3 Years	Community Partners
		Future phase planning	City	0–3 Years	Community Partners
		Fundraising for future improvements and programming	City	0–3 Years	Community Partners
		Future phase improvements	City	3-5 Years	Community Partners
	Rio Grande Depot Connection	Identify routes and build enhanced sidewalks for bikes and pedestrians north and south of the Rio Grande Depot	RDA/City	0–3 Years	Utah State Historical Society
		Redesign the plaza immediately west of the depot to integrate with Park Blocks design	RDA/City	3-5 Years	Utah State Historical Society, Task Force
		Work to preserve safe, comfortable access through the depot building	City	3-5 Years	Utah State Historical Society
	500 West Park Blocks at Station Center	Interim improvements	City	3-5 Years	Task Force
		Complete improvements	City	5+ Years	Task Force
	Station Center	Phase 1 infrastructure and street network	RDA	0-3 Years	City
		Build Market Street along 300 S	RDA	0-3 Years	City
		Phase 1 Mixed-Use development	RDA	3-5 Years	Private Developer TBD
		Phase 2 infrastructure and street network	RDA	5+ Years	City
		Phase 2 Mixed-Use development	RDA	5+ Years	Private Developer TBD
	200 South Improvements	New streetscape, addition of landscaped median and wide sidewalks	City	3–5 Years	-
	600 West Improvements	Street redesign north of 200 S (smaller cartway width, street trees, cycle track, wider sidewalks)	City	Time with 1st & 6th development	UTA/RDA
		Street redesign south of 200 S (on-street parking, street trees, wider sidewalks	City	Time with Central Station	UTA
	Folsom Trail	Phase 1 design and construction	City	3–5 Years	
	Enhance Arena and Gateway neighborhood	Establish a communication protocol between the Gateway, Vivint Arena and neighborhood around programming	The Gateway	0-3 Years	City
	500 West Connector	Study the ROW and coordination with Folsom Trail and UTA bus operations	City	3-5 Years	UTA, Property Owners
		Build 5th West Connector infrastructure	City	3-5 Years	UTA, Property Owners
		300 N RR Bicycle and Pedestrian Bridge	City	0-3 Years	UTA, UP, WFRC

IMPLEMENTATION

POLICY OBJECTIVES

To guide the implementation of this effort, the following policy objectives should be adopted by all of the partners. These policy objectives relate to one another, but each represents advancing the sustainability and viability of the Central Station district as a desirable place to live, work, and play.

Substantially Improve the Station Environment for Riders
All early UTA efforts should be focused on addressing the deficiencies in the user experience around the TRAX and Frontrunner station area. Based on interviews with over 100 rush hour riders, the most desired amenities include rain/sun coverage, walker-friendly, intuitive signage, and improved walkability. Adding these types of noticeable amenities will signal to riders that people-oriented change is taking place in the station area.

Support Walking and Biking Infrastructure
Hand-in-hand with the improvements immediately around the station, extend walking and biking infrastructure from the station into the neighborhood. Every improvement to existing streets and design for new street networks should take into consideration and prioritize the comfort of walking and bicycling. This adds to the desirability of the neighborhood, as well as to the viability of transit as a primary mode of transportation.

Support Reduced Parking Ratios
Reduced parking ratios, either through incentives or maximum parking allowances, will increase affordability of new housing, office, and retail space and incentivize more ridership from residents. City, UTA, and RDA should develop a common policy to support reduced parking ratios for development in the station area. Last mile accommodations (bike share, car share, and curbside rideshare pick up) should be enhanced to balance mobility.

Support Residential uses to Prevent and Minimize the Homelessness
Coordinated efforts among multiple agencies have made measurable progress in helping the homeless population, while mitigating the effects of consolidated services in the Central Station area. The addition of new mixed-income developments will encourage new uses and improve livability of the neighborhood.

Build a True New Neighborhood Center at 1st & 6th
New development on RDA and UTA's parcels north and south of 100 S should center around a new retail hub in the city with a unique arts, entertainment, and counter culture character. A funky, interesting mix of tenants that incorporates several existing establishments will add to the draw.

POLICY OBJECTIVES

- Improve the station environment
- Support walkability and cycling infrastructure
- Support efforts to prevent and minimize homelessness
- Support reduced parking ratios
- Build a true neighborhood center at 1st & 6th
- Leverage TOD to infuse housing options for a mix of incomes

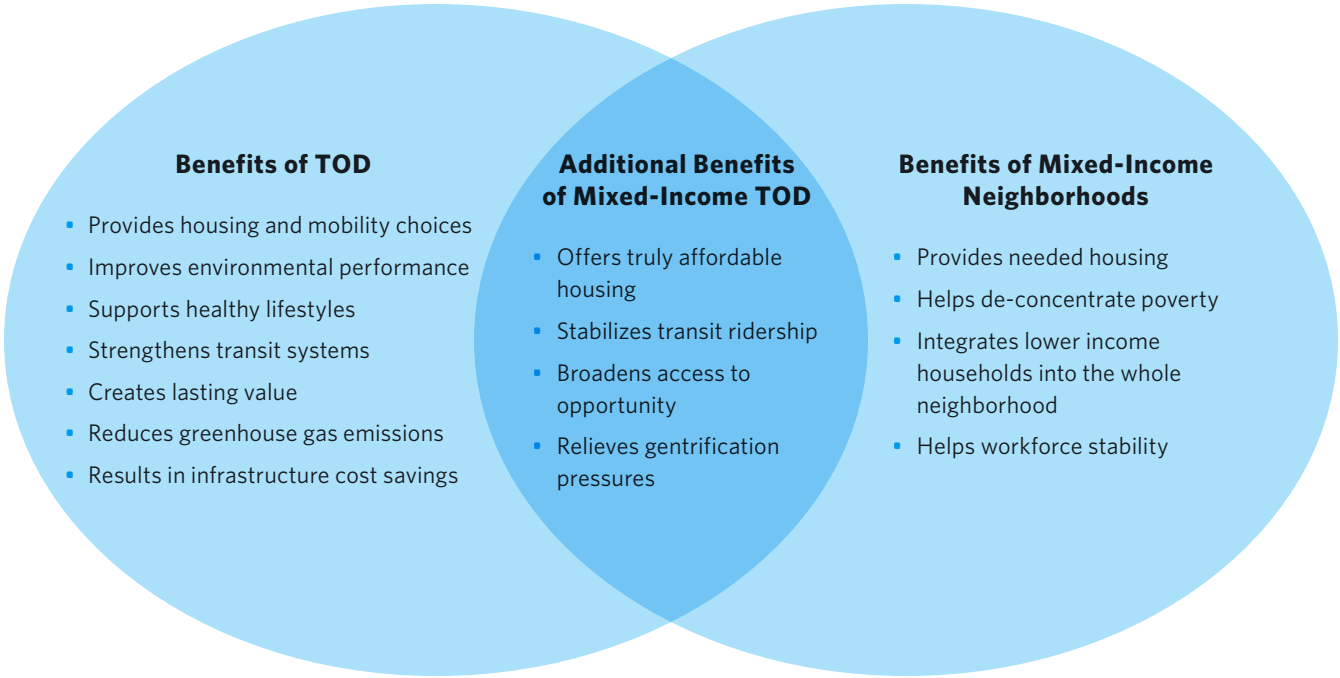
Leverage TOD as an Opportunity to Provide a Range of Housing Options
Transit-oriented development at Central Station provides a timely opportunity to direct the City's policy around affordable and mixed-income housing. As housing prices in Salt Lake continue to rise and many demographics delay home ownership, rent burden as a percentage of income has increased, while the supply of attainable multi-family housing in the city has been constrained.

A fair amount of subsidized and workforce housing has begun to be built towards the northern portion of the Station Area. However, during our process, there were mixed opinions about the desirability of building more affordable housing in this part of the city. Despite this discord, there is a critical need. Other cities have seen great success in implementing mixed-income housing strategies in transitional neighborhoods like Central Station. New development sites in the 1st & 6th neighborhood have the potential to become equitable TOD neighborhoods. The Central Station developments could be used as a beta test for putting in place unique incentives for requirements for developers to build 20% of the new housing at affordable to 80-120% of the area median income or lower.

Because housing is a relatively market-viable use, in particular on the eastern portions of the station area, those market forces could be harnessed and supplemented using the strategies to the right. This type of inclusionary requirement should be included in any RFPs for developer partners.

STRATEGIES FOR MIXED-INCOME TOD HOUSING

- Inclusive, community-based station area vision and plan
- Public/private partnerships
- Transition Naturally Occurring Affordable Housing (NOAH) units to permanent affordable housing
- Inclusionary housing requirement
- State priority for LIHTC projects located within 1/2 mile of TOD station
- Financial tools (TRIDs, TIF, bonds) dedicated to fund affordable units
- Land acquisition/bank
- Incentive-based zoning (density bonus)
- Reduced parking requirements



Source: Center for Transit Oriented Development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APPENDIX

HIGHEST AND BEST USE ANALYSIS

Salt Lake Central Station

Highest and Best Use Considerations

There are four, primary considerations for making highest and best use conclusions. These act as a progressive system of an eventual narrowing of possible uses, ultimately resulting in the maximally productive use of the land. While numerous use types may be feasible from a financial perspective, they may not coincide with physical or legal constraints. The four, primary considerations of highest and best use are discussed below:

1) Physically Possible – physically possible uses look at what the site can support based on its location, slope, topography, neighboring uses, traffic flow, and visibility and exposure characteristics. Uses that require high visibility and exposure (certain retail), or relatively flat slopes (grocery stores), would be excluded in this step for areas with limited traffic counts and slope constraints. A significant regard in physically possible uses is that of neighboring properties. Consideration for what uses would complement a neighborhood are addressed, realizing that opposition groups can stall a development to the point where it loses some financial feasibility. Consequently, emphasis is made on what is occurring in the immediate area and what new uses have been proposed in the neighborhood.
2) Legally Permissible – legally permissible uses consider General Plan and zoning designations for a property. While zoning and legal changes (deed restrictions, ownership, etc.) are possible, highest and best use typically considers what can be accomplished under current circumstances, or, what could be done based on recent precedence of similar, nearby sites.
3) Economically Viable – economically viable uses look at existing and likely future market conditions. This analysis studies absorption rates, vacancy levels, achievable rental rates, expenses associated with various property types, forecasts for future construction, etc.
4) Maximally Productive – maximally productive uses are the last of the four, primary considerations in highest and best use. Uses that have "passed" the three previous categories are viewed from a financial feasibility perspective. If the costs of development are less than the anticipated value of the finished product, then the use type is considered to be financially feasible. The use which creates the greatest spread between costs and value is ultimately concluded to be the most maximally productive. This is the use type that would most likely be pursued by the open market. It is the use that creates the greatest return to the underlying land, as compared to all other potential uses.

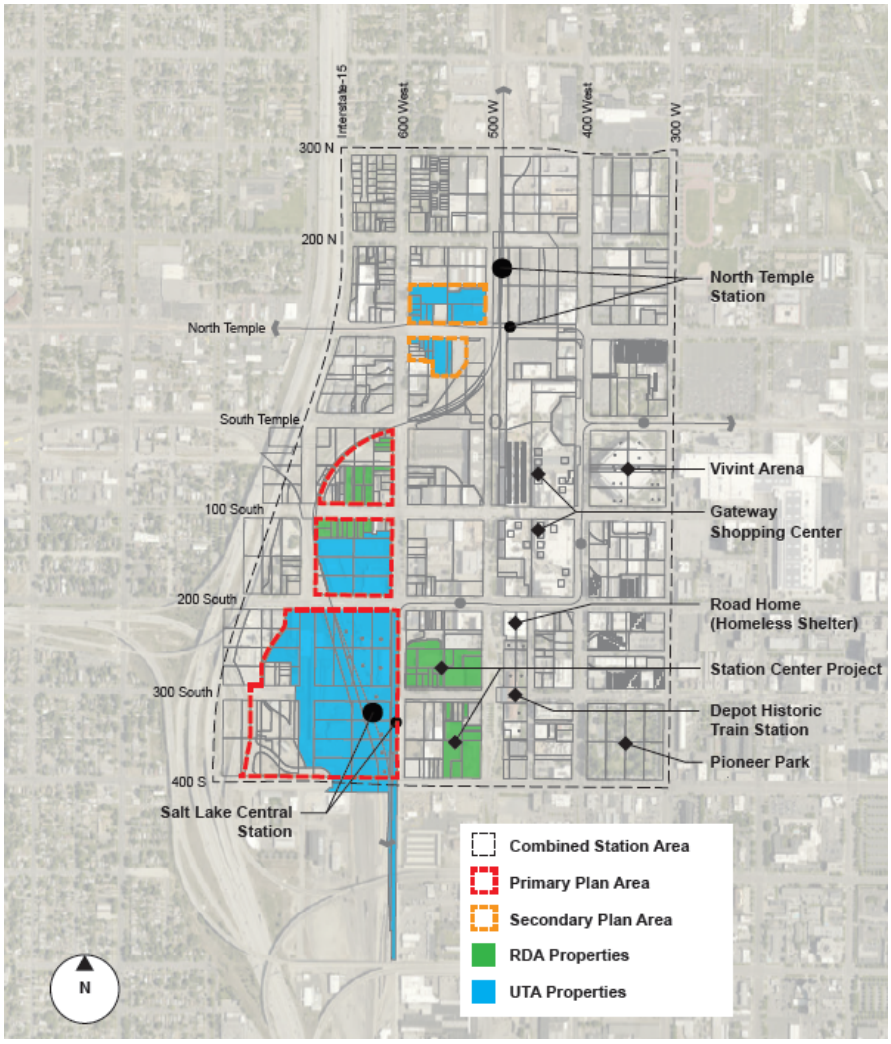
There are additional considerations in highest and best use studies that must be addressed in a sophisticated analysis. While the steps of physically possible and legally permissible consider neighborhood impact, additional emphasis must be made for "social impacts" of the concluded, maximally productive use. For example, affordable housing may not result in the greatest return to the land, but it may have the ability to receive financing or funding mechanisms that result in desirable returns for a developer. In addition, the Salt Lake City Council recently adopted updates to Chapter 2.58 of the City Code to reflect that city-owned real property may be conveyed for less than the highest and best economic return to "accomplish the reasonable goals of creation of affordable housing or open space…" A project that does not maximize its allowable density would generally not be considered to be maximally productive. However, if reduced density results in a shortened approval process due to limited neighborhood opposition or required impact studies, then a scaled-back project could be eventually built.

Other considerations in highest and best use include the following:

1) Owner motivations – if an owner has held a property for an extended period, their return on the land may be different than what the open market would assume. Some owners also have various reasons for excluding or promoting certain uses (impact to neighboring properties, potential for competition of owner owned properties, etc.).
2) Developer interests – some developers who specialize in certain uses will accept a lower rate of return on their specialized use, as opposed to the return of an alternative use. This is due to familiarity with a product type and economies of scale that allow for what appear to the open market as reduced profits. Consequently, highest and best use conclusions may not be built due to these reasons.

In the analysis of Salt Lake Central Station, highest and best use methodologies were employed in detail. The overall area was eventually focused into three study areas: 1) Central Station – primarily UTA owned land surrounding the FrontRunner Station, 2) Middle Blocks – RDA and UTA owned properties just north of the Central Station area, and 3) North Temple Station – area surrounding the North Temple Station that includes primarily UTA owned land.

The conclusions presented for the Salt Lake Central Station study focused initially on the four, main criteria for highest and best use, as outlined above. Eventually, owner motivations and developer interests were addressed. These latter factors ultimately ended up being critical, due to the ownership nature of the studied properties and the motivation factors of the associated groups.



Central Station

Highest and best use for the Central Station node first looked at the physically possible and legally permissible uses. That area has a variety of potential uses under these two categories, considering that the land is flat, is well accessed, has major transit options, has flexible zoning, and has multiple uses within the neighborhood. Some existing uses show functional obsolescence, with new development to significantly improve property values of the site and those of surrounding parcels.

Economically viable and maximally productive uses show healthy demand for the properties, assuming certain barriers could be removed. These include freight train delay issues, deed restrictions for residential use (from the railroad entity). Market conditions indicate support for multi-family use, office, and some select retail. Multi-family results in the greatest return to the land, as shown in the valuation and cost comparison analyses.

Additional highest and best use considerations are necessary for the Central Station area. This is due to motivated ownership issues, as UTA desires to see uses at the site that promote ridership. UTA has internally discovered that office properties at their transit-oriented locations have the greatest impact on ridership numbers. UTA is limited on the sites within its system that it can develop. As a result, they must believe that the proposed development at a specific site is not only viable (and potentially more viable and profitable (joint development) than other sites in the UTA system), but that it will maximize ridership.

With consideration of UTA's motivations, office use makes financial sense for the site. As a joint development partner, UTA could push for office use and provide some incentives to a development partner that would result in the returns being desirous enough that this use type would be pursued. Pure residential use would not likely require incentives but would be discouraged by UTA and would potentially result in the property not being well ranked in the UTA system.

Another consideration in the Central Station analysis is the proposed construction of a clean fuels facility on a major portion of the studied area. This facility will be owned and operated by UTA, and broke ground in October 2018. From a market perspective, it is not a use that is considered to be the highest and best use, but is being pursued based on ownership interests. Consequently, it limits the overall site to what can be built. With this consideration, a limited mixture of office and residential is ultimately concluded. Some retail is deemed appropriate, but only if the office and residential can be built at densities that will support population and activity increases in the neighborhood.

The Highest and Best Use conclusions are used to show potential fiscal impacts from the use types. As shown in the table below, the three use types result in a variety of values and corresponding taxable values.

Central Station					
Use Type	**Square Feet/Units**	**Projected Value**	**Property Tax to Salt Lake City***	**Sales Tax to Salt Lake City**	**Total Tax Revenue****
Multi-Family	335,000 sq.ft./350 units	$70,000,000	$165,000	NA	$165,000
Office	200,000 sq.ft.	$47,500,000	$204,000	NA	$204,000
Retail	4,000 sq.ft.	$840,000	$3,600	$5,500	$9,100
Total		$118,340,000	$372,600	$5,500	**$378,100**

* To Salt Lake City only (does not include county, library, water districts, school district, etc.

**Property and sales tax revenues only

Impacts of the highest and best use conclusions are also addressed from a population, workforce, and vehicle-impact perspective. These are shown in the table below:

Central Station				
Use Type	**Square Feet/Units**	**Potential Residents**	**Potential Employees**	**Potential Vehicles**
Multi-Family	335,000 sq.ft./350 units	1,125	NA	(if parked at 0.3 per unit) 135
Office	200,000 sq.ft.	NA	1,000	(if parked at 2.0 per 1,000 sq.ft.) 400
Retail	4,000 sq.ft.	NA	40	(if parked at 2.0 per 1,000 sq.ft.) 8
Total		**1,125**	**1,040**	**543**

Middle Blocks

Similar to the analysis performed for the Central Station area, the Middle Blocks (shown on the map as a combination of primarily UTA and RDA-owned properties) were analyzed for highest and best use considerations. The area, as a whole, receives less visibility and exposure than the Central Station study area. Consequently, this suggests some different physically possible conclusions. Transit connections are more limited in this area, indicating that office use may be slightly less financially viable as compared to locations closer to transit. Again, the motivations of UTA are considered, as is the near-term availability of their major site.

The need for affordable housing in the area is also a major consideration for the area. This, as indicated previously, ultimately becomes a "social" reason in highest and best use. Affordable housing would be applauded by the RDA and would likely be well received by most neighborhood groups. Overall, a combination of multi-family units, some office, and limited retail is proposed for the area. This conclusion addresses existing uses, site limitations, proximity to transit, market conditions, and financially feasible uses.

Middle Blocks					
Use Type	**Square Feet/Units**	**Projected Value**	**Property Tax to Salt Lake City**	**Sales Tax To Salt Lake City**	**Total Tax Revenue**
Multi-Family	520,000 sq.ft./550 units	$99,000,000	$235,000	NA	$235,000
Office	35,000 sq.ft.	$7,500,000	$32,000	NA	$32,000
Retail	5,000 sq.ft.	$1,000,000	$4,300	$6,900	$11,200
Total		$107,500,000	$271,300	$6,900	**$278,200**

Due to the relatively high number of residential units, impacts from population and potential vehicles in the area are noted to potentially be significant. The table below highlights these considerations:

Middle Blocks				
Use Type	**Square Feet/Units**	**Potential Residents**	**Potential Employees**	**Potential Vehicles**
Multi-Family	520,000 sq.ft./550 units	1,375	NA	(if parked at 1.0 per unit) 550
Office	35,000 sq.ft.	NA	175	(if parked at 4.0 per 1,000 sq.ft.) 140
Retail	5,000 sq.ft.	NA	50	(if parked at 2.0 per 1,000 sq.ft.) 10
Total		**1,375**	**225**	**700**

North Temple Station

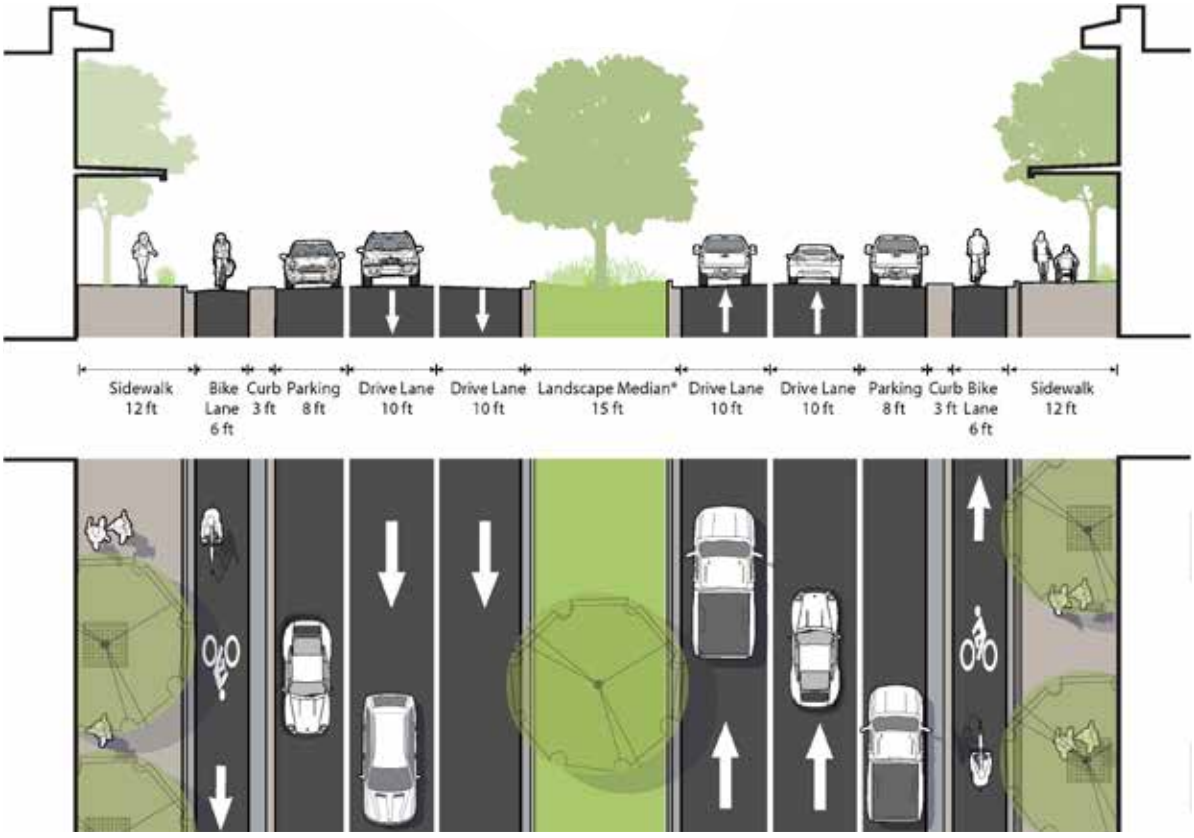
The North Temple station node is now addressed. The surrounding neighborhood is primarily a collection of residential uses, suggesting this type of construction from a physically possible standpoint. Legally

permissible uses include residential, as well as others. From a financial viability standpoint, the greatest returns would be associated with multi-family uses. Office would be viable, although the returns would not be as significant as residential, suggesting that office is not a maximally productive use. Development of an office property could nonetheless occur if ownership motivations suggested as much, or if incentives were available from an Opportunity Zone or RDA option. Retail appears to be viable due to a general lack of commercial uses in the neighborhood. Additionally, the proposed, multi-family additions to the neighborhood will create need for small retail uses.

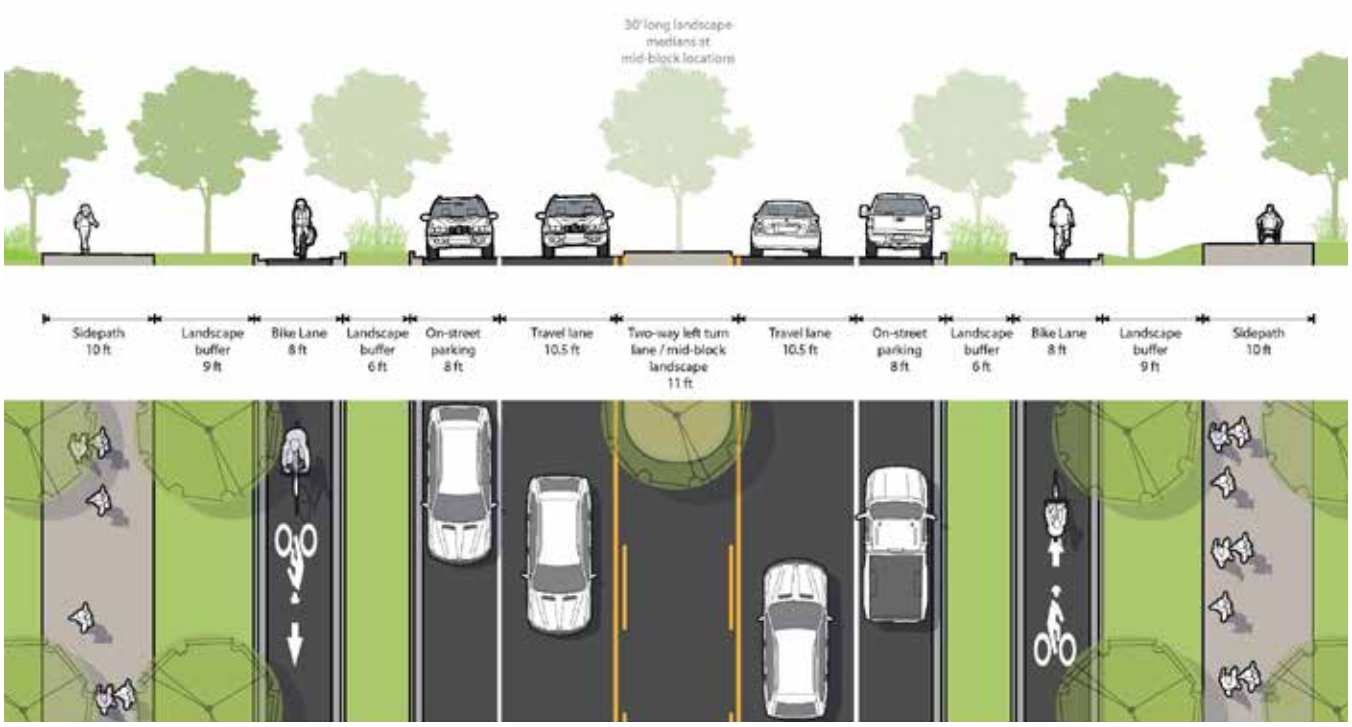
North Temple Station					
Use Type	**Square Feet/Units**	**Projected Value**	**Property Tax to Salt Lake City****	**Sales Tax To Salt Lake City**	**Total Tax Revenue**
Multi-Family	490,000 sq.ft./515 units	$122,000,000	$290,000	NA	$290,000
Office					
Retail	5,000 sq.ft.	$1,000,000	$4,300	$6,900	$11,200
Total		$107,500,000	$271,300	$6,900	**$301,200**

North Temple Station				
Use Type	**Square Feet/Units**	**Potential Residents**	**Potential Employees**	**Potential Vehicles**
Multi-Family	490,000 sq.ft./515 units	1,290	NA	(if parked at 0.85 per unit) 438
Office				
Retail	5,000 sq.ft.	NA	50	(if parked at 3.0 per 1,000 sq.ft.) 15
Total		**1,290**	**50**	**453**

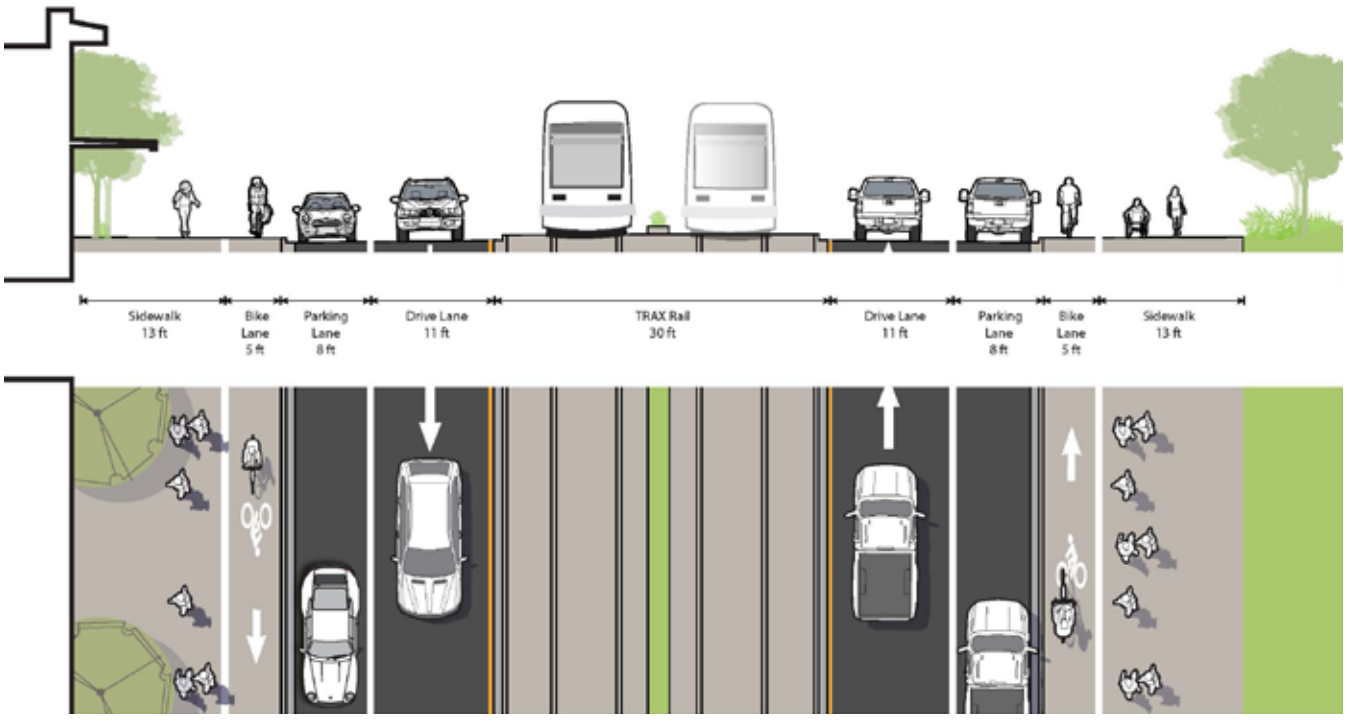
PROPOSED STREET SECTIONS



200 South Improvements



600 West Improvements (North of 200 S)



600 West Improvements (South of 200 S)

PRIMARY STUDY AREAS

RDA AND UTA BLOCKS

Proposed RDA and UTA Blocks — No Property Acquisition

USE

- MULTI-FAMILY (4 STORIES)
- COMMERCIAL (GROUND FLOOR RETAIL)
- CIVIC AND/OR CULTURAL (GROUND LEVEL AND 1 STORY STANDALONE)
- OFFICE (4 STORIES)

SIGNIFICANT LANDMARKS

1. FOLSOM TRAIL
2. 100 SOUTH
3. 200 SOUTH
4. 600 WEST
5. POTENTIAL CIVIC AND/OR CULTURAL STRUCTURE
6. SUN TRAPP TO REMAIN
7. METRO MUSIC HALL TO REMAIN