

# HOUSING SLC

2023-2027





**The Department of Community  
and Neighborhoods**

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**LIST OF ABBREVIATIONS:**

<b>AMI</b>	Area Median Income	<b>MIHP</b>	Moderate Income Housing Plan
<b>CAN</b>	Salt Lake City Department of Community & Neighborhoods	<b>NOAH</b>	Naturally Occurring Affordable Housing
<b>HSD</b>	Salt Lake City Housing Stability Division	<b>RDA</b>	Redevelopment Agency of Salt Lake City
<b>HUD</b>	US Department of Housing & Urban Development	<b>TIP</b>	Thriving in Place
		<b>USCB</b>	United States Census Bureau





## Chapter 1: **Executive Summary**

The current housing crisis demands a bold response. This plan, *Housing SLC: 2023–2027* (the “Plan” or “*Housing SLC*”) envisions a more affordable city for everyone and prioritizes individuals and households who face the greatest risk of housing insecurity, displacement, and homelessness.

*Housing SLC* updates the previous Housing Element of the Salt Lake City General Plan, *Growing SLC: 2018–2022*, while making changes to reflect evolving needs, priorities, resources, and conditions in the city. It also fulfills the Utah State Moderate Income Housing Plan mandate, expanding on the State’s basic requirements to promote a city where housing is ample and affordable, tenants are protected, and historic patterns of segregation and discrimination are reversed.

The Department of Community and Neighborhoods (CAN) led the effort to coordinate the Plan; however, many City departments have an essential role in furthering housing and neighborhood development goals in Salt Lake City. It requires a network of partners to alleviate housing instability and create sustainable, mixed-use, mixed-income neighborhoods with access to jobs, transit, greenspace, and basic amenities. While these multisector efforts are incorporated into *Housing SLC*, government resources and programs alone cannot adequately address the housing crisis.

Salt Lake City has a strong network of innovative market-rate developers as well as organizations that are deeply committed to affordable housing, including nonprofit agencies, mission-driven developers, community groups, financial institutions, and philanthropic foundations. This Plan is intended to expand and deepen the City’s coordination and collaboration with these organizations. Together we will foster ongoing partnerships to build a more affordable, resilient, and equitable city for all.

*Note: The State of Utah defines “moderate income” housing as housing affordable to households earning 80% of the Area Median Income (AMI) or less. This Plan uses “Affordable” and “Moderate Income” housing interchangeably.*





## Looking Back: Growing SLC

For the past five years, the City’s efforts on housing were guided by *Growing SLC*. The goals included in *Growing SLC* were:

- **Increase Housing Options:** Reform City practices to promote a responsive, affordable, high-opportunity market;
- **Affordable Housing:** Increase housing opportunities and stability for cost-burdened households; and
- **Equitable & Fair Housing:** Build a more equitable city.

A suite of 27 strategies supported these goals, and over the course of the last five years, all strategies were addressed. In response to legislative changes in 2022, the City created an implementation plan to make additional progress toward 12 *Growing SLC* strategies that correspond to strategies outlined in Utah Code 10-9a-403. The implementation plan covered the final months of *Growing SLC* and will be replaced by this plan beginning in July 2023.

*Housing SLC* expands on previous work with an eye toward creating a city where everyone belongs and can live affordably. To that end, many strategies included in *Growing SLC* are carried forward into *Housing SLC*. These include zoning changes to increase housing stock, providing services to vulnerable households, and growing the City’s community land trust, among others.

## Key Findings

Over the course of 2022, Salt Lake City engaged the public and collected both quantitative and qualitative data for analysis. Six key findings emerged that will guide the City’s efforts over the course of this Plan. The key findings are:

1. Rental vacancy rates are low and home sale prices are unaffordable to most residents, putting **strain on existing rental housing and causing rents to rise dramatically**.
2. Despite a housing construction boom, housing prices suggest **a shortage of housing supply overall, but especially housing that is deeply affordable** (affordable to renters earning 30% of AMI or less), with demand for housing outpacing supply.
3. Salt Lake City is majority renter, and **half of all renters are cost burdened**, spending more than 30 percent of their income on housing costs. Residents are concerned about renter’s rights and resources.
4. According to a survey of city residents, **affordable housing and behavioral health services** are preferred over additional emergency shelters and homeless resource centers as solutions for homelessness.
5. There is a **mismatch between the types of housing the market is producing and the needs of the community**. Residents perceive that most new housing is “luxury” while many desire more affordability throughout the city. Additionally, residents want more “missing middle” housing and more family-sized housing.
6. **Wages have not kept pace with cost of living**, especially housing-related costs, and residents are feeling increased stress about everyday expenses.





# Goals

From these key findings, the City developed three goals, each of which is supported by a series of action items, and which, as accomplished, will help alleviate the current crisis in housing affordability.

GOAL 1	
Make progress toward closing the housing gap of 5,500 units of deeply affordable housing and increase the supply of housing at all levels of affordability while reducing overall water use and improving air quality.	
Metrics:	<div><div>A</div>Entitle 10,000 new housing units throughout the city.<div><div>1.</div>Minimum 2,000 units deeply affordable (30% AMI or below)</div><div><div>2.</div>Minimum 2,000 units affordable (31% - 80% AMI)</div></div>
	<div><div>B</div>Increase the stock of rent-stabilized housing units by 4,000 units through new construction, acquisition, rehabilitation and conversion, and other methods.</div>
	<div><div>C</div>Increase the housing stock of deeply affordable housing units by 2,000 units through new construction, acquisition, rehabilitation and conversion, and other methods.</div>

GOAL 2	
Increase housing stability throughout the city.	
Metrics:	<div><div>A</div>Track, analyze, and monitor factors that impact housing stability in the city.</div>
	<div><div>B</div>Increase programs that provide stability in housing to at least 10,000 low-income individuals annually through housing stability programs funded by the City.</div>
	<div><div>C</div>Dedicate targeted funding to:<div><div>1.</div>mitigate displacement</div><div><div>2.</div>serve renter households</div><div><div>3.</div>serve family households</div><div><div>4.</div>increase geographic equity.</div></div>

GOAL 3	
Increase opportunities for homeownership and other wealth and equity building opportunities.	
Metrics:	<div><div>A</div>Provide affordable homeownership and wealth and equity building opportunities to a minimum of 1,000 low-income households.</div>

The pages that follow discuss the context from which these goals emerged and detail the strategies and actions to accomplish them, descriptions of which can be found in Appendix A. Additionally, an implementation plan is included to ensure accountability and transparency in accomplishing the goals and strategies outlined.







## Chapter 2: Existing Conditions

Over the course of 2022, Salt Lake City engaged the public and collected both quantitative and qualitative data for analysis. The data collected presents a story of existing conditions within the city and points to areas where the City can take action in order to help alleviate the crisis in affordability.

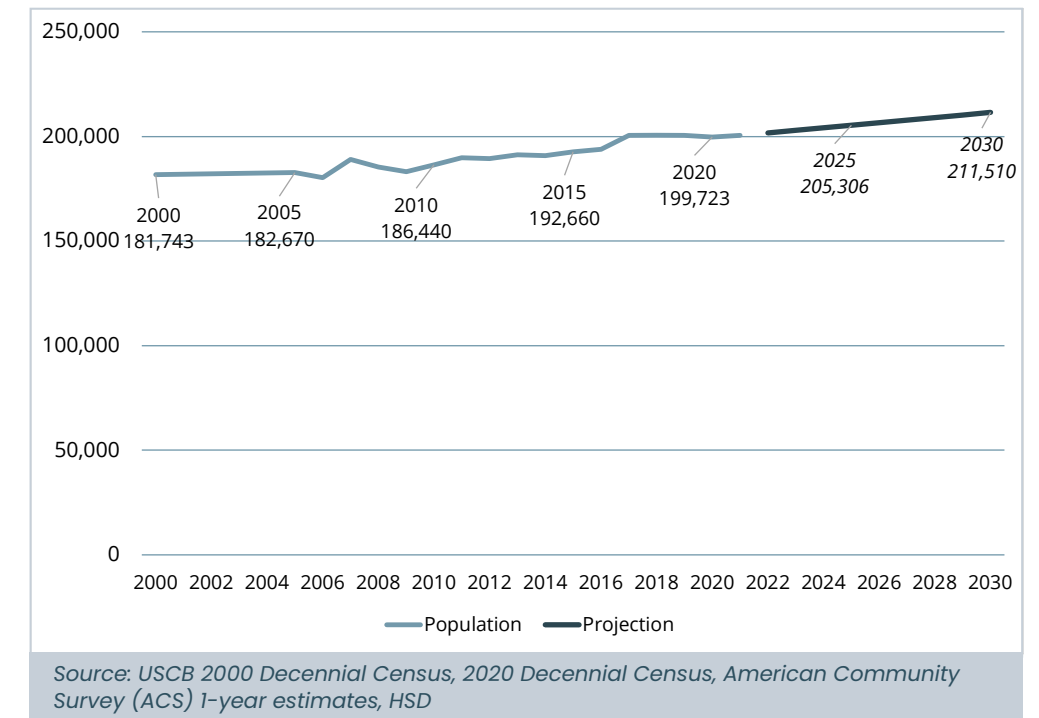
The data analysis is a congregate of U.S. Census Bureau (USCB), Kem C. Gardner Policy Institute, and metrics collected by the City. Multiple data sources are aggregated to tell a comprehensive story of the housing needs and market in Salt Lake City. A full discussion of the findings can be found in Appendix B.

### HOUSING NEEDS ANALYSIS

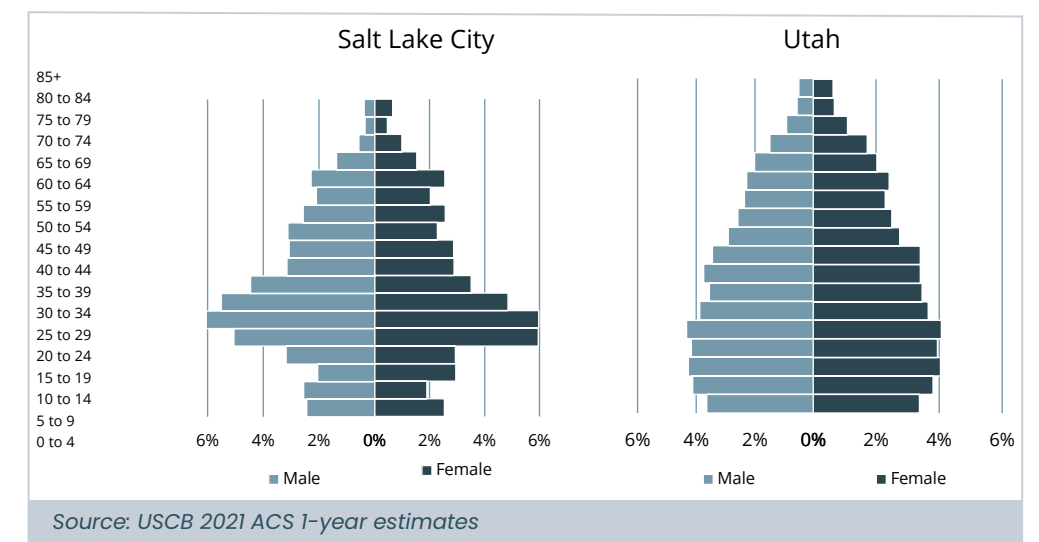
Salt Lake City is growing. Over the decade between 2010 and 2020, Salt Lake City's population increased by 7.1 percent, from 186,440 to 199,723 residents. This growth was almost solely attributable to adult in-migration (Kem C. Gardner Policy Institute, 2022, p. 3). This increase in population was significantly larger than the population increase between 2000 and 2010 (2.6 percent) (USCB, 2001, 2011, 2021a).

Looking to the future, a linear model of population growth suggests that Salt Lake City is projected to gain over 6,000 new residents in the next five years. See Appendix X, p.X. With an average household size of just over two people (USCB, 2022a), roughly 3,000 new housing units will be needed to accommodate this growth.

### Population and Projected Population, Salt Lake City, UT, 2000–2030

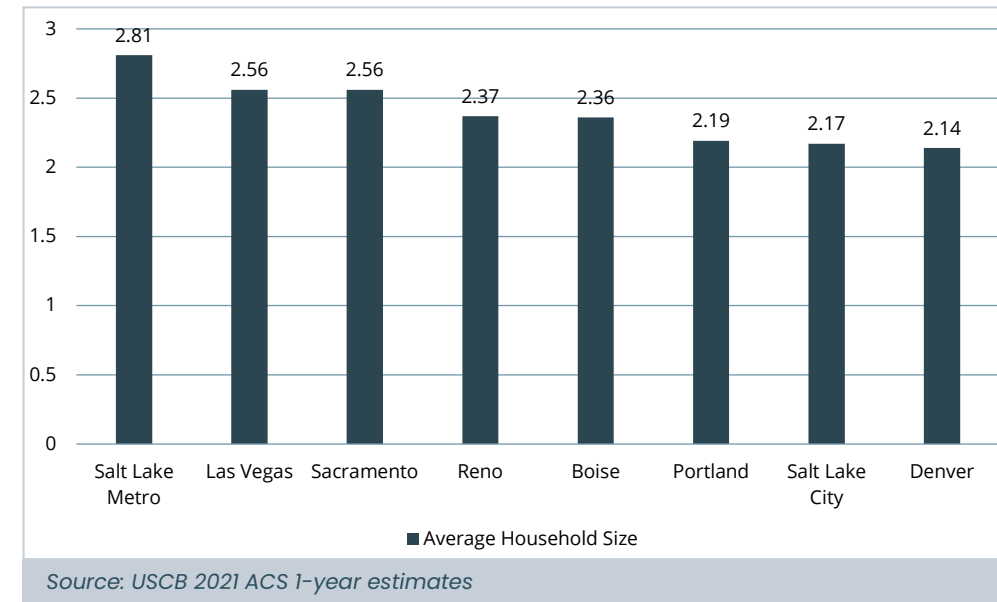


### Population by Age Cohort, 2021



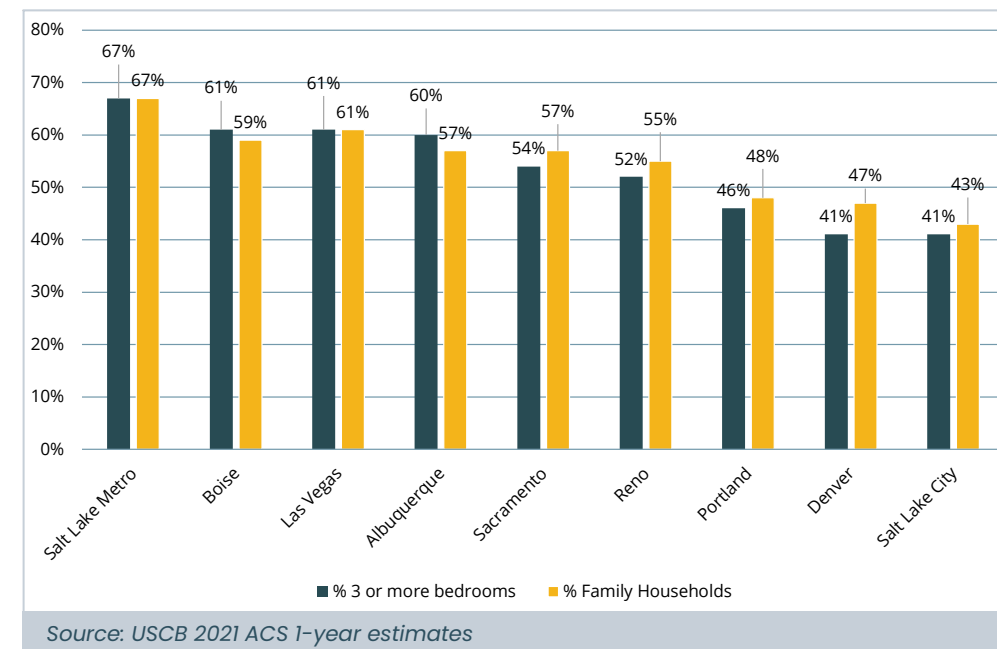


### Average Household Size, 2021



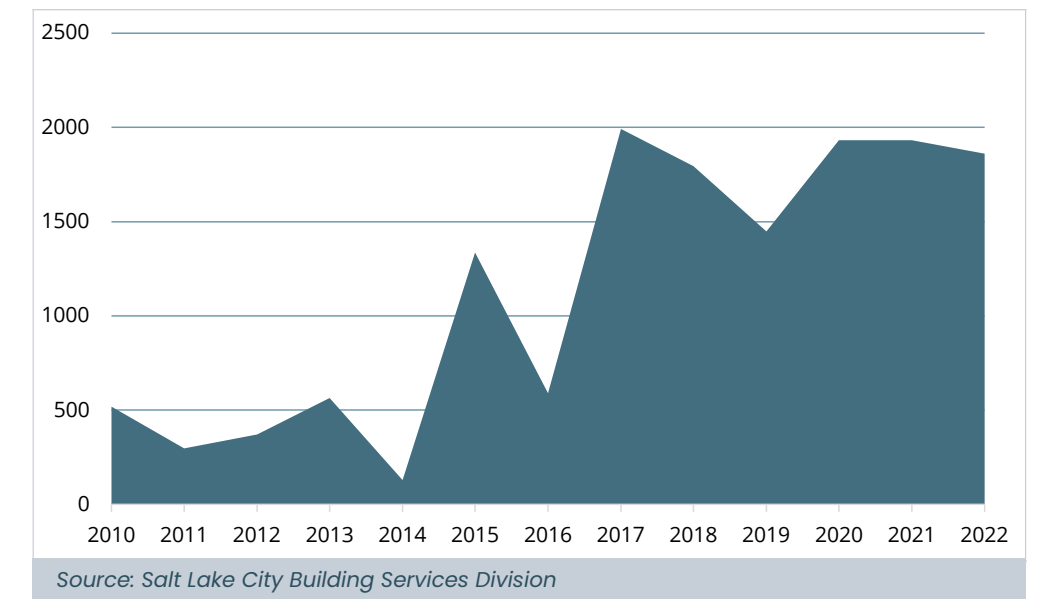
Salt Lake City has a declining proportion of family households, decreasing from 56 percent in 2000 to 43 percent in 2021 (USCB, 2001, 2022). Among regional peer cities, Salt Lake City has the lowest percentage of family-sized housing units (3+ bedrooms) with only 41 percent of all units. For comparison, the Salt Lake City Metro has 67 percent of its housing units sized for families, and Boise (first among peer cities) has 61 percent of its housing sized for families. Additionally, Salt Lake City's percentage of households with children under 18 years of age is 17.8 percent (USCB, 2022a).

### Family Sized Units v. Family Households, 2021



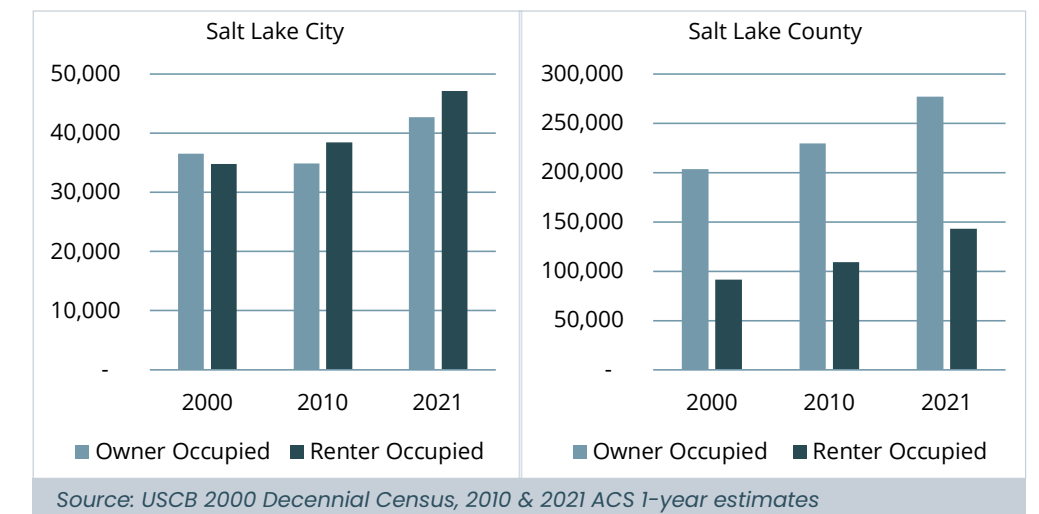
While the first half of the 2010s saw slow residential construction as society emerged from the Great Recession, construction of new housing has seen a dramatic uptick since 2017, with 10,135 new housing units receiving a Certificate of Occupancy between January 2017 and November 2022, compared with 3,807 new units from January 2010 to December 2016. Between 2017 and 2022, the average number of new units coming online each year approached 1,700 units. This increase in construction was a response to demand and was facilitated by zoning changes that allowed more units to be built.

### Number of Housing Units in Buildings that Received Certificate of Occupancy, Salt Lake City, UT, 2010–2022



Most of these new units are rental housing, which has caused a shift in household tenure over the last two decades. In 2000, 49 percent of households rented (USCB, 2001). By 2010, that number had shifted to 52 percent (USCB, 2011). That proportion has held steady through 2021, but with for-rent developments outpacing for-sale developments significantly, the trend is toward an increasing share of renter households.

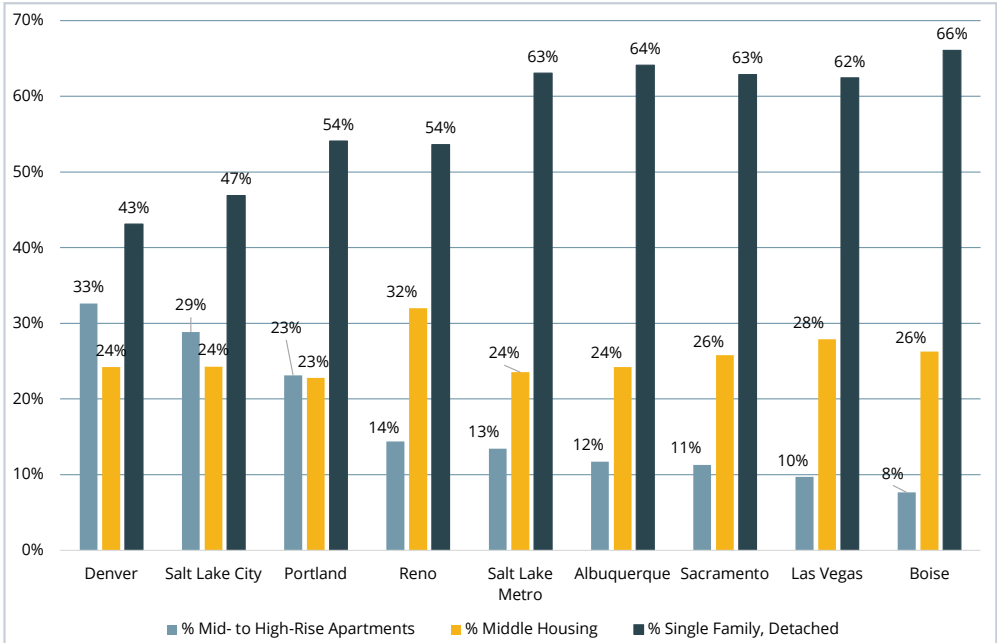
### Household Tenure, 2000–2021





In 2021, 29% of housing units were mid-to high rise apartments, second highest among peer cities in the region, with that percentage likely to increase based on current construction trends.

Housing Units by Building Type, 2021

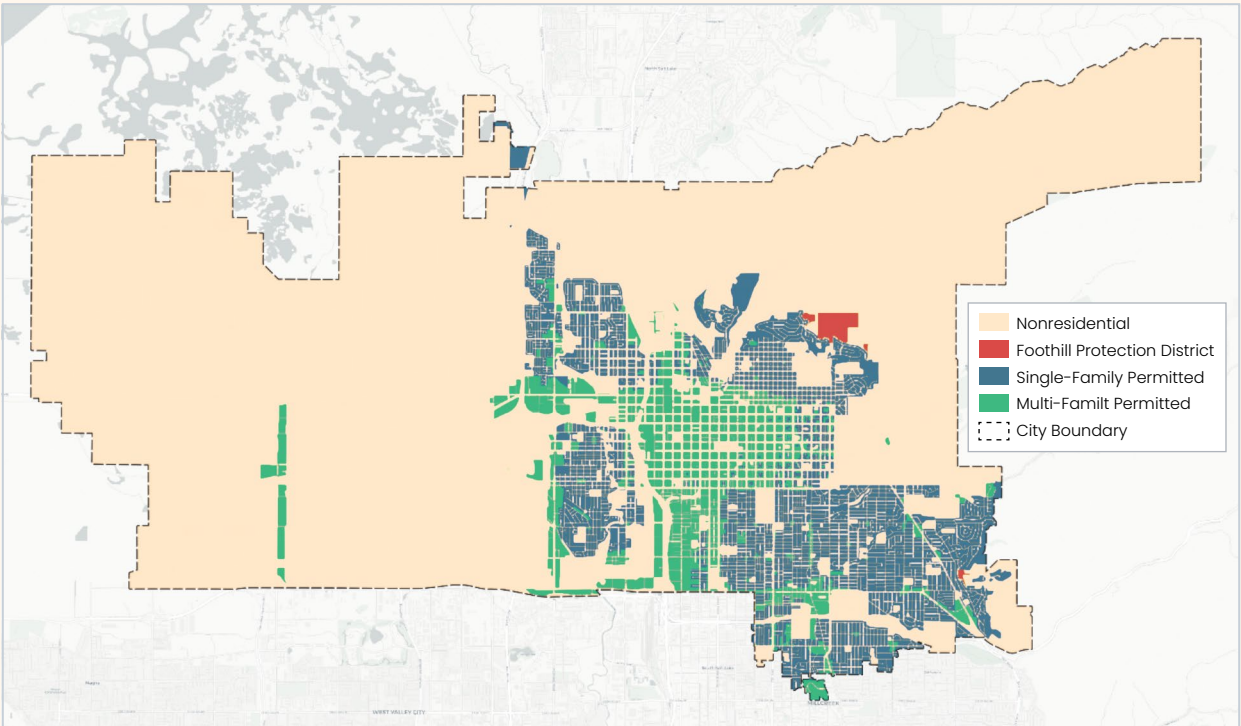


Source: USCB 2021 ACS 1-year estimates, HSD

Salt Lake City is at the forefront of multi-family housing construction in the state, with nearly half (43 percent) of all apartment units along the Wasatch Front receiving building permits located in Salt Lake City (13,400 units), and 24 percent of all permits located in the Downtown area (7,500 units) (Eskic, 2022a, p. 6). Over half (54 percent) of all apartment units in Salt Lake County under construction are in Salt Lake City (Eskic, 2022a, p. 1).

The construction of multifamily housing is limited to certain areas of the city, however. Large swaths of the city are undevelopable due to sensitive ecology including wetlands and foothills or proximity to the Salt Lake City International Airport, and over one third of the land zoned for residential use is limited to single-family developments. Most of the City’s developable land is already built out. This scarcity has increased land values in areas where high density is allowed (near the Downtown core, for instance), making it difficult for private, for-profit developers to build affordable housing.

Residential Zoning in Salt Lake City



Source: Salt Lake City Planning Division  
Note: Foothills Protection District has a 16-acre minimum lot size for single-family housing

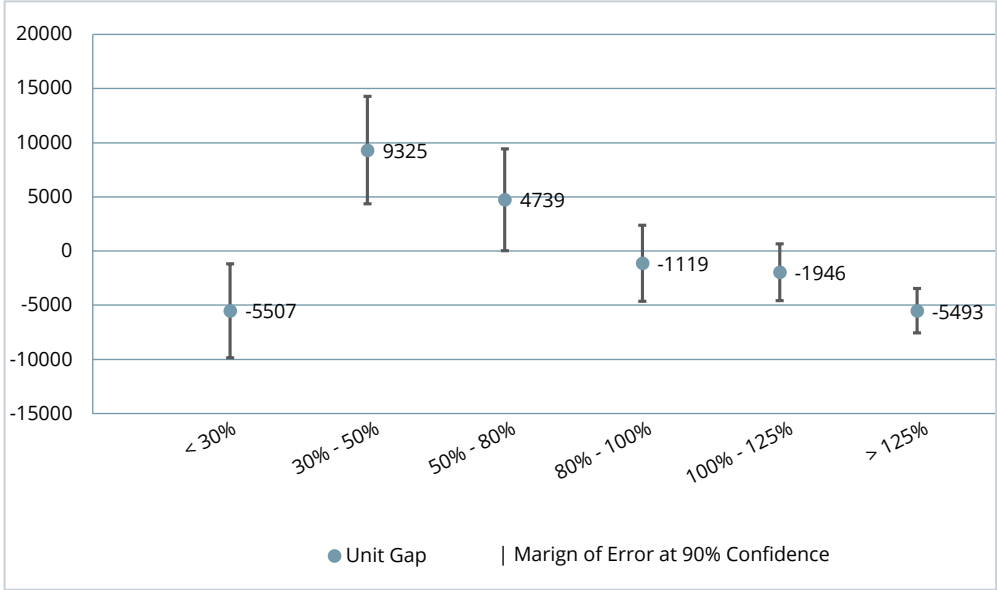


Despite this tremendous increase in new housing construction, Salt Lake City is still experiencing a shortage of housing, especially housing that is affordable. An analysis of Census data from the 2021 American Community Survey shows Salt Lake City has a shortage of 5,507 units that are affordable to households earning less than 30 percent of the area median income (AMI). This is a significant gap, or mismatch, between housing cost and household incomes, and leads many people to be cost-burdened.

*Cost burden is defined as a household spending more than 30 percent of their income on housing costs (rent, utilities, etc.). Severe cost burden is when a household spends more than 50 percent of their income on housing costs.*



Surplus/Deficit of Rental Units by Income Range, Salt Lake City, UT, 2021

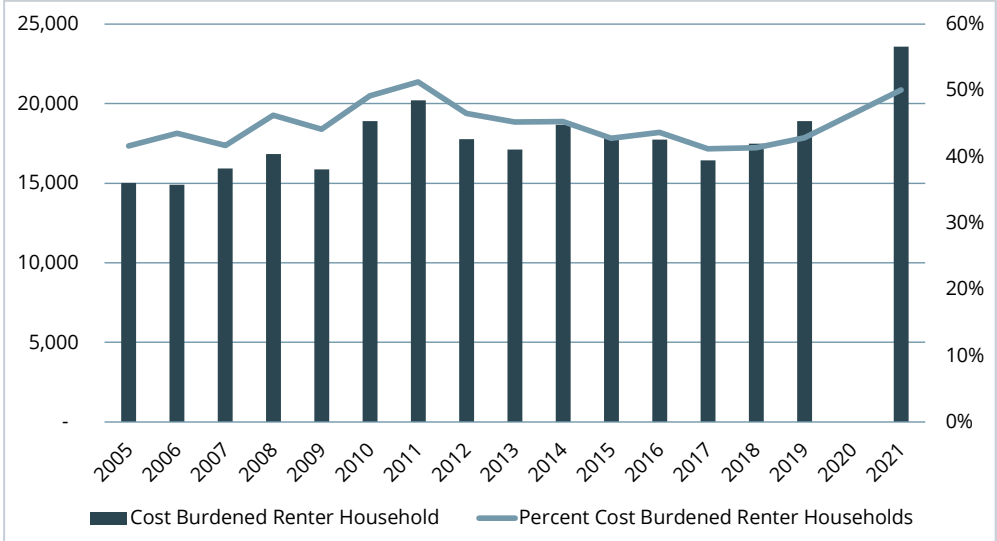


Income Range	Maximum Affordable Monthly Rent	Households in Income Range	Rental Units at that Price	Surplus/Deficit of Units
Less than 30% AMI (\$27,870)	\$697	13,860	8,353	-5,507
30%-50% AMI (\$27,870-\$46,450)	\$1,161	8,803	18,128	9,325
50%-80% AMI (\$46,450-\$74,320)	\$1,858	10,338	15,078	4,739
80%-100% AMI (\$74,320-\$92,900)	\$2,323	4,755	3,637	-1,119
100%-125% AMI (\$92,900-\$116,125)	\$2,903	3,318	1,372	-1,946
125% AMI (> \$116,125)	> \$ 2,903	6,084	591	-5,493

Source: USCB 2021 ACS 1-year estimates, HUD 2021 Annual Income Limits for Salt Lake City, UT MSA, HSD

In 2021, nearly 24,000 renter households, roughly half of the 47,158 renter households in Salt Lake City, were cost-burdened (USCB, 2022a).

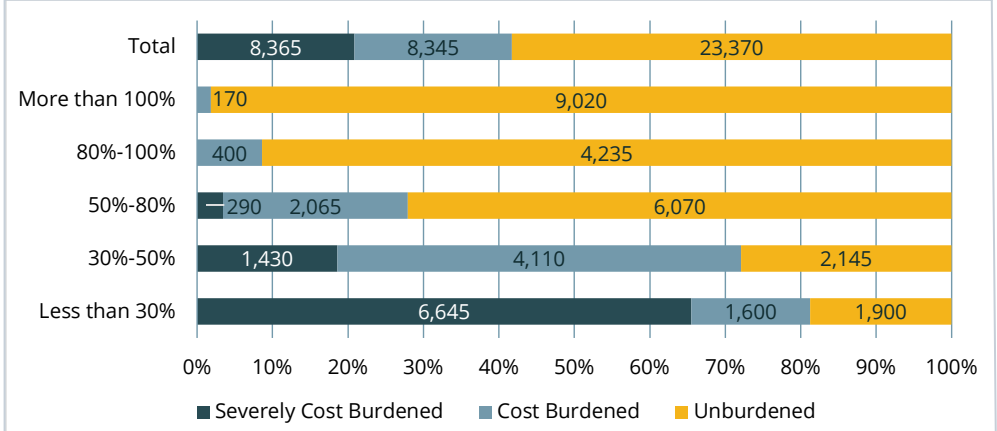
Cost-Burdened Renter Households, Salt Lake City, UT, 2005–2021



Source: USCB ACS 1-year estimates  
Note: 1-year estimates were not published in 2020 due to the COVID-19 pandemic

Many of these cost-burdened households have extremely low incomes (30 percent AMI or below). The U.S. Department of Housing and Urban Development (HUD) estimates that from 2015–2019 nearly half of cost-burdened renters in Salt Lake City had extremely low incomes (2022).

Households by Income by Cost Burden, Salt Lake City, UT, 2015–2019

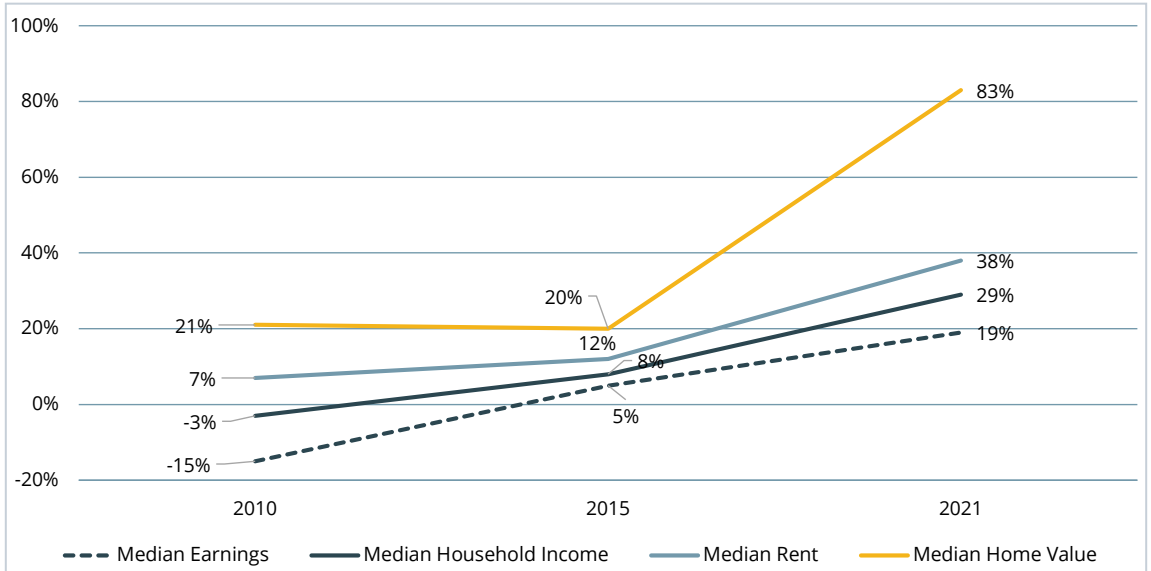


Source: HUD Comprehensive Housing Affordability Strategy (CHAS), 2015–2019 5-year estimates

Additionally, housing price increases have outpaced wage growth since 2005. While median wages increased 19 percent and median household income increased 29 percent between 2005 and 2021, median rent increased by 38 percent and median home values increased 83 percent (when adjusted for inflation) during the same period. It is also important to note that the minimum wage (\$7.25/ hour) has not increased since 2009, meaning that for individuals and households on the low end of the earning scale, housing costs are untenable.



Net Percent Change in Income & Housing Costs from 2005 Baseline, Salt Lake City, UT



Source: USCB, 2005, 2010, 2015, & 2021 ACS 1-year estimates, HSD



Between 2020 and 2022 alone, monthly rents in Salt Lake County increased by an average of \$321 dollars (all unit types), nearly as much as increases over the preceding two decades combined (2000–2020, \$409) (Eskic, 2022a, p. 1). These increases (11 percent annually) in for-rent housing are due, in-part, to the fact that as of spring 2022, 71 percent of Utah households were priced out of the median-priced home, shrinking the opportunity for homeownership (Eskic, 2022a, p. 1). Coupled with the federal interest rate increases, most for-sale homes are out of reach for most households, increasing demand for rental housing.

Collectively, the data present a story of housing in Salt Lake City and, when combined with the stories heard throughout the engagement period, lead to key findings that inform the goals and action items outlined in this Plan.

It is important to note that Salt Lake City is not alone in its experience. While the data analyzed here are specific to Salt Lake City, housing shortages and rapid price increases are affecting the entire Wasatch Front. Creating a more affordable housing system will require government intervention, including subsidies, land-use policies, and regional collaboration. The crisis we are currently facing has been decades in the making and extends beyond the municipal boundaries of the city, reaching across the county, the state, and the nation. It will take collaboration across governmental, non-profit, community, and private partners to work through this housing crisis.



Engagement Summary

Throughout 2022 Salt Lake City staff and consultants sought feedback from residents on their experiences with housing in Salt Lake City. Through surveys, focus groups, in-person events, and stakeholder meetings (among other methods), Salt Lake City heard from over 6,500 people. This engagement was divided between Thriving in Place (TIP) efforts (Appendix C) and engagement specific to Housing SLC (Appendix D) with some efforts also supporting an update to the City’s Consolidated Plan for funds from the US Department of Housing and Urban Development (HUD).

We heard from residents with a wide range of backgrounds and in various life circumstances, through surveys, focus groups, in-depth interviews, workshops, and pop-up and other events. For a full discussion of engagement see Appendix C & D.

Engagement Participation Summary





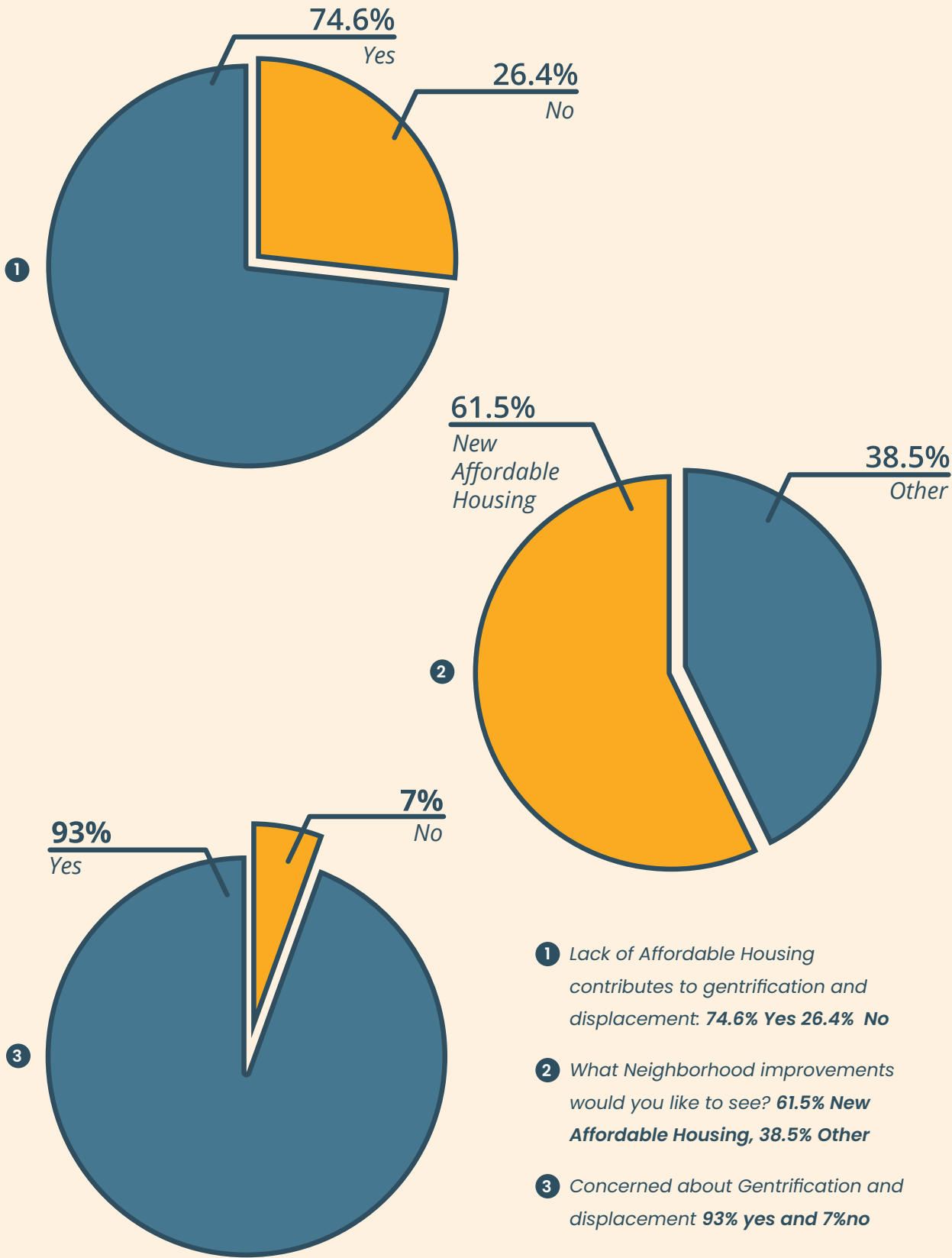
# Main Themes

Frequent Themes from Engagement:

**Affordable Housing** Eviction protections  
Tenant rights and protection **Rent control**  
Help for at-risk populations Rental assistance  
**More housing options** Family housing  
Ownership opportunities **Homelessness**

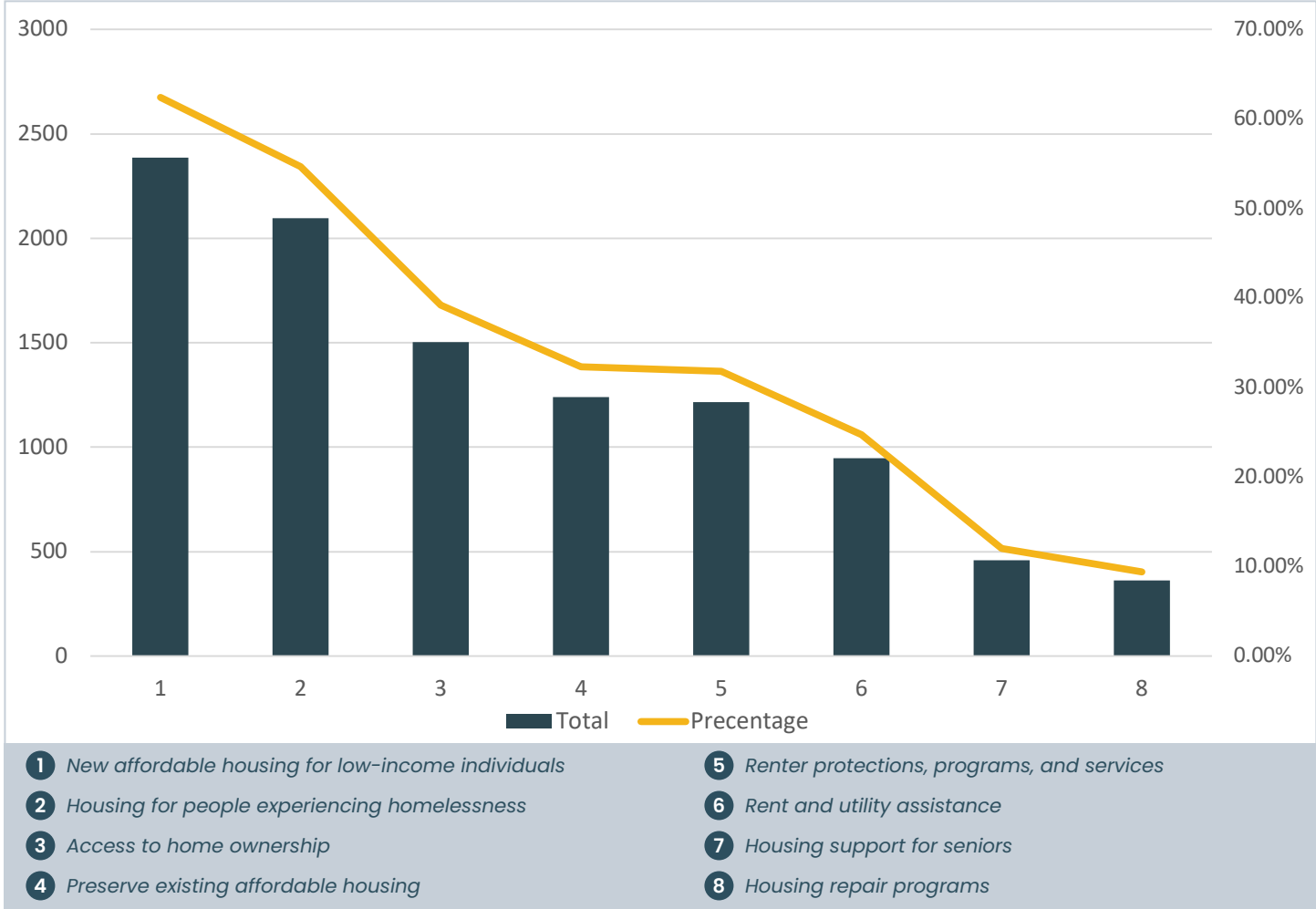


## Survey Response





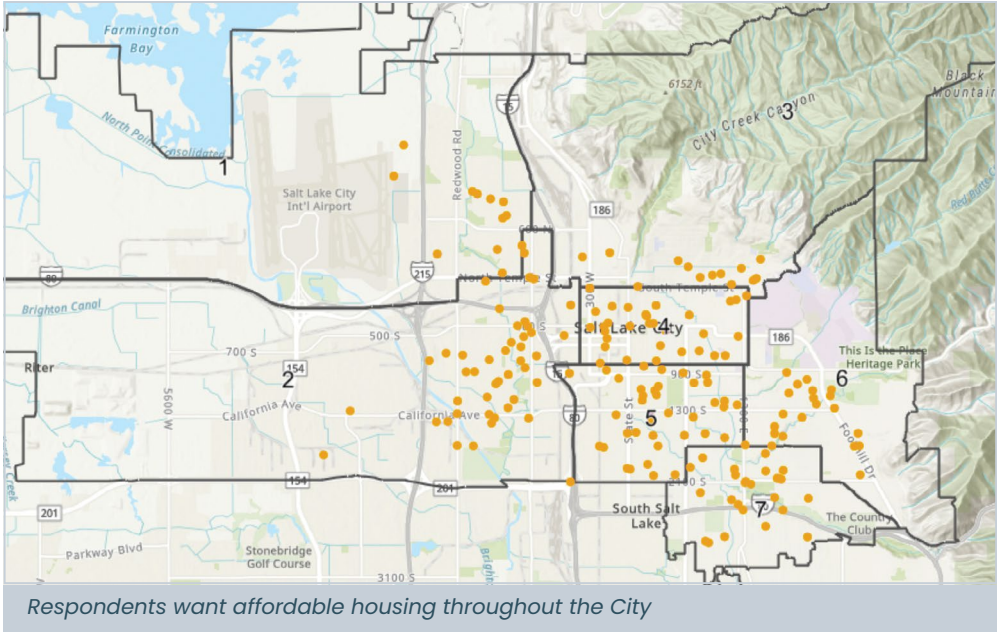
Which of the following Housing services should be Salt Lake City’s top priority?



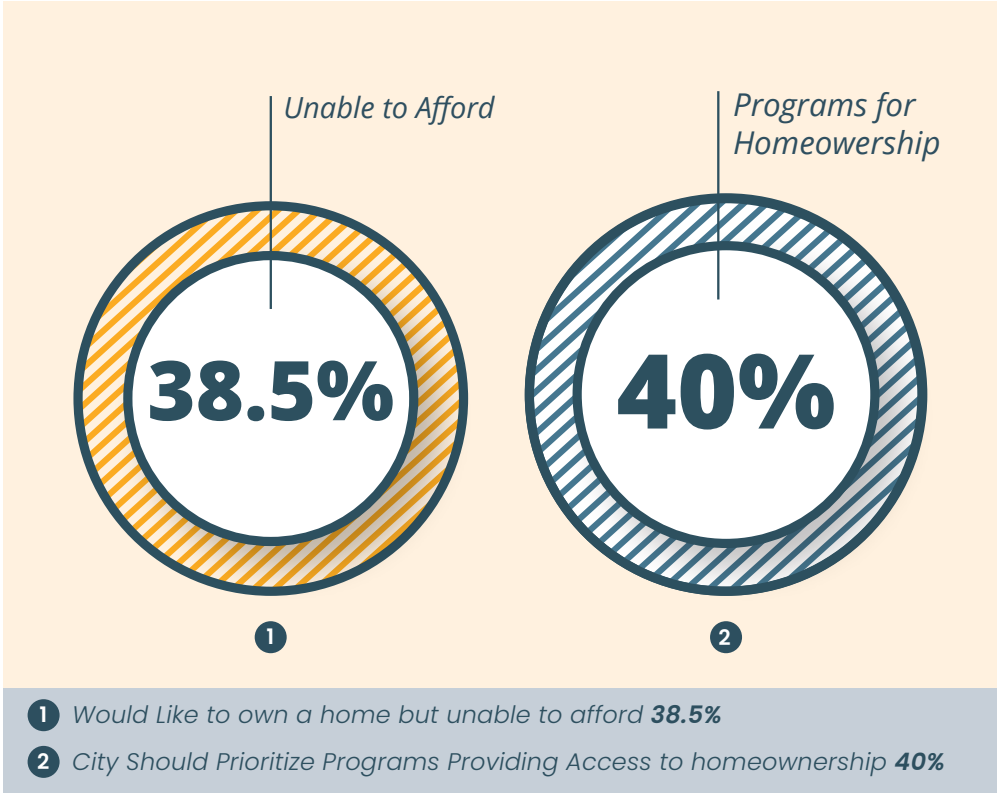
Across the board more affordable housing was seen as a particular need and a priority.

This emphasis carried beyond selection choices and into open-ended comments and in-person engagement. In these forums, respondents expressed a **need for affordable housing for low- and middle-income residents, especially families, seniors, and students**, expressing concern that there is **simply not enough affordable housing available for low to moderate income people**. Many respondents also voiced concern that much of the recent development in the city appears to not meet the needs of existing residents. Rather than perceived “luxury” units, respondents wanted affordable housing co-located with other amenities, especially public transit. They also expressed a desire for increased ownership opportunities and housing choice.

During multiple in-person engagement events, participants were asked to select where in the city they would like to see various amenities. An analysis of the data points show that people want affordable housing throughout the city, including in their neighborhoods. At these in-person events as well as focus groups, participants often expressed questions such as, “do you know of any affordable places to rent?” or “do you know where I can look to find affordable housing?”, suggesting that residents are unable to find affordable housing that meets their needs.



Participants also expressed the desire for increased opportunities for ownership, which seems increasingly out of reach for many.



While housing was the key focus of all engagement, respondents to surveys, focus groups, and other in-person engagement opportunities discussed housing-adjacent topics as well, including desires for increased community belonging and greater affordability in all aspects of life. See Appendix Y for a full discussion of responses and non-housing themes.





## Key Findings

From this data emerged six key findings that will guide the City’s efforts over the course of this Plan. The key findings are:

1. Rental vacancy rates are low and home sale prices are unaffordable to most residents, putting **strain on existing rental housing and causing rents to rise dramatically**. *At the end of 2021, rental vacancy rates were as low as 2.5 percent (USCB, 2022b). While vacancy rates increased to 4.6% (July–September 2022) (USCB, 2022b), the low rates have caused upward pressure on rents. Between 2020 and 2022, median rents increased 11 percent annually, leading to an average increase of \$321 per month (\$3,852 annually) in Salt Lake County (Eskic, 2022a, p. 1). With median home sale prices at \$490,000 (2021), 72 percent of Salt Lake City households are unable to afford to purchase a home in the City, resulting in more people renting (HSD, 2022, p. 25).*
2. Despite a housing construction boom, housing prices suggest **a shortage of housing supply overall, but especially housing that is deeply affordable** (affordable to renters earning 30% of area median income (AMI) or less), with demand for housing outpacing supply. *Since 2017, 10,135 units have become available to rent in Salt Lake City. However, there are severe shortages of housing affordable to households earning more than 80 percent AMI and households earning less than 30 percent AMI (8,557 units short and 5,507 units short, respectively) (HSD, 2022, p. 23).*

3. Salt Lake City is majority renter, and **half of all renters are cost burdened**, spending more than 30 percent of their income on housing costs (USCB, 2022a). Residents are concerned that there are few rights for and resources available to renters. *Around 52 percent of all households in Salt Lake City rent (USCB, 2022a), and this number is likely to increase over time as more for-rent housing is built in the city. In 2021, nearly 24,000 renter households, half of all renters, were cost burdened, with estimates that nearly 50 percent of cost-burdened renters have extremely low incomes (HSD, 2022, p. 24).*
4. According to a survey of city residents, **affordable housing and behavioral health services** is preferred over additional emergency shelters and homeless resource centers as solutions for homelessness. *Two-thirds of survey respondents selected housing for homeless individuals in their top three homeless services priorities, while only 41 percent (fourth out of six options) selected homeless resource centers and emergency shelters on the same question.*
5. There is a **mismatch between the types of housing the market is producing and the needs of the community**. Residents perceive that most new housing is “luxury” while many desire more affordability throughout the city. Additionally, residents want more “missing middle” housing and more family-sized housing. *When asked where they would like to see more affordable housing built, respondents expressed desires to have affordability throughout the city. Additionally, 62 percent of survey respondents selected creating new affordable housing for low-income residents as one of their top three housing priorities and 55 percent selected housing for individuals experiencing homelessness in their top three housing priorities. At each point of engagement (survey, in-person, Reddit AMA, focus groups, etc.) residents expressed concern that “all” new developments were luxury housing, with many wondering where they can find affordable housing and who the new housing is for.*
6. **Wages have not kept pace with cost of living**, especially housing-related costs, and residents are feeling increased stress about everyday expenses. *Between 2005 and 2021, median wages increased by 19 percent and median household income increased by 29 percent (HSD, 2022, p. 18). During that same period, median rent increased by 38 percent and median home values increased by 83 percent (all values adjusted for inflation) (HSD, 2022, p. 18). The minimum wage (\$7.25/hour) has not increased since 2009. In survey responses, residents prioritized affordable and healthy food, affordable medical and dental clinics, and affordable childcare in their community at much higher rates than recreational and community amenities, and they selected free transit over road safety and better/more biking and walking paths. Taken together, these responses demonstrate a strong desire for increased affordability for everyday expenses.*





## Chapter 3: Constraints

Along with strategies for action and principles to guide such strategies, it is important to understand constraints. Listed below are constraints the City currently faces in addressing the housing affordability crisis. These constraints may change over the course of the next five years, or the duration of this Plan.

### A RENT CONTROL

Cities in Utah are prevented from enacting rent control ordinances by [Utah State Code 57-20-1](#).

### B EVICTION & OTHER LANDLORD TENANT LAWS

Laws governing evictions and other tenant protections are set at the state level. Cities can provide resources and incentivize voluntary landlord actions but are limited in the mandatory requirements that landlords must meet. Landlord-Tenant laws are scattered throughout Utah State Code, including [Title 57](#) and Chapter 78B-6, Parts [8](#) & [8A](#).

### C INCLUSIONARY ZONING

Cities in Utah are prevented from enacting mandatory inclusionary zoning ordinances by [Utah State Code 10-9a-535](#). Inclusionary zoning is a policy tool that requires the inclusion of affordable units (or payment toward the creation of those units elsewhere) into new developments. Cities are allowed to enter voluntary agreements with developers.

### D FUNDING

Building housing and keeping people housed is expensive. The City has a limited budget, which is used to run a number of programs and services. Finding ways to increase the funding for housing is part of the strategy for this Plan.

### E MARKET CONDITIONS

The current housing affordability crisis is larger than Salt Lake City. It extends along the Wasatch Front and throughout the state and nation. Variables such as federal interest rates, local unemployment rates, and state and local laws and regulations all impact the

market conditions for housing. Efforts made in Salt Lake City are crucial and will make housing more stable and affordable for many, but they are not sufficient to end the crisis completely. Because housing markets extend beyond municipal boundaries, we need efforts across jurisdictions to address the issues.

### F DEVELOPABLE LAND

Salt Lake City has limited buildable land. Some of the land on the western end of the city boundaries is wetland and/or is limited in the type of building that can occur due to Federal Aviation Administration regulations. Most other areas of the city are already built out or are zoned for single family housing. Finding ways to increase density and allow for more housing in the existing built environment are included in the strategies.

### G SHORT-TERM RENTAL ENFORCEMENT

Short-term rentals are a small, but important, consideration. Companies such as Airbnb and VRBO turn usable housing into short-term vacation rentals. While Salt Lake City does not deal with as many vacation rental issues as resort towns like Moab or Park City, there are still 1,358 short-term rental units in Salt Lake City that could otherwise be used as housing for people in need (Gardner Policy Institute, 2022 (STR), p4). Cities in Utah are limited in their ability to enforce on non-compliant short-term rentals by [Utah State Code 10-8-85.4](#).

### H SUSTAINABLE GROWTH

A growing population and an increase in multifamily housing creates additional pressures and challenges on water resources and the infrastructure system. As the city continues to grow, continued commitment

to maintaining and building resiliency in our critical infrastructure will be required to meet the challenges that we face in order to protect and sustain our vital water resources for both residential and commercial customers.

Salt Lake City also faces significant air quality challenges that have the potential to be exacerbated by a growing population as transportation- and housing- related emissions increase. Mitigating the potential negative consequences of population growth on our air quality will require smart policies and programs that improve efficiencies. Salt Lake City is committed to protecting the public health and safety of its residents, including ensuring access to clean air, clean water, and a livable environment.

### I EXPIRATION OF RESTRICTED AFFORDABLE HOUSING UNITS

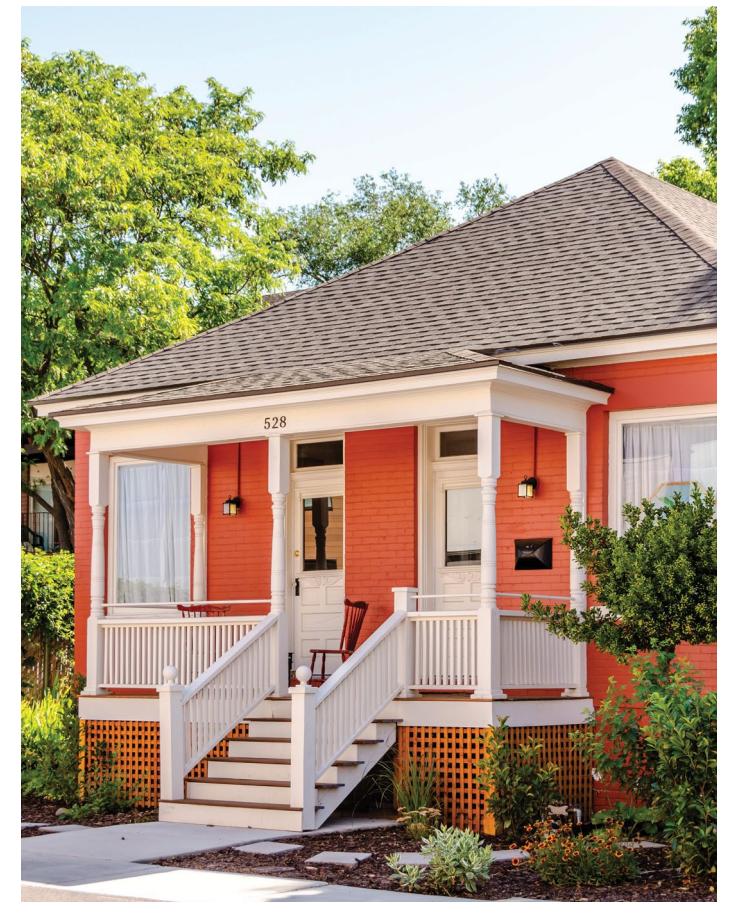
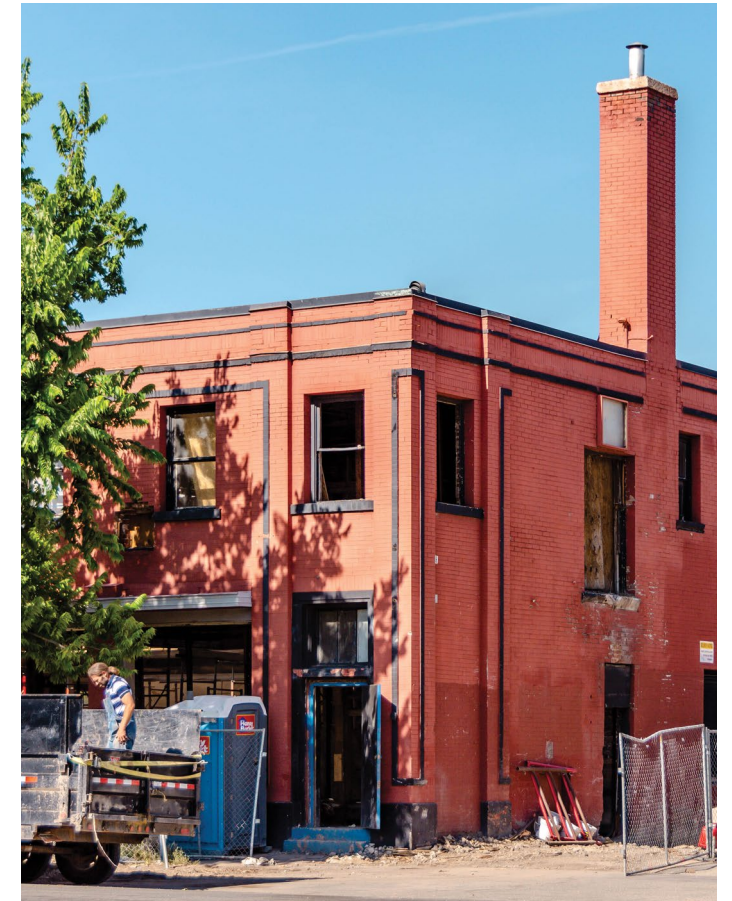
When affordable housing developments are built, they are often associated with a deed restriction requiring the housing unit to remain affordable at an established income level for a set duration. These range from 15-65 years, typically. When units sunset out of their deed restriction, they can transition to market-rate rents unless new agreements are arranged. This can be expensive to maintain and poses a threat to long-term affordability.

### J PRESERVATION OF AT-RISK UNITS

Naturally occurring affordable housing (NOAH) is housing that is affordable without government restriction or subsidy. This is likely to be older housing that has not been updated and may lack the amenities included in newer housing developments. In a hot market, however, NOAH is at risk of being lost due to market-induced rent rises, renovations that lead to rent rises, sale of properties, or redevelopment.

### K EQUITABLE DISTRIBUTION OF AFFORDABLE HOUSING

Land prices vary throughout the city, which makes building housing more affordable in certain areas of the city than in others. This is due, in part, to historic redlining practices that were discriminatory and impacted land values. Historic and current zoning also contributes to variable land values, which makes building affordable housing more expensive and more difficult in certain areas of the city. While equitable distribution of affordable housing is a long-term goal of the city, overcoming barriers is difficult and takes time.







## Chapter 4: State and Federal Requirements

### UTAH STATE REQUIREMENTS

During the 2023 legislative session, the legislature passed HB 364 - Housing Affordability Amendments, which outlined Moderate Income Housing Plan (MIHP) requirements. These requirements include selecting from a list of strategies outlined in state code.

Below are the strategies that municipalities may select for inclusion in their MIHP. As a municipality with a fixed guideway public transit station, the City is required to select at least five of the strategies below, including strategy V and at least one of G, H, or Q. To be eligible for priority consideration for state funding, the City must select at least six strategies.



# Moderate Income Housing Strategies

(The strategies the City has selected for implementation in Housing SLC)

Salt Lake City is required to select at least four of the strategies below, including strategy V and at least one of G, H, or Q		
SELECTED	CATEGORY	HOUSING STRATEGY
	A	Rezone for densities necessary to facilitate the production of moderate income housing;
	B	Demonstrate investment in the rehabilitation or expansion of infrastructure that facilitates the construction of moderate income housing;
Yes	C	Demonstrate investment in the rehabilitation of existing uninhabitable housing stock into moderate income housing;
	D	Identify and utilize general fund subsidies or other sources of revenue to waive construction related fees that are otherwise generally imposed by the municipality for the construction or rehabilitation of moderate income housing;
Yes	E	Create or allow for, and reduce regulations related to, internal or detached accessory dwelling units in residential zones;
Yes	F	Zone or rezone for higher density or moderate income residential development in commercial or mixed-use zones near major transit investment corridors, commercial centers, or employment centers;
Yes	G	Amend land use regulations to allow for higher density or new moderate income residential development in commercial or mixed-use zones near major transit investment corridors;
Yes	H	Amend land use regulations to eliminate or reduce parking requirements for residential development where a resident is less likely to rely on the resident’s own vehicle, such as residential development near major transit investment corridors or senior living facilities;
Yes	I	Amend land use regulations to allow for single room occupancy developments;
Yes	J	Implement zoning incentives for moderate income units in new developments;
Yes	K	Preserve existing and new moderate income housing and subsidized units by utilizing a landlord incentive program, providing for deed restricted units through a grant program, or establishing a housing loss mitigation fund;
Yes	L	Reduce, waive, or eliminate impact fees related to moderate income housing;
Yes	M	Demonstrate creation of, or participation in, a community land trust program moderate income housing;
	N	Implement a mortgage assistance program for employees of the municipality, an employer that provides contracted services to the municipality, or any other public employer that operates within the municipality;

Salt Lake City is required to select at least four of the strategies below, including strategy V and at least one of G, H, or Q		
SELECTED	CATEGORY	HOUSING STRATEGY
Yes	O	Apply for or partner with an entity that applies for state or federal funds or tax incentives to promote the construction of moderate income housing, an entity that applies for programs offered by the Utah Housing Corporation within that agency’s funding capacity, an entity that applies for affordable housing programs administered by the Department of Workforce Services, an entity that applies for affordable housing programs administered by an association of governments established by an interlocal agreement under Title 11, Chapter 13, Interlocal Cooperation Act, an entity that applies for services provided by a public housing authority to preserve and create moderate income housing, or any other entity that applies for programs or services that promote the construction or preservation of moderate income housing;
Yes	P	Demonstrate utilization of a moderate income housing set aside from a community reinvestment agency, redevelopment agency, or community development and renewal agency to create or subsidize moderate income housing
Yes	Q	Create a housing and transit reinvestment zone pursuant to Title 63N, Chapter 3, Part 6, Housing and Transit Reinvestment Zone Act;
	R	Eliminate impact fees for any accessory dwelling unit that is not an internal accessory dwelling unit as defined in Section 10-9a-530;
Yes	S	Create a program to transfer development rights for moderate income housing;
	T	Ratify a joint acquisition agreement with another local political subdivision for the purpose of combining resources to acquire property for moderate income housing;
Yes	U	Develop a moderate income housing project for residents who are disabled or 55 years old or older;
Yes	V	Develop and adopt a station area plan in accordance with Section 10-9a-403.1;
Yes	W	Create or allow for, and reduce regulations related to, multifamily residential dwellings compatible in scale and form with detached single-family residential dwellings and located in walkable communities within residential or mixed-use zones; and
Yes	X	Demonstrate implementation of any other program or strategy to address the housing needs of residents of the municipality who earn less than 80% of the area median income, including the dedication of a local funding source to moderate income housing or the adoption of a land use ordinance that requires 10% or more of new residential development in a residential zone be dedicated to moderate income housing.





## Federal Funding Requirements

As a recipient of federal funding through the U.S. Department of Housing and Urban Development (HUD), the City is required to abide by certain requirements, including creating a Consolidated Plan for funding periods. The current Consolidated Plan is for 2020–2024 and addresses the efforts the City will undertake using the funds received from HUD. The City is in the process of preparing for the next Consolidated Plan, which will cover the period of 2025–2029.



## FAIR HOUSING

Salt Lake City is dedicated to affirmatively furthering the purposes of the Fair Housing Act to ensure equal access to rental and homeownership opportunities for all residents. As part of the City's Consolidated Plan 2020–2024 for funding through the Department of Housing and Urban Development, the City has developed a 2020–2024 Fair Housing Action Plan. This Action Plan addresses impediments to fair housing that currently exist, which have been organized into the following categories:

- Discrimination in Housing
- Mobility and Access to Opportunity
- Availability of Affordable and Suitable Housing
- Zoning, Land Use Regulations, and Redevelopment Policies
- Fair Housing Coordination and Knowledge





## Chapter 5: Thriving in Place

In response to community concerns about displacement and gentrification brought about by increased housing costs and rapid development, the City undertook an effort to combat displacement. This effort, called *Thriving in Place*, used public feedback and quantitative geospatial data to develop an action strategy to mitigate displacement in the city. The policies and actions that emerged from *TIP* will be included as an addendum to this Plan and provides strategies for increasing housing stability, combatting displacement, and improving affordability in Salt Lake City.

The engagement and data analysis period from *TIP* highlighted six key findings:

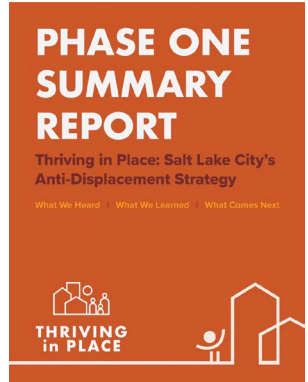
- **Displacement in Salt Lake City is significant and getting worse.** It is an issue of high concern in the community; nearly everyone reported directly experiencing its impacts in their lives and neighborhoods.
- There are **no “more affordable” neighborhoods in Salt Lake City** where lower income families can move once displaced.

- Salt Lake City is growing and **there are not enough housing units at every price level, and a significant lack of affordable units for low-income families.** There is a consensus view in the community that creating more affordable housing should be a high priority while also protecting renters from being displaced.
- Almost **half of Salt Lake City’s renter households are rent burdened**, spending over 30 percent of their income on housing, making them highly vulnerable when rents increase.
- Displacement affects **more than half of White households in Salt Lake City and disproportionately affects households of color.**
- The **patterns of displacement reflect historic patterns of discrimination and segregation**, with many areas experiencing high displacement risk being the same as areas that were redlined in the past.

## Guiding Principles

To address these issues, *TIP* developed the following guiding principles:

1. **Prioritize and strengthen tenant protections, especially for the most vulnerable**
2. **Partner with those most impacted to develop holistic solutions**
3. **Increase housing *everywhere***
4. **Focus on affordability**
5. **Build an ecosystem for action.**



The framework presents 23 strategic priorities that help mitigate displacement in Salt Lake City. The strategies are divided into separate categories, which serve as a broader framework for action. The categories are:

1. **Protect the most vulnerable from displacement**
2. **Preserve the affordable housing we have**
3. **Produce more housing, especially affordable housing**
4. **Expand capacity for tenant support and affordable housing**
5. **Partner and collaborate to maximize impact**
6. **Advocate for tenants at the state level.**





## Chapter 6: Goals & Action Items

The scale of the current housing crisis is vast and calls for bold responses. While this Plan seeks to create a more affordable city and housing system for everyone, the goals and action items outlined below prioritize helping individuals and households who face the greatest risk of housing insecurity, displacement, and homelessness. These households are more likely to be low-income, people of color, seniors, single parents, and/or people with disabilities. There is evidence that “an ounce of prevention is worth a pound of cure” when it comes to homelessness and housing: it is much more affordable to keep people in their homes than to help them exit homelessness. Addressing the housing needs of our extremely low-income population will reduce the strain on these households while also reducing pressure on our homeless services system.

The data analysis provided earlier in this Plan points to a shortage of 5,500 units affordable to households earning 30% AMI or below. This is the most difficult housing to build as it requires heavy subsidy and often requires wrap-around services to make successful.

More housing is needed at all income levels, but the market will build market rate housing on its own. Creating policies and programs that facilitate the creation of more housing generally, and more deeply affordable housing specifically, while also protecting tenants and preserving existing housing will create greater equity and affordability for all Salt Lake City residents.



# Goals

GOAL 1	
Make progress toward closing the housing gap of 5,500 units of deeply affordable housing and increase the supply of housing at all levels of affordability while reducing overall water use and improving air quality.	
Metrics:	<div><div>A</div>Entitle 10,000 new housing units throughout the city.<div><div>1.</div>Minimum 2,000 units deeply affordable (30% AMI or below)</div><div><div>2.</div>Minimum 2,000 units affordable (31% - 80% AMI)</div></div>

GOAL 2	
Increase housing stability throughout the city.	
Metrics:	<div><div>A</div>Track, analyze, and monitor factors that impact housing stability in the city.</div>
	<div><div>B</div>Increase programs that provide stability in housing to at least 10,000 low-income individuals annually through housing stability programs funded by the City.</div>
	<div><div>C</div>Dedicate targeted funding to:<div><div>1.</div>mitigate displacement</div><div><div>2.</div>serve renter households</div><div><div>3.</div>serve family households</div><div><div>4.</div>increase geographic equity.</div></div>

GOAL 3	
Increase opportunities for homeownership and other wealth and equity building opportunities.	
Metrics:	<div><div>A</div>Provide affordable homeownership and wealth and equity building opportunities to a minimum of 1,000 low-income households.</div>

## Action Items

Each action item addresses at least one goal and fulfills at least one of the strategies in state code (as outlined in Chapter 4). A list of all action items and their anticipated timelines for implementation can be found in Chapter 7. For brief descriptions of the action items, please see Appendix A .







# Chapter 7: Implementation Plan

The strategies listed in this chapter correspond to the selected state strategies in Chapter 4.

ACTION ITEM	2022	2023	2024	2025	2026	2027	2028
STRATEGY C	Demonstrate investment in the rehabilitation of existing uninhabitable housing stock into moderate income housing						
Increase funding for acquisition, rehabilitation, and development of affordable housing		Research best options for increasing funding	Develop recommendations for increasing funding		Based on research on best practices and feasibility, establish a new dedicated funding source		
GOAL 1							
Incentivize the purchase and conversion of hotels, motels, and other buildings to deed-restricted deeply affordable and transitional housing			Develop strategy and priority sites		Purchase and conversion of site(s)		Purchase and conversion of site(s)
GOAL 1							
Adopt an adaptive reuse ordinance to facilitate the conversion of historic buildings into housing			Adopt Adaptive Reuse ordinance		Monitor response (ongoing)		
GOAL 1							
STRATEGY E	Create or allow for, and reduce regulations related to, internal or detached accessory dwelling units in residential zones						
Adopt revised Accessory Dwelling Unit (ADU) ordinance to make the development of ADUs easier and more widespread throughout the city		Accessory Dwelling Unit (ADU)	Monitor response (ongoing)				
GOAL 1							
Make it easier to build tiny homes as a form of deeply affordable/transitional housing through zoning, funding, and streamlined plan and design review			Research best practices and convene a working group focused on land use and building code barriers		Draft policy recommendations	Implement recommendations	
GOAL 1							
Develop a library of pre-approved Accessory Dwelling Unit plans that residents can access		Research best practices and convene working group	Develop and publish Accessory Dwelling Unit library				
GOAL 1							



ACTION ITEM	2022	2023	2024	2025	2026	2027	2028
STRATEGY E	Continued						
Facilitate the completion of phase one of The Other Side Village pilot program			Phase I online		Continue working with The Other Side Academy to complete additional phases of project		
GOAL 1							
Incentivize deed-restricted affordable Accessory Dwelling Units across the city with a focus on areas of high opportunity		Update map of areas of high opportunity	Research best practices for incentivizing deed-restrictions on ADUs		Begin developing a strategy for implementing incentives	Continue developing a strategy for implementing incentives	Launch incentive program
GOAL 1							
STRATEGY F	Zone or rezone for higher density or moderate income residential development in commercial or mixed-use zones near major transit investment corridors, commercial centers, or employment centers						
Continue increasing density limits in areas next to or near major transit investment corridors, commercial centers, or employment centers and where high density development is compatible with adjacent land uses		Ordinance to increase density limits in at least one new zoning area	Monitor response (ongoing)				
GOAL 1							
STRATEGY G	Amend land use regulations to allow for higher density or new moderate income residential development in commercial or mixed-use zones near major transit investment corridors						
Increase building height limits in compatible areas of the city		Adopt building heights ordinance	Monitor response (ongoing)				
GOAL 1							
STRATEGY H	Amend land use regulations to eliminate or reduce parking requirements for residential development where a resident is less likely to rely on the resident's own vehicle, such as residential development near major transit investment corridors or senior living facilities						
Implement parking reduction ordinance	Adopted under previous Housing Plan – effects will be monitored and reported	Monitor response (ongoing)					
GOAL 1							
STRATEGY I	Amend land use regulations to allow for single room occupancy developments						
Implement shared housing ordinance	Adopted under previous Housing Plan – effects will be monitored and reported	Monitor response (ongoing)					
GOAL 1, 2							



ACTION ITEM	2022	2023	2024	2025	2026	2027	2028
<b>STRATEGY J</b>	Implement zoning incentives for moderate income units in new developments						
<i>Adopt and implement the Affordable Housing Incentives Ordinance</i>		Affordable Housing Incentives Ordinance adopted	Monitor response (ongoing)				
<b>GOAL 1</b>							
<b>STRATEGY K</b>	Preserve existing and new moderate income housing and subsidized units by utilizing a landlord incentive program, providing for deed restricted units through a grant program, or establishing a housing loss mitigation fund						
<i>Support projects that allow tenants to build wealth and/or gain equity in their building based on tenure</i>		Research best practices for tenant equity programs	Develop pilot program or partnership		Secure funding for pilot program or partnership and implement	Monitor response (ongoing)	
<b>GOAL 3</b>							
<i>Provide \$6 million in grant funding to develop interim or permanent supportive housing projects to expand housing solutions for persons experiencing or at risk of homelessness</i>	Projects awarded/ selected in 2022	Begin and complete construction on projects	Monitor response (ongoing)				
<b>GOAL 1</b>							
<b>STRATEGY L</b>	Reduce, waive, or eliminate impact fees related to moderate income housing						
<i>Continue to reduce and waive impact fees on eligible projects</i>	Ongoing						
<b>GOAL 1</b>							
<b>STRATEGY M</b>	Demonstrate creation of, or participation in, a community land trust program moderate income housing						
<i>Continue to manage and expand City's Community Land Trust (CLT) program</i>		Convene working group to develop City's CLT strategy, including identifying priority sites for acquisition and potential funding sources			Adopt CLT strategy and build capacity to manage CLT assets	Seek private and philanthropic land donations	
<b>GOAL 3</b>							
<i>Explore the feasibility of issuing home equity conversion mortgages to existing homeowners in return for a deed restriction, possibly through the City's Homebuyer Program</i>		Research best practices and potential opportunity for program	Develop program framework		Request funding for implementation of program	Enter into first agreements	
<b>GOAL 3</b>							
<i>Work with community development partners to acquire priority properties for permanently affordable housing</i>		Initiate conversations	Develop framework for partnership		Priorities and partnerships for identifying and purchasing properties is established	First property acquired by the City/Redevelopment Agency or through a partnership with community development partner(s)	
<b>GOAL 3</b>							



ACTION ITEM	2022	2023	2024		2025	2026	2027	2028
<b>STRATEGY O</b>	Apply for or partner with an entity that applies for state or federal funds or tax incentives to promote the construction of moderate income housing, an entity that applies for programs offered by the Utah Housing Corporation within that agency's funding capacity, an entity that applies for affordable housing programs administered by the Department of Workforce Services, an entity that applies for affordable housing programs administered by an association of governments established by an interlocal agreement under Title 11, Chapter 13, Interlocal Cooperation Act, an entity that applies for services provided by a public housing authority to preserve and create moderate income housing, or any other entity that applies for programs or services that promote the construction or preservation of moderate income housing							
Continue to partner with entities that apply for state and/or federal funds to preserve and create low to moderate income housing through annual funding opportunities	Ongoing							
<b>GOAL 1, 2</b>								
<b>STRATEGY P</b>	Demonstrate utilization of a moderate income housing set aside from a community reinvestment agency, redevelopment agency, or community development and renewal agency to create or subsidize moderate income housing							
Continue to release housing funds through Redevelopment Agency of Salt Lake City (RDA) Notices of Funding Availability (NOFA)	Ongoing							
<b>GOAL 1, 3</b>								
Utilize Inland Port Housing Funds (pursuant to Utah Code Section 11-58-601(6)(b) of the Inland Port Act) and other housing set-aside funds received by the Redevelopment Agency (RDA) to expand affordable housing options, including tenant equity opportunities throughout the city, especially on the west side		Research best practices			Develop goals and guidelines to promote tenant equity	Put funding toward equity programs and begin acquiring/developing projects that include a tenant equity component		
<b>GOAL 1, 3</b>								
Use Redevelopment Agency (RDA) funding in acquisition strategy and to fund the development of affordable housing units	Ongoing							
<b>GOAL 1, 3</b>								
Develop a financing program for low-income homeowner Accessory Dwelling Unit (ADU) construction			Financing program established and funded		First ADUs funded			
<b>GOAL 1</b>								



ACTION ITEM	2022	2023	2024		2025	2026	2027	2028
STRATEGY P	Continued							
Promote the development of affordable family-sized housing units with 3+ bedrooms	Ongoing							
GOAL 1								
STRATEGY Q	Create a housing and transit reinvestment zone pursuant to Title 63N, Chapter 3, Part 6, Housing and Transit Reinvestment Zone Act							
Establish at least one housing and transit reinvestment zone (HTRZ) in the city		Engage in conversations with interested parties			Establish HTRZ			
GOAL 1								
STRATEGY S	Create a program to transfer development rights for moderate income housing							
Explore the feasibility of a Transfer of Development Rights (TDR) program to allow property owners to transfer development capacity to other areas of the city in exchange for the preservation of existing affordable housing					Research best practices	Develop framework		Adopt TDR program
GOAL 1, 2								
STRATEGY U	Develop a moderate income housing project for residents who are disabled or 55 years old or older							
As part of \$6 million in grant funding awarded in 2022, Switchpoint was awarded funds to develop a deeply affordable housing project for seniors	Funding committed for creation of 94 units of deeply affordable housing	Begin and complete project						
GOAL 1, 2								
STRATEGY V	Develop, or update, and adopt station area plans for all station areas in the City in accordance with Utah State Code Section 10-9a-403.1.							
Certify all Station Area Plans (SAPs) within the city, as required by State Code Section 10-9a-403.1		Make progress on SAPs	Make Progress on SAPs		All SAPs adopted and certified by Dec 31, 2025			
GOAL 1								
STRATEGY W	Create or allow for, and reduce regulations related to, multifamily residential dwellings compatible in scale and form with detached single-family residential dwellings and located in walkable communities within residential or mixed-use zones							
Adopt and implement Affordable Housing Incentives Ordinance		Affordable Housing Incentives Ordinance adopted				Consider a “phase two” of the incentives policy development		
GOAL 1								



ACTION ITEM	2022	2023	2024	2025	2026	2027	2028
<b>STRATEGY X</b>	Demonstrate implementation of any other program or strategy to address the housing needs of residents of the municipality who earn less than 80% of the area median income, including the dedication of a local funding source to moderate income housing or the adoption of a land use ordinance that requires 10% or more of new residential development in a residential zone be dedicated to moderate income housing						
Expand workforce and essential worker housing, up to 125% AMI, so that these populations can live in the City in which they serve			Develop framework, partnerships, and potential funding sources		First project under way		
<b>GOAL 1, 2</b>							
Develop electric car-share and/or e-bike-share pilot program programs co-located with affordable housing.		Research best practices, apply for grant funding, and reach out to potential partners	Formalize partnerships, begin developing parameters for pilot program; re-apply for grant funding if not awarded		Launch initial phase of pilot program; re-apply for grant funding	Monitor results of pilot program; re-apply for funding or apply for additional funding	Monitor pilot program and extend and adapt as needed
<b>GOAL 2</b>							
Establish a Community/ Tenant Opportunity to Purchase policy at the City level, which could include technical assistance, funding opportunities, and other services and resources that would give existing tenants, the community, or the City/ Redevelopment Agency (RDA) the opportunity to purchase before the property goes to market			Research best practices and develop framework; convene working group of community partners and residents		Draft policy framework	Adopt framework and set-aside funding	
<b>GOAL 2, 3</b>							
Host regular tenant education events		Convene partners and host first events; develop schedule	Ongoing				
<b>GOAL 2</b>							
Support community and grassroots organizations that provide displacement assistance, tenant organizing, tenant mutual aid, legal services, and other resources/efforts that help tenants			Develop program to support grassroots organizations and develop parameters		Implement program		
<b>GOAL 2</b>							
Develop a tenant advocate pilot program to help tenants understand their legal obligations and rights, inspect units, and connect with other resources			Research best practices and develop framework; convene working group of community partners and residents		Hire/Allocate full-time employee or fund community partner to run program	Program off the ground; receive reports for people served	
<b>GOAL 2</b>							



ACTION ITEM	2022	2023	2024	2025	2026	2027	2028
STRATEGY X	Continued						
<i>Provide funding for programs and/or initiatives that build wealth and/or provide equity sharing opportunities for residents</i>		Funding committed; partner selected	Pilot Project underway		Pilot Project complete		Equity payments to residents begin
GOAL 1, 2, 3							
<i>Develop a Tenant Relocation Assistance Program to help those impacted by new development find and afford living situations that meet their needs</i>		Develop the program and establish the relocation assistance fund	Select a community partner to administer the program and launch assistance program			Evaluate, adjust and extend	
GOAL 2							
<i>Adopt a Displaced Tenants Preference Policy so that lower income tenants displaced due to new development or rising rents are given priority for moving into deed-restricted units created on the site or within the area from which they were displaced</i>		Establish a working group of City staff and key partners	Draft policy and conduct public review and policy adoption		Work with partners to put the policy into practice		
GOAL 2							
<i>Adopt a Community Benefit Policy to prioritize the preservation or replacement of affordable housing as a condition of approval for changes to zoning and master plans</i>		Draft Community Benefit Policy	Council adoption of Community Benefit Policy				
GOAL 1, 2							
<i>Improve and expand tenant resources, access to legal services, and landlord training to better meet the level of need and protect tenant rights</i>		Increase awareness of funding and innovate on service delivery, including how legal services are provided	Make changes to the Landlord Tenant Initiative			Evaluate changes and make necessary adjustments to the Landlord Tenant Initiative	
GOAL 2							
<i>Define indicators to track displacement and develop systems to track progress to better know where and how the City's anti-displacement policies and actions are working</i>		Refine list of displacement indicators to track and report on	Develop manageable systems for collecting needed data and develop a public-facing dashboard to report data		Ongoing data collection and reporting		
GOAL 2							



ACTION ITEM	2022	2023	2024	2025	2026	2027	2028
STRATEGY X	Continued						
Form a City Implementation Team to oversee and coordinate implementation of the priority actions in the Thriving in Place strategy, monitor progress, engage partners, and identify needed updates and next steps		Form Implementation Team and develop a team charter for initial two years			Assess progress, obstacles, needed updates, and next steps	Continue working on implementation and develop a strategy for creation of new housing plan	Continue working on implementation and begin work on creation of new housing plan
GOAL 1, 2, 3							
Convene a Regional Anti-Displacement Coalition to provide an ongoing platform for crossagency and cross-sector discussion and collaboration on priority actions, tracking of progress, collective problem solving, and responding to emerging issues and challenges		Convene Anti-Displacement Coalition and establish regular meeting schedule			Assess progress, obstacles, needed updates, and next steps		
GOAL 2							
Continue supporting and expand funding for homeless street outreach programs that connect individuals experiencing homelessness with critical resources and housing		Monitor metrics associated with street outreach programs	Based on metrics, increase funding for street outreach programs		Ongoing monitoring and adjustments, as needed		
GOAL 2							





## Chapter 8: Conclusion

This is a five-year strategic plan. While the housing affordability crisis will not be resolved in five years, significant progress can be made toward increased affordability and stability. Successful implementation of this Plan will make Salt Lake City a more equitable and affordable place to live.

This Plan will serve as a guiding document for the City over the next five years, providing a framework for action across City Departments and Divisions. Successful implementation of this Plan will require dedicated effort, funding, and collaboration across City departments and with community and other government partners. As part of the execution of this Plan, the City will commit to accountability, transparency, and collaboration toward achieving its goals.

As this Plan is implemented, reports will be provided to the City Council, the state, and the community, so that progress can be measured, and course corrections can be made as needed.



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# Appendix A: Descriptions of Action Items

GOAL 1	
Make progress toward closing the housing gap of 5,500 units of deeply affordable housing and increase the supply of housing at all levels of affordability while reducing overall water use and improving air quality.	
Metrics:	<div><div>A</div><div>Entitle 10,000 new housing units throughout the city.<ol style="list-style-type: none"><li>1. Minimum 2,000 units deeply affordable (30% AMI or below)</li><li>2. Minimum 2,000 units affordable (31% - 80% AMI)</li></ol></div></div>

## Action Items:

### PRIORITIZE AFFORDABLE HOUSING

- a.

**Continue to partner with entities that apply for state and/or federal funds to preserve and create low to moderate income housing through annual funding opportunities.** The Housing Stability Division receives funds from the US Department of Housing and Urban Development (HUD) that it passes to partner entities through competitive awards. These entities often receive state or other funding for the preservation and/or construction of affordable housing. Each year as HUD funds are received, the City opens grant applications to form partnerships.
- b.

**Continue to release housing funds through RDA Notices of Funding Availability (NOFA).** The RDA is required to allocate a certain percentage of each redevelopment project area's budget toward affordable housing. Each year as those funds are received by the RDA, they release NOFAs indicating how much funding is available and what the application deadlines and parameters are. These competitively awarded funds can serve an important role in a development project's funding.
- C.

**Increase funding for acquisition, rehabilitation, and development of affordable housing in the housing development loan program.** There are various ways to increase the funding stream for the housing development loan program, including tax increases, revenue bonds, tax increment, fees-in-lieu of development through the Community Benefit policy, and more. The City will conduct research to determine a strategy to increase funding.

- d.

**Provide \$6 million in grant funding to develop interim or permanent supportive housing projects to expand housing solutions for persons experiencing or at risk of homelessness.** In fall 2022, the City released \$6 million dollars for the creation of deeply affordable housing aimed at stabilizing low-income households at risk of homelessness and transitioning households out of homelessness. While the awards have been made, the projects are not yet completed. Helping facilitate these projects will add much-needed deeply affordable, permanent supportive, and transitional housing stock.
- e.

**As part of \$6 million in grant funding awarded in 2022, Switchpoint was awarded funds to develop a deeply affordable housing project for seniors.** During the development of this plan, the City awarded \$6 million for the creation of deeply affordable housing. One of the projects that received funding was Switchpoint, which will use the funds to create up to 94 units of deeply affordable housing for seniors and individuals with disabilities.
- f.

**Use RDA funding in acquisition strategy and to fund the development of affordable housing units.** Traditionally, most RDA housing funds have been awarded to developers as incentives to create affordable units. However, the funds can also be used for property acquisition. Acquiring and transitioning existing units to affordable housing can be quicker and more affordable than new construction. Once acquired, these units could be converted to equity and/or wealth building models for households.

### UPDATE LAND USE, ZONING, AND DEVELOPMENT PROCESSES

- g.

**Continue to reduce and waive impact fees on eligible projects.** The City reduces or waives impact fees for developments that meet affordability thresholds. This decreases development costs incentivizing the creation of affordable housing.
- h.

**Adopt and implement the Affordable Housing Incentives Ordinance.** The Affordable Housing Incentive ordinance is in progress. The ordinance allows for increased development capacity in exchange for maintaining a percentage of the housing units as affordable for households earning 80 percent of the area median income (AMI) or less. The ordinance allows for different capacities based on the current zoning on the property. This is a tool to increase both the overall housing stock and the affordable housing stock in the city.
- i.

**Adopt a Community Benefit Policy to prioritize the preservation or replacement of affordable housing as a condition of approval for changes to zoning and master plans.** Establish a Community Benefit Policy by which new developments preserve, replace, or otherwise mitigate the demolition of existing housing units in return for an increase in development capacity, with a focus on retaining or replacing affordable housing. The Community Benefit Policy will guide developers, residents, staff and decision makers in the development



agreement process, setting expectations for benefits to be provided in return for changes to zoning and master plans. In this case, the benefit is the preservation of affordable units that already exist on a property, or the replacement of those units with new units that are similar in size and affordability, and relocation assistance for impacted tenants.

**j. Explore the feasibility of a Transfer of Development Rights (TDR) program to allow property owners to transfer development capacity to other areas of the city in exchange for the preservation of existing affordable housing.** TDR programs are not new concepts and are often used to preserve open lands. TDR programs allow individuals to transfer the development rights (or development capacity) of their property into a “bank”, which can be purchased by an interested party and used elsewhere. This allows for the preservation of certain property characteristics while increasing development capacity elsewhere. Creating a TDR program to preserve affordable housing has the potential to keep existing housing affordable long-term while increasing the housing stock elsewhere in the City.

**k. Continue increasing density limits in areas next to near major transit investment corridors, commercial centers, or employment centers and where high density development is compatible with adjacent land uses.** Most of the land in the city is not zoned for residential uses. Of the areas that do, one-third is zoned for single family residential uses. Increasing density near transit corridors, commercial centers, or employment centers can help create a 15-minute city for residents by clustering housing, jobs, transportation, and amenities together. This can help increase the housing stock while reducing household costs associated with transportation.

**l. Increase building height limits in compatible areas of the city.** Increasing building height limits will allow for increased density. In compatible areas of the city, like the central business district, increasing height limits allows for increased development capacity on existing land.

**m. Implement parking reduction ordinance.** In fall 2022, the City Council adopted the Parking Reduction Ordinance, which decreases parking requirements in certain areas of the City. Parking is one of the key drivers in the cost of housing. Eliminating or reducing parking requirements can save cost on construction, which can make rents or sale prices more affordable.

**CONVERT EXISTING BUILDINGS TO HOUSING**

**n. Adopt an adaptive reuse ordinance to facilitate the conversion of historic buildings into housing.** Zoning and land-use changes can make it easier and more cost-effective to retain existing structures for reuse. An adaptive reuse ordinance complements funding incentives to convert existing structures to affordable housing.

**o. Incentivize the purchase and conversion of hotels, motels, and other buildings to deeply affordable and transitional housing.** Funding acquisition and conversion is often more affordable than building new.

Projects that have used this acquisition and conversion strategy have helped populations transition out of homelessness and get back on their feet.

**INTEGRATE AFFORDABLE HOUSING AND TRANSIT**

**p. Establish at least one housing and transit reinvestment zone (HTRZ) in the city.** Legislation from 2022 created HTRZs as a type of project area to incentivize coupling housing, transit, and commercial uses. The RDA has been approached by parties that are interested in creating HTRZs. Once created, these will facilitate increased development capacity within the HTRZ, making more housing available.

**q. Certify all Station Area Plans (SAPs) within the city, as required by State Code Section 10-9a-403.1.** SAPs are land use plans for the area within a certain radius of a light rail, commuter rail, street car, or Bus Rapid Transit station. The State requires that all stations within a municipality’s boundaries have a SAP adopted by December 31, 2025. The Planning Division is working on creating new and certifying existing SAPs in order to meet this requirement. The City is required to adopt SAPs as an element of its moderate income housing plan.

**DIVERSIFY HOUSING STOCK**

**r. Adopt revised Accessory Dwelling Unit (ADU) ordinance to make the development of ADUs easier and more widespread throughout the City.** In 2018 the City adopted its initial ADU ordinance. An update to that ordinance is in progress and will be before the City Council in 2023. The update will make it easier to build ADUs in more areas of the city than is currently allowed. ADUs add to the housing supply by increasing density while maintaining the scale of the existing neighborhood.

**s. Incentivize deed-restricted affordable ADUs across the city with a focus on areas of high opportunity.** Deed-restricting ensures that an ADU is available for a household who needs affordable housing. Deed-restricting insulates units from the market pressures that lead to higher rents in areas of high opportunity.

**t. Develop a library of pre-approved ADU plans that residents can access.** Other cities have seen success in streamlining the ADU development process, including hosting a library of pre-approved ADU plans. This simplifies and streamlines the process for individuals looking to add an ADU to their property, lowering costs. Lowering barriers to ADU adoption will help diversify the housing stock and can make housing more affordable.

**u. Develop a financing program for low-income homeowner ADU construction.** ADUs can be expensive to build, and they are also difficult to finance. Because of the challenges in financing them, low-income homeowners who could benefit from the rental income of an additional unit are locked out of building ADUs on their property. The Salt Lake City Redevelopment Agency (RDA) is currently researching a model for financing ADUs and will be developing a pilot program in the Nine Line Project Area.



- v. **Make it easier to build tiny homes as a form of deeply affordable / transitional housing through zoning, funding, and streamlined plan and design review.** Tiny homes, micro units, and other small-scale housing are more affordable to build than larger scale housing and can be built on smaller lots. They create an individual space with privacy, which may be helpful for individuals who have experienced trauma. Facilitating the uptake of more tiny homes can diversify the city’s housing stock and increase affordability.
- w. **Facilitate the completion of phase one of The Other Side Village pilot program.** The Other Side Academy has been working with the City to develop a tiny home village that will serve individuals who are exiting homelessness and may have criminal records. The Other Side Village will create a supportive community with housing that is affordable to residents with the greatest housing instability.
- x. **Promote the development of affordable family-sized housing units with 3+ bedrooms.** Salt Lake City has a small portion of its housing stock sized for families. Coupled with the cost of living in the city, this lack of family housing means that many families are choosing to live elsewhere. Using RDA funds and other incentives, the City will develop a strategy for promoting family housing.

**EXPAND WORKFORCE HOUSING**

- y. **Expand workforce and essential worker housing, up to 125% AMI, so that these populations can live in the city in which they serve.** Salt Lake City functions because of the people who work here. Unfortunately, there are few tools currently available for assisting households that earn more than 80% AMI. Exploring ways to ensure that these households – including nurses, firefighters, teachers, and other essential workers – can continue to live here is vital to our well-being.

GOAL 2	
Increase housing stability throughout the city.	
Metrics:	A Track, analyze, and monitor factors that impact housing stability in the city.
	B Increase programs that provide stability in housing to at least 10,000 low-income individuals annually through housing stability programs funded by the City.
	C Dedicate targeted funding to: <ol style="list-style-type: none"> <li>mitigate displacement</li> <li>serve renter households</li> <li>serve family households</li> <li>increase geographic equity.</li> </ol>

Action Items:

**DECREASE COST OF LIVING**

- a. **Develop electric car-share and/or e-bike-share pilot program programs co-located with affordable housing.** Transportation costs are the often the second highest expenses for households. Car-share and bike-share program can help cut down on transportation expenses by providing households with a convenient transportation option that they do not have to own and maintain. Co-locating affordable housing with transit is also critical, but car-sharing helps fill a gap for times when bulky items are needed or at times when transit service is unavailable.

**EXPAND ACCESS TO RESOURCES**

- b. **Host regular tenant education events.** Helping tenants understand their rights and responsibilities and introducing them to resources can help prevent evictions. Data suggests that in Utah, even having legal counsel present during an eviction hearing has limited success given the existing legal framework, which favors property owners. Helping tenants before they reach the point of needing legal council is important for tenants.
- c. **Develop a tenant advocate pilot program to help tenants understand their legal obligations and rights, inspect units, and connect them with other resources.** Tenants have few rights under Utah law, so it is important to help tenants understand their roles and responsibilities, as well as know what they can do to protect themselves. Existing mediation programs exist to help settle disputes, and these programs are helpful. The tenant advocate program would seek to exist upstream of the mediation process to help tenants read and understand their lease, know how to communicate with their landlord, understand what and how to document, and be a general point of contact for tenants.



- d. **Improve and expand tenant resources, access to legal services, and landlord training to better meet the level of need and protect tenant rights.** Help tenants remain in their housing whenever possible by educating them and their landlords about their rights and about the resources available to help them, including rent assistance, mediation, and legal services, while expanding investment in those resources and innovating in how they are delivered.

## FUND COMMUNITY PARTNERS

- e. **Support community and grassroots organizations that provide displacement assistance, tenant organizing, tenant mutual aid, legal services, and other resources/efforts that help tenants.** There are a number of grassroots, volunteer organizations that serve tenants and may have relationships with tenants that larger, better-funded organizations may not. These organizations serve important functions in the community by advocating for tenants, helping keep tenants housed, and responding to tenant needs during emergency situations. Supporting these organizations through small grant opportunities can help build their capacity, extend their reach, and further stabilize the community.
- f. **Continue supporting and expand funding for homeless street outreach programs that connect individuals experiencing homelessness with critical resources and housing.** Street outreach programs help connect residents who are experiencing homelessness with resources to help them find treatment and housing. The City has funded these programs through our partners and will continue to do so. As the City makes progress toward its goals of increasing the availability of new housing, especially deeply affordable housing, increased street outreach will be needed to help ensure that residents in need of housing can find it.

## COUNTER DIRECT DISPLACEMENT

- g. **Develop a Tenant Relocation Assistance Program to help those impacted by new development find and afford living situations that meet their needs.** While units lost to demolition are a small part of the displacement challenge (affecting less than one percent of the city's housing stock between January 2020 and December 2022), the impact on tenants who were living in those units can be profound. Helping tenants who are directly impacted by new development find new living arrangements they can afford and offsetting the cost of relocation can mitigate the impacts that displacement has on households.
- h. **Adopt a Displaced Tenants Preference Policy so that lower income tenants displaced due to new development or rising rents are given priority for moving into deed-restricted units created on the site or within the area from which they were displaced.** To help ensure that local residents impacted by rising rents and displacement are given a priority for affordable units, some communities have adopted a preference policy that gives qualified applicants "extra points" in their

application. This proposed policy would establish a preference for tenants displaced from unsubsidized housing due to demolition, rehabilitation, or rising rents so that they have the opportunity to return to the site or area from which they were displaced when deed-restricted units become available.

## IMPROVE INTERNAL PROCESSES

- i. **Define indicators to track displacement and develop systems to track progress to better know where and how the City's anti-displacement policies and actions are working.** Success of this Plan relies on having reliable, shared, and easily accessible data to track progress, inform policy development, and make it possible to course-correct as needed as conditions change. This action is focused on establishing key metrics to track conditions over time and ensuring that investment is made in developing the necessary data systems.
- j. **Form a City Implementation Team to oversee and coordinate implementation of the priority actions in the Thriving in Place strategy, monitor progress, engage partners, and identify needed updates and next steps.** Achieving the priority actions of Thriving in Place will be a significant undertaking, requiring ongoing coordination, engagement, resources, decision making, and problem solving. It is critical that everyone knows who "owns" implementation of the strategy and its various components, and that those charged with its ownership are empowered to convene, facilitate, delegate, and act.

## WORK WITH COMMUNITY AND REGIONAL PARTNERS

- k. **Convene a Regional Anti-Displacement Coalition to provide an ongoing platform for cross agency and cross-sector discussion and collaboration on priority actions, tracking of progress, collective problem solving, and responding to emerging issues and challenges.** Effective action to address displacement and stabilize neighborhoods takes time, coordination, and persistence. The City is one part of a regional ecosystem that needs to work closely together to achieve goals related to housing affordability and neighborhood stabilization. This ecosystem also includes other governmental agencies in the region, nonprofits, community organizations, research centers, private sector developers, financiers, and others. The agencies and individuals working on displacement issues need to meet regularly in order to share information, coordinate action, problem-solve, and build trust. Housing affordability is also a regional challenge, and the need for an ongoing means of engaging with regional partners to identify shared priorities for action is crucial.



GOAL 3	
Increase opportunities for homeownership and other wealth and equity building opportunities for low to moderate income households.	
Metrics:	<ul style="list-style-type: none"> <li>A Provide affordable homeownership and wealth and equity building opportunities to a minimum of 1,000 low-income households.</li> </ul>

Action Items:

ACQUIRE PROPERTY FOR LONG-TERM AFFORDABILITY

- a. **Work with community development partners to acquire priority properties for permanently affordable housing.** Several community development partners in Utah acquire properties to maintain housing affordability. Partnering with these organizations to acquire properties in Salt Lake City can help the City have a larger impact than working alone. Developing working partnerships to explore community ownership models can serve residents in the City and beyond long term.
- b. **Establish a Community/Tenant Opportunity to Purchase program at the City level, which could include technical assistance, funding opportunities, and other services and resources that would give existing tenants, the community, or the City/RDA the opportunity to purchase before the property goes to market.** Community and tenant opportunity to purchase policies allow tenants of an existing building, or residents in the community more broadly, the opportunity to purchase that building before it goes to market. Just having a policy on the books, however, does not overcome the barriers to purchasing an apartment building. Contributing technical assistance, organizing capacity, and funding opportunities is also critical. This is one way to help tenants become owners.
- c. **Explore the feasibility of issuing home equity conversion mortgages to existing homeowners in return for for a deed restriction, possibly through the City’s Homebuyer Program.** Home Equity Conversion Mortgages are a tool that enables borrowers to withdraw some of the equity in their home. Using this tool to purchase deed-restrictions on existing housing stock helps grow the stock of affordable housing while allowing existing residents to remain in their homes.

INCREASE HOMEOWNERSHIP AND EQUITY-SHARING

- d. **Provide funding for programs and/or initiatives that build wealth and/or provide equity sharing opportunities for residents.** Developing equity sharing opportunities in rental housing is one way to build wealth and maintain housing affordability while increasing housing stability. The City will provide funding to ensure that programs with this end in mind succeed.

- e. **Support projects that allow tenants to build wealth and/or gain equity in their building based on tenure.** Homeownership is the primary mode of gaining household wealth in the United States, but homeownership is out of reach for the majority of residents in Salt Lake City, especially if they currently rent. Other ways of increasing household wealth, such as limited-equity cooperatives, provide opportunities for ownership and/or wealth creation for households who are otherwise priced out while incentivizing housing and neighborhood stability and keeping rents affordable.
- f. **Continue to manage the City’s Community Land Trust (CLT) program and develop strategies for growth.** Maintaining affordability long term is critical to creating an affordable city. While deed-restrictions are useful, they often expire and the housing converts to market rates. Community ownership ensures that the cost of housing is always affordable. Additionally, CLTs typically have affordable for-sale housing, which allows households to increase stability and create wealth. Various models for community land trusts exist and can be learned from.





## Appendix B: Housing Needs Analysis





## **Appendix 2**

### Housing Needs Analysis



# 2022

# Salt Lake City Housing Needs Analysis

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**Salt Lake City Housing Stability Division**

**January 6, 2023**



**HOUSING  
STABILITY  
DIVISION**



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## Analysis in Brief

- Salt Lake City is short over 5,500 units for renter households earning less than 30% AMI but has a surplus of units affordable to those earning between 30% and 80% AMI.
- Salt Lake City is projected to gain over 6,000 residents in the next five years. With an average household size just over two individuals, roughly 3,000 new units will be needed to accommodate this growth.
- Salt Lake City has more nonfamily households than family households – 57% in 2021. Salt Lake City's growth has primarily come from adult in-migration, rather than natural growth (births).
- Salt Lake City is a Millennial destination and has the lowest median age among peer cities in the region (33 years old). Nearly one-third (31%) of Salt Lake City's population is post-college aged Millennials (ages 25-39)—higher than all regional peer cities but Denver.
- Salt Lake City's decennial growth rate of 7% is lower than the State (18%) and County (15%) rates; however, the growth rate is accelerating while the State's growth rate is decelerating, and the County's has stagnated. As other areas around the Wasatch Front are built-out there will be pressure for urban infill in the metropolitan center.
- Salt Lake City has a very high proportion of in-commuters: 83% of Salt Lake City jobs are held by in-commuters, the highest of among peer cities in the region. The proportion of jobs held by in-commuters has increased over the last two decades. The City's in-commuting population will continue to grow if job growth exceeds housing development and affordability
- Single family detached houses make up nearly half of all housing units in Salt Lake City. Mid- and high-rise apartments make up another 30% of units. Other housing types, often called the “missing middle,” make up roughly a quarter of the total housing stock.
- 60% of Salt Lake City housing units are over 50 years old. An aging housing stock will require investment to ensure that units remain in a state of good repair.
- As housing costs increase, more households are priced out of homes on the market. With median home sale prices at \$490,000 (2021), 72.6% percent of all Salt Lake City households and 86.4% of renter households are unable to afford the median priced home.



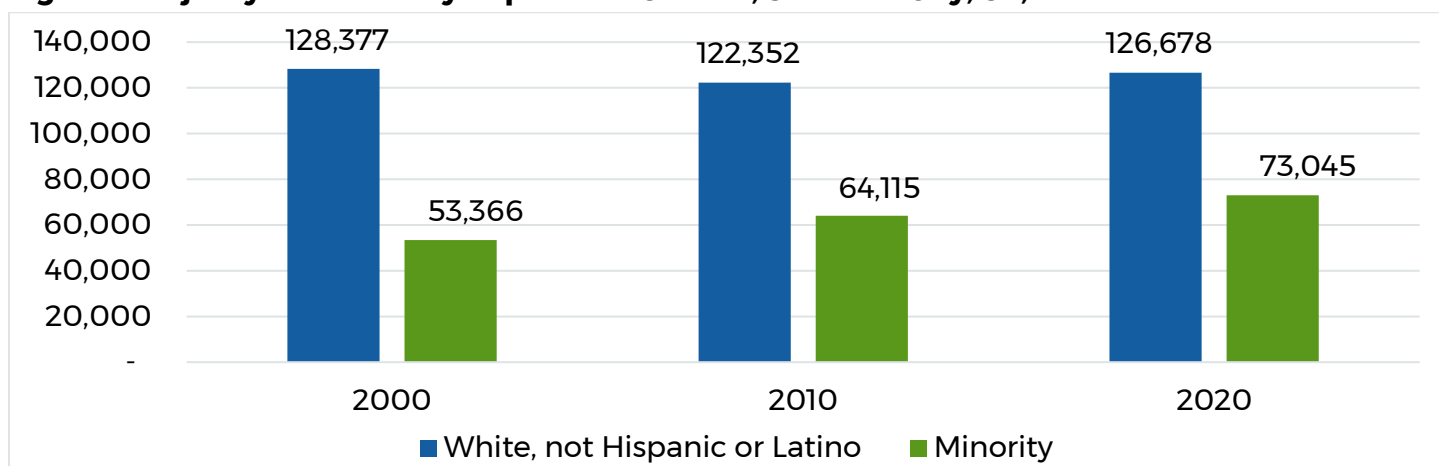
## Population

In 2020, Salt Lake City's population was 199,723 – up from 186,440 in 2010 and 181,743 in 2000. The population growth rate increased between 2010 and 2020 relative to the previous decade. However, the growth rate among minority groups slowed between 2010 and 2020 (Figure 1).

While Salt Lake City's growth rate is lower than that of the County and State, it increased over the previous decade (3% to 7%) whereas the County's remained stable at 15% and the State-wide growth rate decreased from 24% to 18% (Figure 2).

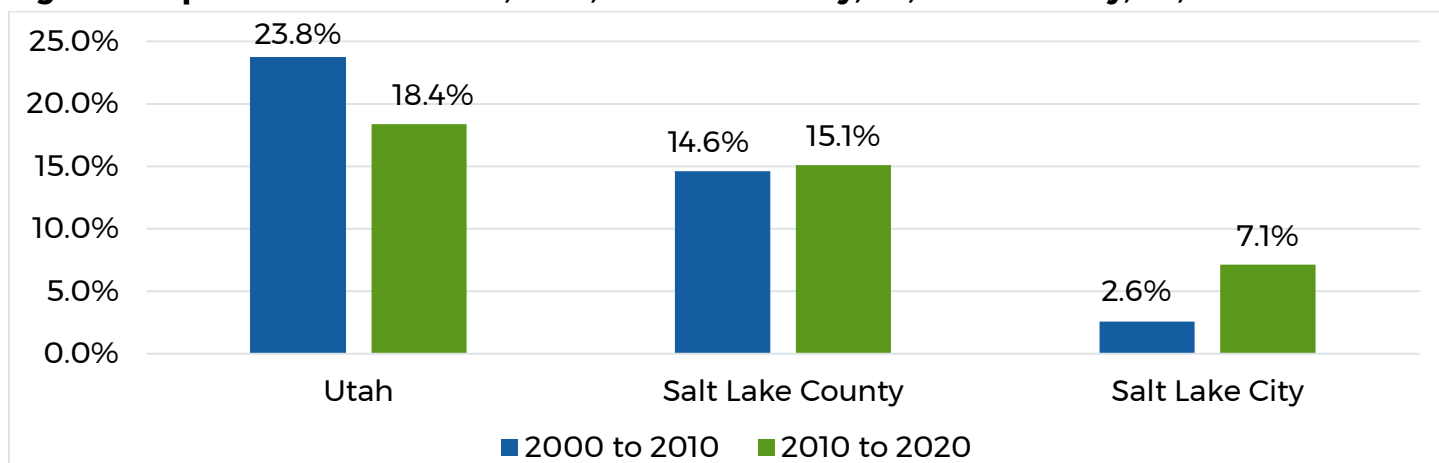
The areas in the City with the highest growth include the Hardware District, Downtown, Ballpark, and the Sugar House Business District (Figure 3). The Westside and Liberty Wells areas have become less racially and ethnically diverse while the remainder of the City has seen diversity increase (Figure 4).

**Figure 1: Majority and Minority Population Growth, Salt Lake City, UT, 2000-2020**



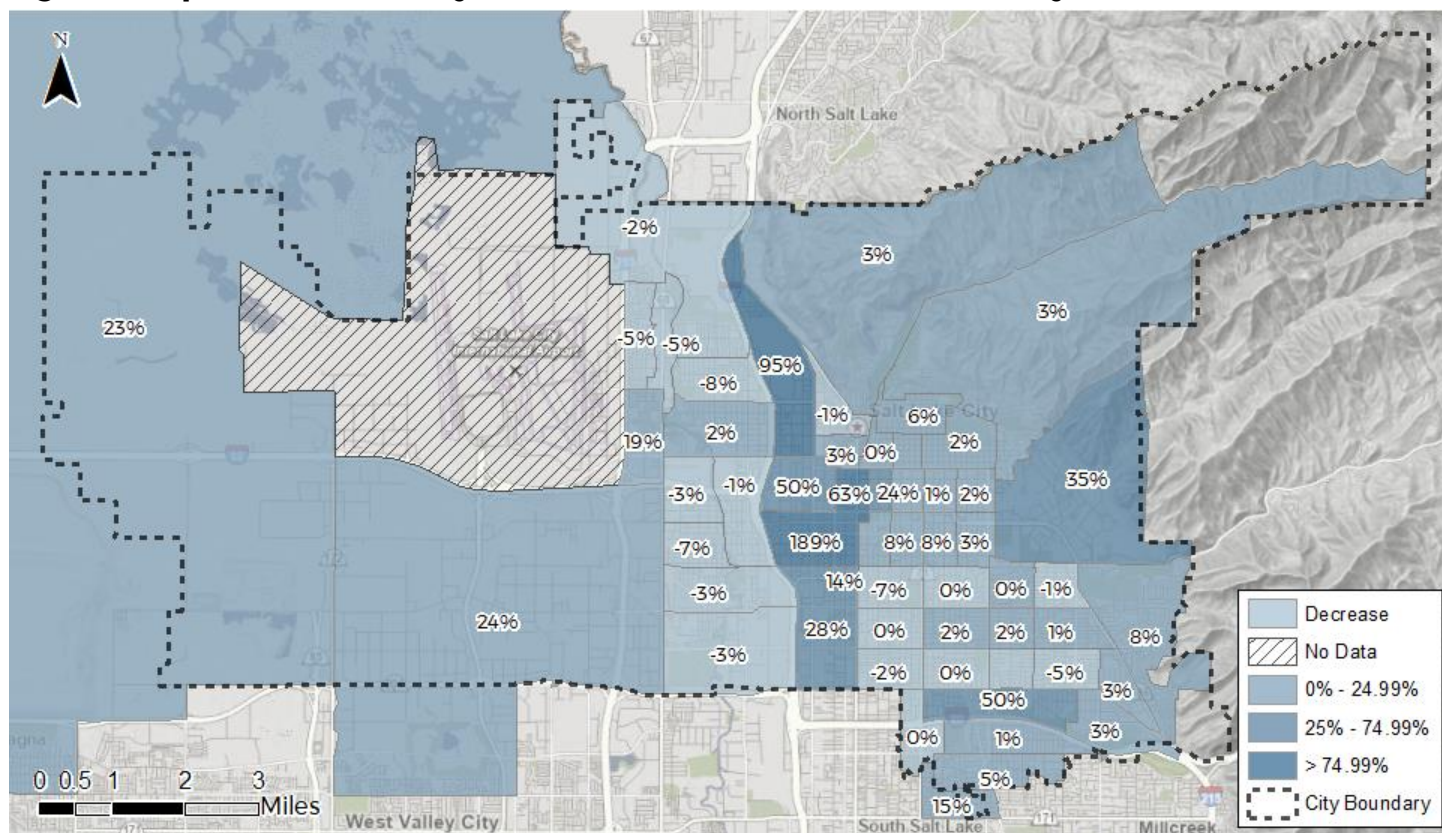
Source: United States Census Bureau (USCB) 2000, 2010, & 2020 Decennial Census

**Figure 2: Population Growth Rate, Utah, Salt Lake County, UT, Salt Lake City, UT, 2000-2020**



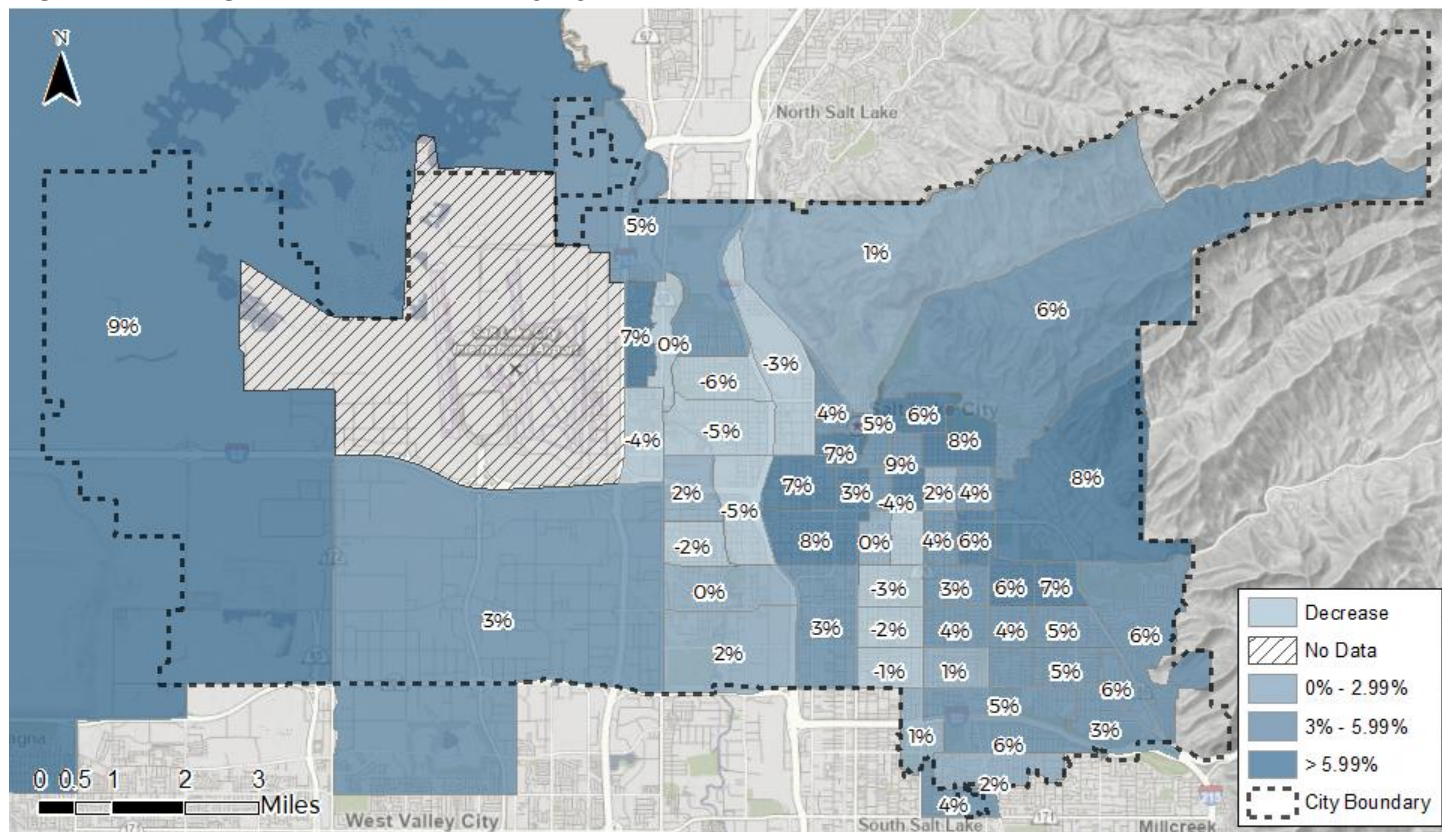
Source: USCB 2000, 2010, & 2020 Decennial Census

**Figure 3: Population Growth by Census Tract 2012-2016 to 2017-2021 5-year Estimates**



Source: USCB 2010 & 2020 Decennial Census

**Figure 4: Change in Percent Minority by Census Tract, 2010-2020**



Source: USCB 2010 & 2020 Decennial Census



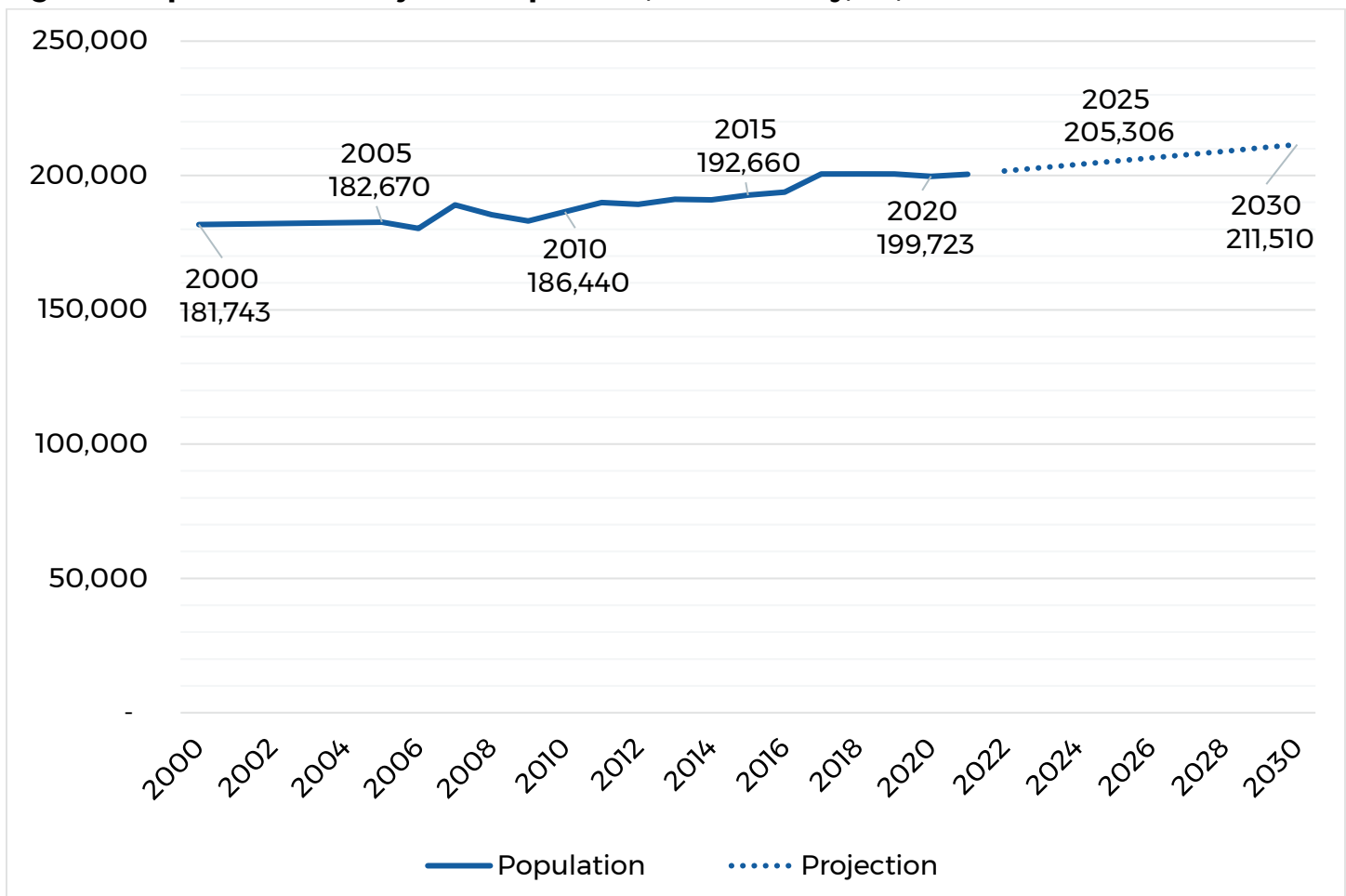
## Population Projection

Salt Lake City's average annual population growth rate since 2005, when the American Community Survey first provided reliable intercensal annual estimates, is 0.60%. Using this average to project future growth, we can expect Salt Lake City will gain over 6,000 residents by 2027. With an average household size just over two individuals, 3,000 new housing units will be needed to accommodate these new residents.

This projection does not factor in external pressure from surrounding areas that are experiencing greater growth. The average annual growth rate for Salt Lake County and Utah are 1.62% and 2.15% respectively. As surrounding municipalities along the Wasatch Front are built out, pressure to densify urban areas may lead to greater growth in Salt Lake City.

Other factors not included in the projection include policies that encourage or discourage growth, push and pull factors that influence potential migrants' perception of Salt Lake City's quality of life such as economic outlook and environmental conditions, and broader societal trends including a shift towards remote work and a renewed interest in urban living. Population growth is complex and will be influenced by the policies that the City adopts as well as unanticipated external factors beyond our ability to predict.

**Figure 5: Population and Projected Population, Salt Lake City, UT, 2000-2030**



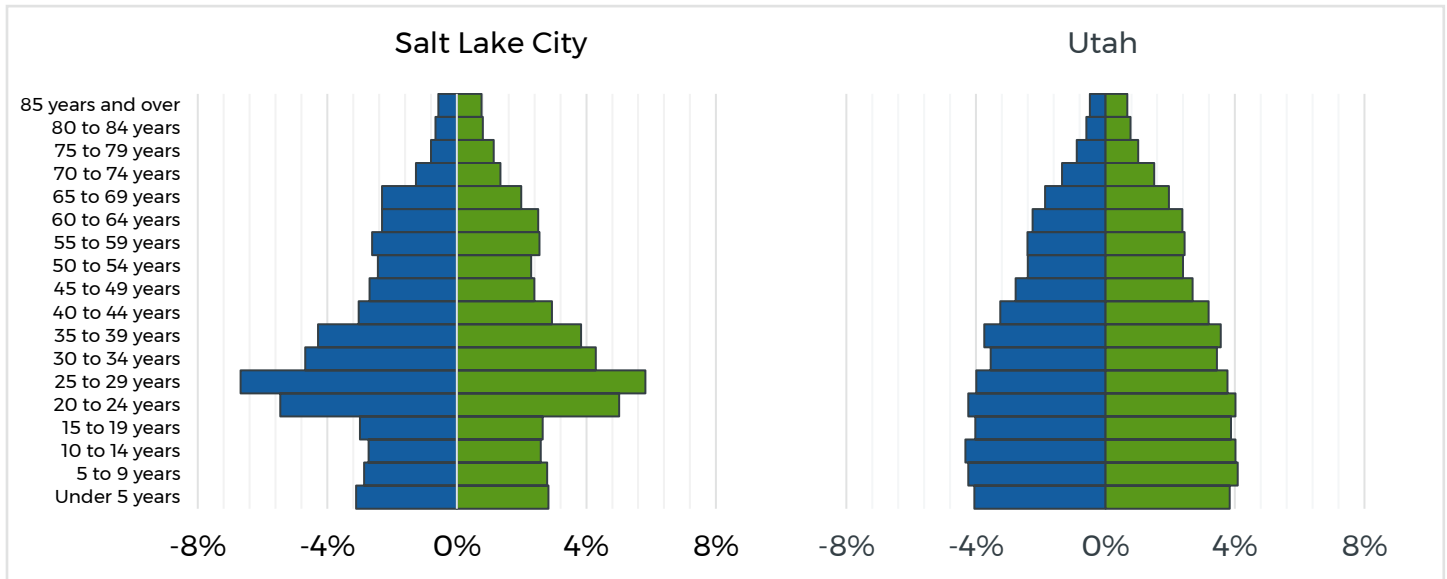
Source: USCB 2000 Decennial Census, American Community Survey (ACS) 1-year estimates, Analysis by author

## Age

Unlike the State of Utah, which has one of the highest birth rates in the nation, Salt Lake City is experiencing little natural growth. A large cohort ages 20 to 39 years reflects the City's character as a hub for students and young professionals (Figure 6). The Westside and the University of Utah and its surrounding neighborhoods are generally younger than the remainder of the City (Figure 9).

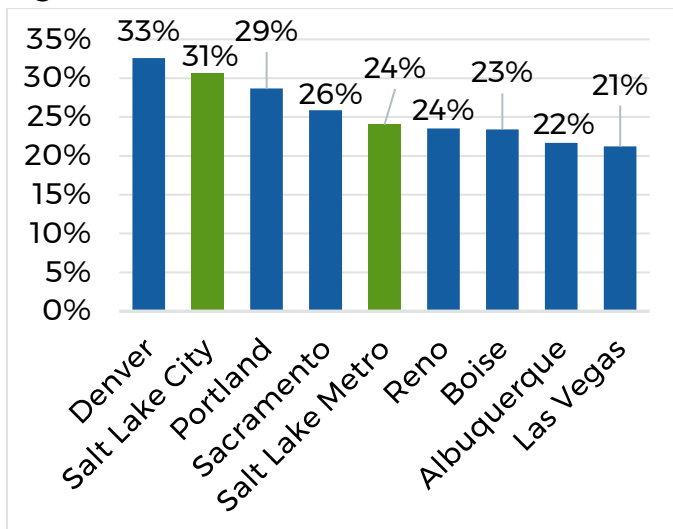
Salt Lake City has a higher proportion of Millennials than the larger metro area, even when excluding college students. 31% of Salt Lake City's population is post-college aged Millennials (ages 25-39)—higher than most regional peer cities but lower than Denver (33%) (Figure 7). The City also has a lower median age than peer cities in the region (Figure 8). Median age has increased over the last two decades from 30 in 2000 to 31 in 2010, and 33 in 2021.

**Figure 6: Population by Age Cohort, Salt Lake City, UT, Utah, 2020**



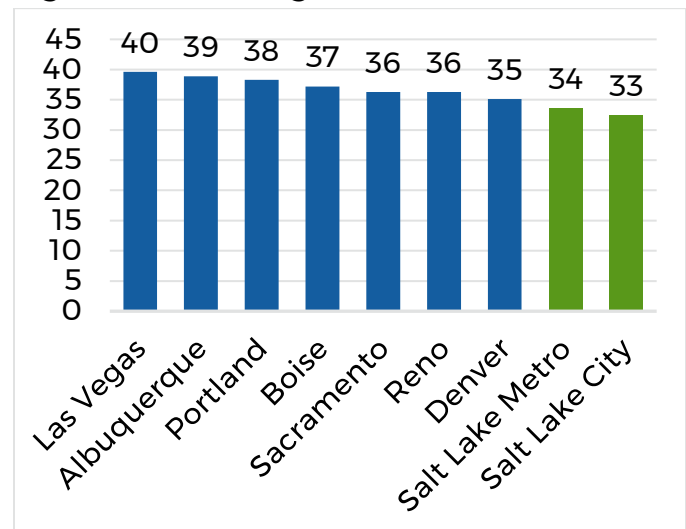
Source: USCB 2020 Decennial Census

**Figure 7: % Millennial, 2021**



Source: USCB 2021 ACS 1-year estimate

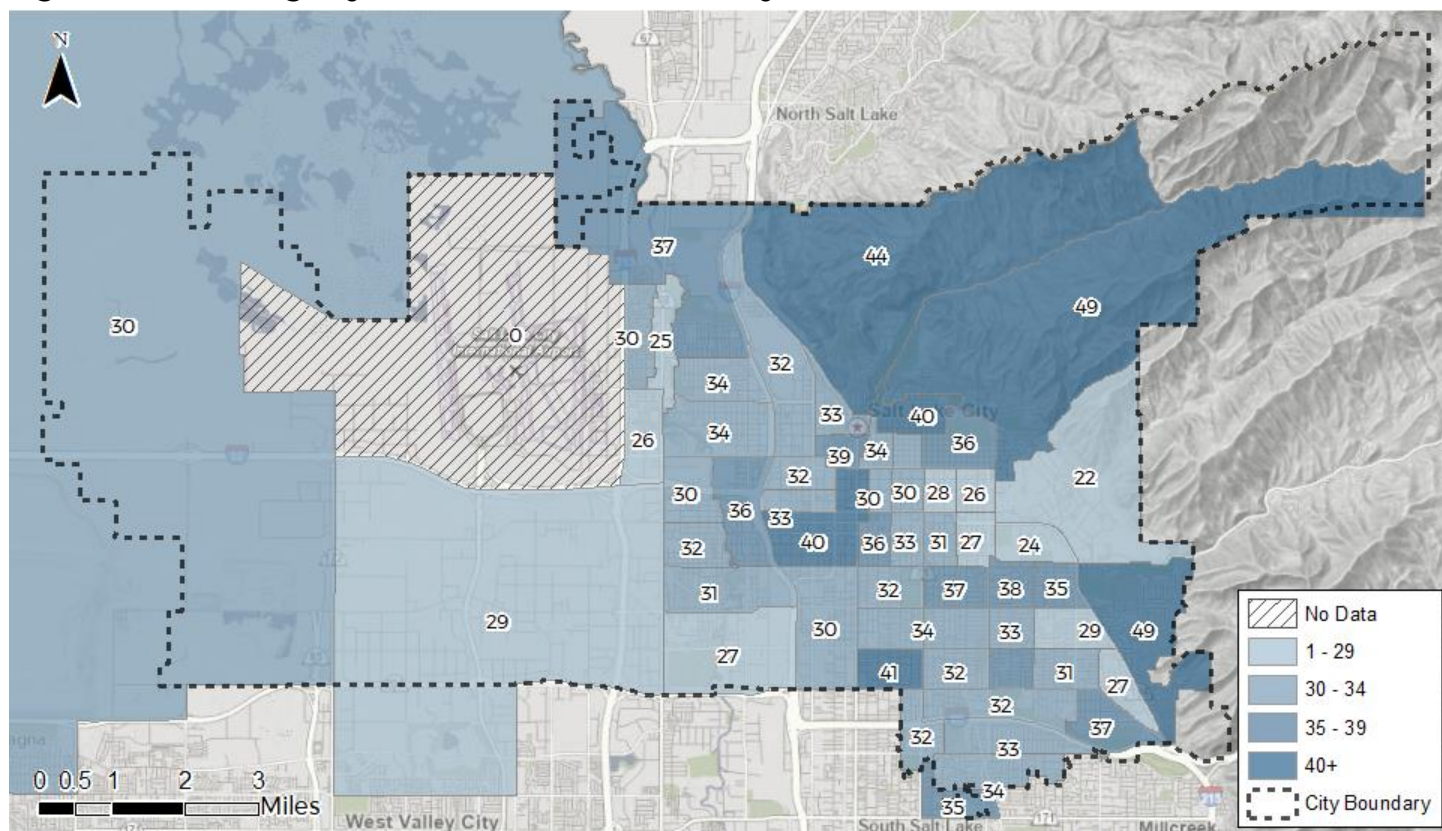
**Figure 8: Median Age, 2021**



Source: USCB 2021 ACS 1-year estimate

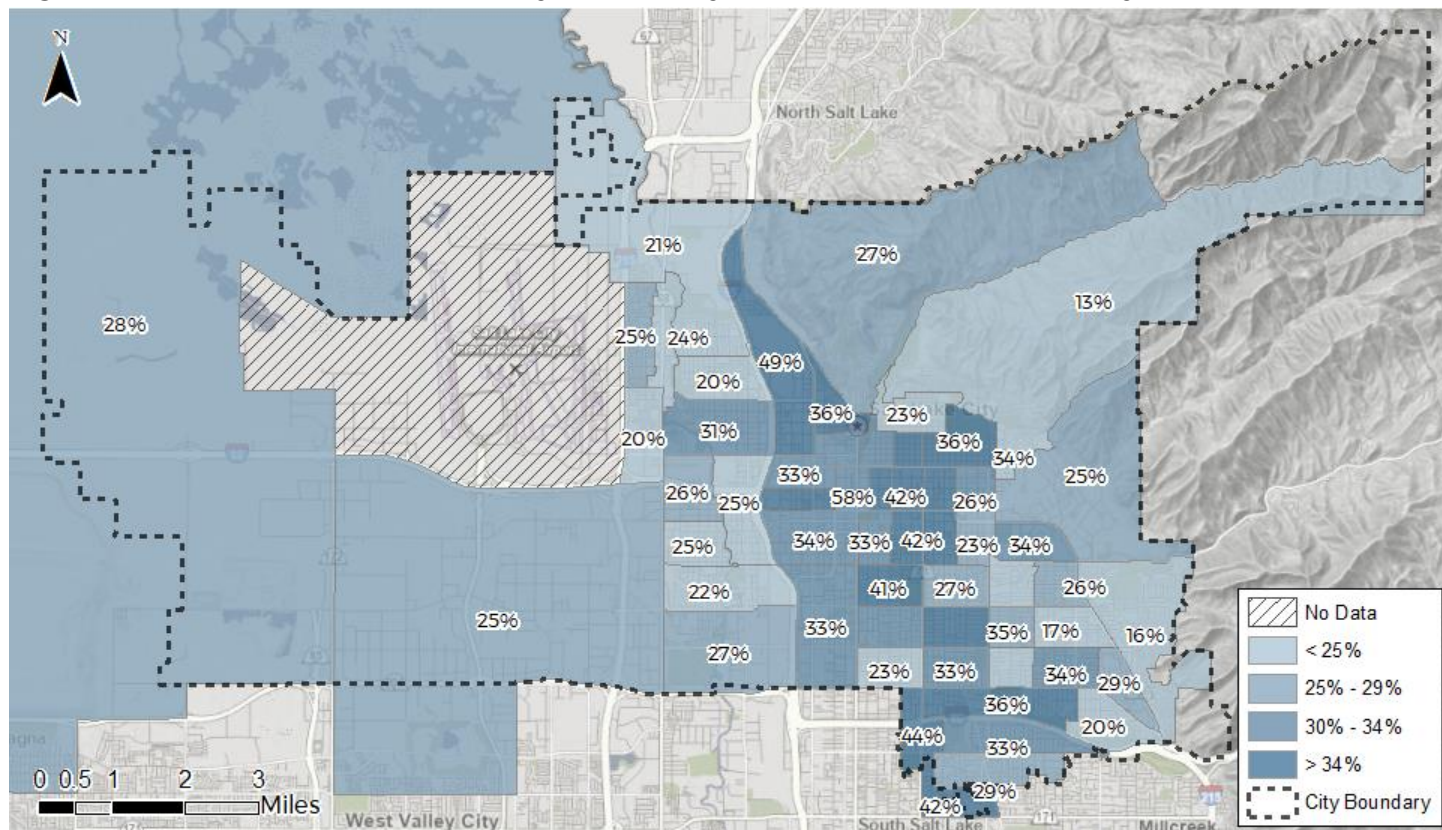


**Figure 9: Median Age by Census Tract, Salt Lake City, UT, 2017-2021**



Source: USCB 2017-2021 ACS 5-year estimates

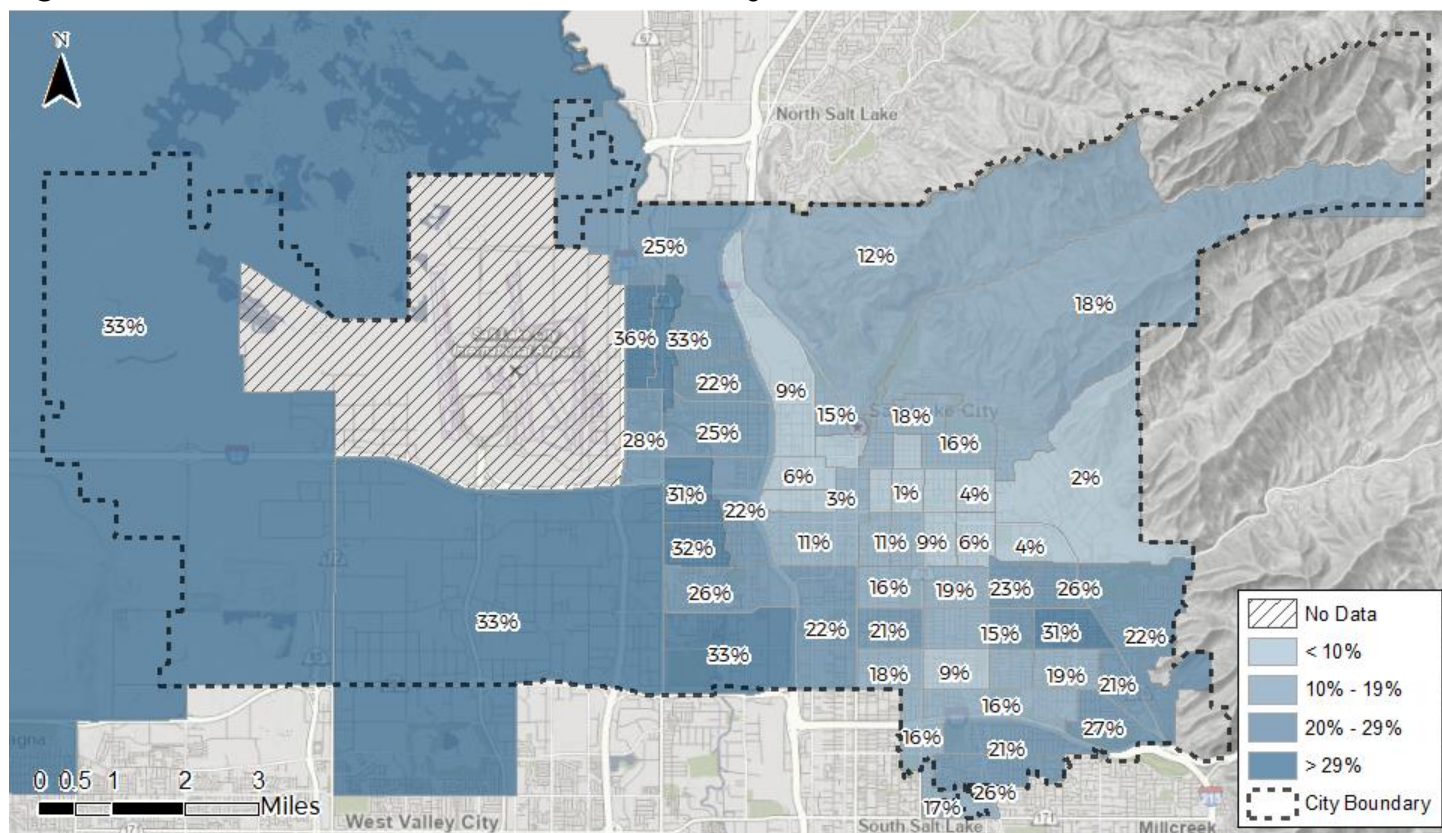
**Figure 10: Percent Millennial (25-39 years old) by Census Tract, Salt Lake City, UT, 2017-2021**



Source: USCB 2017-2021 ACS 5-year estimates

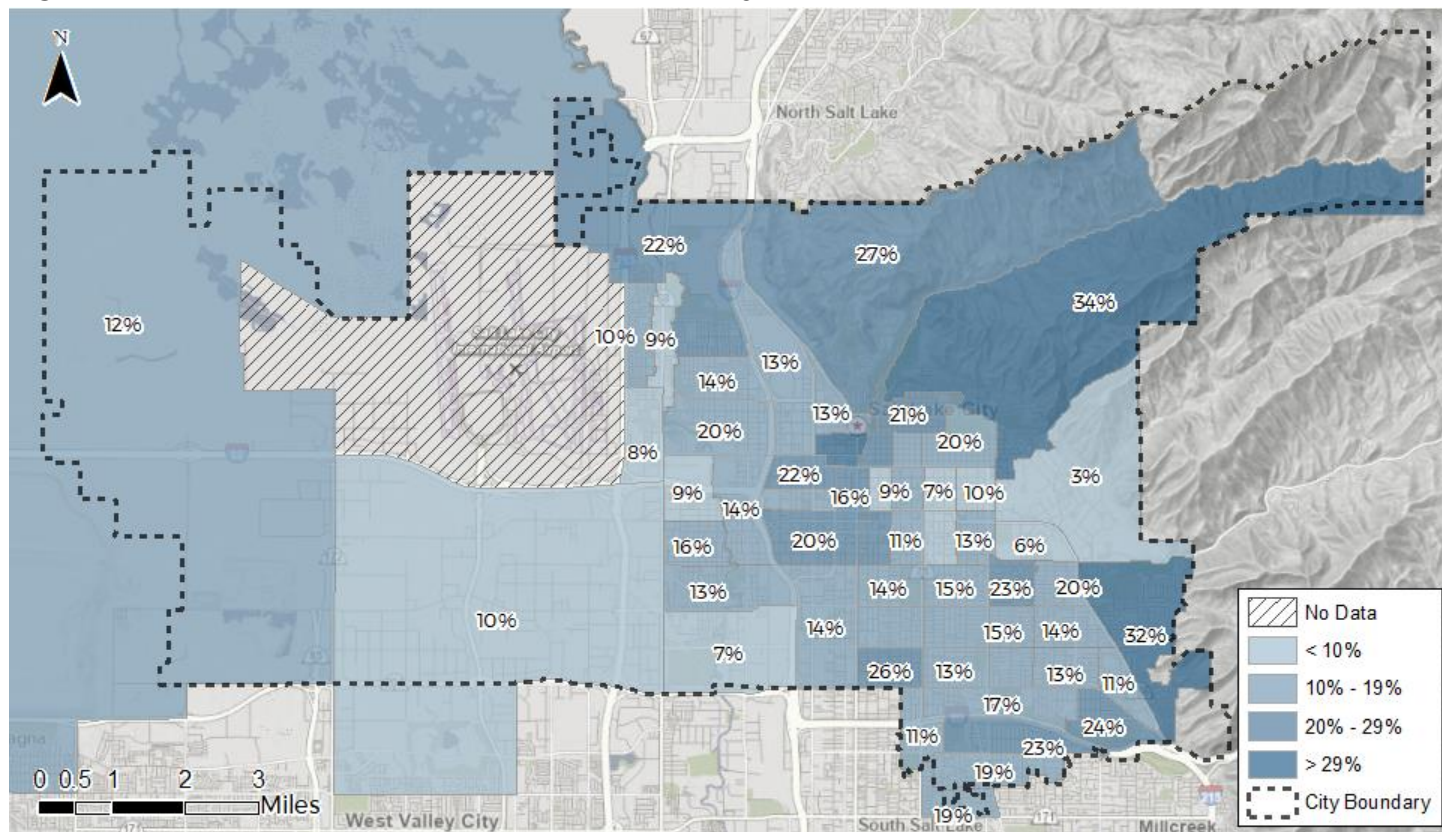


**Figure 11: Percent Under 18 Years Old, Salt Lake City, UT, 2017-2021**



Source: USCB 2017-2021 ACS 5-year estimates

**Figure 12: Percent Over 60 Years Old, Salt Lake City, UT, 2017-2021**



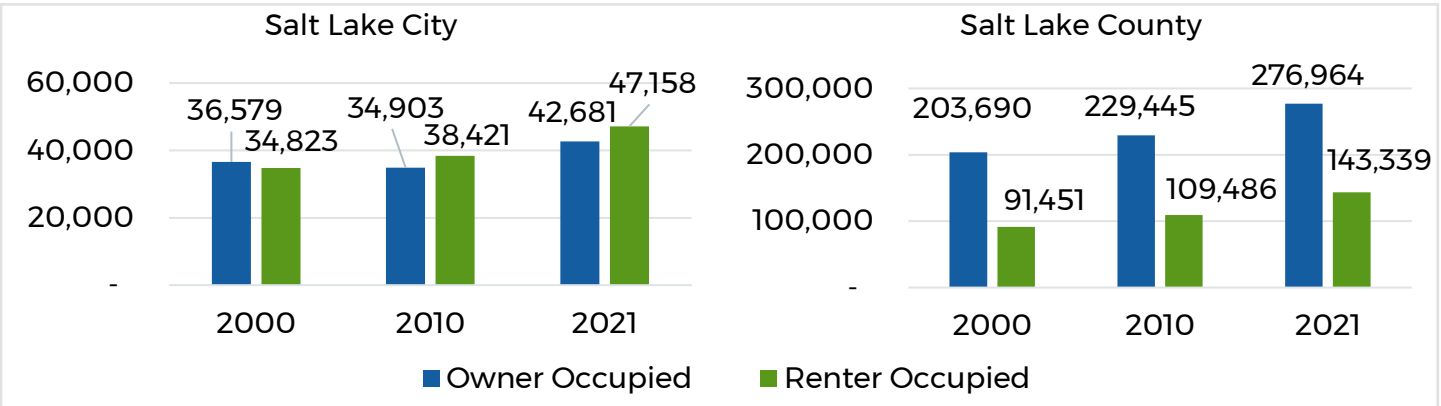
Source: USCB 2017-2021 ACS 5-year estimates



## Tenure

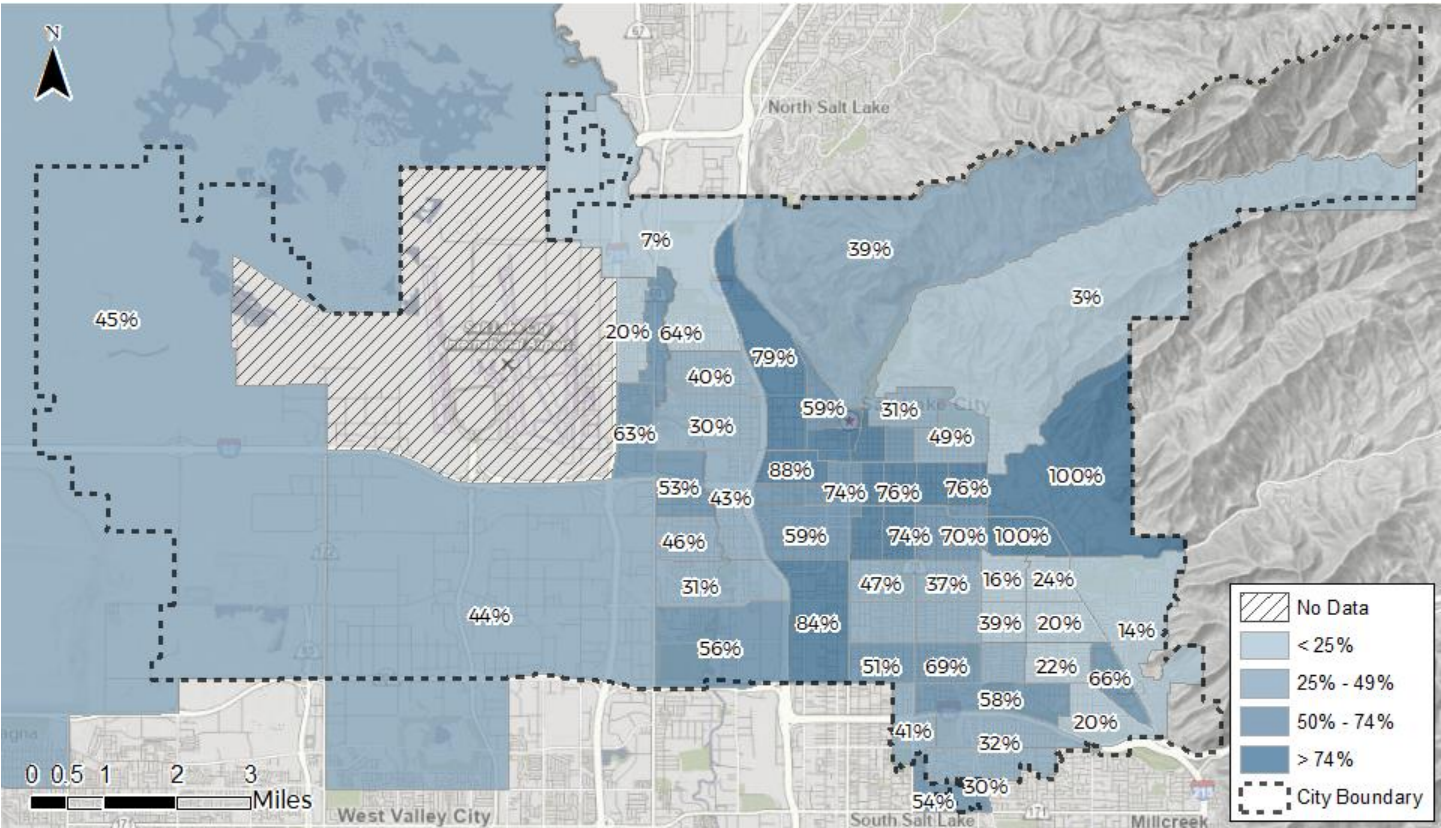
As is typical in large metropolitan areas, households in the suburbs are more likely to own their home than households in the urban core. In 2021, 48% of Salt Lake City households were homeowners compared to 66% for Salt Lake County (Figure 13). The proportion of City households that are homeowners declined between 2000 and 2021, with the number of renter households first exceeding the number of homeowners in 2010 (Figure 13).

Figure 13: Household Tenure, 2000-2021



Source: USCB 2000 Decennial Census, 2010 & 2021 ACS 1-year estimates

Figure 14: Percent Renter Households, Salt Lake City, UT, 2017-2021



Source: USCB 2017-2021 ACS 5-year estimates

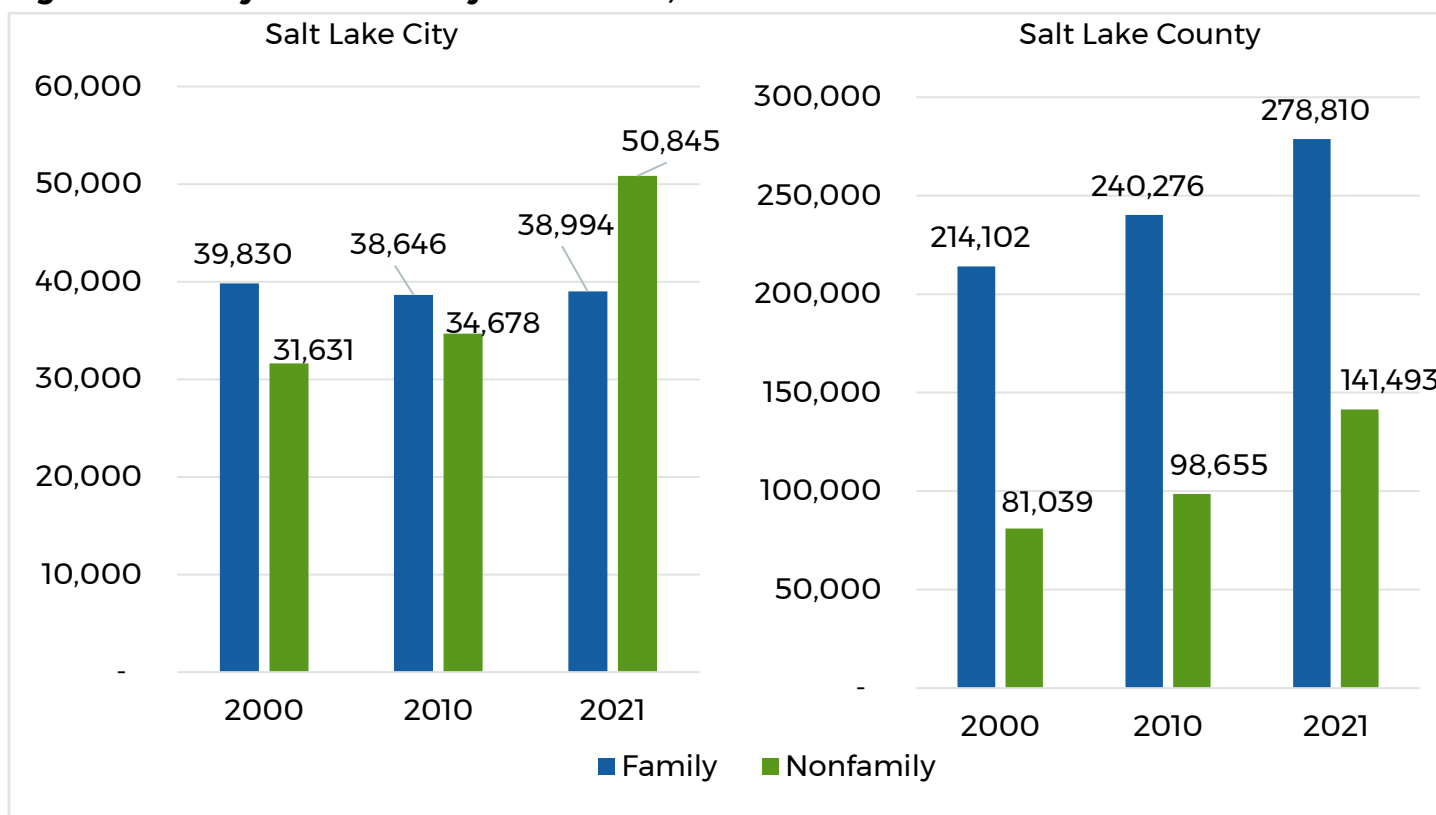
## Family Households

As is typical in large metropolitan areas, households in the suburbs are more likely to be families than households in the urban core. In 2021, 43% of Salt Lake City households were families compared to 66% for Salt Lake County (Figure 15). The proportion of City households that are families declined between 2000 and 2021, with the number of nonfamily households first exceeding the number of family households in 2015 (Figure 15).

Across the region, the percent of housing units that are 3 or more bedrooms correlates with the percent of households that are families. Salt Lake City has the smallest percentage of family households among peer cities in the region as well as the smallest percentage of housing units that are 3 or more bedrooms (Figure 16).

In Salt Lake City, there are over 16,500 more units with three or more bedrooms than there are households with three or more individuals. Less than 3% of Salt Lake City housing units are overcrowded (more than one individual per room) (Figure 17).

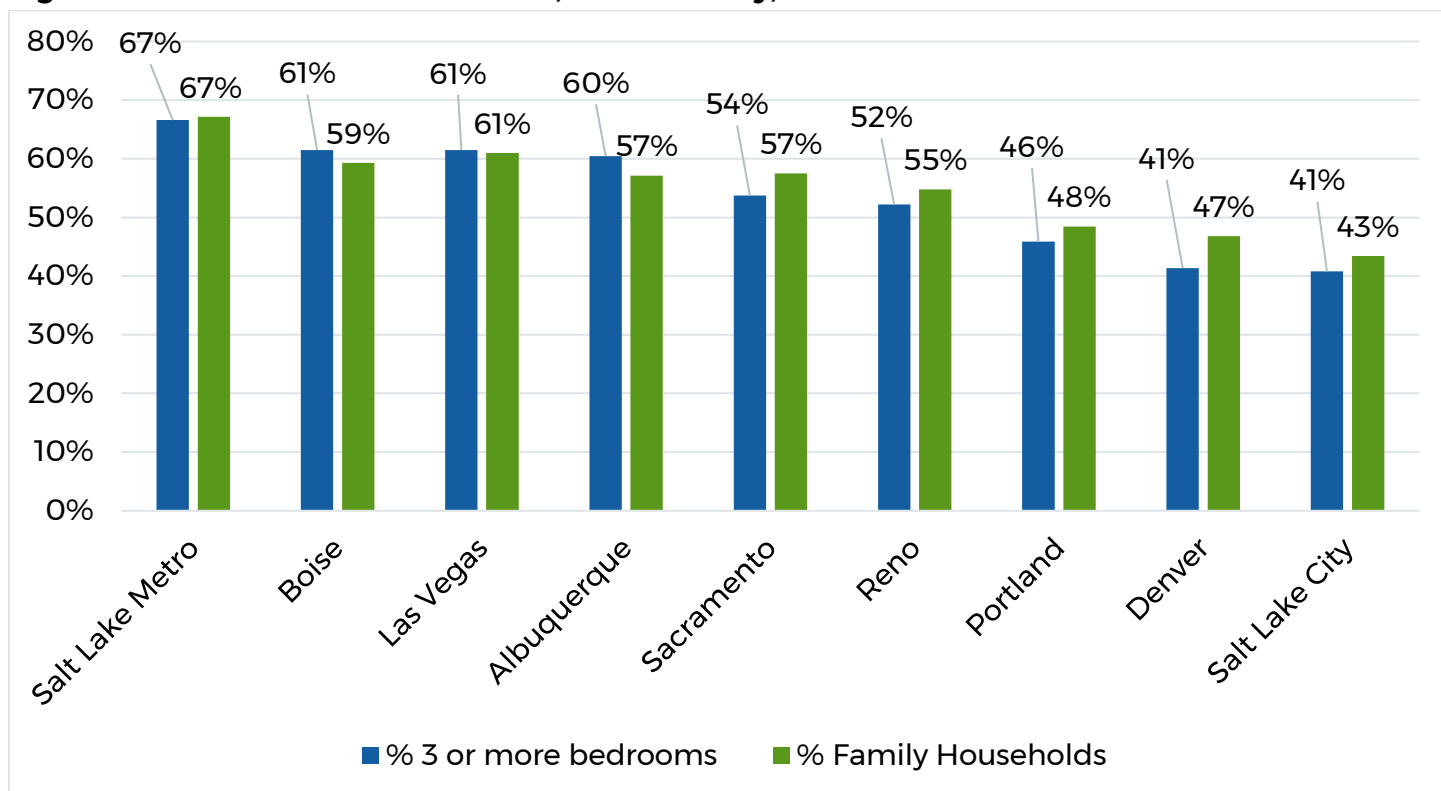
**Figure 15: Family and Nonfamily Households, 2000-2021**



Source: USCB 2000 Decennial Census, 2010 & 2021 ACS 1-year estimate

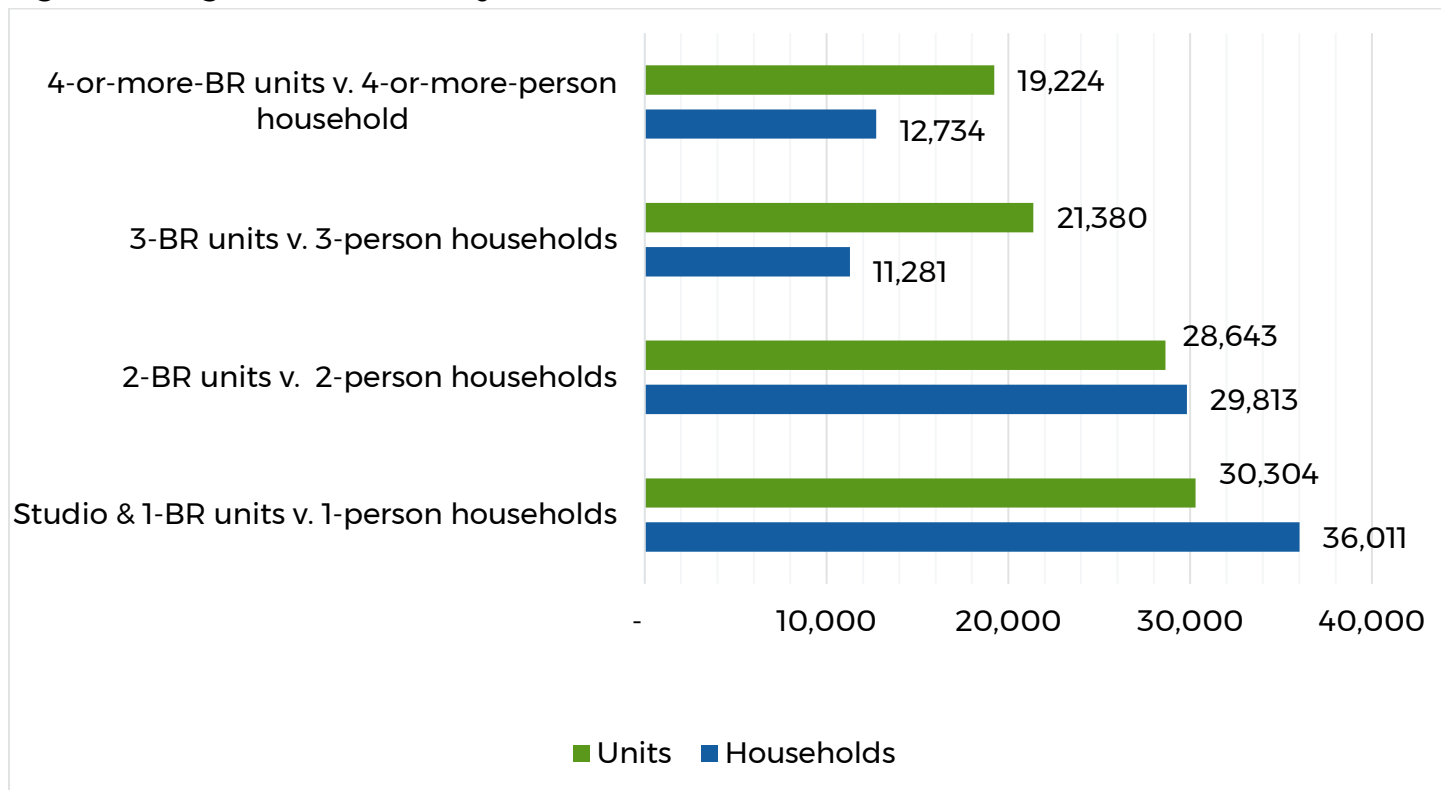


**Figure 16: Unit Size v. Household Size, Salt Lake City, 2021**



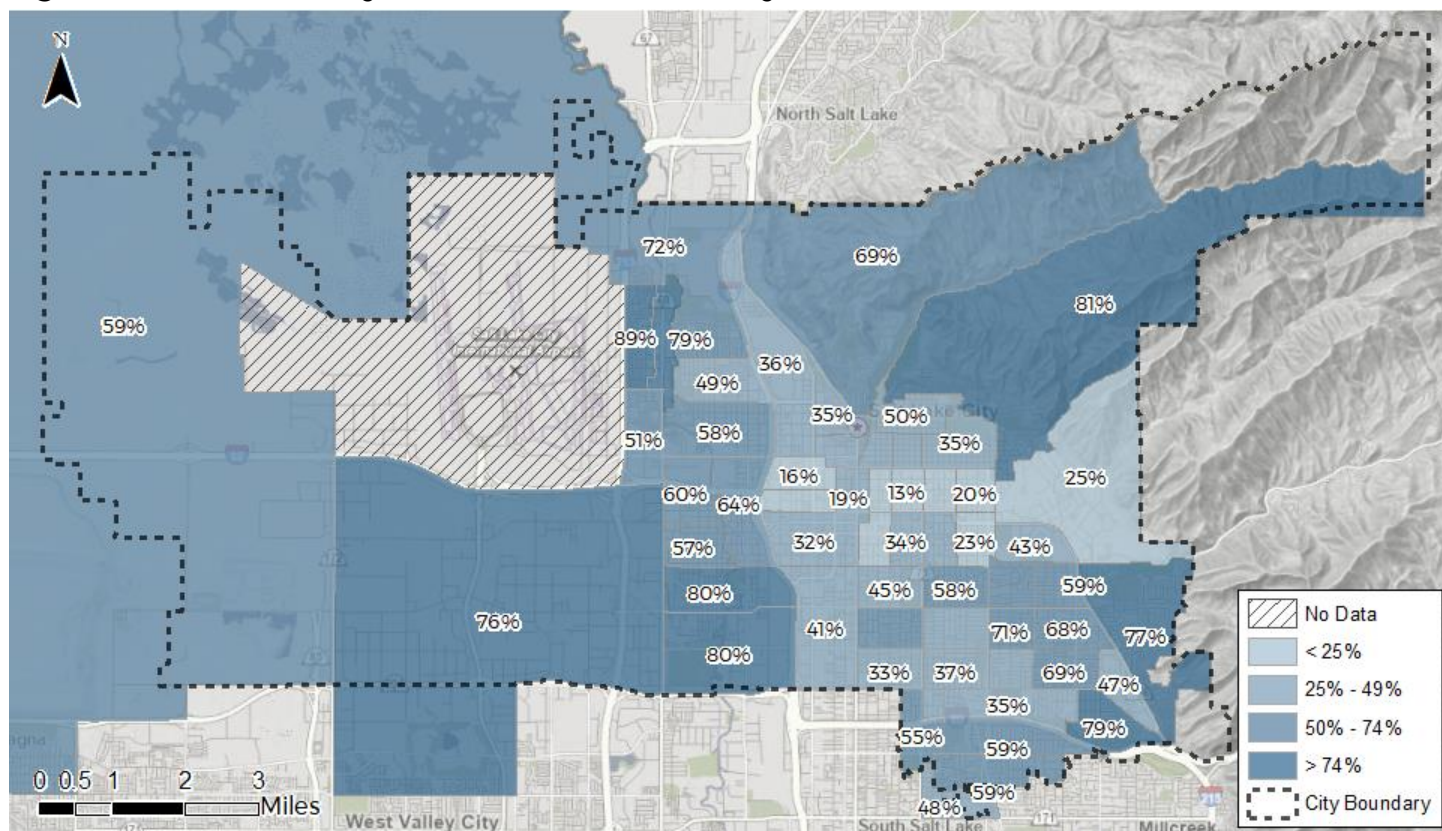
Source: USCB 2021 ACS 1-year estimates

**Figure 17: Large Units and Family Households, 2021**



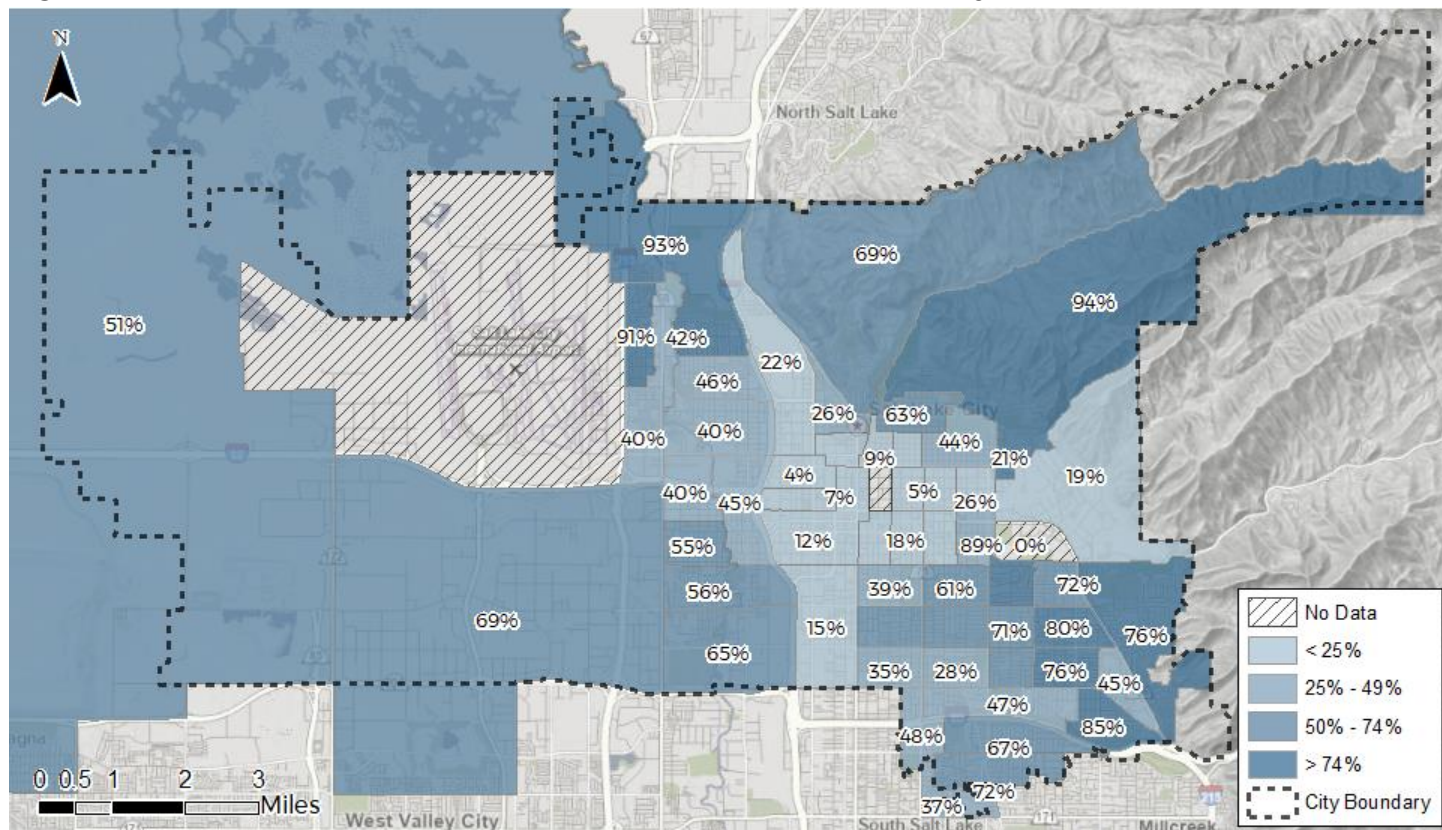
Source: USCB 2021 ACS 1-year estimates

**Figure 18: Percent Family Households, Salt Lake City, UT, 2017-2021**



Source: USCB 2017-2021 ACS 5-year estimates

**Figure 19: Percent of Units with 3 or More Bedrooms, Salt Lake City, UT, 2017-2021**



Source: USCB 2017-2021 ACS 5-year estimates

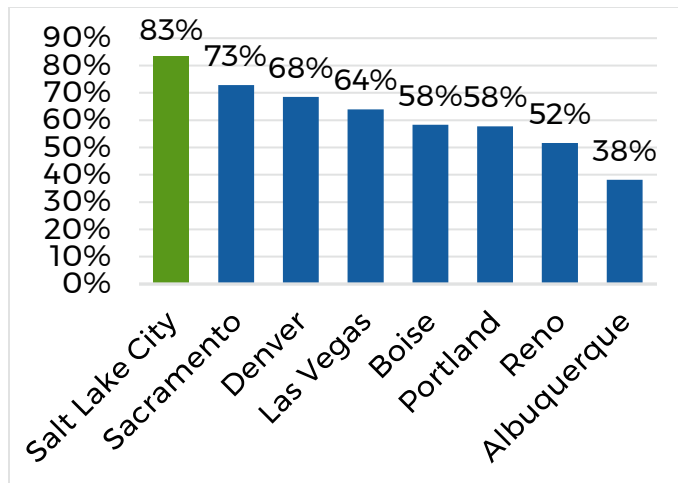


## Commuters

Salt Lake City has a very high proportion of in-commuters: 83% of Salt Lake City jobs are held by in-commuters, the highest of among peer cities in the region (Figure 20). The proportion of jobs held by in-commuters has increased over the last two decades (Figure 21). The City's in-commuting population will continue to grow if job growth exceeds housing development in the city.

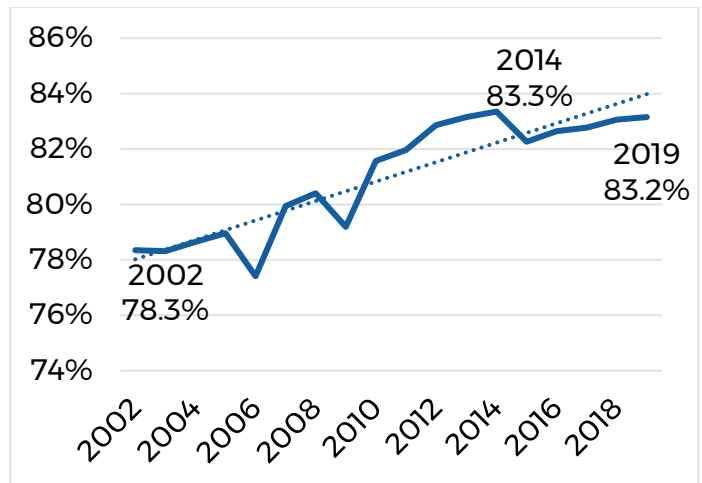
For Salt Lake City residents who worked in 2021, one in four usually worked from home (Figure 22). Prior to the COVID-19 pandemic, work from home was becoming more popular, increasing from 3% of all workers in 2010 to 6% in 2019 (Figure 23). This trend accelerated during the pandemic. Work from home, which requires residential units to serve as both home and office, will continue to reshape views on housing, commuting, and community amenities.

**Figure 20: In-Commuters, 2019**



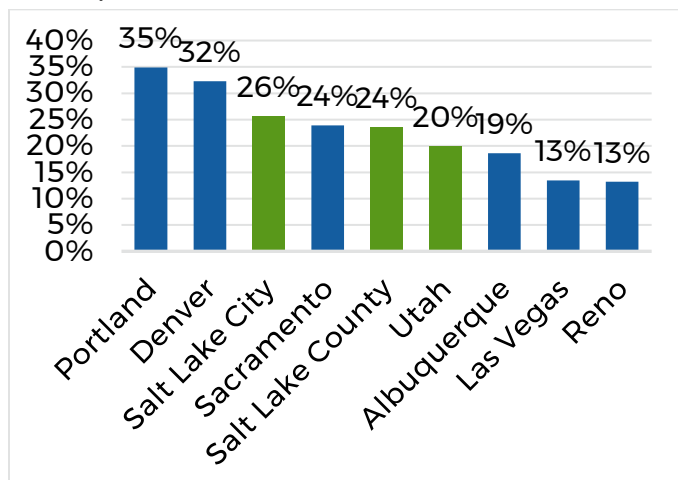
Source: USCB 2021 ACS 1-year estimate

**Figure 21: In-Commuters, Salt Lake City, UT**



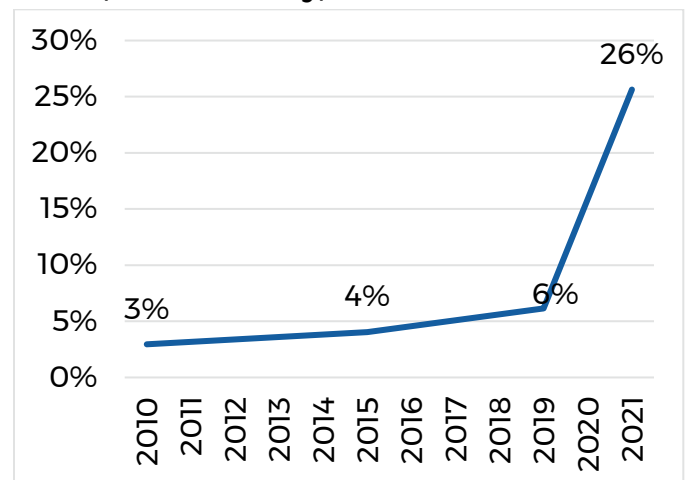
Source: USCB ACS 1-year estimates

**Figure 22: Workers Who Usually Work from Home, 2021**



Source: USCB 2021 ACS 1-year estimate

**Figure 23: Workers Who Usually Work from Home, Salt Lake City, 2010-2021**

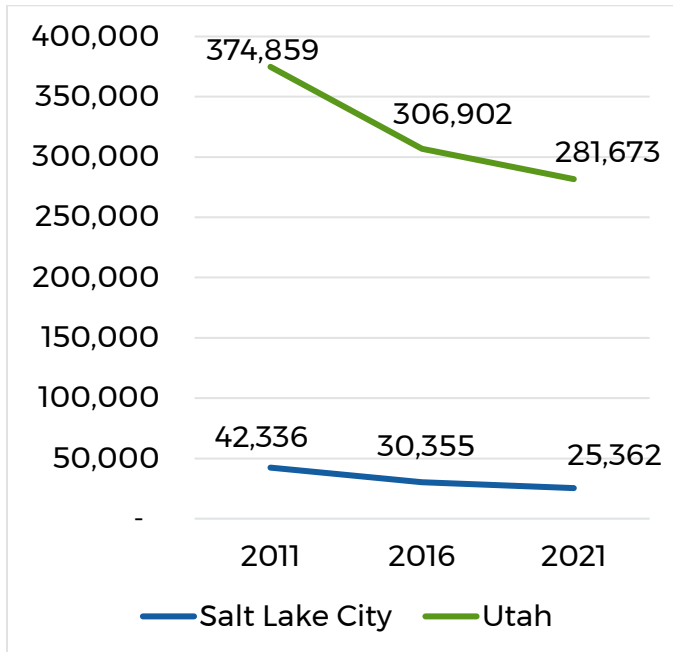


Source: USCB ACS 1-year estimates

## Poverty

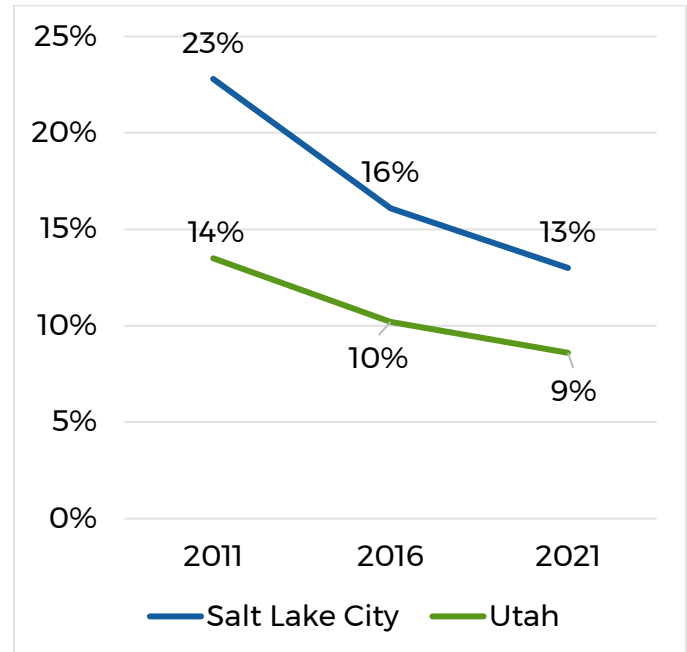
Over 25,000 Salt Lake City residents, 13% of the total population, have incomes below the poverty line. Salt Lake City's poverty rate is higher than Utah's (9%) (Figure 24). Both the City and State have seen poverty rates drop in the last decade, declining from 23% and 14% respectively in 2011 (Figure 25). Poverty rates are not even across race and ethnic backgrounds. Black or African American and American Indian and Alaska Native populations have the highest poverty rates at 25% and 37% respectively (Figure 26).

**Figure 24: Individuals in Poverty, 2011-2021**



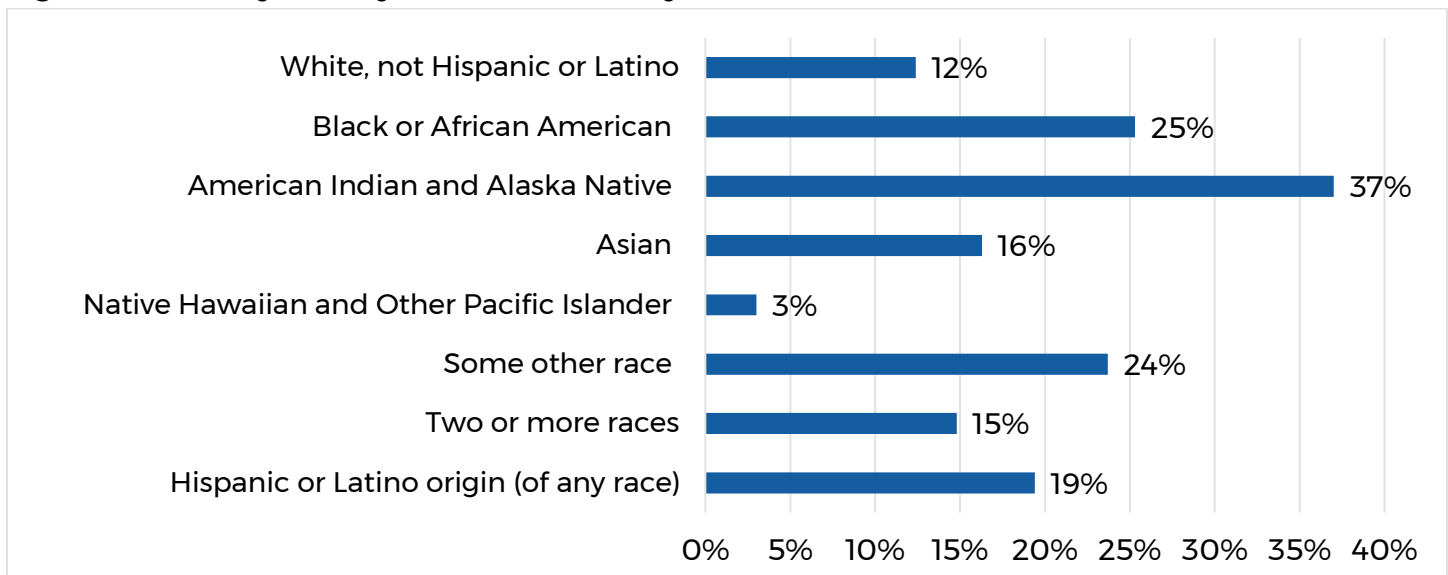
Source: USCB ACS 1-year estimates

**Figure 25: Poverty Rate, 2011-2021**



Source: USCB ACS 1-year estimates

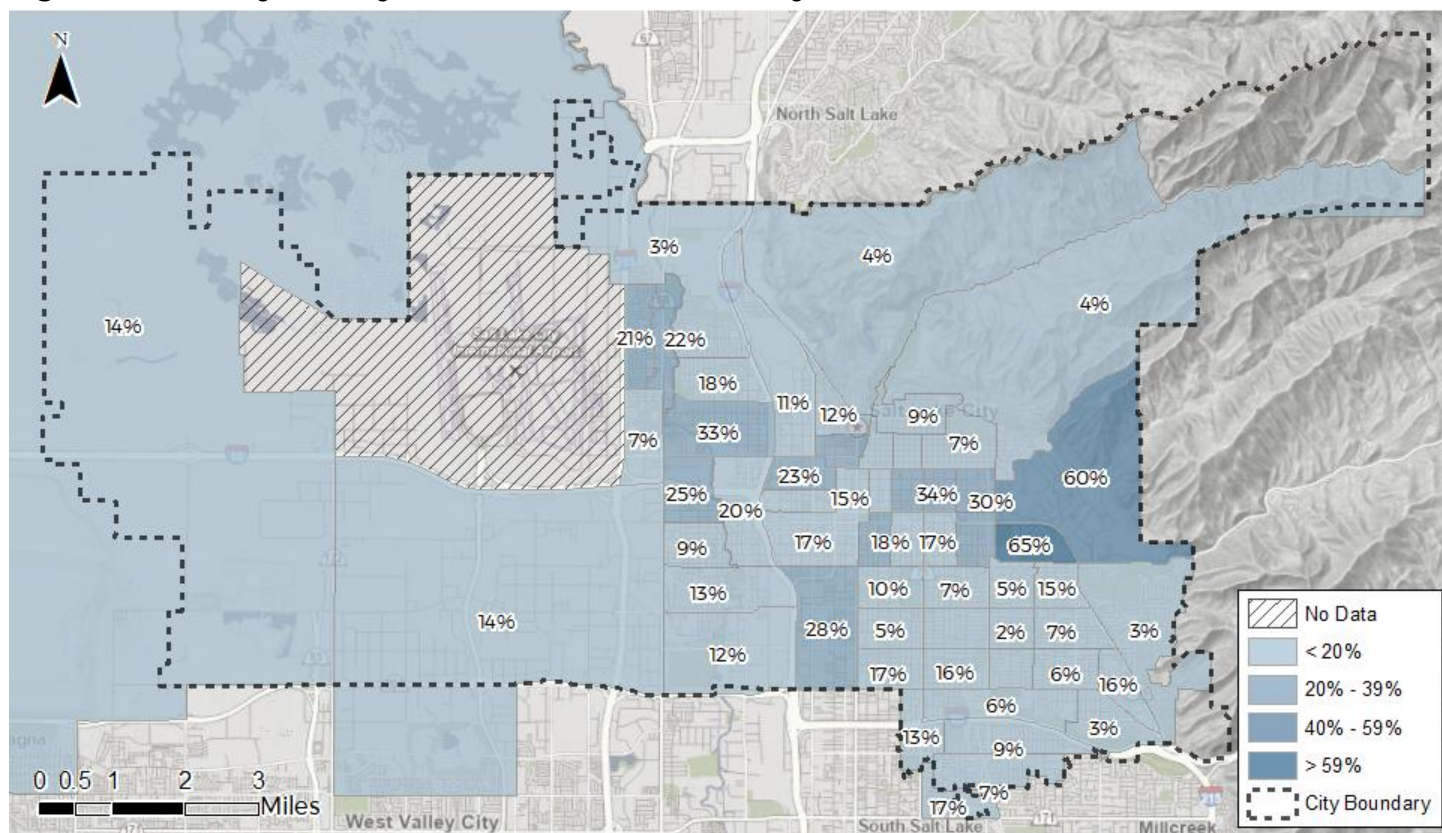
**Figure 26: Poverty Rate by Race and Ethnicity**



Source: USCB 2017-2021 ACS 5-year estimates



**Figure 27: Poverty Rate by Census Tract, Salt Lake City, UT, 2017-2021**



Source: USCB 2017-2021 ACS 5-year estimates

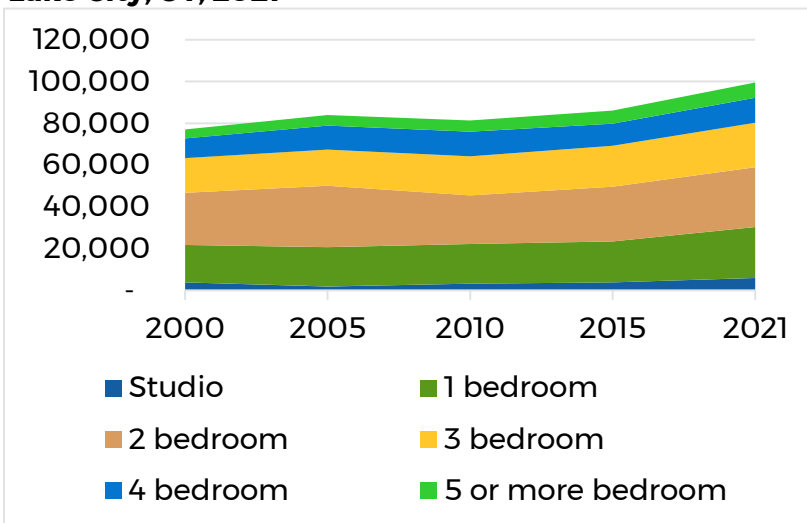
## Housing Stock

5

### Unit Size

The distribution of housing units by number of bedrooms did not change substantially in the last two decades (Figure 28). Nearly one-third of units have two bedrooms, roughly a quarter each have one bedroom or three bedrooms, and the remainder are either studio units or units with 5 or more bedrooms. Since 2000, the percentage increase in studio units (53%) and 5+ bedroom units (71%) outpaced the percentage growth of units of other sizes (1-BR, 35%; 2-BR, 15%; 3-BR, 29%; 4-BR, 27%).

**Figure 28: Housing Units by Number of Bedrooms, Salt Lake City, UT, 2021**

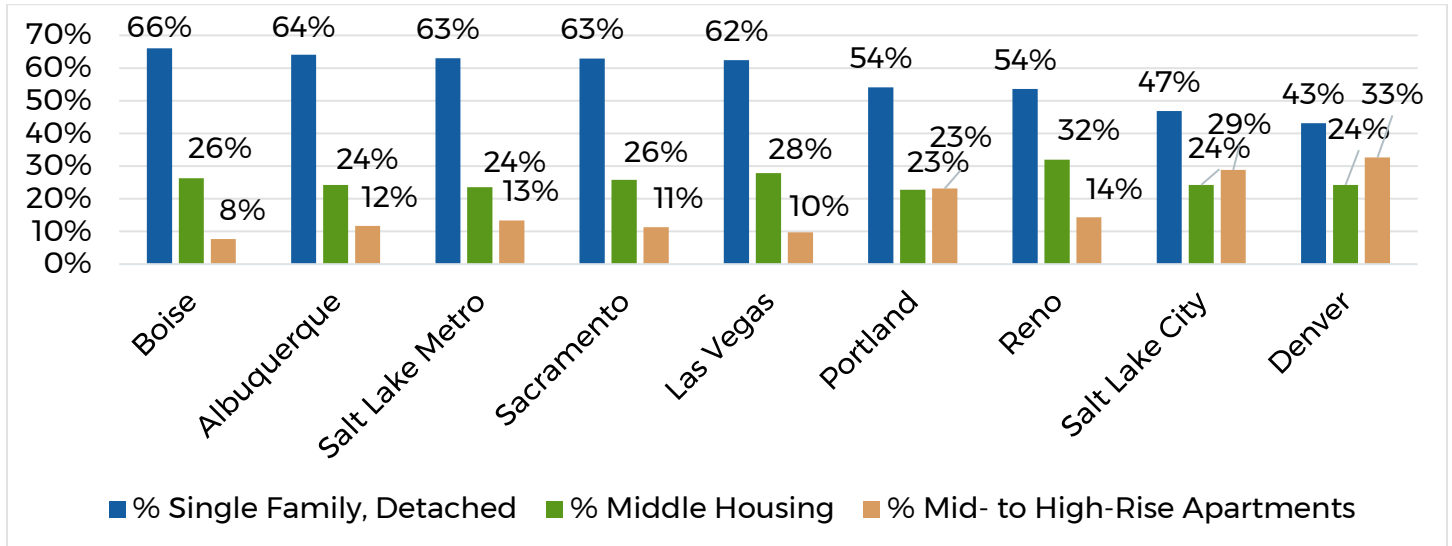


Source: USCB 2021 ACS 1-year estimates

## Building Type

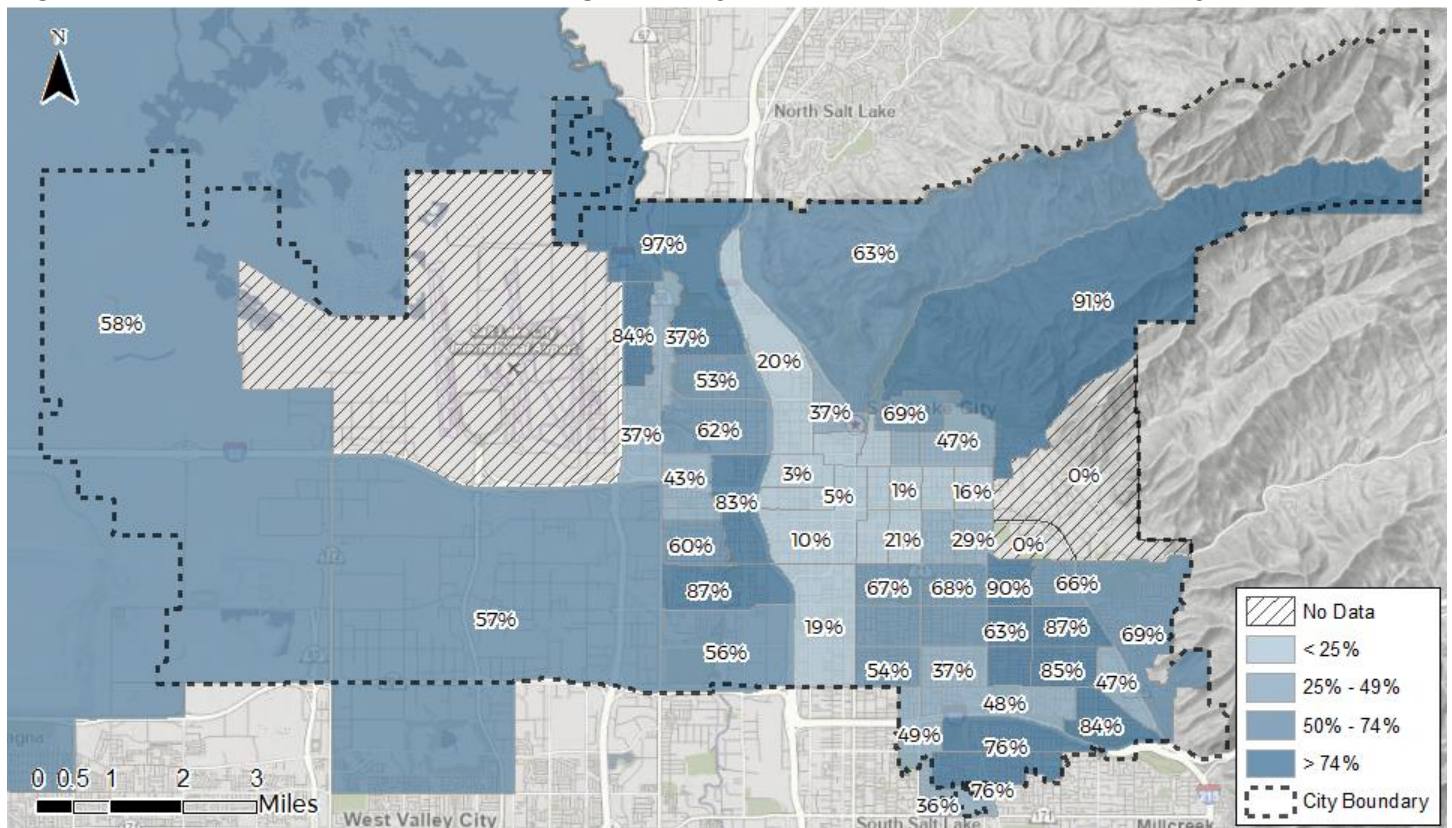
Single family detached houses make up nearly half of all housing units in Salt Lake City. Mid- and high-rise apartments make up another 30% of units. Other housing types, often called the “missing middle,” make up roughly a quarter of the total housing stock (Figure 29). Units in mid- and high-rise apartments have seen the greatest increase in the last decade. Salt Lake City has the second lowest percentage of single family detached housing units among peer cities in the region.

**Figure 29: Housing Units by Building Type, 2021**



Source: USCB 2021 ACS 1-year estimates, Analysis by author

**Figure 30: Percent of Units that are Single Family Detached Homes, Salt Lake City, UT 2017-2021**



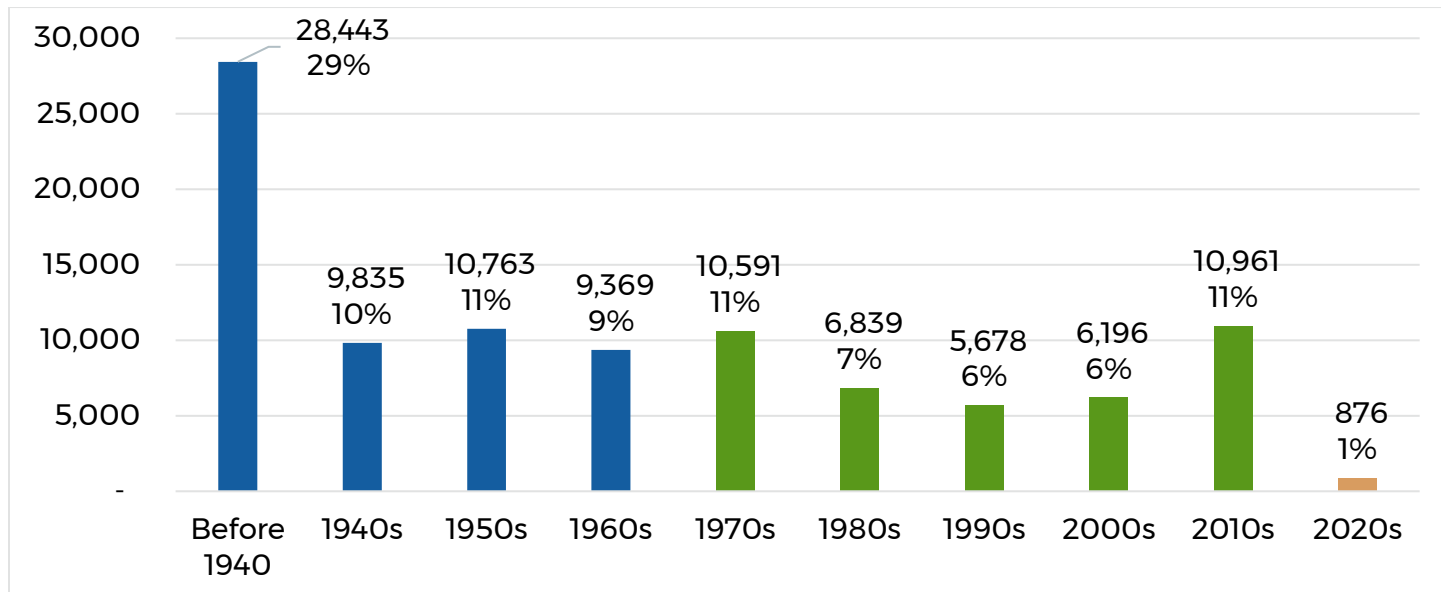
Source: USCB 2017-2021 ACS 5-year estimates



## Aging Housing

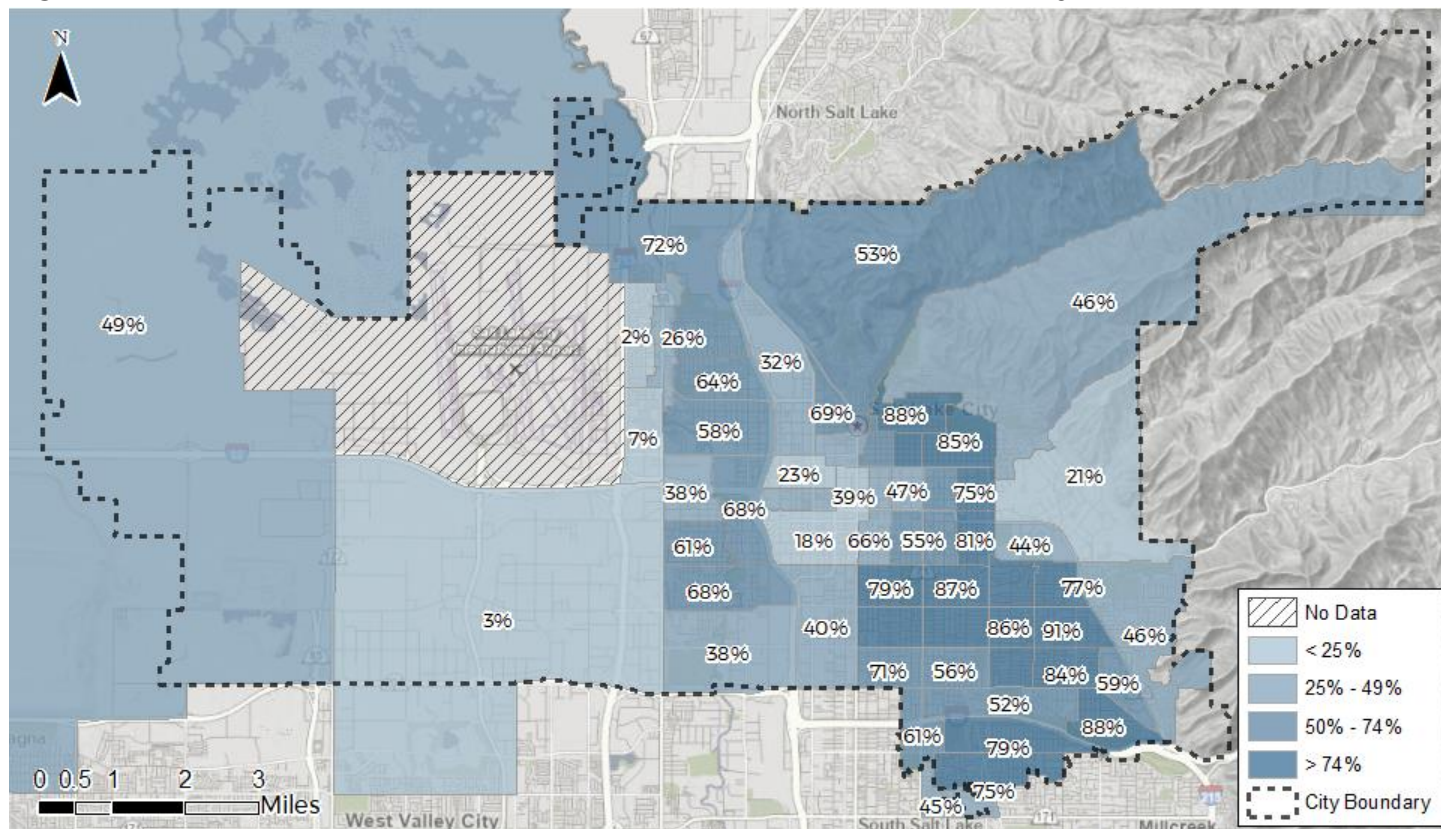
60% of Salt Lake City housing units are over 50 years old (Figure 31). An aging housing stock will require investment to ensure that units remain in a state of good repair. Older units are a common reservoir of Naturally Occurring Affordable Housing (NOAH). If aging housing is demolished to make way for new development, these NOAH units could be lost.

**Figure 31: Housing Units by Decade Built, Salt Lake City, 2021**



Source: USCB 2021 ACS 1-year estimates, Analysis by author

**Figure 32: Percent of Units in Structures Built Before 1970, Salt Lake City, UT 2017-2021**

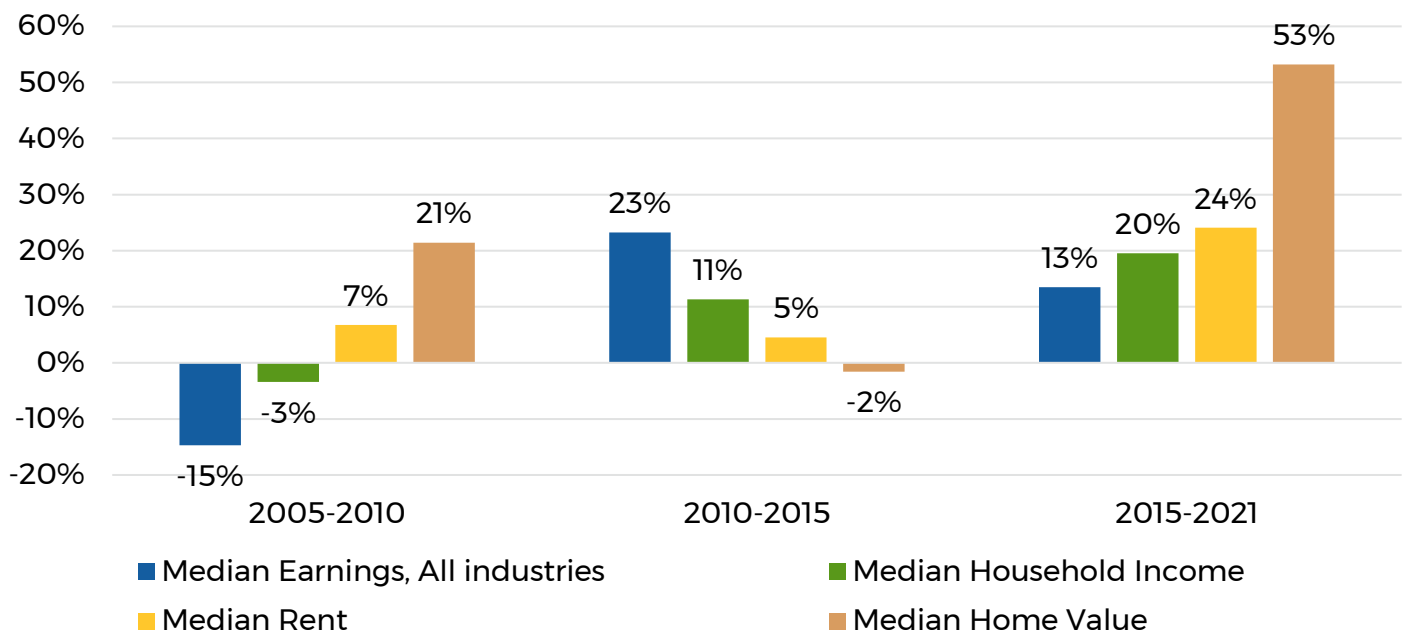


Source: USCB 2017-2021 ACS 5-year estimates

## Housing Costs

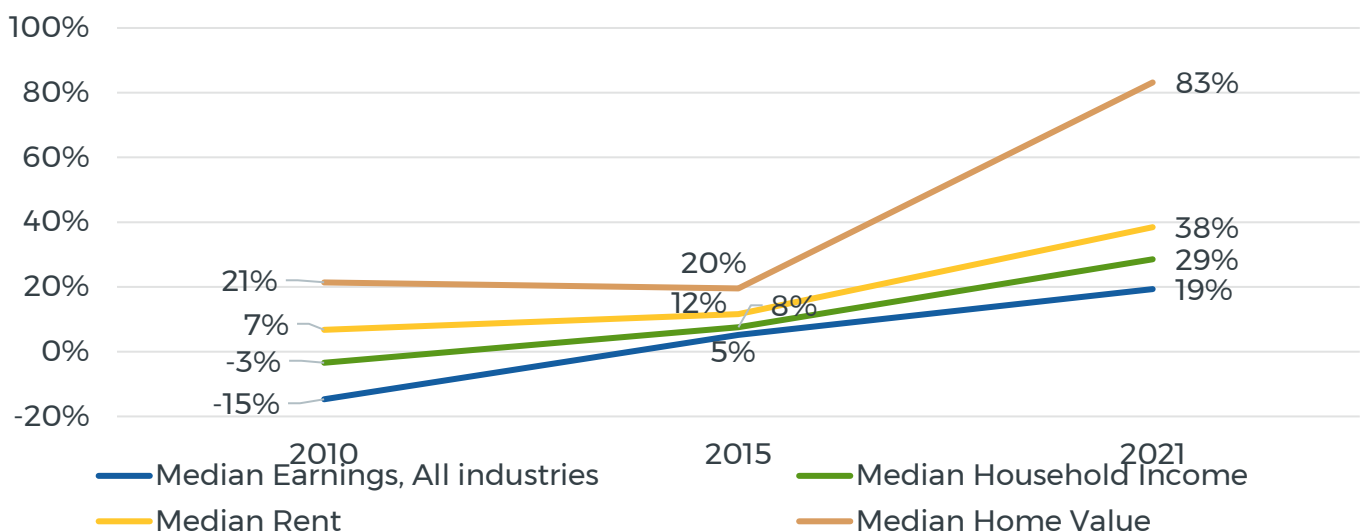
Housing costs have outpaced wage increases over the last two decades. From 2005 to 2021, median rent increased by 38% and median home values by 83% (adjusted for inflation). During this same period, median annual earnings from wages increased by only 19%. Median household income increased by 29% during this period, greater than the increase in median earnings (Figure 33). Households that may have previously made-do with a single source of income may now include multiple wage earners.

**Figure 33: Percent Change in Income and Housing Costs, Salt Lake City, UT, 2005-2021**



Source: USCB 2005, 2010, 2015, & 2021 ACS 1-year estimates, analysis by author

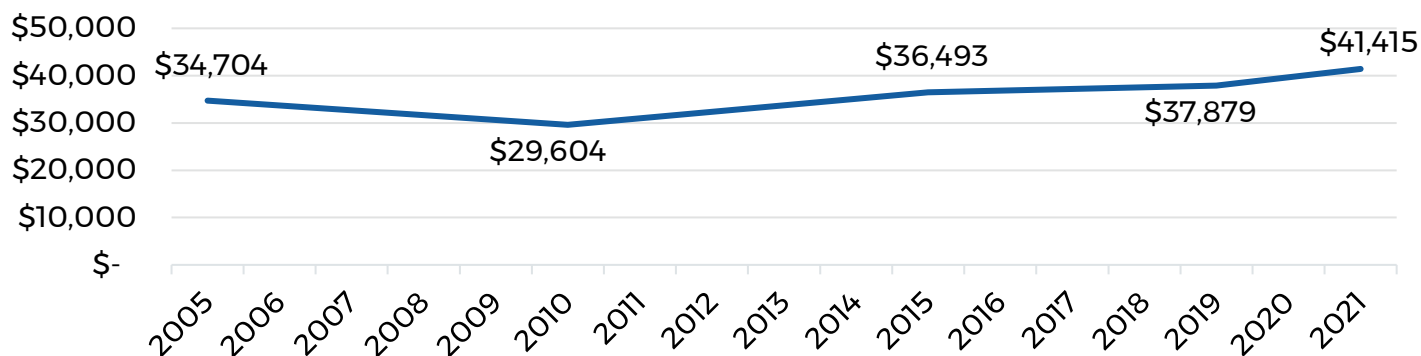
**Figure 34: Net Percent Change in Income & Housing Costs from 2005 Baseline, Salt Lake City, UT**



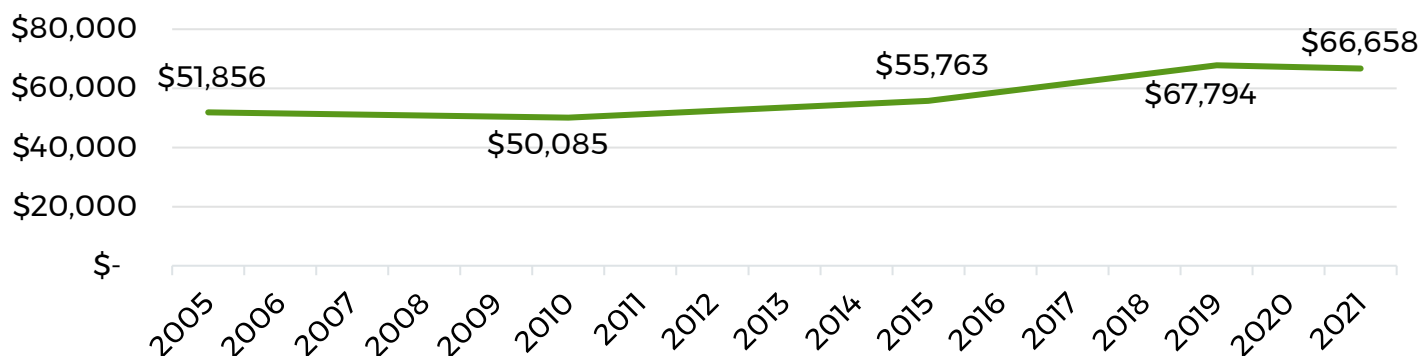
Source: USCB, 2005, 2010, 2015, & 2021 ACS 1-year estimates, analysis by author



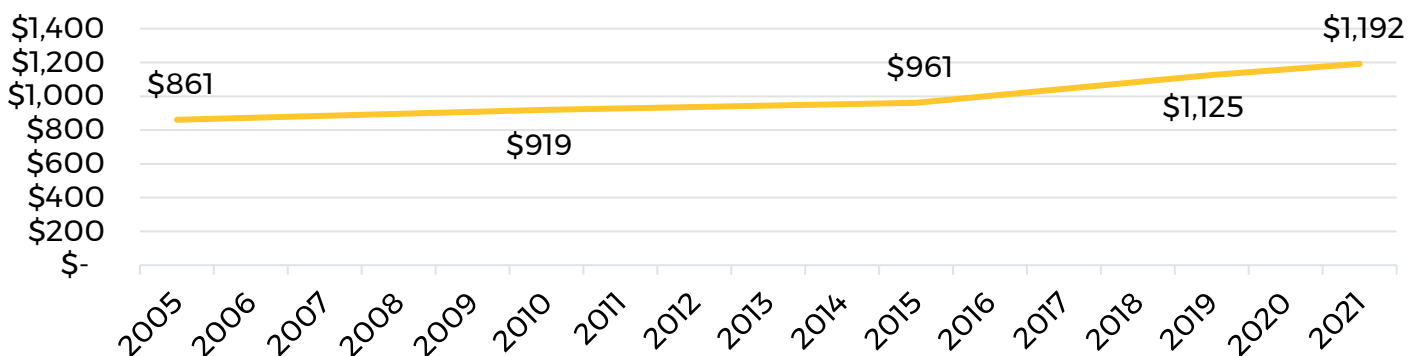
**Figure 35: Median Earnings, All Industries, Salt Lake City, UT, 2005-2021**



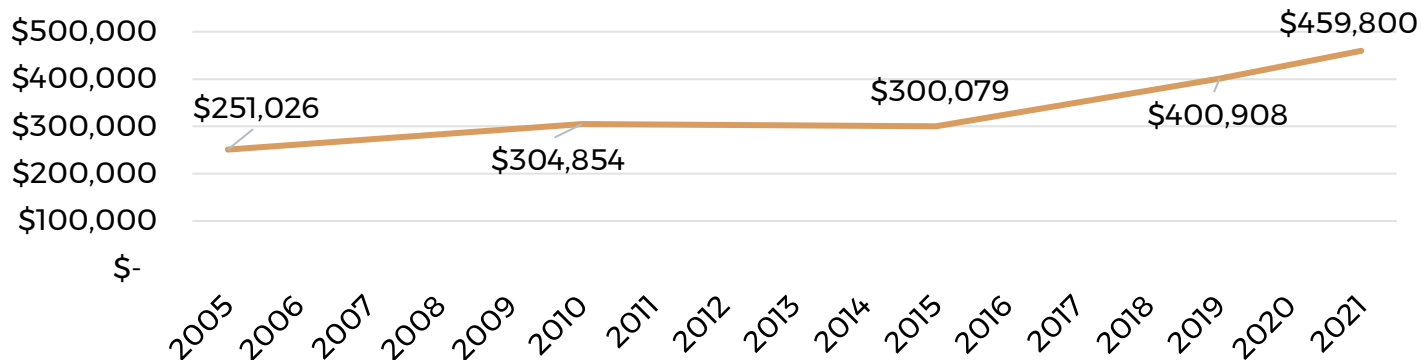
**Figure 36: Median Household Income, Salt Lake City, UT, 2005-2021**



**Figure 37: Median Rent, Salt Lake City, UT, 2005-2021**

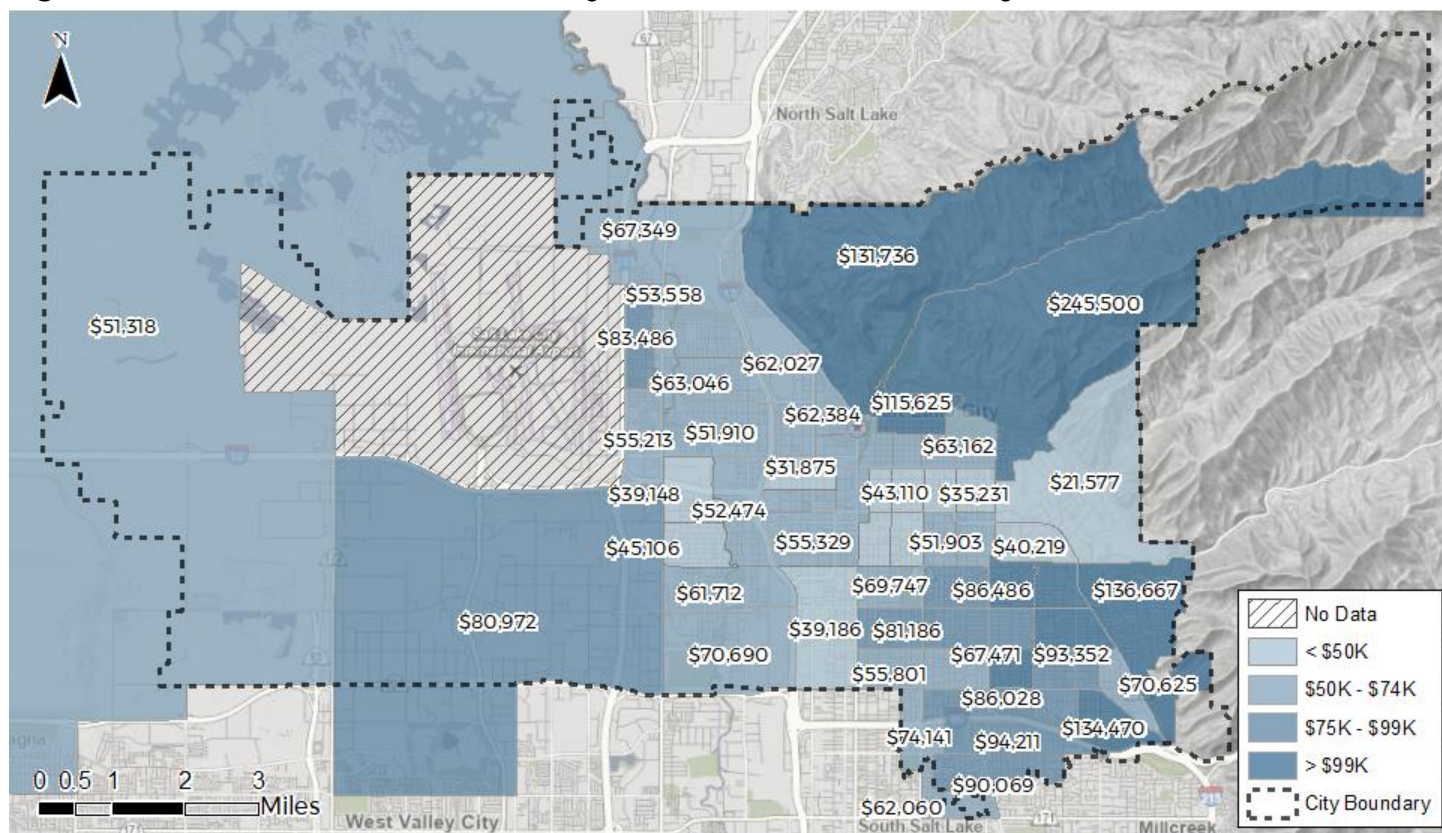


**Figure 38: Median Home Value, Salt Lake City, UT, 2005-2021**



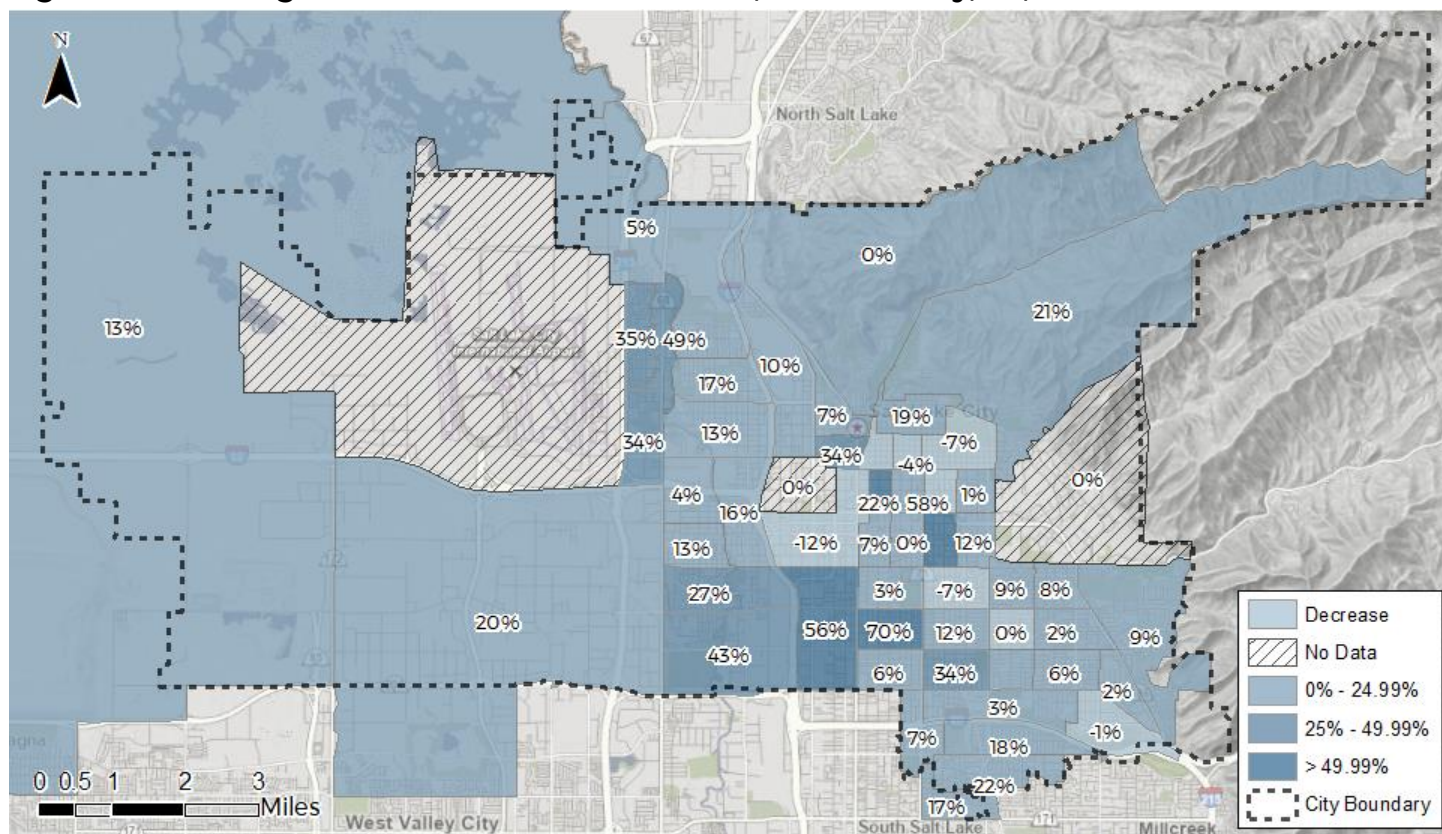
Source Figures 35-38: USCB 2005, 2010, 2015, & 2021 ACS 1-year estimates

**Figure 39: Median Household Income by Census Tract, Salt Lake City, UT, 2017-2021**



Source: USCB 2017-2021 ACS 5-year estimates

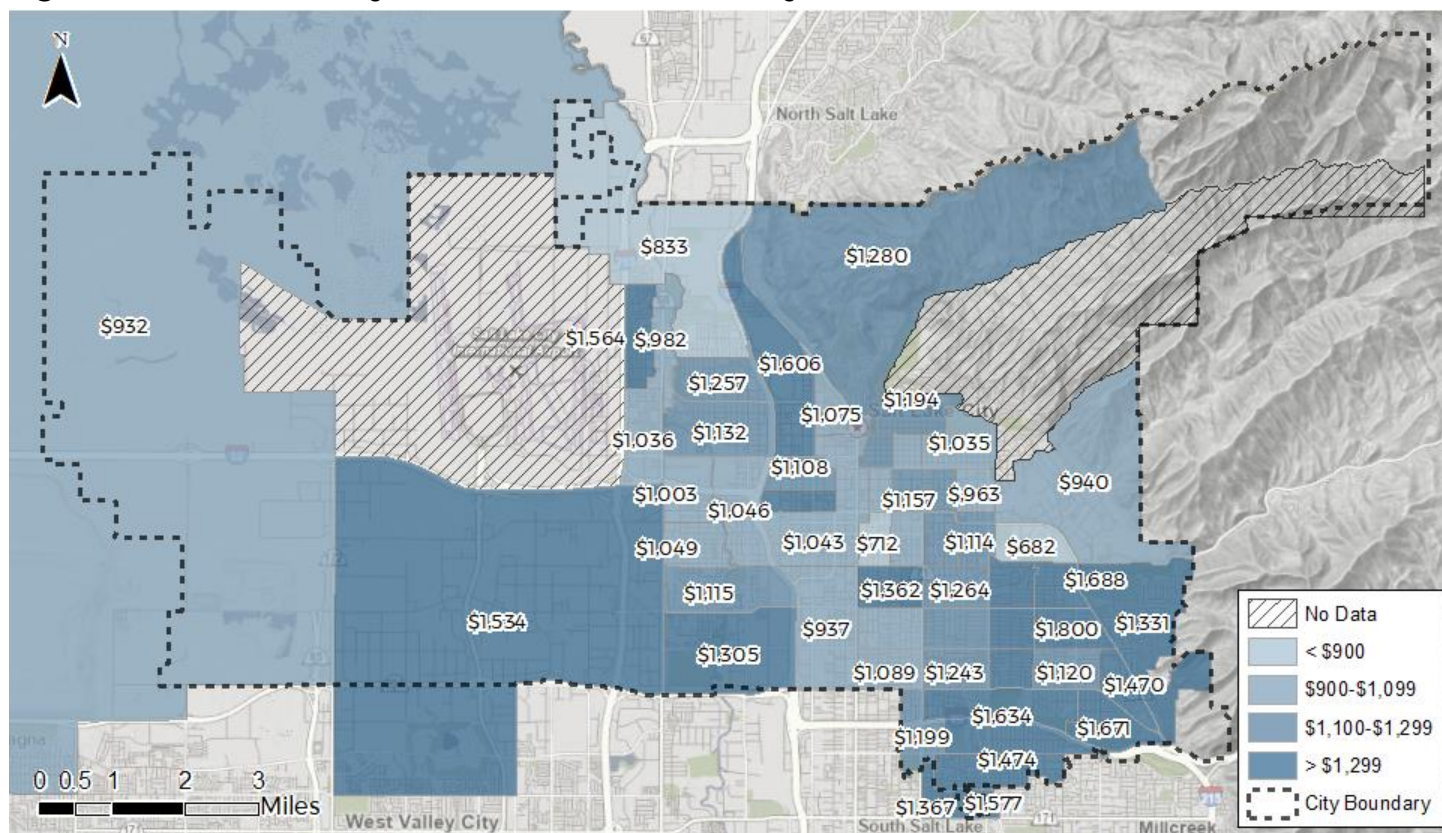
**Figure 40: % Change in Median Household Income, Salt Lake City, UT, 2012-2016 to 2017-2021**



Source: USCB 2012-2016 & 2017-2021 ACS 5-year estimates

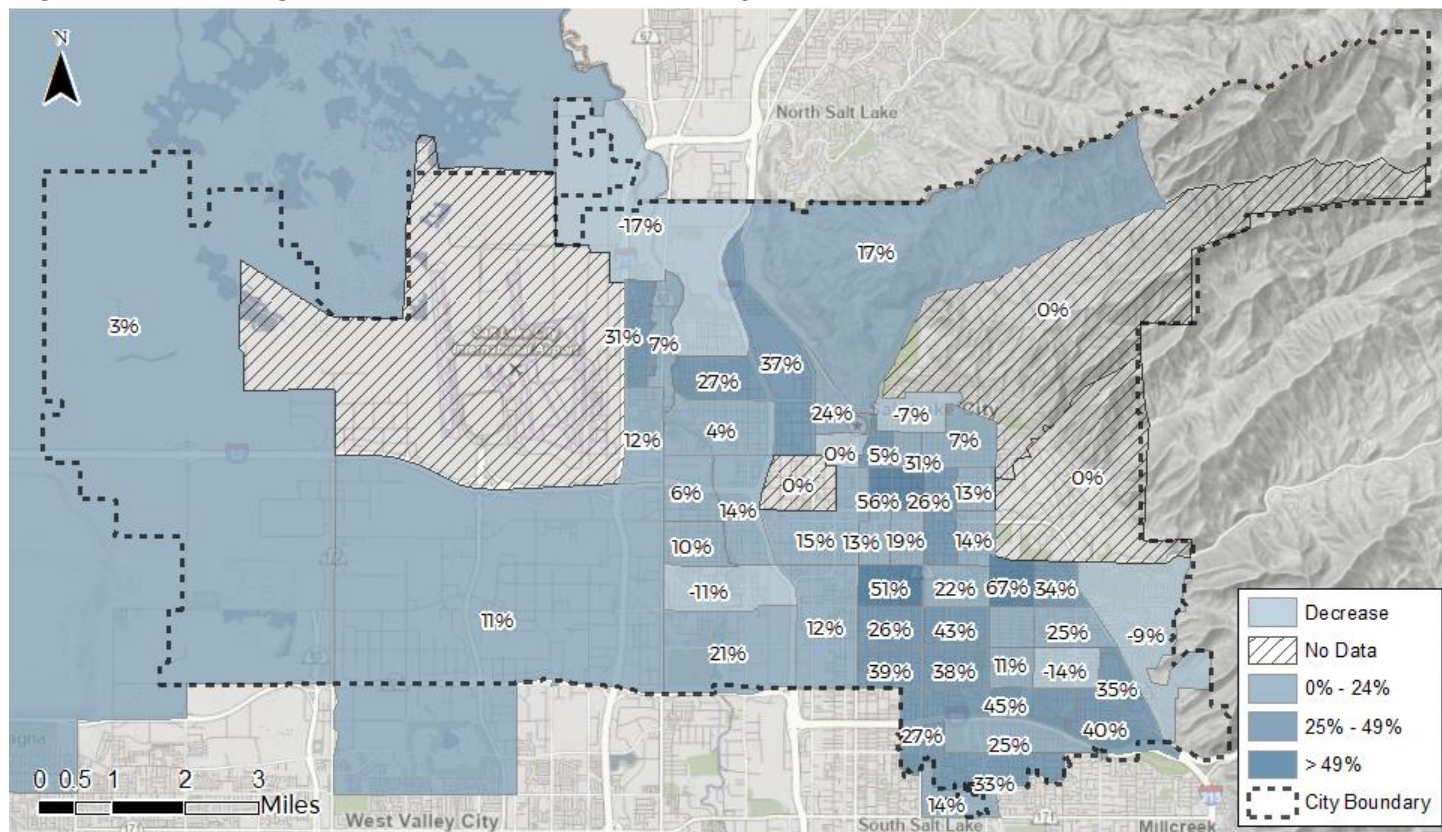


**Figure 41: Median Rent by Census Tract, Salt Lake City, UT, 2017-2021**



Source: USCB 2017-2021 ACS 5-year estimates

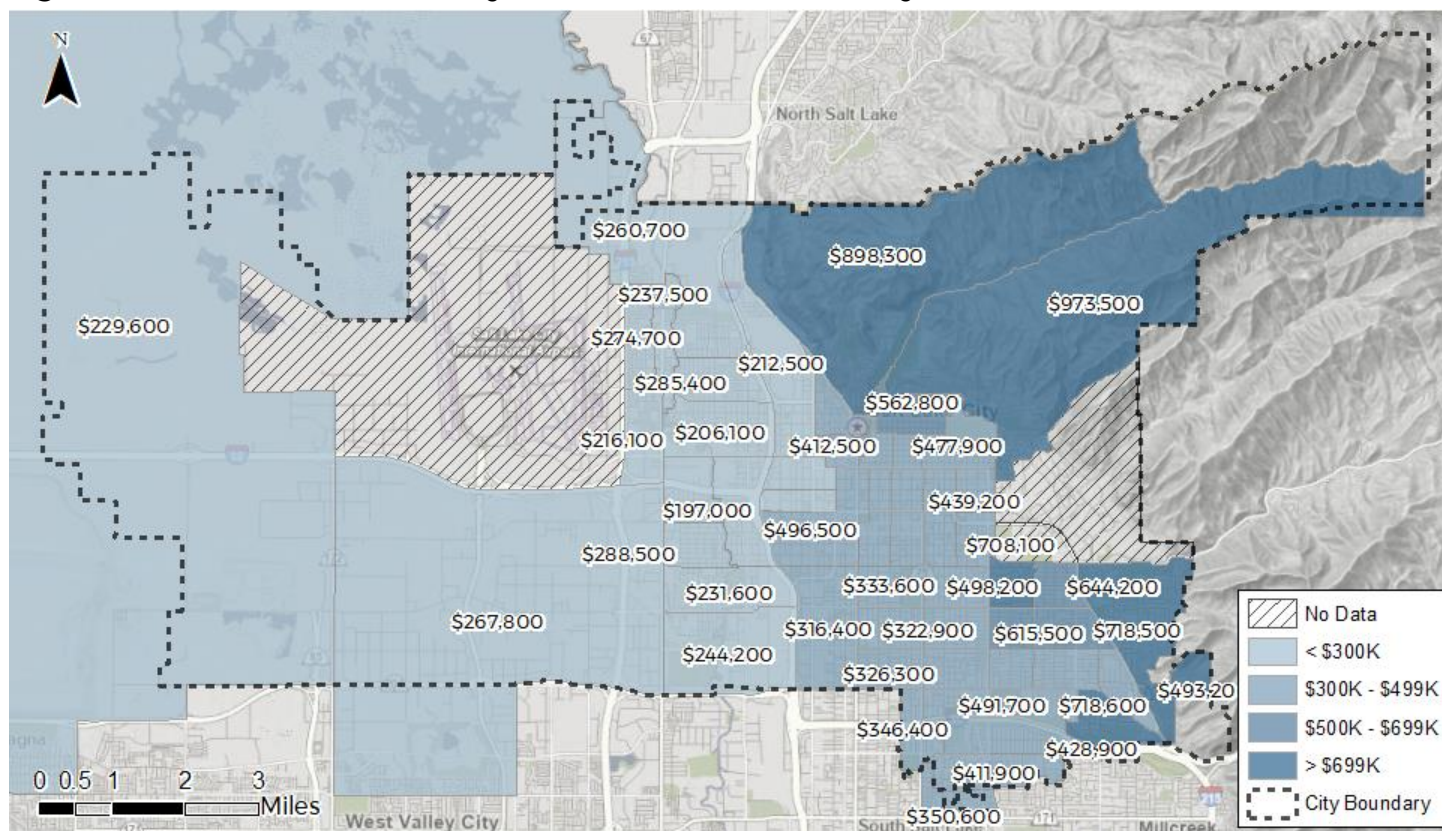
**Figure 42: % Change in Median Rent, Salt Lake City, UT, 2012-2016 to 2017-2021**



Source: USCB 2012-2016 & 2017-2021 ACS 5-year estimates

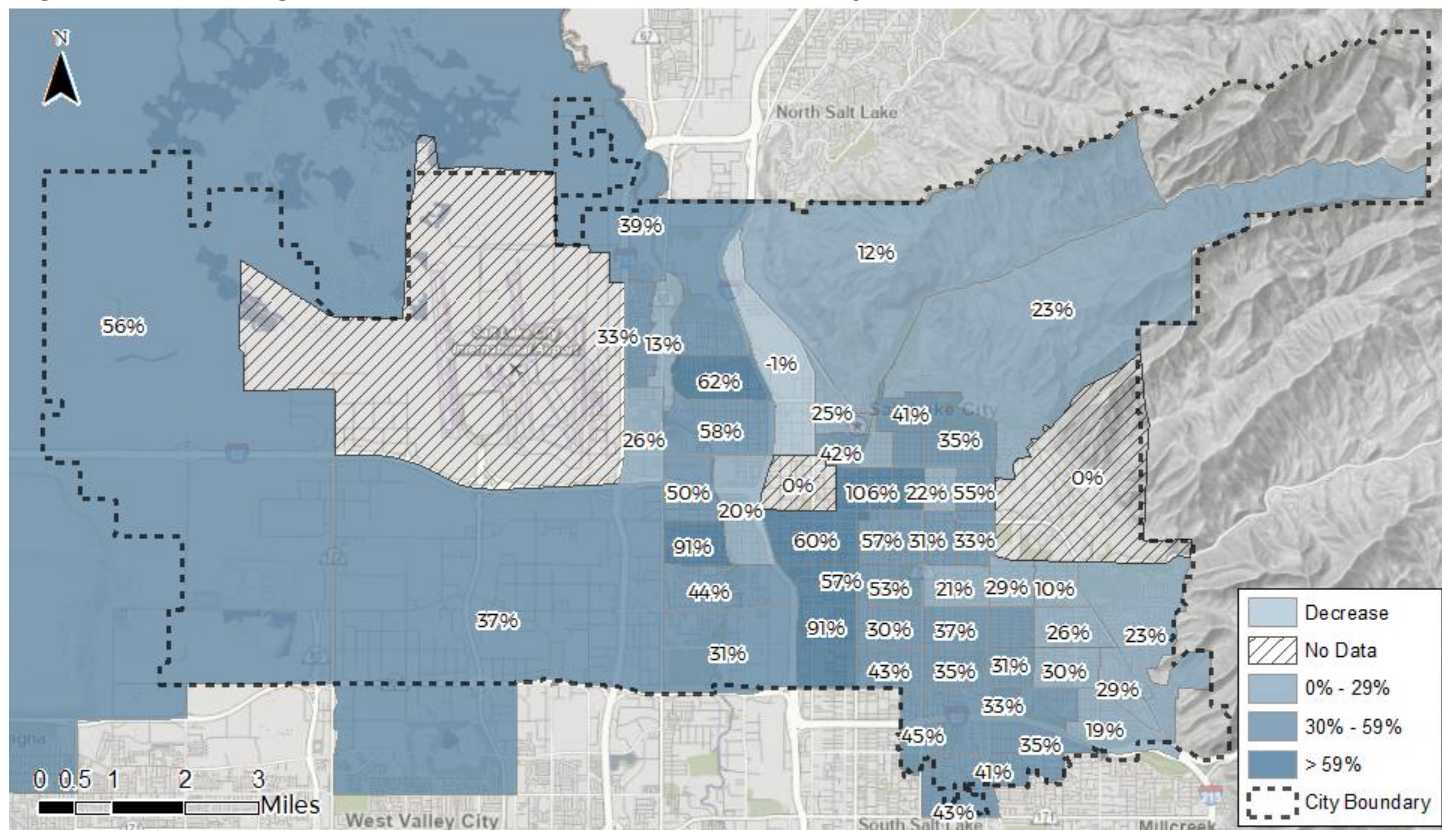


**Figure 43: Median Home Value by Census Tract, Salt Lake City, UT, 2012-2016 to 2017-2021**



Source: USCB 2017-2021 ACS 5-year estimates

**Figure 44: % Change in Median Home Value, Salt Lake City, UT, 2012-2016 to 2017-2021**



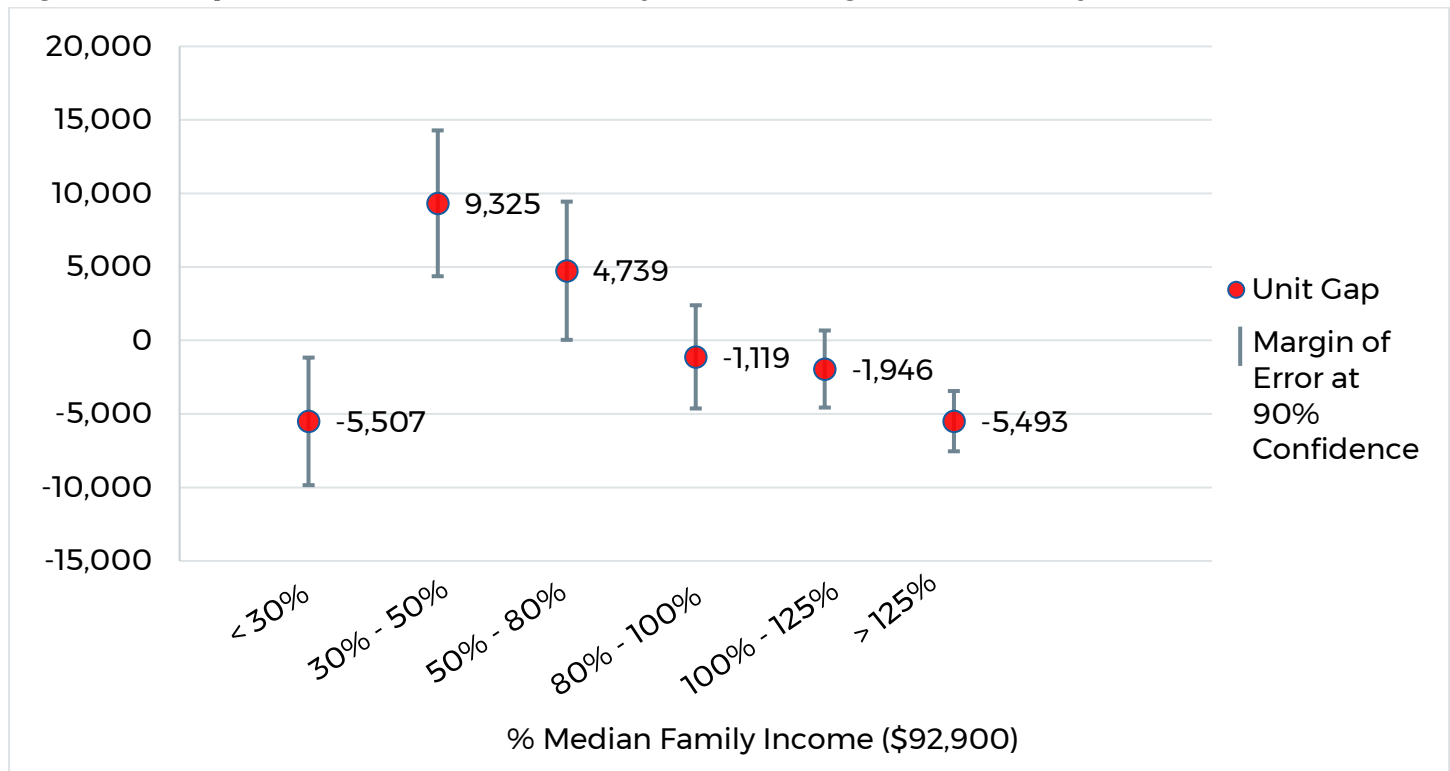
Source: USCB 2012-2016 & 2017-2021 ACS 5-year estimates



## Unit Gap by Income

Salt Lake City has a deficit of over 5,500 units that are affordable to extremely low-income households (those earning less than 30% of the Area Median Income [AMI]). 70% of rental units in the City are rented at rates affordable to households earning between 30% and 80% AMI, generating a surplus of 14,000 units. There is a shortage of 8,500 units priced for those earning more than 80% AMI (Figures 45 and 46). Low-income renters must compete for affordable units with moderate- and high-income renters who may have difficulty finding a high-value unit.

**Figure 45: Surplus/Deficit of Rental Units by Income Range, Salt Lake City, UT, 2021**



**Figure 46: Salt Lake City: Rental Affordability Gap Analysis, 2021**

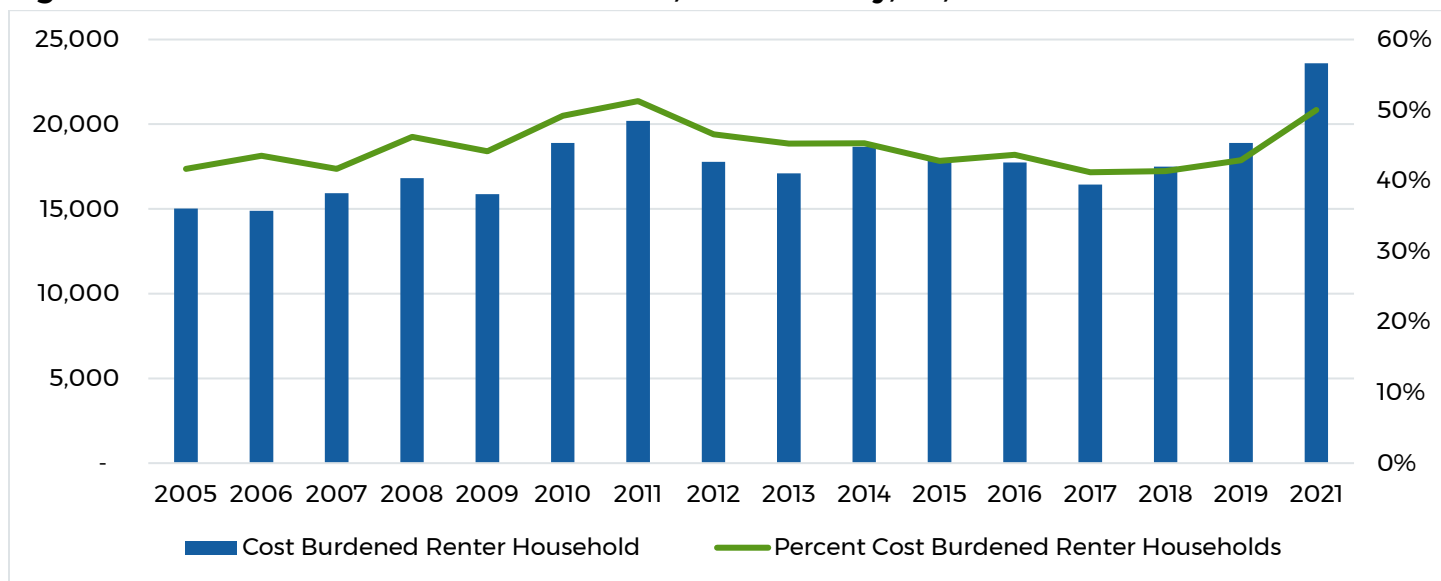
Income Range	Maximum Affordable Monthly Rent	Households in Income Range	Rental Units at that Price	Surplus/ Deficit of Units
Less than 30% AMI (\$27,870)	\$697	13,860	8,353	-5,507
30%-50% AMI (\$27,870-\$46,450)	\$1,161	8,803	18,128	9,325
50%-80% AMI (\$46,450-\$74,320)	\$1,858	10,338	15,078	4,739
80%-100% AMI (\$74,320-\$92,900)	\$2,323	4,755	3,637	-1,119
100%-125% AMI (\$92,900-\$116,125)	\$2,903	3,318	1,372	-1,946
125% AMI (> \$116,125)	> \$ 2,903	6,084	591	-5,493

Source: USCB 2021 ACS 1-year estimates, HUD 2021 Annual Income Limits for Salt Lake City, UT MSA, Analysis by author

## Cost Burden

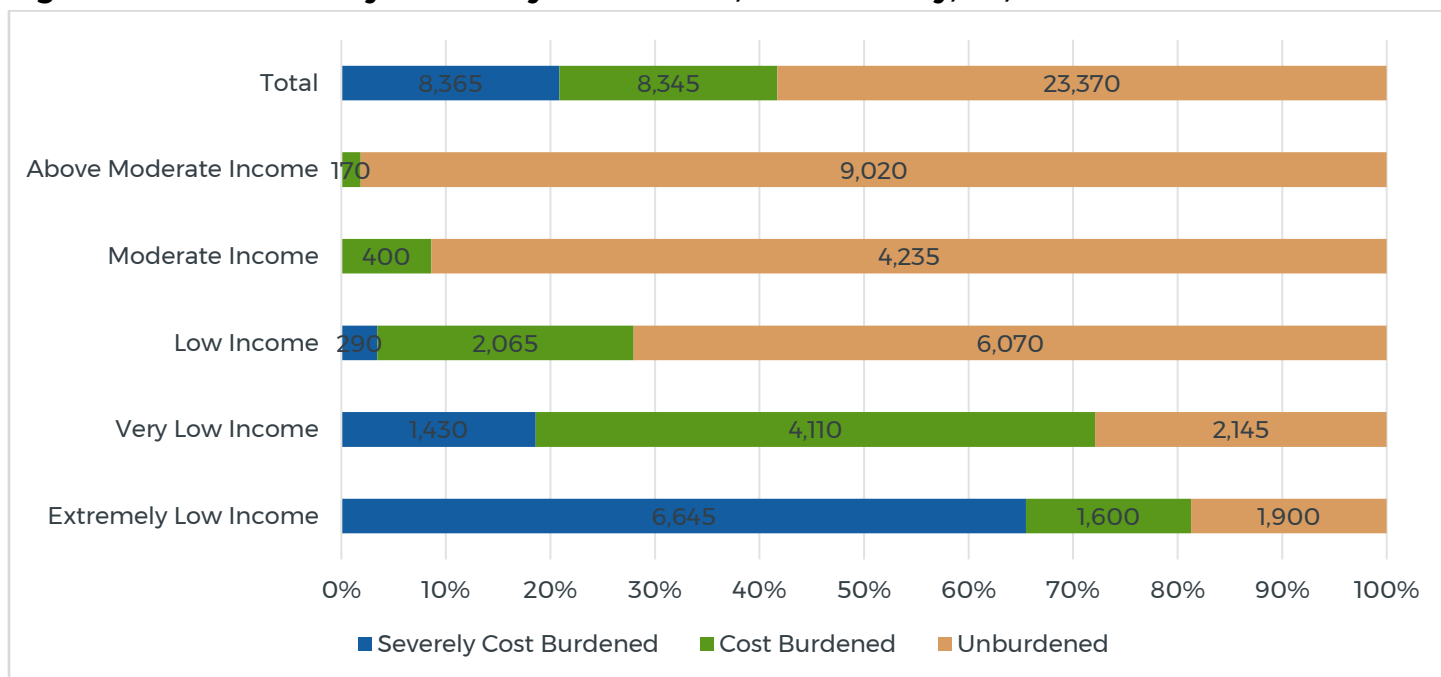
Low-income renter households are much more likely to be cost burdened (spending more than 30% of their income on housing costs) than moderate- and high-income renters. In 2021, 23,597 renter households – half off all renters in the City – were cost burdened (Figure 47). Cost burden has been on the rise since 2017 (Figure 47). Data published by HUD based on 2015-2019 ACS 1-year estimates suggests that half of all cost burdened renters have extremely low incomes (Figure 48).

**Figure 47: Cost Burdened Renter Households, Salt Lake City, UT, 2005-2021**



Source: USCB ACS 1-year estimates, Note: 1-year estimates were not published in 2020 due to the COVID-19 pandemic

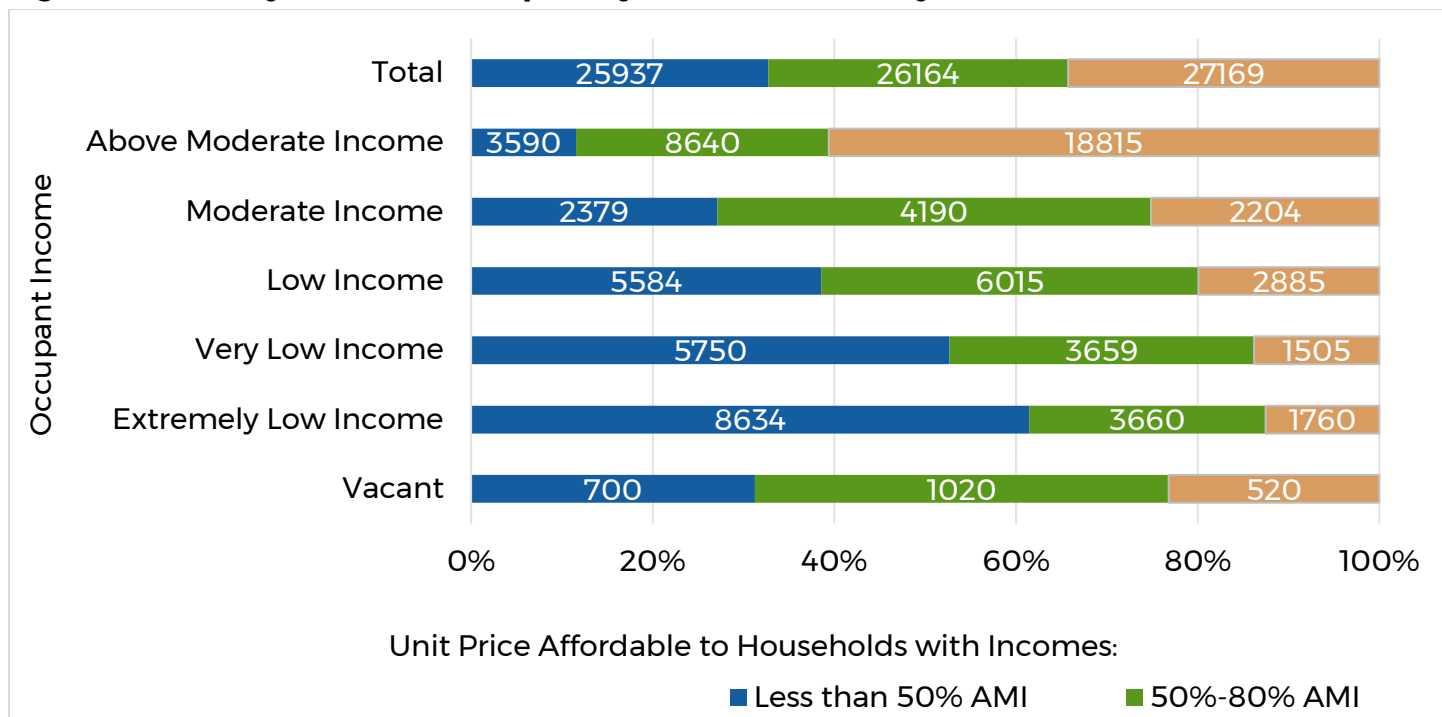
**Figure 48: Households by Income by Cost Burden, Salt Lake City, UT, 2015-2019**



Source: HUD Comprehensive Housing Affordability Strategy (CHAS), 2015-2019 5-year estimates



**Figure 49: Units by Income of Occupant by Price, Salt Lake City, UT, 2015-2019**



Source: HUD Comprehensive Housing Affordability Strategy (CHAS), 2015-2019 5-year estimates

## Homeownership Attainability

As housing costs increase, more households are priced out of homes on the market. With median home sale prices at \$490,000 (2021), 72.6% percent of all Salt Lake City households and 86.4% of renter households are unable to affordable the median priced home (Figures 49 and 50).

**Figure 50: Homeownership Attainability for Households, Salt Lake City, UT, 2021**



Source: USCB ACS 2021 1-year data, Redfin Brokerage, FRED St. Louis, analysis by author assumes 30-year fixed mortgage with PMI and property taxes





## Appendix C: Thriving in Place Phase One Summary Report





July 2022

# PHASE ONE SUMMARY REPORT

## Thriving in Place: Salt Lake City's Anti-Displacement Strategy

What We Heard | What We Learned | What Comes Next



**THRIVING**  
in **PLACE**



# EXECUTIVE SUMMARY

## Thriving In Place: Phase One Summary

### What We Heard | What We Learned | What Comes Next

We've completed Phase One of Thriving in Place to develop an anti-displacement strategy for Salt Lake City. We heard from thousands of residents and had hundreds of hours of conversation. We also dug deep into the data, documenting the extent of displacement risk and its realities.

### What We Heard and Learned

The results of Phase One are a call to action. The full report details what we did, who we heard from, what they said, and what we learned from the data analysis. Here are key takeaways:

- ***Displacement in Salt Lake City is significant and getting worse***, and is an issue of high concern in the community.
- There are ***no “more affordable” neighborhoods in Salt Lake City*** where lower income families can move once displaced. This is a particularly striking finding; something that UDP has not seen before in their work around the country.
- Salt Lake City is growing and ***there are not enough housing units overall, and a significant lack of affordable units for low-income families***.
- Almost ***half of Salt Lake City’s renter households are rent burdened***, spending over 30 percent of their income on housing, making them highly vulnerable when rents increase.
- Displacement affects ***more than half of White households in Salt Lake City and disproportionately affects households of color***.
- The ***patterns of displacement reflect historic patterns of discrimination and segregation***, with areas experiencing high displacement risk closely aligning with areas that were redlined in the past.

### Dig Deeper!

Read the full Phase One Summary Report plus:

- [Study UDP’s Displacement Analysis](#) for Salt Lake City, including maps showing displacement risk around the city and region.
- [Download the Community Survey Data Viewer](#) to see how responses varied by income, Council District and more.
- [Explore the details of community input](#) from Phase One interviews, focus groups and youth workshops.



## What Comes Next

Now comes Phase Two, when we work together to define our course of action.

To get started, we've drafted **Guiding Principles**. These will be refined and modified through community input and engagement in the months ahead.



### 1. Be pro-housing *and* pro-tenant.

- Incentivize new residential development where it will benefit the most people.
- Discourage new development where it will do the most harm.
- Enact policies that protect renters living in affordable homes.
- Establish policies and programs to minimize displacement from new development.



### 2. Increase housing options and choices *everywhere*.

- Create gentle infill and rental housing opportunities in every neighborhood.
- Support new housing at all income levels.
- Incentivize lower priced for-sale housing to provide homeownership opportunities to moderate and lower income people.
- Make it easy and attractive to build affordable housing.



### 3. Invest in equitable development.

- Increase spending on rental assistance and affordable housing construction and develop new funding sources to make it possible.
- Maximize community ownership of housing through mission-driven nonprofits, coops, shared housing, public housing, and land trusts.
- Support living wage jobs.
- Support cultural institutions, locally owned businesses and public spaces that help communities thrive in place.



### 4. Make sure the economics work.

- Incentivize projects that are catalytic and align with guiding principles.
- Target incentives in the areas where new development will have the least displacement impacts and maximum benefit.
- Ensure policies and regulations are meeting guiding principles and provide for flexibility to adjust as needed.
- Prioritize affordability in land use policy implementation.



### 5. Build an eco-system for action.

- Ensure ongoing communication and engagement with those who are most impacted so that they continue to inform action and are aware of the resources available to them.
- Identify key indicators to track success and share results.
- Create a platform for regular coordination between the City and key partners.
- Work together to fund shared priorities.

## Get Involved!

[Sign up for the newsletter](#) to keep up-to-date on the project and opportunities to participate.

# GRATITUDE

Phase One was made possible by countless hours of work by many people. ***Huge thanks!*** to everyone who gave their time, energy and creativity to make it possible.

A very special call-out to the ***University of Utah students***, working under the direction of Professors Ivis Garcia and Alessandro Rigolon. Their collective work made it possible to reach thousands of Salt Lake residents, in person. While we summarize their work here, be sure to follow the links to read their own summaries, capturing hundreds of hours of input. They also did a thorough review of current City policies and programs as well as examples from other communities. It's impressive work!

Heartfelt thanks, too, for our ***Community Liaisons and Community Working Group members, and for the many community-based organizations who opened their doors and partnered with us.*** This project is committed to ensuring that those who are experiencing displacement are front and center in documenting and understanding it and then shaping the response. Our community partners are helping make that a reality.

**And most importantly, sincere thanks to everyone who gave their time, responded to our questions, shared their stories, and listened to the voices of their friends, fellow students, colleagues and neighbors. We hope you find this report to be an accurate reflection of what you said and what you heard.**



# PROJECT TEAM



Thriving in Place is overseen by the Department of Community and Neighborhoods in close collaboration with the Mayor's Office, Council and other City departments. The core city team is led by Angela Price and Susan Lundmark with support from Ruedigar Matthes.

The project consultant team includes:

## **BAIRD + DRISKELL** COMMUNITY PLANNING

### Baird + Driskell Community Planning:

- David Driskell, Project Manager
- Daisy Quinonez, Project Associate
- Victor Tran, Document Design and Production



### University of Utah, Department of City and Metropolitan Planning:

- Ivis Garcia Zambrana, PhD, Assistant Professor
- Alessandro Rigolon, PhD, Assistant Professor



### The Urban Displacement Project (UDP) at University of California, Berkeley:

- Tim Thomas, PhD, Research Director
- Julia Greenberg, Research Manager

For more information, visit the project website, [ThrivingInPlaceSLC.org](https://ThrivingInPlaceSLC.org), or write to [ThrivingInPlace@slcgov.com](mailto:ThrivingInPlace@slcgov.com).

# WHAT IS IN THIS REPORT

Welcome! This report gives a summary of Phase One of the Thriving in Place project. It captures hundreds of hours of community conversation and input from thousands of people about housing gentrification and displacement. Follow the links (underlined orange/red text) throughout the report to read more detail.

Also, [visit the project website](#) and [sign up for the Thriving in Place newsletter](#).



## **What This is About** ([pg. 8](#))

A quick intro to Thriving in Place, this report, and why this work matters.



## **What We Did** ([pg. 11](#))

An overview of the activities that generated the content of this report.



## **Who We Heard From** ([pg. 14](#))

A snapshot of the people who gave us their time and input.



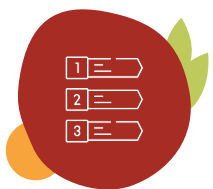
## **What We Heard** ([pg. 16](#))

Key themes and takeaways from each of the engagement activities, with links where you can explore the data.



## **What We Learned** ([pg. 34](#))

Takeaways from the analysis of displacement risks in Salt Lake City and the region plus results from University of Utah's work, with links to the detailed reports.



## **What Comes Next** ([pg. 38](#))

How we will connect our understanding of the problem with priorities for action, including draft guiding principles.



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## Section 1

# WHAT THIS IS ABOUT





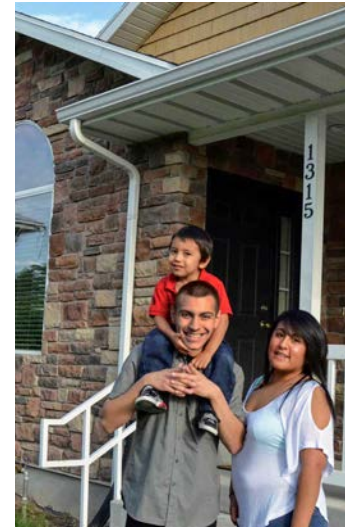


## About Thriving In Place and This Report

**Thriving in Place** is Salt Lake City's community-driven process to analyze and understand gentrification and residential displacement. Through this collective work, the City and its partners will define anti-displacement strategies to address the factors that are forcing many of our friends, family members, and neighbors to leave, or to live without a home, because they can't find housing in Salt Lake City that they can afford.

This report summarizes what we heard and learned in the first phase of the project's work, which we called **Listening and Learning**. We want to reflect back to everyone who spent time with us a summary of what was said—in the community survey, focus groups, one-on-one interviews, youth workshops, and community events. We also want to share what we found out through the cutting-edge analysis conducted by our project partners at the Urban Displacement Project. This critical information—from what the analysis tells us and what we heard from the community about their perspectives and experiences—helps us to understand, more completely, the problem we are striving to solve, because ***it's hard to solve a problem if you don't agree on what the problem is.***

# Why This Matters



Salt Lake City is a great place to live. We are lucky to have a beautiful natural setting, a vibrant economy and a caring, creative, and diverse community. It's a great place to raise a family, to build a career, and to grow old. But it's increasingly a very difficult place for many who cannot find housing they can afford.

## THE PROBLEM

When growth pressures drive housing prices up, and incomes and housing costs get out of sync, people are displaced. They are forced to overpay for housing, move to a different neighborhood or city, double up with family and friends, or start living in their car or on the street. The impacts of displacement are profound and lasting—on the families who are displaced, and on the communities they leave behind. We lose our friends and neighbors, our coworkers, and our school-aged students. We also see increases in our unsheltered population, longer commutes, and more air pollution.

Cities thrive when all residents have access to safe, stable and affordable housing, healthy neighborhoods, and good jobs. We know we can create a city where everyone can thrive while staying in the community they love. That's why this project is called ***Thriving in Place***. It is Salt Lake City's vision of what we will try to achieve and why this matters.



## Section 2

# WHAT WE DID





Phase One engaged people throughout the community in helping us understand and document gentrification and displacement to build a shared understanding of the problem we are working to solve.

## Guiding Our Work

To make sure we are taking the right approach we:

- Interviewed 15 community stakeholders and leaders as a very first step in the process to get their input about key issues and shape the engagement strategy (read the summary [here](#))
- Convened a City Steering Committee representing 16 departments and divisions (listed [here](#)) to ensure input and coordination.
- Organized a Community Working Group of over 20 stakeholders (listed [here](#)) to help direct the engagement strategy, serve as a sounding board, and provide input on the project's work.

## Analyzing the Data

To document the current situation using the best data possible we:

- Engaged the Urban Displacement Project to gather, analyze, model, and map data on displacement risk and trends ([see pg. 35](#))
- Had a planning class at the University of Utah review the City's current policies and programs related to displacement and document best practices from other places ([see pg. 37](#)).





## Engaging Everyone

To reach as many people as possible we:

- Built [the project website](#), in English and Spanish, as a platform for education and engagement.
- Launched a survey, in English and Spanish, attracting over 2000 respondents. ([see pg. 17](#))
- Got the word out through email blasts, social media, and 4000+ multi-lingual flyers, postcards, and door hangers. Plus, we stenciled the project name and website info over 150 times on walkways around different neighborhoods.
- Presented at 14 community events or gatherings and at 13 community council meetings to let people know about the project and encourage them to participate.

## Reaching the Most At-Risk

To hear from those directly impacted by displacement we:

- Hired six Community Liaisons as trusted members of their communities to talk with folks they know about their experiences.
- Held five focus groups and nearly 70 one-on-one interviews to hear people's stories and delve into their experiences, perspectives, and ideas. ([see pg. 26](#))
- Hosted seven youth workshops with over 200 students to hear their thoughts about changes in their neighborhoods and how to make the city a better place for everyone. ([see pg. 32](#))

## Section 3



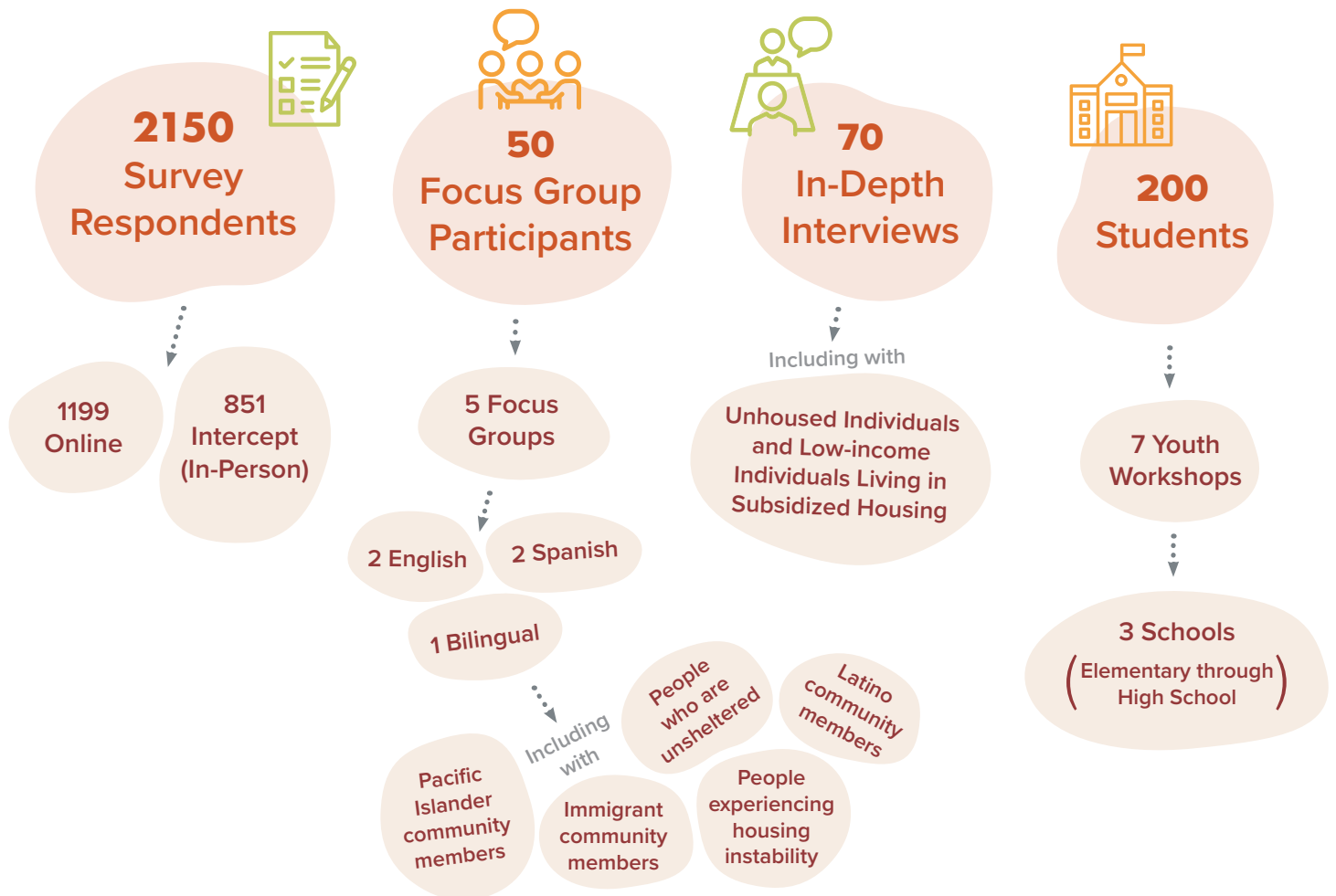
# WHO WE HEARD FROM





# We heard from...

Nearly **2,500 people** whom contributed their time, input, experiences, and ideas. This involved:



## DIG DEEPER

### Explore the University of Utah's Work from Fall 2021

In addition to the work outlined in this report, we had a jump-start in Fall 2021 thanks to two classes at the University of Utah. Check out their work, including 21 Story Maps documenting interviews with over 400 residents and capturing valuable information about cultural assets, housing issues and neighborhood change as well as their presentation on Zoning for Equity.

[Check it out by clicking here!](#)

## Section 4



# WHAT WE HEARD





We had over a hundred hours of conversation—in one-on-one interviews, focus groups and youth workshops—in addition to having over 2,150 people respond to the survey. That’s a lot of valuable input.

We’ve worked to sort through it all, and pull out key themes and takeaways.

***In short, gentrification and displacement are issues of significant concern for people throughout the community, and are impacting many lives. There is widespread desire for more affordable housing and for ensuring that people are not displaced so that the benefits of new investment and growth can be shared by all.***

## Survey Responses

A community survey was conducted between February and April 2022. It was available in English and Spanish. It consisted of six multiple choice questions and one open-ended question in addition to asking people to identify their neighborhood and provide basic demographic info. It could be filled out online in addition to being used for in-person interviews by University of Utah students. You can see the survey format and questions [here](#).

***Keep in mind that in most answers, people could choose more than one response, so the number of responses is often higher than the number of people who took the survey.***

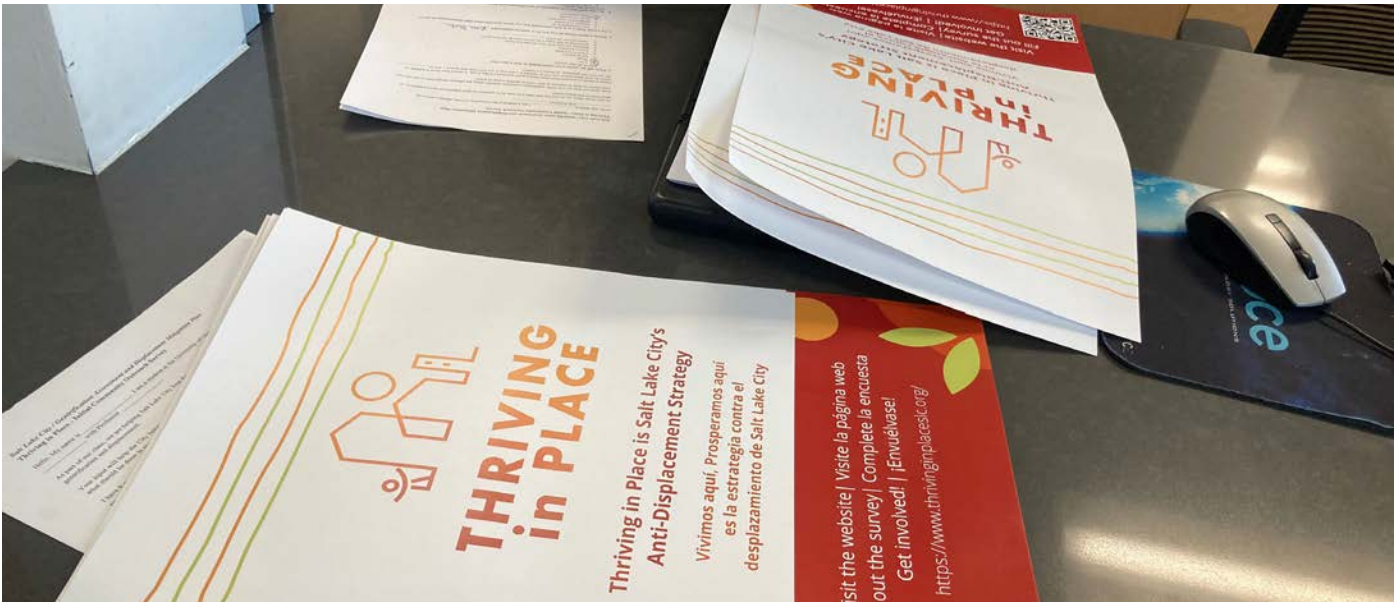


DIG DEEPER

### Download the Community Survey Data Viewer

To give everyone the opportunity to explore the survey responses, we’ve built a tool you can use to see a summary of the data based on income group, race/ethnicity, renter/owner status and Council district. You can also see the full list of open-ended responses that people provided.

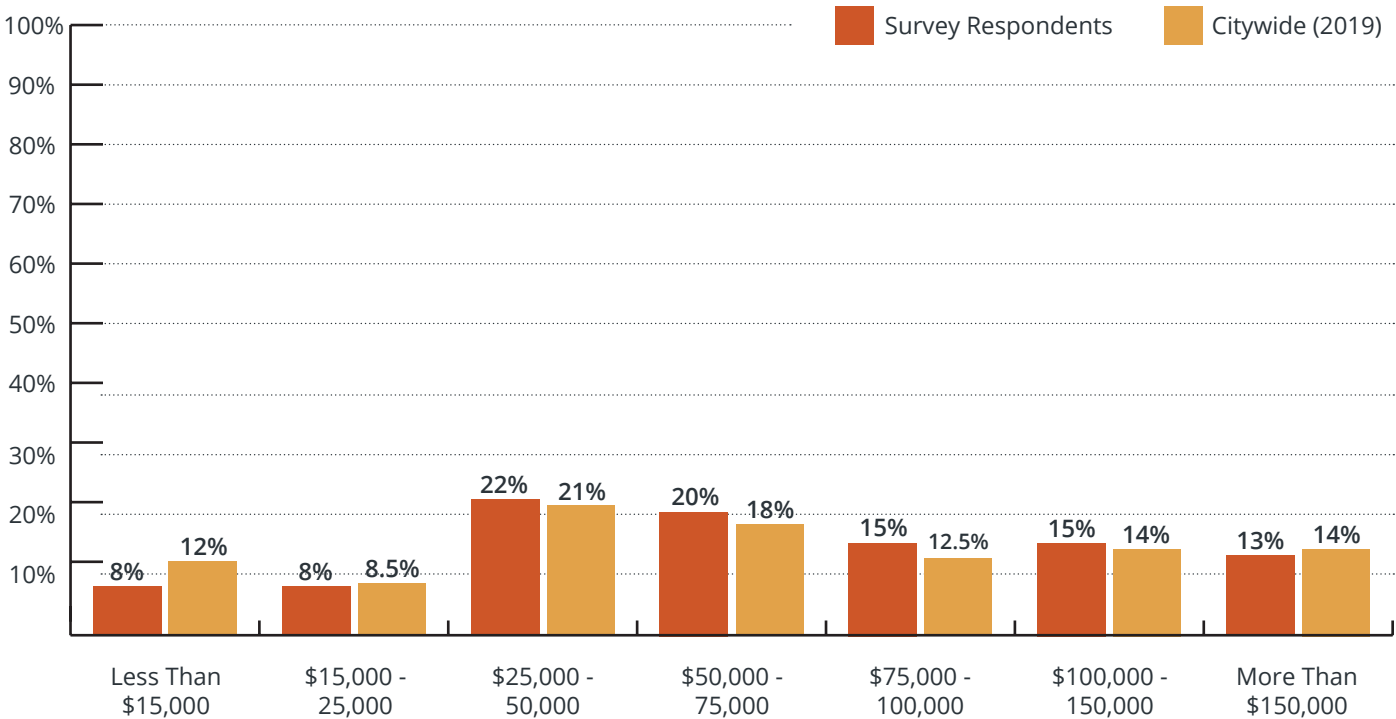
**[Check it out by clicking here!](#)**



# Profile of Survey Respondents

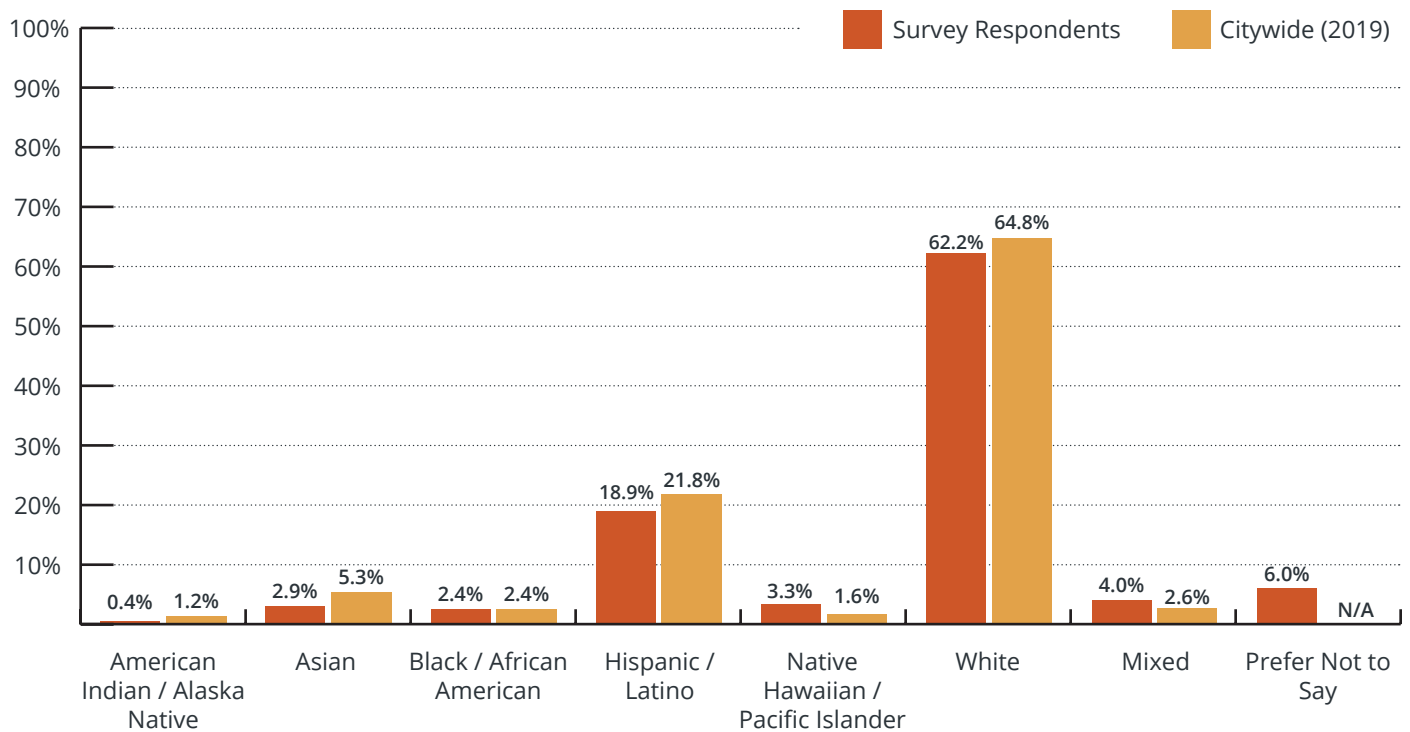
Approximately 2,150 people took the survey, with 42 percent responding to it in-person (being interviewed by a student who then entered the data). The profile of people completing the survey was similar to the overall Salt Lake population in terms of income (figure 1), race/ethnicity (figure 2) and whether they were homeowners or renters (figure 3).

**Figure 1: Income of Survey Respondents vs Citywide Population**

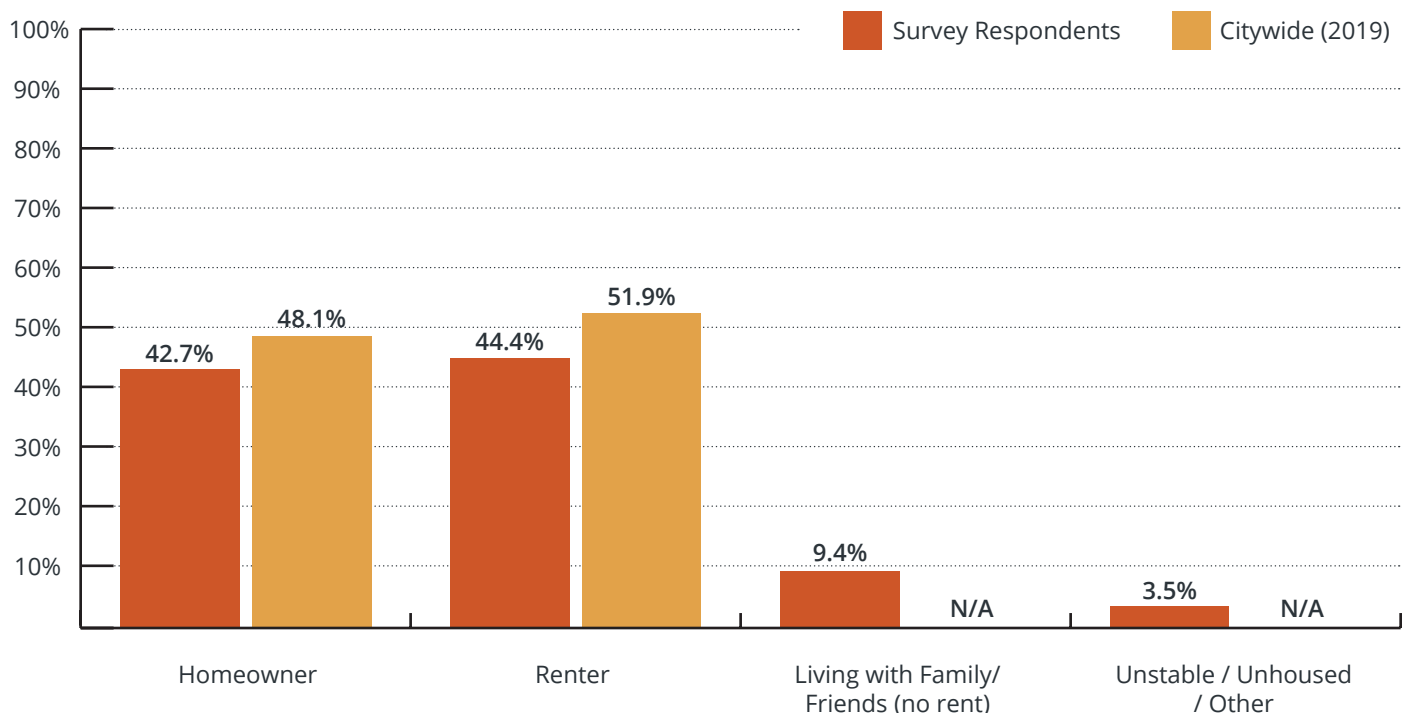




**Figure 2: Race / Ethnicity of Survey Respondents vs Citywide Population**



**Figure 3: Housing Status of Survey Respondents vs Citywide Population**



## Level of Concern About Gentrification and Displacement

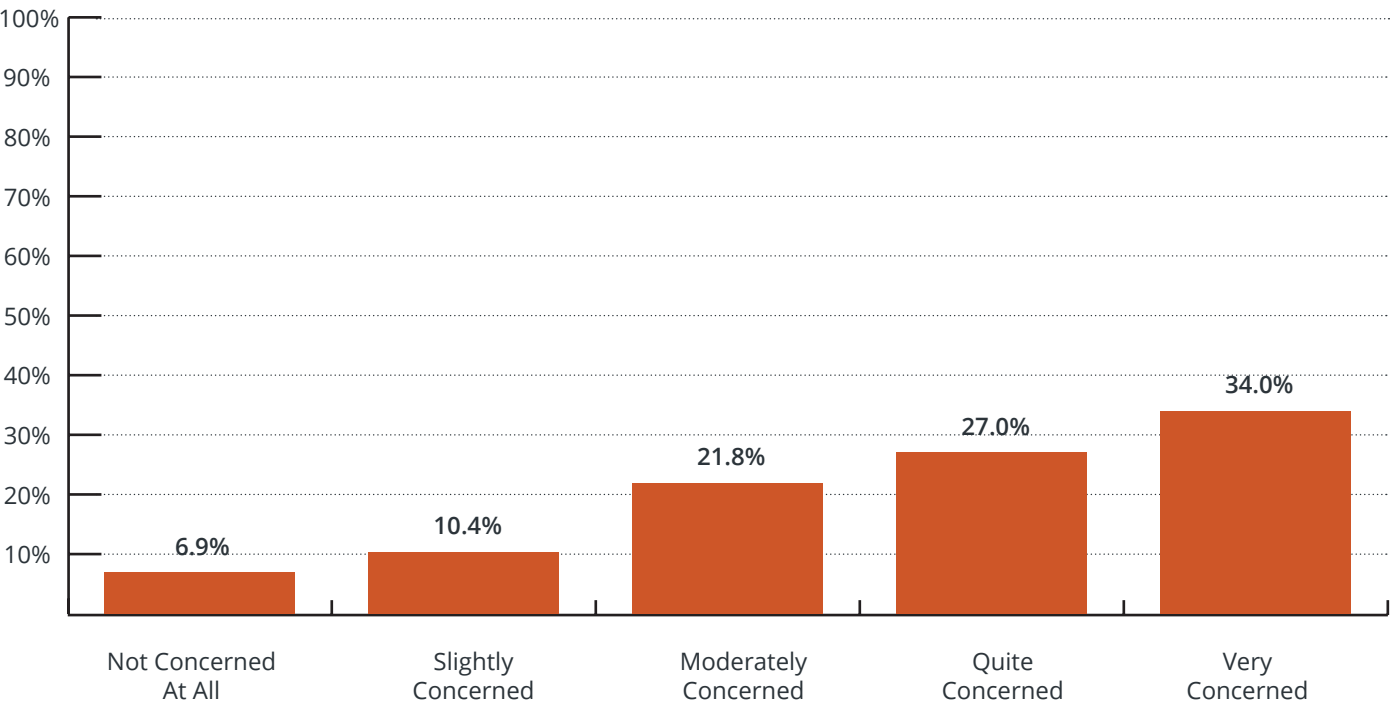
All groups expressed high levels of concern, especially renters and lower income people.

A significant majority of survey respondents (81%), across all race and ethnicity groups, expressed moderate to very high concern about gentrification and displacement.

Those who are “very concerned” are more likely to be renters, living with family or friends without rent, facing an unstable housing situation, or unhoused, which is understandable given the direct impact of increasing rents. However, a majority of homeowners expressed that they are quite or very concerned.

A majority of respondents within each income bracket expressed a moderate to very high level of concern, with lower income households being the most concerned. The percentage of those who hold moderate to very high levels of concern reduces incrementally with each higher income bracket. For example, those earning between \$15,000 and \$25,000 had the most concern (90% expressed moderate to very high concern) while those earning \$150,000 were less concerned (but still, 74% expressed moderate to very high concern).

Figure 4: Level of Concern About Gentrification and Displacement



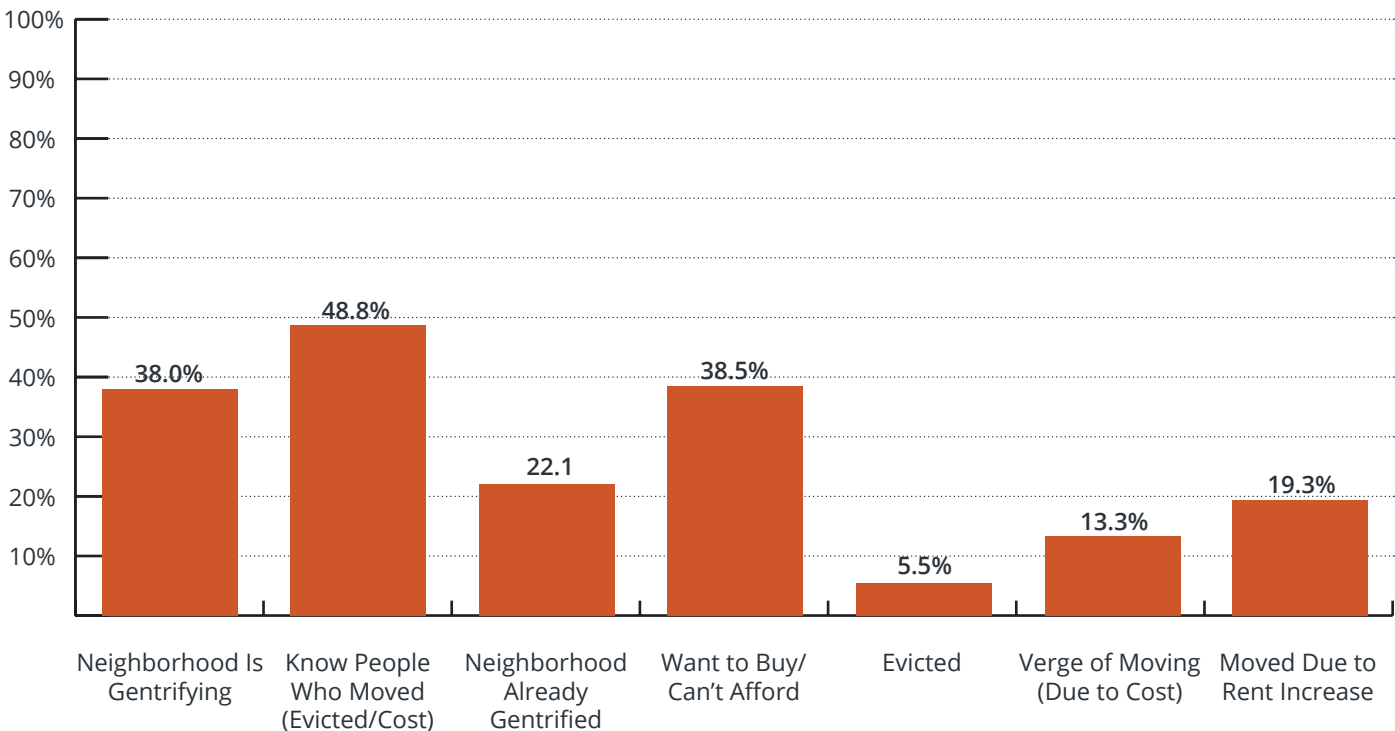


# Experience with Gentrification and Displacement

## Most Recognize or Have Experienced Gentrification and Displacement in Their Neighborhood

Nearly all respondents (close to 95%) indicated some direct experience with the impacts of gentrification and displacement. Over half of respondents have experienced their neighborhood gentrifying or live in a neighborhood that already has gentrified, and nearly half have known someone who has already moved due to eviction or high housing costs (with 5.5% reporting having been evicted). Almost 20% said they have had to move due to rent increases, while 13% are on the verge of moving due to increased costs. Close to 40% of respondents want to buy but cannot afford a home. We know from our parallel data analysis that many of these people are renters who might otherwise be moving into lower cost for-sale “starter homes,” but instead are staying in the rental market, inadvertently putting pressure on rents because they are able to pay more than lower income households.

**Figure 5: Experience with Gentrification and Displacement**

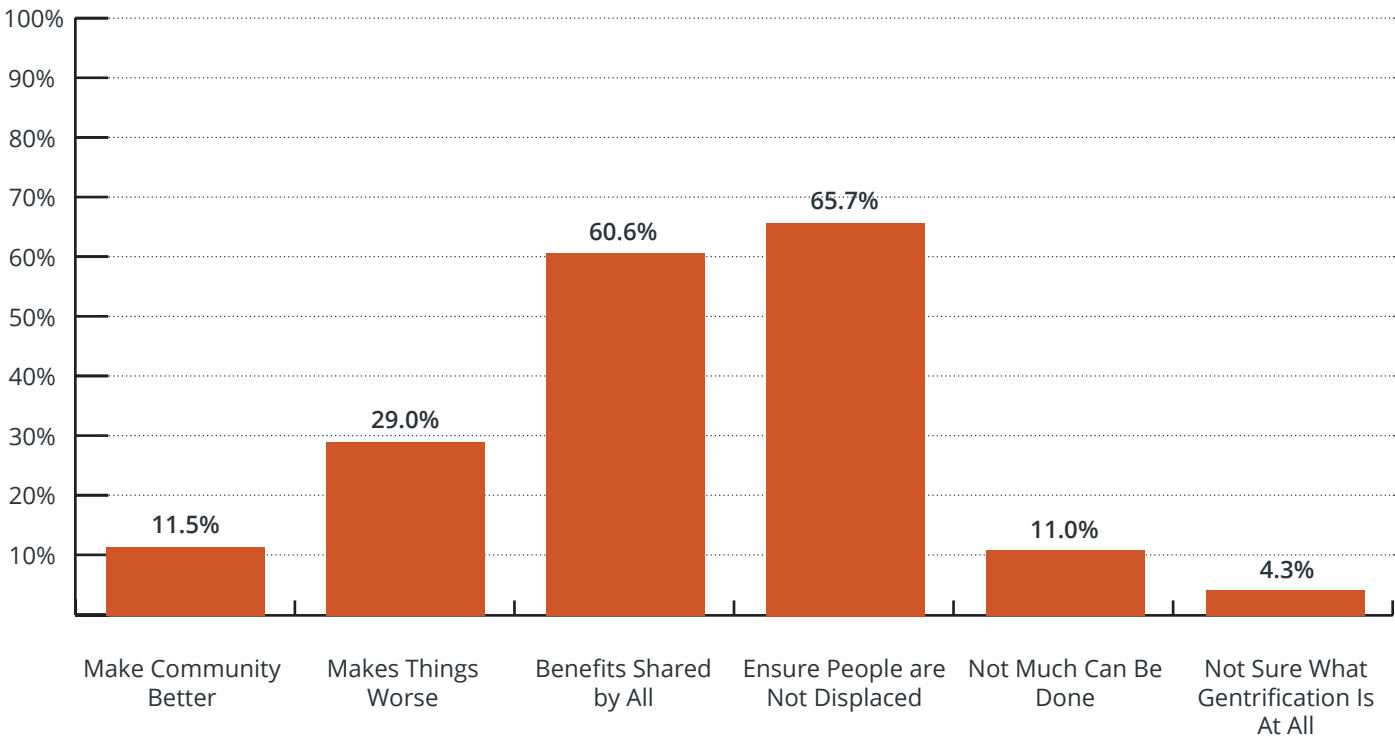


# Views on Gentrification and Displacement

## Despite Mixed Opinions, Most Agree That No One Should Be Displaced or Excluded from the Benefits of Change

A clear majority of people expressed that the benefits of investment should be shared by all and that the City should work to ensure that people are not displaced. However, there are mixed opinions about whether gentrification makes neighborhoods worse (29%) or better (11.5%), and just over 1 in 10 expressed that “not much can be done.” Perhaps not surprisingly, lower income respondents were more likely to see gentrification negatively (about 40% of respondents with incomes less than \$50,000 chose “makes things worse”) compared to higher income respondents (16% of those making over \$150,000 chose “makes things worse”).

Figure 6: Views on Gentrification and Displacement



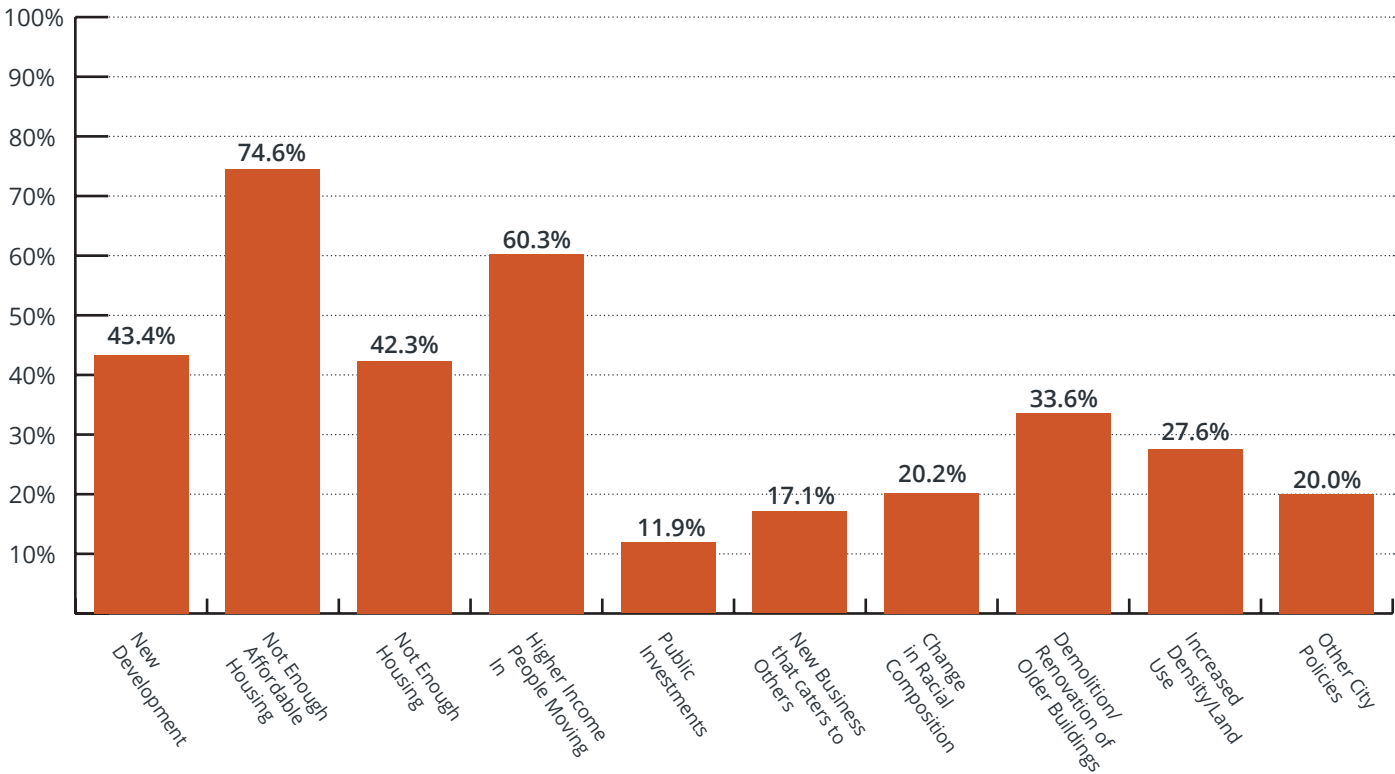


# Perceptions of What Contributes to Gentrification and Displacement

## People See Lack of Affordable Housing as the Main Issue

Overall, the majority of respondents (especially renters) believe gentrification and displacement are due to a lack of affordable housing and higher income people moving in. Many respondents (over 40%) also pointed to a lack of housing in general as well as new development as a cause of displacement, while a third pointed to the demolition or renovation of older buildings as a contributing factor.

Figure 7: Perception of What Contributes to Gentrification and Displacement

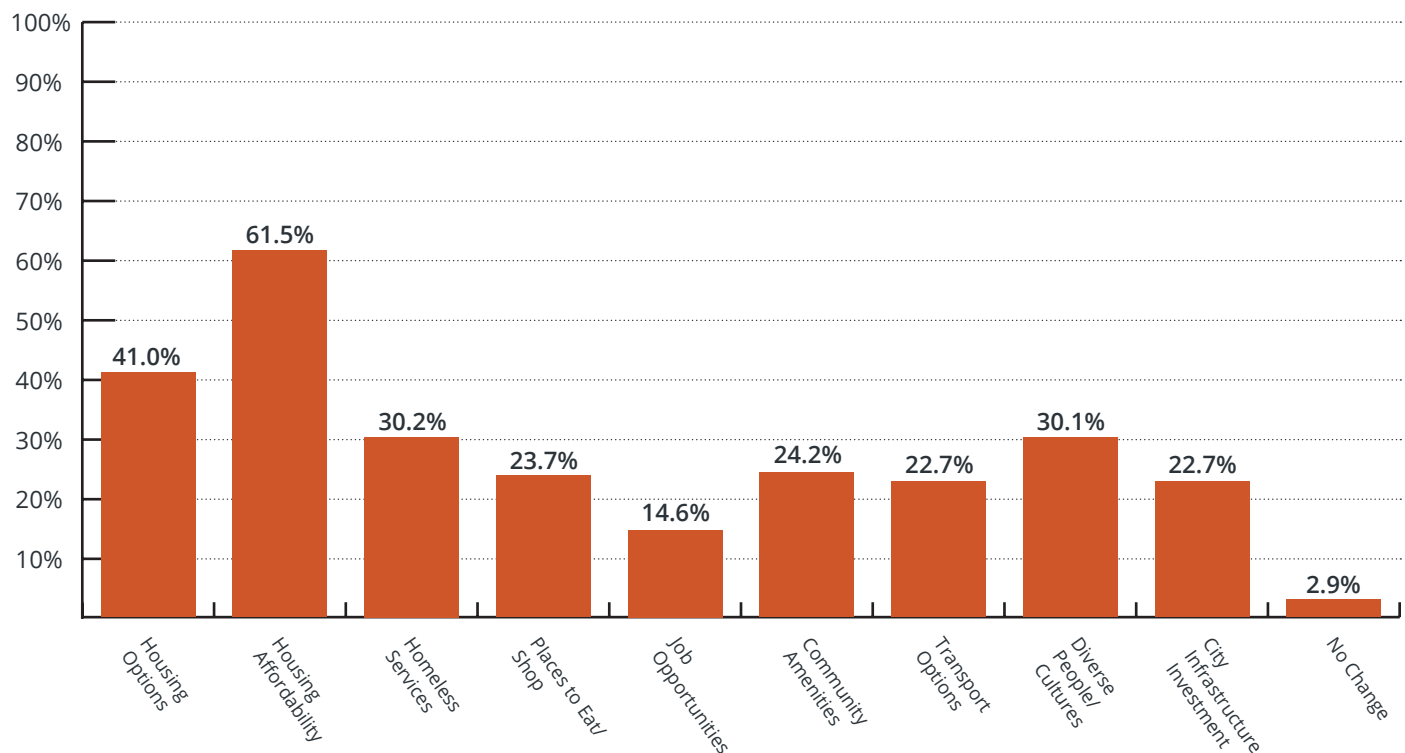


# What Neighborhood Improvements Would You Like to See?

## People Want More Affordable Housing

When asked what they would like to see improved in their neighborhoods, the most common response was housing affordability (61.5%) and more housing options (41%), with renters being particularly focused on these issues (72% and 52%, respectively). By comparison, while homeowners chose more housing affordability the most often (45%), they also expressed higher preference for diverse people and cultures (35%) and more places to eat and shop (32%) than for more housing choices (30%).

**Figure 8: What Neighborhood Improvements**



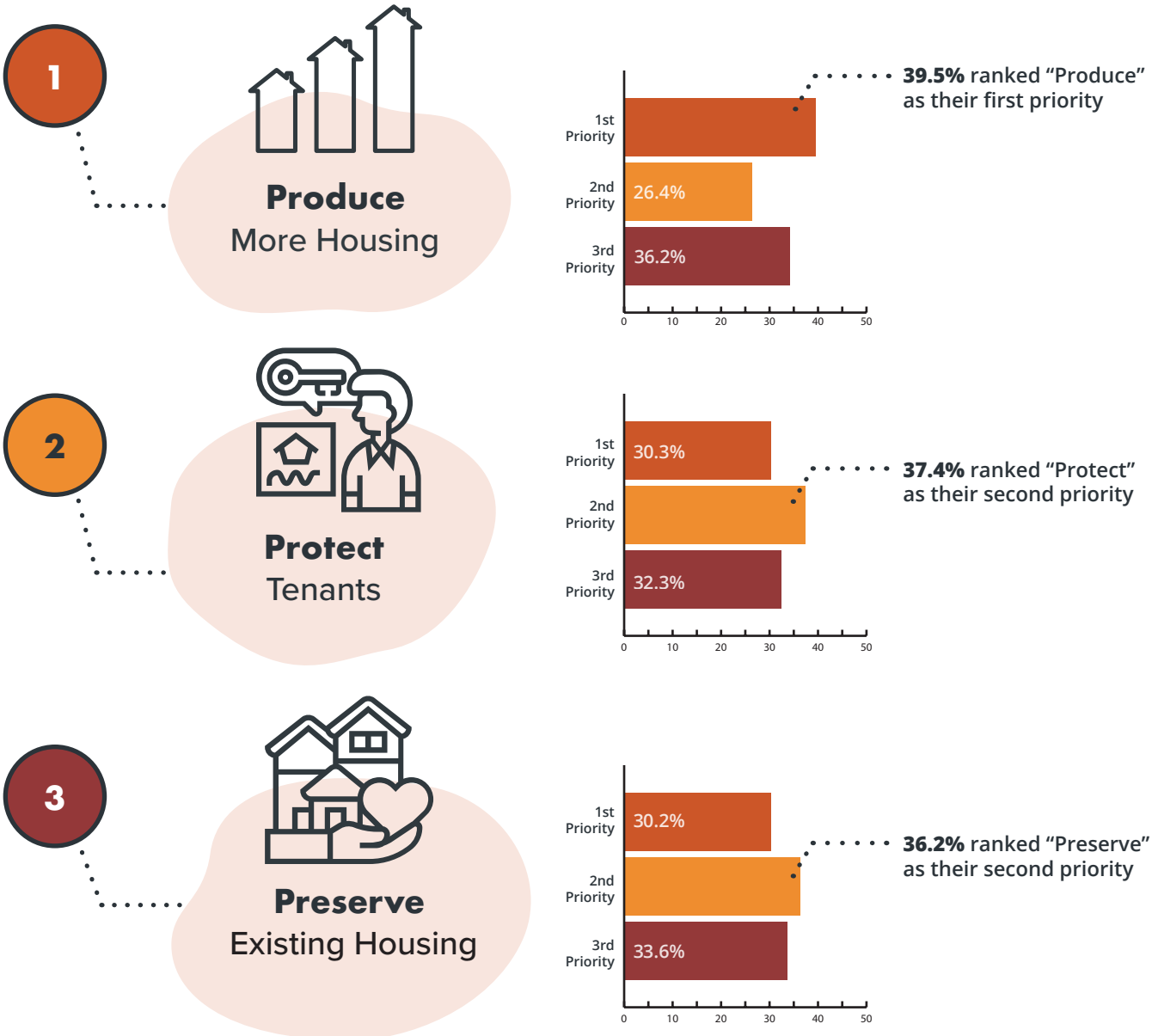


# What Actions Would You Support?

## Produce, Preserve, and Protect Are All Priorities

Overall, respondents prioritized more housing production as the top choice on actions they would support, but not far ahead of actions to protect tenants and preserve existing housing. Renters are more focused on tenant protections than homeowners (35% made it their top choice) while homeowners are more focused on housing preservation than renters (34% made it their top choice). But even then, production was the top choice for both groups (37% and 36%, respectively).

Figure 9: Ranking Actions by Priority



# Focus Groups and Interviews



Five focus groups and 70 one-on-one interviews were conducted between February and April 2022. The goal of these conversations was to hear people's stories, experiences, perspectives, and ideas about gentrification and displacement. Questions were open-ended and generally similar to those in the community survey, but less structured so that the conversation could delve into specific issues and ideas in more depth.

Most of these conversations were led by our six Community Liaisons. Some were conducted in English while others in Spanish. Participants included individuals experiencing housing insecurity and homelessness as well as service providers.

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## Explore What People Said in More Detail

We wrote a summary of what we heard from the focus groups on the pages that follow. But if you want to dig into the data yourself, you can view our sorting of the takeaways and themes from the different activities.

[Check it out by clicking here!](#)



## Experiences of Gentrification

“I am concerned that the beauty, history, and diversity of this community will be pushed out and even erased in the name of progress.”

“Small, locally-owned businesses are being pushed out due to demolition and unaffordable rents in new businesses, and we are losing our architectural heritage in the city.”

“My daughter who is 30 can’t afford to live in my area despite a good paying job. If she loses her current rental, I don’t know where she will go.”

### Weakening of the Community

The rising cost of housing is making it harder for people to thrive, with displacement causing a loss of diversity as well as individual and community-level trauma. Many have experienced or witnessed friends, family members, co-workers, and neighbors being priced out and needing to move elsewhere, namely to West Valley City, Stansbury Park, and Tooele. People described living on one’s own to be a greater challenge now, and mourned the loss of community spaces and local businesses.

“I’m close to several housing insecure or homeless people in my personal life and in my neighborhood. I live along the JRPT and see people displaced from camps, only to have to build new camps elsewhere.”

“I just see a lot more harassment towards homeless. they look so down on us.”

“Rents are like \$1200-1500 a month—come on—and vouchers are only good for \$800 or \$850. How are we supposed to get cheaper rent for a place like this? I can’t go anywhere else in Salt Lake.”

### Worsening Challenges Faced by the Most Vulnerable

High housing costs are making it harder for those already experiencing housing instability and homelessness. For example, participants of the Palmer Court Focus Groups said that their housing vouchers are not sufficient to cover the high rent prices, and that those who have been evicted are having a harder time finding a place to live or are even being denied housing vouchers. They also pointed out that victims of domestic violence and people living with disabilities are particularly vulnerable. They said that as a result many are being forced to live in “condemned housing,” “slum housing,” or without housing.



## Attitudes about Gentrification

Overall, people we heard from have a ***negative view of gentrification***, explaining that it disrupts their “quality of life and community. They described feeling excluded, distrustful and powerless.

### Exclusion

Some believe gentrification can be good if it benefits the community as a whole. However, they feel that is not the case when current residents are not able to access the benefits and lower income people are disproportionately affected and forced to leave.

### Distrust

There’s a general distrust of the government. Some feel that there has not been enough done by the City or State to intervene and protect existing communities from being displaced. They think that those in power do not have their best interests at heart and are instead motivated by personal gains. However, there are some who think that the City and nonprofits are trying to provide as much support as they can.

### Loss of Power

Some feel that newcomers contribute to the gentrification by organizing, taking power, and pushing policies that further alienate existing community members.

**“It can improve communities to a point, but when housing and other resources become inaccessible to everyone but the very well off, it is a detriment.”**

**“Not enough benefits and resources are equitably distributed and supported across communities to prevent gentrification from happening.”**

**“Council needs to cater to community needs for housing not developer wants!”**

**“I don’t feel like I have enough power to do something because I’m a person of color.”**





## **Perceived Causes of Gentrification**

### **Limited Supply of Affordable Housing**

Participants said there is simply not enough affordable housing available for low to moderate income people. They do not consider much of the new housing being built to be affordable nor to fit their needs. They also do not think the government has made a sufficient effort to preserve the existing supply of affordable housing or to control the cost of housing.

### **Newcomers Put Pressure on Housing Prices**

Participants view the trend of out-of-town newcomers moving to Salt Lake City as a factor driving up housing demand and prices.

### **Prioritizing Growth Before Community**

Some perceive gentrification to be enabled by the City through the over-prioritization of growth and economic development over the protection of current residents and preservation of the existing community.

### **Ignorance and Erasure**

Some think that newcomers' ignorance about the culture or history of the existing community contributes to the displacement and erasure of existing residents and cultures.

### **Greed and Prejudice**

Some believe that the problem is caused by individuals' greed, racism, and classism.

## Resources People Turn to for Help

### Relying on Community for Support

Many said that they rely on their community for support—turning to community-based or religious organizations for help. Services they have sought out include housing assistance/counseling, food pantries, career counseling, and health clinics.

“We didn’t know what to do... [A local community organizer] was a huge help. Huge. She fought for us. She told us everything We needed to do. She fought for our housing for a whole year.”

### Where Resources Are Lacking

Participants said that there’s a lack of support for those living with disabilities or mental health challenges. Poor case management was also identified as an issue.

“The case manager is key to many of these services. So what are my thoughts about what can be done? One of them is would be to have more case managers.”

## Thoughts About What Can Be Done

The following list of policy suggestions was collected from participants and grouped into themes. This list is a reflection of community members’ desires, not a formal proposal. However, it will be taken into account when developing policy and program proposals during the next phase of Thrive in Place ([see pg. 40](#)). **Please note that while some of these suggestions are within the City’s control, others would require intervention at the County, State, and/or Federal level (e.g. rent control, regulating short-term vacation rentals, etc.).**



### Grow the Housing Supply

- Evaluate current land use and consider permitting housing or converting other types of lots or buildings into housing.
- Build more middle housing (like duplexes, triplexes, and small apartment buildings).
- Promote accessory dwelling units and reduce restrictions.



### Preserve Existing Affordable Housing

- Programs that support or subsidize the repair of existing affordable housing.
- Programs that monitor home sales and support the sale to existing community members.
- Expand the Community Land Trust program.
- Regulate the conversion of short-time vacation rentals from affordable housing.





### **Protect Renters**

- Programs that address absentee landlords and neglected properties.
- Expand tenant protection policies.
- Establish rent control policies.
- Reduce barriers for receiving rental assistance.



### **Expand Homeownership Opportunities**

- Increase homeownership opportunities for the working class.
- Increase homeownership education and housing counseling.
- Improve tax policy and increase tax relief for lower income homeowners.



### **Increase Social Services**

- Provide immediate, transitional assistance for those at risk of eviction and displacement or experiencing housing instability.
- Increase support for people experiencing homelessness, especially children.
- Increase the number of social workers and case managers available.
- Improve homeless shelters.
- Address drug addiction.



### **Focus on Workforce Development**

- Improve access to better-paying jobs, especially for unsheltered people.
- Increase educational opportunities.
- Create regulations that limit large corporate chain stores and support locally owned businesses.



### **Improve Community Engagement**

- Make public meetings more accessible, for example by scheduling them during times when more residents can participate.
- Improve representation from different community and racial/ethnic groups (e.g. Latinx, Pacific Islander, etc.) and raise the voices of leaders and organizers who can voice the concerns of their community.

## Youth Workshops

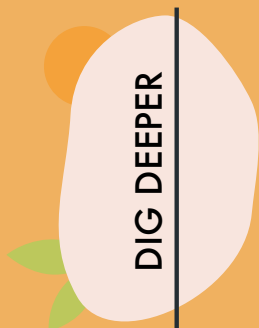
Seven youth workshops with 200 student participants (elementary to high school) were hosted between February and April 2022. The goal of these workshops was to help the students understand gentrification and displacement in their neighborhoods, hear their perspectives and stories, and inspire their creativity through community visioning exercises.

### **Students Are Anxious about Change in Their Communities**

Although “gentrification” and “displacement” were new terms for many of the students, most already recognize that these forces are at play in their communities. This is the most important takeaway from the youth workshops. They have seen the evictions and displacement of their friends, family, and neighbors. They have noticed the permanent closures of local businesses. They have observed the demolition of existing rental homes for the construction of new flats. Some even shared their personal experiences—one student said that they needed to move away from the area due to rising costs. They said that gentrification can also lead to benefits such as increased investment and public improvements, but they are anxious about the consequences of gentrification for themselves, their families, and their community.

### **Students Want to See Their Community Be Welcoming For Everyone**

Students shared a vision for how they would like to see their community develop. They want to see Salt Lake City develop into a place that is welcoming and secure for all. They want to see investments in public amenities that benefit the community as a whole, such as shops, schools, parks, gardens, and farms. They do not want to see their family and friends be displaced. Finally, they wish to see the City do more to prioritize, protect, and preserve their existing community.

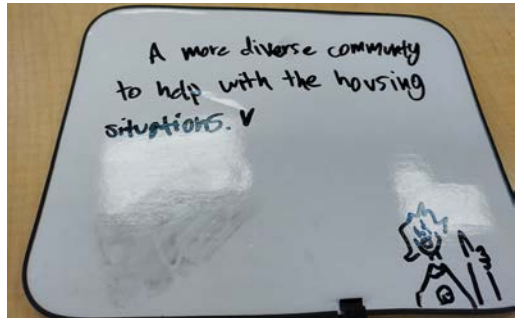
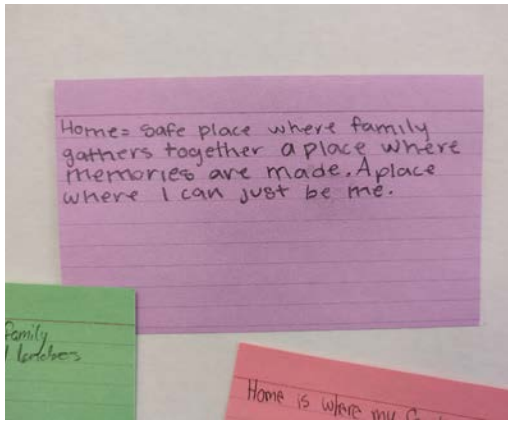


### **View the final slide presentation by the University of Utah's Plan Making class**

At the end of their semester, the University of Utah students who supported the community engagement presented the results of their work to the community. See the full summary, which includes more details about the youth workshops, focus groups, and interviews.

**[Check it out by clicking here!](#)**





## Section 5

# WHAT WE LEARNED





In addition to what we heard through the community engagement process, we also studied gentrification and displacement data to document and understand trends in Salt Lake City and the region. Following is a short summary of what we learned, with links to more detailed reports.

## Displacement Risk Analysis

We analyzed displacement using a cutting-edge model developed by the Urban Displacement Project at the University of California, Berkeley (a project partner). It is the most advanced model of its type, and Salt Lake is one of the first places in the country where it is being used.

The model incorporates large data sets on a number of displacement-related factors to estimate the level of displacement risk faced by renter households who are very low income (earning 50% or less of the Area Median Income, or AMI, which in Salt Lake City in 2019 was \$80,196) and those who are low income (earning between 50% and 80% of AMI).

Displacement occurs when more renter households in those income categories are leaving an area than are moving in. The results of the model were used to create maps indicating which areas are experiencing probable displacement, moderate displacement or high displacement. The map also includes a layer showing where rental housing units that are affordable to different income groups exist. This helps identify “displacement pathways”—where are the more affordable areas where people can go when displaced?



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### Read the Urban Displacement Project’s Full Report

To give everyone the opportunity to read more about the analysis, check out UDP’s full report and explore the Displacement Risk and Affordability Maps.

[Check it out by clicking here!](#)

## Key Takeaways

Here are the key takeaways from UDP's analysis, all of which resonate with what we heard in the community input:

- ***Displacement in Salt Lake City is significant and getting worse.*** It is particularly high east of the Granary and south of Central Ninth and Ballpark.
- There are ***no “more affordable” neighborhoods in Salt Lake City*** where lower income families can move once displaced. This is a particularly striking finding; something that UDP has not seen before in their work around the country.
- Salt Lake City is growing and ***there are not enough affordable units for low-income families.***
- Almost ***half of Salt Lake City's renter households are rent burdened*** (they are spending over 30 percent of their income on housing, which—when you're low income—does not leave much for everything else).
- ***More than half of all families with children live in neighborhoods experiencing displacement risk.***
- Displacement affects ***more than half of white households in Salt Lake City and disproportionately affects households of color.***
- ***Latinx and Black households are particularly susceptible to displacement,*** as they have median incomes that are lower than what is required to afford rent in the city.
- The ***patterns of displacement reflect historic patterns of discrimination and segregation,*** as many areas experiencing high displacement risk are areas that were redlined in the past.



## Student Analysis of Anti-Displacement Strategies

In addition to their work supporting community engagement, students in the Plan Making course at University of Utah reviewed and categorized policies and programs being used in Salt Lake City to counter the forces of displacement. These include efforts to **protect** tenants, **promote** housing production, and **preserve** existing affordable housing. They also reviewed potential additional policies and programs that could be enacted or strengthened to better respond to the scale and scope of need documented through the displacement risk analysis and community input. These policy and program strategies cover topics such as increasing community ownership, creating stronger incentives, zoning changes and improved renter assistance. As Thriving in Place moves into its second phase of work, we will be building upon their work (with some refinements to address incomplete or inaccurate information) to support community conversations and help prioritize actions.

As Thriving in Place moves into its second phase of work, Crafting Collaborative Solutions, their work will provide a valuable resource for community conversations and prioritizing actions.



DIG DEEPER

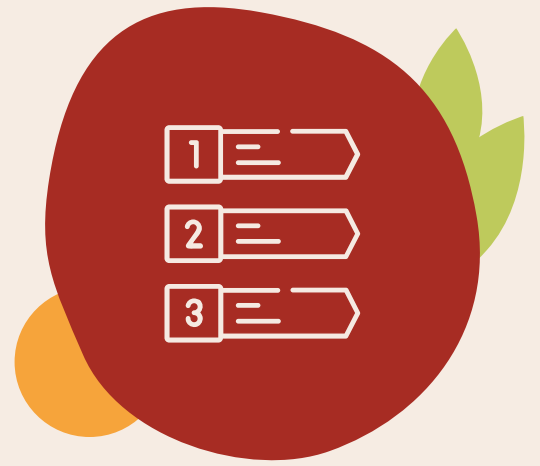
### Read the report by the University of Utah's Plan Making class

Read the student's summary of engagement work they led and their analysis of current and potential anti-displacement policies and programs.

[Check it out by clicking here!](#)

## Section 6

# WHAT COMES NEXT





The results from Phase One, summarized in this report, help us understand the problem we are trying to solve. It positions us for making decisions about what we can and should do in response.

## Setting Expectations

As we move into Phase Two, Crafting Collaborative Solutions, there are a few important caveats to keep in mind:

- ***There are no quick and easy solutions.*** The factors that drive displacement are complex, varied, and interconnected. There's no quick fix. We will need to work together to build upon what the City and others are already doing, crafting new policies and other actions that are appropriately sequenced, assessed and calibrated for maximum impact.
- ***Change is constant.*** Cities and neighborhoods change over time, and many of the economic and social drivers of change are beyond our control. However, there are aspects of change that we can affect, helping to shape the future we want.
- ***It will take time.*** While there are near-term actions that can respond to specific issues and challenges, many policies and programs take time to put into place and even longer to have an impact. That should motivate us to act, so that those benefits can be realized sooner rather than later.
- ***There will be trade-offs, and some things are off the table.*** Every course of action has pros and cons, with some people benefiting more than others. Further, there are legal and regulatory structures that limit some courses of action for the City and its partners. As we evaluate options, we will focus on what's actionable, carefully consider trade-offs, and ensure that those most impacted by the forces of displacement are prioritized.
- ***We are all in this together.*** We are all impacted by displacement, and addressing it will require coordinated, cross-sector action. While the City has an important role, many of the responses will need to be regional in scope and require that multiple sectors (government, nonprofits, funders, real estate, and others) have a shared understanding of the problem and a collaborative plan of action.

# DRAFT Guiding Principles

To translate What He Heard and What We Learned into a policy and program proposals and a plan for collaborative action, we have developed a set of Draft Guiding Principles that will be discussed, revised, and refined in the months ahead as a Framework for Action.

As they are refined, the principles will be used to guide City policymaking for areas that are within its control as well as to guide cross-sector coordination and advocacy for area's outside of direct City control.



## 1. Be pro-housing *and* pro-tenant.

- Locate and incentivize new residential development where it will benefit the most people (close to opportunity).
- Discourage new development where it will do the most harm (in areas where dense concentrations of renters already live, especially lower income renters).
- Enact pro-tenant policies that protect renters living in affordable homes.
- Establish policies and programs to minimize displacement from new development and support those who are displaced.



## 2. Increase housing options and choices *everywhere*.

- Create gentle infill and rental housing opportunities in every neighborhood.
- Support new housing at all income levels.
- Incentivize lower priced for-sale housing to provide homeownership opportunities to moderate and lower income people.
- Make it easy and attractive to build affordable housing.





### 3. Invest in equitable development.

- Increase spending on rental assistance and affordable housing construction and develop new funding sources to make it possible.
- Maximize community ownership of housing through mission-driven nonprofits, coops, shared housing, public housing, and land trusts.
- Support living wage jobs.
- Support cultural institutions, locally owned businesses and public spaces that help communities thrive in place.



### 4. Make sure the economics work.

- Incentivize projects that are catalytic and align with guiding principles.
- Target incentives in the areas where new development will have the least displacement impacts and maximum benefit.
- Ensure policies and regulations are meeting guiding principles and provide for flexibility to adjust as needed.
- Prioritize affordability in land use policy implementation.



### 5. Build an eco-system for action.

- Create a platform for ongoing communication, coordination and collaboration.
- Continue to listen to those who are most impacted.
- Agree on roles and priorities.
- Work together to fund shared priorities.
- Track what matters.



THRIVING IN PLACE: SALT LAKE CITY'S ANTI-DISPLACEMENT STRATEGY | PHASE ONE SUMMARY REPORT

July 2022





## Appendix D: Housing SLC Engagement Report





**Appendix 1**  
Housing SLC Engagement Report



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*An Update to Salt Lake City's 5 Year Plan:*

# HOUSING SLC

## ENGAGEMENT REPORT



*Salt Lake City Department of Community and Neighborhoods*





# ACKNOWLEDGEMENTS

## **Housing SLC Project Team**

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- Erik Fronberg
- Kyle Irvin
- Joelette Organista
- Rachel Paulsen
- Hannah Regan
- Jamie Stokes

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- Department of Community and Neighborhoods
  - Planning
  - Housing Stability
  - Transportation
  - Youth and Family Services
- Department of Economic Development
  - Salt Lake City Arts Council
- Department of Parks and Public Lands
- Department of Public Services
- Department of Public Utilities
- Department of Sustainability
- The Office of the City Council
- The Office of the Mayor
- The Redevelopment Agency of Salt Lake City

## **External Working Group**

- AARP
- Alliance House
- Assist Utah
- Catholic Community Services
- Community Development Corporation of Utah
- Crossroads Urban Center
- Disability Law Center
- Giv Group
- International Rescue Committee
- Neighborhood House
- NeighborWorks
- People's Legal Aid
- Pik2ar
- Salt Lake County Aging and Adult Services
- The Road Home
- University Neighborhood Partners
- Utah Community Action
- Utah League of Cities and Towns
- Wasatch Front Regional Council

## **University of Utah College of City and Metropolitan Planning**

- Dr. Caitlin Cahill, Assistant Professor
- Kate Ades
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- Leota Coyne
- Connor Dahlquist
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- Justin Delgado
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- Emily Ercius
- Parviz Faiz
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- Jasmine Garcia
- Joseph Geilman
- Lucas Horns
- Hyojeong Ko
- Kristofer Land
- Virgil Lund
- Taylor Maguire
- Ann Marie McNamara
- McKay Muhlestein
- Joshua Rebello
- Daniel Ritter
- Ana Shinzato
- Shreya Shrestha
- Ryan Smith
- Alex Stewart
- Connor Stone
- Justice Propser Tuffour
- Oliva Ann Vielstich
- Julie Williams





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# INTRODUCTION

The issue of housing is perhaps the most frequently discussed topic among local policymakers and residents. As the City's previous plan, [Growing SLC](#), nears expiration, Salt Lake City is preparing to create a new affordable housing plan for 2023–2028 called **Housing SLC**.

The City began public engagement in July of 2022 to continue to build understanding of the challenges surrounding housing. Taking a holistic approach, the project team asked the public questions not only about physical sheltering, but also about factors contributing to a sense of community and livability within their neighborhoods.

The Project Team utilized multiple methods of engagement including: organizing pop-up events, tabling at local festivals, administering paper and online surveys, posting to social media, attending housing specific-functions, and hosting focus groups. In addition, planning students at the University of Utah were assigned various outreach efforts. Special attention was given to reaching Spanish-speakers, with all event advertisements and surveys being available in Spanish and Spanish speaking staff and partners at events the Project Team hosted.

This engagement emerged from and built upon the engagement and data analysis conducted through Thriving in Place. A full report of those engagement efforts can be found [here](#).

These efforts resulted in engagement with approximately **4,070 individuals** between August and November of 2022. What follows is detailed descriptions of engagement methods and the feedback received. These findings will guide the creation of policies and plans for Housing SLC.



Members of the public share their vision for their neighborhood at the International Peace Gardens on July 28th, 2022.



# TOP TAKEAWAYS

1

**Development for All Salt Lakers:** Whether via survey or in-person conversation, the public consistently mentioned the proliferation of luxury apartment buildings in Salt Lake City. Residents are concerned Salt Lake City's development is geared towards high-income earners instead of families with children, students, seniors, and those who work at local businesses and schools.

2

**More Help for Renters:** Many who participated expressed desperation about their housing situation and/or frustration with what they saw as unfair increases in rent. Members of the public suggested improvements to the City's Good Landlord Program (Landlord Tenant Initiative), increased education about rental resources/affordable housing, and rent control.

3

**Cost of Living Stress:** Both the in-person mapping activity (Page 05) and the Housing SLC survey (Page 13) showcased the public's desire for better and more connected transportation options and greater access to affordable and healthy food. At the heart of this feedback was mounting stress about everyday expenses.

4


**Housing for Those Experiencing Homelessness:** For respondents, housing was a more popular solution to homelessness than homeless resource centers/emergency shelters. Homelessness was the second most frequent topic of feedback on the qualitative portion of the Housing SLC survey, with most participants citing the need for more behavioral health and treatment options for the unsheltered.

5

**Equity:** A major concern for participants is geographic equity. In their view, affordable housing should be distributed throughout the city to minimize the impact of gentrification and displacement on the Westside in particular. Residents expressed frustration with what they saw as development in a vacuum: the addition of new housing but the disruption of neighborhood businesses and grocery stores in the process. Furthermore, participants felt the new housing added to historically marginalized areas is often too expensive for locals to afford. Similarly, they felt projects and resources aimed at tackling homelessness should be more evenly distributed.



# TIMELINE

- 
- July 28th:** Engagement Kick-Off
  - August 9th:** Beginning of Event Tabling
  - August 10th:** Online Survey Launch
  - August 12th:** Paper Surveys Distributed
  - September 6th:** Reddit Ask Me Anything
  - September 8th:** Film Screening
  - September 24th:** End of Event Tabling
  - October 19th:** Renters' Rights Event
  - October 31st:** Close of Online Survey
  - November 10th:** Paper Surveys Collected





# ENGAGEMENT METHODS AND OUTCOMES



# IN-PERSON METHODS: MAPPING VISION

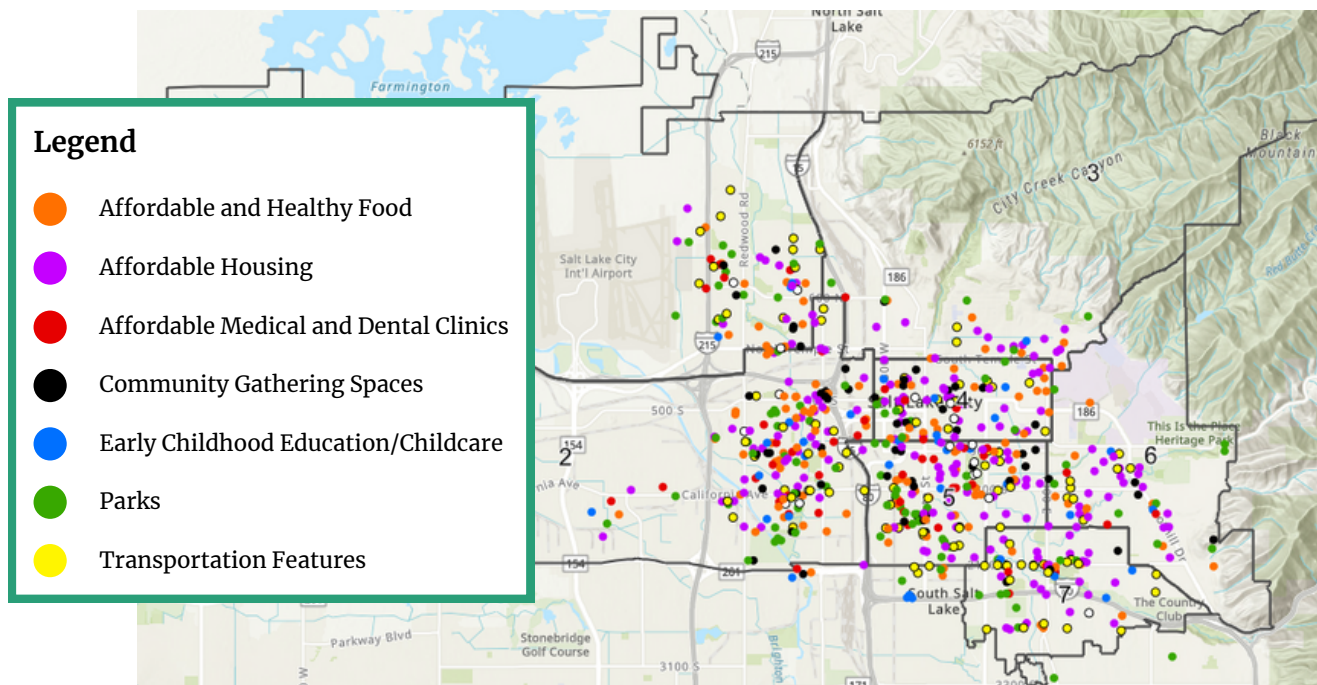
The Housing SLC Project team attended multiple events around Salt Lake City to ask residents: **If you could add anything to your neighborhood, what would it be?**

Participants were asked to select a colored pin corresponding to specific amenities, and place the pin on a map of Salt Lake City where they felt the need for that amenity was highest.

## Key Takeaways

- Residents would like to see affordable housing spread throughout the City, but also in their own neighborhoods so they can continue living in them.
- Pins indicating a hope for improved transportation were clustered along 2100 South and along freeways.
- Parents on the Westside emphasized the need for a high school in their area.
- Residents strongly indicated their desire for more green space in the Ballpark area.
- Affordable housing was the most popular selection, followed by affordable/healthy food. Transportation and Parks were the third most popular selections.

## Vision Map Responses



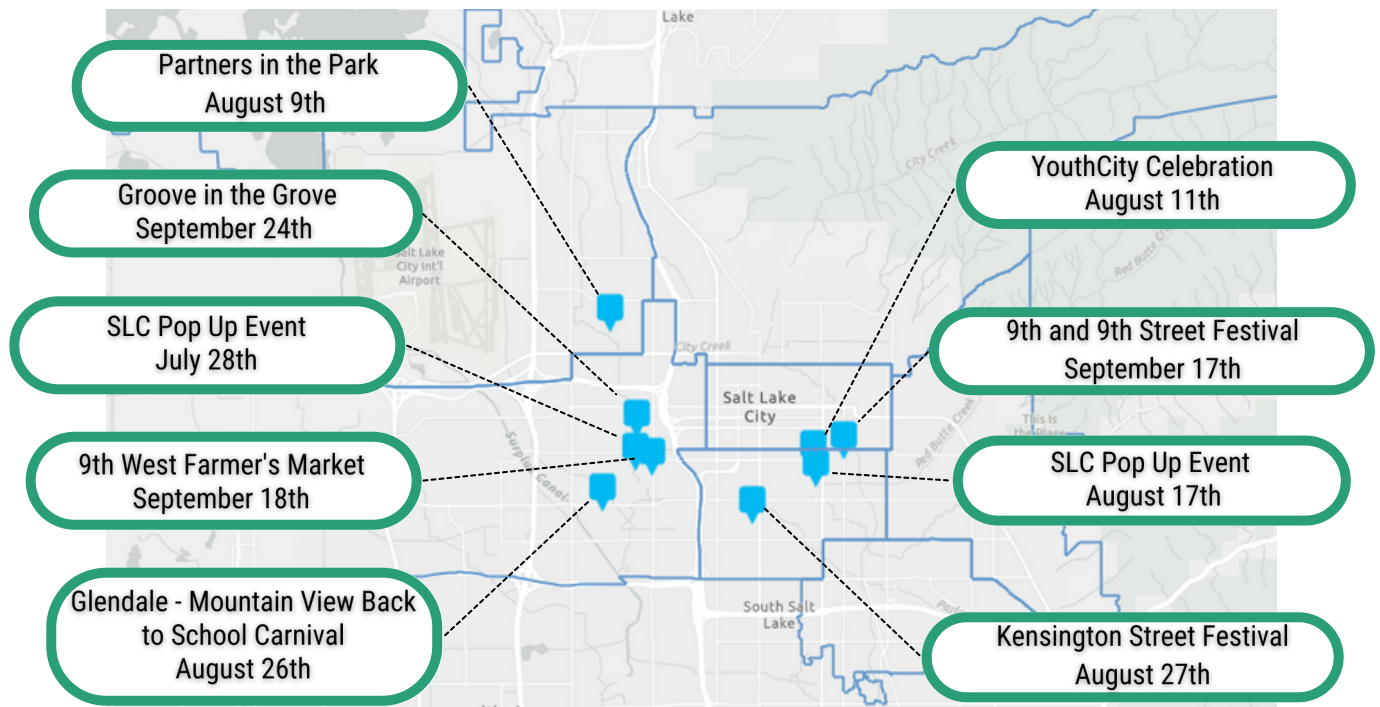
To view a web version of the map, with the ability to filter points, click [here](#).





# IN-PERSON METHODS: MAPPING VISION

## Event & Pop-up Locations



The project team chose to attend events based on their probability of including residents whom the City might typically miss when gathering feedback.

The two pop-up events shown on the map, at the International Peace Gardens and Liberty Park, were hosted by the Housing SLC project team as a way to meet people where they were.

At pop-up events, the project team gave away free popsicles and talked with residents about their neighborhoods.

Pop-up events were advertised as family-friendly in both English and Spanish on Facebook, Twitter, Instagram, and Reddit. Spanish speaking staff and community partners were also present to engage with our Spanish speaking community.



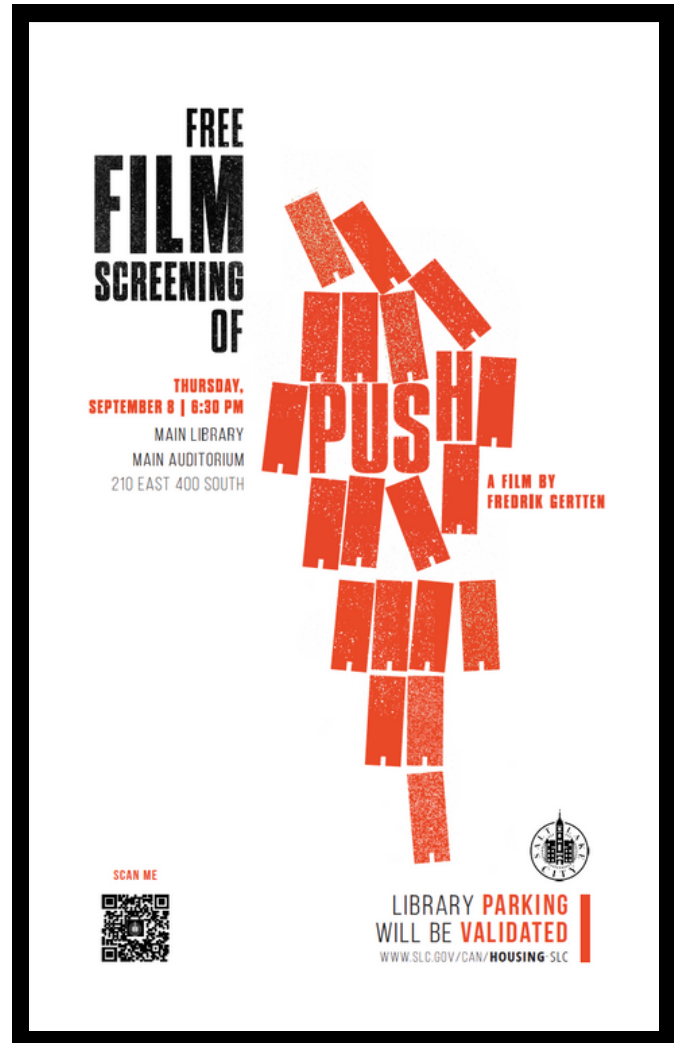
# IN-PERSON METHODS: FILM SCREENING

On September 8th, Housing SLC hosted a screening of PUSH, a film about the financialization of housing worldwide. The screening was largely advertised on social media and through word of mouth.

Intended as an opportunity to educate the public and stimulate discussion about housing in Salt Lake City, the project team led an open discussion following the film.

## Key Takeaways

- Attendees noted the trend of long-time residents being pushed out of Salt Lake City.
- Attendees mentioned how current types of development the market is producing aren't their needs or the needs of people who work for our small businesses.
- Attendees expressed a desire for greater renter protections and landlord accountability.



## Lessons Learned:

Attendance was low at our screening, suggesting the need for greater advertising and/or the inaccessibility of the event. Many Salt Lakers don't have time to attend a 2.5 hour event on a weeknight.





# IN-PERSON METHODS: RENTER'S RESOURCE NIGHT

On October 19th, Housing SLC hosted a renter's resource night in partnership with Utah Department of Workforce Services, the Disability Law Center, Utah Community Action, People's Legal Aid, Utah Legal Services, Alliance Community Services, and the Utah League of Women Voters.

The project team advertised the event on social media in English, Spanish, Somali, Tongan, Chinese, and Korean. The team also put up flyers at locations around the city advertising the event in English and Spanish. The event itself offered Spanish and ASL interpretation.

Community partners connected with residents and also participated in a short panel about renting, communication with landlords, and evictions. While the event was geared towards connecting renters with resources, the project team also interviewed attendees about their experiences with renting in Salt Lake City. Page 10 includes excerpts from two of the interviews.



# IN-PERSON METHODS: RENTERS' RESOURCE NIGHT

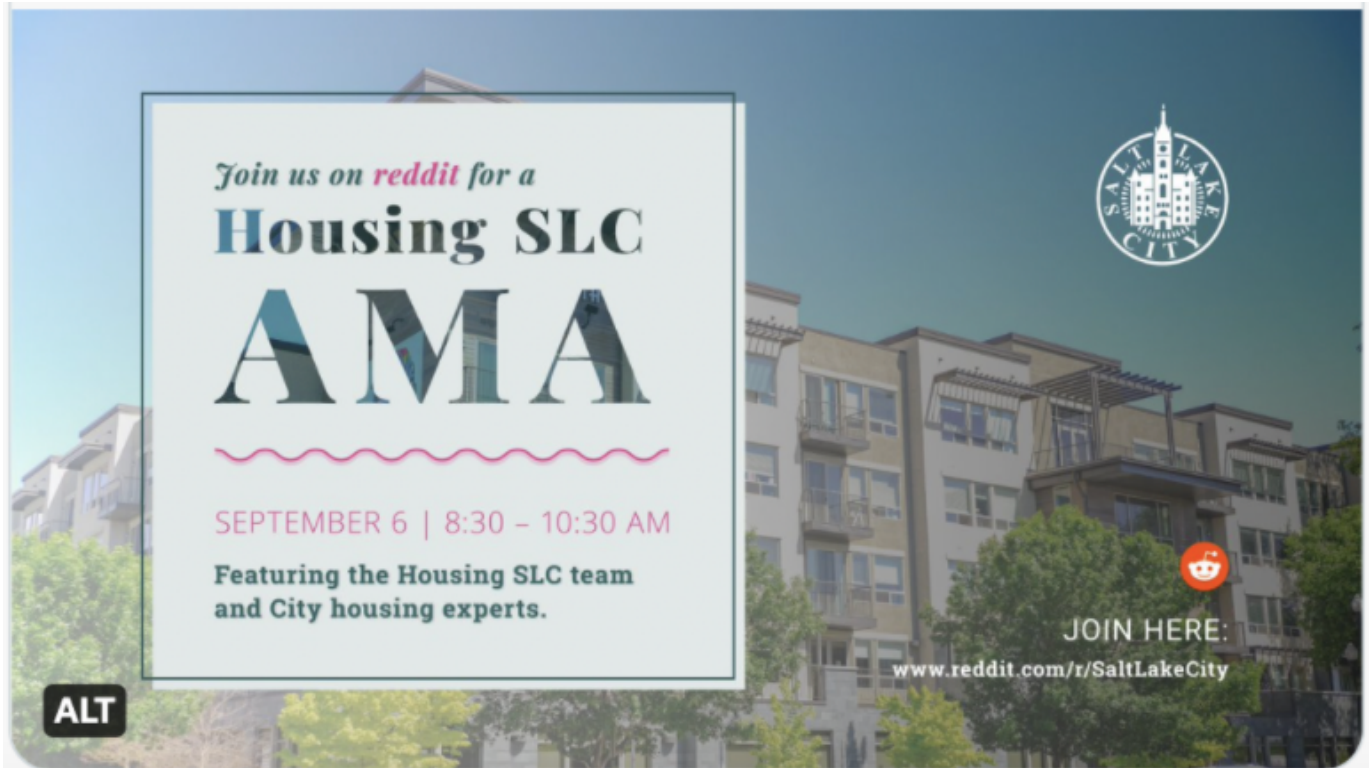
"I have applied for every place you could imagine on the internet. They either don't call you or they say you're on a waiting list that never calls. And they have programs for felons – felon friendly – but they're really not... They say 'Well do you have any drug charges?' Mine are like 7 years old and I'm still being held for them. I'm not from this town. I'm from the country. I don't fit in here and I can't even get out of here. And it's just a depressing struggle."

"Currently, we are on a month-to-month lease and our landlord is renovating, and because of [an] eviction notice from 2015 that should never exist and their continuing to dismiss our entire experience as if that hasn't impacted every breath I've taken since then, we're going to be displaced again and I am stuck. I don't know. I don't know what to do about that."





# ONLINE METHODS: REDDIT AMA



On September 6th, Housing SLC hosted a Reddit Ask Me Anything (AMA) about the City's new housing plan. The project team, plus the City's experts on housing and homelessness, convened to answer questions from the public.

The public left **121 questions/comments** and the AMA post, hosted on the SaltLakeCity Subreddit Page, received **81,000 views**.

## Key Takeaways

- Participants would like to see improvements to the City's Good Landlord Program (Landlord Tenant Initiative).
- Worries about affordability abound - respondents mentioned the number of luxury units being built which they view as inaccessible to the majority of residents.
- Participants are interested in seeing rent control implemented.
- Environmental concerns were also at the forefront of the AMA. Will housing even matter if the Great Salt Lake dries up?



# HYBRID METHODS: FOCUS GROUPS

## WHAT ISSUES SHOULD HOUSING SLC ADDRESS?

In partnership with planning students from the University of Utah, Housing SLC hosted 9 focus groups. The focus groups were geared towards understanding the community's experience with housing and hearing suggestions about what the new housing plan could confront. While focus group questions differed slightly, major themes emerged. The chart below illustrates community groups' concerns and suggested solutions.

<b>GROUPS:</b> <b>ISSUES:</b>	Senior Residents	LGBTQIA+ Pacific Islanders	Alliance Community Services	Glendale Community	Housing Nonprofit Leaders	City Personnel	Small Business Owners	Residents w/ Substance Abuse Disorders	Youth Experiencing Homelessness
Access to Food				X		X			
Access to Housing Information					X	X	X	X	X
Affordability	X	X	X	X	X	X	X	X	X
Aging in Place	X								
Different Levels of Gov Involvement		X	X		X				
Displacement		X		X	X	X	X		
Equity				X	X	X			
Gentrification		X		X					
Housing Variety		X	X		X		X		
Local Business Support		X			X	X	X		
Minority Inclusion		X			X				
Neighborhood Amenities	X			X			X	X	
Neighborhood Safety				X			X		
Transportation	X	X				X	X		





# HYBRID METHODS: SURVEY

The survey opened in August of 2022. The online version was promoted on social media networks including Facebook, Instagram, Twitter, and Reddit, as well as through City newsletters and staff networks.

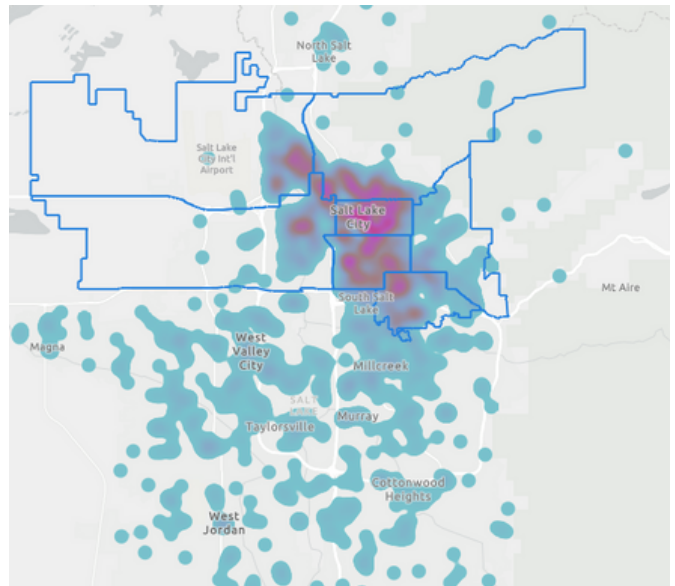
The paper version was distributed at community centers such as homeless resource centers and libraries (see page 31 for full list of locations.) Paper versions of the survey were available in English, Spanish, and Mandarin (at 1 location, upon request.)

**287 people** filled out a paper version of the survey, with 10 completing it in Spanish. **3,542 people** completed the online version of the survey, with 15 completing it in Spanish. Of the online responses, 759 were geo-tagged as originating from Salt Lake City proper.

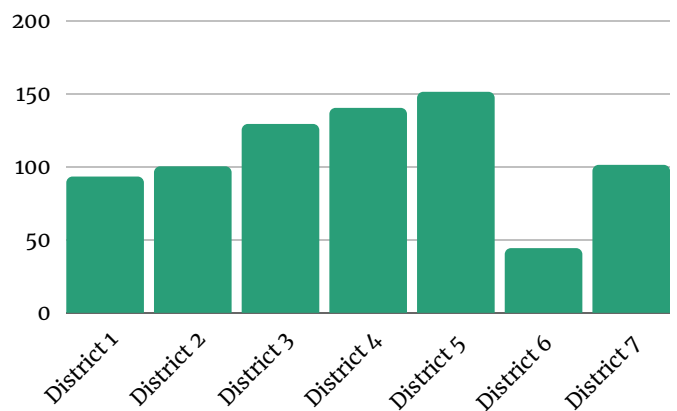
The survey did not prompt participants to provide their location, so geo-tagged location data gives us the best estimate of district-by-district participation. Still, the geo-tags are an imprecise measure. A participant may have taken the survey at work in District 4 but may actually reside in District 2. Due to this issue, basic results are displayed for the total respondents, geotagged Salt Lake City respondents, and paper survey respondents.

Inclusion of all responses, regardless of geo-location, allows us to account for Salt Lakers who have been displaced to other areas of the County, and non-residents who work in the city.

## GEOGRAPHIC OVERVIEW OF RESPONDENTS (TOTAL ONLINE RESPONDENTS)



## RESPONDENTS BY CITY COUNCIL DISTRICT (COLLECTED THROUGH GEO-TAGGED LOCATION DATA)

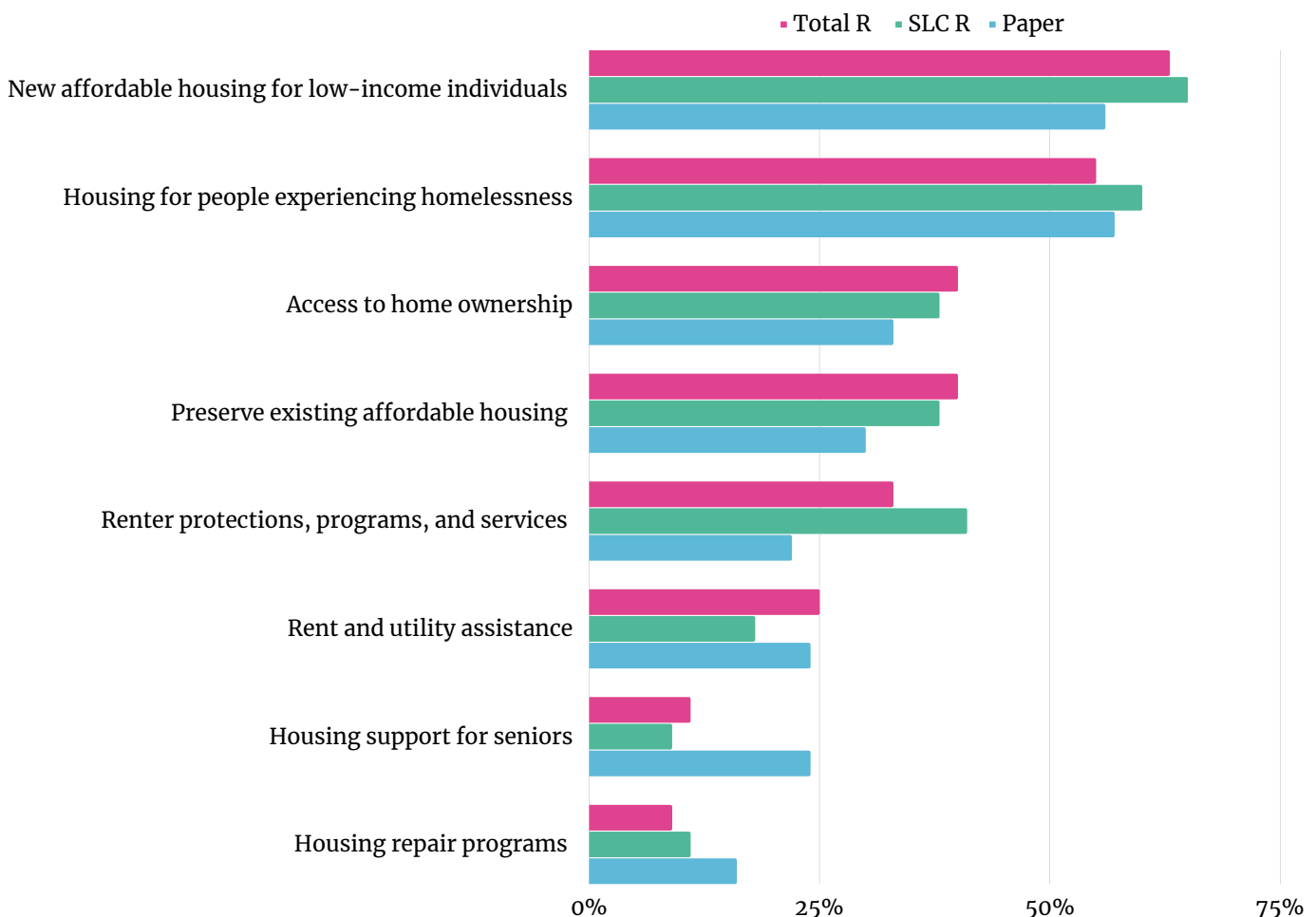


# BASIC RESULTS

To maximize our response rate and avoid fatiguing the public with similar surveys, the Housing SLC Team partnered with Housing Stability to create one housing-related survey. While the Housing SLC team sought feedback to inform Housing SLC, Housing Stability's efforts centered on the best approach to Housing and Urban Development (HUD) requirements, including where funds should be spent. Survey questions should be viewed with this dual purpose in mind.

## WHICH OF THE FOLLOWING SERVICES IN HOUSING SHOULD BE SALT LAKE CITY'S TOP PRIORITY?

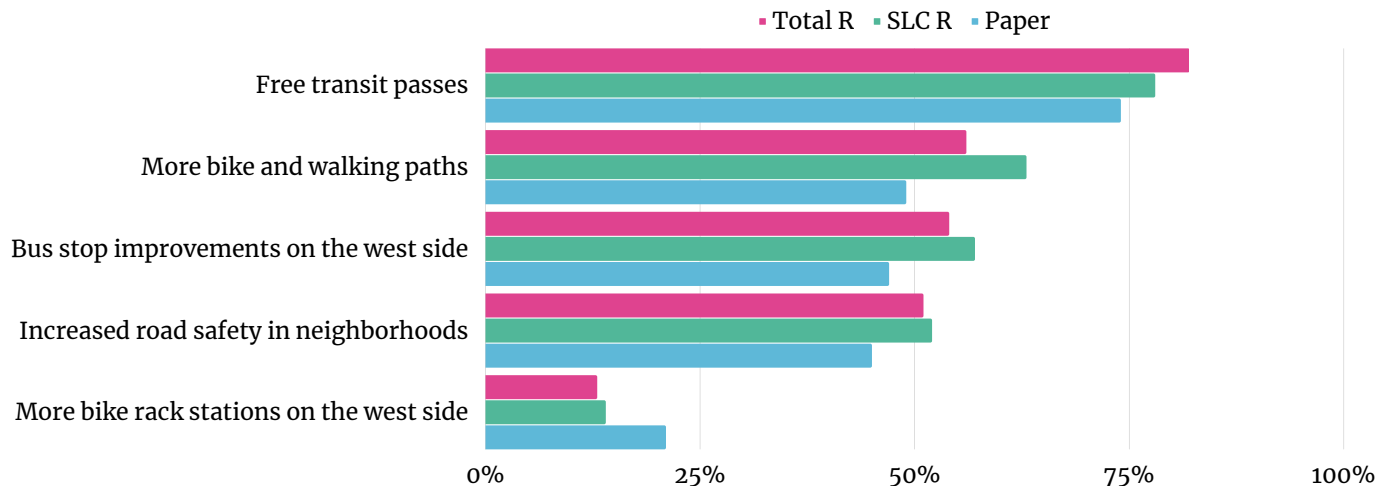
Respondents were asked to select their top three priorities. 2,385 individuals or 62% of total respondents selected new affordable housing for low-income individuals as part of their top three.



# BASIC RESULTS

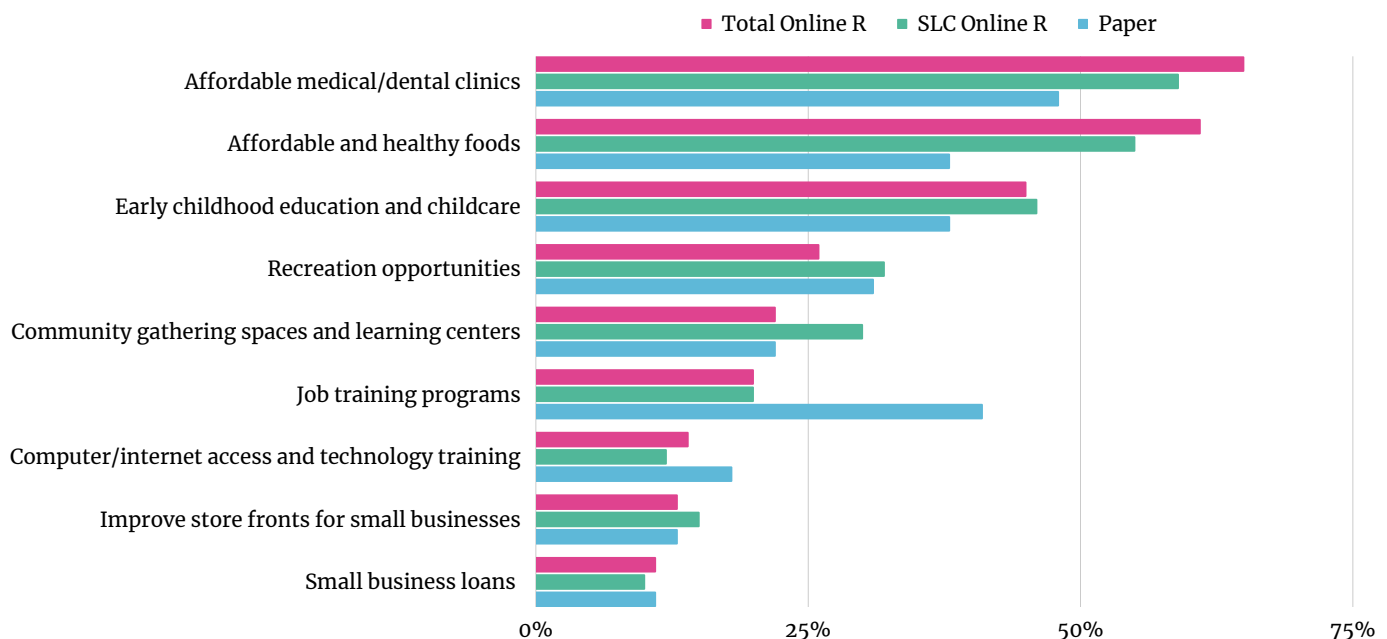
## WHICH OF THE FOLLOWING TRANSPORTATION SERVICES SHOULD BE SALT LAKE CITY'S TOP PRIORITY?

Respondents were asked to select their top three priorities. 3,066 or 80% of total respondents selected free transit passes as part of their top three.



## WHICH OF THE FOLLOWING SERVICES IN BUILDING COMMUNITY STRENGTH SHOULD BE SALT LAKE CITY'S TOP PRIORITY?

Respondents were asked to select their top three priorities. 2,435 or 63% of total respondents selected affordable medical/dental clinics as part of their top three.

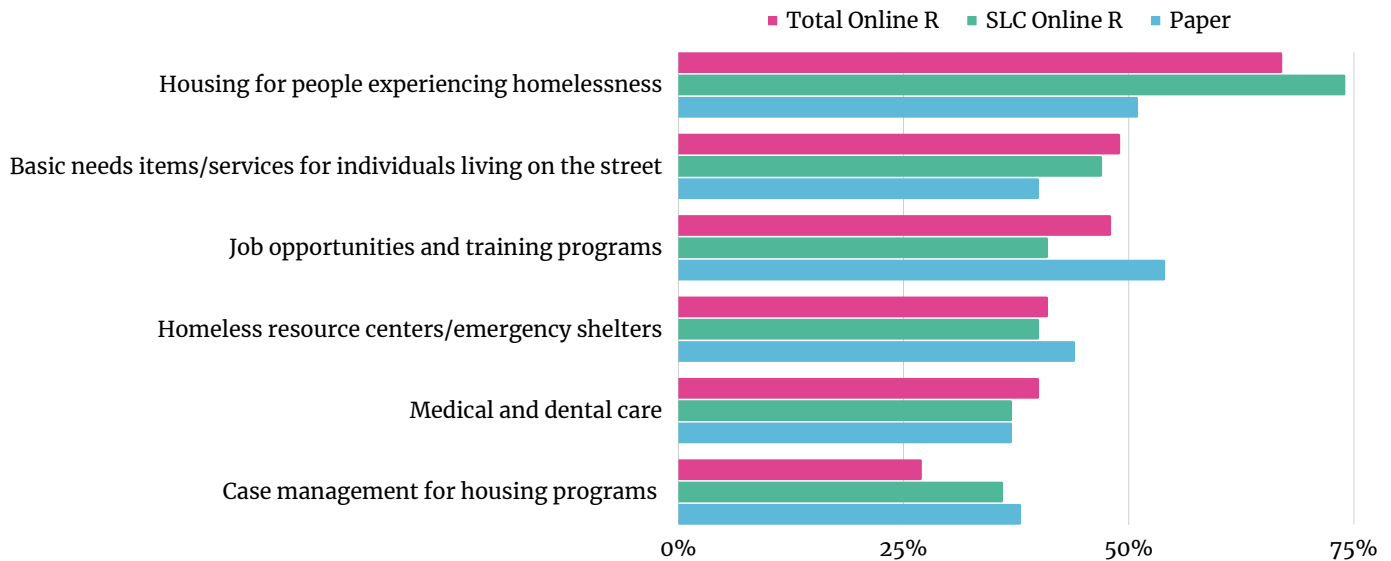




# BASIC RESULTS

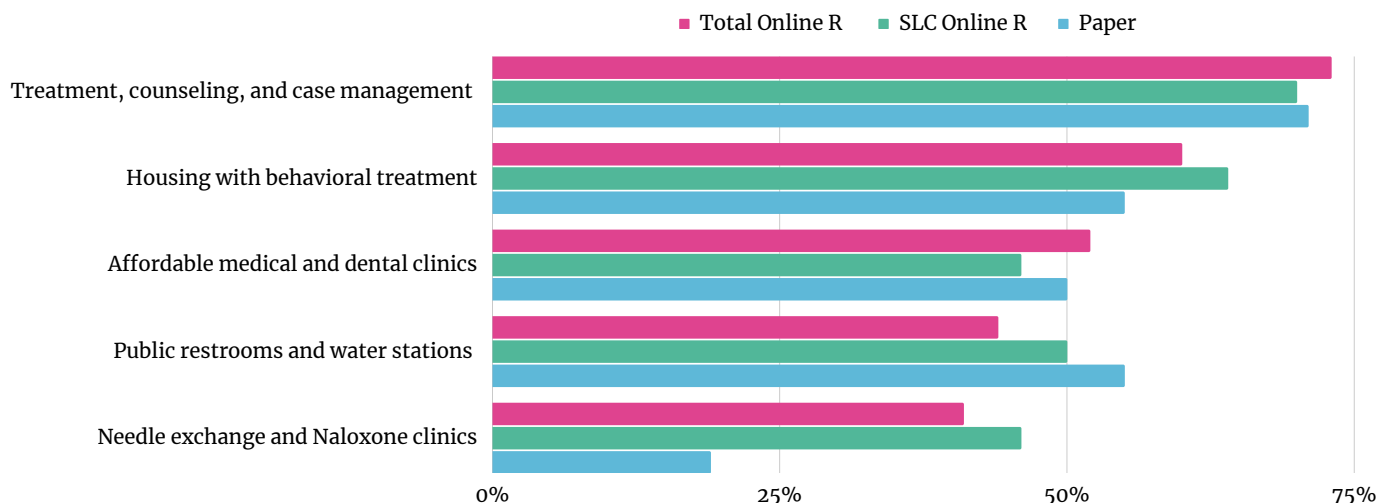
## WHICH OF THE FOLLOWING SERVICES IN HOMELESS SERVICES SHOULD BE SALT LAKE CITY'S TOP PRIORITY?

Respondents were asked to select their top three priorities. 2,536 or 66 % of total respondents included housing for people experiencing homelessness in their top three priorities.



## WHICH OF THE FOLLOWING BEHAVIORAL HEALTH SERVICES SHOULD BE SALT LAKE CITY'S TOP PRIORITY?

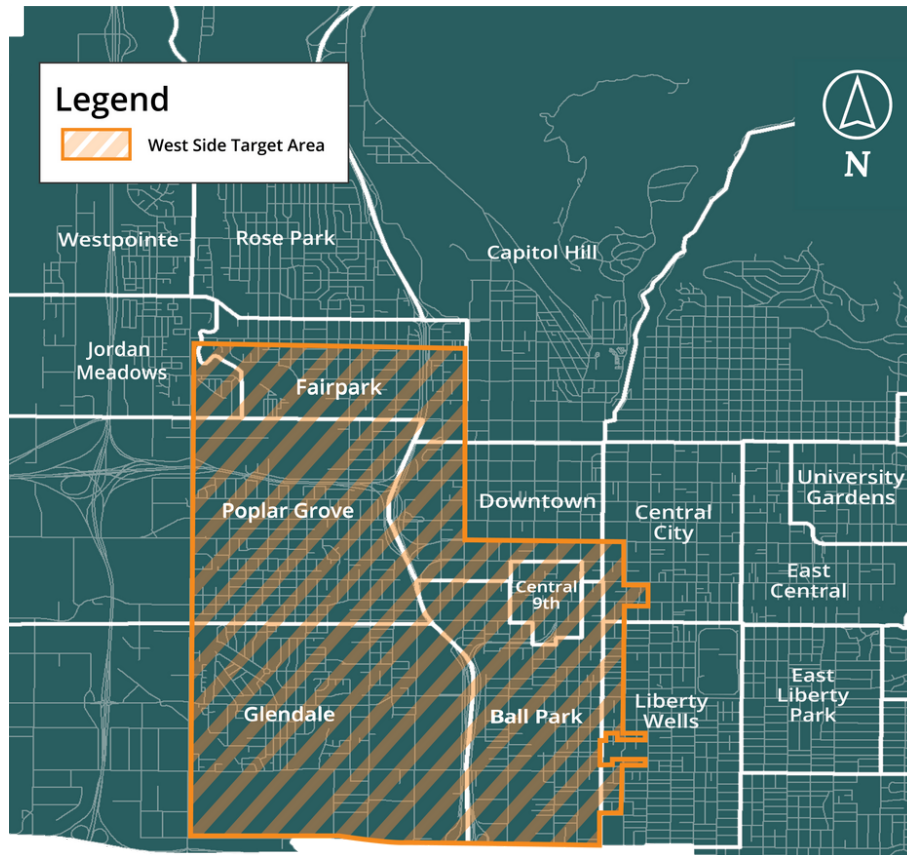
Respondents were asked to select their top three priorities. 2,802 or 73% of total respondents included treatment, counseling, and case management in their top three priorities.



# BASIC RESULTS

## TOP WESTSIDE NEIGHBORHOODS TO RECEIVE ASSISTANCE

Respondents were asked to select their top three priority areas. Due to space constraints, this question was not included on paper versions of the survey.



Neighborhood	Total Votes	SLC Only Votes
Ballpark	1837	421
Fairpark	1488	363
Glendale	1679	337
Poplar Grove	1391	374



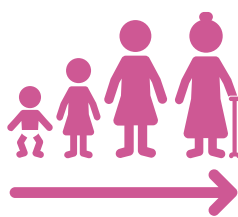
# DEMOGRAPHIC TRENDS

Updates to Salt Lake City's housing plan shouldn't be made based on one group's preferences. To get a clearer picture of the trends showcased above, we now further process the data by examining how income, age, and race and ethnicity correspond to survey answers. Breaking down demographic trends allows us to see whether or not trends are skewed towards a certain group or whether there is broad consensus among Salt Lakers on their vision for the City.

## Income



## Age



## Race & Ethnicity



With further analysis of each of these prioritized groups, we present key takeaways regarding the following categories:



**Housing**



**Community  
Building**



**Transportation**



**Homeless  
Services**



**Area to  
Help**



**Behavioral  
Health**

While the above graphs showed responses broken down into three separate groups, (total online respondents, geo-tagged SLC online respondents, and paper respondents), the following graphs are based on total online and paper responses. All received responses are combined in order to increase the sample size from which to make inferences about patterns in the data.





# PRIORITIES BY INCOME:

## KEY TAKEAWAYS



**Housing:** New affordable housing for low-income residents and housing for people experiencing homelessness were the top two priorities across all income brackets, with those making less than \$50,000 most supportive of new affordable housing. Providing access to home ownership was the third most popular priority for all respondents making more than \$25,000.



**Community Building:** Affordable medical/dental clinics, affordable/healthy food, and early childhood education/childcare were the top three priorities across all income brackets.



**Transportation:** Free transit passes was the most frequently selected priority across all income brackets, with support lessening as respondent income increased. Support for adding cycling and walking paths increased as income increased.



**Homeless Services:** Respondents across all income brackets most often selected housing for people experiencing homelessness as one of their top priorities.



**Area to Help:** Helping the Ballpark neighborhood was the most popular choice for respondents across income brackets, except for those making \$24,999 or less, who were more supportive of helping Downtown.

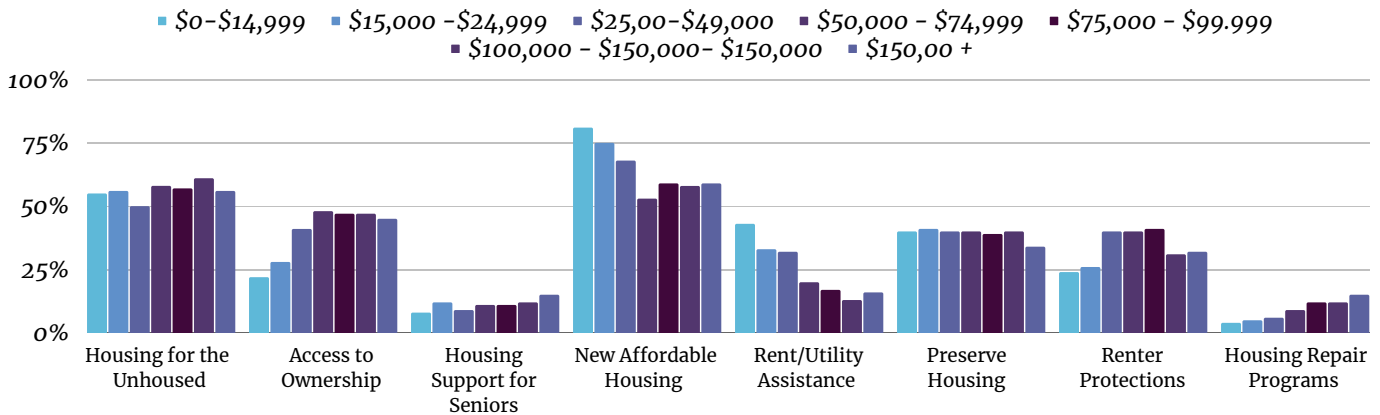


**Behavioral Health:** Treatment, counseling, and case management was the most frequently selected priority across all income brackets.

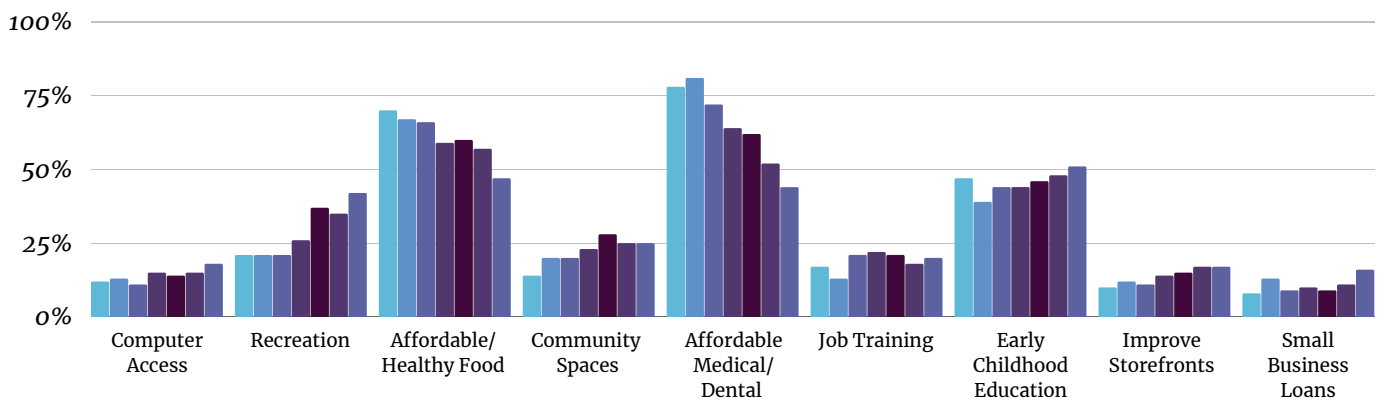


# PRIORITIES BY INCOME

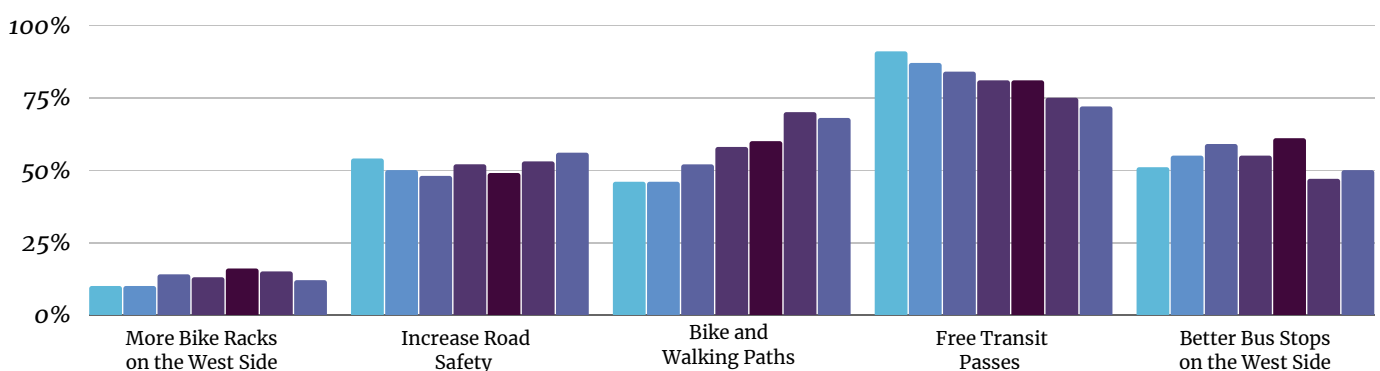
## HOUSING



## COMMUNITY BUILDING

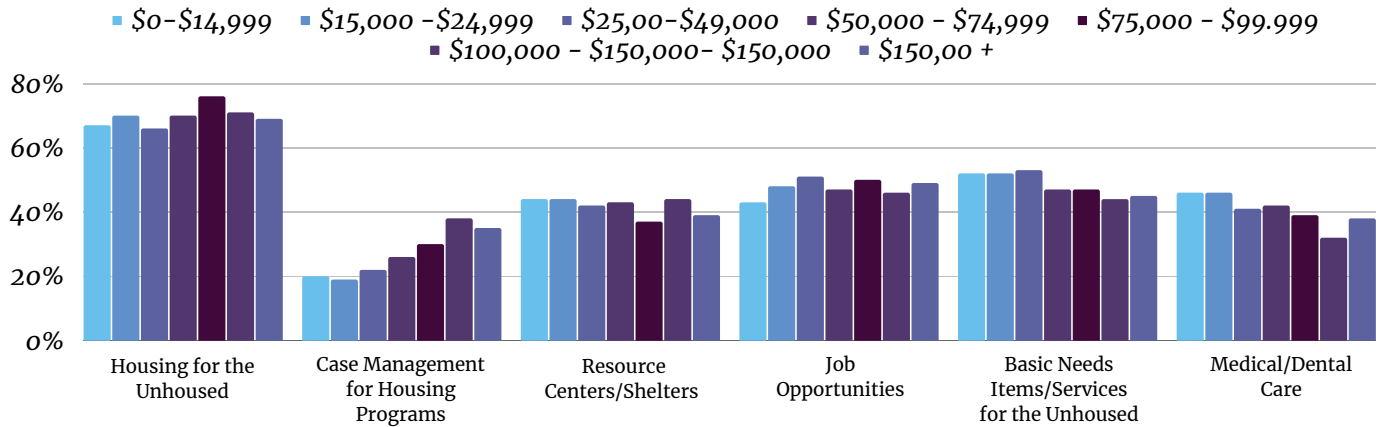


## TRANSPORTATION

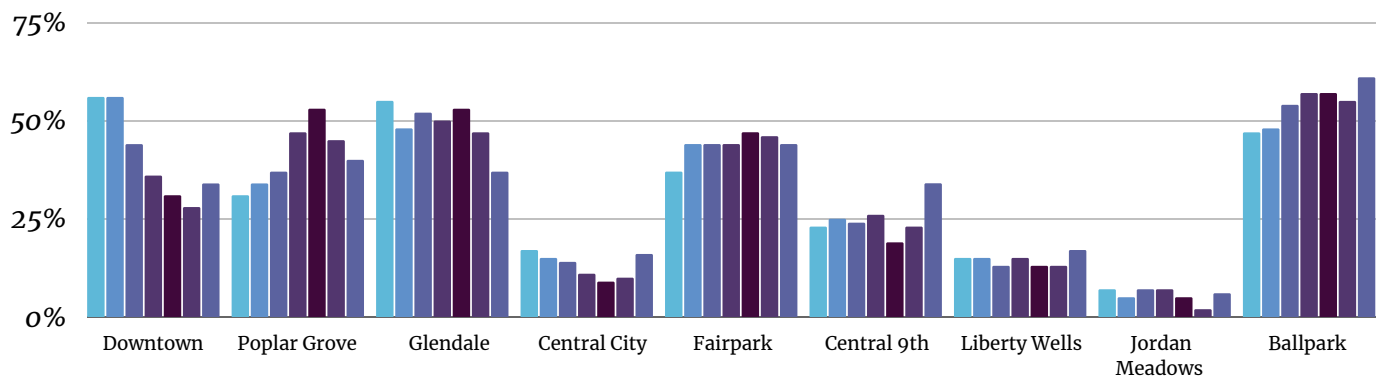


# PRIORITIES BY INCOME

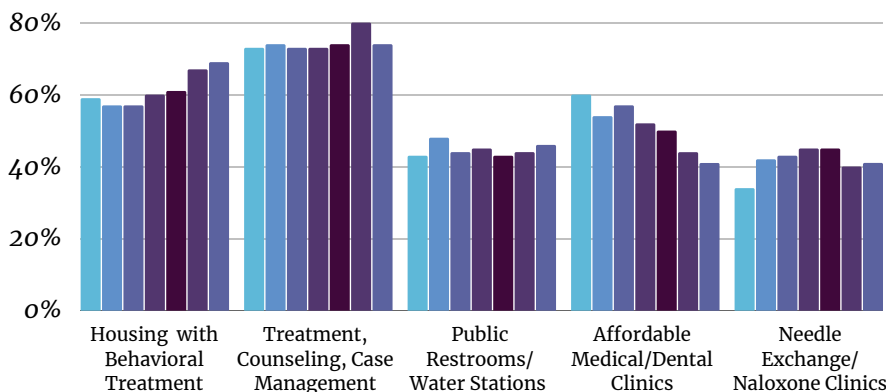
## HOMELESSNESS



## AREA TO HELP



## BEHAVIORAL HEALTH



### Respondents Per Income Level

\$0 - 14,999: **327**  
 \$15,000 - 24,999: **372**  
 \$25,000 - 49,999: **814**  
 \$50,000 - 74,999: **644**  
 \$75,000 - 100,000: **446**  
 \$100,000 - 150,000: **357**





# PRIORITIES BY AGE:

## KEY TAKEAWAYS



**Housing:** Respondents across each age category most frequently selected new affordable housing for low-income residents as a top priority, though support decreased as respondent age increased. Those 18-21 were most likely to support rent/utility assistance, while those over 61 were most likely to support housing for seniors.



**Community Building:** Affordable/healthy food and affordable medical/dental clinics were the top two priorities across all age groups, with younger respondents most strongly supportive. Older respondents were more supportive of job training programs and computer access and training than younger respondents.



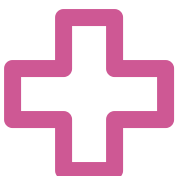
**Transportation:** Free transit passes was the most popular response across all age categories, with the level of support decreasing as age increased. Support for increasing road safety in neighborhoods increased as respondent age increased.



**Homeless Services:** Respondents across age categories most frequently selected housing for people experiencing homelessness as one of their top priorities, though providing basic needs items for those living on the street was about equally important as housing for those 18-21.



**Area to Help:** Younger respondents were more supportive of helping Downtown, while older respondents were more supportive of helping the Ballpark neighborhood.

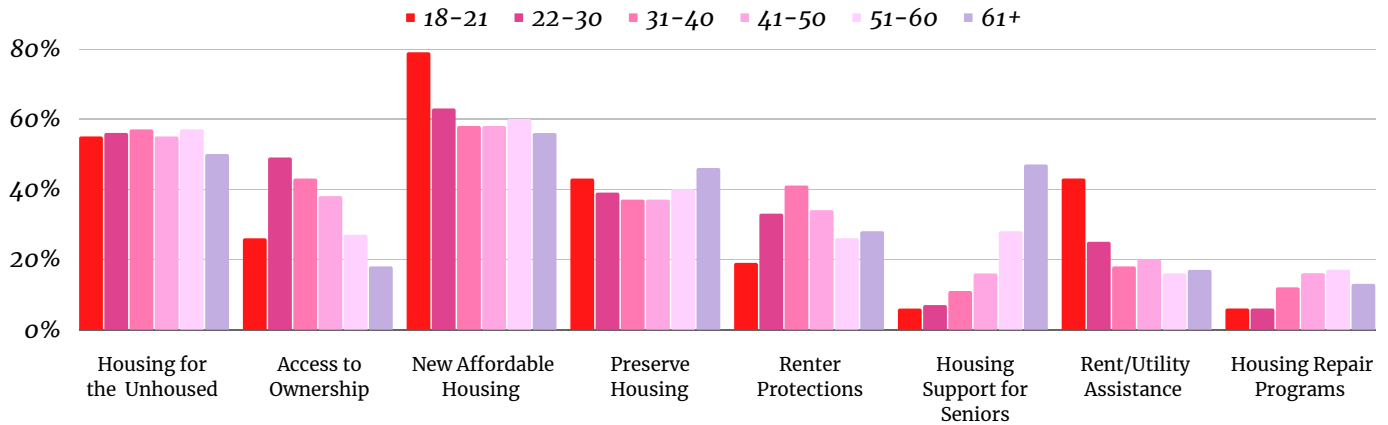


**Behavioral Health:** Treatment, counseling, and case management was the most frequently selected priority for respondents in each age category.

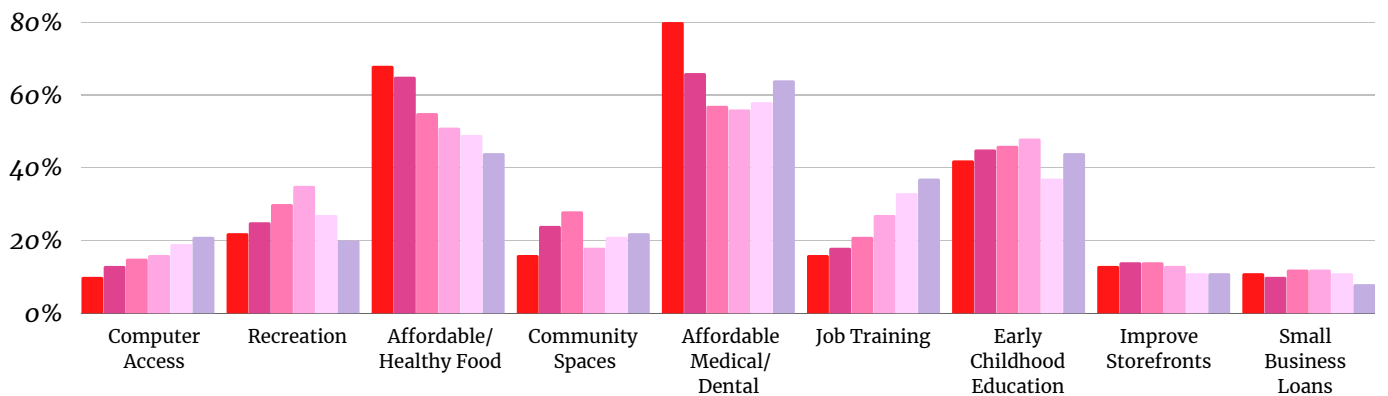


# PRIORITIES BY AGE

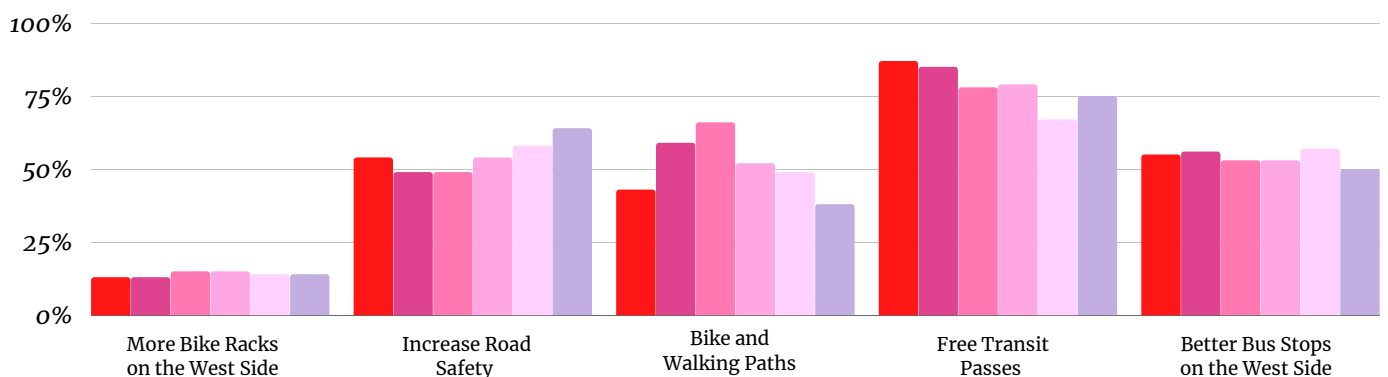
## HOUSING



## COMMUNITY BUILDING

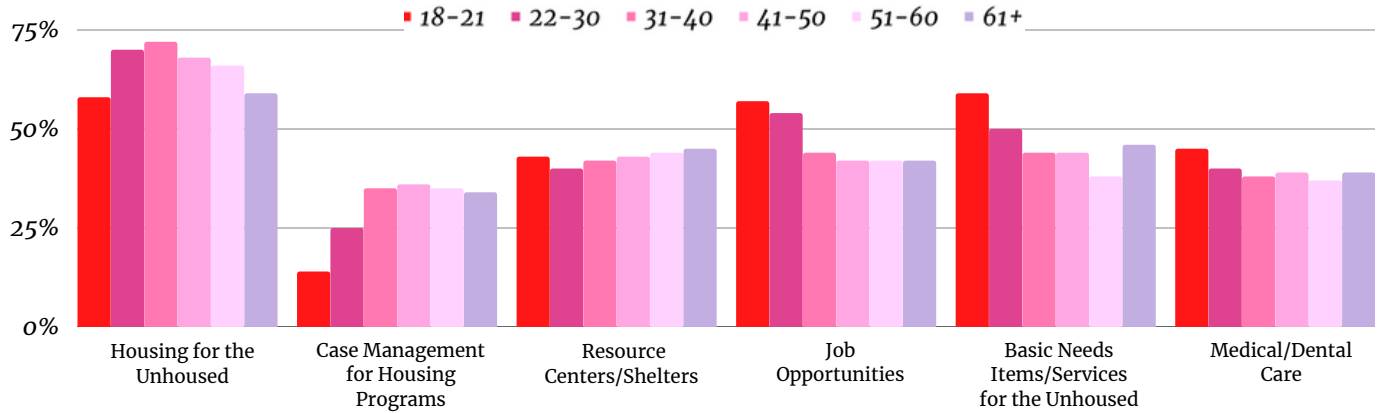


## TRANSPORTATION

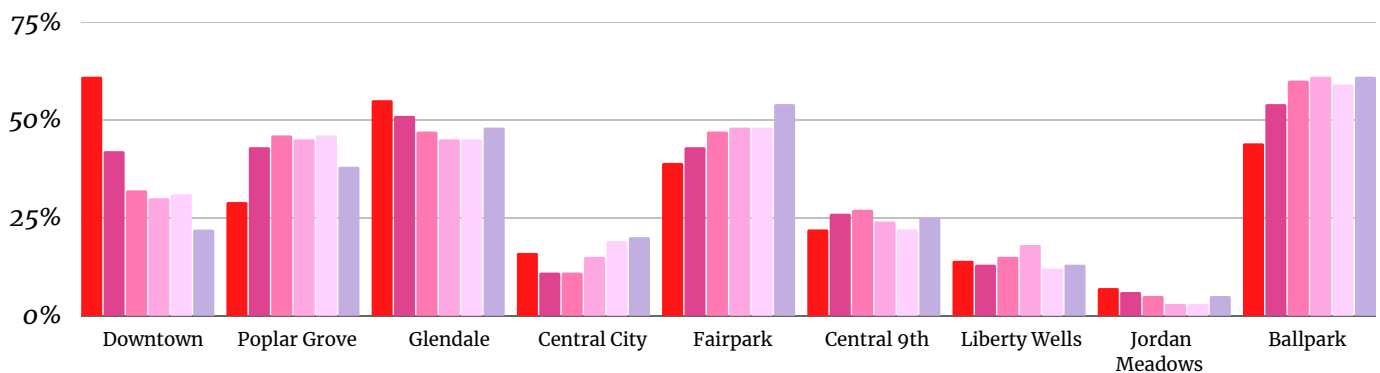


# PRIORITIES BY AGE

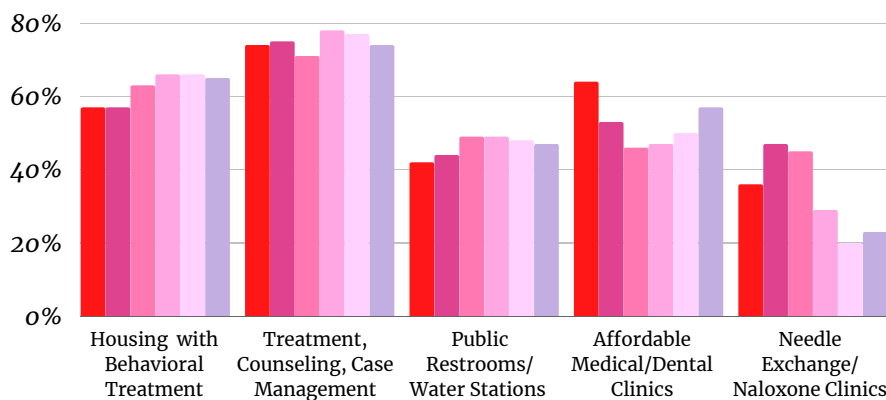
## HOMELESSNESS



## AREA TO HELP



## BEHAVIORAL HEALTH



### Respondents Per Age Group

18 - 21: **552**  
 22 - 30: **1438**  
 31 - 40: **831**  
 41 - 50: **403**  
 51 - 60: **193**  
 61 or Older: **210**





# PRIORITIES BY RACE & ETHNICITY:

## KEY TAKEAWAYS



**Housing:** New affordable housing for low income residents was the top choice across all racial and ethnic groups, followed by housing for people experiencing homelessness.



**Community Building:** Affordable medical/dental clinics, healthy/affordable food, and early childhood education/childcare were the top priorities for all racial and ethnic groups. Respondents identifying as Hispanic or Latino supported medical/dental clinics most strongly, with 71% citing it as a priority. Those identifying as American Indian/Alaskan Native were most supportive of early childhood education, with 63% citing it as a priority.



**Transportation:** Respondents across all racial and ethnic groups selected free transit passes as their top transportation priority.



**Homeless Services:** Housing for people experiencing homelessness was the top priority for all racial and ethnic groups except for those identifying as Hispanic/Latino, Native Hawaiian/Pacific Islander, and African American/Black, who most frequently selected job training programs as their top priority.



**Area to Help:** Those identifying as White, Asian, and/or Other and those who preferred not to say were more likely to support helping the Ballpark neighborhood. Those identifying as Hispanic or Latino, African American or Black, American Indian or Alaska Native, and/or Native Hawaiian or Pacific Islander were more likely to say they supported helping Glendale.

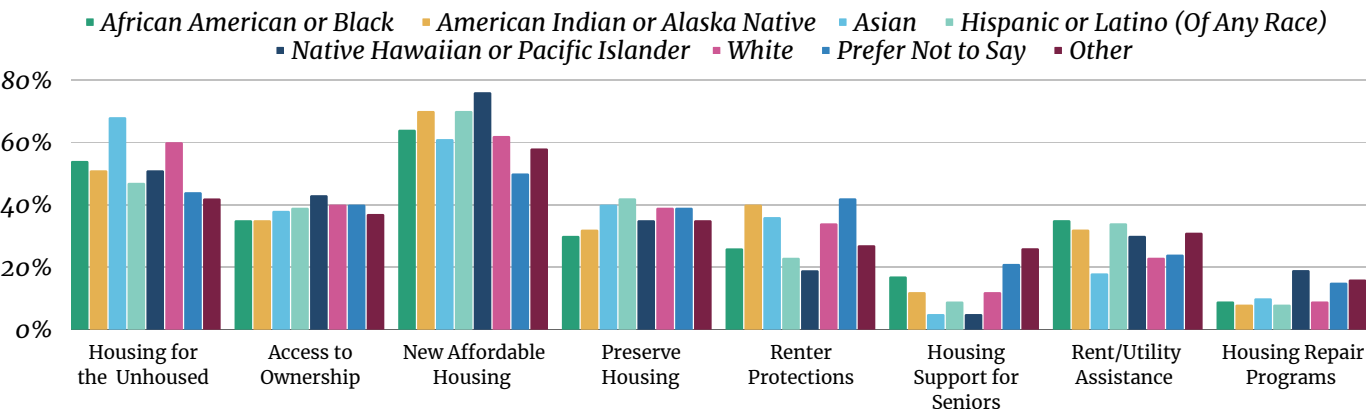


**Behavioral Health:** Respondents across all racial and ethnic groups selected treatment, counseling, and case management as their top priority.

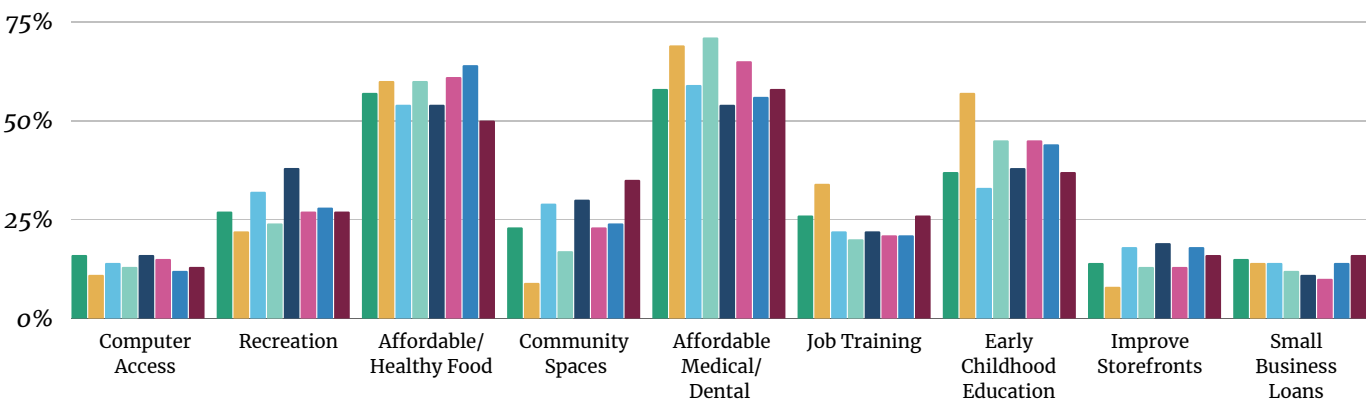


# PRIORITIES BY RACE & ETHNICITY

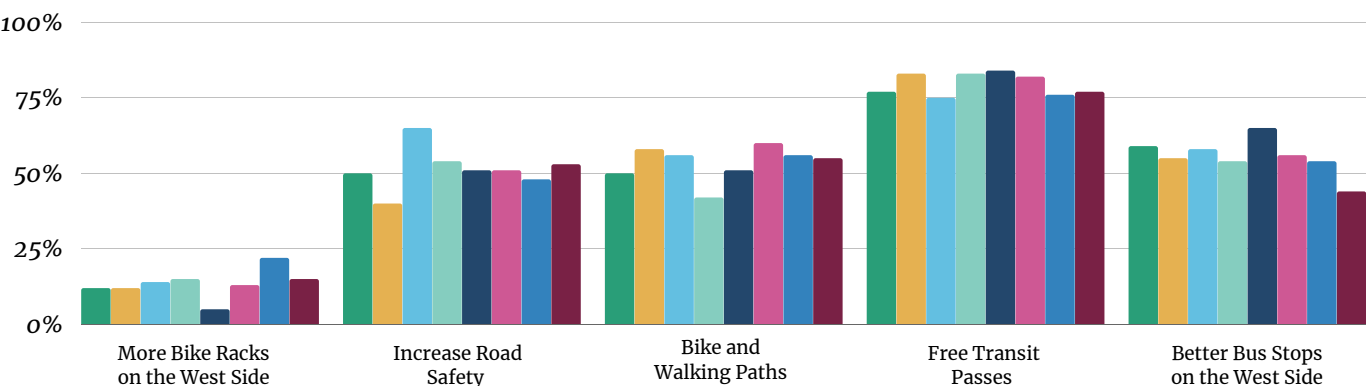
## HOUSING



## COMMUNITY BUILDING

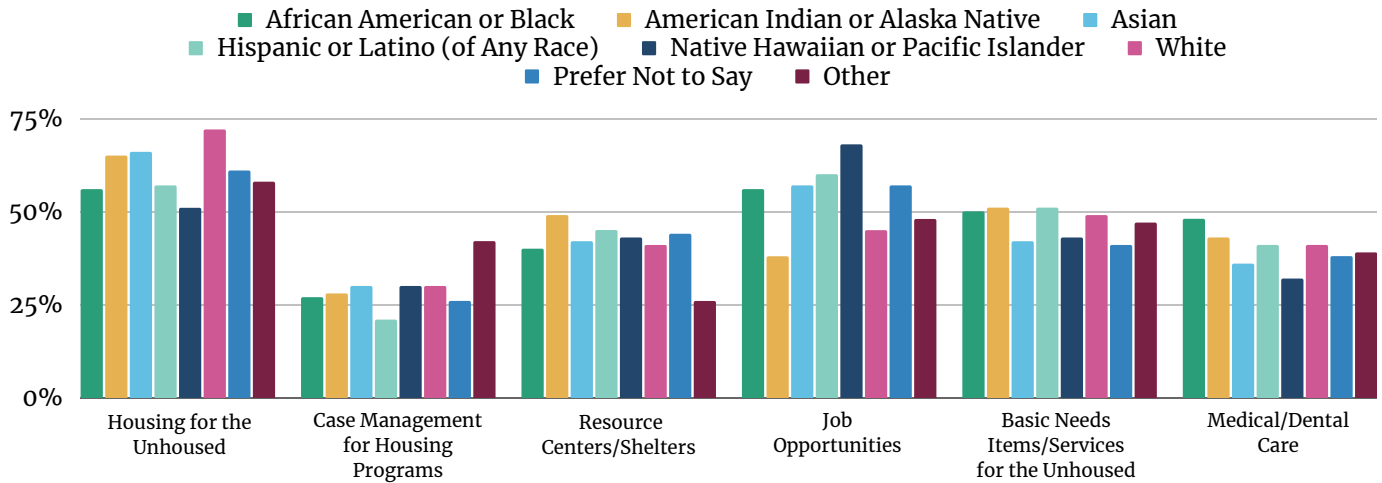


## TRANSPORTATION

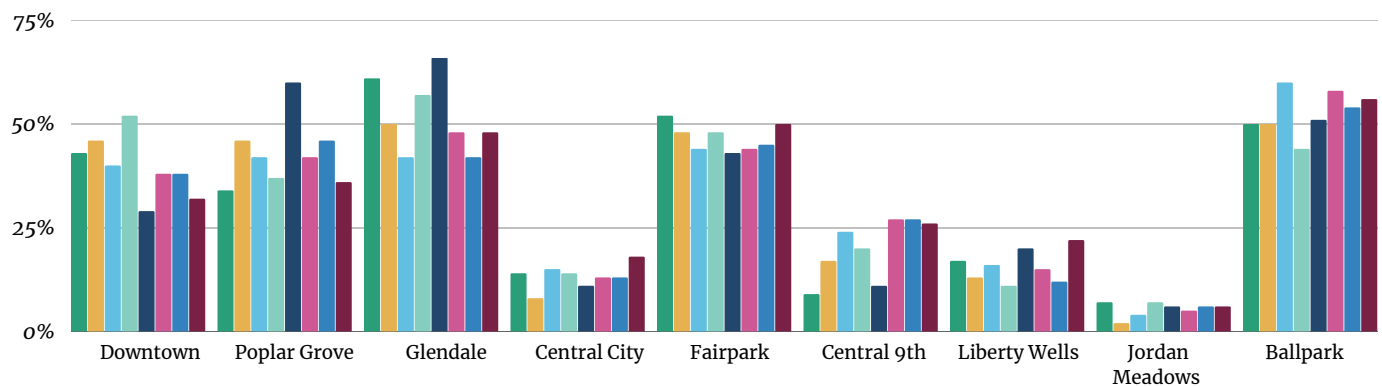


# PRIORITIES BY RACE & ETHNICITY

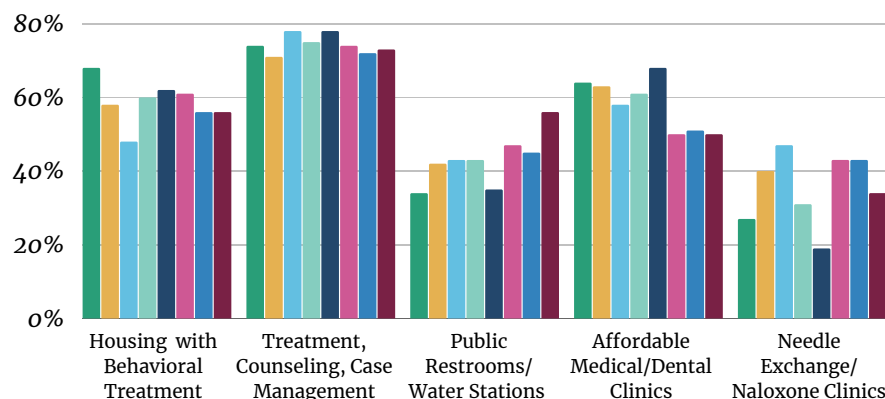
## HOMELESSNESS



## AREA TO HELP



## BEHAVIORAL HEALTH



### Respondents Per Race & Ethnicity (alone or in combination)

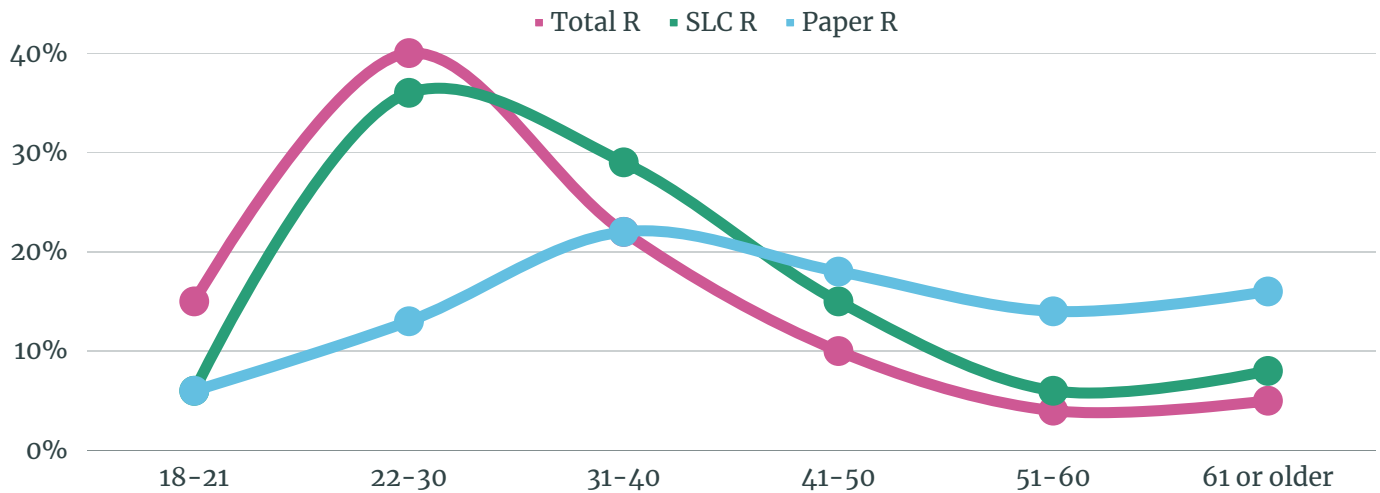
African American or Black : 102  
 American Indian or Alaska Native: 65  
 Hispanic or Latino: 715  
 Native Hawaiian or Pacific Islander: 37  
 Asian: 115  
 White: 2571  
 Prefer Not to Say: 174  
 Other: 62



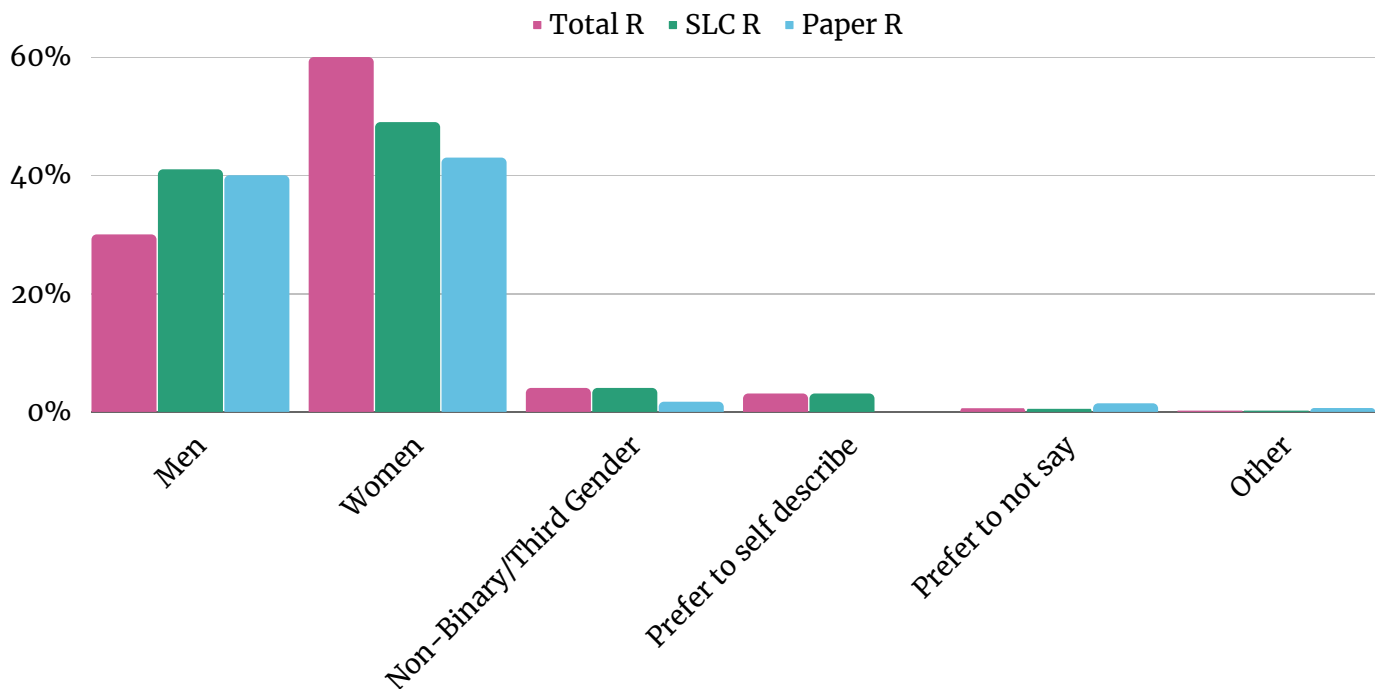


# DEMOGRAPHICS

## PARTICIPANT AGE



## PARTICIPANT GENDER



**Total R:** Demographics of all survey respondents, including online and paper.

**SLC R:** Demographics of only online respondents whose answers were geotagged as originating in Salt Lake City

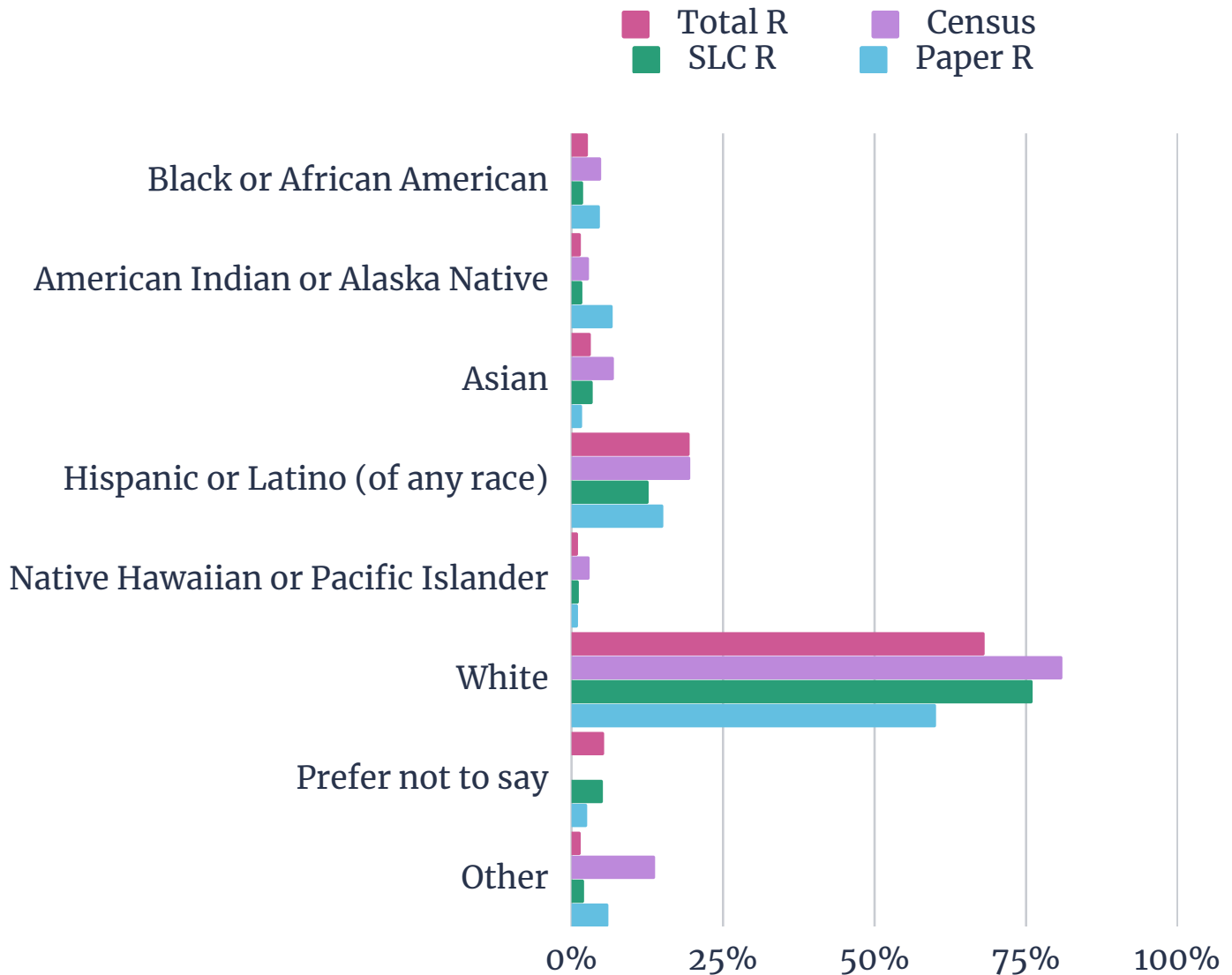
**Paper R:** Demographics of only respondents who answered using a paper survey



# DEMOGRAPHICS

## PARTICIPANT RACE & ETHNICITY

Respondents were allowed to select as many races and ethnicities as they felt represented them. Based on federal guidelines for combination of categories, the totals below represent each race or ethnicity alone or in combination with another race or ethnicity.



**Total R:** Race and ethnicity of all survey respondents, including online and paper.

**Census:** Race and ethnicity of Salt Lake City residents according to the Census Bureau's American Community Survey 1 Year Estimates Data Profile, 2021. Totals reflect race/ethnicity alone or in combination with another race/ethnicity.

**SLC R:** Race and ethnicity of only online respondents whose answers were geotagged as originating in Salt Lake City

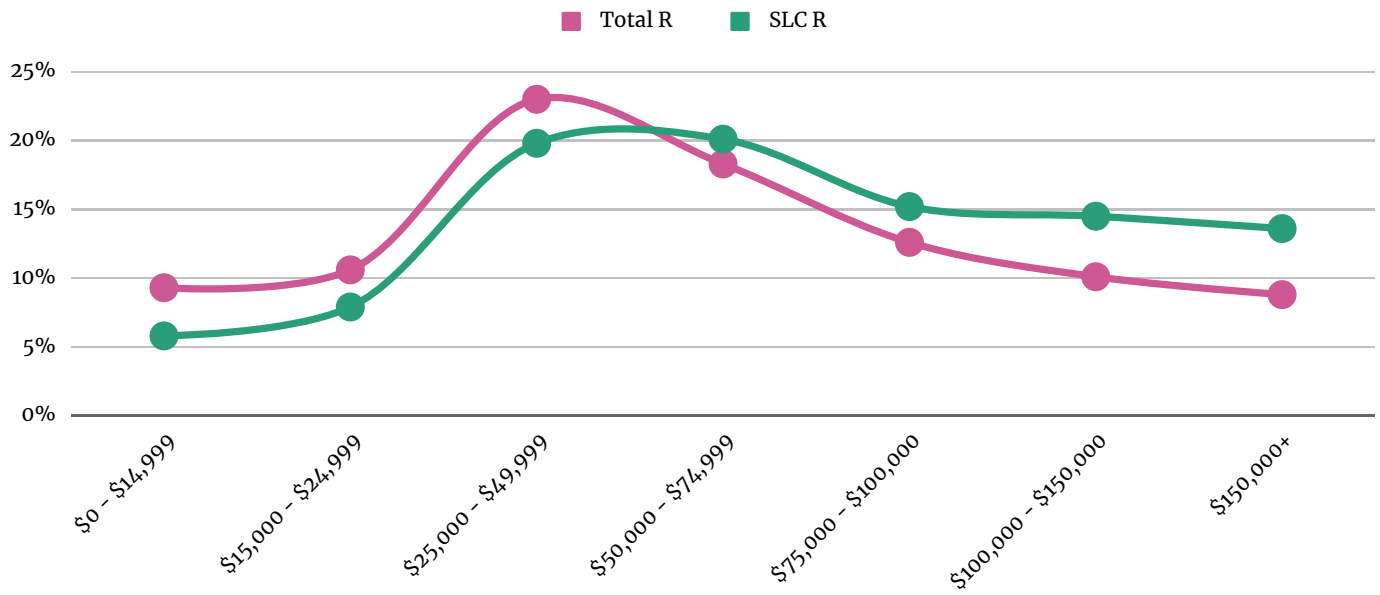
**Paper R:** Race and ethnicity of only respondents who answered using a paper survey



# DEMOGRAPHICS

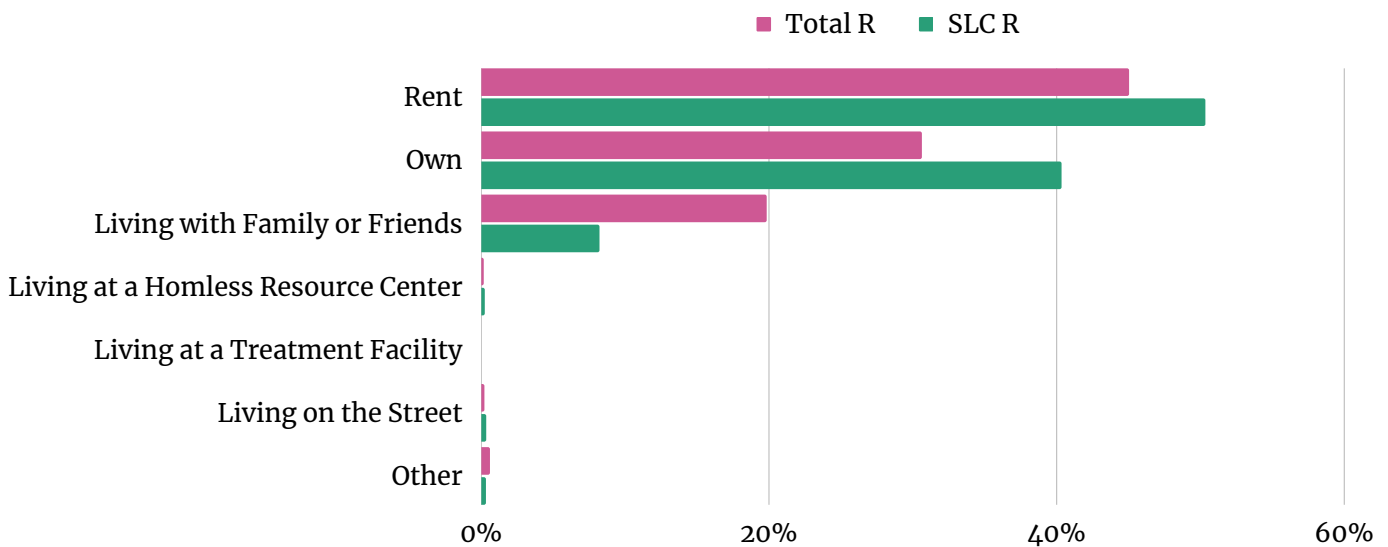
## PARTICIPANT INCOME LEVEL

This question was not included on paper versions of the survey .



## PARTICIPANT LIVING STATUS

This question was not included on paper versions of the survey.



**Total R:** Demographics of all survey respondents, including online and paper.

**SLC R:** Demographics of only online respondents whose answers were geotagged as originating in Salt Lake City

**Paper R:** Demographics of only respondents who answered using a paper survey





# DROP BOX LOCATIONS

## Community Gathering Spaces

- Sorenson Unity Center -13 Responses
- Suazo Business Center - 8 Responses
- River's Bend Senior Center - 2 Responses

## Deeply Affordable Housing

- First Step House - 10 Responses
- Valor House -2 Responses

## Events

- Utah Support Advocates for Recovery Awareness Event- 50 Responses
- Groove in the Grove - 28 Responses
- Homeless Resource Fair at Library Square - 17 Responses

## Libraries

- Corinne & Jack Sweet Branch - 18 Responses
- Anderson-Foothill Branch- 17 Responses
- Sprague Branch - 16 Responses
- Main Library- 10 Responses
- Day-Riverside Branch - 9 Responses
- Marmalade Branch- 8 Responses
- Glendale Branch Library - 6 Responses
- Chapman Branch - 5 Responses

## Resource Centers

- St Vincent De Paul Dining Hall- 42 Responses
- Gail Miller Resource Center - 12 Responses
- Homeless Youth Resource Center - 14 Responses



# COMMENT SUMMARY

Respondents to the Housing SLC survey were given space to provide qualitative feedback on any topic of their choosing. The most commonly mentioned topics are listed below in alphabetical order, along with a summaries of the prevailing sentiments on each topic. See [our website](#) for a complete listing of qualitative comments.

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### ACCESSIBILITY:

Respondents brought up accessibility in all of its meanings. Participants hoped transportation, laundromats and community centers/programs for the disabled, seniors and low-income residents could become more accessible to the community. They also expressed support for more ADA accessible walkways and public spaces.

### AFFORDABLE HOUSING:

Affordable housing came up more than any other topic on the survey. Respondents expressed a need for affordable housing for low- and middle-income residents, especially families, seniors, and students. The consensus was that much of the recent development in Salt Lake has been luxury high-rise apartment complexes, which do not meet the needs of residents. Instead, respondents expressed a desire for affordable housing close to city resources, especially public transit, which could eventually allow residents to save enough to purchase their own homes.

Participants commonly shared their view that any programs, aid, housing, etc., prioritize current Utah residents and not wealthy transplants from other states. They also expressed a desire for more affordable housing spread throughout the city and the expansion of current housing assistance programs.

### BUILDING TYPE:

Respondents referencing building type emphasized their desire to see fewer luxury apartments. They stressed the unaffordable nature of luxury units and worried developers wouldn't consider average living expenses in their pricing. Respondents were mixed on their desire to preserve single family homes and their desire to increase density throughout Salt Lake City. Mostly, respondents hoped to see more housing options besides single-family detached homes and large-scale apartment complexes.

### COMMUNITY:

Respondents expressed a desire to feel a deeper sense of belonging in the community. To create a sense of belonging, respondents suggested more community meetings/centers, accessible spaces with longer opening hours to allow neighbors to support each other, and prioritizing the community's children, seniors, and refugees. Some respondents saw a need for greater opportunities to teach and learn other languages.

### DEVELOPMENT:

Respondents who mentioned development echoed those who highlighted [Affordable Housing](#) and [Zoning](#). Many participants supported zoning changes to remove most areas of single-family zoning and increasing the supply of affordable housing. Respondents also suggested repurposing abandoned buildings for housing or grocery stores.



# COMMENT SUMMARY

### **EAST-WEST:**

Participants would like to see more unity between the East and West sides of Salt Lake City. They'd like to see City leaders foster more social interactions between East and West and create more bike lanes and transit options to better connect the city. Respondents called for greater geographic balance in regards to homeless resource distribution, more equal housing distribution throughout the city, better transportation services, and more equitable maintenance priorities.

### **ECONOMIC DEVELOPMENT:**

Those who mentioned economic development were concerned about the destruction of small businesses, the need for an increased minimum wage, transitional living skills programs, and assistance programs for families. The other major concern related to homelessness and concerns that economic development cannot continue until the root issues of homelessness are fixed. Respondents suggested rehabilitation centers and providing training and skills development for those experiencing homelessness.

### **EDUCATION:**

Respondents mentioned two major threads when discussing education. The first thread emphasized public awareness and education about homelessness – the causes and prevention methods. Participants would like to see more public awareness about resources (job programs, health services, and health care) available to the unsheltered. The second education thread regards children's education. Respondents would like to see teachers paid more, safer schools, and free meals for children.

### **ENVIRONMENT:**

Respondents were very concerned about the Great Salt Lake drying up. Preserving the watershed, protecting trees, and improving air quality were also top environmental priorities for respondents.

### **FAMILY:**

Many respondents expressed the need for affordable childcare options and increased quality of children's education. Respondents were also concerned about housing costs pushing families out of the City.

### **FOOD ACCESS:**

Respondents saw a need for more affordable food access. They related food access to the increase in housing costs, as respondents generally felt like they cannot afford basic necessities. Some suggested community gardens and pantries, plus the development of grocery stores throughout the city to combat food deserts and to increase walkability.

### **GREEN SPACE:**

Participants desired increased access to green space and parks throughout the city, whether through increased public transportation to connect to existing natural areas or by the creation of more green space. Respondents also expressed a desire for more trees and nature integrated into the city, both to beautify the city and to keep it cool. Some respondents requested more community gardens and outdoor recreation areas.





# COMMENT SUMMARY

### HOMELESSNESS:

Homelessness was the second most popular feedback topic, behind only affordable housing. Respondents commented on a perceived increase in encampments and individuals experiencing homelessness throughout the city and requested programs and services to respond to the increase in need. Many suggested designated camping areas and increased access to shelters, while a few respondents requested stricter enforcement of camping laws.

The issue is closely related to tenants' rights, as many have become homeless because of increased housing costs. Respondents requested a rental assistance program to keep individuals in their homes.

Many respondents connected the perceived increase in homelessness to an increase in illicit drug activity, sharing safety concerns and expressing a need for more mental and behavioral health services and rehabilitation programs. While some respondents requested more police presence in response to the issue, many more requested increased social services and case managers for individuals with substance abuse disorders. Please see [Programs](#), [Services](#), and [Maintenance](#) for some other concerns on homelessness.

### HOMEOWNERSHIP:

Respondents' sentiments about homeownership were centered on increasing regulation on corporate homeownership and the creation of first-time buyer programs prioritizing Utah residents. Similar to ideas expressed in the [Tenants' Rights](#) category, respondents believe rent is so high that households cannot afford to save for a down payment, which compounds the already-limited ownership opportunities in Salt Lake City.

### HOUSING:

Respondents who mentioned housing shared similar thoughts as those who discussed [Homeownership](#), [Building Type](#), and [Affordable Housing](#). Respondents expressed a need for affordable housing for low- and middle-income households, higher density outside of downtown, preservation of currently affordable units, increased multi-use zoning, and regulation of short-term rentals.

### MAINTENANCE:

Comments on maintenance were closely related to [Services](#), [Programs](#), and [Homelessness](#). Respondents wanted a cleaner city, including cleaner streets and parks. Many respondents connected trash issues with encampments, others just requested increased litter pickup throughout the city. There were also many comments about the need for road and sidewalk repairs.

### MISCELLANEOUS:

This topic encompasses comments difficult to place or themes not mentioned enough to merit their own category. Respondents expressed concern about the state of facilities in the city and shared the need for more public restrooms. Some respondents were frustrated with the perceived arduous processes of getting development projects approved. Participants also advocated for lowering property taxes and taxing vacant units and units not occupied by owners. Many mentioned keeping housing and assisted living programs affordable for seniors.



# COMMENT SUMMARY

### PROGRAMS:

Respondents expressed a need for more rental assistance, drug rehabilitation, disability assistance, job training, and medical bill assistance programs. Such comments imply that respondents cannot afford basic necessities and are in need of financial assistance to get back on their feet.

### SAFETY:

Respondents who mentioned safety reported a decreased feeling of security, linking it to the perceived increased unsheltered population in the city. Some hope to see increased accountability for those using illicit drugs and living on the street, while others asked the city to provide more services to prevent drug-related safety concerns from happening in the first place. Respondents also mentioned a desire for more lighting throughout the city, protected bike lanes, and resources for victims of sexual assault and abuse.

### SERVICES:

Sentiments expressed about services were similar to those expressed about **Programs** and **Homelessness**. Respondents requested more affordable and accessible behavioral and mental health programs and rehabilitation programs with case management. Program suggestions also included basic hygiene resources, rental assistance, and job trainings along with food, shelter, and other direct services. Some participants highlighted the need to help single-parent, refugee, and immigrant families with affordable childcare and job training, emphasizing the need for access in a variety of languages. The expansion of libraries was also suggested.

### TRANSPORTATION:

Among those providing comment about transportation, public transit was mentioned most frequently, with many expressing a desire for free or lower-fare transit, increased frequency of service, and expansion of services throughout the city. Other themes included road improvements, pedestrian and cyclist safety, and walkability. Participants suggested road improvements including fixing potholes, developing solutions for congestion, and traffic light system repairs. Many respondents said they didn't feel safe while walking and biking. Respondents expressed a desire for the city to become more walkable to reduce road congestion, pollution, and overall reliance on cars.

### TENANTS' RIGHTS:

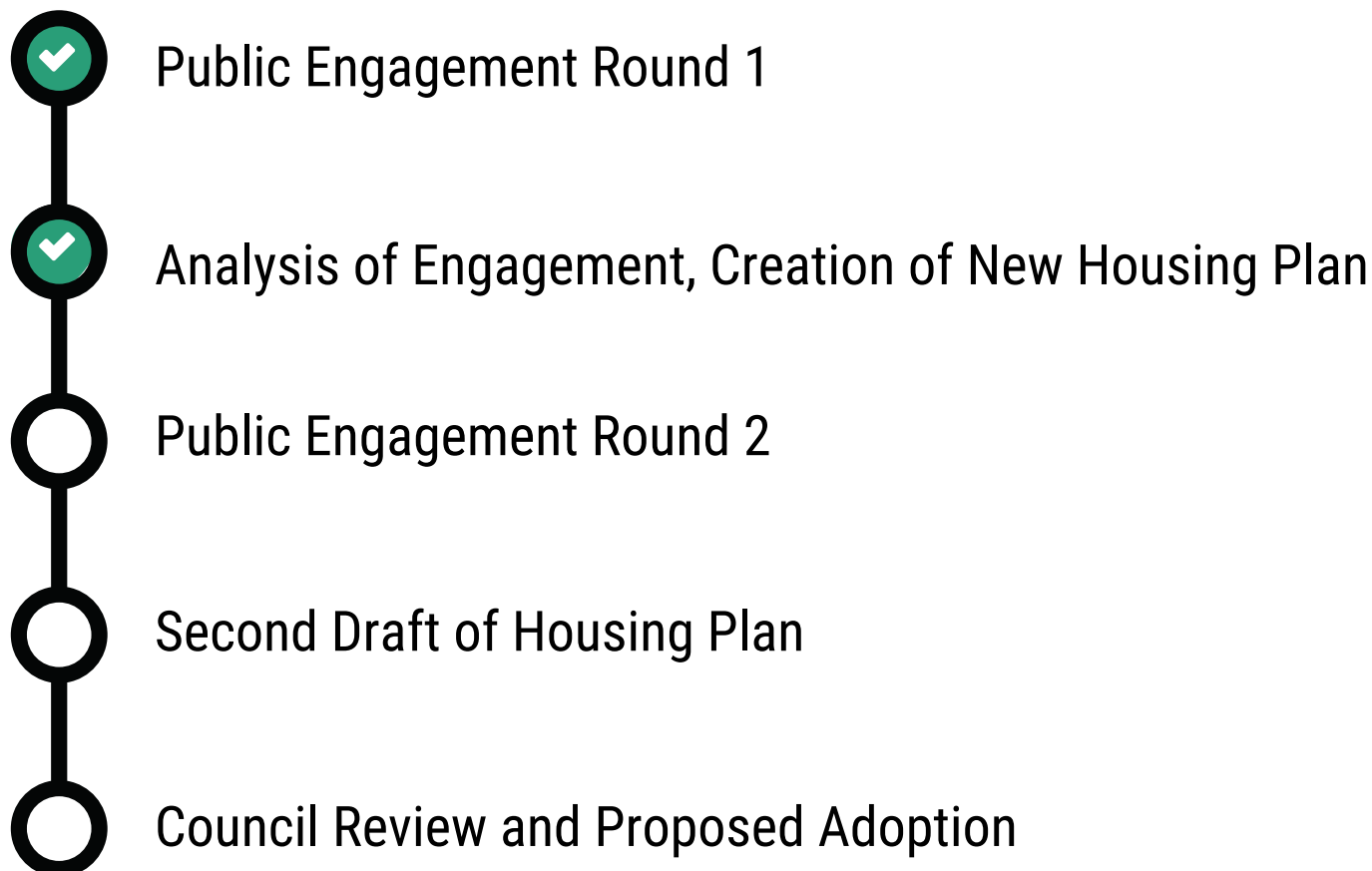
Tenants' rights and rental assistance came up throughout the qualitative comments. Three main policy/program suggestions came up: rent control, rental assistance programs, and eviction protections. In terms of eviction protections, many respondents requested access to or funding for legal counsel. Respondents also expressed frustration at a lack of landlord accountability, sharing that their landlords have been unresponsive to their requests for improvements. The overall sentiment from respondents is that rent has become too expensive and that landlords are raising rents by hundreds of dollars each year, seemingly without reason or regulation. Another feeling shared by many respondents was that they are locked into renting and have few pathways to ownership.

### ZONING:

Respondents expressed a desire for higher density and mixed-use zoning throughout the city to promote affordability and walkability. Some respondents would like to see process improvements to make it easier to build high-density housing.



# NEXT STEPS



The first draft of Housing SLC, Salt Lake City's affordable housing plan for 2023–2028, will be available for public feedback in early 2023.

Based on comments received during the public comment period, updates will be made to Housing SLC before it is presented to the Planning Commission and City Council.

After necessary changes are made, the plan will be presented to the Salt Lake City Council for proposed adoption.





# APPENDIX

In addition to assistance with focus groups, graduate students in the College of Metropolitan and City Planning at the University of Utah conducted outreach centered on Salt Lake City's Westside communities, those experiencing homelessness, and specific housing interventions. Students' engagement efforts took place during the Fall of 2022.

Along with key takeaways, outreach efforts also resulted in guides, maps and toolkits residents and policymakers can use to better understand our community. The supplemental materials can be viewed on our website at <https://www.slc.gov/can/housing-slc/>.

## MIDDLE SCHOOL ENGAGEMENT

University of Utah planning students spoke with Glendale Middle School students about the Glendale neighborhood, the housing crisis, and other community issues. Students in four classes and one after school program, 104 Youth, were asked to share their experiences through cause-and-effect trees and poetry. The 6th and 7th graders were keenly aware of the changing community dynamics borne out in Salt Lake City's Thriving in Place study: gentrification and displacement. With the help of Truth Cypher, Glendale Middle School and 104 Youth, roughly 112 students were engaged.

### Key Takeaways

- Inequality and racism in Salt Lake City were frequently discussed. Students felt fearful of surveillance and perceived a gap in the materials/opportunities afforded to them versus Eastside students.
- Environmental issues, ranging from air pollution to litter, were at the forefront of students' minds.
- Students noted recent closures of local businesses to make way for large apartment buildings in their community and worried future generations wouldn't care for Glendale.
- The rising costs of rent, utilities, and medical and grocery bills alarmed the students.
- Students celebrated their families, friends and places that make Glendale special, Jordan Park chief among highlighted locations.



# APPENDIX

### **SPECIFIC HOUSING INTERVENTIONS: ACCESSORY DWELLING UNITS, COMMUNITY LAND TRUSTS, PEOPLE'S LEGAL AID**

During the Fall of 2022, University of Utah planning students hosted information sessions and discussions about three housing-related topics: Accessory Dwelling Units (ADU), Community Land Trusts (CLT), and People's Legal Aid (PLA) for renters. The purpose of each session was to raise awareness and glean feedback on housing solutions. Students heard from 10 Westside residents about ADUs, 40 community leaders about Community Land Trusts, and 22 renters and landlords about People's Legal Aid, a legal service for those dealing with eviction and other housing issues.

#### **Key Takeaways**

- ADU: Salt Lake City must improve communication between decision-makers and Westside communities.
- CLT: The housing crisis requires stronger partnerships between Salt Lake City and housing-related organizations.
- CLT: Special attention should be paid to those in our community who have been historically underserved.
- PLA: Residents are feeling the burdens of inflation and cost of living stress.
- PLA: Residents believe there are few resources and protections for tenants.

### **HOUSING BOOK CLUB**

Planning students at the University of Utah hosted a housing-related book club to generate discussion about Salt Lake City's housing crisis. Participants read the book *The Color of Law: A Forgotten History of How Our Government Segregated America* by Richard Rothstein. After participants finished the book, they met at Salt Lake City's Main Library to discuss their takeaways from the book and how the book applied to Salt Lake City's past and present. Two residents participated in the book club.

#### **Key Takeaways:**

- Salt Lake City should increase its housing stock and allow for more mixed-income communities to mitigate residential segregation.
- Salt Lake City could do more to raise awareness about historical inequities.
- Decision-makers should make high-opportunity areas more accessible to all residents.

#### **Lessons Learned:**

While the book club fomented positive and sincere discussion, future clubs will need to be advertised more widely/regularly to achieve a better turnout. A book club may be too time-intensive for many Salt Lakers, but it may still be a valuable way to deeply educate and engage the public on difficult topics. It may be more beneficial to partner with a local bookstore or other small business or organization in the future.



# APPENDIX

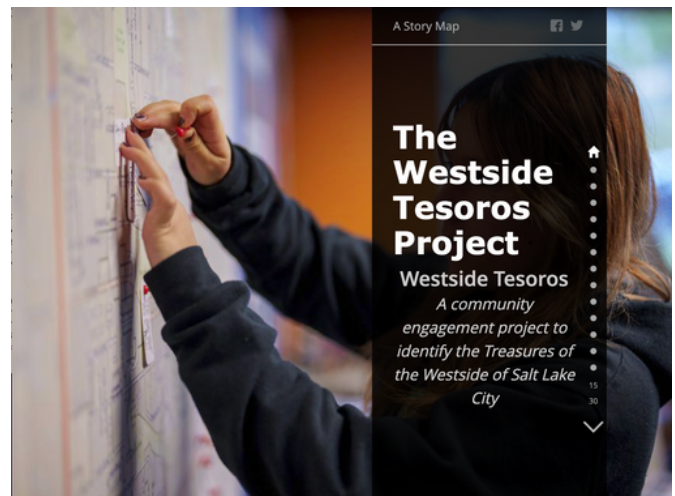
## WESTSIDE TESOROS

Planning students from the University of Utah partnered with NeighborWorks Salt Lake to create a treasure map of the Westside – a map of Westside gems deserving of recognition and protection. Students placed a six-by-eight foot map at Mestizo Coffeehouse that residents could use to pinpoint their most cherished Westside locations. In addition to placing a pin, participants were invited to share why they picked each location.

[View the map here.](#)

### Key Takeaways:

- Participants highlighted centers for learning and gathering, including local schools and libraries as well as the murals at Fleet Block.
- Residents foregrounded local businesses where diverse cultures are celebrated, including Mexican, Chinese, and Vietnamese restaurants, and grocers specializing in Latin American products.
- Participants noted green space as a priority for protection, including pocket parks and the International Peace Gardens.
- Residents expressed a desire to see the community's legacy protected, including the birthplace of one of just thirty female State Senators in Utah's history, now Nellie Jack Park, and the natural springs at Warm Springs Park, which were used by indigenous people prior to the arrival of Mormon settlers



## PHOTOVOICE PROJECT IN PARTNERSHIP WITH THE ROADHOME

Three individuals shared their experiences with homelessness through photography and caption writing, using a method known as photovoice. Showcasing the struggles and triumphs of participants' everyday lives, the final product is entitled "Hey SLC, Can You See Us Now?"

[View the work here.](#)







