East Streetcar Master Plan

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Adopted by The City of South Salt Lake, _______ 2014

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The photos included in this plan are examples of high-quality development projects that meet many of the goals and standards of the East Streetcar Master Plan.

The Pearl District in Portland, Oregon

* Refer to the East Streetcar Design Study for additional design details
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Introduction

Purpose

The East Streetcar Master Plan is the culmination of over a decade of discussion, planning and design to create a neighborhood that blends the best of both the past and the future. This Master Plan guides the future development of the neighborhood by:

- showing residential and business types that are encouraged,
- proposing standards for new development,
- recommending improvements to enhance the surrounding community and,
- guiding South Salt Lake leaders on ways to make this plan a reality.

This vision will be achieved as individual property owners sell property to developers and builders, on the timeline that is right for them. The Plan does not propose changes to existing single-family homes, which are intended to remain. It is a long-term plan that may take years to complete.

Vision

This will be a vibrant, walkable neighborhood with a wide selection of homes for current and future residents of South Salt Lake. Its character, amenities and strong connections to both Downtown South Salt Lake and to Sugar House will make it one of the most desirable neighborhoods on the Wasatch Front.

Goals

- Protect neighboring homes and property values
- New development will be context sensitive through height transitions, density blending, and compatible design,
- Improve neighborhood safety and appeal
- Revitalize or replace neglected properties
- Increase home-ownership of existing homes
- Build high-quality new housing for a wide spectrum of residents (age, income, culture)
- Create a quality urban neighborhood that appeals to new residents
- Maximize the opportunity to locate housing and jobs adjacent to transit, bike and pedestrian ways
- Support building a true downtown South Salt Lake to the west
The East Streetcar Master Plan area includes businesses and multi-family housing between State Street and 500 East. The area is approximately one block wide (north to south). Single-family homes are not included.

The heights of buildings in the East Streetcar Area were mapped and modeled in 3-D to understand their size and scale, so standards for new development could promote compatible infill.

- **yellow** = one-story single-family homes
- **orange** = two-story businesses, homes and apartments
- **red-orange** = three-story apartments
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The Neighborhood

A Closer Look

South Salt Lake City is a classic American, post-war suburb. It also has a significant business and industrial base. The neighborhood included in the East Streetcar Master Plan is the most established, well-respected and one of the most desirable in the city. Most homes and yards are well-cared for, updated and occupied by homeowners. Young people are moving in and homes sell quickly.

Each block is unique. The architecture varies from street to street (Craftsman bungalow, Victorian, Cottage), and the land uses do as well. Throughout South Salt Lake City there is a unique industrial character which often times mixes and blends with the surrounding community. There are also strictly commercial areas such as the blocks adjacent to State Street, which support the surrounding neighborhoods by providing them with access to shopping, and other essential services. While there is a strong presence of industrial warehouses, and commercial shops, the heart of the city lies within the homes of South Salt Lake residents, and the community in which they live. These neighborhoods are comprised of single family homes with a mix of duplexes, apartments, and townhomes. Each block in the study area faces different neighborhood challenges and conditions that are unique for redevelopment. It is important to the City of South Salt Lake that new development is constructed on a case by case basis, ensuring that context and community are taken into account.

For this reason, this Master Plan breaks down the 50-acre study area and makes very specific recommendations for different locations. For this plan, the area bounded by 2100 South and I-80 has been broken into “blocks” that are defined by the north-south streets (State, 200 East, 300 East, 400 East, and 500 East).
The East Streetcar Area is located directly east of the Downtown South Salt Lake redevelopment area, and directly west of Sugar House. The Central Pointe TRAX station in the Downtown South Salt Lake Area is approximately two miles from Highland Drive in Sugar House. 500 East is roughly the mid-point between the two districts and is the boundary between the two cities. Many people are unaware of this boundary and consider this neighborhood to be an extension of Sugar House.

The Streetcar and Parley’s Trail have brought the two areas closer together with both transit and a multi-use trail with safe, improved crossings. The real estate boom in Sugar House has had a positive impact on property values in the East Streetcar neighborhood.
Location

As the Salt Lake metropolitan region population grows and changes, areas close to downtown are becoming more urban, walkable and better connected with transit. South Salt Lake, with its proximity to downtown Salt Lake City and Sugar House is a primary target for new urban development. Sugar House Business District, less than one mile away, has experienced a real estate boom. Today over 1,000 new housing units have been built or are under construction, with a total of $400 million in private investment. This is attracting many new residents to both Sugar House and surrounding neighborhoods, including the East Streetcar neighborhood. Developers are seeking additional sites to meet the demand for housing, and office space along the S-Line streetcar corridor.

Downtown South Salt Lake is also beginning to take off. South Salt Lake has developed a Master Plan for 120 acres on the west side of State Street at 2100 to 2300 South. This plan includes nearly 1,000 housing units, 1 million square feet of commercial / office space and 150,000 square feet of shopping.

These business districts are destinations at the ends of the streetcar line, with well-loved, established neighborhoods in between. The residential neighborhoods in the East Streetcar area and in Sugar House offer highly desirable single-family homes in an otherwise quite urban neighborhood. It is a priority to protect the character of these homes and neighborhoods, and keep them a part of a diverse housing mix.

The addition of the streetcar and the Parley’s Trail connects this neighborhood to the entire region, via UTA TRAX and Commuter Rail, through the regional trail system. This complements easy access to I-80 and I-15, making the neighborhood attractive to people of many ages, abilities, incomes and interests.
**Growth and Change**

The growth of this neighborhood reflects a number of trends that are occurring in Utah and across the country.

- Baby boomers are aging and moving out of single-family homes into smaller, attached units.
- Young people are choosing to drive less, while biking, walking and using transit more.
- Many people are choosing to rent, instead of own, for lifestyle reasons. Also, home ownership is declining due to barriers with financing and the recent housing bubble.
- Employees are choosing where they live primarily based on lifestyle and amenities, more often choosing urban areas.
- Employers are locating where their employees want to be, instead of where business conditions are favorable (such as low tax rates).

This is the most significant development trend since the baby boom created the American suburb. It has spurred a comeback of cities and urban areas. Yet, the Wasatch Front has a dramatic shortfall of housing choices, to match the needs and desires of people seeking a diversity of housing types. In particular, there is a shortfall of medium density housing, such as townhomes and condos. South Salt Lake is well positioned to take advantage of these trends and invite more new residents and businesses to settle in this prime location.

This perspective has been shared with the City by academic researchers, by local developers and by businesses. It is an important perspective to consider when looking to the future of the city and its economy. This perspective is balanced by the needs and desires of current and future residents, property owners and businesses.

**Listening to Neighbors**

Residents in this neighborhood shared their ideas and issues through a variety of meetings, workshops and one-on-one conversations. These collaborative efforts are what helped the City identify the concerns the surrounding residents had about future development. This information has helped shape the goals of this plan, of the City’s Housing Plan, and has also guided the strategy for downtown South Salt Lake.

The “Missing Middle” includes high-quality housing options that are a welcome part of healthy community building. This includes twin homes, duplexes, fourplexes, bungalow courts, mansion apartments and live-work units.

These medium-density homes serve as a transition between single family, low density development and high density or commercial uses in a manner that feels appropriate and contextual.
The major issues identified and addressed in this plan are:

- Increase in traffic and parking
- Current and potential problems with incompatible infill
- Preference for owner-occupied units over rental units
- Safety around the streetcar
- Existing and potential increase in crime

Some of these concerns are addressed through planning and zoning. Others are a matter of education, activism and patrol. Significant improvements can be made by investing in good design in both new development and the public spaces that surround it. These strategies are discussed in Section 4: Building a Better Future. The goal is to improve the future of the community while protecting the characteristics that make it valuable today.

Improving Quality of Life

This plan strives to improve the quality of life of South Salt Lake City’s residents, and business owners. This plan identifies factors that contribute to a more livable city and have incorporated them into this master plan. These include:

- Providing a variety of housing options, and job opportunities.
- Access to daily and essential needs such as grocery stores, schools, and recreation space.
- More quality housing choices, including “missing middle,” types, such as townhomes, twin-homes, mid-sized condominiums to serve people at all stages of life.
- Adequate parking and roads for new development.
- Balancing rental and owner-occupied units, with an emphasis on increasing owner-occupied units in this neighborhood.
- Transit options, pedestrian friendly environments, and safe bike ways.
- Public open space, community rooms and amenities that attract residents and visitors.
- Attractive street lighting, benches, signage and landscaping.

This plan pushes the boundaries of neighborhood needs to provide a better quality of life and more diverse housing and transportation options.
West Town, Chicago townhomes minimize their effective height with a “split-level” entrance with appropriate height transitions.

Tassafaronga in Oakland, California mixes affordable housing with commercial in a repurposed warehouse (warehouse not shown). The units surround a courtyard, have underground parking, and solar panels.

Markea Court condominiums at 270 South 700 East in Salt Lake City bridge between single-family homes and a busy commercial street.

Repurposed warehouse building with new housing units and roof top terraces on Fremont Avenue in Pasadena. A low-slung, two-story parking garage is adjacent.
Envisioning the Future

The Vision
Revitalizing this neighborhood has been a point of discussion over numerous plans and studies in the last decade. This includes:

- Scoping, design and construction for the S-Line Streetcar
- Visioning for transit-oriented redevelopment along the 2-mile S-Line corridor in Salt Lake City and South Salt Lake
- Urban design for creating a greenway, Parley’s Trail and amenities alongside the streetcar
- Master planning Central Pointe as South Salt Lake’s new downtown
- Density studies for the East Streetcar area to understand development potential
- Creating the East Streetcar Master Plan to outline ideal development scenarios, design guidelines and land use

These studies have progressed from broader concepts to more detailed design. They have all focused on how to redevelop properties that have a higher and better future use.

Development Potential
Potential uses and development density was studied to understand the potential for change, where it was most appropriate, and densities that are context appropriate. This is shown on the Development Potential map. Several factors were considered:

- Compatibility with neighboring properties
- Likelihood of property to sell and convert to a new use
- High cost of property acquisition and its impact on density
- Market realities, which drives who will buy and how much they are willing to spend on housing
- Amount of new development investment, which can be recaptured in property taxes and spent on neighborhood improvements

Successful Case Studies
A successful project is not singulary beneficial; more often than not it respects and enhances the existing development surround the project and portrays industry “best practices.” Examining successful
Conceptual Density Study: IBI Group
In order to propose context sensitive design solutions for future development, a 3-D model (SketchUp) of the streetcar corridor with the existing neighborhoods and case study projects was developed. This provided the City with the tools to better understand appropriate building heights, building design, structure orientation, potential safety concerns, Crime Prevention Through Environmental Design (CPTED), locations for varying densities, desired pedestrian/bike/automobile circulation and the necessary parking required, all in relation to the adjacent existing neighborhood.

Public Outreach

The 3D design study became an important tool for reviewing what future development could look like. Using this study, a design concept was developed for each block to explore design solutions.

The study was reviewed and modified by South Salt Lake Police, Fire and Public Works Departments to ensure that issues of safety and capacity were considered. It was reviewed by developers for constructability and to identify potential barriers to development. It was presented and discussed in six neighborhood block meetings to solicit feedback in a comfortable manner where residents could voice their concerns. Individual meetings were also held with commercial property owners adjacent to the streetcar.

Design Study Concepts

The Design Study for each block, which are concepts only, are included on the following pages.
Notes:

- This is a concept design only, to illustrate recommended design solutions, including building size, scale and placement.
- Buildings placed on each block mimic the Model Projects illustrated in this Master Plan and are not intended to dictate future architecture.
Unique Qualities:
- Highly visible - State St. traffic and easy access to I-80
- Excellent street access
- Across the street from Downtown South Salt Lake
- Single family homes on southeast and south side (note: illustration shows homes on southeast gone, but this is not suggested)

Unique Solutions:
- Create gateway to city by building significant architecture on State St.
- Visibly appealing for apartment and commercial tenants
- New street connecting State St. to 200 East to provide access to new buildings
- Serve as a “bridge:” to Downtown South Salt Lake by allowing taller buildings, and encouraging commercial, retail and mixed use.
Unique Qualities:
- Desirable location across street from 300 East streetcar stop
- Limited land for redevelopment, but includes prime corners
- Access from 300 East
- Developable parcels bordered by church and apartments
- Only one single family home adjacent to developable parcel

Unique Solutions:
- Opportunity for mixed-use or commercial buildings on corners
- New street from 200 East to 300 East to provide access and May not be possible to extend throughout the whole block
- Smaller parcels drive smaller-scale project
- Limited impacts to immediately adjacent neighbors, allowing more versatile architecture.
**Design Study Block 3 Detail - 300 East to 400 East**

**Unique Qualities:**
- Easy street access from 300 East
- Desirable location adjacent to 300 East streetcar stop
- Each side of streetcar corridor occupied by two large warehouses
- Single family homes border length of block on developable parcels

**Unique Solutions:**
- New street from 300 East to 400 East to provide access to new buildings.
- Opportunity for mixed-use or commercial uses on 300 East corner
- Large parcels help create a large, coordinated project with greater amenities included
- Carefully control design to limit impact to single-family neighbors.

City of South Salt Lake
Design Study Block 4 Detail- 400 East to 500 East

Unique Qualities:
- Easy street access along 400 and 500 East
- Desirable location adjacent to 500 East streetcar stop
- North side of streetcar corridor occupied by one large warehouse, south side by two owners
- Single family homes border length of block on south
- Street and open space border length of block on north

Unique Solutions:
- New street from 400 East to 500 East to provide access to new buildings.
- Opportunity for mixed-use or commercial uses and signature gateway architecture on 500 East corner
- Large parcels help create a large, coordinated project with greater amenities included
- Carefully control design to limit impact to single-family neighbors
Building a Better Future

Housing

The housing market has changed dramatically in the past decade. New and renewed housing in this neighborhood will respond to market demands. South Salt Lake is preparing a market study to research what housing is in demand and to target the most desirable and needed sectors. The City is prepared to wait for the right market conditions in order for the right projects to be built.

Several actions are encouraged:

- Increasing desirability and awareness of the neighborhood to increase ownership (instead of rental) of existing single-family homes
- Prioritize construction of townhomes, twinhomes, condos and small-lot buildings that fill the gap between apartments and single-family homes
- Building high-quality rental properties for targeted groups, including students, seniors and lifestyle (upwardly mobile) renters
- Building high-quality apartments with professional on-site management.

These priorities are based on nation-wide Best Practices for developing and preserving neighborhoods. The city recently tightened planning and zoning standards to ensure quality development. Many previously built projects would not have been permitted under current requirements.

Traffic and Parking

South Salt Lake completed a parking traffic study in response to neighborhood concerns. This study concluded:

- All roads currently have traffic levels below capacity
- Proposed future development would exceed current capacity
- Parking for future development can be accommodated within the new developments.
- New roads to access new development are key to limiting traffic and parking on adjacent streets.
Safety

The design guidelines for new development and the amenities and improvements proposed in the public spaces help make a safer neighborhood. Several factors make neighborhoods safer:

- “Eyes on the street” - windows and porches overlooking public places.
- “Street life” people walking, biking, waiting for transit, spending time outdoors.
- Few hiding points - Landscaping should be trimmed, dark corners lit and walls need windows and doors to increase visibility.
- Crime Prevention Through Environmental Design (CPTED) - New projects should have built-in security measures such as lighting, fencing, security systems, and appropriate landscaping. A SSL Police Department CPTED review should be a part of every project approval process.
- Access points for safe exiting and escape routes.

The streetcar construction and planned upgrades for Parley’s Trail significantly improve safety in the corridor. Proposed new lighting, landscaping and sidewalks will also contribute to safety.

In addition to good design, there are several targeted actions the city can take to improve neighborhood safety:

- Revitalize or replace neglected properties.
- Code enforcement on buildings not up to code.
- Neighborhood clean-up through Community Connection and Urban Livability.
- Encourage participation in Good Landlord program.
- Require on-site property managers for apartments.
- Implement Neighborhood Watch programs.
- Monitor calls for service over time and track “hot spots.”

Neighbors also expressed concern for safety of kids, bikes, cars and pedestrians around the streetcar trains. The S-Line was designed to be as safe as possible, with significant attention paid to crossings, buffers to the trail and lighting. UTA and South Salt Lake are monitoring behavior and adjusting safety measures as needed.
Neighborhood Improvements
South Salt Lake is committed to making improvements in this neighborhood. Some of these have been funded by the city, while others involve partners (such as UTA and Salt Lake County). Some potential neighborhood improvements may include:
- Traffic calming (narrowed intersections, improved crossings)
- Parley’s Trail and S-Line Greenway landscaping and lighting
- Street lighting
- Internal streets
- Park space / green space
- Lighting
- Sidewalks
- Street trees
- Beautification projects

Investments and Incentives
Several different programs could be adopted to promote desirable growth and improvements in the neighborhood. These programs typically offer some sort of compensation in the form of a grants, or property tax incentives to attract desired new development. This would require funding from the City, its Redevelopment Agency and/or partners. Suggested programs include:
- First-time home-buyer assistance
- Financing for public improvements, such as lighting or streets
- Financial partnership to build housing that the city desires such as senior or workforce housing
- Financial partnership on shared parking
- Rental unit buy back
Design Principles

New projects will be designed to make the most of the unique location and neighborhood amenities while fitting compatibly into their surroundings. Several principles guide this:

1. Development should emphasize the streetcar, Parley’s Trail and greenway corridor.
   - Maximize the amount of sunlight that reaches the corridor to promote year-round activity and safety.
   - Orient activity toward the corridor, with entry doors, windows, store displays, signs, balconies, street furniture and other amenities.

2. Open space and public amenities should be added to the corridor and to the neighborhood.
   - Incorporate both private and public open spaces adjacent to the corridor and increase apparent setback.
   - No vehicle access adjacent to the corridor.
   - Create mid-block access points to the corridor.
   - Provide gathering spaces, street furniture, public art, and well-maintained landscaping.
   - Create opportunities to walk and ride bikes.

3. Development should create a medium-density urban form and a mix of uses.
   - Include mixed-use space at the streetcar stops, with small neighborhood stores, restaurants, lifestyle services, and office space.
   - Emphasize housing and office space, and avoid large-format retail.
   - Include active spaces on the ground floor.
   - Minimize parking requirements and eliminate surface parking wherever practical.
   - Allow interesting and iconic signs or murals that lend a unique character of the neighborhood.

4. Buildings and landscapes should be environmentally sensitive and architecturally interesting.
   - Maximize transparency and the amount of light entering buildings.
   - Reflect the industrial history of the streetcar, the “vintage American” neighborhood, and the historic significance of this neighborhood over the years.
   - Be energy-efficient and resource-conserving.
   - Maximize local climate and environmental conditions.
   - Include roof terraces, habitable balconies, green roofs and gardens.
   - Utilize Crime Prevention Through Environmental Design (CPTED).

Size, scale and types of potential development, including new street.
Private open space could provide a green transition the public space in the corridor.

Metropolitan Lofts in Portland Oregon, a highly transparent building with private balconies and green spaces that complement the public way.

Iconic signage and “active” use at a small grocery store.

Planning Tools

South Salt Lake will use a combination of planning tools to regulate new development while encouraging creative solutions. The East Streetcar Master Plan will be adopted and implemented by the Planning Commission and City Council. These will be determined as the zoning code is written.

Existing parts of the current Land Use Code in the Zoning Ordinance that may apply include:

- City-wide Design Standards
- Multi-Family Design Standards
- The Land Use Matrix, with an updated category for the East Streetcar Area
- The Master Plan Mixed Use Zone
- Amenity Standards

Potential future planning tools that may apply include:

- Form-Based regulations
- Commercial Design Standards (to be adopted in 2014)
- Mixed Use Building Design Standards (to be adopted in 2014)
- The Master Plan Mixed Use Zone
- Parks, Trails and Open Space Master Plan
- Design Review Committee

The city has hosted planning workshops involving neighbors and developers.