



Demonstration Site Assessments

Implementing Centers

July 2013—Salt Lake County (DRAFT)



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This plan has been prepared by the PlaceMaking Group at Parsons Brinckerhoff and their subconsultants for the Salt Lake County.

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The suggestions and recommendations made in this report are for the purposes of discussion and debate in regard to corridor redevelopment. Some of the ideas contained herein have regard to private and public lands. These ideas have been developed as a professional service without the full consultation of property owners.





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Executive Summary

Creating a walkable, livable center requires vision, a market for development, and development requirements that guide physical development toward the desired vision. In addition, developing urban centers requires a physical site with more strengths than weaknesses: a site that has the bones of well-connected, accessible place and has the financial and environmental conditions to make redevelopment feasible as a business transaction. Often when elected officials, citizens and developers think they have the “perfect” site for redevelopment, barriers to redeveloping the site are uncovered and the process is stalled. One way to assess the existence, and significance, of barriers is to conduct a site analysis before the developer initiates the process of redevelopment. In order to identify potential development barriers in the Salt Lake region, site analyses were conducted for four demonstration sites representing four degrees of development intensity, yet all with the same desired outcome of creating a livable, well connected center where people can live, work and play.

This report provides the site analysis of the four demonstration sites, identifies the barriers, and determines how significant that barrier may be to limit redevelopment on the sites. The four demonstration sites analyzed, and their identified barriers, are:

- **Meadowbrook Station**—a medium sized center that has experienced some redevelopment yet is primarily composed of light industrial land uses. The current land use coupled with the lack of adequate connectivity throughout the area pose a significant barrier to further redevelopment in the area.



- **Magna Main Street**—small scale redevelopment to support the recent redevelopment of the main street. Although Magna has a good framework for redevelopment, its location, removed from the region’s employment concentrations and economic activity centers, means that people will likely not choose to come to Magna unless they live there. The barrier to future redevelopment is creating a place to draw people into Magna.
- **Provo Intermodal Hub**—an extension of the downtown seeking to grow into the premier destination for the south region. Provo has a strong policy framework that supports center development, with multiple plans governing the downtown. This framework will create the desired vision for the place if the city can be patient and wait for the right development to come along. Because of the highly parcelized nature of many redevelopment parcels in Provo’s downtown, this will require patience on the city’s part to not compromise and accept development that creates part, but not all, of the desired vision.
- **Ogden Intermodal Hub**—a downtown center that seeks to build on the momentum of existing redevelopment in the area. The potential for development in the Downtown Ogden is strengthened by: the historic architecture and character in Downtown

Ogden; good access to transit that provides regional access; increasing downtown employment opportunities; and a compact street grid that allows for a compact, pedestrian friendly experience. However, the small scale of Weber County’s economy and market potential, and the lack of large, vacant parcels may limit the growth at this demonstration site.

Introduction





Purpose of this Report

This Demonstration Site Assessment report serves as one of three documents that together form a strategy to aid the public sector in the community development process. The purpose of this site assessment report is to identify the development issues that can form barriers to development, and to assess the specific development barriers for each of the demonstration sites.

The analysis for the site assessments is based on information collected from multiple data sources: city and county websites; zoning codes; general plans; special area plans (if available); redevelopment plans (if available); capital improvement plans, county assessor property information and data; and Automatic Geographic Resource Center data. A site visit to each demonstration site was conducted in September 2012, and the appropriate city or county staff reviewed the draft findings for accuracy in spring 2013.

The findings from this assessment were used to inform Pre-Development Assessment Checklists that local governments can use to aid in the identification of possible development barriers in their communities. A Community Development Guidebook was then created to provide techniques to mitigate identified barriers. The Guidebook presents the community development process and provides strategies for local government to implement community development that can lead to desired, catalytic change in communities.

Location of Demonstration Sites

The demonstration sites represent three of six “Centers” typologies defined by Wasatch Choice for 2040. The demonstration sites include:

- **Magna**—a Main Street Community located west of I-215 and south of I-80,
- **Meadowbrook**—a Station Community located east of I-15 between I-80 and I-215,
- **Provo**—an Urban Center located east of I-15 and Utah Lake and south of Brigham Young University,
- **Ogden**—an Urban Center located north of the I-15 and I-84 interchange.

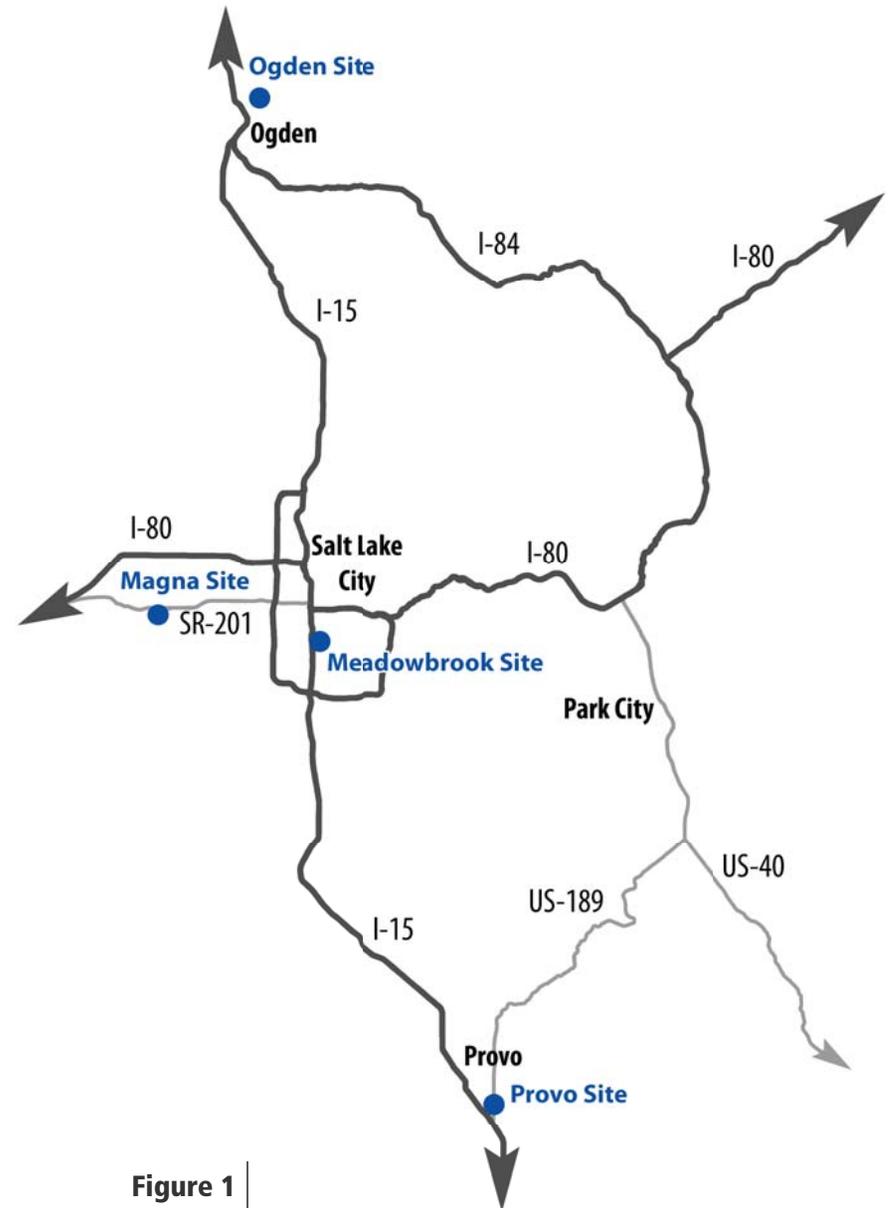
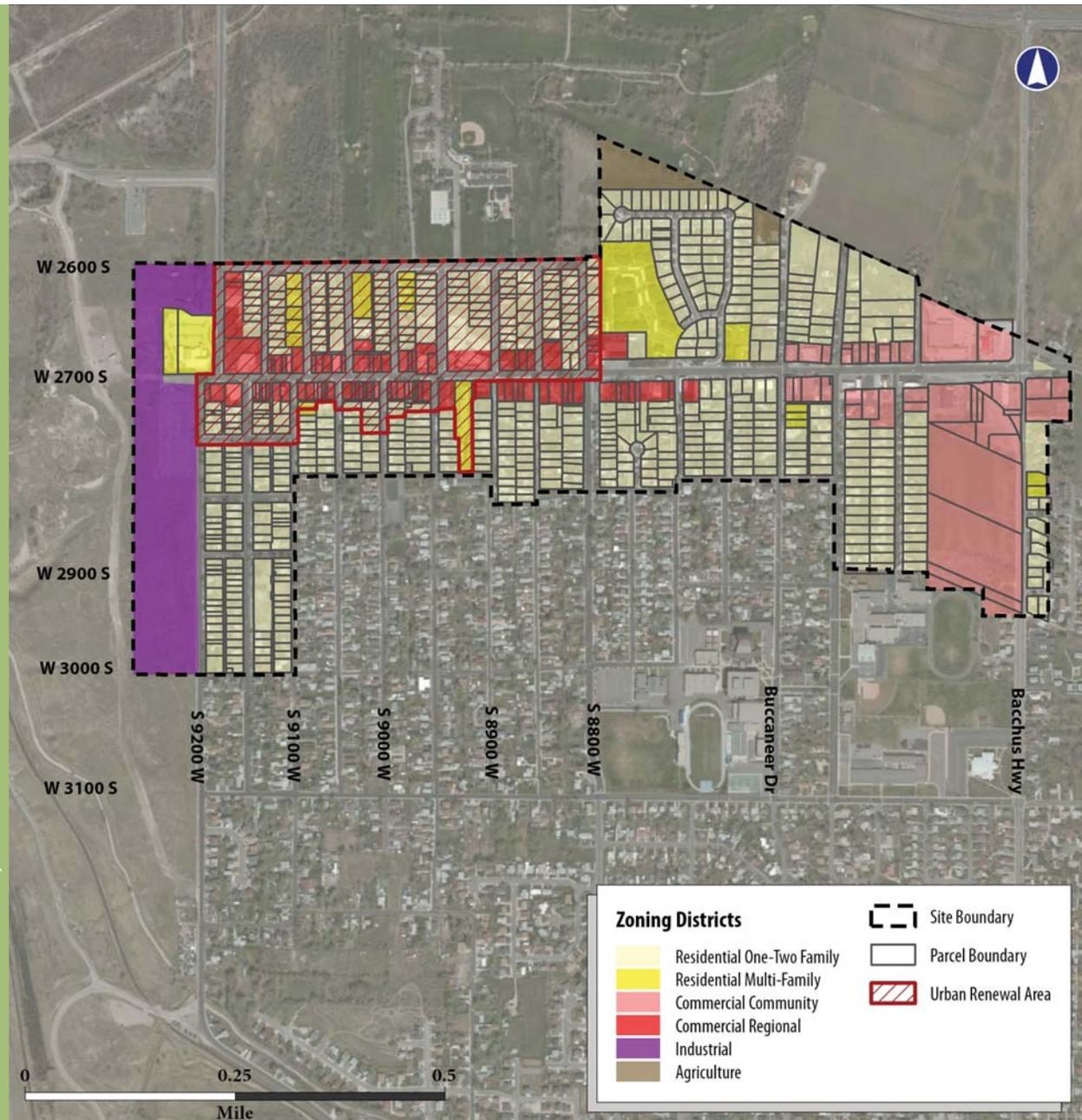


Figure 1
Regional Map

Magna



Figure 2
Magna Main Street
Zoning Districts



Source: 2001 Salt Lake County



Summary

The Magna Main Street Demonstration Site is located in downtown Magna, on the outlying western fringe of the region in the northwest portion of the Magna Township. The historic architecture and character of Magna Main Street, the recent public investments in streetscape improvements, a senior center and public library, and the bus rapid transit service to Salt Lake City all provide a strong foundation for future development.

Barriers to Magna Main Street reaching its development potential include: the location of

the Magna within the region, far removed from the regional employment concentrations and economic activity; limited large, contiguous vacant parcels; the existing land uses and variation in physical condition. Surrounding land ownership also poses an obstacle to redevelopment. The land to the west and north of Magna Main Street are owned by Kennecott Utah Copper. Since these lands are used to support mining activities they remain undeveloped, further limiting population growth and economic activity.

Market Summary

According to a market analysis conducted by Parsons Brinckerhoff in the spring of 2013, the Magna Main Street demonstration site's location within the region makes it a difficult site to market for new development. Main Street is relatively isolated, with minimal east-west traffic, and therefore unable to tap into ongoing regional growth patterns for residential,

commercial or traditional retail development. Although improvements made to Magna's Main Street streetscape lends itself to retail uses, there is a large amount of competitive supply to the south of Main Street where traffic is stronger.

The strongest near-term opportunity exists on the large, contiguous, vacant parcel located on

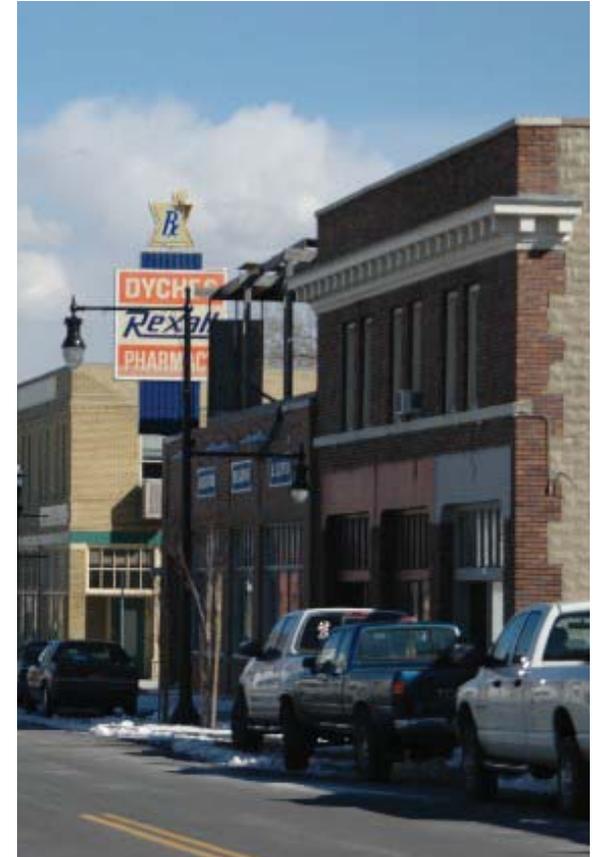
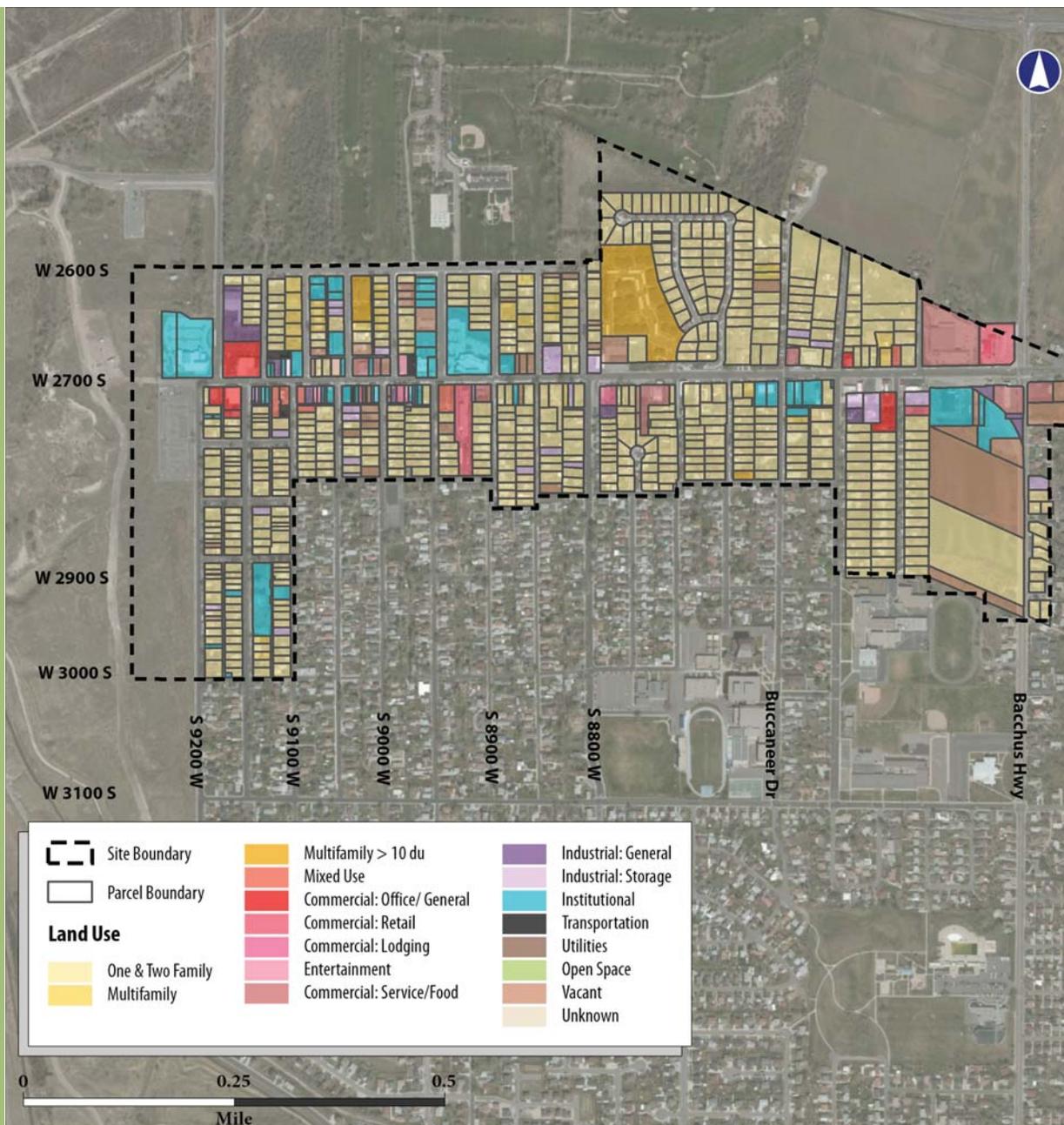


Figure 3
Magna Main Street
Land Use



Source: 2001 Salt Lake County

the eastern edge of the site boundary. The best potential near-term opportunity for any new development activity is limited to those uses that are not sensitive to market conditions/dynamics but can still draw users to the area, such as government/institutional uses like a community college satellite campus. The area has experienced significant redevelopment as residences are either repaired or replaced.

Minimal new residential or commercial development opportunity is anticipated in the forecast period without a catalytic, “lightning-strike” event taking place. The large parcel on the eastern edge of the site is likely best suited for affordable units in the near term or possibly value-oriented market rate apartments in the long term, although commercial and employment uses could also be considered.



Regulatory

Zoning

Residential zones include R1 and R2 zones, which allow one and two family residential units. The requirements provided in the zoning code related to parking, setbacks, allowable uses, heights and density are standard and provide discretion as to the site size. The challenge, however, is that development at the low end of the density requirements (1.0 DU/Acre to 12 DU/Acre) does not provide a livable, walkable place. Standards are designed for uniformity of development, but do not address character of place or walking environment. Minimal exceptions are allowed for height increases or setback reductions. Shared parking is not permitted.

Community Commercial and Regional Commercial zoning designations allow mixed uses as a conditional use. Requirements related to setbacks, building heights, and density is

supportive of livable, walkable places with higher densities, limited setbacks and building heights. For example, side yard setbacks are required only when adjacent to residential land uses. However, lot coverage is limited to 60% which implies significant setbacks.

The Salt Lake County zoning code does not distinguish Magna Main Street as unique or different from other areas in the County. While a mix of uses are allowed, conditional use permits are needed for all developments over one acre.

Land Use

According to Salt Lake County Assessor data analysis, over half the land in the demonstration site area is single-family residential, mostly located along the side streets and behind the general and office commercial development along Main Street. Two large multi-family

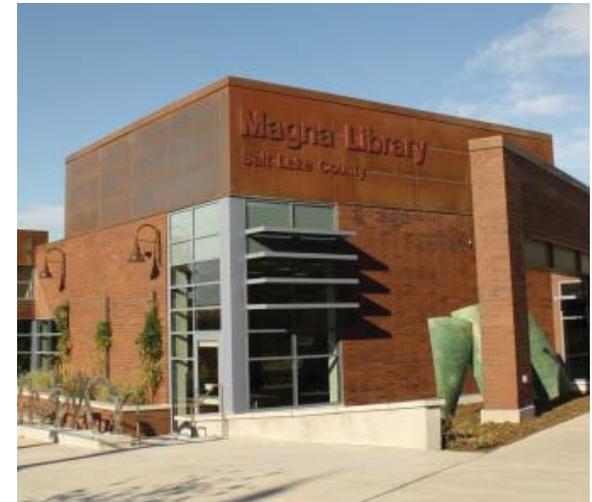
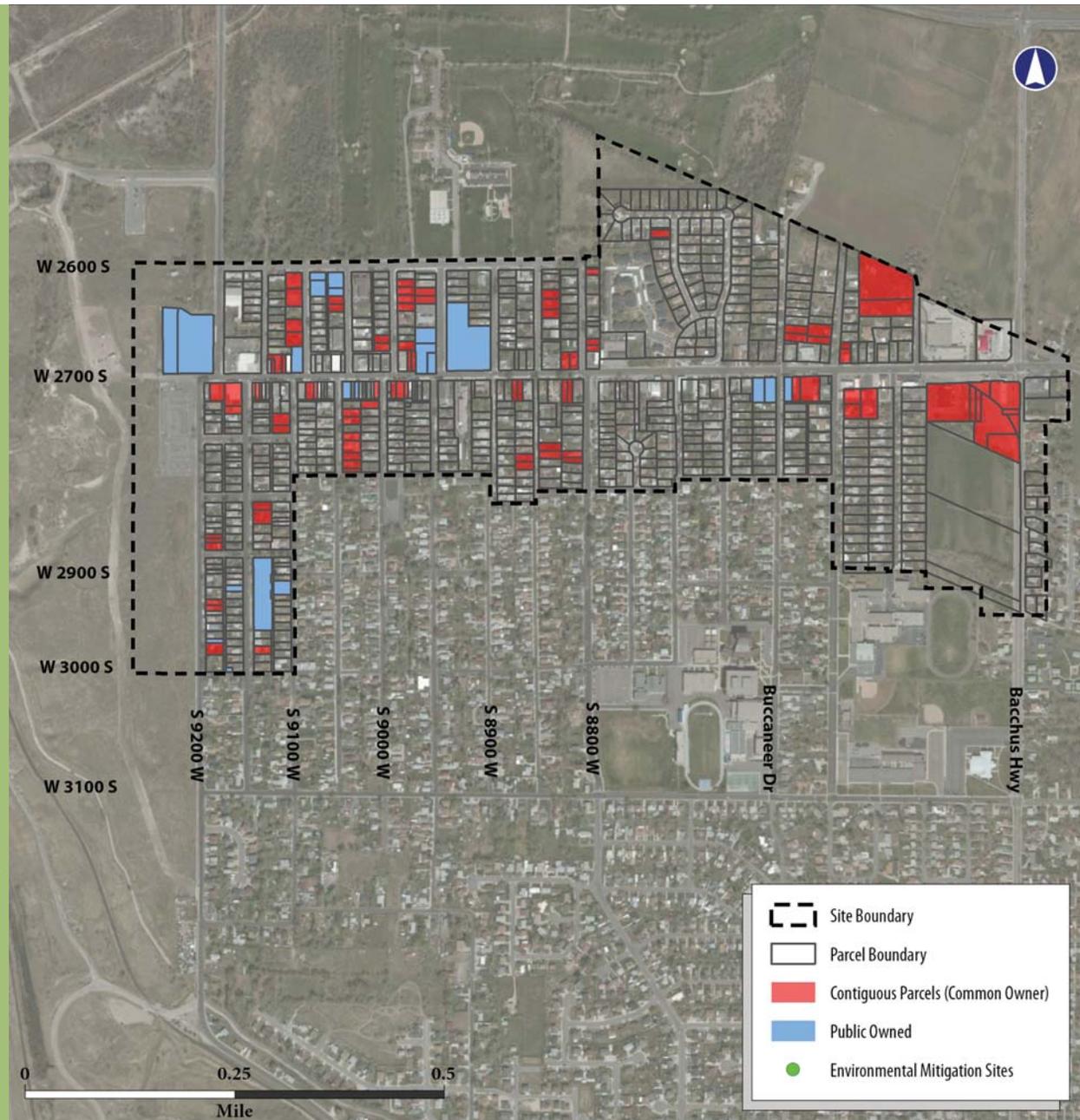


Figure 4
Magna Main Street
Environmental Mitigation



Source: 2001 Salt Lake County

developments are located north of the Main Street. Recent public investments in the Magna Main Street area include a new public senior center and new public library, identified as institutional uses.

Planned future land uses include a Dollar Store at the east end of Main Street and a housing infill project along S 9150 W. Just outside the demonstration site area is the Kennecott Copper power plant and tailings impoundment and further to the west. The smelter and refinery have significant impact on employment and the economy of the area, and because of their land ownership, may limit further development. Given the limited market in the area, the mix and location of existing land uses seems appropriate.

Overlay Plans or Districts

A Redevelopment Area, identified as Magna West Main Street Area #1, is located along Main Street, from approximately 8800 W to 9200W. Magna and Salt Lake County have redeveloped the historic shopping district along Magna's

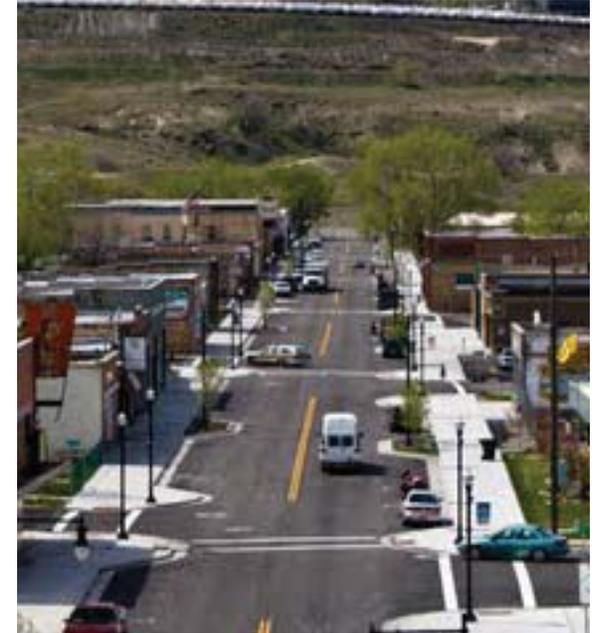
historic Main Street, including upgrading the streetscape with street trees, curb, gutter, sidewalks and upgraded street lighting. In response, private business owners have taken greater pride in their buildings and updated their building facades. Shoppers have not come back to the area.

Because of the success of the Redevelopment Area, a Redevelopment Area east of the existing RDA was proposed in 2007, although the project has not yet been adopted.

Ownership Patterns

The majority of the site is in single parcel ownership, with a few pockets of contiguous parcels that have the same ownership. Of these sites, one is commercial and the others are residential. The relatively small parcel sizes in the area make large-scale redevelopment, without property assemblage, difficult to accomplish.

Development Reviews and Approvals



Upon reviewing the Salt Lake County ordinances, there does not appear to be a process for expedited review. It appears a pre-application conference is required for all development. The on-line process regarding development reviews and approval processes provides little information.

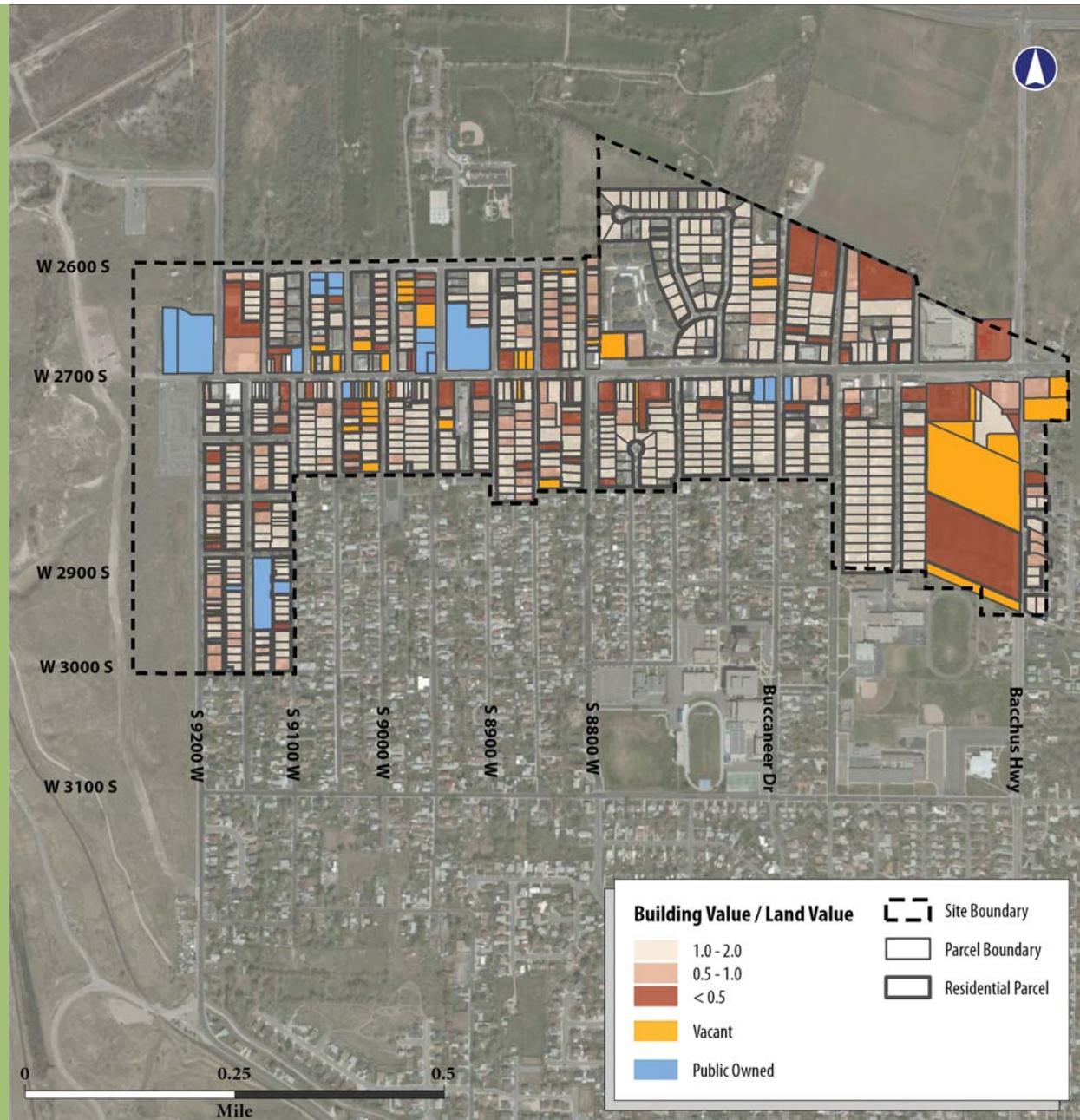
Environmental Issues

The demonstration site is located close to Kennecott's Tailings impoundment which has had EPA involvement since 1991. Lead, arsenic and selenium was found in the soil and groundwater at the Kennecott Copper

facility. To date, the site has been cleaned and remains clean. EPA and Utah DEQ have concluded that there is no health risk to area residents and visitors. There is no evidence that the demonstration site is impacted by these

environmental concerns, although specific site investigation would likely be carried out by purchasers. There is the potential for environmental issues given its location and a thorough study should be conducted.

Figure 5
Magna Main Street
Building and Land Values



Source: 2001 Salt Lake County



As an active superfund site that has been cleaned, it appears that the site is ready for development. There may be a perception issue that may be a concern for potential developers.

Parcel Utilization

Much of the land in the Magna Main Street demonstration site is underutilized with a building value lower than the land value. Much of this land is zoned residential and is located in the neighborhood, away from the Main Street.

A large vacant parcel at the east end of Main Street, fronting 8400 W, provides the best development opportunity in the demonstration site area because of its size and location as a potential gateway to Main Street. An entitlement for multifamily use and six one acre commercial pads is approved on the site.

The large number of underutilized parcels implies that the redevelopment potential of the demonstration area is great. The issue is identifying the local market for residential, office, commercial, retail and entertainment uses and assessing what amount of development can be supported by the immediate community.

Figure 6
Magna Main Street
Transportation



Source: 2001 Salt Lake County

Legal, Title and Encumbrances

There has been no effort made to assess any matters of title on the parcels in this project. A range of legal encumbrances can exist on title documents, and providing clear title on land can take many months and sometimes years. Encumbrances can be monetary, and take the form of liens, unpaid taxes, or other fines; or legal, and can take the form of restrictions,

conditions, environmental mitigation, unresolved ownership, or other legal issues. It is beyond the scope of this project to prepare a title search for each parcel in the study area. The public sector needs to understand the possible issues and possible impacts to development brought about through un-cleared title.

Physical Characteristics

Topography

The topography of the site is flat except for the extreme westerly edge. It has no natural features that would be considered a development barrier.

Size and Configuration of parcels

Throughout the site, the characteristics are generally the same: flat, highly parcelized with long block widths. With the exception of a few larger lots, including those in public use, the

parcels are sized for single family residential house or small businesses. The development conditions throughout the site are similar.

Street Grid and Block Size

The street network is a grid pattern, with long, skinny blocks, and no cul-de-sacs or dead-ends. Sidewalks and street trees align the roads in the area.

Transportation

Connectivity and Network

All streets are two way, single lane streets with sidewalks. The streets do not include dedicated bike lanes. However, the limited amount of automobile traffic makes it feasible and safe for bikes to travel with cars. Bus Rapid Transit

service is provided along Main Street and 9200 W. Proximity to U-111 (8400 W.) and SR-201 provide good access to the regional highway network.



Parking

Public on-street parking is provided with many businesses also having dedicated on-site parking.

Planned Transportation/infrastructure improvements

Streetscape improvements are planned on Magna Main Street between 8800 W and

8400 W. A \$792,000 FHWA Transportation, Community and System Preservation grant was recently awarded to the Salt Lake County Public Works Department to begin constructing these improvements, which include lighting, landscaping, pedestrian sidewalk, parking bulb-outs, and improvements to the travel lanes. Construction on these improvements could begin as early as Fall 2013.

Opportunities

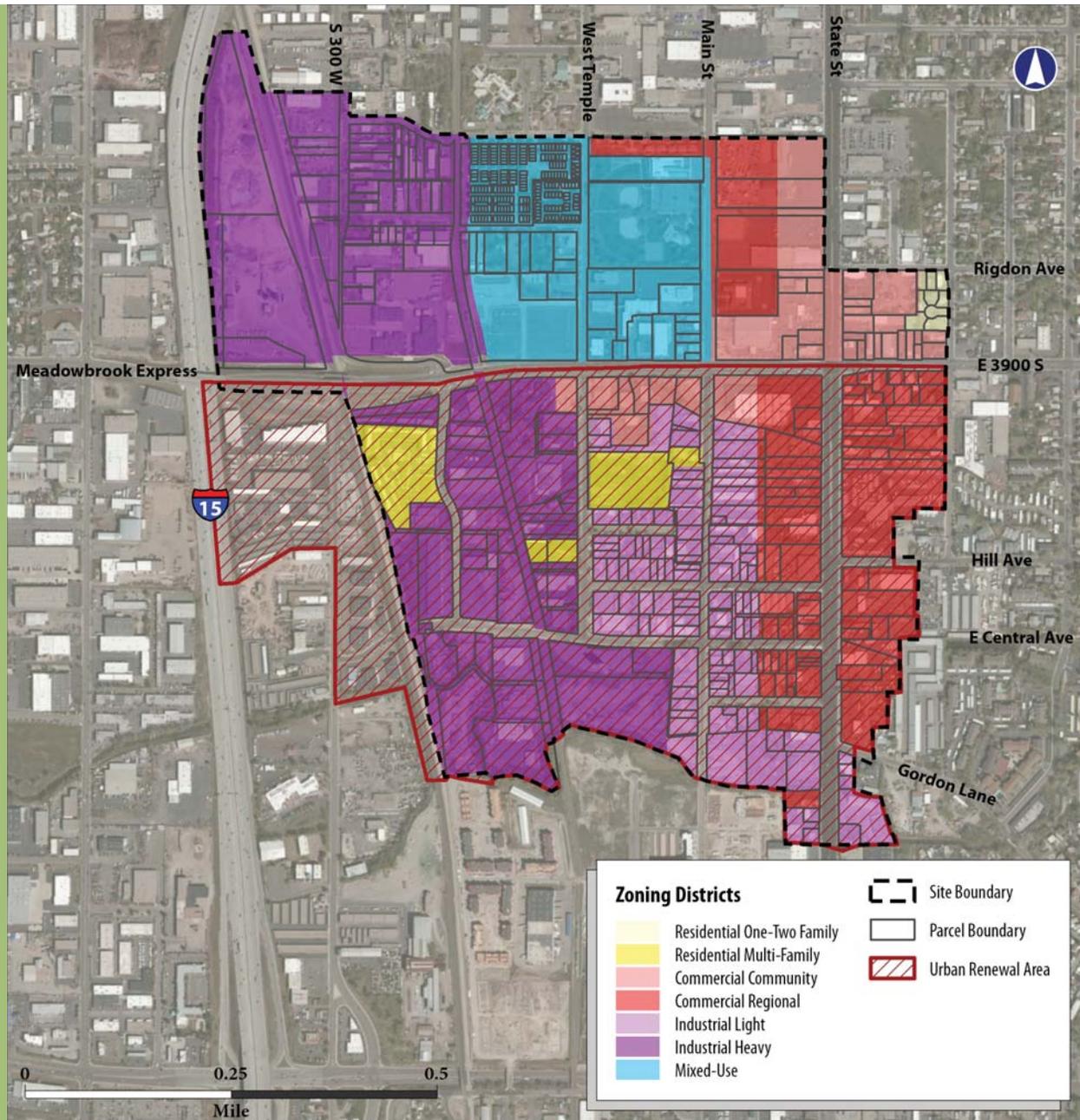
Magna Main Street does have some unique opportunities on which to build off of. The contiguous parcel on the eastern edge of the demonstration site is entitled for multifamily housing and commercial space. If development occurs, it could help spur additional investment in the area. The Salt Lake County Economic Development department is also pursuing a new Community Development Area, which would allow the capture of Tax Increment Financing (TIF) and further public and private investment. The historic architecture and character of the

main street is also a terrific opportunity. While many communities struggle with creating a “place” and defining a character for that place, Magna Main Street has a defined atmosphere and a rich history to build upon. Magna Main Street also boasts excellent regional access. UTA’s BRT provides 15 minute headway service to the area while SR-201 allows commuters to reach downtown Salt Lake City in roughly 15 minutes.

Meadowbrook Station Area



Figure 7
Meadowbrook Station Area
Zoning Districts



Source: 2001 Salt Lake County



Summary

The Meadowbrook Station Area, located in the central part of Salt Lake County, straddles the South Salt Lake City on its southern boundary and the unincorporated portion of Salt Lake County, known as the Millcreek Township. The area has a mix of long-established industrial, commercial and single-family residential land uses, including a satellite campus of Salt Lake Community College.

Although development in the Meadowbrook demonstration site has historically trailed

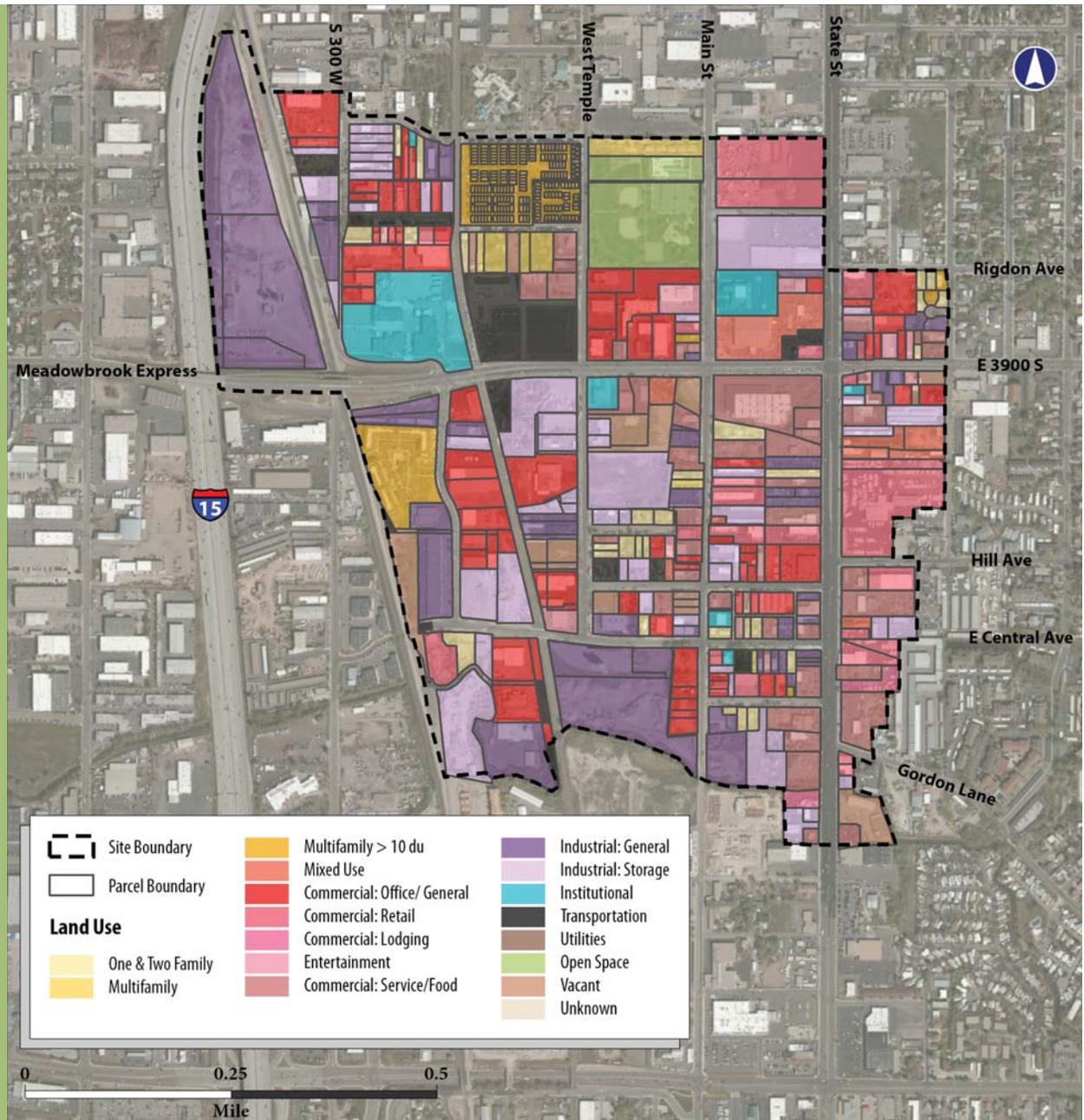
behind the region in terms of achievable rents and development activity, commercial and residential conditions are improving and there are numerous sites ripe for redevelopment. Barriers to redevelopment occurring include: a lack of access to I-15; lack of pedestrian connectivity to the TRAX light rail station and throughout the site; limited vacant parcels; and existing surrounding land use and physical conditions that may not complement new urban development.

Market Summary

According to a market analysis conducted by Parsons Brinckerhoff in the spring of 2013 minimal new development is anticipated in the forecast period but investing in infrastructure improvements on the north and south end of the

site can act as a catalyst that serves to accelerate development potential in the area. The strongest near-term redevelopment opportunities in the Meadowbrook demonstration site are concentrated north of 3900 South, near the

Figure 8
Meadowbrook Station Area
Land Use



Source: 2001 Salt Lake County

TRAX station, including the UTA-owned parking lot adjacent to the station. While a three to four-story mixed-use project with ground-floor retail would be an ideal format given the frontage along 3900 South, market conditions in the area have not evolved to support the increased costs and risks of this type of project.

On the south end of the site, the vast majority of parcels are underutilized and ripe for redevelopment, but many are small and isolated. If connectivity across 3900 South is improved, large, redevelopable parcels on the south side of the street between S 210 W all the way to Main Street will have increased potential.



Regulatory

Zoning

For South Salt Lake City, minimum lot size and unit standards are large for rental and multifamily uses, creating a need to build a large development. However, density bonuses are provided. If the lot sizes were smaller, the risk and cost of development may be reduced.

For Salt Lake County, Community Commercial and Regional Commercial zoning designations allow mixed uses, but only as a conditional use. Requirements related to setbacks, building heights, and density are supportive of livable, walkable places with higher densities, limited setbacks and building heights. For example, side

yard setbacks are required only when adjacent to residential land uses. However, lot coverage is limited to 60% which implies significant setbacks. Much of the area is still zoned for light or heavy industrial uses.

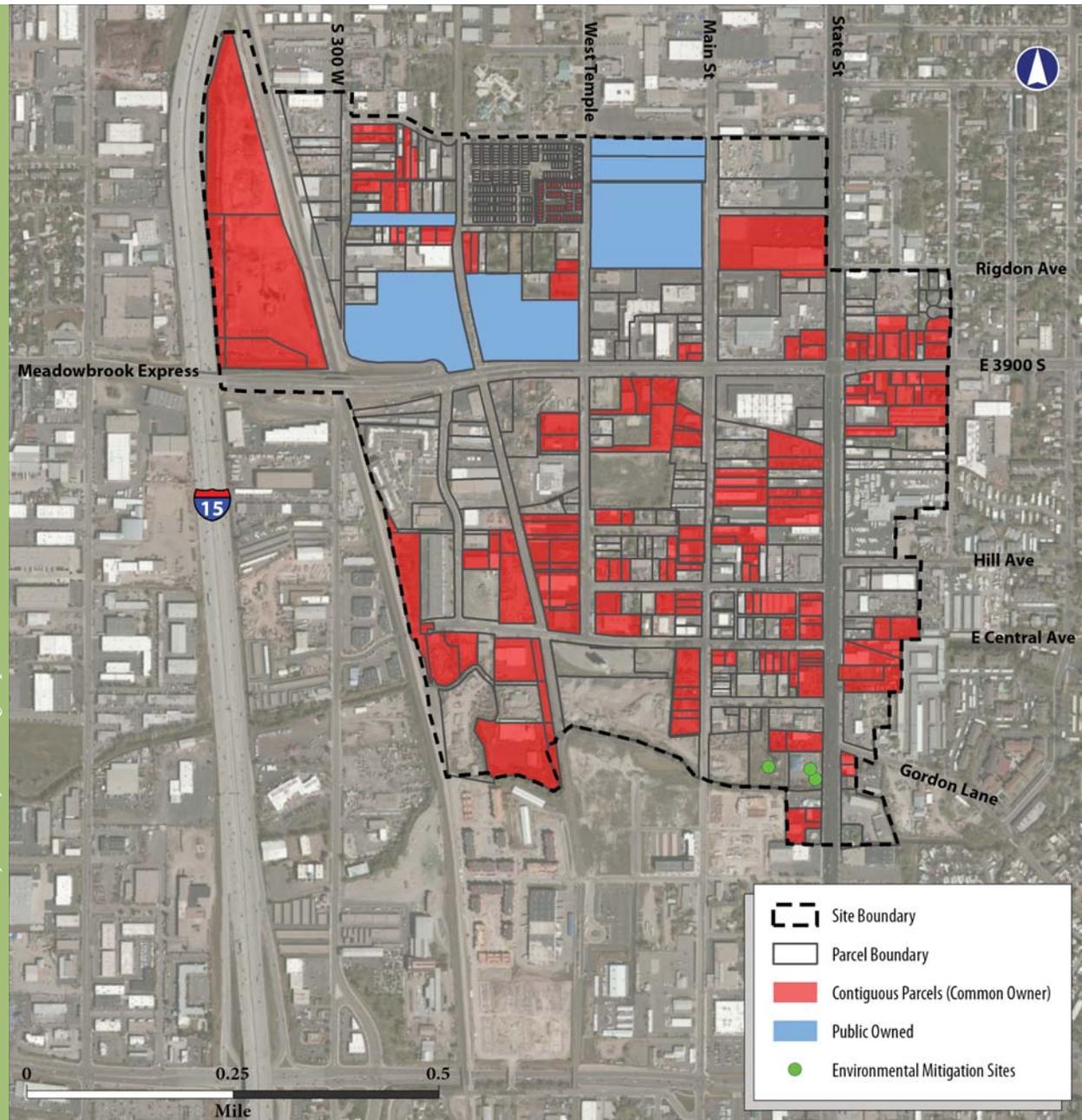
Land Use

The site is flat and developed with a variety of uses, including a mix of industrial, commercial and single family residential development. The UTA park-and-ride lot, which is approximately 7.5 acres, is located in the center of the demonstration site. To the north of the UTA transit station is residential development, both newer construction multi-family and older

single family homes. Harmony Park, a 10-acre park owned by Salt Lake County, is located in the center of the site, across the street from residential and office uses. Harmony Park has two ball fields and playground equipment. Multi-family housing developments are located east of the UTA transit station. West of the TRAX line is the Meadowbrook satellite campus of Salt Lake County Community College. South of E 3900 S, in West Millcreek, existing land uses are a combination of commercial, industrial, manufacturing and a small number of generally low density residential units. Most development is one or two story development south of E 3900 S.

Figure 9
Meadowbrook Station Area
Environmental Mitigation

Source: 2001 Salt Lake County and City Planning Department



Much of the land in the demonstration site, especially south of 3900 S., is used for light or heavy industry. While the building to land value suggests that these areas are ripe for redevelopment, many of the businesses continue to be viable according to interviews with planning and economic development department staff. There is little incentive for these uses to relocate in order to accommodate redevelopment on the site, especially when the current Salt Lake County zoning continues to accommodate this land use.

Land Development Regulations

The South Salt Lake City General Plan identifies community centers, economic growth and quality neighborhoods as three of the community values. The General Plan identifies potential land use focus areas and calls for improved bicycle and pedestrian connectivity. It identifies potential redevelopment agency area boundaries, but does not propose on for this area.

Overlay Plans or Districts

The West MillCreek Project Area includes 184 acres south of E 3900 S. The vision of the urban renewal area is to promote TOD near transit, including mixed commercial and residential development with greens spaces to be used as gathering places. The general standards of the urban renewal area include:

- Provide an attractive urban environment
- Blend harmoniously with adjoining areas

- Provide for open space
- Support transit use
- Create a walkable community

Salt Lake County and South Salt Lake have not developed a shared plan for the area and neither has a clear capital improvement plan to address connectivity issues. The redevelopment that has occurred in the area has happened in a more piece meal fashion. Coordinating efforts between internal departments and between the jurisdictions could help address some of the barriers in the area.

Ownership Patterns

Within the demonstration site, the two primary land areas under public ownership are the UTA site and Harmony Park. Harmony Park serves a regional need and does not have redevelopment potential. The UTA site is primarily a surface parking area and could be redeveloped into a more active use.

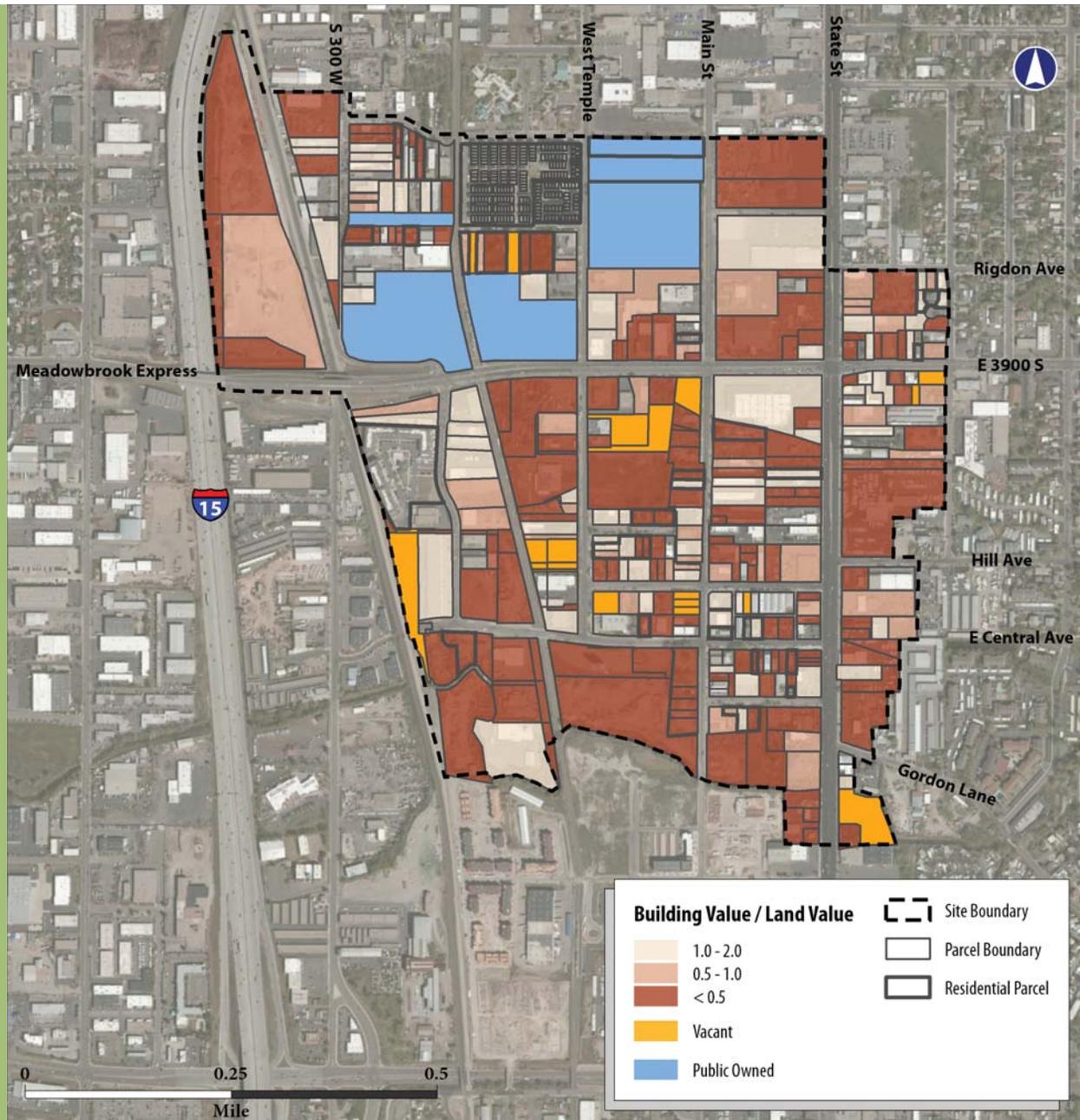
Throughout the demonstration site area, especially in Millcreek, there are multiple areas with contiguous parcels under the same ownership. Some of the parcels are small and others are larger, covering approximately half a block.

Development Reviews & Approvals

Upon reviewing the Salt Lake County ordinances, there does not appear to be a process for expedited review. It appears a pre-



Figure 10
Meadowbrook Station Area
Building and Land Values



Source: 2001 Salt Lake County

application conference is required for all development. The on-line process regarding development reviews and approval processes provides little information.

South Salt Lake offers application documents through its website and has a clear review process including the submittal of a concept plan, preliminary plan, and final plat.

Environmental Issues

The Big Cottonwood Creek runs along the south side of the site. Improving the Big Cottonwood Creek to make it an accessible natural amenity will improve conditions on the south side of the site and allow for this area to leverage the momentum from the new development taking place in Murray, immediately south of the site. This could facilitate new development with large, development-ready parcels adjacent to the creek and within close proximity to the new development in the Fireclay District and strategically positioned between the TRAX station at 4500 South and Meadowbrook Station to the north. Development along the Big Cottonwood Creek requires development design review and floodplain mitigation.

Parcel Utilization

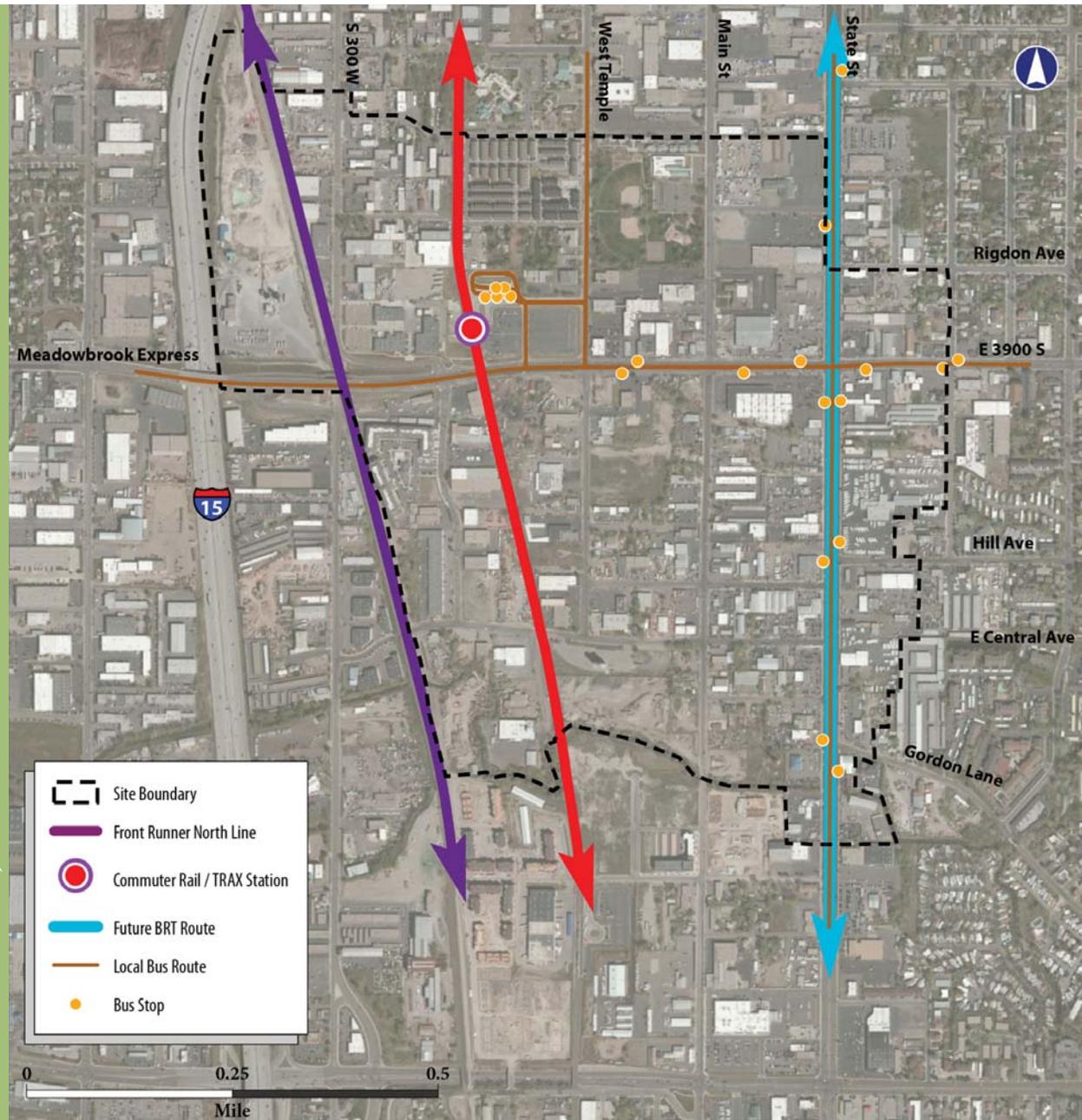
Approximately 55% of the parcels in the demonstration site are vacant or underutilized, creating a significant redevelopment opportunity in the demonstration site area. Almost all of the sites have a structure on them: only 24 parcels are identified as vacant. The vacant parcels are primarily in West MillCreek and/or appear to have limited access.

Legal, Title and Encumbrances

A range of legal encumbrances can exist on title documents, and providing clear title on land can take many months and sometimes years. Encumbrances can be monetary, and take the form of liens, unpaid taxes, or other fines; or legal, and can take the form of restrictions, conditions, environmental mitigation, unresolved ownership, or other legal issues. It is beyond the scope of this project to prepare a title search for each parcel in the study area. However, the public sector needs



Figure 11
Meadowbrook Station Area
Transportation



Source: 2001 Salt Lake County



to understand the possible issues and possible impacts to development brought about through un-cleared title.

Physical Characteristics

Topography

The site is primarily flat, with a few moderate inclines.

Size and Configuration of parcels

Parcel sizes vary throughout the demonstration area. Larger parcels tend to exist on the edges of the demonstration area, and small parcels are located in the residential areas, along Main Street and further from the UTA Station. It appears that several parcels maybe land locked in the middle of blocks. Redevelopment of these parcels will be dependent on land assembly or developer agreements.

Street Grid and Block Size

The area includes a grid system; however the blocks are quite large and not easily walkable. In some cases, streets dead-end into parcels or are blocked by other public infrastructure.



Transportation

Connectivity and Network

A critical barrier to redevelopment includes a lack of connectivity to the station from south of 3900 South. Infrastructure improvements should be considered to allow for better pedestrian connectivity, which would allow the station to be more of a catalyst for new development in the larger area to the south. Pedestrian connectivity along SE 3900 S is also limited from the UTA station to the Salt Lake Community college Meadowbrook Campus.

Lack of automobile access to I-15 makes the site inferior compared to other nearby areas.

Bicycle connectivity is essentially non-existent. Sidewalks do appear to exist along most major roads.

Parking

Parking is provided at the UTA station, on the neighborhood streets and at local businesses.

Planned Transportation/infrastructure improvements

The regional transportation plan suggests that two BRT lines could be added to the area, providing additional high-frequency transit to the area. Phase 1 of the plan suggests a State Street BRT alignment, while Phase 2 includes an extension of the current 35 MAX line from the 3300 S. TRAX station to the Meadowbrook station and then east to Wasatch Boulevard.

Neither Salt Lake County nor South Salt Lake have a capital improvement plan or similar document and therefore there is no public document that describes future infrastructure plans.

Opportunities

The Meadowbrook Station area is currently served by 15 minute light rail TRAX service. From this central location, riders can quickly and easily access major employment and cultural centers including downtown Salt Lake City, the University of Utah, and the Intermountain Medical Center in Murray. Connections can also be made to UTA's FrontRunner commuter service just two stops south.

The Fireclay area in neighboring Murray City may also create an opportunity. While the developments there could take away some of the opportunity for residential development at the Meadowbrook station, it could also help foster the new interest and excitement to the area. Residents are typically not aware of jurisdictional boundaries and if Fireclay continues to successfully develop the surrounding area could benefit if appropriate steps are taken.

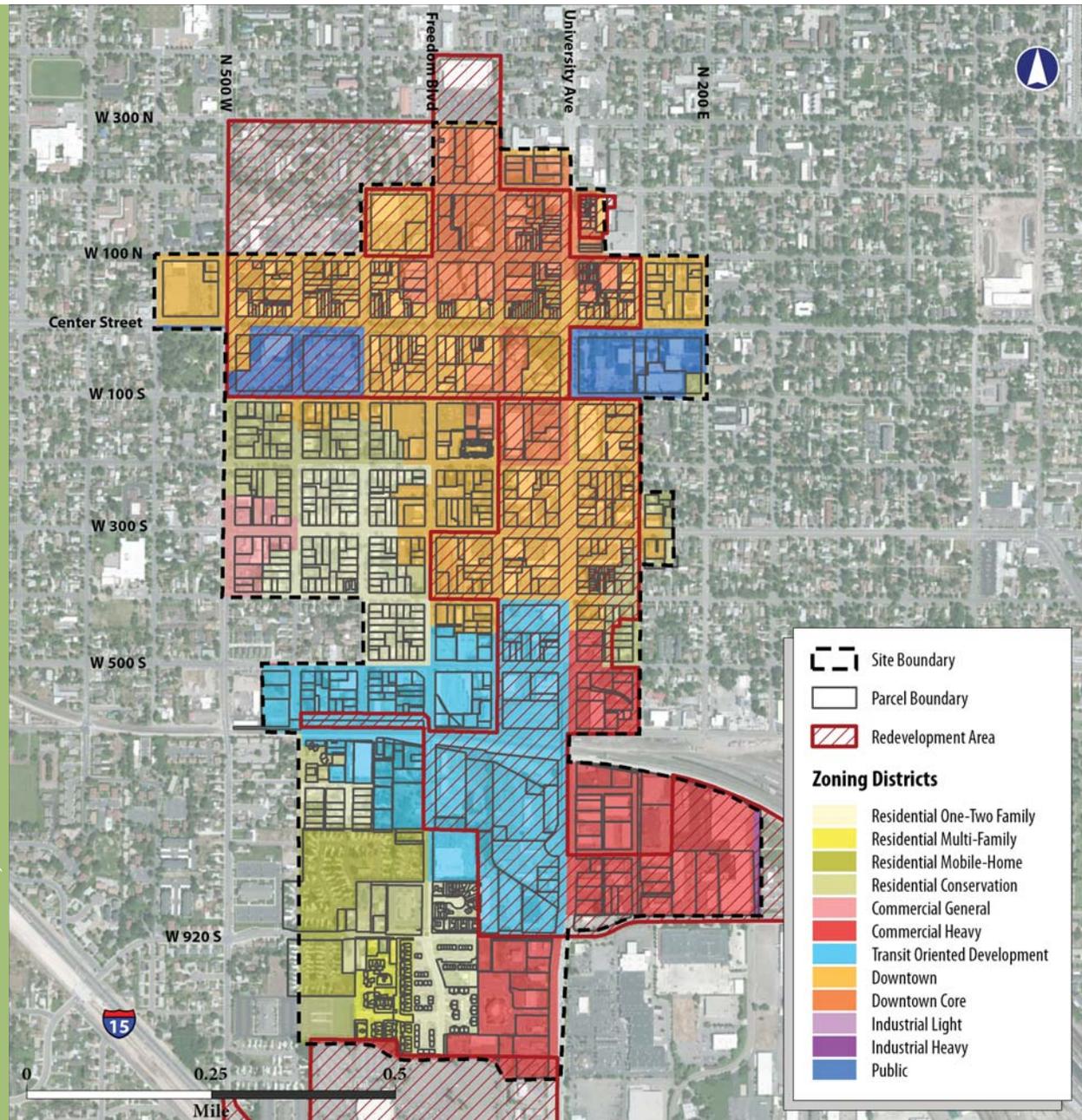
Big Cottonwood Creek could also be leveraged as an opportunity for the area if it was rehabilitated into a green space. However, this would require a significant effort to make the creek attractive and accessible and likely represents a more long-term opportunity for the area.



Provo



Figure 12
Provo
Zoning Districts



Source: 2001 Salt Lake County

Summary

The Provo Intermodal Hub demonstration site is located in the heart of Utah County, in the south portion of the region. The area consists of approximately 540 acres, including the core of downtown Provo at the intersection of Center Street and University Boulevard. The site runs south of this area towards the existing UTA Frontrunner station, which is currently the southern terminus of the commuter rail route. Along with UTA's large surface parking lot, there are numerous underutilized parcels throughout the site.

Given the strong set of employment nodes and destinations along University Avenue

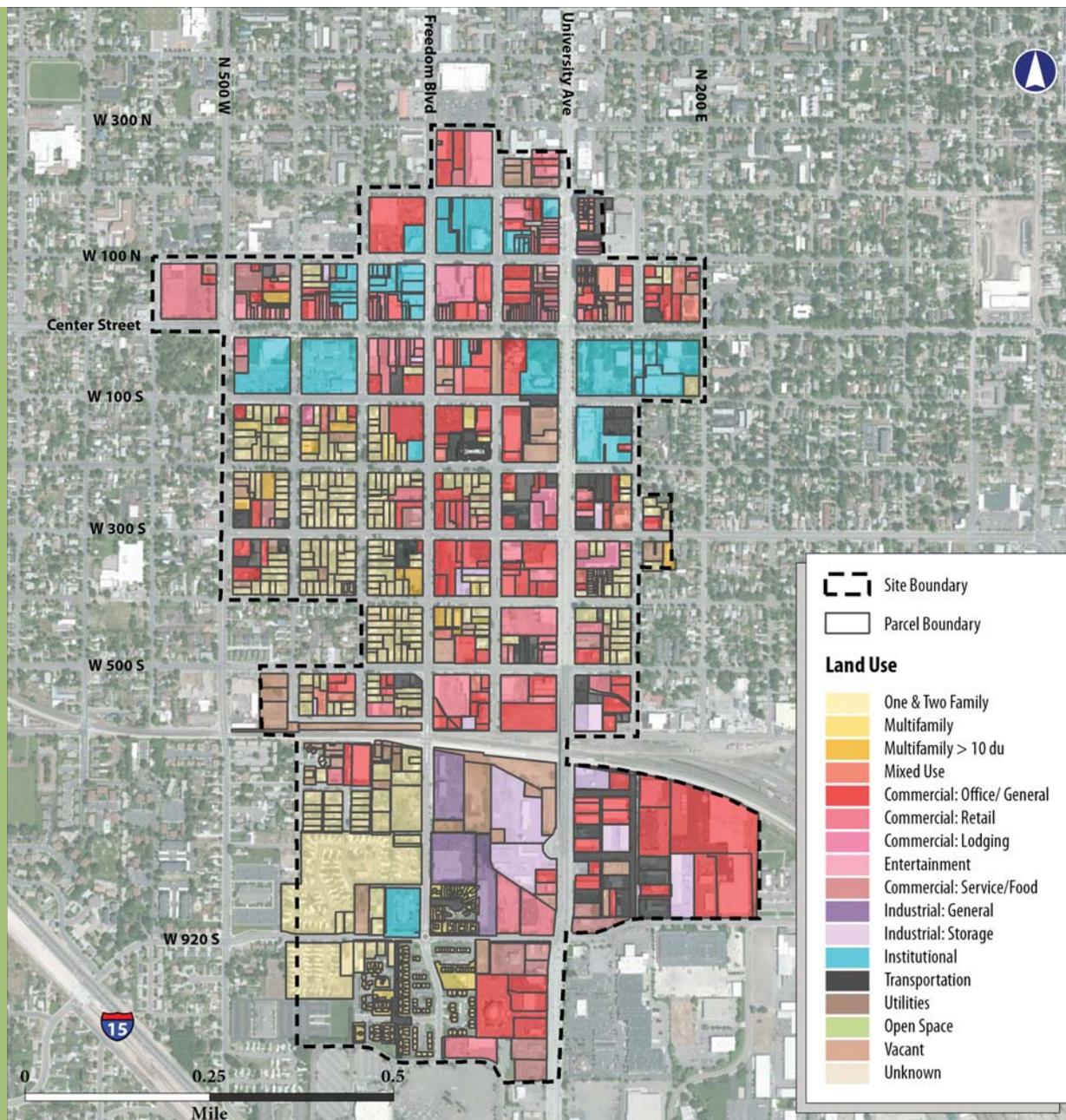
throughout Provo, including Brigham Young University, the Central Business District, the City Center Temple, the Frontrunner Station, the Provo Towne Center, and the Novell Campus, the demonstration site appears to be a logical area to focus redevelopment investments. The existing downtown planning and transit connections can also serve as important strengths of a redevelopment strategy. Potential barriers to successful redevelopment include the highly parcelized, small lots in the Central Business District and lack of pedestrian access to the UTA parking lot from the north.

Market Summary

Due to its size, Provo must compete for regional residential and commercial demand with neighboring cities to the north. However, unique strengths, such as economic drivers such as Brigham Young University (BYU), some large corporate headquarter locations, and the central business district's (CBD) historic character, make it an attractive destination for residents and commercial users. Recent development trends in downtown Salt Lake City and downtown Ogden suggest that the new Temple will be a strong catalyst for revitalization and redevelopment in the immediately surrounding

area. The combination of end users (residents and commercial tenants) seeking proximity to the Temple and the Church's desire to be surrounded by vibrant, attractive land uses can create the potential for new development despite somewhat weak market conditions. This catalytic scenario, coupled with the station location to the south, represents a unique opportunity to revitalize University Avenue, and public stakeholders should make every effort to facilitate and channel new development potential to this corridor.

Figure 13
Provo
Land Use





Regulatory

Zoning

The area immediately around the Intermodal Hub is an ITOD zone, indicating that the site and land adjacent to the site is planned to be incorporated into a redevelopment district that would include future development of both housing and retail land uses. In the ITOD zone, the primary use is to support higher density residential and residential/commercial mixed-use development areas. The ITOD zone increases densities and encourages a mix of residential and commercial uses as well as emphasizing pedestrian-friendly features, such as aesthetically appealing architectural standards and reduced building height and setback limits.

In addition to the ITOD, zones near the property include heavy commercial, planned

industrial commercial, single and multi-family residential, residential conservation, mobile home residential, and regional shopping. The zones allow a mix of uses at densities that support transit in the downtown.

Land Use

Existing land uses in the demonstration area include residential and commercial uses. At the north end of the site, there are many institutional uses along Center Street. Current land uses around the intermodal center site include industrial, commercial, and single-family and multi-family residential.

Located adjacent to Provo's downtown, the demonstration site has the ability to extend the downtown and build off the energy that exists

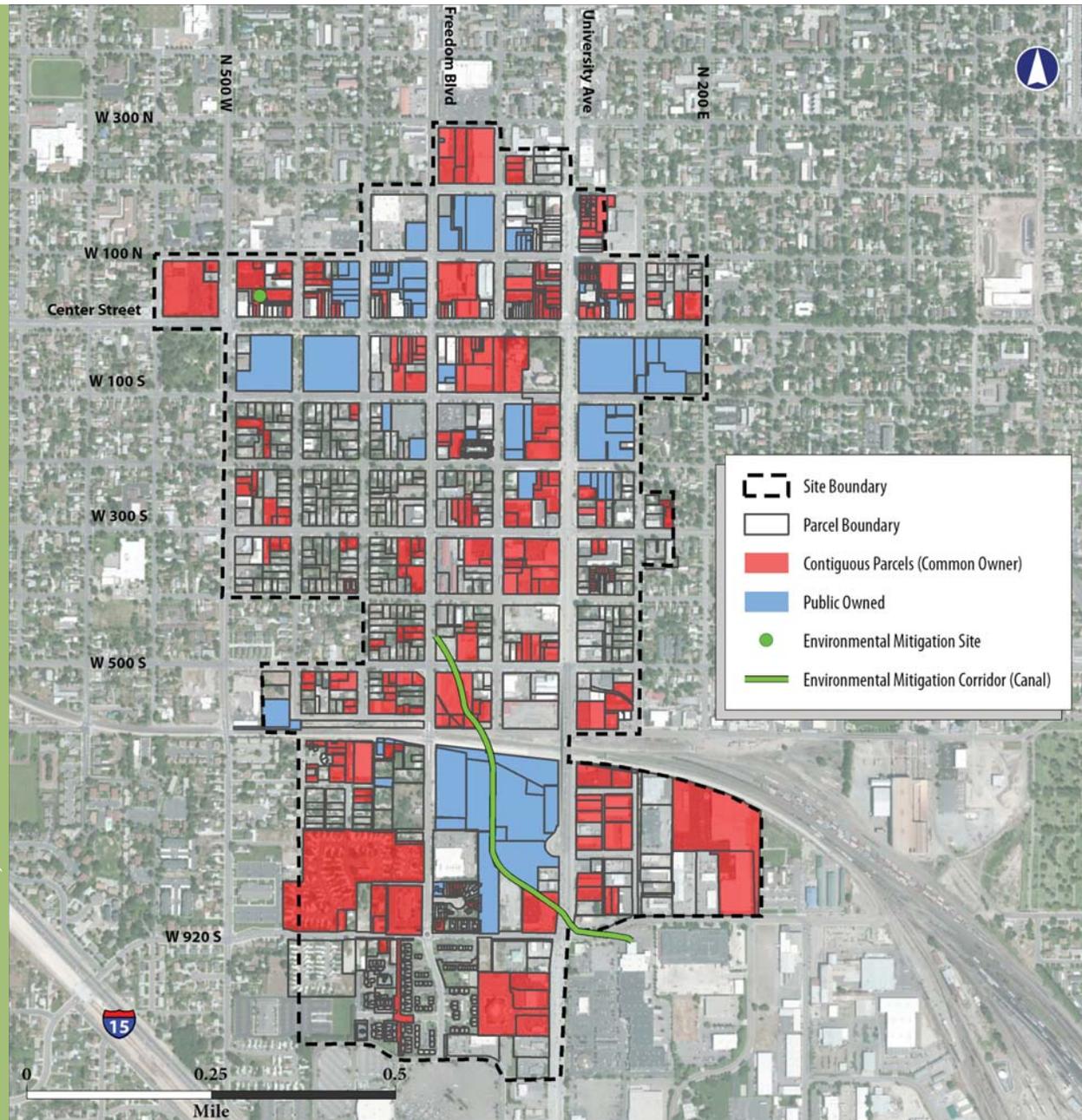
in the downtown through recent redevelopment in the Central Business District Redevelopment Project Area, including: Provo Marriott Hotel, Nu Skin headquarters, the Covey Center for the Arts, Provo Town Square adaptive reuse, the Wells Fargo Financial Center, and numerous other projects over several decades.

Land Development Regulations

The current Provo City General Plan calls for planning in the Downtown area to include:

- Increasing owner-occupancy, and establishing one-family dwellings as the principal residential use except in areas designated for higher-density.
- Integrating the future intermodal transportation center.

Figure 14
Provo
Environmental Mitigation



Source: 2001 Salt Lake County

- Planning for appropriate transit-oriented redevelopment (TOD), to focus new development and redevelopment along transit corridors.
- Developing better road infrastructure and access to the Downtown.
- Designing areas that will encourage walking and bicycling as a means to access transit and for travel independent of transit.
- Completing sidewalks and site improvements to provide walkability throughout the Downtown and adjoining neighborhoods and communities.
- Initiating freeway-oriented commercial zoning should be initiated for property adjacent to Interstate 15.
- Creating an adequate transition from protected low-density areas to regionally centered business towers and envisioned high-density mixed-use development with the existing Provo Central Business District.



The Pioneer Neighborhoods Plan from 2002 aims to:

- Integrate a new transit station into a framework of transit and pedestrian-oriented developments.
- Enable moderately priced owner occupied housing products in South Franklin.
- Increase street connectivity to encourage walking, while creating streets that are safe for pedestrians.
- Increase home-ownership.

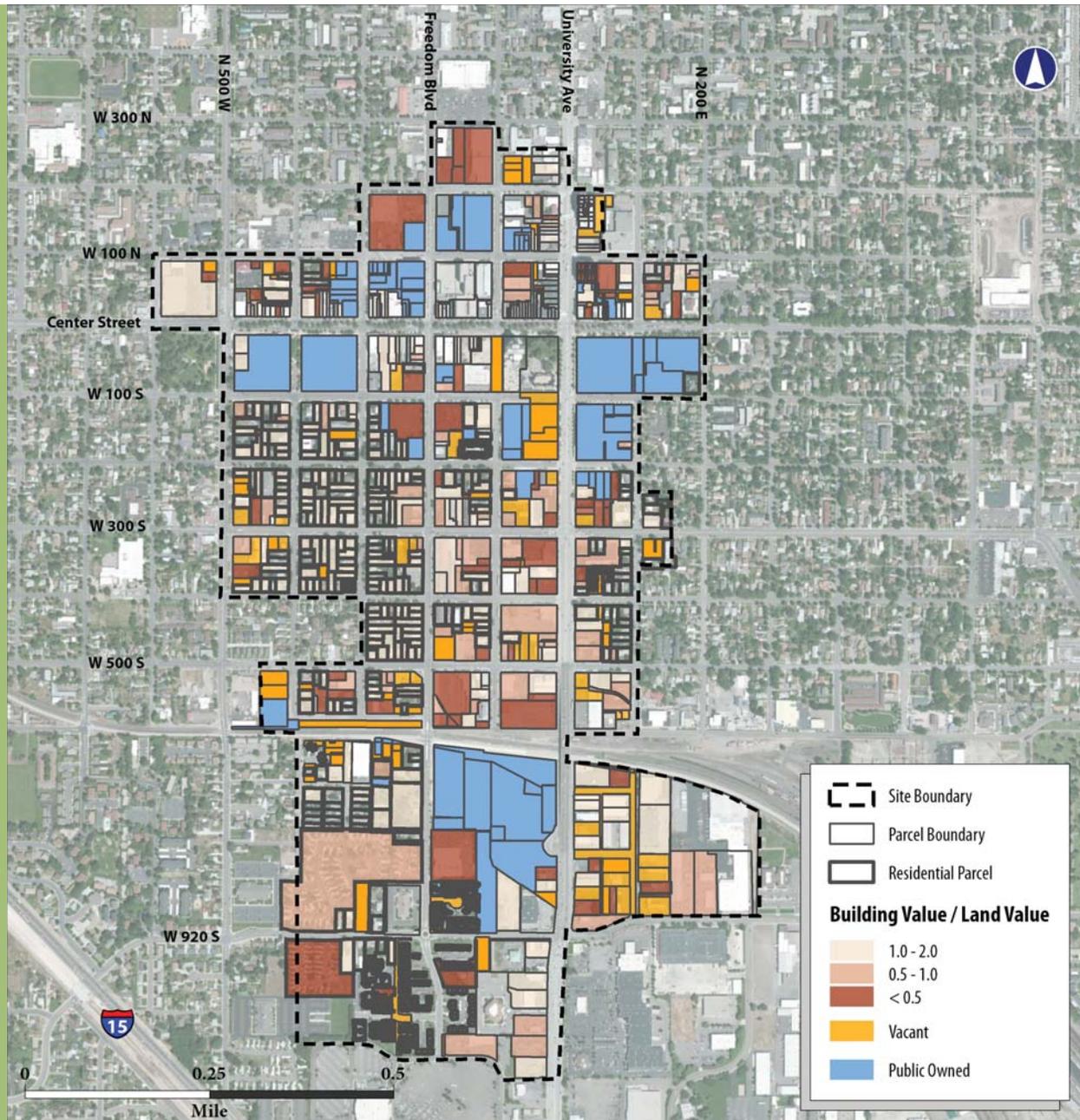
- Revitalize neighborhoods.
- Have a practical strategy to implement the plan.
- Reduce automobile use and traffic problems.
- Attend to the social needs of the current and future residents.

The Provo City Vision 2030 Plan calls for planning efforts in the Downtown area to:

- Improve neighborhood inter-connectivity.
- Encourage a pedestrian-friendly environment throughout Provo.

- Create neighborhood gathering places and social spaces that draw people from their homes and encourage interaction, awareness, and interdependence.
- Develop pocket parks and green spaces.
- Encourage neighborhood-oriented retail areas.
- Increase safety by planning for “eyes on the street” by creating mixed-use clusters within neighborhoods to encourage walkability.
- Consider design standards that encourage interaction in new and existing neighborhoods.

Figure 15
Provo
Building and Land Values



Source: 2001 Salt Lake County

- Identify areas in Downtown, the proposed Intermodal Hub, and along transit corridors for higher density housing.
- Provide enhanced opportunities and facilities for the arts, entertainment, and museums.
- Establish a central arts and entertainment district surrounding the Covey Center for the Arts where citizens can congregate to enjoy arts, entertainment, programs, and concerts in a well-designed and landscaped setting.
- Vacate Provo City Offices and re-designate the existing facilities for folk arts, exhibit space, lectures, recitals, performances, dance, story-telling, and other ancillary spaces.
- Provide space for dining, specialty boutiques, and theaters which will move into the central arts district.
- Encourage mixed-use development and well-designed street plans, including complete street design parameters in conjunction with building new developments.
- Implement the goals and objectives related to trails throughout the city in the Parks Master Plan.
- Create attractive sign designs that enhance Provo City and promote easier navigation.
- Provide street connections from the Provo Municipal Airport to the Inter-modal hub and the I-15 freeway.

- Provide direct routes to and from the Airport and alternative methods for public transportation.

The Downtown Master Plan identifies the vision for the downtown area and includes five districts in the downtown. The plan takes existing urban design guidelines for the downtown area and builds on them to add details to create the type of place outlined in the Downtown Master Plan.

All the planning that has been done for Provo's downtown will create a strong sense of place and a destination where people want to live, work and play. The vision that it has identified will be a key strength in promoting redevelopment in the area because it provides clear objectives for the desired outcome of the development.

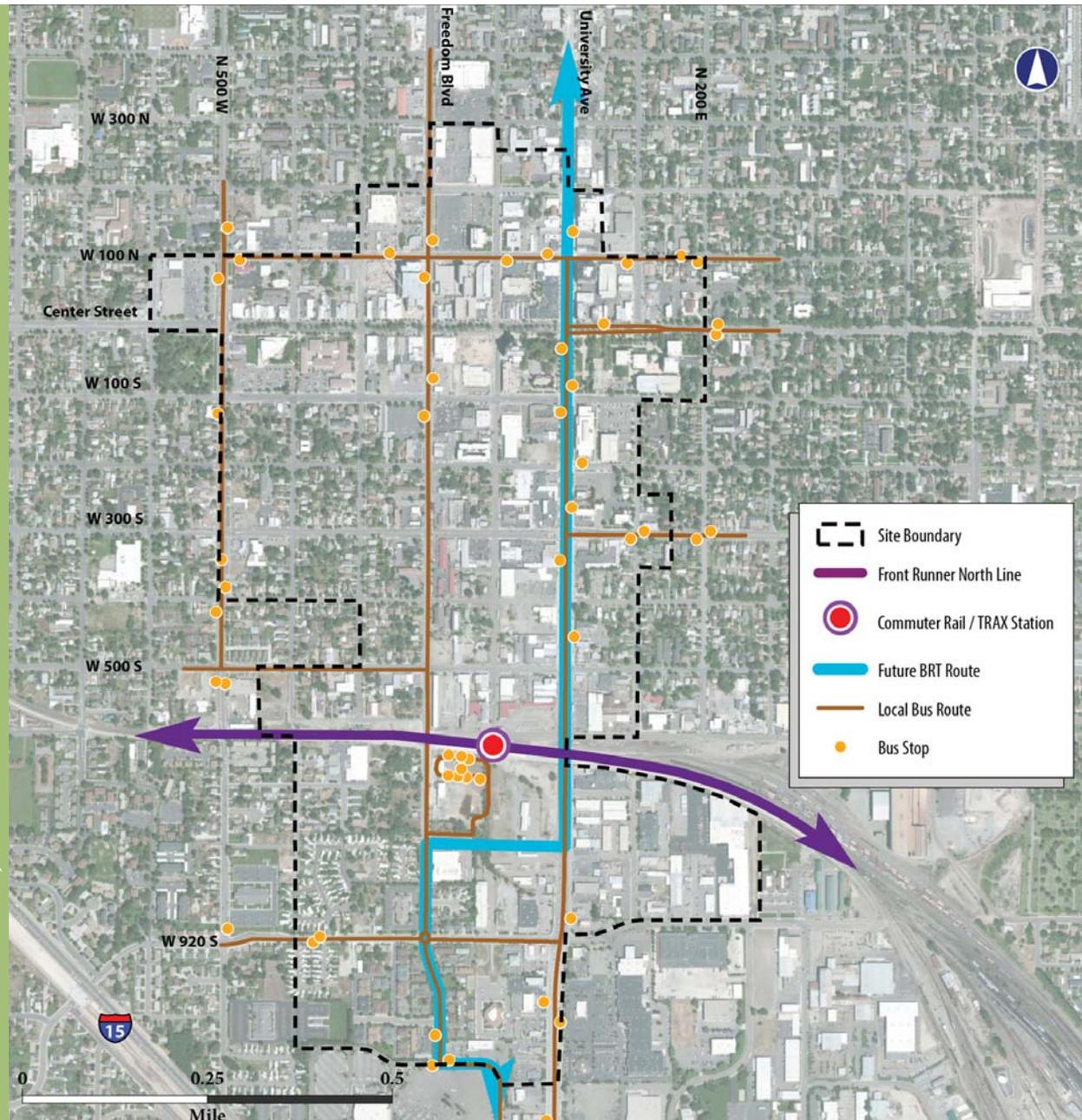
Overlay Plans or Districts

A Central Business District Redevelopment Project Area and a Freedom Plaza Community Development Project Area are both in the demonstration site area. The strategic plans for both project areas focus on affordable housing.

Ownership Patterns

There are several large parcels in public ownership, including the new convention center and UTA Frontrunner station and parking lot. In addition, the Provo City Center Temple is in institutional ownership. Throughout the site, there are large pockets of land that is under common ownership.

Figure 16
Provo
Transportation



Source: 2001 Salt Lake County



Development Reviews & Approvals

The city of Provo has very specific information to help a potential developer maneuver his/her way through the development process. This transparency in the process helps provide more clarity for everyone involved.

Environmental Issues

Two environmental mitigation sites are located in the demonstration area. One of the mitigation sites is located on the UTA parking lot: the Mill Race Canal and 0.02 acres of wetlands. The Mill Race Canal runs north to south, between Freedom Boulevard and University Avenue, through the property, eventually draining into Utah Lake. It is a public system for stormwater and groundwater conveyance. In the past, the canal was also used for irrigation purposes. Water flow in the canal is intermittent and seasonal.

Parcel Utilization

Many of the parcels in the Provo Intermodal Hub demonstration site area are built out: only 25 acres of vacant land are in the demonstration site area. In total, 34% of the land is either vacant or underutilized, with many of those parcels being small lots and highly parcelized. Land assembly will be required to facilitate coordinated redevelopment that can serve as a development catalyst for the area.

Legal, Title and Encumbrances

A range of legal encumbrances can exist on title documents, and providing clear title on land can take many months and sometimes years. Encumbrances can be monetary, and take the form of liens, unpaid taxes, or other fines; or legal, and can take the form of restrictions, conditions, environmental mitigation, unresolved ownership, or other legal issues. It is beyond the scope of this project to prepare a title search for each parcel in the study area. However, the public sector needs to understand the possible issues and possible impacts to development brought about through un-cleared title.

Physical Characteristics

Topography

The downtown area is relatively flat and walkable.

Size and Configuration of parcels

The vast majority of the demonstration site is in small parcels under individual ownership, especially between W 100 S and W 55 S, and N 500W and Freedom Boulevard. This will greatly limit redevelopment potential without land assembly or developer agreements to consolidate land.

Street Grid and Block Size

The pattern of development is a grid system with square blocks. Streets have sidewalks and street trees.

Transportation

Connectivity and Network

The Street Network around the proposed site includes Freedom Boulevard, an arterial street, to the west. Freedom Boulevard crosses the railroad corridor at-grade. To the east is University Avenue, a four-lane, north-south principal arterial state road that is the city's major transportation corridor. University Avenue has a grade-separated crossing at the UPRR/UTA railroad corridor. The north edge of the site is bordered by the railroad corridor and 600 South, a local road. South of the site is 920 South, a two-lane, east-west major collector. Approximately 1,100 feet north of the proposed site is 300 South, a four-lane, east west state arterial. All streets are fully improved, with sidewalks and on-street parking. There is adequate spacing to avoid conflicts with bicycles and automobiles; however bicycle lanes are not specifically identified.

Transit service to the Salt Lake Central Station includes local UTA bus service, Amtrak, FrontRunner South commuter rail (currently under construction) passengers, and the proposed Provo-Orem Rapid Transit line. Local bus routes travel throughout the site, including along Freedom Boulevard, University Avenue, W 100 N and W 920 S.

Parking

Parking in the downtown includes surface parking lots serving businesses, street parking and public and private parking structures.

Planned Transportation/infrastructure improvements

The MAG 2030 Long Range Plan shows the following projects within the study area:

- Proposed new BRT system on University Parkway and University Avenue to connect Orem and Provo;
- University Parkway (Orem)—Widen to 6 lanes from State Street to University Avenue;
- University Avenue (Provo)—Re-stripe to 6 lanes and reconstruct 600 South Railroad Bridge;
- Expansion of the current bus system;
- Commuter rail—extend FrontRunner from Provo to Salt Lake City (in construction); and
- Interstate-15 (I-15) freeway reconstruction—Lehi to Payson, to add capacity.



Opportunities

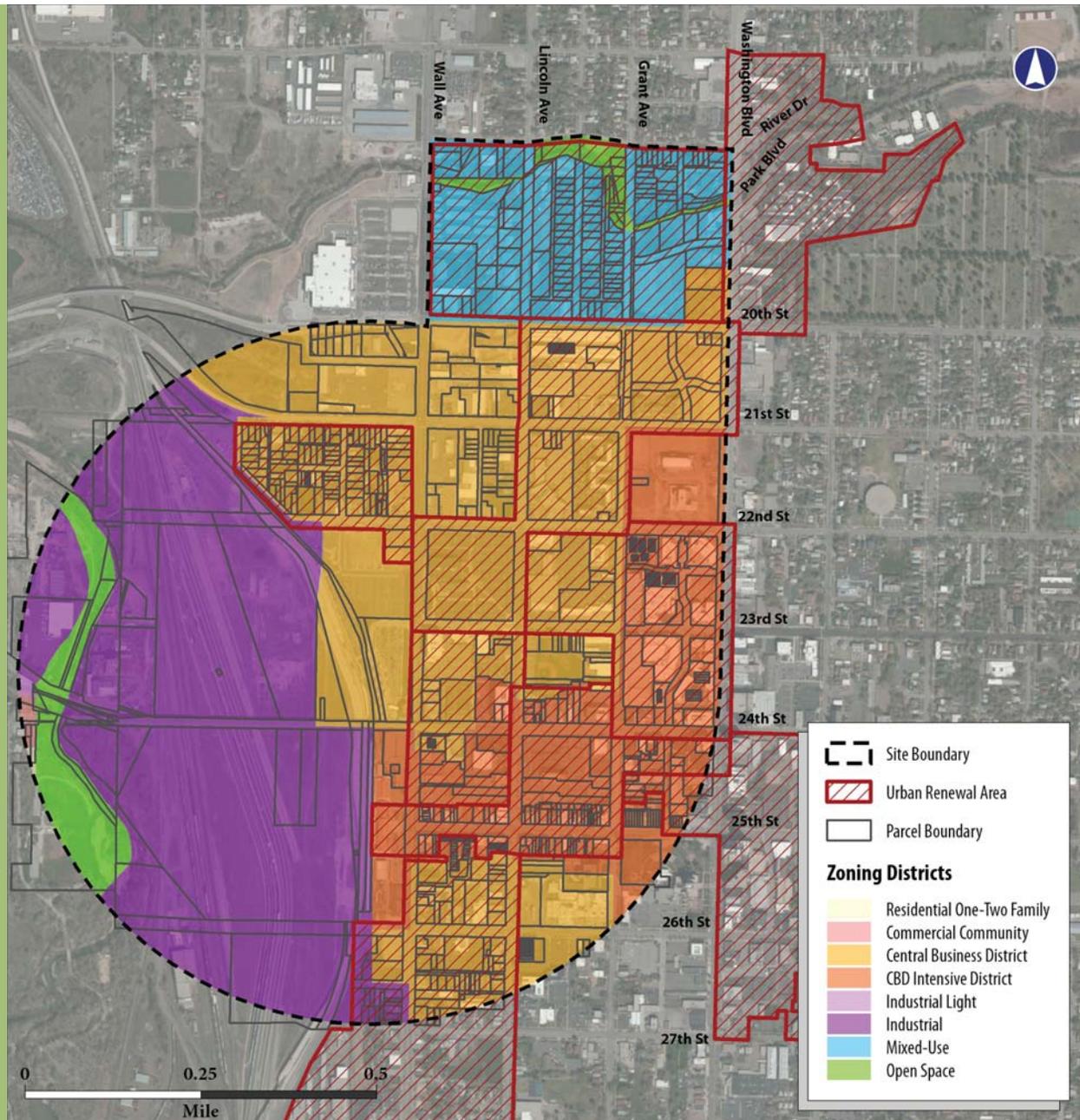
Provo's Center Street, a historic, walkable environment, is clearly an opportunity to build off of in the demonstration site. The recent addition of the Utah Valley Convention Center and the nearly complete Nu Skin Innovation Center will add new interest to the area. The new Provo City Center LDS

Temple will also likely be a strong catalyst for development in the area. The demonstration site's proximity to BYU will also continue to be a strong economic driver in the area, especially with enhanced transit between the Provo Intermodal and the campus.

Downtown Ogden



Figure 17
Downtown Ogden
Zoning Districts





Summary

The Downtown Ogden demonstration site is located in the heart of Weber County, on the north side of the region. The potential for development in the Downtown Ogden demonstration site, particularly on the vacant land near the Ogden Utah Temple and at the Trackline Business Park, is strengthened by: the historic architecture and character in Downtown Ogden; good access to transit that provides regional access; increasing

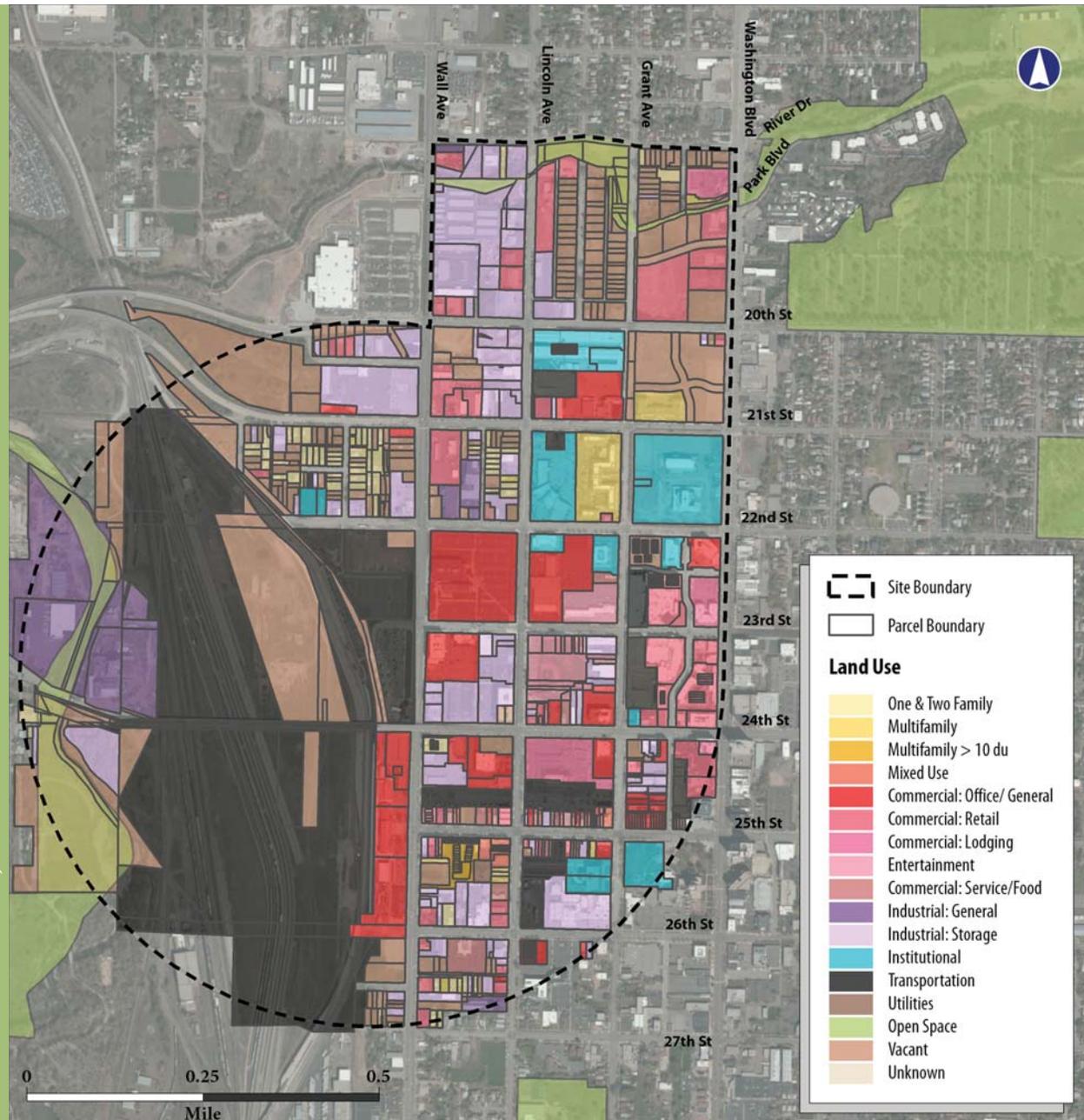
downtown employment opportunities; and a compact street grid that allows for a compact, pedestrian friendly experience. The small scale of Weber County's economy and market potential, however, may limit the growth in the demonstration site. Physical barriers, such as the railyard on the west side of the site and the lack of large, vacant parcels may also result in development limitations.

Market Summary

Although downtown Ogden has numerous strengths for redevelopment, the relatively small scale of the Weber County economy (90K jobs compared to 571K in Salt Lake County and 174K in Utah County) serves to limit the site's growth potential and overall pool of demand from which to draw. The demographics in

the surrounding area remain weak for new residential development and achievable rents at existing apartment projects suggest that development of market rate units will not be financially feasible. As such, the development of high quality multifamily comprised of a mix of affordable and market rate units

Figure 18
Downtown Ogden
Land Use



is recommended. According to the Ogden Economic Development Department there is a significant investment in housing projects in the CBD area totaling approximately \$50 million.

The Weber County office market conditions also remain weak and as a result, new, large-scale office development is not likely feasible in the near term. In the longer term, development is viable in the demonstration site, as downtown Ogden represents the strongest office concentration in the County and has numerous complementary surrounding uses. Likewise,

County-wide retail market indicators as well as high vacancy in existing projects downtown suggest new retail is a much longer term opportunity. In the near term, any development would likely occur in the northeast section of the demonstration site area because of the greater potential of the Ogden Utah Temple site to develop.

It is important to note that Ogden has seen a significant increase in jobs in recent years as a percentage of the total population.



Regulatory

Zoning in the downtown is primarily Central Business District, CBD Intensive District and Mixed-Use. Land uses allowed outright or as conditional uses are consistent with creating a livable, walkable place. Zoning requirements allow for the design of the buildings, parking, land uses and landscaping to create compact development and quality design of building and spaces.

Land Use

Existing land uses in the Central Business District include a mix of office, retail, institutional, recreational, some manufacturing, and both single family and multi-family housing at various degrees of density. Major destinations and landmarks in the demonstration site

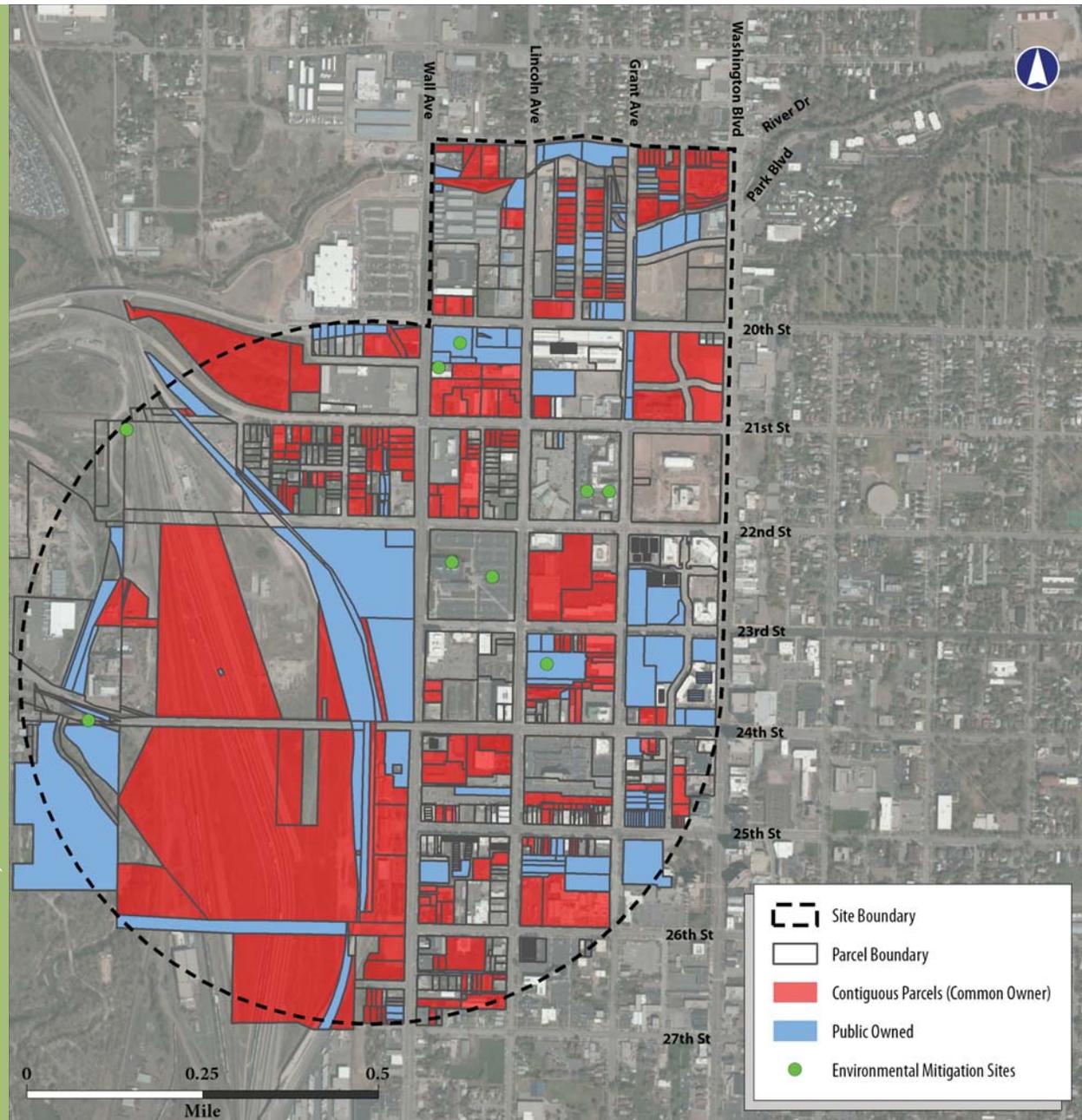
include: Ogden Intermodal Transit Center; IRS Campus, a major employer; Linquist Field, a minor league baseball stadium; The Junction, a mixed-use retail, office and multi-family development, Historic 25th Street; and the Ogden Utah Temple. Development is typically two to four story employment and housing options with a focus on commerce and housing services.

Overlay Plans or Districts

According to the 2008 Central Business District Community Plan, future redevelopment in the downtown area will transform the area “from just day use to a safe and attractive 24 hour community (15.B.3) The Central Business District Community Plan calls for revisions to

Figure 19
Downtown Ogden
Environmental Mitigation

Source: 2001 Salt Lake County





city guidelines that provide more efficient use of the land downtown, including:

- Creating a master plan and amending parking regulations to base parking on need by block (i.e., shared parking), innovative design and management of public parking facilities, and identifying the best locations for parking based on sound urban policy. (Vision objective 5.B)
- Enhancing the pedestrian connection from the Intermodal Transit Center to the rest of downtown along 24th Street from Wall to Lincoln Avenue (Vision objective 6.B)
- Developing an integrated transportation system for multiple transportation modes,

linking to the Intermodal Transit Center, and promoting bicycle and pedestrian access. (Vision objectives 7.a – 7.F)

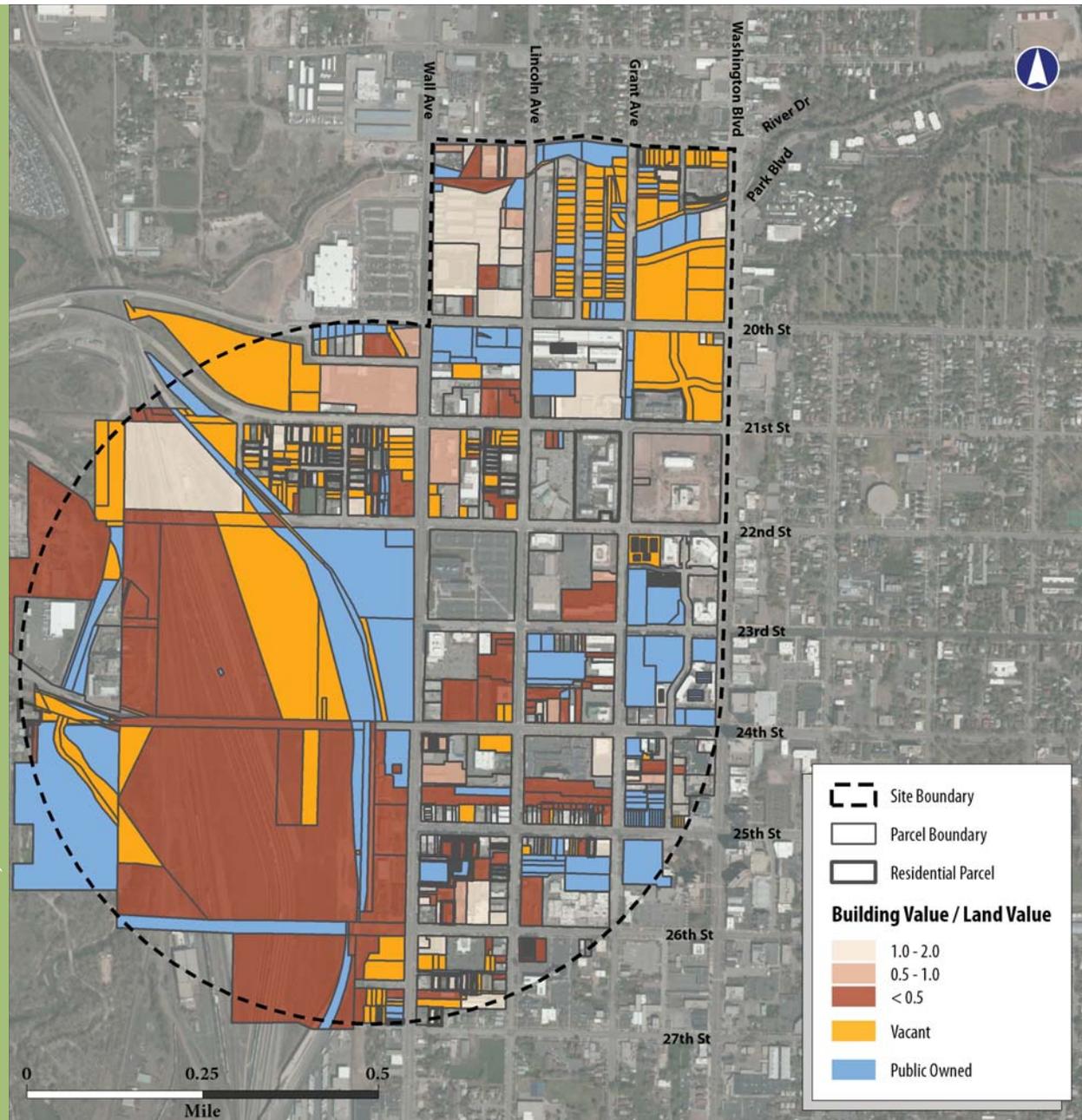
- Calling for TOD within ¼ mile from the Intermodal Transit Hub to increase downtown housing opportunities with high density residential buildings that have ground floor service uses. (Vision objective 9.D)

Redevelopment areas within the demonstration area include:

- CBD Mall: encompasses 48.45 acres of land in the downtown area. Redevelopment,

Figure 20
Downtown Ogden
Building and Land Values

Source: 2001 Salt Lake County



under reuse and development guidelines, began in 2006 with a high adventure recreation center, multi-screen cinema complex and office, retail, restaurant and residential mixed use. Current redevelopment includes a hotel complex. The expiration of the project area is 2026.

- 25th Street: encompasses 38.04 acres of land in the 25th Street Historic District. The area is anchored by the historic Union Station on the west and a hotel complex two blocks to the east. The project area has become a hub for downtown activity. The majority of the project area expires in 2015 (one project site expires in 2017).
- Lincoln Avenue: encompasses 25.54 acres between Lincoln and Wall Avenue and 23rd and 25th streets. The project area was formed to address the blighted area adjacent to the historic 25th Street. Major redevelopment in the project area includes the IRS facility, with 750 employees. The project area expires in 2024. Between 2018 and 2024, the use of tax increment is limited to recreation center purposes.
- 21st–22nd Street: Originally adopted in 2004, the redevelopment area was des-

ignated to address neighborhood blight, the need for land assembly, and the desire for a destination retail development. No redevelopment plans are currently under consideration for the site.

The Wall Avenue Corridor (2002) identifies objectives and strategies for the city center/urban mixed use segment of the Wall Avenue Corridor, essentially between 24th street and 26th street. These objectives include:

- Develop a strong City Center/Urban Mixed-Use area in the Downtown Core along the Wall Avenue corridor. Principles on which to build off of include multi-modal, walkability, and mixed-use development. Strategies provide specific recommendations to achieve the objective. (Objective 1)
- Create supportive Office/Mixed Use areas to the north and south sides of the City Center/Urban Mixed Use Core. Essentially, this objective allows tiered intensity of the development, the greatest densities and most mixed use land uses in the Central Business District scaling back in density and mix of

uses further from the Central Business District (Objective 2).

- Enhance the Wall Avenue Corridor through Context Sensitive Design Planning, Gateway Improvements, and Public Art. This objective includes linking the Intermodal Transit Center to the Central Business District with pedestrian improvements that provide safety, environmental preservation, and the preservation of scenic, aesthetic, historic and natural values of the area (Objective 5).

The intent of the City of Ogden to create a mixed use, compact, livable walkable center can be clearly interpreted from its policy. This directive provides certainty and clear objectives for developers interested in downtown Ogden.

Ownership Patterns

Many of the contiguous sites in Ogden's downtown are in common ownership. Several are publically owned, and others are owned by institutions, such as the Mormon Church and Amtrak. These larger, pre-assembled sites are scattered throughout the demonstration area, and provide opportunity for redevelopment.

Figure 21
Downtown Ogden
Transportation



Source: 2001 Salt Lake County



Development Reviews & Approvals

The City of Ogden has a customer friendly one-stop customer service operation to assist clients through the development process.

Environmental Issues

Several sites in the downtown are considered environmental mitigation sites. The specific mitigation requirements are unknown. The majority of these sites, however, are not on parcels with high redevelopment potential.

Parcel Utilization

Approximately one-quarter of the land within the Downtown Ogden demonstration site is vacant, although much of the vacant property near the river is actively under construction. In addition to the vacant land, several parcels in the demonstration area are underutilized, resulting in 72% of the land area being vacant or underutilized. The majority of this land is the Ogden Intermodal Transit Hub. Some, but likely not all, could be redeveloped into a higher yielding and better use.



Legal, Title and Encumbrances

A range of legal encumbrances can exist on title documents, and providing clear title on land can take many months and sometimes years. Encumbrances can be monetary, and take the form of liens, unpaid taxes, or other fines; or legal, and can take the form of restrictions, conditions, environmental mitigation, unresolved ownership, or other legal issues. It is beyond the scope of this project to prepare a title search for each parcel in the study area. However, the public sector needs to understand the possible issues and possible impacts to development brought about through un-cleared title.

Physical Characteristics

Topography

The site is fairly flat, with good site lines and limited barriers to walking or biking. It is built in an urban environment, with greenspace incorporated into private developments, but not public open space.

Size and Configuration of parcels

In some areas of the downtown, the parcels are quite small, with approximately six parcels fronting the street on one block. In others, one block includes one to two parcels.

Street Grid and Block Size

The pattern of development is a grid pattern, with small, square block sizes. There does not appear to be dead-end streets or cul-de-sacs that would reduce connectivity.

Transportation

Connectivity and Network

The Street Network includes the major north/south corridors of Washington Boulevard and Wall Avenue. Wall Avenue is envisioned as the primary corridor to move traffic through downtown. Washington Boulevard is envisioned to be a retail corridor, with traffic calming, reduced speeds, pedestrian amenities and commercial opportunities lining both sides of the street.



Many transit options are available at the Intermodal Hub, including local and express buses, UTA FrontRunner service to Salt Lake City, taxis, and Greyhound buses.

Parking

Parking options include on street parking throughout the downtown, parking structures to serve downtown businesses, and surface lots for employees of large employers, such as the

IRS, and commuters at the Intermodal Hub. Many of the parking spaces were vacant during a site visit, indicating that not all parking may be needed to serve the downtown.

Planned Transportation/ infrastructure improvements

The city of Ogden is looking at extending transit service from the Ogden Intermodal Hub through downtown to Weber State University.

Opportunities

Ogden has a number of opportunities that the community can build upon. Continued improvements to the Ogden River Parkway will help build upon the river amenity and offer tremendous regional trail access to residents in the area. The Ogden River Project area is already beginning to see new housing and retail development which could catalyze more interest

in the area. In the fall of 2013, Ogden City will begin construction of the Grant Avenue Promenade project. This will improve multi-modal connectivity from Historic 25th Street all the way to the Ogden River, connecting some of the areas strongest amenities, including the Ogden City LDS Temple.

