DOWNTOWN
SOUTH SALT LAKE

DOWNTOWN SOUTH SALT LAKE

MASTER PLAN

DRAFT NOVEMBER 12, 2015

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DOWNTOWN SOUTH SALT LAKE
MASTER PLAN

South Salt Lake is building a downtown city center. This could be the most significant action in South Salt Lake's 75-year history, and likely the next century. The city anticipates no less than 2,500 multi-family housing units, 1.5 million square feet of retail and 3 million square feet of office/commercial space, plus parks, a greenway, Parley's Trail and cultural and social attractions in this 200-acre neighborhood.

The Downtown Master Plan is an outline of the foundations, aspirations and building blocks of a new city center. This is a vision with a 25-year horizon for growth and change in this unique neighborhood, and transformation to a walkable, urban place to serve as a city center.

This plan reflects input of hundreds of residents, businesses and community partners over the past decade as they have called for city leaders to facilitate building a "heart of the community" that they could call their own.

This plan should be implemented through a form-based zoning code, city investment, and economic development activities to seek and support projects and partners who wish to be a part of our new downtown.

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ADOPTED NOVEMBER XX, 2015

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FOUNDATIONS

FOUNDATIONS are the who and what this master plan.

Who is here?
What is the city shaped like?
What are the unique characteristics that we can build on?

Culture

Structure

Opportunities & Constraints

What is the city but the people?
Shakespeare

PEOPLE AND BUSINESSES

South Salt Lake has a diverse and growing populace. South Salt Lake's total population is close to 25,000 people and growing at 3% per year. The city's daytime population doubles to nearly 50,000 as employees come into the city.

Downtown residents makeup 1% of the city's total population, approximately 300 people over 200 acres (1.5 people per acre). They live in one condominium building (Central Pointe Condos) and some dispersed single family housing. The median home price in South Salt Lake (zip code 84115) was $209,950 in 2015, an 18% increase over the previous year.

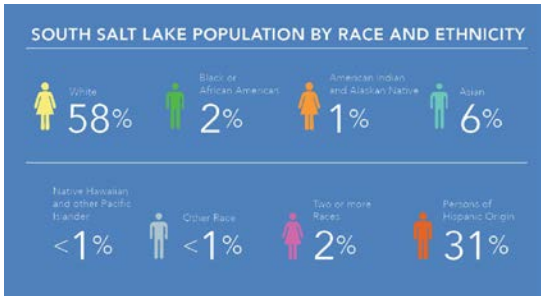
This plan should balance the needs of property owners, business owners, investors and developers, existing and future residents and neighbors. Priorities and ideas from current and future residents were solicited through city-wide outreach efforts.

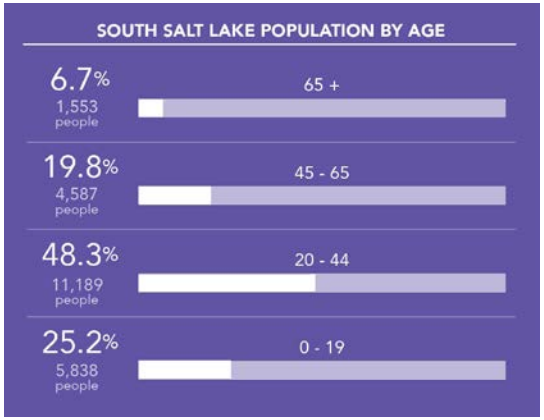
Businesses have a much larger presence in this neighborhood than residents. The Downtown Exchange was organized to meet property owners, businesses owners, and developers to share information and help understand their needs and priorities.

The number of jobs is estimated, based on 20143 business license data.

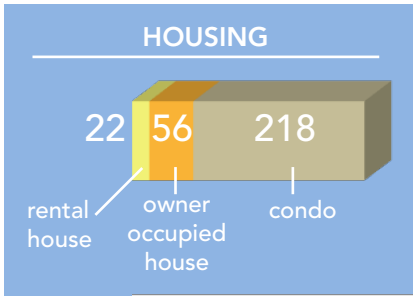
Note: *Downtown numbers reflect RDA areas only (125 acres)*

SOUTH SALT LAKE CITY IN 2015





DOWNTOWN IN 2015



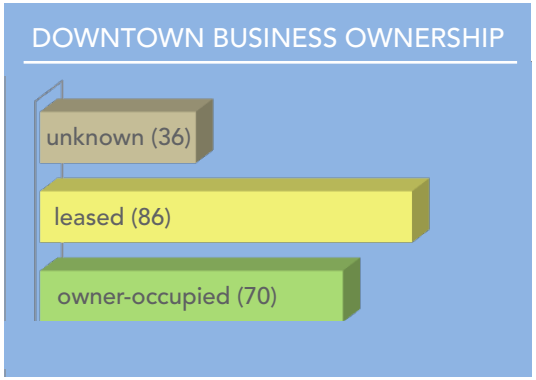
BUSINESS LANDSCAPE

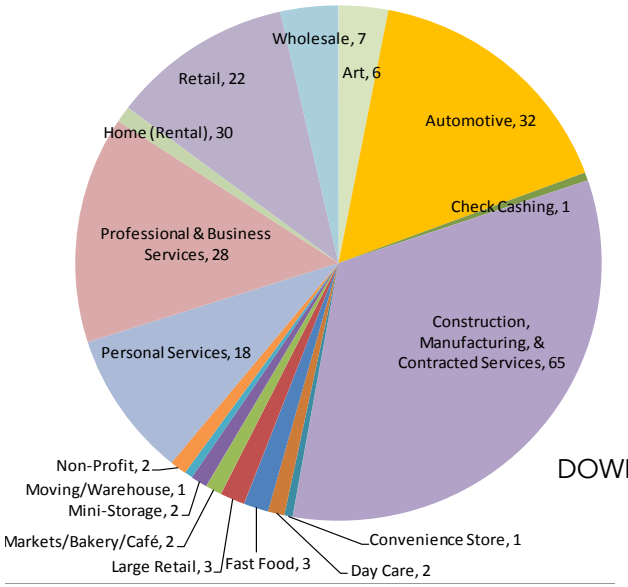
South Salt Lake developed in the mid-20th century as the city proudly took on the reputation of "City of Industry." The city has always been known as a great place to start a business, and a place with plenty of room for growth. The city is one of the top 10 revenue-generators for the State of Utah (*SSL General Plan*) Today, 2/3 of the city's land area is still industrial/commercial.

Some of the largest employers in downtown are RC Willey (retail+warehouse), Marriott (office), Best Buy (retail), Pharmachem Laboratories (manufacturing), and Cannon Business Solutions (professional services). Many of the smaller businesses and employers are in the food & beverage, automobile and construction trades. This diverse business mix reflects the value of this location.

In the proposed downtown area, some industrial-based businesses have moved to areas with more suitable sizes or locations. Many new and existing businesses will fit right in to the new mix. Over time, some may choose to move to areas better suited to their needs.

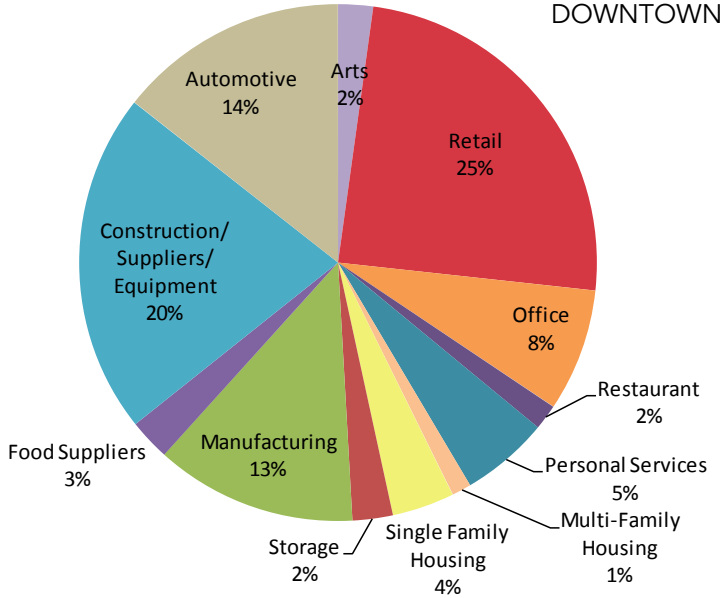
ADD:
contribution to city revenue - % property tax, sales tax



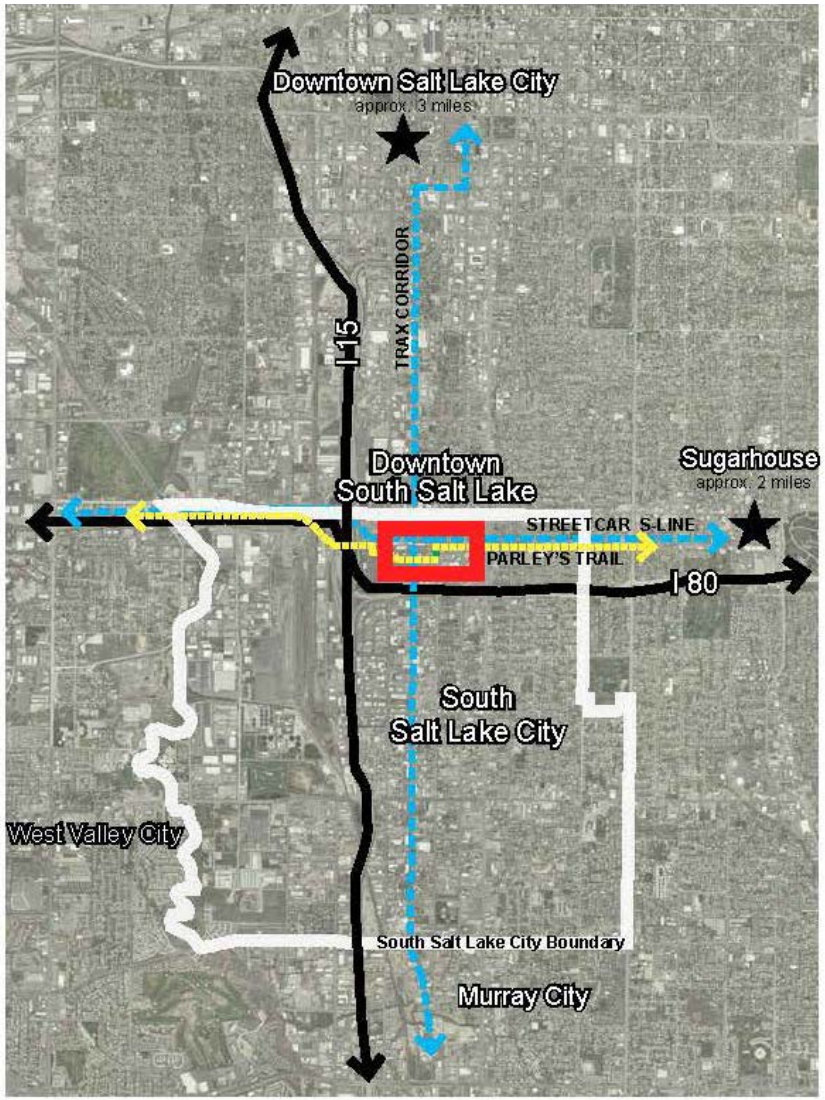


DOWNTOWN BUSINESSES by TYPE

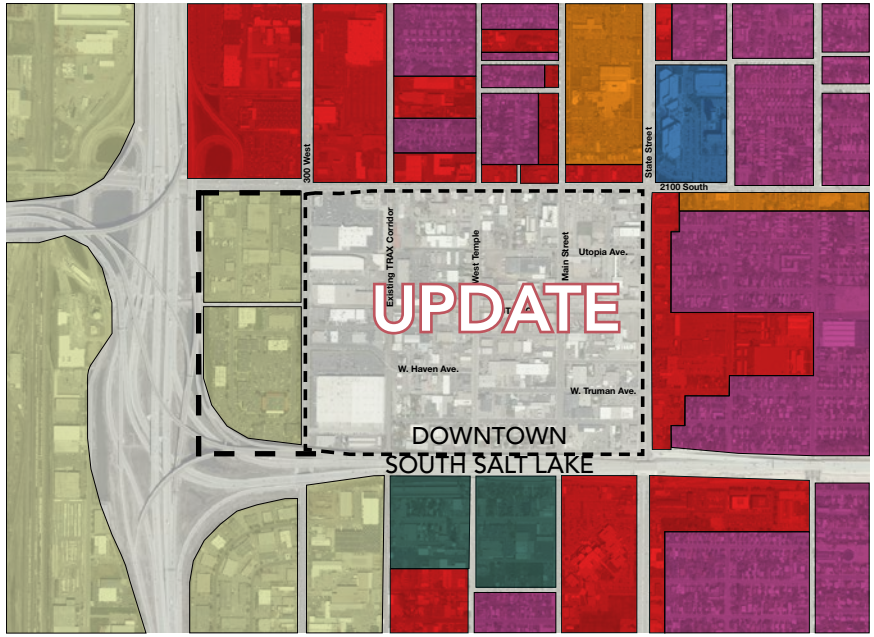
DOWNTOWN BUSINESSES by LAND AREA



NEIGHBORHOOD



MAP 1: REGIONAL CONTEXT



MAP 2: SURROUNDING LAND USES

- Area Boundary
- Institutional
- Industrial
- Commercial
- Mixed -Use
- Buisness Park/Office
- Public Land
- Residential

Downtown SSL is at the intersection of I-80 and I-15, the two major Intermountain West highways. The other boundaries are 2100 South and State Street. Nearly 500,000 cars a day pass this site on these roads.

This is the "hinge" between downtown Salt Lake City and Sugar House, making it a desirable location for both businesses and residents. The site also has the only UTA rail station with all three TRAX lines (Airport, West Valley and the North-South line) and the S-Line streetcar station.

The surrounding neighborhoods transition include residential to the east; south and north, a mix of retail and office on State St.; and regional retail on 300 West. Connections to these areas are important. To the west, I-15 is a large barrier and transition point to major industrial, including Roper Rail yard.

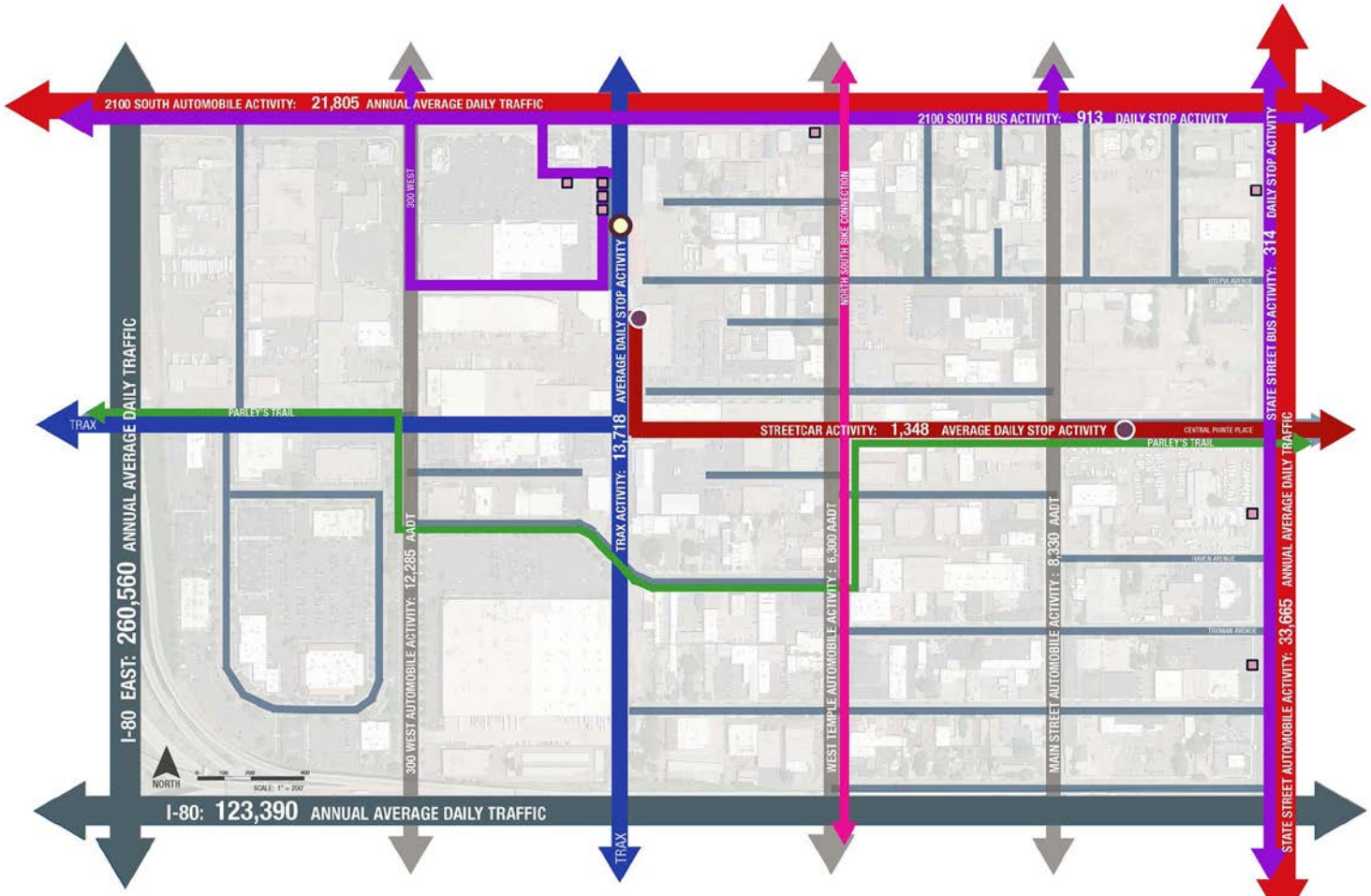
TRANSPORTATION

The downtown is bounded by major highways (I-15 and I-80), arterial (2100 South, 300 West and State Street) that direct over 500,000 cars a day past this neighborhood.

The neighborhood is connected by all three TRAX lines (Airport, West Valley and the North-South line) and the S-Line streetcar. In addition, there is frequent bus service on 2100 South and State Street.

The street grid is fairly well-connected north to south, but chopped up heading east to west by the rail line and by State Street. Many streets area designed more for trucks and cars than for people.

Pedestrian and bike connections are weak in this neighborhood. The Central Pointe TRAX station has limited access. Many smaller streets are designed more for loading trucks with no curb and sidewalks. Bike access is expanding with the addition of Parley's Trail and bike lanes on several streets, but still needs improvement.



UPDATE

MAP 3: EXISTING TRANSPORTATION NETWORK

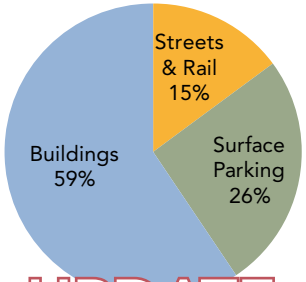
NOTE: "Activity" means boardings + alightings
Sources: UTA, May 2015, UDOT, xxx

LAND USE PATTERN

This neighborhood has a wide mix of businesses and a relatively fine grain of development. Buildings and parcels tend to be small and uses are mixed together. Blocks are smaller. Most parking lots are small and many users park on-street. This is a good pattern for building a walkable urban place, but assembly for redevelopment will be challenging.

The condition of buildings vary, but many are past their useful life and may be affordable enough to tear down. Many others are ripe for reuse and can be affordably renovated. This creates opportunities for developers and investors of many sizes and uses.

BUILT AREAS
(for RDA areas only)



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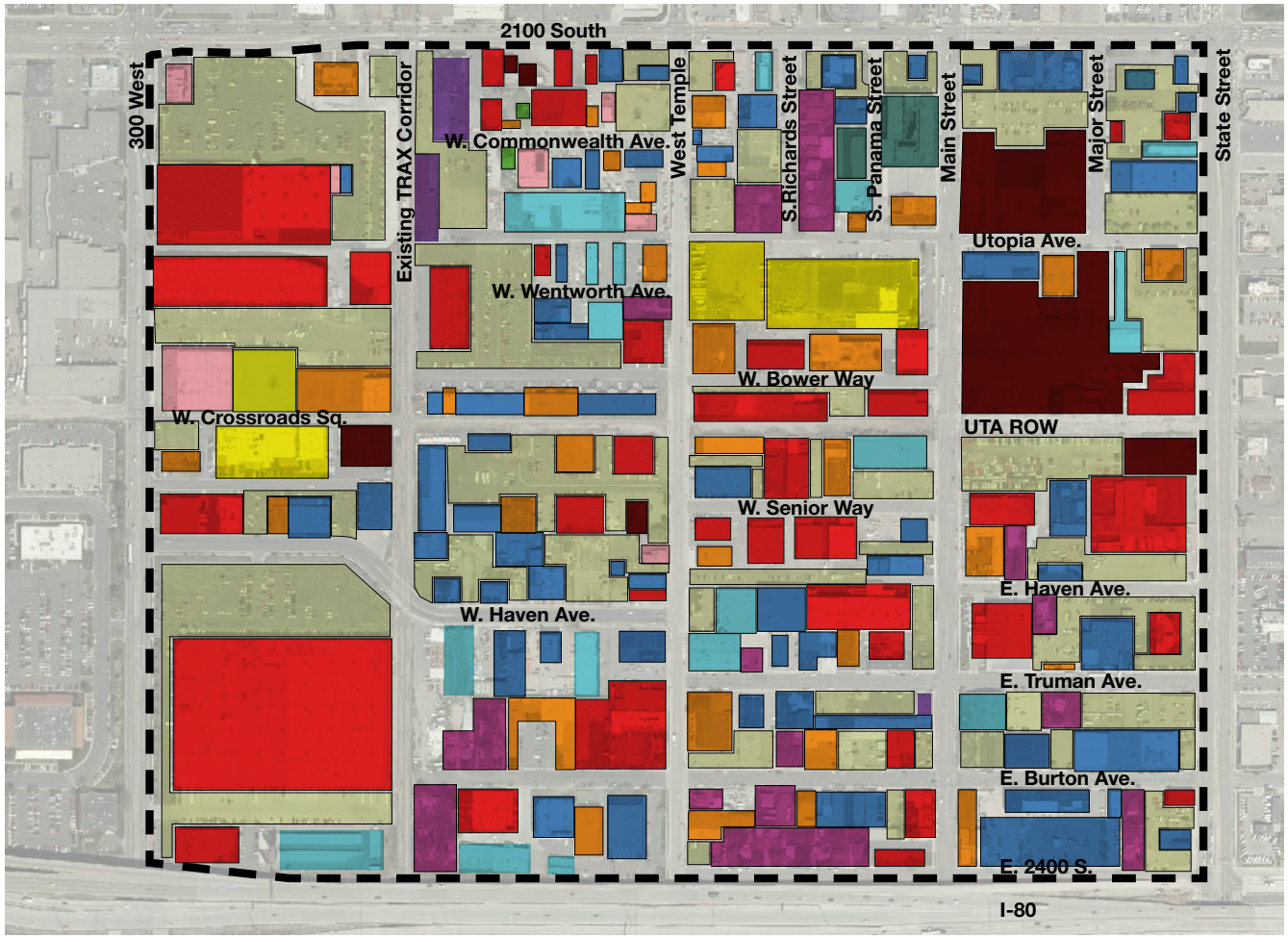


MAP 4: EXISTING LAND USES

UPDATE

- Area Boundary
- Dining/ Entertainment
- Manufactoring
- Mixed -Use
- Office
- Parking
- Religious
- Retail/ Commercial
- Service/Commercial
- Single Family Residential
- Vacant
- Warehouse

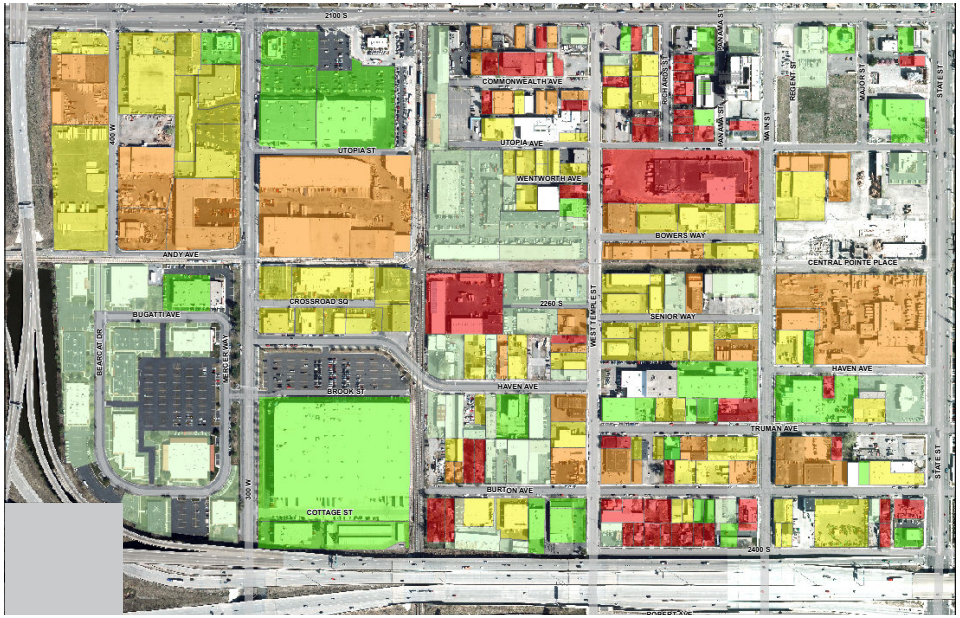
REAL ESTATE

The majority of the occupants in this neighborhood are small businesses in warehouse or industrial buildings. Quite a few of the buildings are nearing or past their intended life-cycle. Some parcels have small buildings on large sites. These factors make properties more affordable to re-develop.

While there is a steady supply of property for sale or lease in this neighborhood, properties are challenging to redevelop. This is primarily because they include buildings, which complicates conversion to a new use. These buildings tend to keep prices relatively high, and are sometimes a liability instead of an asset. This map shows the relative condition of existing real estate.

Adaptive reuse is another option. Reuse of some existing buildings in downtown will help create a more diverse and unique neighborhood. It also creates immediate results, and can incubate larger businesses.

This plan promotes a diversity of businesses (large and small, of different industries). It also promotes starting and fostering new businesses. Older neighborhoods with a wide range of real estate are well-suited to this purpose.

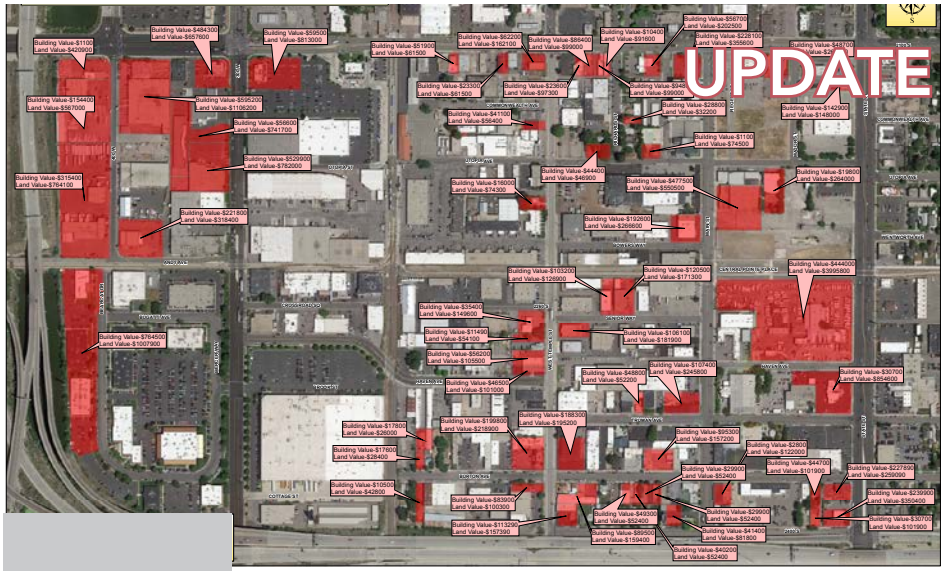


MAP 5:
BUILDING AGE

Legend

Year Built

- pre 1950
- 1951 - 1960
- 1961 - 1970
- 1971 - 1980
- 1981 - present



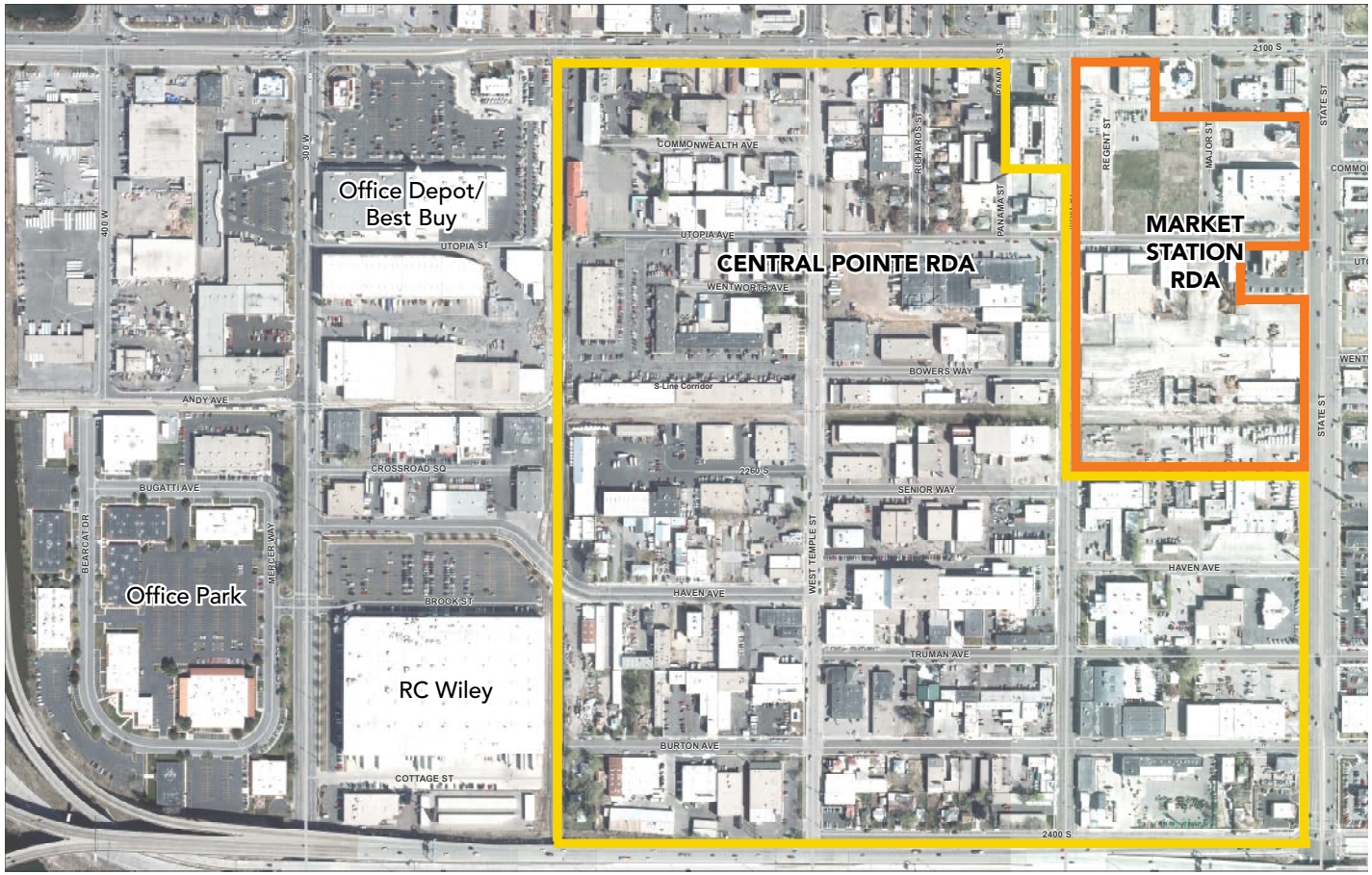
MAP 6:
PARCELS WITH
HIGH LAND TO
BUILDING VALUES

REDEVELOPMENT

South Salt Lake City is a classic American, post-war suburb with a significant business and industrial base. The new Downtown neighborhood is being built on a foundation of significant industrial, warehouse and craftsman businesses plus large format retail. The viability of this neighborhood as an industrial center has waned in recent years while interest in the area as an urban center has grown.

Two redevelopment areas are established in the downtown neighborhood to encourage this transition, Central Pointe (108 acres) and Market Station (18 acres). These are set up to provide support for new development and associated infrastructure.

The area west of 200 West was not included in an RDA because many properties already generate significant revenue. However a CDA could be established for some sections if the demand and interest arises.



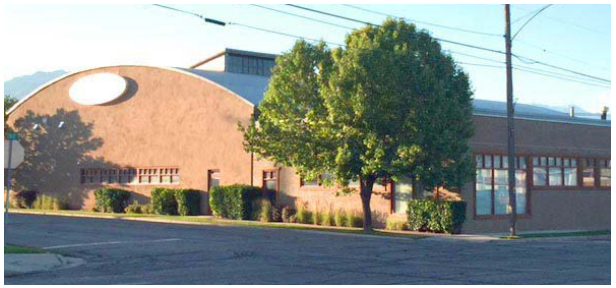
MAP 6: DOWNTOWN REDEVELOPMENT AREAS

Market Station RDA
Central Pointe RDA

FOUNDATIONS
Opportunities & Constraints

Transit access and frontage

Streetcar frontage (new townhomes at 800 East)


Creative, design-oriented businesses

OPPORTUNITIES

Ideal Location
- Highway access and visibility for office and retail
- Potential for state-wide business/job center
- Proximity to Downtown SLC, Sugar House, airport and the streetcar neighborhood
- Growing market for walkable, urban places

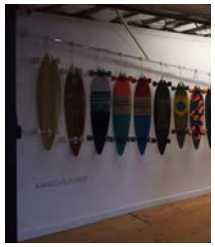
Unparalleled Connections
- TRAX and S-Line streetcar
- Parley's Trail and Greenway
- State Street ("Utah's Main Street")
- 2100 South business corridor
- 300 West commercial corridor
- I-80 and I-15 (plans to upgrade interchange)

Unique Character and Historic Assets
- Interesting properties with stories to tell
- Fine grain, urban building and block sizes
- Buildings available for reuse and renovation
- Business culture of creating and building

True Diversity
- Wide range of businesses in the city
- Diverse, young and growing population

Ingredients for Innovation
- Neighborhood entrepreneurs, artists, makers and creative types
- Highly accessible, walkable and transit served
- Urban amenities being planned and built
- Strong city, county and regional support
- Desire to be a wired, digital, smart city

The Right Price
- More affordable than SLC neighborhoods
- Many buildings sized and scaled to support small businesses



Collaborative work spaces

Small, local businesses

Wide variety of parcels and building sizes.

Only one place to cross TRAX line at Haven Ave.

I-80 is a barrier to the south and I-15 is to the west

Barriers to the Central Pointe TRAX station.

CONSTRAINTS

Physical Barriers

- Disconnected from adjacent neighborhood by State Street and I-80
- Only one crossing over TRAX, limited crossings over streetcar. Barriers to the stations
- No continuous east-west streets
- Auto-orientation means challenges for pedestrians and bikes

Development Constraints

- Few large parcels, most require land assembly
- More expensive property than other sites outside SLC
- Challenging soils in some areas
- Potential brownfields
- Limited Redevelopment Agency reserve funds for initial projects
- Environmental constraints of building housing adjacent to freeway and rail
- Limited visibility and access for parcels in the center blocks

Lacking a Great First Impression

- 2100 South and State Street are not attractive gateways
- No gateways features upon entry
- Lack of identity and low awareness of area
- Depressed condition of some properties and low-interest architecture for others
- Missing pedestrian network and street grid in some areas

Social and Economic Factors

- Social equity is very important to the city
- Concern for overbuilding affordable housing as the city already provides so much
- Concern for public health and welfare of housing close to freeway with air quality

Senior Way - designed for trucks, not pedestrians.

Some streets dominated by blank warehouse walls.

State Street entry to downtown is uninviting.

ASPIRATIONS

Community A**SPIRATIONS** are the why, what and how of this plan.

Why are we doing this?
How does it match our values?
What do we want to be like in 25 years?

Values

Vision

Goals

"The axis of the earth sticks out visibly through the centre of each and every town or city."

Oliver Wendell Holmes, Sr.

CITY-WIDE VALUES

As outlined in the *South Salt Lake General Plan*, our community values:

- Families, children and seniors
- Safe neighborhoods
- Parks and open space
- Clean and maintained public streets and areas
- Crime prevention
- Attractive and clean residential properties
- Variety of transportation options - driving, riding, walking, biking
- Economic stability, which is achieved by changing, not staying the same
- Shopping and dining close to home
- Aesthetically pleasing buildings and neighborhood design that leads to an improved quality of life

COMMUNITY VALUES

South Salt Lake is also a place to start your dream – first business, first home. South Salt Lake should help preserve these opportunities.

Research has repeatedly shown that the two main things that people look for when choosing a place to live are safety and education. In this vein, city leaders have developed the Promise South Salt Lake initiative to address the challenges our community faces and has to overcome to be who we want to be.

The three promises of Promise South Salt Lake are:

- Every child has the opportunity to graduate from college
- Everyone has a safe, clean and beautiful home and neighborhood
- Everyone has an opportunity to be healthy and to prosper

To deliver on these promises, South Salt Lake has ten community centers and over a hundred community partners offering opportunities to improve health, safety, education, housing, neighborhoods, arts and community, and job opportunities. This is done through afterschool and summer programs, support in schools, adult education, food security, recreation, health clinics, volunteer projects, neighborhood revitalization and job training.

Our downtown should integrate our Promise South Salt Lake support system into its fabric. This could include: a community center, school, higher education partners, recreation opportunities and neighborhood leadership.

DOWNTOWN VALUES

Through public outreach efforts, people expressed what they wanted in a downtown:

- **Downtown should be for everyone.**
  There is enough space for a wide mix of businesses, housing shopping, arts and housing. We are diverse and our options should be, too.
- **Downtown should be a true destination.**
  It should draw people out locally and from around the region, with attractions found only here (such as events, a cultural center or a great plaza) as well as a good mix of interesting local restaurants and shops.
- **Downtown should be beautiful and high quality development.**
  Do not compromise or it will suffer long term.
- **Downtown should be safe, walkable, bikeable,** but should still be easy to drive to and park.
- **Downtown should be a place locals can go** more frequently than Downtown Salt Lake.
- **Downtown will be built by the people.**
  While one key parcel is being redeveloped by the city, it is the hundreds of residents, property owners and small businesses who will bring this plan to life, on their own timeline and to meet their own needs.
- **Downtown should be sustainable and ready for the future.**
  It should promote healthy living, encourage walking and transit, reduce vehicle miles traveled and vehicle emissions, save and generate energy, and reduce resource consumption and environmental impacts.

WHAT ARE CITIES FOR?

With this downtown master plan, South Salt Lake is asserting that it wants to be a city in its own right, and not just a suburb or industry center. This begs the question of why?

What is the advantage of being a city?

Cities are the future.
The history of the world is a story of urbanizing and this trajectory is speeding up. Where once people moved out of the country into the city, today they are moving out of the suburbs and towns into cities. As always, cities drive the global economy and promise opportunity to entrepreneurial individuals.

Cities are where wealth is built.
Often, cities are wrongly criticized for attracting new immigrants, concentrating low-income residents and for providing a social safety net. The opposite has been proven to be true - cities are the place where people come to build a better life, make a new start, and accumulate wealth. Cities offer many opportunities for people to get established and raise themselves up to a higher class. *(Glaser, 2011).* This is true today, especially in South Salt Lake.

Cities are where the knowledge economy thrives.
Even in our digital world, physical proximity trumps wired connectedness. You can't bounce ideas off of a computer. People also benefit from chance encounters with people they have "loose connections" with. They are exposed to new ideas that can radically change their thinking. Cities actually accelerate research, design and technology.

Cities are economic hubs and economic drivers.
In addition to providing the greatest supply of jobs and income, they provide the greatest concentration of consumers, too. Residents buy and support one another's products and services, further fueling economic growth. With the service sector making up the majority of the American economy today, cities are naturally growing.

Cities are healthy.
In start contrast to polluted cities of the industrial era that pushed people to the suburbs, today's cities are becoming the greener, healthier option. Urban dwellers consume less resources than people living in the country or suburbs as utility consumption and driving is reduced in urban settings. Urban dwellers tend to walk and bike more, and studies are proving that non-walkable places have the highest obesity rates. Mental health also has a positive correlation with social interactions, which are typically more numerous and varied in cities.

Cities are affordable.
Except for select global cities (such as New York and London), urban areas are often more affordable (in terms of money and time) when both housing and transportation are factored in. Many people choose to have fewer no cars, significantly reducing this expenses, which averaged $8600 per vehicle in 2015. Smaller housing units and the option to rent is typically more affordable than purchasing and maintaining a home in the suburbs or rural areas. Today, stagnant income/wage growth and wealth is further reducing the likelihood of homeownership.

Cities are a demographic destiny.
In 1960, 50% of households had children living in them, but by 2010, only 30% did and by 2030, only 27% will. These population shifts are weakening demand for single family homes, and strengthening demand for homes to suit single, childless or empty nest households. *(Nelson, 2013).*

Cities are more diverse—a key to success.
Cities appeal for a wide spectrum of ages, ethnicities, genders, religions, interests and other categories. Research has shown that diversity of people working in groups results in better decision making and problem solving, and more new ideas.

Cities are economically sustainable.
Many communities are just now catching up to the reality that their infrastructure cannot be maintained on the revenues generated by local property taxes. Compact development that generates more property tax and sales tax per square foot is the most viable long-term solution.

Cities are enjoyable, relaxing and inspiring.
Many young people and empty-nesters are choosing to live and work or retire in walkable urban places. They often come for the amenities and stay because they have less property maintenance, shorter commutes, and more opportunities to find a new passion. Cultural, educational and volunteer opportunities abound.

VISION PRINCIPLES

These principles are a synthesis of years of discussion and goal-setting in several planning efforts over the last decade, including SSL General Plan, Wasatch Choices 2040, Life on State, East Streetcar Master Plan and this master plan.

An icon for South Salt Lake's identity as a city and a destination.

- A true city center and complete community to live, work, play and invest.
- A regional draw with unique businesses, attractions and events.
- A unique neighborhood reflecting South Salt Lake's modern and industrial heritage.
- A location close to Downtown Salt Lake and Sugar House but with different offerings and character.
- A green and welcoming pace with sustainable design features and goals.
- A safe, clean and beautiful place.

A hotspot for urban living.

- A 24-7 place to live, work, enjoy.
- A neighborhood where all your daily needs can be met within walking distance.
- A place for everyone - families, seniors, young people, singles with housing and amenities for all stages of life and incomes.
- A walkable and bikeable neighborhood connected to the entire valley
- A place with small, unique and local businesses.
- A creative place supporting art, designers, cuisine, craft and performance.
- An attraction with dining, entertainment, music, events and nightlife and changing activities for a variety of interests.
- A diversity of buildings and businesses—large and small, start-up and established.

A legacy of beautiful civic and public places.

- A well-designed environment, both in public and private spaces.
- A place with street life, human-scale and interesting design.
- An amenity-rich neighborhood with a priority on placemaking.
- A neighborhood with many different places to gather and interact.
- A place with history, character and re-purposed old buildings.
- A place with defined boundaries, entries and gateway features.
- A focal point around the S-Line as an amenity, greenway and promenade.
- An approach that enhances all living things and natural systems.

VISION PRINCIPLES, cont.

Unmatched access and mobility for all travelers:

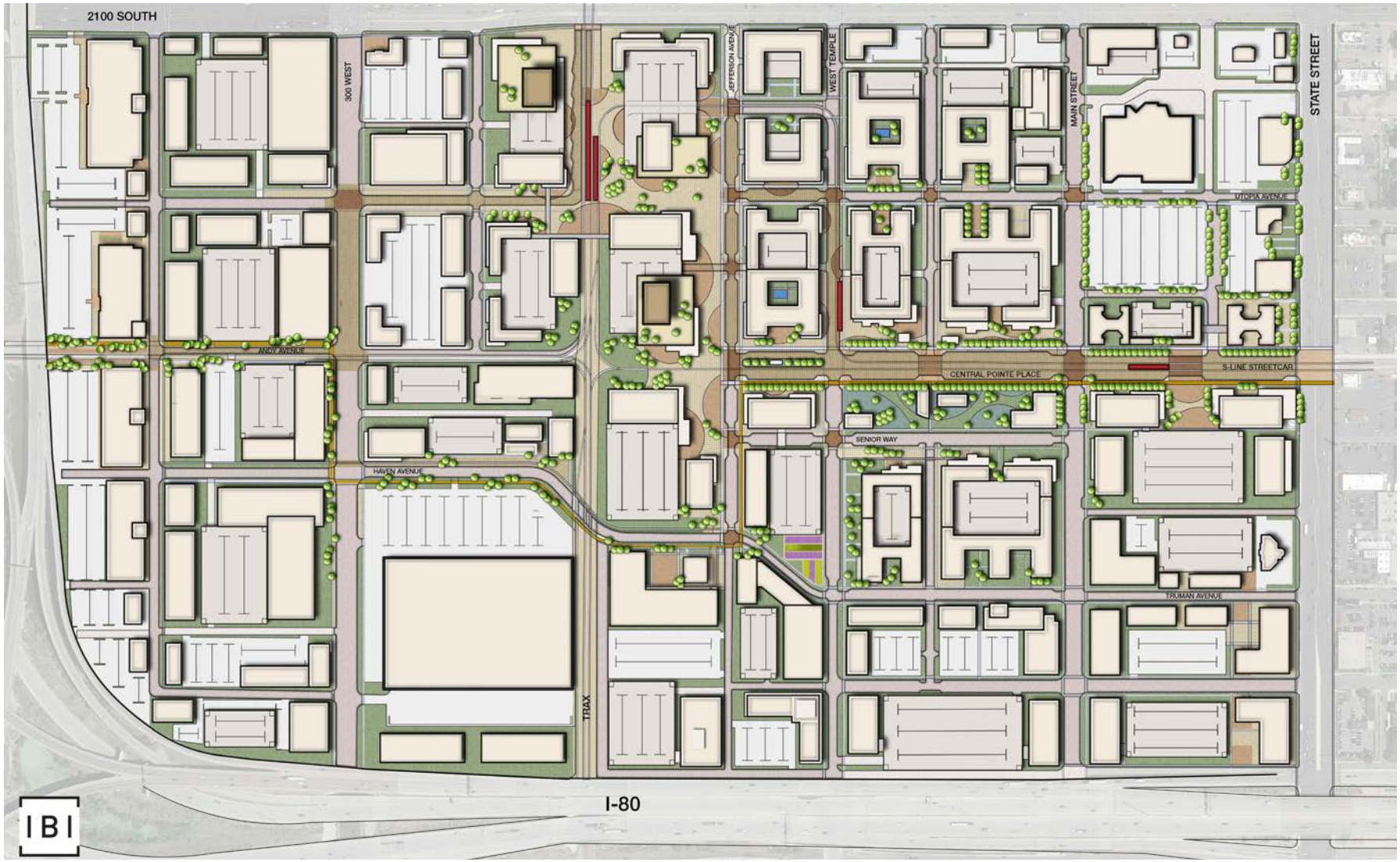
- A network of complete streets for all users.
- A walkable street grid.
- A regional hub for transit and highways.
- Updated, livable and beautiful arterial streets.
- First class bus service.
- First class bike facilities.
- Alternative transportation to reduce new vehicle miles traveled, congestion and carbon emissions as area grows.

Unprecedented and sustained economic growth.

- Attract highest and best uses.
- Attract more people to live, work and shop in South Salt Lake.
- Add value to real estate and consider the total return on investment, including property, sales and franchise taxes.
- Keep properties on the tax roles unless they are economic catalysts.
- Support a mix of price points to retain a mix of business types.
- Plan for 100-year projects for sustained growth and quality.
- Construct energy and resource conserving projects to stay competitive and progressive.

A new business landscape and job opportunities

- A regional center for innovation jobs.
- Diversify our local jobs by adding high paying and technology jobs.
- One new job for each new resident.
- Supporting business retention and expansion.
- New educational opportunities with a connection to a higher education partner.
- An innovation district, with synergy with existing creative industries.
- Partnerships with industry leaders, higher education, other municipalities and service providers.



MAP 7: DOWNTOWN MASTER PLAN

BY THE PLAN

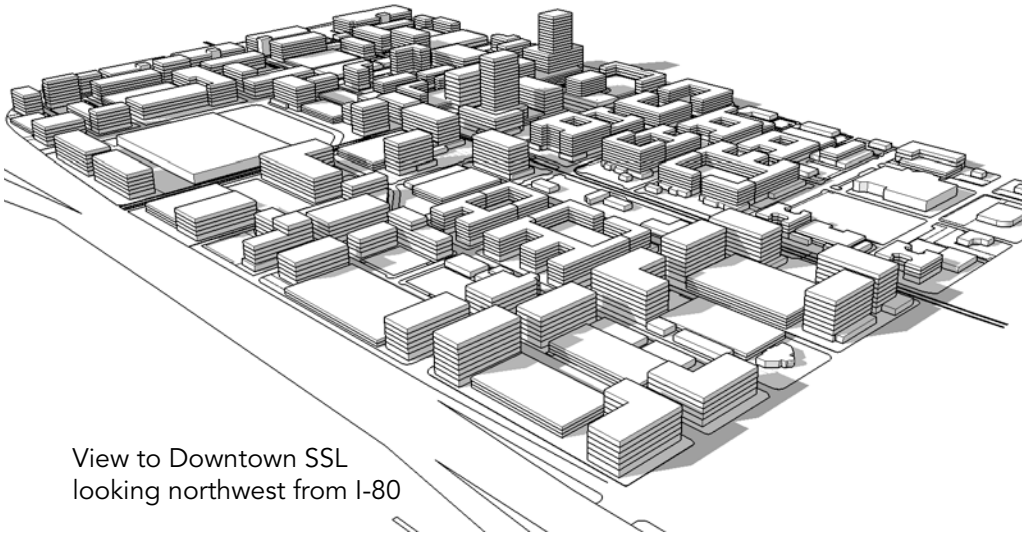
This plan intends to create a complete community downtown and economic opportunity for all of South Salt Lake. New retail, commercial, office and housing will attract more residents, more jobs, and more businesses to the neighborhood and to the city. The neighborhood is built on a walkable city grid connected to regional transit, bike routes and major interstates. Investment in all public places - including streets and streetscapes, plazas and parks, gateways, transit and trails makes this into a livable, walkable community.

This Master Plan supports the city's General Plan goals:

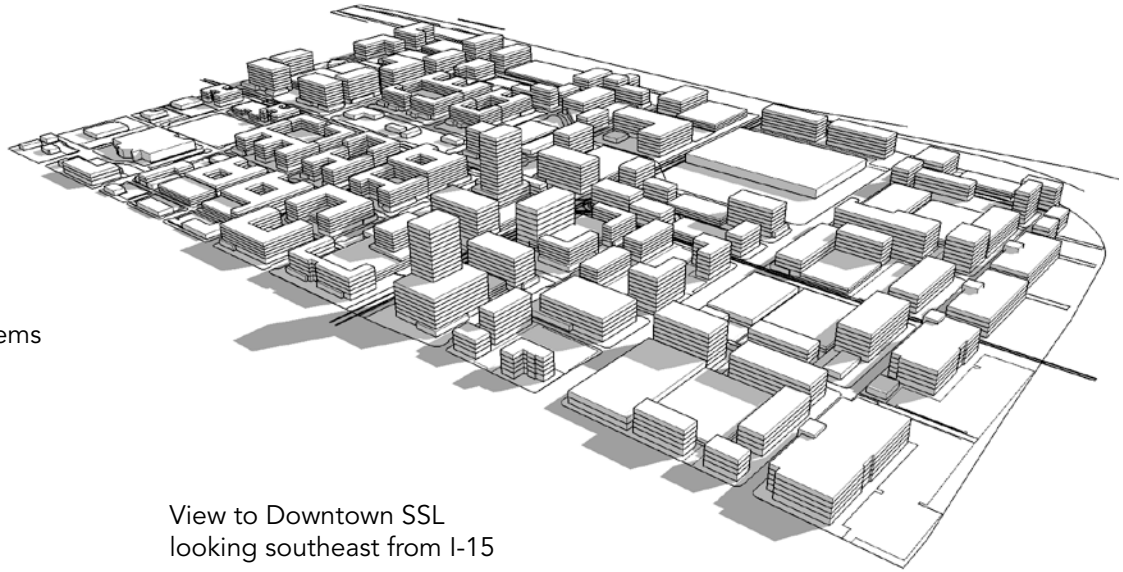
- Accommodate higher density development in transit rich areas
- Careful planning decisions because land is limited
- Work to make adverse adjacent uses more compatible. In the downtown area, the reverse of typical situations is true, we are trying to be more accommodating of new uses, not existing
- Reduce and eliminate non-conforming uses
- Install new landscaping, parking and code compliance when the land use changes
- Encourage vertical and horizontal mixed use
- Embrace cultural, social and economic diversity

This plan also supports the Wasatch Choice 2040 Regional Growth principles:

- Provide public infrastructure that is efficient and adequately maintained
- Provide regional nobility through a variety of interconnected transportation choices
- Integrate local land use with regional transportation systems
- Provide housing for people in all life stages and incomes
- Ensure public health and safety
- Enhance the regional economy
- Promote regional collaboration
- Strengthen sense of community
- Protect and enhance the environment



View to Downtown SSL
looking northwest from I-80



View to Downtown SSL
looking southeast from I-15

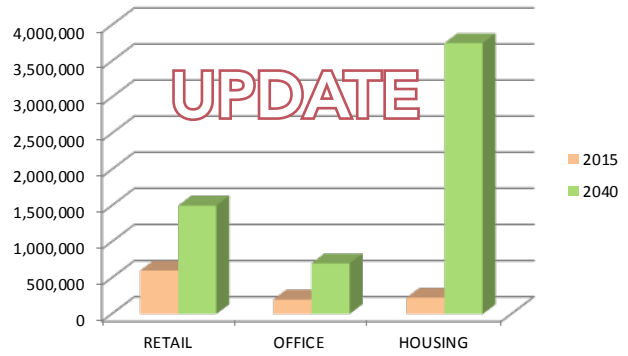
BY THE NUMBERS

The plan intends to create a complete community with a balance of retail, office, commercial and housing to attract more residents, jobs, and businesses to the neighborhood. All of these uses have a unique role and synergy with one another.

Some of this growth will replace existing businesses, so actual new construction and growth is higher than shown here.

REAL ESTATE GROWTH

type	measure	2015	2040	growth
RETAIL	square footage	insert		%
OFFICE	square footage	insert		%
HOUSING	square footage	insert		%

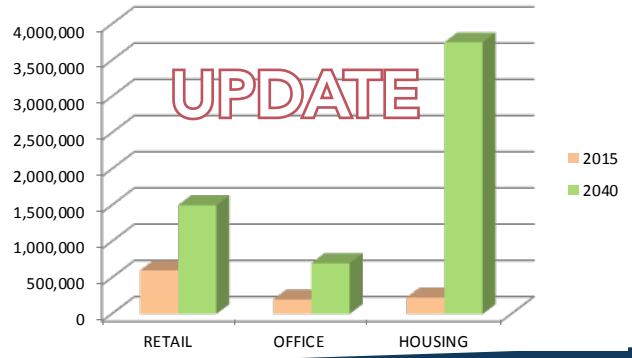


ACTIVITY

type	measure	2015	2040	growth
HOMES	units	insert		%
RESIDENTS	people	insert		%
JOBS	people	insert		%

REVENUE GROWTH

type	measure	2015	2040	growth
PROPERTY TAX	dollars (millions)	insert		%
SALES TAX		insert		%



BIG IDEAS

BIG IDEAS create the identity and purpose of this neighborhood.

What catalytic projects could change the future of this area?
What are the characteristic buildings, spaces and attractions.
What could we achieve if we stretched ourselves?
What would it look like to have authentic character?

Catalysts

Character

"The city is humanity's laboratory, where people flock to dream, create, build and rebuild"

Edward L. Glaesser

1

DESTINATION DOWNTOWN

South Salt Lake has always wanted to build a city center that people could identify as a landmark and embrace as the heart of their community. A successful city center should be a destination for:

- Jobs, education and training
- Doing business
- Residents in a variety of home types
- Shopping and personal services
- Entertainment, food and drink
- Coming together to be a part of the community
- Showcasing talent on the world's stage

A destination downtown area will have high density, mixed-use development. Ground floor commercial and retail businesses are strongly encouraged in order to keep streets lively and walkable.

A critical ingredient in this mix is "third places." These are places where people go outside their home or workplace. This includes cafes, bars, coffee shops, outdoor dining areas, parks, sidewalks, plazas and gyms. These generate the lively activity and encounters that many people seek in urban living. The S-Line Greenway is a the premier public space in the neighborhood and is intended to attract these activities. Civic buildings, including a potential community center and City Hall also support this goal.

2

CREATIVE AND CULTURAL HUB

Quite a few artists, designers, inventors, culinary and creative industries call this neighborhood home. Creative are proven catalysts for economic development and a valuable neighborhood asset. These businesses should encouraged to stay and grow. Currently, this neighborhood includes:

- Artist studios and galleries
- Arts services, including framing, welding, and supplies
- Food and beverage manufacturing (brewery, winery, specialty foods)
- Restaurants
- Live music venues
- Recording studio
- Small, local manufacturers (outdoor products, custom furniture, eye wear)
- Design services (architects, engineers, interior design)
- Construction and remodeling services (contractors, tile, flooring, appliances)

Ideas for enhancing this as a creative district are:

- Branding/marketing an arts/creative district
- Pursuing a cultural/arts center and public or private arts spaces
- Encouraging housing for artists
- Supporting working artists with artist opportunities
- Offering downtown cultural events, such as performances, art strolls and openings
- Providing events and opportunities for networking and chance encounters

3

INNOVATION CLUSTER

An innovation district is an "area where leading-edge anchor institutions and companies cluster and connect with start-ups, business incubators and accelerators. They are physically compact, transit-accessible, and technically-wired and offer mixed use housing, office and retail." *(Brookings).* This neighborhood should seek to be a home for an innovation cluster as a tool to transform our economy, education and jobs while spurring more urban development.

There are few locations in the state that offer such an opportunity for building an innovation district and for building the idea urban setting for it. South Salt Lake and Salt Lake County are exploring the possibility for an innovation district that could become a hub for digital media in Utah. This could include space for creating media art, presenting it, and incubating businesses involved in this industry. This would complement the SLCC Digital Media Center and support the work of local film and digital media ventures and non-profits.

The most important ingredients of such a district are strong partners and social connections, as well as an amenity-rich urban framework that fosters these interactions. Adding innovation to the mix in downtown South Salt Lake is just adding another layer of richness and diversity to the neighborhood, and a built-in market for what it will offer.

4

RETAIL DESTINATION

Shopping is an important part of community life and local economies. Shopping centers and streets give residents a place to gather, purchase goods and services. They also provide jobs and generate sales tax dollars for the city.

South Salt Lake has a shortage of retail businesses in its city boundaries to support all its needs. It also experiences significant "retail leakage," (local dollars being spent outside city boundaries). Also, while several large regional retail stores (such as Best Buy) bring shoppers into the neighborhood, there is little to keep shoppers exploring beyond their original destination.

South Salt Lake should aim for a wide variety of retailers to appeal to different residents and to provide a little of everything on every shopping trip. This creates a more economically diverse and sustainable destination.

Large-format retail makes sense adjacent to the high-traffic corridors of I-15 and I-80, State Street, 2100 South and 300 West. These areas may attract additional large, and regionally unique retailers.

Smaller format retail, local businesses and shops within mixed-use buildings are important complements to larger retailers and to serve downtown residents. They also help build a shopping destination and a livelier neighborhood.

5

NEW IDEAS IN OLD BUILDINGS

Old buildings are important to new economies and to new ideas. Adaptive reuse of some existing buildings in downtown will help create a more diverse and unique neighborhood.

This downtown neighborhood currently has a healthy variety of building ages, sizes, construction type and uses. Many of the most distinctive and interesting businesses here today have simply reused an old building, however modest or grand. This gives the neighborhood character, but more importantly, gives it opportunity. The investment can been made instead on individualizing the building or in the creative work that takes place inside. The low cost of entry has opened doors to highly creative industries and workers. And it welcomes a diversity of endeavors that would likely never be located in the same new building or block otherwise. Old buildings are also the greenest buildings, requiring far less energy and materials to restore than new construction.

This is a very good thing for a new downtown. In fact, it is often proven that artists and creative industries are the best starting point for neighborhood-level economic development.

Not every old building in this neighborhood will find a suitable new use or owner, and not all of them are really worthy. However, given the high cost of property here, many buildings may be given a second chance, and it is important to keep these options open.

6

REGIONAL TRANSIT HUB

Central Pointe station is key to our downtown redevelopment. It is a regionally significant station as it is the only UTA rail station with all three TRAX lines: Airport, West Valley and the North-South line and also the S-Line streetcar station. It is in a prime location, only two blocks from the intersection of I-80 and I-15 and in the "hinge" between downtown Salt Lake City and Sugar House. This should be one of the premier stations in the system, but it currently has serious shortcomings and limited access from several directions. A new *Station Area Plan* has been jointly developed as a part of this master plan with South Salt Lake, Salt Lake County, SLC, UTA, DOT and WFRC participating.

7

STATE STREET REVITALIZATION

State Street should be a welcoming front door to our city, not an uncomfortable eyesore. The *Life on State* plan pointed out key improvements, which will take both local and regional effort to achieve. These include:

- More efficient and integrated transportation
- Landscape and streetscape improvements
- Improved bus service connecting downtown Salt Lake City to Murray
- Buildings framing and facing the street to create a more urban gateway

CHARACTER

Neighborhood character is created by the buildings and the open spaces between them, the streets and sidewalks, and the overall impressions the city makes (slow or busy, clean or dirty, etc). This can also be called "placemaking."

Character is also created by the people and businesses, the marketing materials and by the things people say about the place. This can also be called "branding." Much of this is done today in very fast, short cycles and is adopted by many different people in the neighborhood to help support their own brand. There are branding and placemaking efforts already underway, and they will be supported and reinforced by public investments, private projects and through zoning and design guidelines.

Existing buildings in the downtown have a modern, industrial sensibility and contribute to the overall character of the neighborhood.

BRANDING

Branding began with inviting people to share their vision for the downtown and then crafting a plan that they want to "buy into," both literally and figuratively. Building on our vision, standards have been set for:

- Branding the City
- Branding the Downtown
- Branding the Commonwealth Arts District

Branding should reinforce a harmonious style and aesthetic for public places and furnishings. It should happen in concert with placemaking through the downtown design guidelines and through streetscape (such as the *Downtown Streetscape Handbook*).

The downtown style reflects the area's history and context. As the city was founded in 1938, this area established its character with architecture of this era. It has been shaped in decades that followed by the craftsman and industrial focus. Key ideas include: industrial, modern, streamline, manufacturing, creative, out of the box, re-tooled, non-traditional, artistic.

SOUTH SALT LAKE CITY ON THE MOVE

City on the Move
A place to make your start
A land of opportunity
Safe, Clean and Beautiful

DOWNTOWN SOUTH SALT LAKE

Livable
Diverse
Modern, Hip and Urban
City of Industry (former city slogan)
Nimble, quick, low cost

THE COMMON WEALTH DISTRICT

Collaborative
Creative
Innovative
Informal
Grassroots

PLACEMAKING

People's image of a place is strongly shaped by key urban design elements. Several things reinforce people's impressions and their wayfinding through a city (source: Kevin Lynch, *The Image of the City*). These elements should be connected and guide people on a logical and memorable route to key attractions in downtown. These include:

- Landmarks (signs, monuments and gateways)
- Nodes (plazas, commercial corners and transit stations)
- Paths (promenades, trails and shopping streets)
- Edges (barriers such as roads, train tracks)
- Districts (such as an arts block)
  (Lynch, 1960)

STREETSCAPE AND STREET LIFE

This includes the items that give character and life to city streets, including building facades and placement, street and sidewalk design, and street furnishings. These items are regulated by the *Downtown Zoning* and guided in style by the *Downtown Streetscape Handbook* and the *S-Line Design Standards.*

- Lighting, seating, bike racks, transit shelters
- Outdoor dining, shop signage, windows, and sales racks
- Stoops, porches and balconies
- Signage and information kiosks
- Public art
- Landscaping and street trees

PUBLIC PLACES

Public places can shape people's impressions as they travel through them or spend time in them, absorbing the atmosphere. Activity in the spaces is key, and should be programmed with both publicly and privately-sponsored events.

- Parks, plazas, open spaces and S-Line greenway
- Outdoor stages, galleries and performance spaces
- Temporary plazas, parklets, and food truck courts

Branding through style and design of public places and features.

Part of placemaking is shaping spaces to reflect the spirit of the place - attitude, interest, energy.

GATEWAYS

Memorable gateways create an identity and image for downtown. They also create anticipation of something exciting happening in downtown while giving people a landmark to look for when locating the area.

They should be created at key intersections and vantage points. Art, signage, open space, landscape can be incorporated into gateways.

SIGNAGE

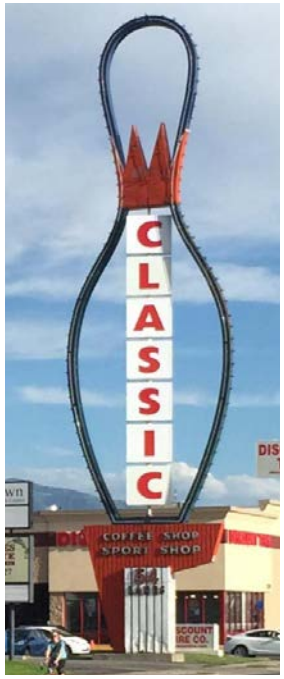
Signage reinforces a neighborhood's identity while also helping direct people to important landmarks, shopping and parking lots.

- Wayfinding signs
- Street Signs
- Environmental graphics
- Banners and flags

PUBLIC ART

Public art can become an icon for the neighborhood, as well as a destination of its own. Landscape can also be treated as a work of art or design to achieve this.

- Murals
- Sculpture
- Architecture
- Landscape art



Iconic signage, banners and large-scale environmental graphics can build anticipation for the experience of downtown.

BUILDING BLOCKS

Living, Working, Enjoying, and Mobility and Access are the **BUILDING BLOCKS** of a downtown and drivers of 24-7 activity.

What are the elements of a great place to live and work?

What kinds of places and spaces recharge peoples spirits?

What access needs to be provided and with what modes of travel?

Framework

Living, Working and Enjoying

Mobility and Access

"Cities have the capability of providing something for everybody, only because, and only when, they are created by everybody"

Jane Jacobs

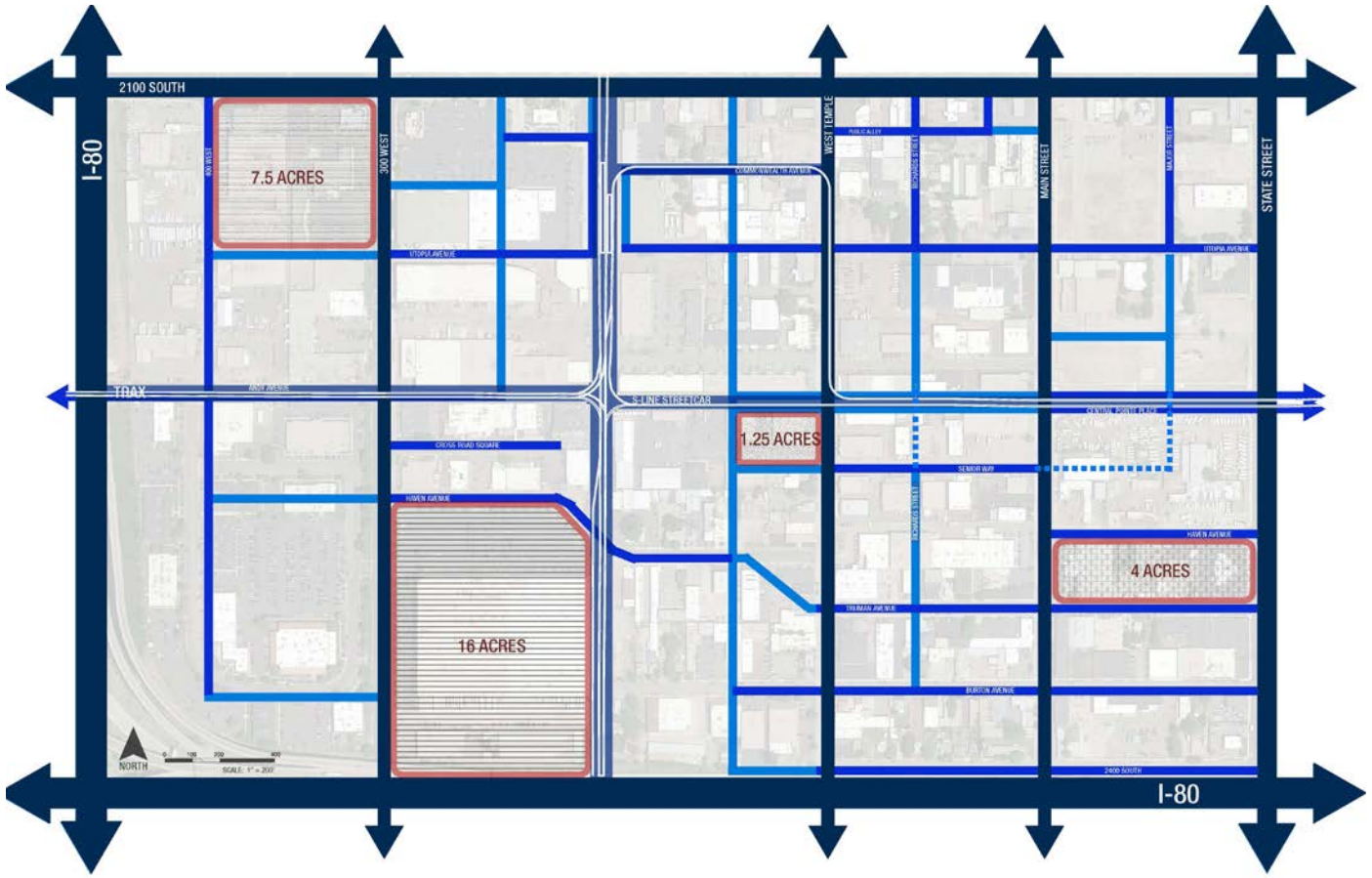
STREETS AND BLOCKS

The street grid is the foundation of urban form. Block size is a key determiner of a city's walkability (smaller is better). It also shapes the economy as streets create frontage for storefronts and public space. The proposed street grid is better connected and more refined. This plan breaks down larger blocks where possible for a finer-grain grid often found in walkable downtowns *(see block size comparison in Appendix)*.

The South Salt Lake Downtown is approximately 210 acres, or 16 Utah city blocks. It is comparable to Downtown Salt Lake City from South Temple to 400 South from Main St. to 300 West. There is room not only for a true urban core, but also a mix of support uses from retail to adaptive reuse.

Downtown needs a grid of "complete streets" that support walking, biking, and vehicles. As streets are the largest source of public space in the city, they should also serve as a place for people to meet, relax, celebrate and exercise. This can happen on sidewalks, corners, setbacks, bike lanes and in the street itself when they are closed for special occasions and events.

The street grid also provides short-term, on-street parking. This reduces the amount of expensive off-street parking and creates a comfortable buffer between traffic and sidewalk users.



MAP 8: FRAMEWORK - STREETS AND BLOCKS

LAND USE OPPORTUNITY

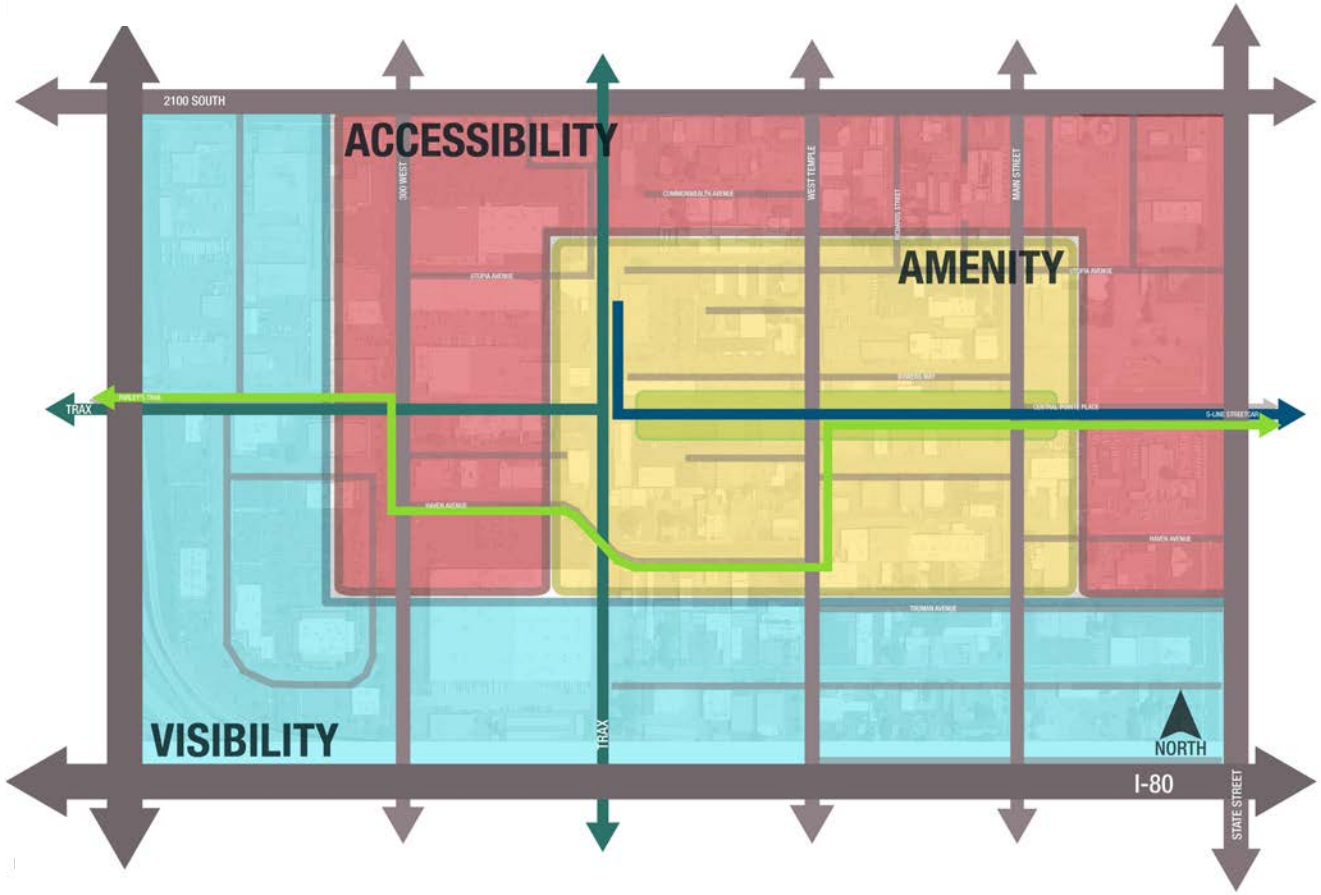
Every land use has an ideal placement, based on three key factors: access, visibility and amenities. These three influences shape which land use is best suited to different areas of this large downtown district.

Commercial and retail business are attracted to locations with:

- high access and visibility
- proximity to transit
- proximity to highways and large arterials
- walking and biking access
- adjacency to other businesses
- easy to assemble parcels
- parking

Housing is ideally located in areas with:

- proximity to amenities, including parks, public spaces, neighborhood services and shopping
- lower access and visibility (offering greater privacy and less traffic)
- proximity to transit
- greater distance from highways and large arterials
- a variety of parcel size for a mix of housing types
- walkable streets and blocks



MAP 9: FRAMEWORK - LAND USE OPPORTUNITY

LAND USE MIX

Vibrant downtowns have a good balance of uses to ensure they are lively all day long, and that each use supports the others. There are enough residents to support the businesses and enough places to shop and go out that residents can meet all their daily needs close to home, and ideally, walk to them all. There are also numerous opportunities for interaction between people—a big draw to a downtown neighborhood.

This master plan promotes a mixed use neighborhood—sometimes within the same buildings, other times on the same block. This plan favors uses with high number of trips and those that depend on transit in the core areas. It also supports a wide variety of uses for diverse revenue streams.

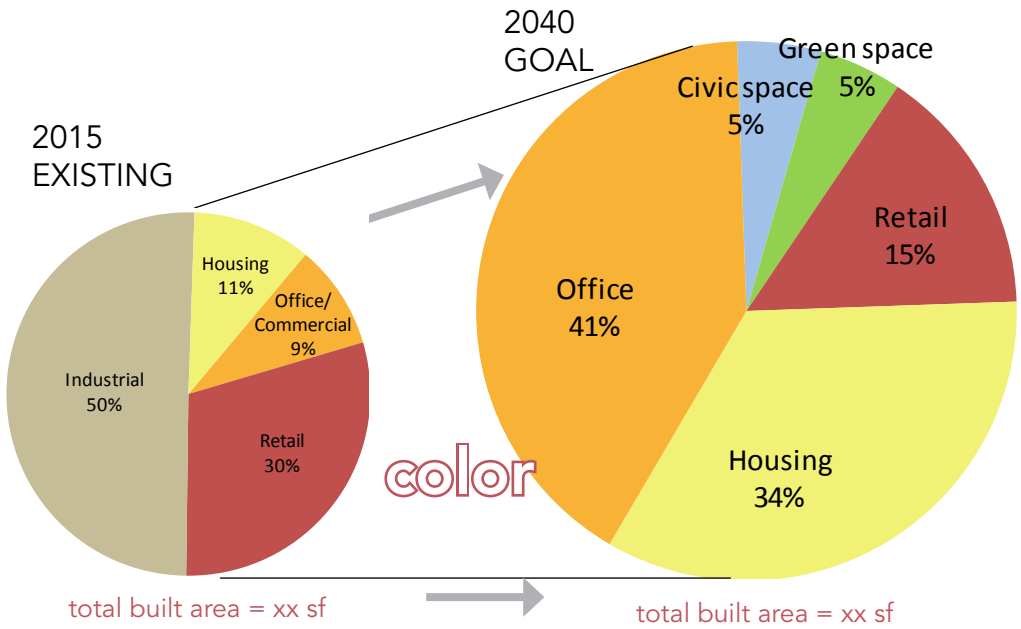
Neighborhoods that are walkable, vibrant and successful have fairly consistent proportions of each land use—typically 60% residential, 30% commercial and 10% open space/civic uses.[1] *(Ewing, 2013)* This plan sets a similar goal for the transit-oriented, urban core. The perimeter areas of the downtown have high access and visibility, creating a largely commercial district for approximately half of the downtown area.

This balance tips the overall land use proportions toward commercial, but still preserves the walkability focus in the station areas.

[1] *This considers buildable area only, not parking, streets and rail.*

GROWTH AND CHANGE

As the neighborhood changes, the total amount of every use grows because it is growing denser. The pie is growing while at the same time, each piece of the pie is changing in size. In the case of retail, while the proportion of the total land area shrinks, the overall amount of retail rises, but is just outpaced by residential and office uses, which are an important source of customers.



(NOT TO SCALE)

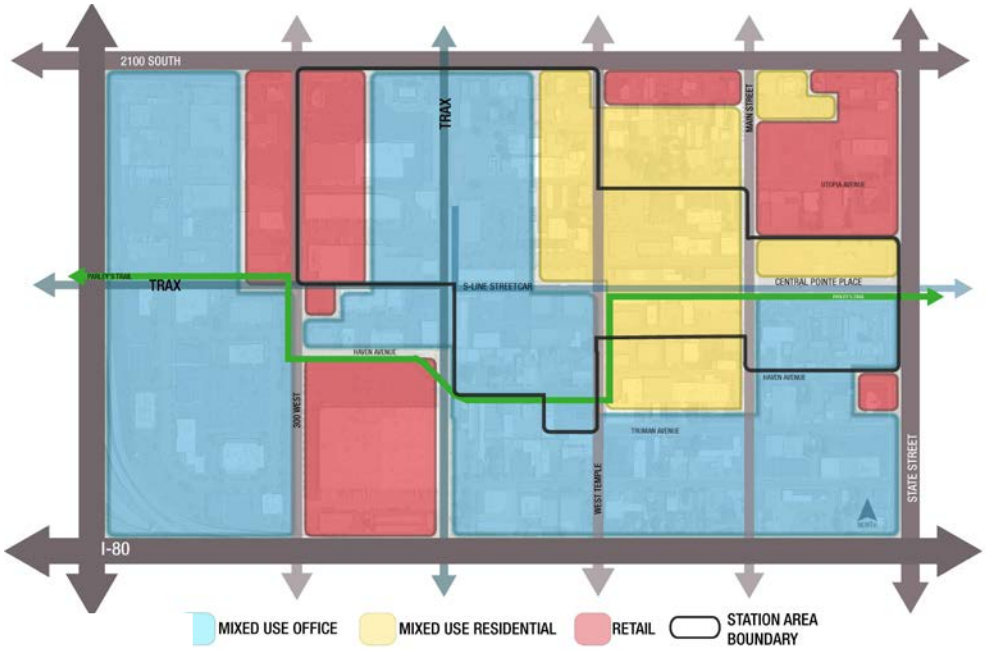
BUILDING BLOCKS
Framework

color	type	typical height (stories)	building square footage	acreage with parking	% of total area	goal/ ideal
	Residential (mixed use)	4	insert		insert %	40%
	Retail (large format)	1	insert		insert %	
	Retail (small and mixed use)	1-2	insert		insert %	15%
	Craftsman Industrial (reuse)	1-2	insert		insert %	
	Office (mixed use)	5-8	insert		insert %	35%
	Civic and Public	1-4	insert		insert %	5%
	Green Space	n/a	insert		insert %	5%
					100%	100%

UPDATE

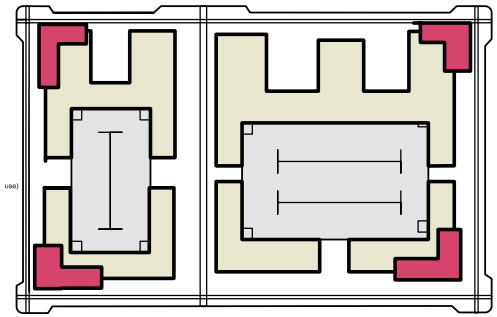
plus streets = xx acres = xx% of land area

(These percentages consider buildable land only and do not include parking, streets and infrastructure.)



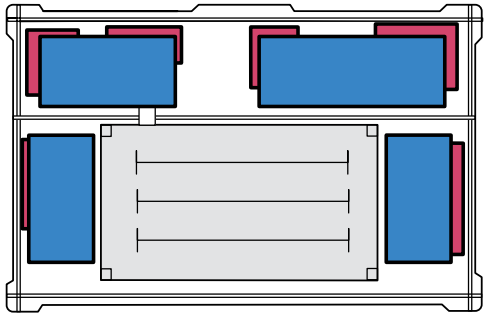
MAP 10: LAND USE MIX

1 TYPICAL RESIDENTIAL MIXED USE BLOCK		(per acre)
Retail	(1 story)	2,700 sf
Residential	(5 stories)	79,000 sf
Parking	(3 stories, 104 spaces)	36,000 sf
Total Development		**117,700 sf**



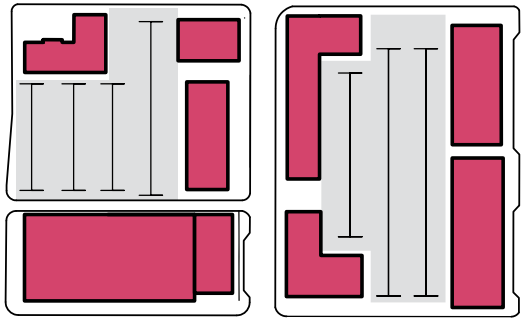
6.5 acre block

2 TYPICAL OFFICE MIXED USE BLOCK		(per acre)
Retail	(1 story)	5,250 sf
Office	(5 stories)	52.000 sf
Parking	(3 stories, 180 spaces)	63,000 sf
Total Development		**120,200 sf**



6.5 acre block

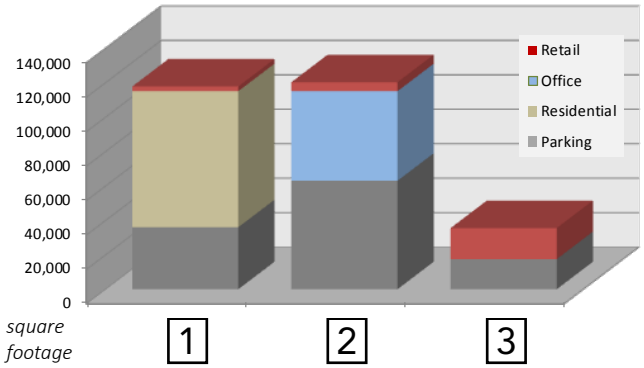
3 TYPICAL RETAIL BLOCK		(per acre)
Retail	(1 story)	18,000 sf
Parking	(surface, 40 spaces)	17,500 sf
Total Development		**35,500 sf**



7 acre block

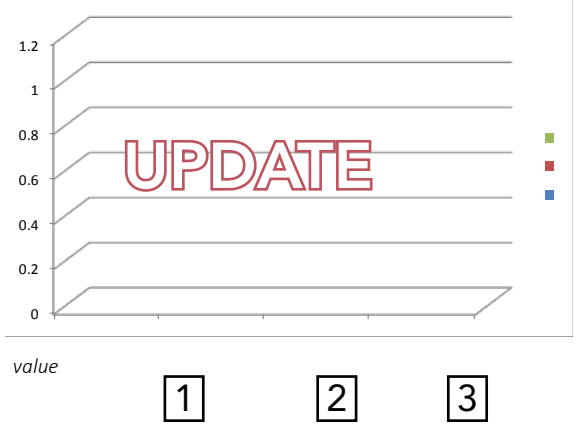
LAND USE

This analysis shows area used by different land uses for a typical block in each scenario.



LAND VALUE

This analysis shows the value generated annually for each scenario. This includes property tax, sales tax, and other taxes.



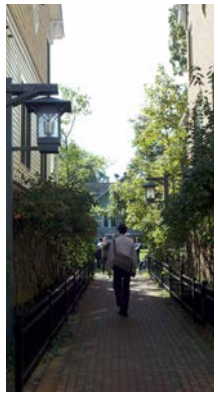
URBAN FORM & DESIGN

This plan will rise to reality through thoughtful design and quality construction. Good urban design principles are the foundation of the downtown zoning, which will be a "form-based code." This emphasizes the design of buildings, streets and open space over any other considerations. It is very focused on how buildings (and thus its users) interface with the street. It allows flexibility to owners and developers to build what they want, when the market is right for it, while moving toward an overall harmonious design.

Research has shown that good urban design does result in vibrant, walkable neighborhoods that create value. Essential features of these neighborhoods include:

- Medium to high densities
- Fine-grained mix of land uses
- Short-to-medium length blocks
- Transit routes every half mile or closer
- Two to four lane streets (with rare exceptions)
- Continuous sidewalks, appropriately scaled
- Safe, controlled pedestrian crossings
- Appropriate buffering from traffic
- Street-oriented buildings
- Comfortable and safe places to wait

(Ewing, 2009)



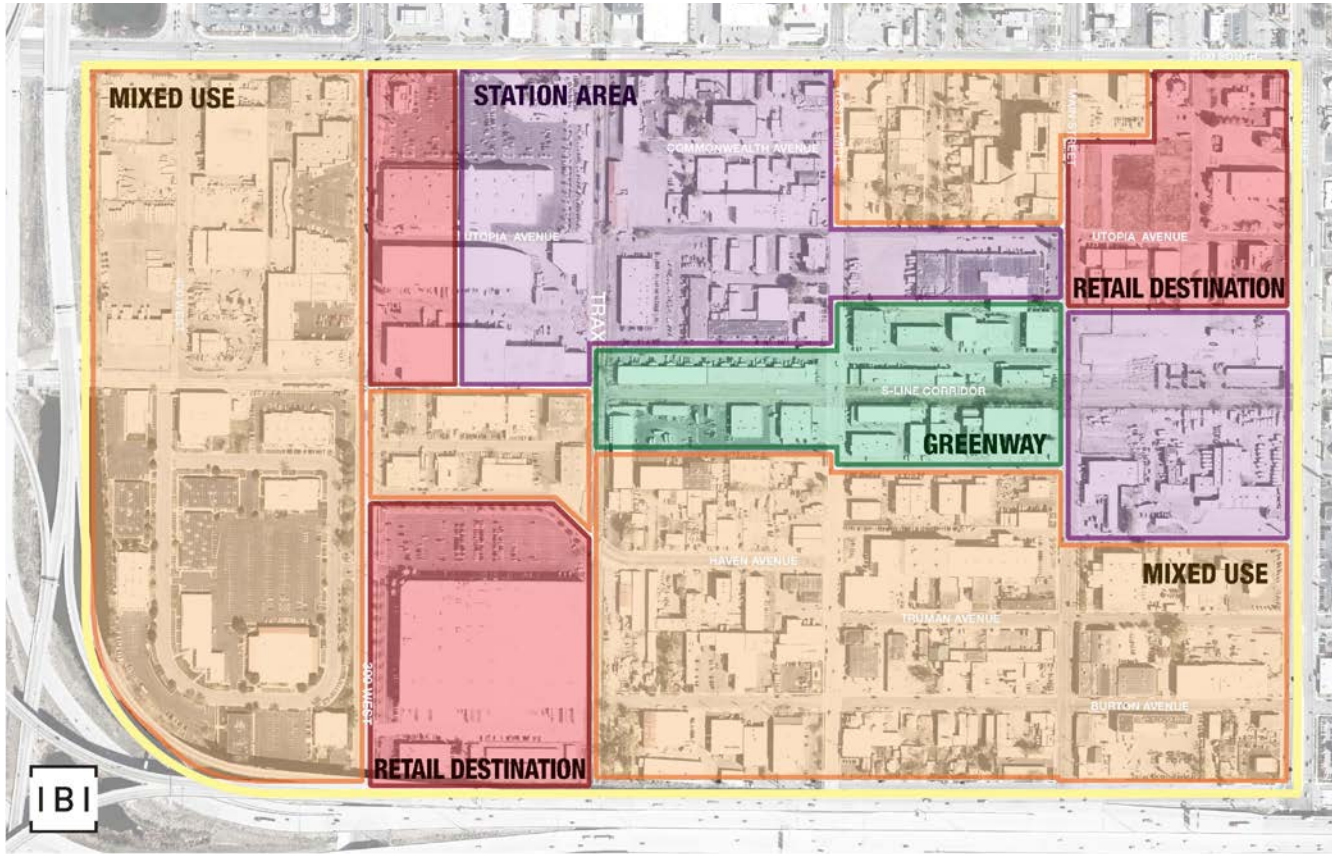
Human-scaled buildings that face the street, have interesting facades and pedestrian amenities add up to high-quality urban form.

DISTRICTS

This framework shows the most desirable and likely layout of future land uses. This is based on site constraints and opportunities, existing uses, and planned future infrastructure. It also relies on a network of new streets and open spaces to bring the downtown together.

Because this area is rich in both transit and major highways and arterials, there is a market for both transit-oriented development and auto-supported development. This plan tries to optimize and balance both. It allows more autos and single-purpose uses on the perimeter, and more walkable, transit-oriented and mixed-use development at the core.

At the core of the downtown, surrounding the two transit stations, is the Station District. The S-Line greenway an important spine connecting between the transit stations, . The Greenway District connects the two stations along the S-Line to create a pedestrian and shopping promenade with more green space and civic attractions. It is a clear connection to neighborhoods to the east, extending all the way to Sugar House. Surrounding these areas is a more general Mixed-Use District, which supports a wide variety of uses in various patterns and the Retail Destination District, which has the most flexibility for auto-oriented retail.



MAP 11: DOWNTOWN DISTRICTS

BUILDING BLOCKS

Framework

Station District

A regionally significant transit-oriented development.

A destination encompassing the two transit stations and the connection between them a Emphasis on:

- Jobs and economic development
- Transit-oriented uses and regional economic development opportunities
- High-density vertical mixed use with main floor commercial/retail
- Public parking structures, shared parking strategies and parking enforcement
- Possible Redevelopment Agency participation in public parking, public spaces, and storefronts

Greenway District

A social, civic and green heart of downtown.

A destination "promenade" linking downtown to residential neighborhoods and Sugar House via the S-Line greenway. Emphasis on:

- Shopping, dining, open space and lifestyle amenities
- Clear connections between the two transit stations
- S-Line greenway with public places and green spaces
- Medium-density vertical mixed use with main floor commercial/retail
- Shared parking strategies and parking enforcement
- Possible Redevelopment Agency participation in public parking, public spaces, and storefronts

Mixed Use District

A place to live, work, shop and conduct business.

A landmark city center that welcomes workers, shoppers and civic life and establishes a new destination on State Street. Housing and offices are encouraged. Emphasis on:

- Housing as well as sustaining and creating jobs
- Mix of retail and services
- Cultural and civic attractions
- Innovation district uses and start-up businesses
- Low to medium density with both horizontal mixed use (single use buildings, side by side) and vertical mixed use
- Adaptive reuse of buildings
- Private parking structures serving individual develop-ments

Retail Destination

A place to stop, shop and mingle.

A regional destination that makes the most of its location, visibility and access to attract businesses and shoppers. Large and small format retail intermingle to create an interesting, diverse, economically sustainable mix. Emphasis on:

- Retail mix of large and small formats, serving local and regional needs
- Shared parking strategies where feasible
- Temporary uses and events in parking areas
- New and better auto and pedestrian access into retail blocks
- Surface or structured parking

LIVING

People living in downtown create 24-hour activity, support shops and restaurants and build community. Housing choice is key to building a complete, diverse neighborhood.

CITY-WIDE HOUSING GOALS

- Establish a stable, diverse residential population.
- Offer "housing for all;" choices for people of many life stages and circumstances.
- Improve quality of housing stock and desirability of neighborhoods.
- Improve quality of construction and design
- Build amenities that make more livable neighborhoods.
- Increase home ownership rates
- Reduce/eliminate abandoned houses
- Seek a mix of for-rent and owner-occupied

DOWNTOWN HOUSING OPPORTUNITIES

- Transit-oriented development areas are the best location for housing to support a diversity of incomes, needs, abilities.
- Residents can live within walking distance of all their daily needs (health, groceries, community centers, education),
- More people can live close to new and existing jobs. South Salt Lake currently has more jobs than residents.
- Transit makes it possible to have a higher density land uses here, generating higher property values per acre.
- Multiple transportation options can cut overall cost of living.
- Increasing the city's resident population can:
    - Increase financial base for infrastructure and amenities
    - Increase the proportion of sales tax revenue distributed to the city
    - Attract more retailers and employers
    - Absorb population growth and create a more sustainable development pattern regionally

Townhomes

Condominiums

Apartments

Central Pointe Condos

DOWNTOWN HOUSING GOALS

1. Build high-quality housing
    - Set standards for interesting, human-scaled design
    - Ensure amenities are included in every project
    - Ensure adequate, secure parking for cars and bikes
    - Help transition existing, isolated single-family homes into more compatible uses.

2. Support housing for all
    - Support a broad range of housing types and styles
    - Encourage housing for different circumstances: families, singles, seniors, young people/students, workforce
    - Meet goals in the moderate income housing plan
    - Support accessibility, visitability and aging in place
    - Encourage a mix of rental and owner-occupied units

3. Make the most of this neighborhood's assets
    - Allow higher residential densities near transit
    - Improve sustainability and affordability
    - Design to encourage walking, biking, and transit use

4. Build a livable downtown
    - Build the public amenities and places that attract residents
    - Design attractions of a diversity of interests: parks, playgrounds, community centers, open spaces, trails, etc.
    - Attract local shopping, restaurants and services that provide for daily needs
    - Support walkability and bikability
    - Improve public safety with CPTED (Crime Prevention through Environmental Design and 24-7 activities.
    - Build a greener, cleaner, more natural urban area

BUILDING BLOCKS
Working in Downtown

WORKING

The downtown is a critical addition to economic sustainability in South Salt Lake. Only an urban center can offer this many different jobs, business and investment opportunities.

CITY-WIDE BUSINESS GOALS

- Increase the number of jobs and attract higher-paid industries
- Increase the percentage of occupied properties to increase tax revenue
- Increase retail sales and reduce retail leakage (shopping outside city boundaries)
- Market and display products "Made in SSL"

DOWNTOWN BUSINESS OPPORTUNITIES

- Downtown South Salt Lake can create a new, iconic images that will reflect on the entire city's reputation.
- Downtown has immediate access and visibility from I-80 and I-15 and land close to downtown, airport and transit.
- Transit is a strong attraction for employers, start-up businesses, and younger generations.
- Compact mixed-use development often generates significantly more tax revenue per acre than current conditions.
- Daytime users and employees shopping close to their workplace add to a business's customer base
- The variety of small, older and affordable properties are valuable for start businesses and transitional strategies.
- Construction in downtown is a job generator and economic development benefit.
- The culture of building and making things in this area can be redirected at a new market and at a different scale.
- There are many successful existing businesses that can expand and anchor new endeavors.
- Respect property owners rights, desires, and contributions and support relocation within the city when possible.
- Look for places for "intentional development" where the city can be a partner in helping a business start small and build a bigger place over time.

Jobs

Shopping

Construction

Attractions

DOWNTOWN BUSINESS GOALS:

1. Facilitate new job generation, particularly in sectors with low representation in South Salt Lake
   - Aim for 80 employees per acre in station areas and 40 employees per acre in other areas *(Ewing)*
   - Attract large corporate office tenants/developers
   - Increase the knowledge and service economy
   - Encourage entrepreneurs and business incubators/accelerators
   - Create an innovation cluster around film and digital media
   - Preserve small businesses, especially artistic, craftsman and small manufacturing
   - Help build people's skills to match available jobs.

2. Give people a place and a reason to spend money here
   - Capture destination retail traffic.
   - Establish an "experience" shopping destination.
   - Attract restaurants, entertainment and nightlife.
   - Add stores with daily goods such as groceries, household items, and clothing to reduce retail leakage in these sectors.
   - Add stores with convenience goods and services for residents.

3. Harness the power of businesses to enliven streets.
   - Retail frontage to activate streets and public space.
   - "Third place" businesses (cafes, nightlife, bookstores)
   - Improve the appearance of existing buildings.
   - Focus employment around transit stations
   - Add government services and office, possibly a city hall

5. Take advantage of market cycles.
   - Stick to the plan and be patient to take advantage of cycles for office, housing, commercial development.
   - Replace large-format retail and surface parking with higher density and value uses in the future.

ENJOYING DOWNTOWN

Recreation, socializing, pastimes and relaxing are important to both personal lives as well as the life of a city. They are catalysts for development, networking and building community.

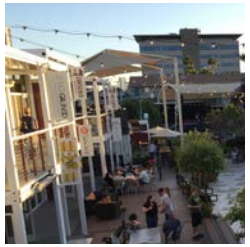
CITY WIDE GOALS

- Create a "heart" of the city, where people can identify with South Salt Lake.
- Create regional destinations and attractions that give people a reason to spend their leisure time in South Salt Lake
- Foster walking and bicycling, proven strategies to improve community happiness and health
- Utilize open spaces as green infrastructure to mitigate commercial impacts of redevelopment.
- Everyone lives within walking distance (1/4 mile) of a park.

DOWNTOWN OPPORTUNITIES

- Downtown can address the shortage of parks north of I-80
- The creative district and arts destinations are growing and gaining patrons.
- Public streets can be temporary open space for events
- Events and programs can invite new people into the neighborhood and change people's first impressions.
- Temporary and transitional uses are low-cost way to engage people in their neighborhood and start giving it an identity.
- The S-Line Greenway and Parley's Trail are magnets for activity.
- Open space can attract new residential development adjacent to it.
- The neighborhood reputation and image as a creative, artistic district can be a catalyst for new uses.
- Public art and design can be used for placemaking and creating a new identity.
- Existing businesses have potential to expand or relocate as catalysts for new development.

Parks



Streets as outdoor rooms

Third-places

Transitional uses

DOWNTOWN GOALS:

1. Build public and civic spaces to support urban life, and to complement and catalyze revenue-generating destinations
   - Parks, green space, trails and the S-Line greenway
   - Transit stations
   - Plazas
   - Community center (afterschool programs, preschool, arts)
   - Library / media center
   - Education user, such as a high school or college
   - Recreation center or field house
   - City Hall or government service offices

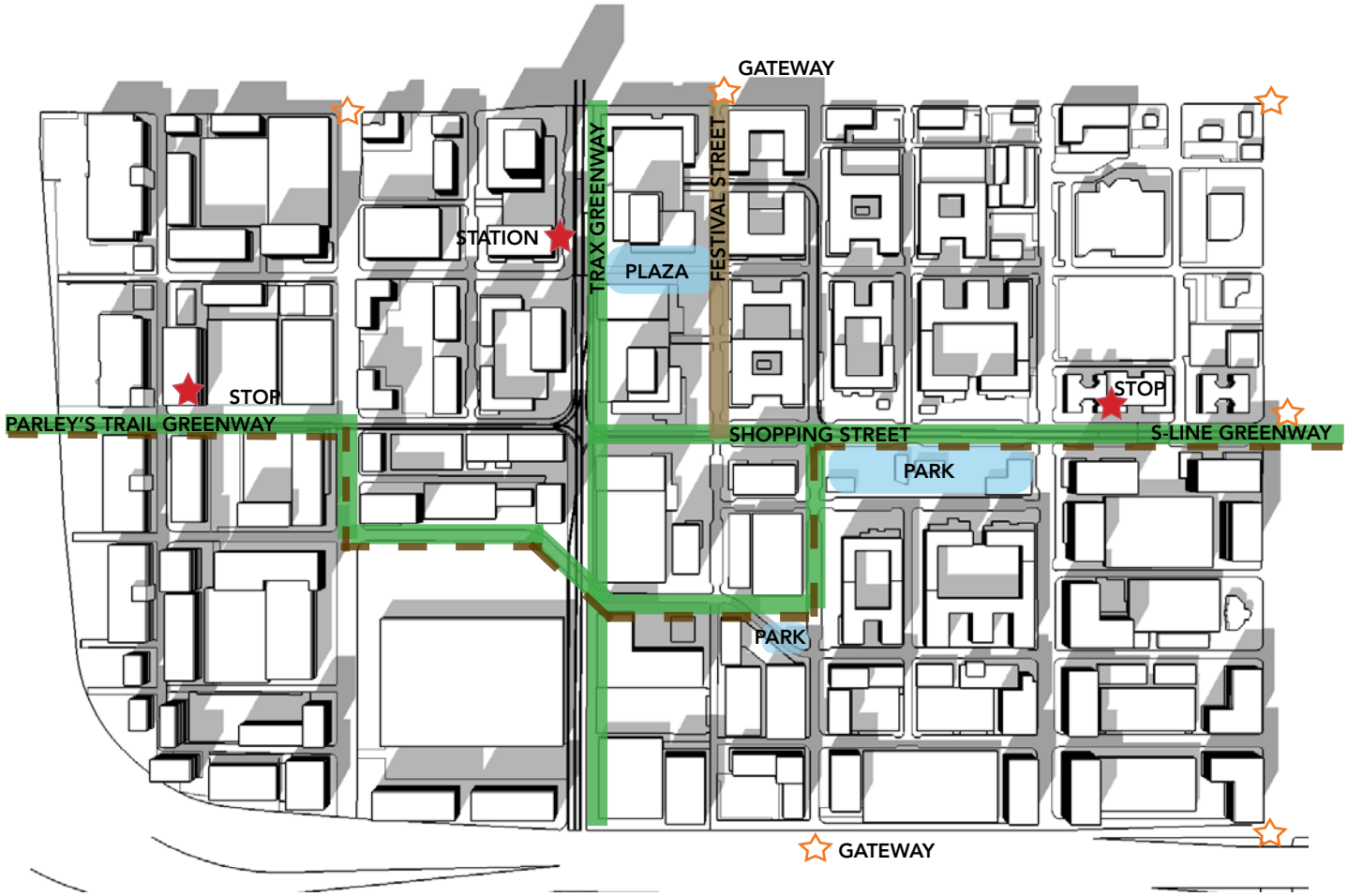
2. Build streets as outdoor rooms that welcome people
   - Streets for strolling, biking and exercise
   - Attractive places to sit, stop, gather and play
   - Street furnishings, plants, public art and wayfinding
   - Streets as a stage for farmer's market, festivals
   - Temporary closures for Open Streets, Ciclovia, etc.

3. Build and encourage arts spaces and places to create
   - Support branding the neighborhood as the Commonwealth District
   - Music venues, galleries performance theatre
   - Art spaces, such as a rehearsal studio and art studios

4. Support the development of "third places;" businesses that play an integral part in daily life
   - Restaurants, bars, coffee shops, cafes and bakeries
   - Hotels, churches, and clubs

5. Support transitional uses that build immediate excitement
   - Tactical urbanism projects, such as temporary plazas
   - Pop-up restaurants, temporary retail and food truck parks
   - Community gardens and parklets

BUILDING BLOCKS
Enjoying Downtown



MAP 12: DOWNTOWN AMENITIES

ENJOYING DOWNTOWN

This downtown will be a memorable, exciting place because of interesting amenities and an attractive appearance. These placemaking elements are essential to building a livable downtown, and creating a memorable experience.

Elements that build a "sense of place" in the downtown include:

- Plazas
- Parks and open space
- S-Line and TRAX greenways
- Parley's Trail
- Gateways
- Shopping streets
- Arts District
- Festival street

Parks and open space improve property values, catalyze redevelopment, and promote the downtown identity and brand. Key items that attract people are water, sun/shade and seating.

ACCESS AND MOBILITY

Transportation mobility and access are hallmarks of South Salt Lake as a "City on the Move." The many ways people and goods arrive at and move through downtown is critical to its success.

CITY WIDE GOALS

- Build safe, walkable neighborhoods.
- Build complete streets that serve cars, transit, bikes and pedestrians.
- Create memorable corridors through the city.
- Create gateways that improve the city's image.
- Break down blocks with roads and pedestrian ways for additional frontage and redevelopment opportunities.
- Support all transportation modes to make urban living more affordable and convenient.
- Maximize transit use and access and build new ridership.
- Design streets to also control stormwater, use trees to shade pavement and cleanse air, and increase walking.

DOWNTOWN OPPORTUNITIES

- Central Pointe is a regional hub—the only UTA light rail station to serve all three TRAX lines and the S-Line streetcar.
- The *Station Area Plan* outlines ways to maximize transit investment and usage.
- 2100 South is a major connector and gateway to the city.
- State Street is a historic link through the state and gateway to the city.
- I-80 and I-15 are the crossroads of the west.
- The street grid and hierarchy (high versus low traffic volume and speeds) creates opportunity for diverse land uses.
- Use parking strategies that minimize its footprint, and maximize its utilization to preserve land for higher-value uses.
- Traffic calming such as curb extensions, raised crosswalks, tight corner radii, street trees, narrow lanes, short blocks and bulbouts can make a more walkable neighborhood.

Parley's Trail

Bike Share

Pedestrian experience

Transit experience

DOWNTOWN ACCESS AND MOBILITY GOALS:

1. Complete the urban street grid
   - Maximize efficiency of existing roadways and the grid
   - Maintain and extend the street grid, even in parking lots
   - Improve and increase rail crossing points
   - Create new east-west connections through downtown.

2. Improve walking and biking
   - Complete Parley's Trail and
   - Connect to regional bike routes
   - Build a bike/pedestrian route to Central Pointe Station
   - Build bike facilities that are appealing for many different users and skill levels
   - Improve the pedestrian network and infill missing sidewalks

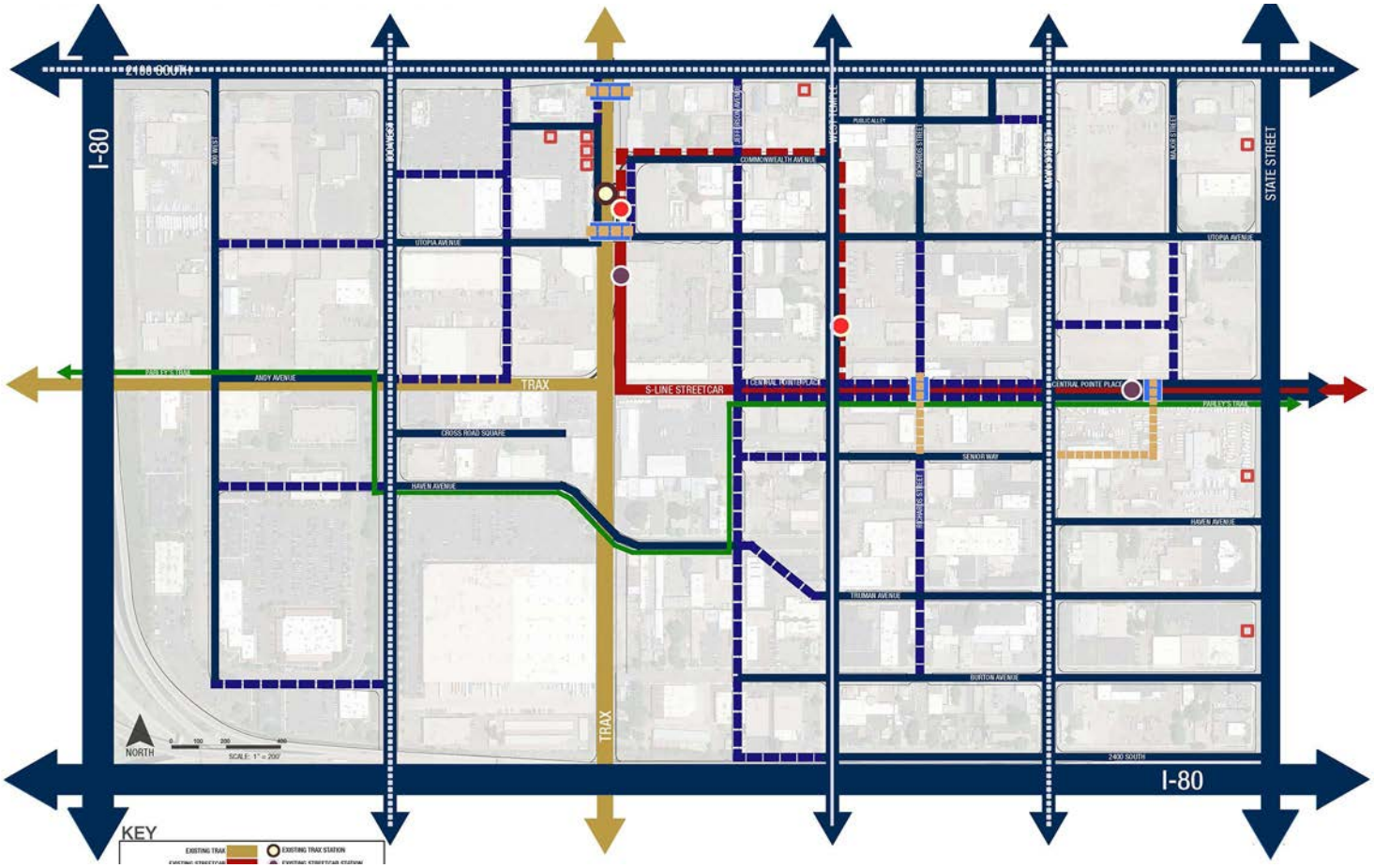
3. Improve the transit rider experience and increase ridership
   - Improve transit access with first-last mile solutions
   - Improve access to Central Pointe Station and build a true transit plaza/station.
   - Consider the extension of streetcar, double track and/or interlining with other light-rail lines
   - Improve the comfort and appearance of transit stops

4. Improve 2100 South and State Street
   - Create a coordinated vision for 2100 South
   - Implement ***Life on State*** vision and principles
   - Improve safety and efficiency of the I-80/State Street interchange with a solution that minimizes impacts and integrates with the existing grid
   - Study Bus Rapid Transit or express bus service on State St.
   - Improve the pedestrian experience
   - Improve traffic flow and safety with access management

5. Optimize parking while minimizing its impacts
   - Flexible requirements for market-driven private parking
   - Publicly own and manage shared/on-street parking

BUILDING BLOCKS

Access and Mobility



MAP 13: ACCESS AND MOBILITY

EXISTING TRAX
EXISTING STREETCAR
PROPOSED STREETCAR
EXISTING STREET
PROPOSED STREET
PEDESTRIAN MID-BLOCK CIRCULATION
EXISTING BIKE FACILITY
PROPOSED BIKE FACILITY
EXISTING TRAX STATION
EXISTING STREETCAR STATION
PROPOSED STREETCAR STATION
EXISTING BUS STOP
PEDESTRIAN MID-BLOCK CROSSIN

ACCESS AND MOBILITY

This plan promotes complete streets, active transportation and fist-last mile solutions.
This analysis is expanded on in the 2015 *Station Area Master Plan*

Access and mobility can be improved in downtown with:

- better connected streets
- additions to the street grid
- more east-west routes
- completing the Parley's Trail
- continuing key bike routes
- completion of the streetcar loop/double track
- potential additional streetcar and TRAX stops
- improved stations/stops for both bus and train

COMPLETE STREETS

Streets are one of South Salt Lake's largest public assets, making up up about 30% of downtown's area. Street funding comes from federal, state and local taxes to which everyone contributes, and from which all should benefit regardless of their transportation choices.

The complete streets approach is a change in the way we think about our streets. Complete streets include the space between building faces and from tree height to underground utilities. These assets can be built and maintained better serve the community and to achieve South Salt Lake's vision for downtown. They should:

- Preserve our unique heritage and character
- Display city pride and image
- Create memorable gateways and corridors
- Support users of all modes and abilities
- Promote active transportation options
- Be safe
- Ensure continuity of infrastructure city wide
- Be beautiful, comfortable and interesting
- Be planned and maintained in a sustainable, responsible manner

FIRST AND LAST MILE

Transit trips usually involve some form of multimodal connection as riders to get to and from their origin and final destination. The "first and last mile problem" describes the barriers people face getting to and from the transit station as they make their trip.

Downtown is rich in transit, but has many barriers to riding transit. *Downtown Station Area Plan* includes ideas for the downtown neighborhood between Central Pointe TRAX Station and the SSL City Center streetcar station:

- Pedestrian and bike access to transit
- Kiss & Ride and Park & Ride
- Bus routing and transfers
- Better vehicle connections between the stations and through downtown
- Streetcar and TRAX expansion and potential new routes

These recommendations aim to maximize the investment of transit, increase ridership, boost property values and drive economic development.

PARKING

Parking is a big challenge in urban areas and a tremendous cost to both residents and businesses. Parking generates little income or property tax revenue. It also creates barriers and urban heat islands and has low visual appeal. Still, parking is a necessity. Parking structures have large up-front costs but generate higher overall real estate revenues through efficiency.

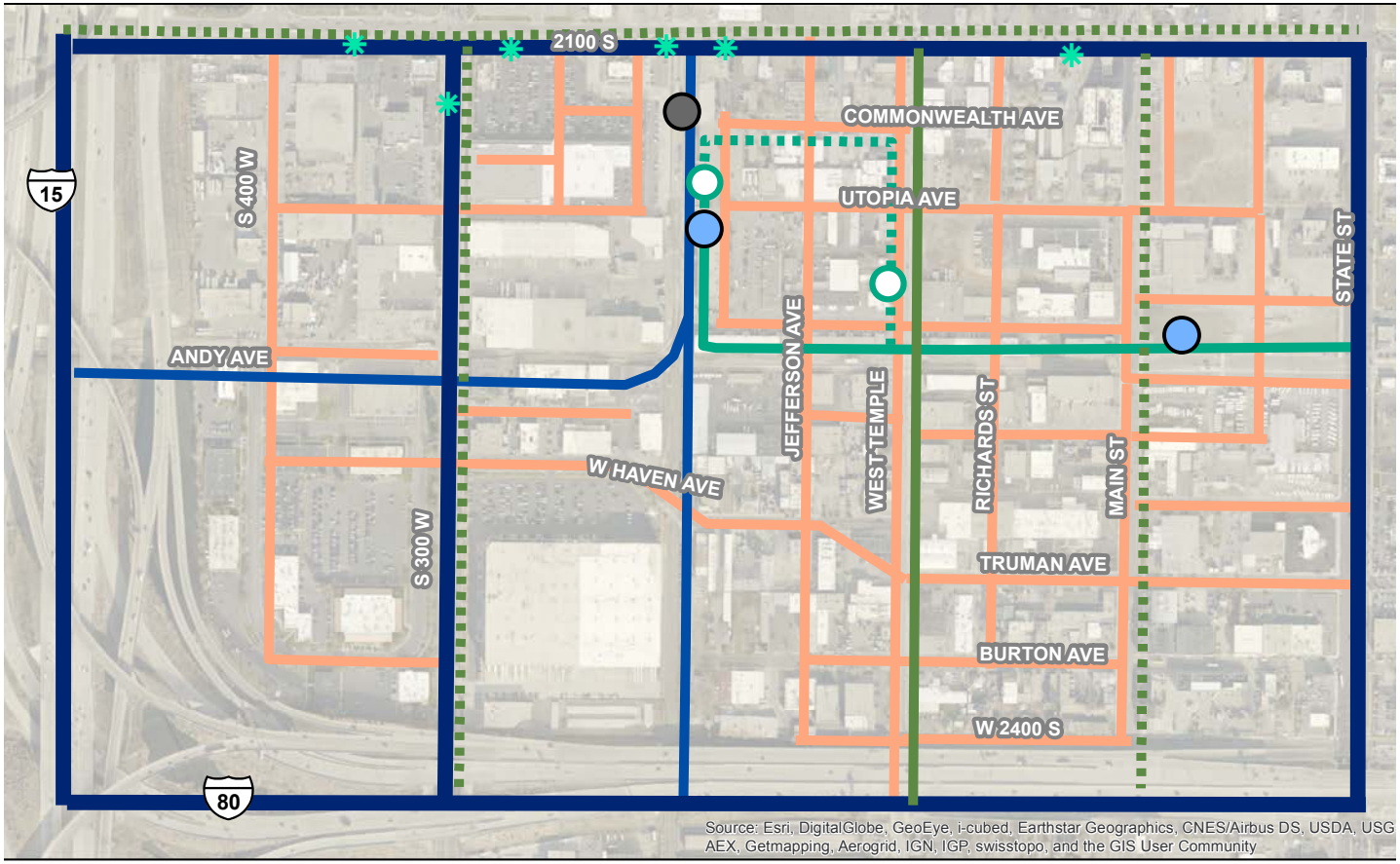
Future parking demand is a bit unknown in this downtown. The abundance of transit should drive parking use down, but the immediate highway access may drive parking use up.

A market driven approach is recommended, to let each project determine what its users need. This will likely result in private residential parking, and public-private commercial parking. It is also likely to require public-private partnerships to build parking structures, which will generate. Land costs of about $25/sf are the tipping point to make structured parking the better choice, but structures are hard to finance.

The city should own and regulate all on street-parking for short-term visitor and patron parking to support shared parking strategies.

BUILDING BLOCKS

Access and Mobility



MAP 14: COMPLETE STREETS PLAN

EXISTING TRAX STATION
EXISTING S-LINE STATION
PROPOSED S-LINE STATION
EXISTING TRAX LINE
EXISTING S-LINE ROUTE
PROPOSED S-LINE ROUTE
AUTO PRIORITY STREETS
EXISTING BIKE LANES
PROPOSED BIKE LANES
PEDESTRIAN PRIORITY STREETS
MID-BLOCK CROSSING

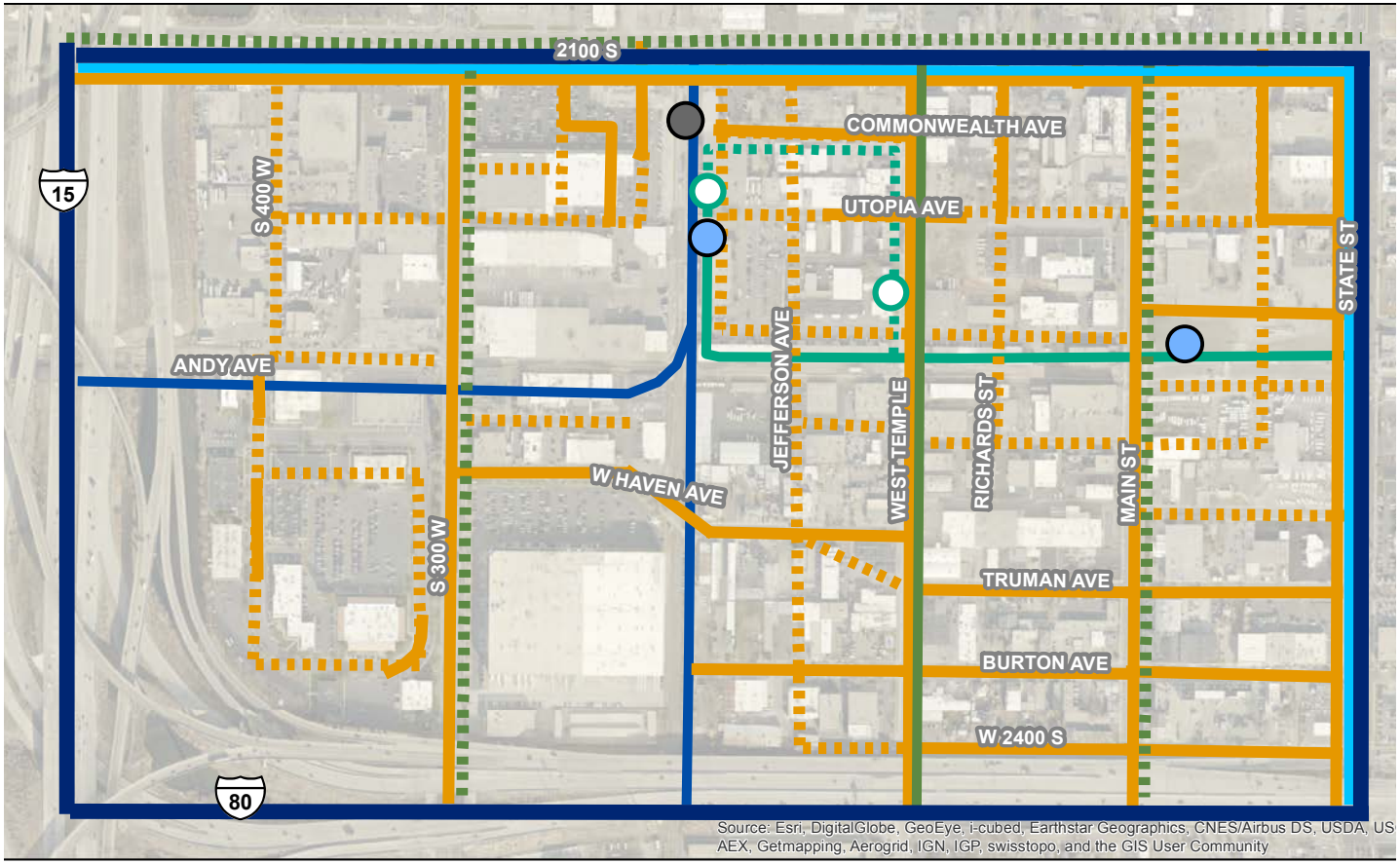
COMPLETE STREETS

Downtown has a network of complete streets, each with a priority of uses, and design standards that:

- prioritize the most important travel mode of for each street
- identify the most important improvements for each street
- create continuous pedestrian and bike routes
- connect people to transit
- support adjacent land uses

This plan is supported by:

- *Downtown Zoning and Design Guidelines*, which outline each street type.
- The *Downtown Station Area Master Plan*
- *SSL Complete Streets* policy



MAP 15: FIRST AND LAST MILE SOLUTIONS

EXISTING TRAX STATION
EXISTING S-LINE STATION
PROPOSED S-LINE STATION
EXISTING TRAX LINE
EXISTING S-LINE ROUTE
PROPOSED S-LINE ROUTE
EXISTING BUS ROUTE
EXISTING SIDEWALK
PROPOSED SIDEWALK
EXISTING BIKE LANES
PROPOSED BIKE LANES

UPDATE

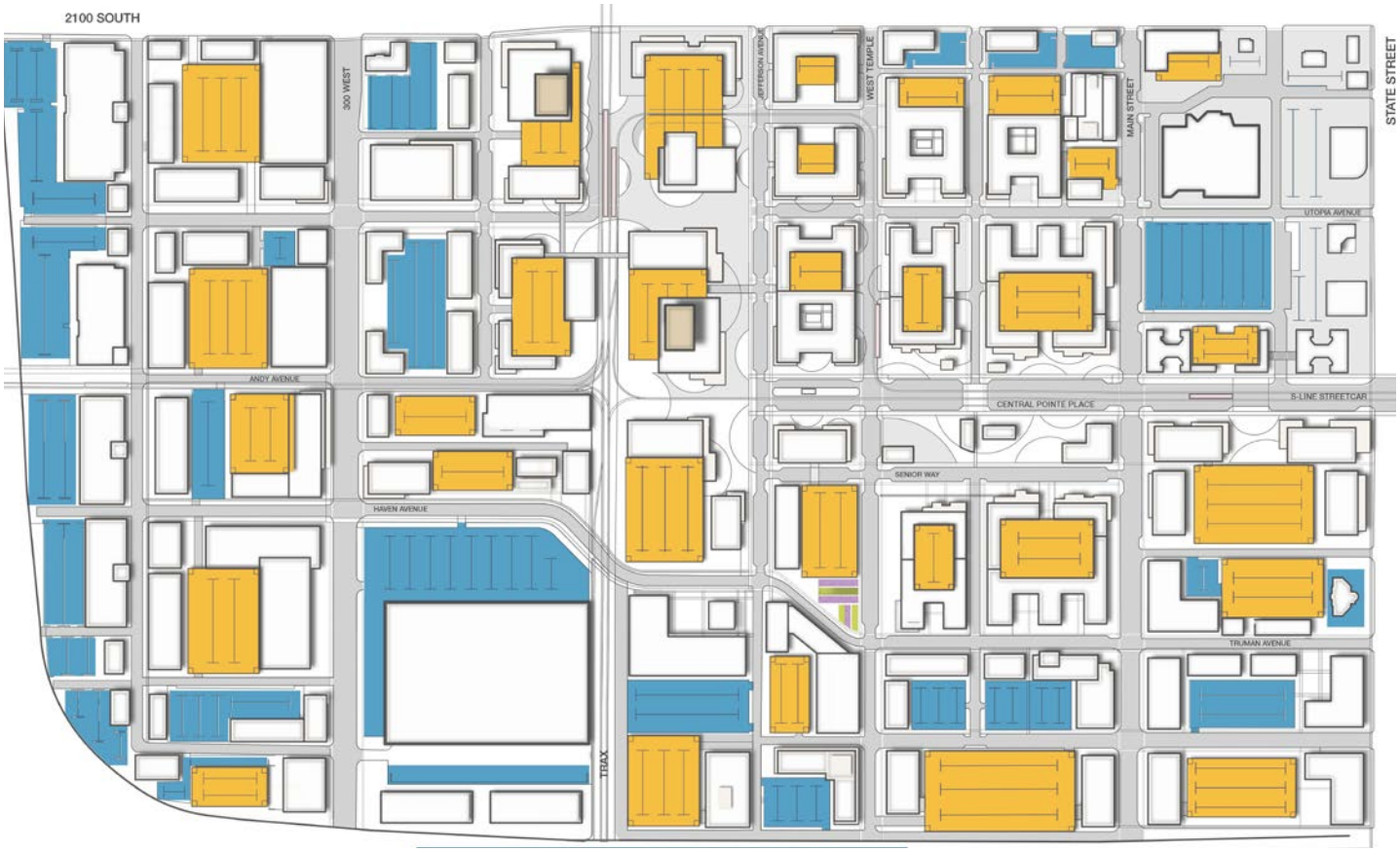
FIRST AND LAST MILE

Increase mobility in the core of downtown and improve transit ridership with:

- First and last mile strategies
  - Sidewalks (priority)
  - Crosswalks
  - Mid-block crossings
  - Bike crossing signals
  - Signage
    - Pedestrian crossing
    - Bike wayfinding
    - Transit
- Pedestrian and bike network
- Bus network
- Train network
- Kiss & Ride and Park & Ride
- Street connections between the stations and through downtown
- Parking management strategies

BUILDING BLOCKS

Access and Mobility



MAP 16: PARKING MAP

PARKING

Parking is a big challenge in urban areas. Parking occupies large areas, but generates no revenue on its own and does little to add to the appeal of a neighborhood.

The downtown plan minimizes the land area dedicated to parking. To do this, parking spaces must be utilized to the greatest extent feasible —all hours of the day by a diversity of users.

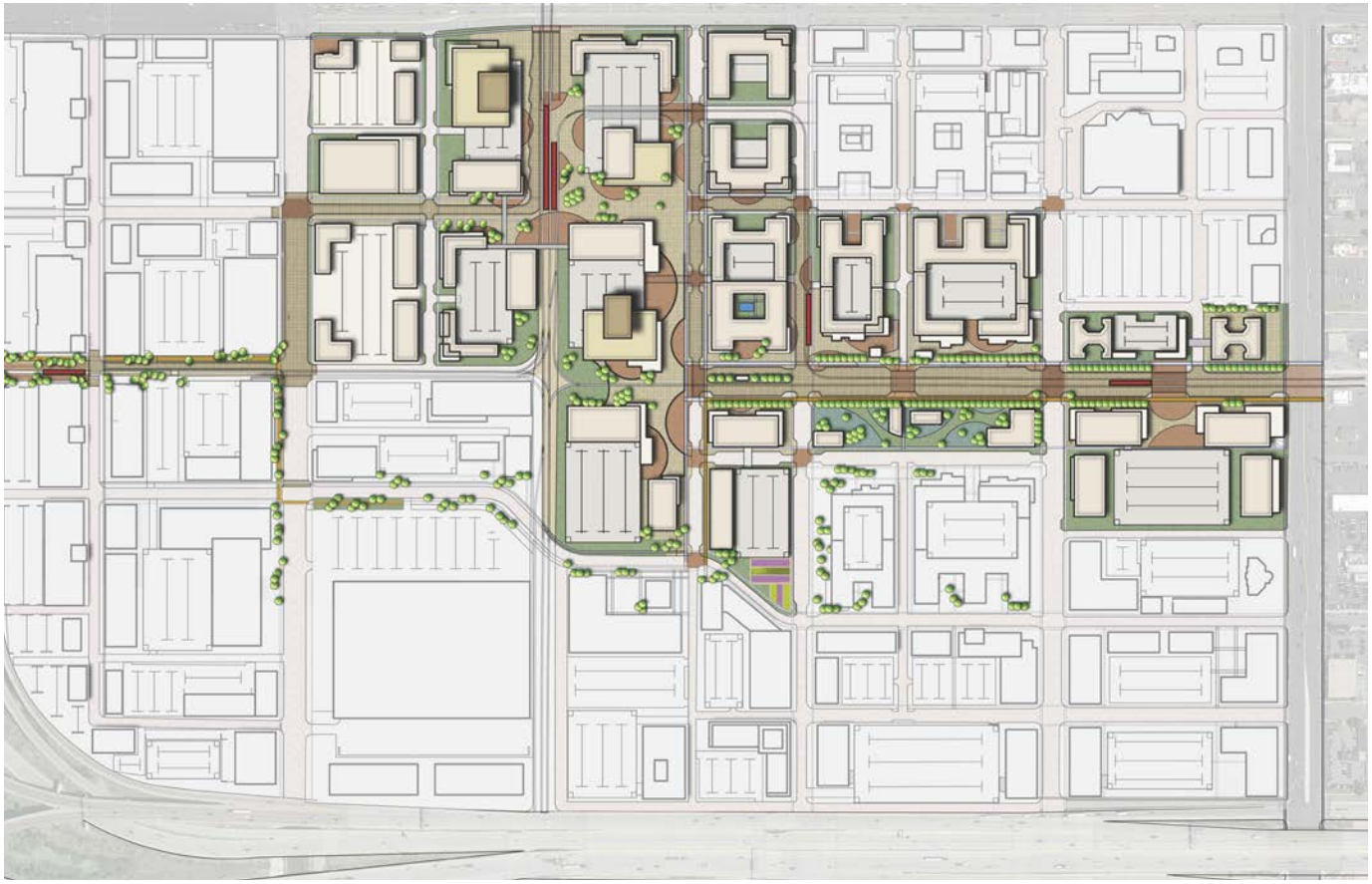
The proposed parking solution includes both private and public, shared parking in:

- Surface parking (1,000 spaces)
- Structured parking (15,000 spaces)
- On-street parking (2,000 spaces)

STATION AREA PLAN

This master plan process included an intensive study of the transportation and land use connections in the downtown. The Station Area Plan is a collaboration between UTA, Salt Lake County and South Salt Lake for both planning and implementation Planning Goals included:

- Create a walkable, urban community at the best-connected transit location in the state
- Incentivize transit-oriented uses, including employers and housing
- Maximize real estate values for redevelopment
- Increase use of transit and active transportation
- Create more seamless travel mode shifts
- Improve access to the Central Pointe and Downtown SSL stations:
  - bikes
  - pedestrians
  - bus connections
  - kiss-and-ride and park-and-ride
- Build an identity for South Salt Lake as a regional destination and urban center



MAP 16: STATION AREA PLAN

Potential outcomes include:

- Better connections between the stations and through Downtown SSL
- Final mile solutions
- Connections to Parley's Trail
- Creating a greenway network alongside transit (S-Line greenway example)
- Improved headways on the S-Line with additional track and more efficient operations
- More attractive and functional station at Central Pointe
- New options for regional train line routing

TOOLS

TOOLS are the how of building a downtown. Tools take the plan into implementation and reality.

What policies do we need to change and adopt?

What projects need to be built and what programs started?

What partners can we work together with?

What are the costs and benefits?

Policies, Programs & Projects

Costs and Benefits

Phasing

"I love New York, even though it isn't mine, the way something has to be, a tree or a street or a house, something, anyway, that belongs to me because I belong to it."

Truman Capote

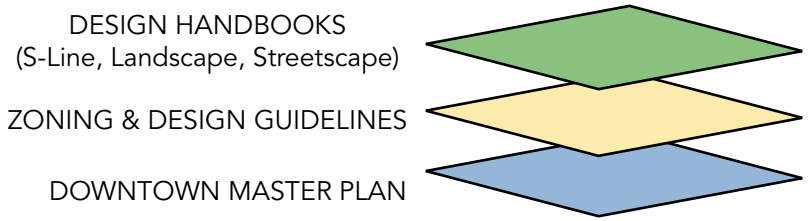
Success is the result of using every tool and partnership available - **policies, projects, programs.**
The following are potential tools that can be used in the downtown, with further exploration.

	TOOL	GOAL	PARTNER	OUTCOME	NOTES
POLICIES	Zoning (Form-Based Code)	Regulate future development by establishing design standards and permitted land uses.		High-quality, comfortable design and construction for buildings, streets and open space. Promote highest and best land use for this district.	Regulate urban form and design to maximize opportunity and quality of projects
	Design Handbooks	Establish standards for streets, sidewalks, landscape and adjacent building facades.		Create a walkable, attractive downtown with a consistent look and feel in downtown.	Includes: *S-Line Urban Design Standards, SSL Landscape Handbook, Downtown Streetscape Handbook*
	Streets planning	Guide priorities and investment in streets. Establish a city policy on ownership/transfer of new roads and who pays for them.		Complete streets for all users and better project planning to reduce cost and increase value.	Include Street Types in the Zoning. Complete a city-wide Transportation Master Plan (including downtown) within 2-3 years.
	Infrastructure planning	Guide priorities and investment in water, sewer, stormwater, lighting.	Developers	Coordinated planning and fundraising for critical projects	May lead to impact fees
	Downtown Housing Strategy	Build the right housing in the right place to meet the needs of new and existing residents.	RDA	Utilize RDA Housing funds city wide to incentive appropriate projects.	See the City's 2012 *Strategic Housing and Neighborhoods Plan*
	Impact Fees	Establish fees for new development that make it possible to build necessary infrastructure	SSL, developers	Modern, complete infrastructure paid for by the development that required it.	May be able to fund parks, water, sewer, stormwater, streets, fiber, lighting, police, fire.
	Redevelopment Agency (RDA) Budget and Strategy	Determine Redevelopment Agency's funding priorities and incentives for this area.		Offer incentives and financing to projects that best meet the goals of this master plan. Invest in critical public infrastructure.	Will guide our approach to partnerships. Complete a city-wide *Economic Development Master Plan* within 2 years.

POLICIES, cont.	Urban Renewal Area (URA)	Use redevelopment to remove blight. Two URAs currently existing in Downtown SSL.		Increase property values and reinvest these gains in public infrastructure through Tax Increment Financing (TIF)	May be used for Infrastructure, property, housing, business support. Allows for eminent domain. South Salt Lake does not intend to use eminent domain as a tool.
	Economic Development Area (EDA)	Use development to create new jobs.		New and higher paying jobs.	May be used for Infrastructure, property, housing, business support. Eminent domain not allowed.
	Community Development Area (CRA)	Use community development to generate public benefits		Stronger neighborhoods.	May be used for Infrastructure, property, housing, business support. Eminent domain not allowed.
	Development Incentives	Offer incentives to support new development.			Permit Fees and Connection Fees Sales or Property tax rebate, park

REGULATING DOCUMENTS

This plan is one of several policy tools that build upon one another to guide development in downtown. The Master Plan is the most comprehensive and visionary document. The Zoning includes specific regulations for project development, both on the part of public entities and private owners and developers. The Design Handbooks include design details for a harmonious and attractive downtown.



SUPPORTING DOCUMENTS

This master plan is one of several planning efforts that have shaped the recommendation for Downtown South Salt Lake. For more thorough analysis, design and recommendations, refer to the following plans as well.

South Salt Lake Plans:

- 2010 SSL General Plan
- 2012 SSL Housing Plan
- 2014 East Streetcar Master Plan
- 2014 East Streetcar Housing Market Study
- 2015 Downtown SSL Station Area Plan
- 2016 Economic Development Master Plan (in process)

Partner and Regional Plans

- 2006 Regional Growth Principles (WFRC and Envision Utah)
- Wasatch Choices 2040 toolbox
- Life on State Vision
- 2014 Transit-Oriented Development Design Guidelines (UTA)
- 2015 Wasatch Front Regional Transportation Plan

PROGRAMS	Job creation, small business development	Create new jobs and protect existing. This is a primary goal of building a downtown.		Strong businesses and support for entrepreneurs and employees alike.	Business incubation, micro-enterprise, micro-loans to support small businesses. Could utilize: Enterprise Zones, micro-enterprise loans, business incubators, micro-loans.
	Housing program	Build housing downtown and support organizations with this as their mission.		A downtown that is attractive and affordable for families and people of all life stages.	Similar to SLC's 5,000 doors initiative.
	Community programming	Support living and family life in downtown.		Provide educational, arts and community programs.	
	Arts District	Support and expand the Commonwealth Arts District, for arts sake, and for the economic development benefits.	SSL Arts Council, SL County, artists	A downtown that attracts and keeps artists and engages everyone in enjoying the arts.	Complete an Arts District Feability Study in the next 2 years.
	Innovation Cluster	Attract innovation-oriented businesses to spur large-scale transformation of the city and region.	SL County	A more vibrant economy, a future-oriented business mix, and strong transit-oriented development.	See Brookings Institute's *Rise of Innovation Districts*. Typically involves large corporate and education partners.
	Parking District	Create public parking spaces to reduce development costs and encourage business development.	Possible private parking provider.	Shared, public parking space both on-street and in structures.	Requires management and enforcement.
	Special Assessment Area	Create revenue for funding and maintaining a higher level of services in downtown.		Higher quality streetscape, parking, or other needs as identified.	May pay for streetscape, lighting, plazas, and their maintenance.
	Facade Improvement Program	Create funding incentives to upgrade buildings to better contribute to urban streetscape	Historic Preservation	A more attractive, lively streetscape and support for adaptive reuse of buildings.	
	CDBG (Community Development Block Grants)	Utilize federal funding to revitalize underserved neighborhoods.		Investments in community resources and amenities to support revitalization.	

PROJECTS	Street upgrades	Invest in new streets and street upgrades as the foundation of a new downtown.	SSL, State and Federal agencies	A street grid of complete streets for all modes of travel that supports new development	See *Downtown Zoning*. Bury power lines wherever possible.
	Parks, Open Space	Purchase property and work with property owners to build public parks and open space that are the essential amenities.	SSL, developers	A network of public green space to bring the community together and attract people to live and work here.	Priorities include: playgrounds dog park, community garden, plaza space, open green space, water feature, outdoor performance space.
	Trails	Complete Parley's Trail to 400 West in Downtown. Add to the trail system	SSL, SL County	A part of the 8-mile long east-west regional trail from Parley's Canyon to the Jordan River.	Build Class 1, off-street trail in green space and along transit where possible. See *Parley's Trail Master Plan.*
	Public parking	Build public parking on-street and in structures to support new uses and downtown life.	SSL, developers	Optimization of parking so it does not sit empty or negatively impact the character of area.	See *Downtown Station Area Master Plan.*
	Infrastructure	Support new uses without overloading current systems.	SSL, developers	Modern infrastructure for new development.	Water, sewer, stormwater, streets, fiber, lighting, police, fire. May be able to use impact fees.
	Gateways, Branding and Wayfinding	Install wayfinding and branding signs throughout the area.	SSL, businesses	Signage pointing people towards destinations and parking.	Gateways can include signage, landscape, artwork and other features.
	Central Pointe Station	Upgrade the station, first/last mile access and build a civic space.	SSL, SL County, UTA, UDOT	First-class transit station that better serves the neighborhood and region, surrounded by Transit-Oriented Development.	See *Downtown Station Area Master Plan.*
	Transit Upgrades	Improve transit service and connections, including TRAX, streetcar and bus.	SSL, UTA and Federal agencies	Streetcar loop or double track possible new stop, first-last mile upgrades, parking.	See *Downtown Station Area Master Plan.*
	State Street Revitalization	Establish design that integrates different travel modes and improves appearance as a gateway, while benefiting adjacent properties.	SSL, SLC, UTA, UDOT, SLCo	An attractive gateway to the central city neighborhoods of SSL and SSL. Better utilization of the street and properties adjacent.	Build on recommendations of the *"Life on State"* plan.
	Transitional Uses	Support temporary uses such as food truck parks, pop-up retail, parklets	SSL, developers	Vibrant streets and a 24-7 neighborhood at a lower cost than permanent development.	Uses can occupy properties not ready yet to redevelop. They can be publicly or privately operated.
	Civic Buildings	Build a variety of public destinations and services.	SSL, partners	Possible cultural center, city hall, community center.	Act as catalysts for other development.

PUBLIC/PRIVATE PARTNERSHIP

South Salt Lake may look for opportunities to create public private partnerships (P3's) to achieve successful investment in an area.

P3's are a means to leverage government investment in an area to incentivize private sector development. P3's have been used historically and are becoming more common as the two parties seek to find efficiency in development. It is a cooperative venture between the public and private sectors, built on the expertise of each partner, which best meets clearly defined public needs through the appropriate allocation of resources, risks and rewards.

DESIGN-BUILD OR "TURNKEY" CONTRACT:
The private sector designs and builds infrastructure to meet public sector performance specifications, often for a fixed price, so the risk of cost overruns is transferred to the private sector. (Many do not consider DB's to be within the spectrum of P3's).

SERVICE PROVISION CONTRACT:
A private operator, under contract, operates a publicly-owned asset for a specified term. Ownership of the asset remains with the public entity.

MANAGEMENT CONTRACT:
A private entity contracts to management a government owned entity and manages the marketing and provision of a service.

LEASE AND OPERATE CONTRACT:
A private operator contracts to lease and assume all management and operation of a government owned facility and associated services, and may invest further in developing the service and provide the service for a fixed term.

DESIGN-BUILD-FINANCE-OPERATE:
The private sector designs, finances and constructs a new facility under a long-term lease, and operates the facility during the term of the lease. The private partner transfers the new facility to the public sector at the end of the lease term.

BUILD-OPERATE-TRANSFER:
A private entity receives a franchise to finance, design, build and operate a facility (and to charge user fees) for a specified period, after which ownership is transferred back to the public sector. This has been used in telecommunications service contracts.

BUY-BUILD-OPERATE:
Transfer of a public asset to a private or quasi-public entity usually under contract that the assets are to be upgraded and operated for a specified period of time. Public control is exercised through the contract at the time of transfer.

BUILD-OWN-OPERATE:
The private sector finances, builds, owns and operates a facility or service in perpetuity. The public constraints are stated in the original agreement and through on-going regulatory obligations.

OPERATING LICENSE:
A private operator receives a license or rights to build and operate a public service, usually for a specified term. Similar to Build-Own-Operate arrangement. This is often used in telecommunications and ICT projects.

FINANCE ONLY:
A private entity, usually a financial services company, funds a project directly or uses various mechanisms such as a long-term lease or bond issue.

TOOLS
Costs and Benefits

COSTS AND BENEFITS

Asses and compare fiscal impacts of different land use types. Consider their transportation, parking and infrastructure requirements

TRANSPORTATION NETWORK COSTS

Order of magnitude costs and rough cost estimating on transportation investments. Prioritize and suggest phasing and partners.

UPDATE

INFRASTRUCTURE COSTS

Order of magnitude costs and rough cost estimating on transportation investments. Prioritize and suggest phasing and partners.

UPDATE

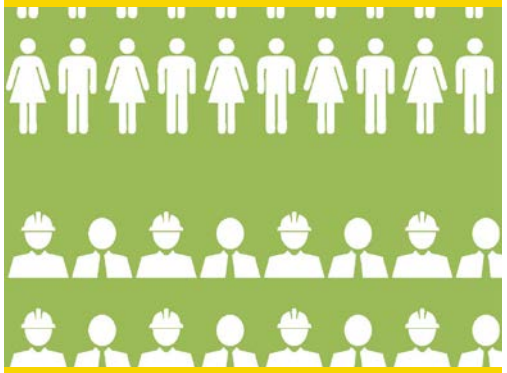
APPENDIX

APPENDIX provides supporting evidence behind this master plan.

- Public Outreach
- References
- Data
- Station Area Plan
- Commonwealth Arts District

Public Outreach

References

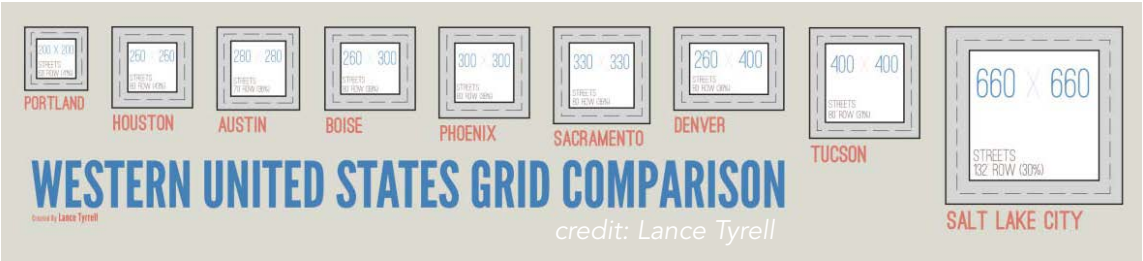


Data

PUBLIC OUTREACH

Outreach efforts targeted a mix of people who live, work and have a connection to South Salt Lake through:

- Downtown Exchange (150 contacts)
- Downtown Survey (325 responses)
- Downtown Focus Groups, Town Hall and Open House (100 attendees)
- Website, Facebook, Video



REFERENCES

In addition to the policy and planning studies referenced on p. 50 of the TOOLS chapter, the following works helped shape the vision for downtown.

Pedestrian and Transit-Oriented Design. Reid Ewing and Keith Bartholomew. (2013)

Triumph of the City: How Our Greatest Invention Makes Us Richer, Smarter, Greener, Healthier, and Happier. Edward Glaeser. (2011).

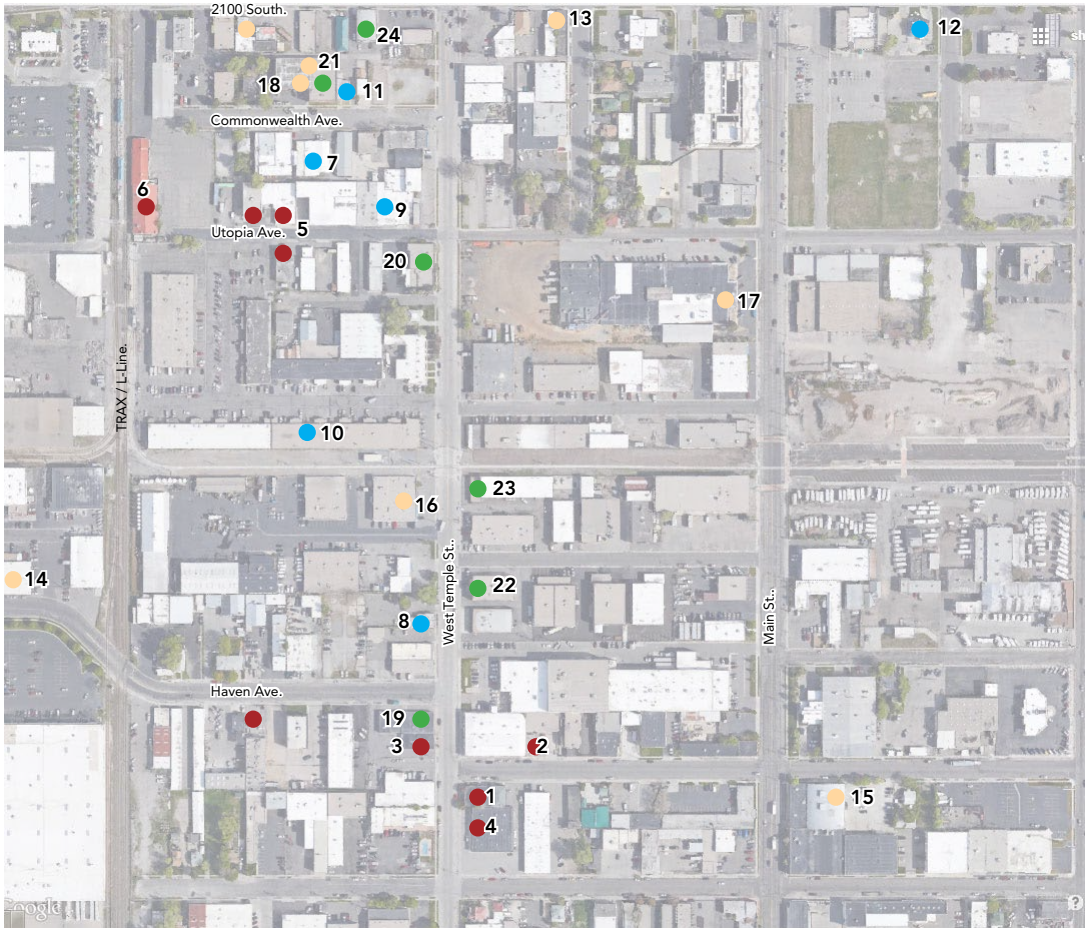
Reshaping Metropolitan America. Arthur C. Nelson (2013).

The Life and Death of Great American Cities. Jane Jacobs (1961)

The Image of the City. Kevin Lynch. (1950)

DATA

parking trip generation



MAP: ARTS DISTRICT

The Commonwealth Arts District is a part of the downtown identity and economic success. This neighborhood fosters many small, local and independent businesses that produce art and cultural goods. This master plan proposes creating and protecting an arts district for these creative uses and experiences. A proposed future Arts District Study will explore the needs of these businesses and potential investments in creative placemaking here.

ARTS

1. Utah Arts Alliance - Counterpoint Studio
2. SugarPost
3. Signed and Numbered
4. Western Art Glass
5. Private Studios
6. The Rock Church

Nearby:
Poor Yorick Studio
B-Boy Federation

DESIGN

13. Sparano-Mooney Architects
14. Archiplex Group Architects
15. Mountainland Design
16. ROSI Office Furniture
17. Granite Mills
18. Parker Cook Design
    Project Sunday Furniture
    Simplicity Vinyl
    Salt Lake Optics

Nearby:
Performance Audio

FOOD AND DRINK

7. Pat's BBQ
8. Vertical Diner
9. Shades of Pale Brewery
10. Sugar House Distillery
11. Fernwood Candy
12. The Mad Greek

Nearby:
La Rancherita
Costa Vida
Spice Kitchen
Del Mar al Lago

OUTDOORS /ADVENTURE

19. The Bicycle Collective
20. The Wood Shop (BMX)
21. Goldcoast (skateboards)
22. AceCamp
23. 7even Skiis
24. Wave Products

Nearby:
Performance Bike
4FRNT (skis)
Saga (skiwear)

THE COMMON WEALTH DISTRICT

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