Sugar House Streetcar: Land Use and Urban Design Recommendations

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Introduction/Background

- 2 mile vacated freight rail corridor
- FTA grant—funding gap
- Existing EIS submission
- UTA--September: design recommendations due
- 2 cities, UTA, County, PRATT
- Slow real estate market
The Assignment

- Corridor Vision
- UTA Design Guidance
- Corridor Treatments/Upgrade
- Land use and Urban Design concepts
- Development Opportunities
- Station Area Concept Plans
- Implementation
Streetcar Study Objectives

- Increase Transit Ridership
- Connect Sugar House to TRAX
- Provide greenway trail and open space; PRATT Trail extension
- Catalyze community redevelopment
- Connect transit, neighborhoods and development
- Enhance sustainability
The Process

- Small property owner meetings
- Community/neighborhood outreach meetings, exhibits, website
- Developer interviews and work sessions
- ULI developer workshop
- Staff consultations
- Internal meetings with UTA, PRATT, County, SLC, SSL
Corridor Context

- Concerns:
  - Old industrial corridor—not in street
  - Poor visibility, accessibility
  - Few anchors for ridership
  - Existing uses/building stock along corridor
  - Safety concerns (nighttime)
  - Overhead utility poles
  - Corridor image and width
  - Serious budget constraints
Corridor Vision Statement

The Streetcar will be a catalyst to transform the corridor into a memorable experience and place for its many users. It will be an inviting, safe, multi-use, sustainable, linear green open space that promotes walking, bicycling, and transit ridership, shapes sensitive yet dramatic redevelopment, and inspires public-private partnerships.
Urban Design Principles

- Activate corridor
- Accessability/connectivity
- Diversity/character
- Sustainability
- Quality public realm
- Phasing/cost effectiveness
Summary UTA Recommendations

• Corridor
  – Widen corridor boundaries
  – Track on south side/Trail on northside
  – Side platforms
  – Embedded track at platforms
  – Corridor edges

• Transit alignment changes
  – SSL: State Street to TRAX
  – SLC: Extend to Highland
Summary UTA Recommendations

• Station locations
  – Relocate 2 stations:
    • 700 E & 300 E
  – Add Main Street
  – Consider future stations
• Upgrades
• Corridor boundaries, treatments
Key Corridor Concepts

- Stations as places
- Green spaces and trail
- Corridor edges
- Connectivity
- Intersections
- Infill development patterns
- Pocket neighborhoods
- Screening/buffering
- Corridor identity
Corridor Upgrades

- Corridor edge treatments: screening, landscaping, activity nodes
- Transit corridor enhancements: embedded track
- Trail improvements
- Station additions: shelters, lighting, public art
- Intersection improvements
- Underground utility poles
- Branding/wayfinding/signage
Salt Lake City: Development Opportunities

- Variety of development opportunities and proposals
- Surgical infill adjacent to existing neighborhoods
- Immediate:
  - 600-700 East
  - Granite Block
- Next:
  - McClelland
  - 900 East
Highland Drive/End of Line

- Key connection to secure ridership; do in Phase I
- Get to 2100 South for strongest people anchor and ridership opportunities
- Integrate transit and land use patterns
Station Area Highlights: Sugar House—McClelland

**Character:** Urban Mixed-Use Center; 3-8 stories

**Zoning:** OK as is—Sugar House Business 2

**Vision:** Community Plan in place; do station area plan

**Market:** Strong submarket; projects in process

**Land:** Large parcels in play

**Leadership:** Sugar House Assoc. needed to organize

**Other:** Circulation and district parking plan needed

Streetcar line extension improves TOD potential
McClelland Station

- Interim end of line station
- Bury utility lines
- Create “park street” connections at 1000 East and Lincoln
- Provide regional trail connection
- Redevelop Granite Block
- Connect Sugarmount and Wilmington with PRATT trail
Station Area Highlights: 900 East

Character: Urban neighborhood; 2-3 stories
Zoning: OK as is—Sugar House Business 2
Vision: Existing plan; needs review
Market: Strong district with good brand
Land: Small number of infill pieces
Leadership: Private owners need to organize
Other: Redevelop tennis court site to residential with corner retail
      Improve pedestrian and transit crossings at 900 East intersection
800 East Block
(Future Station Location)

- Protect historic, residential neighborhood
- Fence residential edges with fence and landscaping for privacy
- Expand corridor to include adjacent edges/landscaping
700 East Block

- Protect the historic neighborhood with a landscape buffer
- Recognize development opportunities on the east side of 700 E.
- Install a pedestrian connection from Deseret Industries facility to transit corridor
Station Area Highlights:
700 East

Character: Urban Neighborhood Activity Center; 2-5 stories at station, steps up to 8-10 at 2100 S.

Zoning: Needs to be intensified to TOD mixed-use

Vision: Station Area Plan needed; extend to 2100 South

Market: Strong—700 East and existing small businesses.

Land: Assemblages needed; under discussion

Leadership: Private sector organization needed + RDA

Other: Lots of private activity; excellent short term development potential
700 East Station to 600 East Block

- Create new neighborhood activity center/TOD
- Move station to west side of 700 E; add open space plaza at station for development focus
- Focus on redevelopment of east side of 700 E. from Simpson to 2100 S as neighborhood mixed use
700 East Station-600 East Block

- Keep viable uses: bike shop, bar-b-que, gallery and office building
- Add 3-5 story neighborhood-serving mixed-use.
- Connect green streets to Wilmington
- Improve 700 E intersection for pedestrian crossing
500 East Block

- Retain existing residential buildings on south face of corridor
- Redevelop north face of corridor with 2-3 story residential oriented to the transit corridor (townhouses/stacked flats)
- Incorporate additional land adjacent to corridor
South Salt Lake: Development Opportunities

- Large City-owned parcels available for development
- Central Pointe master plan
- More affordable land prices
- Variety of parcel sites
- Prioritize development opportunities:
  - TRAX Station area
  - State Street area
  - 100 East and 300 East
Station Area Highlights: 400 East

Character: Urban residential; 2-4 stories
Zoning: Review and update needed
Vision: Needs station area plan; include St. Anne’s
Market: Stronger if connected to St. Anne’s/2100 So.
Land: Multiple owners
Leadership: Leadership needed
Other: Gateway to South Salt Lake
Perceived safety issues
400 East Station Block

- Redevelopment opportunity between St. Anne’s and transit corridor
- Strengthen pedestrian connection (open space, playground, facilities)
- Redevelop South Park townhouses
- Develop vacant south side parcel as 3 story residential
- Expand 50’ corridor to 66’ ROW
Station Area Highlights: 300 East

<table>
<thead>
<tr>
<th>Character:</th>
<th>Suburban employment; 2-4 stories</th>
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<tbody>
<tr>
<td>Zoning:</td>
<td>Currently industrial; needs changing to mixed-use. Reconfigure development pattern</td>
</tr>
<tr>
<td>Vision:</td>
<td>Station area plan needed</td>
</tr>
<tr>
<td>Market:</td>
<td>Strong, functioning urban employment node</td>
</tr>
<tr>
<td>Land:</td>
<td>Two large private parcels</td>
</tr>
<tr>
<td>Leadership:</td>
<td>Private owners need to lead efforts with City</td>
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<tr>
<td>Other:</td>
<td>Viable businesses, willing owners, good jobs potential</td>
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</tbody>
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Design should complement, capitalize on neighborhood
300 East Station

- Move platform from west to east side
- Integrate platforms with adjacent developments
- Two large, single-owner parcels adjacent to corridor
- Build critical mass around office, showroom, kitchen
- Consider Napa site in redevelopment planning
- Add showroom windows, orient build uses to corridor
200 East Block

- Add landscape buffer to residential area on north
- Use existing easement land to increase width and use of corridor
- Retain townhouses on south side
- Over time, replace Napa Auto Parts with 2-3 story residential infill
100 East-State Street Block

- Redevelop south block to 3-4 story mixed-use
- Include commercial uses of 2-4 stories on State Street
- Consider an east-west mid-block street, smaller parcels
- Potential future station west side of 100 E. Block
- Buffer north face homes with fencing/landscaping
Station Area Highlights: State Street

Character: Suburban retail/entertainment; 2-5 stories
Zoning: Currently industrial; change to mixed-use
Vision: Center Pointe Plan being developed
Market: State Street/ Hwy 80 access give strong commercial demand; also need for upgraded, new workforce housing
Land: Two large parcels owned by City
Leadership: Private developers needed for public-private partnership
Other: Address neighborhood safety concerns
State Street Station

- Land uses according to Central Pointe Master Plan
- Gateway location: locate streetcar in new street between State and Main
- Both faces of corridor lined with smaller scale, pedestrian-friendly retailers
- Move station to mid-block location
Station Area Highlights: Main and Utopia

Character: Urban mixed-use; 3-7 stories
Zoning: Currently industrial; change to mixed-use
Vision: Do specific Station Area plan
Market: Promising; connects to 2100 South and TRAX intermodal
Land: Many small, private owners
Leadership: Private owners need to organize with City
Other: Infrastructure investment needed

Recommended station; captures market from 2100 S. and Salt Lake County complex
Main Street/Utopia Station Block

- Streetcar alignment in existing street
- Add a station at Main and Utopia Street to serves Market Station development and 2100 South
- Phase I: Widen street to 50ft-66ft ROW along south side
- Install streetscape improvements from Central Pointe Station to Main Street
Station Area Highlights: Central Pointe Station

Character: Urban Mixed-use Center; 3-8 stories
Zoning: Rezone from industrial to mixed-use TOD
Vision: Central Pointe Master plan
Market: Marginal but improving. Long term build out
Land: Big challenge assembling many private parcels
Leadership: Owners association needed
Other: TRAX connections, access and circulation key
Major public infrastructure needed to change character/rebrand
Disciplined phasing critical to success
Central Pointe/TRAX Station

• Key concept: new north-south street from 2100 S. to TRAX Station
  – Provides direct vehicle and ped access to station and development
  – Creates nice sized development parcels
• Provide large platform and drop off area to focus development
• Encourage existing restaurants/development of entertainment district
• Reorient Central pointe station to east-west along Utopia
Implementation: Big Picture

• Challenging project:
  – Alley alignment
  – Inadequate budget
  – Slow private market
  – Many public players

• TOD wisdom: Transit doesn’t cause development

• Think in phases

• Expect/support incremental development
Implementation: Big Picture

- Get agreement with UTA on design and recommendations
- Get UTA-PRATT agreement on trail location in the corridor
- Prioritize Phase 1 money for line extension, trail, basic landscaping
- Prioritize upgrades (collectively and individually)
- Make a public commitment to the corridor
Implementation Big Picture

• Assign a project manager to follow through
• Install regulations/incentives for private development
• Follow up with developers
• Invest in a branding strategy
• Take a leadership role; be a catalyst
Public-Private Partnerships: Attracting Capital and Expertise

- Tough time for developers too
- Private capital most interested in specific projects, corridor enhancements
- Get zoning, financing districts established ASAP
- Follow the market—start with the low hanging fruit
- Appoint a central point of negotiations with government agencies to assist developers
Recommendations: Sugar House Corridor funding

- Current public funding: $37 M
- Just buys basic construction: enhancements needed over time
- Two principal financial tools:
  - Special Assessments:
    - Corridor enhancements
  - Tax Increment Financing:
    - Real Estate development gap funding
Relevant Financial Tools

- Community Development Areas (CDA’s):
  - TIF without eminent domain
  - No public vote required
  - Permitted infrastructure
  - Particularly powerful for development projects: “free” equity to the project
  - Timing of district is critical; be strategic
  - Both SLC and SSL
Relevant Financial Tools

• Special Assessment Areas (SAA’s):
  – Owner-supported property tax assessment
  – Corridor enhancements
  – Customized districts
  – Most likely with a project underway
  – Layers with CDA’s
  – Requires property owner approval
  – Both SLC and SSL
Relevant Financial Tools

- **Revolving Loan Fund (RLF):**
  - Development loan instead of equity
  - Good for funding small businesses as well as development projects
  - Requires public capitalization to start
  - Active/successful SLC RDA program
Relevant Financial Tools

• New Market Tax Credits (NMTC’s):
  – Commercially-focused powerful federal tax credits
  – For qualifying census tracts
  – Developer accessed, supplied by cities, banks, etc.
  – Expensive up front: good for projects $10+ million
  – SLC has sources/experience
Relevant Financial Tools

- Affordable Housing:
  - Senior Housing often included
  - Requires Qualifying Census Tracts
  - Utah Housing Corporation a prime resource
  - Developers as well as funders
  - Affordable land often the key
  - SSL best candidate
Relevant Financial Tools

- **Façade Improvement Programs**
  - Important for short term corridor enhancement
  - Low interest loans and/or grants
  - Requires initial public capitalization
  - Both SLC and SSL
What’s Next?

- Fall 2011  UTA starts engineering/design
- Winter 2011  Decision on Streetcar line extension
  Summer 2012  Start construction
- Fall 2013  Line opens

- Cities establish streetcar funding districts, develop station area plans, implement zoning changes as needed
- Cities work with developers on specific development projects
The Challenge, the Opportunity

Now it is paramount that the streetcar track alignment and stations are in the right location to promote ridership, capitalize on the public investment in transit, and provide the best opportunity for redevelopment to take place.

Together you can make it happen.