

RESOLUTION R2024 - 43

**A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF SOUTH JORDAN, UTAH,
ADOPTING THE SOUTH JORDAN TRAX STATION AREA PLAN.**

WHEREAS, Section 10-9a-403.1 of the Utah Code requires each city with a fixed guideway transit station to adopt a “Station Area Plan”; and

WHEREAS, the City of South Jordan staff and Wasatch Front Regional Council (“WFRC”) staff recommend that the City of South Jordan City Council (the “City Council”) adopt the attached South Jordan TRAX Station Area Plan (the “TRAX SAP”); and

WHEREAS, the City Council determines that it is in the best interest of South Jordan City to adopt the TRAX SAP; and

WHEREAS, adoption of the TRAX SAP allows the City to forward the plan to the metropolitan planning organization (WFRC) and the public transit district (the Utah Transit Authority) for certification and demonstration of compliance with Utah Code § 10-9a-403.1.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF SOUTH JORDAN, UTAH:

SECTION 1. Adoption. The City Council hereby approves the TRAX SAP, attached as Exhibit A, as required by Utah Code § 10-9a-403.1.

SECTION 2. Severability. If any section, part or provision of this Resolution is held invalid or unenforceable, such invalidity or unenforceability shall not affect any other portion of this Resolution and all sections, parts, provisions and words of this Resolution shall be severable.

SECTION 3. Effective Date. This Resolution shall become effective immediately upon passage.

[SIGNATURE PAGE FOLLOWS]

PASSED AND ADOPTED BY THE CITY COUNCIL OF THE CITY OF SOUTH JORDAN, UTAH, ON THIS 3 DAY OF December, 2024 BY THE FOLLOWING VOTE:

	YES	NO	ABSTAIN	ABSENT
Patrick Harris	<u>X</u>	_____	_____	_____
Kathie L. Johnson	<u>X</u>	_____	_____	_____
Donald Shelton	<u>X</u>	_____	_____	_____
Tamara Zander	<u>X</u>	_____	_____	_____
Jason McGuire	<u>X</u>	_____	_____	_____

Mayor Pro Tempore:

Patrick Harris
Patrick Harris

Attest:

Anna Crookston
Anna Crookston, City Recorder

Approved as to form:

David R. Rose
Office of the City Attorney



EXHIBIT A



SOUTH JORDAN TRAX STATION AREA PLAN

November 2024



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EXECUTIVE SUMMARY

South Jordan's Daybreak community has been in development for more than 20 years beginning with the 2003 signing of the Daybreak Master Development Agreement ("Daybreak MDA"). The first TRAX station in this area, Daybreak Parkway Station, opened for service on August 7, 2011.

Significant growth has already occurred within the station area and continues at a rapid pace. Ultimately, it will be home to 27,000 South Jordan residents, 9,000 of whom already live here. Larry H. Miller Real Estate ("LHM") is constructing the new Bees ballpark and associated entertainment district. The new South Jordan Central Station will open in time for the first pitch in April 2025. Additionally, Salt Lake County is building an arts center and recently opened the Daybreak Library. The station area has excellent 15 minute TRAX light rail service and excellent freeway access and future vehicle capacity with the adjacent Mountain View Corridor ("MVC").

The Special Tax Assessment Area No. 1 policy, established in 2016, supports the construction of additional public infrastructure. In 2023, a Housing and Transit Reinvestment Zone ("HTRZ") was created to address income-targeted housing costs, structured parking, and other public development needs.

As a result of the 2022 Utah State Legislative session, House Bill 462 ("HB462") was passed and signed into law. It requires cities with a fixed-guideway public transit station to develop a Station Area Plan ("SAP") for that station.

This SAP covers the 1/2 mile radius surrounding the four TRAX stations:

- ◆ 5600 West Old Bingham Highway (located in West Jordan city boundaries)
- ◆ South Jordan Parkway
- ◆ South Jordan Central (under construction)
- ◆ Daybreak Parkway

The station area has been the subject of many visioning exercises, economic analysis, market studies, planning and engineering studies, and code updates. The visioning and collaboration that went into those plans and previous efforts meets or exceeds the principles of HB462, making this station area a regional example of transit-oriented development.

This SAP meets the requirements described in HB462 by promoting the following objectives:

- ◆ **Increasing the availability and affordability of housing**, including moderate income housing by proposing to:
 - Work with Utah Legislature to amend the HTRZ code to address the housing shortage
 - Update the general plan to match future land use
 - Promote development of affordable housing, retail and employment in the station areas
- ◆ **Promotes sustainable environmental conditions** by proposing to:
 - Collaborate on shared parking with stakeholders to reduce surface parking
 - Improve air quality by reducing fuel consumption and vehicle trips with a live, work, play design with affordable housing, retail and employment in the station areas
 - Avoid high power transmission line corridor near MVC

- ◆ **Enhances access to opportunities** by proposing to:
 - Continue to build and maintain attractive public amenities and open spaces
 - Facilitate sustainable economic growth and development
 - Encourage public use, marketing, and engagement of facilities
 - Add wayfinding to and from TRAX stations and destinations
 - Support regional office, retail, and entertainment development
- ◆ **Increases transportation choices** and connections by proposing to:
 - Increase transit service
 - Add additional bike lanes, signage, and trail connections
 - Continue high quality urban design standards in the station area
 - Monitor safety and crash data at busy intersections and consider additional protection
 - Encourage the University of Utah and “Last Holdout” properties to match active transportation facilities planned in Downtown Daybreak

This SAP area is projected to recapture significant existing sales tax leakage, supporting an additional 5 million square feet of growth, including 1.9 million square feet of retail and 6.7 million square feet of office space.

In summary, the transportation facilities and land uses outlined in the Daybreak MDA and this SAP will establish a vibrant downtown area that offers easy access to jobs, affordable housing, entertainment, and sporting events.

I. INTRODUCTION

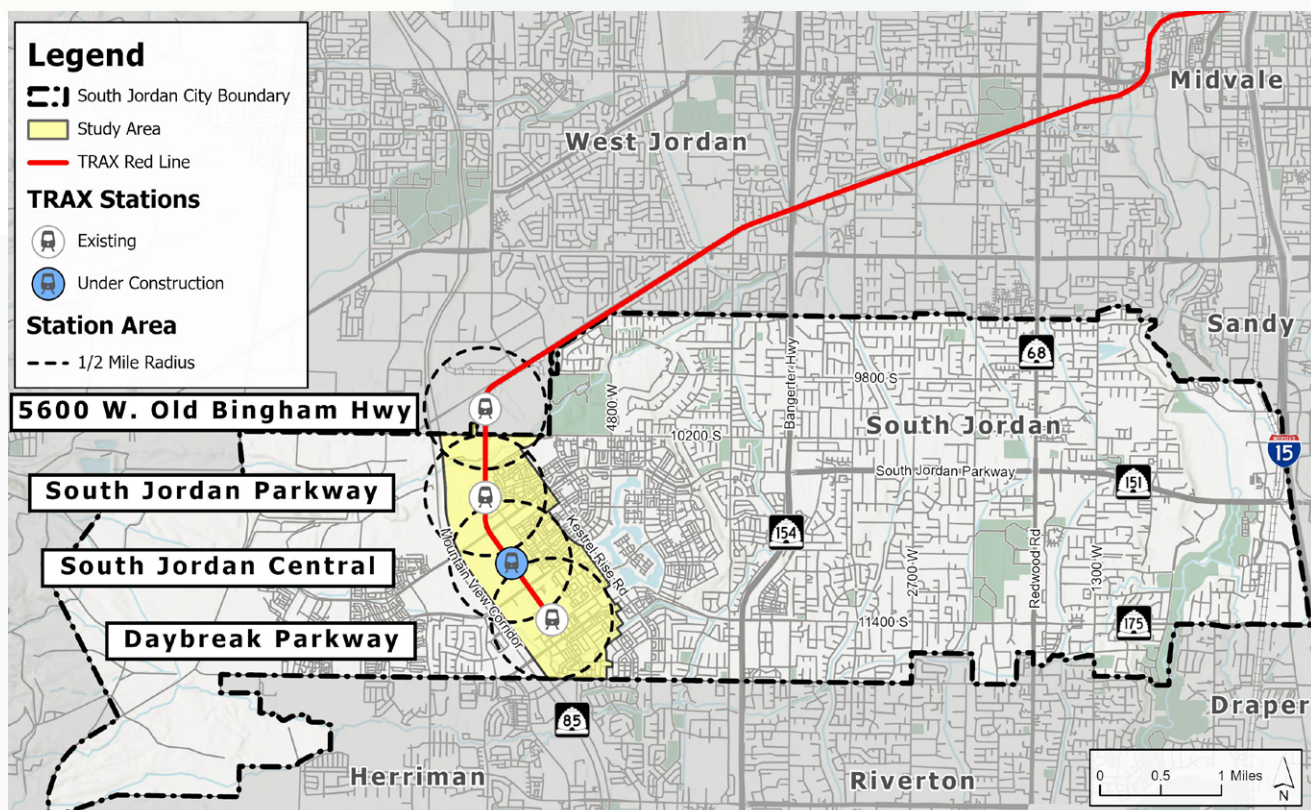
A Station Area Plan ("SAP") is intended to promote the State of Utah's investment in transit with goals and objectives to increase housing availability, improve access to job opportunities, protect the natural environment, and increase transportation options.

As a result of the 2022 Utah State Legislative session, HB462 (titled [Housing Affordability Amendments](#), a summary of which is located [here at Wasatch Front Regional Council \(WFRC\)](#) passed and was signed into law. It requires a city that has a fixed-guideway public transit station (rail or Bus Rapid Transit) to develop an SAP for that station and update its general plan and zoning to implement the SAP if needed. Much of the station area planning work had already been done in this Daybreak area through the innovative Kennecott / South Jordan Master Development Agreement (2003), and through Larry H. Miller Real Estate building the new Salt Lake Bees ballpark, mixed-use district, and surrounding Downtown Daybreak development. The visioning and collaboration that went into those plans and previous efforts meets the principles of HB462 and have made this area an incredible example of transit oriented development in the region. HB462 requires that SAPs promote the following principles:

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

The City of South Jordan ("City") applied for assistance from WFRC in 2024 and a consultant was hired to facilitate the planning process for the TRAX Red Line station areas located in the City. **This SAP covers the 1/2 mile radius surrounding the 5600 West Old Bingham Highway (located in West Jordan City boundaries), South Jordan Parkway, South Jordan Central (under construction), and the Daybreak Parkway stations.** A separate SAP document covers the South Jordan FrontRunner Station. WFRC and the City worked together to establish the formal study area boundary, which is shown below in Figure 1.

FIGURE 1: Vicinity Map



II. EXISTING CONDITIONS

The existing conditions section documents demographics, existing plans, and existing land use. A multimodal transportation assessment is conducted where existing conditions are documented for the transit, active transportation, and vehicle networks. A review of recent crash data in and around the study area is conducted to ascertain where concerning trends may be and to develop recommendations to improve the safety of the road network.

A. Previous Plans and Studies

KEY TAKEAWAY

- ◆ More than 20 previous plans and studies have been completed.

A review of previous and ongoing planning efforts focused on the TRAX SAP area provides a baseline understanding of needs and possible solutions for the study area. All relevant studies and plans are summarized in Table 1 below with a hyperlink to the document. A brief description for each plan or study is provided in the Appendix.

TABLE 1: PREVIOUS PLANS AND STUDIES	
STUDY NAME	DATE COMPLETED
WFRC SAP Guidance	2022
Wasatch Choice Vision	Ongoing
WFRC Access to Opportunities	2023
WFRC Regional Transportation Plan (RTP)	2023
UTA 2025-2029 Five-Year Service Plan	2024
UTA Moves 2050 Long-Range Transit Plan	2023
Herriman Transit Corridor and Land Use Study	2023
Wasatch Front Regional Council Transportation Improvement Program	2024
Utah's Unified Transportation Plan	2023
Southwest Salt Lake County Transportation Analysis and Solutions Development	2021
WFRC 2023 The Point-Area West Transit Fresh Look Study (link unavailable)	Ongoing
South Jordan City General Plan	2020
Daybreak Plan History and Documentation	2003 - Ongoing
CDBG Consolidation Plan & Action Plan	2020
South Jordan Economic Strategic Plan	2011
Parks & Open Space Master Plan	2017
Storm Drain Master Plan	2021
Streetscape Master Plan	2023
South Jordan Transportation Master Plan	2024
Active Transportation Plan	2020
Water Shortage Management Plan	2021
SLCo West General Plan	2021
Housing Needs Study	2014
Moderate-Income Housing Plan	2019

B. Demographic and Socioeconomic Data

KEY TAKEAWAYS

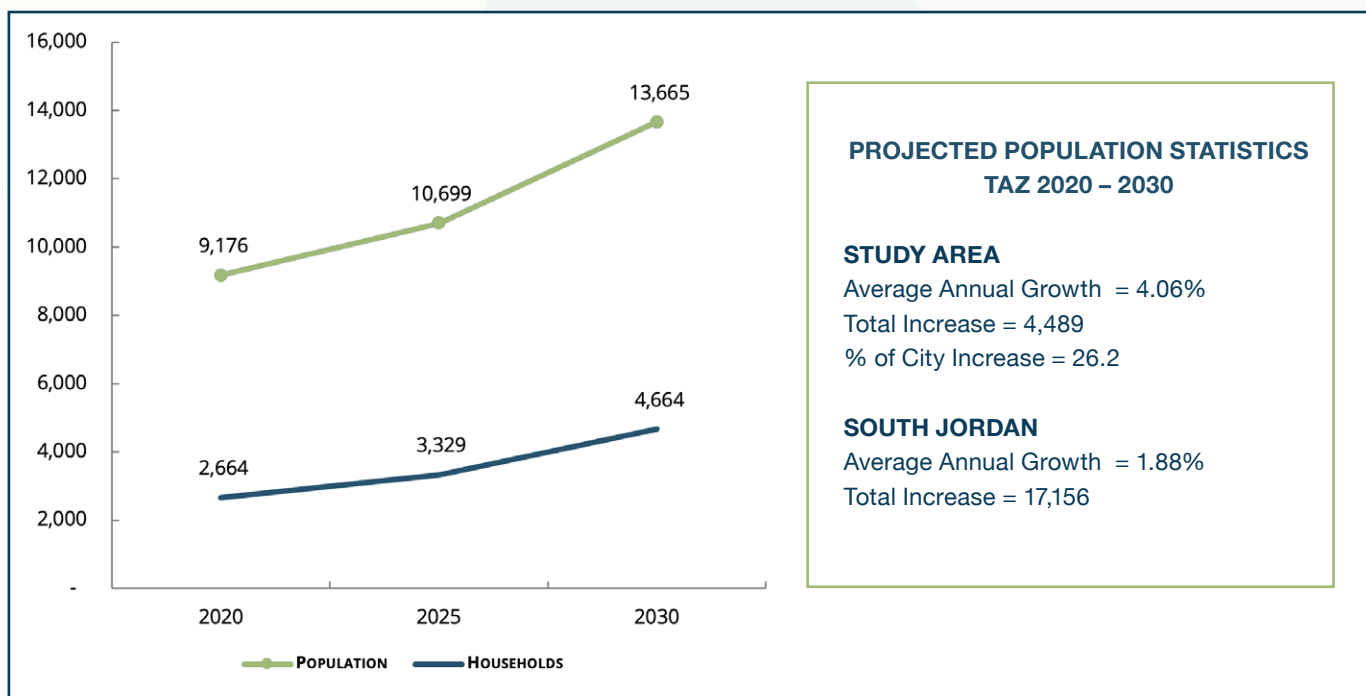
- ◆ 9,000 people are living in the study area in 2024
- ◆ Younger population than average at 31 years, city average is 34
- ◆ Sales tax leakage in all categories
- ◆ Special Service Area (SSA) Tax Assessment issued in 2016
- ◆ Housing and Transit Reinvestment Zone (HTRZ) 2023

As a backbone to the Market Analysis in Section 3 of this report, the existing and previously projected future demographics for the study area are documented below.

Population

Transportation Analysis Zone (TAZ) data from WFRC provide recent, current, and projected population estimates for the study area and the City and are shown below in Figure 2. These estimates show growth for both geographies through 2030, but population growth percentage for the study area is estimated at over double that of the City. Additionally, household growth percentage is estimated to outpace population growth percentage across both geographies, potentially indicating a demographic shift toward smaller households.

FIGURE 2: TAZ Population and Household Projections

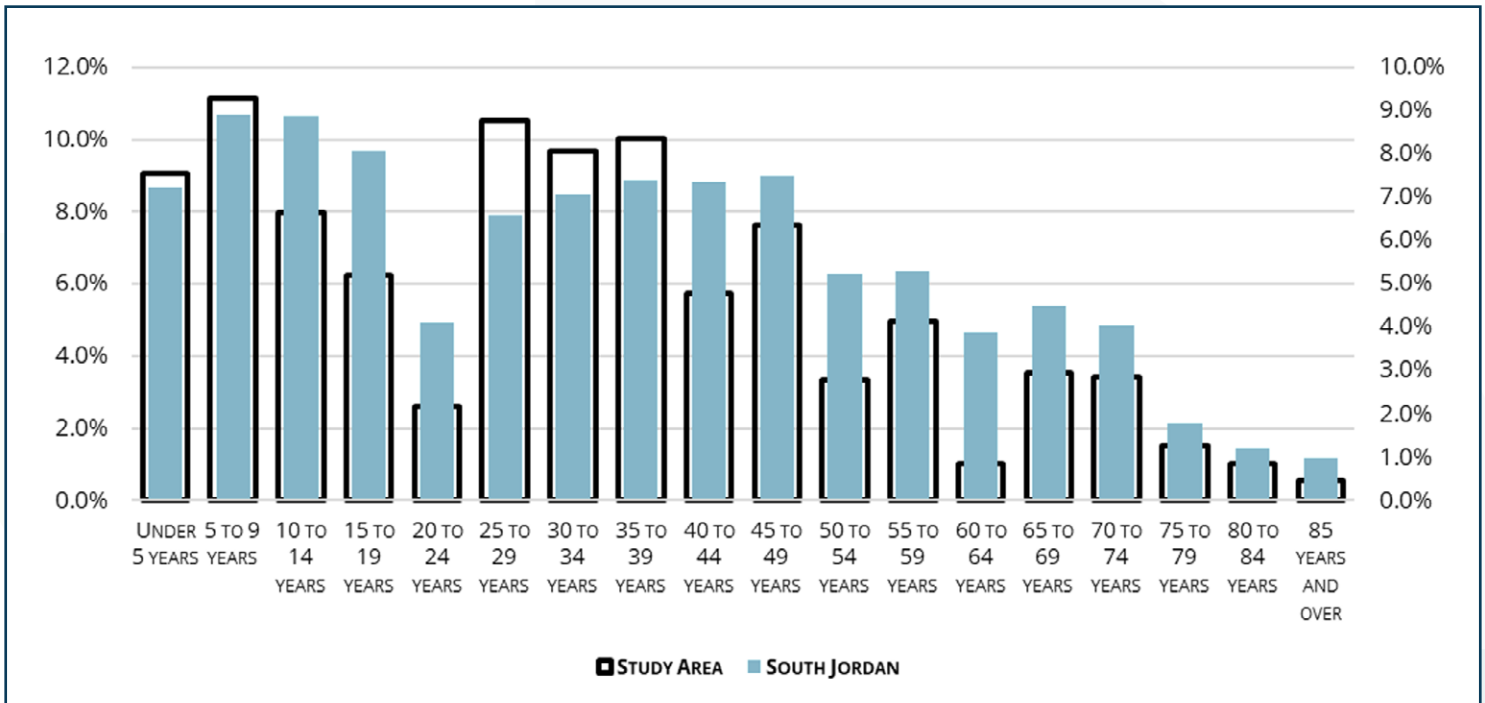


Source: WFRC, Traffic Analysis Zone Projects

Age

Utilizing 2022 5-Year American Community Survey (ACS) estimates, Figure 3 displays the distribution of population by age category for the study area and the City. Where the City is comparatively balanced among categories, with no one category comprising greater than nine percent of the total population, the study area has more specific concentrations within particular categories. Notably, the study area has greater proportions of persons aged 0 to 9 but lower proportions of persons aged 10 to 24, indicating a continuance of the existing trend of a younger population in the study area. The median age for the study area is estimated at 31.5, while the estimate for the City is 34.4.

FIGURE 3: Age Distribution



Source: US Census Bureau, American Community Survey 5-Year Estimates (S0101)

Households

Table 2 displays the distribution of housing unit vacancy between the study area and City. The study area's vacancy rate is slightly higher, five (5) percent, than the City's at 2.8 percent.

TABLE 2: SUMMARY OF HOUSING UNITS				
	STUDY AREA		SOUTH JORDAN	
	Count	Percent	Count	Percent
Occupied Housing Units	2,542	95.0%	24,429	97.2%
Vacant Housing Units	135	5.0%	711	2.8%
Total	2,677		25,140	

Source: US Census Bureau, American Community Survey 5-Year Estimates (DP04)

Table 3 displays the distribution of housing structure occupancy by unit count. The study area contains greater proportions of persons living in single-family units and two-to-nine-unit residences than the City, but it has a slightly smaller proportion of persons living in structures with 10 or more units. There are no mobile home or other structure types represented in the study area.

TABLE 3: SUMMARY OF HOUSING STOCK				
	STUDY AREA		SOUTH JORDAN	
	Count	Percent	Count	Percent
Single Family	2,252	88.6%	21,218	86.9%
2 to 4 Units	39	1.5%	221	0.9%
5 to 9 Units	54	2.1%	338	1.4%
10 or more Units	197	7.8%	2,573	10.5%
Mobile Home & Other	-	0.0%	79	0.3%
Total Units	2,542		24,429	

Source: US Census Bureau, American Community Survey 5-Year Estimates (B25032)

Income and Housing Costs

Below, Table 4 compares housing affordability for both renters and homeowners between the study area and City. In the study area, both renters and homeowners are generally slightly less burdened by housing costs. This difference in housing cost burden is mostly due to the study area having slightly lower housing costs than the City as a whole, as average income levels are very similar.

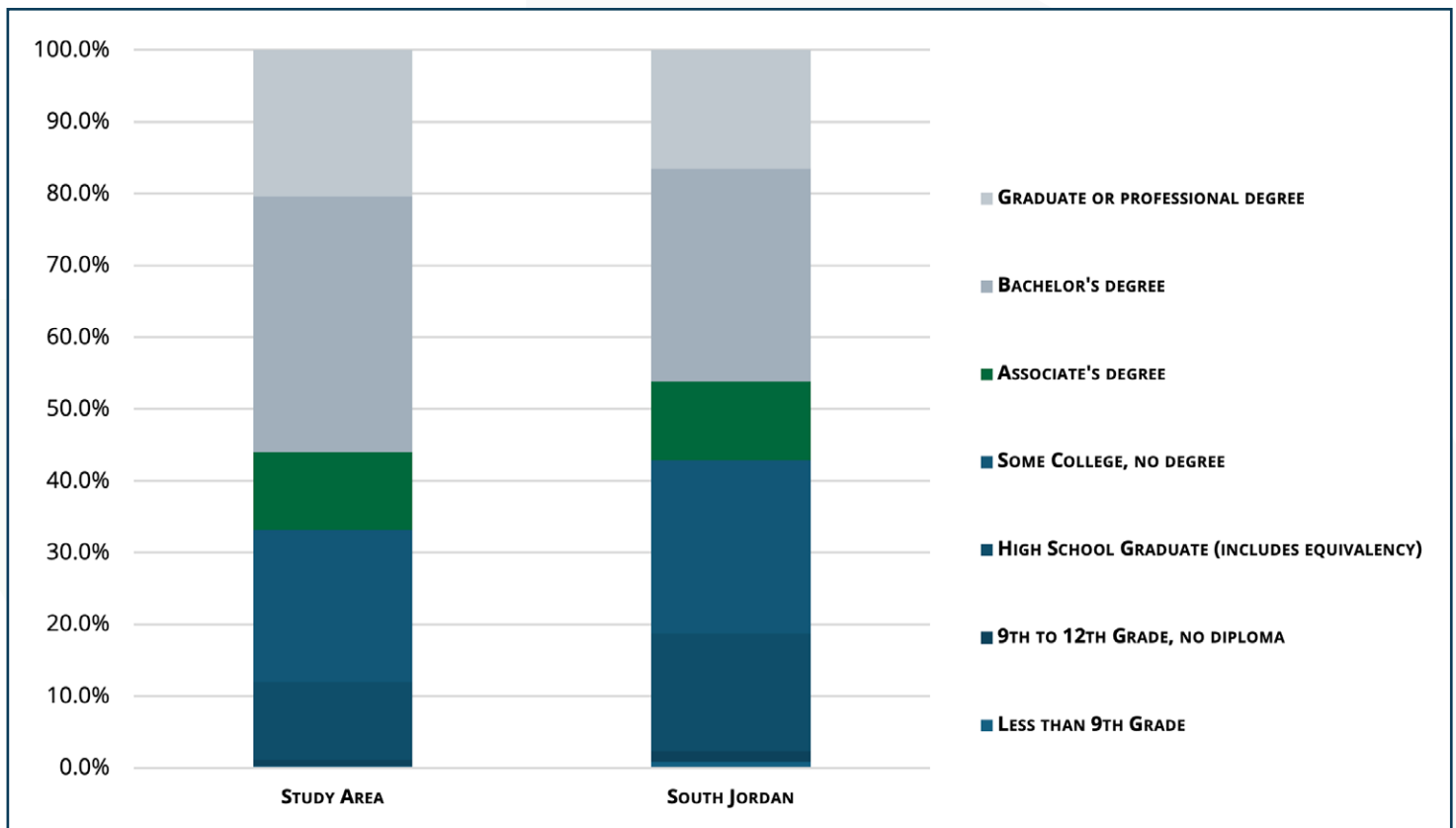
TABLE 4: HOUSING COST RATIO		
	STUDY AREA	SOUTH JORDAN
Median Household Income in the past 12 months	\$125,397	\$119,822
Owner-occupied Median Income	\$133,811	\$133,802
Renter-occupied Median Income	\$76,762	\$76,846
Median Gross Rent	\$1,623	\$1,679
Owner-occupied w/Mortgage Cost	\$2,206	\$2,313
Median Rent to Renter Income	25.4%	26.2%
Median Mortgage to Owner Income	19.8%	20.7%

Source: US Census Bureau, American Community Survey 5-Year Estimates (B25119,B25088, B25064)

Education

Below, Figure 4 displays educational attainment. Generally, residents of the study area have greater educational attainment, with 66.8 percent of residents aged 25 or older holding an associate's degree or higher. Additionally, the proportion of residents with educational attainment lower than a bachelor's degree is lower in each category in the study area compared to the City.

FIGURE 4: Educational Attainment

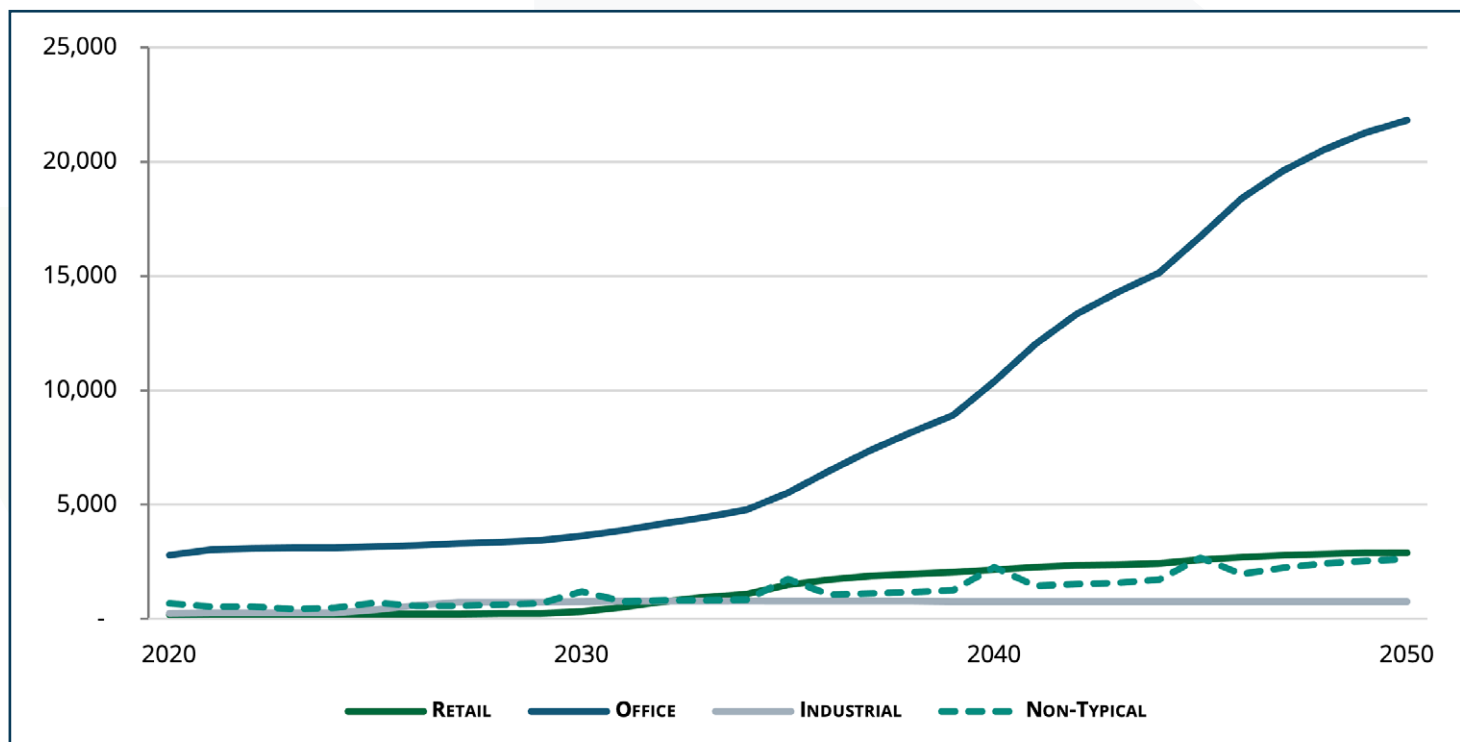


US Census Bureau, American Community Survey 5-Year Estimates (S1501)

Employment

Figure 5 displays recent, current, and projected employment counts, as well as 10-year AAGRs, by industry type for both the study area and the City. These counts are provided through 2050. Generally, through each 10-year period, percent growth of total employment is greater in the study area. This also extends to employment in the retail, office, and non-typical job sectors. While industrial employment is expected to grow at a rate outpacing that of the City through 2030, it is anticipated to slow afterward through 2050. For both geographies, the 10-year period 2031 to 2040 is estimated to show the greatest percent growth for most sectors.

FIGURE 5: Projected Employment



Source: Wasatch Front Regional Council, Traffic Area Zone Projections

Parcel Data Evaluation

Utilizing parcel GIS data from the Salt Lake County Assessor's Office, parcel characteristics for the study area and City were calculated and sorted between land use categories as outlined below.

As shown in Table 5, in the study area the most prolific property type by far is single-family residential, comprising the greatest count of parcels with the highest square footage and taxable and market values. Multifamily parcels also contribute significantly to total square footage and taxable and market values. A notable proportion of total land in the study area is currently occupied by vacant parcels, approximately 22.7 percent. Agricultural land, which may be converted for other uses in the future, comprises an additional 15.4 percent of total acreage.

TABLE 5: STUDY AREA PARCEL CHARACTERISTICS

Category	Count	Acreage	Square Footage	Taxable Value	Market Value
Single-Family	2,356	248	5,801,815	\$666,226,435	\$1,217,427,700
Multifamily	125	40	1,095,260	\$169,557,664	\$309,957,480
Commercial	2	7	486,962	\$24,104,475	\$40,746,380
Office	10	6	81,657	\$19,146,200	\$126,870,800
Industrial	-	-	-	\$0	\$0
Vacant	101	207	840	\$52,109,610	\$108,988,600
Agricultural	24	140	-	\$7,664,050	\$22,913,600
Other	434	265	626,694	\$45,078,880	\$179,635,580
Total	3,052	913	8,093,228	\$983,887,314	\$2,006,540,140

Source: Salt Lake County Parcel Data

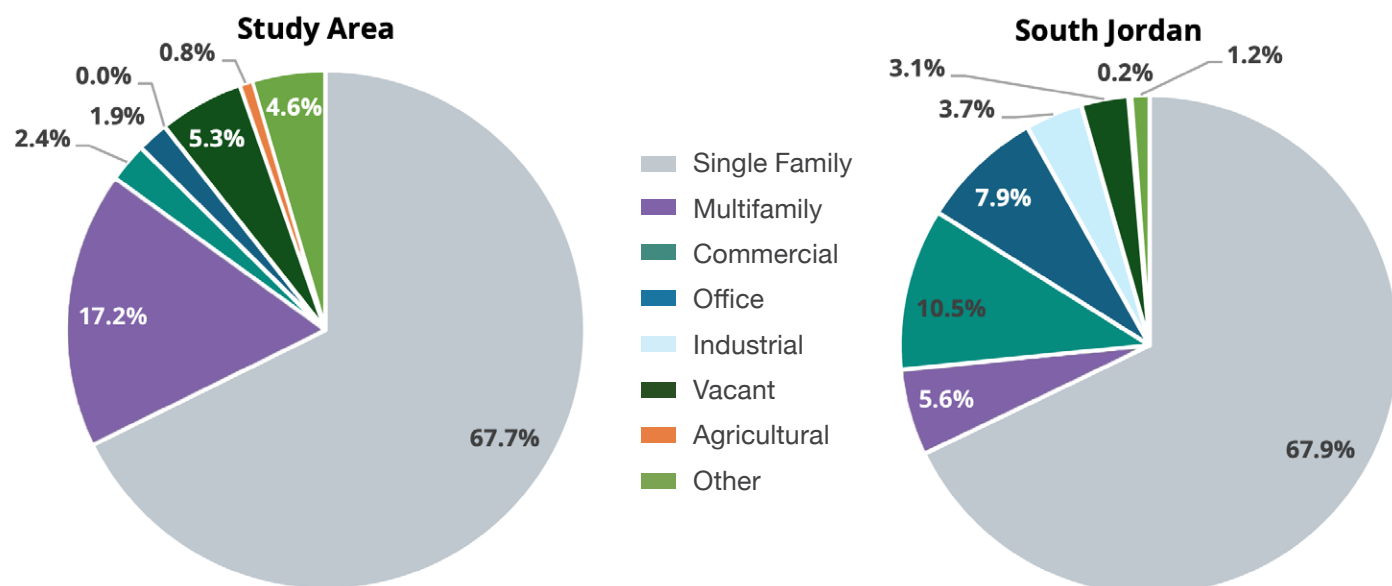
As shown below in Table 6 and Figure 6, in the City's overall parcel count, square footage, and taxable and market values illustrate a concentration of single-family development. At this scale, multifamily, commercial, and office uses represent similar proportions of square footage and taxable and market values. Vacant and agricultural land in the City respectively represent 9.4 and 19.0 percent of total acreage.

TABLE 6: SOUTH JORDAN PARCEL CHARACTERISTICS

Category	Count	Acreage	Square Footage	Taxable Value	Market Value
Single-Family	23,902	6,063	78,205,923	\$8,604,905,538	\$15,730,310,470
Multifamily	910	204	5,271,468	\$707,402,825	\$1,351,316,960
Commercial	286	724	5,662,083	\$1,327,606,535	\$1,422,963,980
Office	328	504	5,258,929	\$1,006,998,050	\$1,289,312,990
Industrial	28	175	2,735,300	\$471,212,169	\$472,197,950
Vacant	1,344	1,353	167,401	\$388,780,033	\$543,537,780
Agricultural	101	2,740	80,291	\$23,104,983	\$261,225,860
Other	2,502	2,633	3,858,279	\$150,327,096	\$1,307,851,780
Total	29,401	14,396	101,239,674	\$12,680,337,229	\$22,378,717,770

Source: Salt Lake County Parcel Data

FIGURE 6: Taxable Value Distribution by Land Type



Source: Salt Lake County Parcel Data



Daybreak Parkway Station

Sales Leakage

Utilizing taxable sales collection data from the Utah State Tax Commission, a sales leakage analysis was completed for the City to provide an overview of leakage and retention by commercial category in comparison to the State of Utah. This sales leakage data is shown below in Table 7. Income is adjusted based on the percentage of South Jordan's per capita income of the State's per capita income to more accurately reflect local economic conditions, and is shown in the Utah Income Adjusted Per Capita Spending column below.

The City is leaking in all major categories in comparison to average state spending. The per capita spending in South Jordan is \$28,399, a figure 24.4 percent lower than the state's average of \$37,566. The total taxable sales leaking to other communities is estimated at just below \$775M. Assuming a sales tax levy of 0.5 percent based on point of sale, this equates to a loss of \$7.3M in annual sales tax revenues. In comparison, the per capita spending in West Jordan is \$23,266 and has a capture rate of 82 percent when compared to the State. Factors influencing a community's capture rate include total population, proximity to major freeways or surface streets, the population within a 360-degree trade area, geographic isolation, and competitive market sites.

TABLE 7: SOUTH JORDAN SALES LEAKAGE

	South Jordan Direct Taxable Sales (CY2022)	Per Capita Spending	Utah Income Adjusted Per Capita Spending	Capture Rate	Per Capita	Total Leakage
RETAIL						
Building Material & Garden Equip	\$17,445,442	\$206	\$2,104	10%	(\$1,898)	(\$160,369,346)
Clothing & Accessories	\$86,704,186	\$1,026	\$937	110%	\$89	\$7,562,165
Electrical & Appliance	\$54,555,675	\$646	\$561	115%	\$85	\$7,152,386
Food & Beverage	\$157,951,160	\$1,869	\$2,468	76%	(\$599)	(\$50,610,579)
Furniture & Home Furnishing	\$11,738,847	\$139	\$495	28%	(\$357)	(\$30,130,435)
Gas Station	\$25,500,000	\$302	\$728	41%	(\$426)	(\$36,011,200)
General Merchandise	\$430,593,931	\$5,095	\$3,574	143%	\$1,522	\$128,598,559
Health & Personal	\$15,099,393	\$179	\$358	50%	(\$180)	(\$15,171,812)
Miscellaneous Retail Trade	\$45,477,702	\$538	\$993	54%	(\$455)	(\$38,411,430)
Motor Vehicle	\$467,611,596	\$5,533	\$3,841	144%	\$1,692	\$142,998,332
Nonstore Retailers	\$231,507,425	\$2,739	\$2,933	93%	(\$194)	(\$16,366,955)
Sporting Good	\$19,739,196	\$234	\$578	40%	(\$345)	(\$29,120,222)
Wholesale Trade-Durable Goods	\$94,984,697	\$1,124	\$2,859	39%	(\$1,735)	(\$146,623,377)
Wholesale Trade-Electronic Markets	\$10,384,280	\$123	\$478	26%	(\$355)	(\$30,015,480)
Wholesale Trade-Nondurable Goods	\$1,632,228	\$19	\$66	29%	(\$47)	(\$3,940,608)
Retail Subtotal	\$1,670,925,758	\$19,772	\$22,973	86%	(\$3,200)	(\$270,460,003)

TABLE 7: SOUTH JORDAN SALES LEAKAGE (Continued)

	South Jordan Direct taxable Sales	Per Capita Spending	Utah Income Adjusted Per Capita Spending	Capture Rate	Per Capita	Total Leakage
INDUSTRY						
Agriculture, Forestry, Fishing & Hunting	\$35,995	\$0	\$17	3%	(\$16)	(\$1,360,181)
Construction	\$7,743,235	\$92	\$676	14%	(\$585)	(\$49,425,904)
Information	\$111,241,490	\$1,316	\$1,353	97%	(\$36)	(\$3,058,397)
Manufacturing	\$38,967,712	\$461	\$1,727	27%	(\$1,265)	(\$106,942,941)
Mining, Quarrying, & Oil & Gas Extraction	\$6,492,286	\$77	\$243	32%	(\$166)	(\$14,002,368)
Transportation & Warehousing	\$2,888,626	\$34	\$135	25%	(\$101)	(\$8,531,492)
Utilities	\$86,624,581	\$1,025	\$1,303	79%	(\$278)	(\$23,510,656)
Industry Subtotal	\$253,993,925	\$3,006	\$5,453	55%	(\$2,447)	(\$206,831,939)
SERVICES						
Accommodation	\$27,237,338	\$322	\$1,231	\$0	(\$909)	(\$76,824,497)
Admin. & Sup & Waste Man.& Remed. Services	\$7,628,045	\$90	\$165	55%	(\$75)	(\$6,336,631)
Arts, Entertainment, and Recreation	\$11,435,904	\$135	\$523	26%	(\$388)	(\$32,776,128)
Educational Services	\$5,173,506	\$61	\$85	72%	(\$24)	(\$1,990,231)
Finance & Insurance	\$11,605,965	\$137	\$145	94%	(\$8)	(\$678,601)
Food Services & Drinking Places	\$194,041,780	\$2,296	\$2,874	80%	(\$578)	(\$48,857,296)
Health Care & Social Assistance	\$5,090,342	\$60	\$71	85%	(\$11)	(\$903,007)
Management Of Companies & Enterprises	\$350,000	\$4	\$13	32%	(\$9)	(\$757,935)
Other Services-Except Public Administration	\$45,117,694	\$534	\$915	58%	(\$381)	(\$32,236,042)
Professional, Scientific, & Technical Services	\$76,831,996	\$909	\$801	113%	\$108	\$9,114,324
Public Administration	\$2,500,000	\$30	\$133	22%	(\$103)	(\$8,717,042)
Real Estate, Rental, & Leasing	\$32,150,762	\$380	\$931	41%	(\$551)	(\$46,545,944)
Services Subtotal	\$419,163,332	\$4,960	\$7,889	63%	(\$2,929)	(\$247,509,030)

TABLE 7: SOUTH JORDAN SALES LEAKAGE (Continued)

	South Jordan Direct taxable Sales	Per Capita Spending	Utah Income Adjusted Per Capita Spending	Capture Rate	Per Capita	Total Leakage
OTHER						
Private Motor Vehicle Sales	\$54,500,000	\$645	\$849	\$1	(\$204)	(\$17,221,156)
Special Event Sales	\$741,726	\$9	\$38	23%	(\$29)	(\$2,472,080)
Unknown/Non-classifiable	(\$14,000)	(\$0)	\$1	-24%	(\$1)	(\$72,532)
Prior-Period Payments & Refunds	\$626,450	\$7	\$364	2%	(\$357)	(\$30,158,066)
Other Subtotal	\$55,854,176	\$661	\$1,252	53%	(\$591)	(\$49,923,834)
TOTAL	\$2,399,937,191	\$28,399	\$37,566	76%	(\$9,167)	(\$774,724,806)

Source: State Tax Commission - Calendar Year Taxable Sales



South Jordan Parkway Station



Daybreak Assessment Area

Daybreak Assessment Area No. 1. is located within the study area and issued Special Assessment Bonds in 2016. Special Assessment Bonds allow a governmental entity to designate a specific area which will benefit from public improvements and levy a special assessment, like a tax lien, to finance the public improvements. This assessment is then used to repay the debt service. Usually, only the property owners receiving the benefit from the improvements are assessed the costs. Special Assessment Bonds may not be created if 50 percent or more of those liable for the assessment payment protest its creation. These bonds usually have a higher interest rate than the other bonds discussed in this section. All improvements must be owned by the issuer and repayment cannot exceed 20 years. The main advantages to these bonds are: 1) no bond election is required, 2) only benefited owners pay for the improvements, and 3) there is limited risk to the City.

The City issued the Series 2016 Special Assessment Bonds at a par amount of \$32,675,000 for financing the costs of acquiring, constructing and installing road, sewer, storm water, culinary water, street lighting, landscaping, and other related improvements to benefit property in Daybreak Assessment Area No. 1. The Assessment Area has been divided into three zones which are distinguished by the type of improvements. Zone 1 and Zone 2 consist of various road improvements and right of way acquisitions while Zone 3 improvements consist of a water storage tank and water transmission lines.

Housing and Transit Reinvestment Zone (HTRZ)

The existing Daybreak MDA and HTRZ and this new SAP promotes the increase the availability and affordability of housing, including moderate-income housing. The HTRZ approved on August 1, 2023 encourages the development of approximately 500 affordable housing units, including 30 percent of the units reserved at 60 percent and 70 percent annual median income. This zone achieves housing densities near 65 units per acre.

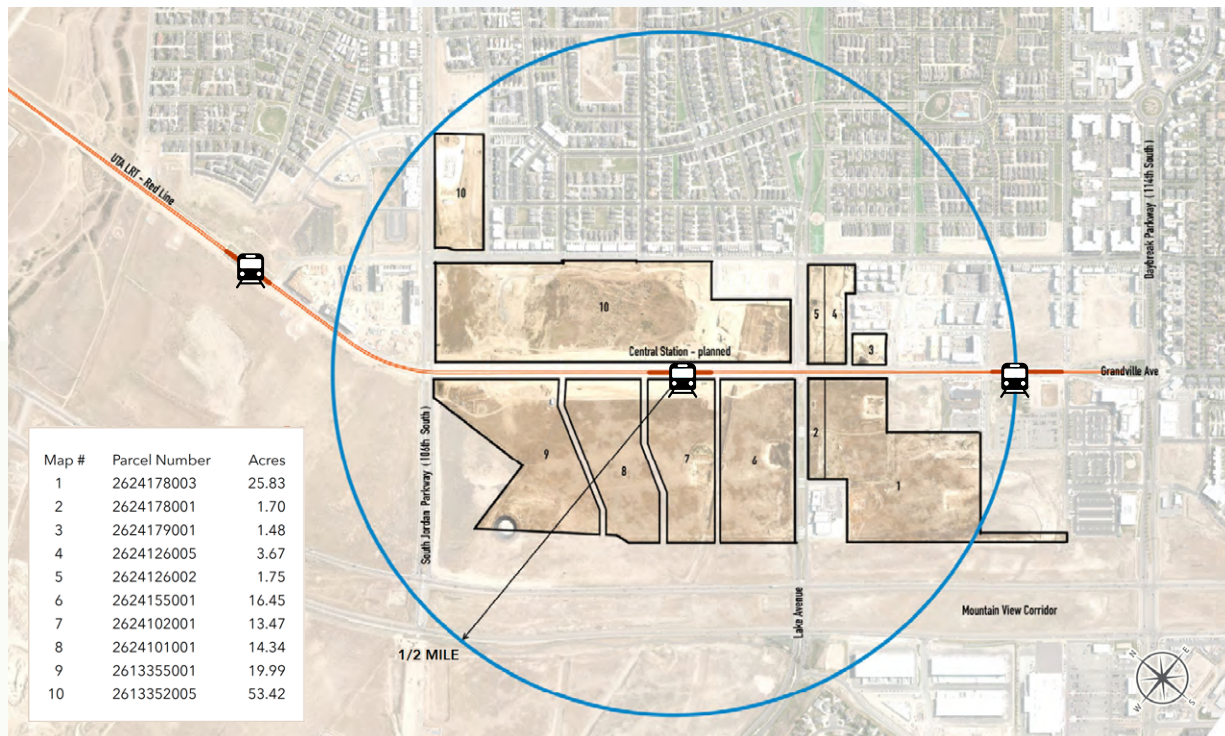
The City implemented an [HTRZ](#) for the Daybreak Area on August 1, 2023. A HTRZ enables a portion of incremental tax revenue growth in an area around a transit station to be captured over a period of time to support costs of development in the area. **HTRZs are designed to help Utah tackle its housing crisis by facilitating mixed-use, multi-family, and affordable housing developments within a given radius of light rail, BRT, or commuter rail stations.**



Communities may work in coordination with development partners for an HTRZ proposal and may utilize funds in the HTRZ area for income-targeted housing costs, structured parking, and other development costs.

This HTRZ (shown in Figure 7) includes 107 acres within the proposed Downtown Daybreak, a 290-acre mixed-use, transit-oriented, and high-density urban development integrated within the 4,157-acre Daybreak community master plan in the City. **The HTRZ should build 4,724 residential units up to 65 units/acre with approximately 500 affordable housing units reserved at 60 percent and 70 percent of adjusted medium income.** It should increase transit ridership and capture approximately 30 percent of auto-generated trips. It should add 7,000 office jobs and 9,000 total jobs.

FIGURE 7: HTRZ Analysis Zones



C. Multimodal Transportation Assessment



KEY TAKEAWAYS

- ◆ Daybreak Parkway TRAX station sees a high usage likely due to being the end of line
- ◆ Abundant active transportation facilities
- ◆ Excellent vehicle access

This section provides an assessment of existing multimodal transportation conditions within the study area including the transit, active transportation, and vehicle networks.




Transit

Public transportation in the City is served by UTA. Public transit typically includes buses, light rail, and shuttle routes. According to the ACS (2022), 2.1 percent of South Jordan residents reported using public transit as their transportation mode to commute to work. This is compared to 1.8 percent of Utahns and 3.8 percent of people in the United States who use public transit as their transportation mode to commute to work.



[Existing transit service](#) in the study area is shown in Figure 8, and includes UTA On Demand and the TRAX Red Line. UTA On Demand is an innovative form of transportation that connects riders with other transit services like TRAX, FrontRunner, or bus as well as to other destinations in the community. The app-based technology is managed by Via. Via technology matches multiple riders headed in a similar direction and groups them into a single vehicle, allowing for quick and efficient shared trips. The UTA On Demand South Valley Zone operates Monday through Friday from 4:00 a.m. to 12:15 a.m. and Saturdays from 6:00 a.m. to 1:15 a.m.

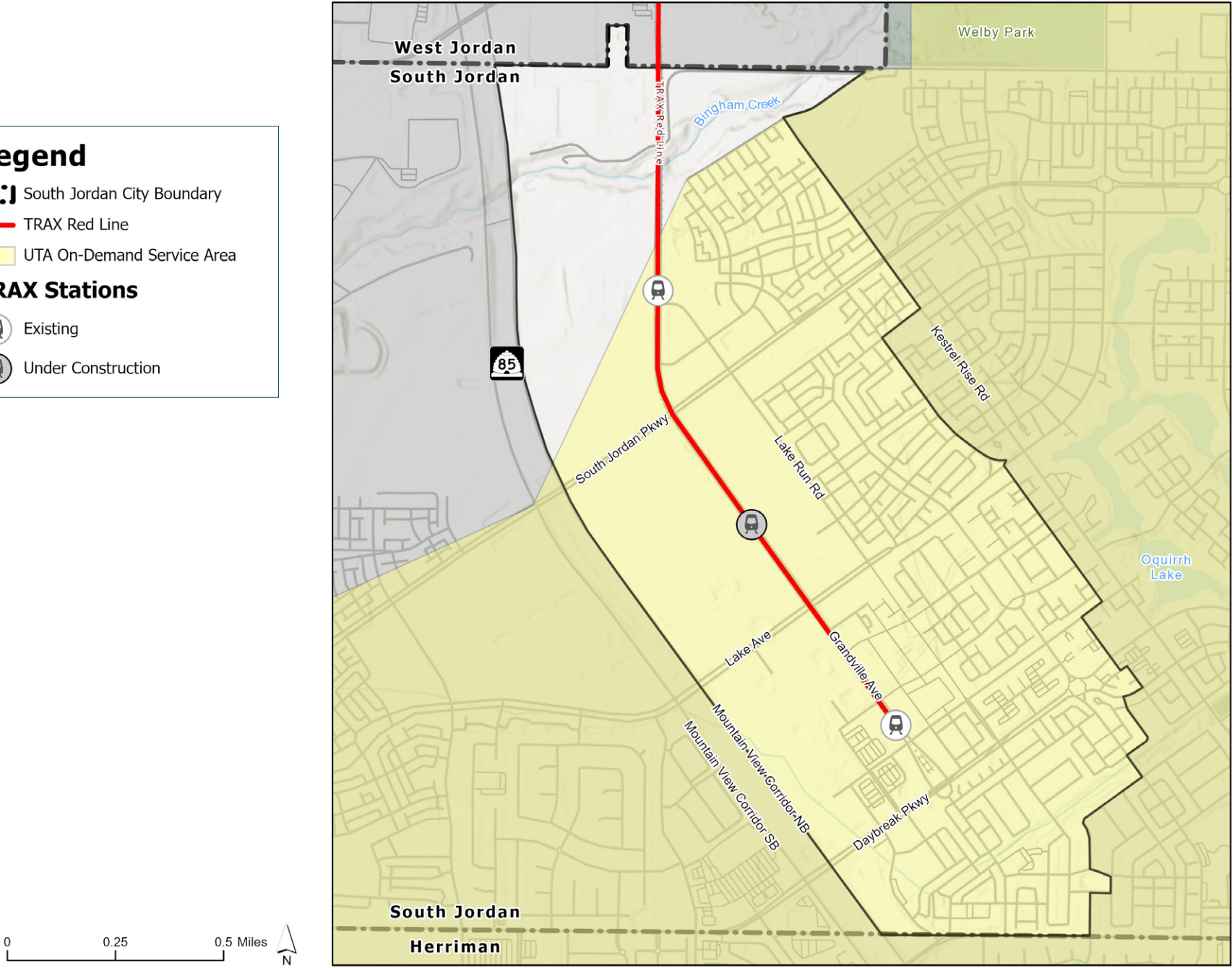
FIGURE 8: Existing Transit

Legend

-  South Jordan City Boundary
-  TRAX Red Line
-  UTA On-Demand Service Area


TRAX Stations

-  Existing
-  Under Construction



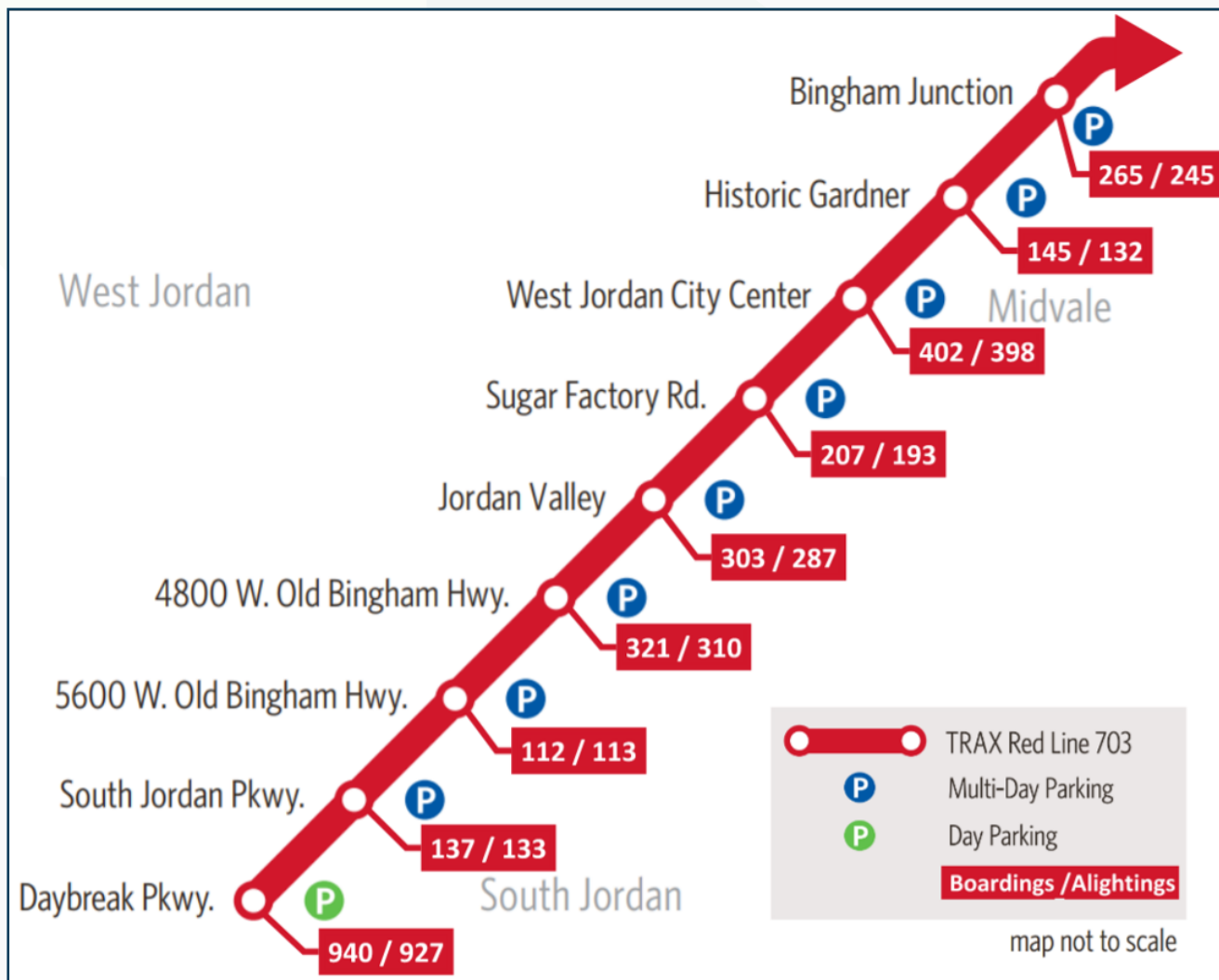
The TRAX Red Line currently operates two stations within the study area: South Jordan Parkway Station and Daybreak Parkway Station. The transit frequency at the TRAX Red Line stations are summarized in Table 8 below.

TABLE 8: TRAX RED LINE SERVICE

Approximate frequency in minutes								
Frequent Service		WEEKDAY			SATURDAY		SUNDAY	
Route		Peak	Day	Night	Day	Night	Day	Night
 TRAX Red Line		15	15	15	15	15	30	30

The TRAX Red Line's west side average daily boardings and alightings are summarized in Figure 9. The Daybreak Parkway Station is at the end of the line and has the highest ridership of any TRAX Red Line station west of I-15. The South Jordan Parkway Station has fairly low ridership, however this is expected to increase substantially as this area continues to grow. Currently both stations receive a large portion of their ridership through vehicle access (park-and-ride), however as Downtown Daybreak builds out it is expected that the number of trips walking to transit will drastically increase.

FIGURE 9: TRAX Red Line West Existing Average Daily Boardings and Alightings



Source: UTA Routes and Most Recent Ridership



South Jordan Parkway Station



Source: South Jordan HTRZ Application

Active Transportation

Active transportation refers to any human-powered mode of travel, such as walking or cycling, often promoted for its health, environmental, and community benefits. Transit ridership relies on adequate bike and pedestrian facilities. An inventory of the existing active transportation facilities within the study area was conducted to find gaps in the network and opportunities for improvement.

Daybreak's neighborhoods are laid out in a dense, well-connected grid network which lends itself to shorter active transportation trips. Figure 10 shows the existing active transportation network.

Existing active transportation facilities in the study area include:

- ◆ **Multi-Use Pathways:** Paved asphalt trails, typically 10' wide that provide a smoother ride for bicyclists.
- ◆ **Shared Wide Sidewalk:** Most existing streets in Daybreak have complete sidewalks ranging from 6 feet to 10 feet in width. The widest of these are intended to accommodate bicycles as well as pedestrians, and have been identified in the maps for this study.
- ◆ **Cycle Track:** A dedicated and protected pathway for bicyclists that is physically separated from motor vehicle traffic and distinct from pedestrian paths.- **Bike Lane** - A portion of a roadway that is designated for the exclusive use of bicycles, typically marked with painted lines, symbols, and signs.
- ◆ **Byway:** Neighborhood byways are shared streets optimized for bicycle travel. Signs and pavement markings are used to create a high comfort environment while traffic calming features manage motor vehicle speeds and volumes.

There are several existing bicycle connections accessing the stations, including both bike lanes and a multi-use pathway on sections of Grandville Avenue, cycle tracks and multi-use paths on Lake Avenue, and bike lanes and wide sidewalks on Daybreak Parkway. The local roads in Daybreak were designed to encourage slower traffic speeds which makes them good options for accessing destinations that don't lie directly on formally defined active transportation facilities. There are gaps in bicycle connectivity between Bingham Rim Road and Grandville Avenue, on sections of South Jordan Parkway, and between Ramutan Way and Daybreak Parkway on Grandville Avenue. The Preferred Vision Plan section will discuss plans that already exist to fill these and other gaps and make further recommendations as needed.


Vehicles

Preserving adequate vehicle access in the study areas is essential for providing good transportation options for residents whose needs are not yet met by the transit or active transportation network in the first and last mile of service to the TRAX station. A majority of our transit trips in Utah start and end with an automobile trip.


Figure 11 shows the existing roadway network with functional classifications and intersection control. The existing 2024 Annual Average Daily Traffic (AADT) volumes were identified as part of the South Jordan Transportation Master Plan. Notable projects that are underway include the extension of Grandville Avenue north to West Jordan and several signals that have been built along Grandville Avenue in preparation for roadway connections. The Preferred Vision Plan section will discuss the current plans for the roadway network and address any gaps.


FIGURE 10: Existing Active Transportation

Legend


 South Jordan City Boundary


TRAX Stations


 Existing


 Under Construction


Existing AT Facilities

 Multi Use Pathway

 Shared Wide Sidewalk

 Cycle Track

 Bike Lane

 Byway

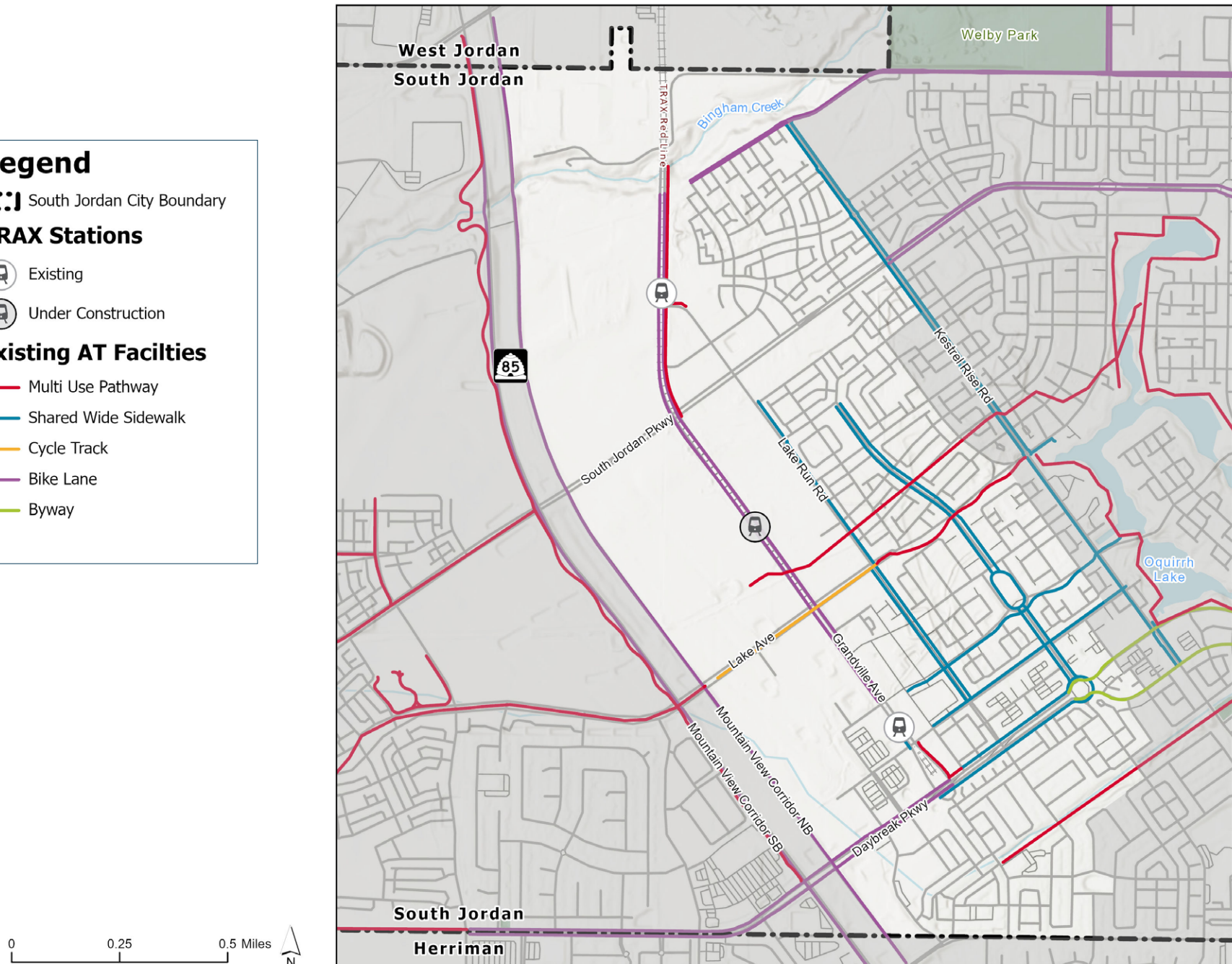
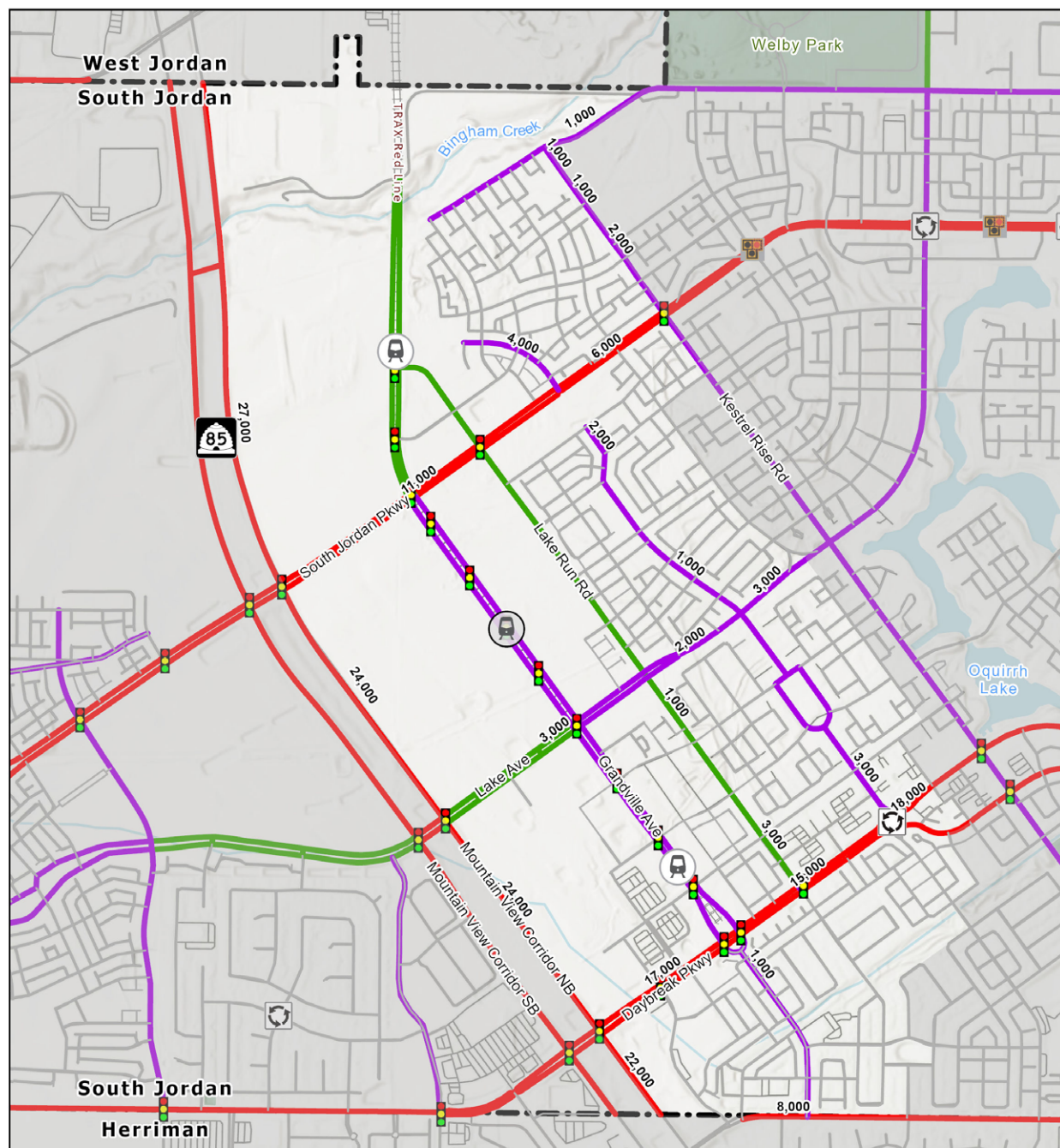
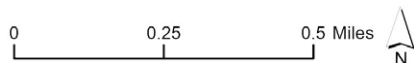
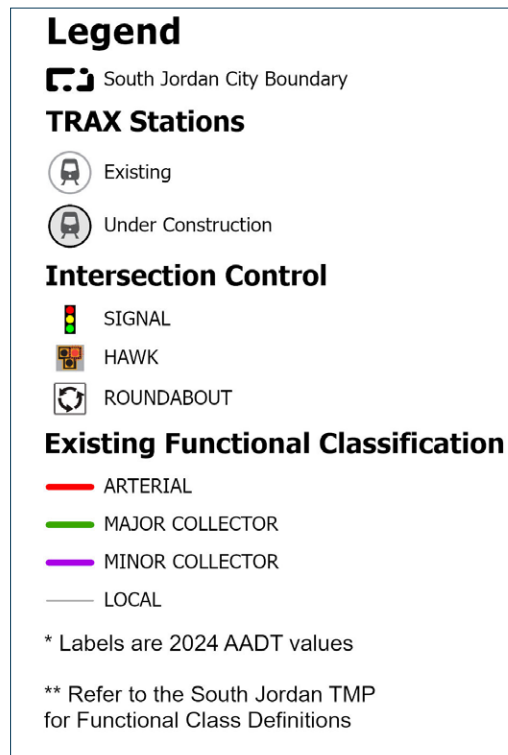


FIGURE 11: Existing Functional Class and Traffic Volumes



D. Safety

KEY TAKEAWAYS

- ◆ Most severe crashes involve pedestrians.
- ◆ Safety improvements are needed at pedestrian and vehicle conflict points.

Safety is a crucial consideration for road users when considering whether to walk or bike to a destination. If the route to a transit station provides too little separation from traffic or active transportation crossings feel too exposed, fewer people will utilize the transit stations. A review of crash data in and around the study area was conducted to ascertain where concerning trends may be and to develop recommendations to improve the safety of the road network. While severe crashes (those resulting in fatalities or serious injuries) were the primary focus of this analysis, all reported crashes are mapped in Figure 12 to make trends more apparent.

Patterns of concern within the study area and proposed solutions are listed below:

Pedestrian Crossings

Most severe crashes involve pedestrians; these crashes are scattered throughout the study area without a discernible pattern. As both pedestrian and vehicle volumes continue to grow with the construction of the ballpark and Downtown Daybreak, the City should monitor busy intersections and consider adding raised intersections where feasible. This would be especially helpful for avoiding crashes like the one that occurred at Crosswater Road and Lake Run Road, where the driver of a large truck failed to see a small child as they began to proceed through the stop sign. As Daybreak is a community that seeks to provide independence and freedom of movement for children, and with the popularity of large vehicles with significant front blind spots, efforts should be made to ensure children in particular are more visible at crossings. In addition to building raised intersections, treatments to improve visibility and direct driver attention include placing stop bars farther back from crosswalks, ensuring good lighting coverage, and installing signs reminding drivers to be aware of children.

Daybreak Parkway / Grandville Avenue and Lake Run Road


There were eight crashes involving roadway departures that occurred near these two intersections. The design of this roadway lends itself to slower speeds, with a raised median and street parking that are both tight to the travel lanes. With this in mind, the current posted speed of 35 MPH may be too fast for this context and could be encouraging drivers to go faster than is safe with obstacles positioned so close to the road. As such, it is recommended that the City consider lowering the posted speed limit to 30 MPH east of Grandville Avenue on Daybreak Parkway to match the posted speed east of the Oakmond Road roundabout and better fit the roadway context.

It is also recommended that a ramp be installed at the point where the eastbound bike lane on Daybreak Parkway ends to allow bicyclists to comfortably ascend to the wide sidewalk, decreasing confusion and separating the modes. A ramp should also be installed where the bike lane begins going westbound. This recommendation will be discussed further in the Preferred Vision Plan section.





FIGURE 12: Crash History

Legend

 South Jordan City Boundary

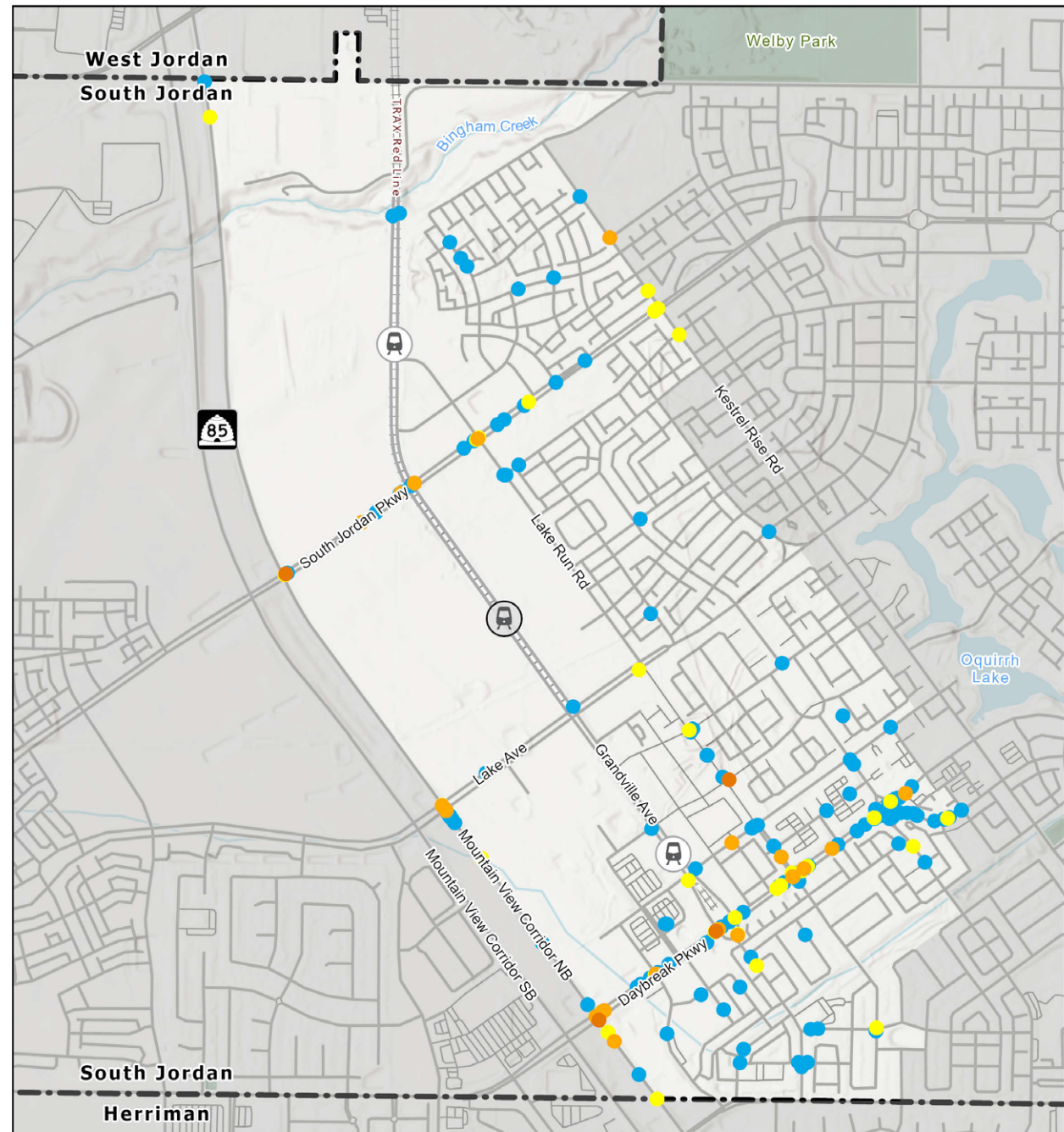
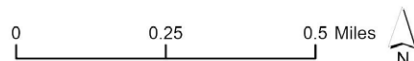
TRAX Stations

 Existing

 Under Construction

Crash Severity

- Fatal
- Suspected Serious Injury
- Suspected Minor Injury
- Possible injury
- No injury/PDO



E. Pedestrian, Bicycle, and Street Connectivity



KEY TAKEAWAYS

- ◆ University of Utah property should continue excellent connectivity.
- ◆ Mountain View Corridor construction techniques could improve connectivity.

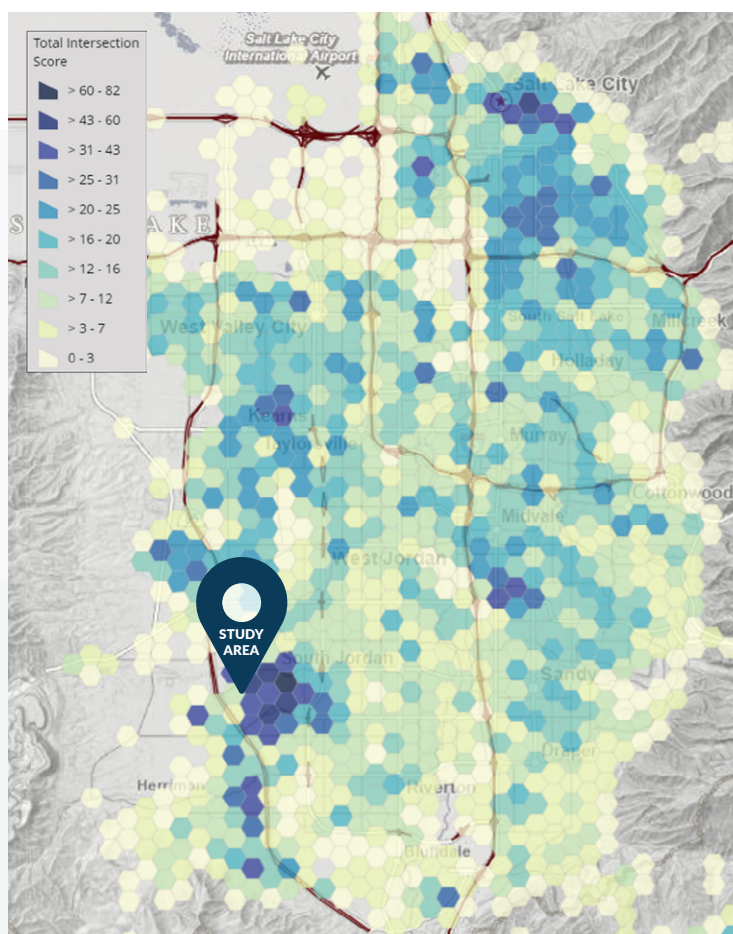
A roadway system with excellent connectivity allows people multiple options when traveling between points within a city. Strong collector and arterial road connectivity distributes traffic between corridors and a well-connected local street network allows short trips to be completed on local roadways rather than relying on regional collectors and arterials. A connected road network improves access and reduces travel times for all users and can reduce the need for future roadway widening. Good network connectivity also improves emergency access and response times and allows multiple exit routes in the event of emergencies.

WFRC maps [connectivity scores](#) across the Wasatch Front. The polygons depict a point system based on the number of 4-way and 3-way intersections within each polygon (1 point for four-way, 0.5 points for three-way). As shown below in Figure 13, this area scores nearly the best in Salt Lake County. Once the full study area roadway network is completed it is likely to score even higher. Current roads under construction within the ballpark will continue this trend of great connectivity within Daybreak. Recommendations for the University of Utah property to continue this great connectivity will be provided later in this report.

The largest connectivity issue will be across the Mountain View Corridor (SR-85). This has been mitigated as much as possible by working with Utah Department of Transportation (UDOT) to:

- ◆ Provide 23-ft. pedestrian/bicycle areas across Lake Avenue and South Jordan Parkway.
- ◆ Depress the freeway under all cross streets to reduce visual impacts of the freeway.
- ◆ Provide frequent right-in/right-out accesses to the Mountain View Corridor frontage roads and U-turn movements. This will provide the best possible vehicle access to the study area.

FIGURE 13: Salt Lake County Connectivity Scores



F. Land Use



KEY TAKEAWAYS

- ◆ Master Development Agreement covers 90% of the study area.
- ◆ Most undeveloped land is planned as Town Center with 30 units per acre, commercial and employment.

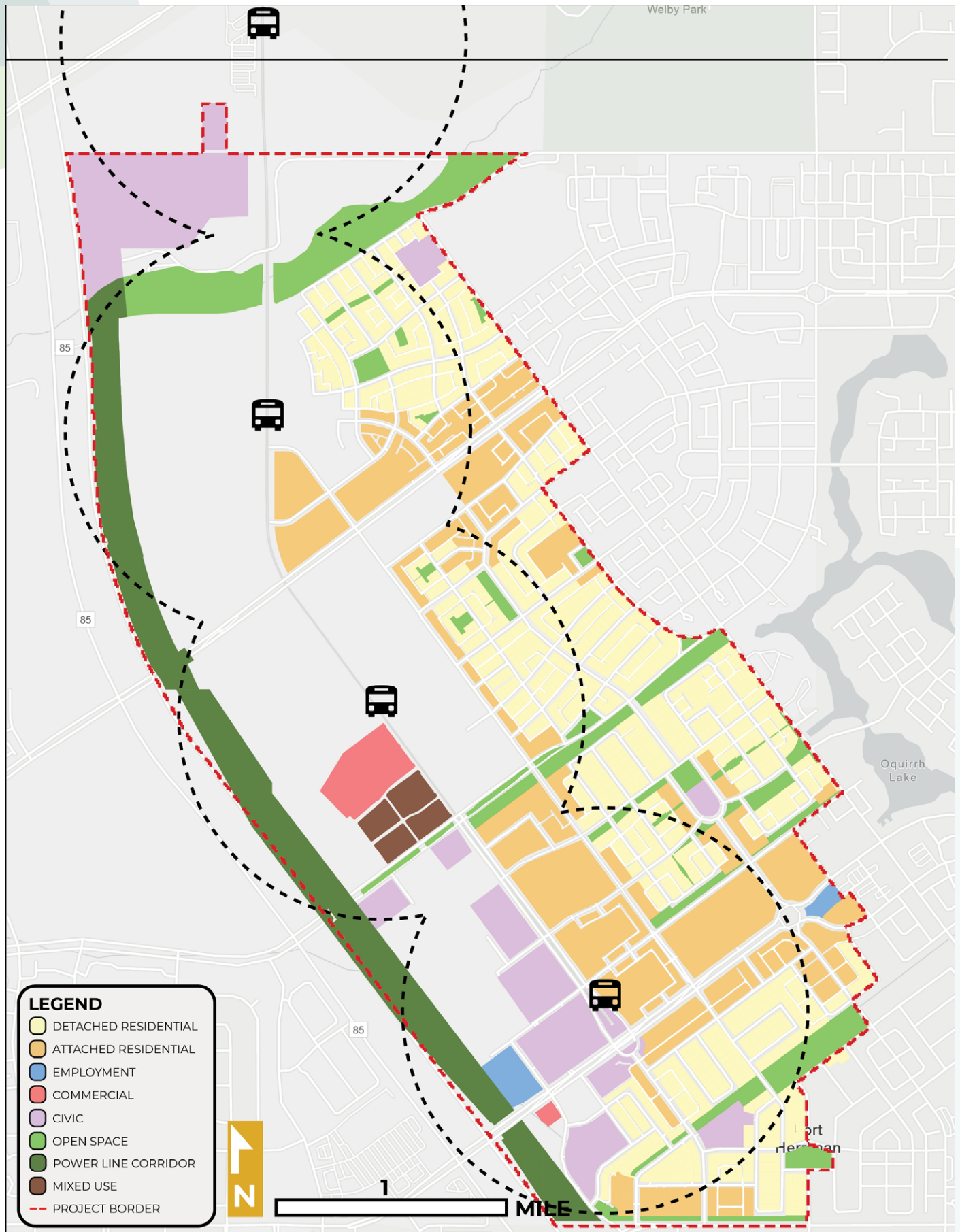
Existing Land Uses within the study area are predominantly attached and detached residential as well as open space pockets and corridors. There are also some civic uses such as the TRAX Stations, fire station, and University of Utah Medical Center. The future ballpark and surrounding mixed-use development is currently under construction and will bring commercial and additional residential land uses to the study area. The planned library and Salt Lake County performing arts center will help anchor the study area and offer services to support the community. **Approximately 60 percent of the study area is built out with over 90 percent of the buildable acreage situated within the Daybreak Master MDA. The Daybreak MDA guides the number of residential units, commercial, and other uses within the study area. The University of Utah has approximately 85 acres of undeveloped property within the study area which fall within the Daybreak Master Development Agreement.** Given their history with land development in the state and their land use plans and goals in this location, there are significant additional civic uses proposed. These civic uses are specific to research and education, which would potentially provide a range of employment opportunities. The Last Holdout, LLC owns the land directly east of Mountain View Corridor, between the University of Utah's property and South Jordan Parkway. The planned land use for this area is primarily commercial and currently has entitlements to support this use. The remaining parcels not within Daybreak ownership are the approximately 40 acres of ground closest to Mountain View Corridor. This acreage falls within the powerline corridor. Much of the undeveloped land within the study area is designated as a town center and is anticipated to contain densities above 30 units to the acre with significant commercial and employment opportunities. The existing land use map below (Figure 14) delineates the current build out and uses of the area.



Daybreak Parkway Station



FIGURE 14: Existing Land Use



G. Public Space and Urban Design



The Daybreak community provides a higher percentage of open space compared to the rest of the City, as the Daybreak MDA requires 25% open space. It should be noted that the general plan designation of town center and the existing city plans showcase this study area as a major gathering place. The design of the area is required by the Daybreak MDA to be heightened with wayfinding signage, trails, multimodal transportation networks, a mix of quality architecture, and connected open spaces. One key location for gathering is the corridor extending south from the ballpark, currently under construction. Another key location for gathering should be centered in the University of Utah's property adjacent to the TRAX Station. Outside of these locations smaller gathering spaces should be incorporated within the remaining land uses with an additional larger gathering space around the Daybreak Parkway Station.

All ground floor development within the study area should be scaled appropriately for pedestrians, and features within the non-vehicular right-of-way should be designed to increase the comfort and orientation of non-vehicular modes of transportation. Landscape, signage, pavement, paths, open spaces, and gathering spaces should maintain the look and feel of the Daybreak community. Figure 15 shows in detail the general layout for how the ballpark area gathering space may look.

FIGURE 15: General Layout for Ballpark Area

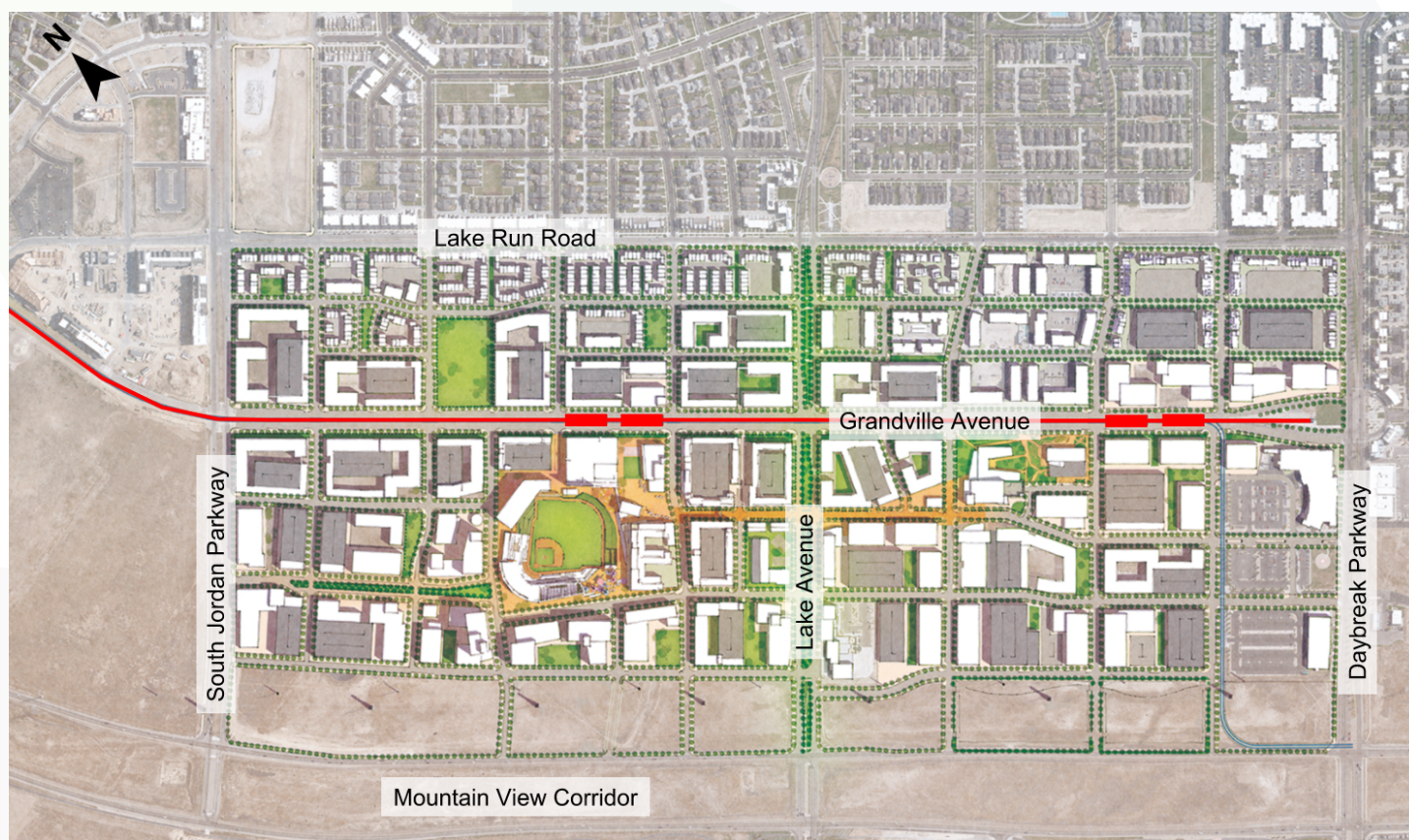


Image Source: LHM Real Estate

III. STAKEHOLDER AND COMMUNITY ENGAGEMENT

The public agencies and community within the study area have been extensively involved in the decision making and approval processes of this area since the original planning efforts were done by Rio Tinto in the mid-2000s. Two decades of development agreements, general plan updates, zoning changes, and public agency negotiations has resulted in a sought-after, award-winning work, live, and play environment. The commercial, retail, and entertainment components have only recently been started within the study area as surrounding residential has mostly been built out.

A. Community Engagement

Over the past 20 years the developers and South Jordan City have actively engaged members of the public on the development process. From 2002–2013, 1,200 [documents from South Jordan City](#) with approximately ninety four separate actions and contracts were entered into by the City during monthly public notice Planning Commissions and City Council meetings. An extensive record of community and public involvement in the development of the current Daybreak plan from 2012 to today is documented in amendments to the Daybreak MDA. Public comment and public hearings on these past contracts and actions are listed in the city council meeting minutes. Each resolution, ordinance, and plan approval is listed separately in the South Jordan City Daybreak History web service found [here](#).

B. Stakeholder Engagement

Extensive stakeholder outreach was conducted with adjoining West Jordan City, Salt Lake County, and major land owners, including University of Utah, LHM Real Estate, UTA's Transit Oriented Development and Planning departments, UDOT's Mountain View Corridor team and UDOT Region Two Planners as well as two decades of public input during the negotiation of the original master development agreement with Rio Tinto in 2003 to the recent HTRZ established in 2023. In late 2024 the project team coordinated with all stakeholders within the study area. Study area property ownership is summarized below in Figure 16. Summaries from the meetings are provided below.

WFRC



WFRC staff has been involved in all aspects of the development of this Station Area Plan. WFRC staff was consulted on study area, travel demand modeling, legislative and MPO requirements of the SAP, identification of stakeholders, and development schedule to sufficiently meet the needs of the local governments and the MPO.

West Jordan City




The SAP project team and City staff met with West Jordan City staff on October 16, 2024 to discuss coordination and connection opportunities between the two cities. West Jordan City is developing a separate SAP for the 5600 W. Old Bingham Hwy TRAX Station at the north end of this SAP. West Jordan City expects adoption of that SAP by the end of 2024. Key details are listed below:


- ◆ Trail connections to the Bingham Creek Trail are planned from the north.
- ◆ Significant business development will continue along Old Bingham Highway.
- ◆ The Utah Transit Authority's (UTA) 5600 West enhanced bus route is under construction and will provide a key connection to this TRAX Station.
- ◆ West Jordan City expressed a desire to connect to Bingham Rim Road east of Grandville Avenue. South Jordan City pointed out the environmental difficulties in making this connection.
- ◆ If redevelopment can occur, 2- to 4- story townhomes are planned on the south side near Bingham Creek.
- ◆ Most of the housing and employment density is in the center of the SAP concept.
- ◆ There are no active plans for Interstate Brick to shut down anytime soon. This single landowner occupies a large portion of the West Jordan City study area. Their SAP is to examine possibilities if this ever occurs.


FIGURE 16: Property Ownership

Legend


 South Jordan City Boundary


TRAX Stations


 Existing


 Under Construction


Owner


 Larry H Miller Real Estate

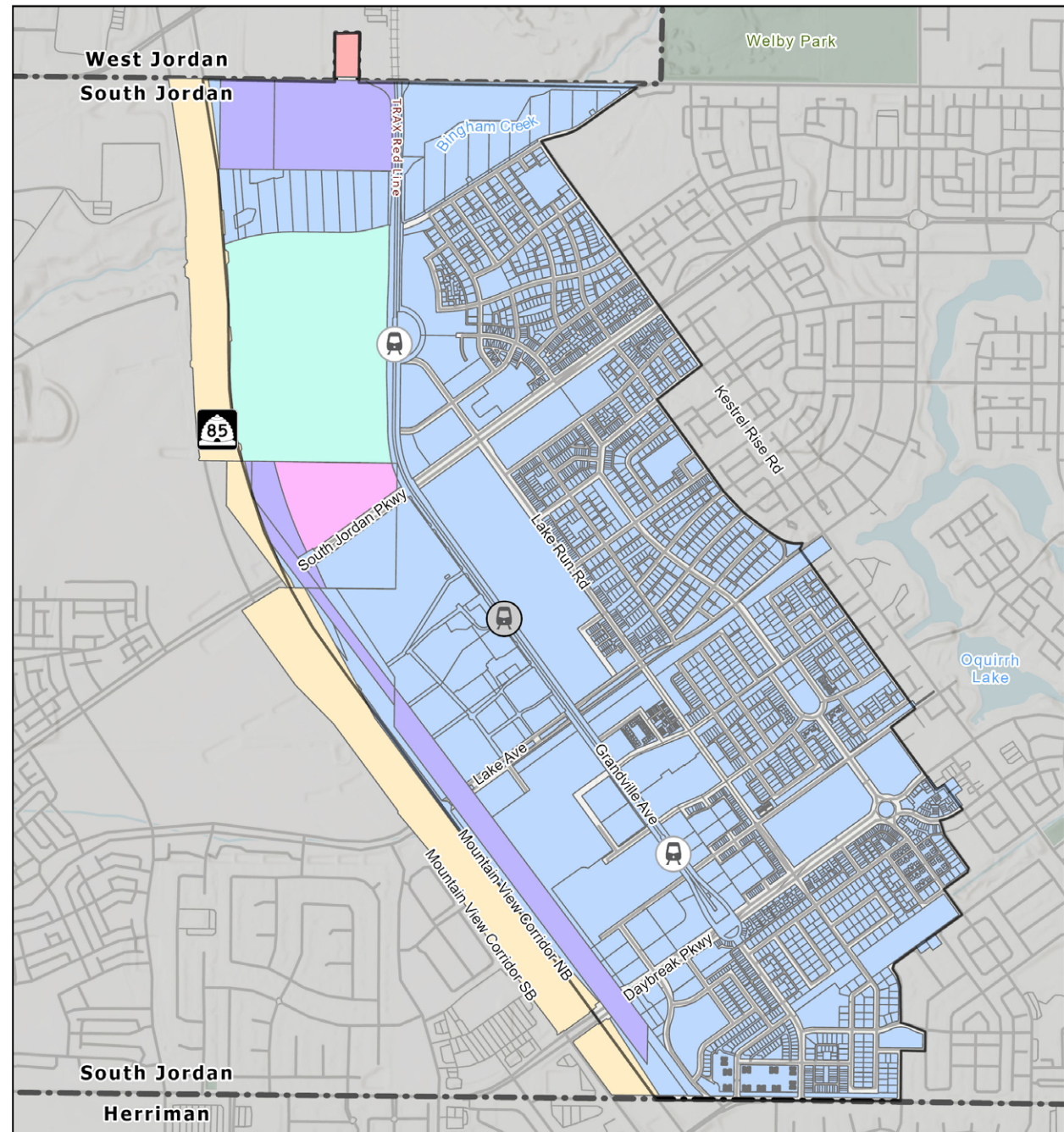
 Jordan Valley Water Conservancy District

 The Last Holdout

 UDOT

 University of Utah

 Utah Power and Light Company



Utah Transit Authority



UTA has been a development partner with South Jordan City in these TRAX stations for decades and is finishing work on the fourth station in the study area, the South Jordan Central Station which is scheduled to open on Tuesday, April 8 2025. UTA is optimistic in the continued land use development as per the HTRZ and future land use plan. UTA is also interested in partnering with South Jordan City, Larry H. Miller Real Estate (LHM), Salt Lake County Arts Center, and other property owners to explore shared parking arrangements to reduce overall parking counts and optimize development opportunity throughout the study area.

Larry H. Miller Real Estate

Larry H. Miller

WCG has assisted with transportation planning and analysis within Daybreak since 2008. WCG staff have worked closely with Larry H. Miller Real Estate since they purchased the property in 2021. This includes weekly coordination with planners, engineers, developers, and site designers. WCG's responsibilities include: traffic analysis, future demographic analysis and modeling, signal design, road network design coordination, UDOT coordination, and all other tasks related to transportation. The project team reached out to Larry H. Miller staff and they had no additional information to provide beyond what has already been shared.

University of Utah



The project team met with the Planning and Real Estate departments from the University of Utah on October 3rd and October 8th, 2024. These discussions outlined that the general purpose of their property was to further facilitate the academic, research, and housing opportunities for University of Utah. These purposes support the desires outlined in the South Jordan General Plan and are shown in the Future Land Use Map (Figure 26). The University of Utah property falls within the Daybreak MDA but some variation may occur due to the University of Utah being a state entity. Land uses, entitlements, and development standards are typically governed by state regulations in these circumstances.

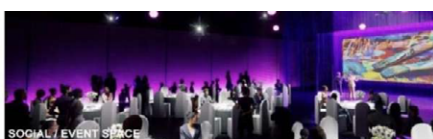
Salt Lake County



The Larry H. & Gail Miller Family Foundation donated three acres of land (on the southwest corner of Lake Avenue and Grandville Avenue) and \$25M to Salt Lake County for a new regional arts center in the heart of Downtown Daybreak in October 2024. Plans for the center include an 800-seat proscenium theater; two multi-use performance, rehearsal, and event spaces; a visual art gallery; and classroom space. A groundbreaking for the center will be in January 2026 with an expected opening in early 2028.

On November 7, 2024 the project team met with Salt Lake County staff to discuss coordination between this project and the SAP. Key details from the meeting are listed below:

- ◆ Salt Lake County expressed how important access for large vehicles is to the site. If Festival Street is closed for an event then large vehicles need a secondary way to access the back of the building.
- ◆ It is key to have safe crossings from transit and off-site parking (only staff parking will be on-site).
- ◆ The Arts Center will need significant space on Lake Avenue for drop-offs and pick-ups.
- ◆ Wayfinding from TRAX Stations to the Arts Center is key.
- ◆ Ample and safe bike parking for visitors is key.



Salt Lake County Library at Daybreak

Located on the corner of Grandville and Rambutan and occupied in 2022 as a Net Zero Energy Petal Certified building, the new library's goal was to be "The Communities Gathering Place with Something for Everyone". The building site, surrounded by the Oquirrh Mountains, trails and Oquirrh Lake, was designed to be an iconic architectural place located at the southern terminus of TRAX. As a 21st century library the building and site have become an important hub of information, events, maker's space complete with a large variety of hands on learning experience that opens to the outdoors to accommodate bike repair classes and other outdoor friendly programming.



Source: South Jordan The City Journals

Utah Department of Transportation



The project team met with Utah Department of Transportation planning staff on October 15, 2024. UDOT supported the plans set forth in this meeting and underscored the importance of providing employment, shopping, and entertainment in this area to reduce the traffic demands on I-15. They were satisfied with the transportation connections to neighboring developments and cities. UDOT expressed how the University of Utah property may be a key element in transforming Daybreak into a regional job center.

Mountain View Corridor Coordination

Over the past year South Jordan City, WCG, and Larry H. Miller Real Estate have met with UDOT numerous times to discuss cross-street cross sections, pedestrian and bicycle facilities, and freeway ramp locations. These discussions shaped this project to provide the best possible freeway accommodations across this new freeway.

UDOT's Mountain View Corridor (SR-85) is the only state-owned roadway adjacent to the study area. In the next few years UDOT will construct a freeway between the two frontage roadways. This freeway will provide additional vehicular capacity for a corridor that is currently very near capacity. However, impacts to pedestrians and cyclists will be mixed. The freeway will create a physical barrier between the west side of Daybreak and the SAP study area, however this will be slightly reduced since the freeway will go under (instead of over) Daybreak Parkway, Lake Ave, and South Jordan Parkway. Additionally, while cross-street traffic will continue to increase, opening the freeway will reduce traffic along the frontage roadways which will improve comfort for pedestrians and cyclists. Currently pedestrians and cyclists utilize 26-ft. medians to cross both South Jordan Parkway and Lake Avenue.

Two key details were ironed out in this process to maximize comfort for pedestrians and cyclists:

- ◆ 23-ft. center medians will be installed through the Lake Ave and South Jordan Parkway interchanges.
- ◆ Freeway to frontage road ramps are not oriented toward Lake Avenue, which reduces vehicle traffic along Lake Avenue. This is key to providing the best possible active transportation corridor across Mountain View Corridor, and thus connecting Downtown Daybreak, west Daybreak, and the rest of the southwest quadrant of Salt Lake County.

IV. MARKET ANALYSIS



KEY TAKEAWAYS

- ◆ Opportunities to capture sales tax leakage with an additional 5M supported sq ft.
- ◆ 1.9M sq. ft. retail and 6.7M sq. ft. office growth appears achievable

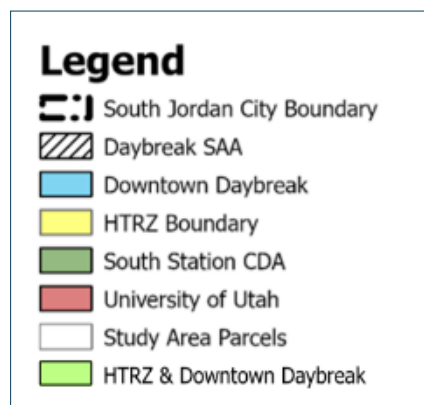
The study area will benefit from the economic tools and plans already in place. The Daybreak Assessment Area, established with Special Assessment Bonds in 2016, funds essential public improvements like roads and water infrastructure, benefiting local property owners without requiring a public vote. The Downtown Daybreak plan envisions a walkable community featuring mixed-use developments enhanced by public investments such as a library and planned performing arts center. The Daybreak Housing and HTRZ aims to address housing shortages with high-density development, targeting 10.6 percent of units to be affordable.

Additionally, the Daybreak Field at America First Square, set to open in 2025, will feature a new ballpark and surrounding commercial development including 900 apartments, office, and retail space, supported by significant private investment from Larry H. Miller Sports + Entertainment. These development areas are highlighted in Figure 17 below.

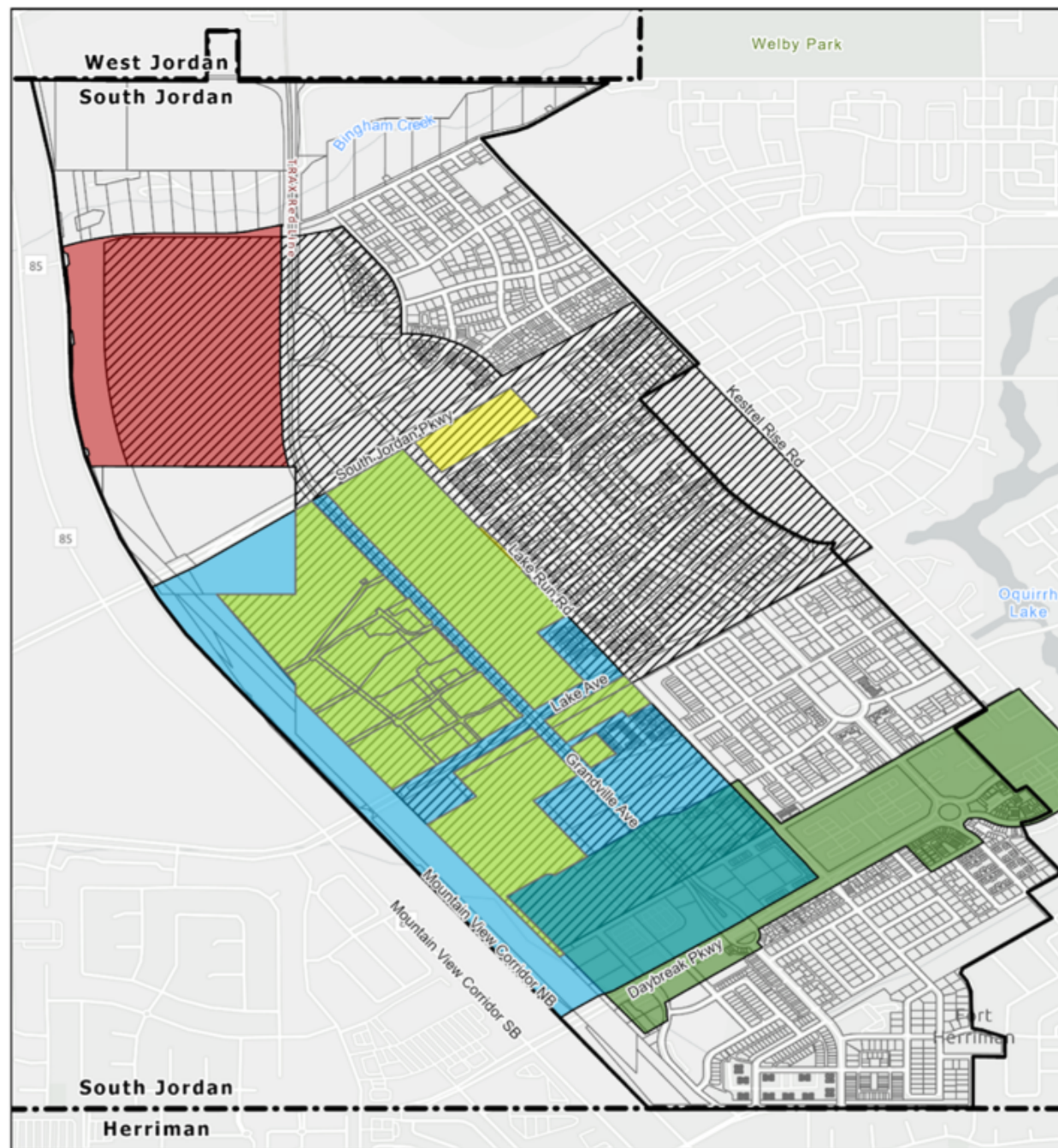


Daybreak — looking west

FIGURE 17: Study Area Economic Development Areas



0 0.25 0.5 Miles



Market factors at the county level indicate Salt Lake County has experienced increases in retail and industrial construction in the second quarter of 2024, with stagnant office construction¹. The southwest quadrant's (includes South Jordan) retail market lease rates have reached \$21.33 for triple net lease properties (NNNs) as of 2024 Q2, with vacancy below average three percent. Office vacancies are at 17.94 percent (Q4 2024), an increase of 2.5 percent from the previous year.

SL County Development Highlights: OFFICE

- ◆ Permitting of office structures has been stagnant.
- ◆ Direct office vacancy is at 17.94 percent (Q2 2024), an increase of 2.5 percent from 2023.
- ◆ Increased vacancy rates and decreased sublease availability indicates a cautious market.
- ◆ It is expected that lower vacancy will allow developers to initiate new projects in the future.

SL County Development Highlights: RETAIL

- ◆ Permitting of retail structures has increased in the second quarter of 2024 due to projects like Downtown Daybreak.
- ◆ Salt Lake County finished Q2 with 653,267 SF of current construction with the South West area accounting for 479,072 SF.
- ◆ Despite major projects, low vacancy rates leave retailers struggling to find space, calling for an increase in retail construction.

To determine the supportable commercial zoning within the City and the study area, this analysis evaluates future taxable sales growth, per capita spending by sector, and general retail and office zoning ratios from the City as a whole. Using two different methodologies, this analysis provides an estimate of supportable acreage by the following categories: general retail, industry, services, and total commercial acreage. The following table (Table 9) provides a summary of South Jordan's sales leakage.

TABLE 9: SUMMARY OF SOUTH JORDAN TAXABLE SALES

	South Jordan Direct Taxable Sales	Per Capita Spending	Utah Income Adjusted Per Capita Spending	Capture Rate	Per Capita	Total Leakage
Retail Subtotal	\$1,670,925,758	\$19,772	\$22,973	86%	(\$3,200)	(\$270,460,003)
Industry Subtotal	\$253,993,925	\$3,006	\$5,453	55%	(\$2,447)	(\$206,831,939)
Services Subtotal	\$419,163,332	\$4,960	\$7,889	63%	(\$2,929)	(\$247,509,030)
Other Subtotal	\$55,854,176	\$661	\$1,252	53%	(\$591)	(\$49,923,834)
Total	\$2,399,937,191	\$28,399	\$37,566	76%	(\$9,167)	(\$774,724,806)

The first methodology employed in this analysis utilizes estimated per capita spending of \$28,399 in South Jordan. Assuming a new population of 48,639 residents by 2050 in the City using TAZ estimates, the total supportable zoning is estimated at 5M sq. ft. as shown in Table 10 below. This assumes a median sales volume of \$275 per square foot of gross leasable area.

¹ Source: Colliers 2024 Q2 Salt Lake City Real Estate Market Report.

TABLE 10: SUPPORTABLE COMMERCIAL ZONING BASED ON PER CAPITA SPENDING

	General Retail	Industry	Services	Other	Total
Per Capita Spending (State Income Adjusted)	\$19,772	\$3,006	\$4,960	\$661	\$28,399
New Growth in City (2050)	48,639	48,639	48,639	48,639	48,639
Total Spending	\$961,717,348	\$146,188,640	\$241,253,476	\$32,147,407	\$1,381,306,870
Median Sales Volume Per Sq. Ft. of GLA	\$275	\$275	\$275	\$275	\$275
Supportable Sq. Ft.	3,497,154	531,595	877,285	116,900	5,022,934

Source: Wasatch Front Regional Council (WFRC) TAZ Estimates

Employing an alternative methodology produces a slightly higher supportable square footage estimate as illustrated in Tables 11 and 12 below. Using the 2023 City employment as a benchmark shows an average of 309 sq. ft. per job. Based on new job growth in the study area using TAZ estimates and the average square feet per job, the supportable commercial square footage results in 3.5M sq. ft. for office and 1.9M for retail, totaling a combined 5.4M sq. ft.

TABLE 11: SOUTH JORDAN COMMERCIAL SQ. FT. PER HOUSEHOLD

	City Employment (2023)	Zoned SQ FT	SQ FT Per Job	New Study Area Job Growth (2050)	Supportable SQ FT
Office Use	27,376	5,258,929	192	18,718	3,595,773
Retail Use	7,966	5,662,083	711	2,678	1,903,180
Total					5,498,953

Source: WCG and Hodges Design

Economic development research and concept plans have been completed by the City, developers, and other stakeholders due to the study area consisting of Downtown Daybreak, an HTRZ, and the Daybreak Field at America First Square. The table below identifies the study area relative to the existing developments. The table below provides the current planned square footage applicable to the study area. In total, 1.9M sq. ft. is dedicated to retail space and 6.7M sq. ft. to office space. Both supportable commercial zoning methodologies reinforce existing retail expansion for the Study Area, which includes a total of 1.9M sq. ft. dedicated to retail and 6.7M sq. ft. dedicated to office. When regional demand is considered, the proposed growth appears achievable.

TABLE 12: DAYBREAK URBAN CENTER PROGRAM AND ABSORPTION FOR USE IN TAZ ZONES (2025 – 2050)

	Total Projected Units	Total Projected Retail SQ FT	Total Projected Office SQ FT
SS CDA /Urban Center Core	434	307,034	870,652
Urban Center Core	4,815	1,491,066	3,603,108
North Station	2,666	150,000	2,318,524
TOTAL	7,915	1,948,100	6,792,283

Source: WCG and Hodges Design

A. Potential Barriers

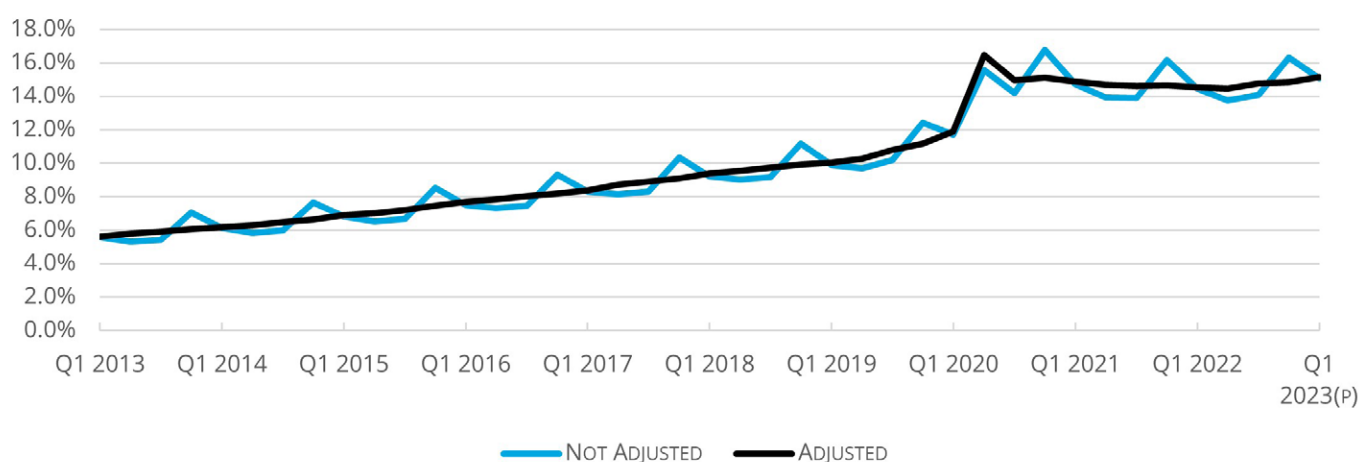
KEY TAKEAWAYS

- ◆ Limited access to I-15 a potential barrier
- ◆ Online sales impact to brick and mortar

Some commercial development may be impacted by factors that serve as barriers toward unconstrained commercial growth within the community. These barriers include geographic challenges and statutory constraints. The study area is located in the western portion of the City and is adjacent to the Mountain View Corridor but does not include access to I-15. As Mountain View Corridor travel patterns increase and infrastructure is expanded, the lack of access to I-15 will likely become less impactful. Proximity to a regional transportation network allows communities to attract larger developments like distribution centers or industrial centers which in turn stimulate job growth and spending.

Additionally, online sales will continue to impact the traditional brick-and-mortar approach. The US Census Bureau's estimate of retail e-commerce sales as percent of total quarterly retail sales continues to rise, increasing from nearly 5.6 percent in 2013 to 15.1 percent during the first quarter in 2023.² Data on retail sales is provided below in Figure 18.

FIGURE 18: Quarterly U.S. Retail E-commerce Sales as a percent of Total Quarterly Retail Sales



Monthly retail sales numbers by the Census Bureau show sales from non-store retailers like Amazon, eBay, QVC, and Alibaba increased 6.5 percent from 2022 to 2023.³ Given this trend, additional measures must be taken to ensure profitability of location-based retail. Methods to promote increased commercial development include:

- ◆ Allow for more residential development and population growth
- ◆ Provide development incentives
- ◆ Promote niche markets that will capture sales from surrounding communities
- ◆ Remove barriers to entry
- ◆ Promote other types of commercial development (industrial, tech, office, etc.)

While the analysis illustrates the potential for substantial office development, increased vacancy rates resulting in cautious developers may highlight challenges for maximizing this land use. However, market trends suggest vacancy rates may decrease, allowing developers to initiate new projects.

Finally, the study area consists of an HTRZ to facilitate mixed-use, multi-family, and affordable housing to address the housing shortage in Utah. Currently, there are no mechanisms to amend the existing Daybreak HTRZ. Potential development growth or uncertainty that would result in zoning corrections to Downtown Daybreak prevented the HTRZ from being amended.

² Source: U.S. Census Bureau, Retail Indicators Branch

³ Source: 2015 Annual Retail Trade Report <https://www.census.gov/retail/index.html>

The Proposed
HTRZ AREA PLAN is the
best opportunity to create
affordable housing in the
fastest-growing quadrant
of Salt Lake County.

Housing and Transit
Reinvestment Zone
(HTRZ) Application



V. PREFERRED VISION PLAN

This Preferred Vision Plan for the South Jordan TRAX Station SAP was created based on 20 years of previous planning efforts, stakeholder coordination, and hundreds of steering committee and public meeting meetings. The Preferred Vision Plan shows how to station areas will meet the principles as described in HB462. The transportation facilities and land use laid out in the Master Development Agreement and SAP will accomplish this plan by forming a beautiful downtown area that provides easy access to jobs, affordable housing, entertainment and sporting events at the new ballpark.

A. Environmental Conditions

KEY TAKEAWAYS

- ◆ Transit oriented development reduces trips and travel times and carry multiple positive environmental impacts
- ◆ Avoid adverse impacts to the Bingham Creek riparian zone shown in Figure 19
- ◆ Avoid high voltage power transmission corridor

The land use design concept is a Transit Oriented Development (TOD) and was recently designated as a HTRZ. This allows local governments to use a portion of local tax revenue to help support the costs of development near transit that should increase transit use. This live, work, play planning and development scheme intends to reduce travel times and trips by providing access to those opportunities within the immediate community of Daybreak and the larger South Jordan and West Jordan Cities.

South Jordan City is proud of its sustainable environmental efforts and are actively promoted by the South Jordan City, the land owner / developers and Salt Lake County including:

- ◆ Efficient mixed use land use with a TOD focus,
- ◆ Air quality enhancements by reducing fuel consumption and vehicle trips with its live, work, play zoning.

- ◆ Requiring 25% of the land as parks, open space, dog parks etc., as well as enhancing recreational opportunities within the site as well as to and from the site are major design components. The City's Open Space Master Plan (2017) designates open space along the Bingham Creek area and the northern portion of the power line corridor.
- ◆ Energy efficiency achievements with its new County Library that opened in 2022 as a net zero certified energy consumption.
- ◆ The City's recently completed Storm Drain Master Plan provides improvements to existing and projected future water quality in the South Jordan City storm drain system. The plan establishes plans for detention, retention, and underground storage areas.

A high voltage transmission line parallels the east edge of Mountain View Corridor through the study area. This large electrical transmission power corridor is owned and operated by Rocky Mountain Power (RMP). Development is restricted here to avoid any impacts from the power transmission lines above. Recreation fields, open space, and surface parking lots are acceptable uses in this zone. RMP is a private utility company regulated by the public utility commission of Utah and is the primary electric utility in this area serving more than 1.2 million customers in Utah, Wyoming, and Idaho.

Bingham Creek on the north end of the site is designated as a ravine stream bed with intermittent flooding. Two additional areas downstream from the study area (just over the border in West Jordan City) adjacent/connected to Bingham Creek are designated as a freshwater pond and freshwater emergent wetland. Development near or across these sensitive wetland and agriculture protection areas should avoid, minimize, and mitigate any impacts to these important resources.

The [National Wetlands Inventory](#) (NWI) was established by the US Fish and Wildlife Service (FWS) to conduct a nationwide inventory of U.S. wetlands to provide biologists and others with information on the distribution and type of wetlands to aid in conservation efforts. Bingham Creek has the following National Wetland Inventory Classification codes: System Riverine (R), Subsystem Intermittent (4), Class Streambed (SB), Water Regime Intermittently Flooded (J).

- ◆ **System Riverine (R):** The Riverine System includes all wetlands and deepwater habitats contained within a channel, with two exceptions: (1) wetlands dominated by trees, shrubs, persistent emergents, emergent mosses, or lichens, and (2) habitats with water containing ocean-derived salts of 0.5 ppt or greater. A channel is an open conduit either naturally or artificially created which periodically or continuously contains moving water, or which forms a connecting link between two bodies of standing water.
- ◆ **Subsystem Intermittent (4):** This Subsystem includes channels that contain flowing water only part of the year. When the water is not flowing, it may remain in isolated pools or surface water may be absent.
- ◆ **Class Streambed (SB):** Includes all wetlands contained within the Intermittent Subsystem of the Riverine System and all channels of the Estuarine System or of the Tidal Subsystem of the Riverine System that are completely dewatered at low tide.
- ◆ **Water Regime Intermittently Flooded (J):** The substrate is usually exposed, but surface water is present for variable periods without detectable seasonal periodicity. Weeks, months, or even years may intervene between periods of inundation. The dominant plant communities under this Water Regime may change as soil moisture conditions change. Some areas exhibiting this Water Regime do not fall within our definition of wetland because they do not have hydric soils or support hydrophytes. This Water Regime is generally limited to the arid West.

FIGURE 19: Existing Sensitive Lands



B. Transportation



A primary objective of the SAP is to facilitate the increase of transportation choices and connections. The plan synthesizes current development plans to document the multimodal network that will be built in the undeveloped areas. It identifies further needs based on key destinations and presents deliverables in a format that will be easy to reference as development moves forward.

An Access to Opportunities score is a way to measure how well people can connect to basic needs and amenities including jobs, schools, grocery and other retail, parks, community centers, recreation, and entertainment. The Access to Opportunity score is calculated at 73 out of 120 for South Jordan City by WFRC. Access to jobs and community necessities were the weakest elements in this score. **The SAP enhances access to opportunities for residents by providing them cost-effective options for accessing work, shopping, recreation, and connecting to the broader region.** This is accomplished in part through the careful planning of a mixed-use district around the stations, which brings residents' needs closer to them, maximizes the utility of transit and other infrastructure, and creates synergy between the different roles people play in the economy and community.

The objectives of the SAP were informed in large part by the City's [goals and priorities](#). **The City strives to build and maintain reliable public infrastructure, provide desirable amenities and open spaces, facilitate sustainable economic growth and development, and encourage public engagement.** The transportation facilities and land use laid out in the SAP will accomplish these goals by forming an aesthetically pleasing downtown area that provides easy access to open spaces, sporting events at the new ballpark, and other opportunities to engage with the community. These benefits will be felt both by residents who live in the study area and those who live outside of it.



Daybreak Parkway Station

Transit

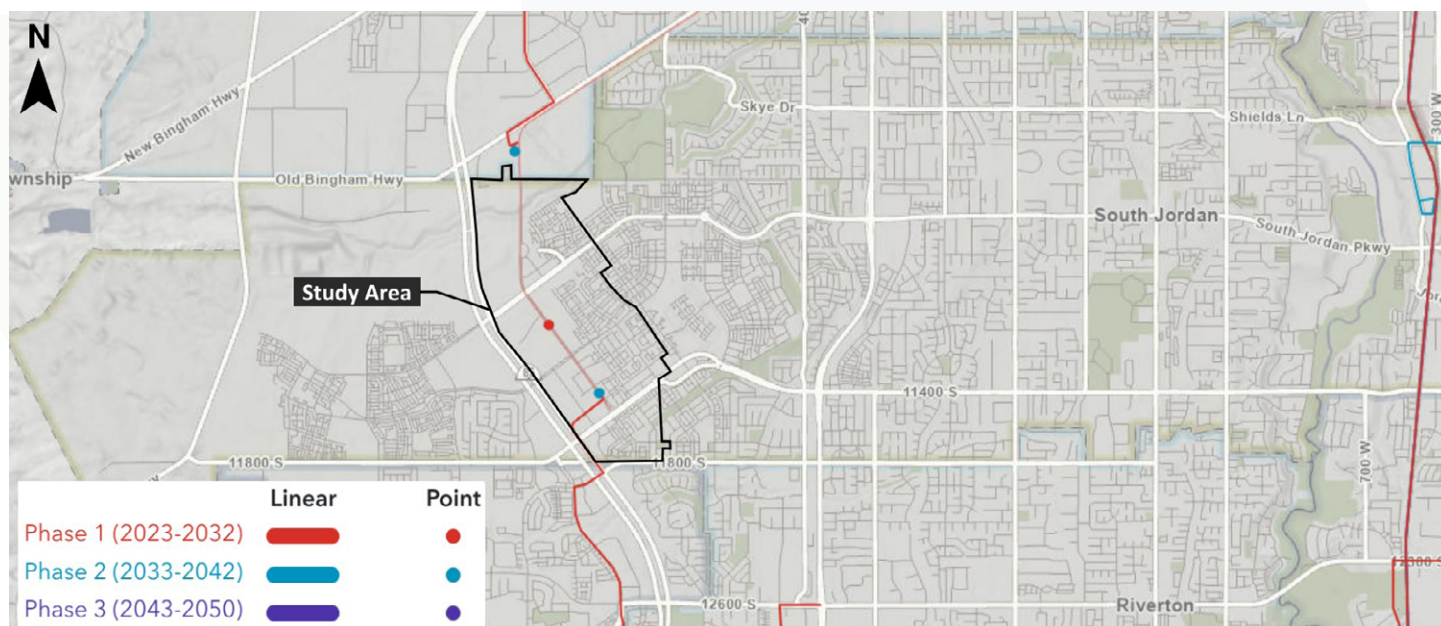
KEY TAKEAWAYS

- ◆ Improve wayfinding to transit
- ◆ Establish a mobility hub at Daybreak Parkway
- ◆ Re-evaluate transit needs with growth

Several transit plans have been completed previously in the study area and are summarized below. The [WFRC regional transportation plan](#) lists the following transit improvements in their 2023–2050 long-range transit plans for the study area:

- ◆ Mid-Jordan Extension Corridor Preservation from Daybreak Parkway Station to 12600 South and Bangerter Highway in phase one
- ◆ South Jordan Central Station in phase one
- ◆ Daybreak Transit Hub in phase two

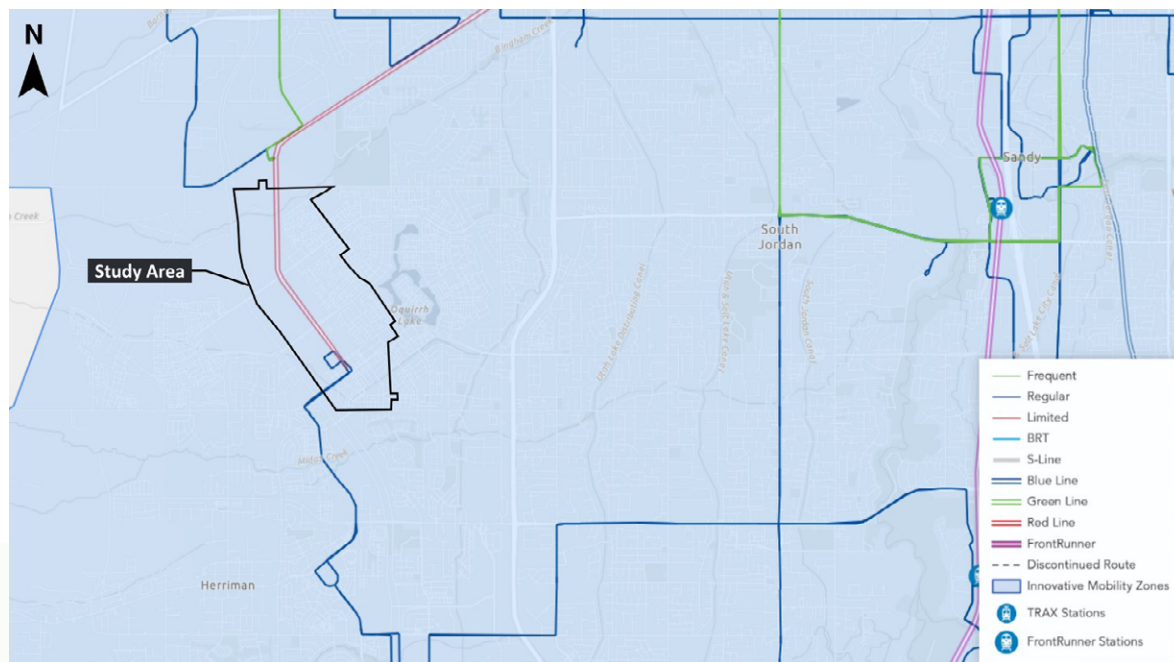
FIGURE 20: WFRC Regional Transportation Plan - Transit



The [UTA Five Year Service Plan](#) identifies the following transit improvement in their 2025–2029 transit plan for the study area:

- ◆ **Route 126 - South Valley Regional:** Route 126 will be a new east-west service between Daybreak Parkway Station in South Jordan and Draper Town Center Station via 12300/12600 South and 13400 South Corridors with connections to Draper FrontRunner Station and Herriman SLCC/Real Academy. The route will run weekdays at a 60-minute frequency and begin service in 2025.
- ◆ **Route 256 - 5600 West** will be a frequent all-day service north-south route that will serve between the Airport Station and 5600 West Old Bingham Hwy TRAX Station via 5600 West. It will provide connections to Salt Lake International Airport, the International Center, Salt Lake and West Valley Industrial areas. Service will begin in 2028 and will be weekday 15-minute frequency, Saturday 30-minute frequency, Sunday 60-minute frequency.
- ◆ **Route F264 - Southwest Quadrant Flex** will provide all-day service heading west and north from the 5600 West Old Bingham Hwy TRAX Station and will be a new flex route serving employment centers within the industrial area of South Jordan connecting 5600 West Old Bingham Hwy Station to 7800 South via 6400 West. The route will be weekday only and have a 30-minute frequency and will begin service in 2029.

FIGURE 21: UTA Five Year Service Plan



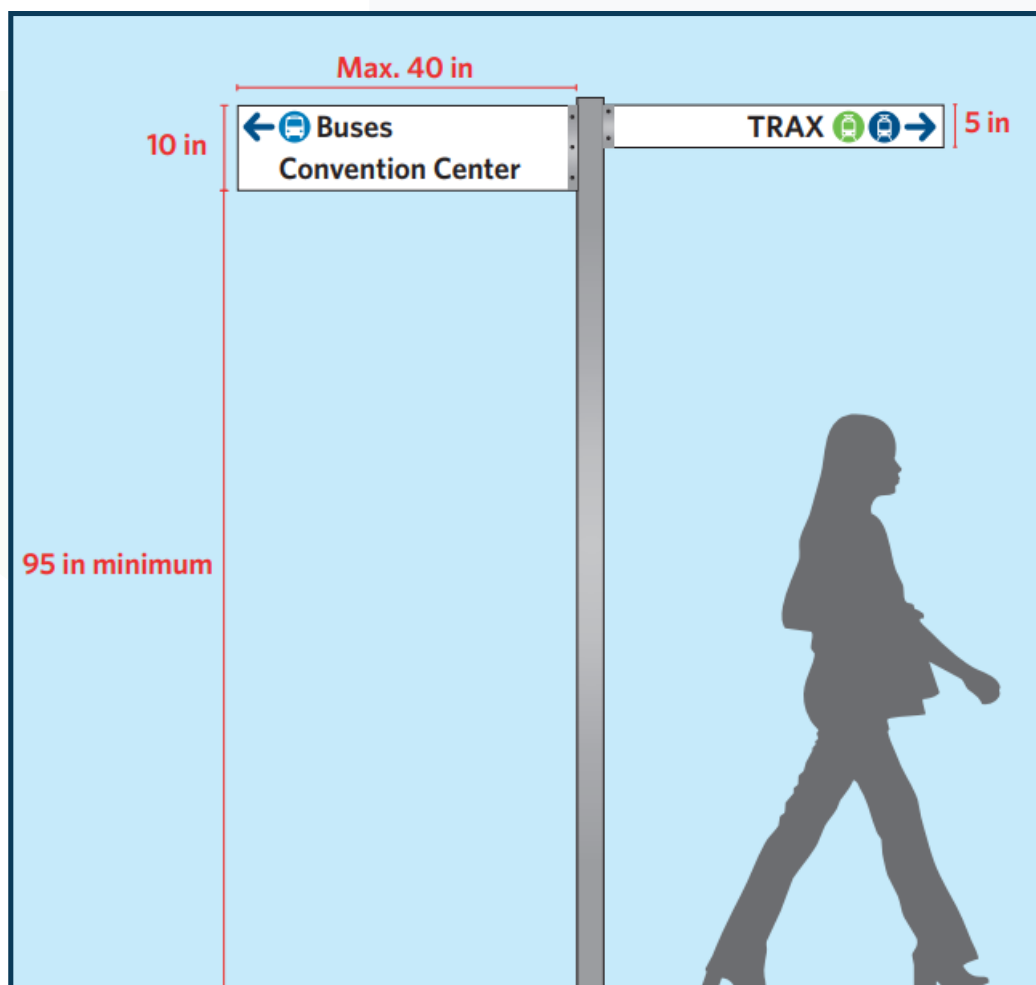
The Long Range Transit Plan for UTA is branded [UTA Moves 2050](#). This 2050 Vision Network is designed to provide more service, more choices, and an easy-to-use system over the next 30 years. It is financially unconstrained, meaning not everything in this network can be realized. The Vision Network enhances existing service while identifying key capital investments to support regional growth in the coming decades. It uses the four UTA Moves 2050 investment strategies — Maintain Our System, Enhance Our System, Expand Our Frequent Service Network, and Serve Our Growth Areas — to identify and prioritize projects throughout the UTA region. In this study area UTA Moves 2050 Increases Transit service on existing routes, adds new bus service and plans to preserve future transit corridors.

FIGURE 22: UTA Moves 2050



This SAP reaffirms and agrees with the transit recommendations made in the WFRC RTP, UTA 5 Year plan, and UTA Moves 2050: LRTP 2023-2050 Plan. In addition to the planned transit service, this SAP emphasizes the recommendation from the WFRC RTP to construct a mobility hub at the Daybreak Parkway station. A mobility hub is a central location where different modes of transportation come together to offer seamless connectivity for travelers. A mobility hub aims to make transportation more efficient, convenient, and sustainable. They often integrate public transit (buses, trains, trams), active transportation (walking and cycling), and shared mobility options (bike-share, car-share, ride-hailing).

It is essential that transit users have a convenient and comfortable transit experience. Special care should be taken to accommodate disadvantaged transit users (i.e. people with disabilities) and families at the stations. Adequate bicycle parking should also be provided at the TRAX Stations. Adequate lighting should be provided at the stations and wayfinding should allow for simple and easy navigation. A wayfinding system will direct people from point to point and confirm their progress along a route. Wayfinding also serves as an additional marketing source: signage builds brand recognition and equity. They elevate a brand story and create a sense of place. **The City is to work with UTA to make wayfinding consistent with the standards in the UTA Wayfinding & Signage Sign Schedule and Drawing Package.**



Wayfinding Signage

Source: UTA Wayfinding & Signage Sign Schedule and Drawing Package

Active Transportation

KEY TAKEAWAYS

- ◆ Family cycling track is unique and could be enhanced
- ◆ Safe connection across MVC is important

The vision for the development in Daybreak includes innovations in the way streets are designed. These streets aim to provide more comfort to bicyclists while encouraging separation from pedestrians and vehicles in a space-efficient manner. Keeping vehicle speeds low is essential to providing a safe and comfortable active transportation network and is done through designing narrow roads with on-street parking, bulb-outs, and an urban environment.

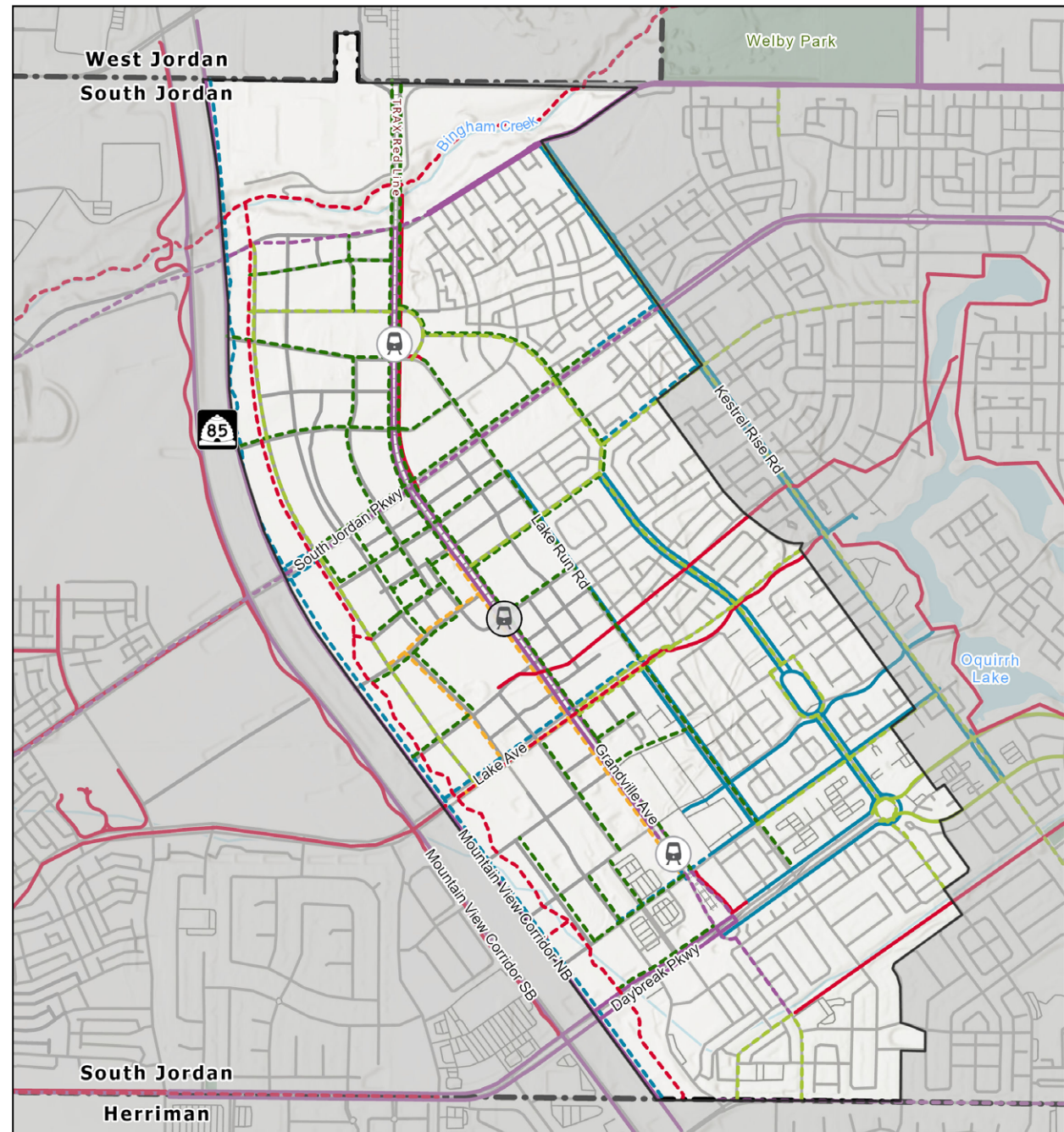
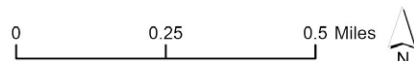
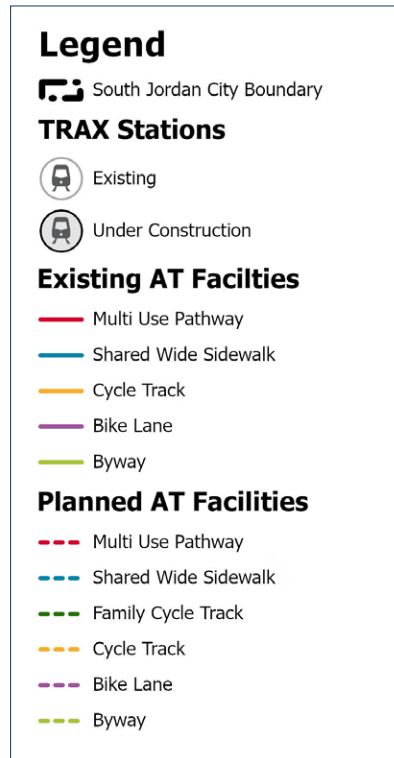
At the forefront of these innovations is the concept of the “family cycling” network versus a “fast cyclists” network. Family cycling facilities prioritize comfort and separation from motor vehicles over speed, in contrast with on-street fast cyclist facilities that guide more confident cyclists and increase their visibility to drivers while allowing them to ride at higher speeds and take more direct routes to their destinations. Family cycling facilities include multi-use pathways, shared wide sidewalks, and a new facility called a “family cycling track.” A family cycling track is an off-street facility adjacent to the sidewalk area. The family cycling track is separated from the sidewalk by landscaped buffers. Concrete links are placed at regular intervals to provide space for lamp posts and signage and provide easy access between the sidewalk and the cycle track. A limited number of these facilities are currently under construction, and many more are planned for other roadways. Other active transportation facilities are described in the Existing Conditions section of this report.

Safe connections across Mountain View Corridor will be essential to a well-functioning active transportation network. As discussed in the UDOT outreach section of the report, **LHM Real Estate and South Jordan City are working closely with UDOT to provide median facilities on the future bridges across Mountain View Corridor at both South Jordan Parkway and Lake Avenue.**

Figure 23 shows the planned active transportation network for the study area, the active transportation plan was developed as part of the recent [South Jordan Transportation Master Plan](#).



FIGURE 23: Future Active Transportation Network



In addition to the general alignment of facilities, the following improvements to the existing network and general guidelines for future design are recommended:

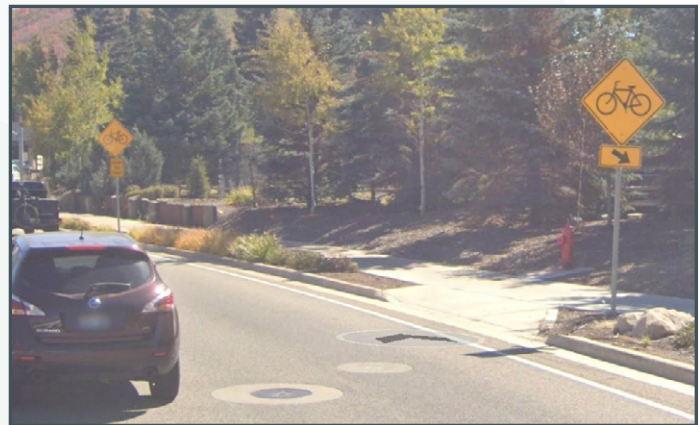
- ◆ **It is recommended that signage and pavement markings be used to make the family cycle tracks more clear to the public.** Temporary signs have been placed in the cycle tracks and official sign posts have been installed in the track, both of which obstruct the use of the facilities. As the urban core is developed, it is expected that these obstructions will be removed and ramps at the intersections will be constructed instead of terminating at the curb as some family cycle tracks currently do. Green pavement markings and other standard cycling paint will demarcate this facility appropriately.
- ◆ Daybreak Parkway has bike lanes between Mountain View Corridor and Grandville Avenue. East of Grandville Avenue, Daybreak Parkway does not have bike lanes. However, wide sidewalks (10-ft. on the south side and 8-ft. on the north side) exist through this section. A portion of riders may feel more comfortable on the sidewalk instead of continuing within the roadway at this point. To accommodate these riders, **angled ramps should be provided (with green pavements markings to provide guidance) to allow riders easy access to/from the wide sidewalks.** The image below illustrates potential locations for these and the image to the right shows an example from Park City of a similar ramp.

Vehicles

As Daybreak continues to build out, it is important to the City that new developments continue to provide good connectivity for vehicles. Most of the planned arterials and collectors that will form the backbone of the vehicle network are already built, while plots that are currently vacant within this grid will be developed into a dense network of local and collector roads. Figure 24 maps the future (2050) roadway network by functional classification, including existing and future intersection control. A dense grid promotes efficient movement of traffic by providing redundancies and alternative routes in the network. The future roadway network shown in the University of Utah and Last Holdout properties is a concept and is subject to change. The HTRZ agreement requires the construction of structured parking in the study area. Any parking constructed should be shared parking among all the uses so that excess parking is not required.



Example of a Family Cycle Track on Lake Run Road










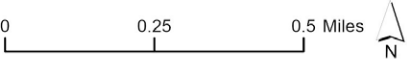
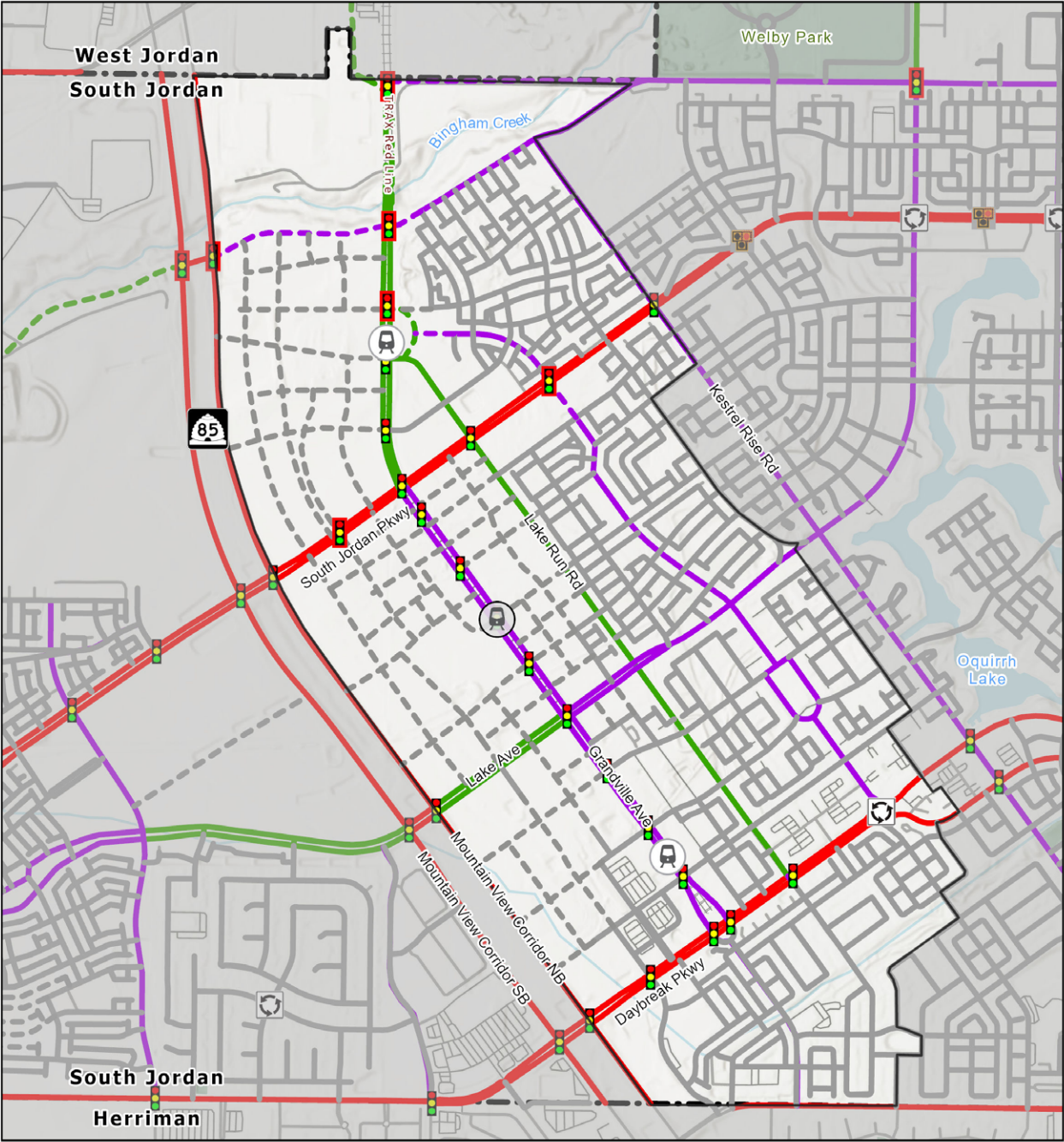
On-Street Bike Transition - Park Avenue, Park City



Potential Alignments for Bike Lane Transition

FIGURE 24: Future Functional Class and Intersection Control

Legend
 South Jordan City Boundary
TRAX Stations
 Existing
 Under Construction
Intersection Control
 SIGNAL
 HAWK
 ROUNDABOUT
 FUTURE SIGNAL
Existing Functional Classification
 ARTERIAL
 MAJOR COLLECTOR
 MINOR COLLECTOR
 LOCAL
Future Function Classification
 FUTURE ARTERIAL
 FUTURE MAJOR COLLECTOR
 FUTURE MINOR COLLECTOR
 FUTURE LOCAL



C. Land Use



KEY TAKEAWAY

- ◆ 90% of the land in the study area is entitled in a development agreement and supports SAP goals
- ◆ 27,800 residents projected in 2050

The proposed Future Land Use Map shown in Figure 25 delineates the proposed layout of land uses centralized around the four TRAX Stations. These land uses may change, but are the results of existing uses and discussions with the City, University of Utah, Daybreak Community, and Last Holdout, LLC for undeveloped land. They are also reflective of the existing entitlements and development agreements that govern land use within the area. These land uses also support the following goals of the general plan, specifically:

- ◆ **MG6.2.** Continue to encourage each new development to create designs that invite people to walk and bike as much as possible.
- ◆ **LG1.2.** Implement zoning/density incentives for including planned moderate-income housing within new developments.
- ◆ **LG1.4.** Provide a plan and opportunities for mixed-use development near transit that includes affordable housing.
- ◆ **WG2.1.** Continue coordination with Daybreak to plan for a new high-quality employment campus next to the Mountain View Corridor with top-of-the-line employment amenities.
- ◆ **WG2.5.** Encourage office uses as part of major commercial clusters and mixed-use developments to promote commerce as well as personal service and retail support.
- ◆ **WG4.1.** Promote and leverage expansion of the South Jordan Towne Center on Redwood Road, the development of the Daybreak Town Center, and other appropriate regional commercial development for the benefit of the community.
- ◆ **GG1.1.** Enhance the public space in and around existing shopping destinations to encourage unstructured recreation and gathering in the plaza-like space with additions such as public art, enhanced crosswalks, etc.
- ◆ **GrG1.1.** Review the City's zoning map alongside the Future Land Use Map to ensure accommodation of appropriate commercial development that is compatible with surrounding uses.
- ◆ **GrG3.5.** Encourage mixed-use zoning districts in appropriate areas of the City, designed with a mix of goods and services to reduce vehicle trips and to improve air quality, walkability, and resident convenience.
- ◆ **GrG4.2.** Ensure that development is compatible with surrounding land uses established within the Future Land Use Map and existing surrounding land uses,

The proposed Future Land Use Map incorporates the town center designation, housing needs and affordability, employment and commercial opportunities, opportunities for gathering spaces and recreation, and provides a range of transportation options. **A portion of the units closest to the TRAX Stations (within 1/2 mile) should be encouraged as moderate-income housing units to help facilitate these goals. Open space within the study area will meet the terms of the Daybreak MDA which provide for a mix of open space types integrated within the development.** These open spaces will also be within close proximity to residential units as preceded within the larger Daybreak development. The major goal of the City is to maintain the terms of the Daybreak MDA while supporting a significant amount of employment opportunities to better balance the land uses within and adjacent to the study area.

Given the projected average gross density of 10.5 units/acre, proposed land uses, household sizes (2050), and existing residents, this area should hold approximately 27,800 residents. Of those 27,800 residents, it is anticipated that 61 percent or 16,956 residents of that population will be within the working age range. Adjusting for approximately 50 percent worker leakage and non-employed individuals, the area residents would require approximately 8,543 total jobs. Given the jobs by sector in the Study Area TAZ Employment Projections tables number 7, 9, 10, 11, and 12. 67 percent (or 5,701) of these jobs should be office related and 14 percent (or 1,180) should be retail-related. If we utilize the 711 sq. ft. per retail job and 192 sq. ft. per office job we would need 838,921 sq. ft. and 1,094,664 sq. ft. respectively.

Projected housing units at build-out by type:

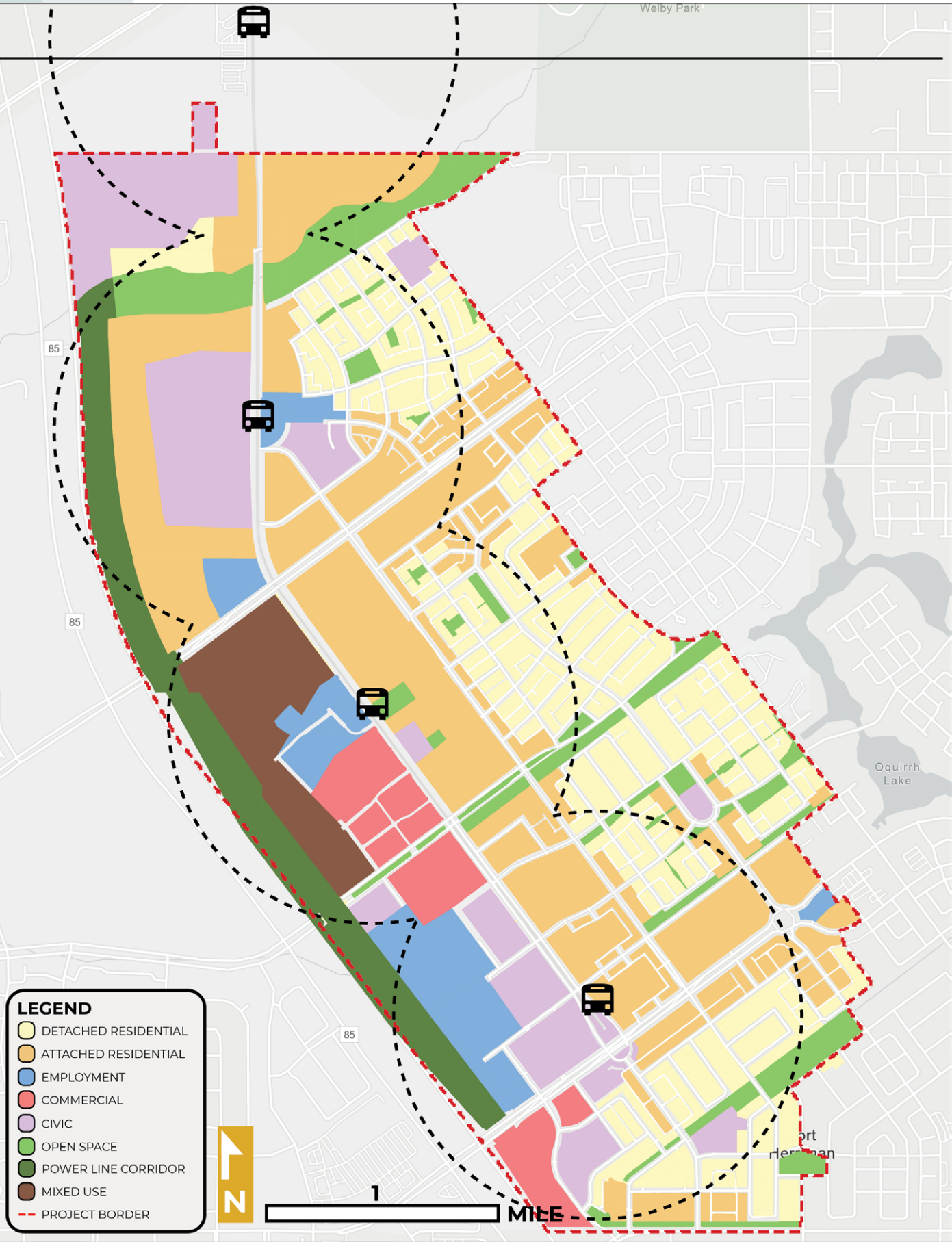
- ◆ Single Family = 1,780
- ◆ Townhomes = 3,800
- ◆ Apartments = 6,000
- ◆ **Total = 11,580**

In terms of acreage the retail space would need approximately 19.3 acres of the project area for retail space. The office uses would require 21 acres with three-story buildings. This is assuming a conservative 40 percent floor area ratio of the ground floor space of buildings in this urban setting. The Future Land Use Map (Figure 25) shows approximately 50 acres of commercially dedicated land uses, with additional commercial land use acreage within the mixed-use designations. The map also shows 40 acres of office space with additional potential office space in the civic and mixed-use designations to further support the economic analysis completed for the project area.

The Future Land Use Map (Figure 25) holds significant amounts of employment and commercial land uses to support the population, reduce congestion, and offer a more balanced, self-sustaining community. This Future Land Use Map also provides significant amounts of residential units to help provide greater affordability within walking distance of transit stations, employment, commercial space, and open space opportunities. Furthermore, this Future Land Use Map responds to the open space, town center, mixed-use, and other established goals of the City, its general plan, and meets the needs of the four goals established for SAPs.



FIGURE 25: Future Land Use



D. Market Analysis, Housing Affordability, and Housing Gaps

KEY TAKEAWAYS

- ◆ The SAP build out could capture the sales tax leakage for the City
- ◆ The SAP could fulfill the moderate-income housing need of the City

An evaluation of taxable sales data within the City suggests an opportunity to expand retail sales in all major categories. Per capita spending in South Jordan is \$28,399, a figure 24.4 percent lower than the state's average of \$37,566. The total taxable sales leaking to other communities is estimated at just below \$775M. Factors influencing a community's capture rate include total population, proximity to major freeways or surface streets, the population within a 360-degree trade area, geographic isolation, and competitive market sites.

The study area serves as a strategic response to this leakage. The area consists of Downtown Daybreak, an HTRZ, and the Daybreak Field at America First Square, a new ballpark/entertainment district. The market demand for office, industrial, and retail opportunities is strong in this area. Supportable commercial zoning methodologies reinforce existing retail expansion for the study area, which includes a total of 1.9M sq. ft. dedicated to retail and 6.7M sq. ft. dedicated to office. When regional demand is considered, the proposed growth appears achievable.

In addition, the study area will continue to provide opportunities for affordable housing. South Jordan has a supply shortage of 7,680 affordable units and projects additional demand of 505 to 560 per year to fulfill the moderate-income housing need. The City has made significant progress regarding moderate-income housing. There are significant existing opportunities in the area for affordable rental and ownership housing. The amendment to the housing plan includes several implementation strategies regarding housing affordability specific to Daybreak. The amendment outlines that City staff will continue to collaborate with the Daybreak developer to review and approve City land use applications and permits, including the affordable housing aspects of the Daybreak HTRZ. The amendment also outlines the City's aim to develop a sustainable ADU solution for Daybreak. There are also plans for additional affordable options within the core area. Additionally, adding services, retail uses, and amenities will increase livability and neighborhood cohesion within the study area.



Study Area Existing Development

VI. 5-YEAR IMPLEMENTATION PLAN

Successful implementation of the South Jordan TRAX Station Area Plans will continue to occur in phases through multi-agency cooperation. Table 13 and Figure 26 below summarizes the recommended implementation plan.

Implementation actions can include projects, programs, policies, and plans for transportation, land use, regulatory framework, urban design, and environmental enhancements.

Actions the City can take, in association with other public sector partners to support private sector stakeholders to induce land owners to act in alignment with the plan to collectively achieve the vision for development at each station area.


The recommendations have a description, recommended phases, rough order of magnitude costs, and range of impact and indicates if the implementation item is related to the HB462 principles:

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


TABLE 13: IMPLEMENTATION PLAN											
Project ID	Category	Project	Cost / Potental Funding Source	Housing	Environment	Access to Opportunity	Transportation	Project Champions	Near-term (1-2 years)	Mid-term (3-5 years)	Long-term (5+years)
1	Policy, Program	Increase transit service in the study area	\$\$, UTA, WFRC, City and developer agreements.			Y	Y	City, UTA	Advocate for transit vision, finalize transit study	Implementation	
2	Project	Add signage, green paint and bicycle icons to family cycle tracks	\$, Developer agreements, City, WFRC, Salt Lake County				Y	City, LHM	Add to projects moving forward, retrofit already-constructed facilities		
3	Project	Add bike lane transition to shared wide sidewalk on Daybreak Parkway	\$, Developer agreements, City, WFRC, Salt Lake County				Y	City, WFRC, LHM	Implement		
4	Project	Mobility hub at Daybreak Parkway	\$\$, Developer agreements, UTA, City, WFRC, Salt Lake County			Y	Y	City, UTA	Add project to UTA's LRTP	Implement bus services	Implement
5	Project	Install wayfinding surrounding TRAX stations	\$, Developer agreements, UTA, City, WFRC, Salt Lake County			Y	Y	City, UTA, LHM	Create wayfinding plan, implement at existing points of interest in the study area	Ensure adequate wayfinding is installed as development occurs	
6	Policy	Continue to support the study area as an ideal site for a future regional office, retail, and entertainment district center in Salt Lake County due to rapid population growth, undeveloped property, and its location adjacent to transportation modes including Mountain View Corridor and a TRAX line.	\$, Partner with Governors office of Economic Development and the Salt Lake Chamber of Commerce			Y		City, WFRC, LHM, U of U	Ongoing		
7	Policy	The study area consists of an HTRZ to facilitate mix ed-use, multi-family, and affordable housing to address the housing shortage in Utah. Currently, there are no mechanisms to amend the existing Daybreak HTRZ. The City will work with legislators to ensure Utah Code allows for amendments to the HTRZ.	\$, South Jordan City and WFRC work with Legislators to amend Utah State code	Y	Y	Y	Y	City, WFRC	The City will work with legislators to ensure Utah Code allows for amendments to the HTRZ.		
8	Policy	Update General Plan to match land uses in the future land use plan	\$, South Jordan City	Y		Y		City	Implement		
9	Policy	Follow the Daybreak MDA and HTRZ that solves for 15%+ of Utah's housing shortage (.Kem C. Gardner Policy Institute, July 2022) // The HTRZ doubles the number of residential units vs. Market Plan = 4,724 Residential Units (65 Units/Acre). // Builds significant affordable housing in fastest-growing quadrant of Salt Lake County = 10.6% Affordable Units (500), including 30% of the units reserved at 60% and 70% of AMI, retail and employment opportunities within ½ mile of the stations.	\$, City partner with stakeholders	Y				City, LHM	Ongoing		
10	Policy	Follow agreements and entitlements to maintain high quality urban design standards in and around the stations.	\$, South Jordan City and Stakeholders	Y		Y		City, LHM, U of U, Last Houldout	Ongoing		
11	Program	Monitor busy intersections for pedestrian and bicyclist related crashes and consider adding raised intersections where heavy pedestrian volumes are expected.	\$, South Jordan City				Y	City	Identify future pedestrian heavy intersections and crossings, monitor amendments to the HTRZ.	Install countermeasures as necessary	
12	Project	City to consider lowering the posted speed limit to 30 MPH east of Grandville Avenue on Daybreak Parkway to better fit the roadway context.	\$, South Jordan City				Y	City	Implement		
13	Policy	City to ensure that U of U and Last Holdout properties have AT facilities that are built in a manner consistent with adjacent Downtown Daybreak with similar facility types and adequate connections.	\$\$, Partner with South Jordan City and Stakeholders			Y	Y	City, U of U, Last Houldout	City to take future developers on a tour of AT facilities in Daybreak		
14	Project	Collaborate on shared parking agreement with stakeholders	\$\$\$, South Jordan City, UTA, WFRC, and Private stakeholders				Y	City , UTA, Developers	Work with stakeholders to implement		


FIGURE 26: Implementation Plan Map


Legend


 South Jordan City Boundary

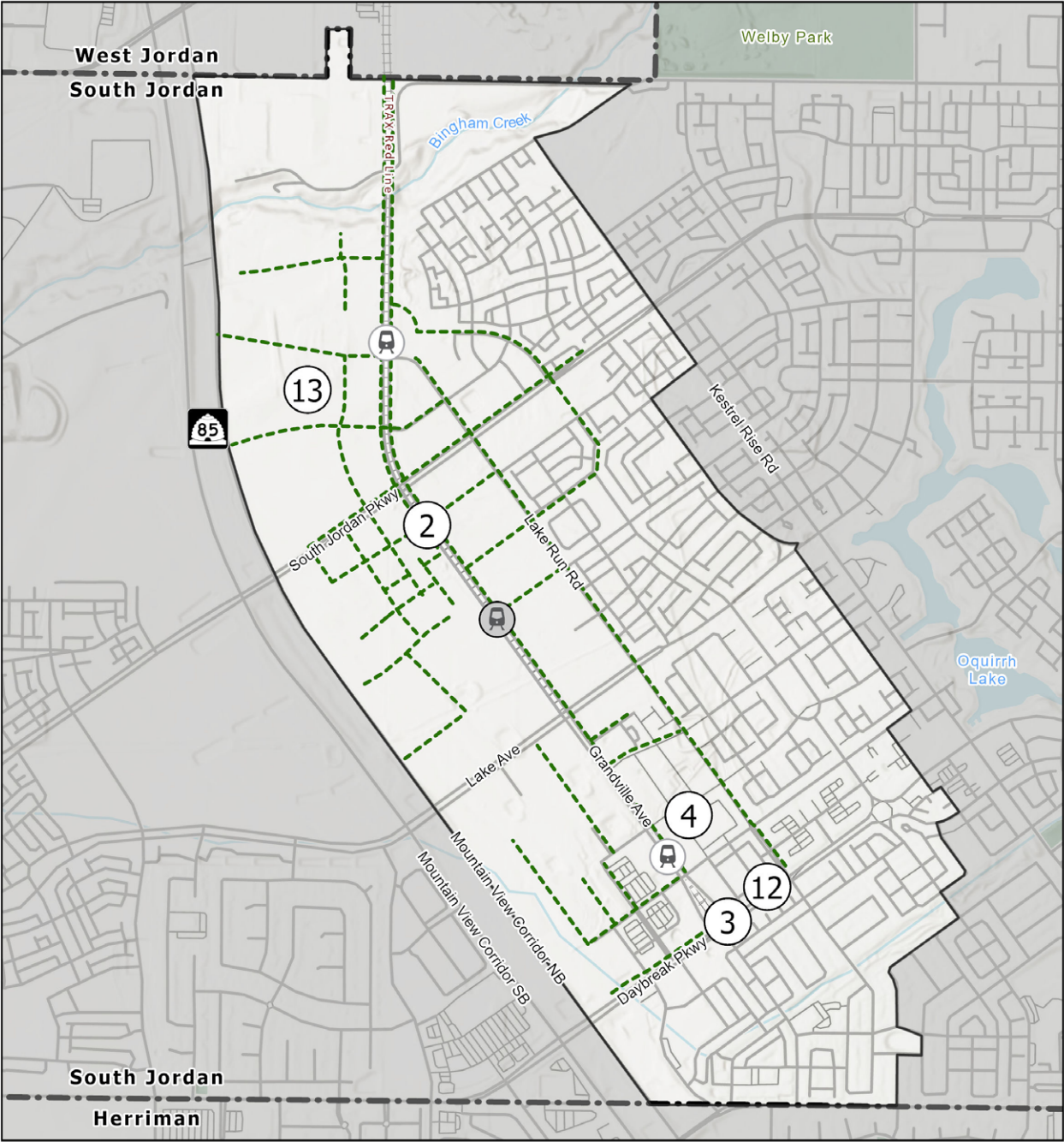
TRAX Stations

 Existing

 Under Construction

 Proposed Family Cycle Track

 Implementation Plan Project ID



VIII. APPENDIX

Appendix A – Previous Plans and Studies

A. Previous Plans and Studies

WFRC SAP Guidance

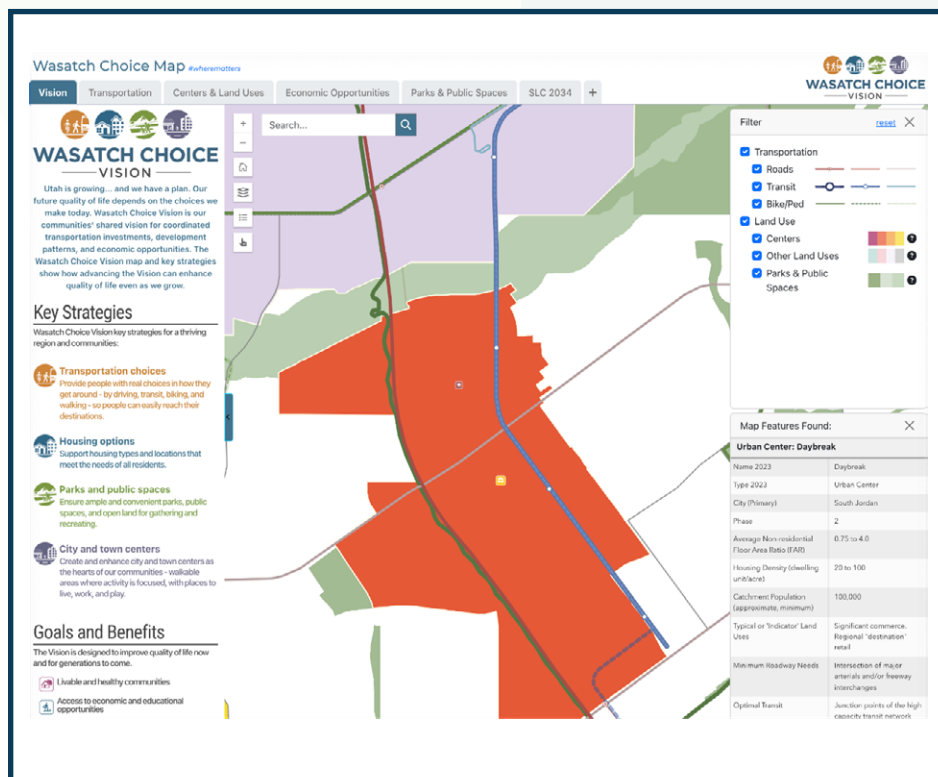
KEY TAKEAWAY

- ◆ Existing SAP resources include, guidance, data, plans, programs, studies and extensive Daybreak development documentation

The Wasatch Front Regional Council Station Area Plan [Certification and Technical Assistance website](#) provides information on what an SAP is meant to accomplish. A SAP is intended to promote shared objectives such as housing availability and affordability, access to opportunities, sustainable environmental conditions, and transportation choices and connections. As a result of the 2022 state Legislative session, HB462 (titled Housing Affordability Amendments, a summary of which is located here) passed and was signed into law. It requires a city that has a fixed-guideway public transit station (rail or bus rapid transit) to develop an SAP for that station and update its general plan and zoning to implement the SAP. HB462 also requires that SAPs promote the following principles:

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

Wasatch Choice Vision



[Wasatch Choice Vision](#) illustrates a voluntarily implemented regional vision of how changes could occur between now and 2050. Its goal is to support the economy, improve air quality, and enhance the quality of life for Utahns living across the Wasatch Front.

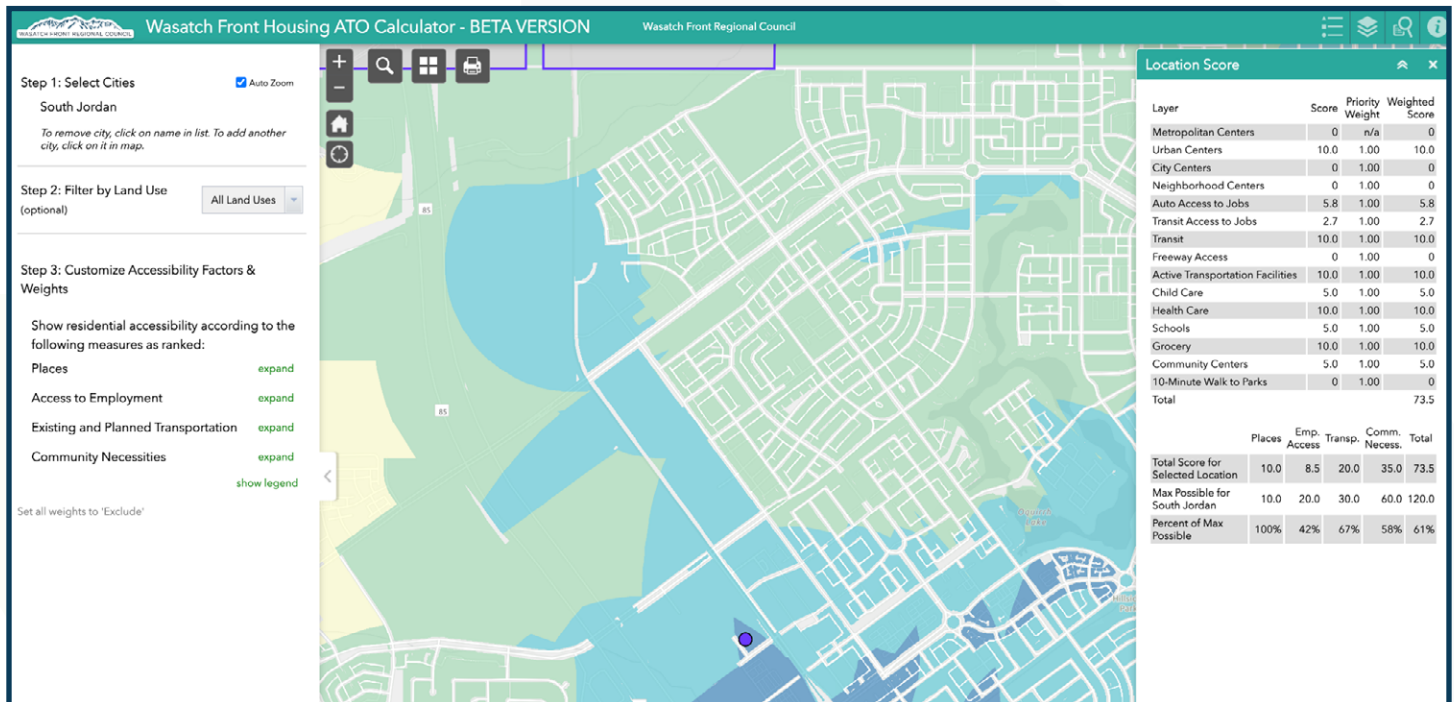
This vision was developed by WFRC, UDOT, UTA, Utah League of Cities and Towns, Utah Association of Counties, Governor's Office of Planning & Budget, Kem C. Gardner Policy Institute and the Salt Lake Chamber & local chambers of commerce

The South Jordan Station Area Planning area is designated by the Wasatch Choice Vision as an urban center with significant commerce, a regional destination retail center, with the intersection of major freeways and arterials along with a high-capacity transit network.

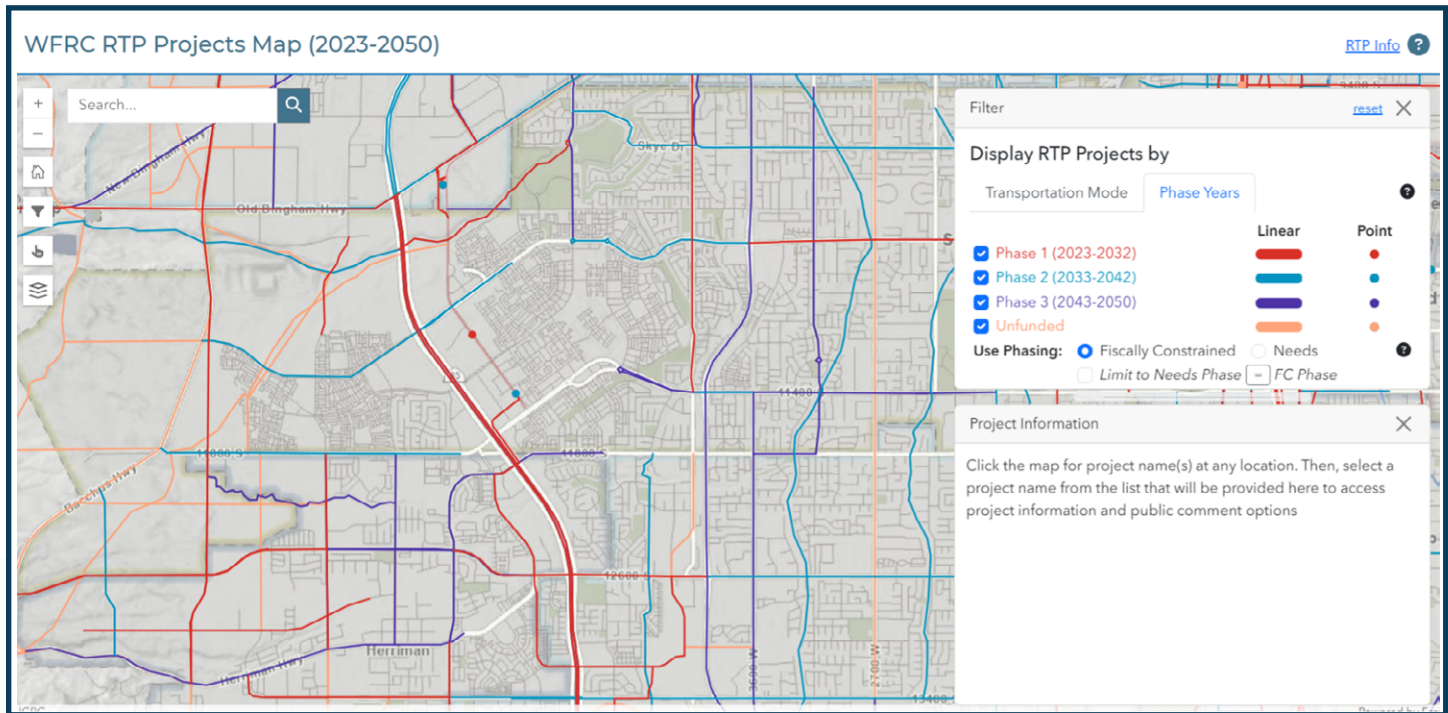
WFRC Access to Opportunities

The [Access to Opportunity](#) (ATO) score for the SAP is calculated at 73 out of 120 for the City. Access to jobs and community necessities were the weakest elements in this score. Access to Opportunities is a way to measure how well people can connect to basic needs and amenities including jobs, schools, grocery and other retail, parks, community centers, recreation, and entertainment.

This GIS-based tool can be utilized to understand future access opportunities for the project area, and help identify weak points for different destinations (jobs, households) and by different modes (auto, transit).



Regional Transportation Plan (RTP) Map



[The Regional Transportation Plan \(RTP\)](#) sets the regional long-term strategy for our Region's future transportation system. The 2023-2050 RTP outlines investments for all modes of transportation and forms the transportation element of the Wasatch Choice Vision.

Utah is experiencing rapid growth which amplifies the weight of the decisions we make now and over the next few decades. The RTP addresses growth patterns and the transportation of people and goods which impact growth related issues such as poor air quality, high costs of living, and congested roadways. The RTP looks to the future to consider how transportation infrastructure can work with land and economic development decisions to maximize overall quality of life.





UTA 2025-2029 Five-Year Service Plan

The [2025-2029 Five-Year Service Plan](#) is a dynamic guide for UTA's near-term future. Our region is growing rapidly, and where and how we grow affects the transportation network. This vision for the future of UTA works to address these effects through improvements to the transit system. This plan, like a route map, is a snapshot in time. It reflects UTA's intended service based on the best information available. This plan is updated every two years and considers both the UTA Long-Range Transit Plan as well as other regional and local transportation plans in its development.

UTA Moves 2050 Long-Range Transit Plan

Where and how we grow affects the transportation network. UTA has developed a [Long-Range Transit Plan](#) for the next 30 years as a vision for the future of public transportation. This plan, UTA Moves 2050, focuses on understanding and responding to the needs of the community we serve today, tomorrow, and beyond.



Herriman Transit Corridor and Land Use Study

The Herriman Transit Corridor and Land Use Study was initiated to identify and evaluate the corridors where investments in public transit offer the greatest potential to generate mobility benefits for the City of Herriman and the greater region. This study incorporates the data and goals from the Herriman Transportation Master Plan and other previous local and regional studies. The adopted 2019–2050 Regional Transportation Plan (RTP) identifies future transit corridors which were the initial basis of the analysis. These initial corridors were evaluated and adjusted to meet the needs of the study. The study comprised of four main tasks detailed within this report:

1. Land Use Evaluation and Scenario Development
2. Network and Mode Evaluation
3. Connectivity and Stop Location Evaluation
4. Ridership Forecasting



Wasatch Front Regional Council Transportation Improvement Program

WFRC develops and manages the [Transportation Improvement Program \(TIP\)](#). The Transportation Improvement Program (TIP) is a six-year program of roadway, transit, and active transportation projects for the Salt Lake-West Valley and the Ogden-Layton urbanized areas. It is updated once a year and provides a carefully reviewed prioritization of roadway, transit, bicycle, and pedestrian projects in the region, including operation and maintenance of the existing transportation system. The TIP is developed in close collaboration with UDOT, UTA, and cities and counties along the Wasatch Front and aligns with the Wasatch Choice Vision.

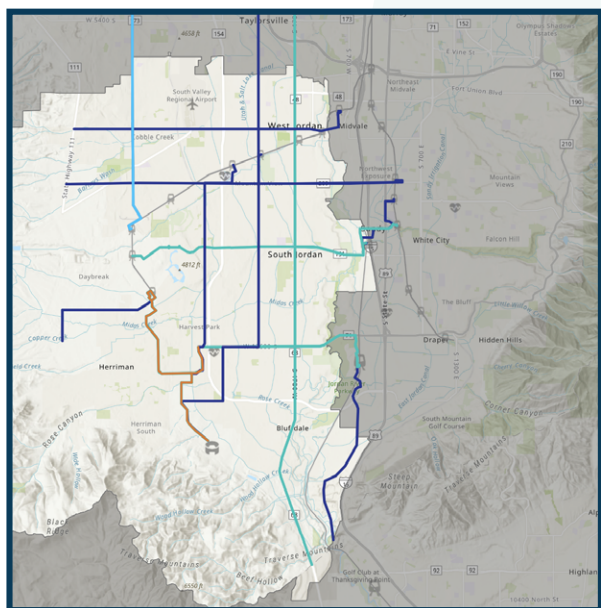
Utah's Unified Transportation Plan

The pathway to quality of life in Utah is rooted in Utah's Transportation Vision, established through a broad collaboration with partnering agencies statewide. This vision is based on recognition of Utah's growth challenges and the relationship between transportation and housing, air quality and the environment, land use, economic development, and access to opportunities for all. Utah is prepared for additional growth and opportunity on the horizon. We have a proven approach to identifying transportation problems and needs, working together to create solutions, and implementing those solutions in a collaborative way. Some have even called it our "secret sauce." This unique collaboration is the foundation of [Utah's Unified Transportation Plan](#).



Southwest Salt Lake County Transportation Analysis and Solutions Development

The purpose of this [2021 study](#) was to identify solutions to mobility concerns in southwest Salt Lake County, focusing on east-west mobility. It explores short-, mid-, and long-term solutions that improve mobility. Partners included Bluffdale, Copperton, Herriman, Riverton, South Jordan, West Jordan, representatives from Salt Lake County, and three partner agencies: UTA, UDOT, and WFRC.



WFRC 2023 The Point-Area West Transit Fresh Look Study

The Point-Area West (Southwest Salt Lake County and Northwest Utah County) is one of the fastest-growing areas in the United States. Local leaders are interested in the degree to which transportation plans and current construction are meeting the needs of this growth. The study's hypothesis: With all the growth and land use changes, what could be the future of transit in this area? The study is in progress now and expected to deliver recommendations in 2025.

South Jordan City General Plan

The [South Jordan General Plan](#) serves as a guide for future growth and investment while preserving the City's high quality of life and unique character. The 2020 South Jordan General Plan includes existing conditions, a vision statement, framework maps, and goals and strategies for South Jordan as it continues to develop. In the provided future land use map, it shows the study area as "mixed-use TOD Opportunity (MUT)" with some public, industrial, and natural open space on the north portion of this study area. The document contains significant discussion on the future housing needs and growth patterns, proposing a "density bonus program for inclusion of moderate-income housing", but little to no residential distinctions within the study area. The General Plan denotes the South Jordan Parkway Station as an employment opportunity area and the South Jordan Central and Daybreak Parkway Stations as Daybreak Town Center. The station area is also outlined as a major catalytic activity center for the City and a gathering place for residents. In terms of transportation, the general plan states that the transportation vision for South Jordan is to offer "numerous choices for safe and efficient travel by offering walkable destinations, connected development patterns, and continuous pathways for pedestrians and bicycles with enhanced safety features." Implementation actions for future growth are included at the end of the document.



The station area is also outlined as a major catalytic activity center for the City and a gathering place for residents. In terms of transportation, the general plan states that the transportation vision for South Jordan is to offer "numerous choices for safe and efficient travel by offering walkable destinations, connected development patterns, and continuous pathways for pedestrians and bicycles with enhanced safety features." Implementation actions for future growth are included at the end of the document.

In August of 2023 the city council designated the TRAX SAP study area as a Housing and Transit Reinvestment Zone. This designation and resulting actions will double the number of residential units (achieving 65 units per acre in some zones), build significant affordable housing, and will add 7,000 additional office jobs immediately next to UTA's TRAX Red Line. See HRTZ section above for more detail.

CDBG Consolidation Plan & Action Plan

The [2020-2024 Consolidated Plan and First Year Annual Action Plan \(2020-2021\)](#) was completed in 2021. The City of South Jordan, in partnership with the U.S. Department of Housing and Urban Development (HUD), is required to have in place a five-year consolidated plan as a grantee of funding for the Community Development Block Group (CDBG) program. The consolidated plan represents the needs and strategic objectives that staff uses on an annual basis in identifying projects to be funded. Projects, including funding amounts, expected benefits, and consistency with the consolidated plan are described in annual action plans. The 2020–2024 Consolidated Plan will be the City’s second consolidated plan under the Consortium. As such, this document represents the city’s portion of the County’s 2020–2024 Consolidated Plan. The needs, strategic objectives, and 2020 Annual Action Plan are specific to the city

South Jordan Economic Strategic Plan

The [South Jordan Economic Development Strategic Plan](#) was prepared November of 2011. The plan provides objectives and implementation strategies for seven focus areas including:

- ◆ Promote Transportation Improvements.
- ◆ Foster a Regional Retail Perspective.
- ◆ Advance Neighborhood/Community Retail to Capture Incremental Growth.
- ◆ Encourage Specialized Commercial Development.
- ◆ Support the Development of Highway Commercial and Transit Oriented Development.
- ◆ Expand Upon the Existing Class A Office Strengths.
- ◆ Build Economic Diversity through Premier Research and Business Parks.



The plan identified six economic districts within the City, which includes Daybreak. The plan posited that Daybreak is an ideal site for a future regional office, retail, and entertainment district center in the southwest Salt Lake Valley due to rapid population growth, undeveloped property, and proximity to transportation modes including Mountain View Corridor and a TRAX line. The plan provided policies for new retail development in Daybreak to ensure a vibrant retail community into the future.

Open Space Master Plan

The South Jordan Parks, Recreation, Community Arts, Trails and [Open Space Master Plan](#) completed in 2017 shows open space designations only along the Bingham Creek area and the northern portion of the power line corridor. It refers to the MDA on additional open space throughout the TRAX Station areas. As the MDA was established prior to the development of this plan, little detail is shown for the study area. It does designate a proposed regional trail along the Bingham Creek corridor, several east-west proposed bike-pedestrian routes, and three east-west bike paths with an additional north-south bike path along the TRAX corridor.

Storm Drain Master Plan

The [Storm Drain Master Plan](#) was completed in 2021. This plan “provides recommended improvements to resolve existing and projected future deficiencies in the South Jordan City storm drain system.” The plan establishes existing conditions for detention, retention, and underground storage areas. It also sets forth general guidelines for City facilities and impact fees. The study area for proposed future improvement specifically excludes the entirety of the TRAX Station areas.

Streetscape Master Plan

The South Jordan [Streetscape Master Plan](#) provides a framework for both beautifying the streets in the City’s primary corridors and reducing overall maintenance and water resource requirements. The plan includes a review of existing relevant planning documents and describes the plan implementation process. This process will be used over time as park strips and medians are incrementally updated. These updates will be made in street reconstruction projects and park strip-only construction projects. Rather than City-wide site-specific planting plans, a planting design algorithm is provided. This algorithm is designed to enable City personnel to create a planting plan unique to each project/corridor using plants and layouts that meet the City’s streetscape goals:

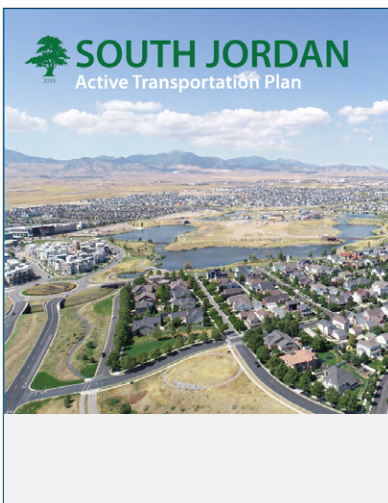


- ◆ **GOAL 1:** Reduce water use in park strips and medians maintained by South Jordan City.
- ◆ **GOAL 2:** Reduce maintenance resources required for park strips and medians maintained by South Jordan City.
- ◆ **GOAL 3:** Create attractive landscaped park strips along South Jordan’s key travel corridors.



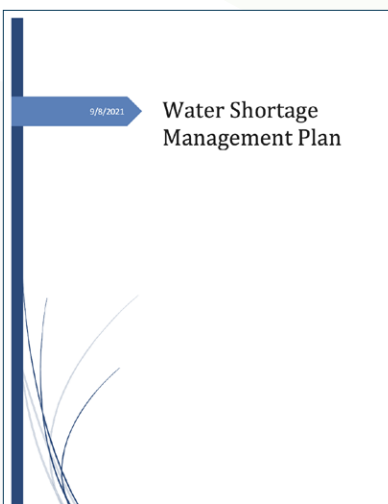
South Jordan Transportation Master Plan

The [South Jordan City Transportation Master Plan \(TMP\)](#) guides transportation infrastructure investments for the future by documenting the roadway network's existing operation and forecasting roadway conditions to future years 2033 and 2050. This allows planners to quantify the effects that land development and the resulting population growth may have on the transportation system, in order to assess future roadway project needs. Included in this discussion is an update to the 2020 Active Transportation plan and recommendations for transit improvements, to be implemented in partnership with UTA. These recommendations were provided with the aim of improving transportation efficiency across each available mode of transportation, which in turn benefits all modes. The TMP also covers City transportation management-related best practices, such as access management standards, safety analyses, identifying policy and ordinance changes, truck routes, traffic calming, and livable street standards.



Active Transportation Plan

The 2020 [Active Transportation Plan \(ATP\)](#) "provides the groundwork for enhancing active transportation in the community by presenting a vision for future AT projects and how to see them realized." The plan documents the existing condition of the sidewalk, bike lane, and trail network, makes plans to improve the Active Transportation system guided by resident priorities and desires, and identifies funding sources to help in the execution of these plans. The ATP was the result of collaboration between the cities of West Jordan and South Jordan and seeks to create a unified, coherent active transportation system across the two cities. The plan formed the foundation for further active transportation planning in the 2024 TMP, which will in turn serve as the primary reference for planning a more complete AT network for the TRAX station areas in this SAP.



Water Shortage Management Plan

The [Water Shortage Management Plan](#) outlines specific measures the City should take given the three outlined water conditions phases. These phases are normal water conditions, moderate water shortage, and severe water shortage. These phases describe voluntary and mandatory actions that take place in the various phases and specific triggers and objectives that move towards these actions for water reduction and conservation practices.

SLCo West General Plan

The [Salt Lake County West General Plan](#) is intended to give guidance on unincorporated land that falls under the county's jurisdiction as of 2021. It "envision[s] safe and beautiful places for current and future generations to live, work, and recreate." Although this plan does not overlap with the study area, several synergistic points should be noted. These synergistic points fall under the transportation, active transportation, and public transportation maps and align with the City's general plan, trails plan, and transportation master plan outlined above. The study area also serves as a major town center for much of Central Oquirrh's future growth.

Housing Needs Study

The [Housing Needs Study](#) was completed in 2014. At that time the City was "short on affordable units for the low- (LIH) and very low-income households (VLIH) and held an excess of moderate-income household (MIH) units." The moderate-income level ranged from \$117,135–\$216,279 at the time of the study. The study also showed a need for 2,265 MIH units but provided over 5,000 MIH units. It also showed the need for 763 LIH and 825 VLIH but provided 28 and 5 units respectively. Part of the reason for this disparity of low and very low units is many of these units are located within Daybreak. Daybreak units are built on small lots, but they are "mostly high-end market rate units with little affordability and no rental subsidy programs." To combat this discrepancy between the need and available stock six goals were established. These goals are as follows:

1. Encourage development of affordable housing, focusing on transit sites and significant transportation corridors.
2. Encourage energy-efficient housing that reduces resident costs.
3. Support housing needs for Special Needs residents.
4. Eliminate barriers to affordable and fair housing.
5. Work with UTA to improve and increase bus routes.
6. Maintain existing housing stock appeal and quality.

Given goal number one, the Daybreak Community, University of Utah, and Last Holdout, LLC should be encouraged to develop affordable housing within the study area.

Moderate Income Housing Plan

The 2019 [Housing Plan](#) ("Plan") identifies South Jordan as one of the fastest-growing cities in Utah and the US. South Jordan's housing stock is predominantly owner-occupied, single-family homes. The Plan identifies a shortage of supply of 7,680 affordable units and projects additional demand of 505 to 560 per year until 2024 to fulfill the moderate-income housing need. The city has made significant progress regarding moderate-income housing, as the City recently amended the Plan in July 2024 to fulfill Utah Code §10-9a-4, which requires the City to implement strategies for ensuring moderating income housing options are available throughout the community.

The amendment to the Plan includes several implementation strategies regarding housing affordability specific to Daybreak. The amendment outlines that City staff will continue to collaborate with the Daybreak Developer to review and approve City land use applications and permits, including the affordable housing aspects of the Daybreak HTRZ. The amendment also outlines the City's aim to develop a sustainable ADU solution for Daybreak.