Utah Transit Authority

Local Advisory Council

REGULAR MEETING AGENDA

669 West 200 South
Salt Lake City, UT 84101

Wednesday, August 28, 2024 **1:00 PM** **FrontLines Headquarters**

UTA Local Advisory Council will meet in person at UTA FrontLines Headquarters (FLHQ) 669 West 200 South, Salt Lake City, Utah.

For remote viewing, public comment, and special accommodations instructions, please see the meeting information following this agenda.

1.	**Call to Order & Opening Remarks**	Chair Troy Walker
2.	**Pledge of Allegiance**	Chair Troy Walker
3.	**Safety First Minute**	David Hancock
4.	**Public Comment**	Chair Troy Walker
5.	**Consent**	Chair Troy Walker
	a. Approval of May 22, 2024 Local Advisory Council Meeting Minutes	
	b. Board Policy Revision - Board Policy 3.2 Service Planning Implementation	
6.	**Transit Oriented Development**	
	a. AR2024-08-01 - Resolution Approving the Murray North Station Area Plan and Recommending Adoption by the Authority's Board of Trustees	Paul Drake Kayla Kinkead Zach Smallwood
	b. AR2024-08-02 - Resolution Approving the Clearfield Station Area Plan and Recommending Adoption by the Authority's Board of Trustees	Paul Drake Kayla Kinkead Brad McIlrath
7.	**Service Planning**	
	a. 2025-2029 UTA Five-Year Service Plan Draft Update	Nichol Bourdeaux Janelle Robertson Eric Callison

8. Capital Projects

a. Capital Projects Update - S-Line Extension and Davis-SLC Connector — David Hancock

9. Discussion

a. 2024 UTA Public Image Survey Report — Heather Barnum

b. Open Dialogue with the Board of Trustees — Troy Walker, Carlton Christensen

10. Reports

a. Executive Director Report — Jay Fox
- International Olympic Committee (IOC) Announcement
- Supplemental Services
- August Change Day

b. Audit Committee Report — Troy Walker

11. Other Business — Chair Troy Walker

a. Next Meeting: Wednesday, November 6, 2024 at 1:00 p.m.

12. Adjourn — Chair Troy Walker

Meeting Information:

- Special Accommodation: Information related to this meeting is available in alternate format upon request by contacting adacompliance@rideuta.com or (801) 287-3536. Request for accommodations should be made at least two business days in advance of the scheduled meeting.

- Meeting proceedings may be viewed remotely through the public meeting portal link on the UTA Public Meeting Portal - https://rideuta.legistar.com/Calendar.aspx

- In the event of technical difficulties with the remote connection or live-steam, the meeting will proceed in person and in compliance with the Open and Public Meetings Act.

- Public Comment may be given live during the meeting by attending in person at the meeting location OR by joining the remote Zoom meeting below.

  o Use this link https://rideuta.zoom.us/webinar/register/WN_IDfelvI8Q2iP73Ohfg9y0A and follow the instructions to register for the meeting (you will need to provide your name and email address).

  o Sign on to the Zoom meeting through the URL provided after registering.

  o Sign on 5 minutes prior to the meeting start time.

  o Use the "raise hand" function in ZOOM to indicate you would like to make a comment.

- Comments are limited to 3 minutes per commenter.

- Public Comment may also be given through alternate means. See instructions below.

  - Comment via email at advisorycouncil@rideuta.com

  - Comment by telephone at 801-743-3882 option 5 (801-RideUTA option 5) – specify that your comment is for the Local Advisory Council meeting.

  - Comments submitted before 2:00 p.m. on Tuesday, August 27th will be distributed to council members prior to the meeting.

- Meetings are audio and video recorded and live-streamed.

- Members of the Local Advisory Council and meeting presenters will participate in person, however members may join electronically as needed, with 24 hour advanced notice.

- Motions, including final actions, may be taken in relation to any topic listed on the agenda.

669 West 200 South
Salt Lake City, UT 84101

Utah Transit Authority

MEETING MEMO

Local Advisory Council **Date:** 8/28/2024

TO: Local Advisory Council
FROM: Jana Ostler, Board Manager

TITLE:

Approval of May 22, 2024 Local Advisory Council Meeting Minutes

AGENDA ITEM TYPE:
Minutes

RECOMMENDATION:
Approve the minutes of the May 22, 2024 Local Advisory Council Meeting

BACKGROUND:
A regular meeting of the UTA Local Advisory Council was held in person and broadcast live through the UTA meetings website on Wednesday, May 22, 2024 at 1:00 p.m. Minutes from the meeting document the actions of the committee and summarize the discussion that took place in the meeting. A full audio recording of the meeting is available on the Utah Public Notice Website <https://www.utah.gov/pmn/sitemap/notice/914285.html> and video feed is available through the UTA Public Meeting Portal <https://rideuta.legistar.com/Calendar.aspx>.

ATTACHMENTS:
2024-05-22_LAC_Minutes_unapproved

Utah Transit Authority

Local Advisory Council

MEETING MINUTES - Draft

669 West 200 South
Salt Lake City, UT 84101

Wednesday, May 22, 2024 **1:00 PM** **FrontLines Headquarters**

Present:	Chair Troy Walker
	Vice Chair Bob Stevenson
	2nd Vice-Chair Natalie Hall
	Council Member Neal Berube
	Council Member Dirk Burton
	Council Member Karen Cronin
	Council Member Mark Johnson
	Alternate Council Member Jon Larsen
Excused:	Council Member Julie Fullmer
	Council Member Erin Mendenhall
	Alternate Council Member Dan Dugan
	Alternate Council Member Brandon Gordon

Also attending were UTA staff and interested community members. Alternate Council Member Dan Dugan attended as part of the audience, but not as a voting member for this meeting.

1. Call to Order & Opening Remarks

Chair Troy Walker welcomed attendees and called the meeting to order at 1:00 p.m. He noted Alternate Council Member Jon Larson is filling in for Council Member Erin Mendenhall who is excused. Council Member Fullmer and Alternate Council Member Brandon Gordon are also excused.

Chair Walker announced this is an in-person, recorded meeting with live streaming available online. Live public comment is available in person or via Zoom.

Former Chair Mark Johnson was recognized by Chair Walker for his services as Chair of the Advisory Council in 2023. Council Member Walker was presented with a gift of appreciation from the council.

2. Pledge of Allegiance

Attendees recited the Pledge of Allegiance.

3. Safety First Minute

Chair Walker delivered a brief safety message.

4. Public Comment

Council Member Dirk Burton provided a comment during the public comment section of the meeting. Burton expressed gratitude for the responsiveness of UTA Board Chair Christensen when Burton has shared concerns about the transit system. No other in-person, virtual, or online public comments were received.

5. Consent

a. Approval of February 21, 2024 Local Advisory Council Meeting Minutes

A motion was made by Vice Chair Stevenson, and seconded by Council Member Burton, to approve the consent agenda. The motion carried by unanimous vote.

6. Transit Oriented Development

a. AR2024-05-01 - Resolution Approving and Recommending Adoption of the Ballpark Station Area Plan

Paul Drake, UTA Director of Real Estate & Transit-Oriented Communities, was joined by Kayla Kinkead, Transit-Oriented Communities Predevelopment Manager; Megan Townsend, Wasatch Front Regional Council (WFRC) Director of Community and Economic Development; and Nannette Larsen, Salt Lake City Senior Planner.

Drake announced three station area plans encompassing six stations are being presented to the council for approval. Before reviewing each of the three plans, Drake provided an overview of station area plans including objectives and components, the statutory requirements for local cities, and the role of the Local Advisory Council in approving the plans.

Kinkead opened the discussion on the Ballpark Station Area Plan by detailing the partnership and funding sources. The project is led by Salt Lake City and supported by UTA and WFRC with funding provided through the Transportation Land Use Connection (TLC) Program.

Larsen provided an overview of the geographic scope and goals of the Ballpark Station Area Plan, land-use designation, UTA-owned property, and anticipated development objectives at the Ballpark Station.

Kinkead highlighted the UTA-controlled property for redevelopment use including a park and ride lot and bus service infrastructure. Transit parking utilization will need to be considered before re purposing parking stalls. Station access and connections were also highlighted.

Discussion ensued. Members of the council expressed the need for plans to have a greater emphasis on home ownership and affordability. The council asked for a definition of the station area plan objective “promoting sustainable environmental conditions” which was provided by staff.

A motion was made by Council Member Cronin, and seconded by Council Member Johnson, that this resolution be approved. The motion carried by unanimous vote.

b. AR2024-05-02 - Resolution Approving and Recommending Adoption of the Midvale Center and Fort Union Station Area Plan

Paul Drake was joined by Kayla Kinkead, Megan Townsend, and Adam Olsen, Midvale City Community Development Director.

Olsen provided an overview of the geographic scope and goals of the Midvale Center & Fort Union Station Area Plan, and highlighted UTA-owned property and anticipated development objectives at the Midvale Fort Union and Midvale Center stations in addition to the Bingham Junction station which is being developed in partnership with West Jordan City.

A motion was made by 2nd Vice-Chair Hall, and seconded by Vice Chair Stevenson, that this resolution be approved. The motion carried by unanimous vote.

c. AR2024-05-03 - Resolution Approving and Recommending Adoption of the West Jordan and Midvale Station Area Plan

Paul Drake was joined by Kayla Kinkead, Megan Townsend, Adam Olsen, and Tayler Jensen, West Jordan City Senior Planner.

Staff reported the cities of West Jordan and Midvale took a unique approach in partnering to create one Station Area Plan working together on a shared corridor for three adjacent TRAX stations: Bingham Junction, Historic Gardner, and West Jordan City Center. The cities saw the opportunity to capitalize on the strong functional, physical, and economic connections and opportunities between these three stations.

Staff and city representatives provided an overview of the geographic scope of the West Jordan & Midvale Station Area Plan, supported by UTA and WFRC and funded by the Governor's Office of Economic Opportunity (GOEO). Plan highlights included the UTA-owned property and anticipated development objectives at the Bingham Junction, Historic Gardner, and West Jordan City Center stations. It is anticipated the Jordan School District and the Utah Department of Transportation (UDOT), will become additional partners for the West Jordan City Center development site. A land swap between UTA and Jordan School District is proposed to increase land redevelopment use.

Townsend complimented the cities of Salt Lake, Midvale, and West Jordan, who embodied the objectives of station area planning in their cities before legislation was enacted and were already prepared to start the planning process.

A motion was made by Council Member Burton, and seconded by Council Member Cronin, that this resolution be approved. The motion carried by unanimous vote.

7. Service Planning

a. August Change Day 2024

Nichol Bourdeaux, UTA Chief Planning and Engagement Officer, was joined by Janelle Robertson, UTA Acting Planning Director, to present an overview of August Change Day which takes place on August 18, 2024.

Bourdeaux outlined the proposed changes which include:

- The permanent suspension of route 606.
- Previously reduced routes 39, 201, and 218, will remain at current service levels and be prioritized for increased service as staffing resources allow.
- UTA is not implementing any other major service changes for August 2024 due to staffing constraints.

Other items of note:

- Public engagement was held from February 28 to March 29, 2024, to collect feedback on the proposed changes.
- A Title VI service and fare equity analysis was conducted.
- In 2025, August change day will move to April.

Discussion ensued. Questions relating to the restoration of services, ridership levels, change day timeline, and staffing shortages, were posed by the council and answered by staff.

8. Discussion

a. Consultation on Issuance and Sale of the Authority's Sales Tax Revenue Refunding Bonds

Viola Miller, UTA Chief Financial Officer, was joined by Rob Lamph, UTA Comptroller, and Brian Baker, Financial Advisor to UTA, Zions Public Finance, to consult with the council on the potential issuance and sale of the agency's sales tax revenue refunding bonds.

Miller reported on UTA's 2009 and 2010 Build America Bonds (BABs) which total $461.45 million with interest rates ranging from 5.7% to 5.9%. The federal government pays an annual subsidy for these bonds. Recent Federal government actions have reduced the amount of the subsidy paid. The refinancing of bonds would present cost saving opportunities for the agency and have a positive impact on long term financial planning in addition to short term cash flow savings in 2025.

Baker provided an overview of Build America Bonds and discussed the unique financial market conditions that would allow UTA to refinance all or a portion of its Build America Bonds to achieve significant savings, reduce exposure to subsidy reductions, provide future refinancing opportunities, and lower UTA's outstanding debt. Baker touched upon the potential legal risk of litigation although the risk is low based on legal counsel and other entities also refinancing large amounts of bonds based on current

market conditions.

UTA Board Chair, Carlton Christensen mentioned UTA presented this proposal to the Utah State Finance Review Commission last week, who approved UTA's proposal.

Discussion ensued regarding litigation risks with questions posed by the council and answered by staff and Mr. Baker.

b. UTA Strategic Plan Performance and Economic Return Findings

Alisha Garrett, UTA Chief Enterprise Strategy Officer, was joined by Heather Barnum, UTA Chief Communications Officer, to present the UTA strategic plan performance report.

Garrett and Barnum reported on achievements and performance in 2023 against the plan's five strategic priorities:

- Moving Utahns to a Better Quality of Life
- Exceeding Customer Expectations
- Achieving Organizational Excellence
- Building Community Support
- Generating Critical Economic Return

The report included goals, performance measures, and examples and highlights of achievements.

A high-level summary of key findings in a study conducted by Metro Analytics on the impact of transit investment within the state of Utah, was also provided. This demonstrates how UTA is a critical economic driver which provides a high return on investment.

Chair Walker called for a recess at 2:48 p.m.

The meeting reconvened at 2:54 p.m.

c. Geographic Economic Model

Viola Miller was joined by Brad Armstrong, Director, Budget & Financial Strategy, to present the UTA Geographic Economic Model (GEM).

Miller provided an outline of the GEM which has been used by UTA for the past 20 years to calculate revenue received from each county to support the transit system. This includes sales tax from each county which accounts for 55% of UTA's total revenue. Other revenue sources include stimulus funds, passenger fares, capital sources, and preventative maintenance funds from the Federal Transit Administration (FTA).

Miller shared a visual presentation detailing UTA's GEM 2022 revenue mode. She highlighted the importance of a regional system with inter-county transit trips which originate and terminate in different counties and how each county is supporting this system.

Additional presentation highlights included data analysis methodology, individual county results, and overall results and conclusions.

d. 2024 Legislative Session Recap

Shule Bishop, UTA Government Relations Director, summarized legislation addressed during the state's 2024 legislative session that had impacts for UTA, specifically:

2024 Legislative Bill Update (bills passed):

- HB142 S01: Railroad Drone Amendments (Wilcox).

Allows UTA police to fly drones near UTA transit facilities for safety purposes.

- HB430 S02: Local Government Transportation Service Amendments (Pierucci).

Transit innovation grants program to be administered by UDOT. Amendments to funding provisions related to allocation of certain local option sales tax to be spent on transit innovation grants.

- HB488 S02: Transportation Funding Modifications (Spendlove).

Modifications of different funding sources; Transportation Investment Fund (TIF) to Transit Transportation Investment Fund (TTIF), and various funding allocations towards UTA capital projects.

- SB179 S04: Transportation Amendments (Harper).

Removes the TTIF local match requirement for transit projects proposed by UDOT.

- SB208 S02: Housing and Transit Reinvestment Zone Amendments (HTRZ) (Harper).

Increased the percentage of housing affordability requirements from 10% to 12%.

2024 Legislative Appropriations Update:

- HB2: New Fiscal Year Supplemental Appropriations Act (V. Peterson)
  - $500,000 - Power District Study
  - $50 million - Point of the Mountain FrontRunner Station
- HB3: Appropriation Adjustments (V. Peterson)
  - $16 million - Sharp-Tintic (TTIF)
- SB6: Infrastructure and General Government Base Budget (Wilson)
  - $1.05 million - Daybreak TRAX Station

e. Legislative Performance Audit

Carlton Christensen reported on the Office of the Legislative Auditor General's (OLAG) recent performance audit of UTA to evaluate the efficiency and effectiveness of the governance model, operations, and changes since the 2014 legislative audit.

Christensen indicated 13 of the 14 recommendations from the 2014 audit have been

addressed with the 14th recommendation being tied to UTA's Strategic Plan which the committee were unable to fully assess at the time of the audit. The committee reviewed findings and recommendations from the 2014 audit, and the agency's remedial efforts. Recommendations were provided including the creation of standards for local governments on how they can address transportation planning. Christensen noted this can be achieved in coordination with UTA's transportation partners including UDOT, WFRC, and Metropolitan Planning Organizations (MPOs).

According to Christensen, the audit committee was complimentary of UTA and the progress made since the previous audit. They tasked the Transportation Interim Committee to conduct follow up work with UTA and the agency looks forward to working with this committee.

Beth Holbrook, UTA Board Trustee, mentioned favorable remarks made by Speaker of the House Mike Shultz and Senate President Stuart Adams on UTA's progress since the 2014 audit.

The full audit and the agency's response is available on OLAG's website.

f. Open Dialogue with the Board of Trustees

The floor was opened for dialogue between the council and the Board of Trustees.

Council Member Johnson mentioned a request he made in the last council meeting in February 2024 following the Point of the Mountain Transit Project update. The request to see results of an analysis of the light rail elevation grading for the project. Carlton Christensen mentioned this should be available on UDOT's website. UTA staff will follow up and share this information with the council.

Council Member Cronin asked for an update on the double tracking project at the next advisory council meeting. Christensen indicated the project is moving in a positive direction and several agreements with UDOT were just approved in a UTA Board meeting. Chair Walker inquired when the first double tracking will occur. Jay Fox, UTA Executive Director, suggested that since UDOT is managing the project they would be better positioned to speak to the timeline.

2nd Vice-Chair Hall thanked UTA for hosting a successful Transit Academy this week.

Chair Walker inquired how the recent decline in sales tax is affecting the agency's budget. Christensen said the agency had anticipated and planned for some sales tax decline and with savings in reserve from COVID relief funding, the budget is in good shape. He noted the agency is working on the 2025 budget in the next 2-3 months and will be able to provide a better indication at that time.

9. Reports

a. Executive Director Report

- **International Olympic Committee (IOC) Visit**
- **Chief Operating Officer selection**
- **Grant Program Update**

International Olympic Committee (IOC) Visit

Jay Fox, reported on a recent visit from the IOC Future Host Commission in advance of the Winter Olympics host city selection announcement. According to Fox, the commission made positive observations as they toured Salt Lake City on a specially wrapped TRAX train. Salt Lake City Mayor, Erin Mendenhall, and UDOT Executive Director, Carlos Braceras, also participated in the visit. The host city announcement is expected on Pioneer Day.

Chief Operating Officer Selection

Fox announced the retirement of Cherryl Beveridge, UTA's Chief Operating Officer, at the end of June after 40 years' service with UTA. Patrick Preusser has been selected as the new Chief Operating Officer and will join UTA on June 3. Preusser has an extensive transportation background and will be spending one month with Beveridge during the transition period.

Grant Program Update

Tracy Young, UTA Grants Director, reviewed grant applications awaiting selection and discretionary grants/appropriations selected as of May 2024.

Discretionary grants/appropriations selected as at May 2024:

- FTA Transit Oriented Development Planning (TOD) - FrontRunner Corridor TOD Market, Housing, and Economic Impact Analysis ($360,000)
- FY 23 West Side Express Transit Community Project Funding ($3.5 million)
- FTA Small Starts - MidValley Connector (Presidential budget recommendation) ($62.8 million)

b. Audit Committee Report

Chair Walker provided a brief summary of the UTA Audit Committee meeting held on March 11, 2024.

The committee reviewed the Audit Committee Charter and plan for an internal audit external assessment. Reports were received on the status of the 2023 and 2024 internal audit plans and progress on findings for past audits. Presentations were received on various audit projects including findings and recommendations.

10. Other Business

a. Next Meeting: Wednesday, August 28th, 2024 at 1:00 p.m.

11. Adjourn

A motion was made by Council Member Cronin, and seconded by Council Member Johnson, to adjourn the meeting. The motion carried by unanimous vote and the meeting adjourned at 3:30 p.m.

Transcribed by Hayley Mitchell
Executive Assistant to the Board
Utah Transit Authority

This document is not intended to serve as a full transcript as additional discussion may have taken place; please refer to the meeting materials or audio located at: <https://www.utah.gov/pmn/sitemap/notice/914285.html> for entire content. Meeting video is accessible at: <https://rideuta.granicus.com/player/clip/299?view_id=1&redirect=true>

This document along with the digital recording constitute the official minutes of this meeting.

Approved Date:

_____
Troy Walker
Chair, UTA Local Advisory Council

669 West 200 South
Salt Lake City, UT 84101

Utah Transit Authority

MEETING MEMO

Local Advisory Council **Date:** 8/28/2024

TO: Local Advisory Council
FROM: Annette Royle, Director of Board Governance
PRESENTER(S): Annette Royle, Director of Board Governance
Neiufi Iongi, Public Policy Analyst

TITLE:

Board Policy Revision

- **Board Policy 3.2 Service Planning Implementation**

AGENDA ITEM TYPE:
LAC - Consultation

RECOMMENDATION:
The Local Advisory Council is requested to review proposed revisions to Board Policy 3.2 Service Planning Implementation as presented and to provide feedback to the Board of Trustees prior to their adoption of the policy in September 2024.

BACKGROUND:
The Utah Public Transit District Act section 17B-2a-8 outlines the duties and powers of a large transit district's Board of Trustees. One of those duties includes developing and approving board policies, ordinances, and bylaws after consultation with the Local Advisory Council.

Board policy 3.2 has been updated with input from relevant subject matter experts and is now available for Local Advisory Council consultation.

DISCUSSION:
The agency is requesting the Local Advisory Council's review of the following policy revisions:

- **Board Policy 3.2 Service Planning Implementation (revised)**

The proposed policy revision clarifies UTA's service planning process and adds additional requirements for Service Design Guidelines, a Long-Range Transit Plan (LRTP), requirements for Board consultation and approval, and community engagement. The policy also directs agency staff to develop additional service

related administrative policies.

ALTERNATIVES:

The Local Advisory Council is encouraged to provide input to the Board of Trustees with comments, advice, or recommended alternatives to the proposed policy revisions.

FISCAL IMPACT:

None

ATTACHMENTS:

Board Policy 3.2 Service Planning Implementation (Draft Revision)

Service Planning ~~Implementation~~

Board of Trustees Policy No. 3.2

Application: Board of Trustees and Local Advisory Council

I. Purpose: The purpose of this policy is to establish a uniform process for planning, implementing, and managing the Authority's transit service planning to ensure transparency and collaboration with communities, regional partners, and stakeholders and compliance with the Federal Transit Administration (FTA) and Utah Public Transit District Act requirements.

II. Definitions:

A. "Baseline Service" means regularly scheduled transit service provided by the Authority or its contractors on all modes of transit including bus, demand response, paratransit, rail, contracted service, or any future type of transit service that the Authority adopts.

B. "Change Day" means scheduled dates where changes in transit service are implemented. ~~the three regularly scheduled dates in April, August and December of each year, at which time the Authority implements changes in transit service.~~

C. "Charter Service" means (1) transportation provided at the request of a third party for exclusive use of UTA vehicles, including service that is not part of UTA's regularly scheduled service and is not available to the general public, and (2) all other forms of charter service as defined by the Federal Transit Administration's Charter Service Regulations (49 CFR Part 604).

D. "Complimentary Service" means transit service provided by the Authority that is not included in Baseline Service for which no operation costs are collected.

E. "Event Service" means expansion of hours, frequency, and capacity to Baseline Service to meet the increased ridership demand during an event or time-limited situation.

F. "Major Service Change" means a service change that requires an equity analysis or equity briefing to be performed in compliance with the FTA Title VI Circular (FTA C 4702.1B).

G. "Metropolitan Planning Organization" ("MPO") means an organization designated to carry out the metropolitan transportation planning process.

H. "Sponsored Service" means Baseline Service paid in part or in full by a third party for service that is not Charter Service.

I. "Transit Service Planning" means the act of identifying, evaluating and implementing public transit services on all modes including bus, demand-response, paratransit, rail, contracted service, and any future type of transit service the Authority adopts.

III. Policy: The approval and implementation of the Authority's Service Planning process will proceed as described below and on Exhibit A.

A. Service Design Standards

1. The Authority will develop Service Design Standards to be approved by the Board.

2. Service Design Standards will be developed in compliance with the FTA requirements, including FTA Title VI Circular (FTA C 4702.1B).

3. Service Design Standards will establish service change standards based on best practices in the transit industry and impartial measures that guide service planning decisions that are equitable, systematic, and timely to achieve objectives in the Authority's Strategic Plan and Long-Range Transit Plan ("LRTP").

4. Service Design Standards will establish a framework to design, monitor, and evaluate transit service to best meet customer needs.

5. Service Design Standards will be updated every four years and must be approved by a resolution of the Board of Trustees in a public meeting.

B. Regional Planning ~~Transportation Plans ("RTPs")~~

1. Regional Transportation Plans ("RTPs") are ~~the~~ transit plans developed by Metropolitan Planning Organizations ("MPOs") within the Authority service area ~~each of the Wasatch Front MPOs (Wasatch Front Regional Council and Mountainland Association of Governments) that set the direction and long-term vision for the Wasatch Front's transportation system, in coordination with future growth assumptions~~. ~~Their~~ RTPs primary purpose is to phase the implementation of ~~major~~ regionally significant transportation investments and to guide federal funding priorities.

2. ~~The~~ RTPs are developed through collaborative processes with input from state, regional, and local leaders. The Authority ~~will~~ participates in the development of ~~the~~ RTPs by identifying transit needs and providing technical expertise ~~and~~ including scenario planning tools.

~~3. The RTPs include major roadway, transit, and active transportation projects. Transit projects identified in the RTPs include both rail-based (commuter, light rail) and significant bus enhancements (bus rapid transit, core route). The RTPs do not include local bus, demand-response transit, or paratransit modes, although ongoing funding of capital and operating expenses of these services is assumed and accounted for in the RTP as programmatic elements.~~

4. ~~Projects in the RTPs are categorized into funding phases and anticipated timelines. The RTPs rely on assumed new revenues that create a fiscal constraint of what projects can be implemented in each phase. If a project is in the first phase of an RTP, the Authority will begin working with stakeholders to further evaluate and determine whether the project should move towards funding and implementation.~~

5. ~~The~~ RTPs are updated every four years and approval authority resides with the MPO technical and policy committees.

C. Long-Range Transit Plan

1. A Long-Range Transit Plan ("LRTP") will be developed by the Authority, approved by the Local Advisory Council, and adopted by the Board.

2. The LRTP will be a 30-year plan with a focus on preparing for the future transit needs of the communities served by the Authority.

3. The LRTP will provide a comprehensive, unconstrained, system-wide vision that guides service planning. The LRTP will inform and be informed by the applicable RTPs.

4. The LRTP will be updated every four years and must be approved by a resolution of the Local Advisory Council and adopted by a resolution of the Board of Trustees.

D. Service Planning - Comprehensive System Analysis

1. The Authority will conduct a Comprehensive System Analysis of the entire service network every two years. The analysis will include an evaluation of existing services against established Service Design Standards to determine if a service is meeting minimum performance thresholds.

2. At the conclusion of the Comprehensive System Analysis, the Authority will determine if a service not meeting minimum performance thresholds should be modified, discontinued, or receive additional marketing promotion. Services meeting or exceeding minimum performance thresholds will be evaluated to determine if they warrant additional resources, frequency, or span.

3. Recommendations from the Comprehensive System Analysis will be incorporated into the next update to the Five-Year Service Plan.

E. Service Planning - Five-Year Service Plan

1. A Five-Year Service Plan will be developed by the Authority, approved by the Local Advisory Council and adopted by the Board.

2. The Five-Year Service Plan will be updated every two years to guide the near-term

transit plans for the Authority's service area. The Five-Year Service Plan will incorporate priorities set in the RTP and LRTP, include all modes of the Authority's transit system, and be financially constrained.

3. Authority staff will collaborate with the Board, counties, local municipalities, and the community to prepare and update the Five-Year Service Plan. Authority staff will:
    a. Organize engagement opportunities to establish transit service goals and explore service network design scenarios with counties, local municipalities, and members of the community to inform the creation of a Five-Year Service Plan.
    b. Consult with Trustees in meetings that are compliant with the Utah Open and Public Meetings Act prior to a draft Five-Year Service Plan being prepared for comment by counties and the public.
    c. Present a draft Five-Year Service Plan to each County within the Authority's service area to request feedback for consideration in the final Five-Year Service Plan.
    d. Conduct a public comment period of at least thirty (30) calendar days to receive comment on the draft Five-Year Service Plan.

4. A final Five-Year Service Plan; a report on feedback received from counties, local municipalities and the community; and a report on financial and resource assumptions of the plan including personnel, vehicles, and facility assumptions will be prepared for consideration and action by the Local Advisory Council and Board of Trustees.

5. The Five-Year Service Plan, and any amendments to the Five-Year Service Plan, must be approved by a resolution of the Local Advisory Council and adopted by a resolution of the Board of Trustees.

~~1. The Authority will collaborate with counties and local municipalities on a two-year cycle to prepare and update a Five-Year Service Plan.~~

~~2. The Five-Year Service Plan will serve as a rolling, annual work plan that guides the Authority's service planning decisions.~~

~~3. The Five-Year Service Plan will include all modes within the Authority's portfolio, as well as active transportation initiatives, and will be financially constrained by available funding levels or planned use of committed new revenues.~~

~~4. During the Five-Year Service Plan phase, the Authority will facilitate a collaborative process in which the counties, local municipalities, and members of the community participate in workshops to establish transit service goals, explore various service network design scenarios, and coalesce around a vision for the Authority's service. This direction will be captured and presented in a Draft Five-Year Service Plan.~~

~~5. The Authority will conduct a second round of outreach to solicit community feedback on the draft Five-Year Service Plan. This step will include consultation with each County within the Authority's service area.~~

~~6. Feedback received on the draft Five-Year Service Plan will be considered and incorporated, as appropriate, into a final Five-Year Service Plan.~~

~~7. The Authority's Local Advisory Council will review the Five-Year Service Plan and make a recommendation to the Board of Trustees for approval of the Plan with any suggested revisions.~~

~~8. Final approval authority of the Five-Year Service Plan lies with the Authority's Board of Trustees.~~

F. Annual Service Plan~~Changes~~

1. An Annual Service Plan will be prepared and approved by the Board of Trustees.

2. The Annual Service Plan will develop operations and budget plans for annual changes to Baseline Service that will be implemented on a scheduled Change Day.

3. The Authority will review the Five-Year Service Plan annually to prepare and update the Annual Service Plan.

4. The Annual Service Plan will be vetted through the annual budget process for resource and operational feasibility. Service changes may be presented to the Board during the annual service process and prior to Change Day.

5. If the proposed Annual Service Plan differs from what is in the Five-Year Service Plan, Authority staff must consult with the Trustees and any impacted local government prior to moving forward with the recommended service changes in the Annual Service Plan.

6. In compliance with federal requirements, the Authority must conduct a public hearing on any Major Service Changes and conduct a Title VI Service Equity Analysis.

7. The Board of Trustees must approve the Title VI Service Equity Analysis by resolution and determine if the implementation of proposed service changes should proceed.

8. The Annual Service Plan, and any amendments to the Annual Service Plan, must be approved by a resolution of the Board of Trustees.

~~1. The Authority will review the Five-Year Service Plan annually to develop implementation plans for changes to its service.~~

~~2. Prior to moving forward with any recommended service changes, the Authority will consult with any affected local governments to discuss the Five-Year Service Plan and the associated implementation measures being considered. If substantial concerns or questions are raised, the recommended service changes will be postponed and reconsidered in the next update to the Five-Year Service Plan.~~

~~3. The Authority will conduct a public hearing on any major service changes in compliance with its policies and federal requirements. If substantial concerns are raised during this phase, the proposed service changes may be modified to address the concerns or may be postponed and reconsidered in the next update to the Five-Year Service Plan.~~

~~4. The Authority will conduct at Title VI Service and Fare Equity analysis in compliance with its policies and federal requirements to determine if the proposed service changes pose disproportionate impacts to protected classes. The Board of Trustees will approval of the Title VI analysis and determine if the implementation of the proposed service changes should proceed.~~

~~5. If no substantial concerns are raised, the Authority will proceed with a comprehensive production process which includes schedule creation, bus and operator assignments, run-cutting and compliance with collective bargaining agreements, marketing and promotions, bus stop and on-street changes, printed and electronic information.~~

G. Annual Service Implementation

1. Upon approval of the Annual Service Plan, the Authority may proceed with implementing the Annual Service Plan.

2. Annual Service implementation will occur on a designated service Change Day.

~~Transit service implementation occurs at the designated service Change Days. These Change Days occur three times per year: in April, August, and December. The April and December Change Days are reserved for seasonal ski service. The August Change Day is targeted for all other changes to timing, routing, as well as addition or reductions of service as outlined in the Five-Year Service Plan.~~

H. Additional Service

1. The Executive Director or designee will establish administrative policies, to be approved by the Board, that:
    a. Set service policies in accordance with FTA requirements, including FTA Title VI Circular (FTA 4702.1B).
    b. Set standard criteria for determining equitable allocation of Event Service.
    c. Define criteria for approving requests for additional service, including Sponsored Service and Complimentary Service.

2. The following requests for service must be presented to the Board for consideration and approval in a public meeting:
    a. Requests for Sponsored Service
    b. Requests for Complimentary Service
    c. Requests for transit service beyond Baseline Service approved in the Five-Year Service Plan

3. The Authority does not provide Charter Service and will refer interested parties to private transportation providers.

~~I. Comprehensive System Analysis~~

~~1. The Authority will conduct a comprehensive analysis of the entire service network associated with each update to the Five-Year Service Plan. This includes evaluation of existing services against the Authority's established Service Design Guidelines to determine if a service is meeting minimum performance thresholds.~~

~~2. At the conclusion of this analysis, the Authority will determine whether a service not meeting minimum standards should be modified, discontinued, or receive additional marketing promotion. Similarly, services meeting or exceeding performance standards will be evaluated to determine if they warrant additional resources, frequency, or span.~~

~~3. Recommendations from the Comprehensive System Analysis will be incorporated into the next update to the Five-Year Service Plan.~~

IV. Cross References: Title VI of the Civil Rights Act of 1964 (42 U.S.C. § 2000d); FTA Charter Service Regulations (49 CFR Part 604); Private Sector Participation in Public Transportation (49 USC 5315); Title VI Requirements and Guidelines for Federal Transit Administration Recipients (FTA C 4702.1B.); Public Transit District Act (Utah Code 17B-2a-804, 808.1, and 808.2); Board Policy 1.3 Executive Relationships and Meeting Protocols; UTA.01.06 Title VI Compliance; UTA.04.02 Additional Services Request ~~Utah Public Transit District Act 17B-2a-804, 808.1, and 808.2; Civil Rights Act of 1964, 42 United States Code § 2000d Title VI; Title VI Requirements and Guidelines for Federal Transit Administration Recipients, FTA C 4702.1B.~~

Approved this ~~21st~~ day of ~~December 2022~~

_____

Carlton Christensen - Chair, Board of Trustees

_____
Secretary of the Authority

Approved as to form and content:

_____
Counsel for the Authority

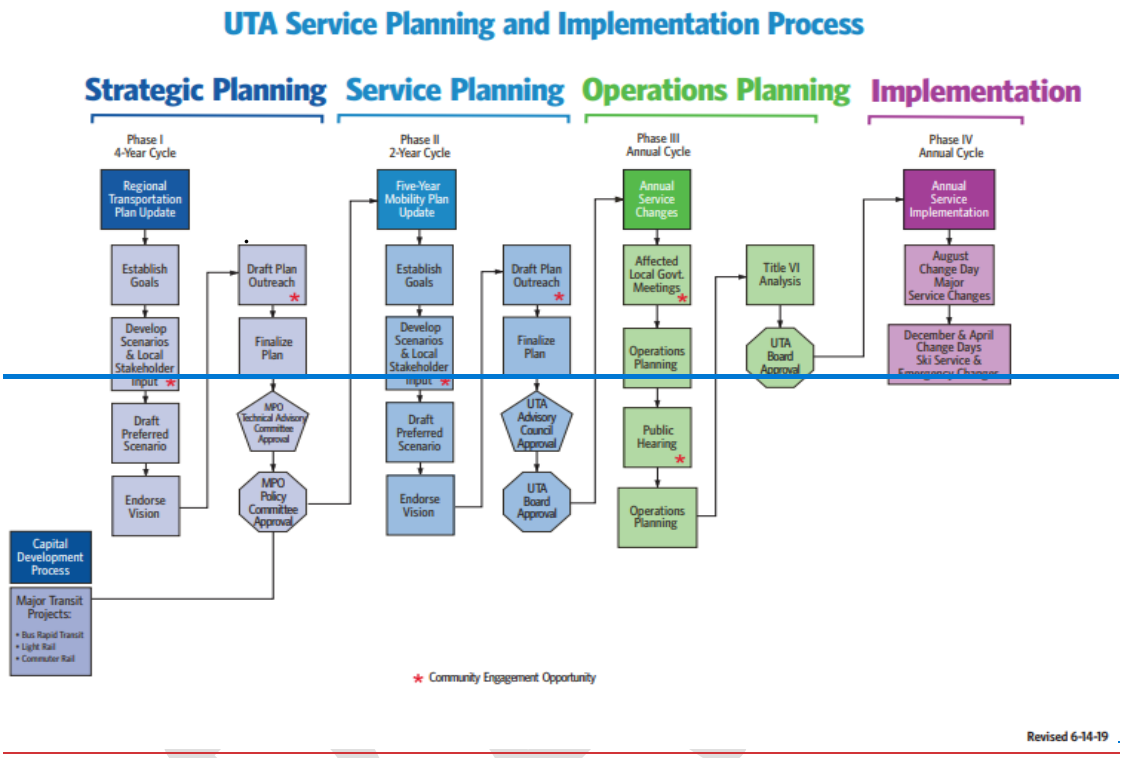
Revision/Review History:

Date of Local Advisory Council Consultation	Board of Trustees Approval (Resolution Number)	Action
02-20-2019	R2019-02-03	Revised to reflect process changed, renamed, and renumbered from Executive Limitations Policy No. 2.1.4 – Changes to Levels of Service and Routing to Executive Limitations Policy No. 1.4.2 – Service Planning Implementation.
06-12-2019	R2019-06-01	Renumbered and renamed from Executive Limitations Policy No. 1.4.2 – Service Planning Implementation to Board Policy No. 3.2 – Service Planning Implementation; reformatted and revised to reflect name change from Local Advisory Board to Local Advisory Council.
09-07-2022	R2022-12-07 (12-21-2022)	Revised naming of Five-Year Plan from Mobility Plan to Service Plan.
08-28-2024		Revised and clarified UTA's service planning process; added additional requirements for Service Design Standards, LRTP, Board consultation and approval requirements, and community engagement; provided directive for development of administrative policies; clarified UTA does not provide Charter Service.

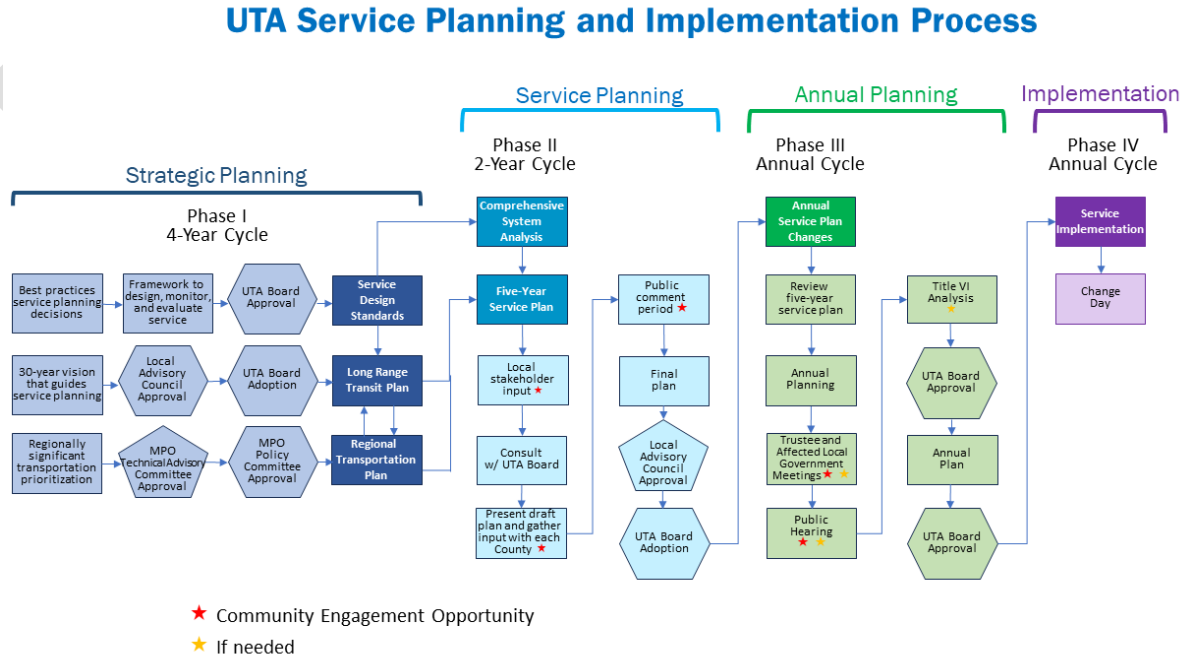
Exhibit A

UTA Service Planning and Implementation Process

~~OLD GRAPHIC~~



NEW GRAPHIC



669 West 200 South
Salt Lake City, UT 84101

Utah Transit Authority

MEETING MEMO

Local Advisory Council **Date:** 8/28/2024

TO:	Local Advisory Council
THROUGH:	Jay Fox, Executive Director
FROM:	David Hancock, Chief Capital Services Officer
PRESENTER(S):	Paul Drake, Director of Real Estate and TOD Kayla Kinkead, TOC Predevelopment Supervisor Zach Smallwood, Murray City Planning Manager

TITLE:

AR2024-08-01 - Resolution Approving the Murray North Station Area Plan and Recommending Adoption by the Authority's Board of Trustees

AGENDA ITEM TYPE:
Resolution

RECOMMENDATION:
Approve Resolution AR2024-08-01 to approve the Murray North Station Area Plan and recommend adoption by the Authority's Board of Trustees.

BACKGROUND:
In 2022, HB462 legislation mandated all cities with a fixed-guideway public transit station (rail or BRT) to develop and certify a Station Area Plan. Station Area Plans are intended to promote shared objectives of 1) increasing housing availability and affordability, 2) enhancing access to opportunities, 3) promoting sustainable environmental conditions, and 4) increasing transportation choices and connections. Supported by UTA, Station Area Plans are led by municipal staff to ensure City general plans and zoning regulations will be updated for future Station Area Plan implementation. The Murray North Station Area Plan was led by Murray and Millcreek since the half-mile station area boundary overlapped both cities. This Station Area Plan has been formally adopted by Murray and Millcreek City.

DISCUSSION:
Murray and Millcreek City, in coordination with UTA and WFRC, worked together to develop the Station Area Plan for the Murray North station. The plan envisioned building on the success of the area to address some existing challenges and create a framework for expanding core transit supportive uses in the future. This

Station Area Plan prioritized the following objectives and outcomes for implementation: 1) enhance social vibrancy, 2) improve safety and perception of the area, 3) create a complete community through transit-supportive and mixed-use development, 4) increase connections to and through the station area, and 5) promote high-quality urban design.

ALTERNATIVES:
Amendments to the Station Area Plan may be recommended to Murray and Millcreek City. Refinements specific to UTA's property may be addressed in future UTA Master Development Plans or Agreements. Any changes to the SAP will require City approval.

FISCAL IMPACT:
The proposed Murray North Station Area Plan will better position UTA and respective Cities to coordinate redevelopment of the station area. This aligned coordination will promote future transit-oriented development in an efficient and fiscally responsible manner. UTA-involved TODs may increase revenue from development and farebox proceeds.

ATTACHMENTS:
AR2024-08-01, including the following Exhibit:

- Murray North Station Area Plan

RESOLUTION OF THE LOCAL ADVISORY COUNCIL OF THE UTAH TRANSIT AUTHORITY APPROVING AND RECOMMENDING ADOPTION OF THE MURRAY NORTH STATION AREA PLAN

AR2024-08-01 August 28, 2024

WHEREAS, the Utah Transit Authority (the "Authority") is a large public transit district organized under the laws of the State of Utah and was created to transact and exercise all of the powers provided for in the Utah Limited Purpose Local Government Entities – Special Districts Act and the Utah Public Transit District Act (the "Act");

WHEREAS, the Act require the Local Advisory Council to review, approve and recommend for final adoption any plan for a transit-oriented development where the Authority is involved;

WHEREAS, the Authority's Board of Trustees has adopted Board of Trustees Policy 5.1 – Transit-Oriented Development (the "Policy");

WHEREAS, the Policy requires the Authority to establish Station Area Plans in collaboration with applicable municipalities;

WHEREAS, the Policy requires the Local Advisory Council to review, approve and recommend for adoption any Station Area Plan that involves the Authority prior to adoption by the Authority's Board of Trustees;

WHEREAS, the Authority has presented the Murray North Station Area Plan in Murray, Utah to the Local Advisory Council for review;

WHEREAS, the Local Advisory Council believes that the Station Area Plan is in the best interest of the Authority and the applicable municipalities and desires to recommend adoption of the Murray North Station Area Plan in Murray, Utah, included as Exhibit A.

NOW, THEREFORE, BE IT RESOLVED by the Local Advisory Council of the Utah Transit Authority:

1. That the Local Advisory Council hereby approves the Murray North Station Area Plan in Murray, Utah, attached as Exhibit A.

2. That the Local Advisory Council forwards the Murray North Station Area Plan to the Authority's Board of Trustees with a recommendation for their adoption.

Approved and adopted on this August 28,2024.

_____
Chair or Acting Chair, Local Advisory Council

ATTEST:

_____
Second Vice-Chair, Local Advisory Council
Or Board Secretary

(Corporate Seal)

Approved As To Form:

DocuSigned by:
Mike Bell
70E33A415BA44F6...
Legal Counsel

Exhibit A

Murray North Station Area Plan

MURRAY NORTH STATION AREA PLAN

JANUARY 23, 2024 DRAFT

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TABLE OF CONTENTS

Table of Figures

Table of tables

ACKNOWLEDGMENTS

Mayors
Brett Hales, Murray
Jeff Silverstrini, Millcreek

City Council
Paul Pickett, Murray
Pam Cotter, Murray
Rosalba Dominguez, Murray
Diane Turner, Murray
Adam Hock, Murray
Silvia Catten, Millcreek
Thom Desiraint, Millcreek
Cheri Jackson, Millcreek
Bev Uipi, Millcreek

Planning Commission
Maren Patterson, Chair, Murray
Ned Hacker, Vice-Chair, Murray
Michael Richards, Murray
Maren Patterson, Murray
Pete Hristou, Murray
Lisa Milkavich, Murray
Jake Pehrson, Murray
Michael Henrie, Murray
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Victoria Reid, Vice-Chair, Millcreek
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Diane Soule, Millcreek
Ian Wright, Millcreek

Management team
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Robert May, Millcreek
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Byron Head, WFRC
Nick Duerksen, UTA
Kayla Kinkead, UTA
Paul Drake, UTA

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Jordan Bennett
Kinsey Corbridge
Brian Tonetti
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Jonathan Weidenhamer
Eliza Ungricht
Todd Reeder
Micah Peters
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Nick Haskin
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Reid Cleeter, GSBS Consulting
Erika Chmielewski, GSBS Consulting
Connor Stone, GSBS Consulting
Chenbo Xing, GSBS Consulting
Tim Sullivan, AICP, Township + Range
Jason Claunch, Catalyst Commercial

EXECUTIVE SUMMARY

EXECUTIVE SUMMARY

The Murray North Station Area was one of the first station areas to attract investment into transit supportive uses. Following the station's opening in 1999, this area has seen over 2,000 new housing units with additional neighborhood-serving commercial spaces. Private investment in housing and services continues in the area.

This plan envisions building on the success of the area to address some existing challenges and create a framework for expanding the core transit supportive neighborhood throughout most of the planning area. The plan establishes a framework for future growth and densities that will encourage investment in housing, services, and new neighborhood and community retail.

VISION

THE MURRAY NORTH STATION AREA IS AN ACCESSIBLE, VIBRANT, COMPLETE COMMUNITY THAT PROVIDES RESIDENTS AND VISITORS ALIKE WITH AN INTERESTING, ENGAGING MIX OF LAND-USES TO SERVE THEIR NEEDS.

The core area has seen significant new investment over the past 20 years. The core area's current boundaries of the station area – State Street, the Union Pacific Rail Line, and 4500 South – are barriers that require strategic new connections to take advantage of opportunities to the east, south, and west. Overcoming these barriers and expanding transit supportive development to areas beyond these barriers is a longer-term vision.

Over the next five-to-ten years, building on the existing and planned collection of transit-oriented developments in the area to create a safe, thriving transit supportive neighborhood in the core will set the stage and create momentum for the investments needed to overcome the identified barriers.

The station area itself is envisioned as the catalyst for the further transformation of the Murray North Station Area. There are several opportunities immediately adjacent to the station to create a hub of activity that will enhance safety, provide much needed community-based opportunities, and further establish the social fabric of the area as a thriving neighborhood. These opportunities include:

- Transforming the existing bus loop and two-acre parking lot into mixed income housing, community uses, restaurants, shops, and open space
- Redeveloping the Atlas Roofing site into mixed-income housing with improved site lines, lighting, and access, to address safety and parking issues on the west side of the station area
- Relocating the UTA mobility center and storage areas to create additional mixed income

housing, community space, parking and trails and connectivity

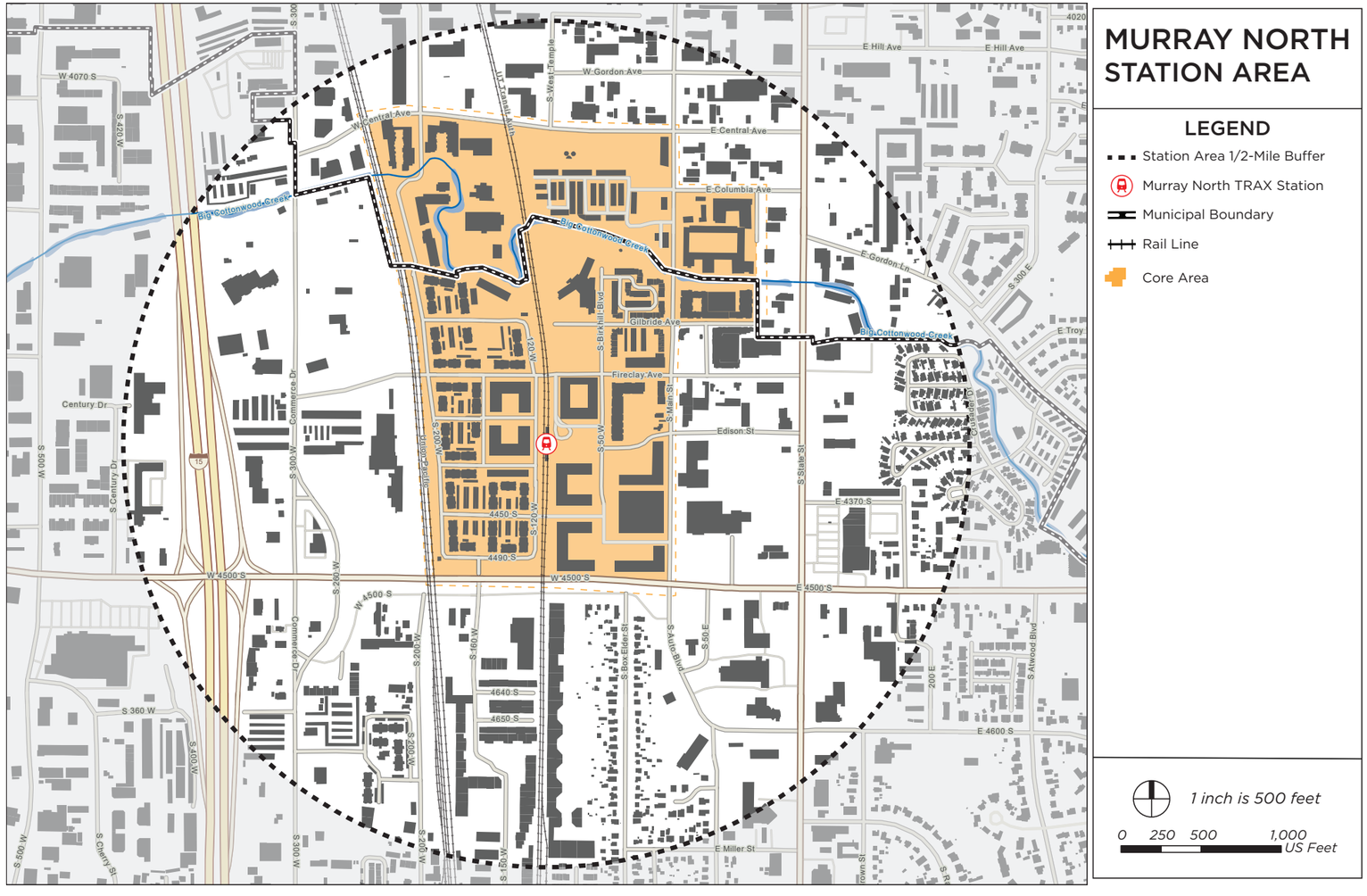
- Redeveloping the Salt Lake County Fleet Maintenance property into additional mixed income housing, a 10,000 to 14,000 SF market, parking, open space, and connectivity
- Redeveloping the commercial property on the corner of Fireclay Avenue and Main Street for additional mixed-income housing and to activate this critical corner

The transformation of the station area core will provide additional housing for all income levels and help address existing challenges in the neighborhood. These challenges include:

- Needed additional open space and trails. The proposed transformation of the immediate station area will add approximately 21.99 acres of new open space to this underserved area
- Improved site lines and additional community activity. Increasing desirable activity in the area and connecting currently dead-end streets physically and visually will help to reduce elevated levels of crime, particularly west of the station
- Additional parking spread throughout the station area in new parking structures will help alleviate current parking problems. The plan recommends the creation of a parking district to help fund the construction, maintenance, and operation of parking in the various recommended structures
- Address environmental contamination. The plan recommends a trail in the area of the contaminated berm on UTA property. The material in the berm should be processed to remove organic and construction waste materials. The remaining soils can then be "capped" beneath the trail. Any remaining materials should be characterized and disposed of in an appropriate facility.

Successful implementation of the plan will require policy changes, new administrative resources, and the use of a mix of impact fees, grants, tax-increment financing, and public/private partnerships to achieve the vision.

FIGURE E.1: MURRAY NORTH STATION AREA CORE



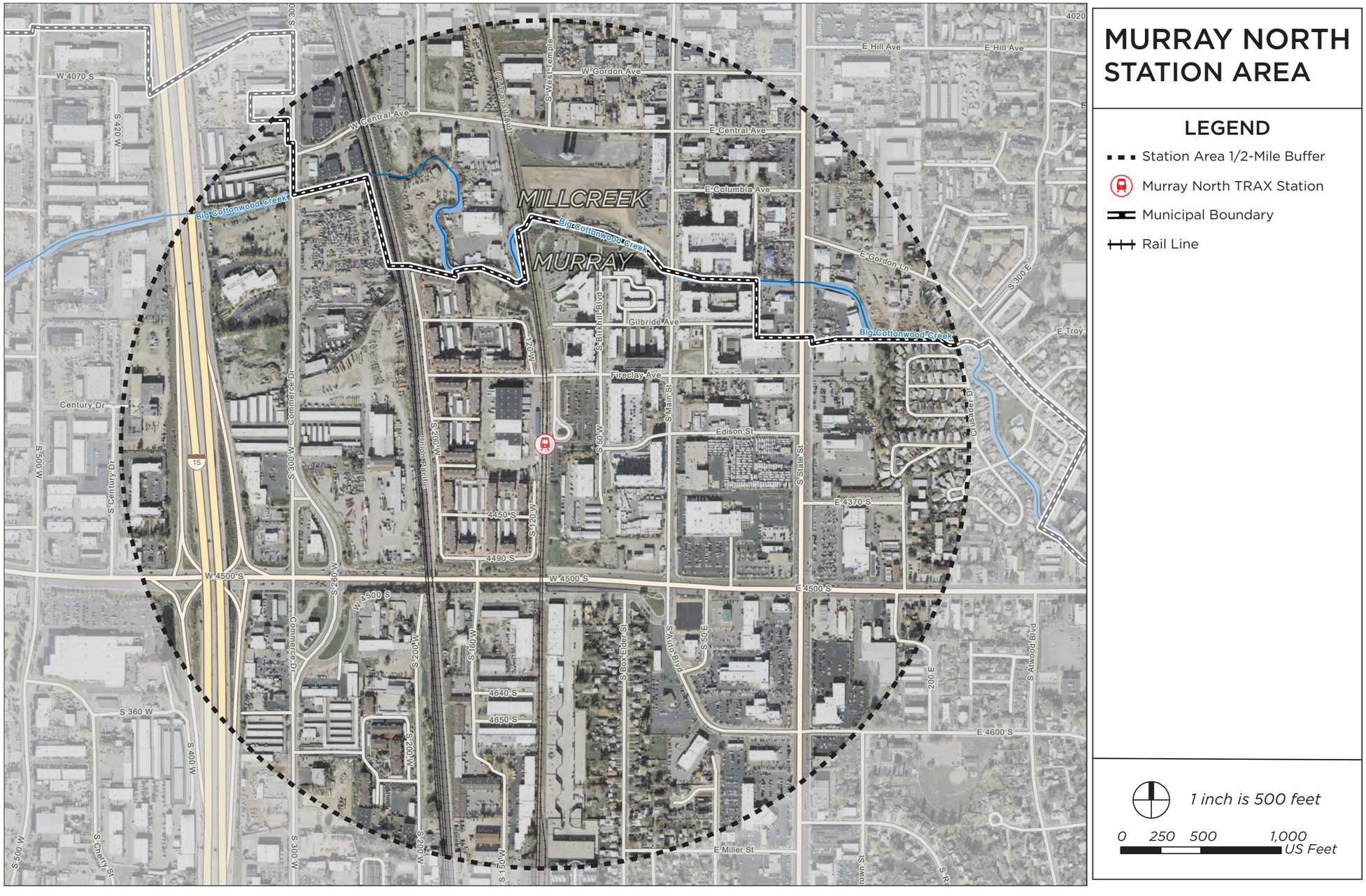
REPORT INTRODUCTION

INTRODUCTION

One of the first stations on the original TRAX Blue Line to draw a sizable amount of new investment in transit-oriented development was the Murray North Station Area. Since 2000, there have been more than 2.5 million square feet of commercial development and an estimated 2,200 new housing units built. The region has seen large public investment in addition to private investment, with new road connections, trails, and streetscape enhancements among the projects completed. The immediate station area between Main Street and the north side of the Union Pacific train line, as well as Central Avenue and 4500 South, has received the majority of the area's transit-supportive investment.

The Plan is a joint planning effort of the cities of Murray and Millcreek, the Wasatch Front Regional Council (WFRC), and the Utah Transit Authority (UTA). This plan identifies a community-based vision for the future, as well as goals, strategies, and key implementation actions for each of the primary stakeholders. Plan strategies seek to take advantage of opportunities, overcome challenges and continue to provide attainable and affordable housing within a vibrant, transit supportive neighborhood.

FIGURE1.1: MURRAY NORTH STATION AREA 1/2-MILE BUFFER



MURRAY NORTH STATION AREA

LEGEND

- Station Area 1/2-Mile Buffer
- Murray North TRAX Station
- Municipal Boundary
- Rail Line

1 inch is 500 feet

0 250 500 1,000 *US Feet*

Planning Area Description

This plan focuses on the Murray North Station Area, which is defined as the area within a ½-mile radius from the Murray North TRAX platform, located at 71 W. Fireclay Ave, in Murray, Utah. The area is between I-15 and State Street, south of Central Avenue and extending south of 4500 South to approximately 4700 South. Big Cottonwood Creek not only serves as the primary ecological asset to the station area, but it bifurcates the station area and serves as a significant portion of the jurisdictional boundary between Murray and Millcreek Cities.

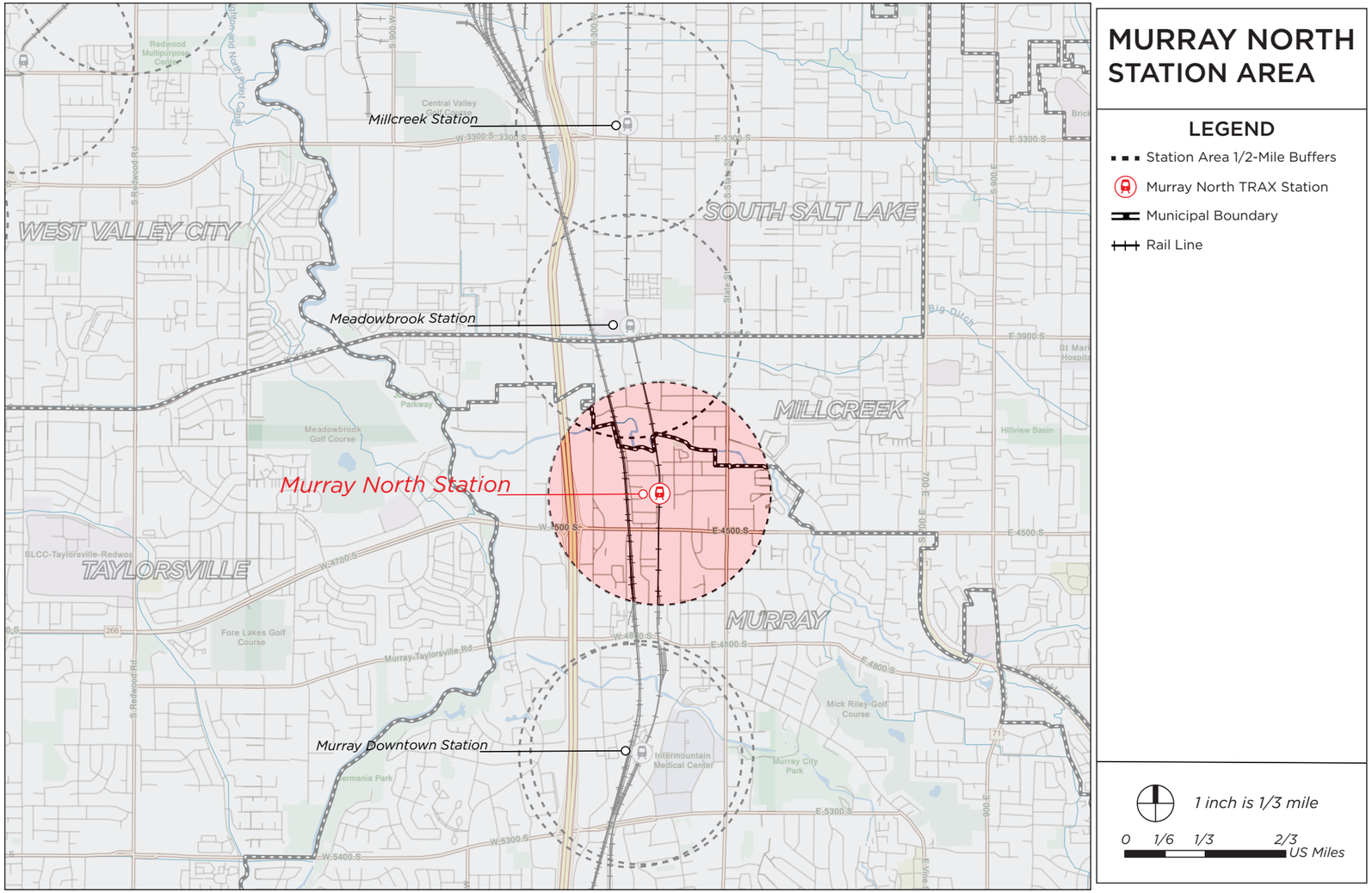
The planning areas for the Meadowbrook Station to the north and the Murray Central Station to the south closely abut the Murray North Station Area. Because of the close proximity of adjacent station areas, planning for the Murray North Station is approached as part of a large ecosystem of connected, transit supportive areas.

The Murray North TRAX Station is a mid-level light rail station within the TRAX system. The station is a 385-foot center platform accessed from the east by a north crossing of the tracks and a south crossing of the tracks. The southern walkway from the station connects to the Brickgate Apartments west of the platform. The northern walkway connects to the bus loop, station parking lot and Fireclay Avenue.

While not one of the major nodes, like nearby Murray Central Station, Murray North is served by TRAX lines--Blue and Red, and connects to two bus routes (Routes 205 and 45). Route 205 connects north generally along 500 East to Downtown Salt Lake City and has 789 daily boardings system-wide. Route 45 connects east to Holladay Village and Olympus Cove Park and Ride and has 389 daily boardings system-wide, so these are good regional bus connections.

In addition to the 205-bus route that serves the station, there is an additional bus route, the 200, on State Street that does not stop at the TRAX station but has stops within the station area. The State Street routes are primary connections north and south through the Salt Lake valley. During the public engagement process many residents north of State Street indicated that they use the routes on State Street rather than the TRAX line. Connection and coordination of transit between the station and the lines throughout the immediate area enhance the transit supportive nature of the entire neighborhood.

FIGURE 1.2: REGIONAL TRAX SYSTEM MAP



Background and Purpose

A Station Area Plan (SAP) is required per "H.B. 462 Utah Housing Affordability Amendments" for municipalities that have fixed-guideway public transit stations (rail or BRT). The code, 10-9a-403.1, requires the development of specific SAPs at both planned and existing stations along transit investment corridors to increase housing options. The code also requires that SAPs promote the following principles:

- Increase the availability and affordability of housing, including moderate income housing
- Promote sustainable environmental conditions
- Enhance access to opportunities
- Increase transportation choices and connections

Addressing adequate housing is a critical aspect of preparing for anticipated growth. The SAP process empowers local governments to conduct localized planning efforts and develop a contextual solution to an area's development needs and take advantage of regional investments in transit infrastructure. The planning process also seeks to enhance coordination of planning and reporting efforts and increase collaboration between stakeholders who want to improve housing affordability and availability—from state-level commissions and divisions, to regional transportation and planning agencies (UTA, UDOT, and WFRC), to municipalities and private sector developers. For the Murray North SAP, both Murray and Millcreek Cities served as local government representatives with representation from UTA and WFRC.

Station area plans are required to identify opportunities and constraints within the station area, identify opportunities for additional affordable housing and the need for supportive services, describe a preferred vision shared by the community within and around the station area, and provide strategic recommendations that may be pursued by both UTA, respective local governments, and private partners to help facilitate implementation.

Recognizing that housing and land use policies have profound impacts on individual transportation mode choices, quality of life, and growing environmental concerns, H.B. 462 requires a comprehensive integration of these aspects into local land use policy. Provisions include the modification of how municipal corporations develop and report their moderate-income housing strategies, and further defines the mechanism that distributes state funding to political subdivisions that meet defined transit-based planning requirements and withholds funding from those who fail to achieve the requirements in accordance with specified timelines.

Historical Context and Understanding

The first recorded building in the Murray North Station Area was a home constructed in 1858. The area was originally developed as a residential area with a correspondingly scaled grid system. Over time, the area transitioned to industrial uses. Prior to the opening of the TRAX Blue Line, the land uses around the Murray North TRAX Station were already primarily industrial, a result of its proximity to I-15, the State Street corridor, Union Pacific rail line, and Big Cottonwood Creek, which have provided the necessary transportation infrastructure and resources for operations. Today, the most prevalent land use in the station area is industrial, making up approximately 40% of the total land area. Industrial areas generally have large lots with limited internal infrastructure. This is true of many of the remaining industrial areas within the Murray North Station area.

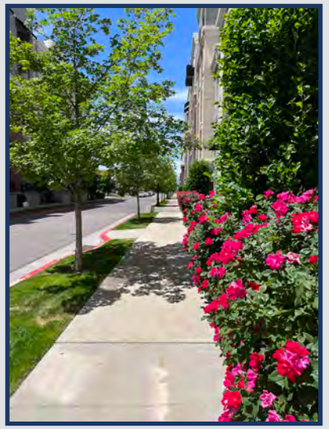
Over the past two and a half decades since the construction of the TRAX station, the area has seen a continual transformation towards transit supportive development, mostly consisting of high-density residential structures. The area east of State Street in Murray generally transitions from the commercial State Street corridor to single-family residential neighborhoods whereas Millcreek hosts a handful of apartments and mobile homes adjacent to the State Street corridor. Today, there are approximately 2,678 total housing units within the Murray North Station Area, 70% of which

FIGURE 1.3: MURRAY NORTH STATION HISTORICAL AERIALS

HISTORICAL AERIALS SOURCE: GOOGLE EARTH & SALT LAKE COUNTY

WALKING AUDIT CONDUCTED DURING THE "WHAT YOU HAVE" PHASE

GREEN/OPEN SPACE IDENTIFIED THROUGH THE "WHAT YOU NEED" PHASE



STREETSCAPE WITHIN THE STATION AREA THAT EXHIBITS "HOW YOU GET THERE"

have been constructed since 2000.

Plan Basis

This Station Area Plan leverages prior planning efforts conducted by both local and regional jurisdictions. In conjunction with a solid understanding of prior planning efforts, this plan considers the best path to align market opportunity with physical opportunity, and the community vision established throughout the planning process. Prior plans reviewed included:

- Murray General Plan (2017)
- Millcreek Together General Plan
- Millcreek Transportation Master Plan
- Mid-Valley Active Transportation Plan
- Fireclay Transportation Master Plan & Design Standards
- Life on State Implementation Plan
- Seven Greenways Vision Plan
- West Millcreek Meadowbrook Plan

Process

The consultant team engaged the public through online and in-person opportunities to provide feedback and contribute to the decision-making process. A three-phased approach was used to craft the plan that will guide decisions and embody values of the community as the Murray North Station Area continues to grow and develop. The phases implemented to guide this plan were as follows:

- **WHAT YOU HAVE** – This phase focused on gaining a comprehensive understanding of existing conditions and context within the area of influence for the Murray North Station Area. An initial site visit and public engagement kick-off was also associated with this phase. The complete existing conditions analysis that includes the following may be found in the appendix:
  - Accessibility analysis
  - Environmental analysis
  - Socioeconomic analysis
  - Public safety analysis
  - Market analysis
- **WHAT YOU WANT AND NEED** – While the second phase focused on dialogue with the community (listening, repeating back, and inviting input) this exchange of ideas and input occurred throughout the entire process. At this stage we not only shared what was learned through the initial phase, but we invited the public, technical partners, and stakeholders to tell us about what they want and need to make the station area a more complete community. This phase included several in-person input opportunities, a variety of stakeholder interviews, continued online engagement, and lots of thought digestion. A more complete detailing of community engagement takeaways can be found in the Community Engagement chapter.
- **HOW TO GET THERE** – Based upon the emerging unified vision, the consultant team worked to identify specific pathways toward the identified goals. Tangible goals and strategies were established based on input and direction from previous phases.

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EXISTING CONDITIONS

INTRODUCTION

Station Area Policy Background

The Murray North station is an existing light rail station that serves the Blue and Red TRAX lines that connect throughout Salt Lake County. The station is located at 71 West Fireclay Avenue in Murray, serving the immediate “Fireclay area.” The Blue line connects downtown Salt Lake City with Draper on the southern edge of Salt Lake County, and the Red line connects the University of Utah with Daybreak in South Jordan in the southwest of Salt Lake County.

The ½-mile Study Area is generally defined by I-15 on the west, the area north of 4500 South Street, and area west of State Street, and south of Central Avenue. Big Cottonwood Creek bisects the Study Area and is shared between Murray and Millcreek cities. The total population within the ~500-acre Study Area is currently estimated to be 6,541 people, or approximately 13 people per acre, distributed across 2,611 households. The Study Area is also home to 4,360 employees, or approximately 9 employees per acre (ESRI).

Today, the Study Area contains a mix of new high-density housing, auto-oriented retail, auto and RV dealerships, a mix of small businesses, and a wide range of industrial uses.

DEMOGRAPHICS

Population

ESRI estimates the current population of Murray to be 52,255 with an expected 0.5% annual growth rate to 53,448 by 2028. Similarly, Millcreek has a population of 64,778 and is projected to grow at a rate of 0.31% annually from 2023-2028 to 65,793 people. The population within a ½-mile radius of Murray North Station is currently 6,541 and is expected to grow to 6,791 by 2028, representing an annual growth rate of 0.75%.

CATEGORY	MURRAY	MILLCREEK	STUDY AREA
2023 Population	52,255	64,778	6,541
2028 Population	53,448	65,793	6,791
5-Year Annual Growth Rate (%)	0.5%	0.31%	0.75%
Source: ESRI			

TABLE 2.1: POPULATION COMPARISON

Income

The City of Murray has a median household income of $71,470 compared to the City of Millcreek with a median household income of $80,083. However, within the Study Area, the median household income is significantly less than the US and neighboring jurisdictions, at $50,437. This is likely attributed to the greater concentration of workforce housing within the Study Area and the greater number of single-member households that live in multifamily housing, as indicated in the household type statistics.

CATEGORY	MURRAY	MILLCREEK	STUDY AREA
Median HH Income	$71,470	$80,083	$50,437
Per Capita Income	$39,540	$46,650	$38,765
Source: ESRI			

TABLE 2.2: INCOME COMPARISON

Race and Ethnicity

The Study Area is much more diverse than the surrounding cities of Murray and Millcreek, Salt Lake County, and Utah. Diversity can promote economic growth and enhance vitality. Research shows that cultural diversity enables a community to be stronger and more productive. Increased diversity can also contribute to cultural experiences and artistry, which in turn increases quality of life. Exploring ways to celebrate the higher diversity in the Study Area with art, programming, and events could help support revitalization, expand economic opportunity, and help differentiate the Study Area from regional contexts.

Opportunities

Because the Study Area is projected to grow more quickly and with a more diverse population than the surrounding communities, the Murray North Station Area can become one of the more vibrant and interesting neighborhoods in the region. There is an existing diverse population in the area that seeks services and amenities that are culturally appropriate and easily accessible. Initial observations indicate an opportunity to balance the recent influx of high-density residential with additional amenities and services, including the addition of usable open space.

Challenges & Barriers

Household and per capita income in the Study Area is significantly lower than the surrounding communities. This presents a challenge for attracting new retail and services into the area. The lack of expendable household income and access to surrounding neighborhoods is a recognized barrier to attracting fresh food and similar resources into the station area. This was a consistent observation from area residents and visitors.

LEFT: flyer advertising Hispanic heritage month event in Murray
Source: Now Playing Utah!

RIGHT: Murray city celebrates cultural diversity through Hispanic Heritage Days Event in the Murray Park Amphitheater, September 2023
Source: KSL TV

LAND USE AND ZONING

Land Use

Existing land use is important because it establishes the current conditions for the subject area and determines what options are available for future development. Typically, land uses that are already in existence will remain the same because they are appropriate for the area or are difficult to transition. This generally leaves opportunities for development within vacant areas. The pattern of land use that exists today within the station area has evolved to adapt to the requirements of the community as it has experienced growth, both in geographic size and population. An existing land use assessment was conducted from generalized Salt Lake County assessor data obtained by the project team.

The planning area for this SAP can be thought of as several character areas. The “core area” identified is the area immediately around the station, generally from Main Street to the Union Pacific rail line and from 4500 South to Central Avenue. This core area has been and continues to be the focus of most of the transit supportive development that has occurred in the area since the opening of the TRAX Blue Line. The “State Street corridor area” includes both sides of State Street for the length of the planning area, spanning west to Main Street and north above Central Avenue. The “southern area” includes the area south of 4500 South. The “Western area” includes the area west of the Union Pacific rail line spanning the length of the study area. There are also small portions of the ½ mile radius that are west of I-15 and east of the State Street corridor and south 4500 South that are small and disconnected from the rest of the planning area and infeasible to address in the planning process.

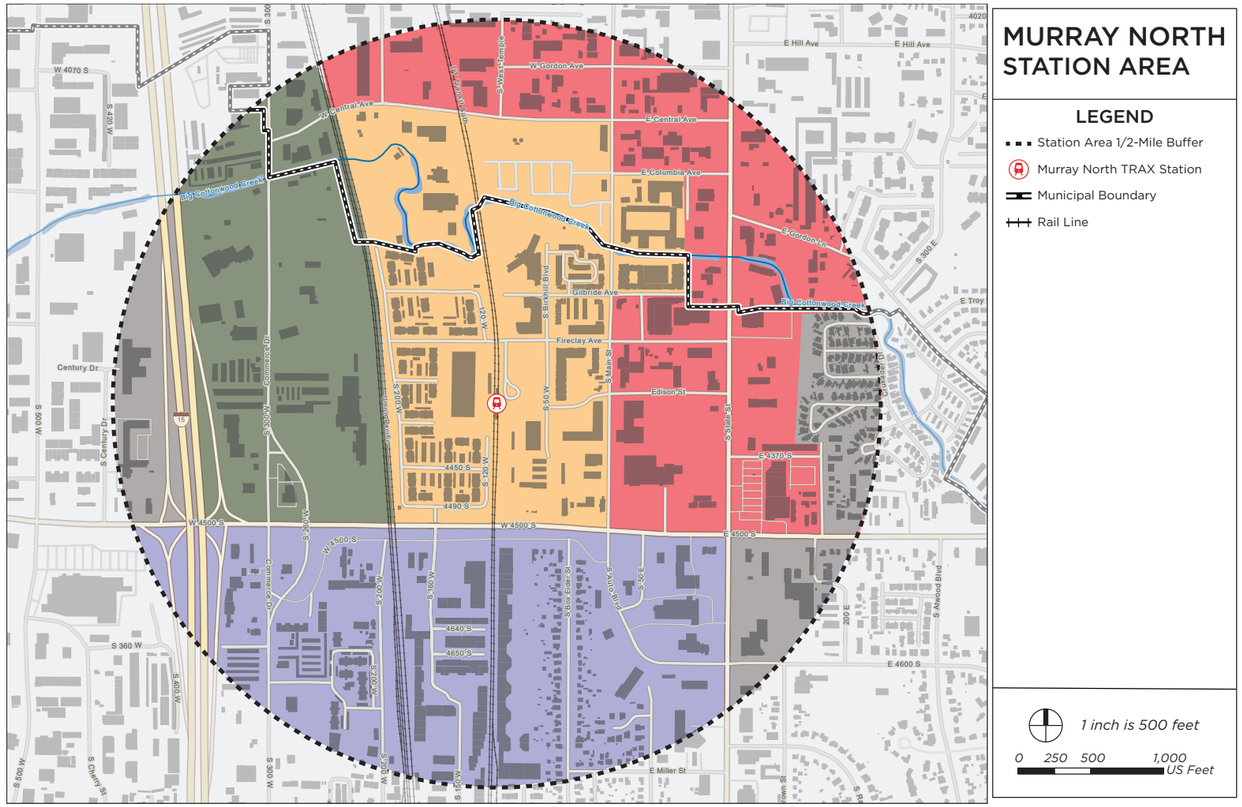
The Core Area includes newer residential developments closer to the station, primarily along Main Street and Fireclay Avenue. There is ground floor retail in many of the buildings that was required as part of the development approval process to activate the street level and is intended to support local households. The core area includes several remaining opportunities for new development.

The State Street Corridor Area is characterized primarily by auto-oriented commercial development. The deep, setback commercial uses along State Street varies in depth from one lot north of Big Cottonwood Creek to an entire block south of the Creek and south of 4500 South. Additional small-scale commercial services are located throughout the blocks north of Central Avenue.

The Southern area is characterized by a mix of uses. A well-established, single-family, residential neighborhood has existed in this area since the early 1940’s even as the surrounding area has transitioned. Other uses in the southern area include light industrial and newer townhomes along the light rail line and some commercial uses along Auto Boulevard. The area between the light rail line and the Union Pacific Rail line is characterized by light industrial uses including auto body repair shops and cabinet makers.

The Western Area west of the Union Pacific rail line includes heavy industrial, storage, and warehousing uses. The area closest to 4500 South is significantly lower than the rest of the area and includes highway focused commercial uses. The area is currently experiencing some redevelopment pressure; however, because it is currently disconnected from the Murray North Station by the Union Pacific rail line new development proposals are not currently transit supportive.

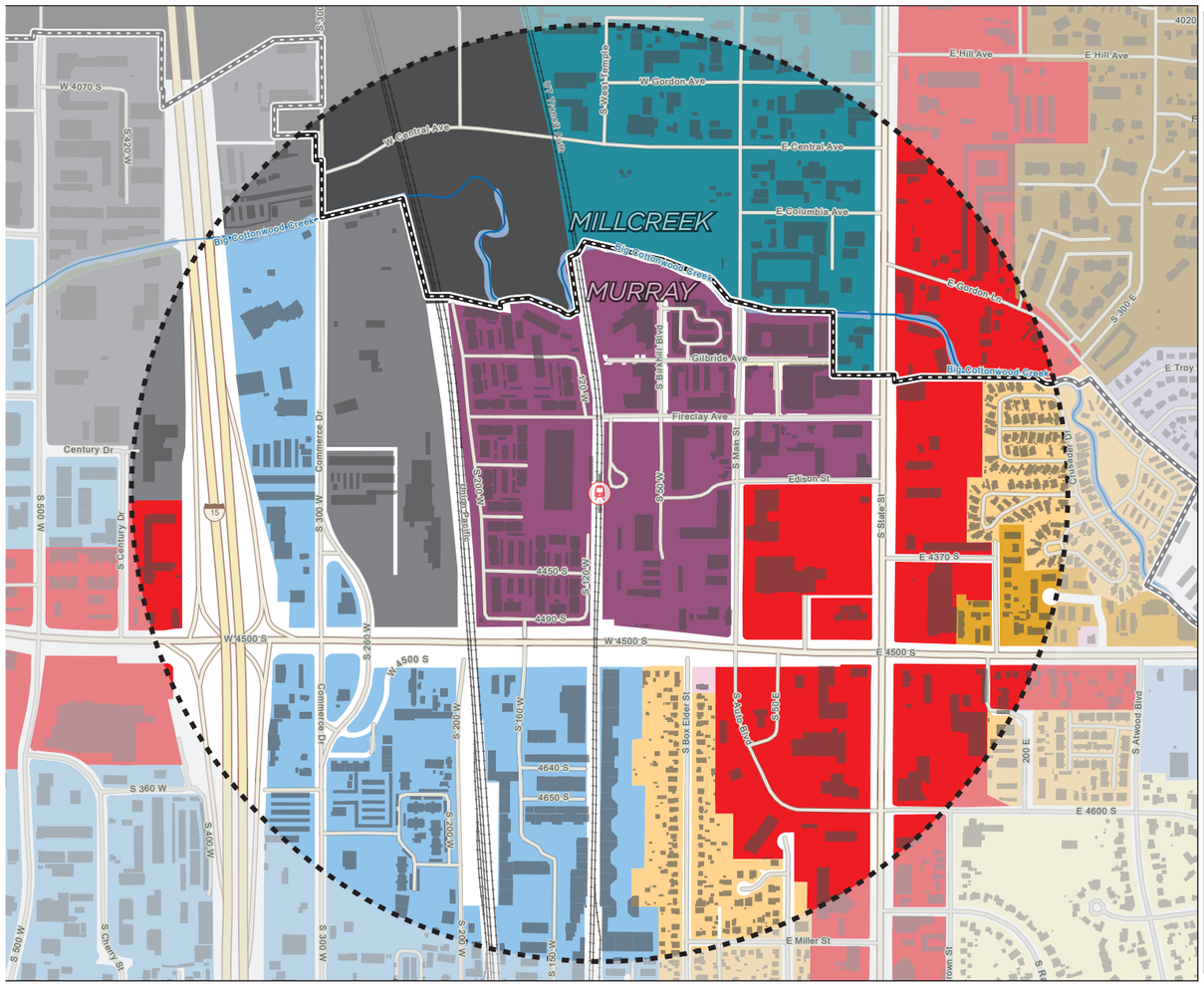
FIGURE 2.1: MURRAY NORTH “CHARACTER AREAS”



LAND USE (EXCLUDING ROW & NON-DESIGNATED USES)	PERCENTAGE	ACREAGE
Commercial	29.7%	112.2
Industrial	43.4%	163.9
Single Family Residential	6.9%	26.1
Multi-Family	18.9%	71.4
Transit Infrastructure	1.1%	4.1
TOTAL		377.7
Source: Salt Lake County Assessor		

TABLE 2.3: GENERALIZED CURRENT LAND USE DISTRIBUTION

FIGURE 2.2: GENERAL PLAN FUTURE LAND USES MAP



MURRAY NORTH STATION AREA

LEGEND

- Station Area 1/2-Mile Buffer
- Murray North TRAX Station
- Municipal Boundary
- Rail Line

Future Land Use

Murray

- Business Park Industrial
- General Commercial
- High Density Residential
- Industrial
- Low Density Residential
- Medium Density Residential
- Mixed Use
- Office
- Parks and Open Space
- Residential Business

Millcreek

- Employment / Commercial
- Light Manufacturing
- Neighborhood 3
- Urban Transit Center

1 inch is 500 feet

0 250 500 1,000 *US Feet*

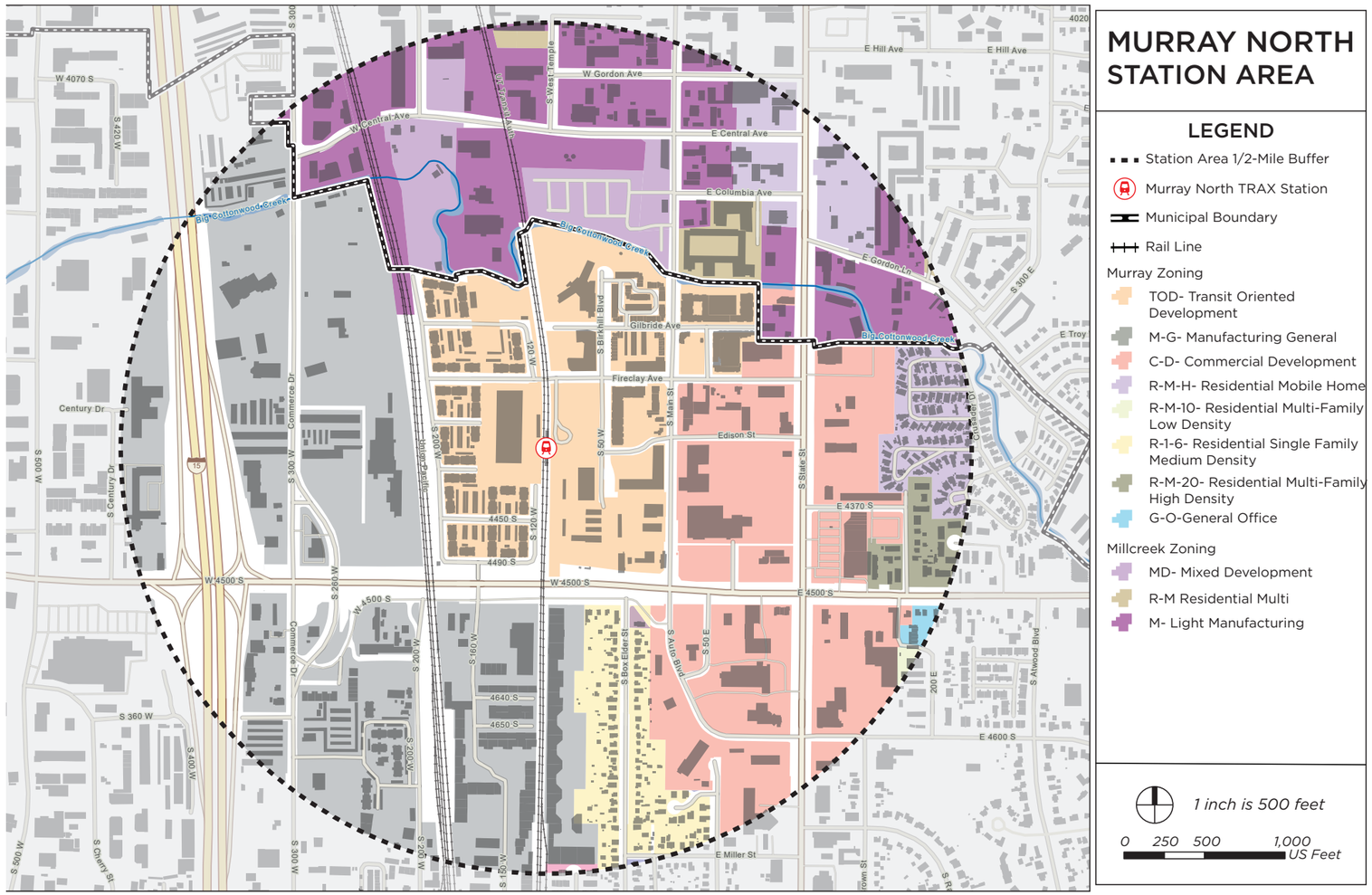
Through analysis of the 2017 Murray General Plan, there are an identified 10 distinct future land use designations that have significant impact on the study area: Business Park Industrial, General Commercial, High Density Residential, Industrial, Low Density Residential, Medium Density Residential, Mixed Use, Office, Parks and Open Space, and Residential Business. Regarding the Millcreek portion of the study area, there are four distinct future land use designations that influence the future development and character of the land: Employment/ Commercial, Light Manufacturing, Neighborhood 3, and Urban Transit Center.

The Future Land Use map for Murray designates the core station area as “Mixed Use” which is Murray’s transit supportive designation. The bulk of land in this district is currently commercial or residential and largely conforms to the future land use plan, however two parcels directly west of the platform are home to the site of Atlas Molded Products, a molded polystyrene development and manufacturing facility. A relic of the area’s overall industrial orientation, this multi-block building and the associated freight requirements present an example of the challenges left behind by an evolving neighborhood.

The Future Land Use map for Millcreek designates the core area as “Urban Transit Center.” As with Murray, the Millcreek core area has many of the same conflicts arising from historical . The scale is more significant, however as much of the land between Main Street and the rail corridor, south of Weston Avenue, is small scale automotive repair shops.

State Street is a longstanding and well-established commercial corridor that spans north-south through both jurisdictions. It has , historically, been geared towards auto-oriented services and convenience-based shopping centers. In its current state, the State Street corridor may not be as well-reflected in the future vision for commercial development in the station area, largely in part to the nature of auto-oriented development. Through the development of this plan, existing conditions must be carefully considered when planning for the future of the area.

FIGURE 2.3: ZONING MAP



Zoning

As the Wasatch Front region continues to grow, the Murray North Station Area will become home to additional residents and employees that will need adequate access to a variety of services, employment, dwellings, and open space/recreation opportunities. An appropriate mix of land uses within the station area creates more abundant opportunities and plays a role in supporting the greater transit system network. To capitalize on the regional and local growth opportunities, both Murray and Millcreek have established zoning codes reflecting the future vision for the Murray North Station area when deployed in the appropriate context. For example, within the northern portion of the station area, Millcreek has established Mixed Development (MD) zoning in areas that are currently, or were formerly, occupied by industrial land uses. Similarly, Murray established Transit Oriented Development (TOD) zoning at the core of the station area which has led to the arrival of several multifamily apartment and townhome developments such as the Avida and Birkhill complexes.

More than 22% of the land with a zoning designation in Murray's portion of the study area has been zoned to allow for higher density residential development and to encourage a mix of uses that fit the future of the area. Similarly, more than 22% of the land with a zoning designation in the Millcreek portion of the study area has been designated to accommodate higher density residential development.

MILLCREEK ZONING DESCRIPTION	% OF LAND AREA	ACREAGE
Commercial	21.9%	24.1
Light Manufacturing	55.7%	61.3
Mixed Development	16.8%	18.5
Residential Multi-Family	5.6%	3.2
TOTAL		**110.1**
Source: Millcreek City GIS		

TABLE 2.4: ZONING DISTRIBUTION WITHIN THE MILLCREEK PORTION OF THE STATION AREA

MURRAY ZONING DESCRIPTION	% OF LAND AREA	ACREAGE
Residential Multi-Family High Density	2.5%	7.0
Commercial Development	24.0%	67.9
General Office	0.3%	1.0
Manufacturing General	43.4%	122.8
Murray Central Mixed Use	0.1%	0.3
Residential Single-Family Medium Density	5.7%	16.2
Residential Multi-Family Low Density	0.2%	0.5
Residential Mobile Home	3.9%	10.9
Residential Neighborhood Business	0.1%	0.2
Transit Oriented Development	19.8%	56.1
TOTAL		282.8
Source: Murray City GIS		

TABLE 2.5: ZONING DISTRIBUTION WITHIN THE MURRAY PORTION OF THE STATION AREA

Opportunities

There are several opportunities for new, transit supportive development both in the near term within the core area near the station and in the longer term in the broader Murray North Station Study Area. Near term opportunities include:

- The former gravel operation currently under construction for a new townhome development
- Several remaining industrial parcels north of Big Cottonwood Canyon
- The plastics factory immediately west of the platform that is expected to transition to a transit supportive use in the next five years
- The station park and ride lot
- UTA's mobility center and storage area property
- The former Salt Lake County Fleet Management site

Many of these areas are already approved or under construction for transit supportive uses.

Longer term opportunities include the State Street corridor, the area south of 4500 South and east of the TRAX line in the 10-year horizon and the areas west of the Union Pacific rail line in the 20-year horizon if the Central Avenue underpass is upgraded and a new crossing at Fireclay Avenue is installed.

Challenges & Barriers

Future development of many of these areas requires project partners to coordinate the elimination or minimization of barriers to development. Some of the barriers are environmental, relating to the area's history of industrial uses. Other barriers require investment in connections across or under major roadways or rail lines. Other challenges are market-based providing incentives for desired development types. These barriers and challenges are addressed in the recommended path forward for this plan.

MARKET ASSESSMENT

Retail Market Demand

Overall, the Study Area contains approximately 736,000 square feet of existing retail. Based on purchasing power and existing retail supply, unmet demand is estimated at 170,549 square feet. Based upon growth projections, the Study Area is anticipated to support an additional 4,718 square feet of retail annually to meet retail demand over the next five years based upon population and demographic growth projections. The current retail market rent is $18.02 per square foot, plus taxes, insurance, and common area maintenance (NNN's) for shell space. The retail vacancy rate in Murray/Millcreek is low.

Although development pressure remains high, future regulations should ensure that the appropriate elements and amenities get integrated into each future development to enable a safe, walkable, and connected district to unfold.

FIGURE 2.4: EXISTING RETAIL DEVELOPMENT WITHIN THE STUDY AREA

Corporate Office Demand

Overall, the office market in Millcreek and Murray is relatively strong, with high occupancy rates and rental rates that are generally in line with the overall market in the Salt Lake City metropolitan area.

The Study Area could benefit from "higher quality" jobs that could stem from new office occupants. This would also complement the mixed-use objectives of the Station Area plan. Furthermore, office space will be complementary with other uses in the Station Area. Promoting small to moderate increments of office space in the Station Area would contribute to broader economic diversity and create stability in the Study Area.

Preferably, new office space would be a second-floor component of a high-density residential project, or it could be introduced as a first-floor flex space that can accommodate office or service retail such as real estate, title, insurance, engineering, or other service-oriented businesses.

Industrial Demand

The market demand for industrial space in Murray/Millcreek is strong due to the city's location near major transportation routes, including I-15 and I-215, as well as its proximity to the Salt Lake City International Airport. The regions diverse economies, which includes a strong industrial sector, also contributes to the demand for industrial space. There is currently 1.5M square feet of industrial space in the Study Area. The average price per square foot of industrial space in Murray/Millcreek is $12.30. The vacancy rate is 0.9%. There has been no measurable industrial space added within the Study Area over the last 10 years.

Opportunities

There are several opportunities for new commercial development along State Street in both the near and longer terms, withiin the core Murray North Station Study Area. Near term opportunities include:

- Exploring neighborhood service retail that could also support future commercial and residential uses in the core, such as grocery, destination restaurants, and retail services
- Explore redevelopment/revitalization of underutilized parcels that front on State Street and 4500 South

Challenges & Barriers

The challenge will be to create new space and achieve rental space that can justify new construction costs during the transition.

In the current context, most of the retail would likely gravitate towards State Street. State Street offers existing retail concentration, higher traffic counts, and established co-tenancy in this part of the Study Area. Most of the current commercial space within the Study Area is located along State Street, which is dominated by auto oriented and convenience retail. Changing this context is difficult because the existing corridors within the study area and the internal core area around the Station Area do not have sufficient elements needed to create a holistic mixed-use environment.

HOUSING

The Murray North Station area has experienced significant residential growth over the past couple of decades. In 2010, the station area's population was approximately 1,400 residents with approximately 750 total housing units per United States Census data. Since 2010, ESRI indicates that the area's population has grown to 6,541 people and 2,678 housing units in 2023.

Approximately 30% of the area's housing units are contained within apartment complexes with more than 50 units. The number of housing units in multi-family structures is anticipated to increase as higher-density developments are planned and completed. With an increase in residential density, unique housing opportunities and pedestrian-scale commercial amenities become more economically viable and are the main pillars of successful transit-oriented developments.

The distribution of housing values for both the Murray North Station Area and Salt Lake County, are represented in the Owner-occupied Housing Units by Value table. When compared to county-wide figures, the station area's variation in values drastically differs. Within the station area, single-family homes are the most prevalent owned housing type, the majority being valued in the $200,000-$299,000 range and less. In Salt Lake County, nearly half of all homes are valued between $500,000 and $750,000, demonstrating the station area's offering of more affordable housing prices that may accommodate young families or low-income households looking to purchase a starter home.

Another prevalent owned housing type in the station area is mobile homes. Often, mobile homes are viewed as the most affordable and achievable method of obtaining home ownership. By leasing the land underneath the structure rather than accounting for it in the sale of the structure, a significant portion of the purchase price is removed. More than 43% of the area's housing stock is valued under $100,000, mostly comprised of mobile homes situated on the east side of State Street in Murray.

The Murray North Station Area has a current vacant housing unit rate of 12.7% which is more than double the rates in Murray, Millcreek, and Salt Lake County. According to ESRI, a vacant housing unit is classified as no one living in the dwelling, unless its occupant or occupants are only temporarily absent. The figure of 12.7% equates to roughly 340 housing units but doesn't necessarily mean that these units have been, or will be, vacant for a long period of time. Vacant housing units can be unoccupied for various reasons, either because the new tenant or owner hasn't yet moved in or the property is vacant for another reason such as remodeling or abandonment.

FIGURE 2.5: HOUSING UNDER CONSTRUCTION ALONG MAIN STREET

FIGURE 2.6: HOUSING TYPOLOGIES WITHIN THE STATION AREA

TABLE 2.6: OWNER-OCCUPIED HOUSING UNITS BY VALUE

	MURRAY NORTH STATION AREA	SALT LAKE COUNTY
< $99,999	43.5%	0.6%
$100,000- $199,999	15.6%	1.1%
$200,000-$299,999	23.4%	0.5%
$300,000- $399,999	3.2%	10.1%
$400,000- $499,999	2.2%	30.3%
$500,000- $749,999	8.1%	47.2%
$750,000- $999,999	1.3%	8.2%
$1,000,000 +	2.7%	1.9%

Source: American Community Survey 5-year Estimate 2017-2021

Murray North Station Role in Moderate Income Housing

Affordable housing availability is key to a good quality of life and economic security. The Murray North Station Area has provided moderate income housing for several years. This station area offers two types of housing below the market rate. The Utah Affordable Housing Database, managed by the Utah Department of Housing & Community Development lists the affordable apartment properties within both Murray and Millcreek. Of the five affordable apartment properties in Murray and one in Millcreek, three are within the Murray North Station Area. These include:

- Artesian Springs Apartments (Millcreek)
- Birkhill Apartment Homes Phase III (Murray)
- Front Gate Apartments (Murray)

The station area is also home to low-rent apartments. These apartments do not provide direct rental assistance but have more affordable rental rates. These apartments include:

- Brickgate at Fireclay Apartments (Murray)
- Avida Apartments (Murray)

The station area includes 426 rental-assisted units and 644 low-rent units with hundreds more planned, including 70 units dedicated to low-income senior housing. As one of the station area plan objectives is to increase housing affordability and availability in the station area, Murray North is ahead of the curve, especially in terms of addressing housing affordability. However, housing and housing affordability alone are not enough to establish a complete and thriving neighborhood. Rental housing affordability has been a primary focus of the Murray North Station over the past few years. Increasing housing options (such as home ownership), increasing opportunities for a feeling of belonging and commitment to the neighborhood, and incorporating supplemental services is necessary to build upon the existing collection of housing in the station area and form a complete neighborhood. To accomplish a cohesive and complete neighborhood, the station area plan will need to focus on promoting the other station area principles as well:

- Promote sustainable environmental conditions
- Enhance access to opportunities
- Increase transportation choices and connections

Opportunities

The Murray North Station area will continue to provide opportunities for affordable housing. There are significant existing opportunities in the area for affordable rental and ownership housing. There are also plans for additional affordable options within the core area. In addition to affordable options, there are also opportunities to further diversify the housing base in both the core and the extended Study Area. These opportunities include new market rate rentals and additional entry-level ownership options for families of all types and sizes.

Other opportunities include adding services, retail uses, and amenities that will increase the neighborhood's livability and social cohesion.

Challenges & Barriers

The Murray North Station Area is perceived by residents and the surrounding community as unsafe and difficult to park. As seen later in this Plan, for some parts of the Study Area this is true and should be addressed as part of the immediate implementation strategy. The crime and lack of parking, particularly in the area around Brickgate and the Avida, has a "dampening effect" on investment throughout the area, particularly for non-residential investors.

Other challenges and barriers relate to opportunities to expand transit supportive residential development beyond the current core area because of real estate market values along the State State corridor and connectivity challenges throughout the area.

CONNECTIVITY

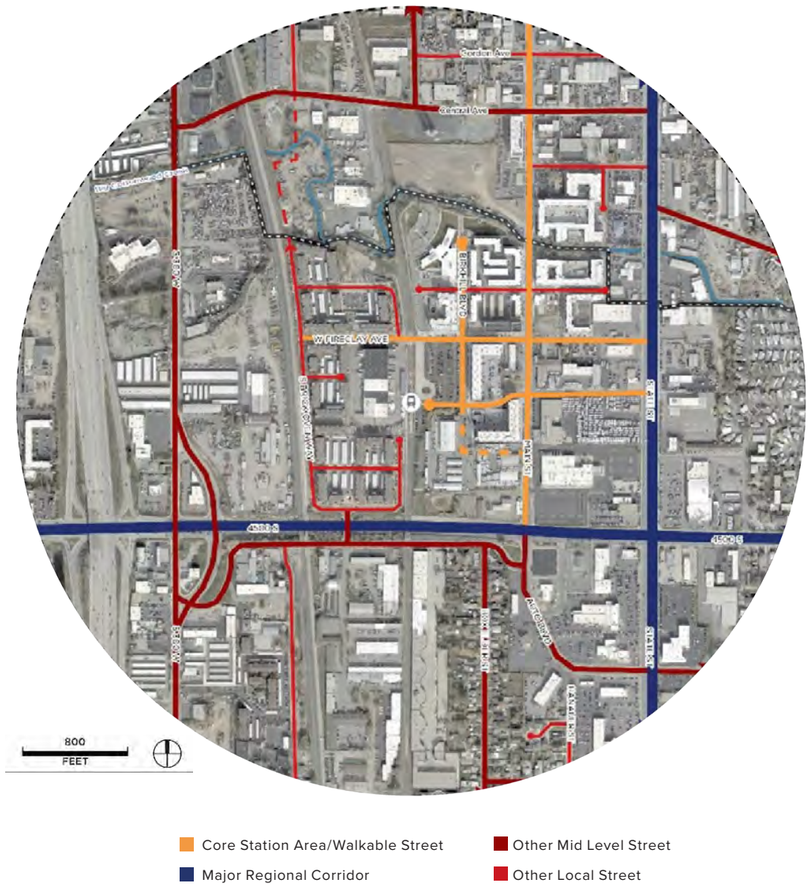
Street Network

The street network provides the mobility framework for the Murray North Station Area. It creates both the connections needed for the station area to thrive and the barriers preventing those connections. The area's streets also provide most of the public space that will help establish a walkable character for the station area.

The street network in the Murray North station area is interesting in that it is primarily a network geared toward auto, commercial, and industrial land uses but with the beginnings of a connected network for the emerging mixed-use area around the station. In addition, there are some streets that serve and reflect the character and land uses of the historic residential part of Murray.

To break down this network into its pieces, we have identified four main types of streets in the station area, based on their relevance to the station area, their transportation function, and their character. These are 1) a set of smaller or mid-size streets within the core station area; 2) major regional corridors; 3) other mid-size streets in the station area that form key connections in, out, and within it; and 4) other, smaller, local level streets throughout the half-mile station area. More information on these street typologies can be found in the appendix.

FIGURE 2.7: EXISTING STREET TYPES



Bicycling and Micromobility

The bicycle network in the study area mostly consists of potential. The lone bike facilities in the station area are a bike lane along the northern segment of Main Street and a segment of multi-use path that arcs from the station at Fireclay Avenue north to Big Cottonwood Creek to Main Street. Other core station area streets are relatively bikeable for short stretches even without facilities, but these streets all run into the set of major barriers discussed above. With the ability to cross these barriers that surround the station, bicycling shows a lot of promise in the station area.

Sidewalks are the basic infrastructure for pedestrians. On most other streets outside of the station area core, and in some cases within it, pedestrian realms generally are simple, narrow 6-to-10-foot sidewalks with no other elements or buffer. While providing a basic, utilitarian place for people to walk, they do not provide the safety, comfort, or richness that the newer, wider pedestrian realms provide. Generally, the station area's sidewalks are relatively complete–most streets have at least basic sidewalks on one side of the street, and most have sidewalks on both sides. Due to the prevalence of street and rail barriers in the station area, pedestrian crossings may help shape pedestrian accessibility. Existing and missing sidewalk segments have been identified through the planning process, and should prioritize filling missing segments from the core outwards.

Urban design—the shaping of public space—is at the heart of a transit-oriented community. The vast majority of public space in most station areas, apart from the station itself, lies in its streets. This is especially true in the Murray North Station Area. Streets that make great public spaces are those designed for people, as opposed to only motor vehicles. The higher residential density needed for station areas means open space is more critical to those without private yards. At a fundamental level, space designed for people has a human scale and comfort.

Integration

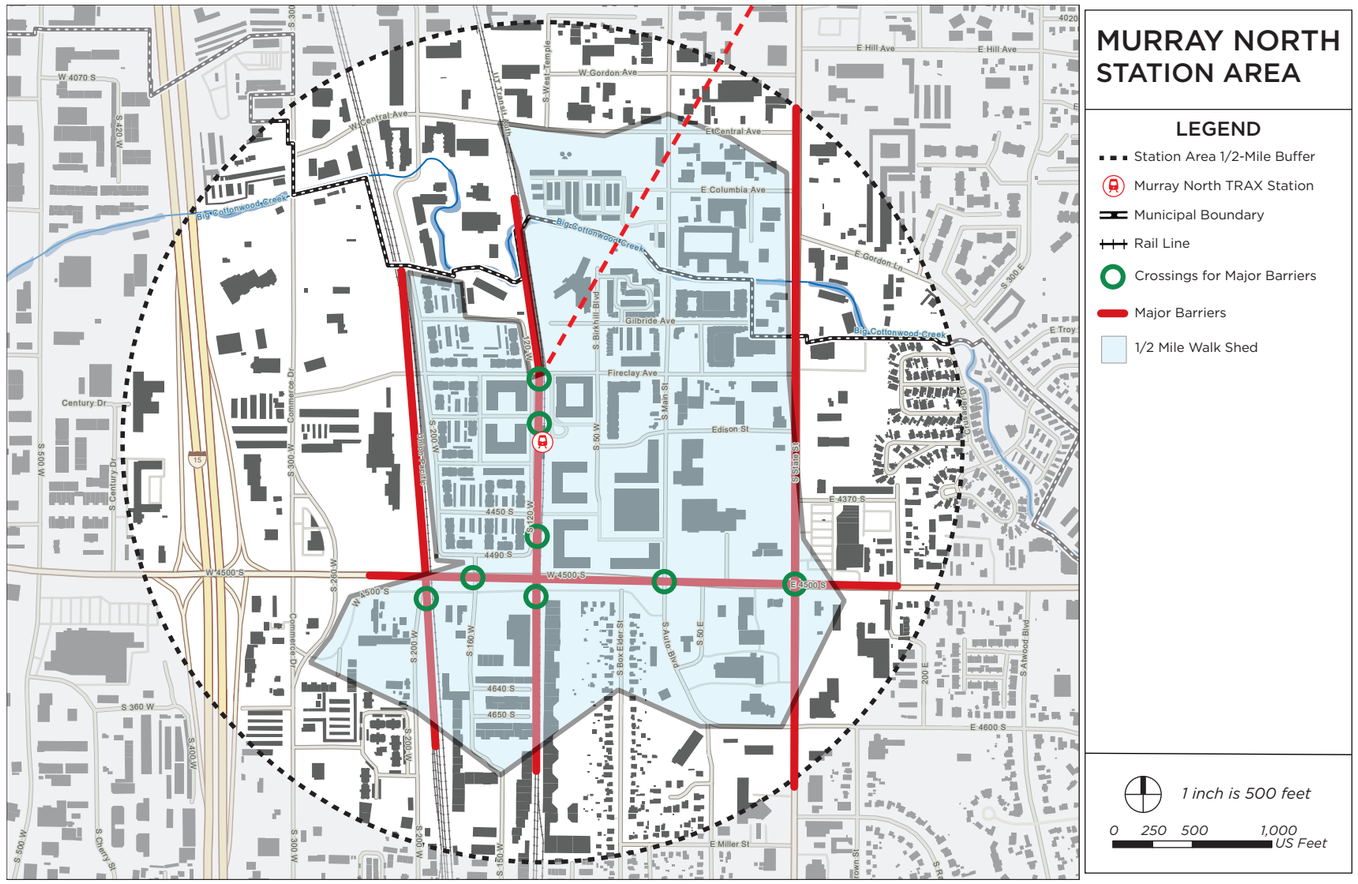
One of the themes of the street network is disconnection. With this in mind, the project team analyzed the station area's street and pathway connectivity by measuring how much of the area within a half-mile of the station is actually accessible within a half-mile walk. If connectivity was maximized, with streets radiating out from the station area, the entire circle would be accessible; if the network was a perfect grid, the area accessible would look like a diamond within the circle. However, only a portion of the half-mile circle, totaling less than 50 percent, is accessible within a half mile walk from the station.

FIGURE 2.8: PEDESTRIAN PATHS SIDEWALKS

The limited walkability is due to a series of major barriers around the Murray North TRAX Station. These barriers, consist of State Street, 4500 South, the TRAX tracks themselves, and the Union Pacific/FrontRunner rail tracks. I-15 is another barrier, but it is far to the west in the station area. In addition, the blocks outside the core station area are large and motor vehicle-oriented and are not conducive for walking to and from the station, and around the station area. These barriers shape the area that is accessible to and from the station. Some crossings of the barriers (green circles) allow accessibility beyond the barriers, but these crossings are limited. This analysis indicates opportunities to increase the area accessible to the station by strategically adding and enhancing existing barrier crossings and pedestrain facilities.

EXAMPLE BARRIER AT THE INTERSECTION OF FIRECLAY AVENUE AND THE TRAX LINE

FIGURE 2.9: MURRAY NORTH "BARRIERS"



Traffic

Currently, the data show no segments of the key streets over capacity. Main Street is well under capacity. The future 2050 projected volumes show significant growth throughout the station area, including nearly a doubling of volumes on Main Street, but most streets remain under capacity. Only 4500 South is over capacity – the segment that is most disconnected from the station area.

Parking

Parking has been identified by different stakeholders as a major issue in the station area, largely due to a perceived mismatch between demand and supply. In general, parking can be a vexing issue in a transit-oriented community for several reasons. First, one of the advantages of transit-oriented development is that ostensibly residents walk more and drive less so less parking is required. However, communities have been hesitant to allow development with lower parking ratios in TOD areas, concerned about impact to surrounding neighborhoods. In Murray North, development was built with less parking than is perceived to be needed, and the lack of parking has been noted by various stakeholders. It is difficult to tell where the mismatch is between supply and demand, although the focus of the angst seems to be the large Fireclay multifamily project between the TRAX and U.P./FrontRunner rail lines.

Second, parking must be located and designed to not degrade the pedestrian experience and urban design of the area as much as possible, whether in structures integrated with buildings or on surface lots behind buildings. In Murray North TOD, parking for the residential buildings is a mix of surface, structured and even some underground parking, placed primarily out of view of the street behind/under buildings or in rear alley-loaded garages. This parking placement is successful from a design standpoint. The one exception is the UTA parking lot itself. In the TRAX system along the Wasatch Front, many stations, like Murray North, were built with a station parking lot in the center of the station area, immediately adjacent to the platform. In some cases, this parking has been used as a land bank for future development, as in Sandy's East Village development.

Third, the model of suburban-style development emphasizes each land use having its own individualized parking, even when the parking has been designed for peak events, and when different uses have different peak use times. Transit-oriented communities emphasize more public and shared uses in all aspects. The approach to parking in many TOD's allows shared parking

for uses with different peaks, and parking shared between the TRAX station and other uses. There is little shared parking in the Murray North area, with just under 200 on-street spaces in the station area core. Meanwhile, the TRAX parking lot has 231 spaces.

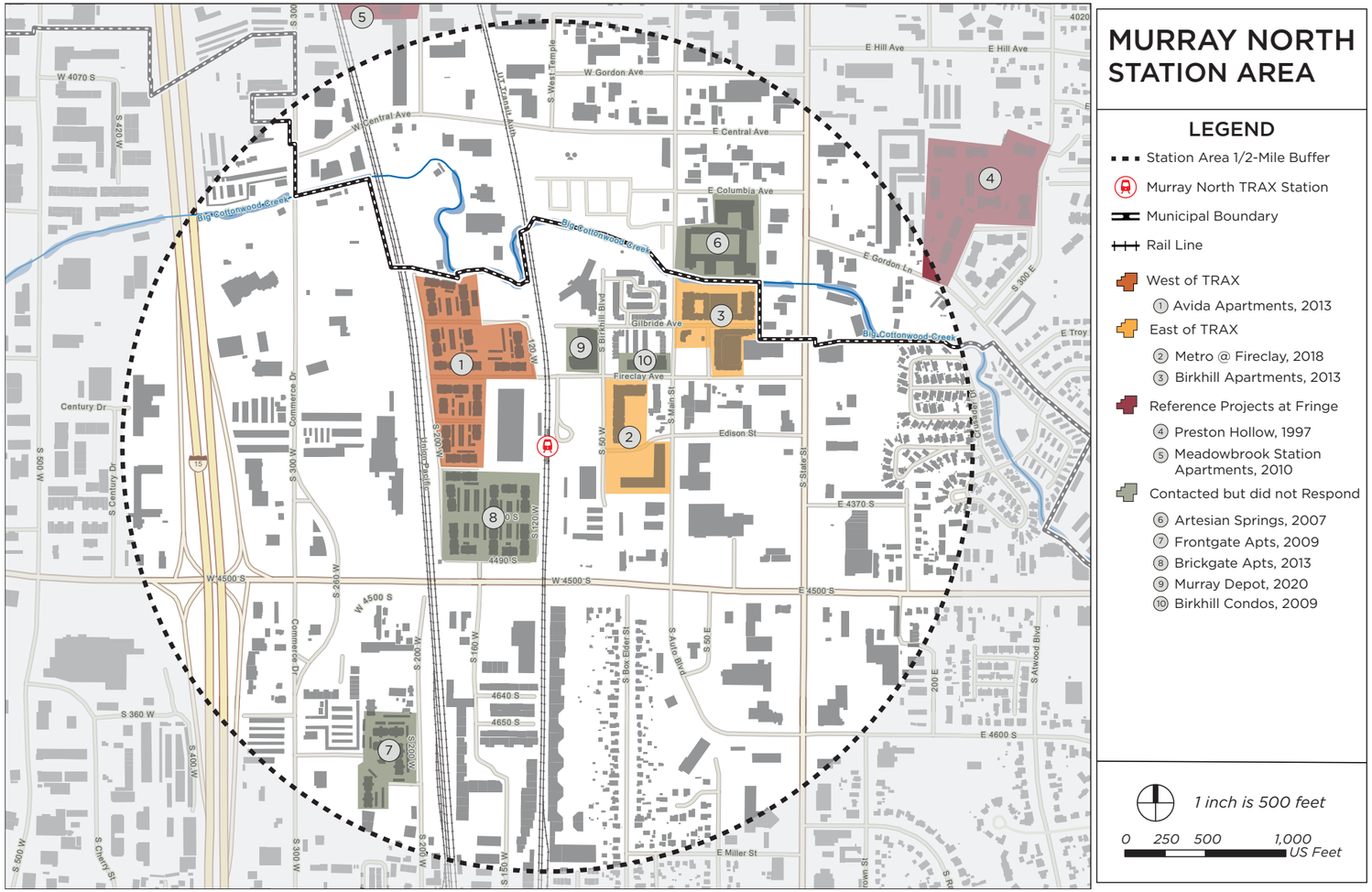
The project team undertook a basic parking utilization assessment. The parking analysis sought to understand the source of these issues and illuminate the parking situation in the station area in a holistic manner. An in-depth analysis can be found in Appendix A.

Some aspects of background context are important to understand. First, in general, there are a series of considerations for parking in transit-oriented communities (TOCs) that are different than in other parts of a city. As TOCs emphasize riding transit, walking, and bicycling, any aspect of private automobile infrastructure needs to be considered for how it can support and not obstruct these other modes to the degree possible. Past TOCs have considered smaller supplies of parking than in conventional development projects; pricing parking differently than in conventional developments; allowing multiple land uses (such as commercial, residential, or the transit station) to share parking, such as at different times of the day; and designing parking to support walkability. In the primarily auto-dependent cities of the United States, success is often found in finding a balance between the realities of car ownership and the above strategies that support and incentivize transit use, walking, and biking.

Second, there is specific history within this station area relevant to this analysis. Initial developments within the Murray North TOC employed some of the strategies listed above – including lower parking supplies and a pricing strategy that "unbundles" the cost of the parking from the cost of the residential unit. The history that has received the most focus from stakeholders is the provision of parking in the two complexes west of TRAX – Avida and Brickgate. Here, parking was built at a ratio below one per unit. Avida, for example, reports 371 spaces for 400 units. These are the areas where stakeholders have cited the issues identified above – and so the link between TOC parking policy and dysfunction has been made by some within the community.

With this context in mind, we looked at the supply and pricing of parking throughout the station area and how well utilized these parking supplies are, as well as other observations on the impacts of these parking situations. Ultimately, what do we learn from this analysis for the station area? What are the resulting opportunities for the station area?

FIGURE 2.10: APARTMENTS WITH INTEGRATED PARKING



Based on the data collected, the following takeaways were observed:

- Avida has major and unique issues: The Avida management reports towing around 15-20 vehicles a night. According to the management, this is due to limited parking, that is less than one space per unit, and many of the complex's roads being fire lanes with no parking allowed. The management also cites the area being isolated and cut off by both the UTA TRAX and Frontrunner rail lines. The management states that they have over 20 households moving out each month citing the main reason as parking. None of the other four managers mentioned these issues.
- Other core station area buildings' parking is well-utilized but not completely full: The two buildings the team was able to speak with in the core station area east of the TRAX report high occupancy rates but note that the parking in their experience has never been completely full. The occupancy estimates given for the different lots and garages were primarily between 85 and 94 percent.
- People gravitate toward lower cost or free parking: Parking outcomes for the area's apartment communities seemed to depend heavily on cost, and the availability of a free alternative nearby. This is relatively obvious, as people generally would rather not pay to park their vehicle. One community, Meadowbrook Station, has free open lot parking for each lease holder over 18, and garage spaces for rent, and sees its garage sitting at less than 30 percent full most months, with numerous complaints of crowded parking in their free lot. In the Metro@Fireclay, only the $80 heated garage spots, at significantly more than the $50 lot cost and over twice the $35 lot cost, was far underutilized at 46%.
- On-street parking is not at or over capacity: However, the caveat to the above finding is that people don't shun paying for parking to the degree that the on-street parking is completely over-capacity. Apart from Avida, the building managers stated that on-street parking does not appear to be at or over capacity, and the only issues reported were "squatters" and the RV businesses using the parking.
- There is a balance and interplay in supply, pricing, and context that seems to work in most places: There is a balance among bundling, lots/garages, cost, and availability of on-street parking, with each having its own unique mix, but the only place it doesn't seem to be working is Avida. In general, while people don't seem to like paying for parking separate from their unit, many will do it versus finding a free on-street spot or are willing to pay slightly more for a garage spot versus a surface lot spot (at Metro@Fireclay). In areas with plenty of on-street spaces, pay garages for extra vehicles may sit almost empty (Meadowbrook) versus highly occupied where there isn't much on-street parking (Preston). Only one building has any restrictions on the number of spots per apartment (Birkhill Apartments) but Birkhill indicates that that restriction has not created any complaints or problems. Some apartments only see a problem around holidays when there may be more visitors to the units, but this is mostly for apartments out of the immediate station area.

FIGURE 2.11: ON-STREET PARKING ALONG BIRKHILL BOULEVARD

FIGURE 2.12: ILLEGAL PARKING ALONG FIRECLAY AVENUE

- Overall, there is extra parking capacity throughout the station area: The issue seems to be more in specific projects (Avida, and potentially its neighbor, Brickgate) than in supply overall. Currently, there is an oversupply of parking on the streets, UTA lot, and many buildings. Even with this oversupply, there is overcrowding in certain areas, and many violators park in fire lanes or other no parking zones.
- There is a desire for more options: There appeared to be a desire from managers and residents for more options for how, when, and where people park.
- Sharing is a strategy that has some potential to be explored: There seems to be potential for exploring ways to share the station area's parking supply. For example, the UTA lot has been identified by some apartment communities nearby as a potential solution to overnight parking problems with their units.
- Community design matters: The areas that appear to struggle the most – Avida, and likely Brickgate next-door – do have lower supplies of parking than the projects east of TRAX, but they also have a different community design. These complexes – with surface lots, streets with little on-street parking, and especially a level of isolation from the surrounding community that does not encourage walkability or the ability to share of parking resources – were constructed more as suburban, auto-dependent residential projects that happened to be close to a light rail station rather than as transit-oriented projects. Meanwhile, the part of the core of the station area east of the TRAX station has more of a transit-oriented community design - with connected streets and paths, shared on-street parking, structured parking, and opportunities for shared transportation resources.

FIGURE 2.13: UTA-OWNED PARKING LOT ADJACENT TO PLATFORM

SAFETY

Crime is prevalent throughout the station area. Most crimes reported to the police departments are nonviolent crimes, such as Public Ordinance, Public Peace, and traffic calls. These three categories include crimes such as 911 hang ups, noise complaints, texting while driving. Although the most common crime instances are non-violent, crime of all kinds is prevalent throughout the station area. Although crime comparisons are not a 1:1 comparison because of inconsistencies of classification and police department standards, the Murray North Station Area's crime rates are much higher than both Murray and Millcreek Cities, specifically around both non-violent and violent crimes.

Understanding where most of the crimes are located can help to identify solutions and strategies to lower crime instances within the station area. Several areas had multiple instances reported throughout the months, with multiple addresses receiving 10+ instances. Addressing reoccurring bad actors within the station should be a priority to reduce crime statistics and reintroduce stability into the area.

The TRAX Station

The station itself is relatively safe with minimal crime instances. Within 200 feet of the station itself, only six (6) crimes were reported compared to the 1,003 instances within the station area. The station itself has a good amount of lighting that helps to illuminate the area at night. There is lighting to illuminate the UTA sign showing which station it is, but there are elements of glare. Improved lighting around the sign could help to showcase the station area better.

Violent Crimes

Violent crimes have a victim harmed or threatened with violence. These crimes include rape, sexual assault, robbery, assault, and murder. Out of all the crime instances in the station area, violent crimes make up 1000 instances in 5 months, or 10% of all crime in the area. Rather than being sprinkled throughout the station area, these instances are concentrated in specific areas, including residencies of the Brickgate Apartments, behind the Paradise Buffet, and industrial areas between 300 West and the UP Line. Mitigation tactics include eviction of violent crime committing tenants and crime deterring practices concentrated in these three areas. These practices include police presence, additional lighting, and security cameras.

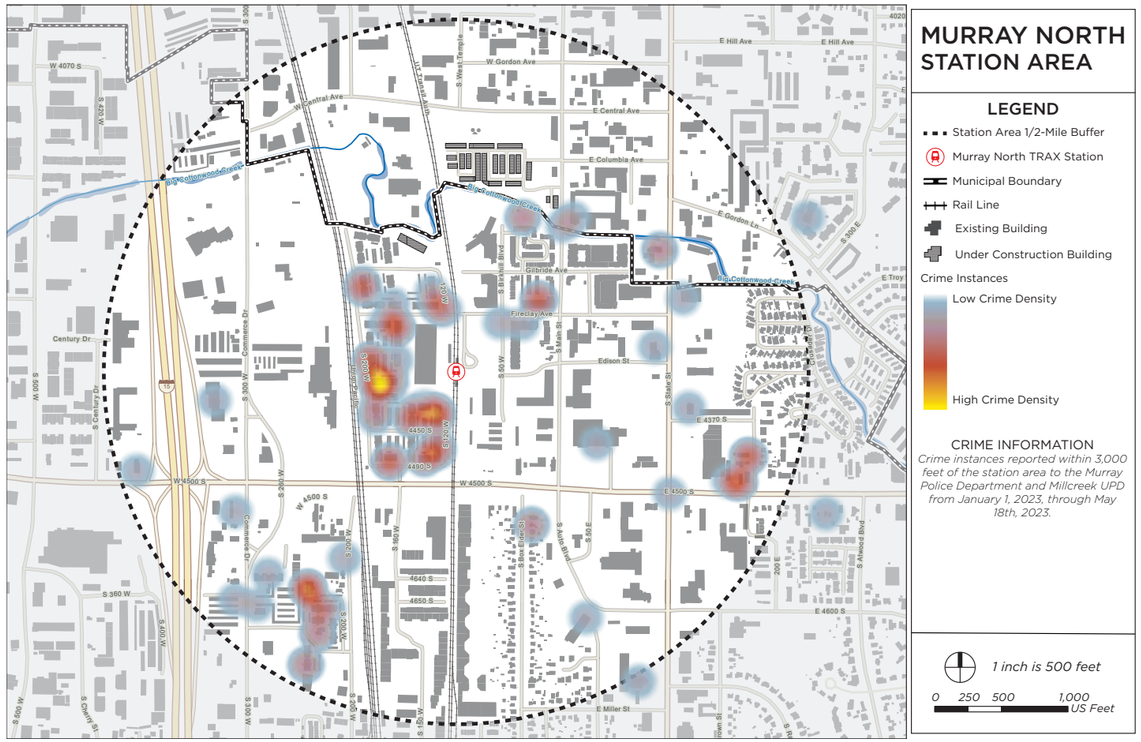


FIGURE 2.14: VIOLENT CRIME INSTANCES WITHIN THE STATION AREA

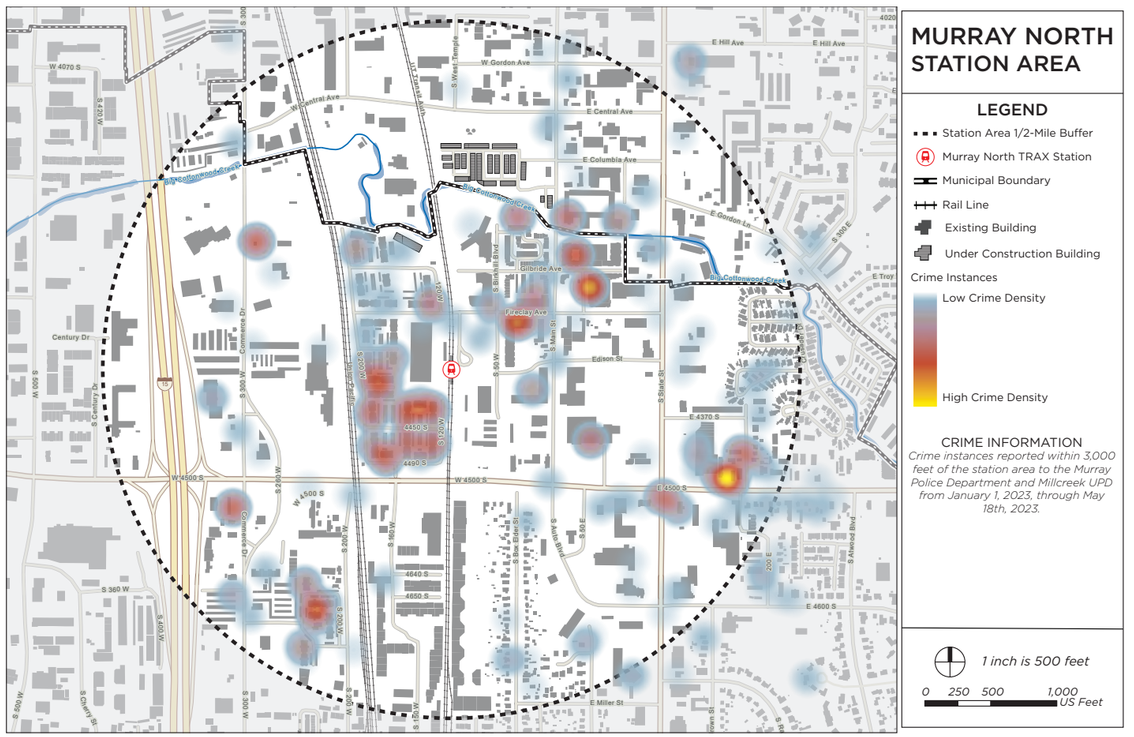


FIGURE 2.15: NON-VIOLENT CRIME INSTANCES WITHIN THE STATION AREA

Non-Violent Crimes

Nonviolent crimes include drug possession and distribution, noise complaints, illegal gambling, prostitution, and other offenses which do not involve a threat of harm or an actual attack upon another. This is the most prevalent crime type within the station area. Of all the crime instances, 26% are related to public ordinance and 21% are related to public peace. Public Ordinance calls include welfare checks, 911-hang ups, and overdoses while public peace calls include noise complaints, disrupting the peace, and disorderly conduct. While these crimes do little to physically harm another, these crimes can make people not want to invest in their communities and move to another area.

Property Crimes

Property crimes fall under nonviolent crimes and include property being stolen or vandalized, without threat to a victim. These crimes include vehicular theft, trespassing, fraud, burglary, and larceny. Property crimes can be extremely traumatic for residents and can deter businesses from moving in. Property crimes account for about 18% of all crimes in the station area.

Traffic Safety

Traffic-related offenses include hit-and-run, reckless driving, and driving under the influence. The largest concentration is at the major intersection of State Street and 4500 South and it is a concern that this plan can help ameliorate. This is the place where one of the core station area's key corridors crosses the barrier that is preventing it from connecting to downtown Murray.

Other takeaways:

- Main Street sees a fair share of crashes, including some bicyclist related crashes, with the most severe occurring north of Gilbride Avenue – this could be a location to focus on slowing traffic more through the heart of the station area.
- There are some pedestrian-related crashes that have occurred in the smaller streets in the Fireclay development.

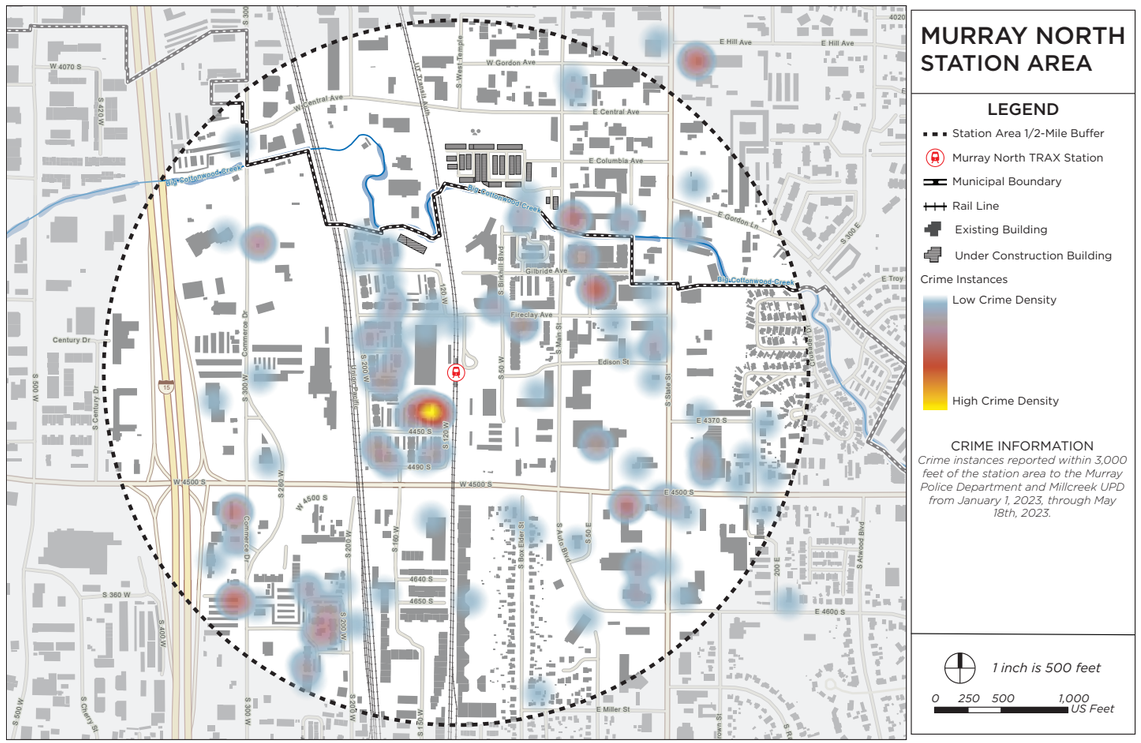


FIGURE 2.16: PROPERTY CRIME INSTANCES WITHIN THE STATION AREA

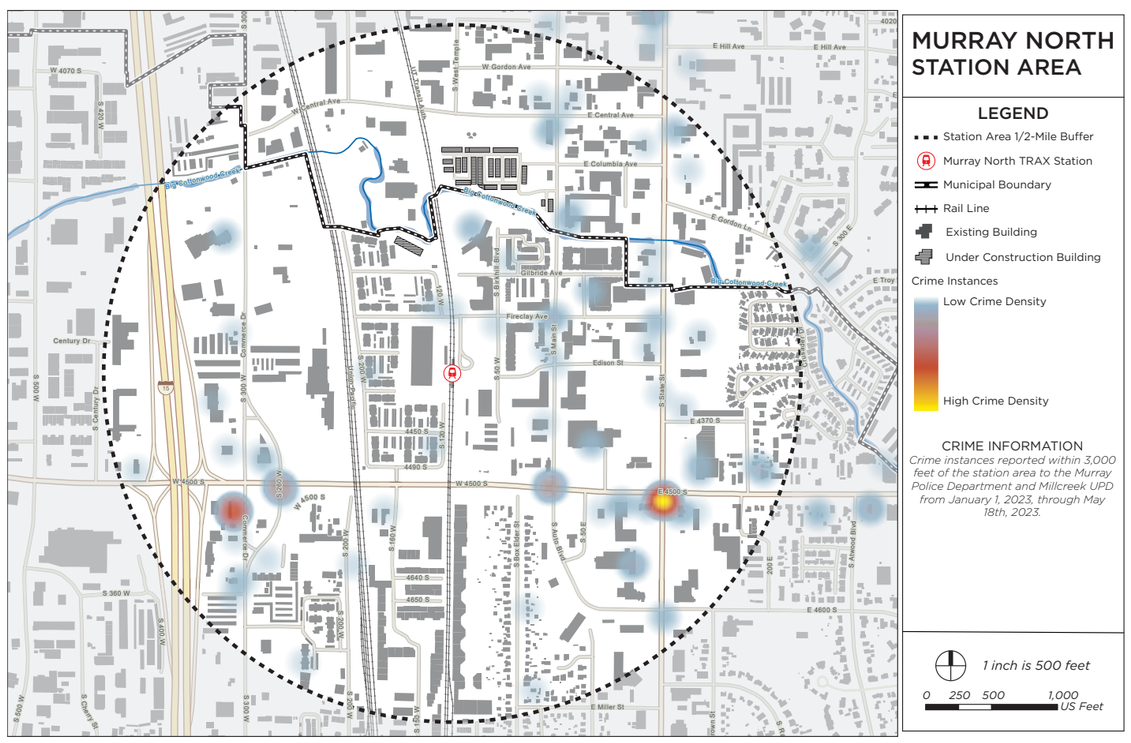


FIGURE 2.17: TRAFFIC CRIME INSTANCES WITHIN THE STATION AREA

Crime Comparable

Comparing crime statistics throughout jurisdictions is not a 1:1 comparison. While many people do not report their crime experiences to the police, agencies also have different definitions and inconsistencies in crime reporting. Classification decisions can also push crime numbers up and down, regardless of a change in crime rates. Violent crime is the type of crime that falls into classification inconsistencies the most. When looking at comparable data, it is important to note these inconsistencies and that these are not a direct 1:1 comparison. However, even considering crime reporting inconsistencies, the Murray North Station Area's crime rates are much higher than both Murray and Millcreek Cities. To get a more accurate comparison, traffic incidents were excluded from the following table.

TABLE 2.7: 2022 TOTAL CRIME RATE AND INSTANCE COMPARISON

AREA	CRIME INSTANCES	POPULATION	RATE PER 1,000
Murray North Station Area*	1,180	6,541	176.3
Murray City*	3,025	49,729	60.8
Millcreek City*	1,899	64,110	29.6

**Crime instances reported within 3,000 feet of the station area to the Murray Police Department and Millcreek UPD are representative of a period from January 1, 2023, through May 18th, 2023. For comparison purposes, the crime instances in this table have been extrapolated over a 12-month period at the same rate observed from January 1, 2023, through May 18th, 2023.*

Source: 2022 Murray City and Millcreek Crime Statistics Provided by Neighborhood Scout

When looking at property crime in the station area versus Murray and Millcreek Cities, the Murray North Station area has an extrapolated property crime rate greater than Millcreek City, and less than Murray City. Property crime includes trespassing, vandalism, burglary, and theft. It is important to note that some larceny was included in this category, however crimes resulting in a direct victim suffering harm were included in violent crime. This shows the crime rates significantly affecting the residents of Murray North Station Area are both violent and non-violent crimes.

TABLE 2.8: 2022 TOTAL PROPERTY RATE AND INSTANCE COMPARISON

AREA	CRIME INSTANCES	POPULATION	RATE PER 1,000
Murray North Station Area*	237	6,541	36.2
Murray City*	2,834	49,729	57.0
Millcreek City*	1,740	64,110	27.1

**Crime instances reported within 3,000 feet of the station area to the Murray Police Department and Millcreek UPD are representative of a period from January 1, 2023, through May 18th, 2023. For comparison purposes, the crime instances in this table have been extrapolated over a 12-month period at the same rate observed from January 1, 2023, through May 18th, 2023.*

Source: 2022 Murray City and Millcreek Crime Statistics Provided by Neighborhood Scout

Perceived Safety

What is perceived safety? How is it different from crime data? Perceived safety is an awareness or emotional reaction to a space based on how one feels in that space. While a space can have relatively low crime, the feeling of that space can feel isolated, uncomfortable, or dangerous. Perceived safety is linked to access, maintenance, and other factors. Urban design and planning can play an important role in creating a feeling of safety for the area around Murray North Station. The Murray North Station Area has an abundance of perceived crime, leading to storefront and housing vacancies and underutilization of the park and ride at the TRAX station.

The main perceived safety considerations are:

- Natural surveillance and activity support– the design of both the natural and built environment play a part in not just how the area looks, but how the interaction of these environments makes the area feel. This includes an "eyes on the street" approach to create a feeling that people are watching what is happening around them.
- Access Control- Controlling access not only applies to how individuals get to the transit station, but how visitors and residents move around within the station area. This includes a look at the street configuration, sidewalks, ingress, and egress.
- Maintenance- Cleanliness and upkeep preserves the intended use of the space and helps to make people feel that the area is in order.

Opportunities

Opportunities include continuing to work with the police department to change from suburban policing in the city to urban policing in the Fireclay area. Police beats and presence throughout the station area at various times of day, may help to deter crime. Other opportunities include using design to make committing crimes harder to get away with, building up the neighborhood to retain good neighbors, and creating more stewardship in the area.

As the industrial use west of the platform is replaced with new development, the Brickgate area should be "reconnected" to the rest of the area and site lines improved to eliminate current dead ends and unobserved areas. The new development in this area should ensure that, where possible, there are windows overlooking Brickgate parking areas and drive aisles . Redesigning the area should also include new connections to the west and opportunities for additional or shared parking.

Implementation of a Good Landlord Program that provides training and tools to property managers for addressing crime at their properties is another tool recommended for this area. The Good Landlord Program provides incentives for property owners and managers to minimize crime and disincentives instances when owners and managers choose not to participate in the program and crime rates remain high.

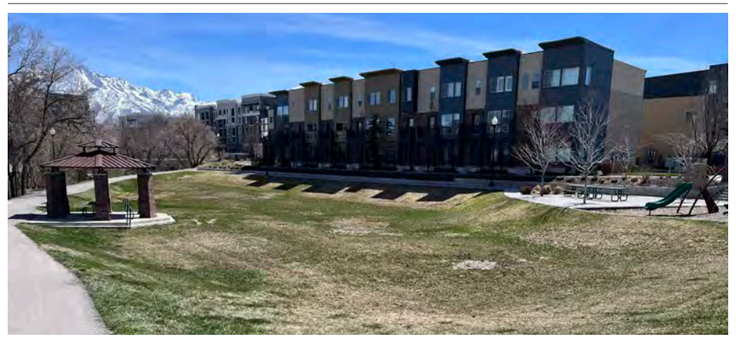
Challenges & Barriers

The station area has a higher crime rate than both Murray and Millcreek Cities, particularly around violent crime. Challenges include the Brickgate Development not doing adequate background checks and unwilling to work with the city to mitigate issues within the development. Similar issues arise with the owners of the industrial sites where violent crime occurs.

As the area continues to grow, design strategies that improve site lines, reduce dead ends and blind corners, and increase pedestrian, bicycle and auto traffic throughout the area will reduce the opportunity for crimes. In addition, enhancing social cohesion and providing opportunities for residents, employees, and visitors to feel "ownership" of the spaces in the station area will also reduce the opportunity for criminal behavior.

FIGURE 2.18: DEAD-END ALONG BRICK OVEN WAY WITH LIMITED NATURAL SURVEILLANCE

FIGURE 2.19: BIRKHILL PARK NATURAL SURVEILLANCE



ENVIRONMENTAL

Parks & Tree Canopy Coverage

PARKS

Currently, the Murray North station area hosts two parks and approximately 1.9 miles of trail adjacent to Big Cottonwood Creek and the TRAX line. The existing Birkhill Park is privately owned by a development company but allows public use of the space. An additional park is under construction in Millcreek along the north side of Big Cottonwood Creek, opposite Birkhill Park, as part of the Opus Green development. Upon completion, the 1.15-acre park will be dedicated to Millcreek City. Millcreek City has also worked out an agreement for the developer to build a bridge over Big Cottonwood Creek that will connect the two park spaces in early 2024.

The current parks level of service in the Study area is 0.6 acres per 1,000 population for the current 6,541 people who live within the station area. This is significantly lower than both Murray and Millcreek on a citywide basis and the whole of Salt Lake County as well. Across both municipalities, an average of 4.4 park acres are offered for every 1,000 residents. In its entirety, Salt Lake County offers 6.93 acres of park space for every 1,000 residents, revealing that other areas of the county are much better served by accessible park space than the Murray North Station Area. Considering the current lack of accessible park space, an opportunity exists for additional city owned parks to be implemented in the Murray North Station area to ensure residents have ample and accessible park space.

An additional 24.9 acres are needed to bring the Murray North Station area to the Murray/Millcreek blended average for the current population. As the population continues to increase, additional acreage will be required to keep pace with increased demand.

TREE CANOPY

Tree canopy is the footprint of trees when viewed from above and expressed as a percentage of the area. The current tree canopy of the station area is 7%. North of 4500 South has the least percentage of of coverage, at 5%, The area south of 4500 South has a slightly higher canopy cover, at around 8.5%. The best tree canopy of the station is located east of State Street, at 18% canopy cover, with the highest tree covered areas located around the existing single family residential areas and along Big Cottonwood Creek.

It is recommended by the USDA Forest Service and The Nature Conservancy that western cities strive for 25% to 35% tree canopy coverage. This changes slightly from census block group to census block group, depending on the area infrastructure. Typically, areas adjacent to highways have a lower tree canopy coverage. However, directly opposite the station area, the tree canopy coverage sits at 12%. While highly trafficked streets like I-15, State Street, and 4500 South include less space for the urban forest, there are still opportunities to increase the tree canopy coverage. Note that the tree canopy coverage percentage will increase as existing trees grow, but it is not enough to overcome the current deficit.

Contaminated Areas

The area around the Murray North Station has historically hosted a range of industrial uses including the Morgan-Hanauer Smelter and the Salt Lake County Fleet Maintenance facility. Most of the current industrial uses in the station area are automobile-oriented services or manufacturing businesses, which simultaneously present benefits and challenges for the area. Although industrial activities produce critical resources and support the economy, they are often major sources of air, soil, and water pollution. As the station area continues to grow in population and commercial activity, the proximity of industrial activities to these future uses is a crucial element for consideration.

The former Salt Lake County Fleet facility has a history of environmental contamination including an underground storage tank and pipe leak of approximately 1,700 gallons of fuel in 1989. Subsequent testing revealed benzene contaminated groundwater in the area in July of 1991. In November of 1998, a “no further action” was issued although soils and ground water contamination remained above acceptable levels. Following the initial leak, the underground storage tanks were replaced with two 10,000-gallon tanks that were eventually closed in May 2014 but remain on site today. Soil contamination at the Salt Lake County site includes arsenic and lead within three feet of the ground surface (“bgs”), but not at greater depths.

Directly west and neighboring the former county fleet facility, another brownfield site exists at the 1.3-acre UTA soil berm and adjoining parking lot to the north. The contaminated soil on UTA’s property was stockpiled during the construction of the TRAX rail line in 1999. Prior to the TRAX rail line’s construction, the known-to-be contaminated soil had to remain confined within the area that it originated from, resulting in the soil berm that is present today. Several investigations have been conducted since to characterize the contaminants within the soil.

Terracon, a local engineering consultant, conducted environmental assessments in 2020 at the former Salt Lake County Fleet Management site and in 2022 at the UTA soil berm and parking lot site. The assessment of the former County Fleet Facility property revealed arsenic and lead in soil samples at levels that exceed the EPA’s screening levels. In addition to the soil samples, groundwater contamination was detected for metals, TPH, and VOC’s although Terracon reports that the shallow water is unlikely to be used for drinking. Similarly, soil samples taken from the UTA berm contained arsenic levels that exceed EPA guidance for industrial uses and lead levels that exceed EPA guidance for residential uses.

FIGURE 2.20: TREE CANOPY

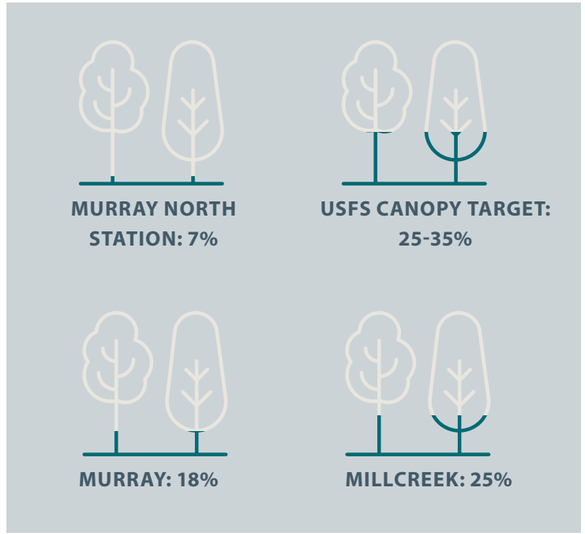


FIGURE 2.21: CONTAMINATED AREAS NEAR THE TRAX PLATFORM

As part of their assessment of the Salt Lake County site, Terracon recommends removal of the underground storage tanks and the removal and appropriate disposal of impacted fill soil to allow residential redevelopment. Terracon identified two strategies for arsenic and lead contaminated soils at the UTA berm including beneath roadways and paving or removal to an authorized facility. In addition, Terracon indicated that further research on UTA's site, including a Responsible Party designation, will be necessary prior to the berm's removal. The engineering consultant strongly recommends both sites continue coordination with UDEQ to assess any residual impacts from the contaminated soil and groundwater.

Opportunities

There is an opportunity to increase livability in the station area by adding parks, trails, open space, and gathering areas. This strategy's success requires implementation of measures to increase personal safety in the area and ensure that new public amenities encourage positive social interaction.

Another opportunity is to repurpose the large park and ride lot to the east of the platform. This large parking lot is an opportunity for new development with a public plaza and greenspace incorporated and activated by new, adjacent uses.

The required 50-foot setback from Big Cottonwood Creek is an opportunity to use that area as a trail and open space amenity providing significant new acreage to serve existing and future development in the area.

In addition to addressing the current deficit of parks and open space in the area, additional parks and trails will address the lack of tree canopy. Increasing the percentage of areas with adequate tree canopy coverage reduces heat islands, improves air quality, and enhances overall livability.

Challenges & Barriers

Personal safety and security of parks, trails, and open spaces in the station area is a challenge. Addressing safety concerns in the area can help to eliminate safety concerns in the parks system as well.

Another challenge is the developed nature of most of the station area. Underlying property values are relatively high, reducing the opportunity for public purchase of significant new acreage to address the shortage. Creative and cooperative solutions will be necessary to address the need.

Environmental contamination is the main barrier to redevelopment of the former Salt Lake County Fleet Management site and opportunities on the UTA owned property. Many of the Brownfield tools available to private, potentially contaminated property owners are not available to UTA or Salt Lake County. Ongoing and proactive coordination with UDEQ is required to identify the most cost-effective methods to prepare these two redevelopment opportunities for future investment.

Overall Station Area Opportunities

Several opportunities exist to reduce environmental detriments and further expand upon existing assets such as Big Cottonwood Creek and Birkhill Park. Reducing environmental detriments and capitalizing on the existing assets will help position the station area as a place that residents and visitors enjoy spending their time . Future actions such as remediation of areas with contaminated soil, improving or redeveloping legacy industrial uses with transit supportive development and expanding access to natural park spaces will serve to improve the area's environmental profile and, at the same time, residential quality of life. Similarly, areas that are currently underutilized or void of significant land improvements may present opportunities to be reclaimed as riparian corridors, parks, or other uses that support future residential development. For example, the parcel between I-15 and the Union Pacific rail line, north of the Humane Society is currently encumbered by floodplain and serves as a car lot but could evolve to serve a different or improved use over time.

LEFT: Existing Birkhill Park, and Walking Trail adjacent to Big Cottonwood Creek

RIGHT: Contaminated berm parallel to the TRAX line

PUBLIC ENGAGEMENT

OVERVIEW

The Murray North Station Area planning process kicked off in January 2023. Community engagement involved collaboration, input, and involvement from a broad cross-section of community members and project stakeholders. The plan utilized a combination of in-person and online outreach opportunities to maximize public and stakeholder input, to solidify the vision for the future of the station area.

The demographics of the neighborhood presented a particular challenge in soliciting feedback. Renters are generally less likely to turn out for open houses and similar in-person meetings. As a result, the public engagement strategy focused on online and in -person opportunities that “went where the people are.”

The process began with the launch of the project website that provided foundational information about the process, as well as an opportunity for initial comments and thoughts through an interactive project area map, an idea wall, and survey. The website was available and updated throughout the planning process to keep the public informed and up to date. Online engagement opportunities were supplemented with several in-person outreach efforts as well. Over the course of the planning process there were:

- 4,156 Postcards sent to individual addresses
- 2 Site tours
- 79 Social Pinpoint map comments
- 4 In-person open houses/tabling events
- 3 Community Advisory Committee meetings
- 3 Technical Advisory Committee meetings
- 6 stakeholder meetings
- 1 Joint City Council meeting
- 1 Joint Planning Commission meeting

Area residents and business owners were notified of the in-person events and updates to the website through several methods:

- A postcard notifying all addresses within ¾-mile about the platform of the website, and open house
- Flyer’s distributed and posted through local businesses and Murray City Hall
- Various A-Frame signage on the station platform to notify TRAX riders of upcoming events
- Emails to individuals who signed up for notifications on the website or at in-person events
- Murray, Millcreek, WFRC, and UTA social media accounts

SEPTEMBER 12 OPEN HOUSES EVENT AT BIRKHILL PARK

TABLE 3.1: MURRAY NORTH STATION AREA PLAN OPEN HOUSES/TABLING EVENTS

EVENT	DATE/LOCATION	SYNOPSIS
Open House #1	04-27-23 Birkhill Apartments	The community was invited to the Birkhill Apartments for an open house meeting on April 27th, 2023. Attendees provided feedback to the project team to communicate what they felt was appropriate within the station planning area by identifying various opportunities and challenges.
The Front Climbing Club Tabling Event	06-07-23 The Front Climbing Club	The project team engaged with the community at The Front Climbing Gym's Summer Concert Series on June 7th, 2023. Event attendees interacted with a map of the station area and left feedback about community assets, missing services, and opportunities for enhancement.
UTA Platform Pop-Up Event	07-19-23 Murray North Station Platform	A pop-up event was held at the station platform on the morning of July 19th, 2023 to intercept morning TRAX commuters. The purpose of this event was to engage and inform the general public about the plan's process and gather their input about the station area's future. Riders were also encouraged to share their experience riding the TRAX to/from the Murray North station.
Open House #2	09-12-23 Birkhill Park	The second open house was held on September 12th, 2023 at Birkhill Park. Attendees provided feedback on the overall vision for the station area by reviewing alternative scenarios and the preferred scenario developed by the project team.

Site Tours

The consultant team conducted several site tours throughout the planning process. On February 8, 2023, the consultant team met with representatives from Murray City, Millcreek City, Utah Transit Authority (UTA), and Wasatch Front Regional Council (WFRC) to visit key destinations throughout the Station Area. The group observed a range of opportunities and constraints facing the study area, such as a variety of land uses, missing connections in the existing street grid-network, new residential developments, vacant commercial spaces, connections to transit, and other community assets.

Open Houses & Tabling Events

Open houses and tabling events were held at key points during the planning process. "Phase One" events focused on identifying the challenges and opportunities of area residents and business owners. "Phase Two" events focused on generating feedback on several concepts generated in response to the strengths, weaknesses, opportunities, and threats identified in Phase One. "Phase Three" events focused on refining the vision and conceptual future for the areas. Table 3.1 provides an overview of the events.

Community Advisory Committee

A Community Advisory Committee of local stakeholders met three times during the planning process. The objectives of the committee were to:

- Guide the community engagement process
- Review materials, analysis, and community input
- Ensure public input was appropriately reflected in the draft plan
- Act as an ambassador between the plan process and the community

Stakeholder Interviews

In addition to outreach efforts targeting planning area residents, businesses, and the broader community, several stakeholders were interviewed as part of the process. These stakeholder interviews included conversations with business owners/representatives, real estate professionals, and additional public agency partners like Utah Transit Authority, Utah Department of Transportation, and elected officials. While broad ranging in technical and professional acumen, stakeholders expressed their local understanding and knowledge to the project team to inform the market perspective, end-user experience, and general observations related to the Station Area.

The initial stakeholder meetings focused on informing the stakeholders of the project purpose and schedule and discussing the stakeholder's experience of the area and plans for their property. Each stakeholder received the draft vision and preferred alternative for the plan and was invited to provide insight and comments in a follow-up meeting.

Online Outreach

The public was encouraged to leave comments, suggestions, ideas, and concerns on the project website: www.murraynorthstationarea.org throughout the process. While leaving a comment, the public could also learn more about the area, see the timeline of community engagement events, and contact the consultant team to learn more about the station area. 47 percent of online comments received through the website involved an idea or suggestion for the area, while 41 percent had a comment about an improvement needed in the neighborhood. 11 percent of the comments submitted were able to identify an asset that works well in the station area.

Some of the most up-voted comments on the web page included suggestions for adding a trail along Big Cottonwood Creek, incorporating a public plaza, enhanced and improved bicycle access and experience along Main Street, and reactions to the news that a coffee shop (Fireclay Coffee) was opening in the area.

Key Messages

Overall, the community engagement portion of the project was conducted to establish community-based vision and ownership of the plan. Outreach included residents, stakeholders, property owners, and project partners alike. Community engagement built consensus surrounding diverse perspectives and respondents, as well as informed about decisions regarding development. Several of the key messages from the community engagement events included:

- Incorporating additional access to goods and services into the neighborhood
- Reestablishing the “Fireclay” name in a positive light
- Improving overall connectivity throughout the neighborhood, particularly though bike and pedestrian-oriented transit
- Increasing visibility and safety throughout the neighborhood
- Incorporating additional shade throughout the neighborhood
- Adding more community gathering spaces (public or private)

JUNE 7 TABLING EVENT AT THE FRONT CLIMBING CLUB

FIGURE 3.1: MURRAY NORTH STATION AREA PLAN OPEN WEBSITE COMMENTS WORD CLOUD

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AREA ALTERNATIVES

OVERVIEW

The core of the station area has absorbed significant new development over the last 20 years. Future development will continue to take advantage of infrastructure investments in the immediate station area but also begin to expand out from this catalytic area to include the broader station area, particularly as some of the livability factors are addressed and additional connections are made within and to the area. Identifying a preferred scenario for the future of the station area began by contemplating the needs, desires, and voids within the station area. Based on the findings outlined in the market analysis, existing conditions, and a review of previous visioning and current planning documents, it became clear that the existing core area should serve as the stimulus hub for the area. The elements recommended to enhance the core area as a catalyst for the future include:

- An easily recognizable “brand”
- Pedestrian amenities that reinforce the brand and connect key destinations within the area
- Community-based uses and amenities that serve the area and attract activity from the broader community

By building on the strengths of the existing area, new development will contribute to the creation of a transit-supportive community not simply a series of transit-oriented individual developments. Several alternatives for the framework of how this “center of gravity” is configured were identified based on an analysis of existing conditions and public input. The alternatives for this “organizing framework” of the catalytic hub were then evaluated by stakeholders and area residents. The final step in the alternatives review process was to identify the preferred intensity of development on and around the selected framework. Each framework could support various levels of development intensity including:

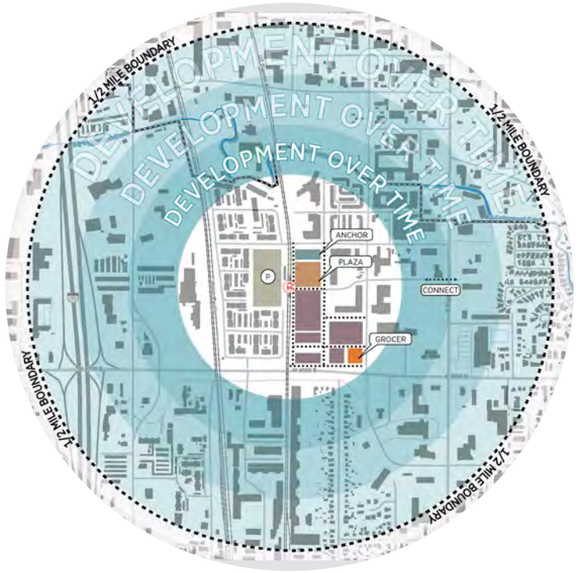
- A “neighborhood” level center with buildings of 3-5 stories and amenities and services focused on the immediate area,
- A “community” level center with building of 5-7 stories and amenities and services for the immediate area and a broader area of 1-3 miles
- A “regional” level center with much taller buildings and amenities and services to attract people to restaurants and activities from the entire region

The context and the alternatives were presented and reviewed in the following meetings and events:

Key stakeholders, including city staff, the community and technical advisory committee’s (CAC & TAC) consisting of residents, business owners and representatives, developers, etc. evaluated the draft concept plan and provided feedback and insight that led to a preferred planning approach and illustrative concept plan. The concepts evaluated both the short-term and long-term perspectives for the station area.

- 3 Technical Advisory Committee meetings
- 6 stakeholder meetings
- 1 Joint City Council meeting
- 1 Joint Planning Commission meeting

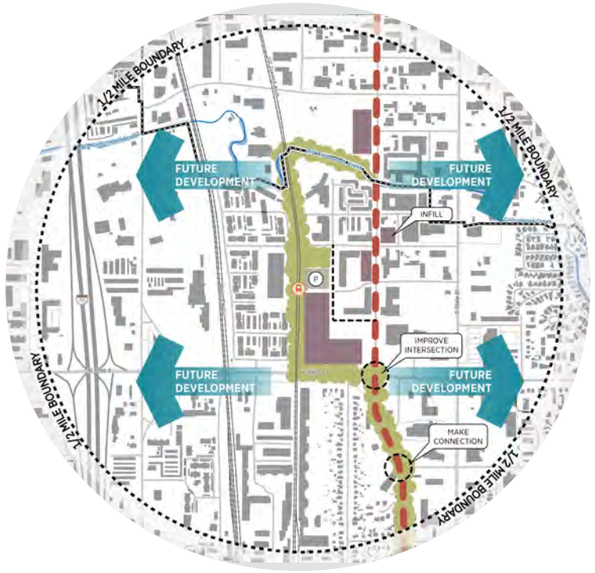
AREA ALTERNATIVES



Framework Option A

Option A took advantage of the established center of gravity and development focused on the immediate vicinity to the station area platform. This scenario contemplated the following:

- Extension of the established, station area road-grid network (Birkhill Boulevard) southward into the UTA-owned Mobility Center property, ultimately turning east and connecting to Main Street
- Development of the UTA-owned property to the east of the platform with complementary, primarily nonresidential land uses
- Recruitment and development of an anchor use on the UTA-owned parking lot, which fronts onto/activates a plaza to the south, still on the UTA-owned parking/circulation lot
- Redevelopment of the Atlas Roofing Corporation building west of the station platform - development of a shared parking structure that is available to TRAX/UTA users, anchor -use visitors, and residents alike
- East Edison Street active transportation improvements – Pedestrian improvements including a new Edison & State Street crossing are implemented
- Main Street bicycle infrastructure is implemented where feasible



Framework Option B

Option B seeks to distribute the station area's center of gravity in a north-south corridor opposed to at a centralized location. This "Main Street Spine" brings pedestrian-focused activity through the station area, providing transit users an improved experience to the south, reaching Murray City Hall, and north through Millcreek to Downtown Salt Lake City. This scenario proposed:

- Activity focus along Main Street – commercial and mixed-use developments that support a great pedestrian environment line the corridor
- A "Green Corridor" is developed from the platform, starting with a plaza adjacent to the platform, running north parallel to the TRAX line, and ultimately connecting back to Main Street after following the Big Cottonwood Creek
- "Amenitization" of the grass oval at the Main Street and 4500 S intersection
- Connecting Main Street (4600 S) to S Hanauer Street
- The immediate area east of the station platform becomes a quieter node with the integration of a plaza on the UTA-owned property
- Infill projects continue with a primacy towards residential and mixed-use projects, supporting ground-floor retail
- The UTA-owned property including the Mobility Center redevelops as a mixed-use project

Framework Option C

Option C intends to maximize the transit-oriented community framework established within the Fireclay neighborhood area. This scenario presented the following elements:

- Re-visioning of the station area as a larger service provider/receiver through development of a transit-oriented community
- Recruitment and development of an anchor use on north end of the UTA-owned parking lot
- Redevelopment of the UTA-owned "Mobility Center" into a mobility hub, supporting greater regional ridership
- Redevelopment of the Atlas Roofing Corporation building west of the station platform - —development of a shared parking structure that is available to TRAX/UTA users, anchor- use visitors, and residents alike
- A "Green Corridor" is developed from the platform, running north parallel to the TRAX line, and ultimately connecting back to Main Street and the UP-Rail line after following the Big Cottonwood Creek corridor
- Fireclay Avenue serves as the primary station area corridor
- Increased bus service to the envisioned mobility hub
- Extension of Fireclay Avenue to the west across the UP-Rail line

Development Intensity

Based on stakeholder and public input, Framework Option C that focuses on the immediate station area and takes advantage of redevelopment opportunities west of the platform and in the existing park- and -ride lot, was identified as the preferred framework for the future. The next phase of alternative evaluation focused on the preferred intensity of development.

NEIGHBORHOOD LEVEL

Neighborhood -level intensity of development is similar to the development form currently present in the Murray North Station area. The focus of the area is on the immediate neighborhood with smaller parks and limited retail and service options. Roadways and connections are sized for the immediate area. Recommended infrastructure, connectivity, and amenities to further enhance the area and encourage ongoing investment included:

- New and enhanced pedestrian and bicycle crossings of State Street, 4500 South, and the Union Pacific rail line
  - Enhanced pedestrian- activated crossings of State Street
  - Improved crossings at 4500 South and Main Street
  - Improved Union Pacific underpass at Central Avenue
- Continued new 3-5 level mixed-use development, primarily residential over street-level retail on primary roads
- On -street, surface, and limited structured parking
- Open space and public amenities to serve new residential development at densities comparable to recent new developments (10.5 units per acre to 60 units per acre)

COMMUNITY LEVEL

Community-level intensity of development is more intensive than the neighborhood level with amenities and services that attract customers and users from surrounding neighborhoods and the broader Millcreek and Murray communities. Roadways and connections are sized to allow additional traffic and access and include community-serving retail. Investments and connections contemplated at this level included:

- New and enhanced pedestrian and bicycle crossings of State Street, 4500 South, and the Union Pacific rail line
  - Enhanced pedestrian-activated crossings of State Street
  - Improved crossings at 4500 South and Main Street
  - Pedestrian/bicycle bridges across 4500 South adjacent to the TRAX line
  - Improved Union Pacific underpass at Central Avenue
  - A new railroad underpass at Fireclay Avenue
- New 5-7 level mixed-use development with a mix of office and residential over street-level retail on primary roads
- Primarily structured, podium parking
- Open space and public amenities to serve additional new residents at densities of approximately 100 units per acre

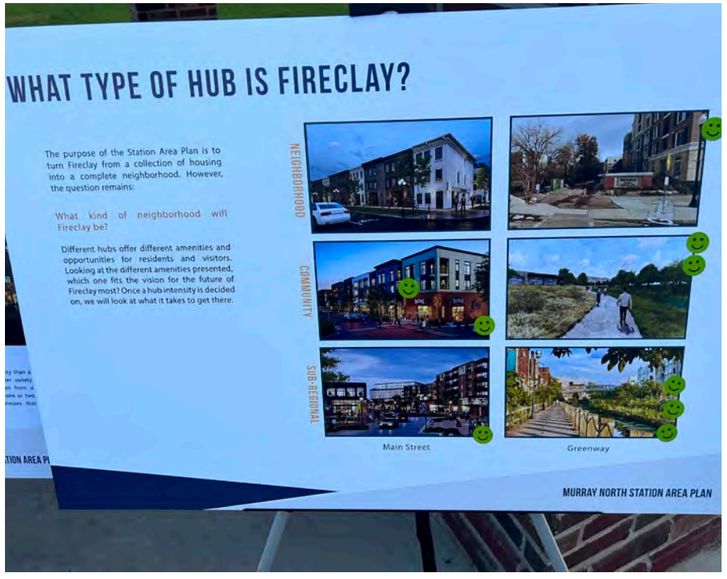
REGIONAL LEVEL

Regional level of intensity of development is more intensive with amenities and services to attract customers and users from the entire region. A local example of a Regional Level center is Sugar House in Salt Lake City. Roadways and connections are sized to allow this level of traffic and use. Investments and connections contemplated at this level included:

- New and enhanced pedestrian and bicycle crossings of State Street, 4500 South, and the Union Pacific rail line
  - Enhanced pedestrian-activated crossings of State Street
  - A Big Cottonwood Creek Trail underpass at State Street
  - Improved crossings at 4500 South and Main Street
  - A “lid” over 4500 South between the TRAX and Union Pacific rail lines that provides trail and open space connectivity across this area
  - Improved Union Pacific underpass at Central Avenue
  - A new railroad underpass at Fireclay Avenue
- New 7+ level mixed use development throughout the broader station area with a mix of office and residential over street-level retail on primary roads
- Structure parking including podium parking and standalone parking garages
- Open space and public amenities (including the new “lid” park) to serve additional new residents at densities greater than 100 units per acre

Based on stakeholder and public feedback, the preferred alternative assumes a level of intensity and development between the neighborhood and community levels.

FIGURES 4.1: SEPTEMBER 12 PUBLIC ENGAGEMENT FEEDBACK



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VISION AND PLAN

VISION

THE MURRAY NORTH STATION AREA IS AN ACCESSIBLE, VIBRANT, COMPLETE COMMUNITY THAT PROVIDES RESIDENTS AND VISITORS ALIKE WITH AN INTERESTING, ENGAGING MIX OF LAND-USES TO SERVE THEIR NEEDS.

To achieve this vision, the Murray North Station Area Plan establishes a logical, realistic, framework for how the core of the area can transform and how development of the remaining area can occur over time. The Plan's framework facilitates the integration and preservation of existing assets and transforms the core area into an active, amenity-rich, transit-forward neighborhood. The following goals represent recommendations for achieving the vision. Each goal has a list of strategies to achieve the goal:

Quality Of Life

ENHANCE SOCIAL VIBRANCY

A strong social fabric can help communities thrive, grow, and prosper. The urban fabric of buildings and streetscapes play a critical role in improving or degrading an experience. An interesting, engaging, and safe environment immediately surrounding the platform is created through strong local and regional connections that support a variety of transit typologies.

A permanent public plaza, and interesting and varied destinations throughout the station area, like the Front Climbing Club and other gathering spaces, enhance the experience. Connectivity via the green corridor ensures daytime activity and provides access to a natural amenity not found elsewhere in the area. The commercial uses throughout the station area ensure that visitors and commuters have strong destinations to visit and support neighborhood livability by putting household goods within walking distance.

Strong connections support residential areas by helping create a safe, inviting station area environment enhanced with landscaping, streetscape design, and future uses that are oriented to the street and pedestrian experience. Future residential and commercial development should focus on providing opportunities to enhance social vibrancy through shared public open spaces. Shared space can support the needs of future residents in high-density housing while providing shared amenities for visitors alike.

Safety

IMPROVE SAFETY AND PERCEPTION OF THE AREA

The Murray North Station Area has the highest crime rates in Murray and Millcreek Cities. This has resulted in high rates of resident turnover, limited amenities and resources to serve households, and a lack of social cohesion and connection within the neighborhood. The Plan identifies strategies to improve safety in the area, through design strategies and policy changes. The goal is to improve safety, change perceptions, and encourage community stewardship throughout the station area.

Land Use

CREATE A COMPLETE COMMUNITY THROUGH FURTHER DEVELOPMENT OF A THOUGHTFUL MIX OF LAND USES

The Murray North Station Area Plan creates a transition plan from the current collection of housing to a complete transit-oriented community. The station area offers significant potential for redevelopment, infill, and revitalization of existing uses. Balancing current housing and industrial uses with supportive services, retail, commercial, and open space allows for more opportunities within the station area. Several key sites offer significant development potential proximate to the station platform, including the Atlas Roofing Corporation building, UTA-owned parcels east of the platform, and Salt Lake County-owned property at the intersection of Main Street and 4500 S. These development opportunities can serve to attract and support new uses nearby, while serving as a gateway into the station.

Connectivity

INCREASE CONNECTIONS TO AND THROUGH THE NEIGHBORHOOD

The Murray North Station Area Plan establishes and enhances connections between the station platform and destinations that will utilize transit and between synergistic land uses. Connections supporting various transit modes are a top priority for enabling a functional station area. The Plan seeks to connect major points of origin/destination within the station area by improving existing corridors, developing new corridors, and strengthening connections.

Livability and Urban Design

PROMOTE URBAN DESIGN QUALITY

Urban design tools, including building massing, streetscape design, and signage are used to create a distinct feel in the “Fireclay Neighborhood.” Building upon the good urban design examples in the neighborhood and incorporating Crime Prevention Through Environmental Design (CPTED) guidelines, the Murray North Station Area Plan puts forth design guidelines that will result in a distinct district sandwiched between two cities. See page 35 for a definition of CPTED principles

FIGURE 5.1: ILLUSTRATIVE RENDERING OF MURRAY NORTH STATION AREA CRITICAL INTERSECTION AT MAIN STREET AND CENTRAL AVENUE

PLAN ELEMENTS

QUALITY OF LIFE

Creating Better Public Spaces and New Destinations

Neighborhoods are more than just a collection of places to live. They include opportunities to get out and enjoy the area and interact with your neighbors. The Murray North Station Area currently includes limited opportunities for residents to get out and relax and meet each other. The Big Cottonwood Creek trail and Birkhill Park are highly utilized by area residents and provide guidance for how future amenities can expand these opportunities for interaction. The transit station provides a focal point for community-based amenities and activities.

STATION PLAZA

Transit-supportive communities combine urban fabric with people-movement. These neighborhoods—if designed well—become community sub-centers. While TRAX and other rail stations usually consist of just the platform and a small area for patrons to wait, a well-designed plaza can provide an area for people to choose many different activities rather than the necessary ones and become a vital part of the community. In many communities, transit stations serve as high-quality places for people to enjoy themselves rather than just places for passengers to access transit. This dual use spurs interest in public transportation and provides an area for transit-users and non-transit users to interact.

The station plaza, recommended adjacent to the platform, is the area's primary design element and serves as the hub of the station center area. The plaza addresses several plan goals:

- **Increased green space.** The almost 0.75-acre plaza is envisioned to include both hardscape and green spaces. The plaza will add 0.75-acre of open space to the neighborhood, helping to address the current shortfall in parks and open space level of service in the area.
- **Increased tree canopy.** The plaza is envisioned to include trees and greenspace, helping to address the current shortfall in tree canopy in the area.
- **New opportunities for community interaction.** The plaza is intended for both passive and active uses. Passive uses include pedestrian-way from the platform to other destinations, individual and small group gatherings. Active uses include outdoor dining and community events including small concerts, farmers markets, and festivals.

Anchored by mixed-use development on one side and a community-anchor tenant on the other side, the plaza becomes an area of natural activity with users spilling out from the adjacent buildings as well as TRAX and bus service. Trees and other green space elements allow for added shade and areas for passive recreation while the hardscape areas transport people through the plaza and onto Fireclay Ave or to Edison Street for use of other active transportation modes.

MAIN STREET CORRIDOR

The Main Street corridor, while also an important multi-modal transportation corridor (see page 55 for more details about the connectivity improvements proposed to Main Street), is also an important corridor for housing, services, and job growth. Main Street connects the station area, north to downtown Salt Lake City. The corridor is an integral part of connecting several cities through active transportation. Salt Lake City is considering opening the street between 400 South and South Temple only to TRAX and pedestrians and rerouting vehicular traffic to West Temple and State. In South Salt Lake, the city is adding more housing and employment, concentrating their downtown development around Main Street. In Millcreek, bike improvements have already been made.

The station area has some great examples of existing well-designed streetscape and tenants that the corridor can support. A mix of housing and services is needed for this street to become an active environment that people want to use for walking or cycling rather than use their car to experience a similar environment somewhere else. Inviting doors, stoops, attractive landscaping, and good tenants are key for this corridor to become an amenity for the community.

GROCERY – MAIN STREET & 4500 S

The population west of State Street falls within a food desert. This population is more than a mile away from the nearest grocery store and is a census tract where more than 100 housing units do not have a vehicle (USDA Food Access Research Atlas). The addition of a small-scale grocery purveyor is key for the neighborhood. Because of the visibility from the higher-trafficked roadways, the best area for a grocer is on the corner of Main Street and 4500 S, on the County-owned parcel.

This location presents several challenges including parking and large truck access. Design of the extension of Birkhill Boulevard and the redevelopment of the UTA property should be coordinated with the redevelopment of the County Fleet property to identify the optimal solution to access and circulation to accommodate a fresh food purveyor as a ground-floor tenant at this location.

Because of the truck access and circulation challenges, it is recommended that the grocer component of the development not exceed 14,000 square feet (SF). While the average suburban grocery store averages 38,000 SF, big name grocers have already been shifting towards smaller footprint stores since work from home culture has expanded. Precedents for smaller-scale grocery stores integrated into housing developments can be found on page X.

FIGURE 6.1: ILLUSTRATIVE RENDERING OF MURRAY NORTH STATION PLAZA

FIGURE 6.2: ILLUSTRATIVE RENDERING OF 4500 S & MAIN ST INTERSECTION

ANCHOR TENANT

While Murray North Station Area is home to an anchor tenant, the Front Climbing Club, having an additional tenant adjacent to the station platform provides the station area with an influx of business patrons and user groups that create a sense of vitality within the neighborhood, particularly at the intersection of Main Street and Central Avenue. Adding another anchor tenant closer to the station platform is crucial to bringing additional activation and community opportunity to the area. This anchor use should be community-focused and provide educational opportunities to improve workforce quality and programming for school-aged children after school and during weekends. Possible anchor tenants include:

- The Boys & Girls Club of Murray
- The YMCA
- Salt Lake County Recreation services
- Refugee services
- Other private, non-profits

SYSTEM OF PARKS & GREENWAYS

The Station Area is currently severely underserved for parks and green spaces when compared to the rest of Murray and Millcreek cities. As the population in the area continues to grow, adding parks and community gathering spaces will provide opportunities for social cohesion, youth activities, and community identity. In addition to parks, the Plan identifies a system of greenways, anchored by the Big Cottonwood Creek trail that connects the area for pedestrians and bicyclists.

The target level of service for the area is 4.4 acres of parks and greenspace per 1,000 population. For the 2022 population this is 28.8 acres. The area is currently served by approximately 4 acres of park and trail. To serve the current population, an additional 24.9 acres of parks and greenspaces are needed. Proposed new greenspaces include both short-term and long-term opportunities:

- Short-term:
  - 44 W Fireclay Lot (0.14 acres)
  - Transit Station Plaza (0.75 acres)
  - Salt Lake County Development (0.25 acres)
  - TRAX adjacent trail east side extension to 4500 South (4.0 acres)
  - TRAX adjacent trail extension through west side redevelopment site (0.7 acres)
- Mid- to Long-term:
  - Big Cottonwood Creek adjacent trail extensions as redevelopment occurs (8.4 acres)
  - TRAX adjacent trail extension south of 4500 South (2 acres)
  - Hanauer Street Trail connection to Murray Central Station Area (0.7 acres)

The identified opportunities will result in 16.94 new acres of parks and open space within the station area. An additional 8 acres are needed to serve the current population and, as new development occurs, new parks will be needed to serve the future population of roughly 13,000 new residents at build out.

FIGURE 6.3: FUTURE BIG COTTONWOOD CREEK TRAIL AND PARK EXTENSIONS

Shade and Tree Cover

Shade is crucial to urban areas, minimizing health impacts resulting from sedentary lifestyles and air pollution, and contributes to a more pleasant pedestrian realm. The station area's current percentage of tree canopy is approximately 8 percent. The Forest Service and Nature Conservancy recommend a 25 percent tree canopy. This will be difficult to achieve in the area until significant redevelopment occurs. Several strategies to increase the tree canopy are reasonable in the short- and mid-term including:

- Increasing the number of trees along the existing trail
- Ensuring that new parks, trails, and open space will include at least 25 percent tree canopy coverage (at full growth)
- Including street trees on all new and redeveloped roadways

These strategies are expected to increase the tree canopy in the area from 7 percent to 12 percent. This will create significant benefits in the neighborhood.

Longer-term strategies include ensuring the inclusion of significant tree canopy coverage as part of new parks and open space and the inclusion of a tree canopy measure in redevelopment requirements.

Income Diversity Housing

The Murray North Station includes most of Murray and Millcreek's low-rent and rental-assisted housing. While more affordable housing is needed throughout the State, concentrating all low-rent and rental-assisted housing into one area can limit the ability of the area to attract retail and other services because neighborhood household incomes are lower than average, limiting expendable income. Other possible impacts include higher neighborhood turnover rates. .

Income diversity (housing that is affordable to individuals and families with different income levels) is needed to support business and decrease vacancies.

SAFETY

To achieve the Murray North Station Area vision, area safety must improve. New investment in retail, services, and amenities as well as income-diverse housing is more likely to occur if crime rates are reduced in the area and a sense of community is created. There are several strategies that can help to address the safety issue in the neighborhood. Some of the strategies are urban design related, others are policing approaches, and others relate to city administrative policies.

The proposed approaches will not work in isolation. Safety and security in the area is a complex problem that requires a comprehensive, multi-pronged approach.

Stewardship

Addressing very real challenges and changing the perception of an area is no easy task. Recommended physical changes include adding amenities and improving the overall design quality of the buildings and streetscape. The outward perception of the area is less about physical change and more about an emotional change to an area. Stewardship, or having residents feel responsible and willing to build up their community and facilitate positive well-being, is the ultimate goal for ensuring a vibrant future for the Murray North Station.

Getting the high number of renters more involved in the neighborhood requires work. Establishing a neighborhood forum and focusing on social interactions is the first step. Encouraging the high number of renters to know their neighbors in different buildings allows for those interested in longer-term goals for the community to meet and build coalition. This particular aspect will also improve as owner-occupied housing is added to the area. After a group is set up and social connections are beginning to foster, the group can start working on projects important to them, including street calming, retaining business, spearheading neighborhood clean ups, and talking about finding solutions to other issues.

Crime Prevention Through Environmental Design (CPTED)

CPTED principles address the design of the built environment in such a way that deters crime. While this should not be the only avenue a city takes to increase the feeling of safety in an area, it can definitely help. CPTED principles revolve around 3 main areas of focus:

- **Natural surveillance and activity support:** The design of both the natural and built environment play a part in not just how the area looks, but how the interaction of these environments make the area feel. This includes an "eyes on the street" approach to create a feeling that people are watching what is happening around them.
- **Access Control:** Controlling access applies to how individuals get to the transit station as well as how visitors and residents move around within the station area. This includes evaluating street configuration, sidewalks, ingress, and egress.
- **Maintenance:** Cleanliness and upkeep preserves the intended use of the space and helps to make people feel that the area is in order.

NATURAL SURVEILLANCE AND ACTIVITY SUPPORT

Street facing storefronts are a widely implemented strategy for natural surveillance and activity support. In implementing this strategy, however, attention needs to be paid to how the store fronts and other street-facing uses are established and managed. For example, advertisements on windows block views of the street. This strategy advocates creating storefronts that are an extension of public spaces to build trust and create a more inclusive environment. "Storefront Placemaking" or benches, parklets, or attractive signage strengthens communities.

Properly maintained street trees provide both functional and aesthetic benefits to the area. Tress not only provide shade to pedestrians, but can slow vehicular traffic, and even extend the life of pavement. Trees must be properly maintained, to provide adequate visibility and create a lively environment. Unkempt trees can

be dangerous to passersby and can create negative perceptions of safety.

CPTED best practices for the Murray North Station Area include:

- Trim tree branches that are less than 6 feet from the ground, particularly along Central Avenue.
- Encourage businesses to have visible and differentiating signage identifying their business.
- Install wayfinding signage.
- Clearly define entrances with identifying elements, such as architectural enhancements, lighting, landscaping, or different pavement.
- Ensure there are clear sightlines around building entrances and exits to allow tenants to view outside before they leave the property.
- Preserve sightlines connecting the inside of buildings to parking lots and entryways.

- Encourage businesses to keep windows free of advertisements and other view inhibitors.
- Use appropriate lighting for spaces. Lighting should reduce glare and focus light onto pavement instead of up into the air. Lighting should also illuminate street names and building numbers.

ACCESS CONTROL

Isolated areas can create a sense of being closed in and unable to get away should a problem arise. Creating more points of ingress and egress helps to maintain the flow of traffic and increase visibility. Lighting is essential on dead-end streets.

Sidewalks play a vital role in pedestrian health and safety. Safe, accessible, and well-maintained sidewalks are necessary throughout the station area. Sidewalks should be a minimum of 5 feet wide to meet ADA standards though wider sidewalks are more convenient for those with mobility issues and have the added benefit of accommodating higher pedestrian volumes in business areas. Frontage zones are also recommended to provide a buffer between vehicular traffic and pedestrians and act as an area where street furniture and street art can be added to improve the walkability experience. Interrupted sidewalks, as on Fireclay (left), can be

dangerous to all pedestrians and can cause potential injury. Sidewalks should also be present on both sides of the street.

CPTED best practices in the Murray North Station Area include:

- Add sidewalks along the east side of Box Elder Street.
- Remove/relocate elements that obstruct the flow of the sidewalk.
- Improve striping along bike lanes, where needed, and keep them free of debris.
- Light new pedestrian paths as they are implemented.
- Install wayfinding to guide and direct visitors.

MAINTENANCE

Trash is prevalent in the park -and -ride lot. Litter not only negatively impacts the environment, but can make a space feel forgotten and unobserved. Mitigation tactics include neighborhood cleaning crews to provide ongoing maintenance, add trash receptacles throughout the parking lot, incorporate anti-littering signage, provide cigarette litter outlets, and provide colorful and/or covered trash receptacles.

Lighting

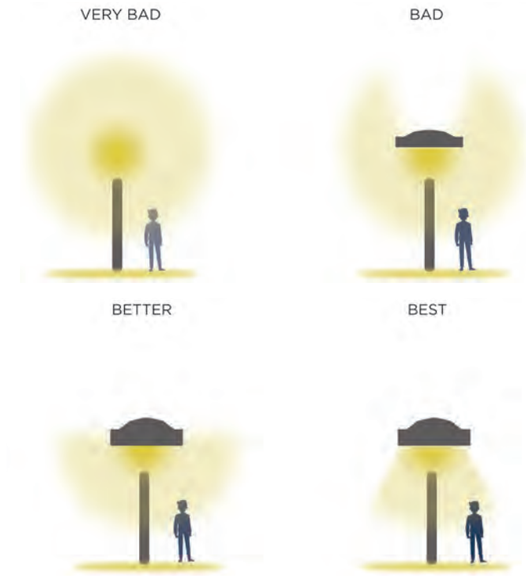
Lighting should provide adequate visibility to a space. As a mainly residential area, the site will be used during the evenings and nights. Carefully positioned lighting can significantly lessen people's fear of crime. A minimum amount of illumination should enable the recognition of a face at a distance of roughly thirty feet for an individual with normal vision.

THE CORRECT BALANCE

There is such a thing as too much lighting. Uncontrolled or reflected light that shines straight into your eyes is called glare. Bright light typically allows for better visibility but glare usually interferes with your ability to see properly and can cause visitors to miss clues signaling the area is not safe. Some vision issues can also generate glare when light enters the eye and bounces around rather than focusing.

Dark sky light fixtures help to cut off excessive light and position rays to the exact area they are required. A wattage range of 40-80 is recommended to reduce the risk of glare.

FIGURE 6.4: PROPER LIGHTING ILLUSTRATION



DISCERNING NIGHT-TIME USE

Nighttime use of a space will inform the type, placement, and intensity of lighting. Pathways that are not intended for night-time use should be fenced or not as well-lit at night to discourage use and not give a false sense of safety.

- Residential-focused retail or grocers will be used consistently in the dark hours, particularly in the wintertime. These areas will need to have consistent lighting throughout the evening and into closing.
- Industrial areas are used primarily during business hours and have fewer residents and visitors. The lighting here does not need to be as consistent as residential areas. However, pathways around the space, such as sidewalks should feel comfortable and illuminated for pedestrians.
- Main pathways to the TRAX Station should feel comfortable and illuminated. As the TRAX schedule goes well into the night-time, users should have adequate lighting to move through the station area to their residences.

Activation

The best tactic to reduce crime is to have continuous activation of a place. The consulting team analyzed services that were available in the station area and charted when the station area tends to be most activated. The services charted were:

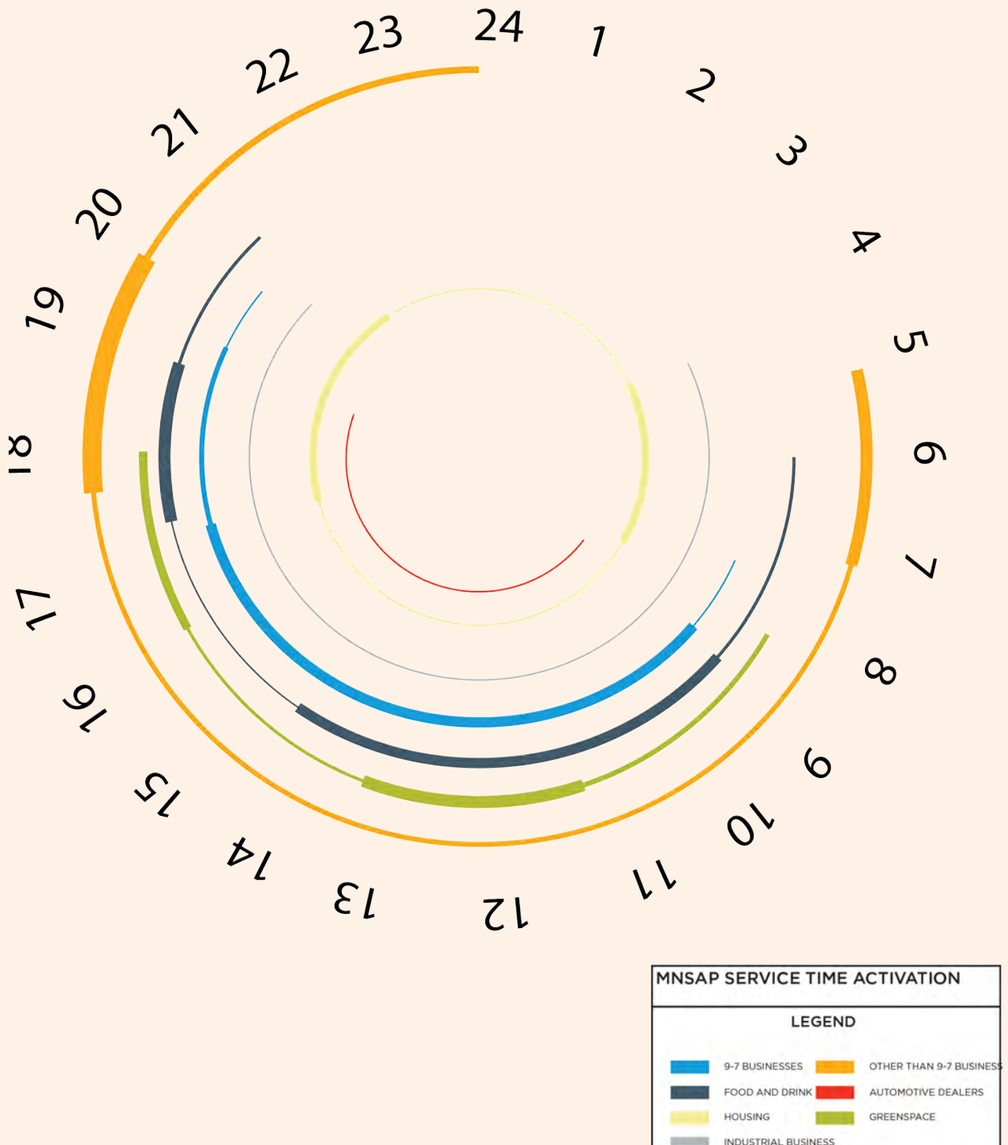
TABLE 6.1: ACTIVATION TABLE

SERVICE TYPE						
9-7 JOBS AND BUSINESSES	FOOD AND DRINK	HOUSING	INDUSTRIAL BUSINESS	OTHER THAN 9-7 BUSINESSES	AUTOMOTIVE DEALERS	GREENSPACE
Deseret Industries	Barbay Coast Saloon	Artesian	Los Martinez	The Front Climbing Gym	Dahle	Birkhill space
Agape Hair Salon	Fireclay Coffee	Depot	American Stone			Olympus space
Advance Auto Parts	Costa Vida	Avida	Storage			
The Other Side	Dominos	Brickgate	Bio Fire Defence			
O'Riley Auto Parts	Paradise Buffet	Metro	Interior Worx Countertops			
KPC Promise Hospital	Keyaki Sushi	Birkhill	JC Cabinet Painting			
Letizia Studio						
Salty Hive Crossfit						
Humane Society						
Imago Medical Spa						
9-7 activation	Lunch and dinner activation	Evenings, early morning activation	Provides little-to-no activation	Provides early morning and evening activation	Provides little-to-no activation	Daytime activation until 5 (small children oriented)

From the activation map, it is clear that there are activation gaps between 7:00 and 11:00 PM, as well as the early morning. While more services are needed throughout the station area, services are particularly needed in the following categories:

- Businesses that operate beyond a 9:00 AM to 7:00 PM schedule
- Food and drink options
- Greenspace with amenities for those over the age of 7
- Amenities and services for youth involvement
- Non-profit or community organizations

FIGURE 6.5: ACTIVATION HOURS WITHIN THE MURRAY NORTH STATION AREA



Intersection of Public Safety and Activation

The Urban Institute and ArtPlace created a document to explore the ways arts and culture can intersect with public safety. The two organizations reviewed case studies and other documents to provide a typology of activities that intersect with public safety. Cities can use one or more of these typologies as strategies to promote public safety in neighborhoods. This framework was taken and tweaked to change focus from art and public safety to intersect the neighborhood itself with public safety. For neighborhood activation to intersect with public safety, the following typologies can be deployed:

1. EMPATHY AND UNDERSTANDING

   This strategy aims to improve relationships between law enforcement and community members and promotes more effective responses for these groups to coexist.

2. LAW AND POLICY

   This typology influences justice policy and looks at bringing people exiting the justice system into serving their communities.

3. CAREER OPPORTUNITIES

   Connecting people to job opportunities helps to lift people facing poverty and discourage crime. This includes having services where people with a criminal record can face fewer barriers to employment and helping teenagers and other young people find jobs in various fields.

4. WELL-BEING

   This strategy promotes proactive health and wellness to an area through active recreation opportunities and by delivering therapeutic benefits around identity and mental health.

5. QUALITY OF PLACE

   A place that brings the community into the forefront of public spaces can change both the community's perception of self and the perception of the community by outsiders.

These typologies can be employed throughout the station planning area.

While these strategies all rely on community involvement in some form, number 5 requires a form of community participation that is relatively new in the Wasatch Front. Several Midwestern cities have employed various programs empowering youth to get involved and make changes in their community. Emulating the Making Our Own Space (MOOS) Program in Cleveland, the Territory Project in Chicago, and Juxtaposition Arts in Minneapolis, the intent is to partner with organizations to create a program where Murray North Station Area Youths can use tactical urbanism to create placemaking amenities that are usable by the larger community. By exposing young people to civic participation procedures and a variety of design occupations, the program explicitly helps them comprehend the actions and relationships needed to make meaningful changes in their community. Through this process, youth become more invested in their community and become stewards.

While these programs are usually created and implemented through a non-profit organization, cities can partner with different organizations to create a short

summer program to learn about the planning process, develop a strategy to deal with a constraint of the station area, and build and implement a solution. Possible project partners can include University of Utah, Utah State University, Utah Valley University, The Boys and Girls Club, and other educational and non-profit organizations that have a focus in either youth development or urban planning and design.

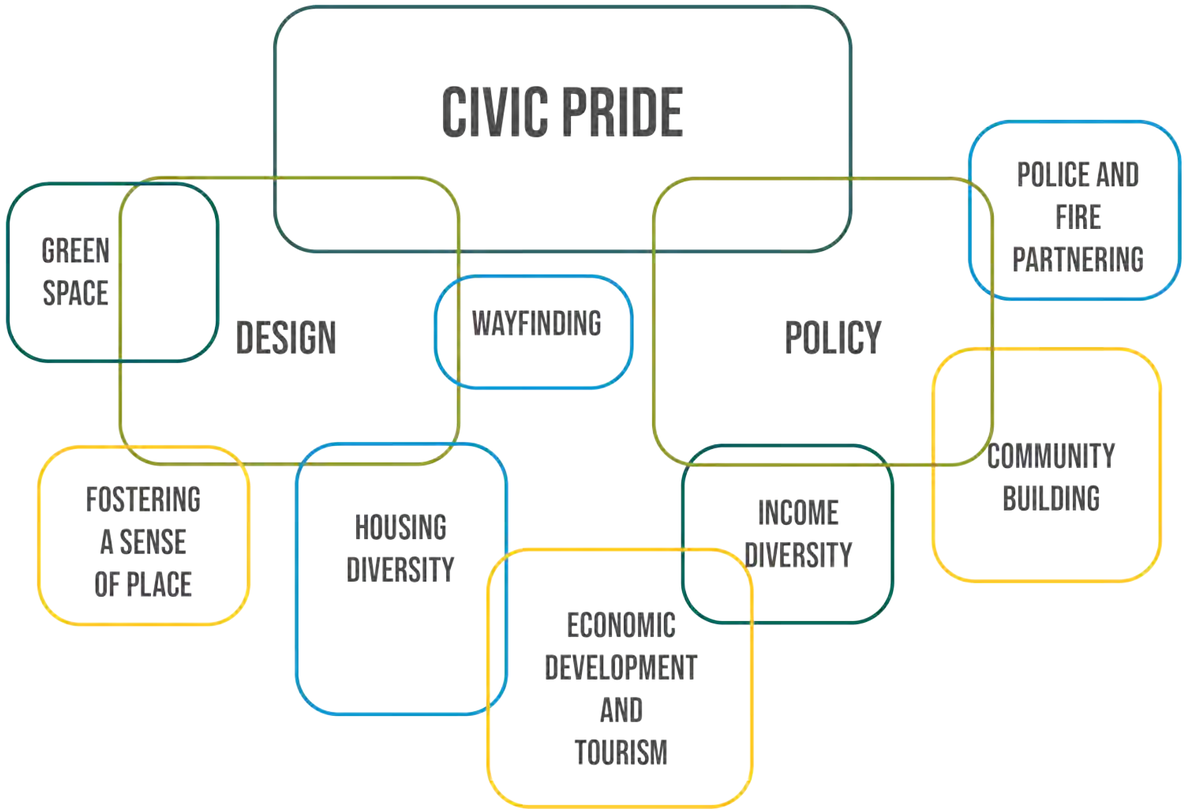


FIGURE 6.6: CIVIC PRIDE BUILDING BLOCKS

Proactive Policing

Proactive policing has proven outcomes in reducing crime in other communities around the Wasatch Front, including the Ballpark Neighborhood in Salt Lake City. Proactive policing happens when police have assigned beats and patrol an area without being called. Denser, urban areas tend to use this policing structure to show a positive police presence and help create relationships with the community. The aim is to get police out of cars and further into the neighborhood—going down alleys, dead ends, and other areas that are harder to get to with cars. Examples of proactive policing include:

- Bike patrols
- Motorcycle patrols
- Walking patrols
- Horse patrols

Parking Needs

Parking is described by stakeholders as a key part of the challenges faced by the Brickgate and Avida residential complexes. In these areas, the demand for parking is greater than the off- and on-street supply. Finding a way to add or retrofit more parking for these areas (in a way that complements the TOC character of the area) will contribute to safety and social cohesion and improve the perception of the entire station area. Below are some strategies to consider:

- Include Brickgate/Avida parking spaces as part of a redevelopment of the Atlas Roofing Corporation site (approximately 100 spaces reserved for UTA riders). These could likely be shared by residents with other users such as TRAX park-and-riders or visitors to station area destinations.
- Transform one or more of the Brickgate/Avida parking lots into parking structures.
- Designate another shared parking resource in the station area. This would likely be on the eastern side of the TRAX, so the location wouldn't be optimal.

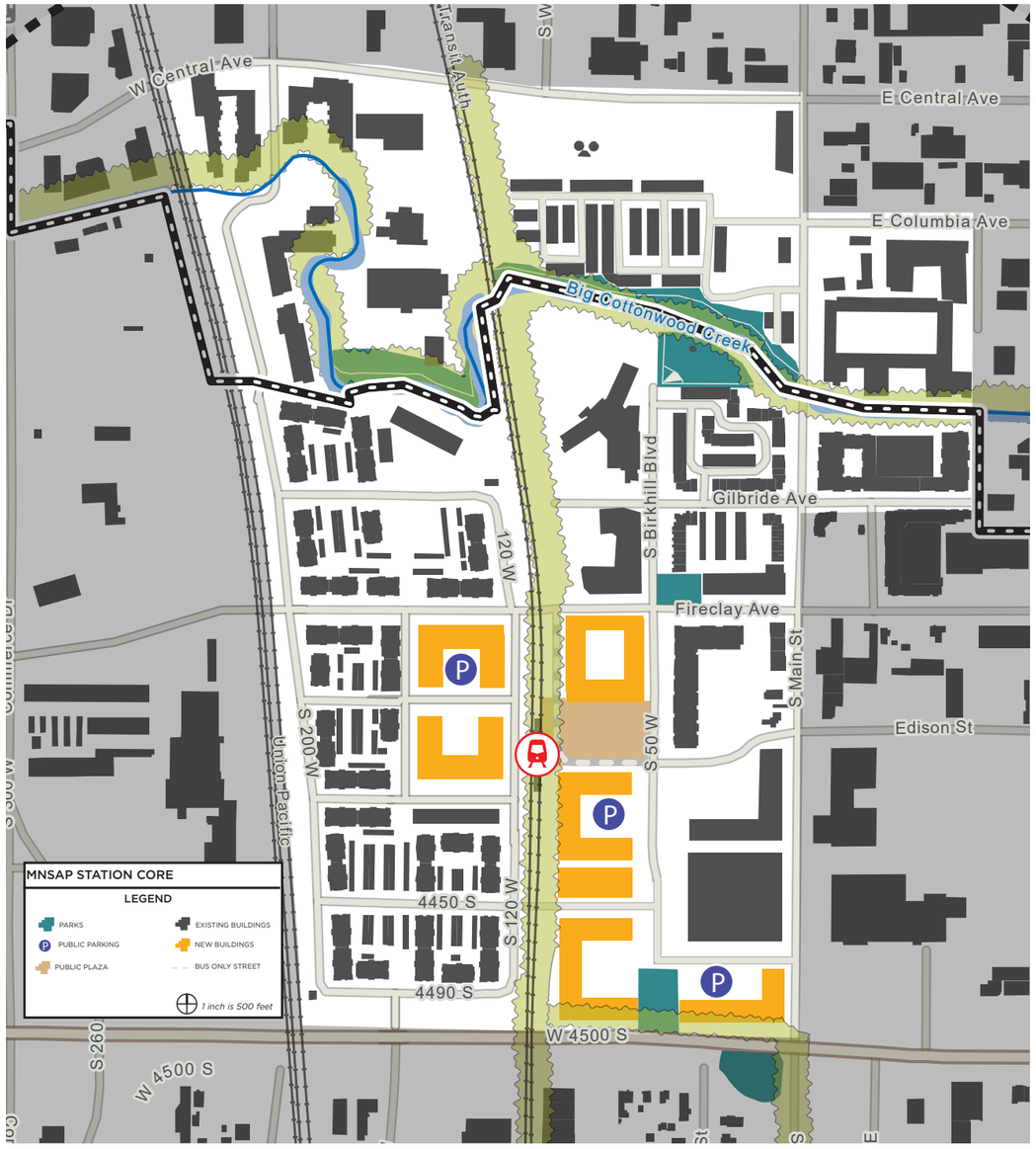
Parking demand and management are significant considerations in the Murray North Station Area. There are several stakeholders with an interest in parking capacity and management in the area including:

- UTA
- City of Murray
- Salt Lake County
- Private Developers
- Business Owners

Over the long term, the creation of a parking district to manage parking resources and needs can facilitate shared parking strategies and consolidate parking capital investments.

As the UTA Park and Ride is currently underutilized, reduction and placement of 150-200 parking stalls will be needed to be dispersed throughout the three proposed parking structures.

FIGURE 6.7: NEW PUBLIC PARKING STRUCTURES WITHIN THE STATION AREA



FUTURE LAND USE

Parks and Open Space (1%)

There are currently two parks located within the Murray North Station Area: Birkhill Park, and the park space to be dedicated as part of the Opus Green development in Millcreek. Birkhill Park is a 0.71-acre park that is privately owned, just south of Big Cottonwood Creek, and adjoined to the Birkhill at Fireclay Condominiums. The park space located at Opus Green constitutes an open space allocation of 25% of the project area (1.15-acres), which includes a pedestrian bridge across Big Cottonwood Creek, a playground, and walking trail.

- Existing Parks: 2
- Publicly Owned Open Space: 1.15-acres
- Privately Owned Open Space: 0.71-acres
- Existing creek- and rail-side trail: 1.9 acres
- Level of service: 0.59 Acres / 1,000 residents

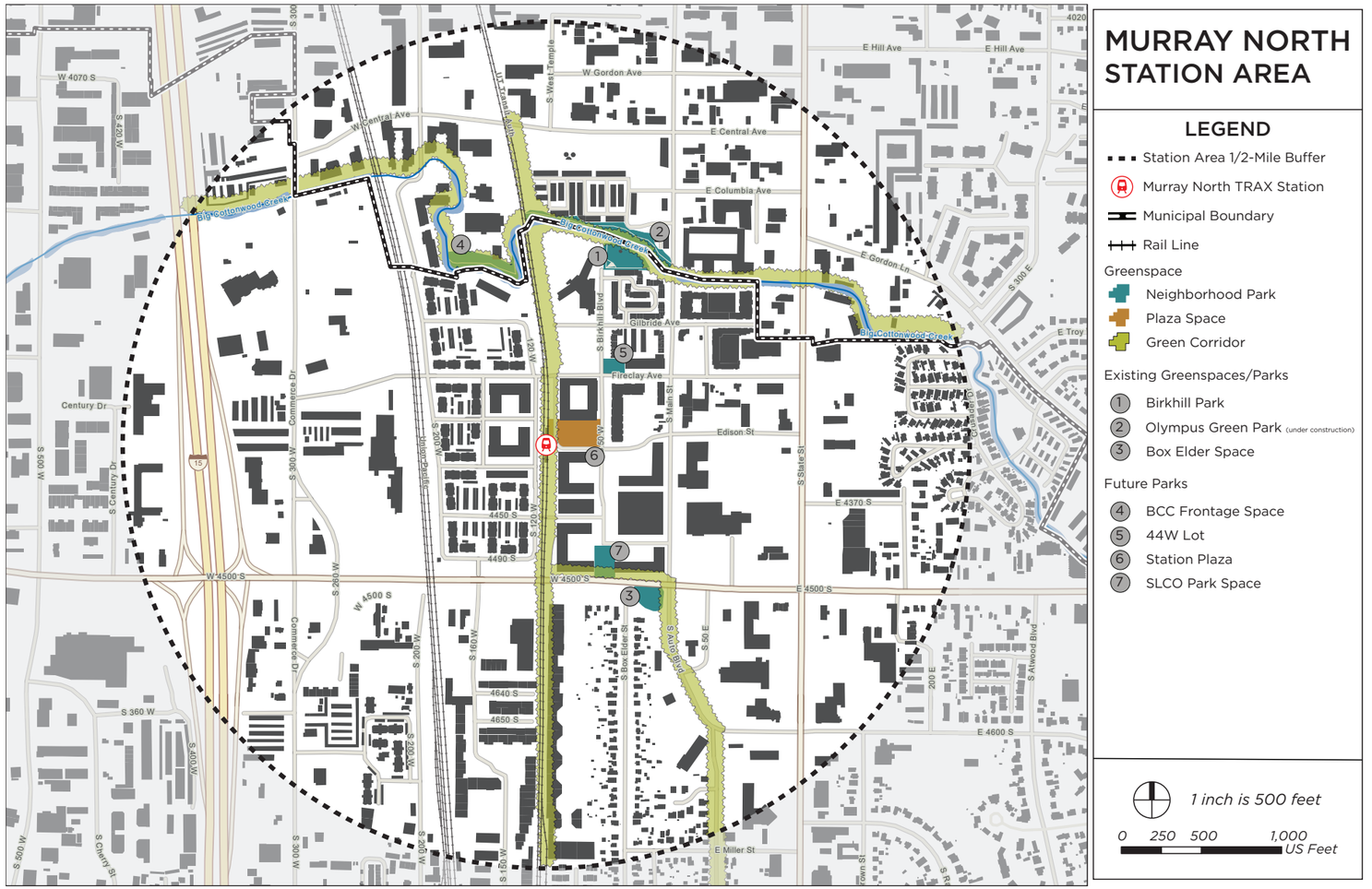
With the current population, the station area offers nearly 0.6-acres of park or open space for every 1,000 residents. The limited amount of park space is significantly less than what is observed across Murray and Millcreek on a citywide basis. Across both municipalities, an average of 4.4 park acres are offered for every 1,000 residents.

To provide more adequate access and opportunity to parks and open space throughout the station area, several future parks and open spaces have been envisioned as key elements of the future land use concept. Integrating the additional open spaces and parks throughout the future land use concept would yield an additional 28.5-acres of parks and open spaces if entirely realized. The vast majority of land contributing to the additional parks and open space calculation is incorporated through the 50-ft buffered greenway system that runs east-west along Big Cottonwood Creek, and 20-ft buffered greenway that runs north-south along the TRAX line. The fully implemented greenway system, new Birkhill and Fireclay parks, and Station Plaza would add an additional 21.8-acres of parks and open space bringing the total (including Birkhill Park) to 25.7-acres.

GREEN CORRIDOR

The Seven Greenways Vision Plan seeks to establish various greenway corridors that revitalize the creeks that connect from the Wasatch Mountains to the Jordan River. The green corridor alignment in this plan is intended to serve as a critical element of natural infrastructure throughout the station area. This plan establishes a north-south spine connection parallel to the TRAX line starting at Central Avenue, running south beyond 4500 S, which provides much needed north-south connectivity for residents and regional commuters, especially in terms of connecting to 4800 S with access to Murray Central station and Murray City Hall. As an area with limited green space and limited developable land, integrating green space activity along the Big Cottonwood Creek corridor not only takes advantage of a vital resource through preservation and beautification, but creates an off-street connection through the station area, linking open spaces to the urban framework. Design elements to be incorporated along the multi-use path include enhancements to the greenway, amenities for all ages and abilities, and small-scale parks in multifamily and mixed-use developments with connectivity along the creek. Taking advantage of creek-front property with retail and restaurant uses is ideal.

FIGURE 6.8: PROPOSED GREEN CORRIDOR AND GREEN SPACE



Commercial (35%)

Much of the envisioned commercial development within the station area is oriented along the State Street corridor, continuing to support a range of commercial types from automobile dealerships, retail shops, restaurants, office development, and additional offerings of goods and services. Other commercial nodes are strategically located at key intersections and/or near the interstate exit. As with most existing commercial land uses throughout the city, the future commercial uses within the station area shall support auto-oriented access but provide enhanced connectivity and design to better support multi-modal access. Commercial land uses presented through the future land use diagram exhibit an accretive relationship with the adjacent residential and mixed-use areas by providing proximity, connectivity, and supporting activities for residents and visitors to create additional commercial and social vibrancy. New (re)development in the area should maintain a similar scale and massing of new development along the corridor and should seek to incorporate a greater variety of commercial uses and services including office.

Future Placetype Considerations:

- **Target height:** 1-3 stories
- **Target maximum density:** FAR: 0.5
- **Character:** This area will include neighborhood commercial and retail uses, as well as employment opportunities for the adjacent and local residential neighborhoods.
- **Primary Use:** Commercial, Retail, Office
- **Prohibited Uses:** Residential
- **Challenges:** The auto-oriented nature of State Street causes conflict with connectivity to the established TOC core to the west. Establishing safe and convenient connections is paramount to the success and integration of commercial areas within the station area.
- **Opportunities:** The development surrounding this area will support new commercial and employment opportunities. These areas can serve as nodes and corridors for commercial activity and employment locations for the rapidly growing area. Connectivity to established neighborhoods should also be prioritized to promote intermixing of different neighborhoods and their residents.

Low-Density Residential (11%)

The primarily single-family neighborhoods south of 4500 South, and along the eastern boundary of the study area enhance and preserve existing affordable housing stock, establish the street grid pattern, and are important elements for neighborhood stability. The scale and density of this area should be retained with targeted redevelopment of vacant, abandoned structures with new or rehabilitated structures at a comparable scale and character to the existing housing stock. The addition of a green corridor running parallel to the TRAX line serves as a buffer between the single-family area and future mixed-use development envisioned to the west of the rail line. The existing single-family neighborhood east of State Street should be evaluated for improvements to enhance overall connectivity in the area. These connectivity improvements should include additional, pedestrian-activated State Street crossings near existing or planned bus stops.

Future Placetype Considerations:

- **Target height:** 1-3 stories
- **Target maximum density:** Small-lot single-family dwellings with a density around 10.5 units per acre or 4,000 square foot lots.
- **Character:** This area mostly consists of established single-family residential neighborhoods of varying densities. This area has a suburban feel with structure age ranging from mid-century to recent developments.
- **Primary Use:** Residential
- **Prohibited Uses:** Commercial
- **Challenges:** As infill occurs, special attention should be paid to preserving the existing single-family character within the neighborhoods and establishing strong connections between commercial and residential uses.
- **Opportunities:** There are limited opportunities for infill and new development throughout the neighborhoods. Densities, building massing, and form should be consistent with current densities and building massing and form.

Higher Density Residential (12%)

The multi-family residential areas located throughout the station area generally focused on the Murray North Station platform, as well as several properties that are appropriate or already transitioning into medium/high-density multifamily uses. The area is characterized by a mix of housing developments, generally with proximity to commercial and mixed-uses that leverage access to the TRAX line.

Redevelopment of these areas should include a variety of multifamily housing types that support the advancement of market-rate housing, moderate-income housing, units for sale, and various product types that serve the needs of existing and future residents.

Future Placetype Considerations:

- **Target height:** 6-7 stories
- **Target maximum density:** Up to 100 units per acre
- **Character:** This area supports high density development and apartment and condominium-style residential. This area currently hosts several high-density housing developments. High density development should include privately-owned open space to contribute to a higher level of service for regional parks, trails, and open space.
- **Primary Use:** Residential
- **Prohibited Uses:** Industrial
- **Challenges:** Traffic and similar impacts from increased density should be addressed by encouraging multi-modal connectivity and requirements relating to pedestrian and bicycle connections and amenities.
- **Opportunities:** These areas should be served by transit and accessible and safe pedestrian access points. Integrating open space into the public realm will enable better activation and create a sense of place.

Mixed Use (33%)

The area's current zoning supports mixed-use land uses throughout the station area, requiring mixed-use housing east of the station area and some retail frontage on the west side at key streets. Mixed-use housing should seek to reduce auto dependency and roadway congestion by locating services under housing. Retail frontage should be oriented to the public realm and sidewalk, and enhance the pedestrian environment with attractive retail frontage, landscaping, and site furniture. This higher mix of retail to housing should be concentrated around key intersections and central to the station area platform. This mixed-use building type has a lower ratio of retail space to housing units. Envisioned in these spaces are convenience amenities and possible live-work spaces.

Future Placetype Considerations:

- **Target height:** 6-7 stories maximum
- **Target maximum density:** 100 units per acre, ground floor retail/service uses, live/work units
- **Character:** These areas will function as a central activity center for the Murray North Station Area community, incorporating varying scales of retail and services. This area should prioritize connectivity for pedestrians, cyclists, and transit users moving throughout the area.
- **Primary Use:** Mixed-use, multifamily residential
- **Prohibited Uses:** Industrial
- **Challenges:** This area currently lacks green space, has minimal connectivity into the surrounding neighborhoods, and transitions directly from industrial/commercial to residential creating an abrupt commercial/residential interface.

- **Opportunities:** This area is situated to take advantage of the regional commercial gravity and commuters. These areas should be served by transit and accessible and safe pedestrian access points. Integrating open space into the public realm will enable better activation and create a sense of place.

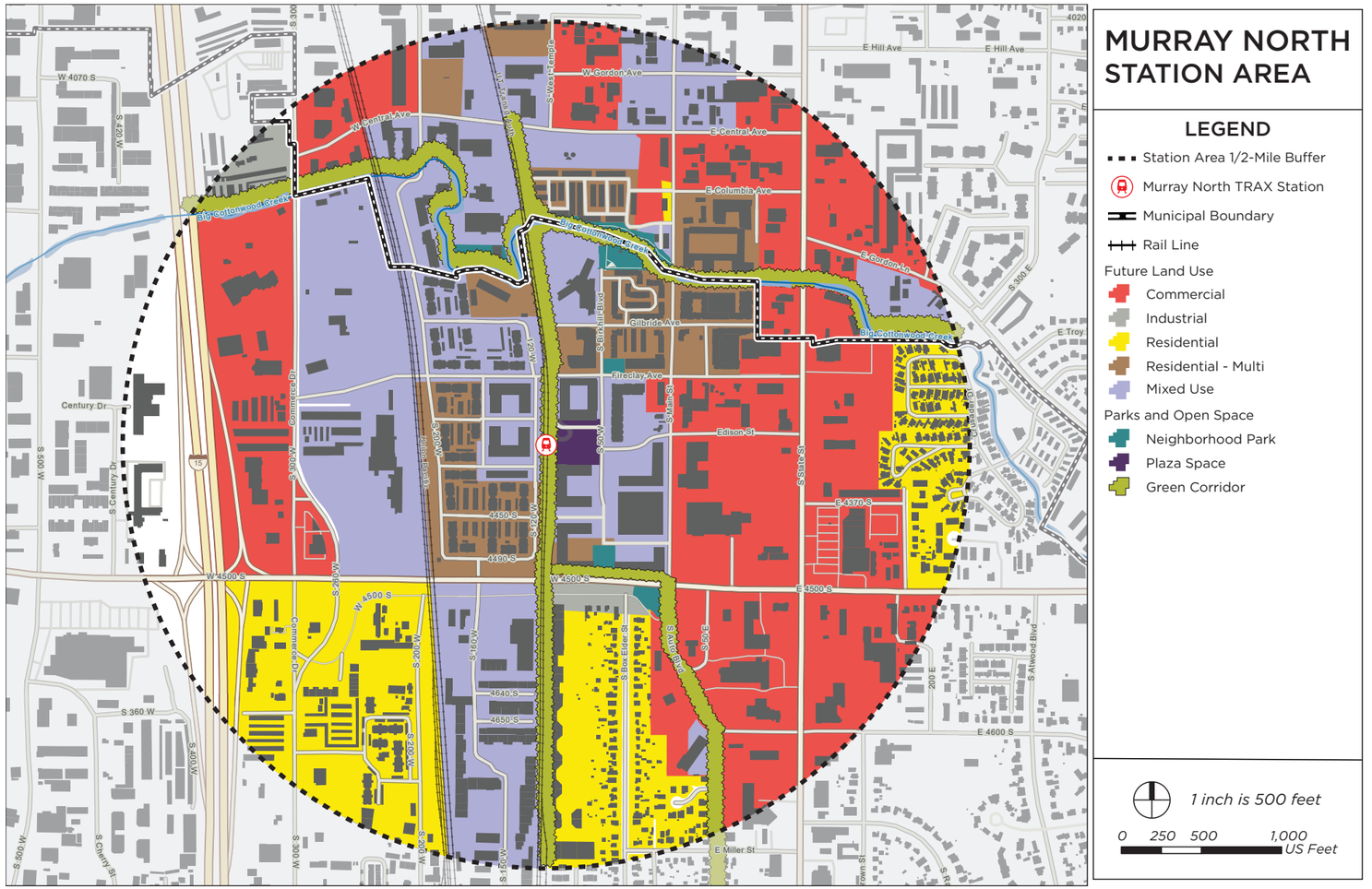
Industrial (9%)

Remaining industrial areas are primarily located along I-15 and the Union Pacific Rail Line. The area is significantly constrained by a lack of east-west connections. Enhancing connectivity within this area and to the north of 4500 S is a key consideration for this area. In addition, opportunities to add open space, public amenities, and neighborhood-serving employment should be pursued.

Future Placetype Considerations:

- **Target height:** 1-2 stories
- **Target maximum density:** FAR: 0.5
- **Character:** This area will support commercial activity, employment, and a substantial sales-tax base for the Station Area. The area should serve as a source of employment for local residents.
- **Primary Use:** Industrial, commercial, retail
- **Prohibited Uses:** Residential
- **Challenges:** This area currently lacks green space, has minimal connectivity into the surrounding neighborhoods, and is severely limited in ability to connect east-west due to both the TRAX and UP rail lines.
- **Opportunities:** This area will support commercial activity, employment, and a substantial sales-tax base for the Station Area.

FIGURE 6.9: MURRAY NORTH STATION AREA FUTURE LAND USES



Market Opportunity

RETAIL

Based on purchasing power and existing retail supply, the current unmet retail demand (gap) is estimated at more than 170,000 square feet of demand. Based on growth projections, the Study Area is anticipated to generate an additional 4,718 square feet of retail demand on an annual basis over the next five years. However, within the current context, most future retail development would likely gravitate towards State Street due to existing gravity, higher traffic counts, and the established co-tenancy of national brand retailers. Changing this context is difficult but may be accomplished by enhancing connectivity and wayfinding in the core of the station area, creating additional destinations that are accretive to the retail experience, and improving the pedestrian realm and experience.

OFFICE

The office market in Millcreek and Murray is relatively strong, with high occupancy and rental rates that are generally in line with the overall market in the Salt Lake City metropolitan area. Within the office category, the primary opportunities for the Murray North Station Area include second-floor office space in a vertical mixed-use setting and limited infill. Promoting small to moderate increments of office development within the Station Area would contribute to broader economic diversity and create stability in the Study Area. Higher incomes could also improve affordability and drive higher home prices and/or rents. Preferably, new office would be a second-floor component of high-density residential project, or it could be introduced as a first-floor flex space that can accommodate office or service retail such as real estate, title, insurance, engineering, financial technology, law, real estate, or other service-oriented businesses. The analysis indicates there is supportable demand for 5,000 square feet of office development annually.

INDUSTRIAL

The market demand for industrial space within the station area is strong due to the location near major transportation routes, including I-15 and heavy rail lines, as well as its proximity to the Salt Lake City International Airport. The station area's rich history of supporting industrial uses has been instrumental in establishing a diverse economy locally and regionally. There is currently 1.5M square feet of industrial development located within the Study Area. The analysis indicates supportable demand for 70,000 square feet of industrial development annually.

RESIDENTIAL

The residential housing demand in Millcreek and Murray has been consistently strong over the past few years. The average home sale in Millcreek was $492,380, and for Murray, it was $446,555. Both areas have seen steady increases in home values over the past year, with Millcreek experiencing a 20.9% increase and Murray experiencing a 19.6% increase in home values since September 2020.

Conversely, the median household value in the Station Area is only $206,471. In fact, 62% of home values in the Study Area are under $250,000. This is substantially lower than values in the broader Salt Lake MSA, which is likely attributed to the fact that there are few homes in the Study Area and are mostly older workforce housing. In addition, the few houses in the Study Area are surrounded by industrial uses which impacts livability and reinvestment. Accommodating additional owner-occupied housing to increase neighborhood stability and expand housing options has been identified as a desire of the community. In addition, increasing community development and investment within the Study Area can improve livability and potentially help improve conditions in the existing neighborhoods within the Study Area. Annual demand can support nearly 120 development units annually.

MULTIFAMILY

The area surrounding the Murray North Station has seen substantial development activity over the last ten years. Since 2013, there have been more than 1,500 multifamily units constructed within the Study Area. This includes Metro at Fireclay, Artesian Springs, Brickgate at Fireclay, and Birkhill on Main. With the high cost of housing and strong regional development pressure for multi-family, the context surrounding the station area will continue to drive development intrigue. This creates an opportunity to increase development standards, requiring a mix of pricing to accommodate affordability goals, ground floor commercial, percentage of open space, and other objectives that can enhance or improve the overall livability for residents and visitors. Future development should be integrated in a way that maximizes block utilization, increases parking efficiency, and contributes quality open spaces. Infill residential could be used as transitional product such as multi-story townhomes, condos, or urban residential. Analysis indicates demand for nearly 250 multifamily units to be developed on an annual basis.

Keeping density to a neighborhood or community level instead of increasing to a sub-regional hub was most important to the residents of the area. Considering this, the consultant team applied similar dwelling units per acre of the TOD area to new developments.

TABLE 6.2: POPULATION PROJECTIONS

AREA	CURRENT POPULATION	FUTURE POPULATION	CHANGE IN POPULATION
Core Area	1,175	1,441	226
Southern Area	2,986	4,679	1,693
Western Area	-	3,961	3,961
State Street Corridor Area	2,379	3,639	1,260
TOTAL	**6,541**	**13,720**	**7,179**

Source: ESRI, Urban FootPrint

Opportunity Sites

The accompanying Opportunity Sites map illustrates the resulting intersection of all the elements that create opportunity sites within the study area. The opportunity sites represent areas that have the greatest near- and long-term potential for the redevelopment that will ultimately transform the Murray North Station Area. These locations also have significant potential to have a positive impact on the area's economy. In total, there are over 220 individual parcels identified within the station area as opportunity sites, ranging from less than one-tenth of an acre to over 7-acres, totaling just over 175-acres. The majority of the identified opportunity sites are represented by industrial land uses, followed by commercial, multi-housing, and residential. The additional population resulting from the development of opportunity sites that would be accommodated through the proposed future land use distribution could total more than 13,000 residents at build out.

One major challenge faced by these opportunity sites is ownership. Wide and varied ownership exists amongst the opportunity parcels even those side by side. This affects the ease of assemblage that a developer may experience in acquiring the parcels needed for their development, oftentimes making it impossible.

Potential development and redevelopment sites were considered within the context of the following three categories:

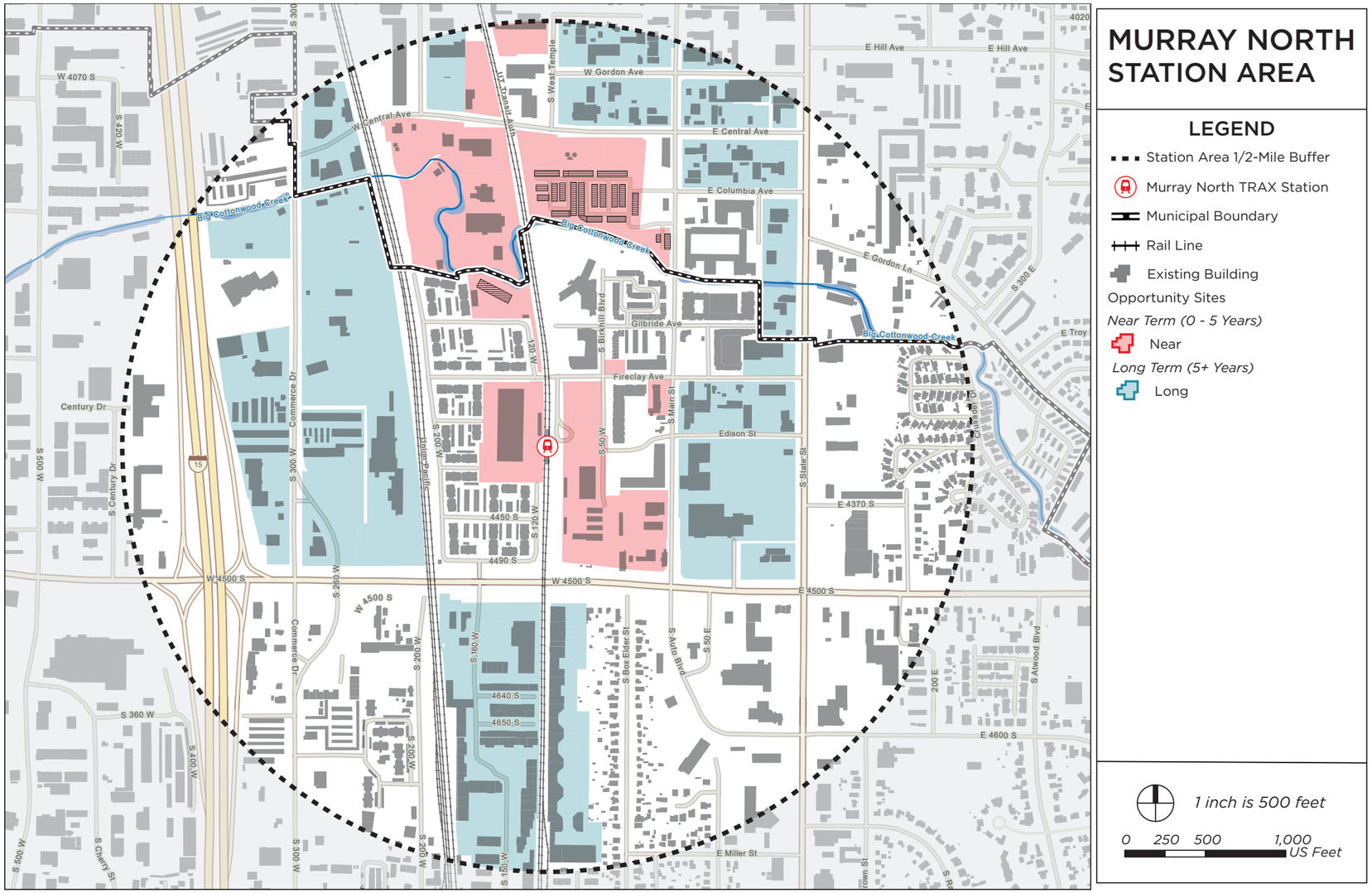
- **Redevelopment/Infill Potential**– A measure of the land-to-improvement ratio is a critical step in understanding the value of any improvements built upon a parcel. An analysis of improvement ratios through utilization of publicly available tax parcels can reveal which parcels are under-utilized from a development perspective. It may also be used as an indicator of properties that are underutilized or prime for redevelopment.
  - For example, a parcel is valued at $100,000. It is vacant land with no building or improvements, so the value of the land comprises 100% of the total value. This parcel represents a land-to-improvement ration of 1:0, resulting in a significant opportunity for redevelopment or infill.

  - A parcel is valued at $200,000. The land is valued at $100k and all improvements are also valued at $100k. Given they are equal values, this represents a 1:1 land-to-improvement ratio and a lesser opportunity for redevelopment.
  - A parcel is valued at $500,000. The land is valued at $100k with a building improvement valued at $400k. Since the improvement is valued significantly higher than the land (1:4 land-to-improvement ratio), this parcel represents a significantly lesser opportunity for redevelopment.

- **Reinvestment potential**: These areas typically represent opportunities for smaller, incremental efforts to improve existing land uses. However, some reinvestment areas may consider a similar land use,with significant redevelopment encumbering the land in the future.
- **Unlikely for redevelopment or reinvestment**: While these areas are unlikely to experience a change in use, there may still be opportunities for small-scale improvements such as sidewalk and connectivity improvements, lighting and façade updates, or incentives to encourage property owners to improve their property. These areas are typically represented by established development patterns and neighborhoods or have been recently developed.

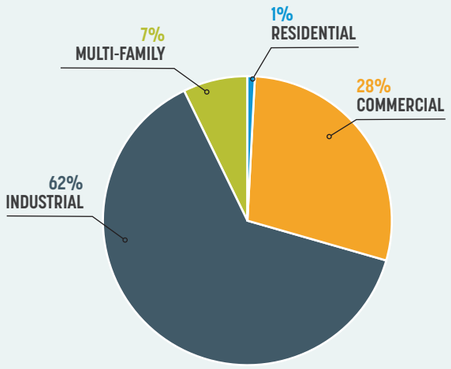
The opportunity sites identified in this plan emerged through the market analysis and are believed to possess the greatest potential for redevelopment. Short-term: Development projects will focus on establishing activity-generating commercial uses at key locations adjacent to the station that offer easy access and good visibility to support existing residents and commuters. Residential development will continue incorporating a mix of dwelling types into the neighborhood, including townhomes, multi-family residential, and mixed-use product types. Mid to Long-term: The short-term projects shall catalyze the core of the station area and expand the mixture of uses. Increased densities of daytime population from commercial uses and employment, coupled with the established and expanding residential base, will expand the appeal of the area and increase opportunities for retail and commercial uses in a mixed-use setting.

FIGURE 6.10: NEAR AND LONG=TERM OPPORTUNITY SITES



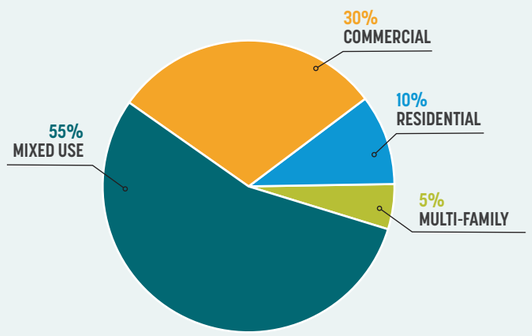
Although the implementation plan looks at the next 5 years, this plan is indented to be updated every 5 thereafter to look at how market conditions, changing demographics, and the results of the implementation plan allow for new opportunity sites to move into the short-term category. While market conditions do not allow for the State Street Corridor or the Gordon properties to be centers of gravity for the next five years, the next years could lead to that to change.

FIGURE 6.11: OPPORTUNITY SITES – CURRENT LAND USE



OPPORTUNITY SITES - CURRENT LAND USE

FIGURE 6.12: OPPORTUNITY SITES – FUTURE LAND USE



OPPORTUNITY SITES - FUTURE LAND USE

RESIDENTIAL is referred to as single family housing or townhomes

MULTIFAMILY is referred to as apartment dwellings with no commercial space

MIXED USE is referred to projects that include a combination of housing, office, retail, medical, recreational, or commercial components.

Near-Term Opportunity Sites

UTA-OWNED PROPERTIES

The UTA-owned properties concentrated on the east side of the station represent a significant opportunity to transform the station area. UTA owns approximately 8-acres (currently housing a large bus loop), an approximately 2-acre surface parking lot, a 4-acre area (housing UTA's mobility center and storage huts), and an approximately 1.6-acre area that includes a roughly 21-foot-tall berm composed of contaminated soils.

Bus Loop/Surface Parking Lot

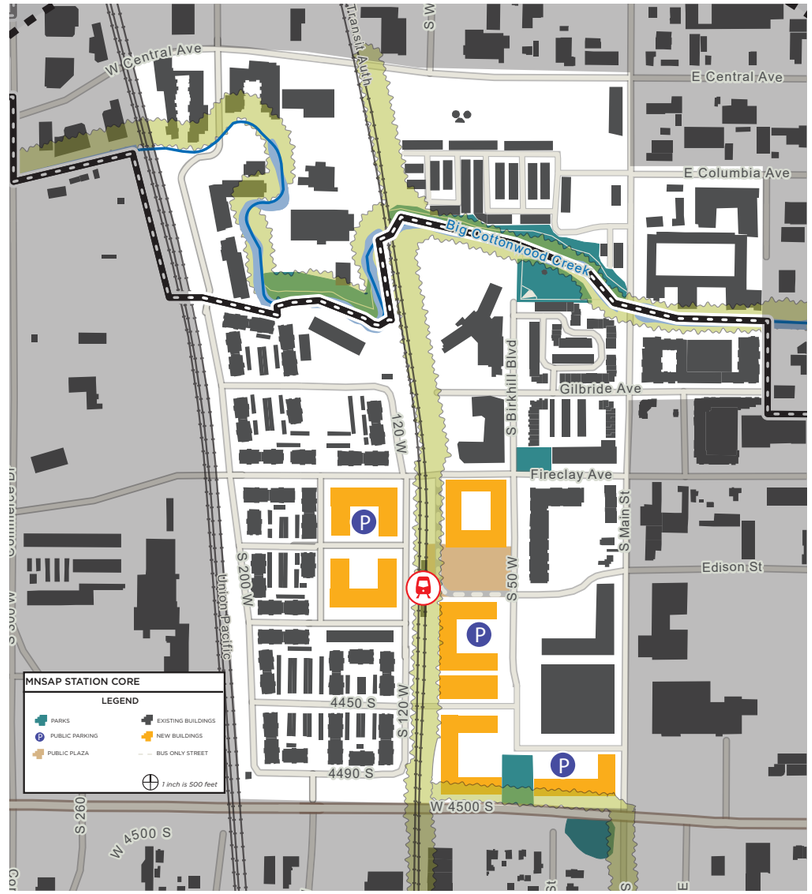
The large bus loop and surface parking lot detract from the urban form in the station area. The core of the station area would benefit from denser, more active uses in this area. The station area plan concept contemplates the following changes to the bus loop and parking lot area:

- Reconfiguration of the bus turn around to connect to 50 W via a Bus-only, shared street
- Redevelopment of the remaining bus loop and surface parking lot to include:
  - A mixed-use development site with frontage on Fireclay Avenue to include
    - Ground level retail/restaurants fronting on Fireclay and the public plaza
    - Structured parking
    - Mixed-income housing
  - An approximately 0.75-acre public plaza with green space, dining spaces, and programmable spaces
  - A community anchor with services for area families including education, children and youth activities, and community services

Mobility Center/Storage Huts

The approximately 4-acre area that currently houses the mobility center and storage huts is ideally situated for redevelopment into mixed-income housing to support the further redevelopment of the area as a transit supportive community. A portion of the 4-acre parcel is planned for the extension of Birkhill Boulevard south from Fireclay Avenue until it turns north to connect to Main Street. This new connection will facilitate the redevelopment of the remaining UTA-owned properties in the area. The most northern portion of this parcel, where it abuts the parking lot parcel, could be developed as a parking structure to serve the station, the community anchor and the envisioned new residential development to the south. The multiple interests and uses of the parking garage will allow contributions to the cost of construction from multiple project partners. Station area stakeholders including UTA, Murray City, Salt Lake County, and private developers should consider the creation of a parking district to help coordinate parking needs and spread parking infrastructure costs in the area.

FIGURE 6.13: CORE AREA CONCEPT



CONTAMINATED BERM

The ½-acre berm located adjacent to the Trax line immediately west of the UTA storage area is the site of contaminated soils. The plan envisions this area as part of the rail-adjacent trail system. The area is ideal for connecting the transit station south across a bridge at 4500 South to the southern station area. Capping with pavement is a recognized method of addressing heavy-metals contaminated soils as found within the berm and could be an option for this area. The materials in the berm would need to be processed to remove organic materials as well as construction waste. The removed materials will need to be processed, characterized and disposed of in an appropriate facility. The remaining soils can then be replaced within the footprint of the berm, compacted, and capped with the trail.

As reviewed in the Existing Conditions section, the soils within the approximate 21-foot-tall berm are contaminated with lead and arsenic. There are approximately 16,000 cubic yards of contaminated soil within the berm. The berm also contains debris like wood and other construction materials, and there is a concrete slab beneath part of it. The presence of debris within the berm affects the opportunity to compact and pave the berm in place for use as part of the rail-adjacent trail envisioned for this area.

In the Phase II Environmental Assessment completed in 2022, Terracon recommends either the “consolidation and capping” of the contaminated soils beneath paving and buildings or the removal and disposal of the soils in an appropriate facility. Removal and disposal of the contaminated soil could range from $220 to $333 per cubic yard for an estimated total cost of $3.5 to $5.3 million. “Capping” the soil beneath paved areas is generally an option when there is adequate space on the “site” as defined by the regulatory agency to place and compact the soil beneath parking lots, plazas, and buildings. This option’s cost would include handling the materials by a properly certified contractor to remove biodegradable and non-compactible materials and the grading and compaction of the soils in the identified locations.

Based on the future uses for the UTA owned property envisioned as part of this Station Area Plan, there is approximately 21,780 square feet of area that could serve as areas for relocation, consolidation, and capping the material that will remain following processing and removal of organic and construction materials.

The contaminated soil would be approximately 3.5 inches deep throughout the identified locations and covered with clean soil and landscaping or paving. The soils should be replaced within the area of the berm and covered with clean soil, landscaping, road base, and paving. To facilitate control of the contaminated soils over time a “signaling layer” or geo-fabric could be used to ensure that future excavators know when they have reached the contaminated soil. A similar solution was used at the Bingham Junction Superfund Site in Midvale, Utah.

Any option that leaves contaminated soil on site will require the identification, implementation, and operation of institutional controls. Institutional controls include zoning provisions, deed restrictions, and operational actions (such as ground water monitoring or regular inspection and confirmation of the integrity of the “capping” mechanism). The United States Environmental Protection Agency’s guidance on institutional controls is available as Appendix XX of this plan.

SALT LAKE COUNTY-OWNED PROPERTY

The former Salt Lake County Fleet Maintenance facility is on the northwest corner of the 4500 South and Main Street intersection. The 2.56-acre parcel is planned for moderate-income housing. In addition to a multifamily housing development on the site, the extension of Birkhill Boulevard as it runs east to west to connect with Main Street will be partially located on the parcel.

The former fleet facility has several environmental challenges before it can be used for housing. As reviewed in the Existing Conditions chapter, there are two underground storage tanks and contaminated soil in the first three inches of fill on the site. In the Phase II Environmental Assessment completed in 2021, Terracon recommends the removal of the underground storage tanks and the removal and disposal of the contaminated soils. Confirmation soils testing will need to be completed to confirm that remaining soil does not exceed recommended cleanup levels for residential use.

Because there is also contaminated groundwater beneath the site, institutional controls will need to be in place to prevent the use of the contaminated ground water.

The Salt Lake County-owned property is ideally located for a mixed-use development. Ground floor uses will have visibility from 4500 South allowing a broader market area than locations internal to the station area. The station area is a food desert and this location provides an opportunity to incorporate fresh food options into the neighborhood through a small format market or grocer. The site has access challenges particularly for larger trucks. Coordination with adjacent uses and future development on the UTA-owned property will be needed to ensure adequate access and parking for the envisioned use.

The site also can incorporate an approximate 0.25-acre public greenspace site to this development. The future park can be programmed with seating for those grabbing a quick bite from the grocer, a small dog run for nearby residents, and other amenities. Ball sports as programming is not advised due to the proximity to 4500 South.

FIGURE 6.14: ILLUSTRATIVE RENDERING SHOWING INTERSECTION OF MAIN ST AND 4500 SOUTH

ATLAS ROOFING SITE

This 5.4-acre site is immediately west of the station platform's location. It is currently the site of a foam manufacturing plant that is planning to relocate within the next five years. The location is currently zoned for transit-oriented development and is an ideal location for mixed-use and residential buildings. The site is surrounded to the west and south by the Brickgate Apartment complex and to the north by the Avida Apartments.

The design of any new buildings on this site can, and should, take into account CPTED principles to address some of the challenges at Brickgate and Avida. Redevelopment should:

- Create a grid within the site including the extension of 4350 and 4400 South streets to the east
- Create "eyes" on the station platform walkway that runs along the southern boundary through building placement and design
- Include pedestrian-activating uses along Fireclay Avenue
- Provide pedestrian-friendly streetscape improvements throughout
- Include publicly-accessible greenspace
- Participate in a parking district if one has been created, to ensure adequate parking for the development and an opportunity to increase foot traffic in the area by providing structured parking for the station and other adjacent users
- Participate in the city's Good Landlord Program, if one has been created, to ensure best leasing and property maintenance practices

44 W FIRECLAY LOT

This lot, located on the intersection of 50 W and Fireclay Avenue, is a 0.14 vacant lot surrounded by townhomes to the north and condominiums with ground floor commercial to the east. This small lot provides an opportunity to expand the green/park space in the station area. Because of its proximity to Birkhill Park, this space has the opportunity to provide amenities that cater to an older age range.

Note: Assumptions are based upon similar projects and use assumed, blended property and sales tax rates. Results are subject to change and limited to the amount of actual future development that occurs. Future development could be affected by changing market conditions, entitlements, availability of infrastructure, and other uncontrollable or unforeseen event

The lot is large enough to comfortably accommodate four regulation pickleball courts with additional greenspace for lounging or other amenities. After a recommendation for the Murray RDA to purchase this lot, a master planning process should take place to program the future park.

Opportunity Site Implications

The proposed concept creates the framework for a development program that generates $2.16B in taxable property value by year 2042 and $3.96B in taxable property value at build-out. Based upon local tax rates, the project would generate an average of $12.5M in annual net new fiscal benefits from property tax to the cities of Murray and Millcreek, Salt Lake County, and other local taxing entities in the first 20 years, which represents a total of $21.3M in the first five years, $72.6M in the first ten years, and $250.3M in the first 20 years.

The proposed retail absorption of this development program would produce $3.0M in retail sales annually resulting in $220K in sales tax generated annually. Additionally, the proposed commercial development would create an estimated annual average of $31.5M in gross sales annually in the first 20 years which equates to an additional $3.3M in total sales tax in the first five years, $12.1M in total sales tax over the first ten years, and $46.3M in total sales tax over the first 20 years.

TABLE 6.3: OPPORTUNITY SITES – POTENTIAL DEVELOPMENT PROGRAM PROPERTY TAX IMPLICATIONS

PROPERTY TAX	
Blended Property Tax Rate (Murray & Millcreek)	0.0103325
Annual Property Tax in Year 1	$1,422,297
Total Property Tax Over 5 Years	$21,334,451
Total Property Tax Over 10 Years	$72,572,397
Total Property Tax Over 20 Years	$250,312,798

TABLE 6.4: OPPORTUNITY SITES – POTENTIAL DEVELOPMENT PROGRAM SALES TAX IMPLICATIONS

SALES TAX		
Annual Gross Sales in Year 1		$3,000,000
Annual State Sales Tax	4.85%	$145,500
Annual Local Sales Tax	1.00%	$30,000
Annual County Sales Tax	0.25%	$7,500
Annual Other Sales Tax	1.25%	$37,500
Annual Blended Total Sales Tax in Year 1	7.35%	$220,500
Total Sales Tax Over 5 Years		$3,307,500
Total Sales Tax Over 10 Years		$12,127,500
Total Sales Tax Over 20 Years		$46,305,000

TABLE 6.5: OPPORTUNITY SITES – POTENTIAL DEVELOPMENT PROGRAM

	OFFICE		COMMERCIAL		INDUSTRIAL		RESIDENTIAL - MULTI		RESIDENTIAL		SUMMARY		DENSITY
	Sq. Ft.	Employees	Sq. Ft.	Employees	Sq. Ft.	Employees	Units	Residents	Units	Residents	Residential Units Total	Residents Total	Du/Ac
5-Year	25,000	88	50,000	40	75,000	155	1,240	2,356	590	2,006	1,830	4,362	10.46
20-Year	100,000	351	200,000	160	300,000	619	4,960	9,424	625	2,125	5,585	11,549	31.91
Build-Out	859,506	3,016	1,604,432	1,284	444,763	917	8,345	15,856	625	2,125	8,970	17,981	51.26

Continue and Refine the Cities' Approaches to Parking for New Land Uses

While the focus of a transit-oriented community should be on walking, biking, and riding transit, the TOC's approach to parking motor vehicles often also heavily influences success. By and large, the cities' approach to parking and individual developments appears to be working. A study of off- and on-street parking utilization by existing multifamily residential projects showed that most of the newer residential buildings in the TOC core currently have a high level of occupancy, without overflowing demand. Many buildings have a range of bundled and unbundled options and on-street parking does not appear to be overly stressed by residents and their visitors.

There have been some areas with parking challenges, specifically the Brickgate/Avida residential area between the two sets of rail tracks. These areas show a clear undersupply of parking, with both off-street and on-street supplies stressed as a result. These parking challenges dominate the "brand" of the station area TOC.

The Plan recommends that Murray and Millcreek cities continue on their current parking trajectories with some considerations for evolution and addressing of the Brickgate/Avida parking challenges.

- Seek additional parking for the Brickgate/Avida area. The Plan recommends that the Atlas Roofing Corporation site could integrate this parking which could be shared with other, daytime users like transit passengers and visitors to the recommended destination anchor use.
- Pursue shared parking opportunities. As land uses complementary to the station area's housing are built, such as employment, retail, and recreation destinations, opportunities for people parking at different times to share the same spaces will emerge.
- Include consideration of on-street parking as part of future development requirements and monitor how it is being used.
- Encourage developments to provide a range of parking options for residents, employees, and visitors. Ownership and use of cars will continue to vary for those living in, working in, and visiting the station area.
- Keep parking ratios as they are in the current code.
- Continue to hide parking away from streets and pedestrian areas, typically in the centers of the blocks.

CONNECTIVITY

The primary goal for transportation in the Murray North Station Area is to increase connectivity. This is true generally in station areas where a common goal is to connect people and transit routes to the station and to make the area more walkable. Thsi is particularly important in Murray North, where major barriers inhibit movement in, out, and through the station area. These fall into a series of themes:

- Extend the Transit-Oriented Community (TOC) street network
- Cross major barriers
- Create trail spines both north-south and east-west
- Increase multimodal station access
- Improve the pedestrian realm
- Make additional bike connections
- Make connecting transit improvements

Extend the Transit-Oriented Community (TOC) Street Network

The first wave of transit-oriented development in the Murray North Station Area established the beginning of a walkable street network. This investment transformed much of a largely industrial and large-format commercial street network into a connected system of small blocks and walkable streets. As the station area continues to develop, the most fundamental goals for connectivity are to complete this network within the core area and to cross the major barriers surrounding the core to extend this street network into future redeveloped TOC areas.

The figures below illustrate the core Murray North Station Area after the construction of the station but before any of the new TOC projects, compared to the street network now. The comparison makes the transformation of the area clear, especially the creation of a connected network of small blocks. Instrumental in this transformation were the Fireclay Transportation Master Plan and the Fireclay TOD Design Standards which set the template for the street network and walkable streetscape present in many places alongside TOC development projects today.

FIGURES 6.15: (LEFT) - MURRAY NORTH CORE IN 2002
(RIGHT) - MURRAY NORTH CORE IN 2023

This Plan continues the template set by these plans and responds to remaining challenges or issues that have emerged. It does this by refining the guidance of the Fireclay Transportation plan, adding detail to established ideas within today's context, proposing some new ideas, and adding specificity about how to overcome the remaining barriers.

PRESERVE AND EXTEND THE CONNECTED AND FINE-GRAINED TOC BLOCK PATTERN

Streets such as Main Street, Fireclay Avenue, Birkhill Boulevard, Edison Street, and Gilbride Avenue comprise a good block pattern for a TOC. The blocks among these streets are an ideal size for walking while still containing feasible development sites. The block between Main, Birkhill, Fireclay, and Gilbride, for example, is approximately 300 feet by 380 feet. In some places, trails form segments of this network. This street and pathway network should be preserved, and enhanced where there are opportunities.

New development should also extend the block pattern. While the street grid will necessarily be irregular, this is roughly the size of block that should be carved out of future redevelopment areas in the station area to extend this walkable street network into near-term and long-term redevelopment opportunities.

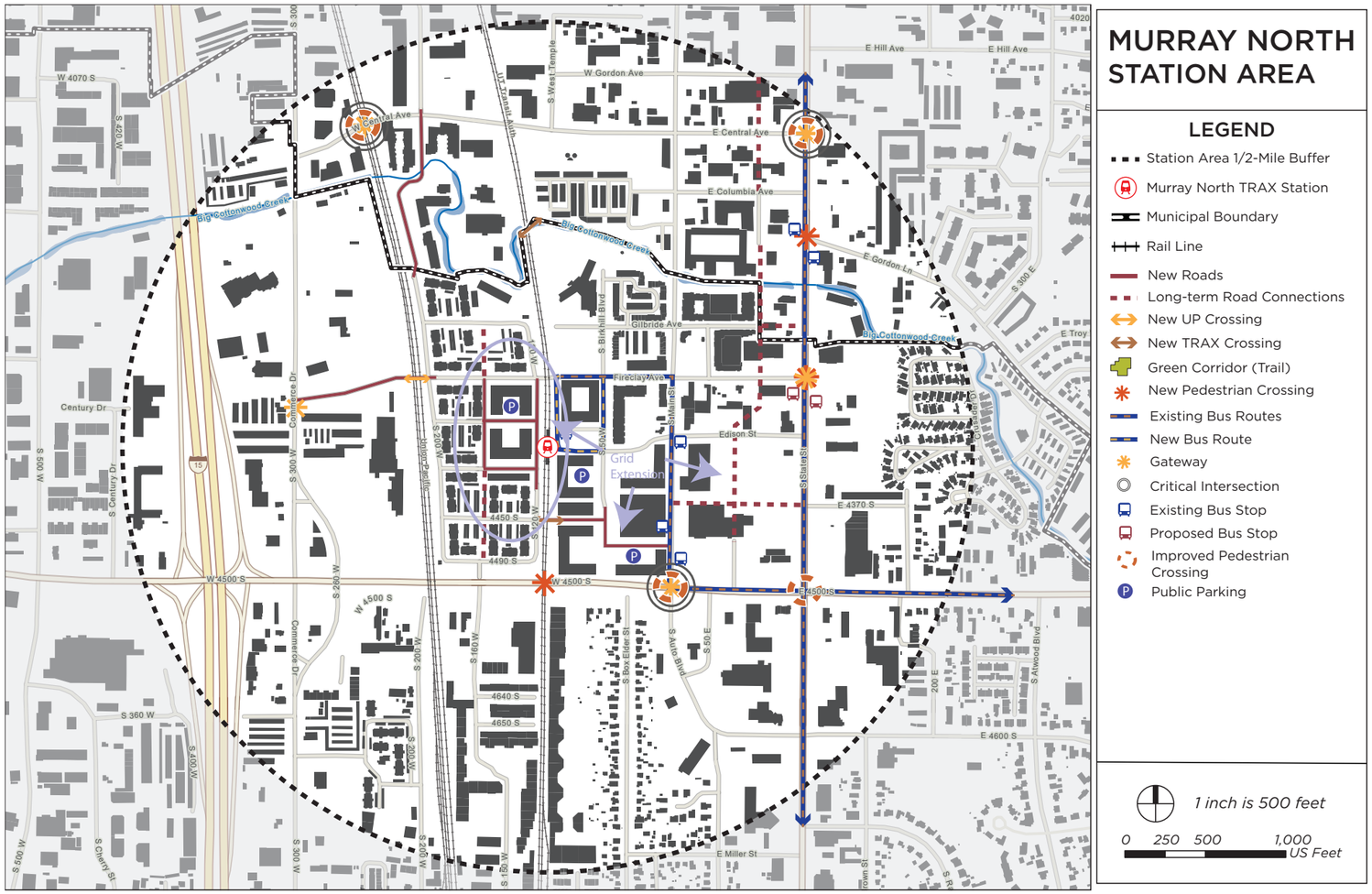
DESIGN OF NEW STREETS

The design of new local-level streets in the station area should reflect the best features of the established TOC streets, found on stretches of Birkhill Boulevard, Fireclay Avenue, and Gilbride Avenue.

These features include:

- A significant portion of the cross-section width (even half or more in some cases) is dedicated to pedestrian space.
- Wide pedestrian realm on both sides: 20 feet minimum and up to 25 feet
- The through zone of sidewalks should be 8 feet minimum.
- Street trees – either in grates or in drought-tolerant landscaped areas
- Street furniture – seating, signage, and pedestrian-scale lighting, in accordance with the Fireclay TOD Design Standards
- On-street parking (likely parallel in most cases) alternating with curb extension bulb-outs at intersections, important or marked mid-block pedestrian crossing locations, and other locations where an extension of the pedestrian realm is desired

FIGURE 6.16: BLOCK PATTERN EXPANSION



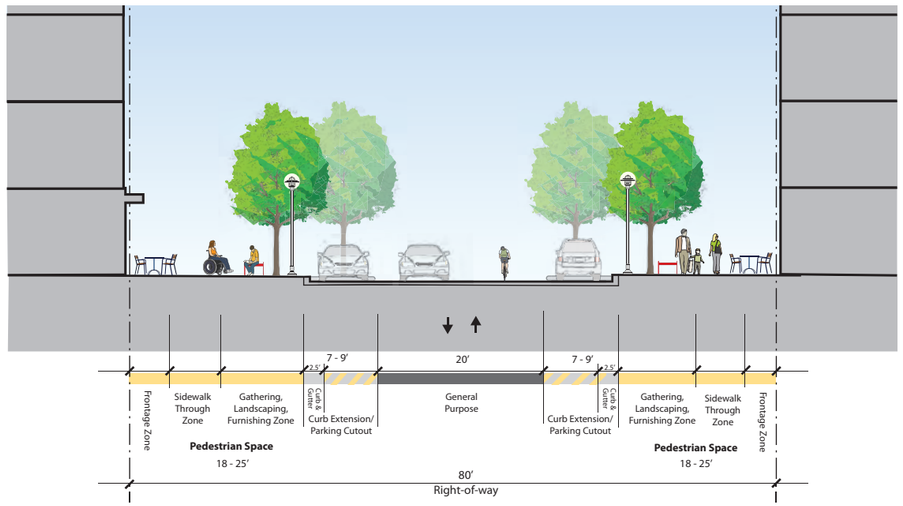
- Features that keep traffic moving slowly – narrow roadways, roadway lane constrictions, lateral shifts, and small traffic circles
- A high-quality relationship to adjacent land uses, emphasizing pedestrian access and transition spaces ("yards")

The Fireclay Master Transportation Plan laid out a series of street types, many of which have been implemented on new streets in the district. Generally, the directive of this typology should be continued. However, most new street opportunities in the area will fall into the No. 5 Residential Street Type. The proposed "New Local Street" profile shows how the guidelines for this type can be updated for future local-level, mixed-use streets, combining the most successful features of Fireclay area streets. In this update, the right-of-way is increased to 80 feet, generally widening the pedestrian space and narrowing the vehicular space. The Fireclay Transportation Master Plan's guidance for alleys, trails, and paseos should especially be continued.

As a new alternative for some especially low-traffic volume street segments, a "woonerf" shared street design could be considered, which would create an even more walkable, slower environment. A proposed profile is shown as "New Shared Street. An example of an application would be a segment of new street on the UTA site with highly activated ground floor uses (i.e. retail, restaurant, or residential front doors/stoops) for a shared street segment like this. Motor vehicles would be allowed but would be treated as "guests" and the space would be primarily oriented to people walking, gathering, dining, playing, or bicycling/scooting/skating slowly.

The new streets need to conform to fire code, and so must preserve 20 feet of roadway width everywhere. Aerial access to structures will be necessary along many stretches of new and reconfigured streets, requiring a minimum 26-foot-width for ladder trucks to set up. The Plan recommends this access be incorporated strategically—integrated at the district's frequently spaced intersections and in parking pockets along each street. The "New Local Street" concept shows how these requirements should be incorporated.

FIGURE 6.17: PROPOSED CROSS SECTION OF NEW STREETS



New Local Street
Proposed Cross Section

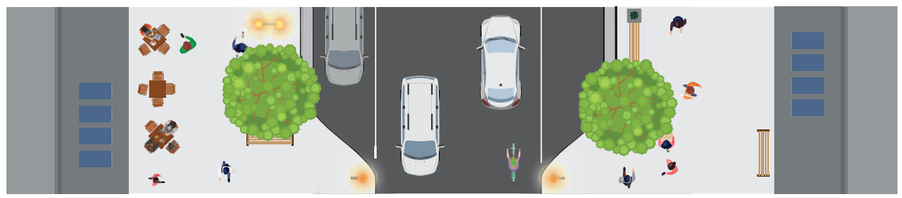
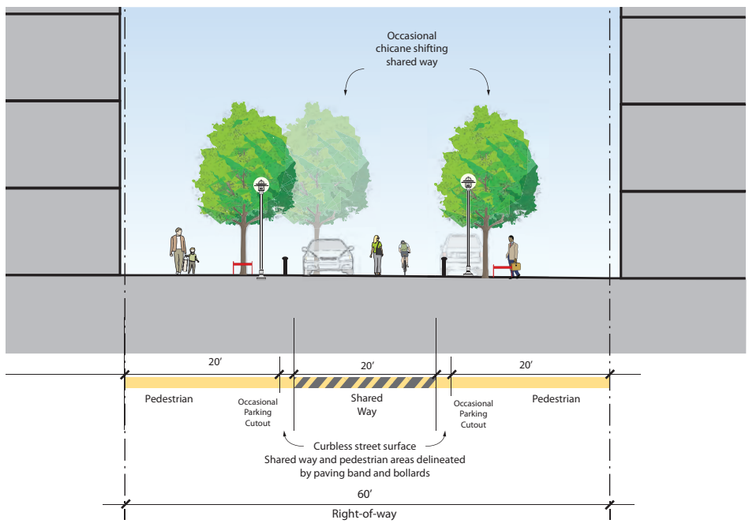


FIGURE 6.18: PROPOSED CROSS SECTION OF A NEW SHARED STREET



New Shared Street
Proposed Cross Section

"WOONERF" EXAMPLE OF A SHARED STREET

NEAR-TERM CONNECTIONS: PAIR WITH NEAR-TERM TOC OPPORTUNITIES

The station area has several properties immediately adjacent to the established TOC area owned by public entities, for sale, or entitled for development.

Within these sites, there are a few key street connections to make, some of which have already been included in established local transportation plans:

Birkhill Boulevard to the south: As part of a redevelopment of the UTA land southeast of the station, Birkhill Boulevard will extend to the south and turn east to intersect with Main Street.

Brick Oven Way to the north: As part of the redevelopment of the area north of Big Cottonwood Creek, Brick Oven Way will extend to the north from the Avida area, parallel to the Union Pacific rail tracks, to intersect with Central Avenue.

4450 South to the east; TRAX crossing south of station: An opportunity to improve the street network in the opportunity site southeast of the station is to connect 4450 South across the TRAX line to Birkhill Boulevard. This connection will ideally include a crossing of the TRAX rail tracks to connect with 4450 South in the current Brickgate area. Evaluation of this opportunity for an at-grade crossing will be challenging and will need special safety features at the crossing. However, this connection would better integrate the Brickgate development into the overall TOC area and increase connectivity, redundancy, and resiliency throughout the station area, for all modes. Otherwise, there is a very long stretch of TRAX that becomes a barrier between the 4500 South frontage road and Fireclay Avenue.

Each of these street connections should be planned and designed along the lines of the concept and features described above for new local streets.

LONG-TERM CONNECTIONS

Outside of the core of the station area, there are several potential development sites that the Plan assesses as long-term redevelopment opportunities. These lie between Main Street and State Street; north of Central Avenue; and west of the Union Pacific tracks (likely needing the Fireclay Avenue extension to the west). They also include industrial areas south of 4500 South and even, in the long term, the Brickgate/Avida area. An essential component of redevelopment of these areas is a set of new streets that extend the TOC small block network. Like the near-term street connections, in general these streets should follow the block pattern and street design guidelines above. The following discusses considerations for new streets in some of these specific long-term areas:

- **Area between State and Main Streets:** This area currently has some transit-oriented development but most of the area belongs to the motor vehicle-oriented commercial uses along State Street. Much of this area is just a few very large blocks with some dead-end streets such as Artesian Well Lane. If these areas are redeveloped, the Plan envisions a consistent north-south street between State and Main Street, similar to Major Street between Main and State Streets further to the north in Salt Lake Valley. In addition, if the current Deseret Industries property redevelops, the Plan envisions a new street link running through the site between Main Street to State Street, helping to create the small block pattern that exists in the core of the station area.
- **Brickgate/Avida area:** If this area redevelops in the longterm, the street network should be completed through the area and, if the Atlas Roofing Corporation property is redeveloped, connect to the streets in that property to form a small-block grid, similar to the east side of the TRAX tracks. The key improvement would be a north-south street running between Brick Oven Way and 120 West.
- **160/150 West:** Improving this corridor, currently privately owned, for active transportation could be a good alternative to the envisioned TRAX trail south

of the core Station Area. The street is a direct extension of the 150 West bridge from the Brickgate area. Especially if land uses begin to transition away from industrial, it will make sense for the City to purchase the street and invest in improvements for walking and bicycling. The Plan, however, identifies Box Elder and Hanauer Streets as the higher-priority opportunities for making this connection due to their existing residential land use.

Crossing Major Barriers

Major barriers are one of the station area's largest challenges. The large roadways of State Street and 4500 South, the UP and TRAX rail tracks, Big Cottonwood Creek, and even I-15, form physical and psychological barriers to accessing the area and linking it to surrounding neighborhoods and activity centers. While these features pose barriers for all modes, the most critical are active transportation modes, especially walking.

Following are the most relevant and significant barriers and the Plan's recommended strategies to overcome them.

CROSSING 4500 SOUTH

4500 South is a major State Route arterial roadway running along the southern edge of the core of the station area,. Much of it is in a trench, below grade which forms a physical moat between the station area core and the central neighborhoods and historic downtown of Murray to the south. The two relevant existing crossings of the street are Main Street and State Street. The Plan proposes an additional pedestrian crossing. All are discussed below.

MAIN STREET / 4500 SOUTH IMPROVEMENTS

This is the most practical crossing of 4500 South to improve in the near term. Main Street is the station area's most important north-south multimodal street corridor and although Main Street becomes Auto Boulevard at 4500 South and swings east to State Street, travelers heading southbound can connect to downtown Murray via Box Elder Street or, if a short connection is made in the future, Hanauer Street. Crossing improvements for the Main Street/4500 South intersection will be important to make a safe physical and psychological connection between the station area core and the historic core of Murray.

Recommended improvements include:

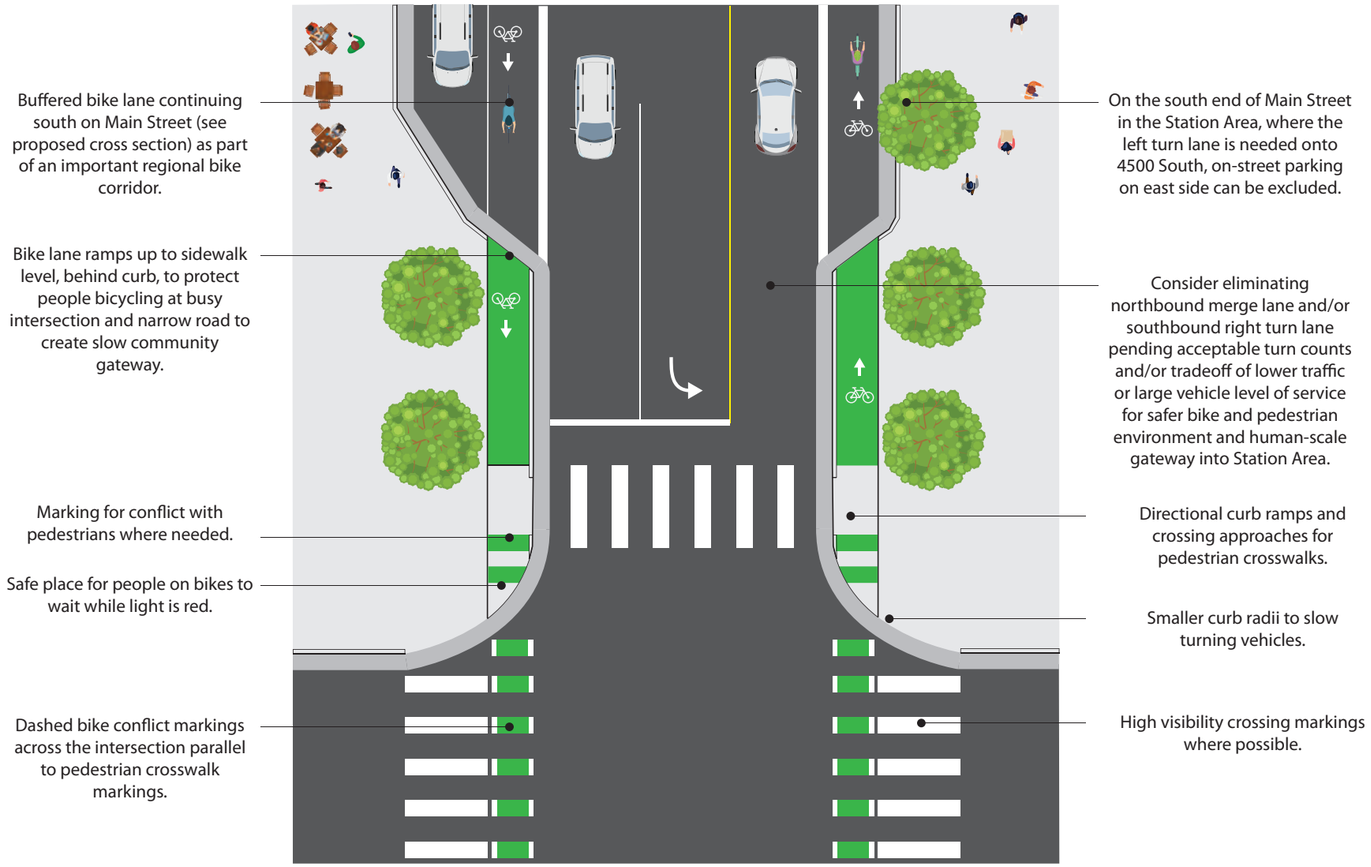
- Smaller curb radii at all four corners that balance needs of trucks with pedestrians
- Leading pedestrian interval signals
- Dashed green bike lane markings across 4500 South
- Curb extensions across Main Street
- High visibility crosswalk markings across 4500 South
- Narrowing of lanes to create the opportunity for either curb extensions into 4500 South or a median pedestrian refuge island

These improvements will need to be coordinated and refined between Murray City and UDOT Region Two.

STATE STREET / 4500 SOUTH IMPROVEMENTS

As a critical junction of state highways, the State Street/4500 South intersection will be difficult to improve significantly for pedestrians. Some of the recommendations listed above could be considered for this intersection as well, but the priority for vehicular traffic and maxing out of the roadway space for vehicle lanes leave little room for significant pedestrian improvements. However, if some combination of shoulder space, lane width, and turn lane elimination could be found, median refuges on the crossing of either direction could make a substantial difference.

FIGURE 6.19: PROPOSED MAIN STREET/4500 SOUTH IMPROVEMENTS



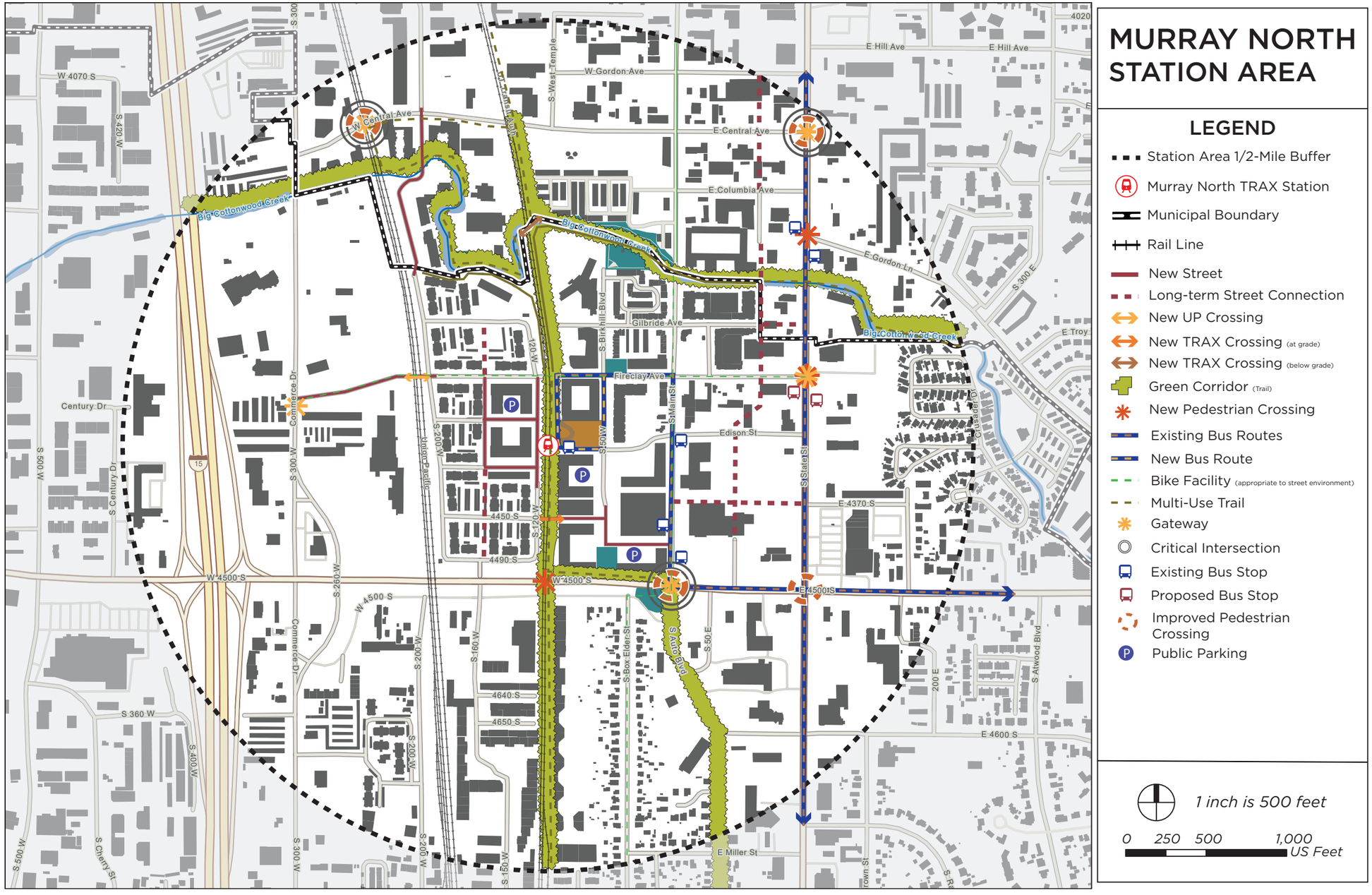


FIGURE 6.20: MURRAY NORTH STATION AREA FUTURE CONNECTIVITY DIAGRAM

NEW PEDESTRIAN BRIDGE / OPEN SPACE ALONGSIDE TRAX

To provide a high-quality link across 4500 South, the Plan envisions a new pedestrian bridge extending the proposed north-south greenway trail southward from the station core. This bridge takes advantage of the "trench" nature of the current 4500 South configuration. The supports of the bridge already exist, only the bridge itself is needed. Because of this advantage, and the overall vision for the greenway, the Plan envisions this bridge being wider and including plaza/open space in addition to a pathway—a mini "lid" over the roadway reinforcing a physical and psychological connection to downtown Murray.

This connection could be constructed in a few different ways 1) as an extension of the existing TRAX bridge structure; or 2) as a separate structure, likely to the west, where clearance over 4500 South below is higher. Sight distance to the signal at Main Street should be considered when determining the bridge's location.

160 WEST

This connection currently connects land uses are not complimentary. As this area redevelops in the future, or a greenway connection cannot be made at the intended sections, an alternative greenway connection can be explored on 160 West.

STATE STREET

State Street runs through the eastern end of the station area. The street connectivity to the east is challenging. But there is nearly a full mile (.85 mile) between 3900 South and 4500 South without a crossing of State Street. This plan proposes two new crossings of State Street in conjunction with new and improved UTA bus stops at Gordon Lane and Fireclay Avenue.

Gordon Lane provides the best access from the east, while Fireclay Avenue is planned to be the station area's primary east-west corridor, with planned extensions to the west, passing under the UP tracks.

Each crossing would likely need to include a pedestrian hybrid beacon (PHB) that stops traffic with a red light, allowing pedestrians and other active transportation users to cross. A median refuge island, ideally landscaped along the lines of other State Street crossings, should also be considered.

UNION PACIFIC RAIL LINE

The Union Pacific (UP) rail tracks form a barrier to the west separating the core station area from potential redevelopment sites along the 300 West corridor, as well as bus transit and active transportation connections.

FUTURE FIRECLAY CONNECTION

In 2006, Murray City evaluated three options to extend Fireclay Avenue to 300 West. The preferred option was to take Fireclay under the UP rail. However, the study determined that, to do this, Fireclay must be lowered by about 16 feet and that transition would need to extend approximately 500 feet to the east. The cost estimate for the bridge in 2008 was about $25 million. The City estimates that the cost to do this in 2030 would exceed $100 million. In addition, the lowering of the street would cause major disruption to the neighborhood and decrease connectivity in other ways.

The Plan nevertheless recommends including a grade-separated connection under or over the U.P. tracks in the future. It would likely need to be part of a larger redevelopment of the area. But if other opportunities arise, it should be noted that this is a major priority for the area. This connection between the station area and 300 West creates broad value for the area by improving street connectivity, improving access for those coming from I-15, increasing public safety access, and minimizing the island effect for the apartments on the west side of the station.

BIG COTTONWOOD CONNECTION

The widening of the Big Cottonwood Creek culvert running under the tracks should be considered to include the envisioned trail along the creek.

Create Trail Spines Both North-South and East-West

Trails comprise one of the largest opportunities for the Murray North Station area. Trails can increase station access, create recreation opportunities, and facilitate regional connections. The Plan envisions the station area facilitating two main trail corridors, one north-south along the TRAX tracks; and one east-west along Big Cottonwood Creek. Both of these corridors have initial trail segments that can be continued.

NORTH-SOUTH TRAIL ALONGSIDE TRAX

A pathway currently runs along the east side of TRAX from Fireclay Avenue to Big Cottonwood Creek, where it turns east. The Plan recommends extending the trail southward across Fireclay Avenue (with a high-quality crossing), alongside the station platform, then south through the proposed redevelopment area south of the station. When these properties are redeveloped, the trail on the east side of the tracks should be incorporated as an integral part of the development. With a trail along the east side of TRAX (north of the station), a trail planned on the west side of TRAX (north of the station), and public right-of-way on the west side of TRAX (south of the station), this southeastern segment is one of the last barriers to a big connection along both sides of TRAX.

Utilizing the envisioned pedestrian bridge alongside the TRAX bridge over 4500 South, the trail should continue along TRAX through this area toward the Murray Central Station. Future redevelopment in the area south of 4500 South could be the catalyst to build this link. It is likely that more right-of-way would be needed to build a trail with a similar offset from the tracks in this segment, as for example, the Porter Rockwell Trail in Sandy, south of 9000 South, also along the TRAX Blue Line.

4500 South pedestrian crossing: The Plan recommends a new grade-separated pedestrian crossing over 4500 South (see Cross Major Barriers section). This is envisioned to be a bridge or "lid" at or near where the trail alignment approaches 4500 South, which is sunken below grade at that point. This bridge could be constructed as an extension of the existing TRAX bridge over 4500 South, or as a stand-alone pedestrian bridge. Pending engineering analysis, this piece of infrastructure could leverage the sunken nature of the 4500 South roadway, with many of the "supports" of the bridge already in place. The bridge could be designed as a wider platform that is an extension of the greenway along the TRAX line, especially if integrated with potential new redevelopments on both sides of the 4500 South corridor.

To the north from where the existing pathway bends at Big Cottonwood Creek, the key connection will be getting the trail to Central Avenue. This will likely need to happen on the west side of the TRAX and utilize either the planned west-side trail and/or the envisioned trail crossing under the bridge at Big Cottonwood Creek. This general node, where the east-west and north-south links of the trail converge, is envisioned as a place of activity within the greenway network and could include seating, shade, play spaces, small commercial kiosks/shipping containers, or other features.

EAST-WEST TRAIL ALONG BIG COTTONWOOD CREEK

Between TRAX and Main Street, a pathway runs along Big Cottonwood Creek, the continuation of the north-south segment mentioned above. The Plan recommends the extension of this trail link both westward, with the intention of connecting to the Jordan River Parkway, and eastward, across State Street into the neighborhoods of Murray. The Seven Canyons Trust's Seven Greenways Plan describes this stretch of Big Cottonwood Creek as an opportunity area in the 10-year range. That plan aims to "create a trail connection along Big Cottonwood Creek, add seasonal boat ramps, create a floodplain in open lots, and restore riparian habitat."

Westward, the trail must first cross TRAX. The Plan recommends seeking to fit the trail along the creek under the existing TRAX bridge. West of TRAX, the trail should be integrated as part of the upcoming development between Big Cottonwood Creek and Central Avenue. Then the trail must cross the Union Pacific rail tracks. Because of this constraint, it may make the most sense to route the trail north to Central Avenue to share that street's grade separated crossing under the UP tracks. Alternately, pending engineering analysis, a widening of the creek culvert under the tracks could be pursued.

Further west, the trail will need to cross one more major barrier, Interstate 15, before reaching the Jordan River Parkway. With no link across the freeway of any kind for about .4 miles in either direction, it may make sense to explore widening the Big Cottonwood Creek culvert under the freeway to make the connection, or to explore a pedestrian bridge, depending on the regional importance of the Big Cottonwood Creek spur of the Jordan River Parkway.

The eastward extension has its own challenges but could be feasible. Currently, the trail ends at Main Street but resumes informally in a driveway connected to the Birkhill on Main multifamily building. If this link becomes an official segment of the trail, it would then need to run for another 200 feet before reaching State Street, currently occupied by the Barbary Coast Saloon parking lot.

If the trail can reach State Street, a crossing of State Street will need to be considered alongside the the recommended Fireclay Avenue and Gordon Lane pedestrian crossings. Ultimately, which State Street crossings are built will need to balance a range of factors to capitalize on the best opportunities for the trail, any redevelopment and opportunities to integrate the trail, and the recommended bus stop locations.

TRAIL DESIGN CONSIDERATIONS

Both trail corridors should be built with high-quality design, with attention to smooth asphalt or concrete surface, following the guidance of the Fireclay Transportation Master Plan, except a width of 12 feet should be considered where possible. Where the trails cross streets, they should include high-visibility crossing elements such as crosswalk markings and signage. Amenities such as seating and signage should also be considered along the trail corridors. The trail system should also include a wayfinding system with maps. The TRAX trail will need to be on private or dedicated property.

Increase Multimodal Station Access

The Murray North Station has the opportunity to transition from a suburban, auto-oriented station to a people-focused, walkable station. Although much of the development around the station is walkable, the "front door" of the station and immediately surrounding area is focused on motor vehicle access and storage. Transitioning the station itself to be more focused on people space would be a major step toward accomplishing the Plan's goal to create a complete station area community.

The Plan lays out a series of key moves that help accomplish this, in coordination with the other Plan recommendations, many of which will improve station access.

PARKING LOT TO PLAZA CONCEPT

Unlike many TRAX stations, the Murray North Station is tucked into a neighborhood, away from busy arterial roads. This creates the opportunity for the station to nestle alongside a great public space set among the area's transit- oriented housing. When passengers currently arrive at Murray North Station, they walk into a large parking lot. The Plan envisions arriving passengers walking into a welcoming plaza that is the heart of the neighborhood.

In order to achieve this vision, the Plan recommends, as part of a redevelopment of the UTA property east of the station platform, to build a central plaza closely connected to the station platform and surrounding buildings. The plaza would be made possible by relocating the station parking to a series of other structured locations (see following sections) and reconfiguring the bus loop to run into the site from Fireclay Avenue as it does currently but turning east alongside the new building facade to connect with Birkhill Boulevard. This would be a one-way loop. The plaza should also incorporate the trail and greenway, and most importantly, it should be surrounded by the recommended activating uses as part of the redevelopment.

RECONFIGURED BUS LOOP AND PARKING

In order to allow the front (east) door of the station to be walkable and transit-oriented, the Plan also recommends the following reconfigurations to the vehicle and bus access to the station:

It is recommended that the 237 parking spaces not be reduced even though the park and ride is currently underutilized. The addition of the grocer and the community use is projected to increase the need for public parking. These new parking spaces should be incorporated into new structured parking shared with the other uses on the site, ensuring direct access to the platform. Many of these spaces would ideally be shared with other uses such as the planned anchor destination use or new residences. These new parking structures would be located at the new community anchor use south of the plaza and potentially on the Atlas Roofing site. The community anchor structure would ideally be accessed by vehicles from Birkhill Boulevard, allowing for direct, quality pedestrian connection to the TRAX platform via the planned plaza.

The bus access loop should be reconfigured to be a one-way loop from the current entry off Fireclay Avenue, around the plaza-facing facade(s) of planned new building(s) on the north side of the current UTA parking lot site, and connect to Birkhill Boulevard/50 West.

This reconfigured loop will need to include the following "end of line" elements:

- Four bus bays sufficient for the number of existing and future routes
- Space and utility connections for an operator restrooms and breakroom
- The ability to access the bus loop in a timely and safe manner (i.e. If traffic is such that it is a barrier to accessing a bus loop then a traffic signal may be required.) This may not be an issue at this location depending on project traffic volumes.
- Seamless accessibility between connecting modes (passengers have a very direct, very short walk from the bus stop to the platform)
- For the recommended configuration, the bus would not turn around but instead route around the "block" of the planned new building(s). If a bus loop is needed, sufficient space must be provided (minimum 25-foot interior radius and minimum 55-foot exterior radius). An alternative configuration would simply shorten the existing bus loop and keep the existing configuration.

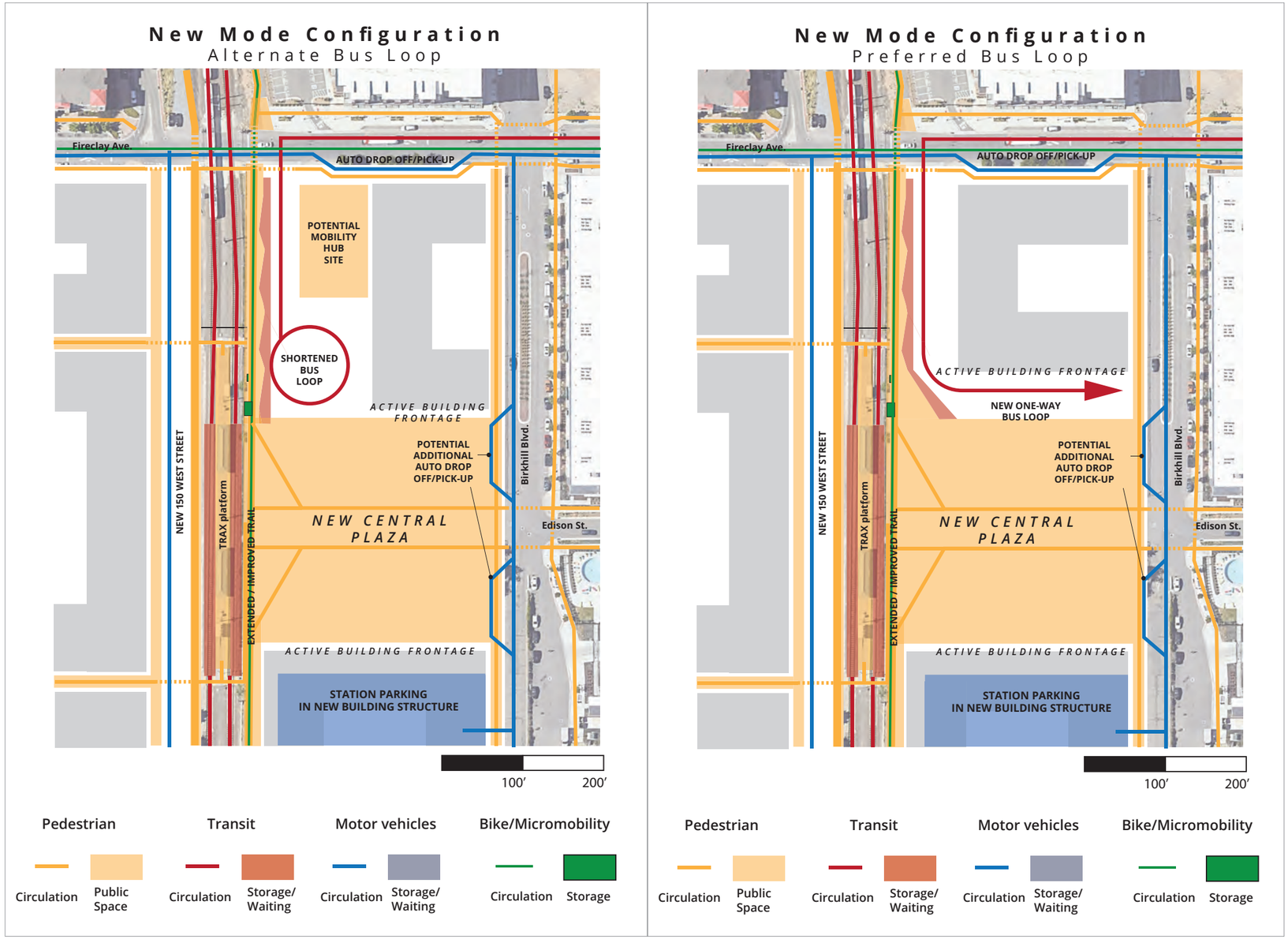
This new bus loop will need to be for buses only however, it can also double as emergency vehicle access for the new building(s) and plaza.

Ultimately, the bus loop reconfiguration will allow a better pedestrian connection from the station platform to the public space of the plaza while still maintaining quality transit connections among bus and TRAX.

Improve the Pedestrian Realm

In addition to the larger moves discussed above (the greenways, new streets, barrier crossings, and central plaza), the station pedestrian environment will benefit from smaller improvements. These include:

FIGURE 6.21: NEW MODE CONFIGURATIONS FOR ALTERNATIVE BUS LOOP



SIDEWALKS AND PEDESTRIAN REALM

While the station area has many streets with wide, well-streetscaped sidewalks, some existing streets have their original narrow industrial sidewalks. The Plan recommends widening these sidewalks when redevelopment occurs in accordance with the Fireclay TOD Design Standards.

INTERSECTIONS

Intersections in the station area, and especially the core, should be compact, with short crossing distances, small curb radii, and plentiful pedestrian space.

Make Additional Bike Connections

The north-south and east-west greenway trails recommended above will provide the best longer-distance bicycle connectivity to/from the TRAX station and in/out of the station area. The station area's local streets in its core are envisioned to function at low enough vehicle speeds and volumes to be safe for bicycling in the roadway. But because of the multiple barriers around the core of the station area, there are few good bicycle corridors through the area. The Plan recommends the following improvements:

MAIN STREET BIKE LANE EXTENSION

Main Street is the one longer-distance on-street bicycle corridor that can be successfully improved through the station area. It is part of a bike corridor that extends through much of Salt Lake Valley, so improvement of it has regional implications. The Plan recommends to extend the bike lanes on Main Street on the Millcreek (north) side of the station into Murray, to 4500 South. This would best occur by eliminating the center turn lane for most of the corridor and adding bike lanes, while keeping the existing on-street parking pockets. The center turn lanes are expendable along much of this corridor due to the lack of driveway accesses, especially between Big Cottonwood Creek and Fireclay Avenue. The center turn pocket can be preserved at Gilbride Avenue. South of Fireclay, there is more leeway for preserving the center turn lane, and, if needed, the on-street parking can be eliminated on the east side to make room for the bike lane.

It will also be important to create a safer crossing of 4500 South for bicyclists (see recommended crossing improvements in the Cross Major Barriers section).

Main Street corridor continuation: Main Street ends south of 4500 South but its regional bike route can continue via Box Elder Street into historic downtown Murray (cyclists can continue along Cottonwood Street, which runs into Midvale). The Plan recommends bicycle improvements to the 4500 South crossing and wayfinding/pathway improvements through the existing grass island to connect to Box Elder Street. An alternative is to connect Auto Boulevard with the Hanauer Street cul-de-sac through approximately 100 feet of the existing Caliber Collision parking lot.

EAST-WEST ROUTES

While Main Street provides a clear regional bicycle route through the core of the station area, no such option exists for east-west travel. This is largely due to all the north-south barriers (TRAX, Union Pacific, I-15, State Street) as well as disconnected local street networks east and west of the station area. As is mentioned above, a greenway trail along, or parallel to, Big Cottonwood Creek will likely be the best solution to east-west bike travel in the area although this concept also faces the challenges of the north-south barriers. In most regional active transportation plans the station area lacks planned east-west routes. That said, the best on-street routes will likely be:

- 3900 South for longer-distance east-west travel on the north end; 3900 South crosses all the barriers, including I-15, without an interchange and is envisioned to have an on-street pathway (which has been initiated between TRAX and Main Street). Main Street, and/or the envisioned trail along TRAX can serve as a link from the station area core to this bike corridor.
- Central Avenue, as a link to get across the Union Pacific tracks, combined with Gordon Lane, as a way to cross State Street and link eastward; Establishment and improvement of these crossings are the most important improvements to create a slow, walkable design for Central Avenue where cyclists can mingle with slow moving auto traffic. This is also an important investment for this route. 4800 South for longer-distance east-west travel on the south end; Like 3900 South, 4800 South crosses the key barriers and does not have an I-15 interchange. Like 3900 South, a link to the station area core via the envisioned TRAX trail or the extension of Main Street (via Box Elder or Hanauer) will be important.

Make Connecting Transit Improvements

The station is not currently a major bus transit node but it does include some important bus connections. These could become more important in the future if new development occurs and new links become available. The two most important routes are the 205, which links directly to the TRAX station and carries just over 700 riders per day, and the 200, which runs along State Street parallel to TRAX about .25 mile away and carries nearly 1,700 passengers per day. For recommendations on the station bus access configuration, see the Increase Multi-Modal Station Access section.

200 ROUTE STOPS

The Plan recommends adding two State Street stops at Fireclay Avenue, along with the pedestrian crossing mentioned above. These will go alongside the Gordon Lane stops, which will also receive a pedestrian crossing. These two stops provide access to/from the 200 Route from the east and the west (in the station area).

POTENTIAL FUTURE CONNECTING SERVICE

Extending Fireclay Avenue westward under the Union Pacific Rail tracks will improve the station's potential as a bus transit node. This connection to 300 West from Murray North Station creates transit travel time benefits for routes coming from the west, specifically Route 47, which is planned to serve Murray North Station instead of Murray Central Station when the Midvalley Connector bus service is implemented. The connection to 300 West makes it possible for UTA to consider bus service on 300 West with through service to Murray Central Station and continuing on West Temple to areas further north.

SUPPORTING TRANSIT

An important part of connecting transit is the set of other modes that may become available to riders in the future: On-demand shuttles (such as the VIA run service in parts of the region); dockless scooters and e-bikes; and docked bikes such as Greenbike. These modes help extend the area's reachability in a transit trip and should be included in the station in the future.

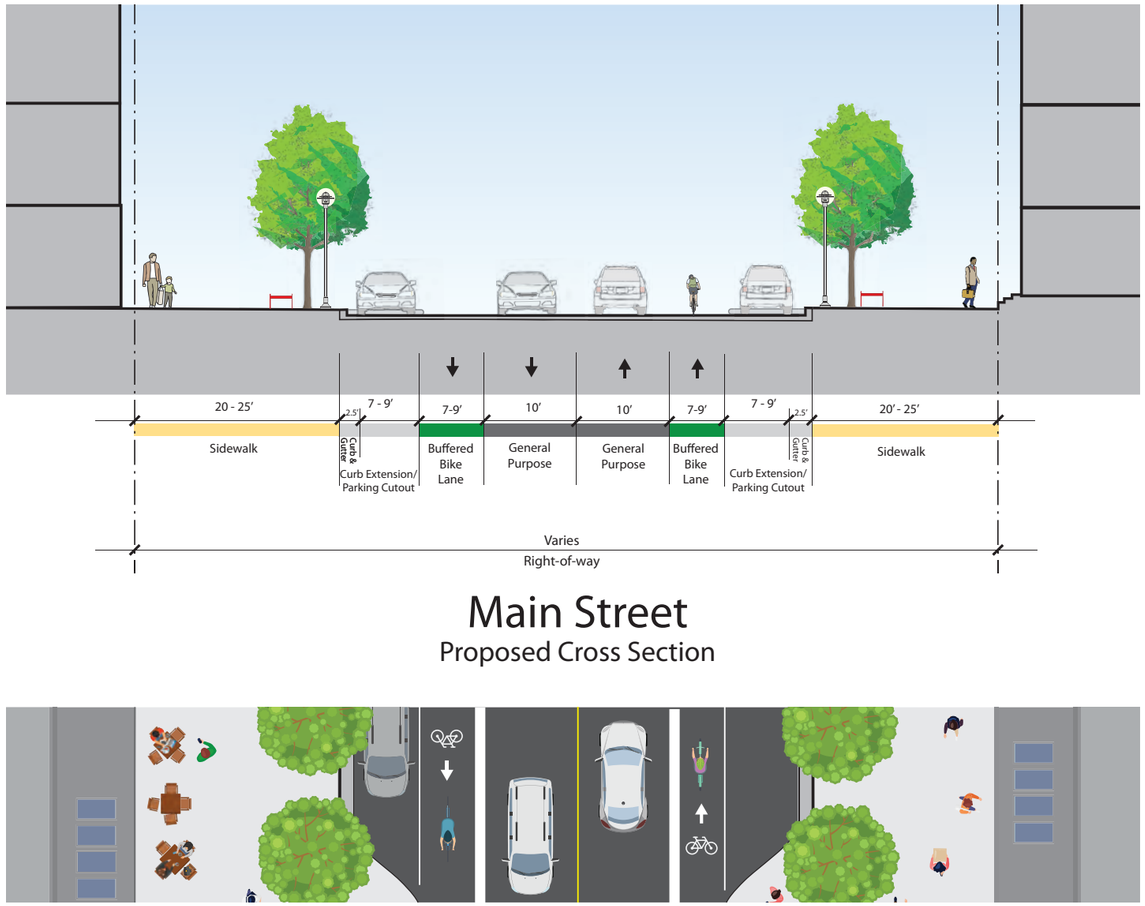


FIGURE 6.22: PROPOSED MAIN STREET CROSS SECTION

LIVABILITY AND URBAN DESIGN

Overall Design Concept

The urban design concept provides an opportunity to unify the current collection of housing by transforming the core of the station area into a thriving neighborhood that can expand to the north, south, east, and west over the next 20 or more years to become a vibrant transit- supportive neighborhood. Residents and visitors can recognize that they are not only in the Murray North Station Area, but also in a separate neighborhood thanks to a hierarchy of signage, wayfinding, streetscape, and massing/ building design components.

The core of the station area is branded “Fireclay” this branding is easily recognizable and builds on the area’s industrial past. The Fireclay brand can provide the area with a unique feel.

The Fireclay brand, including streetscape, furniture, and overall look and feel, should be continued throughout the station area to provide context and a sense of place. Subareas can build on the Fireclay brand to create unique and easily identifiable areas within the overall station area.

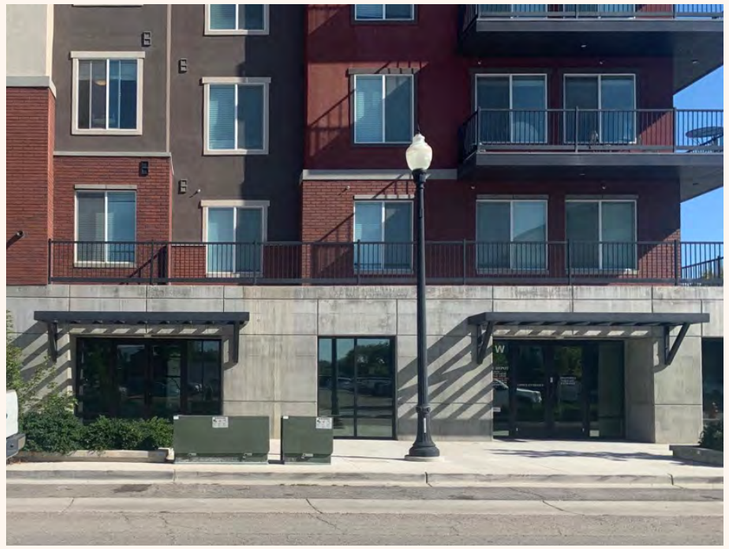
Community Building Through Design

Moving the Fireclay area beyond a collection of housing and into a true neighborhood requires changes in the built environment to create a place that is naturally active and does not rely on outside programing. In short, the future design and development of the Fireclay neighborhood should focus on ways to increase stewardship and livability within the area. These objectives include:

- Increased quality of life
- Increased feeling of safety and security
- Neighborhood cohesion
- Building upon an identity
- Activated streets
- Increased shade
- Increased greenery
- Inclusivity for all ages
- Human-focused activities
- Gateways and branding

Gateways to the Neighborhood, Branding, and Wayfinding

This storefront is an example of what future mixed use should not aspire to. The railing and height above the sidewalk cuts off the storefront to the pedestrian realm. The storefront are also the same throughout the building and does not offer opportunities for businesses to bring their merchandise onto the pedestrian realm or distinguish themselves from the other businesses adjacent to them. Areas for increased signage are also limited to the windows, cutting off sightlines of the street or the business merchandise.



These storefronts have unique awnings that draws attention to the doorways and differentiates the doorways from the windows. The doors are also level with the pedestrian realm, which provides better accessibility and allows seamless transition from indoor to outdoor use. Adding more pedestrian elements or public art around the utility box would elevate these storefronts even further.

The difference between the materiality of the ground level and the housing above brings focus to the storefronts. The differences in window dressing (lighting for the Utah Mining Association and blue awnings for IMAGO) brings a more interesting and enjoyable experience for pedestrians. Bike parking along the streetscape encourages users from other modes of transportation. This is one of the best examples of mixed use and active storefronts in the station area.

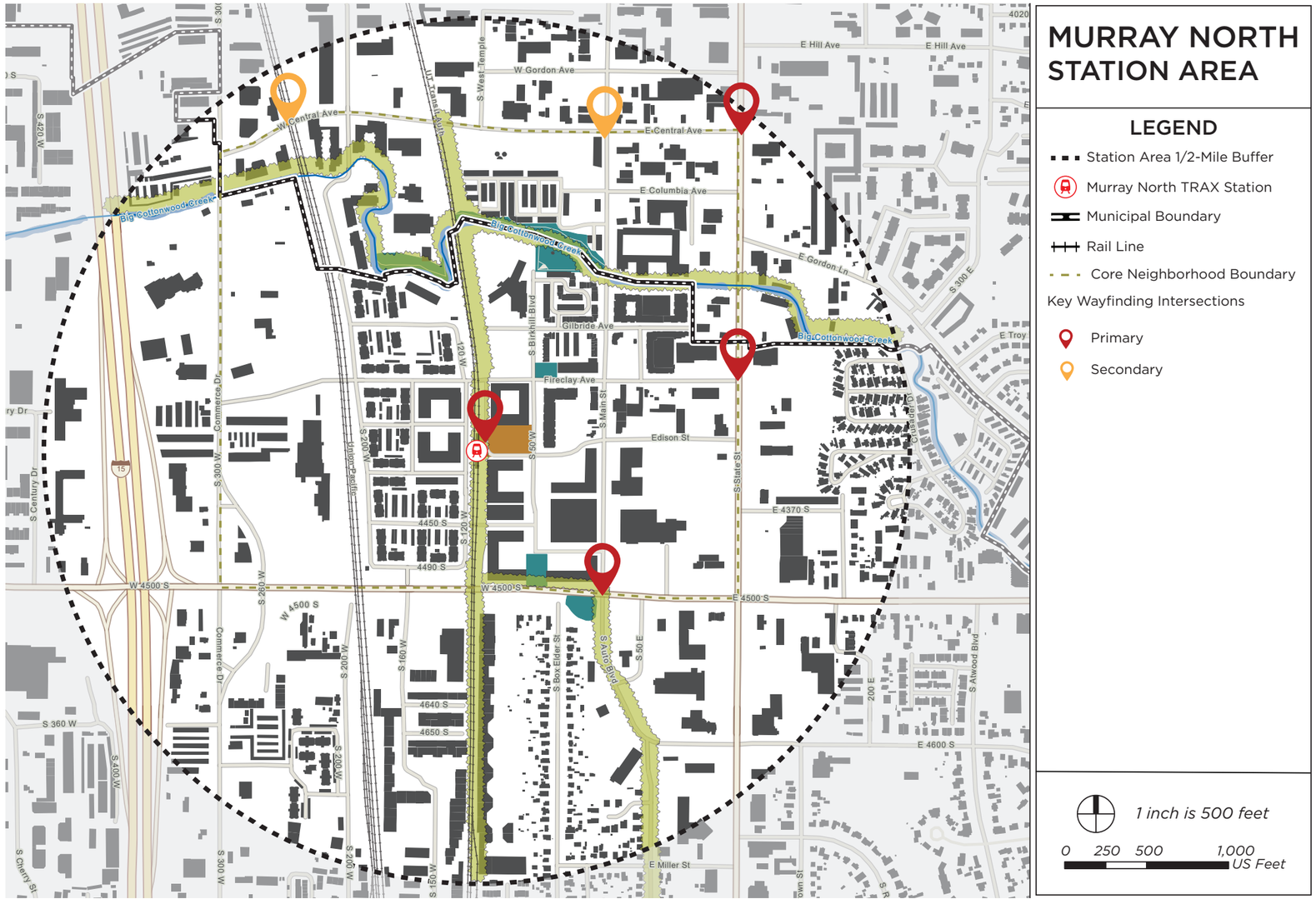


FIGURE 6.23: MURRAY NORTH STATION AREA WAYFINDING OPPORTUNITIES

Branding Fireclay as a neighborhood is essential to changing the perception of the area and increasing TRAX ridership. Having a distinct visual identity in this area helps with economic development byattracting more people and business. With this branding, Fireclay seeks to reprioritize the role that community plays in people's lives, giving those who live and work in the area more ownership and stewardship over this area.

Primary gateway points leading into the core neighborhood should incorporate larger elements such as large public art pieces, signage with intersection visibility, and streetscape changes. These areas include:

- 4500 and Main
- State and Fireclay Ave
- State and Central
- TRAX Station/Station Plaza

Secondary Gateways are less visible from high-volume, auto-oriented roads and geared toward pedestrians and business patrons. These wayfinding elements include streetlight banners, smaller art pieces, and directional signage. Appropriate secondary gateways include:

- Main and Central
- Central and Future Brickoven Way

Traditional and exploratory wayfinding throughout the station area should be utilized as a strategy to encourage user groups to explore the area, to connect to amenities, and to bring awareness to the multi-modal transportation options present in the area. Potential wayfinding elements include:

- Sidewalk signage near the Front Gym directing people to the station platform
- Utilizing future UTA bus shelters along Main Street with Fireclay branding
- Continuing the Fireclay-branded lampposts throughout the neighborhood
- Adding streetlight banners throughout the neighborhood, especially at key intersections and the station platform.
- Adding a public art wall to buffer the back of Paris RV along Main Street

- Trail enhancements along Big Cottonwood Creek to direct pedestrians to green space and park space
- Enhanced trail signage along the Big Cottonwood Creek Trail and Main Street

Improving Major Multi-modal Corridors

FIRECLAY AVENUE

Fireclay Avenue is envisioned to become the primary east-west corridor for the station area, and to serve more of an important transportation connectivity role in the network for all modes with recommended extensions to the east and west. The template for Fireclay Avenue's character has been initiated through several of the TOC developments of the last 15 years. Like Main Street, Fireclay Avenue has several blocks (in this case especially the north side of the street on either side of Birkhill Boulevard) that should be emulated on the rest of the corridor.

The interface between Fireclay Avenue and the station alongside the proposed "anchor" project in the existing UTA parking lot is an important relationship. This block will need to balance a welcoming entry to the new use with the functionality of the street, and particularly for bus transit.
Sidewalks will need to be added to Fireclay to fill the existing gaps:

- Just west of TRAX on the south side
- Between State and Main Streets on the south side

The primary change to the Fireclay roadway is the addition of a bike lane, which should be added according to the typical cross section concepts. East of TRAX, enough right-of-way exists to add the bike lanes out of the existing general-purpose lanes. West of TRAX, the on-street parking and curb bulb-outs can be removed to accommodate a bike lane in the roadway.

MAIN STREET

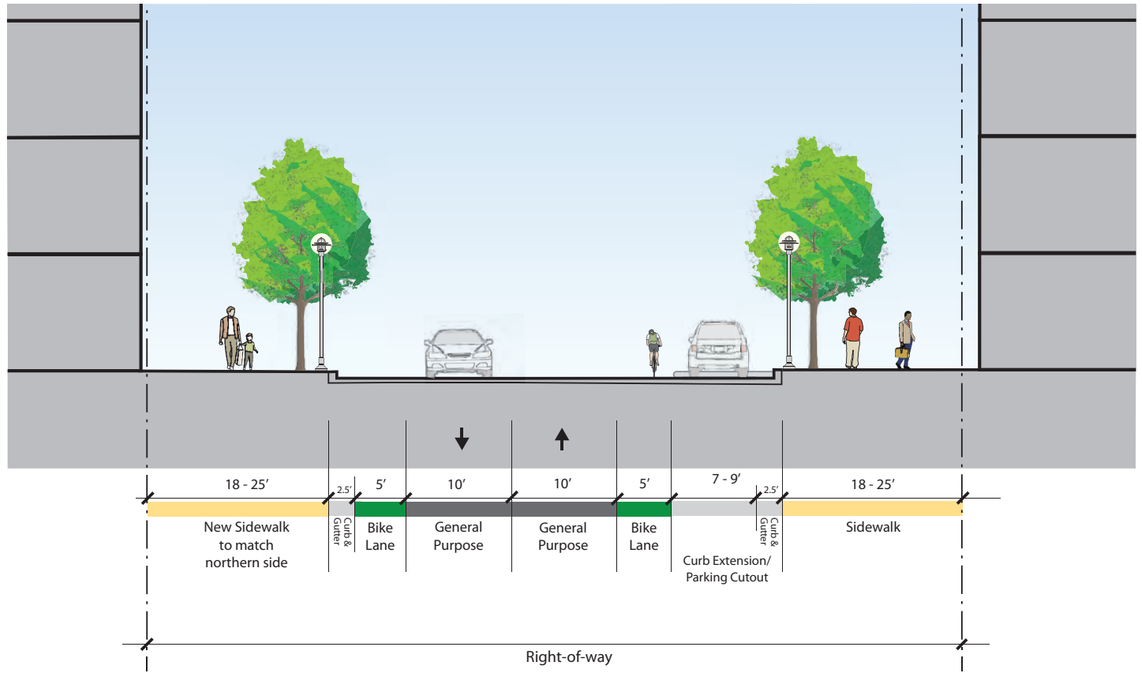
Main Street in Millcreek and Murray has seen more new development compatible with the vision of a transit-oriented community. It is currently lined with an incrasingly dynamic mix of housing, commercial, and industrial uses. The design of the Main Street right-of-way is generally conducive to this mix, especially in the core of the station area.

However, as Main Street continues to transform into the heart of a TOC, the Plan recommends further improvements that increase pedestrian space, slow motor vehicle traffic, and increase safety and comfort for people on bikes (see Goal 3). The Plan recommends that the pedestrian realm of the northern segment of Main Street be transformed in a similar manner to that of the southern segment, with a wide sidewalk and curb bulb-outs, street trees, pedestrian scale lighting, and street furniture.

As the meeting of key corridors mentioned here, the Main-Central and Main-Fireclay intersections should be transformed to have a walkable sense of place, with curb extensions, small curb radii, and short pedestrian crossings; signature streetscape elements; and buildings that welcome with main entries, plazas, or yards.

FIRECLAY DESIGN GUIDELINES UPDATE

FIGURE 6.24: ENVISIONED TYPICAL CROSS SECTION OF FIRECLAY AVE WEST OF TRAX



Fireclay Avenue
Envisioned Typical Cross Section West of TRAX

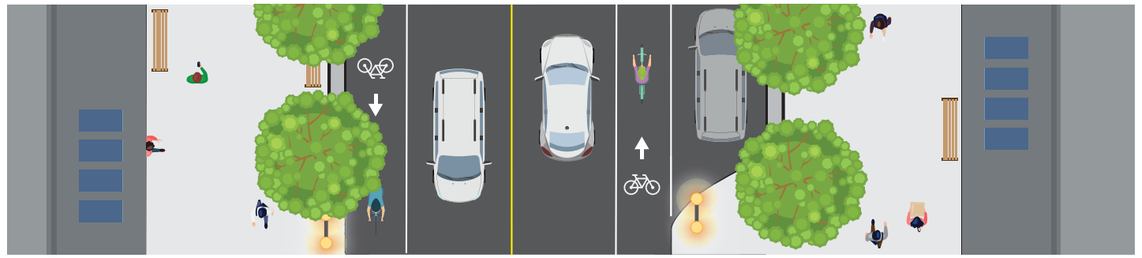
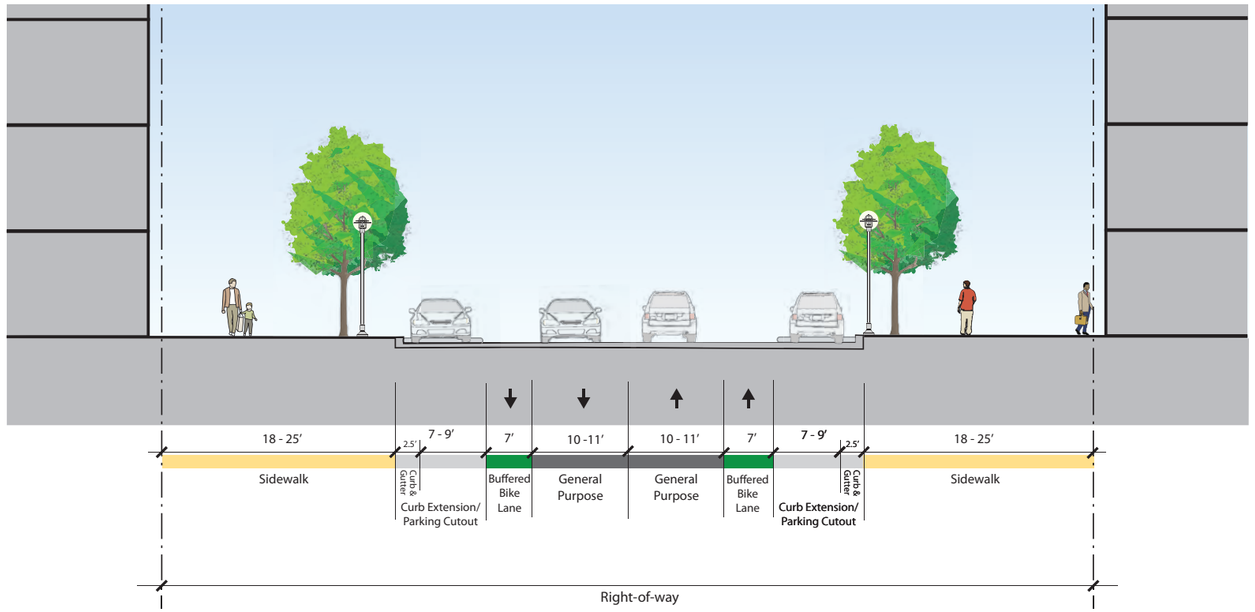
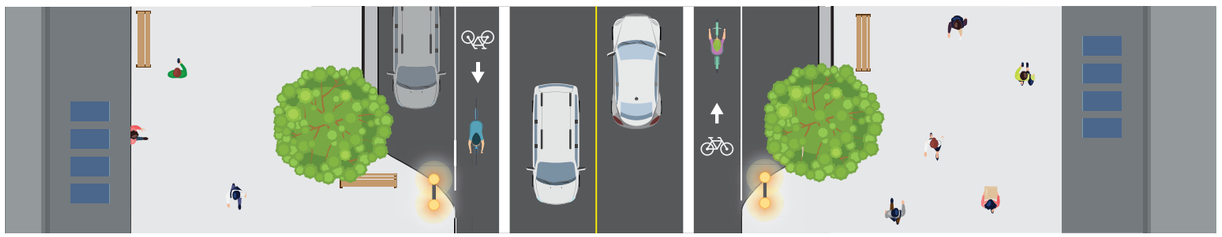


FIGURE 6.25: ENVISIONED TYPICAL CROSS SECTION OF FIRECLAY AVE EAST OF TRAX



Fireclay Avenue

Envisioned Typical Cross Section East of TRAX



The Fireclay Design Guidelines have been used in the Murray North Station Area for over ten years. This can be seen in the pedestrian environment of Main Street near the Birkhill Development and is continued to be carried out, as is the case with the near Evergreen Development. The Design Guidelines look at:

- Streetscape
- Building Design
- Pedestrian Environment
- And Special Treatments

Many of these design guidelines are seen today, including the Big Cottonwood Creek trails in both Murray and Millcreek, integrated signage—as seen at Artesian Springs, and expressing the base, middle and top of buildings.

The Design Guidelines are a resource for developers, city planners, and elected officials to advocate for the Murray North Station/Fireclay area and ensure that the resulting built form enhances the environment it is in.

As the area transitions to a large number of housing developments, it is imperative that the building design tab in the Design Guidelines have an appendix for large-scale apartment building and townhome development design guidelines.

BUILDING DESIGN APPENDIX- LARGE MULTI-FAMILY PROJECTS

Orientation and Entrances

Entrances of the buildings should be oriented towards public streets and in the instance of the core, off of the station plaza. Incorporation of the “front porch” and building articulation elements (window boxes, overhangs, cornices) should be used where appropriate

Continuous Facades

Although there are many units in a continuous facade, where applicable individual units should be articulated with different designs, materiality, color, roof forms, and entrances.

Front Yards

The frontage of the buildings create a sense of neighborhood and “curb appeal” along the street to increase pedestrian activity and attractiveness of the neighborhood. The frontage of apartments should follow the setbacks put forward in the design guidelines and should maximize front landscaping, limiting paved areas to those that are necessary for pedestrian and vehicular circulation.

Amenity and Greenspace

Developers should provide amenity space for the use of the residents and have a path connecting to the greenway when applicable.

Building Height

Building Height is unlimited in this TOD zone, however, buildings should be highest near the station core and become less high as the buildings fan out to the edges of the station area boundary, especially towards the eastside existing lower density residential. The residential building massing is highest near the core to signify the core when on the ground and to bring more people near the station without crossing barriers.

CENTRAL AVENUE

Central Avenue, which runs across the northern part of the station area in Millcreek, is the corridor envisioned to transform the most under this Plan. It is currently an industrial-focused street, lacking curbs in many places. However, as the industrial properties along it turn over to TOC uses, the vision for Central Avenue is to have a short spine for activity in this northern part of the station area. Central Avenue will be the walkable “hub” for activity in this area of the Station Area.

The reimagined profile for Central Avenue adds space for wide pedestrian areas by new development. The result is a street that still serves an important purpose for vehicular traffic but prioritizes people on foot, bicycling, and public space. This new cross section will need to be implemented as part of future TOC developments.

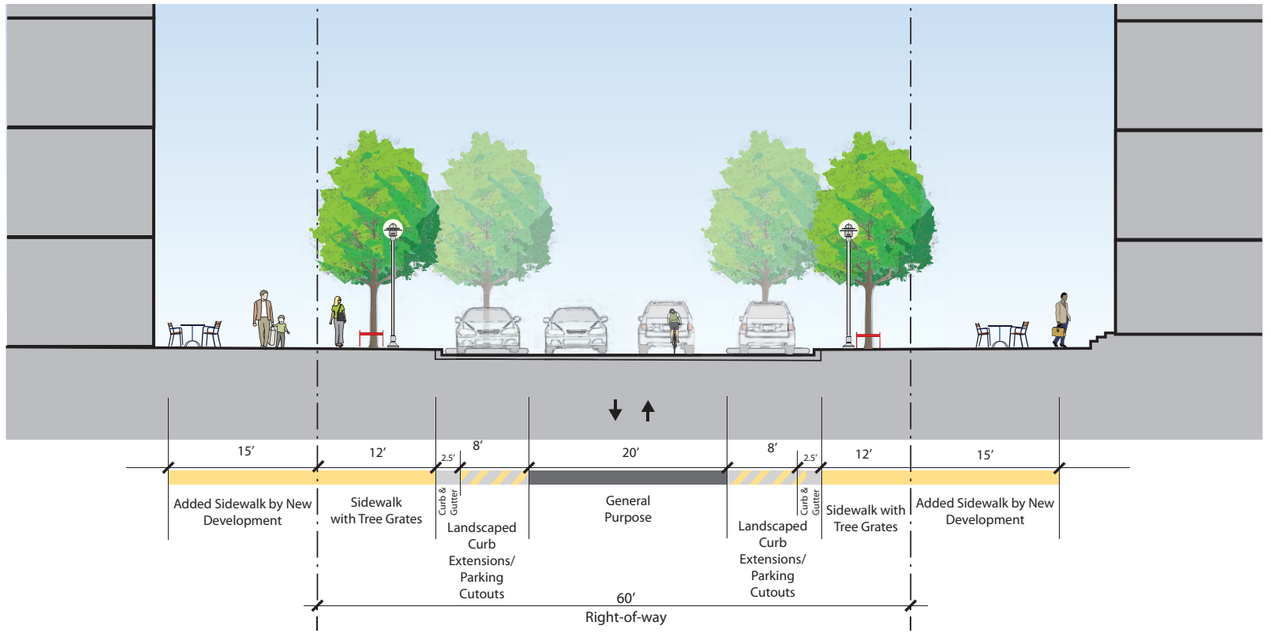
Alternatives for Central Avenue can also contain profiles from Millcreek City’s City Center Overlay Zone for a neighborhood street.

STATE STREET

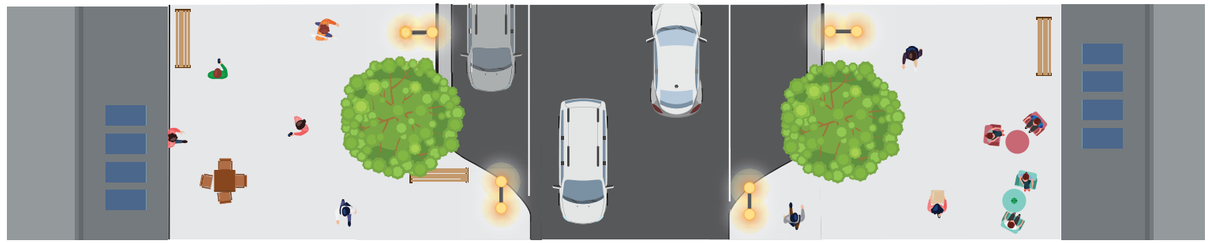
State Street runs along the east edge of the station area core. It is not integral to the core of the station area from a character standpoint, and, as perhaps the most important surface street corridor in the region, neither its overall street character nor its transportation function is envisioned to change under this Plan. However, the vision of the plan is for land uses between Main Street and State Street to transform in the long term to TOC uses. If this occurs, then the Plan envisions a transformed character of the west side of State Street where new TOC development frontage along State Street is present. The transformation would be for the development projects to include an expansion of the pedestrian area to create enough buffer from the State Street roadway to be comfortable tofor pedestrians and people occupying the public space of the street.

See the Hybrid Main Street type in the Wasatch Choice Great Streets Framework for strategies to create this transformed character where redevelopment occurs along State Street.

FIGURE 6.26: PROPOSED CROSS SECTION OF CENTRAL AVE



Central Avenue
Proposed Cross Section



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REPORT PRECEDENTS

PRECEDENTS

Neighborhood Branding and Wayfinding

BURLESON, TX

The City of Burleson, Texas, developed a brand identity that was carried throughout the community. The brand is carried out through plaza monument signs, public art, and official city documents.

Source: Civic Brand

HEARTLAND LAKES, MN

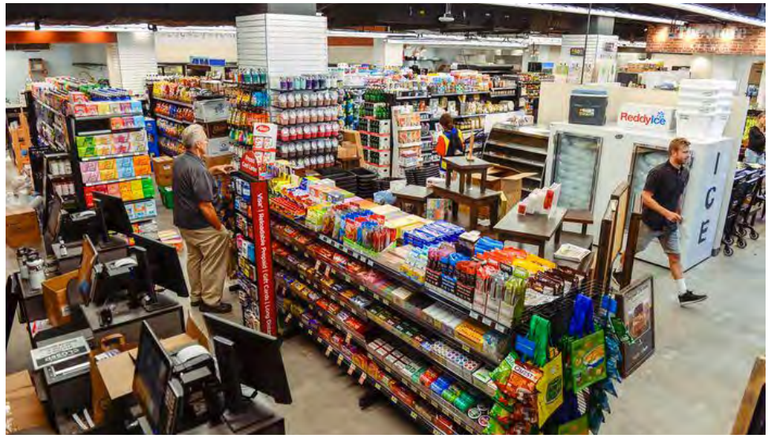
This tourist area created branding that was distilled into the businesses in the area. Even though this area is made up of different towns, much like the Station Area, the branding is implemented to create a cohesive area, while retaining the unique identity of each town.

Source: Civic Brand

Grocer

THE STORE- GATEWAY, SLC, UT

The Store in the Gateway Development in downtown Salt Lake City is a locally -owned grocery store. The grocer is located in a partially redeveloped mall, and caters to those who live, work, and attend events in the area. The Store is located within 9,000 square feet and offers fresh produce, shelf stables, and ready-to-eat options.



Source: Salt Lake Tribune

BUFFALO HEIGHTS, TX

Buffalo Heights, a mixed use district in Houston Texas, is anchored by the Texas grocer, —HEB. The development separates the residential traffic from the grocer traffic by having structured parking for visitors and a separate elevator for the residents to take down to the grocer. The development was proven to have less overall traffic from the amount of residents walking to the grocer. HEB's footprint is 12,000 square feet.

Source: ZCA

HARMONS EMIGRATION MARKET, SLC, UT

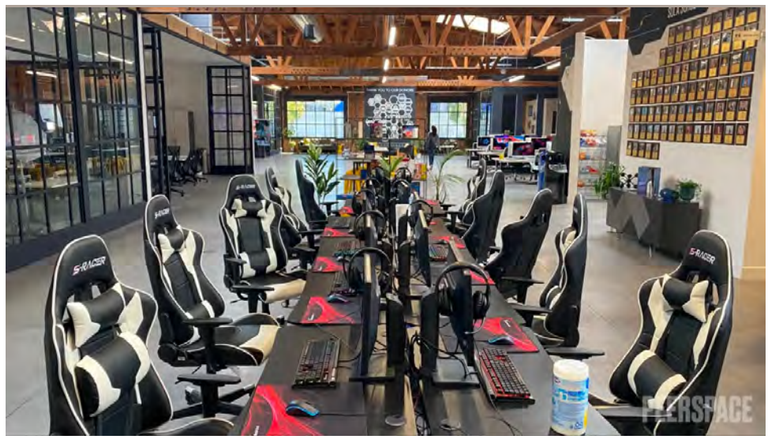
Although not part of a housing development, Harmons Emigration Market in Salt Lake City is another example of a small-scale grocery. While the average size of a Harmons is 68,000 square feet, this market sits at 10,000.

Source: Kristina Watkins

Anchor Tenant

SOLA IMPACT BEEHIVE PROJECT, CA

This business campus located in Los Angeles, California, is specifically made for underprivileged and opportunity-zone operated businesses. The space consists of a co-working space and creative office with shared amenities for entrepreneurs, local businesses, and startups.



Source: Peerspace

RESTORE OAKLAND, CA

Restore Oakland is a non-profit community hub that focuses on restorative economics and healing justice. Their space is currently under construction in an area where they foten work. They have a vision rooted in a place-based approach that works with the community to build people up and better respond to harm and conflict.

Source: Shelterforce

SEATTLE ART MUSEUM, SEATTLE, WA

The first floor of the Seattle Art Museum is reserved as a community corridor-- a free public space dedicated to building up the community and youth in the area. Community groups and students from surrounding schools hang artwork on the floor while the museum offers programming to a wide variety of individuals.

Source:Parent Map

Station Plaza

YANAGUANA GARDEN AT HEMISFAIR, TX

This 4.1-acre public gathering space in San Antonio, Texas is part of a greater redevelopment project in the Hemisfair Park Area. This area is inspired by history, the environment, and the changing San Antonio culture. The main goal was to create play spaces that welcomed everyone no matter their age, ability, culture, or socioeconomic status.

Source: Bill Hustace Photography

LOLLIPOP STREET, SHANGHAI, CHINA

This street project transforms a street to create an outdoor play area and colorful gathering place for the community. It includes greenery, lounge seating, play spaces, picture areas, and a running track for community members of any age to use. The colorfulness of the project also brings an element of childlike wonder and entertainment back into cities.

Source: 100 architects

GALATYN PARK STATION, RICHARDSON, TX

Galatyn Park Station is located along the Dallas Area Rapid Transit (DART) line in a mixed use district in Richardson, Texas. The station serves two rail lines, as well as a kiss & ride line for bus service. The station features a ~0.9-acre public plaza adjacent to multifamily development. The station connects to the development that hosts several large-scale corporate employers, hotels, and residential development.

Source: WDG Architecture courtesy of Dallas Business Journal

ED.SQUARE TOWN CENTER, SYDNEY, AU

This shopping and entertainment district in Sydney Australia is offset by an outdoor plaza where people can gather and play. The plaza is continuously activated by the ground floor retail surrounding it.

Source: SCN

INDIAN CREEK PLAZA, ID

Located in Caldwell, Idaho, this 1.3-acre plaza blends greenspace, play, and community gathering. The plaza includes spaces for cafe seating, events, lounging, or playing in a splashpad and is programmed for different events including a farmers' market. In the winter, the city creates an ice ribbon that goes around the plaza space for winter activation.

Source: Urban Land Institute

CANAL PARK, WASHINGTON DC

Canal Park is a 3-acre park that opened in 2012. It connects three spaces together to form a long, linear park that hosts seasonal events, drinking fountains, and even ice skating in the winter. This area was home to a canal, but was paved over in the early 1900's. Many sustainable practices were used in the design and construction.

Source: Capitol River Front

Green Corridor

THE PORTER-ROCKWELL TRAIL, SANDY, UT

The 10.7-mile off-road Porter Rockwell Trail spans the Blue Line throughout Sandy and into Draper. The trail links multiple parks in the Sandy Park System.

Source: GSBS Consulting

OGDEN RIVER BREWERY, OGDEN, UT

The Ogden River Brewery is located along the Ogden River Parkway and the Ogden River. The Ogden River Parkway is a 17- mile trail that has many commercial uses that help to enhance the trail.

Source: Township+Range

TOWPATH TRAIL, OH

The Towpath Trail is over 90 miles long and stretches through many cities and rural areas in Ohio. Along the Cleveland section, the materiality of trail amenities such as trashcans, benches, bridges, and other street furniture use natural stone and Corten steel to play upon the area's industrial past.

Source: Cleveland.com

Opportunity area: New Millcreek Park Space

TROJAN PARK, MO

This 1-acre park located in Wellston, Missouri, was designed and built as part of the National Recreation Association (NRPA) Parks Build Community Initiative. The park consists of a splashpad, shade pavilion, playground, and basketball court.

Source: Lamar Johnson Collaborative

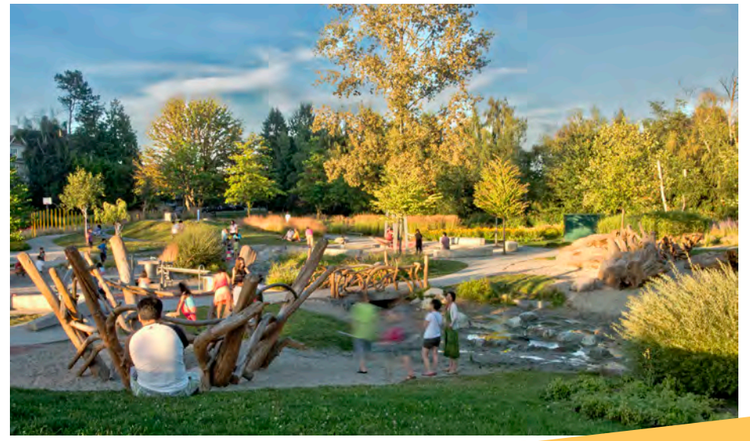
MILL CREEK PARK NORTH, MI

This 2.15-acre park is located adjacent to Mill Creek in Dexter, Michigan. The park runs alongside the creek and a trail that connects 5 miles of other trails in the Dexter Trails System. The park allows visitors to interact with the water as well as traditional play equipment.

Source: Mrs. Weber's Neighborhood

GARDEN CITY PLAY ENVIRONMENT, BC

Richmond, British Columbia, is a rapidly growing area. The designer created a 1.3-acre park for the city with a playscape that acts as an educational component for children to learn about their environment. The playscapes are constructed using "Nature Play" or natural materiality to enhance exploration.



Source: space2place

Opportunity area: Foam Factory Redevelopment

CHURCH+STATE, OH

This mixed-use housing development located in Cleveland, Ohio includes 20,000 square feet of retail space and 10,000 square feet of public area. As part of the development agreement, the development provides paid public parking spaces in the secured garage space. To exit the parking garage, one can either take the elevator, stairs, or take a slide to the outdoor public gathering space.

Source: ABM Parking

Source: Apartment Finder

Opportunity area: Fireclay Ave Mixed Use Development on UTA Property

SUGARHOUSE, UT

The mixed-use development with Wilmington Flats Apartments and ground floor retail including Spitz is made up of a few buildings separated by a courtyard to service the ground floor retail. This courtyard extends through the development and connects to the trail system along Parleys Creek. Having an open courtyard like this would allow people to see through the apartment buildings on Fireclay and to the station plaza. stairs, or take a slide to the outdoor public gathering space.

Source: Apartment Finder

Source: VCBO Architecture

IMPLEMENTATION PLAN

Successful implementation of the Murray North Station Area Plan vision will occur in phases through multi-agency cooperation. Successful implementation will also require coordination of multiple funding sources for both capital and operational expenses.

The initial phase of implementation of the Plan focuses on the core of the station area roughly defined as 4500 South to Central Avenue and Main Street to the Union Pacific Rail Line. This area has already experienced significant new investment in transit-oriented developments. The area is also experiencing significant challenges relating to lack of neighborhood services, crime and parking challenges.

Phase One public and private capital investments include:

- Redevelopment of the following parcels to mixed-income, mixed-use transit supportive buildings through public private partnerships:
  - Atlas Roofing Building west of the station
  - UTA Parking lot and bus loop
  - UTA Mobility Center and Storage Area
  - Salt Lake County Former Fleet Maintenance Facility
- Construction of the following new community open space and trails to increase parks level of service and provide community gathering space:
  - Pocket park at Fireclay Avenue and Birkhill Boulevard
  - Community plaza east of the station
  - Neighborhood park on western edge of Salt Lake County property
  - Extension of the existing rail-adjacent trail to 4500 South
- Consolidation and capping or removal and disposal of contaminated soils in the UTA berm and on the Salt Lake County property
- Connectivity improvements to improve circulation and site lines
  - Completion of Birkhill Blvd to connect to Main Street as part of the redevelopment of the UTA and Salt Lake County properties
  - Completion of the grid west of the station as part of the Atlas Roofing redevelopment
  - Extension of 4470 across the TRAX line
  - Add bike lanes to Main Street, Fireclay Avenue, and Central Avenue

  - Continue to improve the pedestrian environment through widened sidewalks, enhanced crossings, street trees and street furniture
- Addition of new parking areas and replacement of parking from the UTA surface lot in a series of parking structures associated with new development through public/private partnerships

Phase One public operational investments include:

- Identification of a community-based partner to provide neighborhood and community programs and activities within the core of the station area
- Creation and operation of a parking district to coordinate the public access stalls included in new parking structures
- Creation and operation of a good landlord program to provide incentives and disincentives for implementation of programs that reduce crime and improve overall safety in the area
- Implementation of enhanced, neighborhood policing in the station area
- Identification, adoption, and management of Institutional Controls for the properties on with remaining contaminated soils or contaminated groundwater

Future phases will require additional capital investments including:

- Connectivity improvements to expand opportunities for transit supportive development types west of the Union Pacific Rail line, east of State Street and south of 4500 South:
  - Install additional pedestrian crossings along State Street coordinated with bus stops to increase bus ridership and connect the east side of State Street to the core of the station area
  - Widening of the Central Avenue Union Pacific Rail Road underpass to improve overall circulation
  - Install Union Pacific Rail line underpasses at Fireclay Avenue and 4470 South to create connectivity to the area along 300 West
  - Construct pedestrian/bike bridges adjacent to the railroad bridges across 4500 South to connect the area south of 4500 South
  - Upgrade all existing and planned crossings to include pedestrian safety and comfort considerations
- Extend trails and bikeways across identified barriers
- Redevelopment of light industrial and auto-oriented commercial properties to denser, transit supportive development forms
- Preservation of existing, naturally affordable housing in the areas east of State Street and south of 4500 South

Programmatic and operational approaches in the broader station area are an extension of the needs of the core area.

- Funding sources for implementation of the Murray North Station Area Plan combine local, federal, state, private, and grant funds. Capital investments will require complex financing stacks including public/private partnerships, federal transportation funds, and private non-profit grants. The lists below are intended to illustrate current opportunities. Other opportunities will arise over the course of long-term implementation.

Local sources include:

- Existing tax increment producing areas
- Possible future HTRZ areas
- Parks and roads impact fees
- General funds

GRANT SOURCES

GRANT/FUNDING NAME	ORGANIZATION NAME	PURPOSE	CATEGORY	NOTES	WEBSITE	CONTACT
Get Healthy Utah! Mini Grants	Get Healthy Utah	Mini grants for health-related projects--including food access, improved connections to parks, active transportation, additional park funding	Health	Priority given to Healthy Utah Communities	https://gethealthyutah.org/what-we-do/past-projects/communities/mini-grants-report	
Congestion Mitigation & Air Quality Program	Wasatch Front Regional Council	To reduce congestion and improve air quality	Transportation	Funds may not be used for major road widening.	https://wfrc.org/programs/transportation-improvement-program/congestion-mitigation-air-quality-program/	Ben Wuthrich, bwuthrich@wfrc.org (801) 363-4250 x1122
Intermountain Community Care Foundation Grants - Agency Health Priority, Social Determinants of Health, Child and Family Well-Being Grnats	Intermountain Health	Grants between $50,000 - $300,000	Housing instability and Nutrition insecurity	Large equipment, construction and capital costs are not eligible. Consideration will be given if computer equipment is necessary and vital to the success of the project.	https://intermountainhealthcare.org/about/who-we-are/community-health/community-giving-programs/community-care-foundation/grant-applications/	Ninoska De Jesus Pineda Community Health Coordinator ninoska.dejesuspineda@imail.org
High Obesity Program (HOP)	Centers for Disease Control and Prevention (CDC)	Food and nutrition security through food service and nutrition guidelines plus fruit and vegetable vouchers and produce prescriptions	address health disparities related to poor nutrition, physical inactivity, or obesity	OP recipients work in counties where 40% or more of adults have obesity.	https://www.cdc.gov/nccdphp/dnpao/state-local-programs/hop/high-obesity-program-2023-2028.html	
Eccles Foundation Grant	George S. and Dolores Dore Eccles Foundation	Grants from the George S. and Dolores Doré Eccles Foundation address the societal needs of individuals and families from every walk of life, and foster new opportunities for enriching lives in a myriad of ways. The directors are pleased to partner with nonprofit organizations to make a lasting difference for the citizens in every corner of the state – from newborns to seniors.	Arts & culture, community, education, health & wellness, preservation & conservation	fighting hunger, homelessness and addiction; fostering urban planning, revitalization and affordable housing; building parks and playgrounds; assisting victims of abuse and neglect; supporting youth camps and programs for those with disabilities; providing legal support for the disadvantaged; or offering after-school initiatives for at-risk youth	https://www.gsecclesfoundation.org/how-to-apply/eligibility	
Sorenson Foundation Grant	Sorenson Legacy Foundation	Grants are given to programs that focus on protecting and preserving the environment, assist the disenfranchised of society, and promote understanding and tolerance in our world.	Education, innovation, health care and community	municipalities or public schools & preference for organizations whose efforts are in Utah	https://sorensonlegacyfoundation.org/what-we-fund/community/	
Community Placemaking Grant	Project for Public Spaces	$10,000 grants to transform public spaces	Placemaking, urban design		https://www.pps.org/community-placemaking-grants	
Placemaking Grant	National Association of Relators	"Level one: $3,000 max award Level 2: max award $7,500"	Placemaking	Placemaking Grants fund state and local REALTOR® association led projects that create new, outdoor public spaces and destinations in a community on unused or underused sites. The goal of the program is to enable REALTORS® to strengthen ties with their community, to develop relationships with public officials, and to spur economic growth and development through the creation of new public gathering places. Support for benches, playground equipment, and signs within existing public spaces is permitted.	https://realtorparty.realtor/community-outreach/placemaking	
Safe Streets and Roads for All (SS4A) Grant Program	Federal Highways	Planning and Demonstration Grants, as well as Implementation Grants	Transportation	The Bipartisan Infrastructure Law (BIL) established the Safe Streets and Roads for All (SS4A) discretionary program with $5 billion in appropriated funds over 5 years, 2022-2026. The SS4A program funds regional, local, and Tribal initiatives through grants to prevent roadway deaths and serious injuries. Over $3 billion is still available for future funding rounds.	https://www.transportation.gov/grants/SS4A	
Reconnecting Communities Grant	Federal Highways	Community Planning, Capital Construction, and Regional Partnerships	Transportation	This program prioritizes disadvantaged communities and is intended to improve access to daily needs including jobs, education, healthcare, food and recreation, fosters equitable development and reconnects communities by removing, retrofitting,, or mitigating highway or other transportation related barriers	https://www.transportation.gov/grants/rcnprogram	

Funding for implementation of the operational programs identified will come from local agency general funds and private non-profit fundraising. An additional option is the creation of a Neighborhood Improvement District. Neighborhood Improvement Districts are similar to Business Improvement Districts with the addition of residential properties to the funding and services approach. These improvement districts impose a levy on commercial and residential properties within an area to fund a higher level of service and programming. The implementation matrix identifies recommended steps and actions to implement the priorities of the plan.

IMPLEMENTATION TABLE AND ASSOCIATED TIMING

CATEGORY	ACTION	RESPONSIBLE ORGANIZATIONS	PARTNER ORGANIZATIONS	1	2	3	4	5	5-10	10-20	POSSIBLE FUNDING SOURCES	NOTES
QUALITY OF LIFE												
STATION CORE	Create partnerships and relationships to fund, construct, operate, and maintain public areas at the core of the station area	Murray City, UTA, Salt Lake County									Existing Murray Fireclay tax increment funds, County affordable housing funds, private development funds, local and county transportation funds, Murray parks impact fee funds, various grants	Create a coordinated site plan and construct the amenities and private development to achieve the Quality of Life goals of the Murray North Station Area Plan.
	Finalize site plan/plats	Murray City, UTA, Salt Lake County, Private partners									Existing Murray Fireclay tax increment funds, County affordable housing funds, private development funds, local and county transportation funds, Murray parks impact fee funds	
	Planned development program	Murray City, UTA, Salt Lake County, Private partners									Existing Murray Fireclay tax increment funds, County affordable housing funds, private development funds, local and county transportation funds, Murray parks impact fee funds	
	Create a parking district	Murray City, UTA, Salt Lake County, Private partners									Existing Murray Fireclay tax increment funds, County affordable housing funds, private development funds	
	Increase community-based policing	Murray City, UTA public safety									Murray General Fund, UTA public safety funds	

CATEGORY	ACTION	RESPONSIBLE ORGANIZATIONS	PARTNER ORGANIZATIONS	1	2	3	4	5	5-10	10-20	POSSIBLE FUNDING SOURCES	NOTES
STATION PLAZA	Finalize location for plaza and open space	Murray City, UTA, Salt Lake County, Private partners			■						Murray City Parks Impact Fees, Murray Tax Increment Funds, UTA, Salt Lake County, Private funds	
	Identify appropriate entity to own & operate plaza	Murray City, UTA, Salt Lake County, Private partners			■						Murray City Parks Impact Fees, Murray Tax Increment Funds, UTA, Salt Lake County, Private funds	
	Identify funding source for plaza design & construction	Murray City, UTA, Salt Lake County, Private partners			■						Murray City Parks Impact Fees, Murray Tax Increment Funds, UTA, Salt Lake County, Private funds	
	Select design team	Property Owner and Funding Partners			■						Murray City Parks Impact Fees, Murray Tax Increment Funds, UTA, Salt Lake County, Private funds	
	Design and construct 0.75-acre plaza					■	■				Murray City Parks Impact Fees, Murray Tax Increment Funds, UTA, Salt Lake County, Private funds, various grants	Murray City has a $4,500 per unit Parks Impact Fee. If the space is built and dedicated by a private partner, the impact fees can be reinbursed by the City.
	Program plaza	To be identified						■	■	■	To be identified	One option is to create a Neighborhood Improvement District (similar to a Business Improvement District but including residential properties) to create a funding structure to support programming and operations and maintenance needs of the plaza
MAIN STREET CORRIDOR	Extend OTD/MD Future Land Use Designation to east side of State Street from 4500 South to Central Avenue	Murray City/Millcreek City		■							Local general funds	Indicates intent to apply streetscape and design guidelines from the two zoning designations to properties along Main Street in both jurisdictions
	Apply TOD/MD zoning as opportunity arises	Murray City/Millcreek City	Private developers/ land owners	■	■	■	■	■	■	■	Local general funds	
	Extend Fireclay-branded streetscape improvements on east and west sides of Main Street from 4500 South to Central Avenue	Murray City/Millcreek City	Private developers/ land owners	■	■	■	■	■	■	■	Private development, Murray City, Millcreek City	To be installed either as redevelopment occurs or as each jurisdiction identifies funding sources
	Create a public art/mural program to add interest to Main Street and improve the pedestrian environment	Murray City/Millcreek City	Private developers/ land owners	■	■	■	■	■	■	■	Private development, Murray City, Millcreek City, Arts funds, various grants	First priority area is the Main Street frontage of Parris RV to address pedestrian comfort

CATEGORY	ACTION	RESPONSIBLE ORGANIZATIONS	PARTNER ORGANIZATIONS	1	2	3	4	5	5-10	10-20	POSSIBLE FUNDING SOURCES	NOTES
GROCERY - MAIN STREET & 4500 SOUTH	Coordinate with property owners to identify an appropriate fresh food partner to develop a public market/grocery concept on the corner of 4500 South and Main Street	Salt Lake County, Murray City	Private development partner		■						Private development, Murray City TIF, Salt Lake County	Priority to the Salt Lake County-owned parcel as part of a mixed use building
	Identify possible sources of funding to subsidize grocery anchor	Salt Lake County, Murray City	Private development partner		■						Private development, Murray City TIF, Salt Lake County	If needed
	Ensure design guidelines create a wecloming environment for pedestrians, bicyclists, and motorists to access the grocery tenant	Murray City, UDOT	Private development partner		■						Private development, Murray City TIF, Salt Lake County	Fireclay-branded streetscape iprovements within UDOT ROW at 4500 South
COMMUNITY ANCHOR TENANT	Identify a community partner for the commmunity-based use in the station core	Murray City, UTA, Salt Lake County, Private partners				■	■				TBD	
	Finalize location for new building	Murray City, UTA, Salt Lake County, Private partners							■		TBD	
	Identify funding source for plaza design & construction	Murray City, UTA, Salt Lake County, Private partners							■		TBD	
	Select design team	Property Owner and Funding Partners							■		TBD	
	Design & construct community facility								■		TBD	
PARKS & GREENWAY SYSTEM	Update and amend city-wide Parks & Recreation Master Plans to relect needs in the growing station area	Murray City, Millcreek City			■	■					Murray City, Millcreek City	Current plans identify neighborhood park levels of service, the updated plans should identify opportunities to meet the level of service goals within the station area to meet the needs of existing and future population. Current Trails Master Plans should be updated to reflect the Greenway along Big Cottonwood Creek, adjacent to the TRAX line and across 4500 South as envisioned in the plan
	Update impact fee facilities plans to reflect implementation within the station area	Murray City, Millcreek City		■							Murray City, Millcreek City	Impact fee funding is an appropriate source to meet the needs of new residents in the area, the IFFP should reflect this need
	Review and update, as needed, development requirements in the TOD and MD zones to reflect a 50' setback from Big Cottonwood Creek for use as the greenway	Murray City, Millcreek City		■							Murray City, Millcreek City	
	As redevelopment occurs install the greenway adjacent to BCC	Murray City, Millcreek City	Private developers/ land owners	■	■	■	■	■	■	■	Private development, Murray City Parks Impact Fees, Millcreek City Parks Impact Fees	
	Install expanded greenway along the TRAX line	Murray City, Millcreek City, UTA		■	■	■					Private development, Murray City Parks Impact Fees, Millcreek City Parks Impact Fees, various grants	Potential grants include: Beehive Bikeways Grant, BUILD Grant, Federal Recreational Trails Program Grants, Non-Moterized Safety Grant, Transportation Alternatives Grant

CATEGORY	ACTION	RESPONSIBLE ORGANIZATIONS	PARTNER ORGANIZATIONS	1	2	3	4	5	5-10	10-20	POSSIBLE FUNDING SOURCES	NOTES
SHADE & TREE COVER	Preserve existing treees to enhance tree canopy	Murray City, Millcreek City, Private land owners									Local funds and grant funds	
	Work with property owners to add trees to existing locations	Murray City, Millcreek City, Private land owners									Local funds and grant funds	
	Review and update, as needed, development requirements in the TOD and MD zones to require street trees and trees interior to developments within the station area	Murray City, Millcreek City									Private development	
	Identify and submit grants to fund expansion of the urban forest in the station area	Murray City, Millcreek City									Community Forestry Partnership Grant, Tree Species Diversity Grant Program, Utah State University Tree Culture Program, Tree Utah planting program, National Arbor Day Foundation TD Green Space Grant	Many of the grant programs give preference to targetted Census block groups. The Millcreek portion of the station area is a targetted Census block
	Plant trees along the existing trail adjace to the TRAX line	Murray City, UTA									Grant funds, Murray City Parks Impact Fees, Murray City Urban Forestry budget	Explore the possibility to use Parks Impact Fees for the urban forest
	Plant trees in the small park area at 4500 South and Auto Boulevard	Murray City									Grant funds, Murray City Parks Impact Fees, Murray City Urban Forestry budget	Explore the possibility to use Parks Impact Fees for the urban forest
	Plant trees in existing park strip areas where they don't currently exist	Murray City, Millcreek City									Grant funds, Murray City Parks Impact Fees, Murray City Urban Forestry budget, Millcreek City Parks Impact Fees, Millcreek City Urban Forestry budget	Explore the possibility to use Parks Impact Fees for the urban forest
	Include trees in the new Fireclay Station Plaza	Murray City, UTA, Salt Lake County, Private partners									Grant funds, Murray City Parks Impact Fees, Murray City Urban Forestry budget, Murray City TIF fund, Development funds	
	Continue to require all new develoment to plant trees within the streetscape and interior to their development	Murray City, Millcreek City	Private developers/ land owners								Private development	
	Add trees to the relaocated TRAX park and ride lot	UTA									Grant funds, UTA	
DIVERSE HOUSING	Review the existing TOD and MD zones to identify barriers to mixed income housing including market-rate and income targeted housing	Murray City, Millcreek City									Existing Murray Fireclay and Millcreek tax increment funds, County affordable housing funds, private development funds	Identify opportunities to implement plan goals relating to home ownership and market-rate housing to improve opportunities for new retail and investment in the area
	Identify neighborhood amenities most likely to attract market-rate housing development	Murray City, Millcreek City									Existing Murray Fireclay and Millcreek tax increment funds, County affordable housing funds, private development funds	
	Work with the Utah League of Cities & Towns and other groups to identify strategies to influence State law and policy to encourage development of multi-family housing for ownership (condominiums)	Murray City, Millcreek City, Salt Lake County									Local funds	

CONNECTIVITY												
CATEGORY	ACTION	RESPONSIBLE ORGANIZATIONS	PARTNER ORGANIZATIONS	1	2	3	4	5	5-10	10-20	POSSIBLE FUNDING SOURCES	NOTES
OVERALL SYSTEM	Pursue a "Reconnecting Communities Grant" for capital construction to overcome "dividing faiclities" including the UP Rail line, 4500 South, and State Street	Millcreek City, Murray City, Salt Lake County, UDOT, and UTA									Local funds	Priority given to disadvantaged communities and the creation of complete streets
LOCAL STREET CONNECTIVITY	Extend Birkhill Blvd as an 80' ROW south and east to connect to Main Street	Murray City, Salt Lake County, UTA	Private developer								Local funds	Phase 1 to Main Street to be constructed as part of redevelopment of Station Core
	Extend Birkhill Blvd as an 80' ROW from Main Street to State Street	Murray City	Private development partner								Local funds	Phase 2 as part of possible future redevelopment of corner of between Main and State Streets at 4500 South
	Extend Brick Over Way as a 60' ROW to the north including a new Big Cottonwood Canyon crossing	Murray City, Millcreek City	Private development partner								Private development	Include in development agreements as appropriate
	Extend 4350 South across TRAX Line to better connect Brickgate residential development to the station area core future development	Murray City, UTA, Salt Lake County	Private developer								Reconnecting Communities Grant, Private development	This connection will help to address the isolation of Brickgate and encourage increased, lawful activity in the area in accordance with CPTED principles
CENTRAL AVENUE	Review and update street cross section and streetscape design elements for Central Avenue	Millcreek City									Local funds	Ensure coordination with Fireclay Station area branding, include elements of Central Avenue cross section in the station area plan
	Review and update, as needed, MD zone development requirements to require publicly available space within the setback area for use for restaurant seating and other pedestrian amenities	Millcreek City									Local funds	
	Widen the Central Avenue UP Railroad underpass	Millcreek City, UDOT, UTA	UP Railroad, U.S. Department of Transportation								Reconnecting Communities Grant	
FIRECLAY AVENUE	Review and update street cross section and streetscape design elements for Fireclay Avenue	Murray City									Local funds	Ensure coordination with Fireclay Station area branding, include elements of Fireclay Avenue cross section in the station area plan
	Extend Fireclay Avenue under the UP Ralroad Track west to 300 West	Murray City, UDOT, UTA	UP Railroad, U.S. Department of Transportation								Reconnecting Communities Grant	

CATEGORY	ACTION	RESPONSIBLE ORGANIZATIONS	PARTNER ORGANIZATIONS	1	2	3	4	5	5-10	10-20	POSSIBLE FUNDING SOURCES	NOTES
MAIN STREET	Review and update street cross section and streetscape design elements for Main Street	Murray City, Millcreek City									Local funds	Ensure coordination with Fireclay Station area branding, include elements of Main Street cross section in the station area plan
	Include updated cross sections in TOD and MD development standards	Murray City, Millcreek City									Local funds	
	Install improvements as development occurs or funding is approved	Murray City, Millcreek City, Private development partners									Local funds	
OTHER 80' ROW LOCAL STREETS	Review and update street cross section and streetscape design elements for local streets of 80' ROW	Murray City, Millcreek City									Local funds	Ensure coordination with Fireclay Station area branding, include elements of 80' ROW cross section in the station area plan
	Include updated cross sections in TOD and MD development standards	Murray City, Millcreek City									Local funds	
	Install improvements as development occurs or funding is approved	Murray City, Millcreek City, Private development partners									Local funds	
GREENWAY CONNECTIVITY	Create trail-based connectivity east to west and north to south through the station area	Murray City, Millcreek City, UDOT, UTA, Private development partners									Reconnecting Communities Grant, Parks Impact Fees, Private Development Funds	Ensure connections to: 3900 South TRAX station on the north, The Front Climbing Gym, Murray City Center & Murray City Hall, Murray Central Station on the south, Murray City Park on the southeast, residential neighborhoods east of State Street
	Identify Main Street as a multi-jurisditional bikeway connecting through Murray and Millcreek north to South Salt Lake and Salt Lake City	Murray City, Millcreek City	South Salt Lake City, Salt Lake City, Salt Lake County								Local funds	
	Include pedestrian and bike infrastructure on all local streets	Murray City, Millcreek City									Roadway improvement funds	
BIG COTTONWOOD CREEK TRAIL	As redevelopment occurs install the trail to connect east of State Street to the Jordan River Parkway Trail	Murray City, Millcreek City, Salt Lake County, UDOT, UTA	Private Development Partners								Parks Impact Fees, Private Development Funds	
	Create protected trail crossings at major barriers	Murray City, Millcreek City, Salt Lake County, UDOT, UTA	Private Development Partners, U.S. Department of Transportation, UP Railroad								Parks Impact Fees, Private Development Funds	Explore options to cross State Street, TRAX, UP Railroad, and I-15 to reach the Jordan River Parkway

CATEGORY	ACTION	RESPONSIBLE ORGANIZATIONS	PARTNER ORGANIZATIONS	1	2	3	4	5	5-10	10-20	POSSIBLE FUNDING SOURCES	NOTES
TRAX TRAIL	As redevelopment of the UTA property occurs, include extension of the trail adjacent to the trax line as a development requirement	Murray City, Salt Lake County, UTA	Private Development Partners								Parks Impact Fees, Private Development Funds	
	Install pedestrian bridges across 4500 South on either side of the TRAX line to connect the existing westside trail and the future eastside trail to the area south of 4500 Sotuh	Murray City, Salt Lake County, UTA, UDOT	Private Development Partners								Reconnecting Communities Grant, Parks Impact Fees, Private Development Funds	
	Extend the trail south of 4500 South to connect to the Murray Central Station	Murray City, UTA	Private Development Partners								Private Development Funds	Require as redevelopment occurs in the area and TOD zoning is extended to the area
	Extend the trail north of Big Cottonwood Creek to connect to the 3900 South Station	Millcreek City, UTA	Private Development Partners								Private Development Funds	Require as redevelopment occurs in the area and TOD zoning is extended to the area
STATE HIGHWAY CONNECTIVITY												
4500 SOUTH	Improve the pedestrian crossing at 4500 South and Main Street with Fireclay branded paint	UDOT, Murray City									Local Funds/UDOT	
	Design and install an entry element sign identifying the Fireclay area and station	UDOT, Murray City, Salt Lake County, UTA	Private Development Partners								Private Development and jurisdiction funds	
	Upgrade the greenspace on the southwest corner of 4500 South and Main Street as part of the Greenway	Murray City									Murray City Impact Fee funds	
	Design and construct pedestrian bridges on the east and weset side of the TRAX line connecting the greenway TRAX Trail from the core station area to the station area south of 4500 South	Murray City, UTA, UDOT									Reconnecting Communities Grant	
	Improve the pedestrian crossing at 160 West 4500 South	Murray City, UDOT									Local Funds/UDOT	
	Inlcude Fireclay branded streetscape elements along the 4500 South frontage and at the corner of 4500 South Main Street as part of the redevelopment of the Salt Lake County owned property at 4500 South and Main Street	Murray City, Salt Lake County, UTA	ULI TAP/ Private developer								Private development	

CATEGORY	ACTION	RESPONSIBLE ORGANIZATIONS	PARTNER ORGANIZATIONS	1	2	3	4	5	5-10	10-20	POSSIBLE FUNDING SOURCES	NOTES
STATE STREET	Install a Pedestiran Hybrid Beacon at Gordon Lane or Central Avenue	Millcreek City, UDOT									Local Funds/UDOT	This beacon is included in Millcreek's Transportation Master Plan at Gordon Lane
	Install a Pedestiran Hybrid Beacon near Fireclay Avenue	Murray City, UDOT									Local Funds/UDOT	
	Locate bus stops near improved crossings	UTA									UTA	
	Improve the pedestrian experience on State Street	Murray City, Millcreek City, UDOT	Private Development Partners								Private development, transportation funds	Implement Fireclay branded streetscape elements as redevelopment occurs
	Install Fireclay branded signage at the Fireclay and Central Avenue intersection to increase station area visibiltiy	Murray City, Millcreek City, UDOT									Local Funds	
PEDESTRIAN REALM IMPROVEMENTS	Identify a phased program for completion of the pedestrian network to include sidewalks, crosswalks, bridges, and trails	Murray City, Millcreek City, UDOT, UTA									Connecting Communities Grant, Infrastructure funds	Prioritize school walk routes (James E. Moss Elementary School) and crossings near bus stops
	Install street trees on all streets with adequate width to accommodate tree grates and pedestrian way	Murray City, Millcreek City, UDOT	Private developers/ land owners								Grant funds, urban forestry funds, infrastructure funds	
	As redevelopment and street improvements occur ensure installation of branded pedestrian realm improvements including	Murray City, Millcreek City, UTA, Salt Lake County	Private Development Partners								Private development	Branded elements to include pedestrian-level lighting with banner arms, street trees in grates, benches, signage, trash can, bike racks
BICYCLE REAL IMPROVEMENTS	Create a preferred bikeway along Main Street through shared lanes and protected bike lanes as ROW width allows	Murray City, Millcreek City									Local Funds	
	Ensure new trail connections accommodate bicyclists and pedestrians to minimize negative interactions	Murray City, Millcreek City, UTA, UDOT	Private Development Partners								Local FundsUDOT	

CATEGORY	ACTION	RESPONSIBLE ORGANIZATIONS	PARTNER ORGANIZATIONS	1	2	3	4	5	5-10	10-20	POSSIBLE FUNDING SOURCES	NOTES
TRANSIT REALM IMPROVEMENTS	Identify location for and relocate the Mobility Center and storage areas	UTA									UTA	
	Remove and remediate contaminated soils from berm east of the TRAX line in accordance with EPA and UDEQ requirements	UTA, Salt Lake County									UTA/ Salt Lake County	
	Relocate Transit station parking to the south in the area currently occupied by the Mobility Center	UTA, Salt Lake County									UTA/ Salt Lake County	
	Coordinate redevelopment of the area south of the new park and ride area to include	UTA, Salt Lake County, Murray City	Private Development Partners								UTA/ Salt Lake County/Private development partners	
	Reconfigure bus access at station	UTA									UTA	
	Coordinate 200 route stops on State Street with pedestrian crossings	UTA									UTA/UDOT/Local Funds	
CATEGORY	ACTION	RESPONSIBLE ORGANIZATIONS	PARTNER ORGANIZATIONS	1	2	3	4	5	5-10	10-20	POSSIBLE FUNDING SOURCES	NOTES
FUTURE LAND USE												
OVERALL	Review and update as needed the existing TOD zone to reflect the recommendations of this plan	Murray City									Local Funds	
	Update the Future Land Use Map and apply TOD zoning to additional areas within ½ mile of the Murray North Station	Murray City									Local Funds	Phased approach: South of 4500 South as connections across 4500 South are improved, to the west side of State Street as redevelopment of existing highway serving uses occurs, to the east side of State Street as connections and the pedestrian realm are improved, West of the UP Railroad line when Fireclay is extended to 300 West
	Review and update as needed the existing MD zone to reflect the recommendations of this plan	Millcreek City									Local Funds	
	Update the Future Land Use Map and apply MD zoning to additional areas within ½ mile of the Murray North Station	Millcreek City									Local Funds	Phased approach: Central Avenue properties from Main Street to UP Railroad underpass as redevelopment proposals are received, to the west side of State Street as redevelopment of existing highway serving uses occurs, to the east side of State Street as connections and the pedestrian realm are improved

CATEGORY	ACTION	RESPONSIBLE ORGANIZATIONS	PARTNER ORGANIZATIONS	1	2	3	4	5	5-10	10-20	POSSIBLE FUNDING SOURCES	NOTES
COMMERCIAL DEVELOPMENT	Review and update as needed the TOD and MD zones to include pedestrian oriented amenities along primary street frontages	Murray City, Millcreek City									Local Funds	
	Review and update as needed the TOD and MD zones to ensure scale and massing supports pedestrian comfort	Murray City, Millcreek City									Local Funds	
	Focus on neighborhood serving retail and employment opportunities in the station core	Murray City, UTA, Salt Lake County	Private Development Partners								Local Funds	
	Ensure commercial uses are designed with the pedestrian and bicycle in mind	Murray City, Millcreek City									Local Funds	
	Focus on larger scale transit supportive commercial development opportunities that will also serve the regional market in the broader station area	Murray City, Millcreek City									Local Funds	
RESIDENTIAL DEVELOPMENT	Review and update as needed the TOD and MD zones to encourage residential densities of ~100 units/acre in 6-7 stories n the area north of 4500 South, west of State Street, and east of UP RR	Murray City, Millcreek City									Local Funds	Provisions should also require walking and biking transit connectivity and encourage a mix of income levels and rental and owner occupied properties
	Review and update as needed the TOD and MD zones to encourage residential densities of 20-60 units/acre in the broader station area	Murray City, Millcreek City									Local Funds	Provisions should also require walking and biking transit connectivity and encourage a mix of income levels and rental and owner occupied properties. Product types could include smallller multi-family and small lot single-family
MIXED USE DEVELOPMENT	Ensure retail/active uses are required and included on primary street frontages	Murray City, Millcreek City									Local Funds	Fireclay Avenue, Main Street, Central Avenue, 4500 South, State Street
INDUSTRIAL DEVELOPMENT	Review existing zoning to ensure that transition of legacy industrial uses to transit supportive uses occurs in a way that is supportive of each city's economic base, individual property rights and the vision of this plan.	Murray City, Millcreek City									Local Funds	When appropriate, public spaces adjacent to existing industrial uses should be improved to enhance the pedestrian environment.

LIVABILITY AND URBAN DESIGN												
CATEGORY	ACTION	RESPONSIBLE ORGANIZATIONS	PARTNER ORGANIZATIONS	1	2	3	4	5	5-10	10-20	POSSIBLE FUNDING SOURCES	NOTES
COMMUNITY BUILDING THROUGH DESIGN	Update and adopt "brand guidelines" to reinforce the Fireclay area identity	Murray City, Millcreek City, UTA		■							Local Funds	
	Identify and update, as opportunities arise, pedestrian level streetlighting to include banner arms and Fireclay area banners	Murray City, Millcreek City, UTA		■	■	■	■	■	■	■	Local Funds	
	Identify and update, as opportunities arise, pedestrian furniture with "Fireclay" branding	Murray City, Millcreek City, UTA		■	■	■	■	■	■	■	Local Funds	
	Increase shade and tree canopy as a neighborhood characteristic	Murray City, Millcreek City, UTA	Private Development Partners	■	■	■	■	■	■	■	Local Funds/Grants & Private development funds	
	Require water wise plantings as part of all landscaping requirements	Murray City, Millcreek City, UTA	Private Development Partners	■	■	■	■	■	■	■	Local Funds/Grants & Private development funds	
	Review and update as needed zoning and building code provisions relating to green roofs to encourage the use of green roofs to reduce heat islands and increase tree canopy	Murray City, Millcreek City		■							Local Funds/Grants & Private development funds	
PUBLIC SPACE PROGRAMMING	Identify and fund a community-based organization to program Fireclay plaza	Murray City, UTA, Salt Lake County	Private Development Partners			■	■	■	■	■	Neighborhood Improvement District, Community grant programs, existing private non-profits operating in the area	
	Coordinate programming with the recommended, adjacent community anchor use	Murray City, UTA, Salt Lake County	Private Development Partners			■	■	■	■	■	Neighborhood Improvement District, Community grant programs, existing private non-profits operating in the area	
	Review and update as needed the TOD and MD zones to ensure requirements promote activation of primary street frontages including dining, merchandise and similar activities	Murray City, Millcreek City		■							Neighborhood Improvement District, Community grant programs, existing private non-profits operating in the area	
GATEWAYS & WAYFINDING	Design and fund installation of gateway signage including the Fireclay brand and public art	Murray City, Millcreek City, UTA			■	■	■	■	■	■	Neighborhood Improvement District, Community grant programs, existing private non-profits operating in the area	Primary gateways: 4500 South & Main Street, State Street and Fireclay Avenue, State Street and Central Avenue; Secondary gateways: Main Street & Central Avenue, Central Avenue & Brick Oven Way
	Design and fund a branded wayfinding system	Murray City, Millcreek City, UTA			■	■	■	■	■	■		

SAFETY												
CATEGORY	ACTION	RESPONSIBLE ORGANIZATIONS	PARTNER ORGANIZATIONS	1	2	3	4	5	5-10	10-20	POSSIBLE FUNDING SOURCES	NOTES
WEST OF TRANSIT STATION	Review and update TOD ordinance to ensure that future development of the catalytic site to the west of the station improves site lines through the entire neighborhood to the west, eliminates deadends and unobserved areas, and utilizes a shared parking strategy	Murray City	Private Development Partners								Local funds/Neighborhood Improvement District	
	Coordinate with owners and managers of existing developments to identify opportunities to add parking to existing areas	Murray City	Private Development Partners								Local funds/Neighborhood Improvement District	
REMAINING STATION AREA	Explore the opportunity to establish a Neighborhood Council or Community wastch group in the area	Murray City, Millcreek City, UTA	Private landowners/ developers								Local funds/Neighborhood Improvement District	
	Invest in icommunity-based organizations within and serving the area	Murray City, Millcreek City, Salt Lake County									Local funds/Neighborhood Improvement District	

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669 West 200 South
Salt Lake City, UT 84101

Utah Transit Authority

MEETING MEMO

Local Advisory Council **Date:** 8/28/2024

TO:	Local Advisory Council
THROUGH:	Jay Fox, Executive Director
FROM:	David Hancock, Chief Capital Services Officer
PRESENTER(S):	Paul Drake, Director of Real Estate and TOD Kayla Kinkead, TOC Predevelopment Supervisor Brad McIlrath, Clearfield City Senior Planner

TITLE:

AR2024-08-02 - Resolution Approving the Clearfield Station Area Plan and Recommending Adoption by the Authority's Board of Trustees

AGENDA ITEM TYPE:
Resolution

RECOMMENDATION:
Approve Resolution AR2024-08-02 to approve the Clearfield Station Area Plan and recommend adoption by the Authority's Board of Trustees

BACKGROUND:
In 2022, HB462 legislation mandated all cities with a fixed-guideway public transit station (rail or BRT) to develop and certify a Station Area Plan. Station Area Plans are intended to promote shared objectives of 1) increasing housing availability and affordability, 2) enhancing access to opportunities, 3) promoting sustainable environmental conditions, and 4) increasing transportation choices and connections. Supported by UTA, Station Area Plans are led by municipal staff to ensure City general plans and zoning regulations will be updated for future Station Area Plan implementation. Clearfield City's 2024 Station Area Plan was an update to the 2019 Station Area Plan in order to be compliant with the legislative mandates outlined in HB462. This Station Area Plan has been formally adopted by Clearfield City.

DISCUSSION:
Clearfield City, in coordination with UTA and WFRC, developed an updated Station Area Plan for the Clearfield FrontRunner station. The plan emphasizes UTA-controlled property and adjacent areas to create a thriving, mixed-use, walkable neighborhood that leverages multiple transportation options that provide well-connected

access to the station. This Station Area Plan prioritized the following objectives and outcomes for implementation: 1) increase the availability and affordability of housing, 2) enhance access to opportunities, 3) create existing destinations, 4) develop a complete community, and 5) generate transit ridership.

ALTERNATIVES:
Amendments to the Station Area Plan may be recommended to Clearfield City. Refinements specific to UTA's property may be addressed in future UTA Master Development Plans or Agreements. Any changes to the SAP will require City approval.

FISCAL IMPACT:
The proposed Clearfield Station Area Plan will better position UTA and respective City to coordinate redevelopment of the station area. This aligned coordination will promote future transit-oriented development in an efficient and fiscally responsible manner. UTA-involved TODs may increase revenue from development and farebox proceeds.

ATTACHMENTS:
AR2024-08-02, including the following Exhibit:

- Clearfield Station Area Plan

RESOLUTION OF THE LOCAL ADVISORY COUNCIL OF THE UTAH TRANSIT AUTHORITY APPROVING AND RECOMMENDING ADOPTION OF THE CLEARFIELD STATION AREA PLAN

AR2024-08-02 August 28, 2024

WHEREAS, the Utah Transit Authority (the "Authority") is a large public transit district organized under the laws of the State of Utah and was created to transact and exercise all of the powers provided for in the Utah Limited Purpose Local Government Entities – Special Districts Act and the Utah Public Transit District Act (the "Act");

WHEREAS, the Act require the Local Advisory Council to review, approve and recommend for final adoption any plan for a transit-oriented development where the Authority is involved;

WHEREAS, the Authority's Board of Trustees has adopted Board of Trustees Policy 5.1 – Transit-Oriented Development (the "Policy");

WHEREAS, the Policy requires the Authority to establish Station Area Plans in collaboration with applicable municipalities;

WHEREAS, the Policy requires the Local Advisory Council to review, approve and recommend for adoption any Station Area Plan that involves the Authority prior to adoption by the Authority's Board of Trustees;

WHEREAS, a Clearfield Station Area Plan was previously approved by the Local Advisory Council in AR2019-02-01 and the Board of Trustees in R2019-02-05;

WHEREAS, Clearfield City has proposed a revision to their Station Area Plan;

WHEREAS, the Authority has presented the Clearfield Station Area Plan in Clearfield, Utah to the Local Advisory Council for review;

WHEREAS, the Local Advisory Council believes that the Station Area Plan is in the best interest of the Authority and the applicable municipalities and desires to recommend adoption of the Clearfield Station Area Plan in Clearfield, Utah, included as Exhibit A.

NOW, THEREFORE, BE IT RESOLVED by the Local Advisory Council of the Utah Transit Authority:

1. That the Local Advisory Council hereby approves the Clearfield Station Area Plan in Clearfield, Utah, attached as Exhibit A.

2. That the Local Advisory Council forwards the Clearfield Station Area Plan to the Authority's Board of Trustees with a recommendation for their adoption.

Approved and adopted on this August 28, 2024.

_____
Chair or Acting Chair, Local Advisory Council

ATTEST:

_____
Second Vice-Chair, Local Advisory Council
Or Board Secretary

(Corporate Seal)

Approved As To Form:

DocuSigned by:
Mike Bell
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Legal Counsel

Exhibit A

Clearfield Station Area Plan

CLEARFIELD CONNECTED 2024

STATION AREA PLAN + DESIGN GUIDELINES

Adopted May 28, 2024

ACKNOWLEDGMENTS

MAYOR
MARK SHEPHERD

CITY COUNCIL
KENT BUSH
NIKE PETERSON
VERN PHIPPS
MEGAN RATCHFORD
TIM ROPER
KARECE THOMPSON
DAKOTA WURTH

PLANNING COMMISSION
CHRIS UCCARDI
JAYLEE BOUWHUIS
KATHRYN MURRAY
ROBERT BROWNING
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CITY STAFF
SPENCER W. BRIMLEY
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WFRC STAFF
BYRON HEAD

2024 CONSULTANT TEAM
LANDMARK DESIGN
ZIONS PUBLIC FINANCING, INC
PARAMETRIX

2019 CONSULTANT TEAM
IBI GROUP
ZIONS PUBLIC FINANCING, INC
FEHR & PEERS

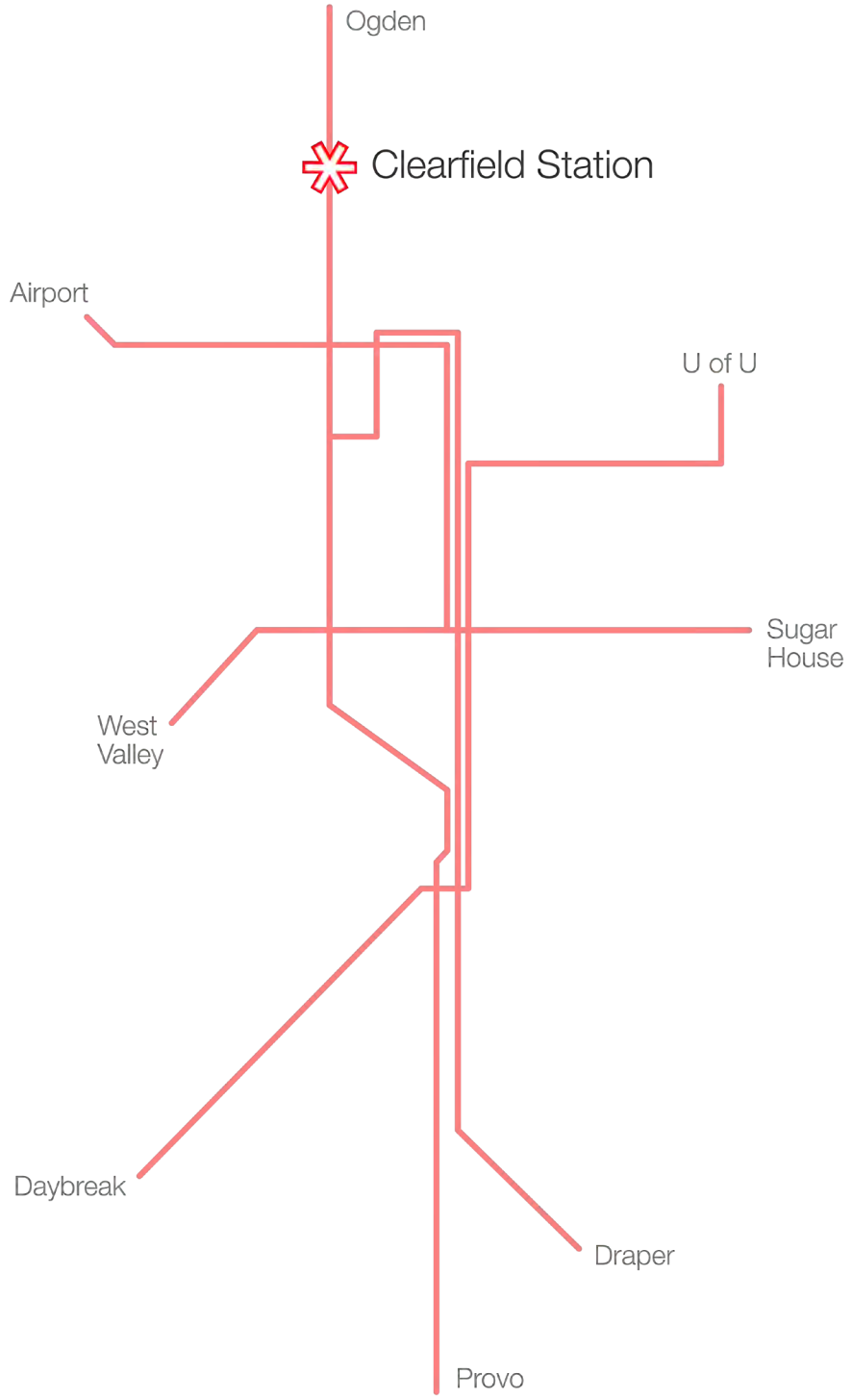
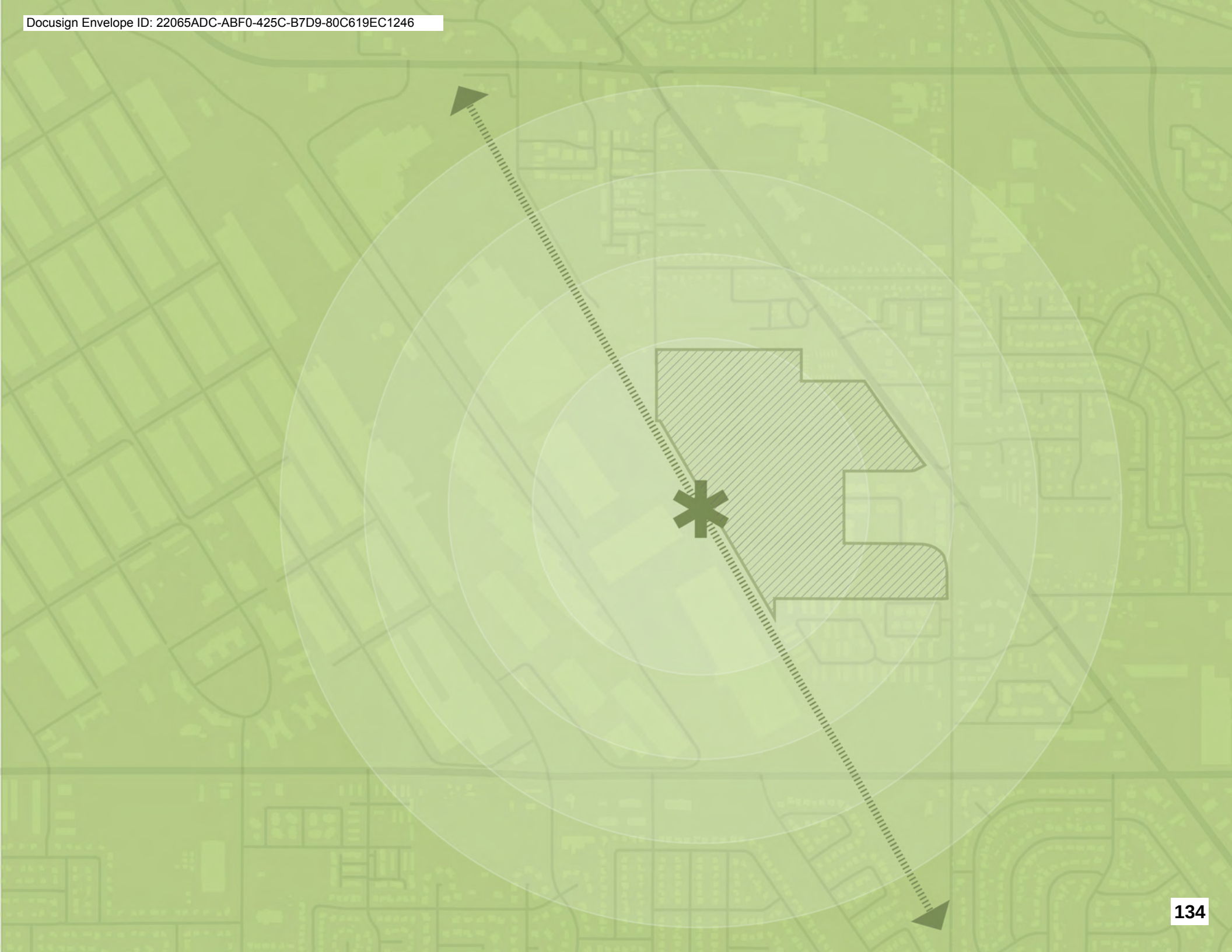


TABLE OF CONTENTS



01 INTRODUCTION

Introduction

Clearfield Connected 2024 is an update of Clearfield Connected, which was adopted in 2019. The new plan updates the vision, details and design guidelines for the Clearfield Station Area, while addressing subsequent development changes and new Station Area planning requirements recently established by the State of Utah.

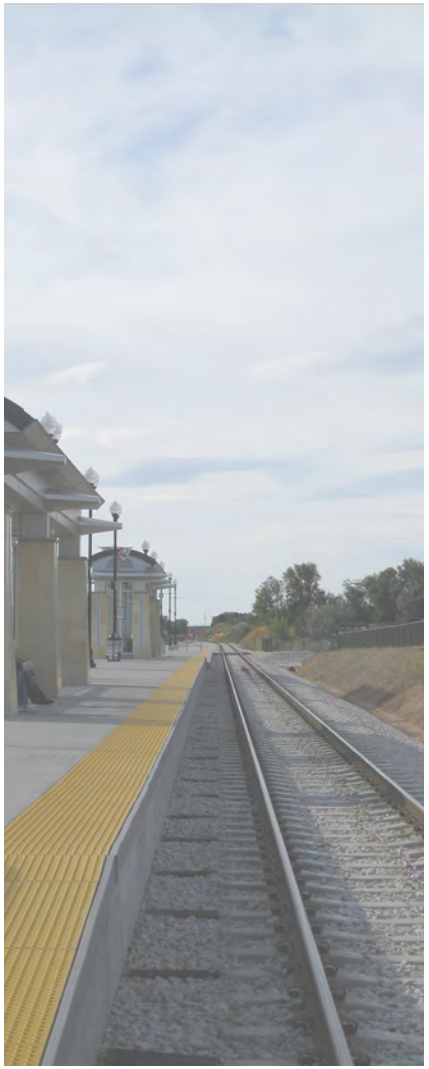
Clearfield Connected 2024 establishes the needs and vision for the FrontRunner rail system and the Clearfield Station Area, which encompasses approximately 56 acres of vacant land. In addition to meeting recent state code requirements, the Station Area plan also incorporates visioning and design elements from the Station Area Master Development Plan (MDP), which were completed in 2020 and executed between Clearfield City, UTA and the Hamilton Partners and Stack Real Estate master development team.

Clearfield Connected 2024 is a significant opportunity to meet the transit and place-making needs of Clearfield City and its residents, as well as those of UTA, the State of Utah and transit riders throughout the region. It builds upon the planning process established in the 2019 plan, expanding the vision and scope. It also establishes clear implementation principles and design guidelines to help regulate the form and quality of the area.

Clearfield Connected 2024 presents a more comprehensive vision for the area than the 2019 plan. It is fully-aligned with the comprehensive planning needs of Clearfield City, UTA and the State of Utah. Once implemented, the station and its surrounding area can leverage the benefits of current and future growth, and in the process be better connected with regional needs and changes.

DOCUMENT OVERVIEW

The purpose of **Clearfield Connected 2024** is to establish the vision, goals, urban design principles, and design guidelines that will govern future development of the Clearfield Station Area. This document lays out the structural and regulatory structure that will guide the development of the Clearfield Station Area. Graphic depictions and photos are included to help illustrate general ideas, principles, and visions for the building elements and spatial character of the station and surroundings.



COMMUNITY & STAKEHOLDER ENGAGEMENT

A comprehensive outreach strategy was utilized throughout the planning process to collect multiple levels of focused input from the public and specific individuals, groups, and stakeholders.

A Steering Committee, composed of representatives from City leadership, UTA, development partners, and other key stakeholders, met with the planning team three times at key points during the planning process.

A Plan Alternatives Public Open House was held at the Clearfield Aquatics and Fitness Center on June 28, 2023. City residents and stakeholders connected with city leaders, staff, and the planning team to learn more about the project and provide feedback on three alternative concepts. Posters were left on display for an additional week following the meeting so residents could continue to provide feedback. City staff also took the boards to Clearfield's Freedom Festival on the Fourth of July. Though the total number of participants is unknown, it is estimated that at least fifty people gave feedback during this period.

A Draft Plan Public Open House was held on November 13, 2023 at the Clearfield Aquatics and Fitness Center, providing an opportunity for residents and stakeholders to learn more about the Draft Plan and provide feedback prior to the adoption process.

A dedicated project website served as a clearinghouse for information and project updates and included comment forms for the community and stakeholders to provide feedback virtually.

Images from the Alternatives Open House on June 28, 2023

Meeting State Requirements

Recent changes in Utah State planning codes require the Clearfield Connected Station Area Plan (2019) be amended to address a wider service area and to incorporate options for affordable housing. The updated plan embraces previous efforts, translating the energy underpinning those plans into an updated and comprehensive plan that also addresses the new elements required by state code.

The updated Clearfield Connected Station Area Plan specifically encompasses the following additions and modifications:

- Assessment of prior studies and the existing conditions of the study area, focusing on the expanded Station Area "zone of influence," changing development patterns, and recent demographic and socio-economic changes.
- Incorporation of statewide objectives for moderate-income housing, environmental conditions, transportation choices, and access to opportunities.
- Updated design guidelines that better align with the MDP.
- Assessment of the Station Area's market potential and the synergies of commercial and multi-family residential uses, as part of a mixed-use transit district.
- Assessment of access to and from the Station Area for vehicles, transit, and active transportation modes, including pedestrians and bicyclists.

Context

HISTORIC CONTEXT

Clearfield was settled in 1877 as an agricultural community. The structure of the city began to change in the 1940's, when major defense facilities such as Hill Field and the Clearfield Naval Supply Depot were constructed within and adjacent to the city. Construction on Hill Air Force Base began in 1940, and the base soon became one of the most significant employers in the region. The air base remains one of the largest employers in the state, and continues to employ many local residents.

The Clearfield Naval Supply Depot was constructed in 1942 adjacent to the railways that line the west edge of Clearfield Station today. The depot also became a major employer, but was decommissioned in 1962. The remnant facilities of the depot eventually became the Freeport Center, which is now a major manufacturing, warehousing, and distribution center.

The city is a major employment center and home to many large companies, many of which are located in or around the Freeport Center.

The Clearfield Station site is east of the railroad tracks and has historically been used for light industrial uses.

Naval Supply Depot, 1942 (Source: Weber State University)

Hill Airforce Base, 1958 (Source: The Salt Lake Tribune)

REGIONAL CONTEXT

The City of Clearfield is located 28 miles north of Salt Lake City in northern Davis County. It is situated between the Great Salt Lake to the west and the Wasatch Mountains to the east, encompassing an area of about 7.7 square miles. The city is located in a key location southwest of Hill Air Force Base—the State's largest economic engine.

Interstate-15 runs along the eastern reaches of the city, providing interchanges at 650 North and 700 South / SR 193. 700 South and Antelope Drive are the largest corridors for east-west traffic movement in northern Davis County. Clearfield lies 30 miles north of the Salt Lake International Airport.

REGIONAL CONTEXT MAP

The Clearfield Station Area

The Clearfield FrontRunner Station is one of sixteen stops along the Frontrunner commuter rail line that runs approximately 90 miles along the Wasatch Front, connecting users between Ogden in the north and Provo to the south. The rail line has established Clearfield Station as a key regional connection.

The Clearfield Station Area (also known as the Station Zone of Influence) includes all parcels within a half mile radius of the Clearfield Station. As illustrated in the Local Context Map on the following page, it encompasses the UTA-owned MDP site and extends into the surrounding neighborhoods. It also includes a portion of the Freeport Center and commercial properties along State Street and Antelope Drive.

The MDP site encompasses approximately 56 acres of undeveloped land between the rail line/FrontRunner tracks and State Street. It contains the largest amount of vacant UTA-owned land adjacent to a FrontRunner or TRAX transit station in the entire UTA system. The site is currently used as a park-and-ride lot for transit riders, with new roads and a few structures currently under construction. As mentioned previously, this site has already been planned in the Clearfield Station Master Development Plan (MDP).

This plan incorporates the existing neighborhoods within the Zone of Influence into the overall design of the Station Area, while capitalizing on opportunities for positive transformation. At buildout, the Clearfield Station Area will be a cohesive neighborhood that seamlessly incorporates existing apartments and other established uses into the overall structure of the area.

VEHICULAR ACCESS

Access to Interstate-15 is available approximately one-mile northeast of the MDP site along 700 South, and to the southeast along Antelope Drive. State Street (SR 126) is a major north/south arterial that fronts the site to the east and provides access to Clearfield City Center in the north and the greater Wasatch Front region north and south. The Salt Lake International Airport is located approximately 30 miles south of the site and is easily accessible via I-15/Legacy Highway and by FrontRunner with a direct connection along the TRAX light rail system. Local traffic in proximity to the Station Area is controlled by a signal located at the intersection of 1000 East and State Street street and will be controlled with proposed intersections at Station Boulevard and 1450 South later on as the MDP site develops.

PEDESTRIAN & BICYCLE ACCESS

The Denver and Rio Grande Western Rail Trail is a dedicated active transportation facility within the Station Area. This paved facility is part of the Golden Spoke Route and US Bike Route 77, providing trail connections north to Ogden and south to Provo. There are several planned active transportation line and point projects in the area, according to the North Davis Active Transportation Plan and the 2023 WFRC RTP.

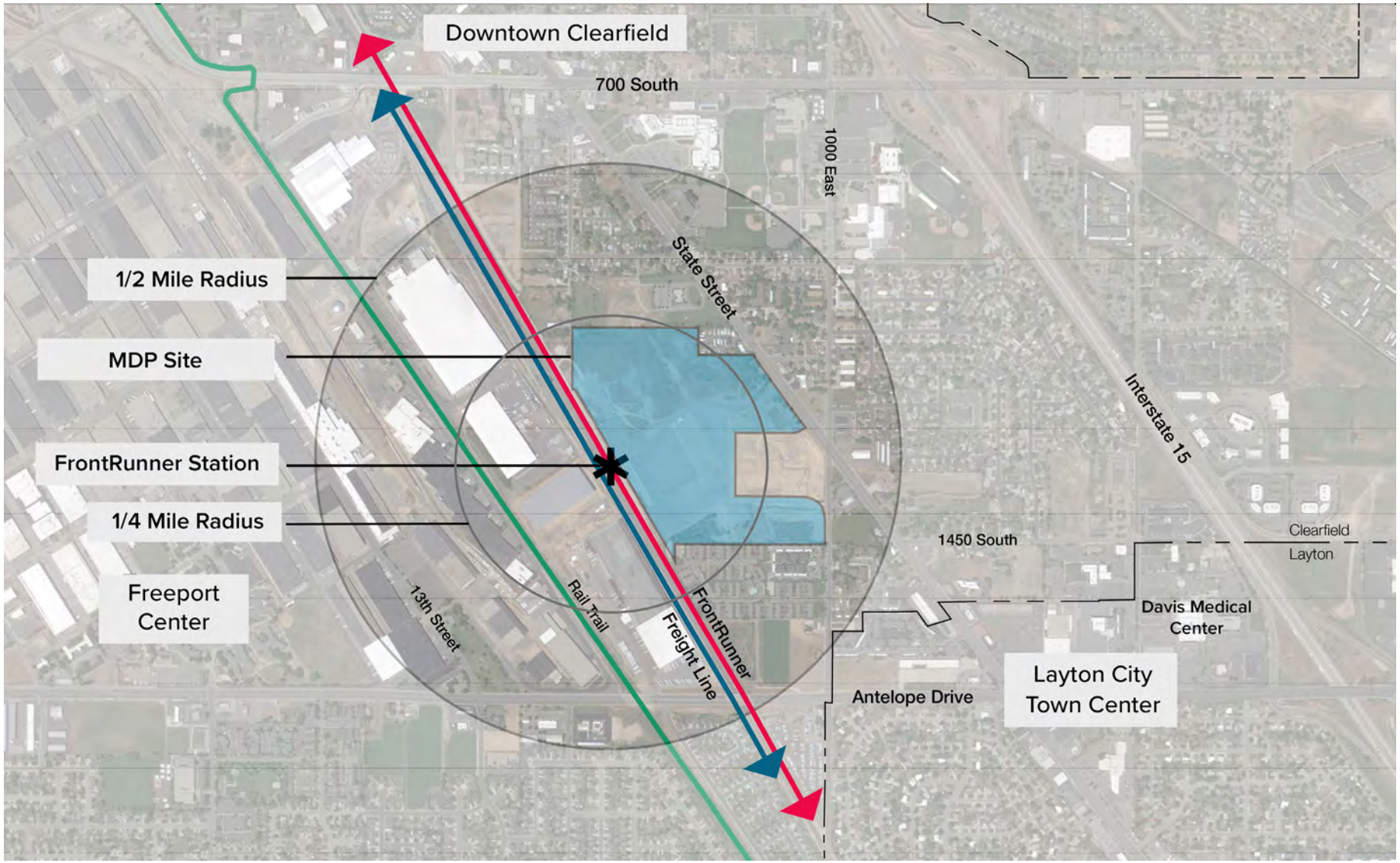
Bike lanes are planned for Depot Street, 1000 East, 1450 South, 700 South, on Antelope Drive west of 1000 East, and Station Boulevard. Additional planned projects include a protected bike lane on State Street, a trail connection from the FrontRunner Station south to Antelope Drive, a shared-use path on Antelope Drive west of 1000 East, and neighborhood byways on 1150/1100 South.

Other planned pedestrian and bicycle enhancements include at-grade pedestrian/bike crossings at 1150 South State Street and at 1000 East and Antelope Drive, and a planned at-grade trail connection between the Denver and Rio Grande Western Rail Trail and the planned shared-use path on Antelope Drive.

The site is connected to the rest of the City through streets and sidewalks on the east side of the property, although the connections are currently limited. The multi-family development on the south of the site is currently separated by a fence with no connections provided into the site. The north boundary of the site currently lacks any connections, although Depot Street is proposed to connect to the site, allowing vehicular, pedestrian, and bicycle connections to the north.

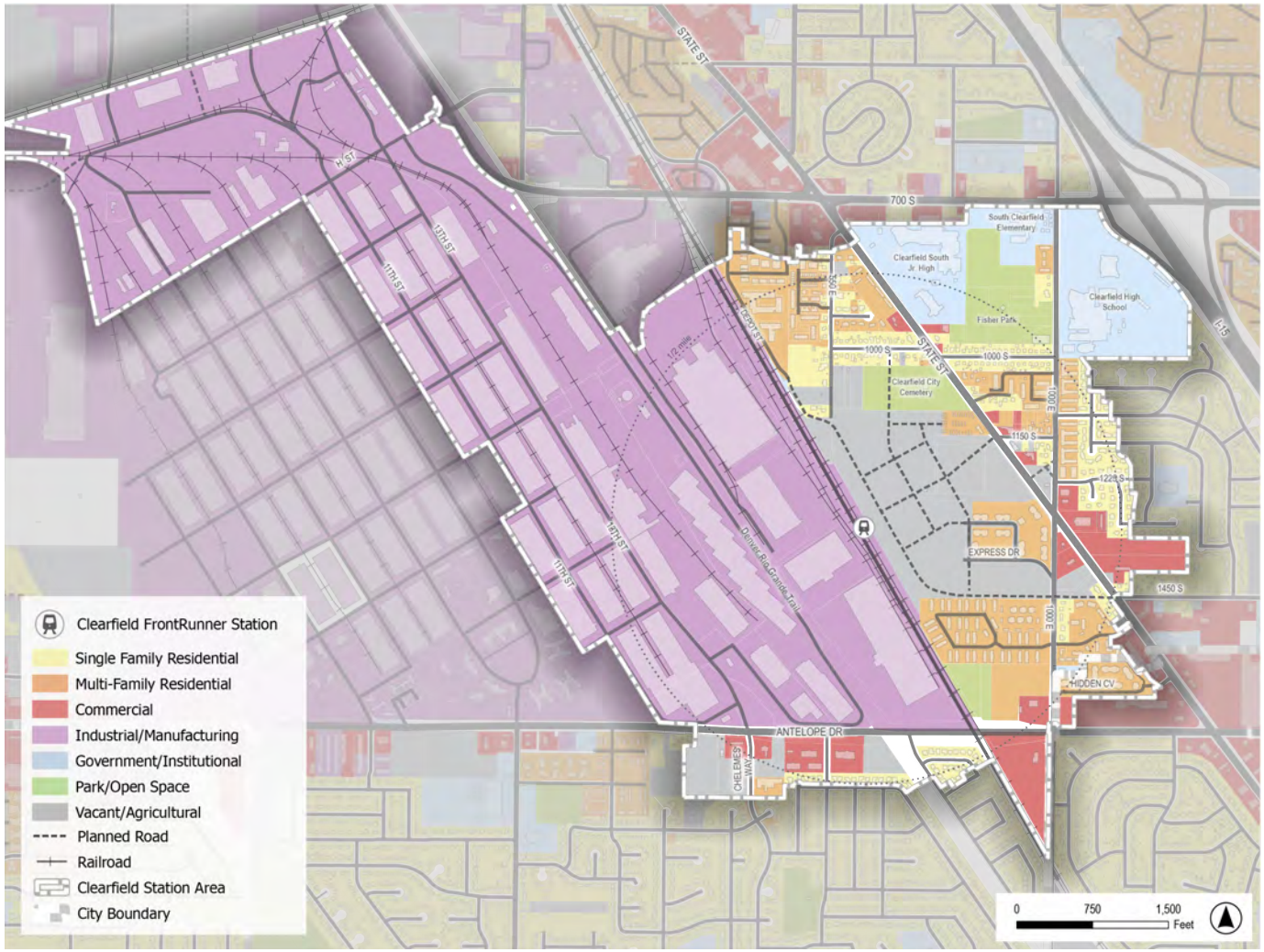
There is very limited access to the property from the Freeport Center to the west of the property. The rail lines adjacent to the site are significant barriers, preventing direct pedestrian and cycle linkages to the Station Area. Similar access and crossing challenges exist along State Street, Antelope Drive and 700 South, due to the heavy traffic and lack of bike / pedestrian infrastructure.

LOCAL CONTEXT MAP



Existing Land Use + Ownership

The accompanying map shows the general land-uses that encompass the Station Area. To summarize, the MDP site is currently owned by the Utah Transit Authority (UTA). Existing parking lots are legally non-conforming uses with maintenance rights. Current land uses surrounding the site are primarily single-family and medium-density residential housing. East of the site is the State Street commercial corridor. The Freeport Center is to the west, which hosts a variety of industrial uses including processing, assembling, manufacturing and warehouse storage. A handful of commercial uses are located on the south side of Antelope Drive.



Existing Conditions Analysis

LAND USE

With a limited amount of vacant land remaining in the Station Zone of Influence, most development is expected to occur within the MDP site. However, opportunity exists for transitional land uses along the edges of the site, which would support implementation of the MDP and help create a more complete station district. The map to the right highlights these sites as Potential Transformation Areas.

TRANSPORTATION

The Clearfield Station Area is currently auto oriented, with little to no access with adjacent land uses. Despite this, a large percentage of station users are pedestrians, even though there has been little infrastructure to support it. Recent infrastructure improvements to the MDP site will help better support pedestrians and cyclists.

Planned trails to the north and south of the station will help accommodate active transportation users, particularly the direct connection to the Denver and Rio Grande Rail Trail.

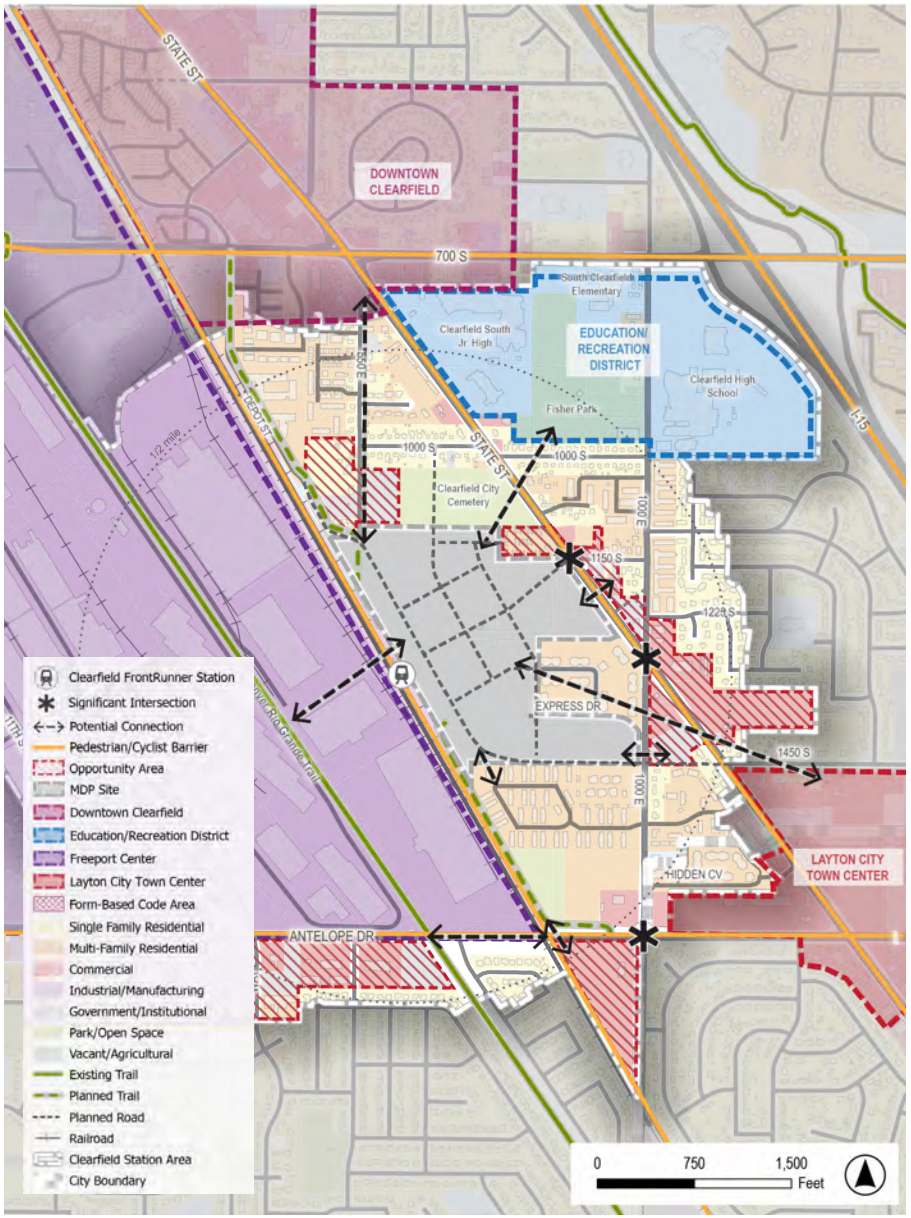
Overcoming active transportation barriers across State Street through well-planned crossings will be key to providing meaningful connections to areas east of the station.

MARKET CONDITIONS

Clearfield City is a regional employment center with employment expected to continue to grow over the coming decades. Northern Davis County is projected to add 20,000 more jobs by 2040.

The city is only capturing 41% of its expected taxable sales for its population. The office space market is experiencing a slow down, with vacancy rates on the rise and negative absorption rates in 2022. The greatest market demand is for residential, flex office, and flex industrial. Strong population and employment growth are also fueling demand for retail. Retail will be the highest revenue generator for the city.

For a more detailed assessment on existing conditions see Appendix A: Existing Conditions Report.



The Need for an Updated Plan. The Potential for this Area.

Why Here? Why Now?

The current development market is thriving and this area possesses a unique mix of factors that could come together to make it a highly sought after development opportunity. The following features and factors clearly illustrate the extraordinary opportunities offered in the Clearfield Station Area, and the favorable external factors that make conditions prime for quality development.

THE FRONTRUNNER STATION

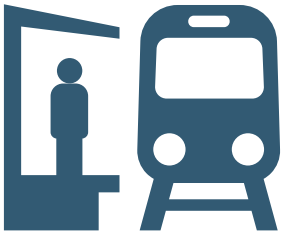
The FrontRunner Station is an incredible asset for Clearfield, as it connects the City to much of the Wasatch Front. Together with the bus system and other transit choices, it provides residents with the option of commuting and getting around the region without a car.

POPULATION GROWTH

As one of the fastest growing states in the country, Utah is expected to grow another 50% by 2040. Unfortunately, rapid growth has led to a lack of housing, which has resulted in significantly increased housing costs in recent years. This has led to a strong demand for more housing, most particularly compact and efficient multi-family residences. There is also a specific need for multi-family housing, which is most effective in high-quality, mixed-use neighborhoods.

STRONG ECONOMIC CONDITIONS

Utah currently has one of the strongest economies in the nation and is one of the fastest growing states in the nation. There is strong pressure for growth in both housing and employment opportunities.



ECONOMIC INCENTIVES

The Station Area is eligible for significant economic incentives that will help make the high-quality development that this document envisions financially feasible. Some of the key programs include funding incentives such as the local RDA/CRA that is currently in place, as well as the federally designated Opportunity Zone incentives that this area is eligible for.

COMMUNITY ASSETS

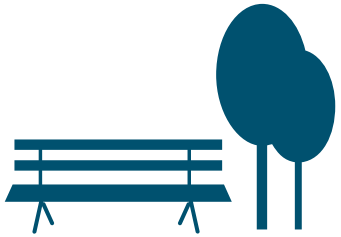
The development of offices and housing in this area will generate demand for amenities that will provide benefits not only for residents and employees of the Station Area, but for the City as a whole. Anticipated amenities include high-quality public open space, enhanced street amenities, retail shops and restaurants, and similar uses and features.

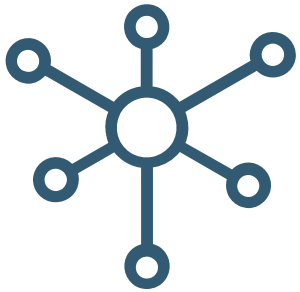
REGIONAL HUB

The station is located across the railroad tracks from the Freeport Center near the Clearfield-Layton border. It is also close to Hill Air Force Base (northeast), Holy Cross Hospital - Davis (southeast), Downtown Clearfield (north), the planned Layton City Town Center (south), and an education/ recreation district composed of three public schools and a park to the northeast.

OPPORTUNITY TO CREATE SOMETHING GREAT

The Station Area provides an opportunity to create something great in Clearfield and Northern Davis County. A thoughtful, collaborative Station Area plan that is based on market realities will encourage interest from the development community to create a great place that will help put Clearfield on the map.





Transit Oriented Development (TOD)

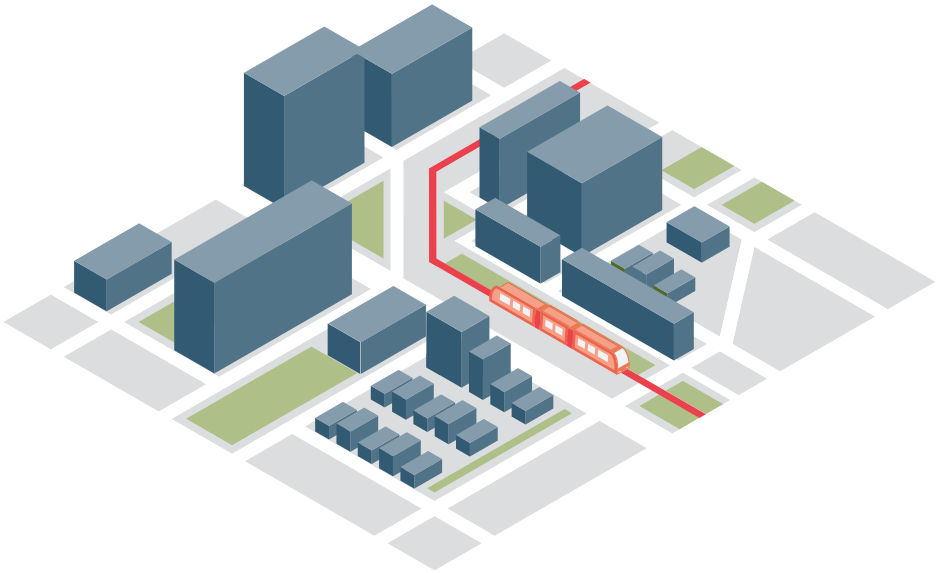
WHAT IS TOD?

With its direct connection to a major transit station, the Clearfield Station Area is ideally suited for Transit-Oriented Development, which is essentially a development strategy that aims to make the most of the development possibilities near a major transit station. It is defined by Reconnecting America, one of the leading TOD organizations, as “a type of community development that includes a mixture of housing, office, retail and/ or other amenities integrated into a walkable neighborhood located within a half-mile of high quality public transit.”

WHAT’S DIFFERENT ABOUT TOD?

For decades, cities have often segregated uses, with single family homes, multifamily homes, offices, retail, civic uses, and more all zoned into their own areas within the larger city. TOD takes a different approach by mixing compatible uses in each neighborhood or city district, which is more akin to the way cities formed before cars became prevalent, and allowing residents to travel long distances between home, work, and other destinations. TOD leverages access to public transportation to create districts where transit, walking, biking, and other modes of transportation come together to create neighborhoods that hearken back to traditional cities and villages. The results are not only great places to live and work, but great destinations that are walkable, unique and provide a close-knit community feel.

Elements of Transit Oriented Development (TOD)



ELEMENTS OF TOD

The major elements of a TOD can be broken down into three categories (which conveniently correspond with the TOD acronym).

- Transportation
- Open Space
- Development

TRANSPORTATION T

TOD brings a range of transportation modes together. Transit, walking, bicycling, driving, and similar modes are served by specially-designed infrastructure and amenities (lanes, parking, transit stops, stations, sidewalks, etc.) that allow residents and visitors to travel safely, conveniently, and comfortably, regardless of the selected mode they choose.

OPEN SPACE O

Public spaces (i.e. plazas, patios, parks, and sidewalks) form the places between transportation facilities and buildings of the Station Area. These are where the life of the station and city play out and where people come together. Open space can be public or private, but should always be designed to be accessible, user-friendly, attractive, and fun for all.

DEVELOPMENT D

These are the buildings and structures where a range of human activities take place. A well-designed mix of housing, employment, shopping, and other uses are the core of station development. This mix results in appropriately-scaled and well-designed buildings that relate to and activate the surrounding open spaces and streets and support transit ridership with essential density.

UTA Goals for TOD

UTA GOALS

UTA-owned land near transit stations must be developed in accordance with Transit-Oriented Development Design Guidelines adopted by the agency. These provide direction for joint-development partners on the design elements that UTA expects to be addressed in development plans, such as connectivity and development form.

Unlike other typical land owners, UTA has development expectations and goals that extend beyond making a profit. As a public transit provider with a clear objective to generate the best return from their investments possible, UTA is also charged with maintaining a strong relation between its property development and public service activities. All development on UTA-owned land near UTA stations is carefully reviewed by UTA staff to ensure compatibility with these goals. Local jurisdictional codes must also be followed when developing plans to ensure they are not in conflict with UTA guidelines.

Clearfield Connected 2024 and the design guidelines it contains have been created to be in accordance with the following goals and UTA's Transit-Oriented Development Design Guidelines. While meeting these goals can be challenging, staying the course will ensure that UTA continues to fulfill its responsibility to the public as a world-class transit operator, which in turn will make TOD not only feasible but a preferred model for future development.

GOAL 1: INCREASE RIDERSHIP

UTA understands that the real estate market drives development feasibility. In fact, appropriately designed residential and employment centers can generate significant increases in ridership. As a result, both vertical and horizontal mixed uses are strongly encouraged at in Station Areas.

Unfortunately, some land uses simply do not generate the level of ridership UTA expects for TOD. For example, an employment center that has low worker densities or hours of operation do not allow workers to utilize the transit system for commuting and are not considered transit supportive. The primary objective of UTA is to maximize the public transit investment at their Station Areas.

GOAL 2: OPTIMIZE DEVELOPABLE LAND AND SUPPORT THE REGIONAL GROWTH VISION

Helping to meet the challenges of rapid population growth along the Wasatch Front is a critical goal for UTA. Land uses that reduce the negative impact of this growth are at the heart of the UTA TOD program. This includes support for the 3% Strategy developed by Envision Utah, which calls for 33% of future development to occur on 3% of available land. It also supports the Wasatch Choice Vision, that calls for the development of higher density "centers" and "corridors" across the Wasatch Front that are served by high capacity transit.

Both strategies were developed with tremendous public input and regional coordination, and address issues like poor air quality, traffic congestion, auto dependency, and housing equity. They also support regional economic development and improved access to transit through first and last mile strategies.

GOAL 3: GENERATE REVENUE

Like any property owner and development partner, UTA expects to realize a suitable return when developing its property. While UTA receives most of its operating revenue from a local option sales tax, joint-development is seen as a new and innovative revenue approach to help fund future improvements and operations.

Design Guidelines Overview

INTENT

This document contains design guidelines that regulate development in Clearfield Station Area. The design guidelines correspond with the TOD elements outlined on page 18, and are found in the Transportation + Mobility (T), Open Space + Public Realm (O), and Buildings + Architecture (D), sections of this document.

The intent of the Design Guidelines is to establish strong urban design principles and quality development, while also establishing a clear and coherent design theme and a consistent look and feel throughout the Clearfield Station Area.

The guidelines provide a design vocabulary that is unique to Clearfield Station. They promote a sense of aesthetic continuity, ensure high quality development, and help establish a clear and distinct community identity.

THE PLANNING COMMISSION

The Clearfield City Planning Commission will review all development in the Clearfield Station Area to verify each project meets the vision for the greater Station Area. It is also the responsibility of the Planning Commission to ensure all applicable design guidelines are followed.

INTENT STATEMENT

The intent statement establishes the over-arching design intent for each category or topic. This has been structured to help designers understand the rationale and aspirations that lie behind the design guidelines. In the event the guidelines and standards are not clear or appropriate, the intent statement shall be referenced as the primary source of direction for project designers and the Design Review Committee (DRC).

DESIGN GUIDELINES

The design guidelines provide specific direction that designers should reflect in their projects. The guidelines ensure that a level of consistency is achieved across the various projects that will occur at the station and surrounding areas, thereby helping all participants in the design and development process achieve a sustained and even level of quality.

The design guidelines typically use the term “should” or “may” to indicate ideas and directions that should be implemented when possible or practical. Conversely, when the word “shall” or “must” is applied, the designers and developers are required to meet the stated requirements to obtain approval from the DRC.

In the event that a guideline is not applicable or appropriate, a process is established to provide flexibility, whereby the DRC may grant exceptions if the applicant can clearly demonstrate that a more appropriate solution is consistent with the intent, vision and project goals as presented in this document.

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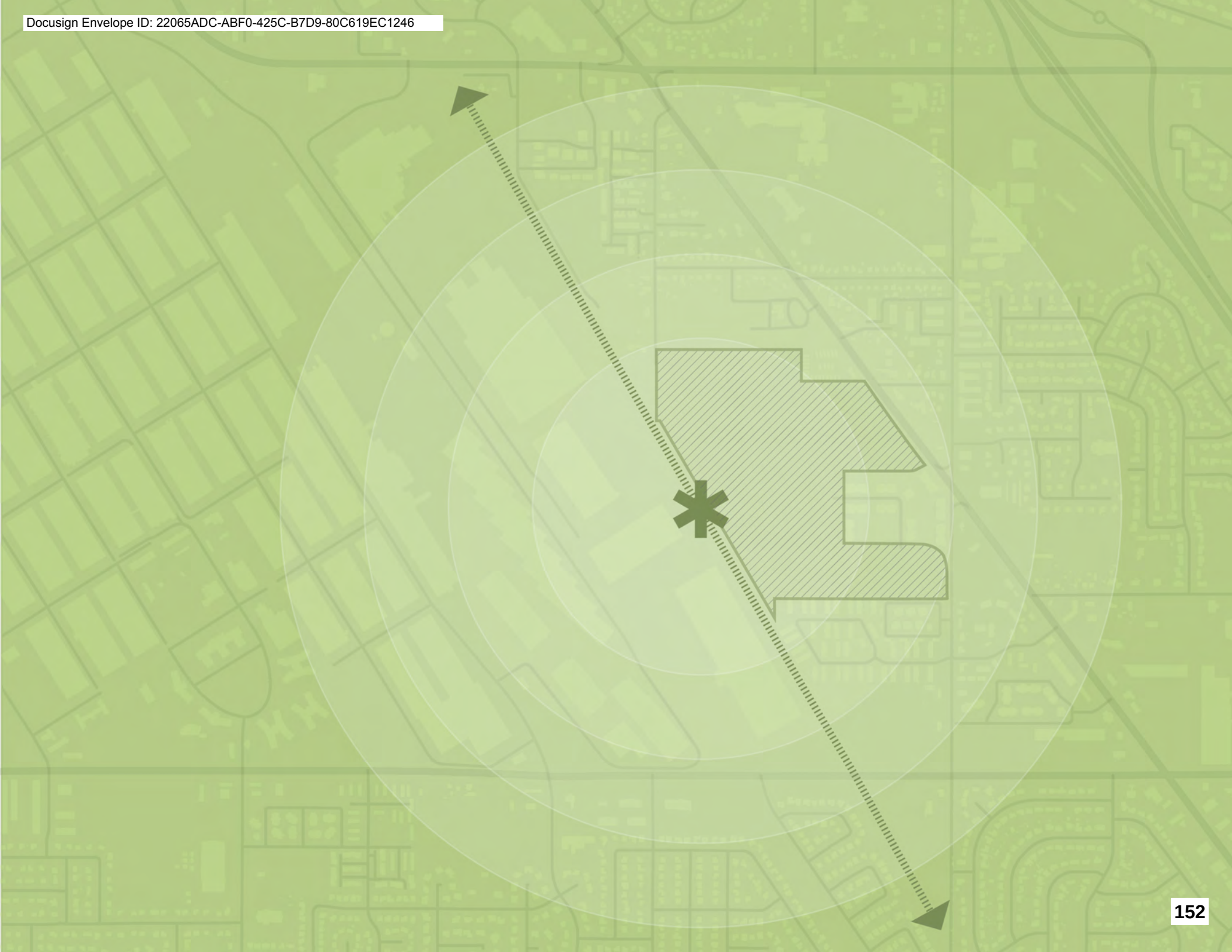


02

PROJECT VISION + GOALS

VISION

CLEARFIELD STATION

The Clearfield Station Area is a thriving, mixed-use, walkable neighborhood that leverages multiple transportation options to create a complete community connected to the Wasatch Front. It will become a regional destination that provides abundant opportunities for employment, living, shopping, recreation, and more, which will all merge together to create a great place.

The 12 Goals for this Project Are...

01 INCREASE THE AVAILABILITY & AFFORDABILITY OF HOUSING

02 PROMOTE SUSTAINABLE CONDITIONS & PRACTICES

03 ENHANCE ACCESS TO OPPORTUNITIES

04 INCREASE TRANSPORTATION CHOICES & CONNECTIONS

05 CREATE AN EXCITING DESTINATION

06 CREATE A COMPLETE COMMUNITY

07 PROVIDE COMMUNITY ASSETS

08 PROMOTE QUALITY URBAN DESIGN

09 MAINTAIN CONVENIENT TRANSIT ACCESS

10 GENERATE TRANSIT RIDERSHIP

11 CONNECT THE STATION AREA TO THE CITY + REGION

12 PROMOTE THE CITY'S INDUSTRIAL HERITAGE

Project Goals for Clearfield Station

INCREASE THE AVAILABILITY AND AFFORDABILITY OF HOUSING

As a primary TOD area in the region, Clearfield Station Area is critical for merging the affordable housing goals described in the Clearfield General Plan. It is therefore essential that the Station Area includes residential densities necessary to facilitate affordable housing options within ½ mile of the station, and in the process provide affordable living opportunities that are aligned with citywide housing and transportation goals.

PROMOTE SUSTAINABLE CONDITIONS AND PRACTICES

The Station Area and the areas that lead to it should exemplify sustainable design and development practices necessary for maintaining the environmental integrity of the city and region. Chief among these practices is the conservation of water resources through efficient land use and application of state-of-the-art practices, the improvement of air quality by reducing fuel consumption and motor vehicle trips, and establishing parks, open space, and recreational opportunities within the plan area.

ENHANCE ACCESS TO OPPORTUNITIES

The Station Area should leverage a mixed-use, TOD design approach to maintain and improve the physical and logical connections between housing, employment, education, recreation, and commerce. Enabling opportunities in proximity to the transit station should be supported through ancillary actions that provide enhanced broadband connectivity throughout the area.

INCREASE TRANSPORTATION CHOICES AND CONNECTIONS

As a regional mixed-use TOD destination, the Station Area should include the necessary infrastructure to support all modes of transportation. This will not only make better public transit investments, but also help ensure the station is a safe environment for pedestrians, cyclists, and other non-motorized modes of transportation. Such actions should be further supported through the creation of manageable and reliable traffic conditions and be aligned with regional transportation plans.

CREATE AN EXCITING DESTINATION

Clearfield Station Area provides an unique amenities that help create an exciting user experience. It will be a significant employment center and destination for people from surrounding communities and the larger Wasatch Front.

The public realm (streets and open spaces) is designed in a way that makes the neighborhood walkable and friendly, providing unique and exciting experiences for users.

CREATE A COMPLETE COMMUNITY

The Clearfield Station Area provides a mix of land-uses that work together to create a complete community. The primary land uses are office, commercial, and residential supported by retail, restaurants, food markets, public gathering spaces and other neighborhood services, all within walking distance of each other and the station.

PROVIDE COMMUNITY ASSETS

Clearfield Station Area is an asset to the larger community, providing a number of community assets such as parks, plazas, recreation facilities, and vibrant, walkable streetscapes. All development in the neighborhood should promote livability for residents and visitors.

PROMOTE QUALITY URBAN DESIGN

Clearfield Station Area is designed and planned according to sound urban design principles that promote walkable, safe, and livable streets. All development exhibits quality architecture, landscape architecture, and urban design, which is unified to create a great “place.”

MAINTAIN CONVENIENT TRANSIT ACCESS

The Clearfield FrontRunner Station continues to be a convenient and functional park-and-ride destination for nearby residents. Parking is provided in close proximity to the station platform to accommodate commuters, and the existing bus access loading/unloading zone will remain to encourage further transit ridership. Convenient automobile and bus access will be provided without jeopardizing safe pedestrian circulation. Improvements to the Station Area will enhance the user experience for park-and-ride users by providing a transit plaza with convenient retail options.

GENERATE TRANSIT RIDERSHIP

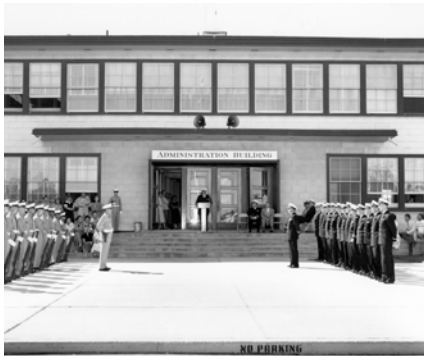
The land uses and location of new development are arranged to maximize transit ridership by locating the densest uses closest to the platform, with the least dense uses on the periphery. This also includes developing uses that act as origins and destinations for transit riders.

CONNECT THE STATION AREA TO THE CITY + REGION

Clearfield Station Area incorporates multiple transit modes that provide residents, commuters, and visitors with a variety of transportation choices that connect the Station Area to the city and region. These include commuter rail, bus, and personal vehicles, as well as safe and friendly pedestrian and cycling facilities. Additional streets are created that connect Clearfield Station to the rest of the city.

PROMOTE THE CITY'S INDUSTRIAL HERITAGE

Clearfield Station Area promotes the city's long history as an industrial job center by integrating a contemporary industrial look and feel to the architecture and design of the neighborhood. This industrial character is displayed through the spirit of the place, providing the amenities and experiences needed to support a modern-day workforce and help it perform as one of the leading employment centers in the region and state.



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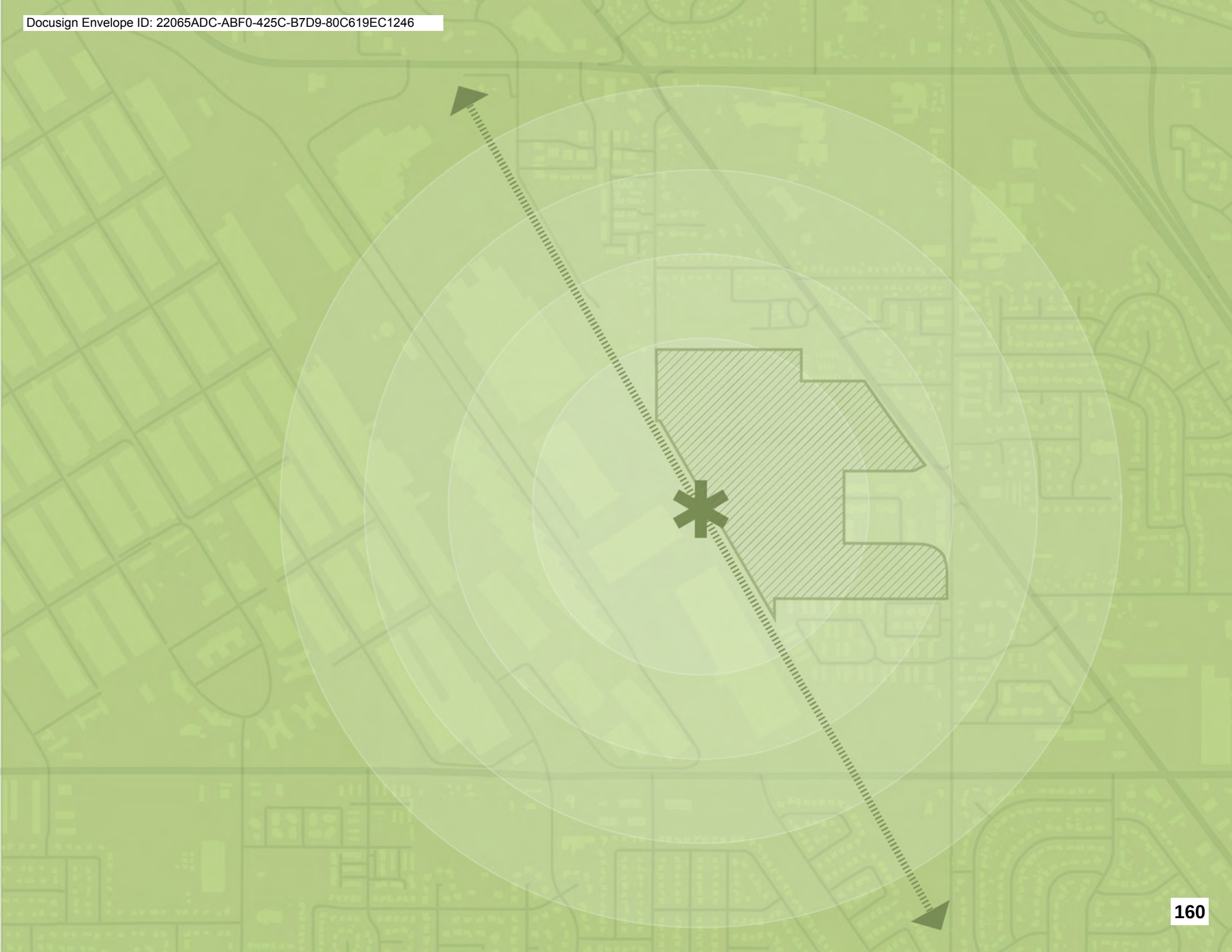


03

FRAMEWORK +CONCEPT PLAN

Framework +Concept Plan

OVERVIEW

This framework and concept plan builds upon the established vision and goals (*Chapter 2: Project Vision + Goals)* and the *Existing Conditions Analysis* (see *Appendix A)*. It provides a foundation for future development within the Station Area, with a focus on currently vacant and underutilized land. This concept plan includes four layers of varying detail: Districts, Framework, Future Land Use, and Illustrative Master Plan. Together these layers provide a basis for the development of a thriving walkable station district.

INTENT

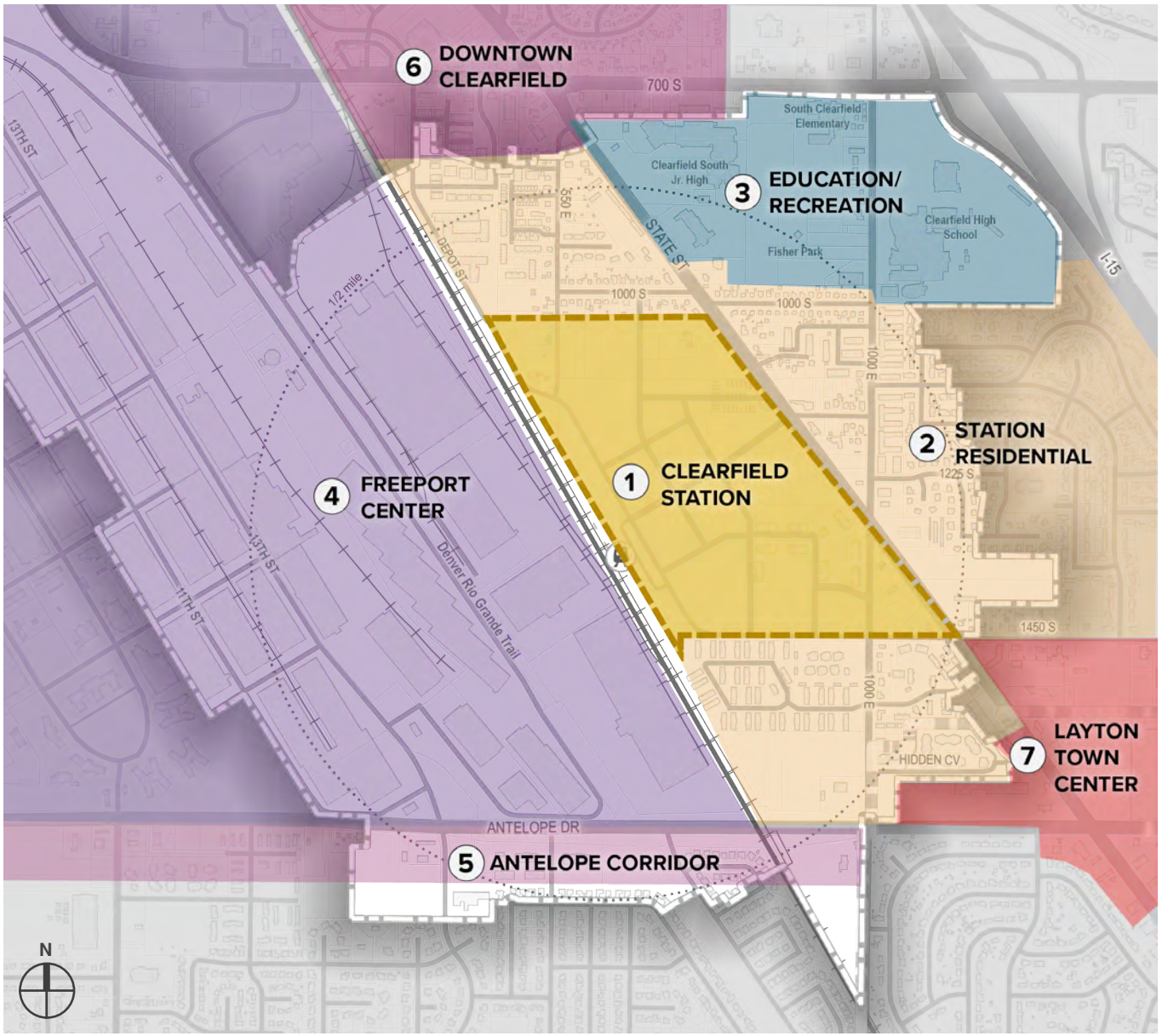
Provide a clear plan for future development of Clearfield Station Area that reflects existing conditions and the vision and goals established for the area.

ILLUSTRATIVE RENDERING: PERSPECTIVE VIEW: VILLAGE SQUARE

Rendering Credit: IBI Group

Districts

The station Zone of Influence is divided into five districts within the 1/2 mile Zone of Influence (Clearfield Station, Station Residential, Education/ Recreation, Freeport Center, and Antelope Corridor), each with a unique character based on their land uses. The zone of influence also has relationships with two additional districts, namely Downtown Clearfield and Layton Town Center. Each district contains a unique personality established by the specific setting, character and uses.



DISTRICT CHARACTER

1 CLEARFIELD STATION

Clearfield Station is the heart of the neighborhood and the focus of this plan. It is the most dense and active district, where people come to work, live and connect. As a mixed-use district, it provides connections between the station and office, residential, retail, and public open spaces.

2 STATION RESIDENTIAL

This district encircles the Clearfield Station District on the north, east, and south. The area provides a range of residential and ancillary uses that help to create a transition between the densely developed MDP Site and lower-density areas beyond.

3 EDUCATION/RECREATION

This district offers access to a full range of K-12 public schools, including Clearfield High School, North Davis Junior High, and South Clearfield Elementary. The district also includes high-level park and recreation opportunities at the Clearfield Aquatic and Fitness Center and Fisher Park.

4 FREEPORT CENTER

This is an important and well-established industry and job generating district. Separated from the station by a north-south running regional rail line, the district is physically close but difficult to connect due to the barriers created by the rails. As a result, Freeport Center has limited effect and influence on the Clearfield Station Area.











5 ANTELOPE CORRIDOR

This district straddles the south edge of Antelope Drive, bringing a mix of roadway-oriented commercial and medium-density residential uses to the area. The district helps buffer the lower density residential uses directly to the south, while offering additional commercial and housing options within the greater Station Area.

6 DOWNTOWN CLEARFIELD

Downtown Clearfield lies just outside the Clearfield Station Area. Together, the two centers help to establish Clearfield as one of the most diverse, dynamic, and mixed-use communities in the region.

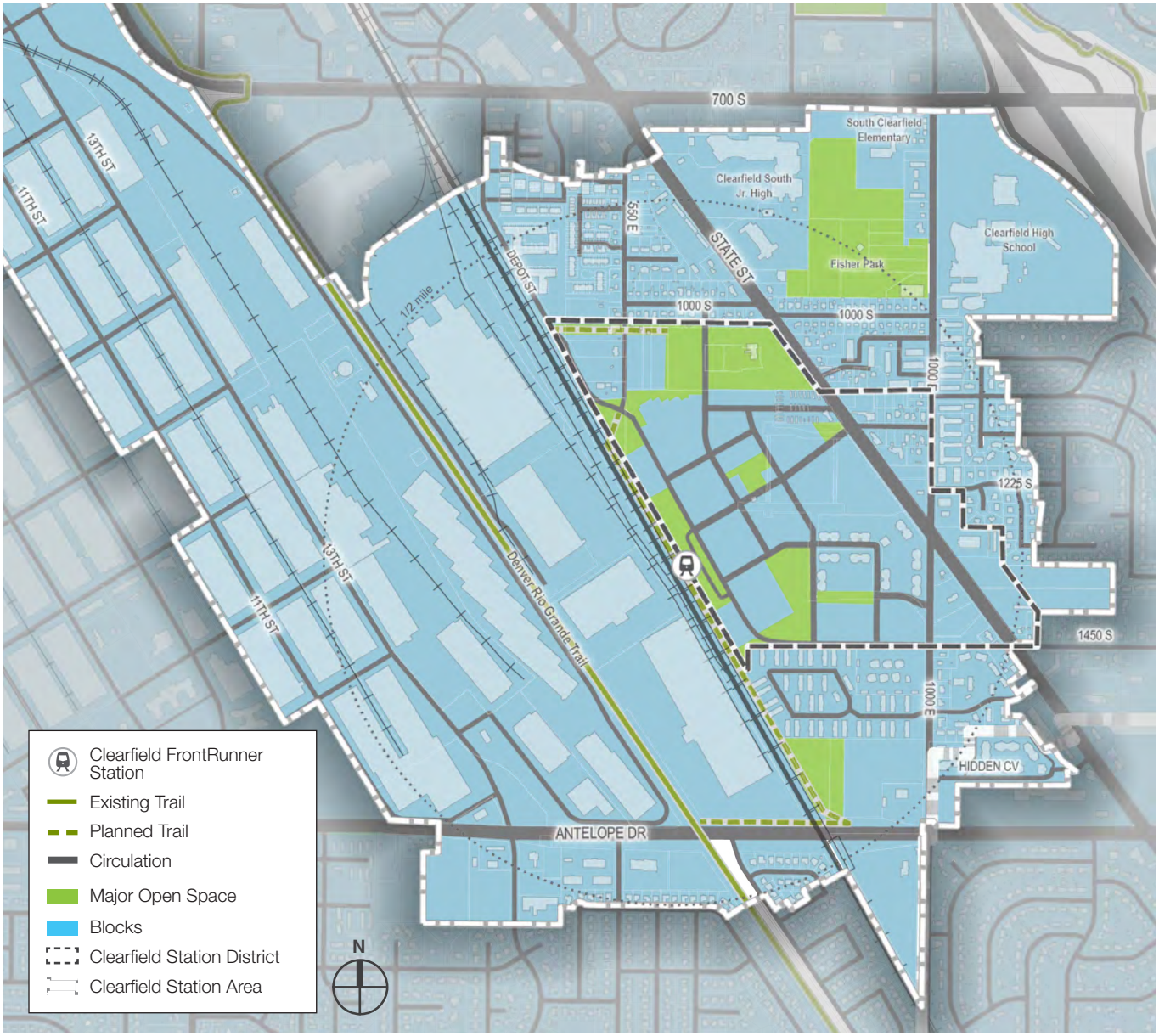
7 LAYTON TOWN CENTER

The Layton Town Center lies just beyond the half-mile zone of influence of the station, with Holy Cross Hospital -Davis and well-established residential neighborhoods just beyond. A strong connection between the Station Area and the town center will increase transportation, office, retail, commercial and residential opportunities.

Framework Plan: Streets, Blocks & Open Spaces

The Framework Plan for the Clearfield Station Area shows the defining features of the planning area, including the circulation system, block patterns, and open spaces. The physical arrangement of the streets and blocks establishes the form of the area, the framework for the Station Area, and its surroundings.

The Framework Plan highlights the key elements of the Station Area and how they are aligned and coordinated. Merging a connected street network with appropriately sized blocks and an integrated open space system is critical for ensuring the vision for the Station Area is realized.



Future Land-Use

The Clearfield Station Area is a diverse neighborhood that contains a variety of land-uses within the Station Area and its zone of influence. When complete, the area will merge existing neighborhoods and uses with new ones, resulting in a complex mix of complementary uses. These can be developed as horizontal mixed use projects (a variety of single use buildings) or vertical mixed use projects (multiple uses within individual buildings).

The accompanying land-use diagram details and refines the envisioned land uses for the area. The Clearfield Station District is where the bulk of new development and change is envisioned and is the focus of many of the subsequent sections of this document.

Future land-uses are arranged with the highest intensity uses concentrated near the center of the MDP site adjacent to the platform and are assumed to generate high transit ridership.

Table 1 indicates the anticipated areas and percentages of land allocated to each use.

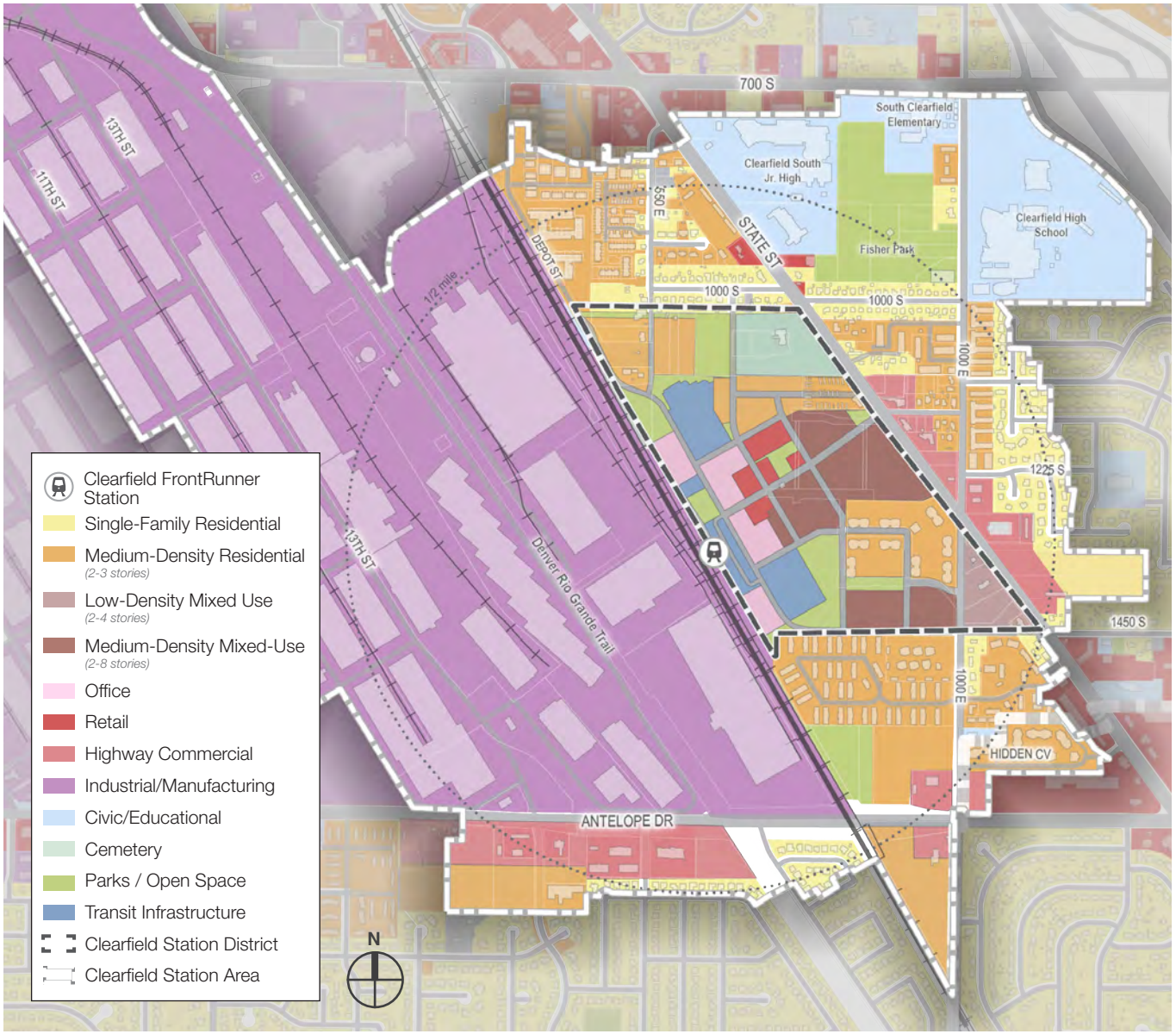


TABLE 1: FUTURE LAND USE ACREAGES

	Station District		Station Area Outside Station District		Total Station Area	
Name	Acres	Percent	Acres	Percent	Acres	Percent
Single-Family Residential	0.0	0%	42.7	6%	42.7	5%
Medium-Density Residential	21.9	24%	90.2	12%	112.1	13%
Low-Density Mixed-Use	4.3	5%	0.0	0%	4.3	1%
Medium-Density Mixed-Use	11.6	15%	0.0	0%	11.6	1%
Office	5.5	7%	0.0	0%	5.5	1%
Retail	5.6	7%	0.0	0%	5.6	1%
Highway Commercial	0.0	0%	29.0	4%	29.0	3%
Industrial/Manufacturing	0.0	0%	533.7	70%	533.7	63%
Government/Institutional	0.0	0%	48.7	6%	48.7	6%
Cemetery	6.5	8%	0.0	0%	6.5	1%
Park/Open Space	17.1	22%	21.1	3%	38.2	5%
Transit Infrastructure	9.6	12%	0.0	0%	9.6	1%
Total	**95.3**	**100%**	**752.8**	**100%**	**848.1**	**100%**

SINGLE-FAMILY RESIDENTIAL

Existing single-family residential neighborhoods should be maintained and incorporated into the structure of the Clearfield Station Area. A limited amount of new single-family residences may be warranted to help improve transitions with other uses in the area.

Example of Single-Family Residential

MEDIUM-DENSITY RESIDENTIAL

These areas include a mix of townhome, duplex, and/or multi-plex units that provide “Missing Middle” housing opportunities within convenient walking distance to the commuter rail station. Heights should generally be limited to three stories.

Example of Medium-Density Residential

LOW-DENSITY MIXED-USE

These areas provide a mix of lower-density housing options including multi-plexes and small apartment buildings, from two to four stories in height. Ground floor uses are envisioned to include a mix of residential, office, and retail uses.

Example of Low-Density Mixed Use

MEDIUM-DENSITY MIXED USE

Primarily concentrated around the intersection of Station Boulevard and State Street, these areas provide medium-density mixed-use buildings between two and eight stories in height. Ground floor uses are envisioned to include a mix of retail, office, entertainment, restaurant, general commercial and residential amenity spaces. The highly visible location will provide retail services for both the Clearfield Station Area and traffic on State Street. Housing and/or office uses are encouraged over the retail ground floor.

Example of Medium-Density Mixed Use

OFFICE

The office zone accommodates office buildings in the heart of the neighborhood, directly adjacent to the commuter rail platform. The central location of this use will help establish the identity of the neighborhood as not just a residential community, but a complete community centered around an employment hub. The central location of this zone requires some active ground floor commercial uses in prominent areas.

RETAIL

The retail zone provides a retail element near the station. This highly visible location will provide retail services for both the Clearfield Station Area as well as vehicular traffic from State Street. Housing and/or office uses are also possible, with retail limited to the ground floor.

HIGHWAY COMMERCIAL

These areas provide highway-oriented retail opportunities along Antelope Drive and the intersection with 1000 East. These are high visibility locations that will provide retail services for motorists operating in the vicinity of the area, including vehicular traffic from State Street. Carefully-incorporated residential and office uses are encouraged on the upper floors.

INDUSTRIAL/ MANUFACTURING

Freeport Center uses are anticipated to grow and evolve over time, bringing greater numbers of employees to the area. To help ensure the center takes advantage of the transit, retail, office, and entertainment opportunities with the Station Area, vehicular, microtransit, pedestrian, and cycling linkages should be considered as part of any future redevelopment in the Freeport Center.

Example of Office

Example of Retail

Example of Highway Commercial

Example of Industrial/Manufacturing

CIVIC/EDUCATIONAL

The area is well served by three K-12 public schools and a public park north of the Station Area. These facilities should be preserved and enhanced to meet the needs of the Station Area and the Clearfield community as a whole.

PARK / OPEN SPACE

A range of new parks, plazas, greenways, and streetscapes are proposed to establish the Station Area as a robust and engaging city center. These uses should be mixed with retail shops and other public amenities to help facilitate the creation of a gateway experience into this new and dynamic district. These efforts should be combined with upgrading efforts for Fisher Park and other existing parks on the periphery of the planning area, to help ensure a high level of park and open space opportunities are available to serve the expanded population in the area. The public space zone contains the neighborhood's significant public open spaces, including recreational and functional open spaces. The plan shows the existing drainage basin, as well as a central location for a village square.

CEMETERY

The existing cemetery will be retained, with pedestrian access integrated into the park and open space network.

TRANSIT INFRASTRUCTURE

The transit infrastructure within the Station Area provides transit users with central, comfortable, safe, and convenient infrastructure that accommodates all modes of transit. A transit plaza will provide civic space, as well as amenities that enhance the overall transit user experience. This includes small buildings and kiosks for food and beverage, bike rentals and micromobility, ticket stations, and other amenities geared toward transit riders. Transit uses are served by parking locations within 1,000 feet of the commuter rail platform to ensure an appropriate amount of parking is available for park-and-ride transit users. Parking in this area can also act as shared parking for employees and visitors in the neighborhood.

Example of Civic/Educational

Example of Park/Open Space

Example of Cemetery

Example of a Transit Plaza

Station District Illustrative Master Plan

This section focuses on the **Station District**, as it contains the majority of proposed redevelopment (see Future Land Use on page 37).

The Illustrative Master Plan presents an example layout of how the Clearfield Station District could develop to meet the vision and principles established for the project. As previously described, this district area represents the most development-ready zone within the Station Area. The other districts are well-established and expected to generally remain within their current form.

The building sizes, shapes, and uses shown here are flexible and are intended to demonstrate the vision for the development. The layout and arrangement of the buildings is also flexible.

ILLUSTRATIVE RENDERINGS

Concept renderings demonstrate the general character and feeling of the Clearfield Station Area. They are meant to illustrate the general vision, not specific design solutions.

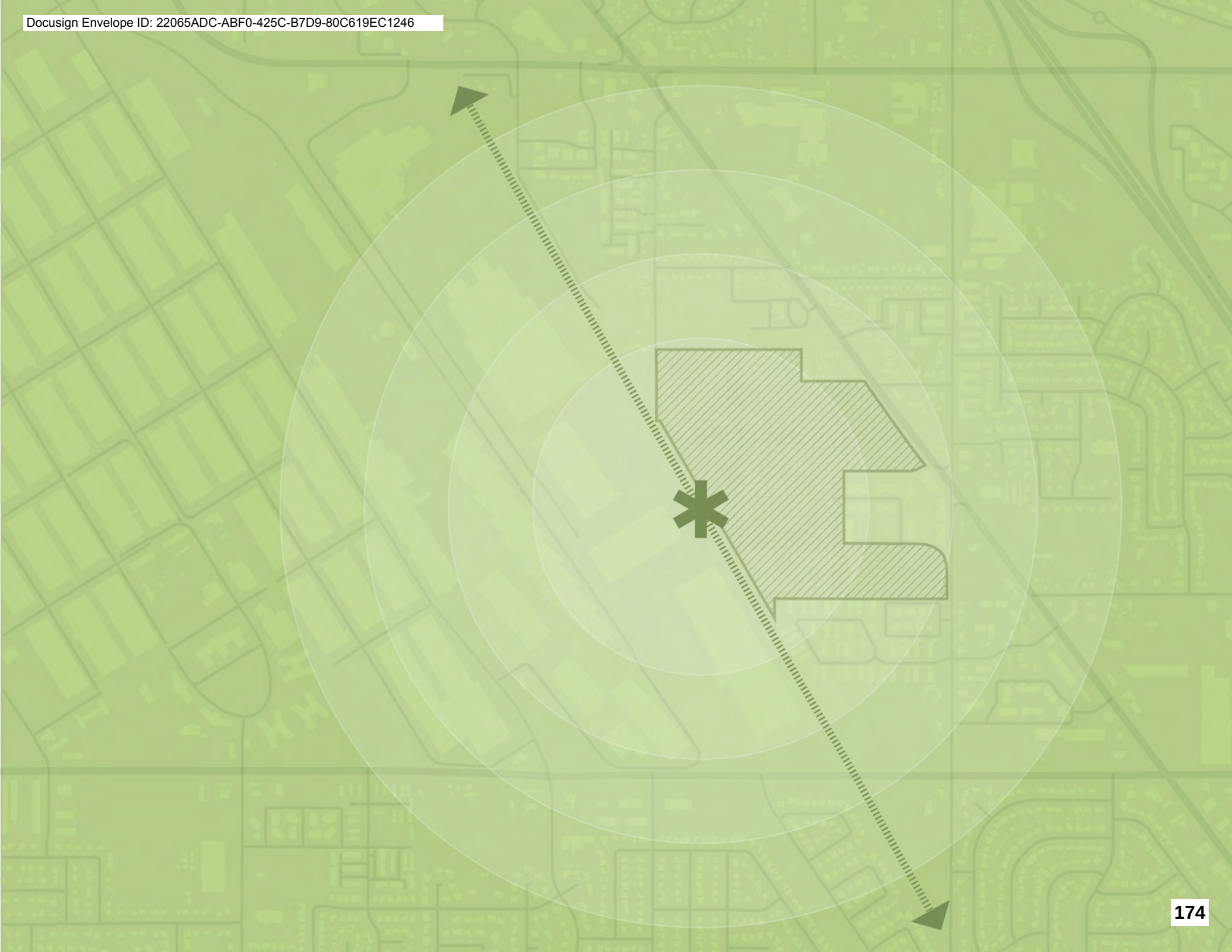
The images on this page provide two views along Station Boulevard looking toward the FrontRunner Station – one viewed from above the street, and the other from a street level perspective.

ILLUSTRATIVE RENDERING: STATION BOULEVARD LOOKING WEST

Rendering Credit: IBI Group

ILLUSTRATIVE RENDERING: STATION BOULEVARD LOOKING WEST

Rendering Credit: IBI Group



04

MARKET STUDY + ECONOMICS

Market Study + Economics

INTRODUCTION

With the proposed development within the Clearfield Station Area Plan, there is tremendous potential for Clearfield City (City) to generate increased revenues. This analysis calculates the possible revenue generation for the land use types, factoring in the City's main General Fund revenue sources: Property Tax, Sales Tax, Municipal Energy Tax, and Class B/C Road Funds.

ASSESSED VALUES IN DAVIS COUNTY

For the most accurate revenue projections, average assessed values were calculated for different development types that are found within the Station Area plan. These are based on similar properties throughout Davis County, according to 2023 values provided by the County.

TABLE 2: AVERAGE DAVIS COUNTY ASSESSED VALUES

Land Use Category	Average Assessed Value
Office	$186.84/SF
Mixed-Use	$198.67/SF
Retail	$135.82/SF
Multi-Family	$237.72/SF
Single Family	$186.87/SF

Source: Davis County Assessor's Office

POTENTIAL REVENUE GENERATION

Table 3 demonstrates the approximate acreage and total revenue generation of each major land use type within the Station District. This analysis does not include the entire Station Area, focusing in on just the Station District where the majority of land use change is proposed (see Districts Map on page 33 and Future Land Use Map on page 37).

The mixed-use development is planned to contain both residential and commercial uses, in a primarily vertically stacked configuration. There are additional uses proposed within the Station District, but they are primarily non-revenue generating properties such as open spaces, parking garages/areas, and transit zones.

These calculations represent additional revenues the City may collect as the project is developed. The City will continue to receive revenue from other areas within the Station Area boundaries, however they are not reflected in these calculations.

Total revenues shown demonstrate an aggregated total of major General Fund revenue sources for the City: Property Tax, Sales Tax, Municipal Energy Tax, and Class B/C Road Funds. The total revenue generated by the development within the area depends on the final mix of development subtypes.

TABLE 3: STATION DISTRICT DEVELOPMENT REVENUE GENERATION

Land Use Category	Acres	Development Subtype	Total Revenue (Mixed-Use with Retail)
Medium-Density Residential	21.9	Townhomes	$184,554
		Apartments	$516,739
Low-Density Mixed-Use	4.3	Retail	$217,691
		Office	$147,450
Medium-Density Mixed-Use	11.6	Retail	$826,616
		Office	$447,644
Office	5.5	n/a	$190,135
Retail	5.6	n/a	$191,653

Source: ZPFI

For example, if the Medium-Density Residential develops as townhomes, the Low-Density Mixed-Use develops with a retail focus, and the Medium-Density Mixed-Use develops with an office focus, the total revenues would be estimated at $1,231,676. As Table 3 demonstrates, the total revenue collected varies depending on what use is found within the mixed-use area.

The development type with the greatest revenue generating potential is mixed-use with a focus on retail as the commercial development. This is in large part thanks to the impact of sales tax. The increased taxable sales projected for these businesses results in more potential revenue generation. It is interesting to note that multi-family residential development has the second greatest revenue. With the rise in online shopping, homes have become miniature retail stores, with cities able to collect point of sale revenue from these sales. With more dense residential developments, this increases the revenue collection.

Funding Sources

The City has a number of avenues at its disposal to help incentivize development in this area, or to help offset development costs. The following table summarizes a number of these different funding opportunities.

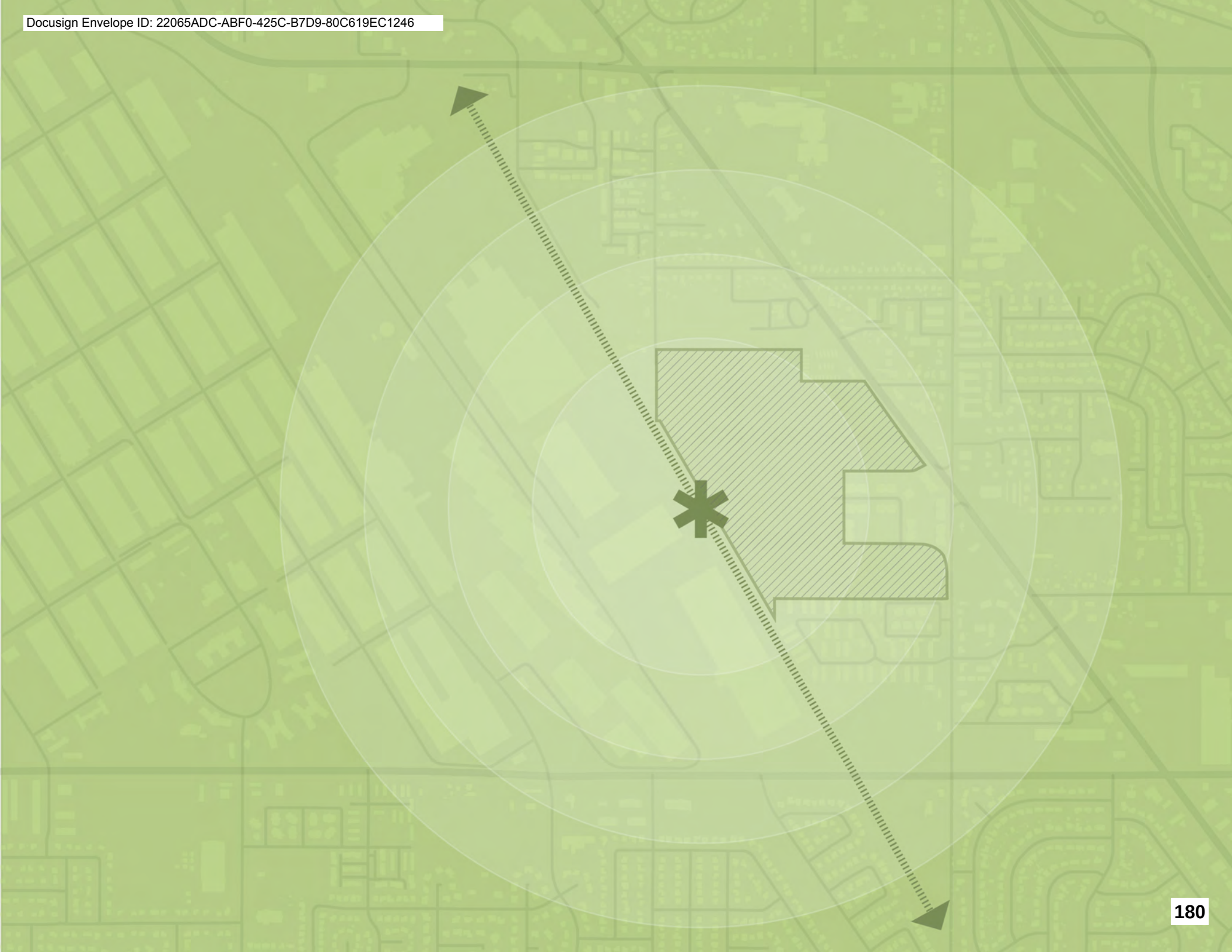
TABLE 4: AVAILABLE FUNDING MECHANISMS

Funding Source	Advantages	Disadvantages
Tax Increment Financing (Community Reinvestment Area – CRA)	Taxes generated in an area are spent in same project area; Potential participation by other taxing entities; Can include specialized TIF areas such as HTRZs and TRZs	Must get approval of other taxing entities – subject to political will
Bonding (General Obligation GO, Sales Tax)	GO bonds have the lowest rates; Sales tax bonds do not require public approval/ vote; Funds are available immediately	GO bonds require public vote
Utility Bond	Immediate funding; No public vote required	Rates may need to be raised to cover utility costs; Used only for utilities
Impact Fees	New development pays its own way – proportionate share of capital costs; Could create separate service area for separate impact fees if extraordinary costs apply; Could be a long-term repayment source for other funding mechanisms	Receipt of impact fees takes place over many years and is not guaranteed; Not every project is impact fee eligible
Public Infrastructure District	Off the City's books; Those who benefit pay; Cost is much lower than other development financing; Used instead of impact fees and is a steady stream of revenue	Willingness of all property owners to establish a PID; Ongoing PID governance; Competitiveness of site with additional taxes
Special Assessment Area	Those who benefit pay; Could be used in conjunction with tax increment, thereby encouraging development and use of increment to pay assessments	Willingness of property owners to establish a SAA – requires 60 percent or more to agree (based on assessment method); Need to come up with equitable assessment method
Public-Private Partnerships	New revenue stream that pays for infrastructure	Relatively untried; Would lose control of rates to private investor
Grants	Additional money that does not come from the City; Ability to enhance funds already committed to projects	Funds are subject to availability from the granting institution; often times requires matches or other restrictions

Economic Incentives

HOW COULD POTENTIAL USES BECOME MORE FEASIBLE AT CLEARFIELD STATION?

- **Opportunity Zone** – This area falls in a designated Opportunity Zone. This is a major investment incentive that creates a superior advantage to most other Frontrunner Stations.
  - Significantly increases investment appeal and makes office and retail more financially feasible (investors will accept lower capitalization rates (creating higher values) due to the tax advantages).
- **Funding Incentives** – The area is part of an existing CDA. Available funding incentives should be readily marketed to attract uses the city desires.
  - Additionally, the city and UTA should consider the formation of a Transportation Reinvestment Zone (TRZ), a newly adopted economic development tool that focuses on tax increment financing for transportation specific improvements. This funding option, while very similar to an RDA/CRA, does not require a ten percent allotment to affordable housing. It also allows for the land owner and city to have greater control regarding what can be built.
- **Increase Daytime Population** – an increase in daytime population will benefit retailers. This can be accomplished by the following:
  - Entertainment draw/attraction
  - Strong office population
  - Strong residential population (to capture remote workers)



05

BUILDINGS + ARCHITECTURE

DESIGN GUIDELINES

Buildings + Architecture

OVERVIEW

The layout and arrangement of buildings and parking typically have the most significant impact in creating a walkable destination. The arrangement of buildings and parking reinforces the quality and functionality of the building facades, streets, and open spaces and how all of these elements work together to create a more livable environment.

The following guidelines are meant to apply to the Station District (see District Map on page 33) and other mixed-use development areas within the Station Zone of Influence.

INTENT

To establish strong urban design guidelines for the Station District and other mixed-use development areas within the station Zone of Influence that will serve as the foundation to thoughtfully choreographing buildings, open space and streets.

PRIMARY FACADES

Primary facades establish a consistent streetwall with active ground floor uses. As illustrated on the map on the following page, they often line primary streets – the most important and walkable streets in the neighborhood. Primary facades should address the street with windows/transparency, high quality building materials, and a main building entrance.

Retail, residential, and/or other active uses are encouraged where a building faces a primary street.

SECONDARY FACADES

Secondary facades should be used when a building fronts multiple streets. The secondary facades should include windows/transparency and high quality building materials. However, such treatments are not as essential as they are on primary streets. Retail, residential and/or other active uses are encouraged. Blank walls should be limited.

PARKING

Parking areas should be located in the rear and to the sides of buildings, and should not face the Primary streets.

Buildings should wrap and screen parking areas from the street where possible and/or applicable.

OPEN SPACE

Open spaces should be located throughout the Station Area in prominent locations and include various sizes and user experiences.

Open space design and programming should respond to the surrounding uses and buildings.

See *Chapter 6: Open Space + Public Realm* for details.

Architectural Style

INTENT

To establish a specific “look and feel” throughout the study area to unify the area and create a design theme that is appropriate for the Clearfield Station Area.

DESIGN THEME - “CONTEMPORARY INDUSTRIAL”

The design theme for the Station Area is contemporary industrial style that is modern, yet is rooted in the industrial character of its surroundings. This industrial character helps to create a brand for the area and provides a common theme that ties the neighborhood together.

There are no historic buildings on or directly adjacent to the MDP site. Therefore, this presents an opportunity to create a new and unique, industrial inspired architectural style.

The design guidelines section will provide detailed design guidelines that should be followed to achieve a consistent and coherent architectural style as outlined above.

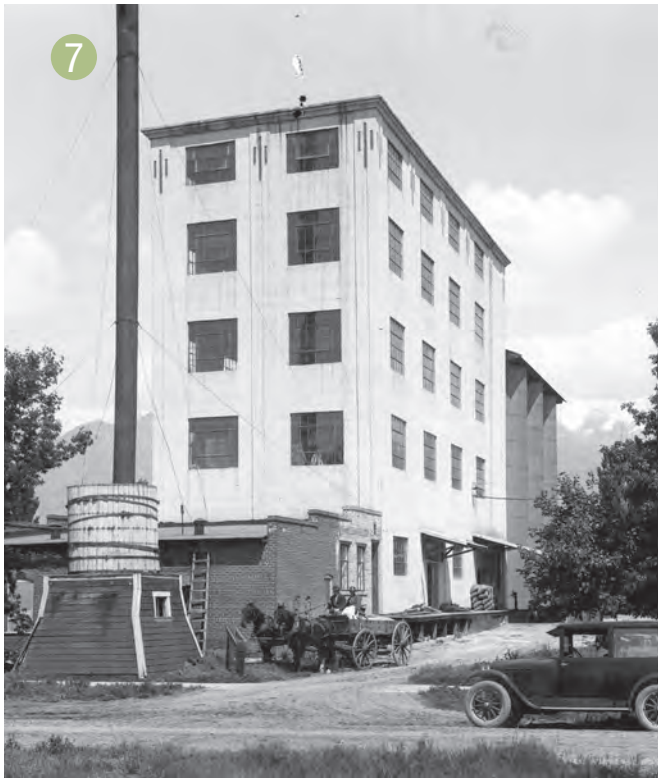
HISTORICAL PRECEDENTS

There are no historic buildings currently existing in the area, and therefore, historic precedents should be considered from around Northern Utah. Precedents should be based on traditional industrial architecture from the early to mid 20th Century that are/were found in Northern Utah.

The images to the right display buildings found in Clearfield, as well as nearby cities such as Ogden, Layton, and Kaysville. These are just a few examples of existing and former buildings from the area that should provide inspiration for architects and designers.

PRECEDENT IMAGES

1. Administration building at the Clearfield Naval Supply Depot (now Freeport Center)
2. Layton Sugar Company
3. American Can Company (Ogden)
4. DaVinci Academy (Ogden)
5. Pillsbury Company (Ogden)
6. Warehouse (Ogden)
7. Kaysville Flour Mill
8. American Can Company (Ogden)



Architectural Style

CONTEMPORARY PRECEDENTS

The buildings on the following pages demonstrate images found throughout the country that achieve the goal of creating a contemporary, modern building that is also rooted in historic industrial architecture. They reflect the character and level of detailing envisioned for the Clearfield Station Area.

The images illustrate a range of precedents, from more abstract interpretations, to more traditional recreations. These images should be used for reference and inspiration for new development on the Clearfield Station Area.

Elements often associated with industrial architecture include, but are not limited to:

- Large volumes that house large-scale industrial activities such as a mill, factory, foundry, refinery or power plant.
- Predominantly brick and steel buildings.
- Specialized building elements and apparatus such as tall chimney stacks, exposed materials circulation apparatus, hoists and chutes.
- Exposed structural elements.
- High interior spaces with exposed brick, steel and timber.
- Divided light windows.














Materials + Colors

INTENT

To ensure a consistent application of complementary and high quality materials throughout the neighborhood that will reinforce the unique identity and a sense of place.

DESIGN GUIDELINES

- Building materials should reinforce the industrial theme by using brick, steel, timber, and concrete.
- Building materials should be durable, high quality, and authentic materials that have a long life, age well, and reflect a high level of craftsmanship.
- Building materials should add texture, depth, and visual interest to the building's facade.
- Materials should turn corners and incorporate thoughtful transitions between facades, spaces, uses, and structures.
- Materials should generally be limited to one or two predominant materials and one or two accent materials in order to keep buildings visually coherent and uncluttered.
- EIFS stucco and corrugated steel should be limited to no greater than 30% of the building's facade.

COLOR

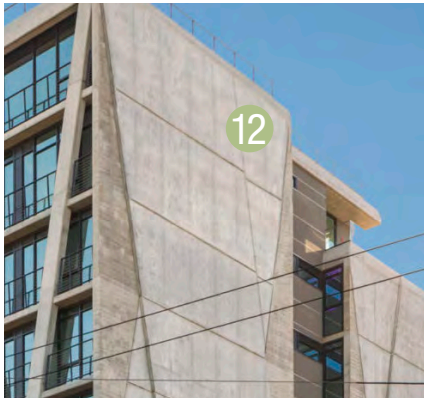
Industrial buildings typically are defined by dark, heavy colors, such as red brick, black steel and dark concrete.

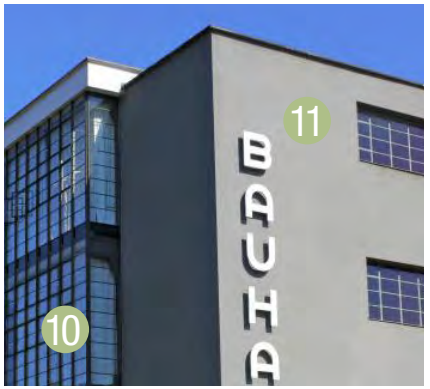
While those colors and materials are appropriate, lighter colors are highly encouraged in order to give the district a more fresh, contemporary look. Pops of color are also encouraged to accent and bring a feeling of excitement and uniqueness to the neighborhood.

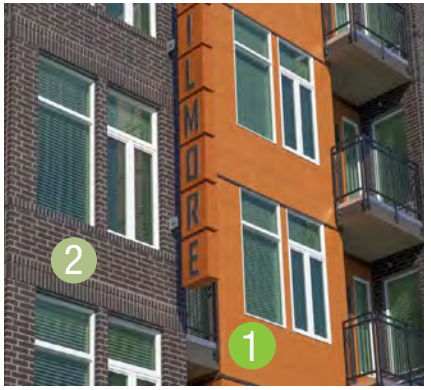
1. Pop of Color as an Accent

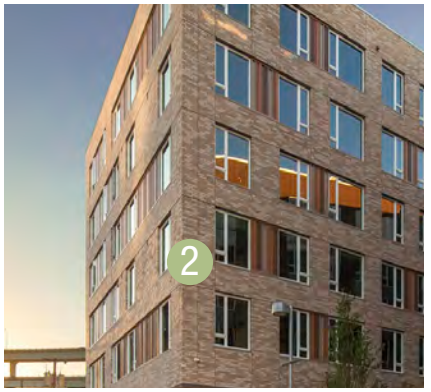
ACCEPTABLE MATERIALS

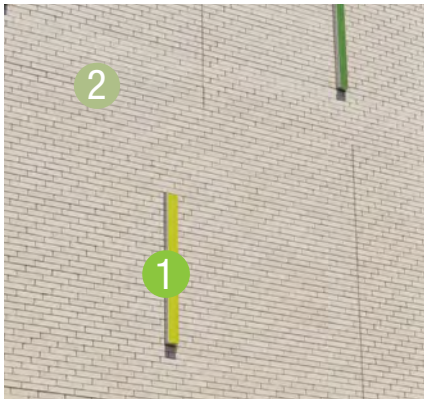
2. Brick
3. Tumbled Brick
4. Black Steel
5. Colored Pre-Finished Metal Panels
6. Corrugated or Corten Steel
7. Stone
8. Wood / Timber
9. Curtain Walls Glazing System
10. Industrial Sash / Divided Light Windows
11. EIFS Stucco
12. Concrete











Architectural Massing

INTENT

To facilitate building shapes that fit comfortably within their surroundings, are friendly and unobtrusive to pedestrians, achieve an attractive urban form, and are visually interesting.

DESIGN GUIDELINES

- The most dense uses and tallest building heights should be located in Medium-Density Mixed-Use areas (see Future Land Use Map on page 35).
- Buildings should be designed to a human scale, with particular attention on the ground floor
- Floorplates should generally be less than 30,000 sf per building, with no minimum floor plate size.
- Buildings should create a consistent streetwall on both sides of the street to create “enclosure.”
- Gaps in the streetwall should be limited as much as possible.

PRECEDENTS

1. Building has clearly defined top, middle, and base.
2. Multiple buildings combine to create a good, pedestrian-scaled streetwall. The buildings also demonstrate a clearly defined top, middle, and base.

ARCHITECTURAL MASSING

Architectural massing is key in creating an inviting pedestrian environment. Care should be taken to understand the form of buildings and their impact on the public realm.

This graphic demonstrates how careful architectural massing creates an interesting and pedestrian friendly urban environment.

1. A consistent streetwall on both sides of street, as well as vertical elements such as trees, create a sense of enclosure.
2. A variety in building height, scale and bulk creates a dynamic and visually interesting experience.
3. Buildings include stepbacks on upper stories in the building facade to ensure pedestrian scale and increase sunlight and air on the street.
4. The ground floor of buildings addresses the street and has a high level of transparency.
5. Windows, podium decks and balconies overlook the street.

Facade Articulation

INTENT

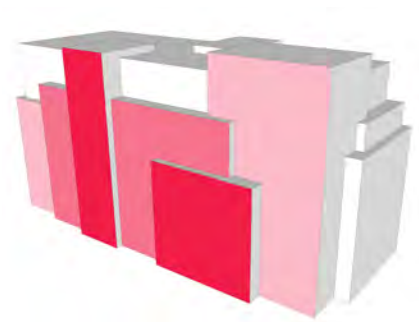
To purposefully articulate building facades in order to make the various building functions legible through the massing of the buildings, as well as to reduce the building's apparent mass.

HORIZONTAL ARTICULATION

The first 20 feet of height of building faces should have a rhythm of modules that serve to break down the scale of the building face. A module is defined as a portion of the facade that is differentiated from the adjacent facade by a change in the line of the face of the building, and/or a substantial change in material color or fenestration. Characteristics between modules should relate to one another to achieve a unified composition.

DESIGN GUIDELINES

- Modules should generally be no longer than 40 feet.
- Building facades should avoid being long, monotonous, and repetitive.
- Articulation should be used to create interest and help establish a strong sense of design and identity.
- Massing, building details, and entries should be proportionately scaled.



Vertical planes are articulated through massing and add interest to the building

VERTICAL ARTICULATION

The three segments of the building - the base, middle and top - should be articulated by such elements as cornices, string courses, stepbacks, recesses and projections, changes in floor height, and changes in color and material.

DESIGN GUIDELINES

Top Section

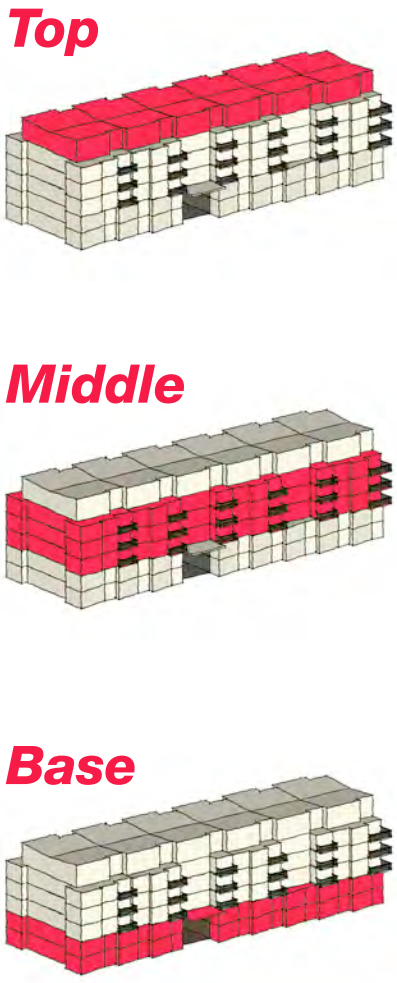
- Should define the roof line.
- Stepbacks are encouraged for penthouse units or to otherwise break up the mass and define the building top.
- Incorporate green roofs and other usable roof space where possible.

Middle Section

- Should define the principle building facade.
- Should differentiate from the base and top sections through the use of massing, materials, and/or color.

Base Section

- Should relate directly with the street.
- Should “ground” the building.



Setbacks

INTENT

To ensure all buildings consider their relationship with the public right-of-way with the appropriate setback distance for each unique use, and to create a human-scaled, defined streetwall.

DEFINITION

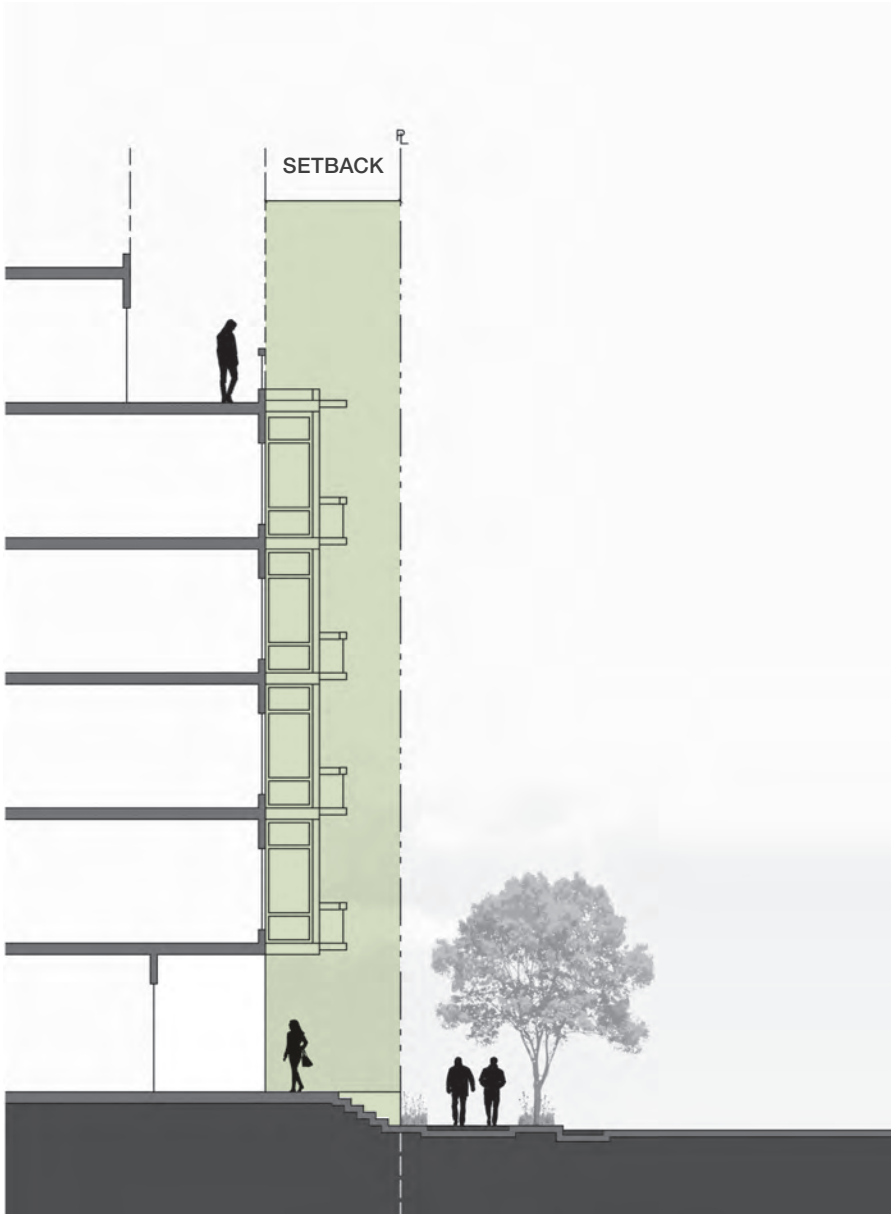
The setback refers to the space between the building facade and the public right-of-way line.

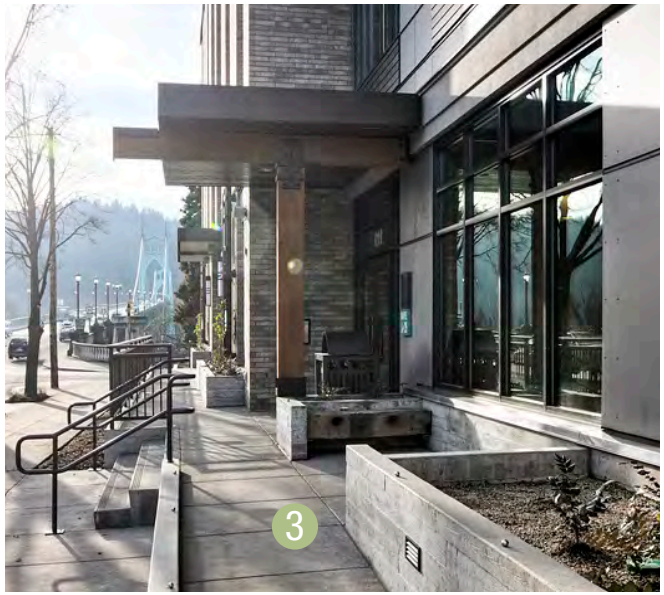
DESIGN GUIDELINES

- Maximum setback distance is 15 feet unless a building fronts a plaza or open space.
- There is no minimum setback distance.
- Generally, setbacks should be no more than 5 feet.
- Setbacks, when used, should enhance the ground level environment and pedestrian experience. Examples include:
  - To create a space for outdoor dining in front of retail/restaurant spaces.
  - To provide landscape and/or a patio/stoop in front of ground level residential entrances.
  - To enhance the architectural character of the building facade at street level.
  - Entrance courts for office or residential building lobbies.
  - To add interest and bring nature into the streetscape through planters and landscape. In-ground planters are only allowed in front of ground-floor residential units.
  - Setback may be raised above sidewalk level to create feeling of semi-private space.
- See pages 68 - 61 for ground floor - base activation design guidelines.

PRECEDENTS

1. Setback is used for outdoor dining.
2. Setback along ground floor residential units contains stoops and landscape.
3. Setback is raised to create sense of semi-private space.
4. A strongly defined streetwall is created, despite having some setbacks in the building face and at the ground floor.





Projections

INTENT

To encourage facade articulation through habitable and non-habitable projections.

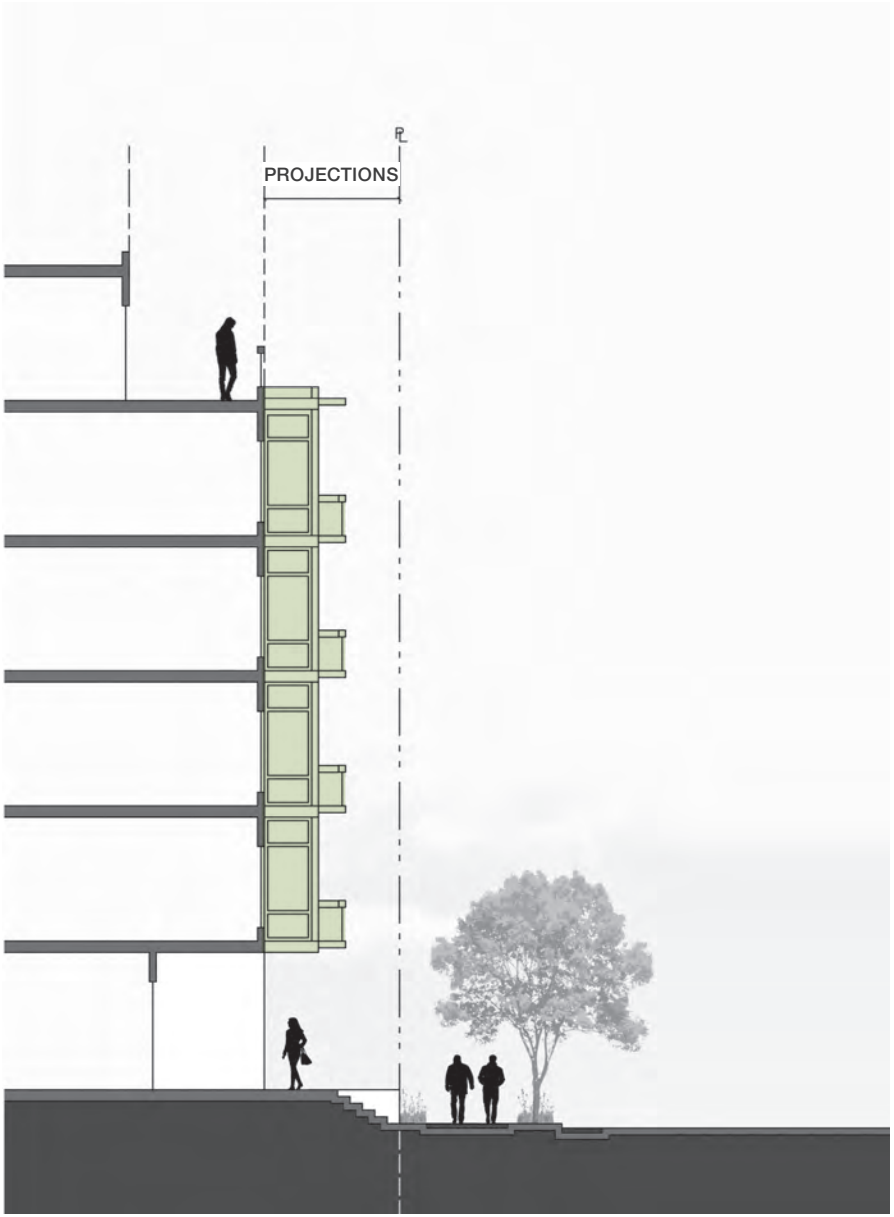
DEFINITION

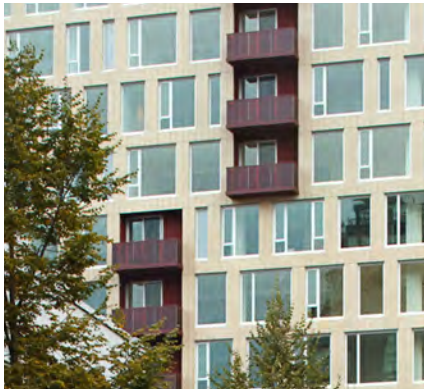
Habitable projection - a portion of the building enclosed by walls and a roof, such as a bay window, corner element, or other extended bay.

Non-Habitable projection - spaces utilized by residents but not enclosed by walls and a roof, such as balconies.

DESIGN GUIDELINES

- Projections are encouraged to add visual interest to the facade, as well as to add usable balconies as residential amenities.
- Balconies should be at least 3 feet deep.
- Projections should not extend more than 6 feet into setback or common space.
- Projections should not extend more than 3 feet into public right-of-way.
- Decorative elements such as belt courses, cornices, sills and eaves are also encouraged.





Stepback

INTENT

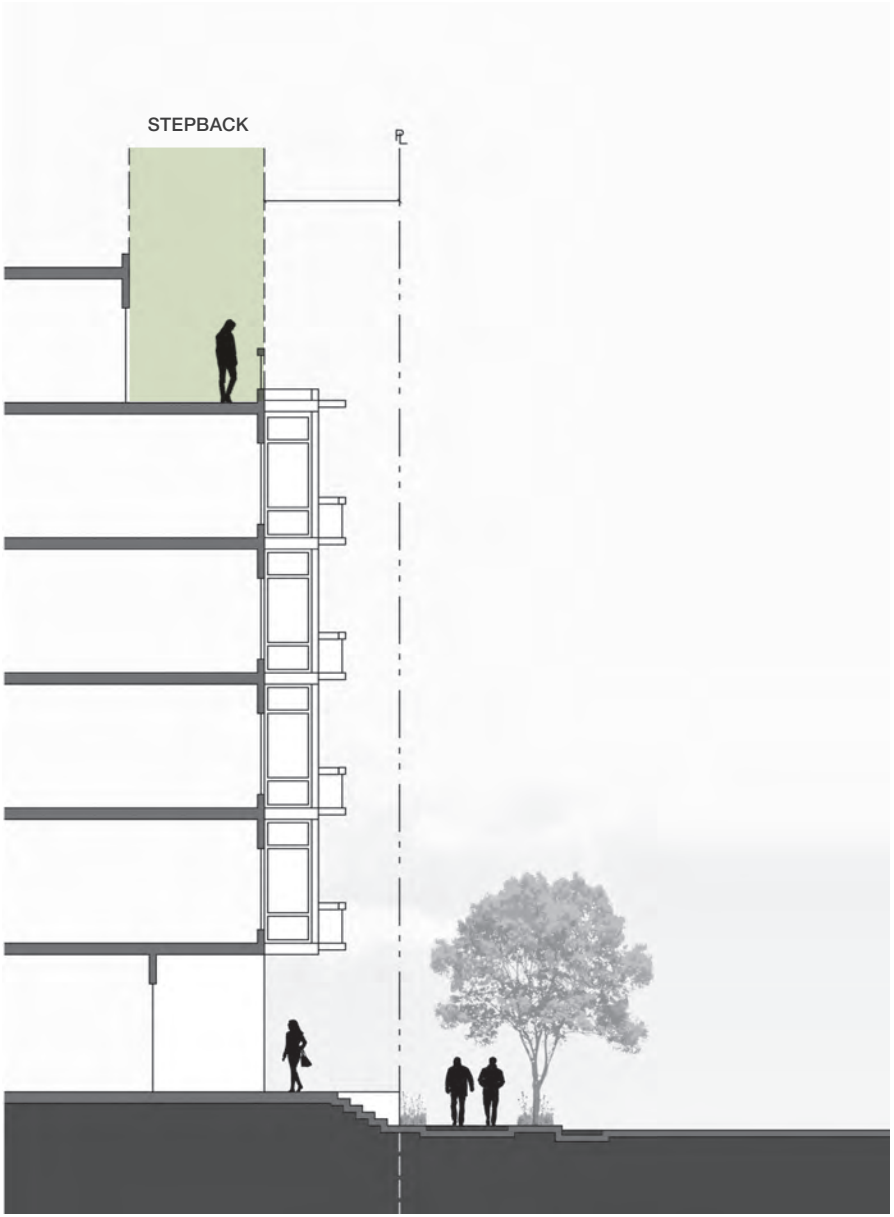
To encourage facade articulation and the creation of usable outdoor space by offsetting the upper floor(s) from the lower floor(s) of a building.

DEFINITION

Stepback is the portion of the building on upper levels that is stepped back from the building facade.

DESIGN GUIDELINES

- Stepbacks are encouraged to help break down the mass of the building by creating a defined “top,” as well as to add usable space for residential amenities.
- Roof space created by stepbacks should be designed as usable outdoor space.



Ground Floor - Base Activation

INTENT

To ensure the important interaction between the ground floor of a building and the sidewalk is carefully designed to enhance the pedestrian experience and the overall vitality of the neighborhood.

OVERVIEW

One of the most important aspects of a walkable urban neighborhood is the street level interaction between the building and the street. For a streetscape to facilitate active public life, it is essential that buildings address the street on the ground floor.

This page contains general ground floor design guidelines, while the following pages contain specific guidelines for residential and commercial uses.

DESIGN GUIDELINES

- The base of the building should be designed to foster positive activity by orienting and integrating courts, lobbies, entries, and large windows to face streets, public parks, and open spaces to provide more opportunity for interaction and safety.
- Avoid or minimize expansive blank walls at the ground floor.
- Include operable windows, roll up doors, and other features to activate and animate a building.
- Maximize transparency of ground floor commercial facades with windows and doors with visibility into active uses, such as retail spaces, lobbies, etc.
- Highlight entrances to commercial buildings through integrated signage, changes in materials and colors, and/or through changes to the buildings massing.
- Ground Floor heights should be at least 14 feet tall.
- Active uses should have a depth of at least 25 feet from the street frontage.

PRIMARY STREETS

The primary streets, as defined in the Street Hierarchy Section on page 97, are the most important streets where active ground floor uses should address the street. “Primary Street A” (the boulevard) is designed to be the primary retail and walking street in the neighborhood.

“Primary Street B” should also have active uses fronting the street. Retail is encouraged, if it is supported by the market. However, it is anticipated that this street will more likely be lined with active uses such as residential units, lobby spaces, meeting spaces, etc.

Active uses are encouraged on all other streets in the neighborhood to the extent feasible.

ACTIVE USES

Active uses are defined as any use that provides some level of interaction with the public realm. This could include uses such as residential, retail goods establishments, retail service establishments, public service portions of businesses, restaurants, taverns/ brewpubs, bar establishments, art galleries, theaters, performing art facilities and more. Uses must also be allowed by City Ordinance.

PARKING STRUCTURES

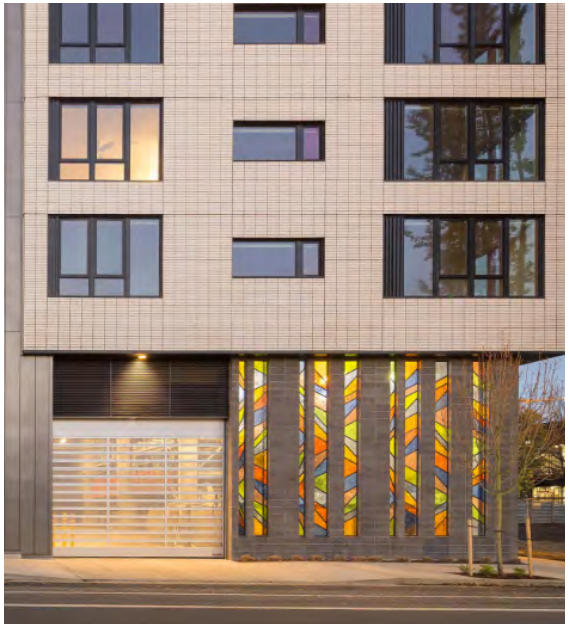
No parking structures are allowed to face “Primary Street A” and any parking structure facing “Primary Street B” should have an active ground floor use.

SCREENING METHODS FOR BLANK WALLS

Where blank walls occur, creative methods should be used to create interest on the streetscape. This could include solutions such as murals, green walls (plants growing on walls), faux windows, and more.

PRECEDENTS

1. Entrances at street level combined with high quality landscape buffer activates the street.
2. Storefront with high transparency on ground floor, along with outdoor dining, activates the street.
3. Roll up doors on ground level blend the indoor/outdoor space and activate the street.
4. Faux windows and landscape add visual interest to create feeling of activity on a facade without an active use.
5. Planters along blank street wall add interest to an otherwise blank wall.
6. Colorful glass adds interest and life to an otherwise blank wall.



Ground Floor Residential

INTENT

Residential buildings without retail or other active uses on the ground floor should activate the ground floor by putting residential units with individual entries that address the street on the ground floor.

GROUND FLOOR DESIGN ELEMENTS

1 LANDSCAPED SETBACK

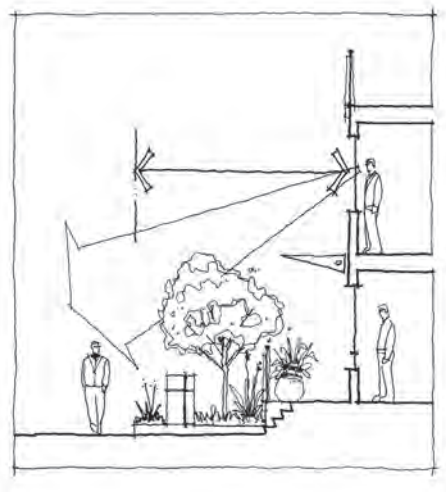
Buildings with residential units on the ground floor should provide a setback, typically 10' or less, to provide space for entry steps/stoops and landscape in order to provide adequate space for the public/ private transition. The landscape/ plants should also be used to screen views from the street into residences (also see diagram on bottom right of this page).

2 RESIDENTIAL ENTRY

Residential units on the ground level should generally be located at least three feet above grade, so that the unit's habitable space is above the eye level of pedestrians for increased privacy.

3 FACADE MODULATION

Buildings are vertically modulated at regular intervals of no greater than 30 feet to express individual ground floor residential units



Ground Floor Commercial

INTENT

Commercial buildings should activate the ground floor through using retail or other active uses on the ground floor.

GROUND FLOOR DESIGN ELEMENTS

1 SETBACKS + LANDSCAPE

Commercial buildings should not have a consistent setback, but should have articulation zones as specified. Where setbacks do occur, landscaping is encouraged to soften the streetscape, add visual interest, and increase the opportunities for experiences with nature in an urban environment. Outdoor Dining or other functional uses that enhance the ground floor use are also encouraged

2 TRANSPARENCY

The ground floor of commercial buildings should be primarily composed of transparent materials in order to reveal activity of the building, as well as to add interest and security to the pedestrians.

3 FACADE MODULATION

Buildings are vertically modulated at intervals that align with the specific ground floor use, generally no greater than 80 feet. For retail uses, intervals should generally be no greater than 50 feet.

Roofs

INTENT

To emphasize the architectural style and to minimize visual impacts.

DESIGN GUIDELINES

- Roofs should be flat or appear flat from street level.
- Building heights and roof lines should modulate to create a visually appealing skyline and add interest to the skyline.
- Mechanical equipment on roofs should be screened from the street view.
- Green roofs are encouraged
- Usable roof terraces are encouraged
- Roofs should use high albedo, non-reflective materials to minimize heat island effect

Corners

INTENT

To emphasize important intersections and corners by including special architectural features on buildings in these key locations.

DESIGN GUIDELINES

- Incorporate special design details and architectural treatments that reinforce the corner's importance as a public realm element
- Corners in key locations should be emphasized by utilizing a combination of these measures:
  - A change in the building's massing and/or height
  - A contrasting facade finish
  - Transparency
- Designers/Architects are encouraged to find creative and artful solutions.

Entrances

INTENT

To emphasize the relationship between buildings and their adjacent streets by prominently featuring major entrances.

DESIGN GUIDELINES

- The main entrance to the building should provide the most important interaction between the pedestrian and building and should be emphasized through design.
- Buildings that front primary streets (as defined on page 97) should have a main entrance facing that street. A building may have an additional main entrance that faces the main parking area or drop-off zone, if applicable.
- Use lighting to highlight entrances.
- Provide canopies, awnings, or other overhead elements to protect users from weather conditions.
- The use of continuous “docks” within the build-to line is permitted to provide a semi-private space for outdoor dining or other uses that activate the streetscape. This mimics the re-purposing of loading docks that is often done on historic industrial buildings.

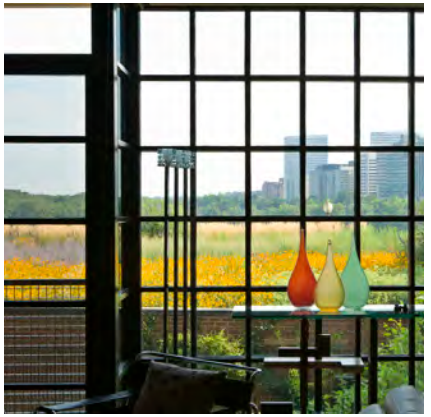
Fenestration

INTENT

To create a pedestrian friendly and engaging relationship between buildings and streets.

DESIGN GUIDELINES

- The ground floor of commercial buildings should have a high percentage of transparent materials where buildings front streets.
- Buildings maximize windows on upper floors that overlook streets or open spaces to increase “eyes on the street,” which discourages undesirable public behavior.
- Windows should be strategically used next to entrances and open spaces to create prominent indoor/outdoor relationships.
- Industrial windows are strongly encouraged to promote the industrial character.
- Mullions and frames are encouraged to project beyond the plane of the glass in windows to create strong shadow lines.



Building Signage

INTENT

To identify the commercial or non-commercial uses within the building with signage that promotes wayfinding, adds interest that fits with the architectural character of the building, and enhances the pedestrian experience.

DESIGN GUIDELINES

- All signs should be scaled appropriately to the size of the building.
- Signs shall be constructed of high quality and durable materials that are consistent with and complement the building materials.
- Building identification signage should be placed on facades that face the primary street(s).
- Signs should be artful and creative and work with a building's architecture to add interest.

RESTRICTIONS

Internally illuminated box signs with more than 30% of the internal area illuminated are not permitted.

Animated, blinking, or flashing signs are not permitted.

ACCEPTABLE SIGN TYPES

The following sign types are acceptable for attached building signs:

1. **Wall signs** - Wall signs include signs that are attached to the face of a building wall. They should be mounted on the wall facing the public realm.
2. **Window Signs** - Window signs are painted, placed, or affixed in or on the interior of a window, and intended to be viewed from the outside. Window signs should not obscure views into store or business.
3. **Projecting Signs + Hanging Signs** - Projecting signs are attached to the building face and project out perpendicular to the building. Hanging signs are similar to projecting signs, except that they are suspended from a marquee or other overhead canopy.
4. **Awning Signs** - Awning signs are signs that are mounted, printed on, painted on, or otherwise attached to an awning or canopy above a business door or window.
5. **Mural** - Sign that is painted onto a wall that is visible to the public realm.

Building Lighting

INTENT

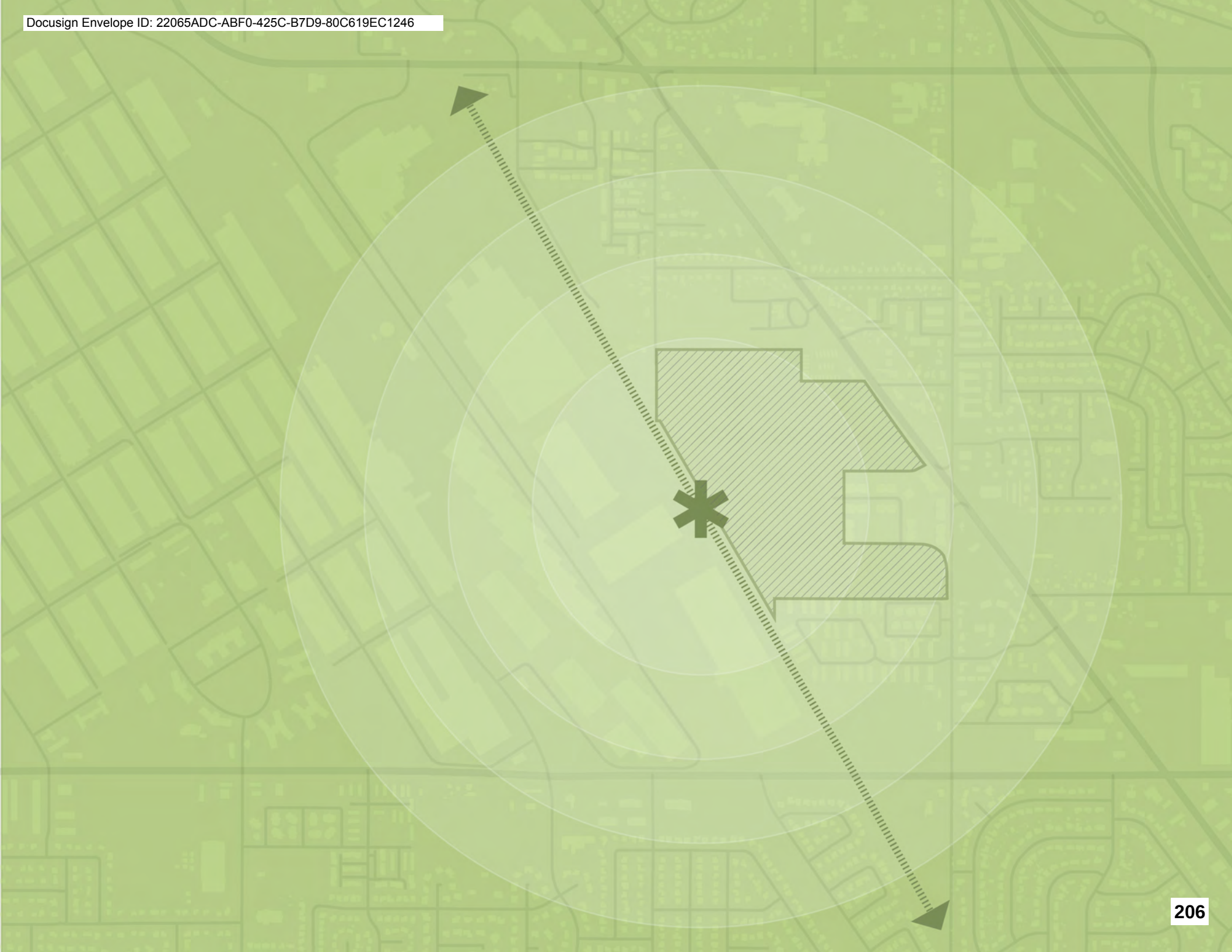
To integrate lighting on buildings into the architectural design to creatively illuminate pedestrian areas and highlight building elements.

DESIGN GUIDELINES

- Pedestrian areas should have adequate illumination for safety.
- Lighting should be sensitive to residential development limiting glare, minimizing spill light, and minimizing light on upper stories of residential buildings.
- Retail buildings should integrate lighting with retail signage, storefront windows, and other building elements to enhance visibility and visual interest.
- Use creative lighting solutions to illuminate outdoor areas and add interest and life to outdoor spaces.
- All lighting should be dark-sky compliant.

PRECEDENTS

1. Ground floor transparency allows internal lighting to illuminate the street and creates a “glow.”
2. Lights on building exterior highlight the ground floor retail space and illuminate the street.
3. Light illuminates steps to promote pedestrian safety.
4. Lights used on canopy and sign add visual interest, as well as highlight the building entrance.
5. Overhead lights used to help create an interesting and exciting “place.”



06

OPEN SPACE + PUBLIC REALM

DESIGN GUIDELINES

Open Space Network

OVERVIEW

As part of establishing the Clearfield Station Area as a livable urban neighborhood, a high-quality, comprehensive open space network is essential. The Station Area will provide a variety of open space types to meet the needs of the various residents and visitors of the neighborhood. Open spaces will be provided in a variety of sizes and scales and will serve a range of specific functions. Most of this network will be part of the public realm and the remaining will be private, although all will contribute to the establishment of a unique and specific experience that complements one another.

INTENT

To create a comprehensive open space network that provides a unique yet unified system of parks and open spaces throughout the neighborhood.

OPEN SPACE TYPES

The open spaces shown in the Illustrative Master Plan on the following page are conceptual. The specific intent for each is defined and illustrated in the pages that follow.

The district currently contains a large drainage basin in the southwest corner which will remain. The following open space types are outlined in this document:

- Park
- Pocket Park/Plaza
- Village Square
- Transit Plaza
- Greenway
- Private Plaza + Open Space
- Cemetery
- Stormwater Basin
- Yards + Landscape Buffers

DESIGN GUIDELINES

- The open space network should provide a variety of open space types that complement one another.
- The open spaces should be integrated into the urban form of the neighborhood.
- Buildings should frame open spaces in a deliberate manner, rather than open spaces just being developed in the “leftover” spaces.
- The design and programming of each open space should reflect the latest trends in open space design to provide an experience and aesthetic that fits the wants and needs of the current day.
- Streets should be considered part of the open space network and should be designed in a pedestrian-friendly manner that promotes comfort, safety, and provides places to stop and linger.
- Green infrastructure systems and ideas should be incorporated into the open space system.
- Buildings and respective land uses should work together with adjacent open space to provide uses that complement each other.

Park

INTENT

To provide a public park space that is geared specifically toward residents in the neighborhood and functions like the backyard of the neighborhood where residents can relax and play in an informal environment.

FEATURES + ELEMENTS

The ***Park*** open space type should include:

- Children's playground and other play elements
- All ages play elements such as ping pong, pickleball, bocce, etc.
- Flexible lawn areas for informal active and passive recreation
- Pathway loops for exercise

Pocket Park / Plaza

INTENT

To provide a series of smaller parks and plazas that are typically located on small, irregular parcels, and are dispersed throughout the neighborhood. These spaces can serve as extensions of both the streetscape and the building.

FEATURES + ELEMENTS

The ***Pocket Park/Plaza*** open space type should include:

- Seating
- Interesting landscape design elements such as paving, planting, or other features
- Landscape features that reinforce the industrial theme for the neighborhood
- Outdoor dining seating (if applicable)
- Green space/planting to soften the urban environment

Village Square

INTENT

To provide a central open space of approximately 1 acre that is located in a highly visible area in the heart of the neighborhood. It should also become the primary gathering place for civic and social purposes, and should function as the living room for the neighborhood. This should become an iconic regional destination.

DESIGN GUIDELINES

The *Village Square* open space type should include:

- A strong image and identity that helps define the image of Clearfield Station.
- Framed by buildings with active ground floor uses that promote activity on the square.
- Iconic landscape features
- Flexible open gathering space for events
- Public art

Transit Plaza

INTENT

To provide an open space adjacent to the commuter rail platform and bus loading zone that is specifically designed to enhance the experience of using public transportation by providing amenities that are geared toward transit users.

DESIGN GUIDELINES

The *Transit Plaza* open space type should include:

- Cafe, restaurant, or other convenient food options
- Public Restrooms
- Public art
- Seating
- Shade
- Landscape features that reinforce the industrial theme for the neighborhood.

Greenway

INTENT

To increase pedestrian connectivity between neighborhoods and to public open space, while also providing open space amenities for both visitors and adjacent residents.

FEATURES + ELEMENTS

The ***Greenway*** open space type should include:

- Pathways and trails
- Green space and trees
- Seating
- Small recreation activities
- Dedicated space for dogs and/or other pets

Private Plazas + Open Space

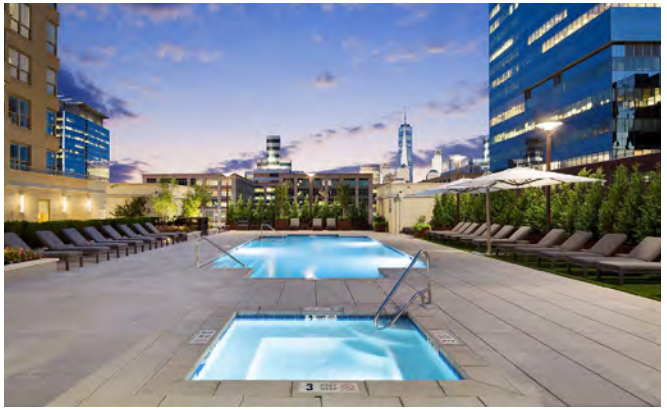
INTENT

To provide private open spaces for residents and/or employees of a building.

FEATURES + ELEMENTS

The ***Private Courtyard / Rooftop Deck*** open space type should include:

- Lounge and relaxation spaces
- Pools and hot tubs
- Outdoor cooking facilities
- Fire places
- Green space and trees
- Seating
- Small recreational activities
- Small private event gathering spaces



Yards + Landscape Buffers

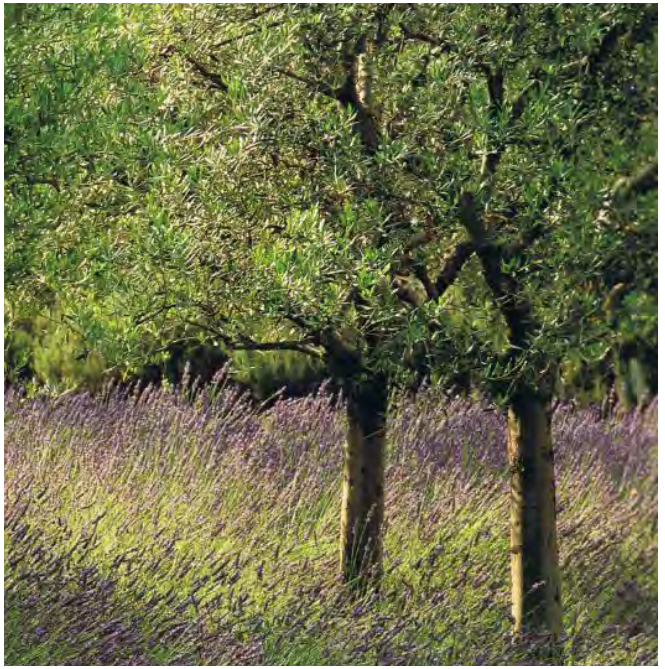
INTENT

To provide private yards and landscape buffers between buildings that are visually restorative while also being waterwise and environmentally appropriate.

FEATURES + ELEMENTS

The ***Yards + Landscape Buffers*** open space type should include:

- Waterwise Landscaping



Enhanced Streetscape

INTENT

To provide streets that are first and foremost designed to create a friendly pedestrian experience, in part by providing the appropriate pedestrian amenities.

FEATURES + ELEMENTS

The ***Enhanced Streetscape*** open space type should include:

- Seating
- Outdoor dining seating (where applicable)
- Landscape plantings
- Unique/Interesting paving
- Pedestrian lighting
- Public art integrated into functional streetscapes
- Street furniture such as trash/ recycling receptacles, bollards, and more

See streetscape guidelines on pages 108-117 for more detail.

Materials + Colors

INTENT

To ensure a consistent application of complementary and high quality materials throughout the neighborhood that will reinforce the unique identity and a sense of place.

DESIGN GUIDELINES

- Landscape materials should reinforce the industrial theme by using concrete, steel, timber, brick and stone. See materials images for specific application of these materials.
- Utilize historic industrial remnants from the adjacent railroad, industrial area, and/or the historic navy depot, by integrating them into the landscape, if available.
- Materials are encouraged to have a weathered, industrial feeling. This could be done in various ways, such as using rough cut stone or concrete, or by using tumbled stone or brick. The weathered look should help create a feeling of “authenticity.”

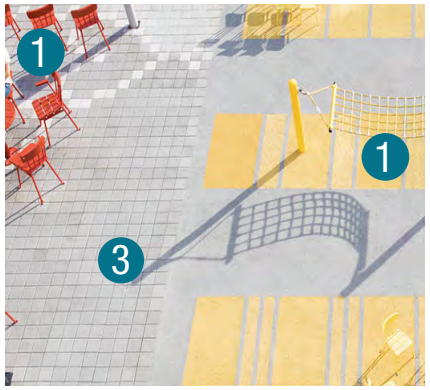
COLOR

The most prominent color associated with industrial areas is gray, with reds and blacks also playing a large role. These colors should remain as a base for landscape material colors, but should also be supplemented with more modern and interesting colors. Specifically, brighter colors should be strategically added in minimal, but visually prominent ways, to contrast the muted gray tones.

1. Pop of Color as an Accent

ACCEPTABLE MATERIALS

2. Stone Pavers
3. Concrete Pavers
4. Broken Industrial Concrete
5. Abstract Industrial Broken Concrete
6. Decomposed Granite / Crusher Fines
7. Rough Cut Stone
8. Wood / Timber
9. Industrial Remnants (New + Old)
10. Steel / Railroad Track
11. Asphalt Pavers
12. Concrete / Board Form Concrete



Planting

INTENT

To reinforce the unique look and feel of the Station Area by utilizing planting in a way that is complementary to the contemporary industrial theme.

DESIGN GUIDELINES

- Planting areas should generally have an organic feel.
- Planting in groups to create attractive massings is encouraged.
- Lawn areas should be used strategically in areas that will become functional gathering places. Lawn areas should be minimized in other areas, and replaced with more water efficient landscape planting.
- Use perennials, bulbs, and wildflowers to add color to the landscape.
- Choose plants that minimize long-term maintenance costs.

PRECEDENT

1. Organic Planting
2. Groups of Plants create organized massing
3. Naturalized meadows, native grasses, and perennials add color to the landscape.
4. Lawn area appropriately sized for gathering space.
5. Trees provide shade

Landscape Design Theme

INTENT

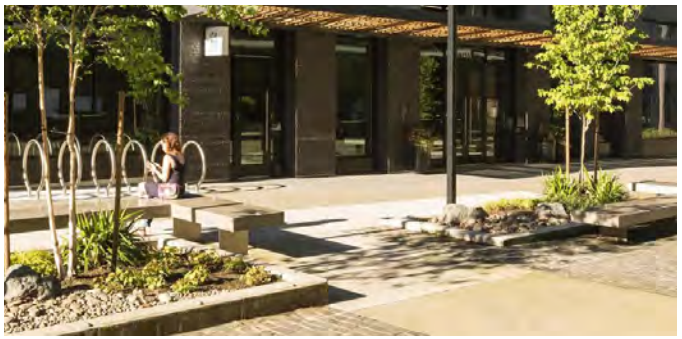
To establish a specific “look and feel” to unify the area by developing a landscape “language” that will help brand the neighborhood with a unique aesthetic that also works with the architectural design.

DESIGN THEME - “CONTEMPORARY INDUSTRIAL”

The landscape design theme for the Station Area will mirror the architectural design theme with a contemporary industrial style that is modern, yet rooted in the industrial character that surrounds the area. This industrial character helps to create a brand for the area and provides a common theme that ties the neighborhood together.

LAWN AREAS

Lawn areas should be used strategically in areas that will become functional gathering places. Lawn areas should be minimized in other areas, and replaced with more water efficient landscape planting.



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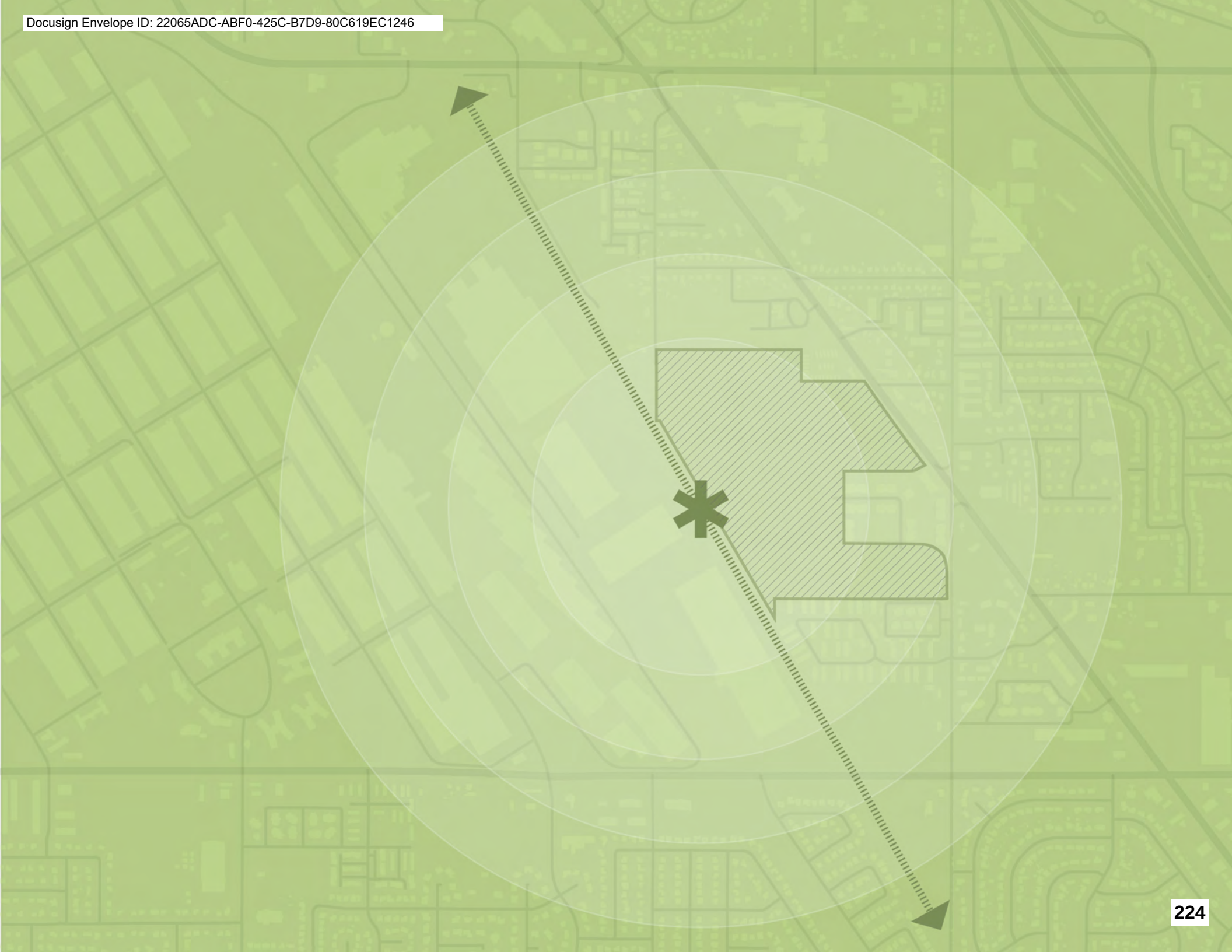


07

TRANSPORTATION + MOBILITY

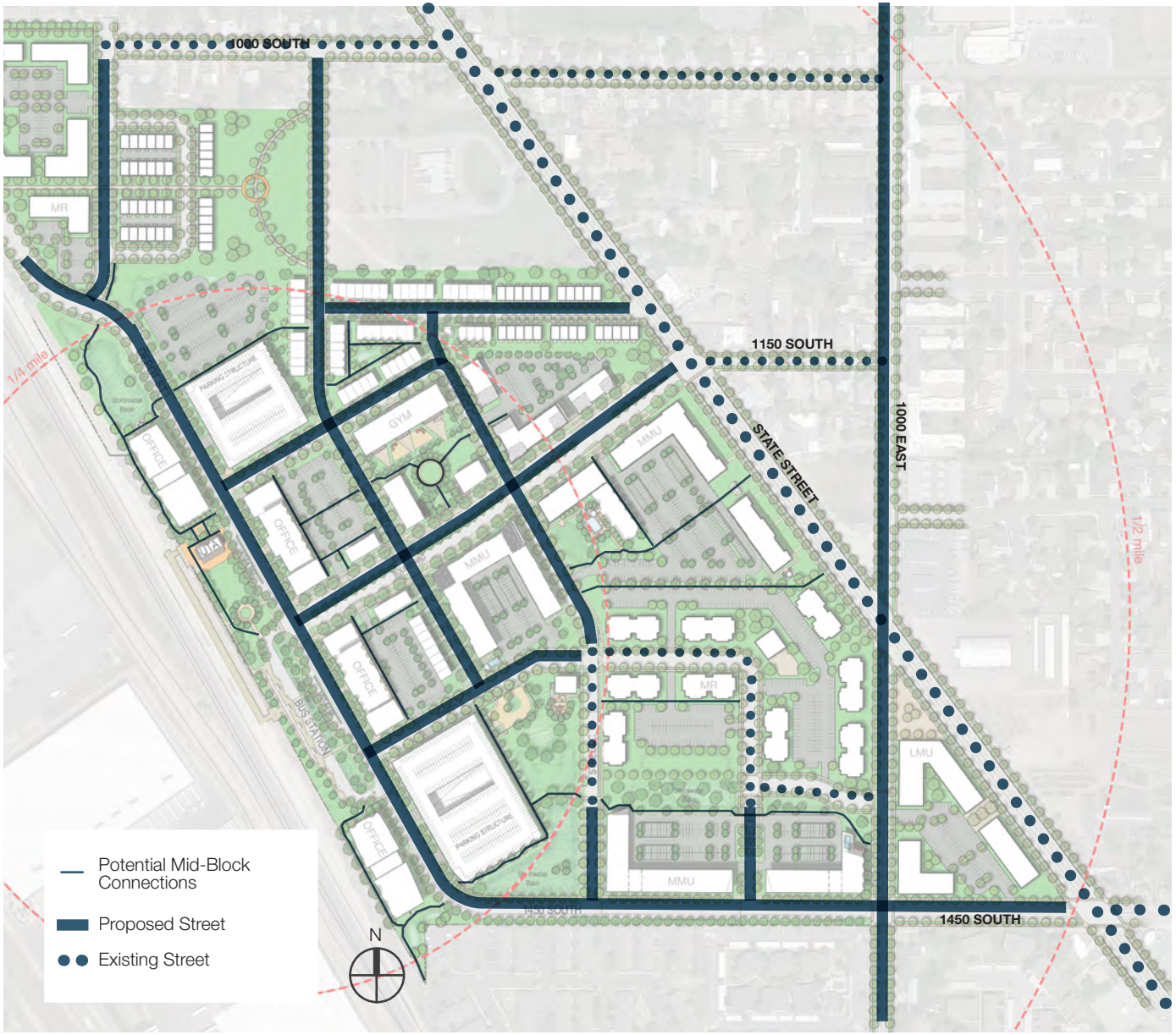
DESIGN GUIDELINES

Streets + Blocks

The street layout of the Clearfield Station District will provide the foundation for the urban form of the area, which will help define the character and performance of the neighborhood. Once established, the street pattern will remain in place as the long-term structure and framework for the area, even as buildings and land-uses may change and evolve over time.

This layout incorporates the following:

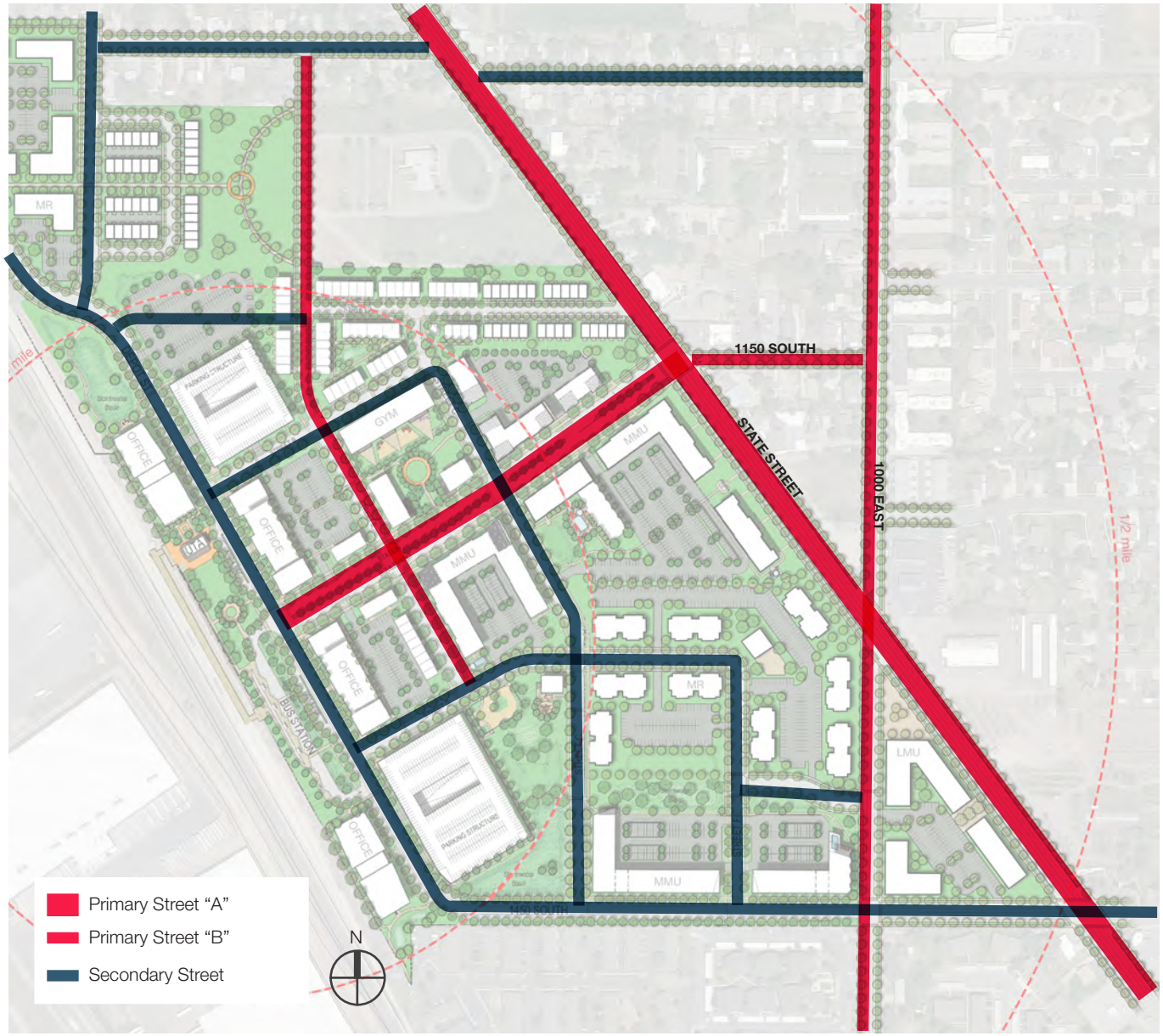
- New streets connect into the existing street pattern to increase connectivity into the MDP site.
- Blocks are between 300' and 350' which is consistent with block sizes in successful, walkable downtowns throughout the country.
- The block size provides a good balance of ensuring good connectivity throughout the area, as well as providing a large enough block to allow for a variety of development options.
- Mid-block connections are encouraged to be designed into each block, if feasible, to further increase connectivity.



Street Hierarchy

A hierarchy of streets has been established in order to define the most prominent and important streets in the neighborhood. It defines the various roles each street will play in regards to traffic volumes, modal choices, and pedestrian experience.

The street hierarchy specifically relates to the ground floor treatment of buildings, which is covered in Section 05 Buildings + Architecture of this document.

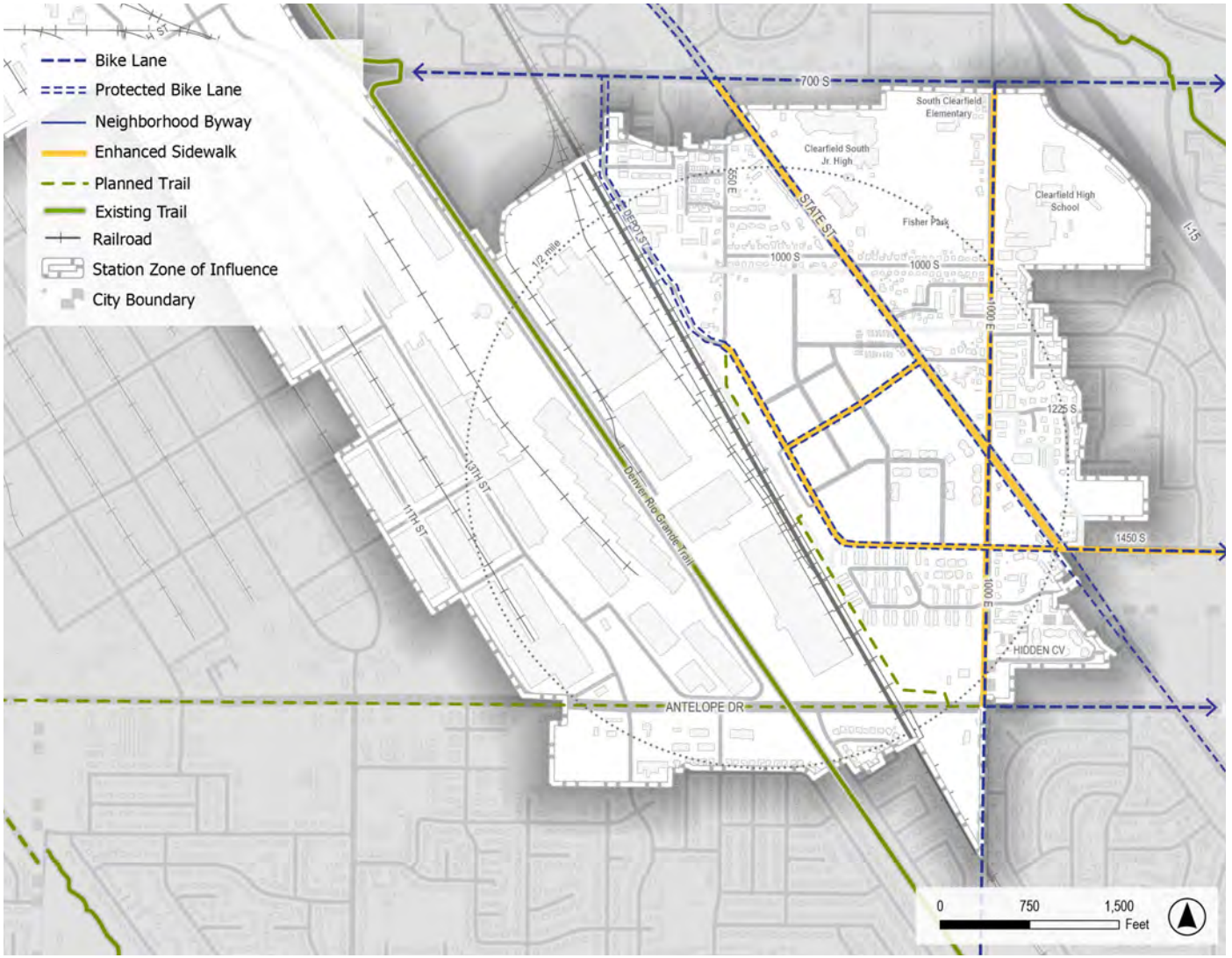


Active Transportation

Active transportation is defined as modes of travel that require physical effort. In Clearfield Station Area, this is specifically manifested as pedestrian and bicycle transportation.

Active transportation is an essential component of a transit-oriented development, as strong pedestrian and bicycle facilities allow transit users to connect from the train/bus to their destination with relative comfort and safety.

Quality active transportation facilities are also important for encouraging healthy lifestyles and reducing vehicle travel and congestion. The map on the right illustrates the proposed active transportation facilities for the station area.



PEDESTRIAN FACILITIES

The station area will specifically focus on providing pedestrian-friendly streets throughout the neighborhood. See street type guidelines on 107-117.

Special attention should be paid to ensuring highly visible and safe street crossings. Crosswalks should be located at all intersections within the area to enhance pedestrian connectivity.

Bulb-outs (or curb extensions) should also be used throughout the neighborhood to calm vehicular traffic and shorten pedestrian crossings. Street trees should be used to increase pedestrian comfort and calm traffic.

CYCLING FACILITIES

Cycling facilities will be provided on primary streets within the Station Area. A protected cycle track will be provided on Station Boulevard. An on-street bike lane will run along Depot Street, through the MDP site, connecting to 1000 East. All other streets in the neighborhood will be designed to allow for a safe mix of cyclists and vehicles in vehicular travel lanes.

PRECEDENTS

1. Sidewalk with many elements that add to a comfortable, safe, and interesting pedestrian experience, including street trees, planters, brick pavers, ground floor transparency, pedestrian lighting, bike parking, seating, and outdoor dining.
2. Bulb-out helps to calm vehicular traffic and shortens pedestrian crossing lengths.
3. Highly visible crosswalk with median refuge and signage.
4. On-street bike lane with a painted buffer to increase safety.
5. Raised Cycle track separates bikes (and other users, such as scooters, skateboarders, etc.) from vehicular traffic lanes. It also separates these users from the pedestrian sidewalk space.

Transit

The commuter rail is the central feature of the Clearfield Station District, and planned development is arranged to maximize its use as a method for transporting people to and from the station, reducing the need for vehicular trips.

The commuter rail platform and entrances will remain. The bus loading zone will shift slightly to the South of Station Boulevard as seen in the map.

Bus traffic will largely be routed along the boulevard, with an option to exit on 1450 South. Bus routes with connection to Holy Cross Hospital - Davis will likely travel via 1450 South to and from the station platform.

A kiss-and-ride area will be established, as shown, to provide transit users from outside the neighborhood with convenient access to the commuter rail platform.

Transit facilities shall conform to UTA's design standards.

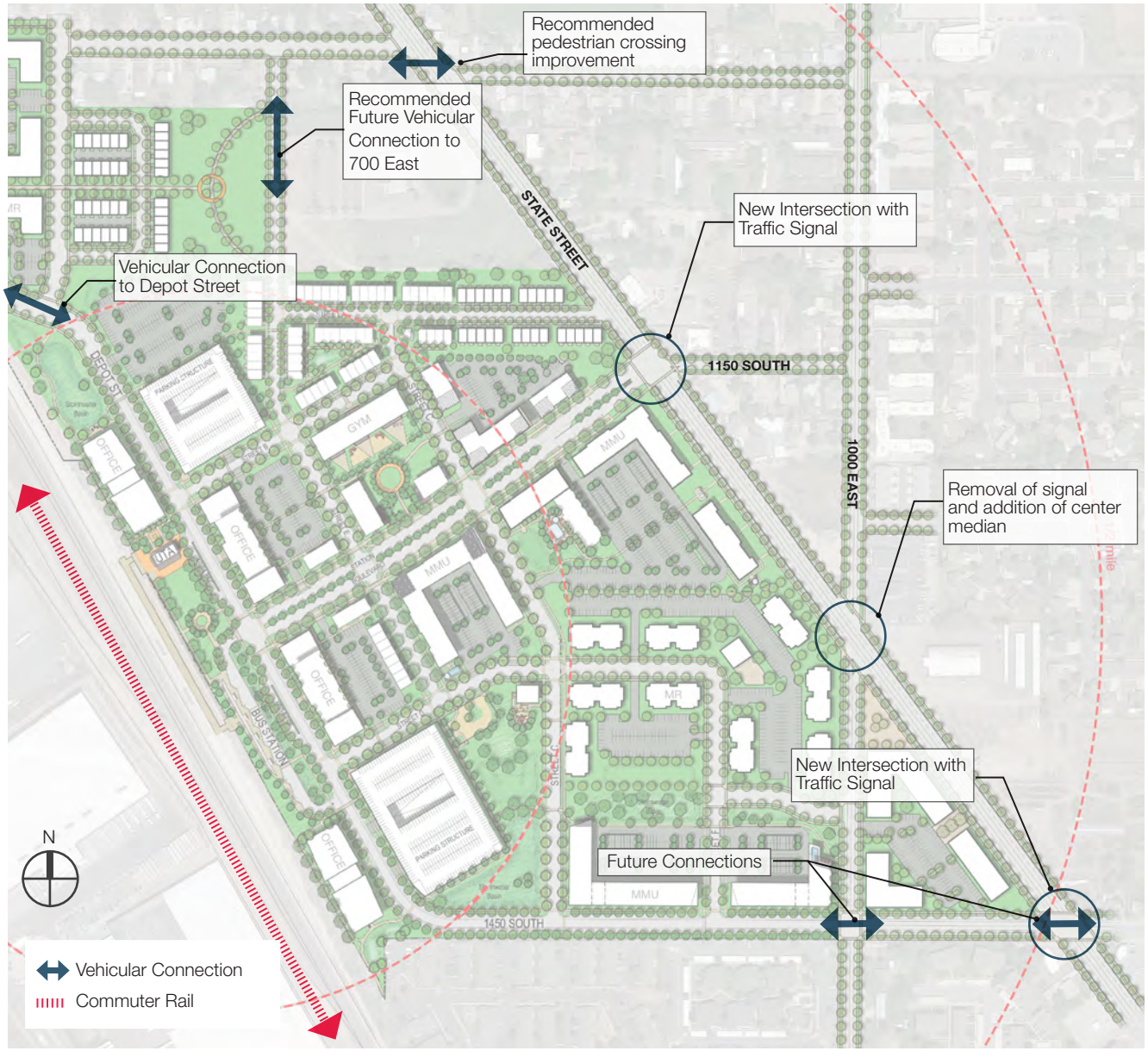
Vehicular Transportation

The Clearfield Station District is intended to be a multi-modal destination, with priority given to pedestrians and cyclists. However, vehicular transportation will still be a fundamental element that must be carefully planned to minimize traffic issues. The increase in development, as outlined in this plan, will have significant impacts on traffic, and traffic mitigation efforts must be carefully considered.

New streets should connect into existing streets to increase connections and to disperse traffic flows in and out of the area as much as possible. A connection to Depot Street should be prioritized. A connection to 700 East is also encouraged.

Improved pedestrian crossings on State Street at 1000 South, 1150 South, 1000 East, and 1450 South are recommended, in addition to a crossing at 1000 East and 1150 South. These connections are intended to overcome active transportation barriers and should prioritize bike and pedestrian safety.

The addition of traffic signals on State Street at Station Boulevard and 1450 South and the removal of the signal at 1000 East and State Street will likely have traffic impacts. The full impact of signal changes and/or removals will require further study and coordination with UDOT.



Traffic Analysis

A traffic impact analysis for the *Clearfield Station Area Plan* identifies the traffic impacts that the proposed land use scenario for the station will have in the surrounding intersections.

This traffic analysis is a 2023 update to the traffic analysis completed in 2019 by Fehr & Peers for the *Clearfield Station Area Plan*. It includes updated land use and trip generation assumptions for the Clearfield Station Area, including all parcels within ½ mile of the station that were not included in the 2019 analysis. All traffic volume growth assumptions and vehicle trip reduction percentages remain consistent with the 2019 analysis.

Trip generation for the project was computed using rates published in the Institute of Transportation Engineers (ITE) Trip Generation, 11th Edition, 2023.

The net external vehicle trips expected to be generated by the Clearfield Station Area, the percent reductions due to trips that start and end within the development, and trips that are done by transit, biking, or waking are shown in Table 5.

The Clearfield Station Area will generate significant traffic at the surrounding intersections, and mitigations will be needed to accommodate the new traffic. This analysis focused on the analysis of four intersections close to the Clearfield Station Area:

- State Street/2000 North
- State Street/1000 East
- State Street/Station Boulevard
- State Street/700 South

The operating performance of these intersections is described by the Level of Service (LOS). LOS is measured quantitatively and reported on a scale from A to F, with A representing the best performance and F the worst.

Using the traffic modeling software Synchro and the HCM 6 delay thresholds introduced above, the existing and existing plus project AM and PM peak hour LOS were computed for each study intersection. The preliminary results of this analysis are reported in Table 6.

TABLE 5: MXD TRIP GENERATION AND REDUCTION ESTIMATES

Time Period	Project Gross Trips	Net External Vehicle Trips	Vehicle Trip Reduction
Daily	30,303	26,212	13.5%
AM Peak Hour	1,886	1,522	19.3%
PM Peak Hour	2,915	2,242	23.1%

TABLE 6: LEVEL OF SERVICE SUMMARY

Intersection			Existing	Existing Plus Project	Existing Plus Project Mitigated
ID	Location	Period	LOS & Sec/Veh[1]	LOS & Sec/Veh[1]	LOS & Sec/Veh[1]
1	State Street / 2000 North (Antelope Dr)	AM	D / 37	D / 37	D / 36
		PM	D / 41	D / 51	D / 51
2	State Street / 1000 East	AM	C / 26	C / 31	C / 26
		PM	D / 52	F / 96	E / 75
3	State Street / Station Boulevard	AM	B / 12	E / 36	E / 36
		PM	C / 19	F / >300	F / >300
4	State Street / 700 South	AM	C / 25	C / 27	C / 23
		PM	E / 63	F / 87	E / 59

1. Overall intersection LOS and average delay (seconds/vehicle) for the signalized intersections and worst movement LOS and average delay for the unsignalized intersections.

ANALYSIS RESULTS

All intersections in the existing conditions operate at acceptable levels during the AM peak hour (LOS D or better); however**, the State Street/700 South intersection operates at LOS E during the PM peak hour.**

With the addition of the proposed land use scenario for the Clearfield Station Area, the development access onto **State Street is LOS E** during the AM peak hour, and **all intersections except Main Street/2000 North operate at LOS E or F during the PM peak hour**.

The existing plus project scenario was also mitigated, i.e., the signals were optimized to provide better results. **This scenario shows significant improvements for the State Street/1000 East and State Street/700 South intersection during the PM peak hour.**

Therefore, it is recommended that the signals are optimized as the station area develops.

MITIGATION STRATEGIES

Other potential mitigations to alleviate the impact of the development on the surrounding area are:

- **Distribute internal traffic to all development accesses.** The main access to the development will be through State Street. However, three other accesses are proposed for this development: a south access onto 1000 East, and two north accesses, one onto 700 South (via Depot Street) and one onto 1000 South (via the recommended connection of 700 E). Encouraging the use of all development access points could alleviate the high traffic impact on State Street. However, a signalized access onto State Street might still be needed.
- **Signalize a secondary major access onto 1000 East.** 1000 East is a local road owned by Clearfield City. Adding a secondary major access onto this road will alleviate the traffic using access onto State Street.
- **Follow TOD best practices on parking supply.** Research conducted by the Utah Transit Authority and the University of Utah's Metropolitan Research Center indicates that mixed-use developments at transit stations generally require significantly less parking than similar developments that lack good transit access. The Utah Transit Authority also released Transit Oriented Development guidelines that provide standards for parking, although these guidelines provide a greater level of parking than the University of Utah research suggests to be necessary.
- **Establish a Transportation Demand Management (TDM) coordinator.** Having a TDM coordinator for the area would help employees and residents find other means of transportation to/from the TOD beyond driving alone. Examples for TDM measures are incentivizing the use of transit, biking, and walking; having various office hours within the development; etc.
- **Optimize signals to improve PM peak hour LOS along State Street through the Clearfield Station Area.** The traffic analysis results showed significant improvement at signals along State Street when signal optimization was implemented. This strategy should be used at all signals in the station area to improve traffic conditions during peak hours.

Streetscape

INTENT

To create a cohesive, functional, and safe network of streets and walkways that supports a variety of travel modes and connects, attracts, and activates the neighborhood.

DEFINITION

The streetscape is defined in this document as the part of the street between the curb and the building.

DESIGN GUIDELINES

- The streetscape should be considered an important part of the neighborhood open space system, and should provide safe, comfortable travel, as well as interesting places that are desirable to spend time.
- Streets should be designed as outdoor rooms with attractive places to sit, stop, gather, and play.
- Streets should provide opportunities for neighbors and visitors to meet one another and create a vibrant community-oriented neighborhood experience.
- Paving materials and patterns should provide interest and excitement, while also being durable, functional, and easy to maintain.
- Changes in paving should be used to differentiate between streetscape zones.
- Curb radii should be minimized on street corners to slow vehicles making turning movements and maximize pedestrian safety.
- Bulb outs should be used at all intersections and mid-block street crossings to calm traffic and minimize the length of pedestrian crossings.
- Green infrastructure may be incorporated into the streetscape in the street zone with stormwater retention systems or other innovative green systems.

BUILDING ZONE

The building zone is the space between the travel zone and the building facade. This zone can be used to display merchandise, enhance entryways, or provide outdoor seating and dining. It should generally be thought of as an extension of the building into the public realm. This space will typically require some space from a building setback to provide enough usable space.

TRAVEL ZONE

The travel zone is reserved for unobstructed pedestrian travel. It is located between the building zone and the street zone. The National Association of City Transportation Officials (NACTO) recommends 5-7 foot wide sidewalks in residential areas, and 8-12 foot wide sidewalks in downtown areas.

STREET ZONE

The street zone is the space between the travel zone and the street. This area can be landscape or hardscape, and is where trees and street furniture should be located.

STREET TREES

Street trees are required in regular intervals on all streets in the neighborhood. They should be located at least 30 feet apart.

STREET FURNITURE

Street furniture should be provided as part of the general streetscape design for all streets in the neighborhood. The following list includes street furniture that should be included within the Clearfield Station Area. However, not all streets will require all street furniture elements.

- Street Lighting
- Pedestrian Lighting
- Seating / Benches
- Trash / Recycling Receptacles
- Bike Racks
- Wayfinding Signage
- Raised Planters
- Bollards

GENERAL STREETSCAPE ELEMENTS

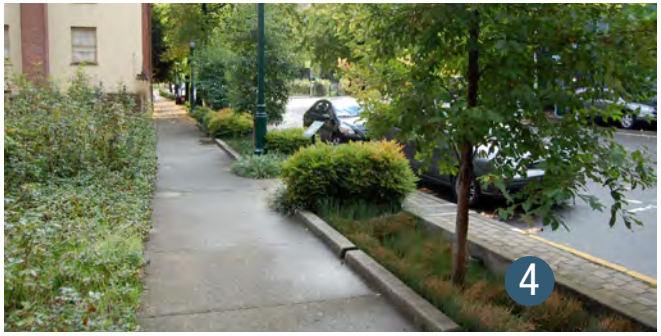
Streetscape design is key in creating an inviting pedestrian environment and a walkable neighborhood.

This graphic demonstrates how the three streetscape zones are broken down, and the simple fundamentals behind effective street design.

1. A consistent streetwall on both sides of street, as well as vertical elements such as trees, create a sense of enclosure.
2. A consistent row of trees provides a sense of enclosure, protects pedestrians from vehicles, provides shade, and brings nature into the urban environment.
3. Street furniture such as lighting, seating, trash receptacles, and bike racks are included in the street zone as pedestrian amenities.
4. Seating and outdoor dining is provided in the building zone as an extension of the indoor dining area.

STREETSCAPE PRECEDENTS

1. Street zone contains trees, plantings and street furniture.
2. Building zone contains pedestrian amenities such as outdoor dining.
3. Interesting paving pattern brings excitement and refinement to the street
4. Bioretention strip is built in to the street zone of the streetscape to filter stormwater.
5. Seating is designed into interesting streetscape planters.



Street Types

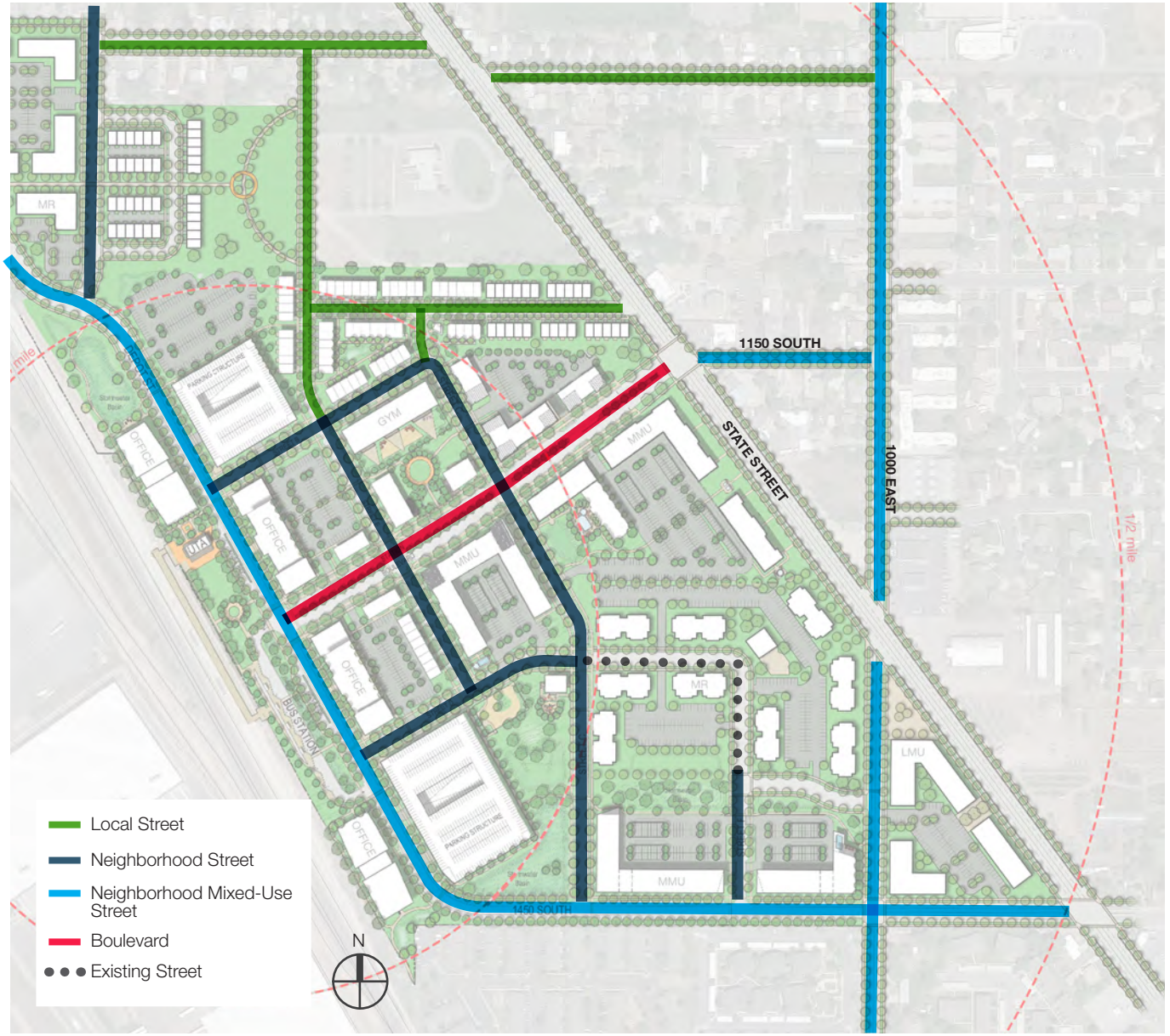
Five street types have been established for the Clearfield Station District.

The *Local Street* is a low-speed and low-volume street for connecting neighborhoods to connector streets

The *Neighborhood Street* is the default street design, and the most common street in the neighborhood.

The *Neighborhood Street - Mixed-Use* street type is identical to the "Neighborhood Street," but has dedicated on-street bike lanes.

The *Boulevard* street type is established as the primary street in the neighborhood, which connects State Street to the transit station.



Local Street Type

The ***Local Street*** type is primarily used on residential-only streets within and beyond the Station District. Similar to Neighborhood Streets, Local Streets are intended to provide access for neighborhoods and function as a livable outdoor space but on lower volume, quieter streets.

The local street type includes street trees, plantings, and sidewalks.

This street section is designed for a slow speed, which allows bicycles to safely and comfortably share the vehicular lanes.

Neighborhood Street Type

The ***Neighborhood Street*** type is the default street type that will be used in the station area and will make up the majority of streets in the neighborhood. It is intended to provide access for neighborhoods and function as a livable outdoor space. The design and layout of the street is a simple, time-tested solution that creates safe, walkable, and livable streets.

The neighborhood street type includes on-street parallel parking, street trees, plantings, lighting, benches, and sidewalks.

This street section is designed for a slow speed, which allows bicycles to safely and comfortably share the vehicular lanes.

Neighborhood Mixed-Use Street Type

The ***Neighborhood Mixed-Use*** street type is identical to the ***Neighborhood Street*** type, with the exception of adding on-street dedicated bike lanes.

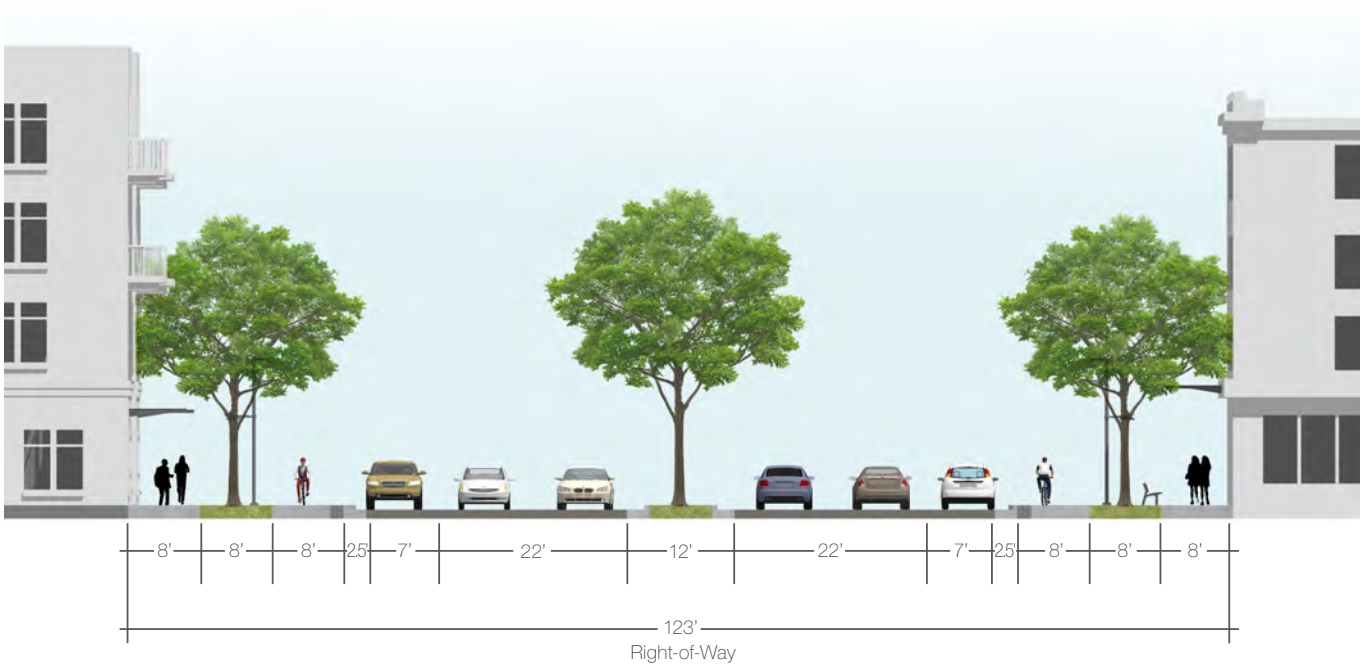
The buffered bike lanes on these streets will provide safe and convenient access for bicycles on the streets that connect the station area to the rest of the City.

Boulevard Street Type

The ***Boulevard*** street type is intended to be the "Main Street" for the Clearfield Station District, connecting State Street to the Transit Station.

Station Boulevard should be designed to have a grand, iconic appearance, as it is the main entrance to the neighborhood and the heart of the station area. It should be designed to be functional, safe, and convenient for multiple modes of travel, including vehicles, bus, bicycles, and pedestrians.

The Boulevard street type includes on-street parallel parking, street trees, plantings, a planted median, sidewalks, lighting, benches, and other street furniture.



Parking

OVERVIEW

A comprehensive strategy to deal with parking is one of the most important aspects of creating a successful, walkable, TOD environment. The majority of parking in the Station District will be provided on surface lots and structures with some on-street parking.

Park and ride, visitor, and ADA parking shall be prioritized and located within the shortest distance possible. Landscaping should be used to screen parking from the street where possible.

The parking plan provides about 3,400 parking stalls, which give parking flexibility for future businesses.

INTENT

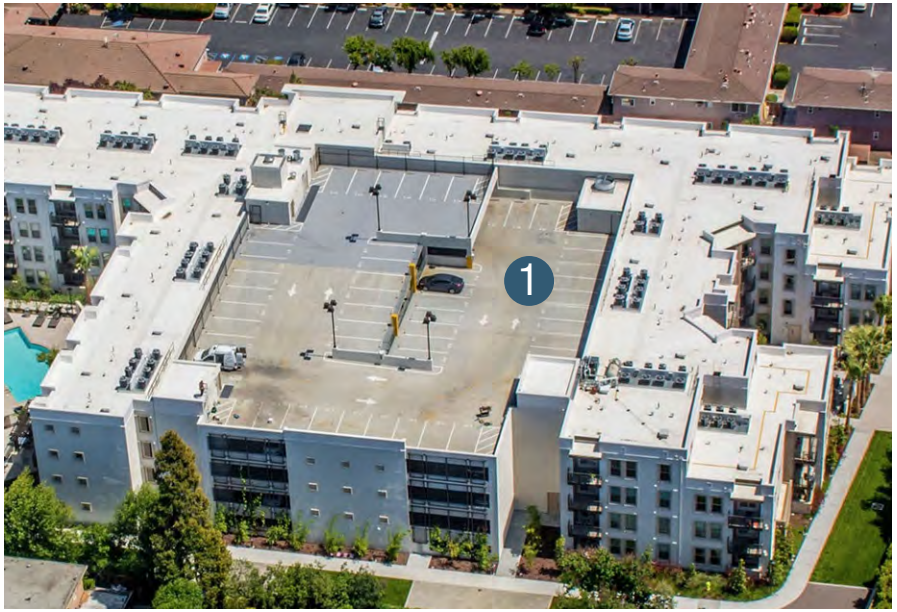
To arrange parking in a way that promotes walkability, while still providing convenient and accessible parking.

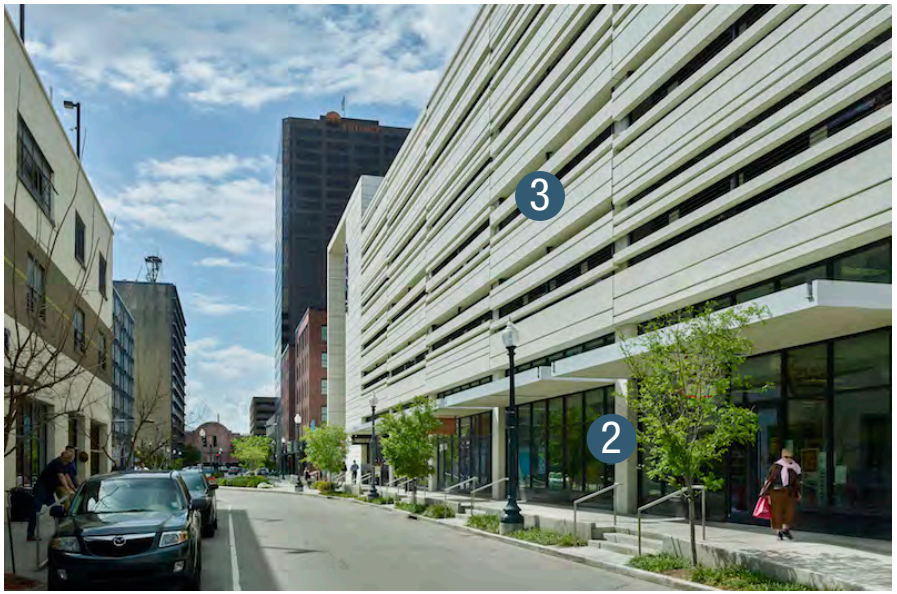
DESIGN GUIDELINES

- Dedicated parking structures will provide parking for park and ride purposes.
- Adequate bike parking should be provided for each building in the neighborhood.
- Parking structures facing Depot Street and 1450 South may have active uses on the ground floor.
- All streets are to include on-street parking where possible.
- Shared parking strategies are encouraged.
- Office parking shall have a minimum of 5% of parking stalls to be Electric Vehicle (EV) hook up ready and at least four stalls per 150,000 SF built.
- EV charging stations to be 220/240 volt minimum (Level 2).

PARKING STRUCTURE PRECEDENTS

1. Parking Structure is wrapped by buildings to hide the parking structure from the street and public open spaces.
2. Retail uses on the ground level of parking structure activates the street.
3. Decorative facade treatment of parking structure adds visual interest to the street.





CONCEPT PLAN PARKING

The plan to the right illustrates a number of parking configurations and strategies that could be used to provide parking in the Station District. Some of these include, but are not limited to:

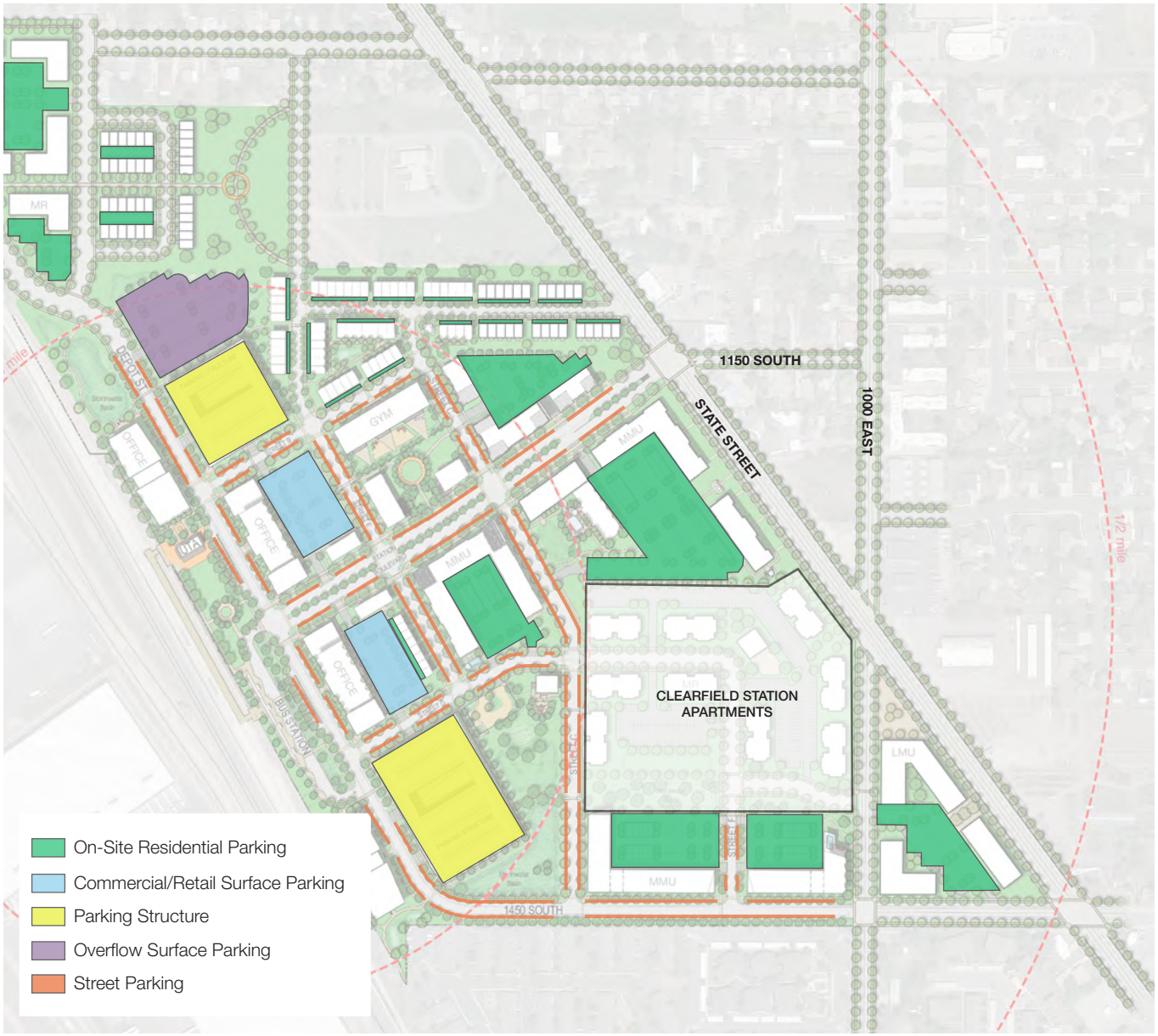
On-Site Residential Parking: Surface-level parking located directly adjacent to planned residential uses.

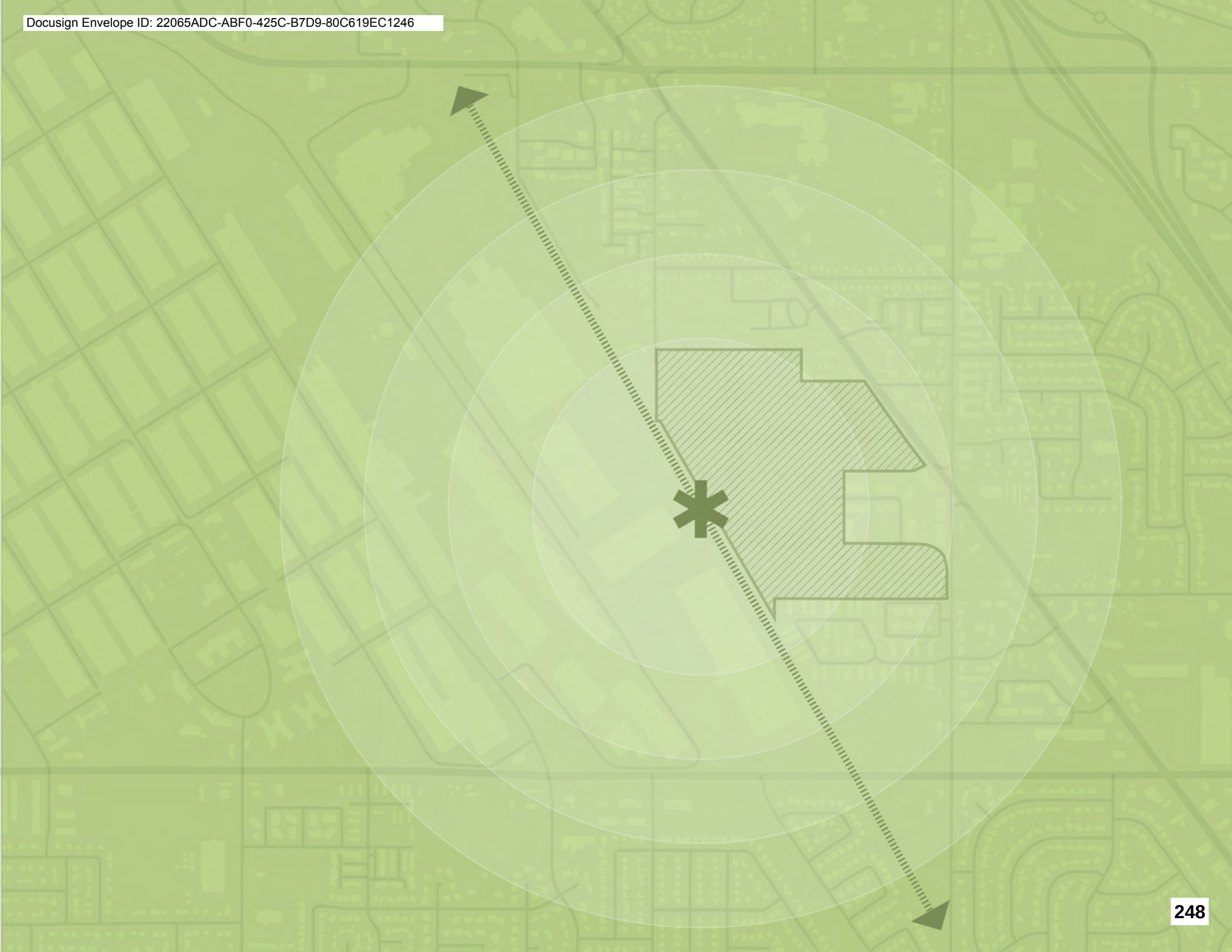
Commercial/Retail Surface Parking: Surface-level parking located directly adjacent to planned commercial uses.

Parking Structure: Located either above ground with active uses on the ground floor or underground.

Overflow Surface Parking: Surface-level parking utilized when the existing parking supply does not meet demand.

Street Parking: All streets are to include on-street parking where possible.





08

STRATEGIC RECOMMENDATIONS

Implementing the Plan

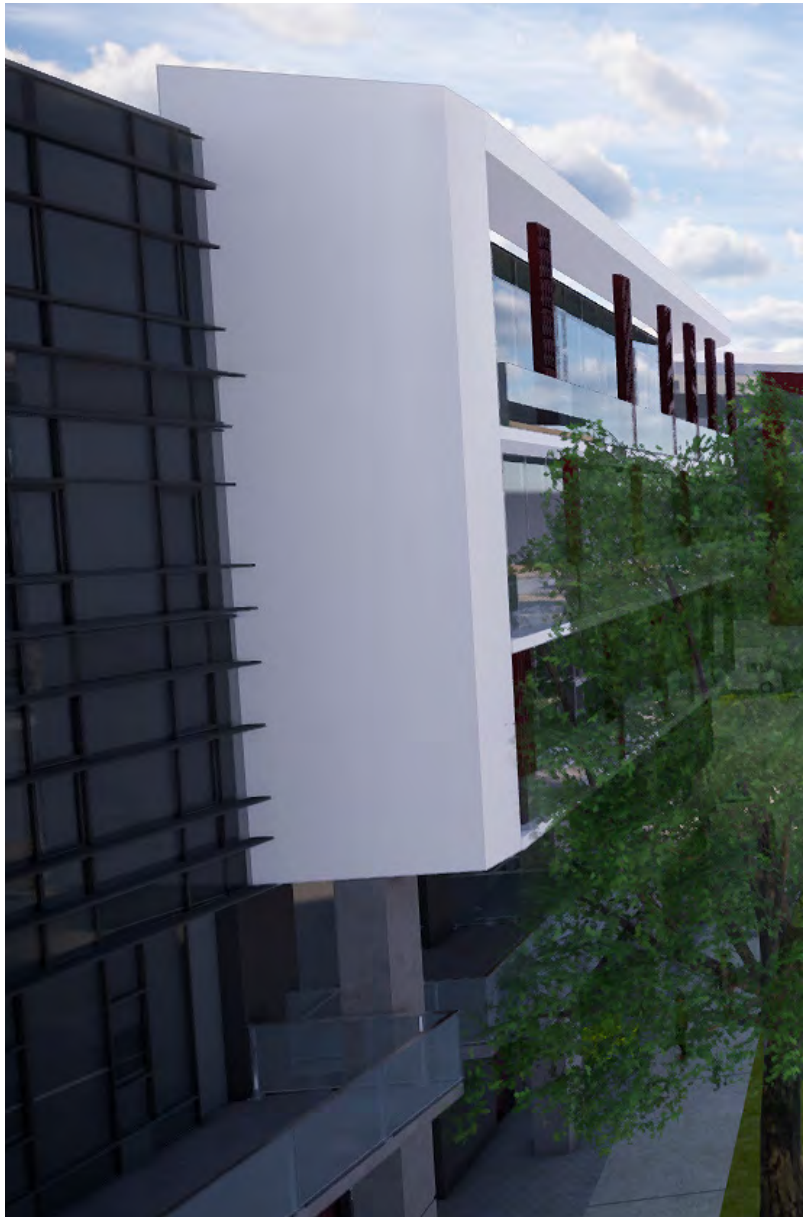
For the vision and objectives laid out in this plan to be realized, it will likely be the result of a long-term process, where residents, City Staff, UTA Staff, and elected officials have championed the vision and ensured the development of the area that they want to see. This plan presents the vision and illustrative plan for the Clearfield Station Area, but for the type of development this plan envisions to be built, more steps will need to be completed.

The strategic recommendations outline the next steps for the Station Area. They are intended to provide the action items that the City, UTA, or other stakeholders must complete to be ready for implementation. Not all steps must be completed before development on the area can begin, but each step will need to eventually be completed to ensure the area reaches its potential as outlined in this plan.

The strategic recommendations are broken down into four categories:

- Policy Updates + Plan Amendments
- Economic Development
- Transportation
- Physical Improvements

The image on the following page illustrates how the project area might look at buildout.



Policy Updates + Plan Amendments

- ☐ Ensure consistency between the Clearfield Station Area Plan and other planning and regulating documents
  - Evaluate the Clearfield General Plan and the city's streets and trails plans to ensure consistency with this plan. Update plans as appropriate.
- ☐ Consider updating the City's Future Land Use Map and Zoning Ordinances to reflect the proposed land uses indicated within this plan (See map on page 37).
- ☐ Investigate creating a form-based code for the Clearfield Station District (see Districts Map on page 33), basing the requirements on the architectural design guidelines established in this plan.
- ☐ Consider updating city transportation policies to include street and transportation related design guidelines as outlined in this plan.
- ☐ Investigate and implement strategies to incentivize or require affordable housing within the Station Area, coordinating closely with the City's Moderate Income Housing Plan.
- ☐ Consider the development of a brand for the area
  - Establish a unique brand for the Station Area that will increase visibility and help the area become more attractive to developers, future residents, and employers/employees.
- ☐ Consider developing refined site plans for undeveloped properties outside of the existing MDP.
  - Site plans should describe the physical location of buildings, accesses, and parking within the proposed developments.

Economic Development

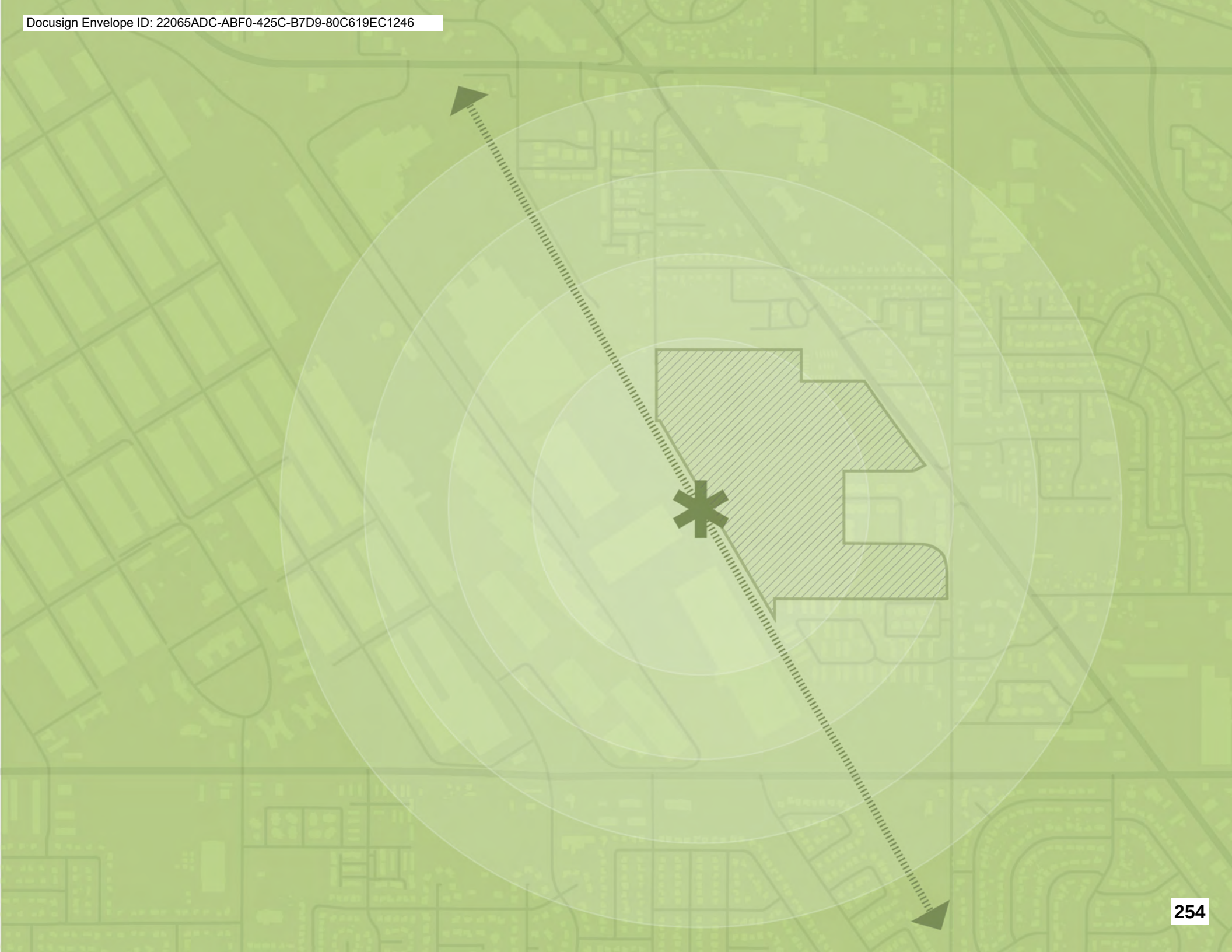
- ☐ Consider formation of a Transportation Reinvestment Zone (TRZ)
  - A TRZ is similar to the existing CDA, in that it is a program that utilizes tax increment financing. However, the advantage to the TRZ is that the majority of the funds can be used for transportation improvements. It also removes the requirement of setting aside ten percent of the increment for affordable housing.
- ☐ Reevaluate retail buying power
  - As new residential product is introduced into the area, the City should consistently reevaluate the retail buying power potential. That actual, or even planned growth, can be translated into specific buying power in terms of real dollars. That information needs to be used in attracting new retailers to the overall area.
- ☐ Reevaluate the fiscal impacts of use types
  - The City should regularly reevaluate the fiscal impacts of use types to reconsider their municipal cost models and make changes as market conditions affect different real estate Sectors.
- ☐ Consider soliciting development partners and commercial tenants
  - UTA and the City should consider actively solicit development partners and commercial tenants who share the vision for the Clearfield Station Area.

Transportation

- ☐ Further Study impacts of the addition of Station Boulevard signal and changes to 1000 East signal
  - The proposed and potential signal changes will impact traffic patterns and delays, but further study is needed to know the full impacts of these intersection changes.
- ☐ Investigate the improvement of the pedestrian crossing at 1000 South and State Street
  - If possible, relocate the existing HAWK signal from its current position north of 1000 South on State street to the crossing between 1000 South and Campbell Heights across State Street.
- ☐ Complete an Operational Analysis and Circulation Plan
  - Due to the high-density development of the Clearfield Station Area, an internal operational analysis should be completed to determine the type of traffic control needed within the development (two-way stop control, four-way stop control, free, roundabouts, traffic circles, etc.).
- ☐ Develop a parking strategy
  - Develop a strategy for parking that takes into account opportunities for shared parking, phasing, and other innovative strategies to provide parking for employees, residents, and visitors.
- ☐ Continue to work with UDOT to improve safety and connectivity across State Street.

Physical Improvements

- ☐ Work with UTA, project stakeholders, and potential developers to implement the Clearfield Station Master Development Plan (MDP).
- ☐ When feasible, implement the active transportation and trail infrastructure proposed in this plan.
  - Safely and efficiently connect the D&RGW Trail to the Clearfield Station.
  - Extend trails and make pedestrian connections to other areas of the city.
- ☐ Consider the design and construction of the proposed public parks indicated in this plan (see page 79).
- ☐ Contemplate enhancing streetscapes within the Station Area through consistent street trees, improved landscaping, street furnishings, and lighting.
- ☐ Consider allocating of tax increment to construct parking structures near station platform to provide park & ride parking for transit users.



09

Appendix A

Existing Conditions Report:
Land Use & Transportation

CLEARFIELD CONNECTED

EXISTING CONDITIONS ANALYSIS

BACKGROUND

The Clearfield FrontRunner Station is a place of connections and linkages, where people arrive and depart on their way to destinations near and far. Located in the economic heart of Davis County, the station provides access to many workplace and residential destinations, while facilitating access to countless destinations along the Wasatch Front.

The Clearfield Station is a vital component of the FrontRunner system and Clearfield City's overall infrastructure. Encompassing approximately sixty acres of vacant land, the Clearfield FrontRunner Station TOD site represents a significant opportunity to meet the transit and placemaking needs of Clearfield City and its residents, as well as those of UTA and transit riders throughout the region.

The purpose of the updated Clearfield FrontRunner Station Area Plan (2023) is to establish a clear vision, goals, and urban design principles that will govern development of the Clearfield Station site over the next 10 years and beyond.

CONTEXT

Planning Context

The *Clearfield Connected Station Area Plan (2023)* is an update to the recently adopted *Clearfield Connected Station Area Plan (2019)*, which established a clear vision for the station area. This vision was further refined in 2021 in the *Clearfield Station Master Development Plan (MDP),* which builds upon the area plan, providing further detail for development. Additionally, in 2021, Clearfield City adopted the *North Davis Active Transportation Plan*, which identifies important pedestrian and cyclist infrastructure improvements around the station area.

Figure 1: Clearfield Station Illustrative Master Plan from the MDP

Recent changes in Utah State planning codes require the *Clearfield Connected Station Area Plan (2019)* be amended to address a wider service area and to incorporate options for affordable housing. This updated plan will embrace previous efforts, translating the energy underpinning those plans into an updated and comprehensive version that also addresses the new elements required by state code.

The updated *Clearfield Connected Station Area Plan* will incorporate the following additions and modifications:

- Assessment of prior studies and the existing conditions of the study area, focusing on the expanded station area "zone of influence," changing development patterns, and recent demographic and socio-economic changes.
- Incorporation of statewide objectives for moderate-income housing, environmental conditions, and transportation choices and access.
- Updated design guidelines that better align with the MDP.
- Assessment of the market potential of the station area and the synergies of commercial and multi-family residential uses, as part of a mixed-use transit district.
- Assessment of the access to and from the station area for vehicles, transit, and active transportation modes, including pedestrians and bicyclists.

Historical Context

Clearfield was settled in 1877 as an agricultural community. The city's structure began to change in the 1940's, when major defense facilities such as Hill Air Force Base and the Clearfield Naval Supply Depot were built within and adjacent to the city. The air force base quickly became a significant employer in the region and has grown to become one of the largest employers in the state.

The Clearfield Naval Supply Depot was constructed adjacent to the railways that line the west edge of the FrontRunner station today. This depot was also a major employer until it was decommissioned in 1962. The depot's remnant facilities eventually became the Freeport Center, which is now a major manufacturing, warehousing, and distribution destination.

The Clearfield Station TOD site has historically been used for light industrial uses. More recently a portion of the site developed into a park-and-ride lot for transit riders.

Demographic Context

Utah is one of the fastest growing states in the country and is expected to grow another 50% by 2040. This growth has led to a lack of housing, which has resulted in skyrocketing housing costs and unprecedented demand for affordable housing in recent years. These conditions have created demand for a wider range of housing options throughout the region, with a particular focus on more compact and efficient multi-family development models. Areas in proximity to transit such as the Clearfield Station site are particularly well-suited for multi-family housing as part of a high-quality, mixed-use development.

Physical Context

Clearfield is located in Davis County, approximately 28 miles north of Salt Lake City, situated between the Great Salt Lake to the west and the Wasatch Mountains to the east. The Clearfield FrontRunner Station is located across the railroad tracks from the Freeport Center near the Clearfield-Layton border. As shown in Figures 2 and 3, the station area is close to Hill Air Force Base (northeast), Davis Medical Center (southeast), Downtown Clearfield (north), the planned Layton City Town Center (south), and a education/recreation district composed of three public schools and a park (northeast).

Figure 2: Regional Context Map

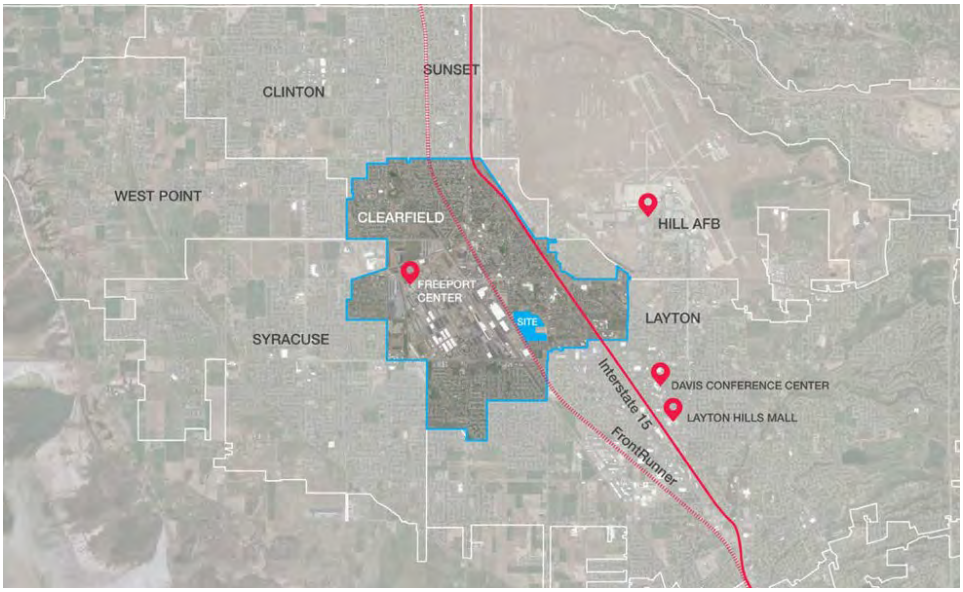
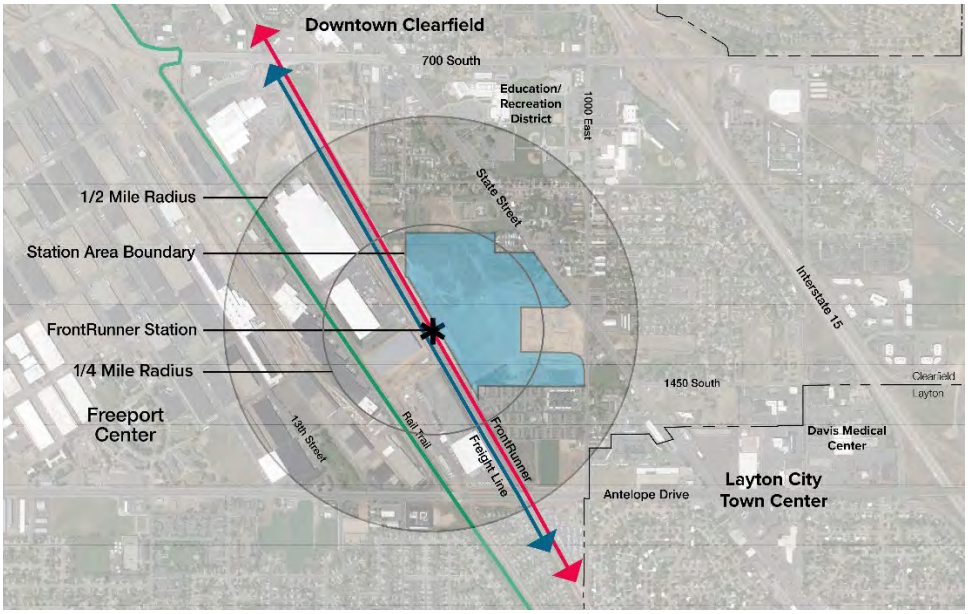


Figure 3: Local Context & Zone of Influence Map



Station Zone of Influence

The State of Utah requires the Station Area Plan to include a half-mile radius “zone of influence" when assessing opportunities and constraints emanating from the station. As shown in Figure 3, this area includes the master-planned Frontrunner TOD property; a large portion of the Freeport Center to the west; commercial properties along State Street to the east; and existing residential neighborhoods to the north, south, and east.

Clearfield Station Site

The boundary for the Clearfield Station Area Plan is shown in Figure 3. The TOD site encompasses 60 acres of land, most of which is undeveloped, and represents the largest area of UTA-owned-vacant-land adjacent to a FrontRunner or TRAX transit station in the entire UTA system. The station is situated between the railroad/FrontRunner tracks to the west and State Street to the east. Currently, the site is used as a park-and-ride lot for transit riders but is otherwise vacant. Since the last station plan was adopted in 2019, significant development activity has taken place in the station area, primarily the road and parking lot design and construction within the site.

Nine apartment buildings consisting of 216 units were built on ten acres on the southwest corner of State Street and 1000 East. This project was incorporated into the station design of the 2019 Station Area Plan, which identified connections between the station site and internal roadway networks. At buildout, the Clearfield Station TOD is envisioned to be a cohesive neighborhood that includes the existing 10-acre apartment site.

LAND USE

A thorough site documentation and analysis process was conducted to ensure the planning and design concepts that emerge are aligned with the opportunities and constraints that currently exist. As described and illustrated below, key land use conditions were reviewed and investigated as part of understanding the structure and relationships between land uses in the study area.

Figure 4 shows the general land-uses of parcels within ½ miles of the station. Current land uses surrounding the site are primarily single family and medium density multifamily residential housing. East of the site is the State Street commercial corridor. West of the site is the Freeport Center that consists of industrial uses, including processing, assembling, manufacturing and warehouse storage. As indicated in Table 1, the total area included within the half-mile zone of influence encompasses 899 acres.

Figure 4: Existing Land Use Map

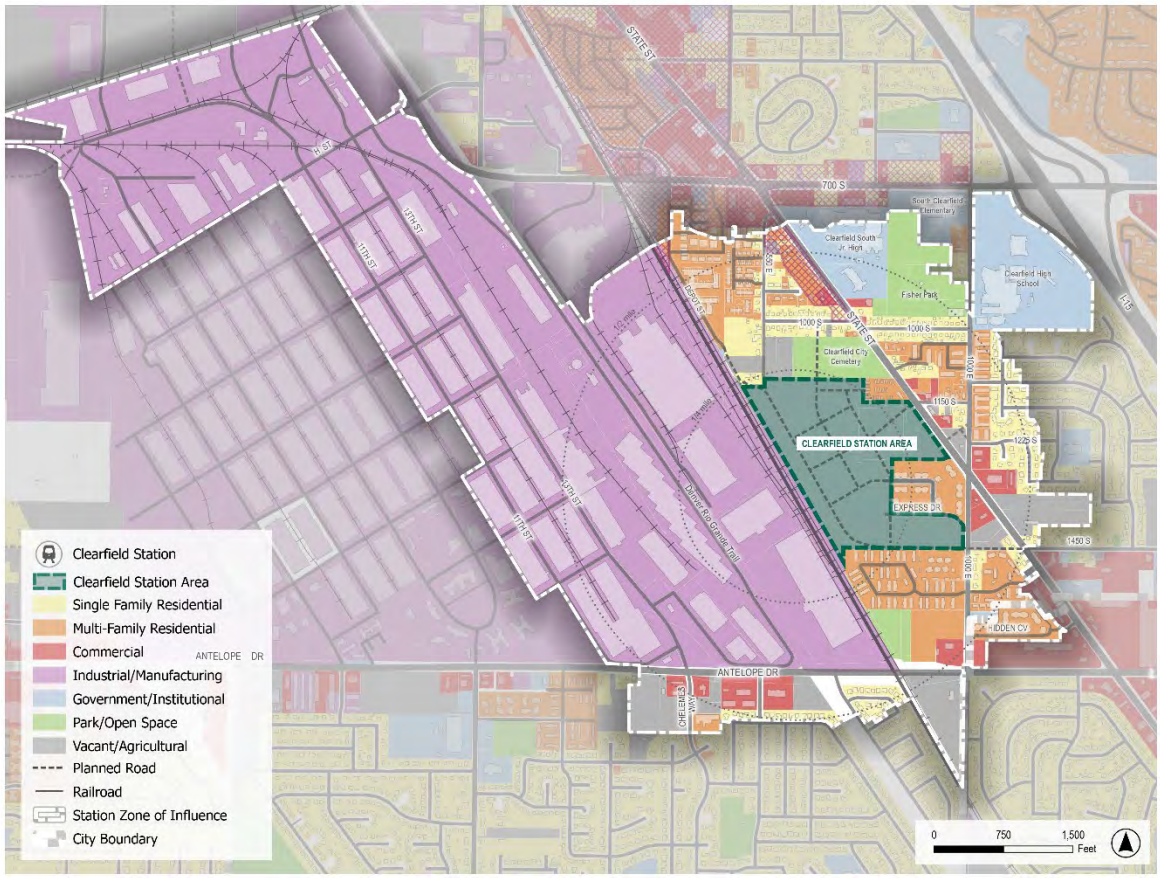


Table 1: Existing Land Use

Name	Acres	Percent
Clearfield Station Area Site	56	6%
Single-Family Residential	41	5%
Multi-Family Residential	88	10%
Commercial	19	2%
Industrial/Manufacturing	534	59%
Government/Institutional	49	5%
Park/Open Space	30	3%
Vacant/Agriculture	44	5%
Roads & Utilities	38	4%
Total	899	

Environmental Conditions

As illustrated in Figure 5, there are no negative environmental conditions known on the site, which provides optimal conditions for development and good access to existing utilities. The primary environmental conditions that impact the site are noise generated by jets taking off from Hill Air Force Base, in addition to noise, vibrations, and emissions resulting from rail lines and major arterial roads adjacent to the site.

The typical slope across the site is approximately 2% which is generally flat and provides adequate surface drainage. An existing detention basin is located on the south end of the site and at present provides adequate storage for surface drainage of the site. Figure 6 indicates that the site is significantly impacted by traffic. High traffic volumes can be beneficial for regional connection and visibility for the station, but can also hinder local access, particularly for pedestrians and cyclists.

Figure 5: Station Site Environmental Conditions

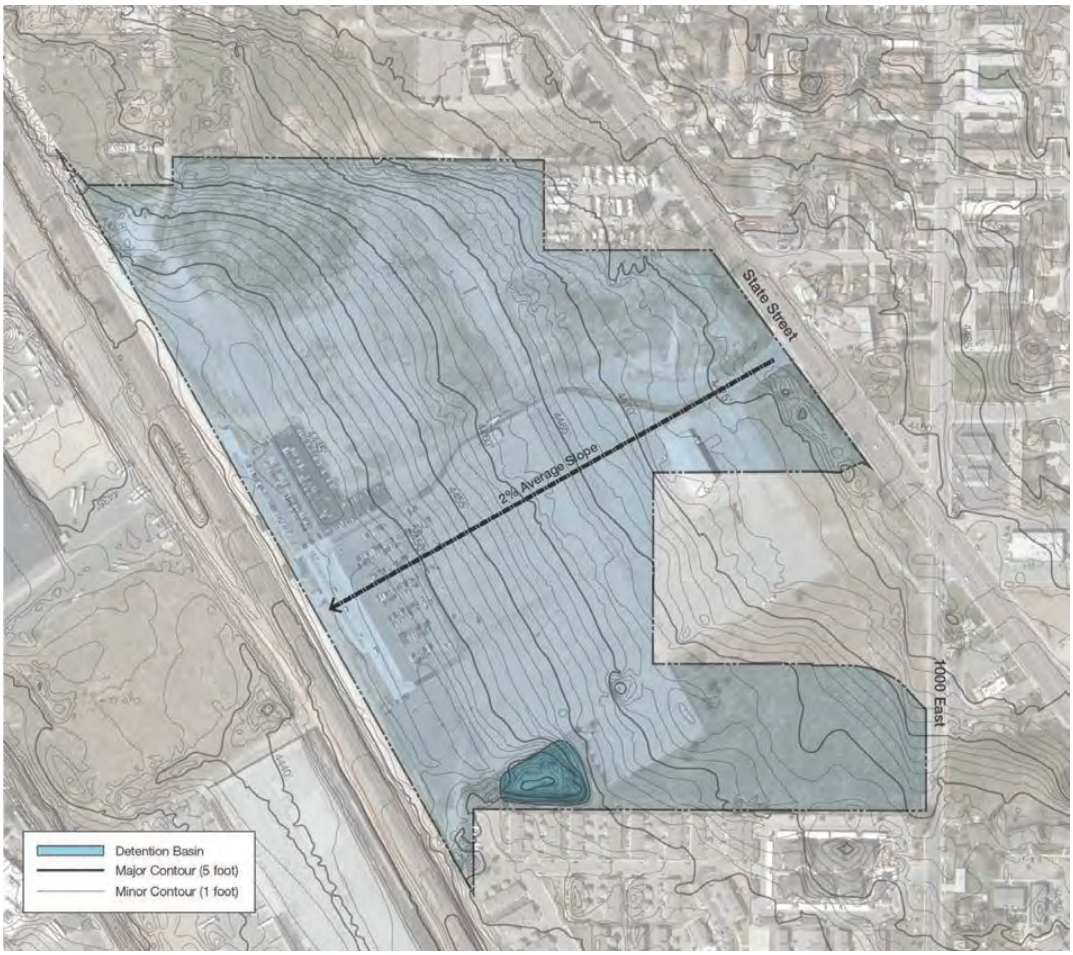
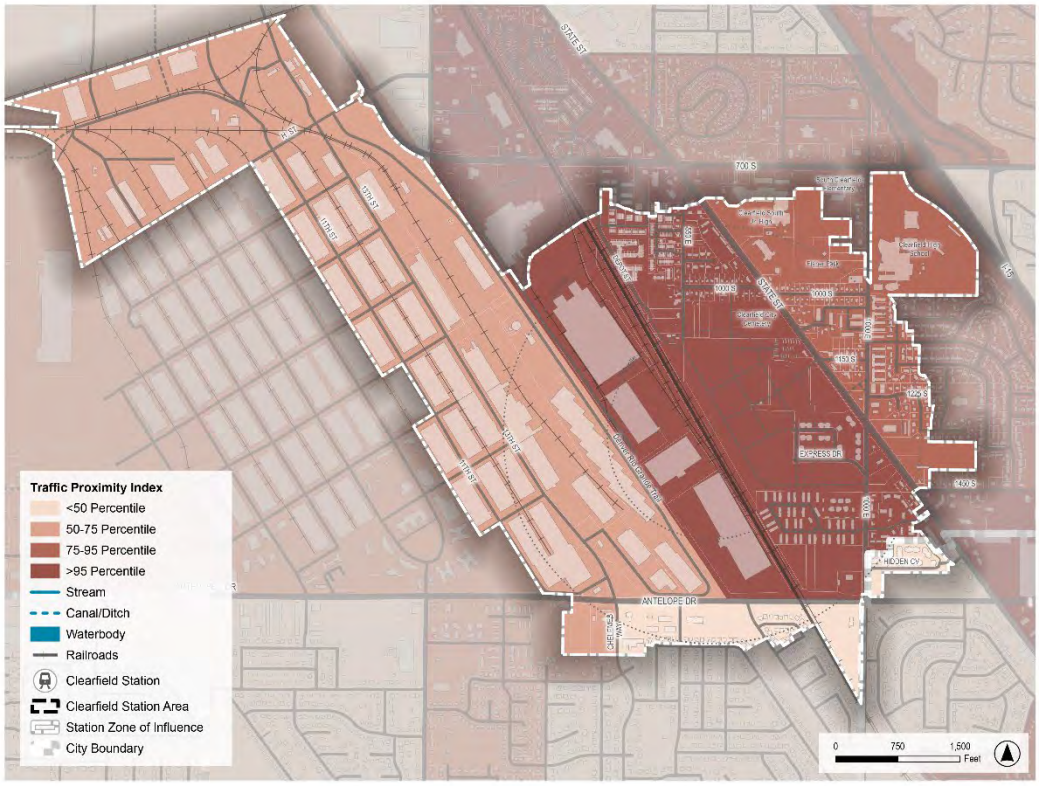


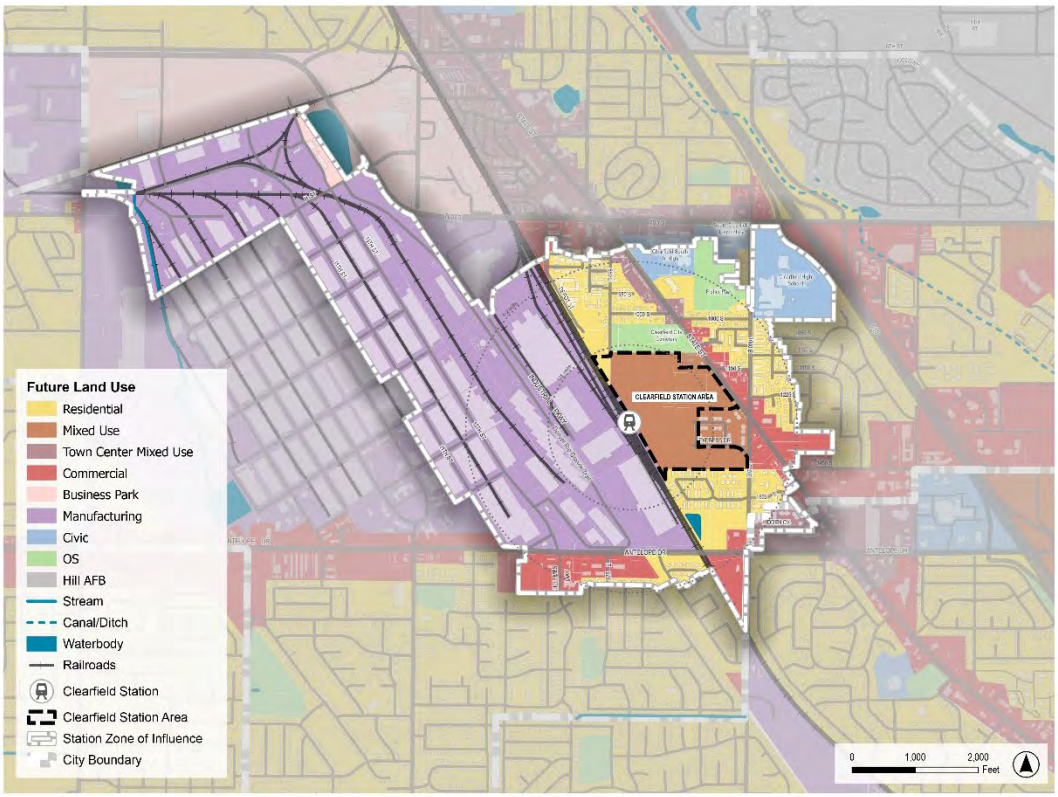
Figure 6: Utah Traffic Proximity Index



Future Land Use

The *Clearfield City General Plan (2017)* identifies future land uses for the station area in a simple and straightforward manner (see Figure 7). The Frontrunner station site is designated as a mixed-use site, with residential uses to the north and south, industrial use to the west, and commercial use dispersed along State Street to the east. The plan also indicates a connection between the station area and downtown Clearfield, as part of an extension of mixed-use development along State Street ending at 1000 South. Since most existing uses on State Street between 700 South and 1000 South are unlikely to change from their civic and residential uses in the short-term, the station area is likely to remain somewhat detached from downtown Clearfield for the next ten years and beyond.

Figure 7: Future Land Use Map



The *Clearfield Station Master Development Plan (2021)* proposes a mix of land uses and new street connections within the Frontrunner Station TOD site (see Figure 8). Proposed land uses include mixed-use residential and retail along Station Boulevard, office development concentrated along Depot Street, additional mixed-use residential along 1450 South, and townhouses along the northern property line – all with accompanying parking areas and a network of connected open spaces.

Figure 8: Clearfield Station Site Future Land Use

TRANSPORTATION

Transit

Clearfield Station is located just west of State Street and north of Antelope Drive. The most recent ridership data from UTA (March 2023) show 434 average daily boardings and 375 average daily alightings. This is similar ridership to that of nearby Layton, Farmington, and Woods Cross stations, and about half that of Ogden Station. Figure 9 shows the transit network within the station area and stop-level ridership.

Clearfield Station is served by four local bus routes:

- **470 | Ogden-Salt Lake Intercity | 30-minute peak service**: Connects downtown Salt Lake City to Ogden Station with a transfer stop at Clearfield Station. The Clearfield Station stop for this route has 86 daily boardings and 86 daily alightings.
- **626 | West Roy – Clearfield Station | 30-minute peak service**: Connects West Roy to Clearfield Station through Syracuse. The Clearfield Station stop for this route has 38 daily boardings and 39 daily alightings.

- **627 | WSU Davis – DTC | 30-minute peak service:** Connects Davis Technical College to Clearfield Station with a transfer stop at Weber State University Davis Campus. The Clearfield Station stop for this route has 48 daily boardings and 39 daily alightings.
- **640 | Layton Hills Mall – WSU Ogden Campus | 30-minute peak service:** Connects Layton Hills Mall to Weber State University with a transfer stop at Clearfield Station. The Clearfield Station stop for this route has 58 daily boardings and 48 daily alightings.

According to UTA's 2019 On-board Survey the primary mode of access/egress to Clearfield Station is walking, following by driving alone and being picked up or dropped off. Combined, the vehicle-oriented modes comprise a majority share of access/egress modes at 61% and 57% respectively. Table 2 shows all modes of access and egress to the station.

Figure 9: Clearfield Station Transit

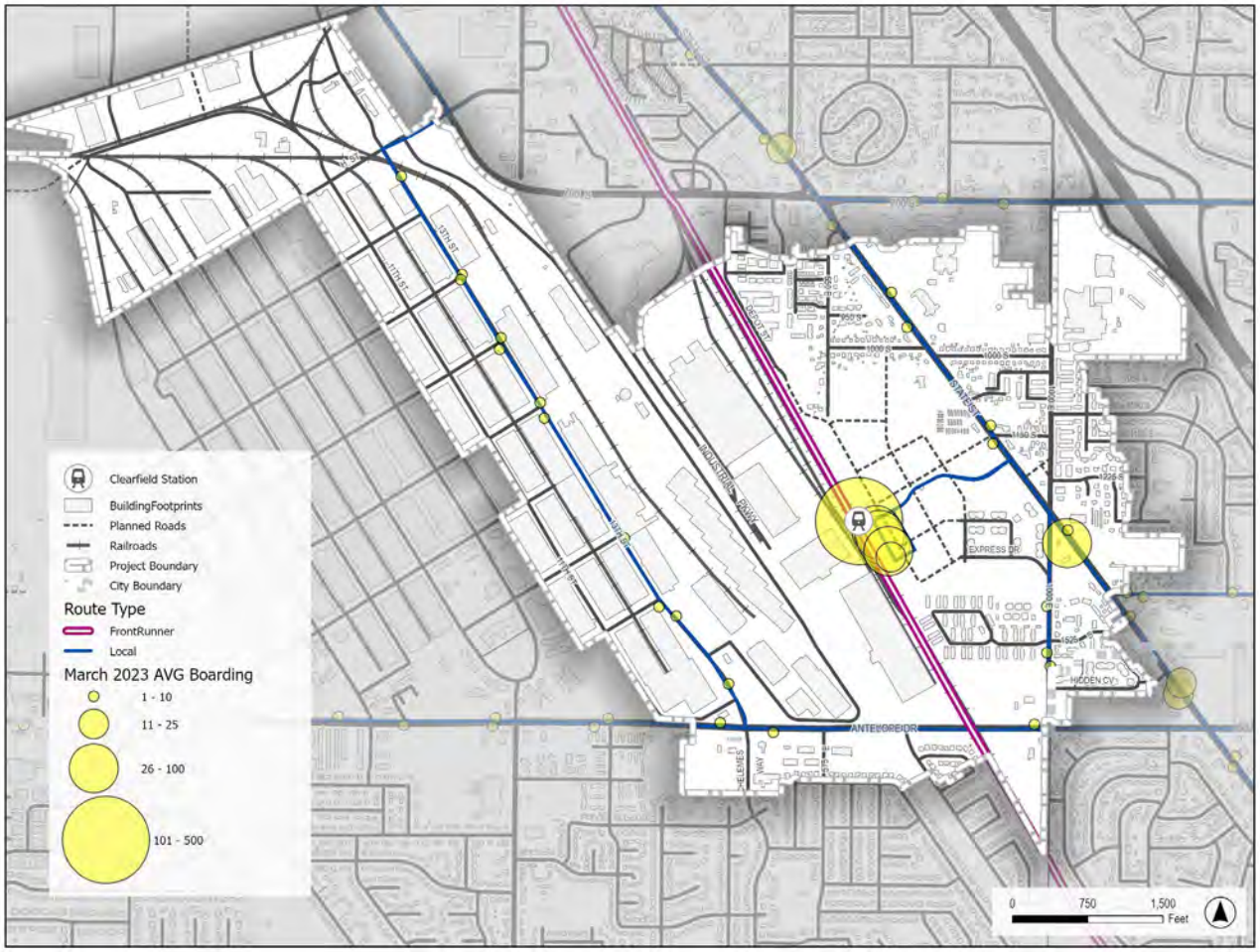


Table 2: Clearfield Station Mode of Access/Egress

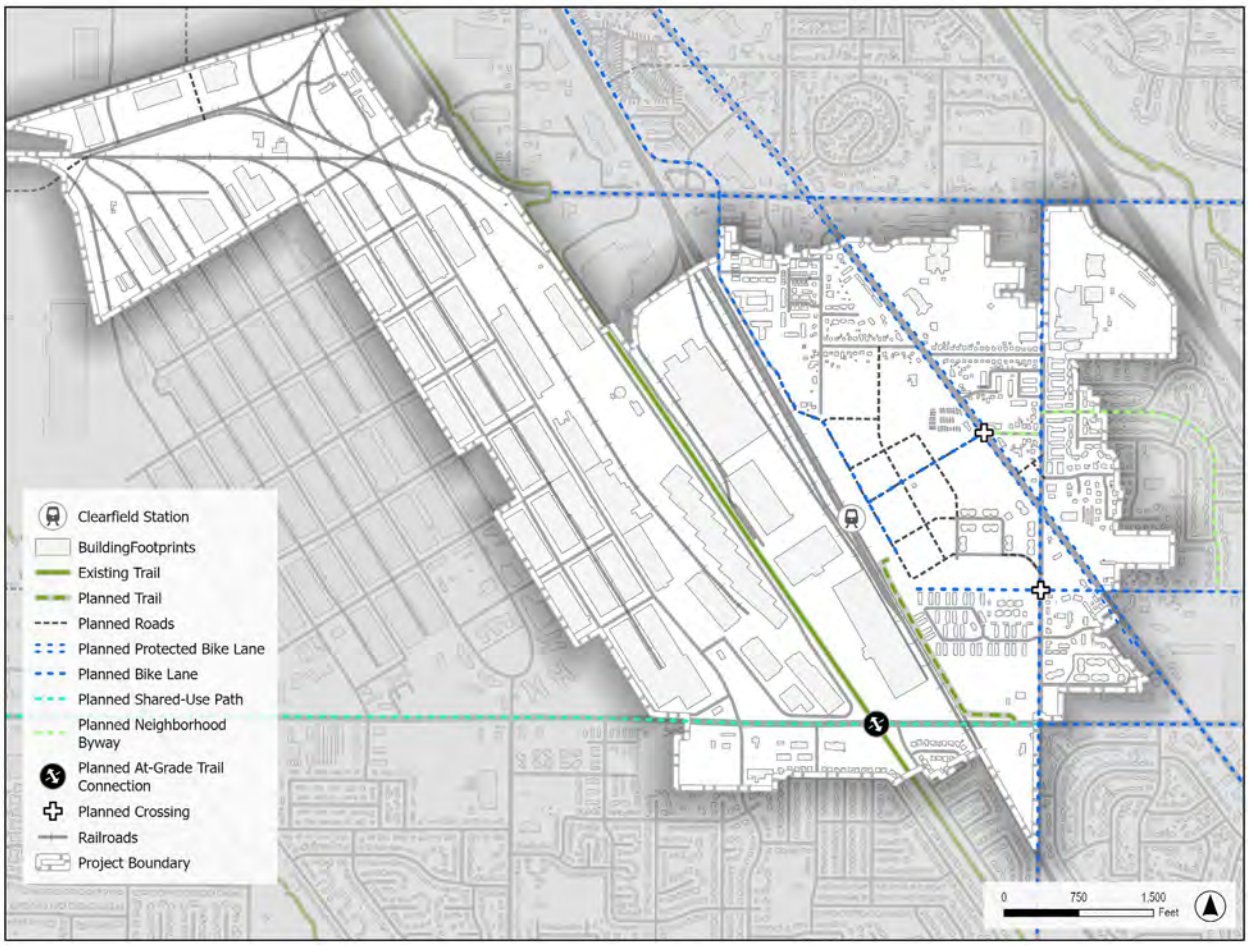
MODE	ACCESS	EGRESS
WALK	35%	41%
DROVE ALONE	34%	31%
PICKED UP/DROPPED OFF BY SOMEONE	22%	21%
DROVE / RIDE WITH OTHERS	5%	3%
PERSONAL BIKE	3%	2%
SKATEBOARD / LONGBOARD	1%	0%
BIKE SHARING (E.G. GREEN BIKE)	1%	0%
SHUTTLE	0%	1%
UBER, LYFT, ETC.	0%	1%

Active Transportation

Existing Facilities

There is only one dedicated active transportation facility within the station area, the Denver and Rio Grande Western Rail Trail. This paved facility is part of the Golden Spoke Route and US Bike Route 77, with connectivity north to Ogden and south all the way to Provo. There are several planned active transportation line and point projects in the area, identified from the North Davis Active Transportation Plan and the 2023 WRFC RTP. Bike lanes are planned for Depot Street, 1000 East, 1450 South, 700 South, on Antelope Drive west of 1000 East, and the future road to the Clearfield FrontRunner Station. Additional planned line projects include a protected bike lane on State Street, a trail connection from the FrontRunner Station south to Antelope Drive, a shared-use path on Antelope Drive west of 1000 East, and neighborhood byways on 1150/1100 South. Planned point projects include at-grade pedestrian/bike crossings at 1150 South State Street and at 1000 East and Antelope Drive, and a planned at-grade trail connection between the Denver and Rio Grande Western Rail Trail and the planned shared-use path on Antelope Drive.

Figure 10: Active Transportation Facilities



Activity

Activity data is derived from self-report trips recorded on the fitness platform Strava. This app is popular with recreational and competitive bicyclists, hikers and runners to track their training progress. Although this group of users tends to be comfortable riding on busier roadways than more casual users, their presence can indicate the frequency of use of certain routes.

Figure 11 shows the recorded run, walk, and hike trips in 2022. The most popular place to log these activities within the study area it the Denver and Rio Grande Western Rail Trail, with close to 3,000 recorded activities. Antelope Drive is also a relatively popular corridor. Few people record these types of Trips while accessing the FrontRunner station.

Figure 11: Pedestrian Activity 2022

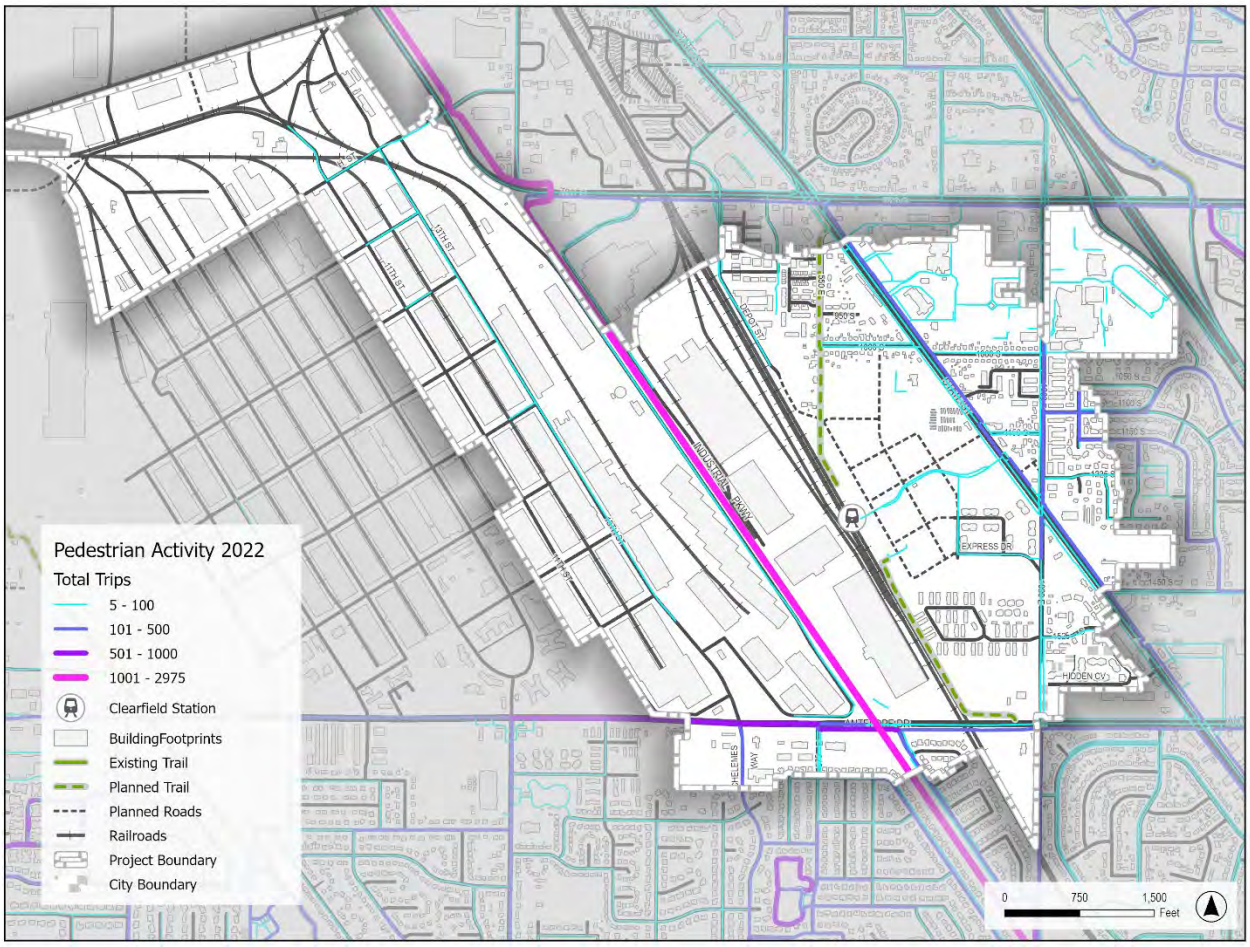
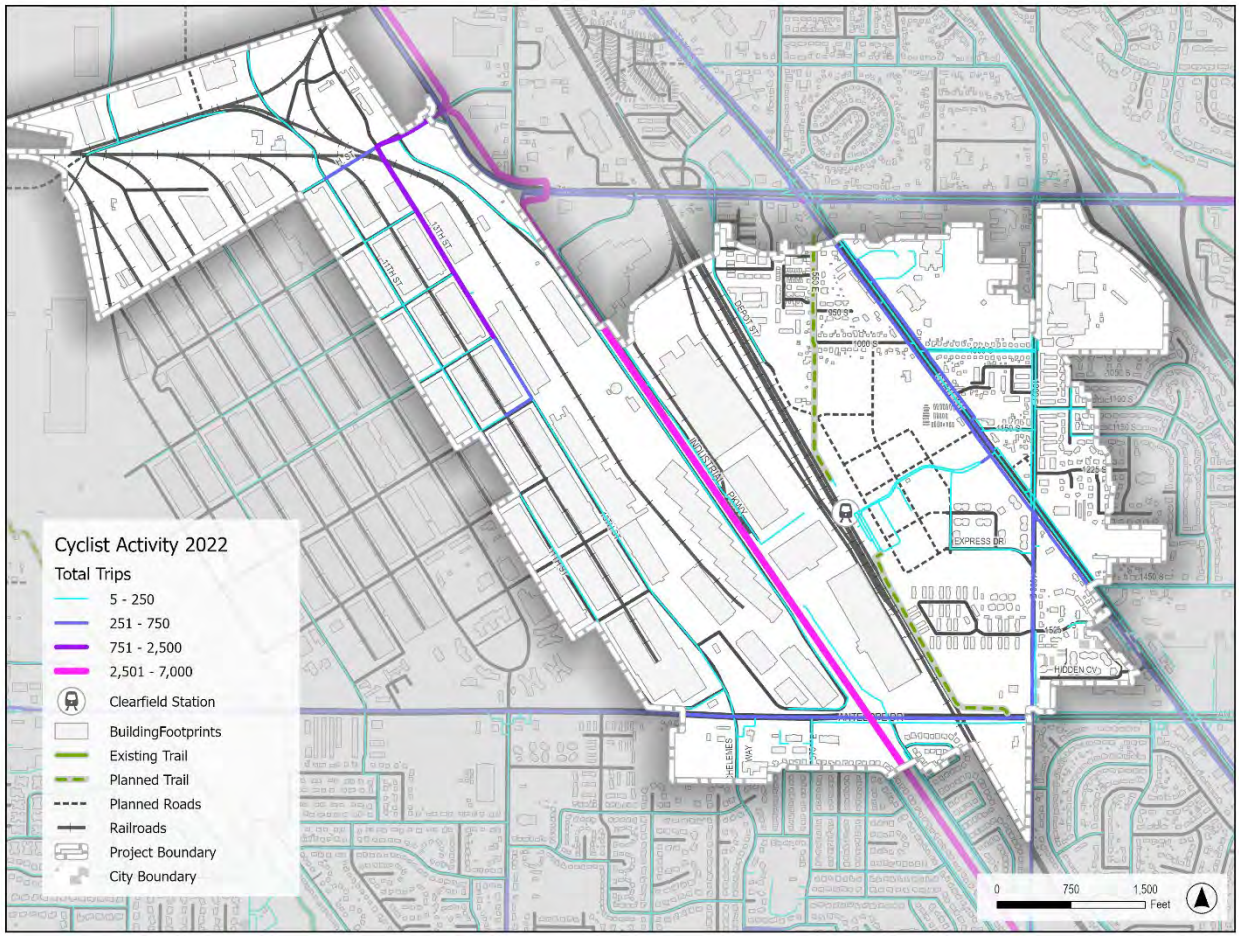


Figure 12 shows the bicycle trips recorded within the city during 2022. These trips largely follow the same pattern found with the pedestrian activity, but with greater magnitude. Here the Denver and Rio Grande Rail Trail has close to 7,000 recorded activities. 13th Street also shows relatively high activity with access from the north on H Street. Few people record these types of Trips while accessing the FrontRunner station.

Figure 12: Cyclist Activity 2022



Planned Improvements

The *North Davis Active Transportation Plan* identifies planned improvements for major corridors, including State Street, Antelope Drive, and 700 S. These improvements include a multi-use path and buffered bike lanes along Antelope Drive (Figure 13 & Figure 14), protected bike lanes on State Street (Figure 15), and enhanced street crossings, including at State Street and 1150 South (Figure 16).

Figure 13: Proposed Street Cross Section for Antelope Drive (1000 W to 1000 E)

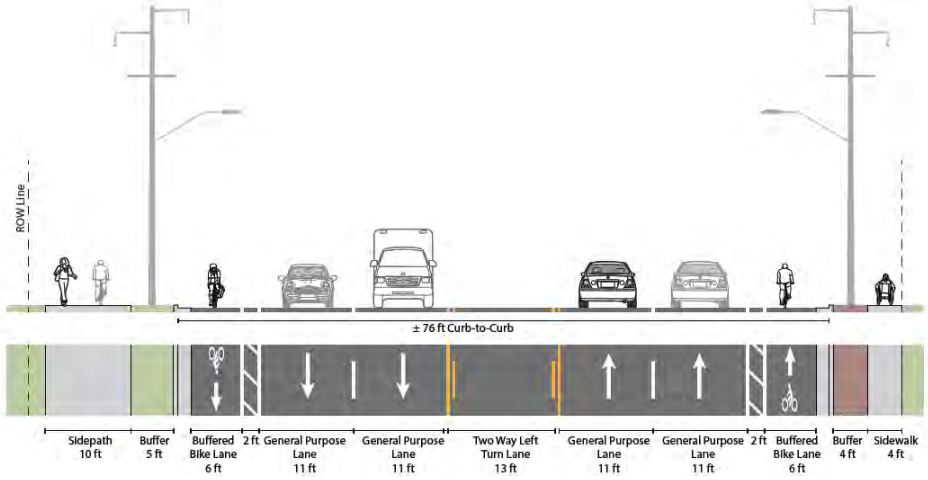


Figure 14: Proposed Antelope Drive & DRGW Trail Connection

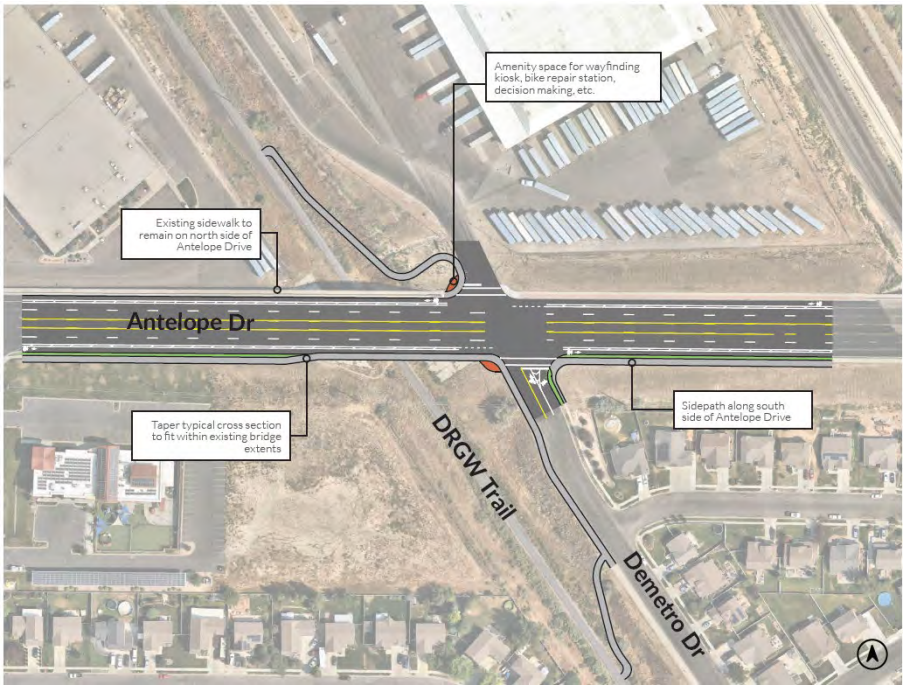


Figure 15: Proposed Street Cross Section for State Street (800 North to 1525 S)

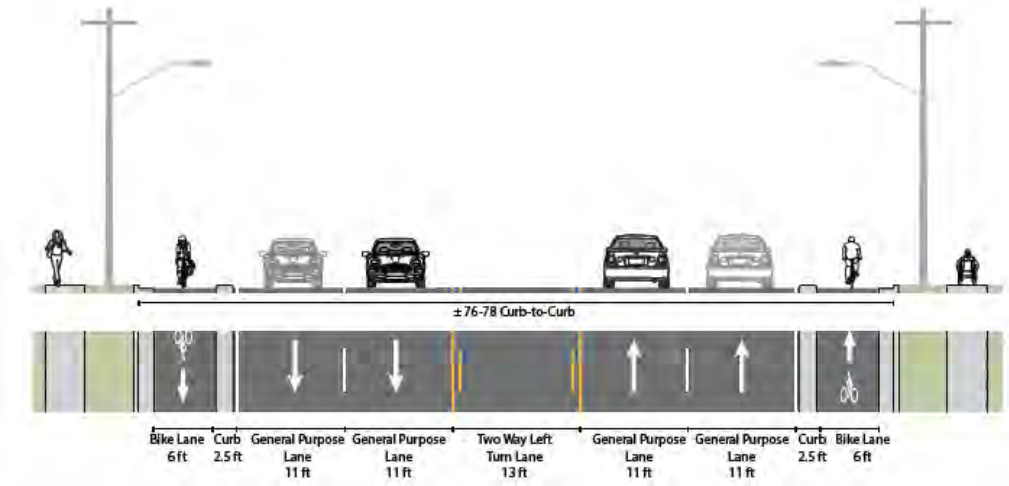
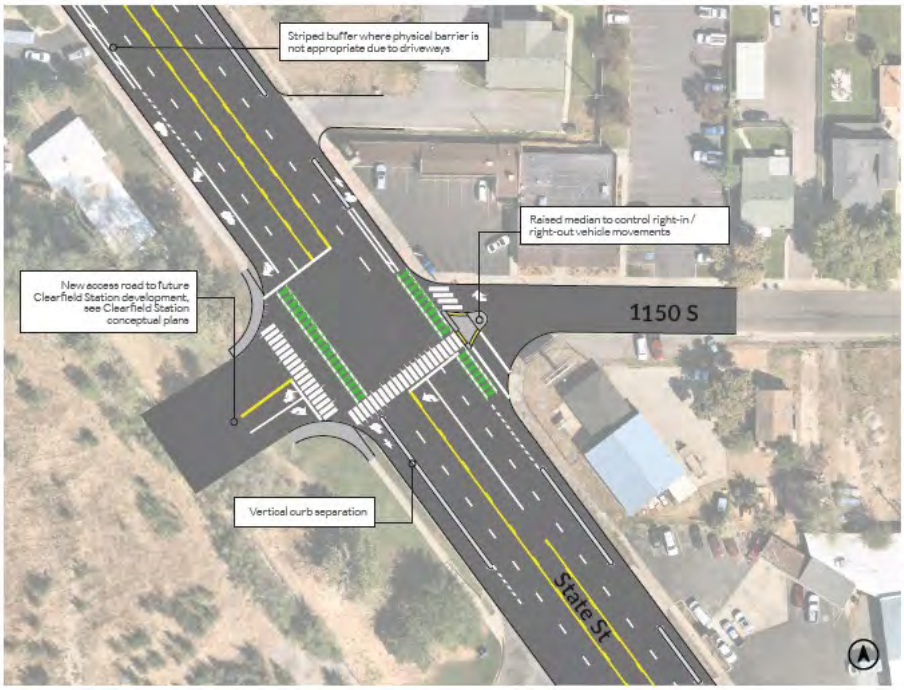


Figure 16: Proposed Intersection Design at State Street and 1150 South



Vehicle Conditions

Figure 17 shows the vehicle classification of roadway in the vicinity of the station area. Additionally, it depicts the 2020 average annual daily traffic volumes (AADT) from UDOT and the intersection level of service (LOS) from the 2018 Clearfield Station Master Plan. State Street is a principal arterial and provides the primary access to the FrontRunner Station. As of 2018, the LOS of the intersection at State Street and the station access was a B in the AM and C in the PM peak periods, indicating a well-functioning intersection. Other intersections along State Street show worse LOS, with the intersection of 700 South having the worst in the area with a PM Peak of F.

Figure 17: Vehicle Conditions

Safety

Figure 18 shows a heat map of all crashes between 2018 and 2022 with fatal and suspected serious injury crashes indicated separately. The largest concentration of all crashes within the station area is at 13th Street and Antelope Drive. Other hot spots occur at 1000 East and Antelope Drive, and 1000 East and State Street. While there are no fatal crashes within the station area, there are a number of suspected serious injury crashes, with four along the State Street corridor. One of these occurs at Station Boulevard, the primary access to the station.

Figure 18: Severe Crashes 2018-2022

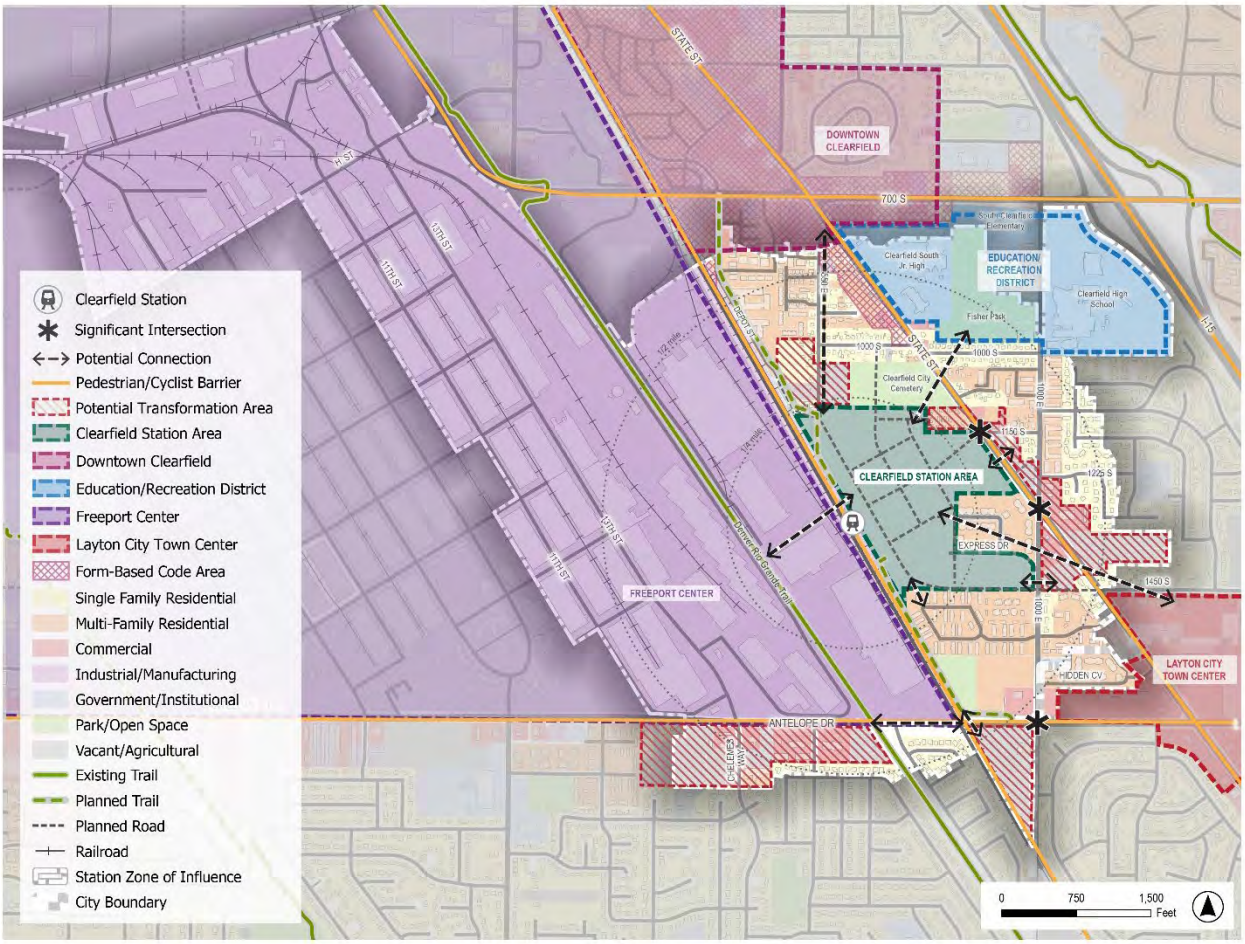
Figure 19 shows both pedestrian and cyclist involved crashes between 2018 and 2022. In total there were 22 crashes, 13 pedestrian involved and 9 cyclist involved. The highest concentration of these crashes occurs at 13th Street and Antelope Drive with 3 bicycle involved and 2 pedestrian involved. The Antelope Drive corridor in general has the most of these crashes, with 13 in total. There were no fatal crashes, but three suspected serious injury crashes, all along the 1000 East corridor.

Figure 19: Active Transportation Crashes 2018-2022

SITE ANALYSIS AND IMPLICATIONS

In response to the land use and transportation findings, a site analysis for the station's area of influence (Figure 20) examines the opportunities and constraints for creating a well-connected, integrated, mixed-use station area. Key elements identified include potential connections, significant intersections, pedestrian/cyclist barriers, and potential transformation areas.

Figure 20: Site Analysis Map



Potential Connections

The potential connections identified in Figure 21 indicate destinations in need of a stronger connection to the station. These destinations include:

Adjacent Neighborhoods: The multi-family development to the South is separated by a fence with no connections into the site. The neighborhood north of the site currently does not have any connections to the station, though the planned future Depot Street and trail will allow for vehicular, pedestrian, and bicycle connections to the north.

Freeport Center and Other Areas West of the Tracks: This area has very limited non-motorized access

to the station, as crossing the tracks is only possible along the City's major arterials, which currently include little to no pedestrian or bicycle facilities. However, a multi-use path and buffered bike lanes planned across the Antelope Drive bridge could significantly improve access for these areas.

The Denver & Rio Grande Western Rail Trail (D&RGW) is a multi-use, paved trail that runs 22 miles from West Bountiful through Roy. The trail runs north-south at the west of the station, but is separated by train tracks and warehousing facilities. Currently there is no access from the station to the trail, though the proposed improvements on Antelope Drive would improve access.

The UTA 640 bus route does provide a service connection between Freeport Center and Clearfield Station, but ridership demand is low and the service limited. If a transit connection is desired for Freeport Center, this might be better achieved through flex shuttles or other microtransit options.

Davis Hospital and Neighborhoods to the East: Residential neighborhoods and the Davis Hospital to the east of the corridor represent a significant population of potential ridership. The UTA 640 bus route does provide a transit connection to these areas. However, State Street itself is a significant barrier for any active transportation and will require improved crossings in order to encourage use of the station by these neighborhoods.

Downtown Clearfield and Layton City Town Center: Downtown Clearfield and one of Layton's Town Centers lie just outside of Clearfield Station's zone of influence. Adequately connecting the centers will be important to create a thriving and well-connected mixed-use district.

Clearfield Education and Recreation District: Clearfield High School, North Davis Jr. High, South Clearfield Elementary, the Clearfield Aquatic and Fitness Center, and Fisher Park are clustered together near the northeastern limits of the station's zone of influence. These important community nodes should also have a strong connection to the station area.

Significant Intersections

Figure 21 also identifies significant intersections where key corridors meet within the zone of influence. These intersections should receive special design consideration to ensure they are safe and efficient for all modes of transportation.

Pedestrian/Cyclist Barriers

The rail lines adjacent to the site are significant barriers to users west of the tracks, as they prevent easy linkages to the transit options and placemaking enhancements associated with the station. Similar access and crossing challenges exist along State Street, Antelope Drive, and 700 S due to heavy traffic and minimal bike and pedestrian infrastructure and street crossings. Roadway barriers can be more easily overcome through proactive design and planning than rail barriers can, which would require additional grade separated crossings.

Potential Transformation Areas

The condition and age of existing uses within the station's half-mile zone of influence are variable at best. The Frontrunner station site is largely undeveloped, although a clear vision has been established that supports a significant transformation of the site into a new and important destination for the city and region.

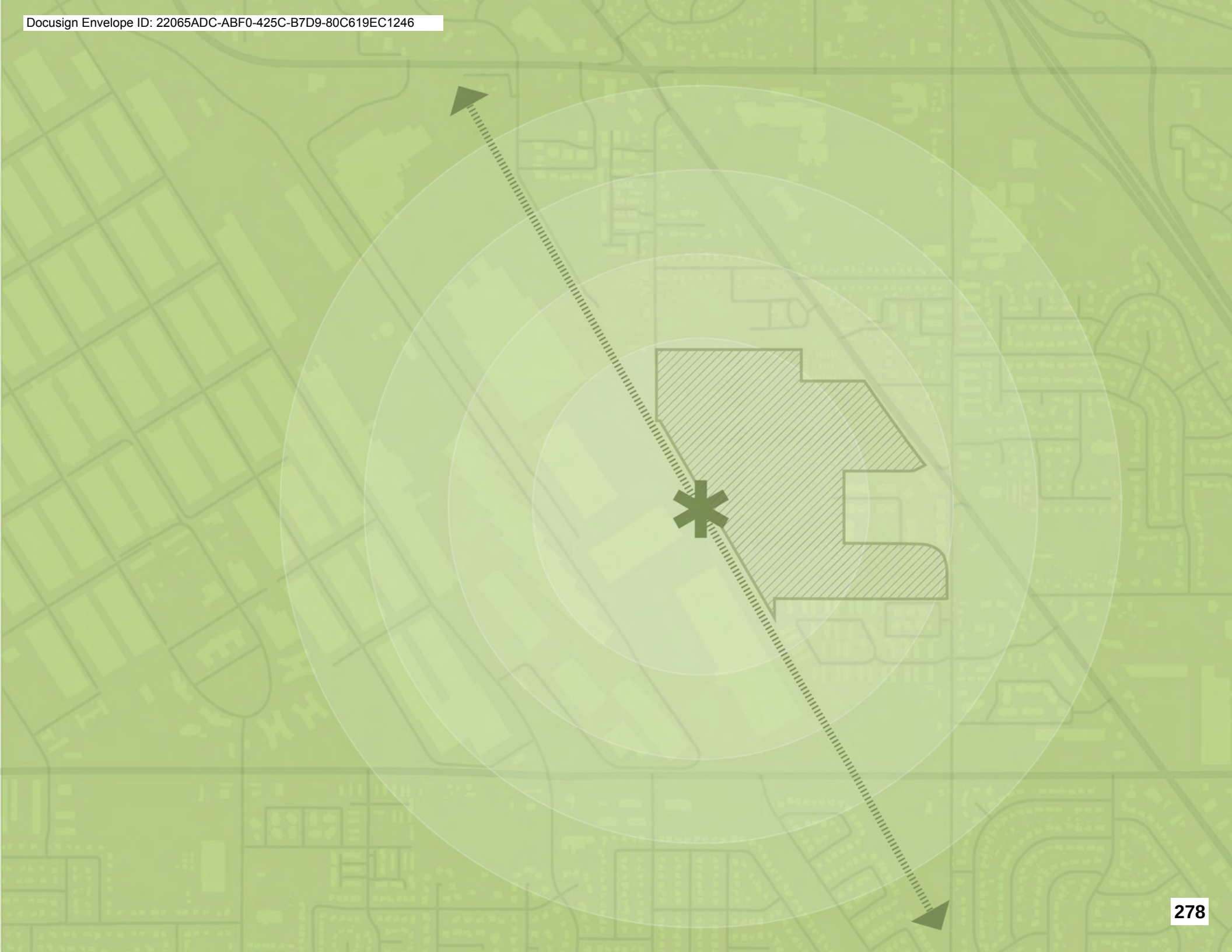
The residential neighborhoods to the north and south include a significant amount of multi-family and townhome residential development, which are aligned with emerging housing demands and TOD profile of the station and its surroundings. Several commercial properties, particularly along State Street, are vacant/abandoned, in disrepair, or include low-land-value uses that typically relocate as an area urbanizes. Figure 21 identifies these areas as “potential areas of transformation”, indicating them as potentially ripe for development or redevelopment in the near future. These properties present an opportunity for additional transit-oriented development that would further support the station area.

CONCLUSION

The Clearfield Station area has a number of opportunities and challenges in creating a well-connected, integrated, mixed-use station area. With a limited amount of vacant land remaining in the station’s area of influence, most development is expected to occur internally to the TOD site. However, a reasonable amount of opportunity exists for meaningful transition land uses at the station’s edges, which may help support the planned station development and/or buffer the station from existing residential neighborhoods.

The Clearfield Station site is currently very auto oriented, with little to no access to the adjacent land uses. Despite this, a high walk access/egress persists, even though there is little infrastructure to support it. Other modes, including bicycles, are not well represented. Of particular concern should be the intersection of 13th Street and Antelope Drive, which holds the highest concentration of both all crashes and bicycle/pedestrian involved crashes.

Planned trails connecting to the north and south of the station should help accommodate first and last mile journeys for active transportation users, while the greatest opportunity in this regard would be a direct connection to the Denver and Rio Grande Rail Trail, which sees the highest active transportation usage in the area and would provide excellent connectivity to surrounding land uses. In addition, overcoming active transportation barriers across State Street through well-planned crossings will be key to providing meaningful connections to areas to the east of the station.



10

Appendix B

Existing Conditions Report: Market & Housing

Clearfield Station Area Plan

Market & Housing Existing Conditions

May 2023

Clearfield City

ZIONS PUBLIC FINANCE, INC.

Table of Contents

Background

During the 2022 General Session, the Utah Legislature approved House Bill 462, which required "certain municipalities to develop and adopt station area plans for specified areas surrounding public transit stations."[1] As Clearfield ("City") contains a FrontRunner station, the City, to meet the statutory requirements, has begun the process to create a station area plan. In 2019, the City adopted the Clearfield Station Master Development Plan ("MDP") for this area, and therefore is amending that plan to comply with the new State Code requirements.

As adopted, Utah Code 10-9a-403.1, requires the City to create a plan that promotes the following objectives:

- Increasing the availability and affordability of housing, including moderate income housing;
- Promoting sustainable environmental conditions;
- Enhancing access to opportunities; and
- Increasing transportation choices and connections.

The plan is required to promote these objectives within a 0.5-mile radius around the station area, including any parcel that is partially or completely contained within the radius.

Executive Summary

In total, there are approximately 844 acres of land contained within the proscribed boundary of the station area plan, and the majority of that land is currently developed.

The map and table on the following page show the proposed Clearfield Station Area and a breakdown of the land within the boundary.

[1] https://le.utah.gov/~2022/bills/hbillenr/HB0462.pdf

FIGURE 1: PROPOSED STATION AREA BOUNDARY

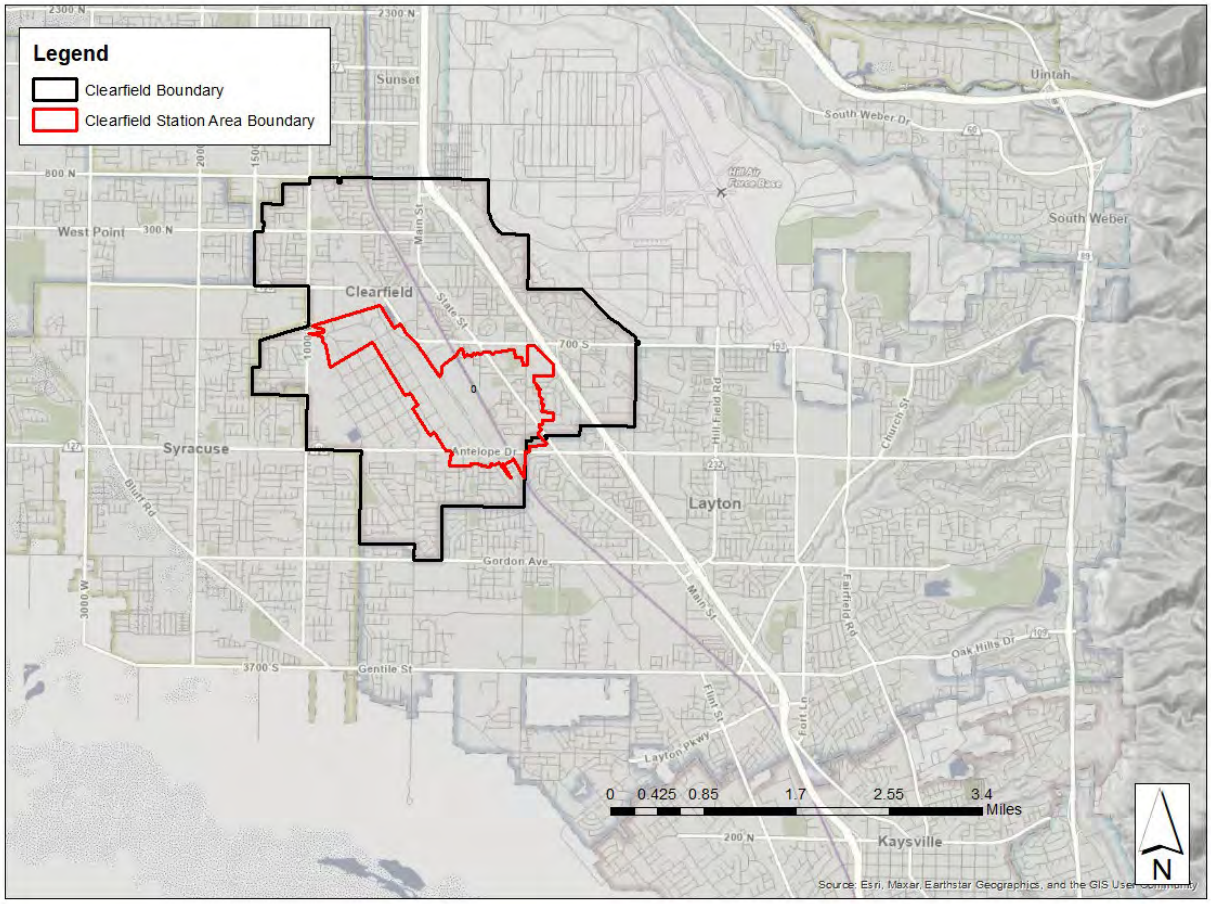


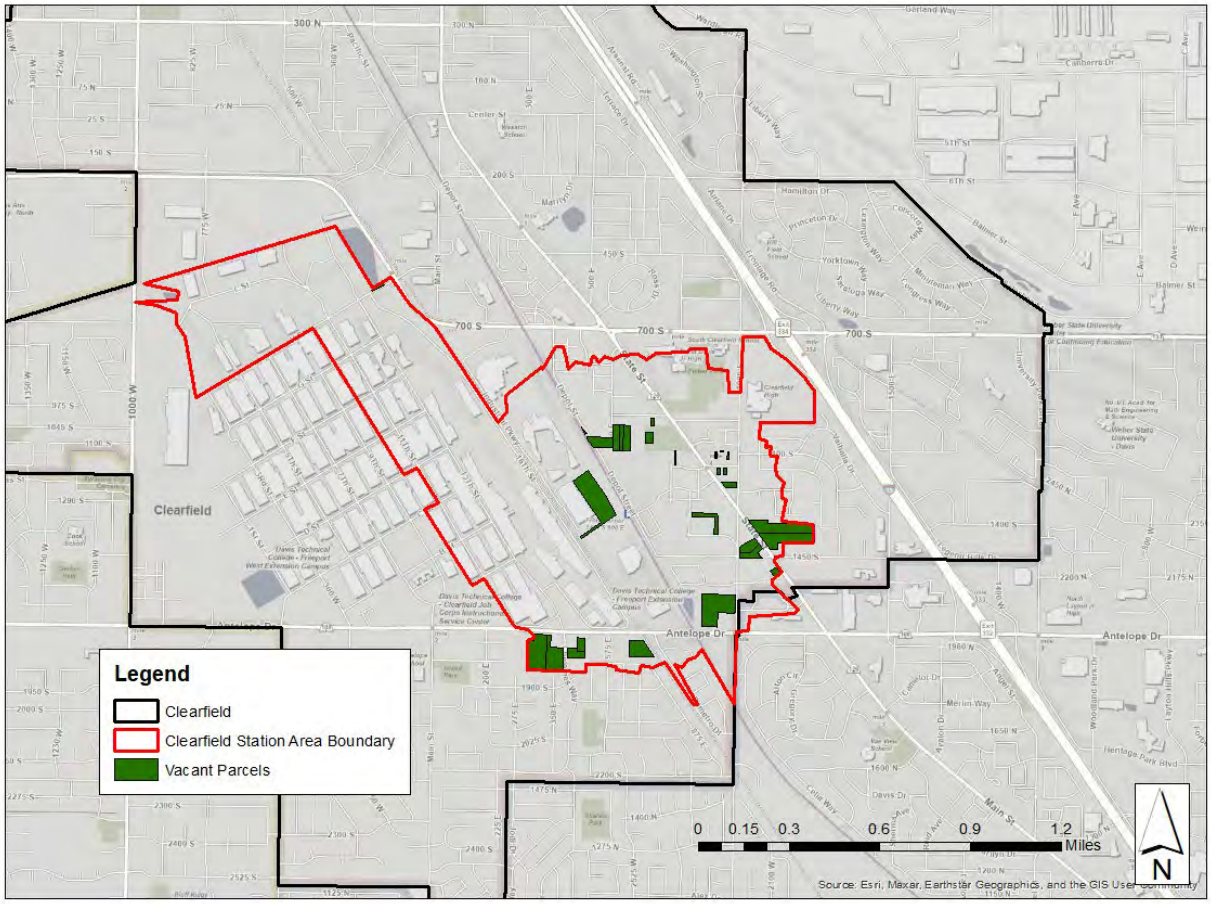
TABLE 1: SUMMARY OF LAND USE

Land Use	Acres
Developed	801.63
Vacant	42.35
Total	**843.98**

Source: Davis County Assessor's Office

The vacant land in the station area boundary is primarily located on the east or south of the station area boundary, along State Street and Antelope Drive. There is also some available vacant land in the Freeport Center. Some of the parcels that are identified as vacant are not viable for development as they are a part of City's cemetery or are private streets in residential development.

FIGURE 2: VACANT LAND



Strengths of the site include:

- Regional employment center
- Adopted MDP guiding development of east side of study area, providing for increased opportunities in the area across multiple development types
- Proximity to Freeport Center and Falcon Hill National Aerospace Research Park
- Redevelopment opportunities due to age and value of some commercial developments
- Active redevelopment project areas that can be utilized, or expanded, to encourage high-quality development in the area
- Utah Transit Authority ("UTA") owns major parcels immediately adjacent to FrontRunner Station, thereby aiding a master planning process rather than piecemeal development
- Continued population growth in north Davis County, with anticipated growth of over 56,000 people by 2050. Clearfield is expected to grow by an anticipated 8,000 people.

Obstacles to site development include:

- Lack of vacant land within the station area boundaries
- Redevelopment costs may make redevelopment of older or lower value areas difficult
- Current office market is uncertain with high vacancy rates and negative absorption rates in recent quarters, although some speculative office developments are currently being developed in the City

- Connectivity of west side of site (Freeport Center) to station area and visibility from I-15 potentially limits some development opportunities

Potential Development Scenarios

- Additional commercial growth could occur along State Street and Antelope Drive with filling of vacant land and redevelopment of lower value parcels on the west side of the study area. The current MDP shows 67,500 square feet of retail space located in the interior of the eastern portion of the study area. Retail development would potentially receive greater visibility and access along on State Street rather than inside the MDP, although planned retail inside the development would provide support retail to the planned office development. The City currently has significant retail leakage and would benefit greatly from additional retail development.
- Neighborhood support retail is the most likely retail development type for the eastern portion of the site, especially retail that would complement the housing in the area such as eateries and other convenience shopping. Regional retail does not benefit from transit as large purchases of goods are not easily carried on public transit.
- Adopted MPD anticipates build-out by 2030, with development occurring at approximately 7-10 acres per year. However, this plan identifies 550,000 square feet of office space which may not be feasible in the current market. During the past year, absorption rates in the Davis-Weber office market have been fairly low. In fact, the third and fourth quarters of 2022 saw negative absorption of 186,000 square feet. While the office space planned for and shown in the MDP serves as a good buffer and is a desirable use between the station itself and the planned residential development, it may be difficult to achieve in the near term.
- The western portion of the study area is currently defined primarily by industrial space, which is likely to continue in the future. There is also some office space in that western area. There are not good connections between the west and east sides of the study area and therefore the west side of the study area may not realize all the benefits it otherwise would from the transit stop (i.e., easy access to transit and retail options).

This remainder of this report will explore the following:

I. Demographics
II. Economic Opportunities
III. Housing Opportunities

I. Demographics

The following are key demographics for the City, Davis County, and the State at large.

TABLE 2: DEMOGRAPHICS

Demographic Category	Clearfield	Davis County	State of Utah
Median Age	29.3	32.3	30.7
Average Household Size	3.05	3.24	3.08
Median Household Income	$64,689	$92,765	$79,133
Median Home Value	$241,300	$351,400	$339,700
Median Monthly Housing Costs	$1,321	$1,709	$1,682
Median Gross Rent	$1,196	$1,238	$1,171

Demographic Category	Clearfield	Davis County	State of Utah
Persons in Poverty[2]	11.6%	6.4%	8.6%

Source: 2021 ACS 5-Year Estimates

Between 2020 and 2050, this region is expected to grow by over 56,000 people, with Clearfield growing by an anticipated 8,000 people.

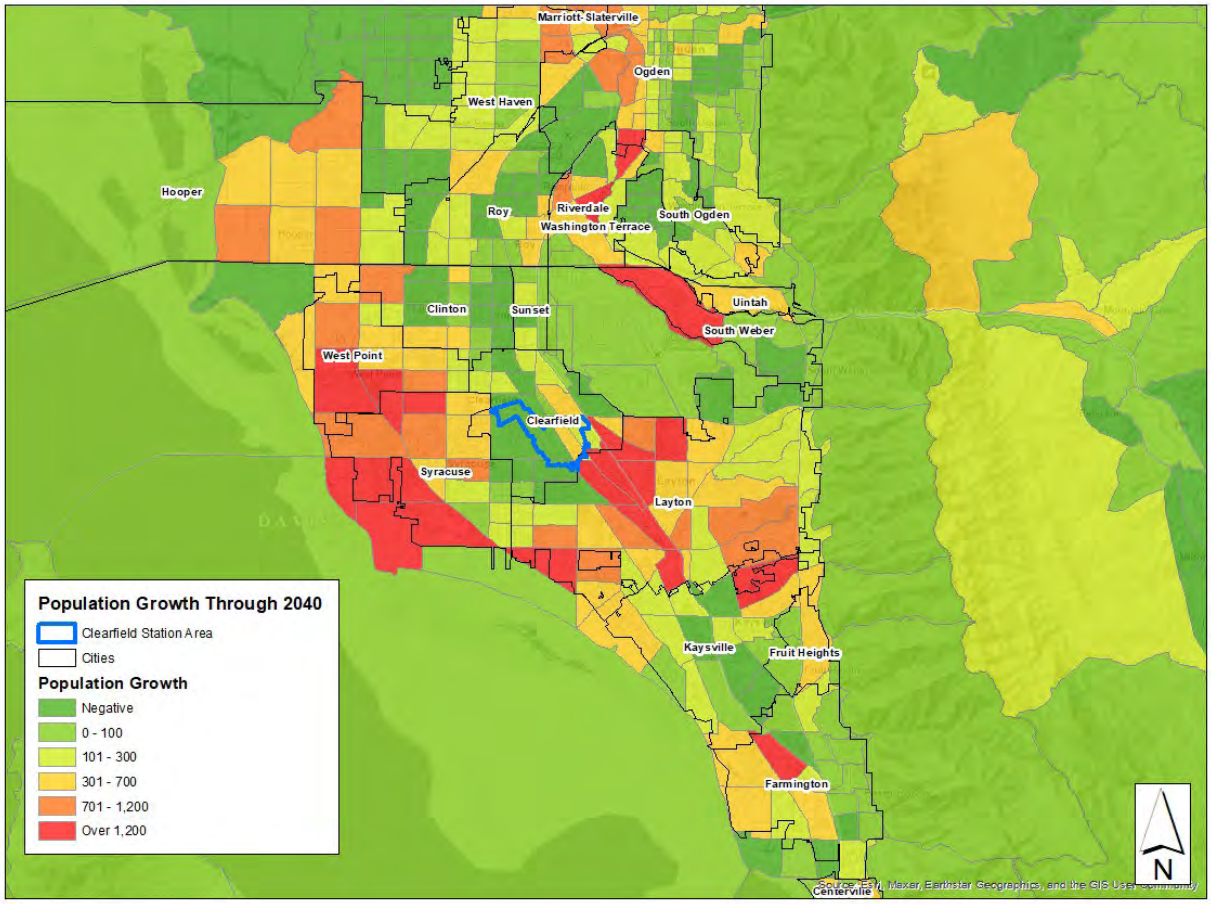
TABLE 3: REGIONAL POPULATION GROWTH PROJECTIONS

City	2020	2030	2040	2050
Clearfield	31,909	33,432	35,999	39,774
Clinton	23,386	23,499	24,824	25,914
Hooper	9,087	12,528	15,470	17,386
Roy	39,306	39,431	40,529	41,826
Syracuse	32,141	39,018	46,682	51,203
West Haven	16,739	22,060	24,598	26,331
West Point	10,963	11,953	14,895	17,341
Total	**163,531**	**181,921**	**202,997**	**219,775**
Growth from Prior Period		**18,390**	**21,076**	**16,778**
Cumulative Growth		**18,390**	**39,466**	**56,244**

Source: Wasatch Front Regional Council

[2] The Census Bureau determines persons in poverty by measuring family income against income thresholds based on family size.

FIGURE 3: POPULATION GROWTH PROJECTIONS



II. Economic Opportunities

Utah Code 10-9a-403.1 (7) (a) (iii)

Current Conditions

Workforce

Both the City and Davis County have similar labor force participation rates, although the City does experience slightly higher levels of unemployment. Several of the top industries are shared among the two, but the City, with Freeport Center and Falcon Hill National Aerospace Research Park, sees higher labor force participation in manufacturing than the County as a whole.

TABLE 4: WORKFORCE CHARACTERISTICS

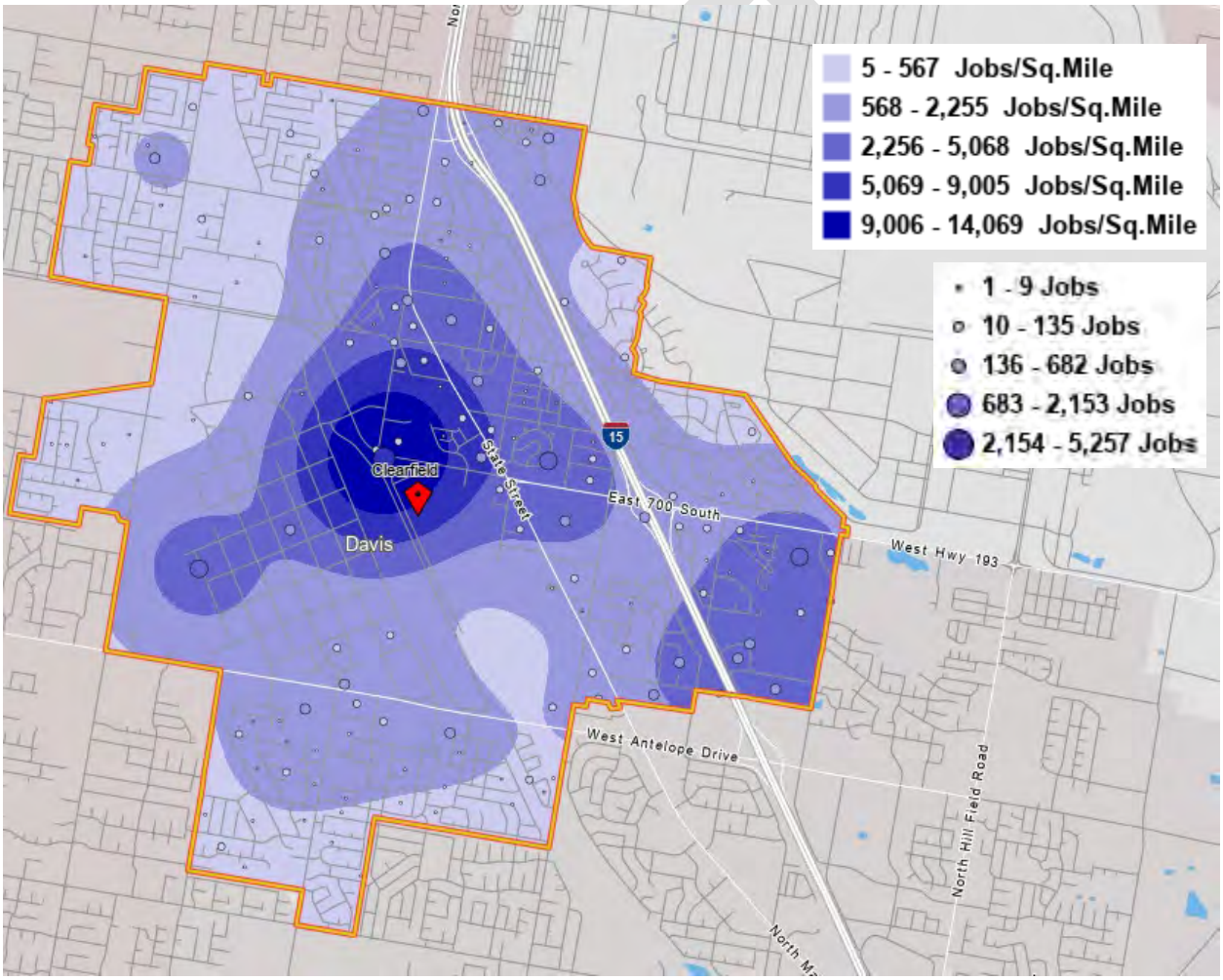
		Clearfield	Davis County
Total Labor Force		15,875	181,737
Labor Force Participation Rate		70.1%	70.6%
Unemployment Rate		2.7%	2.4%
Average Wage		$3,941	$4,332
Top Industries	Education & Health Care – 21.0%		Education & Health Care – 21.3%
	Manufacturing – 12.7%		Professional, Scientific, and Management – 12.2%

	Clearfield	Davis County
	Professional Services – 11.1%	Retail Trade – 11.5%
Average Commute	22.1 minutes	22.2 minutes

Source: 2021 ACS 5-Year Estimates

The City has several major areas of job concentration, most notably at the center of the City in proximity to the Freeport Center, and the eastern edge of the City around 1400 South and I-15. The employment center around the Freeport Center is the location of the proposed station area boundary and creates opportunities for additional employment capture in that area. Additionally, as a regional employment center, the City should be able to attract new businesses to the area due to the relatively strong labor market.

FIGURE 4: JOB CONCENTRATION & EMPLOYMENT CENTERS



Currently, the City is a regional employment center, with 16,656 total jobs reported in the City as of 2020. Manufacturing represents over 43 percent of the total jobs held within the City.

TABLE 5: JOB COUNTS BY NAICS INDUSTRY SECTOR IN 2020

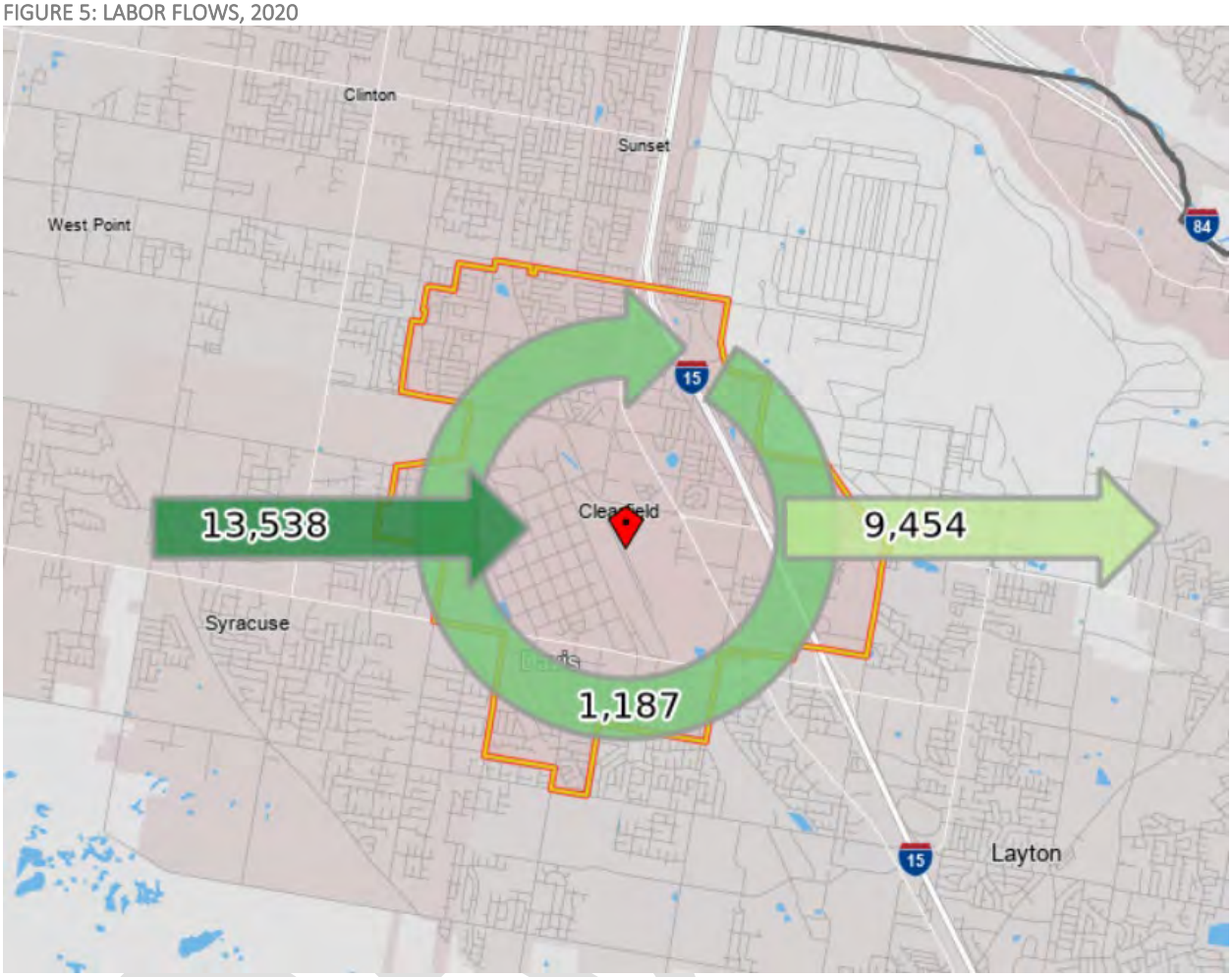
Industry	Count of Jobs	Percent of Total Jobs
Manufacturing	7,218	43.30%
Professional, Scientific, and Technical Services	1,590	9.50%
Administration & Support, Waste Management and Remediation	1,381	8.30%
Health Care and Social Assistance	1,242	7.50%
Educational Services	1,125	6.80%
Retail Trade	727	4.40%
Accommodation and Food Services	687	4.10%
Public Administration	509	3.10%
Finance and Insurance	496	3.00%
Transportation and Warehousing	438	2.60%
Construction	421	2.50%
Real Estate and Rental and Leasing	229	1.40%
Arts, Entertainment, and Recreation	204	1.20%
Wholesale Trade	162	1.00%
Other Services (excluding Public Administration)	147	0.90%
Information	66	0.40%
Management of Companies and Enterprises	13	0.10%
Mining, Quarrying, and Oil and Gas Extraction	1	0.00%
Total Jobs	**14,725**	**100.00%**

Source: US Census Bureau

The City is also considered a regional employment center due to the number of people commuting into the City for work, while living elsewhere. One benefit of this inflow of labor is the additional taxable sales that are generated by these individuals. These workers, while not making the majority of their purchases in their work community, will usually generate some taxable sales in close proximity to where they work, generally gasoline and convenience store or other food purchases. This allows the City to experience additional fiscal benefits to companies locating within the City.

In total, approximately 13,500 individuals commute to Clearfield from other communities. This presents opportunities for the City to capture additional sales tax revenue from individuals coming to the area and shopping in the City, and by locating retail along major traffic corridors, the City will be better able to realize the benefits of this inflow of labor.

FIGURE 5: LABOR FLOWS, 2020



There are a variety of employment types within the City's top employers. Due to the proximity of the City to Hill Air Force Base ("Hill"), there are many businesses that are associated with the defense industry. Additionally, various manufacturers have found success by locating in the City.

TABLE 6: CLEARFIELD TOP EMPLOYERS

Employer	Number of Employees	Industry
Air Force Materiel Command (Hill AFB)[3]	10,000-14,999	National Security
Lifetime Products Inc.	2,000-2,999	Sporting & Athletic Goods Manufacturing
Northrop Grumman Corp	1,250-2,498	Guided Missile & Space Vehicle Propulsion Manufacturing
AAA	500-999	Telemarketing Bureaus
Utility Trailer Manufacturing Company	500-999	Truck Trailer Manufacturing
Bonnell Aluminum	250-499	Aluminum Rolling, Drawing & Extruding

[3] Although outside of the City's boundaries, Hill Air Force Base is attached to Clearfield by the Utah Department of Workforce Service's FirmFind data. The US Census Bureau does not count these numbers in Clearfield's labor pool.

Employer	Number of Employees	Industry
Clearfield Job Corps Center	250-499	Technical & Trade Schools
A Step Forward Home Health	100-249	Home Health Care Services
Americold Logistics, LLC	100-249	Refrigerated Warehousing & Storage
Malnove Incorporates of Utah	100-249	Folding Paperboard Box Manufacturing
North Davis Cabinet, Inc.	100-249	Wood Kitchen Cabinet & Countertop Manufacturing
Parc Community Partnership Foundation	100-249	Vocational Rehabilitation Services
Recommended Building Maintenance LLC	100-249	Janitorial Services
RMC – Clearfield Operating, LLC	100-249	Nursing Care Facilities
Smith Manufacturing	100-249	Sporting & Athletic Goods Manufacturing
Wyle Laboratories, Inc.	100-249	Engineering Services

Source: Utah Department of Workforce Services

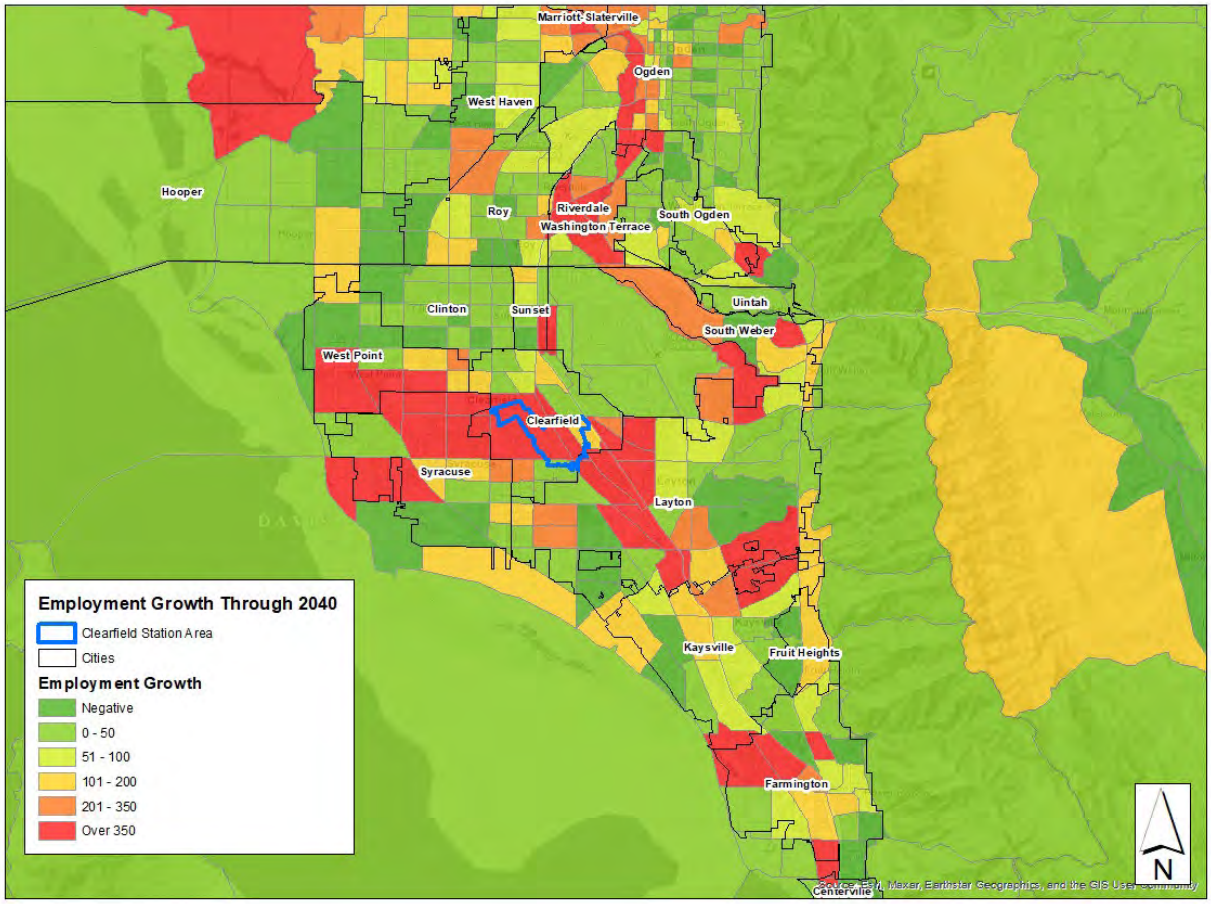
Significant employment growth is also projected for the region, with an increase of over 20,000 jobs by 2040.

TABLE 7: REGIONAL EMPLOYMENT GROWTH PROJECTIONS

City	2020	2030	2040	2050
Clearfield	14,951	17,349	19,754	22,075
Clinton	1,823	1,966	2,135	2,275
Hooper	287	318	310	308
Roy	5,787	6,850	7,404	7,828
Syracuse	2,749	7,243	11,376	14,187
West Haven	2,978	5,595	7,139	8,267
West Point	533	841	1,147	1,590
Total	**29,108**	**40,162**	**49,265**	**56,530**
Growth from Prior Period		**11,054**	**9,103**	**7,265**
Cumulative Growth		**11,054**	**20,157**	**27,422**

Source: Wasatch Front Regional Council

FIGURE 6: REGIONAL EMPLOYMENT GROWTH PROJECTIONS



Redevelopment Agency

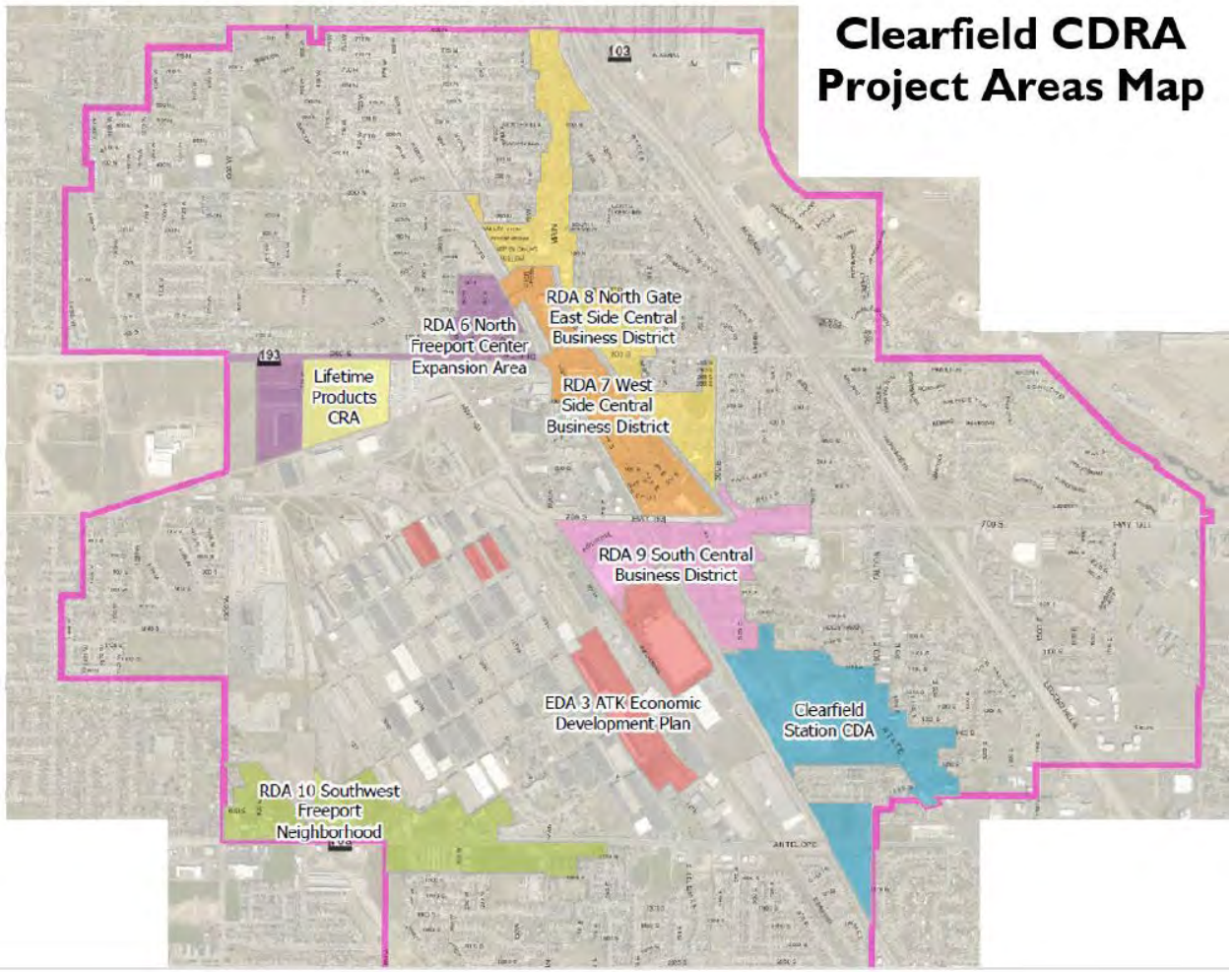
The City currently operates a community development and renewal agency ("CDRA") that has active project areas within the boundaries of the station area. Of the City's eight active project areas, three fall within the boundaries of the station area. A summary of these three project areas is provided below:

TABLE 8: ACTIVE RDA PROJECT AREAS

Category	RDA 9 South Central Business District	EDA 3 ATK Economic Development Plan	Clearfield Station CDA
Base Year	1992	2011	2013
Project End Date	2027	2032	2052
Percentage of Tax Increment	60%	82%	75%
Base Year Value	$11,786,915	$78,168,767	$0
Current Assessed Value	$71,628,571	$168,192,702	$19,470,764
Developed Acreage	75.00	96.00	48.10
Undeveloped Acreage	11.00	96.00	77.90
Total Funds Received	$5,196,143	$8,788,671	$554,533
Total Funds Remaining	$2,174,848	$8,284,499	$24,246,035

Source: Utah Governor's Office of Economic Opportunity RDA Database, 2022 Annual Report

FIGURE 7: CLEARFIELD REDEVELOPMENT AGENCY PROJECT AREAS



Each of these areas may be impacted by development within the station area boundaries. Each area has both time and funds remaining, which, depending on current agreements and obligations, can be utilized to support the development of projects within the station area boundaries.

There are approximate 500 acres of the station area boundaries that are not currently included within a project area. This allows for potential expansion of current project area boundaries, or potential new project areas, to support development in the area. Depending on current agreements with project area participants, there may be available funding within the current areas to help support high-quality development within the station area.

Sales Tax Leakage

Sales tax is one of the City's most important revenue sources. A sales tax leakage model looks at the taxable sales within a community and compares it to expected taxable sales based on average per capita spending statewide and the population of a given community. Capture rates exceeding 100% indicate that consumers are coming to a city from the larger regional area (i.e., outside of the City boundaries) to make retail purchases. A capture rate under 100% indicates that a city has a gap between what it could collect and what it currently is collecting. This is referred to as "leakage" and identifies opportunities for future retail development.

Overall, the City is capturing a total of 41% of the expected taxable sales for its population, indicating that residents are making sales tax purchases in other communities in some retail categories. In total, the City is leaking over $297 million annually in taxable sales.

The following table shows the sales tax leakage and capture rates for the various sales tax categories. Positive leakage amounts indicate that the City is capturing sales from the larger regional area, based on average per capita spending. Negative leakage amounts, with capture rates less than 100 percent, indicate that the City is leaking taxable sales in a given category.

TABLE 9: SALES TAX LEAKAGE

Sales Tax Category	Leakage Amount	Percent Captured
Gasoline Stations	$7,335,691	150%
Miscellaneous Store Retailers	($1,866,296)	90%
Other Services	($4,199,041)	76%
Health and Personal Care Stores	($4,498,143)	28%
Arts, Entertainment, and Recreation	($4,614,936)	37%
Nonstore Retailers	($8,366,645)	85%
Electronics and Appliance Stores	($9,276,065)	26%
Sporting Goods, Hobby, Book, and Music Stores	($10,228,303)	25%
Furniture and Home Furnishings Stores	($11,634,187)	4%
Clothing and Clothing Accessories Stores	($13,409,216)	25%
Accommodation	($15,212,772)	6%
Food Services and Drinking Places	($20,308,730)	59%
Food and Beverage Stores	($37,888,344)	35%
Building Material and Garden Equipment and Supplies Dealers	($41,222,938)	16%
Motor Vehicle and Parts Dealers	($57,060,697)	32%
General Merchandise Stores	($64,921,222)	7%
Total	**($297,371,845)**	**41%**

Source: Utah State Tax Commission, ZPFI

The City currently has only one category (Gasoline Stations) where it is capturing at least its fair share of taxable sales. The other categories, especially those with the highest leakage dollar amount, represent possible areas for the City to specifically focus on to generate the greatest return in the form of increased sales tax revenues.

Opportunities Under Current Conditions

Utah Code 10-9a-403.1 (8) (a) (ii) (A)

Currently, there is little vacant land within the boundaries of the station area plan. Existing development consists of some residential neighborhoods, the Freeport Center on the west side of the FrontRunner tracks, and the currently developing Clearfield Station.

It is likely that, under current conditions, the site will see some measure of residential development mixed with support retail, and business park/industrial development. Because of the City's role as an employment center, there are strong opportunities for increased job growth in the area, and within the boundaries of the station area. It is likely that this will mainly occur within the Freeport Center and the office components of the Clearfield Station, but with commercially viable land on the southern borders of the station area, and along State Street, there may be additional job growth in those areas.

Clearfield Station

In 2019, the City approved a master development plan for land owned by UTA at the Clearfield FrontRunner Station. The area currently consists of parking lots and vacant land. This project, covering 56 acres, is planned to bring a variety of uses to the area. The approved plan calls for approximately 67,500 square feet of commercial space and 550,000 square feet of office space. In addition, there are around 1,000 residential units (townhomes and apartments) planned for Clearfield Station. This is a critical site of development for the City. It allows for better connection to the regional economy and prepares the City to capture benefits of regional growth. In 2022, construction began on required infrastructure such as roads and utilities. It is anticipated that vertical construction will commence in 2023 or 2024.

FIGURE 8: CLEARFIELD STATION MASTER DEVELOPMENT PLAN

This development will provide a significant increase in value to the City as well as bring new residents and businesses to the area.

With current market conditions, there are opportunities to explore possible adjustments to the current plan. This could include relocating or adding additional retail space along State Street to potentially capture additional business traffic and take advantage of the higher visibility roadway. There currently are compatible commercial uses currently along State Street.

Freeport Center

To the west of the FrontRunner Station lies the Freeport Center. This is a key industrial center for northern Utah. This area has four major entities managing the area: Freeport Center Associates, Freeport West, Clearfield Job Corps Center, and Davis School District. The total area encompasses over 1,000 acres of land. The Freeport Center Associates are the majority owner in the area and manage 680 acres and have 7 million square feet of industrial space spread across 78 total buildings.[4] This rail-served site, is home to seven of Clearfield's top 17 employers. With a mix of manufacturing, distribution, and warehouse users this area is a strength to the area. While it is mostly developed, there may be opportunities to redevelop areas of this property.

Some of the users of the Freeport Center have both manufacturing and office needs and with the planned office space at the Clearfield Station development, there may be opportunities for those users to find office space nearby. Depending on the development of retail uses, there could also be opportunities for additional sales tax capture from employees at the center.

FIGURE 9: FREEPORT CENTER

[4] https://www.freeportcenter.com/about-us/

Falcon Hill National Aerospace Research Park

Hill AFB is a major economic driver for northern Utah, and especially Davis County. One aspect of this is a public-private partnership between the United States Air Force, the State of Utah's Military Installation Development Authority (MIDA), and private developers. The Falcon Hill National Aerospace Research Park is a 550-acre development containing 3.5 miles of I-15 frontage. The first phase alone will contain over 2 million square feet of office space.[5] The development is planned to contain a mix of Class A commercial office space, research and development space, as well as some small support retail.

Although this park is outside of the station area boundaries, it presents an opportunity for the City to capture some of the overflow or related uses in the station area development.

FIGURE 10: FALCON HILL AEROSPACE RESEARCH PARK

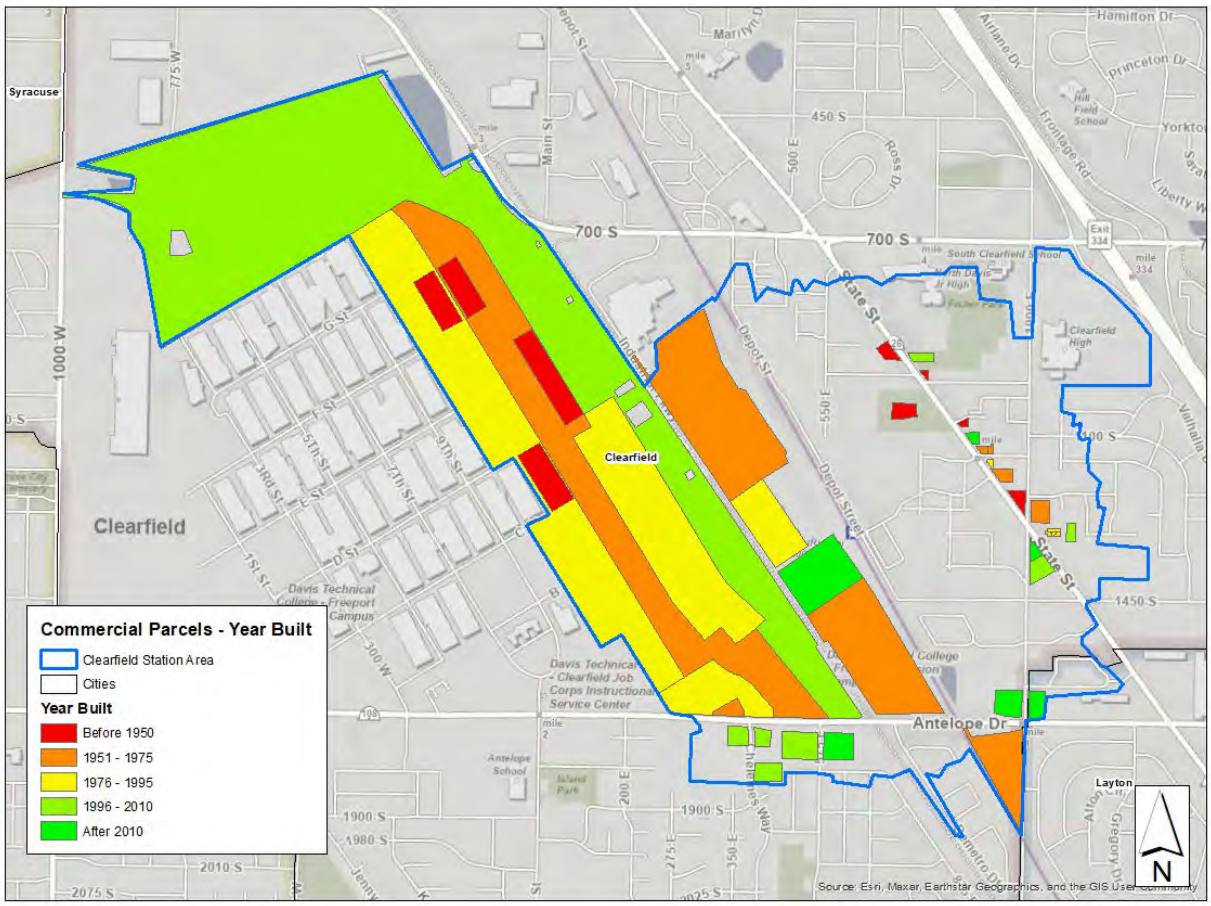
Redevelopment

Although there is little vacant land remaining in the station area boundary, there may be opportunities for the City to explore redevelopment of key areas. This is due to the age of buildings, or low value per square foot of development. This would allow for higher value development to take place.

Within the Freeport Center, there are a number of older buildings that may present opportunities for redevelopment as business needs arise. Additionally, there are a number of commercial buildings along State Street that were built before 1975 that may be candidates for future redevelopment.

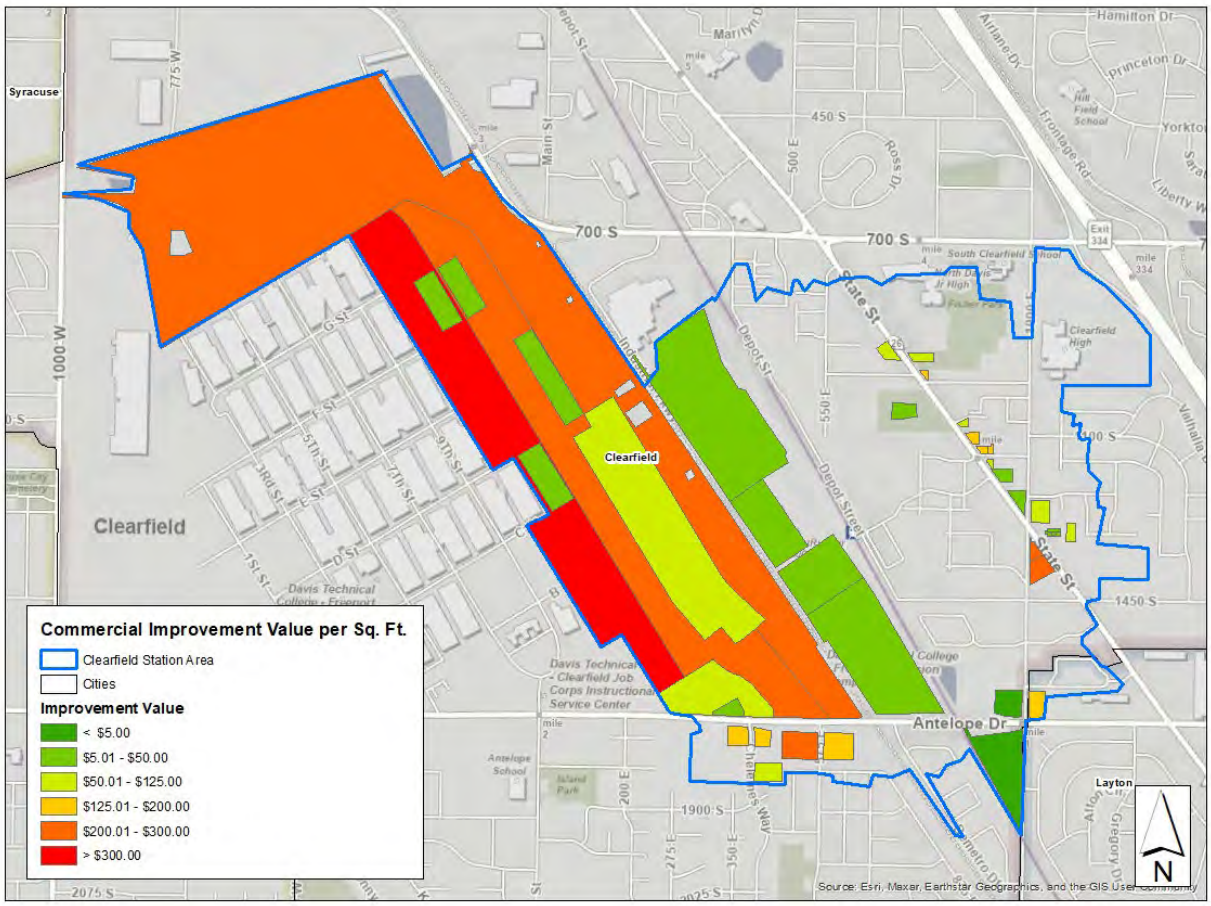
[5] https://business.utah.gov/articles/falcon-hill-aerospace-research-park-invests-over-250-million-into-utahs-economy/

FIGURE 11: COMMERCIAL PARCELS - YEAR BUILT



Some of those same areas have lower improvement values per square foot of development and would bring a higher return to the City if they were redeveloped. Areas on Figure 12 that are designated in green shades indicate that those property currently have low improvement values compared to others in the area. Through redevelopment of those properties, the City could experience higher improvement values, and therefore greater property tax revenues.

FIGURE 12: COMMERCIAL IMPROVEMENT VALUES



Constraints Under Current Conditions

Utah Code 10-9a-403.1 (8) (a) (ii) (B)

There are a number of constraints on development in the area that could impact the possibilities in the station area.

Vacant Land

Approximately 95% of the land contained within the station area boundary is currently developed, thus constraining the available options for development.

Office Market

Within Davis and Weber Counties, the office market is currently experiencing a slowdown, similar to other areas. Vacancy rates have been rising since the end of 2021. At that time, vacancy rates were approximately 5% and they have risen to over 8%. Throughout the Davis-Weber office market, absorption rates have been fairly low. The third and fourth quarters of 2022 saw negative absorption rates, with -186,000 square feet being absorbed.[6] With negative absorption rates in the area, it may be difficult to attract office development to the area at the levels anticipated in the Clearfield Station Plan.

[6] Newmark Davis and Weber Counties Office Report, Q4 2022.

The location of the Clearfield station area may also constrain office development in the area, due to the distance and lack of visibility from I-15. Within the County, there are locations directly adjacent to the Interstate that will likely be more attractive to office users.

Redevelopment

While there is potential for redevelopment in areas throughout the station area boundaries, this is often cost prohibitive.

Access

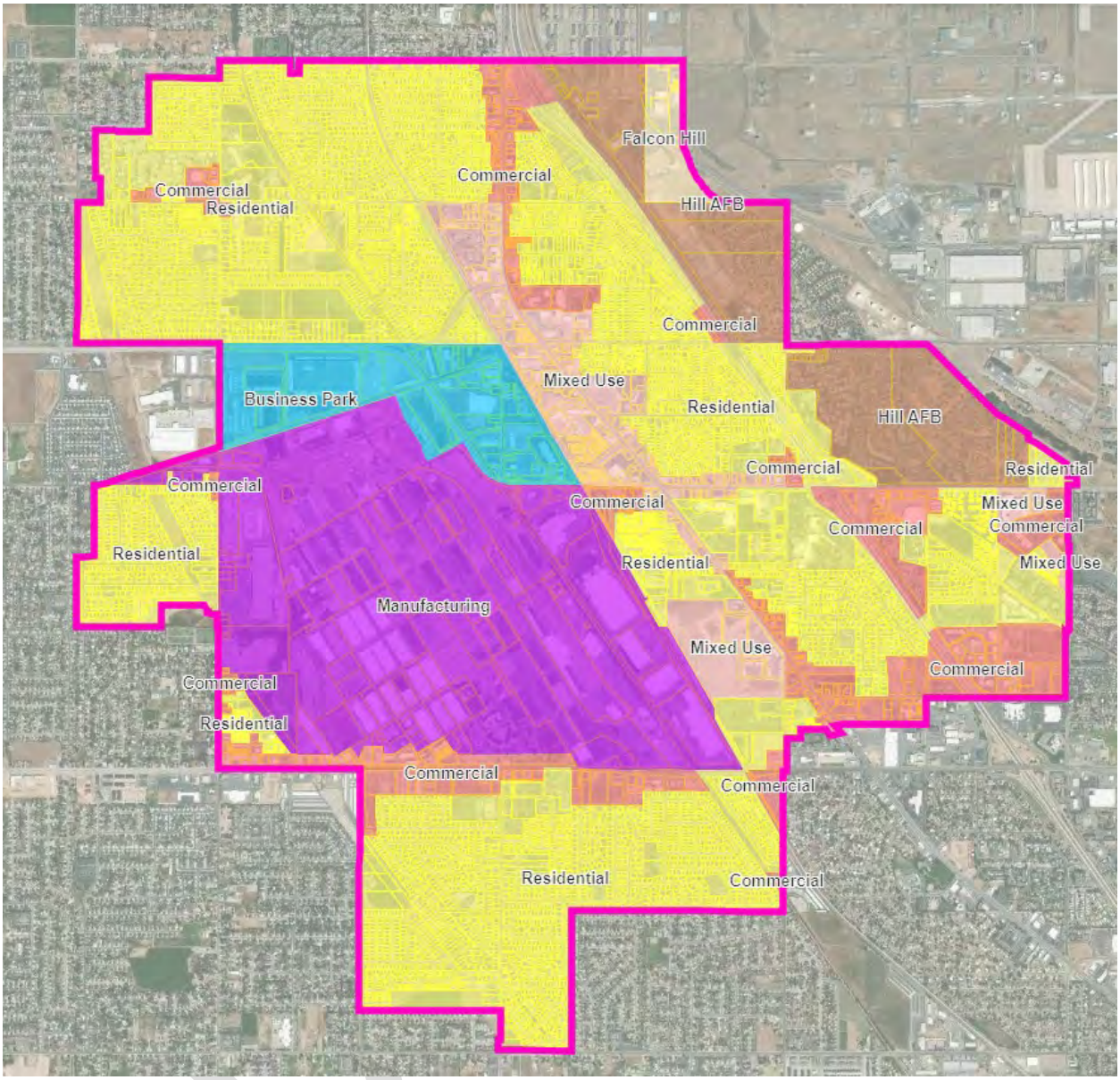
While the Freeport Center is a major employment center in the area, and could serve as an economic driver, access to the center from the FrontRunner Station is limited. FrontRunner riders would need to walk one and a half miles to reach the entrance to the Freeport Center. This could limit the desire for businesses located in the center to acquire office space at the Clearfield Station. It is possible that some form of crossing over the train tracks would help alleviate this concern.

Municipality's Objectives

Utah Code 10-9a-403.1 (8) (a) (ii) (D)

The City's adopted 2017 General Plan contemplates a variety of uses in and surrounding the station area. These include manufacturing, residential, and mixed-use development.

FIGURE 13: CLEARFIELD GENERAL PLAN



The Clearfield Station Plan (discussed previously) is the approved development plan for much of the vacant land in the station area boundaries. The other vacant areas in the boundaries will likely be developed according to the City's General Plan.

Economic Opportunities

Utah Code 10-9a-403.1 (7) (a) (iii)

Highest and Best Use

The purpose of this section is to evaluate the highest-and-best use of the property from the perspective of a developer and the fiscal impacts and benefits to the City from various types of development. It is important to understand how highest and best use works, and, more importantly, how desired development can be achieved. Historically, highest and best use has only been considered as what creates

the greatest return on the land. This is a developer-centric model for highest and best use and relies on an understanding of developer figures and intentions. A wider implementation of highest and best use should consider the following:

- Highest and best use to the developer. This scenario considers the greatest return to the land and has historically been all that has been considered by most municipalities; and
- Highest and best use to the City (fiscal). This consideration addresses the proposed fiscal impacts of development and what revenue and expenses are generated for the City. The impacts may include, but are not limited to, property taxes, sales taxes, municipal energy fees, Class B/C road funds, retail buying power, and costs of services to be provided; and
- Highest and best use to the citizens. This scenario is often less quantitative and relies upon feedback from citizens of what amenities are lacking in the area. This process also requires notable education, as residents will oft resort to desires that are not market feasible. Data is necessary to show, for example, that a certain retailer will not occupy a site until surrounding demographics hit specific metrics. Or residents may be unaware that their transportation costs are higher than those of other communities due to a lack of employment centers, and that adding jobs at a site (instead of an alternative, publicly desired use) may result in notable community benefits.

CAP rates, which are a measure of net operating income (NOI) divided by valuation vary considerably based on location, presumed risk of a project (i.e., vacancy rates, etc.). Lower CAP rates are generally indicative of a more optimistic market with CAP rates rising as market outlooks decline. Generally speaking, developers could see the greatest profit margins with apartments, flex office, and some retail development. It is important to note that profit margins are a general estimate only and are dependent on many factors for the developer such as land costs, interest rates and financing costs, varying construction costs, achievable rents, etc.

TABLE 10: DEVELOPMENT CAP RATES

	Cap Rates	Profit Margins
Apartments		
	4.00%	29%
	4.25%	22%
	4.50%	15%
	5.00%	3%
Office		
	6.00%	1%
	6.50%	-6%
Retail		
	5.00%	15%
	5.50%	5%
Flex Office		
	4.50%	28%
	5.00%	20%
	5.50%	12%

Source: ZPFI

From the perspective of the City, property tax revenues, sales tax revenues and other revenue sources are the best measure of highest-and-best use. Because of the point-of-sale distribution formula in Utah, retail

is the highest revenue generator, on a per acre basis, for cities. However, retail only thrives in certain locations and the supportable amount of retail is dependent on the population and employment in a given area.

TABLE 11: HIGHEST AND BEST USE ANALYSIS– CITY PERSPECTIVE

Summary Comparison	Office	Retail	Multi-Family - 20 units per acre	Multi-Family - 8 units per acre	Flex Office
Property Taxes	$5,409	$3,131	$2,875	$1,265	$3,921
Sales Taxes		$21,780	$6,690	$2,676	
Municipal Energy	$2,086	$1,372	$1,177	$471	$2,086
Class B/C Road Funds			$1,803	$721	
Total Annual Revenue per Acre	**$7,494**	**$26,283**	**$12,546**	**$5,133**	**$6,007**

Source: ZPFI

Ultimately, these studies show what the market can build, what impacts the City should expect, and what property types are currently not feasible. If the non-feasible (in the market) uses are still desired by the City, various economic development tools may need to be implemented to see that use to fruition.

Market Overview and Opportunities

Industrial Development

There is currently remarkably high demand for industrial space within Davis and Weber Counties, with approximately 2.2 million square feet absorbed in 2022. The industrial vacancy rate also is extremely low at 1.3%, compared with the national average of 4.1%. As of the fourth quarter of 2022, direct vacancy has remained below 2.0% for fourteen straight quarters. Due to the current lack of projects in the construction pipeline, those rates are expected to remain low. Brokers anticipate that Hill AFB will continue to be a major driver of additional industrial space needs in the area.[7]

Because of the Freeport Center, this type of development would likely be able to be developed within the station area boundaries. Industrial flex space is also an area of interest for this area that is popular currently and may be able to fit into the station area, although it may require reworking some of the Clearfield Station Plan.

Office Development

Similar to other areas along the Wasatch Front, the office market in Davis and Weber Counties is struggling. In 2022, there was a negative absorption rate, with approximately -186,000 square feet being absorbed. This means that more commercial space was vacated in the area than what was absorbed by users. Office vacancy rates hit 8.1% throughout the area at the end of 2022.[8]

There is a sizable amount of this development planned for the Clearfield Station Area. Because of the uncertainty of the office market, there is a possibility that this type of development would struggle in the

[7] Newmark Davis and Weber Counties Industrial Report, Q4 2022.

[8] Newmark Davis and Weber Counties Office Report, Q4 2022.

near term in the station area. However, there are smaller speculative developments being developed in the City that may show an indication of a need in this area.[9]

Retail Development

Although this area is not planned to be a major commercial center, there are still opportunities to capture some of this growth. Strong population and employment growth are fueling the need for additional retail throughout the County. Slightly offsetting, however, are trends for more online shopping, fueled partially by the COVID pandemic, which has had a significant effect on retail brick-and-mortar space needs per capita. Average retail space needs averaged between 20 and 25 square feet per capita over 10 years ago. Today, Price Waterhouse Coopers suggests that this number has decreased to about 16 square feet.[10]
Based on regional growth projections, there could be demand for between 900 thousand – 1.1 million additional square feet of retail space by 2050. There is potential for the station area to capture at portion of this retail growth, both within the Clearfield Station MDP area as well as other areas throughout the boundaries of the station area.

TABLE 12: GROWTH IN RETAIL DEMAND

	2020	2030	2040	2050
Regional Population	163,531	181,921	202,997	219,775
Population Growth from Prior Period		18,390	21,076	16,778
Cumulative Growth		18,390	39,466	56,244
16 sf per capita		294,240	631,456	899,904
20 sf per capita		367,800	789,320	1,124,880

Source: ZPFI

Based on sales tax leakage data, the City has additional capacity to capture a variety of sales tax generating businesses. Although transit is not a major driver for retail, the City's position as a regional employment center creates opportunities to provide retail that supports these use types.

In Utah, the following trends are seen in retail establishments:

- Doing well – Grocery stores, automobile services, eateries, "concept" stores
- Faring poorly – Clothing stores, toy stores, jewelry stores, department stores, anything struggling with competing with online shopping

III. Housing Opportunities

Utah Code 10-9a-403.1 (7) (a) (i)

Current Conditions

Currently, the City has a varied mix of housing types, with increased construction of multi-family housing over the past several years. The following table summarizes residential units built since 2006.

[9] Newmark Davis and Weber Counties Office Report, Q4 2022.
[10] Byron Carlock, head of U.S. real estate development, Price Waterhouse Coopers

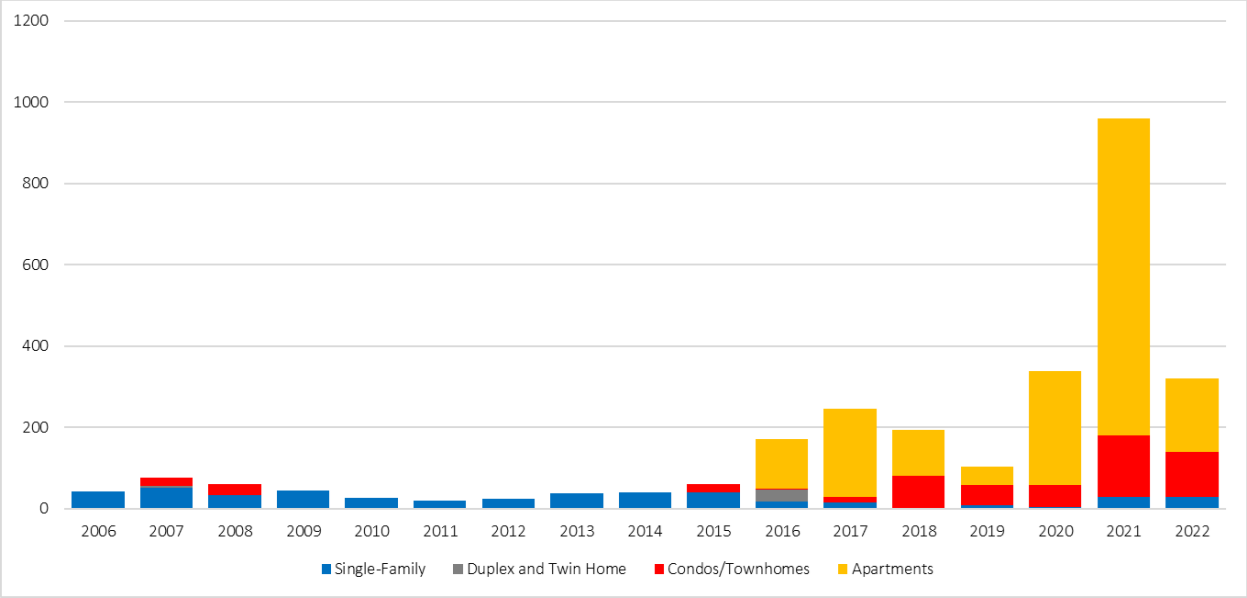
TABLE 13: RESIDENTIAL UNITS PERMITTED SINCE 2006

Building Category	Units Built
Single Family Units	461
Duplex & Twin Home Units	32
Condo & Townhome Units	532
Apartment Units	1,738
Total	**2,763**

Source: Ivory-Boyer Construction Database

Since 2018, the City has seen large increases in the number of units that are built in the City, with an average of around 383 units per year built in the last five years.

FIGURE 14: RESIDENTIAL UNITS BY YEAR (2006 - 2022)



Affordable Housing

Utah Code 10-9a-403.1 (7) (a) and (b)

One aspect of the station area plans is to assist in efforts to provide for or support affordable housing in the area. To determine how the station area plan may assist in these efforts, it is necessary to understand what affordability levels exist in the City. The following table provides a breakdown of the affordable monthly rent and home value for the "Low-Income" parameters set by HUD.

TABLE 14: AFFORDABLE HOUSING COSTS

	Clearfield	Davis County
Median Household Income	$64,689	$93,182
80% Affordability	$51,751	$74,546
Rent Affordable after Utilities	$1,050	$1,600
Affordable Home Value	$217,000	$335,000

Source: 2021 ACS 5-Year Estimates, ZPFI

Based on the City's median household income, a monthly rent of $1,050 is considered affordable for "Low-Income" households. Homes that are at a price point of $217,000 are likewise considered affordable for this group. As shown in Tables 2 and 13 above, Clearfield is more affordable than most areas in Davis County and the State.

The City has a number of rental apartment and townhome developments available within the City. According to the U.S. Census Bureau, the City has a total of 11,866 renter occupied units in the City, or approximately 38 percent of the total units in the City.[11]

Throughout the City, there is variability in the rental rates for these units. On average, throughout the City, the median gross rent is $1,196. On average, only the 2 bedroom and no bedroom units are considered affordable for "Low-Income" households.

TABLE 15: AVERAGE RENTAL RATES

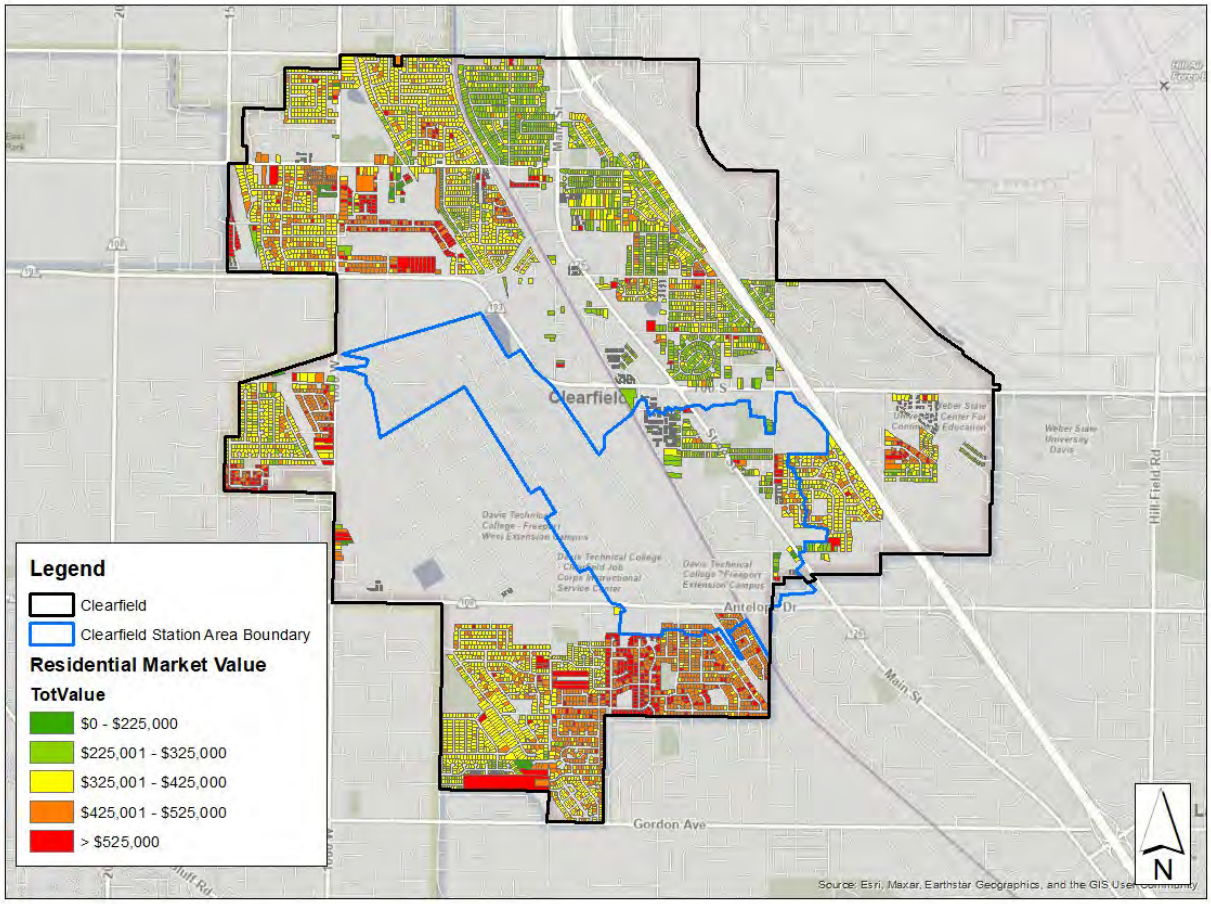
Number of Bedrooms	Median Gross Rent
No bedroom	$866
1 bedroom	$1,060
2 bedrooms	$982
3 bedrooms	$1,361
4 bedrooms	$1,477
5 or more bedrooms	$1,715
Median Gross Rent	$1,196

Source: 2021 ACS 5-Year Estimates

The City has a varied mix of homes across the affordability spectrum. According to data from the Davis County Assessor's Office, areas in the northeast of the City have lower market value than homes in the south or west areas of the City.

[11] 2021 ACS 5-Year Estimates

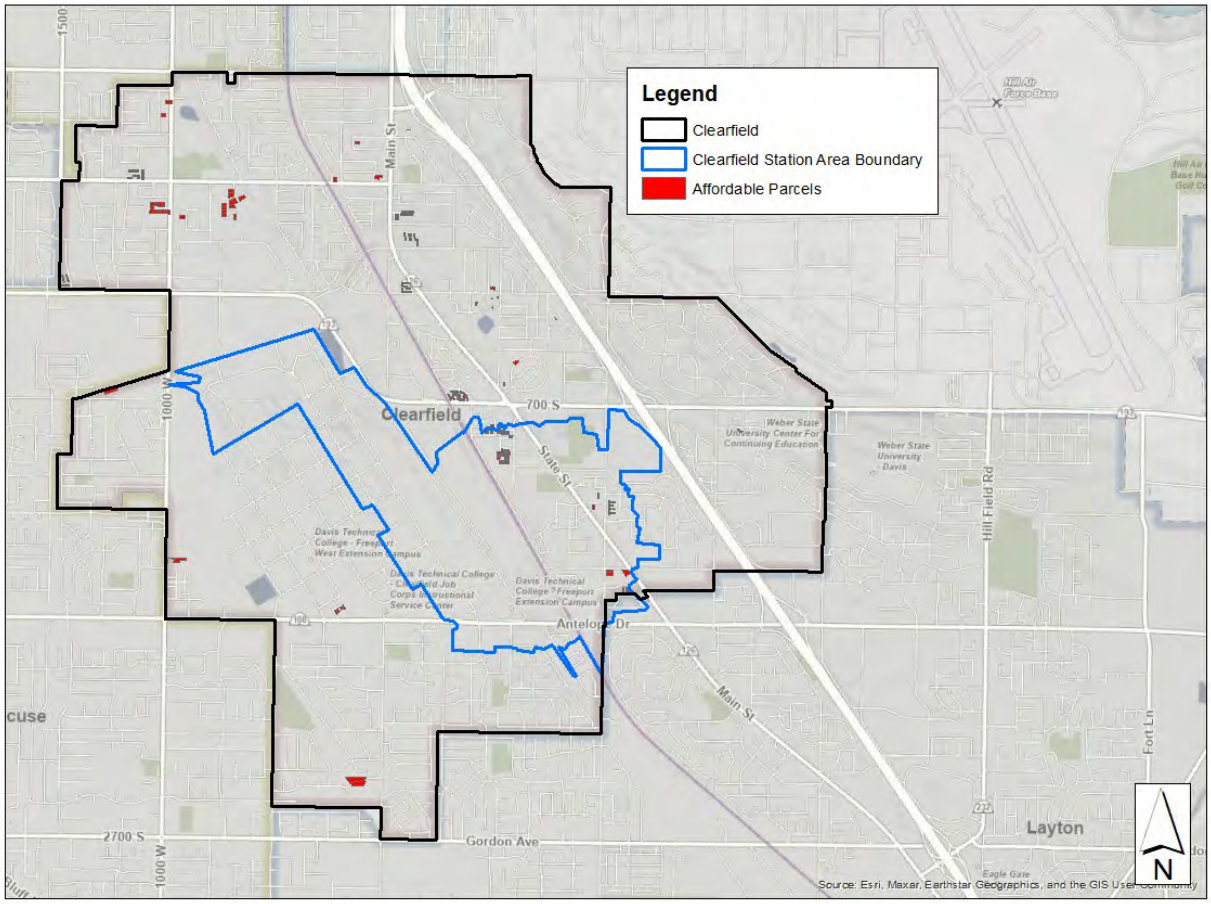
FIGURE 15: RESIDENTIAL MARKET VALUE



Based on HUD thresholds, a total of 433 parcels within the City would likewise be considered affordable. These units are primarily condominiums and townhomes, but there are a total of ten single family homes in the City that are considered affordable.[12]

[12] Based on Davis County Assessor's data

FIGURE 16: AFFORDABLE PARCELS



Currently under development, the Clearfield Station development will bring in additional residential units to the City, and potentially provide for affordable options for "Low Income" households.

Moderate Income Housing Plan

Utah Code 10-9a-403.1 (7) (b) (i) (A)

Each station area plan is required to demonstrate how it aligns with the municipality's moderate-income housing element of the general plan.

In 2022, the City adopted an update to its Moderate-Income Housing Plan. Three of the City's strategies relate to efforts within the station area:

- *Action Item #2: Clearfield City will ensure zoning designations allow for higher density and/or moderate-income housing development in the mixed-use Downtown, near Clearfield Station, and adjacent to commercial and employment centers.*
- *Action Item #4: Clearfield City will implement goals and objectives from creating Clearfield Downtown Small Area plan to implement centers and create areas of focus along major transit corridors which include the Downtown Form Based Code area and the Clearfield Station site.*
- *Action Item #11: Clearfield City will update the Station Area Plan for Clearfield Station*

Additionally, the City has a demonstrated commitment to a variety of housing types. Since 2016, the City has approved 464 condo/townhome units and 1,738 apartment units, far outpacing the number of single-family units built.

669 West 200 South
Salt Lake City, UT 84101

Utah Transit Authority

MEETING MEMO

Local Advisory Council **Date:** 8/28/2024

TO:	Local Advisory Council
THROUGH:	Jay Fox, Executive Director
FROM:	Nichol Bourdeaux, Chief Planning & Engagement Officer
PRESENTER(S):	Janelle Roberston, Acting Planning Director Eric Callison, Manager of Service Planning Megan Waters, Community Engagement Director

TITLE:

2025-2029 UTA Five-Year Service Plan Draft Update

AGENDA ITEM TYPE:
Discussion

RECOMMENDATION:
Informational item for discussion

BACKGROUND:
Per UTA Board of Trustees Policy No. 3.2 and in compliance with Utah Public Transit District Act, the UTA Five-Year Service Plan (5YSP) is updated every two years. The UTA Local Advisory Council reviews, approves and recommends the plan for adoption by the Board of Trustees.

The draft 5YSP network contains proposed changes for April 2025 Change Day, with other changes listed for the period 2026-2029. These changes have not yet been phased into specific years. All changes are subject to additional public comment and internal and external vetting; a revised draft plan will be available for additional comment in late August and September. The final 5YSP will be presented to the Local Advisory Council for approval in November 2024, with adoption by the Board of Trustees planned for December. The service implementation process for April 2025 Change Day will begin immediately thereafter. Once approved, proposed changes in the 5YSP will enter UTA's annual budgeting process and be further vetted for resource availability and operational feasibility. Additional service changes may be presented to the board during the annual service process prior to change day, along with Title VI information.

Public engagement for the 5YSP has involved and will continue to include the following:

- Online maps and descriptions of changes for public comment

- Local government/stakeholder public presentations
- Engagement opportunities to provide feedback (June-July, October - December)

DISCUSSION:

The following changes are proposed for April 2025:

- Service will increase on Route 39, 3900 South, from 30-minute headways on weekdays to 15- minute headways;
- Service will increase on Route 201, State Street South, from 60-minute headways on weekdays to 30-minute headways; and
- Service will increase on Route 218, Sandy/South Jordan, from 60-minute headways on weekdays to 30-minute headways.

The following changes are proposed for the period between 2026 and 2029:

Davis, Weber, and Box Elder County:

- The following routes add service to new areas: 400, 417, 470X, 562, 563, 600, 609, 610.
- The following routes will be modified either in terms of alignment or frequency: 604, 612, 613, 626, 627, 628, 630, 640, 645.
- The following routes will be discontinued and replaced by other services: 455, 470, 473, 601, 616, F618, F620, 625, F638.

Salt Lake and Tooele Counties:

- The following routes add service to new areas: 18, 26, 31, 50X, 78, 126, 203, 208, 236, 256, F264, 503, 504.
- The following routes will be modified either in terms of alignment or frequency: 2, 17, 35, 39, 45, 47, 62, 72, 200, 205, 209, 213, 217, 218, 220, 223, 227, 240, 248, 501, 502, 720, 871.
- The following routes will be discontinued and replaced by other services: 201, 509, 513, 551, F556, F578, F590.

Utah County:

- The following routes add service to new areas: 581, 582, 583, 584, 585, 823, 846, 860.
- The following routes will be modified either in terms of alignment or frequency: 830X, 833, 850, 862.
- The following route will be discontinued and replaced by other service: 806.

A detailed discussion of these proposed changes, as outlined in this memo will be presented at the meeting.

ALTERNATIVES:

The proposed plan is being presented for feedback by the Local Advisory Council. A final draft 5YSP will be presented to the Local Advisory Council for approval in November and the Board of Trustees for adoption later this year. We encourage feedback from all parties to the plan being presented at this meeting.

FISCAL IMPACT:
The fiscal impact of the plan's implementation will be vetted through the annual budget process. The attached draft FYSP includes information on the resources required to deliver the plan through additional hours, miles, shifts and pullouts. This includes:

Hours: + 846,000K per year

Miles: + 7.6M per year

Shifts: + 277

Pullouts: +75

Staff/consultant time was also expended to create the Five-Year Service Plan.

ATTACHMENTS:
None

669 West 200 South
Salt Lake City, UT 84101

Utah Transit Authority

MEETING MEMO

Local Advisory Council **Date:** 8/28/2024

TO:	Local Advisory Council
THROUGH:	Jay Fox, Executive Director
FROM:	Dave Hancock, Chief Capital Services Officer
PRESENTER(S):	Dave Hancock, Chief Capital Services Officer

TITLE:

Capital Projects Update - S-Line Extension and Davis-SLC Connector

AGENDA ITEM TYPE:
Discussion

RECOMMENDATION:
Informational report for discussion

BACKGROUND:
UTA Capital Services staff recently provided the Board of Trustees with an update on the capital program, highlighting a couple of ongoing projects. As the Local Advisory Council has been charged with reviewing, approving, and recommending capital projects for adoption by the Board of Trustees, UTA staff will update the Local Advisory Council on the projects as well.

DISCUSSION:
UTA Capital Services staff will update the Local Advisory Council on the S-Line Extension project and the Davis-SLC Connector project.

ALTERNATIVES:
N/A

FISCAL IMPACT:
Costs for capital projects are accounted for in the 2024 Capital Budget and planned for in the 2024-2028 5-

Year Capital Plan.

ATTACHMENTS:
none

669 West 200 South
Salt Lake City, UT 84101

Utah Transit Authority

MEETING MEMO

Local Advisory Council **Date:** 8/28/2024

TO: Local Advisory Council
THROUGH: Jay Fox, Executive Director
FROM: Heather Barnum, Chief Communications Officer
PRESENTER(S): Heather Barnum, Chief Communications Officer

TITLE:

2024 UTA Public Image Survey Report

AGENDA ITEM TYPE:
Discussion

RECOMMENDATION:
Discuss the 2024 UTA Public Image Survey Report findings.

BACKGROUND:
UTA Communications & Marketing Office engaged a third-party market research vendor to conduct a public survey about rider and non-rider usage, awareness, perception, and support of UTA services. These data are used to inform the annual ridership and other advertising campaigns and educational opportunities created by marketing. This year, questions were revised to provide metrics for the strategic plan, and to provide an additional data set for rider surveys conducted by other departments within UTA (like the onboard survey). There was also an oversample of BIPOC (black, indigenous, and people of color) and 18-34-year-old audiences.

DISCUSSION:
In presenting the findings of the survey, staff welcomes the Local Advisory Council's questions about how the data relates to previous years, trends, etc., as well as action by the Communications & Marketing Office based upon the data.

ALTERNATIVES:
n/a

FISCAL IMPACT:
Cost of the survey was $40,000+ administrative time.

ATTACHMENTS:

2024 Public Image Survey Report

2024 UTA PUBLIC IMAGE SURVEY REPORT

April 2024

Study Overview | Objectives & Methodology

UTA conducts an annual image study to measure public perceptions of the organization and inform strategy. The objectives of the study are as follows.

1 Objectives: Awareness & Perceptions

- General perception of UTA
- Understanding motivations of the infrequent rider
- Perception of UTA value
- Strategic insights into focus segments (BIPOC, 18- to 34-Year-Olds, Non-Riders)

2 Objectives: Usage

- High-level indicators on why people ride/don't ride
- Broad indicators of potential motivators to ride
- Where individuals seek information regarding UTA transit services
- Touch on innovative mobility or microtransit to help inform the survey
- Frequency of usage across all of UTA's most common transportation services

3 Methodology

To achieve the objectives above, a benchmark survey was administered online to target audiences across Utah.

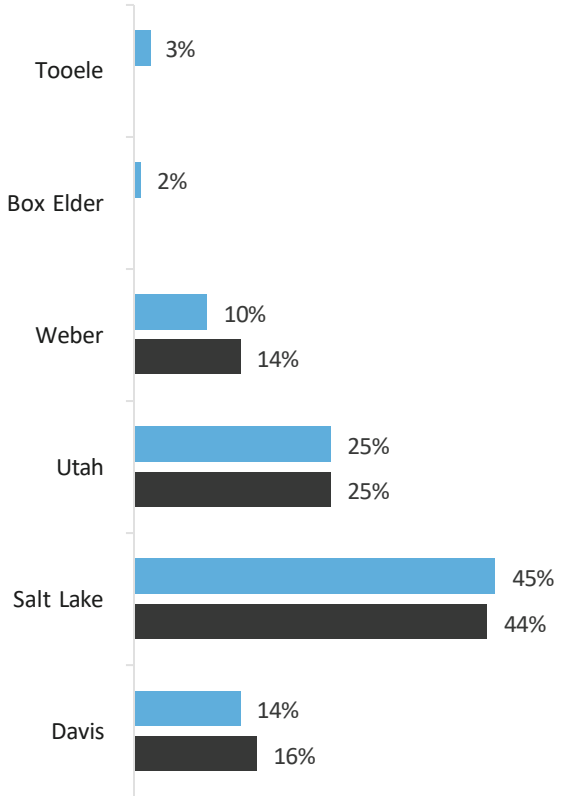
- n=601 survey respondents, margin of error +/- 4%
- Surveyed six counties (Box Elder, Davis, Salt Lake, Tooele, Utah and Weber)
- Although the image study is designed for longitudinal research, survey design changes from 2023 led to a more in-depth view into the perceptions and usage of UTA services across a wide range of demographics across the state
- Demographics*:
  - Female = 63% / Male = 35% / Non-Binary/Self-Identify = 1%
  - Balanced mix of respondents aged 18+, employment status, education
  - BIPOC oversample: n=105 (17% of total)

Note: Detailed information on demographics can be found in the Appendix section.

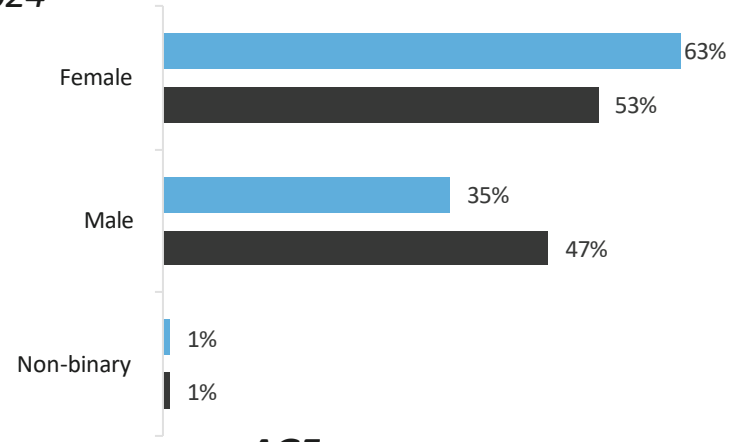
Avg '19 – '23 n = 3057 | 2024 n = 601

601 *total survey completes in 2024*

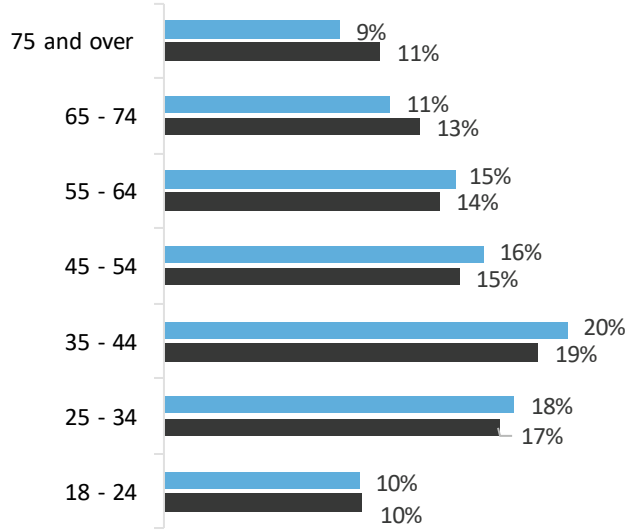
COUNTY



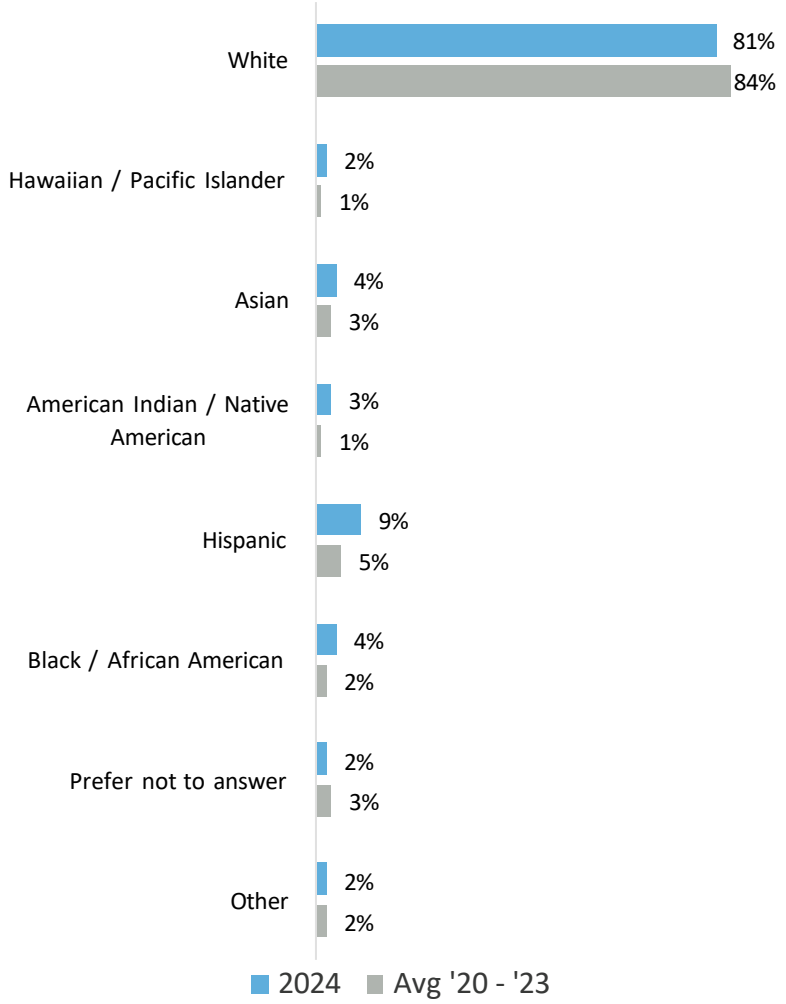
GENDER



AGE



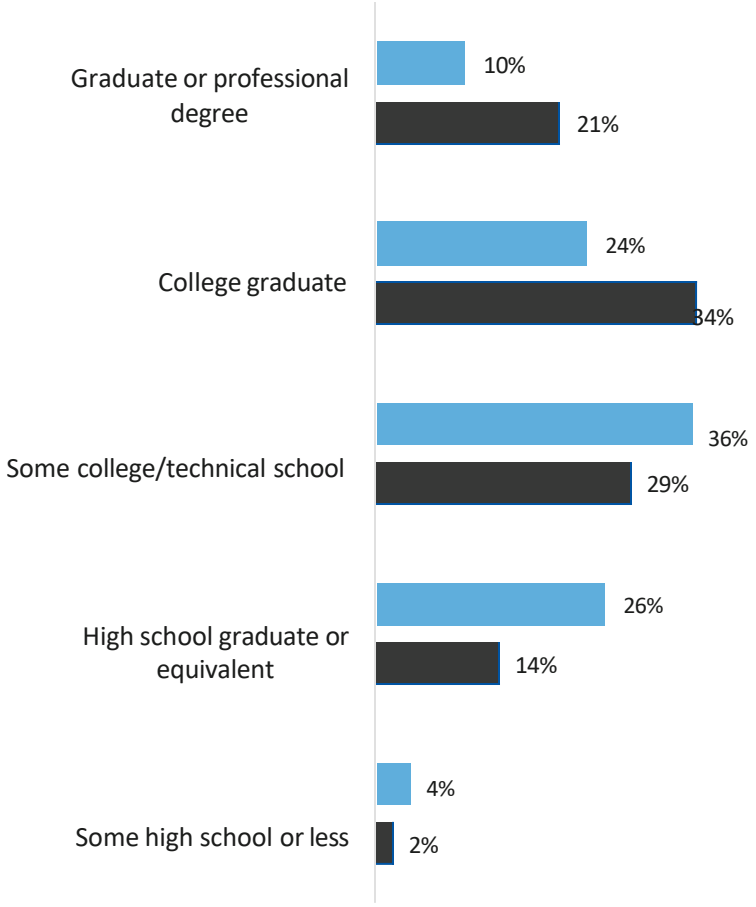
ETHNICITY



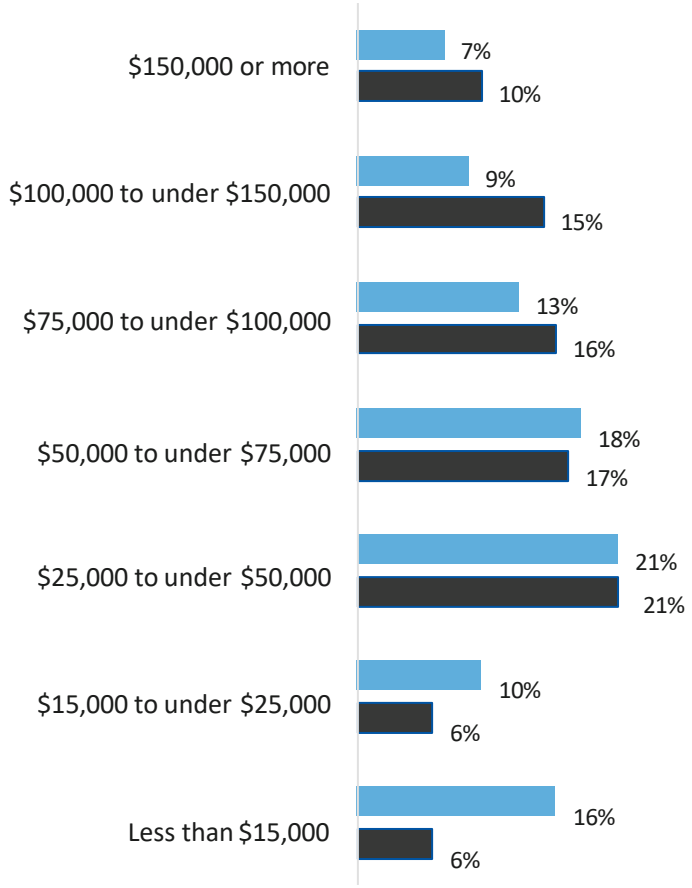
Survey Results | Respondent Overview

Avg '19 – '23 n = 3057 | 2024 n = 601

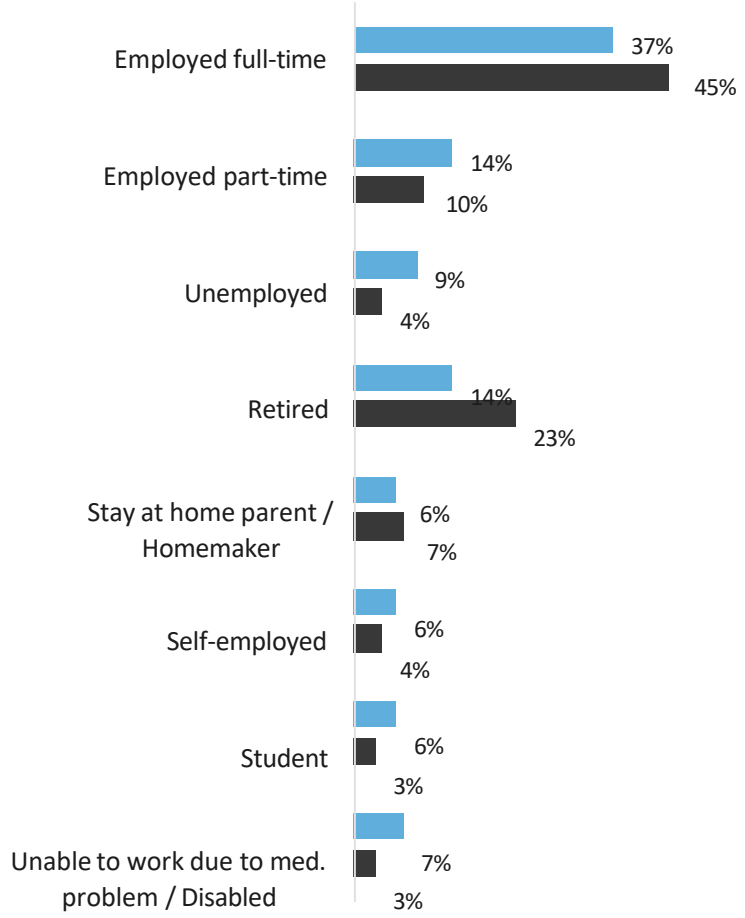
EDUCATION



HOUSEHOLD INCOME

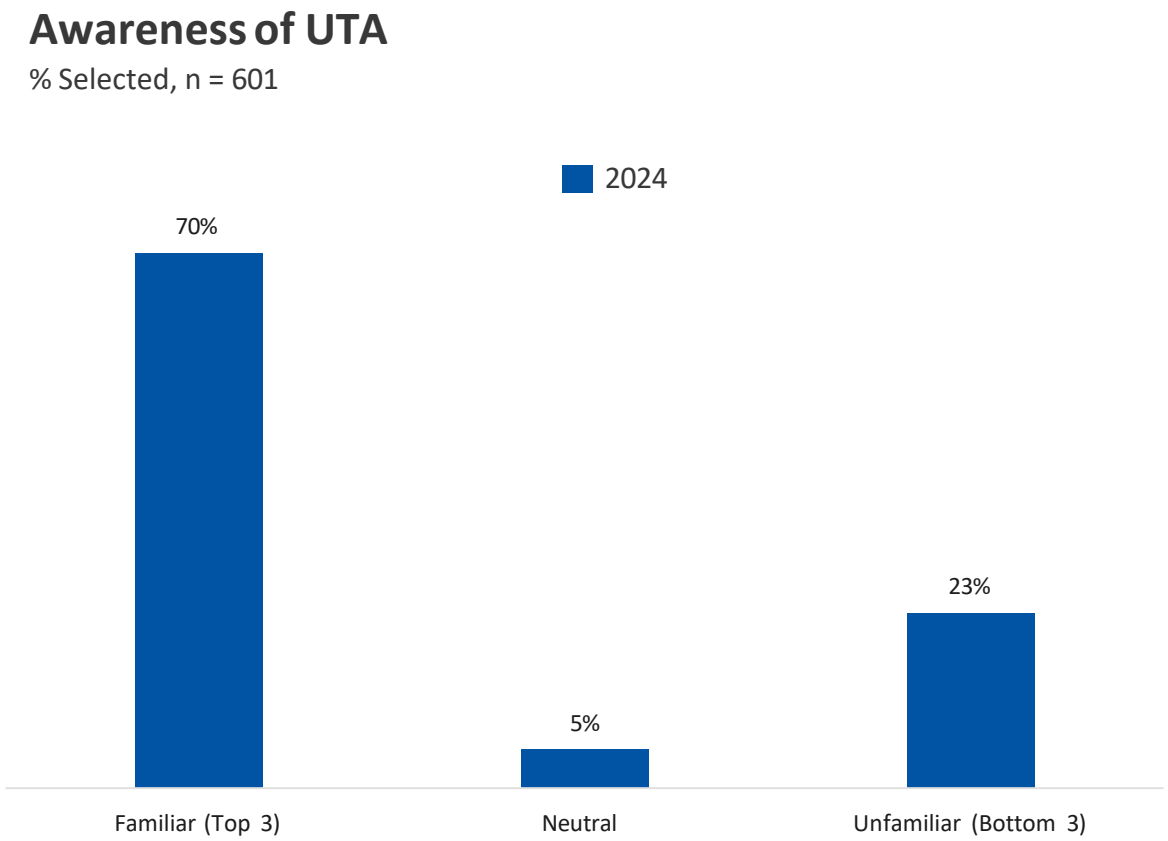


EMPLOYMENT STATUS



Familiarity with UTA is High

70% of Utahns are familiar with UTA, and many of those respondents associate it with their general transportation needs.

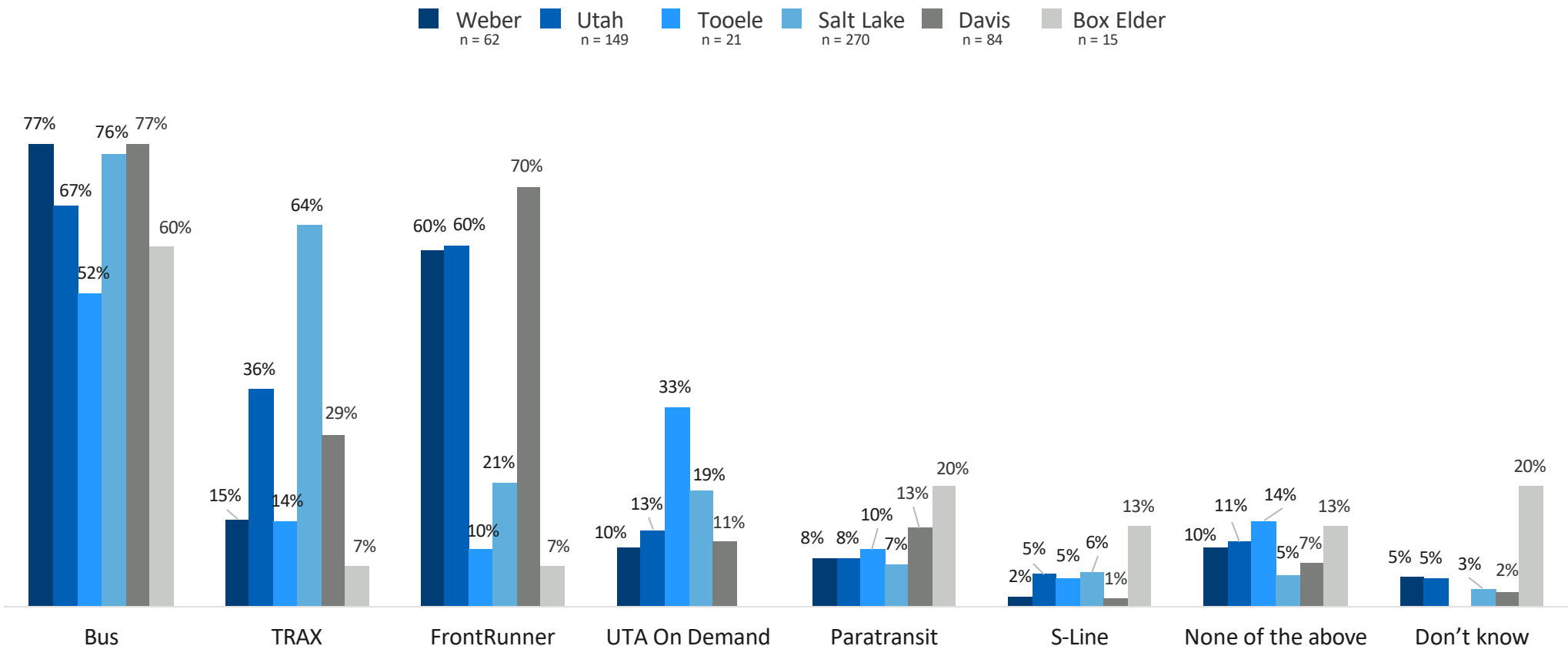


Availability of Mode Contributes to Awareness

Most residents in Weber and Utah counties report high awareness of UTA buses, whereas the TRAX and FrontRunner services are more accessible to those in Utah and Salt Lake county. Notably, a smaller percentage of respondents are aware of their proximity to Paratransit and S-Line, and UTA on Demand services.

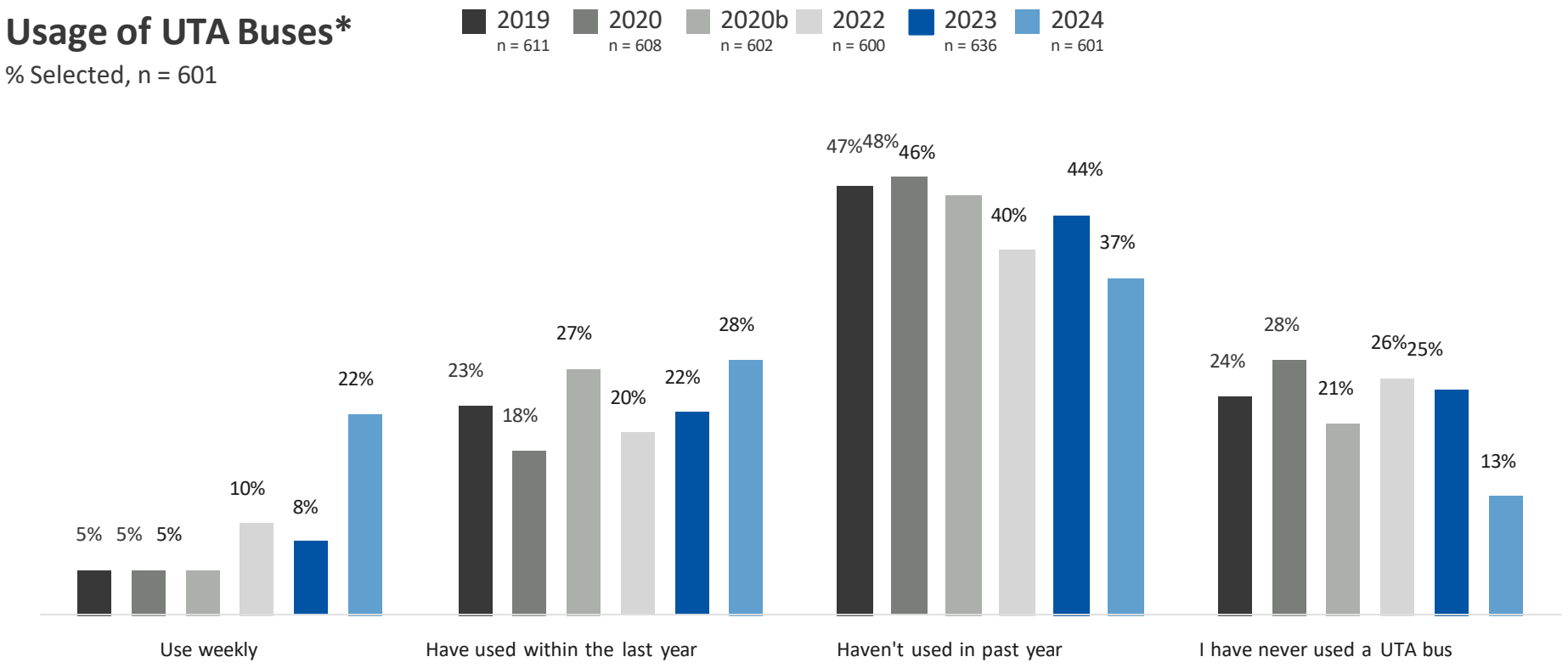
Proximity to UTA Services

% Selected, n=601



Weekly Frequency of Bus Ridership Up 14%

The number of Utahns using the bus weekly has increased significantly (14%) over the last year while the percentage of them who have never used a bus has declined by 12%.



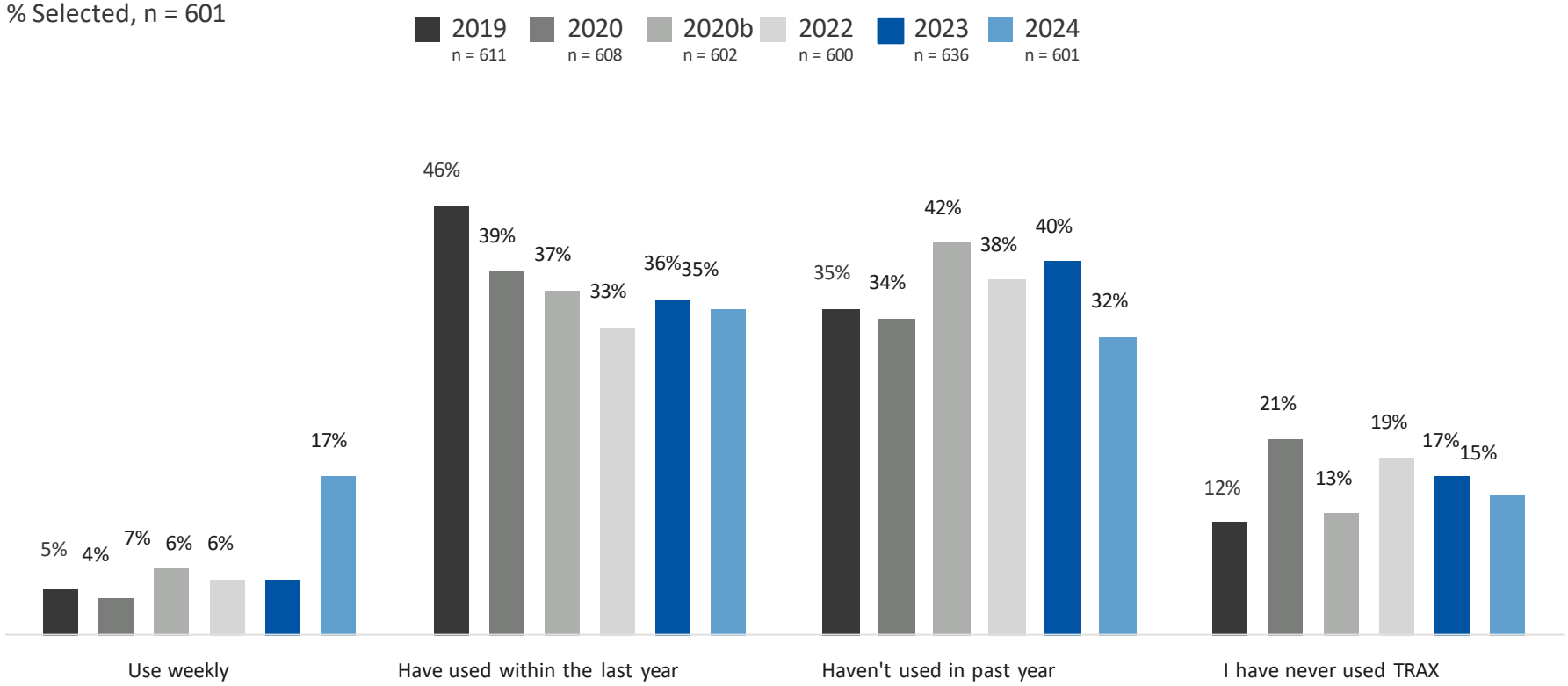
Q12: Thinking about your own use of UTA buses, would you say you …?
**Note: 2022/2023 questionnaire only allowed respondents to select whether they used this UTA service weekly or within the last year. The additional answer choices included in the 2023/2024 questionnaire is likely contributing to the increases in weekly riders. See right graph for a detailed breakdown of rider frequency.*

More Infrequent Riders Appear to Be Using TRAX

The number of Utahns who use the TRAX weekly has almost tripled from 6% to 17% over the past year; the number of riders who have not used TRAX within the last year has decreased by 8%, suggesting an overall increase in TRAX usage for non-riders.

Usage of TRAX*

% Selected, n = 601



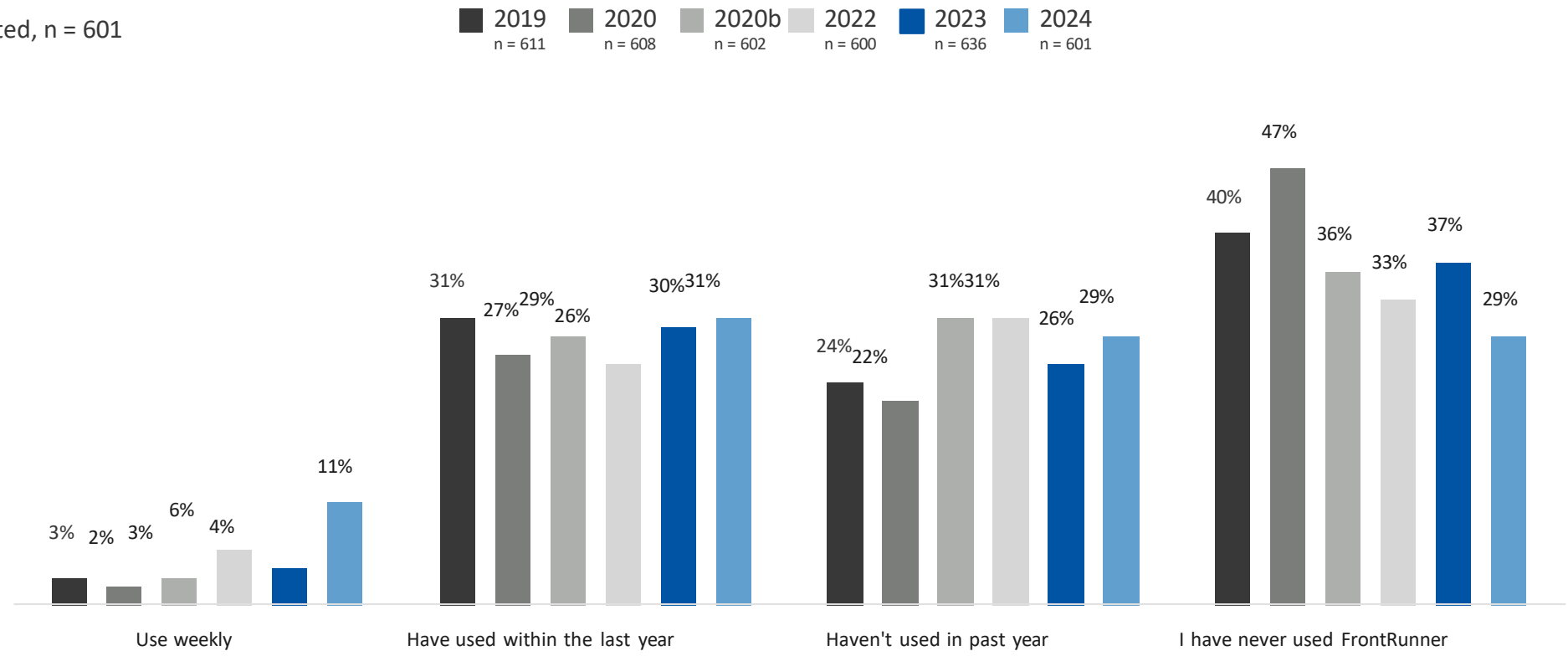
Q13: Now, about your use of TRAX, would you say you …?
**Note: 2022/2023 questionnaire only allowed respondents to select whether they used this UTA service weekly or within the last year. The additional answer choices included in the 2023/2024 questionnaire is likely contributing to the increases in weekly riders. See right graph for a detailed breakdown of rider frequency.*

Weekly FrontRunner Use Nearly Triple

FrontRunner's weekly user base has expanded significantly, nearly tripling from 4% to 11% in recent years. Despite this growth, a substantial proportion of the population, nearly 60%, either have not used FrontRunner in the past year or not at all.

Usage of FrontRunner*

% Selected, n = 601



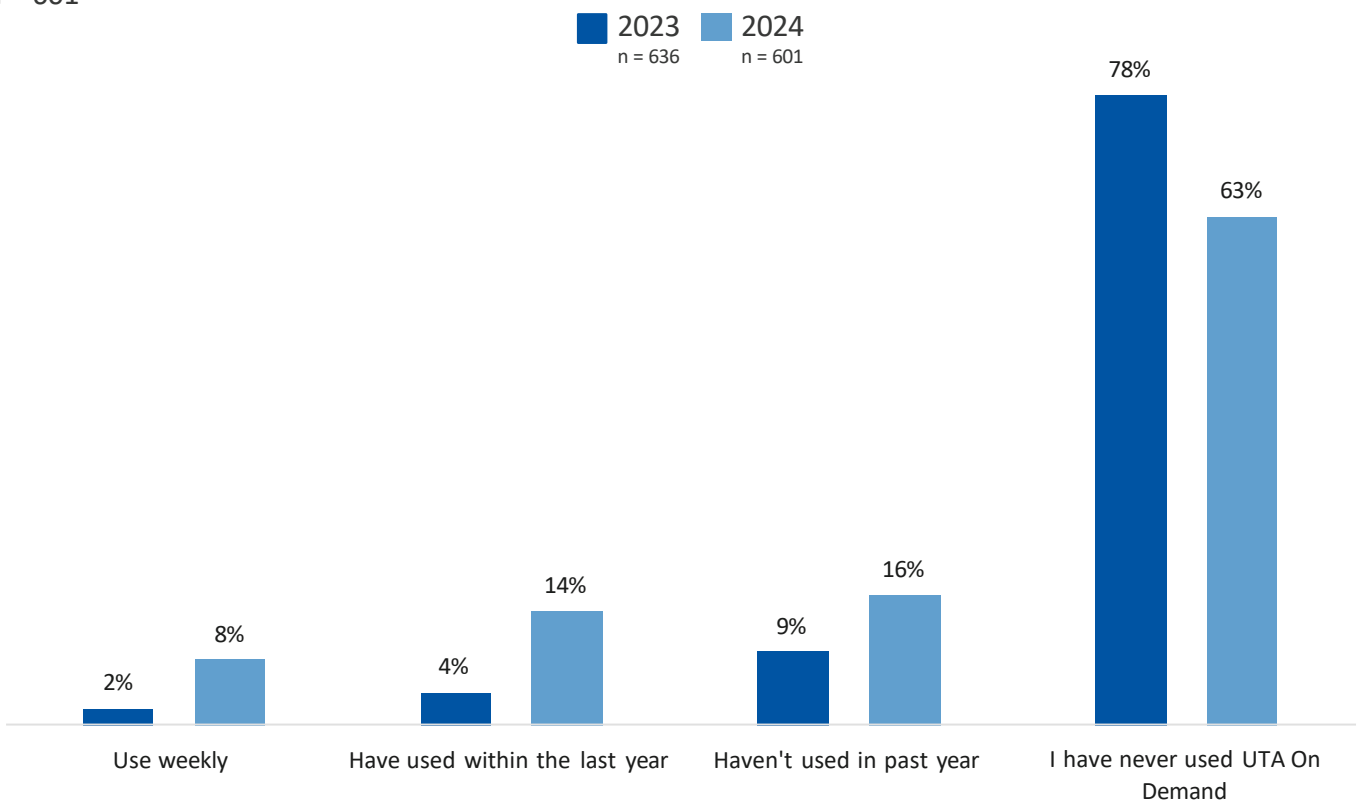
Q14: And, your use of FrontRunner, would you say you …?
**Note: 2022/2023 questionnaire only allowed respondents to select whether they used this UTA service weekly or within the last year. The additional answer choices included in the 2023/2024 questionnaire is likely contributing to the increases in weekly riders. See right graph for a detailed breakdown of rider frequency.*

On Demand

There was significant increase in the weekly usage of UTA On Demand, which has quadrupled from 2% to 8%. Despite this growth, it is noteworthy that over 60% of Utahns have yet to use the service. This indicates a substantial opportunity for UTA to raise awareness and adoption of the On Demand service.

Usage of UTA On Demand*

% Selected, n = 601



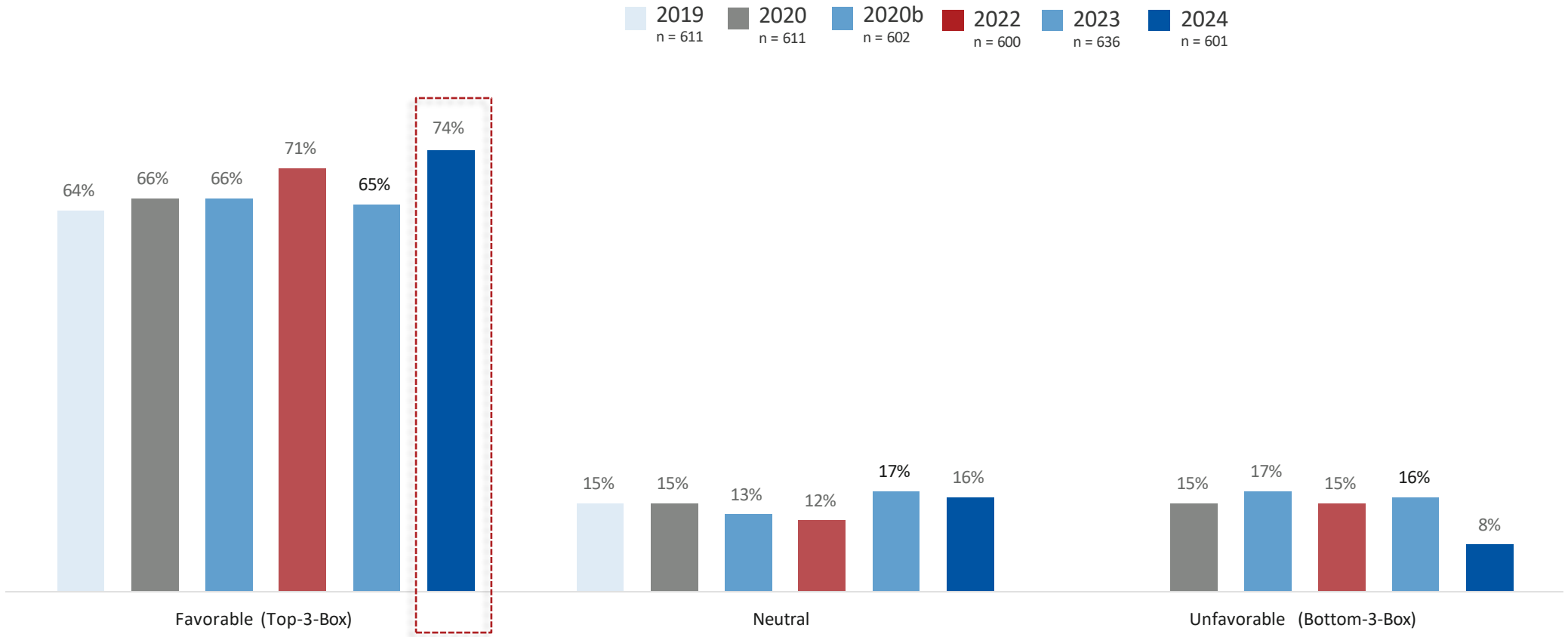
Q15: Thinking about your own use of UTA On Demand, would you say you …?
**Note: 2022/2023 questionnaire only allowed respondents to select whether they used this UTA service weekly or within the last year. The additional answer choices included in the 2023/2024 questionnaire is likely contributing to the increases in weekly riders. See right graph for a detailed breakdown of rider frequency.*

Utahns Hold Increasingly Favorable Views of UTA

From 2023 to 2024, the favorability toward UTA increased 9%. Additionally, there was an 8% drop in those reporting unfavorable views.

Favorability of UTA

% Top-3, % Middle-1, % Bottom-3

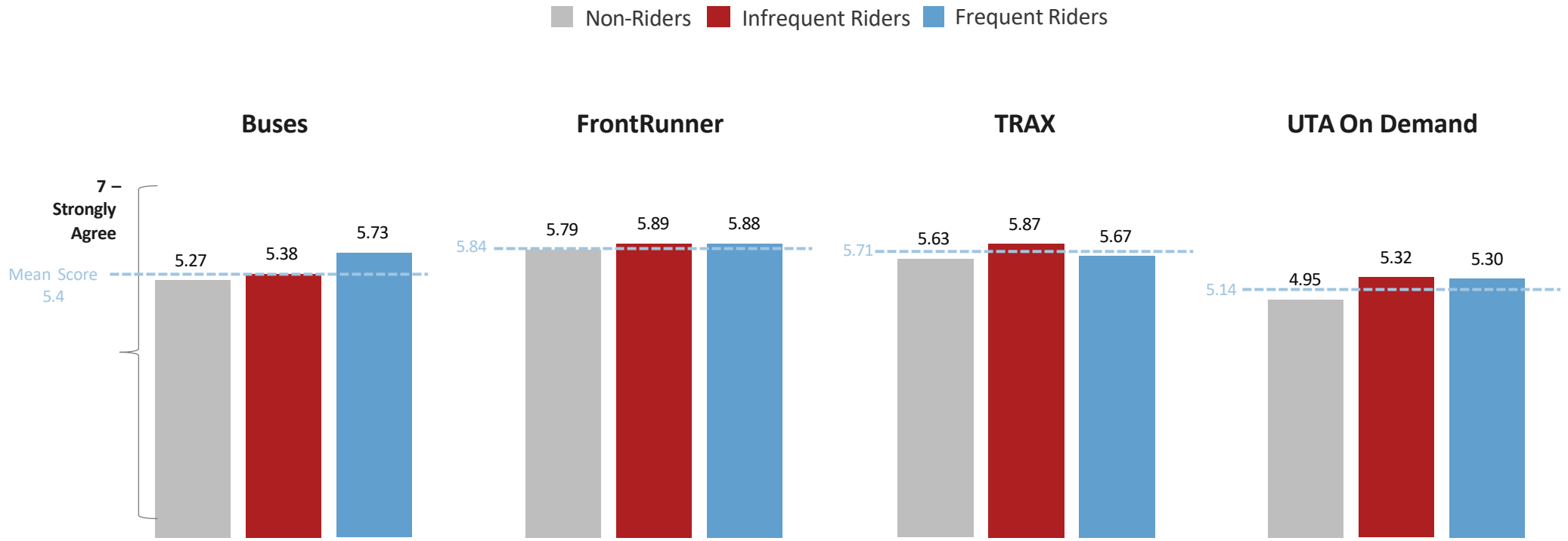


Frequent Riders Have More Positive Impressions of UTA Services

Most Utahns have a favorable impression of UTA services, regardless of riding frequency. In 2024, there were significant increases in the mean favorability of all services, with buses gaining nearly 1 point favorability on a 7-point Likert scale). This indicates positive momentum for future growth in positive perception across services.

Agreement with *"I have a favorable impression of [UTA service]."*

Mean Score, 7-point scale, 2024

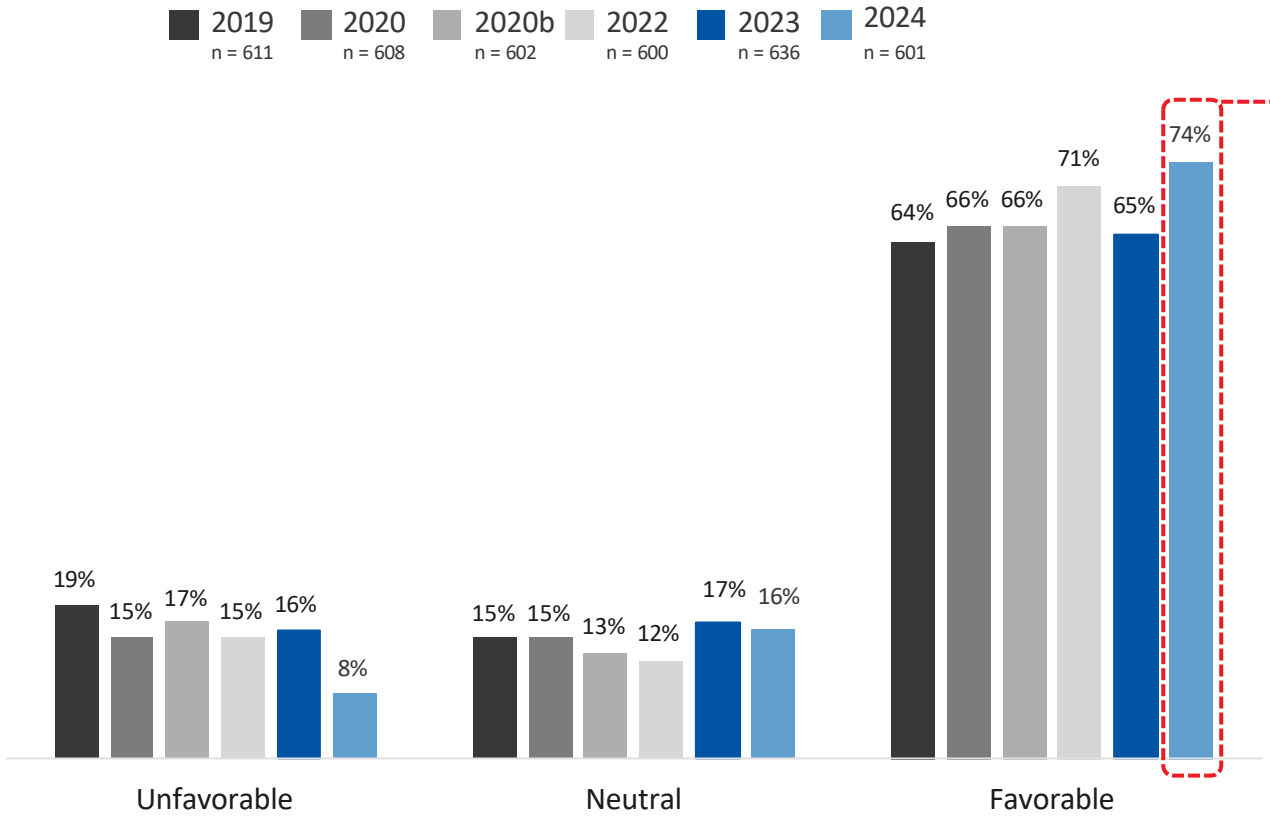


Favorability Above 70% Across All Counties Except Tooele

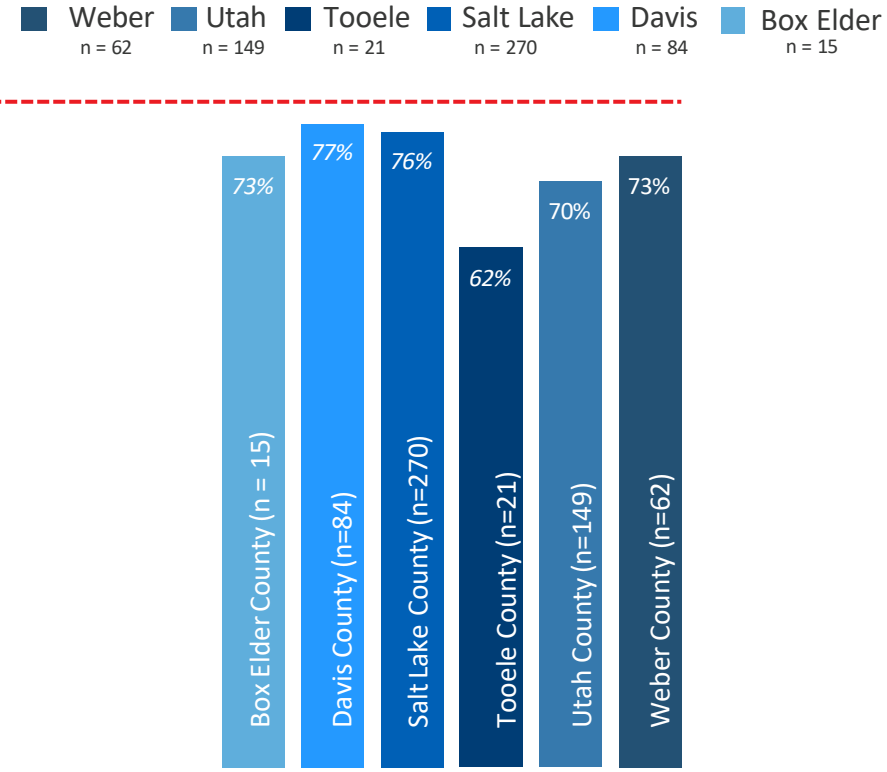
Over the past year, UTA's favorability has risen by approximately 9%, which is encouraging when considering the average favorability of the past 5 years. Davis and Salt Lake County residents view UTA most favorably at 77% and 76% respectively, while Tooele County has the lowest overall favorability at 62%.

Favorability of UTA

% Selected, Bottom-3, Middle-1, Top-3



Favorability by County

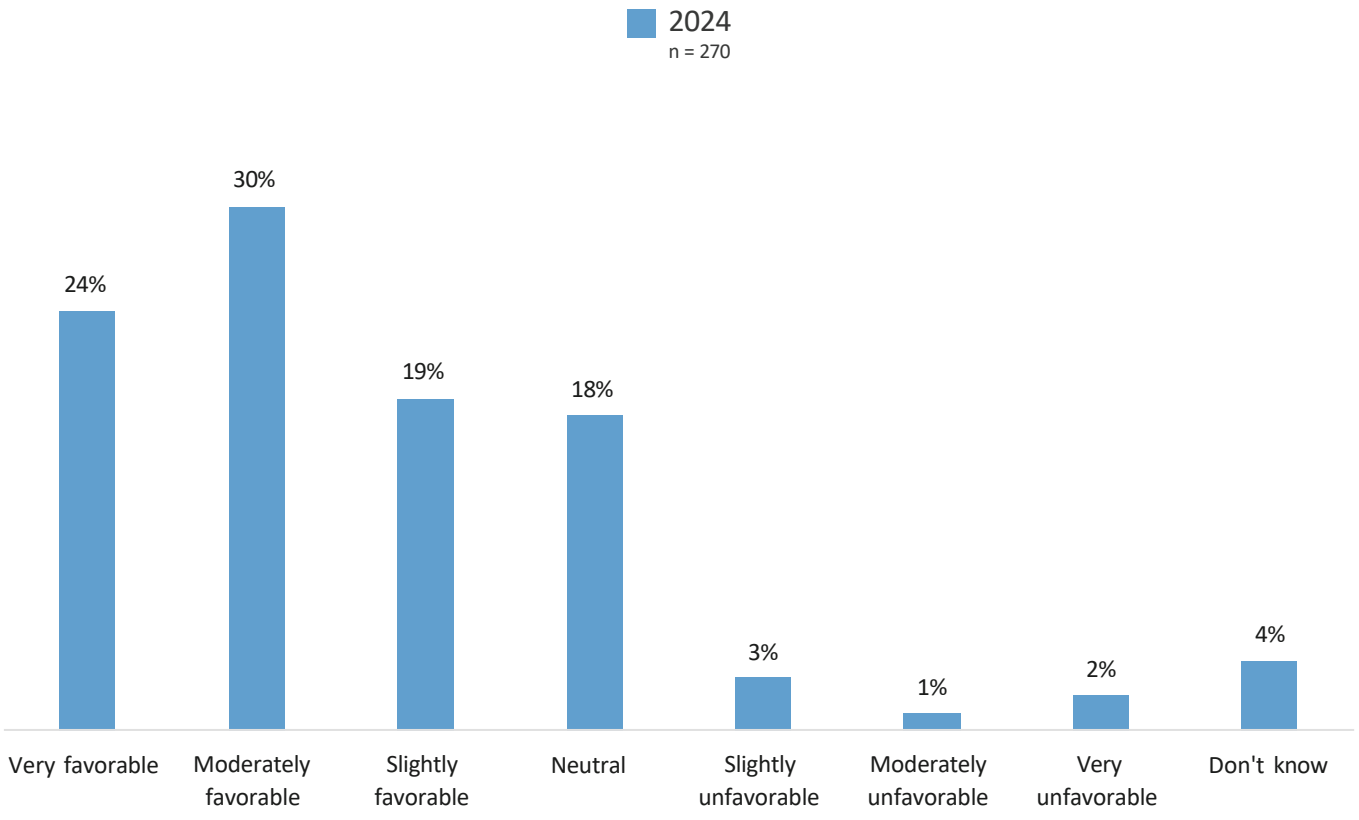


18-34-Year-Olds Mirrors Overall Favorability Score

Most 18-34-year-old Utahns, 73%, hold favorable views of UTA, appreciating the accessible transportation for those without cars and the overall positive experiences with the bus. However, the presence of other riders, particularly non-destination riders, on UTA services has been identified as a concern.

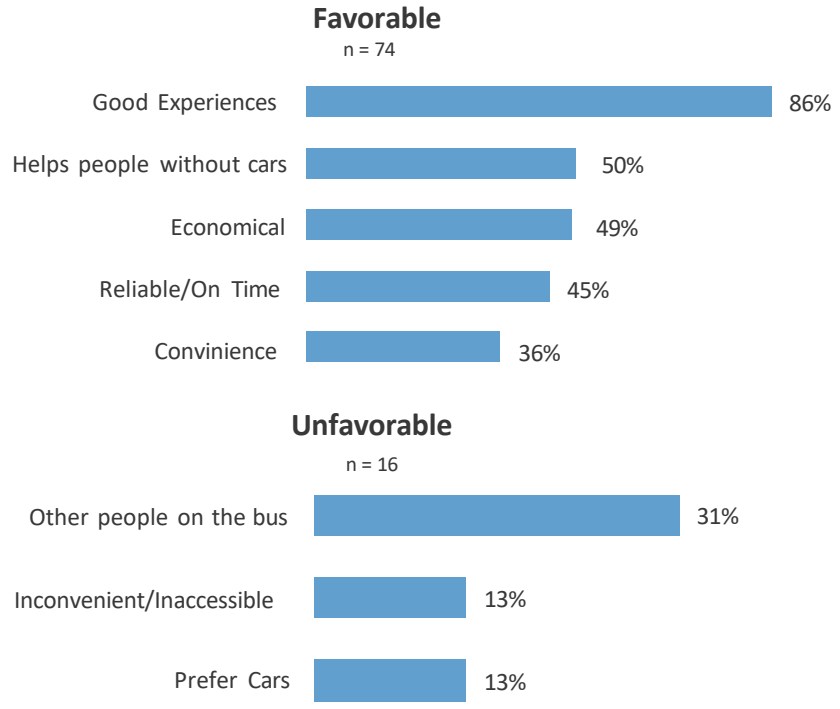
Perception of UTA, 18–34-year-olds

% Selected, n = 270



Favorable/unfavorable thoughts on UTA

Free responses answers



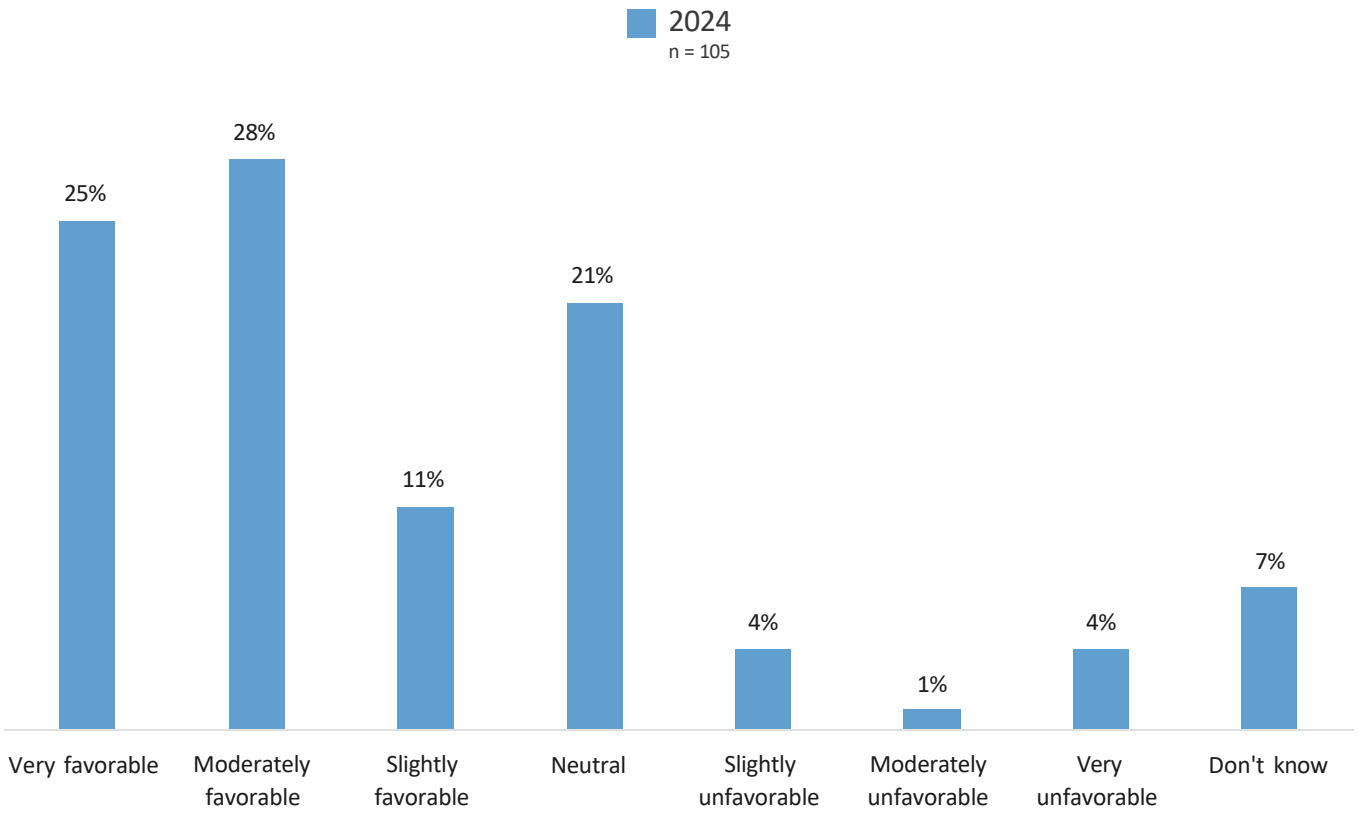
Q3: Overall, what is your impression of UTA
Q4&5: You mentioned you're favorable/unfavorable towards UTA. What experience or reason impacted your rating?

Opportunity to Improve BIPOC Favorability Score

64% of BIPOC Utahns hold favorable views of UTA, however, only 34% of them mentioned good experiences on the bus, which is significantly lower than other demographics. The presence of non-destination riders on UTA buses, as well as the treatment of riders by the drivers, are elevated concerns.

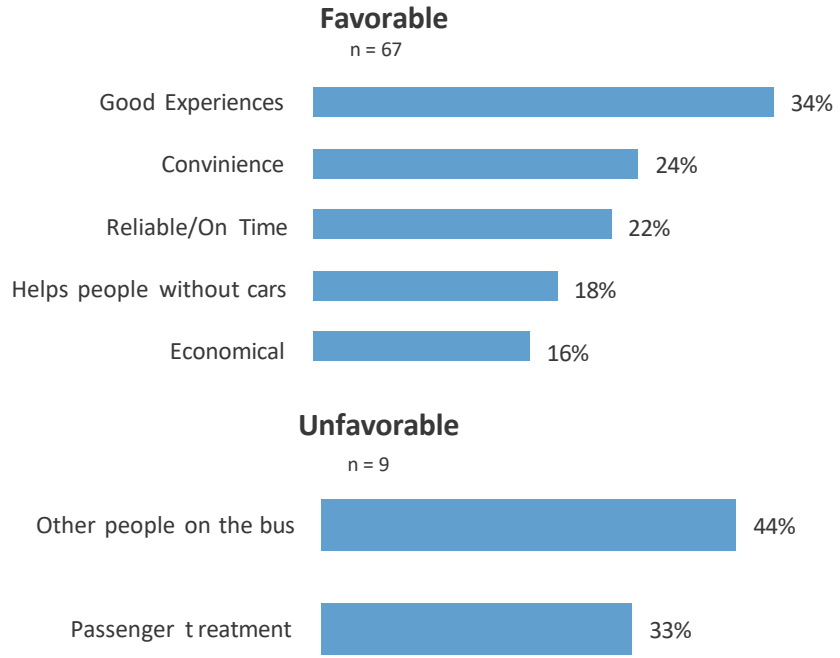
Perception of UTA, BIPOC

% Selected, n = 105



Favorable/unfavorable thoughts on UTA

Free responses answers



Q3: Overall, what is your impression of UTA
Q4&5: You mentioned you're favorable/unfavorable towards UTA. What experience or reason impacted your rating?

2024 Saw an Increase in Perceived Benefits of Public Transportation

Respondents report many benefits of public transportation: 14% increase in "helping riders save gas"; 15% increase in "reducing parking challenges"; and 10% increase in providing "safe transportation during bad weather."

Benefits of a Good Public Transit System

% Mentioned

	2019	2020 n=608	2020b n=602	2022 n=600	2023 n=636	2024 n=601
Helps riders save money on gas	25%				38%	52%
Offers accessible transportation for all	32%					51%
Reduces traffic congestion	44%				51%	50%
Reduces parking challenges					31%	46%
Gets riders to and from their jobs						46%
Better for the environment/air quality	49%	45%	49%	49%	50%	45%
Safe transport during bad weather	18%	16%	30%	34%	30%	40%

"We Move You" 2023 Brand Campaign Messaging:

Gas Savings
14% Increase YoY

Reduces Parking Hassles
15% Increase YoY

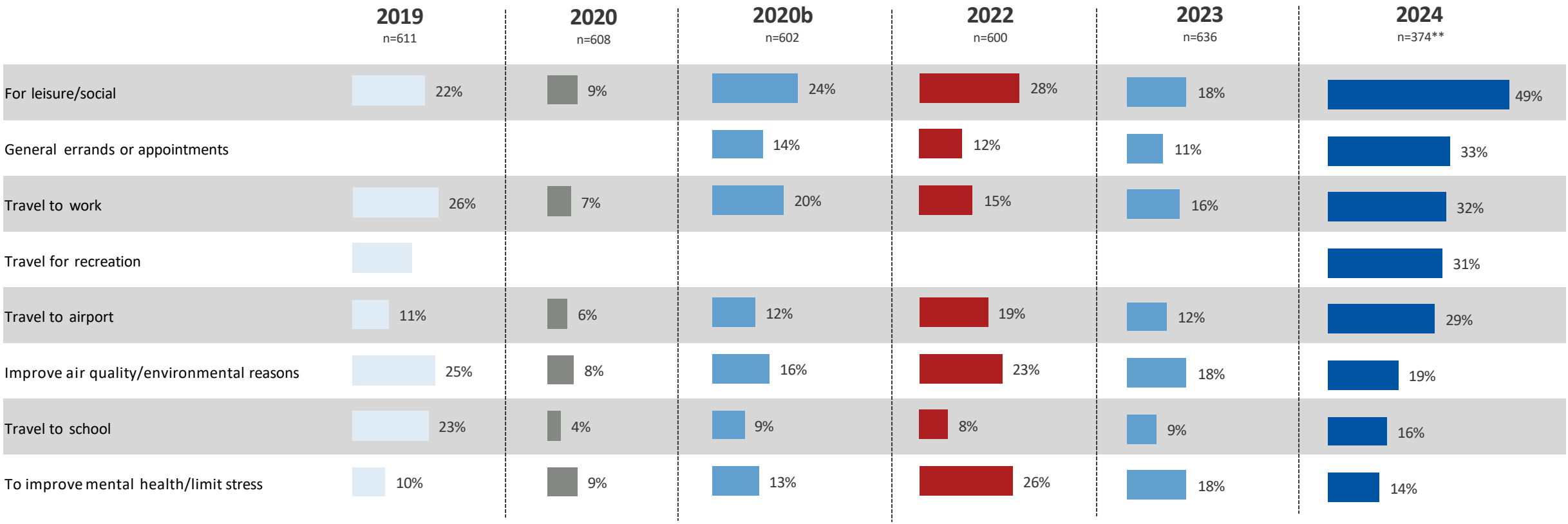
Reducing Car Expenses

Many Continue to Use Public Transportation for Leisure/Social

Utahns' usage of public transit for social activities such as shopping and dining has increased. The tripling of Utahns using UTA for general transport needs, from 11% to 33%, suggests a significant change in the attitude of Utahns toward public transportation.

Reasons for Using UTA (Riders)

% Selected



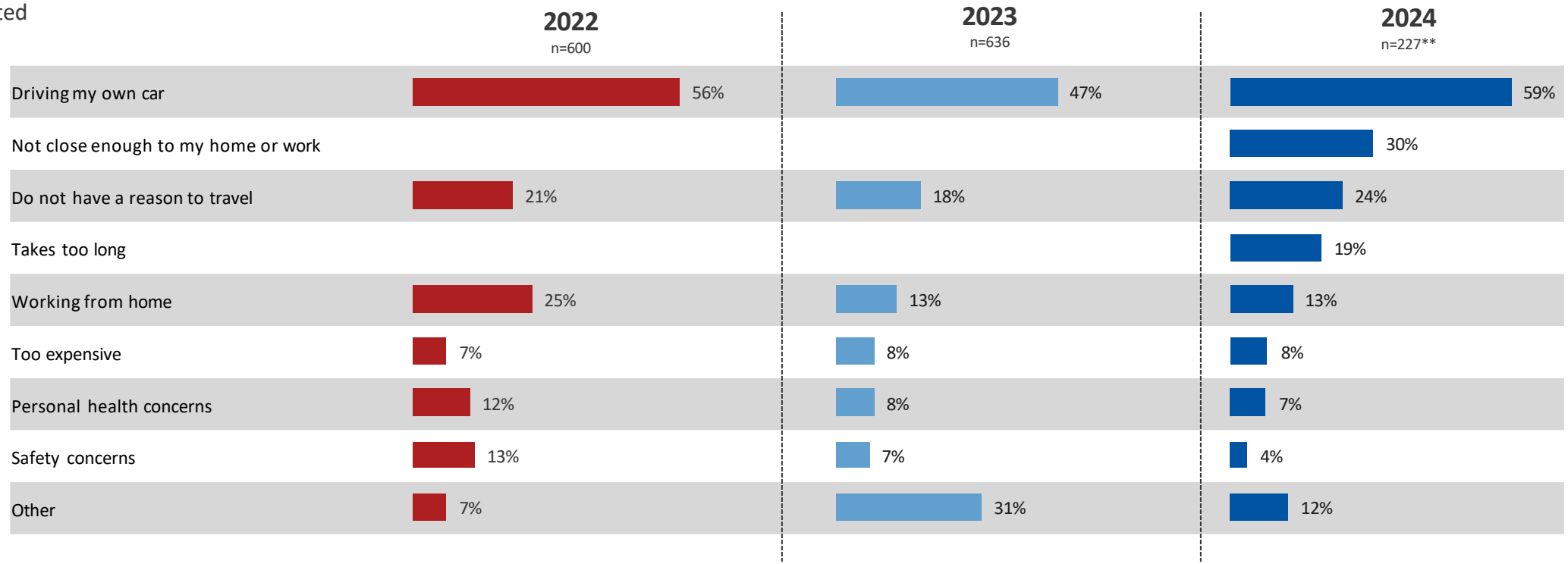
**Note: In 2024, this question was asked to only those respondents who reported that they are riders of UTA.

Personal Car Ownership Remains Top Barrier to Riding

Driving a car is the most common reason why Utahns don't use public transportation frequently; following closely is the lack of stops and routes close to their residences and workplaces.

Barriers to Using UTA (Non-riders)

% Selected



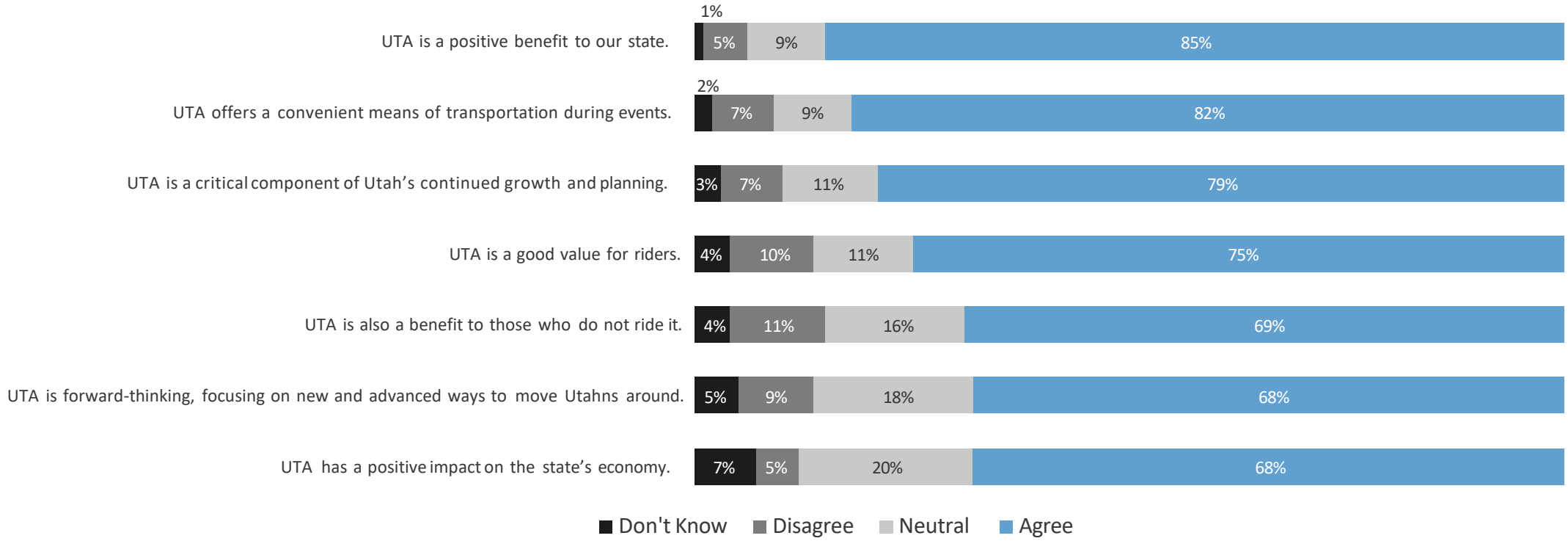
Note: In 2024, this question was asked to only those respondents who reported that they are **not riders of UTA.

Utahns Generally Believe UTA is of Great Value to the State

Overwhelmingly, respondents report great benefit of UTA to Utah (85%), that UTA is convenient to get to events (82%), and that UTA is a critical component of Utah's continued growth and planning (79%).

Perceived Value of UTA

% Mentioned, Bottom-3, Middle-1, Top-3, n = 601



Top Benefits Vary By County

Box Elder prioritizes accessible transportation, while Davis and Tooele emphasize reducing traffic congestion. Salt Lake values environmental quality, and Utah and Weber focus on savings on gas.

Benefits to Utah of a Good Public Transit System

Top 3, % Selected

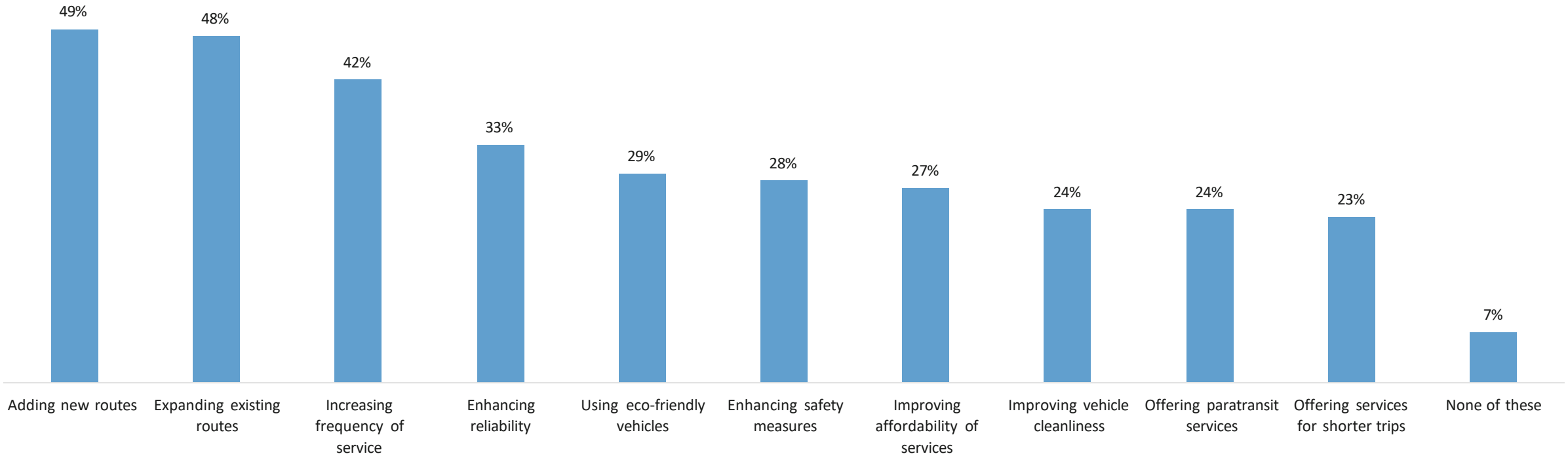
	Box Elder County n = 15	Davis County n = 84	Salt Lake County n = 270	Tooele County n = 21	Utah County n = 149	Weber County n = 62
1	Offers accessible transportation for all (73%)	Reduces traffic congestion (55%)	Better for the environment/air quality (53%)	Reduces traffic congestion (57%)	Helps riders save money on gas (62%)	Gets riders to and from their jobs (56%)
2	Helps riders save money on gas (60%)	Gets riders to and from their jobs (53%)	Offers accessible transportation for all (53%)	Gets riders to and from their jobs (48%)	Reduces traffic congestion (54%)	Offers accessible transportation for all (47%)
3	Gets riders to and from their jobs (53%)	Helps riders save money on gas (48%)	Helps riders save money on gas (51%)	Offers accessible transportation for all (43%)	Offers accessible transportation for all (50%)	Helps riders save money on gas (45%)

Adding and Expanding Routes Ranks Highest For Noticed Improvements

Utahns appreciate the effort put in by UTA to add new routes and expand existing routes with 49% and 48% of them choosing the options, respectively. The improvements to offering services for shorter trips and improving vehicle cleanliness were among lowest in terms of perceived improvements.

Thoughts about improvements made by the UTA

% Selected, n = 601



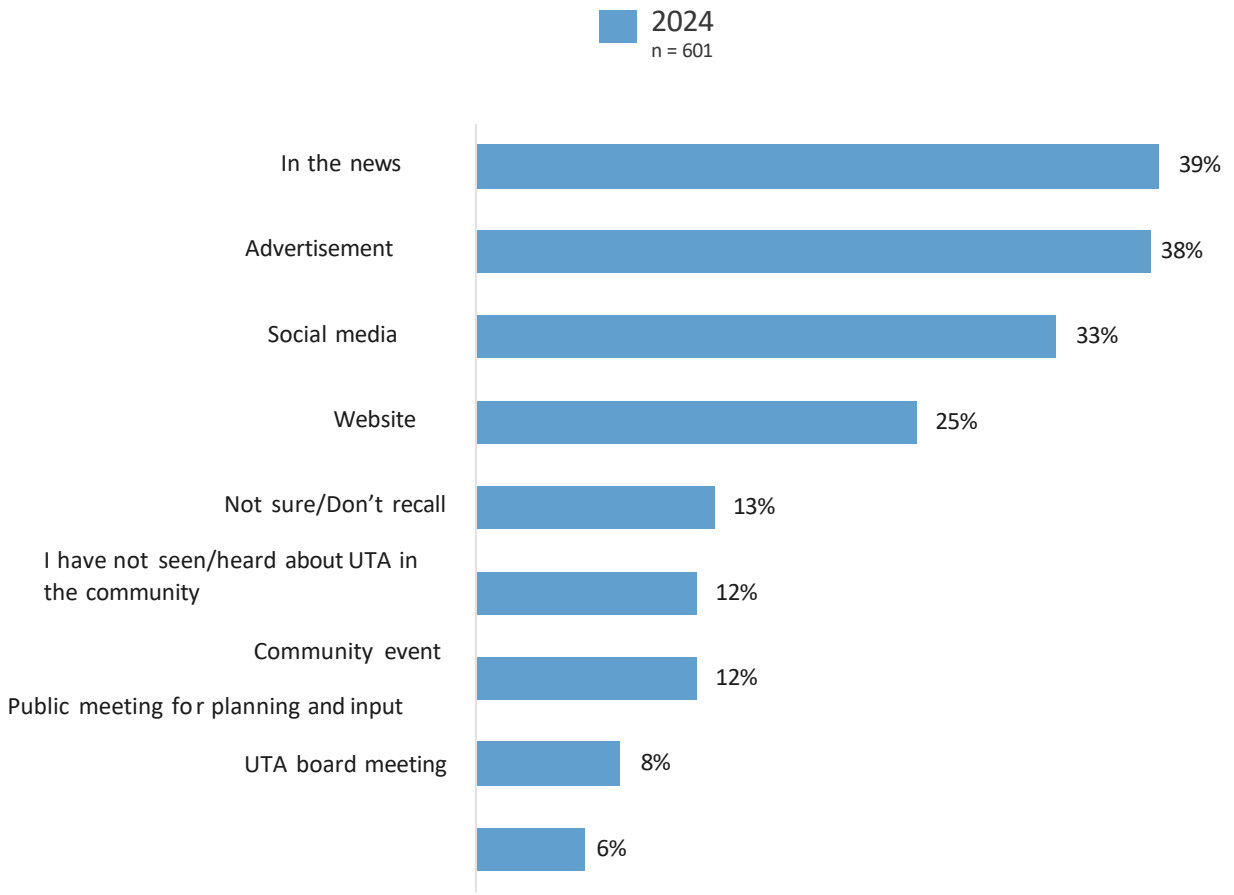
Q11: In which of the following areas do you feel UTA has improved in recent years?

Survey Results | Awareness

News outlets and advertisements are the primary sources of UTA information for Utahns, as indicated by 39% and 38% respectively in 2024.

Sources of UTA Information

% Selected



Q32: Other than UTA vehicles and stations, where have you seen or heard about UTA in the community?
Q33: What do you remember about the message(s) or advertisement(s)?

Key Takeaways

1. Utahns continue to grow more familiar and more favorable toward UTA and its services, regardless of ridership. Buses show significant growth in favorability compared to 2023.

2. Utahns are increasingly seeing the benefits of public transportation and UTA. More are riding for leisure and infrequent uses.

3. There remains an opportunity to communicate the benefits of UTA for non-riders. With survey questions aligned with on-board and rider survey efforts, this survey could be a non-rider evaluation.

4. Utahns agree that UTA is a value to the state and benefits Utah's continued growth. Specifically, the community-centered benefits (e.g., accessible transportation) are of great value to Utahns.

5. More education and awareness of UTA's economic impact and use of public funds could help Utahns who are indifferent or negative to these measures.

6. Opportunity to improve rider perception among BIPOC individuals and target marketing messages in geographic locations.

669 West 200 South
Salt Lake City, UT 84101

Utah Transit Authority

MEETING MEMO

Local Advisory Council **Date:** 8/28/2024

TO: Local Advisory Council
PRESENTER(S): Chair Troy Walker
Chair Carlton Christensen

TITLE:

Open Dialogue with the Board of Trustees

AGENDA ITEM TYPE:
Discussion

RECOMMENDATION:
Informational discussion with UTA Board of Trustees

DISCUSSION:
The Local Advisory Council and Board of Trustees will engage in discussion on topics concerning the Utah Transit Authority. No action will be taken.

ATTACHMENTS:
None

669 West 200 South
Salt Lake City, UT 84101

Utah Transit Authority

MEETING MEMO

Local Advisory Council **Date:** 8/28/2024

TO: Local Advisory Council
FROM: Jay Fox, Executive Director
PRESENTER(S): Jay Fox, Executive Director

TITLE:

Executive Director Report

- **International Olympic Committee (IOC) Announcement**
- **Supplemental Services**
- **August Change Day**

AGENDA ITEM TYPE:
Report

RECOMMENDATION:
Informational report for discussion

DISCUSSION:
Jay Fox, Executive Director, will report on various topics including:

- International Olympic Committee (IOC) Announcement
- Supplemental Services Contract
- August Change Day

669 West 200 South
Salt Lake City, UT 84101

Utah Transit Authority

MEETING MEMO

Local Advisory Council **Date:** 8/28/2024

TO: Local Advisory Council
FROM: Utah Transit Authority Audit Committee
PRESENTER(S): Troy Walker, Chair Local Advisory Council

TITLE:

Audit Committee Report

AGENDA ITEM TYPE:
Report

RECOMMENDATION:
Informational report for discussion

BACKGROUND:
The UTA Audit Committee met on June 24, 2024 and July 11, 2024 to hear reports from UTA's Internal Audit Department on recent audits performed, as well as other audit and risk related information. Audit Committee Members Carlton Christensen, Jeff Acerson, Beth Holbrook, Bob Stevenson, and Troy Walker participated in the meetings.

DISCUSSION:
Chair Walker will give a report on the activities of the UTA Audit Committee.

ATTACHMENTS:
None