



Working Session of the  
**Transit-Oriented Communities Committee**  
of the Board of Trustees of the Utah Transit Authority

**Wednesday, April 19, 2017, 2:10 – 3:55 p.m.**

Frontlines Headquarters Building, Golden Spike Rooms, 669 West 200 South, Salt Lake City

Members of the public are invited to attend all committee meetings, and public comment may be taken at the discretion of the committee chair. If public comment is not taken at the committee meeting, the public will be able to review and provide comment via [www.rideuta.com](http://www.rideuta.com) on all action items prior to the next full Board of Trustees meeting. If public comment is taken at the committee meeting, in order to be considerate of time and the agenda, comments will be limited to 2 minutes per individual, or 5 minutes for a spokesperson designated to represent a group.

**Committee Members:**     *Keith Bartholomew, TOC Chair*  
  
                                  Babs De Lay (excused)  
                                  Sherrie Hall Everett

**Agenda**

	<b><u>Executive:</u></b>	<b><u>Forward to Board:</u></b>
1. Safety First Minute	Dave Goeres	
2. <a href="#"><u>TOD Policy Update</u></a>	Paul Drake	[ ]
3. Clearfield Property Updates	Jayne Blakesley/ Paul Drake	
a. <a href="#"><u>Phase IB Property Disposition</u></a>		
b. <a href="#"><u>Vision Discussion for Remaining 60.4 acres</u></a>		
4. <b>Closed Session</b>		
a. Discussion of the Purchase, Exchange, Lease or Sale of Real Property when Public Discussion would Prevent the Authority from Completing the Transaction on the Best Possible Terms.		
b. Strategy Session to Discuss the Character, Professional Competence, Physical or Mental Health of an Individual.		
c. Strategy Session to Discuss Collective Bargaining.		
d. Strategy Session to Discuss Pending or Reasonably Imminent Litigation.		
5. <b>Action Taken Regarding Matters Discussed in Closed Session</b>	Keith Bartholomew	
6. Liaison, Conference & External Committee Reports	Keith Bartholomew	
7. Input & Date for the Next Committee Meeting	Keith Bartholomew	
8. Other Business	Keith Bartholomew	
9. Adjourn		

# What is an emergency notification system (ENS) sign?



It is used to notify the railroad of an emergency or warning device malfunction.



**UTAH TRANSIT AUTHORITY BOARD OF TRUSTEES**  
**Agenda Item Coversheet**

<b>DATE:</b>	<b>April 19, 2017</b>
<b>TITLE:</b>	<b>Transit-Oriented Development (TOD) Policy Update</b>
<b>UTA EXECUTIVE/RESPONSIBLE STAFF MEMBER:</b>	<b>Jayne Blakesley Paul Drake</b>
<b>SUBJECT:</b>	<b>Update of UTA Policy</b>
<b>BACKGROUND:</b>	In October 2016, UTA staff presented a concept framework for the new TOD policy. Since then, there has been an extensive outreach effort to key stakeholders. This discussion will be an update to those efforts, including the draft policy and next steps.
<b>ALTERNATIVES:</b>	N/A (informational only)
<b>PREFERRED ALTERNATIVE:</b>	<ul style="list-style-type: none"> <li>• Approve as presented</li> <li>• Revise/amend and approve</li> <li>• Return to Committee</li> </ul>
<b>STRATEGIC GOAL ALIGNMENT:</b>	Supports the promotion of transit-oriented communities
<b>FINANCIAL IMPACT:</b>	N/A
<b>LEGAL REVIEW:</b>	The proposed item has been reviewed by UTA Legal staff.
<b>EXHIBITS:</b>	<ol style="list-style-type: none"> <li>a. TOD policy update presentation</li> <li>b. Policy Document Draft 2.3</li> </ol>

U T A  T O D

L I V I N G   C O N N E C T E D

# Overview

Introduction

1. Regional Trends
2. Regional Response
3. Transit-Oriented Development
4. UTA's Role
5. Processes & Procedures

Next Steps

# Introduction

Purpose: To provide a regional standard for planning, designing, and implementing Transit-Oriented Development along the Wasatch Front.

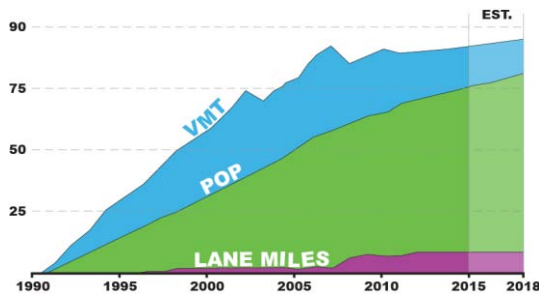
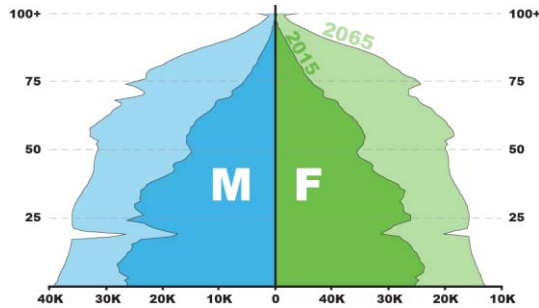
## Team:

- WFRC
- MAG
- UTA Planning Dept
- UTA TOD Dept

## Focus Groups:

- Regional Partners
- Local Governments
- Development Community
- Affordable Housing Specialists

# Section 1: Regional Trends



Utah was ranked fastest-growing state in 2016

Lifespans are increasing, resulting in a larger senior population

Growth along the Wasatch Front is geographically constrained

Population growth is projected to outpace future road capacity

Traffic delays are projected to quadruple by 2040

# Section 1: Regional Trends (Cont.)

Utah is desirable to employers seeking young, talented workforce

Majority of young working professionals desire to live in areas that are:

- Walkable
- Accessible via transit
- Near outdoor recreation opportunities

Poor air quality has deterred employers, conventions and other economic catalysts from locating along the Wasatch Front.





# Section 2: Regional Response



Utah has a culture of local and regional planning

Wasatch Choice 2040/50 is a collaborative vision for the future regional growth and transportation needs.

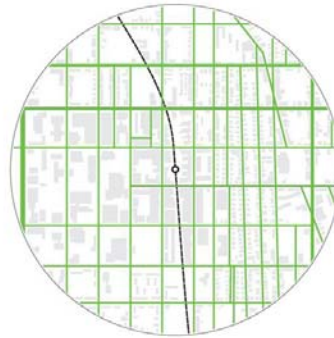
The plan identifies a variety of growth centers located at major transportation nodes.

# Section 3: Transit-Oriented Development

Transit-Oriented Development is similar to the centered growth described in Wasatch Choice 2040/50

Five qualities are used to further define Transit-Oriented Development:

- Proximity to transit
- Compactness
- Accessibility
- Mixture of choices
- Sense of place



# Section 3: Transit-Oriented Development (Cont.)



Transit-Oriented Development will benefit the Wasatch Front by:

Providing more convenient access to work and educational opportunities

Reducing regional traffic and vehicle emissions

Promoting a built environment that is safe and accessible

Preserving wilderness, agricultural, and other open space

## Section 4: UTA's Role



UTA controls properties that may be used to demonstrate the feasibility and value of Transit-Oriented Development

UTA can optimize the public investment, increase ridership, and benefit local communities by providing meaningful origins and destinations near transit stations

UTA partners with regional organizations and local governments to implement the regional vision

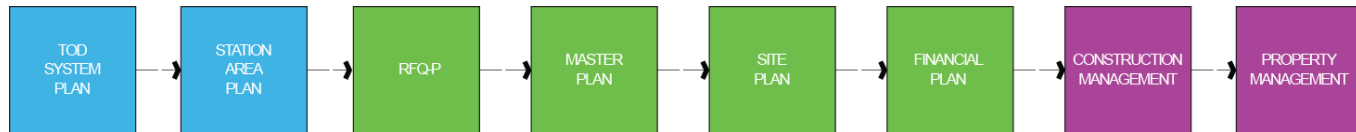
# Section 5: Processes and Procedures

Development Framework allows projects to be carried out in a systematic and transparent manner. It consists of three phases:

Planning - TOD System and Station Area Planning

Implementation - Site, Master, and Financial Reviews

Management - Performance-based metrics



# Next Steps

Present - June: Finalize Strategic Plan

June - July: Draft Standard Operating Procedures (SOP's)

July: Prepare for final TOC review

UTA  TOD

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# Section 1

Regional Trends



# Growth

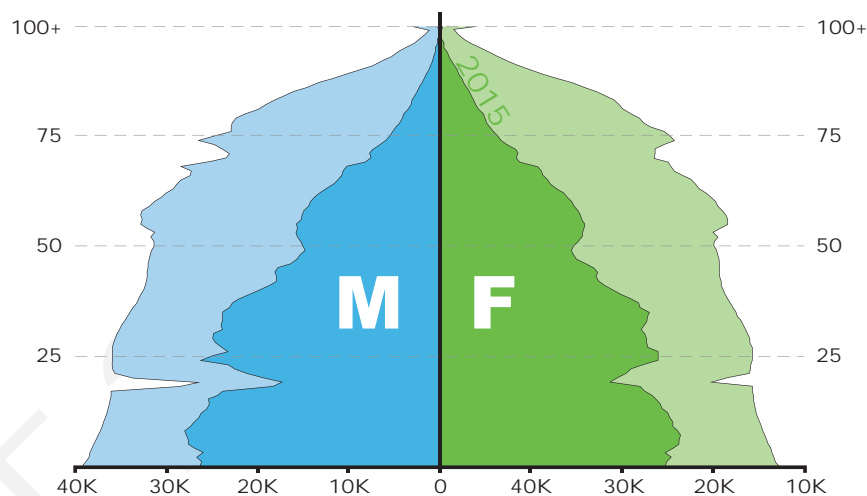
Utah is rapidly growing. According to the US Census Bureau, Utah was ranked the fastest-growing state in the nation in 2016, at just over 2% growth over the previous year. The majority of this increase (75%) is occurring in the urbanized area along the Wasatch Front. Significant growth is projected to continue along this corridor into the foreseeable future as the population of the Wasatch Front is expected to nearly double from 2.3 million to 4 million by 2050.

Growth along the Wasatch Front is greatly constrained by mountainous regions to the east, and the Great Salt Lake and Utah Lake to the west. These constraints put pressure on many of the resources needed to sustain a growing population, such as availability of land for housing and employment, and the transportation network. If properly understood, these constraints may be perceived as opportunities that inform how and where development should occur along the Wasatch Front. To this end, it is imperative that regional organizations and local governments continue to collaborate and plan, to preserve the unique quality of life in the shadow of the Wasatch Mountains.

Illustration: Wasatch Front Geography

# Generational Trends

In addition to unique geographic constraints in our region, demographic shifts and evolving generational preferences are having a profound effect upon the concentration of growth and transportation demand. In recent years, millennials (born between 1980 and 2000) have fueled a resurgence of urban living. Studies have shown that this generation is drawn to communities that have a multitude of transportation choices. In our Region, this has stimulated a building boom concentrated near transit. For example, since 2010, nearly 60% of new apartment units constructed in Salt Lake County have been within ½ mile of a fixed rail station.



While Utah is projected to maintain a relatively “young” population with households larger than the national average, the median age is expected to increase from 30.8 in 2015 to 39.5 by 2065. The share of the senior population (aged 65 and older) is projected to double over the next 50 years to 21.3 percent. Currently, a swath of baby boomers (born between 1946 and 1964) are entering into retirement. While it is a high priority for baby boomers to age in place, this generation has high expectations for remaining active and mobile in retirement. Seniors will increasingly need a wider variety of transportation options to meet their daily needs, and preserve their quality of life and independence.

Photograph: mixed ages



## Regional Economic and Educational Opportunities

Our transportation system exists to provide access to jobs, education, healthcare, and opportunities for social interaction. The level of economic opportunity can be summarized by the number of meaningful opportunities (jobs, education) that residents can reach in a reasonable amount of time. According to estimates of the Wasatch Front Regional Council, the average resident in our region can currently reach 28,000 jobs within a 30 minute commute on transit. With strategic transit investments and more centered growth patterns, we can reasonably double the number of jobs within an average resident's 30 minute transit commute by 2050 to 56,000.

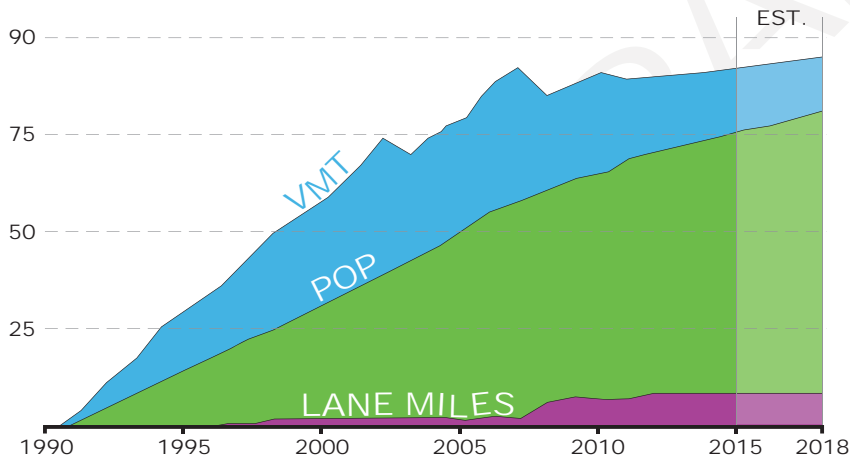
Access to a multi-modal transportation system is incredibly important for high growth business clusters to thrive. Providing access to a wider range of the workforce allows businesses to remain competitive. In our region, businesses are increasingly making strategic decisions about locating near transit. For example, the recently opened Overstock Peace Coliseum in Midvale built the entrance closer to the Bingham Junction TRAX Station than the parking lot in an effort to encourage employees to access their job via transit and have noted significant transit usage among employees. Since 2010, 37% of all new office square footage in the Wasatch Front is located within ½ mile of a fixed rail station.

In addition to the business sector, educational institutions in the state are seeing the benefits of improved access to transportation. Students commuting to college campuses make up 20% UTA's total transit market. According to a recent travel survey, nearly ⅓ of University of Utah students commute to campus via transit. Facilitating transportation options so that students can live in places that fulfill their needs will enhance educational opportunities in the Region.

Infographic: Access to jobs/education

# Traffic

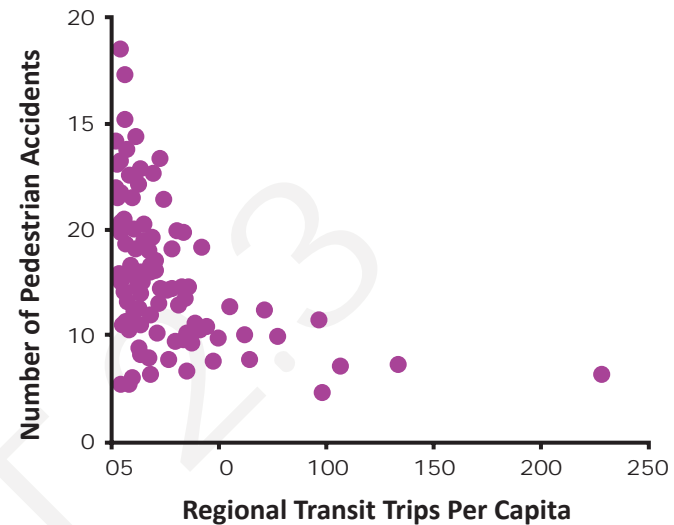
It is necessary for people to satisfy their essential needs, such as buying groceries, working, and so forth. Because of this, population growth is always accompanied by an increase in travel. Stated simply, travel demand refers to the amount and type of travel people would choose or can choose to meet their needs. For instance, a student who needs to travel to the University from home five days a week produces a demand on the transportation network. Meeting this demand can be satisfied in several ways (i.e. driving, public transit, bicycle, walking etc.), and is often influenced by the cost and time to travel across the network.



Despite continuous investment in transportation infrastructure by the Utah Department of Transportation (UDOT) and local municipalities, traffic congestion is anticipated to increase as the population grows. Increased delays are expected to occur as the projected growth significantly dwarfs the lane miles that exist today or are being built to meet this demand. See Figure 2. According to recent estimates (Wasatch Front Regional Council Travel Demand Model), total annual hours of delay is anticipated to increase from 1 million in 2014 to over 3.7 million in 2040. Increased delay negatively impacts the regional economy, contributing to lower levels of productivity as people spend more time stuck in traffic.



Photograph: r

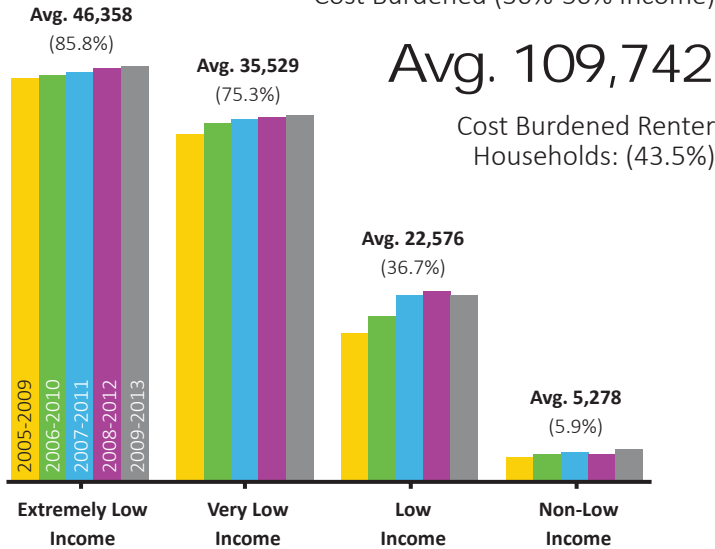


Another measure that indicates heightened levels of traffic is vehicle miles traveled (VMT). Increasing VMT is associated with degraded air quality, escalated traffic fatalities, and other negative public health effects. Although overall VMT is steadily increasing, per capita VMT in the United States has actually seen a decrease since 2004 despite a slight uptick in recent years. Studies suggest that more compact development patterns are associated with significant reductions in vehicle miles travelled .

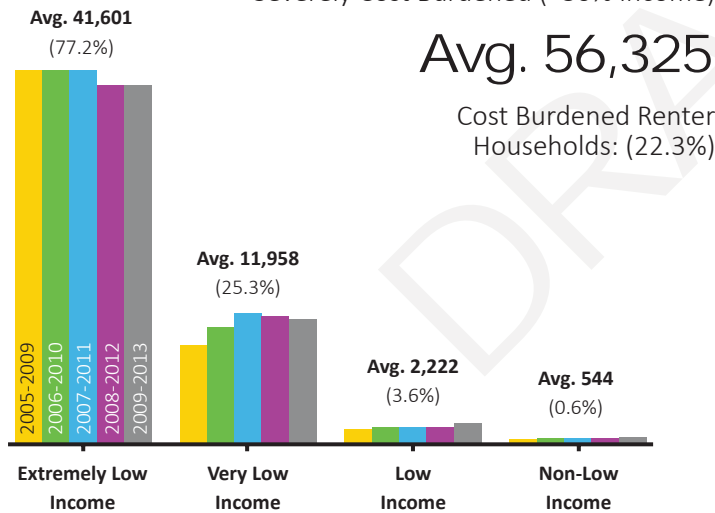
## Safety

Traffic fatalities remain the leading cause of death among Americans aged 1 to 34 years old. Despite steadily declining between 2001 and 2012, the number of traffic fatalities in Utah has increased each year since that time. In 2016, 280 Utahns lost their lives in traffic-related crashes. 44 of these fatalities were people walking and bicycling. Studies indicate that more compact communities are associated with a significantly lower rates of traffic fatalities, particularly for those involving a bicycle or pedestrian.

Cost Burdened (30%-50% Income)



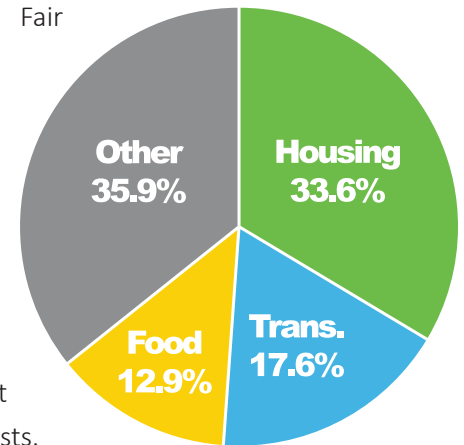
Severely Cost Burdened (>50% Income)



## Cost of Living

While unprecedented population growth in Utah has contributed to a booming economy, the supply of affordable housing has been dwindling. More specifically, housing options with access to quality transportation and goods and services have become increasingly unaffordable. According to the State of Utah Affordable Housing Assessment and Plan, completed in June 2016, the rate of cost-burdened renter households (those spending more than 30% of income on housing) in every income bracket has grown steadily since 2005. The gap in affordable rental units in Utah is greater among lower income brackets. (See Figure XX) There are only 2 affordable and available housing units for every 3 low and moderate-income households. In 2017, the average renter in Utah would need an additional \$4.10 more per hour, working full-time, to afford a 2-bedroom apartment at Fair Market Value.

There is more to cost of living than housing expenses. Transportation costs are generally the second most expensive item on a household budget and the location of housing has a direct impact on transportation costs.





For example, living in close proximity to work and other services reduces the need for travel and additional vehicles. Allowing for more opportunities for people to live close to a diverse mix of amenities and transit service has the potential of significantly reducing household cost of living.

## Urban Expansion

The preservation of agricultural lands and wilderness is paramount to preserving the quality of life that residents enjoy on the Wasatch Front. Although there are natural barriers that channel growth in the valleys of the Wasatch Front, wilderness and agricultural land continue to be consumed at alarming rates. In 2014, Utah was ranked as the second most sprawling state in the Nation, consuming 203 square miles of undeveloped land between 2002 and 2010 with nearly 90% being attributed to unprecedented population growth rates in the state. This pattern of growth contributes to a host of other impacts to the community including but not limited to increased energy consumption, decreased local agricultural land, increased flood potential, groundwater depletion and contamination, and worsening air quality.

Photograph: Agricultural Lands

photograph: Inversion

## Air quality

Air quality along the Wasatch Front is among the worst in the country. Recently, the American Lung Association ranked this region to have the 6th worst 24-hour particle pollution among 186 metro areas. As mentioned earlier, as the population grows, the total number of trips made per day will also continue to grow, as well as the number of vehicle miles traveled. Along the Wasatch Front, the most egregious and dangerous emissions come from vehicles traveling along the roadways. Particulate matter (PM2.5 and PM10) are made of very small dust and soot particles and their size, about one-fortieth the width of a human hair, can become trapped in the lungs and exacerbate or cause negative health conditions.

Utah's poor air quality has profound impacts upon public health, including but not limited to heart conditions, biologic and anatomic brain issues and premature death. Because nearly half of fine particulate matter along the Wasatch Front comes from mobile sources or vehicular emission, there have been several initiatives to successfully reduce the number of trips and vehicle miles travelled. In addition to the Utah Division of Air Quality emission reduction programs such as migration to Tier-3 fuel standards, employer based trip reductions, other local initiatives along the Wasatch Front include but are not limited to air quality alerts, idle-free campaigns, public challenges and partnerships with UTA to provide subsidized pass programs during inversion seasons.



While some pollution reduction measures may seem costly to both individuals and local economies, the EPA predicts that the reduction in health care costs and pollution-related premature deaths outweigh such costs by a wide margin. For instance, by the year 2020, the programs and measures developed in response to the Clean Air Act of 1990 may prevent over 230,000 early deaths across the nation.

## Public Health

Along with the issues of public health related to air quality, rising obesity rates pose another disturbing trend across the nation as well as along the Wasatch Front. This trend has been cited as an epidemic and a public health crisis. In 1990, 15% of American adults were considered obese. Today, this rate has risen to 36%. While Utah's active, relatively young population contributes to the 7th lowest obesity rate in the country, obesity rates in Utah are still climbing at an alarming rate (from 9% in 1990 to the current rate of 25%). Obesity has been shown to lead to a number of negative health-related impacts including heart disease, cardiovascular disease, high blood pressure, high cholesterol, and high blood sugar. Obesity is highly associated with the level of physical activity. The United States Surgeon General advises that adults should engage in at least 150 minutes of moderate-intensity activity each week and encourages community design and development that supports physical activity. Studies have shown that the design of neighborhood environments have been correlated to increased physical activity as well as variations in Body Mass Indices (BMI).

Photograph: Outdoor Fitness

# Section 2

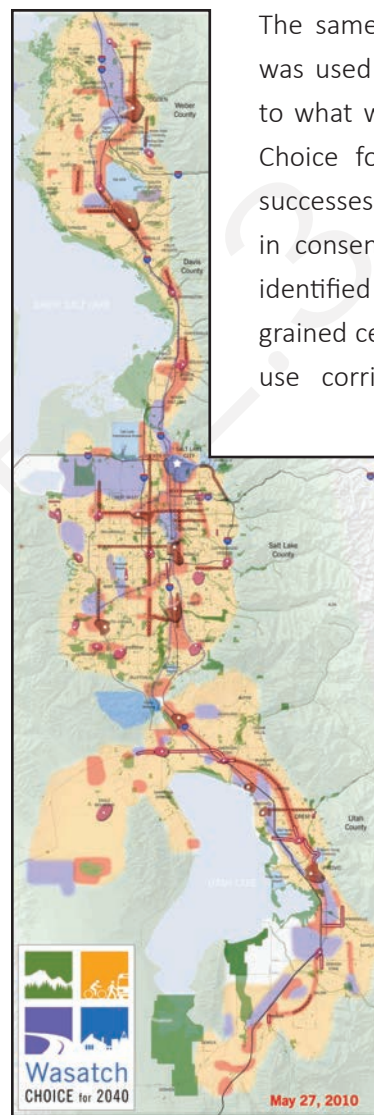
The Regional Response



# Wasatch Choice 2040/50

In light of the challenges identified in the previous section, the Wasatch Front Region has a long history of establishing plans to maintain a high quality of life. In the late 1990's, a then newly-formed non-profit called Envision Utah worked with 130 government agencies to develop a baseline for projected growth in the region. Scenarios for alternatives to the baseline growth pattern were then created. Through a series of public workshops and broadly-distributed questionnaires, the preferred pattern for growth was derived based on community values, known as The Vision.

- The Vision identified the community values as
- Livable and healthy communities
- Access to economic and educational opportunities
- Manageable and reliable traffic conditions
- Quality transportation choices
- Safe, user friendly streets
- Clean air
- Housing choices and affordable living expenses;
- Fiscally responsible communities and infrastructure;
- Sustainable environment, including water, agricultural, and other natural resources
- Ample parks, open spaces, and recreational opportunities.



The same method of Scenario-based planning was used in the update of the Vision in 2010, to what would become known as the Wasatch Choice for 2040. The effort drew upon the successes of the original's regional coordination in consensus building, translating the values identified in the original Vision into more fine grained centers for growth, connected by mixed use corridors and regional greenways (see image).

Fig 2.x: Wasatch Choice 2040 Map

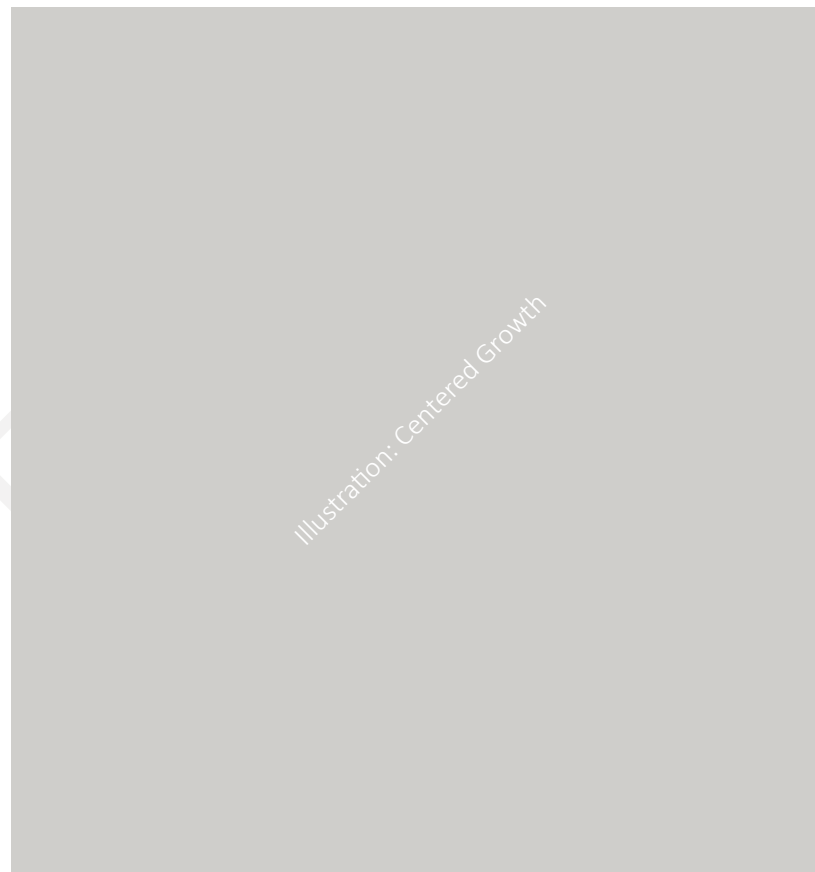
## Benefits of Centered Growth

The Wasatch Choice for 2040 is a regional acknowledgement that making informed decisions about the way we grow impacts our resulting travel behavior and land use patterns and can, in turn, improve our economy and the health of the community.

The case for the benefits of centered growth are well documented in academic literature. Regarding its implications on land use, centered growth tends to reduce per capita land consumption, allowing preservation of open space and prime agricultural areas. Centered growth tends to be a higher density than traditional suburban growth, therefore providing more diverse housing choices. This can lead to improved housing affordability.

As proximity to goods and services improves, dependence on automobiles reduces, as do trip lengths and roadway capacity needs. This represents a cost savings to both the user as well as the municipality in infrastructure costs. More compact development patterns tend to result in per capita service cost savings for municipalities.

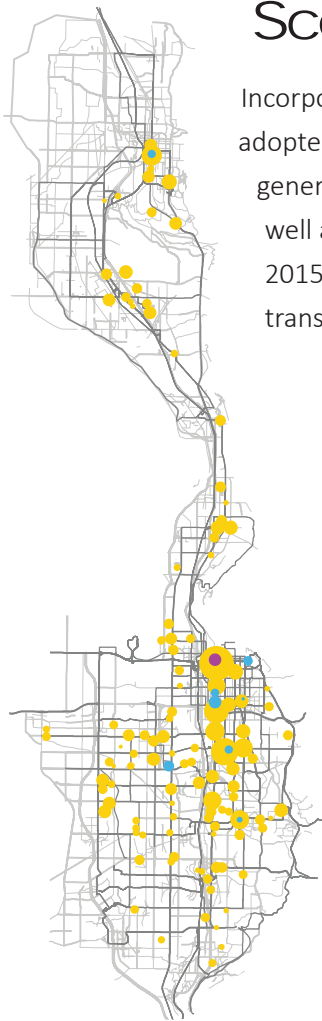
When served by quality transportation alternatives such as high-frequency transit, household transportation costs are reduced, freeing up valuable resources and contributing positively to the local economy. Research indicates that more compact development increases economic opportunities for disadvantaged residents. The probability that a child born to a family in the bottom quintile of the



national income distribution reaches the top quintile by age 30 is increased by 4.1 percent for every 10 percent in the score of county-level compactness of development. The region has already attracted quality employers because of its workforce and the opportunity to locate proximally to the transit network.

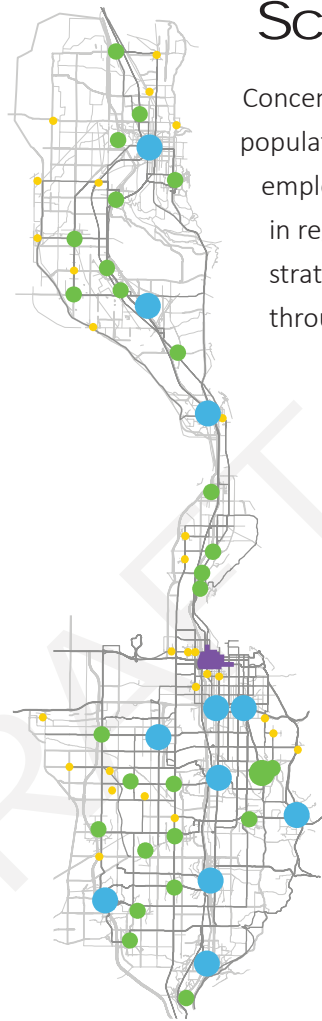






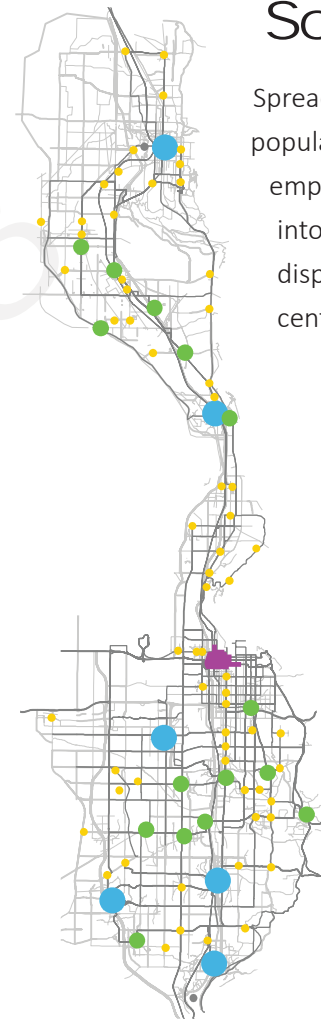
## Scenario 1

Incorporates all currently adopted city and county general plans, as well as the WFRC 2015-2040 Regional transportation Plan



## Scenario 2

Concentrates future population and employment growth in regional centers strategically placed throughout the region



## Scenario 3

Spreads future population and employment growth into targeted, dispersed, and smaller centers

**Fig 2.x:** Wasatch Choice 2050 Scenario Plans





In relation to public health and safety, traffic fatality rates tend to decline with increased per capita transit ridership. The more dense the environment people live in, the more likely they are to achieve recommended levels of activity. Physical environments lending to walkability have been shown to be associated with fewer grams of volatile emissions into the airshed.

Implementing the Wasatch Choice for 2040, with emphasis on centered growth well-served by transportation alternatives, results in the following measureable improvements over growth as previously planned:

- 9 percent more homes with walking access to high-capacity transit
- 8 percent more jobs within walking access to high-capacity transit
- conservation of 23 square miles of open space
- reduction of traffic congestion by 18 percent
- 12 percent more transit use
- Infrastructure, housing, and transportation cost savings totaling \$4.5 billion

In furthering the effort, both MPOs in the region are currently working on updating the 2040 vision, with refined scenarios and analysis extending to 2050. Through a series of small area meetings engaging staff and local elected officials on the preferred scenario for growth, the Wasatch Choice Vision will be further integrated into the regional long range transportation plans.

Infographic: Bullets to Left

# Section 3

Transit-Oriented Development



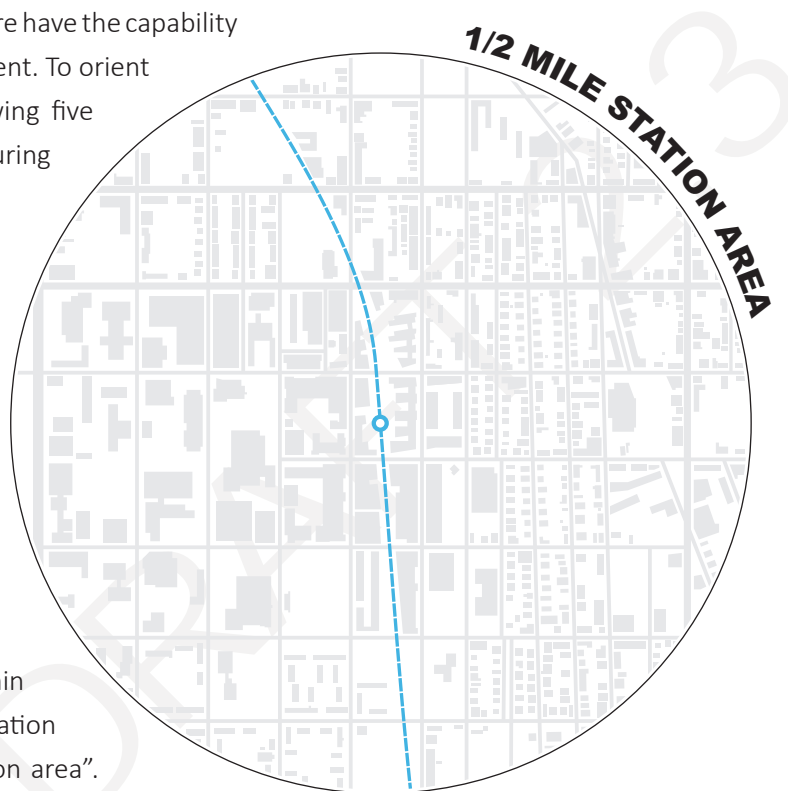
# Transit Stations as Centers

In its most seminal form, Transit-Oriented Development is the centered growth described in Wasatch Choice 2040/50. Compact, intense centers that surround transit infrastructure have the capability of becoming Transit-Oriented Development. To orient development around transit, the following five qualities are typically considered during planning and implementation:

- Proximity to transit
- Compactness
- Accessibility
- Mixture of choices
- Sense of place

These five characteristics are interrelated to one another and are often considered in combination when planning and developing real estate within a station area. The context in which a station occurs is often referred to as the “station area”.

By focusing on these five key characteristics, clear, accessible connections between transit services and origins/destinations will be established.



## Proximity to Transit

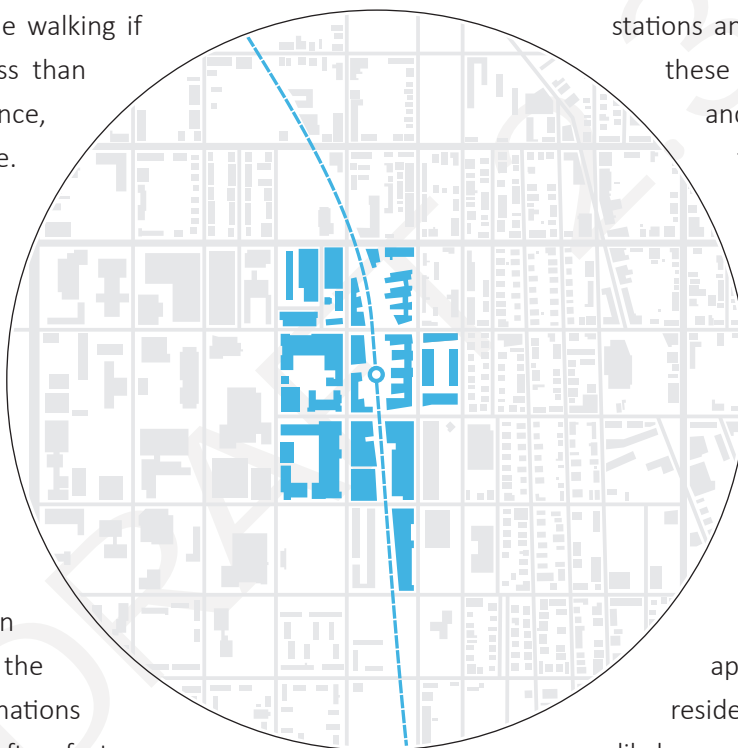
The most important characteristic of Transit-Oriented Development is that development occurs near enough to transit facilities that people are able to comfortably walk to and from their houses, offices, and shops. Most people feel comfortable walking if their destination may be reached in less than 10 minutes. In terms of linear distance, this equates to approximately ½ mile. Therefore station area plans and other Transit-Oriented Development planning is appropriate within approximately ½ mile from a fixed station.

Unique site features and characteristics often affect how individuals perceive their surroundings, and should be considered when determining a station area. Such factors may include; types and frequency of transit service, elevation changes, common weather patterns, and the standard operating times of origins/destinations near the station. These characteristics often factor into the decision of what mode is most convenient. Because of this, proximity is defined as the conditions in which a pedestrian is willing to traverse the distance between an origin or destination and a transit station.

## Compactness

The amount of opportunities available to transit riders increases as land uses surrounding the station become more compact. Because of this, there is a clear correlation between density near transit stations and the amount of ridership that occurs at these stations. The more people that live, work, and recreate near transit stations increases the probability that they will rely on transit instead of an automobile.

The compactness of an area may be calibrated to meet the needs of the station area and complement neighborhoods immediately adjacent to the station area. Just as the Wasatch Choice 2040/50 relates a varying types of centers to different areas of the region, each station is in a unique context that informs how much density is appropriate. For example, a medium-density residential and some light commercial would likely complement a suburban station in West Jordan, whereas a large mixture of uses arranged in a very dense form would likely be compatible around an urban station in the Central Business District of Salt Lake City.







# Accessibility

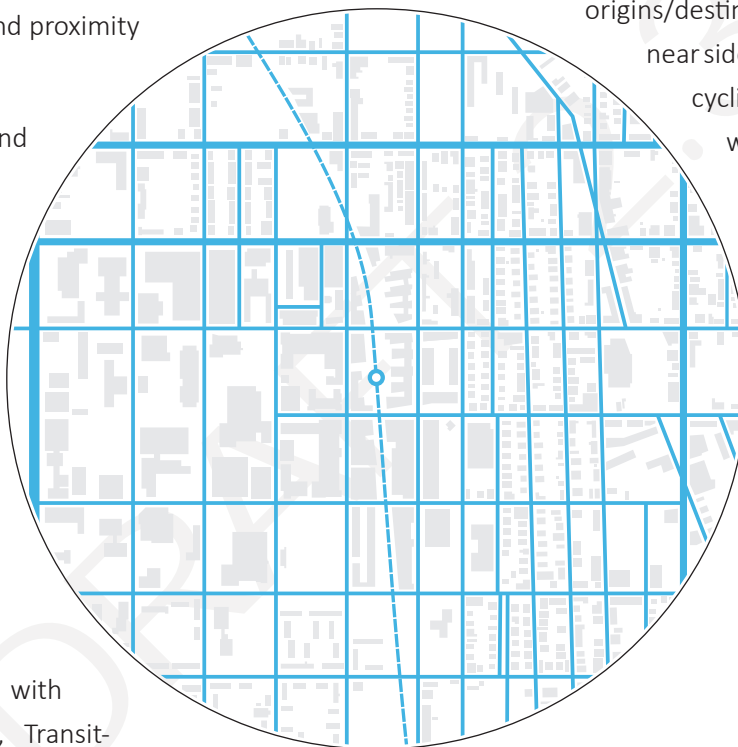
Creating strong connections for all modes of transportation allows people to reach either their origin or destination with convenience and comfort. Without designs in place that facilitate these connections, the value of compactness and proximity is diminished.

A grid-like street system is the simplest and most effective design schema to facilitate fluid movement and connect origins/destinations within a station area. Grids naturally form intersections, increasing the variety of routes from one point to another. Within a street grid, it is imperative that streets and sidewalks are designed to accommodate cyclists and pedestrians so that people feel comfortable moving to and from stations.

Transit trips typically begin and end with walking or bicycling. Because of this, Transit-Oriented Development offers pedestrian environments that are comfortable, convenient, and safe. This means that facilities are compliant with ADA design requirements and that intersections

are adequately signaled and striped. Additional street improvements often include street trees, lights, and other design features that create an inviting environment for pedestrians.

Building orientation can greatly improve how people reach their origins/destinations. By locating buildings and entrances near sidewalks and bicycle facilities, pedestrians and cyclists are able to access origins/destinations without traversing parking lots or other unnecessary barriers. Because parking remains a necessary component of most all development, it is sometimes difficult to optimize the accessibility of a building. However in most cases it is still possible to 'hide' parking by orienting buildings up front, along the street and sidewalk.



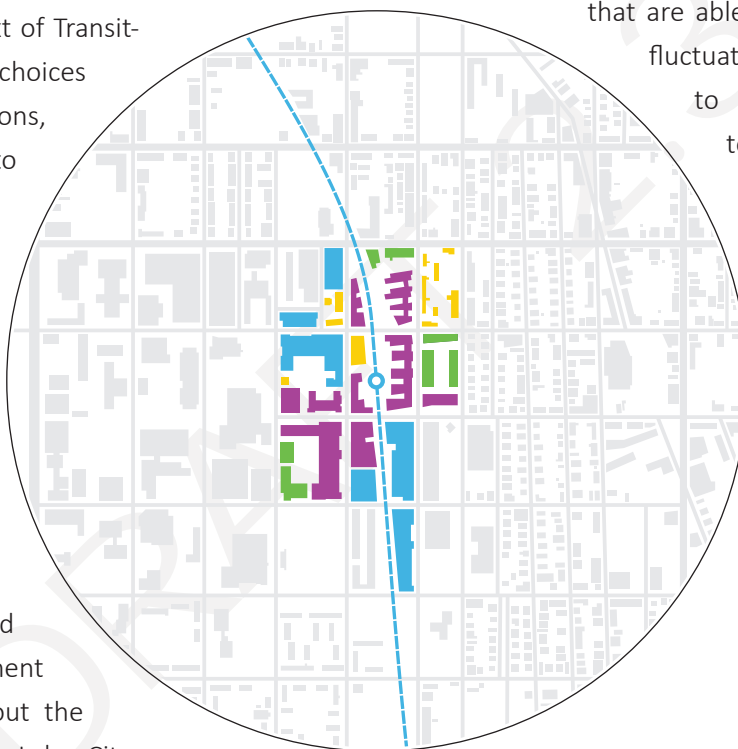
# Mixture of Choices

One characteristic that great neighborhoods share is a robust mixture of choices. This includes places where people may choose to shop and play, to live and work, and how people choose to get from one place to another. In the context of Transit-Oriented Development, mixture of choices relates to the variety of origins/destinations, variety of ways to get from one place to another, and socioeconomic variety within a station area. As these things become increasingly varied, the station area is perceived as being rich with possibilities where needs can possibly be satisfied.

A variety of origins/destinations is optimally achieved by planning for vertical, mixed-use buildings that contain a single level of commercial space, and residential space above. This development form has been very common throughout the history of various cities, including Salt Lake City. During the mid-late 19th Century, and through the first half of the 20th Century, many communities along the Wasatch Front established robust downtowns that contained a variety of commercial

and residential land uses. Many of these areas now occur around or near transit stations, and are projected by the Wasatch Choice 2040/50 as mixed-use areas, offering a variety of origins/destinations.

The most successful Transit-Oriented Developments are those that are able to adapt to economic and demographic fluctuation. Development that is unable to adapt to fluctuating economic and social trends tends to lack resilience and has a lifespan that is dictated by external forces. On the flip side, development that is valued by the community because of its variety will often endure changes in economy and changes in social values. This kind of resilience is often cultivated by planning for, and accommodating a variety of ages, sexes, income levels, ethnicity, and other socioeconomic qualities.







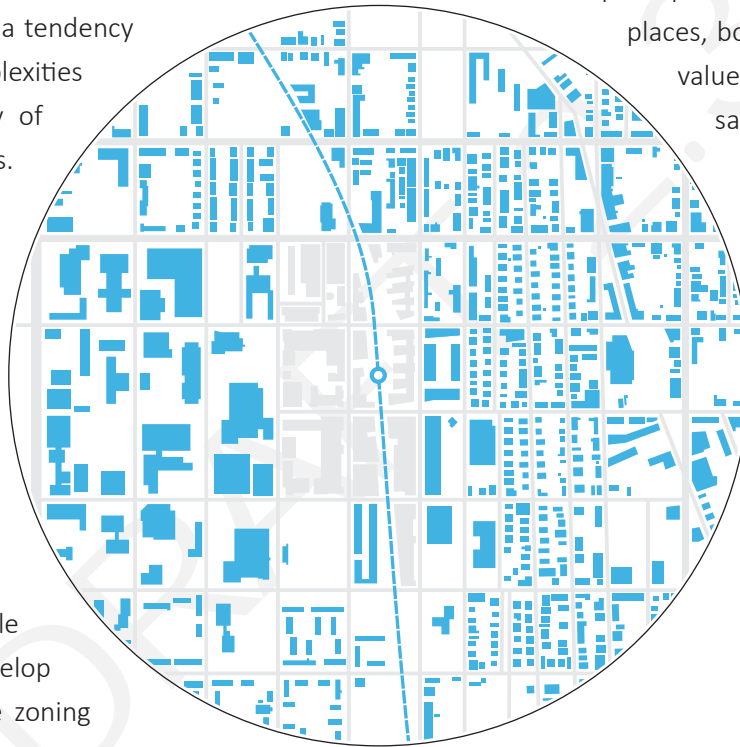


# Sense of Place

Space is much more than an empty grid, just as origins/destinations are much more than coordinates. The built environment is a habitat where individuals live and cope, where communities are cultivated.

As such, certain areas within cities have a tendency to naturally intensify, reflecting the complexities of human life and allowing a diversity of inhabitants to satisfy their everyday needs. Often these intensified areas also exhibit a cohesive arrangement of streets, buildings, plazas and promenades that help to organize the space in a human dimension and provide it with a distinct sense of place.

Fixed transit stations are prime locations for great places to be cultivated. By planning station areas as cohesive places, communities and municipalities are able to properly steer how these areas develop through mechanisms such as innovative zoning ordinances and strategic public investments.



A sense of place often results in greater socioeconomic strength. This is largely due to the fact that a strong sense of place is intrinsically related to a community's cultural identity. Inhabitants of New York relate to Time Square, just as inhabitants of Salt Lake City relate to Temple Square. These places have developed into iconic places, both of which have increased the economic value of the areas surrounding them. In the same fashion, Transit-Oriented Development encourages communities to cultivate iconic spaces that have a strong sense of place around transit stations.

## Benefits of Transit-Oriented Development

When these five characteristics are considered during the planning and design of station areas, the result is places that feel authentic, rich with opportunity, and conveniently accessible by any transportation mode. Of course, these benefits are largely contingent upon the social values of the subject population, and how they perceive the place. Along the Wasatch Front, we know that the general consensus of the population is in favor of these characteristics, and that developments exhibiting them are likely to benefit.

A common critique of the Wasatch Front is that cities within the region lack a sense of identity, and that the built environment feels homogeneous. Transit-Oriented Development is able to disrupt this feeling of homogeneity by including the community in visioning, planning, and even design efforts. This allows communities that already exist around and within station areas to provide feedback that helps shape what the area becomes. Over time, this feedback may have a substantial impact, transforming mere spaces into places that authentically reflect the unique values and aesthetic preferences of the community.

The ability for people to access jobs, education, and essential goods and services is imperative for a sustainable regional economy. Because Transit-Oriented Development is compact and provides a mixture of choices near public transit service, it is a great way to provide the population with access to areas of opportunity. As the variety of housing, work, and shopping choices increases around transit, a larger percentage of the population is able to access these necessities. Doing so allows them to participate in the overall economy of the region.

Centered development that includes a variety of origins/destinations and access to public transit has a substantial impact on regional vehicle miles traveled. This benefits a region in myriad ways, from reducing infrastructure costs, to preserving air and water quality, as well as remaining agricultural space. By reducing infrastructure costs, public funds can be reallocated to other, more productive uses, such as funding redevelopment and revitalization programs, and enhancing first-last mile connections. Most importantly, reducing regional dependency on the automobile will result in a healthier place for individuals and families to live and grow.





# Section 4

UTA's Role



## Real Estate Development Along the Wasatch Front

As an industry, Real Estate Development involves a high level of risk. The longevity of design and construction, market variability, and fluctuating political dynamics are all able to foil the success of even well-planned projects. Because of this, financial institutions manage underwriting criteria that quantify the probability of a development's success based on other precedents in the region. If these criteria determine that a project is risky, banks and lenders will often require a higher interest rate, larger portions of equity, and other concessions from the developer. Because of these underwriting criteria and the way in which they're formulated, it is difficult for development that 'breaks the mold' to receive conventional financing from an institution, and therefore difficult to raise the amount of capital necessary for development.

Along the Wasatch Front, Transit-Oriented Development is a relatively new concept. Since 1999 UTA has been making great strides towards connecting Bus Rapid Transit, Streetcar, Light Rail, and Heavy Rail in a regional transit system. Because much of this transit infrastructure is less than ten years old, only a handful of developments have been completed near transit stations, none of which demonstrate the full potential of Transit-Oriented Development. Because of this, standard underwriting criteria used by financial institutions continue to perceive reductions in parking, vertical mixtures of uses, and unusually compact designs with some skepticism. This creates difficulty for those who would like to develop transit-oriented projects.

Photograph: General Real Estate

## Establishing Precedents

UTA plays a critical role in establishing positive precedents by entering its property into development projects as equity. One of the most difficult aspects of real estate development is acquiring and assembling property. UTA controls a substantial amount of property along the Wasatch Front, much of which was acquired as part of large-scale rail projects. The majority of this property is located near transit stations and is prime for Transit-Oriented Development. By contributing property to projects, UTA is able to offset some additional costs imposed by banks and lenders, and allows projects to be planned and designed in a progressive manner.

As more transit-oriented development projects are successfully implemented and operated along the Wasatch Front, financial institutions will adapt. Fundamentally, any market hinges upon a population's perception and product demands that are directly related. If it is demonstrated that a strong demand for Transit-Oriented Development exists, the market will respond, along with the underwriting requirements held by financial institutions and other lenders. Over time this has the potential of lowering financial hurdles for those who would like to participate in the creation of Transit-Oriented Development, creating a more competitive and healthier market.

Photograph: Transit-Oriented Dev





# Stewarding Public Investments

It is UTA's mission to strengthen and connect communities, enabling individuals to pursue a fuller life with greater ease and convenience. By collaborating with other organizations, governments, and communities, we collectively form a nexus between transportation and land use. This is clearly reflected in the ethos of UTA's True North, a policy that revolves around service, people, environment, community, and stewardship.

Properties that UTA controls have been acquired through a combination of federal, state, and local funds, making them public investments. Because of this, UTA is committed to stewarding these properties and ensuring a maximum benefit to the general public. This is primarily accomplished by collaborating with local municipalities and communities to ensure that the eventual development of properties contributes to both the regional and local community visions. UTA then identifies and works alongside its development partners to ensure that plans and designs stay true to the community's vision.

UTA recognizes that the utility of its transit infrastructure and operations is determined by the number of households, shops, hospitals, and job sites that are near its stations. As more origins/destinations are located near transit stations, a larger portion of the population is able to satisfy everyday needs without an automobile, therefore increasing transit ridership. As ridership increases, property near transit stations

is perceived by the private development community as being more valuable. As this cycle continues, real estate markets surrounding stations are strengthened, becoming more resilient and beneficial to their respective communities, as well as UTA.

Transit-Oriented Development does not merely improve the built environment, it enhances opportunities and social equity. UTA strives to create balanced environments that opens opportunities for individuals to work, live well, and remain self-reliant. As individuals along the Wasatch Front continue to witness and experience the benefits of living and working near transit, communities will increasingly see transit as an essential asset to the region.

Photograph: Community

Illustration: Regional Vision

## Supporting the Regional Vision

One way in which UTA is able to accomplish its True North Policy is to assist with the creation and execution of the Regional Vision. As was described in section two, the Regional Vision provides a long range perspective for future development along the Wasatch Front. It encourages practices that strengthen the regional economy, integrate transportation modes, and improve social equity. These practices are entirely supported by UTA and are an integral part of the Transit-Oriented Development Program.

Supporting the Regional Vision requires consistent collaboration with Metropolitan Planning Organizations (WFRC and MAG) and local governments. UTA works closely with regional partners by participating in small area meetings, regional growth committees, and other community engagement activities that relate to long range planning. The result of this collaborative method is a Regional Vision and Long Range Transportation Plan that are built upon the priorities and values of our region.



Photograph: Wasatch Front Aerial

# Section 5

Processes & Procedures



## Institutional Controls

Because of the role that UTA plays in developing Transit-Oriented Development, the UTA has worked closely with its Internal Audit Department to develop a series of controls that safeguard against conflicts of interest and situations which seem ethically ambiguous. These controls outline standards of procuring development partners, reviewing plans and designs, and working with the UTA Board of Trustees for approvals. These are intended to make each project transparent and open to the public.

Controls protect the interests of all parties involved in Transit-Oriented Development projects by establishing a clear understanding of the requirements and limitations inherent in public-private partnerships that involve UTA. When established prior to forming partnerships and forming exclusive negotiation agreements, this decreases the likelihood of disputes and legal complications that may arise out of simple miscommunication.

Trusting relationships are a key component of planning and community development, especially when public-private partnerships are involved. By integrating community engagement into planning and design processes, UTA will improve relationships with the communities it serves, resulting in a better understanding of their needs. In order to standardize these controls, UTA has organized a Development framework that directs each development project.

Illustration: Internal Audit Relationship

# Framework Overview

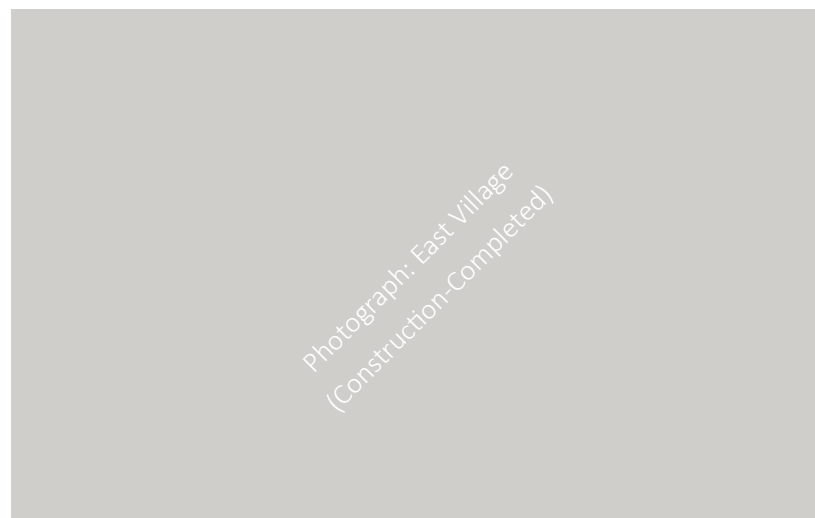
UTA has developed a comprehensive development process to facilitate collaboration between public and private interests. It is understood that the ends and motivations of public and private sectors can be very different. As stated in the previous section, UTA's mission is to provide the public with a socially equitable and comprehensive transportation system. To satisfy this mission, UTA is required to comply with federal, state, and often local requirements, all of which can be slow-moving and bureaucratic. In contrast, private processes are typically motivated by maximizing revenue as quickly as possible. In order to account for these differences, the Framework allows flexibility so that external requirements can be satisfied and projects can move forward at a reasonable pace.

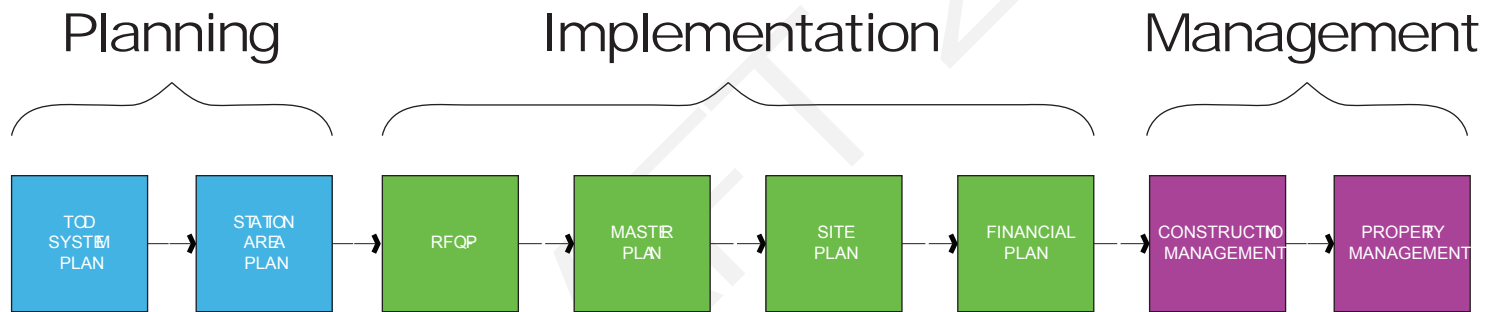
Transparency is paramount in all dealings, procurements, and approvals related to the UTA Transit-Oriented Development Program, leaving no room for questionable or unethical conflicts. Because the Framework consists of a series of standard operating procedures, it is possible to record all dealings, reviews, and approvals in a systematic and organized manner.

The Transit-Oriented Development Framework consists of three basic phases: Planning, Implementation, and Management. Each of these phases allow projects to be organized and relationships to form between relevant partners. In doing so, people come together

to share ideas and visions, solve problems, and ultimately ensure that each project is completed in the community's interest. Within each of these phases, individual processes provide specific direction for tasks that relate to their respective phases, and allow projects to move forward clearly and systematically.

By structuring the Development Process this way, UTA is able to work consistently and transparently with its many partners. In doing so, collaborative relationships between regional organizations, local municipalities, communities, development partners, and UTA may be established. Each party participating in the framework has its unique strengths and weaknesses. Where possible, the framework emphasizes a party's strengths and minimizes its weaknesses.

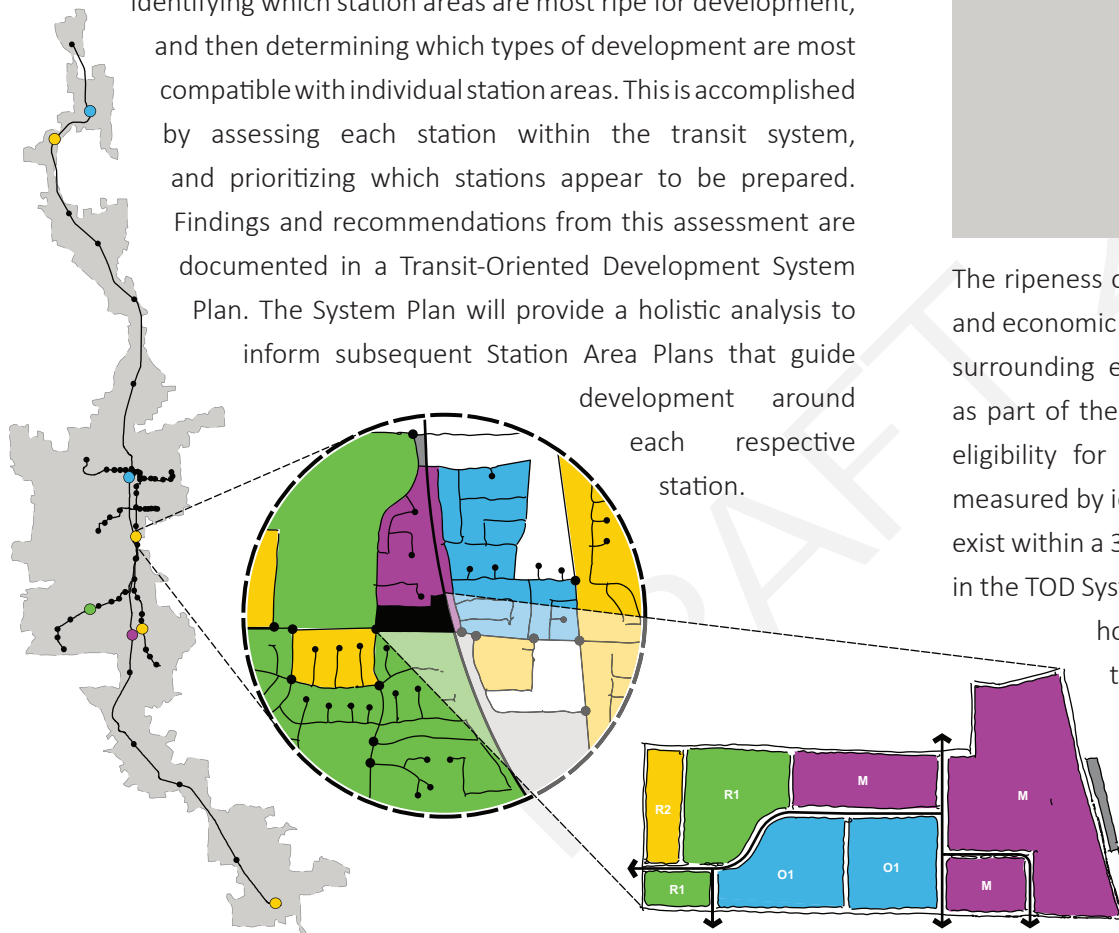




**Fig 5.x:** Illustration of Development Framework

# Planning Phase

Planning Transit-Oriented Development is accomplished by first, identifying which station areas are most ripe for development, and then determining which types of development are most compatible with individual station areas. This is accomplished by assessing each station within the transit system, and prioritizing which stations appear to be prepared. Findings and recommendations from this assessment are documented in a Transit-Oriented Development System Plan. The System Plan will provide a holistic analysis to inform subsequent Station Area Plans that guide development around each respective station.



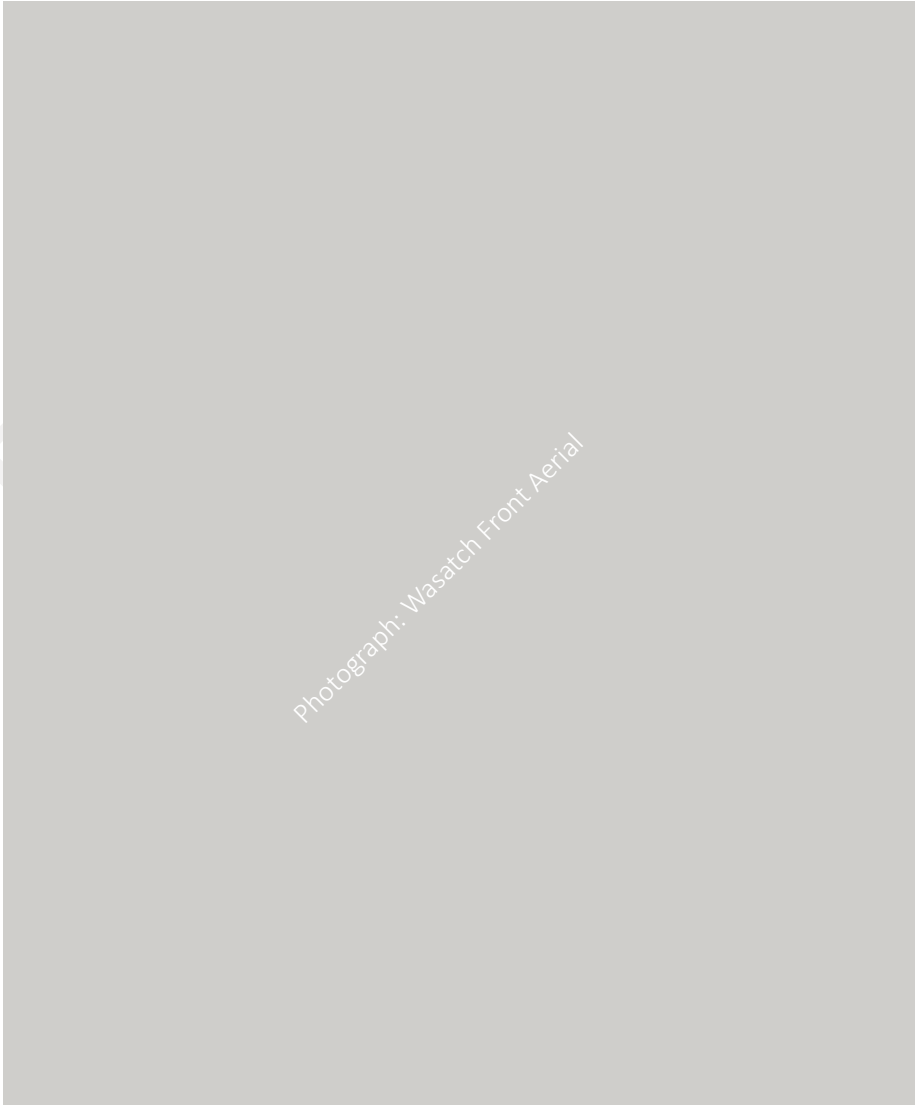
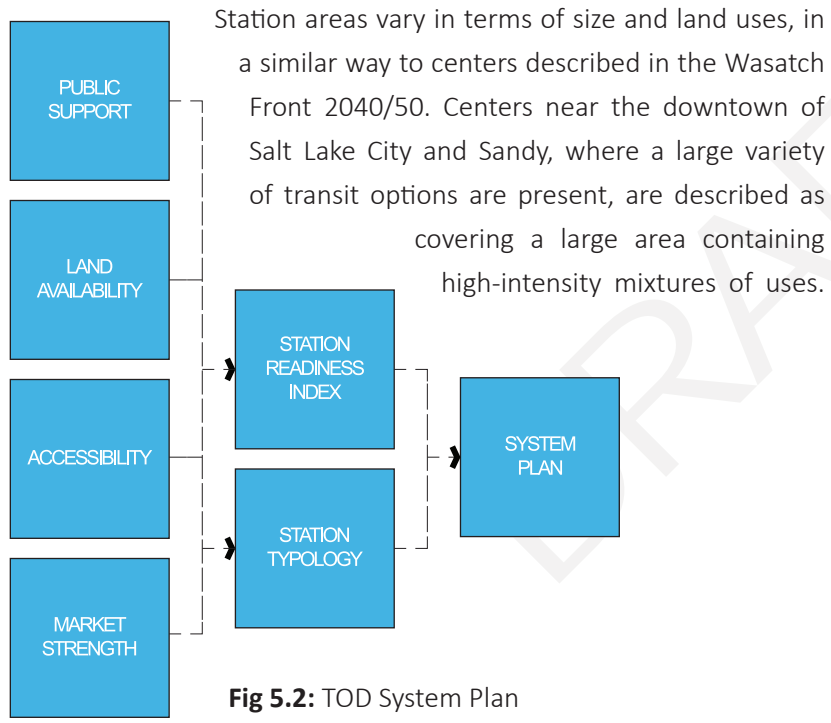
The ripeness of a station area is determined by measuring the social and economic dynamics, physical character, and municipal regulations surrounding each station. Two specific factors that are measured as part of the TOD System plan relate to access to opportunity and eligibility for affordable housing funds. Access to opportunity is measured by identifying how many job and educational opportunities exist within a 30-minute transit commute. By including this as a metric in the TOD System Plan, it is possible to identify sites where affordable housing would be most effective. Household incomes are then measured around stations to ensure that these areas meet the qualifications for Low Income Housing Tax Credits (LIHTC) and other substantial affordable housing funds. These factors are used to objectively assess each station within the UTA system and compare them in an index that lists which stations are most conducive to development at that time.

**Fig 5.x:** Illustration of Planning Phase Processes (from left, TOD System Plan, Station Area plan, Concept Plan)





The TOD System Plan is intended for use by a varied audience, for a variety of purposes. Local municipalities are able to use this information to understand what factors may be adjusted to improve the feasibility of Transit-Oriented Development within their respective station areas. The development community is able to use this information while considering site selection and project planning. UTA uses this information in order to identify which station areas are ready for development so that it may begin the Station Area Planning Process with those communities.



Photograph: Station Area

While in the more suburban and rural areas, centers are described as covering smaller areas containing less intense land uses. Station areas are identified and planned so that development around the station may be easily managed by its respective municipality and community.

For those areas that appear ready for Transit-Oriented Development, UTA works closely with the respective municipalities and local communities to create Station Area Plans. The purpose of these plans is to formulate a vision for the area that is informed by an assessment of existing conditions, as well as community feedback. Station area plans are used to form a baseline upon which the municipality and UTA may plan and implement, infrastructural improvements, affordable housing, ordinance amendments, and design guidelines. With the Station Area Plan completed and adopted by the respective municipality, policies and public investments encouraging the appropriate type of development may be put into place.

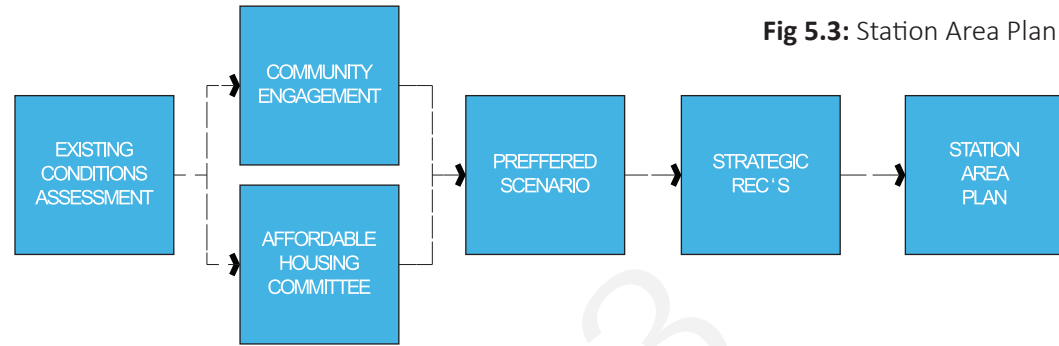
During the Station Area Planning Process, affordable housing provisions are addressed specifically. This begins by first assessing information included in the relevant General Plan that pertains to affordable housing. This information is used to form a basic understanding upon which additional analyses may be performed to identify affordability gaps and market feasibility. After identifying the need for affordable housing, types of funding are researched and documented for further consideration in the Implementation Phase.



An Affordable Housing Group is organized to validate findings and further explore solutions for a specific station area. This group consists of representatives from state, regional, local housing organizations, and representatives from the community.

The main purpose of this group is to review the findings documented during the Existing Conditions Assessment, and identify where affordable housing would be most appropriate, how it might be stratified, and what types of funding might be available for development. Recommendations made by Affordable Housing Groups are used to facilitate conversations with communities and to eventually establish a preferred vision for a station area.

Strategic Recommendations are included in Station Area Plans with the intention of creating a common path forward, upon which UTA, municipalities, and the region agrees. These recommendations may involve such things as; amendments to zoning ordinances or maps, the establishment of Community Development or Redevelopment Areas, or modifications to the municipal Capital Improvement Program. It is imperative that these recommendations are compatible with a municipality's priorities and values, especially those that relate to the neighborhoods directly adjacent to a Station Area. Upon completion of these Strategic Recommendations, it is generally expected that the Station Area Plan will be adopted by its respective municipality.



**Fig 5.3:** Station Area Plan

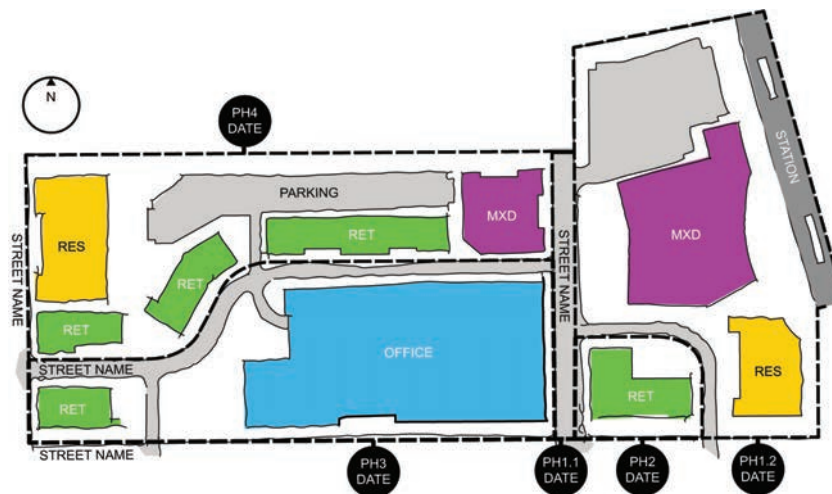
The final step of the Planning Phase is to compile and document all findings from both the TOD System Plan and Station Area Planning Processes. These findings are used to inform the procurement process selection criteria, as well as material for Master and Site Plan Reviews.

Photograph: Affordable Housing

# Implementation Phase

The primary purpose of the Implementation Phase is to provide a transparent method for UTA to realize plans and visions established during the Planning Phase. This is accomplished by collaborating with private developers and local communities. If UTA controls property within a station area plan, a rigorous procurement process will be used to select development partners that exhibit the necessary qualifications and expertise to carry out individual projects. With its development partners, UTA ensures that master planning and site planning is done with public interests in mind and that the final product offers the maximum community benefit.

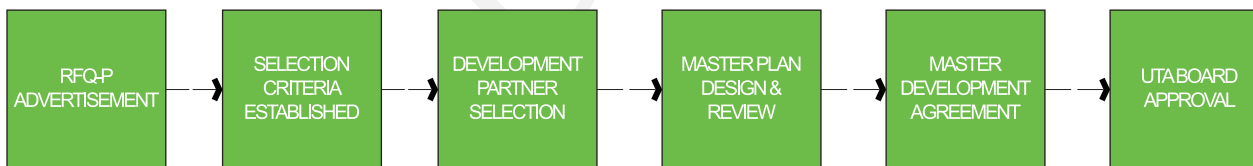
The Transit-Oriented Development Procurement Process allows UTA to identify and select development partners who are best-suited for specific development projects. This is done transparently through Request for Qualifications and Proposals (RFQ-P). Using information from the Station Area Planning Process, UTA identifies major features, land uses, and design standards that have been discovered through the Station Area Planning Process and will offer the greatest benefit to the community. These standards are then included in RFQ-P documents in



order to excite and encourage developers whose skills and expertise align with the community’s vision. Responses to RFQ-Ps are evaluated by a committee in order to identify the best-suited developer for a specific project.

Development partners selected for individual projects have the prerogative to proceed with master planning and design efforts. Master plans are created in order to provide a general description of the development program, phasing schedule, and layout of the site. Doing so allows a large site to be fragmented into smaller, more flexible

phases, without losing continuity of the whole. UTA has organized a multifaceted Design Review Committee in order to review designs proposed by development



**Fig 5.x:** Procurement Process

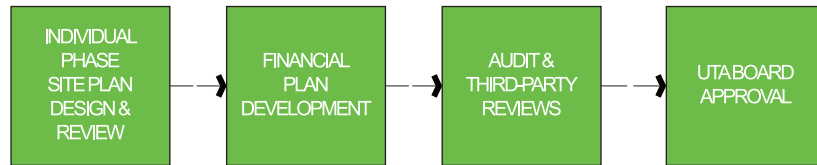
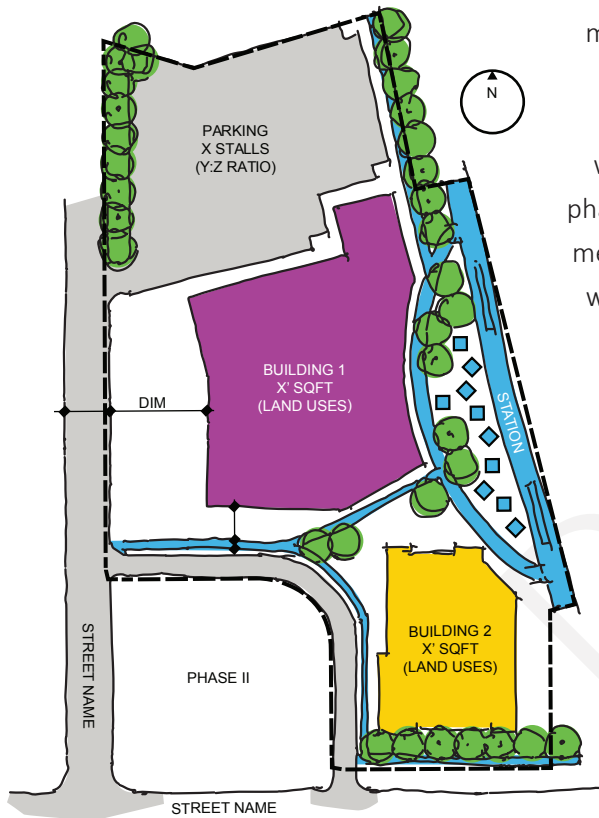


partners. Doing so ensures that proposals adhere to the requirements set forth in RFPs, and protects the community's interests.

Financial plans are produced by development partners for individual development phases. Plans are reviewed by UTA staff, as well as a third-party consultant, to ensure that the terms are market feasible, honest,

and an efficient use of public investment. All reviews are

made available to the UTA Board of Trustees, who ultimately decide whether a proposed phase of development meets UTA criteria and is worth pursuing.



**Fig 5.x:** Illustration of Development Phase Process

Illustration: Sandy East Village

## Management Phase

Construction of transit-oriented development must be well organized and orchestrated. It is imperative that construction does not adversely impact patronage, parking, or transit operations. In order to prevent conflicts from occurring, UTA works directly with project engineers and contractors to help them understand where the safest location for staging and construction areas may be. During construction UTA remains involved by attending regular coordination meetings with the contractor and developer. Doing so allows concerns to be addressed on a weekly basis.

Once completed, individual projects are maintained by third-party property management companies. This involves overseeing property leases, common maintenance, and general operations of the property. Standard metrics that are used by the property management company to monitor the operations, such as vacancy and lease rates, are also used by UTA and fed back into the System Plan. Feeding this data back into the TOD System Plan allows the system plan provide an understanding of how market forces are affecting and being affected by Transit-Oriented Development within specific Station Areas, as well as throughout the region.



Photograph: Jordan Valley (Novi)

DRAFT 2.3





**UTAH TRANSIT AUTHORITY BOARD OF TRUSTEES  
Action Agenda Item Coversheet**

<b>DATE:</b>	<b>April 19, 2017</b>
<b>CONTACT PERSON:</b>	<b>Bob Biles or Jayme Blakesley</b>
<b>SUBJECT:</b>	<b>Clearfield Station Status Update</b>
<b>BACKGROUND:</b>	<p>In its meeting of February 22, the Board approved disposition of a portion of the Clearfield TOD property to Thackeray Garn. That disposition has been completed. Accordingly, the operating agreement with Thackeray Garn has been terminated and UTA is the controlling entity for the remaining 60.4 acres.</p> <p>Clearfield City has offered to purchase a portion of the property for economic development purposes. UTA is working with Clearfield City and their industrial prospect to identify matters, such as rail access authorization from Union Pacific, which must be resolved before the Committee can consider the offer.</p> <p>At the April 19 meeting, the Committee will be discussing:</p> <ul style="list-style-type: none"> <li>• Guiding principles it wishes to use to consider the offer</li> <li>• Future property use options</li> </ul> <p>Staff will lead a discussion on the guiding principles. Representatives from Wasatch Front Regional Council, Governor's Office of Economic Development, and Clearfield City will provide several viewpoints about future property use options. After these presentations, the Committee may wish to provide additional guidance to staff regarding the guiding principles.</p> <p>Staff is requesting a closed session to discuss terms of Clearfield City's offer.</p>
<b>ALTERNATIVES:</b>	Information for discussion

<b>PREFERRED ALTERNATIVE:</b>	N/A
<b>STRATEGIC GOAL ALIGNMENT:</b>	Supports the promotion of stewardship and community
<b>FINANCIAL IMPACT:</b>	N/A
<b>LEGAL REVIEW:</b>	Legal staff have been actively involved in this process
<b>EXHIBITS:</b>	1) Ppt. Clearfield Station Status Update

# Clearfield Station

Status Update – April 19, 2017



# TOD Context

- Thackeray & Garn Co. (TGC)
- Stadler Rail
- UTA Reforms
- Federal Investigation
- TOD Policy Reboot

# TOD Context – List of Active/Cancelled TODs

1. Sandy Civic Center (Hamilton Partners)
2. Jordan Valley Station (Boulder Ventures)
3. South Jordan Station (TGC)
4. 3900 South Meadowbrook Station (Columbus)
5. Provo Intermodal Center (Cowboy Partners)
- ~~6. Clearfield Station (TGC)~~
- ~~7. Farmington Station (TGC)~~
- ~~8. North Temple Station (TGC)~~
- ~~9. 1300 South Ballpark (TGC)~~
- ~~10. 3900 South Meadowbrook Station (TGC)~~
- ~~11. Murray Central Station (TGC)~~
- ~~12. Salt Lake Central Station (Cottonwood Partners)~~
- ~~13. Ogden Intermodal Center (Cottonwood Partners)~~

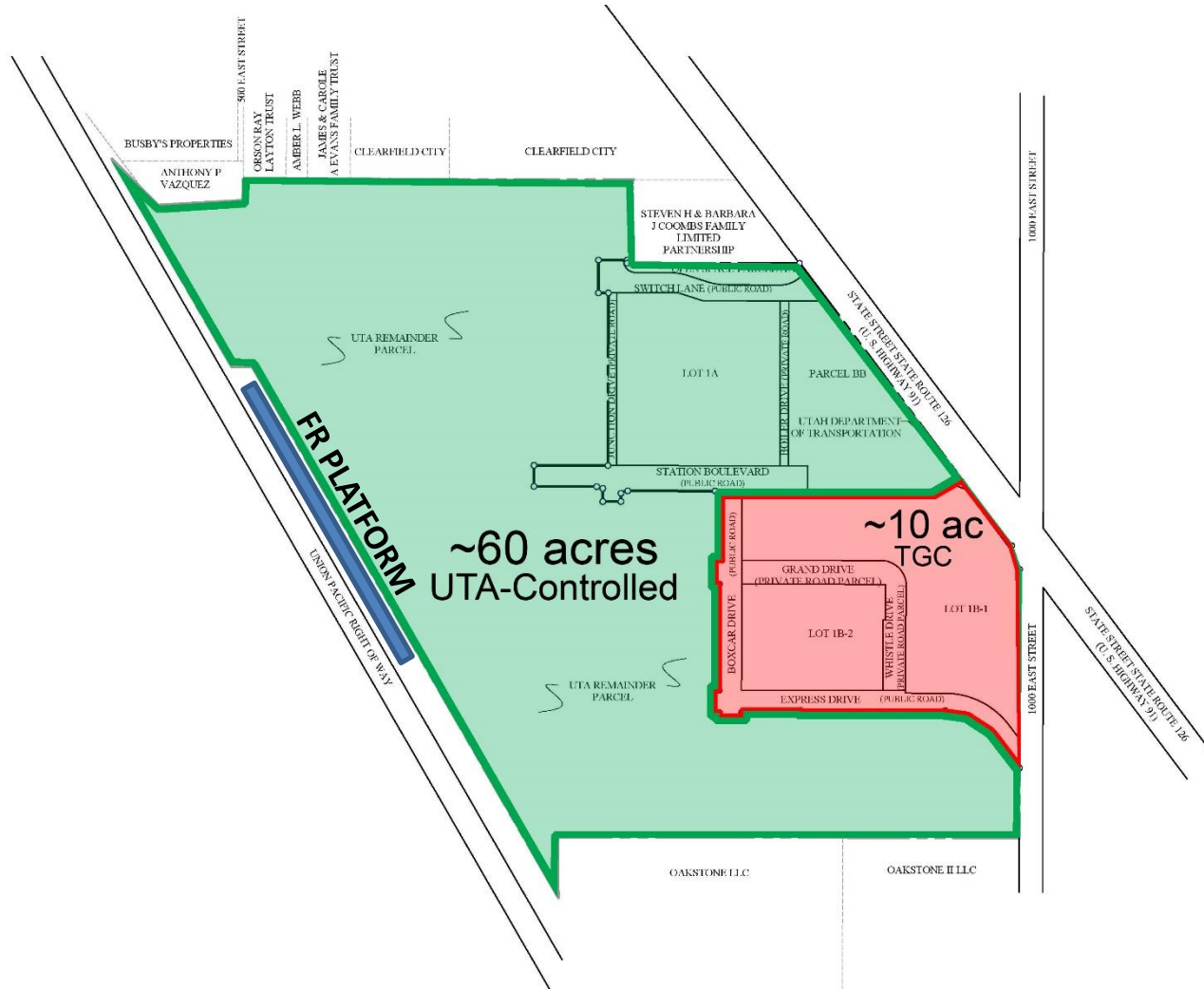
# History of TOD at UTA

<b>1998-99</b>	<b>UTA constructs first light rail line Begins exploring TOD</b>
<b>2010</b>	<b>Wasatch Choice 2040 is adopted Utah State legislature authorizes UTA to participate in limited number of TOD transactions</b>

# History of Clearfield TOD Site

<b>2007-08</b>	<b>Bodell Construction selected as developer LOI signed with LNC Investments</b>
<b>2008-13</b>	<b>Development rights purchased by TGC LOI signed with TGC UTA/TGC operating agreement executed</b>
<b>May 2016</b>	<b>UTA sent letters terminating TGC selection on 5 sites</b>
<b>September 2016</b>	<b>UTA sent letter to TGC requesting termination of Clearfield TOD operating agreement</b>
<b>November 2016</b>	<b>Davis County/Clearfield City contact UTA about Clearfield site for industrial project - Stadler</b>
<b>February 2017</b>	<b>UTA Board authorizes settlement and termination of operating agreement with TGC Clearfield City submits offer for portion of Clearfield TOD site</b>
<b>March 2017</b>	<b>UTA terminates operating agreement with TGC</b>


# Clearfield TOD – UTA-Controlled Property





# History of UTA-Stadler Lease at Warm Springs

<b>1<sup>st</sup> Request for Proposal</b>	<ul style="list-style-type: none"><li>• <b>Sept. 4, 2015 – 1<sup>st</sup> RFP posted</b></li><li>• <b>Sept. 2015 – Switzerland Trip</b></li><li>• <b>Sept. 30, 2015 – 1<sup>st</sup> RFP canceled</b></li></ul>
<b>2<sup>nd</sup> Request for Proposals</b>	<ul style="list-style-type: none"><li>• <b>Oct. 9, 2015 – 2<sup>nd</sup> RFP posted</b></li><li>• <b>Oct. 27, 2015 – Stadler awarded lease within UTA facility</b></li></ul>



# **Proposed Action and Timeline for Transit-Oriented Communities Committee**

# Clearfield Offer - Required Board Actions

- Remove property from TOD program
- Change property designation to Surplus
- Approve sale of property to Clearfield City

# UTA Requirements & Considerations

- Protect transit-critical infrastructure
  - Operations (including rail access)
  - Facilities (station, parking, bus loop, etc.)
  - Access (pedestrian, bike, motor vehicle)
- Support regional growth vision
- Support local vision
- Receive fair market value for property
- Process and Transparency



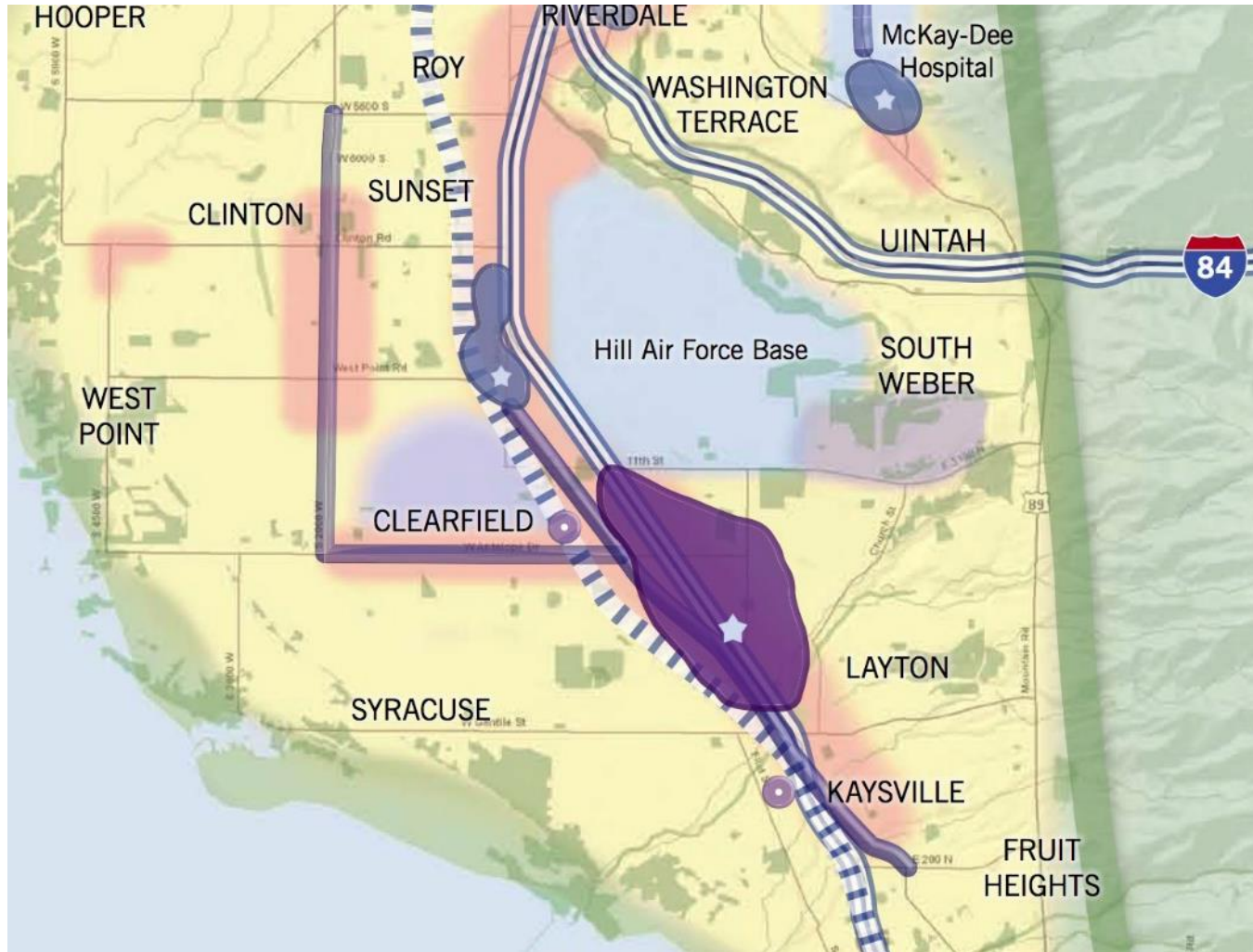
# Transit Critical Infrastructure - UTA Design Review Committee Conditions

- Zoning amendments limited to property sold to Clearfield
- Trails to be preserved and design coordinated with UTA
- Main road to have on-street parking, bulb-outs, street trees, and 5' minimum sidewalks
- Travel lanes to be designed to accommodate bus
- Intersections to create grid
- Rail access issues to be resolved

# Future TOD Opportunity

- UTA to retain rights for a viable TOD on remaining property
- Clearfield City CDA funding for garage
- Final Stadler plan to accommodate TOD

# Regional Growth Vision – Wasatch Choice 2040





# Transit Oriented Community Discussion – Invited Guests

- **Regional Vision for Clearfield Area**  
Andrew Gruber – Wasatch Front Regional Council
- **Economic Development Objectives**  
Ben Hart – Governor’s Office of Economic Development
- **Community Vision**  
JJ Allen – Clearfield City

# Requested Schedule

Action Item	Responsible Party	Projected Completion	Dependency
Rail Design	Stadler/Clearfield	April 15	
FTA Concurrence	UTA/FTA	May 15	Site Plan
Rail Access Approval	Stadler/UPRR/UTA	May 15	Rail Design
3 <sup>rd</sup> Appraisal	UTA/Clearfield	May 15	Preliminary Plat, Scope
Negotiate Price/Terms	UTA/Clearfield	May 19	3 <sup>rd</sup> Appraisal
TOC Committee	UTA	N/A	
UTA Board Approval	UTA	May 24	Site Plan Rail Design/Access Land Price & Terms

# Alternative Schedule (w Public Input)

Action Item	Responsible Party	Projected Completion	Dependency
Rail Design	Stadler/Clearfield	April 15	
FTA Concurrence	UTA/FTA	May 15	Site Plan
Rail Access Approval	Stadler/UPRR/UTA	May 15	Rail Design
3 <sup>rd</sup> Appraisal	UTA/Clearfield	June 9	Preliminary Plat, Scope
Negotiate Price/Terms	UTA/Clearfield	June 13	3 <sup>rd</sup> Appraisal
TOC Committee in Clearfield w/ Public Comment	UTA	June 14	Site Plan Rail Design/Access Land Price & Terms
UTA Board Decision	UTA	June 28	TOC Review



# QUESTIONS & DISCUSSION