

# Transit-Oriented Development (TOD)

## INTRODUCTION

Transit-Oriented Development (TOD) is a land use and urban design concept that mixes land use near transit to maximize transportation options and provides people with choices about living near transit. A TOD neighborhood typically has a center with a light rail station or bus stop surrounded by relatively high-density development with progressively lower-density development spreading outward from the transit center. TOD's generally are located within a radius of one-quarter to one-half mile from a transit stop, as this is considered an acceptable walking distance.

TOD areas offer choices in housing, commerce and transportation. They are designed to be flexible so they can respond to changing economic and social conditions and endeavor to make development economically viable from a number of perspectives (city, transit agency, developer, resident, employer, etc.). TOD districts encourage the stabilization and revitalization of existing neighborhoods, as new uses are designed to support existing neighborhood characteristics.

TOD districts improve the quality of life in urban areas by:

- Including mixed-use development that will use transit at all times of day.
- Creation of excellent pedestrian facilities such as high quality pedestrian crossings, narrow streets, and tapering of buildings as they become more distant from the public transport node.
- Ensuring compatibility and connectivity with surrounding neighborhoods.
- Creating compact development within an easy walk of public transit and with sufficient density to support transit ridership.
- To establish a hierarchy of transportation which places the pedestrian first, bicycle second and auto third.
- Creating active places and livable communities that service daily needs and where people feel a sense of belonging and ownership.
- Including engaging, high quality public spaces (e.g. small parks or plazas) as organizing features and gathering places for the neighborhood.
- Encouraging a variety of housing types near transit facilities.
- Providing housing choices for a wide range of ages and incomes.
- Incorporating retail into a development if it is a viable use at the location. Ideally drawing customers both from both the TOD and a major street.
- Introducing creative parking strategies that integrate, rather than divide a site and reduce the presence of the auto.
- Creating TOD plans that are flexible so they can respond to changing conditions.
- Recognizing that all TOD's are not the same; each development is located within its own unique context and serves a specific purpose in the larger context.

TOD strengthens urban development but also helps manage future regional growth by encouraging growth to occur where the existing infrastructure is best suited to address it. The benefits of this type of development include:

- Opportunities for affordable and accessible living by incentivizing affordable and accessible housing goals, providing a range of housing options, and allows people to spend less of their income on the combined expenses related to housing and transportation.
- Reduction of the long term expenditures of tax dollars to build and maintain public utilities, roads and other auto-oriented infrastructure.
- More residents living close to commercial areas to support a strong, local oriented economy.

This reduces the overall cost of development and reduces negative environmental impacts on air and water quality while creating community oriented public places.

## **Transit-oriented development designations**

Transit-oriented development districts within the Central Community have three designations: low-density, medium-density, and high-density. The Future Land Use map shows locations where these districts are supported by this master plan. Where conflicts between TOD and historic district overlay regulations occur, the historic overlay requirements govern.

**Low-density transit-oriented development** (light sage green on map): Low-density TOD supports residential uses with a density ranging from 1-20 dwellings per acre. The emphasis of low-density TOD design and land use relates to existing lower density residential and neighborhood commercial land uses. Low intensive development should be designed to assure compatibility in neighborhoods with established low-density characteristics by focusing on the massing and scale of the existing structures. Medium intensive land uses, such as a coffee shop, town house or daycare center, may be appropriate near the light rail station or busier intersections. Implementing low-density TOD areas may include development of accessory units in the rear yards of low-density residential land uses as well as small businesses that can be operated out of a residential structure. New structures should be in scale with the low-density neighborhood with modest increases in building height being appropriate if it provides opportunity for increasing the residential density. Zoning designations should require compatibility in these areas.

**Medium-density transit-oriented development** (medium sage green on map): Medium-density TOD supports residential land uses with a density range of 20-50 dwelling units per acre. The design emphasis for medium-density TOD is compatibility with existing medium and low-density residential and commercial development. Higher intensive uses may be located near light rail stations where applicable. Medium-density TOD areas include four to five story buildings with a mix of ground level retail or office space components with multi-story residential development above. These areas should have limits on the amount of space allocated for non-residential land uses by locating them closer to transit and at busier intersections. Individual residential land uses could remain within the TOD area. Zoning districts that allow four to five story building, including pedestrian oriented design standards and allow 20-50 dwelling units per acre are appropriate in areas with this designation.

**High-density transit-oriented development** (dark sage green on map): High-density TOD is similar to medium-density TOD except at a greater scale. These areas should be centers of high population with a concentration of pedestrians in close proximity to transit stations. These areas will be more successful in places that are well served by rail transit. Building heights are established for high density residential and higher intensity office or commercial uses. The ideal building type in these areas is vertical mixed use structures tall than five stories. High-density TOD supports the development of compact urban centers with 50 or more dwelling units per acre. These centers can provide accessibility and a multitude of benefits (efficiencies that result when many activities are physically close together). Design standards are critical in these areas in order to create people oriented spaces. Auto oriented development should be prohibited. Standards and processes should be put in place to allow for the easy and financially viable transition of auto oriented developments to people oriented development.

The transit-oriented development land use designations are shown on the Central Community TOD map and on the Future Land Use map.

### **Future Transit-Oriented Development Land Use changes**

TOD's are implemented by the public and private sectors. The public sector sets the stage by providing the transit, investing in public infrastructure and applying appropriate zoning regulations near the transit stations. The private sector generally finances, constructs and markets TOD's. When based on a sound and agreed upon vision, TOD implementation should be a simple and straightforward process. To ensure this is the case, the TOD station area plans intend to create the vision and set the stage for the private sector. The City has developed certain zoning districts to implement the various intensity levels of TOD that are based on input from a broad range of stakeholders. The areas listed below have gone through a community visioning process that had identified the desired development characteristics and therefore, support zoning changes based on the specific goals for each area.

### **400 South and University Boulevard**

In June of 2011, the City received a grant from the Housing and Urban Development Department (HUD) to initiate the 400 South and University Boulevard Livable Communities project. The focus of the project was to enhance the Community's vision of the corridor and make it a place where people could live, work and shop. Inherent in this process was the inclusion of people who rely on the corridor for their daily needs, but for various reasons do not normally participate. The group included those who are traditionally under-represented in the planning process. The project determined that future development at all 400 South stations should be compatible with the existing neighborhood scale and that development should not supplant or compete with the central business district regional services (beyond the existing Trolley Square development). Development should enhance existing urban neighborhoods within walking distance of the transit line to create areas where pedestrian activity is the focus of daily transportation needs, without excluding the automobile. These concepts are critical to groups who rely on public transportation to access housing, employment, education, health care, and other daily needs.

The 400 South and University Boulevard Trax lines run from downtown to the University of Utah. The corridor incorporates a mix of transportation options, including light rail, bus and automobile. There are several bicycle lanes that parallel and intersect the street to create a complete transportation network through the area. When the light rail line opened in 2001, the pedestrian environment improved by adding street trees and widening the sidewalk. Unfortunately, the parking lane was removed, placing a travel lane immediately adjacent to the sidewalk. In order to make the corridor more pedestrian oriented, sidewalk improvements are necessary.

The Liveable Communities project identified specific land use goals and policies that can be found in the “400 South and University Boulevard Station Area Plans” in the addendum of this Central Community Master Plan. The station area plans include specific land use policies and a future land use map that should be used to help guide future land use, capital improvements and budget decisions.

### **West Temple Gateway**

The West Temple Gateway area extends from 700 South to the 900 South Interstate off ramp and from 300 West to West Temple and includes the 200 West / 900 South future light rail stop. The West Temple Gateway area is part of a redevelopment project area created in 1987, which included two revitalization concept plans. These are not adopted policy plans but resource documents. The 1994 plan identified alternative concepts ranging from lowdensity residential infill to Big Box retail uses. A second analysis in 2001, after the light rail line was constructed, provided an Illustrative Plan that proposes a mixed use transit-oriented neighborhood containing residential, retail, office, and industrial land uses. Development of a West Temple Gateway small area master plan will provide detailed development guidelines for this area.

### **Transit Oriented Development Goal**

To create TOD development with a balanced mix of uses that generates 24-hour transit ridership. This development will have places to work, to live, to learn, to relax and to shop for daily needs. The goal will be achieved through land use designations, development guidelines, zoning, and both public and private funding.

### **Transit Oriented Development policies**

Transit-Oriented Development policies fall into these general categories: location and variety of land use.

#### **Location**

**Policy TOD-1.0** Based on the Future Land Use map and specific station area plans, establish Transit-Oriented Districts that will provide residents with housing, transportation and employment options at various densities near transit stations.

**TOD-1.1** Develop station area plans for each transit station within the Central Community Planning Community.

**TOD-1.2** Utilize a broad community involvement approach to identify appropriately located and scaled transit oriented development that put people first.

## Variety of Land Use

**Policy TOD-2.0** Encourage the development of mixed-use projects near light rail stations to create a livable, walkable urban environment.

**TOD-2.1** Support a variety of low-, medium- and high-density residential uses around light rail stations in TOD districts, based on the Future Land Use map designations.

**TOD-2.2** At light rail stations in TOD districts, establish a centralized core of land uses that support transit ridership. Anchor transit centers with land uses that act as destination points.

**TOD-2.3** Encourage a variety of commercial uses that share the same clientele and patrons. For example, movie theaters provide a clientele to patronize restaurants, arcades, and retail businesses.

b) That the following text shall be added to the Central Community Master Plan in the section titled “Central Community Master Plan Committee Goals and Recommendations” immediately following subparagraph 15 of the subsection titled “Environment”, which presently appears on page 23 of that master plan:

### **400 South and University Boulevard Station Area Plans**

Each of the three station area plans include subareas as identified below:

**Core Area:** The purpose of the core area is to provide areas for comparatively intense land development with a mix of land uses incorporating the principles of sustainable, transit oriented development and to enhance the area closest to a transit station as a lively, people oriented place. The core area is generally within a one-fourth ( $\frac{1}{4}$ ) mile walk of a transit station platform. The core area may mix ground floor retail, office, commercial and residential space in order to activate the public realm. Buildings in this area should have minimal setbacks to encourage active outdoor use adjacent to the sidewalk, such as outdoor dining and patios that reflect the desired character of the area. Building facades should be varied and articulated, include storefronts adjacent to the street, windows on the street level, and have clearly defined entrances to provide visual interest to pedestrians. Buildings should be a minimum of two (2) or three (3) stories in height, depending on location, in order to define the street edge. Arcades, bays, and balconies are encouraged. The configuration of buildings must balance the needs of all modes of circulation with the safety and comfort of pedestrians and bicyclists. A vertical mix of uses, with office and residential above ground floor commercial uses is encouraged. A minimum of thirty (30) dwelling units per acre is encouraged within the core.

**Transition Area:** The purpose of the transition area is to provide a moderate level of land development intensity that incorporates the principles of sustainable transit oriented development. The transition area is intended to provide an important support base to the core area and transit ridership as well as buffer surrounding neighborhoods from the intensity of the core area. These areas reinforce the viability of the core area and provide opportunities for a range of housing types at different densities. Transition areas are generally located within a one-half (½) mile from the station platform, but may vary based on the character of the area. Transition areas typically serve the surrounding neighborhood; include a broad range of building forms that house a mix of compatible land uses. The minimum desired density is ten (10) dwelling units per acre. Commercial uses may include office, retail, restaurant and other commercial land uses that are necessary to create mixed use neighborhoods. Commercial uses can be clustered around intersections and along block faces to create neighborhood nodes.

### **Library Station Area**

The Library Urban Center Station has the highest intensity level and mix of uses along 400 South. It supports Salt Lake City's central business district in terms of building scale and use. The area has a twenty-four-hour population, active streetscapes, defined street walls and multiple types of public transit. Development generally occurs on surface parking lots or through redevelopment of underutilized parcels.

The street frontages in the Library Station area have a compact, dense, interconnected and walkable development pattern, while the interior of blocks are open generally with parking lots. Large scale development is closer to the station; and is scaled back as it moves to the areas away from 400 South. Building forms vary, but are typically oriented to the pedestrian, are multiple stories in height, and contain a horizontal and vertical mix of land uses. Buildings up to thirty stories in height are allowed within the D-1 zoned sections, while buildings in the transition zone can be approximately three to four stories in height.

The area features a variety of dense, mixed use commercial and housing developments, providing residents with a number of housing options. The station area contains important regional attractions, such as the Library, City & County Building, Leonardo Museum, and the Public Safety Building. These buildings are a regional draw, bringing thousands of people to the area each day. The area also features office, dining and entertainment options with a high level of pedestrian activity. The Library and Washington Square feature a number of civic and cultural festivals during the summer.

The station area comprises of core and transition areas. The purpose of creating the different areas is to recognize the scale and nature of existing development patterns and identify the appropriate locations for growth. The general concept is that bigger buildings with the most dwelling units and a higher intensity level of commercial space should be located closest to the station in the core. The transition area reduces the scale, mass and intensity of new development as it moves away from the core.

In addition to the civic uses, and high density development surrounding the Library Station core, there is a significant amount of underutilized land. The Library Station Area Plan encourages the development of these areas to create medium to high density housing, mixed use development and appropriate support commercial along 400 South.

By doing this, the area would further its role as a vibrant and contributory feature of Salt Lake City, while maintaining its function as a support to the downtown area.

The “Transit Station Area (TSA) Development Guidelines” will be used along 400 South to encourage a walkable urban neighborhood compatible with the adjacent historic district.

*Library Station Area Goals:*

1. Rezone properties fronting 400 South so that the zoning reflects the vision for the station area. Rezone the properties that are in the vicinity to a mix of zoning districts that promote high density residential development while allowing limited commercial types of uses.
2. Coordinate with Utah Department of Transportation (UDOT) to improve the functionality of 400 South for pedestrians. This could be accomplished by adding additional midblock crosswalks to the transit stations, allowing on-street parking during off peak travel hours, studying the impact of reducing the road width, whether in key spots or for longer stretches and other changes to the street that are aimed at creating a safe and functional transportation corridor for all users.
3. Work with the City Transportation Division to find appropriate bicycle routes that run on or are parallel to 400 South and that connect to appropriately located north/south bike routes.
4. Require midblock connections from 300 South and 500 South that connect to 400 South.
5. Incorporate way-finding features at the station area so people can easily locate station area assets such as Library, Library Plaza, City & County Building, Leonardo Museum and the Public Safety Building.
6. Maintain the original 15-foot landscaped setback along the 400 South street frontage.
7. Require properties to share driveway access as properties are redeveloped to reduce the number of drive approaches in the station area.
8. Minimize the number of driveways, garage entrances and dedicated turning lanes on all major pedestrian routes.
9. Encourage community services, including schools, childcare and museums with pedestrian connections to transit and other land uses.
10. Extend 450 South midblock walkway through to 650 East.
11. Develop and enhance existing public gathering spaces, including parks, plazas and courtyards to attract people and transform 300 South and 500 South into active pedestrian places.

12. Increase building intensity and residential densities closest to the transit station and gradually step down further away. Parking requirements should be lower closer to the station.
13. Discourage additional or expanded stand alone automobile oriented uses such as: large surface parking lots, fuel stations, auto repair shops, auto dealerships, large scale retail development, car washes and drive-thru facilities.
14. Mid-block crossings across 400 South should be considered adjacent to the Trax stop to help pedestrians cross safely and to discourage jaywalking.

### **Trolley Station Area**

The Trolley Station is defined as an Urban Neighborhood Station Area. Urban Neighborhoods are places that have an established development pattern that contain a mix of uses and can support an increase in residential density and supporting commercial activities. New development generally occurs as infill, occurring on undeveloped or underutilized properties. Redevelopment of surface parking lots that front on 400 South is a priority. A compact development pattern is desired in order to focus new growth at the station and respect the existing scale and intensity of the surrounding neighborhood. The highest residential density and intensity of commercial land use occur closest to the transit station and are scaled down the further one moves from the station.

The station area comprises of core and transition areas. The purpose of creating the different areas is to recognize the scale and nature of existing development patterns and identify the appropriate locations for growth. The general concept is that bigger buildings with the most dwelling units and a higher intensity level of commercial space should be located closest to the station in the core. The transition area reduces the scale, mass and intensity of new development as it moves away from the core area.

Trolley Station is a unique Transit Station Area because it is located within the Central City Historic District. The Central City Historic District is centered on the 600 East landscaped medians, which are a character defining feature of the historic district. Over time, the 600 East medians have been degraded by the continual pressure from commercial development to allow vehicle access through the medians. The policy of the Trolley Station Area is to prohibit further dissection of the 600 East medians for vehicular traffic and to maintain the historical 15 foot landscaped setback of building along 600 East.

Despite being located within the Central City Historic District, the blocks that front on 400 South have lost most, if not all, of their historic character. Without the historic character being present, the boundaries of the Central City Historic District should be reviewed and amendments to the district boundaries should be proposed.

The “TSA Development Guidelines” will be used along 400 South to encourage a walkable urban neighborhood compatible with the adjacent historic district.



*Trolley Station Area Goals:*

1. The primary purpose of the Trolley Station Area is to provide housing and access to higher intensity employment, commercial centers, downtown, and to the University of Utah.
2. Rezone properties fronting 400 South so that the zoning reflects the vision for the station area. Rezone the properties that are in the vicinity to a mix of zoning districts that promote high density residential development, while allowing limited commercial types of uses in appropriate places. The properties fronting 400 South should be the focus of the station area and development should focus on creating an urban neighborhood in scale and purpose, and is not intended to supplant or compete with the much higher density central business district. Regional scale development beyond the existing Trolley Square commercial development is not encouraged.
3. Coordinate with the Utah Department of Transportation (UDOT) to improve the functionality of 400 South for pedestrians. This could be accomplished by adding additional midblock crosswalks to the transit stations, allowing on street parking during off peak travel hours, studying the impact of reducing the road width, whether in key spots or for longer stretches, and other changes to the street that are aimed at creating a safe and functional transportation corridor for all users.
4. Work with the Transportation Division to find appropriate bicycle routes that run on or parallel 400 South and that connect to appropriately located north/south bike routes.
5. Require midblock connections from 300 South and 500 South that connect to 400 South.
6. Incorporate way-finding features at the station area so people can easily locate station area assets such as Trolley Square, Gilgal Gardens and Liberty Park.
7. Maintain the original 15-foot landscaped setback along the 400 South street frontage.
8. Review the appropriateness of and consider amendments to the boundaries of the Central City Historic District to remove those blocks and portions of blocks that front on 400 South from the historic district due to the lack of remaining historic character. See the “.....” map to determine the areas that should be considered for removal from the Central City Historic District.
9. Preserve the 600 East medians and prohibit further bisections of the medians for the purpose of allowing vehicular access and left turns to private property or streets.
10. Extend 450 South midblock walkway through to 650 East.
11. Further multi-modal solutions to change the way 600 South is utilized between 500 East and 700 East. Possible solutions include adding middle of the street parking,

midblock crosswalks, medians, or removing a lane of traffic in each direction to add bike lanes, larger park strips or angled parking.

12. Identify zoning solutions for the block faces across from Trolley Square on 600 East and 600 South. The focus should be to encourage development on vacant parcels, increase residential density and promote the preservation and adaptive reuse of contributing structures. The surface parking lot south of Trolley Square should be rezoned to allow Trolley Square to building a parking structure, retain the historic structures fronting on 600 South and build housing.
13. Adopt zoning that increases housing potential, but does not introduce extensive commercial development on the south side of 500 South between 500 and 600 East and both sides of the street between 400 and 500 East.
14. Encourage redevelopment of strip centers into higher density with structured parking with a potential park and ride. The block bounded by 400 and 500 South and 600 and 700 East should have the highest commercial densities of the area.
15. Encourage development that is compatible with the historic development pattern in the Central City Historic District where appropriate.
16. Reevaluate the densities on the northwest quadrant of the block bounded by 300 South and 400 South and 600 East and 700 East, to allow higher densities and design that is compatible with the adjacent historic character.
17. Mid-block crossings across 400 South should be considered adjacent to the Trax stop to help pedestrians to cross safely and to discourage jaywalking.

### **900 East Station Area**

The 900 East Station is an Urban Neighborhood Station Area due to the established and predominating residential character and the potential for infill development along 400 South which adds variations of density and intensity of building forms that blend in and complement the existing residential character of the area. The development strategy of an urban neighborhood station may include the mixing of building types and uses, including the allocation of commercial or office uses to the ground floor, and residential uses above these floors. The highest residential densities and most intense land uses are generally located closest to the station platform along 400 South between 700 East and 900 East, particularly on the south side of 400 South.

The station area comprises of core and transition areas. The purpose of creating the different areas is to recognize the scale and nature of existing development patterns and identify the appropriate locations for growth. The general concept is that bigger buildings with the most dwelling units and a higher intensity level of commercial space should be located closest to the station in the core. The transition area reduces the scale, mass and intensity of new development as it moves away from the core area. The north side of 400 South is part of the transition area due to the close proximity of the relatively low scale nature of the residential area to the north and the desire to maintain that character and the impacts that taller buildings on 400 South would have on privacy and solar access.

Contributing landmarks and existing neighborhood characteristics will influence future development in and around the 900 East Station. These existing traits include institutional uses such as the Intermountain Health Care facility, Bennion Elementary School, and religious structures. There are also various types of commercial and a strong mixture of single and multi-family residential building types.

*900 East Station Area Goals:*

1. Protect historic landmark sites that currently exist in the Station Area.
2. Coordinate with UDOT to improve the functionality of 400 South for pedestrians. This could be accomplished by adding additional midblock crosswalks to the transit stations, allowing on street parking during off peak travel hours, studying the impact of reducing the road width, whether in key spots or for longer stretches, and other changes to the street that are aimed at creating a safe and functional transportation corridor for all users.
3. Maintain original 15-foot landscaped setback along the 400 South street frontage.
4. Incorporate way-finding features at the station area so people can easily locate station area assets such as Gilgal Gardens and health care facilities.
5. Protect the 800 East medians by not allowing vehicular access cuts through the existing landscaped area.
6. Encourage infill uses that will eliminate surface parking lots with an emphasis on those that front 400 South or areas that can easily access the station platform.
7. Encourage shared parking facilities between uses where applicable.
8. Focus on mixed-use development with commercial and residential uses along 400 South and the east side of 700 East. In remaining areas the primary redevelopment focus should be on residential uses.
9. If the Bennion Elementary School discontinues to be utilized as a school, the property should be redeveloped with an emphasis on residential uses along the frontages but much of the open space behind should remain, and be enhanced and available to the public.
10. Create mid-block connections that draw pedestrians to 400 South and specifically to the 900 East TRAX station. This should be emphasized between 300 South and 400 South where connections could more easily be created by linking existing rights-of-way such as, Laker Court and Strongs Court.
11. Encourage nonconforming manufacturing or warehousing uses to relocate to appropriate locations in the city.

12. Adopt zoning that promotes high density housing with appropriate design standards adjacent to Gilgal Gardens in order to activate and provide security for the park.
13. Mid-block crossings across 400 South should be considered adjacent to the Trax stop to help pedestrians to cross safely and to discourage jaywalking.