

**Wasatch Choice for 2040  
Consortium Meeting  
March 27, 2012  
Breakout Session Summary**

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**Introduction**

On March 27, 2012, the partners in the Wasatch Choice for 2040 hosted a Consortium meeting at the Salt Palace from 9AM – 12:30 PM to talk about regional growth issues and the work plan efforts contained within the Wasatch Choice for 2040. Multiple breakout sessions at the meeting provided attendees with an opportunity to learn directly from Wasatch Choice for 2040 partners about their work efforts, and engage in dialogue about how to improve our communities using Wasatch Choice for 2040 tools. A summary from each of the breakout sessions is provided below.

***Session: Regional Transportation Plan***

Speakers: Val John Halford, Wasatch Front Regional Council (WFRC); Shawn Seager, Mountainland Association of Governments (MAG); Angelo Papastamos, Utah Department of Transportation (UDOT); Chris Chesnut, Utah Transit Authority (UTA)

Discussion at this session was led by representatives from WFRC and MAG. The discussion focused on the role of Metropolitan Planning Organizations (MPOs) on the Wasatch Front, and how they develop regional transportation plans. The session leads had several questions for the audience as well; these are summarized below.

*What can the State of Utah (meaning its residents/professionals/citizens) do to encourage and promote the Wasatch Choice for 2040 transportation and land use linkages?*

- *Promote and increase transportation options*
- *Increase linkages –*
  - *regional planning should come first, and guide local planning efforts*
  - *more focus on linking communities to fixed transit*
- *Increase conversation, and extend outreach efforts*
  - *Educate Youth*
  - *Focus on social media solutions and outreach*
  - *ET+ is providing the spatial education tool*
    - *Ease of Use*
    - *Communication*
- *Increase City involvement in job creation*
- *Need a mechanism for local governments to raise funds for transit*
- *Residents/professionals/citizens need to be technology innovators and to participate in existing technology*
- *Need to focus on not just responding to congestion and projections*
  - *Proactive in sales tax, mixed use, state fuel tax to fund transit*
- *Legislature needs to let municipalities shape themselves; there is a need to educate municipalities on what their role should be – not mandates*
- *Make short transit trips easier (already strong in long-range transit trips)*

- *Provide other incentives for people to ride transit*
- *Recognize the importance and economic viability of agricultural land uses*
  - *Outreach and education of leaders in shaping transportation decisions*
- *Education at both the individual citizen and leadership scale*
- *Encourage data collection efforts*
- *Evolve beyond just the past strengths in collaboration*
  - *Recognize that the market follows the path of least resistance*
  - *Look beyond just transit-oriented-development (TOD) enthusiasts*
    - *To Soccer moms; to end users*
- *Original purpose of Envision Utah was to make up for the weaknesses of regional planning*
  - *Think beyond (and get municipalities to think beyond) municipal boundaries*
    - *Gains and losses are mutual*
    - *How the benefits apply to the end user*

*What can be done to create a buzz about Wasatch Choice for 2040/TOD/etc?*

- *Educate the youth about TOD and transit → they are the future developers and users*
  - *Maybe through PTA*
- *Weakness in current outreach process*
  - *Innovations in social media*
  - *Salt Lake City transportation division & UDOT is/should be conducting outreach to elementary schools*
- *Creating a brand*
- *Recognize the importance of freight movement in the region*
  - *The increasing emphasis on the growing of food*
- *Need to bridge gap in how innovative approaches (complete streets, walkable communities) will alter our (the public) way of life*

### **Session: Financing Development**

Speakers: Christina Oliver, UTA; Matt Sibul, UTA

This discussion focused on understanding financing opportunities and risks for transit-oriented development (TOD). Speakers provided an overview of regional transit ridership projections, and outlined the process UTA will use to identify local barriers to TOD projects. Following the presentation, members of the audience had questions for the speakers. These are summarized below, along with the responses from the UTA representatives.

- *How does UTA work in areas where they don't own land?*
  - *UTA works collaboratively with the municipality and development community and will be using the HUD grant tools being developed to assist with this collaboration.*
  - *UTA also works with land owners interested in redevelopment on their property as well.*
  - *Increasingly UTA is working on design concepts with cities and developers, specifically focusing on connectivity issues for all modes of transportation.*

- *It seems like there is a big push for form based codes and this might lead to generic places.*
  - *Form based code is not intended to be design a site or area, it sets criteria. Design can then work within criteria. The intention is not to build generic places.*
- *The development community would be more interested in investing in these kinds of developments if there was a model ordinance that could be followed.*
- *Is the local development community interested in TOD or is there more interested from outside developers who have had experience with TOD elsewhere?*
  - *Local lenders and the local development community are excited. Larger developers are more interested at this point, but smaller developers will begin to follow.*
- *Sandy City is holding an open house in two weeks regarding their Civic Center plan progress and experience. This open house will discuss many of these topics which Sandy has dealt with first hand, giving some insight to this kind of redevelopment.*
  - *This Thursday the North Temple Developers Conference is also being held where Salt Lake City and UTA will elicit interest in that corridor.*
- *How is UTA dealing with parking ratio issues at the stations where it is seeking redevelopment opportunities? How are they determining dedicated stalls vs. shared parking stalls?*
  - *This starts with an in-depth analysis of lots and modeling future usage. Also examining all modes of access, not just one.*
  - *Does UTA develop an overarching policy of requiring 1:1 replacement of stalls or should this be determined on a case by case basis? This is an issue that is still being discussed.*
- *How do you develop these kinds of developments for people who are more likely to use transit more frequently, like lower income populations? This is an issue that South Salt Lake is interested in. If the goal is to increase ridership, these developments need to be available at lower price points, but these seem much more difficult to develop and need to be subsidized.*
  - *Utah's housing commission offers additional incentives for developing lower income price point products. Also private activity bonds are being explored.*
- *Sugar House is a good example of where a city was allowed to "drive" the project in partnership with UTA. As a mode it allows for a better pedestrian environment. South Salt Lake has been able to push bike/pedestrian paths alongside the streetcar.*
- *Cities are now allowing the market to drive allowable densities instead of placing restrictions or requirements. This is more effective.*
- *Public/private partnerships are needed, especially to meet parking needs for developments.*
  - *There is a need to drive the market with incentive programs*

- *The Sugar House streetcar has not had to deal with the issue of parking because there is none envisioned as part of the project. Development is expected to provide it.*
- *UTA does not seem serious about TOD because the north/south line has been around for 14 years and there are still no little shops by the station platforms where someone can even get a cup of coffee.*
  - *UTA TOD projects will try and focus development amenities around platform areas. Sandy Civic Center is an example of this effort.*
  - *There is a paradigm shift for many communities, including Sandy. They are now trying to understand transit and connectivity to station areas.*
  - *Developers are focusing on providing services at stations with TOD and will integrate connectivity*
- *Is the financial industry loosening up and financing these kinds of developments?*
  - *If risks are identified and mitigation strategies for these risks are in place – yes.*
- *Affordable transit is a necessity. Gas prices will dictate mass transit market and market for TOD.*
- *What is UTA's role in finance reform at a national level, specifically with Fannie and Freddie?*
  - *UTA should be involved in this discussion and is supportive of financial reform and making financing tools accessible. Partnering with organizations like the Congress for the New Urbanism will be important.*
  - *Will the sustainable communities grant play into this? We should be leaders for the nation in financial reform.*
- *What is UTA's willingness to share in risk/gains in areas where they own land for development? Is the UTA board supportive of this?*
  - *Yes, the board and FTA are very supportive and there are a number of ongoing joint ventures.*
- *Ogden Valley will have a need for transit in the future, while it might not need it now, it will be important soon – how do you justify adding mass transit in an area.*
  - *UTA is actively involved in discussions and studies with municipalities, including those in Ogden Valley, to allow for corridor preservation for future transit investment.*
  - *City engagement is critical to drive the process. Cities need to dedicate resources to this effort.*
- *Is there a focus on the canyons, or just the north/south connections?*
  - *UTA and others are looking at canyons for future service. This process is almost to the NEPA stage.*
- *It is important for cities that have succeeded in developing a TOD share their experiences. What steps they took, challenges, etc. Salt Lake City can certainly be a resource.*
- *Why is there no child fare?*

- *6 years and younger ride free*
- *Maybe UTA needs to better market group promotions*
- *Don't make the fare structure too complicated*
- *Is it possible to have a day rate vs. a commuter rate? So someone who is using the service at commuting time pays more than someone who is using it in the middle of the day?*
- *Dynamic pricing model may be a possibility, but again, fare structure cannot be overly complicated.*
- *Education pass is important ridership, but a rise in cost for these passes hurts students. Use Salt Lake Community College as an example.*

### **Session: Regional Housing Plan**

Speakers: Michele Hutchins, U.S. Department of Housing and Urban Development (HUD); Jim Wood, Bureau of Economic and Business Research

This discussion provided an overview of factors impacting fair housing choice, and the geographic concentrations of minority and low-income populations in Salt Lake County. Questions and comments from the audience (with responses where applicable) are summarized below.

- *How can we make it so that development is close to transportation, so that housing is accessible and integrated?*
  - *Catalytic sites such as TODs offer an opportunity that provides affordable diverse transportation and housing.*
  - *Developers need to build a variety of housing.*
- *Comment from a Farmington representative: The challenge with a regional plan is that we need to educate the community, and it takes courage of elected officials to push these types of projects. Sometimes market analyses indicate that there is a need for affordable housing, but the codes in place located all the affordable housing at the same location. The municipality had to change the building code to spread out the housing. The key is to educate elected officials. There needs to be a paradigm shift: we are all in this together to allow housing for my kids, grandkids, and parents. We need to shift focus from minorities and low income.*
- *A Davis County west side representative wants each city to provide their own so that each city can spread the housing.*
- *The reality is, if you don't build jobs first, building low income housing makes absolutely no sense. In Magna, for example, we need to look at where people are working.*
- *Bruce Jones, TOD rep for UTA, wants to ensure that housing choice is a critical component of a TOD not just socially but also for funding. He recommends people call him to help ensure this.*

### **Session: Envision Tomorrow +**

Speakers: Sarah Hinnens, University of Utah; Christie Oostema, Envision Utah; Alex Joyce, Fregonese and Associates

This discussion centered on the development of Envision Tomorrow + (ET+), which is a GIS-based scenario planning tool. The presentation provided a live demonstration of ET+ and provided an overview of how it can be used by local planners. The speakers discussed detailed information regarding the inputs used to develop ET+ and the resulting outputs. Questions from the audience and answers from the speakers are outlined below.

- *Does this model have the capability to change its assumptions based on a change in perceptions? Examples are a change in perception related to bus rapid transit (BRT) or housing.*
  - *Employee resiliency and how different sectors react to different transportation options.*
  - *Amenity app- how do amenities matter? Relationships between housing and amenities including BRT, transit, and parks.*
  - *Housing options in relation to demographics. Provo as an example- the student housing population is willing to pay higher rent and that niche market can be represented by ET+.*
  - *Build flexibility into the model, you might also be interested in the discussion on form-based code.*
- *Is safety considered as a variable in the model? Senior citizens are very concerned about safety.*
  - *Very good point and something we need to address. We do know the market responds to features that also improve safety including lighting etc.*
- *Who will be the depository of these models? Who will keep them well-nourished and up and running?*
  - *The University of Utah will house these models.*
  - *The HUD grant is good for 3 years and provides money for the development of ET+. It will be open source online with instruction etc. The intent is to set it up for the long term.*
- *How will it live forever?*
  - *It will be institutionalized so it continues on in time.*
- *If there is a 65% growth rate and 1/3 are willing to live in TOD type communities what happens to the other 2/3 who want traditional type housing? Do they migrate up the canyons and into the west?*
  - *There will be less demand for single family homes and as the baby boomers move out of their homes and into more compact and alternative housing, the single family home inventory will be large enough to house the 2/3 who want that type of housing.*
  - *Can run these models to help determine future needs and the market can then provide them.*
- *How does ET+ address the needs of the underserved? Where do they go? Can they be part of the process?*

- *Communities can place their own priorities into the model and decide how and where.*
- *That is the intent of this process, to model all sectors including all housing components.*
- *Will all the data be available?*
  - *All data will be available based on its proprietary restrictions.*
  - *Much of the data is used in house to develop the model and is not required as input for the consumer.*
- *How are these models validated?*
  - *Developed based on extensive literature reviews of the related peer reviewed research.*
  - *Validated by its feasibility and functionality to actually work.*
  - *How well does it reflect previous models to ensure it is realistic.*
- *Are options available to predict transportation demands?*
  - *It will interact with MPO transportation models to provide a seamless link between the two to ensure accurate outputs. The 7Ds will predict transportation outcomes based on the 7 Ds.*
  - *Part of the HUD grant is going to the development of form based code to promote accessibility.*
  - *Trying to facilitate mixed-use development not all development.*
- *Is there a way to bring this all down to a short 2 second bit to inform the public? Need ongoing public education.*
  - *The educational piece is a very important component of ET+ and will be included in the user's manual.*
  - *There are also materials on the Envision Utah website that may be useful.*
- *Is it applicable everywhere? Rural and urban? Large and small?*
  - *Yes it will be applicable to all types of areas.*
- *Does it take into account savings in municipal spending?*
  - *The financial portion of the models is a key component.*
  - *Looking at maximizing efficiencies in different scenarios.*
- *Can these models be converted into ongoing systems of management instead of just scenario analysis?*
  - *It would be helpful to have a tool that can be updated and ongoing to make tweaks to better understand efficiencies and outcomes on a daily basis.*
- *Where do we find excess infrastructure capacity?*
  - *That needs to come from consultations with engineers; it is not a part of these models.*

**Session: Form Based Codes**

Speakers: John Janson, Utah Chapter of the American Planning Association; Julianne Sabula, UTA

As part of the Form Based Codes element of the Wasatch Choice for 2040, the partners are developing a model code and how-to manual so that anyone can use it to develop a code for use in their community. The code will coordinate with the ET+ software to help communities analyze their possibilities. The goal is to implement the WC 2040 vision to help create the centers that the plan envisions. Comments and questions from the breakout session audience are provided below.

- *Traffic is a main concern that is often thrown in by the neighbors at the last minute at the meeting and often results in delays as a traffic study is ordered.*
  - *Distinctions of form based codes. They promote a vision. They offer more clarity and streamlining to the approval process (Although adopting the code may be less streamlined). They focus on the Form as an organizing principle and less on use.*
  - *Form Based Codes use sketches to show what you do want and what you don't want as part of the vision.*
  - *Benefits of FBC: The visioning process is up front, density design and land use are pre-determined. FBC's makes a connection between transit and land use. "There are fewer contentious hearings (after adoption)."*
  - *Government generally manages the code adoption process and a "rezone" application is not required by the owner or developer.*
  - *Regional benefits include the connections for transit, addressing of housing needs and demand, more efficient use of existing infrastructure.*
- *Does the time savings depend on the size of the project? This may take more time to adopt for a smaller area than necessary and negate any overall time savings.*
  - *The emphasis is on centers, the time savings are not up front in the adoption process, but later when development occurs. Areas are typically of a sufficient size to create these centers. Smaller areas may work better under existing PUD concepts.*
- *Are form based codes applied to individual projects?*
  - *No. The emphasis is on centers and implementing a broader vision.*
- *One of the biggest mistakes has been in sugarhouse, we got rid of a "cultural center" and got a hole, can FBC's prevent this kind of disaster?*
  - *No they cannot.*
  - *The community did not like the developers plan for that corner of sugarhouse and it stalled while the process worked to figure out what the community and political leaders were willing to support that fit in with the "feel" of sugarhouse. Form based codes, though not able to prevent the events in the sugarhouse area would have been helpful to both the public and the developer with regards to the development of the plan for the area. They public would have already had an idea of what they expected with regards to "feel" of the space and the developer would have known up front what was expected before spending money to design buildings that had little chance of approval.*



- *Are there precedents in FBC for adaptive reuse?*
  - *Yes that will be addressed. Our 6 demonstration sites, have a lot of buildings throughout them. Codes will be calibrated to the individual communities and what they want to see.*
- *We need to educate the city councils and planning commission members early about this or they will not accept this.*
  - *TRAX turned 10 yrs. old last year and there are good and bad development examples along it. We are looking at this and how we can influence zoning to encourage a better outcome.*
- *There are no walking paths to transit. Fences, etc. you can see the station from your backyard but must walk a mile to get there.*
- *Need to be proactive to get the zoning in place first as no developer wants to be the first one to take a stab at an area and the risk.*
- *At what point does zoning become a barrier? Setbacks are problematic, we need build-to lines and not setbacks. Parking is an issue, 1 per space or market based? Mixed use is not always the answer, some areas won't support it.*
  - *Be sure to go to the ET+ presentation next if parking is your issue. They have some very good tools to analyze this.*
  - *The public often believes that they can go to the public meeting for a conditional use and have a project denied, which is really no longer an option in Utah.*
- *At what point do the neighbors get to weigh in when developing a form based code?*
  - *During the adoption process.*
- *But they (the neighbors) will not come, they will not participate in the creation, but will find out later when the 9 story building is being built.*
  - *The adoption process is expected to have considerable participation and be contentious for this reason.*
  - *The process should also look at the transition areas from the single story bungalow and the 9 story building.*
- *An audience member gave some details regarding a recent greenfield development. It started with only 2 land owners (which was helpful). Some citizen started the firestorm of public opinion that the high density would bring in "undesirables". 32 acres of bars. 72 acres of specialty "lingerie" shops? Watch out for social media. The development group has been doing a lot of educating for the leaders of this public outcry. Next hearing for the project is on April 5th, and the city council is now on board. (Greenwich Village?). Another great advantage of a FBC is that it also sets up the public realm. What the public will have installed for transportation and improvements (this removes the engineers to some degree).*
- *In Weber County they have an issue with commercial mixed use, does every building have to have all types, or is it a percentage of all development?*

- *The desire is to control the public realm. Certain components need to be addressed.*
- *The end goal is a model code that a jurisdiction can take and utilize as they see fit to help regulate their community and develop the type of place they would like to be. The community would decide if certain types of development or “percentages” were appropriate.*
- *Components of zoning that are the biggest barriers to design are parking requirements, jogs in the building, lack of flexibility. Some projects may want or need to have housing on the first floor. The zoning is so tied down that the zoning official can not work with the developer and must go to the planning commission or the council. They are not allowed to make any decisions on their own. Zoning is not consistently administered and you have no clue what you are going to get when you walk in. “Your guess is as good as mine”. Cities get reputations as to which will work with the developers and which will not. There have been many good walkable developments that get destroyed by the planning commission over minutia only to see the developer walk away and a Wal-Mart come in.*
- *Comment from Brenda Scheer, University of Utah: Form based codes across the country are getting too elaborate; one in particular had 87 pages regulating a small business. The idea of flexibility and simplicity is important. (ie. These things are nice, but these are essential....) getting 85% of what the city wants is good. Look at any real place and they are not uniform, they vary. Design specifics can hurt the authenticity you are trying to create.*
- *Are there other example codes that we might have that would show us good examples of what has worked? Also things like garbage pickup also can present issues.*
  - *In this process we have a consultant (Farr Associates) that has done a number of these and are very experienced. One thing that has come up in conversations with the consultant is snow plows and the question of whether we will design our communities around our existing plowing equipment or do we design our communities and then buy the correct plow equipment to match?*
- *Are there going to be various types of code (tiered) or overlays to address different types of cities, built-out vs. greenfield?*
  - *This is not known just yet, but the demonstration sites have a lot of buildings and to the degree that they represent other areas the model code probably will.*
- *We should drop the term built-out from our vocabulary; there is no such thing. Nothing is ever finished. The feeling is that is a disservice to everyone, it discourages reuse and potential development.*
- *Brenda Scheer: Often build-out refers to the 1st form of human development occurring in an area. What occupies that space over time may change but once it is developed it tends to stay that way.*
- *Is this being proposed as an overlay or a substitute for zoning?*

- *It could be either at discretion of the community adopting it.*
- *How soon do we see a manual?*
  - *This should be essential done by next consortium meeting.*
- *What is UDOT's role in this?*
  - *UDOT has identified agency goals to maximize mobility and promote economic development.*
- *How will the FBC work with a building code?*
  - *You will still have a full building permit review. The FBC deals mainly with the land use review.*
  - *This is also part of the education component.*