

# LIFE ON STATE

IMPLEMENTATION PLAN | DRAFT | APRIL 2018



## ACKNOWLEDGMENTS

Many thanks to all dedicated community members, agencies, and organizations who have contributed to develop the Life on State Implementation Plan. Many thanks as well to WFRC Transportation & Land Use Connection for funding and technical assistance.



### MANAGEMENT TEAM

#### Salt Lake City

Molly Robinson, Planning  
JP Goates, Planning  
Susan Lundmark, Redevelopment Agency  
Jon Larsen, Director, Transportation  
Cris Jones, Transportation  
Jeff Gulden, Transportation  
Becka Roof, Transportation  
Julianne Sabula, Transportation  
Kira Luke, City Council Office  
Priscilla Tuuao, City Council Office

#### South Salt Lake

Sharen Hauri, Urban Design  
Dennis Pay, Engineering  
Mike Florence, Community & Economic Development

#### Salt Lake County

Wilf Sommerkorn  
Helen Peters

#### Utah Department of Transportation

Angelo Papastamos, Central Planning  
Jordan Backman, Central Planning  
Heidi Goedhart, Central Planning  
Kelly Jones, Region 2  
Tyler Laing, Region 2  
Eric Rasband, Traffic Operations  
Kelly Burns, Traffic Operations

#### Utah Transit Authority

GJ LaBonty  
Levi Roberts  
Laura Hansen

#### Wasatch Front Regional Council

WFRC Transportation & Land Use Connection  
Megan Townsend

### EXECUTIVE TEAM

Jackie Biskupski, **Salt Lake City Mayor**  
Cherie Wood, **South Salt Lake Mayor**  
Ben McAdams, **Salt Lake County Mayor**  
Bryan Adams, **Region 2 Director**  
Nichol Bourdeaux, **UTA Vice President of External Affairs**  
Ted Knowlton, **WFRC Deputy Director**

### CONSULTANT TEAM

#### Fregonese Associates

#### Fehr & Peers

#### Lochner

#### ZGF Architects

TABLE OF CONTENTS

**01 UTAH'S SIGNATURE STREET 1**

A signature street is 2  
 State Street is 3  
 Why here? Why now? 4  
 State Street Corridor Study Area 5

**02 YOUR STREET, YOUR IDEAS 7**

Goals + Priorities 8  
 Outreach Summary 16  
 Continuous Planning 17

**03 POSSIBILITIES 19**

Street Design Concepts 20  
 Future Scenarios 22  
 Envision Tomorrow Scenarios 23  
 Scenario Comparison 24

**04 STATE STREET TODAY 27**

State Street Overview 28  
 Key Assets 29  
 Safety & Security 30  
 Identity of Place 32  
 Connectivity 34  
 Mobility 36  
 Economic Prosperity 38  
 Housing 40  
 Sustainable Design 42

**05 STATE STREET TOMORROW 45**

Concept Plan 47  
 Catalytic Sites 55  
 Design Toolbox 63  
 Policy + Program Tools 81

**06 ACTION PLAN 87**

Do Now 88  
 Do Next 89

**APPENDICES 93**

Outreach Summary 94  
 Envision Tomorrow Modeling 103  
 Zoning Assessment 108  
 Call to Action 113



01

# UTAH'S SIGNATURE STREET

State Street is a continuous highway (US-89) that traverses the entire state of Utah, from north to south. It is a historical precedent to today's highway system, but is so much more. Running from Utah State Capitol through the capital city and down into neighborhoods and past major institutions, it is steeped in symbolism and importance. It is a "signature street," one that should stand above others in appearance, purpose, function, and feeling.

Decades of change and benign neglect have compromised this in many stretches, but a spirit of revitalization and preservation, as well as a booming economy, are driving a call for elevating State Street's role in the region. Residents, businesses, and community leaders alike see the

opportunity here for growing businesses, housing, multi-modal transportation, and public space. State Street can accommodate this vision, and we are working toward achieving it.

Above and beyond this, State Street should regain its stature as a signature street. It should inspire us and reflect our highest aspirations. It should be a premier address for businesses as well as public institutions. It should be an example of the future of transportation, as it was with first the oxen teams, ushering in the automobile age, and soon, the first automated vehicles and shared transportation systems. It should be a "can't miss" place for visitors to the capital city and leave them wanting to visit again.

## WHAT MAKES A SIGNATURE STREET?

- » It leaves an indelible mark in ones' memory
- » It is a destination and a way to get to your destination
- » It builds upon its historical significance
- » People talk about it and go back again and again

## A SIGNATURE STREET IS

### FUN



Austin, South Congress Avenue

### FULL OF PEOPLE



Denver, 16th Street

### MEMORABLE



Paris, Champs Elysees

### PROSPEROUS



Chicago, Michigan Avenue

### GREEN



Boise - South Capital Boulevard

### IMPORTANT



Philadelphia, Broad Street

### CONNECTED



San Francisco, Market Street

## STATE STREET IS

### A PLACE FOR DEMOCRACY AND COMMERCE

#### ...a symbol of Utah and its success

- Utah institutions – the Capitol, Temple Square, Judicial Courts are State Street anchors
- Many international business headquarters are located here.
- City and county buildings and Salt Lake Community College are busy destinations

#### ...home to civic discourse

- Significant speeches and peaceful protests take place on State Street



Utah Latino Immigration March

### A PLACE FOR PEOPLE

#### ...the heart of the city

- Thousands of people live on State Street, and even more work here. The number of residents and population could easily double with redevelopment of vacant parcels and parking lots.
- This is truly a mixed-use neighborhood, with potential for much greater density that still maintains a diversity of residents, workers, and business.

#### ...a place to celebrate and have fun

- Parties, parades, concerts and festivals are held at Washington Square, Gallivan Center.
- Salt Lake Community College hosts Grand Theatre performances, the Sundance Film Festival, and noted speakers.
- Nightlife on State Street features a wide variety of cuisine, drinking establishments and concert venues.

#### ...a place to shop, eat and drink local

- A large contingent of the businesses are small, local owners with a commitment to the community.

### A PLACE FOR MOVEMENT

#### ...a multi-modal corridor

- People take to the street on foot, bike, transit, wheelchair, and cars, on trips large and small.

#### ...a street of the future

- Regional plans predict a shift toward transit, active transportation in urban core neighborhoods.
- Transportation technology including ridesharing, automated and connected vehicles could be showcased here as the neighborhood rapidly changes.



State Street becomes a multi-modal corridor

## WHY HERE? WHY NOW?



Utah is fourth in the US for housing cost increase since 1991. In this time, **housing prices have tripled** in the Salt Lake area, **twice as fast as the nation**.<sup>1</sup> At this rate, the average Utah home will cost \$700,000 in 2044 – equivalent to San Francisco's market.<sup>1</sup>



Utah had the **fastest growing population** and job growth in the US between 2010-2016.<sup>1</sup>

The population is expected to grow **another 50% by 2040**.<sup>2</sup> It is no surprise, then, that Utah is the third hottest real estate market in the US in 2018.<sup>3</sup>



There is **redevelopment opportunity** in the **urban core** that only exist in the State Street neighborhood.



**Walking** and **biking** on State Street **is dangerous**. Unfriendly conditions are an obstacle to economic development.



Traffic across the region is noticeably worse in recent years.

**Delays** are expected to **increase 75% by 2050**, from 59 minutes to 101 minutes, if current development and transportation patterns continue.<sup>4</sup>



**Transportation habits** and **technology** are changing. Transit and bike trips are on the rise in urban neighborhoods and some trips are being replaced by ride-hailing services. Free parking is no longer a given.

### Source:

<sup>1</sup> Housing Prices and the Threat to Affordability. James Wood and Dejan Eskic. Kem C. Gardner Policy Institute. March 2018.

<sup>2</sup> Utah's Unified Transportation Plan, WFRC. 2015-2040.

<sup>4</sup> Wasatch Choice 2050 Draft Vision. WFRC 2018.

<sup>3</sup> Emerging Trends in Real Estate 2018. Urban Land Institute Utah.

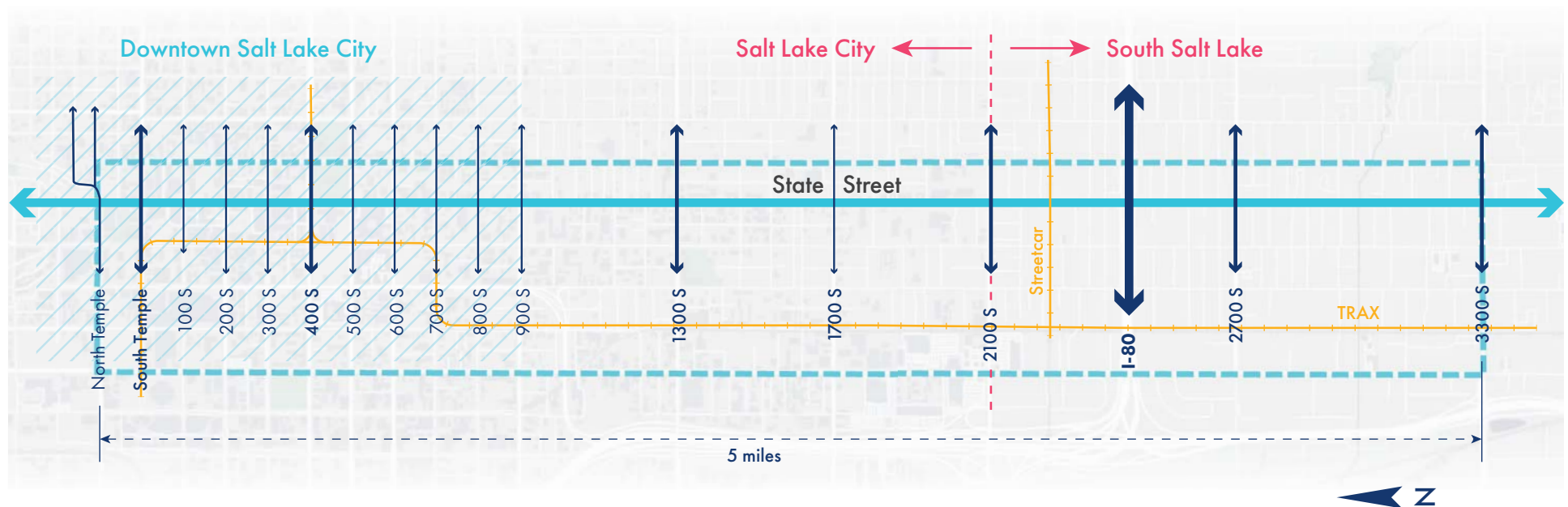


## STATE STREET CORRIDOR STUDY AREA

Utah is booming, especially in its urban areas. The population of the Wasatch Front Region is expected to grow by 73% by 2040 – that’s over half a million new residents. With few new places to grow, urban infill is the future. (Source: “Wasatch Choice for 2040”)

Citizens, planners and designers of the region’s urban core have come together to envision how this growth happens in a neighborhood of highest potential, surrounding State Street from downtown Salt Lake City through downtown South Salt Lake. This 5-mile stretch of State Street is a target for both growth and transportation investment.

This plan has foundations in the Wasatch Choice 2040 regional plan that shows how we want to grow around mixed-use town/city centers with a variety of transportation choices and an emphasis on walkability. It also builds on the 2010 Life on State regional vision. It puts your ideas into action in order to transform this street into its destiny as a signature street and gateway to our capital city. This plan will be followed up with a detailed State Street roadway design for multi-modal mobility.





02

# YOUR STREET, YOUR IDEAS

The ideas contained within this plan were contributed by people who live, work, or play in the blocks adjacent to State Street.

- **Business owners**
- **Major employers**
- **Residents**
- **Public safety employees**
- **Travelers (in cars, on transit, on bike, on foot)**

The plan reflects numerous planning efforts for the neighborhood, transportation, and business communities. It also utilizes expertise, research, and designs that have been explored on similar arterial streets around the country.



## INSIDE THIS CHAPTER:

- » **GOALS + PRIORITIES**
- » **OUTREACH SUMMARY**
- » **CONTINUOUS PLANNING**

## GOALS + PRIORITIES

These goals were written by stakeholders based on input from the community and priorities established through public outreach. These goals directly address the concerns and aspirations described in the State Street Today chapter.

The goals are paired with indicators to measure success of the whole plan and its implementation over time. Some are easily quantifiable and can be measured, while others are more qualitative in scope.

### Measures of Success

Each Life on State goal is described in greater detail in the following pages.

The “Measures of Success” boxes on each page list multiple ways to evaluate how change contributes to success.

### Goals

**IMPROVE  
SAFETY &  
SECURITY**



### Description

Create a State Street that is welcoming, safe, and healthy by improving traffic safety for drivers, pedestrians, bicyclists, and transit riders, and use urban design to prevent crime and improve security.

**IMPROVE IDENTITY  
OF  
PLACE**



Establish and strengthen a unique sense of place that supports State Street’s cultural significance in the region, encourages civic pride in the surrounding neighborhoods, and leads to economic success.

**EXPAND  
CONNECTIVITY**



Expand opportunities to safely cross State Street, connect more people to more places in and around the area, and improve access to nearby schools, businesses, and community services.

**OPTIMIZE  
MOBILITY**



Improve access for commuters, residents, and businesses along the State Street corridor by enhancing safe and comfortable travel for all modes of transportation.

**DRIVE  
ECONOMIC  
PROSPERITY**



Examine opportunities for infrastructure improvements, regulatory changes, and public-private partnerships that increase investment and job growth, and promote a multi-faceted, internationally competitive corridor.

**SUPPORT EQUITABLE  
LIVING  
OPPORTUNITIES**



Expand and attract new housing options along State Street for all life stages and incomes, and enable sustainable, urban living with improved access to local businesses and community services.

**ENCOURAGE  
HEALTHY &  
SUSTAINABLE DESIGN**



Create a public realm and built environment that promotes healthy lifestyles and reduces the environmental impacts of new and existing development.



## Improve Safety & Security

**Goal:** .....

Create a State Street that is **welcoming, safe, and healthy** by improving traffic safety for **drivers, pedestrians, bicyclists, and transit riders**, and use **urban design** to **prevent crime** and **improve security**.



A safe midblock crossing with a pedestrian refuge at State Street and Sunset Ave.

### Measures of Success

- ▶ Decrease in injuries and fatalities on State Street
- ▶ More active street frontages through redevelopment to increase “eyes on the street”
- ▶ Increase of ground floor transparency in buildings to avoid blank walls

### What people said...



of survey respondents\* chose as their top priority for the corridor:

- ▶ **“Make the street safer for walkers, bikers, and cars”** or:
- ▶ **“Reduce crime”** or:
- ▶ **“I can’t decide. I want it all!”**

\*The majority of survey respondents live or work on or near State Street. See Appendix I for more information.



## Improve Identity of Place

**Goal:** .....

Establish and strengthen a **unique sense of place** that supports **State Street's cultural significance** in the region, **encourages civic pride** in the surrounding neighborhoods, and leads to **economic success**.

### Measures of Success

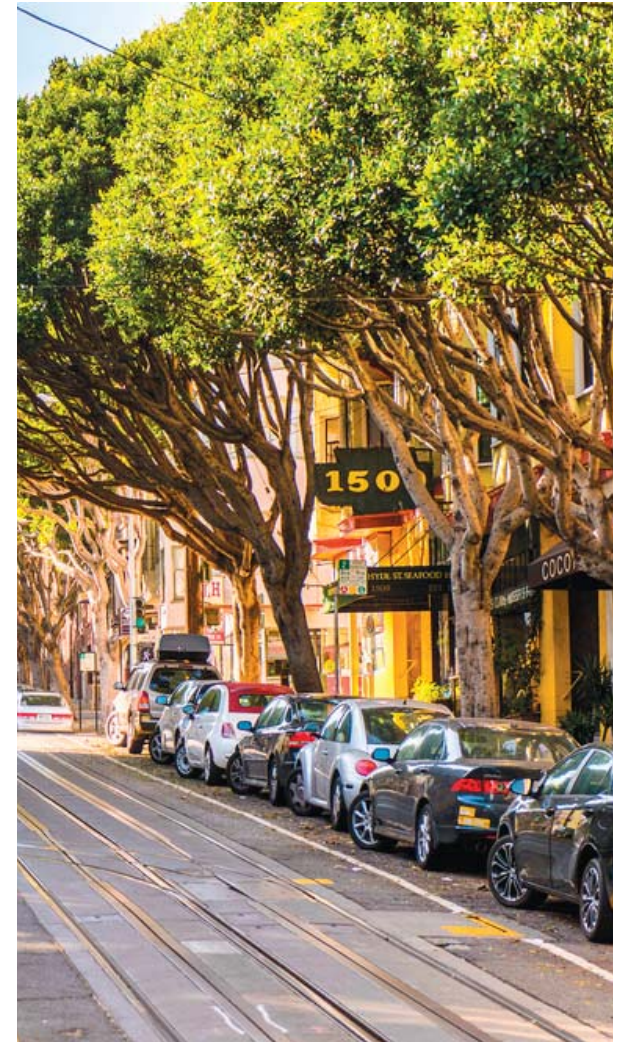
- ▶ Increased structured and regular opportunities for civic dialogue on State Street
- ▶ Increased business involvement in implementing solutions through a State Street business advisory group
- ▶ Increased perception of a State Street "brand" that generates excitement in the community and beyond, attracting new residents, businesses, and visitors

### What people said...



of survey respondents chose as their top priority for the corridor:

- ▶ **"Add more trees, trails, and open space"** or:
- ▶ **"Make the street safer for walkers, bikers, and cars"** or:
- ▶ **"I can't decide. I want it all!"**



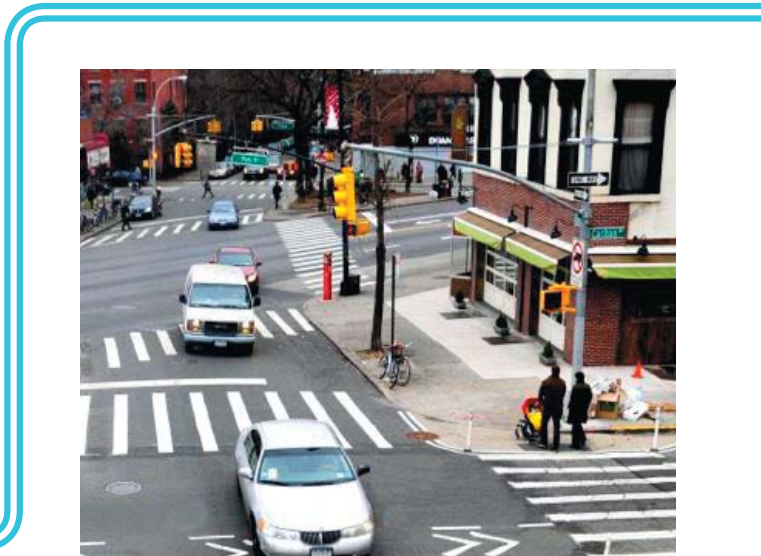
Street trees and welcoming and interesting streetfronts strengthen identity



## Expand Connectivity

Goal: .....

Expand opportunities to **safely cross** State Street, **connect more people to more places** in and around the area, and **improve access** to nearby **schools, businesses, and community services**.



Increasing the number of high visibility crossings will better connect State Street to surrounding neighborhoods and services

### Measures of Success

- ▶ Increased safety and comfort at existing crossings
- ▶ Increased number of east-west crossings
- ▶ Improved access to opportunity - increase in number of jobs, education, or other destinations within a 30-minute transit, bike, or walk trip

### What people said...



of survey respondents chose as their top priority for mobility:

- ▶ **“Better connections for bikes and pedestrians”** or:
- ▶ **“Safety improvements for bikes and pedestrians”**



## Optimize Mobility

**Goal:** .....

Improve **access for commuters, residents, and businesses** along the State Street corridor by enhancing safe and comfortable travel for **all modes of transportation.**

### Measures of Success

- ▶ Increased number of walking, biking, and transit trips
- ▶ Decrease in daily vehicle trips per household
- ▶ Decrease in household transportation costs
- ▶ Increased transportation system efficiency (person throughput by mode)
- ▶ Increase density and achieve a minimum transit supportive density of 100 people per acre living or working on State Street

### What people said...



of survey respondents chose as their top priority for mobility:

- ▶ **“Improve existing transit”** or:
- ▶ **“New transit lines”** or:
- ▶ **“Reduce traffic congestion”**



Enhancing transit and making it more attractive and accessible will improve mobility for residents and commuters





## Drive Economic Prosperity

**Goal:** .....

Examine opportunities for **infrastructure improvements**, **regulatory changes** and **public-private partnerships** that **increase investment** and **job growth**, and promote a **multi-faceted, internationally competitive corridor**.



Storefront improvements on State Street will increase the liveliness of the street

### Measures of Success

- ▶ Decrease development costs through regulatory changes
- ▶ Increase value of new private investment on State Street
- ▶ Increased sales and property tax revenue
- ▶ Increase in the number of employers who choose to locate a major headquarters or office on State Street

### What people said...



of survey respondents chose as their top priority for business:

- ▶ **“Bring new businesses and jobs to the area”** or:
- ▶ **“Public space improvements and street trees”** or:
- ▶ **“Existing storefront improvements”**



Making the right infrastructure investments and regulatory changes will help stimulate additional private investment and development along the corridor



## Support Equitable Living Opportunities

**Goal:** .....

Expand and attract **new housing options** along State Street for **all life stages and incomes**, and enable **sustainable, urban living** with improved **access to local businesses and community services**.



Allow and support a diverse mix of housing types

### Measures of Success

- ▶ Increase in diversity of housing types and number of units
- ▶ Increase number of affordable housing units
- ▶ Increase in investment in homes and neighborhoods
- ▶ Increase in services and amenities in close proximity to State Street

### What people said...



of survey respondents chose as their top priority for housing:

- ▶ **“Block-by-block neighborhood revitalization”** or:
- ▶ **“Add more affordable housing units”**



## Encourage Healthy & Sustainable Design

**Goal:** .....

Create a public realm and built environment that promotes **healthy lifestyles** and **reduces the environmental impacts of new and existing development.**

### Measures of Success

- ▶ Reduced water consumption and energy use per household
- ▶ Increase in walking and biking trips
- ▶ Increase in number of parks and recreation amenities within 1/4 mile of State Street
- ▶ Increase neighborhood tree canopy coverage
- ▶ Decreased carbon footprint by reducing number of vehicle trips per household

### What people said...



of survey respondents chose as their first or second priority for the corridor:

- ▶ **“Add more trees, trails, and open space”**



Improve Green Infrastructure and Create New Parks

## OUTREACH SUMMARY

State Street stakeholders contributed their ideas in a variety of forms. Input from people was gathered from community meetings, community events, and schools. People also elected to participate in surveys, workshops, and open houses in large numbers. From this, community goals and priorities were developed.

### HOT TOPICS OF DISCUSSION INCLUDED:

#### » Concerns for safety

- Personal stories, traffic accidents, or deaths on the street
- Witnessing unsafe behavior, like jay-walking, bad driving, road rage
- Experiences with theft, property damage, burglary
- Discomfort with people involved in illegal, dangerous, or unsavory activities

#### » Desire for something more in the neighborhood

- Lack of safe, positive activity on the street and businesses
- Need for parks, public amenities, trees, grass
- Desire for safer walking, biking, hanging out
- Positive attitudes toward higher density, mixed-use development to get more people living and working here and to keep rents affordable

#### » Positive outlook for the future

- Optimism about current economy and investment in the neighborhood
- Changing demographics and growing population – young people and homeowners moving in
- Businesses opening and new places to eat and drink
- Positive vibe and changing reputation of central city neighborhoods
- Obvious changes seen as opportunities (empty lots, Sears closing)

#### Open House (April 2018)

#### Public Workshop (Feb 2017)

- **129 attendees**
- 3 interactive activities
- 20 groups, map exercise workshop
- 100 State Street cross sections

#### Live Polling + Public Survey

- **983 participants**

#### Website ([www.lifeonstate.com](http://www.lifeonstate.com))

#### Pop-up Meetings

- Liberty Park Farmers Market
- Pioneer Park Farmers Market
- World Refugee Day
- Salt Lake Community College

#### Stakeholder Meetings

- Developer & Property Owners
- Business Owners
- Housing Authority of Salt Lake City
- City Council members
- City & County Employees
- Downtown Development Committee

#### Community Meetings

- State Street Coalition
- Ballpark Community Council
- Liberty Wells Community Council
- Downtown Community Council
- Downtown Merchants' Association
- Downtown Safety & Maintenance Committee
- SLC Accessibility Council
- South Salt Lake Chamber of Commerce
- Youth Outreach at Woodrow Wilson Elementary
- Shine a Light on Crime Town Hall Meeting

## CONTINUOUS PLANNING

Life on State builds upon years of community-based planning. This plan specifically builds on the original, regional Life on State Vision (2010), which explored the issues on State Street from the Utah State Capitol all the way to Draper. This Plan is a deeper dive, making specific design recommendations for the cities of Salt Lake and South Salt Lake, with emphasis on the five mile stretch from North Temple to 3300 South.



### This plan is grounded in past plans, including:

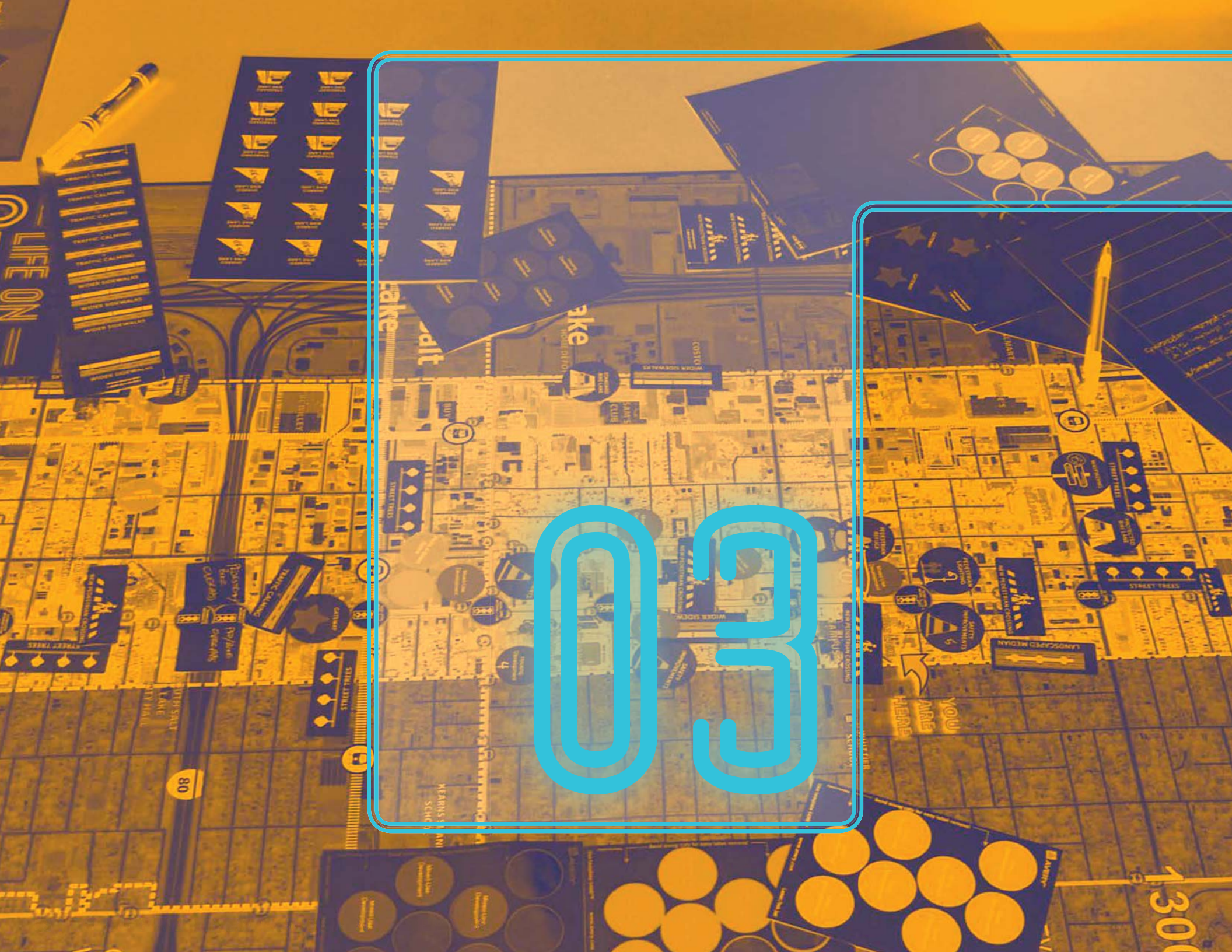
- Salt Lake City Downtown Plan (2016)
- Salt Lake City Transit Master Plan (2017)
- South Salt Lake Downtown Master Plan (2015)
- Salt Lake County Active Transportation Plan (2017)
- Wasatch Choice 2040 (2010)
- Wasatch Front Central Corridor Study (2017)
- UTA 5-year Service Plan
- Utah’s Unified Transportation Plan (2015-2040)

### This plan is also setting the two cities and agencies up for implementation activities currently in the works, including:

- State Street Redevelopment Area in Salt Lake City
- Creative Industries Zone in South Salt Lake
- Strategic Mobility Plan in South Salt Lake
- I- 80 / State Street interchange rebuild in South Salt Lake
- Wasatch Choice 2050 (adoption in 2018)
- Growing Salt Lake Plan (2018-2022)

All of these efforts have had significant public outreach that consistently pointed to the community’s desire for major changes on State Street. Simply put, people want to see more “life” on State Street and understand the many, intertwined changes are required to get there.





# CR

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# POSSIBILITIES

State Street can be improved in many ways, but time and money are limited. Naturally, questions like “What is the best investment?” and “What is most pressing?” arise.

The Life on State project used scenario planning to tackle these questions. State Street scenarios were built with a range of different street design concepts and tested with a computer model for what impact they made on travel times, development investment, cost of living, and a

wide range of other measures. Each design had a corresponding likely development pattern, whether focused on transit, transportation, or attracting small business. This range of scenarios was based on public and stakeholder input. These ideas are conceptual designs and will require further engineering to prove their feasibility.

Comparisons and discussions of these scenario outcomes became the basis for recommendations in the *State Street Tomorrow* Chapter.



## INSIDE THIS CHAPTER:

- » **STREET DESIGN CONCEPTS**
- » **FUTURE SCENARIOS**
- » **ENVISION TOMORROW SCENARIOS**
- » **SCENARIO COMPARISON**

## STREET DESIGN CONCEPTS

The four street design concepts shown on the following pages present a range of possible improvements for State Street. The concepts were built from public input through the “Street Design” public outreach activity. They were narrowed down from over a dozen configurations into four concepts that reflect a general level of investment and change.

Concepts will be refined as future study of the transportation investments moves forward.



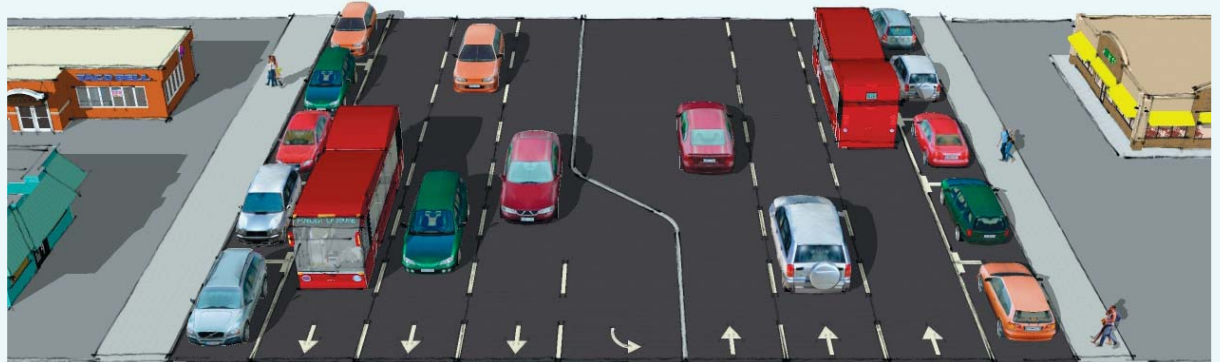
Life on State workshop participants compose their own ideal street cross-section

These street designs show changes and investment in the publicly-owned areas on and along the street. There is significant work to be done “behind the curb” that can be affected by local regulations, incentives, community advocacy, and private investment. This is explored and discussed in the “Future Scenarios” Section (see page 22).

- » **Concept 1: Business as Usual**
- » **Concept 2: Streetscape Upgrades**
- » **Concept 3: Moderate Investment**
- » **Concept 4: Full Implementation**

### Concept 1: Business as Usual

Sidewalk widths and lane configurations vary throughout the corridor, but this design represents the average State Street street and sidewalk design as it is today.





### Concept 2: Streetscape Upgrades

This design has the same road design (lanes, width, traffic type) while adding landscaped medians and street trees. Temporary changes like glued down bollards or new striping could be tested out here.



### Concept 3: Moderate Investment

This design gives higher priority to transit and pedestrians. On-street parking may be replaced by wider sidewalks and landscaping. One vehicle lane is repurposed as a transit priority lane. Street trees are included in the center medians and in park strip areas.



### Concept 4: Full Implementation

This design makes a major shift to prioritize multi-modal travel, and has two variations. Both give added space to pedestrians and bicycles, and priority to transit.



These designs limit access points and turns across vehicle lanes to better manage traffic flow. Street trees are included in the center medians and in park strip areas.



## FUTURE SCENARIOS

The connection between transportation, land use, and development markets is well known and researched. Investments in public spaces and transit are proven to attract greater density and diversity of development. This is the basis of planning for transit-oriented development and urban core areas.

Four separate land use and transportation scenarios, based on the Street Design Concepts, were created for the State Street corridor (from 200 E to 300 West). The future scenarios were modeled and evaluated with Envision Tomorrow (ET+) software, which allows users to digitally map proposed development and public investments, and then measure and compare outcomes on a range of measures from public health, fiscal resiliency, and environmental sustainability.

For additional detailed information on the scenario development process and Envision Tomorrow see Appendix II (page 103)



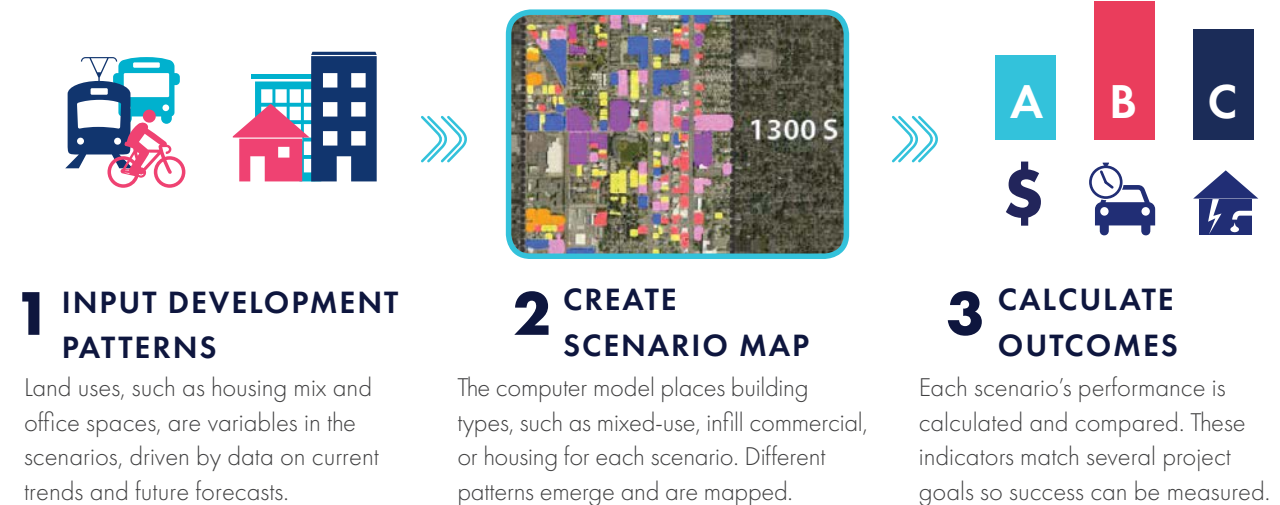
### The results of the scenario analysis reflect some basic facts:

- City regulations that limit the allowed heights and densities, and require high parking minimums can make multi-story office and housing projects unfeasible.
- Current conditions, including traffic, speeds, parking, and aesthetics make many sites undesirable locations for new development.
- Housing affordability is tied to availability – prices go up when development is restricted.

- Developers have to be able to cover rents high enough to justify construction. Higher rents come from a good location and better amenities (including walkability, transit, shopping, dining, parks).

These facts do not change in Scenario 1. Scenarios 2 through 4 take progressively more aggressive steps to changing these basic facts. The Scenario Comparison on page 24 summarizes the outcomes and how well each scenario meets the goals of Life on State.

## CRAFTING A SCENARIO



## ENVISION TOMORROW SCENARIOS

### »» Street Design Concept 1

- Roadway conditions remain unchanged
- No changes are made to zoning and other city development regulations
- Minimal growth and new development occurs outside of downtowns

### »» Street Design Concept 2

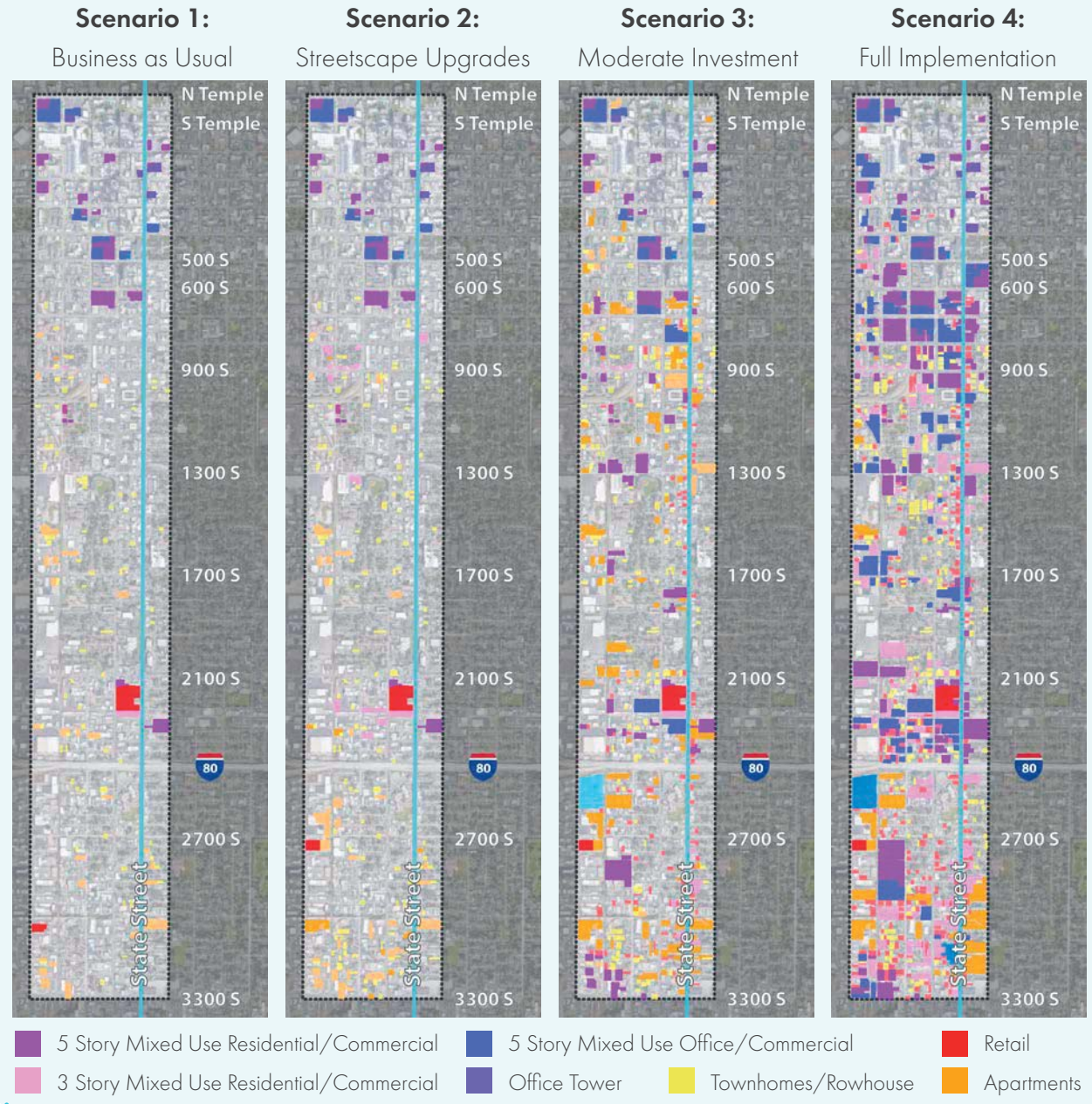
- Landscaped medians and street trees added
- City regulations adjusted to allow for more compact urban development
- Development feasibility remains limited; little high-density development outside of downtowns.

### »» Street Design Concept 3

- City regulations adjusted to allow for more compact urban development
- Landscaping and trees added; sidewalks and transit facilities upgraded
- Commercial infill opportunities increase

### »» Street Design Concept 4

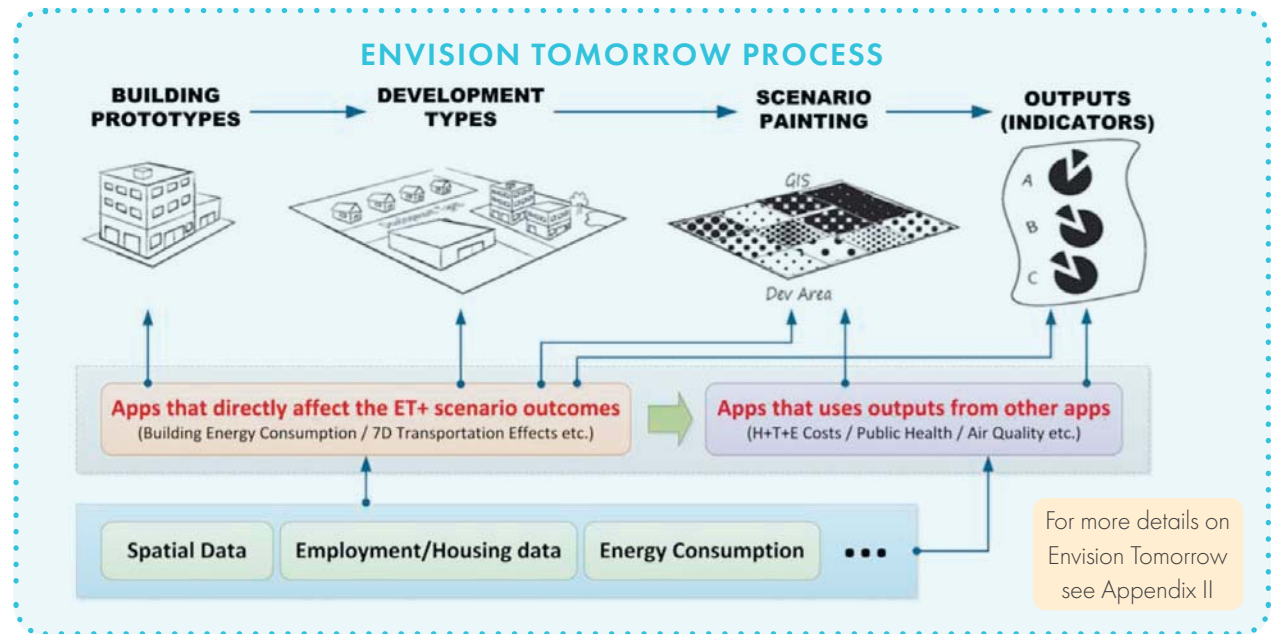
- City regulations adjusted to allow for more compact urban development
- Substantial investments made into permanent roadway improvements
- Mixed-use, urban development becomes economically feasible throughout corridor



## SCENARIO COMPARISON





Each scenario was tested on a range of indicators related to project goals. The table on the following page shows a comparison for the project goals that are measurable by Envision Tomorrow (ET+).

After assessing the results of each scenario, the scenario modeling made a few things clear:



## Conclusions

- More substantial investments move the indicators closer to achieving project goals.
- Private investment will increase relative to the quantity and quality of public investments into the roadway.
- Urban redevelopment means higher land and construction cost. Higher densities are needed for a development to have a return on investment.
- High density development results in higher tax revenues (property and sales tax), providing higher value per acre, or “value density”.
- Success builds on success. A critical mass of high-quality projects is required to change the market. As the area becomes more desirable, more people will look to live or work on the corridor.
- Compact, higher density development is possible with infrastructure investment.
- Higher density living opportunities bring more people closer to the services and amenities they need.
- Walking, biking, and transit use increases and vehicle trips per household decrease, reducing overall transportation costs.
- Infrastructure investment throughout the corridor broadens opportunity for housing and job growth outside of the cities’ downtowns.
- The shift to smaller, more compact housing types reduces per household water and energy use, reducing infrastructure demands and housing costs.
- Housing costs increase as the area becomes more desirable. New, market rate housing in the corridor will tend to be more expensive than existing, largely affordable housing options that exist today.

| Goal  | Envision Tomorrow Indicators                               | Business as Usual<br>Scenario 1: | Streetscape Upgrades<br>Scenario 2: | Moderate Investment<br>Scenario 3: | Full Implementation<br>Scenario 4: |
|---|--|----------------------------------|-------------------------------------|------------------------------------|------------------------------------|
| <b>OPTIMIZE MOBILITY</b>                             | Change in <b>Daily Walk Trips</b> (in %)                   | +16                              | +21                                 | +41                                | +76                                |
|   | Change in <b>Transit Trips</b> (in %)                      | +10                              | +12                                 | +23                                | +43                                |
|   | Change in <b>Transportation Costs</b> per Household (in %) | -5                               | -7                                  | -12                                | -14                                |
|   | Change in <b>Vehicle Miles Traveled</b> per Capita (in %)  | -5                               | -7                                  | -13                                | -15                                |
| <b>DRIVE ECONOMIC PROSPERITY</b>                     | Increased <b>number of jobs</b> near State Street          | 10,700                           | 11,000                              | 13,000                             | 30,500                             |
|   | Annual <b>Sales Tax Revenue</b> (in Millions)              | \$13                             | \$15                                | \$23                               | \$59                               |
|   | Annual <b>Property Tax Revenue</b> (in Millions)           | \$12                             | \$12                                | \$18                               | \$43                               |
|   | Total Value of <b>New Development</b> (in Billions)        | \$1.2                            | \$1.3                               | \$1.9                              | \$4.4                              |
| <b>SUPPORT EQUITABLE LIVING OPPORTUNITIES</b>      | <b>New Housing Units</b>                                   | 1,700                            | 2,300                               | 4,600                              | 8,000                              |
|   | New <b>Retail</b> Square Footage (in Thousands)            | 650                              | 700                                 | 1,100                              | 2,800                              |
|   | New <b>Office</b> Square Footage (in Thousands)            | 3,870                            | 3,960                               | 4,550                              | 11,800                             |
|   | <b>Housing affordability</b> Cost / Month                  | \$890                            | \$920                               | \$1,040                            | \$1,240                            |
| <b>ENCOURAGE HEALTHY &amp; SUSTAINABLE DESIGN</b>  | Change in <b>Energy Use per Household</b> (in %)           | -1                               | -2                                  | -3                                 | -4                                 |
|   | Change in <b>Internal Water Use per Household</b> (in %)   | -7                               | -10                                 | -15                                | -21                                |

Results ranked  
**BEST** and **WORST**

- Note: This comparison shows the project goals that are quantifiable and able to be measured by Envision Tomorrow. Many goals were qualitative and not able to be measured in the computer model.



04

# STATE STREET TODAY

## OPPORTUNITIES & BARRIERS TO ACHIEVING PROJECT GOALS

Current conditions on State Street and in the surrounding neighborhood present many opportunities, but also some definite barriers to success. The Life on State project studied available data to better understand who currently lives and works in the corridor. It also examined the mobility patterns and roadway safety. Data was studied on public safety and research was conducted into development trends.

This chapter highlights research from a combination of national and local data sources, as well as on-the-ground observations and interviews with area experts that have first-hand knowledge of this neighborhood. This is just a sample of the research conducted, and is organized by project goals.



### INSIDE THIS CHAPTER:

- » STATE STREET OVERVIEW
- » KEY ASSETS
- » SAFETY & SECURITY
- » IDENTITY OF PLACE
- » CONNECTIVITY
- » MOBILITY
- » ECONOMIC PROSPERITY
- » HOUSING
- » SUSTAINABILITY

## STATE STREET OVERVIEW

The State Street corridor today has a broad range of existing land uses, including the largest concentration of major institutional buildings in Utah. While many people identify State Street with the auto-oriented retail that dominates much of the corridor, there is also an eclectic mix of new and old businesses throughout, including one of the most vibrant international food and business clusters in the region.

Knitting together this mix of regional and local destinations is the most robust transit service in the state. TRAX light rail runs in a dedicated corridor at 200 West, and the S-Line streetcar connects it to State Street, Sugar House, and downtown Salt Lake. UTA's busiest bus route - Route 200 - also runs north-south on State Street, as do other popular bus routes, bringing people from throughout the valley to the area.

According to the 2010 US Census, only 7,775 housing units exist in the study corridor, housing 13,869 people. That's an average of 3.25 housing units per acre, a density that does little to drive new investment in transit or support local businesses

(a density of 25 units per acre is considered a minimum urban threshold). Nearly 54,500 jobs exist in the corridor, though few of those exist outside of downtown Salt Lake City.

The lack of people living and working throughout the rest of the corridor has led to a space largely ignored by new investment. Crime, homelessness, and a general lack of community have become the norm. When coupled with the auto-oriented design of the road, and an overall lack of green space along the corridor, the barriers to achieving the goals of this plan become clear.

## DEMOGRAPHICS

State Street is a low-income corridor. The median household income of people living in the corridor is \$34,835 - 73 percent of Salt Lake City and 93 percent of South Salt Lake. Additionally, a large share of households don't own a car, have at least one person living with a disability, or are unable to drive due to age or ability. All told, this leads to a population on State Street that is much more transit dependent than in other areas in the Salt Lake City - 69% vs 54% (2015-16 On-Board Origin-Destination Survey).



### Transit Dependent Populations

are defined by the Federal Transit Administration (FTA) as:

- Persons living in a household owning zero vehicles
- Persons living in a low-income household
- Persons living with a disability





## KEY ASSETS

The following are key assets that exist in the corridor today, and should be leveraged for the future transformation of State Street.

- » State & Federal Institutions in Downtown SLC
- » Salt Lake City & County Building
- » Salt Lake County Government Center
- » South Salt Lake City Hall
- » SLCC - South City Campus
- » Nightlife and entertainment
- » International food & businesses
- » Regional transit connections



Regional transit connections - S-Line Streetcar



Utah State Capitol



South City Campus



The State Room live music venue



International food & business - Chinatown Market



Salt Lake City & County Building (City Hall)

## SAFETY & SECURITY

The roadway feels unsafe to many pedestrians, bicyclists, and sometimes even drivers.

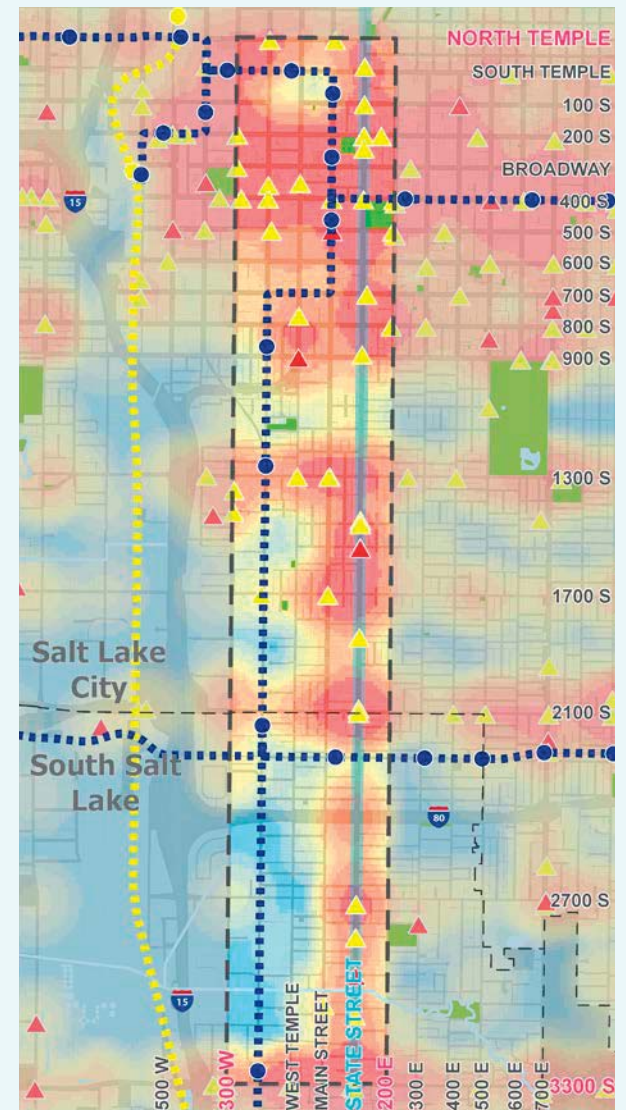
The first thing most people notice on State Street is most vehicles are traveling well above the speed limit. The width of the street, lack of trees and other features, and distance between traffic controls encourages speed. Drivers are often not prepared to see or slow down for pedestrians or cyclists. The unmitigated noise and speed creates an uncomfortable environment for anyone not in a car.

This is backed up by crash data showing that there have been over 1,200 traffic related injuries and 14 fatalities within the State Street corridor between 2010 and 2016. Six of these fatalities involved pedestrians.

An analysis of crash data displayed on the map to the right highlights where major safety concerns exist and shows the pattern of and speed generally increases as one travels south.

### CRASHES INVOLVING BIKES OR PEDESTRIANS, 2010-2016

Source: UDOT Crash Database - 2010-2016



**Perceptions and experiences of State Street crime and uncomfortable encounters deter visitors and investment.**

Safety is also relevant in terms of property crime and personal security. The combination of auto-oriented development, commercial-only blocks in decline, and decaying infrastructure have created conditions where illicit uses often overwhelm legitimate ones.

Several motels, alleys, and empty buildings have become gathering places for homeless individuals, drug use, and prostitution. Numerous businesses report break-ins and vandalism at all hours of the day. A lack of eyes on the streets from evening activity and residents compounds the issue.



Autocentric environment creates unsafe conditions for pedestrians and bicyclists

See **“Improve Safety & Security”** on page 9

## IDENTITY OF PLACE

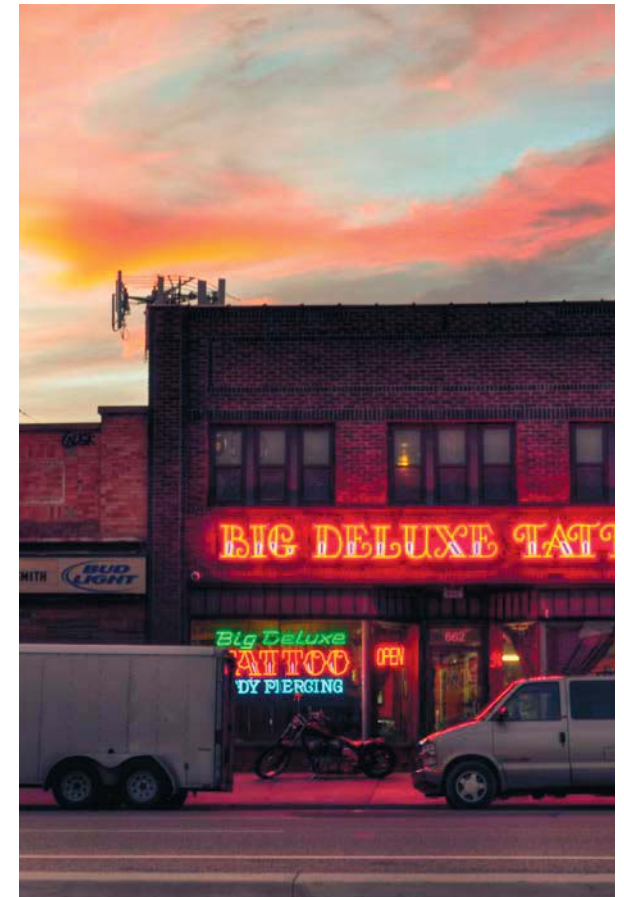
### State Street lacks a distinguishable identity.

This stretch of State Street contains the Capitol, three government centers, a community college, major employers, retailers small and large, and a wide variety of dining and drinking establishments. Despite all of this, there is no distinct, cohesive or identifiable State Street “brand”. Typical elements that help to define a street or district identity are: signage, lighting, building characteristics, green infrastructure, sidewalks, and paving materials. The sprawling style of development in many stretches makes it indistinguishable from other large arterial corridors. State Street needs a brand to promote it as a desirable destination and address for residents, businesses, and visitors.

There is plenty of material to work with in creating a refreshed identity. The many established institutions, whether civic, social

or small business, have strong identities and audiences. Iconic elements from the automobile golden age, such as the Avalon Theatre (now the Utah Children’s Theatre), elaborate street signs (such as the Classic Bowling sign), and classic architecture such as South High School (now Salt Lake Community College) have been lovingly restored and reborn. Yet, few incentives exist today to encourage this restoration and preservation, or to overcome the zoning and building code obstacles of repurposing an old building. Further, there has been little market incentive to fill in the gaps between these gems with complementary buildings and activities.

There is a strong and growing economy of creative, ethnic, and small businesses in the neighborhood that need support to stay and grow as the community changes.



Older buildings lend character to State Street and are big opportunities for unique, small businesses to get their start



The City County Building is the historic home of Salt Lake City Hall



Ritz Bowl is gone, but the 50' tall sign was rebuilt and used to mark an apartment community being constructed on the site

See **“Improve Identity of Place”** on page 10



## CONNECTIVITY

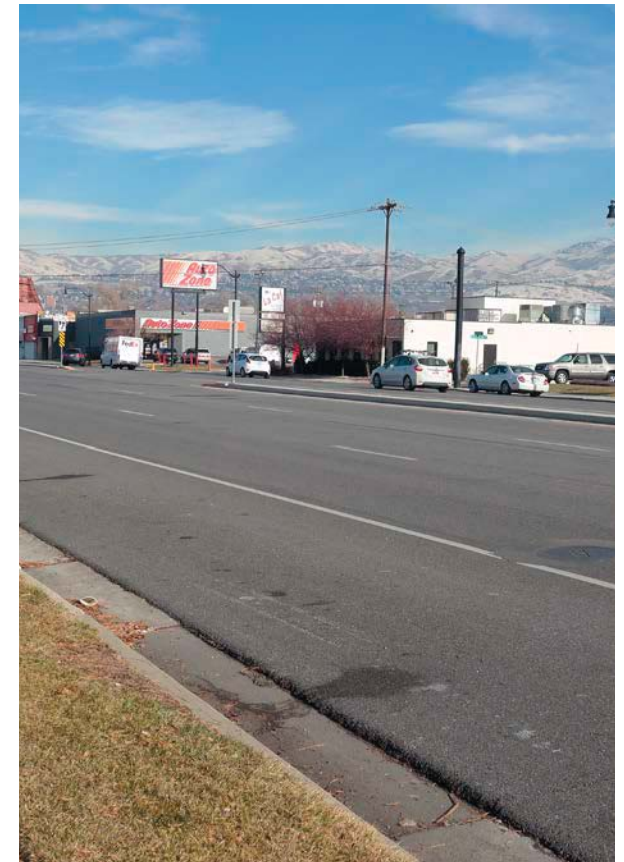
**There is a lack of comfortable and protected crossings on State Street, and the crossings that do exist are typically long and risky.**

Spanning 132 feet with seven travel lanes for most of its length, State Street is wider than most urban streets in America. The crossing distance, lack of refuges, number of turn movements, and speed at which cars travel are hazardous for even able-bodied pedestrians. Many less speedy or skilled pedestrians and cyclists avoid crossing it altogether. One school drives all children in a school bus to the other side of State Street to avoid the crossing. Pedestrians have been known to take a bus downtown to a turnaround point and back, just to cross the street.

This condition is exacerbated by the distance between crossings. There are only three protected midblock crossings and 20 signalized intersections on this 5-mile stretch of State Street. Blocks are typically 660 feet long and on some

stretches of the road, signalized intersections are up to six blocks apart (3/4 mile). It could take a person walking an average speed of 3-miles per hour up to ten, or even fifteen minutes to reach a designated crossing.

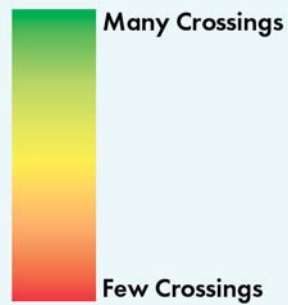
If it takes a person too long to walk to a crossing, cross the street, and continue on their way, they may decide to cross at an unprotected or unsafe place. This is a common occurrence on State Street. Many able-bodied pedestrians choose to jaywalk, and persons with disabilities experience even greater challenges navigating State Street. In addition to creating very real barriers and low access to opportunities, this is a strong deterrent to walking or biking on State Street.



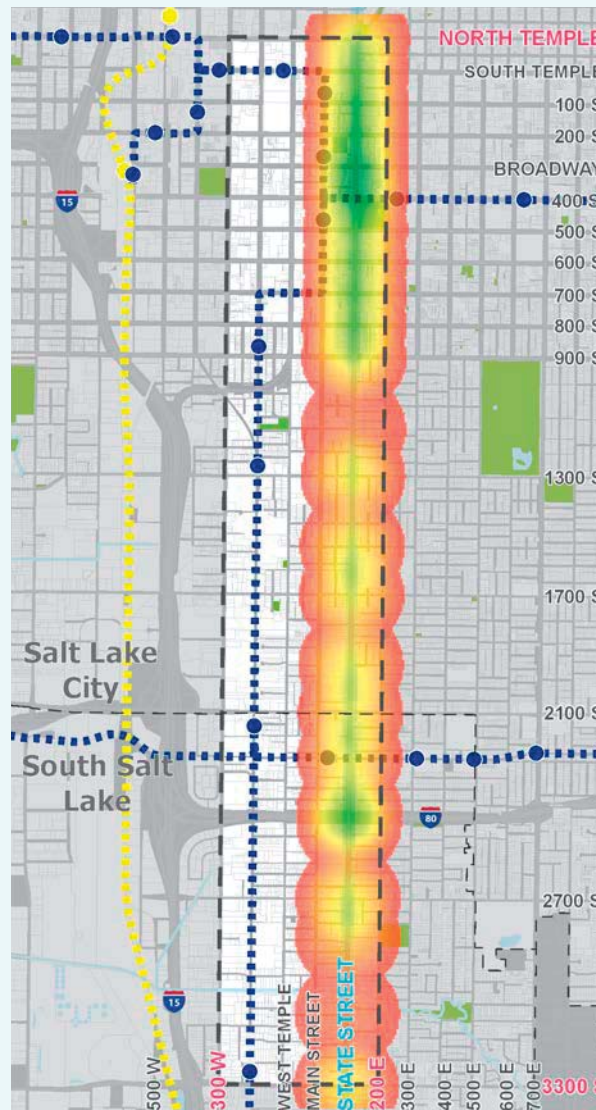
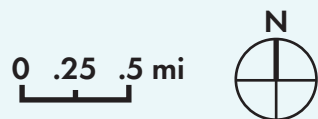
State Street at 800 South is typical- very wide with few crossings and little to calm traffic speeds

## CROSSWALK DENSITY WITHIN THE STATE STREET CORRIDOR

Source: Fregonese Associates



- TRAX Route
- TRAX Station
- FrontRunner Route
- FrontRunner Station
- State Street
- Study Area
- City boundaries



Areas in green have a distance to crosswalks of a block or less. The yellow areas require a 5-minute walk, orange is 10 minutes, and red is up to a 15 minute walk to a protected and comfortable crossing on State Street.

See “Expand Connectivity” on page 11



## MOBILITY

### **State Street does not adequately support all modes of travel.**

As a state highway, State Street prioritizes automobiles. Nearly 80 percent of the right-of-way (over 100' and seven lanes) is dedicated to vehicles. Active transportation is largely ignored, as facilities for both pedestrians and cyclists are poorly designed and maintained. And, even though transit use is high (the State Street bus is one of UTA's busiest routes), bus stops are typically just a curbside sign and frequency is only average.

These shortfalls are missed opportunities to boost non-vehicle trips and to reduce household transportation costs. This is an important factor considering the high number of households that are low-income, have disabilities, or rely on non-vehicle transport.

### **Better Transit is needed**

Transit improvements on State Street are needed to make travel times more competitive with driving and the rider experience more inviting. This will allow transit to absorb the growth in trips that will come as the area redevelops. Safe and convenient pedestrian access to transit is essential, especially as more households and destinations fill in along State Street.

TRAX trains (on 200 W) are full during peak travel times, primarily serving commute trips. Additional trains cannot be added to the corridor without a significant investment in additional tracks. Route 200 takes roughly twice as long as TRAX to travel the length of the study area. Despite this, Route 200 experiences one of the highest ridership of any UTA bus route. In addition, Route 200 has a higher percentage of people walking to access the route compared to the system at large (93% vs. 70%) and a higher percentage of transit dependent passengers (69% vs. 54%). The route has a lower income and a higher percentage of minority passengers than the system at large, and more than half the route's trips are for daily needs rather than commuting.

### **Many State Street travelers experience delay at peak hours.**

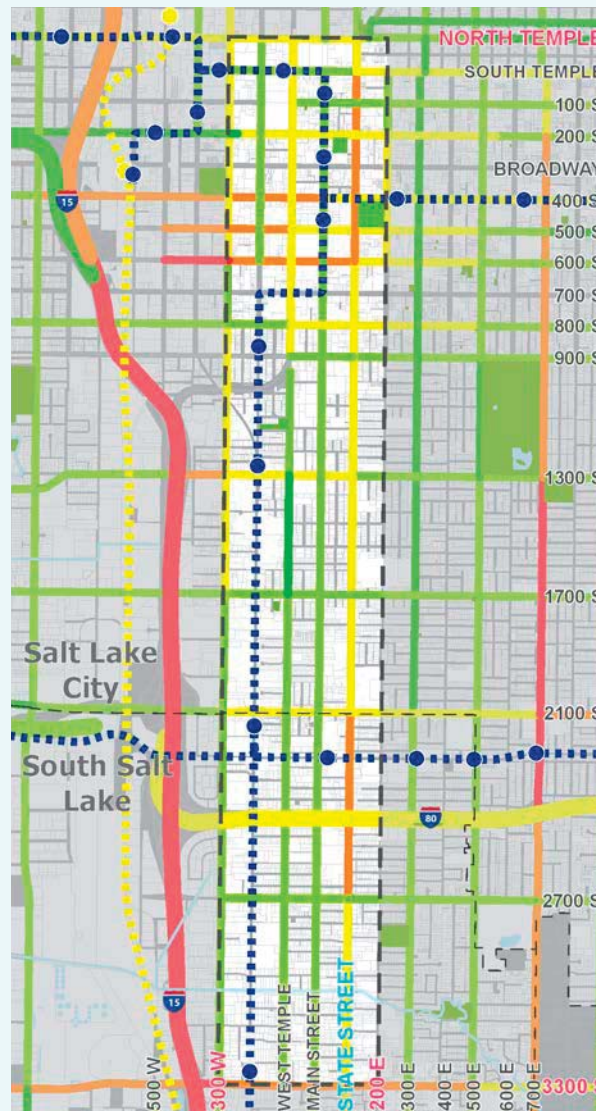
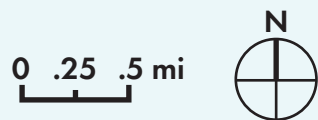
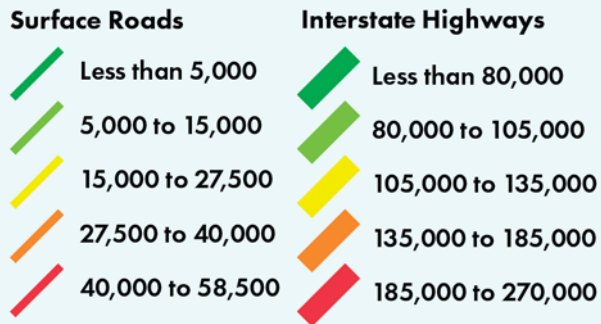
Traffic volumes vary along the corridor, peaking along major arterial cross-streets and intersections that connect to I-15 and I-80. State Street average daily trips (ADT) were measured in 2017 at 34,359 between 500-600 South, 36,104 near I-80, and 32,595 north of 400 South.

Travel delays exist during peak hours of the day. As the population grows regionally and locally, overall trips will rise, and pressure on State Street will increase. Optimizing all forms of mobility and creating more balance between travel modes will help slow the rate of growth of vehicle trips. Addressing excessive access points, inconsistent signal intervals in some areas, and wide crossing distances are other opportunities for improvement.



### AVERAGE ANNUAL DAILY TRIPS

Source: UDOT Average Annual Daily Traffic data - 2014;  
North of 400 S, 500 S - 600 S, 2100 S to I-80 counts  
updated September 2017



State Street is an important connection, but is not the busiest arterial in the neighborhood. A wide range of routes in the grid network helps to disperse traffic.



Inadequate and uncomfortable sidewalks on State Street discourage people from walking there

See **“Optimize Mobility”**  
on page 12



## ECONOMIC PROSPERITY

Given the high level of transit coverage in the corridor, and the close proximity to both downtown Salt Lake City and downtown South Salt Lake, State Street has substantial potential for transformation into an internationally competitive urban corridor. Redevelopment potential exists along much of State Street, as determined by several factors:

- **Building Intensity:** Many properties in the corridor have a much lower floor-to-area ratio (FAR) than is allowed under existing code. Many sites are less than 25% covered by buildings, with the remaining space utilized by surface parking lots and/or landscaping. This is an inefficient use of land for an area so close to the urban core of the region.
- **Building Age:** Some buildings along the corridor are historic in nature, and they offer unique opportunities for preservation and renovation to build the character of State Street. However, many buildings, especially commercial properties, are more than 50 years old and have likely reached the end of their building lifecycle, meaning they are ready for a

new and better use to meet the needs of current and future generations.

- **Property Value:** There are many sites with low property values throughout much of the corridor, especially as one moves south from downtown Salt Lake City. Many of these properties have a very low improvement to land value ratio (0.5:1 or lower), a measure of the value of a building vs. the value of the land it stands on. These properties often provide the best opportunity for land use change in an area.

### Zoning regulations are hindering new investment in the corridor.

Despite the high redevelopment potential, there has been little investment in the area south of downtown Salt Lake City and in downtown South Salt Lake. Interviews with local developers and investors revealed that this can be attributed to many issues, such as the prevalence of crime and a perception of poor safety, and lack of desirable transportation infrastructure. Additionally, existing zoning regulations often hinder, or do not require,

high quality development. Height restrictions, deep setbacks, and high parking standards are particularly challenging. These factors have prevented the corridor from achieving the critical mass of people, goods and services that make for the best urban areas.

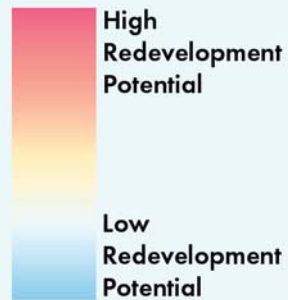
Applying the tools and implementing recommendations outlined in this plan will help increase private investment in the area, and support housing and job growth throughout the corridor.



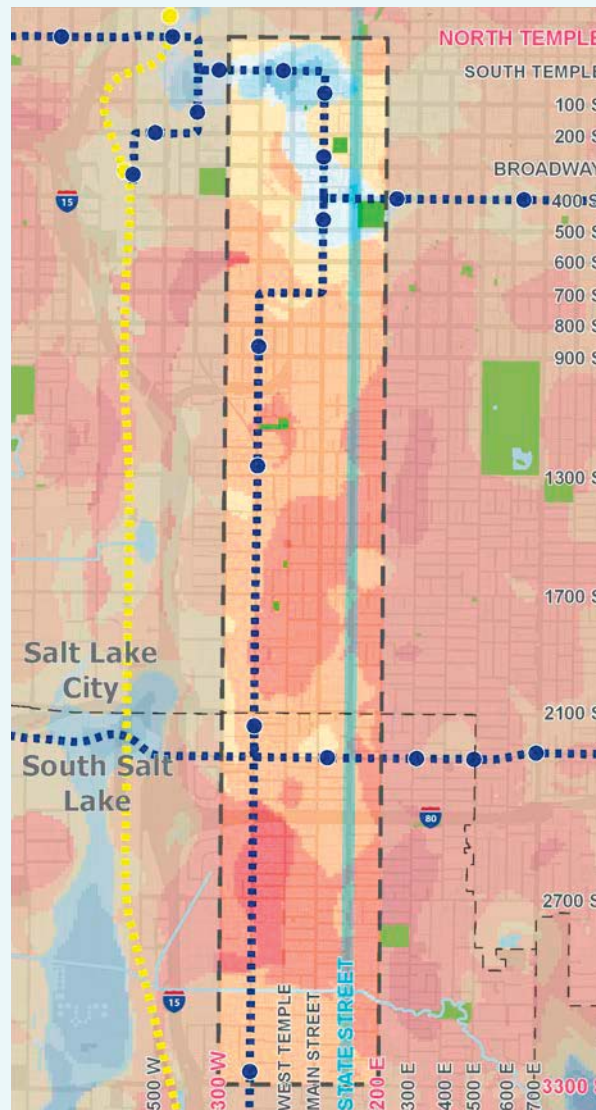
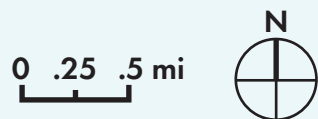
Surface parking - shown in blue - dominates much of the State Street corridor

## REDEVELOPMENT POTENTIAL

Source: Salt Lake County Tax Assessor;  
Fregonese Associates



-  TRAX Route
-  TRAX Station
-  FrontRunner Route
-  FrontRunner Station
-  State Street
-  Study Area
-  City boundaries



The Redevelopment Potential Map is based on building age, building intensity and property value.

Areas in downtown Salt Lake City seen in blue are mature and have largely been built out.. As you move south throughout the corridor, land prices and building intensity decreases, increasing the potential for redevelopment.

See “**Drive Economic Prosperity**” on page 13



## HOUSING

### Current development densities do not support existing or future transit enhancements.

The TRAX light rail system was built to take advantage of existing infrastructure, and the neighborhood is still catching up to this potential. State Street was traditionally the boundary between housing and commercial/industrial areas, thus housing density in the study area overall is very low, averaging below four housing units per acre.

A minimum density of 15 dwelling units or 120 people per acre in a station area is considered a common metric to support high capacity transit. Station areas are usually referred to as a 1/4 mile walkshed around a transit station. State Street is ideal for improved transit service, with many transit-dependent people (old, young, disabled, or low-income), employment destinations, and urban aspirations.

This is changing. With TRAX at 200 West, changing commercial development patterns, and extreme housing pressure, housing and office space has become a high priority and more viable in the neighborhood.

### Housing at all price points is needed, but there are obstacles to building it.

Current zoning regulations along much of the corridor do not encourage housing or high-density development. Investments to stabilize single-family housing are also needed, but lacking.

An unintended consequence of redevelopment is rising housing costs, increasing the threat of displacement of existing residents. The access to opportunity and transit in this urban neighborhood is vital to their independent living. Preserving and advancing housing affordability is a key neighborhood issue, but often faces opposition. Many current residents that live on or near State Street are low-income, elderly or disabled. It is critical that affordable housing is a part of the plan and not left to chance as prices continue to rise in the Utah market.

#### Common TOD density metrics:



Appropriate housing unit density ranges from  
**15 to 75 HU/acre**



Appropriate people density (living and working)  
**100 to 200 ppl/acre**

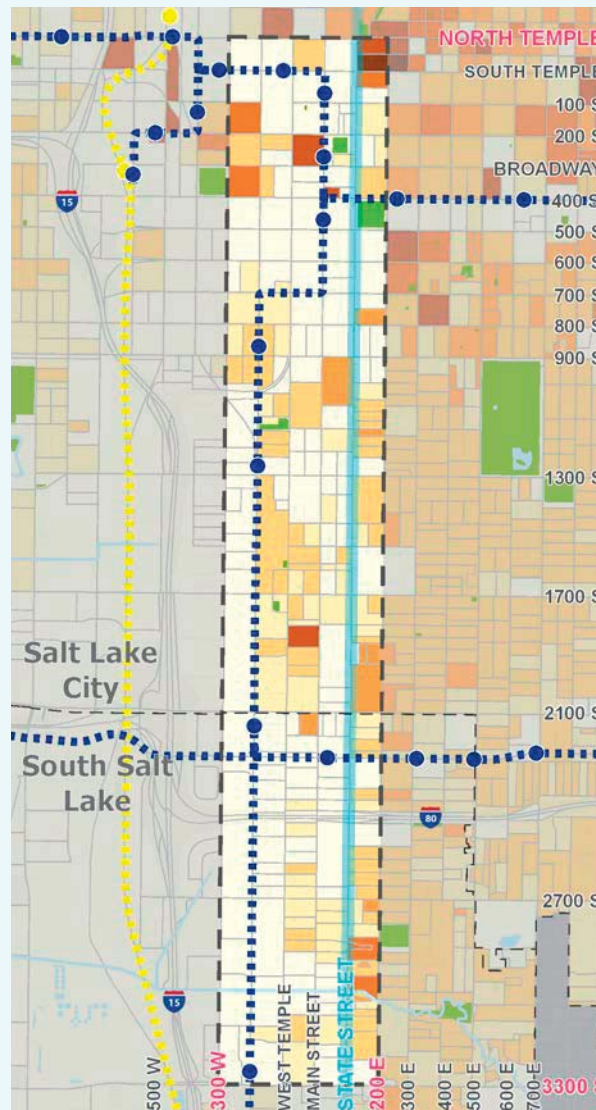
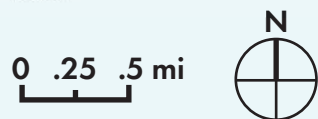
The TOD housing density and employment density ranges above represent commonly accepted guidelines for station areas. Station areas are usually defined as a 1/4 mile walkshed around a transit station.

#### Sources for TOD guidelines:

- ▶ CRCOG Tools for Towns, TOD Detailed Technical Report – JULY 2002
- ▶ TOD Design Guidelines, Florida Department of Transportation, 2005
- ▶ TOD Guidelines. Metro Atlanta Rapid Transit Authority (MARTA). Page 44. November 2010.

## HOUSING UNIT DENSITY PER ACRE

Source: U.S. 2010 Decennial Census



Housing density drops off sharply at State Street where commercial and industrial uses dominate. New development activities are changing this condition.



New developments like 600 Lofts create a high enough density to support transit-oriented development and further attract public as well as private investment

See “Support Equitable Living Opportunities” on page 14



## SUSTAINABLE DESIGN

### **The State Street neighborhood has a noticeable lack of green space, trees and green infrastructure**

Public outreach identified adding more parks, trees, and natural elements as one of the biggest priorities for improvement. Community members feel that the appearance of State Street reflects poorly on their neighborhood, and that they are lacking in opportunities for recreation and relaxation that exist in other neighborhoods.

Almost every park and school in the State Street neighborhood is on the east side of the corridor, leaving few amenities for those who work and live west of State Street in areas targeted for redevelopment. The majority of people live over 1/4 mile from a park. Both city's master plans have a stated goal of all residents being within 1/4 mile of the nearest park.

The majority of State Street has little or no trees or green space along the street. Trees are a key feature in making the area more walkable, attractive, and neighborly. Trees also slow down traffic, mitigate heat, improve air quality, absorb stormwater and inspire more walking and biking. Planting trees is an expensive and sometimes controversial endeavor on commercial corridors, but one that has a high proven return on investment and should not continue to be ignored.

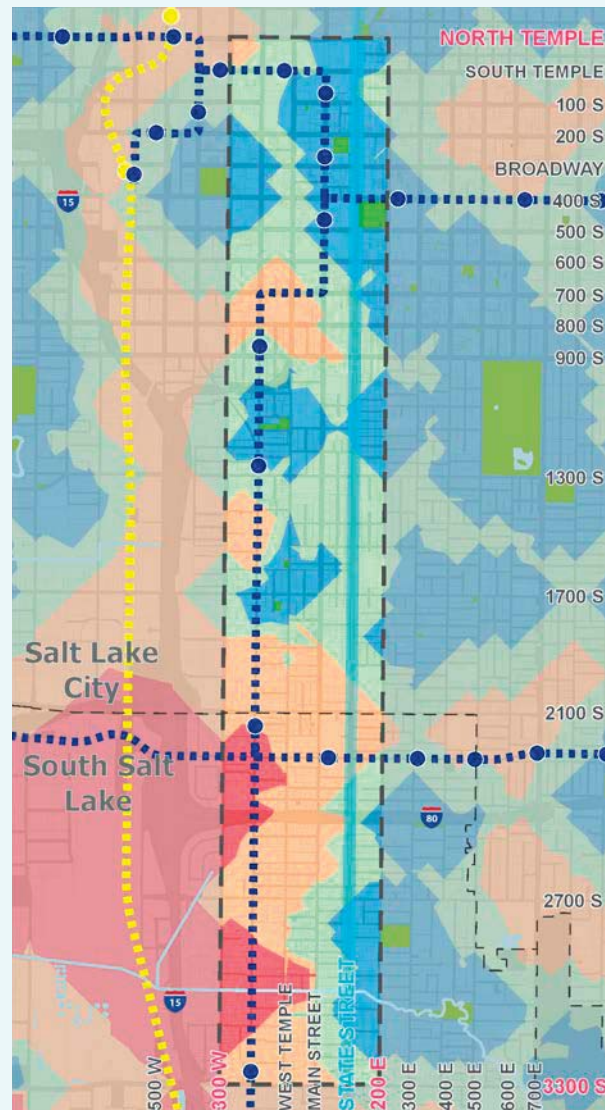
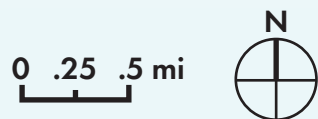


State Street lacks trees and green space in both the public realm and on private property

## ACCESS TO OPEN SPACE

Source: Fregonese Associates

-  0.25 miles from a park
-  0.5 miles from a park
-  1 mile from a park
-  2 miles from a park
-  TRAX Route
-  TRAX Station
-  FrontRunner Route
-  FrontRunner Station
-  State Street
-  Study Area
-  City boundaries



Both Salt Lake City and South Salt Lake have a goal for all residents to live within a 1/4 mile walk of a park. These areas are shown in blue. More than 66% of the study area is more than a 1/4 mile walking distance from a park.

See “Encourage Healthy and Sustainable Design” on page 15





05

THE S T ROOM

THE S T ROOM  
THE S T ROOM  
THE S T ROOM



# STATE STREET TOMORROW

State Street can be a very different place in the future, as this chapter envisions. This plan is innovative in connecting transportation and land use decisions. It recognizes that the desired new buildings and uses are strongly affected by the character of the transportation. This plan delves deep into land use and planning outside the roadway, while kicking off further work on transportation, which must go through more thorough analysis and vetting of ideas in order to be funded and built.

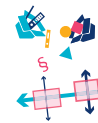
This chapter starts with a big picture view of the corridor (Concept Plan) and provides more design detail for three two-block sections (Catalytic Sites) to show ideas in action. It then moves into individual projects (Design Toolbox) that can quickly make a difference. In another realm, there is an urgent need to change the rules of the game (Program + Policy Tools) to actively shape the future we want.



## INSIDE THIS CHAPTER:



### CONCEPT PLAN



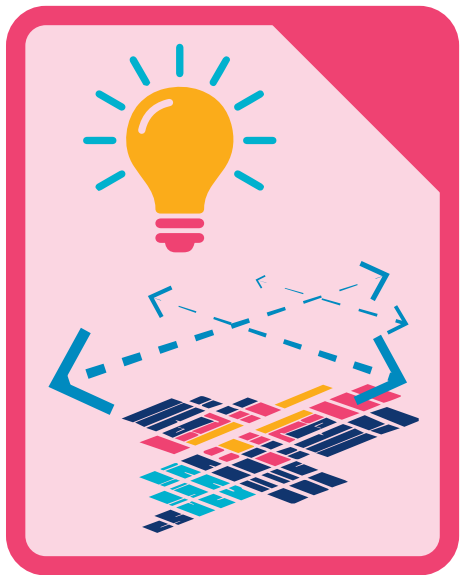
### CATALYTIC SITES



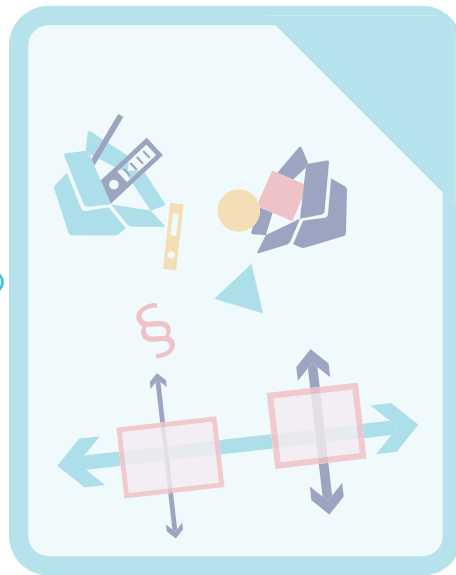
### DESIGN TOOLBOX



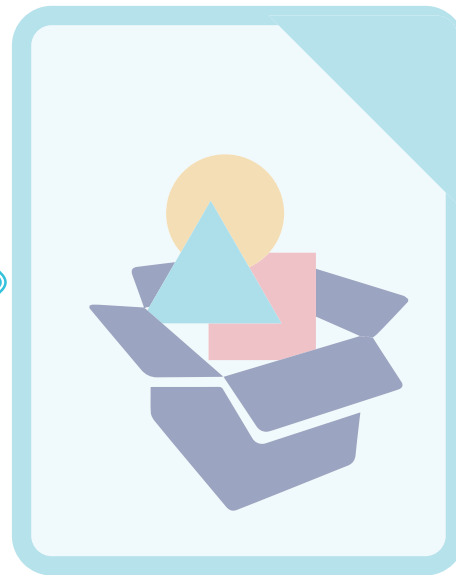
### POLICY + PROGRAM TOOLS



**CONCEPT PLAN**



**CATALYTIC SITES**



**DESIGN  
TOOLBOX**



**POLICY +  
PROGRAM TOOLS**

## CONCEPT PLAN

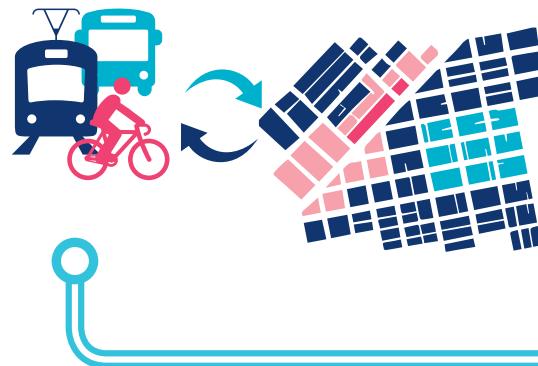
The Concept Plan is a framework for understanding how State Street works. It highlights the different neighborhoods along the corridor and opportunities for focused improvements.



Group map exercise in February 2017. Participants express their priorities for locations of new housing and businesses, community centers and services, and infrastructure upgrades along the State Street corridor

### LAND USE + TRANSPORTATION CONNECTIONS

Integrating land use and transportation planning helps create active, diverse, and prosperous places. The Concept Plan defines future land use and street concepts that will help achieve the vision for the future of the State Street corridor.



- ▶ **Activity Centers** are focal points on the corridor that are either well-established, or should be given more attention to become attractions and the heart of each neighborhood.
- ▶ **Land Use Types** are the variety of uses that exist or are desired in the neighborhood. Activity centers are typically supported by residential or business districts, often with a particular character.
- ▶ **Street Types** are a comparison of the different major streets in the corridor and the unique role each plays in supporting neighborhood mobility and regional transportation connections.

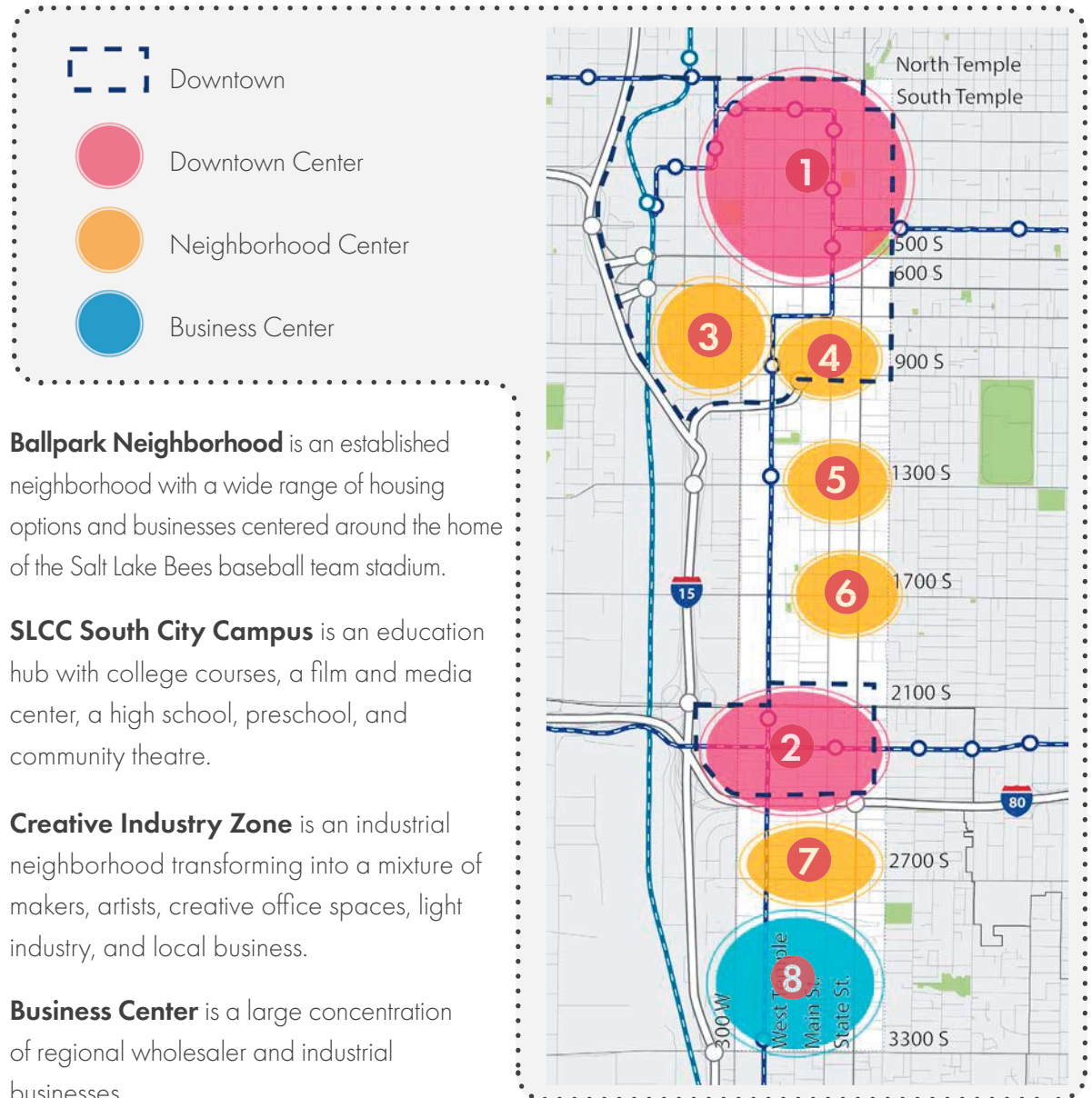
## ACTIVITY CENTERS

An activity center is an urban area with concentrations of different uses. They attract people for work, for school, to shop, and to access services. They serve as both regional and local draws, and are often located at important road or transit junctions. The Life on State Plan encourages building on these successful areas and promoting their unique character.

- 1 Downtown Salt Lake City** is growing and diversifying with more housing and amenities, as outlined in the 2017 Downtown Plan.
- 2 Downtown South Salt Lake** is a formerly industrial area that is converting to a high-density, mixed-use urban neighborhood, as outlined in a 2016 plan.
- 3 Granary District** is an historic warehouse district making strides to become a walkable, mixed-use neighborhood thriving with artists, restaurateurs, and entrepreneurs.
- 4 Central Ninth** is an up and coming mixed-use district that hosts a diverse array of housing options and locally-owned businesses.

- 5 Ballpark Neighborhood** is an established neighborhood with a wide range of housing options and businesses centered around the home of the Salt Lake Bees baseball team stadium.
- 6 SLCC South City Campus** is an education hub with college courses, a film and media center, a high school, preschool, and community theatre.
- 7 Creative Industry Zone** is an industrial neighborhood transforming into a mixture of makers, artists, creative office spaces, light industry, and local business.
- 8 Business Center** is a large concentration of regional wholesaler and industrial businesses.

Activity Center Map



### Downtown Centers:

- High level of activity
- Mid- and high-rise buildings
- Active ground floor uses with mix of office and residential above
- Well-served by transit
- Growing demand for residential options



Rendering of planned development The Crossing in Downtown South Salt Lake

### Neighborhood Centers:

- Neighborhood-serving commercial areas
- Good street and sidewalk connectivity
- Range of services and gathering places
- Built around a main street or key intersection



Central Ninth Market development on 900 S. Image courtesy: Salt Lake City RDA

### Business Centers:

- Mix of retail and wholesale businesses and offices
- Supportive of light industrial and creative industries
- Regional destination with key road and rail connections



Sprinkler Supply Building at 300 W



Downtown Salt Lake City - the metropolitan center for the State of Utah



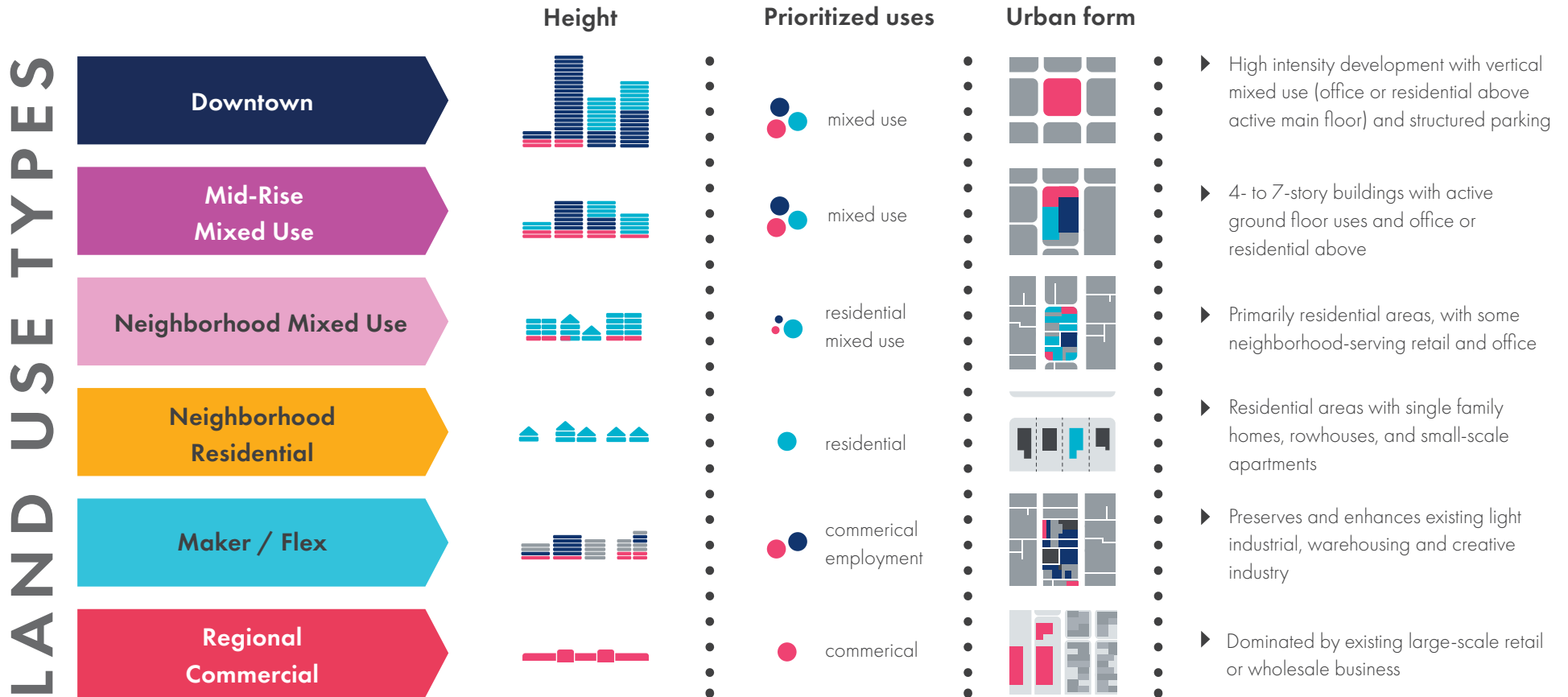
Smith's Ballpark on 1300 S, home of the Salt Lake Bees



Salt Lake City Bicycle Collective in South Salt Lake

## LAND USE TYPES

These are the types of places and development patterns that are desired for the neighborhood. They draw on existing zoning designations and land use patterns, previous planning work, and community input.





Downtown City Creek and the 99 West residential tower are typical development in downtown Salt Lake City



Neighborhood mixed use should include street-fronting rowhomes to create a lively, human scaled environment



Historic warehouses are naturally flexible spaces for multiple kinds of businesses. Image courtesy Studio Elevn



Mid-rise mixed use development brings more residents and workers to the corridor, putting "more eyes on the street". Victoria, BC



Neighborhood residential includes existing and infill homes and duplexes that offer much of the cities' affordable housing



Many large retailers line 300 West and also have a presence on State Street

# STREET TYPES

## A System-Level Approach

No single street can optimally move all travelers at all times. A system-level approach recognizes that every traveler can have a better experience if certain streets are tailored to a specific intended user (such as pedestrian, bike, transit, car or truck). This doesn't exclude any use from a street, but instead makes one street the most naturally enticing for a specific traveler. This

meshes well with land use plans that cluster specific types of businesses (such as offices or destination retail) on certain blocks or corridors.

The principle of Complete Streets meshes with this approach as every street is designed with more care and consideration for the needs of all travelers.

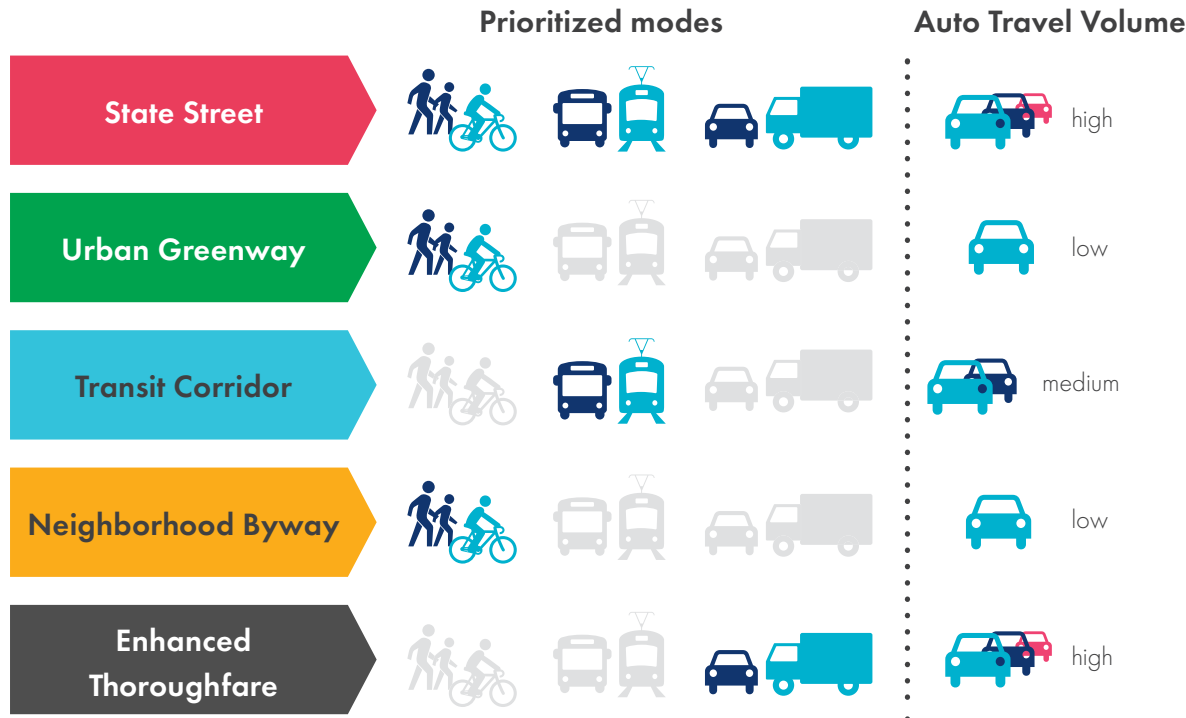
## STREET TYPES

These are the types of uses desired for the streets in the State Street neighborhood. They draw on existing street character, the type of adjacent development, previous planning work, and community input.

The streets in and around State Street make up an efficient grid network that connects to the region's transportation backbone. State Street has an important role in moving regional commuters, but is also a key route for local trips. Better planning and design of State Street and adjacent streets can ensure safer, more efficient trips for all.

Streets also play an important role in supporting adjacent land uses. Whether the street has shoppers hunting for parking, residents wanting peace and quiet, or dining and drinking establishments that cater to pedestrians and cyclists, the street makes a first impression and lasting impact on quality of life.

Street design concepts illustrate a street network that is safe, comfortable, efficient, and accessible for users of all modes.







State Street accommodates all modes of transportation *San Francisco, CA*



The TRAX Transit Corridor in Downtown SLC is friendly for transit, bikes and pedestrians



Enhanced Thoroughfare should have good traffic flow and safety and also include quality streetscape *Durham, NC*



In an urban greenway on Broadway (200 S) SLC Mayor Jackie Biskupski takes a ride on the Green Bike system



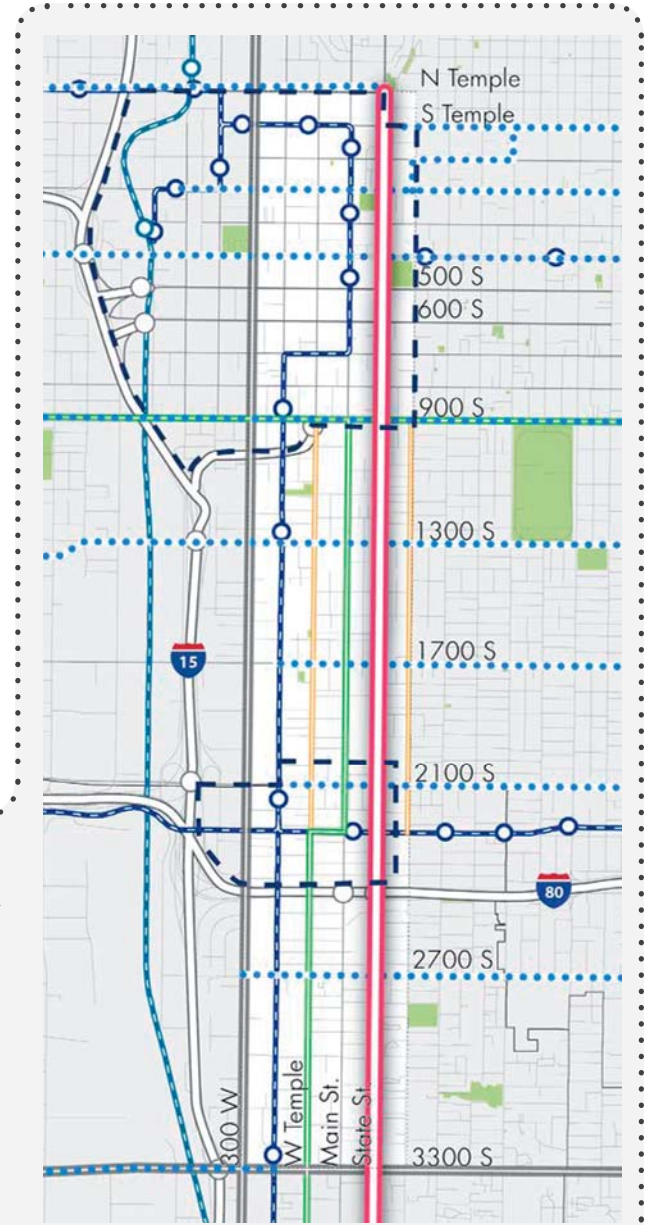
Neighborhood Byways like 600 East emphasize slow local traffic and cycling

**Active Transportation – Main and West Temple** have been targeted as a high-comfort north-south bicycle route, and is proposed here as an **Urban Greenway** type.

**Transit Upgrades** – UTA’s **State Street** bus service is a high-use, high-priority route that has been targeted for an upgrade through the Regional Transportation Plan (RTP), either to **Enhanced Bus** (more frequent service and more comfortable stops) or **Bus Rapid Transit** (more limited stops and priority lanes).

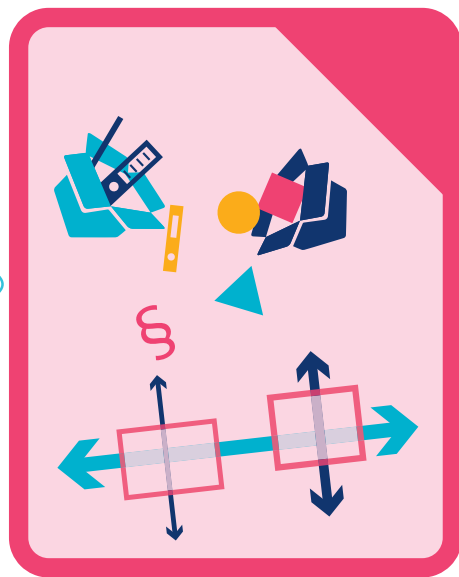
**Legend**

- Downtown Salt Lake City / South Salt Lake Downtown
- State Street
- Transit Corridor
- Urban Greenway
- Neighborhood Byway
- Enhanced Thoroughfare

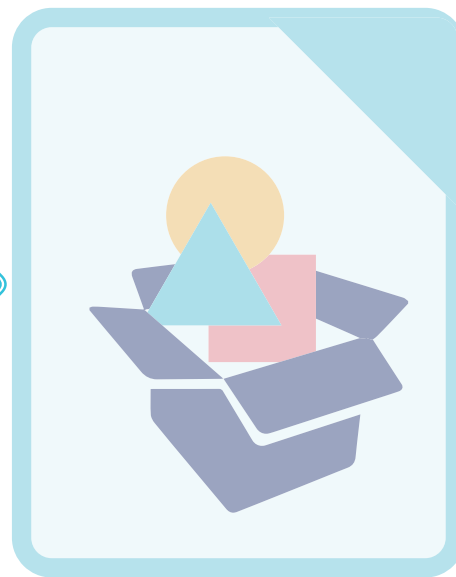




**CONCEPT PLAN**



**CATALYTIC SITES**



**DESIGN  
TOOLBOX**



**POLICY +  
PROGRAM TOOLS**

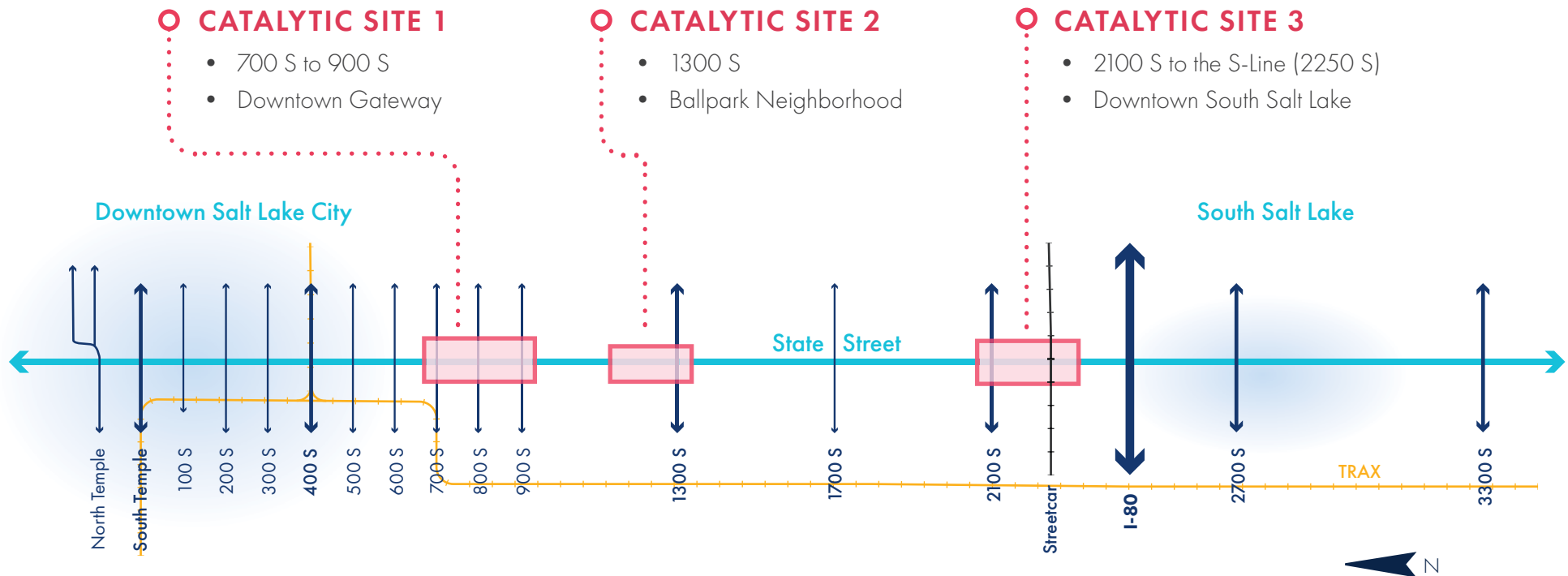
## .....O CATALYTIC SITES

Catalytic sites put the ideas of Life on State to the test. These locations were chosen because they are activity centers with potential for redevelopment. They each also have a key transportation issue that they tackle. These ideas reflect the quality and character of the Life on State plan.

These ideas should be applied across the corridor. However, stakeholders feel that phased and smaller trial projects might be easier to tackle financially and politically. The ease of getting a small-scale project off the ground, both in design and in construction (with temporary or permanent elements) will help accelerate implementation of the Life on State plan.

The tools suggested at each site are described in more detail in the Design Toolbox and Policy + Program Tools.

The ideas proposed in this chapter are conceptual designs and need further engineering to understand their feasibility.



## CATALYTIC SITE 1

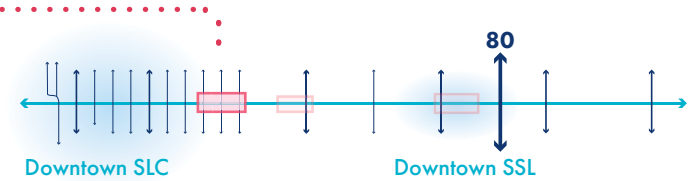
### 700 South to 900 South - Downtown Gateway

This block, on the southern edge of Downtown Salt Lake City, sits at the transition from the urban core to a lower density area with auto-oriented zoning.


Opportunity abounds, as the former Sears building is for sale for redevelopment and as the Central Ninth neighborhood has gained a following. A neighborhood restaurant/retail destination two blocks west at the TRAX station is booming

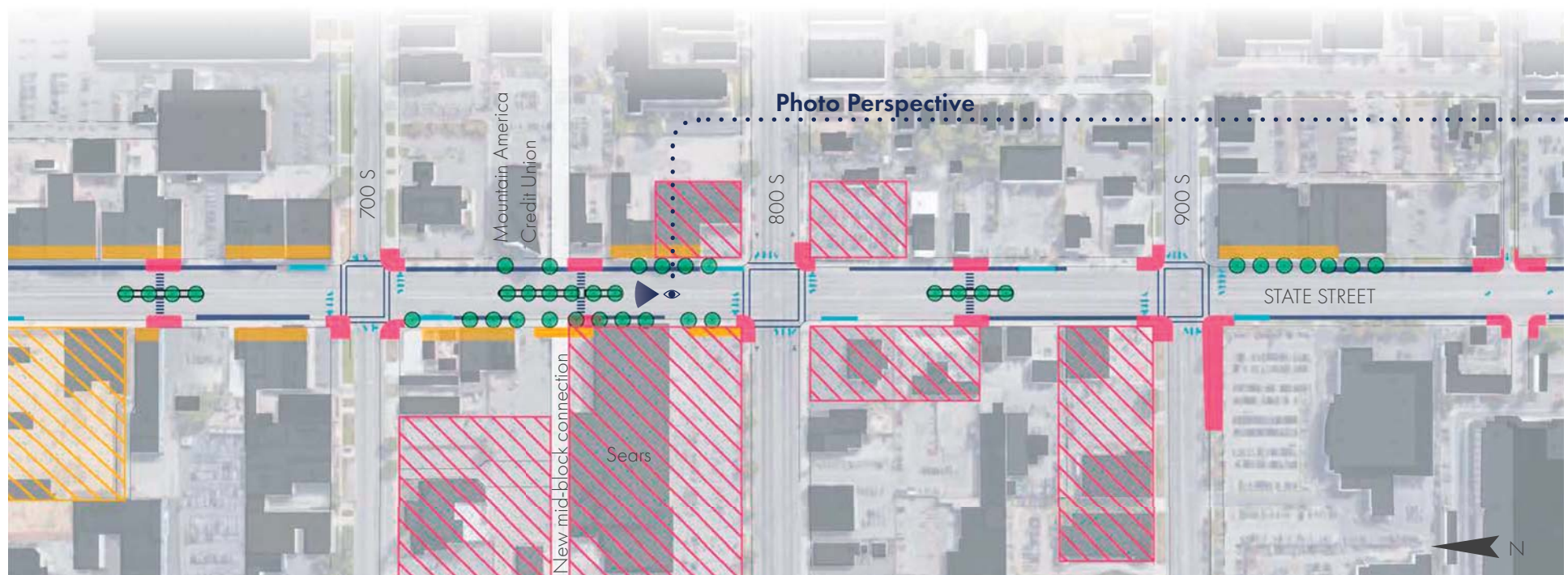
and driving infill housing that is sure to help the neighborhood transform.

State Street needs a "bridge" at this point to unite the action on 900 South, connect people to transit, and the 9 Line Corridor multimodal pathway. Interventions here improve the crossing, the pedestrian realm, bike infrastructure, and add more green to what has been long been intended as a greenway.



### Possibilities

-  Curb Extension
-  Existing Active Store Fronts
-  On Street Parking
-  Existing Transit Stops
-  New Street Trees
-  New Mid-Block Crossings
-  Enhanced Crosswalk
-  Opportunity Site
-  Recent/Ongoing Development



## APPLIED DESIGN TOOLS AND POLICY + PROGRAM TOOLS

- 1 5 Story Building with Ground Floor Commercial
- 2 Street Trees
- 3 Curb Extensions/Pedestrian Bulb-outs
- 4 Planted Median
- 5 High-Visibility Markings
- 6 Widened Sidewalks
- 7 Pedestrian-Scale Lighting
- 8 Ground Floor Transparency
- 9 Amenity Space
- 10 Signalized Crosswalk

Before



After



## CATALYTIC SITE 2

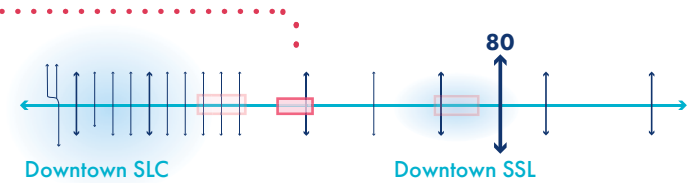
### 1300 South Ballpark Neighborhood

1300 South is the Ballpark Neighborhood artery and host to a number of busy destinations, including Smith's Ballpark, Horizonte School, the 1300 South TRAX station, and large retailers on 300 West. Salt Lake Community College lies a couple blocks to the south.





The opportunity for better access between the neighborhoods and all of these destinations is a

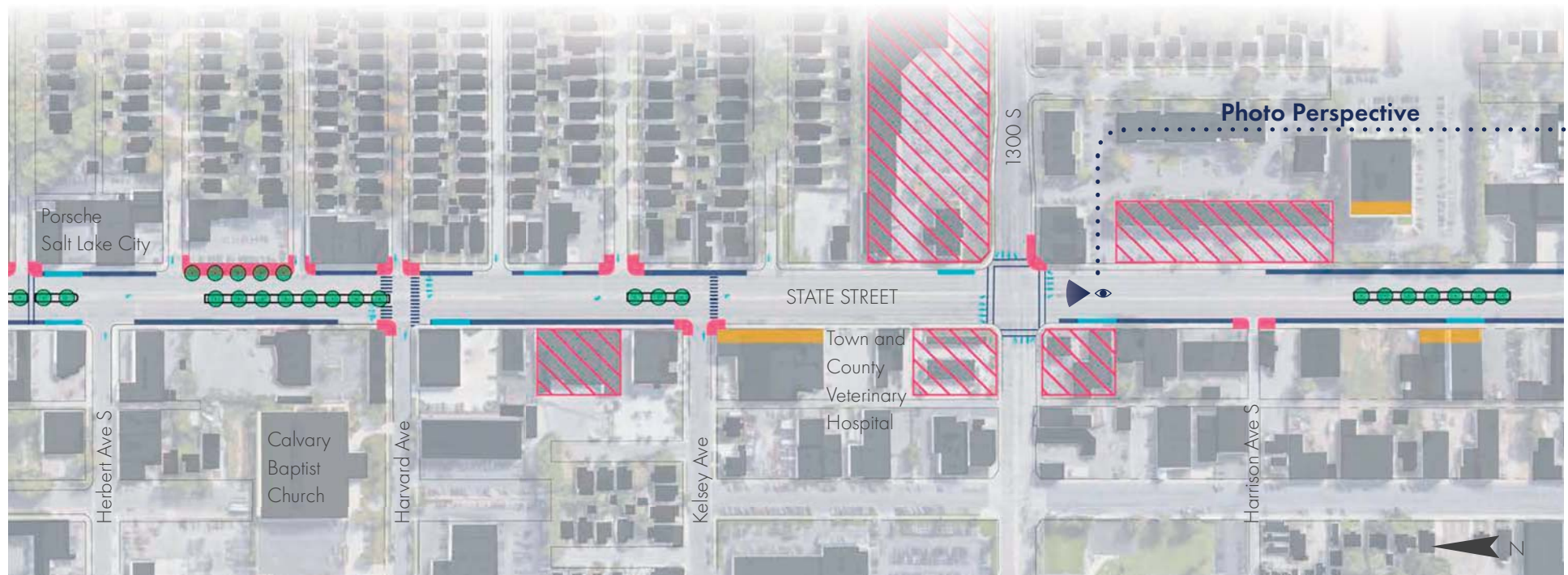
motivation for improvements to both State Street and 1300 South.

This neighborhood needs a center. The action here is largely auto-oriented, despite the success of numerous small, local businesses and eateries. Street improvements will help build the street life and walkability that this strong community deserves.



#### Possibilities

-  Curb Extension
-  Existing Active Store Fronts
-  On Street Parking
-  Existing Transit Stops
-  New Street Trees
-  New Mid-Block Crossings
-  Enhanced Crosswalk
-  Opportunity Site
-  Recent/Ongoing Development



Before



After



**APPLIED DESIGN TOOLS AND  
POLICY + PROGRAM TOOLS**

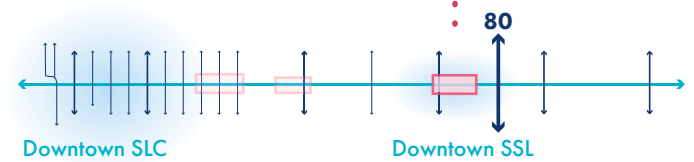
- 1** 5 Story Building with Ground Floor Commercial
- 2** Street Trees
- 3** Curb Extensions/Pedestrian Bulb-outs
- 4** Widened Sidewalks
- 5** High-Visibility Markings
- 6** Ground Floor Transparency

## CATALYTIC SITE 3

### 2100 South to the S-Line (2250 South) Downtown South Salt Lake

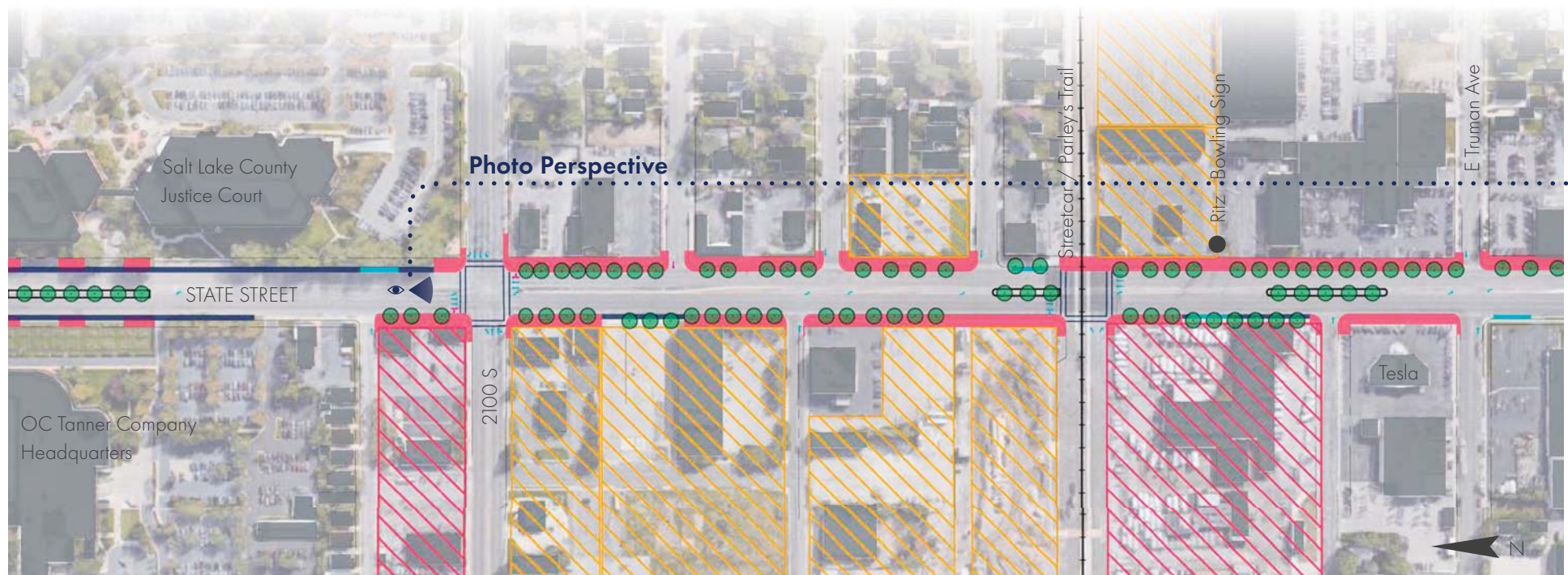
This site is a gateway. Facing north, the state capitol rises up above downtown South Salt Lake. Facing south, a new city center is rising up. The recent construction of the S-Line streetcar and Parley's Trail connected Sugar House to TRAX, and placed South Salt Lake in the heart of the valley's highway and transit network, creating a junction with unparalleled access to state and local facilities. In all cases, State Street is at its core.

The transformation of South Salt Lake is centered around State Street. South Salt Lake needs a downtown. The city has kicked it off by building a first phase project with a grocery store and multifamily housing. The Downtown SSL Master Plan recommends 2,500 housing units, one million square feet of office space and another one million square feet of retail.



#### Possibilities

- Curb Extension
- Existing Active Store Fronts
- On Street Parking
- Existing Transit Stops
- New Street Trees
- New Mid-Block Crossings
- Enhanced Crosswalk
- Opportunity Site
- Recent/Ongoing Development
- Streetcar





**APPLIED DESIGN TOOLS AND  
POLICY + PROGRAM TOOLS**

- 1** 5 Story Building with Ground Floor Commercial
- 2** Street Trees
- 3** Curb Extensions/Pedestrian Bulb-outs
- 4** Planted Median
- 5** High-Visibility Markings
- 6** Widened Sidewalks
- 7** Pedestrian-Scale Lighting
- 8** Ground Floor Transparency
- 9** Enhanced Transit Stop

**Before**

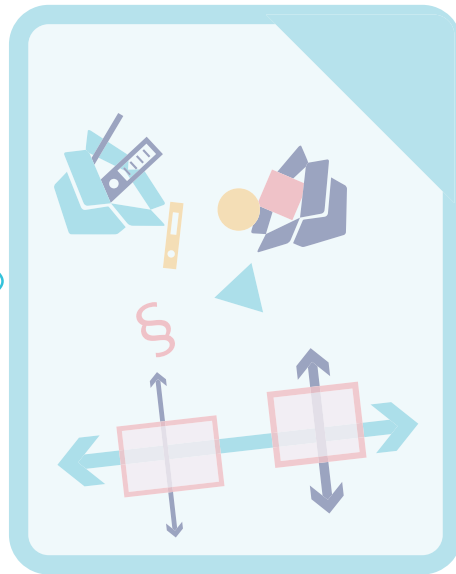


**After**

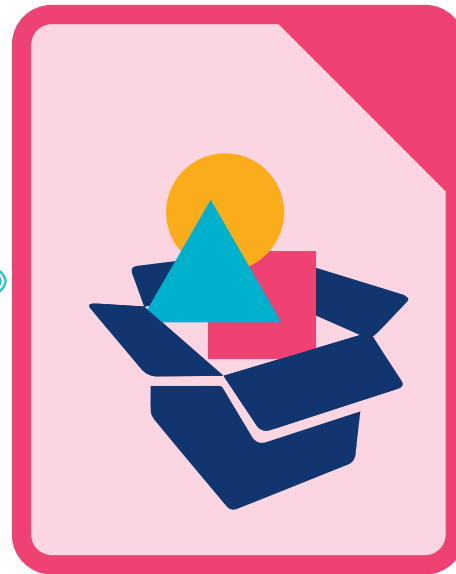




**CONCEPT PLAN**



**CATALYTIC SITES**



**DESIGN  
TOOLBOX**



**POLICY +  
PROGRAM TOOLS**



## DESIGN TOOLBOX

### Making State Street a signature street requires change in three areas:

1. The street
2. The streetscape
3. The building and site

This Design Toolbox addresses these spaces with good urban design principles that put people first and consider how to make spaces safe, functional and beautiful.

Different entities will ultimately have responsibility for construction and maintenance of different elements. All these entities will need to work together to make the connection between transportation and land use, and to make a seamless transition between these spaces we use every day.

The toolbox has recommendations for:

- **Street Safety:** The safety of everyone on the street comes down to two key strategies: first, slowing vehicle speeds; and second, frequent and comfortable pedestrian crossings.
- **Streetscape Design:** Everything between the buildings, including the adjacent façade, defines the character of a street. This includes sidewalks, landscaping, benches, bus stops, and public amenities, and often outdoor dining and sales racks.
- **Building and Site Design:** This private property area including buildings, private outdoor space, and parking, is covered by recommendations in both Streetscape Design and in the following section, Policy and Program Tools.



### Tools are tailored to address the goals of this plan (Chapter 2):

The icons below represent the goals being addressed by each design tool:



#### Improve Safety & Security



#### Optimize Mobility



#### Expand Connectivity



#### Support Equitable Living Opportunities



#### Encourage Healthy & Sustainable Design



#### Drive Economic Prosperity



#### Improve Identity of Place

## STREET SAFETY TOOLS



### Pedestrian Crossings



Stakeholders agree that safety and walkability are very high priorities, but pedestrian crossings on State Street are few and far between. This is detrimental to the safety of both pedestrians and drivers. It also discourages walking and biking, and reinforces the dominance of the automobile.

Two approaches are recommended:

- **Enhancing existing crossings** (coordinate crossing improvements with bus stop locations)
- **Installing new crossings** (mostly mid-block unless a signalized vehicle intersection is justified)

Best practices for designing these crossings are included on the following pages. Additional study should be conducted to determine the specific combination of mitigation strategies that are to be used at the identified locations below.

### Recommended Locations for New and Enhanced Crossings on State Street\*



\* Additional study should be conducted to determine the specific combination of mitigation strategies that are to be used at the identified locations below.



**STREET SAFETY TOOLS**

**High-Visibility Markings**



Higher visibility markings and unusual markings often help people notice crossings. Markings on State Street are dictated by the Utah MUTCD, which reserves “Continental”, or longitudinal crosswalks for Reduced Speed School Zones. However other high-visibility striping, such as “ladder” or “zebra”, could be considered for crosswalks on State Street. Unique patterns or colors could be considered on adjacent roads to make crosswalks more visible and contribute to the identity of the neighborhood.



“Ladder” pedestrian crosswalk



Unique crosswalk pavers. Potential crossing design option for another street in the network, if not State Street.

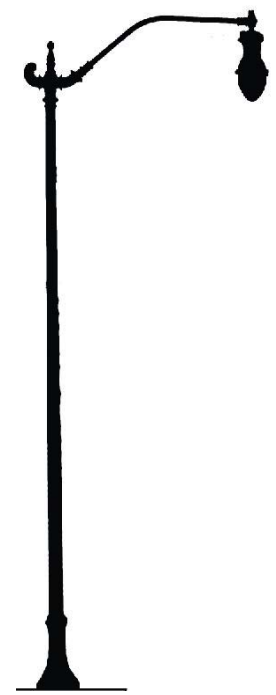


Branded striping

**Street Lighting**



Some stretches of State Street are poorly lit, as are some key pedestrian areas and crossings. Pedestrian-scale lighting and building lighting can improve the walkability of the street. Targeted lighting at corners and crosswalks can help enhance safety for all users.



Pedestrian-scale street lamp



## STREET SAFETY TOOLS

### HAWK Beacons



HAWK (High Intensity Activated Crosswalks) beacons are a pedestrian activated traffic control signal that displays a yellow warning light, followed by a solid red light indicating motorists must stop. They should be synchronized with regular traffic signals, helping optimize traffic flow.



HAWK Beacon pedestrian crossing signal

### Signal Synchronization



Pedestrian signals should be designed or calibrated to work in synchrony with nearby traffic signals. This keeps vehicle traffic flowing and can also offer a longer pedestrian signal time to cross.



Improved signal synchronization

### Increased Pedestrian Walk Signal Times



Typical pedestrian signals are timed to give a person one second per three feet of distance to cross. This is not adequate for many people, especially the old, the young, and disabled. Additional time reduces the chance of being stranded or not being seen once the cycle ends.



Increased pedestrian walk signal times allow for safe crossings for everyone

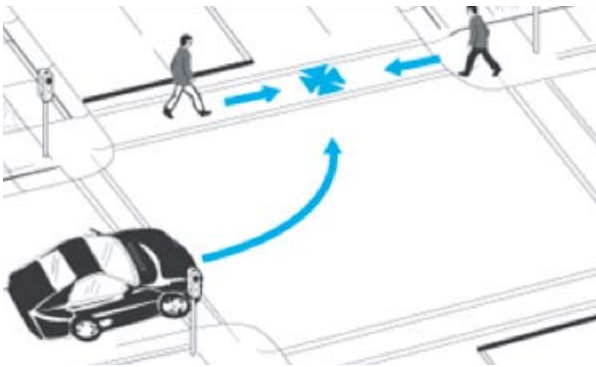


## STREET SAFETY TOOLS

### Leading Pedestrian Intervals



At signalized intersections, pedestrians are released into the crosswalk at least three seconds in advance of motorists. This provides pedestrians additional time to cross a wide street and the head start into the crosswalk provides greater visibility.

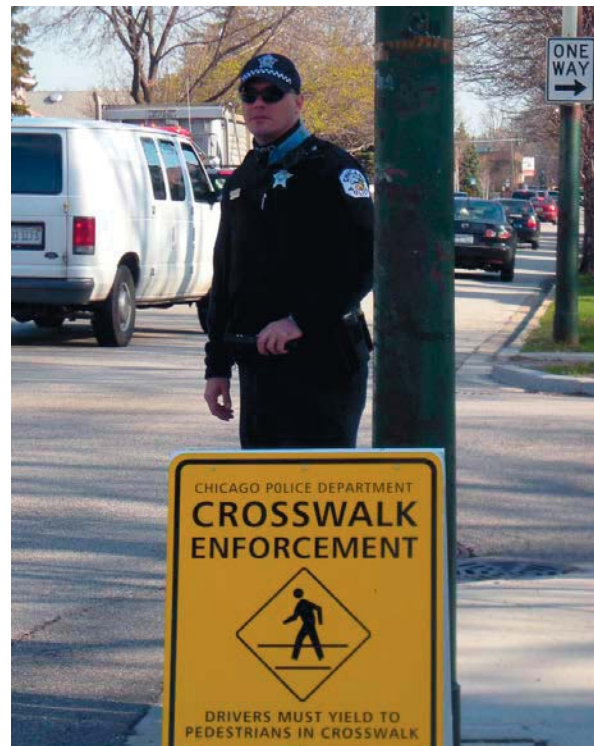


Leading pedestrian intervals allow pedestrian to safely enter the intersections and avoid conflicts with turning vehicles

### Crosswalk Enforcement



Utilize traffic patrol stings, cameras, and speed measurement signs to familiarize people with crosswalk locations and rules. Aim for zero tolerance.



Crosswalk enforcement can improve safer and more considerate behavior

### Improve the First-Last Mile Connection



Travelers not in cars need safer, more comfortable ways to start and end their trips. This includes upgraded transit stops with shade, shelter and lighting as well as more emphasis on the walking/biking routes to TRAX stations. It includes safe bike lanes, bike parking, and employee showers in new development. Shared car use technology within public right-of-way must also be accommodated.



Bus shelter in Palm Springs

## STREET SAFETY TOOLS



### Curb Extensions/Pedestrian Bulb-outs



Curb extensions at crossings shorten crossing distances, increase visibility of both pedestrians and vehicles, and encourage motorists to drive slower. Shorter crossings mean shorter pedestrian phase lengths, which help keep traffic flowing. Bulb-outs should also be installed to help with transit loading efficiency.



Curb Extension/Bulb-out

### Reduced Curb Radii



The radius of a curb at a corner strongly influences how fast a vehicle can turn. Shorter radii force cars to slow down for a sharper turn. This increases the chance they will see a pedestrian, reducing the frequency and severity of pedestrian-vehicle collisions. Reduced curb radii have the added benefit of reducing crossing distances.



Reduced curb radii

### Consolidated Right Turn Lane



Some intersections on State Street have dedicated right turn lanes. These are often areas of pedestrian-vehicle conflicts and aren't always needed to reduce congestion. Where right turn lanes can be consolidated with the adjacent through travel lane, they can be replaced with wider sidewalks, curb extension, or additional amenities.



Schematic illustration of a consolidated right turn lane





**STREET SAFETY TOOLS** .....

**Pedestrian Refuges**



Refuges, or protected islands in the middle of the street, create a place for pedestrians to safely stop if they are unable to make it across the street before their signal ends. They also gives pedestrians the chance to focus attention one direction of traffic at a time.



A barrier-like median downtown could become a welcoming pedestrian refuge

**Planted Medians**



Similar to street trees on the sides of the street, planted medians play the dual role of providing a visual cue to motorists to slow down, while also beautifying the street and city. Wherever left turn pockets can be reduced along the corridor, or center turn lanes eliminated for safety and access management, an opportunity arises to install a planted median. Planted medians can also incorporate a pedestrian refuge.

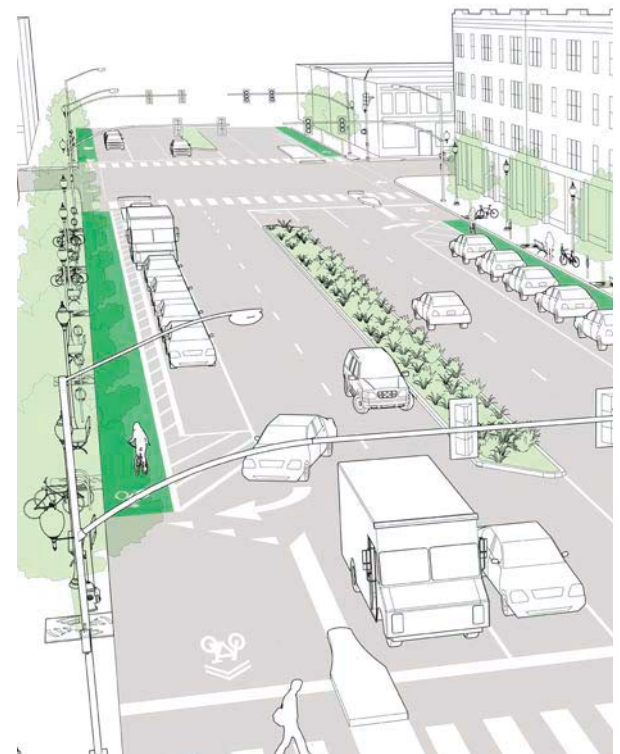


Planted median with integrated storm water infrastructure

**Narrow the Visual Width of Street**



Vertical streetscape elements such as trees, on-street parking, and lighting naturally slow people down and make people more aware of their surroundings.



On-street parking visually narrows the width of the street

## STREETSCAPE DESIGN TOOLS



### Widened Sidewalks



Wider sidewalks make space for urban life. They encourage pedestrians and even bikes for short stretches. They make transit trips more comfortable. They make it possible to have amenities such as street trees, benches, bus shelters, public art, pavement patterns, and lighting. These features help spur activity that brings more people to local businesses and destinations. They add to a district's character and show that a community cares.

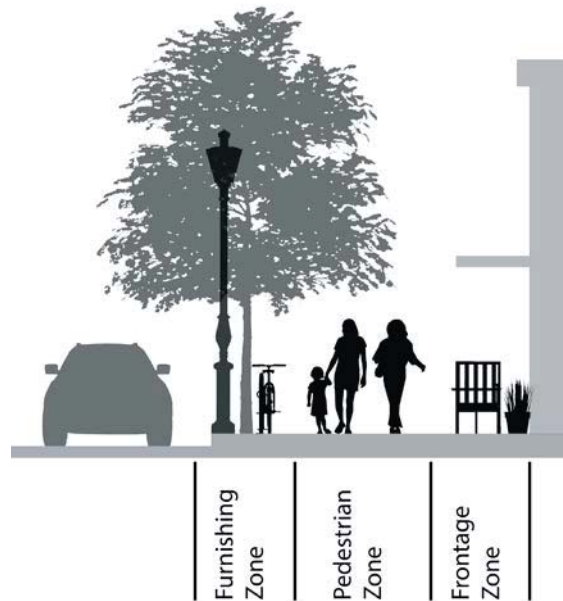


Wide sidewalk in Santa Barbara



#### Design Recommendation:

At a minimum, sidewalks should be 12' wide, and where possible or desired, 15'-20+' wide to accommodate activities like sidewalk shopping and dining. Sidewalks have three distinct zones:



- ▶ **Frontage Zone:** provides space for café seating, small plazas and greenscape elements to buffer residential ground floor uses. This zone should be min. 2' wide or where outdoor activity is encouraged (such as dining), a min. 6' wide.
- ▶ **Pedestrian Zone:** is where pedestrians travel and should be clear of any utilities, furniture, obstructions or hazards. In areas of high pedestrian traffic, this zone should be min. 8' wide. In all other areas, a min. of 5' is recommended.
- ▶ **Furnishing Zone:** provides a buffer between pedestrians and street traffic, and can contain trees and other landscaping, furniture, transit facilities, signage, lighting, and other amenities. This zone should be a min. of 5' wide to support street tree, though additional space is ideal for a large street tree canopy.



## STREETSCAPE DESIGN TOOLS

### Street Trees



Street trees are the best way to improve a streetscape that is lacking in green and natural features. They are proven to increase property values, business bottom lines and community health. Trees provide shade for pedestrians and

bicyclists, calm traffic by creating a sense of enclosure along the corridor, and beautify the neighborhood. Street trees should be required with any new development projects on the corridor.



Street Trees line this busy thoroughfare in Washington, DC, creating a comfortable environment for all users



#### Design Recommendation:

- ▶ Plant native, broad canopy tree species that are resilient to the harsh environment of a heavily trafficked roads.
- ▶ The sidewalk zone should utilize structural soil or a similar technique that allows roots to spread beyond a tree grate.
- ▶ Minimum spacing requirements should aim to have a continuous canopy and assume that trees will not grow to their normal height and width due to space constraints. Small trees spaced at 20' on center and medium-large trees spaced at 30' on center typically achieve this if well cared for.
- ▶ Permanent, dedicated tree maintenance funding is a necessity.

## STREETSCAPE DESIGN TOOLS



### Pocket Parks and Street Art



Additional sidewalk or setback space should be used for small parks or plazas. These spaces should hold art installations, additional landscaping and seating, or water features, encouraging people to linger, building the character of State Street.



Example of a pocket park providing seating on the street

### Green Infrastructure



State Street itself should be green infrastructure. Increased tree canopy and stormwater management facilities that are incorporated into planters can help address aging or absent stormwater infrastructure.



Storm water facility and bike parking space

### Green Corridors



Draw attention to the greenways that cross State Street (9-Line, Parley's, Millcreek) and build high-comfort crossings for them to connect neighborhoods.



The 9-Line Corridor is being planned to extend its multi-modal corridor across State Street at 900 South



Parley's Trail and the S-Line greenway traverse the neighborhood at approximately 2250 South



STREETSCAPE DESIGN TOOLS

Pedestrian-Scale Lighting



Lighting features that are designed for pedestrian comfort and function create more inviting streetscapes and help increase actual safety as well as the perception of safety, both personal and traffic related. A well-lit area encourages activity after dark which in turn discourages loitering and other undesirable activities.



Accent lighting along Millcreek Trail at 3300 South



**Design Recommendation:**

Pedestrian-scale lighting should not exceed 15' off the ground. Cities should coordinate and install lighting throughout the corridor with unique and interesting designs to help build the aesthetic and brand of State Street.

Parking and/or Travel Lane Reduction



On-street parking does slow traffic and make sidewalk users feel safer. However, in locations where on-street parking is deemed unnecessary, or travel lanes can be reduced, the cities have an opportunity to replace these areas with wider sidewalks, green features, and/or seating areas.

Manage Curb Space for Maximum Benefit



Ride-hailing services, such as Uber and Lyft, have increased the demand for curbside pickups and drop off. This space has to be shared with valet and taxi areas, as well as transit service. Additionally, on-street parking in Salt Lake City has undergone changes to make way for dedicated bike lanes. As these uses grow, streets need to be studied for what the highest and best use of limited curb space might be. Long-term and even short-term parking on State Street may need to be reconsidered on some blocks.

## BUILDING AND SITE DESIGN

### Modify Current Zoning and Development Standards



There are several areas of the cities' land development codes that should be amended in order to shape future development in the vision of this plan. State Street is overzoned for retail and underzoned for other uses. Zoning should make higher density housing and office space the default, not large-format retail.

While the policy frameworks and regulating bodies differ between Salt Lake City and South Salt Lake, both employ a use-based zone along most of State Street. Many that have experience with these zones see them as outdated and a major hindrance to "good" development. Height restrictions, deep setbacks and high parking standards within the use-based zones were cited as development challenges. The development standards on the following pages serve as general recommendations to apply in the future code amendments of both cities.



#### Policy updates include:

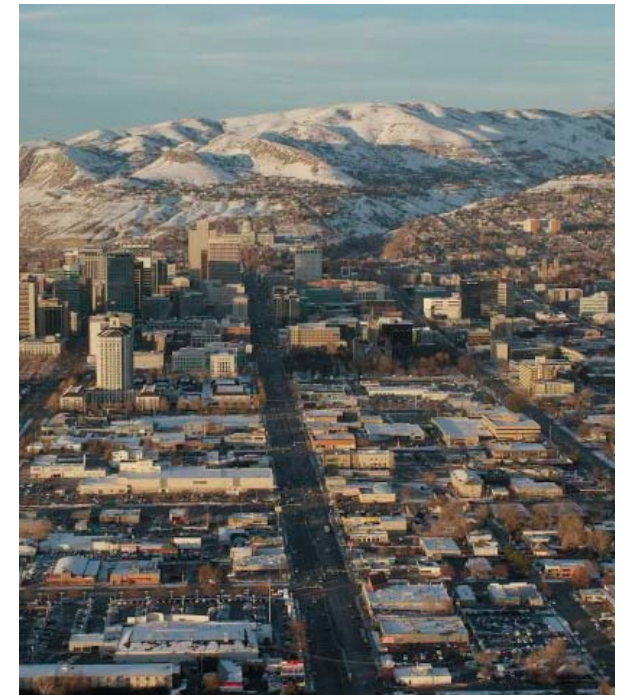
- Building Height
- Building Frontage
- Ground Floor Transparency
- Active Ground Floors
- Amenity Space
- Pedestrian Activity Zone
- Ground Floor Residential Treatments
- Parking Standards
- Parking Orientation



### Zone for Mixed Use



Current zoning prioritizes retail over other uses. Establishing more mixed-use zones on State Street will allow for higher density developments of housing and office space combined with retail in the ground level.



Encourage high-density, mixed-use development to continue south along State Street from downtown SLC



## BUILDING AND SITE DESIGN

### Building Height



Building heights are closely tied to the price of land and the type of construction required for different heights of buildings. They are also important in defining the feel and identity of a place. To this end, both cities want to:

- **Create a consistent human scale.** 3 to 6 stories achieves this. For buildings over 3 stories, a stepback allows more light and space for greater comfort.
- **Create a sense of enclosure.** A 1:2 ratio of buildings to street achieves this. This is a 66' high building on 132' wide street.
- **Create an urban environment.** A recommended min. density of 25 housing units/acre on future development will promote transit use and an urban character.
- **Clearly delineate the urban cores.** Both cities should clearly define downtown core (with taller buildings) with surrounding urban neighborhoods (with mid-rise buildings)



#### Design Recommendation:

##### Current Zoning:

- SLC currently permits 65' by right or 120' with Design Review.
- SSL allows unlimited height in the downtown zone, 45' in the East Streetcar zone and xx on other sections of State Street

##### Recommended Zoning:

- Minimum 3 stories maximum of 6 stories along the corridor
- No height limit in downtown cores



#### Design Recommendation:

75% of the primary street frontage and 50% of side or rear frontages should be buildings.

### Building Frontage Standards



Buildings define their streets by enclosing the space and creating outdoor areas for people. Buildings located on or close to the property line create a much more human-scaled environment than parking lots, drive-thrus or driveways. Consistent frontages are important, and filling in the gaps between buildings and ensuring that buildings are in-line to the greatest extent possible creates a higher quality environment.



Active building frontage

## BUILDING AND SITE DESIGN

### Ground Floor Transparency Standards



Transparent windows and doors on the ground floor of buildings increase the liveliness of a street. Passers-by can see the action inside, and those inside can watch people and keep eyes on the street; in turn creating a higher perception of safety and security.



A building with high ground floor transparency



#### Design Recommendation:

60% of a building façade with frontages **that are not residential uses** should be made of transparent windows and doors and allow visibility to the inside of the building.

**For residential uses** see next page (page 77)



### Amenity Space



Outdoor amenity space, which may include landscaping, street furnishings, public art, trees, sidewalk cafes, or other amenities, should be required or incentivized.



Bogardus Plaza in Lower Manhattan is a good example of outdoor amenity space that activates an entire area





## BUILDING AND SITE DESIGN

### Ground Floor Residential Treatments



An active ground floor does not require retail to enhance the pedestrian experience and the vibrancy of an area. Residences built on the ground floor, when done correctly, can contribute in equal measure to lively, comfortable and safe streets. In an area like State Street, where “over-retailing” is already a risk and additional housing is anticipated, design guidelines should be implemented that encourage residential uses to engage with the street and provide opportunities for interaction at the street edge.

#### Important principals of these ground floor residential uses include:

- Distinct transitions between public and private space;
- Clear and identifiable living space;
- The ability of residents to use the space to promote more “eyes on the street.”



#### Design Recommendation:

**Set-back frontages** create a usable and defensible private open space that encourages public interaction and surveillance.

- ▶ between six and ten feet from the property line
- ▶ landscaping with generous stoops, porches, terraces, or patios enhance social interaction and safety in the public realm



**Raised ground floor** provides a greater sense of ownership, leading to more use in the setback.

- ▶ between three and five feet above the sidewalk
- ▶ create a direct line of sight to people on the street, but still allow for privacy



**Fences, railings, gates, grilles, planters and retaining walls** create defensible spaces and delineate private from public space.

- ▶ screening elements should be between three and six feet tall, and should not be solid above three feet
- ▶ if located on top of a landing or porch, railings and fences should be allowed as seen in the picture to the right, but should be at least 75% transparent



## BUILDING AND SITE DESIGN



### Activated Intersections



Active uses on the ground floor of buildings, such as restaurants and shops, add to the vibrancy and liveliness of the street. They are vital parts of a city, but are typically a small fraction of total square footage and need a large population base to support. This neighborhood can only support active ground floor uses in some buildings, so they should only be required at critical locations.

### Recommended intersections on State Street:

(900, 1300, 1700, 2100, S-Line, 2700, 3300)



### Design Recommendation:

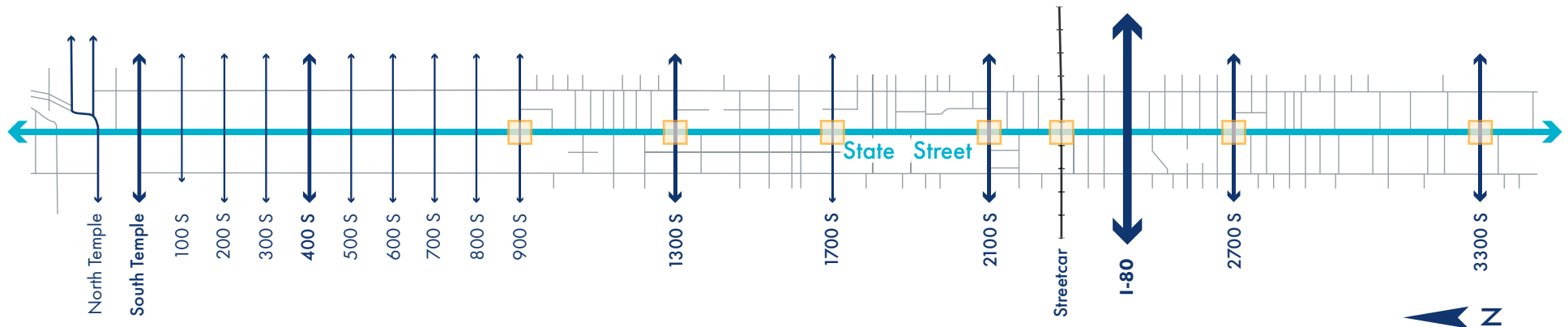
**Key activity centers and intersections should make a visual impact with:**

- ▶ Active ground floor uses, such as restaurants, shops, offices
- ▶ Build to lines within 5' of property (no driveways, parking or drive-thrus)
- ▶ Minimum height of 3 stories
- ▶ Corner treatment on building, such as a recessed entrance or awning
- ▶ Space for pedestrian waiting

### Pedestrian Activity Zone



In areas where the right-of-way is constrained and cannot be modified to provide more sidewalk space, cities should consider requiring a 10-foot "Pedestrian Activity Zone" setback on all primary frontages. This zone essentially acts as an extension of the sidewalk, providing additional space for pedestrians, outdoor seating, and other amenities.





## BUILDING AND SITE DESIGN

### Parking Standards



State Street needs to move away from the model of free parking, to support higher and better uses. In urban areas, parking is an inefficient and expensive use of space, especially when it requires a parking structure to accommodate it. This cost is passed on in rents, making housing and commercial space less affordable. Or, it may make a project too expensive to build.

Free or low-cost parking is also an incentive to drive, which is counter-productive to creating compact, walkable centers. In areas with many options for riding transit, biking, walking, and ride services, parking standards can be set much lower.

A lower parking requirement expands options for different development styles and price points, and as a result, a wider diversity of tenants. The emphasis on walking, transit, and biking builds a more vibrant urban center, reduces vehicle miles traveled, and improves the environment.



#### Design Recommendation:

- **Residential:** A minimum of 0.75 spaces per residential unit. Reductions may be possible if the project is near a transit station, and a parking study shows lower demand.
- **Commercial:** A minimum average of 2 per 1,000 square feet of commercial space. Exempt the first 3,000 square feet of commercial in a mixed-use building with a shared parking plan to reduce the cost burden for small businesses.
- **Parking maximum:** A parking maximum should be set for each development type to discourage overbuilding parking and parking-intensive uses. It can also spur redevelopment of underutilized parking as demand decreases.

### Parking Orientation

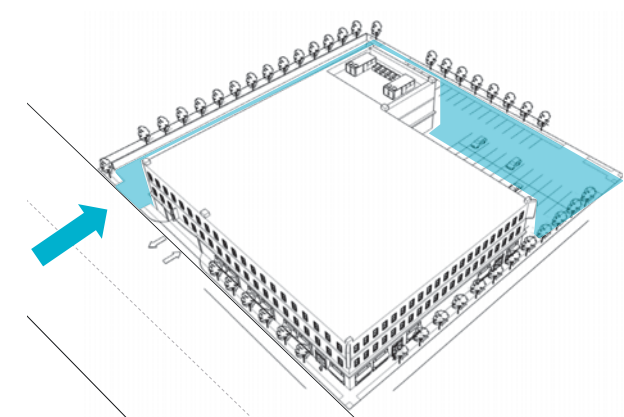


Parking on the rear and sides of buildings frees up the street frontage for pedestrian activity. It also makes businesses more visible from the sidewalk and street.



#### Design Recommendation:

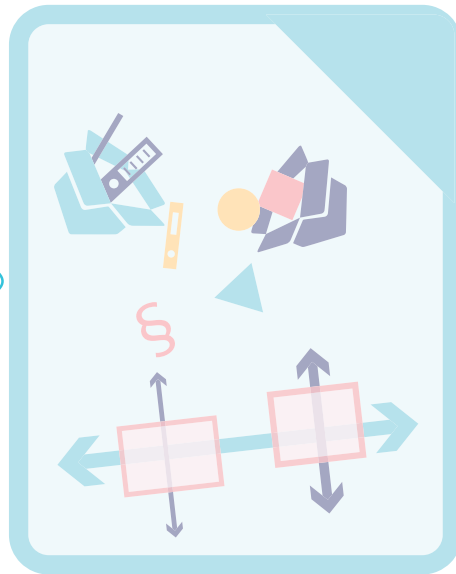
Parking areas should comprise not more than 25% of street frontage. Parking located between the building's front façade and the primary street should be prohibited or severely limited.



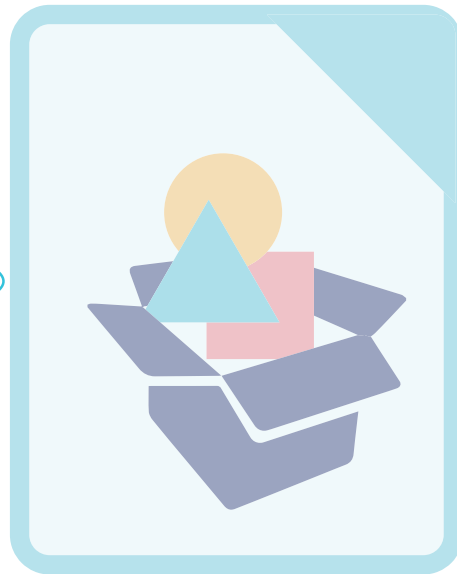
Surface parking on the side and rear of building



**CONCEPT PLAN**



**CATALYTIC SITES**



**DESIGN  
TOOLBOX**



**POLICY +  
PROGRAM TOOLS**



## .....O POLICY + PROGRAM TOOLS

### Establish programs to incentivize development

Cities can encourage and support the types of projects they wish to see through funding, public services, and programs. These programs should reduce barriers to entry, support existing tenants, and add the amenities the neighborhoods need. Some funds can come through city redevelopment agencies. Additional city and outside funding and partnerships will be required.

#### Programs should include:

- Shared Parking
- Development Incentives
- Improved Development Approvals Process
- Incentivize Housing for All
- Main Street programs



#### Tools are tailored to address the goals of this plan (Chapter 2):

The icons below represent the goals being addressed by each design tool:



**Improve Safety & Security**



**Optimize Mobility**



**Expand Connectivity**



**Support Equitable Living Opportunities**



**Encourage Healthy & Sustainable Design**



**Drive Economic Prosperity**



**Improve Identity of Place**



## POLICY + PROGRAM TOOLS

### Shared Parking



Cities should conduct a parking utilization study and create a parking management strategy to reduce overall parking demand and provide parking closer to buildings that lack it. Consolidated free or low-cost public parking lowers parking requirements, opens up the option for removing street parking, and makes it easier for smaller businesses to offer parking. Shared parking will require new parking lots or even structures, and funding mechanisms to pay for their construction and management.

#### Parking Costs per space (National Average)

|                     |                 |
|---------------------|-----------------|
| Structured parking  | <b>\$20,000</b> |
| Underground parking | <b>\$50,000</b> |
| Surface parking     | <b>\$3,000</b>  |

#### Research on Transit Oriented

**Developments (TODs)** by University of Utah research has shown that parking at TODs is overbuilt, with typically a maximum 75% of it in use.

#### Policy Recommendation:

- ▶ Dedicate a share of capital improvements budgets to a parking facility fund.
- ▶ Establish a parking fee-in-lieu program for developers to buy into a shared parking facility instead of being required to provide their own where cost or space may be prohibitive.
- ▶ Work with developers and property owners to identify opportunities to build parking.
- ▶ Explore creating a Business Improvement District fund for parking.

### Improve the Development Process



Developers and property owners deserve a quick, fair review based on clear rules and transparent process. Public input is important, but the more than can be discussed and decided up front, while writing new plans and ordinances, the better.

Cities need to address shortfalls with the development approval and building permitting process. City staff should work to reduce conflicting direction, duplicative approvals (from different departments), and hierarchy questions.



**POLICY + PROGRAM TOOLS**

**Development Incentive**



The cities' Redevelopment Agencies (RDAs) have some established RDA districts on State Street. There are several additional opportunities for new areas that should be created. Redevelopment tools should be applied in these areas to support a wide range of projects.

**Policy Recommendation:**

- ▶ Assist developers with design solutions and predevelopment activities.
- ▶ Provide financial support, such as loans, gap financing, grants or land buy-downs.
- ▶ Provide funding for infrastructure, such as roads, lighting, and streetscape, utilities.
- ▶ Support tenants with improvement loans or grants for uses that provide key neighborhood services.

**Promote Housing for All**



Cities have recognized the need and should prioritize affordable housing (Growing Salt Lake City 2018-2022).

Cities should make it more attractive to build by providing the amenities that new residents seek (trees, parks, places to walk and bike, events, and attractive streets). Cities should also support non-profit developers who provide affordable housing with incentives, grants, low-interest loans, or tax abatement programs.



Central Point Condos in Salt Lake City



## POLICY + PROGRAM TOOLS

### Add Green Space



This neighborhood needs parks, open space, and public amenities. Land is available, and parks should be strategically located for maximum benefit. Small parklets, plazas, and infill open spaces should be used to knit the urban fabric together. Draw attention to the greenways that cross State Street (9-Line, Parley's, Millcreek) and build high-comfort crossings for them to connect neighborhoods.



Seven Canyons Fountain at Liberty Park

### Support Existing Businesses



State Street business owners are a dedicated and diverse group. They have survived and often thrived under current conditions and while they are generally supportive of change, are wary of anything that might upset their business. Often, construction projects damage a business to the point of endangering them. The cities must consider how to help businesses thrive under the stresses of a construction project. Priority should be placed on assisting business owners by supporting paths to building ownership and also on small business relocation.



Existing Businesses in South Salt Lake on State Street

### Adopt a Main Street America Approach



State Street can benefit from many of the grassroots techniques promoted by the "Main Street America" program of the National Trust for Historic Preservation. The aim of the program is to bring economic vitality to older neighborhoods that have a classic Main Street form, but need to adapt to a modern economy. They also help existing businesses to adapt and thrive in a changing environment.

These tools and training, which are being used by Salt Lake City, are comprehensive, inclusive, place based, and people focused. Efforts include incentives, storefront and tenant improvement, design assistance programs, support for co-location opportunities, and other innovative solutions.





## POLICY + PROGRAM TOOLS

### Build Identity through Placemaking



The cities should play a large role in boosting the image of State Street and giving the neighborhood a positive, unique reputation. Design guidelines for character, ordinances for preservation of buildings and iconic signs, and flexible zoning for adaptive reuse of buildings are proven tools for building on historic assets. The cities also should invest time and energy into events, and into merchants and community group organizing to help grassroots efforts to build a better neighborhood.

Tactical urbanism projects are another effective tool to make quick changes and build buzz. Projects such as food truck parks, public art, pop-up community gardens, and container parks have been used effectively to kick start neighborhood image. Quick transportation projects like temporary bulb outs and bollards help people gain a sense of control and community that builds its character.

A wide variety of projects and programs should work together to create a sense of place and a clear brand for State Street. Salt Lake City has employed the Main Streets USA program to build this. South Salt Lake is starting a Creative Industries Zone project that builds on the same type of assets.

#### Recommended programs include:

- **Signage and wayfinding program** – Create a plan that identifies key signage and wayfinding locations and styles.
- **Public art program** – Create spots that people can remember and share their experience.
- **Historic preservation program** – Promote the reuse and restoration of buildings and signs.
- **Business district** – A merchants group should help support programming (concerts, strolls, etc.) and projects (lighting, planters, etc.) that make this place stand out.



Food Truck Thursdays at the Gallivan Center



06

# ACTION PLAN

**Making State Street into a great street will take many steps, large and small, by many different players. Indeed, there is a large change needed on the part of people and businesses— a shift in attitudes, behaviors, and investment.**

This plan focuses on what government entities can do in the realms they steer – transportation and transit, public property improvements, zoning and design requirements and redevelopment incentives. Many small steps can be taken by government, funding entities and taxpayers to get the ball rolling.

The following action items are separated into two categories:

- **Do Now** items are actions that can begin immediately. Project partners know what needs to be done, and they should begin now!
- **Do Next** items will require additional study and coordination into the future. Transforming a corridor like State Street won't happen overnight, and the continued collaboration and commitment from all project partners will be vital to its success.



## INSIDE THIS CHAPTER:



**DO NOW**



**DO NEXT**

## DO NOW

| #   | Action Item  | Description   | Implementation Lead                               |
|-----|--|---|---|
| 1.1 | <b>Adoption</b>  | Adopt the Life on State Implementation Plan   | Salt Lake City, South Salt Lake, Salt Lake County |
| 1.2 | <b>Code Amendments:<br/>Zoning &amp; Design<br/>Guidelines</b> | Amend zoning for Downtown SLC zoning categories and CC zoning in both SLC and SSL, and adopt new design guidelines  | Salt Lake City and City of South Salt Lake        |
| 1.3 | <b>Code Amendments:<br/>Streetscape</b>                        | Implement new streetscape standards to improve the public realm in the State Street corridor.   | Salt Lake City and City of South Salt Lake        |
| 1.4 | <b>Redevelopment Programs</b>                                  | Implement programs for strategic use of urban renewal funds to incentivize development, support existing businesses, and build the identity of the State Street corridor. | Salt Lake City and City of South Salt Lake        |
| 1.5 | <b>Stakeholder Committee</b>                                   | Establish and convene a Life on State stakeholder committee with willing partners in the business/developer community and area residents.                                 | All Partners                                      |
| 1.6 | <b>Tactical Urbanism</b>                                       | Develop and implement tactical urbanism strategy for catalytic sites and/or new crossing locations.   | All Partners                                      |
| 1.7 | <b>Transportation Planning</b>                                 | Continue Life on State transportation work group to continue defining a preferred roadway design.   | All Partners                                      |

## DO NEXT

| #   | Action Item  | Description  | Implementation Lead                        |
|-----|--|--|--|
| 2.1 | <b>Life on State Advocacy</b>                          | Promote the plan as a model for all of the Life on State communities.  | All Partners                               |
| 2.2 | <b>Tracking Success</b>                                | Define the metrics, establish a baseline, and determine who will do the work of measuring and getting data.  | All Partners                               |
| 2.3 | <b>Continued community engagement</b>                  | Keep the Life on State website updated and active. Step up business outreach. Continue community meetings and presentations. Host an annual opportunity for general public outreach.               | Salt Lake City and City of South Salt Lake |
| 2.4 | <b>Parking utilization &amp; curb management study</b> | Initiate and complete parking utilization and curb management study to prepare the State Street corridor for a more efficient method of parking management and future transportation technologies. | Salt Lake City and City of South Salt Lake |
| 2.5 | <b>Urban Forestry / Street Tree Plan</b>               | Initiate and complete urban forestry study for recommended strategies on management and maintenance of street trees and other green elements on the State Street corridor.                         | Salt Lake City and City of South Salt Lake |
| 2.6 | <b>Engage with Fire Departments</b>                    | Engage with fire departments to ensure proposed streetscape changes will not conflict with fire code.  | Salt Lake City and City of South Salt Lake |
| 2.7 | <b>Transportation Modeling &amp; Design</b>            | Develop detailed design alternatives for State Street roadway and any changes on adjacent roads. Conduct modeling and refine designs to optimize mobility.   | All Partners                               |
| 2.8 | <b>Initiate Multimodal Alternatives analysis</b>       | Initiate and complete study into pedestrian, bicycle, and transit options on the corridor with the goal of developing a locally preferred alternative (LPA).                                       | All Partners                               |
| 2.9 | <b>Transportation demonstration sites</b>              | Develop plan for implementing and testing temporary transportation improvements at strategic locations along the corridor.   | Utah Department of Transportation          |

| #    | Action Item  | Description   | Implementation Lead                   |
|------|--|---|---------------------------------------|
| 2.10 | <b>Conceptual design and cost estimates</b>                          | Develop engineering drawings for the changes recommended at the Catalytic Sites and prepare cost estimates. After reaching agreement on a scope of work and budget, expand this effort to the whole corridor. | Salt Lake City, South Salt Lake, UDOT |
| 2.11 | <b>Seek Implementation Funding</b>                                   | Seek implementation funding/develop grant applications for the construction and installation of the preferred State Street alternative.   | All Partners                          |
| 2.12 | <b>Continue to engage with elected officials and the legislature</b> | Continue meeting with the project Executive Team and expand outreach to city councils and state legislature. Share plan, pursue funding and policy changes at state and local levels.                         | All Partners                          |
| 2.13 | <b>Life of State Implementation Plan as model</b>                    | Promote the plan as a model for all of the Life on State communities.   | All Partners                          |







# APPENDICES

The appendices include comprehensive material from the planning process, analysis, and methodology used to complement the Life on State Implementation Plan.



## INSIDE THE APPENDIX:

- I. OUTREACH SUMMARY
- II. ENVISION TOMORROW MODELING
- III. ZONING ASSESSMENT
- IV. CALL TO ACTION

## APPENDIX I: OUTREACH SUMMARY

Public outreach and engagement were critical to the planning process and to shaping the tools and implementation strategies outlined in this plan. A plan that reflects the community's input, and their needs and desires for the future is an important part of building momentum and support for future change on State Street.

The following Appendix describes the outreach process in greater detail, and provides a more complete summary of findings and results from outreach activities.



See **page 16** (Chapter 02 - Your Street, Your Ideas) for a **comprehensive list** and more information of conducted **community outreach** and see the project website **[www.lifeonstate.com](http://www.lifeonstate.com)** for more information and outreach results.



## PUBLIC WORKSHOP

A public workshop was held in February 2017 to share project progress and gather ideas from residents, stakeholders and the wider Salt Lake community. 129 attendees participated in the interactive workshop, taking part in a live polling activity and two hands-on exercises that offered participants an opportunity to grapple with trade-offs and contribute ideas to the planning process.

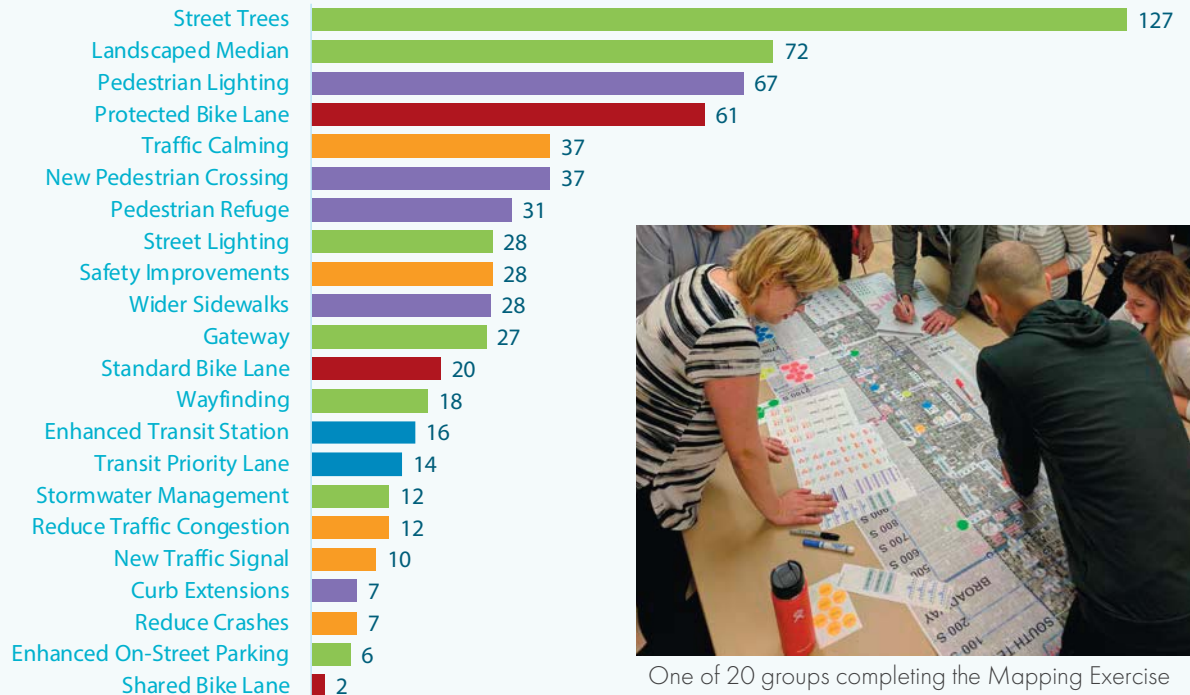
The **Live Polling Activity** revealed that a majority of participants ranged in age from 20-49, and 85% indicated it was their first time participating in a planning event about the State Street corridor. Workshop participants had a wide mix of connections to the area, ranging from living, working, or going to school in the corridor, owning property or a business, and visiting the area for shopping and entertainment. The questions asked of workshop participants were also open to the entire region through an online survey at [www.lifeonstate.com](http://www.lifeonstate.com), the responses of which were combined with the polling results. A summary of these combined results can be found on the following page.

In the **Life on State Mapping Exercise**, workshop participants stated their priorities for the location of new housing and businesses, community centers and services, and infrastructure upgrades along the State Street corridor. They did so by placing “game pieces”, or stickers, on a map of the area in places where they saw the greatest opportunity for positive change.

### Top priorities included:

- More green parks, trees, landscaping
- Higher quality bike & pedestrian infrastructure
- Traffic calming measures & general traffic safety
- Additional mixed-use development and shopping/services throughout the corridor

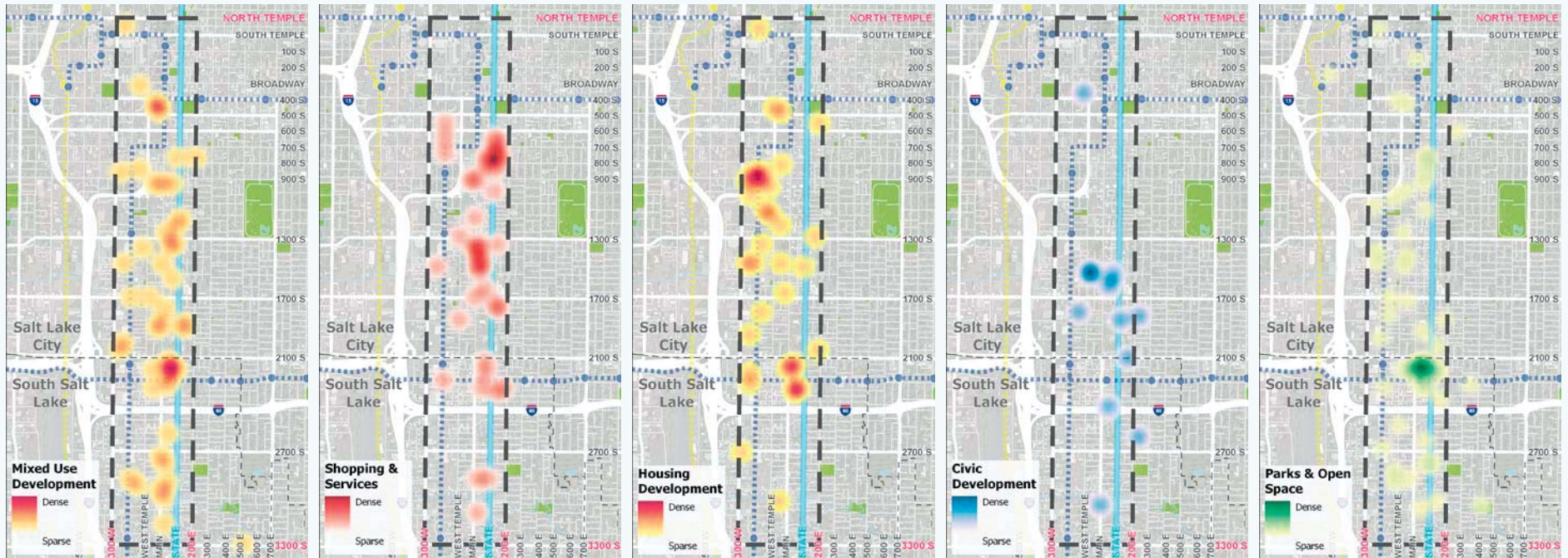
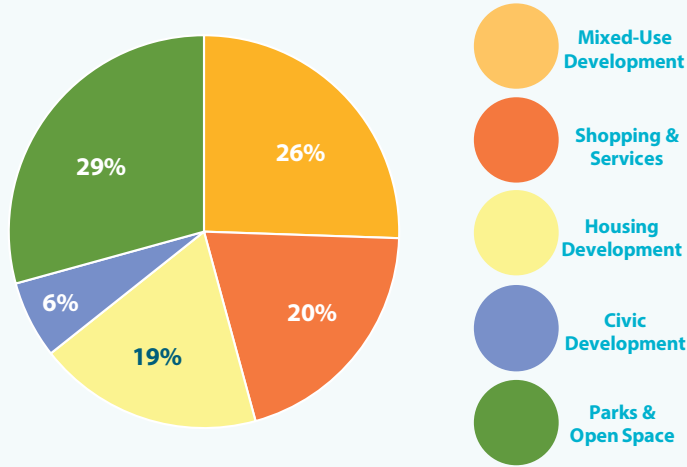
### STREET GAME PIECES: 666 TOTAL PLACED ON MAPS



One of 20 groups completing the Mapping Exercise

# PUBLIC WORKSHOP (CONTINUED...)

## DEVELOPMENT GAME PIECES: 188 TOTAL PLACED ON MAPS



## PUBLIC WORKSHOP (CONTINUED...)

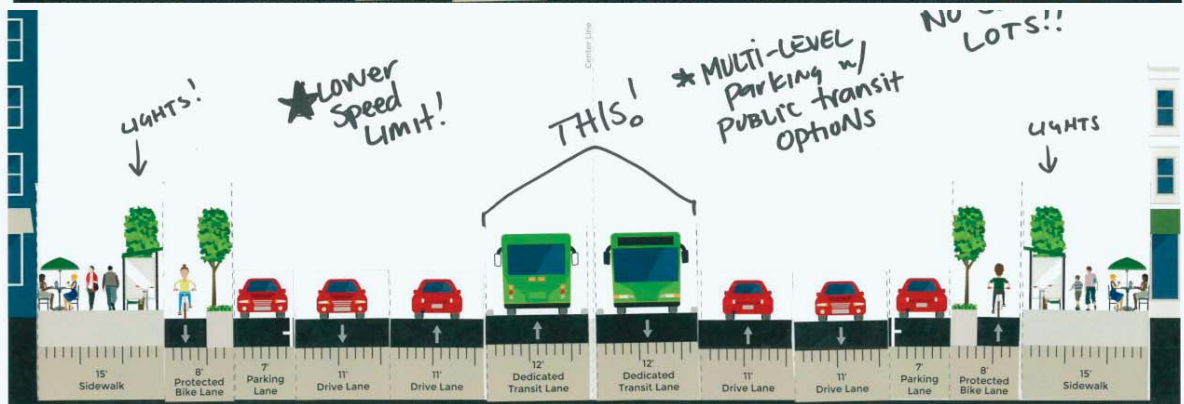
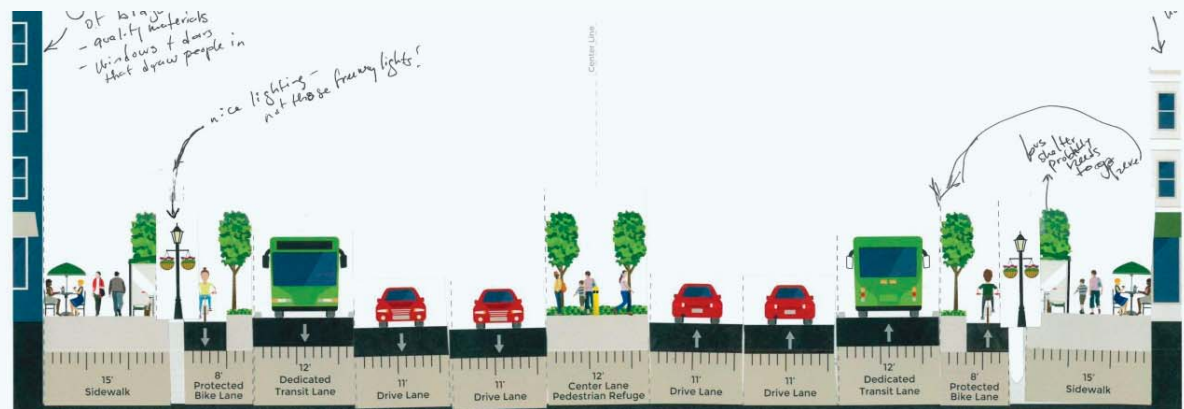
The **State Street Design Exercise** engaged workshop participants in a hypothetical redesign of State Street where they used streetscape elements, such as travel lanes and sidewalks of various widths, lighting, street trees, transit, and bike lanes to design their ideal version of a better State Street.

### Top priorities included:

- The preference to reduce travel lanes in order to achieve other goals (77% of participants reduced the current number of travel lanes).
- The desire for more robust transit in the form of dedicated transit lanes, or transit priority lanes. (76% of participants included enhanced bus lanes).
- The importance of shorter, protected crossings (72% of participants included pedestrian refuges to decrease crossing distances).
- The desire for improved bicycle facilities (86% of participants included either standard or protected bike lanes).

2 of 100 Street Design Exercises completed at the Workshop. Participants cut and pasted their own design to create their ideal cross section for the future of State Street

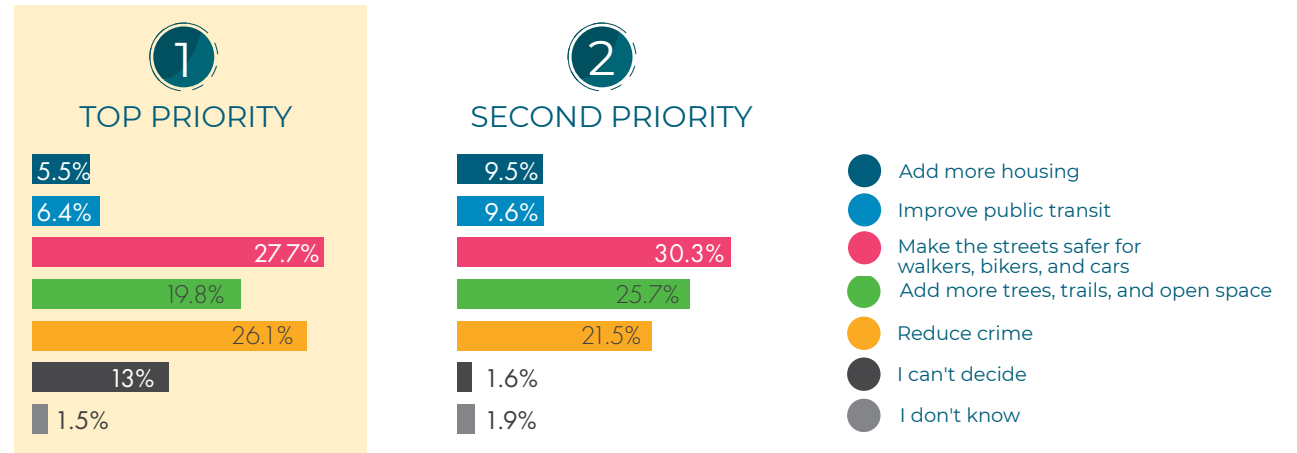
## STATE STREET DESIGN EXERCISE: 100 TOTAL CROSS SECTIONS COMPLETED



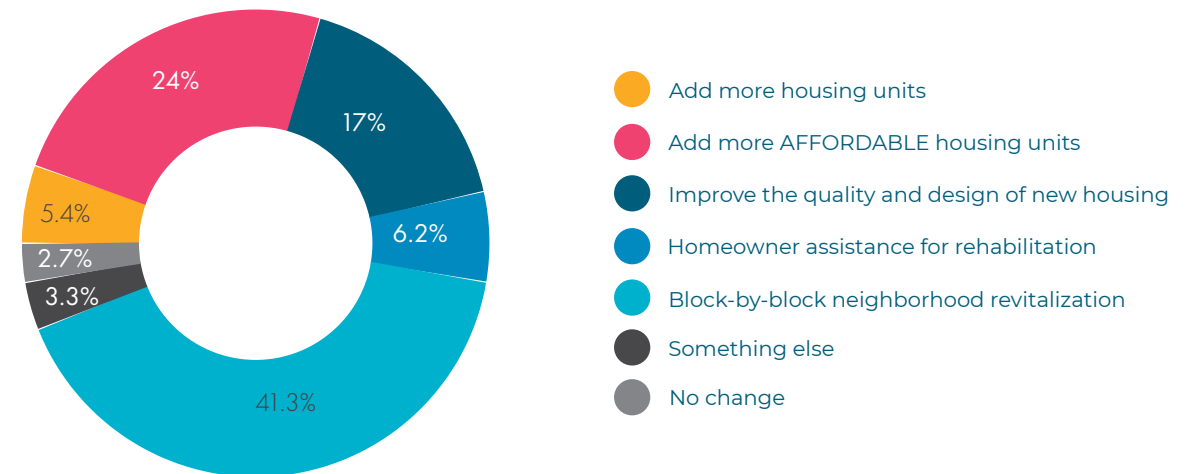
## PUBLIC SURVEY

A total of 983 participants answered questions, either through the live polling activity at the Public Workshop, or through an online survey emailed to people and available at [www.lifeonstate.com](http://www.lifeonstate.com). Participants were asked how they travel to, from, and on State Street, and how they typically use the corridor. Most importantly, participants stated what their top priorities are for the future of State Street as it relates to housing, mobility, business, and overall.

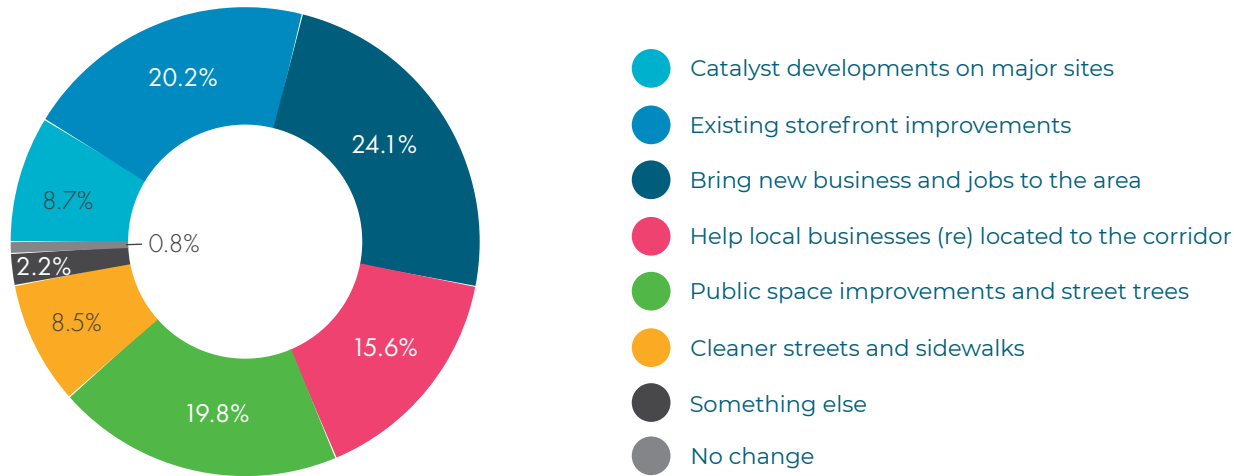
### TOP PRIORITY FOR THE CORRIDOR



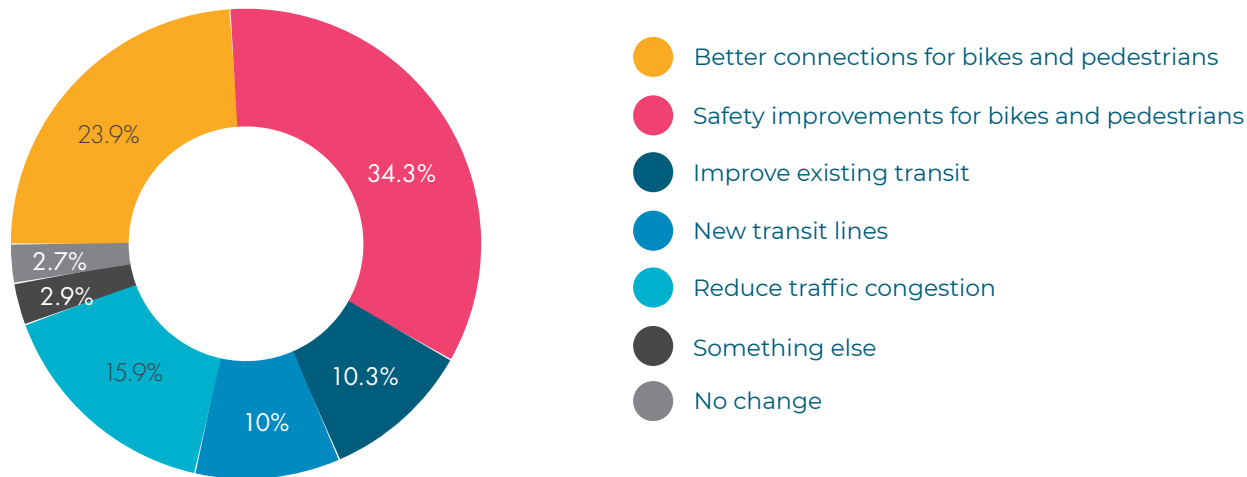
### TOP PRIORITY FOR HOUSING



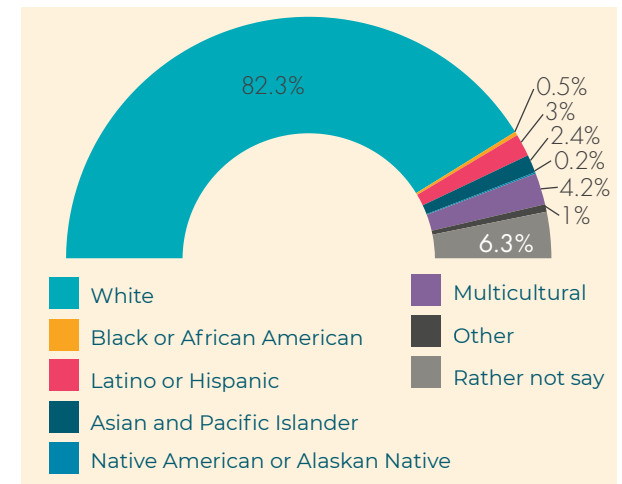
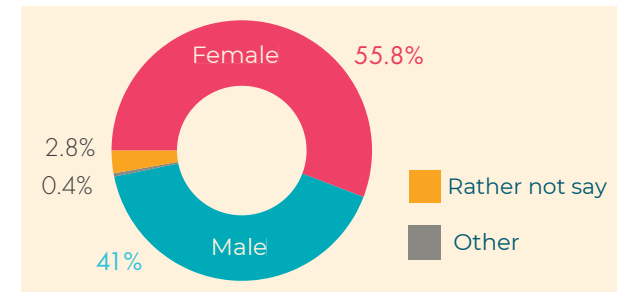
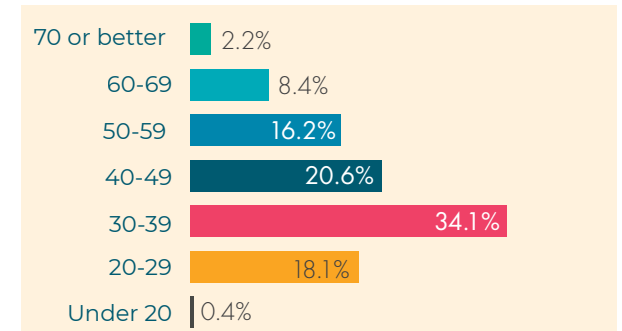
### TOP PRIORITY FOR BUSINESS



### TOP PRIORITY FOR MOBILITY



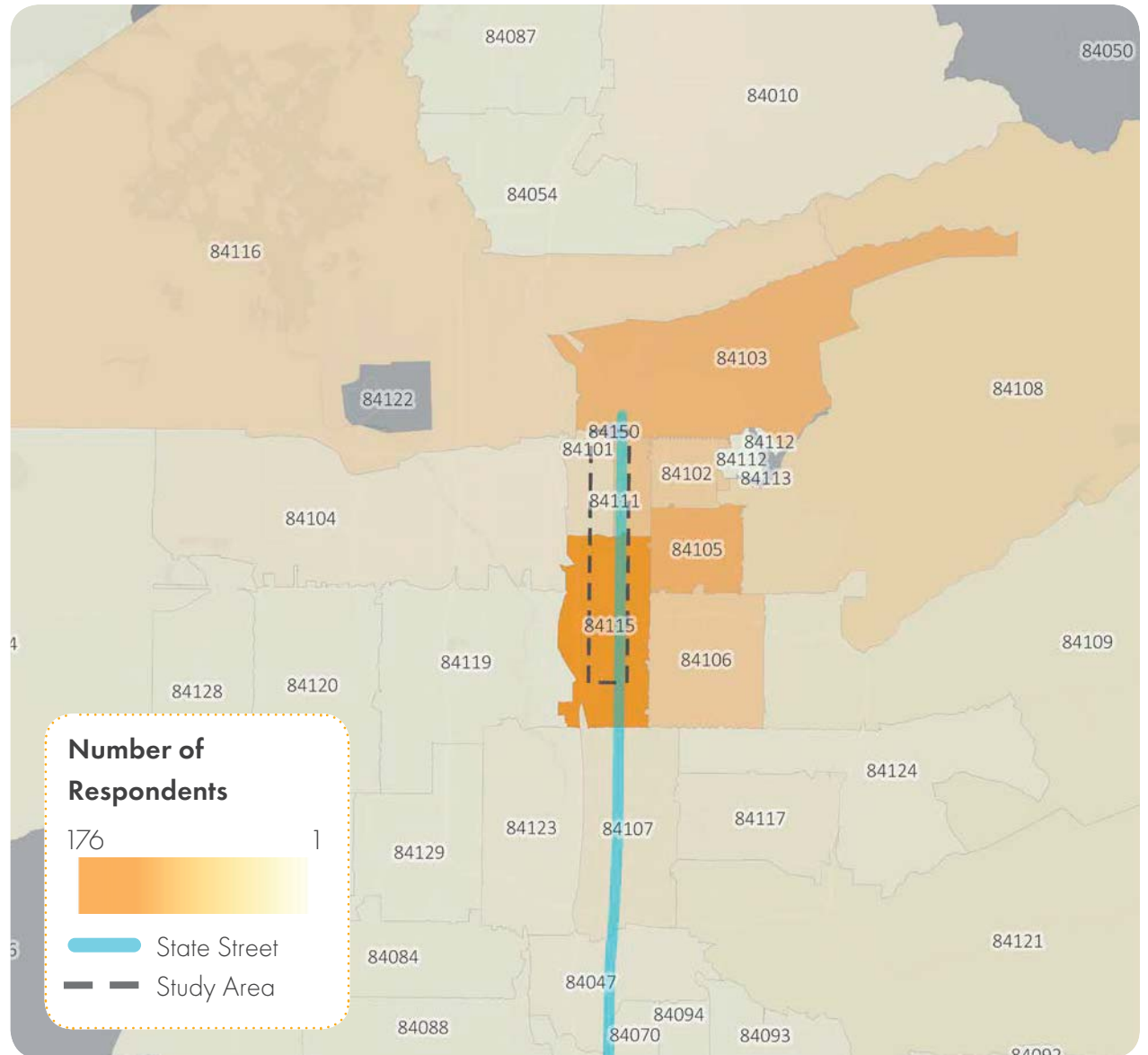
### DEMOGRAPHICS



## WHERE DO SURVEY RESPONDENTS LIVE

The majority of survey respondents live or work on or near State Street. The following list shows the top 15 ZIP Codes from where people took our survey:

| Zip Code | Survey Respondents |
|----------|--------------------|
| 84115    | 167                |
| 84105    | 118                |
| 84103    | 104                |
| 84111    | 79                 |
| 84106    | 62                 |
| 84102    | 60                 |
| 84108    | 44                 |
| 84116    | 37                 |
| 84101    | 32                 |
| 84107    | 19                 |
| 84109    | 18                 |
| 84121    | 18                 |
| 84117    | 14                 |
| 84104    | 12                 |
| 84010    | 10                 |





## DEVELOPER & PROPERTY OWNER INTERVIEWS

In person and phone interviews were held with local investors (developers and property owners) to understand their views on the challenges and opportunities that exist on and around State Street. They were asked about:

- Development potential in the study area;
- How current conditions support or hinder that potential;
- How transportation improvements might influence investment on State Street;
- Their experience working with the cities' regulatory and development processes.

Developers identified State Street itself as the biggest obstacle to redevelopment – the current design and character make it hard to attract investors to a major project on State Street. However, small “pioneering” property owners and investors were more positive, and were typically tackling smaller projects to repurpose buildings they already owned.

### Overall reflections from the group of investors interviewed included:

- The current design and roadway conditions of State Street limit the investment potential of the area. The existing auto-oriented design, lack of pedestrian-oriented amenities, and general absence of green space makes it an unattractive place for urban style development.
- Investment potential exists due to State Street's proximity to transit and downtown Salt Lake City. However, most interviewees do not believe these factors alone can overcome the current design of the roadway.
- Downtown and form-based zones in both cities are viewed positively, however older use-based zones, specifically Commercial Corridor (CC), are viewed as outdated and a major hindrance to “good” development. Height restrictions, deep setbacks and high parking standards within these zones are cited as development challenges.
- Tangible commitment from the cities, UDOT, and other partner agencies to improve the conditions on State Street has the potential to leverage significant private investment. Interested investors believe public investments in new streetscapes, pedestrian enhancements, landscaping, and transit and bicycle facilities could greatly accelerate new private investment.



Local business owners have proposed a “food alley” on State Street at 800 South

## BUSINESS OWNER INTERVIEWS

Local business owners were interviewed at the outset of the project and were asked to provide input throughout the process. **General takeaways from these discussions included:**

- Crime and personal security are major concerns for business owners and their customers, and seen as having a negative impact on their businesses.
- On-street parking is seen as important to support small businesses due to the lack of publicly accessible off-street parking available in the corridor.
- Many business owners welcomed the idea of widened sidewalks, more mid-block crossings, and additional street trees and green amenities as being good for business.
- Concerns exist about how new investment and redevelopment may impact existing business owners, and hoped to see the cities initiate policies and programs to provide support for existing businesses to adapt and thrive in a potentially changing environment.

## STAKEHOLDER DISCUSSIONS

People who interact daily with State Street and the people on it took part in discussions in meetings they organized. This included police, fire and crossing guards, school principal and teachers, business owners, public works dept, community development departments, Salt Lake County, Salt Lake Community College and others.

Fifth graders at Woodrow Wilson Elementary took part in a classroom activity to discuss their experiences on State Street. They were asked to share the best and worst parts of the street and what they would like to see happen there.

The city and county mayors and agency directors participated in an executive committee throughout the project. They discussed their observations on the issues, community priorities and how changes on State Street fit into each of their strategic plans.

## WEBSITE & ONLINE ENGAGEMENT

A project website, [www.LifeOnState.com](http://www.LifeOnState.com), was established and continually updated with information about the project, outreach events, survey and workshop results, and project resources and documents. It will continue to be an open resource to learn about State Street plans and progress.

### Between December 2016 and December 2017, the website received:

- 10,500 page views
- 3,185 unique visitors

## APPENDIX II: ENVISION TOMORROW MODELING

Land use and transportation scenarios are an important part of the exploratory process in planning. Testing a range of policy options, development types and transportation improvements allows for a comparison of the relative strengths and weaknesses of potential futures, and it allows decision makers to understand the possibilities that their decisions may unlock. Each scenario is derived from a certain set of rules and assumptions, and asks the question “what if...”

While not a forecast nor a prediction, the scenarios provide a wealth of information about how the effects of policy and transportation choices could play out when compared to current trends. This helps deepen our understanding of likely outcomes to better ensure the future reflects the community’s vision and goals for the State Street corridor. For the Life on State scenarios, the “what ifs” that were explored dealt with a range of regulatory changes and transportation investments that could be made on State Street.

The following Appendix explains the assumptions that support the scenario results in greater detail.

Four separate land use and transportation scenarios were evaluated within the State Street corridor using the open source scenario planning platform Envision Tomorrow.

Envision Tomorrow is a suite of planning tools that includes analysis and scenario design applications. The analysis tools allow users to analyze aspects of their current community using commonly accessible GIS data, such as tax assessor parcel data and Census data. The scenario design tools allow users to digitally map alternative future development scenarios on the landscape, and compare scenario outcomes in real time for a range of measures from public health, fiscal resiliency and environmental sustainability.

The location and styles of development that were tested came from public input through the workshop process and the existing conditions analysis of redevelopment potential. The transportation components of the scenarios were a combination of public input from the workshops, and a narrowing down of roadway design options by the project team.

## SCENARIO BUILDING BLOCKS

Each of the scenarios was constructed using a range of building types that could be constructed in the Salt Lake market. Within a context such as the State Street corridor, a range of buildings could be anticipated. However, due to existing roadway

conditions, compatibility conflicts with adjacent land uses such as low density single family, and regulatory requirements, the development of building types that could truly transform State Street into the mixed-use, urban corridor envisioned have

been lacking: predominantly three and four-story apartments, five and six story mixed-use buildings, townhomes and rowhouses, and small grained retail projects that can infill some of the shallow, narrow lots in the corridor.



| Building Characteristics           | 6-Story Mixed-use Office  | Office Tower  | 4-Story Mixed-use Residential  | 6-Story Mixed-use Residential  | 4-Story Apartments            | Townhomes/ Rowhouse           | Small lot Retail Infill   |
|------------------------------------|---|---|--|--|-------------------------------|-------------------------------|---|
| Parking Ratios                     | <ul style="list-style-type: none"> <li>No parking required for first 3,000 sqft</li> <li>min 2.0 spaces per 1,000 sqft above 2,000</li> </ul> | <ul style="list-style-type: none"> <li>No parking required for first 3,000 sqft</li> <li>min 2.0 spaces per 1,000 sqft above 2,000</li> </ul> | <ul style="list-style-type: none"> <li>1 space per dwelling unit</li> <li>No parking required for first 3,000 sqft comm.</li> <li>min 2.0 spaces per 1,000 sqft above 2,000</li> </ul> | <ul style="list-style-type: none"> <li>1 space per dwelling unit</li> <li>No parking required for first 3,000 sqft comm.</li> <li>min 2.0 spaces per 1,000 sqft above 2,000</li> </ul> | min 1 space per dwelling unit | min 2 space per dwelling unit | <ul style="list-style-type: none"> <li>No parking required for first 3,000 sqft</li> <li>min 2.0 spaces per 1,000 sqft above 2,000</li> </ul> |
| Housing density (DU per acre)      | -   | -   | 71   | 82   | 51                            | 35                            | -   |
| Job density (jobs per acre)        | 196   | 2,156   | 12   | 12   | -                             | -                             | 23  |
| Average dwelling unit size in sqft | -   | -   | 750  | 750  | 750                           | 850                           | -   |

### Investments in walkability and placemaking have measureable impacts on residential pricing.

Within the current context of the corridor, it is not financially feasible for land developers to invest in the type of mixed-use, urban development described above. However, with investments into roadway improvements and regulatory changes, such as increased height allowances or reduced parking minimums, the corridor could support higher-density, higher quality development.

There is a growing body of research supporting the assertion that public realm investments into walkability, placemaking, and high-capacity transit such as light rail, streetcar, and bus rapid transit can have a positive effect on residential pricing. This implies that people are willing to pay more to live in areas with these kinds of amenities – ultimately, contributing to the

feasibility of more expensive, urban style projects. However, as market conditions swing in favor of more expensive development, the preservation and production of affordable housing becomes increasingly important.

| Variable                                 | Factor                      | Rent/Price Impact | Product Type    | Study Area   | Source  |
|--|-----------------------------|-------------------|-----------------|--|---|
| Distance to LRT Station                  | within 1/4 mile of station  | +11 -19%          | Multi Family    | Dallas   | <i>Measuring the Value of Transit Access for Dallas County: A Hedonic Approach.</i> Leonard (2007)  |
| Accessibility Increase                   | walking distance to station | +3-40%            | All             | California, New Jersey, Georgia, Pennsylvania, Florida       | <i>Impacts Of Rail Transit On Property Values.</i> Diaz (2007)  |
| Distance to LRT Station                  | within 500 meters           | +11%              | Single Family   | Houston  | The impacts of an urban light rail system on residential property values: a case study of the Houston METRORail transit line. Pan, Qisheng (2013) |
| Distance to LRT Station                  | 1/4 to 1/2 mile of station  | +6-45%            | All Residential | Comprehensive review of studies undertaken between 1993-2004 | Cervero (2004)  |
| Distance to LRT Station                  | within 1/4 mile of station  | +40%              | Commercial      | Dallas   | Cervero (2004)  |
| Distance to BRT Station                  | within 1/2 mile of station  | +10-21%           | Residential     | Pittsburgh   | NBRTI (2009)  |
| Proximity of “full package of amenities” | neighborhood amenity level  | +20%              | All Uses        | Portland   | <i>An Assessment of the Marginal Impact of Urban Amenities on Residential Pricing.</i> Johnson/Gardner (2007)                                     |

## ALTERNATIVE SCENARIOS

The power of scenario analysis lies in the ability to test out and compare different alternative futures. The alternatives considered in this analysis ranged from a no action scenario to full implementation:

- **Scenario 1: Business as Usual**
- **Scenario 2: Streetscape Upgrades**
- **Scenario 3: Moderate Investment**
- **Scenario 4: Full Implementation**

(see page 23 for more details about each scenario)

In scenarios 2-4, it is assumed that both cities address key zoning issues to allow for a wider mix of development, require active street fronts, provide transit-supportive parking standards, and make other regulatory improvements to support higher quality development.

These assumptions, when fed into the Envision Tomorrow model, lead to an estimated increase in achievable rents (shown in the table below), increasing the feasibility of urban style development in the State Street corridor. As developers are able to charge higher rents they are able to maintain an adequate return on investment (ROI) while paying more for land, and

also making more expensive construction feasible. This relationship between the amount a developer is willing to pay for land in relation to their project costs is called “residual land value”. The table on the next page shows the estimated increase in residual land value by building type as assumed investments are made in each scenario.

In summary, the increasingly high levels of investment assumed in scenarios 2-4 lead to an estimated increase in development and infill within the corridor, showing the substantial opportunity for change that new investment into walkability and placemaking unlocks.

### Assumed rent by scenario + building type

| Building Type                    | Residential   | Office      | Retail      |
|----------------------------------|---------------|-------------|-------------|
| Scenario 1: Business as Usual    | \$1.50 / sqft | \$12 /sqft  | \$12 / sqft |
| Scenario 2: Streetscape Upgrades | \$1.60 / sqft | \$14 / sqft | \$14 /sqft  |
| Scenario 3: Moderate Investment  | \$1.85 / sqft | \$20 / sqft | \$18 / sqft |
| Scenario 4: Full Implementation  | \$2.20 / sqft | \$25 / sqft | \$25 / sqft |

The table below illustrates the maximum land price a developer could pay for land and still achieve profit goals. Numbers in black represent feasible development types; numbers in red represent development types that are not feasible.

**Assumed change in residual land value (cost/sqft) by building type**



| Scenario                         | 6-Story Mixed-use Office | Office Tower | 4-Story Mixed-use Residential | 6-Story Mixed-use Residential | 4-Story Apartments | Townhomes/ Rowhouse | Small lot Retail Infill |
|----------------------------------|--------------------------|--------------|-------------------------------|-------------------------------|--------------------|---------------------|-------------------------|
| Scenario 1: Business as Usual    | (\$169.25)               | (\$1,945.60) | (\$46.89)                     | (\$59.40)                     | (\$8.12)           | \$15.07             | (\$16.57)               |
| Scenario 2: Streetscape Upgrades | (136.46)                 | (\$1,677.71) | (\$29.75)                     | (\$39.32)                     | \$1.51             | \$21.92             | (\$9.26)                |
| Scenario 3: Moderate Investment  | (\$51.11)                | (\$819.11)   | \$11.91                       | \$12.71                       | \$25.10            | \$38.74             | \$13.46                 |
| Scenario 4: Full Implementation  | \$23.12                  | \$323.80     | \$71.05                       | \$80.29                       | \$59.22            | \$79.22             | \$32.28                 |

## APPENDIX III: ZONING ASSESSMENT

Zoning regulations and related design guidelines have a major impact on the types of development that occur in an area. While existing roadway conditions are the biggest limiting factor to private investment in the corridor, discussions with local developers and investors (see Appendix I) pointed out that some zoning categories in the corridor are restricting, or not supportive of the type of urban style development desired and expressed in this plan.

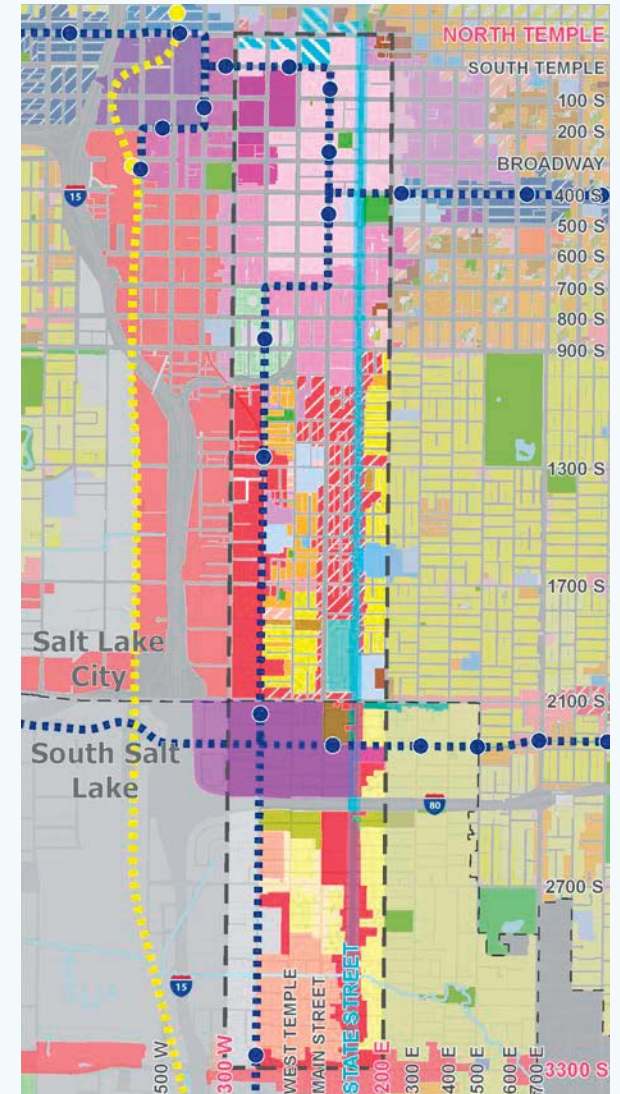
The CC, CG, D-2 zones do not support the Life on State vision because they are too permissive, allowing low-intensity, less urban styles of development.

The following Appendix provides a brief overview of zoning in the corridor, explains the shortcomings of current zones, and makes recommendations for code amendments.

### SALT LAKE CITY & SOUTH SALT LAKE ZONING

- D-1 Central Business District
  - D-2 Downtown Support
  - D-3 DT Warehouse Residential
  - D-4 Secondary CBD
  - CG General Commercial
  - CC Commercial Corridor
  - CN Neighborhood Commercial
  - CB Community Business
  - R-MU Residential Mixed Use
  - R-MU-45 Residential Mixed Use
  - RMF-35 Moderate Density Multifamily
  - RMF-45 Moderate/High Density Multifamily
  - RMF-75 High Density Multifamily
  - FB-UN1 Form Based Urban Neighborhood 1
  - FB-UN2 Form Based Urban Neighborhood 2
  - R-1-5000 Single-Family Residential
  - R2 Single and Two-Family Residential
  - UI Urban Institutional
  - I Institutional
  - PL Public Lands
  - OS Open Space
- 
- DT Downtown District
  - CC Corridor Commercial
  - CG General Commercial
  - CN Neighborhood Commercial
  - East Streetcar Neighborhood
  - Light Industrial
  - Mixed
  - MPMU Master Planned Mixed Use
  - PO Professional Office
  - R-1 Single Family Residential

0 .25 .5 mi





## ZONING OVERVIEW

The State Street corridor has many zoning designations applied within it. Within downtown Salt Lake City, the predominant zoning is D-1 Central Business District and D-2 Downtown Support. South of downtown, CG General Commercial and CC Commercial Corridor are the main zoning designations.

In South Salt Lake, DT Downtown District zoning covers most of the corridor north of I-80. South of I-80, CC Corridor Commercial is the dominant zoning category along State Street, while CG General Commercial covers most land west of State. In both cities, areas to the east of the corridor are zoned primarily for single family residential uses.

Specific zoning designations within the Life on State corridor study area are shown in the tables to the right.

### Salt Lake City - Current Zoning in Study Area

| Category                                 | Acreage | %   |
|--|---------|-----|
| D-1 - Central Business District          | 223     | 21% |
| CG - General Commercial                  | 152     | 14% |
| D-2 Downtown Support                     | 145     | 13% |
| CC - Commercial Corridor                 | 142     | 13% |
| R-1 -5000 - SF Residential               | 109     | 10% |
| PL - Public Lands                        | 55      | 5%  |
| D-4 - Secondary CBD                      | 45      | 4%  |
| FB-UN2 - Form Based Urban Neighborhood 2 | 33      | 3%  |
| RMF-35 - Moderate Density Multifamily    | 30      | 3%  |
| BP - Business Park                       | 27      | 2%  |
| R-MU - Residential Mixed Use             | 23      | 2%  |
| I - Institutional                        | 22      | 2%  |
| UI - Urban Institutional                 | 19      | 2%  |
| D-3 DT Warehouse Residential             | 16      | 1%  |
| RMF-45 Moderate/High Density Residential | 9       | 1%  |
| CN - Neighborhood Commercial             | 6       | 1%  |
| RMF-75 - High Density Residential        | 6       | 1%  |
| FB-UN1 - Form Based Urban Neighborhood 1 | 6       | 1%  |

### South Salt Lake - Current Zoning in Study Area

| Category                        | Acreage | %    |
|---------------------------------|---------|------|
| CC - Corridor Commercial        | 165     | 20%  |
| DT - Downtown District          | 158     | 19%  |
| CG - General Commercial         | 149     | 18%  |
| Light Industrial                | 140     | 17%  |
| R-1 - Single Family Residential | 129     | 15%  |
| CN - Neighborhood Commercial    | 34      | 4%   |
| MIXED - Mixed-Use               | 33      | 4%   |
| MPMU - Master Planned Mixed Use | 17      | 2%   |
| East Streetcar Neighborhood     | 8       | 1%   |
| PO - Professional Office        | 2       | 0.2% |

## ZONE BY ZONE ASSESSMENT

During the Life on State planning process, Fregonese Associates conducted a zoning assessment for the major zoning categories within the corridor. Using the Envision Tomorrow Return on Investment (ROI) tool, each zone was tested for financial feasibility with the optimum buildout under existing regulations. It tested whether a zone was able to cost-effectively build a mixed-use residential building with good urban form and a project return of 10% IRR. Assessment of current zoning was then used to test the feasibility impacts of new development regulations, to see if they improved the ability to produce an urban style development.

The zones tested were those with the highest amount of land coverage impacting State Street itself. They included:

### Salt Lake City

- D-2 - Downtown Support
- CC - Commercial Corridor

### South Salt Lake

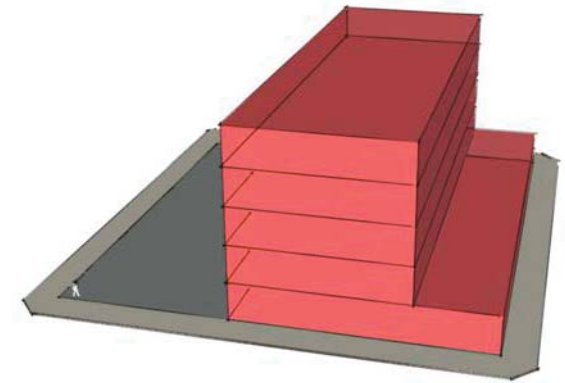
- CC - Corridor Commercial

### Salt Lake City - D-2 - Downtown Support

| Site Characteristics   | Current Zoning   |
|------------------------|--|
| Lot Size               | 20,000 sqft  |
| Height                 | 5 stories; 65 feet   |
| Landscaping            | 0%   |
| Parking Ratios         | <ul style="list-style-type: none"> <li>• 0.5 per Unit</li> <li>• 1 per 1000 sqft commercial</li> </ul> |
| Average Unit Size      | 750  |
| Density                | 93 units / acre<br>10.3 jobs / acre  |
| Floor Area Ratio (FAR) | 2.23   |
| Project Value          | \$8.3 Million  |
| Unit Rent (average)    | \$1,500 / month  |

### Findings

- D-2 zoning permits the construction of an efficient, cost-effective urban building
- Height, parking, and lot coverage requirements are adequate for an urban setting
- However, regulations do not require urban style-construction



Simplified rendering of cost-effective 4-over-1 mixed-use residential building type. Building style permitted under D-2 Downtown Support zoning, but not required

### Recommendation

- Introduce simple, but clear design criteria to ensure an active ground floor experience
- Do not permit large surface parking lots facing the street

**Salt Lake City -  
CC - Commercial Corridor**

| Site Characteristics   | Current Zoning  |
|------------------------|---|
| Lot Size               | 20,000 sqft   |
| Height                 | 3 stories; 30-45 feet   |
| Landscaping            | 19%   |
| Parking Ratios         | <ul style="list-style-type: none"> <li>• 1 per 1br Unit;</li> <li>• 2 per 2br Unit</li> <li>• 2 per 1000 sqft retail</li> </ul> |
| Average Unit Size      | 750   |
| Density                | 38.3 units / acre<br>4.2 jobs / acre  |
| Floor Area Ratio (FAR) | 0.92  |
| Project Value          | \$4.45 Million  |
| Unit Rent (average)    | \$1,665 / month   |

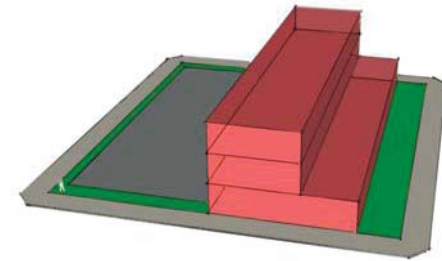
**Findings**

- By-right height limits of 30'; 15' front and side setback requirements; >1 parking ratios results in infeasible building when attempting mixed-use development
- SSSC South State Street Corridor Overlay district exemption of 15' front setback improves feasibility, but does not overcome height limitations

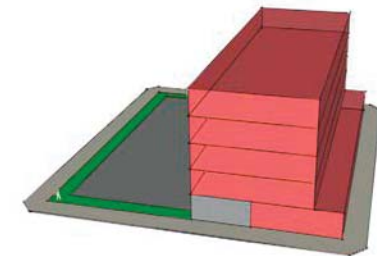
| Site Characteristics   | Alternative   |
|------------------------|---|
| Lot Size               | 20,000 sqft   |
| Height                 | 5 stories; 55-75 feet   |
| Landscaping            | 10%   |
| Parking Ratios         | <ul style="list-style-type: none"> <li>• 1 per Unit;</li> <li>• 1 per 1000 sqft retail</li> </ul> |
| Average Unit Size      | 750   |
| Density                | 73.6 units / acre<br>12.9 jobs / acre   |
| Floor Area Ratio (FAR) | 1.86  |
| Project Value          | \$6.94 Million  |
| Unit Rent (average)    | \$1,500 / month   |

**Findings**

- Increased height limit to 75' allows for cost-effective 4-over-1 mixed use building
- Lower parking standards allows for higher building coverage and increased housing density
- Removal of front and/or side setbacks results in better urban form
- Results in greater housing/job density and lower average rents due to more cost-effective construction typology



**Current zoning:** Simplified rendering of base CC zoning building. Low-density with high surface parking results in infeasible building



**Recommended:** Increased height limits, lower parking standards and removal of setbacks produces cost-effective 4-over-1 mixed-use building with tuck-under parking

**Recommendation**

- Increase base height limit to 75'; allows for 5-over-1 mixed-use
- Reduce parking minimums to 1, or 0.5, stalls per unit
- Remove front and side setback requirements; require building to front State Street

## South Salt Lake - CC - Corridor Commercial

| Site Characteristics   | Current Zoning  |
|------------------------|---|
| Lot Size               | 87,000 sqft   |
| Height                 | 6 stories; 65 feet  |
| Landscaping            | 50%   |
| Parking Ratios         | <ul style="list-style-type: none"> <li>• 1.5 per 1br Unit;</li> <li>• 2 per 2br Unit</li> <li>• 2.5 per 3+br unit</li> <li>• 4 per 1000 sqft retail/office</li> </ul> |
| Average Unit Size      | 750   |
| Density                | 24.9 units / acre<br>2.7 jobs / acre  |
| Floor Area Ratio (FAR) | 0.59  |
| Project Value          | \$11.14 Million   |
| Unit Rent (average)    | \$1,275 / month   |

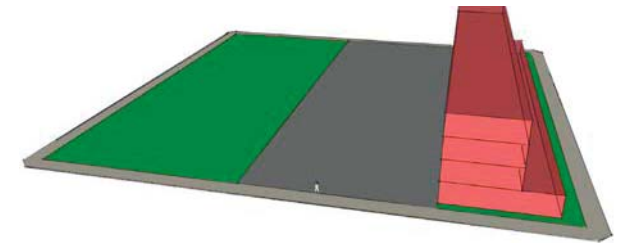
### Findings

- 65' height limit allows for urban intensity
- However, combination of minimum 50 units in multifamily and 25 units/acre maximum means lot size must be nearly 2 acres (87,000 sqft) to accommodate.
- Leads to very high effective landscaping
- Essentially promotes a suburban garden apartment form

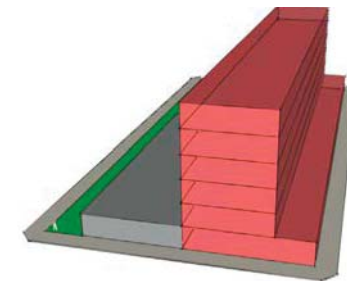
| Site Characteristics   | Alternative   |
|------------------------|---|
| Lot Size               | 40,000 sqft   |
| Height                 | 6 stories; 75 feet  |
| Landscaping            | 15%   |
| Parking Ratios         | <ul style="list-style-type: none"> <li>• 1 per Unit;</li> <li>• 2 per 1000 sqft retail</li> </ul> |
| Average Unit Size      | 750   |
| Density                | 87.8 units / acre<br>9.7 jobs / acre  |
| Floor Area Ratio (FAR) | 2.1   |
| Project Value          | \$15.8 Million  |
| Unit Rent (average)    | \$1,275 / month   |

### Findings

- Reduction in parking requirements and removal of unit/acre limit allows for cost-effective 5-over-1 mixed-use building
- Removal of front setback allows for better urban form
- Major limiting factor is unit/acre cap combined with 50 unit minimum; removal allows for more conventional urban style apartment



**Current zoning:** Simplified rendering of base CC zoning building. High parking requirements and 25 unit/acre cap with 50 unit minimum leads to garden style apartment



**Recommended:** Removal of unit minimum and unit/acre cap allows for more conventional, cost-effective urban construction

### Recommendation

- Remove 50 unit minimum on multifamily projects
- Remove 25 unit/acre cap
- Reduce parking minimums to 1 stall per unit
- These three factors will allow for a much wider range of housing types along State Street

## CALL TO ACTION



### YOUR TO DO LIST

- ▶ Subscribe to the Life on State email list
- ▶ Contact city council members and state reps to express support for changes to State Street
- ▶ Tell a friend or neighbor about the project
- ▶ Join or organize a group to advocate for change
- ▶ Visit a business or take a walk on State Street

Achieving the goals for State Street takes an active and engaged community to advocate for change. This Implementation Plan lays out a variety of design tools, policies, and programs to turn State Street into a signature street and major destination. Additionally, a detailed action plan provides clear direction on how to move the State Street vision forward, identifying implementation partners as well as potential funding strategies.

**The plan is also a call to action to the people – to YOU.** In order to turn State Street into a regional destination with great opportunities for living, working, and playing, we need to maintain the momentum. Use this scorecard to track your own activities and the resulting actions.

### PROCESS TIMELINE

|             |   |
|-------------|---|
| Short term: | Plan adoption by jurisdictions                              |
| Short term: | Continuous community involvement                            |
| Short term: | Code amendments   |
| Mid term:   | Design + cost estimates                                     |
| Mid term:   | Detailed transportation design                              |
| Mid term:   | Initial low-cost implementation catalytic site improvements |
| Long term:  | Implementation funding                                      |
| Long term:  | Full implementation   |

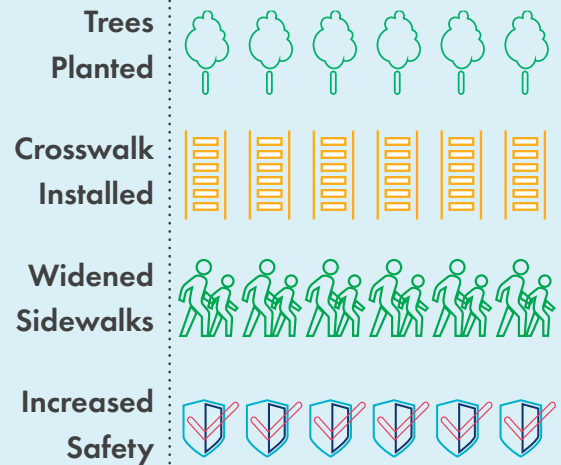
### PEOPLE TO CONTACT

- My City Council Representatives
- My State Legislators
- Business Groups
- Neighborhood Associations
- Neighbors

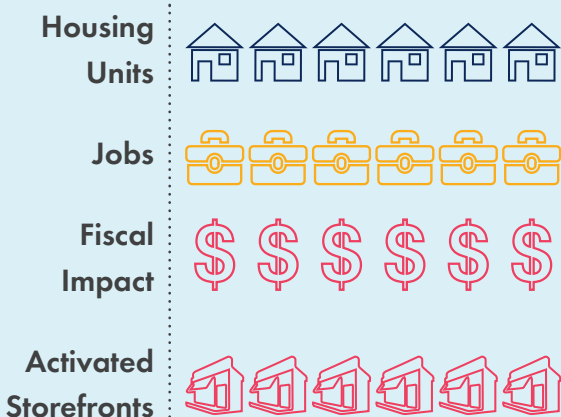
### HEALTH TRACKER



Keep track of change you see on State Street



### ECONOMIC TRACKER



# LIFE ON STATE

