

PLANNING COMMISSION STAFF REPORT

Volunteers of America Youth Homeless Shelter Conditional Use PLNPCM2013-00916 888 S 400 West March 12, 2014



Planning Division
Department of Community &
Economic Development

Applicant:

Hannah Vaughn, MHTN Architects

Staff:

Michael Maloy AICP
801.535-7118
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Tax ID:

15-12-176-020

Current Zone:

CG General Commercial District

Master Plan Designation:

Commercial, *The Gateway
Development Master Plan* (adopted
August 11, 1998)

Council District:

Luke Garrott, District 4

Community Council:

Elke Phillips, Ballpark Community
Council Chair

Lot Size:

27,007 square feet (0.62 of an acre)

Current Use:

Vacant

Applicable Land Use Regulations:

- 21A.26.070 CG General Commercial District
- 21A.54 Conditional Uses

Attachments:

- A. Petition
- B. Development Plans
- C. Community Council Comments
- D. Planning Commission Minutes
- E. Public Comments in Support
- F. Public Comments in Opposition
- G. Department Comments
- H. Executive Summary of Perceived Risks & Mitigations

Request

Hannah Vaughn, MHTN Architects, on behalf of Volunteers of America, is requesting a Conditional Use for a youth homeless shelter at 888 S 400 West. The proposed shelter will provide 30 emergency shelter beds for people from the age of 15 to 22 years old. The Planning Commission has final decision making authority for conditional use petitions.

Recommendation

Based on the findings listed in the staff report, it is the opinion of Planning Staff that overall the project generally meets the applicable standards and therefore, recommends the Planning Commission approve the petition with the following conditions:

Potential Motions

Consistent with Staff Recommendation: Based on the findings listed in the staff report, testimony received, and plans presented, I move that the Planning Commission grant the conditional use to allow a youth homeless shelter to be located at approximately 888 S 400 West subject to the following conditions:

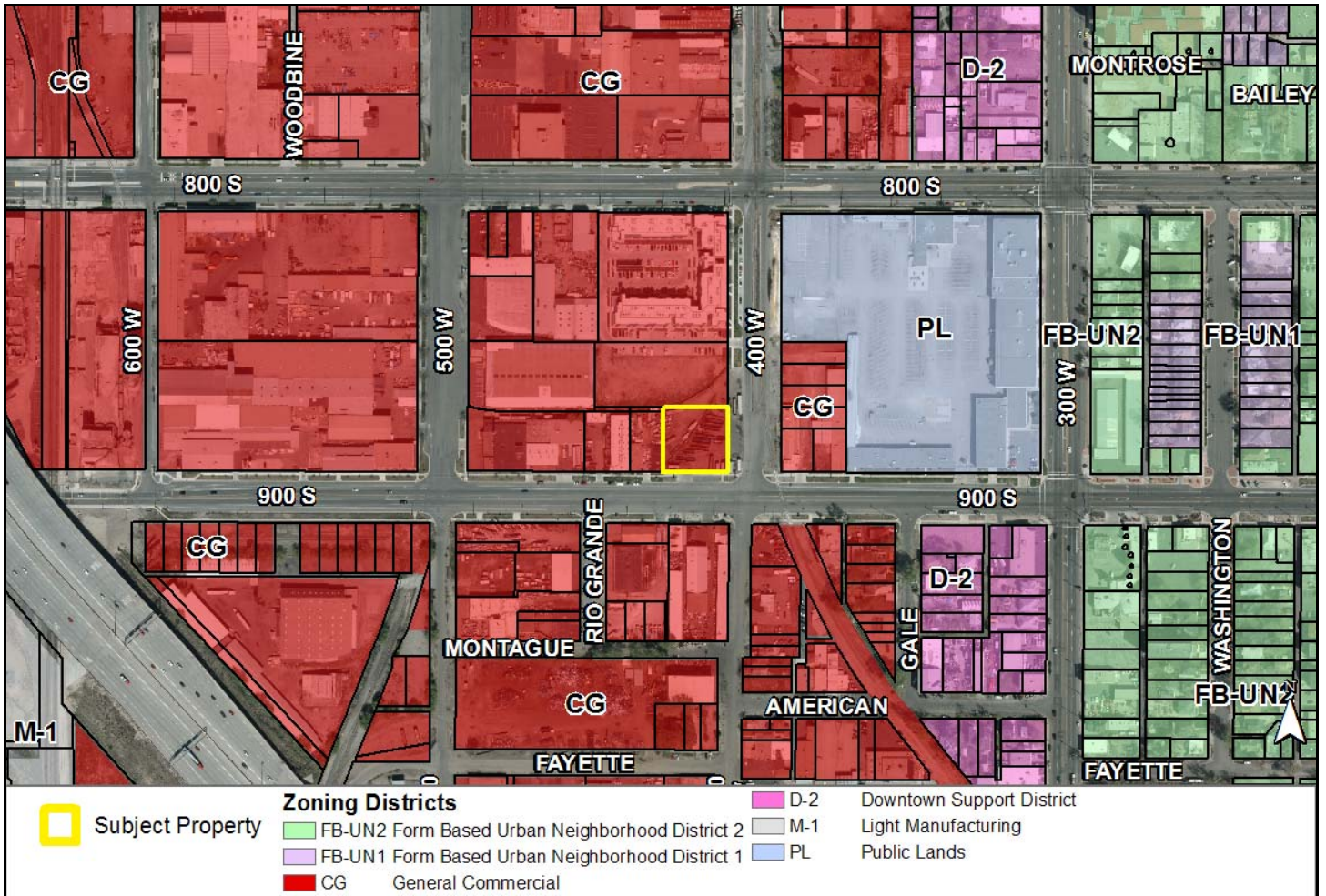
1. Homeless shelter shall be limited to 30 beds for clients who are less than 23 years old;
2. Applicant shall install, manage, and maintain continuous video surveillance of building exterior;
3. Queuing of clients shall be accommodated within principal building;
4. Homeless shelter shall be continuously managed onsite by trained professional staff; and
5. Homeless shelter shall be contained within a building that is constructed, managed, and maintained in compliance with City Code and with Department Comments provided within Attachment G.

Not Consistent with Staff Recommendation: Based on testimony received, plans presented, and the following findings, I move that the Planning Commission deny the conditional use to allow a youth homeless shelter to be located at approximately 888 S 400 West.

The Planning Commission shall make findings on the Conditional Use standards for denial as listed below:

1. The proposed use is unlawful; or
2. The reasonably anticipated detrimental effects of the proposed conditional use cannot be substantially mitigated as proposed in the conditional use application or by the imposition of reasonable conditions to achieve compliance with applicable standards set forth in section 21A.54.080.D of Salt Lake City Code.

Vicinity Map



Background

Project Description

Ms. Hannah Vaughn, MHTN Architects, has applied for a conditional use permit in behalf of Volunteers of America (VOA) to operate an emergency homeless shelter within a youth education, training, and resource center to be constructed at 888 S 400 West (formerly 872 S). The subject property is zoned CG General Commercial District, which allows operation of the youth resource center (i.e. professional office) as a permitted land use—however the proposed homeless shelter is a conditional land use within the district (as per City Code 21A.33.030 Table of Permitted and Conditional Uses for Commercial Districts).

Project Details

Since 1999 VOA has operated a youth resource center at 655 S State Street, which is zoned D-2 Downtown Support District. In 2010 VOA organized a Homeless Youth Task Force to identify gaps in local services for homeless youth. Based on their analysis, VOA began to seek property for a new youth center with 30 emergency shelter beds for people from 15 to 22 years old. In May 2013, VOA signed a purchase agreement with ArtSpur LLC for property located at 888 South 400 West (see Attachment A – Petition).

The subject property is a vacant corner parcel that measures approximately 0.62 of an acre. The applicant intends to construct a two-story, 19,051 square foot office building with 24 parking stalls in compliance with all applicable building and zoning codes. If the project is permitted VOA will relocate into the new building (see Attachment B – Development Plans).

Public Notice, Meetings, and Comments

Public Notice

Notice of public hearing for the proposal included:

- Public hearing notice for March 12, 2014 mailed on February 27, 2014.
- Public hearing notice for March 12, 2014 posted on property on February 28, 2014.
- Public hearing notice for March 12, 2014 posted on City and State websites on February 27, 2014.
- Public hearing notice for March 12, 2014 e-mailed to Planning Division list serve on February 27, 2014.

Public Meetings

The following is a list of public meetings that have been held related to the proposed project:

- Community Council meeting held on December 5, 2013. Approximately 30 people attended the meeting. Upon conclusion of the meeting an informal “vote” was taken and all community members still present (approximately 20) supported the proposal. Additional comments can be found in Attachment C.
- Planning Commission “issues only” public hearing held on January 22, 2014. Meeting minutes can be found in Attachment D, however the following list is a summary of key concerns:
 - The proposed use is irreconcilably in conflict with applicable adopted City planning policies, documents, and master plans
 - The proposed use will increase homelessness in the area
 - Aggressive panhandling, public intoxication, drug sales, trespassing, theft, vandalism are all issues in the area due to homelessness
 - Many more than forty people will be in the Center and those without beds will be out in the neighborhood
 - Fearful for the safety of kids using the facility and proximity to adult homeless shelters
 - Negative impacts cannot be mitigated
 - Property values will fall

Public Comments

Public comments received prior to publication of staff report have been attached (see Attachment E - Public Comments in Support, and Attachment F – Public Comments in Opposition). In general, supportive comments state the need for social services and cite the quality of the proposed development, while opposing comments claim potential negative impacts such as lowered property values and the possibility of increased criminal activity that may or may not be mitigated through design and management of the proposed homeless shelter.

City Department Comments

In December 2013 and January 2014, the Salt Lake City Planning Division routed the petition to all pertinent Departments and Divisions of the City for review and comment. All comments received have been attached to this staff report in Attachment G.

Whereas public safety is a significant concern for the community, it should be noted that Mike Brown, Deputy Chief of the Strategic Deployment Bureau, stated in a letter dated January 16, 2014 that “after reviewing the application and analyzing crime data and records for comparison areas, the site, and the surrounding areas, there are no trends or patterns that would cause concern from a public safety point of view.”

Also, Elizabeth Buehler, Homeless Services Coordinator for Salt Lake City, stated in a letter dated January 14, 2014, “Housing and Neighborhood Development Division (HAND) has reviewed the conditional use application ... [and] cannot see any issues that need to be resolved with the application.”

The Planning Division has not received any comments from pertinent City Departments and Divisions that cannot be reasonably fulfilled or that warrant denial of the petition.

Project Review

- Pre-submittal Meetings: Applicant met with Planning Division staff members on September 19, 2013 to discuss development plans prior to submittal of conditional use application.
- Internal Project Review: The applicant met with representatives of the City during a Development Review Team meeting held on October 28, 2013 to discuss development plans prior to submittal of building permit application.
- Subcommittee Meetings: There were no Planning Commission subcommittee meetings held to discuss the project, however an issues only hearing was held January 22, 2014 to:
 - Introduce the petition to the Planning Commission and general public;
 - Provide a public forum for the applicant to present information relative to the petition;
 - Receive public comment on the petition;
 - Obtain direction from the Planning Commission, such as requests for additional information, possible site plan and architectural modifications; and
 - Identification of negative impacts and potential conditions or mitigation measures.
- Revisions made by applicant: The applicant engaged in a series of meetings with internal and external clients to develop schematic, conceptual, and preliminary development plans. Final development plans will be submitted to the City for review prior to construction. Throughout this process, numerous revisions have been made—and will be made—to meet the needs of the client, the community, and City regulations.

Analysis and Findings

Findings

21A.54.080 A. Specific Standards: A conditional use permit shall be approved unless the evidence presented shows that one (1) or more of the standards set forth in this subsection cannot be met. The Planning Commission, or, in the case of administrative conditional uses, the Planning Director or the Director's designee, may request additional information as may be reasonably needed to determine whether the standards of this subsection can be met.

1. The use complies with applicable provisions of this title;

Analysis: City Code 21A.26.070.A contains the following purpose statement for the CG General Commercial District:

The purpose of the CG general commercial district is to provide an environment for *a variety of commercial uses*, some of which involve the outdoor display/storage of merchandise or materials. This district provides economic development opportunities through a *mix of land uses*, including retail sales and *services*, entertainment, *office, residential*, heavy commercial and low intensities of manufacturing and warehouse uses. This district is appropriate in locations where supported by applicable master plans and along major arterials. Safe, convenient and inviting connections that provide access to businesses from public sidewalks, bike paths and streets are necessary. Access should follow a hierarchy that places the pedestrian first, bicycle second and automobile third. The standards are intended to create a safe and aesthetically pleasing commercial environment for all users (italics added for emphasis).

The proposed land use is identified as a conditional use within the CG General Commercial District in City Code 21A.33.030 Table of Permitted and Conditional Uses for Commercial Districts. As stated previously, a conditional use shall be approved by the Planning Commission unless evidence is presented that shows one or more of the standards set forth in City Code cannot be met.

Regarding the physical development of the subject property, the applicant has reviewed the Department Comments found within Attachment G and intends to comply with all applicable provisions of the Zoning Title.

Finding: The proposed use is a conditional use in the CG General Commercial District, which shall be approved by the Planning Commission if compliant with applicable provisions of the Zoning Title.

2. The use is compatible, or with conditions of approval can be made compatible, with surrounding uses;

Analysis: The subject property is a vacant corner lot. The land uses that surround the property are:

Address of Property	Direction from Subject Property	Zoning District	Land Use on Property
422 W 900 South	West	CG General Commercial	Industrial mixed
850 S 400 West	North	CG General Commercial	Multi-family residential
879 S 400 West	East	CG General Commercial	Storage warehouse
370 W 900 South	East	CG General Commercial	Storage warehouse
401 W 900 South	South	CG General Commercial	Industrial
905 S Rio Grande	South	CG General Commercial	Storage warehouse

The proposed two-story structure is approximately 36'-0" tall and is prominently placed on the southeast corner of the parcel. The proposed development will architecturally define the intersection, which is in compliance with urban design objectives of the City. The placement and height of the building—which is 24'-0" less than the maximum building height allowed within the CG District—is also in compliance with a solar easement for 859 photovoltaic panels placed on structures in the adjacent Artspace Solar Gardens development, which was completed in August 2013.

The proposed conditional use—the youth homeless shelter—will serve 30 (or less) clients per day, which volume of activity (i.e. pedestrian and vehicle traffic, noise, etc.) is relatively low in comparison with other land uses permitted in the CG District. Although the proposed hours of the center are 24 hours a day, 7 days a week, there are no general operational restrictions (i.e. hours of operation) for businesses within the CG District. To address anticipated concerns with noise and traffic patterns, the applicant provided a “sample schedule” of daily activities for reference (see Attachment A – Petition).

Finding: The proposed development and use is compatible with surrounding uses.

3. The use is consistent with applicable adopted city planning policies, documents, and master plans; and

Analysis: As stated, only adopted city planning policies, documents, and master plans may be considered. Therefore draft plans such as the *9 Line Corridor Master Plan*, and the *West Salt Lake Master Plan*, are not applicable.

The subject property is within the “South Sub-District” area of *The Gateway Specific Plan*, which plan was adopted by the City Council on August 11, 1998. The South Sub-District is described as follows:

This sub-district could be called the “melting pot” because of its very diverse land uses that range from single family residences to heavy industrial uses all within a few blocks. This is the least defined sub-district. However, with the potential reconfiguration of the 900 South viaduct and with significant changes in the land uses, this area could experience a new life.

Within the *Gateway District: Creating an Urban Neighborhood*, which plan was also adopted by the City

Council on August 11, 1998, the “Proposed Mixed Land Use Patterns” map identifies the northwest corner of 900 South and 400 West as “commercial.” Also on page 26 of this same plan—under the section titled “Social Services”—the following guidelines are given:

Well-managed social services should not be forced to relocate from the Gateway District, but additional steps are needed to deal with the impacts of loitering, crime and littering properties.

Social services must be encouraged to provide the highest quality of service. To address loitering problems, emphasis should be placed on providing spaces where clients can line-up inside rather than on the street for meals. Shelter guests should have places to go when facilities are closed during the day.

Increased activity is the key to addressing these problems. More homes and businesses, increased recreational and community activities at Pioneer Park and other planned public facilities, increased Neighborhood Watch Programs, police presence and perhaps a corps of downtown guides should help address these problems (italics added for emphasis).

Page 21 of *The Gateway Specific Plan* also defines “commercial” as:

...large scale uses such as retail that are part of a center or complex, or special campus-style uses such as a medical center, clinic or neighborhood hospital, law school, training center or other educational facilities, hotels, civic buildings, or an office complex.

On page 33 of *The Gateway Specific Plan* in the sixth chapter, which is entitled “Community Facilities,” the following objective is stated:

Objective 7 Social Services: Develop strategies that will help *integrate social service facilities into the social fabric of the Gateway District.*

There are several social service facilities in the Gateway District that provide aid to the homeless and other individuals with special needs. *Social services agencies provide a valuable service that is needed and with appropriate agency responses, these agencies can be compatible with future development in the Gateway District.* Agencies will need to find ways to deal with the impacts of loitering, crime, and littering on neighboring properties, as well as take an active role in management strategies that improve compatibility between existing and proposed uses and service providers (italics added for emphasis).

Finding: The proposed use is consistent with applicable adopted planning policies, documents, and master plans of the City.

4. The anticipated detrimental effects of a proposed use can be mitigated by the imposition of reasonable conditions.

Analysis: City Code 21A.62.010, entitled Definitions Generally, states the following:

For the purposes of this [zoning] title, certain terms and words are defined and are used in this title in that defined context. Any words in this title not defined in this chapter (21A.62) shall be as defined in "Webster's Collegiate Dictionary."

Whereas the words “mitigated” or “mitigate” are not defined by Title 21A Zoning, the Webster’s Collegiate Dictionary provides the following definition:

mit•i•gate **1:** to cause to become less harsh or hostile: MOLLIFY <aggressiveness may be *mitigated* or ... channeled — Ashley Montagu> **2a:** to make less severe or painful: ALLEVIATE **b:** EXTENUATE *syn* see RELIEVE

Based on the previous definition, the “anticipated detrimental effects of a proposed use” need only be “less harsh” or “less severe”—not neutralized or negated—by the imposition of reasonable conditions in order to meet this standard.

Zoning ordinance section 21A.54.080 B identifies specific items that may determine what constitutes a detrimental effect. In determining a detrimental effect, the following items shall be complied with:

1. This title specifically authorizes the use where it is located;
2. The use is consistent with applicable policies set forth in adopted citywide, community, and small area master plans and future land use maps;
3. The use is well suited to the character of the site, and adjacent uses as shown by an analysis of the intensity, size, and scale of the use compared to existing uses in the surrounding area;
4. The mass, scale, style, design, and architectural detailing of the surrounding structures as they relate to the proposed have been considered;
5. Access points and driveways are designed to minimize grading of natural topography, direct vehicular traffic onto major streets, and not impede traffic flows;
6. The internal circulation system is designed to mitigate adverse impacts on adjacent property from motorized, nonmotorized, and pedestrian traffic;
7. The site is designed to enable access and circulation for pedestrian and bicycles;
8. Access to the site does not unreasonably impact the service level of any abutting or adjacent street;
9. The location and design of off street parking complies with applicable standards of this code;
10. Utility capacity is sufficient to support the use at normal service levels;
11. The use is appropriately screened, buffered, or separated from adjoining dissimilar uses to mitigate potential use conflicts;
12. The use meets city sustainability plans, does not significantly impact the quality of surrounding air and water, encroach into a river or stream, or introduce any hazard or environmental damage to any adjacent property, including cigarette smoke;
13. The hours of operation and delivery of the use are compatible with surrounding uses;
14. Signs and lighting are compatible with, and do not negatively impact surrounding uses; and
15. The proposed use does not undermine preservation of historic resources and structures.

Anticipating public concern, the applicant in partnership with VOA completed extensive research, interviewed knowledgeable professionals, and engaged members of the general public to identify issues and potential mitigation measures. A summary of “perceived risks” and “mitigations” have been provided in Attachment H – Executive Summary of Perceived Risks & Mitigations.

The Planning Division, in connection with all other pertinent Departments and Divisions of the City, has reviewed each of the aforementioned potential “detrimental effects” associated with the proposal (see Attachment G – Department Comments). Whereas the Planning Division has not received comments from pertinent City Departments and Divisions that cannot reasonably be fulfilled—or that warrant denial of the petition—staff finds the proposal is compliant with the aforementioned list (subject to compliance with City Code).

Furthermore, in a decision published on January 15, 2014, by Craig Call, Salt Lake City Appeals Hearing Officer, Mr. Call remanded a decision to deny a conditional use petition and stated the following:

A decision to deny a conditional use is not to be based on whether or not that use is generally desirable. That decision is already made, because if a use is not desirable in the area it is not allowed by the ordinance. If it is allowed, it is deemed appropriate. By including a ... [conditional] use in the zone, the city council has also

stated that the reasonably anticipated negative effects of the use can likely be substantially mitigated in a typical situation in the zone. It is of note that the use is to be allowed if the negative effects can be substantially mitigated, not that those negative effects must be subject to elimination.

Finding: Staff finds that the anticipated detrimental effects of the proposed use can be mitigated by the imposition of reasonable conditions.

Conditions Imposed

The Planning Commission may impose any condition upon a proposed conditional use in order to address any of the factors listed in section 21A.54.080 of the zoning ordinance. The conditions may include:

1. Conditions on the scope of the use; its character, location, hours and methods of operation, architecture, signage, construction, landscaping, access, loading and parking, sanitation, drainage and utilities, fencing and screening, and setbacks; and
2. Conditions needed to mitigate any natural hazards; assure public safety; address environmental impacts; and mitigate dust, fumes, smoke, odor, noise, vibrations; chemicals, toxins, pathogens, gases, heat, light, and radiation.

Analysis: The proposed development and all associated uses—except for the homeless shelter—are permitted within the CG General Commercial District. As described within Attachment A – Petition, and illustrated in Attachment B – Development Plans, the applicant has striven to identify and mitigate potential negative impacts through site planning, architectural design, and operation of the proposed use. Based on this information, staff recommends imposing the following conditions to ensure compliance:

1. Homeless shelter shall be limited to 30 beds for clients who are less than 23 years old;
2. Applicant shall install, manage, and maintain continuous video surveillance of building exterior;
3. Queuing of clients shall be accommodated within principal building;
4. Homeless shelter shall be continuously managed onsite by trained professional staff; and
5. Homeless shelter shall be contained within a building that is constructed, managed, and maintained in compliance with City Code and with Department Comments provided within Attachment G of Planning Commission Staff Report.

Finding: Staff finds that the proposed land use warrants imposition of conditions to (1) limit scope of use, (2) regulate methods of operation, and (3) ensure public safety.

Commission Options

Whether or not the Planning Commission approves the conditional use petition for a youth homeless shelter, because the youth service center is a permitted use within the CG General Commercial District the applicant may precede with construction of the subject property pending compliance with all applicable building and zoning codes. However, if the Planning Commission denies the petition, the applicant may not operate a youth homeless shelter within the center. No other planning related process is required unless a decision of the Planning Commission is appealed.

As stated previously, a proposed conditional use shall be denied if:

1. The proposed use is unlawful; or
2. The reasonably anticipated detrimental effects of the proposed conditional use cannot be substantially mitigated as proposed in the conditional use application or by the imposition of reasonable conditions to achieve compliance with applicable standards set forth in this section.

Based on the analysis, recommendations, and findings identified by staff—which includes comments received from respondent City Department and Divisions—the Planning Division finds that neither of the above situations exists with the proposed conditional use, and recommends the petition be approved with appropriate reasonable conditions.

If the petition is denied, the applicant or any person adversely affected by the final decision may file an appeal to the Appeals Hearing Officer. An appeal shall be made in writing within ten (10) days of the administrative decision by the Planning Commission and shall be filed with the zoning administrator. The appeal shall specify the decision appealed, the alleged error made in connection with the decision being appealed, and the reasons the appellant claims the decision to be in error, including every theory of relief that can be presented in district court.

Potential Motions

The motion recommended by the Planning Division is located on the cover page of this staff report. The recommendation is based on the above analysis. Conditional uses are administrative items that are regulated by State Law as well as City Ordinance. State law *10-9a-507 Conditional Uses* states that “a conditional use shall be approved if reasonable conditions are proposed, or can be imposed, to mitigate the reasonably anticipated detrimental effects of the proposed use in accordance with applicable standards.” If the reasonably anticipated detrimental effects of a proposed conditional use cannot be substantially mitigated by the proposal or the imposition of reasonable conditions to achieve compliance with applicable standards, the conditional use may be denied. If the Planning Commission determines that this is the case, then the Planning Commission must make findings related to specific standards, identify the reasonably anticipated detrimental effects, and find that the detrimental effects cannot be reasonably mitigated. Below is a potential motion that may be used in cases where the Planning Commission determines a conditional use should be denied (modify as needed):

Not Consistent with Staff Recommendation: Based on the testimony, plans presented and the following findings, I move that the Planning Commission deny the conditional use to allow a youth homeless shelter, located at approximately 888 S 400 West. The proposed conditional use will create (list the detrimental effects) which cannot be reasonably mitigated. Therefore, the proposed conditional use is not compliant with the following standards:

1. Compliant with Master Plan and Zoning Ordinance.
2. Compatible with the character of the site, adjacent properties, and existing development within the vicinity of the site where the use will be located.
3. Compatible with the character of the area where the use will be located
4. Will not, under the circumstances of the particular case and any conditions imposed, be detrimental to the health, safety, and general welfare of persons, nor be injurious to property and improvements in the community, existing surrounding uses, buildings, and structures.
5. The proposed conditional use and any associated development shall comply with any other applicable code or ordinance requirement.

The Planning Commission needs only to make findings on the specific standard that is not being complied with.

**Attachment A
Petition**



1 November 2013

Salt Lake City Planning
PO Box 145471
Salt Lake City, UT 84114

To Whom It May Concern:

In seeking consideration of a Conditional Use Permit for a Youth Center with a homeless shelter component in a CG Zone, the following explains the intentions and operation of the facility:

Volunteers of America, Utah intends to locate a Youth Center at 888 South 400 West in Salt Lake City. This facility will replace the Homeless Youth Resource Center that has been in operation since 1999 on State Street.

We envision a two story building where basic needs are met primarily on the first floor and the second floor will offer space for individuals to work toward their goals in the areas of education, employment and housing.

The facility will be operating 24 hours with staff on duty at all times. The overnight shelter will operate with a curfew, expecting all youth staying overnight to be in the building by a certain time which will support the neighboring quiet hours of 10pm. Overnight shelter capacity will be 30 beds housed in a multipurpose room that has an alternate day use. In the morning, the kitchen and dining area on the first floor will facilitate meals for youth with breakfast being offered around 8am. We anticipate between 20 and 40 youth coming inside for meals. In addition to programmed control of lines and loitering, there is sufficient space on the interior to allow for queues and waiting so that the youth will not gather on the exterior of the building.

The facility will be situated on the corner. This will improve lighting in the area and will have many windows so staff can oversee the movement around the building. Cameras will also be installed to contribute to safety and security. The parking lot will be well-lit, with careful consideration of the residents in Artspace Solar Gardens, directly to the north.

The overall purpose of the facility is to assist young people, ages 15 -22, to move forward in their lives with support toward increased incomes and community housing. Older people will be linked to services elsewhere and will not be allowed to linger on the property. Staff will take on the role of protecting homeless youth and providing a safe place for them to be. We anticipate a maximum of 10 staff and 4-6 volunteers (16 people maximum).

All youth will be expected to adhere to rules of conduct while on the property and staff will monitor behavior on a regular basis. Youth will be expected to be engaged in productive group or individual activities in order to remain on the property throughout the day. Collaborative partnerships will provide educational progression, job readiness, life skills and housing linkages.

Youth will be asked to work with us to be good neighbors and we have seen success with this approach at other agency program locations. Staff will teach the value of maintaining good relationships through respectful actions and tell youth to refrain from asking neighbors for things or hanging around neighboring properties.

The project has been discussed with several groups. The purchase agreement for land is with Artspace Development. Artspace is the owner of the two mixed use apartment complexes immediately to the north on the same block including The Solar Gardens and Artspace Commons. Artspace staff and Board of Directors have engaged in multiple conversations with us and are in support of the project. They have asked us to mitigate concerns related to smoking, loitering and peaceful enjoyment of living nearby.

Discussions have taken place with Salt Lake City Development Division as well as Salt Lake City Redevelopment Agency regarding the Fleet Block which is immediately east of the property. They have provided guidance on the conditional use process and have requested thoughtful urban design and careful review of the impact of bringing homeless youth to the area to support successful development of the broader neighborhood.

On Tuesday, Oct. 29th, Volunteers of America held an open house and information night for the residents of both the Solar Gardens and the Artspace Commons apartment complexes to share the project intent and listen to their suggestions and concerns. Architectural schematic drawings were available. The majority of their comments and questions related to noise, increased crowdedness, anticipated movement of homeless youth in and out of the neighborhood, overflow of people onto their complexes for no legitimate purpose, potential increase criminal activity, safety and security. Additional surrounding neighbors attended and expressed concerns about impact on property values. Most individuals expressed compassion for youth experiencing homelessness. Many concerns were mitigated when discussions took place about the relatively small number of youth (40) expected at the facility during peak times and the structure we would put into place to manage the daily routine.

Plans to mitigate the concerns were discussed and suggestions will be integrated into program operations policies and procedures.

The adjacent land uses are illustrated and in Exhibit "A" attached. Photos of the neighborhood are also attached.

Sincerely,

Volunteers of America, Utah
+
MHTN Architects, Inc.

Kathy Bray

VOA UT
President + CEO

Hannah Vaughn

MHTN Architects
Project Manager



MHTN

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Volunteers of America

Volunteers of America

YOUTH CENTER

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PROJECT NO. 2013561

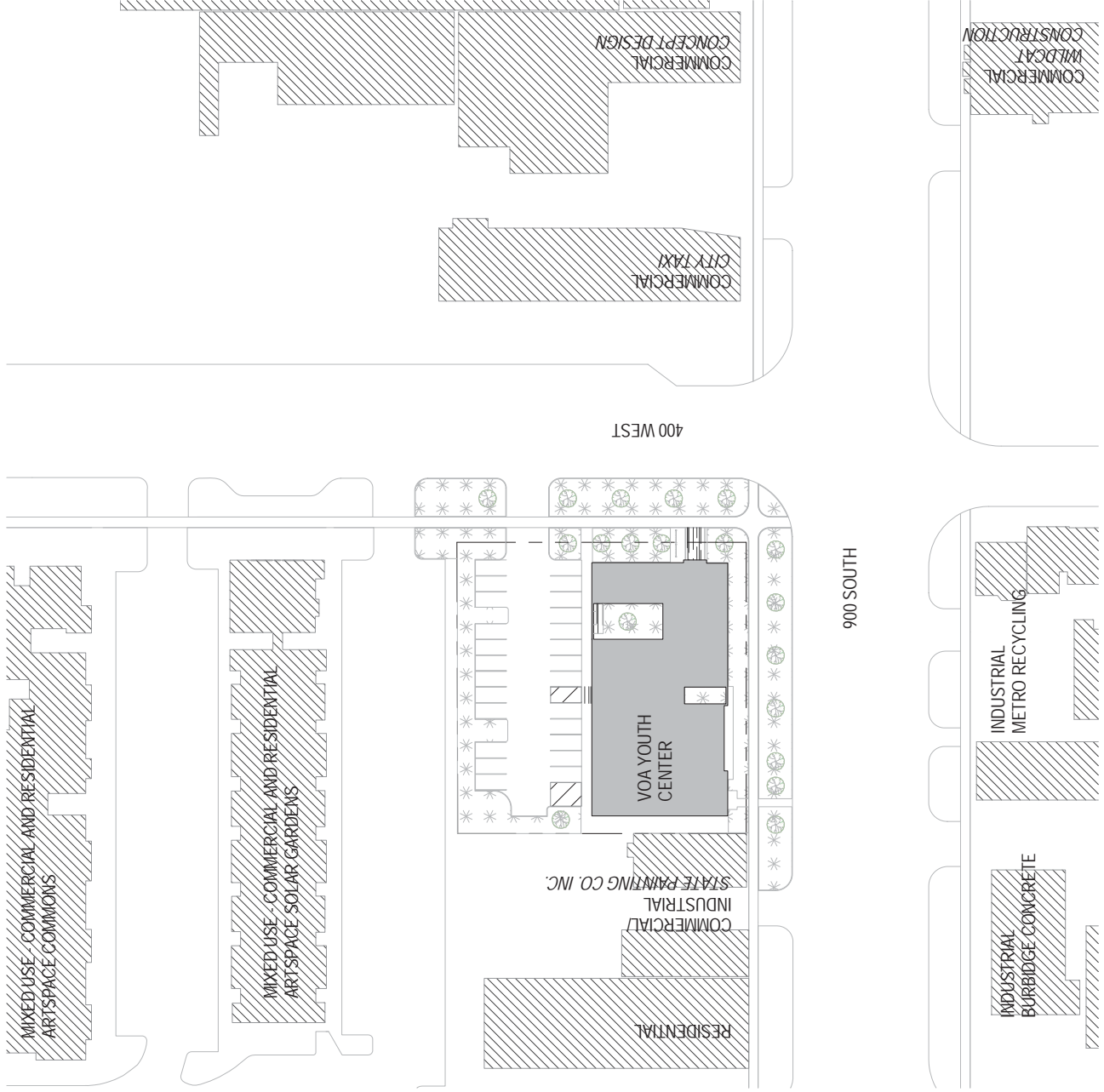
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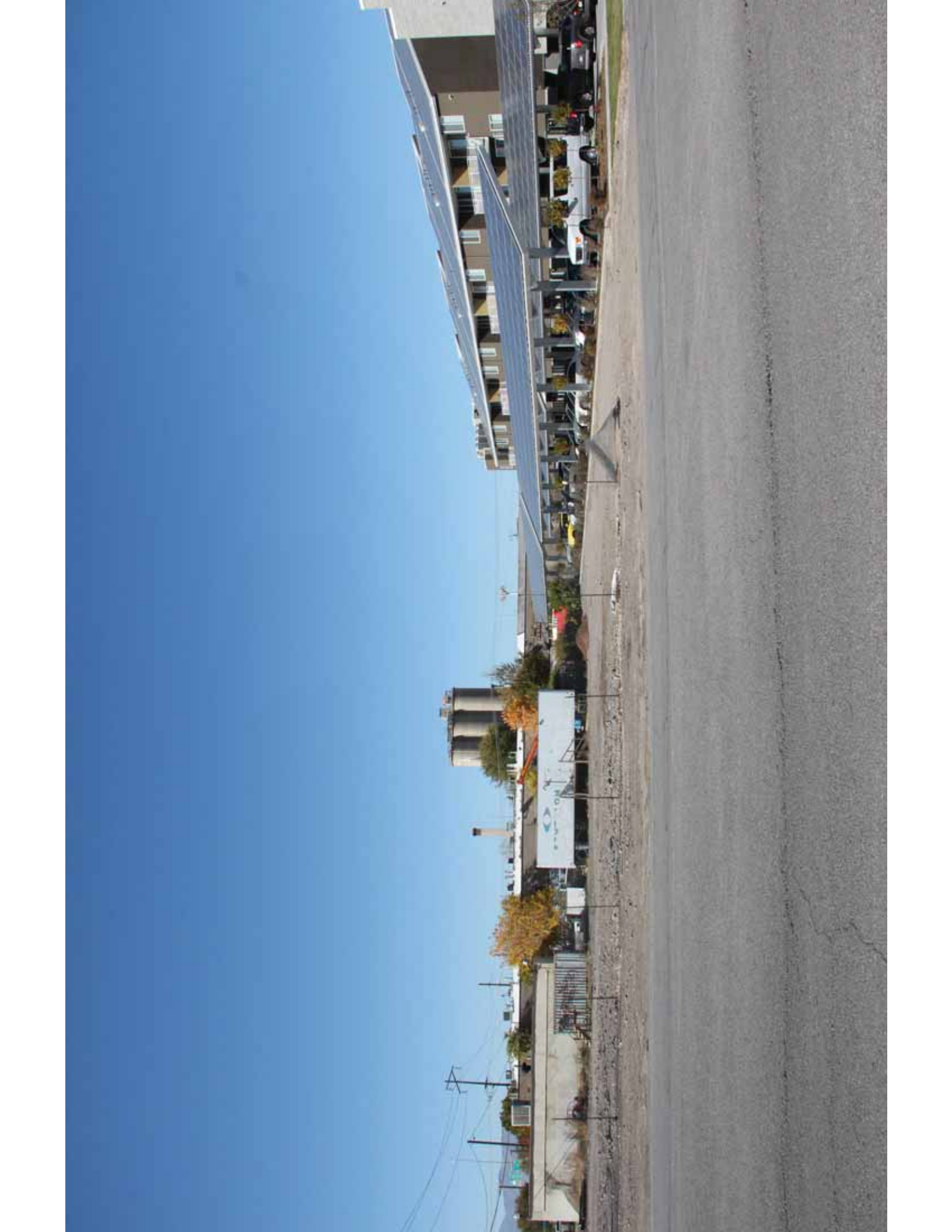
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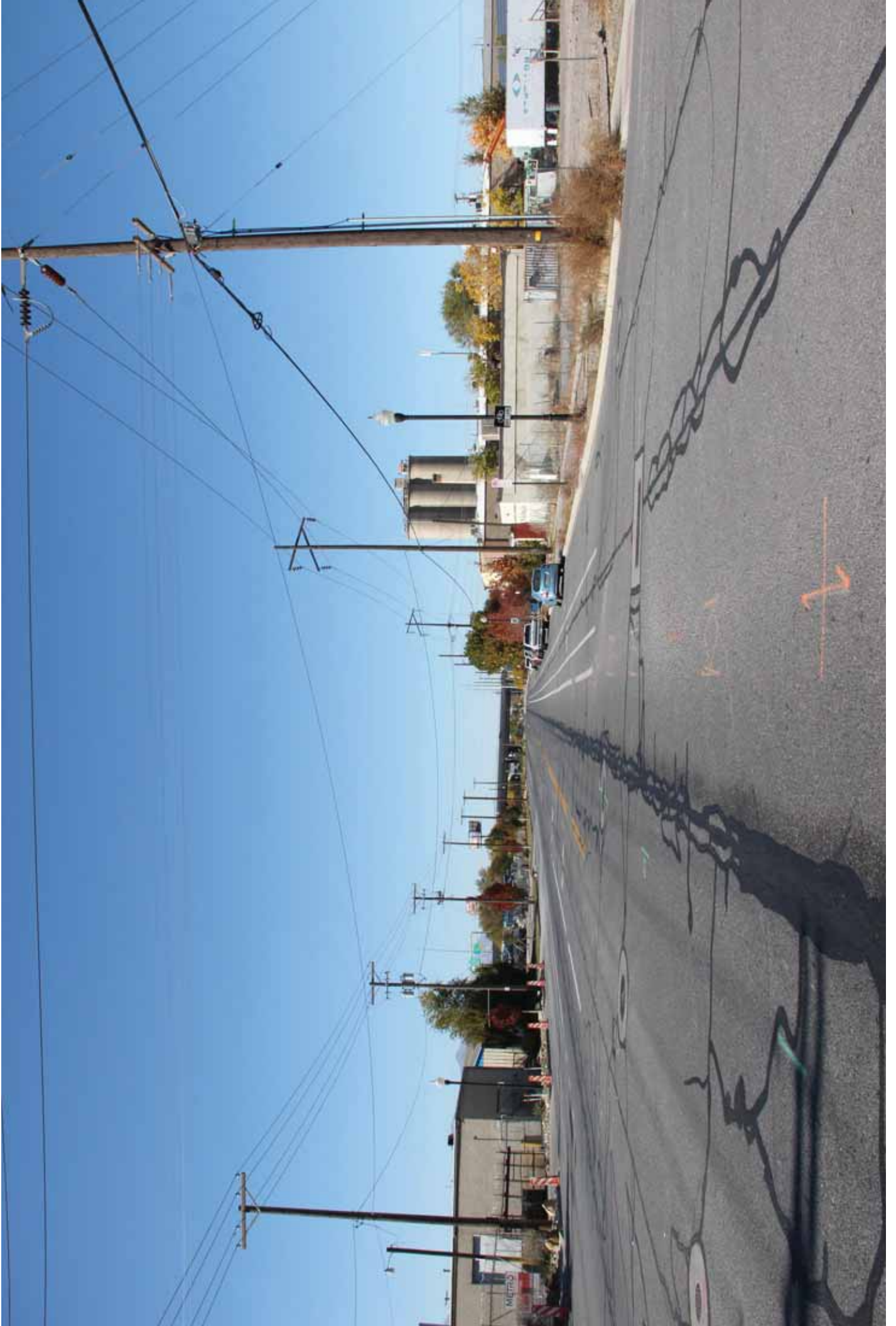
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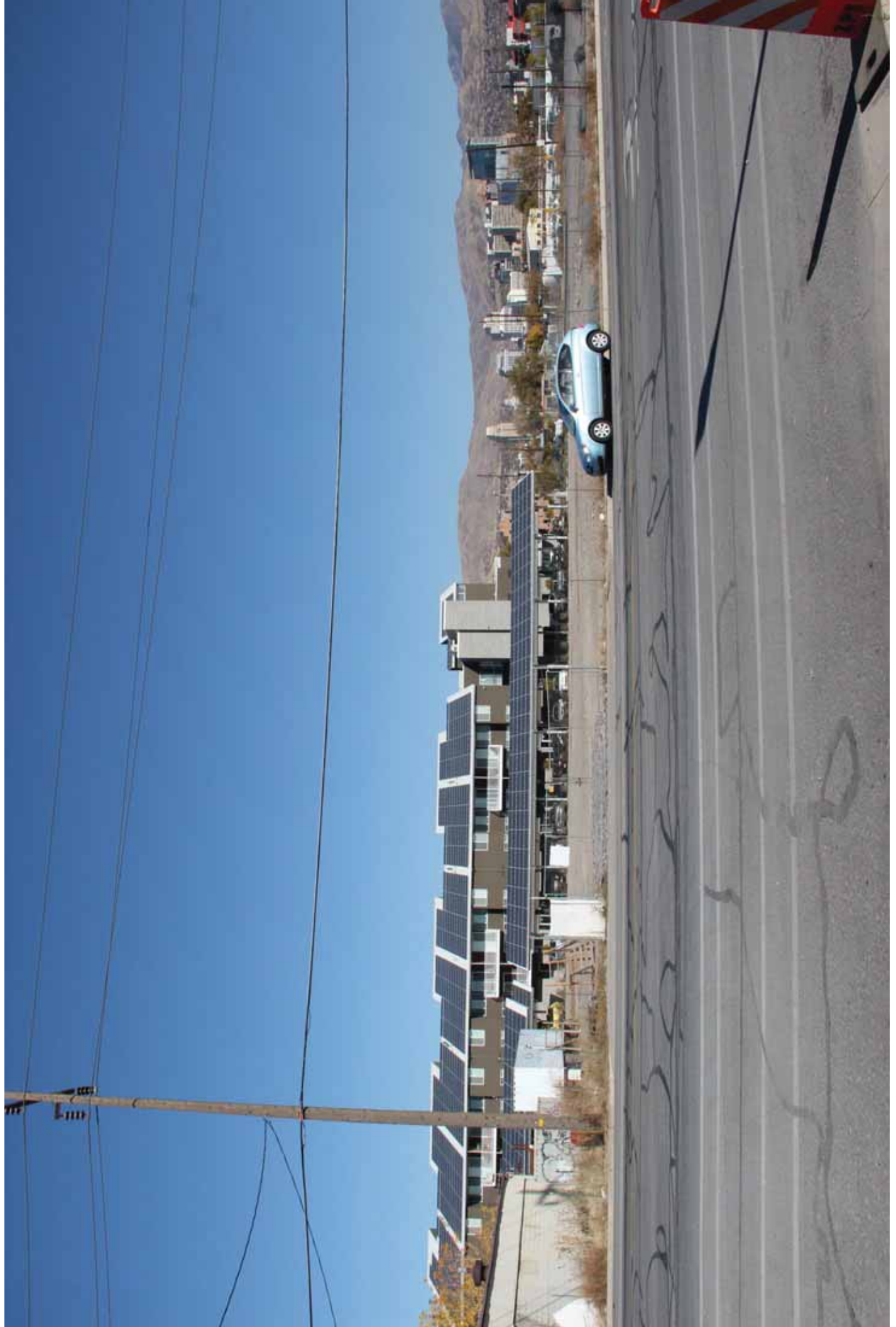
EXHIBIT "A"

















VOA Youth Center

Conditional Use Permit Application Justification + Research

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History and Milestones Related to New Youth Center

1998 VOA asked by Pamela Atkinson to take on operations of existing Youth Drop-In Center

1999 VOA began operating Youth Drop-In Center at 655 S. State which is a leased property

1999 – 2005 VOA focused on meeting basic needs of food, clothes, showers, laundry

2004 VOA added Street Outreach: number of youth served is approximately 400

2006 – 2009 Youth numbers escalated to 800 per year

Case management added: a self-sufficiency focus w/ additional housing options

December 2009

- Salt Lake County Task Force to End Youth Homelessness was formed under Volunteers of America, Utah's leadership
- CBS Evening News did a feature story "Children of the Recession" which included homeless youth in Salt Lake City and services provided by Volunteers of America, Utah

2010

- Task Force actively analyzed gaps in local services for homeless youth
- Summer & Fall 2010 Task Force Research Trips seeking homeless youth best practices

February 2011

- Task Force's Research and Recommendations were published in "Ending Youth Homelessness"
- Presented Task Force Report to the State Homeless Coordinating Committee
- Realtors seek properties for a new Youth Center

March 2011

- State Legislators voted to appropriate \$500,000 for development of a new Youth Center
- Concept drawing completed and fundraising continued

April – July 2011

- Pursued a property; due diligence determined structural and zoning issues

August 2011

- CBRE Realtors work to locate property options within limited D-3 or CG zones close to Salt Lake City with a budget of \$3.5 million for land, building and remodel combined

October 2011

- Started touring potential sites with CBRE

April 2012

- CBRE Report to Volunteers of America, Utah's Executive Finance Committee of the Board of Directors regarding the narrowed search
- 13 potential sites visited to date, including land at 900 South 400 West

June 2012

- \$250,000 pledged to the project by a local foundation, totaling \$750,000 raised to date

November 2012

- 3 potential properties evaluated by VOA Board of Directors

January 2013

- VOA Board approved pursuit of purchase agreement with Artspace Development Corp

February 2013

- \$300,000 pledged to the project by a regional foundation, totaling \$1,050,000 raised to date

May 2013

- Purchase Agreement for Land finalized with Artspace Development

August 2013

- Hired MHTN Architects to design 20,000 square foot facility
- Visioning sessions with MHTN and youth, staff, community conducted

September 2013

- Meetings with City community development, urban planners, Redevelopment Agency, Planning Division for project input and to learn about related City requirements

October 2013

- Held open house community meeting for Artspace residents & some community neighbors; Matt Dahl from the RDA also attended

November 2013

- Submitted Conditional Use Application to Salt Lake City
- \$500,000 pledged to the project by a local foundation, totaling \$1,620,000 raised to date

December 2013

- Ballpark Community Council project presentation; unanimous vote to support project
- Meetings held with nearby business owners and community members

January 2014

- Set second meeting with Artspace residents and community members



UTAH

Volunteers of America is a national, non-profit, faith-based organization providing local human service programs and opportunities for individual and community involvement. The organization was founded in 1896 and is currently serving over 2 million people nationally throughout 44 states. In Utah, we serve more than 11,000 individuals annually throughout 7 counties statewide. We employ more than 150 paid staff, have an operating budget of over \$7 Million, and work with over 1,000 volunteers annually.

Mission

Volunteers of America, Utah is a ministry of service organized to reach out and uplift those in need and to provide opportunities to experience the joy of serving others.

Vision

To go where we are needed most and do what most needs doing; to seek out the needy and minister to their needs; to help those who cannot yet help themselves; to embrace and include the excluded and outcast; and to do these things with faith in God and humankind.

We provide the following programs:

Homelessness:

- Homeless Outreach Program
- Street Outreach to Homeless Youth
- Homeless Youth Resource Center
- Transition Home
- Housing Case Management
- Chronically Homeless Case Management

Substance Abuse:

- Adult Detoxification Facility
- The Center for Women & Children
- Treatment for Adults & Adolescents
- Day Treatment Program
- Prevention (Elementary & Middle School Programs)

Domestic Violence:

- Counseling for Victims and Perpetrators

Senior Services:

- Retired Senior Volunteer Program (Davis, Tooele, and Emery Counties)
- Foster Grandparent Program (Tooele, Emery, Carbon, Grand, and San Juan Counties)

Volunteer Opportunities:

- Salt Lake County Program Volunteers



Visit us online: www.voaut.org

Safety, Stability, Empowerment...

Homeless Youth Resource Center

Pictures



Youth and staff members take a group photo for the 2010 holiday season.



Street Outreach Team



Advocating and creating awareness within the community.



Lunch time at the center.



Youth at the center are provided a safe environment and are able to receive basic items.



Youth leave the center in search of shelter for the night due to limited hours of operation.



Community leaders, former Gov. Huntsman, Mayor Corroon and homeless advocate, Pamela Atkinson show their support for the youth center.



A youth looks through donated clothes at the center.



Youths eat a hot meal around the only dining table available.



Staff members and community leaders visit the center to listen as former Gov. Huntsman talks on homelessness.



The center offers youths a place to do laundry and take a shower.

Ending Youth

Homelessness

Salt Lake County Task Force
to End Youth Homelessness

February 2011

■ They deserve a safe place
of their own!



Executive Summary

Ending Youth Homelessness

A Report from the Salt Lake County Task Force to End Youth Homelessness

Homeless youth are those ages 15 to 22, who are unaccompanied by their families and lack stable housing. They live on the street, in shelters, in places not meant for human habitation, and precariously housed with friends or acquaintances.

Purpose

The Salt Lake County Task Force to End Youth Homelessness was formed in December 2009 to bring experienced and concerned community stakeholders together to create a plan to end youth homelessness in Salt Lake County.

Members of the Task Force include representatives of state and local governments, school districts, faith-based groups, nonprofit social service organizations and concerned citizens.

Goals and Objectives

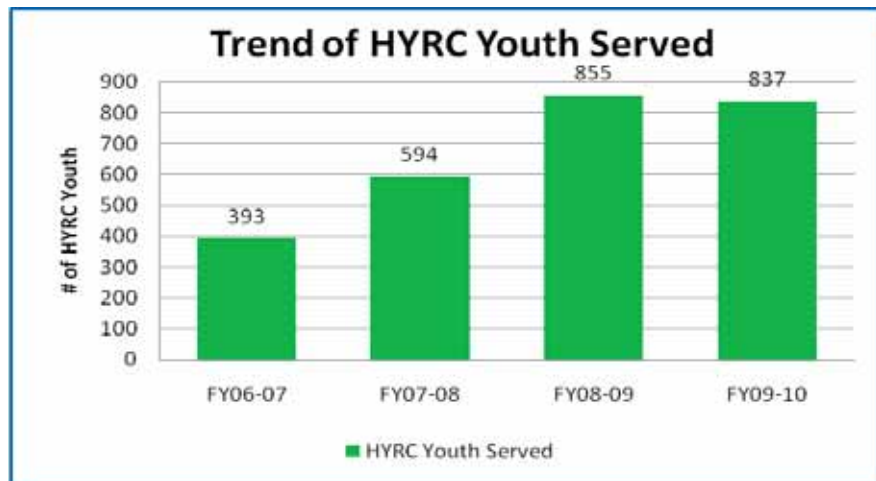
1. Gain a clear understanding of the scope of youth homelessness in Salt Lake County.
2. Understand the needs of youth experiencing homelessness.
3. Research best practices in other communities.
4. Identify potential resources to expand existing services and/or establish new services.
5. Produce a plan to end youth homelessness which addresses gaps in prevention, emergency services and housing.
6. Create better collaborative systems to address the problems related to youth homelessness.

The goal of the Salt Lake County Homeless Task Force is to end youth homelessness in Salt Lake County. The group studied the problem through research, site visits and a survey. It concluded the number of youth experiencing homelessness is growing, and that prevention measures, services, and housing are inadequate. To deal with the issue the community needs housing, and education and employment programs specifically designed to meet the needs of homeless youth. In addition the youth must have access to affordable health care, counseling and case management.

The Problem

According to 2009 Department of Housing and Urban Development (HUD) estimates, on any given night in the United States, as many as 1,558,917 people are homeless. Unaccompanied youth make up 2.2 percent of those in shelters, but this number does not include youth living on the streets or other public places, abandoned buildings, or in the homes of friends or acquaintances. It's estimated the actual number of young people experiencing homelessness nationally is well over 110,000 on any given night.

Locally the number of homeless youth is rising rapidly. On any given night in Salt Lake County it is estimated there are 500 youth between the ages of 15 and 22 who are homeless, although service providers indicate a more thorough assessment is needed to more accurately reflect the number of



homeless youth. The Volunteers of America, Utah (VOA) Homeless Drop-in Center saw 855 unduplicated youth seeking aid in FY 2008-09 when funding was available to be open two additional days of services a week. In 2010, when the previous days and times of operation resumed, the number served was 837.

"Homeless youth begin sexual activity at an earlier age (median, 12 vs. 13 years for homeless vs. school-based youth), were less likely to have used birth control at their first sexual experience, and were twice as likely to have ever been pregnant. Same sex activities (boys only), multiple sex partners in the past 30 days, depression, and substance use behaviors were reported more often by the homeless sample. The homeless youth were twice as likely to have visited an emergency department in the past 12 months. After adjustment for other risk factors, homelessness was an independent predictor of depression, emergency department use in the past 12 months, and history of pregnancy."

NIH

Both permanent and transitional housing for youth is limited. As of June 2010 in Salt Lake County, there were 41 transitional housing slots for homeless youth. There were no emergency shelter beds nor permanent housing units designated for homeless youth at that time. There are 24 beds available through the Salt Lake County Youth Services, which are primarily used by youth who are not homeless and often placed there by law enforcement and/or family or legal guardian. Stays in the crisis unit are limited to 21 days and youth leave with a housing placement arranged prior to discharge.

The Task Force estimates Salt Lake County needs 50 additional emergency service beds, 150 additional transitional housing beds, and 300 permanent housing beds to meet the immediate needs of the homeless youth.

Supportive services for homeless youth are also limited, and access to community services for this population is difficult. Although some education, employment, health, mental health and substance abuse treatment services exist in our community barriers, such as mistrust of authority, isolation or lack of transportation, prevent the youth from connecting with those services.

Research indicates homeless youth suffer from high rates of respiratory and skin infections, gastrointestinal problems, malnutrition, depression, suicidal ideation, trauma, substance abuse and HIV/AIDS and other sexually transmitted diseases, Youth on the street are at extreme risk of victimization and they utilize emergency services at a higher rate than the general youth population.

Causes

Homelessness is triggered by both short-term and long-term crisis. The group is diverse and includes runaways, throwaways (those discarded by their families), street entrenched, gang involvement, drugs and alcohol, and those who are part of homeless families.

In a Volunteers of America Utah, survey, seventy-five percent of all homeless youth indicated they had experienced physical and/or sexual abuse. A significant number of gay, lesbian, bisexual, transgender, or questioning youth (GLBTQ) leave to find an environment less traumatic and more accepting than what they experience at home. Forty-one percent of the youth report they identify as GLBTQ. Nationally 12 to 36 percent of youth transitioning from foster care experience homelessness; 25 percent of all homeless youth report having aged out of foster care.

Risk factors include emotional abuse, physical abuse, sexual abuse, emotional neglect, domestic violence, household substance abuse, household mental illness, parental separation or divorce and incarcerated household members. Often the young people experience more than one of these factors in their homes. The recent rise in the number of youth experiencing homelessness can be at least partially attributed to the current economic climate. As financial stressors increase in families so does the likelihood for conflict and violence to occur. As well, many youth who are old enough to obtain employment are told to find a job, and if they are unable to, are asked to leave their home.

Education and employment are essential if homeless youth are to reclaim their lives.

Survival and Potential Long-Term Outcomes

Street-living youth become involved in high-risk survival behaviors to meet their basic needs. These include prostitution, pimping, pornography, panhandling, theft, selling stolen goods, mugging, dealing drugs, or conning others for goods. However, about one-third are legitimately employed.

Homeless youth often have limited service interactions outside of frequenting local drop-in centers for food, clothing and showers. Their distrust of adults and institutions, transient nature, low self-esteem and concern for daily survival, combined with high-risk behaviors, create a population at risk of physical and mental illnesses, as well as social isolation and marginalization.

Homeless youth have limited formal job skills, and low literacy and educational levels. This means that as adults they are at higher risk of chronic or long-term episodic homelessness, unemployment, poor educational outcomes, health issues, early parenthood, long-term dependency on public assistance, substance abuse and increased rates of arrest. (HHS)

Task Force Actions

The Task Force focused on three areas of youth homelessness:

- ❖ **Prevention/discharge planning:** Determine the best methods of preventing youth from becoming homeless, with specific emphasis on those aging out of foster care and the Juvenile Justice System.
- ❖ **Emergency services:** Provide effective and efficient crisis intervention and care in dealing with the physical, emotional and mental health needs of homeless youth.
- ❖ **Housing:** Establish the most successful types of emergency, transitional and permanent housing for youth, and explore methods of providing adequate facility numbers of each.

Methodology

- ❖ Monthly meetings and discussions to determine gaps in services and existing best practices.
- ❖ The Task Force consulted information and research provided by individual members and agencies represented on the task force, the Utah Department of Human Services, HUD, and the State Homeless Coordinating Council.
- ❖ Task force members traveled to other communities to study best practices and investigate how they might be implemented in Salt Lake City.
- ❖ In January 2011, a survey of homeless youth service providers and other Task Force members was conducted.

Initial Findings

1. Prevention and Discharge Planning

➤ Existing Services include:

- VOA Homeless Youth Resource Center
- Pride Center Tolerant Intelligent Network of Teens
- School District Homeless Liaisons
- DCFS/TALNET
- Juvenile Justice System Youth Visions: works with youth before they are released to help them find housing
- Salt Lake County Youth Services

➤ Gaps/Needed Services include:

- Shortage of resources which work with families to reduce the forces driving youth homelessness.
- Youth aging out of custody (DCFS Foster Care, Juvenile Justice System) do not have an adequate safety net or skills necessary to assist with transition to adult responsibilities.
- Few programs deal with the needs specific to LGBTQ youth.
- Better developed outreach to sub-populations of homeless youth (i.e. those at risk for sex trafficking and prostitution).

2. Emergency Services

➤ Existing Services

- VOA Homeless Youth Resource Center/Street Outreach Program
- Pride Center Tolerant Intelligent Network of Teens
- Church Programs (Sacred Light)
- Salt Lake County Youth Service
- VOA Employment Specialists work with youth to help them become employed and rent in the private sector

➤ Gaps/Needed Services

- There is no emergency shelter specifically for youth.
- Hours of operation at facilities which do exist are limited.
- Physical space is limited at facilities.
- Resources (trained personnel) to provide long-term individualized services are limited.
- There is no current shared database and information system.
- There are no programs training first responders (EMS, police) on how to work with homeless youth.
- There is a serious lack of grooming facilities (showers, toilets, hygiene facilities, laundry) for homeless youth.

3. Supportive Housing

➤ Existing Services

- Vouchers and other housing funding sources
 - FUP: Section 8: 10-20 available for youth
 - HARP: Housing Assistance Rental Program, 8 vouchers (case management required)
 - HPRP : Rapid Re-Housing through The Road Home for families (w/ supportive services)
- Palmer Court: four set-aside apartments serving up to eight youth
- Good Shepherd Lutheran Church Youth Mentor Project: five bed transitional home for boys (w/ supportive services)
- Milestone II: six bed transitional housing for girls(established after the start of the Task Force)
- VOA Transitional Home: Women 16-19: seven bed transitional home (w/ case management)

➤ Gaps/Needed Services

- There are no permanent supportive housing options specifically for youth in our community.
- Need more housing case management if housing resources for youth increase, along with the funding to support case management and supportive services.
- Need more supportive services (employment counseling, mental health services, educational opportunities and health care) to complement housing resources for youth.

Site Visits

Members of the task force visited homeless youth facilities in Minneapolis, Washington D.C., Seattle and San Francisco.

❖ General findings:

- Salt Lake is doing better than expected in service delivery (i.e. not as far behind as feared).
- The mood of facilities from the attitude of the greeters to the professional staff is very important in providing a welcoming atmosphere for clients and others.
- State laws with regard to unions, emancipation, and/or age of consent dramatically impact the success of programs serving homeless youth.
- Proper training for and use of volunteers is important.

❖ Specific Findings:

- Most agency housing units were eight to 20 units per site. This was smaller than expected, however the agencies report the small facilities are effective and manageable.
- Agencies made good use of unused spaces in the community, i.e, community centers and churches.
- Successful agencies value research and evaluation.
- Successful agencies put an emphasis on education and employment.
- Quality of service is more important than number of youth served.
- Youth respond positively to directed time and purposeful activities.
- Facility design is important in creating positive atmosphere.
- Strong programming is essential and must meet the needs of the individual clients.
- Successful agencies provide continued support to youth transitioning out of homelessness.
- Agencies focus more on transitional and permanent housing than emergency housing, recognizing however, that emergency housing is essential. Youth moved rapidly from emergency shelter to transitional and permanent housing promotes successful change.
- Salt Lake's homeless youth population demographics are in many ways similar to larger cities.
- Peer mentoring and support is an important aspect of programming.
- Services for youth in general work well, not just the homeless (i.e. integration)
- Programs targeting specific segments of the homeless youth population (i.e. LGBTQ, undocumented, sex trafficked/prostituted youth) promote success
- Prevention services should include:
 - Reuniting runaways quickly with families before they have time to become entrenched in the homeless sub-culture.
 - Improvements in the foster care age-out process.
 - Specific programs for LGBTQ youth, along with continued outreach to families, DCFS and other community support groups.

- Salt Lake has serious gaps in services and facilities which include:
 - Lack of appropriate housing
 - Lack of adequate space for programs
 - Connections in the community with educational institutions and employers
 - Coordinated services which offer systematic, consistent and sustainable programs
 - Access to substance abuse and mental health care
 - Lack of community understanding regarding the intensity of the services needed by the homeless youth population
 - Consistent, reliable reporting on status of homeless youth and outcomes.

Obstacles to successful solutions

- NIMBY: Communities are often reluctant to allow supportive housing in their neighborhoods. Any plan to build facilities will require a great deal of education and community involvement.
- Lack of employment opportunities for youth: Not only are employers reluctant to hire homeless youth, the youth themselves are unprepared. They have few job skills and lack an understanding of basic work ethics.
- Lack of educational competency in youth: Many homeless youth dropped out of school and had negative experiences either academically and/or personally when they did attend.
- Youth's mistrust of adults and institutional settings: Their personal experiences have left them with little reason to trust authority figures or the institutions most of us take for granted. Without this trust, they are unable to form appropriate relationships or take the steps necessary to improve their lives.
- Lack of adequate funding for housing and programs.

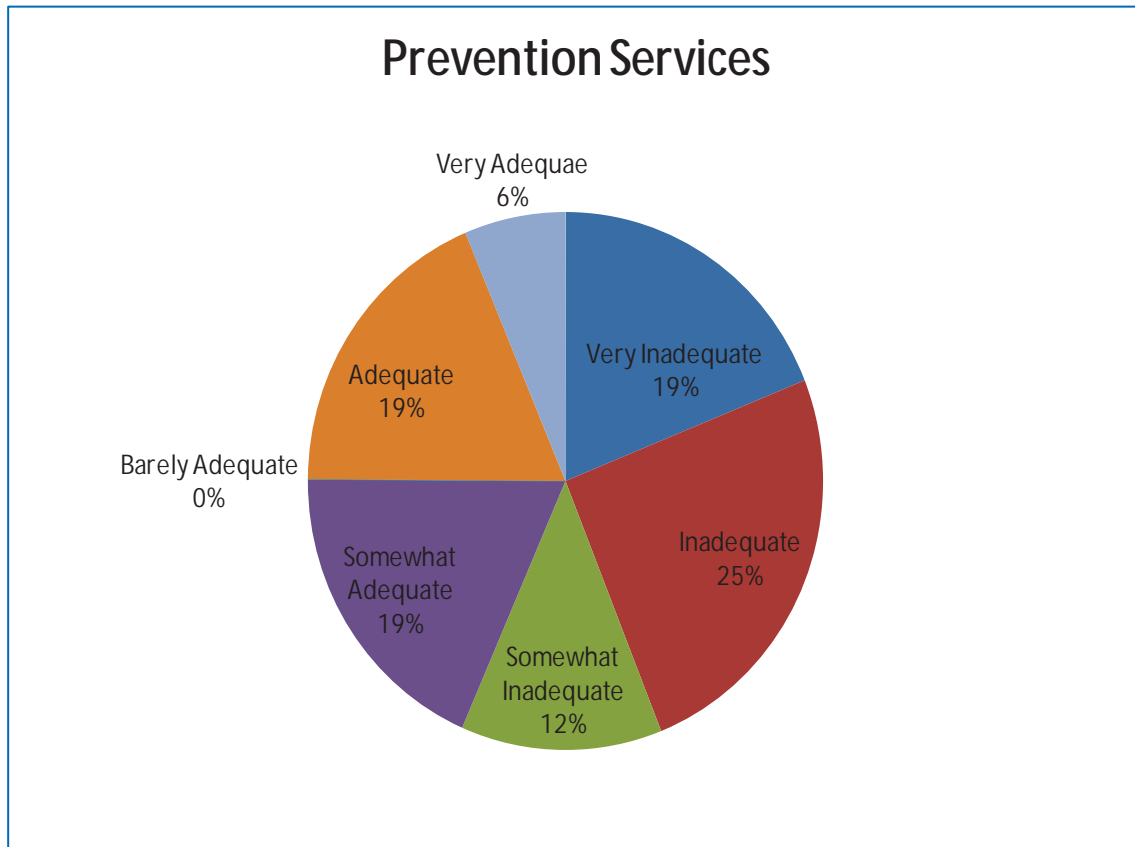
Alert!

- U.S. born youth are being trafficked into Utah for prostitution and drug activity.
- Social media plays a role for both good and ill for homeless youth.

Survey

The survey was conducted in January of 2011 and was conducted through *Survey Monkey*, an internet survey program. The questionnaire was sent to homeless youth service providers and Task Force Members in the Salt Lake County area. There were 16 respondents.

1. The first question dealt with existing prevention services. Over half (56.3%) of those responding found prevention services very inadequate, somewhat inadequate or inadequate.



✘ Comments

"The major gap is funding and awareness."

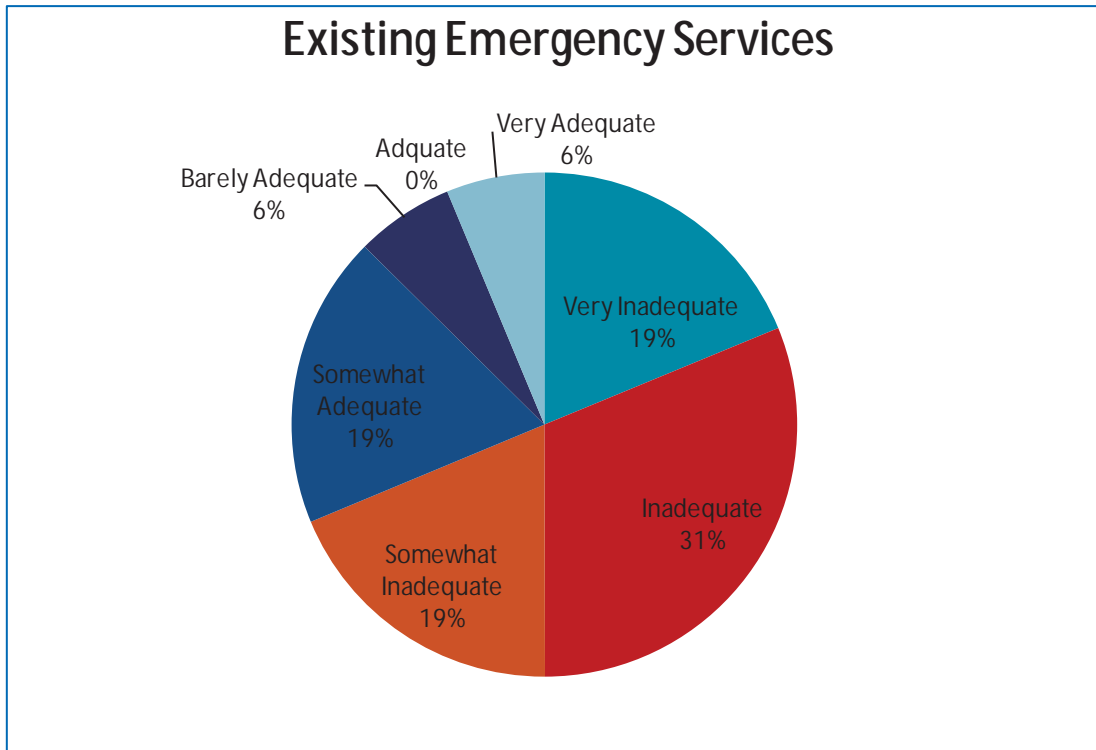
"Quick resource information for youth—one-stop shopping or website information."

"Shelter for both single/non-parent boys and girls."

"A continuum of services available through one point of access for youth—a safe place to stay while looking for employment or hooking up with services to empower them to be able to work."

"Shelter. Rights for agencies to deliver housing or other prevention services if kids are still minor."

2. Group two asked respondents to evaluate existing emergency services. Nearly 70% deemed existing emergency services to be very inadequate, inadequate or somewhat inadequate.



✘ Comments

"We need youth apartments, more youth shelters and more access to services in general."

"Emergency housing. Information and referral for specific support issues."

"Very limited resources that assist youth in getting their needs met and moving them to more permanent housing."

"Need full service shelter with more capacity, transitional housing, permanent supportive housing and more street outreach."

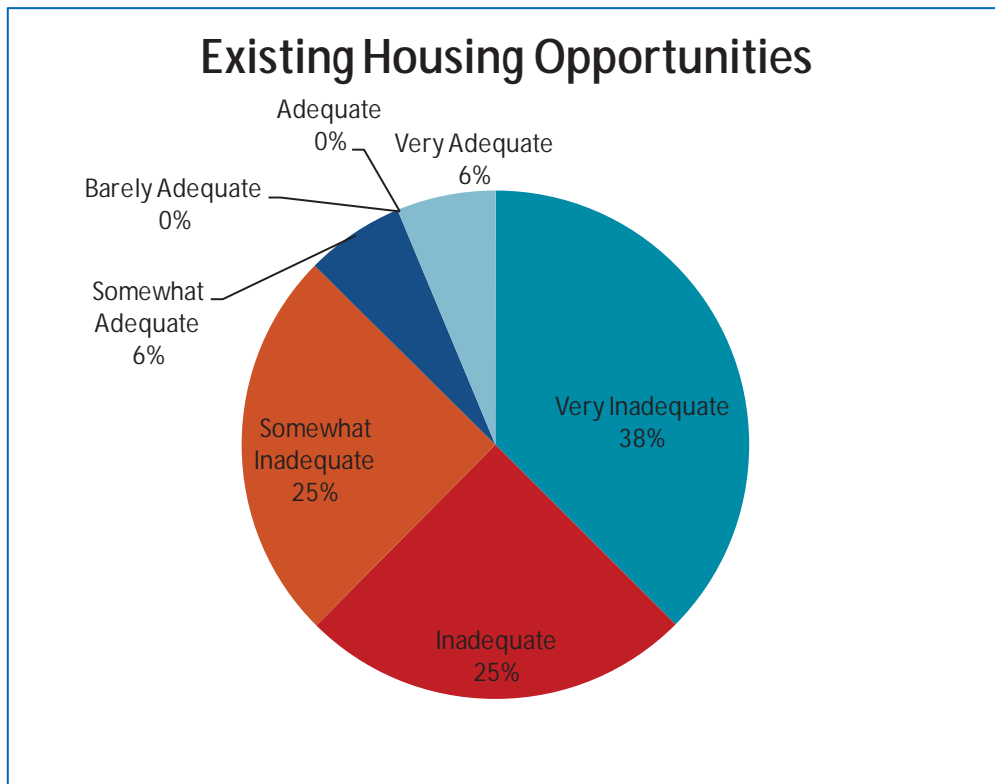
"Not enough funding, resources, legislation and support from the community. Not a clear understanding of what the youth are going through. The community doesn't know exactly how to help out."

"Need youth shelter, better care for kids ageing out of foster care, LGBT parental foster homes."

"They aren't youth friendly. Too many restrictions, too much paper work, etc. We need to go to them. If we are not able to access the youth who need services through the typical mainstream ways, we need to get creative and get them the services."

"Legal emancipation, obtaining ID documents, WFS services, healthcare, mental health care and housing."

3. The third set of questions dealt with housing. Overwhelmingly (87.5%) the respondents agree that Salt Lake lacks housing opportunities for the homeless youth.



✘ Comments

"Just need more options for homeless youth housing."

"There is so little opportunity; it is in itself a gap."

"Resources are so limited and the need so great."

"Money and outreach."

"Funding for subsidies and case management using existing housing stock. Some small apartment complexes focused on youth. More permanent supportive housing as well as transitional subsidies."

"We take them to VOA. They help, but the VOA is swamped and needs an actual overnight shelter."

"Youth shelter, host home program, allow LGBT Families to adopt and foster."

"An array of options depending on temperament, personality, and situation of youth."

"We need housing that supports those who are not yet of legal age."

"More shelter for girls, some/any shelter for boys."

"Immediate room and board housing situations, shared apartment, scattered low-income housing."

"Housing for the specific group of youth aged 16-21, with appropriate supportive services."

"Kids that transition out of foster care and have no safety net to catch them."

4. Respondents were also asked to name any projects to aid youth experiences homelessness, which are currently available or "in the works."

"The VOA project."

"I don't know."

"The County is providing some limited overnight shelter assistance, but it is limited, not easily accessible, and inadequate capacity to meet the need."

"Operation Shine America 2011 Projects."

"Community Awareness Training: We are currently working with DCFS, law enforcement, emergency rooms, community organizations, churches, universities, high schools and community groups."

"Youth Ambassador Program. We mentor homeless youth on how to advocate for themselves, how to advocate for their community, how to mentor other youth, and how to raise awareness on the homeless youth epidemic."

"OSA's annual national campaign to raise awareness of homeless youth. Operation Shine American 2011 Our Time to Shine, National Sky Lantern Event March 20th."

"The County Housing Authority's support of the Youth Mentor Project's housing trial seems to be a good public-private partnership addressing this pressing issue."

"Youth shelter."

"Bud Bailey Apartments will house a handful of youth aging out of foster care."

"VOA shelter for boys."

"Salt Lake County Youth Homeless Project—collaboration with community partners to create options for youth exiting DCFS and JJS custody to prevent homelessness."

Recommendations and Plan

After studying the data, members of the task force compiled a list of initial recommendations, namely to:

- Increase emergency, transitional and permanent supportive housing options
- Expand access to affordable housing
- Increase access to education and employment opportunities
- Create improved processes to successfully bridge youth from state custody into the community to prevent homelessness
- Continue providing training and materials regarding LGBTQ youth in order to create supportive environments to prevent homelessness
- Expand government and private partnerships
- Establish sustainable operating funds
- Improve data collection and analysis

These recommendations will be addressed in a five-year plan to end youth homelessness in Salt Lake County. The plan will address the goals for expanding prevention efforts, emergency services and supportive housing, and outline their implementation. Appropriate Utah State and Salt Lake County entities, along with Salt Lake County Social Service Providers will oversee completion of the Five-Year Plan.

Task Force Members

Canyons School District	Sacred Light of Christ Church, Salt Lake City
Catholic Community Services	Salt Lake County
Community Foundation of Utah	Salt Lake County Youth Services
Crusade for the Homeless	Salt Lake Tribune
State Division of Child and Family Services	State Community Services Office
State Department of Housing and Community Development	Salt Lake County Youth Government
State Division of Workforce Services	Salt Lake City School District
Family Promise of Salt Lake	Salt Lake Community College
Granite School District	The Road Home
Housing Authority of the County of Salt Lake	U. S. Census Bureau
Housing Authority of Salt Lake	Utah Pride Center
State Division of Services for People with Disabilities	Utah Youth Mentor Project
State Office of Housing and Urban Development	Valley Mental Health
State Juvenile Justice Services	Volunteers of America
Maggie St. Claire	West Valley City Housing Authority
Operation Shine	YWCA

Addendum

This chart provides the 2010 housing inventory for homeless youth and a draft of units which would become part of the Five-Year Plan to End Youth Homelessness.

Housing Inventory Chart for Homeless Youth

6/30/10

Type of Housing	Organization Name	Program Name	Target Gender /Age	# of units or beds	Rental Subsidy	Services by	Apply through
TH Group home	Volunteers of America, Utah	Transition Home	Females 16 - 19	7 rooms 7 people	No set rent; HHS funded	VOA	VOA
TH Community Living	Good Shepherd Lutheran Church, Sandy	Milestones Pilot Project	Males 18 - 22 Foster Care	5 rooms 5 people	Salt Lake County HARP; \$50.00 minimum; progressive scale	Utah Mentor Project	DCFS
TH	SL City HA	Family Unification Program (FUP) to Section 8	F or M 18 + Foster care; have had DCFS involved	5 - 10 vouchers	SL City HA	Not Required; linked to community services	TALnet
TH	SL County HA	FUP to Section 8	F or M 18 + Foster care; have had DCFS involved	5 - 10 vouchers	SL County HA	Not Required; linked to community services	TALnet
TH	Salt Lake County	Housing Assistance Rental Project (HARP)	F or M 18+	9 vouchers	Salt Lake County; processed by County HA	VOA	County HA
Options Not Specific to Homeless Youth							
ES	Salt Lake County Youth Services	Crisis Unit Up to 21 days	F or M minors	24	No set rent; HHS and County funded	Youth Services	Youth Services

Executive Summary
Volunteers of America – Drop-In Center
April 24, 2012

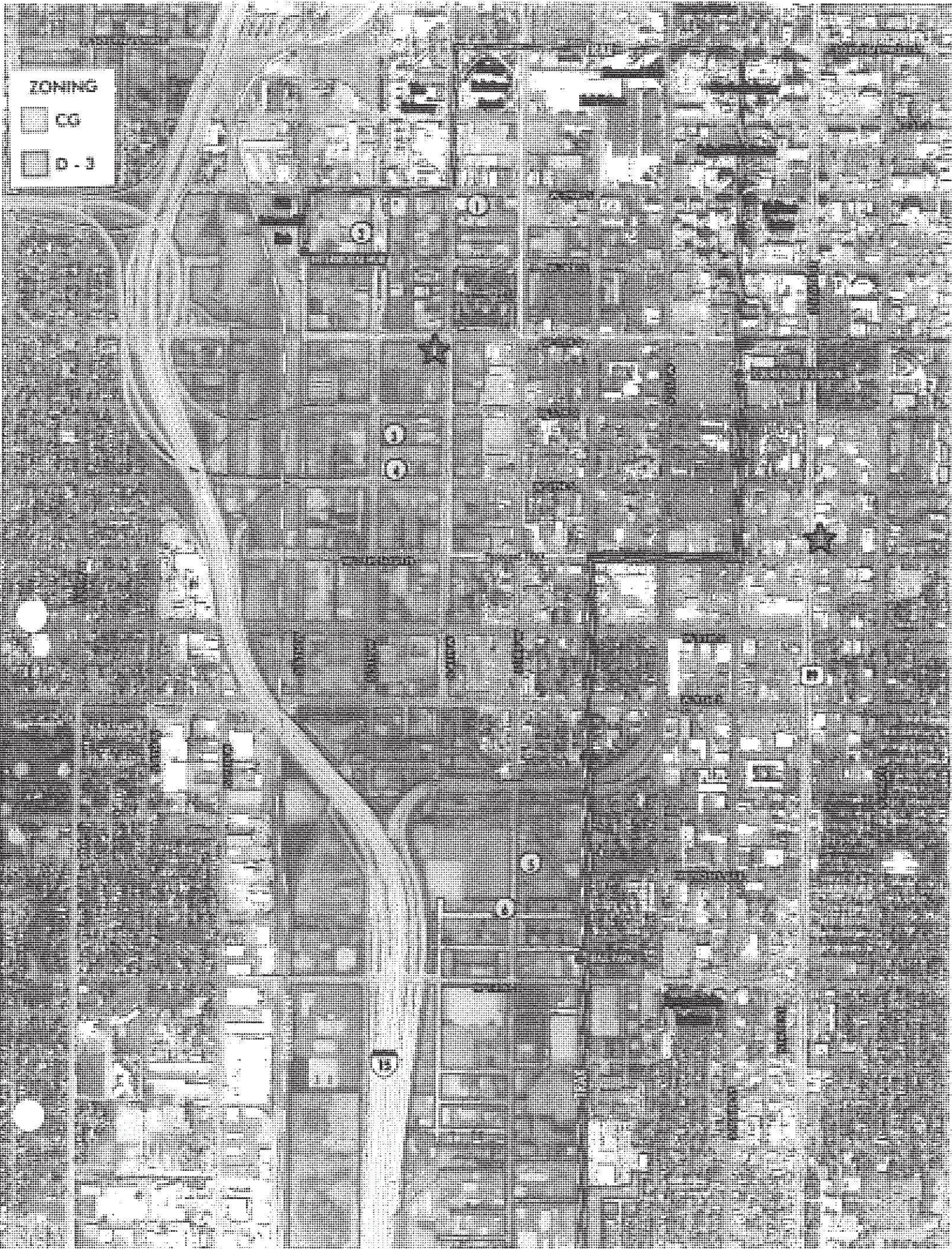
On two separate occasions (October 2011 and February 2012) we have conducted searches of available properties that could be suitable for the Drop-In Center. Our strategy for the searches is as follows:

1. Conducted the searches of all available properties for sale (less than \$3,500,000) within the following borders:
 - a. Northern Boundary: South Temple
 - b. Southern Boundary: 3900 South
 - c. Western Boundary: 600 West
 - d. Eastern Boundary: 1300 East
2. **We kept the initial search very broad and didn't eliminate any property types** (hotels, apts. Special purpose) to capture any and all possible sites for the Drop-In Center. This search provided us with **154 potential sites**.
3. From this total, **using criteria based on building and site size**, this was reduced down to **15 sites**.
4. We then cross referenced these 18 sites to those areas of zoning that allow for this type of use (**CG and D-3.**) and ended up with a total of **12 potential sites**.



Volunteers of America

CBRE



ZONING

CG

D-3

W. ST. ...

W. ST. ...

W. ST. ...

13

W. ST. ...

W. ST. ...

W. ST. ...

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Zoning of Homeless Youth Centers

Below provides an analysis of the zoning designation of “like” homeless youth centers across the Country. A number of these centers were visited during the research trips conducted by Volunteers of America, Utah, and demonstrate that the placement of shelter, allowed in Salt Lake City zones D-3 and CG, is consistent with other cities.

<u>Center/Organization</u>	<u>Address</u>	<u>City, State</u>	<u>Zone</u>
Orion Center (YouthCare)	1828 Yale Ave	Seattle, WA	Downtown Mixed
Adolescent Shelter (YouthCare)	2500 NE 54 th Street	Seattle, WA	Neighborhood Commercial, adjacent to single family
Outside-In	1132 SE 13 th Ave	Portland, OR	RXd, High density, multi-dwelling zone w/ retail, institutional, or other service oriented use
Storefront (San Diego Youth Services)	3660 Fairmont Ave	San Diego, CA	CUPD-CU-3-6, Central Urbanized Planned District
Larkin Street	1138 Sutter St	San Francisco, CA	NCD, Neighborhood Commercial District
The Spot (Urban Peak)	2100 Stout Street	Denver, CO	Mixed Use
Shelter (Urban Peak)	1630 South Acoma	Denver, CO	Special Industrial, Industrial - Light
Soxs Place	2015 Larimer St.	Denver, CO	Downtown
Lighthouse	2522 Highland Ave	Cincinnati, OH	OG (Office General)
Latin American Youth Center	1419 Columbia Rd NW	Washington D.C.	R-5-B, medium/high density residential uses, schools, community center
Sasha Bruce	1022 Maryland Ave NE	Washington D.C.	R-4, single-family residential uses (row, attached or flat), churches, community centers, and public schools
Tumbleweed	1641 East McDowell Road	Phoenix, AZ	C-2, Commercial

Volunteers of America, Utah
 Proposed Youth Center @ 888 South 400 West

Move youth out of homelessness. Surrounding them with opportunity, safety and community support.

- Meet basic needs of food, clothing and shelter (up to 30 emergency beds)
- Partner for increased education, employment and housing opportunities
- Prevent youth from becoming chronically homeless adults

We have reached out to many neighbors and have heard their concerns. We are responding and have established or adjusted program policy as well as the physical design to address perceived risks.

Perceived Risks	Responses and Mitigation
<p>increased criminal activity in the area (trespassing, vandalism, larceny, violent crime, drug crime, sex crime)</p>	<p>We've operated our current Center since 1999 and the program engenders a commitment to living to community standards.</p> <p>Criminal behavior will not be tolerated on the property. The Center will be a safe place for youth, staff, volunteers and community guests.</p> <p>People older than 22 will be referred elsewhere for services and not allowed to stay on the property.</p> <p>Adults who appear to be preying upon the youth or otherwise posing a threat will be reported to police. Salt Lake City Police statistics indicate that ...(to be completed by 2/15/14)</p> <p>Staff, who will be on duty 24/7, are all trained in de-escalation and program policies. Rarely, law enforcement are called if youth don't respond.</p> <p>CPTED (Crime Prevention through Environmental Design) principles were followed by MHTN Architects insure that the building structure, the lighting, grounds, and flow of activity around the building will provide natural surveillance, access control, and territorial reinforcement</p>
<p>increased noise at all hours</p>	<p>A program policy will set 10pm as quiet hours, consistent with residential neighbors. Youth staying overnight will be checked in by then and inside.</p> <p>Staff will reinforce the expectation to live to community standards</p> <p>24 hour active monitoring of the property will occur by staff</p>
<p>decreased property values to adjacent properties</p>	<p>Multiple Research articles indicate that property values are not negatively impacted, and often see a increase in value. Studies also showed that property values are predicated on the quality of the building and grounds maintenance and less on internal program activity. See</p>

	related summary sheet.
cause people to be reluctant to rent adjacent space	Prevention of loitering and addressing criminal behaviors will be done. The facility will primarily operate as an educational facility. The Center will be branded without the word homeless
set a precedent for future homeless shelters in the area, undermining progress made in the area	Youth want to be separated from the adult homeless population. This location is on the other side of the 600 South barrier, yet close enough for access to good public transportation
youth will loiter in front of and around the center	To remain on the property, youth will need to engage in productive activity. Staff will enforce no loitering on our property and teach related community standards of not loitering on other people's property. By design, spacious areas are available within the facility to queue up for meals and other services. Courtyards are included within the building footprint and are only accessed from inside.
result in an influx of people resembling the main shelter in downtown Salt Lake City	The volume of homeless youth is much less than the homeless adult population. The emergency shelter component will serve up to 30 youth versus downtown shelter of 500 plus people. See attached document, Background information on Volume of youth served. The average number of youth expected at the Center each day is 40 - 60.
Increase in people seeking places to sleep, in abandon buildings, open spaces and on private property	People who can not be accommodated in the 30 beds at the Center will be referred to alternative choices. A VOA Emergency shelter for minors in Spokane serves close to 1,000 youth each year. The shelter serves 5 – 12 minors each night. Most youth prefer to find alternative places to stay, most commonly with other youth who have housing. Youth who are scared, or have no other option that allows for them to get off the street for the night, tend to come to supervised shelter for safety. The program engenders a commitment to living to community standards. (see program approach document)

Engagement-based Shelter Overview

How does Engagement-based Shelter work?

All activities at the Homeless Youth Resource Center Drop in Center (DIC) are focuses on moving youth out of homelessness. Finding stable housing and employment are key aspects of this process. Creating a shelter environment that supports those aims is part of that process. Shelter is therefore used to support the activities that the youth are involved in that lead to housing and/or employment. Because of this the shelter is not a “first come first served” model. No one waits outside the building to enter shelter. Youth are granted access to shelter based on some specific criteria that all relate to how they are engaged in the supportive services of the DIC.

Criteria

1. The client is actively participating in Case Management; or
2. The client is employed and use of the shelter will facilitate that employment; or
3. The Client has meetings/job interviews the next day

What are the advantages to Engagement-based Shelter?

1. Eliminates waiting lines for entry into the shelter setting
2. Supports engagement in activities that will resolve homelessness
3. Supports employment and the activities that lead to employment
4. Provides clients with safe sleeping accommodation as they work to exit homelessness

Typical Engagement-based Shelter process for a client

1. Client enters the Center seeking services.
2. After several visits they agree to begin the Case Management process
3. Case Manager and Client develop an active plan to seek employment and housing
4. Client has been complying with the case management plan/living to community standards
5. Case Manager assesses that the use of shelter stays would facilitate the goals for the client

For a reference that uses a similar model successfully go to:

<http://www.lys.org/runaway.html>

Program Approach:

A summary of the way the Youth Center delivers effective services

Program Model is successful and works well in a variety of communities.

The center is modeled after a number of successful programs (Seattle, etc) that have been operating for decades. Each of these programs works well as a community partner and are in good standing with the businesses and households that are nearby. One of the programs is in a residential community; another is in a more industrial/mixed use area of the city. VOA will continue to model our program after these successful facilities and will continue to be a good community partner.

This programming works; youth can be helped to exit homelessness.

The best solution for the homeless issues is to support getting individuals off of the street. For the VOA program, as with the other programs mentioned above, approaching youth with the goal of having them succeed in gaining employment and in entering stable housing is core to the program. The facility we have created is not designed to be a destination/living environment. It is first and foremost a resource center designed to keep youth safe and to move them off the street. The case management, training classes, support for GED completion and the engagement-based shelter are all steps on the way to that goal. Last fiscal year, 66% of youth who complete case management entered community housing.

The program engenders a commitment to living to community standards.

A key to successful homeless services is the tenant that we all must live to acceptable community standards. Helping youth understand this and supporting them as they learn the skills needed to be responsible citizens is built into the program. Coaching, skill building, problem-solving, resolving individual and group problems, are techniques used to help each youth develop a sense of respect and belonging in the community. Based on this approach youth are less disruptive, less likely to act-out, and more likely to act in socially appropriate ways. This reduces or eliminates the possibility of disruptive behavior, drug use, noisy behavior and criminal activity.

Evidence-based techniques are implemented and successful

The techniques used by the center staff are evidence-based practices published by the US Department of Health and Human Services and the Substance Abuse and Mental Health Services Administration (SAMHSA). This means that the way we approach the youth is rooted in tested techniques that have been shown to work in a wide range of communities nationally. These techniques include Youth Development Programming, Motivational Interviewing and Trauma-informed care.

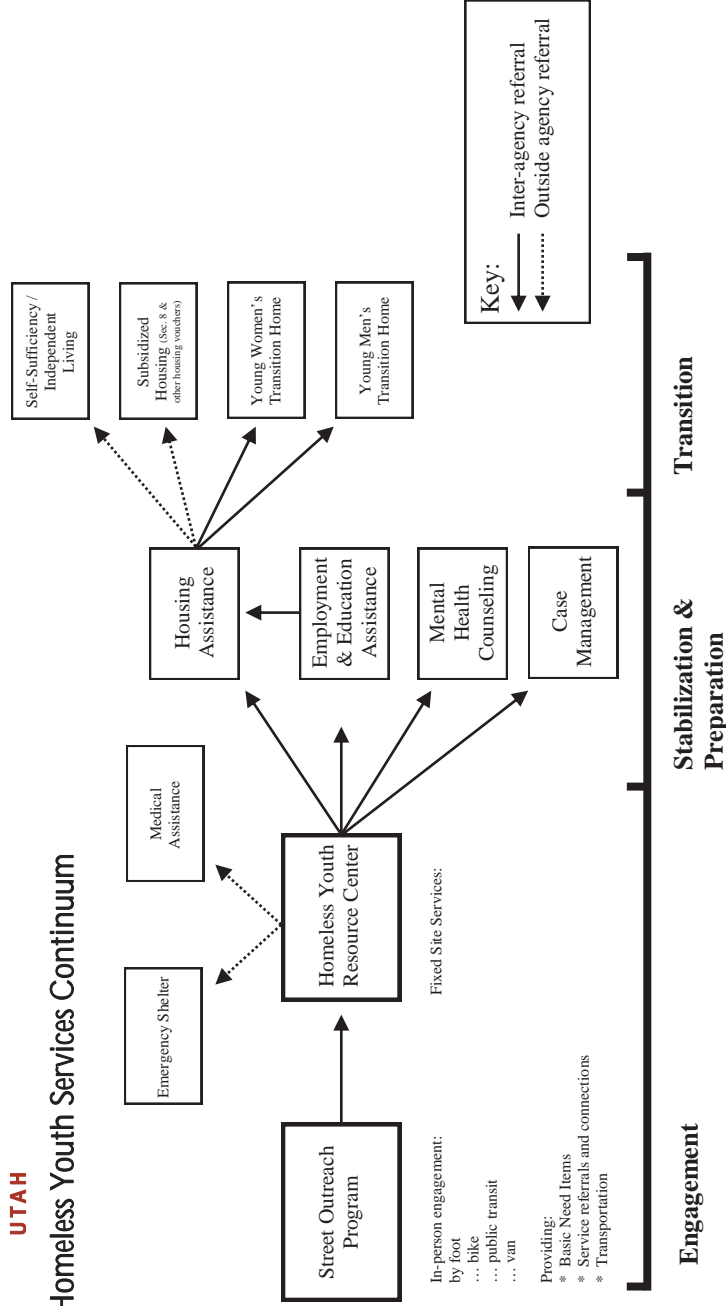
The community has been very supportive of this approach to dealing with youth homelessness

Individuals, businesses and foundations locally have provided significant ongoing support through funding, volunteerism and expertise. This commitment assures that the programming is both desirable and effective and that the community is supportive of the goals. It also means that Volunteers of America, Utah is committed to running a successful program that is deserving of community support.



UTAH

Homeless Youth Services Continuum



Homeless Youth Resource Center – Proposed sample schedule

Client utilizing shelter services	Client NOT utilizing shelter services
8:30-9:00 am - Breakfast	8:30-9:00 am - Breakfast (Center opens)
9:00-9:15 am – Clean up/Start of day	9:00-9:15 am – Clean up/Start of day
9:15-10:30 am – Technology class/ daily planning time.	9:15-10:30 am – Technology class/ Drop in center time. Client showers, laundry, staff support.
10:30-12 noon – Education group – GED prep, high school completion work, college application, writing.	10:30-12 noon – Continued drop in center time.* Social skills group.
12 – 12:30 pm – Center clean up, preparation for lunch. Meal preparation.	12 – 12:30 pm – Center clean up, preparation for lunch. Meal preparation.
12:30 – 1:15 pm - Lunch	12:30 – 1:15 pm - Lunch
1:15 – 1:30 pm – Center clean up. Shelter registration opens.	1:15 – 1:30 pm – Center clean up. Shelter registration opens.
1:30 – 2:30 pm – Job skills training group.	1:30 – 2:30 pm – Job skills training group. Continued drop in center time.
2:30 – 3:30 pm – Psychoeducational group/ interpersonal skills development	2:30 – 3:30 pm – Drop in center client meeting.
3:30 – 5:00 pm – Client individual work/study time. Meetings with therapist, staff members, socialization time.	3:30 – 5:00 pm – Client individual work/study time. Meetings with therapist, staff members, socialization time.
5:00 – 5:30 pm – Finalize daily plans, meet with staff, center clean up, final shelter assignments, dinner preparation.	5:00 – 5:30 pm – Finalize daily plans, meet with staff, center clean up, final shelter assignments, dinner preparation.
5:30 – 6:15 pm - Dinner	5:30 – 6:15 pm - Dinner
6:15 – 6:30 pm – Dinner clean up.	6:15 – 6:30 pm – Dinner clean up. Exit.
6:30 – 7:00 pm – Shelter set up. Begin laundry and showers.	
7:00 – 8:00 pm – Review of daily accomplishments, review case plans, daily planning review. Continue laundry and showers.	
8:00 – 9:00 pm – Client personal time/ quiet time.	
9:00 pm – Lights out	
7:30 – 8:30 am – Wake up – Showers and laundry. Clean up shelter, prepare for breakfast.	
8:30 am – Drop in center open for breakfast and daily programming.	8:30 am – Drop in center open for breakfast and daily programming.

“Drop-In Center Time” definition – a time when youth can take care of basic needs, such as showers, laundry, clothing and food. Youth may also access case management, employment services, and housing assistance during this time. All youth who arrive at the center are “checked-in” by a staff member who assists them to meet their needs and work towards exiting the street and moving to self-sufficiency.

Street Outreach Program Chronological Schedule of Accomplishments

Chronology of Activities		Completion Target Date	Outcome
Street Contact	↓	On-going	Promote program engagement 800 annually (150-250 per quarter)
Intake/Admission to Services	↓	On-going based upon entry	50-150 per quarter
Needs assessment/assessment	↓	Within one week of entry	Identify individual need 15-100 per quarter
Case Management / On-going Support	↓	Weekly availability	Implementation of case plan and on-going support 15-50 weekly
Referral to Services, Legal Assistance, Health and Mental Health Support	↓	On-going	Increased knowledge of resources and stabilization of mental and physical health
Engagement in one or more of the following:			
Education	↓	On-going	Re-enter and complete education and/or obtain and maintain employment
Employment	↓	Weekly	Increased life skills, pro-social participation, and community involvement
Volunteer			
Participation in resource groups and other activities	↓	On-going	Transition to stable, safe living situations
Housing and Employment Assistance	↓		
Reduction in utilization of social services			Stable self-sufficiency within the community

Background Information on Volume of Youth Served

Annual Statistics of # of youth served

	<u>FY 09-10</u>	<u>FY 10-11</u>	<u>FY 11-12</u>	<u>FY 12-13</u>
Youth Center	737	723	864	663
Street Outreach Only	100	324	400	281
Unduplicated Count of Youth Center and Outreach	837	1047	1264	944

Current/Anticipated Volume of # of youth served

Time Frame	Average # of Youth Served at Youth Center (Unduplicated)
Daily	40
Monthly	100
Yearly	750

Point-in-Time Count:

The Point-in-Time (PIT) count is a count of sheltered and unsheltered homeless persons on a single night in January. The count is planned, coordinated, and carried out locally through a collaboration of state, community, and non-profit partners. The street count, the component that estimates the number of unsheltered individuals in our community, has been overseen historically by Volunteers of America, Utah. Our full-time outreach staff, utilizing national best practices, oversee a large group of volunteers (200+) that identify and count the number of individuals that are sleeping/camping on the street in our community. This effort produces a very accurate survey of how many individuals are unsheltered.

2013 Point-in-Time Street Count Numbers:

Unsheltered Individuals	# of youth counted
Number of unaccompanied minors (under 18)	1
Number of persons – ages 18-24	11

The findings of the 2013 Point-in-Time Count show that on the night of January 25th there were 12 youth who were in need of shelter.

Shelter Capacity

The shelter capacity of 30 beds was determined by a number of sources: research trips, unmet need, common best practices, and youth input.

As part of the Taskforce to End Youth Homelessness, Volunteers of America, Utah lead a number of research trips to other cities (San Francisco, Seattle, Minneapolis, Washington D.C.). A total of twelve youth centers were visited. The maximum shelter capacity found was 35, the smallest 10, with an average size of approximately 30 beds across all centers. The size (30) is both manageable and effective, and allows for dedicated staff time for each client which is key to moving youth from the street to self-sufficiency.

Volunteers of America staff also polled current youth to estimate what demand for shelter could be anticipated. The numerous inquiries show that a shelter capacity of 30 would be greater than current demand. The Point-in-Time street count data, noted on the previous page, support our survey findings.

Volunteers of America, Utah Homeless Youth Resource Center

Homeless Youth – Who are they?

- 80% are from Utah
- 37% female; 64% male
- Youth are 15 – 22 years old; 86% are 18 and older; 14% are minors (under 18)
- 59% do not have a high school diploma or GED
- 46% were in foster care at some point; 25% aged out
- 80+% have a trauma history of physical, sexual or verbal abuse
- Many behaviors are typical of teenage behaviors

Homeless Youth are Different than Homeless Adults

- More Hope for the future, with dreams of relationships/ families and good jobs
- More likely to visually blend in with other youth in the community. Their attire (clothing, hats, shoes) rarely looks different from any other young adult.
- More likely to associate with a group of peers regularly
- More likely to find a place to sleep that is out of sight of the public - on someone's couch, an abandoned building, Road Home shelter in winter, collect spare change for a weekly hotel room with others; good at hiding for self-protection and to avoid police interaction
- Less likely to be chronically homeless disabled individuals
- Less likely to have a substance addiction
- This center goes beyond food, clothes and shelter; it will be “open” during the day and youth will be expected to participate in self-sufficiency activities

Behavioral Expectations/ Rules While On the Property

- Minimum of 2 staff on duty at all times; dayshift with supervisors and case managers up to 12
- Be respectful in words and actions. If behaviors and words are threatening, clients are immediately asked to leave
- No loitering outside before we are open or after we are closed
- Individuals older than 24 are not allowed to stay on property & referred to adult services
- No pets, except service animals

Being a Good Neighbor: We ask youth to:

- refrain from asking any people on our block for money or cigarettes.
- leave the block when the center is closed (ie mornings/evenings/weekends).
- Accept personal accountability – we cooperate with police in investigations
- Site configuration & design elements for safety and security: exterior lighting for optimal visibility, security cameras

Involvement with Police and Emergency Services

On an average, emergency services respond once a month

- Rarely, police need to be called to get a youth to leave when not responding to staff
- Periodically, youth indicate that they are in danger of harming themselves, or in some cases, other clients. On average, the police come to the center once a month.
- Police will be contacted if an older person appears to be preying upon the youth
- Medical emergency, perhaps twice a year

Where do clients go when they leave our center?

Youth commonly spend time at the libraries in Salt Lake City, most frequently the Downtown location. This location serves a meeting place, a place to escape the elements, and where they can access the internet.

Youth will often spend time at other youths'/friends' apartments

Many youth after receiving services at the center go to their place of employment and/or where they are attending school.

Ride public transportation in the Free Fare Zone

Youth will go to large shopping areas like Gateway and City Creek

Some youth will go to other services provides like The Road Home, Fourth Street Clinic (2 nights a week), St. Vincents de Paul

For those who camp, they will travel back to where they are spending their nights (Along the Jordan River, up City Creek Canyon, and general areas around the Foothills)



Feedback Summary

VOA Youth Resource Center

Program and design feedback generated through professional, community, and municipal tours, meetings and conversations concerning the development of the Volunteers of America Youth Center on 888 S 400 W.

- A. **22 August 2013**
Facility Tour: Salt Lake County Juvenile Receiving Center

- B. **22 August 2013**
Facility Tour: VOA Homeless Youth Resource Center

- C. **5 September 2013**
Conversation with:
Ruth Blaw, Director of the James W. Ray Orion Center in Seattle, WA

Suggestions + Discussion:

1. Entry Sequence – The main entry should have a buffer/space between the public way and the entrance doors for reasons of security and privacy.
2. It is important to have a small area/room for immediate crises, if someone comes in crying, etc. located near the main entry.
3. Upon entering, space should offer both noisy and active space, and quiet, focused space.
4. Interior Queuing space should be provided to avoid outside lines forming, which is ill-viewed by the neighborhood and compromises the youth in bad weather conditions.
5. Kitchen should be sized to sufficiently serve the youth, allow volunteers and staff to work comfortably, and possibly offer training to the youth.
6. 24 hour use of a facility really takes a toll on a building. Finishes should be high quality/industrial. The Orion Center spent extra money on things that are not easily destroyed, such as ceiling lights.
7. Storage is an enormous issue – they have a coat check for valuable items, but would not say that it is the most successful model.
8. For safety, make sure lines of sight are very open to all areas. Using casework and half/walls to divide space allows for the lines of sight to be uninterrupted.
9. Imperative to have sufficient staff space to prevent burn-out. A place for the staff to break-down, take a break, meet, etc.
10. Carts are used for basic needs items.
11. Be sure to address acoustic issues. At the Orion Center, there are too many hard surfaces in a large open space, and the space is perhaps too noisy.
12. Allow many spaces/activities/environments for the youth so that there are multiple options.
13. The large green wall on the exterior of the building has become a signature defining feature of the building and is appreciated by the youth and the neighborhood.
14. Windows are covered in a one-way reflective film, and the outside cannot see in. This is done to protect the youth from predators.

- D. **4 September 2013**
Meeting with:
Jessica Norie, Artspace Executive Director
Cindy Strasfeld, Artspace Assistant Director

Feedback + Suggestions:

1. Solar Easement – Make sure that there is no part of the building or the site planting that blocks the sun path on Artspace Solar Gardens.
2. Community Meetings – VOA will plan to hold community meetings as needed at Artspace in order to introduce the project, answer neighbor questions, and understand concerns.

E. 28 October 2013

DRT Meeting:

VOA, MHTN, Great Basin Engineering, Salt Lake City

Report: See attached.

F. 29 October 2013

Artspace Community Meeting:

**VOA Representatives, MHTN Representatives, Artspace Representatives
30-40 Neighbors (Artspace and surrounding area neighbors)**

Feedback + Concerns:

1. What is the boundary/edge condition between Artspace and the proposed Youth Center?
 - a. One person would like a wall, a tall, solid wall, so that whatever happens on the other side is on the other side.
 - b. One person definitely does not want a wall or fence, as it will create a dead-end gathering space for potential seedy activity.

Response: The VOA will continue the discussion with Artspace and the community in order to determine the best solution.

2. Recommendation for lots of low-level light to be installed to the north of the proposed Youth Center, so as not to disturb residents on the south side of Artspace.

Response: The design team will make these provisions.

3. Concern over lines and loitering outside of the Center.

Response: In the current design, there is sufficient space on the interior of the building to avoid queuing on the exterior of the building. Center rules would forbid loitering on the exterior of the building.

4. Repeated concerns of security: Will the presence of the center be the source of increased crime in the area, particularly violent crime, drug crimes, and vandalism.

Response: The VOA will be in operation 24/7, contributing to surveillance of the area around Center in efforts to keep the youth and the neighborhood safe. The building is designed with transparency on the ground floor for "eyes on the street", helping to keep the 900 S 400 W corner safe. The VOA will continue to reinforce its policies of being a good neighbor; historically, this has proven effective in mitigating misbehavior by the youth. Staff will be on premises at all hours, cameras will be installed around the perimeter of the building.

5. Concern expressed about the increased presence of those who prey on the youth and participate in unlawful activity.

Response: The VOA shares this concern. Currently, the VOA's policy is to contact the police immediately upon recognizing a situation that is threatening.

6. Suggestion to introduce a true storefront open to the public to give back to the community.

Response: Currently, the VOA is not programmed to accommodate a retail area in the Youth Center, but will continue to look into the possibility.

7. Suggestion to brand the center as something more than a homeless shelter – individual not opposed to the actual program and use of the building adjacent to their property, but is concerned that it will affect perception of the area and lower occupancy by tenants along with property values. If the center were branded as something different than a homeless shelter, perhaps some of these perceptions would be assuaged.

Response: The VOA will make an effort to brand the Center as something that does not focus on the Shelter aspect of the Facility. The youth also have been shown to respond better to this approach.

8. How many people will be at the center? Night? Day?

Response: The Center anticipates about 60 youth, along with staff, volunteers, and community partners to visit daily. There are emergency beds for 30 youth to stay overnight.

9. Will there be people coming and going at all hours?

Response: The VOA will impose a curfew for the youth to be inside by a reasonable hour – they will coordinate with Artspace's quiet hours.

10. Suggestion to make the building durable so that it will not look worn down over time.

Response: The design team is anticipating using durable materials.

11. Questions concerning the synergistic development of the Fleet Block.

Response: The VOA would advocate for synergistic programs on the Fleet Block and positive neighborhood development.

12. Concern that the youth will trespass and crush the neighbors' gardens.

Response: The entrance to the proposed Center is located in a way that anticipates the majority of travel, therefore reducing the need for cutting across the property of neighbors. In addition, the VOA will enforce a good neighbor policy that has historically been effective.

G. 31 October 2013

Meeting with:

Molly O'Neill Robinson, Salt Lake City Urban Designer

Feedback + Suggestions:

1. Increase the transparency on the street level (a recommendation of 60% glazing).
2. Consider a true storefront in the "store" that aligns with the other facades on the block.
3. Consider opening the activity center to the surrounding community during the daytime hours.
4. Carefully consider materials so that the building fits into the neighborhood and holds up well over time.

H. 13 November 2013

Meeting with:

Kort Utley, RDA Central 9th Project Coordinator

Comments and Conversation:

1. Develop and identify the sitelines in the neighborhood in relationship to the Youth Center.
2. Carefully consider materiality, using a durable and authentic material in this location so that

- the Center will contribute immediately and over time.
3. The distance from the downtown shelter seems positive.

At first, he was not very happy about the project, as it feels like this area is just emerging into a desirable area. However, after some discussion, thinks that it would not be responsible for backslide because of the small scale, unique population, and architectural intervention.

I. 5 December 2013

Ball Park Community Council Meeting

VOA Representatives, MHTN Representatives, Michael Maloy, Liz Buehler

Elke Philips, Community Council Chair

35-40 people present (community members + presenters)

Presentation by VOA + MHTN:

After an introduction from Elke Philips, the Community Council Chair, the project team presented the proposed Youth Center. The presentation included a brief explanation of the VOA, their history and role in Salt Lake City, followed by an introduction to the Youth Center program and goals, finishing with an introduction to the proposed Youth Center location and building on 888 S 400 W. Elke Philips closed the presentation with a positive comment about supporting the project.

Questions + Comments:

1. When is the Center scheduled to open?
2. Who will be staffing the Center?

Response: The Center will be staffed with professionals, having received bachelor's level or above; Certified Social Workers; counseling professionals; and volunteers.

3. Interest expressed in volunteering and collaborating with the center.

After the presentation, Michael Maloy proposed a vote of support for the project. The Community Council voted unanimously in favor of supporting the project.

J. 12 December 2013

Meeting with:

James Alfandre, Founder and Executive Director of the Kentlands Initiative

Questions + Comments:

1. If community partners were to hold classes/workshops, would they be open to the community as well?
2. Currently, the neighborhood feels very tentative about the homeless population, and is very familiar and tired of the crime present in the area.

Response/Follow Up: Interested in learning more about it, and plans on scheduling the next Kentlands Initiative Coffee Klatch to correspond with the next Artspace Community Open House that will serve to answer questions from the community about the Youth Center.

K. 12 December 2013

Meeting with:

**Chris Talvy, Matt Swindel, and Hunter Gunderson, Imbue Design
(located in the Pickle Factory)**

Questions + Comments:

1. How will safety concerns be addressed?

Response: The VOA will be in operation 24/7, contributing to surveillance of the area around Center in efforts to keep the youth and the neighborhood safe. The building is designed with transparency on the ground floor for "eyes on the street", helping to keep the 900 S 400 W corner safe. The VOA will continue to reinforce its policies of being a good neighbor; historically, this has proven effective in mitigating misbehavior by the youth.

Staff will be on premises at all hours, cameras will be installed around the perimeter of the building.

2. What makes the Youth Center different from the downtown shelter, such as the Road Home?

Response: The scale is entirely different. The Road Home has around 500 beds, and operates primarily as shelter. The VOA Youth Center will have 30 emergency beds available to youth that will be housed within a self-sufficiency focused activity center. The shelter component is a small part of the overall program. In addition, the youth population is considerably different from the adult population. In general, youth tend to blend in better with the general community and have less barriers to overcome as they work toward self-sufficiency.

3. What is the anticipated relationship to the Fleet Block?

Response: There are hopes that there could be some synergistic programming with the Fleet Block. Like any other neighbor that is vested in the success and safety of their area, the VOA would advocate for positive development.

4. The transparent corner stair is a good design move, for the neighborhood, the youth, and the building. Perhaps its prominence could be augmented and further celebrated.
5. Currently, there is a lot of crime in this area, and it is regulated frequently.

There seems to be overall support for the project.

13 December 2013

Meeting with:

Joe Evans, No Brow Coffee Werks

Jason Foster, Atlas Architects

Jesse Hulse, Atlas Architects

Questions + Comments + Discussion:

1. There is concern that the Youth Center will cause backslide in the neighborhood; the feeling of progress still feels tenuous in this location.
2. There is concern that if the CUP is granted to the VOA Youth Center, it will set a precedent for future homeless shelters in the immediate area, thus causing a decline in the area.
3. Discussion around the perception of the Youth Center, that some type of branding and identity development would help the Youth Center become an integrated part of the neighborhood and would also not incite rejection in the neighbors. Suggestion of having well-developed signage.
4. They are in support of the concept, and recognize that there is a struggle with the perception of the area currently that they have been working hard against and do not want to backslide.
5. What is the Center's policy on substance abuse?

Response: Currently, the Centers policy is to manage the facility based on behavior. If a youth appears to be under the influence and/or have a substance abuse problem, staff will refer them to community programs that can help them. VOA operates the community detoxification center and outpatient counseling and can facilitate help for youth through these programs. There is not a drug-testing policy in place, and the VOA does not anticipate having one. No drug use or any other illegal behavior will be tolerated on the property.

6. Will the center be any bigger than 30 beds?

Response: No.

7. Will there be a security presence? A guard?

Response: Currently the Center does not have a security guard, and does not anticipate hiring

one in the future. The Center has not seen the need for this presence because of behavioral policies in place and the fact that all the staff are trained in de-escalation. To date, this has been an effective approach.

8. The use of masonry on the exterior is very appropriate.

There is substantial discussion around the state of the neighborhood currently, how there is frequent crime, especially drug crimes that are encountered. There is also a great deal of homelessness in the neighborhood, a seemingly increasing number of people that seem to be coming into the area.

They are all very much on board with the project, recognize the need for the Center in the community, and are not opposed to its development on the proposed site. There are reservations, as they do not want it to promote future development of additional shelters in the immediate area.

13 December 2013

Meeting called by: Erik Stephenson

Attendees: Erik, Erik's parents and brother David Stephenson, Kathy Bray, Mark Manazer

Questions + Comments + Discussion:

Erik owns the property two sites away from the proposed youth center. He requested a presentation of the project for himself and his family which was provided and led into discussion of the concerns.

1. Concerned about youth coming on to their property to sleep or steal.
2. Already experiencing issues with homeless people in the neighborhood. Has had serious problems in the past. Concerned the VOA youth center will create more problems.
3. How will we prevent increase in crime, especially once they leave our property
4. Concern for impact on residents of his building – youth smoking
5. Disagreement about our ability to make a contribution to the community.
6. Do not want the center near their property
7. Parents have supported the work of VOA for years

Response: VOA will teach youth about living to community standards. At the current center, youth have responded well to policies about not loitering and being a good neighbor. Informed them that no complaint calls have come to CEO in last six years related to the current center. Explained our commitment to work through any issues that arise Spoke about safety and security features of the VOA property which will include good exterior lighting, good site lines and cameras which will also make a contribution to the community

8 January 2013

Meeting called by : Quinn McCallum-Law

Attendees: attendance taken by Quinn and included neighboring property owners and other interested parties.

Kathy Bray (President/CEO) and Zach Bale (CDO) provided a general presentation of the Youth Center Project and agency history.

Eric and David Steffenson presented about their concerns of the project. David provided a summary of a White Paper that was submitted to the City regarding the project.

Questions + Comments that arose during the meeting:

8. What is the daily pattern of traffic to and from the center like?

2. How many individuals access the facility daily?
3. There is no precedence for this type of center in Salt Lake City.
4. What happens after the youth leave? What if they are turned away from services?
5. Concerns expressed about the further development of homeless services in the area. (ie fleet block, and this will be a toe hold into locating more homeless services in the area)
6. Homeless and crime are already in our neighborhood.
7. The location is too close to other homeless services providers.
8. RDA tax base. This type of development wouldn't generate tax
9. The project is not consistent with the City master plan, with most focus on the 9 line plan that is currently open for comment.
10. There is a long housing waiting list (Section 8, federal subsidized housing), so where will the youth get housing.

Architectural Design:

- Building Height: two levels, approximately 34 feet
- Building Area: approximately 20,000 SF
- Exterior Materials: Brick, Metal, Metal Solar Screens

The VOA Youth Center is designed to support VOA's program goals: providing a safe and healing environment for the youth and contributing to the surrounding Granary and Central 9th Districts. The Center is an investment in the community, both programmatically and architecturally.

The proposed site of the Youth Center is the northwest corner of 900 S and 400 W, where it will serve as an anchor for the developing urban environment. The transparent corner and punched windows throughout the building provide sitelines to the exterior, allowing for a constant connection to the street. The Youth Center anticipates youth, donors, and community partners approaching primarily from the east and the north; as a result, the entry is located prominently on the corner.

The entry sequence has been carefully articulated to be legible and welcoming, but also to provide safety and privacy. The building offers no hiding places on the exterior, and planting will be designed with similar criteria. The entry is set back from the street, allowing for a clear shift from the public realm to the Youth Center. After entering through a transparent vestibule, one is greeted by an open greeting and gathering space. The greeting space has an information desk, along with a youth gallery - a display of creative works by youth - that is connected to an interior courtyard, and an open stair leading to the second story. This space is intended to give the youth and visitors a moment to adjust, welcome them to the space in a non-institutional way, and give choices to move throughout. The entry space is also visually connected to the dining room, kitchen, activity room, and much of the second story educational and training program; it can also serve as queuing space during meal time.

In the effort to bring natural light and a feeling of calm to the Center, there are two interior courtyards within the space. The courtyards provide an outside space within the building and are intended for programmed activity, private conversations, and a constant connection to the natural world. These courtyards also serve to divide the interior space, providing semi-private space for activity, but still allowing for direct sitelines within the Center. In addition, there is a skywell, numerous windows, and a transparent stair. The interior space is designed to be flexible in order to accommodate various activities throughout the day while maintaining clear sitelines and providing ample light to the space. The space is conceived as positive, energetic, and bustling with well-organized activity.

The second level of the Center is dedicated to classrooms, counseling rooms, case management, and homeless outreach offices. It was important in the design to maintain a close connection between the educational and counseling programs, and the more basic needs available on the first floor, in order to have a sense of accessibility of services to the youth. This visible connection, coupled with clear wayfinding is intended to help with youth engagement in the programs offered by the Youth Center. Educational programs are architecturally celebrated, and their position on the second floor emphasizes the youths' hopeful trajectory away from the street and into independent life.

Throughout the Center, there are small rooms and niches that allow for a range of conversations – from one-on-one, to small groups, to larger groups. These spaces are articulated both formally and informally, allowing for the greatest range of communication possible between the youth, staff, community partners, volunteers, and any combination therein. Framing myriad communication opportunities supports the VOA's program initiative to engage the youth.

As a Youth Center in the Granary District, the articulation of material emerged naturally as something that is durable, authentic and playful. The materials proposed are brick, glass, metal panel, and recycled metal screens. The brick offers a sense of permanence along with a fine-grain tectonic presence in the neighborhood that will endure over time. Brick is traditionally associated with educational institutions and is common of the architecture in the environs. The metal panel adds a contemporary accent, emphasizing the division of scale of the building – both a reference to the industrial surroundings and to the residential scale common in the area. The recycled metal screens serve many functions: a solar screen; an expression of the youth, enabling them to project a creative part of their identity outward; and an element of funk, playfulness, and authenticity. As a result, the Center is dignified, expressive of the youth, connected to the neighborhood.

The VOA Youth Center is intended as a model facility. The design is the result of a community-driven design process. The process aligns mission-driven aspirations with well-grounded in research and understanding

Design Process:

The VOA Youth Center project design began with an intensive Visioning Process. MHTN Architects facilitated a series of charrettes and workshops, generating ideas and directives that set the course for the project design. Consensus was found between community partners, stakeholders, and VOA staff, and is articulated in the following Vision Statements:

- The Youth Resource Center will be a place of hope and healing. People visiting the facility will feel that their needs will be met and that they will get the help they need.
- The Center will feel safe – a place of refuge. It will provide opportunities to interact and be with others, but also places to be alone, in solitude. All spaces will be comfortable and secure.
- The Center will be welcoming. Visitors will feel accepted and respected. The youth will see themselves reflected in the building's design, furnishings, and artwork.
- The Center will have a sense of activity, productivity, and excitement. Clients will perceive that they have choices, for a variety of activities that will help them grow and shape their future story.
- The Center will be like a happy home – comfortable and calm, with acceptance, cheerfulness and the sound of laughter.
- The Center will have a unique and easily identifiable exterior appearance. Both the building and the site design will contribute to the strengthening of the neighborhood. The Center will be easy to access, and once inside, wayfinding will be effortless.
- The building will be full of natural light. It will have a colorful and modern aesthetic that connects with its youthful clientele.
- The Center's spaces will be appropriately sized for their functions. The building will be planned with the flexibility to accommodate future change, as well as potential future growth and expansion.

The youth were also asked to participate in the visioning process. Large boards and handouts were set out at the current VOA Homeless Youth Resource Center to gather the ideas of the youth. Their feedback is as follows:

When the community sees the new VOA Youth Center, I want them to think:

- What can I do to be part of that Center?
- “Wow!!” I wish I could hang out there.
- It has unlimited resources.
- Life changing, productive in helping the youth take the next step to a better life.
- It’s Futuristic.
- WOW! This center really does help the homeless youth get off the streets and become normal members of society.
- Excitement, cheerful, hopeful and proud.
- It’s a new, state of the art building.

The VOA Youth Center building reminds me of:

- Hope and healing.
- Something Modern.
- A safe place.
- A place where youth can get what they need.
- A place for youth.
- My home as a child (not necessarily the way it looks), rather, the feeling of welcome and comfort.
- A safe place to go for help.
- A place where youth can get back on their feet and be successful.

When I first arrive at the door of the Center, my impressions are:

- I believe this place will help me no matter what.
- A place offering hope to those without it.
- Everyone is happy.
- This place is very nice, welcoming and calming. Looks like a good environment to grow and become a good member of society.
- That my needs will be met.
- Staff respects clients.

When I am inside the Youth Center, I see/feel/hear:

- I see happy people, I feel safe, and I hear laughter.
- Walls - not white. Safe. Comfortable. Happiness.
- Comfortable, see others being helped, hear others giving thanks.
- I feel safe. Welcome (not like staff shoot me down or make me feel like I can’t be myself). I feel like I can improve myself for the better.
- I feel safe and know they can help me. I see hope for the youth.
- A bigger donation room with modern clothes.

If I could offer/share one thing with the community around the Center, it would be:

- The VOA helps EVERY homeless youth get off the street and become successful individuals. They help people get off drugs by giving them motivation, by giving them incentives for being clean for each drug test they come clean on, by their own will.

Following the Visioning process, MHTN Architects and the VOA worked through an intensive programming phase. Through in-depth research and a series of interviews, the team developed a comprehensive program document. The programming document spells out spatial requirements and adjacencies, along with qualitative requirements for the building design.

With the vision and program in place, the design team proceeded to articulate the Youth Center as a building in its context--the corner of 900 S and 400 W. Through siting, materials, and design, the articulation of the building seeks to contribute to the specific fabric of the Granary District as an emerging and authentic neighborhood. During Schematic development, the VOA held a community meeting for Artspace residents and met with several neighbors and stakeholders to receive feedback on the design as it progressed. The feedback received to date has had a great deal of influence on the design of the Youth Center, including the increased amount of transparency on the ground floor, external material refinements, and external lighting suggestions. The VOA and MHTN have continued to meet with community members and various stakeholders, taking note of programmatic and architectural concerns.

Currently, the VOA Youth Center is near the end of the Schematic Design phase. If the Conditional Use Permit is obtained, the project will proceed with design development and documentation. The anticipated construction start date is September, 2014, with a completion date of June, 2015.

Crime Prevention Through Environmental Design (CPTED)

Definition of CPTED: "Crime Prevention through Environmental Design (CPTED) is the design, maintenance, and use of the built environment in order to enhance quality of life and to reduce both the incidence and fear of crime" (Office of Neighborhood Involvement, 2009). CPTED is achieved by the application of natural surveillance, territoriality, and access control.

The principles of natural surveillance, territoriality, and access control can be achieved in the following manner:

- Natural / passive – designed into the space as it is built
- Organized / active – planned activities or routine
- Mechanical – installing additional equipment

Reference:

Office of Neighborhood Involvement, Portland, OR. (Spring, 2009). *Crime Prevention Through Environmental design*. Retrieved from <http://www.portlandoregon.gov/oni/article/320548>

Four Principles of CPTED:

1. Natural Surveillance: "See and be seen" - lighting and landscape discourages criminal activity if there is a risk of being seen
2. Natural Access Control: direct the flow of people while decreasing the opportunity for crime – walkways, fences, lighting, signage, landscape
3. Territorial Reinforcement: creating a "sphere of influence" – public areas are clearly distinguished from private areas using pavement treatments, landscaping and signage
4. Maintenance: neglected and poorly maintained properties lead to neighborhood decline. A well maintained property increases neighborhood values and discourages crime.

Reference:

http://cptedsecurity.com/cpted_design_guidelines.htm

Crime Prevention through Environmental Design (CPTED)

Crime Prevention through Environmental Design (CPTED) is defined as the design, maintenance, and use of the built environment in order to enhance the quality of life and to reduce both the incidence and fear of crime. CPTED utilizes the principles of natural surveillance, natural access control, territorial reinforcement, and on-going maintenance. Natural surveillance utilizes lighting, landscape, window, and access design to provide observation of the space as well as eliminate hiding places for people engaged in criminal activity. Natural access control directs the flow of people through design of walkways, fences, lighting, signage, and landscape to decrease the opportunity for crime. Territorial reinforcement utilizes design to create clearly distinguished public and private spaces to deter crime. On-going maintenance protects the neighborhood property values and discourages criminal activity.

CPTED can be achieved through architectural design, through activities and routines, by installing necessary equipment, and by on-going buildings and grounds maintenance. The Volunteers of America, Utah Center will incorporate each of these areas of CPTED into the design and operation of the Center. The initial architectural design of the facility will utilize CPTED to insure that the building structure, the lighting, grounds, and flow of activity around the building will provide natural surveillance, access control, and territorial reinforcement. Once open, the Center staff will utilize the design of the building and grounds to incorporate CPTED into the activities and routines of the Center. An on-going maintenance program will be initiated to insure that the building and grounds are appropriately maintained to be an asset to the community.

Property Value Impact Research

Excerpts from a number of articles are included that reference numerous studies that have been commissioned, and have found that the location of homeless services/supportive housing (shelter) does not negatively impact property values. A number of studies have found that in fact they help raise property values.

Supportive Housing Definition

Supportive housing can mean short term shelter for the homeless due to inclement weather, it can be transitional while someone is working towards a more stable situation, and it can be permanent for those with physical or mental disabilities that require some ongoing assistance.

- Pivot Legal Society

Articles:

Document summarizing a number of articles (w/ links) on the topic of property values as they pertain to proximity to homeless services:

<http://www.arlingtonva.us/departments/CountyManager/Documents/file84629.pdf>

<http://www.arlnow.com/2013/03/18/board-approves-homeless-shelter-despite-neighbor-concerns/>

Article on a much larger shelter, all ages, in Arlington, VA that was approved by planning board. Key quote from the article:

“There’s no reason to delay this use permit,” Favola said. She called the proposed year-round shelter a “national model” that is the “economically smart thing to do” since, she said, it will actually save money compared to the societal cost of dealing with and caring for homeless individuals who sleep on the streets. In a report to the Board, county staff argued that the new shelter is not the dire safety concern that residents make it out to be. The current Emergency Winter Shelter, staff says, has not resulted in any significant safety incidents for residents. “The EWS does not have security cameras or a security guard,” staff wrote. “The EWS has operated one and a half blocks away from the proposed location for the Homeless Services Center for over 20 years with no significant problems for the surrounding area.” “The proposed Homeless Services Center, operating as a dormitory use, will have less of an impact on the surrounding community than the current EWS because the HSC will be open 24/7 and will have the capacity to accommodate people waiting for a bed inside the facility rather than having them wait outside for the building,” staff wrote.”

Pivot Legal Society – Homeless Services Kit

<http://livingwithfasd.com/lenora/yimby-reduced.pdf>

Response regarding effect on property values:

MYTH BUSTING

A Homeless Shelter will decrease the value of my home. Home ownership is perhaps the most significant investment made by any individual or family. All homeowners want to feel that their investment is secure and that, if and when they decide to sell their home, its value won't be negatively affected by their neighbours' properties. Fortunately, social and supportive housing does not have a negative impact on property values. Consider two important studies, one local and one international:

1. *The British Columbia Ministry of Housing, Recreation and Consumer Services conducted a study in 1995 in seven different regions of the province. In each region they compared the market fluctuations in an area with supportive housing to another area with none. In all seven cases, the appraisers found:*
 - a. *No evidence that the presence of the supportive housing negatively affected the sale prices of homes in the impact area. House prices in the vicinity of the non-market project increased as much – and in some cases, more – than nearby areas of similar housing types and ages; !*
 - b. *No evidence of panic selling or extraordinary length of time on the market between the dates of listing and sale⁶.*
2. *New York University's Furman Center for Real Estate and Urban Policy released a report in 2008 evaluating the impacts of 123 supportive housing developments across the city's five boroughs over an 18 year period. Their results showed that:*
 - a. *Properties within 500 feet of the supportive housing development experienced steady growth in value*
 - b. *Properties between 500 feet and 1000 feet of supportive housing developments also experienced growth in value, but at a slightly slower pace*
 - c. *Neither the size of the development nor the density of the neighbourhood had an impact on the results⁷.*

Furman Center for Real Estate & Urban Policy – New York University:

The Impact of Supportive Housing on Surrounding Neighborhoods: Evidence from New York City. Source article that is referenced above in the Pivot Legal Society document:

http://furmancenter.org/files/FurmanCenterPolicyBriefonSupportiveHousing_LowRes.pdf

“Our research finds little evidence to support neighbors’ fears that supportive housing developments will reduce the price of surrounding properties over time. To the contrary, we find

that the opening of a supportive housing development does not have a statistically significant⁶ impact on the value of the properties within 500 feet of the development.”

Crime Rates and Property Values Unaffected – Toronto

(still talking about supportive housing, but very positive in terms of relation to crime and property values)

Committee Summary – interesting recommendation in this article that suggests that the City of Toronto should “*apply ‘as-of-right’ planning rules to supportive housing, and create a streamlined approach that assigned projects to senior city staff who are responsible for securing the necessary approvals, and establish clear housing targets.*” Basically, that the development of such properties should be “by means of a legal entitlement, rather than through extenuating circumstances.”... - <http://www.peelregion.ca/housing/peelbuilds/pdf/weareneighbours-report2008.pdf>

Wellesley Institute – Study: We Are Neighbors: The impact of supportive housing on community, social, economic and attitude changes

<http://www.wellesleyinstitute.com/wp-content/uploads/2012/01/weareneighbours.pdf>

Schermerhorn Mixes Homeless, \$2 Million Townhouses, Ballerinas

http://www.bloomberg.com/apps/news?pid=newsarchive&sid=ao_yWY18F8Rg

Iowa State Supreme Court Decision – overturned non-approval of conditional use for homeless shelter in Iowa City

Attached are news articles and the court brief related to an Iowa City homeless shelter that was originally denied conditional use, and was overturned by the Iowa State Supreme Court. The judge ruled that “*Because we think there was substantial evidence to support the board's finding that property values would not be adversely affected, we reverse the judgment of the district court and remand this case for entry of a judgment affirming the board's decision,*” Chief Justice Marsha Ternus wrote in today's opinion, which had no dissent.” Something we could look at “*Although the witnesses differed in their interpretation of this data, a close inspection of these figures reveals that the arrest rate for persons giving Shelter House address was likely less than the arrest rate for persons giving Hilltop Mobile Home Court their address, (Chief Justice*

Marsha) Ternus wrote in the ruling. “Moreover, there appeared to be more concern about potential crime due to the number of persons turned away by Shelter House than by the persons who actually stay there.”

<http://www.shelterhouseiowa.org/portals/0/documents/newsletters/newsletter%20summer%202008.pdf>

<http://ghennigan.wordpress.com/2009/07/02/iowa-city-homeless-shelter-a-crime-magnet/>

Examples of Sheltered Housing near Residential Property

New York City

Supportive Housing Impact Not Statistically Significant on Property Values

In research conducted by the New York University's Furman Center for Real Estate and Urban Policy in New York City there is little evidence to support neighbors' fears that supportive housing developments will reduce the price of surrounding properties over time. To the contrary, they found that the opening of a supportive housing development does not have a statistically significant impact on the value of the properties within 500 feet of the development.

In the five years after completion, they found that the prices of nearby properties experienced strong and steady growth, appreciating more than comparable properties in the same neighborhood but further than 1,000 feet from the supportive housing.

Because of the diversity of supportive housing developments and the neighborhoods in which they are being built, they also wanted to evaluate whether characteristics of either the development or the neighborhood influence any effects the development has. They were surprised to find that the effects on neighboring property values do not depend on the size of the development (number of units) or the development's characteristics, such as whether the development sets aside a certain number of affordable units for neighborhood residents. The impact supportive housing has on property values also does not differ between lower and higher density neighborhoods.

<http://documents.csh.org/documents/ResourceCenter/SysChgToolkit/CredibleData/FurmanCenterPolicyBrief.pdf>

New York University Law School Study: Does Federally Subsidized Housing Depress Neighborhood Property Values?

This 2005 study recognized that few communities welcome federally subsidized housing, with one of the most commonly voiced fears being reductions in property values. The study found, however, that there is little empirical evidence that subsidized housing depresses neighborhood property values. The paper compared the neighborhood impacts of a range of federally subsidized, housing programs, finding that federally subsidized developments have not typically led to reductions in property values and have in fact led to increases in many cases.

Toronto

Crime Rates and Property Values Unaffected

The Wellesley Institute conducted research that indicates that there is no evidence that the existence of the supportive housing buildings studied has negatively affected either property values or crime rates in a Toronto neighborhood. Property values have increased and crime decreased in the period considered by the study.

Of the 54 immediate neighbors and business people interviewed, only two business people claimed that the houses have a negative impact. They were also the business people with the least experience in the neighborhood. Only 40% of residential neighbors and business people knew that the buildings were even supportive housing facilities. The opposition that existed to the houses when they were proposed has dissipated, with virtually no expression of negative attitudes found among immediate neighbors.

<http://documents.csh.org/documents/ResourceCenter/SysChgToolkit/CredibleData/WeAreNeighborsReport.pdf>

Philadelphia

Potential Negative Effects Never Materialized

Econsult Corporation was retained by Project H.O.M.E. to examine and measure the impact of Project H.O.M.E. facilities on the values of neighborhood properties in Philadelphia. From 1990 to the present, Project H.O.M.E. opened 15 sites which include entry-level residential facilities, transitional housing, permanent housing, affordable housing, outreach programs, and education centers. While Project H.O.M.E. has received great acclaim for its positive impact on the lives of people who are homeless and formerly homeless, Project H.O.M.E. and other housing and service providers have met with some opposition from neighbors who are wary of potentially negative effects of a PH facility in their neighborhood. This study finds substantial statistical evidence that such resistance is unfounded.

Results show that immediately following the opening of a Project H.O.M.E. facility, house values in these neighborhoods are not adversely affected, and in the years following the opening a Project H.O.M.E. facility, house values in these neighborhoods appreciated over time at a significantly higher rate than the citywide average; or about 1.8 percent per year in addition to the baseline citywide house price appreciation rate of 5 percent per year.

<http://www.projecthome.org/pdf/news/76.pdf>

Other examples:

Schermerhorn Mixes Homeless, \$2 Million Townhouses, Ballerinas

The \$59 million development, which houses people who had lived in the streets, some for years, is the result of cooperation between developer Hamlin Ventures and Common Ground, a nonprofit organization that moves homeless people to housing.

The translucent-glass-faced building, with 189 units, backs up to 14 brand new high-end townhouses, the commercial part of the development. Behind a window by the entrance, young dancers pirouette, students of anchor tenant the Brooklyn Ballet School. Children's shouts from the ballet classes next door bring life to a once- empty street. Later this year, neighbors will mix with tenants for recitals in a black-box performance space.

http://www.bloomberg.com/apps/news?pid=newsarchive&sid=ao_yWY18F8Rg

Win-Win in Brooklyn

In 2009, New York City turned a 67-unit luxury condo building in the Crown Heights section of Brooklyn into a homeless shelter. The building's owner has found it to be a win-win situation. "With the market being the way it is you have to be creative," the owner said. "At least we still own the building and we are paying our mortgage, so that's good."

http://nymag.com/daily/intel/2009/06/luxury_condo_converted_into_ho.html

New shelter won't hurt property value

PHILADELPHIA--Since the proposal to relocate the men's homeless shelter to a residential area, people have not been shy in voicing their opinions.

Many neighborhood residents living near the proposed location on Martin Luther King Jr. Boulevard are upset about the move and are worried their property values will decrease.

Chris Moran, the executive director of the Inter-Faith Council for Social Service, said the new building should not bring down any property values. He said he believed none of their locations have had a negative impact on property values.

"Anything that is human service in nature, whether it's a residential services program, does not typically bring down property values," he said. "People think it does, but it never does."

A few years ago, West Philadelphia faced these similar issues with the Lutheran Settlement House, a shelter that has been serving the community since 1902.

One of their emergency shelters was located in a local church, but the site had to be closed after the steeple collapsed. The program was later relocated to a former nursing home with promises of a clean and well-maintained site.

But the local residents were concerned about their property values and neighborhood crime.

Now, years after the debate, West Philadelphia council member Jannie Blackwell said the Lutheran Settlement House is something they are proud of and has actually been a positive influence on the area.

“We found out that property values do not decrease; they can increase because the property is so well taken care of,” Blackwell said.

She said that when people are given decent housing with rules, they are no longer hanging out on the streets. Instead, they are either in treatment or in job programs.

“You have to have a close supervision, and you have to have a tight program, and you have to do it well,” she said.

Bill Whitmore, president of the Greater Chapel Hill Association of Realtors, said there are a number of factors that impact property value — including location, condition and consistency.

http://www.dailytarheel.com/index.php/article/2010/05/director_says_new_shelter_wont_hurt_property_value

Luxury hotel and homeless shelter co-exist in East Village

The Bowery Hotel opened in 2007 on the Bowery, an avenue historically known as New York City’s “skid row.” The rooms range in price from \$425 to \$1,200 a night and have been home to A-list celebrities and socialites alike. The hotel stands as a symbol of the gentrification of the East Village.

It sits next to Project Renewal, an all-male homeless shelter located directly next door to the luxury hotel at East 3rd Street near Bowery.

“It’s strange bedfellows,” said Wayne Pete, a janitor at Project Renewal. “But that’s the pulse of the city. We all have to learn to co-exist. We have mosques next door to Jewish synagogues, blacks next to whites, poor people next to rich people.”

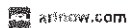
Simone Frasier, 34, a five-year resident of the East Village, walks by the Bowery Hotel and Project Renewal nearly every morning on her way to work. She is always struck by the bizarre juxtaposition of the two.

“It makes me wonder how people can walk by and see this luxury hotel right next door to a place where people have nothing, absolutely nothing,” she said. “How is that OK? I think about it every time I walk by, and I walk by all the time.”

The shelter did not affect first-time Bowery Hotel guest Sarah Katz, 29, of San Diego. In fact, Katz said she was unaware it was even there. And even after learning of its existence, she claimed she felt no less safe than she did before. "I expect that in New York City you will find everything on every corner," she said. "It's part of the culture of the city."

Karen McWharten, 52, vice president of the co-op board at 99 East 4th Street and a 12-year resident of the East Village, agrees. "The homeless shelter is a part of the neighborhood," she said. "I think it's appropriate that there would be one here. It's part of the history."

Read full article: <http://pavementpieces.com/luxury-hotel-and-homeless-shelter-co-exist-in-east-village/>



<http://www.arlnow.com/2013/03/18/board-approves-homeless-shelter-despite-neighbor-concerns/>

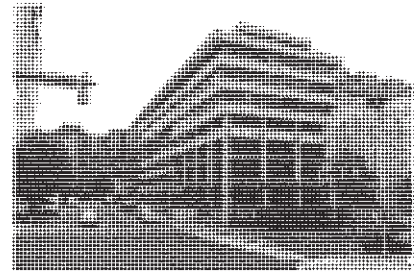
Board Approves Homeless Shelter Despite Neighbor Concerns

(Updated at 12:45 p.m.) The Arlington County Board on Saturday voted to approve a controversial use permit for the county's new year-round Homeless Services Center in Courthouse.

The permit will allow the county and the Arlington Street People's Assistance Network to run a year-round homeless shelter in the office building at 2020 14th Street N., which the county recently purchased. The building is located across the street from Arlington County Police headquarters and two blocks from the existing Emergency Winter Shelter, which closes from April 1 to Oct. 31.



Citing concerns primarily about crime, residents of the Woodbury Heights Condominium continued to voice opposition to the shelter, which will be located adjacent to their building. With approval of the use permit looking inevitable, condo residents unsuccessfully lobbied for a 24/7 security guard, and a prohibition on housing homeless individuals with a history of violent crime or sex offenses.

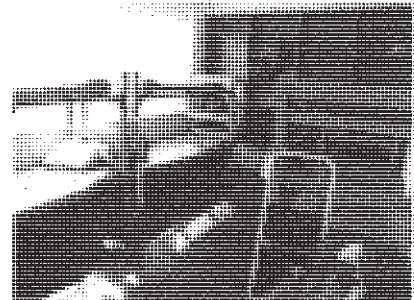


The Board agreed to a condition calling for a security guard from 4:00 p.m. to midnight, and agreed to some design changes intended to address neighbor concerns. That wasn't enough for condo residents.

"Why in heaven's name would you cheap out... and cut way back on the security," said Ken Robinson, president of the Woodbury Heights Condominium Association, in his remarks to the Board. "They have made some changes here that are very positive, but they have to do more to safeguard the community."

"I will tell you, if something occurs and people come back and say 'how did this happen'... and it comes out that the County Board decided to squeeze pennies and not have adequate security, you're going to have a lot of negative publicity about Arlington County and its social policies," Robinson added.

Along with speakers who opposed the homeless shelter, the Board also heard from A-SPAN and its supporters, including volunteers, formerly homeless clients of A-SPAN, faith leaders and state Sen. (and former County Board member) Barbara Favola.



"There's no reason to delay this use permit," Favola said. She called the proposed year-round shelter a "national model" that is the "economically smart thing to do" since, she said, it will actually save money compared to the societal cost of dealing with and caring for homeless individuals who sleep on the streets.

In a report to the Board, county staff argued that the new shelter is not the dire safety concern that residents make it out to be. The current Emergency Winter Shelter, staff says, has not resulted in any significant safety incidents for residents.

"The EWS does not have security cameras or a security guard," staff wrote. "The EWS has operated one and a half blocks away from the proposed location for the Homeless Services Center for over 20 years with no significant problems for the surrounding area."

"The proposed Homeless Services Center, operating as a dormitory use, will have less of an impact on the surrounding community than the current EWS because the HSC will be open 24/7 and will have the capacity to accommodate people waiting for a bed inside the facility rather than having them wait outside for the building," staff wrote.

The new Homeless Services Center will be operated by A-SPAN and will consist of 50 permanent beds, 25 additional beds during the winter, and five medical beds. The center will also feature a dining area, administrative offices, program space and "comprehensive services aimed at getting clients into permanent housing."

County Board members said they have heard and considered input from residents, but still voted unanimously for the use permit.

"Arlington has long needed a permanent, year-round, comprehensive Homeless Services Center," Board Chairman Walter Tejada said in a statement. "This Center will provide integrated services with the goal of getting every person who comes through the door into permanent housing."

With its vote, the Board also approved a window screen on the service alley side of the building, to provide privacy to both shelter and Woodbury residents, and a 24/7 community liaison phone number.

Still, the shelter will be open to those with mental problems and criminal histories, worrying many residents.

"The Center's low barrier-high-expectation model has been proven to work with a population that includes persons who have serious physical or mental issues or face serious barriers to housing," the county said in a *press release*. "Services such as case management, mental health and substance abuse treatment, benefit enrollment, employment, and life skills training will be provided by the Department of Human Services and non-profit partners."

"The County has been working with neighboring residents and the broader community, and will continue to work with them to address concerns about security and other areas as this project moves forward," Tejada said.

Following a renovation of the building, the new homeless shelter is expected to open in fall 2014. Including the \$27.1 million purchase price of the building and costs associated with county offices that will be opening in the floors above the homeless service center, the entire project is expected to cost taxpayers \$42 million over five years. The annual operating, maintenance, homeless programming and debt service costs of the building is projected at \$2.5 million per year. The total cost of the building purchase, homeless shelter conversion

Photo via Google Maps

DAILY

The Bridge reverses the paradigm of homeless shelters in America

Dallas | 08/01/2011 2:55am | 2

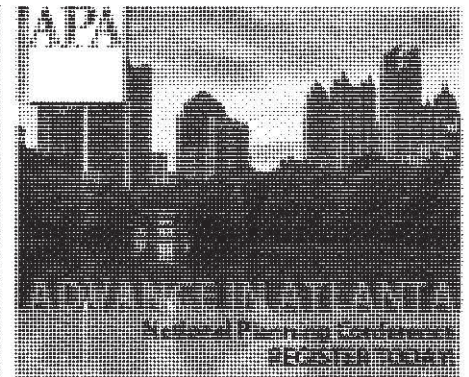
MARY JONES



Overland Partners Architects

The Bridge has been open for 3 years now. What impact has it had on Dallas-area homelessness?

By transitioning people experiencing homelessness from streets or institutions into shelter and housing, The Bridge Homeless Assistance Center has produced truly outstanding outcomes. Crime has decreased in The Bridge/Farmers Market neighborhood and the greater downtown Dallas area. Dallas County has estimated an annual savings of approximately \$3,000,000 in decreased jail stays and costs for people experiencing homelessness. There has even been increased health quality of life for the people experiencing homelessness and participate in Bridge services. The Bridge's job



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seeker services and housing seeker services have provided 1,588 job placements and 982 housing placements from May 2008 to March 2011. Finally, a staggering 93 percent of people who transitioned to permanent supportive housing, throughout the Dallas area, maintain long-term residencies without cycling through homelessness and institutionalization as opposed to the 75 percent who transition from hospitals, jails, streets, or shelters.

How have community partnerships played a part in or enhanced the work of The Bridge?

The Bridge itself was voted into being back in 2004 as Dallas' City Council approved a plan to end chronic homelessness by developing and delivering services and supportive housing. Dallas' residents voted to contribute approximately \$24 million of developing funds to make this plan come to fruition. In 2009 Council established a contract with the Metro Dallas Homeless Alliance (MDHA), a private non-profit corporation, to develop and deliver services at The Bridge. Since its opening The Bridge runs on delivery funds contributed by the MDHA, City of Dallas, Dallas County, and the State of Texas.

What are some ways the Bridge works to achieve its vision of full rehabilitation for people that use its services?

The Bridge's programs provide:

- Day shelter for more than 1,200 people experiencing homelessness
- On-site night shelter for 325 people experiencing homelessness per night including: emergency shelter and transitional shelter.
- Care management services for more than 600 people experiencing homelessness per week including: health/behavioral health care coordination, jail diversion/reentry services, job seeker services, and housing seeker services.
- Health/behavioral health care services for more than 600 people experiencing homelessness per week including: screenings, acute disease care, chronic disease care, mental health/chemical dependency/dual diagnosis services, and recovery services.
- Jail diversion/reentry services for more than 600 people experiencing homelessness per week including: shelter services, care management services, community service coordination, and probation/parole coordination.

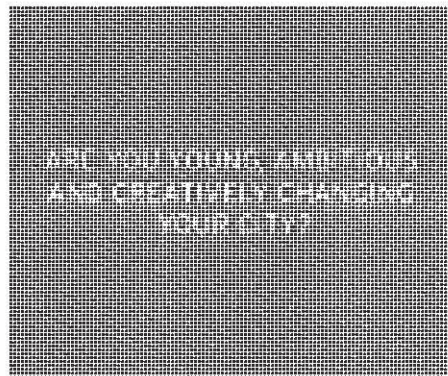
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- *Job seeker services for more than 75 people experiencing homelessness per week including: employment activities for able persons and employment activities for disabled persons.*
- *Housing seeker services for more than 75 people experiencing homelessness per week including: affordable housing searches, supportive housing searches, and transitional housing searches.*

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How can the change that has come with The Bridge set an example for other cities working to help displaced individuals?

It was never envisioned that the Bridge would become a significant international precedent. Other cities, non-profit organizations, and even students continue to visit and request information on the process, the design, and the operations of the Bridge. As a service provider hub, it can serve as a precedent on many levels in terms of economic impact and crime reduction and sets an example of community process and strong leadership. Additionally, its quality design enhances the image of this building type, raises the spirit of the visitors and in turn contributes to the healing process. The Bridge reverses the paradigm of homeless shelters in America. It eschews the notion that we “warehouse” people, bringing to the city a translucent, light-filled beacon of hope not just for the homeless, but for all of Dallas. It proves that homeless shelters should not be isolated but an integrated part of our community – valuable civic buildings representing the compassion of our society.

How does the center plan to use the Rudy Bruner award?

We plan on using the money from the Rudy Bruner Award to fund consulting initiatives that would allow the architectural team to assist other cities, non-profits and researchers with an understanding of the process, the design solution and lessons learned. We also plan to use some of the funds toward design research to conduct studies into best practices, how to best care for the homeless, and the impact of centers as well as a study of scale. Lastly, some of the reward will be allocated for The Bridge Phase II, a feasibility study and concept design of program elements conceived by the Task Force but never implemented, such as an art workshop and coffee shop, managed by the community on site.

Tags: building, homelessness, dallas, employment

Dallas' Bridge homeless shelter juggles basic needs of homeless, transition program



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By CHRISTINAROSALES

Staff Writer

crosales@dallasnews.com

Published: 12 January 2013 10:51 PM

Updated: 12 January 2013 11:43 PM

Every afternoon for nearly five years, dozens have lined up at the security gate of The Bridge, a homeless shelter near downtown Dallas. For some, it's a routine: Check your things at the door, get a hot meal and a mat to sleep on, leave in the morning. Repeat.

These men and women, many with addictions or disabilities and homeless for years, have ended up, some reluctantly, at a recovery center designed to shift them from the streets into permanent housing. Since it opened in 2008, The Bridge has helped house more than 1,200 adults. It is one of the 23 agencies receiving funds from the Dallas Morning News Charities this year.

Chronic homelessness, which has declined most years in Dallas since 2004, has decreased by nearly a third since The Bridge opened in 2008, outpacing the national decline. The shelter has continued to serve more people every year, despite fluctuating revenue. But welcoming new guests, not ready for more than a meal, comes at a price. That function of the center competes with its transitional program, which seeks to keep people off the streets for good.

"We've had to invest our limited resources on our shelter side in order to not turn people away," said Jay Dunn, executive director of The Bridge. "In a sense, we have to make a choice to serve people who have no other option."

Chronic homelessness is defined by experts and advocates as anyone who is homeless for more than a year, many facing disabilities or addictions. Nationally and locally, the chronically homeless are a small portion of the homeless population, about 10 percent, according to the National Alliance to End Homelessness, an independent research group. They use about 50 percent of the resources, costing taxpayers more as they cycle through jails, hospitals and the streets. Others contributing to the homeless population are those who are homeless for short periods as well as families with children.

While Simon Sanders, 69, didn't cause much trouble during the year and a half he was homeless, he is considered part of this hard-to-serve group. His case manager said it took months before Sanders was willing to accept help.

"It's been a long road," Sanders said. The musician lost his ability to play guitar — his living — after he suffered a stroke, which weakened his memory. He blew through his money, lived in a minivan and ended up on the doorstep of The Bridge, seeking a place to stay.

"I didn't think of it as anything more," Sanders said.

Dunn said the people who use The Bridge as a safe place to sleep frequently turn to The Bridge later, when they're ready to receive medical and counseling services to prepare them for permanent housing. Before the center opened, the success rate for housing homeless people in Dallas was below 70 percent, said Mike Faenza, president and chief executive of the Metro Dallas Homeless Alliance. The Bridge's transitional program has had a success rate of more than 90 percent.

'A springboard'

Plans for The Bridge began in the early 2000s, as Dallas' homeless population soared. Homeless advocates, including Mayor Mike Rawlings, homeless czar at the time, developed a plan to end chronic homelessness in the city by 2014. The homeless assistance center, Rawlings wrote in a 2007 *Dallas Morning News* opinion piece, would be "a springboard" for the homeless — not just a shelter.

One of the architects of the plan was Faenza, who had about 15 years of experience in mental health and social services.

"The real focus of The Bridge was to be a place where people with mental illness and addictions and the symptoms of their disabilities

would be tolerated and addressed," Faenza said.

At The Bridge, recovery resources are centralized. Guests, as they're referred to by staff, are fed with the help of First Presbyterian Church. LifeNet provides mental health services, and staff members help people like Sanders attend medical appointments and fill out paperwork for disability benefits and housing.

It's a complicated process to get someone like Sanders to agree. His case manager, Jay Meaders, said it took months for Sanders to even admit he was homeless.

"Simon came in and was confused," Meaders said. "He was shocked. He was used to being on his own, so he didn't really want people doing things for him, but he slowly realized he needed help."

Last month, Sanders got his own space in the transitional shelter, his own cubicle with a bed and light to read his dozens of mystery novels. When the case manager asked a few weeks ago what it was like for the man to finally have his own space after two years of the emergency mat routine, Sanders replied, "Eh, it's all right," Meaders recalled.

"Homelessness is deflating," Sanders said this week. "There was a time I had money in the bank. I just never thought I would be homeless."

Increase in clients

The Bridge has faced a 44 percent increase in clients as revenue has declined 16 percent because of state and county budget cuts. This comes at a time when The Bridge transitioned, in October 2011, into its own entity, no longer a subsidiary of the Metro Dallas Homeless Alliance. There have been some growing pains during the concurrent changes, Dunn said.

With more guests — those who require basic needs like food and a bed — The Bridge has had to cap its recovery services, so housing placements have dropped in the last year.

Those waiting for their own affordable housing or units staffed with case managers wait longer, a trend typical across the country, said Nan Roman, president of the National Alliance to End Homelessness.

The group provides research and data about the issue to the lawmakers and the public. When homeless men and women have committed to their recovery and must wait longer for their homes, the system gets clogged, Roman said.

"There's a lot of attention to providing the resources," Roman said. "But how are we going to get people housed? There has to be an investment in the housing."

And according to the plan to end homelessness in Dallas, there will be. The Metro Dallas Homeless Alliance has continued to garner support for its plan to make 1,800 more units of housing available to people like Sanders, as well as families experiencing homelessness, a growing population nationally and locally.

A broad impact

Despite any growing pains The Bridge is experiencing, it is regaining some county funding and collaborating with other shelters to help cover the emergency services and overflow of guests. Its impact has been felt in several areas in the community, particularly the criminal justice system, said Ron Stretcher, Dallas County Director of Criminal Justice.

"They're vital to us," Stretcher said. "For folks coming out of the prison system or the jails, this is a starting place for them. For police who have to pick up people for loitering or trespassing, they can take them somewhere else that is not the jails, somewhere safe."

Stretcher added that the number of homeless people who have cycled through the jail system has dropped. The year before The Bridge opened its doors, there was, each night, an average of about 653 people in jail who reported being homeless. As of 2012, there was an average of 179.

Also, since The Bridge opened, crime has decreased in its surrounding area, the Central Business District, 38 percent. "It shows we have value in our community," Dunn said.

But Simon Sanders, who hopes to transition into an apartment where he'll be visited by a case manager regularly, doesn't recognize the data. He only knows that the place he thought was a shelter ended up being the place where he recovered a sense of independence.

"I heard lots of talk about The Bridge, good and bad, before I came," he said. "I figure, with all these people here, it had to be OK. It's chaotic, but it's helped me, so I guess it's not bad at all."

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Global News
January 21, 2013 9:05 am

Emergency shelters reduce homelessness, drug use, crime in Vancouver

By
Global News

Open drug use, panhandling, trespassing and street homelessness is down in Vancouver due to emergency shelters that opened this winter, according to new statistics from the Downtown Vancouver Business Improvement Association.

The new data shows that in December, open area drug use dropped by 88 per cent, from 33 to four recorded incidents, compared to the year before.

Panhandling was reduced by 34 per cent, from 467 incidents to 309, trespassing cases dropped by 21 per cent, from 207 incidents to 163.

The statistics also showed 49 per cent fewer people were sleeping on the streets in the downtown core, from 276 people to 163.

Vancouver Mayor Gregor Robertson said the change is due to two Emergency Winter Response homeless shelters that opened in December.

“The Emergency Winter Response shelters provide a safe place to sleep, warm meals, and access to crucial services for those who have nowhere else to go,” says Mayor Gregor Robertson.

“These results make it clear that the two shelters on Seymour and Richards (streets) are in areas that need them, and demonstrate why we need more housing to meet our crucial goal of ending street homelessness in Vancouver by 2015.”

The four new shelters provide beds for 160 people, and have remained at full capacity since opening in December.

The shelters have had to turn hundreds of people away, something Robertson says shows the urgent need for more provincial investment in new supportive housing.

“The shelters provide a much-needed service, particularly in the downtown core where many of our homeless citizens live. Our data shows a clear connection between the shelters opening and a drop in incidents of

panhandling and drug use, among other issues,” said Charles Gauthier, executive director of the DVBLA.

Robertson said the shelters help address the root cause of homelessness with important services that help take people off the streets for good.

“When people are desperate for food or a place to sleep, panhandling and petty crime skyrocket. These results show that neighbourhood concerns such as open drug use and panhandling can be significantly reduced when homeless individuals have access to low-barrier shelters with food,” said Robertson.

“Permanent supportive housing is the ultimate solution but until there’s an adequate supply we need more low-barrier shelter space.”

But not everyone was so supportive of the shelters at first. Residents of Yaletown were worried the shelters would bring increased drug use and crime to their neighbourhood.

Several Yaletown residents complained in December the city didn’t consult them before building the shelters.

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DATE: August 18, 2008

SUBJECT: **WE ARE NEIGHBOURS: THE IMPACT OF SUPPORTIVE HOUSING ON COMMUNITY, SOCIAL, ECONOMIC AND ATTITUDE CHANGES**

FROM: Keith Ward, Commissioner of Human Services and General Manager, Peel Living

OBJECTIVE

The objective of this report is to summarize the key findings and suggestions highlighted in a report, entitled *We Are Neighbours: The Impact of Supportive Housing on Community, Social, Economic and Attitude Changes*, and commissioned by The Wellesley Institute, a non-profit and non-partisan research and policy institute.

REPORT HIGHLIGHTS

- Supportive housing for people with mental illness has suffered from stigmatization.
- Six thousand people with mental illness have been unable to find homes in supportive facilities in the Greater Toronto Area (GTA).
- Housing people with mental health issues in residential neighbourhoods does not harm property values or increase crime.
- Supportive housing helps build strong and inclusive neighbourhoods.
- Tenants of supportive housing contribute a modest amount to their local neighbourhood economies, and they contribute to their local area's vibrancy.
- Neighbours of the two supportive housing facilities analyzed in the study did not think that the buildings had a negative impact on their neighbourhood.

DISCUSSION**1. Background**

Supportive housing is frequently, but improperly, associated with social ills such as crime and drugs and has consequently suffered from stigmatization. Specifically, surrounding neighbours and businesses sometimes fear the perceived negative impacts of supportive housing such as low property values. However, for tenants with physical and mental health needs, supportive housing provides special support that allows them to live independently in the community.

The report entitled, *We Are Neighbours: The Impact of Supportive Housing on Community, Social, Economic and Attitude Changes* addresses the misconceptions regarding the effects of supportive housing on surrounding neighbourhoods. The report also highlights the challenges and opportunities for supportive housing and provides a comprehensive list of recommendations for all levels of government, supportive housing providers and community

WE ARE NEIGHBOURS: THE IMPACT OF SUPPORTIVE HOUSING ON COMMUNITY, SOCIAL, ECONOMIC AND ATTITUDE CHANGES

organizations. It should be noted the term 'supportive housing' within the housing sector is a more encompassing term than the typical definition attached to the same term in zoning by-laws.

Government Support for Supportive Housing

All levels of government are experiencing challenges with supportive housing. The provincial and municipal budgets provide some housing funds for supportive housing, but their initiatives rely substantially on transfers from three federal programs (i.e., the Affordable Housing Program, the National Housing Rehabilitation Program and the National Homelessness Initiative), all of which expire in 2008. The federal government has promised a one-time infusion of \$110 million for mental health and housing pilot projects across the country in 2008; however, no commitment has been made beyond this funding. In addition to funding issues, the federal and provincial governments have not developed a comprehensive housing strategy to establish specific supportive housing targets.

A more detailed summary of the report is attached to the end of this Council report. A copy of the full report is available from the Office of the Commissioner of Human Services.

2. Report's Key Findings

The report highlights that there is a growing need for supportive housing facilities for people with mental illness in the Greater Toronto Area (GTA) as 6,000 people have been unable to find homes in supportive facilities. Proactive action is required by all levels of government as such facilities provide life-altering benefits for men and women who live with mental illness. Moreover, supportive housing facilities modestly contribute to the social and economic health of their surrounding neighbourhood.

Through research and the analysis of two separate buildings, the experiences of their tenants and adjacent neighbours and businesses, researchers concluded that the existence of the supportive housing buildings studied did not negatively affect the property values or the crime rates in the neighbourhood. In fact, property values increased and crime decreased in the period considered by the study.

Neighbours of the two buildings also did not perceive them as negative additions to their communities as each building has contributed to the strength and vibrancy of their local neighbourhood. In fact, many of the residential neighbours and business owners did not even know that the buildings were supportive housing facilities.

3. Report Recommendations

Based on these research results, the report recommends several actions for the three levels of government. Some of their recommended actions are provided below:

a) The City of Toronto should:

- Apply "as-of-right" planning rules to supportive housing;
- Create a streamlined approach that assigns projects to senior city staff who are responsible for securing the necessary approvals; and
- Establish clear supportive housing targets as part of its 10-year strategy.

WE ARE NEIGHBOURS: THE IMPACT OF SUPPORTIVE HOUSING ON COMMUNITY, SOCIAL, ECONOMIC AND ATTITUDE CHANGES

b) The Government of Ontario should:

- Act on its key funding responsibility and set specific targets for supportive housing;
- Make adequate funding available to meet those targets and ensure the efficiency of the funding flow; and
- Fund “portable” services that meet the needs of individuals who have mental illness or disability but do not live in supportive housing.

c) Government of Canada:

- The federal government should establish a country-wide housing strategy that includes specific targets for Toronto and other communities, and make adequate funding available to meet those targets; and
- The Mental Health Commission of Canada must include studies of the contributions that supportive housing makes to their neighbourhoods in the Commission's campaign to eliminate stigma and discrimination.

Additional recommendations are provided for the other stakeholders, including supportive housing providers, community organizations and supportive housing tenants.

4. Implications for Region of Peel

This report's recommendations (i.e., as they apply to two-tier municipal governments) should be reviewed and considered in Peel Region based on evidence of supportive housing's economic, social and health benefits for the community-at-large.

As Peel's population increases, so too does the need for supportive housing. The Region has an opportunity to learn from Toronto's experience and implement strategic housing strategies and targets to respond to future demands while eliminating stigmatization. Success in this area will help to create more vibrant and socially inclusive neighbourhoods in Peel.

August 18, 2008

HS-C3 -4-

**WE ARE NEIGHBOURS: THE IMPACT OF SUPPORTIVE HOUSING ON COMMUNITY,
SOCIAL, ECONOMIC AND ATTITUDE CHANGES**

CONCLUSION

The "We Are Neighbours" report corrects current misconceptions regarding the effects of supportive housing on surrounding neighbourhoods. It demonstrates that property values and crime rates are not negatively affected by their proximity. Moreover, it illustrates the positive impact of supportive housing facilities on the lives of individuals living with mental illness.



Keith Ward
Commissioner of Human Services
and General Manager, Peel Living

Approved for Submission:


D. Szwarc, Chief Administrative Officer

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Authored By: Christina Horvari

c. Legislative Services

**WE ARE NEIGHBOURS: THE IMPACT OF SUPPORTIVE HOUSING ON COMMUNITY,
SOCIAL, ECONOMIC AND ATTITUDE CHANGES**

REPORT SUMMARY

We Are Neighbours

*The Impact of Supportive Housing on Community, Social, Economic and Attitude
Changes*

By: Alice de Wolff
For: The Wellesley Institute¹

Introduction:

Supportive housing is often associated with social ills such as crime and drugs and has consequently suffered from stigmatization for decades. Specifically, at the community level, supportive housing has continuously experienced NIMBYism (Not In My Back Yard) as opposition occurs when fears develop around the potential negative impacts on local businesses and neighbours such as low property values, traffic congestion and noise disruptions. However, at the other end of the spectrum, for tenants with physical and mental health needs, supportive housing serves as a provider of special support that allows them to live independently in the community. In the report entitled, *We are Neighbours: The Impact of Supportive Housing on Community, Social, Economic and Attitude Changes*, author, Alice de Wolff, attempts to correct the common misconceptions regarding the effects of supportive housing on surrounding neighbourhoods. The report describes the insights of members of the *Dream Team*, a group of men and women who live with mental illness and depend on supportive housing and who demonstrate the life-altering benefits of supportive housing through their personal stories. It is through these stories that a motivation was born to better understand the impacts of supportive housing facilities on the social and economic health of adjacent neighbourhoods. The report also

¹ The Wellesley Institute is a Toronto-based non-profit and non-partisan research and policy institute. Their work aims to advance urban health and health equity through a unique three-pronged combination of community-based research, capacity building and policy research and analysis.

August 18, 2008

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WE ARE NEIGHBOURS: THE IMPACT OF SUPPORTIVE HOUSING ON COMMUNITY, SOCIAL, ECONOMIC AND ATTITUDE CHANGES

provides an outline of challenges and opportunities for all levels of government regarding supportive housing as well as a comprehensive list of recommendations.

Background Research on Supportive Housing

An array of literature has identified a need for more supportive housing facilities for people with mental illness in the Greater Toronto Area (GTA). However, in a city region composed of five million people, only 3,000 supportive housing units exist, which are supported by over 30 agencies. Mental health and housing agencies estimate that an additional six thousand people with mental illness have been unable to find homes in supportive facilities. Recently, a Wellesley Institute report, entitled *Blueprint to End Homelessness in Toronto (2006)*, estimated an annual addition of 2,000 supportive housing units is required to meet the needs of people with physical and mental illness. Research providing evidence that advocacy and policy guides the development of supportive housing has been significantly overlooked. Moreover, although social research has highlighted the indicators of healthy communities, few studies have documented the social and economic impacts of supportive housing on surrounding communities.

This report indicates that limited academic research exists on the impact of supportive housing on mentally ill tenants. Available research has indicated that once people with serious mental illnesses are in supportive housing, they are less likely to use hospitals and other supportive institutions. In Toronto, the Canadian Mental Health Association monitored 56 tenants whose hospital costs dropped from \$1.4 million to \$173,000, a decline of 87.3% from when they started receiving housing support in 2002. Other studies that have extensively focused on the negative effects on property values indicated that no impact was made on property values by the presence of supportive housing.

WE ARE NEIGHBOURS: THE IMPACT OF SUPPORTIVE HOUSING ON COMMUNITY, SOCIAL, ECONOMIC AND ATTITUDE CHANGES

Government Support for Supportive Housing

Housing issues such as affordability and access are attributes of quality housing that are imperative for healthy human development and are important for economic success. The provincial and city budgets provide some funds for supportive housing, but their initiatives rely substantially on transfers from three federal government programs, all of which are expiring in 2008. The federal government has promised a one-time infusion of \$110 million for mental health and housing pilot projects across the country in 2008. However, no commitment has been made beyond this funding, and current funds will not be able to sustain services over time. The report strongly argues that commitment to supportive housing by all levels of government and agencies is needed to ensure that projected targets are met. Moreover, there are many opportunities to meet current challenges regarding supportive housing policy. The chart below illustrates the challenges and opportunities by all three levels of government.

City of Toronto-Challenges	City of Toronto- Opportunities
<ul style="list-style-type: none"> • No specific supportive housing targets • No inclusionary planning policies for supportive housing. • No "as-of-right" zoning for supportive housing 	<ul style="list-style-type: none"> • City of Toronto's proposed 10-year housing plan acknowledges the value of supportive housing • Toronto housing plan consultation process is an opportunity to develop specific targets
Government of Ontario- Challenges	Government of Ontario- Opportunities
<ul style="list-style-type: none"> • No specific supportive housing targets • No dedicated supportive housing funding • Funding for housing and services fragmented • No overall provincial housing strategy • Support services funding being downloaded to LHINs; housing funding was downloaded to Municipalities in 1998. 	<ul style="list-style-type: none"> • Ontario's promise of a comprehensive Poverty Reduction Strategy offers opportunity to develop supportive housing plan • Ontario is currently considering a provincial housing strategy • "Health equity" focus at LHINs and Ministry of Health and Long Term Care allows for new focus on supportive housing
Government of Canada- Challenges	Government of Canada- Opportunities
<ul style="list-style-type: none"> • No specific supportive housing targets 	<ul style="list-style-type: none"> • Newly created Mental Health Commission of Canada

WE ARE NEIGHBOURS: THE IMPACT OF SUPPORTIVE HOUSING ON COMMUNITY, SOCIAL, ECONOMIC AND ATTITUDE CHANGES

<ul style="list-style-type: none"> • No dedicated supportive housing funding • Latest announcement is for "pilot project" funding only, not for permanent housing/ services funding • Three major national housing and homelessness programs set to expire in 2008. 	<p>recognizes important of housing as a critical mental health issue</p> <ul style="list-style-type: none"> • Federal government has a long history of successful housing programs
--	---

Report Methodology and Introduction to Selected Buildings

Various research methods were utilized in this study. Initially, workshops were established to enable the team to familiarize themselves with existing literature on the correlation between supportive housing and individuals with mental illness. After surveying the literature on supportive housing impacts, the project team identified two supportive housing facilities and neighbourhoods for this study.

Building A was constructed in the late 1980s and was one of the first supportive independent housing facilities for people with mental illness in Toronto. It is composed of 15 bachelor apartments on three floors and a basement. During construction, negative reactions were anticipated, however, only minor concerns existed and no complaints were made to City Council. Tenants came from shelters and insecure private housing and have become long-term, stable residents. Building A exhibits a culture that resembles that of cooperative housing where active residents play a leadership role.

Building B is a low-rise apartment building that was created in the early 2000s on a property that was used for mixed living and factory space. Today, Building B is composed of 26 apartments on two floors with disabled access to both floors, a rooftop sitting area, laundry, a front office and a large common room with cooking facilities. Contrary to Building A, neighbourhood community associations opposed the development the Building B as criticism arose around the design of the building and its perceived contribution to transforming the neighbourhood into a ghetto of social housing. The property had been slated to become a

WE ARE NEIGHBOURS: THE IMPACT OF SUPPORTIVE HOUSING ON COMMUNITY, SOCIAL, ECONOMIC AND ATTITUDE CHANGES

condominium; however, the project had been unable to provide sufficient parking for the proposed use.

The team collected primary data in the form of interviews with tenants from both buildings and with surrounding neighbours and business owners. Detailed interview scripts and schedules for tenants and staff were developed in an intensive workshop process with the researchers. The resulting open-ended questionnaires reflected the supportive housing experience of the team members and were relevant to the tenants. Lastly, secondary data was collected from time-series of property values, crime reports and demographic profiles of the neighbourhoods.

Study Results

The following section provides a brief comparison between Building A and Building B with regards to property values, economic contribution, neighbourhood cohesion, contributions to collective efficacy, and crime and safety.

Changes in Property Values**Building A's Street**

- No evidence to suggest that Building A has affected the real estate values of its neighbours
- Property values on Building A's street have paralleled the fluctuations in the Toronto real estate market between 1988 and 2007, and do not differ significantly from those of an adjacent street
- The value of row or town homes has increased more dramatically on Building A's street (an increase of 262%, compared with 134% on the comparison street between 1988 and 2007)
- The value of semi-detached homes has consistently been higher on the adjacent street

Building B's Street

- The value of residential property on Building B's street has increased substantially since the early 2000's and does not significantly differ from those of an adjacent street
- No indication that Building B has negatively affected property values
- The two streets compared in the study for residential values were very close to each other: both on transit routes, with residences on one side facing a school and a small business section at the corner. The residences on both streets are primarily semi-detached and row or town houses

WE ARE NEIGHBOURS: THE IMPACT OF SUPPORTIVE HOUSING ON COMMUNITY, SOCIAL, ECONOMIC AND ATTITUDE CHANGES

Economic Footprints and Relations with Neighbourhood Businesses

Building A

- Tenants all live on very limited incomes; thus, their ability to spend is not significant
- They use the local restaurants, coffee shops, baker, butcher, dollar store etc.
- Tenants tend to do their monthly shopping at a low-cost supermarket that is close to the building
- Their use of local stores contributes both to individual businesses and to the regular street life, as well as to the vibrancy of the neighbourhood
- Some convenience store operators know individuals well enough to provide them with a small monthly credit

Building B

- Tenants make modest contributions to the local economy
- They have established a new kind of vitality on a street that previously had dwindling activity
- They use the local restaurants, coffee shops, baker, butcher, dollar store, etc.
- Proprietors at the corner store and the corner restaurant will provide tenants with a small amount of credit

Neighbourhood Cohesion

Building A

- Regular interactions between neighbours and tenants exist. This reflects good will and support which are evidence of neighbourhood cohesion
- Neighbours of Building A said they enjoyed living on their street. They described it as stable and cohesive
- Only 35% of the neighbours interviewed near Building A knew that it was supportive housing. This is indicative that the building and tenants "fit in"
- Relations between tenants and neighbourhood business people appear to be more substantial than those with residential neighbours. In fact, interaction goes beyond the usual commercial transaction. Mutual respect and form of assistance between businesses and tenants exist

Building B

- Tenants of Building B also have stronger connections with immediate business neighbours than those with other residential neighbours as its location is set amongst businesses, across the street from residences
- Similar to Building A, interaction among business owners and tenants goes beyond the usual commercial transaction. Mutual respect and form of assistance exists
- Neighbours across from Building B and from an adjacent residential side street described the neighbourhood as both cohesive and in considerable change. They stated that they had little interaction with Building B tenants

WE ARE NEIGHBOURS: THE IMPACT OF SUPPORTIVE HOUSING ON COMMUNITY, SOCIAL, ECONOMIC AND ATTITUDE CHANGES

Contributions to Collective Efficacy

Building A

- Tenants in Building A are involved in both informal and formal actions that go beyond casual friendliness and have contributed to the vitality of their immediate neighbourhood.
- A communal garden organized by a tenant created opportunities for neighbours to share advice

Building B

- Tenants in Building B have created a very active house community that is supported and facilitated by the design of Building B and the agency's support
- Tenants participate in regular meetings, a weekly community kitchen and have organized their own food bank events that attract people from other supportive housing as well as their own building
- Tenants are satisfied with their collective experience and tend not to move out

Crime and Safety

Building A

- No formal neighbourhood watch on the street, however, several neighbours report that they keep an eye out for each other
- Neighbours have informed the tenants when break-ins occurred in the neighbourhood
- One tenant discussed the prevalence of crack cocaine in the neighbourhood

Building B

- Building B tenants and staff have demonstrated they are capable of effective collective action to prevent and handle crime, although this may not be obvious to their neighbours
- Tenants reported a number of instances where they were the targets of crimes perpetrated by people outside of the building
- Tenants have developed an informal and internal neighbourhood watch that was instrumental in the arrest of a man who did not live in the building and who was suspected of a sexual assault that had taken place in the building

Key Findings

Based on the presentation of the study results highlighted above, this report's key findings include:

Property values and crime rates are unaffected

- There is no evidence that the existence of the supportive housing buildings studied has negatively affected either property values or crime rates in the neighbourhood. Property values have increased and crime decreased in the period considered by the study.

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WE ARE NEIGHBOURS: THE IMPACT OF SUPPORTIVE HOUSING ON COMMUNITY, SOCIAL, ECONOMIC AND ATTITUDE CHANGES

Neighbours do not think the Buildings have a negative impact

- Of the 54 immediate neighbours and business people interviewed, only two business people claimed that the houses have a negative impact. They were also the business people with the least experience in the neighbourhood. Only 40% of residential neighbours and business people knew that the buildings were even supportive housing facilities. The opposition that existed to the houses when they were proposed has dissipated, with virtually no expression of negative attitudes found among immediate neighbours.

Modest local economic “footprint”

- Interviews with neighbours and 36 tenants and staff of both buildings indicate that the local economic “footprint” of each building is modest, primarily because of tenants’ low income. However, because they tend to have fewer choices than people with higher incomes, they shop at local convenience stores, pharmacies, coffee shops and restaurants. Some local store operators recognize the importance of tenants’ business by offering them small amounts of short-term credit.

Contributions to neighbourhood actions and vibrancy

- The study found that each building contributes to the strength of their local neighbourhoods in different ways, depending on the length of time they have been open and the character of the street.
- Building A has been on a residential street for almost 20 years. Tenants have initiated a new approach to front yard gardening on the street and participated in collective action with their neighbours around noise and speed reduction, and garbage removal.
- Building B is on the commercial side of a mixed-use street. Tenants have stronger relationships with business operators than with residential neighbours, and have created an important, new vibrancy along what was a drab section of the street.

Contributions and crime

- Tenants in Building B in particular have experienced being targets for criminal activity. Tenants and staff in both buildings have developed internal ways to handle crime that protects both tenants and the neighbourhood.

Recommendations

The Research Group has a series of recommendations for the three levels of government and for others with a stake in creating both more supportive housing and successful neighbourhoods:

The City of Toronto should:

1. Act on the strong research evidence that shows that supportive housing facilities are not harmful to neighbourhoods, and that they contribute to strong communities. The City should apply “as-of-right” planning rules to supportive housing, and recognize that supportive housing is a necessary part of every neighbourhood by setting targets for all parts of the city.

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WE ARE NEIGHBOURS: THE IMPACT OF SUPPORTIVE HOUSING ON COMMUNITY, SOCIAL, ECONOMIC AND ATTITUDE CHANGES

2. Create a streamlined, "single window" approach that assigns projects to senior city staff who are responsible for securing the necessary approvals.
3. Ensure that all planning and zoning are neighborhood building processes and recognize that housing is a human right for everyone.
4. Establish clear supportive housing targets as part of its 10-year housing strategy.

The Government of Ontario should:

5. Act on its key funding responsibility and set specific targets for supportive housing in Toronto and other communities in the context of an overall housing strategy.
6. Make adequate funding available to meet those targets, and ensure that its funding flows through programs that ensure the housing and supports are properly coordinated at the local level.
7. Fund "portable" services that meet the needs of individuals who have a mental illness or disability but do not live in supportive housing.
8. Ensure that curriculum in schools and programs for mental health professionals, social workers, community workers, urban planners and all other related professionals should include sections on the research related to mental health and housing.

Local Health Integration Networks should:

9. Ensure that their funding policies and practices are integrated with municipal and provincial supportive housing programs.
10. Be responsive to neighbourhood needs and recognize the unique contributions of a range of providers, from large to small agencies.

Government of Canada:

11. The federal government should establish a country-wide housing strategy that include specific targets for Toronto and other communities, and make adequate funding available to meet those targets.
12. The Mental Health Commission of Canada must include studies of the contributions that supportive housing makes to their neighbourhoods in the Commission's campaign to eliminate stigma and discrimination against people with mental illness.

Supportive Housing Providers:

13. The design and programming in supportive housing should foster or strengthen several successful approaches: an atmosphere of support and security, internal communities among tenants, child and pet friendly spaces and openness to the neighbourhood. This study indicates that gardens are important, along with porches, benches, patios and community-use rooms.

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WE ARE NEIGHBOURS: THE IMPACT OF SUPPORTIVE HOUSING ON COMMUNITY, SOCIAL, ECONOMIC AND ATTITUDE CHANGES

14. Housing providers should foster or strengthen a community liaison or community development function within their organizations, and support tenants who want to participate in neighbourhood-building actions and community organizations (such as a neighbourhood watch).

Community Organizations

15. Community leaders, including those in community associations and business organizations, should take an active role in building strong neighbourhoods by engaging supportive housing providers and tenants in their work. They should work to promote the assets that supportive housing tenants can bring to a neighbourhood.

Supportive Housing Tenants

16. Get involved and stay involved! Supportive housing tenants know, first hand, the value of supportive housing in their lives. The Research Group encourages tenants to use this study to validate their experience that supportive housing is good for communities.

Conclusion

This study reinforces earlier research findings that supportive housing does not harm neighbourhoods. The in-depth examination of the two supportive housing facilities and neighbourhoods in Toronto illustrates how tenants make important contributions to their communities. Tenants in these buildings contribute a modest but significant amount to their local economies; contribute to the vibrancy of their area through their street presence and watchfulness; contribute to the friendliness amongst neighbours; and contribute to the collective efficacy of their neighbourhoods through actions around noise and speed, tidiness and crime.

The community-based approach of this study expanded the scope of existing supportive housing impact research to include neighbourhood contributions, and made it possible to build a particular trust with tenants. It has also contributed to the capacity of Dream Team members to be even more effective in public discussions and debates about creating more supportive housing for people with mental illness.



FURMAN CENTER POLICY BRIEF

The Impact of Supportive Housing on Surrounding Neighborhoods: Evidence from New York City

This policy brief is a summary of the Furman Center's research on the effects supportive housing has on the values of surrounding properties. The full study is available at <http://furmancenter.nyu.edu>.

What Is Supportive Housing?

Supportive housing is a type of affordable housing that provides on-site services to people who may need support to live independently. Residents may include formerly homeless individuals and families, people with HIV/AIDS or physical disabilities, young people aging out of foster care, ex-offenders, people with mental illness or individuals with a history of substance abuse. Residents in supportive housing developments, unlike those in temporary or transitional housing options, sign a lease or make some other long-term agreement. Developments provide a range of services to residents, which can include case management, job training and mental health or substance abuse counseling. Supportive housing developments are run by non-profit organizations that typically provide both support services and management.

Researchers have found supportive housing to be an effective and cost-efficient way to house disabled and formerly homeless people.¹ The combination of permanent affordable housing and support services is seen as key to providing a stable environment in which individuals can address the underlying causes of their homelessness—at far less cost than placing them in a shelter or treating them in a hospital.

¹ See, e.g., Culhane, Dennis, Stephen Metraux and Trevor Hadley. 2002. Public Service Reductions Associated with Placement of Homeless Persons with Severe Mental Illness in Supportive Housing. *Housing Policy Debate*. 13(1): 107 - 163; Lipton, Frank R., et al. 2000. Tenure in Supportive Housing for Homeless Persons With Severe Mental Illness. *Psychiatric Services*. 51(4): 479-486.

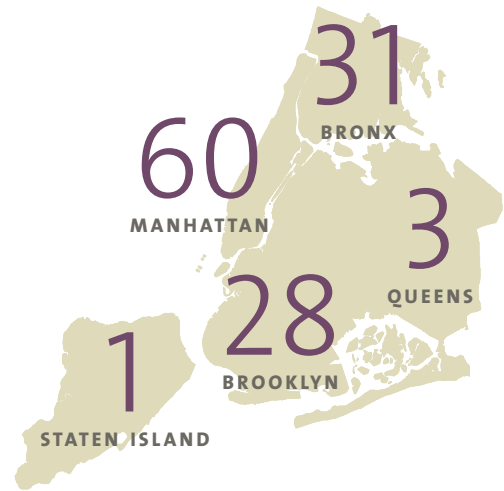


Supportive Housing in NYC

Supportive housing grew out of attempts in the late 1970s and early 1980s to provide services to mentally-ill individuals who were homeless or living in substandard, privately-owned Single Room Occupancy (SRO) buildings. Soon thereafter, nonprofit groups formed to rehabilitate the housing in addition to providing on-site services.

By 1990, New York City nonprofits were operating over 2,000 units of supportive housing. The success of these efforts led the state and city to sign a historic joint initiative to fund the creation of thousands of new supportive housing units for homeless persons with mental illness. The “New York/New York Agreement,” signed in 1990, was the first of three initiatives that have helped spur the development of over 14,000 units in more than 220 supportive housing residences in the city for formerly homeless and inadequately housed people with a range of disabilities. As Figure A shows, the overwhelming majority of these developments were built in Manhattan, Brooklyn and the Bronx. As seen in Figure B, there has been

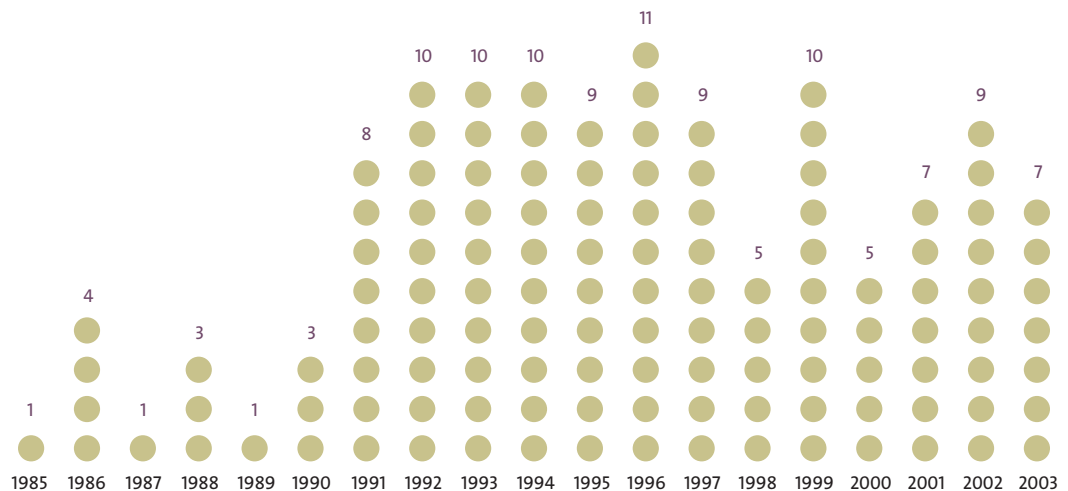
Figure A: Supportive Housing Developments in Our Study by Borough (as of 2003)



fairly steady development throughout the past two decades, with a big building boom following the 1990 NY/NY agreement.

Signed in November of 2005, the “New York/New York III Agreement” was the largest yet, committing \$1 billion to create 9,000 units of supportive housing (both scattered-site and single-site²) for homeless and at-risk individuals and families with disabilities in New York City over ten years. The large scope of this initiative ensures that there

FIGURE B: Supportive Housing Developments Completed Annually



Note: This figure includes all developments examined in this study: all supportive housing opening in New York City before 2004 that resulted from new construction or the gut renovation of a vacant building.

² Our research looks only at the impact of single-site supportive housing (developments in which the supportive housing units all are located in a single building with on-site social services), but it is important to note that New York City has an additional 9,000 supportive housing units that are scattered-site (dispersed within non-supportive housing buildings).



will continue to be a robust development pipeline of supportive housing to house homeless New Yorkers living with mental illness and other challenges.

As providers of supportive housing begin to implement the NY/NY III agreement, however, they are encountering two related and significant obstacles: New York City has a serious shortage of land suitable for building such developments; and community opposition to hosting supportive housing further limits the sites on which supportive housing can be built. The state and city require some form of public notification for all proposed supportive housing developments, and opposition by the local community often makes it difficult or impossible for developments to secure the necessary funding and land use approvals.

Despite the critical role that supportive housing plays in helping to address the problem of homelessness, communities asked to host the housing often resist, expressing fears that the housing will have a negative impact on the neighborhood. Neighbors voice worries, for example, that the supportive housing will increase crime, drain the neighborhoods' services and overburden its infrastructure, bring people to the community whose personal appearance or behavior will make residents and visitors uncomfortable, or otherwise decrease the quality of life in the neighborhood. They also commonly express a concern that supportive housing will depress the value of housing in the neighborhood, thereby depriving them of potential returns on their investment, and triggering a spiral of deterioration.

What Do We Know About Neighborhood Impacts of Supportive Housing?

Theoretically, supportive housing developments could either depress or raise neighborhood property values. If the development isn't well-maintained or doesn't blend in well with the surrounding community, it could have a negative impact on neighborhood property values. Similarly, if the residents of the new supportive housing engage in offensive behavior or participate in or are targets for illegal behavior, the housing might cause prices to drop. On the other hand, if a new development is attractive and replaces a community eyesore, such as an abandoned or vacant property, or helps to house people who otherwise would be living on the streets nearby, it likely would have a positive impact on property values. Similarly, if the new development is a conscientious and good neighbor and provides useful services to the community, it could raise prices.

While some who oppose supportive housing may do so regardless of the facts, objective, credible research about the experiences other neighborhoods have had with supportive housing should help to inform discussions about proposed developments. Some researchers have studied the effects of group homes, but few have looked specifically at the supportive housing model. Moreover, previous studies have been limited by data constraints, including small sample sizes (as few as 79 units) and limited time frames, and have studied effects in low-density neighborhoods, making it difficult to generalize their results to denser urban settings.³

The Furman Center's research aims to fill this gap in the literature with a rigorous, large-scale examination of the impacts of approximately 7,500 units of supportive housing created in New York City over the past twenty years.

³ See, e.g., Galster, George, Peter Tatian and Kathryn Pettit. 2004. Supportive Housing and Neighborhood Property Value Externalities. *Land Economics*. 80(1): 35-54; for studies of precursors to supportive housing such as group homes, see, e.g., Colwell, Peter F. Carolyn A. Dehring and Nicholas A. Lash. 2000. The Effects of Group Homes on Neighborhood Property Values. *Land Economics*. 76(4): 615-637.



About Our Research

In order to measure the impacts of supportive housing on property values, we use a large dataset with information on the sales prices of all apartment buildings, condominium apartments and one to four family homes selling in the city between 1974 and 2005, as well as property-level data on the characteristics of the units sold. We link these data to a list of all the supportive housing developments and their addresses, which we compiled with assistance from the New York City Department of Housing Preservation and Development (HPD), the New York State Office of Mental Health (OMH), the Supportive Housing Network of New York (SHNNY)—the member association of nonprofit supportive housing providers in New York State, and the Corporation for Supportive Housing (CSH)—a financial and technical assistance intermediary to supportive housing providers. This comprehensive dataset includes 7,500 units in 123 developments that opened between 1985 and 2003 and either were newly constructed or the result of gut renovations of

vacant buildings.⁴ The median size of the 123 developments is 48 units.

Identifying the impacts of supportive housing on the values of neighboring properties is challenging, primarily because it is difficult to disentangle what causes what—to determine whether supportive housing affects neighboring property values or whether neighboring property values affected the decision to build supportive housing in the neighborhood. Developers of supportive housing might, for example, be more likely to build the housing on sites in neighborhoods with very low property values, because more city-owned sites are available in such neighborhoods, because community opposition may be lower in these neighborhoods, or because developers can only afford to build in neighborhoods with the lowest property values. In fact, a simple comparison of census tracts in the city reveals that in 1990, before most supportive housing was sited, tracts that now have supportive housing tended to have higher poverty rates and lower homeownership rates than tracts that do not (see Table A).

Table A: Demographics (as of 1990) for Census Tracts with and without Supportive Housing

<i>Indicator* (as of 1990)</i>	<i>All Tracts in NYC</i>	<i>Tracts that now have Supportive Housing**</i>	<i>Tracts without Supportive Housing</i>
Number of Tracts	2,217	102	2,115
Poverty Rate	19.3%	31.4%	18.4%
Homeownership Rate	28.6%	10.9%	30.5%

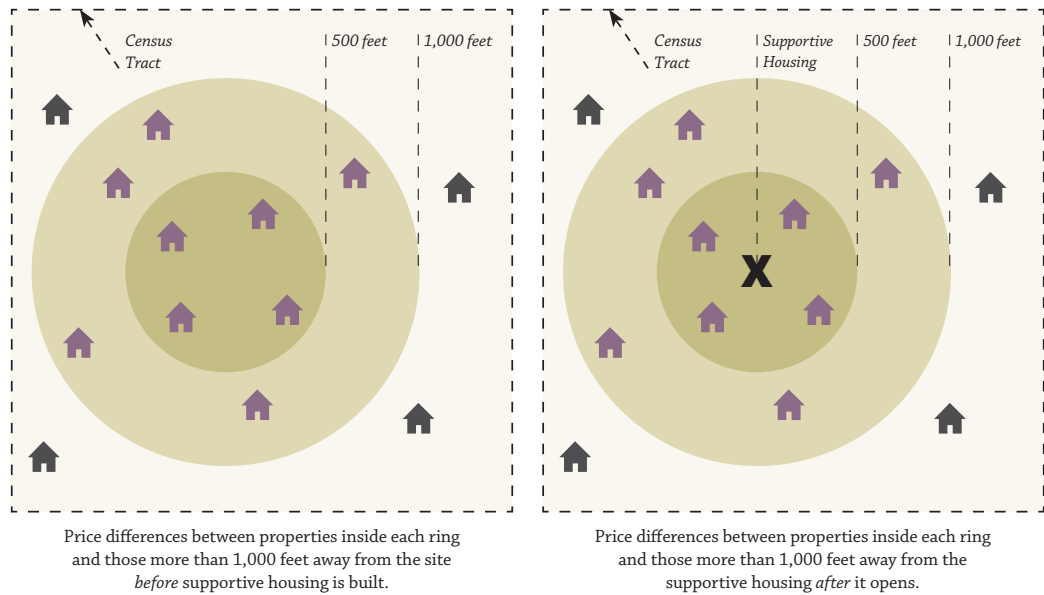
Source: 1990 Decennial Census data (NCDB). *All reported numbers represent the mean value across census tracts, weighted by population. **Tracts with supportive housing are those that are host to the 123 supportive housing developments in our study.

⁴ Because we are interested in the impacts new developments have on a neighborhood, our data on supportive housing developments only include new construction or projects that involved the complete, physical rehabilitation of a formerly vacant building. We did not include instances where an occupied building received cosmetic rehabilitation or was converted into a supportive housing development without undergoing substantial renovation.



Figure C: Methodology

Supportive housing development is represented by the **X**. We compare prices of properties within 500 feet and 1,000 feet of the development to similar properties in the same census tract but more than 1,000 feet away before and after the supportive housing is built.



We address this problem by controlling for the difference between the prices of properties very near to a supportive housing site and the prices of other properties in the same neighborhood before the supportive housing is constructed. Specifically, our research compares the price differences between properties within 500 and 1,000 feet of a supportive housing development, before and after it is built, with a comparable group of properties more than 1,000 feet from the site but still within the same census tract.⁵

Our strategy is illustrated in Figure C. Our approach controls for differences in prices between properties near to supportive housing sites and other properties in the neighborhood before supportive housing is built. It also controls for neighborhood price appreciation over time. Accordingly, we are able to specifically isolate the impact of the supportive housing. Our approach

also allows us to examine whether impacts vary with distance from the supportive housing development, because the impact on a property closer to a development might very well differ from impacts on properties still affected but further out in the 1,000 foot ring.

Finally, because impacts might be felt as soon as people learn that a supportive housing development is going to be built, and because construction of any building may bring noise, truck traffic, and other problems, we exclude the construction period from our estimate of property value differences between properties within the ring of supportive housing and those beyond 1,000 feet, before supportive housing opens.

⁵ One thousand feet is approximately the length of four North/South streets in Manhattan; across the city, on average, 1,000 feet is about the length of two blocks. While previous property value impact studies have looked at larger distances, it is unlikely that the relatively small developments we study would have an effect on property values many blocks away in the fairly dense Manhattan, Bronx and Brooklyn neighborhoods in which they are concentrated.



What Do We Find?

Our research finds little evidence to support neighbors' fears that supportive housing developments will reduce the price of surrounding properties over time. To the contrary, we find that the opening of a supportive housing development does not have a statistically significant⁶ impact on the value of the properties within 500 feet of the development.

We find that two to five years before a supportive housing development opens, properties within 500 feet of the site sell for almost 4 percent less than properties in the comparison group. This indicates that supportive housing developments are generally being built in areas that are more distressed than the surrounding neighborhood.

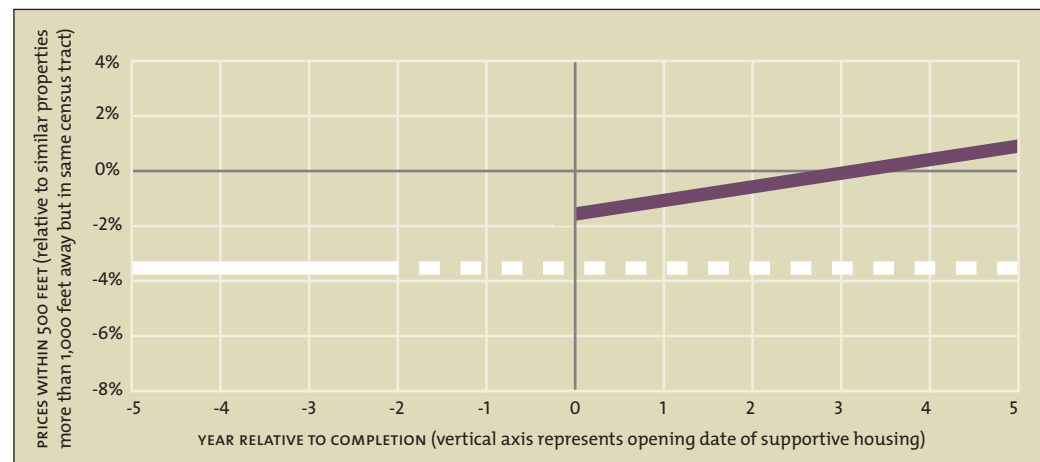
In the five years after completion, we find that the prices of those nearby properties experience strong and steady growth, appreciating more than comparable properties in the same neighborhood but further than 1,000 feet from the supportive housing.

As seen in Figure D, which illustrates the impact of a new supportive housing development of median size (48 units) on properties up to 500 feet away, there is a slight increase in the value of nearby properties when the development opens (compared with their value before construction began), but this difference is not statistically significant. After the supportive housing opens, we see a statistically significant rise in the value of these nearby properties, relative to property values in the comparison group. As a result, the four percent discount neighboring properties experienced before the supportive housing was built steadily narrows over time.

Moving farther away from the development, we find that properties between 500 and 1,000 feet away, unlike those less than 500 feet away, see a statistically significant drop in value when the building is under construction and when the supportive housing opens (compared to prices more than 1,000 feet from the development but within the neighborhood). But once again, we find that prices then show a steady relative gain in the years after completion. That pattern might suggest that the positive effects of the sup-

Figure D: Sales Prices of Properties Within 500 Feet of Supportive Housing Relative to Comparison Group, by Year Relative to Completion (For Median Size Development of 48 Units)

In this figure, the dotted line represents what we estimate would have happened to the prices of nearby properties had there been no new supportive housing development; the solid purple line represents the results of our analysis, which show steady growth in the value of nearby properties.



⁶ The term "statistically significant" refers to the likelihood that the differences between the groups being compared (in this study, the difference between the values of the properties near supportive housing and those further away) could have occurred by chance. If statistical methods show that results are statistically significant at the 95 percent level, we can be sure that the probability that the results are due to pure chance is five percent or less. Generally, researchers will consider results reliable only if they are statistically significant at the 90 (or higher) percent level.



portive housing are diluted farther away from the site and initially are outweighed by community uneasiness about the housing, but as the neighborhood grows comfortable with the supportive housing, prices show steady growth relative to the comparison properties.

In sum, our research reveals that the prices of properties closest to supportive housing—which are the properties opponents of supportive housing claim are most likely to be affected by the development—increase in the years after the supportive housing opens, relative to other properties located in the neighborhood but further from the supportive housing. Prices of properties 500 to 1,000 feet from the supportive housing may fall somewhat while the buildings are being built and as they open, but then steadily increase relative to the prices of properties further away from the supportive housing but in the same neighborhood. Our results accordingly suggest that over time, the values of homes near supportive housing do not suffer because of their proximity to the supportive housing.

Does the Size or Type of Supportive Housing Matter? Does the Population Density of the Neighborhood Matter?

Because of the diversity of supportive housing developments and the neighborhoods in which they are being built, we also wanted to evaluate whether characteristics of either the development or the neighborhood influence any effects the development has. We were somewhat surprised to find that the effects on neighboring property values do not depend on the size of the development (number of units) or the development's characteristics, such as whether the development sets aside a certain number of affordable units for neighborhood residents. The impact supportive housing has on property values also does not differ between lower and higher density neighborhoods.



GLASS FACTORY, a supportive housing development in the East Village, managed by BRC.



What Do These Findings Mean?

Our findings show that the values of properties within 500 feet of supportive housing show steady growth relative to other properties in the neighborhood in the years after supportive housing opens. Properties somewhat further away (between 500 and 1,000 feet) show a decline in value when supportive housing first opens, but prices then increase steadily, perhaps as the market realizes that fears about the supportive housing turned out to be wrong.

The city, state, and providers of supportive housing must continue to maximize the positive effects of supportive housing and ensure that supportive housing residences remain good neighbors. But the evidence refutes the frequent assertions by opponents of proposed developments that supportive housing has a sustained negative impact on neighboring property values.



JEROME COURT, a supportive housing development in the Bronx, managed by Palladia, Inc.

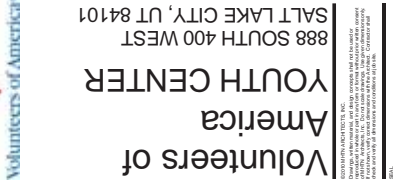
THE FURMAN CENTER FOR REAL ESTATE AND URBAN POLICY

is a joint research center of the New York University School of Law and the Robert F. Wagner Graduate School of Public Service at NYU. Since its founding in 1995, the Furman Center has become the leading academic research center in New York City dedicated to providing objective academic and empirical research on the legal and public policy issues involving land use, real estate, housing and urban affairs in the United States, with a particular focus on New York City. More information about the Furman Center can be found at www.furmancenter.nyu.edu.

Attachment B Development Plans



MHTN ARCHITECTS, Inc.
4071 East South Temple
Salt Lake City, Utah 84141
Phone: 801.592.6200
Fax: 801.592.6217
www.mhtn.com



Volunteers of America
888 SOUTH 400 WEST
SALT LAKE CITY, UT 84101

Volunteers of America YOUTH CENTER

888 SOUTH 400 WEST
SALT LAKE CITY, UT 84101

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9 DECEMBER 2013
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NO.	DATE	DESCRIPTION

DATE: 9/12/2013 9:47:38 AM
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CHECKED BY: JHE

COVER SHEET

CONSULTANTS

CIVIL	LANDSCAPE	STRUCTURAL	MECHANICAL	ELECTRICAL	CM/SC
CREIGHTON ENGINEERING 100 WEST SALT LAKE CITY, UT 84101 Phone: 801.592.0222 Fax: 801.592.7544	MHN ARCHITECTS 100 SOUTH TEMPLE SALT LAKE CITY, UT 84111 Phone: 801.592.6200 Fax: 801.592.6217	BBS SOUTHMAN ST SALT LAKE CITY, UT 84115 Phone: 801.353.5656 Fax: 801.353.5656	Name: Address 1: Address 2: Phone: PHONE NUMBER: Fax: FAX NUMBER:	Name: Address 1: Address 2: Phone: PHONE NUMBER: Fax: FAX NUMBER:	Name: Address 1: Address 2: Phone: PHONE NUMBER: Fax: FAX NUMBER:

APPROVALS

APPROVER'S NAME, TITLE	DATE
APPROVER'S NAME, TITLE	DATE
APPROVER'S NAME, TITLE	DATE

INDEX TO DRAWINGS - 50% SD

GENERAL	COVER SHEET
CIVIL	EXISTING CONDITIONS
ARCHITECTURAL	STAIR PLAN
AL01	LEVEL 1 FLOOR PLAN
AL02	LEVEL 2 FLOOR PLAN
AZ01	EXTERIOR ELEVATIONS

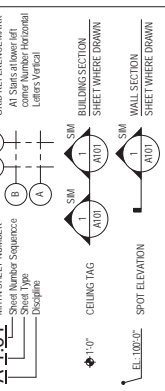


PROJECT DATA

CIVIL RIGHTS	YEAR	2010
AMERICAN DISABILITY ACT (ADA)	YEAR	2010
STANDARD FOR ACCESSIBLE DESIGN	YEAR	2010
INTERNATIONAL BUILDING CODE (IBC)	YEAR	2009
INTERNATIONAL PLUMBING CODE (IPC)	YEAR	2009
INTERNATIONAL FIRE CODE (IFC)	YEAR	2009
NATIONAL ELECTRICAL CODE (NEC)	YEAR	2008
OCCUPANCY CLASSIFICATION	A-2	
CONSTRUCTION TYPE	VB	
FULLY SPRINKLED	YES	
A-2 OCCUPANCY (NON-SEPARATED)	6-STORY (48	
BASIC ALLOWABLE AREA	5423 SQ. FT. (P)	
BUILDING PERMETER	436 L.M. FT. (P)	
BUILDING PERMETER WITH +/- 30 FT. CLEAR	50 FT. AVERAGE (W-30)	
WIDTH OF PUBLIC WAY	#1=660, #2=820	
AREA INCREASE DUE TO FRONTAGE	#1=(480562.0-283000) = 53	
AREA INCREASE DUE TO SPRINKLER SYSTEM	8 +/- 3	
ALLOWABLE AREA PER FLOOR	A=104 X 60 (X 1.3)	
ACTUAL FLOOR AREA (USABLE)	LEVEL 1 = 9,242 SQ. FT.	
ALLOWABLE AREA PER FLOOR	LEVEL 2 = 9,242 SQ. FT.	
	TOTAL = 17,484 SQ. FT.	
	AB=121,824	
	ACTUAL FLOOR AREA (USABLE) :	
ALLOWABLE AREA PER FLOOR :	27,185 SQ. FT.	

AREA INCREASE DUE TO SPRINKLER SYSTEM

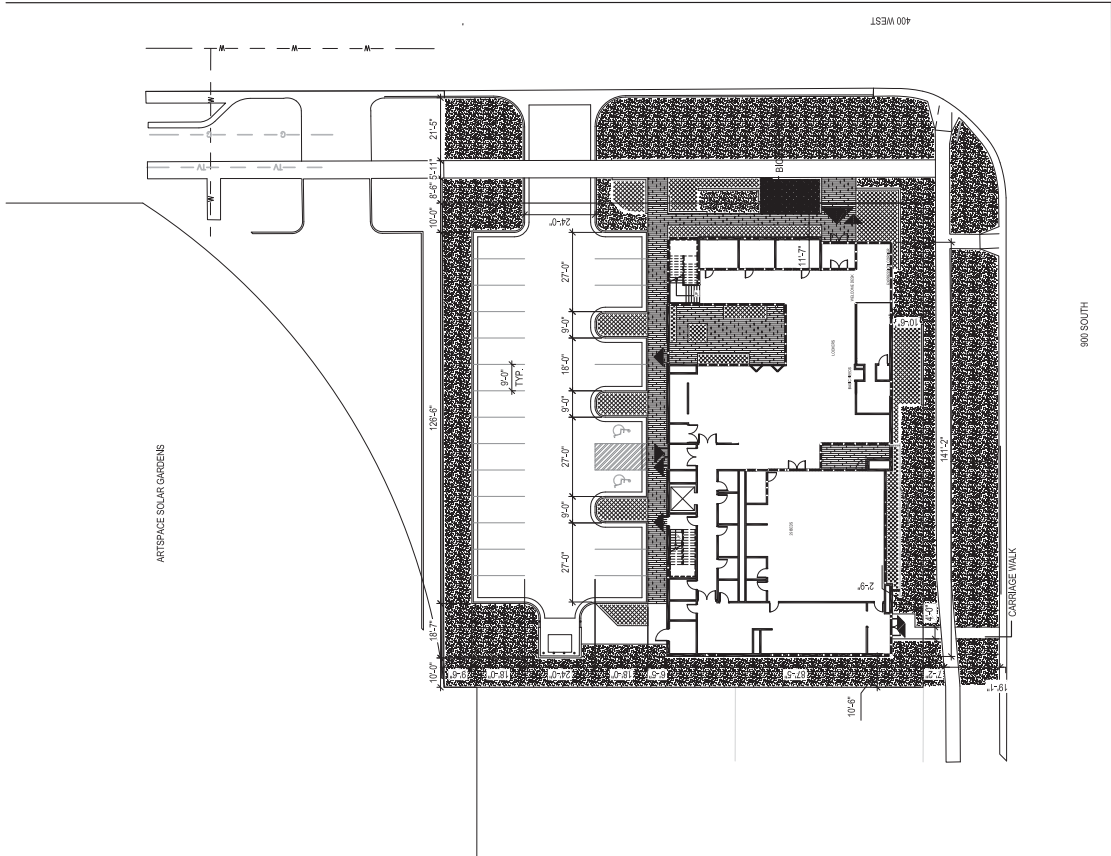
TYPE	VB
STRUCTURAL FRAME	0
BEARING WALLS EXTERIOR	0
NONBEARING WALLS EXTERIOR	0
NONBEARING WALLS INTERIOR	0
FLOOR-CEILING CONSTRUCTION	0
CEILING CONSTRUCTION	0
SHAFTS	1 HOUR



ABBREVIATIONS

AC	AIR CONDITIONING	AP	APPOINTMENT
AD	ADJACENT	AR	ARCHITECTURE
AF	AIR FRESHENER	AS	ASBESTOS
AL	ALUMINUM	AV	AUDIO VISUAL
ALM	ALUMINUM	AW	ARCHITECTURAL WINDOW
AM	MATERIAL	B	BEST INTEREST
AN	ANCHOR	BK	BLOCK
APP	APPROPRIATE	BK	BLOCK
APR	APPROPRIATE	BR	BROOK
AS	ASBESTOS	BV	BUS
B	BEST INTEREST	CB	CASE
BC	BLOCK	CB	CASE
BD	BUILDING	CD	CASE
BE	BEST INTEREST	CE	CEILING
BF	BEST INTEREST	CF	CONFERENCE
BG	BLOCK	CG	CLOSET
BI	BEST INTEREST	CH	CHINA CABINET
BJ	BEST INTEREST	CI	CORNER
BK	BLOCK	CM	COMMUNICATION
BL	BLOCK	CO	COPY
BM	BEST INTEREST	CP	COPY
BN	BEST INTEREST	CR	CORNER
BO	BLOCK	CS	COURT
BP	BEST INTEREST	CT	CURTAIN
BQ	BEST INTEREST	CU	CURTAIN
BR	BROOK	CV	COVER
BS	BEST INTEREST	CW	COVER
BT	BEST INTEREST	CY	CURTAIN
BV	BUS	D	DOOR
BW	BEST INTEREST	DC	DICTIONARY
BX	BEST INTEREST	DE	DECK
BY	BEST INTEREST	DF	DECK
BZ	BEST INTEREST	DI	DICTIONARY
CA	CASE	DM	DEMOLITION
CB	CASE	DN	DOWN
CC	CASE	DO	DOOR
CD	CASE	DP	DOWN
CE	CEILING	DR	DRAWING
CF	CONFERENCE	DS	DRAWING
CG	CLOSET	DT	DRAWING
CH	CHINA CABINET	E	ELEVATION
CI	CORNER	EL	ELEVATION
CJ	CORNER	EM	ELEVATION
CK	CORNER	EN	ELEVATION
CL	CURTAIN	EP	ELEVATION
CM	COMMUNICATION	EQ	EQUIPMENT
CN	CONFERENCE	ER	EQUIPMENT
CO	COPY	ES	EQUIPMENT
CP	COPY	ET	EQUIPMENT
CQ	COPY	EU	EQUIPMENT
CR	CORNER	EV	ELEVATION
CS	COURT	EW	ELEVATION
CT	CURTAIN	EX	EXTERIOR
CU	CURTAIN	EY	ELEVATION
CV	COVER	F	FLOOR
CW	COVER	FA	FLOOR
CX	COVER	FB	FLOOR
CY	CURTAIN	FC	FLOOR
D	DOOR	FD	FLOOR
DC	DICTIONARY	FE	FLOOR
DD	DOOR	FF	FLOOR
DE	DECK	FG	FLOOR
DF	DECK	GH	FLOOR
DG	DECK	GI	FLOOR
DH	DECK	GJ	FLOOR
DI	DICTIONARY	GK	FLOOR
DJ	DOOR	GL	FLOOR
DK	DOOR	GM	FLOOR
DL	DOOR	GN	FLOOR
DM	DEMOLITION	GO	FLOOR
DN	DOWN	GP	FLOOR
DO	DOOR	GQ	FLOOR
DP	DOWN	GR	FLOOR
DQ	DOWN	GS	FLOOR
DR	DRAWING	GT	FLOOR
DS	DRAWING	H	HANDRAIL
DT	DRAWING	HA	HANDRAIL
DU	DRAWING	HB	HANDRAIL
DV	DRAWING	HC	HANDRAIL
DW	DRAWING	HD	HANDRAIL
DX	DRAWING	HE	HANDRAIL
DY	DRAWING	HF	HANDRAIL
DZ	DRAWING	HG	HANDRAIL
EA	ELEVATION	HH	HANDRAIL
EB	ELEVATION	HI	HANDRAIL
EC	ELEVATION	HJ	HANDRAIL
ED	ELEVATION	HK	HANDRAIL
EE	ELEVATION	HL	HANDRAIL
EF	ELEVATION	HM	HANDRAIL
EG	ELEVATION	HN	HANDRAIL
EH	ELEVATION	HO	HANDRAIL
EI	ELEVATION	HP	HANDRAIL
EJ	ELEVATION	HQ	HANDRAIL
EK	ELEVATION	HR	HANDRAIL
EL	ELEVATION	HS	HANDRAIL
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EO	ELEVATION	HV	HANDRAIL
EP	ELEVATION	HW	HANDRAIL
EQ	ELEVATION	HX	HANDRAIL
ER	ELEVATION	HY	HANDRAIL
ES	ELEVATION	HZ	HANDRAIL
ET	ELEVATION	IA	INTERIOR
EU	ELEVATION	IB	INTERIOR
EV	ELEVATION	IC	INTERIOR
EW	ELEVATION	ID	INTERIOR
EY	ELEVATION	IE	INTERIOR
EX	EXTERIOR	IF	INTERIOR
EY	ELEVATION	IG	INTERIOR
FA	FLOOR	IH	INTERIOR
FB	FLOOR	II	INTERIOR
FC	FLOOR	IJ	INTERIOR
FD	FLOOR	IK	INTERIOR
FE	FLOOR	IL	INTERIOR
FF	FLOOR	IM	INTERIOR
FG	FLOOR	IN	INTERIOR
GH	FLOOR	IO	INTERIOR
GI	FLOOR	IP	INTERIOR
GJ	FLOOR	IQ	INTERIOR
GK	FLOOR	IR	INTERIOR
GL	FLOOR	IS	INTERIOR
GM	FLOOR	IT	INTERIOR
GN	FLOOR	IU	INTERIOR
GO	FLOOR	IV	INTERIOR
GP	FLOOR	IW	INTERIOR
GQ	FLOOR	IX	INTERIOR
GR	FLOOR	IY	INTERIOR
GS	FLOOR	IZ	INTERIOR
GT	FLOOR	JA	JACKET
GU	FLOOR	JB	JACKET
GV	FLOOR	JC	JACKET
GW	FLOOR	JD	JACKET
GX	FLOOR	JE	JACKET
GY	FLOOR	JF	JACKET
GZ	FLOOR	JG	JACKET
HA	HANDRAIL	JH	JACKET
HB	HANDRAIL	JI	JACKET
HC	HANDRAIL		
HD	HANDRAIL		
HE	HANDRAIL		
HF	HANDRAIL		
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HH	HANDRAIL		
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HJ	HANDRAIL		
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HU	HANDRAIL		
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HW	HANDRAIL		
HX	HANDRAIL		
HY	HANDRAIL		
HZ	HANDRAIL		
IA	INTERIOR		
IB	INTERIOR		
IC	INTERIOR		
ID	INTERIOR		
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IP	INTERIOR		
IQ	INTERIOR		
IR	INTERIOR		
IS	INTERIOR		
IT	INTERIOR		
IU	INTERIOR		
IV	INTERIOR		
IW	INTERIOR		
IX	INTERIOR		
IY	INTERIOR		
IZ	INTERIOR		
JA	JACKET		
JB	JACKET		
JC	JACKET		
JD	JACKET		
JE	JACKET		
JF	JACKET		
JG	JACKET		

1 2 3 4



SITE PLAN
 0 = 10'-0" 20'-0" 40'-0"
 SCALE: 1" = 20'-0"



1 2 3 4

CONCEPT PLANT SCHEDULE

SPRING PLANTING	SPRING PLANTING
SHRUBS AND BUSHES	SHRUBS AND BUSHES
PERENNIALS	PERENNIALS
GRASS	GRASS

ZONING INFORMATION
 ZONE: LCG GENERAL COMMERCIAL DISTRICT
 USE: HOMELESS SHELTER
 Youth Resource Center with Shelter Component

REQUIREMENT	REQUIRED	PROVIDED
MINIMUM LOT SIZE	10,000 SF	10,000 SF
MINIMUM LOT WIDTH	60'-0"	60'-0"
FRONT YARD SETBACK	10'-0"	10'-0"
REAR YARD SETBACK	10'-0"	10'-0"
CORNER SIDE YARD	N/A	N/A
INTERIOR SIDE YARD	N/A	N/A
LANDSCAPE YARD	N/A	N/A
PERIMETER PARKING LANDSCAPING	7'-0"	7'-0"
INTERIOR PARKING LANDSCAPING	5'-0"	48 SF / 8176 SF = 5%
MAXIMUM BUILDING HEIGHT	36'-0" (4 STORIES)	36'-0" MAX (2 STORIES)

PARKING	REQUIRED	PROVIDED
HOMELESS SHELTER	1 STALL PER EMPLOYEE	18 X 1 = 18 STALLS
WAREHOUSE/DOWNTOWN	2 SPACES PER 1,000 SF	(1400 SF / 1000 SF) X 2 = 2.8 STALLS
TOTAL		18 STALLS
ACCESSIBLE STALLS - 5% OF REQUIRED		2 STALLS
BIKE RACKS - 5% OF REQUIRED		12 BICYCLE PARKING SPACES PROVIDED

BUILDING AREAS AND HEIGHTS	ALLOWABLE	ACTUAL
AREA PER FLOOR	27,156 SF	10,000 SF (L1)
	27,156 SF	8,000 SF (L2)
BUILDING HEIGHT	36'-0"	36'-0"

CONSTRUCTION TYPE

CONSTRUCTION TYPE	SPRINKLED
BUILDING AREAS AND HEIGHTS	ALLOWABLE
AREA PER FLOOR	27,156 SF
BUILDING HEIGHT	36'-0"

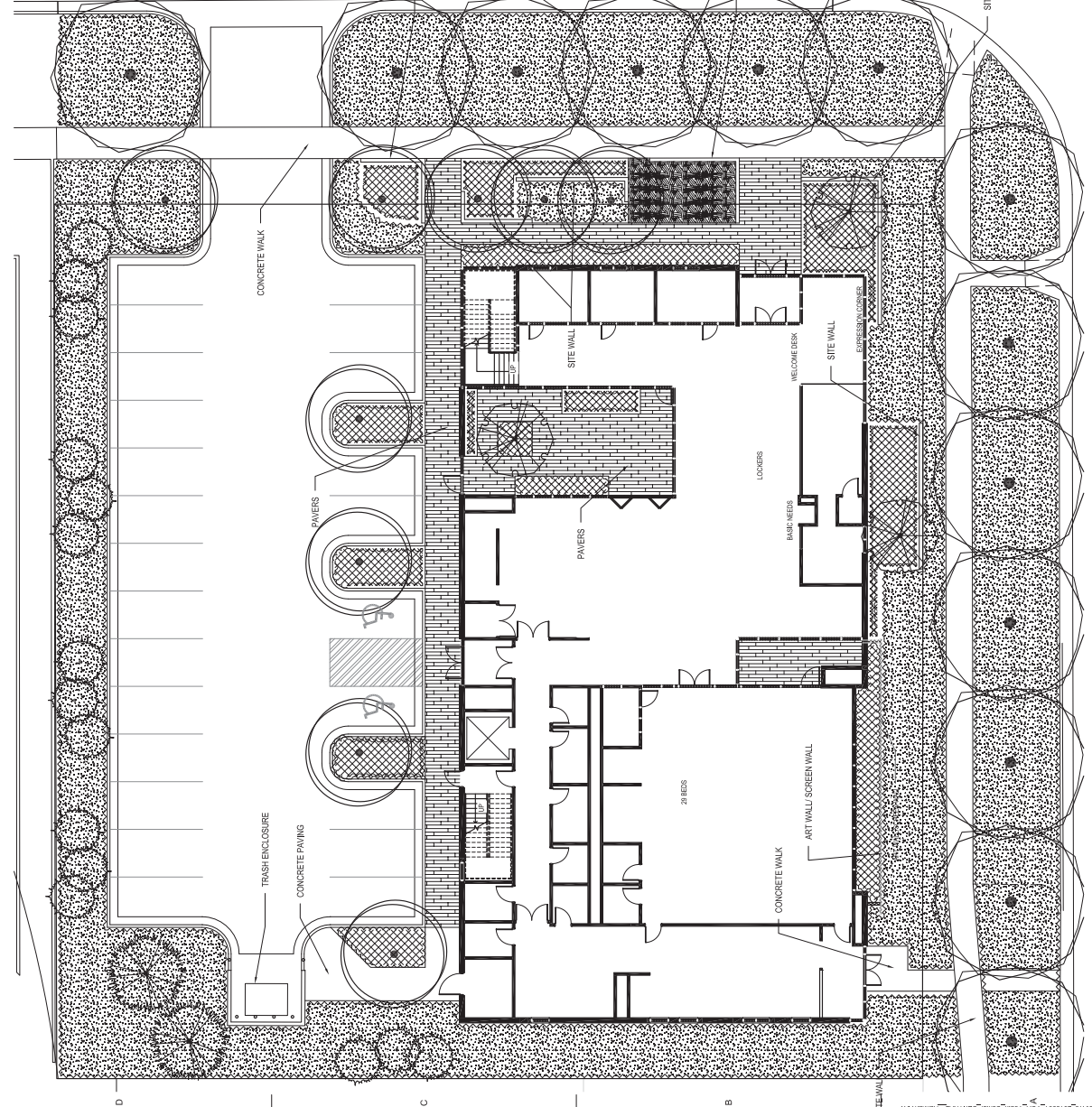
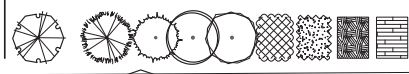
A SITE PLAN

50% SD
 21 FEBRUARY 2013
 (UPDATE)
 SHEET NUMBER

A0.00

CONCEPT PLANT SCHEDULE

- ELDERING TREES: 'Inermis' / Thornless Cockspur Hawthorn / Crataegus laevigata / Spring Snow Crab Apple / Prunus serotina 'Maxwell' / Autumn Flamingo Cherry
- MEDIUM EVERGREEN TREES: IS / Picea canadensis 'Watts' / Riverside Serrano Spruce / Picea canadensis 'Nidulata' / Nippon Spruce
- SMALL EVERGREEN TREES: ID / Pinus nigra 'Arnold Sentinel' / Arnold Sentinel Austrian Birch
- SMALL SHADE TREES
- LARGE SHADE TREES
- FORMAL PLANTING
- NATIVE WITH ROCK MULCH
- STABILIZED CRUSHED AGGREGATE
- PAVERS



MHTN ARCHITECTS, Inc.
 500 South 400 West
 Salt Lake City, UT 84101
 Telephone (801) 556-9700
 Fax (801) 556-9711
 www.mhtn.com



Volunteers of America
 YOUTH CENTER
 888 SOUTH 400 WEST
 SALT LAKE CITY, UT 84101

NO.	DATE	DESCRIPTION
1	02/21/2013	SCHEMATIC LANDSCAPE PLAN
2		
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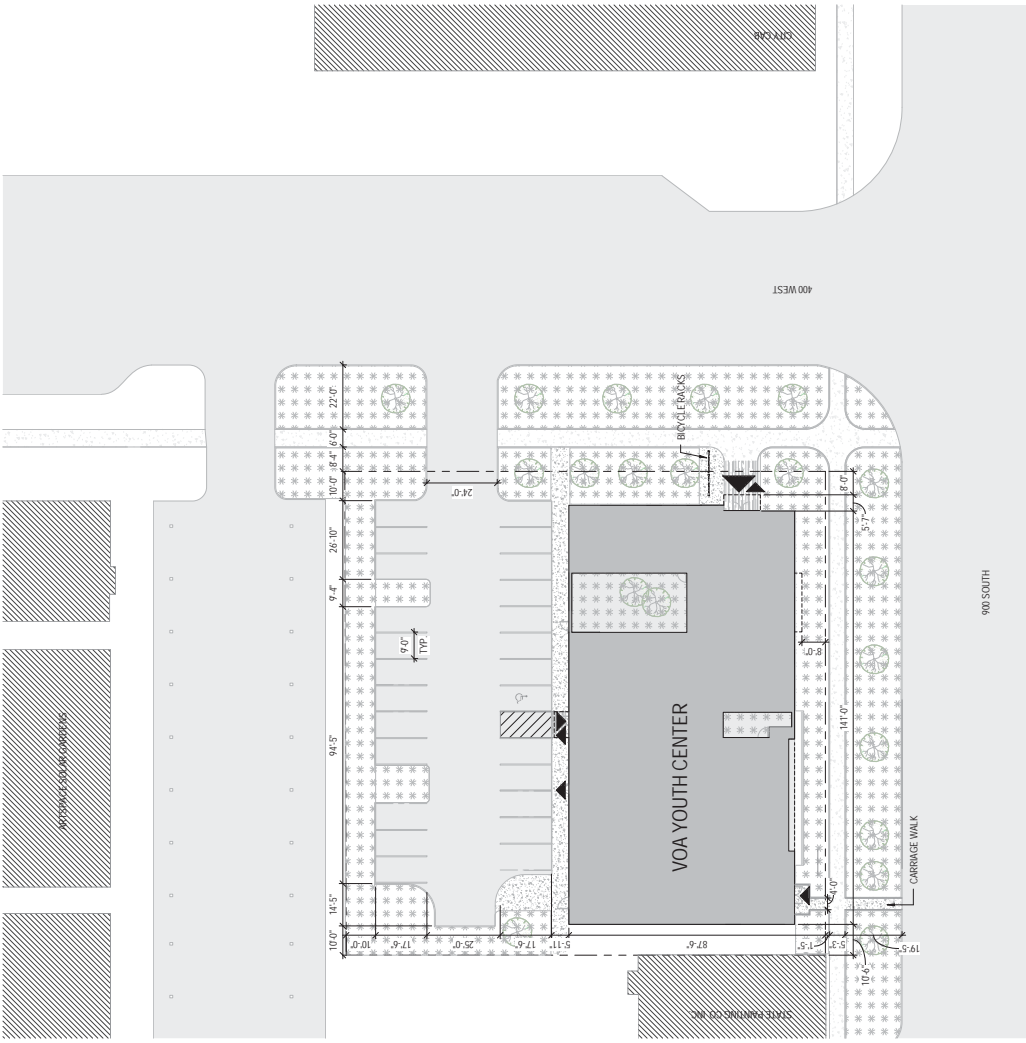
SCHEMATIC LANDSCAPE PLAN
 21 FEBRUARY 2013
 (UPDATE)

L1.0

SCHEMATIC LANDSCAPE PLAN

LEGEND

- LANDSCAPE
- LANDSCAPE
- LANDSCAPE
- LANDSCAPE
- ASPHALT
- CONCRETE
- PROPERTY LINE



SITE PLAN

0 10'-0" 20'-0" 40'-0"
SCALE 1" = 20'-0"



MHTN ARCHITECTS
ARCHITECTS
MHTN Architects, Inc.
4031 East South Temple
Salt Lake City, Utah 84111
Phone: 801.487.8200
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www.mhtn.com



Volunteers of America
YOUTH CENTER
888 SOUTH 400 WEST
SALT LAKE CITY, UT 84101

MHTN ARCHITECTS, INC.
5050 S. CENTRAL BLVD. SUITE 3000
SALT LAKE CITY, UT 84143
PH: 801.487.8200 FAX: 801.487.8217
www.mhtn.com

REVISIONS:
NO. DATE DESCRIPTION
1 10/20/13 CONCEPT DESIGN

ZONING INFORMATION	
ZONE	CG GENERAL COMMERCIAL DISTRICT
USE	HOMELESS SHELTER Youth Resource Center with Shelter Component
MINIMUM LOT SIZE	10,000 SF
MINIMUM LOT WIDTH	60'-0" SF
FRONT YARD	10'-0"
REAR YARD SETBACK	10'-0"
CORNER SIDE YARD	10'-0"
INTERIOR SIDE YARD	N/A
LANDSCAPE YARD	7'-0"
PERMIETER PARKING/LANDSCAPING	414 SF / 818 SF = 5%
INTERIOR PARKING	5%
MAXIMUM BUILDING HEIGHT	60'-0" (4 STORIES)

PARKING	
HOMELESS SHELTER	16 X 1 = 16 STALLS
WAREHOUSE/DORMITORY	7 SPACES PER 1,000 SF X 2 = 14 STALLS
TOTAL	26 STALLS
ACCESSIBLE STALLS - 5% OF REQUIRED	1 STALL
BIKE RACKS - 5% OF REQUIRED	12 BICYCLE PARKING SPACES PROVIDED

CONSTRUCTION TYPE	
CONSTRUCTION TYPE	SPRINKLED
BUILDING AREAS AND HEIGHTS	ALLOWABLE ACTUAL
AREA PER FLOOR	27,155 SF 10.0M SF (L1)
BUILDING HEIGHT	27,155 SF 8.90M SF (L2)
	60'-0" 36'-0"

SITE PLAN

50% SD
9 DECEMBER 2013
PROJECT NUMBER

A0.00

Attachment C
Community Council Comments

BALLPARK COMMUNITY COUNCIL

BallParkCommunity@yahoo.com

www.ballparkcc.org

January 28, 2014

Planning Commission of Salt Lake City
Attn: Michelle Moeller
451 S. State, Rm. 406
Salt Lake City, Utah 84111

Dear Planning Commission Members,

My name is Elke Phillips and I am the Chair of the Ballpark Community Council. Volunteers of America approached me in the late fall asking to present their proposed Youth Center to at the Ballpark Community Council. They were placed on the agenda for the Dec. 5, 2013 meeting.

Kathy Bray from Volunteers of America and Hannah Vaughn from MHTN Architects provided attendees with a brief presentation of the project along with architectural drawings. It was explained that the Youth Center would help youth experiencing homelessness (ages 15 – 22) by focusing on education, employment and housing as well as meeting basic needs.

We understand that the Youth Center's emergency shelter component, up to 30 beds, requires a conditional use permit. This overnight program component would allow Volunteers of America to provide the basic needs of food, clothing and shelter. We also understand that the conditional use application is pending with the City and Volunteers of America asked for our support.

A couple questions came from the group, primarily about how the facility would operate to help homeless youth. As a result, the Ballpark Community Council unanimously voted to support the project. Thank you.

Sincerely,

Elke Phillips
Chair, Ballpark Community Council

**Attachment D
Planning Commission Minutes**

SALT LAKE CITY PLANNING COMMISSION MEETING
Room 126 of the City & County Building
451 South State Street, Salt Lake City, Utah
Wednesday, January 22, 2014

A roll is being kept of all who attended the Planning Commission Meeting. The meeting was called to order at [5:35:29 PM](#) . Audio recordings of the Planning Commission meetings are retained in the Planning Office for an indefinite period of time.

Present for the Planning Commission meeting were: Commissioners, Bernardo Flores-Sahagun, Michael Gallegos,Carolynn Hoskins, Marie Taylor, Matthew Wirthlin and Mary Woodhead. Chairperson Emily Drown, Vice Chair Clark Ruttinger Commissioner Angela Dean, and Michael Fife were excused.

Planning Staff members present at the meeting were: Wilford Sommerkorn, Planning Director; Michaela Oktay, Planning Manager; Michael Maloy, Principal Planner; Daniel Echeverria, Principal Planner; Michelle Moeller, Senior Secretary, Paul Nielson, City Land Use Attorney and Katie Lewis, City Land Use Attorney.

FIELD TRIP NOTES:

A field trip was held prior to the work session. Planning Commissioners present were: Bernardo Flores-Sahagun, Carolynn Hoskins, Marie Taylor, and Mary Woodhead. Staff members in attendance were Michaela Oktay and Michael Maloy.

The following locations were visited:

- **888 South 400 West-** Staff gave an overview of the proposal and stated the hearing was an issues only hearing. The Commission requested to have a discussion regarding Conditional Use Permits in the future.

Commissioner Gallegos excused the Chair and Vice Chair and stated he would be acting as Chair for the meeting.

[5:35:52 PM](#)

APPROVAL OF THE MINUTES FROM THE JANUARY 8, 2014 MEETINGS

[5:35:59 PM](#)

Commissioner Taylor requested tabling the minutes until corrections could be submitted and reviewed.

Commissioner Woodhead stated due to Commissioner Taylor being recused for a portion of the subject meeting (she was an Applicant) the Commission should make certain that the minutes are not being tabled to allow Commissioner Taylor to amend the section regarding her personal property. She stated Commissioner Taylor should not be given the chance to edit the minutes in a way that the general Public was not given.

[5:37:00 PM](#)

Commissioner Wirthlin motion to table the minutes to review pending written suggested changes that the Commission could consider. Commissioner Woodhead seconded the motion.

Commissioner Taylor asked if it would be appropriate for her to abstain.

The Commissioners stated she could abstain.

Commissioner Taylor abstained from voting. The motion passed unanimously.

REPORT OF THE CHAIR AND VICE CHAIR [5:38:11 PM](#)

Acting Chairperson Gallegos stated he had nothing to report.

REPORT OF THE DIRECTOR [5:38:17 PM](#)

Mr. Wilford Sommerkorn, Planning Director, stated he had nothing to report.

[5:38:24 PM](#)

PUBLIC HEARINGS

Acting Chairperson Gallegos stated the Levinzon Fence Special Exception had been withdrawn from the agenda.

[5:38:48 PM](#)

[Volunteers of America Youth Center at approximately 888 S 400 West Street](#) - Hannah Vaughn, MHTN Architects, is requesting approval from the City to develop a two story building and 25 parking stalls for a youth homeless shelter with 30 beds at the above listed address. Currently the land is vacant and the property is zoned CG (General Commercial District). This type of project must be reviewed as a Conditional Use. The subject property is within Council District 4, represented by Luke Garrott. (Staff contact: Michael Maloy at (801) 535-7118 or michael.maloy@slcgov.com. Case number PLNPCM2013-00916.)

Acting Chairperson Gallegos stated this was an issues only hearing and a decision would be made at a future meeting. He reviewed how the meeting would proceed.

Mr. Michael Maloy, Principal Planner, reviewed the petition as presented in the Staff Report (located in the case file). He stated this would be the first meeting of many, was an issue only public hearing and the petition would be brought before the Commission for further review at a later date. Mr. Maloy stated Staff was looking for the Planning Commissions direction and help in identifying the potential impacts, mitigations measures or conditions that could be attached to the property.

Mr. Sommerkorn, reviewed what a Conditional Use is, the standards for denying a Conditional Use and the Planning Commission's role in reviewing/approving a Conditional Use.

Ms. Katie Lewis, City Land Use Attorney, stated the ordinance and State Law emphasizes that Conditional Uses "shall" be approved so long as the conditions can be placed on the use to mitigate negative impacts. She stated the only way to not approve the Conditional Use was to find that there were no conditions that could be put on the permit application that would mitigate the negative impacts. Ms. Lewis stated this meeting was to gather information that would help to determine what the possible negative impacts were and if they could be mitigated.

Mr. Sommerkorn stated Staff would review the parts of the application that were subject to the Conditional Use and those parts that were permitted.

The Commission and Staff discussed if, in the future, additional clarification on the Commissions role in approving Conditional Use applications would be given.

Mr. Sommerkorn stated information has always been included in Staff Reports as to whether Staff feels the conditions of approval are being met. He stated the Commission was the deciding body, they need to take into consideration and review all the information presented in the Staff Reports and throughout the public process.

Mr. Maloy stated the Conditional Use was specifically for the shelter component of the project. He reviewed the zones where shelters are and are not allowed. Mr. Maloy stated the construction, setback, heights and landscaping are compliant. He stated the only element that was under consideration was the requested thirty shelter beds. Mr. Maloy presented a slideshow depicting the property and proposal.

Ms. Kathy Bray, President/CEO Volunteers of America Utah, gave an overview of the project and their program. She explained the space issues with their old building and the programs that would be available to youth in the new facility. She discussed the need for an emergency shelter for youth in the city as the numbers of homeless youth was rising. She discussed the property selection, the information submitted with the Staff Report, the list of supporting businesses and how they would partner with the center to provide activities for the youth. Ms. Bray reviewed the property value impact study.

The Commission and Applicant discussed if the research was reflected in the design. Ms. Bray stated yes it was a key factor in the design of the center.

Ms. Peggy McDonough, MHTN Architects, reviewed the research process conducted to develop the design of the structure. She stated the center would be a place of hope and healing with a sense of activity, productivity and excitement. Ms. McDonough stated it would be less institutional, more welcoming and be a contributor to strengthening the neighborhood. Ms. McDonough explained the youth's input for the facility was that it should be designed as a launching pad not a landing pad. She discussed research of other centers and their operations. Ms. McDonough discussed the graphic elements and components that made up the center, the function, entry locations, layout and floor plan. She explained the elements of the proposal that would draw the youth off the street and into the Center.

The Commissioners and Ms. McDonough discussed the shelter portion of the structure. They discussed the number of volunteers and staff that would be on site and the parking for the facility.

Ms. McDonough described the exterior architecture and elements that would make the building unique but still fit with the neighborhood. She discussed the solar easements.

The Commission asked about the groups of people that would be outside of the structure and questioned if the area would be used as a hangout.

Ms. McDonough stated the amenities would pull youth off the street and promoted the activities inside. She reviewed the internal court yards and stated the intent of the center was to draw the youth in and let them do what they do.

Mr. Mark Maunazer, Volunteers of America, discussed the legislation for dealing with homeless youth and the points of the program that help the youth to move out into society. He stated there were tested techniques used to address the youth and would be used this center. He discussed the roll of the center in getting youth off the street and

moved out of homelessness. He reviewed the programs to engage the youth and stated the shelter would not be a first come first serve shelter therefore; youth would not be waiting outside. Mr. Maunazer reviewed the benefits for the youth to use the center and to encourage them out of homelessness.

PUBLIC HEARING [6:39:46 PM](#)

Acting Chairperson Gallegos opened the Public Hearing and reviewed the rules.

The following individuals spoke in favor of the petition: Mr. Jason Mathis, Mr. Vasilios Priskos, Ms. Tara Rollins, Mr. Mike Ferro, Ms. Susan Anderson, Mr. Don Russell Ms. Romina Rasmussen, Ms. Camille Winnie, Ms. Karen Keene, Mr. Mike Harman, Ms. Alana Kindness, Mr. Lance Dunkley, Mr. Robert Comstock and Ms. Courtney Orton.

The following comments were made:

- Both the Downtown Alliance and Chamber of Commerce supported the project
- Program was needed as youth were a vulnerable population that needed attention
- Art Space was selling the property because it was a good fit for what was happening in the neighborhood
- Art Space considered the impacts of the proposal before selling the property and were proud to be part of the project to help the youth in the community
- The Utah Housing Coalition was in favor of the petition
- Youth need a positive experience
- The homeless youth need a help up and VOA can do that with the proposed facility
- How bad was the home life of these kids that they thought the street was a better option
- There was a misperception that these kids are criminals or bad kids causing trouble
- The VOA has a plan and an excellent program to help these kids.
- Beautiful building that would add to the area
- Would not prohibit walking, biking or the use of Trax from the area
- If the center was built and the beds left out it would create the issue everyone was worried about
- Area was not Daybreak and this type of function belonged in the neighborhood
- Community needed this center
- Designer made the best choices to accommodate neighbors and the area
- Center would not increase crime in the area
- Youth are well behaved, responsible and have not been an issue in the current facility
- There was a difference in the adult long term homeless and the youth that would be using the center
- This center will help the youth to avoid long term homelessness
- Youth are vulnerable and need a hand up not a handout

- Large numbers of homeless Students in the school district that could utilize this type of facility
- Most of these kids want to succeed and be successful, it takes the community to help them get there
- Abuse and trauma are at the root of many of the public health and safety issues this City faces, this center would help with those issues
- Design mitigates the concerns of the neighbors, operations are to take youth off the street and make them functioning adults.
- These programs help the people that use them, bring about nothing but good to help these people move from homelessness to a functioning lifestyle.
- Concerns of the neighbors could be answered by visiting the center and meeting with the youth
- Allowing the overnight shelter was what was in question

Commissioner Woodhead asked if the businesses in the neighborhood were part of the Downtown Alliance. Mr. Mathis stated they were not part of the Downtown Alliance.

Acting Chairperson Gallegos asked Mr. Priskos his opinion on the design of the building and the way it fit with the neighborhood.

Mr. Priskos stated he felt the design was beautiful and fit with the neighborhood well. He reviewed other properties next to homeless shelters that work well.

Commissioner Taylor asked if there was response from the tenants of Art Space.

Mr. Priskos stated tenants have expressed both support and concern for the project. He stated all of the tenants have been made aware of the project.

Commissioner Taylor asked what some of the specific negative comments were.

Mr. Priskos stated the biggest concern was loitering.

The following individuals spoke in opposition of the petition: Mr. David Steffensen, Mr. Bryan Steffensen, Mr. Micah Steffensen, Mr. Frederick Federer, Mr. Jeff Wade, Ms. Carol Burbidge, Mr. Norman Fuelner, Ms. Madelyn Boudreaux, Mr. Quin McCallum-Law, Mr. Erik Steffensen, Mr. Skylar Nielsen, Mr. Tom Mertens and Mr. Dustin Hansen.

The following comments were made:

- The proposed use was irreconcilably in conflict with applicable adopted City planning policies, documents and master plans
- Subject corner was described as a key in all of the Master Plans for this area, how does this fit if it is a key corner of the plan
- The City could not approve the proposal due to the fact it did not comply with the Master Plans, policies and documents

- The proposed building was beautiful and the facility was needed but it did not belong in the area
- Would increase the concentrated homelessness in the area
- Create a huge negative impact on the area
- Need to disperse the Homeless throughout the City not concentrate it
- Mayor Becker promoted improving the efficiency of Salt Lake, this center would prohibit the use of the corner and its efficiency
- Center would take away from the Granary project and waste the money spent on that study
- Aggressive Panhandling, public intoxication, drug sales, trespassing, theft, vandalism are all issues in the area due to homelessness
- If thirty beds are full, where do the others go
- Could be upwards of fifteen thousand people brought to the area
- Area should remain industrial
- Garbage will increase
- There are all ready expansion plans for the center therefore, this will be much bigger than what was being proposed
- Many more than forty people will be in the Center and those without beds will be out in the neighborhood
- City property can be developed and this would be a detriment to that development
- Financials should be disclosed so tax dollars are not used
- Understand the need for these kids however, some of these individuals can be dangerous and will be preyed upon by the adults
- Important project but the neighborhood cannot support the increase in homeless individuals
- Proposal was required to meet the guidelines for zoning, mitigate detrimental effects and meet the future and current master plans
- This type of facility may work in the area down the road but not right now
- Reviewed the neighbors and those that did not want the project
- Art Space did not care about the neighborhood or its tenants
- Fearful for the safety of the kids using the facility and the proximity to the adult homeless shelters
- Crime and vandalism from current youth center were an issue.
- Negative impacts cannot be mitigated
- Property values will fall
- Crime and drug abuse will increase
- Residence will not want to stay there
- Property owners cannot enjoy their properties
- The current facility has a problem with loitering
- Not against VOA or the shelter but was against the influx of homeless adults in the area which will create a dangerous place for the neighborhood and the youth that will use the center
- Center would be too close to the existing homeless center

Mr. Bryan Steffensen stated it would not be youth outside; it would be the adult homeless standing outside because it is so close to adult services. He stated the adults will prey on the youth and become a danger to those using the facility. Mr. Steffensen stated it would create a major negative impact to the area.

Acting Chairperson Gallegos read the following cards

Mr. Jeffrey Paul Shell- would like to understand the programs overnight requirements and enforcement to prevent nearby camping. He would like to know the plans for the State Painting property.

Mr. Tyler Hillam- I have worked within three blocks of the current center and never witnessed or was negatively affected by the clients or employees. I see no issue with a greater serving facility.

[7:40:14 PM](#)

Acting Chairperson Gallegos stated the Public Comment period would continue to a later date.

[7:40:24 PM](#)

The Commission took a short break.

[7:48:12 PM](#)

The Commission reconvened

Ms. Bray, Applicant, clarified the use of the word expansion stating the intent was to move from the current location to the new facility, if there is an opportunity to expand when they move it would be within the existing facility. She explained where the youth that could not be housed at the center would be housed at night, they would not be sent out on the street. Ms. Bray stated the center would be a tool for moving the youth forward out of homelessness, there would not be lines of people waiting to get in, it would help add to the area and contribute to the community.

The Commission and Applicants discussed if the concerned citizens have been invited to the facility. Ms. Bray stated not everyone had come and more community outreach will be done.

The Commission and Applicants discussed if youth, who had used the facility, had been tracked to see if the programs worked. They discussed the average number of nights a person stayed in the shelter. The Applicant stated it depended on the needs of the youth, the youth still see that the future is bright and they have something to work toward.

The Commission and Applicant discussed how the shelter would protect the youth coming to the shelter from the crime and activities in the area. The Applicant stated Police are involved, adults over the target age will not be served at the center and will be encouraged to move to facilities where they can get assistance and cameras would be installed to help watch the street.

The Commission and Applicant discussed handing out sleeping bags. The Applicant stated things are given to those that don't want help but everything would be done to get them off the street. The Applicant stated research had been done to make this facility what it was and the facility needed to be a learning center and to meet the basic needs of those that are being served to get them off the street.

The Commission stated it sounded like a holistic approach to helping these kids and creating a support system.

Commissioner Taylor asked about touring the facility.

The Applicant stated tours could be arranged as needed with those that want to see the facility.

[8:01:20 PM](#)

DISCUSSION

Acting Chairperson Gallegos stated the formal consideration would be done at a future meeting.

Commissioner Wirthlin explained, as stated at the beginning of the hearing it was not helpful for the Commission to hear the emotional concerns of the public. He stated the design was not a consideration; the issue was whether or not the detrimental effects of a homeless shelter use could be reasonably mitigated. Commissioner Wirthlin stated future discussion should be regarding the thirty beds that are under consideration as that is the decision before the Commission. He stated neither side gave evidence to the existence of detrimental effects of the thirty beds being added to the facility. Commissioner Wirthlin asked Staff to look at possible detrimental effects and give options of how they could be mitigated.

Commissioner Woodhead stated one of the issues raised was the possibility that this Conditional Use was in conflict with the Master Plans. She asked how that would affect the standards of approval and could Staff put something together regarding how the center possibly conflicted or was inconsistent with the adopted Master Plans.

Commissioner Taylor asked if it was possible to have the facility near a liquor establishment. Staff stated they would research if there were any applicable distance requirements.

Commissioner Taylor asked for research on how much the Commission was required to consider the impact to the City property. Staff stated the resale value on the fleet block was not a issue of consideration in this case.

Commissioner Taylor asked for a larger print of the layout of the building.

The Commission discussed if they had heard any factors that required mitigation. It was stated that effects had to be specific and different from other shelters. The Commissioners stated there was nothing in particular that came up that needed to be mitigated, the only possible issue was the relation to the Master Plans, and if there were any conflicts.

The Commission discussed the concept of the youth homeless attracting the adult homeless and if the area already had an issue with the homeless would it be an extra burden and something that the Commission should take into consideration.

Mr. Sommerkorn stated some of the issues are anecdotal and the Commission would need to look at if the claims are substantial. He stated research did not always support the negative claims.

Mr. Maloy stated the Staff Report would include comments from other departments including Law Enforcement that should indicate the validity of these claims.

Acting Chairperson Gallegos closed the discussion.

Mr. Sommerkorn stated the petition would be brought back to the Commission on approximately February 26, 2014.

[8:13:38 PM](#)

[Zoning Amendment Initiation and Planning Commission Regulation Changes](#) - The Planning Commission is requesting the City adopt changes in how the City Council and Planning Commission initiate petitions. Additional changes intended to consolidate, standardize and update the regulations related to the Planning Commission and Historic Landmark Commission are included as part of this proposal. The amendments will affect sections 21A.50 and 21A.06 of the Zoning Ordinance. Related provisions of Title 21A-Zoning may also be amended as part of this petition. (Staff Contact: Daniel Echeverria at (801) 353-7165 or Daniel.echeverria@slcgov.com)

Mr. Daniel Echeverria, Principal Planner, reviewed the petition as presented in the Staff Report (located in the case file). He stated Staff was recommending the Planning Commission forward a favorable recommendation to the City Council regarding the petition.

The Commissioners discussed the proposal to change the Policies and Procedures.

Commissioner Wirthlin stated he would like to address the Policies and Procedures at a later meeting when more Commissioners were present. He stated it looked as if many of the things that were being taken from the ordinance would need to be incorporated in the Policies and Procedures and maybe this should be done all at the same time.

Mr. Sommerkorn stated the proposal would need to go to the City Council which could take some time. He suggested moving ahead with the proposal and amend the Policies and Procedures later.

Commission Taylor would like to see each Planning Commissioner or City Council member have the ability initiate petitions individually. She stated her concern was that requiring more than one person to initiate a petition would create issues with "back scratching". Commissioner Taylor stated this had never been an issue with moving things forward in the past. She stated requiring more people to initiate a petition could cause an issue with moving things forward as the Commission did not meeting frequent enough to address some of these issues.

Staff stated the particulars of how many commissioners need to vote to initiate a petition could be addressed in the Policies and Procedures that are approved by the Commission, dictating how many members were needed to initiate a petition.

Acting Chairperson Gallegos asked if the proposal were adopted as presented if the Commission could still develop policies and procedures among themselves.

Staff Stated that was correct.

Acting Chairperson Gallegos stated the proposal promoted efficiency as the Commission still had to agree to forward it to the City Council at some point regardless of initiation.

Commissioner Taylor would like feedback from the City Council on the proposal.

Staff stated discussions with City Council had been held and there was opposition to setting a specific number in the zoning code language.

The Commissioners discussed a possible motion.

[8:21:06 PM](#)

Mr. Paul Nielson arrived at the meeting.

[8:21:17 PM](#)

PUBLIC HEARING

Acting Chairperson Gallegos opened the Public Hearing, seeing no one wished to speak for or against the petition; Acting Chairperson Gallegos closed the Public Hearing.

[8:21:36 PM](#)

DISCUSSION

Commissioner Woodhead stated she would not support the changes proposed by Commissioner Taylor as she was not sure it was appropriate for one person to propose a petition. She stated when the Policies and Procedures were edited a number could be included.

Mr. Nielson stated the Policies and Procedures could not do anything that was contrary to the ordinance.

The Commissioners and Staff discussed the effects of changing the language in the ordinance. They discussed the costs of initiating a petition.

[8:24:10 PM](#)

MOTION

Commissioner Taylor stated regarding the Zoning Amendment Initiation and Commission Regulation Changes, Zoning Text Amendment PLNPCM2013-00741, based on the findings listed in the Staff Report and the testimony heard, she moved that the Planning Commission transmit a favorable recommendation to the City Council to adopt the proposed zoning ordinance text amendments, leaving the Zoning Amendment Initiation as is.

The motion failed due to the lack of a second.

[8:26:09 PM](#)

MOTION

Commissioner Wirthlin stated regarding the Zoning Amendment Initiation and Commission Regulation Changes, Zoning Text Amendment PLNPCM2013-00741, based on the findings listed in the Staff Report and the testimony heard, he moved that the Planning Commission transmit a favorable recommendation to the City Council to adopt the proposed zoning ordinance text amendments. Commissioner Woodhead seconded the motion. Commissioners Woodhead, Hoskins, Bernardo Gallegos and Wirthlin voted "aye". Commissioner Taylor voted "nay". The motion passed 5-1

[8:27:48 PM](#)

Commissioner Taylor stated she would like to sponsor a zoning amendment regarding the non-conforming use designation and the loss of the non-conforming use after the property was vacant after a year. She would like to request an exception ordinance or a zoning ordinance similar to the unit legalization that would allow these properties to be allowed.

Mr. Neilson asked if it was in regard to personal issues and stated a discussion should be held to discuss if this was appropriate for Commissioner Taylor to sponsor this petition as it would benefit her personally.

Commissioner Taylor stated her property would benefit from a change in this ordinance. She asked if she could present the petition and ask for someone to sponsor the petition.

The Commission recommended Commissioner Taylor met with Staff to discuss the process and look for another petitioner to help with the presentation.

Commissioner Woodhead asked for something in writing prior to discussion so the Commission could see what was being requested.

Commissioner Wirthlin stated Commissioner Taylor may want to act as a private citizen not a Commissioner.

Commissioner Flores-Sahagun stated there are exceptions for non-conforming properties that can help.

The meeting adjourned at [8:33:11 PM](#)

Attachment E
Public Comments in Favor

Maloy, Michael

From: Fife, Mike [mike.fife@hp.com]
Sent: Monday, January 13, 2014 3:53 PM
To: Maloy, Michael
Cc: Sommerkorn, Wilford
Subject: VOA Youth Center

Hi Michael,

I received this Facebook message today from Councilman LaMalfa related to:

2. **Volunteers of America Youth Center at approximately 888 S 400 West Street** - Hannah Vaughn, MHTN Architects, is requesting approval from the City to develop a two story building and 25 parking stalls for a youth homeless shelter with 30 beds at the above listed address. Currently the land is vacant and the property is zoned CG (General Commercial District). This type of project must be reviewed as a Conditional Use. The subject property is within Council District 4, represented by Luke Garrott. (Staff contact: Michael Maloy at (801) 535-7118 or michael.maloy@slcgov.com. Case number PLNPCM2013-00916.)

I'm assuming it should be included in the record.



11:30am

[Expand](#)

[Show Images](#)

Kyle LaMalfa

You have an item on the planning commission agenda related to a VOA homeless teen shelter. There is a property owner spreading a lot of

gloom & doom about the conditional use. I just want to be on the record with you as a citizen living along the 9line that I support the VOA

and the conditional use as a teen shelter.



11:36am

[Expand](#)

[Show Images](#)

Kyle LaMalfa

As a council member, I think the use is compatible with the spirit of the Granary as an emerging community.

Michael Fife

+1 801 355 0744 / Tel
+1 801 706 2035 / Mobile
mike.fife@hp.com / Email
Salt Lake City, UT 84103
USA



January 13, 2014

Planning Commission of Salt Lake City
Attn: Michelle Moeller
451 S. State, Rm. 406
Salt Lake City, Utah 84111

Dear Members of the Salt Lake City Planning Commission,

My name is Romina Rasmussen and I am the owner of Les Madeleines Bakery in Salt Lake City. For 3.5 years, I was located immediately across State Street from the Homeless Youth Resource Center operated by Volunteers of America, Utah. I met staff when they came in as customers and decided to donate leftover product for the homeless youth to eat.

When I brought my donations to the Youth Center, the youth would typically offer to help carry the donations into the Center. I found them to be polite and courteous. They also referred people to shop at my bakery, which I appreciated.

I did not have any trouble with the youth and do not think that they negatively impacted my business. The volume of traffic and activity during, and after, their hours of operation was never a concern. As a matter of fact, I was doing well enough to relocate to a larger facility nearby.

I encourage you to vote in favor of Volunteers of America's request for a conditional use permit. The youth need the support and Volunteers of America is an organization that I continue to support because of their quality services and mission to make life better for these young people in our community.

Sincerely,

Romina Rasmussen, Owner
Les Madeleines

A R T S P A C E

January 15, 2014

Planning Commission of Salt Lake City
Attn: Michelle Moeller
451 S. State, Rm. 406
Salt Lake City, Utah 84111

Dear Members of the Planning Commission,

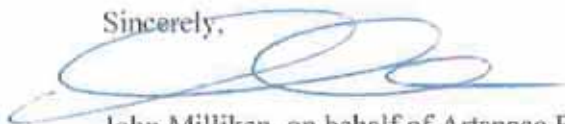
Artspace, a 501(c)(3) not-for-profit corporation, strongly supports the efforts of Volunteers of America to obtain a conditional use permit for the proposed Youth Resource Center and encourages the Planning Commission to vote in favor of the project. We believe that this is an important project that will meet a critical need in our community and improve the lives of Salt Lake City's homeless youth.

Artspace is the current owner of the proposed site at 900 South and 400 West. We also own the two mixed-use complexes immediately to the north of the proposed land, Artspace Commons and Artspace Solar Gardens, as well as the property directly to the west. We would therefore be the immediate neighbors of the project on all sides. Our two neighboring projects include 132 residential units and over 60,000 square feet of commercial space with a 98% occupancy rate.

When considering the opportunity of selling the land to Volunteers of America, our board thoroughly considered the potential impacts of the Youth Resource Center on our adjacent facilities as well as on the surrounding neighborhood. Artspace believes that the project represents a positive addition to the community.

We support the proposed Youth Resource Center and hope to see this project come to fruition. We urge you to support Volunteers of America's request for a conditional use permit for the proposed project at 900 South and 400 West.

Sincerely,



John Milliken, on behalf of Artspace Board of Trustees



January 20, 2014
Planning Commission of Salt Lake City
Attn: Michelle Moeller
451 S. State, Rm. 406
Salt Lake City, Utah 84111

Dear Planning Commission Members,

The Downtown Alliance is writing to support Volunteers of America, Utah's request for a conditional use permit to develop a Youth Center at 900 South and 400 West for youth experiencing homelessness in our community. We believe that now is the time to help homeless youth, and prevent them from becoming homeless adults.

We have been in conversation with Volunteers of America over the past few years about the growing needs of homeless youth and ideas for creative solutions. We are pleased that they are taking steps to develop additional opportunities for increased education and employment for these vulnerable youth, and we want to support that.

We urge you to vote in favor of their request.

Thank you,

A handwritten signature in black ink, appearing to read "Camille Winnie".

Camille Winnie
Director of Business & Community Relations
Downtown Alliance

The Downtown Alliance's mission is dedicated to building a dynamic and diverse community that is the regional center for culture, commerce and entertainment.



BANK of UTAH

711 South State Street, Salt Lake City, UT 84111 • www.bankofutah.com

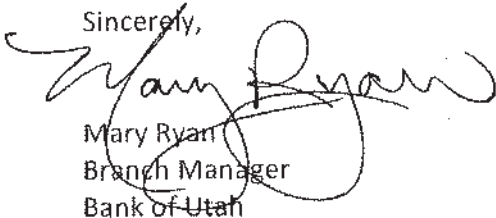
January 21, 2014

Planning Commission of Salt Lake City
Attn: Michelle Moeller
451 S. State, Rm. 406
Salt Lake City, Utah 84111

Dear Planning Commission Members,

I am the Branch Manager of Bank of Utah, located at 711 South State Street. We are located one block south of the Homeless Youth Resource Center. I am aware that the Center is located near our facility and we have not experienced any negative effects due to the proximity, such as loitering, noise, panhandling or crime.

Sincerely,



Mary Ryan
Branch Manager
Bank of Utah

Experience. Service.

January 21, 2014

Planning Commission of Salt Lake City
Attn: Michelle Moeller
451 S. State, Rm. 406
Salt Lake City, Utah 84111

Dear Planning Commission Members,

I am a former neighbor of Volunteers of America, Utah's Homeless Youth Resource Center (655 S. State Street). My former employer, The Bayou, is located within three blocks of the Center (address below). While being an employee of a business in the Central City area I was never negatively impacted by their presence. In fact I was always treated with the utmost respect from employees and patrons of the Youth Center and was glad such a resource existed.

Loitering, noise, panhandling and crime were not an issue in the neighborhood and never negatively affected my work environment. From my observation, youth came to the Center, sought out and received services, and then left the area. I believe that with a greater, updated, facility, the community would benefit greatly and would not be negatively affected.

Regards,

Tyler W. Hillam

Address:

The Bayou
645 S. State St.
SLC, UT 84111

January 21, 2014

Planning Commission of Salt Lake City
Attn: Michelle Moeller
451 S. State, Rm. 406
Salt Lake City, Utah 84111

Dear Planning Commission Members,

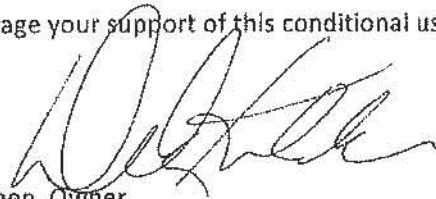
I am writing to express my full support of Volunteers of America, Utah's request for a conditional use permit to develop a Youth Center at 900 South and 400 West for homeless youth. We know that there are youth in our community who need help with food, clothes, and shelter so they can focus on school, employment and housing.

As a nearby business owner, we are excited about the possibility of partnering with Volunteers of America by providing nutrition classes to youth in the facility. These youth deserve community support and opportunities to make their lives better.

As a resident, I personally feel that the resources provided by VOA are an essential component in preventing homeless youth from becoming homeless adults. This is an opportunity to provide support for non-City resources directed to help mitigate the issues of displaced youth in our community.

We encourage your support of this conditional use application. Thank you.

Sincerely,



Derek Kitchen, Owner
Laziz Middle Eastern Spreads
824 South 400 West, B128
Salt Lake City, UT 84101



Mayor Ben McAdams
Infectious Disease Bureau
Medical Division

SLCoHD
610 S. 200 E. #200
SLC, Utah 84111

January 21, 2014

Planning Commission of Salt Lake City
Attn: Michelle Moeller
451 S. State, Rm. 406
Salt Lake City, Utah 84111

Dear Planning Commission Members,

The Salt Lake County Health Department has been a business neighbor of Volunteers of America, Utah's Homeless Youth Resource Center (655 S. State Street) for many years. Our parking lot backs up to the VOAHYRC agency offices.

We have always found this agency and the clients that it serves to be an asset to the community and to the immediate neighborhood. The youth that utilize this program do not loiter nor engage in any undesirable or criminal activity. I have found that all of my interactions with the staff and the youth at VOAHYRC have been very positive; their presence in our neighborhood encourages respectful and protective attitudes toward the neighborhood from the youth, as they want to continue to be able to access services in that area and they clearly want to help the agency to thrive.

Regards,

A handwritten signature in black ink that reads 'Lynn Beltran'.

Lynn Beltran
STD/HIV Program Manager
Salt Lake County Health Department

January 21, 2014

Planning Commission of Salt Lake City
Attn: Michelle Moeller
451 S. State, Rm. 406
Salt Lake City, Utah 84111

Dear Planning Commission Members,

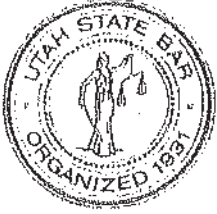
I write to you representing QC Finance, located at 665 S. State Street. We are located immediately adjacent to the south of the current Homeless Youth Resource Center run by Volunteers of America, Utah.

QC Finance has been located next to the Youth Center for over 10 years. We have had a good relationship with them during this time. Loitering, noise, panhandling have not been an issue. From our observation, youth come to the Center, seek and receive services, and then leave the area. Our business has not been negatively impacted by the close proximity to the Center.

In addition, we have found Volunteers of America, Utah staff to be accessible when needed.

Regards,

Kim Stith
QC Finance



John C. Baldwin
Executive Director

Utah State Bar

645 South 200 East, Suite 310 • Salt Lake City, Utah 84111-3834
Telephone: 801-531-9077 • Fax: 801-531-0669
www.utahbar.org

January 21, 2014.

Planning Commission of Salt Lake City
Attn: Michelle Moeller
451 S. State, Rm. 406
Salt Lake City, Utah 84111

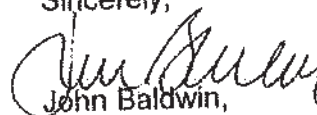
Dear Planning Commission Members,

I am the Executive Director of Utah State Bar, located at the Utah Law and Justice Center, 645 South 200 East. I am writing to confirm to the Commission that our organization has not been impacted by having the Homeless Youth Resource Center nearby. We have never experienced any criminal activity that could be attributed to the youth at the Center and can verify that their activities and their presence have not encroached into the appropriate enjoyment or uses of our property.

The Utah Law and Justice Center has been in its current location for over 25 years. I have been the Executive Director for 23 years. I have not witnessed or been aware of any negative impact on the surrounding blocks since the opening of the Youth Center.

Thank you.

Sincerely,


John Baldwin,
Executive Director

Maloy, Michael

From: B Davis [wld3rd@gmail.com]
Sent: Wednesday, January 22, 2014 2:23 PM
To: Maloy, Michael
Subject: Comment of the proposed conditional use for the Volunteers of America Youth Center

Follow Up Flag: Follow up
Flag Status: Flagged

Dear Commissioners

I am submitting these comments in support of the proposed conditional use for the VOA proposed Homeless youth shelter. I feel that this is much needed piece and final piece of the social service network that Salt Lake City provides. I have a long history of service in the social service field going back to 1993. At that time and for an extended time thereafter, one of the large holes in the system was safety net for homeless youth. Eventually that need was filled but the one small hole still remains which is a shelter that can offer overnight stays for these at risk teens. The proposed VOA facility will close this final hole in the system.

There is some opposition to this proposal from some of the neighborhood and I would like to comment on it as I attended one of these meetings. There were several points that they have made. With one exception, I do not think they are valid. I believe the residents to be well meaning but mis-informed. Some of their points are as follows:

1) The VOA is slyly and deliberately "picking people and businesses off one by one to prevent organization against it" (the project). This is nonsense. As someone who has been very involved in public policy for the past twenty years, this is the process that you go thru with interested and/or potentially impacted parties to inform them and garner support for lots of things and in particular conditional uses considering that a condition use is an exception to the current zoning. Just because you are not familiar with the process doesn't mean - someone is out to get you. At some point the process is opened up to the entire audience, this is called a public hearing.

2) Another comment was - "I believe they've been doing their best to make it look like they are talking to us, without actually doing it." Again I take exception to this. The VOA was specifically invited to the meeting I attended, which would seem to contradict this allegation. Ironically one of the presenters made it quite clear that they were not welcome and described their presence as "crashing their meeting". He made it quite clear that this meeting was not an informational, fact finding process but rather a meeting to organize opposition.

3) Some of the supposed facts presented at this meeting was that this facility was "too close" to most of the existing social service facilities in downtown SLC. The suggested result of this would be the issues surrounding the downtown social service facilities would spill over into the Granary neighborhood. It is an accepted fact that one of the worst public policies the City ever made was to centralize most of the social service agencies within a 2 square block area of what was at the time an out of the way part of the City. The policy since then has been to encourage them to disperse over a wider area. This has been an organic process and several social service providers have moved to different locations or consolidated. An example is the Salvation Army. I was involved in the discussion and process as Chairperson of the Rio Grande Community Council. The Rio Grande CC was actually started by the social service providers in the downtown area. I later formed the Downtown Community Council as the mission of the Rio Grande CC was too narrow to properly represent the rapidly changing demographics of the Downtown area. I was involved in these discussions during this period and dispersal did not mean Manti, Moab and St George! It meant outside of the two square block area that were the issue. All of the new social service facilities since this time have been dispersed. An example is Palmer Court, which is approximately 950 South Main Street. Its current location has not caused any issues in that neighborhood. The VOA's current facility at 655 South State St is ~ 8 blocks from the current shelter. The proposed location at 900 So and 400 West is about the same distance away so I would suggest that this continues to fit the definition of dispersed.

There is another reason, besides the current SLC policy of dispersal, to locate a youth shelter away from an adult shelter. This is because homeless youth are a vulnerable population with different needs etc. They can

be preyed upon and exploited by adults which is why many of them are homeless to start with. I believe the new location qualifies as "away" or separate from. Related to this comment, one also has to accept that you need to locate these types of facilities where they are accessible to the people that need the services. It is a fact that the burden of assisting those less fortunate than ourselves disproportionately falls upon downtown/central city locations. This is reality.

4) It was also suggested that this shelter would cause the population of homeless youth in the City to swell exponentially. Currently the VOA shelter provides services to approximately 40 youth a day. This is empirical data. The presenters at this meeting did some research and there is a valid statistic that the number of homeless youth in Utah on any given day is ~ 2500. It was suggested that the number would increase to hundreds and possibly thousands. It was suggested that there would be lines around the block of the new facility. I believe this to be complete rubbish and fear mongering conjecture. The most likely outcome would hopefully be a modest increase in the number of homeless youth that the facility services. Actually this is a very good thing. Isn't this the result that we are hoping for - helping more people? In a perfect world, we wouldn't have this problem but we hardly live in a perfect world.

5) It was also stated that the VOA "hands out sleeping bags" at the current location and they will continue to do this at the new location if the demand exceeds the supply of 30 beds. Homeless people sleeping in the neighborhood is currently a problem. Having been in the social service field, sadly handing someone a sleeping bag is the best of nothing but bad choices. The alternative is sending them out without a sleeping bag. Lets face it, these people are homeless. Having overnight facilities will alleviate this problem - not accentuate it. Assuming that the population is going to exponentially increase, is again nothing but conjecture.

6) Another point made at this meeting was that the Granary Neighborhood is in transition and vulnerable to the perception that it now has a "shelter" in the vicinity. This is the only point that I think has any validity but with some caveats as follows. It was stated at this meeting that "perception is reality". I would rephrase it as perception can influence your perception of reality but the reality is that perception alone is not reality. My experience is that one should not be make important public policy decisions based solely on perception.

The problem with this neighborhood isn't that a youth shelter is locating into the area but rather the neighborhood looks like hell and this isn't a perception! It looks like hell because there is an abandoned railroad spur in the middle of 4th west for 3 blocks. Going along with that fact is the street is in a major state of dis-repair. I am familiar with the history of this thru my time on the Rio Grande & Downtown CC's. One of the issues at the time was revitalizing the neighborhood and one of the methods of doing so was removing the railroad tracks from 400 West. At one point they ran from 200 South to 900 South. The goal was to remove them all and I honestly don't remember if it was going to be done in phases i.e. to 600 and the rest later or they were all to be removed at once. Regardless, a commitment was made to this neighborhood that they would eventually all be removed but the southern portion never was. I think this was for various reasons, one of which was the economy. Another one may be that this is a proposed streetcar route and it makes no sense to totally rebuild the road and then come back and redo it for a street car line. I get it. Regardless this commitment was made and I think now is the time to the City to fulfill this promise. This would do more for this neighborhood than preventing a youth shelter ever would.

I realize that this is outside of the bailiwick of the Planning Commission and I don't feel like it should delay a positive outcome for the proposed VOA shelter but I feel that it should be part of the larger discussion on the revitalization of the Granary District.

Expanding upon the idea of investing in the neighborhood, I feel that it is a valid point from the City's standpoint to not rebuild the street twice but I think there is a potential for some very creative thinking to solve this problem. The idea I had was to pull up the railroad tracks and make a very large community garden in the center of the street for 3 blocks until some future date when some definite plans are made for the area. This is not unprecedented, the RDA built a community garden in the vicinity of the 9th South TRAX station a few years ago. They did it in conjunction with Wasatch Community Gardens. I was chair of the Ballpark Community Council at the time and we supported it. The only downside was that no one in the neighborhood was able to directly participate because Wasatch Community Garden's waiting list was so long! So I don't think there is any lack of demand for community garden space. Anyway this is only an idea off the top of my head but I am sure that there are other creative ideas out there worth exploring.

In conclusion, I support the VOA's proposal and think that it deserves a positive recommendation from the Planning Commission.

Best regards
Bill Davis
SLC, Utah

PROJECT REALITY

Substance Abuse Services
Prevention and Treatment

MAIN OFFICE

150 East 700 South
Salt Lake City, UT 84111
Phone (801) 364-8000
Fax (801) 364-8088

UTAH COUNTY PROGRAM

161 South University Ave
Suite 1400
Provo, UT 84006
Phone (801) 851-7118
Fax (801) 851-7187

EXECUTIVE STAFF

Joel Millard, DSW
Executive Director
Lawrence W. Aslett, MD
Medical Director

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SALT LAKE
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BEHAVIORAL
HEALTH
SERVICES



United Way of Salt Lake

January 22, 2014

Planning Commission of Salt Lake City
Attn: Michelle Moeller
451 S. State, Rm. 406
Salt Lake City, Utah 84111

Dear Planning Commission Members,

I am the Executive Director of Project Reality, an outpatient treatment facility located at 150 East 700 South, and I am writing to inform you that our business has not been impacted by having the Homeless Youth Resource Center around the corner from our agency. Their activity has not spilled over onto our property. We have not experienced any criminal activity by the youth.

I have been the Executive Director at this location for since the shelter located in the neighborhood and I do not recall any negative impact from the youth being in the neighborhood. I have had an occasional opportunity to pass by youth and they have never bothered me. I have not received complaints from those we serve.

I understand that Volunteers of America, Utah is seeking conditional use for a new location that will provide homeless youth with education, life skills and job support as well as emergency shelter and links to community housing. I support the work of Volunteers of America, Utah and have a good, long-standing trusting relationship with them.

Thank you

Sincerely,

Joel Millard, DSW, LCSW
Executive Director



State of Utah

GARY R. HERBERT
Governor

SPENCER J. COX
Lieutenant Governor

Department of
Workforce Services

JON S. PIERPONT
Executive Director

CASEY R. ERICKSON
Deputy Director

GEOFFREY T. LANDWARD
Deputy Director

January 27, 2014

Planning Commission of Salt Lake City
Attn: Michelle Moeller
451 S. State, Rm. 406
Salt Lake City, Utah 84111

Dear Planning Commission Members,

My name is Tonia Jones, I am the Operations Manager at the Metro Office of the Department of Workforce Services, located at 720 South 200 East. I am writing to inform the planning commission that our facility has not been negatively impacted by having the Homeless Youth Resource Center around the corner from our location.

There has been no additional loitering, noise, panhandling or crime directly related to the youth in regard to our facility and no evidence of youth using our grounds to stay at night. Some of these youth do seek the services of DWS, and like all other clientele, leave once their needs have been met.

Thank you.

Sincerely,

Tonia Jones
Operations Manager
Department of Workforce Services
Metro Office

Attachment F
Public Comments in Opposition

LAW OFFICE OF
DAVID W. STEFFENSEN, P.C.

4873 South State Street
Salt Lake City, Utah 84107
Telephone (801) 2631122
Facsimile (801) 207-1755

David W. Steffensen*

*Also admitted in Wyoming

January 10, 2014

Via Hand Delivery

Michael Maloy AICP
Principal Planner
Salt Lake City Planning Division
451 south State Street
Salt Lake City, Utah 84111

Re: Opposition to Granting Conditional Use Permit to Volunteers of America
For Proposed Young Adult Homeless Shelter With 30 Beds
January 22, 2014 Planning Commission Meeting, Administrative Matters Item 2

Dear Mr. Maloy:

Together with my parents, Robert and Kathryn Steffensen, and my brother, Erik Steffensen, I am an owner of Steffensen-WC, LLC, which owns a 12 Unit Apartment Complex at 440 West 900 South, in the heart of the Granary District. Our apartment complex originally was an industrial warehouse. My father and brother were pioneers in the redevelopment of the Granary District. They spent four years, thousands of hours of time and labor, and over \$1 million to transform that industrial building into an attractive residential oasis close to downtown and the 200 West 900 South TRAX station. They did this project believing that this area of the City would transform over the next several years into a vibrant and robust residential and commercial hub. They also did this without asking for or receiving one dime of the City's RDA funds. Our family was devastated to learn that Volunteers of America wants to construct a new 30-bed young adult homeless shelter NEXT DOOR.

On our collective behalf, I am writing to voice to the City's Planning Staff and Planning Commission, our unequivocal opposition to the City's granting of a conditional use permit to construct this new homeless shelter next door to our property at the corner of 400 West and 900 South. In support of our opposition, we have prepared and are submitting to you (10 copies, one for planning staff record and one for each Planning Commission Member), our Memorandum in Opposition and our Supplemental Memorandum in Opposition.

As set forth in more detail in our Memorandum in Opposition, it is improper to grant the conditional use permit because to do so would be contrary to the City's standards for conditional use permits in Section 21A.54.080 of the City's Ordinances. More specifically, Subsection D

thereof requires that a proposed conditional use be denied if “2. The reasonably anticipated detrimental effects of the proposed conditional use cannot be substantially mitigated as proposed in the conditional use application or by the imposition of reasonable conditions to achieve compliance with applicable standards set forth in this section.”

One aspect of anticipated detrimental effects is obvious and well known, namely, all of the public nuisances commonly known to be associated with high concentrations of the homeless (loitering, trespassing, littering, graffiti, vandalism, drug use, drug distribution, prostitution, crime, etc.). Constructing a new homeless shelter offering 30 beds and 3 meals a day will attract many of the estimated 200+ homeless youths on the streets into our immediate neighborhood. This new concentration of homeless persons, added to the existing high population of homeless persons in our neighborhood, will overwhelm our neighborhood. We have met with Volunteers of America twice and on both occasions asked them to detail their plan for controlling the behavior of homeless youth while not in their shelter but in the immediate neighborhood. Their plan was shockingly deficient: install spot lights and surveillance cameras on their building and “talk to the kids about the importance of behaving while not in the shelter.” They have acknowledged that they currently average two police calls a month to deal with either an out of control homeless youth or a problem adult causing a problem for a homeless youth.

Another aspect of anticipated detrimental effects is that a homeless shelter irreconcilably conflicts with the city’s existing plans for the Granary District generally and the corner of 900 South and 400 West in particular. As set forth in Subsection B thereof, one “detrimental effect” is that “2. The use is [not] consistent with applicable policies set forth in adopted citywide, community, and small area master plans and future land use maps.” As detailed in our Memorandum in Opposition, the proposed homeless shelter conflicts with the City’s West Temple Gateway Master Plan, Transit Plan, 1992 Salt Lake City Open Space Plan (with Transvalley Corridor Trail), and the RDA’s Granary District Redevelopment Plan. The shelter also is incompatible with the City’s proposed West Salt Lake Master Plan and proposed 9 Line Corridor Master Plan. As set forth in our Supplemental Memorandum, the proposed homeless shelter also guts the planning vision of the Granary District Charrette and renders that planning initiative (funded by the City) a grand waste. All of these master plans outline a wonderful planning vision consistent with sustainable positive growth for the City in a way that attracts investment, new business and new residents, particularly along the existing and planned TRAX and Downtown Streetcar lines. The City needs to reject this homeless shelter application and thereby send a clear and loud message that it stands by its master plans and development vision for the City.

Importantly, everyone wants to help homeless kids, and Volunteers of America does admirable work. However, two important points have been overlooked relative to locating a new youth homeless shelter at 400 West 900 South. First, by placing a youth homeless shelter at 400 West and 900 South, just five blocks and a short walk from the adult homeless campus, the proposed shelter **would be placing the homeless kids in harms way and at great risk of exploitation, injury and death at the hands of the criminal element hiding within the adult homeless population.** Homeless youth are recognized as a “very vulnerable” group, one at great risk of exploitation, injury and death at the hands of the criminal element hiding among the adult homeless population. Every interview with homeless youths reveals that these kids are terrified

of the adult homeless population. It would be **irresponsible and reckless to endanger the very kids we are trying to serve by locating a youth homeless shelter in such close proximity to the adult homeless campus**. Frankly, it is not worth a single injury or death of one of these kids to locate a youth homeless shelter at this location.

Second, by constructing a new homeless shelter in close proximity to the adult homeless campus, the City will be further **increasing the high concentration of homeless shelters and associated services downtown, and thereby further increasing the high concentration of homeless persons downtown**. Increasing the concentration of homeless services runs contrary to the best, cutting-edge, expert thinking about how to effectively deal with the homeless problem, which favors dismantling and dispersing highly concentrated homeless shelters and services. The City recently sent a delegation to LA's "Skid Row" to meet with homelessness experts there and to study a homeless services "dispersal model." The dispersal of homeless shelters is the policy that the City should be pursuing, not further increasing the concentration of homeless shelters and services.

In summary, the City's Planning Staff should unequivocally recommend that the conditional use permit not be granted. The City's Planning Commission should similarly vote to deny the conditional use permit. The City is already overwhelmed by a very large homeless population caused by the misguided effort to create a highly concentrated homeless campus. Adding a new homeless shelter to this existing high concentration moves the City in the wrong direction and endangers the very kids we are seeking to protect.

Very truly yours,



David W. Steffensen

Law Office of David W. Steffensen, P.C.

DWS:ds

cc: Mayor Becker (Memorandum in Opposition is without attachments)
D. J. Baxter, Director SLC Redevelopment Agency (Memorandum in Opposition is without attachments)

OPPOSITION MEMORANDUM

Submitted by Steffensen-WC, L.L.C., Robert Steffensen,
Kathryn Steffensen, Erik Steffensen and David Steffensen

WHETHER SLC PLANNING COMMISSION SHOULD APPROVE CONDITIONAL USE PERMIT FOR 30 BED CO-ED YOUNG ADULT HOMELESS SHELTER AT 400 WEST 900 SOUTH

January 8, 2014

The purpose of this Opposition Memorandum is to analyze whether it is proper in the circumstances for SLC's Planning Commission to approve Volunteers of America's Application for a conditional use permit to construct a new 30 bed co-ed young adult homeless shelter on the Northwest corner of 400 West 900 South.

Conclusion: It is not proper for SLC's Planning Commission to approve the conditional Use Permit.

Summary of reasons:

1. Constructing a new young adult homeless shelter directly on the 9 Line Corridor is irreconcilably in conflict with SLC's existing and future plans (including master plans and proposed master plans) for West Salt Lake and the 9 Line Corridor, and will critically impair the success of those master plans.

2. Constructing a new young adult homeless shelter directly on the 9 Line Corridor will introduce readily ascertainable detrimental effects along the 9 Line Corridor and adjacent communities which Volunteers of America cannot mitigate.

Analysis:

I. SLC's Ordinances govern and set the standards for approving a conditional use permit:

Standards for Conditional Use:

SLC Ordinance:

21A.54.080: STANDARDS FOR CONDITIONAL USES:

A conditional use shall be approved if reasonable conditions are

proposed, or can be imposed, to mitigate the reasonably anticipated detrimental effects of the proposed use in accordance with applicable standards set forth in this section. If the reasonably anticipated detrimental effects of a proposed conditional use cannot be substantially mitigated by the proposal or the imposition of reasonable conditions to achieve compliance with applicable standards, the conditional use shall be denied.

A. Approval Standards: A conditional use shall be approved unless the planning commission, or in the case of administrative conditional uses, the planning director or designee, concludes that the following standards cannot be met:

1. The use complies with applicable provisions of this title;
2. The use is compatible, or with conditions of approval can be made compatible, with surrounding uses;
3. The use is consistent with applicable adopted city planning policies, documents, and master plans; and
4. The anticipated detrimental effects of a proposed use can be mitigated by the imposition of reasonable conditions.

B. Detrimental Effects Determination: In analyzing the anticipated detrimental effects of a proposed use, the planning commission, or in the case of administrative conditional uses, the planning director or designee, shall determine compliance with each of the following:

1. This title specifically authorizes the use where it is located;
2. The use is consistent with applicable policies set forth in adopted citywide, community, and small area master plans and future land use maps;
3. The use is well suited to the character of the site, and adjacent uses

as shown by an analysis of the intensity, size, and scale of the use compared to existing uses in the surrounding area;

4. The mass, scale, style, design, and architectural detailing of the surrounding structures as they relate to the proposed have been considered;
5. Access points and driveways are designed to minimize grading of natural topography, direct vehicular traffic onto major streets, and not impede traffic flows;
6. The internal circulation system is designed to mitigate adverse impacts on adjacent property from motorized, nonmotorized, and pedestrian traffic;
7. The site is designed to enable access and circulation for pedestrian and bicycles;
8. Access to the site does not unreasonably impact the service level of any abutting or adjacent street;
9. The location and design of off street parking complies with applicable standards of this code;
10. Utility capacity is sufficient to support the use at normal service levels;
11. The use is appropriately screened, buffered, or separated from adjoining dissimilar uses to mitigate potential use conflicts;
12. The use meets city sustainability plans, does not significantly impact the quality of surrounding air and water, encroach into a river or stream, or introduce any hazard or environmental damage to any adjacent property, including cigarette smoke;
13. The hours of operation and delivery of the use are compatible with surrounding uses;
14. Signs and lighting are compatible with, and do not negatively impact surrounding uses; and

15. The proposed use does not undermine preservation of historic resources and structures.

C. Conditions Imposed: The planning commission, or in the case of administrative conditional uses, the planning director or the director's designee, may impose on a conditional use any conditions necessary to address the foregoing factors which may include, but are not limited to:

1. Conditions on the scope of the use; its character, location, hours and methods of operation, architecture, signage, construction, landscaping, access, loading and parking, sanitation, drainage and utilities, fencing and screening, and setbacks; and
2. Conditions needed to mitigate any natural hazards; assure public safety; address environmental impacts; and mitigate dust, fumes, smoke, odor, noise, vibrations; chemicals, toxins, pathogens, gases, heat, light, and radiation.

D. Denial Of Conditional Use: A proposed conditional use shall be denied if:

1. The proposed use is unlawful; or
2. The reasonably anticipated detrimental effects of the proposed conditional use cannot be substantially mitigated as proposed in the conditional use application or by the imposition of reasonable conditions to achieve compliance with applicable standards set forth in this section.

E. Notice Of Decision: The planning commission, or in the case of administrative conditional uses, the planning director or designee, shall provide written notice of the decision, including all conditions imposed, to the applicant and local community council within ten (10) days of the final action. If the conditional use is approved, this notice shall be recorded against the property by the city recorder.

(Ord. 14-12, 2012)

II. The Proposed Young Adult Homeless Shelter is Irreconcilably in Conflict With Salt Lake City's Existing Master Plan.

II-A. The Proposed Young Adult Homeless Shelter is Irreconcilably in Conflict With Salt Lake City's Existing Granary District Redevelopment Plan.

A. The proposed young adult homeless shelter at 400 W. 900 S. sits within the boundaries of the Granary District.

The Granary District is generally bound by 600 South, 300 West, the 900 South I-15 Off Ramp and I-15.

SLC Granary District—Transit Oriented Mixed Use Development.

B. Purpose of SLC's RDA's creation of the Granary District in 1999 was to implement the Gateway Master Plan and to remove blight. The existing Gateway Master Plans purposes are described as follows:

Gateway Specific Plan: The Gateway Specific Plan was adopted in 1998. The plan lists numerous objectives for the Gateway District. In general, the plan seeks to provide for the development of a diverse mixture of uses that complement downtown, encourage a variety of housing opportunities, and facilitate the enhancement and revitalization of the Gateway district.

SLC Granary District—Transit Oriented Mixed Use Development.

More specifically, the Gateway Master Plan seeks to achieve the following objectives:

A. Master Plan Objectives

The Gateway Specific Plan of the Gateway Master Plan includes the following objectives for the South and I-15 Railroad Sub-Districts which overlap with the Granary District Redevelopment Project Area:

1. LAND USE

- Objective 1: Provide for the continuation of existing uses within the Gateway District.
- Objective 2: Organize the Gateway District in a pattern of streets, blocks and pedestrian ways that extend the original grid pattern.
- Objective 3: Encourage transit-oriented development.
- Objective 4: Provide for the development of a diverse mixture of uses that complement downtown, encourage a variety of housing opportunities, and facilitate the enhancement and revitalization of the Gateway District.
- Objective 5: Provide opportunities for housing within the Gateway District to reinforce the downtown area as a place to live, work and shop.
- Objective 6: Maintain and improve retail services in the Gateway District.
- Objective 7: Strengthen the character and livability of the Gateway District by developing a system of public recreation facilities, open spaces, pedestrian ways, and waterways.
- Objective 8: Encourage adaptive reuse of historic buildings within the Gateway.

2. HOUSING

- Objective 1: Create strong neighborhoods with diversity in housing type, tenure, and cost.
- Objective 2: Create attractive neighborhood environments that will reinforce the sense of community.
- Objective 3: Maximize housing opportunities for residents who desire an urban neighborhood environment.
- Objective 4: Provide on-site common areas and private and/or non-traditional open space facilities to meet the needs of residents.
- Objective 5: Require active, friendly and public-oriented ground-level uses that contribute to the pedestrian environment and serve the neighborhood.
- Objective 6: Provide parking and service facilities that do not detract from the neighborhood character of the area.

SLC RDA Granary District Redevelopment Plan, p. 14.

C. The 200 W. 900 S. TRAX station and proposed TRAM line along 400 W. and 700 S. creates attractive transit opportunities for the Granary District.

TRAX Issues

- The close proximity of the 900 South TRAX station creates opportunities for transit oriented development within the Granary District.
- The draft Downtown Transportation Master Plan for Salt Lake City calls for TRAX to expand its rail line along 400 West and 700 South. This eventuality needs to be considered as the blocks adjacent to the new TRAX line is developed.

D. The proposed location of the young adult homeless shelter is (a) two blocks from the 200 W. 900 S. TRAX station, (b) two blocks from the 400W. 700 S. TRAM loop, and would contribute to a perception of discomfort and unsafety of these transit systems.

E. The location of the young adult homeless shelter would create two HOMELESS SHELTER BOOK-ENDS (Road Home on the North, and the proposed young adult homeless shelter on the South) that would Book-End the Granary District and Fleet Block Developments.

F. SLC Made a major capital investment in the redevelopment of this area by purchasing the Fleet Block.

Fleet Block Issues

- The Fleet Block will be available for development in the next three years.
- The site provides 10 acres for development.
- The Fleet Block will require rezoning prior to development.
- Environmental remediation will be required prior to developing the Fleet Block.
- Development along 300 West will impact the reuse of the Fleet Block.
- The development of the Fleet Block needs to maximize the utility of the 900 South TRAX Station.
- The condition of 400 West may hinder development.

G. SLC's RDA is making tax incentives available to stimulate and maximize private investment, because the area has historically been considered undesirable and unattractive.

(2) Efforts To Maximize Private Investment.

It is the intent of the Agency to maximize private investment to the highest extent possible. The Agency recognizes that its role is to stimulate and direct development within the area by making the Project Area attractive for private investment.

(3) Rationale For Use of Tax Increment Financing.

The use of tax increment financing serves as a catalyst to trigger private sector investment to construct fixed assets in the community. Simply, if there is no private sector investment, there will be no tax increment against which private sector dollars can be leveraged. The community is in need of improvements and the use of tax increment is necessary to stimulate development within the Project Area and achieve the goals of the Redevelopment Plan.

(4) Analysis of Whether the Proposed Development Might Occur In The Foreseeable Future Solely Through Private Investment.

Based on the condition and history of the Project Area, it cannot be reasonably expected that development will occur in the foreseeable future solely through private investment. The area is blighted and deteriorating and currently not attractive for development.

SLC RDA Report on Redevelopment Plan Entitled “Granary District Redevelopment Project Area Plan dated April 15, 1999 (p.12).

H. The SLC RDA Strategy is, among other things, to “abate incompatible uses.”

KEY RECOMMENDATIONS

To respond to initial findings and facilitate redevelopment in the study areas to a mixed-use residential community, the Redevelopment Strategy suggests the following:

- Address Public Service Deficits
- Create a Comprehensive Transportation, Traffic, & Circulation Plan
- Abatement of Incompatible Land Uses

SLC-RDA West Temple and Granary District Redevelopment Strategy—Executive Summary, p. 4.

Locating a new young adult homeless shelter within the Granary District would be introducing a new incompatible sue to this redevelopment area.

I. Introducing a new young adult homeless center on the southern end of 400 West would further “hinder development” and, thus, conflict with the City’s established planning and redevelopment goals and projects. For example, the SLC RDA suggests the following example mixed-use project on 200 West 900 South:

Opportunity Site #2



Opportunity Site #2 is at the corner of 900 South and 200 West. Its close proximity to a light rail stop and location at the corner of two key streets would support a mixed-use development. The site is a prototype for development that achieves the public and local community's goals for a mixed-use residential community. The design includes 3,400 SF of ground floor commercial space with 20 residential units. The project is financially feasible and would only require assistance from the RDA for the purchase of the land by the developer.

SLC-RDA West Temple and Granary District Redevelopment Strategy—Executive Summary, p. 7.

Query: What developer will invest in such a mixed-use development just two blocks from a homeless shelter? Is placing a young adult homeless shelter within 2 blocks of the RDA's high-priority 208 W. 900 S. property consistent with adjacent and planned uses?

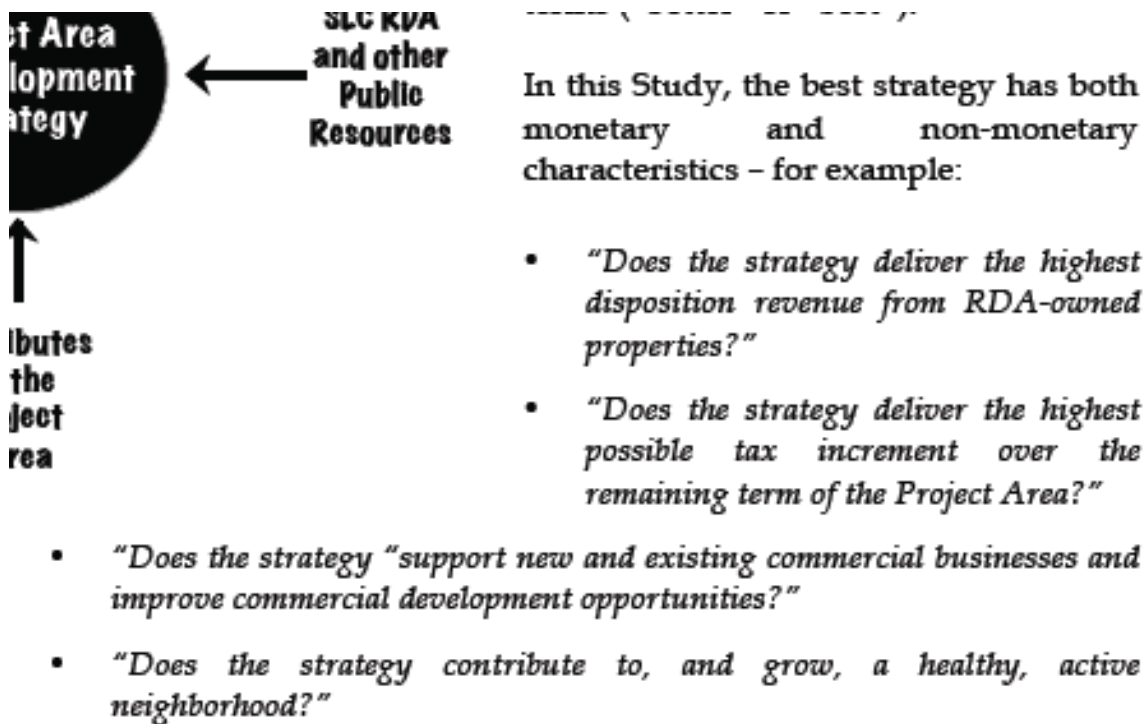
J. The RDA's decisions send market signals about the RDA's and the City's commitment to redevelopment:

the southwest corner parcel to allow for full-block development. Mixed use residential communities require open spaces and the Fleet Block provides the best opportunity to meet that need immediately. The decision to develop the open space also sends a strong signal to the marketplace regarding the City's goals and commitment to the broader redevelopment strategy. The consultant team also recommends that a street be

SLC-RDA West Temple and Granary District Redevelopment Strategy—Executive Summary, p. 11.

Query: What signal is the RDA sending to the marketplace regarding the City’s goals and commitment to a broader strategy of redeveloping the Granary District if it allows a new young adult homeless shelter to be located within the redevelopment area?

K. The SLC RDA West Temple Gateway & Granary District Redevelopment Strategy Redevelopment Guide (p.5) enumerates the following goals and strategy for the Redevelopment of the Granary District:



Query: Is placing a new young adult homeless shelter within the Granary District consistent with the best strategy for the redevelopment of the Granary District? No. Does a new homeless shelter within the Granary District help “deliver the highest disposition revenue from RDA-owned properties?” No. Does a new homeless shelter within the Granary District “deliver the highest possible tax increment over the remaining term of the Project Area?” No. Does a new homeless shelter within the Granary District “support new and existing commercial businesses and improve commercial development opportunities?” No. Does a new homeless shelter within the Granary District “contribute to, and grow, a healthy, active neighborhood?” No.

L. The Redevelopment Goals for the Granary District are stated as follows:

West Temple Gateway RDA Goals & Objectives	Granary District RDA Goals & Objectives
<ul style="list-style-type: none"> • Promote the development of mixed-use projects near the light rail station to create a livable and walkable urban environment. <ul style="list-style-type: none"> ◦ Strategically acquire properties for redevelopment pursuant to Agency acquisition policies established by the Board of Directors. • Support new and existing commercial businesses and improve commercial development opportunities. <ul style="list-style-type: none"> ◦ Market the Loan Program. • Identify properties for new residential construction or rehabilitation and work with local community development corporations to develop new projects. <ul style="list-style-type: none"> ◦ Work with West Temple Gateway residents and business owners to address health, safety, and appearance issues within the project area. • Improve vehicle and pedestrian circulation throughout the Central Community through coordination of transportation and land use planning. <ul style="list-style-type: none"> ◦ Plan for future infrastructure projects and use infrastructure to encourage new developments. ◦ Support establishment of guidelines, and regulations for urban design to improve the quality of living in the Central Community. • Encourage zoning changes that promote high density residential and mixed-use developments. <ul style="list-style-type: none"> ◦ Support new and existing commercial businesses and improve commercial development opportunities in the Central Community. • Promote Salt Lake City as a viable business community through improved business/city administration communication and relationships, business recruitment and incentives for new and existing business. • Ensure commercial land uses are compatible with neighboring properties. • Ensure that all Agency-owned property is compatible with neighboring properties. 	<ul style="list-style-type: none"> • Provide for the continuation of existing uses within the Gateway District. • Market loan programs throughout the Granary District Project Area. • Provide for the development of a diverse mixture of uses that complement downtown, encourage a variety of housing opportunities, and facilitate the enhancement and revitalization of the Gateway District. • Develop the Fleet Block and surrounding areas. • Work with Granary District residents and business owners to address health, safety, and appearance issues within the project area. • Reinforce downtown as the regional transportation hub with light rail, commuter rail, and inter-city and local bus service. • Extension of light rail and/or streetcar from the intermodal hub to the main north/south light rail line.

The SLC RDA West Temple Gateway & Granary District Redevelopment Strategy Redevelopment Guide (p.10).

Query: Is placing a new homeless shelter on 900 West “compatible with neighboring properties? No.

M. The SLC’s RDA WT & Granary District Design Guidelines identifies the corner of 400 West 900 South (i.e., the proposed location of the new homeless shelter) as a “key intersection.” The reason, in part, is that the RDA’s strategy for the development of the Fleet Street block recommends placement of the new tram line to extend south along 400 West street to 900 South, and then turn east to 200 West.

intersections on 800 South and 900 South. The Strategy recommends aligning future trolley service along 400 West with east-west service remaining on 900 South.

SLC RDA WT & Granary District Redevelopment Strategy-Executive Summary.

Query: Is placing a new homeless shelter ON the “KEY INTERSECTION” of 400 West 900 south, a corner where the new tramline may run, consistent with the SLC RDA’s planning goals and policies of redeveloping these key intersections? No.

N. The RDA’s recommended re-development of the Granary District is consistent with Envision Utah’s long-term Planning Vision. As Governor Herbert states: “In Utah, we don’t believe in sitting back and seeing where growth will take us. We seek to be visionary and to actively secure our future. Together, we will develop a voluntary, locally-implemented, market-driven vision to help keep Utah beautiful, prosperous, healthy and neighborly for current residents and future generations.” <http://envisionutah.org/wasatch-choice-2040>

1. Envision Utah’s Wasatch Choice for 2040 Consortium “has drawn up a 30-year plan for the Wasatch Front that envisions that about a third of the expected growth will be people who will choose to live in new high-density town centers built around mass-transit stations that replace old rundown areas. They would drive less and consume less water and space.” SL Tribute, 11.3.13 “Plan for growth: Don’t put this one on the self.”

2. Envision Utah’s Wasatch Choice for 2040 Website summary of Salt Lake’s Streetcar Plan states that a central purpose of extending SLC’s downtown streetcar along 400 West to 900 South is the redevelopment of the Granary District:

Salt Lake City’s downtown streetcar is envisioned to enhance and accelerate walkable, transit-oriented redevelopment in the city’s downtown core and in the Granary District to the south and west. In downtown, the streetcar will serve as a pedestrian circulator, while it is expected to spark economic development in the Granary.



The Envisioning Centers process enabled residents, business owners and other stakeholders to participate

in a visioning effort to explore redevelopment ideas for the land surrounding the potential streetcar route. Participants were interested in emphasizing the identity of the areas the streetcar will pass through, highlighting the emerging arts scene, the Granary, and the Central Business District, and creating a sense of neighborhood identity that will attract more residents to the heart of the city. Along with residential development, participants envision corresponding services and places to play and relax, to make daily life along the streetcar corridor pleasant and convenient. Interest in maintaining the warehouse feel of the Granary is high, with most participants supportive of repurposing existing warehouse space as feasible.

The exploration of redevelopment concepts occurred as Salt Lake City and Utah Transit Authority began the alternatives analysis for the streetcar. Those involved in the alternatives analysis and the Envisioning Centers process partnered in working group meetings and in a public open house held at a downtown grocery store. The information collected and concepts developed will inform future work along the streetcar corridor.

<http://envisionutah.org/demonstration-sites/salt-lake-streetcar>

3. A key goal for the proposed streetcar route is to encourage the construction of high concentrations of affordable housing units for small families (“affordable to a four-person household with an income of 80 percent of the county’s area median income...in the southwestern corner from the City Center stop down to 900 South”). See “Housing Analysis Sample Maps” and “Overview Video” on Envision Utah’s Wasatch Choice for 2040 Website:

<http://envisionutah.org/demonstration-sites/salt-lake-streetcar>

4. Query: Would placing a young adult homeless shelter DIRECTLY on the proposed SLC Downtown Streetcar route be consistent with the redevelopment goals of SLC’s extended Downtown streetcar to redevelop the Granary District, to encourage the construction of affordable housing units for small families on and near mass transit hubs and to encourage young families to want to move into this area? Clearly not.

II-B. The Proposed Young Adult Homeless Shelter is Irreconcilably in Conflict With Salt Lake City’s Strategic Plans, the 9 Line Corridor Master Plan (proposed) and the West Salt Lake Master Plans (proposed).

A. SLC Planning Division’s Current Strategic Plan (last page) identifies the following Governing Planning Policies and Goals:

The Planning Division will focus its efforts and resources to provide the City with the highest level of professional planning services. The Division will focus on Plans that reflect the values of the citizens and their neighborhoods.

- Goal: Ensure that all Community Master Plans identify, balance and advance the needs of the City and our neighborhoods.
- Goal: Base planning decisions on adopted policies and regulations
- Goal: Encourage livable, sustainable development

B. The SLC Planning Division Annual Report identifies the West Salt Lake Community Plan and the 9 Line Corridor Master Plan are “Major Projects” for 2013. Thus these proposed Master Plans are City planning and documents and future land use maps that any proposed use must be consistent with.

C. The 9 Line Corridor Master Plan (Proposed, in Public Comment Phase)

1. The 9 Line Corridor runs along 900 South between Redwood Road and 200 West. The Master Plan describes the 9 Line Corridor as “one of the major east to west corridors in the Salt Lake Valley, linking a number of parks and transportation networks.”

2. The 9 Line Corridor Master Plan summarizes the vision of the 9 Line Corridor as follows:

The 9 Line Trail is a linear parkway which currently runs approximately along 900 South between Redwood Road and 700 West, with buffered bike lanes extending the trail to 200 West. This corridor had been used historically as the railroad corridor for passenger train arrival to the Salt Lake City Union Depot. Union Pacific abandoned the use of this corridor in 2007. At that time, Salt Lake City acquired the former rail corridor, and its associated property, providing the opportunity to construct today's 9 Line Trail.

This shared-use paved trail represents the first step in a greater vision to construct the Transvalley Corridor Trail, identified in the 1992 Salt Lake City Open Space Plan, which would connect the Jordan River Parkway and the Bonneville Shoreline Trail.

Salt Lake City has recently completed a Master Plan for West Salt Lake, encompassing the Glendale and Poplar Grove neighborhoods. The 9 Line corridor was identified as one of the major community assets that could serve as a draw, and catalyst, to opening up other community points of interest and landmarks

Query: Is locating a Young Adult Homeless Shelter DIRECTLY ON the 9 Line Corridor consistent with the “greater vision to construct the Transvalley Corridor Trail” that would “serve as a draw, and catalyst, to opening up other community points of interest and landmarks?” Clearly Not. Locating a homeless center DIRECTLY ON the 9 Line Corridor conflicts with this “greater vision.”

The Master Plan similarly describes this Corridor as a “crucial link for pedestrians and cyclists”:

Running east to west across the west side of the Salt Lake Valley as a portion of the Transvalley Corridor, it is a crucial link for pedestrians and cyclists between neighborhoods, employment centers, parks, commercial centers and other points of interest north and south of the corridor, seen in the map to the left. Some are located along or immediately adjacent to the corridor itself, while others are further afield. However, when viewed as part of a regional transportation network, the trailway increases mobility options to all of these points, and as such becomes a crucial connection from a regional perspective.

Query: Is locating a young adult homeless shelter DIRECTLY ON the 9 Line Corridor at 400 W. 900 S., and just 2 blocks from the east end Corridor connection to TRAX, consistent with encouraging pedestrian and cyclist use of this “crucial” corridor? Clearly not. Introducing a substantial, new homeless element DIRECTLY ON the 9 Line Corridor will negatively impact the user experience for pedestrians and cyclists who might use this corridor.

3. The “Vision” of the 9 Line Corridor Plan is “connecting people to places.” More specifically, the “Vision” for the Corridor is:

The vision for the 9 Line corridor is a means to connect people to places via multiple modes. The form and function of the corridor design will allow these connections to happen in a way that is safe, equitable, and sustainable while incorporating aspects that reflect the lifestyles and ethnic cultures of the surrounding community. The 9 Line corridor will help people make connections, reduce barriers, promote healthy lifestyles, and protect and create built, natural, social, and cultural resources. It will do so by:

- Connecting stable residential neighborhoods, growing commercial and neighborhood centers, and promoting thriving recreation locations;
- Embracing a diverse assemblage of people and user groups, providing the opportunity for enhancing their connections to the surrounding businesses and neighborhoods that form a unique and attractive community;
- Being well connected to the rest of the City;
- Featuring retail, service, recreational, and educational options at key nodes along the 9 Line, as well as encouraging and facilitating connections to neighborhood nodes in the surrounding community;
- Facilitating the goal of West Salt Lake becoming the primary destination in Salt Lake City for river recreation and other types of parks and public spaces;
- Serving as a mechanism for the Glendale and Poplar Grove neighborhoods to celebrate their history and character by functioning as a community and cultural asset that connects people of all ages to services and educational opportunities; and
- Supporting connections to the West Salt Lake industrial business community, helping it continue to be a healthy and diverse growing employment and economic base for Salt Lake City.

Query: Will locating a young adult homeless shelter DIRECTLY ON the 9 Line Corridor at 400 W. 900 S. be consistent with the “form and function of the corridor design” to “help people make connections, reduce barriers, promote healthy

lifestyles, and protect and create built, natural, social and cultural resources?”
Clearly Not. Locating a homeless shelter ON the Corridor will INTRODUCE A NEW BARRIER TO CONNECTIVITY AND USE OF THIS CORRIDOR, and will have a chilling effect on the use of this corridor by pedestrians and bicyclists.

Query: Will locating a young adult homeless shelter DIRECTLY ON the 9 Line Corridor at 400 W. 900 S. be consistent with “connecting stable residential neighborhoods, growing commercial and neighborhood centers, and promoting thriving recreational locations?” Clearly not. The introduction of a significant new homeless element to this neighborhood will negatively impact these goals.

Query: Is locating a young adult homeless shelter DIRECTLY ON the 9 Line Corridor at 400 W. 900 S. be consistent with encouraging and “featuring retail, service, recreational, and educational options at key nodes along the 9 Line?” Clearly Not. Business owners will not want to locate their businesses in close proximity to a young adult homeless shelter.

Query: Will locating a young adult homeless shelter DIRECTLY ON the 9 Line Corridor at 400 W. 900 S. be consistent with “Facilitating the goal of West Salt Lake becoming the primary destination in Salt Lake City for river recreation and other types of parks and public spaces?” Clearly not.

Query: Will locating a young adult homeless shelter DIRECTLY ON the 9 Line Corridor at 400 W. 900 S. be consistent with “supporting connections to the West Salt Lake industrial business community, helping it continue to be a healthy and diverse growing employment and economic base for Salt Lake City?” Clearly not. A new homeless shelter will attract an additional homeless element who will be sleeping in and on such industrial businesses’ buildings and property, and creating a new deterrent to attracting and maintaining good employees.

Conclude: Locating a young adult homeless shelter conflicts with EVERY ASPECT of the VISION of the 9 Line Corridor.

4. The “Mission” of the 9 Line Corridor is governed by Four Governing Principles:

The mission of the 9 Line Corridor Master Plan is to identify opportunities to develop improvements and activities that reflect the values and ideas of the community, as gathered during this process and the West Salt Lake Master Plan process, and outline strategies and action plans for implementing the vision.

The vision and master plan are guided by four principles/themes:

Safety – design the trail and its surroundings to create a corridor that is safe for pedestrians, cyclists, and other non-motorized users.

Equity – program the trail and its nodes to allow use by a range of user groups – intergenerational, multiple non-motorized modes, and multiple speeds/uses. Whether it is a person strolling through to enjoy the landscaping and nature or a commuter passing through to their job, the trail will recognize and embrace this diversity.

Sustainability – best practices in regard to the built environment (solar powered lighting and repurposed materials), natural environment (use of native landscaping, creation/preservation of natural habitats), and social and cultural environments (encouraging/supporting diverse users groups, being a hub of activity, connecting people and place).

Culture – connections to the history of the area and the culture of the corridor and surrounding neighborhoods. Incorporating art, lighting, and including/programming areas that celebrate this culture (restaurants, cafes, and other gathering spaces). Creating layers of activity and experiences for all users. Stitch into surrounding neighborhoods, complement/enhance them. Enhance and enliven spaces along, adjacent to, and nearby the corridor.

Query: Will locating a young adult homeless shelter DIRECTLY ON the 9 Line Corridor at 400 W. 900 S. be consistent with the principle/theme of “Safety—design the trail and its surrounding to create a corridor that is safe for pedestrians, cyclists, and other non-motorized users?” No. The 9 Line Corridor Plan already acknowledges a perception of the Corridor being unsafe and uncomfortable, and notes the I-15 underpass as a barrier having a chilling effect on the use of the corridor by pedestrians and cyclists. Introducing a new, significant homeless presence DIRECTLY ON the 9 Line Corridor will only increase the perception of unsafety and discomfort in pedestrians and cyclists utilizing this important Corridor.

Query: Will locating a young adult homeless shelter DIRECTLY ON the 9 Line Corridor at 400 W. 900 S. be consistent with the guiding principle/theme of “Equity-program the trail and its nodes to allow use by a range of user groups— intergenerational, multiple non-motorized modes, and multiple speeds/uses. Whether it is a person strolling through to enjoy the landscaping and nature or a commuter passing through to their job...?” Clearly not.

Query: Will locating a young adult homeless shelter DIRECTLY ON the 9 Line Corridor at 400 W. 900 S. be consistent with the guiding principle/theme of “Sustainability” by “encouraging/supporting diverse users groups, being a hub of activity, connection people and place)?” Clearly not.

Query: Will locating a young adult homeless shelter DIRECTLY ON the 9 Line Corridor at 400 W. 900 S. be consistent with the guiding principle/theme of “Culture” in encouraging “incorporating art, lighting, and including/programming areas that celebrate this culture (restaurants, cafes, and other gathering places)?” Clearly not.

Conclude, locating a young adult homeless shelter DIRECTLY ON the 9 Line Corridor at 400 W. 900 S. conflicts with EVERY GUIDING PRINCIPLE/THEME for the 9 Line Corridor!

5. Locating a young adult homeless shelter DIRECTLY ON the 9 Line Corridor at 400 W. 900 S. conflicts with the Objectives of the 9 Line Corridor. The Objectives of the 9 Line Corridor Plan “are a synthesis of the ideas generated by the community through an extensive public outreach process as well as analysis performed by the design team.” The 9 Line Corridor Master Plan identifies the Objectives of the 9 Line Corridor as follows:

OBJECTIVES

The objectives for the master plan are a synthesis of the ideas generated by the community through an extensive public outreach process as well as analysis performed by the design team. Five objectives capture the direction of the program options presented in the master plan:

Destination;

- The corridor master plan will seek to balance the needs of local users, as well as non-local users passing through as commuters, while creating lively spaces along the linear parkway where people congregate.

Play;

- The activities along the 9 Line corridor will be chosen to appeal to a variety of audiences of all ages, nationalities, and socioeconomic backgrounds to unify neighborhoods through recreation.

Nature;

- Connecting with nature will be a point of emphasis for the 9 Line, including protecting and restoring native habitats, providing wildlife habitat for a variety of species, and supporting community gardens.

Connections;

- The 9 Line corridor will physically and culturally connect neighborhoods on the east and west sides of the City, via a regional transportation trail network.

Art;

- Interactive artwork will be encouraged, allowing the corridor to act as a public space for free expression that is fluid, rather than static and conventional.

Query: Will locating a young adult homeless shelter DIRECTLY ON the 9 Line Corridor at 400 W. 900 S. be consistent with the guiding "Objective" of improving the 9 Line Corridor as a "Destination" which balances "the needs of local users, as well as non-local users passing through as commuters, while creating lively spaces along the linear parkway where people congregate?" Clearly not. If this homeless shelter is located DIRECTLY ON the 9 Line Corridor, the only "lively" users will be

the newly introduced homeless element who will congregate in the corridor when not inside the shelter.

Query: Will locating a young adult homeless shelter DIRECTLY ON the 9 Line Corridor at 400 W. 900 S. be consistent with the guiding "Objective" of encouraging "Play" within the Corridor by encouraging "activities along the 9 Line corridor" which "appeal to a variety of audiences of all ages, nationalities, and socioeconomic backgrounds to unify neighborhoods through recreation?" Clearly not. Simply look to Pioneer Park and see what a recreation, play destination it is for audiences of all ages, etc. Introducing a new homeless shelter DIRECTLY ON the 9 Line Corridor will create "PIONEER PARK II," A NEW GATHERING PLACE FOR THE NEWLY INTRODUCED HOMELESS ELEMENT.

Query: Will locating a young adult homeless shelter DIRECTLY ON the 9 Line Corridor at 400 W. 900 S. be consistent with the other guiding "Objectives" of "connecting with nature," promoting "connections" "via a regional transportation trail network," and "Art" in encouraging "a public space for free expression" of art? Clearly not.

6. The existing 9 Line Corridor conditions are described as follows:

EAST END

The east end of the corridor is the area between I-15 and 200 West. The 9 Line corridor is mostly in the 900 South roadway at this point, occurring as a sidewalk and bike lanes. 6-foot bike lanes have been striped on the road but sidewalks are not upgraded uniformly and current pedestrian flow is not adequate. Street trees and furnishings are also not uniformly present. Land uses along the corridor in this area include industrial (with iconic concrete silos), commercial, and residential. Conflicts to pedestrian and bicycle flow is present at the point where the Union Pacific and FrontRunner cross the corridor under I-15. Traffic signals and crosswalks are used to manage conflicts between pedestrians and vehicles.

This description acknowledges existing "conflicts to pedestrian and bicycle flow" where the railroad tracks "cross the corridor under I-15."

The Master Plan further acknowledges the I-15 underpass as a "barrier," and an "uncomfortable and unsafe experience" as follows:

As the 9 Line passes underneath the bridge at I-15, it becomes an uncomfortable and unsafe experience. For many users of the trail, this is a major gateway or connection point for east to west travel or vice versa. However, in its current condition, it feels more like a barrier. Long waits, loud noises and safety issues are some of the concerns which must be improved to adequately address some of these concerns. The 9 Line Trail provides an opportunity to begin to create meaningful, useful connection despite these barriers. In addition, the City-owned vacant land under the I-15

Query: Does it make sense to introduce a new young adult homeless shelter within one block of this acknowledged barrier and conflict to pedestrian and bicycle flow? Homeless people often frequent underpasses. Adding a substantial, new homeless element 1 block away from this I-15 underpass will only increase the discomfort and perception that the I-15 900 South underpass is not safe for pedestrians and cyclists.

Query: Does it make any sense to introduce a new young adult homeless shelter within one block of multiple rail lines and spurs?

7. The 9 Line Corridor Master Plan proposes the following new Corridor conditions:

REST AREAS

In order to accommodate users of all ages and abilities, rest areas are proposed along the 3-mile corridor. Community members frequently requested these opportunities to rest as well as a few basic amenities including a small shaded seating area, wayfinding maps, lighting, trash and recycling receptacles, bike racks set amidst trailway landscaping. Consideration should be given to balance safety issues when determining the elements to include at rest areas. They may also include drinking fountains, restrooms, art, and interpretive signage. One such station per mile should be sufficient, and these facilities already exist at the centrally-located Jordan Park. Two additional areas should be constructed, one near each end of the corridor at destinations along the trail where cyclists are most likely to stop. Ingress and egress into rest areas should be carefully planned to avoid potential conflicts. Additionally, minor rest areas comprised of benches should be located every 1/2 mile along the trail primarily to provide an opportunity for pedestrians to rest at key points of interest. This standard has been successfully incorporated along recreational trails in cities such as San Jose and Portland.

Observation: With a new young adult homeless shelter introduced DIRECTLY ON the 9 Line Corridor at 400 W. 900 S. [note, one such area is proposed to be constructed at the east end of the corridor at 200 W. 900 S, just 2 blocks away], it is highly likely that the most frequent users of the proposed rest areas, benches and rest rooms will be the newly introduced young adult homeless element. Query: Is this consistent with “accommodating users of all ages and abilities” to come and use and enjoy the 9 Line Corridor?

In addition, the Master Plan describes the East end of the Corridor (running from I-15 to 200 West) (referred to in the Master Plan as “Corridor Type D”), as a key “portal” to the Corridor as follows:

CORRIDOR TYPE D

The context of this corridor type is characterized by its integration with the existing street and sidewalk infrastructure. With no separated trailway, users will make their connection to the 9 Line, transit, and other uses via bike lanes and sidewalks. The focus of this corridor type is on making clear, visual links to the users' connection of choice. Clear, visible signage and wayfinding are the core elements of the corridor type and offer visual communication about where the users can go from here. This corridor type functions as a portal, and will lead to the primary gateway to the 9 Line Trail just to the west. Improvements to the existing streetscape such as landscaping, signage, and outdoor dining are some of the ways the user experience in this corridor type can be improved.

In addition, the Master Plan provides as to the east end of the Corridor:

900 SOUTH & 200 WEST

As the eastern gateway for the existing project boundary, this intersection is an important point of access and transfer for many potential users of the 9 Line. A UTA Trax station immediately north of 900 South, as well as several UTA bus route stops provide mobility to and from this intersection at 200 West. Buffered bike lanes along 900 South connecting 9 Line users between I-15 and 200 West terminate here abruptly without any warning or continuation east of this intersection. Existing sidewalk improvements and signals provide adequate access and crossing for pedestrians.

Query: Does it make sense to locate a new young adult homeless shelter DIRECTLY ON the 9 Line Corridor, and DIRECTLY WITHIN this “Portal” and “primary gateway to the 9 Line Trail just to the west?” Clearly not.

Query: Where the stated Master Plan objective for this critical “portal” and “primary gateway” is to improve the “user experience,” is locating a young adult homeless shelter DIRECTLY WITHIN this “portal” and “primary gateway” consistent with improving the user experience?” Clearly not.

D. Locating a New Young Adult Homeless Shelter DIRECTLY ON the 9 Line Corridor at 400 W. 900 S. Irreconcilably Conflicts with the West Salt Lake Master Plan.

1. The West Salt Lake Master Plan recognizes the 9 Line Corridor as a critical component part of the West Salt Lake Master Plan.

a. The Master Plan (p 5) identifies the 9 Line Corridor as a major part of the Master Plan's Goals:

The goals of the West Salt Lake Master Plan are to:

- **Promote reinvestment and redevelopment** in the West Salt Lake community through changes in land use, improved public infrastructure and community investment to spur development that meets the community's vision while maintaining the character of West Salt Lake's existing stable neighborhoods.
- Protect and encourage **ongoing investment in existing, low-density residential neighborhoods** while providing attractive, compatible and high density residential development where needed or desired.
- Recognize, develop and foster opportunities for **unique, mixed use neighborhood and community nodes** in West Salt Lake that reflect the diverse nature of the community and provide resources to allow for their growth.
- Recognize, develop and foster opportunities for **regional nodes** that strengthen the community's employment base while providing large-scale commercial retail and service options for residents and employees of West Salt Lake.
- Make West Salt Lake a destination synonymous with **recreation, trails, open space and the outdoors** by celebrating and spotlighting the Jordan River, the Jordan River Parkway, the 9 Line and the community's parks and natural spaces.
- Enhance and expand the **internal network of assets, nodes and resources** ensuring that all residents and employees in West Salt Lake have access to goods, services and activities and the opportunity to walk or bicycle safely to them.
- Strengthen the **connections both within West Salt Lake and between West Salt Lake and other parts of Salt Lake City** by improving the community's gateways and corridors and strengthening the transportation network for all modes of travel.
- Maintain the stability of the **industrial and employment base** in the southern part of the community while transitioning other industrial neighborhoods to uses that are more appropriate for the neighborhoods and softening the transition between industrial and residential land uses.
- Create a beautiful community with a system of guidelines to **create and strengthen public spaces** that will foster community interaction and pride and catalyze ongoing redevelopment and growth.

b. The Master Plan further characterizes the 9 Line Corridor as a "template" for how to encourage and foster east-west connectivity as follows:

The 900 South East-West Connection. Using the 9 Line corridor as a template, Salt Lake City should explore ways to highlight the connection between West Salt Lake's 900 South and 900 West intersection and the 9th & 9th neighborhood node at 900 East. Thematic design elements—pavement markings, signage or special road signs, for example—should be part of the connection.

c. The Master Plan (pp 64-65) further characterizes the 9 Line Corridor as an important "gateway" for east-west connectivity:

GATEWAYS

Five of the six routes into West Salt Lake from the east cut through the 700 West corridor. A first-time visitor to the community, using one of these five streets, regardless of their mode of transportation, is first greeted by a land use and development pattern that is not representative of the true character of the community. This is especially problematic when two of the community's major assets—the Jordan River and parks on 900 South and the Sorenson Multicultural and Unity Center—are both only a half-mile from their respective gateways. The topic of gateways and their current condition was a frequent topic of discussion in public meetings, and some residents believed strongly that the gateways influenced how people felt about their community. The three gateways that were most commonly cited were 800 South, 900 South and 1300 South, but 900 South was generally considered the one in need of the most attention.

The visual impact of the 900 South gateway is a result of three factors: the railroad corridor, the interstate and land uses. The latter can be addressed through regulatory and zoning changes in the short term and redevelopment in the mid- to long-term. The first two factors, however, are barriers that must be mitigated through urban design

treatments, infrastructure improvements and landscaping. While there are few realistic opportunities to mask the impact of the railroad corridor, the viaduct provides opportunities to “recapture” the barrier and turn it into a welcoming gateway feature. This gateway also provides an opportunity for more community-driven projects. These projects, which can be temporary, simple and inexpensive, can be ongoing installations that the city would facilitate and monitor for public safety purposes, but that would otherwise be the responsibility of residents and stakeholders. Activating public spaces near the gateways is another method. Increasing activity and attracting people to a more positive public space can become the focus of attention as you enter the community. A newly-installed bicycle park on the south side of 900 South at 700 West is one such example. Further detail for the 900 South gateway is presented in the *9 Line Corridor Plan*.

2. The Master Plan (p. 71) acknowledges the space under the I-15 on 900 South is already a recognized area of “negative use” along this important Corridor, and the Master Plan proposes substantial infrastructural elements to improve the user experience at this location:

Programming efforts within West Salt Lake's parks and open spaces—regularly scheduled cleanup events, community nature walks, and evening and weekend educational events, for example—also mitigate negative uses of public spaces and create more inclusive environments. The same practice applies to some of the vacant or underused spaces in the area, such as the interstate underpasses. The space under I-15 on 900 South, for example, can be adapted for activities that may not have a place in other public spaces, such as an off-road bicycle park. Lighting, public artwork, fencing and other infrastructure elements would all play a role in that reclamation, creating a safer corridor for the 9 Line and making a considerable impact on the 900 South gateway.

3. The Master Plan (p 71) acknowledges the critical role of residents, business owners and stakeholders in building, designing and maintaining the public spaces within their community to make those spaces “successful.”

Additionally, members of the community should have a more direct and autonomous role in implementing parts of this master plan. This concept has been discussed elsewhere in this document and is detailed in the implementation section. The role of residents, business owners and stakeholders in building, designing and maintaining public spaces within their community is key to making those spaces successful. The extent to which a community buys into the master plan can have an immeasurable impact on its sense of stewardship, pride and responsibility for the public spaces where people gather.

Queries: Would the SLC Planning Divisions' approval of locating the proposed homeless shelter DIRECTLY ON the 9 Line Corridor evidence the City's “buy-in” to

their own master plan? Would SLC Planning Division's approval of locating the proposed homeless shelter DIRECTLY ON the 9 Line Corridor support, or discourage "community buy-in" to the City's Master Plan for West Salt Lake and the 9 Line Corridor? What message would be given to residents, business owners and stakeholders along the 9 Line Corridor, in adjacent communities and in West Salt Lake, if SLC approved the location of a young adult homeless shelter DIRECTLY ON the 9 Line Corridor? What impact upon the "success" of the 9 Line Corridor space would the City's approval of locating a new young adult homeless shelter DIRECTLY ON the 9 Line Corridor?

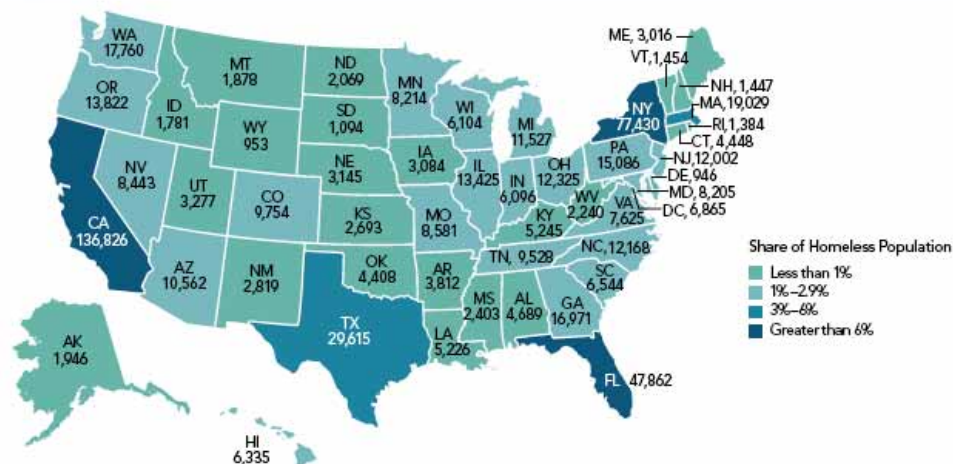
III. The Introduction/Construction of a New Young Adult Homeless Shelter Directly On the 9 Line Corridor will create readily anticipated detrimental effects which cannot be mitigated.

Negative Impact: Another Homeless Shelter in Proximity to Existing Concentration of Homeless Shelters Will Increase Concentration of Homeless In Downtown Salt Lake.

A. Salt Lake City already has a high concentration of homeless. The estimates differ. However, all available estimates show a very sizable concentration of homeless in Salt Lake City.

Estimated Number: 3,277

**EXHIBIT 1.4: Estimates of Homeless People
By State 2013**



On a Single Night in January 2013

- California accounted for more than 22 percent of the nation's homeless population in 2013.
- Five states: California (22 percent or 136,826 people), New York (13 percent or 77,430 people), Florida (8 percent or 47,862 people), Texas (5 percent or 29,615 people), and Massachusetts (3 percent or 19,029 people) accounted for more than half of the homeless population in the United States.
- There were 24 states that each accounted for less than 1 percent of the national total, and together they accounted for less than 11 percent of homelessness nationwide.
- There were six states in which more than half of the homeless population was living in unsheltered locations: California, Florida, Arkansas, Nevada, Mississippi, and Oregon.

Other states with large increases include South Carolina (1,629), Massachusetts (1,528), and Maine (623).

- The largest decreases in homelessness since 2012 were seen in Florida (7,308) and Colorado (7,014). Other states with large declines over the past year include: Texas (4,437), Georgia (3,545), and Washington (2,744).
- Twenty-three states and the District of Columbia experienced increases in homelessness between 2007 and 2013. New York had the largest increase by far since 2007, 14,829 people or 24 percent. Other states with the large increases in homelessness include: Massachusetts (3,902), Missouri (2,334), District of Columbia (1,545), and Ohio (1,061).
- Many states experienced considerable declines between 2007 and 2013. California had the largest decline, with 22,906 fewer homeless people in 2013 than in 2007. Changes experienced in California are largely driven by changes in Los Angeles. The homeless populations in Michigan and Texas also declined considerably (by 16,768 people and 10,173 people).

Changes Over Time

- 20 states experienced increases in homelessness between 2012 and 2013. New York experienced the largest increase (7,864 people), followed by California (5,928 people).

8

The 2013 Annual Homelessness Assessment Report to Congress.

Estimated Number of Young Adult (age 18-25) Homeless: 140- 1000

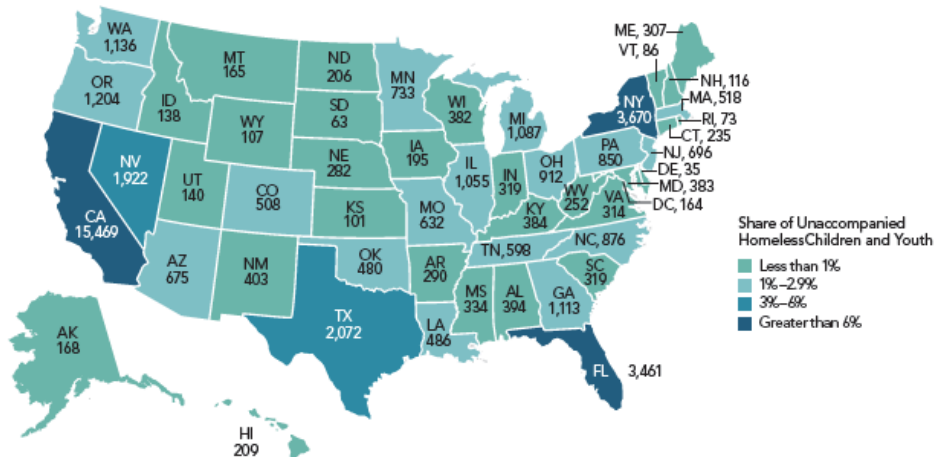
Estimates are that more than 1,000 homeless youth from all corners of the state are living on their own without shelter, mostly in downtown Salt Lake City. The number has increased more than 160 percent in the past five years.

SL Trib 12.22.11

Hundreds of others like Esera and Strauss will push through the doors at VOA during the coming year, said CEO Kathy Bray. And they are all welcome.

SL Trib 12.22.13

EXHIBIT 6.4: Estimates of Unaccompanied Homeless Children and Youth
By State, 2013



On a Single Night in January 2013

- States with the largest numbers of unaccompanied homeless children and youth under 18 were: California (2,144), Florida (1,542), and Texas (718). Together, California, Florida, and Texas had 58 percent of all unaccompanied children and youth under 18 in the country.
- California (13,605), New York (3,497), and Florida (2,344) had the largest numbers of homeless youth 18 to 24. Together, California, New York, and Florida accounted for 47 percent of all unaccompanied youth 18 to 24 in the country.
- Some states had high rates of unsheltered unaccompanied children and youth. Nevada had the highest rate, with 88 percent of unaccompanied homeless people under 25 living outdoors. California and Hawaii also had very high rates of unsheltered unaccompanied children and youth, with 79 percent and 70 percent.
- Delaware did not report any unsheltered unaccompanied children or youth in 2013. Maine had the second lowest rate, with only 4 percent of its unaccompanied children and youth population living outdoors.

The 2013 Annual Homelessness Assessment Report to Congress.

At the Homeless Youth Resource Center, a day center in Salt Lake City for homeless youth under age 23, the tally of users is up about 68 percent: More than 800 teens and young adults stopped by during the past year.

SL Tribune, 9.13.09

Opposition Memorandum---Proposed Young Adult Homeless Shelter on 9 Line Corridor
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David W. Steffensen, Esq. dave.dwslaw@me.com

January 8, 2014

VOA serves about 1,000 teen and young adult clients each year. About two-thirds of them have suffered physical or sexual abuse at home, said Zach Bale, external relations specialist.

SL Trib, 12.22.13

From the Utah 2012 Comprehensive Report on Homelessness:

Table 1: Single Night Point-In-Time Count: Utah, 2012

	Rural #	Urban #	Statewide	
			#	%
Sheltered	381	2,671	3,052	87%
Unsheltered	104	371	475	13%
TOTAL	485	3,042	3,527	

Utah 2012 Comprehensive Report on Homelessness, p.9.

- **Homeless youth** are unaccompanied persons between the ages of 15 and 24. This is one of the more difficult groups to track. The 2012 Point-In-Time Count there were 17 unaccompanied minors (ages 15-17). Based on those clients recorded in the Homeless Management Information System 9% of homeless persons served between July 1, 2011 and June 30, 2012 were homeless youth. Youth homelessness is becoming a new focus nationally and in Utah. Overall estimates vary widely and interventions for homeless youth are being evaluated for their effectiveness.

Utah 2012 Comprehensive Report on Homelessness, p.13.

9% of 3,042 = 274 Homeless 15-24 youths at any point in time.

B. High Concentration of Homeless in downtown SLC and west side due to several factors:

1. Lack of other shelters and food programs in the region.
2. Existing High Concentration of Homeless Shelters & Meal Programs:
 - a. Road Home
 - b. Soup Kitchens
3. Similar Example: Los Angeles Skid Row

a. Los Angeles' "Skid Row" has a high concentration of homeless shelters and meal programs, and a corresponding high concentration of visible homeless on the streets. Culhane, 2010.

b. Los Angeles' Skid Row is described as "the most potent symbol and institutionalization of homelessness in Los Angeles, and, indeed, in the United States." Culhane, 2010.

4. High concentration of homeless shelters creates a "magnet" for homeless people to congregate en masse.

and Parvensky, 2006); Third, and perhaps most importantly, the spatial concentration of visible homelessness and encampments in Skid Row is caused largely by a factor left unaddressed by this dispersal strategy. Specifically, people are living in the streets of Skid Row *en masse* because of the spatial concentration there of large shelters, meal programs, and other social services that target people who are homeless. These programs have longstanding ties to the area and are not going away in the near term. Indeed, among the more fundamental long-term issues to consider regarding the concentration of homelessness in downtown Los Angeles is how to disperse the homelessness *facilities* that are a magnet for needy persons and that have created a self-perpetuating and unrivaled social services ghetto (at least in the United States).

Culhane 2010, p. 853.

5. Adding another homeless shelter in close proximity to existing concentration of homeless shelters will increase the number of homeless folks in the downtown area.

C. Homeless "problem" listed as a "top three" concern of most Community Councils.

D. Sheer Number of Homeless in Salt Lake City Have Overwhelmed City Services and affected neighborhoods. For example, there is a 44% increase in criminal activity in Pioneer Park and the surrounding neighborhood, principally because of the increased concentration of homeless that hang out there and scare normal folks away. Deputy SLC Police Chief Dobrowolski, 10.17.13, Trib Talk: Reducing drug use around SLC's Pioneer Park, 10.17.13

<http://www.youtube.com/watch?v=Cf3XL429QNk>, at 16:40.

E. High concentration of homeless contributes to higher crime rates. This, in part, is because the homeless are often victims of crime, not just perpetrators.

people who are homeless. Moreover, as the authors note, because people who are homeless are more likely to be victims of some crimes, especially violent crimes, some of the crime reduction may be attributable to the removal of potential victims, not just perpetrators.

Culhane, 2010 (citing Berk and MacDonald 2010).

F. High concentration of homelessness contributes to higher crime rates because, among other things, the criminal and drug element “hide” within the homeless population. Deputy SLC Police Chief Dobrowolski, 10.17.13, Trib Talk: Reducing drug use around SLC’s Pioneer Park, 10.17.13
<http://www.youtube.com/watch?v=Cf3XL429QNk>, at 16:40.

G. A Homeless Shelter Without Associated Long-Term Commitment to Move Homeless to Housing is Outdated “Warehousing” which Exacerbates the Homeless Problem. There is already a shortage of exit housing options for the existing homeless population. Affordable Housing option has become “ridiculously scarce.” Matt Minkevitch, Trib Talk: Reducing drug use around SLC’s Pioneer Park, 10.17.13
<http://www.youtube.com/watch?v=Cf3XL429QNk>, at 7:00. Case in point. Salt Lake County Housing Authority currently has a 10,000 person waiting list for affordable housing. Id at 7:30. Thus, the likelihood that SL County Housing Authority can hand out a Section 8 Housing Voucher is “quite limited.” Id at 7:40.

H. Improper to Place Another Homeless Shelter in Downtown Salt Lake City Without Further Study, Analysis and Planning.

1. Homelessness in Salt Lake City has become such a bad problem that Salt Lake City’s Mayor has appointed Liz Buehler as the City’s new Homeless Services Coordinator.

2. The new Homeless Services Coordinator has only been on the job a few weeks, not enough time for the City to have studied and analyzed the City’s options, developed strategy and planned appropriately to deal with its Homeless problem.

3. As LA’s Skid Row has illustrated, adding to concentration of homeless centers without proper study and planning is doomed to failure. Merely adding to the existing concentration of homeless shelters in SLC, without planning and analysis, will exacerbate SLC’s homelessness problem and create SLC’s equivalent to LA’s “Skid Row.”

Of course, dispersing homelessness facilities is no more of a long-term approach to addressing homelessness than is dispersing the homeless themselves. Any attempt to address the problematic concentration of homelessness facilities, as well as the visibility of street homelessness in Los Angeles, must include a larger vision and longer term strategy to address homelessness. Indeed, a collective public and private commitment to break up and disperse the facilities in downtown Los Angeles could create just the impetus that is necessary to force a rethinking of how the region addresses the problem of homelessness more generally. Without such a concomitant approach to rethinking the social service ghetto in Skid Row, it will remain the most potent symbol and institutionalization of homelessness in Los Angeles and, indeed, in the United States.

Calhane 2010.

4. Two Homelessness Studies are currently underway within SLC. SLC RDA, Dec. 2013. It would be appropriate to hold off on placement of another homeless shelter along the Rio Grande Homelessness Corridor until the results of these studies are developed. From the Deseret News:

Elizabeth Buehler, the city's newly named homeless services coordinator, said there are efforts on multiple fronts to serve the homeless yet ensure the Depot District is safe and inviting to residents, visitors and business traffic.

A three-month research project is underway to evaluate strategies being used by the city. Salt Lake officials have also reached out to other cities to explore how they provide services to homeless populations in urban settings.

Buehler, who has been on the job less than two months, said she has been impressed with government and nonprofit service providers' willingness to work together on the issue.

Deseret News, 11.24.13.

I. Proper planning and analysis, which includes a consideration of several reforms and initiatives has not yet been performed, and should be performed by SLC's new homeless coordinator before additional homeless shelters are approved. Proper planning for a "more sustainable homelessness solution" should consider multiple

factors, reforms and initiatives, including possible dispersal of existing shelters—not further concentration, coordination with long term housing transition to avoid mere “human warehousing,” and the provision of associated services.

The ingredients of a more sustainable solution should consider several reforms and initiatives. First, as part of the dismantling of the shelter and social services facilities in Skid Row, a plan should be developed for new, more dispersed facilities that are designed at an appropriate scale so as to fulfill an emergency mission (not a human warehouse or long-term care facility). The facilities should be specialized with regard to the populations they serve (people exiting corrections, substance abuse treatment, mental health treatment, and youth) and should be programmed 24 hours a day (not nighttime only) to provide the services and support people need to relocate sustainably with family, friends, in supported housing, or elsewhere in the community. These new shelters should be intentional, targeted, outcome oriented, and time limited, with clear expectations for both providers and clients (none of these are features of the contemporary homeless shelter as commonly understood or practiced).

Culhane 2010.

J. The new, cutting edge, and best thinking on improving homelessness involves dispersal and deconcentration of the homeless and homeless centers and housing solution-oriented homelessness.

Third, the new, spatially deconcentrated, and housing solution-oriented homelessness assistance system should be embedded deeper in the traditional community-based health and social services network. Rather than creating insulated homeless programs or service ghettos, as may have been done inadvertently through the federal Continuum of Care policy, homeless assistance programs should be connecting individuals and families to the regular sources of health and social services supports they can access in their communities after their exit from homelessness (and that many were presumably using prior to entering homelessness). Indeed, these service networks need to be part of the solution to homelessness, both in identifying at-risk households who need stabilization supports as well as in assisting with the transition of people back into stable housing.

Culhane 2010.

A current SLC Homelessness Initiative is to study model homeless services dispersal models. From SLC’s website, 11.27.13:

Visit of Los Angeles Service Agencies-Several city staff members visited Los Angeles November 7 and 8 to see what agencies there are doing to help the homeless. The City delegation met with Santa Monica officials, learned about different programs associated with UCLA, visited the PATH mall (a one-stop service shop in a re-used shopping center), toured Skid Row and learned about a dispersed service model.

Salt Lake City's long term homelessness plan should foster a homelessness dispersal model, not a continued concentration model.

K. Emergency only and warehouse based homeless shelters increase cities' costs of police, transportation and jail costs. Its actually cheaper for cities to find more permanent housing for the homeless than trying to police it and shuttle the homeless to and among shelters, meal programs and service providers.

Regardless, the focus on the deconcentration of visible homelessness and encampments ultimately might prove to be of limited impact, *both* on the spatial concentration of visible homelessness *and* on crime in downtown Los Angeles. First, the intervention seems to be time limited. Police resources cannot be reallocated to this purpose indefinitely. Second, as noted by Berk and MacDonald (2010), the increased police presence may be among the lesser costs of the strategy compared with the costs of related arrests and incarcerations. Thus, it is not clear that the city, which bears the costs of the police, or the county, which pays for the jails, would want to sustain such a strategy. Indeed, a growing body of research—including a study evaluating a housing program targeting chronically homeless persons in Skid Row (Flaming, Matsunaga, and Burns, 2009)—shows that it is cheaper to provide supported housing for many of the chronically homeless than to have them shuttling among hospitals, shelters, and jails (Culhane, Culhane 2010).

L. There are current efforts to disperse homeless shelters for Utah youth, and these should be encouraged.

Now, homeless teenagers end up in jail or back on the street, where he said they are "perfect candidates" to be exploited, especially by prostitution rings.

"Law enforcement is the front door," the police chief told the panel, urging an alternative to putting homeless youths in the criminal justice system. "There needs to be a solution on the back end. We are not the solution."

Jennifer Larson, adolescent services coordinator for DCFS, said while there is a drop-in center operated by the Volunteers of America for homeless youths, they also need a shelter.

Existing shelters for adults "are scary," she said, and many young people prefer to sleep in lighted parking lots. Larson said there are efforts underway to provide safe places for homeless youths in Cache, Davis and Utah counties.

Deseret News, 11.12.13

M. The Federal Strategic Plan to End Homelessness suggests that Youth Homelessness is not sufficiently understood, and further planning and study are important:

4. End youth homelessness	<i>Youth homelessness is an important contributor to later life homelessness and other problems. However, the scope and experience of youth homelessness is not yet clear and effective strategies for ending youth homelessness are just now being identified.</i> Objectives: <ul style="list-style-type: none">• Refine Point-In-Time Count and HMIS data collection to capture the extent of youth homelessness.• Track outcomes from housing and reunification programs to determine effective interventions.	It is estimated that between 7-9% of homeless persons in Utah are homeless youth between the ages of 15-24 or roughly 1,487 youth.
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Source: Utah 2012 Comprehensive Report on Homelessness, p.18.

N. Characteristics/Demographics of SL Youth Homeless:

1. 82% had been sexually or otherwise abused:

Her story is typical. Of 131 street kids surveyed this winter by Volunteers of America in Utah, 82 percent said they were sexually, physically or emotionally abused before becoming homeless.

Salt Lake Tribune, 9.13.09

2. 83% suffer from mental illness:

She and Day both recently applied for custodian jobs, and they're talking to the state about going back to school. Their addiction and mental health issues likely qualify them for help. About 83 percent of the homeless youth surveyed by the VOA have been diagnosed with a mental illness; attention deficit disorders and depression top the list.

Salt Lake Tribune, 9.13.09

3. Other survey findings:

Homeless youth surveyed

Between October 2008 and February, Volunteers of America surveyed 131 Utah youth. Among the findings:

- » 11 percent of youth said they were younger than 18.
- » 42 percent of youth said they were not heterosexual.
- » 49 percent of youth said they had quit school before 12th grade.
- » 28 percent of youth said they tried to commit suicide three times or more.

school. Their addiction and mental health issues likely qualify them for help. About 83 percent of the homeless youth surveyed by the VOA have been diagnosed with a mental illness; attention deficit disorders and depression top the list.

Salt Lake Tribune, 9.13.09

placed in subsidized housing and given counseling. State officials are also studying the link between aging out of foster care and homelessness. Half of the surveyed homeless youth said they had been in the foster care system.

Salt Lake Tribune, 9.13.09

M. Everyone wants to help the homeless, and homeless youth. There is an issue, however, about implementing that help in a manner which is in the best interests of the homeless youth. Constructing a Youth Homeless Shelter in Close Proximity to Existing Homeless Shelters Places Those Youth in Harms Way and at Risk of Abuse By Adult Homeless Population.

1. The Youth consider the adult shelters to be "scary" and try to avoid them.

Now, homeless teenagers end up in jail or back on the street, where he said they are "perfect candidates" to be exploited, especially by prostitution rings.

Deseret News 11.12.13

2. More than 50% were victims of sexual abuse, and therefore avoid the adult shelters.

Over half of the teens have experienced physical and sexual abuse prior to becoming homeless, according to a survey by the Volunteers of America in Utah. That's one reason the youth avoid shelters and instead find abandoned homes or businesses, park benches, or sometimes even the hard concrete of a parking lot.

ksl.com 2011

Existing shelters for adults "are scary," she said, and many young people prefer to sleep in lighted parking lots. Larson said there are efforts underway to provide

Deseret News 11.12.13

Being homeless, particularly for women, means it's safer to be with other people. Many of the women say they're propositioned for sex when they walk down the street. "If you're a female and you're by yourself squatting or whatever, it's easier for people to prey on you," Allen said. "I've never been by myself when I've been on the streets."

Salt Lake Tribune, 9.13.09.

On Allen's first night on the streets, she slept in a trench by a gas station. Since then, she has drifted between apartments, friends' and relatives' houses, and the street. One time Allen had so many people living in her one-bedroom apartment that someone slept in the walk-in closet. The crowd was selling drugs and sex to help pay rent -- but she lost the apartment after the first month because she hadn't gathered enough cash.

Salt Lake Tribune, 9.13.09.

Listening to Esera and Strauss provides a picture of the vulnerability of homeless teens and young adults. They face daunting challenges, from drugs and violence to inclement weather and hunger. At times, teens and young adults on the street may even sell sex to get by, according to homeless advocates.

At 13, Esera was on the loose and using drugs whenever she could. That was her lifestyle.

SL Trib, 12.22.13

"I think the issue, the overall issue, is the number of children thrown out of the home or run away from home," Davis said. "It's a very vulnerable population that tends to be growing."

Utah Senate Minority Leader, Gene Davis, D-Salt Lake City. Deseret News 11.12.13.

This is a very important issue—the protection of this “very vulnerable” group of homeless young people. The LAST THING the City, or those who care about these youth should do, IS PLACE THESE KIDS IN HARMS WAY by constructing a youth homeless center in close proximity to SLC’s adult homeless population which is highly concentrated just a few blocks (and a short walk) away. It would be much better for these youth to locate their homeless center far away from adult homeless folks. All of the platitudes of “helping” these kids won’t justify one young girl’s rape or one young man’s murder.

3. SLC is already considering moving the Adult Homeless Shelter and Campus to the Fleet Block, which would place the proposed Youth Homeless Shelter **directly across the street from the moved adult homeless shelter.** SLC RDA Source, December 2013.

4. A 30 Bed Emergency Shelter is not sufficient to service the existing youth homeless population—The Overflow will spill out into the community and create substantial detrimental effects along the 9 Line Corridor.

a. 30 beds vs. 1,000 youth homeless, of which an estimated 274 are homeless at any point in time.

b. The proposed homeless shelter is only a 30 bed overnight facility which will offer 3 meals a day.

c. Only 30 young adults can sleep there at night. All of the others will be turned away. Volunteers of America’s plan for the dozens of additional youth who can’t get in is to hand out sleeping bags to those who do not get a

bed so that they can go sleep elsewhere in the neighborhood. This will encourage youth to sleep in the neighborhood in the immediate vicinity of the shelter, and will increase the number of homeless persons sleeping in the public places and private property along the 9 Line Corridor.

d. Some examples from interviews of homeless youth and recent news articles:

“Sometimes I sleep out in front of the library on a bench. Sometimes I sleep in abandoned buildings, or I’ll sleep in a parking lot.” Homeless Youth.

<http://www.ksl.com/?sid=4763255>.

Over half of the teens have experienced physical and sexual abuse prior to becoming homeless, according to a survey by the Volunteers of America in Utah. That's one reason the youth avoid shelters and instead find abandoned homes or businesses, park benches, or sometimes even the hard concrete of a parking lot.

<http://www.ksl.com/?sid=4763255>.

Ironically, the economic downturn has helped expand the number of housing choices for the homeless: places like a boarded-up motel, which a developer hoped to turn into condos. Young squatters have even slept in the old Newspaper Agency Corporation building, once home to printing presses for Salt Lake City's daily newspapers.

Salt Lake Tribune, 9.13.09

One night this summer, Allen slept in the backyard of a house downtown before stealthily exiting at dawn with her 37-year-old fiancé, who goes by the unusually spelled street name of Gohst . Sleep brings little peace when there's no door to lock. "I never really fall asleep all the way," Allen said. "You got to be able to get out of places quick if you need to."

Salt Lake Tribune, 9.13.09

As of this winter, about one-third of the homeless youth said they were couch surfing, typically staying briefly at a friend or relative's place. And 21 percent were camping; 24 percent were sleeping in an abandoned building.

Salt Lake Tribune, 9.13.09

e. The facility will turn many youth away. However, those youth who are turned away will congregate at and around the facility.

O. The Reasonably Anticipated Detrimental Effects Introduced Along the 9 Line Corridor by this Proposed New Young Adult Homeless Shelter. These include:

1. Introducing a new, substantial number of homeless young adults to this neighborhood, the 9 Line Corridor, and in close proximity to the existing concentration of adult homeless folks. This will likely increase the volatility of both groups of homeless (adult and youth) as they interact within a more concentrated space.

2. Introducing a new, substantial number of homeless young adults into the 9 Line Corridor, thus adding to the existing perceptions of that Corridor not being safe for pedestrian and bicycle travel. This shelter will therefore jeopardize the master plans for the 9 Line Corridor and undermine the Corridor's success.

3. Introducing a new, substantial number of homeless young adults into the 9 Line Corridor, who will use the proposed rest rooms to be constructed at the east end by the 200 W. 900 S. TRAX station. As documented around Pioneer Park, the homeless use public restrooms for illegal activities, including dealing drugs and prostitution.

For example, from the City Weekly, 10.9.13:

POSTED // OCTOBER 9,2013 -

On a chilly Friday night, half a dozen members of the nonprofit Legacy Initiative are patrolling the mean streets of Salt Lake City. Decked out with walkie-talkies and conspicuous neon-green vests, the group of cheerful volunteers resembles at first glance a laser-tag team that took a wrong turn off the playing field and ended up in the bad part of town.

“What are y’all supposed to be? Power Rangers or Ghostbusters or both?” a pedestrian asks as the group finishes crossing the road, moving away from The Road Home homeless shelter at 235 S. Rio Grande.

“We’re kind of an advanced neighborhood watch,” says Travis Hysell, the leader of the group.

“Well, you gotta get back across the street,” the man says, gesturing toward the shelter area. “Because 30 crack deals happened, like, just now.”

...

A *City Weekly* reporter followed the merry band of volunteers until 1 a.m. one evening as they made a circuit throughout the city, hitting homeless hangouts from Library Square to Granary Row, as well as lesser-known spots like “poo alley”—a small campsite, narrow as a city sidewalk, that abuts the 400 South onramp and earned its name from volunteers for obvious reasons. Even there, where the smell is like a suckerpunch to the nose, the group stops to make sure a woman wrapped in a blanket is responsive and well and to look for any drug paraphernalia they can clean up.

The group carries a GPS tracker and uses it to mark homeless camps for future outreach and also to mark spots where they find needles, so that they can share information about drug activity with law enforcement.

While the group walks through neighborhoods many Salt Lakers won't drive through, they remain upbeat and cheerful, killing time with discussions ranging from plans for the village to an ongoing debate about what their patrol's theme song should be (the evening *City Weekly* shadowed the patrol, the theme song to *Beverly Hills Cop* was a strong contender).

The group is serious, however, when it comes to being careful around drug dealers and also being on the lookout for those in need. Walking along Rio Grande close to midnight, the patrol comes upon a young man with his arms tucked into a dirty sweater passed out across the curb, nestled between parked cars at the dark end of the street. After giving him some water and a space blanket, the patrol calls in an ambulance and waits until the unresponsive man is safely loaded onto a stretcher and taken to the hospital. Calling for ambulances has become a regular occurrence for the patrols, Hysell says.

For example, from the Deseret News, 11.24.13:

SALT LAKE CITY — Ema Ostarcevic has more than a passing interest in the Depot District being a safe place to visit and do business.

It's been her home for the past 2 1/2 years. Ostarcevic has a passion for urban living, having also lived in Europe, downtown Los Angeles and Manhattan.

But in recent months, conditions in the Pioneer Park area — people openly dealing drugs, engaging in sex acts, and defecating and urinating outdoors — have taken their toll.

“I don't feel safe walking my dog after 6 o'clock at night. I'm a pretty optimistic person, but I'm not hopeful it's going to change anytime soon,” she said.

...

The increased police presence has helped curb criminal activity to some degree, he said.

“It’s still certainly true that there’s a big drug problem. We find syringes in our parking lot all the time. The thing that’s particularly disturbing is they’re using our parking lot to do these drug deals,” said Sheryl Gillilan, executive director of Art Access.

Otherwise, the clean teams and the city’s efforts to install portable bathrooms and change the landscaping on the median of 500 West between 200 South and 400 South have been effective in cleaning up the area, she said.

Often when arriving to work in the morning, Gillilan said she sees people standing in the cold waiting to re-enter the shelter. She has great empathy for homeless people and abiding respect for people and agencies attempting to help, she said.

“That has never been the problem. It’s more the drugs, the human waste,” Gillilan said.

For example, from the Deseret News, 9.9.13:

The fact that the park is attractive to segments of the homeless population is part of the problem, but only part. The city has done tremendous work in recent years to address chronic homelessness, and has seen that population consequently shrink. The creation of the Police Department's Homeless Outreach Service Team is an example of a forward thinking policy that has been effective in helping find long-term solutions for individuals who bounce between shelters and spending nights on the streets or in the park.

A thornier problem is the prevalence of drug trafficking. People who live and work around the park say they have noticed a sharp uptick in recent months in drug dealing. The truth of the matter is many of the homeless who frequent the park are homeless because of drug dependency. Drug dealers know that, and they will go to ply their trade where their customers are.

From the Deseret News, 8.21.13:

Brian Lange was one of those who stopped in under the white canopy tents near the Salt Lake City Police Department's mobile command center where the service providers sat.

Lange said has been couch surfing since 1999. He began using crack to escape the pain of a traumatic childhood experience and was soon addicted. He quit in 2006, he said, and got back on his feet. But Lange said he started again after his mom's Alzheimer's diagnosis two years later.

By January 2009, he was back on the streets. Now, Lange said, he wants off the streets and away from the drugs.

"I see heroin out here. I see speed," he said, adding that the sight made him sick to his stomach.

For example, from Salt Lake Magazine, 10.1.13:

Sheryl Gillilan, executive director of Art Access (<http://www.accessart.org>), a gallery on 500 West that works with disabled, homeless and other disenfranchised members of society, said she witnesses drug deals and fights in her parking lot on a regular basis.

"I hope you are right," she told Burbank at the press conference. She later explained she couldn't imagine a quick solution since the drug deals are so prevalent and go down so quickly. "I'm not afraid of homeless people," Gillilan emphasized. "But the [crime] problem is growing. I don't know what the police will be able to do about it. How can anybody catch all this."

The chief sees the ultimate solution to be emphasizing drug treatment along with arrests to reduce recidivism and getting more businesses thriving in the neighborhood. "Positive use of any space causes criminal activity to go down," he said. Tell that to the businesses already struggling in the area. He also pointed out that having shelters and service centers for the homeless in the neighborhood made problem even more difficult.

As for the mayor's promise of a cooperative approach with businesses, Barbara Polich of Antczak Polich law firm on 400 West, said she was never informed of the new initiative and heard about the press conference by accident. "There is no interaction with local businesses," she complained.

For example, from About Town, 11.4.13:

Pioneer Park is an attractive and well kept place. It's just a few blocks from the very center of the city, and well within downtown. It's also the site of the Twilight Concert Series and the Farmer's Market in the summers.

And yet Pioneer Park is unequivocally a failure at the moment. Other than the few hours per week when it hosts concerts and markets, it's empty but for a semi-permanent encampment of homeless people. I run in the park — sometimes I'm the only non-homeless person out of 70 or more people — and I often see fights, drug deals, prostitution, and general mayhem. Earlier this year, [I even saw a dead body](http://m.sltrib.com/sltrib/blogscrimcourts/56940302-71/park-body-family-fire.html.csp) (<http://m.sltrib.com/sltrib/blogscrimcourts/56940302-71/park-body-family-fire.html.csp>).

4. Introducing a new, substantial number of homeless young adults into the 9 Line corridor, who will utilize, frequent, and congregate at and under the I-15 underpass, thus increasing the general perception (and barrier) that the 9 Line Corridor is an uncomfortable and unsafe east-west route of travel.

Note, the SLC RDA's Report on Redevelopment Plan Entitled "Granary District Redevelopment Project Area Plan dated April 15, 1999 (p.8) lists as a "weakness" of the Granary District Area:

- (E) The area is perceived by the public as dangerous due to the high incidence of police calls in certain parts of the Project Area.

5. Introducing a new, substantial number of homeless young adults into the 9 Line Corridor, where the substantial number who do not get a bed will sleep in the public and private spaces (and in business owners and residents' yards and buildings). Where the 9 Line Corridor is expected to be used at night, pedestrians and cyclists will unlikely feel safe with homeless youth sleeping along the Corridor in Volunteers of America's sleeping bags.

6. SLC's approval of locating a young adult homeless shelter DIRECTLY ON the 9 Line Corridor will send a clear and unequivocal message to the residents, the business owners and stakeholders along the Corridor and adjacent communities that SLC is not committed to the success of its Master Plans. SLC cannot expect residents, the business owners and stakeholders to "buy-in" to SLC's master plans if SLC itself does not "buy-in" to or making planning decisions consistent with its own plans and policies.

7. Introducing a new, substantial number of homeless young adults into the 9 Line Corridor who will not meaningfully disperse throughout the day and night because with 3 meals a day being served, they cannot travel very far away and have time to get back to the shelter for the next meal.

8. Introducing a new, substantial number of homeless young adults, a reasonably anticipated subset of whom will be "uncontrollable," thus introducing an "uncontrollable young adult homeless element" to this formerly quiet neighborhood.

9. Introducing a new, substantial number of homeless young adults, who, by comparison to the adult homeless population, will include a number of such homeless persons who can reasonably be expected to loiter, litter, smoke outside, make noise, congregate, conduct themselves in a disorderly manner, consume drugs and alcohol, vandalize property, sleep in and on public and private spaces and properties.

10. A substantial number of homeless panhandle. Thus, it is highly likely that introducing a substantial number of homeless young adults will increase panhandling along the 9 Line Corridor, including in all of the planned "nodes" for commercial development and the 200 W. 900 S. TRAX station. As Judge Stewart recently ruled, SLC's police cannot stop panhandling on SLC's sidewalks because panhandling is protected by free speech.

11. Introducing a new, substantial number of homeless young adults, who are recognized targets of criminal elements and a nefarious subset of the adult homeless population, in close proximity to the existing adult homeless population. It can therefore be reasonably anticipated that a new criminal element will be introduced into this community, where the victims are the homeless young adults and those around them. Importantly, this proposed homeless shelter is just a few blocks away from Volunteers of America's existing Drug Rehabilitation Center at

1000 South and 300 West. If SLC actually relocates the Adult Homeless Shelter and Campus to SLC's Fleet Block, then the proposed Youth Homeless Shelter would be directly across the street from the Adult Homeless Shelter.

P. Volunteers of America Cannot Reasonably Mitigate These Detrimental Effects.

1. Those detrimental effects upon the 9 Line Corridor (and all of the Master Planned goals and objectives for the Corridor) associated with introducing a substantial number of homeless youth into the 9 Line Corridor cannot be mitigated by Volunteers of America, because the only way to mitigate them is to not locate the homeless shelter ON THE CORRIDOR.

2. Volunteers of America's Plan to mitigate these detrimental effects is as follows:

- a. Install Spot Lights on the exterior of its building.
- b. Install Video Surveillance Cameras on the exterior of its building.
- c. Talk to Their youth customers, state an expectation of good behavior and dispersal to them, and rely upon them to police themselves.

Interview/Meeting with Kathy Bray, 12.13.13

3. Volunteers of America's Plan to mitigate these detrimental effects will not reasonably mitigate these negative effects.

- a. Volunteers of America (like the Road Home) has no authority to enforce its rules outside its doors of its facility and off its property.
- b. Volunteers of America (like the Road Home) cannot enforce rules outside its facility on City sidewalks.
- c. Volunteers of America's "negative impacts mitigation plan" (which consists of installing lights and surveillance cameras on its building) will have no impact or influence whatsoever on homeless young adults beyond the range of those lights and cameras. Moreover, introducing lights on this proposed facility creates a new negative impact and "hardship" on residents in direct proximity to the proposed shelter, as acknowledged in the 9 Line Corridor Master Plan as follows:

However, the installation of lighting along the trail and at rest areas should not create a hardship for residents adjacent to the trail by installing illumination which will shine into their properties around the clock. This could also contribute to urban sky glow (light pollution) and could pose potential harm to small mammals inhabiting the corridor. In

[This Master Plan therefore proposes not using typical street lighting but low only 36" high) lighting along the Corridor trail—The implications is that lighting of the sort proposed for the shelter, which only works to create safety if it shines into adjacent properties, creates a hardship for residents adjacent to the trail]

d. Volunteers of America's "negative impacts mitigation plan" (talking to the youth) will have no impact on dispersing the youth as they will not travel farther than one can walk one-way in 1.5 hours (as the proposed homeless shelter will provide three meals a day) and offer shelter at night). This plan further will not work on out of control youth. Volunteers of America already reports one police call a month to its State Street facility to handle problems of this sort.

e. The facility's "negative impacts mitigation plan" (talking to the youth) will have no impact on the homeless adult population and local criminal elements who will prey upon these youth in this neighborhood. Volunteers of America already reports one police call a month to its State Street facility to handle problems of this sort. Introducing a substantial number of vulnerable young homeless into the 9 Line Corridor will serve to attract those criminal and adult predators who would victimize those kids into the 9 Line Corridor.

4. Without Mitigation, The 9 Line Corridor Will End Up Like Pioneer Park.

a. 44% Increase in Drug Arrests in and around Pioneer Park between 2011 and 2012. Deputy SLC Police Chief Dobrowolski, Trib Talk: Reducing drug use around SLC's Pioneer Park, 10.7.13.
<http://www.youtube.com/watch?v=Cf3XL429QNk> @ 2.03-3:44/33.45.
There is a recent "crime surge" in the neighborhood surrounding Pioneer Park. Id at 12:30.

b. This drug activity is related to increase in homeless around Pioneer Park and drug use among homeless. Jennifer Hyvonen, Director, Fourth Street Clinic (seeing increase in drug treatment at homeless clinic), Id at 4:15.

The two faces of Pioneer Park couldn't be more different: One is healthy and happy; the other is down and desperate.

Each Saturday morning during the summer harvest season, nicely dressed shoppers with strollers and dogs roam the park's Farmers Market seeking the healthiest foods money can buy.

But by Saturday evening, its unofficial residents have returned, seeking a place to camp, looking for a drug fix or just struggling to make it through another day living on the street. In this world, which includes addicts and the mentally ill, violence is a way of life.

SL Tribune, 10.20.13.

c. Changes in Neighborhood over past year—Record Number of Homeless in “Rio Grande Corridor.” Matt Minkevitch, Executive Director, Road Home Homeless Shelter. Trib Talk at 6:00. This increase in homelessness has resulted in a reversal of what were impressive gains in public perceptions about using Pioneer Park and the public now not being willing to use Pioneer Park. Id at 27:00.

i. Contributing Factors include Economic Downturn, Sequestration and “Ridiculous Scarcity” of Affordable Housing Options for Exit Housing. Trib Talk: Reducing drug use around SLC’s Pioneer Park, 10.7.13. Minkevitch, Id at 6:00. More People Coming into SLC have resulted in Record number of homeless in SLC.

ii. Drug Treatment Federal Funding has remained the same or decreased, with demand for such drug treatment going up. Id at 6:20

iii. HUD funding-same in face of increased number of homeless. Id at 6:30.

iv. Scarcity of Section 8 Affordable Housing Funding. “Most serious threat to people getting out of homeless shelter” Id at 6:40. Affordable Housing option has become “ridiculously scarce.” Id at 7:00. Case in point. Salt Lake County Housing Authority currently has a 10,000 person waiting list for affordable housing. Id at 7:30. Thus, the likelihood that SL County Housing Authority can hand out a Section 8 Housing Voucher is “quite limited.” Id at 7:40.

v. With a shrinking in housing “exits” combined with an increase in the number of homeless coming in, we are having difficulty getting homeless folks out. Id at 7:50.

vi. This “creates a big problem.” Id at 7:55.

vii. According to Jennifer Hyvonen, the Fourth Street Clinic's homeless patients are presently being told there is a 3-5 year wait to get into affordable housing. Id at 12:00. So, we now have a group of people that we used to be able to move into affordable housing and now we can't, so they just stay in and around the homeless shelters. Hyvonen, Id at 12:20.

5. While great strides were made in improving Pioneer Park, there has been a big slide back in the past year. Id at 6:00.

a. According to SLC Police, being homeless is not illegal, but the homeless population provides an opportunity for those who would like to sell drugs, and members of the homeless population are in different kinds of discomfort and ease their pain through the use of street drugs. Id. At 9:40. This problem forces the SLC police to exert a "huge effort" to combat this "tough problem." Id at 9:50.

Bike patrol officers said their office is taking the brunt of the complaints.

"I characterize it as being on an elastic band. I can't leave the shelter for more than two blocks when I have to come right back," said Sgt. Gill Arenaz of the Salt Lake police bike patrol. "I respond to an incident on one side of the street when another incident will flare up on the other side of the street — even with us in plain view of all the participants."

Business owners near the Road Home homeless shelter and people near Pioneer Park said the situation is overwhelming.

"I characterize it as being on an elastic band. I can't leave the shelter for more than two blocks when I have to come right back."

**—Sgt. Gill Arenaz of the Salt Lake Police
bike patrol**

KSL.COM, 9.4.13.

b. A lot more businesses in this area. SLC has poured a ton of money and time into this area. Id at 10:00. This could be one of the most popular areas in the City. Id at 11:00. But the homeless problem, including those who use drugs or attract those you use drugs, has interfered with this. Id at 11:30.

For example, from KSL.Com, 9.4.13:

SALT LAKE CITY — People in the area near Pioneer Park, the Road Home homeless shelter and the Rio Grande Depot in Salt Lake City say the area is once again being taken over by illegal activity.

Business owners in the area said the problems are getting worse — and Salt Lake City police officers said they feel it's close to out of control.

Even at 1 p.m., residents said the atmosphere there is 'anything goes' when it comes to drug dealing and drug using, with people smoking spice or crack underneath shirts or even out in the open.

The large windows at Spy Hop Productions, a school for young people in the digital arts, offer a clear view of the activity.

"We have a lot of people who will just go and smoke crack or shoot up heroin or smoke marijuana or go to the bathroom right in front of us and that's really hard," said Spy Hop director Kassandra Verbrughen.

Officers say sometimes the criminal activity is a "drive by" scenario, with a dealer hopping into a buyer's car or someone parking and taking a short walk to buy. The transaction is over in a matter of seconds.

The area has had a history of drug problems and prostitution, but people said recently they are noticing it happening more frequently. Fights over money and drugs happen often.

...

"It is a living nightmare down here," said Pete Henderson of the Rio Grande café. "I have been to meeting after meeting and there has been a tremendous amount of lip service. And until recently, I have seen no change, in fact a constant worsening of the problems."

Restaurant owners and residents say that prostitution is becoming a big problem as well, with prostitutes regularly taking customers, sometimes several at a time, to the park bathrooms.

At Tony Caputo's deli, customers are starting to notice the scene as well.

KSL.COM, 9.4.13.

According to ABC 4 News:

Ask anyone who lives or works near Pioneer Park in downtown Salt Lake City and they can tell you - the area has some serious problems. Celia Boyle, who works at SPYHOP at 500 West and 200 South, sees it everyday. "You see people urinating, sleeping, using drugs, you see people buying and selling drugs." And from her desk at SpyHop - Boyle has a front row seat to everything. "I'm looking out the window and you can see people buying drugs all the time." SpyHop is a non-profit organization, which mentors young people in digital arts. Boyle says the behavior outside has a direct impact on what goes on inside. "We have parents concerned about dropping off and picking up their kids here."

www2.4utah.com, 11.4.13.



Those who work just up the road at at Bruges Waffles and Frits, say the problems never stop. "Sometimes there is violence. I have had to call the cops several times." That is what Taysa Murphy told us when we talked to her about the issues. She says sometimes the problems are just around the corner. "There was a stabbing in this parking lot next to us - a homicide." And sometimes it is just outside the front door. "Somebody tried

to attack one of our customers with a crutch." Murphy says that kind can spread quickly through social media and hurt business. "One review said the food was great, but 'I won't be coming back because there are issues when you sitting outside.'"

And on an AOL Travel site we found this: "Pioneer Park has earned a dangerous reputation for drug traffic. Despite heavy police patrols...it is still Utah's one-stop drug shop...Pioneer Park ranks as one of Salt Lake City's highest crime areas." We asked Salt Lake Police for a list of one month worth of calls from September 27th to October 27th. Here is what we were told. 99 trespassing calls, 67 drug related calls with 15 involving heroin. There were 24 assaults. And 17 shoplifting calls with 61 total theft calls. There was also a kidnapping call and sadly, an unattended death.

www2.4utah.com, 11.4.13.

Police shared a recent list of citations. A total of 615. That is just in the area around the park and just in one month. But Ross says arrests and citations alone will not really change the situation. "It's difficult because as soon as you get someone housed or off the street - there is always somebody to take their place." And she says while most people see the homeless as the issue - there is a darker problem - the criminal element mixing in with them. "When you are talking about street level drug dealing, street level robberies and assaults - the bulk of those are people are not homeless. They might live in an apartment or hotel rooms or in a house. They come down here to do business." And Ross, who has worked as a cop in Salt Lake for more than 20 years, says while the homeless do commit crimes - they are more concerned about the criminals who use the homeless to make money. "...the criminals hide among the homeless people. You could almost call it, they are enslaving the people. Because people down here have mental health issues substance abuse

<http://www2.4utah.com/mostpopular/story/pioneer-park-homeless-salt-lake-city-don-hudson/-NPYzPTCDEyMcEVn1xv4pg.csp>

Page 1 of 2

Problems around Pioneer Park - ABC4.com - Salt Lake City, Utah News

12/29/13 7:20 PM

issues. They prey on them - they use them."

www2.4utah.com, 11.4.13.

c. Matt Minkevitch agreed with local resident's comment that Pioneer Park was improving until Mayor DePaulis turned the area into a "homeless campus," whereupon it got bad, until the Gateway came in, when it improved a bit, but with the Gateway being decimated, the neighborhood has gotten bad again. Id at 13:40 (however, Minkevitch attributes the "flow" in the

homeless problem and associated problems to be caused by economic downturn combined with exit housing shortage. Id at 14:00.

d. Matt Minkevitch says that in order to improve the neighborhood, “we need to bring down the number of homeless people who are coming to the shelter.” Id at 14:30. This will take an effort “across the Wasatch Front”.

e. Matt Minkevitch says that “just moving the shelter” is not the solution. It would be far better to invest in exit affordable housing. Id at 15:00.

f. Matt Minkevitch says that we should “spread” affordable housing and supporting services out across the Wasatch Front, and not “concentrate” them, so that we “do not have people congregating at the shelter”. It at 15:30.

6. Per the SLC Police, the focal point of the increased crime activity is where the homeless are concentrating. Deputy SLC Police Chief Lee Dobrowolski, Id at 16:10.

a. Homeless folks are concentrating along Rio Grande Street. It at 16:20. Very visible congregation of homeless in this neighborhood. Id at 16:30.

b. People are not using or frequenting this area for commerce. Id at 16:30. In other words, the homeless concentration has caused the normal population to stay away.

c. With the congregation of homeless folks, “comes the criminal element that hides in that group.” Id at 16:40.

d. So, if there are fewer homeless folks hanging out on the streets, there are fewer criminals who can hide among them. Id at 16:45.

e. Simply moving the homeless concentration elsewhere will not fix the problem, but simply would move it. Id at 17:00.

f. What is needed is a more holistic approach as Minkevitch and Hyvonen have described. Id at 17:20

g. With resources available to the homeless drying up, the police have fewer resources to refer these folks to. This combined with cuts in the police budget, have created a dramatic negative impact on the way the police does business. Id at 17:40.

h. According to Minkevitch, **moving the homeless shelter campus may help Pioneer Park and the surrounding neighborhood, but would “create a boatload of problems” for the neighborhood to which the shelter is moved.** Id at 21:30. What would be better would be to expand affordable housing and treatment options. Id at 21:20. What helped 2 years ago was an increase in affordable housing exits. If we do not create growth in affordable housing exits and associated treatment options, then we cannot expect any improvement. Id at 22:10.

i. Christopher Smart acknowledged neighborhood residents telling him that they were going to move out of the area because they can't take it any more, and that it is unknown who else would accept it. Id at 23:20. It would be great if other communities could have some homeless resources so that Utah's homeless would not all have to come to SLC's homeless shelters. Id at 23:50.

For example:

The Rio Grande neighborhood surrounding Pioneer Park has the kind of potential that would make it Salt Lake City's hippest urban zone but for one thing: the homeless.

The area seems to be in transition with new housing and restaurants, but it's still one of the city's grittiest places, largely because it's ground zero for the homeless from around the state and region.

Nonetheless, its full-time residents and business owners are attached to Rio Grande because it holds great possibilities and feels more urban than almost anywhere in Utah. Many of its denizens don't want to give up in the face of an **unmistakable uptick in social challenges provided by the homeless population, including violence, drug use and property crime.**

Christopher Smart, SL Tribune, 9.1.13.

But Ema Ostarcevic has had enough. She lives in an upscale loft on 200 South between 300 West and 400 West. She's planning to move because her neighborhood is fraught with bedraggled men who use drugs and alcohol, can be menacing and frequently use the area around her building as a restroom.

Police officers on bicycles keep things in check Monday through Friday during business hours, Ostarcevic said. But in the evenings and weekends, things get dicey.

"I've lived in downtown L.A. and in Manhattan, and I've never felt like this," she said. "Over the last six months it's been getting worse. I don't think I can walk my dog at 6:30 p.m."

Christopher Smart, SL Tribune, 9.1.13.

j. According to Deputy Chief Dobrowolski, the Police rely on lots of "positive" people using Pioneer Park to "report suspicious activity," noting that if no good people use the park and no suspicious activity is reported, then the only activity going on in that park will be illegal activity. Id at 27:50. [Note, however, that earlier, the participants acknowledged that good people have abandoned the park and will not currently use it].

k. According to Christopher Smart, who talked to local small business owners and residents, there is a "mix" of folks (i.e., some who are willing to "put up with" the homeless population, and some who are not willing to put up with it, who are scared of the homeless and who want to move out). Further acknowledged that while many homeless folks are good, there is a small percentage of such homeless folks who are not at all nice and not at all well behaved. Id at 29:00. [Note, the high concentration of homeless ensures that there will ever be a presence of this not nice, poor behaving homeless group.]

There is little doubt that drug traffic in Pioneer Park, 300 West and 400 South, is a significant issue. But where the drugs come from is unclear.

Esther Imotan is the owner and operator of **Pallet**, a relatively new and upscale restaurant on 400 West near the park. She agreed that the homeless population provides challenges.

"We've had people shooting up drugs and leave feces on our property and sleep on our porch," she said. "It's disheartening from our clients' perspective to have three homeless people hitting them up for money on the way into the restaurant."

But Imotan is not willing to move to another location. "I don't think pulling out of the area is the solution," she said.

She would like to see the city make a more concerted effort toward solving the problems associated with the homeless who hang out in Pioneer Park.

"I've talked to the police on a number of occasions and one officer said, at least we can keep [the homeless] isolated. If they are in Pioneer Park, they aren't spreading out."

Tony Caputo, who has operated a **deli on 300 South** across from Pioneer Park since 1997, said issues surrounding the homeless population have been increasing for the past year.

He can tell horror stories about what sometimes occurs in the restroom of his deli.

"This is the worst it's been since Deedee Corradini was in office," he said of the Salt Lake City mayor who served from 1992 to 2000. "It's a disgrace. I want to call the mayor [Ralph Becker] and tell him to ride his bike down here and see how his city looks."

Christopher Smart, SL Tribune, 9.1.13.

Christian Harrison lives just down the street from Caputo's and noted that about 18 months ago the area seemed to be significantly improved and full-time residents were using the park for recreation. But not anymore.

"Something happened this year," he said. "There appear to be a number of groups of people who have moved into the park."

The campers bring violence and drugs and leave litter, Harrison said.

Christopher Smart, SL Tribune, 9.1.13.

l. Minkevitch and Hyvonen say that loss of federal funding is a real problem. Minkevitch says that we need to spend more State and Local monies. Id at 31:00. [So, the high concentration of homeless services and associated high congregation of homeless people results in an increased expenditure of State and Local monies.]

m. Deputy Chief Dobrowolski says that while the police will “step up its enforcement efforts,” we cannot “arrest our way out of this,” we need to find housing alternatives for these folks. That is cheaper. Id at 33:00. [So, the homeless problem cannot be solved by the police and increased enforcement.]

IV. Conclusion.

The SLC Planning Commission has developed wonderful Master Plans for the 9 Line Corridor and West Salt Lake. SLC has asked for community buy-in to those Master Plans to ensure their success. SLC cannot ask for community support of Master Plans that SLC itself will not support. Approving the conditional use permit would send the wrong message to our City and community, that SLC is not willing to stand up and make difficult decisions to support development consistent with its master plans. SLC should therefore deny the conditional use application.

Everyone wants to protect homeless youth. However, locating a young adult homeless shelter in close proximity to the existing concentrated adult homeless population, places those homeless kids in harms way and serious danger of being hurt or abused. This homeless shelter should be placed far and away from the adult homeless concentration. The City should deny the conditional use application in order to protect the youth themselves from an increased risk and likelihood of harm.

Placing the homeless shelter far and away from downtown not only protects the very youth we’re trying to serve and protect, but also (a) protects the 9 Line Corridor and adjacent communities from an expanding concentration of homeless, (b) is consistent with its strategic development plans and policies, (c) is consistent with the City’s proposed Master Plans for West Salt Lake and the 9 Line Corridor, and (d) is consistent with cutting edge social policy of dispersing the homeless through dispersal of shelters and services supporting the homeless (as opposed to further concentrating them). The conditional use application should be denied for these reasons.

Denying the conditional use application is also proper because placing a new young adult homeless shelter directly on the 9 Line Corridor will create highly likely

negative impacts for all located along and using the 9 Line Corridor, the homeless youth themselves, and the City that Volunteers of America's mitigation plan simply cannot mitigate. Volunteers of America cannot install enough lights or surveillance cameras to keep these homeless youth safe from the predatory subset of the adult homeless population. No amount of lights and surveillance cameras will stop those youth who are turned away from sleeping in or along the 9 Line Corridor or in or around the businesses and residences situated along or in close proximity to the 9 Line Corridor. There ultimately is nothing Volunteers of America can reasonably do to prevent the 9 Line Corridor from becoming another Pioneer Park that is shunned by the public and is a hotbed of volatility, homeless congregation and criminal activity. The conditional use application should be denied for these reasons as well.

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SUPPLEMENTAL MEMORANDUM IN OPPOSITION

TO CONDITIONAL USE PERMIT TO VOLUNTEERS OF AMERICA FOR 30 BED CO-ED YOUNG ADULT HOMELESS SHELTER AT 400 WEST 900 SOUTH

SHELTER CONFLICTS WITH GRANARY DISTRICT CHARRETTE PLAN

January 10, 2014

On January 8, 2014, **Mayor Becker** gave an impassioned 40 minute speech at the University of Utah in support of initiatives to **improve the quality of Salt Lake City's air**. In it, Mayor Becker made several suggestions and outlined a planning vision where more people would walk, bike and ride public transit to work. To best implement that vision, housing needs to be developed close to the city center, preferably close to existing mass transit lines. One of the very best areas for implementing Mayor Becker's planning initiatives and suggestions to improve air quality is the Granary District.

During the 2012-2013 budget process, Salt Lake City's RDA Board (i.e., the City Council) voted to pay Kentlands Initiative ("Kentlands"), a local non-profit, \$25,800 to partially fund a 7-day planning workshop (also called a "Charrette") involving the Granary District community and other interested parties. The Charrette took place April 27 through May 2, 2012 and was attended by several hundred people during the course of that week. Participating and giving input were neighbors, developers, stakeholders, investors and governmental officials. The purpose of the Charrette was to "discuss, imagine, and plan the future of the Granary District." See Granary District Charrette Book" attached hereto (hereafter "Charrette Book"), at p. 3. Thereafter, Kentlands "conducted a host of interviews and a series of sit-down meetings with neighbors and allies in order to understand what it was that made the neighborhood tick—and how it saw itself" (hereafter, the Charrette and all subsequent related activities are hereafter referred to as the "Charrette Initiative"). Charrette Book, p.4.

The Granary District Charrette Initiative was and is a major, City sponsored and funded, planning initiative for the Granary District. All of the ideas, plans and visions arising from the Charrette Initiative were summarized in the Charrette Book attached hereto. **The Charrette Book arguably represents the most comprehensive, complete and accurate summation that presently exists of what Granary District residents, stakeholders and governmental officials desire relative to the future development of their Granary District neighborhood.**

A careful reading of the Charrette Book compels the conclusion that it would be improper to allow a new young adult homeless shelter to be constructed in the very heart of the Granary District. The Charrette Initiative's planning vision for the corner of 400 West 900 South is as follows:

DESIGN RECOMMENDATIONS

DETAILED PLAN: FLEET PLAZA

Grand streets deserve grand terminuses. So 400 West, which transitions from a thoroughfare to something a little larger than an alley at 900 South, deserved something special.

How about a grand transit plaza? How about a new city library?

The space is defined by alternative paving choices — instead of hard walls. With a shift in paver choices, the plaza transitions from street to pedestrian realm with ease. Notice how the civic building sits at the very edge of the right of way — demanding to be noticed from every angle, while defining the space.



Charrette Book, p. 24.

With the proposed Downtown Streetcar extension running South along 400 West to 900 South and then turning East, the corner of 400 West 900 South is a special place deserving the City's protection for the future development of the Granary District in harmony with the Charrette Initiative planning vision. This corner marks the intersection of the extended Downtown Streetcar and the 9 Line Corridor. The Charrette Initiative therefore describes the corner of 400 West 900 South as a "deserv[ing] something special. How about a grand transit plaza? How about a new city library?"

How can the City allow a new homeless shelter to be constructed on this critical corner "deserv[ing] something special?" To authorize the construction of a homeless shelter at this very critical, special site, respectfully, would be a slap in the face of the Granary District Charrette Initiative, all of the Charrette Initiative participants generally (and the hundreds and thousands of hours spent by them in this effort), and the Granary District residents and stakeholders in particular. Authorizing the location of a new homeless shelter at this site would send a clear, loud and resounding message to everyone involved that the Charrette Initiative was a farce, that the City's expenditure of \$25,800 was a waste, and, most importantly, that the City lacks the backbone and fortitude to control and govern City's development in a way necessary to bring about Mayor Becker's clean air initiatives.

ITEM#: 7.E.

DATE: September 11, 2012

RE: KENTLANDS INITIATIVE PRESENTATION ON THE GRANARY DISTRICT CROWDSOURCED CHARRETTE FINDINGS & DELIVERABLES.

PROJECT AREA: Granary District

PREPARED BY: Ashlie Easterling

EXECUTIVE SUMMARY: Kentlands Initiative (Kentlands), a local non-profit, has been garnering interest for the Granary District's economic development potential and unique character within Salt Lake City since 2009. During the 2012-2013 funding request process, Kentlands requested partial funding for the Granary District Crowdsourced Charrette (the "Charrette") that occurred in April of this year. The project was intended to promote redevelopment and private investment in the Granary District through a public Charrette and collaboration utilizing digital media and online technology. Kentlands will present its findings from the Charrette to the RDA Board.

ACTION: No formal action required.

ANALYSIS AND ISSUES: During the 2012-2013 budget process, the Board chose to provide Kentlands with \$25,800 to partially fund a 7-day Charrette involving the Granary District community and other interested parties. The Charrette took place April 27 through May 2, 2012 and was attended by several hundred people during the course of that week. Kentlands' efforts were focused on input from the attendees and consideration of creative redevelopment possibilities building on the Granary District's assets and unique character. Kentlands has developed a report in the form of a booklet, included herein, that presents the findings and concepts from the Charrette. At the Board Chair's request, Kentlands has provided a "teaser" video to introduce the Charrette. The following link provides access to this video and other various recordings from the Charrette: <http://vimeo.com/48283831>

ATTACHMENTS:

- 1) Kentlands Initiative: Granary District Charrette Book



GRANARY

DISTRICT

CHARRETTE BOOK

WHERE IT STARTED**3 BEFORE THE CHARRETTE**

Where it Started The Narrative

5 CURRENT CONDITIONS

District Boundaries RDA Improvement Areas Block
& Street Size Thru Traffic TRAX Street Car Bike
& Trail Half-mile TRAX Shed Quarter-mile Street
Car Shed Parcels Vacancies Buildings with
Character Hurdles Concerns Assets

15 THE CHARRETTE

In a Nutshell Crowdsourcing ... Online The Agenda

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We Want... We Give... The Property Tax Problem
A Property Tax Proposal Demolition Policy Incremental
Development Remediation Fund The "Granary Way"

39 NEXT STEPS

Plenty of Work Left to Do Mid-block Weave Granary Row

39 CONCLUSION

A Few Thoughts from James Alfandre

In May, 2012, the Kentlands Initiative hosted a seven-day planning workshop — also called a “charrette” — which brought neighbors, developers, stakeholders, investors, and government officials together to discuss, imagine, and plan the future of the Granary District.

Of course, the charrette didn’t materialize out of thin air. It actually began to take shape almost two years earlier, as James Alfandre, executive director for The Kentlands Initiative, consulted with a couple of property owners in the District. These owners saw potential in the area, and their enthusiasm was infectious. It was during this time that talk of Fleet Block development and the street car was just coming to the fore — and there was a certain buzz about the area. Yet it seemed, from all the talk, that folks were seeing the District as a blank slate. Yet James knew people who worked, played, and lived in the District; he knew the Granary was absolutely, positively, not a blank slate.

James brought the problem to his team, and together they saw a path forward for the area — a path to the table. But for folks to come to the table, they had to see a future for the area — a future which included themselves.

The first step in the process was getting folks who lived, worked, and played in the area to see it for what it was: a neighborhood. So The Kentlands Initiative decided to throw a block party — a coming-out for the neighborhood — crowdsourced through neighborhood regulars and fans. It was a huge hit. For the first time in memory, folks started calling the area a neighborhood — and not just regulars and fans, but government officials and opinion makers.

It was time to move forward with plans for the charrette.

BEFORE THE CHARRETTE

THE NARRATIVE

After the block party, The Kentlands Initiative helped neighbors organize a number of other events, which kept the momentum in the neighborhood going. In the year between the party and the charrette, the Initiative also conducted a host of interviews and a series of sit-down meetings with neighbors and allies in order to understand what it was that made the neighborhood tick — and how it saw itself.

From these interviews, came a visual brand and a narrative. The visual brand seeks to capture some of what makes the neighborhood amazing, and the narrative aims to describe the neighborhood in a way that reflects the best view neighbors have of themselves and their future:

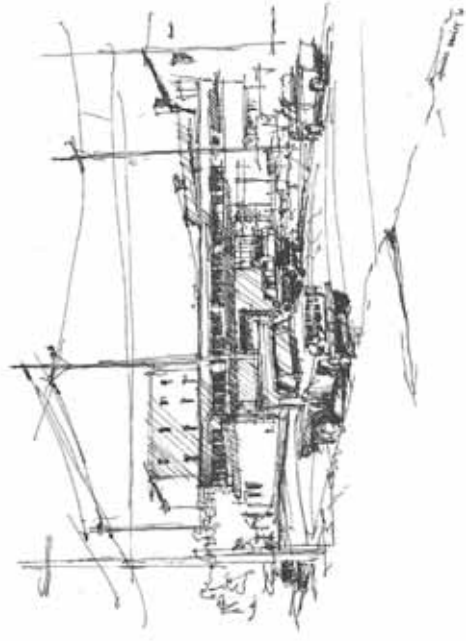
The Granary District is a diverse neighborhood with diverse neighbors. It's both out of the way and in the middle of it all. 600 South sits on its north side, West Temple its east, and I-15 is to its west and south. The City's lifeblood courses around and through it — binding it together and setting it apart, all while connecting it to Downtown and patchwork of residential and commercial neighborhoods to its west and south.

It's a hard-working neighborhood. It grew up around the railroad — light and heavy industry, warehouses and silos. But as the railroad moved west, many of the businesses moved with it. Today, the businesses (and residents!) who stayed are thriving and rubbing elbows with the artists, restaurateurs, entrepreneurs, and pioneering young families who've flocked to fill in the spaces. Of course the buildings worked as hard as the people, and today the neighborhood is blessed with a heritage of warehouse and industrial spaces begging to be renewed and reborn — and to be put back to work.

The Granary District has always been a productive place, and its brightest future is as a haven for makers — people with dirty hands, big ideas, and warm hearts.

It's gritty, diverse, and grounded.

The Narrative has been enthusiastically embraced by the neighborhood and its allies and informs everything that the Initiative undertakes in the District.



Gritty, Diverse, Grounded ...

It's strong language, but for the people who live, work, and play here, it's a big part of what the District means to them. And that really strikes at the heart of The Kentlands Initiative approach: understand the place, understand the people, then grow from there.

So before The Kentlands Initiative could really begin helping the people of the Granary District recapture their future, they had to first understand the present.

DISTRICT BOUNDARIES

During the process that generated the Narrative, KI was keenly interested in finding the natural boundaries to a neighborhood that for all intents and purposes hadn't existed before.

The western and southern borders were obvious — I-15 and the 900 South/West Temple exit ramp are formidable barriers to foot and vehicular traffic.

The northern boundary was a little more difficult, as the typology of buildings and current uses from within the district continue north, in some areas, as far as 300 South. Here, the boundary was set by three factors: 600 South is a major thoroughfare and poses significant challenge to both vehicle and foot traffic; 500 and 600 South are considered their own, hotel-oriented district in the well-regarded Downtown Rising vision plan; and the up-and-coming Depot and Pioneer Park neighborhoods to the north exert their own, distinct spheres of influence. In the end, 600 South was the natural choice.

The eastern border — West Temple — was the hardest, by far, to suss out. There were strong arguments to be made for both 300 West and West Temple. Do the verdant residential blocks really belong in the same district as warehouses and vacant lots? The answer came when the KI team looked to the future: in 30 years, the Granary District will be a thriving patchwork of small neighborhoods that will house most if not all of the amenities folks living between 300 West and West Temple will use on a weekly if not daily basis. By bringing them into the discussion now, they have a unique opportunity to shape the future of the neighborhood where their children will play, work, and live in.



A 600 SOUTH

B WEST TEMPLE

C 900 SOUTH EXIT

D INTERSTATE 15

CURRENT CONDITIONS

RDA IMPROVEMENT AREAS

The Granary District is home to two RDA areas: the eponymous Granary District Redevelopment Area and the West Temple Gateway Redevelopment Area. Their boundaries are not coterminous with the District, but they do comprise an overwhelming majority of the land area.

G GRANARY RDA IMPROVEMENT AREA

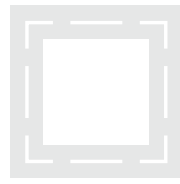
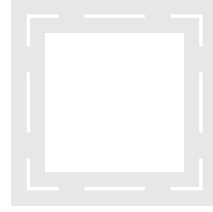
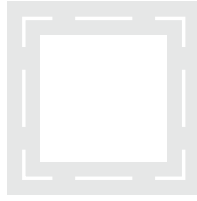
W WEST TEMPLE GATEWAY RDA IMPROVEMENT AREA



BLOCK & STREET SIZE

Block and street size within the District are comparable to scales found throughout the Valley — but are wildly out of scale with block and street sizes found in urban areas across the nation — which results in a drastically reduced pedestrian realm and the wealth that it generates.

- A** PORTLAND 200' X 200' BLOCK, 60' RIGHT OF WAY
- B** HOUSTON 250' X 250' BLOCK, 80' RIGHT OF WAY
- C** AUSTIN 280' X 280' BLOCK, 70' RIGHT OF WAY
- D** BOISE 260' X 300' BLOCK, 80' RIGHT OF WAY
- E** PHOENIX 300' X 300' BLOCK, 80' RIGHT OF WAY
- F** SACRAMENTO 330' X 330' BLOCK, 80' RIGHT OF WAY
- G** DENVER 260' X 400' BLOCK, 80' RIGHT OF WAY
- H** TUCSON 400' X 400' BLOCK, 80' RIGHT OF WAY
- I** SALT LAKE CITY 660' X 660' BLOCK, 120' RIGHT OF WAY



CURRENT CONDITIONS

THRU TRAFFIC

The Granary District inherited a strong street grid which the railroad and interstate profoundly altered. Today, because of the barriers imposed by regional transit, the District enjoys pockets of surprising tranquility and calm — which poses both opportunities and pitfalls.

TRAX

Regional light rail serves the District's residential eastern flank, with a stop on 200 West at 900 South. UTA has discussed the possibility of a second spur that could serve the northern front. Encouraging this second line and then finding the best alignment and station placement will be an important development goal over the next decade.

STREET CAR

The promise of streetcar service in the Granary has everyone excited — from developers to businesses and residents. Current thought centers on a spur dropping from Downtown along 400 West and terminating at the 900 South TRAX station. Future lines are envisioned stretching east and west along 900 South, connecting 9th & 9th with its sister on the west side.



BIKE & TRAIL

The backwater effect caused by the interstate and rail yards has been a huge boon to Salt Lake City's burgeoning bicycle culture, who use the wide and quiet streets to circumvent the hazards of travelling through adjacent neighborhoods. There's a veritable bicyclist highway running north and south along 600 West — fed by the cross-town "quiet streets" — 700 and 800 South. And new amenities along the nascent 9Line promises even more cyclists (and a wider range of skill levels).

As the Granary develops, special care needs to be taken to protect and improve these vital and vibrant corridors.



HALF-MILE TRAX SHED

It's said that commuters are willing to walk up to a half-mile for transit options, so it's encouraging to see that two thirds of the District is served by its lone station — a fraction that jumps to three thirds with the addition of a possible station in the vicinity of 700 South and 500 West.



QUARTER MILE STREET CAR SHED

Because streetcars are meant to extend the reach of the pedestrian it's important to apply a more fine-grained metric when assessing its penetration within a neighborhood. Using a quarter-mile walk as a guide, it's apparent that the streetcar's presence in the neighborhood will be transformative, as robust foot traffic encourages street-level retail.



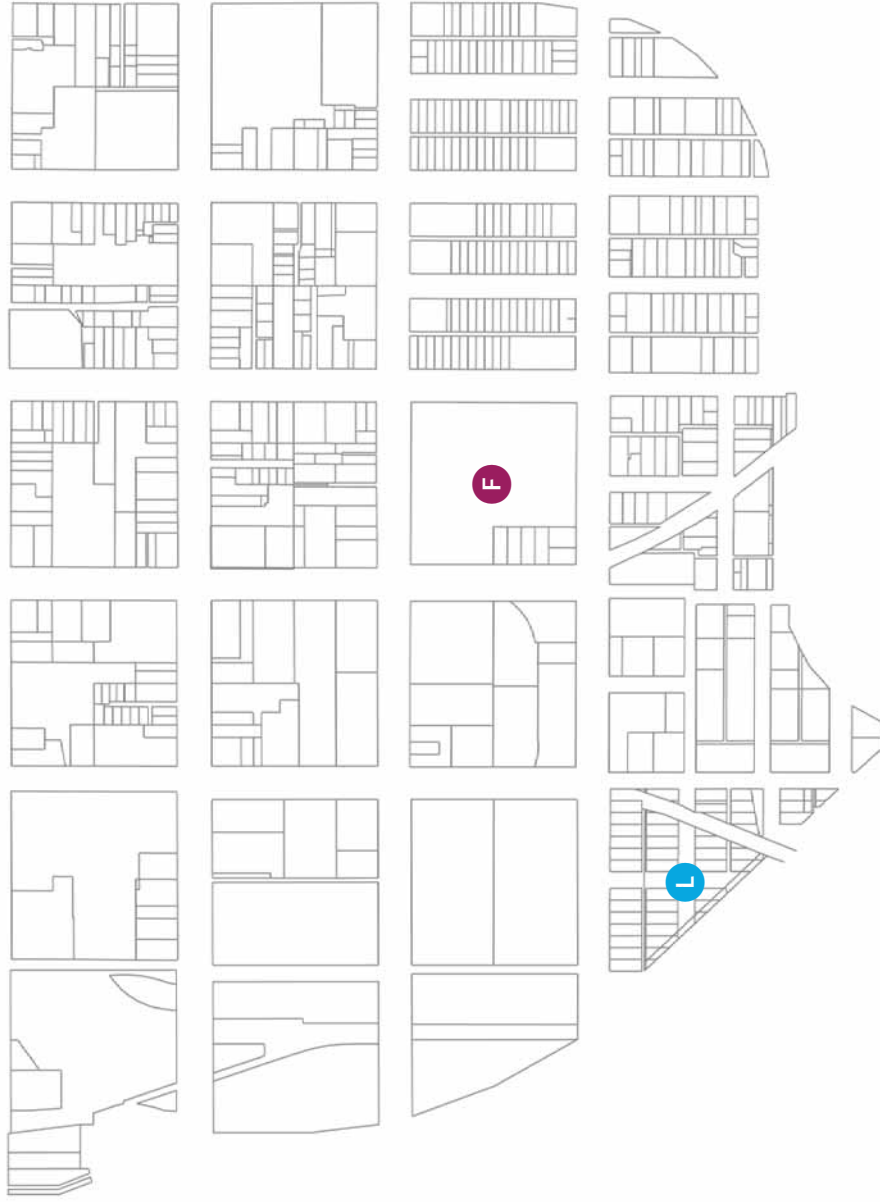
CURRENT CONDITIONS

PARCELS

The District is blessed with a wealth of parcels both in terms of number and diversity of composition. There are surprises, though — including an entire residential neighborhood laid out beneath an industrial veneer and the vestiges of a (recent) railroad past.

 FLEET BLOCK

 LOST NEIGHBORHOOD



VACANCIES

Vacancies are both a treasure and a trouble: they're opportunity to redevelop; but they also attract undesirable activity — crime, vandalism, fire, and animal pests.

- UNAUDITED
- OCCUPIED
- VACANT

A WORD ABOUT THE URBAN GRAIN

While this survey of the Granary was unable to reach the entire District, it revealed a high level of occupancy — but occupancy is only part of the equation — urban grain is the other. The District could have 100% occupancy and just a single building — the very definition of a hollow victory. Sadly, the truth isn't far from that, as evidenced by the a map showing the footprints of District's buildings, below.



CURRENT CONDITIONS

BUILDINGS WITH CHARACTER

While performing the vacancy survey, our volunteers graded each building on the admittedly subjective issue of "character".

While few buildings have earned the "historic" designation (and all that means), many of the District's buildings have irreproducible qualities that are cherished by those who live, work, and play here.

- UNAUDITED
- ⊕ HISTORIC
- ⊕ GRADE "A"
- ⊕ GRADE "B"
- ⊕ GRADE "C"



HURDLES

Property owners and developers interested in sub-block- and parcel-sized projects face a laundry list of daunting hurdles. Overcoming these hurdles is key to the redevelopment of the District that fosters granular and sustainable development.

FIRE CODE – developers and property owners wishing to preserve existing structures face steep up-front costs in order to bring their building “up to code”. Moreover, property owners who simply wish to fill vacancies often face these same costs in order to meet conditions of the permitting process. In the face of such costs, the choices are simple but not ideal: tear down, leave vacant, or subvert the process.

ENVIRONMENTAL – the Granary District poses some unique environmental challenges to prospective development. Subsoils are not amenable to taller buildings, limiting the ability of projects to recoup investment costs by going up; a high water table which limits the ability of projects to bury parking, utilities, or basements; and industrial waste makes dealing with displaced or exposed soils a delicate (and expensive) matter.

ON-SITE PARKING REQUIREMENTS – current on-site parking requirements are such that projects are faced with either using up valuable land area or spending upwards of \$25,000 a stall, constructing parking structures. Neither option is attractive.

DEGRADED INFRASTRUCTURE – for property holders who rent to businesses that fall within current use guidelines or can afford the upgrades required by a change in use, there still remains the very difficult hurdle posed by a degraded infrastructure. Put simply, it’s hard to find renters when the roads are falling apart and there are no street lights to speak of.

FINANCING – traditional avenues for financing are simply not widely available and non-traditional options are difficult to find and often require cobbling several sources. Such arrangements compound qualifying requirements and the costs associated with vetting and securing those sources.

CONCERNS

In addition to the hurdles faced by block- and parcel-level developers, there are concerns a number of concerns that have been raised by the community which affect the community’s future but don’t necessary constitute barriers to development.

BIG BLOCKS – large blocks are extremely useful for injecting rural sensibilities into urban areas (their initial purpose, here in Utah), but they limit the amount of frontage available for businesses, discourage walking, and lead to dead or under-utilized block centers. Smaller blocks are good for business, good for pedestrians, and good for maximizing land use.

FINANCING – while smaller projects (the glue that binds a community together) face a steep hill in seeking financing, larger projects aren’t experiencing the same level of difficulty. This uneven playing field favors larger projects which are often more disruptive and less reflective of community standards.

THE BLANK SLATE – there is a pervasive feeling that the neighborhood is being left out of the process. While efforts of The Kentlands Initiative and others have gone a long way to bridging the gap between the various and varied parties, a lot more can still be done to bring those that live, work, and play in the District to the table.

CURRENT CONDITIONS

ASSETS

While neighbors and outside interests may differ on the particulars, it's no secret that The Granary District is asset-rich.

BUILDING STOCK – the District enjoys a rich endowment of industrial and other spaces which add character and context to the fabric of the City.

VACANT LOTS – mixed in between the hard-working warehouses are numerous open areas begging to be reclaimed either as open space or as meaningful built space. With the exception of the Fleet Block, these vacant lots are small and surrounded by existing structures — their haphazard placement offering chances at eclectic in-fill, pocket parks, thru-ways, and the like at a profoundly organic scale.

WIDE STREETS – though streets are often seen as permanent thru-ways, it's important to also understand them as land banks. The width of the streets — most of which are not arterial — allows for creative repurposing of some of that space without impacting current or projected traffic flows.

TOPOGRAPHY – the District is remarkably flat, a feature that will be most appreciated as the pedestrian and bicycling communities grow.

TRANSIT – with access to and from Interstate 15, a TRAX station on the system's trunk (with plans for other stations and a new line), two streetcar lines in various stages of planning, and well-used official and unofficial bicycling routes, the Granary District is a poster child for the multi-modal community.

PROXIMITY – it's hard to imagine a neighborhood in the City with such easy access to the amenities Salt Lake City has to offer — Downtown, the ball park, a big box retail hub, transit, three major parks, and the Jordan River — all within walking or bicycling distance.

QUIET – because few of the District streets are arterial and because it is bordered on two sides by freeways, the District doesn't see anywhere near the traffic one would expect. Off of 300 West and 800 South, frankly, one would be hard-pressed to call the presence of vehicles "traffic" at all.

Businesses & Residents – perhaps the greatest asset the District enjoys are the people who live, work, and play in here; they're diverse, passionate, resourceful, and exceptional.



IN A NUTSHELL

After months of planning the event, a call went out to those who work, play, or live in the Granary District — or wanted to — to join their neighbors for a chance to make their dream neighborhood a reality.

The seven-day charrette brought area residents, businesses, government officials, planners, engineers, advocates, and investors together. The goal? To sketch out a broad vision for the District — and to identify and prioritize a handful of development projects worthy of immediate action. In short: to crowdsourc a business plan for the neighborhoods which comprise the District.

With 19 sessions spread over 7 days, the charrette covered a variety of topics — including brainstorming sessions to identify needed amenities and adding to the District's many cultural assets; a roundtable about hurdles faced by property owners; and some 60 hours of open studio time.

The Granary District Charrette was hosted and organized by The Kentlands Initiative with generous support from Salt Lake City Redevelopment Agency, Morgan Stanley, American Express, University of Utah, the Foulger Family Foundation, and a small army of local engineering and design experts.

The charrette format was a marked departure from traditional charrettes in its scope and its focus on integrating residents, allies, and local talent pools.

It was a resounding success with around 500 visitors over the course of the event and about 150 people at the closing session.



THE CHARRETTE

CROWDSOURCING

The Kentlands Initiative believes deeply in the power of neighborhoods to shape their own futures. It's because of this belief that KI uses crowdsourcing, extensively — and, specifically, in their hosting of the Granary District Charrette.

Crowdsourcing is a process that involves outsourcing tasks to a distributed group of people. This process can occur both online and offline. The difference between crowdsourcing and ordinary outsourcing is that a task or problem is outsourced to an undefined public rather than a specific body, such as paid employees. - Wikipedia

The benefits of crowdsourcing as a development or planning tool are myriad:

End users — property owners, commercial tenants, residents, visitors, and allies — have a say in the “final product” of a planning exercise, which minimizes capital risk while increasing political and economic support.

Other development and planning models rely on a “build it and they will come” philosophy, whereas crowdsourcing engages potential tenants from the start.

Political goodwill fostered through open and consistent engagement allows the community to take less conventional paths, than had development used the surprise-and-appease model most frequently used.

... ONLINE

For the Kentlands Initiative — like most other entities which harness the power of crowdsourcing — crowdsourcing begins and ends online.

KI established digital forums on Facebook, Pinterest, and on NING to support the on-going, real-life discussions they were hosting in warehouses and coffee shops in the neighborhood.



THE AGENDA

With 19 sessions over 7 days, the charrette was ambitious in its scope — and in its service to the idea that the charrette was meant as a truly open forum. Even when sessions weren't being held, the studio space was open to the public and the many volunteer professionals were available to take questions from all comers.

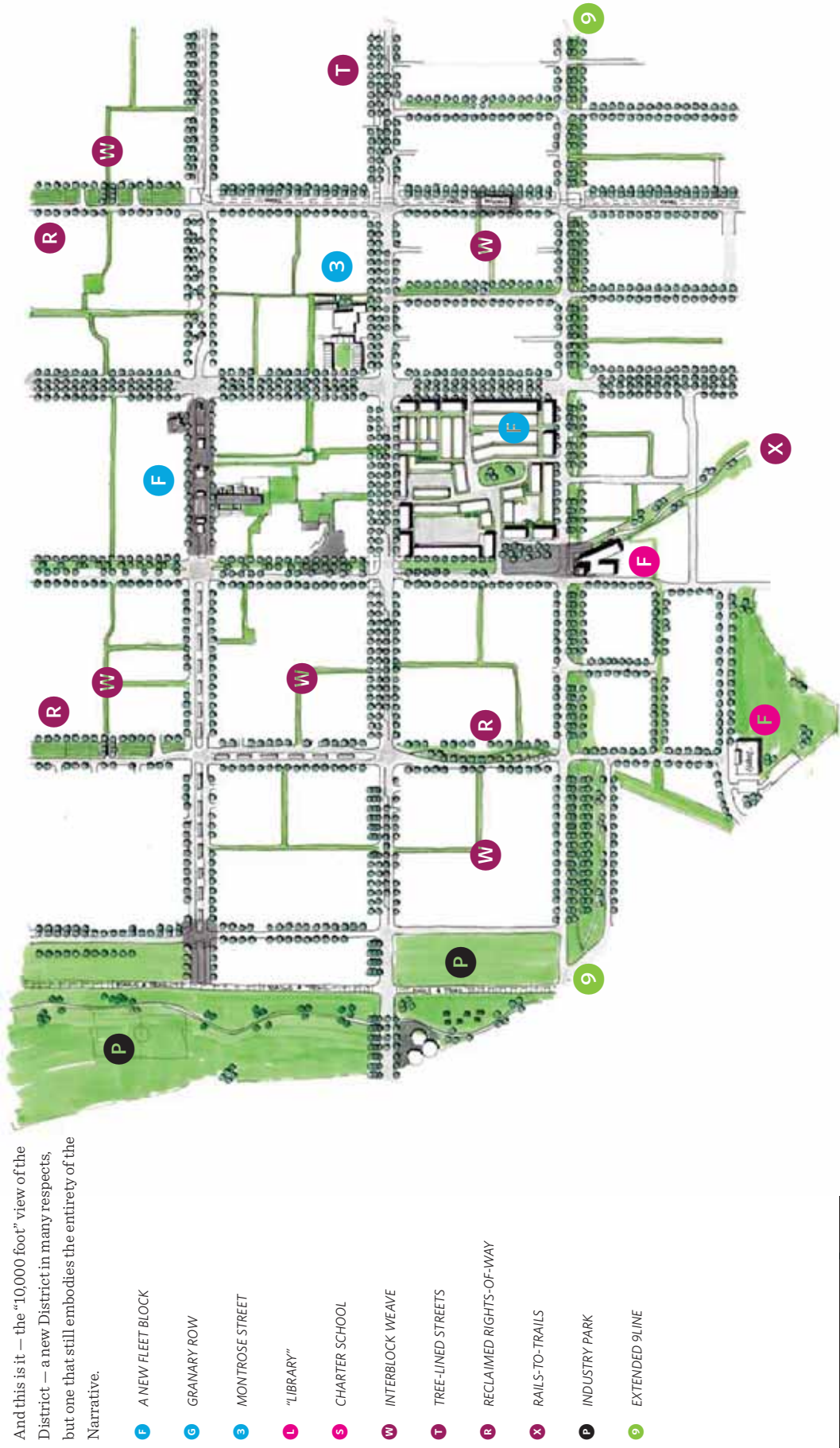
- Tour: Granary District
- Tour: Urban Patterns
- Opening Presentation
- Day 2 Number Crunching
- Roundtable: Overcoming Hurdles to Development
- Brainstorm: Complimentary Businesses
- Orientation: Property Owners
- Maps & Markers: Blocks & Parcels
- Orientation: Economic Development Professionals
- Day 3 Number Crunching
- Roundtable: Creative Financing
- Roundtable: The New Company Town
- Maps & Markers: Bikes, Pedestrians, et Cetera
- Crowd Review I
- Day 4 Number Crunching
- Brainstorm: Cultural Assets
- Brainstorm: A Multi-cultural District
- Crowd Review II
- Closing Presentation



DESIGN RECOMMENDATIONS

VISION PLAN

And this is it — the “10,000 foot” view of the District — a new District in many respects, but one that still embodies the entirety of the Narrative.



- F** A NEW FLEET BLOCK
- G** GRANARY ROW
- M** MONTROSE STREET
- L** "LIBRARY"
- S** CHARTER SCHOOL
- W** INTERBLOCK WEAVE
- T** TREE-LINED STREETS
- R** RECLAIMED RIGHTS-OF-WAY
- X** RAILS-TO-TRAILS
- P** INDUSTRY PARK
- 9** EXTENDED 9/LINE



DENSITY

It's not enough to simply talk about the public realm. A neighborhood is also about the private realm — the buildings and the spaces between them. Borrowing heavily from the concept of the transect, the Kentlands Initiative envisions a neighborhood of denser block peripheries with lower density cores. As the interblock pedestrian weave expands, these block cores become active spaces for a host of uses that will thrive in lower densities.

The plan to the right is an early draft of a complete plan that didn't make the deadline for this preview, but will be in the final, printed edition.

Even in this sketch, one can see the high density (brown) along the streetcar route, with moderate density (red) framing most of the roadways and low density (pink) cores flanking the pedestrian-scaled interblock weave.



DESIGN RECOMMENDATIONS

STREET CROSS-SECTIONS

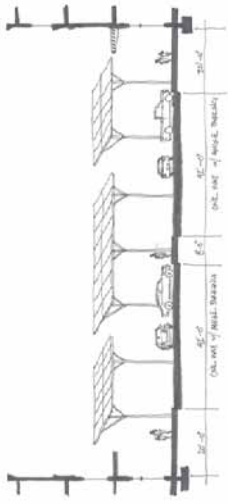
One of the District's greatest failings is also one of its greatest assets — streets too wide to cross safely detract from the pedestrian realm, resulting in a laundry list of negative externalities.

But public rights of way are ... public. Which means that they can be reclaimed by an engaged citizenry for more useful purposes. The Granary District streets are so wide, in fact, that this reclamation can be accomplished with little to no impact on current traffic patterns.

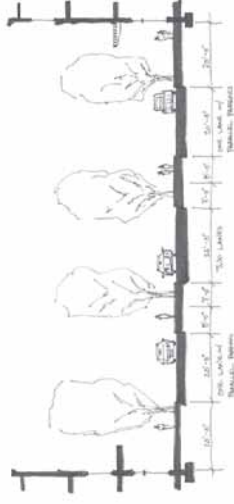
One of the exercises, during the charrette, was to re-imagine the street. The cross-sections to the right are the ideas that survived a week's worth of discussion. A few of these warranted a little extra time — and were given 3D models.



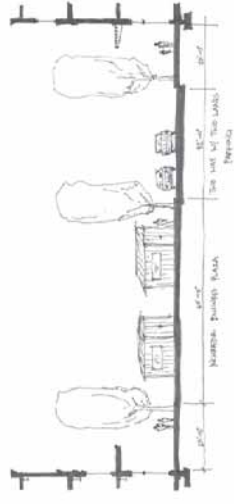
1 LINEAR PARK



3 SOLAR COVERED MEDIAN PARKING — A PUBLIC/PRIVATE PARTNERSHIP

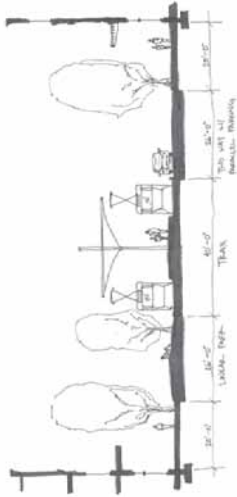


2 DIVIDED BOULEVARD

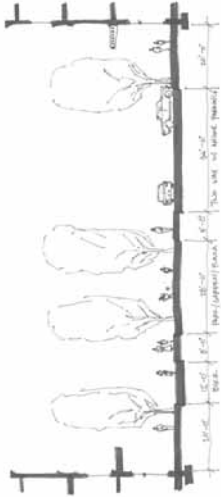


4 BUSINESS INCUBATORS

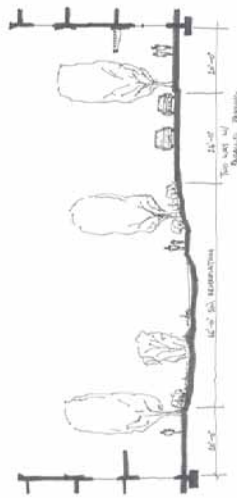




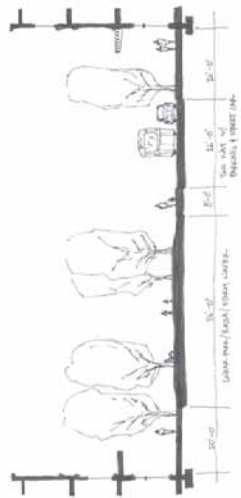
5 TRAM LINE



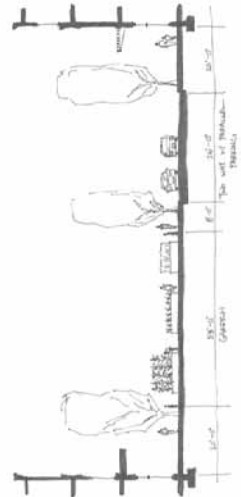
7 CYCLE TRACK



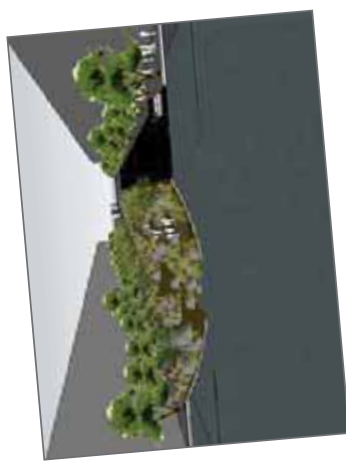
9 WATER MANAGEMENT | GREENSWARD



6 STREET CAR



8 COMMUNITY GARDENS



DESIGN RECOMMENDATIONS

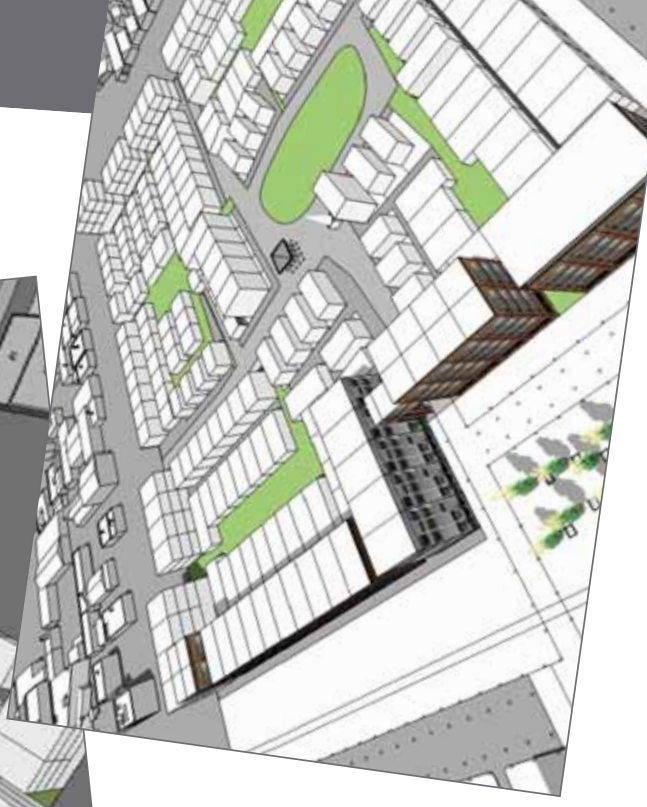
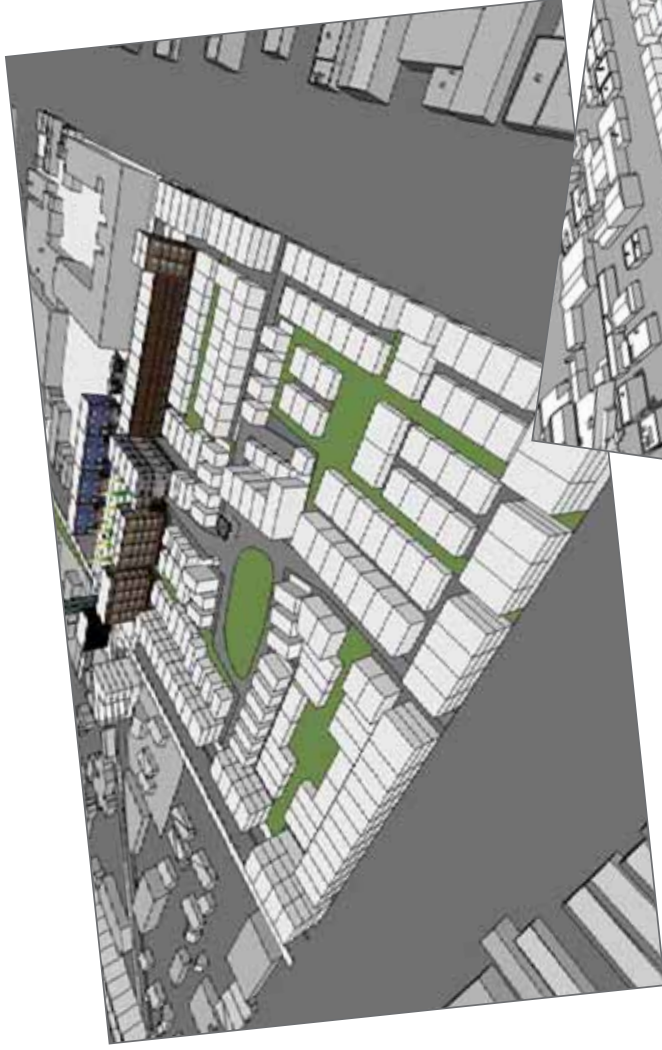
DETAILED PLAN: FLEET BLOCK

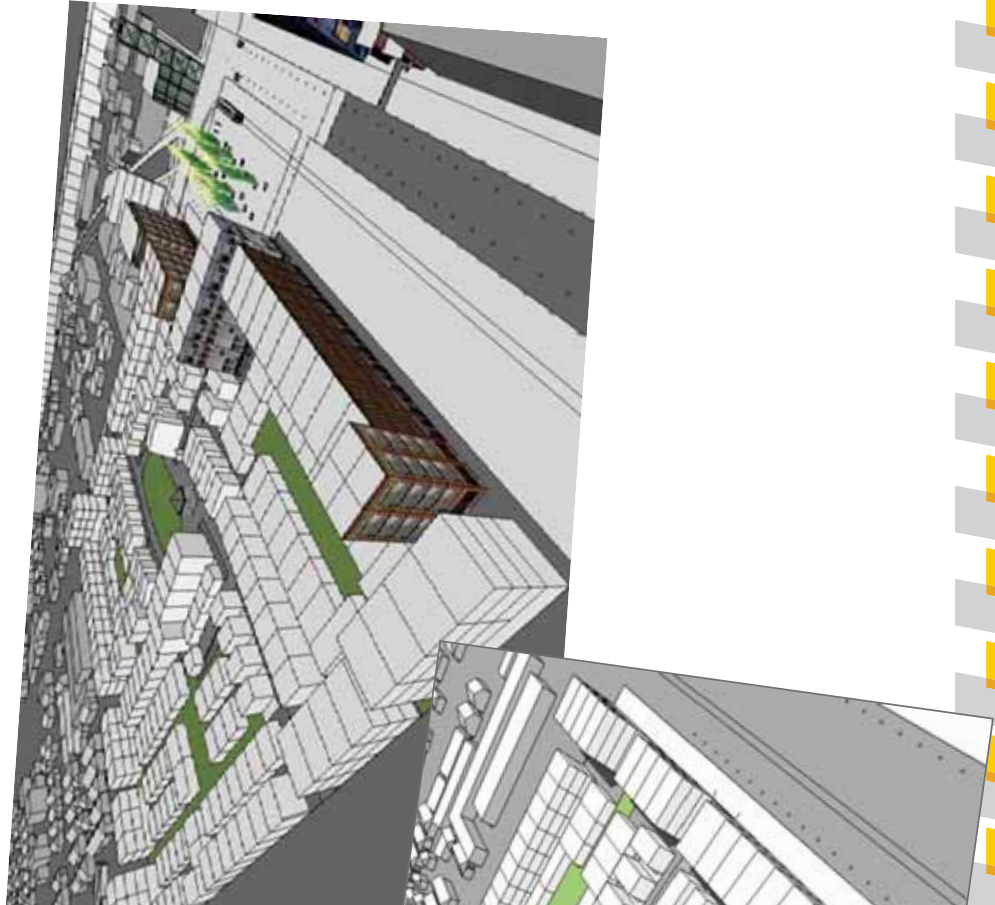
As the single largest developable parcel in the District, it would be an understatement to say that the Fleet Block — a former municipal fleet storage site — was an important property. It was, in fact, one of the inspirations for the charrette.

But it was Mike Akerlow's passion for the parcel that inspired the folks at the charrette to take the visioning process a little further — to gild the lily, so to speak.

The result is a deeply integrated, mixed use development that resonates with the sorts of details that reveal themselves over time — the sight lines, the play of discovered and undiscovered vistas within the project, the careful use of public commons, and a bounty of building types. In the true spirit of the charrette, the form was laid out to maximize benefits — but the architectural detailing was left off, to allow for an internalizing of the space.

To help with scale, some of the buildings along 400 West have been skinned in our renderings.





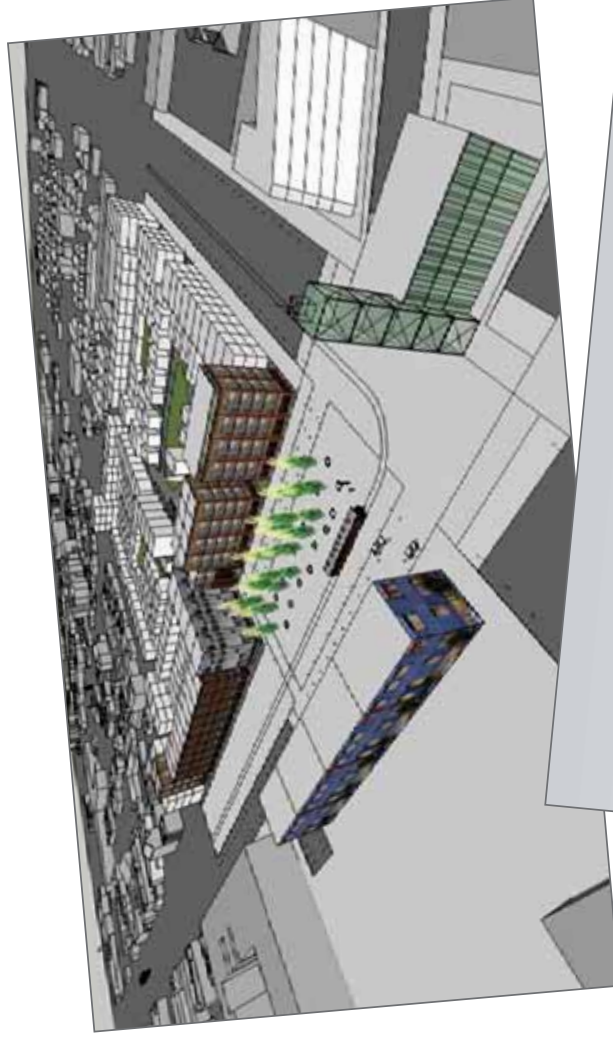
DESIGN RECOMMENDATIONS

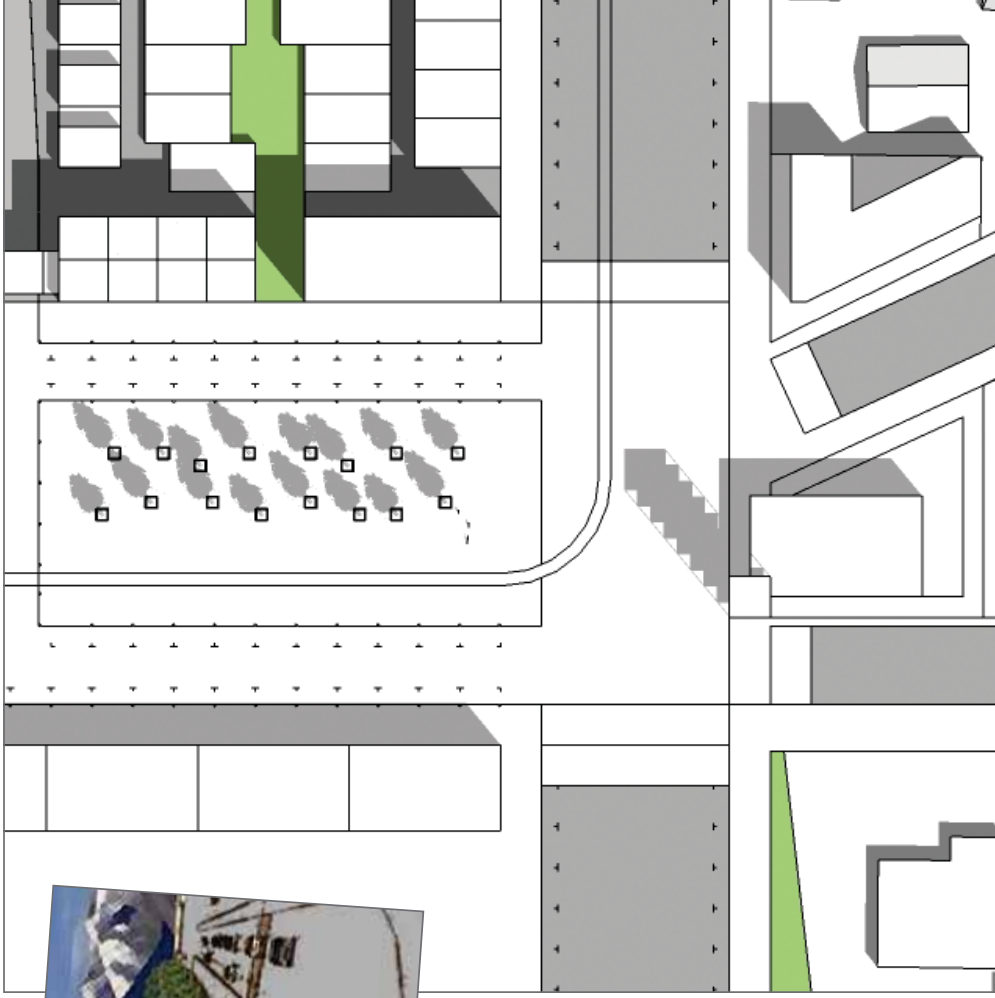
DETAILED PLAN: FLEET PLAZA

Grand streets deserve grand terminuses. So 400 West, which transitions from a thoroughfare to something a little larger than an alley at 900 South, deserved something special.

How about a grand transit plaza? How about a new city library?

The space is defined by alternative paving choices — instead of hard walls. With a shift in paver choices, the plaza transitions from street to pedestrian realm with ease. Notice how the civic building sits at the very edge of the right of way — demanding to be noticed from every angle, while defining the space.





DESIGN RECOMMENDATIONS

DETAILED PLAN: BLALOCK PROPERTIES

Kevin Blalock, an area architect asked charrette participants to re-imagine his property that fronts on 700 South and is adjacent to Kilby Court. Notice how the proposed design embraces the mid-block pedestrian weave, makes generous use of shipping containers, and features a secluded pocket park.



DESIGN RECOMMENDATIONS

DETAILED PLAN: MONTROSE STREET

This little-known property on 300 West near 800 South came to the attention of charrette attendees, quite by accident.

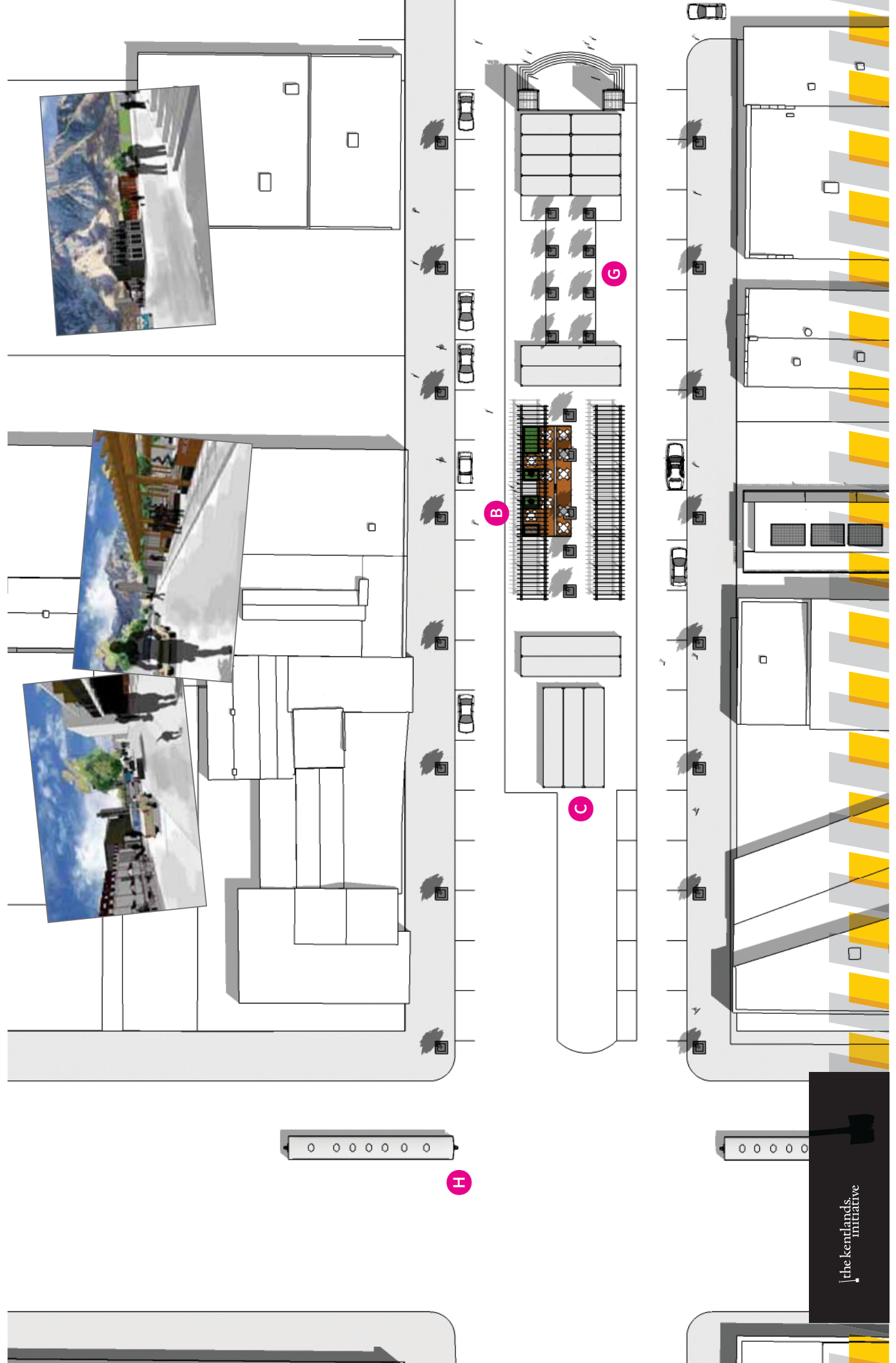
As the early morning tour on the first day of the charrette was visiting Ruby Snap and her retail neighbors, they got word that there had been a gas line break across the street. Comprised of many engineers and architects, the tour group decided to stick around and talk about the RDA-owned property. After a few charrette attendees decided to visit the property on their own, one evening, interest in the site blossomed, and these plans are the result.

M MONTROSE STREET

3 300 WEST

8 800 SOUTH



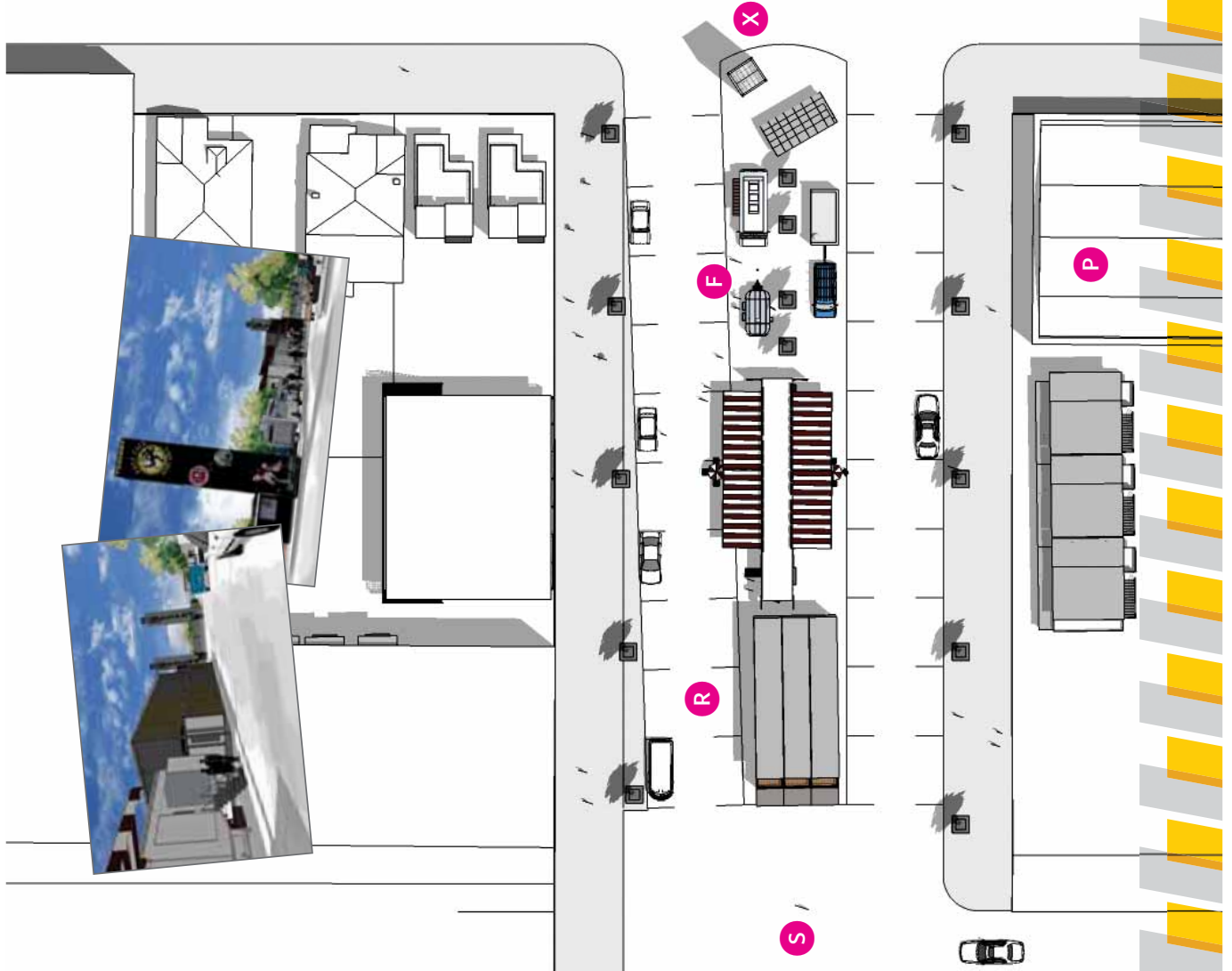


DETAILED PLAN: GRANARY ROW

As charrette participants brainstormed about new uses of the District's large rights of way, it became clear that the streets were so wide that one could put buildings in the median and still have plenty of space for vehicular traffic. And that's when Granary Row was born — an experiment in reclaiming the public right of way.

This festival street is envisioned to compliment the Granary District's booming entertainment and foodie scenes while supporting micro-enterprise. It was such a popular idea, that The Kentlands Initiative chose it as their first major development effort in the District.

- X** LARGE SIGN ON 300 WEST
- F** FOOD CARTS & TRUCKS
- R** RESIDENTIAL UNITS
- P** PICTURELINE
- S** PLAZA & STAGE
- C** RETAIL & COMMERCIAL SHOPS
- G** COMMUNITY GARDEN
- B** BIERGARTEN
- H** REMODELED TRAIN CAR HOTEL



DESIGN RECOMMENDATIONS

DETAILED PLAN: INDUSTRY PARK

This "industrial park" was inspired by the amazing Landschaftspark in Duisburg, Germany (pictured in the photos to the right). The park utilizes former rail right of way and embraces the industrial ruins found between 600 West and I-15.



A LITTLE CHUTZPAH GOES A LONG WAY

A charrette — especially one like this that focuses so much on public participation — is a daring undertaking. At its heart, sits the idea that non-professionals have something valuable to contribute to the planning and development process. Sometimes despite their lack of expertise — but often because of it.

So it's all the more daring when such groups engage in policy discussions. But here we are, all the same.

The ideas which follow are the beginning of a discussion about how specific policy choices can have far-ranging and long-lasting effects. Some of the ideas are small, and interest themselves in the details of District living. Others are larger and systemic in nature ... but each of the ideas outlined here, flowed directly from discussions at the charrette.

SWEATING THE SMALL STUFF

PARKING BANK

With a surfeit of curbside and median parking available in the District (appx. 2,948 parallel, or 4,717 45°, or 5,706 60°), the Kentlands Initiative recommends that parking stalls be used as an incentive for positive and innovative development.

PERMEABLE PAVEMENT

It's been said before: the Granary District is flat, water easily pools. It's recommended that the City use and encourage the use of permeable pavement and curb cuts for managing run-off and standing water.

ACTIVE ROOFS

In modestly dense neighborhoods, roofs can nearly double the amount of usable "land". On numerous occasions during the charrette, folks spoke positively about green roofs, solar roofs, and roof-top patios. Making active roofs more attractive to developers is something that warrants investigation.

URBAN FOREST

Salt Lake City is home to a healthy (and surprising!) urban forest. But it's also, sadly, a short and rather dull one. Considering the scale of our streets, it's unfortunate that our use of fruit trees — rarely exceeding two stories in height — is so prolific. A number of participants spoke fondly of a more diverse and grand urban forest objectives, and wanted to see specimen trees used more generously.

FOOD CART & TRUCK ADVOCACY

Food carts and trucks encapsulate the spirit of the District's maker mindset, so it's no surprise that folks who live, work, and play in the District want to see more of these businesses plying their trade along the Granary's thoroughfares.

Sadly, our City suffers under some really short-sited policies with regards to how these entities can operate. More needs to be done to improve the lot of some of our City's hardest-working entrepreneurs — starting, perhaps, with the formation of a street vendor advocacy group.

POLICY RECOMMENDATIONS

FORM-BASED CODE

Use-based zoning is a monster to administer — it's hard for constituents to embrace and it's difficult to keep up-to-date (don't have lively stables but wonder about oxygen bars?). It also grabs the problem by the wrong end: neighbors generally only care about externalities — noise, pollution, foot and motor traffic — but current zoning practice has trained them, instead, to perceive use and externalities as interchangeable metrics. But they're not. So a tool that pretends to be a nuanced and finely tuned machine (it *must* be, it's so *complicated!*) turns out to be a blunt instrument that curbs creative land use and reinforces public distrust of sundry use types. It's exciting, then, to see the City experimenting with form-based codes — with one active on North Temple, and another slated for the Granary District.

Of course, form-based codes are not a panacea. The first hurdle is getting the form correct. The next hurdle is making certain that the process for seeking exceptions to the code is straight forward and balances public input with expediency.

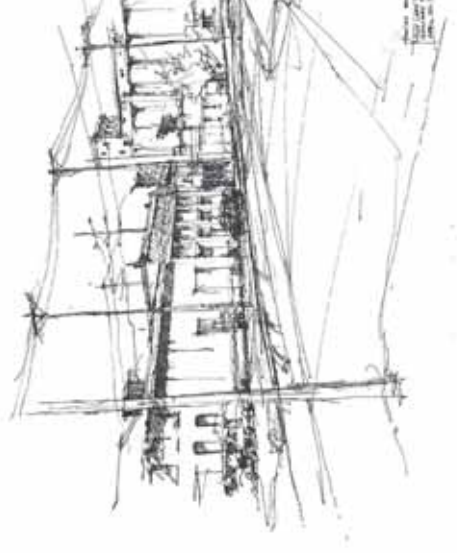
The Kentlands Initiative recommends the following:

- The new code should outline the fullest extent of broadly acceptable forms.
- The appeals process isn't the forum for approving one-off instances of odious structures and the variance process shouldn't be a punishment. Instead these processes should be an arena for collaboration and bridge building, and a forum for gradually expanding the code through public vetting of experimental types.
- The code crafted for the District should reflect the civic fabric laid out in this document.

DEVELOPMENT GOALS MATRIX

Over the course of the charrette, it became apparent that the neighborhood had a number of items that it wanted from developers which they couldn't simply demand — items that would reinforce the neighborhood's vision for its future and set the neighborhood apart. It also became clear that developers, too, had a wishlist — items that would facilitate development and ease return on investment. Inspired by development matrix in early testing along North Temple.

While basics of the matrix are outlined here, weighting those items and placing them within a statutory framework is some of the work ahead for The Kentlands Initiative and its partners.



WE WANT ...

MAINTAINING CHARACTER-RICH BUILDINGS – the District is home to a wealth of character-rich buildings. Maintenance of these buildings is a top priority for those who live, work, and play in the district for a number of reasons, including (in no particular order):

- Sustainable building practice
- Differentiates neighborhood from others
- Encourages smaller-scale development

INTERBLOCK CONNECTIONS – in an effort to encourage a natural devolution of the District's 10 acre blocks, a network of interblock connections has been identified that will result in smaller blocks and an off-road network of “insider” trails – improving pedestrian and cyclist penetration while diminishing the likelihood of mid-block “dead zones”.

HONORING RAILROAD SPURS – the District was built around the railroad and many of the properties, here, were once served by railroad spurs. If done well, honoring the spurs will result in more inter-block connections, more interesting buildings, and a more authentic experience for visitors and residents alike.

WE GIVE ...

EXPEDITED APPROVAL PROCESS – time is money and moving quickly through an approval process (which can often last months) is a huge incentive for many developers.

ACCESS TO REMEDIATION FUND – development is expensive even when everything goes right. The astronomical costs associated with seismic, soil, and fire remediation only make development – especially the smaller development favored by the District – more difficult. Access, then, to a remediation fund is an appropriate and development affirming incentive.

ACCESS TO THE PARKING BANK – using current standards for parking allows the City to leverage the large pool of street parking it has as a bargaining tool.

A word of caution – While the other two incentives are affirming in nature, this incentive is, decidedly, a blunt instrument. Parking is extremely expensive – the land used for it is precious and should a parking structure be required, per-stall construction costs are astronomical. It's recommended, then, that access to the parking bank be the lowest something that all but the most recalcitrant developers have access to.

SALVAGE YARD/ RECLAMATION – not every building can (or should) be saved. But a well-managed program for keeping salvageable materials in-District can alleviate the development costs for others – while encouraging the District to remain true to its roots. Using salvaged materials also counts towards LEED certification.

SOLAR/ GREEN/ ACTIVE ROOFS – the District has a wealth of roof space, encouraging creative re-purposing of currently idle space – that also meets sustainability and livability goals – is a no-brainer. Installation of solar, living systems, and/or accessible decks on roofs is a lower-cost way of achieving the District's goals of encouraging thriving and green spaces.

ON-SITE STORM WATER REMEDIATION – the District is prone to flooding, so having systems in place which put storm water to work – instead of channeling it into over-capacity City systems is a priority. Done well, storm water remediation can also further the District goal of greening the public realm.

MAXIMIZE NUMBERS OF PARCELS – large parcels lend themselves to large development and large development, which not the preferred form of development within the District. By encouraging owners of parcel agglomerations to break their projects down along parcel lines, and by encouraging smaller developers to avoid adjoining parcels, the City will encourage more manageable and sustainable development patterns.

LEED CERTIFICATION – LEED certification is an international and locally accepted standard for sustainable building.

POLICY RECOMMENDATIONS

THE PROPERTY TAX PROBLEM

It's a catch-22, no doubt. As the neighborhood improves and amenities multiply, property values increase along with taxes on that value.

Because most of the Granary falls within one of two RDA improvement districts, a significant portion of those revenues are funneled back into the neighborhood — compounding the improvements and speeding the area's ascension from under-capacity to capacity valuation and servicing.

And that's a scary thought for tax payers ...

PROPERTY OWNERS — tax burden for property owners is often passed directly on to tenants, which contributes to high turnover rates and gentrification. For owners of vacant properties, higher tax rates cannot not be passed on, so there is greater incentive to sell. This is not necessarily a bad thing, as land-banking has a deleterious effect on the urban realm. But sometimes vacancy is a prelude to development — when thoughtful development is rooted by cash flow issues, the neighborhood suffers.

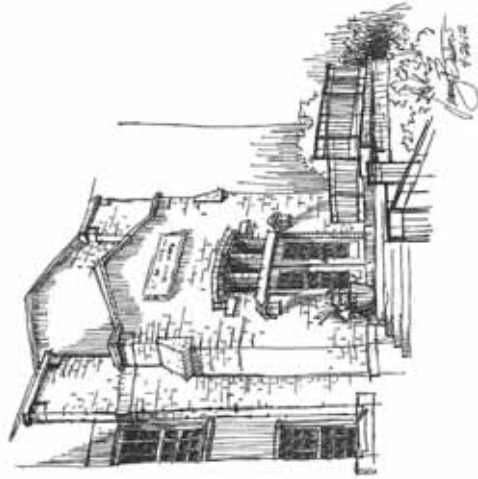
BUSINESS OWNERS — there is not a strong corollary between property value and sales, so when rents go up to pay for increased tax rates, business owners often feel the pinch — especially small businesses and microventures.

RENTERS — rents in the District are bound to go up as the neighborhood sees improved amenities — in part, because better amenities attract high-paying tenants, and because higher tax rates for the property owner are being passed on to renters.

This is particularly bad for renters in the District who have less discretionary income. The threat to these renters of being out-priced and displaced is high.

HOME OWNERS — while the cost of increased property value isn't compounded as rents are, by competition, home owners still face increased expenditures. And for home owners who have little discretionary income, the pressure to move can be strong.

In addition to the burden placed on all parties by actual increased taxes, there is the very real burden which parties experience as they grapple with an uncertain future. No actor in the economy is immune to the irrational — each actor will plan for the future they expect and given that taxes loom large in the imagination of the body politic, most actors are likely to over-estimate their future tax burden and underestimate their ability to absorb the difference.



A PROPERTY TAX PROPOSAL

Tax avoidance behavior will manifest in three ways: resistance to improvements to the District; reticence to make (or report) improvements to their own properties; and turnover:

None of these are good for the District, so an effectual and preemptive campaign is necessary, and would come in two parts: education and mitigation.

EDUCATION

A concerted effort should be made to reach out to District property holders and tenants in order to give them an accurate understanding of how property taxes are levied, how they're used, and what an increase in taxes might look like. Additionally, property holders and tenants should be apprised of any programs in place that might help them with their property tax obligation.

ATTENUATION

In crafting a mitigation plan, Kentlands Initiative thought it essential to use the plan to address the primary externalities discussed above: namely flight of desirable tenants and indiscriminate turnover of property.

The goal of the plan is to incent property owners 1) to remain in the area by off-setting tax increases through strategic investment and 2) to incent landlords to retain their current tenant base.

The plan comes in a few flavors ...

LAND OWNERS, BASIC – qualified land owners register their property with the City. Registration allows them to receive a refund on paid property taxes equal to the difference between the current property tax bill and the three year running average for the property in question. Refunds are made promptly.

LAND OWNERS, REINVESTMENT – qualified land owners register their property with the City. Registration allows them to receive a refund on paid property taxes equal to 125% the difference between the current and previous year's property tax burden. Refunds are made promptly and 60% of the refund must be reinvested by the land owner into improvements to the property.

LANDLORDS, BASIC – qualified landlords register their property and all tenants with the City. As part of the program, landlords are required to maintain a high percentage (upwards of 80% is suggested) of their registered tenant base. The tenant base may be recalculated with registration, no more frequently than once a year. Registration allows them to receive a refund on paid property taxes equal to the difference between the current property tax bill and the three year running average for the property in question. Refunds are made promptly.

LAND OWNERS, REINVESTMENT – qualified landlords register their property and all tenants with the City. As part of the program, landlords are required to maintain a high percentage (upwards of 80% is suggested) of their registered tenant base. The tenant base may be recalculated with registration, no more frequently than once a year. Registration allows them to receive a refund on paid property taxes equal to 125% the difference between the current and previous year's property tax burden. Refunds are made promptly and 60% of the refund must be reinvested by the land owner into improvements to the property.

These programs should be available to District entities for a sufficient enough period for the District to establish a new equilibrium and for other supports to be put in place. It is suggested that land owner programs terminate five year earlier than landlord programs to minimize impact of their termination.

In order to encourage widespread adoption, registration for the program and receipt of refunds should be painless and (largely) paperless.

Questions remain as to what an optimal duration for the programs is; optimal percentages for the reinvestment program; and what might constitute an “unqualified” land owner or landlord.

These programs should be solidified and announced as part of the general education program to offset irrational decision making as early as possible.

POLICY RECOMMENDATIONS

DEMOLITION POLICY

Demolition isn't simply the removal of a building. Demolition is removal of an obstacle. Demolition is also a form of violence. Neither of these things is necessarily bad — obstacles are sometimes impediments to improvement and violence is sometimes necessary.

But both require precision and forethought.

Existing buildings are an anchor to our collective past and their reuse constitute a major component in sustainable living. Moreover, they offer something new construction simply cannot provide: context.

This issue is of particular concern to The Granary District, for three reasons:

- It's the stated aim of those who live, work, and play in the district to maintain a high level of structural continuity, going forward, so every demolition is a concern
- Demolition opens up small parcels for large-scale development — anathema to the long term vision which the neighborhood has outlined
- While the District enjoys scores of buildings worthy of special consideration, only a handful enjoy historical designation.

Sadly, our City's demolition policy lacks the teeth necessary to safeguard character-rich buildings that lack historical designation. One obvious approach would be to seek more designations — but the process is tedious and the shackles that come with designation often chafe. The goal, frankly, is not to halt demolition, but to simply inject more forethought into the process.

It is The Kentlands Initiative's hope that the City — which is already reviewing its demolition policy — continue down that path. This public process, of course, is (rightfully) time intensive, so it is recommended that the City implement a modified moratorium on new demolition permits. The moratorium would allow applicants to seek a review of their permit by the appropriate community council(s) and their recommendation would be to allow the applicant to demolish using current standards or to hold demolition until a new policy is formulated or abandoned. The moratorium should require renewal at some non-annual frequency to avoid “punting” the issue.



INCREMENTAL DEVELOPMENT

In pursuing various public goods, municipalities and their partners must necessarily weigh competing interests and settle, in most regards, for something less than perfection. In Salt Lake City, it's estimated that [90]% of the residences are unreinforced masonry — which is expected to experience over [90]% failure during a moderate seismic event in the valley.

But no one — no one with any sense, at least — is calling for the immediate retrofitting of every URM building in the City, even though the threat of moderate seismic event is real and grows with each passing year. There are a thousand reasons to prefer incremental retrofitting over some draconian scheme.

Of course, it's not entirely incremental.

Current practice is to require complete seismic remediation at the earliest possible moment — most often triggered by a building permit request. Once triggered, the expectation is that the structure in question be brought up to the most stringent code. The resulting costs cause too many to delay development or to subvert the process — and City goals, as the buildings remain unsafe and economic and urban progress is stymied.

Similar problems exist with fire and soil remediation.

REMIEDIATION FUND

A recurring theme at the charrette was that too many interesting projects were suffering due to the costs of seismic, fire safety, and soil remediation. Some were delayed, some had to revisit project goals and scope, while others were simply abandoned.

To move small-scale and creative projects forward, there must be a way for developers to reach both their own and City safety objectives.

One part of the solution is incremental compliance. Another part is access to funds earmarked for remediation efforts.

To that end, The Kentlands Initiative proposes a public-private partnership that funds a low/no-interest revolving loan program for Granary projects that meet the District's development goals matrix. It's suggested that the fund favor smaller projects, that is incentivize participants to evangelize the program and mentor applicants, and that it be structured in such a way as to grow with demand. KI imagines that a successfully executed remediation fund could be a model for a City-wide program.

A new approach needs to be devised that allows incremental improvements to occur alongside the transformational improvements currently expected of developers. The result would be more remediation and more economic and urban development — a boon to neighborhoods, City coffers, and to those who seek the benefits of remediation.

What would such an approach look like?

The Kentlands Initiative recommends that the City find a way to allow for conditional building and business permits to be granted applicants with approved remediation plans that have completion dates not more than 10 years out. Loss of building, occupancy, and business permits and fines are possible outcomes of not meeting pre-determined milestones. Applicants must pay for verification measures.

Remediation plans do not disqualify applicants for consideration for the District's development matrix incentive — including access to remediation revolving loans.

POLICY RECOMMENDATIONS

A WORD ABOUT THE "GRANARY WAY"

In the years ahead, policies will be crafted and new businesses will be courted in an effort to advance development within the District. As these difficult tasks are undertaken, it's essential that they are accomplished in a way that doesn't simply advance development for development's sake* — but advances development in the "Granary Way".

WHAT IS THE GRANARY WAY?

The Granary District way of development:

- Embraces the Narrative
- Serves & Supports Local Communities
- Is Complimentary
- Is Inclusive
- Is Incremental

*The saying (incorrectly attributed to Edward Abbey) "growth for growth's sake is the ideology of a cancer cell", is apropos.



MARKETING & OUTREACH

SPANISHLANGUAGE OUTREACH – due to financial constraints, engagement with Salt Lake City’s thriving Spanish-speaking community has been minimal. It’s essential that this important but off-marginalized population is brought to the table in order for actual consensus to be reached. To that end, the Narrative and this book need to be translated into Spanish and Spanish-speaking focus groups need to be held to gather additional input.

WEBSITE – granarydistrict.org brings neighbors together, but there’s still much more it could do. The Kentlands Initiative envisions a web site that helps visitors not only connect, but find parcels for sale, places to live, and things to do.

CONTINUED MARKETING – while some efforts will be necessarily be diverted to supporting development, it’s essential that programming and marketing efforts do not suffer. A well-programmed neighborhood that is receiving positive outside press is not only important for attracting new tenants and visitors, but it goes a long way to helping current residents, businesses, and allies weather the occasional problem. With that in mind, The Kentlands Initiative is focused on a handful of initiatives:

PLENTY OF WORK LEFT TO DO

The Charrette was neither the beginning nor the end of the District’s renaissance. There is plenty of work yet to do – work that The Kentlands Initiative is uniquely positioned to accomplish.

EVENTS & PROGRAMMING

NEIGHBORHOOD EVENTS – small events that highlight area properties and/or businesses will continue to be a staple of the District calendar.

MOVING MAJOR CITY EVENTS DOWN TO GRANARY – as venues multiply, it’s essential that groundwork is laid now to encourage appropriate events to relocate or expand into the Granary – alleviating increased pressure on the City & County Building and other popular venues.

DEVELOPMENT

TENANTING – working with property owners, prospective tenants, and stakeholders in order to facilitate continued growth is a high priority for The Kentlands Initiative.

SALVAGE PROGRAM – it’s imagined that the salvage program could be launched with a minimum of effort by leveraging vacant properties and the oversight of one or two non-profits with appropriately aligned missions.

ANCHORS – during the run up to the Charrette and over the course of the seven day workshop, a number of neighborhood “anchors” were identified. These anchors are actively pursuing business goals that aligned well with the Narrative and were loci around which complimentary projects could be built. With a little coordination, the neighborhood could leverage these creative engines to power adjacent property development:

- Kilby Court
- Shred Shed
- Frida Bistro
- Cap’n Cap’n
- Pickle Factory
- The Foundry

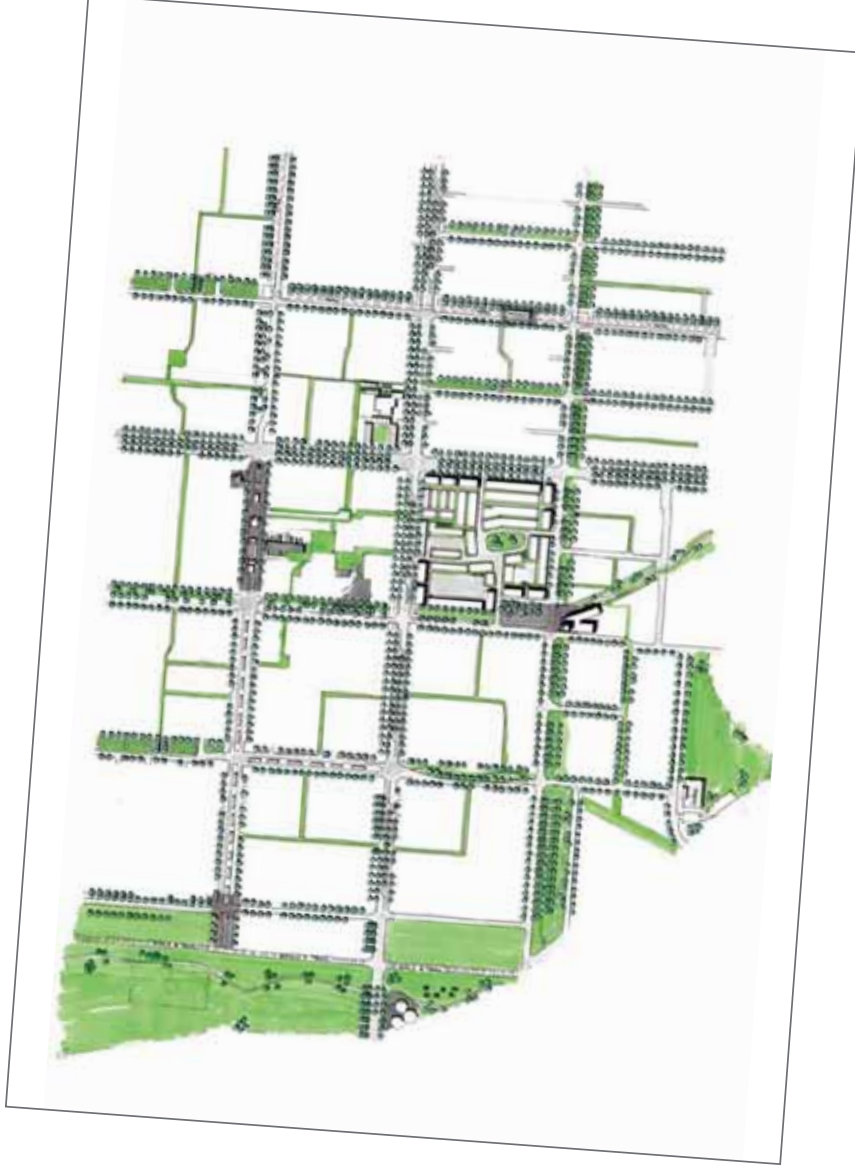


NEXT STEPS

MID-BLOCK WEAVE

The initial concept for the mid-block weave is shown here. It is meant as a way of not only breaking up the enormous blocks but to also inject pedestrians deeper into the fabric of the neighborhood.

Efforts need to be taken to reach out to existing property owners to identify stretches of the interblock system which can be realized with minimum effort and to prioritize segments which might be realized with some intervention by interested parties.



GRANARY ROW

This project, located within the right-of-way for 700 South between 300 and 400 West, is the very sort of "big idea" that it hopes to foster. It's a bold urban venture aimed at inspiring and fostering the entrepreneurial ambitions of Salt Lake City's creative class.

At its core, it's an experiment in "ware-steading" the Granary with microventures that will make the District their home — in turn sustaining the neighborhood as a place where makers live, work, and play.

The Kentlands Initiative, in coordination with neighbors, designated Granary Row as the number-one priority for development, and has already begun leg-work for an expedited development program with a launch date of May 2013.



CONCLUSION

A FEW THOUGHTS FROM JAMES ALFANDRE

From start to finish, the Granary District Charrette has been a labor of love — love for the people who live, work, and play in the District; love for the town I call home; love of good planning and good process. And I hope it shows in the pages of this report.

The Granary District is an amazing place. It surprises and delights at every turn. It's also challenging and inscrutable. And that's its charm. The people, the buildings, the history — and its very bright future — all hold a special place in the heart of The Kentlands Initiative.

Thank you for this chance to dream together.

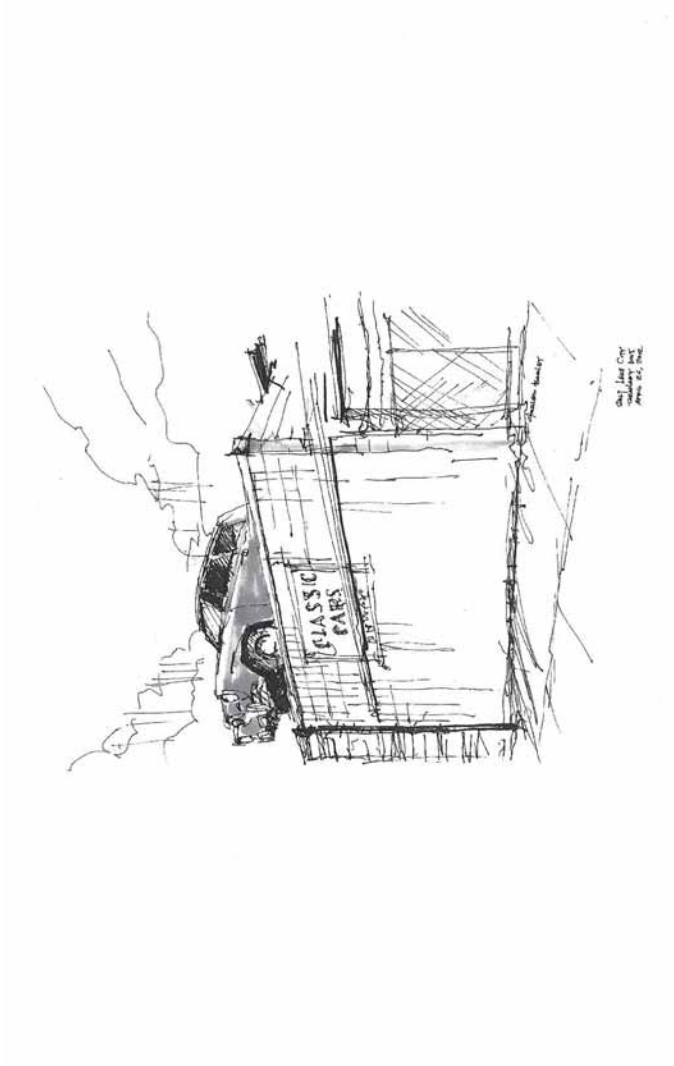
It's time to get to work!

— James Alfandre



A neighborhood only ever wants to be a thriving version of itself.





Old Job Cost
Working Set
Area 02.02



WITH SPECIAL THANKS TO:



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MORGAN STANLEY AMERICAN EXPRESS UNIVERSITY OF UTAH FOULGER FAMILY FOUNDATION

BLALOCK & PARTNERS ARCHITECTURAL NEXUS

Monday, January 13, 2014

Kathryn Steffensen
2500 Promontory Drive
Salt Lake City, Utah
84109

Owner, 440 Lofts
440 w 900 s
salt lake city, Utah
84101

To whom it may Concern:

I am requesting that the Volunteers of America's **Conditional Use Permit** to locate a Homeless Youth Services / Homeless Shelter on the corner of 4th West and 900 South **be denied** because it would place vulnerable youth in dangerous proximity to the very element they fear the most: predatory criminals who infiltrate the adult homeless population. This anticipated detrimental impact of the proposed homeless shelter (the endangerment of vulnerable homeless youth by dropping them into an existing highly concentrated adult homeless population) cannot reasonably be mitigated in any way by VofA other than by locating the proposed shelter at another site far, far away from the adult homeless population.

And though it may seem self-serving to not want the shelter here inasmuch as we own property in close proximity to the location, the truth for me is that as a mother and a grandmother, I have a greater concern for the safety of the young people that the facility is intended to benefit, as well as a moral obligation to speak up on behalf of these youth.

If you listen to VoA's own staff's comments, as well as statements from homeless youths themselves (well documented in the local press over the past 2 years), it is clear that homeless youths are a very vulnerable group that is very prone to be targeted for abuse by the criminal element hiding within the adult homeless population. These kids are terrified of the adult homeless population for good reason—they have been preyed upon for drugs, sex and other manipulative abuse.

For ten years our family has owned residential rental property at 440 west 900 south just 100 feet west from the proposed site, and our son lives

there and manages the property, so we have a thorough understanding of the area. Along with our tenants and neighbors, we have become alarmed by the sharp increase of adult homeless people in our area as a result of an increase in the high concentration of adult homeless persons drawn to downtown by the high concentration of adult homeless shelters and services just blocks and a short walk away. Our family now sees adult homeless persons in the immediate neighborhood every day, along with increased litter, human waste, vandalism and car-break-ins. More recently, our out-door floor mats were stolen along with landscaping decorative items. We have watched our neighborhood shift from one where we and our tenants had felt safe to one which is now threatening. Prior to early summer, our female tenants who once felt safe walking to and from the Trax stop 2 blocks away are no longer willing to do so. One of the selling points of our location was that we were close to a Trax stop, but that advantage is eroding. We even have tenants expressing a desire to move should the shelter be built.

How then, can it possibly be argued that this is a satisfactory location for an extremely vulnerable youth population? Placing the youth in this location renders them easy targets for a highly concentrated, dangerous and predatory element ready and eager to exploit their presence here.

When I hear someone argue that “the homeless kids have to go somewhere,” as if this is the only possible option, I am troubled by the callousness of the claim. Or perhaps it is outright ignorance or an unwillingness to acknowledge the truth of the situation. I would go so far as to say that it is reckless, uncaring and irresponsible to place homeless youth in our neighborhood with the current high adult homeless population we currently have.

But of even greater concern to me is an argument that has garnered strong support, which is that the majority of youth are LGBT kids who have been kicked out of their homes for being gay, and more specifically from LDS homes. It would appear to me that this plays on a latent anti-Mormon sentiment which to me as a Mormon mother is offensive.

While it is a legitimate argument that many gay youth are forced to leave home, we feel that this argument is not just emotionally manipulative but plays on people's fears to the point that they stop thinking rationally. Furthermore I feel uniquely qualified to speak on this subject.

Our son is gay, and for 25 years my husband and I have been outspoken advocates for equality and justice for LGBT people, especially in our LDS community. We marched in the gay pride parades back when it consisted of a few hundred people. I am a founding member of a 20-year-old support group for LDS families with gay members, which encourages families to embrace and love their gay children. A group of us attended the march on Washington, and when a PFLAG chapter was started in Salt Lake we were avid supporters. I served as a board member of the gay and lesbian Pride Center. We were also instrumental in the now infamous East High gay club brouhaha, for which my husband and I were to be community advisors. Soon after that, we became aware of a lesbian student at East High who, after being physically attacked by a member of the football team, was instructed by her principal to drop out and attend another school in order to graduate. We, along with a coalition of other concerned adults lobbied the District Superintendent, demanded that this girl be allowed to remain in school in order to graduate, and saw to it that the offending young man was held accountable for the assault in a court of law.

We have legitimately earned the right to say that we have gone well out on a limb in order to see that LGBT kids are looked after and kept safe.

We know firsthand that many of the homeless youth are gay and we are aware of and have supported financially VoA's outreach to homeless people. We salute their good intentions and are confident that youth will be safe inside their facility. But these vulnerable youth WILL NOT BE SAFE OUTSIDE in our neighborhood which we know from personal experience is already experiencing the negative effects of an alarming emerging homeless problem. Again, we have been the victims of trespassing, vandalism, drug use, littering, unsanitary conditions in the absence of toilets, and crime. Our own adult tenants are expressing concerns for their safety.

So not only do we feel uniquely qualified to speak on behalf of the safety of young homeless LGBT kids in general, but we also feel we have a moral responsibility to speak up for the safety of homeless LGBT kids at this specific site. It simply is not safe for these kids to locate the proposed VoA youth homeless shelter at 400 w 900 s., be they LGBT or not.

For a variety of reasons, society in general and Salt Lake City in particular have been unable to mitigate the negative impact of dense

concentrations of homeless people. Many who have studied this issue have stated that the only way to effectively mitigate the negative impacts of a high concentration of homeless persons (which we have in downtown Salt Lake and our neighborhood) is to dismantle and widely disperse the homeless shelters and associated social services, and spread them widely across the larger community, encompassing the *entire* Wasatch front. Locating an additional homeless services facility at 400 w 900 s would be a continuation of a failed policy of concentrating homeless shelters and support services. Moreover, it would only serve to amplify and exacerbate an already out of control situation where no one (the City, the police, residents, businesses, homeless services providers) can effectively mitigate the detrimental effects of a large number of homeless persons.

Consider these facts: The VoA adult Detoxification Center is a 1-block 5 minute walk from the proposed site, made easier by a diagonally placed railroad spur allowing for easy curb to curb traffic. Six blocks to the north is the nexus of a number of Adult Homeless Shelters and Support Services, which is quickly becoming a skid row ghetto, one which police and security services are unable to contain and appear to have given up on altogether. Two blocks west are the major north/south railroad lines which make 6th West a main artery for the traffic for homeless people. On any given day we watch a steady stream of homeless folks traveling there at all times of the day.

We are absolutely certain that the proposed 400 w 9900 s location is not remotely far enough away from an already existing situation which is only becoming more hazardous.

Because overnight housing for unaccompanied minors is difficult and time consuming to accomplish legally, the most at-risk youth (ages 15-17) will be offered warm hats and gloves, a blanket or a sleeping bag and then turned back out into the immediate neighborhood and left to their own devices. Due to the proposed shelter's location, these youth will be lured into close proximity with those they rightly fear the most.

Again, we are uniquely qualified to report this information because we have witnessed it first-hand. Outside sources who can see only the appeal of a facility that helps youth in any way possible seem eager to overlook the "inconvenient truths" of the situation. We are convinced that any decision to locate the shelter here is motivated not by a genuine concern for youth, but for reasons of political advantage and financial

gain. We find this attitude not just cynical and careless but, ironically, reckless, uncaring, even heartless.

In the interest of the safety of these youth, we request that the VoA be denied this permit in order that they might be forced to seek a safer location for this particular at-risk demographic. I am certain that we can all agree that homeless youth are a vulnerable group who are in great need of help and support, but who will not find it here.

Sincerely,


Kathryn Steffensen

Monday, January 13, 2014

Robert Steffensen
2500 Promontory Drive
Salt Lake City, Utah
84109

Owner, 440 Lofts
440 w 900 s
salt lake city, Utah
84101

To whom it may Concern:

We have learned that the Volunteers of America are requesting a conditional use permit in order to build a brand new \$6 million facility to house a Youth Services and Homeless Shelter at the northwest corner of 9th south and 4th west. It would occupy a now-vacant lot which is directly adjacent to our property, and we are gravely concerned by the negative impact it would have not just for us but for the neighborhood as well.

In 2003, our family purchased a vacant 7000 sq.ft. warehouse and manufacturing building at 440 west 900 south. We have remodeled it into 12 modern loft apartments. We have done so entirely with private funds without assistance from the city or the RDA. My wife and I are not wealthy and have invested a substantial sum of our own savings.

Many people, our friends and family and even city planners, scoffed at our undertaking. But our son Erik, who moved back here from Los Angeles to design and supervise the remodel, was confident that this would be a successful venture. He could see the potential of taking an unused warehouse and reclaim it for a new use. This is a popular and successful model used in many other cities and he had lived in a similar project in Los Angeles. But at that time the concept had not taken hold as a popular idea here in Salt Lake City. Many people said, "who would live there?"

The building with its barrel shaped bow-string truss roof and its aged concrete floors added a great flare to the interiors. Later plans, such as that funded by the RDA for the Granary districted have made specific

recommendations for the reuse of buildings such as ours. We feel that we were early pioneers by seeing this potential and thereby contributed to the revitalization of the area.

Consequently, once the apartments were complete, they were an immediate success and have been in high demand for the last 7 years. We have attracted a niche group of young urban artistic folks who want to live in close proximity to downtown, but who also enjoy being tucked into an urban / industrial setting.

We felt that we had gotten away from the social problems facing downtown, specifically the homeless problem, and ironically several of our tenants had left the ArtSpace Housing up on 4th south, referring to living there as a “war zone.” As time passed, we became increasingly excited and encouraged as the city’s plans for encouraging growth and development in our area began to unfold. We are particularly excited about and support the City’s proposed master plan for the 9 Line Corridor, the extension of the downtown streetcar, and the Granary District (following the Granary District “Charrett” planning vision). Imagine then our shock and outright indignation that a proposal would be made to locate a homeless shelter at this 400 west 900 south location.

City Planners, in conjunction with the RDA have devoted countless hours and substantial sums of money to study this area and foster growth and development. Their stated goals have been to attract further mixed-use commercial and housing projects in greater density, and to locate them specifically in proximity to its recently completed transit lines. In our case, we are exactly 2 blocks west of a Trax Stop, and there is a proposed streetcar line extension which would connect the Gateway along 4th west and then turn east at 9th south in order to link up to the Trax stop on 9th south at 2nd west. This turn in the Tram line is exactly the intersection on which the proposed homeless shelter is to be located.

We were also led to believe that the City was planning to develop the now-empty ‘fleet block’ as a pivotal ‘anchor’ toward this goal. In fact, the intersection of 9th south and 4th west, which is the south-west corner of that empty block has been designated as a “key node” according to at least 3 existing or proposed city plans: that of the existing Gateway plan, the Granary District RDA plan, the 9 Line Corridor plan, and the West Valley City plan. The placement of the extended streetcar line here only reinforces that point.

There is even a bicycle path construction project already underway for the purpose of using the 9th south corridor in order to connect the Bonneville Shoreline Trail at the east-most boundary of the city with the Jordan River Parkway and to West Valley City beyond. The intent is to provide a safe and user-friendly corridor for pedestrians and bicyclists traveling east and west. The irony here is that this cyclist-friendly plan is one of the Mayor's signature projects and yet by all accounts, he apparently is lobbying in favor of VoA's proposed shelter. At the moment, hundreds of thousands of dollars are being spent to take the bike path underneath 13th east at SugarHouse park, with the goal to extend the path all the way to the west by way of 9th south.

Therefore, it is with great consternation that there is a proposal to locate a homeless services facility at *this very intersection. This could not be a more important location for every one of the above-listed city plans and constitute a more stark contradiction to those very plans.* Simply put, we are dismayed.

Furthermore, we have contacted every business within a half-mile radius of the proposed location and *every single business owner* or tenant is in adamant opposition to the location of a homeless shelter or services facility of any kind in our midst. We have heard repeatedly that a homeless shelter would draw an additional homeless population to an already substantial homeless presence in the area.

We, along with our neighbors, feel that we are already bearing the burden of a homeless problem that is already out of control. We believe we have reached a saturation point for which there is no more room to accommodate them in our neighborhood without overwhelming our neighborhood. The VoA's claim that it can control and contain its clientele to his building and its location is a gross and outrageous oversimplification. It is wishful thinking that VoA can control and contain these homeless youth, who will undoubtedly work their way into our neighborhood and onto our properties.

When we learned of the city's plans to foster further growth in our area, we had the hope that further development might serve to gentrify the area and clean up the neighborhood. Any addition of more homelessness would entirely defeat this purpose. Moreover, several of our neighbors have

expressed concern that it will prohibit customer traffic, decrease their ability to attract new tenants, and greatly reduce their property value.

Anyone with even the smallest modicum of common sense would tell you that placing a homeless youth center at this location not only directly contradicts the intention of these very expensive planning studies, but will also blight the area and stunt any possibility for future growth.

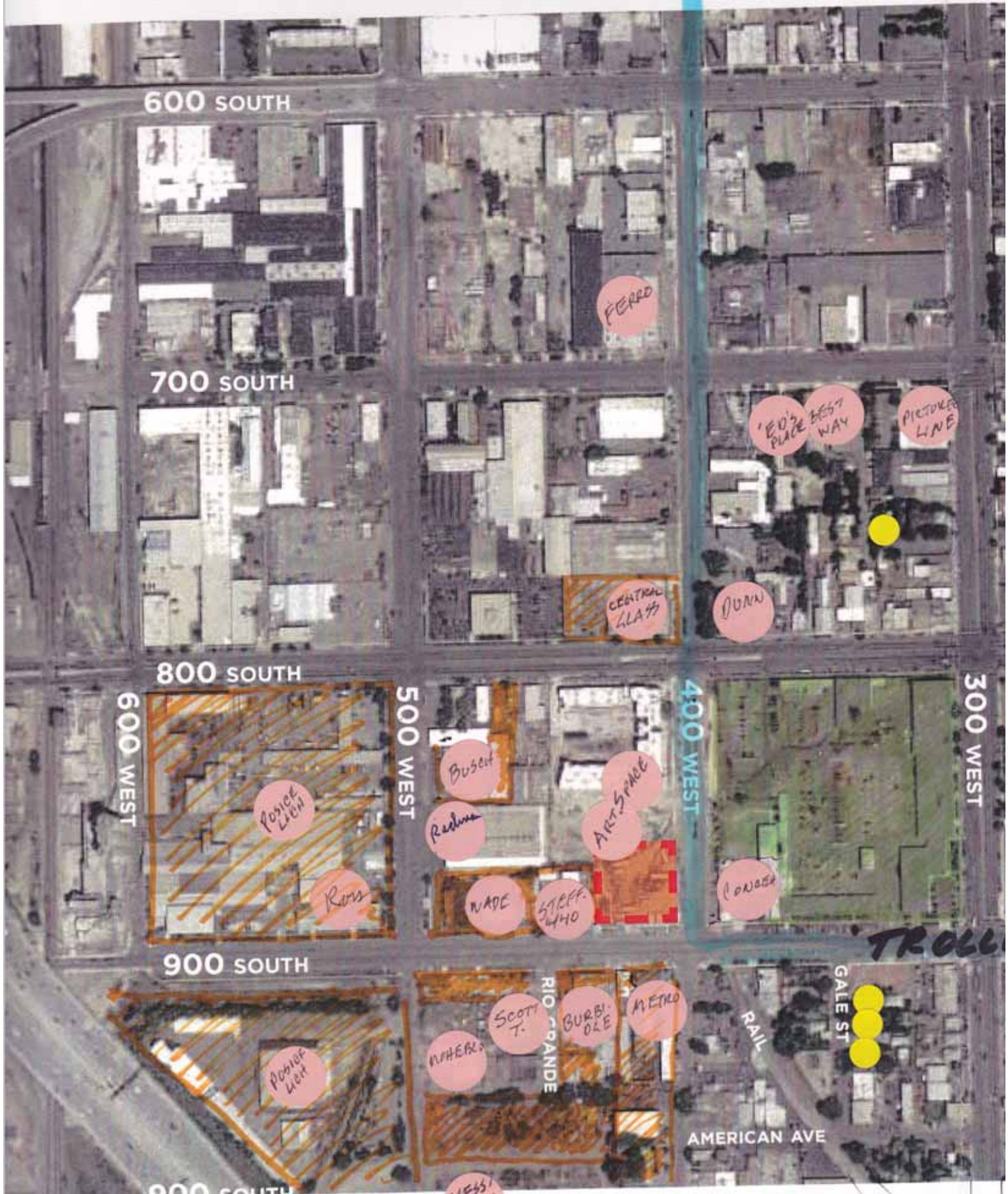
We feel that the city, should it grant this permit, would be doing so at *our* expense. The explicit message the city would be giving us would be that our neighborhood does not matter, that the city is not committed to the redevelopment or improvement of our neighborhood, and the city does not care if we are to be negatively impacted. This message frankly would greatly anger us. If approved, we will continue to fight this in every way that we can.

Therefore we respectfully request that the permit be denied.

Sincerely,



Robert Steffensen



600 SOUTH

700 SOUTH

800 SOUTH

900 SOUTH

600 WEST

500 WEST

400 WEST

300 WEST

FERRO

ED'S PLACE

BEST WAY

PICTURE LINE

CENTRAL GLASS

DUNN

POWER LIGHT

Busset

Reading

ARTSPACE

ROSS

NADE

STEFF. WHO

CONCRETE

POWER LIGHT

WHERE?

SCOTT T.

BURB. ORE

METRO

KISS MARKS

STEEL WALLS

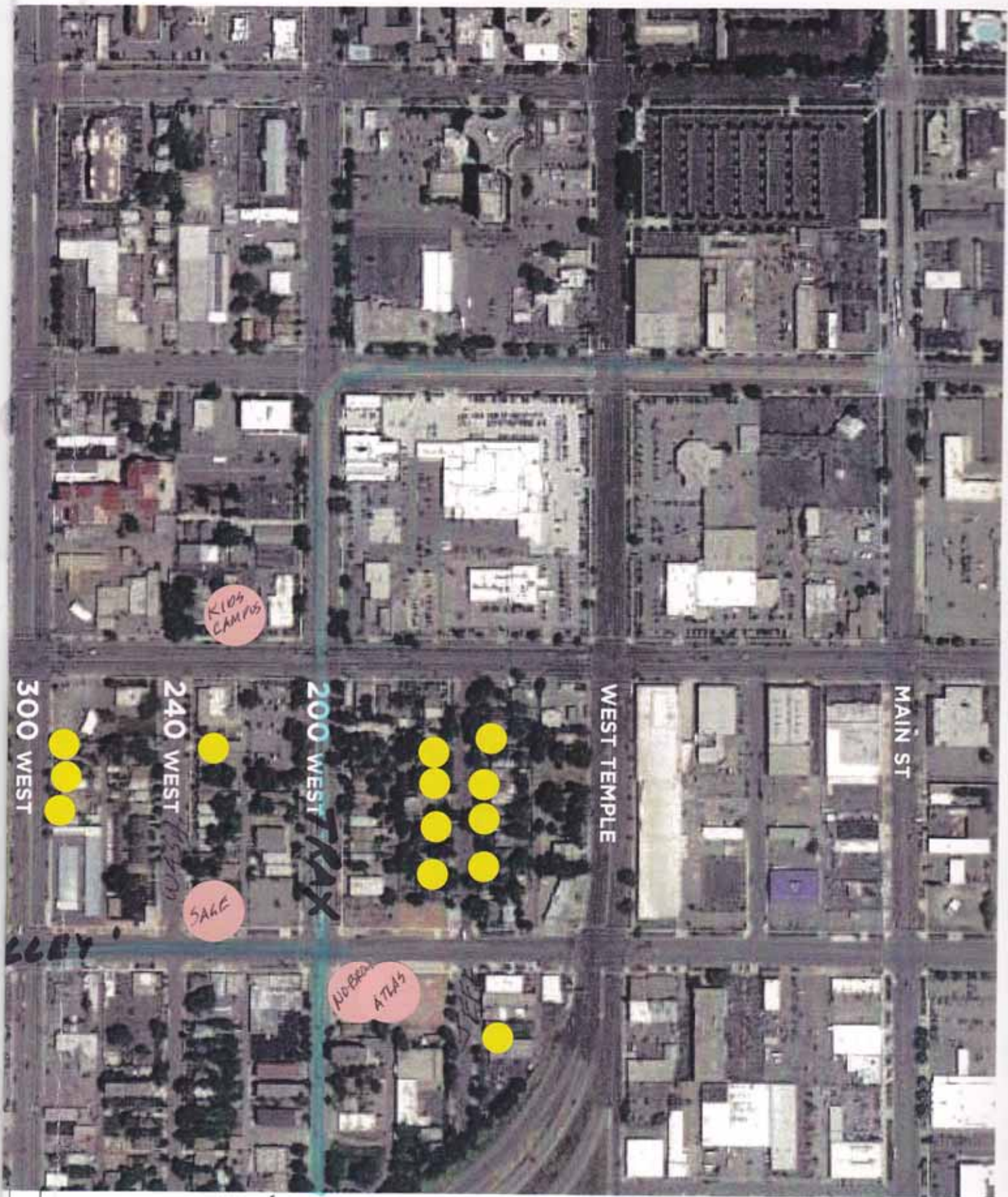
TROLL

RAIL

GALE ST

AMERICAN AVE

900 SOUTH



KIDS
CAMPUS

SAGE

NO BEAR
ATLAS

300 WEST

240 WEST

200 WEST

WEST TEMPLE

MAIN ST

V.o.A.
DRUG. DETOX.



COMMUNITY PETITION IN OPPOSITION
RESULTS SUMMARY

A PETITION IN OPPOSITION TO PROPOSED VOLUNTEERS OF AMERICA HOMELESS SHELTER, a copy of which is attached as Exhibit A hereto, was circulated and presented to many of the business owners and residents in the immediate vicinity of 400 W. 900 S.

As of January 15, 2014, a total of 79 signatures in opposition were obtained, 20 of which were from business owners in the immediate vicinity, and 59 of which were residents and individual stakeholders. Every business owner presented the Petition in Opposition were opposed to the proposed shelter and 20 of them signed the Petition in Opposition. All 13 residents at 440 W. 900 So. (next door neighbors to the west of the proposed shelter) signed the Petition in Opposition. 29 of the Artspace residents (next door neighbors to the north of the proposed shelter) signed the Petition in Opposition.

The Petition in Opposition is still being circulated in the neighborhood and more signatures are anticipated given that virtually everyone who is made aware of the proposed shelter has expressed opposition to the proposed shelter at 400 W. 900 S.

Exhibit A

PETITION IN OPPOSITION
TO PROPOSED VOLUNTEERS OF AMERICA HOMELESS SHELTER

BACKGROUND: Volunteers of America (VOA) has submitted a request for a conditional use permit from the City for the purpose of locating a homeless shelter for coed young adults (ages 15-22) on the northwest corner of 400 West and 900 South. It is estimated that there are several hundred homeless young adults in Salt Lake City at any time. The purpose of the shelter is to provide thirty sleeping cots for overnight stays, three meals per day, bathroom and laundry facilities, and some counseling and educational services. The shelter will only accommodate 30 youths for overnight stay. Additional youths will be given a sleeping bag and turned away to sleep somewhere in the community. In addition, the shelter doors would be closed at 10 pm, such that bathroom facilities are not available for overflow youths who are turned away. VOA officials indicate that the young adults must vacate the premises each morning at 8 am, and after each of the three meals. Thus, the community will experience the shelter ejecting at least 30 homeless youths into the community 4 times a day for several hours at a time, and several homeless youths congregating and sleeping in VOA provided sleeping bags at night.

We are opposed to locating a VOA young adult homeless shelter at 400 West and 900 South for several reasons:

1. We already are negatively impacted by a substantial number of adult homeless persons in our community and we believe that introducing a new significant homeless element will overwhelm our neighborhood.
2. The negative impacts we are already experiencing from the current homeless population in our neighborhood includes the nuisances of loitering, trespassing, vandalism, noise, littering, smoke, human waste, drug abuse, drug distribution, prostitution and other crime. We believe that all of these negative impacts will dramatically and uncontrollably increase by introducing a substantial new homeless population in our neighborhood.
3. We understand that VOA's plan to mitigate these anticipated negative impacts is to install lights and video surveillance cameras on their building, and to talk to their clients about being good neighbors. We respectfully do not believe that VOA's plan will have any substantive viability outside the doors of their facility and beyond the range of their lights and cameras. We also do not believe that VOA has any legal authority to regulate the conduct of their clientele on City sidewalks and public places. Hence, just as the Road Home's mitigation efforts have been useless in controlling the negative impacts of the homeless population in the Gateway, Pioneer Park and our neighborhood, we believe that VOA's mitigation plan is similarly woefully inadequate to control and prevent loitering, trespassing, vandalism, noise, littering, smoke, human waste, drug abuse, drug distribution, prostitution and other crime in our neighborhood. All of these negative impacts pose an unacceptable threat to public and private safety (including to the youth homeless population sought to be protected) that the City's Police have already indicated they cannot control.
4. We are very excited about and support the proposed 9 Line Corridor Master Plan, and believe that placing a homeless shelter DIRECTLY ON the 9 Line Corridor is irreconcilably in conflict with

that proposed Master Plan. We also believe that placing a homeless shelter within the bounds of the Granary District Redevelopment Area conflicts with the redevelopment plan for that District. We also believe that placing a homeless shelter at 400 West and 900 South conflicts with the City's Transportation Master Plan, Gateway Master Plan and proposed West Salt Lake Master Plan.

5. We believe that any approval by the City of a conditional use permit for the proposed VOA homeless shelter would violate Section 21A.54.080 of the SLC Ordinances (prohibiting approval of a conditional use permit if said use conflicts with "applicable adopted city planning policies, documents, and master plans," or if said use causes "anticipated detrimental effects" which cannot be "mitigated by the imposition of reasonable conditions").

6. Accordingly, we believe that any approval of the conditional use permit would be contrary to law and would be arbitrary and capricious. We also believe that any approval of the conditional use permit would cause us irreparable damage for which we would be entitled to injunctive relief upon judicial review. We further believe that any approval of the conditional use permit would impose a permanent nuisance upon our properties tantamount to an inverse taking for which we would be entitled to compensation under applicable State and Federal Constitutional provisions.

7. We would support litigation to overturn any approval of the conditional use permit and/or seek injunctive relieve and/or damages.

NAME _____ Date _____
Address _____
Signature _____
Phone _____ Email _____

NAME _____ Date _____
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NAME _____ Date _____
Address _____
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Phone _____ Email _____

NAME _____ Date _____
Address _____
Signature _____
Phone _____ Email _____

PETITION IN OPPOSITION
TO PROPOSED VOLUNTEERS OF AMERICA HOMELESS SHELTER

NAME _____ Date _____
Address _____
Signature _____
Phone _____ Email _____

NAME _____ Date _____
Address _____
Signature _____
Phone _____ Email _____

NAME _____ Date _____
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NAME Mike Kessimakis Date 1-13-14
Address 995 So. 500w.
Signature [Signature]
Phone 801-364-0250 Email _____

NAME CHRIS EATON Date 1/13/14
Address 1007 S. 500w
Signature [Signature] FAGE STEEL
Phone 801 358 4458 Email _____

NAME Paul NAFEBAL Date 1-12-2014
Address 929 So. 500 W
Signature [Signature] Email NAFEBCA Industries
Phone SLC W 89/01 Email _____
801-573-2788

NAME STEFFENSEN WC, LLC Date 1/15/14
Address 440 W. 900 S.
Signature [Signature]
Phone 801-0897-1178 Email erik.steffensen@msc.com

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NAME Debb Beckstead Date 1/10/14
Address 333 W. 700 S.
Signature [Signature]
Phone 801-528-481 Email debb@bestway.pro

NAME Michael Lams Date 1/10/14
Address 1834 S. 2470 E.
Signature [Signature]
Phone 801-881-8583 Email goatumpole@gmail.com

NAME CASEY BECKSTEAD Date 1-10-14
Address 1714 E. EDGECIFF DR.
Signature [Signature]
Phone 801-918-6583 Email CASEY@BESTWAY-PRO

NAME Adam Minchey Date 1-10-14
Address 4225 S. Whittier St. WVC
Signature [Signature]
Phone 801-668-1719 Email Adam.minchey@bestway-pro

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NAME Ross Lingwall Date 1-10-14
Address 510 W 900 So
Signature [Signature]
Phone 801-598-2022 Email ROSS L @ POSILOVICH.COM

NAME LARRY HINES Date 1-10-14
Address 855 South 500 West
Signature [Signature]
Phone 801-328-8581 Email RECORDS @ REDMAX VAN.COM

NAME Feulner Enterprises LLC Norman Feulner Date 1-10-14
Address 827 So. 500 WEST + 459 WEST 800 So. SLC, UT 84101
Signature Norman Feulner
Phone 801-322-1058 Email norm@hushsales.com

NAME Kenneth Clark Date 1-10-14
Address 780 So. 400 West
Signature [Signature]
Phone 801-355-7577 Email KClark@intega.net

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NAME Scott Timothy E. (Wohler Timothy) Trust Date 9/10/14
Address 914 Rio GRANDE STREET SLC 84108 910 Rio Grande St SLC UT 84101
Signature [Signature]
Phone 801/231-9424 Email SRTEND@DOI.COM

NAME _____
Address _____
Signature _____
Phone _____ Email _____



P.O. Box 22851
Salt Lake City,
Utah 84122

• Committed to Deliver •

NAME _____
Address _____
Signature _____
Phone _____ Email _____

SCOTT R. TIMOTHY

801 231-9424
(801) 467-1114
(801) 467-1114

NAME _____ Date _____
Address _____
Signature _____
Phone _____ Email _____

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NAME JENS NIELSEN Date 011014
Address 305 W 700 S
Signature [Signature]
Phone 801 364 1200 Email JENS@PICTURELINE.COM

NAME David D Burbidge / Burbidge Concrete Date 1/10/2014
Address 411 So. Rio Grande St
Signature David Burbidge
Phone 801-808-0263 Email David.Burbidge@gmail.com

NAME Rick Adams Date 1/10/2014
Address 911 E Rio Grande
Signature [Signature]
Phone 801-2437-0483 Email RAdams@TSC Pumping.org

NAME JEFF WADE Date 1/10/2014
Address 863 So 500 W. SLC UT
Signature [Signature]
Phone 801 355 0972 Email lwade@wadcarto.com

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NAME _____
 Address _____
 Signature _____
 Phone _____ Email _____

Ultrá
 Kitchen Design

Mitzi Hencley Ckd, Owner
 368 West 900 South
 Salt Lake City, Utah 84101
 Tel: 801.541.6900
 Cell: 801.910.2444
 Email: mitzi@ultrakitchendesign.com
 www.ultrakitchendesign.com

NAME Mitzi Hencley Date 1-15-14
 Address 368 W 900 S SLC 84101
 Signature Mitzi Hencley
 Phone 801-910-2444 Email Mitzi@ULTRA KITCHEN DESIGN.COM

NAME _____
 Address _____
 Signature _____
 Phone _____ Email _____

CONCEPT
 SMART ARTFUL LIVING

John Harris V.P. Operations
 368 West 900 South
 Salt Lake City, UT 84101
 Tel: 801.541.6900
 Email: john@conceptsall.com
 www.ConceptSAL.com



NAME JOHN HARRIS
 Address 368 W. 900 S. SLC 84101
 Signature John Harris
 Phone 801.541.6900 Email JOHN@CONCEPTSAL.COM 1-13-2014

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NAME Henry Coleman - Big O Times Date 1/12/14
Address 914 So 300 W.
Signature [Signature]
Phone 801/573 5110 Email _____

NAME _____ Date _____
Address _____
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Phone _____ Email _____

NAME _____ Date _____
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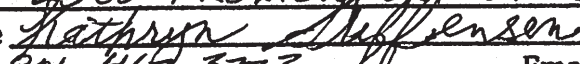
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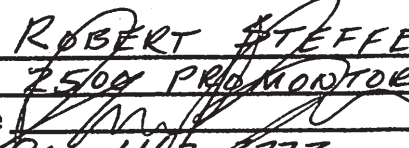
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NAME ERIK STEFFENSEN Date 1.13.2014
Address 440 W. 900 S. #13 SLC UT 84101
Signature 
Phone 801-897-1178 Email erik_steffensen@msn.com

NAME DAVID W. STEFFENSEN Date 1/13/14
Address Member StatLawn LLC 440 W. 900 S. SLC UT
Signature 
Phone 801-263-1122 Email dave.dwslaw@me.com

NAME KATHRYN STEFFENSEN Date 1.1.2014
Address 2500 PROMONTORY DR SLC UT 84109
Signature 
Phone 801 467-3773 Email -

NAME ROBERT STEFFENSEN Date 1.1.2014
Address 2500 PROMONTORY DRIVE SLC UT 84109
Signature 
Phone 801 467-3773 Email -

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NAME Susan P Frost Date 1-15-2014
Address 2256 E. BLAINE AVE, SLC UT 84108
Signature SUSAN FROST STEFFENSEN
Phone 801-582-2902 Email _____

NAME BRIAN STEFFENSEN Date 1-15-2014
Address 2556 E. BLAINE AVE, SLC UT 84108
Signature [Signature]
Phone 801-582-2902 Email _____

NAME _____ Date _____
Address _____
Signature _____
Phone _____ Email _____

NAME _____ Date _____
Address _____
Signature _____
Phone _____ Email _____

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11
NAME Mark Sealy Date 01/13/14
Address 440 W 900 #1 SLU UT 84101
Signature [Signature]
Phone 801.637.4220 Email mark@cityhomecollective.com

7
NAME Pete Ross Date 1/14/14
Address 440 W 900 S. #2 SLC, UT 84101
Signature P.N. Ross
Phone 801 503 4441 Email peterosdesign@gmail.com

3
NAME CHARLE CHRISTIANSEN Date 1/13/14
Address 440 W 900 S. #2
Signature [Signature]
Phone 801.756.0419 Email uttheanalist@gmail.com

4
NAME Jeffrey P Shell Date 1/13/2014
Address 440 W 900 S, #4 SLC, UT 84101
Signature [Signature]
Phone 801-759-0344 Email jshell@me.com

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7. We would support litigation to overturn any approval of the conditional use permit and/or seek injunctive relieve and/or damages.

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Signature _____
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9 NAME KYLE CREEK Date 1/13/2014
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10 NAME Meaghan nix Date January 13, 2014
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7. We would support litigation to overturn any approval of the conditional use permit and/or seek injunctive relieve and/or damages.

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PETITION IN OPPOSITION
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NAME _____ Date _____
Address _____
Signature _____
Phone _____ Email _____

NAME _____ Date _____
Address _____
Signature _____
Phone _____ Email _____

NAME _____ Date _____
Address _____
Signature _____
Phone _____ Email _____

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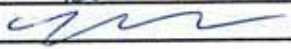
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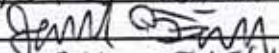
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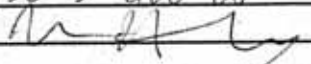
PETITION IN OPPOSITION
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NAME _____ Date _____
Address _____
Signature _____
Phone _____ Email _____

NAME _____ Date _____
Address _____
Signature _____
Phone _____ Email _____

PETITION IN OPPOSITION

**TO THE RECENT
'OFFICIAL' BALLPARK COMMUNITY COUNCIL POSITION
TOWARD THE PROPOSED VOLUNTEERS OF AMERICA YOUTH SERVICES
/ HOMELESS SHELTER**

DISSENTING OPINION

At a recent meeting of the BallPark Community Council, a presentation was made by President and CEO of VoA Kathy Bray, with Elke Phillips, Community Council Chairperson, other committee members, and Salt Lake Planning Department representative Michael Maloy in attendance.

At this meeting, Ms. Bray presented plans for the proposed Homeless Youth Services / Homeless Shelter, following which a 'vote' was taken as to whether the BallPark Community Council would be in favor or opposition to the proposed facility.

According to Michael Maloy, a vote was taken of all Committee members and residents present, and that there were no dissenting votes. Therefore, it has been recorded with the city planning department that the official position of the Ballpark Community Council is that they are IN FAVOR of the Homeless Shelter.

THAT POSITION IS AN *INACCURATE* REPRESENTATION OF *THE ENTIRE* BALLPARK COMMUNITY.

Those of us who were not aware of this meeting or of this decision are extremely distressed to learn that we are being unfairly and inaccurately portrayed as being in favor of the VoA Homeless Shelter. Unfortunately, all efforts to reach Elke Phillips, Chairperson of the BallPark Community Council, have gone unanswered.

THEREFORE, WE MUST INDEPENDENTLY ASSERT THAT AS RESIDENTS OF THE BALLPARK COMMUNITY, WE ARE IN OPPOSITION TO THIS DECISION.

This decision does not represent the sentiment of many residents of the area *DIRECTLY ADJACENT* to the proposed location, and who would be most directly affected by any negative effects that the proposed shelter would have, were it to be approved.

AS A MEMBER OF THE BALLPARK COMMUNITY DISTRICT, I AM SIGNING THIS PETITION IN OPPOSITION TO THE VoA YOUTH SERVICES / SHELTER.

NAME FREDERICK FEDERER Date 1-13-14
Address 817 JEFFERSON ST, SLC, UT 8401
Signature *Frederick Federer*
Phone 801 956 3447 Email frederer@gmail.com

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/ HOMELESS SHELTER**

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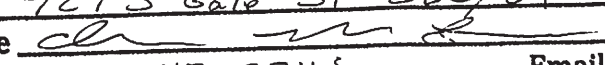
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NAME Quinn McCallum-Lav Date ~~9-11-13~~ 1-11-13
Address 927 S Gale St SLC, UT 84101
Signature 
Phone 801 243 2745 Email quinn.mcl@gmail.com

PETITION IN OPPOSITION
TO THE PROPOSED VOA YOUTH SERVICES CENTER / HOMELESS
SHELTER

BALLPARK COMMUNITY RESIDENT:

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Address 829 Jefferson St
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NAME Christi Tulas Date 1-13-2014
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Signature Christi Tulas
Phone 801-979-7218 Email Kawasockies@aol.com

NAME MATT MATEUS Date 1/13/2014
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Signature [Signature]
Phone 801-835-8178 Email Mattmateus@gmail.com

NAME TAMARA MATEUS Date 1.13.2014
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Signature Hope Celeste
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PETITION IN OPPOSITION
TO THE PROPOSED VOA YOUTH SERVICES CENTER / HOMELESS
SHELTER

BALLPARK COMMUNITY RESIDENT:

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NAME ERIK STEFFENSEN Date 1.13.2013
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Signature [Signature]
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NAME _____ Date _____
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Signature _____
Phone _____ Email _____

NAME _____ Date _____
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Signature _____
Phone _____ Email _____

NAME _____ Date _____
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NAME _____ Date _____
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Phone _____ Email _____

NAME _____ Date _____
Address _____
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Phone _____ Email _____



9 LINE CORRIDOR

MASTER PLAN review draft



November 2013



"Mobility is more than about how we get around... it's also about creating connections between residents, businesses and visitors, relating neighborhoods with each other and downtown and, most importantly, defining our sense of place to create a uniquely Salt Lake City lifestyle..." - **Office of the Mayor, Salt Lake City**



BACKGROUND, LOCATION & CONTEXT	4
This section looks at the physical and socio-cultural context of the 9 Line, a brief history as well as the background to the project.	
CORRIDOR VISION	8
This section covers the overall vision for the future design of the 9 Line corridor, as well as the mission and objectives to implement the vision.	
DESIGN GUIDELINES	14
This section begins by documenting the existing conditions of the corridor. Then, the proposal for improvements to the form of the corridor including improvements to the physical infrastructure along the trailway and new amenities which will enhance the user experience.	
URBAN DESIGN	32
This section focuses primarily on the function of the corridor by detailing its overall framework including key nodes and corridors. It also identifies opportunities for long term development of new uses and recreational activities. This is accomplished by proposing several program options for each of these key locations.	
IMPLEMENTATION	56
This section outlines the strategies for executing some of the ideas and projects discussed in the document.	
APPENDIX	64
The appendix provides extra information on some of the resources and data that were used to help craft the corridor plan including analysis, public outreach, etc.	



The map shows the study area for the West Salt Lake Master Plan. The 9 Line corridor is highlighted on the map in the tan color. The 9 Line is an east to west corridor which runs from 200 West on the east to the airport canal on the west.

THE 9 LINE - BRIEF HISTORY & BACKGROUND



900 South, 4700 West, Salt Lake City, circa 1917. Photo courtesy Utah State Historical Society

The 9 Line Trail is a linear parkway which currently runs approximately along 900 South between Redwood Road and 700 West, with buffered bike lanes extending the trail to 200 West. This corridor had buffered bike lanes extending the trail to 200 West. This corridor had buffered bike lanes extending the trail to 200 West. This corridor had buffered bike lanes extending the trail to 200 West. This corridor had buffered bike lanes extending the trail to 200 West.

This shared-use paved trail represents the first step in a greater vision to construct the Transvalley Corridor Trail, identified in the 1992 Salt Lake City Open Space Plan, which would connect the Jordan River Parkway and the Bonneville Shoreline Trail.

Salt Lake City has recently completed a Master Plan for West Salt Lake, encompassing the Glendale and Poplar Grove neighborhoods. The 9 Line corridor is a key element in the plan, serving as a draw and catalyst to opening up other community points of interest and landmarks.



The 9 Line corridor is one of the major east to west corridors in the Salt Lake Valley, linking a number of parks and transportation networks. The corridor is highlighted in orange.



Residents read information on the 9 Line public outreach boards at the Riverfest Event, June 1, 2013

WHY THE 9 LINE CORRIDOR MASTER PLAN?

The West Salt Lake Master Plan and other policy and vision documents produced for the City and region have identified the 9 Line corridor as a major east to west multimodal transportation corridor with the potential of drawing attention to community assets, and sparking redevelopment in the neighborhood it traverses.

With continuing growth and development in the neighborhood, it became necessary to produce this Master Plan to direct development along the corridor and to address the varying degrees of redevelopment expected at specific nodes in the vicinity of the corridor.

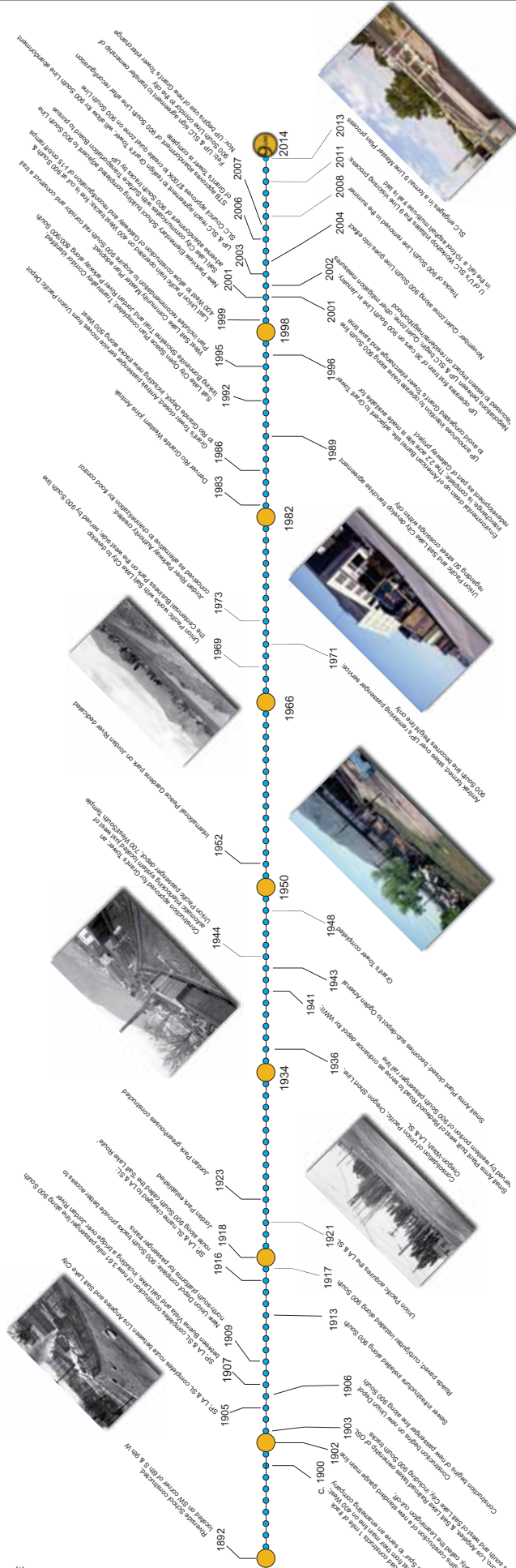
CULTURAL CONTEXT

The 3-mile trip along today's 9 Line corridor passes through a wide range of neighborhoods, including commercial, residential and industrial/manufacturing. Some of the neighborhoods are in transition, such as the Granyay District. Others are more established single-family residential neighborhoods, such as those along the corridor between the Jordan River and Redwood Road.

The neighborhoods along the 9 Line are the most ethnically diverse neighborhoods in Salt Lake City. The ethnic diversity contributes to the cultural characteristics of the neighborhoods. The culture of the area also includes one of activity, ranging from a culture of bicycling, walking and jogging to a culture of dining and shopping. The culture of the area also includes one of activity, ranging from a culture of bicycling, walking and jogging to a culture of dining and shopping. The culture of the area also includes one of activity, ranging from a culture of bicycling, walking and jogging to a culture of dining and shopping.

Beginning with the railroad, continuing with industrial development along the railroad, and finally with the construction of I-15, the City and its residents have had to address a cultural issue, often called the "east-west divide." The east-west divide is considered to be a negative reflection of the City as a whole. While there are many aspects to the divide, connectivity is a major component of it. The 9 Line Trail provides an opportunity to begin to create meaningful, useful connections despite these barriers. In addition, the trail provides a unique gathering place that mixes recreation and transportation that reflects not only the culture of the neighborhood, but the changing culture of the City as a whole. The action alone would not break down the east-west divide, but it is a major step towards doing so.

9 LINE TIMELINE



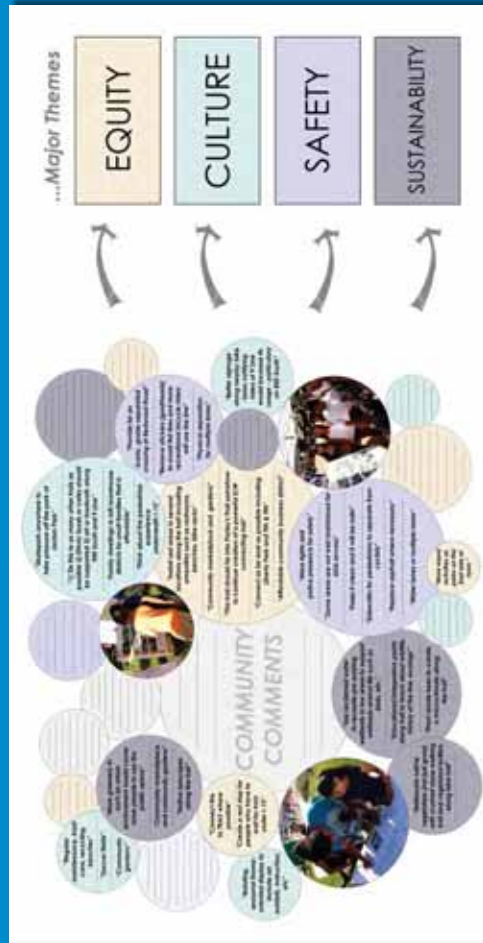
VISION

“connecting people to places”

CORRIDOR VISION

The vision for the 9 Line corridor is a means to connect people to places via multiple modes. The form and function of the corridor design will allow these connections to happen in a way that is safe, equitable, and accessible. The corridor will be designed to support the diverse ethnic cultures of the surrounding community. The 9 Line corridor will help people make connections, reduce barriers, promote healthy lifestyles, and protect and create built, natural, social, and cultural resources. It will do so by:

- Connecting stable residential neighborhoods, growing commercial and neighborhood centers, and promoting thriving recreation locations;
- Embracing a diverse assemblage of people and user groups, providing the opportunity for enhancing their connections to the surrounding businesses and neighborhoods that form a unique and attractive community;
- Being well connected to the rest of the City;
- Featuring retail, service, recreational, and educational options at key nodes along the 9 Line, as well as encouraging and facilitating connections to neighborhood nodes in the surrounding community;
- Facilitating the goal of West Salt Lake becoming the primary destination in Salt Lake City for river recreation and other types of parks and public spaces;
- Serving as a mechanism for the Glendale and Poplar Grove neighborhoods to celebrate their history and character by functioning as a community and cultural asset that connects people of all ages to services and educational opportunities; and
- Supporting connections to the West Salt Lake industrial business community, helping it continue to be a healthy and diverse growing employment and economic base for Salt Lake City.



This is a listing of some of the community comments that were received from the public outreach and outreach activities in this project. Public outreach materials can be found in the Appendix of this document.

MISSION OF THE MASTER PLAN

The mission of the 9 Line Corridor Master Plan is to identify opportunities to develop improvements and activities that reflect the values and ideas of the community, as gathered during the process and the West Salt Lake Master Plan process, and outline strategies and action plans for implementing the vision.

The vision and master plan are guided by four principles/themes:

Safety – design the trail and its surroundings to create a corridor that is safe for pedestrians, cyclists, and other non-motorized users.

Equity – program the trail and its nodes to allow use by a range of user groups – intergenerational, multiple non-motorized modes, and multiple speeds/users. Whether it is a person strolling through to enjoy the landscaping and nature or a commuter passing through to their job, the trail will recognize and embrace this diversity.

Sustainability – best practices in regard to the built environment (solar powered lighting and repurposed materials), natural environment (use of native landscaping, creation/preservation of natural habitats), and social and cultural environments (encouraging/supporting diverse user groups, being a hub of activity, connecting people and places).

Culture – connections to the history of the area and the culture of the corridor and surrounding neighborhoods, incorporating art, lighting, and including/programming areas that celebrate the culture (restaurants, cafes, and other gathering spaces). Creating layers of activity and experiences for all users. Stitch into surrounding neighborhoods, complement/enhance them. Enhance and enliven spaces along, adjacent to, and nearby the corridor.

guiding principles

culture

safety

equity

sustainability

objectives

destination

play

nature

connections

art

OBJECTIVES

The objectives for the master plan are a synthesis of the ideas generated by the community through an extensive public outreach process as well as analysis performed by the design team. The objectives capture the direction of the program options presented in the master plan:

Destination

- The corridor master plan will seek to balance the needs of local users, as well as non-local users passing through as commuters, while creating lively spaces along the linear parkway where people congregate.

Play

- The activities along the 9 Line corridor will be chosen to appeal to a variety of audiences of all ages, nationalities, and socioeconomic backgrounds to unify neighborhoods through recreation.

Nature

- Connecting with nature will be a point of emphasis for the 9 Line, including protecting and restoring native habitats, providing wildlife habitat for a variety of species, and supporting community gardens.

Connections

- The 9 Line corridor will physically and culturally connect neighborhoods on the east and west sides of the City, via a regional transportation trail network.

Art

- Interactive artwork will be encouraged, allowing the corridor to act as a public space for free expression that is fluid, rather than static and conventional.

9 LINE CORRIDOR MASTER PLAN PHYSICAL CHARACTERISTICS

INTRODUCTION

The following sections of the master plan deals with the physical factors that will help to achieve the vision, mission and objectives discussed in the previous pages. Several interventions are proposed and some of these are extensive or minimal depending on the particular context of the trail.

These sections are categorized into Design Guidelines and Urban Design portions of this plan. Existing conditions will first be addressed and the design interventions and concepts will follow.

The diagram below highlights these zones that will be mentioned often within this master plan. These are the trailway, corridor, and adjacent land uses. Physical interventions will be proposed for any or all of these zones depending on the context. The distinctions between these zones are explained below:

TRAILWAY

The trailway describes the existing trail and its immediate context. This includes the 10-foot paved trail (in most areas), as well as the immediate landscaping and furnishings located along it within approximately a 10-foot zone to its north and south. To the east of 1-15, the trailway consists of sidewalks and bike lanes along 900 South.

CORRIDOR

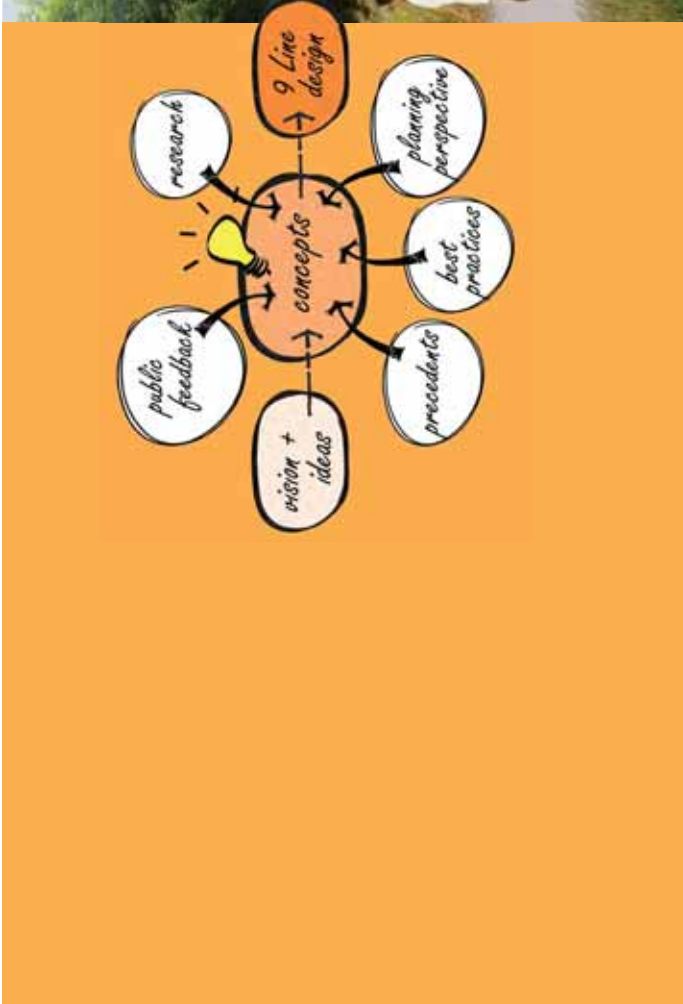
The corridor describes the immediate areas next to the railway. The corridor size is not uniform along the trail and varies considerably from especially narrow zones in the neighborhood core, to large expanses to the west of Redwood Road. The City owns some property within the corridor scope presenting opportunities for redevelopment and for creating a unique identity along the 9 Line.

ADJACENT LAND USES

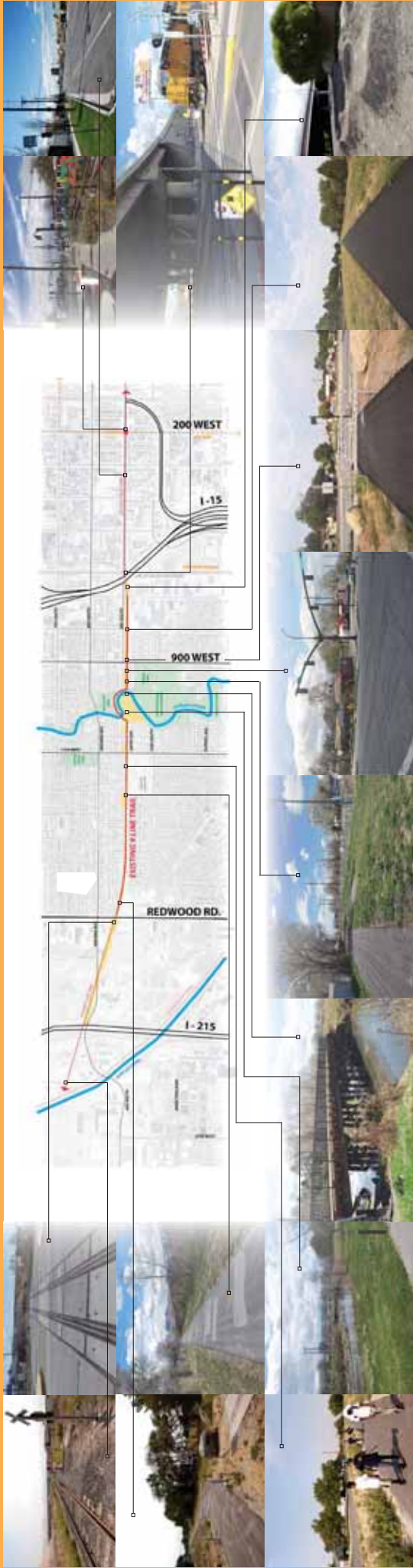
These are the building and physical structures that exist, or are proposed, and that frame the 9 Line corridor. Existing uses include residential, commercial, industrial and institutional uses such as churches and schools.

A number of new developments, as identified by the West Side Urban Master Plan will happen at key intersections along the 9 Line. These will happen in areas termed as nodes, which will have the heaviest programming along the trail. A detailed description of these nodes can be found later in this master plan.





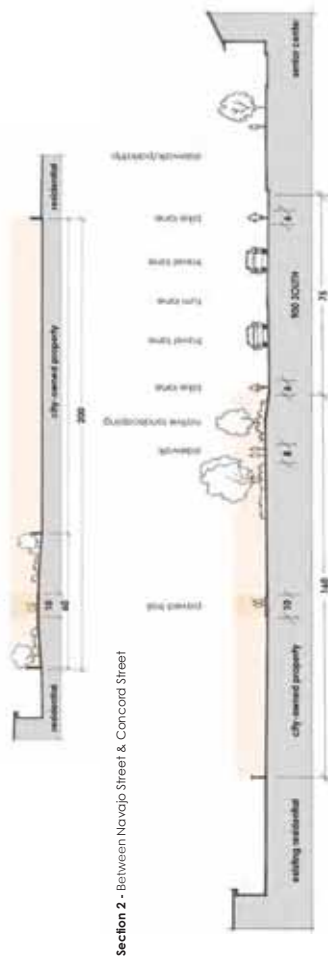
EXISTING TRAILWAY & CORRIDOR CONDITIONS - PHOTOS



EXISTING TRAILWAY & CORRIDOR CONDITIONS



Section 1 - Between I-15 & Redwood Road



Section 2 - Between Navajo Street & Concord Street

Section 3 - Between 900 West & 800 West

EXISTING TRAILWAY & CORRIDOR CONDITIONS

OVERVIEW

The 9 Line corridor exhibits different characteristics along its 3-mile length. These are defined and respond directly to adjacent land uses and history. The trail is divided into three sections, each with its own set of design guidelines around the core, to the large expanses west of Redwood Road. Buildings, physical structures, and vegetation along the corridor contribute to the varying characteristics.

WEST END

The west end of the corridor, from the Surplus Canal to Redwood Road, is mostly in single-use grain and hay fields with some original and historic structures. Land uses in this area are primarily agricultural and not addressed. There are few trees in the corridor and the dominant vegetation is native sagebrush and grasses. Industrial buildings occur in this area but are not close to the corridor in most places. This creates a vastness and emptiness. The trail is elevated and does not create a physical barrier.

CENTRAL CORE

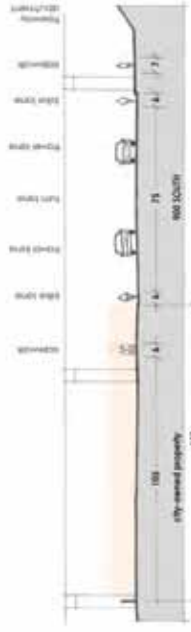
The core of the 9 Line can be described as the area from Redwood Road on the west to I-15 on the east. The trail is paved within this zone with a 10-foot asphalt paving. Land uses along the corridor within this zone vary considerably including residential, commercial, a school, and the Jordan Center. The corridor widths vary, with some large city-owned parcels adjacent to it.



A 10-foot wide asphalt paved trail is currently in place from Redwood Road to 700 West. The trail is bordered by a concrete curb and a grassy area. The trail is bordered by a fence and trees in the background. These safety gaps are of concern to trail users as it creates an ease of use issue.

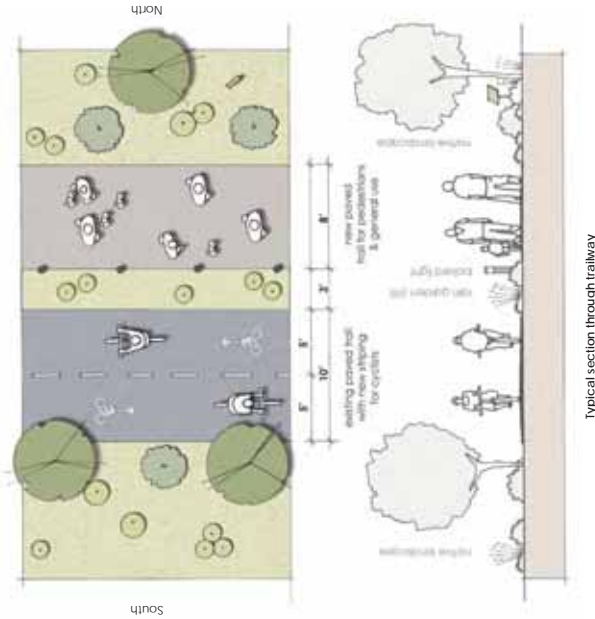
EAST END

The east end of the corridor is the area between I-15 and 200 West. The 9 Line corridor is mostly in the 90° South roadway at this point, occurring as a multi-lane highway. The trail is paved within this zone with a 10-foot asphalt paving but sidewalks are not upgraded uniformly and current pedestrian flow is not adequate. Street trees and furnishings are also not uniformly present. Land uses along the corridor in this area include industrial (with iconic concrete structures), commercial, and residential. Conflicts to pedestrian and bicycle users occur in this area. The trail is bordered by a fence and trees in the background. The corridor under I-15, traffic signals and crosswalks are used to manage conflict between pedestrians and vehicles.



Section 4 - Between I-15 & 500 West

TYPICAL PROPOSED TRAILWAY CONDITIONS



TYPICAL PROPOSED TRAILWAY CONDITIONS

ADDITIONAL TRAIL

Currently there is a 10-foot wide asphalt trail through most of the corridor with no striping of any kind. It is mostly successful in accommodating all forms of movement along the trail, however there are occasional incidents between cyclists and pedestrians, as well as commuters and recreational users. In order to avoid these conflicts, and once again to improve the trail during the summer season, additional striping of the existing trail is proposed. This striping will include a 10-foot wide asphalt trail with new striping through the center to divide it into bi-directional bicycle traffic in a pair of 5-foot lanes. On the north side of the existing trail an additional 8-foot of pathway should be constructed with 36 inches of separation between the trails in the form of a rain garden, which will provide a natural barrier between the trails. The new pathway should have a different color and texture, preferably some form of pervious paving to avoid increasing impermeable hardscape in this urban context. Any equity or access issues that may arise along the trail should be addressed by providing pathways with sufficient capacity and speed. The proposed trail is intended to provide additional safety and abilities by separating speeds, intended use and movement type.

VEGETATION

The existing state of the vegetation along the corridor leaves much to be desired. This is immediately obvious to any user of the existing trail, and was mentioned frequently by trail users. The existing vegetation is mostly composed of fast growing species of trees and shrubs along the trail, and in some cases palm trees and other non-native species for fire or other inconveniences to users of the trail forcing them to find alternative paths of travel. These should be completely removed and replaced with native and adaptive grasses, shrubs and trees. Moreover the seed mix should emphasize several species that are drought resistant and low maintenance. The new vegetation should provide useful recreation spaces, reduce the urban heat island effect, require little or no irrigation, and educate users about the native ecosystems along the 9 line corridor.

Another major opportunity to improve the user experience along the trail would be the installation of shade trees. These should be a variety of native or adaptive trees, with a wide canopy, preferably fast growth species in order to provide the amenity as soon as possible. Similar to the seed mix, tree selection should be studied in-depth to ensure that the trees are drought resistant and low maintenance. Moreover, the placement should be irregular depending on the corridor width, and adjacent uses providing a variety of experience and/or screening as one moves along the trail. Consideration should be given to providing sufficient natural light on the trail in order to provide a sense of safety and security. The new vegetation should also achieve the environmental benefits of regenerative urban nature such as shade and clean air, while also cooling the trail by creating a microclimate below the tree canopy. Crime Prevention Through Environmental Design principles should be incorporated into this landscape design to avoid creating potential threats with the landscape design.

REST AREAS

In order to accommodate users of all ages and abilities, rest areas are proposed along the 3-mile corridor. Community members frequently requested these opportunities to rest as well as a few basic amenities including a small shaded seating area, wayfinding signage, and water. Rest areas should be placed at intervals along the corridor, with landscaping. Consideration should be given to balance safety issues when determining the elements to include at rest areas. They may also include drinking fountains, restrooms, and interpretive signage. One such station per mile should be sufficient, and these should be placed at intervals along the corridor. Rest areas should be designed and constructed near the end of the corridor at destinations along the trail where cyclists are most likely to stop. Ingress and egress into rest areas should be carefully planned to avoid potential conflicts. Additionally, minor rest areas comprised of benches should be located every 1/2 mile along the trail primarily to provide an opportunity for users to rest. Rest areas should be placed at destinations along the trail, and be incorporated along recreational trails in cities such as San Jose and Portland.

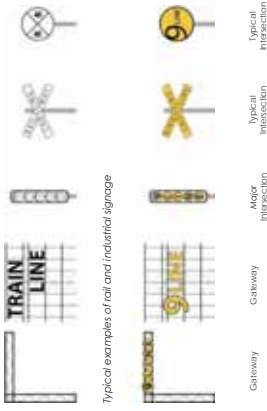
SIGNAGE

For greatest effect, signage should be used sparingly. If signage becomes ubiquitous, it loses its effectiveness. Signage should be used to highlight key features and to provide a uniform appearance along the length of the corridor. It is proposed that signage installations at key intersections only to avoid overuse. Another important issue regarding signage is the use of materials. Signage should be made of durable materials and, where possible, it should be graphic and diagrammatic, where possible, avoiding use of text except where required by regulation or common sense.

LIGHTING

Lighting is a powerful way to improve the safety and utility experienced by users of the 9 Line. It would extend the useful hours of the trail for commuters creating a 24-hour mobility option. If coupled with emergency call boxes, it would also improve the safety conditions – real and perceived – by current and potential users of the trail. The trail should be lit in a way that is consistent with the surrounding community. A hardship for residents adjacent to the trail by installing illumination which was shined into their properties around the clock. This could also contribute to urban sky glow (light pollution) and could pose potential harm to small mammals inhabiting the corridor. In order to avoid these issues, as well as to reduce the cost of a proposed trail lighting, the trail should be lit in a way that is consistent with the surrounding community. These should be placed in the 36 inches wide linear rain garden between the existing trail and the new proposed trail in order to further delineate these two distinct paths. The trail lighting should be a vegetated, rock-lined swale serving as a rain garden to capture runoff from the trail. The bollards should be placed at a regular interval to be determined on shared use paths. The bollards should be placed 36 inches from the existing path adjacent to the new path. They should be placed at a regular interval to be determined with enough frequency to provide sufficient light along the trail enabling nighttime use.

TRAILWAY IDENTITY



Typical examples of rail and industrial signage

Potential signage alternatives to enhance the trailway's identity and brand

OVERVIEW

The 9 Line passes many important intersections, landmarks and points of interest over its 3-mile length. It could easily be confused with these other trails in the area. To help distinguish the 9 Line from other trails, the design team has developed a set of signage alternatives. To extend the brand, increase use and activity, it should have a recognizable brand or consistent theme. To achieve this result, the brand should be unique to catch the eye of potential users, be informative and serve as a clear form of communication. The brand should be consistent with the 9 Line's rail & industry theme, utilize similar signage frequently seen along rail lines today. This recalls and celebrates the corridor's historic usage as a rail line, as well as today's industrial, urban character along the corridor. This should also incorporate the 9 Line's unique and highly visible color palette. The brand should be consistent with the design process of branding and raising the visibility of this urban trail.

SIGNAGE

The signage along the corridor is one of the key ways to carry forward the identity of the trail. The signage should be consistent with the design guidelines, as well as provide clear information to users. The signage should be placed to have maximum effect, these should be reserved for key intersections only to avoid becoming banal and ubiquitous. They would likely use black and yellow to stand out. The signage should be placed at key intersections to provide trail identity. Another way to carry this theme through the trailway is to use labels painted on the trail with street and neighborhood names in similar fashion as seen at rail crossing intersections. This idea should also extend to rest areas, interpretive signage, lighting and other fixed elements and amenities on the trail.

ARTWORK

Public art along the corridor is another way to further emphasize this industrial brand, as well as provide recreational outlets. Rather than emphasizing static, delicate public art such as statues, the art along the corridor should be part of a 'living canvas' as well as emphasize movement and motion through the corridor. This means that the art should allow for interactive use by local residents, to invite local residents and trail users to leave their mark on the place. This is intended to create a feeling of utility for all users, and reduce graffiti and vandalism by providing outlets for free expression such as chalkboards, murals, and free expression painting spaces.

Any fixed or static art installed along the corridor should be placed at key intersections and may assist in wayfinding and identity of the corridor. It should also be used to further industrial identity, emphasize being on the trail, and regional identity. The art should be placed at key intersections, such as the intersection of City Parks has collected some of these components from the former rail corridor through Sugar House and South Salt Lake for the return of the streetcar. Creative use of these elements such as rail track and ties, will further the identity of the trail and provide a sense of continuity for the trailway's users with the historical uses of the corridor.

LANDSCAPING

The landscaping should be another recognizable element of the identity of the 9 Line. The primary component of this will be a vibrant, linear green space that is consistent with the industrial theme. The landscaping should be selected, which will be hardy enough to withstand the semi-arid climate of extreme temperatures and require minimal or little irrigation in order to succeed. It is understood that some irrigation will likely be required in order for the plants and grasses to be waterwise and conservative in their use. Planting for the plants and grasses to be waterwise and conservative in their use, such as remedialing the damaged soil along the corridor, provide recreational space making this a linear parkway; reduce the urban heat island effect and express the variety of ecotypes found along the corridor.

SIGNAGE / WAYFINDING / ORIENTATION



Additional signage, such as these signs by Work Your City, would serve to enhance wayfinding and user experience

OVERVIEW

One of the key issues raised by the community regarding the 9 Line is that it feels isolated and hard to find, despite its relative location to many important landmarks. Many cyclists report using nearby bike lanes because they are easier to locate and access. The lack of signage and wayfinding along the trail has been a common concern. The lack of signage and wayfinding will use the trail. This has also become an equity issue, if area residents feel unclear about the nature of the trail and its destinations, then it will be underutilized. If the trail is underutilized, it may likely feel unsafe and local residents, as well as regional users, to feel unwelcome.

The overall goal of the signage and wayfinding along the corridor is to provide accurate information at key locations for local residents and regional users, on bike and on foot. Moreover, that all users will be able to use the 9 Line to its full potential connecting them to key destinations.

WAYFINDING TO THE 9 LINE

Because the 9 Line travels in a dedicated corridor throughout most of its length, it can be hard for potential users to stumble upon it unless they are looking for it. This means that at key gateways, signage and other wayfinding elements should be placed to help users find the trail. This is covered in depth in the "Gateways" section of this document. Pole mounted signage should be placed at key locations in the immediate vicinity of the corridor, notifying riders and pedestrians of the location of the trail. Signage should be placed at key locations in the immediate vicinity of the corridor. The signage to be installed should follow the identity guidelines in the document using graphics and diagrams in place of text where possible. These signs should be map-like in nature, providing orientation to the 9 Line and the destinations where it can take riders. Another key element of wayfinding is to provide information to users through such opportunities to inform potential user groups. The trail should also be featured on City maps and documents available on the City's website.

Another important interface along the corridor is between local residential neighborhoods and the 9 Line. Trail. Neighborhood residents frequently access the corridor on bike or on foot at local streets which terminate at the corridor. This is another opportunity to provide useful wayfinding signage which also reinforces the identity of the trail. Miniature 9 Line signs can be placed at these locations, as well as signage pointing to major destinations in either direction.

WAYFINDING FROM THE 9 LINE

While the orientation of the existing trail is east to west, it can still be an integral part of helping connect people to places north and south as well. Travel through many sections of the corridor is faster because of the dedicated right-of-way. This is a benefit that can be leveraged. This same benefit can also be a detriment, e.g. blocking sightlines to destinations for those using the trail. This includes those who know where they are trying to go, as well as others who have no particular destination in mind and are simply exploring the 9 Line to reach other destinations. This is a benefit that can be leveraged. The City's signage includes using pole mounted signage with text stating how long it takes to walk (or bike) to potential destinations. The intention of this type of signage is to connect people to places in new and exciting ways.

GATEWAYS



1-15 gateway, showing improvements for safety, wayfinding and enhanced user experience

OVERVIEW

The 9 Line enjoys an excellent relative location in the Salt Lake Valley, passing many important transportation corridors, neighborhood roads, and transit routes. This location provides a unique advantage of this opportunity by a high profile, highly visible identity or brand. Nowhere is this more obvious than at several of the major potential gateways to the corridor: places where the 9 Line intersects with important transportation corridors. These intersections provide an opportunity in order to increase its visibility, and to welcome potential corridor users. These important intersections – major and minor – should be considered gateways, and provide the appropriate amenities and infrastructure to that end. Moreover, they should consider the needs of motorists, cyclists and pedestrians.

MAJOR GATEWAY

The major gateways, existing and potential, tend to include intersections with major transportation corridors, other modes of transit, and a high volume of passerby or potential users. These include the intersection with the Jordan River, the intersection with the Jordan River and the Jordan River, the intersection with Redwood Road and the Surplus Canal. The current intersection at 200 West, and the future intersection with the Surplus Canal (and its future trail) should be thought of as metaphorical bullheads – the eastern and western terminus of the trail on each end.

Each of these gateways are unique and there is no single design solution for each of them. The end goal being that both test time and frequent users of the trailway feel welcome and experience or recognizable sense of place. Recommendations for the major gateways should be thought of as a potential list of parts to use where appropriate. For a major gateway some of the potential recommendations include: overhead intersection hardscapes using pavers or colored concrete; other types of pole-mounted welcome and identity signage; and public art such as murals, lights, as well as static displays such as sculptures which should further the industrial identity of the line.

MINOR GATEWAY

Some of the minor gateways along the corridor include many local streets such as Emery Street, 1100 West, 700 West and a few arterials such as Navajo Street and 900 West. These will typically feature a smaller volume of passerby, and will include a wide variety of transportation modes such as cars, bicycles, and pedestrians. While these are not the primary focus, they will also be important, but may not require the same amount of gravitas to catch the eye of potential users and may even allow for some installations to be more subtle in nature. This opens the door to a wider variety of creative and artistic solutions. The recommendations in this section include continuing the industrial theme of the corridor, public art, logos and signage, interactive art potentially featuring water, lights, and sound art installations and changes to hardscapes including grade profile, colors and materials.

TYPICAL INTERSECTIONS



Plan view of typical intersection

OVERVIEW

The 9 Line passes through many important intersections over its 3-mile length. These intersections are particularly important in the heart of the Jordan River as it moves through residential neighborhoods. These intersections are particularly important as they are located in areas of great impact and significance will be covered in greater detail elsewhere in this plan. For those with similar characteristics, which do not fit the guidelines, the guidelines should be used as a guide. These intersections will fall under these guidelines as typical intersections. These guidelines also intend to anticipate any future such intersections which may be constructed.

The characteristics of the typical intersection are: the corridor intersects with a two-lane local street at-grade; multi-use paved trail exists on either side of the intersection; and no stop signs or traffic signals exist for vehicular traffic.

SAFETY

Safety is of utmost importance at these intersections. Cycle barriers have been shown to be effective in reducing the risk of collisions between them to look both ways before crossing. In addition, a yield sign reminds users (both pedestrians and cyclists) to yield to cars before crossing through the striped intersection. These elements seem to be effective in slowing riders before they enter the intersection.

Currently, a 9 Line sign and two solid white stripes inform drivers of the intersection with the trail. Field observations and community feedback indicate that some can't see the sign or the stripes, and that some don't slow at the intersection creating potentially dangerous situations. Recommendations for these intersections include special attention at the intersection is to change paving material, color and profile of the intersection with the trailway. Creating a slight profile or raised crossing is a proven solution to slowing vehicular traffic and could further enhance safety at these intersections as usage increases in the future.

IDENTITY

At these key intersections, changes in signage, materials, colors, and existing barriers will carry the industrial identity of the corridor forward. There are also boundaries at these intersections, which should remain intact to prevent the industrial identity from being lost. Recommendations for these intersections consist of pavers or scored concrete in order to create a change of material and slight change of grade to slow vehicular traffic. To further the identity of the corridor, it should in some way simulate train tracks which previously used a material or scoring pattern which could create slick or bumpy surfaces which create inconveniences for riders using the trail. Pavement marking symbols or lettering will also warn drivers to slow down.

USER EXPERIENCE

The guidelines for the typical intersections should also serve to create a better user experience along the corridor. The existing barriers, while effective, cause riders to nearly stop while passing through forcing some to dismount and are very difficult to pass through with a bike trailer. If one gate were removed or permitted to be opened, it would no longer pose a barrier to users. Recommendations for these intersections include the removal of dismounting, while still being slowed sufficiently to look both ways before crossing the roadway. The additional trail for pedestrians would remove any potential conflict between cyclists and pedestrians at typical intersections.

Signage along the trail will not only enhance the feeling of connection with the past, but will also be strategically placed at key intersections to indicate streets, neighborhoods, as well as points of interest and how long to reach them on the trail. Signage will be placed at key intersections to indicate "Signage and Wayfinding" section of the plan.

DEFINITION OF PROPOSED RAILWAY CONDITIONS

The artist's illustration at right depicts the proposed railway conditions if the project is approved and implemented. The location is intended to be a typical intersection along the corridor.

- A** Multi-programmed open space
- B** Connection to existing transit service
- C** Street crossing safety interventions
- D** Rest area
- E** Native plant exhibit
- F** Rain garden/drainage median & light bollards
- G** Art installations
- H** Native grasses and landscaping
- I** Shared path for general use
- J** Dedicated two-way cycling path



Looking east of typical intersection

9 LINE CORRIDOR PLAN

Moving through the 3-mile long existing corridor is a rich and diverse experience. Heading west from the eastern gateway at 200 West, the user notices changes in the urban form and character, including a mix of commercial areas to residential neighborhoods that on to an industrial and manufacturing context near the Surplus Canal.

Understanding the opportunities and constraints of the existing corridor and its varied context will be important in order to meet the goal of creating a unique east to west transportation link connecting multiple destinations. Key nodes along the corridor were identified and identified to improve and enhance the form and function of the 9 Line corridor. The plan at right indicates corridor types between key nodes along the corridor which will be discussed in-depth in the Urban Design section of this plan.

CORRIDOR TYPE A

This area is characterized by manufacturing uses and vacant land. Original rail remains in place, and in some areas, the corridor is a narrow, paved alleyway. Future connections via the Surplus Canal Trail and views of the western portion of the Salt Lake Valley highlight potential opportunities in this section of the corridor.

CORRIDOR TYPE B

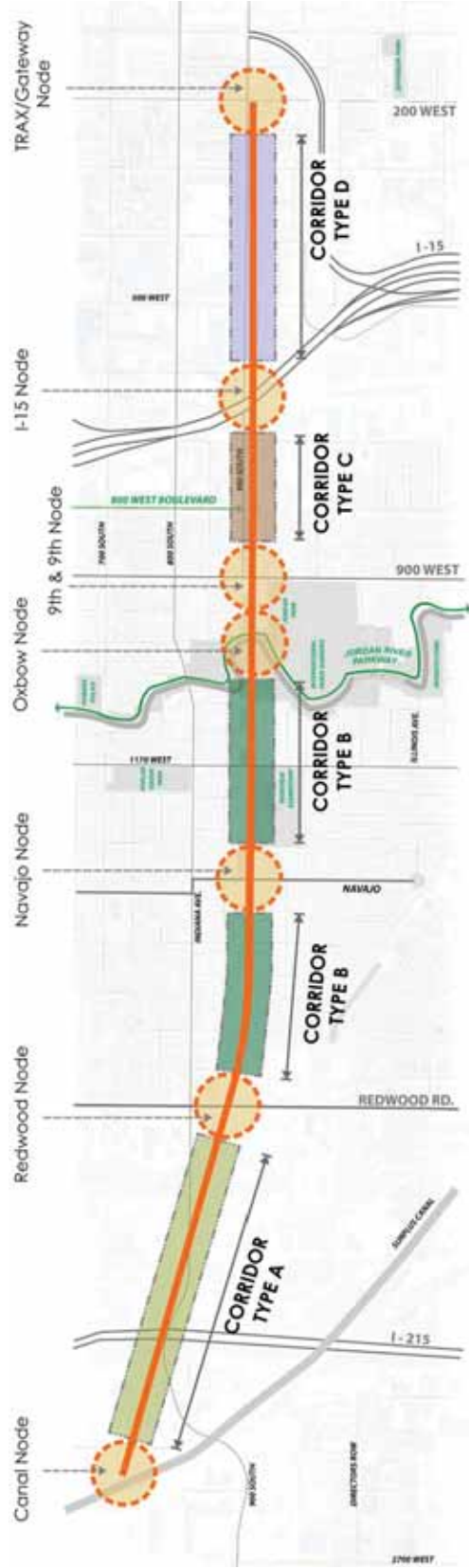
A compact street grid supports residential neighborhoods in this area, creating frequent intersections with the paved trailway in a narrow corridor. Access to the Jordan River and the Salt Lake Valley from this area create the greatest opportunities for future development.

CORRIDOR TYPE C

To the west in this area connecting users to regional parks and neighborhood commercial centers along the paved trailway. This area features a mixture of residential, commercial and light industrial uses. The mix of uses and proximity to regional parks offers a strong opportunity to catalyze future development.

CORRIDOR TYPE D

A neighborhood in transition, commercial & residential uses are mixed together in an urban residential neighborhood. Here the trail consists of on-street buffered bike lanes and sidewalks.



CORRIDOR TYPES



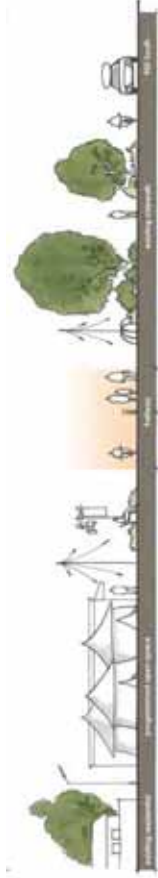
CORRIDOR TYPE A

The surrounding context of the trailway will likely consist of residential neighborhoods. This section offers the opportunity for an uninterrupted connection between Redwood Road and the Surplus Canal. The focus of this corridor type is on providing that connection in a safe manner, with enhancement to the immediate corridor to counteract the effects of the surrounding context. The corridor will be supported by low landscaping and vegetation, which will also provide a sense of safety and buffering from the surrounding residential uses. Vegetation will be characterized to reflect the stiff in ecosystems that includes wetland areas and playa mudflats.



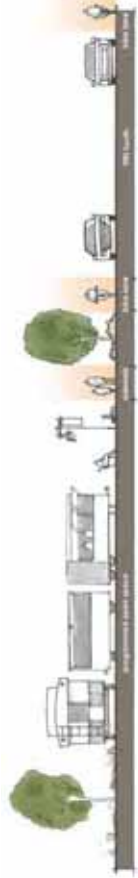
CORRIDOR TYPE B

The surrounding context of the trailway is established residential neighborhoods. With limited right of way width, this section will primarily function as a connecting link between nearby nodes. Plantings and trees interspersed with low native plants. The focus of this corridor type is to provide a serene and passive interaction with the trailway that offers safe passage between nodes. Landscape elevation changes through beaming and shading to provide a sense of connection from the corridor from adjacent residential neighborhoods where necessary.



CORRIDOR TYPE C

The surrounding context of the trailway is mixed use in nature with room for opportunities to support the function of the trail. The focus of this corridor type is on providing a wide, paved path that offers a variety of opportunities provided by the width will be capitalized upon through the installation of public art that is interactive in nature and small plazas for community gathering, shopping, and or meeting for conversation with others. The corridor will be supported by low landscaping and vegetation, which will complement nearby active recreation uses for older children and adults.



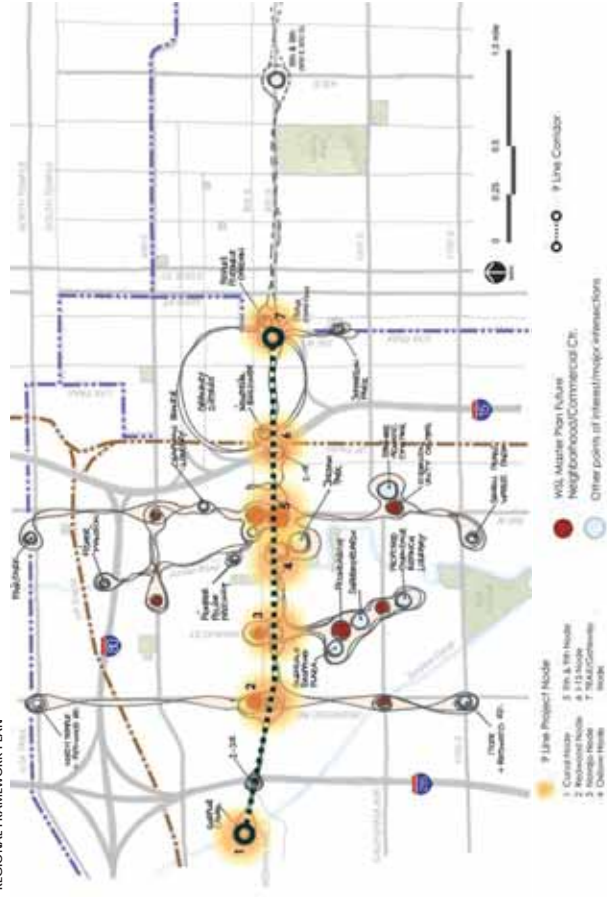
CORRIDOR TYPE D

The context of this corridor type is characterized by its integration with the existing street and sidewalk infrastructure. With no separated railway, users make their connection to the Line, Transit, and other users via the existing street infrastructure. The focus of this corridor type is on providing visual links to the users' connection of choice. Clear, visible signage and wayfinding are the core elements of the corridor type and offer visual communication about where the users can go from here. This corridor type will be supported by low landscaping and vegetation, which will provide a sense of connection from the corridor from adjacent residential neighborhoods where necessary. Improvements to the existing streetscape such as landscaping, signage, and outdoor dining are some of the ways the user experience in this corridor type can be improved.

N I S N



REGIONAL FRAMEWORK PLAN



REGIONAL FRAMEWORK PLAN

The 9 Line Trail is a unique form of urban infrastructure in Salt Lake City's River District. It consists of a paved trailway which was built in 2011. Beyond Redwood Road, the rail corridor is still owned by Union Pacific and sections of it are still actively being used. However, for the purposes of this study the connection from the existing western terminus at Redwood Road to the Surplus Canal will be included to plan for its future potential as part of a regional transportation network.

Running east to west across the west side of the Salt Lake Valley as a portion of the Transvalley Corridor, it is a crucial link for pedestrians and cyclists. The corridor is also a key link for future destinations and commercial centers and other points of interest north and south of the corridor, seen in the map to the left. Some are located along or immediately adjacent to the corridor itself, while others are further afield. However, when viewed as part of a regional transportation network, the trailway increases mobility and connectivity of the region, and as such becomes a crucial connection from a regional perspective.

9 LINE KEY NODES

After thorough analysis of the 9 Line corridor and surrounding context it is apparent that there are numerous opportunities for future destinations and development along the corridor which present opportunities for future connectors and development. Seven of these intersection connections are of particular importance because of the transportation connections they provide. In adjacent land uses and their unique potential for future development, in Corral, Redwood Road, Navajo Street, Oxbow, 900 West, I-5 Gateway Canal, and Tux Gateway. These nodes are described and analyzed later in this section, including proposals for improvements and future development, as well as the important destinations and landmarks with which they could connect.

DESTINATIONS & POINTS OF INTEREST

Existing & Future Neighborhood Commercial Centers - The West Salt Lake Plan identifies current and future neighborhood nodes and commercial centers, which can be seen at left. The 9 Line corridor provides convenient connections to these existing nodes, including Redwood Road, Navajo Street and 900 West. In this way, the 9 Line is more than a trailway, but a connector, connecting people to places.

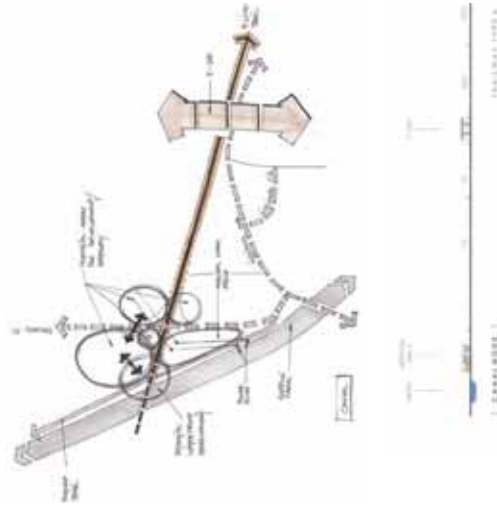
Parks - The 9 Line corridor proper provides access to several parks near the Jordan River including Jordan Park, 9th South Park and the International Peace Gardens, as well as the Jordan River Parkway itself. By heading further east along 900 South, users would access Liberty Park, which is a large regional park between 300 - 700 East.

Transit / Transportation Corridors - Several major transit corridors intersect with the trailway including UTA Trax at 200 West and UTA FrontRunner at 900 West. The trailway also provides a key link to the I-15 corridor and actually contributes to the creation of an unpleasant experience underneath I-15. Several bus routes intersect with the corridor as well of 300 West, 900 West, Navajo Street and Redwood Road.

Land Uses - The existing land uses along the 9 Line corridor are extremely varied allowing the user to experience a full spectrum of uses in an urban transect. Heading west from the eastern gateway or bulkhead, the user will notice changes in corridor width, landscapes, and land uses. Areas of high density and commercial uses are interspersed with areas to pedestrian neighborhood then on to an industrial/manufacturing context with significant amounts of vacant land. There is also a significant presence of parks or open space near the Jordan River.

Bodies of Water - The 9 Line corridor is uniquely suited to providing access to watersports/recreation with intersections to both the Jordan River and the Surplus Canal. These provide opportunities for kayaking, rowing, wildlife viewing and other forms of water-based recreation.

1 - SURPLUS CANAL NODE:
ANALYSIS & POTENTIAL



NEIGHBORHOOD CONNECTIONS

The Surplus Canal node of the 9 Line represents the western gateway to the trailway. Currently the 9 Line western terminus is at Redwood Road, however for the purposes of this plan, the trailway is extended westward to the Surplus Canal. Once this connection is made, the current 9 Line corridor would be linked to additional employment centers, recreational opportunities and future transportation networks. In order to realize the more involved potential program options, additional property may need to be acquired by Salt Lake City.

ADJACENT LAND USES

Given the convenient access to the rail line, and the current access to major roads, the area is well suited for a variety of uses, including residential and manufacturing in nature, with much of the adjacent land which remains vacant or being utilized for storage. These uses can create sights, sounds and smells which are not ideal from a recreational use perspective. However, these uses could be repurposed for recreational use. For example, a parking lot or commuter seeking to access public employment will be a major benefit once the connection is made from Redwood Road to the Surplus Canal.

IMPORTANT NODES / POINTS OF INTEREST

The intersection of the rail corridor with the Surplus Canal, represents a major opportunity from a recreational perspective. Access to a major body of water such as the Surplus Canal, is a unique opportunity in the Salt Lake Valley, and would provide a major point of interest for users. Access to the Jordan River and the Surplus Canal would create the 9 Line, as a critical connection between these unique water-based recreational nodes.

Currently the Surplus Canal is used frequently for training by rowing crews. However, the canal could be repurposed for recreational use. Facilities such as a small parking lot, seating, restrooms, drinking fountains, a boat launch and storage would allow for expanded use of the Surplus Canal for rowing and kayaking. Also once the rail corridor is repurposed, a bridge at this location should take place to create an unobstructed stretch of water.

TRANSPORTATION CONNECTIONS

Currently there are very few transportation connections at this node. However, a planned north-south trail along the east side of the Surplus Canal presents a significant opportunity for future connections to be made. The proposed trail would connect the 9 Line's western gateway to key destinations such as the airport as well as the downtown area. Additionally, a trail connection to the east, along Indiana Avenue providing access to additional employment centers to the west and Emigration Canyon to the east. These future connections will make this node a very significant bicycle regional crossroads and improvements should be planned to support this role.

PROGRAM OPTION 1



PROGRAM OPTION 1:
RECREATIONAL MARINA

A small marina or boat launch on the Surplus Canal could dramatically increase its recreational utility for users. This area could provide convenient access to a wide variety of user groups. This would include a dock and several moorings for kayaking, canoeing, and fishing. This may also include an outdoor pavilion, restrooms, on-site parking, boat storage house, drinking fountains, restrooms and interpretive signage for the purpose of the canal.

PROGRAM OPTION 3



PROGRAM OPTION 3:
PUBLIC ART

Public art at this location could be used to define the 9 Line's western gateway and celebrate the industrial heritage of the corridor. The intention of these elements would be to further define the corridor and include historic rail components, as well as custom designed pieces of art.

PROGRAM OPTION 2



PROGRAM OPTION 2:
REST AREA & WAITING STATION

As the western gateway for the 9 Line Trail, and its crossroads with the bike lanes along 800 South and with the 9 Line Trail, this area could provide utility for users of the regional trail network. It would likely include a shade structure, bicycle racks, interpretive signage, maps, trash and recycling receptacles, native landscaping and bike racks. It may also include a parking lot, water fountain, vending machines, public art and interpretive or historic signage.

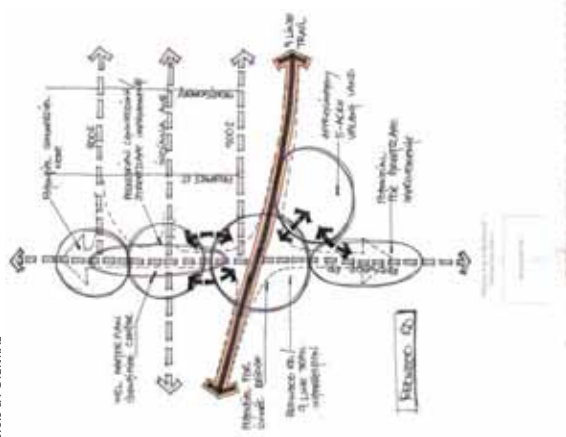
PROGRAM OPTION 4



PROGRAM OPTION 4:
WILDLIFE VIEWING

The ecosystems near the Surplus Canal are rich in biodiversity. Further east along the corridor including wetland areas and play mudflats, these areas could be repurposed for wildlife viewing with interpretive signage along the eastern bank of the Surplus Canal adjacent to the future trail. Describing the wildlife, such as fawns in these areas.

2 - REDWOOD NODE: ANALYSIS & POTENTIAL



NEIGHBORHOOD CONNECTIONS

The intersection with Redwood Road is a vast departure from the serenity of the corridor elsewhere in this section. Hectic and busy with no easy presents as significant barrier to the 9 Line Trail, which currently terminates here. Although currently owned by Union Pacific, for the purposes of this visioning process, the section beyond Redwood Road will be considered a public space. The 9 Line Trail today itself provides access to numerous destinations. Its auto-oriented nature creates an unpleasant experience for pedestrians and cyclists.

ADJACENT LAND USES

An abrupt shift in land use occurs at Redwood Road where the 9 Line currently terminates. The neighborhoods to the east, are primarily residential in nature with several local retail and services businesses intermingled, while to the west is a mix of commercial and residential. This bifurcated context creates very different opportunities for trailway design and programming on either side of Redwood Road. Unless a major shift occurs in the land use of the surrounding context, improving and enhancing the trailway design will be the main focus for this section.

IMPORTANT NODES / POINTS OF INTEREST

The West Salt Lake Plan calls for large-scale changes to take place at the intersection of Redwood Road and the 9 Line. This intersection is a key transportation connectors and high traffic volume create potential for further development of a commercial center at the intersection of Redwood Road and Indiana Avenue serving the adjacent neighborhoods. The 9 Line corridor should seek to connect to this future node through signage and streetscape improvements and amenities.

TRANSPORTATION CONNECTIONS

Redwood Road is a heavily traveled state highway, which runs north-south on the west side of the Salt Lake Valley. With such heavy traffic this intersection has the potential to significantly increase the visibility of the 9 Line. Several UTA bus routes, 217 and 218 run along Redwood Road connecting riders to points north and south including downtown Salt Lake City. Several UTA trail routes, allowing access to other destinations throughout the Salt Lake Valley.

Once the trailway is connected further west to the Surplus Canal, the potential exists to connect to major north-south and east to west cycling trailways along the Surplus Canal and Indiana Avenue 800 South making the 9 Line an integral part of a regional cycling network.

PROGRAM OPTION 1



PROGRAM OPTION 1: STREESCAPE IMPROVEMENTS

In an effort to connect the 9 Line corridor to the future commercial node indicated in the West Salt Lake Plan, streetscape improvements along Redwood Road and Redwood Road, streetscape improvements are proposed to create a sense of arrival and identity. This may include a landscaped median island, upgraded sidewalk handicaps including pavers and colored concrete, decorative lighting, and other amenities. It may also include a gateway or other signage to create a sense of identity at this node.

PROGRAM OPTION 2



PROGRAM OPTION 2: ICONIC BRIDGE & VIEWING PAVILION

When the connection is made between the 9 Line's current terminus at Redwood Road and the future commercial node, making this crossing safe may require out of the box thinking. In order to address the high volume of traffic, the crossing a pedestrian and cycle bridge is one potential option. In order to maximize its utility it should be an iconic structure offering the opportunity for viewing the 9 Line elevated viewing pavilion to provide opportunities to view the Great Salt Lake, as well as the Ogum and Wasatch Mountains.

PROGRAM OPTION 3



PROGRAM OPTION 3: INTERPRETIVE WETLANDS

A small native wetland exists in the vicinity west of Redwood Road that could be developed for a passive open space area with interpretive signage and seating calling attention to the wetland. This area could be transformed into a play area for mudflats, uplands to plays and mudflats.

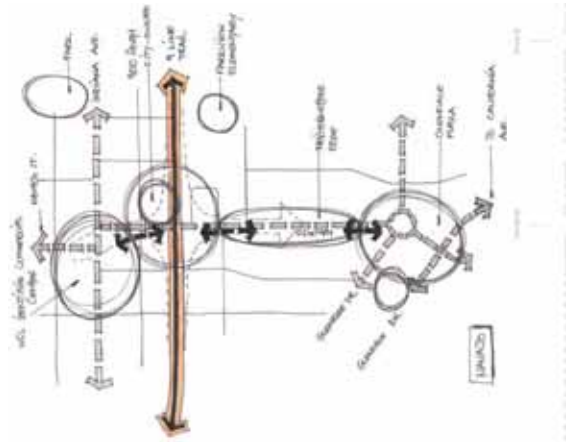
PROGRAM OPTION 4



PROGRAM OPTION 4: INTERACTIVE ART STATION

With the long-term goal of developing a commercial center at the intersection of Redwood Road and the 9 Line, an interactive art station would promote recreational use for families who patronize this area. This station could be a chalk wall or a paintable rock, providing opportunities for free expression for users of all ages.

3 - NAVAJO NODE:
ANALYSIS & POTENTIAL



NEIGHBORHOOD CONNECTIONS

The Navajo Node of the 9 Line presents an excellent opportunity to provide a new resource while enhancing the connectivity enjoyed by local residents. The size and orientation of the large City-owned parcel of land at Navajo Street easily lends itself to a variety of uses, including residential, office, retail, and recreation. The location along the corridor, adjacent to residential neighborhoods presents an opportunity for a small-scale development that would respond to the surrounding context in scale and character, while offering services to local residents and trailway users. It may include a mix of uses such as a restroom facilities, a bus shelter on Navajo Street, bike racks, public art and other amenities for residents and trailway users.

ADJACENT LAND USES

While the immediate context of the trailway at this node is primarily residential, within a few minutes walk there are schools and churches, as well as several business nodes to the north and south of this location. To the north there is a small commercial center including a convenience store and local businesses. To the south, the Glendale Shopping Plaza is both a local and regional draw with stores such as the Super Mercado, as well as a wide variety of small businesses.

IMPORTANT NODES / POINTS OF INTEREST

Within a 5-minute walk of the Navajo Node, there are several institutions, neighborhood commercial centers and points of interest. These include the Navajo Community Center, the Navajo Park, the Navajo High School, and two commercial centers identified in the West Salt Lake Plan. The first is the neighborhood commercial center at the intersection of Navajo Street and Indiana Avenue and the Glendale Shopping Plaza at the intersection of Navajo Street and Glendale Drive.

TRANSPORTATION CONNECTIONS

The corridor makes numerous connections into the residential neighborhoods at the intersection of Navajo Street with Indiana Avenue, Glendale Drive, and Redwood Road. The corridor also provides access to all modes and abilities. Moreover, on-street bike lanes along Indiana Avenue/800 south provide east to west connections between Redwood Road and 700 East and beyond. In addition, UTA bus route 514 runs along Navajo Street at this location connecting local residents to other activity centers and neighborhoods in the communities of Glendale and Poplar Grove.

PROGRAM OPTION 1



PROGRAM OPTION 1:
NEIGHBORHOOD COMMERCIAL

Navajo Street is an important north-south thoroughfare connecting two sides of the neighborhood bisected by the trailway. The location features several small neighborhood commercial nodes. This location could also be appropriate for a small-scale development that would respond to the surrounding context in scale and character, while offering services to local residents and trailway users. It may include a mix of uses such as a restroom facilities, a bus shelter on Navajo Street, bike racks, public art and other amenities for residents and trailway users.

PROGRAM OPTION 2



PROGRAM OPTION 2:
COMMUNITY GARDENS

The size and orientation of the large City-owned parcel of land at Navajo Street easily lends itself to a variety of uses, including residential, office, retail, and recreation. The location along the corridor, adjacent to residential neighborhoods presents an opportunity for a small-scale development that would respond to the surrounding context in scale and character, while offering services to local residents and trailway users. It may include a mix of uses such as a restroom facilities, a bus shelter on Navajo Street, bike racks, public art and other amenities for residents and trailway users.

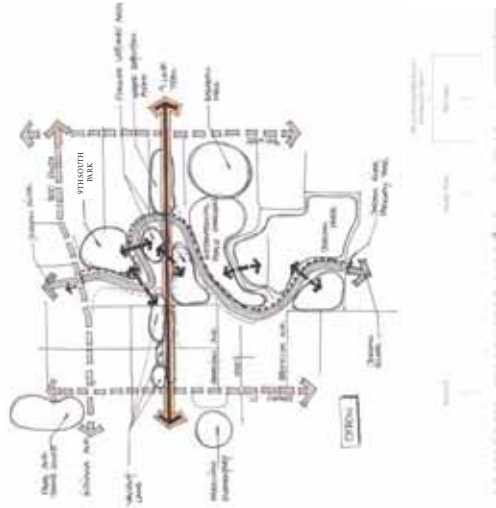
PROGRAM OPTION 3



PROGRAM OPTION 3:
TRAILWAY-ORIENTED PUBLIC ART

This section of the corridor immediately east of Navajo Street has been identified as a high-potential and vibrant area with several long, uninterrupted sections of the trail. One way to emphasize these unique sections is through the installation of public art or sculpture gardens which enhances the experience of the trailway. The location of the trailway art installation through the trailway is part of the proposed corridor identity.

4 - OXBOW NODE:
ANALYSIS & POTENTIAL



NEIGHBORHOOD CONNECTIONS

Located in the heart of the central core of the corridor, this section balances providing destinations for regional users, of the trailway, while corridor travels through single-family residential neighborhoods, as well as several major activity centers including Parkview Elementary and the Jordan River Trail. Each of these are important trip generators for the 9 lines, which the corridor acts as a linking factor for development. Several City-owned parcels of land adjacent to the trailway provide unique opportunities to further integrate neighborhoods and provide additional resources for the community.

ADJACENT LAND USES

The adjacent context to the Oxbow Node is comprised primarily of dense single-family residential neighborhoods, Parkview Elementary School, and the Jordan River. There is also a significant amount of public open space along the Jordan River, comprised of several public parks.

IMPORTANT NODES / POINTS OF INTEREST

The Oxbow Node is at the heart of several major recreational points of interest including the International Peace Gardens, Jordan Park and 9th South Park. Also within a 5-minute walk, users can reach Parkview Elementary, Poplar Grove Park, and the Jordan River. Currently there are plans by Salt Lake City's Parks and Public Lands Department to redevelop the Jordan River Oxbow into an interpretive wetlands park, with commanding views to the Wasatch, which will become another recreational point of interest at this node.

TRANSPORTATION CONNECTIONS

Access to the Oxbow Node is well served for pedestrians and cyclists, with numerous destinations and destinations within walking distance. In regards to automobile access there are frequent intersections with local streets serving the adjacent residential neighborhoods. These intersections are disrupting to the flow of commuters using the trailway, however it does provide valuable inter-neighborhood connections for users of all ages and abilities. The Oxbow Node is well served by public transit, with several bus stops adjacent to the Oxbow, however within a 5-minute walk of 900 West there is access to several bus routes.

PROGRAM OPTION 1



PROGRAM OPTION 1:
COMMUNITY GARDENS

The size and orientation of the large City-owned parcel of land at Emery Street easily lends itself to raised bed planters. Its location along the corridor adjacent to residential neighborhoods presents an opportunity to create a garden between the garden and Wasatch Community Gardens and/or Parkview Elementary.

PROGRAM OPTION 2



PROGRAM OPTION 2:
OUTDOOR CLASSROOM

An outdoor classroom provides opportunities for community gatherings, educational instruction, and recreational activities in close proximity to Parkview Elementary and residential neighborhoods, as well as near the Jordan River. makes an opportunity to create an outdoor classroom or small amphitheater.

PROGRAM OPTION 3



PROGRAM OPTION 3:
HILLSIDE PLAYSPACE

The overall topography of the corridor is well suited for play spaces to take in views of the mountain ranges on both sides of the Salt Lake Valley. A hillside play space in the Parkview and Parkview Elementary, a hillside play space would be a year-round attraction for children and families. Other options include a playground overlooking the Jordan River and distant mountains. In the wintertime the hillside could become the neighborhood sledding hill.

PROGRAM OPTION 4



PROGRAM OPTION 4:
URBAN KAYAKING

One of the few opportunities in the Salt Lake Valley for kayaking is the Jordan River. Local residents indicated overwhelmingly during public outreach that they would like to see a dedicated area for kayaking at or near this location on the Jordan River. This may be as simple as a small boat launch and parking lot, or a dedicated shop offering training classes and tours.

5 - 900 WEST NODE:
ANALYSIS & POTENTIAL

NEIGHBORHOOD CONNECTIONS

The intersection of 900 South & 900 West is an important node along the 9 Line corridor as well as a neighborhood commercial center for the local community. Anderson Westside Senior Center. In addition to 9 Line, 800 South which is one block north of this intersection is a major continuous east to west route across the City. The 9 Line trail passes immediately south of the intersection, representing programmed activities. There is also a significant presence of mature growth native plantings along 900 South installed over many years by neighborhood residents.

ADJACENT LAND USES

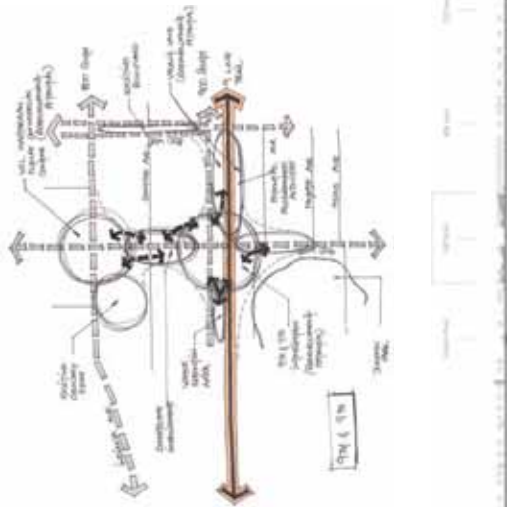
The immediate context at this node features of wide variety of land uses including single family residential neighborhoods, a variety of businesses and a school. The intersection is active throughout the day with users from the area. Several light manufacturing businesses exist south of the roadway. Because of this diversity of use, this intersection is active throughout the day with different users, causing it to be an important neighborhood node. Billboards on the northwest corner of the intersection could be removed providing an opportunity for a new use. The intersection is the 900 South Water Filtration project, which is currently being redeveloped and expanded by the City.

IMPORTANT NODES / POINTS OF INTEREST

The corner of 900 South & 900 West is itself an important neighborhood node for a variety of users. In the West Salt Lake Plan, this area is identified as a commercial corridor and neighborhood gateway, emphasizing the long term potential for this intersection. The intersection is a major recreational node at the Jordan River including several parks and the Jordan River Parkway.

TRANSPORTATION CONNECTIONS

A high volume of traffic passes through this intersection along 900 West which is a major north-south vehicular corridor connecting to Downtown Salt Lake. While most basic pedestrian infrastructure exists here, it could be improved to enhance the pedestrian experience. Cyclists enjoy access to a variety of trails and bike lanes including the Jordan River Parkway, the 9 Line, as well as the 9 Line trail. The intersection is a major recreational node at this location making connections to Downtown Salt Lake, light rail, as well as other employment centers throughout the valley.



PROGRAM OPTION 1



PROGRAM OPTION 1:
COMMUNITY MARKETS

A community market at this node would help to achieve two goals: to support existing businesses by providing a high-visibility location to provide an opportunity for community residents to gather and exchange goods, services and information. The market could be made more vibrant by the U of U (S.C. Workshop) or event tents set up on grass or at a plaza with seating and other amenities. The market could be used to create affordable, micro-retail business incubator units available for short-term lease to create local businesses to grow and launch.

PROGRAM OPTION 2



PROGRAM OPTION 2:
LOW-RISE MIXED-USE DEVELOPMENT

In order to further develop the neighborhood commercial node at this intersection, it is likely that additional development would be needed in order to create a critical mass of potential patrons. A low-rise mixed-use development would help to meet this need. A development here could capitalize on the large parcel of City-owned land at the intersection, and create housing set in a location with walking distance, as well as public transportation options. The design of the space and the commercial tenants would be key to attracting local residents and proximity to the railway.

PROGRAM OPTION 3



PROGRAM OPTION 3:
ICONIC ART INSTALLATION

One way to draw more visitors and neighborhood customers to the intersection is to provide a destination for them to visit. An iconic art installation or sculpture could be a permanent, fixed, exhibit or a rotating outdoor gallery which changes with the seasons. This could create an outdoor shaded space underneath for a community market as mentioned in program option 1.

PROGRAM OPTION 4



PROGRAM OPTION 4:
FITNESS PARK

A fitness course along the railway offers one potential for the intersection to provide a destination for local residents of all ages and abilities, and take advantage of the wide, linear corridor at this location. The course could be designed to be active and healthy lifestyles.

6 - I-15 NODE:
ANALYSIS & POTENTIAL

NEIGHBORHOOD CONNECTIONS

The intersection of the freeway with I-15 presents significant physical barriers to comfortable travel and becomes unsafe, a nuisance and an overall impediment to the gateway through which they travel east to west because there are a limited number of through streets underneath the elevated I-15. Long waits, loud noises and safety issues are some of the concerns which must be addressed. The proposed gateway through which they travel east to west begins, offering connections to park blocks along 800 West and the existing neighborhood commercial center along 900 West between 800 - 900 South.

ADJACENT LAND USES

The 9 Line corridor changes dramatically between I-15 and 900 West. Adjacent land uses in this section of the corridor transition from commercial to residential and open space. The corridor is currently a mix of single-family residential and open space on the west end. There is some vacant land and a new bike park adjacent to the interstate which present opportunities for programmed activities and other freeway development.

IMPORTANT NODES / POINTS OF INTEREST

Several blocks west of I-15 is the intersection of 900 South & 900 West, which is an important neighborhood commercial node and gateway to the Jordan River Park recreational area.

TRANSPORTATION CONNECTIONS

Underneath I-15 (I-15) FrontRunner and the Union Pacific Railroad share underneath I-15. This represents a major physical barrier that requires special attention, which can be found in the intersection analysis and design section of this document.

On-street bike lanes and improved sidewalks exist in either direction of I-15, providing sufficient cycling and pedestrian access in this area. Safety concerns exist regarding riders moving through this intersection because on-street bike lanes disappear without warning. Ideas to demount or merge the dedicated freeway begins, offering connections to park blocks along 800 West and the existing neighborhood commercial center along 900 West between 800 - 900 South. On-street bike lanes along 600 West provide a gateway to the neighborhood commercial center, the Intermodal Hub and Downtown Salt Lake City.

PROGRAM OPTION 1



PROGRAM OPTION 1:
NATIVE PLANTINGS

The context of this node is primarily urban, with little or no parks or open space immediately available. One idea is to plant native plants into this context, without creating unnecessary water use involves, native or adaptive plantings along residents and freeway users. It would also create a gateway connection with the park blocks along 800 West and 900 South.

PROGRAM OPTION 2



PROGRAM OPTION 2:
ART INSTALLATIONS

The area underneath I-15 is a safety concern, an unpleasant experience and overall non-place. One way to improve the area is to create art installations which could assist in making a beautiful and safe space for those utilizing the corridor at night.

Another way to enhance the experience of freeway users as they pass underneath I-15 is to display art installations which celebrate and freeway abutments. This would celebrate its role as an east to west gateway representing the diverse and welcoming Salt Lake Valley and welcome visitors.

PROGRAM OPTION 3



PROGRAM OPTION 3:
HISTORIC RAIL INTERPRETIVE PARK

To connect corridor users with its rich heritage, an interpretive park or locomotive and other historic rail components is proposed. It may also feature seating, landscaping, necessary to support events ranging from family picnics to community gatherings.

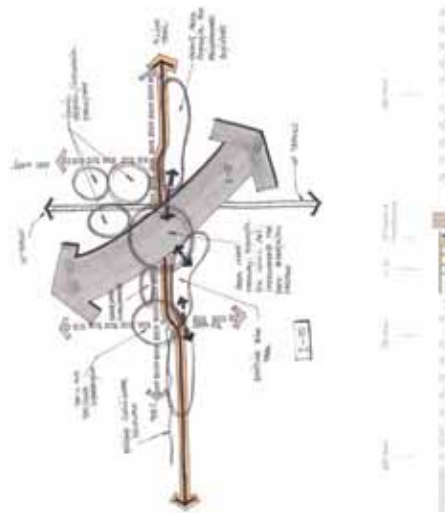
PROGRAM OPTION 4



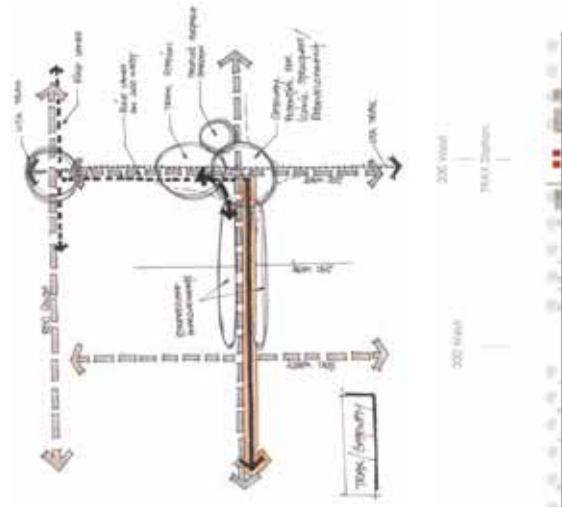
PROGRAM OPTION 4:
EXPANSION OF EXISTING BIKE PARK

A bike park has been installed in the area immediately west of the 9 Line corridor and has great community support. The VSI Master Plan also envisioned this space use at that location.

This bike park area should be enhanced to become a destination for users of the corridor. Youth and other bike enthusiasts in the community. This could include streetscape amenities such as landscaping, signage, seating and other amenities. These enhancements to further enhance this regional destination space.



7 - TRAX GATEWAY NODE ANALYSIS & POTENTIAL



NEIGHBORHOOD CONNECTIONS

The intersection of 900 South & 200 West is a significant gateway to the corridor because it is a major connection point to LITA, TRAX, and bus routes. On-street bike lanes and sidewalks provide access for 9 Line users to connect from public transportation or other points further eastward to the corridor.

Cases of lack of signage / wayfinding, physical trail bifurcation, and destination recreational users negatively affect the number of potential users along the 9 Line at this node.

ADJACENT LAND USES

This node along the corridor is typified by a gritty urban context featuring a wide variety of land uses including all types of residential, neighborhood commercial and light industrial and manufacturing uses. Numerous surface parking and vacant lots present opportunities for future development.

IMPORTANT NODES / POINTS OF INTEREST

The district north of this node is a neighborhood in transition known as the Peoples Potable Garden. This area is home to a variety of creative businesses. On the northeast corner of this node the Peoples Potable Garden is an important community point of interest drawing in residents from the adjacent neighborhoods. This area is also known for a variety of ethnic restaurants and businesses.

TRANSPORTATION CONNECTIONS

This intersection is an important transportation node, providing connections to the corridor from the east. It is a major connection point for 9 Line users from modes of public transit, providing mobility options to most major destinations throughout the Salt Lake Valley.

Access to this intersection from the 9 Line corridor by pedestrians and cyclists is well served, with on-street buffered bike lanes and sidewalks between 200 West and I-15. Once reaching this point, users of the 9 Line can access the aforementioned public transportation options. However, for those continuing further east to points of interest such as Liberty Park and the neighborhood commercial district, users are faced with a transition to a shared lane without signage warning them of this change. The option does exist to head one block north to access the east to west route with on-street bike lanes spanning much of the Salt Lake Valley.

PROGRAM OPTION 1



PROGRAM OPTION 1:
CYCLE CENTER

A cycle center at this node would accomplish two goals: to encourage commuting riders to park their bikes at this location; and to allow for bike rental by visitors who wish to follow the eastern gateway of the 9 Line with Salt Lake City's GREENMARKETS program or through private enterprise.

PROGRAM OPTION 2



PROGRAM OPTION 2:
GATEWAY

The intersection of 200 West & 900 South is the 9 Line's eastern gateway for the purposes of this program. The location is well served by public transportation or in their cars, capturing the attention of visitors who wish to follow the eastern gateway of the 9 Line with Salt Lake City's GREENMARKETS celebratory overhead gateway, provides the opportunity to create a sense of arrival and catalyze curious passersby to explore further.

PROGRAM OPTION 3



PROGRAM OPTION 3:
BRANDED INTERSECTION

The intersection of 200 West and 900 South in the Salt Lake Valley is a major connection point for many commuters passing by this location on public transportation or in their cars, capturing their attention. A branded intersection and streetscape improvements clearly denote this gateway and provide a sense of arrival and catalyze curious passersby to explore further. This may take the form of painting the street, using pavers or scored concrete. Also small 9 Line logos could be painted in the buffered section between 200 - 600 West.

PROGRAM OPTION 4



PROGRAM OPTION 4:
OUTDOOR DINING

Provide incentive for the creation of outdoor dining and future dining establishments along the 9 Line. Between 200 - 300 West there is a concentration of restaurants, including a wide variety of cuisines. This program provides incentive and/or removing any regulatory barriers preventing the creation of outdoor dining or other dining experiences at the eastern gateway of the 9 Line. This would serve to support existing local businesses, and catalyze development of similar enterprises.

INTERSECTION ANALYSIS & RECOMMENDATIONS

INTERSECTION TYPES

The following outlines barriers, as well as opportunities faced by the 9 Line in terms of non-traditional and major roadway intersections along the trail in the study area, fall into one of several categories.

Type 1: Sections of on-street bike lanes on low-lane roadway through signalized intersections, with existing sidewalks along the route (900 South & 200 West, 300 West).

Type 2: Intersection of a two-lane roadway where bike lanes are non-existent with a minor street (Jordan (900 South & 600 West)/from Jordan)

Type 3: A grade semi-signalized trail crossing on multi-lane arterial street distance from signalized intersection with parallel sidewalks and bike lanes (900 West).

Type 4: Redwood Road - a major IDOT roadway with high traffic, volumes and no existing trail crossing.

The intersections below present greater than typical barriers and / or opportunities to trail users and will be analyzed in depth in the following pages.



900 SOUTH & 200 WEST

As the eastern gateway for the existing project boundary, this intersection is a key location for the 9 Line. A UTA Trax station immediately north of 900 South, as well as several UTA bus route stops provide mobility to and from this intersection at 200 West. Buffered bike lanes along 900 South connecting 9 Line users to the station and bus route stops, as well as providing a clear path for continuation east of this intersection. Existing sidewalks improvements and signals provide adequate access and crossing for pedestrians.



- Evaluation of continuing bike lanes or cycle track eastward should take into account the existing street layout, including Liberty Park and 900 South & 900 East. This should be coordinated with the ongoing Bicycle and Pedestrian Master Plan effort.
- In the event bike lanes extend eastward, dishing of the lanes through the intersection, as well as the potential presence of cyclists.
- Evaluate a two-stage left turn for cyclists to allow eastbound riders on 900 South to more easily make the left turn onto 200 West across several lanes of traffic and access the TRAX station.
- The intersection could be particularly useful to increasing pedestrian and cyclist safety.
- Closure and reallocation of landscaping at any unnecessary/under-utilized curb accesses would signal to pedestrians that they may safely proceed.



INTERSECTION ANALYSIS & RECOMMENDATIONS

900 SOUTH & 300 WEST

300 West is a busy north-south vehicular arterial serving a variety of surrounding land uses. The intersection with 900 South is a high-visibility buffered bike lane, both of which are along 900 South, meet the needs of pedestrians and cyclists connecting to the 9 Line along 900 South. However, the adjacent land uses have created a vehicle-centered physical environment that is not as inviting for pedestrians and cyclists. The intersection is characterized by a lack of refuge islands and medians, a lack of parking lot access, right turn pockets, and the lack of refuge islands and medians.

Potential solutions should seek to increase the overall visual appeal of the intersection, increase the visibility of the 9 Line along 900 South, and create a more walkable and safe environment for pedestrians and cyclists of all ages and abilities, including families.



- Striping high visibility crosswalks at this intersection could be particularly helpful for pedestrians and cyclists.
- Evaluate eliminating right turn pockets along 300 West in order to accommodate a landscaped median and refuge for pedestrians. This would increase the safety and visual appeal of the intersection at 300 West.
- Evaluate potential road diet for 300 West, which should be coordinated with the Salt Lake City Bicycle Master Plan to determine the potential opportunities for the creation of a complete street along 300 West.
- Investigation of reevaluation for existing land uses which would create a more pedestrian-friendly and vibrant atmosphere.



900 SOUTH & I-15

At this location, the existing bike lane disappears on either side of the rail crossing. The bike lane is approximately 30 feet wide on the east side of the rail crossing and decreases to approximately 25 feet at the rail crossing. In this location, bikes share the lane with vehicles where 900 South crosses the FrontRunner tracks. Pedestrian paths in this crossing are not clearly defined. The crossing area is a potential area for multiple uses, and it is recommended to investigate the option of a path that could be interlocking (and hazardous) for cyclists pulling bike trailers across the tracks if a train is approaching.



- Options for improvement could include modifying gate dimensions to allow more space for cyclists and pedestrians to navigate the crossing. Added lighting and signage could also be considered to improve visibility and enhance the visibility of train users and make it a more comfortable experience.
- On 900 South crosswalks on either side of the rail corridor are minimal or non-existent. The City should consider installing better mid-block crossings to access the new bicycle park immediately west of I-15.
- The crossing area is a potential area for multiple uses, and it is recommended to investigate the option of a path that could be interlocking (and hazardous) for cyclists pulling bike trailers across the tracks if a train is approaching.
- Design concepts should consider adding traffic calming elements to increase the visibility of rail crossings.
- Bikes and lanes on both sides of this intersection approaching, the bike lane terminates to transition to a shoulder in the center of the lane.
- Repair or replace pavement at train tracks to ease cyclist transition.



INTERSECTION ANALYSIS & RECOMMENDATIONS

900 SOUTH & 900 WEST

This location also has a spacing issue, with the existing trail crossing at a relatively short distance from the 900 South & 900 West intersection. Furthermore, while the pedestrian signal head with a push button in the center of the intersection is a good idea, it is not ideal for crossing the intersection. The pedestrian signal is connected with the 900 South & 900 West signal, yet there is nothing to indicate to traffic on 900 West that they need to yield right-of-way to pedestrians in the crosswalk. Meanwhile, the pedestrian signal head presents a green "walk" signal, which gives a false sense of security for trail users, and should be rectified as soon as possible.



- The existing crossing needs maintenance of pavement, curbing, and striping.
- Striping to increase pedestrian and cyclist safety.
- Rectangular flashing beacons to alert drivers that trail users are present and have a walk signal to cross the road.



REDWOOD ROAD

The trail terminates at Redwood Road, but is planned to continue on the west side of the road. The intersection of the trailway with Redwood is at an awkward angle which presents challenges and constrains the alternatives for this crossing. There is an existing refuge island which presents an opportunity for redevelopment of the intersection. Given that Redwood Road is a four-lane major arterial with 40 mph speed limit, a location, an unimproved crossing for the trail isn't recommended here.

Basic sidewalks are missing on the west side of Redwood Road at this location. Sidewalk infrastructure should be included in any proposals for redevelopment of this intersection to better connect trail users to Indiana Avenue, and also to intersections south of the trail.



- One possibility is to direct trail users to Indiana Avenue to cross. Improvements to existing intersections would be needed to effect pedestrians to this intersection. However, trail users may opt to attempt to cross Redwood Road where the trail ends.
- Another option would be to explore a signalized crossing of this intersection. The City could approach IDOT to consider a HAWK beacon or crossing device (see diagram below).
- A bridge at this location provides a safe crossing for pedestrians. This alternative would be more costly than other options, but could provide present sight obstructions, and could limit future development alternatives along Redwood Road (represented by dashed lines in diagram below).





IMPLEMENTATION OVERVIEW

Implementation describes the strategies by which projects (concepts) are implemented. It is not the same as the vision, the goals, and not "left on the shelves." Implementation is not a one-time event but rather an ongoing process (which could take several years) within which various projects are tackled incrementally as resources and circumstances become feasible to do so.

The aim of this implementation section is to identify projects that are:

1. Low cost and easy to do.
2. In line with the character of the 9 Line vision to life.
3. Championed by the community, city, private market or a combination thereof.

Implementation also addresses maintenance and suggests strategies for the upkeep of the infrastructure.

For the projects identified, information is offered that preliminarily identifies:

- What are the details of the project?
- Why is the project important to the 9 Line and adjacent neighborhoods?
- Who is responsible, or should participate, in project implementation?
- How will the project be funded?

IMPLEMENTATION FRAMEWORK

In this section, a general framework is described that acts as a basis for categorizing projects for implementation based on their impact and barriers.

Impacts capture benefits to the corridor and surrounding community, such as beautification of neighborhood locales, improvements to existing transportation infrastructure, increased recreation opportunities, improved safety and recreational options, increased community pride, and generating new businesses and development.

Barriers for implementation refer to costs or funding requirements, regulatory requirements, multiple stakeholder groups, complexity of the undertaking as well as time-intensive projects.

This matrix chart on the page depicts the general framework, by which projects can be categorized for implementation using information about potential impacts and barriers. The flexible tool is intended to aid Salt Lake City in choosing which

FOUNDATIONAL PROJECTS

The master plan process for the 9 Line corridor has preliminarily identified three initial, foundational projects. These projects are considered necessary to implement initially in order to establish a strong foundation upon which other recommended projects can be implemented. These projects are considered foundational because they are less complex, or short-lived. Thus, while some may be more costly than other projects, they are crucial to the long-term success of the overall vision for the 9 Line corridor.

These projects have been selected based on public input, research of best practices, and a study of nationwide precedents. They are:

A. Maintenance Plan

The maintenance plan should address short and long-term needs of the landscape in the corridor, including variations based on season. This includes provisions for clean-up at the end of the growing season, as well as snow and ice removal. The plan should also address seasonal maintenance needs, such as tree care and purposes year-round. It should be clear about which seasonal items fall under City or community responsibility. Funding sources should be identified to meet the stated goals of the maintenance plan. It should seek to incorporate sustainable features and practices throughout the landscaping and site work, as well as signage, lighting and other features. The plan should be developed in coordination with members of the community and local businesses. The plan should be developed in coordination with members of the community and local businesses. The plan should be developed in coordination with members of the community and local businesses.

The maintenance plan should be developed in coordination with members of the community and local businesses. The plan should be developed in coordination with members of the community and local businesses. The plan should be developed in coordination with members of the community and local businesses.

The ongoing development of the 5 Line in the communities of Sugar House and South Salt Lake provides a precedent example of how the 9 Line Corridor Master Plan may potentially be implemented. A community organization, the Friends of the 5 Line, has been instrumental in the development of the 5 Line Greenway. The Friends of the 5 Line Greenway, as well as the project delivery process, the intricate and detailed nature of the overall design of the greenway requires an involved design team in order to achieve full effect. By virtue of their close involvement in the design vision and ensuring its continued success in the future.

There are many active members of the communities along the 9 Line corridor who are interested in the development of the 9 Line Corridor. The 9 Line Corridor Coordination Committee and many others who could potentially fill this role. These organizations may also be organizations who may step forward to see that the master plan is implemented and properly maintained in order to realize its full potential.

IMPLEMENTATION MATRIX



Projects can be grouped into the various zones depending on their impact on the corridor and community. Balanced against anticipated barriers for implementation.

Zone A (High Impact/Low Barriers) is the Target Zone. Projects that fall in this zone are considered the most desirable and feasible, and are the focus of the suggested project is evaluated and falls in Zone I (Low Impact/High Barriers), then it would not be recommended for implementation. This plan does not describe any projects that fall in the category.

B. Landscape Replacement

One of the most frequently mentioned aspects of the existing corridor is need of improved landscaping. For the most part however, this is due to the obvious lack of (great) trees that have taken over the landscape. At certain times of the year, such as the fall, they make the trail almost unusable. Creating some ideas to opt for the lake lanes or 800' wide trail almost unusable. Creating some ideas to opt for the lake lanes or 800' wide trail almost unusable. Creating some ideas to opt for the lake lanes or 800' wide trail almost unusable. Creating some ideas to opt for the lake lanes or 800' wide trail almost unusable.

This should be developed with cooperative efforts from the aforementioned maintenance plan to ensure the future success and viability of the 9 Line corridor; not only a neighborhood amenity for local residents, but as a part of a regional trail network throughout the Salt Lake Valley. Overlapping areas such as consideration of how much maximum solar exposure for the trailway in the wintertime for passive snow melt.

C. I-15 Gateway Improvements

As the 9 Line passes underneath the bridge of I-15, it becomes uncomfortable and unsafe experience. For many users of the trail, this is a major gateway or connection point for east to west travel or vice versa. However, in its current condition, it feels more like a barrier. Long waits, loud noises and safety issues are some of the concerns. The City should take steps to improve the gateway experience. The City should take steps to improve the gateway experience. The City should take steps to improve the gateway experience.

The City has taken some initiatives to beautify and increase pedestrian safety at the I-15 underpass. This should be continued by commissioning art installations, passive landscaping and other pedestrian amenities should be installed to create some comfort for pedestrians as they wait. In cases where freight trucks are crossing the corridor, the City should also investigate the widening of the sidewalk at the underpass to create more available utilities. This should be enhanced to create a destination for users.

ACTION GROUPS

Each project will be identified under the most likely project champion (or champions) who could successfully oversee its implementation. This approach was recommended by Salt Lake City because it has been successful in the past by making expectations clear to each of the groups implemented. When all these action groups are working together to bring projects to fruition, they have the greatest chance for success.

These recommendations are made on the basis of resources available to each group, knowledge and/or expertise, potential ability and willingness and likelihood for success. The action groups considered for the purposes of this implementation plan are:

1. Community-Sponsored:

These projects can be implemented by Glendale or Poplar Grove Community Councils, community organizations, non-profit organizations, and neighborhood associations. These projects create the most sense of ownership since they are championed by residents or community members and encourage grassroots participation. These projects are envisioned to have limited implementation barriers and may have a little or no cost, but usually require 50+ hours' sweat equity.

2. City-Sponsored:

These project types would most likely be championed by Salt Lake City, Salt Lake County, SLC Redevelopment Authority or a consortium of several local public agencies. These projects need the authority and capacity of the City to bring to pass. The City can also provide the necessary incentives to encourage public-private partnerships, raise funds, coordinate with other agencies and attract investment.

3. Private Market-Sponsored:

These projects fall in the category of private market, because they would most likely be championed by local or regional businesses, start-up enterprisers or cooperatives.



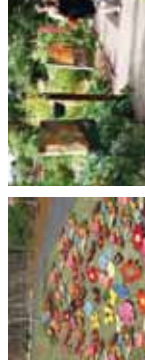
RECOMMENDED PROJECTS

These projects have been selected based on analysis using the implementation framework, public input, recommendations from other studies (such as the West Salt Lake Master Plan), planning best practices and the implementation framework. The projects are listed in an exhaustive list, but rather a suggestion of the highest impact projects with the aforementioned implementation framework in mind. Each project will be discussed with the most likely action group or groups to act as project champions), as well as a potential timeline for implementation.

It is worth noting that the recommended projects list is envisioned to be an active working document that can be updated as time goes on. Projects can be introduced or removed based on further analysis, or as a result of changes in local circumstances.

- Signage, Wayfinding & Education:** Community members can assist Salt Lake City in creating legibility for the corridor and the neighborhood. This should be achieved by creating signs and wayfinding amenities which are consistent with the vision for the corridor and the vision for the identity of the 9 Line as well as any City signage programs to prevent confusion. Multi-lingual local educational signage programs are also recommended. The signage should be consistent with the safety, and long-term vision. This could begin with temporary tactical signs such as those used by the Walk Your City movement, and later be replaced with permanent fixed signage.

- Artwork and Cultural Expression:** The residents in the adjacent neighborhoods can be encouraged to utilize the corridor as a 'canvas' for art and expression. The community should champion the creation of multiple opportunities for art expression along the corridor, including murals, public art, street art, etc. A neighborhood committee should be set up to coordinate this effort with the Salt Lake City Arts Council.



Neighborhood art expression

- Litter & Weed Control/Trash Removal:** Community members should develop a litter and weed control program similar to 'adopt-a-trail' to engage multiple demographic groups to participate in clean-up of litter and the removal of weeds and invasive plant species. These clean-up activities can be coordinated with local organizations, neighborhood organizations. Incentives and prizes can be used to encourage participation and to create a local culture around neighborhood pride.



Regular clean up efforts helps to create a sense of ownership among residents

- Interpretive/Historical Signage:** Building on the previous signage program, the community can work with the City and the Parks and Public Lands department to continue to champion the creation of more signage and interpretive signage. This could include historical rail equipment salvaged from the development of the Streetcar Greenway in Sugar House and South Salt Lake. These elements can help to strengthen the local identity of the corridor.

- Develop Community Gardens:** A number of residents expressed interest in the creation of community gardens in the neighborhood. These can be established as places for community interaction while strengthening the identity of the corridor. This can be done in conjunction with established organizations like the Woodlark Community Gardens.

- Policy & Ordinance Review and Update:** A major contribution to the realization of the vision for the 9 Line will be the appropriate policy review and update. This includes reviewing existing policies, ordinances, rules, documents and studies to coordinate and streamline proposed and adopted policies, ordinances, zoning, land-use codes and guidelines for the district, neighborhoods and community within which the 9 Line corridor traverses. This will ensure that subsequent projects are implemented within the legal and occupied parameters.

- Champion Identification:** The City can spearhead an effort in the short term to coordinate with public agencies, neighborhood organizations, and business owners to identify and support potential champions for the various projects identified to be implemented. This is key to ensure that there is no duplication in efforts and that all stakeholders have complete knowledge on who is responsible for what.
- Bike Rental & Storage:** Bike rental businesses should also be encouraged, especially in proximity to the bike park. This could be in conjunction with the Salt Lake City GREENBikes program or through private enterprise. Bike storage pods can also be introduced to encourage multi-modal transportation and support ease of transfer between modes.
- Rest Areas:** The City should develop rest areas along the corridor to encourage use by multiple user groups. Some of these rest areas could be developed in conjunction with existing rest areas that could have restrooms, and other services like bike repair stations and vending stations.
- Kayak Rental & Storage:** With a growing interest in kayaking on the Salt Lake River, the City should explore options for kayak rental and storage of kayaks and kayaking equipment. Coordination would be required with Salt Lake City and the Jordan River Commission to determine the best location to encourage kayaking, including rental and storage options. The rental and storage could be publicly operated or run through a public-private partnership.
- Project Branding & Marketing:** Private entities can be involved in creating a brand for the 9 Line. This branding effort should also include marketing to potential investors. This marketing effort can be ongoing through the life of the project and can be done in conjunction with the efforts of the City and neighborhood organizations.

- Develop Final Design Plans:** The 9 line corridor primarily functions as a multi-modal transportation corridor. However, there are several nodes along the corridor that serve as destinations. To prevent ad hoc development of these nodes, the City should oversee the development of detailed design drawings to fund, construct and implement the ideas and guidelines outlined in this plan. Key nodes include the 900 South & 900 West, Navajo Street and Redwood Road nodes.
- Install Retail Units & Food Trucks:** These are temporary structures that can be installed along the corridor with minimum barriers to implementation. They can be used to provide information, promote the corridor, or for wayfinding information. These can be installed and operated by private business entities and may be a local start-up or a satellite to a larger retail business. Salt Lake City should clarify regulations to make the installation of these units easier. Food trucks should also be allowed into high-activity areas along the corridor such as at any of the nodes identified in this plan.



Temporary utility truck (shades) can be installed along the corridor. These can be used for retail or services.



Food trucks can be introduced at several points along the corridor.



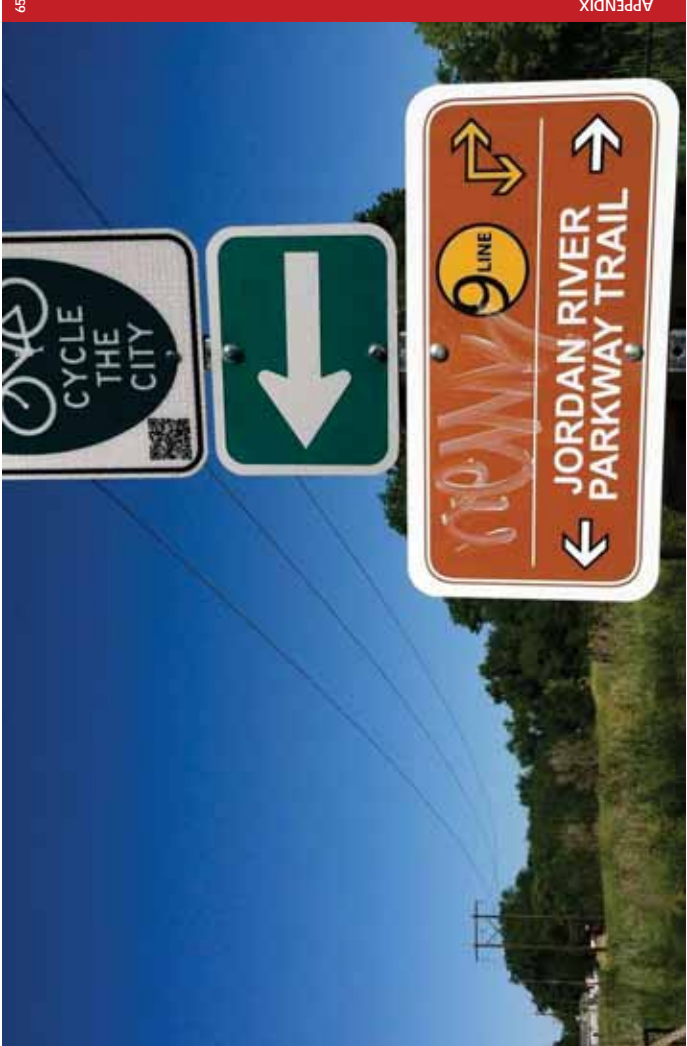
Improvements to the rain garden at 1150 South 2000 West will be necessary to implement the proposed 3-foot rain garden (R) which is a necessary component of the trailway (refer to "Design Guidelines" section of this plan). The rain garden will serve as an runoff catchment for stormwater. The rain garden will also be used for rainwater harvesting. Light bollards should also be installed on the rain garden to light the trailway for safety and legibility at night.

- Rain Garden & Lighting of Corridor:** In the mid-term, it will be necessary to implement the proposed 3-foot rain garden (R) which is a necessary component of the trailway (refer to "Design Guidelines" section of this plan). The rain garden will serve as an runoff catchment for stormwater. The rain garden will also be used for rainwater harvesting. Light bollards should also be installed on the rain garden to light the trailway for safety and legibility at night.
- Typical Intersection Updates:** The 9 Line crosses a number of identified intersections as well as some for unique intersections. These interventions are to prevent vehicular/pedestrian/bike conflicts and for ease of use of the amenity. In the mid-term, the City can install signage, striping, and lights as necessary and recommended.
- Node Development:** In the mid-term, ongoing efforts to create the nodes along the corridor should be developed. Baseline infrastructure that will support the development of these nodes should be put in place at this time.
- Additional Trail:** To fully achieve the vision for the trailway, an 8-foot general use trailway should be installed to the north of the trailway. This trailway should be installed to provide a buffer zone to prevent conflicts between pedestrians and cyclists as the trailway gets more busy. When this happens, the existing trail should be striped in the middle to create two-way traffic for cyclists.

- Typical Intersection Updates:** The typical intersections should be updated to include signage, striping, and lighting measures to give pedestrians and cyclists the priority at intersections and the maximum safety. This can be done gradually over time as funds become available and as demand along the 9 Line trail increases.
- Business Incubator Units:** Business incubator units can be developed on property identified for future retail pods at various nodes. One typical example could be the 900 South & 900 West area. These business incubators can be a draw for local residents to support business ideas and to assist new start-up businesses with inexpensive rental space.
- Ongoing Node Development:** The private market should be involved in the development of the identified nodes most likely through public-private partnerships. Ongoing efforts to create the nodes should be developed of housing and mixed-use units as well as the provision of infrastructure and supporting amenities like playgrounds, interactive art displays, etc.
- Develop Neighborhood Commercial Nodes:** Private market participation in the long-term can lead to private only or public-private initiatives that can fully implement the concepts for the development of the nodes identified in this project in conjunction with the West Salt Lake Master Plan.



Some community amenities like playgrounds and plazas could be provided at some of the nodes identified in the plan. Other developments could include housing and mixed-use units at the commercial nodes.



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RELEVANT PRECEDENTS



Early in the process of imagining what the 9 Line could become, research on relevant precedents was undertaken to identify trail precedents in the United States that provided opportunities. Corridor precedents in cities across the United States were investigated, with an emphasis on former rail corridors, connections to transportation, greenways and open spaces, and similar land-use context.

It quickly became obvious that the 9 Line has a unique combination of characteristics. However, there are elements in many of these railways which provide glimpses into what the 9 Line could be. The following precedents have been analyzed to inform the development of urban design standards and best practices for the future of the 9 Line.

General information about some of the precedents as well as potential applicable elements are seen at right.



Bloomingsdale Trail - Chicago, IL
length: approx. 3 miles
historical use: abandoned urban rail line
status: design complete, currently under construction
recreational uses: cycling, walking, jogging, kayaking
program/activities: public art, environmental remediation, interpretive environmental & historical elements, outdoor vending, unique neighborhood labels



Midtown Greenway - Minneapolis, MN
length: 5.5 miles
historical use: sunken rail corridor
status: opened 4 phases b/n 2000-2007
recreational uses: cycling, walking, jogging
program/activities: public art, retail, separated trailway, 24/7 access
 - flowered in winter, lights at night, community gardens, maintained by bicycle-oriented retail centers to the needs of trailway riders with Midtown Greenway Coalition



Cherry Creek Trail - Denver, CO
length: over 30 miles
historical use: historic American horse-drawn stagecoach route
status: complete, additional connections ongoing
recreational uses: cycling, walking, jogging, kayaking
program/activities: public art, environmental remediation, interpretive environmental & historical elements, wildlife viewing, kayaking



Schuykill River Trail - Philadelphia, PA
length: 27 miles
historical use(s): heritage & recreation areas, abandoned rail lines
status: complete
recreational uses: cycling, walking, jogging, requestion
program/activities: public art, interpretive & historical elements, wildlife viewing, outdoor retail, connected to regional trail network, urban cycling, fishing



Dequindre Cut Greenway - Detroit, MI
length: 1.35 miles
historical use: urban rail corridor
status: design complete, others ongoing
recreational uses: cycling, walking, jogging, kayaking
program/activities: public art, interpretive environmental & historical elements, parks, public art, interpretive historic elements



Old Dominion Trail - Washington, D.C.
length: 45 miles
historical use: rail corridor
status: complete
recreational uses: cycling, walking, jogging, requestion
program/activities: heritage and interpretive signage, public art, wildlife viewing, separated trailway, connected to regional trail network, parks and playgrounds, historic rail shuttles

CORRIDOR ANALYSIS

EXISTING CONDITIONS: CORRIDOR CONTEXT & SECTIONS

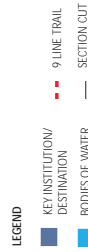
Moving through the 3-mile long existing corridor is a rich and diverse experience. Heading west from the eastern trailhead, the user encounters a mix of uses and experiences. The corridor transitions from an industrial/manufacturing context to residential neighborhoods then on to an industrial/manufacturing context. Understanding the opportunities and constraints of the existing corridor right-of-way in these diverse areas will be important in planning the relationship between the types of uses and experiences can occur along the way, and where they are best suited.

AREA A - This area is characterized by manufacturing uses and vacant land. Original rail remains in place, and in some cases in use, thus no trailway has yet been established.

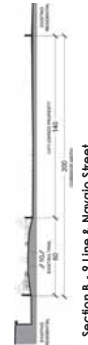
AREA B - A compact street grid supports residential neighborhoods in this area, creating frequent intersections with the paved trailway in a narrow corridor.

AREA C - The corridor is widest in this area connecting users to regional parks and high quality urban amenities. This area features a mix of residential and commercial uses.

AREA D - A neighborhood in transition, commercial & manufacturing uses are giving way to an urban residential neighborhood. The trail is comprised of on street buffered bike lanes.



Section A - 9 Line & Redwood Road



Section B - 9 Line & Navajo Street



Section C - 900 West & 900 South



Section D - 1-15 & 900 South

CORRIDOR ANALYSIS

EXISTING CONDITIONS: CONNECTIONS

The 9 line is intended to be a portion of the Transvalley Corridor, spanning across the Salt Lake Valley from east to west, however it has inherent potential to be more than just another freeway. By virtue of its proximity and connections to parks, commercial centers, and other freeways it has the ability to create and utilize resources for community members and regional users alike.

The corridor provides mobility options for area residents and visitors alike. The corridor is intended to be a public transit corridor, open spaces and recreational uses. By understanding these relationships, the future plan will be able to integrate the corridor with adjacent neighborhoods through transit, parks, and other amenities. Community members should be carefully consulted in the future plan in order to balance the needs of everyday commuters of all ages and abilities, while also attracting and supporting recreational users of the space.

The legend below describes some of the assets and weaknesses of particular importance to the future planning of the corridor.

- LEGEND**
- PARKS OR OPEN SPACE
 - BODIES OF WATER
 - PUBLIC TRANSPORTATION
 - BICYCLE PATH / TRAIL
 - 9 LINE TRAIL
 - UNION PACIFIC RAIL



CORRIDOR ANALYSIS

EXISTING CONDITIONS, OPEN SPACE & NATURAL FEATURES

As seen in the map below, the 9 Line provides important access to regenerative open spaces for residents and businesses in Glendale and Poplar Grove communities. The 9 Line is a portion of an east to west trail and open space corridor that connects to the Jordan River Parkway regional trail, the Jordan River Parkway and Bonnaville Skyline Trail, which both run roughly north-south. Known as the Transvalley Corridor, this trail was identified in the 1992 Salt Lake City Open Space Plan and provides a multi-use trail connection in the form of a trail, parkway and paved trail.

The intention is to improve connections between the trail and parkway segments and provide residents throughout the Salt Lake Valley access to some of its best open spaces.

- LEGEND**
- PARKS OR OPEN SPACE
 - BODIES OF WATER
 - GREENWAY OR TRAIL



CORRIDOR ANALYSIS

EXISTING CONDITIONS: IMPORTANT VIEWS

As one moves through the corridor today, on foot or on bike, the user experiences excellent views of many of the natural resources in the Salt Lake Valley. These include the Wasatch-Cache National Park, the Wasatch and Ogden Mountain ranges on the east and west ends of the valley, but also of the Jordan River when the 9 line crosses it at Jordan Park near 905 South and 900 West. Moreover, the corridor affords several views of the water that is critical to the quality of residential neighborhoods and industrial infrastructure.

While protecting and emphasizing these views will be important, the user will also benefit from opportunities to see new views. Providing seating and opportunities for elevated viewing at key locations is a unique opportunity which exists for the corridor. The location and elevation of these viewing areas and the views they may be able to provide should engage the user regarding viewsheds of ecological, geologic or historic importance enhancing their experience of the corridor.

The numbered views to the right correspond with the symbols on the adjacent map.



PUBLIC OUTREACH

PROJECT BRANDING

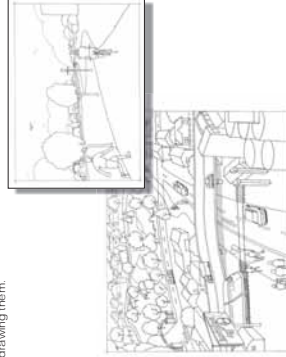
A brand image and tag line was created for the outreach effort. The brand image was a fresh and attractive and unique to the project.

The image included an abstraction of a typical walk along the corridor. The tag line was written in English and Spanish, allowing it to reach a greater population in the community.



YOUTH ENGAGEMENT

The public involvement process targeted kids and teenagers, as part of the general public, to obtain input on their specific needs for the corridor. The graphic on the left shows the results of the process. The graphic on the right shows the results of the process. The graphic on the right shows the results of the process.

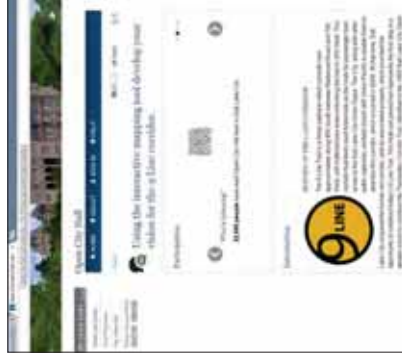


INTERNET BASED RESOURCES

Community members were reached through Salt Lake City's Open City Hall web portal. Citizens were able to see latest updates to the project and were able to make contributions through the interactive map.

The interactive map created an opportunity for community members to pinpoint specific areas of interest along the corridor. Comments were able to be submitted directly to the project team. Additionally, other commenters were enabled to support by other members of the community allowing for a constructive virtual dialogue.

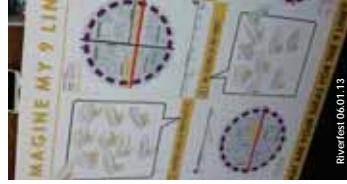
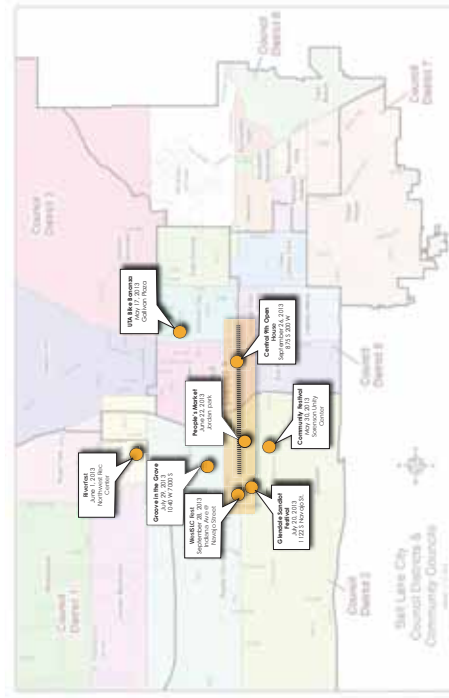
A phone and email address was made available to the public by which the planning and design team could be contacted for information, questions or concerns.



PUBLIC OUTREACH

This map shows the community events that were attended by the project team to solicit public feedback about the future of the corridor. The map shows the event, date, as well as the relative location to the corridor itself, which is shown as the orange-shaded region.

Pictures of some of the events, community members and outreach materials are shown at right.



VISUAL SUMMARY

A visual summary of priorities from the public outreach events is shown in this word diagram. The larger font size represents the words most frequently used.



HISTORIC PHOTOS

During the research and discovery phase of the corridor plan development process, numerous historic photos were collected from the Utah State Historical Society archives.

Some of the photos are shown here to provide historic context of the development of communities in West Salt Lake including early camps of miners, logging, businesses and schools in the area of today's 91 Ave. trail.

Additional views include the development of the rail lines into the Salt Lake Valley for both shipping and passenger travel.



900 South canal pipe



1922 - Grant Tower



1928 -sewer and track along 900 South



1906 - Hoffman Property 700 South 1000 West



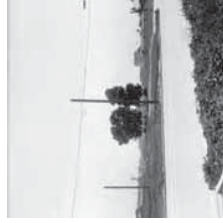
1922 - Grant tower



1911 - Bramel Brick 900 South 700 West



1910- Dr. Hampton House 800 South 1143 West



900 South 800 West



1917 - 900 South & 900 West



1916 - Riverside School 8th Grade class

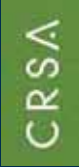


Heaman Asphalt Plant 900 South 500 West



9 LINE CORRIDOR

MASTER PLAN review draft



NOVEMBER 4, 2013

Why is this park in Vancouver better than SLC's Pioneer Park? (Part 1)

Earlier this year I visited Vancouver for the first time. It's a city that looms large in urban writing, both because of it's achievements and the urbanists it has produced.

So it didn't take me long to see an example of something working well: the park in the pictures below.

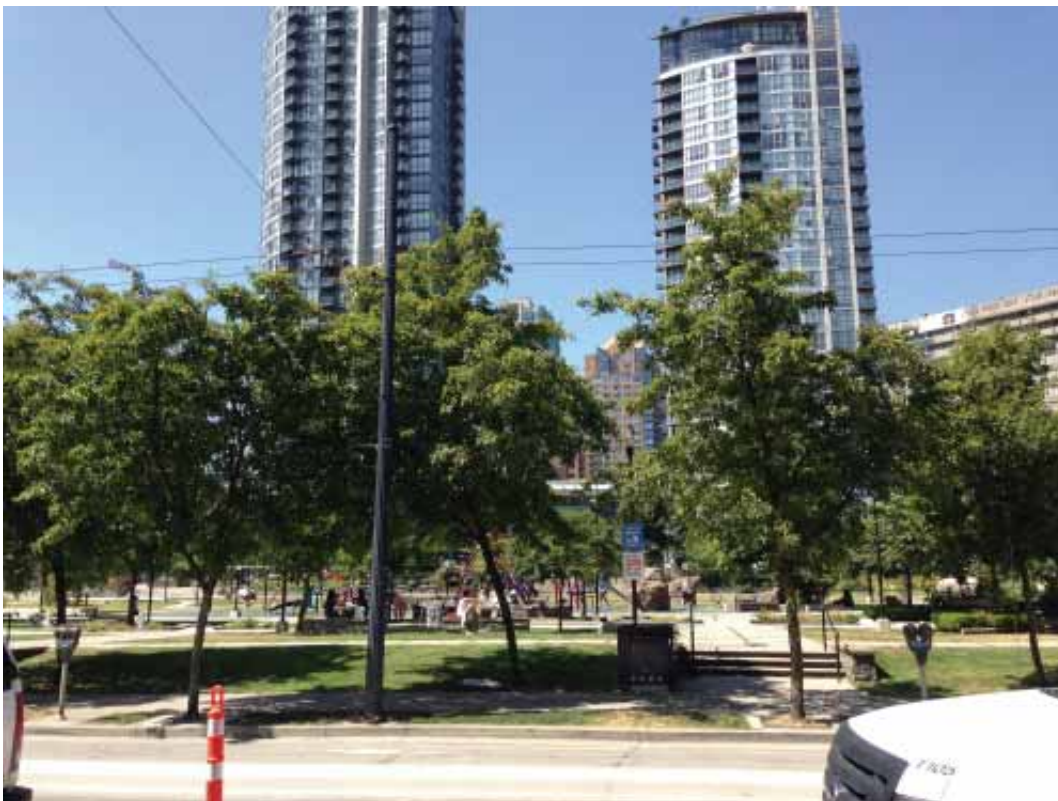


http://abouttownutahdotorg.files.wordpress.com/2013/11/img_1908.jpg





<http://abouttownutahdotorg.files.wordpress.com/2013/11/dscn0673.jpg>



http://abouttownutahdotorg.files.wordpress.com/2013/11/img_2109.jpg

During my time in Vancouver this park appeared to be well-used and successful. It was filled with families, children, a few elderly people, etc. It was a place that after just a brief glance made me want to experience more of it.

Which all got me wondering: why isn't Salt Lake City's Pioneer Park equally successful?

Pioneer Park is an attractive and well kept place. It's just a few blocks from the very center of the city, and well within downtown. It's also the site of the Twilight Concert Series and the Farmer's Market in the summers.

And yet Pioneer Park is unequivocally a failure at the moment. Other than the few hours per week when it hosts concerts and markets, it's empty but for a semi-permanent encampment of homeless people. I run in the park — sometimes I'm the only non-homeless person out of 70 or more people — and I often see fights, drug deals, prostitution, and general mayhem. Earlier this year, [I even saw a dead body \(http://m.sltrib.com/sltrib/blogscrimcourts/56940302-71/park-body-family-fire.html.csp\)](http://m.sltrib.com/sltrib/blogscrimcourts/56940302-71/park-body-family-fire.html.csp).

So why are these two parks, which are both attractive and well-located, so different in character?

There are many reasons, and I plan to touch on others in the future, but here's a big one: density.

If you look at the edges of the park in those pictures, you see lots and lots of skyscrapers. Vancouver is famous for the way it has added density, but this park is a good example of what density does: it puts more people on the street and surrounding destinations. That in turn increases safety and economic vitality; if there are suddenly 30 families at a park, drug dealers, for example, end up elsewhere — either by choice or because a bunch of middle class people won't tolerate them.

Now lets look at Pioneer Park:





http://abouttownutahdotorg.files.wordpress.com/2013/11/img_3666.jpg



http://abouttownutahdotorg.files.wordpress.com/2013/11/img_3674.jpg

The first of those two pictures of Pioneer Park shows a new housing project now being completed on the north side. There's another condo development next door, but that's pretty much it right now. In the second picture, the kind of development that rings the park's other sides is sort of visible: a gas station, a small office building, a tiny Enterprise rent-a-car location, a nut processing factory, etc. There are also some parking lots and painfully bland, low-rise hotels.

So clearly, the type of development surrounding these parks is radically different.

It's also worth pointing out that the type of housing being added around Pioneer Park is laughably modest; more people probably live in half of one Vancouver high rise than live in all the condos added recently near Pioneer Park.

I realize there are significant differences in the real estate markets of these two cities. But my point is that what counts as "density" in Salt Lake would barely be a blip on the radar in Vancouver. Whether

that minimal density — including any upcoming, similar mid-rise projects — will be enough to revitalize the park over time remains to be seen, but it's important to recognize that the great park in another city was surrounded by hundreds (or thousands) more people than we're aiming for in Salt Lake. Our ambitions are comparatively modest, so I wouldn't be surprised to see more modest results.

In any case, density matters. The successful park has it, the failed one doesn't. Density isn't always easy to cultivate and the *kind* of density matters too, but on a very basic level you just need a lot of people around if you want a successful space.

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Written by [jimmycdii](http://abouttownutah.org/author/jimmycdii/) — Posted in [Salt Lake City](http://abouttownutah.org/category/salt-lake-city/) — Tagged with [density](http://abouttownutah.org/tag/density/), [pioneer park](http://abouttownutah.org/tag/pioneer-park/)

2 comments



NOVEMBER 4, 2013 - 11:49 AM

Emily S.

This is a great post! I'd love to see Pioneer Park used more. What do you think of the density explanation when comparing Liberty Park, which is used quite a lot, to Pioneer? Is it just because downtown, as a whole, is not too residential? Or is it one of those tipping points, where we'd need some critical mass of middle class people using Pioneer before the mayhem dissipates?



NOVEMBER 4, 2013 - 10:11 PM

[jimmycdii](http://trippingovertheworld.wordpress.com/)

Thanks!

The Liberty Park example is a good one and it clearly has less surrounding density than the park in Vancouver I'm using. I think you're right in mentioning a kind of critical mass or tipping point; at a certain point there's enough people who won't tolerate drug deals and that point can probably be reached without a bunch of high rises. I think Liberty Park probably has that and Pioneer Park could have it as well, if we added more density (along with other things).

So yeah, I think we need to get to a certain point w/ Pioneer Park and the problems will probably dissipate on their own. I think what excites me about Pioneer vs. Liberty is that there's a ton of space around the former while the neighborhood surrounding the latter is all built up. So, there's a ton of opportunity to fill in the space around Pioneer so that it's super successful.

[Cars and fiscal responsibility: diametrically opposed? \(http://abouttownutah.org/2013/11/01/cars-and-fiscal-responsibility-diametrically-opposed/\)](http://abouttownutah.org/2013/11/01/cars-and-fiscal-responsibility-diametrically-opposed/)

[Why is this Vancouver park better than SLC's Pioneer Park \(Part 2\) \(http://abouttownutah.org/2013/11/05/why-is-this-vancouver-park-better-than-slcs-pioneer-park-part-2/\)](http://abouttownutah.org/2013/11/05/why-is-this-vancouver-park-better-than-slcs-pioneer-park-part-2/)



⌵

Please Write a Letter to the Salt Lake City Planning Commission and Tell Them Of Your Concerns About the Proposed Volunteers of America Co-Ed Young Adult (Age 18-22) Homeless Shelter on 400 West 900 South, and Your Opposition to the City's Issuing a Conditional Use Permit For This Use.

Also Voice Your Support for Adoption of the Proposed 9 Line Corridor Master Plan

(Put these suggested thoughts into your own words)

Deadline: January 5, 2014

Send an email to Michael Maloy (Principal Planner) at michael.maloy@slcgov.com and to Wilf Sommerkorn (Planning Director) at wilf.sommerkorn@slcgov.com . Send a copy of your emails to: Mayor Becker: mayor@slcgov.com; Elizabeth Buehler (SLC Homeless Services Coordinator): ; and Eric Shaw (SLC Economic Development Director):

Or

Mail Your Letter To:

Salt Lake City Planning Commission
c/o Mike Maloy, Planning Commission Staff
451 South State Street
Salt Lake City, Utah 84111

List of Concerns About Locating Young Adult Homeless Shelter at 400 W 900 S:

- I support proposed 9 Line Corridor Master Plan, which describes the 9 Line Corridor as a "Template" for positive development of critical East/West corridors. Locating a homeless shelter DIRECTLY ON the 9 Line Corridor irreconcilably conflicts with the goals and objectives of the 9 Line Corridor Master Plan, and will jeopardize its success. Pedestrians and bicyclists traveling the 9 Line Corridor already experience discomfort and fear about traveling this Corridor. Adding dozens of homeless young adults to this mix will only ensure that no pedestrians and bicyclists utilize this Corridor for East/West travel. For a copy of the 9 Line Corridor Master Plan, copy the following link into your browser: http://www.slcgov.com/opencityhall?pd_url=http%3A%2F%2Fwww.peakdemocracy.com%2Fportals%2F79%2F1604#peak_democracy Then click on the blue "Go to the topic" button. Then click on the picture of the 9 Line Corridor Master Plan.
- I support the proposed 400 West tram line extension. Locating a homeless shelter on 400 West, together with the 400 West tram line extension, will unacceptably INCREASE THE CONCENTRATION of homeless shelters and homeless people in this neighborhood.
- I support protecting youth from the dangers of the adult homeless population, and view homeless youth as a vulnerable subpopulation in critical need of protection. Locating a

youth homeless shelter within 6 blocks of the adult homeless shelters (and within 2 blocks of an adult drug rehabilitation facility) unacceptably places these homeless youth in harms way.

- I support protecting youth from the dangers of the adult homeless population. I understand that the adult homeless population travels along railway corridors. Locating a youth homeless shelter within a block of multiple active and inactive rail corridors unacceptably places these homeless youth in harms way.
- I support cutting edge social policy towards disaggregating homeless facilities and services so that no particular neighborhood is overly burdened by the homeless. Locating a youth homeless shelter within 6 blocks of the existing high concentration of adult homeless shelters and service facilities unacceptably INCREASES THE CONCENTRATION of homeless shelters (and thus, will increase the aggregation of homeless people) in this area of the City. I believe that Salt Lake City's highly concentrated homeless problem, with all of the associated negative impacts, will be exacerbated by locating yet another homeless shelter in close proximity to existing homeless shelters.
- I support the Mayor's appointment of Liz Buehler to the newly created position of Salt Lake City Homeless Services Coordinator to deal with the City's homeless issues. This appointee is new on the job and has not had time to develop the City's overall homeless policy and plan, let alone determine how locating yet another homeless shelter in close proximity to existing adult homeless shelters ties into that overall City plan. No new homeless shelters should be approved until the City has developed an overall homeless policy and plan (which should favor and implement cutting edge policy of disaggregation of homeless facilities and services as opposed to further concentration of such facilities and services) and the City has determined how this proposed additional homeless shelter fits within that plan.
- I believe that placing a young adult homeless shelter at this location will negatively impact this neighborhood, and that Volunteers of America will not be able to mitigate those negative impacts. It is a proven fact that many homeless persons loiter, litter, make noise, sleep and relieve themselves in public and private areas, vandalize, graffiti, prostitute themselves, use drugs and commit crimes. It is further a proven fact that the youth homeless population is a target for criminal perpetrators, drug dealers, and the adult homeless, etc. I do not believe that Volunteers of America can police their youthful clients outside the confines of their shelter facility. I do not believe that Volunteers of America can protect their youthful clients from criminal perpetrators, drug dealers, the adult homeless population, etc., outside their facility. I do not believe that Volunteers of America's mitigation plan of putting lights and video surveillance cameras on their facility will do anything to prevent these negative impacts beyond the range of their lights and cameras.

POLICY ESSAY

REDUCING HOMELESS - RELATED CRIME

Tackling homelessness in Los Angeles' Skid Row

The role of policing strategies and the spatial deconcentration of homelessness

Dennis P. Culhane

University of Pennsylvania

The policing initiatives in Los Angeles' Skid Row studied by Berk and MacDonald (2010, this issue) are part of a long history of using police to control public spaces and delimit the physical appearance of homelessness in the modern American city. Shop owners, local chambers of commerce, tourism officials, and their advocates in government have long been frustrated by the presence of visibly destitute men and women in commercial areas. These frustrations have led to repeated attempts to criminalize homelessness with ordinances that target panhandling, loitering, and sleeping in public (Foscarinis, Cunningham-Bowers, and Brown, 1999; National Law Center on Homelessness & Poverty, 2006). Even more commonly, police have been deployed to clear areas of indigent people by prodding them to "move along" or by loading them in vans for transport to shelters or even to other towns. People who are homeless have also been the target of differential enforcement of various laws as a means of discouraging them from settling in certain areas or for clearing them for special events (e.g., national political conventions, Olympics, etc.). Encampments and other informal squatter settlements have been dismantled regularly on the grounds of enforcing health and safety standards (Guy and Lloyd, 2010; Katz, 2010).

The rationale for the Safer City Initiatives (SCI) in Skid Row went beyond the mere management of physical space and aimed more specifically to reduce *crime* in the downtown district of Los Angeles. As Berk and MacDonald (2010) indicate in their test of its effects, the initiative was intended explicitly to reduce nuisance, property, and violent crimes that were thought to be associated with the spatial concentration of homelessness in Skid Row. The authors report

Direct correspondence to Dennis P. Culhane, University of Pennsylvania, 3701 Locust Walk, Philadelphia, PA 19104 (e-mail: culhane@upenn.edu).

that a “meaningful but modest” reduction occurred in crime in the period subsequent to the clearance of encampments and stepped-up enforcement. However, because crime rates remained approximately 60% of their prior levels, they also concluded that most of the crime in the area was not associated with public forms of homelessness *per se*. The area itself may have remained a place that attracts or is home to perpetrators of crime, regardless of the visible presence of people who are homeless. Moreover, as the authors note, because people who are homeless are more likely to be victims of some crimes, especially violent crimes, some of the crime reduction may be attributable to the removal of potential victims, not just perpetrators.

In any case, Berk and MacDonald (2010) conclude rightly that the SCI did not produce results that could support a policing strategy as an effective means to address homelessness. Without adequate alternatives to street homelessness, as in a sufficient supply of supported housing and emergency shelter, any clearance strategy is simply going to disperse people into other areas, where they will remain homeless. (Interestingly, the authors did not find a displacement effect on *crime*—people who were homeless and scattered by the elimination of encampments in Skid Row did not create an increase in crime in adjacent areas. Rather, they found a spillover effect—adjacent areas also saw declines in crime, possibly because of the carryover of stepped-up enforcement in adjacent areas.) As noted by Berk and MacDonald (2010), the SCI intervention was not intended as an intervention to address homelessness, but instead it was developed to fight the crime problems created by the *spatial concentration* of homelessness in encampments and on the streets of Skid Row. The authors report that they could not find any potential confounding explanations for the observed drop in crimes that were linked to the timing of the SCI. However, it is noteworthy that simultaneous interventions were underway in Skid Row sponsored by Los Angeles County, under the umbrella of the “Homelessness Prevention Initiatives,” which included the creation of expanded supported housing capacity, increased housing assistance under the General Relief program, and more aggressive Supplemental Security Income (SSI) enrollment. All of these programs were targeted to people who were chronically homeless in Skid Row. Each of these likely contributed to some declines in homelessness in the area but perhaps not in so distinct a temporal association with the SCI impacts found by the authors.

Regardless, the focus on the deconcentration of visible homelessness and encampments ultimately might prove to be of limited impact, *both* on the spatial concentration of visible homelessness *and* on crime in downtown Los Angeles. First, the intervention seems to be time limited. Police resources cannot be reallocated to this purpose indefinitely. Second, as noted by Berk and MacDonald (2010), the increased police presence may be among the lesser costs of the strategy compared with the costs of related arrests and incarcerations. Thus, it is not clear that the city, which bears the costs of the police, or the county, which pays for the jails, would want to sustain such a strategy. Indeed, a growing body of research—including a study evaluating a housing program targeting chronically homeless persons in Skid Row (Flaming, Matsunaga, and Burns, 2009)—shows that it is cheaper to provide supported housing for many of the chronically homeless than to have them shuttling among hospitals, shelters, and jails (Culhane,

Metraux, and Hadley, 2002; Gilmer, Manning, and Ettner, 2009; Larimer et al., 2009; Perlman and Parvensky, 2006;). Third, and perhaps most importantly, the spatial concentration of visible homelessness and encampments in Skid Row is caused largely by a factor left unaddressed by this dispersal strategy. Specifically, people are living in the streets of Skid Row *en masse* because of the spatial concentration there of large shelters, meal programs, and other social services that target people who are homeless. These programs have longstanding ties to the area and are not going away in the near term. Indeed, among the more fundamental long-term issues to consider regarding the concentration of homelessness in downtown Los Angeles is how to disperse the homelessness *facilities* that are a magnet for needy persons and that have created a self-perpetuating and unrivaled social services ghetto (at least in the United States).

Of course, dispersing homelessness facilities is no more of a long-term approach to addressing homelessness than is dispersing the homeless themselves. Any attempt to address the problematic concentration of homelessness facilities, as well as the visibility of street homelessness in Los Angeles, must include a larger vision and longer term strategy to address homelessness. Indeed, a collective public and private commitment to break up and disperse the facilities in downtown Los Angeles could create just the impetus that is necessary to force a rethinking of how the region addresses the problem of homelessness more generally. Without such a concomitant approach to rethinking the social service ghetto in Skid Row, it will remain the most potent symbol and institutionalization of homelessness in Los Angeles and, indeed, in the United States.

The ingredients of a more sustainable solution should consider several reforms and initiatives. First, as part of the dismantling of the shelter and social services facilities in Skid Row, a plan should be developed for new, more dispersed facilities that are designed at an appropriate scale so as to fulfill an emergency mission (not a human warehouse or long-term care facility). The facilities should be specialized with regard to the populations they serve (people exiting corrections, substance abuse treatment, mental health treatment, and youth) and should be programmed 24 hours a day (not nighttime only) to provide the services and support people need to relocate sustainably with family, friends, in supported housing, or elsewhere in the community. These new shelters should be intentional, targeted, outcome oriented, and time limited, with clear expectations for both providers and clients (none of these are features of the contemporary homeless shelter as commonly understood or practiced).

A major challenge with the dispersal of homeless facilities will be the certain resistance by neighborhood organizations to the establishment of new facilities. As part of the initial proposals for SCI and the Homelessness Prevention Initiative (HPI), five stabilization centers were proposed as alternatives to incarceration for those committing minor crimes and for those discharged from county hospitals, but resistance was so great that none were ever built. Any strategy involving newly dispersed programs would have to rethink the nature and structure of the programs, physical design, security, and location if they are to be built successfully at all.

Second, programs that support people in avoiding shelter entry or that facilitate shelter exit should be expanded greatly. New federal resources through the Homelessness Prevention and Rapid Rehousing Program provide for a significant, newly designed model of service provision

whereby resources are directed to assist homeless and at-risk households with stabilizing their housing or with relocating to a new unit (Culhane, Metraux and Byrne, 2010). Consistent with a more outcome-oriented shelter system, this new paradigm places the emphasis on the desired housing solution rather than on simply maintenance of homeless people in homeless facilities. The prevention of homelessness should become a multisectoral and cross-agency responsibility, with social welfare agencies required to identify if their clients are at risk of homelessness and to provide the first line of defense against it. These agencies would include the Temporary Assistance for Needy Families (TANF) program, and programs with residential or institutional components, such as correctional agencies, inpatient care programs, detoxification programs, and dependent and delinquent youth services. Each of these agencies should have protocols for assessing the risk for homelessness among their exiting clientele and programs designed to avert shelter placement, even if those interventions are time limited (the primary risk periods for shelter entry are 30 to 60 days after institutional discharge, and most persons are homeless fewer than 60 days).

Third, the new, spatially deconcentrated, and housing solution-oriented homelessness assistance system should be embedded deeper in the traditional community-based health and social services network. Rather than creating insulated homeless programs or service ghettos, as may have been done inadvertently through the federal Continuum of Care policy, homeless assistance programs should be connecting individuals and families to the regular sources of health and social services supports they can access in their communities after their exit from homelessness (and that many were presumably using prior to entering homelessness). Indeed, these service networks need to be part of the solution to homelessness, both in identifying at-risk households who need stabilization supports as well as in assisting with the transition of people back into stable housing.

Fourth, a newly reformed homelessness assistance system will need much closer coordination with mainstream entitlement and income assistance programs. Every person or family who approaches the homelessness assistance system should be screened systematically for benefits to which they may be eligible. These benefits would include TANF, General Relief (GR), and SSI. Special General Relief initiatives that can provide income and housing assistance to people awaiting SSI approval should be expanded, as these costs are fully recoverable from the federal government from the date of application to the date of receipt. Successful GR housing subsidy programs and employment programs should likewise be expanded and coordinated on site with the newly reformed homeless programs. Recent evaluations of these efforts in LA County have found that employment programs are successful in connecting people to jobs, that housing programs successfully avert and end homelessness among GR recipients, and that both programs are cost effective (Culhane and Metraux, 2009; Moreno, Toros, and Stevens, 2009).

Fifth, because the homelessness problem results most fundamentally from a lack of affordable housing, especially for populations with fixed and low incomes, permanent housing subsidy programs must be expanded aggressively. Research on Skid Row has shown that permanent supported housing programs targeted to people who are chronically homeless can yield a net

positive cost-offset for county government and other public payers (Flaming, Matsunaga, and Burns, 2009). Similar approaches for vulnerable families, particularly those who face costly out-of-home placement of children, should be established, and targeted to this subset of homeless families and to other vulnerable families on fixed disability incomes. Broader housing affordability strategies can also help to alleviate some pressure on emergency assistance programs by reducing the number of households with acute housing needs. These strategies could include set-aside programs that require developers to allocate a proportion of new units at affordable rents, designating tax credits for affordable housing projects that target persons who are homeless or of very low income, and expansions in state and federal rental subsidy programs.

Sixth, any effort to address homelessness effectively must consider the perspectives of people who are homeless in the design of various solutions. The single adult homeless population is aging and is not the same as it was only 15 years ago. Wagner's (1993) ethnography of homelessness made a point of the "resistant" posture of the population at that time, a posture that may be changing as the population ages, and based on more recent ethnographic work (M.H. Moreno, personal communication, May 13, 2010). In any case, input from people who are homeless will help to shape housing solutions and emergency programs that are responsive, timely, and focused on the results that are sought collectively.

Finally, reform strategies should be evaluated rigorously to provide policy makers with information regarding the effectiveness of programs and opportunities for efficiencies. Generating and sustaining political support for homelessness assistance will depend on showing results and must prove to decision leaders that public resources are being invested prudently. Although not all homelessness assistance programs can show cost neutrality or a positive net benefit-cost ratio, many efforts can show that they have positive spillover effects, especially in terms of quality of life for the residents assisted and the communities in which they live (or from which they have spatially deconcentrated), as well as in the reduced use of expensive emergency services. Research will be critical to document these effects.

Conclusion

Policing strategies can address the spatial concentration of homeless encampments and, thereby, reduce some crimes associated with this disproportionate concentration. However, dispersing people who are homeless does not solve their homelessness. As Berk and MacDonald (2010) describe, homelessness is a complex problem that cannot be addressed through a policing approach alone. A legitimate and appropriate role for law enforcement is to help indigent people connect to services and even to discourage unhealthful encampments that enable people to avoid engaging with meaningful services and supports. However, critical to the legitimacy of law enforcement's involvement on this issue must be a broader societal commitment to address homelessness more effectively. That includes not only law enforcement but also social service providers who are willing to reenvision their roles (and locations), community organizations that are willing to provide their support, and government funding for the new model, including targeted shelters and expansions in housing subsidies for those who cannot exit homelessness.


without them. A new and more comprehensive approach to homelessness in Los Angeles is possible, and perhaps the modest success of the SCI, as well as the noteworthy successes of the county's HPIs in Skid Row, can provide a new impetus for a more fundamental change in Los Angeles.

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SALT LAKE STREETCAR

Aa Aa

Salt Lake City's downtown streetcar is envisioned to enhance and accelerate walkable, transit-oriented redevelopment in the city's downtown core and in the Granary District to the south and west. In downtown, the streetcar will serve as a pedestrian circulator, while it is expected to spark economic development in the Granary.



The Envisioning Centers process enabled residents, business owners and other stakeholders to participate

in a visioning effort to explore redevelopment ideas for the land surrounding the potential streetcar route. Participants were interested in emphasizing the identity of the areas the streetcar will pass through, highlighting the emerging arts scene, the Granary, and the Central Business District, and creating a sense of neighborhood identity that will attract more residents to the heart of the city. Along with residential development, participants envision corresponding services and places to play and relax, to make daily life along the streetcar corridor pleasant and convenient. Interest in maintaining the warehouse feel of the Granary is high, with most participants supportive of repurposing existing warehouse space as feasible.

The exploration of redevelopment concepts occurred as Salt Lake City and Utah Transit Authority began the alternatives analysis for the streetcar. Those involved in the alternatives analysis and the Envisioning Centers process partnered in working group meetings and in a public open house held at a downtown grocery store. The information collected and concepts developed will inform future work along the streetcar corridor.

Overview Video

Housing Analysis Sample Maps

The highest concentrations of homes affordable to a four-person household with an income of 80 percent of the county's area median income are in the eastern tip of the Trax line east of Trolley Square and in the southwestern corner from the City Center stop down to 900 South.



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Clean Socks, Clean Conscience

PHOTO BY ERIC S. PETERSON

Former Jeremy Johnson
associate says he saw money
given to Swallow

POSTED // OCTOBER 9, 2013 -

On a chilly Friday night, half a dozen members of the nonprofit Legacy Initiative are patrolling the mean streets of Salt Lake City. Decked out with walkie-talkies and conspicuous neon-green vests, the group of cheerful volunteers resembles at first glance a laser-tag team that took a wrong turn off the playing field and ended up in the bad part of town.

"What are y'all supposed to be? Power Rangers or Ghostbusters or both?" a pedestrian asks as the group finishes crossing the road, moving away from The Road Home homeless shelter at 235 S. Rio Grande.

"We're kind of an advanced neighborhood watch," says Travis Hysell, the leader of the group.

"Well, you gotta get back across the street," the man says, gesturing toward the shelter area. "Because 30 crack deals happened, like, just now."

Since July 2012, the group has taken a face-to-face approach to homeless outreach, filling up backpacks with burritos and bottles of water to give directly to the homeless. Alarmed by recent accounts of rising crime near Pioneer Park (300 South & 300 West) and areas near the homeless shelters, the group has begun doing monthly night patrols, which they spend distributing fliers, granola bars, and bottles of water and Gatorade to the homeless. They also keep an eye out for criminal activity and scour empty lots and alleys, looking for dirty needles to destroy.

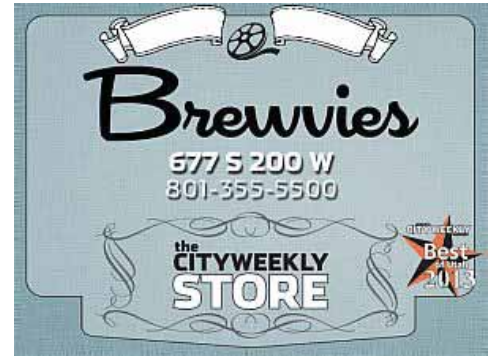
But one of the most important tasks for the patrol is building support for an affordable housing project, which the group is calling the Legacy Village. The design is based on models including the Dignity Village in Portland, Ore., where residents live in shed-like structures and govern themselves based on rules of living free of illicit substances. The city there eased ordinances to allow the village to operate like a campsite; residents pay minimal monthly dues to cover running water and electricity.

The Legacy Initiative is in the early stages of advocating for the donation of a plot of land in Salt Lake City where living structures could be erected for the homeless to live in cheaply and maintain as a cooperative.

On Sept. 30, Salt Lake City Mayor Ralph Becker held a press conference announcing plans to both combat serious crime in the area and assist the homeless in getting back on their feet through a "holistic" approach driven by a new Salt Lake Solutions team of stakeholders.

Karen Hale, a spokeswoman for the mayor's office, says the administration's new efforts include a remodel of the 500 West median to reduce crime and renewed efforts at policing and programming. They've even hired a full-time staffer to interface with different stakeholders and have partnered with groups like the Downtown Alliance to hire formerly homeless individuals to do cleaning and landscaping in the shelter area.

Hale says that the city has seen conflicting research on the effectiveness of housing like the Dignity Village, but says that the



administration is open to learning more and making new partnerships.

"It's going to take help from all different segments of our population to address this issue," Hale says.

Hysell and others behind Legacy Initiative realize that their plan will require support from city leaders, as well as leaders from the homeless community. But while the mayor's committee works with traditional players, the Legacy Initiative continues its networking through other nonprofit innovators, like David Brooks of Revolution United and Jeff White, who designs affordable housing from salvaged shipping containers.

Hysell sees potential in a two-phase cooperative housing situation: The first phase would make single-structure housing available to the homeless and low-income, and the second phase could include office space for local service providers and nonprofits.

"We've got some really cool people doing really cool things; the problem is that not everyone's working together," Hysell says.

Salt Lake City Councilman Kyle LaMalfa has met with the Legacy Initiative and is encouraged by the group's goals and energy, especially in performing the evening patrols.

"They aren't counting on someone else to solve the problem, they are owning it," LaMalfa says.

A *City Weekly* reporter followed the merry band of volunteers until 1 a.m. one evening as they made a circuit throughout the city, hitting homeless hangouts from Library Square to Granary Row, as well as lesser-known spots like "poo alley"—a small campsite, narrow as a city sidewalk, that abuts the 400 South onramp and earned its name from volunteers for obvious reasons. Even there, where the smell is like a suckerpunch to the nose, the group stops to make sure a woman wrapped in a blanket is responsive and well and to look for any drug paraphernalia they can clean up.

The group carries a GPS tracker and uses it to mark homeless camps for future outreach and also to mark spots where they find needles, so that they can share information about drug activity with law enforcement.

While the group walks through neighborhoods many Salt Lakers won't drive through, they remain upbeat and cheerful, killing time with discussions ranging from plans for the village to an ongoing debate about what their patrol's theme song should be (the evening *City Weekly* shadowed the patrol, the theme song to *Beverly Hills Cop* was a strong contender).

The group is serious, however, when it comes to being careful around drug dealers and also being on the lookout for those in need. Walking along Rio Grande close to midnight, the patrol comes upon a young man with his arms tucked into a dirty sweater passed out across the curb, nestled between parked cars at the dark end of the street. After giving him some water and a space blanket, the patrol calls in an ambulance and waits until the unresponsive man is safely loaded onto a stretcher and taken to the hospital. Calling for ambulances has become a regular occurrence for the patrols, Hysell says.

After the man has been taken away, Hysell continues down the road,



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speaking to more homeless residents, looking for contacts to help make the village idea a reality.

“We need to find some leaders in the homeless community so that, ultimately, this will be turned over to them,” Hysell says. “We don’t want to stay and micromanage; we want to provide a framework and they’ll flesh it out. We just want to get things off the ground.”

For LaMalfa, something like a Dignity Village is still a long ways out, but he hopes the city can support the group in any way it can.

“A new player like the Legacy Initiative gives us a chance to think differently,” LaMalfa says. “The traditional players are getting together on Salt Lake Solutions and that will be productive, but I like the opportunity to work with the Legacy people and have them push us to think in different ways.”

Twitter: [@EricSPeterson](#)



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**When GIS was Rejected:
Implications for collaborative planning and public
participation GIS (PPGIS)**

by
Marc Schlossberg, PhD
Matthew Mattia

Reflection Paper

Planning, Public Policy and Management
University of Oregon

Summer 2003

WHEN GIS WAS REJECTED: IMPLICATIONS FOR COLLABORATIVE PLANNING AND PUBLIC PARTICIPATION GIS (PPGIS)

Marc Schlossberg, PhD¹
Matthew Mattia

ABSTRACT

In November of 2001, community residents in the city of Eugene, Oregon stated that there is an “excessive concentration” of social services in two of its neighborhoods. In response, the City Council suggested that mapping and analyzing the spatial distribution of social services would be an important component to understand and address this matter. A Task Force comprised of neighborhood representatives, social service representatives, and two neutral participants was developed to explore this issue in a collaborative method. Mapping services were offered to the task force, but was rejected by the group because members thought that mapping the locations of social service and neighborhoods would not accurately capture the issue, would be too complex, too subjective, and a waste of time. This paper explores the decision of the group to reject the use of GIS, the general failure of the Task Force, and suggests broader implications related to the use of GIS in collaborative and public participation planning endeavors.

INTRODUCTION

Many people are generally sympathetic towards the policy of treating mental health patients in community settings rather than mental health institutions. Similarly, people are often supportive of social service agencies that seek to help the poor and the homeless. However, this sympathy often turns to opposition when the location of a mental health care facility, halfway house, or homeless shelter is proposed within a community members’ own neighborhood. In November of 2001, community residents in the city of Eugene, Oregon stated that there was an “excessive concentration” of social services in the Whiteaker and Westside/Jefferson neighborhoods (Dietz 2001). In response, the City Council directed the City Manager to: “*Develop and initiate a public process to involve neighborhood groups, residents and providers in analyzing social service siting, impacts, and needs and return to the city council with options and recommendations.*” The Council went on to suggest that mapping and analyzing the spatial distribution of social services would be an important component of this endeavor.

While one might think that mapping the geographic locations of social services and calculating social service densities for certain neighborhoods would be a somewhat straightforward task, the opposite in this case was true. Rather than taking advantage of

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spatial technology, the Task Force that was created to address the issue of social service concentration specifically rejected the use of GIS in carrying out its tasks and addressing the original concerns of certain neighborhoods. After some preliminary maps were distributed in the first meeting, the group abandoned the use of GIS feeling that the maps would inaccurately capture the issue. Members thought that mapping the locations of social services and neighborhoods would be too complex, too subjective, and a waste of time. Some of the Task Force members felt that it would be unproductive to get “bogged down” in the details of a GIS analysis and felt that they had enough of an intuitive understanding of the issue that mapping would serve no tangible purpose.

In the end, however, the members of the Task Force never agreed on a common problem and as a result, ended in a somewhat bitter, antagonistic state. This paper explores the decision of the group to reject the use of GIS and its implications for the general failure of the Task Force. Using this case study, broader ideas are extrapolated to important, but perhaps less tangible goals of Public Participation and Geographic Information Systems (PPGIS), such as its capacity to define an issue, to create common understanding, to bridge constituencies, and to provide focus for a public participation process. Thus, rather than representing a statistically significant study on collaborative planning, this case illustrates how the tool of GIS can aid in the collaborative decision-making environment.

BACKGROUND

The issue of siting neighborhood-based social services is linked to the process of “deinstitutionalization”. During the 1950s and 1960s, mentally ill or disabled, physically handicapped, and other dependent groups were increasingly being moved from asylums and prisons to community based settings. This movement became known as deinstitutionalization and was believed to be a more humane approach to providing services. It offered clients the opportunity to reintegrate into society and become “normalized”. However, deinstitutionalization often resulted in neighborhood homeowner opposition to proposed facilities. This attitude has been referred to as the NIMBY syndrome (not-in-my-backyard). The reasons for community opposition include such fears as a decline in property values, increased traffic and parking problems, decline in neighborhood quality or character, and safety concerns (Dear and Wolch 1987; Dear and Taylor 1982; Takahashi 1997). The processes of suburbanization, exclusive zoning laws, economic factors, availability of transportation and affordable housing, and other concerns have tended to lead to a clustering of community care facilities in areas around the inner city. Residents in many of these areas began to argue that concentrating social services in or near their neighborhoods was unfair and these services should be more equitably dispersed (Dear and Wolch 1987).

Siting human services and group homes presents a unique set of challenges compared to other types of facilities that are often considered Locally Unwanted Land Uses (LULUs). The issue of whether it is better to concentrate or evenly disperse social services throughout local communities is very complicated. Dear and Wolch (1987) state that the process of deinstitutionalization or shifting human services from large facilities to small community-based facilities places a heavy burden on under-funded local communities, especially in areas where these services are concentrated. However, the impacts or spatial externalities of siting

social services are difficult to measure. In fact, numerous studies have been unable to establish a clear link between siting human services and group homes and local impacts on crime, traffic, or property values (Colwell Dehring & Lash 2000; Farber 1986; Dear 1977).

The pro-dispersal position might argue that the clustering of social services into inner city ghettos runs counter to the goal of re-integrating service dependent populations into society. In addition, concentrating facilities into low-income areas with high crime rates can negatively affect public attitudes towards social service users. The pro-concentration position might counter that the clustering of social services can enhance social capital among service users and providers and can improve access by creating a network of facilities that are linked to transportation systems. Dear & Wolch (1987) express concern that community opposition combined with gentrification, urban renewal policies, and a lack of federal funding are dismantling many inner city social service ghettos, which is having the effect of displacing and subsequently reducing needed services in local communities and increasing homelessness.

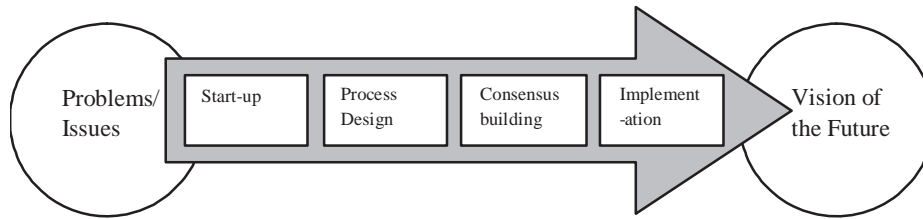
Collaborative planning presents one increasingly common planning approach to addressing divisive issues such as these. Some planning theorists have suggested that given the complexity and pluralism of our society, expert-driven planning methods are not an appropriate or effective method of decision-making and argue that communicative/interactive processes are part of a new paradigm of planning practice (Innes 1995, Healey 1997, Forester 1989). The collaborative/consensus-based model attempts to integrate competing interests through an informal problem solving process in which all stakeholders learn about each other's concerns and develop strategies to maximize mutual gains (Susskind et al. 2000). Planning theorists have applied the collaboration model to planning practice and planning practitioners have increasingly incorporated facilitated group process techniques into local public participation efforts.

There are several types of collaborative processes and numerous heuristic models designed to analyze and better understand them (Susskind and Cruikshank 1987; Gray 1989; Julian 1995; Selin and Chavez 1995). The major elements of these models are often summarized into three broad phases; the *problem-setting phase*, the *direction setting phase*; and the *implementation phase* (Gray 1989; Margerum 1999). The *problem setting phase* identifies the stakeholders and comes to a common definition of the problem. The *direction setting phase* establishes ground rules, engages in joint fact-finding and ultimately reaches consensus. The *implementation phase* is where agreements are put into action.

David Straus (1999) uses a slightly different four-phased model to capture the chronological order of most collaborative processes. The *start-up phase* is where people within a community acknowledge that a problem exists beyond the power of a single person to solve. Next is the *process design phase*, which determines if a consensus approach is appropriate, who should be involved in the process, and how the process should initially be structured. The *consensus building phase* is an iterative interaction where participants in the process agree on ground rules, engage in joint fact-finding, come to a common definition of the problem, and possibly reach consensus about a course of action. The results of the consensus building phase are dependent on the anticipated outcomes or goals for the process. Finally,

there is the *implementation phase* where the agreements reached in the consensus phase are put into action.

Figure 1: Straus’s Four-phased Model of Collaboration



Straus’s four phases can be evaluated along several different evaluation categories identified by a variety of scholars. Figure 2 lists these different potential measures of evaluation. Three elements in particular (Joint Ownership, Common Understanding of Conflict, and Joint Fact Finding) are particularly relevant for the discussion of GIS’ role in collaborative processes and will be discussed in more detail later in this paper.

Figure 2: Summary of Literature Review Evaluation Criteria

Process Phase	Evaluation Category	Authors	Key Points
Process Design Phase	Representative of Interests	Susskind & Cruikshank (1987), Carlson (1999), Innes (1999), Gray (1989)	Clear process of selection; Need for inclusiveness, need to limit size
	Adequate Resources	Susskind & Cruikshank (1987), Carlson (1999), Innes (1999), Amy (1987), Mattessich etc.(2001)	Need for adequate resources, Need for adequately trained facilitator
	Joint Ownership	Mattessich etc.(2001), Gray (1989),	Collective responsibility for the outcome
Consensus Phase	Clear Ground Rules	Lowry, Adler, and Milner (1997), Mattessich etc.(2001)	Clarity about how decisions are made; Participants set ground rules
	Shared Purpose	Innes (1999), Innes & Booher (1999) Mattessich etc.(2001)	Purpose should be real, practical and shared by the group
	Joint Fact-finding	Erhmann and Stinson (1999), Gray (1989)	Participants work together to determine how data should be collected, analyzed, and interpreted.
	Common Understanding of Conflict	Erhmann and Stinson (1999), Gray (1989)	Need to reach consensus about the problem in order to move forward
Preliminary Outcomes	Respectful Interaction	Innes (1999),Mattessich etc.(2001)	Should include face-to-face discussions where participants are listened to and shown respect.
	Creativity / Challenges Assumptions	Innes (1995), (1999), Innes and Booher (1999)	Enables and encourages participants to "think outside the box"
	Group Learning	Forrester 1992, Lowry, Adler, and Milner (1997)	Participants have the opportunity to learn from each other and to create a "transformation of awareness"
	Social Capital	Innes and Booher (1999), Innes (1995), (1999)	Personal and working relationships and networks are established

Patsy Healey defines *spatial planning* as the practice of managing co-existence in shared spaces and maintains that communicative planning is ideally suited for this task (Healey 1997). Spatial planning also includes the concept of “place-making” and often involves conflict over the spatial identity or the character of an area (Healey 1997). Conflict over shared space is particularly relevant at the neighborhood level. The goal of communicative & spatial planning at the neighborhood level is to manage co-existence and create policy

decisions, or informal agreements, that will be viewed as fair by all interested community members.

Spatial planning and public participation have recently begun to be thought of in an integrated fashion. Public Participation GIS (PPGIS) represents a broad notion that the spatial visualization and analysis capacities inherent in GIS present a unique opportunity for enhanced citizen involvement in public policy and planning issues. A second annual conference dedicated to PPGIS occurred in 2003 and a recent book dedicated to such issues has recently been published (Craig, Harris and Weiner 2002). The focus of PPGIS remains quite undefined (Jankowski, Piotr and Timothy Nyerges, 2003; Schlossberg and Shuford 2003; Tulloch 2003), ranging from issues of “grassroots community engagement (Craig, Harris and Weiner 2002, 5) to making public data such as parcel and property tax records more ‘public’ through maps on the internet. What scholars and practitioners do see in common in PPGIS is that spatial issues are best addressed with spatial approaches and that GIS can facilitate a broader set of participants in the planning process due to its visual orientation (Al-Kodmany 2001). In this sense, a map can facilitate mutual understanding, common agreement about basic facts, and be used to develop trusting relationships across a diverse set of participants. It is important to note that although we think of GIS as a tool to creating maps, the process that leads to final map creation may be more appropriate in terms of collaborative planning. Similar to participatory or community-based research methods, where joint expert-community problem definition and research is as much about building trust and social capital through the research *process*, PPGIS offers the ability for the *process* of spatially investigating an issue to yield positive returns in terms of group dynamics, consensus building, and joint planning.

RESEARCH METHODS

The research clearly took a case study approach, which uses empirical inquiry to investigate a situation in its natural context where boundaries between that context and the phenomena being investigated are unclear (Yin 1993). Data was collected through direct observation, a survey of Task Force participants, and through semi-structured personal interviews with Task Force members. The Task Force met five times from early 2002 through early 2003. All meetings were tape recorded and key themes were transcribed. Surveys were conducted through the mail and were sent out just prior to personal interviews in order to gain some basic background and opinions in order to allow the personal interviews to explore certain significant topics more deeply. Ten of the eleven people involved in the Task Force were interviewed. Interviews were conducted after the fourth meeting in order to both understand and reveal the story of the Task Force process. The strength of this research methodology is that it combines direct observation with surveys and interviews. This method of using several data collection techniques is valuable in evaluating collaborative decision making, but is rarely used due to the time involved and funding constraints involved in directly observing an entire collaborative process (Innes 1999).

CASE STUDY

In November of 2001, the City Council unanimously adopted a motion directing the City Manager to develop and initiate a public process to involve neighborhood groups, residents and providers in analyzing social service siting, impacts, and needs and return to the city council with options and recommendations. The City Manager and additional staff responded to the City Council's motion by convening a collaborative task force made up of neighborhood residents and social service representatives to further explore the issue and address resident's concerns.

The participants of the task force included four social service representatives, four neighborhood representatives, two neutral participants, a city lead-staff person for the issue, and an additional city staff facilitator. The facilitator was present at the first three meetings, but not subsequent two. The city staff person asked the Neighborhood Leaders Council, an organization with representation from each neighborhood, to identify neighborhood volunteers to serve on the committee. Social service representatives were chosen through the Human Services Commission, a forum for social service providers. The neighborhood and social service representatives mostly either lived or were located within the two subject neighborhoods. The goal of the city staff person in organizing the process in this way was to create a balanced discussion where the opinion of the two primary groups affected were represented.

The Task Force Proceedings

The Task Force was asked to design a public process to explore the issue of social service locations per the City Council's directive. The participants decided that they should first attempt to define the scope of the issue before developing a public process. Participants identified a list of potential impacts from social services and the initial discussion focused on three underlying issues. The first issue was that social services might be creating behavioral problems that need to be mitigated. These include activities such as crime, loitering, drug use, prostitution etc. The second was that some residents in outlying neighborhoods were reported to have a hostile NIMBY attitude towards social services attempting to locate in those neighborhoods. In order to address these first two issues, the task force came up with the idea of a code of conduct: principles of conduct in which both neighbors and social service agencies would agree to adhere. The third issue was the concept of a "tipping point". The idea is that even if social services do not directly lead to any specific behavioral problems, too many agencies in any one residential area could push the neighborhood passed a certain threshold where the character of the neighborhood becomes changed. GIS resources from the University of Oregon were offered to help spatially visualize and quantify the location of social services and compare concentrations of such services to a variety of different neighborhood boundaries in Eugene.

At this point, the City staff person stated that he convened the group in order to define the issue of social service location, concentration, and dispersal. He felt that they needed to come to agreement about what to include in a definition of a social services. One of the neighbors responded that it was not necessary to get bogged down in precise definitions, but rather should focus on impacts. One Task Force member finally offered the following definition of a social service: *"Any type of service that is provided on site to clients who reside at or come*

to the site for services". Discussion proceeded to try to understand how this definition uniquely identified social service agencies. For example, it was unclear how the definition would distinguish between a social service agency providing mental health counseling and a local medical clinic doing the same thing. Moreover, it was unclear how a soup kitchen operated by a social service organization differed from one operated by a church – an important distinction to make because churches are not subject to the same types of land use regulation that social services and other business may be.

The discussion then shifted and the group dropped the discussion about defining social services. One of the social service providers explained the process and factors involved in siting a social service facility. The factors primarily focused on economics and client needs; however, compatibility with the surrounding neighborhood was also a consideration. The group then anecdotally tried to identify specific cases of positive and negative examples of social services. They were not able to identify a single problem social service.

As the discussion proceeded, the group focused much of their effort about the code of conduct. They were less clear about how to address the "tipping point" concept, an exercise that required specific data and a spatial analysis to understand. Voluntary GIS services were continually offered to the Task Force, but certain members continued to argue against the use of GIS because it would bog down the committee in methodological problems when there should be an implied understanding of the extent of the social service "problem".

Between two of the meetings, the social service providers on the Task Force wrote an independent letter that they wished to send to the City Council, which would either be adopted by the task force or attached to the task force's recommendations as a "minority report". The letter stated that the social service providers felt that there is no reason to discuss the issue of social service siting further at the City Council level. They reiterated that the Task Force was unable to present a single tangible example of an agency that had a detrimental effect on any neighborhood. They disagreed with any recommendation that would place additional zoning or any other standards on social service agencies beyond that which any other business or residence would incur. They stated that they were willing to work with neighborhood groups to develop informal "codes of conduct" which outline what neighborhoods have a right to expect from social service agencies located in their neighborhoods and what expectations social service agencies should have with respect to acceptance in those neighborhoods. However, they felt that it was unnecessary for the city council to be involved in these discussions. A similar letter, but with an opposing view, was crafted by some of the neighborhood representatives on the Task Force. Clearly, the collaborative spirit of the Task Force was disintegrating.

In the subsequent meeting, one of the neighborhood representatives stated that she felt the problems were "glaring" and identified three main issues. The first was that neighbors in some of the outlying neighborhoods might be taking a hostile attitude towards social services seeking to locate in their communities. The second issue is that there is a perceived association between neighborhood decline and an increase in the number of social services - the problem is that some people view this association as the cause for neighborhood decline. Finally, she mentioned that there is the larger problem of neighborhood decline in general. This reflected a different perspective from the first meeting, which focused primarily on

mitigating the impacts of social services. Most of the group seemed to agree with this re-statement and felt that to understand the neighborhood decline issue there would need to be more research. Such research would need to include the spatial locations of not only social services, but other businesses, rental properties (especially with absentee landlords), and perhaps crime data. Some on the Task Force were skeptical that the City could justify paying for the costs of such a study and it was unclear whether the previously offered GIS resources at the University of Oregon would be extended to include more in depth types of data collection and analyses. Thus, the Task Force once again chose not to pursue a spatial investigation of their spatial problem.

Findings

The Task Force process was evaluated using David Straus' (1999) four-phased model to capture the chronological order of most collaborative processes and eight individual elements for analysis based on a variety of previous scholarship (see Figure 2). For the purposes of this discussion, focus will be placed on three main elements: Joint Ownership, Common Understanding of Conflict, and Joint Fact Finding.

Joint Ownership. Joint ownership implies that everyone that is participating in the process wants it to succeed and assumes collective responsibility for the outcome and success of the process. During the process design phase, determining whether participants would have joint ownership in the process is one component of determining the feasibility of using a collaborative approach. Some authors have referred to joint ownership as the most important characteristic that defines a collaborative process (Mattessich etc. 2001). Fisher and Ury (1981) developed the concept of a BATNA – Best Alternative to a Negotiated Agreement. If a stakeholder's BATNA is better than what would be expected through a collaborative agreement there is little incentive to participate in a collaborative process and/or stay at the table.

Many of the participants recognized that the issue was much more important for the neighborhood representatives than the social service providers and some of the social service providers had poor attendance at the meetings. During the third meeting on April 30th, there was only one social service representative present. In addition, one of social service providers came to only one out of four meetings. However, in three out of four of the meetings, there were at least three social service representatives present.

The problem definition was unclear to most of the social service providers and neutral participants going into the meetings and many of the participants were skeptical that a problem even existed. This put most of the responsibility to define the problem on the neighborhood representatives. One could argue that social service providers did not share the same responsibility for the success of the collaboration as the neighbors. In addition, some of the participants felt that the city staff also felt that no "problem" existed and was not genuinely interested in pushing the process forward. These factors could have hindered the success of the process. It did appear that the social service providers came to the meetings with an open mind to address a problem if it existed. In addition, they had a stake in coming to the meetings to make sure that their perspective was heard and to argue against any policy recommendations that might hinder their agency's ability to serve their clients. However, the concept of joint ownership does not seem to have been fully met by the Eugene Task Force.

The lack of joint ownership possibly indicates that a collaborative approach with an equal number of social service representatives and neighborhood representatives was not the most appropriate method of understanding the issue. Perhaps it would have been more effective to first use neighborhood focus groups to attempt to define and map the issue before engaging in a collaborative effort. Many researchers have pointed out the importance of the “Process Design Phase” in evaluating whether a collaborative approach is the best method for defining or understanding a particularly issue or conflict (Gray 1989, Mattessich et al. 2001, Straus 1999).

Common Understanding of the Problem. Unless a group can come to a common definition of a problem, subsequent efforts to collaborate will be unlikely to succeed (Gray 1989). Eight out of the ten participants disagreed or strongly disagreed that the task force came to agreement about the underlying conflict or issue throughout the course of the meetings. Many of the participants felt that the task force’s inability to develop a clear problem statement was the major factor that hindered its success. One participant commented that “all of my problems with the task force come back to the issue of that there wasn’t a clear problem statement”.

During the first meeting, the neighborhood representatives raised the three potential conflict issues of social services creating behavioral problems, that some outlying neighborhoods were hostile towards social services, and that a “tipping point” of social services was occurring in central city neighborhoods. Social Services providers responded to the neighbors’ concerns by stating that while they agreed that the neighborhoods are changing they felt that social services are not the cause of neighborhood decline, but are actually helping to reduce the problem by serving people in need of social services. One social service provider stated in the first meeting that many of his clients would locate in the Westside neighborhood regardless of whether they were in his program. He/she felt the question was “would it be in a structured environment or would they just be there”. In addition, many providers felt that most social services and group homes do not contribute to the physical deterioration of the area, but often improve it by maintaining the premises better than many residential homes. One interview participant commented that the idea of the tipping point was interesting, but in order to justify singling out and treating one group differently there needs to be clear documentation.

Several of the participants in the study felt that the main reason the task force was not able to develop or agree on a clear problem statement was because the problem probably does not exist. Or if a problem does exist there is nothing that government can or should do about it. Participants pointed to the fact that the task force was not able to even anecdotally identify a single social service agency that was having a negative impact on the character of the community. One participant commented that the task force is “searching for a solution to an undefined problem”. Another participant stated that they should have agreed to come up with the problem statement by the second meeting. S/he felt that if you can not come up with a problem statement by that point you are just wasting time. The Task Force’s inability to define the problem leads to the final evaluation criteria factor addressed in this article, joint fact-finding.

Joint Fact-finding. The concept of joint fact-finding is where stakeholders and experts work together to determine how data should be collected and analyzed. Involving stakeholders in the process of generating, analyzing, and reaching consensus about data, helps to avoid the problem of contradictory information (Erhmann & Stinson 1999). Joint fact-finding has often been described as an effective method of helping a group of stakeholders come to a common understanding of the underlying conflict. While parties with conflicting interests will likely interpret technical material differently, they should work together to determine how data should be collected (Erhmann & Stinson 1999). If the group cannot agree on the facts then the process will likely result in an impasse. Almost all of the participants in the Eugene Social Service Siting Task Force felt that a method of joint fact-finding, or fact-finding in general would have benefited the process. Several people felt that the lack of agreed upon data was one of the key obstacles that hindered the success of the process.

One of the major obstacles to beginning a fact-finding process was that the group seemed unwilling to focus the discussion. For example, when some of the participants attempted to clarify what to include in the definition of a social service, other participants would respond by saying that it was not necessary to get bogged down in precise definitions. This had the effect of keeping things vague and unclear. In addition, instead of using the best available data, such as a local database of social services, as a starting point for a joint fact-finding effort, the group decided the data and maps derived from such a database would not be accurate and did not pursue it further. However, other than stating that the database did not include some specific church programs, no one articulated why the database and resultant potential maps would be inaccurate.

The group could have worked together to apply filters to the map to have it reflect their concerns and combine that information with census data on group quarter living arrangements. Additional information, such as specific church programs could have been added manually. While the group may not have been able to capture the location of all social programs (the location of social services programs are often changing), it could have at least helped the group define the problem. One participant commented that “we never did the study because we assumed it would not be representative or worth doing. That’s a backward way of thinking...a way of not doing anything.” Some interview participants stated that working with the existing GIS information could have been a good starting point to come up with some agreement about the distribution of social services, but remained skeptical about what it would show. Other fact-finding ideas included door-to-door surveys and focus groups with community members.

Several people commented that despite the lack of facts, the task force deliberations convinced them that social services were not causing neighborhood decline. This was largely based on the group’s discussion of anecdotal problems related to social services and the fact that they could not identify a single problem case. While more fact-finding would have been useful to help analyze the issue, no matter how much data was collected they felt it would not have changed the final outcome. They questioned the efficacy of spending the resources on something that was clearly not a problem. “If you can’t come up with a problem statement then it is probably not worth going to the time, expense and effort of collecting data”. However, joint fact-finding may have been necessary to define the issue. One person commented that it was like one side kept saying “tell us what the problem is?”, while the

other side had to respond “No, we can’t gather that data”. S/he went on to say, “I think we could have agreed at least about what type of data we would collect.” While the task force proceedings and anecdotal discussion seemed to convince some of the task force members that social service concentration was not causing neighborhood decline, others remained convinced that social service concentration did contribute, at least indirectly, to decline of their neighborhood. However, without an agreed upon analysis of the issue, the group remained stalemated.

IMPLICATIONS

Almost all of the participants felt that the lack of agreed upon data was one of the key obstacles that hindered the process. However, some participants were skeptical about whether they could justify going to the time and expense of collecting data if they could not define the problem. One response to that argument is that joint fact-finding has often been described as an effective method of helping a group of stakeholders come to a common understanding of a difficult or controversial issue. Judith Innes (1998) suggests that information becomes “intellectual capital” or shared knowledge only if it is socially constructed in the community where it is used. Even if the task force had decided that the social service concentration was not a problem, if they had engaged in more joint fact-finding they may have produced more convincing intellectual capital and may have been able to reach consensus about the issue.

GIS can provide collaborative processes a tool to engage in this joint fact-finding and mutual understanding of a problem. Whether the collaborative is something like this social service siting task force, a watershed council, or a community visioning partnership, GIS can focus participants on defining the parameters of an issue so that meaningful conversations and ideas can proceed based on a shared knowledge of the foundational issues. GIS presents a particularly powerful tool in this effort because its visual and spatial nature allows for diverse participants to come to similar understanding of complex issues more quickly because they can be “seen” and placed within a community or regional context. And when community issues to be solved are spatial in nature, it makes sense to have a spatial tool to facilitate understanding and joint ownership of the basic facts.

In the case of the social service siting task force, GIS could have provided a focus for the group discussion of the precise nature of the problem they were trying to address. It is unlikely that incorporating a GIS analysis into the Task Force process would have answered all questions definitively, especially since questions of what a social service is is not always clear. A spatial analysis of the distribution of known nonprofit organizations, neighborhood boundaries, and land use codes could have, however, focused the attention of the Task Force members on fundamental issues. That is, the Task Force eventually gave up on trying to define a social service and agreed (some grudgingly) that precise definitions were not useful – that negative impacts of some social service clients are well understood and defining them precisely would not aid in that general understanding. However, had the Task Force started looking at maps that showed the placement of nonprofits, businesses, and large apartment complexes, and then calculating densities by neighborhood, the Task Force may have re-

stated its problem from one that focused on social service agencies to one that focused on negative behaviors that impact residential quality of life.

While it is impossible to say that the Task Force's eventual outcome would have differed had they pursued a spatial approach to their spatial problem, it is clear that using maps would have helped the group more clearly articulate the problem they were trying to address. If the task force had engaged in a more rigorous method of analyzing the data that was available it may have helped them produce more "intellectual capital" and enabled them to clarify, redefine, or come to an agreement about the problem. Anyone who has shown a neighborhood map to neighborhood residents knows that the first thing people look for is where they live and then they start checking the accuracy of what is shown. This simple exercise would have advanced the Task Force's efforts, in one hour, far beyond what it was able to achieve in the year that they met. Many of the participants' frustration with the process centered around their inability to analyze the issue and eight out of the ten participants stated that they failed to come to a mutual understanding of the problem. Even with incomplete data, having all ten participants look at even a single map (or better yet, walk the streets together collecting their own data) with the single ill-defined variable of "social service", we believe they would have more quickly come to understand how central it was to more explicitly define the problem the Task Force was charged to investigate.

Collecting and analyzing information has been at the heart of the planning profession since its inception, especially during the height of the technocratic rational period of the 1950s and 1960s, where planners were seen as value neutral experts that provided objective data collection and analysis for decision-makers (Innes 1995).. Communicative planning offers a new direction for the field of planning that attempts to take a more "bottom-up" approach and better account for the pluralism of society. However, the term "communicative planning" is a somewhat vague notion without clear principles for practice, as is the notion of public participation within a GIS context (Schlossberg and Shuford 2003; Tulloch 2003). Allmendinger (2001) states that one of the main criticisms of communicative planning is its failure to make the jump from theory to practice

In light of this research, the model of collaboration and consensus building, and especially the concept of joint fact-finding have important implications as a guide for local government public participation efforts. Many local government public participation efforts have attempted to involve community members in public policy decisions. However, the policy decision making process is still based on information collected and analyzed by professional staff, especially when it comes to the use of technological tools such as GIS. By contrast, involving various stakeholders in the collection, analysis, interpretation, and presentation of data to be used for decision making over matters of shared space captures the spirit of "communicative rationality". This is especially important for the emerging field of PPGIS, where the visual presentation of data is such a powerful tool. Additional research should further explore the notion of joint fact finding as a guiding principle for communicative planning practice, and particularly for PPGIS. As the use of collaborative techniques and GIS in public participation efforts increases, it is critical that practitioners understand when these public participation methods are appropriate and when other methods would be more effective. PPGIS and collaboration methods should be carefully employed. Many researchers have developed evaluation criteria for collaborative process (see Figure 2). Similarly, there is

a strong need for researchers to develop clear evaluation criteria that can be used by practitioners that specifically addresses the emerging field of Public Participation GIS.

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SALT LAKE CITY PLANNING DIVISION

2012 ANNUAL REPORT

The Salt Lake City Planning Division is a division within the Community and Economic Development Department of the City. The Division, which includes 25 professional planners and three support staff, is lead by Wilf Sommerkorn, Planning Director. The Division provides general land use planning, historic preservation and urban design services to the City and also is staff to the Appeals Hearing Officer, Historic Landmark Commission and the Planning Commission. This annual report identifies the major accomplishments of the Division in 2012 as well as goals for the Division in 2013.

2012 SUMMARY

MAJOR HIGHLIGHTS OF 2012

1. Adopted 4th South Livable Communities Project
2. Adopted Small Neighborhood Business Ordinance
3. Adopted amendments to regulations relating to Alcohol establishments
4. Adopted Accessory Dwelling Unit Regulations
5. Planning Commission passed recommendation regarding revisions to Community Based Organizations Recognition Ordinance
6. Awarded "Best of E-Government" by City Weekly (for public engagement efforts).
7. Received National Digital Cities Award (for public engagement efforts)
8. Adopted various Historic Preservation Tools
 - a) Community Preservation Plan
 - b) Designation Criteria and Process
 - c) Character Conservation District ordinance
 - d) Historic Preservation Ordinance Fine Tuning
 - e) Guidelines: residential, commercial and signs

WORKLOAD COMPARISON TO 2011

- In 2012, the Planning Division received approximately 794 new planning applications. This number was slightly up from 743 total new planning applications the Division received in 2011 which is an increase of approximately 51 applications or a 7% increase.
- The Planning Counter in the One-stop Shop (Permits) assisted approximately 2,782 walk-in customers in 2012 which is an increase from 2,600 in 2011 of 7%.

BOARDS AND COMMISSIONS

In 2012, the Planning Division was staff to the Board of Adjustment, Appeals Hearing Officer, Historic Landmark Commission and Planning Commission. In 2012, the Board of Adjustment was replaced by the Appeals Hearing Officer in May of 2012. The Board of Adjustment met twice in 2012 and dedicated approximately 9 hours of their time. The Appeals Hearing Officer held 6 meetings and dedicated approximately 9 hours of his time. The Historic Landmark Commission held 12 public

meetings and volunteered over 353 hours of their time at the meetings. The Planning Commission met 22 times and volunteered over 584 hours at the meetings.

ACCOMPLISHMENTS BY PLANNING CATEGORY

LONG RANGE PROJECTS

MASTER PLANS & ZONING IMPLEMENTATION



1. Adopted Community Preservation Plan
2. Adopted 4th South Livable Communities Project
3. Planning Commission reviewing the West Salt Lake Master Plan
4. Completed preliminary visioning with the community for the East Bench Community Master Plan.
5. Completed preliminary visioning with community for Plan Salt Lake.
6. Selected consultant for the 9 Line Corridor Plan.
7. Completed visioning and outreach for the Sugar House Master Plan and Zoning Amendments relating to the streetcar.
8. Transmitted provisions to implement the Capitol Hill Community Master Plan in the RDA West Capitol Hill District through master plan and zoning amendments.
9. Planning Commission passed a favorable recommendation to implement the Central Community Master Plan and RDA development strategies in the West Temple Gateway RDA Project area through master plan and zoning amendments.

ZONING AMENDMENTS

1. Adopted the Unit Legalization Ordinance
2. Adopted Small Neighborhood Business regulation ordinance
3. Adopted modifications to the D-1 zoning district to prohibit the demolition of structures for surface parking lots.
4. Adopted amendments relating to Alcohol establishments
5. Adopted Mobile business regulation amendments
6. Transmitted Electronic sign regulation amendments
7. Transmitted revisions to the Use Tables and definitions of land uses.
8. Improve/ Clarify / Streamline Regulations / Processes
 - a) Adopted Ordinance to transfer the Authority for granting Special Exceptions to the Planning Commission and Historic Landmark Commission.
 - b) Adopted amendments to appoint a Hearing Officer to hear variances, appeals of administrative decisions and appeals of the Planning Commission or Historic Landmark Commission decisions -Adopted.
 - c) Adopted Conditional Use regulation amendments
 - d) Adopted amendments to clarify Grade Change measurement provisions.
 - e) Adopted revisions to the Home Occupation regulations
 - f) Adopted clarification of various aspects of the makeup of the Planning Commission including the number of members, the number of years in a term and what constitutes a quorum, etc.
 - g) Transmitted revisions to the Conditional Building and Site Design Review criteria and processes.

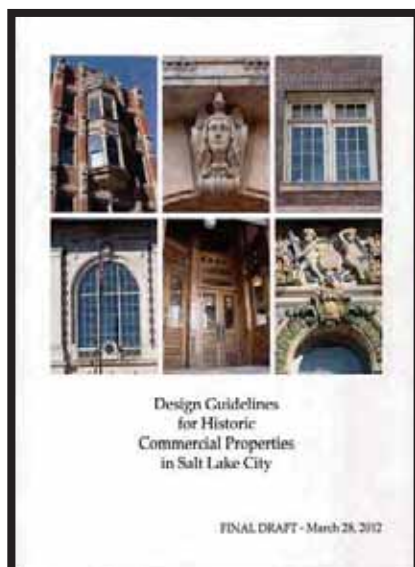


9. Sustainable City Code Initiative Petitions
 - a) Adopted Accessory Dwelling Units regulations
10. Drafted the City's first form based zoning district for the West Temple Gateway RDA project area. Planning Commission recommended approval of the district in January 2013.
11. Drafted a model form based code that can be applied to various types of neighborhoods based on the types of transit that serves the area. Will serve as a model for the Depot and Granary RDA areas and for the Sugarhouse Streetcar corridor.
12. Adopted pedestrian oriented zoning regulations along the 400 South LRT corridor.
13. Made modifications to the TSA zoning regulations to better address compatibility with adjacent, lower intensity neighborhoods.



HISTORIC PRESERVATION

1. Adopted Community Preservation Plan
2. Adopted Amendments to the local historic designation criteria and process
3. Adopted provisions to create Character Conservation Districts
4. Adopted Fine Tuning provisions of the Historic Preservation Overlay regulations
5. Adopted Sign Design Guidelines for Historic Districts and Landmark Sites
6. Adopted revisions to the Residential Design Guidelines for Historic Districts and Landmark Sites
7. Adopted Commercial Design Guidelines for Historic Districts and Landmark Sites- Adopted
8. Resurveyed the City-owned Landmark Site, the 29th Ward House in the Fairpark Neighborhood, to ensure it still meets Landmark Site criteria.
9. Designated the Wells National Register district boundary expansion on January 27, 2012.
10. Designated the Booth Parsons House, 1884 South 600 East in the National Register on May 8, 2012
11. Designated the Belvedere Apartments, 29 South State Street, in the National Register on May 8, 2012.



1950s era photo of the 29th Ward Meeting House in the Fairpark

CURRENT PLANNING

- Received approximately 763 current planning applications including rebuild letters, variances, special exceptions, appeals of administrative decisions, subdivisions, condominiums, alley and street closures, conditional uses, Certificates of Appropriateness and conditional building and site design reviews. This number was slightly up (approximately 7%) from 716 in 2011.
- The Planning Counter in the One-stop Shop (Permits) assisted approximately 2,782 walk-in customers in 2012.

CUSTOMER SERVICE

1. Completed the staff's "over the counter guidelines" for Historic Preservation approvals to decrease review and approval time for minor alterations.
2. Started to allow electronic submittals of minor alteration applications for locally designated sites and districts.
3. Placed direct staff contact info on the Planning Division website.
4. Updated all applications to be more user friendly.

PUBLIC OUTREACH

1. Planning Commission recommended approval of the revised Community Based Organizations Recognition Ordinance.
2. Continued work with new technologies such as QR Codes, SpeakUp Salt Lake, topical videos, expansion of the use of Open City Hall and a redesigned webpage to engage the public in planning matters. Awarded "Best of E-Government" by City Weekly for this work.
3. Created project specific websites using Wordpress for major projects and master plan projects. This enables us to keep content more relevant, demonstrate the chronology of the project and enables better social media sharing.
4. Used focus groups for input on various master plan projects.
5. Participated in testing run of a text based survey tool "Textizen" developed by Code for America fellows. Utilized survey for multiple projects and Envision Utah's Annual Benefit Luncheon.
6. Set up a public engagement and education store front in the Salty Lake City Main Library's "Share Space".
7. Organized a local Code For America Brigade, OpenSLC .



8. Held multiple open houses in libraries and other locations near the specific projects.
9. Utilized crowd sourcing techniques for public comment gathering; including chalkboard installations, and informal comment gathering at public events.
10. Set up an education and engagement booth for most major events in Salt Lake City including Downtown Farmers Market, Twilight Concert Series and local community fairs.



PROFESSIONAL DEVELOPMENT

1. Michaela Oktay became a Certified Planner with the American Institute of Certified Planners,
2. The Division's 11 Certified planners earned approximately 196 Certification Maintenance Credits.
3. Participated in training on historic preservation, GIS, public engagement, urban design, form based codes, land use law, ethics, government innovation, placemaking, and sustainability.
4. Took several on-line webinars relating to various planning topics.
5. Hired city's first Urban Designer, Molly Robinson in May, 2012.
6. Hired new Senior Secretary, Courtney Benson, with focus on Historic Preservation and Computer Graphics.



PROFESSIONAL OUTREACH AND RECOGNITION

1. Administered Planning Intern program- Hosted six interns in 2012 who volunteered 2,680 hours to the City working on various projects that not only helped the Division with its various projects but provided real life experience for the interns.
2. Several of our planners made approximately 15 presentations at local, statewide and national planning, business, preservation and other related conferences on topics including; sustainability, historic preservation urban agriculture, renewable energy, urban design, form based codes, transit oriented development, public engagement, walkable neighborhoods and other similar topics.
3. Taught University of Utah classes on "Politics of Planning" and "City in Literature" as well as served as guest speakers and project judges at various University classes.
4. Worked with University of Utah Students on various projects relating to the West Salt Lake Community, Urban Design and Architecture.
5. Served on the Utah Heritage Foundation Historic Properties Committee, City and County Building Conservancy Committee, Neighbor Works Salt Lake Housing Development Committee, State Historic Preservation Office Section 106 Consulting Parties committee, AIA Urban Design Committee, Local APA Executive Committee, Masters of City and Metropolitan Planning Admissions Committee at University of Utah and the Local Host Committee of the National Congress for New Urbanism Conference to be held in Salt Lake City in May 2013.
6. Worked with Public Services / Parks and Transportation Divisions on organizational process improvements and collaboration efforts.



MAJOR PROJECTS FOR 2013

LONG RANGE

MASTER PLAN

1. Finalize and institute a uniform process for development and format of Master Plans.
2. Adopt West Salt Lake Community Master Plan
3. Transmit the East Bench Community Master Plan Update and Foothill/Parley's Corridor Plan to the City Council.
4. Transmit "Plan Salt Lake" to the City Council.
5. Transmit the 9 line corridor plan to the City Council.
6. Continue work on the Downtown Master Plan including merging the area of the Gateway Specific Plan into the Downtown geographic area for a new Community Master Plan.
7. Continue to work on implementation of the Gateway Plan through zoning changes in the RDA Granary District.
8. Implement Gateway Plan through zoning changes in the Gateway RDA Project Area.
9. Adopt West Temple Gateway amendments in the RDA Project Area.
10. Adopt West Capitol Hill amendments in the RDA Project Area.
11. Transmit amendments to the Sugar House Master Plan and zoning map based on public process associated with the Sugar House Streetcar Line.
12. Work with the Transportation Division to transmit a Bicycle and Pedestrian master plan.
13. Analyze each Community Master Plan to determine the scope, time and priority of updating.
14. Adopt design guidelines for midblock walkways.



ZONING AMENDMENTS

1. Sustainable City Code Initiative
 - a) Adopt Recycling and Construction Waste Regulations.
 - b) Adopt Water Efficient Landscaping and Tree Protection Regulations.
 - c) Adopt Transportation Demand Management and Maximum Parking regulations.
 - d) Transmit Outdoor Lighting regulations.
2. Adopt revisions to the Subdivision Ordinance (including sustainability initiative of connectivity and solar orientation. Includes amendments to, and codification of the Site Development Ordinance)
3. Adopt new zoning for various parcels throughout the City for small neighborhood businesses as the second phase of the Small Neighborhood Business Zoning Project.
4. Adopt Electronic Sign regulation amendments.
5. Adopt revisions to the nonconforming chapter of the zoning ordinance.
6. Adopt revisions to the zoning text and maps to classify different types of open spaces.
7. Adopt regulations to allow city-owned property to be used for community gardens
8. Adopt zoning changes to portions of the East Liberty Park neighborhood to conform to existing single-family uses.
9. Adopt appropriate regulations to promote the creation of midblock walkways
10. Transmit amendments relating to modification to the residential infill regulations.



11. Transmit zoning modifications to accommodate a convention center hotel in Downtown, if necessary.

HISTORIC PRESERVATION

1. Adopt revisions to regulations relating to Economic Hardship and Demolition in Historic Overlay Zone.
2. Adopt design guidelines for locally designated multi-family structures.
3. Adopt design guidelines for locally designated open spaces.
4. Adopt design guidelines for Westmoreland local historic district.
5. Analyze the appropriateness of amending the boundaries of the Central City Historic District to remove those blocks that no longer retain their historic character.
6. Update the national register nomination for the Avenues Historic District.
7. Update the national register nomination for the South Temple Historic District.



CUSTOMER SERVICE

1. Prepare "how to" videos and brochures for various types of rehabilitation projects in historic districts.
2. Streamline the process for receiving all types of applications.

PUBLIC OUTREACH

1. Adopt revisions to the Community Based Organizations Recognition Ordinance.
2. Continue to develop alternative ways to engage the public in the planning process.
3. Explore methods to increase input from a more diverse population.
4. Launch and market SpeakoutSLC platform
5. Work with University of Utah students on various projects relating to the West Salt Lake Community and Granary District.



PROFESSIONAL DEVELOPMENT

1. Continue to encourage planners to obtain and maintain professional certifications.
2. Actively participate in the 2013 Congress of New Urbanism's national conference in Salt Lake City.
3. Find creative ways to allow more staff and appointed officials to participate in applicable training each year.
4. Continue to visit other local communities to learn about current practices and how to improve the planning and preservation functions in Salt Lake City.
5. Collaborate in teams with other related Divisions and Departments of the City on major projects, master plan development and Urban Design projects.



***GRANARY DISTRICT
REDEVELOPMENT PROJECT
AREA***

Redevelopment Plan

Report on Redevelopment Plan

Project Area Budget

Planning Commission Report

**Rules Governing Participation and Preferences by Owners,
Operators of Businesses and Tenants**

Rules Governing Relocation Assistance

April 15, 1999



GRANARY DISTRICT REDEVELOPMENT PROJECT AREA PLAN

RECITALS

1. Pursuant to the provisions of Section 1204 of the Utah Neighborhood Development Act ("Act"), the governing body of the Redevelopment Agency of Salt Lake City ("Agency") designated by Resolution # 461.03 dated April 17, 1997 a redevelopment survey area which found that the area required study to determine whether or not one or more redevelopment project areas are feasible and contained a description or map of the boundaries of the redevelopment survey area as more fully shown on Exhibit "A"; and
2. Pursuant to the provisions of Section 1205 of the Act, Salt Lake City ("City") has a planning commission and a general plan as required by law; and
3. Pursuant to Section 1204 and 1208 of the Act, the Agency authorized by Resolution # 461.03 dated April 17, 1997, a blight study of the survey area and the blight study was received by the Board of Directors on April 14, 1998 which was within one (1) year from the date of authorization; and
4. Pursuant to the provisions of Section 1206 of the Act, the governing body of the Agency approved by Resolution # 482.02 dated August 13, 1998 the designation of a proposed project area known as the Granary District Redevelopment Project Area as shown on Exhibit "B;" the setting of dates for public hearings pursuant to Section 17A-2-1206(2); and the combining of the public hearings required by Section 17A-2-1206(2) and Section 17A-2-1206(4) as authorized by Section 17A-2-1206(5); and
5. Pursuant to the provisions of Section 1206 of the Act, the Agency conducted a public hearing on September 17, 1998 within 45 days after designation of the Granary District Redevelopment Project Area for the purpose of allowing input into the Agency deliberations concerning the proposed Granary District Redevelopment Project Area; and
6. Pursuant to the provisions of Section 1206 of the Act, the Agency conducted a public hearing on November 12, 1998 for the purpose of allowing input into the Agency's deliberations concerning the proposed Granary District Redevelopment Project Area and presenting evidence of the elements of blight, allowed property owners a reasonable opportunity to prepare for the blight hearing and permitted examination and cross examination by the property owners or their representatives of the Agency's evidence or experts and heard and considered evidence and expert testimony concerning the elements of blight present; and
7. Pursuant to the provisions of Section 1208 of the Act and prior to adopting a redevelopment plan, the Agency conducted a public hearing on November 12, 1998 and found that the proposed Granary District Redevelopment Project Area was a blighted area; and
8. Pursuant to the provisions of the Act, a redevelopment plan has been prepared after April 1, 1993 and the completion of the Agency's blight study and the commencement of the Agency's public hearings have commenced after July 1, 1993, and, if adopted, the Redevelopment Plan shall be adopted after January 1, 1997.

Section 1 - Definitions: used in this Granary District Redevelopment Project Area Plan:

- A. The term "**Act**" shall mean the Utah Neighborhood Development Act as found in Title 17A, Part 12, Utah Code Annotated 1953, as amended, or such other amendments as shall from time to time be enacted or any successor law or act.
- B. The term "**affordable housing**" shall mean housing to be owned or occupied by persons and families of low or moderate income as determined by resolution of the Agency.
- C. The term "**Agency**" shall mean the Redevelopment Agency of Salt Lake City as designated by the City to act as a redevelopment agency.
- D. The term "**base tax amount**" shall mean that portion of taxes that would be produced by the rate upon which the tax is levied each year by or for all taxing agencies upon the total sum of the taxable value of the taxable property within the tax increment collection area in the Redevelopment Project Area as shown upon the assessment roll used in connection with the taxation of the property by the taxing agencies, last equalized before the effective date of the first approved Project Area Budget, as adjusted by Sections 17A-2-1250.5, 17A-2-1251, 17A-2-1252, and 17A-2-1253, of the Act.
- E. The term "**blight**," "**blighted**" or "**blighted area**" shall mean "an area with buildings or improvements, used or intended to be used for residential, commercial, industrial, or other purposes or other urban purposes or any combination of these uses, which:
 - (1) contains buildings and improvements, not including out-buildings, on at least 50% of the number of parcels and the area of those parcels is at least 50% of the project area; and
 - (2) is unfit or unsafe to occupy or may be conducive to ill health, transmission of diseases, infant mortality, juvenile delinquency, or crime because of any three or more of the following factors:
 - (i) defective character of physical construction;
 - (ii) high density of population and overcrowding;
 - (iii) inadequate provision for ventilation, light, sanitation and open spaces;
 - (iv) mixed character and shifting of uses which results in obsolescence, deterioration, or dilapidation;
 - (v) economic deterioration or continued disuse;
 - (vi) lots of irregular form and shape and inadequate size for proper usefulness and development, or laying out of lots in disregard of the contours and other physical characteristics of the ground and surrounding conditions;
 - (vii) existence of inadequate streets, open spaces, and utilities;
 - (viii) existence of lots or other areas which are subject to being submerged by water; and
 - (ix) existence of any hazardous or solid waste defined as any substance defined, regulated, or listed as "hazardous substances," "hazardous materials," "hazardous

wastes," "toxic waste," "pollutant," "contaminant," or "toxic substances," or identified as hazardous to human health or the environment under state or federal law or regulation."

- F. The term "**Board**" means the Olene Walker Housing Trust Fund Board, established under Title 9, Chapter 4, Part 7, Olene Walker Housing Trust Fund.
- G. The term "**bond**" shall mean any bonds, notes, interim certificates, debentures, or other obligations issued by the Agency.
- H. The term "**City**" shall mean the City of Salt Lake City.
- I. The term "**community**" shall mean a city, county, town or any combination of these.
- J. The term "**Gateway Master Plan**" shall mean the master plan adopted by Salt Lake City on August 11, 1998 which includes documents entitled Creating an Urban Neighborhood, Gateway District Land Use & Development Master Plan and The Gateway Specific Plan as they may be amended from time to time.
- K. The term "**governing body**" shall mean the Board of Directors of the Redevelopment Agency of Salt Lake City.
- L. The term "**housing funds**" shall mean the funds allocated in the Project Area Budget under Section 17A-2-1264.
- M. The term "**income targeted housing**" means housing to be owned or occupied by a family whose annual income is at or below 80% of the median annual income for the county in which the housing is located.
- N. The term "**legislative body**" shall mean the Salt Lake City Council which is the legislative body of the City.
- O. The term "**owner participation**" shall mean the rules adopted by the Agency and the City as may be amended from time to time and as required by the Act.
- P. The term "**planning commission**" shall mean the planning commission of the City established pursuant to law or charter.
- Q. The term "**project area**" or "**redevelopment project area**" shall mean an area of a community within a designated redevelopment survey area, the redevelopment of which is necessary to eliminate blight or provide economic development and which is selected by the Agency. The term "**Project Area**" or "**Redevelopment Project Area**" refers specifically to the Granary District Redevelopment Project Area.
- R. The term "**project area budget**" shall mean a multi-year budget for the redevelopment plan prepared by the Agency containing the information required by Section 17A-2-1202(11), of the Act. The term "**Project Area Budget**" shall mean the multi-year budget for the Granary District Redevelopment Project Area.
- S. The term "**redevelopment**" shall mean the "planning, development, replanning, redesign, clearance, reconstruction, or rehabilitation, or any combination of these, of all or part of a project area, and the provisions of residential, commercial, industrial, public, or other structures or spaces

that are appropriate or necessary to eliminate blight in the interest of the general welfare, including recreational and other facilities incidental or appurtenant to them," as defined in Section 17A-2-1202(13), of the Act.

- T. The term "**redevelopment plan**" shall mean a redevelopment plan developed by the Agency and adopted by ordinance of the governing body of the City to guide and control redevelopment and economic development undertakings in a specific project area. The term "**Redevelopment Plan**" shall refer to the specific Granary District Redevelopment Project Area Plan.
- U. The term "**redevelopment survey area**" or "**survey area**" shall mean an area of a community designated by resolution of the legislative body or the governing body of the Agency for study by the Agency to determine if blight exists and if a redevelopment project or projects within the area are feasible.
- V. The term "**Relocation Plan**" shall mean the rules adopted by the Agency to provide for uniform rules for persons and businesses displaced because of redevelopment project activities as may be amended from time to time and required by the Act.
- W. The term "**taxes**" shall include all levies on an ad valorem basis upon land, real property, personal property, or any other property, tangible or intangible.
- X. The term "**taxing agencies**" shall mean the public entities, including the state, any city, county, city and county, any school district, special district, or other public corporation, which levy property taxes within the Project Area.
- Y. The term "**tax increment**" will mean that portion of the levied taxes in the Project Area each year in excess of the base tax amount which excess amount is to be paid into a special fund of an Agency as more fully described in Section 17A-2-1247.

Section 2 - Description of the Granary District Redevelopment Project Area

The Granary District Redevelopment Project Area, hereinafter referred to as the Redevelopment Project Area, is enclosed within the following boundaries:

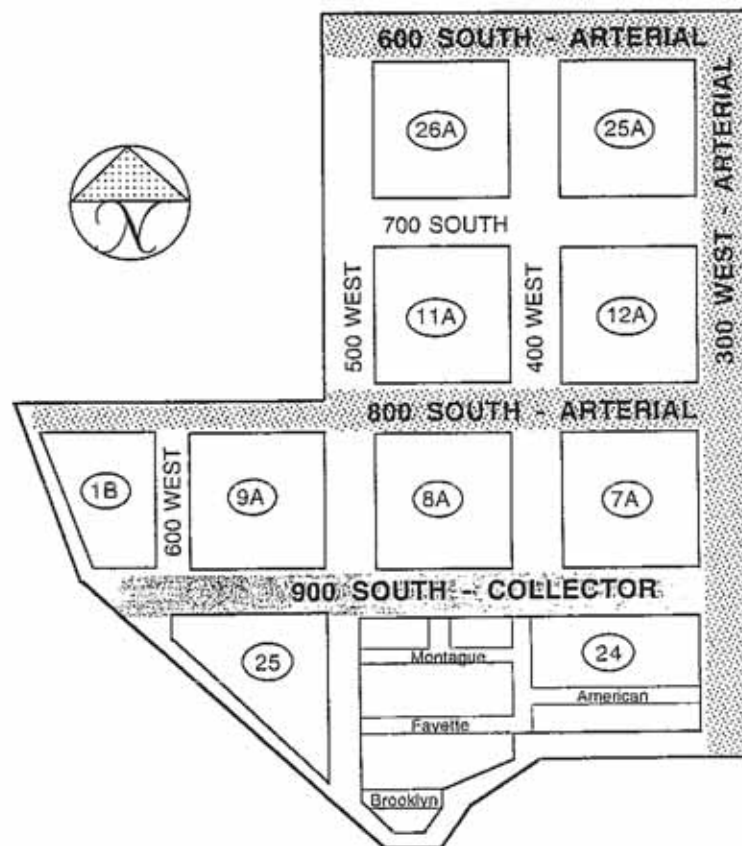
Beginning at the Northwest Corner of the intersection of 600 South Street and 300 West Street, Salt Lake City, Salt Lake County, Utah; thence West along the North property line of 600 South Street to the Northwest Corner of the intersection of 600 South Street and 500 West Street; thence South along the West property line of 500 West Street to the Northwest Corner of the intersection of 500 West Street and 800 South Street; thence West along the North property line of 800 South Street to a point where 800 South Street intersects Interstate Highway I-15; thence Southeasterly along the East property line of Interstate Highway I-15 to where the East property line of Interstate Highway I-15 intersects with the North property line of Utah Highway 270 (which highway is also a portion of the 900 South Street entrance ramp to Interstate Highway I-15); thence northeasterly along the North property line of Utah Highway 270 to a point where the highway intersects with the West property line of 300 West Street; thence North along the West property line of 300 West Street to the point of Beginning.

Included within the proposed Project Area are all of Blocks 7, 8, 9, 11, 12, 25, and 26 of Plat "A," Salt Lake City Survey, and part of Block 1, Plat "C", Salt Lake City Survey; and part of Blocks 24 and 25, Five Acre Plat "A," Big Field Survey as shown in the official records of Salt Lake County containing approximately 95.80 acres of privately owned property excluding public streets.

Section 3 - General Statement of Current Land Uses

- A. **Blight Finding.** The Agency and the City found the Granary District Redevelopment Project Area to be a blighted area in accordance with the Act on November, 12, 1998.
- B. **The Layout of Principal Streets**
1. **Arterial Streets** are intended to provide a high degree of mobility and serve long trips. Arterial streets connect major generators of traffic and include ties to the interstate system. Arterial streets are subdivided in this analysis to State Arterial street, 600 South Streets (those under the jurisdiction of the Utah Department of Transportation) and City Arterial streets include 800 South Street (those under the jurisdiction of Salt Lake City). 300 West Street is shown as a State Arterial Street be is within the boundaries of the West Temple Gateway Redevelopment Project Area.
 2. **Collectors** serve to collect traffic from arterial streets and distribute this traffic to local and residential neighborhoods. The Granary District Project Area includes 900 South Street which is considered a Collector Street.
 3. **Local Roads or Streets** serve to provide land access and to distribute traffic to individual dwelling units, including homes, shops, businesses, etc. Local street networks should discourage through-traffic and provide for a safe and efficient transition. All remaining streets are local streets.

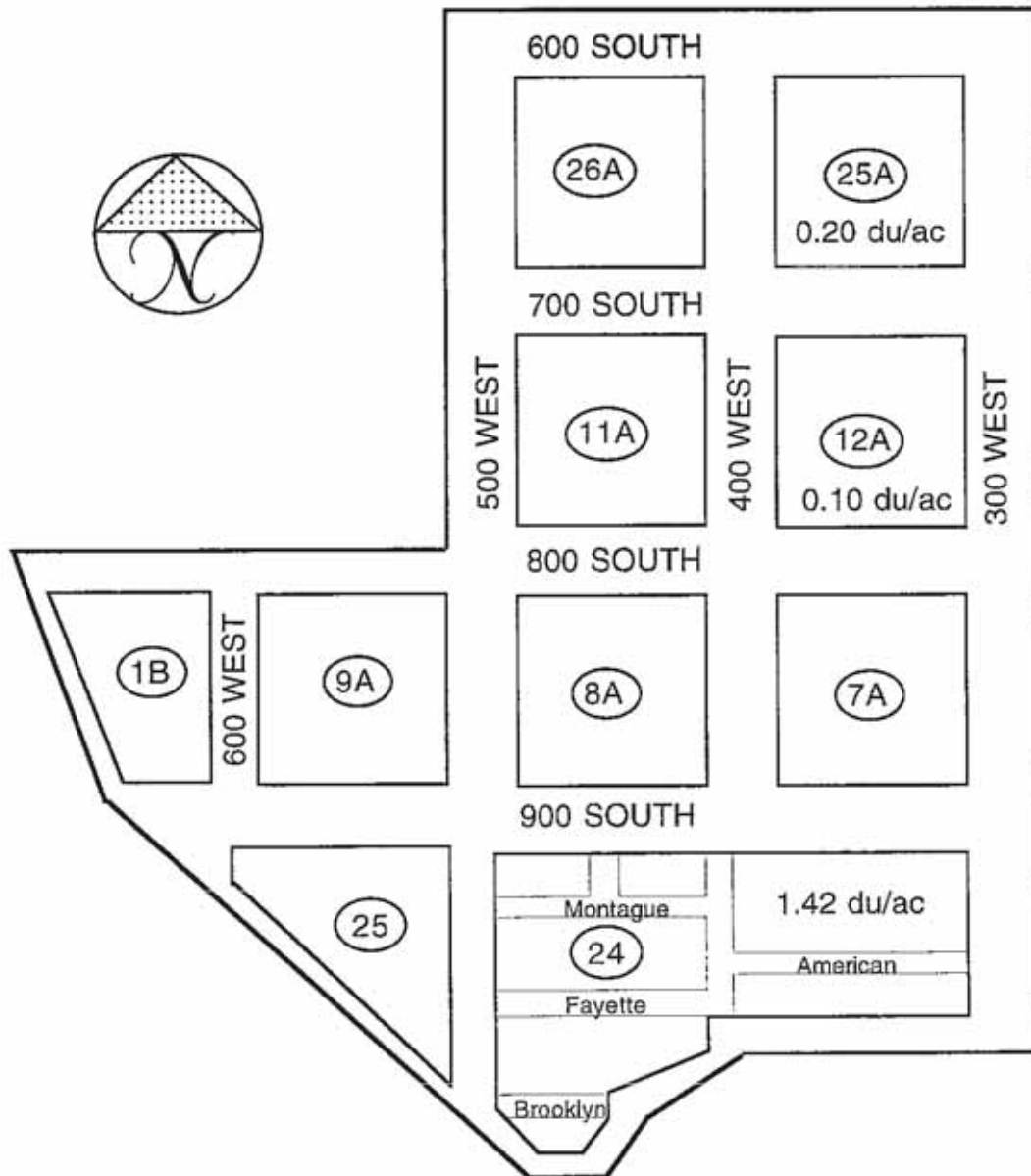
The layout of the principal streets in the Redevelopment Project Area boundary is shown on the Principal Street Layout Map.



• all streets not shaded are local

C. Population Densities

Existing residential population densities have been calculated as of February, 1999 for each of the ten acre blocks within the Redevelopment Project Area, Salt Lake City Survey. The block level densities are shown on the Population Density Map. Densities are depicted as the number of dwelling units per acre calculated for the residential land use area only. (Number of units divided by the number of acres within the block.) Each block density represents the average of all residential uses for the block.



D. Building Intensities

The Granary District Redevelopment Project Area is primarily a built environment. The area of parcels (both public and privately owned) with improvements is 102.73 acres or 98.1 percent of the land area within the Project Area. The building intensity requirement of Section 17A-2-1202(3)(b)(i) of the Act, which states that the area must contain building and improvements on at least 50 percent of its parcels, has been met.

E. Land Use Map

The "Future Land Use Map," shown on Exhibit "C," is taken from the Gateway Master Plan of the City and made part of this Redevelopment Plan. The Future Land Use Map may be amended from time to time by amending the Gateway Master Plan. This map shows the type and location of land uses proposed for the Redevelopment Project Area.

F. Permitted Land Uses

The permitted land uses within the Redevelopment Project Area shall be those uses permitted by the officially adopted zoning ordinances of the City, as those ordinances may be amended from time to time.

Section 4 - How the Purposes of State Law Would Be Attained by the Redevelopment

It is the intent of the Agency, with the assistance and participation of private owners, to remove blighting influences from the Project Area by the removal or clearance of buildings, structures, or improvements, or through the renovation or rehabilitation of buildings, structures or improvements and encouraging new development. With the clearance of land or the rehabilitation of buildings and structures, private development can undertake new development or redevelopment which will strengthen the tax base of the community in furtherance of the objectives set forth in the Act.

Section 5 - How the Proposed Redevelopment Conforms to the Master Plan or General Community Plan

The Gateway Master Plan adopted by the City Council on August 11, 1998 is the current master plan for the Redevelopment Project Area. The Gateway Master Plan may be amended from time to time by the City. The Redevelopment Plan is consistent with the goals and objectives of the Gateway Master Plan in that the Redevelopment Plan proposes redevelopment which will implement the planning and zoning goals of the City. The construction of all new buildings and improvements and the rehabilitation of any existing buildings or improvements will be done in accordance with the standards set forth in the Gateway Master Plan, in accordance with the City zoning ordinance, and in accordance with the Uniform Building Code adopted by the City. All building permits for construction or rehabilitation will be issued by the City in order to assure that new development or redevelopment is consistent with the Gateway Master Plan and City ordinances.

The provisions of this Redevelopment Plan were reviewed by the Planning Commission of the City on April 1, 1999. The proposed Plan was found to be consistent with the City's general master plan, master plan, and other plans of the city for the redevelopment of the area described in the Plan. It was the recommendation of Planning Commission that the City Council adopt the Granary District Redevelopment Project Area Plan. A copy of the letter is attached as Attachment No. 3 to this Redevelopment Plan.

Section 6 - Description of the Way in Which the Redevelopment will Reduce or Eliminate any Findings of Blight

The City and the Agency have found that the Project Area is a blighted area. It is a purpose of the Redevelopment Plan to provide ways to remove the factors of blight within the Project Area. Through the process of owner participation, owners of real property located within the Project Area who desire to participate in the redevelopment of the Project Area will be given a preference in entering into one or more participation agreements with the Agency which will result in the removal of blight from the Project Area and the redevelopment of the Project Area in accordance with the Gateway Master Plan, as it may be amended from time to time, and this Redevelopment Plan. If owners of real property located within the Project Area do not wish to participate, the Agency may select non-owners to participate.

The Agency found: Defective character of physical construction.

How the redevelopment plan intends to correct this problem: The Gateway Master Plan provides updated land use development guidelines to direct reinvestment in the area and to encourage future development to occur in a pattern compatible with the goals and objectives of the Gateway Master Plan for the Redevelopment Area. In accordance with the Agency's budgets, and the Act, the Agency will undertake a variety of programs and projects to assist property owners with rehabilitation and new construction within the Granary District Redevelopment Project Area. These programs and projects may include loan or grant programs; tax incentive programs; acquisition programs which, among others things, will encourage refurbishment and reuse of historically significant buildings; encourage adaptive reuse of structurally sound buildings demonstrating potential economic viability; rehabilitate buildings to assure sound long-term housing and economic activity in the neighborhood; eliminate physical and economic blight by removing deteriorated and functionally obsolete structures; encourage infill development compatible with neighborhood characteristics; encourage new housing and commercial development to strengthen the area; incorporate adequate landscaping into all infill and new development proposals; structurally reinforce buildings to accommodate new uses; incorporate adequate off-street parking into development proposals with safe access, proper buffering and landscaping. These programs and projects, coupled with the market demand for affordable housing and locations for new businesses, will create an atmosphere where reinvestment can occur.

The Agency found: Mixed character and shifting of uses which results in obsolescence, deterioration, or dilapidation.

How the redevelopment plan intends to correct this problem: The growth of the railroads and heavy industrial uses changed the land uses throughout the area. The residential neighborhoods have slowly been replaced by industrial, warehousing, and transportation uses. However, high land costs, renewed interest in commercial and residential uses, and proximity to the City's Central Business District have made continuation of the industrial uses expensive. The City is in the process of establishing new zoning for the area. This zoning will permit uses that implement the Gateway Master Plan.

Once the zoning tools are in place, the Agency will undertake programs and projects to encourage development that will implement the Gateway Master Plan, as it may be amended from time to time. The programs will encourage the existing businesses to expand and create new economic development opportunities. In accordance with the Agency's annual budget and the Act, these programs and projects may include loan and grant programs, tax incentive programs, and acquisition programs, among others, which encourage adaptive reuse of buildings for housing, office, retail, and hotel uses; remove impediments to land disposition and development through assembly of land into reasonably sized and shaped parcels; assist in environmental assessment and cleanup; replace structurally substandard buildings in order to return properties to a viable housing or economic use; promote and market sites for

development or redevelopment that is complementary to existing business and residential uses or will enhance the economic base through diversification; and strengthen the tax base and economic health of the community.

The Agency found: Economic deterioration or continued disuse.

How the redevelopment plan intends to correct this problem: The land uses proposed for the Redevelopment Project Area within the Gateway Master Plan, will expand the types of uses permitted and allow the development of mixed use areas, including residential uses that were not previously permitted, and more intensive commercial land uses. The proposed zoning is intended to be flexible, to encourage existing businesses to improve and expand their facilities, and to provide a variety of opportunities for new commercial, industrial, and residential development. The Agency will undertake programs and projects to assist property owners in the rehabilitation and redevelopment of residential, commercial, and industrial properties. In accordance with the Agency's budgets and the Act, these programs and projects may include loan and grant programs, tax incentive programs, and acquisition programs, among others, which encourage new retail, office, housing, and commercial development; work with other governmental agencies to improve the public infrastructure in the community; encourage the location of appropriately placed public transit stops; rehabilitate economically obsolete buildings where economically feasible; provide incentives to encourage private investment; assist in the environmental assessment and remediation, if necessary, of properties; assist in the rehabilitation of existing structures.

The Agency found: Existence of inadequate streets, open spaces, and utilities.

How the redevelopment plan intends to correct this problem: The Agency will work with the City and the State of Utah to improve deteriorated public infrastructure (streets, curbs, gutters, sidewalks, planting areas, and public and private utilities) and to provide additional public and private infrastructure as described in the Gateway Master Plan as it may be amended from time to time. Additional infrastructure may include the 500 West linear park, additional open space uses along the I-15 frontage, additional mid-block streets and walkways, and parks. In accordance with the Agency's budgets and the Act, these programs and projects may include loans and grant programs and tax incentive programs, among others, which provide public infrastructure improvements that are pedestrian friendly and give the area an urban neighborhood environment; provide well-designed; walkways on private property; improve the streetscape environment with features such as, landscaped parking strips with street trees, adequate curb gutter and sidewalks, street center island medians, 500 West linear park, pedestrian scale street lighting, and entrance features; coordinate and improve the storm drainage system to reduce flooding hazards; coordinate and improve the transportation system with improved public streets, traffic signals, public transit opportunities, and bikeways; provide for improved pedestrian circulation through the development of mid-block streets and walkways; provide a comprehensive system of street and neighborhood identification graphics and signage.

The Agency found: Existence of lots and other areas which are subject to being submerged by water.

How the redevelopment plan intends to correct this problem: The Agency will work with the City, the Army Corp of Engineers, and the Federal Emergency Management Agency (FEMA) to develop public infrastructure and construction alternatives to reduce the possibility of flooding in the area. The Agency will work with FEMA to remap the areas taking into consideration storm drainage improvements and changes due to construction in the area since the 1983 FEMA Flood Insurance Map. In accordance with the Agency's budgets and the Act, the Agency will develop programs and projects which may include loan and grant programs and tax incentive programs, among others, which provide for flooding mitigation.

Section 7 - Description of the Specific Projects that are the Objects of the Proposed Redevelopment

At the time of adoption of this Redevelopment Plan, the Agency has been contacted by persons or businesses who are interested in redeveloping portions of the Project Area. These individuals and companies include:

1. Utah Pickle Building, 741 South 400 West. Mr. Mike Picardi discussed his plans to develop a design center in the Utah Pickle Building located on Block 12A. The development envisions expansion of the existing building to provide additional display and office space for tenants.
2. Utah Barrel Property. The Agency has been negotiating with Mr. Sandy Pepper, owner of Utah Barrel, concerning the possible acquisition of his properties located on Blocks 7A and 8A within the Granary District. Negotiations with Mr. Pepper are on-going.
3. Fleet Management Property. The Agency is also working with Salt Lake City Corporation to plan for the reuse of the City's Fleet Management operation located on Block 7A. Interested developers for the parcel include the State School Board who is looking at the parcel for an Applied Technology Center (ATC). Salt Lake City Corporation has not yet determined when the site would be available for redevelopment.
4. Deborah Hartman, 907 Gale Street. Ms. Hartman is in the process of restoring a historic residence on Block 24, Plat "C".
5. Ronald Dunn, 380 West 800 South. Mr. Dunn is currently renovating his building to expand his business operation on Block 12, Plat "A".

In accordance with the Agency's budgets and the Act, the Agency may undertake projects which will assist with implementation of these redevelopment proposals.

Section 8 - Way in which Private Developers, if any, will be Selected and Identification of Developers Currently Involved in the Proposed Redevelopment

The Agency has adopted Owner Participation Rules, as may be amended from time to time, for all redevelopment projects within the City. The Owner Participation Rules permit owners of real property or tenants having the rights of ownership of real property a preference in undertaking redevelopment within a designated Project Area. The Agency contemplates that owners of real property within the Project Area will exercise their rights to this opportunity. In the event that owners do not wish to participate in the development of their individually owned parcels, the Agency reserves the right, pursuant to the Act, to select nonowner participants by private negotiation or public advertisement and bidding.

Section 9 - Redevelopment Restrictions

A. Continued Use of Existing Buildings

Redevelopment shall include and encourage the continuance of existing buildings or uses so long as blight conditions, if any, are removed and the buildings have an economic life after rehabilitation of at least twenty (20) years.

B. Retail Sales

Because blight has been found in the Granary District Redevelopment Project Area, the development of retail sales may be, and is, an objective of the Project Area in order to strengthen the tax base of the community and the State.

C. Historic Preservation

Before expending any funds, the Agency will take into account the effect of the undertaking on any site, building, structure, or specimen that is included in or eligible for inclusion in the National Register of Historic Places, or the State Register and allow the state historic preservation officer a reasonable opportunity to comment with regard to the undertaking or expenditure.

Section 10 - Provisions of the Redevelopment Plan to meet State or Local Law

Pursuant to the provisions of Sections 1210 and 1247.5 of the Act, the Redevelopment Plan provides as follows:

A. 100 Acre Limitation

The Redevelopment Project Area described in the Granary District Redevelopment Project Area Plan is less than 100 acres of privately-owned property.

B. Housing Funds

Pursuant to Section 17A-2-1264, the Agency will adopt a project area budget for a redevelopment plan which allocates 20% of the tax increment funds payable to the Agency for the life of the redevelopment plan to (1) pay part or all of the cost of land or construction of income targeted housing within the community that created the Agency, if practicable in a mixed income development or area; (2) pay part or all of the cost of rehabilitation of income targeted housing within the community that created the Agency; (3) pay part or all of the cost of land or installation, construction, or rehabilitation of any building, facility, structure, or other housing improvements, including infrastructure improvements, related to housing located in a redevelopment project area where blight has been found to exist; (4) replace housing units lost as a result of the redevelopment or economic development; or (5) make payments on or establish a reserve fund for bonds. As an alternative to the above listed eligible activities, the Agency may pay all housing funds to (1) the community for use as provided above; (2) the housing authority that provides income targeted housing within the community for use in providing income targeted housing within the community; or (3) the Olene Walker Housing Trust Fund, for use in providing income targeted housing within the community.

Before the Agency may adopt the Project Area Budget that allocates 20% of tax increment funds under Section 17A-2-1264, the Olene Walker Housing Trust Fund shall certify the Project Area Budget to be in compliance with Section 17A-2-1264. In addition, the Agency must approve and adopt the Project Area Budget by a 2/3 vote.

Section 17A-2-1263 of the Act permits the Agency to use any tax increment from one project area to undertake housing activities within any redevelopment project area created by the Agency. The Agency may use tax increment from other project areas to undertake housing within the Granary District Redevelopment Project Area. The Agency may also use tax increment from the Granary District Redevelopment Project Area to undertake housing activities within other redevelopment project areas.

The Agency has included a minimum of 20% of the tax increment as Section 1264 Housing Funds in the Project Area Budget. In accordance with the Agency's budgets and the Act, the Agency will undertake housing programs and projects.

C. Incremental Value Limitations

The Agency may not obtain approval of a redevelopment project area budget pursuant to Section 17A-2-1210 of the Act if the allocated incremental value of all existing redevelopment project areas, as defined in the Act, exceeds 10% of the total taxable value of the community, or if the projected allocated incremental value of the redevelopment project area as described in the proposed redevelopment project area budget plus the allocated incremental value of all other existing redevelopment project areas, exceeds 12% of the total taxable value of the City unless the Agency obtains the majority consent of the taxing agency committee. The taxable value of the City is the total taxable value for the City as shown on the last equalized assessment roll as certified by the county assessor. The allocated tax incremental value shall be calculated as follows:

1. the taxable value in excess of the adjusted base-year taxable value in the tax increment collection area, multiplied by the applicable percentage of tax increment to be paid to the agency pursuant to Subsection 17A-2-1247(2)(f) of the Act; and
2. the taxable value in excess of the adjusted base-year taxable value in the Agency's tax increment collection areas, multiplied by the applicable percentage of tax increment to be paid to the Agency in accordance with the approved and proposed redevelopment project area budgets pursuant to Subsection 17A-2-1247.5(3), (4) and (5) of the Act.

10% Calculation. The Agency's 1997 incremental value for the Central Business District, Sugar House, West Temple Gateway, West Capitol Hill, and Depot District Project Areas is \$1,234,228,292, less statutory reductions of \$360,839,336, for an allocated incremental value of \$873,388,956.

Salt Lake City - Community Taxable Value: \$11,673,641,509

Agency Project Areas as Percent of the City: 7.48%

The Agency's current project areas do not exceed 10% of the total taxable value of the community. Therefore, the prohibition for creating new project areas as described in Section 17A-2-1210 of the Act does not apply.

12% Calculation. The Agency's 1998 incremental value for the Central Business District, Sugar House, West Temple Gateway, West Capitol Hill, and Depot District Project Areas is \$1,234,228,292, less statutory reductions of \$360,839,336, for an allocated incremental value of \$873,388,956. The Agency is requesting a Project Area Budget of \$50,000,000 for the Granary District Redevelopment Project Area which incorporates a projection of allocated incremental value of \$540,539,368.

Salt Lake City - Community Taxable Value: \$11,673,641,509

Current plus Collection Area of
projected Project Areas as a Percent of City: \$1,378,018,324 or 11.80%

The incremental value of the Agency's current project areas plus the value which must be created to achieve the Granary District Project Area Budget does not exceed 12% of the total taxable value of the

community. Therefore, the requirement to obtain the consent of the Taxing Agency Committee prior to creating a new project area as described in Section 17A-2-1210 does not apply.

D. Plan Limitations

The Redevelopment Plan contains the following limitations on the power of the Agency in accordance with Section 17A-2-1210.5 of the Act:

1. A time limit not to exceed **three** years after the date of the Redevelopment Plan adoption during which the Agency must commence implementation of the Redevelopment Plan unless the Redevelopment Plan is re-adopted as if it were a modified plan in accordance with Section 17A-2-1229 of the Act.
2. A time limit not to exceed **five** years from the date of the Redevelopment Plan adoption after which the Agency shall not commence acquisition of property through **eminent domain**.
3. A time limit of **twenty-five** years from the date of the Redevelopment Plan adoption after which no tax increment from the Redevelopment Project Area may be allocated to or paid to the Agency without the Agency obtaining the majority consent of the taxing agency committee in accordance with Section 17A-2-1247.5 of the Act for a longer time period for the collection of tax increment.

E. Owner Participation

Pursuant to Section 17A-2-1214 of the Act, the Granary District Redevelopment Project Area Plan provides for reasonable opportunities to participate in the redevelopment of property in the Granary District Redevelopment Project Area by the owners of property in the Redevelopment Project Area if the owners (and certain tenants having the right to become owners) enter into a participation agreement with the Agency agreeable to the Agency. The Agency has adopted Owner Participation Rules, which may be amended from time to time, copies of which may be obtained from the office of the Agency upon request. The Owner Participation Rules permits owners within the Redevelopment Project Area reasonable opportunities to participate in the redevelopment of the Project Area by executing a participation agreement with the Agency. The Owner Participation Rules include the following kinds of possible participation:

1. Owners retaining, maintaining, and if necessary rehabilitating, all or portions of their properties;
2. Owners acquiring adjacent or other properties in the Project Area;
3. Owners selling all or portions of their improvements to the Agency, retaining the land, and developing their properties;
4. Owners selling all or portions of their properties to the Agency and purchasing other properties in the Project Area;
5. Owners selling all or portions of their properties to the Agency and obtaining preferences to re-enter the Project Area;
6. Tenants having opportunities to become owners of property in the Project Area, subject to the opportunities of owners of property in the Project Area; or
7. Other methods as may be approved by the Agency.

The form of participation which may be appropriate shall be determined for each project and program by the governing board of the Agency.

The Agency shall extend reasonable preferential opportunities to owners within the Redevelopment Project Area ahead of persons and entities outside the Redevelopment Project Area, to participate in the Redevelopment Project Area pursuant to the Owner Participation Rules.

A copy of the adopted Owner Participation Rules as approved by the Agency is incorporated herein by reference and made a part hereof and copies can be obtained upon request at the office of the Redevelopment Agency during regular business hours.

Section 11 -Redevelopment Activities

A. Master Plan Objectives

The Gateway Specific Plan of the Gateway Master Plan includes the following objectives for the South and I-15 Railroad Sub-Districts which overlap with the Granary District Redevelopment Project Area:

1. LAND USE

- Objective 1: Provide for the continuation of existing uses within the Gateway District.
- Objective 2: Organize the Gateway District in a pattern of streets, blocks and pedestrian ways that extend the original grid pattern.
- Objective 3: Encourage transit-oriented development.
- Objective 4: Provide for the development of a diverse mixture of uses that complement downtown, encourage a variety of housing opportunities, and facilitate the enhancement and revitalization of the Gateway District.
- Objective 5: Provide opportunities for housing within the Gateway District to reinforce the downtown area as a place to live, work and shop.
- Objective 6: Maintain and improve retail services in the Gateway District.
- Objective 7: Strengthen the character and livability of the Gateway District by developing a system of public recreation facilities, open spaces, pedestrian ways, and waterways.
- Objective 8: Encourage adaptive reuse of historic buildings within the Gateway.

2. HOUSING

- Objective 1: Create strong neighborhoods with diversity in housing type, tenure, and cost.
- Objective 2: Create attractive neighborhood environments that will reinforce the sense of community.
- Objective 3: Maximize housing opportunities for residents who desire an urban neighborhood environment.
- Objective 4: Provide on-site common areas and private and/or non-traditional open space facilities to meet the needs of residents.
- Objective 5: Require active, friendly and public-oriented ground-level uses that contribute to the pedestrian environment and serve the neighborhood.
- Objective 6: Provide parking and service facilities that do not detract from the neighborhood character of the area.

3. COMMERCIAL

- Objective 1: Strengthen the Downtown Central Business District (CBD) as the region's principal employment center.
- Objective 2: Provide a broad mixture of small and medium commercial tenants representing a variety of uses.
- Objective 3: Promote commercial development on a neighborhood scale with an emphasis on specialty stores and neighborhood services.

4. COMMUNITY FACILITIES

- Objective 1: Parks and Open Spaces: Provide a system of parks, recreational facilities, and open spaces that serve the needs of residents and employees.
- Objective 2: Parks and Open Spaces: Integrate Gateway's open space into the larger open space network.
- Objective 3: Parks and Open Spaces: Establish Gateway Commons Park next to I-15.
- Objective 4: Parks and Open Spaces: Establish a greenway on 500 West that will provide an area for enjoyment for all people within the Gateway.
- Objective 5: Parks and Open Spaces: Encourage the use of Pioneer Park as a focal point in the Gateway District.
- Objective 6: Public Safety: Provide for the expansion of public safety facilities in the Gateway District, including fire and police protection.
- Objective 7: Social Services: Develop strategies that will help integrate social service facilities into the social fabric of the Gateway District.
- Objective 8: Schools: Provide educational facilities and opportunities within the Gateway District.
- Objective 9: Churches: Encourage churches and other religious buildings to locate within the Gateway District.

5. TRANSPORTATION

- Objective 1: Public Transit: Reinforce downtown as the regional transportation hub with light rail, commuter rail, inter-city and local bus service.
- Objective 2: Freeway Access: Improve and enhance freeway access to the Gateway District.
- Objective 3: Arterial Roadway Systems: Complete the arterial street system in a manner that relieves existing congestion and serves future land use needs.
- Objective 4: Collector Roadway System: Complete the collector street system in a fashion that relieves congestion and serves the residents in the Gateway District.
- Objective 5: Local Roadway System: Complete the local street system in a manner that is more pedestrian friendly and encourages slower traffic speeds.
- Objective 6: Roadway Design: Reconstruct the streets to accommodate landscaping and traffic calming techniques.
- Objective 7: Pedestrian and Bicyclist Circulation: Provide access with an emphasis on a friendly and safe environment for bicycles and pedestrians.

6. ENVIRONMENTAL

- Objective 1: Promote environmental justice in the Gateway District.
- Objective 2: Provide references to information on issues of environmental contamination.
- Objective 3: Minimize the cost to reuse and cleanup properties in the Gateway District.

7. URBAN DESIGN

- Objective 1: Create a pedestrian friendly streetscape that will establish a sense of neighborhood.
- Objective 2: Minimize the negative visual appearances of new and existing automobile parking lots, storage yards, loading and truck staging areas.
- Objective 3: Design 500 West as a "greenway" through the Gateway District.
- Objective 4: Improve the appearance of the major vehicle entries into the city.
- Objective 5: Protect and enhance the view corridors and major vistas.
- Objective 6: Require new signage to conform to standards set forth in a sign ordinance for the Gateway District.
- Objective 7: New development should reinforce and complement the urban form and character of the Gateway District.
- Objective 8: Improve the economic, social, and environmental benefits of strategic tree planting and light-colored buildings and street surfaces in order to enhance the health and welfare of residents in the Gateway District.

8. UTILITIES

- Objective 1: Water System: Provide adequate water facilities to serve the needs of new development, and apply water conservation techniques that will reduce overall demand.
- Objective 2: Sanitary Sewer: Provide for the sanitary sewage needs of the project while complying with established standards.
- Objective 3: Storm Drainage: Provide storm water control to protect improvements and neighboring property, to convey surface and ground water off the site for appropriate discharge in a way that minimizes flooding and complies with water quality objectives.
- Objective 4: Electric Power: Develop a public utilities master plan for the Gateway District.
- Objective 5: Natural Gas, Telephone, & Cable TV: Provide service to support new developments in the Gateway District.

9. IMPLEMENTATION

- Objective 1: Establish the regulatory mechanisms necessary to implement the Gateway Development Plan.
- Objective 2: Provide for an orderly transition of land use changes.
- Objective 3: Allow for the continuation of existing uses in the Gateway District while promoting opportunities for establishing new retail, office, and residential development.
- Objective 4: Provide for new residential development in a manner that minimizes conflicts between new and existing uses.
- Objective 5: Provide for the implementation of parks, public safety, social service, and public utility improvements.
- Objective 6: Establish one or more redevelopment project areas to provide an additional means for direct public investment.
- Objective 7: Provide for the public use and enjoyment of historic buildings within the area.
- Objective 8: Develop a five-year Plan for public investment in the Gateway District.
- Objective 9: Use a wide variety of financing techniques in funding public infrastructure improvements in the Gateway District.

B. The Agency will work with Salt Lake City to implement the Gateway Specific Plan objectives by:

- Providing administration, management, public education, and coordination of redevelopment activities within the Granary District Redevelopment Project Area.
- Annually budgeting funds to implement the Redevelopment Plan and the Gateway Master Plan in accordance with the Project Area Budget.
- Implementing specific projects and programs to facilitate and encourage investment and redevelopment.

C. Standards for Redevelopment

In order to provide owners and developers maximum flexibility in the redevelopment of land located within the redevelopment project area and to encourage and obtain the highest quality design and development, specific development controls for the land uses identified above are not set forth herein. However, guidelines are established in the City's Gateway Master Plan and may be included in the zoning ordinances adopted by the City for the area covered by the Gateway Master Plan. Adherence to the general guidelines will assure development compatibility with the variety of land uses in the area and implement the goals and objectives of the City's Gateway Master Plan. Each redevelopment proposal may be considered subject to: (1) appropriate elements of the City's Gateway Master Plan; (2) the subdivision and zoning codes of the City; (3) other applicable building codes and ordinances of the City; and (4) approval by the Agency to ensure that the redevelopment is consistent with the Redevelopment Plan.

D. Redevelopment Proposals

Each redevelopment proposal by an owner or a developer shall be accompanied by site plans, development data and other appropriate material that clearly describes the extent of redevelopment proposed, including land coverage, setbacks, heights and bulk proposed, off-street parking and loading to be provided, use of public transportation, and any other data determined to be necessary or requested by the City or the Agency. A review of redevelopment proposals may be made by the staff, the governing body and/or an advisory design review committee established by and advisory to the governing body and the chief administrative officer of the Agency.

E. Techniques to Achieve Plan Objectives

Redevelopment programs and projects may be undertaken and carried out as provided in the Act. Funding for redevelopment programs and projects shall be included within the Project Area Budget as certified by the Olene Walker Housing Trust Fund and adopted by the Board of Directors of the Agency or the Taxing Agency Committee as provided in the Act. The Agency shall adopt annual implementation budgets in addition to the Project Area Budget. The Agency may issue bonds from time to time to pay for all or a part of redevelopment activities within the Granary District Project Area. The programs and projects may incorporate the following redevelopment activities:

1. Environmental Assessment and Remediation. The Agency may encourage and provide funding to property owners, tenants, public bodies, special districts and the Agency to make environmental assessments of property within the Project Area and to remediate hazardous and solid wastes to appropriate standards as determined by experts, the Utah Department of Environmental Quality, or the federal Environmental Protection Agency.
2. Rehabilitation of Property. The Agency may encourage and provide funding to property owners, tenants, public bodies, special districts and the Agency to purchase, rehabilitate, reconstruct,

structurally reinforce, make alterations to, make additions to, and otherwise improve existing property within the Project Area to insure a remaining economic life of 20 years.

3. Public Infrastructure, Public Facilities, and Public Amenities. The Agency may encourage and provide funding to public bodies, special districts, and the Agency to purchase property, install or construct buildings, facilities, structures, or other improvements which are publicly owned within the Project Area, excepting the construction of municipal buildings, courts, other judicial buildings, and fire stations, upon a determination by resolution of the Agency and the local legislative body that such buildings, facilities, structures, or other improvements are of benefit to the Project Area. Such improvements may include public streets, pedestrian walkways, sidewalks, bikeways, lighting, transit facilities, schools, utilities, open spaces, public parking, and other public facilities.

The Agency may encourage and provide funding to property owners, tenants, public bodies, special districts, and the Agency to purchase, install and construct publicly accessible improvements on privately owned property within the Project Area including streets, pedestrian walkways, sidewalks, bikeways, lighting, transit facilities, schools, utilities, open spaces, parking, and other publicly accessible facilities.

4. Housing. The Agency may encourage and provide funding for housing activities permitted by Sections 17A-2-1263 and 17A-2-1264 of the Act.
5. Acquisition of Real Property. The Agency may acquire, but is not required to acquire, real property located in the Redevelopment Project Area, by gift, devise, exchange, purchase, eminent domain or condemnation, or any other lawful method. At its option, the Agency is authorized to acquire other interests in real property less than fee title such as use restrictions, leasehold interests, easements, rights of way, etc. The Agency may acquire interests in entities that own real property, partnership interests, stocks, participations, etc. The Agency may own real property in conjunction with others. The Agency shall not acquire real property on which an existing building is to be continued on its present site and in its present form and use without the consent of the owner, unless, in the Agency's judgment, (1) such building requires structural alteration, improvement, modernization, or rehabilitation, or (2) the site or lot on which the building is situated requires modification in size, shape, or use, or (3) it is necessary to impose upon such property any of the standards, restrictions and controls of the Redevelopment Plan.
6. Acquisition of Personal Property. Generally personal property shall not be acquired. However, where necessary to the execution of this Plan, the Agency is authorized to acquire personal property in the Redevelopment Project Area by any lawful means.
7. Property Management. During such time that property, if any, in the Redevelopment Project Area is owned by the Agency, such property shall be under the management and control of the Agency. Such property may be rented or leased by the Agency pending its disposition for redevelopment.
8. Property Disposition and Development. The Agency is authorized to demolish and clear buildings, structures, and other improvements from any real property in the Redevelopment Project Area as necessary to carry out the purposes of this Redevelopment Plan. The Agency is authorized to prepare or cause to be prepared as building sites any real property in the Redevelopment Project Area.

For the purposes of this Plan, the Agency is authorized to sell, lease, exchange, subdivide, transfer, assign, pledge, encumber by mortgage or deed of trust, or otherwise dispose of any interest in real property. The Agency is authorized to dispose of real property, in conformance with the Agency's

disposition policy, by leases or sales by negotiation with or without public bidding. Real property acquired by the Agency in the Redevelopment Project Area shall be sold or leased to public or private persons or entities for development for the uses permitted in the plan. Real property may be conveyed by the Agency to the City or any other public body without charge. The Agency shall reserve such controls in the disposition and development documents as necessary to prevent transfer, retention or use of property for speculative purposes and to insure that the development is carried out pursuant to this Redevelopment Plan. All purchasers or lessees of property shall be made obligated to use the property for the purposes designated in this Redevelopment Plan, to begin and complete development of the property within a period of time which the Agency fixes as reasonable, and to comply with other conditions which the Agency deems necessary to carry out the purposes of this Plan.

9. New Construction. The Agency may encourage and provide funding to property owners, tenants, public bodies, special districts, and the Agency to purchase property and undertake the construction of new buildings, additions to existing buildings, parking and site improvements to assure the economic use of the properties in the Project Area.
10. Development. To the maximum extent possible, the objectives of the Redevelopment Plan are to be accomplished through Agency encouragement of, and assistance to, private enterprise in carrying out development activities. To provide adequate safeguards to ensure that the provisions of this Redevelopment Plan will be carried out and to prevent the recurrence of blight, all real property sold, leased or conveyed by the Agency, as well as all property subject to participation agreements, shall be made subject to the provisions of this Redevelopment Plan by leases, deeds, contracts, agreements, declarations of restrictions, provision of the City ordinance, conditional use permits, or other means. Where appropriate, as determined by the Agency, such documents or portions thereof shall be recorded in the Office of the County Recorder. The leases, deeds, contracts, agreements, and declarations of restrictions may contain restrictions, covenants, covenants running with the land, rights of reverter, conditions subsequent, equitable servitudes, or any other provision necessary to carry out this Redevelopment Plan.

To the extent now or hereafter permitted by law, the Agency is authorized to pay for, develop, or construct any building, facility, structure, or other improvement either within or without the Redevelopment Project Area for itself or for any public body or public entity to the extent that such improvement would be of benefit to the Redevelopment Project Area and in conformance with the Neighborhood Development Act. During the period of development in the Redevelopment Project Area, the Agency shall insure that the provisions of this Redevelopment Plan and of other documents formulated pursuant to this Redevelopment Plan are being observed, and that development in the Redevelopment Project Area is proceeding in accordance with the development documents and time schedules. Plans for development or redevelopment undertaken with the assistance of the Agency by owners or developers, both public and private, shall be submitted to the Agency for approval and architectural review. All development or redevelopment undertaken with the assistance of the Agency must conform to this Redevelopment Plan and all applicable federal, state, and local laws. For the purpose of this Redevelopment Plan, the Agency is authorized to sell, lease, exchange, transfer, assign, pledge, encumber, and otherwise dispose of personal property.

11. Cooperation with the Community and Public Bodies. The community and certain public bodies are authorized by state law to aid and cooperate, with or without consideration, in the planning, undertaking construction, or operation of this project. The Agency shall seek the aid and cooperation of such public bodies in order to accomplish the purposes of the redevelopment plan and the highest public good.

The Agency, by law, is not authorized to acquire real property owned by public bodies without the consent of such public bodies. The Agency, however, will seek the cooperation of all public bodies which own or intend to acquire property in the Redevelopment Project Area. The Agency shall impose on all public bodies the planning and design controls contained in the plan to insure that present uses and any future development by public bodies will conform to the requirements of the Plan.

12. Historic Preservation. The Agency may encourage and provide funding to property owners, tenants, public bodies, special districts and the Agency to purchase, restore, rehabilitate, reconstruct, structurally reinforce, make alterations to, make additions to, and otherwise improve property which is historically or architecturally significant within the Project Area.
13. The Agency may undertake any other redevelopment activities not enumerated herein which would implement this Redevelopment Plan as permitted by the Act.

Section 12 - Taxing Agency Committee

Section 17A-2-1247.5 of the Act, which may be amended from time to time, provides for the establishment of a taxing agency committee which will have the following powers and perform the following functions:

- (2) (a) A taxing agency committee shall be created for each redevelopment or economic development project. The committee membership shall be selected as follows:
 - (i) two representatives appointed by the school district in the project area;
 - (ii) two representatives appointed by resolution of the county commission or county council for the county in which the project area is located;
 - (iii) two representatives appointed by resolution of the City's legislative body in which the project area is located;
 - (iv) a representative approved by the State School Board; and
 - (v) one representative who shall represent all of the remaining governing bodies of the other local taxing agencies that levy taxes upon the property within the proposed project area to serve as a voting member of the committee. The representative shall be selected by resolution of each of the governing bodies of those taxing agencies.
- (b) A taxing agency committee formed in accordance with this section has the authority to:
 - (i) represent all taxing entities in a project area and cast votes that will be binding on the governing boards of all taxing entities in a project area;
 - (ii) negotiate with the Agency concerning the redevelopment plan;
 - (iii) approve or disapprove project area budgets which do not allocate 20% of the tax increment for housing as provided in Section 17A-2-1264 of the Act; and
 - (iv) approve an exception to the limits on the value and size of project areas imposed by Section 17A-2-1210, or the time and amount of tax increment financing under this section.

The Agency has created a taxing agency committee as required by Section 17A-2-1247.5 of the Act. The Agency will use 20% of the tax increment allocated to the Agency for housing purposes, therefore taxing agency committee approval of the Project Area Budget is not required.

Section 13 - Project Area Budget

The Agency has prepared a Project Area Budget to be adopted in conjunction with the Redevelopment Plan. The Granary District Project Area Budget allocates 20% of the tax increment for housing as provided in Subsection 17A-2-1264. The Agency may not collect tax increment from all or part of a Project Area until after: (i) the Olene Walker Housing Trust Fund Board, established under Title 9, Chapter 4, Part 7, Olene Walker Housing Trust Fund, has certified the Project Area Budget as complying with the requirements of Section 17A-2-1264; and (ii) the Agency's governing body has approved and adopted the Project Area Budget by a 2/3 vote.

The Granary District Project Area Budget may be amended, from time to time, if: (i) the Olene Walker Housing Trust Fund Board, established under Title 9, Chapter 4, Part 7, Olene Walker Housing Trust Fund, certifies the amendment as complying with the requirements of Section 17A-2-1264; and (ii) the agency's governing body approves and adopts the amendment by a 2/3 vote.

Section 14 - Tax Increment Provisions in the Redevelopment Plan

A. Tax Increment Provisions

The Redevelopment Plan specifically incorporates the provisions of tax increment financing permitted by Section 17A-2-1247.5, of the Act, which may be amended from time to time. The Agency may invest tax increment throughout the Granary District Redevelopment Project Area for redevelopment activities. The Agency has elected to receive up to 75% of the annual tax increment for a period of 24 years.

The Agency has elected to use 20% of the tax increment to be allocated for housing pursuant to Section 17A-2-1264 of the Act and will obtain the certification of the Olene Walker Housing Trust Fund.

B. Other Provisions Required by Law

The redevelopment plan specifically incorporates the following provisions of Section 17A-2-1247.5:

- (5) (a) The redevelopment plan shall contain a provision that provides that the portion of the taxes, if any, due to an increase in the tax rate by a taxing agency after the date the project area budget is approved by the taxing agency committee may not be allocated to and when collected paid into a special fund of the redevelopment agency according to the provisions of Subsection (4) unless the taxing agency committee approves the inclusion of the increase in the tax rate at the time the project area budget is approved. If approval of the inclusion of the increase in the tax rate is not obtained, the portion of the taxes attributable to the increase in the rate shall be distributed by the county to the taxing agency imposing the tax rate increase in the same manner as other property taxes.
- (b) In each year in which there are increases or decreases in the tax rate of a taxing agency as described in Subsection (a) as a result of (i) statutes enacted by the Legislature, a judicial decision, or an order from the State Tax Commission to a county to adjust or factor its assessment rate pursuant to Subsection 59-2-704(2), (ii) changes in exemptions provided in Article XIII, Sec. 2, Utah Constitution, or Section 59-2-103, (iii) an increase or decrease in the percentage of fair market value, as defined under Section 59-2-102, and (iv) a decrease in the certified tax rate under

Subsection 59-2-924(2)(c) or (2)(d)(i), the amount of the tax rate to be used in determining tax increment shall be increased or decreased by the amount of the increases or decreases as a result of the applicable action described in (i), (ii), (iii), or (iv).

(c)(i) Notwithstanding the increase or decrease resulting from Subsection (b), the amount of money allocated to, and when collected paid to the agency each year for payment of bonds or other indebtedness may not be less than would have been allocated to and when collected paid to the agency each year if there had been no increase or decrease under Subsection (b).

(ii) For a decrease resulting from Subsection (5)(b)(iv), the taxable value for the base year under Subsection 17A-2-1202(2) shall be reduced for any year to the extent necessary, including below zero, to provide an agency with approximately the same amount of money the agency would have received without a reduction in the county's certified tax rate if: (A) in that year there is a decrease in the certified tax rate under Subsection 59-2-924(2)(c) or (2)(d)(i); (B) the amount of the decrease is more than 20% of the county's certified tax rate of the previous year; and (C) the decrease results in a reduction of the amount to be paid to the agency under Section 17A-2-1247 or 17A-2-1247.5.

Section 15 -Relocation Plan

The Agency has adopted a Relocation Plan entitled "Rules Governing Relocation Assistance For the Redevelopment Agency of Salt Lake City," which may be amended from time to time. Pursuant to the Relocation Plan, the Agency shall provide relocation assistance to persons who are displaced as a result of the acquisition of real property by the Agency or written request by the Agency to vacate real property for a program of purchase undertaken by the Agency, or as a direct result of redevelopment activities conducted by the Agency in accordance with the Relocation Plan adopted by the Agency.

A copy of the adopted Relocation Plan as approved by the Agency is incorporated herein by reference and made a part hereof and copies can be obtained upon request at the office of the Redevelopment Agency during regular business hours.

Section 16 -Provisions For Amending The Redevelopment Plan

The Redevelopment Plan may be amended or modified any time by the Agency in the same manner as if the amendment or modification constituted a redevelopment plan being originally proposed or as provided in Section 17A-2-1229, of the Act.

Supporting Documents

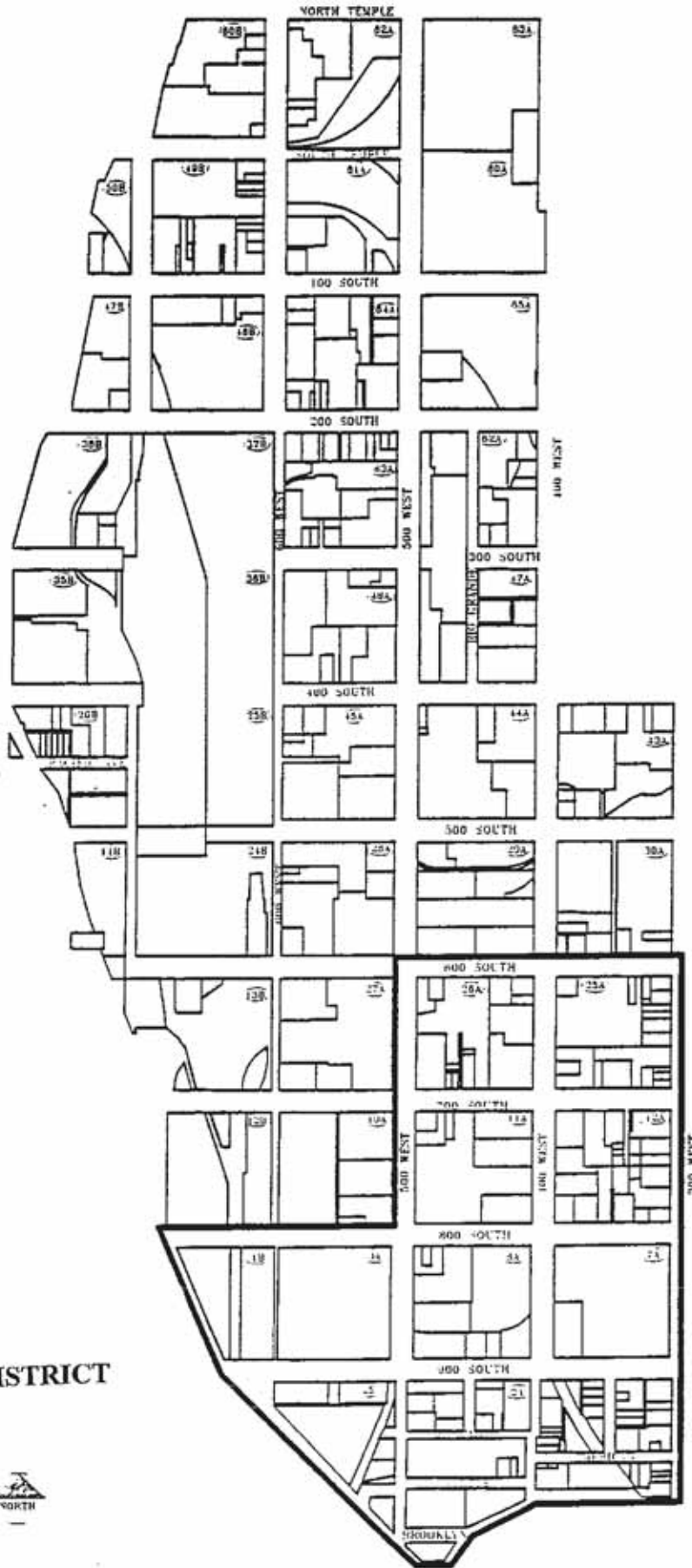
The following documents are part of the Granary District Redevelopment Project Area Plan dated September 10, 1998 and are incorporated by reference. The documents support the statements and findings incorporated in the Granary District Redevelopment Project Area Plan.

1. Gateway Blight Analysis by Landmark Design, April 1998, as amended on November 2, 1998.
2. Creating an Urban Neighborhood, Gateway District Land Use & Development Master Plan and The Gateway Specific Plan, adopted August 11, 1998, as said plan may be amended by the City from time to time.
3. Salt Lake City Zoning Maps, April 5, 1995, as said maps may be amended by the City from time to time.
4. Salt Lake City Street Maps, as said maps may be amended by the City from time to time.
5. Exhibit "A" - Gateway Survey Area
6. Exhibit "B" - Granary District Project Area
7. Exhibit "C" - Future Land Use Map
8. Rules Governing Participation and Preferences by Owners, Operators of Businesses, and Tenants in Redevelopment Project Areas adopted by the Redevelopment Agency of Salt Lake City and Salt Lake City Council, as said Rules may be amended from time to time by the Agency.
9. Rules Governing Relocation Assistance for the Redevelopment Agency of Salt Lake City adopted by the Redevelopment Agency of Salt Lake City and Salt Lake City Council, as said Rules may be amended from time to time by the Agency.



SURVEY AREA
NOT TO SCALE

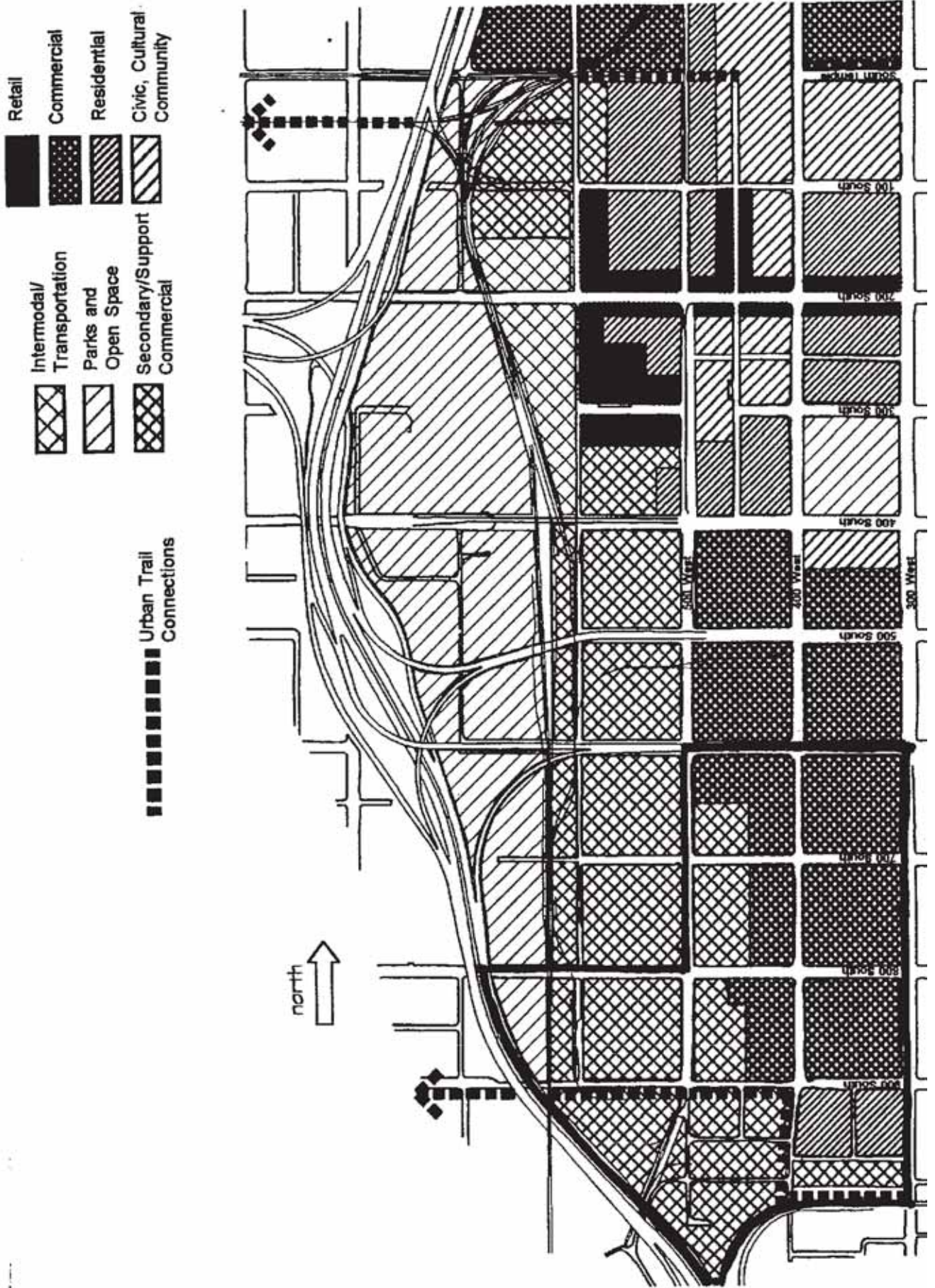




GRANARY DISTRICT



Proposed Mixed Land Use Patterns



REPORT ON REDEVELOPMENT PLAN
ENTITLED
"GRANARY DISTRICT REDEVELOPMENT PROJECT AREA PLAN"

April 15, 1999

Redevelopment Agency of Salt Lake City
Room 418 City and County Building
451 South State Street
Salt Lake City, Utah 84111

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REPORT ON REDEVELOPMENT PLAN

ENTITLED

"GRANARY DISTRICT NEIGHBORHOOD REDEVELOPMENT PLAN"

The following report (the "Report") on the Project Area Redevelopment Plan entitled "Granary District Redevelopment Project Area Plan" dated April 15, 1999, is submitted by the Redevelopment Agency of Salt Lake City (the "Agency") in accordance with the provisions of Section 1220 of the Utah Neighborhood Development Act (the "Act"). The terms used in this Report shall have the same meaning as the terms defined in the "Granary District Redevelopment Project Area Plan."

1. The Reasons for the Selection of the Project Area

The Redevelopment Project Area was selected because it is a blighted area within Salt Lake City where investment of tax increment and redevelopment programs and projects will eliminate blight, stabilize and expand the residential neighborhood, and strengthen the commercial business and economic base of the community. The project area (the "Granary District Redevelopment Project Area" or "Project Area") is desirable for redevelopment at the present time because of its proximity to downtown, the need for expansion of the commercial and industrial economic base of the community, and the increased demand for affordable housing. Planned treatment of this Project Area will be to prevent and eliminate blight and to stimulate new development and upgrade this area of the community for sound long-range growth. Specific boundaries were arrived at by the Agency based on a review of the area by the Agency's volunteer Redevelopment Advisory Committee, the Agency's governing body, City Planning staff, redevelopment consultants, and other technical and legal consultants.

2. The Description of the Physical, Social, and Economic Conditions Existing in the Area

A. Physical Conditions

The Project Area includes approximately 95.80 acres of privately owned land excluding public streets. The Granary District Redevelopment Project Area has some land used for railroad tracks and irregular vacant parcels where railroad spurs are not longer used. Because of the railroad and manufacturing uses, 65 out of the 137 parcels (47.4% of the parcels) were deemed to be of irregular shape and size by the blight consultant. There are 30 parcels in primarily single-family residential uses with the balance of the property being used for commercial, distribution, or industrial uses. It is also significant that 10.2% of the parcels have been identified as having or potentially having environmental clean-up concerns.

According to the blight survey, 90.5% of the parcels in the Project Area contain buildings and improvements which represent 98.1% of the square footage of land area within the Project Area, excluding public streets.

At the time of the blight finding by the Agency pursuant to Section 1208 of the Act, the Agency determined that the Project Area was unfit or unsafe to occupy or may be conducive to ill health, transmission of disease, infant mortality, juvenile delinquency or crime because of five of the factors listed below and was determined to be a "blighted area" for the following reasons:

(1) Defective Character of physical construction.

The condition of the structures in the Survey Area was based on a visual survey by Brixen & Christopher that evaluated each structure on its condition, building code compliance, fire safety, and environmental measures. The survey team assigned an "A" to a parcel if "Condition of Building" or "Condition of

Parcel" was noted in any "poor" category on the field survey. The "A" is the paragraph letter associated with this factor of blight in the Act, 17A-2-1202(3)(b)(ii). Items considered under "Condition of Parcel" were yard maintenance, driveway-sidewalk, open storage, drainage, fencing and site improvements. Items considered under "Condition of Building" were roofing/flashing, chimney, exterior walls, windows, entry steps, porch, and foundation. "Poor" condition refers to collection of debris and garbage in the yard area, major damage to or a nonexistent driveway or sidewalk, visible open storage, unsuccessful drainage over the site leading to unwanted water collection, damage to fencing inviting unwanted entry, lack of necessary site improvements, noticeable damage to roofing and flashing, structural damage to chimneys and/or exterior walls, broken or missing windows, unsafe entry steps and porch with structural problems, and/or major cracking or settling in the foundation.

The area exhibits a number of substandard structures indicating defective character of physical construction. Of the 137 parcels in the Survey Area, 98 of them (71.5%) were found to be in substandard condition.

(2) Mixed character and shifting of uses which results in obsolescence, deterioration or dilapidation.

Assignment of this factor was determined by Brixen & Christopher, Architects, and Wikstrom Economic Planning Consultants. The survey team assigned a "D" to a parcel if "compatibility" falls into a severe conflict category based on a field survey and economic evaluation. "Conflict" would be described as in opposition with the surrounding area. Items were considered severe conflict when the uses were unknown or incompatible as compared with the community, compared to the adjacent property or compared to the local area and a lack of zoning conformance, as defined by the Salt Lake City Zoning Ordinance, Title 21A of the Salt Lake City Code, adopted April 12, 1995.

Properties were reviewed within the context of the immediate neighborhood and the context of the larger Gateway District. The neighborhood and district are experiencing shifts of use from older, industrial properties to uses more consistent with the area's proximity to the downtown and other surrounding neighborhoods (such as the residential neighborhoods located on the fringes of the Gateway). To the extent that an individual parcel's use is not in conformance with the overall trends of the area, it was determined to be more affected by mixed character and subject to shifting use and therefore received this designation.

Of the 137 parcels in the area 137 or 100% of the parcels exhibited characteristics which were indicative of mixed character and shifting of uses.

(3) Economic deterioration or continued disuse.

Assignment of this factor was determined by Brixen & Christopher, Architects and Wikstrom Economic Planning Consultants. The survey team defined economic deterioration as parcels showing visible signs of disinvestment or lack of reinvestment in recent years (e.g., peeling paint, poor roof repair, poorly maintained landscape or structure, visible debris). A visual inspection of each site was conducted to determine if there was evidence of disinvestment or lack of reinvestment in recent years. In addition, consideration was given to the decline in economic activity of an industry (the decline in rail-served industries in the area, for example) and uses that are not consistent with the surrounding development (e.g., single family homes surrounded by heavy industrial uses). Factor "E" was assigned if a parcel falls in the "yes" category of economic deterioration.

The survey team also assigned an "E" to a parcel if "Utilization of Parcel" falls in any "yes" category or "Condition" falls in any "poor" category based on the field survey and economic evaluation. Items considered under "Utilization of Parcel" were underutilized building, vacant building, uninhabitable building, and vacant land. Items considered under "Condition" were site condition, site maintenance,

building condition, and building maintenance. This letter was assigned if the building was perceived as not being used to its full potential, the building appeared to be unuseable due to structural damage, health risks, poor building or site maintenance, or the land was vacant.

Eighty-one of the 137 parcels or 59.1% of the parcels exhibited the attributes described.

(4) Existence of inadequate streets, open space, and utilities.

The survey team assigned a "G" to a parcel if "Condition of Site - Infrastructure" falls in any "poor" category based on the field survey. Items considered under "Condition of Site - Infrastructure" were streets, storm sewers, fire hydrants, sidewalks, street lighting, and utilities. This letter was also assigned if the above were in unusable condition. Curb and gutter existence was noted but did not play a determining factor in and of itself as long as drainage appeared to be adequate. It was determined by the survey team that 106 parcels (or 77.3% of the parcels) did not have adequate streets, open space, and utilities.

(5) Existence of lots or other areas which are subject to being submerged by water.

The survey team assigned an "H" to a parcel if "Condition at Parcel" is in the 100 year flood plain, based on FEMA Flood Insurance Rate Map 1983, or if field survey indicates the distinct possibility of being submerged. The following quote was taken from the Mandatory Purchase of Flood Insurance Guidelines Federal Emergency Management Agency: "The 100-year flood might be more properly term the 1 percent annual chance flood, which represents its true probability of being equaled or exceeded in any year...Of special interest to lenders is the fact that within the special flood hazard area there is a 26 percent chance (about one in four) of experiencing such a flood over a typical 30 year mortgage period." It was determined by the survey team that 116 parcels (or 84.6% of the parcels) fell within the most recent FEMA Flood Insurance Rate Map boundaries.

B. Social Conditions

The Granary District Project Area includes Traffic Zones 1187 and 1188 in Census Tract 1024. These Zones include the area from 600 South to approximately 950 South and from 300 West Street to I-15. The following table contains employment and income information about the area as well as similar data for all of Salt Lake City from the Surveillance of Socio-Economic Characters, 1997 Supplement, prepared by the Wasatch Front Regional Council.

Traffic Zone	Total Non-Agricultural Non-Construction Employment	Retail Employment	Industrial Employment	Average Household Income
1187	1,787	58	670	\$12,182
1188	2,780	671	85	\$11,540
Totals	4,567	729	755	
Salt Lake City	226,058	28,050	52,405	\$26,112

This area could be called a "melting pot" because of its diverse land uses that range from single family residences to heavy industrial uses all within a few blocks. This is a substantial change from the early 1900's when the Granary area was a thriving residential area.

C. Economic Conditions

The Project Area is currently zoned CG - General Commercial District. This zoning classification is intended to provide an environment for a variety of commercial uses, some of which involve the outdoor display/storage of merchandise or materials. Employment information for the area is shown in the table above. As of 1997, the Wasatch Front Regional Council estimated employment in the area at 4,500.

Substantial private investment in the area has not occurred in the Granary District Area for several reasons:

1. Much of the land had relatively poor access. The freeway exits were elevated to pass over the area and several streets had railroad tracks in the middle. By shortening the viaducts and removing the rails in 400 West and 500 West Streets, the access to the area will be significantly improved. The 900 South freeway exit embankment blocks through access from the south. The proposed relocation of the 900 South exit to 400 West would also improve access to the area. This project is currently under study and would not occur until after the current I-15 reconstruction is completed.
2. Infrastructure improvements in the area have not been well maintained. Salt Lake City's master planning process has identified a number of public investments in the area including street improvements and open space that will make the area less risky for private investors.
3. The area was perceived as being distant from both downtown to the east and the residential neighborhoods to the west and south. East/west access through the freeway embankments is accomplished only through 800 and 900 South Streets. North/south streets are in poor repair with rail tracks in the middle of the roadways.
4. The area has been perceived as having potential contamination from a variety of past industrial uses. A federal Brownfields site assessment grant was obtained by Salt Lake City and the Agency to provide data on contaminants and to develop processes for site remediation to minimize the risks associated with this as part of redevelopment.

The Redevelopment Plan addresses these issues by providing for programs and projects that will be designed to eliminate blight and land use conflicts, increase commercial and residential land uses, and direct future growth.

3. Financial Analysis Describing the Proposed Method of Financing Redevelopment of the Project Area

The Agency is a separate government entity established pursuant to the provisions of the Act. Its purpose is to prepare and carry out plans for the redevelopment and economic development of project areas within the territorial limits of Salt Lake City. To accomplish this objective, state law permits the Agency to undertake redevelopment projects and programs in specifically designated and adopted project areas which meet certain standards and criteria.

The Act provides a means for financing redevelopment projects based upon an allocation of taxes collected within a project area.

Most of the Agency's activities are funded by "tax increment" financing. The Act defines tax increment in Section 17A-2-1202(18) as follows:

Tax increment means that portion of the levied taxes each year in excess of the base tax amount which excess amount is to be paid into a special fund of an agency.

Under tax increment financing, the assessed value of all personal and real property within the redevelopment project area in the year prior to the adoption of the redevelopment plan becomes the base year or "base tax amount." In years following the base year, the local taxing units (such as the county, the City, the local school district, etc.) receive the taxes generated by applying the current year tax levy to the base tax amount assessed valuation. The taxing agencies having the right to levy general ad valorem property taxes on the real and personal property located in the Project Area thereafter receive the taxes produced by the levy of the current tax rate upon the base tax amount. The Agency may receive taxes collected due to an increase in the assessed value of the project area over that of the base year or "base tax amount." Taxes collected upon an increase in assessed valuation over the "base tax amount" are to be paid to the Agency for the payment of costs associated with financing or refinancing a redevelopment project. The Agency has no authority to levy taxes and must look specifically to the allocation of tax increment produced as above described.

In determining the feasibility of the Redevelopment Plan, the Agency has considered the present "base tax amount" within the Project Area and estimated future increments in assessed valuation and resulting "tax increment" tax revenues. The Agency reviewed the assessed value of the property within the Project Area as determined by the office of the County Assessor. The "base tax amount" for the Project Area is equal to the sum of the assessed values of real property, personal property and any State-assessed property within the Project Area for the tax year preceding the year in which the Project Area Plan is officially adopted.

Based upon the data obtained, the Agency has calculated the "base tax amount" of the Project Area as of January 1, 1998 as finalized on or before November 1, 1998, in order to estimate the amount of tax increment which may be available within the Project Area. The base taxable value for the privately-owned property is estimated to be \$37,996,044 but the County Assessor, County Auditor and State Tax Commission may determine a different base tax amount after a review of the data.

It is the intent of the Agency to implement the Redevelopment Plan as tax increment becomes available from the investment of public and private capital within the Project Area, and using other sources of revenue which may be available to the Agency such as loans, grants, gifts, and bonds, as authorized by law.

The implementation of redevelopment projects in the Project Area is economically feasible because as redevelopment occurs, the Project Area will generate additional tax increment resulting from the increased value of land and improvements which will be used to further additional development within the Project Area.

A. The Project Area Budget

The Agency has created a taxing agency committee as required by Section 17A-2-1247.5 of the Act. The taxing agency committee represents the public entities having the right to levy taxes on the property located in the Project Area.

The Agency intends to allocate 20% of the tax increment generated in the Granary District Redevelopment Project Area for housing purposes as allowed in Section 17A-2-1264 of the Act.

Expenditures by the Agency in the Project Area as established in the approved or amended project area budget (the "Project Area Budget") will not exceed anticipated revenues over the time period that the Agency has the right to receive tax increment from the Project Area.

The Project Area Budget is a multi-year budget for the Redevelopment Plan prepared by the Agency. The Agency is obtaining the Olene Walker Housing Trust Fund Board certification required prior to Agency approval. The Project Area Budget shows the following:

(1) The 1998 base year taxable value of the Project Area is \$37,996,044 as of January 1, 1998 and finalized as of November 1, 1998 as shown on Attachment No. 1 hereto;

(2) The projected tax increment of the Project Area is \$66,666,667 over a 24-year period;

(3) Of this amount, no tax increment is proposed to be shared with other taxing districts, however, 25% of the new taxes generated by the redevelopment, or approximately \$16,666,667, will be paid directly to the taxing entities;

(4) The amount of tax increment expected to be used to implement the Redevelopment Plan is \$50,000,000. Any amount of tax increment which will be used for redevelopment projects and programs, land acquisition, public and infrastructure improvements, loans, grants or tax incentives to private and public entities will be included in the annual implementation budget of the Project Area in the years in which tax increment will be budgeted for these purposes.

(5) It is unknown at this time the amount of bonds expected to be issued by the Agency.

(6) The tax increment expected to be used to cover the cost of administering the Project Area is estimated to be between 5% and 15% and is included in the Project Area Budget.

(7) The legal description for the portion of the Project Area from which tax increment will be collected pursuant to Section 1247.5 of the Act is: All of Blocks 7, 8, 9, 11, 12, 25, and 26 of Plat "A," Salt Lake City Survey, and part of Block 1, Plat "C", Salt Lake City Survey; and part of Blocks 24 and 25 Five Acre Plat "A," Big Field Survey as shown in the official records of Salt Lake County containing approximately 95.80 acres of private owned property excluding public streets.

(8) The Agency does not currently own any property within the Project Area although it may acquire property in the future to implement the Redevelopment Plan. Therefore, cost of property to be sold by the Agency and the sales price to be paid by purchasers is not known.

(9) The Agency may, but need not, acquire real property by eminent domain for a period of five (5) years following the date of the adoption of the Plan to implement the Granary District Redevelopment Project Area Plan. The Agency may acquire real property by negotiation during the life of the Project Area.

B. A Description of Any Tax Incentives Offered Private Entities for Facilities Located in the Project Area

Agency staff held meetings with property owners on January 19 and 26 and February 2 and 9 to discuss with property owners and developers possible redevelopment projects and programs. Many of the property owners also presented ideas on potential assistance the Agency could offer to them at the Granary District public hearing held on September 12, 1998. A copy of the public hearing record identifying the name and address of those appearing at the public hearing is available in the office of the Agency and may be reviewed and copied as a public record. The Agency has received no specific requests for assistance with a proposed development, however, discussions have been held with the following property owners concerning the possibility of future developments.

The Agency has been negotiating with Mr. Sandy Pepper, owner of Utah Barrel, concerning the possible acquisition of his properties located on Blocks 7A and 8A within the Granary District. Negotiations with Mr. Pepper are on-going.

The Agency is also working with Salt Lake City Corporation to plan for the reuse of the City's Fleet Management operation located on Block 7A. Interested developers for the parcel include the State School Board who is looking at the parcel for an Applied Technology Center (ATC). Salt Lake City Corporation has not yet determined when the site would be available for redevelopment.

4. Analysis of the Preliminary Plan Showing That The Adoption of the Plan is Necessary and Appropriate to Reduce or Eliminate Blight

The benefits projected to accrue to the tax base of the community from the proposed development include: increases in local option sales tax revenue, increases in real property tax revenue, increases in personal property tax revenue and increases in franchise tax revenue. The schedule entitled "Project Area Budget, Attachment No. 2" indicates the estimated increase in property tax revenue to be derived from the redevelopment of the Project Area over a period not to exceed twenty-five years. The Agency has elected to receive 75% of the property tax increment from the Project Area for a period of 24 years. Therefore, 25% of the tax increment will be paid to the taxing entities over the 24-year period from within the project area. All of the local option sales tax revenue and franchise tax revenues will be paid to the local taxing entities.

All of the land uses determined to be appropriate for redevelopment within the Project Area pursuant to the provisions of the Granary District Redevelopment Project Area Plan are in accordance with the general guidelines of the master plan or general plan of the City and its applicable planning and zoning codes, rules or regulations.

Planning criteria in the Redevelopment Plan relative to land uses, densities, characteristics of transportation systems, and need and type of public infrastructure improvements are consistent with the long-range plans of the Gateway Master Plan. These public improvements need to be made if the redevelopment of the Project Area is to be successful.

The Redevelopment Plan relates directly to the local objectives of promoting and retaining an economically healthy and growing community by not only providing desirable opportunities for redevelopment but to direct future development in a manner consistent with the Gateway Master Plan. The Agency believes that the strengths of the Project Area include:

- (A) Existing property owner interest in being involved in redevelopment.
- (B) Proximity to downtown Salt Lake City.
- (C) Vacant and underutilized parcels provide opportunity for redevelopment.
- (D) Significantly improved access to I-15 and US Highway I-89/91.

The Agency believes that the weaknesses of the Project Area include:

- (A) Incompatible land uses and zoning conflicts.
- (B) Perceived and actual environmental contamination which will need to be addressed before development will occur.

- (C) Some blocks contain interior parcels that are deteriorating or not utilized fully and would have to be assembled with other parcels for maximum development.
- (D) Area blight and deterioration have served as a deterrent for reinvestment and new development.
- (E) The area is perceived by the public as dangerous due to the high incidence of police calls in certain parts of the Project Area.

A. Analysis of Necessary and Appropriate In the Case of Blight

Salt Lake City Corporation retained the firm of Landmark Design to prepare a master plan for the Gateway District. Landmark Design put together a multi-disciplinary team of architects, planners, economic analysts, economists and other technicians to prepare the master plan and to analyze the conditions found in the Gateway Blight Survey Area. This team prepared an initial report entitled "Blight Survey, Gateway District Survey Area" (the "Blight Analysis") dated April 1998, a copy of which is incorporated into the original copy of the Redevelopment Plan and incorporated herein by reference, which report was updated as of August 12, 1998, to analyze and confirm the current conditions found in the Project Area.

The benefits derived from the financial assistance proposed to be provided by the Agency include those enumerated in the Redevelopment Plan and this report. The financial assistance proposed to be provided by the Agency will:

1. Serve to help with the removal of blight and blighting influences from the Redevelopment Project Area.
2. Remove impediments to land disposition and development through assembly of land into reasonably sized and shaped parcels necessary for future development.
3. Assist in dealing with the perceived and real environmental contamination issues.
4. Provide utilities, streets, curbs, sidewalks, parking areas, landscape areas and other public improvements to give the area a new look and to attract development. The infrastructure improvements will most likely attract additional development by providing an improved level of service delivery to the Project Area.
5. Provide for the strengthening of the property and income tax base and economic health of the entire community and the State of Utah by increasing the assessed valuation of the Project Area as well as increasing the State's and community's employment base through future commercial development.
6. Provide improved transportation to the Project Area by upgrading public streets and road access to and within the Project Area to facilitate better traffic and pedestrian circulation, reduce traffic hazards, and to promote air quality and reduce congestion.
7. Encourage and assist development of new and existing commercial business to strengthen the tax base of the community to provide jobs and to provide services needed to the new residential units.
8. Create a mixed use zoning area to permit residential and nonresidential development to be compatible.
9. Create new housing development opportunities.

(1) Evaluation of the Reasonableness of Redevelopment Costs

The cost estimates proposed at the time of adoption of the Redevelopment Plan are shown in the Project Area Budget, Attachment No. 2. The tax increment projections assume a tax rate of 0.013750. To achieve the tax increment projections, private investment and appreciation in property values of more

than \$504,000,000 must occur over the 24-year project period. The Agency's investment of \$50 million would therefore have to be matched by a private investment of more than \$454,000,000.

(2) Efforts To Maximize Private Investment

It is the intent of the Agency to maximize private investment to the highest extent possible. The Agency recognizes that its role is to stimulate and direct development within the area by making the Project Area attractive for private investment.

(3) Rationale For Use of Tax Increment Financing

The use of tax increment financing serves as a catalyst to trigger private sector investment to construct fixed assets in the community. Simply, if there is no private sector investment, there will be no tax increment against which private sector dollars can be leveraged. The community is in need of improvements and the use of tax increment is necessary to stimulate development within the Project Area and achieve the goals of the Redevelopment Plan.

(4) Analysis of Whether the Proposed Development Might Occur In The Foreseeable Future Solely Through Private Investment

Based on the condition and history of the Project Area, it cannot be reasonably expected that development will occur in the foreseeable future solely through private investment. The area is blighted and deteriorating and currently not attractive for development.

(5) Estimate of the Total Amount and Length of Time that Tax Increment Financing Will Be Expended In Undertaking Redevelopment

It is anticipated that the length of time that tax increment financing will be used within the Project Area will be twenty-four years. The length of the time for the Project Area Budget is authorized by Section 17A-2-1247.5(4)(c) of the Act. The Project Area Budget will be certified by the Olene Walker Housing Trust Fund Board and adopted by a 2/3 vote of the governing body of the Redevelopment Agency of Salt Lake City.

B. Description of Anticipated Public Benefit to Be Derived From The Redevelopment Project

It is anticipated that the public benefit to be derived from the proposed development will include the following:

(1) Number of Jobs or Employment Anticipated As A Result of the Redevelopment Project

It is unknown at this time the number of full time jobs which may be created as a result of the redevelopment project. The proposed rehabilitation and new business development programs should help to stabilize the existing business as well as provide an environment which will encourage the location of additional residential and commercial developments in the area.

(2) Associated Business and Economic Activity Likely to Be Stimulated By the Redevelopment Project

With the adoption of the new zoning guidelines, it is anticipated that there will be an increase in business and economic activity within the area. The focus of future commercial development is to encourage existing businesses to remain and improve their physical facilities and to provide an environment where new residential and business development will occur. It is anticipated that the proposed mixed-use

concept for residential and commercial development will strengthen the area's ties to both the Central Business District to the east and the residential neighborhoods to the east, south, and west.

(3) Beneficial Influences upon the Tax Base of the Community as a Result of the Redevelopment Project

The following benefits are projected to accrue to the tax base of Salt Lake City and the community as a result of the proposed development: (1) increased local option sales tax revenue; (2) increased real property tax revenue; (3) increased personal property tax revenue; (4) increased personal and corporate income tax revenue; (5) increased revenue from franchise taxes; and (6) increased room taxes from the hospitality industry.

5. Relocation Plan

The Redevelopment Plan for the Project Area incorporates by reference the provisions of the Utah Relocation Assistance Act as found in Section 57-12-1, et seq., Utah Code Annotated 1953, as amended, and the Rules Governing Relocation Assistance For The Redevelopment Agency Of Salt Lake City, as previously adopted by the Agency's governing board and as may be amended from time to time, a copy of which is incorporated by reference as part of the Redevelopment Plan and Report. These documents describe how relocation assistance will be offered to displaced persons or businesses in the event any real property is acquired by the Agency within the Project Area.

The Agency intends that all property needed to be acquired for private developments within the Project Area will be acquired, if possible, by private owners wishing to undertake redevelopment. The Agency may, however, acquire real property or interests in real property by negotiation or eminent domain in order to further the proposed redevelopment within the Project Area and to remove blight from the Project Area.

6. The Report and Recommendation of the Planning Commission

The Redevelopment Plan will be reviewed by the Salt Lake City Planning Commission on April 1, 1999. The findings of the Planning Commission will be attached as Attachment No. 3 to this Redevelopment Plan.

ATTACHMENT NO. 1

1998 TOTAL TAXABLE VALUE
GRANARY DISTRICT REDEVELOPMENT PROJECT AREA

<u>BLOCK #</u>	<u>1998 Taxable Values</u>
1B	625,700
7A	537,700
8A	3,523,630
9A	3,889,600
11A	5,614,300
12A	6,503,070
24	6,715,684
25A	4,516,320
25	2,317,440
26A	3,752,600
	<u>37,996,044</u>

ATTACHMENT NO. 2

**GRANARY DISTRICT REDEVELOPMENT PROJECT AREA
PROJECT AREA BUDGET**

		<u>Project Area Budget</u>
<u>Sources:</u>		
Tax Increment Projection (1999-2023)		\$66,666,667
Allocation to Agency	75%	\$50,000,000
<u>Uses:</u>		
Section 17A-2-1264 Housing Funds	20% of the tax increment allocated to the Agency up to	\$10,000,000
Redevelopment Activities	65% to 75%	\$32,500,000 to 37,500,000
Administrative Expenses	15% to 5%	<u>\$ 7,500,000 to 2,500,000</u>
Total		\$50,000,000

All terms and definitions are as defined in the Granary District Redevelopment Project Area Plan dated April 15, 1999

Pursuant to Section 17A-2-1264 of the Act, 20% of the tax increment allocated to be Agency shall be used to (1) pay part or all of the cost of land or construction of income targeted housing within the community that created the agency, if practicable in a mixed income development or area; (2) pay part or all of the cost of rehabilitation of income targeted housing within the community that created the agency; (3) pay part or all of the cost of land or installation, construction, or rehabilitation of any building, facility, structure, or other housing improvements, including infrastructure improvements, related to housing located in a redevelopment project area where blight has been found to exist; (4) replace housing units lost as a result of the redevelopment or economic development; or (5) make payments on or establish a reserve fund for bonds. The Agency may use the 1264 Housing Funds as tax increment is paid to the Agency or the Agency may adopt annual budgets in selected budget years to equal 20% of the tax increment allocated to the Agency over the 24-year budget period, as determined by the Agency.

The annual budgets shall show:

- (a) The amount of tax increment to be shared with other taxing districts;
- (b) The amount of tax increment to be used for:
 - (1) 1263 and 1264 housing activities,
 - (2) land acquisition,
 - (3) infrastructure improvements,
 - (4) loans and grants,
 - (5) tax incentives,
 - (6) principal and interest on bonds to be issued by the Agency,
 - (7) other programs and projects to be undertaken by the Agency.
- (c) Administrative costs

The Project Area Budget does not include an increase in tax increment due to an increase over the 1998 tax rates of any of the taxing agencies, except as permitted in the Act.

WILLIAM T. WRIGHT, AICP
PLANNING DIRECTOR

BRENT B. WILDE
DEPUTY PLANNING DIRECTOR

SALT LAKE CITY CORPORATION
COMMUNITY AND ECONOMIC DEVELOPMENT
PLANNING DIVISION

DEEDEE CORRADINI
MAYOR

April 1, 1999

Mr. Roger Thompson, Chairperson
Redevelopment Agency of Salt Lake City
Room 418, City and County Building
451 South State Street
Salt Lake City, Utah 84111

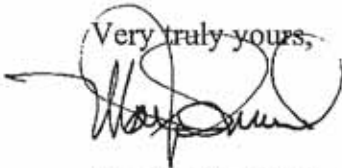
Dear Chairperson Thompson:

At its regular meeting held April 1, 1999, the Planning Commission held a public hearing to consider the proposed Redevelopment Plan entitled, "Granary District Redevelopment Project Area Plan," dated March 8, 1999. The Agency and its staff consulted with the Planning Commission and its staff regarding the contents of the Redevelopment Plan.

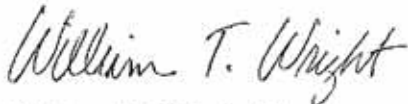
The proposed Plan was found to be consistent with the City's general plan, master plan and other plans of the city for the development of the area described in the Plan. It is the recommendation of the Planning Commission that the City Council adopt the Granary District Redevelopment Project Area Redevelopment Plan.

The Planning Commission looks forward to working with the Redevelopment Agency in implementing redevelopment projects in the Gateway District.

Very truly yours,



Max Smith, Chairperson
Salt Lake City Planning Commission



William T. Wright, Director
Salt Lake City Planning Division

RULES GOVERNING PARTICIPATION AND PREFERENCES
BY OWNERS, OPERATORS OF BUSINESSES, AND TENANTS
IN REDEVELOPMENT PROJECT AREAS ADOPTED BY THE AGENCY

Adopted by Agency Board on the 13th day of April, 1993.

PARTICIPATION RULES

I. [§ 100] GENERAL

A. [§ 101] Purpose. These rules are promulgated by the Redevelopment Agency of Salt Lake City (hereinafter the "Agency") to provide for reasonable participation in the redevelopment of property in Project Areas adopted by the Agency (hereinafter the "Project Area") by owners, operators of businesses, tenants, and other persons and entities holding interests in property within the Project Area, and to set forth the procedures governing such participation and preferences.

B. [§ 102] Participants. Persons or entities holding interests in property within the Project Area shall have a reasonable opportunity to become "participants" in the Plan, in contrast to "developers," whose interests in the Project Area are acquired solely from the Agency without having held other interests in the Project Area.

C. [§ 103] Priorities and Preferences. The Agency shall extend priorities to persons or entities holding interests in property in the Project Area, to have the opportunity to continue in, or, if the Agency acquires the land of the owner or the land with which the person or entity's interest is associated, to re-enter the Project Area if such persons or entities otherwise meet the requirements for participation in the Redevelopment Project (hereinafter the "Redevelopment Project") prescribed in a Redevelopment Plan adopted by the Agency (hereinafter the "Redevelopment Plan") and in these Rules. Priorities are opportunities conferred on participants to be given reasonable priority over developers with respect to any aspect of the redevelopment of the Project Area under the Redevelopment Plan.

II. [§ 200] TYPES OF PARTICIPATION AVAILABLE

A. [§ 201] General. The Agency shall permit owners and tenants within the Project Area to be given the opportunity to participate in the redevelopment of the Project Area by:

1. Owners retaining, maintaining, and, if necessary, rehabilitating all or portions of their properties;
2. Owners acquiring adjacent or other properties in the project area;
3. Owners selling all or portions of their improvements to the Agency, retaining the land, and developing their properties;
4. Owners selling all or portions of their properties to the Agency and purchasing other properties in the project area;

5. Owners selling all of portions of their properties to the Agency and obtaining preferences to re-enter the project area;

6. Tenants having opportunities to become owners of property in the project area, subject to the opportunities of owners of property in the project area; or

7. Other methods approved by the Agency.

B. [§ 202] Remaining in Substantially the Same Location. Participation may consist of persons or entities with property interest in the Project Area remaining in substantially the same location either by retaining all or portions of the property, or by purchasing all or portions of the property and purchasing adjacent property from the Agency. Persons or entities which participate in the same location may be required to rehabilitate or demolish all or part of their existing buildings or the Agency may acquire improvements only, then remove or demolish the improvements, and permit the participants to develop the land.

C. [§ 203] Exchanges. Participation may consist of the Agency buying land and improvements from existing owners, and offering other parcels for purchase by such participants.

D. [§ 204] Preferences. Participation may consist of obtaining participants' preferences to re-enter the Project Area.

E. [§ 205] Other Forms of Participation. The Agency may allow such other forms of participation by persons or entities holding interests in property within the Project Area as are necessary and appropriate to advance the purposes of the Redevelopment Plan and are consonant with Utah laws.

III. [§ 300] PRIORITIES AND PREFERENCES

A. [§ 301] Priorities and Preferences. The Agency shall extend reasonable preferences to persons or entities holding interests within the Project Area to participate in the Redevelopment Project, subject to the requirements prescribed in the Redevelopment Plan and these Rules. The Agency may structure priorities and preferences in any manner it deems necessary to further the ends of the Redevelopment Plan and which is consonant with its obligation to extend reasonable priorities and preferences to participants.

B. [§ 302] Participants and Developers. In view of the priorities and preferences the Agency is obligated to extend to participants over developers, participants shall have first claim to opportunities to participate in any and all phases of the Redevelopment Project, and shall be given priority over developers unless the Agency determines that the interested participants are not capable or qualified to undertake the aspect of the Redevelopment Project in question. If no participants are interested in undertaking a particular aspect of the

Redevelopment Project, the Agency is free to allow developers to take advantage of the opportunity.

C. [§ 303] Factors Limiting Participation Opportunities in General. Participation in the redevelopment of the Project Area by as many owners, tenants and other interest holders as possible is desired. However, participation opportunities shall necessarily be subject to and limited by such factors as the following:

1. Removal, relocation and/or installation of public utilities and public facilities.
2. The elimination and changing of some land uses.
3. The realignment, abandonment, widening or opening of public streets and rights-of-way.
4. The ability of participants to finance acquisition and development in accordance with the Redevelopment Plan.
5. Reduction in the total number of individual parcels in the Project Area.
6. The assembly and development of areas for public and/or private development in accordance with the Redevelopment Plan.
7. Change in orientation and character of the Project Area.

D. [§ 304] Factors Affecting Priorities and Preferences of Participants. If conflicts develop among participants desiring to participate in the Redevelopment Plan with respect to particular sites or land uses, the Agency is authorized to establish reasonable priorities and preferences among the parties and to determine a solution by consideration of such factors as:

1. Length of time in the area.
2. Accommodation of as many participants as possible.
3. Ability to perform.
4. Similar land use to similar land uses.
5. Conformity with intent and purposes of the Redevelopment Plan.
6. Any other factors the Agency deems relevant in the particular circumstances.

E. [§ 305] Participation by Joint Entities. To the extent feasible, opportunities to participate may be exercised by entities formed by two or more persons, or entities which join together in partnerships, corporations, or other joint entities for the purpose of participating in the Redevelopment Project. So long as one of the persons or entities joining in the joint entity is a participant, the joint entity may be treated as a participant.

IV. [§ 400] PARTICIPATION PROCEDURE

A. [§ 401] Participation Agreements. The Agency is authorized to enter into participation agreements with all participants in the Redevelopment Project. Such agreements may relate to properties not purchased or not to be purchased by the Agency. Each agreement will contain provisions necessary to insure that the participation proposal will be carried out, and that the subject property will be developed or used in accordance with the conditions, restrictions, rules and regulations of the Redevelopment Plan and the agreement. Each agreement will require the participant to join in the recordation of such documents as the Agency may require in order to insure such development and use. Participation agreements will be effective only if approved by the Agency.

B. [§ 402] Statements of Interest. Before making offers to purchase property in the Project Area, the Agency shall notify the persons or entities holding interests in any such properties by certified mail, return receipt requested, that the Agency is considering the acquisition of such property. The Agency shall include a form entitled "Statement of Interest in Participating" with the notification. Within 30 days of receipt of such notification, any owner interested in participating in the Redevelopment Project shall file a "Statement of Interest in Participating" with the Executive Director of the Agency. Any person or entity holding an interest in property within the Project Area may also submit such a statement at any time before such notification.

The notice letter shall inform the party to whom it is directed that failure to file a written Statement of Interest will result in waiver of the party's opportunity to participate on a priority or preferred basis in the Redevelopment Project. The Agency may disregard any Statements of Interest received after the expiration of the 30-day period.

The Agency shall consider such Statements as are submitted on time and seek to develop reasonable participation for those submitting such Statements whether to stay in place, to move to another location, to obtain priorities and preference to re-enter the Project Area, etc.

V. [§ 500] ENFORCEMENT

In the event property is not developed, maintained, rehabilitated, or used in conformance with the Redevelopment Plan or a Participation Agreement, the Agency is authorized to (1) purchase the property, (2) purchase any interest in the property sufficient to obtain conformance, or (3) take any other appropriate action sufficient to obtain such conformance.

VI. [§ 600] AMENDMENTS OF OWNER PARTICIPATION RULES

The Agency may amend these rules at any meeting two weeks after publication of one notice in a newspaper of general circulation in the City of Salt Lake at least seven days after written notice has been given to all members of the Agency's Governing Board. The effective date of any amendment shall be the date on which it is approved by the Agency or on such other date as the Agency may specify in approving the Amendment.

VII. [§ 700] EFFECTIVE DATE

These participation rules shall take effect on the date of adoption of an Ordinance by the City Council of Salt Lake City adopting Redevelopment Plan for the Project Area as defined in the Section 103 herein.

RULES GOVERNING RELOCATION ASSISTANCE
FOR THE REDEVELOPMENT AGENCY OF SALT LAKE CITY

Adopted by the Agency Board on the 17th day of September, 1998.

RELOCATION ASSISTANCE RULES

I. [§ 100] GENERAL

- A. [§ 101] Purposes. These rules are promulgated by the Redevelopment Agency of Salt Lake City (hereinafter the "Agency") to provide for uniform relocation rules for persons, businesses and farms directly displaced because of redevelopment project activities in an officially adopted redevelopment project area.
- B. [§ 102] Declaration of Policy. It is hereby declared to be the policy of the Redevelopment Agency of Salt Lake City:
1. That it is sometimes necessary for the Agency to acquire land by condemnation;
 2. That persons, businesses, and farms are often uprooted and displaced by such action while being recompensed only for the value of land taken;
 3. That such displacement may work an economic hardship on those persons or businesses required to move or relocate ;
 4. That certain added expenses should be included as a part of the project cost and paid to those displaced;
 5. That the State of Utah has established uniform policies for land acquisition under the Utah Relocation Assistance Act, to assist the Agency in assuring that displaced persons are treated fairly;
 6. That it is in the public interest for the Agency to provide for such payments and to establish such land acquisition policies.

Therefore, the purpose of these rules is to establish a uniform policy for the fair and equitable treatment of persons displaced by the acquisition of real property by the Agency land acquisition programs and projects.

All of the provisions of the Act shall be liberally construed to put into effect the foregoing policies and purposes.

- C. [§ 103] Definition of Terms. As used in these rules :

1. "Act" means the Utah Relocation Assistance Act, as it may be amended from time.

2. "Agency" means the Redevelopment Agency of Salt Lake City.
3. "Business" means any lawful activity, excepting a farm operation, conducted primarily:
 - a. for the purchase, sale, lease, or rental of personal or real property, and for the manufacture, processing, or marketing of products, commodities, or any other personal property;
 - b. for the sale of services to the public;
 - c. by a nonprofit organization; or
 - d. for assisting in the purchase, sale, resale, manufacture, processing, or marketing of products, commodities, personal property, or services by the erection and maintenance of an outdoor advertising display or displays, whether or not such display or displays are located on the premises on which any of the above activities are conducted.
4. "Displaced person" means any person who moves from real property, or who moves his personal property from real property, or moves or discontinues his business, or moves his dwelling as a result of the acquisition of the real property, in whole or in part, or who as a result of a written order of the Agency to vacate real property for a program of purchase undertaken by the Agency or as a direct result of code enforcement activities or a program of rehabilitation of buildings conducted pursuant to a federal or state assisted program.
5. "Family farm" means a farm operation which is conducted:
 - a. on two sections (1280 acres) or less; or
 - b. as a sole proprietorship or through an entity which is wholly owned by members of the same immediate family.
6. "Farm operation" means any activity conducted solely or primarily for the production of one or more agricultural products or commodities, including timber, for sale or home use, and customarily producing such products or commodities in sufficient quantity to be capable of contributing materially to the operator's support.
7. "Non-profit organization" means all corporations, societies, and associations whose object is not pecuniary profit, but is to promote the general interest and welfare of the members, whether temporal, social, or spiritual.

8. "Person" means any individual, partnership, corporation, or association.
9. "Small business" means a business which has a gross annual income of less than \$1,500,000.

II. [§ 200] ADVISORY PROGRAM

- A. [§ 201] Whenever the acquisition of real property for a program or project undertaken by the Agency will result in the displacement of any person, the Agency shall provide a relocation assistance advisory program for displaced persons which shall offer the following services:
 1. Determine the needs of displaced persons, business concerns, and nonprofit organizations for relocation assistance;
 2. Assist owners of displaced businesses and farm operations in obtaining and becoming established in suitable business locations or replacement farms;
 3. Supply information concerning programs of the federal, state, and local governments offering assistance to displaced persons and business concerns;
 4. Assist in minimizing hardships to displaced persons in adjusting to relocation; and
 5. Secure, to the greatest extent practicable, the coordination of relocation activities with other project activities and other planned or proposed governmental actions in the community or nearby areas which may affect the carrying out of the relocation program.
- B. [§ 202] The Agency shall assist owners of small businesses and family farms in identifying replacement properties available on the private market, located within the jurisdiction of the Agency.
- C. [§ 203] If the Agency determines that any person occupying property immediately adjacent to the real property acquired is caused substantial economic injury because of the acquisition, it may offer this person relocation advisory services under such program.
- D. [§ 204] To prevent unnecessary expense and duplication of functions and to promote uniform and effective administration of relocation assistance programs for displaced persons, the Agency may enter into contracts with any person for

services in connection with these programs or may carry out its functions under the Act through any person, firm or other agency.

III. [§ 300] FEDERAL FUNDS -- DIRECT ASSISTANCE.

- A. [§ 301] When federal funds are available for payment of direct financial assistance to displaced persons by acquisition of real property by the Agency, the Agency is authorized to use such federal funds with state or local funds to the extent provided by federal law and may provide such direct financial assistance in the instances and on the conditions set forth by federal law and regulations.
- B. [§ 302] When federal funds are not available or used for payment of direct financial assistance to displaced persons by the acquisition of real property by the Agency, the Agency may provide direct financial assistance to such persons. Financial assistance authorized by this Subsection (B) shall not exceed the total amount that would have been payable under Subsection (A) of this section if federal funds had been available or used.

IV. [§ 400] RULES

- A. [§ 401] The following rules of the Agency are hereby adopted:
1. Reasonable effort shall be made by the Agency to acquire expeditiously real property by negotiation;
 2. Real property shall be appraised before the initiation of negotiations, and the owner or his designated representative shall be given an opportunity to accompany the appraiser during his inspection of the property;
 3. Before the initiation of negotiations for real property, an amount shall be established which is reasonably believed to be just compensation therefor, and such amount shall be offered for the property. In no event shall such amount be less than the lowest approved appraisal of the fair market value of the property. Any decrease or increase of the fair market value of real property prior to the date of valuation caused by the redevelopment project improvement for which such property is acquired or by the likelihood that the property would be acquired for such redevelopment improvement, other than that due to physical deterioration within the reasonable control of the owner, will be disregarded in determining the compensation for the property. The owner of the real property to be acquired shall be provided with a written statement of, and summary of the basis for, the amount

established as just compensation. Where appropriate, the just compensation for real property acquired and for damages to remaining real property shall be separately stated.

4. Where any interest in real property is acquired, an equal interest in all buildings, structures, or other improvements located upon the real property so acquired and which is required to be removed from the real property or which is determined to be adversely affected by the use to which the real property will be put, shall be acquired.
5. For the purpose of determining the just compensation to be paid for any building, structure, or other improvement required to be acquired, the building, structure, or other improvement shall be deemed to be a part of the real property to be acquired, notwithstanding the right or obligation of a tenant, as against the owner of any other interest in the real property, to remove the building, structure, or improvement at the expiration of his term; and the fair market value which the building, structure, or improvement contributes to the fair market value of the property to be acquired, or the fair market value of the building, structure, or improvement for removal from the real property, whichever is the greater, shall be paid to the tenant therefor.
6. Payment for the buildings, structures, or improvements as set forth in Subsection 5 shall not result in duplication of any payments otherwise authorized by state law. No payment shall be made unless the owner of the land involved disclaims all interest in the improvements of the tenant. In consideration for any payment, the tenant shall assign, transfer, and release all his right, title and interest in and to the improvements. Nothing with regard to this acquisition of buildings, structures, or other improvements shall be construed to deprive the tenants of any rights to reject payment and to obtain payment for these property interests in accordance with other laws of this state.
7. No owner shall be required to surrender possession of real property acquired before the agreed purchase price is paid or there is deposited with a court having jurisdiction of condemnation of such property, in accordance with applicable law, for the benefit of the owner an amount not less than the lowest approved appraisal of the fair market value of such property or the amount of the award of compensation in the condemnation proceeding of such property.
8. The construction or development of a redevelopment improvement shall be so scheduled that, to the greatest extent practicable, no person lawfully occupying real property shall be required to move from a dwelling (assuming a replacement dwelling will be available) or to move his business or farm operation without at least 90 days' written notice from the date by which such move is required.

9. If an owner or tenant is permitted to occupy the real property acquired on a rental basis for a short term or for a period subject to termination on short notice, the amount of rent required shall not exceed the fair rental value of the property to a short-term occupier.
10. In no event shall the time of condemnation be advanced, or negotiations on condemnation, and the deposit of funds into court for the use of the owner be deferred, or any other coercive action be taken to compel an agreement on the price to be paid for the property.
11. If an interest in real property is to be acquired by the Agency by the exercise of the power of eminent domain, formal condemnation proceedings shall be instituted only after a majority vote in an open, public meeting by the Agency's board of directors. The Agency shall not intentionally make it necessary for an owner to institute legal proceedings to prove the fact of the taking of his real property.
12. If the acquisition of only part of the property would leave its owner with an uneconomic remnant, an offer to acquire the entire property shall be made.
13. No person shall be required to move or be relocated from land used as his residence and acquired under any of the condemnation or eminent domain laws until the person has been offered a comparable replacement dwelling, including the curtilage, which is a decent, safe, clean, and sanitary dwelling, including the curtilage, adequate to accommodate the occupants, reasonably accessible to public services and places of employment, and available on the private market.
14. If a program or project cannot proceed to actual construction because comparable sale or rental housing is not available and cannot otherwise be made available, such action shall be taken as is necessary or appropriate to provide this housing by use of funds authorized for the project.
15. No person shall be required to move from his dwelling, including the curtilage, on account of any project of the Agency, unless replacement housing is available to , and offered to the property owner.
16. When the Agency acquires real property by condemnation, it shall as soon as practicable after the date of payment of the purchase price or the date of deposit into court of funds to satisfy the award of compensation in a condemnation proceeding to acquire real property, whichever is the earlier, reimburse the owner for expenses the owner necessarily incurred for:

- a. Recording fees, transfer taxes, and similar expenses incidental to conveying the real property to the Agency;
 - b. Penalty costs for prepayment for any preexisting recorded mortgage entered into in good faith encumbering the real property;
 - c. The pro rata portion of real property taxes paid which are allocable to a period subsequent to the date of vesting title in the Agency, or the effective date of possession of such real property by the Agency, whichever is the earlier; and
 - d. relocation costs.
17. The payments and assistance authorized by the Agency shall be administered in a manner which is fair, reasonable, and as uniform as practicable;
 18. A displaced person who makes proper application to the Agency for a payment authorized for him by these rules and the Act shall be paid promptly after a move or, in hardship cases, be paid in advance; and
 19. Any person aggrieved by a determination as to eligibility for a payment authorized by these rules and the Act, or the amount of a payment, may have his application reviewed by the Board of Directors of the Agency .
 20. The Agency may adopt such other regulations and procedures, consistent with the provisions of these rules and the Act as it deems necessary or appropriate to carry out this Relocation Assistance Plan.

V. [§ 500] DISPUTE RESOLUTION -- ADDITIONAL APPRAISAL

- A. [§ 501] If the Agency and the private property owner or displaced person disagree on any issue arising out of the Act, the private property owner may submit the dispute for mediation or arbitration.
- B. [§ 502]
 1. The private property owner or displaced person may request that the mediator or arbitrator authorize an additional appraisal.
 2. If the mediator or arbitrator determines that an additional appraisal is reasonably necessary to reach a resolution of the case, the mediator or arbitrator may:

- i. have an additional appraisal of the property prepared by an independent appraiser; and
- ii. require the Agency to pay the costs of the first additional appraisal.

VI. [§ 600] JUDICIAL REVIEW

- A. [§ 601] Any person aggrieved by an order concerning relocation assistance may obtain judicial review.
- B. [§ 602] Venue for judicial review of informal adjudicative proceedings is in the district court of Salt Lake County.

VII. [§ 700] EFFECTIVE DATE

These Relocation Assistance Rules shall take effect on the date of adoption by the Agency.

WEST TEMPLE GATEWAY & GRANARY DISTRICT REDEVELOPMENT STRATEGY REDEVELOPMENT GUIDE

SLCRDA
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National Development Council / LMN / Waranzof / Charlier Associates

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Introduction

The West Temple Gateway and Granary District Redevelopment Strategy (the “Strategy”) is the result of a study (the “Study”) sponsored by the Redevelopment Agency of Salt Lake City (“RDA”) in order to

“...stimulate the redevelopment of underutilized property and encourage private investment within its project areas. The RDA has acquired a number of properties in the West Temple Gateway Project Area (“WTG” or “Project Area”) and intends to redevelop these properties as soon as possible. The RDA has the potential to have a great impact on the neighborhoods in this project area through the redevelopment of RDA-owned property. The RDA desires a Redevelopment Strategy that will guide the redevelopment and reuse of RDA property within WTG. This strategy should consider the RDA’s desire to move forward quickly, the needs and character of this downtown support neighborhood, and its transition into a more transit- and pedestrian-oriented community.”¹

The Strategy contains three key elements:

1. **Redevelopment Guide** that describes the overarching vision of the Redevelopment Strategy (the “Strategy”) and its impact on WTG and the Granary District (“GD”) and addresses: (a) land use, including use and mix of uses, density and building heights, connections between transit, housing, employment, open space and retail connections; destinations within the WTG and GD; (b) timeframes for redevelopment; and (c) an evaluation of whether or not the current zoning is an impediment to the successful redevelopment of RDA property.
2. **Design Guidelines** that specify design elements that complement the character of the neighborhood and that contribute to a more walkable, i.e., transit and pedestrian-oriented neighborhood, to include recommendations about densities, building heights, urban design and architectural elements, orientation of building and

¹ Redevelopment Agency of Salt Lake City, Scope of Work for Consultant Services for the RDA Redevelopment Strategy for the West Temple Gateway Project Area.

parking and relationships between individual properties and community elements such as employment centers, etc.

3. **RDA Property Approach** – a recommendation for each of the properties addressed in this study that details redevelopment, reuse and disposition, including use, building density and height, a strategy for marketing each property, expected timelines for disposition and development, and design recommendations and suggestions that will contribute to the individual property’s reuse and role in the neighborhood area. Also included in this portion of the Study is a financial evaluation of the reuse alternatives and a resulting range of land residual value.

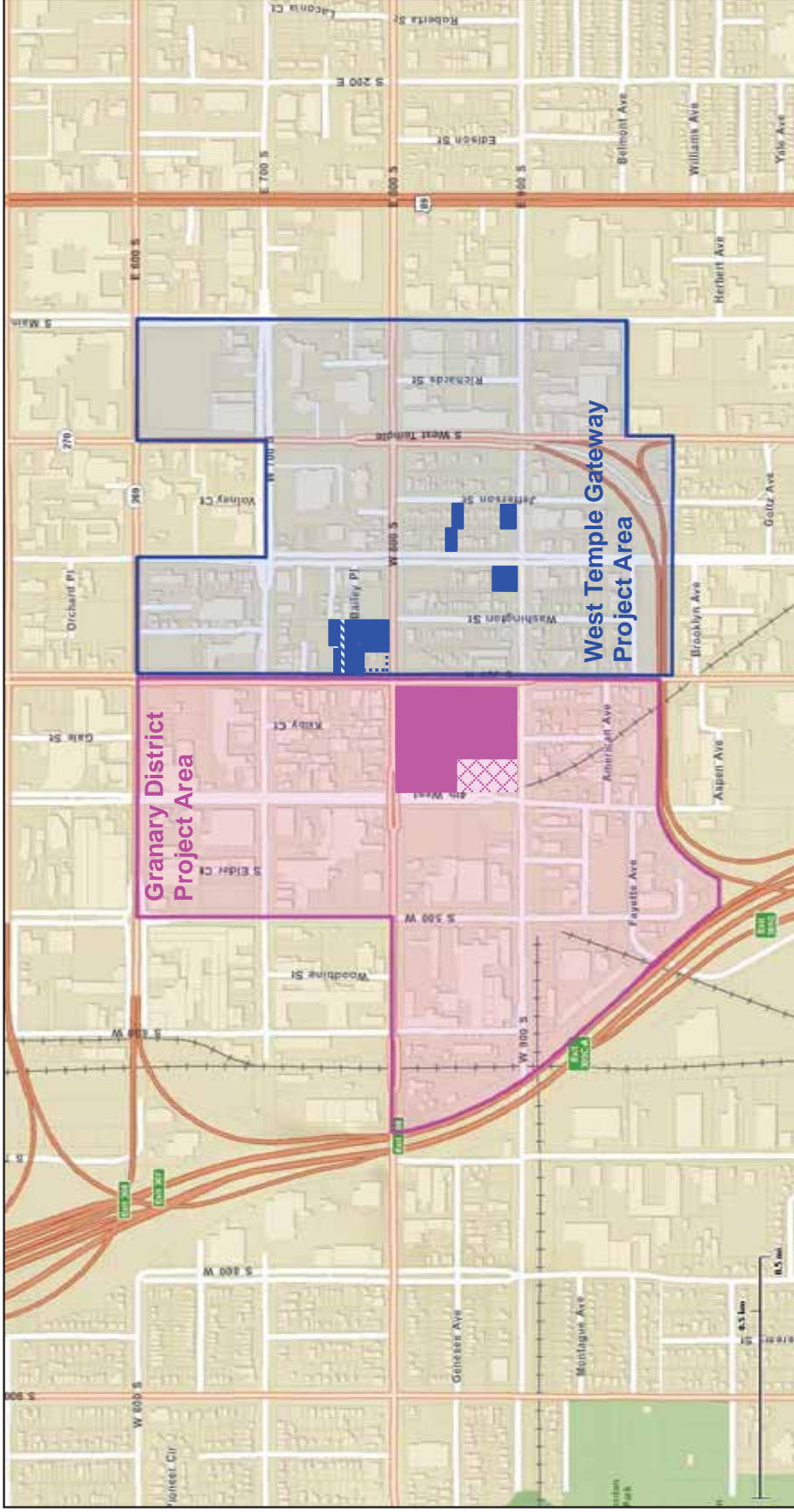
This document is the **Redevelopment Guide**.

Properties Involved in this Study

As originally requested, the Study was to have addressed all of the RDA-owned properties in WTG, which are twenty-two in number using the ownership records of the RDA. Subsequently, the number of properties to be specifically addressed in this Study was reduced to five opportunity sites, in order to manage the scope and cost of the study, and in the belief that the findings for these five could be applied to the balance of owned properties:

1. **156 West 900 South:** A single corner lot with possible use for single or low-density residential use, and small-scale commercial use facing a commercial street.
2. **208 West 900 South:** A larger corner parcel adjacent to the existing light rail station at 200 West and 900 South, suitable for multi-family residential and/or mixed use, with commercial space thought compatible with the adjacent light rail station and/or commercial uses along 900 South.
3. **264 West 800 South & others:** Comprising a significant commercial corner assemblage at the northeast corner of 800 South and 300 West, improved with several buildings.

RDA Project Areas & Properties Evaluated in this Study



Source: RDA, Waronzo

4. The Fleet Block: Presently the site of Salt Lake City's corporate yard, and slated for redevelopment, this parcel comprises approximately three-quarters of a city block. The Fleet Block is believed to represent a significant redevelopment opportunity for higher density residential and mixed use development. The owners of the privately owned portion of the Fleet Block are reported to be interested in cooperating in redevelopment with the RDA.

5. 800 South 200 West: Two duplexes and a single family home slated for renovation, reuse or redevelopment, including a midblock pedestrian walkway.

These properties are described in greater detail later in this Study. The reader should note that the Fleet Block is not located within the WTG, but is in fact located in the Granary District ("GD"), an adjacent redevelopment project area; each project area is described in greater detail later in this Redevelopment Guide. Because the redevelopment of the Fleet Block will have an important influence upon redevelopment within WTG and the GD, the scope of this Study considers characteristics and elements of both. In many instances, our evaluations and observations are based on and apply to characteristics of both project areas. We will refer to the combined districts as "WTG/GD". We will refer to the WTG/GD and the adjacent area as the "Study Area".

The Project Areas within the Study Area

The West Temple Gateway ("WTG") Project Area comprises approximately 11 city blocks of mixed central business district peripheral development, including residential, commercial, retail, and industrial land uses. According to the RDA, WTG contains 92 acres of privately-owned property. The Project Area was created in 1987 and will terminate in 2018. For 2009, the Project Area's tax increment was reported at \$579,000.

The Granary District ("GD") Project Area comprises approximately ten city blocks of older industrial and commercial development, with isolated residential uses. According to the RDA, the Project Area contains 95.8 acres of land area. The Project Area was created in 1999 and will terminate in 2023. For 2009, the Project Area's tax increment was reported at \$208,000. As noted above, the Fleet Block is located within the GD, and comprises one of the ten blocks described above.

Combined, the two Project Areas comprise the majority of lands lying south of 600 South, east of Interstate 15, west of Main Street and north of a major on/off-ramp to I-15, referred to in this study as the "West Temple Gateway Ramp". This ramp traverses east/west lying approximately one block south of 900 South. Collectively, the area comprises a seven by four block portion of the central downtown area; there are, however, approximately five city blocks that lie within the combined WTG/GD project areas that are not part of the official project areas. They do, however, influence the pattern of land use and development in the area and are included in many of our observations.

Both Project Areas are described in much greater detail later in this Study.

Investigation & Field Work

Investigation and field work for this Study was completed during September, October, and November 2010. This work consisted of meetings with the SCLRDA staff assigned to this effort, several visits to the project areas and other project areas within the City, and contacts and interviews with numerous individuals. Our investigation also included the review of many documents and related studies, including municipal documents and commercially-available documents and sources of information. These documents and sources are detailed in the bibliography and sources appendices to this Study.

The Study Team

The Study Team has been led by Chuck Depew, National Development Council, Inc. (“NDC”). NDC is an “on call” development consultant serving the RDA.

National Development Council Lead Consultant & Project Management

The National Development Council is the oldest national non-profit community and economic development organization in the U.S. It was founded in 1969 with one purpose: increasing the flow of capital for investment, jobs, and community development to under-served urban and rural areas across the country. NDC has served thousands of communities in every one of the 50 states and Puerto Rico, providing technical assistance, professional training, investment in affordable housing, small business financing, and direct developer services. Recently, NDC has:

- Loaned more than \$80 million to small businesses for projects with total investments of \$130 million
- Invested nearly \$320 million in equity for affordable housing or historic preservation projects (leveraging an additional \$280 million)
- Financed and developed nearly \$1.1 billion in public facilities
- Financed New Markets Tax Credit projects totaling \$360 million.

LMN Architects, Inc. – Urban Design

Located in Seattle and founded in 1979, LMN provides design services in architecture, urban design, and interiors for a wide variety of public and private clients. They have completed urban design projects for a variety of public and private clients including the Tacoma Downtown Redevelopment Plan, the Seattle Streetcar Visualization Study and the Mercer Corridor Streetscape Design study.

Waronzo Associates, Inc. – Redevelopment & Market Analysis

Waronzo Associates, Inc. is a Los Angeles-based land economics and real estate consulting firm formed in early 2000. The firm provides land economics and real estate consulting services to private, institutional and fiduciary clients in four service areas – Consulting, Complex Valuation, Litigation Support and Asset Management. The firm also provides green building appraisals and green building financial analyses. Waronzo has served public sector entities such as the Long Beach Redevelopment Agency, the San Diego Redevelopment Agency, the Municipality of Anchorage’s Heritage Land Bank and the redevelopment agencies of the cities of El Monte, Chula Vista and Temple City in various matters including redevelopment area project review, strategy and operations, development project review and in valuation analyses.

Charlier Associates, Inc. – Transportation Planning

Charlier Associates, Inc. provides transportation analysis and planning services for community transportation plans, transit system development, revitalization and related planning and development activities. Among their projects are transportation planning analysis for revitalization projects in Bainbridge Island, Washington, for the Hawaii Community Development Authority, for the City of Scottsdale and for the St. Louis Great Streets Initiative.

Strategy Study Methodology

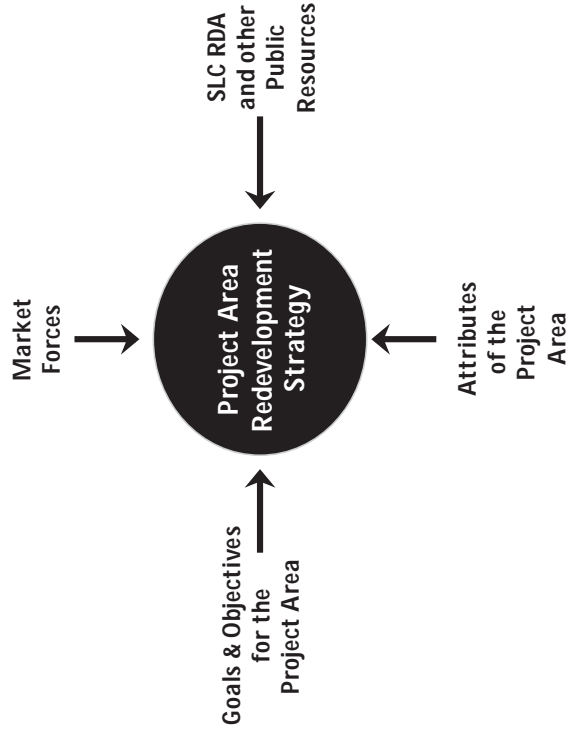
Strategy analysis for project development is a synthesis of several disciplines and forms of analyses – among them, property and project analysis, project design and urban design, market analysis, financial analysis, transportation analysis, policy analysis, and management and operations. The goal of any strategy analysis is to identify the best alternative, from among many, that fulfills the goals and objectives of the sponsor, entity or organization. Typically, the terms “best”, “optimum” or “preferred” describe the choice or alternative that provides the greatest array of benefits with the least cost and least risk.

Strategy creation is a process of evaluating options and choices for the problem at hand (in this case evaluating the best means of fulfilling the goals for our two project areas and disposing of RDA-owned properties) while recognizing both internal and external forces or constraints that influence the options that are available. Also considered are the means available to implement the strategy and, in most cases, the ability to evaluate and measure the effectiveness of the strategy and its implementation. The strategy framework for the Study is illustrated to the right. A successful strategy will:

- (1) fulfill the goals and objectives of each project area,
- (2) consider the attributes of the project area and RDA-owned properties,
- (3) consider the resources that the RDA can use to influence redevelopment within the project areas, and
- (4) consider market forces that will influence future private and public development within the WTG/GD project areas.

How do we evaluate what is the best strategy?

There is no single answer to what is “best” in strategy creation. This is particularly true in a public policy context where the goals of the strategy are both monetary and non-monetary. Often, especially in a business context, the basis upon which the best strategy can be measured is on monetary terms (e.g. profitability or shareholder value creation). When the goals and objectives of a given endeavor are non-financial or non-monetary, the basis for evaluating the best strategy is also non-monetary – often measured in terms of other metrics (e.g. a decreasing high school drop-out rate) or in qualitative terms (“better” or “best”).



In this Study, the best strategy has both monetary and non-monetary characteristics – for example:

- “Does the strategy deliver the highest disposition revenue from RDA-owned properties?”
- “Does the strategy deliver the highest possible tax increment over the remaining term of the Project Area?”
- “Does the strategy “support new and existing commercial businesses and improve commercial development opportunities?”
- “Does the strategy contribute to, and grow, a healthy, active neighborhood?”

Our challenge here is to present both a framework for analysis and an analytical process that considers both monetary and non-monetary characteristics, and that responds to the non-monetary or qualitative goals and objectives for each project area.

What is the financial framework for decision-making and strategy creation?

Traditionally, among the most important financial metrics for a redevelopment project area is the change in assessed valuation of properties within the project area and the change (growth) in the tax increment² that is the source of funds for reinvestment into the project area. Thus, a project area that demonstrates growth in assessed valuation (all other factors being equal) is generally perceived as healthier or more successful than a project area with a stable, declining, or slower-growing assessed value. The property tax increment is the by-product of this assessed value change.

Also commonly-used (and present in this study) is the financial performance of individual investments that are assisted by, or funded by the redevelopment agency. Most commonly, individual project financial feasibility, and the need or necessity for redevelopment agency financial support or subsidy, is among the most important financial objectives of the RDA. Generally speaking, projects requiring more RDA financial support are perceived as less attractive than projects that need less financial support. The preference for individual projects that require less or lower financial support is a reflection of preferences for (1) the ability to undertake the greatest number of projects for the given tax increment dollar and (2) recognition that private investment in a Project Area is preferred over public investment.

These two financial objectives: (1) improvement in project area assessed value and a growing tax increment and (2) a preference for private investment over public investment in developments, set the stage for the central strategy question facing the Study Area:

**RDA Investment in
Public Improvements in
the Project Area** **Change in
Assessed Value &
Tax Increment**

leading to...

OR

**RDA Investment in
Private Projects in
the Project Area** **Change in
Assessed Value &
Tax Increment**

leading to...

Both potentially fulfill the goals and objectives of the project area, and both permit sensible financial analysis and benchmarking. These alternatives are not mutually exclusive; both types of RDA investment can occur concurrently. The ultimate objective is the fulfillment of the project area goals; two modes of investment are available.

Direct ownership and redevelopment of property by a redevelopment agency is not uncommon; it is a variation of the "Private Projects" approach outlined above, in bold. For RDA-owned properties, property-specific projects may be measured much like privately owned, for profit development projects, analyzing the return on investment and profitability of the development. In addition to the monetary considerations for such projects, these owned and property-specific projects should also be evaluated on their ability to spur new private investment in the project area (i.e. their ability to serve as a demonstration-like project and further stimulate private investment). Projects that begin under the direct ownership of a redevelopment agency frequently offer the dual advantage of addressing some of the most blighted properties followed by targeted or demonstrative redevelopment.

The recognition that RDA investment may be either in the public realm (i.e. public improvements), or in private projects, is particularly important for the Study Area, because, as is discussed later in this report, there are such significant needs and opportunities in the public realm. Successful response to these needs and opportunities will

² Tax increment is the amount of annual property tax receipts within a redevelopment project area that is the difference between property tax receipts at the time of formation of the project area and the property tax receipts for the current year.

provide an array of benefits within the Study Area and the benefits will be realized by many, most, or all of the properties within the Study Area - public or private. As will be discussed later in this study, resolution of these significant needs is critical if the Study Area is to attract private capital and realize the levels of private investment that are necessary to achieve the specific redevelopment goals as well as the community goals for each project area.

Is a Redevelopment Strategy a “solution?”

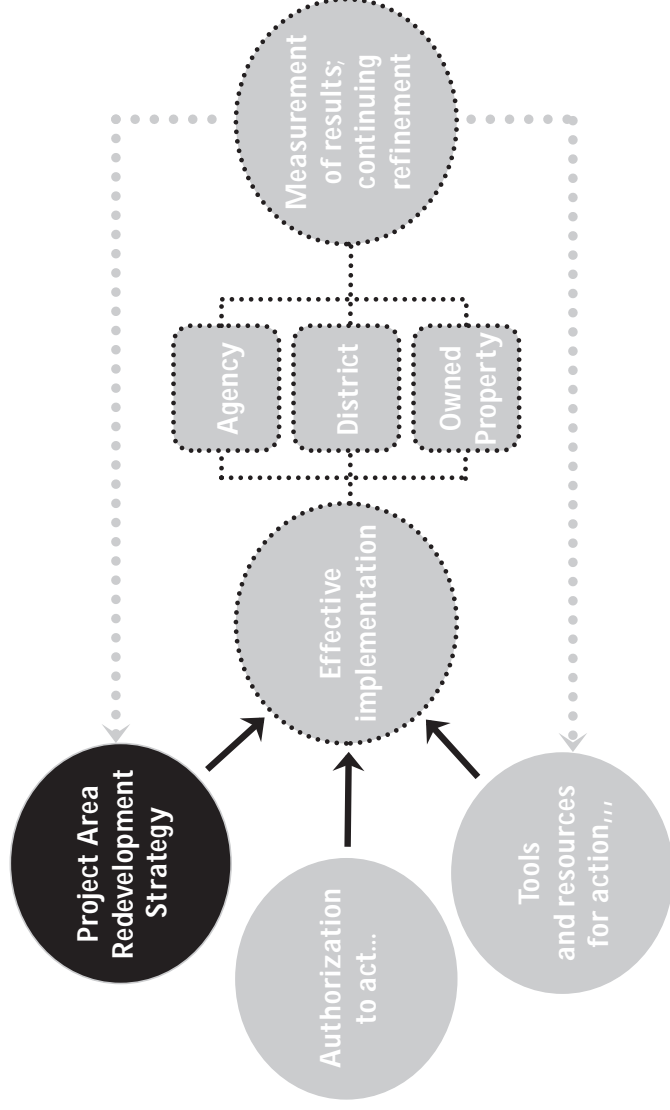
A strategy is an approach to achieving a set of goals and objectives; if not adopted and implemented, it cannot accomplish anything. Further, successful strategies also have a “feedback loop” that allows for continuous evaluation and refinement of the strategy and its implementation to assure both successful outcomes and effectiveness. The accompanying chart highlights the essential elements of “change” or “improvement” within the Study Area; the strategy is the original path and process for achieving change and improvement.

In the same way a map can describe a route to a goal, a strategy charts a course of action. A map, however, doesn’t actually move the traveler, it depends upon the traveler to take the steps along the path. In this redevelopment strategy process, those steps include gaining the consensus, the authorizations, and agreements necessary to implement the strategy, and having (or obtaining) the tools and resources necessary to accomplish the work. Building the consensus and gaining the approvals necessary to implementation is particularly important, because there are still many goals yet to be accomplished in the few remaining years of each³ project area. Given that the remaining term of each Project Area is relatively short (eight years and thirteen

³ We, of course, acknowledge that the tax increment within each district has shown growth since project area formation. We believe, however, that a critical analysis would find that the majority of this growth was due to natural increases in project area values due to general property value growth trends.

years respectively for WTG and GD Project Areas), action is an essential ingredient to a successful and meaningful strategy implementation.

Also important to successful implementation are “resources” - having the tools and resources necessary to address the needs and opportunities within each Project Area. As will be discussed later in this report, the RDA has many of the tools and resources for



redevelopment used by other redevelopment agencies across the United States. Significantly, however, the RDA does not typically use tax increment bond financing as a means of raising funds for improvements and projects within its project areas, nor does it have the ability to use eminent domain for property acquisition at this stage in the life of the WTG/GD project areas. These are significant limitations in terms of the ability to effect change within the Study Area that influence our assessments and recommendations concerning strategy.

The strategy illustration above makes clear that this strategy is implemented at three different levels – at the “agency” level – for recommendations that affect or influence policy and management oversight, at the “project area” level – for recommendations that affect the public realm or are project area(s) wide in their scope (such as design guidelines), and at the “RDA-owned property” level – since this strategy study specifically incorporates and provides recommendations for the redevelopment of a specific set of properties within the Study Area.

Finally, all strategies need to be monitored, assessed, and refined. Because redevelopment project areas and projects routinely seek to fulfill monetary and non-monetary objectives, and because financial resources are always scarce, monitoring and refinement of long-range plans is often not done, or done well. There may also be administrative and political disincentives for continued monitoring. It is, nevertheless, an important part of the process, and it should be incorporated in all long-range planning, at the project, district, and agency level. Development of a measurement and monitoring process is a significant undertaking.

Strategy Drivers – Their Interaction with Level of Evaluation & Time

As we evaluate the significant needs and opportunities facing each of the Project Areas (“drivers”) and consider their interaction with the levels of management and oversight (“project”, “project area” and “agency”) it is helpful to evaluate whether the linkage or connection between “driver” and “level” is weak or strong – or somewhere in between. Further, this comparison also helps illustrate that these relationships may change over time. Considering the strength of these connections over time helps one to organize strategy evaluation, and brings into focus areas for additional investigation and analysis.

The Relationship Matrix illustration describes the relative connections between driver and level of oversight, both today and in the future. For example, for the driver “Land Use & Project Design” we see the obviously strong relationship between the “Property” oversight level,

both today and in the future; the relationship is strong because the project and its land use cannot be separated. However, for the Project Area oversight level, Land Use and Project Design is strong initially,

Relationship Matrix – Drivers & Levels of Interaction

Driver →	Level →		Property		Project Area		Agency	
	Today	Future	Today	Future	Today	Future	Today	Future
Land Use & Project Design	●	●	●	●	●	●	●	●
Project Economics	●	●	●	●	○	○	○	○
Urban Design & Placemaking	●	●	●	●	●	●	○	○
Regulatory Influences	○	○	○	○	●	●	●	●
Organizational Management	○	○	○	○	○	○	●	●
Asset & Property Management	●	●	●	●	○	○	○	○
District Valuation & Increment	○	○	○	○	●	●	○	○
Community Services	○	○	○	○	●	●	●	○
Amenities	○	○	○	○	○	○	○	○
Infrastructure	○	○	○	○	○	○	○	○
Outreach & Communications	○	○	○	○	○	○	○	○
Advocacy	○	○	○	○	○	○	○	○
Interagency Coordination	○	○	○	○	○	○	○	○
Marketing & Promotion	○	○	○	○	○	○	○	○
key	Weak	○	Some	○	Moderate	○	Strong	●

but only moderate later in the life of the Project Area (having already fulfilled its initial objectives through a specific project, the needs of the Project Area in the future are focused on remaining properties and unmet needs). At the Agency level of oversight, Land Use and Project Design has only a limited (“some”) connection; Agency-level objectives have only a distant relationship to the specific land use and project design characteristics of any specific property or project.

The Relationship Matrix illustration gives us important clues as to where and how RDA tools and resources may be employed and allocated in order to address the drivers within the Project Areas. For

example, we see the relatively strong connections at all three oversight levels for “Outreach and Communications” and the relatively weak linkages for “Asset & Property Management”.

Understanding these connections, and also that their importance (strength) changes over time, is important in the strategy analysis process because it causes us to focus on strategy options and implementation steps that are more responsive to both need (driver) and response (activities, tools and resources).

Study Methodology – Conclusion

The preceding discussion of our methodology describes the “big ideas” of our approach and response to the RDA’s request:

- The strategy should be a synthesis of:
 - the Goals & Objectives of each project area,
 - the attributes of each project area,
 - market forces, today and in the future, and
 - RDA and other public resources.
- The framework for decision-making is both financial and non-financial.
- The change in assessed value and tax increment are the comprehensive financial benchmarks that may be used to evaluate and monitor effectiveness. Other metrics and qualitative assessments may also be used to evaluate and monitor financial and non-financial characteristics of each project area. Whether financial or non-financial, the metrics and benchmarks that will reveal success or failure of either the entire strategy or specific elements of the strategy are comprehensive and project area or study area-wide.
- The central strategy question is whether RDA investment in public improvements or private projects is preferred; both are possible. Both may occur simultaneously. There is evidence that failure to address significant needs in the public realm will

undermine the achievement of the project area goals and objectives.

- Once a strategy is developed, successful implementation will depend upon the RDA developing consensus and action, and will depend upon the effective use of its tools and resources.
- The strategy will be implemented at three levels of oversight and administration – the property level, the district or project area level and at the agency level. The many significant needs and opportunities facing each project area (i.e. “drivers”) have different connections with each of these oversight levels, and the significance of these connections will change during the remaining life of the project areas.

Redevelopment Goals for the Project Area

Redevelopment project areas commonly have a specific set of goals and objectives that are intended to address the blighting conditions within the specific neighborhood that prompted formation of a redevelopment project area. In December 2009, the Board of Directors of the RDA adopted goals and objectives for the project areas. See insert, detailed to the right.

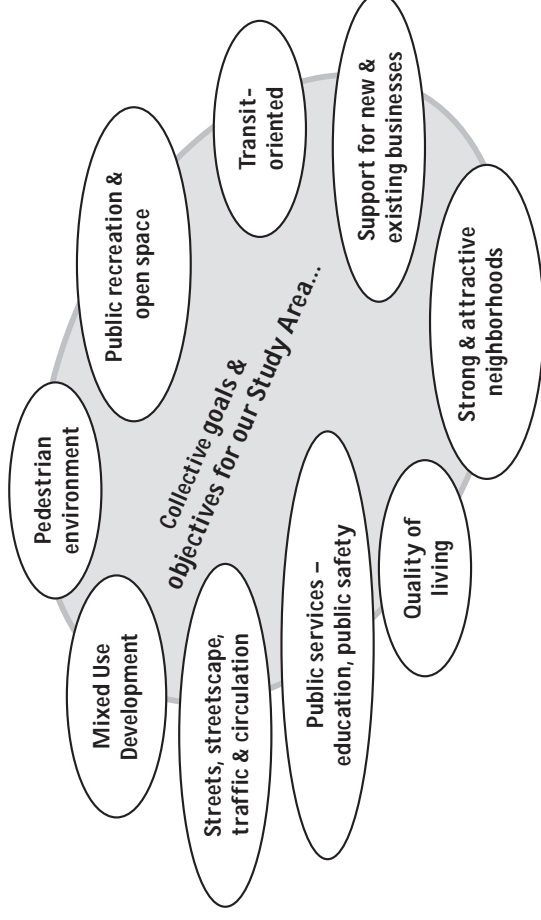
These goals and objectives create an important context for our evaluation of the strategy in the Study Area as well as for RDA-owned properties in the WTG and the Fleet Block. The WTG and GD Project Areas are also subject to the policy guidance of two other planning documents: (1) the Gateway Specific Plan, adopted in August 1998; and (2) the Central Community Master Plan, adopted in November 2005. We note that the WTG Project Area lies adjacent to, but not within, the Gateway Specific Plan, while both project areas lie fully within the Central Community Master Plan boundaries.

Each of these community planning documents sets forth important planning objectives for our Study Area, and, along with the specific goals and objectives for each project area, forms the collective group of policy objectives that sets the context for redevelopment within the Study Area and frames our strategy analysis and recommendations. We have excerpted the goals and objectives from each of these plans that are particularly relevant to the Study Area; they are cited below. The reader should note that the numbering of each goal or objective is our own, and applies only in this study.

West Temple Gateway RDA Goals & Objectives	Granary District RDA Goals & Objectives
<ul style="list-style-type: none"> • Promote the development of mixed-use projects near the light rail station to create a livable and walkable urban environment. <ul style="list-style-type: none"> ◦ Strategically acquire properties for redevelopment pursuant to Agency acquisition policies established by the Board of Directors. • Support new and existing commercial businesses and improve commercial development opportunities. <ul style="list-style-type: none"> ◦ Market the Loan Program. • Identify properties for new residential construction or rehabilitation and work with local community development corporations to develop new projects. <ul style="list-style-type: none"> ◦ Work with West Temple Gateway residents and business owners to address health, safety, and appearance issues within the project area. • Improve vehicle and pedestrian circulation throughout the Central Community through coordination of transportation and land use planning. <ul style="list-style-type: none"> ◦ Plan for future infrastructure projects and use infrastructure to encourage new developments. ◦ Support establishment of guidelines, and regulations for urban design to improve the quality of living in the Central Community. • Encourage zoning changes that promote high density residential and mixed-use developments. <ul style="list-style-type: none"> ◦ Support new and existing commercial businesses and improve commercial development opportunities in the Central Community. • Promote Salt Lake City as a viable business community through improved business/city administration communication and relationships, business recruitment and incentives for new and existing business. <ul style="list-style-type: none"> ◦ Ensure commercial land uses are compatible with neighboring properties. • Ensure that all Agency-owned property is compatible with neighboring properties. 	<ul style="list-style-type: none"> • Provide for the continuation of existing uses within the Gateway District. • Market loan programs throughout the Granary District Project Area. • Provide for the development of a diverse mixture of uses that complement downtown, encourage a variety of housing opportunities, and facilitate the enhancement and revitalization of the Gateway District. • Develop the Fleet Block and surrounding areas. • Work with Granary District residents and business owners to address health, safety, and appearance issues within the project area. • Reinforce downtown as the regional transportation hub with light rail, commuter rail, and inter-city and local bus service. • Extension of light rail and/or streetcar from the intermodal hub to the main north/south light rail line.

From the Gateway Specific Plan

- GSP 1 - Provide for continuation of existing uses within the Gateway District.
- GSP 2 - Organize the Gateway District in a pattern of streets, blocks and pedestrian ways that extend the original grid pattern.
- GSP 3 - Encourage transit-oriented development (TOD).
- GSP 4 - Provide for the development of a diverse mixture of uses that complement downtown, encourage a variety of housing opportunities, and facilitate the enhancement and revitalization of the Gateway District.
- GSP 5 - Maintain and improve retail services in the Gateway District.
- GSP 6 - Strengthen the character and livability of the District by developing a system of public recreation facilities, open spaces, pedestrian ways and waterways.
- GSP 7 - Encourage adaptive reuse of historic buildings within the Gateway District.
- GSP 8 - Create strong (residential) neighborhoods with diversity in housing type, tenure, and cost.
- GSP 9 - Create attractive neighborhood environments that will reinforce the sense of community.
- GSP 10 - Maximize housing opportunities for residents who desire an urban neighborhood environment.
- GSP 11 - Provide on-site common areas and private and/or non-traditional open space facilities to meet the needs of residents.
- GSP 12 - Require active, friendly, and public-oriented ground-level uses that contribute to the pedestrian environment and serve the neighborhoods.
- GSP 13 - Provide parking and service facilities that do not detract from the neighborhood character of the area.
- GSP 14 - Provide for the expansion of public safety facilities in the Gateway District, including fire and police protection services.
- GSP 15 - Provide educational facilities and opportunities with the Gateway District.
- GSP 16 - Encourage churches and other religious buildings to locate within the Gateway District.



- GSP 17 - Complete the local street system in a manner that is pedestrian friendly and encourages slower traffic speeds.
- GSP 18 - Reconstruct the streets to accommodate landscaping and traffic calming techniques.
- GSP 19 - Focus on transit/pedestrian-oriented streets that include wide sidewalks, street furnishings, sidewalk lighting, and sustainable street plantings.
- GSP 20 - Design the ground floor of buildings to contribute to an active and interesting pedestrian environment.
- GSP 21 - Minimize the negative visual appearance of new and existing automobile parking lots, storage yards, and loading and truck staging areas.
- GSP 22 - Improve the economic, social and environmental benefits of strategic tree planting and light-colored buildings and street surfaces in order to enhance the health and welfare of residential in the Gateway District.

From the Central Community Master Plan

- CCMP 1 - Encourage mixed use development that provides residents with a commercial or institutional component while maintaining the residential character of the neighborhood.
- CCMP 2 - Mitigate the impact of institutional land uses on surrounding residential neighborhoods.
- CCMP 3 - Support quality education and the availability of educational, research, information and technology resources for all ages throughout the Central Community.
- CCMP 4 - Encourage or support an adequate amount of varied park, open space and recreation land uses as measured by the national standard for parks.
- CCMP 5 - Encourage the development of mixed-use projects near light rail stations to create a livable, walkable urban environment.
- CCMP 6 - Relate right-of-way designs to land use patterns.
- CCMP 7 - Support establishment of guidelines and regulations for urban design to improve the quality of living in the Central Community.
- CCMP 8 - Encourage Community Councils in the Central Community to create programs and guidelines to enhance the neighborhood identity.
- CCMP 9 - Provide for physical changes that improve the urban design characteristics of the Central Community.

Collectively, the four sets of goals and objectives (52 in number) are consistent and complementary. The goals:

- (a) emphasize mixed use development – including residential
- (b) seek to establish neighborhoods with strong identities and individual character,
- (c) promote a balanced array of public services including schools, parks and open space, public safety facilities, and retail,
- (d) seek to promote business investment and employment, and
- (e) manage the impact of new development on surrounding (particularly residential) properties.

There are few conflicts among the goals – most notably the conflicts inherent in “provide(ing) for the continuation of existing uses within the Gateway District” and “provide(ing) for the development of a diverse mixture of uses...encourage a variety of housing opportunities.” We also note the absence of goals or objectives to:

- (i) provide for the removal or relocation of heavy industrial and/or noxious uses within the Gateway district (mostly concentrated to the western edge of the Gateway district and the GD Project Area);
- (ii) reduce the number of small auto and vehicle service shops within the Study Area; and
- (iii) enforce existing building safety ordinances to eliminate blighting conditions, such as the accumulation of junked autos, debris, and dilapidated buildings and structures.

Taken as a whole, the goals and objectives drawn from these four sources articulate neighborhood and community goals that most would agree are positive. Promote diverse, active, identifiable, and desirable neighborhoods, with an array of housing types. Support adequate public services, and business and retail services, to simultaneously meet the needs of the neighborhood and regional area, and provide the “place” where business establishments and their employees can grow and mature. Our strategy and recommendations are driven by these important goals and objectives.

Description of the Project Areas

The specific geography studied in this analysis consists of the West Temple Gateway (“WTG”) and Granary District (“GD”) project areas. The following discussion describes the land use characteristics of each project area. Due to the significant differences in land use patterns in each project area, they are discussed separately.

West Temple Gateway

The WTG Project Area is bounded by 600 South to the north, by Main Street to the east, by the Interstate 15 ramp to the south, and by 300 West to the west. Major north-south arterials within the district include 300 West, West Temple, and Main Street. Major east-west arterials include 600 South, 800 South, and 900 South.

Existing Conditions

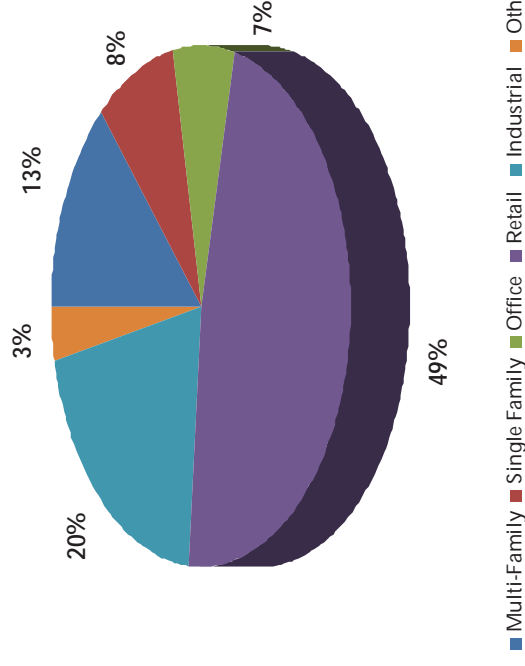
The WTG Project Area comprises approximately 11 city blocks of mixed peripheral development supportive of the central business district, including residential, commercial, retail, and industrial land uses. According to RDA and county assessor data, the WTG encompasses approximately 108 acres of land. There are approximately two million square feet of building area in total, with a floor-area-ratio (“FAR”) indication of 0.44. The majority of buildings in the area (roughly 43% by count) are small single family homes. However, “retail” uses encompass the largest portion of total building square footage at 48%, followed by industrial uses at 20%. Approximately, 8% of land within the WTG District is vacant. The reader should note that “retail” is an overly-broad category that includes a variety of land uses, including retail, commercial and other uses.

Business Establishments & Employment

Estimates indicate that there are a total of 153 business establishments in the West Temple Gateway redevelopment area. The majority of businesses are service related, with retail, accommodation, professional, and miscellaneous services comprising 53% of all business establishments. Employment roughly follows the distribution of business establishments, with approximately 2,300 employees distributed among “accommodation” (hotel and motel), (28%) retail (16%) and manufacturing (16%).

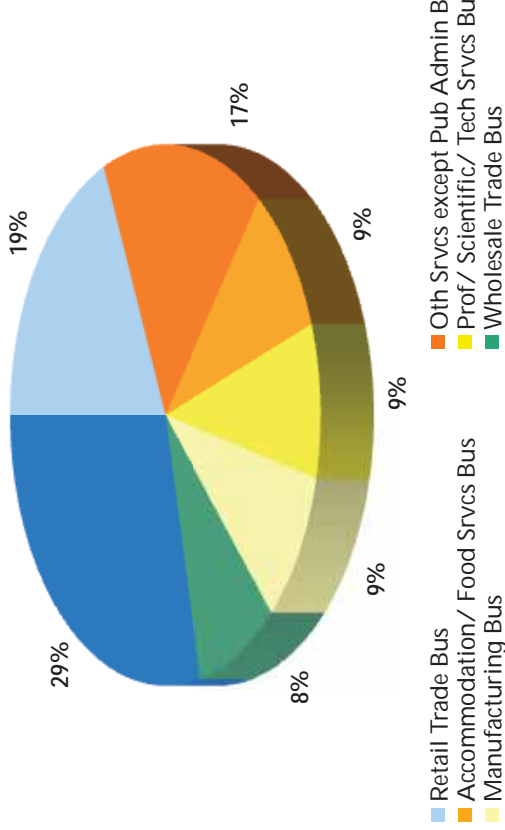
West Temple Gateway	
Land Area (acres)	108
Number of Parcels	411
Number of Buildings	322
Building Square Feet	2,063,999
Floor-area-ratio	0.44

West Temple Gateway – Building Square Footage



Source: City of Salt Lake City, Waronzo of Associates

West Temple Gateway Businesses



Source: ESRI

Granary District

The Granary District Project Area encompasses the land within the boundaries of 600 South to the north, 300 West to the east, the Interstate 15 ramp to the south, and Interstate 15 to the west. Major north-south arterials within the district include 300 West, 400 West, 500 West, and 600 West. Major east-west arterials include 600 South, 800 South, and 900 South. A proposed streetcar stop is planned for 400 West, which runs through the central portion of the project area.

Existing Conditions: Approximately 109 acres of land is available. Buildings occupy approximately 1.6 million square feet of space, with a floor area ratio of 0.34. This lower floor area ratio can be attributed to the large amount of industrial land and the significant percentage of vacant land (roughly 20%)

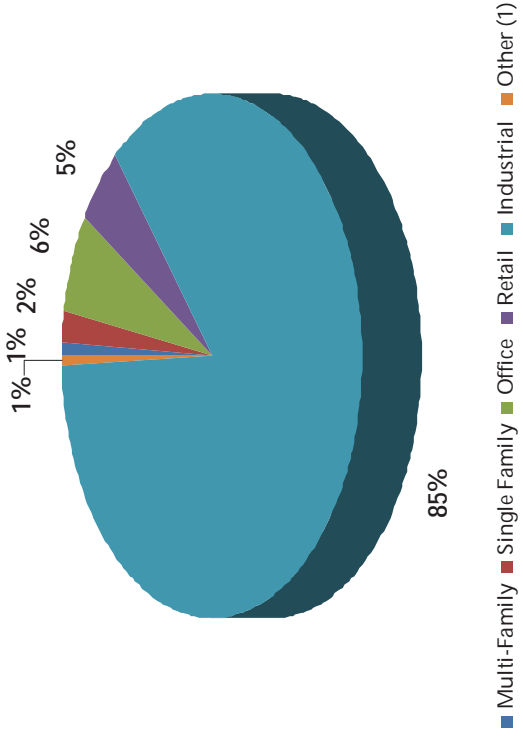
Business Establishments & Employment

Estimates indicate that there are a total of 115 business establishments in the Granary District redevelopment area. The majority of businesses are service related, with retail, accommodation, professional and miscellaneous

Granary District	
Land Area (acres)	109
Number of Parcels	256
Number of Buildings	160
Building Square Feet	1,597,982
Floor-area-ratio	0.34

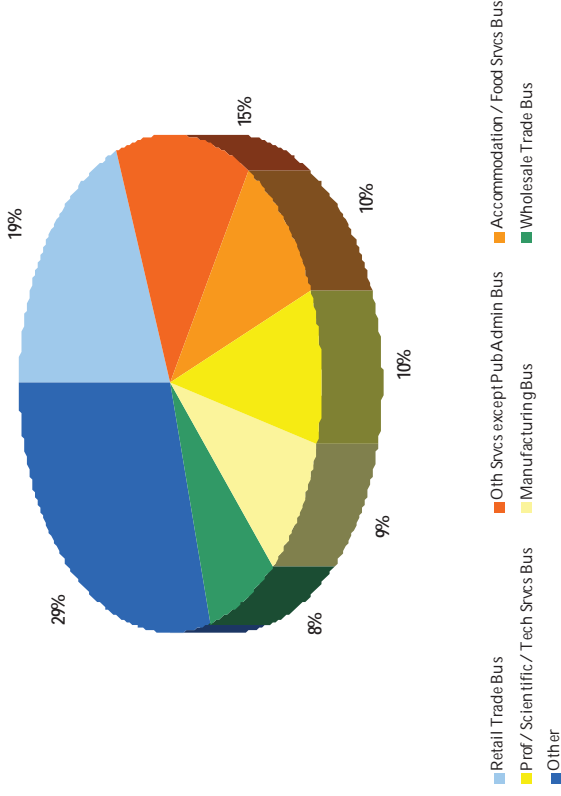
services comprising 54% of business establishments. Employment roughly follows the distribution of business establishments, with approximately 1,900 employees distributed amongst retail (14%) and manufacturing (15%). This atypical pairing of commercial establishments occupying industrial buildings supports our assessment that many of the buildings in the GD are older, non-competitive buildings that are mostly suitable for interim use.

Granary District – Building Square Footage



Source: Waronzo Associates

Granary District Businesses



Source: ESRI

Current Land Use Patterns in the Study Area

The West Temple Gateway Project Area is a transitional neighborhood, with land use broadly distributed between commercial, residential, and industrial land uses. The project area contains roughly 40 acres of retail land or about 33% of the project area's 108 acres; industrial is the other primary commercial land use at 17 acres, or about 14% of the district's total area. Residential land uses account for approximately 15% of the total land use, at 18 acres.

The Granary District Project Area is predominantly commercial with approximately 60 acres of industrial land or about 55% of the district's 109 total acres. Retail is the other primary land use at approximately 9 acres, or about 19% of the district's total area. Aside from a recently completed apartment project - Artspace Commons – there is very little

residential land in the Granary District; at only 3 acres or 3% of the total area.

The Granary District also contains a greater percentage of vacant land (land that is not improved based upon aerial photograph analysis) than the WTG, with roughly 20 acres or about 17% of the project area's land vacant, compared to the WTG's roughly 9 acres or 8% of the project area's total land area.

Study Area Data Tables –

The City of Salt Lake City maintains a geographic information system (“GIS”) that contains property-level information from a variety of public sources. The following are selected data tables that we have assembled in order to better understand land use patterns, building improvements, and assessed values, within the Study Area. The following data tables reflect only data from within the two project areas. Please note that the assessed value information appears to be at least one year old.

Total Land Area (AC)	217
No. of Parcels	667
Building (SF)	3,661,981
No. of Buildings (2)	482
No. of Buildings by Type (2)	
Multi-Family	47
Single Family	163
Office	31
Retail	84
Industrial	149
Other	8
School	1
Assembly/Church	2
Gas Station	2
Hotel/Motel	1
Parking Lot	2

Floor Area Ratio	0.39
FAR by Building Type	
Multi-Family	1.64
Single Family	0.26
Office	0.47
Retail	0.49
Industrial	0.53
Other	0.03
School	0.27
Assembly/Church	0.41
Gas Station	0.09
Hotel/Motel	0.28
Parking Lot	0.01

Site Coverage	
Building SF by Use Type	
Multi-Family	290,086
Single Family	203,794
Office	279,821
Retail	1,065,684
Industrial	1,784,079
Other	38,517
School	12,733
Assembly/Church	10,250
Gas Station	3,328
Hotel/Motel	2,772
Parking Lot	9,434

Land Area by Use Type	Acres	Final Value by Type
Multi-Family	4.05	\$18,607,805
Single Family	17.70	\$15,634,750
Office	13.64	\$13,345,300
Retail	49.61	\$74,880,160
Industrial	76.93	\$51,771,904
Other	25.58	\$22,243,100
School	1.09	\$603,700
Assembly/Church	0.58	\$551,600
Gas Station	0.82	\$990,700
Hotel/Motel	0.23	\$266,600
Parking Lot	22.86	\$19,830,500
Vacant	29.57	\$15,522,080

Final Value		
Total Building Value	\$212,005,099	\$113,189,380
Total Land Value	\$98,815,719	\$15,081,980
Assessed Building SF	3,611,134	\$8,331,460
Assessed Land Area	9,398,389	\$7,841,600
Final Value/SF	\$58.71	\$41,209,670
Final Value/Land Area	\$22.56	\$28,007,880
		\$6,061,300
		\$78,800
		\$376,300
		\$273,900
		\$137,000
		\$5,195,300
		\$6,655,490

Land Value	\$98,815,719
Land Value by Use	
Multi-Family	\$3,525,825
Single Family	\$7,303,290
Office	\$5,503,700
Retail	\$33,670,490
Industrial	\$23,764,024
Other	\$16,181,800
School	\$524,900
Assembly/Church	\$175,300
Gas Station	\$716,800
Hotel/Motel	\$129,600
Parking Lot	\$14,635,200
Vacant	\$8,866,590

Land Ownership Assemblage in Study Area

It is also important to consider the land assemblage patterns throughout the entire Study Area to assess opportunities for successful redevelopment. In the Study Area, the top 10 largest land owners own 63 acres of 217 total acres. These "Top 10" own 32% of total commercial acreage within the two project areas.

We can also analyze the ownership patterns on a more detailed level by examining the area on a block-by-block basis. The Study Area contains approximately 26 blocks. For nine of the blocks in the Study Area, more than 50% of the land is owned by fewer than five landowners. Considering the standard block size in the Study Area is approximately 10 acres, these assemblages represent significant holdings in a mature neighborhood like the Study Area.

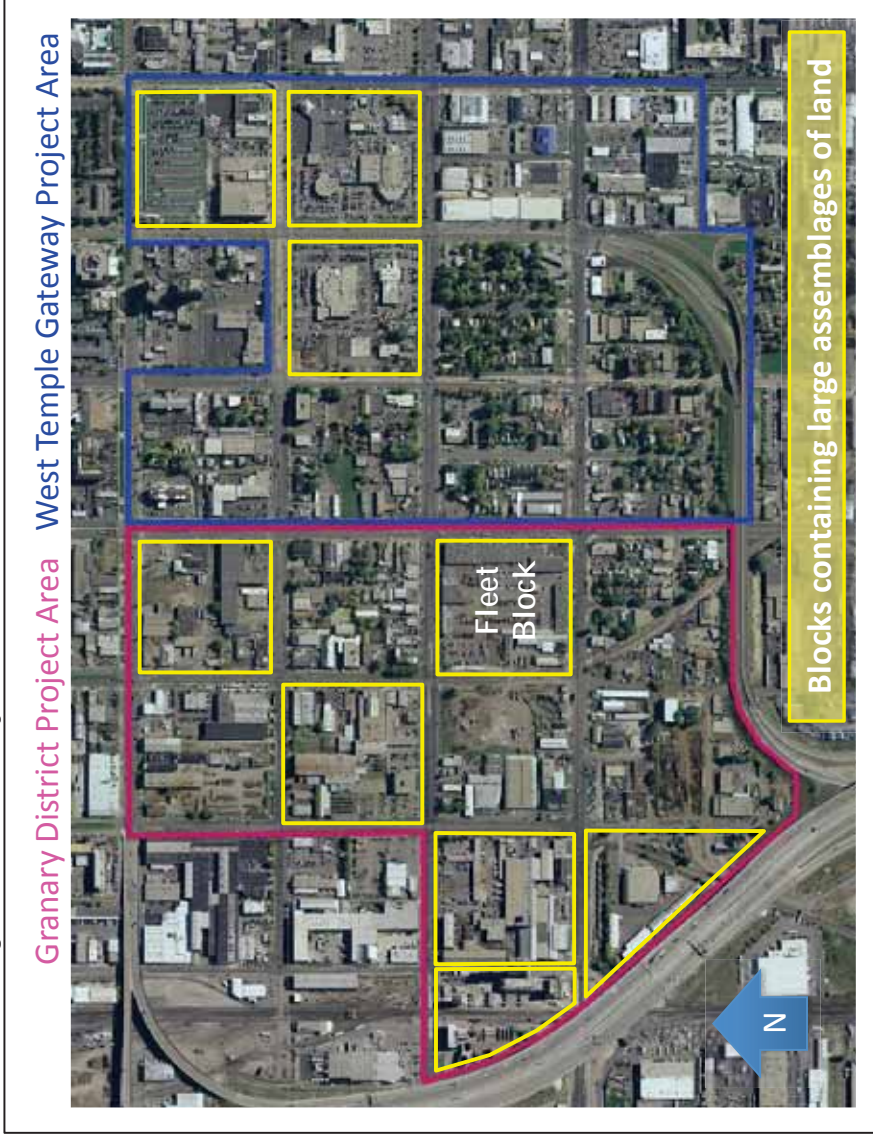
Three of the blocks are located in the most northeastern portion of the WTG district, each with at least 66% under common ownership. Generally, land uses in this area are commercial in nature and competitive in the market. Specifically, two large car dealerships are located on these blocks. It is unlikely these uses will change in the near future.

The remaining six blocks with a concentration of land ownership are located in the Granary District. These blocks encompass over half of the land located in the western portion of the Study Area. Four of the six blocks are situated in the southern half of the Study Area, south of 800 South. Heavy industrial uses are common in this area, consisting of industrial buildings near the end of their useful life.

The final two blocks of concentrated land ownership are located in the northern half of the Granary District. Major land owners on these blocks own approximately 50% of total block area. Similar to other areas in the GD, these blocks also consist of older industrial and commercial uses with a significant amount of vacant land, making them ideal candidates for redevelopment efforts.

Notwithstanding the concentrations of ownership cited above, land assemblages within the Study Area

Land Assemblages within the Study Area



Source: Waronzo

mapping in the Study Area is typical of so many urban core neighborhoods, with small parcel size and fragmented ownership. In the Study Area, the typical (9-10 acres) Salt Lake City block contains approximately 20 parcels, based upon property tax records. This small lot size contributes to fragmented ownership and higher prices for land. Fragmented ownership and small parcel size is a barrier to redevelopment, particularly in light of the RDA's inability to use eminent domain in the project areas.

Study Area Largest Land Assemblages

<u>Property Owners</u>	<u>Acres</u>
Salt Lake City Metro LTD	14.26
Salt Lake City Corporation	8.87
Jefferson Partners LLC	6.89
Sinclair Oil Corporation	6.58
Environtech Pumpsystems	5.48
Ameriel Inn, Elko, LLC; et al	4.94
WHC816 LLC	4.41
Mountain Crest Properties	4.32
Industrial Steel Co. Inc.	3.62
Oregon Shortline Railroad	3.24
Top Land Assemblages - Total Commercial Acres	63
Study Area Total Commercial Acres	195
Percentage of Total Commercial Acres	32%

Source: Waronzo

Age and Condition

The Study Area has numerous old and obsolete buildings, particularly in the Granary District. Older buildings, if not regularly maintained and updated, lack many of the necessary attributes and amenities of modern buildings, and are not competitive in the real estate market.

Sustained vacancy results. These older, poorly-maintained buildings contribute to blighting conditions. We estimate the average age of commercial buildings to be approximately 45 years; as a point of reference, the useful life of a typical low-rise commercial building is between 25 and 35 years. Consequently, many of the buildings within the Study Area are at or near the end of their useful life and (in theory) ready for replacement or redevelopment. Similarly, industrial buildings, particularly those located in the Granary District, are somewhat older on average, estimated to be approximately 50 years old. Like many of the commercial buildings in the Study Area, many of these industrial buildings are also at or near the end of their useful lives, and ready for replacement or redevelopment. Residential buildings in the Study Area break down into two groups: older single family homes with ages in the 60 to 80 year range; and much newer multifamily and attached residential housing, less than 20 years in age.

Community Services

Many basic community services are proximate to, but not located within the Study Area. Most community services are located between one and three miles from the Study Area, with the exception of regional healthcare facilities, which are concentrated 3 to 5 miles northeast of the Study Area. Essentially, residents must go outside of the Study Area for necessary community services, which undermines neighborhood desirability and sense of place. Among the most notable community services not located in the Study Area are public schools, parks and open space, and public safety facilities (including police and fire stations).

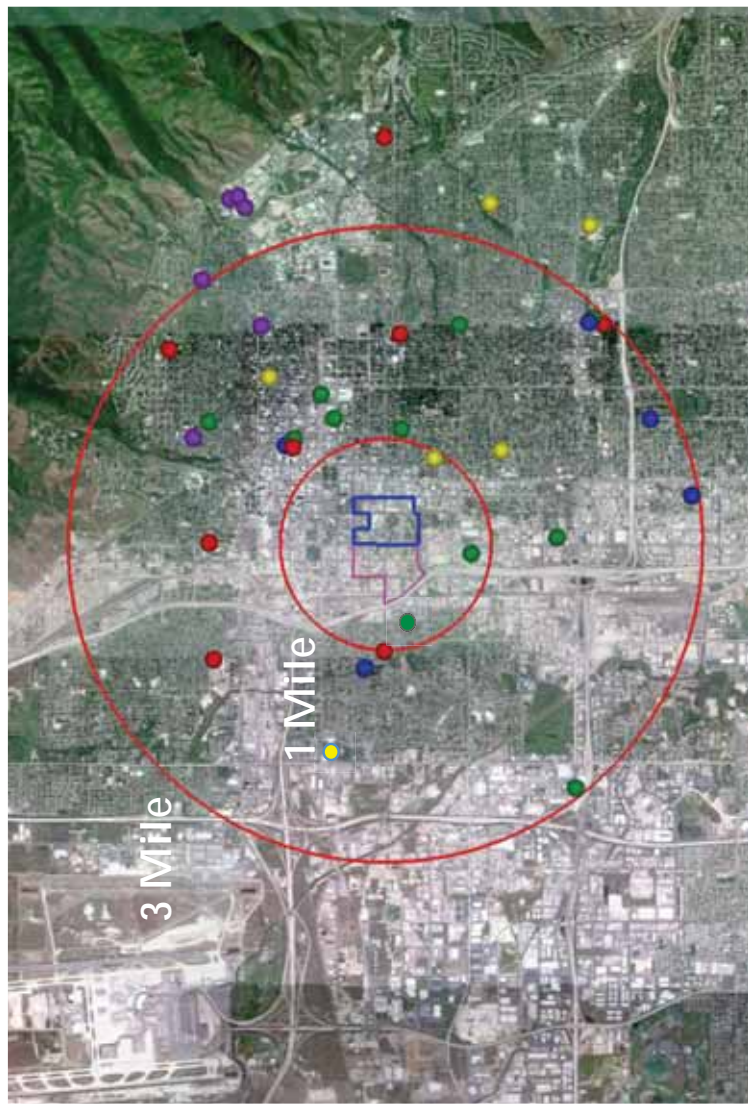
The absence of these community services (“deficits”) in the Study Area is not surprising, because this is a common occurrence in “inner ring” and CBD-adjacent neighborhood areas. These service deficits are a by-product of the suburban expansion of the 1950-1970’s in most major American cities. What is significant, however, about these deficits, is the extent to which they undermine and impair redevelopment in neighborhoods like the Study Area.

The community services we have summarized in our adjacent ring analysis are both important services and vital elements of strong neighborhoods. Collectively, they contribute services, activity, employment, identity and amenities to the neighborhoods they serve. They are central to the viability and competitiveness of their neighborhoods.

They are, in essence, as necessary to the long-term viability and success of the neighborhoods they serve as are the physical features and characteristics that also define the neighborhood.

Consequently, the physical separation of these community services from the Study Area is a significant and unwelcome attribute –

Distribution of Community Services



- School
- Major Supermarket/Grocery
- Police
- Fire
- Hospital

Waronzo Associates

particularly in the context of the high-priority goal to establish higher-density and mixed-use residential development. In order to be desirable to both rental- and owner-occupants, these service deficits in the Study Area must be addressed. Their absence denies the Study Area both the essential services and amenities that residents and the workforce seek in a desirable neighborhood. Their absence causes, among other factors, the Study Area to be “not competitive” with other residential and commercial neighborhoods. So long as these deficits continue, their absence will undermine revitalization and redevelopment in accordance with the goals and objectives previously described.

Study Area Socioeconomic Description

The combined West Temple Gateway and Granary District Project Areas (our Study Area) have a total 2010 population of 1,092.⁴ There are a total of 345 households, with an average size of 2.77 persons per household. The median age for the Study Area is 31 years old. These statistics for average household size and median age are consistent with city-wide averages. When compared against citywide averages, however, key socioeconomic indicators in the Study Area are quite different. The data is approximately 50% to 60% below corresponding citywide averages, as shown below. Furthermore, the Study Area unemployment rate is significantly higher than the citywide average.

⁴ ESRI Business Analyst Online provides socioeconomic data for the West Temple Gateway-Granary District (“WTG-GD”) Project Area.

Socioeconomic Comparison

	Citywide	WTG-GD
Per Capita Income	\$25,783	\$12,716
Average Household Income	\$64,223	\$38,339
Average Disposable Income	\$51,976	\$32,403
Unemployment Rate	9.3%	16.5%
Educational Attainment HS Degree	13.2%	20.1%
Educational Attainment College Degree	13.5%	3.1%

Source: ESRI

Five year forecasts from 2010 to 2015 indicate that the Study Area will continue to stagnate, with per capita and average household incomes growing at approximately 1.5% per year, less than half of the citywide average of 3.7%.

Number of Business Establishments

Business Type	Number of Businesses	
	Granary District	WTG Combined
Retail Trade Bus	17	22
Oth Svcs except Pub Admin Bus	13	20
Accommodation/ Food Svcs Bus	9	11
Prof/ Scientific/ Tech Svcs Bus	9	11
Manufacturing Bus	8	11
Wholesale Trade Bus	7	10
Other	<u>26</u>	<u>34</u>
	115	153
		268

Source: ESRI

The household and disposable income characteristics of the Study Area are significant to retailers and to certain property investors, as well as some employers. Most notably, the number of households and the levels of household and disposable income are not sufficient at present to attract most retailers, to wit, grocery, drug and other general apparel, furnishings and other merchandise retailers. This means that significant change (improvement) in the Study Area will be necessary

before these retailers and property investors will consider the neighborhood area for investment. Special incentives or external factors may be the only exceptions to this.

Demographic Methodology

In order to compile demographic data and compare the range of projections for Salt Lake City, Salt Lake County, West Temple Gateway and Granary District (“WTG/GD”), and surrounding census blocks, we relied on information from the July 2007 Wasatch Front Region Small Area Socioeconomic Projections: 2005-2030 prepared by the Wasatch Front Regional Council (“WFRC”) and from ESRI Business Analyst Online (“ESRI”).

The WFRC report provides projections for the City, County, as well as traffic analysis zones (“TAZs”), which are sub-Census Tract-sized areas used by the WFRC to predict travelling demand. We utilized the projections within the July 2007 report, as well as, a more updated version. Initially, in the July 2007 report, WFRC creates projections for specific city, county, and TAZs based on the availability of vacant land within each boundary. After this data is assembled, the WFRC presents the results to city councils, where projections are adjusted to reflect expectations for growth within these specific areas.

As mentioned above, City and County data is provided within the report. However, in order to compile projections at the Census Block and WTG/GD level, TAZ data was used. At the Census Block level, the data from the specific TAZs that are located within the two Census Blocks that encompass our Subject area (490351024001 and 490351029001) were summed to assemble projections for the two Census Blocks. A similar process occurred at the WTG/GD level; however, in some cases where TAZ boundaries continued outside the Subject area, data was prorated based on the percentage of overlapping area. These proration percentages were obtained by measuring the area of the portion of WTG/GD that overlaps a certain TAZ boundary and then dividing it by the total area of the particular TAZ District. Areas were obtained using ESRI mapping data. Once projections had been compiled for the City, County, Census Block, and WTG/GD,

additional analytics could be run to assess expectations for growth in those areas.

Study Area Employment

Business Type	Number of Employees		
	Granary District	WTG	Combined
Accommodation/Food Svcs Bus	638	650	1288
Manufacturing Bus	284	364	648
Retail Trade Bus	267	362	629
Wholesale Trade Bus	146	225	371
Oth Svcs except Pub Admin Bus	108	153	261
Public Administration Bus	98	102	200
Other	375	436	811
Prof/Scientific/Tech Svcs Bus	74	78	152
Admn/Sprt/Wst Mgt/Rmd Svcs Bus	65	69	134
Health Care/Social Assist Bus	57	65	122
Transportation & Warehouse Bus	54	63	117
Construction Bus	40	56	96
Real Estate/Rental/Leasing Bus	25	29	54
Information Bus	23	23	46
Arts/Entertain/Recreation Bus	18	21	39
Finance & Insurance Bus	9	20	29
Educational Services Bus	8	10	18
Ag/Forestry/Fish/Hunt Bus	2	2	4
Total Employees	1916	2292	4208

Source: ESRI

Additionally, demographic data for the area was compiled using ESRI software. ESRI integrates US Census and Geographic Information System (“GIS”) data to provide current and 5-year forecast demographic and business profiles for specific (user-defined) Study Areas. ESRI’s data is stored and summarized at the Census Block Group level. Where a Study Area intersects the geography of a Census Block Group, data is aggregated using the “Block Point Method”* which spatially locates the Study Area within the block point geography. In order to obtain our demographic and business data, the TAZ and WTG/GD Project Areas were manually input (or “drawn”) into ESRI’s mapping platform using the boundaries provided by the

WFRC and Salt Lake City RDA. Once the boundaries of the area have been input, demographic reports can be run to provide information on the selected area.

Population and Household Growth

Our demand forecast is based on the Wasatch Front Region Small Area Socioeconomic Projections 2005-2030 published by the Wasatch Front Regional Council in July 2007, and revised in October 2010. We believe the forecasts are the most timely, credible socioeconomic projections available, and a sound basis for the demand forecasts appropriate for this assignment.

Our demand forecast relies on small-area traffic analysis zone (TAZ) forecast data, which has been slightly adjusted to match the WTG/GD district to the greatest extent possible.

Wasatch Front Region Small Area Socioeconomic Projections

	2011	2030	Difference	Compound Annual Growth Rate
October 2010 Projection				
Population	2,111	3,879	1,768	3.25%
Households	772	1,564	792	3.78%
Total Jobs	4,265	4,359	94	0.11%
July 2007 Projection				
Population	1,232	5,679	4,447	8.37%
Households	481	2,549	2,068	9.17%
Total Jobs	3,926	5,337	1,411	1.63%

Source: WFRC

There are material differences between the original 2007 forecast and the October 2010 revision. The 2007 forecast was described as the “unvarnished” model output, which featured a growth factor based on land underutilization and proximity to regional transportation networks, while the October 2010 forecast incorporated local

stakeholder comments on current expectations of growth within specific geographies. The 2007 forecast had higher levels of growth (population, household and jobs) in the Study Area over the analysis period. We include both projections as an indicator of the range of growth potential of the district under “status quo” assumptions.

WTG/GD project area new household formations will grow between 4% and 9% per year, on average. This suggests the project area will generate between 792 and 2,068 total residential unit demand through 2030.

WTG/GD job creation will essentially remain flat or grow at a modest 1.6% per year, on average. Assuming 300 square feet per job created, the forecast suggests that the demand will remain nearly stagnant for twenty years, or will generate only 423,000 sf of total commercial demand through 2030.

Redevelopment Agency Activities & Tools For Project Areas

A brief inventory of the commonly-used redevelopment agency tools and activities is in order. The following are the activities most frequently undertaken by agencies to promote, direct, act and oversee project area redevelopment and revitalization. The following includes tools and activities used by redevelopment agencies around the United State: not all are available to or employed by the RDA.

Eminent Domain: Used to acquire properties for redevelopment, complete property assemblage and otherwise facilitate neighborhood improvement and revitalization.⁵

Tax Increment Bond Financing: A very common tool used widely in the United States. Based upon the promise of increased assessed values and tax revenues within a project area, bonds may be sold in anticipation of these incremental tax revenues. Tax increment financing (“TIF”) bonds are used for project area common or public improvements, as well as a primary or secondary source of funding for project area public improvements, such as transportation and infrastructure. Less common is the use of TIF bonds for direct project-specific funding, but it is authorized in many states. At this time, RDA does not routinely issue TIF bonds incidental to its redevelopment activities.

Property Tax and/or Sales Tax Rebates or Participation: Many jurisdictions allow some form of project-specific property tax abatement or rebate as a redevelopment incentive or form of financial support. Abatement and rebates are most often used only for a limited term of years. The RDA is authorized to provide this form of financial support or incentive, but it is our understanding it is not routinely used.

⁵ By Utah State law, the RDA is not authorized to use eminent domain in most circumstances, and in this case, cannot be used at all at this stage in the life of either project area.

Direct Investment & Ownership: Perhaps the most widely used of any of the tools or resources available to a redevelopment agency is direct investment and ownership of properties within a project area. Properties may be acquired consensually or by eminent domain. They are most commonly used to address very specific costs of severe blight or as the initial phase of larger or more complex developments. Joint ventures with established property developers is also a form of direct investment. It is common for a redevelopment agency to sell these owned properties once redevelopment, rehabilitation or resolution has occurred. Most observers believe that long-term ownership of property by redevelopment agencies is not in the best interests of the agency or the project areas, so there is commonly a planned disposition or exit from the property investment even from the earliest stages of planning. Direct investment may also be made in project area common improvements, infrastructure and other public or common facilities, either on a sole or shared basis. Parking garages are a common form of direct investment for redevelopment agencies. Land write-downs and grants provided by a redevelopment agency are a form of direct investment. The RDA uses several of these forms of direct investment.

Lending – Direct and Indirect: Direct and indirect lending by redevelopment agencies is common, and it is one of the commonly-used tools by the RDA in its project areas in Salt Lake City. Direct loans are loans made from tax increment already received and otherwise unencumbered. Loans may be used for a variety of uses, but are most commonly-used for small projects and often in the form of secondary debt, inferior to commercial bank loans (the primary source of funding). Small direct loans are quite common for small residential projects, including rehabilitation; these loans may include down payment assistance and long-term second deeds or trust or mortgages. Indirect lending occurs where the redevelopment agency is a guarantor of one form or another, or provides some form of credit support or enhancement for a redevelopment project.

Technical Assistance: Many redevelopment agencies also provide technical assistance to residents, employees, and property owners within project areas, assisting in a variety of ways to encourage or otherwise support redevelopment activities. These forms of technical

support may include project-specific services or property-specific services, and typically take the form of planning and advisory services, design and/or construction services, environmental planning, mitigation and management (including dedicated brownfield activities), and services related to providing assistance and liaison work with private and public funding sources. Many of these activities are intended to help property owners and businesses located within a project area undertake property improvement and redevelopment – particularly where a competent property developer is not part of the contemplated transaction or improvement. It is our understanding that the RDA provides only limited technical assistance services.

Inter-Agency & Inter-Government Relations: Redevelopment agencies must be strong advocates for their project areas and the redevelopment activities therein; consequently many agencies have well-established activities for inter-agency and inter-government relations, operated in order to advocate for complementary and otherwise appropriate activities and actions within a project area. Liaison work with public works, public safety, school districts, utility improvement districts and similar local and county agencies is very important. To a somewhat lesser extent, agencies may also be working with state and federal agencies for specific project area activities, particularly around transportation improvements and where federal funding is available for community development purposes and projects within a project area are desired or underway. The RDA has some inter-agency and inter-governmental activities underway that are concentrated in the downtown area.

Community Outreach & Advocacy: Community outreach and advocacy is a common activity of redevelopment agencies, as they attempt to gain public input and build consensus around project area goals and objectives, as well as they advocate on behalf of project area improvement in many different venues. Outreach and advocacy activities typically are targeted at residents and employers within a project area, the development community (who might consider a project with a redevelopment area), prospective residents and employers, and to the region at large. Agencies today realize the need to actively promote and market their redevelopment project areas, in

order to leverage their activities with private investment, and to harness the community support that is central to accomplishing and sustaining their activities over many years. The RDA has some of these activities underway at this time, particularly focused on residents and employers within existing project areas.

Economic, Employment and Housing Development: Some redevelopment agencies have active programs to encourage economic development, employment development, and many have special obligations for housing development. Depending upon the jurisdiction and agency structure, a redevelopment agency may have these additional missions; most tend to have (or seek) strong linkages with other agencies and programs for economic and employment development; many redevelopment agencies have a dual mission of redevelopment and housing. There are no specific existing RDA programs in either the area of economic development or employment development. Although Salt Lake City's Housing Division is separate from the RDA, the RDA contributes to and supports the City's housing activities.

Business Improvement District/Special Assessment District Services: Business and special improvement districts are on the upswing as a redevelopment tool, particularly because their use has transitioned from serving as a developing and financing tool for infrastructure into serving as operating entities to provide enhanced services to special or unique areas. These improvement districts allow, for example, collection of funds from property owners and occupants for services like enhanced security, street maintenance and cleaning, marketing and public relationship activities that promote or market the district and like services. Redevelopment agencies sometimes promote and foster the creation and operation of these business improvement and special assessment districts.

Asset and Property Management: Primarily a by-product of direct ownership and investment by redevelopment agencies, asset and property management is a necessity and may be a redevelopment tool in some instances. It is less common for agencies to use this capability

as a redevelopment tool, and more common to see these services as solely related to direct ownership.

Observations

The tools that are available to and used by redevelopment agencies to fulfill their mission and the goals and objectives of any project area are a product of many forces. This includes regulatory authority, the allocation or organization of services across local government, policy decisions made long ago and as a reflection of the focus of the agency on its project areas within the community. It is worthwhile to note that no single tool is right or best all the time, nor are all the tools necessary for successful redevelopment. What is perhaps most important is that the agency acts effectively and aggressively to encourage redevelopment and revitalization of its project areas. The tools the agency may use should respond to the needs of the project area and recognize the stage or life (or redevelopment) of the area. To the extent that specific tools or activities are not available as a matter of authorization or policy, pragmatic recognition of these limitations is appropriate; hopefully, there are compensating actions or activities that are available.

Market Context

The market context for the Study Area is the Salt Lake City region, and the central business district (“CBD”) or downtown area. Collectively, the region, and the dominant influence of the CBD most heavily influence the Study Area and the neighborhood areas that surround it. Our discussion of market conditions and market context has three elements (national, regional, & local); we review national property market conditions that are both a reflection of, and a contributor to, the current/recent national recession. Regardless of our stage or position within the recession, these national conditions are important, because they influence property investors, lenders and tenants; this is important and relevant background to today’s regional and local market conditions.

We provide a brief summary of information about the Salt Lake regional economy, citing information from Moody’s Economy.com and the Bureau of Economic and Business Research at the University of Utah.

Also provided in our discussion is specific information about property market conditions in the city and region. We are very fortunate to be able to incorporate by reference the Downtown Salt Lake City Market Outlook, prepared by Coley/Forrest (Denver) in June 2010 for the Salt Lake City Department of Community and Economic Development. This very fine study provides a substantial amount of property market information about the region and center city, and is an excellent starting point for our discussion. This information is supplemented by rental rate and vacancy information provided by commercial property brokerages.

We close with a discussion about the implications of these market conditions for the Study Area and how these conditions may influence the strategy analysis and the near-term decisions of the RDA with respect to its existing owned properties within the Study Area.

National Commercial Real Estate Conditions

About national and international commercial real estate conditions, we cite a recent report from RREEF, the real estate investment management subsidiary of DeutscheBank. RREEF is one of the oldest and most respected real estate investment managers in the industry, having been founded in San Francisco in the late 1970’s. From their March 2010 RREEF Property Investment Outlook Report:

“A new and more positive move is developing in the first quarter of 2010, with early signs of a recovering economy providing new hope for the US commercial real estate markets. Transactions are becoming more frequent, especially in the apartment sector, as equity gathers and debt becomes more available. Property fundamentals plummeted through the downturn but an improving economy is creating the foundations for better times ahead. However, optimism should be met with caution as economic growth, although positive, is forecast to remain sluggish for the next couple of years. Economic recovery always leads the rebound in commercial property, so growth of private equity real estate fundamentals is likely to be lethargic over the next couple of years as well.

Fear became the theme of the overall financial market, but real estate was a special target. The asset bubble that formed in 2006 and 2007 was originally focused on residential pricing and debt, but then spread to commercial real estate, which turned out to be similarly over-priced and over-leveraged. This bubble reached a zenith in 2007 and subsequently popped resulting in plummeting values. Many commercial real estate loans that were underwritten using aggressive assumptions quickly submerged underwater, causing the Commercial Mortgage-Backed Securities (“CMBS”) market to freeze. Bank and insurance company construction lending became particularly problematic with a dormant leasing and sales market, and a dearth of capital available to retire construction debt. In summary, 2009 was a year in which most real estate lenders and investors were deer caught in the headlights of the oncoming credit crunch!

Caution Advised

The US economy is still in its early stages of a fragile recovery and real estate markets, which need robust employment growth to recover, will likely lag. Most office markets and other property sectors in the particularly troubled metros will require additional time to recover. An unprecedented mountain of troubled real estate debt adds risk to the recovery by overwhelming the appetite of available investment capital. Higher yields would be required to attract additional capital, pushing values down further.

In addition, the steepness in the drop of both occupancy and rents, along with the forecast of only a moderate economic recovery, suggest that several years of growth will be required before previous healthy levels of occupancy and rents will be regained. Leases renewed or signed during the downturn will depress property income even further into the future, particularly for industrial, office and retail properties.”

RREEF provided a mid-year 2010 updated Investment Outlook Report in August 2010. Below are excerpts from this report:

“The strength of the investment market for real estate was the big surprise during the first half of the year and we will be looking for transaction volume to leap as we enter the second half of 2010. Capital and pricing for core real estate is aggressive in this early stage of economic recovery, coming in advance of real estate market fundamentals reaching bottom.

We believe that real estate fundamentals are on the mend, and that investments made during the early stages of the recovery will outperform, but at the same time, underwriting must be performed with discipline.

Economic Forecast

Economic prospects today are about the same as was forecast in early 2010, when GDP growth was forecast at 2.2 percent for 2010 and 2.9 percent for 2011. Currently, we are anticipating 2010 growth at 2.8 percent and 2011 growth at 2.4 percent. These changes continue to reflect a recovery which is slow compared to past business cycle recoveries. Employment growth was forecast at about 500,000, whereas we are currently forecasting around

700,000 for 2010, a very modest improvement.

A number of positive factors are now more evident in this recovery. Most importantly, the financial markets that were the primary cause of this recession have largely stabilized and bank balance sheets continue to improve as the steep yield curve makes lending profitable once again. Global economies, especially emerging markets, did not experience the severe recession that hit the US and Europe, and are growing at a surprisingly strong rate. Home prices stabilized more quickly than anticipated. And possibly more importantly, consumers are somewhat more upbeat, having made substantial strides in rebuilding their balance sheets through savings, stock market recovery and home price stabilization. Fears about job layoffs are receding. Consumption including discretionary spending has picked up more quickly than anticipated, at least during the first half of the year.

Notwithstanding the above, there is considerable gloom in the current economic and financial markets, although some of this gloom appears to be abating. During the first half of the year the market turned unrealistically positive. The stock market continues a steep upward trajectory that had begun in 2009, initial first quarter gross domestic product (“GDP”) estimates were strong, while most of the negative events that had dominated headlines in 2009 seemed to recede. Even homebuilders began to ramp up construction, competing against a substantial inventory of existing homes. In addition, the Federal Reserve in keeping its rates low has facilitated more abundant low cost of debt. Consumer spending and retailer health saw surprising improvement.

For the most part, this optimism turns out to have been premature. The stock market has since corrected, first quarter GDP figures re-adjusted downward, a sovereign debt crisis emerged in the Euro Zone, and worries have escalated about marked slow-down in the second half with the end of stimulus programs. Housing starts have plunged downward and consumer spending had slowed. The markets have taken this gloom as sign of a double-dip recession. An election year compounds considerable bear market rhetoric.

We do not expect a double-dip recession in the US, but an economic recovery that is modest in comparison to past business-cycle rebounds.

Investment Market Outlook

As of mid-year 2010, few deals are transacting, but the quantity of equity and debt chasing these deals is high, driving pricing upward and yields back down to pre-recession levels. Initially private equity and private REITs comprised most of the buyer pool, but foreign buyers also enter the market in early 2010. A bull market in public real estate investment trust ("REIT") stocks, which extended through first quarter, resulted in substantial buying by this sector as well. With higher valuations and access to public debt, REITs have been able to buy aggressively during the first half of the year. While it is unlikely that public REITs will continue to buy that this pace, pension funds have recently started allocating funds for new core acquisitions, and this sector will likely fill the void left by the public side. Banks are beginning to lend as well, as they return to profitability and mend their balance sheets, putting more capital at the hands of investors. Life insurance companies are also aggressively pursuing high quality debt deals. All together these sources of capital have exceeded the supply of truly core product available in desired locations within top major metros. We expect to see a greater deal flow in the second half of the year, as owners take advantage of capital demand by selling their properties."

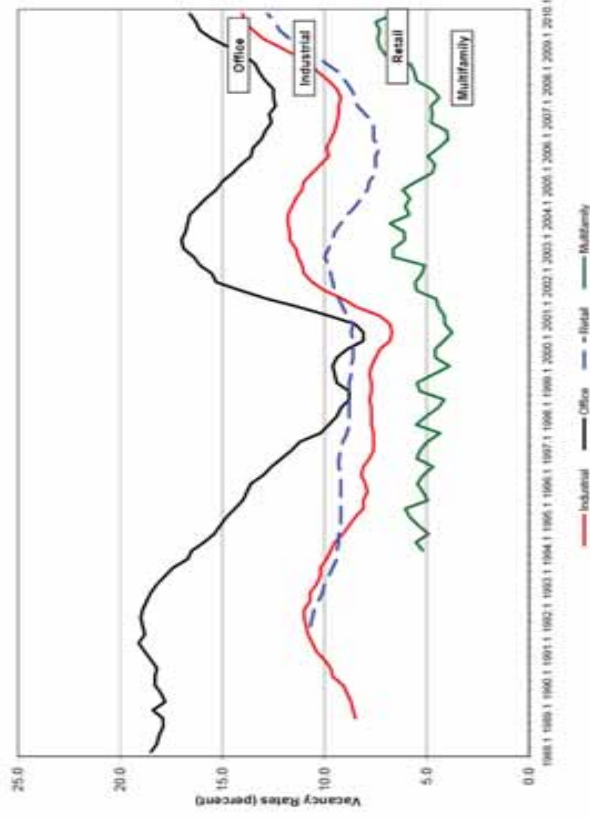
RREEF's August 2010 Property Performance Monitor highlights that NCREIF's Property Index for the 2nd quarter 2010 produced the strongest quarterly returns since the third quarter of 2007. Additionally, appreciation was stronger on the coasts as East and West Regions of the US reported quarterly total returns of 4.4% and 3.0% respectively. Transaction activity, while increasing in May from April still fell below the volume from a year ago according to Moody's/REAL Commercial Property Index.

We believe RREEF to be a very credible source of those that track the trends of real estate markets and activity. They clearly report investors to be cautiously optimistic about future opportunities, but unless employment recovers the commercial property markets are likely to continue to underperform.

The following few pages provide several charts from various sources which illustrate the change that the commercial real estate sector has experienced nationally in the past two years. The chart below shows

the commercial property vacancy rates for the past 22 years – current vacancy rates are near highs over the past 20 plus years for all types of properties reported – including multifamily, retail, industrial and office. Most market observers report these high vacancy rates to be a result of the combination of recently constructed new product and the recent declining of demand for especially retail, office and industrial space nationally.

National Commercial Property Vacancy Rates



Source: CRE Finance Council

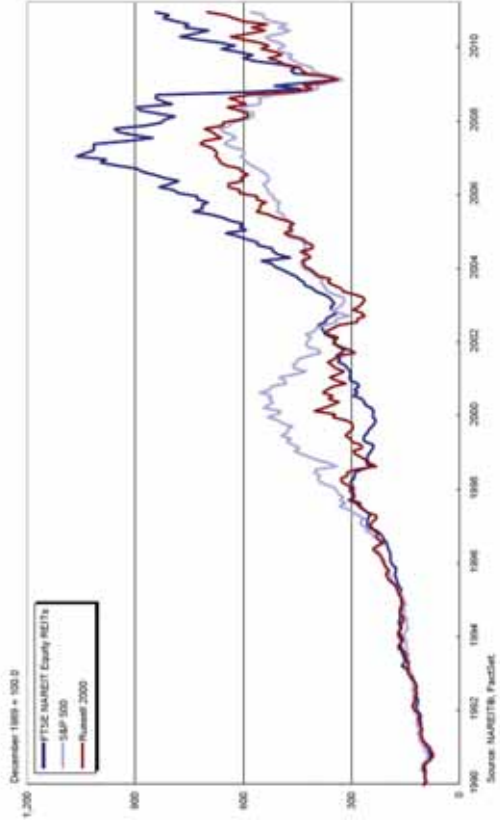
The FTSE US EQUITY OFFICE NAREIT Index Series data is shown below. This is an index based upon the value of stock in US real estate investment trusts within the office segment, for the period January 2001 through June 2010. The precipitous drop (over 50%) in share prices in October and November '08 is very evident. The index in March 2009 was 282, the lowest levels recorded since June 2000. The chart below illustrates the recovery in REIT returns during 2010. Most observers attribute the recovery in REIT returns to the restructuring of

short term debt within the industry; there is widespread recognition that rents continue to fall and vacancies continue to increase throughout the country.

Many analysts, including Waronzo, believe that the dramatic change in REIT pricing through the beginning of 2010 was a reflection of the market's expectation of a decline in property values, as well as, difficulty in refinancing existing debt with a short maturity timeframe. However, while property values are still anticipated to decline, REITs (as an asset class) have been able to refinance debts at historically low levels, which has boosted share values in general through 2010. REITs that have the heaviest debt load were hardest hit by share price declines, but all REITs have experienced a dramatic decline in the price of common and preferred stock relative to highs experienced in 2007 and 2008.

FTSE US NAREIT Equity Office Index

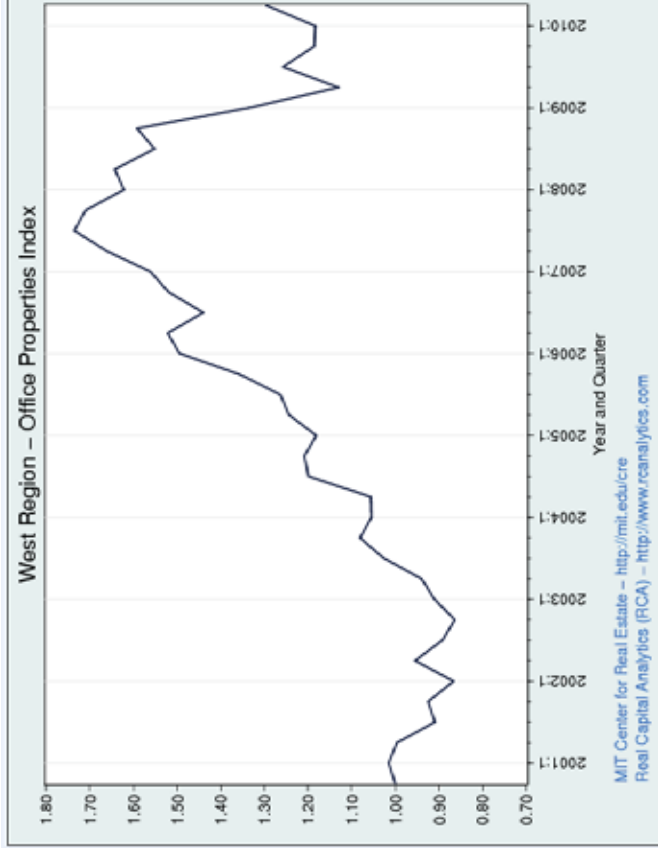
Major Stock Total Return Indexes
(End of month, December 1989 - December 2010)



Source: NAREIT

Moody's Investor Services publishes an index of US commercial real estate prices, called the Moody's/REAL National Index, published in association with Real Capital Analytics. The August 2010 update to their December 2009 report contained the following chart that illustrates the property-type components in their index, and their relative performance through the second quarter of 2010. The reader should note the implied recovery began in mid-2009; the index is reporting (ultimately) the reported prices of office properties. What is not captured in this data, however, is the very low transaction volume during the period. Consequently, the chart is somewhat misleading, insofar as it suggests recovery in value well beyond what most observers believe is actually underway.

Moody's/REAL National Property Type Index

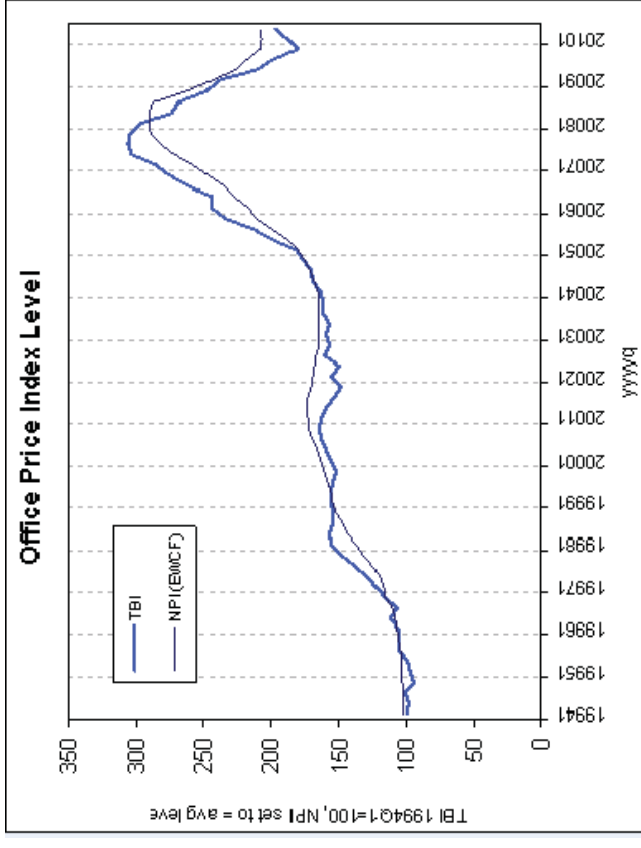


Source: Moody's Investor Services

The Moody's/REAL index is based upon property income and value performance (only). Unlike the NAREIT composite index shown previously, this index does not provide an indication of equity value in a real estate portfolio, as does the NAREIT Index; consequently declines evidenced above are less dramatic.

The MIT Center for Real Estate also publishes an index that is based upon the performance of the NCREIF index. The NCREIF Index is an index of property income and value performance based upon property-level data submitted quarterly by the investment managers and owners, typically holding the property on behalf of public and private pension funds. This index mixes data about property values from actual sales and appraisals (completed quarterly or annually). The MIT Center uses NCREIF data to report the performance results of a subset of the larger portfolio – only those properties that have sold (versus those which have been valued). This approach eliminates the impact of appraisal error on the performance index. Located below is a chart for their Transaction-Based Index – for office property prices, through the first Quarter 2010.

MIT Center for Real Estate – Transaction Based Index



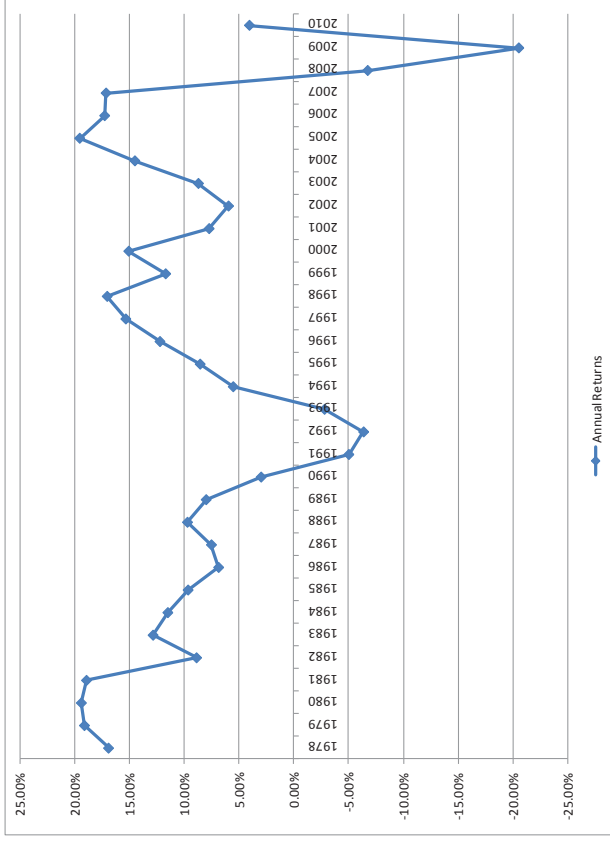
Source: MIT Center for Real Estate

National Council of Real Estate Investment Fiduciaries (NCREIF)

The NCREIF Index is now 30 years old, and represents perhaps the longest-running index of investment real estate performance in the United States. The NCREIF Index is based upon the quarterly performance submission by real estate investment managers, with the present index representing over 6,000 properties across the United States. Actual operating performance is reported as income and operating expense, and valuation is based upon either (a) the sales price of the property if sold in the quarter or (b) an estimate of market value based upon either internal or third party valuation. As shown in the following chart, the Index reported record low performance, virtually across all sectors of property investment and across all regions

of the country in 2009. The table that follows summarizes NCREIF Index property performance for properties in the west region.

West Region NCREIF Index Results Through 2nd Quarter 2010⁶



Source: NCREIF

Quite obviously, this period of declines in value and income between 2008 and 2009 is the worst in the 30-year history of the Index. However, index values for the first half of 2010 mark the first positive returns since the end of 2007. As noted in the RREEF Property Market Update section of this report, these low returns signal the beginning of a slow recovery of commercial real estate.

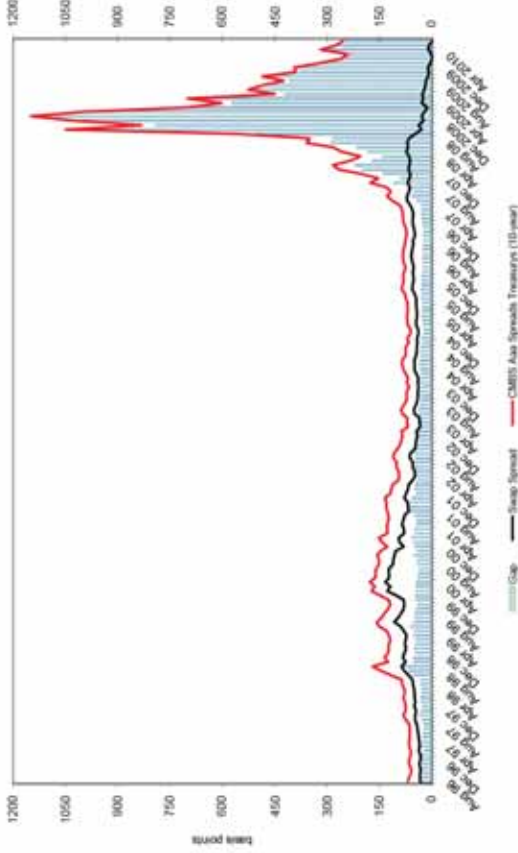
Commercial Mortgage-Backed Securities (“CMBS”)

Trading in CMBS also illustrates the change in investment conditions directly related to real estate investment and like financial instruments. Once commercial mortgages are originated, they are pooled and securitized, yielding notes or bonds (i.e. commercial mortgage-backed securities) that are sold to investors. These notes and bonds are held for investment and are traded like other investments, based in part upon the rating of the security.

CMBS Spreads represent the premium required by investors to invest in CMBS securities versus treasuries. The larger the premium, the more risk is associated with the investment and the larger the required return by the investor. As shown in the chart below, spreads were at record highs in 2008 and the beginning of 2009, but have subsequently returned to lower but still elevated levels, compared to the spreads evident between 1996 and 2007. It should be noted that treasuries have also reached historic lows in 2010, which further increases the reported CMBS spreads – the new “normal” may be a spread of +/- 300 basis points versus the previous normal range of +/- 100 basis points.

⁶ Index values for 2010 include returns through the second quarter of 2010 only.

CMBS Spreads 1996 to April 2010

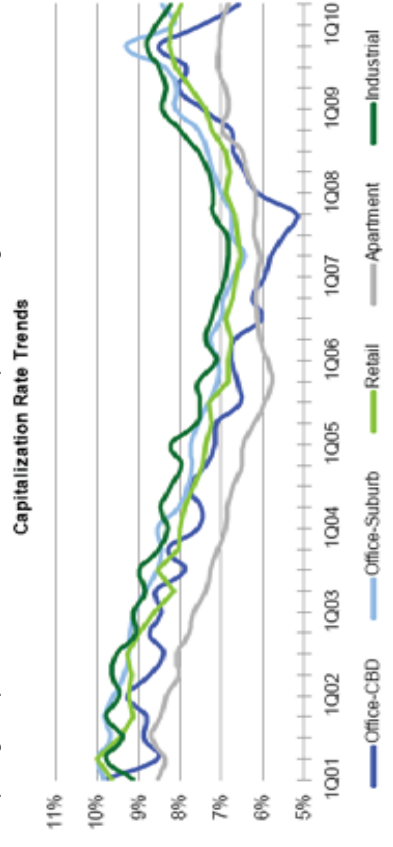


Source: Morgan Stanley, CRE Finance Council

expectations of industry observers and experts. The above chart, taken from RREEF's August 2010 Investment Outlook, sources Real Capital Analytics. Real Capital Analytics ("RCA") is a research firm that tracks institutional property sales in the U.S., including cap rate information where available. In this chart, we see the rise in capitalization rates from 2007 to 2010 for several classes of investment property from a low of 5% to 9.5%. Only recently, capitalization rates have begun to decline. However, RREEF speculates this decline will be short-lived as inflationary concerns in future years will cause the capitalization rates to slowly increase.

RCA also tracks transaction volume across the country. The data in its third quarter 2010 report is similar to a variety of other reports, which collectively suggest that transaction volume for commercial real estate has increased in several property types and cap rates have become compressed. However, RCA reports that in spite of the positive recent momentum, the transaction activity has been uneven with sales and cap rates at the strongest levels for high-quality core assets in the most desirable markets.

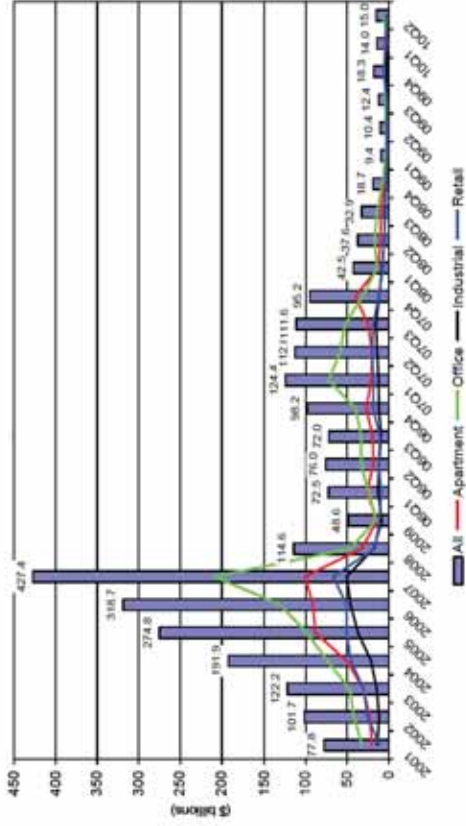
Property Capitalization Rates – Real Capital Analytics



Source: RREEF, Real Capital Analytics

Property capitalization rates showed significant increase from 2007 to 2010, negatively affecting property values and lending credence to the

Commercial Property Transaction Volume; Annual & Quarterly Data,
By Property Type



Source: CRE Financial Council

This view of the transaction data shows both annual and quarterly activity, and also property class distribution. Transaction volume of all commercial activity reported by Real Capital Analytics was down 89% from 2007 to 2010.

Resolution of Non-Performing Commercial Real Estate Loans

Another significant issue impacting the commercial property markets is the recognition that there are non-performing loans and loans in default held by banks and by the special trusts that issue CMBS notes and bonds, and that the volume of these non-performing loans is becoming very large. By some estimates, these non-performing loans exceed \$500 billion across the United States. Many observers believe that commercial banks are being given a regulatory "pass" by bank examiners on these commercial loans, while they both restore balance sheet equity and administer millions of non-performing residential loans. Although having a different causality, non-performing CMBS loans are only slowly being resolved, with some reporters observing that the rate of resolution is about twenty-times slower than the growth in new, non-performing CMBS loans.

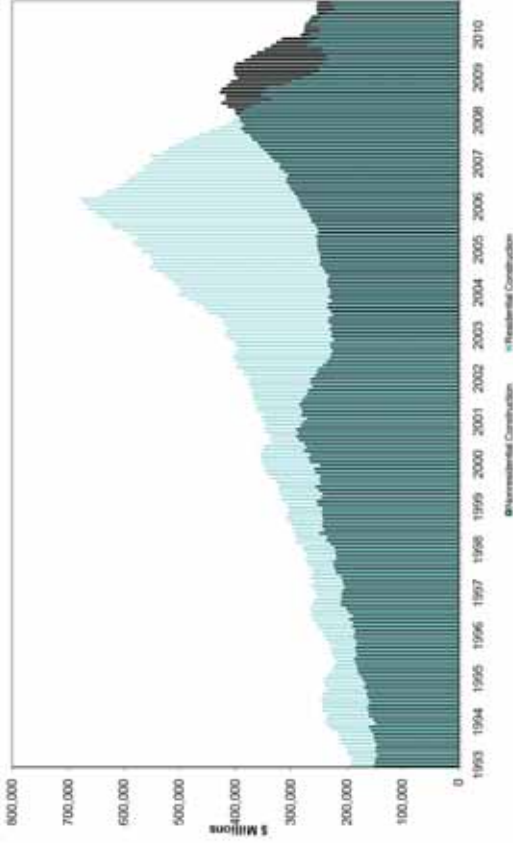
The impact of this lack of resolution of commercial loans is important for recovery in the commercial property markets. Significantly, neither banks nor CMBS trusts may hold properties once resolution has occurred, so an immediate sale is necessary. Many observers are very concerned about the impact on the values of non-institutional grade commercial properties (under \$15 million in value), as well as smaller institutional-grade properties (under \$30 million) as the backlog and disposition imperative leads to too many properties being offered for sale at the same time. Observers today are pointing to 2012 as the first year in which significant numbers of these REO commercial properties will hit the market in great number. The impact of these offerings on markets across the county remains unclear.

Residential Market Conditions

We provide just a few selected statistics on national residential market conditions.

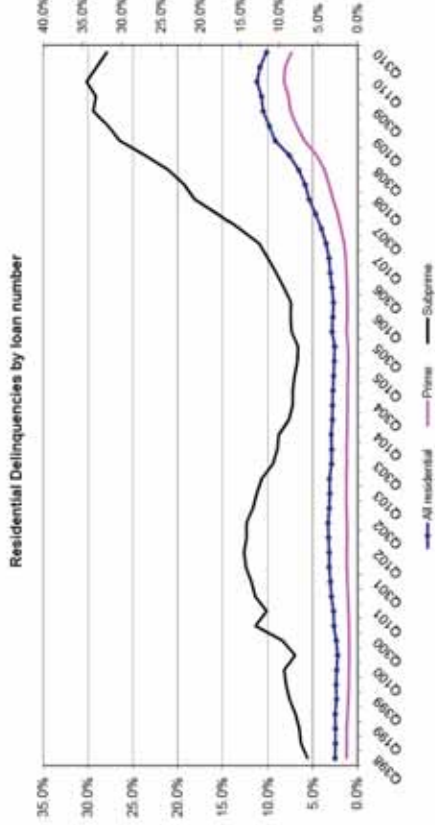
Residential construction has slowed significantly since 2006 with few signs of an imminent recovery. Below is a chart that shows the dramatic decline in residential construction from its peak in late 2006 through 2010.

Private Residential and Non-Residential Construction in Place



Source: CRE Finance Council

Residential Delinquencies by Loan Number



Source: CRE Finance Council

Residential delinquencies and foreclosures continue to rise – both in response to continuing weak economic conditions, and due to the lag in administering (foreclosure, work-out, and modification) and liquidating foreclosed homes. Most observers believe that it will be another two years before residential market conditions return to “normal.” Even then, the “new normal” will be different for many; slow or no growth, reduced levels of new construction, and much tougher loan qualification and underwriting requirements.

Summary of National Commercial Real Estate Conditions

We again quote RREEF – “We believe that real estate fundamentals are on the mend, and that investments made during the early stages of the recovery will outperform, but at the same time, underwriting must be performed with discipline.” The discussion, data and charts illustrate quite clearly how wild the commercial property markets have been over the past two years – characterized by a terrible loss of liquidity and investor interest in 2008 and 2009, and a brief recovery with a possibility of a second decline. Although some positive signs are emerging, most observers do not expect significant real estate recovery until 2011 or 2012, and then only slowly; many have characterized this as a recession with a slow beginning, a deep trough, and a slow recovery (versus the much sharper recessions of the recent past).

Many observers expect that the long-term impact on commercial real estate will be property value declines of 35% to 50%; many estimates for institutional grade properties focus on the 35% to 40% range. Some of these declines have become evident in the marketplace with commercial properties selling at 30% to 50% less than the previous transaction price. The perceived decline in commercial property values has been evidenced in REIT share price declines. This value change results from expectations that property returns will climb about 200 to 250 basis points (from 6% to 8.5%, for example) and that effective rents (potential rent less vacancy and credit loss) will decline from 10% to 15%. The combined effect of these changes results in a significant decline in property value for an otherwise stabilized property in normal operations.

Implications for the Study Area

In many respects, the bad news of the national recession and its impact on the property markets is behind us. As we have noted above, however, the overhang of unresolved “bad” commercial real estate loans remains before us, and we anticipate that this could have a material affect on the Salt Lake City property markets and more specifically, upon development within the Study Area. While Utah and the Salt Lake City region may recover more rapidly than the nation as a whole, investment and notably, real estate lending will remain mired in and influenced by national market conditions. As a blighted urban neighborhood, the Study Area will be additionally disadvantaged by these factors. Ironically, the delay that is imputed by the time to recovery may be a blessing for the Study Area, particularly in terms of the “breathing room” that poor market activity provides as the RDA implements the recommendations of this strategy study and presumably takes new steps to reinvigorate its activities within both the West Temple Gateway and the Granary District project areas.

Regional Economic Conditions

We briefly summarize several sources of economic information to provide context for the real estate market information that follows. The reader should note our emphasis within quoted text through underlining.

Moody's Economy. Com – Salt Lake City Metropolitan Overview

“Recent Performance. The recovery in Salt Lake City lacks consistent job gains. Employment is lower than it was this time last year and declined on a month-to-month basis in November. Industrial production has risen for five consecutive quarters, but manufacturers are still cutting workers. Construction picked up slightly in the second quarter, but the end of the federal tax credit has removed that support for home sales. As a result, homebuilding has lost momentum, and construction employment has fallen in four of the past six months. Spotty growth is seen in education/healthcare, financial services and government. The unemployment rate continues on an upward trend, reaching 7.5% in November. While there has been some increase in the labor force, the lack of hiring is keeping the jobless rate elevated.

UCAP. Aerospace/defense has some potential to survive defense cuts longer term through strategies being developed by the Utah Cluster Acceleration Partnership in conjunction with Weber State University to grow the state's \$5.4 billion cluster. Such strategies support cutting-edge projects that will help accelerate the growth of key clusters by focusing on the development of necessary talent and support for innovation. A quality workforce will be a major factor in Boeing's decision of where to produce the horizontal tail section of its new 787-9 aircraft. The work is being shifted from an overseas supplier because of quality issues. Boeing employs fewer than 1,000 people in SAY but plans to build some 787 parts in the metro area beginning in 2012. SAY will compete with Seattle and Tacoma for the tail section production.

In addition to aerospace, UCAP will also focus on the energy and digital media clusters in conjunction with Salt Lake Community College and Utah Valley University, respectively.

Construction. Any strength in building in the near term will be from nonresidential and infrastructure projects, rather than from homebuilding. An additional \$100 million in the state found for public infrastructure is helping to stabilize construction payrolls in the Wasatch Front metro areas, albeit at low levels. In addition, private nonresidential investment is occurring with a handful of significant projects. There are plans to construct a 2,500-seat downtown performing arts center in SAY, which will add a large boost to tourism, restaurants and retail businesses. In addition, an office tower is now being proposed as part of the project that would attract businesses downtown. However, this modest nonresidential potential will be inadequate to restore health to construction without an increase in demand for housing sufficient to absorb excess supplies.

Economic Indicators – December 2010

Indicators	Forecast											
	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
Gross metro product (C&B)	45.1	45.8	48.4	51.8	54.8	55.8	55.3	57.7	60.6	64.1	67.5	69.6
% change	0.5	1.7	5.6	6.9	5.9	1.9	-0.9	4.3	5.1	5.8	5.2	3.2
Total employment (000)	556.2	565.0	587.3	614.3	637.4	640.8	610.9	598.3	603.7	618.4	638.7	657.5
% change	-1.3	1.6	3.9	4.6	3.8	0.5	-4.7	-2.1	0.9	2.4	3.3	2.9
Unemployment rate	5.8	5.1	4.1	3.0	2.7	3.6	6.4	7.0	7.4	6.9	5.7	4.6
Personal income growth	1.2	6.6	9.2	9.9	7.5	3.6	-1.3	3.5	4.6	6.9	7.7	6.4
Population (000)	1,016.4	1,030.6	1,044.8	1,072.7	1,092.6	1,111.6	1,130.3	1,148.9	1,170.8	1,196.5	1,222.9	1,251.7
% change	1.4	1.4	1.4	2.7	1.9	1.7	1.7	1.6	1.9	2.2	2.2	2.4
Single-family permits	6,129	6,196	7,128	6,556	4,287	1,806	1,627	1,881	2,152	3,617	4,934	4,931
% change	1.1	15.0	-8.0	-34.6	-57.9	-9.9	15.6	14.4	68.0	36.4	-0.1	
Multifamily permits	2,027	1,463	2,115	1,162	1,991	2,264	3,065	690	615	894	1,113	1,217
% change	-27.8	44.6	-45.1	71.3	13.7	35.4	-77.5	-10.8	45.2	24.5	9.3	
Existing-home price (\$ths)	151.3	157.5	172.5	203.7	231.7	229.1	218.5	206.5	188.6	192.5	208.9	223.5
% change	4.1	9.5	18.1	13.7	-1.1	-4.6	-5.5	-8.7	2.1	8.5	7.0	
Mortgage originations (\$mil)	17,403	10,645	12,753	14,944	15,890	8,891	11,819	8,756	8,360	6,663	7,237	8,461
Net migration (000)	-5.4	-2.0	2.2	6.7	4.6	3.7	3.7	3.9	7.1	11.0	11.5	13.9
Personal bankruptcies	11,130	10,635	11,073	2,714	3,086	4,258	6,577	8,207	8,648	8,933	8,739	8,615

Source: Moody's Economy.com

Structure. SAY's broad industrial structure will help the area absorb economic downturns better than the national economy, while the rapid growth characteristic of the West in recent decades will allow the metro area to outperform. Consumer-oriented industries and manufacturing will respond in-step with the national economic cycle, but the presence of the state government and universities provide stability. Considerable diversity will allow the decline in a few industries to be offset by strength in others. As such, SAY will be able to outperform the national economy in all but the most severe downturns.

Salt Lake City's recovery will be supported by an eventual return of strong consumption and improvement in the U.S. economy. However, little strength in house prices and government budget cuts will be a drag on growth through most of 2011. Over the long run, SAY will see growth above the national average because of low business costs, a young and well-educated labor force, and very strong population growth."

The reader should note our highlighting of selected data in the table above; we have highlighted the rate of change in single-family and multi-family residential building permits, as well as the change in the average price of existing single family housing. Immediately apparent is the forecast of strong growth in building permits in 2012 and 2013; albeit from a base of relatively small numbers. We also note the volatility of multi-family permits over the twelve years covered by the history and forecast. We also see modest growth in employment in 2012-2014, and an appreciable decline in the regional unemployment rate. Comparatively strong in-migration 2012-2014 will also help the local economy and real estate market, and may have a direct benefit to the Study Area.

The University of Utah's Bureau of Economic & Business Research periodically publishes the "Utah Economic & Business Review." Their 2009 and 2010 papers address the Utah recession, with specific focus on residential and non-residential construction. Some quotes from these papers:

Non-Residential Construction – From the Utah Economic & Business Review – Vol. 70, Number 2:

- "Permit-authorized nonresidential construction in Utah has averaged \$1.5 billion annually (in constant 2009 dollars) over the past 15 years. During the period, 70 percent of all new nonresidential construction was located in the four Wasatch Front counties: Salt Lake County dominated new construction activity with a 44 percent share of statewide nonresidential construction and an average annual value of \$681 million.
- Past nonresidential construction contractions in Utah have had an average duration of four years and a decline in construction valuation of 55 percent. The current nonresidential contraction began in 2008 and after only two years new nonresidential construction valuation has declined by 49 percent. Utah's steepest single-year decline in nonresidential construction was recorded in 2009. In this year the value of nonresidential construction fell by 42 percent, from \$1.7 billion to \$990 million.
- The demand for nonresidential buildings is very sensitive to local labor market conditions. The jobs generated by a growing economy lead to demand for additional office and industrial space while the income received by workers drives the demand for additional retail space. The Utah labor market is not insulated from slow job growth during recessions, but to lose jobs as the state has done in the current recession—with an expected loss of 71,000 jobs in 2009 and 2010—is very rare and has painful consequences for the nonresidential sector. The sector has dealt with past imbalances in supply and demand due to slow growth, but adjusting to a reduction in the baseline demand for commercial space, due to the loss of jobs, is a new experience for Utah's nonresidential sector.
- Many of Utah's economic indicators are showing some improvement, but employment is expected to lag. In 2010 the projected employment loss for Utah is another 7,900 jobs. Job losses have driven up vacancy rates for commercial real estate. In Salt Lake County the vacancy rates for office, industrial and retail space are 16 percent, 7.6 percent and 9.3 percent respectively. All vacancy rates have risen in the past three years and are expected to continue to increase over the next 18 months.
- The decline in nonresidential construction in Utah will continue through 2011 to \$650 million. From the peak of 2007 to the trough of 2011 permit-authorized nonresidential valuation will fall by 66 percent. The magnitude of decline is deeper than any of the past contractions. The three previous nonresidential contractions (1980–1983, 1986–1988 and 1998–2001) had peak- to-trough declines of 53 percent, 56 percent and 54 percent, respectively. The projected level of

nonresidential construction activity in 2011 will be the lowest in 20 years. After 2011 the forecast shows four years of steady increases as total permit-authorized valuation rises from \$650 million to \$1.5 billion by 2015. Over the four-year period of 2012 through 2015 nonresidential valuation will total \$4.5 billion, or an average annual rate of \$1.1 billion. This expansion forecast was based, in part, on the two most recent nonresidential construction cycles. In these two cycles the first four years of expansion from the cycle's trough averaged \$1.2 billion in new nonresidential valuation annually. By 2015 nonresidential valuation reaches the average valuation for the past decade of \$1.5 billion.

- While the near-term outlook for the permit-authorized nonresidential sector is pessimistic, nonresidential contractors and workers will benefit from the third largest project in Utah's history. The National Security Administration's data center at Camp Williams, a non-permit-authorized project in Utah County, is projected to have a construction value of \$1.5 billion. It is uncertain how much of the total cost of the project will be devoted to construction. Equipment costs are expected to be substantial. Nevertheless, at a minimum hundreds of millions of dollars of construction costs will spread over a three-year period. The project award is scheduled for October 2010. Construction will begin 30 days after contract award. Construction employment for the data center will require several thousand workers. Operational employment for the facility is projected at just a few hundred full-time employees. Both the Intermountain Power Plant in the late 1980s in Millard County and the reconstruction of I-15 in the late 1990s had construction values of over \$2 billion in inflation-adjusted dollars. The Micron plant built in Utah County in 1999 was \$1.2 billion in inflation-adjusted dollars. The building permit value for City Creek Center now under construction in Salt Lake City has been less, about \$500 million."

Residential Construction - From the Utah Economic & Business Review -Vol. 70, Number 1:

- "Utah's home-building industry is rebounding from its most severe contraction in over 70 years. After 39 months of decline, the change in the number of permits issued for new single-family homes turned positive in July of 2009 and has recorded increases for ten consecutive months. Through the first quarter of 2010 single-family permits are up 110 percent, with 1,523 single-family permits in 2010 versus 725 in 2009.
- Home building in most states registered serious losses in 2009. Utah was an exception. The number of new homes receiving building permits in Utah was down only 4.3 percent in 2009, about 300 units. Nationally the number of permits for new homes was down 24.4 percent, and surrounding western states all had much greater losses in home building activity than Utah. The stabilization of

Utah's housing market in 2009 is encouraging and bodes well for a rebound in 2010.

- An improving Utah economy will help support a recovery in home building. Job losses are expected to decline from 63,500 in 2009 to only 7,900 in 2010, and then turn positive in 2011 with an increase of 19,300 jobs. In addition, interest rates should be very favorable. Mortgage rates are currently below 5 percent and are not projected to rise above 5.5 percent through 2011. Furthermore the inventory of unsold new homes has returned to normal levels, improving builders' confidence and balance sheets.
- Utah's demographic growth increases the number of households in the state by at least 18,000 annually. This creates demand for additional housing units well above the 10,000 units produced in each of the last two years. With lower levels of unsold inventory, less doubling-up of households as the job market improves, and the release of some pent-up demand, new home construction should continue to grow.
- A survey of home builders and suppliers identified the major challenges facing the industry over the next year as weak consumer confidence because of an uncertain job market, the unavailability of credit and the end of federal and state buyer incentive programs, downward pressure on housing prices and artificially low appraisal values due to competition from foreclosed and short sale properties, and credit market constraints for builders limiting the availability of construction, acquisition and development loans.
- Despite these significant challenges new home construction should register gains of close to 50 percent in 2010. Permits for single-family homes are projected to increase from 5,200 in 2009 to 7,500 in 2010, and grow to over 10,000 by 2011."

In 2009, the Bureau of Economic & Business Research did a perspectives and prospects paper that contains some very good insights into the rental housing market:

Utah's Homebuilding Industry, Part 1, Present Perspective, Future Prospects – From the Utah Economic & Business Review 2009 – Vol. 69, Number 1:

Apartment Construction

“Despite the recent gains in homeownership, rental housing remains a crucial component of the housing market. Nearly one in four Utah households live in rental housing. There are an estimated 214,400 renters in Utah (Table 9). Since 2000 the number of renters has increased by 19,300 households, however during this period only 16,000 new apartment units have been built. It appears that nearly 20 percent of the increase in renters has been accommodated by “for rent” condominiums, town homes, and single-family homes rather than traditional apartment communities. The number of new apartment units built in Utah has averaged about 2,000 units annually for the past ten years (Figure 4). Since 2000, apartment construction has accounted for only 9 percent of new residential units. In contrast, apartment construction in the mid-1980s represented up to half of all new residential construction. The peak period for apartment construction in Utah was 1984 and 1985, when impending changes in tax treatment of rental property created financial incentives for the development of new rental units. In this two-year period nearly 18,000 new rental units were added to the inventory.

West Jordan ranks first in new apartment construction since 2000 with 1,808 units—24.6 percent of all new residential construction in the city (Table 10). Only in South Ogden have new apartments captured more than 30 percent of residential construction activity. South Ogden issued permits for 306 new apartment units between 2000 and 2008, which was one-third of new residential construction. In most rapidly growing cities apartment construction has been less than 20 percent of all new residential construction.

Table 9
Households by Tenure in Utah

	2000	2008	Numeric Change	Percent Change
Households	707,000	900,900	193,900	27.4%
Owner Households	511,900	686,500	174,600	34.1%
Renter Households	195,100	214,400	19,300	9.9%

Source: Governor's Office of Planning and Budget, Demographic and Economic Analysis Division.

Although any threat of overbuilding the rental market has been held in check by low

Table 10
Selected Cities Ranked by New Apartment Construction

City	Apartment Units 2000–2008	Total Residential Units, 2000–2008	Apartment Units as Share of Total
West Jordan	1,808	7,356	24.6%
St. George	1,043	10,717	9.7%
Provo	818	3,626	22.6%
Orem	763	2,931	26.0%
Riverton	644	4,346	14.8%
Logan	564	2,520	22.4%
Uninc. Salt Lake County	546	4,923	11.1%
Draper	519	5,277	9.8%
North Salt Lake	509	2,395	21.3%
Cedar City	506	3,378	15.0%
Ogden	373	2,390	15.6%
South Ogden	306	927	33.0%
Layton	264	3,297	8.0%
Lehi	221	7,548	2.9%
Bluffdale	190	913	20.8%

Source: Bureau of Economic and Business Research, University of Utah.

levels of new apartment construction, nevertheless vacancy rates are on the rise. The recession has hurt the rental market. Apartment managers report that job losses are driving up vacancy and turnover rates as well as the cost of operation. There are several sources of rental vacancy statistics. Although each source reports a slightly different vacancy rate, all agree that rates have risen in the past year. The U.S. Census Bureau estimates rental vacancy rates for the 75 largest metropolitan statistical areas

Table 11
Vacancy and Rental Rates in Salt Lake County

Source	Vacancy Rate		Avg. Rent for Two-Bedroom, Two-Bath Unit	
	2007	2008	2007	2008
Apartment Realty Advisors	4.5%	6.8%	\$894	\$941
Commerce CRG	4.6%	6.9%	\$842	\$904
Hendricks & Partners	4.0%	7.1%	\$792	\$860

Source: ARR, Commerce CRG, and Hendricks & Partners.

(MSA) in the U.S. The Salt Lake MSA had a vacancy rate of 9.2 percent in 2008, compared with 5.3 percent in 2007 and 4.7 percent in 2006. The vacancy rate reported by the Census Bureau is considerably higher than rates reported by three local commercial real estate brokerage firms. Surveys conducted by each of the firms show that the vacancy rate in Salt Lake County has risen from about 4.5 percent to nearly 7 percent over the past year (Table 11). Despite the rise in vacancy rates, average rents for a two-bedroom, two-bath unit increased between 5 and 8 percent from 2007 to

2008. There will likely be greater resistance to rental rate increases in 2009 as the recession takes its toll on demand.

Traditional apartment projects have also been hurt by competition from the rental of condominium, town home, and investor-owned single-family units. This last category gained prominence during the housing boom as investors sought to take advantage of rising real estate values. In most cases the condominium and townhome units were originally intended as owner-occupied units, but buyer interest never materialized. Consequently some developers have resorted to renting units to generate revenue. This "shadow rental market" has been particularly troublesome for the rental markets in Washington County and downtown Salt Lake City.

Regional Real Estate Market Conditions

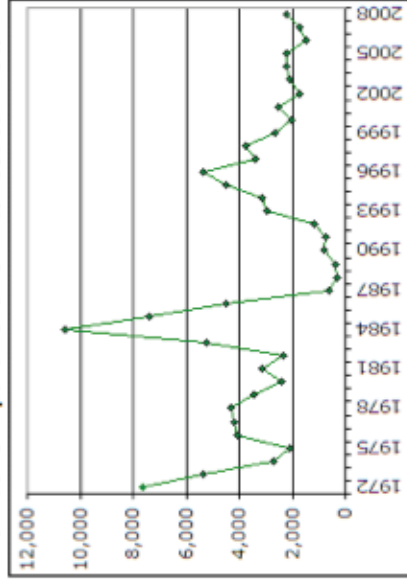
Coley/Forrest Findings: Local Brokerage Reports on Rents and Vacancy

As detailed and comprehensive as the Coley/Forrest report is, it does not provide much current information on rental rates for the four basic types of developed (office, retail, apartment and industrial). We've supplemented their information with rent and vacancy data from Third Quarter 2010 reports of Commerce Real Estate Solutions, a local broker and Cushman & Wakefield affiliate and from the recently-released Marcus & Millichap Apartment Market Research Update – 4th Quarter 2010. Among its forecasts for the period 2010 to 2015, Coley/Forrest finds:

Office

- CBD office vacancies between 1.24 and 1.29 million square feet, some 800,000 sf over a sustainable level of about 400,000 sf (7% vacancy rate). The current vacancy rate is about 18.2%.
- A periphery office vacancy rate of 8.7 to 13.4%, with 313,000 to 460,000 sf available.
- An additional 135,000 sf square feet of sublease space is available in the CBD.
- They cite CB Richard Ellis' observation that "Office properties in Salt Lake will not recover immediately, but the market is transitioning away from a recessionary environment."
- Commerce cites 3Q10 Class A office rents in the CBD at \$28.84/sf FSG, with a 15.5% vacancy rate. Absorption is recovering, with the CBD showing about 300,000 sf absorbed year to date (suggesting a three to four year supply against vacant inventory).

Figure 4
Number of Apartment Permits Issued in Utah



Source: Bureau of Economic and Business Research, University of Utah.

Retail

- Retail development in the 2010 to 2015 period, in the downtown area, will be dominated by the introduction of City Creek Center, adding 900,000 sf to the market – a 32% increase in retail space.
- Coley/Forrest finds “it is unlikely that additional free-standing retail will be developed in the downtown area in the next five years.”
- Commerce reports average weighted asking lease rates, regionally, of \$17.20 NNN, and an area wide retail vacancy of 9.2%. This represents about 3.1 msf of vacant retail space. Absorption in 2010 has been negative (285,000 sf) and strip retail has the highest vacancy at about 12.7%. Mall vacancies are equivalent to other categories of space, at 8.52% vacant.

Industrial

- Coley/Forest characterizes the downtown industrial inventory as in transition – most properties will likely not continue in industrial use due to obsolescence and the inferiority of central city industrial locations (transportation, congestion, development conflicts).
- Potential reuses for these sites include secondary support commercial uses, regional venues, community-serving retail, and residential uses.
- In its year-end 2009 report, Commerce reports industrial rents ranging from \$.30/sf to .50/sf/month NNN, with overall industrial vacancy at about 7%. Against a 110 msf (million square feet) inventory, this is approximately 7 msf of vacant space. Rents have declined at least 10% in 2009. They note “the death” of new construction of industrial space in 2009, and an expectation of continued, but modest declines in rent through 2010.
- Industrial property prices tend to range from \$50 to \$80/sf of building area.

Apartment

From Marcus & Millichap’s Apartment Market Research Update – 4th Quarter 2010:

CONCESSIONS REMAIN WIDE AS OWNERS COMPETE WITH NEW SUPPLY

“The economic outlook for Salt Lake City is improving, but occupancies will soften as nearly half of all apartment properties due for delivery in 2010 come online as the year ends. With owners expected to aggressively market these newer complexes, concessions will remain elevated until complexes in lease-up near full occupancy. Late-2010 supply growth will outstrip renter demand and weigh heavily on Class A operations in the West Jordan submarket, where 1,100 units will come online in the fourth quarter and raise the top-tier vacancy rate to twice the historical average. As a result, concessions in the area will jump to 40 days of free rent and remain well above the metro-wide average through the first half of 2011. Despite the sharp increase in market-wide inventory levels, private sector hiring will drive net job gains in the fourth quarter, resulting in the release of pent-up renter demand early next year. As employment growth accelerates, occupancies will improve measurably in the second half of 2011 as residents capitalize on generous concessions. Conditions will tighten rapidly near key employment hubs downtown and infill areas east of Interstate 15 as rehired young professionals choose to live closer to work, particularly with incentives in these locations near historic highs.

Realizing REO listings will not flood the marketplace, private buyers have re-emerged to deploy capital toward performing assets with upside rent potential. Risk-averse investors show greater interest in properties within the Central Salt Lake City submarket, where new supply poses a minimal downside threat and major redevelopment efforts are attracting renters. Cap rates for stabilized assets in these core areas average in the high-6 percent range. Buyer demand, however, will outpace available supply in the coming months, as owners who maintained cash flow through the downturn are discouraged by recent price declines. Investors focusing on high-vacancy assets will target perimeter communities to the south and southwest, where steep incentives have weighed on NOIs. These assets will continue to be listed in low numbers, with cash buyers expected to compete aggressively to acquire these complexes as they come to market.

CONSTRUCTION

- Developers completed 1,870 apartment units over the past year, a 2.4 percent expansion of rental stock and nearly identical to deliveries in the preceding 12-month stretch.
- Seven projects containing almost 2,000 units are under construction across the Wasatch Front, 80 percent of which are located in the West Jordan submarket. During the past year, West Jordan received 980 units, expanding its inventory by 12 percent.
- Approximately 2,500 units are planned in the metro, an amount equal to 3.2 percent of existing stock. None of the projects, however, is scheduled to start construction in the near term.

Outlook: After averaging 620 units annually for the past year five years, apartment deliveries will jump to 3,030 units in 2010, increasing rental inventory by 4 percent. Last year, 1,960 units came online.

VACANCY

- With owners of newer properties extending generous concessions to attract renters, the average vacancy rate in Salt Lake City improved 70 basis points during the first three quarters of 2010 to 6.5 percent.
- Surging Class A demand outpaced stock additions, causing top-tier vacancy to fall 80 basis points year over year to 7 percent. With a large volume of units scheduled to come online in the fourth quarter, however, top-tier vacancies are projected to climb higher by year-end.
- Lower-tier vacancy has improved 60 basis points since the start of 2010 to 6.3 percent, supported by modest demand growth and limited completions.

Outlook: The glut of new units due to come online in the final months of 2010 will push the average vacancy rate to 7 percent, which is still down 20 basis points from last year, when the rate jumped 220 basis points.

RENTS

- The average apartment asking rent in the metro fell 1.1 percent during the 12 months ending in the third quarter to \$729 per month. Effective rents bumped up 0.1 percent in that time to \$683 per month.
- Top-tier asking rents have decreased 0.5 percent in the past year and 0.2 percent year to date to \$862 per month. Class B/C rents have receded 1.9 percent year over year and 0.9 percent thus far in 2010 to \$667 per month.

- In the third quarter, concessions averaged 23 days of free rent, compared with an average of 17 days of free rent offered between 2000 and 2008. As builders deliver a wave of new supply in the fourth quarter, leasing incentives will remain above historical averages until most of the new units are absorbed.

Outlook: By year-end, apartment asking rents in the Wasatch Front will average \$735 per month, a 0.4 percent annual increase, and effective rents will tick up 0.2 percent to \$676 per month. In 2009, asking and effective rents fell 2.7 percent and 4.5 percent, respectively.

SALES TRENDS

- Sales velocity continued to ease during the most recent 12-month period, slowing 43 percent due to a thin listing of assets for sale.
- The median price for apartment properties sold so far this year stayed flat at \$66,600 per unit.
- Cap rates for high-end, stabilized complexes averaged in the high-6 percent to low-7 percent range over the past year, while Class B/C complexes traded with initial yields in the mid-7 percent to low-8 percent range.
- **Outlook:** The availability of rental properties for sale will remain subdued this year, but more opportunities will arise in 2011 as strengthened NOIs and greater bidding activity bridge the buyer/seller expectations gap. Moreover, volatility in apartment operations will drive some owners to list management-intensive properties."

What Does The Market Context Mean For The Study Area?

We have provided information about the national real estate economy, regional economic conditions, and the regional real estate economy. That is more "context-setting" than would be typical as the basis for an assessment of a neighborhood or redevelopment project area. These are unusual times, however, and understanding broader real estate conditions and capital flows is very relevant to forming our assessments of the near and medium term prospects for market interest and demand in the Study Area.

Some overview observations:

- Residential and commercial real estate market conditions continue to experience unprecedented disruption and uncertainty, both in severely-affected markets and in less-affected markets.
- Real estate capital, both equity and debt, is highly mobile, and can move very quickly. At the first sign of distress, real estate capital may flee, stranding investors, borrowers and stakeholders in new developments, with no way to extricate themselves. This means the property markets are much less stable than we are used to from previous performance.
- Stability in both residential and commercial property markets is still years away: while estimates vary, many observers believe there remain at least two to three hard years for both sectors, as foreclosures and non-performing loans are resolved, and properties that will come to the market as foreclosed and bank-owned are sold. These sales prices, particularly among small- and medium-sized commercial properties, will set the new floor for price, value and rate of return. Until foreclosed properties are out of lender ownership and in private market ownership, we will not have a sense of having “found the floor” in prices and values.
- The Salt Lake City and Utah regional economy is expected to show better than average economic conditions over the next three years. This should speed the local recovery and is expected to allow both residential and commercial property markets to recover more quickly than other, harder-hit markets. Because real estate capital markets, however, are so integrated and connected, real estate market recovery in the region may be slowed by the fact that industry conditions (nationwide) remain poor, even though Utah and Salt Lake City are outperforming many regions.
- The recovery in the regional economy should lead to job creation and housing market recovery that may have a positive impact upon the Study Area, and other below-average neighborhoods within the community. The opportunity that these lower-performing neighborhoods have will not come naturally, however, as a by-product of the normal distribution of growth and activity.

The opportunity will only come through aggressive marketing and/or capturing of the coming development opportunity by several stakeholders.

- The likely timing of the recovery in employment and residential and commercial property markets creates an opportunity for the Study Area, insofar as it will not materially affect the area for two to three years. In that time frame, the opportunity is available to undertake the steps necessary to allow the Study Area to begin to compete in the regional market, and attract new, appropriate, private development.
- There is likely more than adequate real estate and business investment capital within the region to meet and exceed the needs of the Study Area.
- As a blighted neighborhood, the Study Area under-competes and is largely disconnected from the active sub-markets within the region, both in terms of residential housing and for commercial properties. There has been little development in recent years, and much of what has been developed has been assisted by the RDA. There is little evidence of private new investment.

While lack of new investment is no surprise in a blighted area, what is surprising is the lack of investment during what most observers regard as the biggest run-up of real estate prices and values in post-war history. Rents and improved property prices within the Study Area are typically at the low-end of the reported range of rents and property prices, and generally not at a level sufficient for private market feasibility (i.e. able to provide a sufficiently high return, early enough in the life of the investment, to justify private investment).

As the economy recovers, how will the Study Area participate?

As an under-served and blighted neighborhood, the Study Area, without significant assistance, can be expected to “under-participate” in the regional recovery. This is because the lack of services and

conditions that have defined it since project area formation largely remain, and will continue to undermine new investment – especially the transitional and long-term types of development that are identified by the several sets of goals and objectives for both the WTG and GD project areas.

While a detailed study of historic participation by the Study Area in regional growth is beyond the scope of this strategy analysis, most would agree that the Study Area has failed to capture “its share” of new development. While no surprise (in and of itself), this lack of capture is an important element in order to correctly anticipate how the Study Area may change (i) in response to the expected economic recovery and (ii) in response to aggressive and effective redevelopment activities by the RDA and its partners.

We believe that the appropriate framework for evaluation of market participation for redevelopment areas and blighted neighborhoods is recognition of four levels of participation in the local property markets:

- Pre-recognition – That period of time before the area is capable of competing with other areas, because of service deficits and other unmet needs or undesirable conditions.
- Market recognition – That period of time during which the area is acknowledged as having some of the attributes necessary to compete for new development. During a period of market recognition, there is increased interest in an area, and evidence of new development and market activity at levels well above “pre-recognition.” Later in the market recognition stage, there will be discernable patterns of capture of market share, and a connection between the rate of new development in the area, and the rate among other areas and the region.
- Market acceptance – That period of time in which the market area is clearly recognized in the community or region as competitive, and capable of attracting new development and market interest. Market acceptance is evidenced, among other ways, by demonstrating a sustained ability to attract a share of

regional market activity at or about its “fair share”, based upon the inventory of available land or improved properties.

- Market preference – That period of time during which (if ever) an area or neighborhood demonstrates a superior capability to attract new development and market interest, capturing more than its “fair share” of development, on a sustained basis.

These four stages of market participation are common-sense, but they represent a somewhat more thoughtful description of how property markets and projects or areas within those markets compete over time. Central to this way of describing the participation and competitiveness of projects and areas is the idea that they “enter” the marketplace, establish themselves, then stabilize and mature. During the lifetime of a project, it will experience competition from many other opportunities, and will eventually become less competitive for different reasons. “Fair share” is the way that market analysts regard the competitiveness of a property, project or market area (aka “sub-market”); the extent to which a property captures its proportion of the marketplace is an expression of fair share (e.g. in a market place of 500 apartment units, a property with 100 units has a 20% market share or “fair share”). To the extent that the property under- or over-competes is a function of its market “penetration.” Competitive and desirable properties and projects tend to capture more than their proportional fair share, and may be said to be out-performing their competitors in the marketplace.

Three big ideas come out of this discussion of both the participation of the Study Area in the regional market, and how the Study Area competes on a fair share basis:

- (1) the Study Area does not presently compete in the regional market in any consistent manner. Consequently, market metrics (market rates of rent, vacancy, absorption, etc.) are much less meaningful as benchmarks of current conditions or as predictors of future outcomes. Present planning for near-term activities in the Study Area will have greater uncertainty about their outcomes in terms of rents, values and project costs;

(2) as the Study Area experiences improvements and assisted investment in the near term, an economic goal should be to participate more fully in the local markets, gaining “market recognition.” Sustained market recognition and new investment should lead to “market acceptance,” at which time the Study Area will be capturing a sustainable share of new construction and development. Finally,

(3) the conditions that lead to sustained “market preference” cannot be planned in the ordinary course of redevelopment, and are typically a consequence of synergies, compatibilities and complimentary activities and actions beyond the influence of the redevelopment agency.

Successful initiatives that lead to sustained market preference are the result of many different circumstances and the product of many different actors. Optimally, a strategy for the Study Area can plan for market recognition and later, market acceptance; market preference is the lucky coincidence of a variety of factors.

Due to the earlier observations about market context, and existing conditions and service deficits, the Study Area will not compete until these conditions are materially changed. After sufficient time and effort to prepare the Study Area for future development, it should then be able to compete and to sustain competition with other neighborhoods, districts and sub-markets within the region.

Given the expectations for the local recovery, there are two important time periods:

- (1) the period from the present through 2014, during which the local economy will revive, creating the opportunity for the RDA to undertake the activities necessary to address service deficits, unmet needs, and incompatible uses within the Study Area, and
- (2) the likelihood that the next development peak in the region will occur later in the decade from 2015-17. This will be followed by a typical, cyclical slow-down in market activity that usually

accompanies a period of strong real estate market activity. Market timing allows the RDA to prepare in numerous ways to take advantage of better market conditions and improved competitiveness, as well as planning for less activity late in the decade.

Our discussion now turns to the experience of five redevelopment efforts in declining neighborhoods in Western U.S. cities. They have received widespread recognition for their success in reviving and competing for new development. These peer neighborhoods and districts allow us to (i) evaluate what the Study Area might look like if it is successful and repositions itself within the region, (ii) provide an additional source of information about eventual population, housing, business establishment and employment density, and (iii) provide information about some of the drivers of successful revitalization.

Other Developing Neighborhood Areas of Interest

The demographic forecasts of the Wasatch Front Regional Council provide a basis for expectations for the future population and employment in the Study Area, but do not necessarily provide a forecast for the Study Area that assumes that redevelopment activities in the area succeed, and that there is a material change in the character of the neighborhood area. As described, the methodologies used by regional planning agencies typically acknowledge the presence of under-developed land, but do not – as a rule – assume a material change in character of development. This leads to forecasts that are, in effect, based upon the status quo, and not based upon an expectation of successful implementation of redevelopment and revitalization strategies.

To explore the potential for a “terminal” density for the Study Area, the study team considered a number of redevelopment and revitalization areas in cities in the Western United States. We have selected five redevelopment and revitalization areas for comparison: the community of Emeryville, California, the downtown area of Fargo, North Dakota, the Pearl District, a neighborhood area of downtown Portland, Oregon, the South Lake Union district in downtown Seattle, Washington and the North End neighborhood of Boise, Idaho. Each is a highly-regarded and successful redevelopment area, and each is similar to our Study Area insofar as it reflects the redevelopment of an urban, “inner-ring” neighborhood area, commonly with a mix of older commercial, industrial and some residential land uses. Of the five areas, four are well-along in the redevelopment process, with South Lake Union redevelopment the youngest, beginning in the late 1990’s.

The American Planning Association (“APA”) has a “Great Places” program that annually identifies outstanding neighborhoods, streets and public places. Their criteria for evaluation and selection of great neighborhoods provides an excellent starting place for our discussion of neighborhoods and districts that may be appropriate for comparison with our Study Area at its “terminal” level of development or build-out. In this way, we gain additional insight into what the Study Area

might be like, based on the experience of these other redevelopment areas. According to the APA:

Characteristics of a **Great Neighborhood** include:

- A variety of functional attributes that contribute to a resident’s day-to-day living (i.e. residential, commercial, or mixed-uses).
- Accommodates multi-modal transportation (i.e. pedestrians, bicyclists, drivers).
- Design and architectural features that are visually interesting.
- Encourages human contact and social activities.
- Promotes community involvement and maintains a secure environment.
- Promotes sustainability and responds to climatic demands.
- Has a memorable character

The application process asks a number of questions about a neighborhood area, and these questions give us additional insight into desirable characteristics of a “great neighborhood”:

How does the neighborhood ...?

- Capitalize on building design, scale, architecture, and proportionality to create interesting visual experiences, vistas, or other qualities?
- Accommodate multiple users and provide access (via walking, bicycling, or public transit) to multiple destinations that serve its residents?
- Foster social interaction and create a sense of community and neighborliness?
- Promote security from crime, which makes it safe for children and other users?
- Use, protect, and enhance the environment and natural

features?

- Reflect the community's local character and set itself apart from other neighborhoods?
- Retain, interpret, and use local history to help create a sense of place?
- Promote or protect air and water quality, protect groundwater resources, and respond to the growing threat of climate change?
- Utilize measures or practices to protect or enhance local biodiversity or the local environment?

This summary of attributes helps focus on the characteristics of neighborhood areas and communities that appear to be significant in their success.

Located on the following pages are both selected demographic, and business enterprise data, from each of these neighborhood areas – whose boundaries are illustrated on maps that accompany each description.

Our Study Area Compared with Neighborhood Areas of Interest

As is evident from the demographic and business enterprise data summarized below, we see several interesting relationships:

- The Study Area lies at the smaller end of the range in terms of its size (about one-half of a square mile); the average of the five neighborhood areas is just under one square mile in land area.

- Current population density in the Study Area is only one-third of the average of the five neighborhoods, and only one-quarter the density of the most-dense neighborhood (Pearl District).
- Household density in the Study Area is 82% below the average household density of 4,043 households/square mile, again with the Pearl District having the highest household density (6,875 households per square mile).
- The number of business establishments in the Study Area (446 per square mile) is 60% below the average of 1,124 per square mile; similarly, employment density is 54% below the average of the five neighborhood areas.
- Rough estimates of occupied building area for the Study Area are almost 80% below the average of the five neighborhoods, with an estimated 1.6 million square feet of occupied commercial and residential building area in the Study Area, versus an estimated 7.8 million square feet within the average neighborhood area.
- The Study Area allocation of occupied building area is estimated at 89% commercial and 21% residential; the average of the five neighborhoods is 58% commercial and 42% residential.
- The average allocation of housing type in the five neighborhoods surveyed is 27% owner-occupied versus 73% renter-occupied; the Study Area is presently 38% owner-occupied and 62% renter-occupied.
- The average household growth rate among the five neighborhood areas was 163% of the statewide household growth rate for comparable periods.

Selected Statistics for Neighborhood Areas of Interest - I

	Area (sq mi)	Area (sf)	Population/sq mi	Households/ sq mi	Businesses/sq mi	Employees/ sq mi
WTG/GD or "Study Area"	0.48	13,381,632	2,275.00	718.75	445.83	8,837.50
Emeryville, CA	1.14	31,781,376	6,250.88	3,347.37	914.04	16,701.75
Fargo, ND	0.83	23,139,072	4,190.36	2,987.95	1,083.13	17,913.25
Pearl District, OR	0.44	12,266,496	9,684.09	6,875.00	2,122.73	29,731.82
South Lake Union, WA	0.53	14,775,552	6,407.55	3,800.00	979.25	22,441.51
North End, ID	1.71	47,672,064	6,094.74	3,207.02	525.73	8,694.74
Comparable Average	0.93	25,926,912	6,525.52	4,043.47	1,124.97	19,096.61
Variance with Average	0.45	12,545,280	4,250.52	3,324.72	679.14	10,259.11
As a Percentage	-48%	-48%	-65%	-82%	-60%	-54%

Sources: ESRI, Waronzo/ Associates

Selected Statistics for Neighborhood Areas of Interest - II

	Commercial sf [Emp x 300]	Residential sf [# of HH x 1,000]	Total sf [Commercial + Residential]	% Commercial	% Residential
WTG/GD or "Study Area"	1,272,600	345,000	1,617,600	78.67%	21.33%
Emeryville, CA	5,712,000	3,816,000	9,528,000	59.95%	40.05%
Fargo, ND	4,460,400	2,480,000	6,940,400	64.27%	35.73%
Pearl District, OR	3,924,600	3,025,000	6,949,600	56.47%	43.53%
South Lake Union, WA	3,568,200	2,014,000	5,582,200	63.92%	36.08%
North End, ID	4,460,400	5,484,000	9,944,400	44.85%	55.15%
Comparable Average	4,425,120	3,363,800	7,788,920	57.89%	42.11%
Variance with Average	3,152,520	3,018,800	6,171,320	-20.78%	20.78%
As a Percentage	-71%	-90%	-79%	36%	-49%

Sources: ESRI, Waronzo/ Associates

The reader should appreciate the important difference between the Study Area and the five neighborhood areas selected for comparison; our goal in this comparison is to have an alternative basis for thinking about the terminal density or build out at the end of a successful redevelopment process for the Study Area. To the extent that we regard this strategy analysis as a beginning, the potential for change is obvious. To the extent, however, that the frame of reference is the 23 year and 11 year age of our two project areas, the growth which occurred in the comparable neighborhoods demonstrate unrealized potential.

If the Study Area had achieved the densities indicated by the average of these five neighborhood areas, it would presently have:

- 3,132 residents
- 1,940 housing units
- 523 owner-occupied housing units
- 1,416 renter-occupied housing units
- 539 business establishments with 9,166 employees

Selected Statistics for Neighborhood Areas of Interest - III

	FAR [Estimated Density = z/Area (sf)]	# Renter Occupied Units	# Owner Occupied Units	% Owner Occupied Units	HH Growth Rate	State HH Growth Rate	% Above HH Growth of State
WTG/GD	12%	216	130	38%	3.54%	2.39%	48.12%
Emeryville, CA	30%	2,417	1,399	37%	1.96%	0.63%	211.11%
Fargo, ND	30%	2,208	272	11%	0.86%	0.63%	36.51%
Pearl District, OR	57%	2,013	1,012	33%	4.64%	1.05%	341.90%
South Lake Union, WA	38%	1,944	70	3%	4.63%	1.24%	273.39%
North End, ID	21%	2,801	2,684	49%	0.81%	1.62%	-50.00%
Comparable Average	35%	2,277	1,087	27%	2.58%	1.03%	162.58%
Variance with Average	-23%	-2,061	-957	11%	0.96%	1.36%	-114.47%
As A Percentage	-66%	-91%	-88%	41%	37.21%	131.14%	-70.40%

Source: ESRI, Waronzo

If we rely upon the high indications of these neighborhood areas of interest, we would see a population of approximately 4,600, about 3,300 households (1,000 of which would be owner-occupied), approximately 1,000 business establishments, and slightly over 14,000 jobs. This would be a very dramatic change – literally ten-fold in every category. While these high estimates may seem impossible, we note again the fact that our surveyed neighborhoods and districts are taken from Western U.S. cities of similar size and scale to Salt Lake City, and among neighborhoods and districts that have experienced this revitalization and renewal over the past twenty to twenty-five years. In that context, the future possibilities for the Study Area seem more realistic, and its promise more attainable. Among the five, Emeryville, Portland’s Pearl District, and South Lake Union are the more urban – and thus more comparable in the original patterns of land use, when compared to the Study Area.

The following several pages describe each of these neighborhood areas or districts in more detail. We remind the reader that these descriptions come from a variety of sources and were not prepared by our study team. These descriptions provide meaningful insight, however, into the evolution and strengths of each of these areas.

Emeryville, California



Westinghouse property and built the train station. Today Emeryville's Amtrak station serves over a half million passengers a year, making it the fifth busiest station in California and one of the busiest in the nation. Currently 46 daily trains stop there, including the long-distance California Zephyr (Chicago-Emeryville) and Coast Starlight (Seattle-Los Angeles), and the Capitol Corridor (Sacramento-San Jose) and San Joaquin (Bakersfield-Oakland) commuter trains.

During the 1990s and early 2000s, Wareham built a commercial and residential complex around the new Amtrak station, aptly named "Emery Station" (although it is over a half mile north of the original Emery station at the foot of Park Avenue). This includes the 100-unit Terraces residential building next to the railroad, and the Emery Station I and Emery Station North office/laboratory buildings across the street, completed in 1999-2003. More recently, the Emery Station East office/laboratory building on Hollis Street was completed in 2007. These buildings house a number of cutting-edge biotech laboratories, including Ernest Gallo Research Institute, BioNovo, Inc., Amyris Biotechnologies, the Joint BioEnergy Institute (JBEI); and Bayer HealthCare Pharmaceutical, among others. A fourth laboratory/office building, to be called Emery Station Greenway, is currently being planned for a site across Hollis Street from Emery Station East.

From the city website:

Emeryville Today – 1990's to 2000's

During the 1990s and the first decade of the 21st Century, the transformation of Emeryville from an old industrial town to a modern mixed use urban center has been virtually completed through a number of development projects and community enhancements. Collectively, these projects have added several thousand housing units and over a million square feet of commercial space to the city.

Emery Station - Following the 1989 Loma Prieta earthquake, Amtrak needed a new train station to replace the old 16th and Wood Street station in West Oakland that had been irreparably damaged. While Oakland scrambled to plan a new station at Jack London Square, Emeryville quietly built a station near Powell Street and opened it for service. The station was built on a portion of the site of the former Chevron asphalt plant. Wareham Development, a large Emeryville property owner and developer, purchased the

East BayBridge - Meanwhile, on the south side of town, the Santa Fe railroad was deciding what to do with its large abandoned railroad yard along Yerba Buena Avenue west of San Pablo. Santa Fe Pacific Realty, the railroad's real estate and development arm (later renamed Catellus), at first proposed a large business park. Dubbed "Yerba Buena Business Park", this 1990 proposal would have included 1.9 million square feet of office space in 14 buildings up to 12 stories tall, 135,000 square feet of retail, three public parks totaling 6 acres, 12 acres of "office campus open space", and several parking structures. The plan included no residential development, but it did have retail uses, including a supermarket, along San Pablo Avenue. A few years later, Catellus reassessed the financial feasibility of such a proposal and scrapped it in favor of a new plan for a "big box" regional shopping center with acres of surface parking lots. This plan also included retail and a supermarket along San Pablo, and this time there was residential development proposed along 40th Street, which was to be extended westward from its terminus at Adeline Street.

outgrowing its Point Richmond facilities and was looking for a new home. They arranged with the Redevelopment Agency to acquire most of the Kaiser hospital site along Park Avenue. In 1998, the City Council approved a master plan for the Pixar campus that included two new buildings in a park-like setting with a soccer field, amphitheater, jogging path, and Olympic-sized swimming pool. The first building was completed in 2000. By 2004, Pixar had several more hit movies including *A Bug's Life*, *Toy Story 2*, *Monsters Inc.*, and *Finding Nemo*, and was feeling the need for more space. The City approved a revised master plan that called for a total of four buildings and a parking structure. This approval was challenged and subjected to a referendum of the voters, who overwhelmingly approved it in November 2004. Walt Disney Studios acquired Pixar in 2006, and decided to keep the operation in Emeryville under the existing master plan. In early 2009, the City Council approved plans for the second building, which is currently under construction and should be completed by 2011.

South Bayfront - The North Bayfront area and Powell Street Plaza had been redeveloped in the 1980s, but most of the Bayfront area south of Powell Street remained in heavy industrial uses. In April 1997, the Redevelopment Agency prepared the South Bayfront Design Guidelines, which called for redevelopment of the entire area between Shellmound Street and the railroad tracks as a mixed use regional retail and residential complex, and a hotel and shops south of Powell Street Plaza on the west side of Shellmound. The Agency began acquiring property and embarked on a multi-million dollar clean-up of the highly toxic soil and groundwater left behind by a century of heavy industrial use. On the west side of Shellmound Street, the Redevelopment Agency sold the site south of Powell Street Plaza to Orient and Western for construction of a 296-room hotel. Originally planned to be a Hilton, it later became Courtyard by Marriott. The hotel, surrounded by surface parking and not including the small street-facing commercial buildings envisioned in the South Bayfront Design Guidelines, was approved in 1997 and opened for business in late 2000.

IKEA - In October of 1997, the Swedish home furnishing giant IKEA bought the old Judson Steel property and made plans for their first northern California store. Since the property straddled the Oakland-Emeryville border, both cities had to approve it, which occurred in 1998, and the store opened in April 2000. It was more successful than anyone had imagined, and generated far more

Dubbed "East BayBridge", this shopping center required the approval of both Oakland and Emeryville, since it straddled the city boundary. Current major tenants of the center include Pak 'n Save grocery, Home Depot, Sports Authority, Babies "R" Us, and Michael's Art Supplies. The second, residential, phase of the project, the 220-unit Bridgecourt Apartments, was built along 40th Street in 1997-98.

Chiron/Novartis - Chiron Corporation, a research and development firm specializing in biopharmaceuticals, vaccines and blood testing, was founded in Emeryville in 1981, and in 1985 they moved into the old Shell Oil research building on Horton Street that had been acquired by Wareham and renovated. In 1991, Chiron acquired Cetus, one of the first biotechnology research companies, which was founded in Berkeley in 1971 but conducted most of its operations in Emeryville. Chiron had ambitious plans for a large life sciences campus, and in 1995 the City Council approved a "Planned Unit Development" (PUD) for the area bounded by Hollis Street, 45th Street, Stanford Avenue, and the railroad (part of the site of the old racetrack and the planned industrial park that followed it). This master plan called for construction of 14 new buildings, including seven laboratory buildings, three office towers, structured parking, and support facilities, over a 30 year period. To date, one laboratory building ("Building 4" at Hollis and 53rd Street), one parking structure, a central utility plant, and a park have been built under the PUD. A number of previously existing buildings on the site, including the old Shell building, and in the surrounding vicinity, continue to be used. In 2006, Chiron was acquired by the multinational Swiss pharmaceutical firm Novartis, and the Cetus portion of the operation was spun off to Bayer AG, the giant German pharmaceutical firm with labs in nearby West Berkeley. Today, Novartis and Bayer share the Emeryville campus, with each firm using different buildings and facilities.

Pixar - In the early 1990s, Kaiser Permanente was planning to replace its aging Oakland hospital complex at Broadway and MacArthur Boulevard with a new facility, and made a deal with the Emeryville Redevelopment Agency to relocate to the old Del Monte cannery site on Park Avenue between San Pablo Avenue and Hollis Street, but soon after Kaiser changed its mind and decided to retain and expand its Oakland facility instead. Meanwhile, Pixar Animation Studios, whose first big movie hit was *Toy Story* in 1995, was

traffic than anticipated, due largely to the easy access provided by the 40th-Shellmound extensions. This led IKEA to construct a parking garage south of the store in 2001. The traffic situation eased significantly after IKEA opened stores in East Palo Alto and West Sacramento, although traffic still backs up when IKEA has a sale.

Bay Street - To the north of IKEA, the Redevelopment Agency had assembled property for the "South Bayfront Mixed Use Project" and issued a Request for Proposals for prospective developers. Madison Marquette was selected by the Agency to develop the project. In 1999, the City approved a Planned Unit Development for a retail and residential project called "Bay Street" with 325,000 square feet of stores, a 16-screen movie theater, 379 residential units, and a 221-room hotel. The retail portion was completed and opened for business in November 2002. Major tenants include Barnes and Noble, Old Navy, Banana Republic, Williams Sonoma, Talbot's, Victoria's Secret, Apple Computers, the Gap, a number of restaurants, and the AMC theater. Subsequently, MacFarlane Partners built the residential units on top of the completed retail stores. This was complicated because the stores had to stay open during construction, and the residential units were designed by a different architect and built by a different developer than the retail buildings that they sat on. The 95 condominium units were completed in late 2006 with the 284 rental units following in early 2007. These were the first residential units that ever existed west of the railroad and south of Powell Street, creating a new neighborhood for the city. More recently, in 2008-09, a free-standing West Elm furniture store was constructed next to Barnes and Noble. The planned hotel was never constructed, and will likely be included in the future "Site B" expansion of the Bay Street project to the north.

Greenway and Parks - As an old industrial city, Emeryville had no parks during its early history. The first park in the city was the tiny "61st Street Mini Park" on Doyle Street between 61st and 62nd Streets, which was built in 1976. This was soon followed by the large marina park on the peninsula. In recent years, a number of small parks have been added throughout the city, including Temescal Creek Park in the Triangle neighborhood, Stanford Avenue Park, Christie Avenue Park, and Point Emery, Shorebird Park, and Davenport Mini-Park on the Bay. Most recently, Novartis has completed the private Hollis Green park at 53rd and Hollis Streets, which is open to the public. Doyle Hollis Park, between 61st and 62nd Streets, is under

construction and will be completed in 2009. In addition, the Emeryville Greenway, a linear park and bicycle-pedestrian path following old railroad lines, is planned to traverse the city from north to south. It is mostly completed north of Powell Street and has become a popular strolling and gathering place. Eventually it will extend south to Park Avenue.

The Arts - Art is an important aspect of civic life in Emeryville. Starting in the 1970s, as large companies moved away, artists began to seek out former industrial space in the city for studios and living space. With the help of the Redevelopment Agency, a group of artists purchased two former industrial buildings at 45th and Horton Streets and started the 45th Street Artists Cooperative, a limited equity coop where a number of artists live and work. In 1987, some of these artists founded the Celebration of the Arts, an annual art show for Emeryville residents and workers, which is sponsored by the City and a number of local businesses. The 23rd annual show will be held in 2009. In 1990, the City passed an ordinance requiring new developments to include public art and/or to contribute to the City's Public Art Fund. Under the direction of the City Council-appointed Public Art Committee, this program has funded a number of public art installations throughout the City. For further information, visit the City's Art in Public Places Program webpage.

Schools - Emeryville has always had its own school district, which is fiercely independent of those in nearby Oakland and Berkeley. The tiny Emery Unified School District has two schools with a total enrollment of about 800 students in grades Kindergarten through 12. Anna Yates Elementary School, on 41st Street, accommodates grades K-6, while grades 7-12 are at Emery Secondary School (formerly Emery High School) on San Pablo Avenue at 47th Street.

The Pearl District – Portland, Oregon



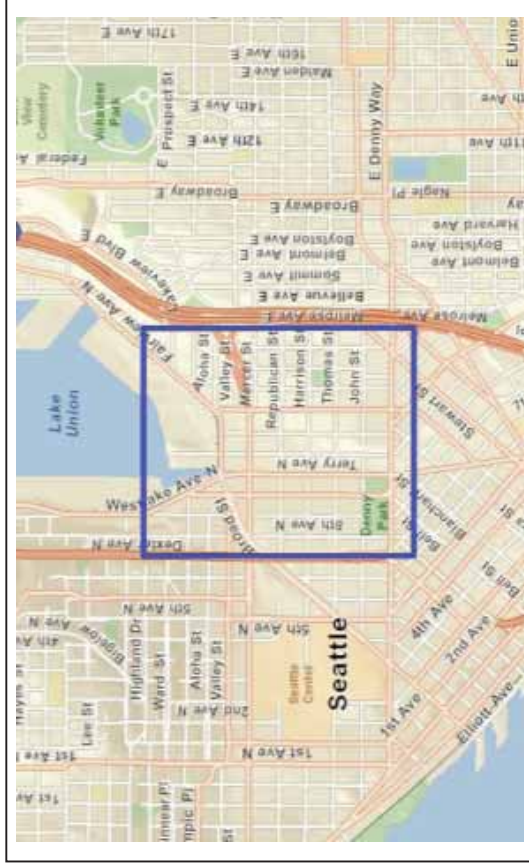
From the Pearl District Redevelopment Guide, 2001 "

The part of Portland that has come to be known as the "Pearl District" was once a marshland along the Willamette River, north of the emerging town. Filled to create more land for expanding railroad yards and associated warehousing, by the early 1900s the area had become the transportation hub of the city, and extensively developed with transit, storage and drayage uses. Manufacturing and ancillary uses proliferated as well. The area prospered as an industrial and warehouse district through the first half of the 20th century. Starting in the 1950s, the area reflected the dynamics affecting central urban areas nationwide. Transportation patterns increasingly shifted from water and rail to roads and highways, and subsequently, interstate freeways and air. The primary users relocated, leaving the District increasingly vacant and marginalized. These conditions created an area whose low rents attracted a diverse range of new tenants and users. The District became an "incubator" for start-up businesses. It became a convenient location for artists seeking inexpensive space and a casual environment. Warehouse buildings became used as dwellings, legally and illegally, introducing a new resident population.

The District became an eclectic mixture of auto shops and art galleries. It became the mildly eccentric and quirky home of individuals and businesses that valued its proximity to the downtown, without its formality or expense. In the early 1980s, the Pearl District became the focus of planning efforts to convert under-utilized warehouses and abandoned rail yards into a mixed use neighborhood. It started with an urban design study in the early-1980s, followed by the 1988 Central City Plan, which laid the foundation. The 1992 River District Vision Plan and 1994 River District Development Plan added more details. The efforts culminated in the River District Urban Renewal Plan, which was adopted in 1998 and provides tax increment financing for improvements within the district over the next 20 years.

In the 1990s, new development took hold in the District. The area became more desirable as the idea of urban living has become more viable. New high profile restaurants and retail activities located in the District, in addition to "loft" residences in converted warehouses as well as new buildings. An emerging part of the Pearl was centered on redevelopment of the former Hoyt Street rail yards, in turn offering different choices and a new environment for the District. During this time, the first streetcar in America in the last fifty years was planned and constructed to run through the Pearl, providing convenient connections to downtown, PSU, and Northwest Portland. The District has prospered, with land values increasing dramatically, including rents. The District's cycle of change and displacement continues and is coming to bear on the artist studios and businesses that have given the District much of its character, and in large part created its renaissance. The potential for change is tremendous. From a year 2000 baseline of 1,300 residents and 9,000 jobs, the future buildout of the Pearl District is expected to result in about 12,500 residents and 21,000 jobs.

South Lake Union, Seattle, Washington



cancer research center, the City's oldest park, one of the oldest car dealerships, studio space for artists, the state's largest newspaper and a Russian Orthodox church. This complexity of use is further reflected along the south shore of Lake Union. Kenmore Air's seaplanes share the waterfront with Lake Union Park, the Center for Wooden Boats, private moorage, restaurants, office buildings and marine-oriented service industries.

Different subareas within South Lake Union can be defined through land use and development type. For example, the Cascade neighborhood is a mixture of business and residential, supporting many housing types and social services. Westlake and its vicinity comprise the core of the historic industrial/commercial area, and the growth of the bio-tech industry in the neighborhood. Waterfront uses are mainly dependent on, or enhanced by, Lake Union.

Since the adoption of the 1998 neighborhood plan, South Lake Union has seen a dramatic shift in land use away from the neighborhood's traditional industrial and Downtown-support services to office, biotechnology and residential development. Since 1998, over two million square feet of office and biotechnology lab space, and three large hotels have been built. Over the same period more than 1,500 residential units have been built or are under construction, more than doubling the number of residential units in the neighborhood. Because of private and public investment in the neighborhood and its central location, South Lake Union has become an attractive investment for local and national real estate interests, and development in the neighborhood appears to be accelerating. In June 2007, development projects, including over 2,000 additional residential units, were under construction or proposed. South Lake Union has developed as an area for affordable housing. The Cascade neighborhood has been the primary recipient of affordable housing through private and public subsidies. Since the initial adoption of the Comprehensive Plan in 1994, eight buildings containing over 400 units have been built or renovated using City funds to provide subsidized units. The South Lake Union planning area contains a number of human services and education organizations, particularly concentrated in Cascade. Many of these facilities combine affordable housing with direct services to the tenants of the building. Others provide direct services to a range of populations.

From South Lake Union Neighborhood Plan 2007:

Neighborhood Character

South Lake Union's character is changing quickly. In 1998, the neighborhood plan stated: "South Lake Union is significant for the consistent role it has played in Seattle's history. It is one of few places left in the city where the businesses commonly found in a turn-of-the-century city still exist." In the eight years since that plan was written, many of those businesses have left the neighborhood. In 1998, the character of the neighborhood was identified as dominated by two- to four-story buildings. While many of those buildings remain today, new buildings in the six- to eight story range are starting to become as common in the neighborhood as the lower-scale buildings of the past, and structures with as many as twelve stories are under construction. Some of the key aspects of the neighborhood's character continue, however. The neighborhood has been characterized by a dynamic mixing of uses, which continues. The mix of varied uses includes large and small retail businesses, a

Downtown Fargo, North Dakota



From the American Planning Association's "Great Neighborhoods" summary:

Roughly 100 blocks, downtown Fargo's eastern border is the Red River of the North with University Drive the western border, 7th and 9th Avenues North the northern border, and 3rd and 6th Avenues South the southern border. More than \$100 million in public and private investment since 1999 has focused on downtown's 39-block renaissance zone. Downtown Fargo includes open spaces and recreational areas. The 45-acre Island Park is a gathering place and home to the neighborhood's swimming pool. When it snows, kids flock to the Dike East recreation area on the banks of the Red River of the North, where an earthen levee serves as a popular sledding hill. The free Fargo Skate Park challenges even the most advanced skateboarder.

Commitment to Planning and Revitalization

- Having spurred 180 projects, the renaissance zone exempts new development from property and income taxes for five years;

commercial tenants receive five-year state income tax exemption. Building values in the zone have risen 110 percent — from \$103 million in 2000 to more than \$218 million in 2009. Among the \$93 million in renaissance zone projects is the \$18-million Cityscapes Plaza, a newly opened retail and student-housing project.

- Broadway, the zone's commercial and retail spine, received \$10-million facelift, including more pedestrian-friendly street design — decorative pavers in street and sidewalks, ornate light poles, iron street furniture, bicycle racks, trees, planting beds.
- Many strategic investments recommended in 2002 Downtown Fargo Redevelopment Framework Plan implemented; plan updated in 2007.

Bicyclist, Pedestrian, and Transit Rider Friendly

- Broadway is downtown's official Bicycle/Pedestrian Safety Zone, although bicyclists are welcome on all streets; Broadway features a shared-path, also on-street bike racks and bike lockers; 4,000 North Dakota State University students attending classes downtown significantly boost number of bicyclists.
- Sidewalks and tree-lined streets welcome pedestrians; mostly low-rise buildings are human in scale and many feature ground-floor retail with commercial and owner-occupied residential above. Ordinances changed to encourage outdoor dining, street performers and sidewalk marketing; promotional activities — including art walk and "cruising night" — dramatically increased pedestrian activity.
- Metro Area Transit ridership doubled during past five years to nearly 1.7 million; nine of transit service's 23 routes pass through Downtown Fargo; new downtown circulator in 2010 proposed budget; will optimize use of remote parking locations.

Historic Preservation

- Added to the National Register in 1983, the 14-block Downtown Fargo Historic District contains 147 contributing properties plus an additional 16 properties listed individually; most structures built

after 1893 when fire destroyed the central core. The few commercial buildings that survived, most were in Gothic or Italianate styles; much of post-fire construction done in Classical Revival style using higher-quality materials.

- State income tax credits, amounting to 25 percent of the cost of renovation, are available to property owners within renaissance zone; federal tax incentives apply to renovations within historic district.
- City's storefront and downtown rehabilitation program uses federal Community Development Block Grant funds to provide 50 percent matching grant (up to \$15,000) to refurbish building exteriors; Fargo Historic Preservation Commission reviews renovations.

Housing Options

- Downtown quiet zone went into effect in 2007, eliminating dozens upon dozens of ear-splitting train whistles each day from two sets of railroad tracks that pass through downtown.
- Single-family detached housing in downtown neighborhood located on perimeter; more than 60 condominium and apartment projects — both adaptive reuse and infill development — have been completed in the renaissance zone.
- Of the 559 units of deeply subsidized housing in the downtown, 249 are conventional public housing units; five buildings containing 195 units under the federal Section 8 program and another 115 units of affordable housing are located in four buildings and made available through the Low Income Housing Tax Credit program; ratio of affordable to marketplace units is in balance.

Environment

- Downtown Fargo is home to four buildings with green roofs, including new public library that opened in April.
- North Dakota's first LEED certified building is in downtown; erected in 1903, the 70,000-square-foot building was rehabbed and upgraded

by university to house Visual Arts, Architecture and Landscape Architecture Departments.

- Fargo transit buses use a blend of up to 20 percent biodiesel fuel to decrease costs and reduce emissions and odor; city uses energy-efficient and long-lasting LED traffic signals.

North End, Boise, Idaho



From the American Planning Association's "Great Neighborhoods" summary:

Adjacent to downtown and the state capital, Boise, Idaho's North End neighborhood is a singular example of the American inner-ring suburb: handsome and diverse building stock; expansive, tree-lined streets; and proximity to schools, pocket parks, and amenities. Considered one of Boise's most desirable places to live, it was not always so. Following World War II and continuing through the 1960s, North End underwent serious decline, eventually bordering on becoming a slum. A concerned, diverse coalition of

local residents and community leaders joined together to plan a different outcome. For this neighborhood activism, coupled with commonsense planning and the neighborhood's enduring physical beauty and qualities, the American Planning Association (APA) is designating Boise's North End one of 10 Great Neighborhoods for 2008.

The North End became Boise's first suburb during the late 19th century, sited on a trapezoidal plot of land between downtown, 11-acre Camel's Back Park, and rolling undeveloped foothills beyond. Although the neighborhood is rife with eclectic architecture, ranging from Queen Anne and Craftsman to Tudor Revival and Modern, it is more substantially a neighborhood of cottages with a healthy mix of multi-family housing. Street after street is lined with homes maintained in the spirit of their original design, complemented by a mature canopy of trees that shades the sidewalks below. If the physical setting is not enough of an invitation to walk the neighborhood, then proximity to the many historic neighborhood schools, pocket green spaces, and the Hyde Park district certainly are. Moreover, through-alleys running parallel to streets provide hidden parking and service access to homes, further calming traffic and enhancing the appearance of street spaces. With its grassy parkway median and mature trees, Harrison Boulevard is North End's culminating physical feature — a testament to the enduring value of City Beautiful planning principles.

Like many other urban neighborhoods, the North End went into a sustained period of decline during the post-World War II era. Home ownership was low and many single-family residences were converted into apartment houses. Hyde Park — a beloved section of North 13th Street known today for its bike shop and several restaurants — was physically deteriorated and uninviting. The picture began to improve with 1970s zoning changes that encouraged reinvestment. Low-interest loans through the city gave homeowners an incentive to maintain their homes, and a series of historic district designations guaranteed that the neighborhood's character would be maintained. In 1977, area residents formed the North End Neighborhood Association, a community group that was influential in getting designation for the Hyde Park and Harrison Avenue historic districts. The organization also helped convince the school district to preserve rather than demolish historic Boise High School.

In 1981, the city's North End Plan and Hyde Park Commercial District Revitalization Project worked in tandem — and with neighborhood groups — to improve the fabric of the area. Hyde Park benefited from infrastructure improvements, lighting, and street furnishings, setting the stage for private rehab projects that help create the destination district enjoyed today. The Hyde Park Street fair, which began in 1979 as a celebration of the immediate Hyde Park area, has grown into a three-day September event that recognizes the entire North End neighborhood. North Enders continued to be engaged. In 2002, when a block of houses was demolished in a transition area between downtown and the neighborhood, a diverse group of residents coalesced to address the matter and protect against incompatible uses. Their concerns also contributed to the city's adoption of the Near North End Conservation Overlay District. To lessen the effects of through-traffic from new development to the north, traffic calming measures were adopted, including landscaped medians residents will maintain. By exercising ownership over these and other issues that arise, those living in North End are ensuring their neighborhood's continued vitality, longevity, and desirability.

Lessons for the Study Area

What are the big lessons for the Study Area from this review of five neighborhoods or districts widely acknowledged as successful examples of redevelopment and revitalization?

Anchor Employers

It is apparent, particularly from Emeryville and South Lake Union, the significant role played by major employers in creating the jobs and business investment that are keys to the success of these neighborhoods. There is an interesting contrast in the observation that while lower site location costs appear to encourage business investment, both ends of the spectrum are illustrated; we see evidence of significant new business investment for larger, well-established businesses, and among small, start-up and less-traditional businesses and/or non-profits.

The Link Between Employment and Housing

We are struck by the indications that employment seems to be the more effective driver of development than housing construction. This seems most obvious with the three more urban sites – Emeryville, the Pearl District and South Lake Union; it is less apparent in Fargo and Boise.

Livability, Identity, Housing, and Public Services

Regardless of the terminology used, each of these successful neighborhood areas is well-regarded for their “livability” and sense of place and identity. The sense of place appears to be most strongly linked to history in the community or to geographic characteristics. We note, for example, that four of our five neighborhoods have a water amenity as a neighborhood focal point and source of views, and recreational and open space (Emeryville – San Francisco Bay; South Lake Union – Lake Union; riverfronts in the Pearl District and in Fargo).

Market Opportunity Created by Land Availability and Low Costs Commercial and Residential Space

South Lake Union and Emeryville are similar in their ability to attract new development through available land –sites that appealed to larger and more established businesses, available early in the revitalization process. Low costs for commercial space and for residential space provided the initial incentive to business establishments and residents in the Pearl District, in Fargo and in the North End neighborhood of Boise.

Land Assemblage

Larger tracts available for redevelopment and reuse clearly played a role in Emeryville and South Lake Union. We note the emphasis here is on the size of tracts of available land, different from the basic

Comparison of WFRC & Five Neighborhoods of Interest
WFRC-2030 Projection

	Updated WFRC	Original WFRC	Average 5 Neighborhoods	High 5 Neighborhoods
Population	3879	5679	3132	4648
Households	1564	2549	1940	3300
Jobs	4359	5337	9166	14,270

Source: WFRC; ESRI; Waronzo

availability of land cited above. From a property market perspective, we note the importance of land and/or property being “available”, versus being “available at the right price”. The former is an important and positive attribute of a redeveloping area; the latter is functionally a barrier to new development, because it encourages inaction and lack of investment in property.

Public Involvement and Private Investment

It is clear from the summaries of history for each neighborhood area that public involvement and private investment (working in tandem) were essential to the initial and mid-life stages of development. In each case, we have the sense that there was a strong and aggressive effort to drive new investment by a strong advocate. In South Lake Union, all reports suggest that strong advocate is or was a private investment concern; in Emeryville, city government appears to have been the driver. Fargo and North End appear to be largely community-driven. All indications are that there needs to be at least one strong advocate, driven to seek redevelopment and new investment, and whose effort has been evident over many years.

Housing/Commercial Balance

We are struck by the similarity among our five neighborhoods that there is a strong tendency towards what we regard as a 60/40 relationship between commercial and residential building area; our Study Area is presently 80/20 (albeit against a much smaller inventory of buildings of both types). This is in spite of the much higher residential densities in our five neighborhoods of interest – both in absolute terms and in terms of density per square mile.

Implications for the Study Area

The comparison of the WFRFC projections and the “terminal” or “build out” indications of our five neighborhoods of interest raises a number of interesting points.

Most notably, there is not dramatic disagreement between the two indications of what might be possible, which provides some measure of comfort – both about the relevance of the WFRFC forecast and the extent to which the neighborhoods we selected for comparison represent plausible indicators of the potential of the Study Area. There is quite a bit of agreement about population and these indications suggest that a resident population of 3,500 to 4,500 is quite possible. Household count varies more, but appears to differ largely based upon a difference in average household size. WFRFC uses a large household size of 2.2 to 2.48 persons per household, versus the indications of the average in the five neighborhoods of 1.61 persons per household. This variance could have a material impact on the size of the housing stock, with the difference (.6 to .8 persons per household) representing several hundreds of housing units at a population of 4,000 persons. We tend to believe that the urban location of the Study Area will tend towards smaller households, but this may be already appropriately reflected in the WFRFC forecast (Utah’s average household size is .54 person/household larger than the US average (2000)). This larger household size may hold even in urban, CBD neighborhood settings in urban Salt Lake City.

Most notable are the difference in employment numbers; this is where the five neighborhoods of interest really vary from the WFRFC forecast. We’ve noted above the role of employment in the success of our five neighborhoods. We’ve also observed that employment seems to be the biggest driver of development (versus housing) – whether from big employers or small. We’ve also observed that average employee count per business establishment is not that different between the WFRFC forecast and the average of our five neighborhoods (roughly 15 employees per establishment versus 17 employees). Thus, the higher numbers of jobs also translates directly into many more business establishments in the Study Area than suggested by WFRFC data (versus employment being driven by a few, very large business establishments with many employees).

If we rely upon the vision of the future provided by these five neighborhoods as the basis for visioning and planning for the Study Area, we see a neighborhood with population and housing stock roughly in line with current local forecasts, but with many more business establishments and employees.

Another significant aspect of this view towards the future is that, even with the higher potential levels of employment suggested by our peer neighborhoods, all indications are that there remains more land area in the Study Area than is necessary to meet the needs of this resident population and likely employment levels. For example, using a variety of rules of thumb for density, residential unit size, business establishment occupancy, public services, etc., our simple analysis suggests that the land area needs of the Study Area could be met with about 250 acres of land, versus the approximate 300 acres of land inventory (30 blocks at 10 acres each) that exists.

Consequently, there is a high likelihood that the Study Area will continue to have excess land throughout its redevelopment. While it is possible that this additional inventory could spur even greater growth, it is also very possible that this inventory of excess land could perpetuate existing blighting conditions and undermine some revitalization and redevelopment efforts. Generally speaking, where development is concerned, scarcity is not a bad thing; we see signs of

this scarcity imposed by geographic constraints affecting the Pearl District, South Lake Union, and certainly Emeryville. It is quite possible that among the important strategies for the Study Area is managing the excess land in the area so as to reduce the supply of excess land.

We remind the reader that this review of example neighborhoods has been completed to assist the study team and RDA staff in visioning about the future of the Study Area, and to assist in thinking about what the Study Area might look like as it matures and approaches its stabilized or terminal density and population. It is important not to focus on the specific numbers of persons, households and jobs, but to use these peer neighborhoods as the basis for understanding and identifying the land use, demographic and socio-economic relationships and trends that are evident in each of these successful neighborhoods. Some or many of these relationships and trends may be relevant for our Study Area.

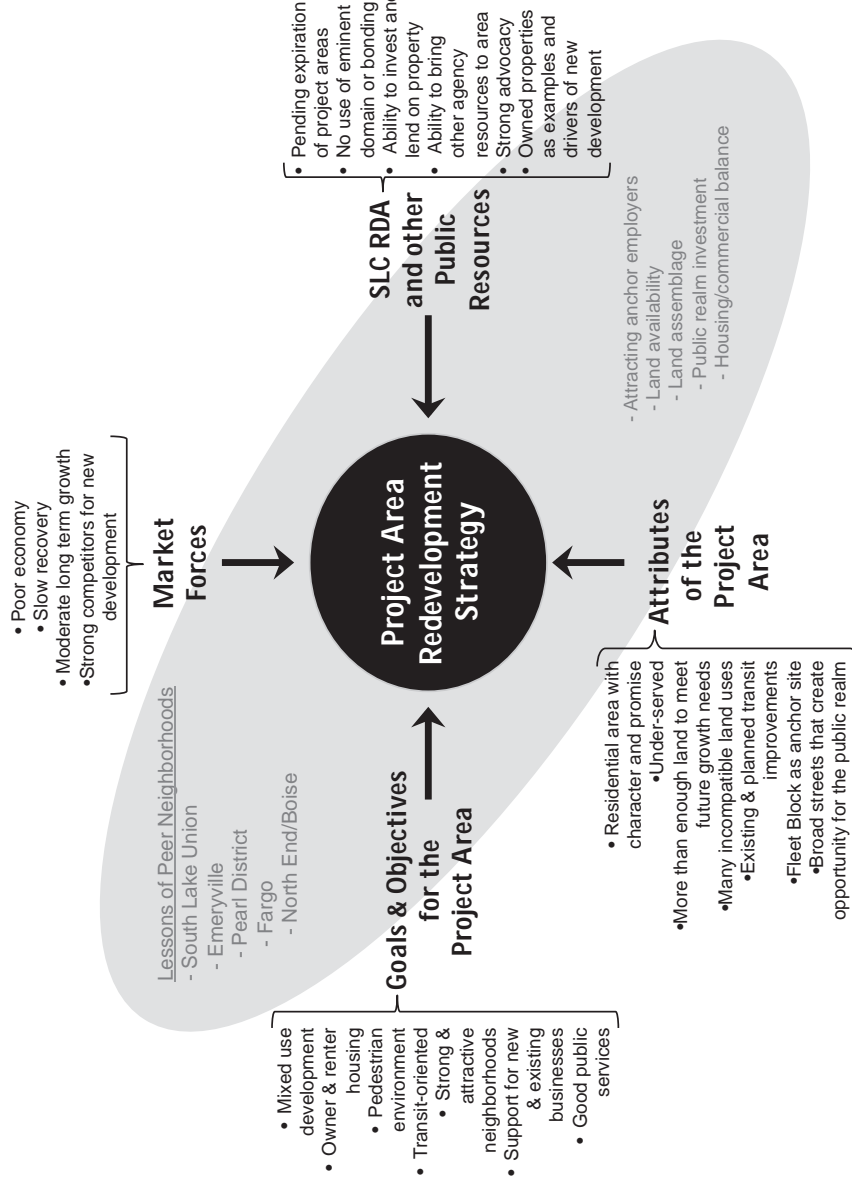
Strategy Recommendations

Our strategy recommendations are the product of the foregoing investigation and analysis, and represent both a qualitative and quantitative review of the four drivers of strategy for a redevelopment project area: goals & objectives, market forces, agency resources and project area attributes. Our examination of the WTG and GD Project Areas, and the combined Study Area, is also strengthened by the examination of five other neighborhood areas of interest, each a successful redevelopment area that has gained national recognition for success.

In the accompanying illustration, we see the relationship of strategy drivers and the key findings or lessons in each of the areas of inquiry. Our goal in these strategy recommendations are to identify those activities, policies and actions that (i) best fulfill the goals and objectives of each project area, (ii) respond to the existing and expected market conditions we anticipate in the Salt Lake City region, and (iii) reflect both the existing characteristics of the project areas and their opportunity for improvement, redevelopment and revitalization. Our strategy recommendations presume that the RDA will effectively use the best tools and resources available to fulfill its responsibilities to its many stakeholders.

Our strategy recommendations may apply at any of the different “levels” we identified in the Methodology discussion – at the Agency level, the Project Area level or at the Property

level. Since “strategy” is an over-arching concept that sets the stage for specific actions, policies and tasks, many or most of our recommendations apply at the Agency or Project Area level; Property-level activities and tasks tend to be tactical in nature, and are subservient to larger strategy goals. In this specific instance, most of our Property-level recommendations are tactical; these recommendations are discussed in much greater detail in the accompanying Property Approach study. We also note that the urban design recommendations for the project areas are addressed in the



accompanying Project Area Design Guidelines.

We have organized our Strategy Recommendations by groups that cluster like activities and actions together. We have also indicated a priority for each of our recommendations, which is both a reflection of the priority or importance of the recommendation, and logical

sequence in the life of the project areas. Our recommendations are as follows:

Priority

Extend the termination of the WTG Project Area so it is coterminous with the Granary District Project Area. If possible, legally combine both districts now and extend the termination date. If not, upon subsequent termination of both project areas, re-establish a single, new Project Area to continue redevelopment activities in the new, combined Project Area.

High

Project Advocacy/Interdepartmental Coordination

Work actively with other agencies, develop and adopt a long-term plan to address public service deficits in educational facilities, public safety facilities, and parks and open space within the combined project area and its periphery. Use RDA resources to assist in the fulfillment of this strategy and its implementation.

High

Work aggressively as an advocate for project area goals and objectives with regard to the enforcement of existing ordinances for abatement of adverse, unsafe and illegal property conditions; and seek additional regulation as necessary and advocate for amortization of incompatible and noxious land uses.

High

Advocate for and participate in a comprehensive transportation, traffic and circulation plan for the combined project areas that will analyze and plan for a long-term revision to combined project area streets and public ways, defining certain streets as major arterial, minor arterial and collector streets. Identify and adopt changes to the street grid system that will strengthen the character and market desirability of redeveloping use clusters (residential, retail, commercial, flex industrial, etc.) within the combined project areas.

Medium

Increase coordination, utilization and co-marketing of economic development incentives and housing development incentives available from the Salt Lake City Community and Economic Development and Housing and Neighborhood Development divisions and other county and state agencies.

Medium

Intergovernmental Coordination		
Increase Coordination with State Economic Development Activities	Medium	<input checked="" type="checkbox"/> Increase coordination, utilization and co-marketing of economic development incentives and project area real estate opportunities available from the Utah Governor's Office of Economic Development.
Project Implementation		
Focus on Employment Creation within the Study Area	High	<input checked="" type="checkbox"/> Evaluate means and methods through which the RDA can assist redevelopment in the Study Area by attracting significant employers. Correspondingly, refine the emphasis on housing development to reflect a balancing of the role of growth of housing and employment in successful neighborhood revitalization.
Emphasize Private Investment in Property Development	High	<input checked="" type="checkbox"/> Evaluate and plan for shifting redevelopment activities at the property level from the RDA to private property owners and developers; correspondingly increase RDA activities to focus on public realm and project-area common improvements, amenities and services.
Support Pre-Development Activities by the Private Sector	High	<input checked="" type="checkbox"/> Evaluate the costs and benefits of developing a program for supporting private pre-development activities by property owners, employers and developers. Provision of technical assistance for certain property development activities, as well as communications and advocacy are areas of pre-development support that might be considered.
Aggressively Promote Redevelopment in the Study Area	High	<input checked="" type="checkbox"/> Acknowledge and begin planning for specific efforts that will promote and market redevelopment within the Study Area in the near- and mid-term. These efforts should building upon public investment in the Study Area and be timed to correspond with real estate market recovery in the region.

Project Implementation, continued

Fleet Block as a Model	High	<input checked="" type="checkbox"/> Use the development and reuse of the Fleet Block as an early and central component of efforts over the next ten years to sponsor and incentivize new public and private investment.
Target Private Investment & Aggressively Promote Public Investment and Improvement in the Public Realm	High	<input checked="" type="checkbox"/> Encourage private reinvestment in the combined project area through (i) targeted, catalytic redevelopment of RDA-owned properties and (ii) aggressively seek and sponsor RDA and other public investment in the public realm to define the combined project area as a viable and competitive downtown neighborhood area.
Experiment with New Ideas and Approaches	High	<input checked="" type="checkbox"/> Use the combined project area as a test bed for new and innovative forms of redevelopment activities by the RDA.
Take More Risk	High	<input checked="" type="checkbox"/> Encourage and adopt redevelopment practices and specific project activities that have greater than average risk (financial risk, management and oversight risk, advocacy and outreach) where the benefits of these activities promise greater than average benefits of redevelopment - on both a monetary and non-monetary (programmatic) basis.
Seek an Overlay Zone and/or Zone Modification	High	<input checked="" type="checkbox"/> Advocate for the creation and use of an overlay zone and revisions to the existing D2 zoning category to encourage compatible and appropriate land uses, protect existing low to moderate density residential uses, amortize incompatible and noxious land uses and to implement and sustain appropriate design standards and guidelines.
Neighborhood Improvement District Formation	Medium	<input checked="" type="checkbox"/> Form and subsidize, for early years, a neighborhood improvement district that can operate programs and fund selected operating costs for neighborhood amenities and public facilities.
Improve Neighborhood Identity	Medium	<input checked="" type="checkbox"/> Sponsor, as necessary, and foster activities to establish and maintain activities, programs and events that (i) define the combined project area as a neighborhood with a specific identity, (ii) articulate goals and plans for the neighborhood area and (iii) define the neighborhood as a desirable location for residency, business location, and residential and commercial investment.
Analyze Your Investments and Their Outcomes	Medium	<input checked="" type="checkbox"/> Establish an on-going financial analysis capability that evaluates project area-wide investments in terms of project area-wide change in assessed value and increment. Establish a ranking and/or scoring system that evaluates and incorporates non-monetary and qualitative factors in RDA investment, project evaluation and decision-making.

Project Implementation, continued

<p>Emphasize Neighborhood Clusters</p>	<p>Low</p>	<p><input checked="" type="checkbox"/> Focus RDA activities in a manner that encourages and organizes compatible and complementary uses into market-appropriate clusters or nodes that concentrate primary and dependant uses and strengthen the market positioning and competitiveness of the combined project areas within the city and region.</p>
<p>Long-term Planning for Surplus Land in the Study Area</p>	<p>Low</p>	<p><input checked="" type="checkbox"/> Acknowledge and begin for the planning and use of land that is likely in excess of that necessary or probable for successful redevelopment and revitalization. Evaluate the benefits and costs of non-private market uses of these surplus lands.</p>

Expand RDA Financial Resources

<p>Use NIMTCs</p>	<p>High</p>	<p><input checked="" type="checkbox"/> Partner with local and national Community Development Entities (CDEs) to target access to federal New Markets Tax Credits (NIMTCs) to assist commercial and/or mixed use developments.</p>
<p>Leverage the Available Tax Increment</p>	<p>Medium</p>	<p><input checked="" type="checkbox"/> Evaluate the role of the RDA as a direct lender of project area tax increment and consider the financial and program benefits of acting as a loan guarantor or loan originator (only) to better leverage the available tax increment within the combined project areas.</p>
<p>Consider an NRSA</p>	<p>Medium</p>	<p><input checked="" type="checkbox"/> Designate an appropriate area within the Study Area as a Neighborhood Revitalization Strategy Area (NRSA). An NRSA designation provides regulatory flexibility for use of Community Development Block Grant (CDBG) resources for project implementation.</p>
<p>Partner with Local Banks</p>	<p>Medium</p>	<p><input checked="" type="checkbox"/> Partner with local banks and non-profit lenders to expand financial resources for businesses located in the project area.</p>



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WEST TEMPLE GATEWAY & GRANARY DISTRICT REDEVELOPMENT STRATEGY

EXECUTIVE SUMMARY



June 7, 2011



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BACKGROUND

The Redevelopment Agency of Salt Lake City (RDA) contracted with the National Development Council (NDC) to assist the RDA in crafting a redevelopment strategy for RDA-owned properties and the City-owned former fleet facilities (the “Fleet Block”) in the West Temple Gateway and Granary District Project Areas. NDC brought together a broader team with expertise in regional economics, development finance, design and transportation. The team consisted of:

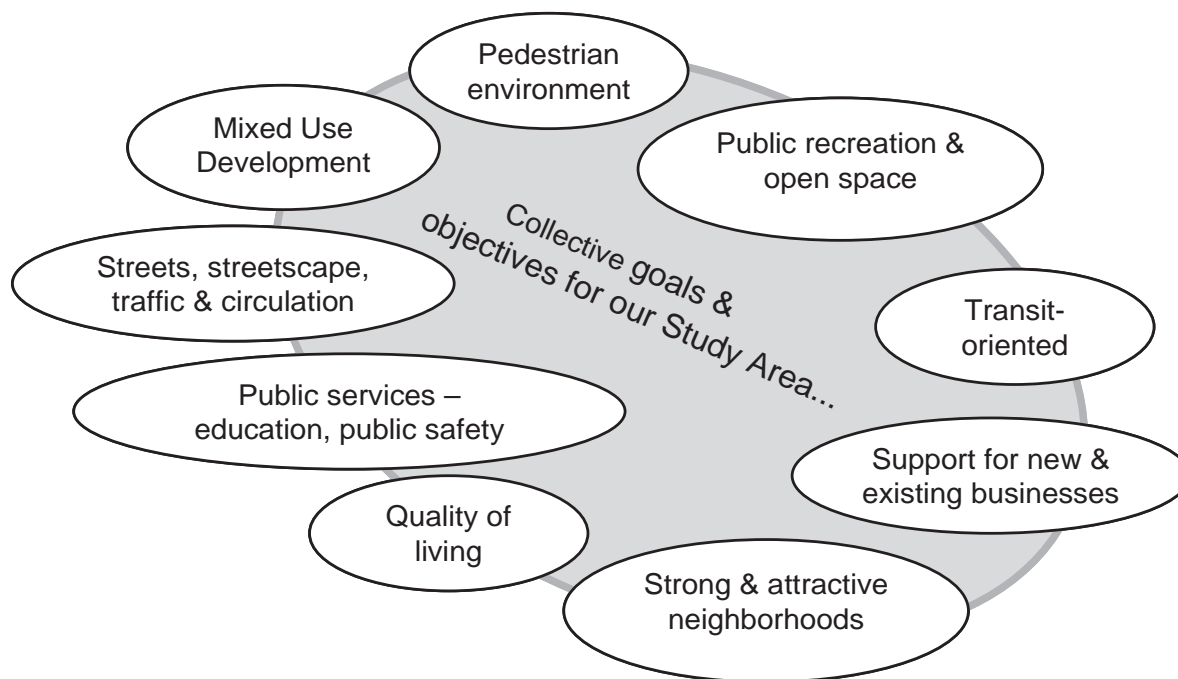
- Waronzof Associates – Regional Economics and Development Finance
- LMN Architects – Site Planning, TOD and Urban Design
- Charlier Associates – Transportation / TOD Planning

The consultant team created three documents for guiding RDA efforts in both Project Areas:

1. West Temple Gateway & Granary District Redevelopment Guide
Provides an overarching vision for redevelopment and addresses land use, multi-modal transportation connections, redevelopment timeframes, zoning suggestions, and recommendations for strategic actions on the part of the RDA.
2. West Temple Gateway & Granary District Design Guidelines
Provide design guidance for redevelopment efforts in both Project Areas, as well as specific recommendations for RDA-owned property. The document also provides a street typology for major and minor street development.
3. West Temple Gateway & Granary District Property Approach
Provides site-specific design and redevelopment options for four RDA-owned properties within the West Temple Gateway Project Area and for the Fleet Block, a large city-owned property in the Granary District Project Area previously used for fleet storage and maintenance.



The study team compiled a broad list of public goals for the Redevelopment Strategy from the city master plans and the RDA project area goals which encouraged a transition of land uses from previous industrial and heavy commercial uses to a mixed use – residential community.



Key findings include:

- Given the current market conditions (below), RDA-property redevelopment should start with smaller parcels near the TRAX station and develop them as soon as possible in order to create development momentum for the Project Areas. Smaller infill projects focused on housing, but including flex space for future commercial use are financially feasible at this time.
- As the market improves, redevelopment of properties along 300 West (including the Fleet Block) will be more successful. This timing will allow for development of higher densities and more commercial space.
- The Project Areas lack the amenities and public services needed to attract desired private investment and may not be sufficient to retain the current level of investment and homeownership.
- The RDA should seek to attract employers to the area that can benefit from a close-in downtown community and support further commercial and residential development in the Study Area.
- The assets within the Project Areas include the single-family home population, as it is the main stabilizing factor right now, as well as large lots, including the Fleet Block, which can attract major employers.



- Because of the surplus of D-2 zoned property in the West Temple Gateway Project Area (WTG), perception of property values by owners is unrealistically inflated causing property to sit undeveloped longer.
- Although the D-2 zone allows building up to 65 feet, the compactable clays and building code requirements of steel framing at that height increase development costs beyond what the current market can afford.
- The identity provided by the single-family homes should be emphasized and enhanced.
- The design and architecture of much of the multi-family development does not contribute to a walkable, safe neighborhood.
- The poor placement of parking is not consistent with a pedestrian-friendly environment that is served by a neighborhood light rail station.

Context for the Redevelopment Strategy based on market and economic analysis:

- National residential and commercial real estate market conditions continue to experience unprecedented disruption and uncertainty.
- The Salt Lake City and Utah regional economy is expected to show better than average economic conditions over the next three years. This should speed the local recovery.
- The recovery in the regional economy should lead to job creation and housing market recovery that may have a positive impact upon the Project Areas; the opportunity will only come through aggressive marketing and/or capturing of the coming development opportunity by several stakeholders.
- The likely timing of the recovery in employment and residential and commercial property markets creates an opportunity for the Project Areas.
- In the long term, there appears to be adequate real estate and business investment capital within the region to meet and exceed the needs of the Study Area.
- As a blighted neighborhood, the Project Areas under-compete and are largely disconnected from the active sub-markets within the region, both in terms of residential housing and for commercial properties.

KEY RECOMMENDATIONS

To respond to initial findings and facilitate redevelopment in the study areas to a mixed-use residential community, the Redevelopment Strategy suggests the following:

- Address Public Service Deficits
- Create a Comprehensive Transportation, Traffic, & Circulation Plan
- Abatement of Incompatible Land Uses



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- Improve Neighborhood Identity – Enhance local Single-Family Residential Community
- Adjust Zoning and Seek an Overlay Zone for the Fleet Block
- Increase Coordination with State Economic Development Activities and Focus on Employment Creation within the Study Area
- Emphasize Private Investment in Property Development
- Support Pre-Development Activities by the Private Sector
- Aggressively Promote Redevelopment in the Study Area
- Leverage the Available Tax Increment and Use CDBG Resources and Federal Tax Credits to Assist Redevelopment

SPECIFIC ACTIONS TO BE TAKEN

ZONING CHANGES

Height

Only three buildings have been built at or near 65' in height. Height, along with density, drives land prices. In the study area, land prices may be an impediment to redevelopment as financial expectations cannot be achieved with market-rate development. While not suggesting a reduction of heights in the West Temple Gateway area, a height increase is not warranted.

SF Residential

There is an internal single-family community (Washington and Jefferson Street areas) which has seen reinvestment and provides a unique close-in residential opportunity for downtown Salt Lake City. However it is currently non-conforming under existing zoning. In order to assist this redevelopment type and encourage further residential diversity the Strategy recommends a change in zoning to allow single-family development in various forms, including Accessory Dwelling Units and Cottage Housing. Provide technical assistance for certain property development activities. Establish and maintain activities and programs that define the area as a neighborhood with a specific identity.

Incompatible Uses

As a previous industrial and heavy commercial area, there remain land uses that are incompatible with a mixed-use residential community. Previous uses also leave environmentally-suspect properties. The Strategy recommends that zoning be amended (or



an overlay be established) to prohibit incompatible uses. Design guidelines should additionally be adopted to ensure better compatibility of developments and land uses along with heavy commercial uses. Programs should be developed that assist small business owners and property owners with site improvements or façade improvements to meet design guideline requirements and to adapt older buildings for reuse.

DESIGN GUIDELINES

Specific Design Guidelines have been developed and provide direction on:

- Street Standards – A typology of streets within the study area and street cross section designs which facilitate movement through the area, within the area, adjacent development, and balance multi-modal usage of street rights-of-way.
- Site Design – Directs placement of buildings, and parking location and screening.
- Building Design – Establishes ground floor detailing, wall treatment, and transparency.
- Sign Design – Consistent signage placement.

RDA PROPERTY RECOMMENDATIONS

The consultant team evaluated four (4) RDA-owned parcels within the West Temple Gateway and the Fleet Block in the Granary District. The properties were selected in order to give the RDA a range of redevelopment options as well as strategies that could be applied to other similar properties owned by the RDA elsewhere in both study areas.

Opportunity Site #1



OPPORTUNITY SITE 1:

Small Infill Mixed-Use	
Height	30' H
Construction	2.5 Story wood frame construction
Residential Units	2.250 SF PER structure
	8 total units
Parking	2 garage stalls within unit, along access
Open Space	1501 SF private outdoor space / unit



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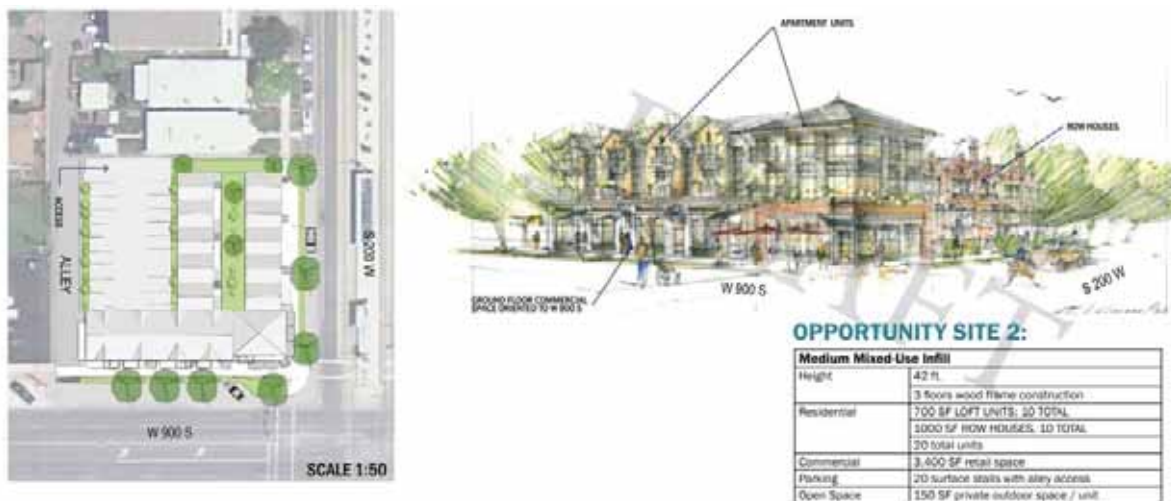


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Opportunity Site 1 is located at the corner of 900 South and Jefferson. While located along 900 South, the site doesn't have significant commercial potential and the recommendation is to develop a dense single-family rowhouse/townhouse development containing approximately 6 new units. It is recommended, though, as an example of denser single-family development that will be financially viable for the developer as the local residential market improves.

Opportunity Site #2



Opportunity Site #2 is at the corner of 900 South and 200 West. Its close proximity to a light rail stop and location at the corner of two key streets would support a mixed-use development. The site is a prototype for development that achieves the public and local community's goals for a mixed-use residential community. The design includes 3,400 SF of ground floor commercial space with 20 residential units. The project is financially feasible and would only require assistance from the RDA for the purchase of the land by the developer.



Opportunity Site # 3



OPPORTUNITY SITE 3:

Large Commercial Infill (w/o corner parcels)	
Height	40 ft
Office/Commercial	3 Floors @ 1.3 U
Parking	100 surface stalls with new alley access
Open Space	8500 SF outdoor landscaped space



OPPORTUNITY SITE 3:

Large Residential Infill (w/o corner parcels)	
Height	40 ft
Residential	3 Floors wood frame construction 1,000 SF per L2-L3 units per floor
Parking	100 total units 78 surface stalls with new alley access
Open Space	150 SF private outdoor space / unit 1.3 1000 SF common outdoor space



OPPORTUNITY SITE 3:

Large Mixed-Use Infill (w/ corner parcels)	
Height	65 ft
Residential	4 floors wood frame over 2 levels of concrete 1,000 SF per 21 units per floor
Commercial	18,000 SF anchor retail (grocery) 8,000 SF small retail
Parking	240 structured stalls with new alley access
Open Space	150 SF private outdoor space / unit



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Opportunity Site #3 lies at the corner of 800 South and 300 West and is diagonal to the Fleet Block. Located at the corner of two major cross streets and the Fleet Block, Site #3 has a significant opportunity to shape the design of this intersection. The team evaluated multiple mixed-use development options with commercial, office and residential uses. Acquisition of the corner site was also evaluated. In the end, development densities did not increase due to acquisition of the corner parcel. However, its acquisition by the RDA is recommended as the parcel would enhance site development by providing open space at the corner that could complement development across the intersection on the Fleet Block and allow for a better overall design of the intersection. Commercial development is currently feasible while mixed use development with residential units is less feasible at this time. However, as redevelopment occurs in the study area and residential conditions improve – especially as later phase development of the Fleet Block occurs, it is expected that the site can be feasibly developed.

Opportunity Site #5

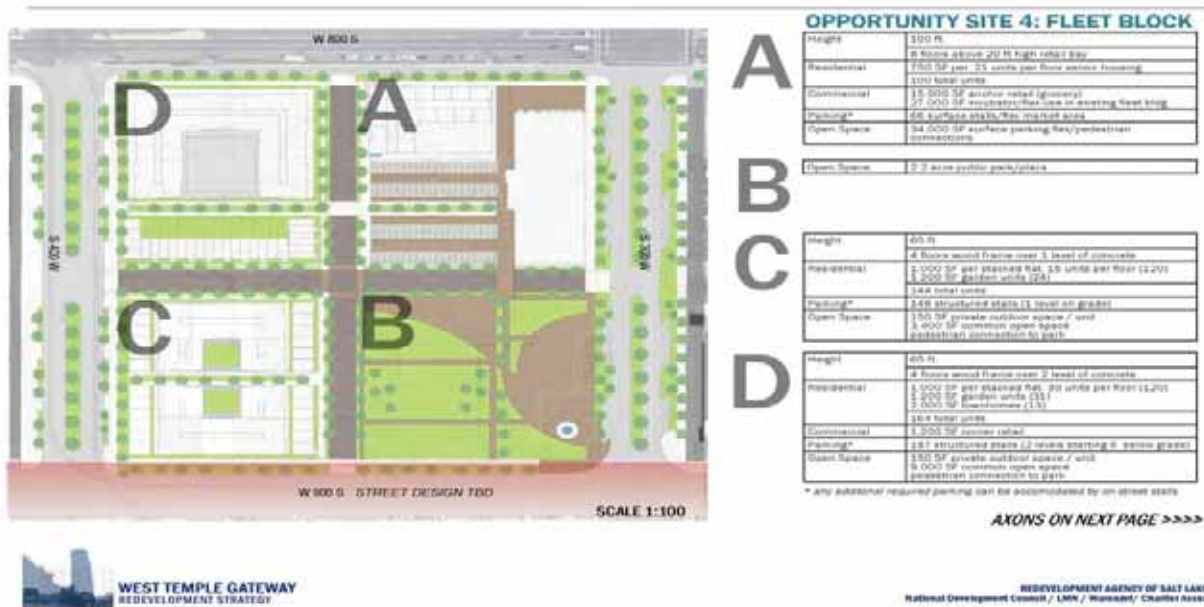


Opportunity Site #5 contains three single-family lots. Since the properties stretch between 200 West and Jefferson Street they provide the ability to create a new mid-block connection to the light rail station on 200 West. The use that best complements this neighborhood amenity is housing and in this scenario attached single-family development would be encouraged along with the pedestrian connection. Quality design will be essential in order to accommodate residential needs within the pedestrian corridor and contribute to a safe neighborhood amenity. The housing development is financially feasible but not sufficient to also fund the pedestrian walkway.



Fleet Block – Opportunity Site #4

The Fleet Block housed Salt Lake City’s vehicle fleet and servicing functions. They have been relocated and the site is going through an environmental remediation phase. The size of the parcel provides a significant opportunity to shape future development in the Granary District and provide needed economic and community services for both Project Areas. It also has challenges in size that require the construction of internal and cross-property streets.



The Strategy looked at several uses to be phased on the site. The initial recommendation is to use a large portion of the site (25%) to provide a major open space for the development and the surrounding community and recommends collaboration with the private owner of the southwest corner parcel to allow for full-block development. Mixed use residential communities require open spaces and the Fleet Block provides the best opportunity to meet that need immediately. The decision to develop the open space also sends a strong signal to the marketplace regarding the City’s goals and commitment to the broader redevelopment strategy. The consultant team also recommends that a street be constructed to bi-sect the block north/south and east/west. The construction of the streets near mid-block create meaningful redevelopment sites for future development, a large quadrant for open space, and minimize traffic disruption from the site’s development at intersections on 800 South and 900 South. The Strategy recommends aligning future trolley service along 400 West with east-west service remaining on 900 South.



OPPORTUNITY SITE 4: FLEET BLOCK


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In terms of development, the size of the Fleet Block parcel will likely require a 5 - 15 year development timeframe. It does provide a unique economic development opportunity for the RDA to attract a major employer desiring a close-in location, but preferring a campus rather than high-rise building. Initial development programs accommodate a range of commercial, office, and residential developments that can be developed in multiple buildings. They would likely be phased as the market improves. Sites A, C, and D have sufficient land area to accommodate parking needs in a single level below-ground. Development feasibility shows the ability to absorb structure costs in the project's financing and their sequencing is encouraged to allow for those development efficiencies and minimize surface parking.

In the near-term, it is recommended that an interim use be created in the existing building on Parcel A. An incubator, artist facility, or other interim use allows the site to be activated quickly at minimal expense. In combination with development of the open space proposed for Parcel B, the two actions will confirm the City's commitment to the areas redevelopment and spur market interest. Later development will depend on the market, a potential recruitment opportunity for a large tenant, and increased development in the area due to RDA development and private investment.

RDA Policy Statement

On June 7, 2011, the RDA Board of Directors approved the West Temple Gateway and Granary District Redevelopment Strategy (the "Strategy"). As part of their approval of the



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Strategy, the RDA Board included policy statements to guide how staff uses the Strategy to encourage future redevelopment. The RDA Board's policy statements are as follows:

- The integrity of existing single-family home groupings should be preserved.
- Deference should be given to single-family character where it exists, but higher density development should be allowed where appropriate.
- The land use density on East Montrose Avenue, as well as interiors (not corners) of Washington St., 200 West, and Jefferson St., north of 900 South, should be low (single-family attached and detached).
- The land use density south of 900 South and east of 300 West should be medium/moderate with low building heights of up to three stories.





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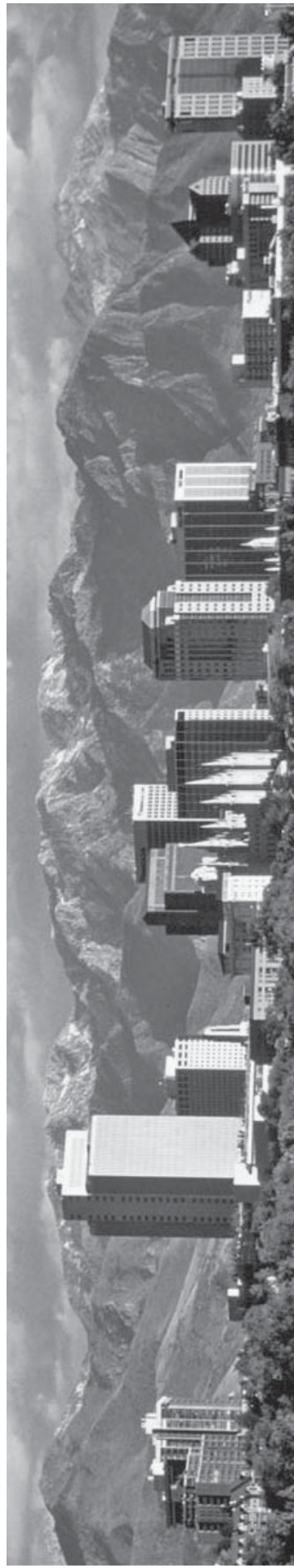
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Salt Lake City Planning Division

Strategic Plan



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Why a Strategic Plan?

In 2007, the City Council allocated money for a review of the planning process in Salt Lake City. The purpose of the review was to determine the effectiveness of the planning programs within Salt Lake City.

After several months of interviews and observations, Citygate Associates identified a series of recommendations to improve the overall effectiveness of the Planning program and processes. The consultants observed that there was not a clear and cohesive vision, overarching goals, annual objectives or a clear set of business values to guide the planning processes within the City.

In order to address this deficiency, the Planning Division staff began the process of creating a strategic plan to assist in setting priorities, establish goals that are understood by those involved in the planning process, and to create measurable annual objectives and action items. The result of this process is the creation of a Strategic Plan that explains the Planning Division's commitment to the community.

The Vision Statement provides the long term direction of the Planning Division. The Guiding Principles keep the Division focused on the vision and provide others with a clear understanding of the role of the Planning Division.

The Salt Lake City Planning Division Strategic Plan is intended to provide direction and support the staff of the Division by creating guiding principles and goals to establish and improve the function of the Division.

This document is to be used by the staff of the division to improve the planning culture within Salt Lake City.

Vision

The Planning Division will create an efficient, effective, and innovative organization that sets the standard for planning in the region, engages the community, empowers staff, and provides professional planning services.

Guiding Principle 1: Create an Efficient and Effective Division

In order to serve the public, the Planning Division must provide a high level of customer service, improve efficiency, be accountable and provide professional planning services to all whom we serve.

- Goal: Create a work environment that motivates staff and promotes professional development.
- Goal: Organize the Division to be dynamic and responsive to the needs of the City, community and customers, and to promote teamwork.
- Goal: Provide quality services and processes that are understandable, predictable and consistent.
- Goal: Allocate sufficient resources to ensure division success.
- Goal: Make Customer service a top priority of the Division.

1.

Guiding Principle 2: Engage the public

The Division will work constantly to provide opportunities for all stakeholders to participate in shaping the future of the City and its communities.

- Goal: Seek numerous methods to involve stakeholders in the planning process.
- Goal: Provide accurate and accessible information.
- Goal: Provide educational opportunities for all of those involved in the planning process.

2.



Guiding Principle 3: Develop Innovative Solutions

The Planning Division will be known for its innovative planning and design solutions. The Division will encourage a planning environment that advances a cultural, social, environmental and economically sustainable City.

- Goal: Be proactive and responsive to the needs of those involved in the planning process.
- Goal: Proactively identify and address important community planning issues.
- Goal: Develop a team approach to create an inspired working environment that encourages and rewards progressive and creative solutions.
- Goal: Collaborate with others to address challenges.



Guiding Principle 4: Provide the Highest Level of Professional Planning Service

The Planning Division will focus its efforts and resources to provide the City with the highest level of professional planning services. The Division will focus on Plans that reflect the values of the citizens and their neighborhoods.

- Goal: Ensure that all Community Master Plans identify, balance and advance the needs of the City and our neighborhoods.
- Goal: Base planning decisions on adopted policies and regulations
- Goal: Encourage livable, sustainable development

4.

University of Pennsylvania

From the SelectedWorks of Dennis P. Culhane

November 2013

The 2013 Annual Homelessness Assessment Report (AHAR) to Congress: Part 1, Point-in-Time Estimates of Homelessness

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Author

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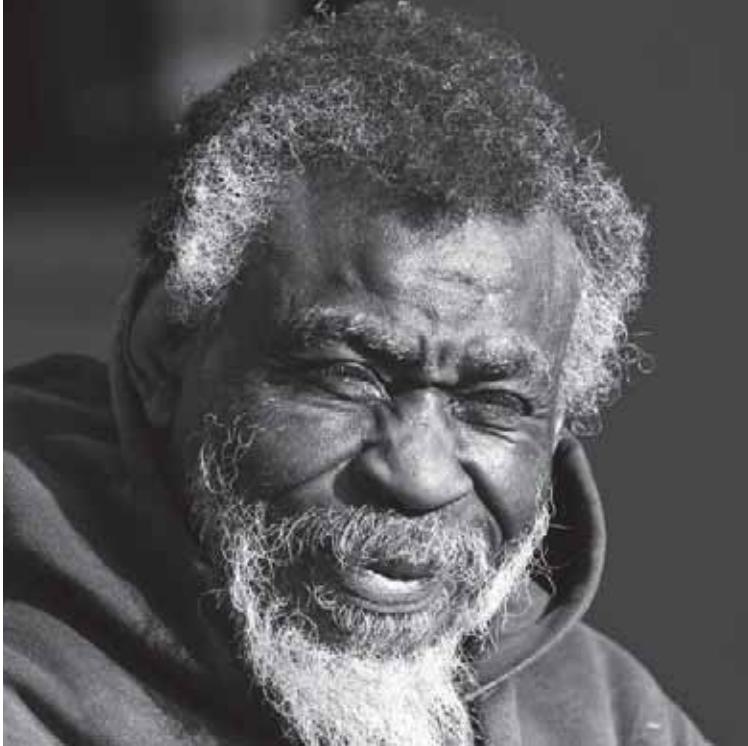
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2013



The 2013 Annual Homeless Assessment Report (AHAR) to Congress

PART 1

Point-in-Time Estimates of Homelessness



The U.S. Department of
Housing and Urban Development
OFFICE OF COMMUNITY PLANNING AND DEVELOPMENT

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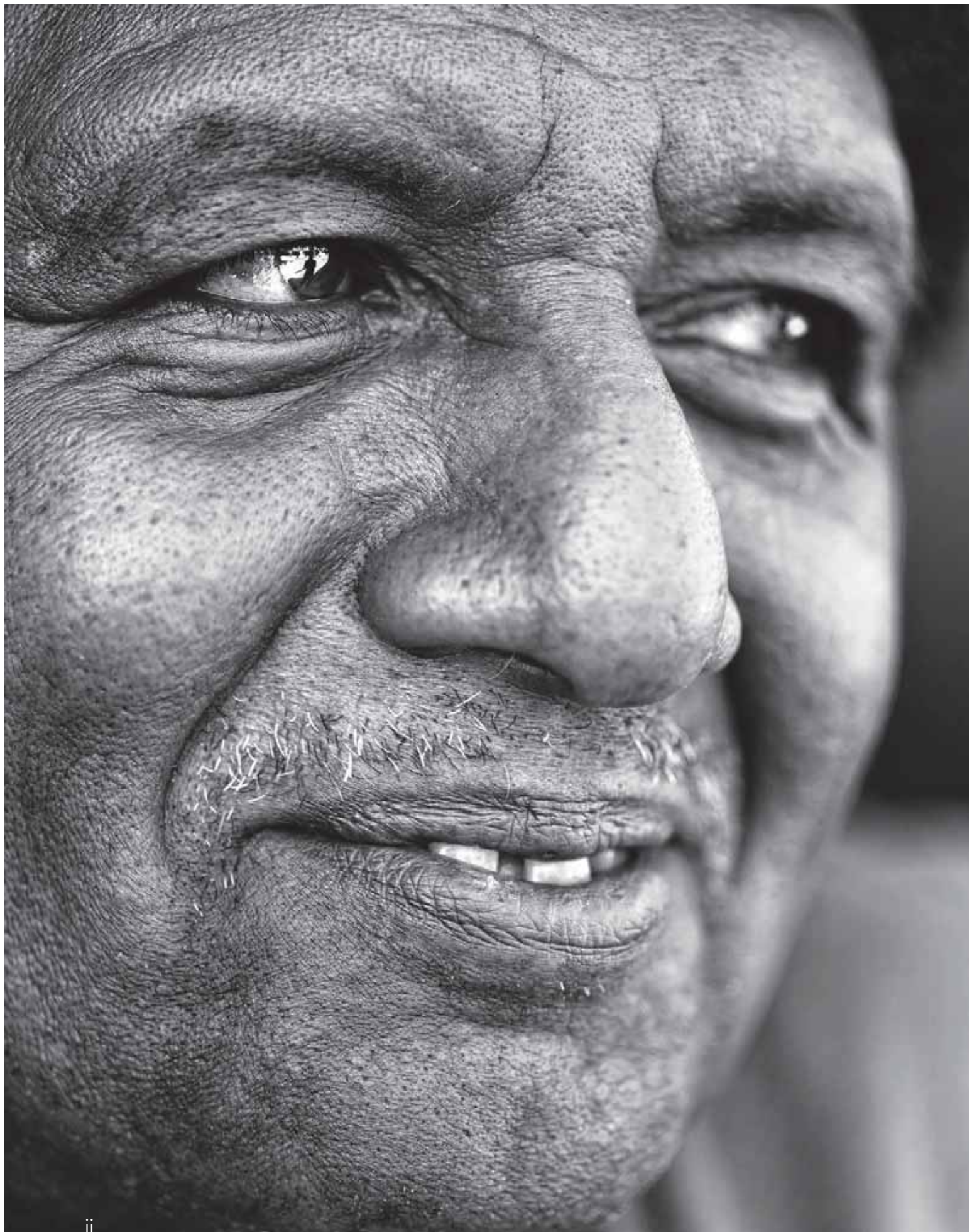
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Key Findings

On a single night in January 2013, there were 610,042 people experiencing homelessness in the United States, including 394,698 people who were homeless in sheltered locations and 215,344 people who were living in unsheltered locations.

All Homeless People

- In January 2013, 610,042 people were homeless on a given night. Most (65 percent) were living in emergency shelters or transitional housing programs and 35 percent were living in unsheltered locations.
- Nearly one-quarter (23 percent or 138,149) of all homeless people were children, under the age of 18. Ten percent (or 61,541) were between the ages of 18 and 24, and 67 percent (or 410,352) were 25 years or older.
- Homelessness declined by nearly 4 percent (or 23,740 people) between 2012 and 2013, and by 9 percent (or 61,846) since 2007.
- Between 2007 and 2013, unsheltered homelessness has declined by 23 percent (or 65,143), and by 7 percent (or 28,283) over the past year.
- Major city CoCs accounted for 45 percent of all homeless people; smaller city, county, and regional CoCs accounted for 41 percent, and 14 percent of people experiencing homelessness were counted in Balance of State (BoS) or statewide CoCs.

Homelessness by Household Type

- In January 2013, 387,845 people were homeless as individuals (64 percent of all homeless people). Just under half (48 percent or 184,718 individuals) were living in unsheltered locations.
- The number of homeless individuals declined by nearly 2 percent (or 6,534) since 2012, and by 8 percent (or 35,532) since 2007.
- There were 222,197 homeless people in families on a single night in January 2013, accounting for 36 percent of all homeless people (and 50 percent of people living in sheltered locations).
- Fifty-eight percent of all homeless people in families were children (or 130,515), 9 percent

were between the ages of 18 and 24 (or 20,814), and 32 percent were 25 years or older (or 70,868).

- Homelessness among persons in families declined by 7 percent (or 17,206) between 2012 and 2013, and by 11 percent (or 26,314) between 2007 and 2013. This decline is entirely composed of unsheltered people in families.

Homelessness among Subpopulations

- On a single night in 2013, 109,132 people were chronically homeless. Nearly 85 percent (or 92,593) were homeless as individuals. Approximately 15 percent (or 16,539) were people in families.
- Chronic homelessness among individuals declined by 7 percent (or 7,301) over the past year, and by 25 percent (or 31,240) between 2007 and 2013.
- There were 57,849 homeless veterans on a single night in January 2013. Sixty percent were located in shelters or transitional housing programs, and 40 percent were in unsheltered locations. Just under 8 percent (4,456) were female.
- Homelessness among veterans has declined each year since 2010. Between 2012 and 2013, veteran homelessness declined by 8 percent (or 4,770). Homelessness among veterans declined by 24 percent (or 17,760) between 2009 and 2013.
- There were 46,924 unaccompanied homeless children and youth on a single night in 2013. Most (87 percent or 40,727) were youth between the ages of 18 and 24, and 13 percent (or 6,197) were children under the age of 18.
- Half of unaccompanied children and youth (23,461 or 50 percent) were unsheltered in 2013.

Definition of Terms

These definitions are applicable only to this report and do not directly correspond to the program requirements of HUD funding streams.

Continuums of Care (CoC) are local planning bodies responsible for coordinating the full range of homelessness services in a geographic area, which may cover a city, county, metropolitan area, or even an entire state.

Chronically Homeless People in Families refers to people in families in which the head of household has a disability, and that has either been continuously homeless for 1 year or more or has experienced at least four episodes of homelessness in the last 3 years.

Chronically Homeless Individual refers to an unaccompanied individual with a disability who has either been continuously homeless for 1 year or more or has experienced at least four episodes of homelessness in the last 3 years.

Emergency Shelter is a facility with the primary purpose of providing temporary shelter for homeless persons.

Individuals refer to people who are not part of a family during their episode of homelessness. They are homeless as single adults, unaccompanied youth, or in multiple-adult or multiple-child households.

Permanent Supportive Housing is designed to provide housing (project- and tenant-based) and supportive services on a long-term basis for homeless people with a disability.

People in Families are people who are homeless as part of households that have at least one adult and one child.

Point-in-Time Counts are unduplicated 1-night estimates of both sheltered and unsheltered homeless populations. The 1-night counts are conducted by Continuums of Care nationwide and occur during the last week in January of each year.

Safe Havens provide private or semi-private long-term housing for people with severe mental illness and are limited to serving no more than 25 people within a facility.

Sheltered Homeless People are people who are staying in emergency shelters, transitional housing programs, or safe havens.

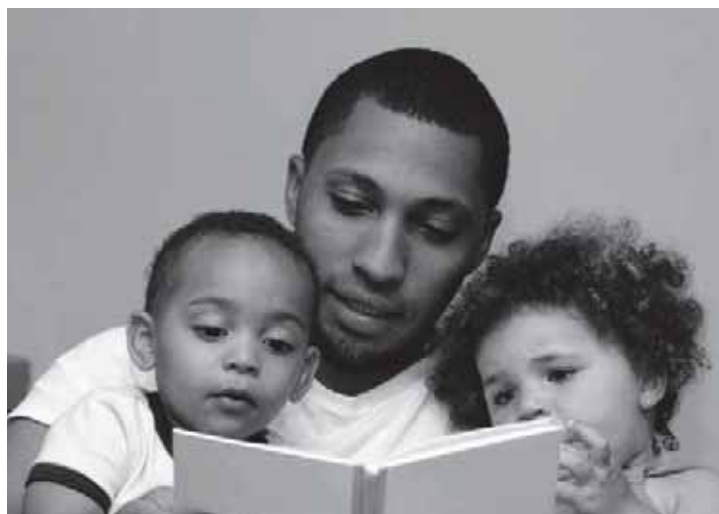
Transitional Housing Program is housing where homeless people may stay and receive supportive services for up to 24 months, and which are designed to enable them to move into permanent housing.

Unaccompanied Children and Youth are people who are not part of a family during their episode of homelessness and who are under the age of 25.

Unsheltered Homeless People include people with a primary nighttime residence that is a public or private place not designed for or ordinarily used as a regular sleeping accommodation for human beings, including a car, park, abandoned building, bus or train station, airport, or camping ground.

Progress on the Federal Strategic Plan to Prevent and End Homelessness

In June 2010, the Administration released *Opening Doors: Federal Strategic Plan to Prevent and End Homelessness*, a comprehensive plan to prevent and end homelessness in America. With *Opening Doors*, the Administration set forth a bold agenda to prevent and end homelessness with four core goals as its focal point. HUD and its federal partners have engaged in unprecedented collaborations and partnerships with State and local partners to work towards meeting these critical goals. While this report shows significant progress in spite of tough economic times, it also reminds us of the work that remains in order to meet the nation's goals of ending homelessness.



GOAL

Finish the job of ending chronic homelessness by 2015

Progress to date

- The number of individuals experiencing chronic homelessness declined by 16 percent, or 17,219 people, between 2010 and 2013.
- In 2013 over 90,000 individuals experiencing homelessness were reported as chronically homeless (92,593 people), and over two-thirds of them were living on the streets (63,175 people).

GOAL

Prevent and end homelessness among Veterans by 2015

Progress to date

- Since *Opening Doors* was announced in 2010, there has been nearly a 25 percent decrease in veteran homelessness (76,329 people in 2010 versus 57,849 people in 2013).
- The decrease in veteran homelessness during the past year was driven mostly by reductions in the number of unsheltered veterans. In 2013, there were 4,322 fewer unsheltered veterans than there were in 2012, a decline of 16 percent.

GOAL

Prevent and end homelessness for families, youth, and children by 2020

Progress to date

- Declines in family homelessness have been gradual, decreasing from 241,951 persons in families in 2010 to 222,197 in 2013, only an 8 percent decline.
- In 2013, there were nearly 140,000 children experiencing homelessness.

GOAL

Set a path to ending all types of homelessness

Progress to date

- Homelessness on a single night declined by over 6 percent, or almost 40,000 people, since 2010.
- Thirty-five percent of the homeless population (or 215,344 people) was living in unsheltered locations such as under bridges, in cars, or in abandoned buildings.

About This Report

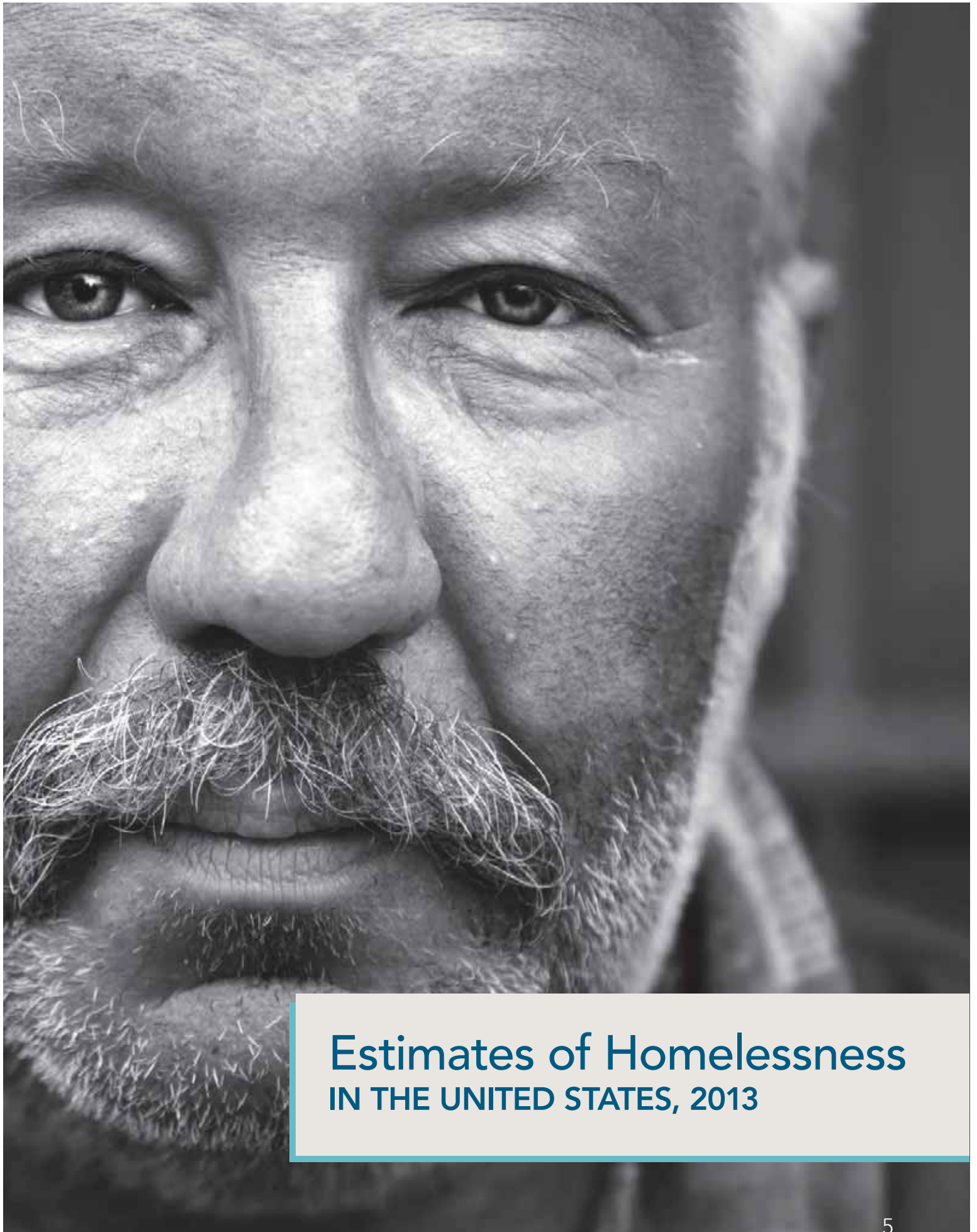
The Department of Housing and Urban Development releases the Annual Homeless Assessment Report to Congress (AHAR) in two parts. Part 1 provides Point-in-Time (PIT) estimates, offering a snapshot of homelessness—of both sheltered and unsheltered homeless populations—on a single night. The one-night counts are conducted in late January of each year. The PIT counts also provide an estimate of the number of homeless persons within particular subpopulations, such as chronically homeless people and veterans. For the first time, communities reported information on the age of people experiencing homelessness on a single night. These data were used to create estimates of homelessness among children and youth. This report also provides counts of beds in emergency shelters, transitional housing programs, safe havens, rapid re-housing programs, and permanent supportive housing programs.

In 2013, the PIT estimates of both homeless people and beds were reported by 420 Continuums of Care (CoC) nationwide, covering virtually the entire United States. Both sheltered and unsheltered counts were mandatory this year, and many CoCs reported improved methods

for compiling both types of estimates. HUD has standards for conducting the PIT counts, and CoCs use a variety of approved methods to produce the counts. HUD reviews the data for accuracy and quality prior to creating the estimates for this report.

Progress on the Federal Strategic Plan

In 2010, the Department of Housing and Urban Development, the Department of Veterans Affairs, the Department of Health and Human Services, and the Interagency Council on Homelessness released *Opening Doors: Federal Strategic Plan to End Homelessness*. Throughout the report, comparisons are made between estimates of homelessness in 2010—the year representing the beginning of the inter-agency effort toward meeting the Federal Strategic Plan goals to prevent and end homelessness—and 2013. In addition, 2010 data are shaded on trend graphs in each section to denote the start of the Federal Strategic Plan.



**Estimates of Homelessness
IN THE UNITED STATES, 2013**

National Estimates

Homelessness in the United States

Data source: PIT 2007–2013

EXHIBIT 1.1: PIT Estimates of Homeless People

By Sheltered Status, 2007–2013

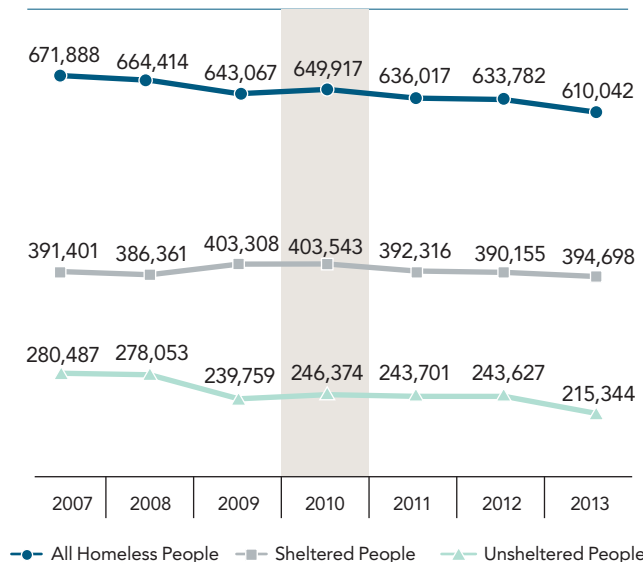
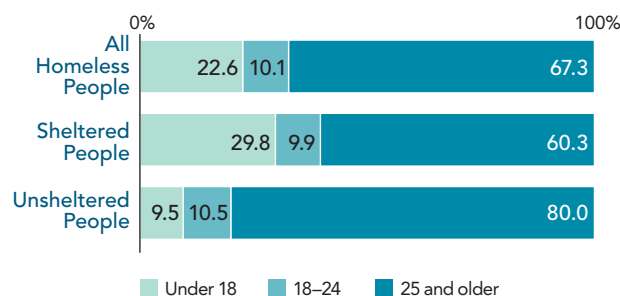


EXHIBIT 1.2: Percent of All Homeless People in each Age Category

By Sheltered Status, 2013



On a Single Night in January 2013

- 610,042 people were homeless in the United States.
- Nearly two-thirds of people experiencing homelessness (65 percent or 394,698) were living in emergency shelters or transitional housing programs.
- More than one-third of all homeless people (35 percent or 215,344) were living in unsheltered locations such as under bridges, in cars, or in abandoned buildings.

Age of Homeless Population in 2013

In 2013, HUD required communities to provide estimates of homelessness in three age ranges—under age 18, 18 to 24 years old, and 25 years old and older.

- More than two-thirds of all homeless people (67 percent or 410,352 people) were 25 years or older.
- 10 percent of homeless people were 18 to 24 years old (or 61,541). This percentage remains the same regardless of sheltered status.
- Nearly one-quarter of all homeless people (23 percent or 138,149) were homeless children under the age of 18, and 30 percent of sheltered homeless people were children.
- 80 percent of unsheltered homeless people were over the age of 25. Less than 10 percent of the unsheltered population was under 18.

Since 2012

- Homelessness on a single night declined by nearly 4 percent, or 23,740 people.
- The overall decline was driven by decreases among people in families and unsheltered people, who experienced declines of 7 percent (or 17,206 people) and 12 percent (or 28,283 people).
- The number of people counted in emergency shelters or transitional housing programs increased in the last year by just over 4,500 people, or about 1 percent.

**EXHIBIT 1.3: Change in Numbers of Homeless People
2007–2013**

	2012–2013		2007–2013	
	#	%	#	%
All Homeless People	-23,740	-3.7	-61,846	-9.2
Sheltered	4,543	1.2	3,297	0.8
Unsheltered	-28,283	-11.6	-65,143	-23.2

Since 2007

- Total homelessness declined more than 9 percent (or 61,846 people).
- There has been a 23 percent decline among unsheltered homeless people (or 65,143 people).
- The number of people in shelters has increased slightly, by less than 1 percent (or 3,297 people).

PROGRESS ON THE FEDERAL STRATEGIC PLAN

Since the release of the plan, homelessness has declined by 39,875 people, or 6%. This decline is driven mostly by decreases in the number of unsheltered homeless people (31,030 or 13%).

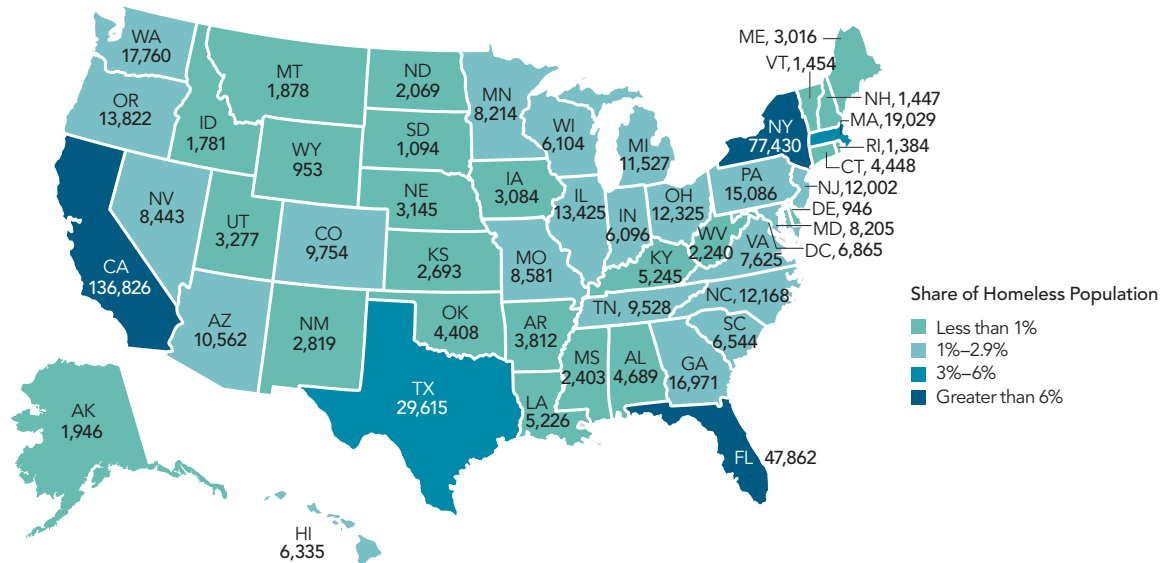


State Estimates

Homelessness in the United States

Data source: PIT 2007–2013; Puerto Rico and U.S. territories were excluded.

EXHIBIT 1.4: Estimates of Homeless People By State 2013



On a Single Night in January 2013

- California accounted for more than 22 percent of the nation's homeless population in 2013.
- Five states: California (22 percent or 136,826 people), New York (13 percent or 77,430 people), Florida (8 percent or 47,862 people), Texas (5 percent or 29,615 people), and Massachusetts (3 percent or 19,029 people) accounted for more than half of the homeless population in the United States.
- There were 24 states that each accounted for less than 1 percent of the national total, and together they accounted for less than 11 percent of homelessness nationwide.
- There were six states in which more than half of the homeless population was living in unsheltered locations: California, Florida, Arkansas, Nevada, Mississippi, and Oregon.

Changes Over Time

- 20 states experienced increases in homelessness between 2012 and 2013. New York experienced the largest increase (7,864 people), followed by California (5,928 people).

Other states with large increases include South Carolina (1,629), Massachusetts (1,528), and Maine (623).

- The largest decreases in homelessness since 2012 were seen in Florida (7,308) and Colorado (7,014). Other states with large declines over the past year include: Texas (4,437), Georgia (3,545), and Washington (2,744).
- Twenty-three states and the District of Columbia experienced increases in homelessness between 2007 and 2013. New York had the largest increase by far since 2007, 14,829 people or 24 percent. Other states with the large increases in homelessness include: Massachusetts (3,902), Missouri (2,334), District of Columbia (1,545), and Ohio (1,061).
- Many states experienced considerable declines between 2007 and 2013. California had the largest decline, with 22,906 fewer homeless people in 2013 than in 2007. Changes experienced in California are largely driven by changes in Los Angeles. The homeless populations in Michigan and Texas also declined considerably (by 16,768 people and 10,173 people).

EXHIBIT 1.5: Highest and Lowest Rates of Unsheltered Homeless People
By State, 2013

State	# of Homeless People	# of Unsheltered Homeless People	% of Homeless People who were Unsheltered
Highest Rates			
California	136,826	91,272	66.7
Florida	47,862	28,192	58.9
Arkansas	3,812	2,148	56.3
Nevada	8,443	4,745	56.2
Mississippi	2,403	1,320	54.9
Lowest Rates			
Delaware	946	10	1.1
Maine	3,016	62	2.1
Iowa	3,084	134	4.3
Massachusetts	19,029	850	4.5
New York	77,430	4,157	5.4

EXHIBIT 1.6: Largest Changes in Homeless People
By State, 2007–2013

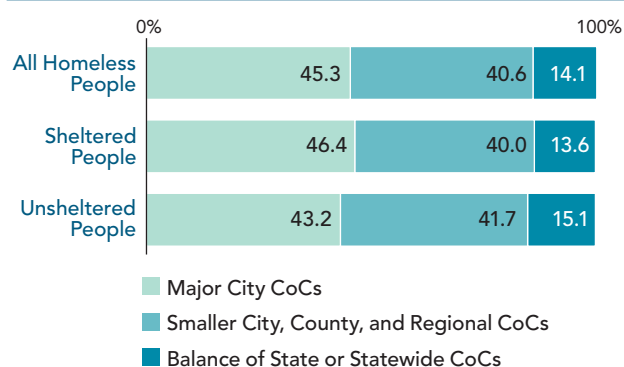
2012–2013			2007–2013		
State	#	%	State	#	%
Largest Increases					
New York	7,864	11.3	New York	14,829	23.7
California	5,928	4.5	Massachusetts	3,902	25.8
South Carolina	1,629	33.1	Missouri	2,334	37.4
Massachusetts	1,528	8.7	District of Columbia	1,545	29.0
Maine	623	26.0	Ohio	1,061	9.4
Largest Decreases					
Florida	-7,308	-13.3	California	-22,906	-14.3
Colorado	-7,014	-41.8	Michigan	-16,768	-59.3
Texas	-4,437	-13.0	Texas	-10,173	-25.6
Georgia	-3,545	-17.3	Washington	-5,619	-24.0
Washington	-2,744	-13.4	New Jersey	-5,312	-30.7

Estimates by CoC

Homelessness in the United States

Data source: PIT 2007–2013; Puerto Rico and U.S. territories were excluded. Several CoCs reported large changes that were attributable, in some part, to important methodological changes that occurred between 2012 and 2013. These CoCs were excluded from tables.

EXHIBIT 1.7: Estimates of Homelessness
By CoC Category and Sheltered Status, 2013



Continuums of Care (CoC) were divided into three geographic categories:

1. Major city CoCs (n=47) are CoCs that cover the 50 largest cities in the United States. In a few cases, two large cities were located in the same CoC.
2. Smaller city, county, and regional CoCs (n=332) are jurisdictions that are neither one of the 50 largest cities nor Balance of State or Statewide CoCs.
3. Balance of State (BoS) or statewide CoCs (n=41) are CoCs that are typically composed of multiple rural counties or represent an entire state.

On a Single Night in January 2013

- Nearly 20 percent of homeless people were counted in either Los Angeles (9 percent of total or 53,798) or New York City (11 percent of total or 64,060) on a single night in 2013.
- Major city CoCs accounted for 45 percent of homeless people in the United States (276,178 people).
- The 10 major city CoCs with the largest homeless populations in the country accounted for nearly 30 percent of the nation's homeless population (177,378 people), compared with

6 percent of the national total for smaller city, county, and regional CoCs and 8 percent for BoS or statewide CoCs.

- Just more than 2 in 5 homeless people (41 percent or 247,573) were living in smaller city, county, and regional CoCs.
- Fourteen percent of people experiencing homelessness (86,291) were living in Balance of State (BoS) or statewide CoCs.
- The five major city CoCs with the highest rates of unsheltered homelessness were all located in California with Fresno reporting the highest rate, with more than three-quarters of its homeless population living outdoors.
- Three of the five smaller city, county, and regional CoCs with the highest rates were located in Florida, with Pasco County reporting that nearly 97 percent of its homeless population was unsheltered.
- Georgia BoS had the highest rate of unsheltered homelessness among BoS and statewide CoCs, at nearly 70 percent. Nevada had the second highest rate with two-thirds (65 percent) of its homeless population unsheltered.
- Omaha, NE had the lowest rate of unsheltered homelessness of major city CoCs (1 percent). Boston, Massachusetts and Cleveland, Ohio also reported low rates of unsheltered homelessness (3 percent and 4 percent).
- Many smaller city, county, or regional CoCs reported low rates of unsheltered homelessness, and several reported rates of less than 1 percent (e.g., Northwestern Illinois, Syracuse, New York, and Youngstown, Ohio).
- Massachusetts BoS reported the lowest unsheltered rates of all BoS or statewide CoCs, with only 1 percent of its homeless population living outdoors. Delaware statewide reported just more than 1 percent, and Maine BoS had an unsheltered rate of 2 percent in 2013.

EXHIBIT 1.8: CoCs with the Largest Numbers of Homeless People
By CoC Category, 2013

Major City CoCs		Smaller City, County, and Regional CoCs		Balance of State and Statewide CoCs	
CoC	Total Homeless	CoC	Total Homeless	CoC	Total Homeless
New York City, NY	64,060	Honolulu, HI	4,556	Texas Balance of State	9,082
Los Angeles City & County, CA ¹	53,798	Orlando/Orange, Osceola, Seminole Counties, FL	4,378	Georgia Balance of State	7,651
Seattle/King County, WA	9,106	Santa Rosa/Petaluma/Sonoma County, CA	4,280	Oregon Balance of State	5,525
San Diego City & County, CA	8,879	Santa Ana/Anaheim/Orange County, CA	4,251	Washington Balance of State	4,108
San Jose/Santa Clara City & County, CA	7,631	St. Petersburg/Clearwater/Largo/ Pinellas County, FL	3,913	Indiana Balance of State	3,910
Las Vegas/Clark County, NV	7,356	Watsonville/Santa Cruz City & County, CA	3,536	Ohio Balance of State	3,830
San Francisco, CA	7,008	Pasco County, FL	3,305	North Carolina Balance of State	3,625
District of Columbia	6,865	Nassau, Suffolk Counties/Babylon/Islip/Huntington, NY	3,123	Wisconsin Balance of State	3,610
City of Houston/Harris County, TX	6,359	Riverside City & County, CA	2,978	Arizona Balance of State	2,435
Metropolitan Denver, CO	6,316	Salinas/Monterey, San Benito Counties, CA	2,955	Kentucky Balance of State	2,392

¹ Estimates of homelessness in Los Angeles include 18,274 people identified as “hidden homeless” through telephone surveys.



The 10 major city CoCs with the largest homeless populations in the country accounted for nearly 30 percent of the nation’s homeless population.

Estimates by CoC

Homelessness in the United States

Data source: PIT 2007–2013; Puerto Rico and U.S. territories were excluded. Several CoCs reported large changes that were attributable, in some part, to important methodological changes that occurred between 2012 and 2013. These CoCs were excluded from tables.

EXHIBIT 1.9: CoCs with the Highest and Lowest Rates of Unsheltered Homeless People
By CoC Category, 2013

Major City CoCs			Smaller City, County, and Regional CoCs			Balance of State and Statewide CoCs		
CoC	Total Homeless	% Unsheltered	CoC	Total Homeless	% Unsheltered	CoC	Total Homeless	% Unsheltered
Highest Rates								
Fresno/Madera County, CA	3,131	81.0	Pasco County, FL	3,305	96.8	Georgia Balance of State	7,651	69.5
Los Angeles City & County, CA	53,798	76.0	Columbia, Hamilton, Lafayette, Suwannee Counties, FL	1,278	93.7	Nevada Balance of State	341	64.5
San Jose/Santa Clara City & County, CA	7,631	74.4	San Luis Obispo County, CA	2,357	90.0	Texas Balance of State	9,082	60.8
Long Beach, CA	2,847	66.0	Fort Pierce/St. Lucie, Indian River, Martin Counties, FL	2,240	90.0	Oregon Balance of State	5,525	60.2
San Francisco, CA	7,008	61.6	Gulf Port/Gulf Coast Regional, MS	591	88.0	Oklahoma Balance of State	123	45.2
Lowest Rates								
Omaha/Council Bluffs, NE	1,476	1.2	Rock Island/Moline/Northwestern Illinois	219	0.5	Massachusetts Balance of State	1,413	0.9
Boston, MA	5,881	3.3	Syracuse/Onondaga County, NY	827	0.7	Delaware Statewide	946	1.1
Cleveland/Cuyahoga County, OH	2,129	3.6	Youngstown/Mahoning County, OH	227	0.9	Maine Balance of State	2,191	2.4
Louisville/Jefferson County, KY	1,445	4.4	Waukegan/North Chicago/Lake County, IL	497	1.0	Iowa Balance of State	1,920	3.2
Minneapolis/Hennepin County, MN	3,591	4.6	Yonkers/Mount Vernon/New Rochelle/Westchester, NY	2,054	1.1	Wisconsin Balance of State	3,610	4.7

Changes Over Time

Last year was the first year that HUD included analysis of point-in-time estimates at the CoC-level. Estimates at the CoC-level should be interpreted carefully. Communities are continuously improving their data collection methods, and thus year-to-year comparisons may not perfectly reflect annual changes in homelessness within the community.

- Between 2012 and 2013, homelessness in major city CoCs increased by 4 percent (or nearly 10,000 people). This reflects large increases experienced by Los Angeles and New York City. In fact, when Los Angeles

and New York City are removed from the tabulations, homelessness in major city CoCs declined by 5 percent.

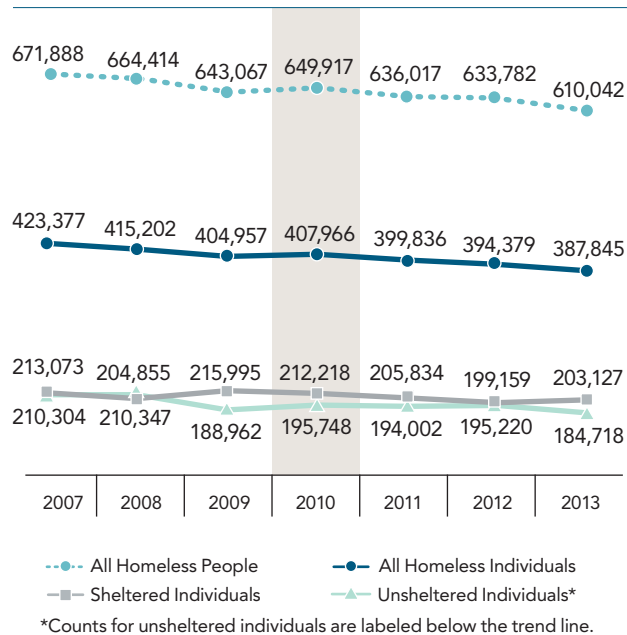
- Los Angeles experienced the largest increase among major cities, reporting 11,445 more homeless people (or 27 percent) in 2013 compared to 2012. New York City reported 7,388 more homeless people (or 13 percent).
- Homelessness in the other geographic types declined between 2012 and 2013. Smaller city, county, and regional CoCs experienced a 7 percent decline over the past year, and BoS or statewide CoCs (rural areas) experienced a 14 percent decrease.



National Estimates Homeless Individuals

Data source: PIT 2007–2013

EXHIBIT 2.1: PIT Estimates of Homeless Individuals
By Sheltered Status, 2007–2013



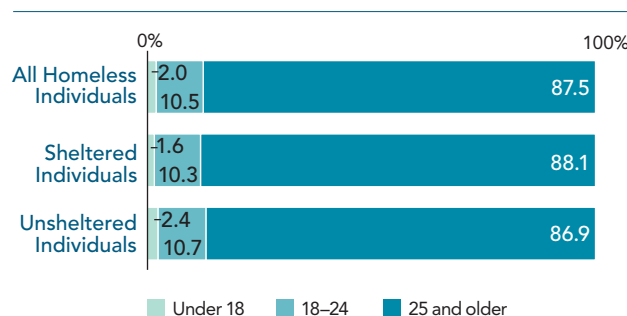
On a Single Night in January 2013

- 387,845 people were homeless as individuals in the United States, representing about 64 percent of all homeless people on a single night.
- Homeless individuals were more likely to be unsheltered than all homeless people. Just under half of homeless individuals (48 percent or 184,718 people) were living in unsheltered locations.
- 203,127 homeless individuals (52 percent) were counted in emergency shelters, transitional housing programs, or safe havens.

Age of Homeless Individuals

- Only 2 percent of homeless individuals were children under the age of 18 in 2013 (6,197). Just fewer than 2 percent of sheltered individuals were under 18, and just over 2 percent of unsheltered individuals were children.
- More than 1 in 10 individuals were between the ages of 18 and 24 (40,727 people). Approximately 10 percent of both sheltered and unsheltered individuals were in this age group.
- Most homeless individuals (88 percent or 339,484 people) were over the age of 25. A slightly higher percentage of sheltered individuals were in this age group (90 percent) and a slightly lower percentage of unsheltered individuals were in this age group (87 percent).

EXHIBIT 2.2: Percent of Homeless Individuals in each Age Category
By Sheltered Status, 2013



Since 2012

- Individual homelessness on a single night declined by almost 2 percent, or 6,534 individuals.
- The overall decline was driven by a decrease in unsheltered individuals, a decline from 2012 of 5 percent, or 10,502 individuals.
- The number of sheltered individuals increased from 2012, by 2 percent or 3,968 individuals.



PROGRESS ON THE FEDERAL STRATEGIC PLAN

Since 2010, the number of homeless individuals has declined by 20,121 people, or 5%. There were 11,030 or 6% fewer unsheltered homeless individuals in 2013 than there were in 2010.

Since 2007

- The number of homeless individuals declined 8 percent, or 35,532 people.
- Nearly three fourths of the overall decrease is attributable to the decline in the number of unsheltered individuals, which declined by more than 12 percent since 2007.
- The number of sheltered individuals decreased by nearly 5 percent.

EXHIBIT 2.3: Change in Numbers of Homeless Individuals 2007–2013

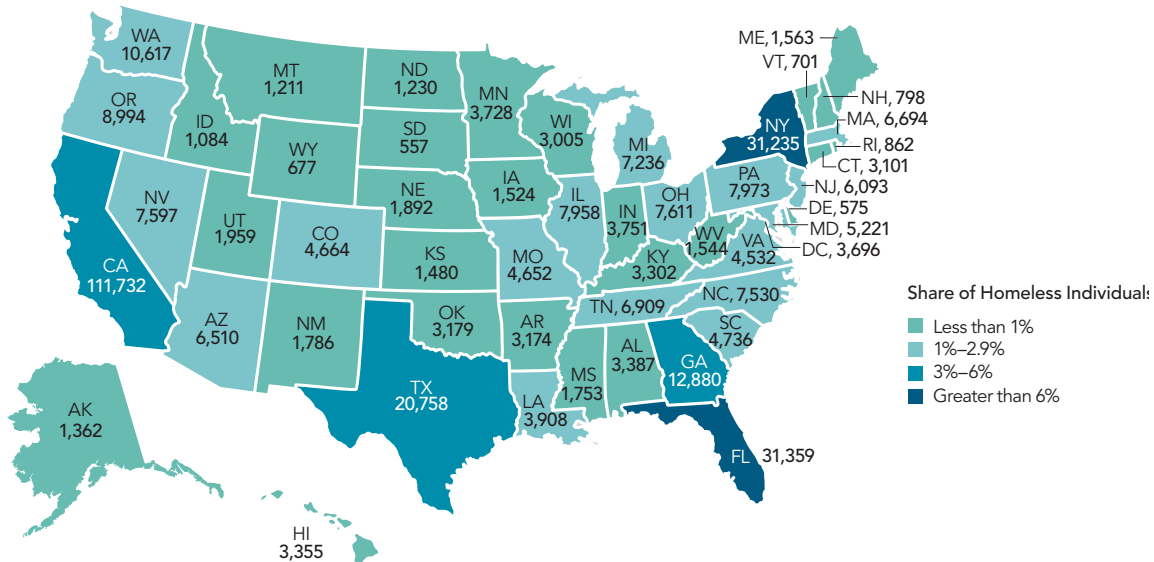
	2012–2013		2007–2013	
	#	%	#	%
Homeless Individuals	-6,534	-1.7	-35,532	-8.4
Sheltered	3,968	2.0	-9,946	-4.7
Unsheltered	-10,502	-5.4	-25,586	-12.2

2 State Estimates Homeless Individuals

Data source: PIT 2007–2013; Puerto Rico and U.S. territories were excluded.

EXHIBIT 2.4: Estimates of Homeless Individuals

By State, 2013



On a Single Night in January 2013

- California accounted for 29 percent of homeless individuals in the United States (111,732 people).
- Four states accounted for half of the nation's homeless individuals: California (29 percent or 111,732 people), Florida (8 percent or 31,359 people), New York (8 percent or 31,235 people), and Texas (5 percent or 20,758 people).
- Some states had high proportions of homeless individuals in unsheltered locations. The five states with the highest rates of unsheltered homeless individuals were: California (76 percent), Hawaii, (66 percent), Mississippi (63 percent), Arkansas (63 percent), and Nevada (62 percent).
- Delaware and Maine had the lowest rates of unsheltered individuals, with 2 percent and 3 percent, respectively. These states also had the lowest rates of unsheltered people overall. Other states with 10 percent or fewer individuals living outdoors include: Nebraska, Iowa and Wisconsin.

Changes Over Time

- Twenty-nine states experienced decreases in the total number of homeless individuals between 2012 and 2013, with the largest decreases in Florida (5,412 people), Georgia (2,483 people), Louisiana (2,414 people), Nevada (1,319 people) and North Carolina (950 people).
- Twenty-one states experienced increases in the total number of homeless individuals between 2012 and 2013. By far, the largest increase was found in California, with 6,044 additional individuals homeless since 2012. Other states with large increases in individual homelessness were: South Carolina (1,409 people), New York (1,102 people), and Pennsylvania (678 people).
- Twenty-six states had decreases in the total number of homeless individuals between 2007 and 2013. The states with the largest decreases by numbers were California (7,000 people), Texas (5,548 people), Arizona (3,510 people), and New Jersey (2,879 people).
- Twenty-four states had increases in the total number of homeless individuals between 2007 and 2013. The top 5 increases were in New York (3,179 people), Missouri (1,316 people), South Carolina (965 people), and Louisiana (935 people).

EXHIBIT 2.5: Highest and Lowest Rates of Unsheltered Homeless Individuals

By State, 2013

State	# of Homeless Individuals	# of Unsheltered Homeless Individuals	% of Homeless Individuals who were Unsheltered
Highest Rates			
California	111,732	85,306	76.4
Hawaii	3,355	2,213	66.0
Mississippi	1,753	1,105	63.0
Arkansas	3,174	1,997	62.9
Nevada	7,597	4,698	61.8
Lowest Rates			
Delaware	575	10	1.7
Maine	1,563	45	2.9
Nebraska	1,892	159	8.4
Iowa	1,524	132	8.7
Wisconsin	3,005	302	10.0

EXHIBIT 2.6: Largest Changes in Homeless Individuals

By State, 2007–2013

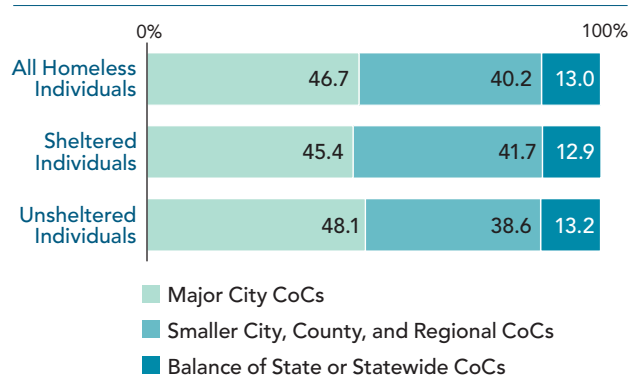
2012–2013			2007–2013		
State	#	%	State	#	%
Largest Increases					
California	6,044	5.7	New York	3,179	11.3
South Carolina	1,409	42.4	Missouri	1,316	39.5
New York	1,102	3.7	South Carolina	965	25.6
Pennsylvania	678	9.3	Louisiana	935	31.5
Indiana	435	13.1	Ohio	741	10.8
Largest Decreases					
Florida	-5,412	-14.7	California	-7,000	-5.9
Georgia	-2,483	-16.2	Texas	-5,548	-21.1
Louisiana	-2,414	-38.2	Arizona	-3,510	-35.0
Nevada	-1,319	-14.8	New Jersey	-2,879	-32.1
North Carolina	-950	-11.2	Washington	-2,672	-20.1

2 Estimates by CoC

Homeless Individuals

Data source: PIT 2007–2013; Puerto Rico and U.S. territories were excluded. Several CoCs reported large changes that were attributable, in some part, to important methodological changes that occurred between 2012 and 2013. These CoCs were excluded from tables.

EXHIBIT 2.7: Homeless Individuals
By CoC Category and Sheltered Status, 2013



On a Single Night in January 2013

- Los Angeles and New York City alone accounted for almost 1 in 5 homeless individuals in the United States, with more than 12 percent counted in Los Angeles and more than 6 percent in New York.
 - Major cities accounted for slightly under half of all homeless individuals (47 percent, or 181,200 people).
 - About 2 of 5 homeless individuals lived in smaller city, county, or regional CoCs (40 percent or 156,039).
 - Thirteen percent of homeless individuals resided in Balance of State (BoS) or statewide CoCs.
 - The 10 major city CoCs with the largest numbers of homeless individuals accounted for nearly 30 percent of the nation's homeless individual population (113,967 people, or 29 percent). In contrast, the 10 largest smaller city, county, and regional CoCs accounted for 6 percent, and the 10 largest BoS or statewide CoCs accounted for 7 percent of all homeless individuals.
- The five major city CoCs with the highest rates of unsheltered homeless individuals were in California, of which the top three—Fresno, San Jose, and Los Angeles—all had unsheltered rates for individual homeless people of greater than 80 percent.
 - Many of the smaller city, county, and regional CoCs with high rates of unsheltered homeless individuals were also in California, which had 14 CoCs with unsheltered individual homeless rates greater than 70 percent. However, CoCs with the highest rates of unsheltered individuals were in Florida. Pasco County, Fort Pierce, and Columbia/Hamilton/Lafayette/Suwannee Counties each reported unsheltered rates of over 90 percent.
 - The BoS or statewide CoCs with the highest rates of unsheltered homeless individuals were in warmer climates. This included Georgia, with an unsheltered rate of 87 percent, and Hawaii with 79 percent.
 - Among major city CoCs, those with the lowest unsheltered rates for homeless individuals were Omaha, Nebraska (2 percent); Cleveland, Ohio (5 percent); and Louisville, Kentucky, (7 percent). The other major cities with individual unsheltered rates lower than 10 percent were Boston, Massachusetts; Milwaukee, Wisconsin; and Minneapolis, Minnesota.
 - Many BoS or statewide CoCs reported low rates of unsheltered homeless individuals. Delaware had the lowest, with a rate of 2 percent. Maine (3 percent) and Massachusetts (5 percent) also had low rates.

Exhibit 2.8: CoCs with the Largest Numbers of Homeless Individuals

By CoC Category, 2013

Major City CoCs		Smaller City, County, and Regional CoCs		Balance of State and Statewide CoCs	
CoC	Total Individuals	CoC	Total Individuals	CoC	Total Individuals
Los Angeles City & County, CA	47,120	Santa Rosa/Petaluma/ Sonoma County, CA	3,829	Texas Balance of State	6,621
New York City, NY	24,459	St. Petersburg/Clearwater/ Largo/Pinellas County, FL	3,188	Georgia Balance of State	5,271
San Diego City & County, CA	7,013	Orlando/Orange, Osceola, Seminole Counties, FL	3,055	Oregon Balance of State	2,978
Las Vegas/Clark County, NV	6,746	Watsonville/Santa Cruz City & County, CA	2,992	Washington Balance of State	2,274
San Jose/Santa Clara City & County, CA	6,564	Santa Ana/Anaheim/ Orange County, CA	2,712	Indiana Balance of State	2,229
San Francisco, CA	6,329	Riverside City & County, CA	2,374	North Carolina Balance of State	2,123
Seattle/King County, WA	5,986	Salinas/Monterey, San Benito Counties, CA	2,292	Ohio Balance of State	2,023
Houston/Harris County, TX	4,794	Honolulu, HI	2,196	Wisconsin Balance of State	1,547
Chicago, IL	3,923	San Luis Obispo County, CA	1,919	Arizona Balance of State	1,448
District of Columbia	3,696	Ft Lauderdale/Broward County, FL	1,900	Kentucky Balance of State	1,316

Los Angeles and New York alone accounted for almost 1 in 5 homeless individuals in the United States.



2 Estimates by CoC

Homeless Individuals

Data source: PIT 2007–2013; Puerto Rico and U.S. territories were excluded. Several CoCs reported large changes that were attributable, in some part, to important methodological changes that occurred between 2012 and 2013. These CoCs were excluded from tables.

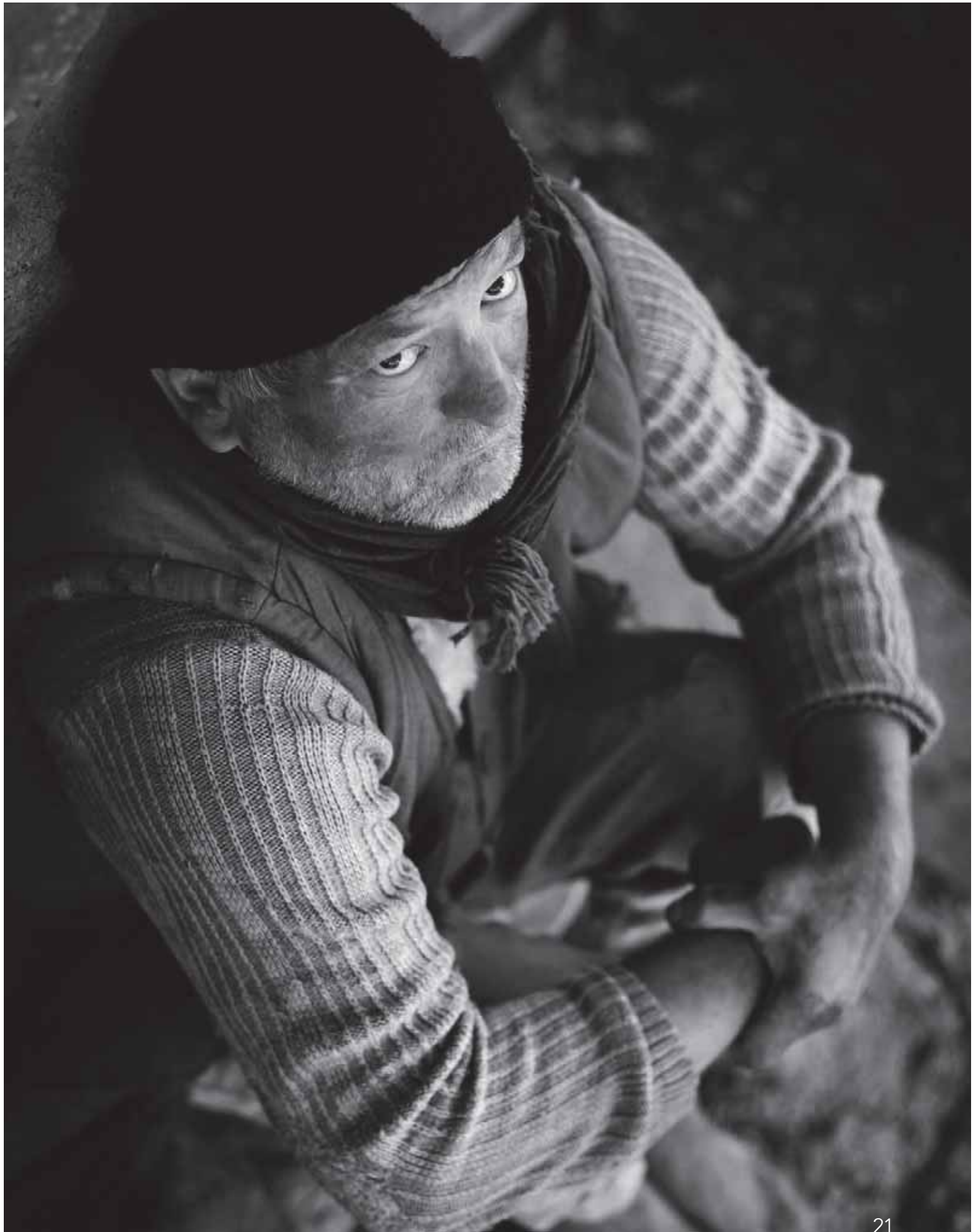
Exhibit 2.9: CoCs with the Highest and Lowest Rates of Homeless Individuals Who Were Unsheltered

By CoC Category, 2013

Major City CoCs			Smaller City, County, and Regional CoCs			Balance of State and Statewide CoCs		
CoC	Total Individuals	% Unsheltered	CoC	Total Individuals	% Unsheltered	CoC	Total Individuals	% Unsheltered
Highest Rates								
Fresno/ Madera County, CA	2,421	88.2	Pasco County, FL	1,653	96.2	Georgia Balance of State	5,271	87.0
San Jose/Santa Clara City & County, CA	6,564	85.6	Fort Pierce/ St. Lucie, Indian River, Martin Counties, FL	866	95.6	Nevada Balance of State	262	76.0
Los Angeles City & County, CA	47,120	82.3	Columbia, Hamilton, Lafayette, Suwannee Counties, FL	783	92.9	Texas Balance of State	6,621	71.2
Oakland/ Alameda County, CA	2,922	72.5	San Luis Obispo County, CA	1,919	92.6	Oregon Balance of State	2,978	61.1
Long Beach, CA	2,322	69.9	Gulf Port/ Gulf Coast Regional, MS	405	92.1	Arizona Balance of State	1,448	60.3
Lowest Rates								
Omaha/ Council Bluffs, NE	1,011	1.7	Rock Island/Moline/ Northwestern Illinois	122	0.8	Delaware Statewide	575	1.7
Cleveland/Cuyahoga County, OH	1,530	5.0	Syracuse/ Onondaga County, NY	656	0.9	Maine Balance of State	989	3.5
Louisville/Jefferson County, KY	950	6.6	Waukegan/ North Chicago/ Lake County, IL	337	1.5	Massachusetts Balance of State	243	4.9
Boston, MA	2,541	7.6	Somerset County, NJ	197	1.5	Iowa Balance of State	833	7.1
Milwaukee City & County, WI	867	9.7	Portland, ME	574	1.7	Wisconsin Balance of State	1,547	7.7

Changes Over Time

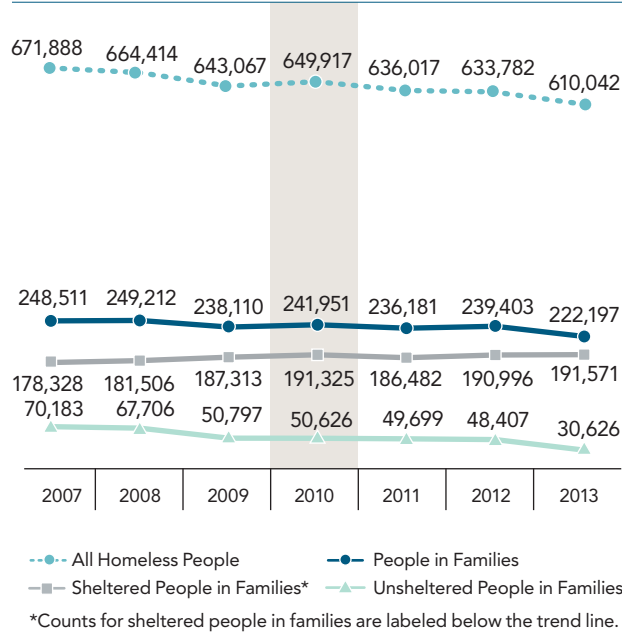
- Between 2012 and 2013, the number of homeless individuals in major city CoCs has increased by nearly 5 percent. Meanwhile, the number of homeless individuals declined by 7 percent in smaller city, county, and regional CoCs and by 4 percent in BoS or statewide CoCs.
- Between 2012 and 2013, the number of individuals in shelter increased in each CoC category. In major cities, sheltered individuals increased by 1,481 or less than 2 percent. In BoS or statewide CoCs, the number of sheltered individuals increased by 1,151 or nearly 5 percent. And in smaller city, county, and regional CoCs the number of sheltered individuals increased by 2,161 or 3 percent.
- Unsheltered homeless individuals increased in major cities in 2012. In 2013, there were 6,549 (8 percent) more unsheltered individuals in major city CoCs. The number declined both in smaller city, county, and regional CoCs (by 13,499 people or 16 percent) and in BoS or statewide CoCs (by 2,994 or 11 percent).



3 National Estimates Homelessness among Families

Data source: PIT 2007–2013

EXHIBIT 3.1: PIT Estimates of Homeless People in Families
By Sheltered Status, 2007–2013



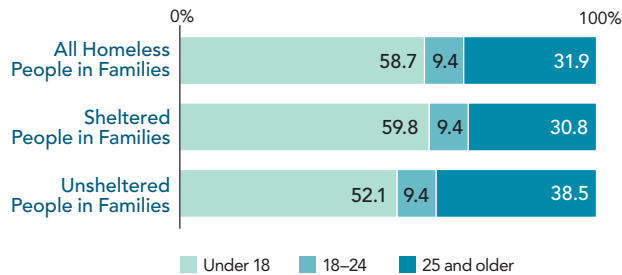
On a Single Night in January 2013

- There were 222,197 homeless people in 70,960 families, representing 36 percent of all homeless people on a single night.
- People in families comprised nearly 50 percent of the total sheltered homeless population.
- People in families were much more likely to be sheltered (86 percent) than unsheltered (14 percent).

Age of Homeless People in Families, 2013

- Fifty-eight percent of all homeless people in families were under the age of 18. The same proportion of sheltered people in families were children, and a slightly smaller share of unsheltered people in families was under 18 (52 percent or 15,953 people).
- A similar share of people in families was between the ages of 18 and 24 across sheltered status (about 10 percent).
- Just less than one-third (32 percent) of homeless people in families were 25 years of age or older.

EXHIBIT 3.2: Percent of Homeless People in Families in each Age Category
By Sheltered Status, 2013



Since 2012

- The number of homeless people in families declined by 7 percent (17,206 people).
- The number of family households has also declined by 6,197 households or 8 percent.
- The decline in the number of unsheltered people in families is entirely responsible for the overall decline. In 2012, the number of unsheltered people in families decreased by 37 percent (or 17,781 people). Since 2011 (the last mandatory unsheltered count), the number of unsheltered people in families declined by 38 percent or 19,073 people.
- The number of sheltered people in families increased by 575 people, or 0.3 percent.



PROGRESS ON THE FEDERAL STRATEGIC PLAN

Since 2010, there were 19,754 fewer homeless people in families on a single night. The decline was most pronounced among unsheltered people in families, which decreased by 20,000 people in families (or nearly 40%). However, the number of sheltered people in families has risen slightly since 2010, by 246 or less than 1%.

Since 2007

- The number of homeless people in families has declined by 11 percent (or 26,314). This decrease was composed entirely of unsheltered people in families.
- The number of homeless family households declined by 12,975 households or 16 percent.
- The number of unsheltered people in families has decreased each year for the last 6 years. Since 2007, the number of unsheltered people in families has declined by 56 percent (or 39,557 people).
- The number of sheltered people in families has increased by 7 percent or 13,243 people.

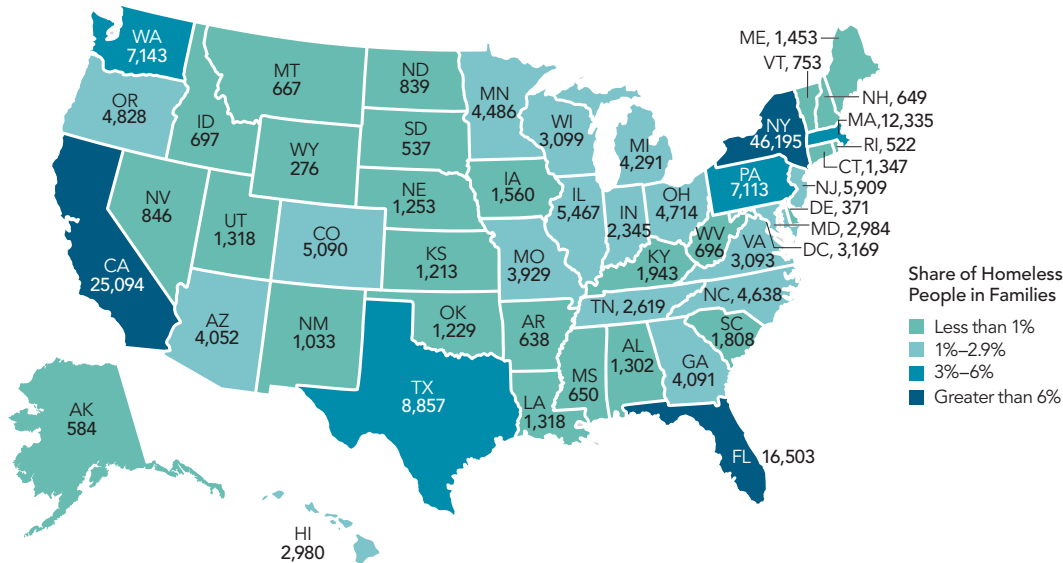
EXHIBIT 3.3: Change in Numbers of Homeless People in Families 2007–2013

	2012–2013		2007–2013	
	#	%	#	%
Homeless People in Families	-17,206	-7.2	-26,314	-10.6
Sheltered	575	0.3	13,243	7.4
Unsheltered	-17,781	-36.7	-39,557	-56.4
Family Households	-6,197	-8.0	-12,975	-15.5

3 State Estimates Homelessness among Families

Data source: PIT 2007–2013; Puerto Rico and U.S. territories were excluded.

**EXHIBIT 3.4: Estimates of Family Homelessness
By State, 2013**



On a Single Night in 2013

- One in five homeless people in families were counted in New York (21 percent or 46,195).
- Nearly 50 percent of all homeless people in families were counted in five states: New York (46,195 or 21 percent), California (25,094 or 11 percent), Florida (16,503 or 7 percent), Massachusetts (12,335 or 6 percent), and Texas (8,857 or 4 percent).
- Twenty-nine states each accounted for less than 1 percent of all homeless people in families.
- More than half of homeless people in families in Florida (56 percent) were counted in unsheltered locations. Other states with at least one-third of homeless people in families living in unsheltered locations were Oregon (41 percent), South Carolina (41 percent), Tennessee (36 percent), and Mississippi (33 percent).

Changes Over Time

- Seventeen states experienced increases in the number of homeless people in families between 2012 and 2013. New York (6,762) and Massachusetts (1,123) experienced the largest increases of homeless people in families.

- Since 2012, most states experienced declines in the number of homeless people in families, some considerable. Colorado experienced the largest decline, with 6,577 or 56 percent fewer homeless people in families. Other states with large declines were: Texas (4,452), Washington (2,088), Florida (1,896), and Missouri (1,453).
- Since 2007, 24 states and District of Columbia have experienced increases in family homelessness. The largest increases were again experienced in New York and Massachusetts. New York's family homeless population has increased by 11,650 people or 34 percent since 2007. In Massachusetts, 5,500 more people in families were homeless on a given night in 2013 compared to 2007.
- Twenty-six states had decreases in family homelessness over the past 6 years. In California, there were 15,906 fewer homeless people in families, a decline of 39 percent. Other states with large declines were: Texas (4,625), Georgia (3,027), Washington (2,947), and Oregon (2,891).

EXHIBIT 3.5: Highest and Lowest Rates of Unsheltered People in Families
By State, 2013

State	# of Homeless People in Families	# of Unsheltered People in Families	% of Homeless People in Families who were Unsheltered
Highest Rates			
Florida	16,503	9,163	55.5
Oregon	4,828	1,998	41.4
South Carolina	1,808	736	40.7
Tennessee	2,619	930	35.5
Mississippi	650	215	33.1
Lowest Rates			
District of Columbia	3,169	0	0.0
Delaware	371	0	0.0
Iowa	1,560	2	0.1
New York	46,195	136	0.3
Massachusetts	12,335	39	0.3

EXHIBIT 3.6: Largest Changes in Homeless People in Families
By State, 2007–2013

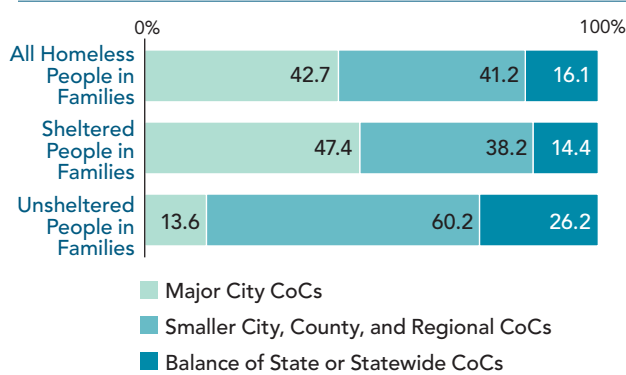
2012–2013			2007–2013		
State	#	%	State	#	%
Largest Increases					
New York	6,762	17.1	New York	11,650	33.7
Massachusetts	1,123	8.7	Massachusetts	5,500	80.5
Maine	347	31.4	District of Columbia	1,566	97.7
Minnesota	282	6.7	Florida	1,474	9.8
Vermont	246	48.5	North Carolina	1,227	36.0
Largest Decreases					
Colorado	-6,577	-56.4	California	-15,906	-38.8
Texas	-4,452	-33.5	Texas	-4,625	-34.3
Washington	-2,088	-22.6	Georgia	-3,027	-42.5
Florida	-1,896	-10.3	Washington	-2,947	-29.2
Missouri	-1,453	-27.0	Oregon	-2,891	-37.5

3 Estimates by CoC

Homelessness among Families

Data source: PIT 2007–2013; Puerto Rico and U.S. territories were excluded. Several CoCs reported large changes that were attributable, in some part, to important methodological changes that occurred between 2012 and 2013. These CoCs were excluded from tables.

EXHIBIT 3.7: Homeless People in Families
By CoC Category and Sheltered Status, 2013



On a Single Night in January 2013

- Forty-three percent of homeless people in families (or 94,978) were located in major cities. The share of people in families located in smaller city, county, and regional CoCs was 41 percent or 91,534 people. Sixteen percent of people in families were located in BoS or statewide CoCs (or 35,685).
- Major cities sheltered a very high percentage of homeless people in families; 96 percent were sheltered, and 4 percent were unsheltered. The rates drop for the other two geographic categories. In smaller city, county and regional CoCs, 80 percent of homeless people in families were sheltered, and in BoS and statewide CoCs, 78 percent were sheltered.
- By far, New York City had the largest number of homeless people in families in the United States—nearly 1 in 5 homeless people in families (39,601 people or 18 percent) were living there in 2013. Los Angeles accounted for the next highest share, and accounted for 3 percent of homeless people in families (or 6,678).

- Honolulu had the largest number of homeless people in families among smaller city, county, or regional CoCs with 2,360 people, accounting for 52 percent that city’s homeless population. Other CoCs in this group with high numbers of homeless families are Nassau and Suffolk counties in New York (2,107 people), Springfield, Massachusetts (1,722), and Pasco County, Florida (1,652).
- Oregon BoS (2,547), Texas BoS (2,461), and Georgia BoS (2,380) had the largest numbers of homeless people in families among CoCs in the BoS and statewide category.
- Four out of five of the major city CoCs with the highest rates of unsheltered people in families were located in California, with just more than 56 percent of homeless people in families in Fresno living outdoors.
- Three smaller city, county, and regional CoCs had rates of unsheltered people in families greater than 90 percent (Pasco County, Florida; Columbia, Hamilton, Lafayette, Suwannee Counties, Florida; and Norwest North Carolina). The BoS or statewide CoCs with the highest rates of unsheltered people in families were Oregon BoS (59 percent) and Oklahoma BoS (52 percent).
- Several major city CoCs reported no unsheltered people in families, including: Omaha, Nebraska; Cleveland, Ohio; Louisville, Kentucky; Boston, Massachusetts; and New York City. Many smaller city, county, and regional CoCs reported no unsheltered people in families as well, including: Northwest, Illinois; Syracuse, New York; Portland, Maine; Waukegan/North Chicago, Illinois; and Youngstown, Ohio. Delaware BoS and Massachusetts BoS also reported no unsheltered homeless people in families.

EXHIBIT 3.8: CoCs with the Largest Numbers of Homeless People in Families

By CoC Category, 2013

Major City CoCs		Smaller City, County, and Regional CoCs		Balance of State or Statewide CoCs	
CoC	# of People in Families	CoC	# of People in Families	CoC	# of People in Families
New York City, NY	39,601	Honolulu, HI	2,360	Oregon Balance of State	2,547
Los Angeles City & County, CA	6,678	Nassau, Suffolk Counties/Babylon	2,107	Texas Balance of State	2,461
Metropolitan Denver, CO	3,707	Springfield, MA	1,722	Georgia Balance of State	2,380
Boston, MA	3,340	Pasco County, FL	1,652	Wisconsin Balance of State	2,063
District of Columbia	3,169	Santa Ana/Anaheim/Orange County, CA	1,539	Washington Balance of State	1,834
Seattle/ King County, WA	3,120	Fort Pierce/St. Lucie, Indian River, Martin Counties, FL	1,374	Ohio Balance of State	1,807
Philadelphia, PA	2,575	Yonkers/Mount Vernon/New Rochelle/Westchester, NY	1,346	Indiana Balance of State	1,681
Phoenix/Mesa/ Maricopa County Regional, AZ	2,429	Orlando/Orange, Osceola, Seminole Counties, FL	1,323	North Carolina Balance of State	1,502
Chicago, IL	2,353	Elizabeth/Union County, NJ	1,122	Maine Balance of State	1,202
Minneapolis/ Hennepin County, MN	1,968	Fort Walton Beach/Okaloosa, Walton Counties, FL	1,091	Massachusetts Balance of State	1,170

Changes Over Time

- Between 2012 and 2013, the number of homeless people in families increased by 2 percent (or 1,957) in major city CoCs. Meanwhile, the number of homeless people in families in smaller city, county, and regional CoCs declined by 7 percent (or 7,146), and declined by 25 percent (or 11,786) in BoS or statewide CoCs.
- Between 2012 and 2013, sheltered homelessness among families decreased in smaller city, county, and regional CoCs by 4 percent (or 2,928) and BoS or statewide CoCs by 1 percent (or 368). In major cities, however, the number of sheltered people in families increased by 5 percent (or 3,967).

Major cities sheltered 96% of homeless people in families.

- The number of homeless people in families that were unsheltered has declined considerably in all three geographic categories between 2012 and 2013. In major cities it has decreased by 2,010 people or 33 percent. In smaller city, county, and regional CoCs, unsheltered family homelessness declined by 4,218 people or 19 percent, and in BoS or statewide CoCs by 11,418 people or 59 percent. However, in recent years many BoS or statewide CoCs have changed their enumeration methods to better account for the large geographic region, which could have affected the numbers considerably.

3 Estimates by CoC

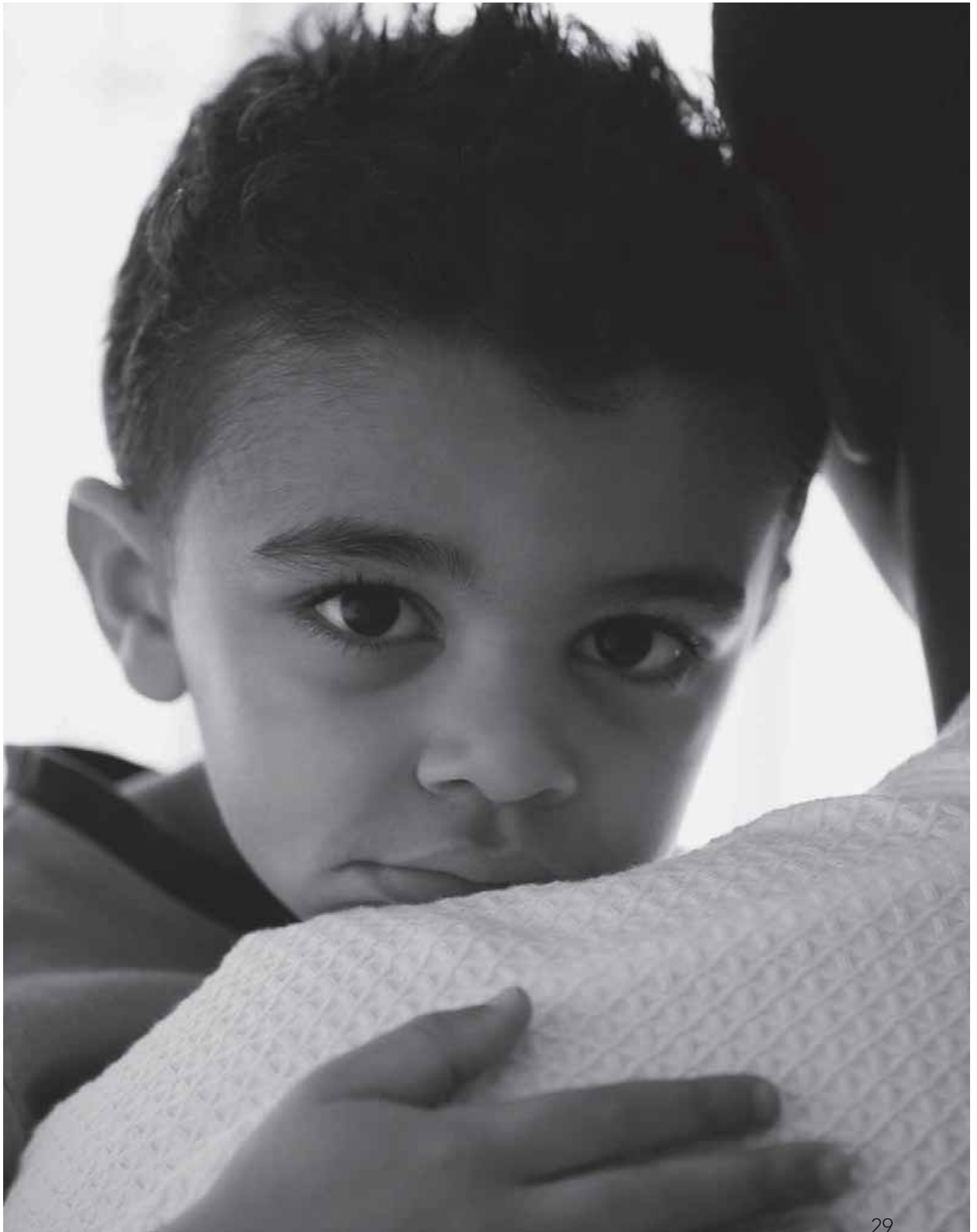
Homelessness among Families

Data source: PIT 2007–2013; Puerto Rico and U.S. territories were excluded. Several CoCs reported large changes that were attributable, in some part, to important methodological changes that occurred between 2012 and 2013. These CoCs were excluded from tables.

EXHIBIT 3.9: CoCs with the Highest and Lowest Rates of Homeless People in Families Who Were Unsheltered
By CoC Category, 2013

Major City CoCs			Smaller City, County, and Regional CoCs			Balance of State and Statewide CoCs		
CoC	Total Homeless People in Families	% Unsheltered	CoC	Total Homeless People in Families	% Unsheltered	CoC	Total Homeless People in Families	% Unsheltered
Highest Rates								
Fresno/Madera County, CA	710	56.6	Pasco County, FL	1,652	97.5	Oregon Balance of State	2,547	59.2
Long Beach, CA	525	49.0	Columbia, Hamilton, Lafayette, Suwannee Counties, FL	495	95.0	Oklahoma Balance of State	117	52.1
Los Angeles City & County, CA	6,678	31.0	Northwest North Carolina	591	90.5	South Dakota Statewide	537	32.8
Oakland/Alameda County, CA	1,342	16.2	Alachua, Putnam Counties, FL	644	87.3	Alabama Balance of State	333	32.7
Jacksonville-Duval, Clay Counties, FL	830	14.7	Fort Pierce/St. Lucie, Indian River, Martin Counties, FL	1,374	86.6	Texas Balance of State	2,461	32.7
Lowest Rates								
Omaha/Council Bluffs, NE	465	0.0	Rock Island/Moline/Northwestern Illinois	97	0.0	Delaware Statewide	371	0.0
Cleveland/Cuyahoga County, OH	599	0.0	Syracuse/Onondaga County, NY	171	0.0	Massachusetts Balance of State	1,170	0.0
Louisville/Jefferson County, KY	495	0.0	Waukegan/North Chicago/Lake County, IL	160	0.0	Iowa Balance of State	1,087	0.2
Boston, MA	3,340	0.0	Portland, ME	251	0.0	Kansas Balance of State	496	1.0
New York City, NY	39,601	0.0	Youngstown/Mahoning County, OH	129	0.0	Maine Balance of State	1,202	1.4

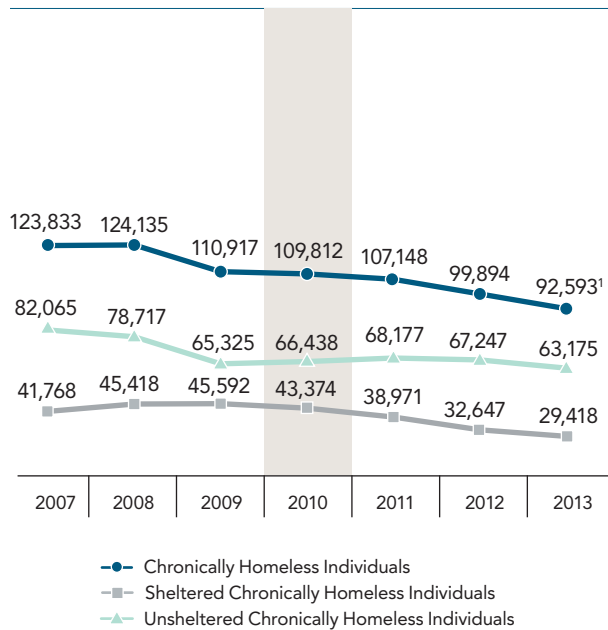
- Between 2012 and 2013, the share of people in families in major city CoCs that were unsheltered declined. In 2012, approximately 6 percent of people in families were counted outdoors compared to 4 percent in 2013.
- Smaller city, county, and regional CoCs also experienced declines in rates of unsheltered family homelessness. In 2012, 23 percent of homeless people in families were unsheltered compared to 20 percent in 2013.
- BoS and statewide CoCs experienced a more drastic shift. In 2012, 41 percent of people in families were unsheltered compared to 23 percent in 2013. This is likely due to improving enumeration methods among BoS and statewide CoCs.



National Estimates Chronically Homeless People

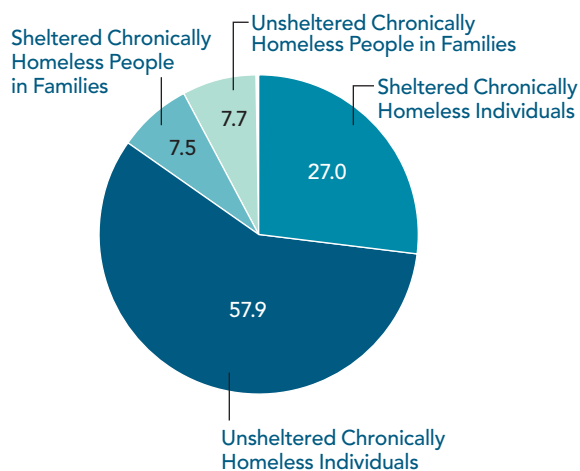
Data source: PIT 2007–2013

EXHIBIT 4.1: PIT Estimates of Chronically Homeless People 2007–2013



¹ Excludes chronically homeless people in families

EXHIBIT 4.2: Chronically Homeless People By Household Type and Sheltered Status, 2013



On a Single Night in January 2013

- 109,132 people were chronically homeless in the United States. Nearly 85 percent (or 92,593 people) were chronically homeless as individuals and about 15 percent (or 16,539) were people in families.
- Two-thirds (or 71,564) were counted in unsheltered locations. The remaining one-third (37,568 people) were counted in emergency shelters or safe havens.
- Unsheltered chronically homeless individuals accounted for 58 percent of all chronically homeless people. Sheltered individuals were 27 percent of the entire chronically homeless population. The remaining 15 percent was evenly divided between unsheltered and sheltered families.

Changes Over Time

In 2012, communities began submitting information on the number of chronically homeless people who were homeless as part of a family. While many CoCs reported these data last year, the data were considered incomplete. PIT data from 2013 provide a baseline estimate of the number of chronically homeless people in families. While the section includes families in the analysis, they are excluded from any discussion of year-to-year changes.

- Chronic homelessness (among individuals) declined by 7 percent, or 7,301 people, between 2012 and 2013.
- The number of sheltered chronically homeless individuals declined by nearly 10 percent or 3,229 people, and the number of unsheltered chronically homeless individuals declined by 6 percent or 4,072 people between 2012 and 2013.

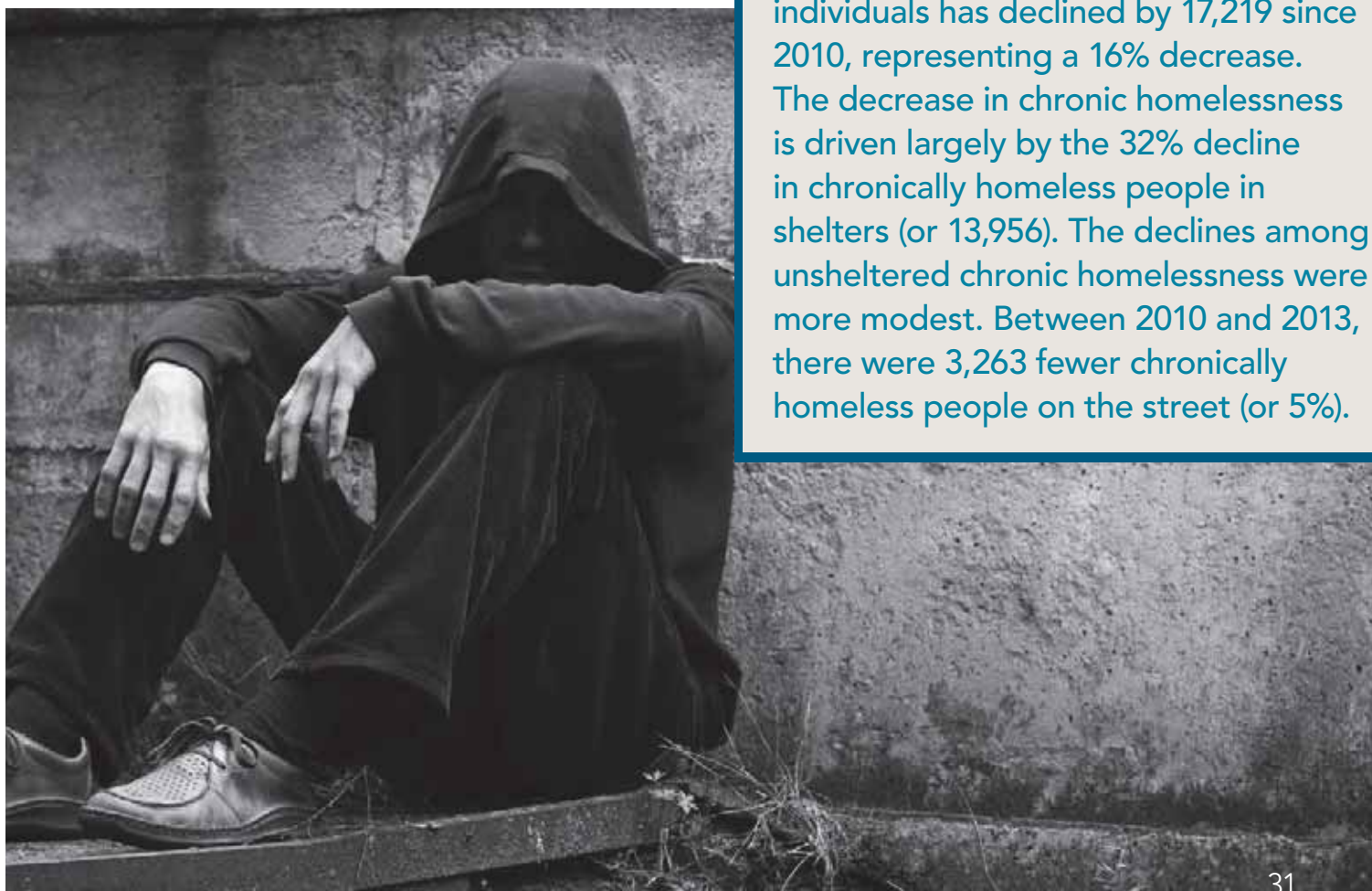
**EXHIBIT 4.3: Change in Numbers of Chronically Homeless Individuals
2007–2013**

	2012–2013		2007–2013	
	#	%	#	%
Chronically Homeless Individuals	-7,301	-7.3	-31,240	-25.2
Sheltered	-3,229	-9.9	-12,350	-29.6
Unsheltered	-4,072	-6.1	-18,890	-23.0

- Since 2007, chronic homelessness among individuals has declined by 25 percent (or 31,240), from 123,833 to 92,593 people. The number of sheltered chronically homeless individuals declined by nearly 30 percent, or 12,350 people. The number of unsheltered chronically homeless individuals declined by 23 percent or 18,890 people.
- In addition, the share of homeless individuals who were chronically homeless has declined from 29 percent in 2007 to 24 percent in 2013.

PROGRESS ON THE FEDERAL STRATEGIC PLAN

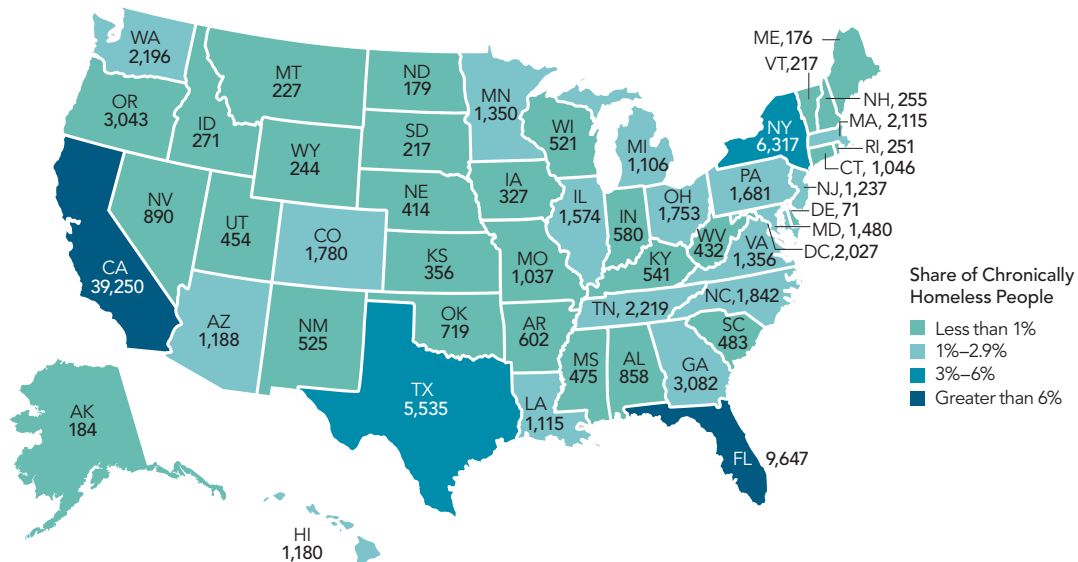
The number of chronically homeless individuals has declined by 17,219 since 2010, representing a 16% decrease. The decrease in chronic homelessness is driven largely by the 32% decline in chronically homeless people in shelters (or 13,956). The declines among unsheltered chronic homelessness were more modest. Between 2010 and 2013, there were 3,263 fewer chronically homeless people on the street (or 5%).



State Estimates Chronically Homeless People

Data source: PIT 2007–2013; Puerto Rico and U.S. territories were excluded.

**EXHIBIT 4.4: Estimates of Chronically Homeless People
By State, 2013**



On a Single Night in January 2013

- Thirty-six percent of the nation's chronically homeless population was located in California.
- More than half of the nation's chronically homeless population was counted in three states: California (39,250 or 36 percent), Florida (9,647 or 9 percent), and New York (6,317 or 6 percent).
- Many states had high rates of chronic homelessness, compared to the national rate of 17 percent. Thirty percent of homeless people in the District of Columbia were chronically homeless. California also had a high rate, with 29 percent.
- Maine had the lowest rate of chronic homelessness in 2013, with only 6 percent. Other states with low rates of chronic homelessness were: South Carolina (7 percent), Delaware (8 percent), New York (8 percent), and Wisconsin (9 percent).
- Some states had high percentages of families among their chronic homeless population. Nationally, families represent 15 percent of the nation's chronically homeless population, but families made up 46 percent of the chronic homeless population in South Dakota. Other states with high rates include: New York (36 percent), Missouri (33 percent), Minnesota (32 percent), and Idaho (29 percent).
- In California, Mississippi, and Florida more than 80 percent of chronically homeless people were unsheltered.
- Fewer than 20 percent of chronically homeless people were counted in unsheltered locations in Maine (0 percent), Delaware (4 percent), Nebraska (17 percent), and Massachusetts (19 percent).



EXHIBIT 4.5: Highest and Lowest Rates of Unsheltered Chronically Homeless People
By State, 2013

State	# of Chronically Homeless People	# of Unsheltered Chronically Homeless People	% of Chronically Homeless who were Unsheltered
Highest Rates			
California	39,250	33,999	86.6
Mississippi	475	407	85.7
Florida	9,647	7,774	80.6
Louisiana	1,115	870	78.0
Hawaii	1,180	907	76.9
Lowest Rates			
Maine	176	0	0.0
Delaware	71	3	4.2
Nebraska	414	72	17.4
Massachusetts	2,115	400	18.9
Iowa	327	69	21.1

State Estimates

Chronically Homeless People

Data source: PIT 2007–2013; Puerto Rico and U.S. territories were excluded. Several CoCs reported large changes that were attributable, in some part, to important methodological changes that occurred between 2012 and 2013. These CoCs were excluded from tables.

EXHIBIT 4.6: Largest Changes in Chronically Homeless Individuals
By State, 2013

2012–2013			2007–2013		
State	#	%	State	#	%
Largest Increases					
California	1,964	5.9	Louisiana	453	80.6
Arkansas	204	56.5	Florida	315	4.2
Oklahoma	136	28.3	Hawaii	253	32.5
Hawaii	121	13.3	Georgia	229	9.2
New Jersey	121	13.7	Kansas	145	91.2
Largest Decreases					
Louisiana	-1,728	-63.0	California	-8,300	-19.0
Texas	-1,345	-22.0	Texas	-3,161	-39.9
Nevada	-1,112	-55.7	New York	-2,431	-37.5
Florida	-904	-10.4	Arizona	-1,740	-62.1
Illinois	-676	-32.5	New Jersey	-1,523	-60.3

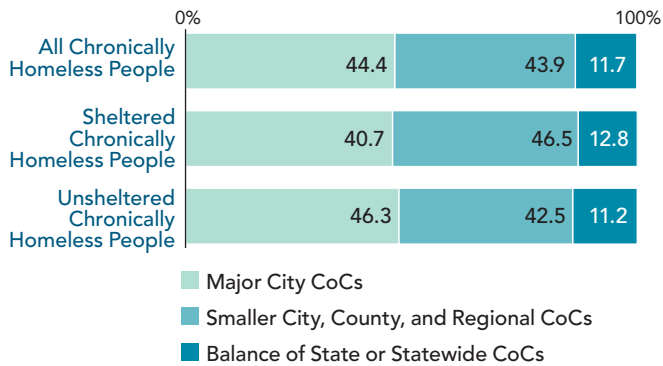
Changes Over Time

- Fourteen states experienced increases in chronic homeless individuals between 2012 and 2013. California had the largest increase by far, with 1,964 more chronically homeless individuals over the last year. Other states with large increases include: Arizona (204), Oklahoma (136), Hawaii (121), and New Jersey (121).
- Between 2012 and 2013, 35 states and the District of Columbia experienced decreases in the number of chronically homeless individuals. The largest decreases in chronic homelessness occurred in Louisiana (1,728), Texas (1,345), and Nevada (1,112). Florida and Illinois also experienced large decreases (904 and 676, respectively).
- More than three-quarters of states (39 states) experienced declines in chronic homelessness since communities began collecting and reporting these data. While California had the largest increase in chronic homelessness over a single year, it has had the largest decrease since 2007 (8,300 people). Other states with large declines over the 6 year period include: Texas (3,161), New York (2,431), Arizona (1,740), and New Jersey (1,523).
- Since 2007, 10 states and the District of Columbia have had increases in the number of chronically homeless individuals. Louisiana has had the largest increase, with 453 additional chronically homeless individuals. Other states with the largest increases include: Florida (315), Hawaii (253), Georgia (229), and Kansas (145).

Estimates by CoC Chronically Homeless People

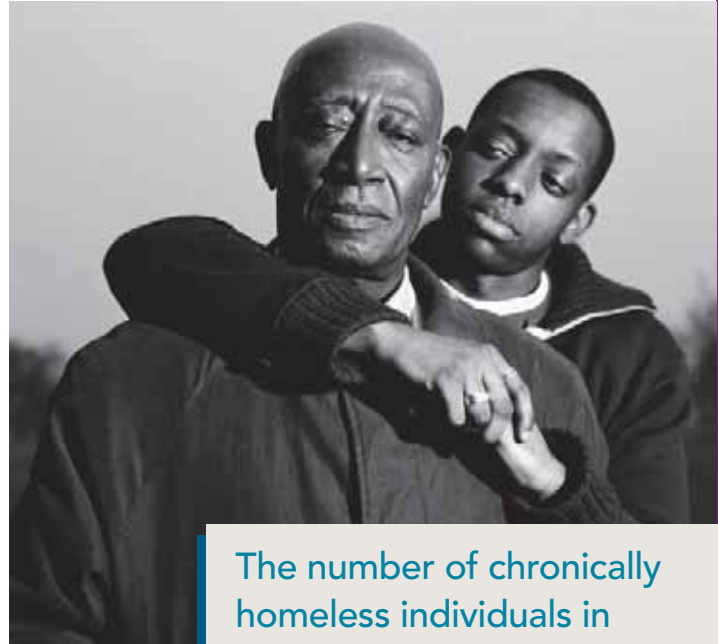
Data source: PIT 2007–2013; Puerto Rico and U.S. territories were excluded.

EXHIBIT 4.7: Chronically Homeless People By CoC Category and Sheltered Status, 2013



On a Single Night in January 2013

- Major city CoCs accounted for 44 percent of all chronically homeless people. Smaller city, county and regional CoCs also accounted for another 44 percent of chronically homeless people, and BoS or statewide CoCs accounted for 12 percent of chronically homeless people.
- The locations of chronically homeless people differed somewhat by sheltered status. Smaller city, county, and regional CoCs accounted for a larger share of sheltered chronically homeless people (47 percent) compared to major city CoCs (41 percent) and BoS or statewide (13 percent). Major city CoC accounted for a larger share of unsheltered chronically homeless people (46 percent) than smaller city, county, and regional CoCs (43 percent) and BoS or statewide (11 percent).
- Los Angeles had the largest number of chronically homeless people (14,480 people) with nearly 10,000 more chronically homeless people than the CoC with the second largest number (New York City with 4,328 chronically homeless people). Los Angeles accounted for nearly 14 percent of all chronically homeless people and 15 percent of chronically homeless individuals.



The number of chronically homeless individuals in all three CoC categories declined over the past year.

- In three major city CoCs, all located in California, more than 90 percent of the chronic homeless population was unsheltered.
- Nine smaller city, county, and regional CoCs had rates of unsheltered homelessness of 100 percent. Georgia BoS and Texas BoS had rates of unsheltered homelessness greater than 75 percent.
- Among major city CoCs, Raleigh, North Carolina had the lowest rate of unsheltered chronic homelessness (4 percent). Portland, Maine, Sullivan County, New York, Quincy, Massachusetts, and Somerset County, New Jersey had no unsheltered chronically homeless people in January 2013². Maine BoS was the only BoS or statewide CoC to have no unsheltered chronically homeless people.

² Six other CoCs had unsheltered rates of 0 percent, but were excluded from the table due to methodology changes or small counts of chronically homeless people (less than 10).

Estimates by CoC

Chronically Homeless People

Data source: PIT 2007–2013; Puerto Rico and U.S. territories were excluded. Several CoCs reported large changes that were attributable, in some part, to important methodological changes that occurred between 2012 and 2013. These CoCs were excluded from tables.

EXHIBIT 4.8: CoCs with the Largest Numbers of Chronically Homeless People
2013

Major City CoCs		Smaller City, County, and Regional CoCs		Balance of State or Statewide CoCs	
CoC	Total Chronically Homeless	CoC	Total Chronically Homeless	CoC	Total Chronically Homeless
Los Angeles City & County, CA	14,840	Orlando/Orange, Osceola, Seminole Counties, FL	1,577	Texas Balance of State	1,863
New York City, NY	4,328	Pasco County, FL	1,200	Georgia Balance of State	1,136
San Diego City & County, CA	2,531	Santa Rosa/Petaluma/Sonoma County, CA	1,168	Oregon Balance of State	901
San Jose/Santa Clara City & County, CA	2,518	Riverside City & County, CA	1,117	Washington Balance of State	701
San Francisco, CA	2,093	Salinas/Monterey, San Benito Counties, CA	1,038	North Carolina Balance of State	636
District of Columbia	2,027	Watsonville/Santa Cruz City & County, CA	989	Colorado Balance of State	579
Houston/Harris County, TX	1,309	Santa Maria/Santa Barbara County, CA	913	Connecticut Balance of State	430
Portland-Gresham-Multnomah County, OR	1,150	Daly/San Mateo County, CA	889	Indiana Balance of State	360
Long Beach, CA	1,112	Santa Ana/Anaheim/Orange County, CA	829	Kentucky Balance of State	356
Oakland/Alameda County, CA	1,054	Honolulu, HI	785	Ohio Balance of State	330

Changes Over Time

- The number of chronically homeless individuals in all three CoC categories declined over the past year. Between 2012 and 2013, chronic homelessness among individuals in major cities decreased by 1 percent (or 510 people). In major cities, the overall decline was driven by declines in sheltered chronic homelessness (1,626 or 12 percent). The number of unsheltered chronically homeless people increased by 4 percent over the past year in major cities (1,116 people).
- In smaller city, county, and regional CoCs, the number of chronically homeless individuals declined by 11 percent over the past year (or 4,786 people). Both sheltered and unsheltered

chronic homelessness in this CoC category was lower in 2013 than it was in 2012, with decreases of 12 percent among unsheltered and 9 percent among sheltered chronically homeless people.

- In BoS or statewide CoCs, the number of chronically homeless individuals declined by 14 percent, or by 1,536 people between 2012 and 2013. This decline is almost entirely a decline in unsheltered individuals. In the last year, there were 1,563 fewer chronically homeless individuals in BoS or statewide CoCs (or 20 percent). At the same time, in these CoCs sheltered chronic homelessness among individuals increased by less than 1 percent (or 27 people).

EXHIBIT 4.9: CoCs with the Highest and Lowest Rates of Chronically Homeless People Who Were Unsheltered

By CoC Category, 2013

Major City CoCs			Smaller City, County, and Regional CoCs			Balance of State and Statewide CoCs		
CoC	Total Chronically Homeless	% Unsheltered	CoC	Total Chronically Homeless	% Unsheltered	CoC	Total Chronically Homeless	% Unsheltered
Highest Rates								
Fresno/Madera County, CA	793	94.5	East Saint Louis/Belleville/Saint Clair County, IL	24	100.0	Georgia Balance of State	1,136	85.1
Los Angeles City & County, CA	14,840	92.0	Winterhaven/ Polk County, FL	20	100.0	Texas Balance of State	1,863	76.4
San Diego City and County, CA	2,531	90.8	Springfield/Greene, Christian, Webster Counties, MO	105	100.0	Colorado Balance of State	579	71.5
San Jose/Santa Clara City & County, CA	2,518	89.7	Panama City/Bay, Jackson Counties, FL	38	100.0	Oregon Balance of State	901	69.0
Portland-Gresham-Multnomah County, OR	1,150	86.3	Pasco County, FL	1,200	98.9	Washington Balance of State	701	68.2
Lowest Rates								
Raleigh/Wake County, NC	140	3.6	Portland, ME	98	0.0	Maine Balance of State	78	0.0
Boston, MA	543	9.0	Sullivan County, NY	108	0.0	Delaware Statewide	71	4.2
Omaha/Council Bluffs, NE	180	9.4	Quincy/Weymouth, MA	54	0.0	Iowa Balance of State	145	11.0
Minneapolis/Hennepin County, MN	533	10.9	Somerset County, NJ	39	0.0	Nebraska Balance of State	105	11.4
Cleveland/Cuyahoga County, OH	303	12.2	Waukegan/North Chicago/Lake County, IL	62	1.6	Massachusetts Balance of State	34	17.6

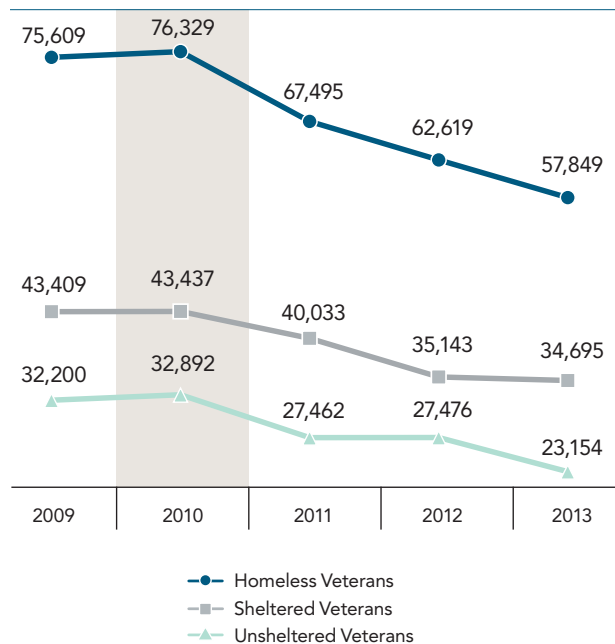
National Estimates

Homelessness among Veterans

Data source: PIT 2009–2013



EXHIBIT 5.1: PIT Estimates of Homeless Veterans
By Sheltered Status, 2009–2013



On a Single Night in January 2013

- There were 57,849 homeless veterans in the United States. Homeless veterans accounted for just over 12 percent of all homeless adults.
- 60 percent of homeless veterans (34,694 people) were in emergency shelters, transitional housing programs, or safe havens, and 40 percent of homeless veterans (23,154 people) were in unsheltered locations.
- Just under 8 percent of homeless veterans were female (or 4,456).

Since 2012

- Homelessness among veterans has declined each year since 2010. Between 2012 and 2013, veteran homelessness declined by 4,770 people, or 8 percent.
- The number of veterans in shelter also has declined each year since 2010. Since 2012, sheltered veteran homelessness declined by 448 people, or 1 percent.
- However, the change in unsheltered veteran homelessness is responsible for most of the decrease in veteran homelessness in the past year. In 2013, there were 4,322 fewer unsheltered veterans than there were in 2012, a decline of 16 percent.

Since 2009

- Homelessness among veterans declined considerably since these data were first collected in 2009. Overall, veteran homelessness decreased by 17,760 people or 24 percent.
- The number of veterans counted in emergency shelters, transitional housing programs, and safe havens declined by 8,714 people or 20 percent.
- The numbers of veterans living in unsheltered locations declined by 9,046 people or 28 percent since these data were first collected in 2009.

EXHIBIT 5.2: Proportion of Homeless Adults that Are Veterans
2013

	#	% of Homeless Adults ¹	% of Homeless Veterans
Homeless Veterans	57,849	12.3	100.0
Female Veterans	4,456	0.9	7.7
Male Veterans	53,393	11.3	92.3

¹ There were 471,893 homeless adults, aged 18 and older, in 2013.

EXHIBIT 5.3: Change in Numbers of Homeless Veterans
2009–2013

	2012–2013		2009–2013	
	#	%	#	%
Homeless Veterans	-4,770	-7.6	-17,760	-23.5
Sheltered	-448	-1.3	-8,714	-20.1
Unsheltered	-4,322	-15.7	-9,046	-28.1

PROGRESS ON THE FEDERAL STRATEGIC PLAN

Homelessness among veterans has declined by 18,420 veterans or 24% since 2010. The number of homeless veterans in shelters has declined by 20% or 8,742 people, and the number of unsheltered veterans declined by 30%, or 9,738 people between 2010 and 2013.

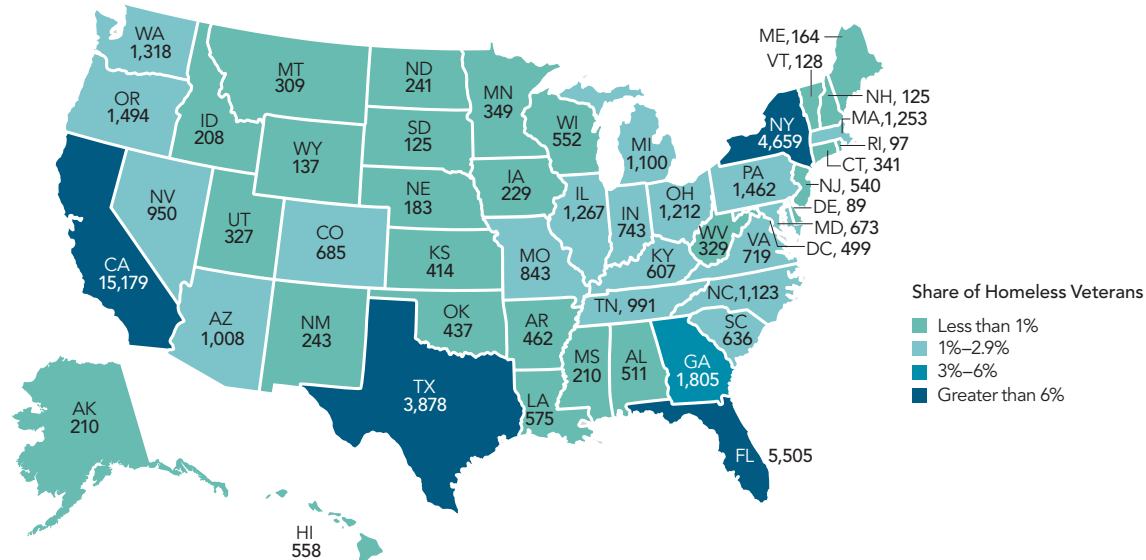


State Estimates

Homelessness among Veterans

Data source: PIT 2009–2013; Puerto Rico and U.S. territories were excluded.

EXHIBIT 5.4: Estimates of Homeless Veterans
By State, 2013



On a Single Night in January 2013

- States with the largest numbers of homeless veterans were: California (15,179), Florida (5,505), and New York (4,659). Together, California, Florida, and New York had 44 percent of all homeless veterans in the country (and 43 percent of all homeless people).
- Nationally, 12 percent of all homeless adults are veterans. Some states had high rates of veteran homelessness—in Kansas and Montana, more than 1 in 5 homeless adults was a veteran.
- Minnesota (7 percent) and New Jersey (7 percent) had the lowest rates of homeless adults who were veterans.
- In 7 states, unsheltered veterans comprised more than half of all homeless veterans. The states with the highest rates of unsheltered veterans were: California (68 percent), Montana (62 percent), Hawaii (58 percent), and Florida (58 percent).

- In 8 states, fewer than 10 percent of veterans were unsheltered. States with the smallest shares of unsheltered veterans were: Rhode Island (2 percent), Delaware (3 percent), Massachusetts (4 percent), and Iowa (4 percent).

Changes Over Time

- Between 2012 and 2013, 25 states and the District of Columbia experienced decreases in the number of homeless veterans. The states with the largest decreases were California, with 1,282 fewer homeless veterans, and Colorado with 827 fewer homeless veterans. Georgia (492), Texas (486), and Arizona (470) also experienced large declines.
- States with the largest increases in homeless veterans between 2012 and 2013 were: Florida (174), Kentucky (167), Oregon (138), Illinois (120), and Arizona (100).

EXHIBIT 5.5: Highest and Lowest Rates of Unsheltered Veterans

By State, 2013

State	# of Homeless Veterans	# of Unsheltered Homeless Veterans	% of Veterans who were Unsheltered
Highest Rates			
California	15,179	10,293	67.8
Montana	309	191	61.8
Hawaii	558	324	58.1
Florida	5,505	3,177	57.7
Oregon	1,494	785	52.5
Lowest Rates			
Rhode Island	97	2	2.1
Delaware	89	3	3.4
Massachusetts	1,253	49	3.9
Iowa	229	9	3.9
Wisconsin	552	24	4.4

EXHIBIT 5.6: Largest Changes in Veteran Homelessness

By State, 2009–2013

2012–2013			2009–2013		
State	#	%	State	#	%
Largest Increases					
Florida	174	3.3	Pennsylvania	462	46.2
Kentucky	167	38.0	Oregon	421	39.2
Oregon	138	10.2	Illinois	415	48.7
Illinois	120	10.5	Arkansas	317	218.6
Arkansas	100	27.6	Missouri	314	59.4
Largest Decreases					
California	-1,282	-7.8	Nevada	-1,469	-60.7
Colorado	-827	-54.7	Florida	-1,004	-15.4
Georgia	-492	-21.4	California	-841	-5.2
Texas	-486	-11.1	Georgia	-764	-29.7
Arizona	-470	-31.8	Colorado	-627	-47.8

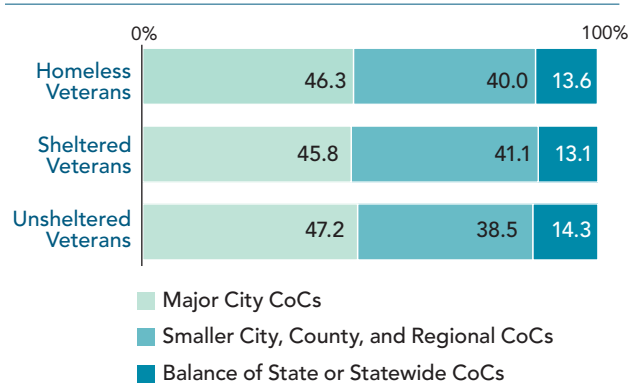
- Since 2009, 24 states and the District of Columbia experienced declines in veteran homelessness. Nevada and Florida have had the largest declines (1,469 people and 1,004 people, respectively). California (841), Georgia (764), and Colorado (627) also experienced large declines.
- The remaining 26 states experienced increases in homelessness over the last 4 years. Pennsylvania (462), Oregon (421), Illinois (415), Arizona (317), and Missouri (314) are the states with the largest increases.

Estimates by CoC

Homelessness among Veterans

Data source: PIT 2009–2013; Puerto Rico and U.S. territories were excluded. Several CoCs reported large changes that were attributable, in some part, to important methodological changes that occurred between 2012 and 2013. These CoCs were excluded from tables.

EXHIBIT 5.7: Homeless Veterans By CoC Category, 2013



On a Single Night in January 2013

- Forty-six percent of homeless veterans were located in major city CoCs. New York City and Los Angeles reported the largest numbers of homeless veterans. Together they accounted for 17 percent of all homeless veterans and 37 percent of homeless veterans in major cities.
 - Forty percent of homeless veterans were located in smaller city, county, and regional CoCs. The CoCs of this type with the largest numbers of homeless veterans were located in warmer climate states such as California and Florida. St Petersburg, Florida (618 veterans) and Orlando, Florida (611 veterans) had the largest numbers.
 - Fourteen percent of homeless veterans were located in BoS or statewide CoCs. Texas BoS had by far the largest number, with 1,698 veterans who were homeless on a single night in January.
- CoCs in major cities with the lowest rates of unsheltered veterans were geographically dispersed. Raleigh, North Carolina had the lowest rate, with less than 1 percent of homeless veterans living outdoors. Detroit, Michigan; Omaha, Nebraska; and Louisville, Kentucky all had unsheltered rates of less than 3 percent.
 - Forty-five smaller city, county, and regional CoCs sheltered all homeless veterans. Of CoCs with no unsheltered veterans, Chester County, Pennsylvania and Pittsfield, Massachusetts, had high numbers of homeless veterans (259 and 244).
 - Of BoS or statewide CoCs, Rhode Island had the lowest rate of unsheltered homeless veterans (2 percent). Wisconsin BoS, Delaware statewide, and Iowa BoS also had unsheltered rates of less than 5 percent.
 - Unsheltered veterans were slightly more likely to be located in major cities than all homeless veterans (47 percent compared to 46 percent).
 - The five major city CoCs with the highest rates of unsheltered veterans were all located in California. At 81 percent, San Jose had the largest percentage of unsheltered veterans. Los Angeles followed, with 77 percent of veterans living in unsheltered locations.
 - 100 percent of homeless veterans were unsheltered in Fort Pierce, Florida, the highest among smaller city, county, and regional CoCs.
 - Of BoS and statewide CoCs, Georgia BoS had the largest share of veterans living in unsheltered locations (88 percent unsheltered). Oregon BoS had the next largest share, with 67 percent of veterans living in unsheltered locations.

EXHIBIT 5.8: CoCs with the Largest Numbers of Homeless Veterans

By CoC Category, 2013

Major City CoCs		Smaller City, County, and Regional CoCs		Balance of State or Statewide CoCs	
CoC	Total Homeless Veterans	CoC	Total Homeless Veterans	CoC	Total Homeless Veterans
Los Angeles City & County, CA	6,291	St. Petersburg/Clearwater/Largo/Pinellas County, FL	618	Texas Balance of State	1,698
New York City, NY	3,547	Orlando/Orange, Osceola, Seminole Counties, FL	611	Georgia Balance of State	496
San Diego City & County, CA	1,486	Santa Ana/Anaheim/Orange County, CA	446	Oregon Balance of State	459
Houston/Harris County, TX	877	Santa Rosa/Petaluma/Sonoma County, CA	400	Arizona Balance of State	389
Las Vegas/Clark County, NV	866	Honolulu, HI	398	Indiana Balance of State	365
San Jose/Santa Clara City & County, CA	718	Watsonville/Santa Cruz City & County, CA	395	Montana Statewide	309
San Francisco, CA	716	Daytona Beach/Daytona/Volusia, Flagler Counties, FL	380	Washington Balance of State	271
Chicago, IL	712	Pasco County, FL	368	West Virginia Balance of State	257
Seattle/King County, WA	682	Gainesville/Alachua, Putnam Counties, FL	300	Wisconsin Balance of State	247
Long Beach, CA	527	Nassau, Suffolk Counties/Babylon/Islip/ Huntington, NY	286	Kentucky Balance of State	245

Changes Over Time

- Between 2012 and 2013, the number of homeless veterans counted in major cities declined by nearly 12 percent (or 3,496 people). The number of sheltered veterans in major cities declined by 8 percent (1,311), and the number of unsheltered homeless veterans declined by 17 percent (2,185).
- In smaller city, county, and regional CoCs, the number of homeless veterans declined by 4 percent (914) between 2012 and 2013. Sheltered veterans in these CoCs increased in the past year by 3 percent (453), while the number of unsheltered veterans declined by 13 percent (1,367).
- Between 2012 and 2013, the number of homeless veterans counted in BoS or statewide CoCs decreased by less than 2 percent (160). The number of sheltered veterans declined by 13 percent (537), and the number of unsheltered veterans declined by 17 percent (697).

Estimates by CoC

Homelessness among Veterans

Data source: PIT 2009–2013; Puerto Rico and U.S. territories were excluded. Several CoCs reported large changes that were attributable, in some part, to important methodological changes that occurred between 2012 and 2013. These CoCs were excluded from tables.

EXHIBIT 5.9: CoCs with the Highest and Lowest Rates of Homeless Veterans Who Were Unsheltered
By CoC Category, 2013

Major City CoCs			Smaller City, County, and Regional CoCs			Balance of State and Statewide CoCs		
CoC	Total Homeless Veterans	% Unsheltered	CoC	Total Homeless Veterans	% Unsheltered	CoC	Total Homeless Veterans	% Unsheltered
Highest Rates								
San Jose/Santa Clara City & County, CA	718	80.6	Fort Pierce/St. Lucie, Indian River, Martin Counties, FL	94	100.0	Georgia Balance of State	496	88.3
Los Angeles City & County, CA	6,291	77.0	San Buenaventura/Ventura County, CA	91	93.4	Oregon Balance of State	459	66.7
Fresno/Madera County, CA	338	76.0	San Luis Obispo County, CA	260	90.8	Montana Statewide	309	61.8
Oakland/Alameda County, CA	492	71.7	Pasco County, CA	368	90.5	Texas Balance of State	1,698	60.8
San Francisco, CA	716	58.9	Morristown/Blount, Sevier, Campbell, Cocke Counties, TN	37	89.2	Colorado Balance of State	177	52.5
Lowest Rates								
Raleigh/Wake County, NC	203	0.5	Chester County, PA	259	0.0	Rhode Island Statewide	97	2.1
Detroit, MI	518	2.1	Pittsfield/Berkshire County, MA	244	0.0	Wisconsin Balance of State	247	3.2
Omaha/Council Bluffs, NE	91	2.2	Somerset County, NJ	99	0.0	Delaware Statewide	89	3.4
Louisville/Jefferson County, KY	171	2.3	Waukegan/North Chicago/Lake County, IL	82	0.0	Iowa Balance of State	88	3.4
Boston, MA	458	2.6	Brockton/Plymouth City & County, MA	74	0.0	Kansas Balance of State	231	4.3



National Estimates

Unaccompanied Homeless Children and Youth

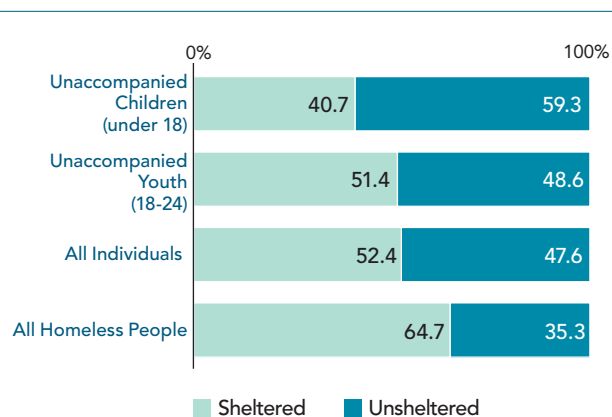
Data source: PIT 2013

EXHIBIT 6.1: Estimates of Homeless Children and Youth
2013

	All Homeless Children and Youth		Unaccompanied Homeless Children and Youth	
	#	%	#	%
Total Homeless Children and Youth	199,690	100.0	46,924	100.0
Children (under 18)	138,149	69.2	6,197	13.2
Youth (18-24)	61,541	30.8	40,727	86.8

For the first time, communities submitted PIT estimates of homelessness in three age categories: under 18, 18 to 24, and 25 years old and older. This section describes the extent of homelessness among children and youth under 18 and youth ages 18 to 24, focusing on unaccompanied children and youth who are not accompanied by an adult when they experience homelessness.

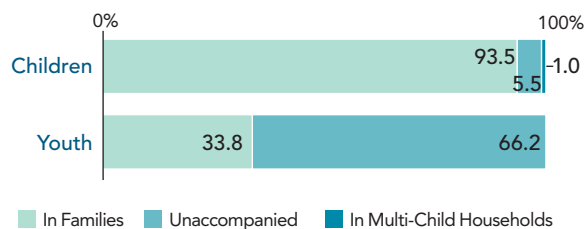
EXHIBIT 6.2: Sheltered and Unsheltered Unaccompanied Children and Youth
2013

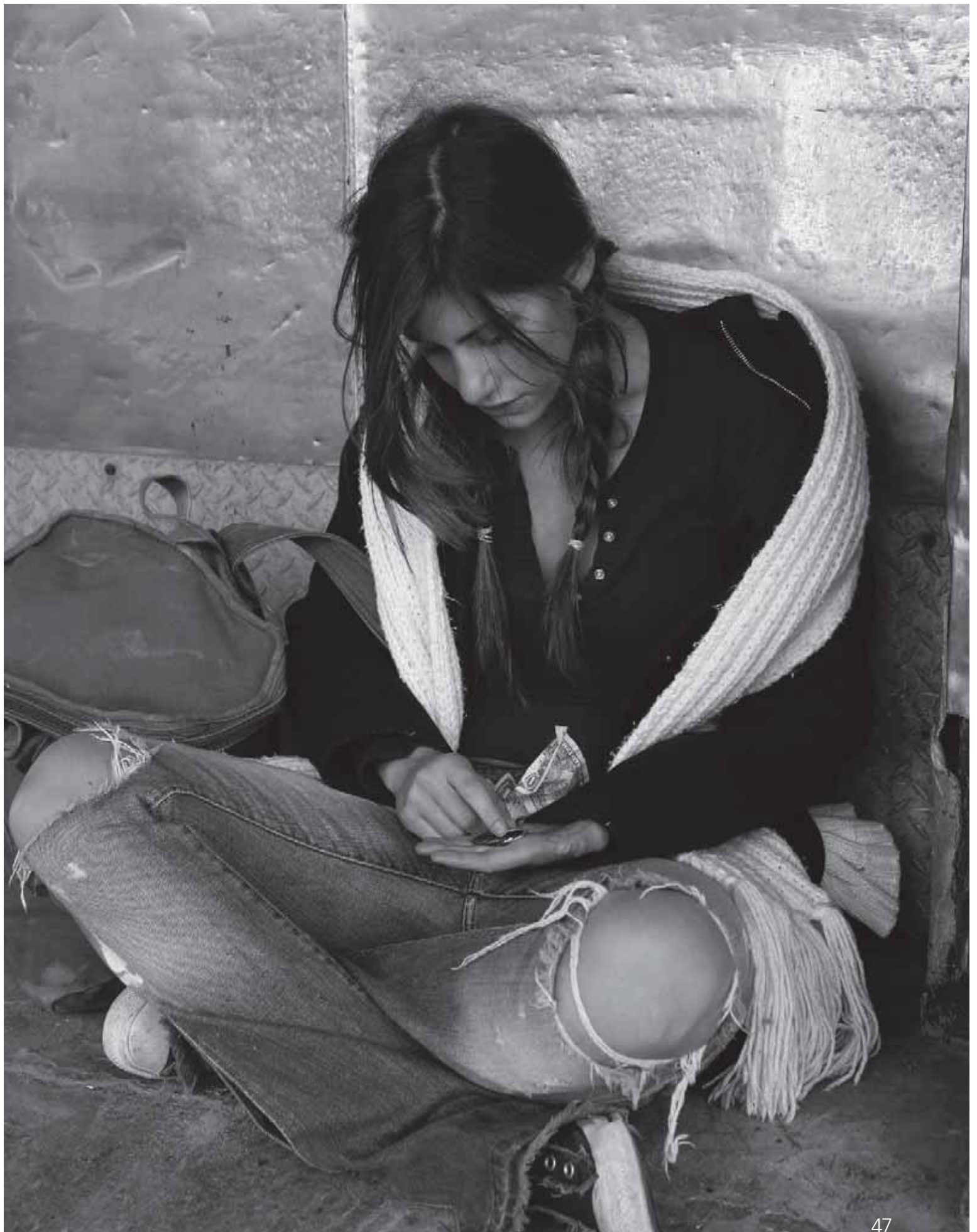


On a Single Night in January 2013

- There were nearly 200,000 homeless children and youth on a single night in January 2013, about one-third of all homeless people.
- Most homeless children and youth (77 percent or 152,766) were part of a homeless family. Homeless children and youth under 18 were more likely to be in families (96 percent or 131,952) compared to homeless youth 18 to 24 (34 percent or 20,814). Only 1 percent of homeless children under 18 (1,437) lived in multi-child households.
- There were 46,924 unaccompanied homeless children and youth in the United States on a single night in January 2013, roughly 8 percent of the total homeless population. Just under 87 percent of (40,727 people) were between the ages of 18 and 24, and 13 percent were under the age of 18 (6,197 people).
- About two-thirds of people age 18 to 24 experiencing homelessness were unaccompanied (66 percent or 40,727).
- Half of unaccompanied children and youth (or 23,461) were unsheltered in 2013. The unsheltered rate is somewhat greater for homeless children and youth under 18. Nearly 6 in 10 unaccompanied children and youth under 18 (or 3,675) were counted in unsheltered locations.
- Slightly under half of unaccompanied youth 18 to 24 (48 percent or 19,786) were unsheltered, a lower rate than for unaccompanied children and youth under 18, but a rate higher than for all individuals and all homeless people.

EXHIBIT 6.3: Children and Youth By Household Type, 2013





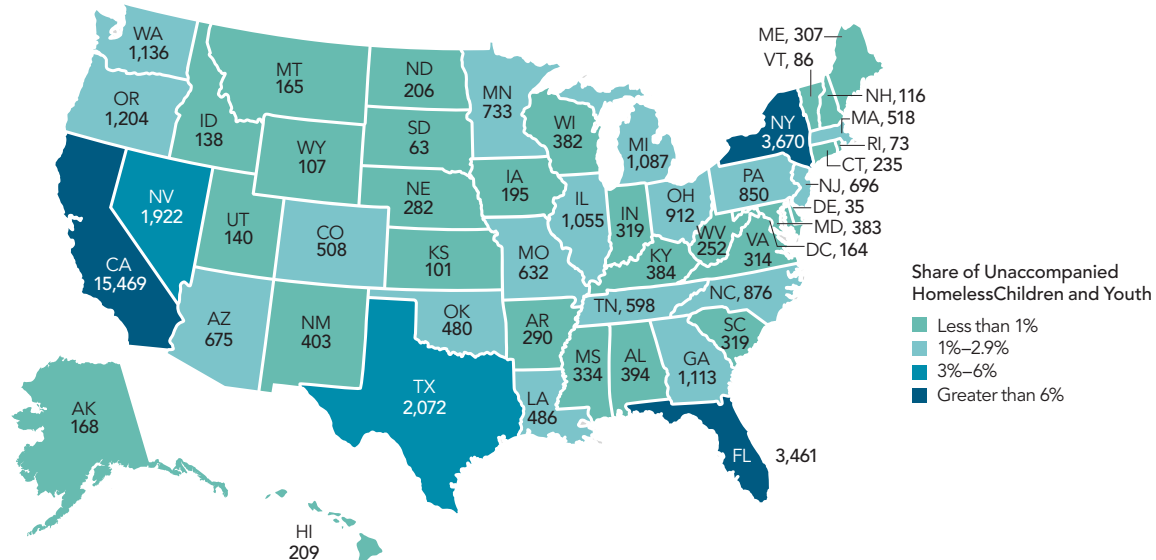
State Estimates

Unaccompanied Homeless Children and Youth

Data source: PIT 2013; Puerto Rico and U.S. territories were excluded.

EXHIBIT 6.4: Estimates of Unaccompanied Homeless Children and Youth

By State, 2013



On a Single Night in January 2013

- States with the largest numbers of unaccompanied homeless children and youth under 18 were: California (2,144), Florida (1,542), and Texas (718). Together, California, Florida, and Texas had 58 percent of all unaccompanied children and youth under 18 in the country.
- California (13,605), New York (3,497), and Florida (2,344) had the largest numbers of homeless youth 18 to 24. Together, California, New York, and Florida accounted for 47 percent of all unaccompanied youth 18 to 24 in the country.
- Some states had high rates of unsheltered unaccompanied children and youth. Nevada had the highest rate, with 88 percent of unaccompanied homeless people under 25 living outdoors. California and Hawaii also had very high rates of unsheltered unaccompanied children and youth, with 79 percent and 70 percent.
- Delaware did not report any unsheltered unaccompanied children or youth in 2013. Maine had the second lowest rate, with only 4 percent of its unaccompanied children and youth population living outdoors.



California, Florida, and Texas accounted for 58% of all unaccompanied children in the United States.

EXHIBIT 6.5: Highest and Lowest Rates of Unsheltered Homeless Children and Youth By State, 2013

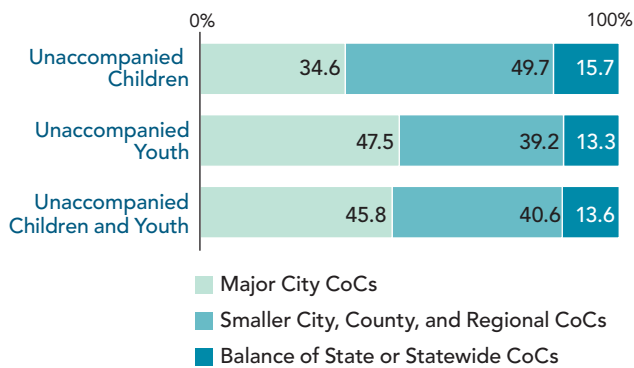
State	Total Unaccompanied Children and Youth	Unsheltered Unaccompanied Children and Youth	% of Unaccompanied Children and Youth who were Unsheltered
Highest Rates			
Nevada	1,922	1,693	88.1
California	15,469	12,253	79.2
Hawaii	209	147	70.3
Montana	165	110	66.7
Oregon	1,204	716	59.5
Lowest Rates			
Delaware	35	0	0.0
Maine	307	11	3.6
Nebraska	282	11	3.9
Iowa	195	10	5.1
New York	3,670	253	6.9

Estimates by CoC

Unaccompanied Homeless Children and Youth

Data source: PIT 2013; Puerto Rico and U.S. territories were excluded. Several CoCs reported large changes that were attributable, in some part, to important methodological changes that occurred between 2012 and 2013. These CoCs were excluded from tables.

EXHIBIT 6.6: Unaccompanied Children and Youth
By CoC Category, 2013



On a Single Night in January 2013

- Major city CoCs accounted for 35 percent of unaccompanied children and youth under 18. Smaller city, county, and regional CoCs accounted for half of unaccompanied children and youth under 18 in 2013. BoS or statewide CoCs accounted for 16 percent of homeless children and youth under 18.
- The distribution was considerably different for unaccompanied youth between 18 and 24. Major city CoCs accounted for 48 percent of unaccompanied youth 18 to 24. Just more than 39 percent of youth 18 to 24 were located in smaller city, county, and regional CoCs, and 13 percent were located in BoS or statewide.



- Five major city CoCs (Los Angeles, California; New York, New York; San Francisco, California; Las Vegas, Nevada; and San Jose, California) accounted for 29 percent of all unaccompanied homeless children and youth in the country. Los Angeles had the largest number (6,018 or 13 percent), followed by New York (2,570 or 6 percent).
- Eight of the ten smaller city, county, and regional CoCs with the largest numbers of unaccompanied homeless children and youth were located in Florida or California. Santa Rosa, California had the largest number of all unaccompanied children and youth (1,128).
- Texas BoS had the largest number of its category, with 601 unaccompanied children and youth under the age of 25.
- Many CoCs had high rates of unaccompanied unsheltered children and youth. Of major city CoCs, four had rates of higher than 8 in 10 (San Jose, California; Las Vegas, Nevada; San Francisco, California; and Fresno, California). Smaller city, county, and regional CoCs had even higher rates, with five having unsheltered rates of over 95 percent (Watsonville/Santa Cruz, California; Santa Rosa, California; San Luis Obispo, California; Appalachian Regional, Tennessee; and Pasco County, Florida).
- Rates of unsheltered unaccompanied children and youth were lower for BoS or statewide CoCs. However, in Texas BoS and Georgia BoS, roughly three-quarters of unaccompanied children and youth were unsheltered.

EXHIBIT 6.7: CoCs with the Largest Numbers of Unaccompanied Children and Youth
By CoC Category, 2013

Major City CoCs		Smaller City, County, and Regional CoCs		Balance of State or Statewide CoCs	
CoC	Total Unaccompanied Children and Youth	CoC	Total Unaccompanied Children and Youth	CoC	Total Unaccompanied Children and Youth
Los Angeles, CA	6,018	Santa Rosa/Petaluma/Sonoma County, CA	1,128	Texas Balance of State	601
New York City, NY	2,570	Watsonville/Santa Cruz City & County, CA	938	Georgia Balance of State	475
San Francisco, CA	1,902	Orlando/Orange, Osceola, Seminole Counties, FL	479	Oregon Balance of State	443
Las Vegas/Clark County, NV	1,861	Pasco County, FL	377	Michigan Balance of State	309
San Jose/Santa Clara City & County, CA	1,157	Salinas/Monterey, San Benito Counties, CA	375	Washington Balance of State	292
San Diego City & County, CA	594	St. Petersburg/Clearwater/Largo/Pinellas County, FL	322	Ohio Balance of State	290
Seattle/King County, WA	533	Beaumont/Port Arthur/South East Texas	284	New Mexico Balance of State	249
Houston/Harris County, TX	431	Santa Ana/Anaheim/Orange County, CA	273	North Carolina Balance of State	247
Chicago, IL	411	New Orleans/Jefferson Parish, LA	212	Maine Balance of State	240
Portland-Gresham-Multnomah County, OR	381	Palm Bay/Melbourne/Brevard County, FL	206	Missouri Balance of State	238

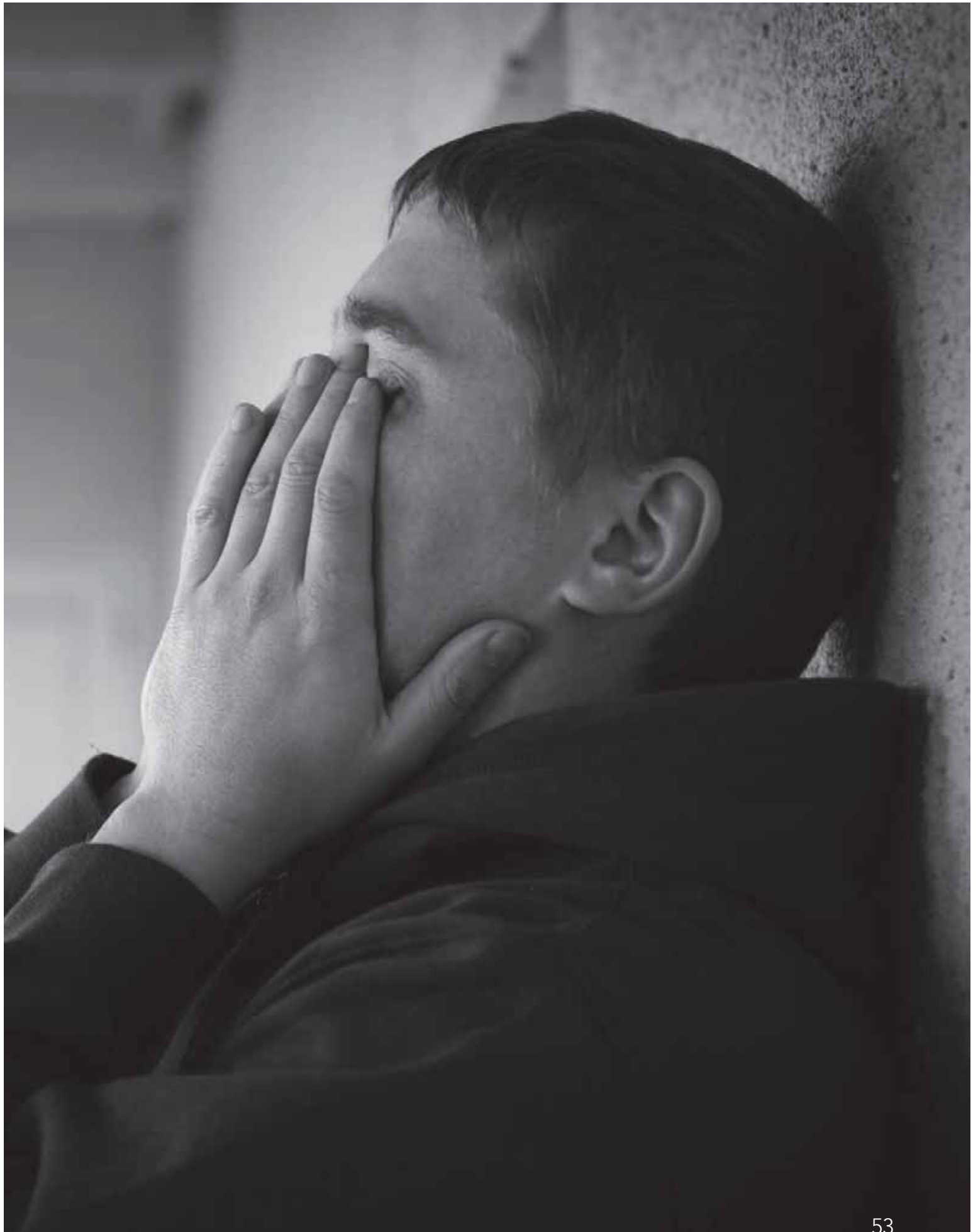
Estimates by CoC

Unaccompanied Homeless Children and Youth

Data source: PIT 2013; Puerto Rico and U.S. territories were excluded. Several CoCs reported large changes that were attributable, in some part, to important methodological changes that occurred between 2012 and 2013. These CoCs were excluded from tables.

EXHIBIT 6.8: CoCs with the Highest and Lowest Rates of Unaccompanied Homeless Children and Youth Who are Unsheltered
By CoC Category, 2013

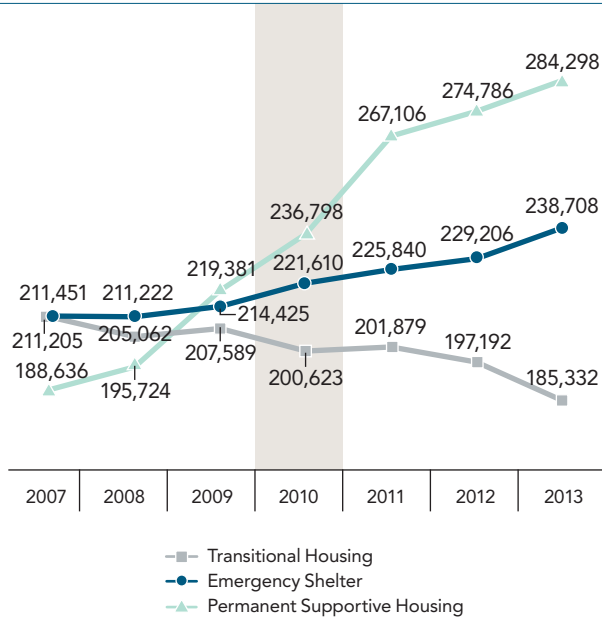
Major City CoCs			Smaller City, County, and Regional CoCs			Balance of State and Statewide CoCs		
CoC	Total Homeless Unaccompanied Youth Under 25	% Unsheltered	CoC	Total Homeless Unaccompanied Youth Under 25	% Unsheltered	CoC	Total Homeless Unaccompanied Youth Under 25	% Unsheltered
Highest Rates								
San Jose/Santa Clara City & County, CA	1,157	91.3	Watsonville/Santa Cruz City & County, CA	938	97.2	Georgia Balance of State	475	77.9
Las Vegas/Clark County, NV	1,861	88.4	Santa Rosa/Petaluma/Sonoma County, CA	1,128	95.1	Texas Balance of State	601	73.0
San Francisco, CA	1,902	86.7	San Luis Obispo County, CA	201	95.0	Nevada Balance of State	22	68.2
Fresno/Madera County, CA	358	83.8	Appalachian Regional, TN	20	95.0	Montana Statewide	165	66.7
Los Angeles City & County, CA	6,018	78.5	Pasco County, FL	377	95.0	Oregon Balance of State	443	65.0
Lowest Rates								
Omaha/Council Bluffs, NE	98	0.0	Central Tennessee	47	0.0	Delaware Statewide	35	0.0
Charlotte/Mecklenberg, NC	53	0.0	DuPage County, IL	54	0.0	Nebraska Balance of State	63	3.2
Cleveland/Cuyahoga County, OH	97	1.0	Portland, ME	67	0.0	Massachusetts Balance of State	30	3.3
Raleigh/Wake County, NC	79	2.5	Amarillo, TX	84	0.0	Iowa Balance of State	126	4.0
Minneapolis/Hennepin County, MN	244	2.9	St. Louis County, MO	90	0.0	Maine Balance of State	240	4.6



Inventory of Beds in the United States, 2013

Data source: HIC 2007–2013

EXHIBIT 7.1: Inventory of Beds for Homeless and Formerly Homeless People



The following section describes the nation’s capacity to house persons in shelter and permanent housing. These data provide snapshot estimates of the number of beds in each program type serving homeless and formerly homeless people. Sheltered programs are for persons who are considered homeless when they enter and during their stay in the program. There are two types of sheltered programs for homeless people: emergency shelters (ES), which provide temporary or nightly shelter beds to people experiencing homelessness; and transitional housing (TH) programs, which typically provide homeless people with up to 24 months of housing and supportive services.

This section also provides a snapshot of permanent housing beds which require persons to be homeless when they enter but are considered formerly homeless after they

are housed. Permanent housing programs include: rapid re-housing (RRH) and permanent supportive housing (PSH). RRH, a new inventory type this year, provides short-term rental assistance to households (mostly to families) experiencing homelessness. RRH programs place families into rental housing soon after they access emergency shelter, and families are provided with services to stabilizing them in the housing unit and subsequently maintain the unit on their own. Last year, RRH beds were included under TH programs. While the shorter-term nature of TH and RRH are similar, people in TH often need more intensive services, and typically graduate from transitional housing programs into more permanent housing situations (either in the same unit or another unit). PSH is long-term housing for formerly homeless people, often used to serve chronically homeless people.

EXHIBIT 7.2: Inventory of Beds

2013

	Beds for Individuals		Beds for People in Families		Beds for Child-only Household Beds		Beds for Total Year-round Beds	
	#	%	#	%	#	%	#	%
Emergency Shelter	117,885	49.4	118,107	49.5	2,716	1.1	238,708	100
Transitional Housing	82,205	44.4	101,843	54.9	1,284	0.7	185,332	100
Rapid Rehousing	4,132	21.9	15,703	79.1	12	0.06	19,847	100
Permanent Supportive Housing	176,128	62.0	108,065	38.0	105	0.03	284,298	100
Safe Havens	2,191	100.0					2,191	100
Total Beds	382,541	52.4	343,718	47.1	4,117	100	730,376	100

EXHIBIT 7.3: Change in National Inventory of Beds

2007–2013

	2012–2013		2007–2013	
	#	%	#	%
Total Beds	27,063	4.2	119,084	19.5
Emergency Shelter	9,502	4.1	27,257	12.9
Transitional Housing*	-11,860	-6.1	-25,873	-12.3
Rapid Rehousing*	19,847	N/A	19,847	N/A
Permanent Supportive Housing	9,512	3.5	95,662	50.7

*RRH was included under TH between 2011 and 2012. In 2013, RRH became its own category. Due to shifting inventories and changing program designs, it is impossible to know how many of the RRH beds in 2013 were included under TH in 2012, and not included as TH using a RRH model in 2013 (which was an option for communities to select in 2013).

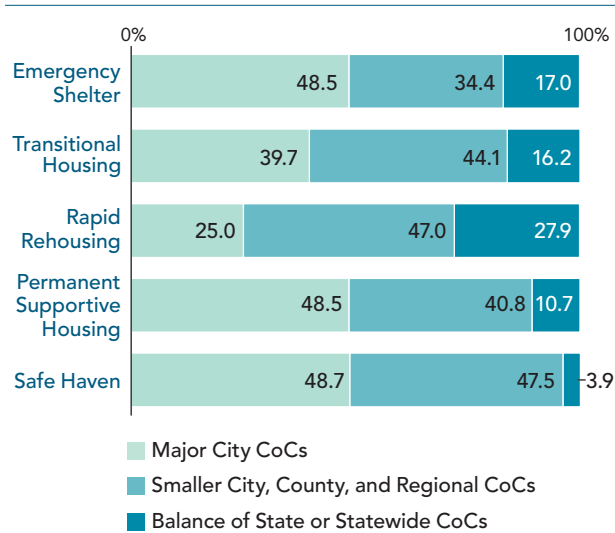
On a Single Night in January 2013

- There were 730,376 year-round (or total) beds available in ES, TH, RRH, and PSH programs.
- Fifty-eight percent were for homeless people in shelter (or 426,231 beds) and 42 percent were permanent housing beds (or 304,145 beds).
- Among the sheltered beds targeted to homeless people, 238,708 beds (or 56 percent) were in ES and 185,332 beds (or 44 percent) were in TH programs. Very few beds for homeless people are provided through SH programs (0.5 percent).
- Of the 304,145 permanent housing beds, most were in PSH programs (284,298 beds or 93 percent); a small share were in RRH programs (19,847 beds or 7 percent).

Inventory of Beds in the United States, 2013

Data source: HIC 2007–2013

EXHIBIT 7.4: Bed Inventory
By CoC Category, 2013



Beds by Household Type, 2013

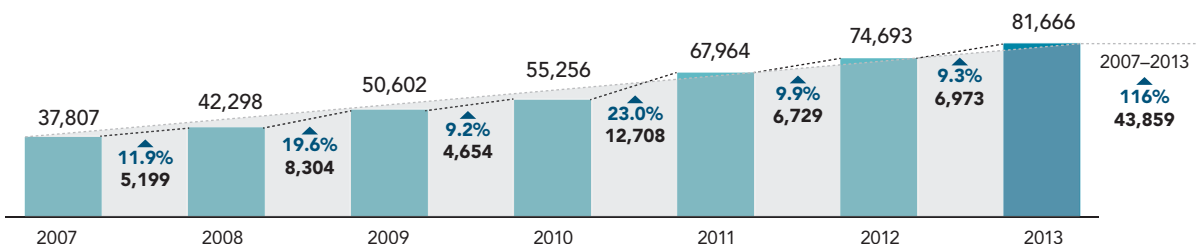
Communities were asked to identify the number of beds targeted to households with children (people in families), households without children (individuals), and households with only children. The distribution of beds can be explained by the different objectives of each program type.

- ES and TH programs were designed to serve homeless people, but not a particular household type. ES beds were evenly distributed between individuals (49 percent) and people in families (50 percent); just more than 1 percent of beds were dedicated to households with only children.



EXHIBIT 7.5: Inventory of Beds for Chronically Homeless People

2007–2013



- TH beds were more likely to be designated for people in families (55 percent) than for individuals (44 percent). Less than 1 percent of beds were for households with only children.
- RRH was designed to predominantly serve homeless people in families. As a result, nearly 8 in 10 beds are for people in families.
- In contrast, PSH predominantly served homeless individuals, often those with chronic patterns of homelessness. In 2013, roughly 62 percent of PSH beds were targeted to individuals and 38 percent were designated for people in families.

Beds by CoC Category, 2013

The distribution of beds by CoC category provides interesting insight into different approaches to addressing homelessness.

- Nearly half of ES beds (49 percent) were located in major cities. One-third of ES beds were in smaller city, county, and regional CoCs, and 17 percent were located in BoS or statewide CoCs.
- Fewer TH beds were located in major city CoCs. Only 39 percent were in major cities while 44 percent were in smaller city, county, and regional CoCs, and 16 percent were located in BoS or statewide CoCs.

- Only 25 percent of RRH beds were located in major cities in 2013. Nearly half (48 percent) were located in smaller city, county, and regional CoCs, and 28 percent were located in BoS or statewide CoCs.
- Nearly half of PSH beds (49 percent) were in major cities, 41 percent were in smaller city, county, and regional CoCs and 11 percent were in BoS or statewide CoCs.

Beds for Chronically Homeless People, 2013

For many years, HUD has encouraged local communities to retool their homelessness response systems through the development and targeting of PSH beds for those experiencing chronic homelessness.

- In 2013, there were 81,666 PSH beds available and targeted to people experiencing chronic homelessness, representing 29 percent of all PSH beds in the nation.

Inventory of Beds in the United States, 2013

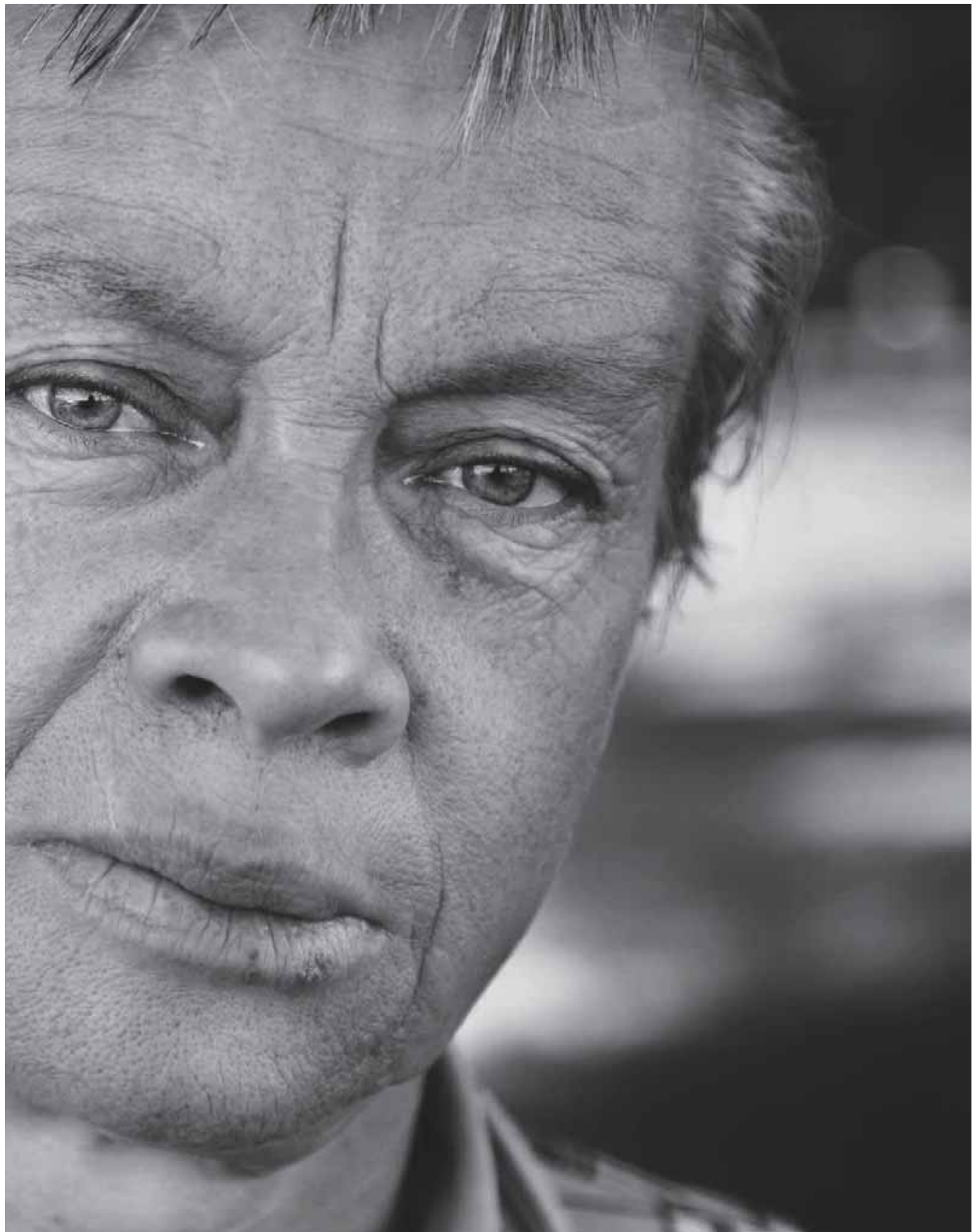
Data source: HIC 2007–2013

Since 2012

- Between 2012 and 2013, the total inventory of beds targeted explicitly to homeless and formerly homeless people in the United States increased by 27,063 beds, or 4 percent.
- Since 2012, the number of sheltered beds for homeless people declined by 6,259 beds, or 2 percent. The decline is attributed to the reclassification of RRH beds. Between 2012 and 2013, RRH programs were removed from the TH category and put into their own category, which is considered permanent housing. Thus, the number of TH beds for homeless people declined by 11,860 or 6 percent. The decline offset the 4 percent increase (or 9,502 beds) in the number of ES beds.
- The inventory of permanent housing beds increased over the past year, by 29,359 beds or 7 percent. The increase was driven largely by the addition of RRH beds to the inventory. The number of PSH beds increased by 9,512 or 4 percent.
- The number of PSH beds targeted to people experiencing chronic homelessness increased by 6,973 beds, or 9 percent.

Since 2007

- There were 27,257 more ES beds in 2013 than there were in 2007, an increase of 13 percent.
- In contrast, the number of TH beds has declined each year, with the exception of 2009, when RRH was added to the TH inventory. Between 2007 and 2013, TH beds declined by 25,873 or 12 percent.
- Between 2007 and 2013, the number of PSH beds has risen each year. An additional 95,662 PSH beds (or 51 percent) were added to the overall inventory over the past 6 years. This reflects the national emphasis on housing chronically homeless people, and ending homelessness among this group.
- The number of PSH beds targeted to people experiencing chronic homelessness has increased dramatically. The nation added 43,859 PSH beds for chronically homeless people (a 116 percent increase) since 2007.





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Homeless youth

VOA needs donations for homes

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PUBLISHED DECEMBER 22, 2011 8:31 AM

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At this season of holiday gatherings around warm, cozy fireplaces, it's hard to imagine the plight of homeless youth living on the cold streets of Salt Lake City. But they are out there, and their number is growing each year.

These young homeless Utahns have no place to go. There is no home where they are welcome. The state took many of them from their original homes because they were victims or abuse or neglect; they spent years in foster care but have "aged out" of the state system at the age of 18. Others were rejected because they are gay, lesbian, bisexual or transgender.

Estimates are that more than 1,000 homeless youth from all corners of the state are living on their own without shelter, mostly in downtown Salt Lake City. The number has increased more than 160 percent in the past five years.

Fortunately, the Volunteers of America, Utah, has taken on the task of helping many of these young men and women, boys and girls. The VOA operates street outreach programs, a Homeless Youth Resource Center and a transition home for girls to help them become independent.

The nonprofit organization is asking for your support so it can also open a transition home for boys and young men 18-26 years old and continue to reach the growing number of youth who are homeless. The transition homes help youth move from the street into jobs and more permanent housing.

The funding campaign will also help expand the services offered at the Homeless Youth Resource Center.

It's a cause that deserves support, at this time of year when many people are looking for good causes, and beyond the holiday season.

VOA has received two generous contributions of \$50,000 each from the B. W. Bastian Foundation and the LGBT Community Endowment Fund at the Community Foundation of Utah. Those two donors will match community donations dollar for dollar, up to \$100,000 total. Individuals can send donations by logging on to the VOA website, <http://www.voaut.org> or by mailing a check to Volunteers of America, Utah, 435 West Bearcat Drive, Salt Lake City, UT 84115, or by phoning 801-363-9414 ext. 585.

The 1,000 volunteers and 145 staff literally take their services to the homeless on the street. They also help those suffering from substance abuse and domestic violence and operate the Retired Senior Volunteer Program in Davis, Tooele and Emery counties and Foster Grandparent Program in Tooele, Emery, Carbon,



Grand and San Juan counties.

VOA donations are an easy way to bring homeless youth into the warmth of the season.

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turbulator • 2 years ago

How many of them are the "Lost Boys" from Hildale and Short Creek?

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Brother_Cloytus • 2 years ago

The VOA does a wonderful service for our society. I know of two young men who had no place to sleep or eat that were taken in by them. The VOA sometimes has people lined up on the floor side by side to handle the load of the un-wanted and homeless. I hope everybody who can will help with a service or donation. They need the help.

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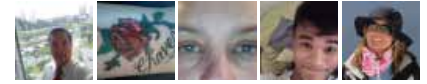
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Residents and businesses hang on — or don't — around Pioneer Park

Pioneer Park • Most residents love area despite uptick in homeless population, violence, crime.

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BY CHRISTOPHER SMART | THE SALT LAKE TRIBUNE

PUBLISHED SEPTEMBER 1, 2013 3:42 PM

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The Rio Grande neighborhood surrounding Pioneer Park has the kind of potential that would make it Salt Lake City's hippest urban zone but for one thing: the homeless.

The area seems to be in transition with new housing and restaurants, but it's still one of the city's grittiest places, largely because it's ground zero for the homeless from around the state and region.

Nonetheless, its full-time residents and business owners are attached to Rio Grande because it holds great possibilities and feels more urban than almost anywhere in Utah. Many of its denizens don't want to give up in the face of an unmistakable uptick in social challenges provided by the homeless population, including violence, drug use and property crime.

But Ema Ostarcevic has had enough. She lives in an upscale loft on 200 South between 300 West and 400 West. She's planning to move because her neighborhood is fraught with bedraggled men who use drugs and alcohol, can be menacing and frequently use the area around her building as a restroom.

Police officers on bicycles keep things in check Monday through Friday during business hours, Ostarcevic said. But in the evenings and weekends, things get dicey.

"I've lived in downtown L.A. and in Manhattan, and I've never felt like this," she said. "Over the last six months it's been getting worse. I don't think I can walk my dog at 6:30 p.m."

But just across the street at Jade Market, proprietor Mary Gordon keeps her doors open to local customers who include homeless folks shopping with the aid of food stamps.

"They shop here and we get to know them," Gordon said of the homeless. "Ninety five percent are not a problem."

Gordon has been at the Jade Market for seven years and says she isn't going anywhere. The source of much of the homeless problem is drugs, she said, and a

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small portion of the population that choose chronic homelessness.

There is little doubt that drug traffic in Pioneer Park, 300 West and 400 South, is a significant issue. But where the drugs come from is unclear.

Esther Imotan is the owner and operator of **Pallet**, a relatively new and upscale restaurant on 400 West near the park. She agreed that the homeless population provides challenges.

"We've had people shooting up drugs and leave feces on our property and sleep on our porch," she said. "It's disheartening from our clients' perspective to have three homeless people hitting them up for money on the way into the restaurant."

But Imotan is not willing to move to another location. "I don't think pulling out of the area is the solution," she said.

She would like to see the city make a more concerted effort toward solving the problems associated with the homeless who hang out in Pioneer Park.

"I've talked to the police on a number of occasions and one officer said, at least we can keep [the homeless] isolated. If they are in Pioneer Park, they aren't spreading out."

Tony Caputo, who has operated a deli on **300 South** across from Pioneer Park since 1997, said issues surrounding the homeless population have been increasing for the past year.

He can tell horror stories about what sometimes occurs in the restroom of his deli.

"This is the worst it's been since Deedee Corradini was in office," he said of the Salt Lake City mayor who served from 1992 to 2000. "It's a disgrace. I want to call the mayor [Ralph Becker] and tell him to ride his bike down here and see how his city looks."

Despite the challenges, Caputo's business is very successful and he will, no doubt, stay there. But he, too, said he'd like the city to put more resources toward homeless issues.

City Hall is acutely aware of the situation at Pioneer Park, said Karen Hale, Becker's director of communications. The administration is organizing public and private resources to reach out to the homeless, particularly those camping in Pioneer Park, she said.

Christian Harrison lives just down the street from Caputo's and noted that about 18 months ago the area seemed to be significantly improved and full-time residents were using the park for recreation. But not anymore.

"Something happened this year," he said. "There appear to be a number of groups of people who have moved into the park."

The campers bring violence and drugs and leave litter, Harrison said.

"We've come a long way, and I'm not giving up hope," he said. "But this summer, we feel under siege."

Cooler weather will ease the problem as homeless campers seek warmth, said Jason Mathis, executive director of the **Downtown Alliance** business group. But, he added, "there is no silver bullet" that will solve the homeless problem — although the time may be right for new initiatives.

"The level of concern is high enough," Mathis said, "that the community is ready to address this in an aggressive way."

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outofservice · 4 months ago

Bottom line....until "homeless services" are removed from this area, THIS problem will remain. Is that fair? Probably not. But much in life isn't fair. So, SLC just has to decide what they want in this area, 4th Street Clinic, Shelter, etc. or condos and businesses. They both will NOT co-exist. You can keep the a PD sub-station, bike officers and concerts, movie night whatever, if the homeless outreach remain....so will the homeless & transient populations and the associated problems. Pioneer Park is just the daytime "draw", grass, shade and bathrooms. The actual magnate is the free services. Move these services, client population moves too. Keep services in place, clients stay in place. Wailing, crying, complaining (condo/apartment & business owners) won't change that fact.

22 ^ | 1 v · Reply · Share >



Joe Banks → outofservice · 4 months ago

Maybe we can plant some of those trees that money grows on in the Pioneer Park area. That will solve everything!

Actually, the history of Pioneer Park is quite interesting. Look it up.

1 ^ | 2 v · Reply · Share >



skeetersdad → outofservice · 4 months ago

First rule of real estate, location, location, location.

^ | v · Reply · Share >



Fitz1 → outofservice · 4 months ago

Absolutely correct, as long as the homeless shelters and clinic stay where they are, the issues with the homeless will continue. Moving them will fix the problem for the Pioneer Park area, but it does not fix the homeless issues.

3 ^ | v · Reply · Share >



theorris → Fitz1 · 4 months ago

The homeless shelters own the land they sit on and the buildings they occupy. Is the city going to cough up the cash to buy the property? The homeless shelters, by the way, are private non-profits. They may get some government grants or something, but they are not government entities that can be moved by government fiat any more than Iggy's across the street from Pioneer Park can. Now, of course, an RDA could be used to condemn the land, but something tells me the Catholic Church and the Salvation Army would put up resistance and drag it through the courts. I believe that was the issue when the Gateway was built through the RDA in the first place.

^ | v · Reply · Share >



McDougly · 4 months ago



I know it might be obvious, but having 2 homeless shelters, 2 soup kitchens, and the road home shelter within 2 blocks of the park may have something to do with the problems. These programs should be moved into a more industrial area, and away from downtown. If there are no services for the homeless in the area, the homeless will move to where there are services.

It is also long past due to have a police substation located right at the park.
Problem solved.

Unless this problem is solved once and for all, no serious investor money will ever be put to work around the park. It is right downtown, and should be a jewel instead of the crap hole it is.

16 ^ | 4 v · Reply · Share ›



sasquatchburrito → McDougly · 4 months ago

Yes, move the people away to somewhere that is out of sight and out of mind. That will get rid of the problem right? NIMBY

I don't claim to have a solution, but moving everything to an industrial area would cost a lot of money and not do anything to improve the situation. I'd rather see that money spent on developing creative solutions to help these people and address the problem.

5 ^ | 2 v · Reply · Share ›



speakoutorshutup → McDougly · 4 months ago

This really isn't the solution. I've been pondering this question recently and I feel that moving them out of sight is akin to creating a leper colony where we just don't have to interact with them or be reminded that we might have social issues that need addressing. We already view homeless people as undesirable so let's just ship them off somewhere and cement our view that they are less than human.

I don't pretend to have any answers here, but this one just doesn't feel right.

1 ^ | 1 v · Reply · Share ›



Fitz1 → McDougly · 4 months ago

As I said above, moving them will resolve the issues at Pioneer Park, but not the issues of the homeless. I have not heard of a reasonable solution to the homeless issues.

As for investors, the old Salvation Army building, immediatly west of Pioneer Park, was sold (with very interesting terms) and an investor built on it. It has an Iggy's restaurant and is the corporate office for a national business (Energy Solutions). There are new (within the last 5 years) condos, apartments and other businesses on the north side of the Park. There is a nice restaurant in the old Firestone Building, and

there is a new building going up immediately south of the Energy Solutions Arena (100 South and 300 West). This is 1 block east of the homeless shelters and 1 block north of Pioneer Park. It will be a \$65 million mixed-use development will include a 159-room extended-stay Hyatt House, a 175-room Courtyard by Marriott, a parking garage and ground-level retail. I would classify all this as "serious investor money" building wisely in this area.

4 ^ | 1 v · Reply · Share ›



Shiznaw → Fitz1 · 4 months ago

That \$65 million mixed-use was initially built on the backs of the rest of us with artificially lowered interest rates and aggregate demand deposits of loanable funds misallocated to developers that exacerbated an over supply of condos.

BroadWay Loft Debacle - Click Me

That mixed use development has been and still is a flop. Capital investment largess at it's finest.

^ | v · Reply · Share ›



JimmytheVike → McDougly · 4 months ago

Just moving the problem somewhere else is not a solution.

^ | v · Reply · Share ›



TractorEngineer · 4 months ago

I guess everybody's gotta do their own thing. I wouldn't go near Pioneer Park on a bet.

7 ^ | 3 v · Reply · Share ›



Smonster · 4 months ago

That area could be one of the most desirable in Utah, but it won't be until the homeless services are moved.

10 ^ | 2 v · Reply · Share ›



Ogtonian · 4 months ago

I thought the best days of Pioneer Park were during the Occupy Movement. Having so many enlightened and educated people in one place just made the place special. And having the Chief of Police making regular visits along with Rocky made everyone feel better. There was a lot of good sex and good drugs that really helped the community bond. Isn't there anyway to bring back the good old days and just kind of make the homeless feel unwanted.


1 ^ | 13 v · Reply · Share ›





murphy243 → Ogtonian · 4 months ago


Good sex and drugs, but also plenty of righteous anger at the 1 percent right?


2 ^ | v · Reply · Share ›

 **speakoutorshutup** → Ogtonian · 4 months ago
 Oh gawd that's sad.
 3 ^ | v · Reply · Share ›


 **Ogtonian** → speakoutorshutup · 4 months ago
 It was sad seeing so many losers in one spot. It was even more sad to see all those losers playing a stupid game throughout the US. I just loved having the libs in the House and Senate cheering on their voting base.
 ^ | v · Reply · Share ›


 **Fitz1** → Ogtonian · 4 months ago
 I thought the Mayor at that time was Ralphie (Becker). Rocky was busy working on his campaign for the POTUS,
 2 ^ | v · Reply · Share ›


 **Ogtonian** → Fitz1 · 4 months ago
 No Rocky crawled out of his hole long enough to make an appearance. I just love the liberal hater response. 13 hits on the old thumbs down arrow. I knew they couldn't handle the truth.
 ^ | v · Reply · Share ›

 **politico63** · 4 months ago
 Could change the name to "Pee-oneer Park."
 8 ^ | 3 v · Reply · Share ›

 **skeetersdad** → politico63 · 4 months ago
 "Pee-on-or-near" Park.
 4 ^ | 2 v · Reply · Share ›

 **Darque Lament** · 4 months ago
 I had an appointment right across the street from Pioneer Park a few weeks ago. I didn't feel safe walking from the car to the building. I think a police substation manned 24/7 would be a great idea.
 8 ^ | 3 v · Reply · Share ›

 **speakoutorshutup** → Darque Lament · 4 months ago
 I'm always perplexed by this attitude. Has a homeless person ever done anything to you to warrant such a feeling? Has a homeless person ever done anything to someone you know to warrant such a feeling? The majority of crime committed among transients is among their own crowd (transient on transient). I think people feel uncomfortable with homeless people (insert your own reason here) and translate that to feeling unsafe.
 3 ^ | 3 v · Reply · Share ›

 **Darque Lament** → speakoutorshutup · 4 months ago
 Lets see....when walking to the building, I was

VERY aggressively panhandled and when I tried to walk past without giving the guy any money, was cursed at. That aside, I totally disagree with your logic. Pioneer Park has been a high crime for years, and according to the newspaper article, is getting worse. The whole purpose of a police substation is to place them in high crime areas, with the idea of increasing a police presence. It sounds as if an increased police presence is exactly what is needed.

11 ^ | 1 v · Reply · Share ›



Guest → Darque Lament · 4 months ago

I'm for that. But I think my property taxes would go up to pay for a police substation, manned 24/7. I would love to go to Pioneer Park and enjoy it, but I fear to go anywhere near or around it as things are now.

^ | 2 v · Reply · Share ›



Darque Lament → Guest · 4 months ago

How many people have been touched by crime in that area? Quite a few. And if I recall, a few murders have happened there too. What value do you place on the lives touched and lost? None I suppose, unless it is your life.

^ | v · Reply · Share ›



moderate_in_sugarhouse · 4 months ago

Yesterday, at the SLC Farmer's market, I saw 2 homeless men (obviously drunk) being lead away in handcuffs after harassing shoppers.

Walking back to my car., I was aggressively asked twice for money. The city should shut down these homeless shelters and clinics, until that's down, there is no way that the area will

grow and prosper. People tell me the homeless have rights, as a tax payer, I

also have the rights, the right to walk and shop in public spaces with being

accosted by aggressive pan handlers. If

we stop feeding and stop caring for the homeless, they will leave.

8 ^ | 5 v · Reply · Share ›



day_in_the_sun → moderate_in_sugarhouse

· 4 months ago

Why not execute them. We don't want you bothered.

5 ^ | 4 v · Reply · Share ›



murphy243 → day_in_the_sun

· 4 months ago

Isn't there a middle ground?

2 ^ | v · Reply · Share ›



Oosik → murphy243 · 4 months ago

What are you one of those damned

Liberals who believe compromise is the key to mindful governance??

1 ^ | 3 v · Reply · Share ›



laytonian → moderate_in_sugarhouse · 4 months ago

Yeah, let 'em die.
It would cost us less to house them, and take away their freedom to offend you -- but you (wacko_conservative_in_draper) don't want a solution.

4 ^ | 3 v · Reply · Share ›



murphy243 → laytonian · 4 months ago

Really? The views he expressed above make him a wacko conservative?

2 ^ | 3 v · Reply · Share ›



xert → moderate_in_sugarhouse · 4 months ago

The fact that people have to Inform you that "the homeless have rights" says more about you than is worthy of comment....but....I will anyway. you should re-read your post. You come off as an entitled idiot.

7 ^ | 2 v · Reply · Share ›



moderate_in_sugarhouse → xert · 4 months ago

You're right, I am entitled; I live, work and pay taxes in SLC.

I'm entitled to walk the streets and not be accosted by homeless.

I have the right to walk into my local public library without being over taken by the stench of the unwashed.

Do the homeless contribute to the economic and social capital of the SLC – NO. They detract from it.

The underlying premise that the homeless have rights is wrong. It encourages behavior that is neither desirable nor healthy. We should not be ceding our streets to the homeless. Son SLC will be like San Francisco, the city has taken a hands-off approach to the homeless and is now grappling with higher crime, makeshift homeless encampments on public sidewalks and aggressive panhandlers.

4 ^ | 3 v · Reply · Share ›



Oosik → moderate_in_sugarhouse · 4 months ago

-- You're right, I am entitled; I live, work and pay taxes in SLC"
 -- "Do the homeless contribute to the economic and social capital of the SLC – NO. They detract from it."

You do know that many of those unwashed and unwanted were once productive members of society? I do quite intimately because I used to be one of them.

I started working and paying taxes when I was thirteen. Around 37yrs later I found myself homeless. Being an experiential person I embraced it at

[see more](#)

10 ^ | 1 v · Reply · Share ›



FOpete → Oosik · 4 months ago
 blah blah blah.

^ | 2 v · Reply · Share ›



Oosik → FOpete · 4 months ago
 If you work hard and practice daily you could become polysyllabic. Then you could actually utter a thought even.

1 ^ | v · Reply · Share ›



FOpete → Oosik · 4 months ago
 Thanks. That was short enough to be worth reading.

^ | v · Reply · Share ›



Tom Teton → Oosik · 4 months ago
 Your problem is you do not understand many things and your progressive liberal views are still stuck in the give me more mode. The so called tea people do no want to hurt homeless, they want to take away benefits from those who do not deserve them.

Just look at how many illegal aliens are on food stamps and rental subsidies due to their anchor babies, look at how many healthy people are on food stamps and welfare because they are too lazy to actually get a job.

I would love to see a President with a set of nads come alone and get the congress to kick these people off the rolls and distribute more money to those who deserve it.

[see more](#)

2 ^ | 1 v · Reply · Share ›



John Roberts → Tom Teton

· 4 months ago

Bus fare huh? So you're in favor of raising taxes to eliminate fares on UTA?

1 ^ | v · Reply · Share ›



JimmytheVike → Tom Teton

· 4 months ago

.....They want to take away benefits from those who do not deserve them".

So the tea folks will set up panels that interview the homeless? And who will pay the people that determine who gets benefits?

The current administration is doing a hell of a lot more toward bettering society than the last three did- it's the tea folks who are sitting on their hands and refuse to do anything!

^ | v · Reply · Share ›



Oosik → Tom Teton · 4 months ago

"Just look at how many illegal aliens are on food stamps and rental subsidies due to their anchor babies, look at how many healthy people are on food stamps and welfare because they are too lazy to actually get a job."

Considering that the number of cases of proven voter fraud have been virtually non-existent statistically and that the same people using voter fraud as justification of voter suppression were the ones gnashing and rending about the infamous Anchor Baby. I'm thinking a smell a red herring.

As to healthy people getting money and food stamps? Many disabilities can't be

[see more](#)

^ | v · Reply · Share ›



JimmytheVike →

moderate_in_sugarhouse

· 4 months ago

I see you been going to church again. If you really feel the way you write you will have to be accountable for that some day

^ | v · Reply · Share ›



fluance → moderate_in_sugarhouse · 4 months ago

As a tax payer I am also offended that churches don't have to pay taxes which allows them to profit like a business. People don't realize that most churches donate very little of their income to charity. If a church donates to charity they deserve a tax break, but they don't deserve a complete tax exemption just so they can operate like a business, amass fortunes and dodge taxes in the name of god.

6 ^ | 1 v · Reply · Share ›



rutylo → fluance · 4 months ago

Uh..organizations like Catholic Community Services provide a lot of services, including meals, to homeless people daily. Do you honestly believe that governments could do a better job tan organizations like this one with the funds donated?

2 ^ | v · Reply · Share ›



fluance → rutylo · 4 months ago

I think the Catholic charities are great and they deserve a tax break for all charity services they provide. No I don't think governments could do a better job. I do think churches abuse their tax free status.

3 ^ | 1 v · Reply · Share ›



Oosik → fluance · 4 months ago

Agreed indeed!

1 ^ | v · Reply · Share ›



Oosik → rutylo · 4 months ago

Me buddy Jesus said to render to Caesar what is Caesar's. He also told those who would eventually create a religion from his philosophy in Matthew 6: 1-18 that if one receives rewards on earth for their Good Works they would receive any for the same in eternity. He took issue with praying in public and he really dislike the Pharisees who crafted laws allegedly according to the 10 Commandments. Much like today's self-annointed interpreters claiming to know what me buddy Jesus was really trying to convey.

But I need to agree with you about CCS. They financed my son's mother, aunts, uncles and grandparents immigration to US. The money required was repaid completely too. Thanks to them I have a really awesome son.

1 ^ | v · Reply · Share ›



Dead_New_World → moderate_in_sugarhouse

• 4 months ago

Yeah, stop feeding them and caring for them and they might leave. Or they might start mugging people like you instead. Or breaking into thier homes and chopping them into many many pieces before making off with the family jewels. Honestly, how stupid does someone have to be to not see that when you leave people with nothing, they have nothing to lose? And if you pop off with, well I keep a gun for self defense well then, good on ya. Hopefully it's not just "attempted" self defense that then ends up with a stolen gun in the hands of a murderer with no other options for his/her survival since it's either rob and kill idiots or watch themselves and possibly thier family STARVE to DEATH.

2 ^ | v • Reply • Share ›



JimmytheVike → moderate_in_sugarhouse

• 4 months ago

....."if we stop feeding and stop caring for the homeless, they will leave."

Wow, did you learn that at church??? Glad I'm not a member!!!

^ | v • Reply • Share ›

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Salt Lake City's Pioneer Park slipping back to desperate days

Some thought Pioneer Park was reborn. But beneath a sometimes-vibrant surface, a surge in homeless people has advocates, police and city officials seeking solutions.

BY CHRISTOPHER SMART THE SALT LAKE TRIBUNE

PUBLISHED AUGUST 20, 2013 1:06 PM

This is an archived article that was published on sltrib.com in 2013, and information in the article may be outdated. It is provided only for personal research purposes and may not be reprinted.

The two faces of Pioneer Park couldn't be more different: One is healthy and happy; the other is down and desperate.

Each Saturday morning during the summer harvest season, nicely dressed shoppers with strollers and dogs roam the park's Farmers Market seeking the healthiest foods money can buy.

But by Saturday evening, its unofficial residents have returned, seeking a place to camp, looking for a drug fix or just struggling to make it through another day living on the street. In this world, which includes addicts and the mentally ill, violence is a way of life.

It isn't a new phenomenon. Quite the contrary, it is one that won't go away. It has demanded attention for decades and caused heartburn for Salt Lake City Mayors Palmer DePaulis, Deedee Corradini, Rocky Anderson and Ralph Becker.

At a recent City Council budget hearing, Jason Mathis, executive director of the Downtown Alliance business group, pleaded for money for the challenges facing Pioneer Park and its homeless population.

It isn't that Salt Lake City and a host of service providers from shelters to soup kitchens, from clinics to mental health programs, haven't worked for decades to pull up the folks who have fallen off the bottom rung of the socioeconomic ladder. Many groups have worked tirelessly. And some progress has been made.

Construction of permanent housing expressly for the homeless, along with coordination among various agencies during the past decade, yielded significant strides toward bringing some of the chronic homeless back into the mainstream, said Karen Hale, Becker's communications director.

And the park has been home to new programs, like Friday night movies, yoga classes, bocci clubs, tennis groups and the Twilight Concert series. Not least, security cameras were put up throughout the park. City residents were reclaiming the green space — until recently.

"People were seeing a noticeable change. It was refreshing to see the park change

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just a bit," Hale said. "But, lately, people are seeing the park slip back to the way it was before."

It could be the poor economy or cutbacks in federal and state funding for homeless programs. Whatever it is, the homeless population around the park and downtown looks to be on the upswing.

For example, Karren Cardenas, 38, originally from Draper, recently lost her apartment at the Rio Grande Hotel. Sitting on a park bench, her worldly belongings stuffed into a duffle and a few plastic bags, she wept.

"They look down on homeless people," Cardenas said. "They think they are better than we are."

Cardenas said she qualified for permanent housing after a two-year stint at the Utah State Prison on a drug conviction. She has been on and off the streets since age 18 and said she suffers from "mental problems."

She has no idea how to find treatment, how to find services or how to get housing. And Cardenas has no plans — not even about her next meal.

"I'm just going with the flow," she said. "I hope some friends will let me stay at their house or their campsite."

There is no shortage of such stories at Pioneer Park.

Dustin Byrd, 36, and his wife, Abby, 34, are on the street. They were kicked out of The Road Home shelter for 30 days after they had a domestic dispute and argued there. Now, they are camping in Pioneer Park.

Originally from Utah, the couple and their four children were living in Oklahoma, where Dustin was employed. But he lost his job and their place of residence, and they returned to Utah.

Both were former heroin addicts and found themselves using the drug again during their stay at the shelter. Their children were taken away, and the two say they want treatment for their addiction and hope to get their children back. But they don't know where to get treatment and seem at a loss about what to do next.

A new program by Salt Lake City could help. On Wednesday, from 12:30 p.m. to 4 p.m., service providers will go to the park to help the homeless find programs that could help. It is being organized under Salt Lake City Police Department's Homeless Outreach Service Team (HOST).

Sgt. Michelle Ross said police have adopted policies through the decades that seek to help the homeless people they contact on the street.

Of course, if laws are being violated, arrests will be made. But a cycle of arrest, jail, release, warrant, jail does nothing to change social ills, she said.

"You can't think you are going to arrest your way out of a social problem [like homelessness]," she said.

Salt Lake City officials say they are not seeking to displace the homeless from the area, but, rather, find permanent solutions for them.

Officers talk to the homeless to see if they are aware of programs offered by various agencies, Ross explained. The city is working with those agencies to better coordinate outreach to that population.

But it's not a simple problem. For every person like, Cardenas or Byrd, who would accept help, there is one like Jeff Skog, 34, also from Utah.

He doesn't mind camping out, particularly in the warm months.

"During the summer, I like being out," Skog said. "During the winter, it's harder."

Skog presents himself as street smart and says he knows how to make money. He appears satisfied, if not happy, with the lifestyle.

"You always have to be aware of your surroundings," he said. "I just got robbed the other night. I got strong-armed at knifepoint."

But, according to Ross, even guys such as Skog will reach a point at which they are willing to accept help.


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"Sometimes it takes 20 years for someone to say, 'I'm tired of this. I'm ready to go.'"

csmart@sltrib.com —

Outreach planned at park

Salt Lake City Police Department's Homeless Outreach Service Team is staging an outreach program Wednesday from 12:30 to 4 p.m. at Pioneer Park, 300 W. 400 South, so service providers can help homeless people find programs that could help them.

279 comments



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SkyUtah1 · 4 months ago

Could there be a link between cutting mental Health services and an increase of homelessness in the parks? I have notice more and more folks begging at the traffic lights in the past year. Could this be due to the economy or lack of any mental health services?

23 ^ | 1 ▾ · Reply · Share >



BigLittleBrother → SkyUtah1 · 4 months ago

It is THE link, not one of them. The pan handlers are there because people give them money. Some people don't want to work a 9 to 5, and they make more standing on a corner for a few hours a week.

12 ^ | 6 ▾ · Reply · Share >



magneticnorth → BigLittleBrother · 4 months ago

"Want".

3 ^ | ▾ · Reply · Share >



Vulcanator → BigLittleBrother · 4 months ago

Yes and some of these people are so screwed up, they couldn't work a 9 to 5. Unfortunately distinguishing between two is difficult in a 20 second drive by.

20 ^ | ▾ · Reply · Share >



day_in_the_sun → Vulcanator · 4 months ago

You are both correct. You have three sets of homeless. You have the economic refuge who has been hard hit by our economy. You have people with mental health issues. There is a group of homeless who have simply learned how to game the system living in a culture of dependency, mooching.

What you see id the 80/20 rule. These 20% who are professional moochers use

20% who are professional moochers use 80% of the research. The people who really need help are too proud to panhandle. They don't like taking handouts.

13 ^ | v · Reply · Share ›



laytonian → day_in_the_sun
· 4 months ago

The seriously mentally ill and hopelessly addicted are society's problem, and we should house them.

The gamers, however, should be ratted out publicly.

I wonder what the panhandling teenaged girl who was "outed" by KUTV a few years ago, is doing now?

4 ^ | 1 v · Reply · Share ›



oy → laytonian · 4 months ago

I am also frustrated by those gaming the system. How can they surpass a fraud charge (like that sugarhouse girl). It would appear to me that holding a sign on a highway and feigning distress is constructive fraud even if it is not fraud in fact.

3 ^ | v · Reply · Share ›



BigLittleBrother → Vulcanator
· 4 months ago

And that takes us to the mental health issue. What are these people supposed to do? Be homeless?

1 ^ | v · Reply · Share ›



magneticnorth → SkyUtah1 · 4 months ago

Could the be a link between drug use and the homelessness in the parks? Could there be a link between a fledgling economy and homelessness in the parks? Could there be a link between drug use and the necessity for mental health services? When people have less money, there is less to support those that can not or will not support themselves.

5 ^ | 1 v · Reply · Share ›



day_in_the_sun → magneticnorth
· 4 months ago

This is my liberal view. As I pointed out, their is a professional mooching class among the homeless. They make \$125 a day panhandling.

You would be very wrong to believe this is all who are homeless. You have people who became long term unemployed. Their credit


could a big hit. They can't get jobs. They don't panhandle. They go for days without eating because they hate getting handouts.


I looked up the number. 37% of the homeless smoke. What the F##k!


The mooching class hang out getting free food and handouts so they can use any money they get to buy alcohol and cigarettes.


If you expect help than you should give up something. You should show that you are willing to make personal sacrifices to show you aren't some moocher. There should be programs they help these people. These same people who get help should help in the community showing they want to give something back improving the community.

4 ^ | v · Reply · Share ›

 **magneticnorth** → day_in_the_sun · 4 months ago
Agreed.
^ | v · Reply · Share ›

 **skeetersdad** → SkyUtah1 · 4 months ago
It's due to police forces no longer being able to control it due to court decisions.
2 ^ | 3 v · Reply · Share ›

 **day_in_the_sun** → skeetersdad · 4 months ago
They can't arrest them. They could take them to where homeless services are provided. There as to be ways to making the professional moocher not as comfortable.
1 ^ | v · Reply · Share ›

 **skeetersdad** → day_in_the_sun · 4 months ago
You stop and offer them a ride to the homeless shelter. They aren't interested in giving up a profitable corner. The only way to make the "professional moocher" uncomfortable is to give your donations to the Road Home, Salvation Army, the local food bank, etc. instead, so it can get to the truly needy.
2 ^ | v · Reply · Share ›

 **utecougar** → day_in_the_sun · 4 months ago
A few years ago, the Salt Lake police tried arresting a bunch of homeless people at Christmas time, just so they would be warm and fed for a day or two. The ACI UJ raised holv hell over it

Apparently they have a constitutional right to freeze and starve as long as they don't kill somebody.

2 ^ | v · Reply · Share >



day_in_the_sun → utecougar · 4 months ago

You don't arrest them. You take them where they can get services. You make it hard to claim they are doing it for food.

1 ^ | v · Reply · Share >



jsimmy → day_in_the_sun · 4 months ago

I personally would rather the police be fighting crime than running a taxi service for homeless people. There are other organizations that do that.

1 ^ | v · Reply · Share >



day_in_the_sun → jsimmy · 4 months ago

Police fight crime?? Police are tasked for revenue collection. It's economics. A policeman can issue three tickets per hour. You subtract two hours for lunch and interdepartmental collaboration (coffee and doughnuts) and each policeman is capable of extracting \$3,800 a day in gross revenues. It costs \$300 a day for his revenue collection services. Each policemen can extort...I mean clear \$3,500 in additional revenues.

If police caught a real criminals the criminals they caught would cost more than can be extracted from them. This is why criminals get cut deals and people with no criminal records rarely get charges reduced or dropped.

2 ^ | 1 v · Reply · Share >



jsimmy → day_in_the_sun · 4 months ago

That's your contrarian opinion and I disagree with it in it's entirety. You apparently have an ax to grind with police that doesn't interest or concern me.

^ | v · Reply · Share >



Tucsonan → skeetersdad · 4 months ago
damn that pesky Constitution

3 ^ | v · Reply · Share >



skeetersdad → Tucsonan



• 4 months ago

Well, you still have the right not to support them financially, give to the charities designed to help the homeless, not to those curbside panhandlers.

1 ^ | v • Reply • Share ›



crazy american → SkyUtah1 • 4 months ago

more and more white folks begging on the streets- you missed the word white.

They are begging because they made wrong choices when they were young. Some blame others for their misfortune. In the end its all about choices.

7 ^ | 4 v • Reply • Share ›



Superhomer → crazy american

• 4 months ago

That folks is what you call a sweeping generalization.

13 ^ | 1 v • Reply • Share ›



crown burger → Superhomer

• 4 months ago

In general, it's true. The vast, vast majority of such people are where they are because of poor choices and lack of self-discipline, not because bad luck just "happened" to them. Wake up and start holding people accountable. Other than the truly, whacked out crazy (who should be institutionalized), the remainder are responsible for themselves. There are PLENTY of opportunities for folks down on their luck who WANT to work hard and get out of a bad situation. "WANT" is the key word. It requires work and effort, and for most it's easier to whine and complain and receive handouts than it is to buckle down and have the discipline required to make better choices.

5 ^ | 1 v • Reply • Share ›



happyrunner → crown burger

• 4 months ago

You live in some sort of alternate universe if you truly believe the issue here is nothing more than lack of self-discipline.

7 ^ | 3 v • Reply • Share ›



crown burger → happyrunner

• 4 months ago

Disagree completely. It's time to start holding people accountable for their poor choices and to stop making

excuses for them. Have you ever actually dealt with these people? I have, and from first-hand experience my statement is true the vast majority of times. Your response is very sensitive, perhaps you've put yourself in a bad situation by making poor choices?

4 ^ | 1 v · Reply · Share ›



skyblue47 → crown burger
· 4 months ago

Oh really!!!!!! Well I am an exception to the rule then...read my story at the top of this page and eat your words. I hope you never end up where I did.....but if you did then you would have a much better understanding and maybe you would stop labeling people!

2 ^ | v · Reply · Share ›



crown burger → skyblue47
· 4 months ago

Good for you, being an exception to the rule - that's great. It still doesn't change the rule, though. Again, you don't just "end up" somewhere. Bad choices and lack of discipline and planning account for 98% of these cases. We're not doing people favors by making excuses for them. A hand up for anyone who wants it is great. It's the wanting it part that's the problem.

1 ^ | 2 v · Reply · Share ›



wallst → Superhomer
· 4 months ago

Its the truth...It's all about decision making.

^ | 2 v · Reply · Share ›



day_in_the_sun → crazy american
· 4 months ago

One of the groups hardest hit have been people over 45. Older workers are the last hired. This made many of these people long term unemployed. The long term unemployed are last to get hired. Credit reports are used by employers. Many of these same people now have poor credit. So they are over forty-five, they are long term unemployed and they have poor credit. That's three strikes against these. The system has been skillfully crafted to kick people when they are down.

3 ^ | v · Reply · Share ›



crazy american → day_in_the_sun
· 4 months ago

you are partially correct. many of those over 45 that are on the street /unemployed are uneducated too. The universities were cheap then and they are cheap today too. When i tell people go to college a get a degree they point out at all the Harvard drop outs who became millionaires. I know that dreaming is good. But if everyone becomes a millionaire then who is poor? me?

^ | 1 v · Reply · Share ›



day_in_the_sun → crazy american · 4 months ago

I used to do cost analysis. I got obsessed by the idea of costs. What is the real cost? I met a woman who is 60? She has two PdD's and she can't find a job. She is way over qualified. One cost in this and in any recession is they lost in not using the skills, talents and experience unemployed people have.

We have created a culture that values the new and shiny over the old and worn. American is a disposable culture. where resources are used and what remains is cast out and disposed off. This is reflected in the high unemployment rate for older Americans.

=====

see more

4 ^ | v · Reply · Share ›



crazy american → day_in_the_sun · 4 months ago

I could not make out anything from your lengthy rant. a person with two phd's needs to get her head examined. - again wrong choice. next, america is all about money and capitalism. You are worried about lazy people. Just ask those hard working asians who inspite of working hard are always on the receiving end of the stick. Not because they are dumb- its only cos they dont have an army or a nuke that can control world resources.

Stop whining and get back to work else you may lose your cozy job as well as heath care too.

^ | 2 v · Reply · Share ›



day_in_the_sun → crazy american



day_in_the_sun → crazy american

• 4 months ago

Can you read this. If not, find a someone who have taken ESL to read this then, explain it to you.

A. Our economy as lost more and money. Are you lost yet? Our economy as lost the value that the skills, talents and experience those unemployed would have added. Do you under stand this?

B. Workers over 55 who have worked for year have lost jobs. They became targets because they once earned more.

1 ^ | v • Reply • Share ›



crazy american → day_in_the_sun

• 4 months ago

"Our economy as lost more and money." WTH??

its cos the govt is printing money without any basis.

one should retire at 55. If one cannot then who is to blame? govt or self.

I heard that even people in a third world country like india retire at 55!!!!

^ | 2 v • Reply • Share ›



Ohmyheaven → crazy american

• 4 months ago

I had a horrid childhood but I take accountability for my actions to better myself. Taking accountability seems to be a National issue all around.

4 ^ | 1 v • Reply • Share ›



day_in_the_sun → Ohmyheaven

• 4 months ago

Maybe you will lose your job and get a change to learn compassion. You have judging other people down. Are you a Moron and a god in training? You do a great job give conservative lip service. Can you read English? I put out information showing there was a bias against hiring old people. If you aren't getting the shaft its so easy for you just parrot a lie. Parrots don't think. Everything that happens to people, they have control over? It figures someone believe this garbage. How many ignorant moronic conservatives believed a beer drinking Obama was following Islam? What idiots! I read the ignorance crap conservative believe daily. If you are too lazy to think or too

ually. If you are too lazy to think or too in to yourself to have compassion for others become a conservative where ignorance and being self absorbed is the accepted norm.

1 ^ | 4 v · Reply · Share ›



skyblue47 → day_in_the_sun · 4 months ago

I agree ^

1 ^ | v · Reply · Share ›



crazy american → Ohmyheaven · 4 months ago

Hats off to you. i am too tired of people saying I was born in a sewer and I am going to live in one or I was molested as a child so i am messed up.

1 ^ | 2 v · Reply · Share ›



wallst → crazy american · 4 months ago

You are correct.... people are who they are, and were they are, in life based on the choices that they have made.

unfortunately children get hurt because of the decisions their parents made.

1 ^ | 2 v · Reply · Share ›



Buzzards → SkyUtah1 · 4 months ago

A lot of the freeway panhandlers are not really homeless. It's an organized group out of Las Vegas. You can see the van dropping them off in the morning and picking them up after rush hour. The guy with the van gives them a bed to sleep in for a cut of the money they earn. They will be gone back to Vegas when the cold weather hits.

2 ^ | 1 v · Reply · Share ›



laytonian → Buzzards · 4 months ago

A lot of the freeway panhandlers are locals, who walk back to their homes. Remember Megan Elmer, the Sugarhouse scammer?

<http://www.youtube.com/watch?v...>

3 ^ | 1 v · Reply · Share ›



day_in_the_sun → SkyUtah1 · 4 months ago

People with mental health problems trend to self medicate. Their mental illness causes them to dissociate with the larger community. Their mental illness created behavior issues and events that get these people shunned. A percentage of these mentally ill people will require police intervention.

Look at the costs. The homeless population effects how people view the urban experience. SLC may be saving by cutting services. This is false economics. There is a lost on the spreadsheets of other has customers are driven out of coming to the city.

2 ^ | v · Reply · Share >



youoffyouremeds → SkyUtah1 · 4 months ago

Its the barack Obama effect. Our entire country is headed towards the desperate days.

2 ^ | 9 v · Reply · Share >



jsimmy → youoffyouremeds · 4 months ago

No, it's not. You just think it is because your gullible enough to be talked into believing it.

My life has actually never been better.

1 ^ | v · Reply · Share >



youoffyouremeds → jsimmy

· 4 months ago

really? what does 21 million out of work. gas at 4.00 a gallon. 8% reported unemployment(actually like 11% if you count the people that have given up hope of finding a job). close to 20 million homes still in foreclosure. 16 trillion in national debt(almost doubled in the last 5 years)---etc etc etc, say about this country headed for desperate times?

2 ^ | 2 v · Reply · Share >



jsimmy → youoffyouremeds

· 4 months ago

It doesn't say anything other than what it says. Things aren't getting any worse. They're getting better. It's just the republican talking heads that feed you your "news" don't want you to realize it. Try going somewhere other than Fox News sometime. Sure, it aint great. But it's better than it was.

<http://swampland.time.com/2013...>

^ | v · Reply · Share >



youoffyouremeds → jsimmy

· 4 months ago

Blame it on Fox news. So typical of the Obama crowd.

^ | v · Reply · Share >



jsimmy → youoffyouremeds

· 4 months ago

I'm not in the Obama crowd and I'm hlaming you not Fox News

Warning you, not on news.

And what, no comment on the article? I guess it doesn't fall in line with your doom and gloom predictions so obviously, it's wrong. So typical of the Tea Party crowd.

^ | v • Reply • Share >



StickyWicket → youoffyouremeds

• 4 months ago

Yeah, remember back before 2009? There were no homeless people. Every day was just sunshine and unicorns!

Oh, wait...

3 ^ | v • Reply • Share >

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P H — Oh how correct you are. Less "government intervention" means more ...

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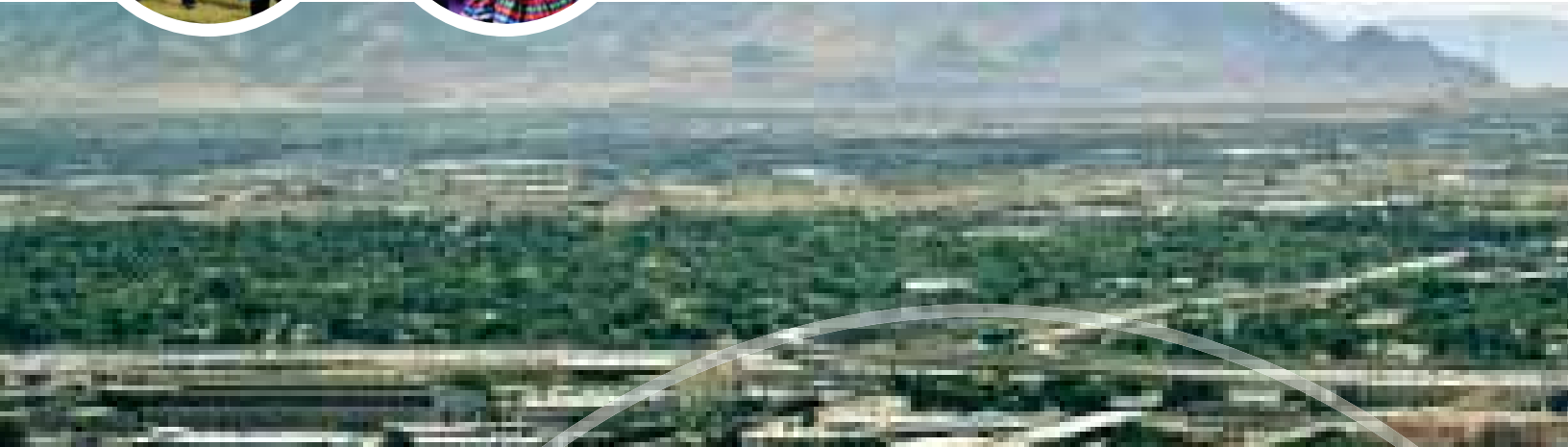
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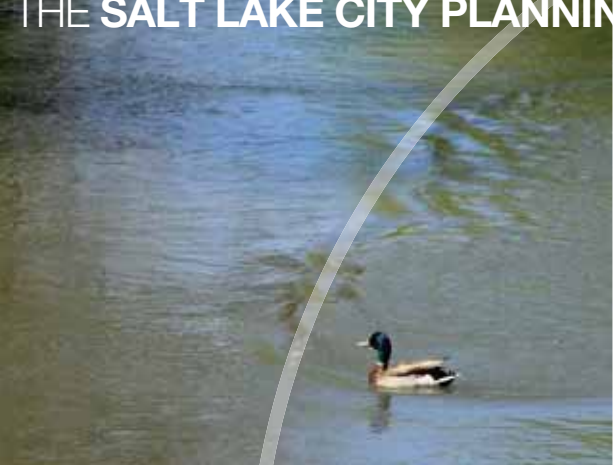
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THE WEST SALT LAKE MASTER PLAN



THE SALT LAKE CITY PLANNING DIVISION



Public Review Draft (10/21/13)



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INTRODUCTION

YOU ARE HERE

The *West Salt Lake Master Plan* is principally a visioning document for the Glendale and Poplar Grove neighborhoods. It is the result of over two years of public engagement in a variety of formats directed by the Salt Lake City Planning Division and with a variety of partners with a stake in the community. The document explores the community's history, people, assets, problems, and most importantly, the opportunities that make West Salt Lake *West Salt Lake*.

The plan records that vision and maps out the means of reaching it over the next ten to 20 years. The direction is in the form of goals and action items that are detailed regarding their scale, scope, priority and timeframe. The action items are assigned to four general groups that are responsible for implementing this plan: Salt Lake City, the private sector, stakeholders and the community.

- **Salt Lake City** is the administrative and legislative departments that make up the local government responsible for drafting and adopting ordinances and policies for the growth of the city, including the creation of a budget and the funding of programs, projects and staff to implement and administer them.
- **The Private Sector** is comprised of developers and property owners who design and build the new residential units, commercial buildings, office parks, and other projects on private property that meet the development regulations, policies and goals found in this plan.
- **Stakeholders** are the various organizations and agencies that have an active role in the community, or provide services to the community, but are not directly affiliated with the local government; and
- **The Community** are the residents and the local business owners who have the power to shape and build their neighborhoods, their blocks, their streets and their homes, and work together with their neighbors to make West Salt Lake the community that they have envisioned.

While all four of these groups are important, it should be noted that the community members are the ones who can truly drive the process over time. By identifying problems and needs, developing solutions, representing their community and taking advantage of available funding programs and sources, residents and business owners are not just content with helping create this document. They want to see it in action and turn the vision on paper into reality.

So, what is that vision?

VISION

West Salt Lake will be:

- A seamless pattern of stable residential neighborhoods;
- A growing commercial and neighborhood centers and thriving recreational assets;
- Home to a diverse mix of people, cultures and businesses that form a clear network of neighborhood destinations for residents;
- Clearly connected to the rest of Salt Lake City through a variety of reliable transportation modes that give residents options for getting around;
- Home to numerous retail and service options from a mix of commercial types;
- The primary destination in Salt Lake City for river recreation, active parks and a variety of public spaces;
- Home to neighborhoods that celebrate a shared history and character through growth of neighborhood and community nodes;
- Home to community and cultural assets that provide services and educational opportunities for people of all ages; and
- Home to a healthy and diverse industrial business community that provides a growing employment and economic base for Salt Lake City.

Above all, West Salt Lake will be a beautiful, safe and sustainable place for people to live, work and have fun.

GOALS

The goals of the West Salt Lake Master Plan are to:

- **Promote reinvestment and redevelopment** in the West Salt Lake community through changes in land use, improved public infrastructure and community investment to spur development that meets the community's vision while maintaining the character of West Salt Lake's existing stable neighborhoods.
- Protect and encourage **ongoing investment in existing, low-density residential neighborhoods** while providing attractive, compatible and high density residential development where needed or desired.
- Recognize, develop and foster opportunities for **unique, mixed use neighborhood and community nodes** in West Salt Lake that reflect the diverse nature of the community and provide resources to allow for their growth.
- Recognize, develop and foster opportunities for **regional nodes** that strengthen the community's employment base while providing large-scale commercial retail and service options for residents and employees of West Salt Lake.
- Make West Salt Lake a destination synonymous with **recreation, trails, open space and the outdoors** by celebrating and spotlighting the Jordan River, the Jordan River Parkway, the 9 Line and the community's parks and natural spaces.
- Enhance and expand the **internal network of assets, nodes and resources** ensuring that all residents and employees in West Salt Lake have access to goods, services and activities and the opportunity to walk or bicycle safely to them.
- Strengthen the **connections both within West Salt Lake and between West Salt Lake and other parts of Salt Lake City** by improving the community's gateways and corridors and strengthening the transportation network for all modes of travel.
- Maintain the stability of the **industrial and employment base** in the southern part of the community while transitioning other industrial neighborhoods to uses that are more appropriate for the neighborhoods and softening the transition between industrial and residential land uses.
- Create a beautiful community with a system of guidelines to **create and strengthen public spaces** that will foster community interaction and pride and catalyze ongoing redevelopment and growth.

In addition to these goals, each section of the plan—the Opportunities, Neighborhoods, Redwood Road, Nodes, the Jordan River, the Surplus Canal, Industrial Districts and Public Spaces—each have their own goals and action items intended to fulfill these larger goals.

THE WEST SALT LAKE COMMUNITY

The **West Salt Lake Community** is used throughout the *West Salt Lake Master Plan* as both a term for the physical extent of the study area and as a generalized reference to the residents, employees and stakeholders within. The diversity of the West Salt Lake community—a point brought up by many and quantified through various sources—is part of the appeal of the community to outsiders and a source of pride for residents. There was considerable agreement on several points that were further underscored through the feedback gathered throughout this process by multiple organizations in a variety of roles. Residents learning about the *West Salt Lake Master Plan* update for the first time at community festivals, such as the CommUNITY Fair at the Sorenson Unity Center, offered a vision of the river very similar to the most vocal of advocates for the Jordan River. After distilling the themes from all of the feedback gathered throughout the process, the consistency and frequency of those themes made it

relatively easy to identify the most important elements of the vision and filter them through the city's goals and best planning practices. The consistency of the themes drawn from the public provides comfort regarding the usage of "community" for such a large and diverse group of people.

ENGAGING THE COMMUNITY

The *West Salt Lake Master Plan* was developed over the course of two years through a variety of public engagement methods. Public meetings were held beginning in 2011 and the master plan team and its partners worked with the community through other avenues through student projects and events. Additionally, Comunidades Unidas engaged members of the community, especially the Spanish-speaking residents of West Salt Lake, and reached out to those who had never participated in public processes such as this before. The school district's summertime free lunch program, the Groove in the Grove and back to school nights at Guadalupe School and Mountain View Elementary School are just some of the events Comunidades Unidas attended in support of the project.



ACKNOWLEDGMENTS

Salt Lake City Mayor

Ralph Becker

Salt Lake City Council

District 1: Carlton Christensen

District 2: Kyle LaMalfa, Chair

District 3: Stan Penfold

District 4: Like Garrott

District 5: Jill Remington Love

District 6: Charlie Luke

District 7: Søren Simonsen

Salt Lake City Planning Commission

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Damian, Raquel Ramirez, Jorge Rodriguez, Yaj Janetzy

Ruano, Maria Vargas and Veronica Zavala

Partners and Community Organizations

The *West Salt Lake Master Plan* was created with the help of community partners and through the participation of numerous members of the West Salt Lake community, including residents, property owners, business owners, non-profits and other stakeholders.

Community Councils

Randy Sorenson, Chair, Glendale

Jay Ingleby, Vice Chair, Glendale

Andrew Johnston, Chair, Poplar Grove

Dennis Faris, Vice Chair, Poplar Grove

Environmental Protection Agency

Michael Wenstrom, Environmental Justice Specialist

NeighborWorks Salt Lake

Maria Garcia, Executive Director

Tham Soekotjo, Resource & Development Manager

Sorenson Unity Center

Chris Peterson, Director

Nicol Bourdeaux, Director (Former)

Angela Romero, Community Programs Manager

University Neighborhood Partners

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University of Utah Westside Planning Studio

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Westview Media

Charlotte Fife-Jepperson, Publisher/Editor

Front Page ("You Are Here") Mural

Chris Peterson

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Nick Britton, Mayra Cedeno, Nick Norris, Lance Tyrell, Ana Valdemoros, Salt Lake City Mayor's Office, Utah State Historical Society



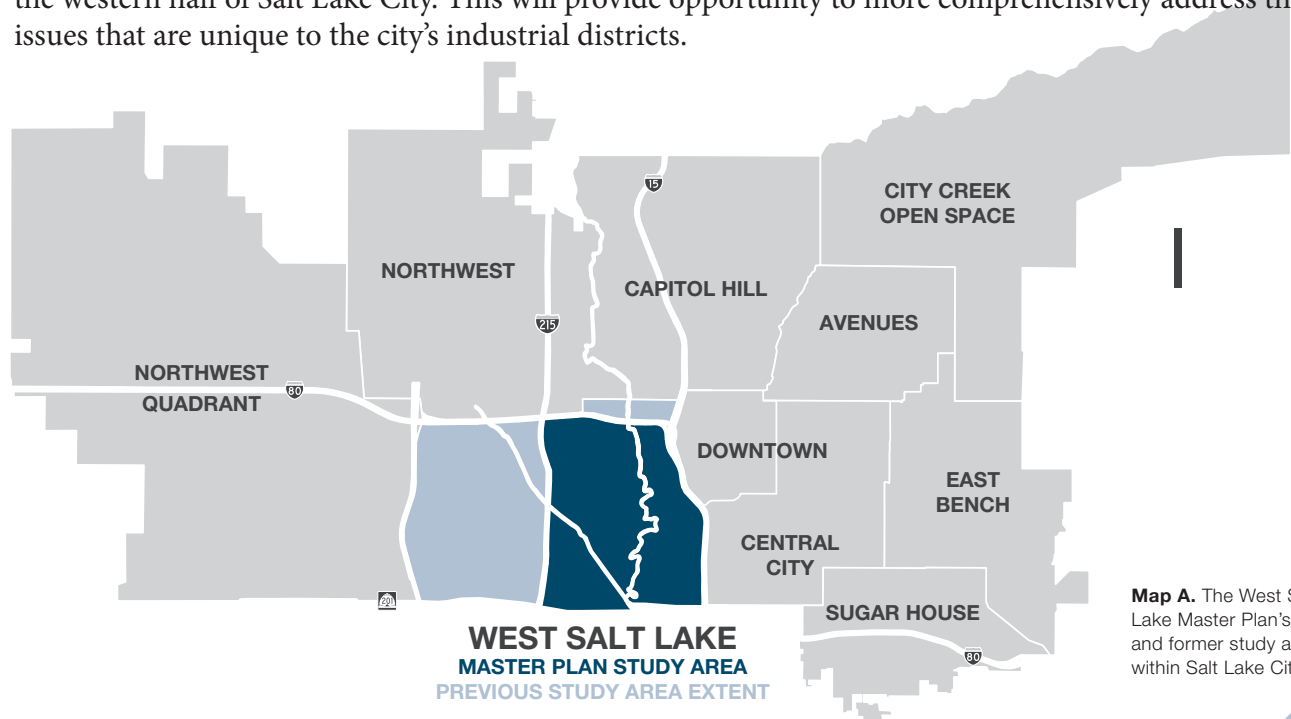
COMMUNITY PROFILE

STUDY AREA

Area, Land Use & Zoning

The *West Salt Lake Master Plan* study area extends from Interstate 80 southward to State Highway 201 (or the 21st South Freeway) and from Interstate 15 westward to Interstate 215. This study area is smaller than the traditional study area of West Salt Lake and the study area used in the most recent master plan for the area adopted in 1995 (see *Map A*). There are two reasons for the change:

- The Euclid neighborhood, between North Temple and I-80 on the east side of the community, was fully included in the *North Temple Boulevard Plan* adopted in 2010.
- The area west of I-215 will be included in a master plan that addresses the entirety of industrial areas in the western half of Salt Lake City. This will provide opportunity to more comprehensively address the issues that are unique to the city's industrial districts.



Map A. The West Salt Lake Master Plan's current and former study areas within Salt Lake City.



Map B. The West Salt Lake Master Plan study area with the location of parks, trails, schools and other community assets.

The study area is approximately 4,000 acres, including streets and waterways; just over 3,000 acres of that land is developable land (*see Map B*). Of that area, the current zoning breakdown is as follows: 1,020 acres (34 percent) are residentially-zoned properties; 890 acres (30 percent) are zoned for industrial uses; 525 acres (18 percent) for commercial uses; 310 acres (11 percent) for open space; and the remaining area for institutional and government uses. The actual land uses, as classified by the county, are similar in distribution: 32 percent is used for residential development; another 29 percent for industrial development; 12 percent for commercial; ten percent for open space; six percent for institutional uses; and the remaining 11 percent is considered vacant.

The residential zoning districts form the core of the study area, between 900 West and Redwood Road and from I-80 south to 1700 South. Of the 1,020 acres of residential zoning in West Salt Lake, 89 percent is zoned for single-family development (including the community's two mobile home developments), two percent for duplexes and the remaining nine percent for multi-family development. Well over one-half of West Salt Lake's 90 acres of multi-family zoning is contained within just six developments, all within two blocks of either Redwood Road or 1700 South. Not only does West Salt Lake lack multi-family housing options, but the options that are there are not well integrated into the rest of the community.

The industrial zoning districts, and a majority of the commercial ones, surround the neighborhoods on the east, west and south sides. The open space zoning, which is almost entirely composed of the Jordan River and Jordan River Parkway and the community's parks are centrally located through the middle of the residential community.

DEVELOPMENT HISTORY

Settlement & Growth

Land within West Salt Lake was first settled by pioneers in the 1870s as population growth necessitated additional agricultural land. One of the first farms belonged to George Q. Cannon and was located on 1000 West south of California Avenue. The land was settled between 1878 and 1880 and three of the original homes still stand today. More consistent development began in the late 1880s and continued well into the following century.

West Salt Lake lagged behind other parts of the city in terms of development for two reasons. The first reason was the development of the railroad. Between 1870 and 1885, a railroad corridor developed in the western part of Downtown, between 400 West and 700 West, creating a barrier between West Salt Lake and the eastern parts of the city, a barrier that remains to this day. Industrial development paralleling the tracks soon followed. The number of tracks has decreased considerably over time but the corridor, now at 600 West, is still the primary north-south rail corridor in the Salt Lake Valley and the tracks and industrial corridor both still serve as a border between West Salt Lake and points east.

The second reason West Salt Lake took longer to develop was the unpredictability and the early incompatible usage of the Jordan River. Low-lying lands along the river were prone to flooding, making agricultural activity difficult. The Jordan River was also a sewer and refuse dump for the growing city in the mid-1800s, a common usage for rivers at the time. This treatment resulted in conditions—odors, diseases and pollution—that made it an unlikely place for residential development.

However, changes to the infrastructure of West Salt Lake towards the end of the century helped change that perception. The Surplus Canal, built in 1885, reduced the unpredictability of the Jordan River which expanded the available agricultural land and allowed construction of permanent bridges over the river. The expansion of the railroad and industrial development west of the city necessitated more housing. Slowly, new subdivisions began

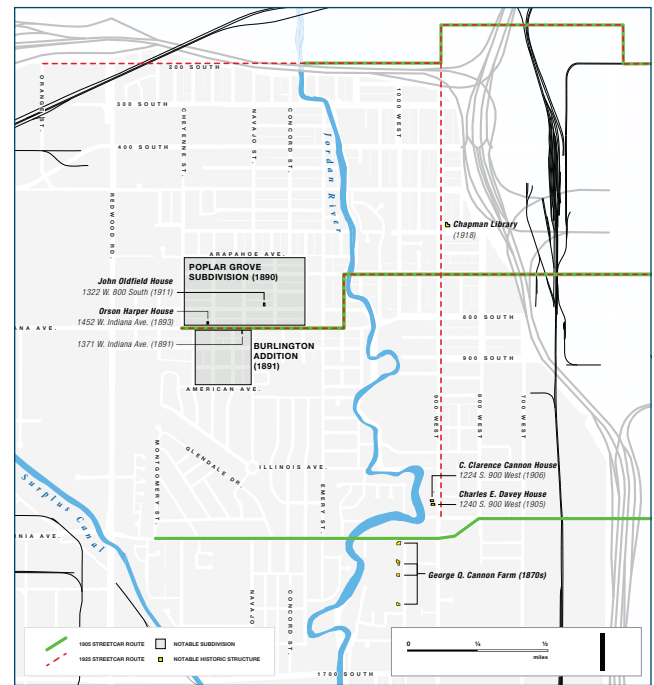
appearing farther and farther west and the community began to take shape.

Residential & Industrial Development

The first subdivisions appeared in the 1880s along the north-south railroad corridor and served as worker housing for the manufacturing companies. As streetcar services expanded into the area, along 200 South, 700 South and 1300 South, new subdivisions began appearing throughout both Glendale and Poplar Grove. The 16-block Poplar Grove subdivision (north of Indiana Avenue between 1200 West and Cheyenne Street) and the nine-block Burlington Addition (south of Indiana Avenue between Navajo Street and 1500 West) were two of the first and most successful subdivisions and were instrumental in keeping the streetcar route on Indiana Avenue. One of the oldest remaining homes in West Salt Lake is the Orson Harper House at 1452 W. Indiana Avenue which was built in 1893 as part of the Poplar Grove subdivision.

Yet, due to the Panic of 1893, a national economic downturn caused in large part by problems in the railroad industry, many of these streetcar subdivisions only existed on paper. Poplar Grove was one of those original subdivisions and its name survives today because it was adopted by several local businesses and preserved by an LDS ward. Residential development in earnest began after World War II and the Poplar Grove and Glendale neighborhoods were effectively in place by the 1950s. Nearly half of the homes in West Salt Lake were in place by 1960 with the biggest spikes occurring during the post-war decades.

Industrial development on the east side of West Salt Lake was in place by 1900 but the establishment of the industrial base south of 1700 South and west of Redwood Road was largely prompted by nationwide economic growth in the 1950s and the expansion of the Salt Lake City International Airport in the late 1960s. The finalization of the interstate highway system in this part of the city was also a driver of industrial development. After both I-80, between Redwood Road and the airport, and I-215, between I-80 and Highway 201, were finished in 1988, West Salt Lake became one of the most accessible areas of the Salt Lake Valley via the highway system. Ironically, however, the community also became more isolated due to these elevated highways and much more difficult to access via surface streets.



Map C. The two primary phases of West Salt Lake's streetcar history and some early subdivisions in the community. Some of West Salt Lake's most significant historic structures are also shown.

Streetcar Development

The renewed interest in streetcars in Salt Lake City has led to some discussion in West Salt Lake, generally as a means of connecting the community to TRAX in a more dependable and efficient manner. The routes that residents suggested as their preferred choices echoed the ones found previously in West Salt Lake. At the beginning of the twentieth century, there were three east-west routes that served the sparsely populated neighborhoods of the time. The northernmost route was on 200 South from Downtown to the Fisher Mansion at the Jordan River (I-80 was not yet a barrier for the Poplar Grove area yet). Another route followed 700 South westward from Main Street to 1100 West, turned south, and then again headed west to Cheyenne Street. Finally, the southernmost route in West Salt Lake extended between 200 West and Montgomery Street near Redwood Road.

By 1920, the 1300 South/California Avenue line had disappeared completely but the 200 South line was extended to Orange Street (approximately 1900 West). Additionally, a new streetcar route had been built down 900 West (then known as 800 West) between 100 South and 1300 South. The streetcar network in West Salt Lake remained unchanged until 1935; at that point, all streetcar routes in West Salt Lake had become “gas bus” lines. By 1941, there were no more streetcars in Salt Lake City. Over the next 25 years, the placement of bus lines varied to some extent, but the primary routes were generally on 200 South, 400 South, California Avenue, 2100 South, 900 West, and Redwood Road. A 1968 bus route map shows evidence of the beginnings of I-15 and the east-west disconnect it would further exacerbate: only two bus routes provided access from West Salt Lake to the downtown and central neighborhoods of Salt Lake City. One route was on 400 South and the other, 200 West. No routes south of 400 South ventured east of 900 West. While West Salt Lake’s public transportation network is now more robust, and better integrated into the larger network, than it was in the late 1960s, there are still improvements that can be made (see Map C).

GEOGRAPHY

Neighborhoods

The West Salt Lake Community is comprised of two neighborhoods: **Glendale** and **Poplar Grove**. Many residents self-identify as residents of either neighborhood, but “Westside” is also a common place name people use. Poplar Grove, to the north, began developing before Glendale did, but for the most part, the neighborhoods are post-World War II neighborhoods. The traditional line that defines the two neighborhoods is the former Union Pacific railroad right-of-way, which was in 2012 converted into **a bicycle and pedestrian trail called the 9 Line**. This line, however, is seen by most residents as an administrative boundary only, one that demarcates the two community councils, but the actual boundary is not well defined. For example, 400 South is also called Poplar Grove Boulevard and there is a Poplar Grove Park at Indiana Avenue and Emery Street. To the south, Glendale Drive forms the backbone of the neighborhood north of California Avenue opposite of Glendale Middle School. Closer to the 9 Line, however, there are few references to either name.

At this location, just over a mile from the northern edge of Poplar Grove and a mile from the southern edge of Glendale, the 9 Line joins the Jordan River Parkway and there is a concentration of parks, community events and gathering spots. This context is part of the reason the 9 Line trail and the ongoing projects in the corridor are so important to both communities. It is not just a boundary between two neighborhoods, but where the two neighborhoods are intertwined and become a community.

Connectivity

One of the most common issues brought up in community meetings was the lack of connectivity between West Salt Lake and the rest of the city. This isolation results from the historical development of the city and railroads dating back to the late 1800s. This isolation was amplified by the placement of I-15 and I-80 and many residents believe that it has created a cultural and political dissonance. This tension is often present in dialogue between community members and city staff members. Residents believe it has had lasting impacts on perceptions of the West Salt Lake Community.

West Salt Lake is close to neighborhoods like Euclid, Jackson, Downtown, Fairpark and Gateway, but the lack of sufficient connections for all modes of transportation makes the issue a significant one. North-south automobile traffic is funneled onto three routes and east-west traffic is limited to six routes (seven routes if 200 South is included, though it is just outside of the study area). Additionally, these connections pass through gateways that

some perceive as unattractive or unsafe and most of them are subject to delays from train crossings. Bicyclists and pedestrians are especially limited in their route choices because few of these connections are bicycle- or pedestrian-friendly. Dedicated routes for these transportation modes, such as the 9 Line and the Jordan River Parkway, have their own barriers: the 9 Line is subject to the same issues found on 900 South and the Jordan River Parkway detours into the Euclid neighborhood between North Temple and 200 South.

DEMOGRAPHICS

Population

The 2010 Census, the most recent, indicates that the population of West Salt Lake was 24,523, constituting 13 percent of Salt Lake City's total population (186,440). West Salt Lake has grown significantly in overall population since 1990 after three decades of relative stability. From 1960 until 1990, the community's population held steady at approximately 17,000. The 1990 United States Census reported 17,050 residents, representing 11 percent of Salt Lake City's total population. Over the next ten years, however, West Salt Lake's population increased by 25 percent to 22,758, a growth rate higher than the city's overall rate, which was just 12 percent. At this point, West Salt Lake's portion of the total city population jumped from 11 percent to 13 percent. As of 2010, West Salt Lake's had grown once again but at a considerably lower rate: just eight percent. However, Salt Lake City's population only grew by three percent since 2000. Since 1970, West Salt Lake's population has increased by over 7,000, people representing a 42 percent increase.

Males made up 52 percent and females 48 percent of the community, which is just roughly equivalent to what was recorded for the whole city (51 percent to 49 percent). Residents in West Salt Lake were younger than the city as a whole: 34 percent were less than 18 years old and the median age was 27 years old. Salt Lake City stood at nearly 23 percent and 31 years old, respectively. School age children (five to 17 years old) made up nearly 15 percent of the city's total population. West Salt Lake had a larger number of school age children, accounting for over 22 percent of the community's total. In fact, West Salt Lake is home to 20 percent of the entire city's school-age children. At the other end of the age spectrum, only seven percent of the community's population was 65 years or older, which is notably lower than the citywide's 9.5 percent. This echoes the Salt Lake County's health assessment for the community, which found that the life expectancy for residents in West Salt Lake was 76 years old, three years lower than the statewide average, making it the lowest in all of Utah.

Diversity

The consensus among residents of West Salt Lake is that their community is more ethnically diverse than the rest of Salt Lake City. The 2010 Census data supports this perception. Excepting Asians, West Salt Lake's ethnic minority populations—as a percentage of the entire population—are higher than the city as a whole. African Americans account for four percent of the West Salt Lake population (as opposed to three percent citywide). Native Americans and Alaskan Natives were nearly two percent of the population in West Salt Lake, but closer to one percent citywide. Native Hawaiians and Pacific Islanders were 6.7 percent of the West Salt Lake community, while only two percent citywide. Finally, the percentage of residents of West Salt Lake considering themselves another race (27 percent) and two or more races (five percent) were both higher than the citywide equivalents (10.8 percent and 5.4 percent respectively).

The most significant demographic difference between Salt Lake City and West Salt Lake is among Hispanic or Latino populations. Over half (52.7 percent) of West Salt Lake's residents self-identified as either Hispanic or Latino, while less than one-quarter (22.3 percent) of the whole city did the same.

The enrollment data for the six public schools in West Salt Lake—one middle school and five elementary schools—also demonstrates the ethnic diversity. In 2011 (the most recent available enrollment data), at least 60 percent of the students at all six schools were considered Hispanic or Latino (the enrollment data are not like Census data in that the Hispanic/Latino classification is considered its own individual ethnicity). Additionally, at three West Salt Lake schools, the percentage of Native Hawaiian or Pacific Islander students was equal to or higher than the percent of Caucasian students. All six of West Salt Lake's public schools were within the top ten based on highest percentages of students that were Hispanic/Latino or Native Hawaiian or Pacific Islander.

This diversity is also indicated by language statistics: more than half of West Salt Lake residents speak at least one language other than English at home, while only one-quarter of residents citywide do the same. In four of West Salt Lake's five elementary schools, Spanish is the predominant language spoken by the students' parents. At Mountain View Elementary School, languages other than English and Spanish account for nearly 20 percent of the spoken language at home.

Education & Employment

The adults in West Salt Lake are far less likely to have a high school degree or higher education. Only 58 percent of adults had finished high school in West Salt Lake while 86 percent of adults in Salt Lake City had done so.

As of 2010, 90 percent of working-age West Salt Lake residents were employed, only three percentage points less than the city as a whole. But detailed data reveal differences between the community and the city. Residents in West Salt Lake were slightly more likely than the average Salt Lake City resident (22 percent versus 17 percent) to be employed in industries such as utilities, manufacturing and construction, but much less likely (15 percent versus 41 percent) to be employed in sales or in management.

Dependency ratio is a measure of the number of residents who are generally considered dependent upon working age residents, between 18 to 64 years old. The dependent populations are made up of those younger than 18 years old and older than 64. In some cases, this measurement may not reflect the whole workforce, as some families can depend upon the additional incomes of high school students or seniors who still choose to or need to work. This provides a rough estimate of the pressure upon the workforce to provide for those who, on average, cannot work. Generally speaking, the higher the ratio, the higher the burden on the workforce.

The disparity between West Salt Lake and the city as a whole, however, is noteworthy. At the community level, every 100 work age residents are theoretically carrying the economic burden for an additional 68 people. Citywide, on the other hand, every 100 residents are carrying the burden for only 47 additional people. In other words, West Salt Lake workers are, on average, providing for more people than their citywide counterparts. Though this is a generalized calculation, the gap is magnified by the additional disparity in incomes.

The median household income in West Salt Lake was just over \$40,000 while the city's median income was just under \$60,000. The mean household income, however, revealed a wider gap. West Salt Lake households averaged \$46,000, almost \$45,000 less than the citywide mean household income. The average working individual in Salt Lake City made nearly double (\$27,000) what a working West Salt Lake resident made (\$14,000). These differences are likely a result of the aforementioned differences in employment types. What makes the economic gap between West Salt Lake and the city as a whole is the the fact that any given member of the workforce in West Salt Lake is very likely providing for more people than any given worker elsewhere in Salt Lake City.

Housing & Households

According to the 2010 Census, two-thirds of the housing stock in West Salt Lake were single-family homes. This is

lower than expected based on West Salt Lake's overabundance of single-family zoning districts. The average price of a home in 2010 was approximately \$140,000 (versus \$244,000 citywide). Twenty percent of homes in West Salt Lake were built since 1990 and 19 percent were built before 1940; the remainder were built between 1940 and 1989. Citywide, less than ten percent of the housing stock was built since 1990 and nearly half (46 percent) was built prior to 1940. Given the fact that most of West Salt Lake's residential neighborhoods developed later than the rest of the city, this is to be expected.

While West Salt Lake was home to approximately 13 percent of the the city's population, it only accounts for nine percent of the housing units. The result the city's highest average household size. Households in West Salt Lake averaged 3.6 residents (up from 3.4 in 2000) while the citywide average was 2.4 (down from 2.5 in 2000). The average family size in West Salt Lake was 4.1; citywide, the average was just over 3.2. Effectively, both households and families in West Salt Lake were a full person larger than the city's average.

Compared to the rest of the city, a higher percentage of housing units in West Salt Lake were occupied (95 percent for West Salt Lake versus 92 percent for the city) and a higher percentage of those homes were occupied by their owners (53 percent versus 45 percent). In other words, less than half of West Salt Lake's housing units were rented but more than half of Salt Lake City's were. Additionally, over half of the units in West Salt Lake had been occupied by their 2011 occupant for less than six years. On the other hand, only four percent of the dwelling units had been occupied by their 2011 occupant for more than 40 years, which is on par with the citywide average.

Travel & Commuting

Between March 2012 and July 2012, the state's four metropolitan planning organizations, the Utah Department of Transportation, and the Utah Transit Authority conducted a statewide travel demand survey. Those invited to participate were asked to record all trips made during a pre-assigned weekday. Via either a website or telephone number, the participant recorded each trip's mode, origin, destination and purpose and then the data were aggregated to provide a snapshot of travel behavior and patterns for Utah residents. This survey has a number of issues, especially in communities where participants may not have the time or means to record their data, but it may provide some hints that provide direction for future studies.

Almost 22,000 internal trips were recorded within West Salt Lake, meaning that the trip both began and ended in the community. The mode of transportation for those trips broke down as follows:

- Driving, 71 percent;
- Walking, 15 percent;
- Bicycling, 12 percent;
- Public transportation, no trips recorded; and
- Another mode (skateboard, school bus, etc.), the remaining two percent.

The fact that there were no internal transit trips is telling even with a limited sample. However, the lack of transit trips were not just limited to the West Salt Lake area. Survey participants recorded only 489 trips via public transportation originating in West Salt Lake (to another Salt Lake City location) and just 285 that ended there. Nearly all of those trips were either to or from the University of Utah or Downtown.

Commuting patterns among West Salt Lake residents, as documented in the 2010 Census, were comparable to rest of the city for all modes (such as driving alone, cycling, public transit, walking) except for carpooling. Residents here were more likely to carpool than the city as a whole (25 percent versus 12 percent). While this is a positive indicator from a sustainability point of view, it may also indicate two potential problems. One, it may demonstrate

that there is a lack of jobs in or proximate to where people live in West Salt Lake. Two, in addition to the travel study from 2012, it may also underscore what residents said about the poor quality and inefficiency of public transportation in the community. The lack of reliable and efficient public transportation is an issue that has far-reaching implications for residents who may rely on such services more than residents elsewhere in the city.

ASSETS & RESOURCES

Schools

West Salt Lake has eight schools: one public middle school, five public elementary schools and two private charter schools (see Map B). Those schools, their locations and their 2010-2011 enrollments (for public schools) are as follows:

School	Grades	Address	Enrollment
Glendale Middle School	7 - 8	1430 W. Andrew Avenue	786
Edison Elementary School	K - 6	466 S. Cheyenne Street	579
Franklin Elementary School	K - 6	1115 W. 300 South	540
Mountain View Elementary School	K - 6	1380 S. Navajo Street	596
Parkview Elementary School	K - 6	970 S. Emery Street	429
Riley Elementary School	K - 6	1410 S. 800 West	423
Dual Immersion Academy	K - 5	1155 S. Glendale Drive	n/a
Guadalupe School	K - 3	340 S. Goshen Street	n/a

Except for Franklin, all students in the six public schools are from the West Salt Lake community. Franklin's boundaries include the Euclid neighborhood (north of I-80 but south of South Temple) and the Depot District to 500 West. A majority of Franklin's students are from the study area, however, because most of the housing units in the district are south of I-80 and west of I-15. Neither the enrollment numbers nor the source of the student populations for the Dual Immersion Academy and the Guadalupe School are known. Additionally, neither of the charter schools are restricted to West Salt Lake residents.

Glendale Middle School's total enrollment as of 2011 was higher than all but one other middle school in the Salt Lake City School District. The average 2011 enrollment of West Salt Lake's elementary schools (586) was over 100 students higher than the city's average (472). High school populations are more difficult to compare because West Salt Lake high school students go to East High School, due to a high school districting system that runs east-west across the city.

Community Resources

There is currently one library in West Salt Lake, the Chapman Library at 900 West and 600 South. Recognizing the need for an additional library to serve the residents of Glendale, a second library will be located at the corner of 1400 South and Concord Avenue. As of summer 2013, there are preliminary architectural renderings of the Glendale Library, which will be of a modern design similar to the future Marmalade Library and the Main Library in Downtown Salt Lake City.

The Sorenson Multicultural and Unity Center is one of the newest recreation centers in Salt Lake County. The center is composed of two separate, but integrated, facilities that combine for approximately 60,000 square feet of indoor space. The first is a comprehensive recreation center, maintained by the county, which includes a pool,

fitness center, youth sports programs and a daycare center. The second facility is a Salt Lake City-managed cultural center that provides resources for fine arts, technology and other educational avenues. Classes offered include English for adults, writing workshops and computer-related topics. It also includes a community art gallery, rental space and a large community garden and it holds events throughout the year, such as the CommUNITY Fair every spring and a Halloween carnival.

There are a number of additional organizations prominent in West Salt Lake that offer social and family services. The following are some of the more prominent ones, but this is not an exhaustive list.

- The Lied Club of the Boys & Girls Club at Concord Street and Pacific Avenue is a local chapter of a national organization that provides a place for children to have fun with friends and learn social, technical and academic skills, all within a safe environment. They offer licensed before and after school care and transportation between the club and local schools.
- Family Promise is an organization dedicated to helping homeless and low-income families find affordable housing.
- Neighborhood House provides day care services, preschool and other programs for children at its Children's Center on 500 South at the Jordan River. It also provides adult daytime services at its Riverside Adult Day Center at 423 S. 1100 West. All services are provided on a sliding fee scale.
- NeighborWorks Salt Lake is headquartered in the Guadalupe neighborhood, but the organization is active in Glendale and Poplar Grove. NeighborWorks specializes in economic development programs, including managing the Westside Business Alliance, residential development and rehabilitation of homes for all levels of income, and promoting homeownership. They offer educational services for new homeowners, foreclosure prevention services and loans.
- University Neighborhood Partners is a department of the University of Utah that facilitates partnerships between the University and the West Salt Lake and Northwest Salt Lake communities that help enhance the resources of nonprofit organizations and residents in West Salt Lake neighborhoods (and the other Westside neighborhoods to the north). UNP-supported partnerships also seek to increase the skill sets and educational and employment opportunities for residents while encouraging disparate organizations to work together to achieve common goals.
- Welfare Square is another community resource, located at 800 West and 800 South. It is a facility operated by the Church of Jesus Christ of Latter-Day Saints that houses food storage, cannery, bakery, a dairy, and a grain silo, the latter being the tallest building in the West Salt Lake community at 178 feet. It also features a Desert Industries thrift store and employment center. The facility serves as the base of the LDS Church's welfare services, including helping families in need and promoting self-reliance through employment.



The grain silo at Welfare Square is the tallest structure in West Salt Lake and an easily identifiable landmark from the interstate.

Places of Worship

West Salt Lake offers several places of worship across many faiths that are distributed throughout both neighborhoods. There are five Church of Jesus Christ of Latter-Day Saints meetinghouses that are home to a total of 14 wards and two branches. The two wards located at 1172 S. Glendale Drive are Tongan language wards and

the two branches are Spanish language. St. Patrick's Catholic Church on 400 South offers masses in Korean and Tongan in addition to English and also offers a monthly mass for African nationalities. Additionally, there are two Baptist churches, the Salvation Army location that offers community services in addition to regular worship services, and three more Protestant places of worship. Finally, the Church of Summum is based at 707 W. Genesee Avenue in the Summum Pyramid, which is a unique part of West Salt Lake's architectural stock.

Parks and Open Space

There are ten parks with over 100 acres maintained by Salt Lake City in West Salt Lake (*see Map B*). Those parks are as follows:

Park	Acreage	Address	Amenities
Bend in the River Open Space	4.25	1054 W. Fremont Drive	Natural area, pavilion
Glendale Park	6	1375 W. 1700 South	Baseball/softball field, tennis courts
International Peace Gardens	12	1060 S. 900 West	Botanical gardens, public artwork
Jordan Park	34	1060 S. 900 West	Baseball/softball fields, horseshoe pits, jogging paths, off-leash dog park, pavilion, playground, skateboard park, tennis courts, volleyball courts
Modesto Park	5	1175 S. 1000 West	Jogging paths, playground
9th South River Park	4.5	1000 S. Genessee Avenue	Jogging paths, picnic tables
Poplar Grove Park	6.75	800 S. Emery Street	Baseball/softball field, horseshoe pits, pavilion, playground, volleyball courts
Post Street Tot Lot	0.5	487 S. Post Street	Playground
17th South River Park	17	1150 W. 1700 South	Football/soccer fields, jogging paths, playground
Sherwood Park	12.75	1450 W. 400 South	Baseball/softball fields, pavilion, playground, volleyball courts

In addition, the Sorenson Multicultural and Unity Center maintains approximately three acres of open space including a community garden. Finally there is a 165 acre, Glendale Golf Course, an 18-hole course maintained by the city and two pedestrian and bicycle trails. These trails, the Jordan River Parkway and the 9 Line, have their own adjacent green space corridors accounting for another 120 acres of green space. Other green spaces include the Glendale Circle pocket parks built as part of a subdivision such as the Jake Garn Mini Park and Nelli Jack Park.

Though most of the park acreage is centralized in the community and follows a north-south orientation, 83 percent of the residential properties in West Salt Lake are within a quarter-mile of some type of green space, including the Jordan River Parkway. This does not include the Glendale Golf Course, which would not make a significant difference in the percentage. The only other community in Salt Lake City that has a similar coverage is the Avenues, where over 80 percent of the parcels are within a quarter-mile of green space.

Historic Assets

West Salt Lake, despite its unique development history, is lacking in terms of historic assets. **The Chapman Library** is the only local or national historic site—there are no local or national historic districts—in the community, but it is a unique one. It is Salt Lake City’s only Carnegie library—a library built with funding from the Carnegie Foundation. It is one of only ten such buildings still used as a library and it is listed on both the local and National Register of Historic Places. The structure was finished in 1918 and named after Annie E. Chapman, the first librarian of the Salt Lake City Public Library System. The library’s architect, Don Carlos Young, also designed the University of Utah campus.

The Canon Farm is one of the oldest and most significant properties in West Salt Lake. It is comprised of the remaining structures and property located on 1000 West between 1400 South and 1500 South that once belonged to George Q. Cannon. Cannon was an influential member of the Church of Jesus Christ of Latter-Day Saints, serving as a member of the First Presidency under Brigham Young and a territorial delegate in the United States Congress. In the 1870s and 80s, Cannon created a residential estate and farm for his family that included multiple houses and farm buildings. Cannon’s home and three of the wives’ homes still stand, though with varying degrees of architectural integrity, and the original layout of the estate can be discerned from aerial photographs of the area. This, along with the site’s mature landscaping, makes the Cannon Farm stand out in a neighborhood of modern homes and vacant lots. The Cannon name carries on in the names of nine wards in the community.

An architectural survey of the area from 1985 notes a number of buildings in the West Salt Lake area that were considered significant. A majority of them are homes that represent good examples of architectural styles or were owned by prominent people in Salt Lake City’s history. Three examples are

- **1322 W. 800 South**, the home of John Oldfield built in 1911, an architecturally significant and well-preserved example of a Craftsman Bungalow;
- **1240 S. 900 West**, the home of Charles Edmund Davey, a bishop of the Cannon Ward who was instrumental in the establishment of Jordan Park and the Chapman Library; and
- **1224 S. 900 West**, the first home of C. Clarence Cannon, the mayor of Salt Lake City between 1920 and 1928.

There are other homes of historic significance scattered throughout the area, most of which are along 900 West north of California Avenue or Indiana Avenue (*see Map C*). Some of the larger structures listed are no longer in existence, including two notable churches. The Burlington Baptist Church, built in 1923, formerly at 1400 W. Indiana Avenue and the 32nd Ward Chapel, built in 1926, formerly at 351 S. Navajo Street have both been demolished.

Public Health and Safety

West Salt Lake does not have a hospital within its boundaries. The closest hospitals are LDS Hospital in the Avenues and Salt Lake Regional Medical Center, both of which are approximately three to five miles away from the neighborhoods of West Salt Lake. The University of Utah operates a clinic with evening and weekend hours for injuries and symptoms that are not life threatening. Additionally, there is a First Med Walk-In Clinic on Redwood Road at 400 South and a Concentra Urgent Care clinic on Redwood Road at 1700 South. The Sorenson Multicultural and Unity Center offers walk-in dental services through the Salt Lake Donated Dental Services organization.

The Salt Lake City Police Department maintains a full precinct, the Pioneer Precinct, on 700 South by the Jordan River and directly adjacent to the Jordan River Parkway. The Pioneer Precinct also serves as the home of community meetings and has a community art gallery maintained by the Salt Lake City Arts Council. The community is served by two fire districts: Station 6 is located on Indiana Avenue a half-block west of 900 West and Station 14 is located just west of Redwood Road at approximately 1600 South.

IN CONTEXT

A Unique Population

West Salt Lake's residents have consistently demonstrated a shared pride in the community's diversity. This diversity is supported quantitatively by data from U.S. Census and the Salt Lake County Health Department. There are two traditionally distinct neighborhoods in West Salt Lake: **Glendale** and **Poplar Grove**. Many residents use these names when referring to where they live, just as residents of The Avenues, Sugar House or Rose Park do. However, many residents refer to their community as the "Westside" or some variation of that term. No matter what name residents use to refer to their neighborhood, Glendale and Poplar Grove both share a broad range of cultural and natural resources. The issues residents and stakeholders of both neighborhoods identified clearly indicated a shared interest and pride in their community and the directions in which to move forward.

A Unique Community

The history of West Salt Lake—from the first farms in the 1870s to the consolidation of the railroad lines in the 2000s—has given rise to an array of constraints to long-term growth. The community is almost literally walled in on three sides by highway viaducts with only a handful of connections, half of which are further constrained by railroad activity. The impactful industrial development on the west side of Redwood Road, a more figurative wall, prevents residential growth to the west. This is particularly problematic because West Salt Lake's residential neighborhoods are almost entirely (96 percent) single family residential. To attract the commercial uses that residents want, and that are lacking, in their community, more people are needed. Growth in West Salt Lake has been consistently low-density over the past 25 years. Subdivisions such as California Place (approximately 1100 West and 1200 South), Madison Estates (California Avenue and Utah Street), and Cannon Farms (on the Jordan River north of 1700 South) have all had densities of less than ten units per acre. The Riverview Apartments at 1700 South and approximately 1050 West is one of the only multi-family developments constructed in the past 20 years and its density is still less than 20 units per acre.

Additionally, compared to other communities within the city (excepting the industrial districts west of I-215), West Salt Lake carries an inequitable share of land dedicated to manufacturing uses. Nearly a third of the study area is industrial—some of it intensive in nature and incompatible with its surroundings—and the boundaries between those areas and the residential districts are not always well-defined.

West Salt Lake, however, has three assets that only one other community in Salt Lake City can claim: the Jordan River and the Jordan River Parkway, both of which snake through the neighborhoods and provide a north-south corridor exclusive to bicyclists and pedestrians. While appreciation of the river is fairly uniform among the community members and stakeholders who participated in the outreach efforts, many also agreed that there is a need to harness the river's potential and protect it for the future. The community's open space is notable because, while some communities have very large, centralized parks or green spaces (Liberty Park or Sugar House Park, for example), West Salt Lake's open spaces are smaller but more diffuse. All West Salt Lake residents are less than a mile from either the river or a neighborhood park with recreation facilities (baseball fields, playgrounds, etc.) and over 80 percent are within a half-mile. This is not true in some other parts of the city. Combined with others assets such as the expansive Sorenson Multicultural and Unity Center, the historic Chapman Library, the forthcoming Glendale library, and the International Peace Gardens, West Salt Lake has a strong network of cultural, recreational and community resources on which to expand.



THE OPPORTUNITIES

DEFINING OPPORTUNITIES

What Are Opportunities?

West Salt Lake is primarily a single-family community and there is no need to see an overhaul in the composition or character of the neighborhoods. Generally speaking, most of the redevelopment in West Salt Lake will be *around* those single-family neighborhoods. Even redeveloping around them, though, presents challenges because it is easy to disrupt their character with tall buildings, dense residential complexes or intense commercial activities. There are distinct limitations in West Salt Lake for these reasons.

If the neighborhoods are limited with regard to new residential and commercial development, the opportunities for that type of growth must be located elsewhere. In West Salt Lake, those areas are at the edges of the neighborhoods and specific intersections within them. Both the size and scope of these opportunities vary significantly based on the site and situation. If preserving the fabric of the neighborhoods is to remain a goal, these areas of opportunity need to be identified and their strengths and weaknesses must be reviewed in detail.

One question that arises is how development opportunity is defined. Generally, and for the purposes of this document, an opportunity is any location that can, with some type of catalytic action, become the center of some type of residential, commercial or other beneficial growth. The action can involve a change in regulation, adjustment of existing zoning boundaries, or wholesale rezoning of a large area. The areas of change in a community such as West Salt Lake—where a large portion of the community is comprised of established neighborhoods—the areas of change tend to come in two forms. They are small and localized areas such as intersections and nodes, or they are large districts that are separated from a majority of the area by some type of boundary. West Salt Lake has examples of each of those, but the opportunities for land use changes are not always limited to those areas. Changes in regulation, for example, can turn vacant and inactive sites in the middle of a neighborhood into more easily developable infill sites.

The opportunities, whether they are nodes or districts or something in between, are covered in the sections that follow. The extent of the change needed or desired—from zoning changes to urban design treatments—is largely a product of the typology and the existing conditions of the location. For example, there were considerable differences between the visions for the industrial area between I-215 and Redwood Road and the industrial area around 700



West. Those visions, threaded with the existing conditions and the city's goals, warrant differing strategies and actions that will result in different long-term directions for each.

IDENTIFYING THE OPPORTUNITIES

West Salt Lake community members mapped out the locations where they saw opportunities for growth and redevelopment. Opinions about the routes for achieving growth and development at any given location differed, sometimes dramatically, but there was a shared understanding that the scope of recommended or proposed changes in any of these areas can vary considerably. The neighborhoods are mentioned throughout as a means of contrasting the means of implementation and to underscore the importance of development elements such as buffering and compatibility. The success of any given project at advancing the vision is based not only on the project itself, but also on how it interfaces and complements its neighbors. This is especially true with development at neighborhood and small community nodes, where a project's neighbors are the ones who will be shopping at, living in, or using it.

The Neighborhoods

The overall level of change within Glendale and Poplar Grove will be relatively low, but there are some opportunities for incremental additions to density and minor adjustments to the development pattern to make them more efficient and sustainable. The other opportunities found below are discussed in more detail because they require more attention to reach the outcomes envisioned by the community. This does not imply that these neighborhoods do not present difficulties or are of lesser importance than the areas discussed below. These neighborhoods will see changes through modifications to how Salt Lake City regulates and promotes infill development.

Redwood Road

In terms both size and potential, the Redwood Road corridor presents the greatest opportunities. There are limitations to both the scale and use of future redevelopment on both sides of the street, but the opportunities presented will be the most wide-ranging within the community. The west side of the street—an area that is about one-half mile in width between Redwood Road and I-215—consists of a mix of industrial and commercial uses with no obvious pattern of development. The east side of the street also has a mix of industrial and commercial, but the commercial uses outnumber the industrial ones and there are blocks of residential uses. It, too, has little in the way of a consistent development pattern.

Redwood Road was consistently identified as a problem in the community for a variety of reasons. It has been designed for and heavily used by automobiles at the expense of other forms of transportation. It is considered a particularly unattractive stretch of road and lacking in terms of community commercial retail and services. It was also identified as an opportunity primarily because it is the one place in West Salt Lake that can accommodate a considerable amount of residential density and new commercial development without impacting the existing neighborhoods.

The vision for Redwood Road, however, varied to some degree because residents had differing opinions on how the west side of Redwood Road should be used. While an overwhelming percentage of the feedback favored the replacement of the industrial uses with commercial ones, the scale of anticipated commercial development differed. Some residents were opposed to big box development while others embraced it. Disagreement also arose from the extent to which Redwood Road could safely accommodate pedestrians and bicyclists, impacting the utility of these uses to residents to the east. There was little to no discussion about residential development west



of Redwood Road, as most people appeared to acknowledge that it was either nearly impossible to do so with the area's land use history.

Nodes

Throughout this document, the concept of a node is a critical one because nodes represent one of the key locations for redevelopment. For the purposes of this plan, **a node is an intersection consisting of at least one major road where there is potential for changes in land uses and the development pattern.** There are nodes scattered throughout West Salt Lake that are identified later in this document. Where 900 West and Redwood Road are better classified as *districts* of change, nodes are truly localized areas of change. The extent to which each node should or will experience change is largely dependent on the existing conditions of the node and the classification of the node in the overarching hierarchy. The same factors also impact the physical extent of the node. Many of the nodes discussed in this plan are found in the aforementioned areas of change—the 900 West and Redwood Road corridors, in particular.

900 West

The 900 West corridor is effectively West Salt Lake's primary community corridor because it is the only road other than Redwood Road that provides north-south connectivity. Residents and stakeholders both had ideas for all parts of the corridor, but the main focus was between 400 South and 1300 South. While the corridor itself is considered one largest area of change, it could be more accurately described as a string of nodes. So, while some changes are anticipated throughout the entire corridor, a majority of the changes should be anchored around the nodes. Those nodes are at the major intersections along 900 West: 400 South, 800 South, 900 South, California Avenue and 1700 South. Each of these nodes has specific elements or opportunities that correspond to a specific node type within the hierarchy defined in the following section. In that sense, the intensity of the proposed change is tied to the intersection's position on the hierarchy. The scale and scope of the possible changes at the 400 South node (a community node) will be different than at 1700 South (a regional node).

Additionally, the spaces in between the various nodes will reflect some of the changes seen at the adjacent nodes in order to provide appropriate buffering and transitions when necessary. The nodes at 800 South and 900 South are a good example of this because the nodes are very close together and the opportunities for redevelopment extend away from the intersections more than they do in other locations. This is mainly a result of the fact that 900 West is one of the few places that can accommodate some residential and commercial growth without impacting the stability of the community's interior.

The 700 West Corridor

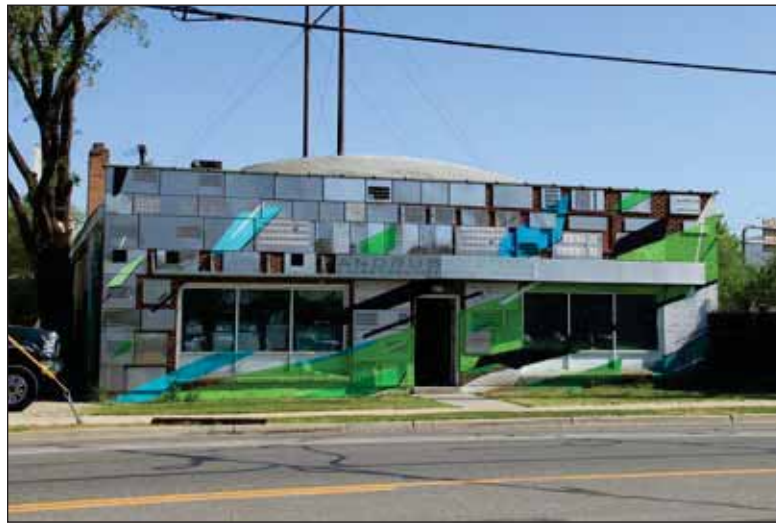
The 700 West corridor is a swath of development consisting of mostly industrial uses abutting single-family homes between 800 South to approximately 1400 South. At its widest, the corridor is about 1,500 feet and extends as far west as 800 West. The development pattern is inconsistent and the boundary between industrial land uses and residential land uses meanders. Where this has the most impact is with the buffer between the two uses. The 700 West corridor and the 900 West corridor overlap in some locations.

Residents in the area tended to focus on how this corridor impacts the perception of their community. It serves as the gateway between West Salt Lake and the communities to the east and it is most evident along 900 West, where the corridor is most apparent. The corridor's influence on the other gateways—800 South and 1300 South—is not as strong. The feedback for the 700 West corridor was more mixed and ambiguous, but the focus tended to be on the buffering between the two current uses and phasing out the intense industrial uses.

CONTINUING THE PROCESS

Ongoing Coordination

Opportunities for growth, redevelopment and ongoing community engagement will continue to arise and sometimes will come from unforeseen sources. It is important that there is a built-in system with the resources to identify these opportunities and involve the people best prepared to capitalize on them. Such a group already exists for this community: the West Side Coordination Group, which is an ongoing meeting between various



A grant secured by the Economic Development Division gave two University of Utah architectural students, Jeffrey Baird and Robert Tranter, the opportunity to realize their façade improvement project for Andrus Sales & Services at 708 West 900 South. The materials used in the renovation were recycled from Andrus' inventory.

Salt Lake City departments and divisions, the Sorenson Unity Center, the University of Utah, nonprofit organizations in the community, area community councils and residents. The West Side Coordination Group includes not just Glendale and Poplar Grove, but also the neighborhoods to the north such as Fairpark, Jackson and Guadalupe.

It has been an avenue for city projects to be discussed and coordinated, for various organizations active in the community to share their work and announce upcoming events, and for planning students to present their ideas and seek ideas for resources and support. As it grows, the group should strive to become a full-fledged outreach and collaborative outfit, ensuring ongoing coordination for projects and outreach efforts and for seeking grants and other funding.

The group's role in the *West Salt Lake Master Plan*

can be vital for the implementation of the community's vision. A group representing city departments, nonprofit organizations, residents and other stakeholders can be a means of vetting implementation strategies, identifying emerging opportunities and securing funding, resources and community support for ongoing application of the plan and its strategies.

The importance of **ongoing review** of the master plan should be underscored because the vision and goals found within this document are dynamic concepts. The extent to which Salt Lake City, the private development community and the community's residents and stakeholders have been successful in implementing this plan should be monitored and evaluated on a continuing basis.



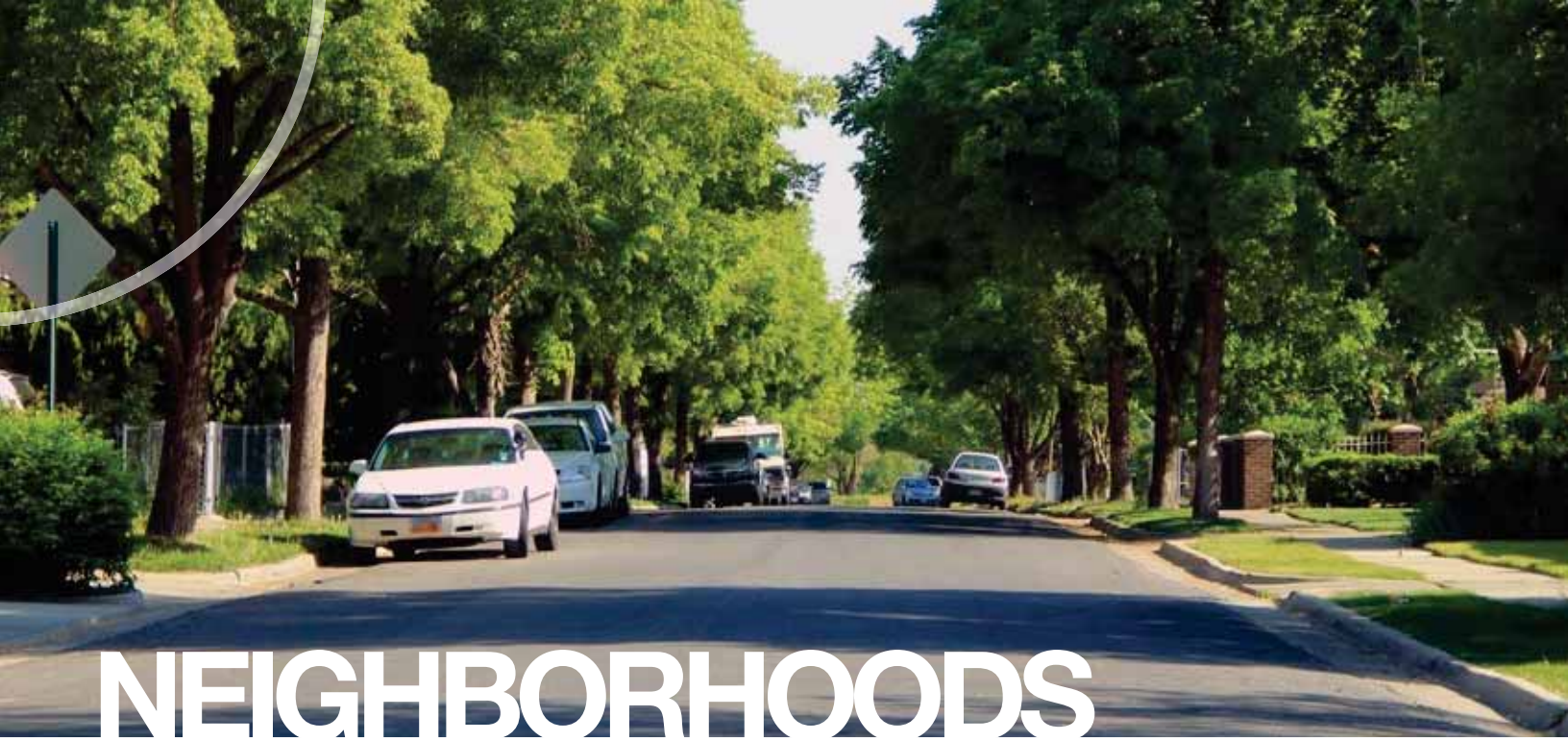
MOVING FORWARD

Consider the West Side Coordination Group a fundamental implementation tool for the *West Salt Lake Master Plan*.

Identification and Coordination. The Salt Lake City Community and Economic Development Department should continue its support and organization of the West Side Coordination Group into the foreseeable future. The group should be tasked with using the *West Salt Lake Master Plan* (and other applicable community and subject plans) as the framework for identification of redevelopment opportunities in the community, coordination of implementation activities and analysis of the impacts and effectiveness of projects within the community.

Evaluation and Assessment of Implementation. The West Side Coordination Group should also make one of its objectives the ongoing evaluation and assessment of the *West Salt Lake Master Plan's* implementation. The Planning Division should use the West Side Coordination Group as one gauge for the plan's effectiveness in achieving the vision set forth in the document and as a source for necessary adjustments and modifications to the plan further down the road.

○○○○○



NEIGHBORHOODS

VISION

The established and stable neighborhoods of West Salt Lake will remain the core of the community retaining the traditional development patterns while also providing new housing types and opportunities.

ESTABLISHED NEIGHBORHOODS

Stability and Opportunity

As with any community with 140 years of history, West Salt Lake is not a blank slate. There are well-defined single-family neighborhoods that have not yielded to expanding commercial districts over the years. So, for better or worse, creep from the small commercial nodes within the community has been limited, thus limiting the scope of retail and services in West Salt Lake.

Further, there has been very little additional density stemming from multi-family residential development. The infill development in West Salt Lake over the past couple of decades has been primarily single-family in nature (as noted above). And while the population of West Salt Lake has been climbing at a rate exceeding that of the city as a whole, that growth seems to be tied to younger generations. Families in West Salt Lake are on average bigger because there are more children in those families. Unless there are modifications in land use patterns, this may hold true in the future. Otherwise, over time, the demand for new housing will necessitate a change in the community’s development pattern. Where this change occurs will likely follow the same course that has already been set; that is, it will not be found deep within the neighborhoods.

What is Stability?
When “stability” is used in reference to neighborhoods, it does not imply a lack of change or a lack of opportunities. It only means that the development pattern has remained largely unchanged and major redevelopment is not expected. There are still opportunities in the stable areas, however. Infill development, growth at neighborhood and community nodes and infrastructure improvements are all examples of ways stable neighborhoods can still experience change.

As with many established communities, the primary dichotomy found in West Salt Lake can be very generally described as stability versus opportunity. An addendum to that description, however, should note the overwhelming majority of West Salt Lake tends toward the stable side of the spectrum. Glendale and Poplar Grove can be considered stable in the sense that there is limited opportunity within the neighborhoods for large-scale changes



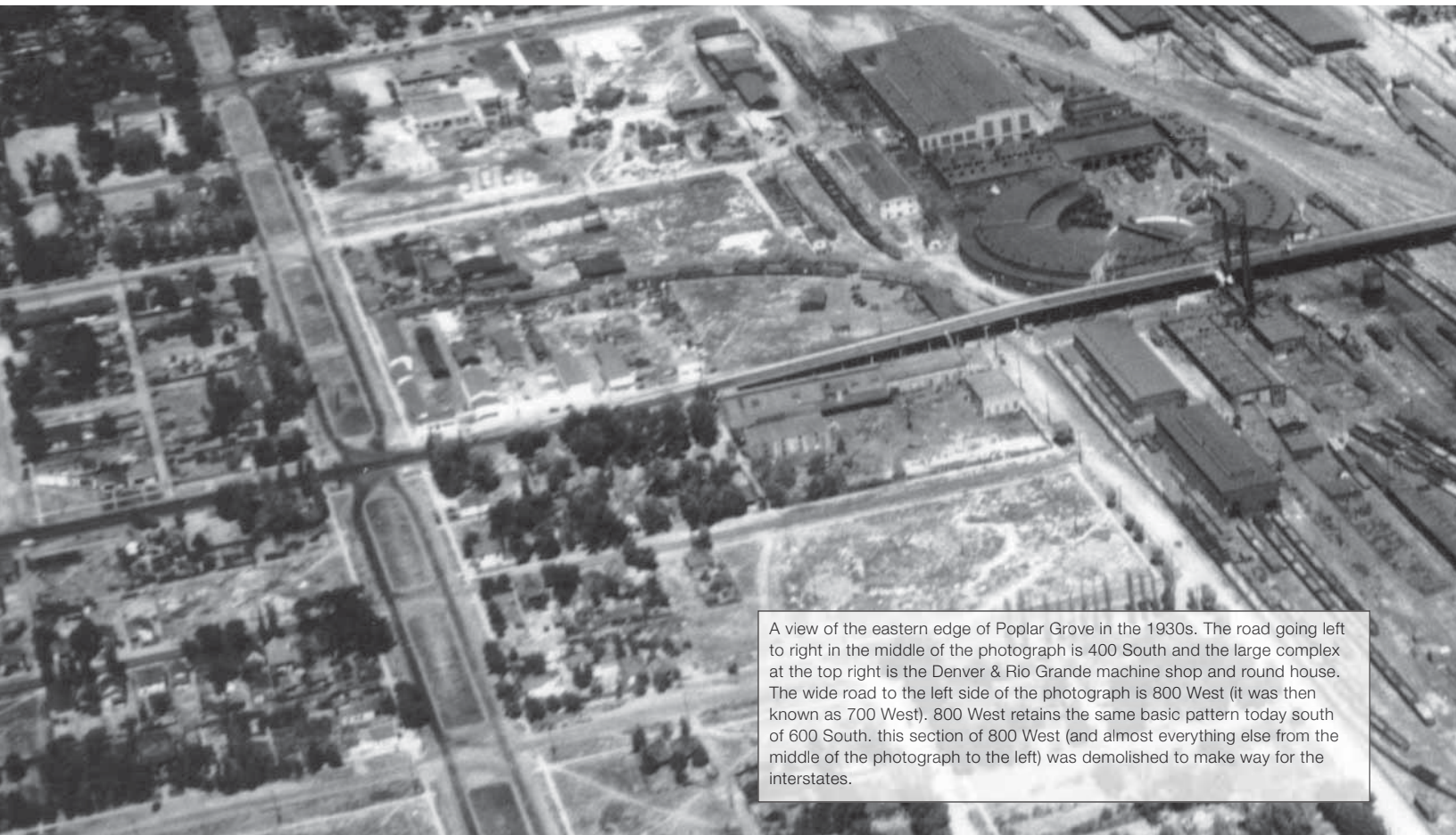
to the character and development pattern. That does not mean, however, that they are without any opportunities for growth. Nor does it imply that changes are neither desired nor anticipated by the residents of the neighborhood or by the city itself.

Glendale and Poplar Grove

Glendale and Poplar Grove each grew at varying rates and under different circumstances, but the primary drivers and shapers of the growth—railroads, industry, street cars and the Jordan River—applied to each. Before streetcars began extending out of the central city in the late 1800s, the inhabited areas of both Glendale and Poplar Grove were physically separated from the rest of the city by inadequate roads. Those routes were then further impacted by the railroad corridor that bisected them and the industrial development that soon followed. This made it more difficult to get between the urban center of Salt Lake City and areas west of today's 600 West.

When streetcar lines began radiating from Downtown to West Salt Lake, they were routed between the neighborhoods at equal intervals (on 200 South, 700 South, and 1300 South), so the resulting subdivisions were evenly distributed throughout the area. However, many of these subdivisions existed only on paper and houses were not actually built until much later. Thus, there was a notable lag in the population growth of these subdivisions, especially as the streetcar investment in West Salt Lake began to diminish. Finally, the Jordan River and its unpredictability and misuse made development near it unappealing.

As a result of these factors, and the shared impact they had on both neighborhoods, Glendale and Poplar Grove



A view of the eastern edge of Poplar Grove in the 1930s. The road going left to right in the middle of the photograph is 400 South and the large complex at the top right is the Denver & Rio Grande machine shop and round house. The wide road to the left side of the photograph is 800 West (it was then known as 700 West). 800 West retains the same basic pattern today south of 600 South. this section of 800 West (and almost everything else from the middle of the photograph to the left) was demolished to make way for the interstates.



share similar development patterns. Chief among these are the rigid western boundary at Redwood Road, the fluid eastern boundary along the 700 West industrial corridor, and prominent isolation from the rest of Salt Lake City due to transportation barriers. Additionally, the later development of Glendale and Poplar Grove meant that there was some divergence from the original city design. Blocks farther to the west are generally smaller and the roads narrower than their counterparts elsewhere in the city as the influence of the Plat of Zion decreased in later subdivisions. Each of these has a significant role in the opportunities for future development, but the barriers in and out of Glendale and Poplar Grove underscore the community's desire to grow from within.

There are some differences between the two neighborhoods, too. Later subdivisions in Glendale tended to forego the grid pattern altogether, resulting in diagonal streets, such as Glendale Drive and Glenrose Drive (in the Glendale Gardens subdivision) or more suburban, cul-de-sac type development, as found in the Madison Estates subdivision at Redwood Road and California Avenue. Blocks in Glendale tend to also be larger and less uniform because of this development. The River Park subdivision along Jake Garn Boulevard, however, is a recent Poplar Grove subdivision that also presents the more suburban development patterns. Residential lots in the more traditional grid development in Poplar Grove are consistently between 7,000 and 8,000 square feet and tend to be more uniform in shape. Lots in Glendale, on the other hand, show a wider range, from 3,000 square foot parcels in the Madison Estates subdivision to half-acre lots on the 1000 to 1100 South blocks of Navajo Street.

However, these differences do not necessarily imply that the redevelopment strategies that work in one neighborhood will not work in the other. The larger lots and blocks in Glendale subdivisions may provide more flexibility for infill projects, but overall, both neighborhoods have similar limitations when it comes to redevelopment within the neighborhoods.

The Potential

400 South, 800 South/Indiana Avenue and 1300 South/California Avenue, the largest east-west roads within the neighborhoods, are still primarily residential. For the most part, commercial and institutional establishments anchor the corners of intersections (the nodes). The spaces in between those nodes are almost always single-family homes, usually on lots around 50 feet in width and with depths of over 100 feet. Some lots are deeper than this, presenting conditions that provide unique development opportunities. The potential for interior block urban agriculture is one of those opportunities.

There are also several vacant or underutilized parcels that can be developed as infill parcels, and depending on their size, can be seen as opportunities for multifamily projects. A property on Montgomery Street north of Indiana Avenue is one such lot. It sits at the end of a truncated street and abuts a parking lot, characteristics that provide more flexibility in creating a compatible infill project. Spaces like this within Glendale and Poplar Grove provide opportunities for creating new homes in the community. Regulations for infill development are guided primarily by compatibility with the existing neighborhood fabric, which includes elements like height, bulk, setbacks, architecture, landscaping and building materials. This development will not change the character of the neighborhood. Rather, it will be a complement to the areas of opportunity detailed later in this document.

The current zoning in the majority of West Salt Lake, and in nearly the entirety of the neighborhoods, is for single-family residential, which prohibits multi-family development. Therefore, multi-family residential infill will require some zoning ordinance modification. One option that could be employed is the city's accessory dwelling unit ordinance, which provides an avenue for additional units that are secondary to the main unit. This would not only increase the number of residential units, but would also introduce more variety in housing types. Another options is a zoning ordinance modification that allows for duplexes in single-family zones provided the infill parcel is over



NEIGHBORHOODS

a certain size and the development meets certain design standards to ensure compatibility.

Of course, the number of additional dwelling units that may arise from infill development will not be enough to bring about radical changes in the makeup of West Salt Lake. This leads to an issue that represents the heart of the *West Salt Lake Master Plan*. If the neighborhoods, which make up a majority of the planning area, provide few opportunities for major development, then the primary question is:

Can a community that's over 90 percent single-family with little room for large-scale infill development achieve the vision that its residents desire?

Throughout the process of developing the West Salt Lake Master Plan, it appeared that the residents and stakeholders recognized that the answer is “no” unless there were substantial changes to the development pattern of West Salt Lake. One of the aims of this plan is to demonstrate that localized changes in the community's development patterns—the areas where change and opportunity will be encouraged, introduced in the upcoming chapter—can bring about the desired vision despite the perceived limitations.

MOVING FORWARD

Determine unique and compatible ways to add incremental density through infill development.

Infill Development. All new infill development, whether single-, two- or multi-family residential, should adhere to the prevailing development pattern in the immediate area. Some design elements that are used to increase density, such as height and bulk, can be made compatible through appropriate architectural and landscaping techniques.

Multi-family Infill Allowances. The Salt Lake City Planning Division should explore regulatory options for allowing two- or multi-family development on lots that are zoned for only single-family where appropriate. Appropriate cases include lots that have unique shapes or access difficulties, or where the impact on adjacent properties would be negligible due to the unique properties of the parcel(s). Appropriate review and approval processes should apply in these cases. Regulations such as these can help add even a small amount of additional density without impacting the prevailing single-family character of West Salt Lake and potentially introduce unique housing types and designs to the community or the city.

New Node Adjacent Development. New residential and commercial development that is adjacent to established single-family neighborhoods should be buffered with landscaping and side or rear yard setbacks based upon the distance between the proposed building and the existing building(s).

Accessory Dwelling Units. Salt Lake City should expand the geographic area where accessory dwelling units are permitted to include the single-family districts in West Salt Lake. Application of the ADU ordinance in this community would provide opportunities for additional density and a wider variety of housing choices without impacting the predominant development pattern.

Find sustainable options for underutilized lands within these stable, single-family

neighborhoods.

Big Blocks. With the help of property owners and potential developers, Salt Lake City should identify underutilized or unmaintained areas within residential blocks in West Salt Lake. These areas should be targeted as opportunities for development through flexible zoning techniques.

Urban Agriculture. Between existing city resources and private urban agriculture organizations, a community-wide information network should be established to explain the requirements and regulations for farming on private lots with the goal of increasing fruit and vegetable consumption, decreasing the food desert in West Salt Lake, and encouraging more sustainable use of private vacant lands.



REDWOOD ROAD

VISION

Redwood Road is a safe, attractive and welcoming public space for automobiles, bicyclists, pedestrians and transit users that provides access to a variety of retail, service and housing options to the residents of Glendale, Poplar Grove and other parts of Salt Lake City. It is also a corridor full of employment opportunities, not just for residents of West Salt Lake, but for the region's residents.

A DIVIDING LINE

Redwood Road is an arterial state highway that is one of only two north-south roads in West Salt Lake that provide access beyond both the community's northern and southern boundaries. The segment within West Salt Lake, between I-80 and Highway 201, is 2.75 miles long and serves as a divider between residential and industrial land uses that make up the rest of Salt Lake City westward. Its average daily traffic volume over the past ten years has remained steadily within the 20,000 to 25,000 vehicles per day range.

Land Uses

Currently, Redwood Road is zoned for commercial activity, but it was only 20 years ago that the west side of the road was zoned for manufacturing uses. Today the properties on the west side are split-zoned: commercial zoning is typically found on the first 100 feet from the road and the remainder of the land westward is industrial. As a result, a significant percentage of the development is light manufacturing or heavy commercial. The uses that are not industrial are either office uses or regional commercial uses (e.g., recreational vehicle sales, sign shops, and welding services). The remainder of the commercial uses, including financial services, gas stations and fast food restaurants, serve West Salt Lake's residents and the employees in the area. Many residents and employees indicated that they would like to see more types of retail and more options for retail and services.

Transportation

Redwood Road's regional importance has led to a development pattern favors automobile traffic. The right-of-way is two or three lanes, usually with a center turn lane, and a variety of shoulder configurations (though the Utah Department of Transportation is proposing changes to the shoulders throughout the corridor). The

corridor's automobile orientation is reflected in comments from residents who participated in the development of this plan: Redwood Road is considered "unsafe" or "hostile" for pedestrians and bicyclists. For example, the lack and condition of sidewalks were identified as a concern. Between 400 South and 2100 South, only 75 percent of the west side and 80 percent of the east side have sidewalks. Existing sidewalks vary dramatically in quality and location and are often directly adjacent to the street, which offers little protection from the volume and speed of road traffic. A majority of the buildings along Redwood Road are set back between 50 and 150 feet from the street. Parking lots are typically next to the sidewalk with numerous driveways. Unnecessary driveways and entrances to parking lots increase the potential conflicts between pedestrians, cyclists and vehicles. Development is spread out and, especially on the west side of the street, there are a number of undeveloped or underdeveloped parcels.

Crossing the street is also problematic: There are only seven controlled intersections on Redwood Road in the study area: 400 South, 500 South, Indiana Avenue, California Avenue, 1500 South, 1700 South and 2100 South. Other than 1500 South, these are Redwood Road's primary cross-streets. None of these crossings have pedestrian refuges within the road. The right-of-way is a considerable deterrent for walking, as the crossings are anywhere between 80 feet (Indiana Avenue) and 145 feet (2100 South). As Redwood Road develops and commercial and residential development expands, with more commercial options located on the west side of the street, additional crossings and other infrastructure (such as pedestrian refuges and raised crosswalks) will become necessary.

Redwood Road is also designated as a paved shoulder bicycle route: a route with extra space for cyclists but not for a full separated bike lane. The width of the paved shoulder varies significantly throughout the corridor and there is no signage alerting motorists to the potential for cyclists. With the numerous access points between private property, and the right-of-way and the high volume and speed of traffic, cyclists typically opt for neighborhood roads or the Jordan River Parkway. These routes are typically indirect and longer, both in time and distance, especially if both the origin and destination are both on Redwood Road. There are short-term plans for striped bicycle lanes on Redwood Road between 2100 South and I-80. Over time, however, options should still be considered that provide better separation between cyclists and high-speed traffic.

UDOT has already scheduled improvements for Redwood Road between I-80 and California Avenue for 2013 and between California Avenue and Highway 201 for 2014. The improvements include construction of curb, gutter and sidewalks and placement of bicycle lanes. These basic infrastructure components are a first, important step towards the corridor's transformation.

Competing Goals

The most succinct way to describe the issues with Redwood Road is that **the past goals for Redwood Road are not compatible with the goals of Redwood Road today**. Those old goals are easy to determine based on the development pattern. Redwood Road is a quick and efficient vehicular route in and out of West Salt Lake for trucks, commuters and residents. It also provides a seamless connection between industrial lands in the area and the highway system. Finally, it has been the most recent boundary for full-scale industrial properties to locate and operate. These old goals are often at odds with the vision of Redwood Road as an attractive pedestrian- and bicycle-friendly road lined with places to live, shop, work and play.

REDEFINING A CORRIDOR

Redwood Road's future was discussed in detail at the public meetings and the types of changes desired covered a broad spectrum of needs. The issues raised fit in three general categories: the appearance of Redwood Road, land uses, and transportation and connectivity. The most prominent and consistent themes, however, related to land

use. Residents were generally unhappy with the proximity of heavy industrial uses to neighborhoods and wanted to see more commercial options and residential growth in their place. Employees along Redwood Road and in the industrial parks to the west were not content with the commercial activity along the street.

The dissatisfaction with Redwood Road from both residents and workers resulted with a vision of Redwood Road as a safer, more inclusive public space that provides the Glendale and Poplar Grove communities with options for living, shopping, eating and entertainment. The east side of Redwood Road would include a variety of mixed use development options with a focus on neighborhood commercial needs, while the west side would be home to larger-scale retail and services, employment centers and other ancillary development. The community's desire to have more retail and service options within its boundaries is tied to the need for more residential development. Redwood Road is the few locations within West Salt Lake that can handle increased residential density and many of those new commercial uses. The current land uses along Redwood Road are not indicative of the size, scope or importance of the road. The future Redwood Road corridor should be a road that underscores the role of Redwood Road in the community and in the region.

There are a number of steps required to fulfill this vision, including capital improvements, investment in urban design and large-scale changes in zoning. Before redevelopment begins, the city should undertake two actions. First, the city should create regulations that address the corridor's needs and help establish the vision. Second, infrastructure and public space improvements should be included in the city's Capital Improvement Plan as a priority. Other funding sources should also be identified to accomplish these needs.

The East Side of Redwood Road

The east side of Redwood Road is one of the few places in West Salt Lake where residential density can be significantly increased. For example, between 500 South and Indiana Avenue, the average residential density is five units per acre. Farther south, between Indiana Avenue and 1700 South, the density is only slightly higher at six units per acre. These densities are representative of the average density of the community as a whole—6.5 residential units per acre. Low residential densities over an entire community reduces the likelihood of commercial expansion in the area because in many cases, the population is not enough for a business to thrive. They also reduce the likelihood of generating enough transit trips to justify investment in new and better public transit. Low densities can also indicate that the mix of residential types is skewed towards detached single-family homes. Since Redwood Road is one of the few places in West Salt Lake that can accommodate additional residential density, the corridor's redevelopment is key to both establishing a base for more diversified commercial options and to offer the multi-family housing options that are severely lacking elsewhere in the community.

Additional density on Redwood Road would also increase the pedestrian traffic on the street and facilitate a gradual move to an environment suited for more transportation options. Short-term actions such as zoning changes are the first steps towards this transformation.

300 South to Surplus Canal

Despite the low single-family densities near Redwood Road, zoning changes can help facilitate denser residential and commercial development on its east side with little impact. Throughout most of the corridor, parcels are between 300 and 800 feet in depth. This pattern, with the right flexibility in development regulations, provides ample square footage for establishing dense mixed use developments and buffering these more intense land uses from the single-family neighborhoods with gradual height adjustments or landscaping. At Indiana Avenue, where the single-family development is immediately adjacent to Redwood Road, redevelopment should be on a smaller scale and at lower intensities.

Densities along the corridor should average 20 to 50 units per acre with buffering guidelines in place. This density range will require heights ranging between 35 and 75 feet. At Indiana Avenue, however, ten to 20 units per acre, with heights up to 35 feet, are more reasonable and would still allow for moderate residential development, such as townhomes or live/work units with small commercial establishments at the street level. The density limitation at Indiana Avenue should not be specifically written into the zoning district, but should be regulated organically through the buffering and setback requirements applicable throughout the district.

Normally, the tallest buildings are desirable at intersections for emphasis. However, with the proximity of the single-family properties at Indiana Avenue, development should be designed to provide transitions between larger multi-family developments on Redwood Road and the neighborhoods on Indiana Avenue. Over time, it is reasonable to expect that this intersection will grow and the transition will move farther east on Indiana Avenue. Until that time, however, this important intersection for the Glendale and Poplar Grove neighborhoods could be emphasized in other ways, such as with prominent urban design features.

Surplus Canal to 2100 South

Farther to the south there is also opportunity to increase the community's residential base more intensely. South of 1700 South, development along the east side of Redwood Road would abut only the city-owned Glendale Golf Course and lie within a half-mile from the Surplus Canal and Glendale Park and less than a mile from the Jordan River, the 17th South River Park, and Seven Peaks Water Park. Because there are no adjacent single-family neighborhoods, building heights could be increased and rear yard setbacks decreased, allowing for higher residential densities that take advantage of the proximity of Highway 201 and adjacent open space. Commercial and office uses should also be part of the zoning district's allowable uses in order to build the regional nodes at 1700 South and 2100 South.

9 Line at Redwood Road

The 9 Line meets Redwood Road about 400 feet south of Indiana Avenue. This is the current western terminus of the trail, but the goal is to extend it to the Surplus Canal where it would join the future Surplus Canal trail. This is an important connection and its intersection at Redwood Road provides an opportunity to establish a public space that could serve as a gathering spot for residents. One underlying theme of the public's visioning for Redwood Road was the need to make Redwood Road safer and more attractive for residents. A pedestrian and cyclist specific connection between Redwood Road and downtown via the 9 Line also reflects the community's role as the hub of recreational activity in Salt Lake City.

The West Side of Redwood Road

In West Salt Lake, Redwood Road has long been the eastern edge of residential land uses and this boundary should be maintained. The west side of Redwood Road is not suitable for residential development because many of the properties have been, or are currently, sites for intensive industrial development. Even the parcels that have been remediated or that were not used in this way are still adjacent to those industrial sites. In this case, Redwood Road's role as a buffer is critical to achieving the vision for the corridor.

Zoning changes, development guidelines and capital improvements can soften the boundary and provide numerous opportunities for commercial expansion. This transition is a key element of creating a corridor that works for both residents and employees. The incompatibility between the two sides of the road was a common part of the discussion about Redwood Road, and how it contributes to the appearance of the streetscape. Buffering with park strip and median vegetation may help create a less intense transition and also beautify the street, meeting both goals. The eventual redevelopment of the properties on the west side of the street will provide a better long-term

buffer from the industrial uses closer to I-215. The current commercial zoning along the Redwood Road frontage should be eliminated and replaced with a district that prohibits the uses that are common along the corridor now in favor of community-oriented businesses. The amount of vacant and underdeveloped land is ideal for a regional office, business or research park that would benefit from the direct access to the airport, highway system and the industrial businesses to the west. It is also a location that could house services that are currently lacking in West Salt Lake, especially large-scale, around-the-clock health care services and dental services. Grocery, clothing and gardening stores are three other commercial uses that would work well on Redwood Road.

The area set back from Redwood Road and I-215 should be rezoned to a business or industrial park district that focuses heavily on building design, site design and compatibility with the overall vision of Redwood Road. The zoning should promote large-scale commercial and office uses and prohibit uses that generate nuisances like some of the heavy commercial uses seen there today. There are good examples of this kind of development already within Salt Lake City. Sequoia Vista Circle, a cul-de-sac off the west side of Redwood Road, is home to a small office park that is designed to soften the transition between the heavier uses to the west and the commercial uses on Redwood Road (the recently developed California Crossing at the northeast corner of Redwood Road and California Avenue). The western extent of Directors Row is another example of a larger-scale industrial setting that maintains a sense of order and appropriate design. This style of regulation allows the corridor to gradually transform while also maintaining some of the area's stability, employment base and daytime populations. It is important that certain existing high-intensity land uses be encouraged to relocate or required to be designed in accordance with the new design standards if they are expanded.

The idea of an “entertainment zone” also came up in some public forums. Residents mentioned that West Salt Lake lacked some of the more specific types of recreation facilities you might otherwise find on the outskirts of residential areas. The waterpark on 1700 South is one type of facility that is in West Salt Lake, but some residents believed that Redwood Road would be a good location for other types of entertainment. A movie theater complex was the most common type mentioned, as the nearest movie theaters were either Downtown or in West Valley City. Another type that was mentioned less frequently, but that is worthy of consideration, was a large family entertainment center with miniature golf, go karts or an arcade (a local example cited was Boondocks in Kaysville and Draper). The entertainment complex concept was especially desirable for residents because of the benefits it could have with the community's youth. There was a general discussion about creating a safe, family-friendly activities and opportunities where children and teenagers could spend time as a preventative measure for some of the less desirable activities. There are parcels on the west side of Redwood Road that would be good candidate sites for a movie theater, a family entertainment center—or perhaps both—and that would serve to not only spur development on Redwood Road, but also provide the type of opportunity for West Salt Lake's youth that their parents desire.

Gateways

Redwood Road serves another important function as a gateway into West Salt Lake's neighborhoods and employment centers. The limited number of routes in and out of the community guarantees that Redwood Road will continue to carry a heavy amount of traffic. The fact that it is a regional commercial corridor and an employment base area further underscores that. As the corridor redevelops, it can be an attractive and convenient option for travelers arriving to the airport or via I-80 from points west. It would also welcome area employees when they arrive from West Valley City and other points south. Gateway treatments for arterial streets such as Redwood Road can have two positive impacts. It can beautify the street and make the area more welcoming, but it can also help calm traffic speeds and make the street safer for other modes of transportation.

Signage is a common type of gateway treatment. A simple sign introducing the city or the neighborhood is effective. San Diego is particularly noteworthy in this regard, as many of its old neighborhoods, including North Park, University Heights, and the Gaslamp District, are marked with distinctive signs that are highly visible at both day and night. This is only one example of such gateway signage, but with the size and scale of Redwood Road, something similar may work well in conjunction with other elements.

Landscaping is another common type of gateway treatment and should be considered as the baseline for Redwood Road's gateway at 400 South and 2100 South. To meet Salt Lake City's sustainability goals, landscaping should be designed to minimize the need for watering and be native or appropriate for the climate. Public art could also be used to give each gateway its own unique properties and provide an effective opportunity for community involvement. Work by artists local to the community should be favored and contests could be held on a rotating basis to further fine arts education and maintain interest within the community.

Transit and Transportation Improvements

The long-term transformation of Redwood Road will necessitate other changes within the corridor. Redwood Road has already been identified as a potential future bus rapid transit (BRT) route in the *2011-2040 Wasatch Front Regional Transportation Plan* as part of a north-south route through the entire county. The BRT route as proposed would provide residents of Glendale and Poplar Grove access to the employment centers such as the airport, downtown and then onward to the University of Utah and Research Park. BRT would also plug the City's section of Redwood Road into the regional transit network between Ogden and Provo.

There are a variety of configurations for BRT, but an option that should be strongly considered for Redwood Road is one with dedicated right-of-way. In this scenario, Redwood Road would have dedicated lanes for buses and stations similar to light rail stations. This not only makes the BRT system faster and more efficient, but it may make it more appealing to those who do not ordinarily utilize buses. It also demonstrates to potential private developers a commitment to transit along the Redwood Road corridor due to the fixed improvements, and thus provides motivation for redevelopment that standard bus service may not provide. Any configuration considered should also incorporate bicycle infrastructure into the design.

As the population increases along Redwood Road, the demand for regular bus service in addition to BRT may warrant a feasibility study for light rail or streetcar on Redwood Road. Light rail or streetcar service, however, should only be considered a long term possibility, based on feasibility, construction costs and impact to both the neighborhoods and industrial districts. There may also be long-term potential for additional transit with an east/west orientation that provides connections through the neighborhoods to Redwood Road. What that could be and what it would look like are unknown, but transit in West Salt Lake will be part of the city's long range citywide transit plan.

In the short term, regular and efficient bus service should be a priority along Redwood Road, providing connections from Redwood Road to other important nodes within or just outside of West Salt Lake. These locations include the intersection of California Avenue and 900 West, the intersection of 800 West and 900 West, and the light rail stations on both North Temple, 900 South, 1300 South and 2100 South.



MOVING FORWARD

Keep the whole Redwood Road corridor in mind while encouraging redevelopment.

Always Remember the Big Picture. Even though Redwood Road is a patchwork of development opportunities, Salt Lake City should always consider the entire corridor when planning and engineering improvements. The intersections on Redwood Road are important, but there is a lot of land inbetween the intersections and those areas require infrastructure improvements as well. Keeping the big picture in mind is also important because there are redevelopment limitations on each side of the road but both sides of the road need to be cohesive. Additionally, roads are public spaces by their very nature, so Redwood Road is likely the biggest public space in West Salt Lake. Consistent design treatment is a fundamental way to make all 2.75 miles of Redwood Road pleasant for everyone. ○○○○○

Emphasize the Intersections. Redwood Road has major intersections at regular intervals and those intersections should be highlighted and emphasized to signify their roles as gateways into the neighborhoods. The Indiana Avenue intersection in particular requires attention because building heights are unlikely to play a role in its emphasis. ○○○○○

Highlight the 9 Line. The intersection of the 9 Line and Redwood Road should be highlighted to bring visibility to the trail crossing and emphasize the importance of the trail. The full extent of this should be developed in the *9 Line Corridor Plan*.

Salt Lake City should also consider purchasing the property that abuts the 9 Line on its southern edge to establish a new public space. Alternately, the city could employ incentives or other means of encouraging development of that lot to activate the space along the trail and make it a safer place. ○○○○○

Encourage residential and commercial redevelopment along the east side of Redwood Road.

Rezone Redwood Road between 300 South and the Surplus Canal. The Planning Division should establish a zoning district on the east side of Redwood Road between 300 South and the Surplus Canal that permits heights up to at least 50 feet to achieve residential densities of 20 to 50 units per acre. Developments in this area should be required to provide a residential component if they exceed 35 feet (or three stories) and residential development should be encouraged via parking reductions and other incentives.

The zoning district should heavily regulate buffering between Redwood Road development and the adjacent single-family development by focusing on techniques such as setbacks, variable height limits and landscaping. This will ensure compatible development at the intersection of Redwood Road with Indiana Avenue, where proximity of single-family development is an issue. ○○○○○

Rezone Redwood Road between the Surplus Canal and 2100 South. The Planning Division should rezone the properties along Redwood Road between the Surplus Canal and 2100 South to a district that permits multi-family residential, commercial and office uses with flexibility in terms of height and site design. If density limits are put in place, they should be upwards of 50 to 100 units per acre. ○○○○○

Encourage major redevelopment of the west side of Redwood Road.

Rezone the West Side of Redwood Road. The current mix of zoning districts along Redwood Road's west side—general-to-heavy commercial and light manufacturing—should be eliminated. In their place, two less intense zoning districts should be put in place. Property adjacent to Redwood Road should be zoned for less intense commercial land uses through a zone that requires a more coordinated and measured approach to development than the one found there now. This new zoning district should restrict the heavy commercial uses allowed there now but welcome large commercial developments.



The remaining properties between Redwood Road and I-215 should be rezoned for business or industrial park style development. The Planning Division should consider establishing a new zoning district that allows for some of the lower-intensity industrial uses that can be designed to be compatible with commercial development. ○○○○○

Entertainment Zone. The Community and Economic Development Department should focus on bringing facilities such as a movie theater or a family entertainment center to a location on Redwood Road. Such a complex could be part of a larger commercial or office development and serve as a catalytic site for development on both sides of Redwood Road. ○○○○○

Recognize Redwood Road’s role as a gateway into Salt Lake City, the West Salt Lake community, and its neighborhoods.

400 South Gateway. Salt Lake City should invest in infrastructure and landscaping improvements where Redwood Road enters the West Salt Lake community at 400 South. The gateway should, at minimum, feature landscaping, public artwork and some type of signage welcoming travelers to the community or Salt Lake City (or both). Gateway landscaping treatments should be designed with the city’s sustainability goals in mind. The scale of the gateway should reflect the fact that this is a gateway for Salt Lake City residents to the north and visitors first entering Salt Lake City from I-80 and the airport. ○○○○○

2100 South Gateway. Salt Lake City should invest in infrastructure and landscaping improvements at the point where Redwood Road enters the West Salt Lake community at 2100 South. The gateway should, at minimum, feature landscaping, public artwork and signage welcoming travelers to the community or Salt Lake City (or both). Gateway landscaping treatments should be designed with the city’s sustainability goals in mind. The scale of the gateway should reflect the fact that this is a gateway for residents from other cities to the south and visitors entering the city from Highway 201. ○○○○○

Transform Redwood Road from an automobile-dominated thoroughfare to a corridor that balances all types of transportation.

Sidewalks, Crosswalks and Bicycle Facilities. Salt Lake City should reinforce the sidewalk and bicycle improvements installed by UDOT along Redwood Road with additional improvements of the sidewalk and crosswalk infrastructure around major interesections. Pedestrian refuges should be used as part of crosswalks across Redwood Road at major intersections—400 South, 500 South, Indiana Avenue, California Avenue, 1700 South and 2100 South. ○○○○○

Bus Rapid Transit. Salt Lake City should focus efforts on realizing the proposed bus rapid transit (BRT) route on Redwood Road as identified in the 2011-2040 Wasatch Front Regional Transportation Plan, as redevelopment necessitates direct and efficient travel to both Redwood Road employment centers (from outside the community) and those downtown, at the University of Utah and at Research Park.

BRT on Redwood Road within Salt Lake City should, at minimum, feature dedicated rights-of-way for buses with stations similar to those found at light rail stations. ○○○○○

Light Rail Transit or Streetcar. As potential long-term project, Salt Lake City should consider the feasibility of a light rail or streetcar route on Redwood Road. ○○○○○



NODES

VISION

West Salt Lake is populated with neighborhood, commercial and regional nodes that provide the community with a variety of housing options, increase the stability of the existing residential neighborhoods by providing the necessary daily or discretionary retail and service options, and provide opportunities for employment within the community. These nodes are scaled and designed to be consistent with the existing fabric of the community where necessary. They also have the framework necessary to be sustainable and efficient as part of a growing network of transportation options and, along with recreation nodes scattered about the community, are attractive destinations for the community’s residents and visitors from elsewhere in the city and region.

DEFINING THE CONCEPT

Like a majority of Salt Lake City, West Salt Lake was laid out on a grid street network. There are a few locations where the grid is broken or was not followed but the pattern is otherwise consistent. This grid pattern creates a string of intersections along the primary streets both within the neighborhoods and at their edges. Intersections, or nodes, can be defined as fully integrated centers of activity, points where one corridor crosses another, such as the intersections of two streets or a street and a river. Nodes vary greatly in a number of ways, with scale, character, and activity level being three of the most significant. Further, nodes are not static: Changes in the economic landscape, land use regulations or transportation options can influence a node’s characteristics. Not every intersection is a node, however; historic development patterns, natural resources, land use regulations and transportation patterns are the primary factors that determine what intersections become activity centers.

Nodes provide a focal point for a community, and they can represent a larger area than the actual node itself. In this way, the identity of a node can signify the values and unique characteristics of a community. The most successful types of nodes—the nodes that residents feel both positively and accurately represent their neighborhoods or communities—are those that have an integrated mix of land uses, reliable public infrastructure, a variety of transportation options, and safe and inviting public spaces, streets and sidewalks.

Identifying the Nodes in West Salt Lake



Residents and employees of the West Salt Lake Community identified a number of existing and potential nodes during outreach and engagement activities. There were nodes that were clearly popular choices—900 West at 900 South, Redwood Road at Indiana Avenue and 900 West at California Avenue are three examples—but there were others that were not as frequently identified but their qualities or opportunities were well-documented.

The identified nodes vary considerably with regard to level of development and character. They also have very different future roles as seen by residents. The 400 South and Concord Street node is a very small commercial node with a restaurant and a neighborhood market, but has the potential to be a much more attractive neighborhood center. In comparison, the node at Redwood Road and California Avenue is envisioned as a hub for larger-scale commercial uses and options that serve the entire community.

Some of the nodes have well-established roles in the community; for example, the intersection of 900 West and California Avenue is the location of key community assets, such as the Sorenson Multicultural and Unity Center, the Salt Lake Community Action Program’s Head Start building and Riley Elementary School. While the land use component of the 900 West and California Avenue node has been established, work is needed to connect the node to the rest of the community and diversify the land uses.

Other nodes, such as 900 West and 400 South, are not as defined. This node has the potential for a significant commercial node based on its location, but it is currently underdeveloped, with isolated commercial uses and vacant and underutilized land. Other nodes, however, were highlighted for their potential and not necessarily their current condition.

How to connect each of these nodes to the community and to each other is a key piece of the puzzle. These nodes do not exist in a vacuum and their viability relies on the ease in which people can access their resources and services. Additionally there needs to be a network that allows people to flow freely between different types and levels of nodes because each level serves a different purpose and often different needs. This is why 900 West and Redwood Road, in particular, are important. Not only do these streets provide the most realistic opportunities for new development and growth, but they are the basis for the connectivity of much of West Salt Lake’s nodes.

THE HIERARCHY OF NODES

Establishing the Hierarchy

Examination of the nodes reveals a typology based on both the current conditions and the opportunities for each. Those opportunities were identified through the community’s feedback and take into account other factors, such as the surrounding land uses and the location of the node. In West Salt Lake, there are four basic types of nodes: neighborhood nodes, community nodes, regional nodes and recreation/open space nodes. This hierarchy, including the characteristics of each node, is not specific to West Salt Lake. It fits into a larger system that includes node types not found in this community but found elsewhere in Salt Lake City.

The classification of nodes into this hierarchy is based on both the current conditions and the potential opportunities, which primarily stem from the community’s visions for the node and site-specific characteristics. An example of this is the aforementioned intersection of 900 West and 400 South. The current makeup of the node does not meet what is expected of a community center. However, the node’s proximity to the interstate, potential for redevelopment and importance to the community are all factors that make it a future candidate for a community node. Farther south on 900 West at 700 South, however, is an example of a neighborhood node that has an established commercial corner and room to grow on two others.



Over time a node may reach its effective development capacity and physical growth or increased density may be restricted due to regulations or other constraints. In these cases, a variety of factors would need to be weighted and compared to determine whether expansion of the district is warranted. The surrounding uses are likely to be the most important determinant. For example, a neighborhood node surrounded by single-family homes is not a likely candidate for expansion. But each scenario should be considered individually when that opportunity arises.

Each type of node found in West Salt Lake is discussed in general terms below. For each type, one or two examples is provided as a framework for the other nodes within each tier. These examples are ones that members of the community selected or that present an opportunity for the most positive impact.

Neighborhood Nodes

Neighborhood nodes are small-scale nodes that incorporate small commercial establishments and residential options. These nodes are easily accessible from the surrounding neighborhoods by foot or bicycle but provide very little parking as they are not normally major attractors for residents outside of the neighborhood. They are also ideal locations for uses that cater to everyday needs and walking trips such as corner markets, cafes/restaurants, and salons or barbershops. In West Salt Lake, these nodes are generally surrounded by single-family homes, so the new residential component must be compatible. Appropriate development would consist of one or two stories of apartments or condominiums above the ground-floor commercial, accommodating densities between ten and 15 units per acre. Parking for new mixed use developments would be limited to the street or lots behind buildings.

Neighborhood nodes rely on the neighboring residential properties because they are not intended to bear a heavy load of new residential development. It's entirely possible that they will not contain a residential component at all, especially if there is a concern about parking or compatibility with adjacent properties. Businesses located at these smaller nodes are not major employers, either. Their role in West Salt Lake's future is providing residents access to daily services without requiring the use of a private vehicle. They can also be places of interaction, where residents on the neighboring blocks can informally and spontaneously gather while they get other tasks done.

The pedestrian experience is key at neighborhood nodes because it is expected that walking and bicycling, and not driving, will be the primary modes. Thus all improvements around these nodes should be scaled appropriately, especially street lighting, the lack of which was often cited as a barrier to walking around the neighborhood. Data such as pedestrian and vehicle collisions, speeding and red light citations and other measurements of potential pedestrian safety should be routinely recorded and compared to pre-installation data to see what types of improvements work and what types do not. This can provide direction for future capital projects at other intersections in the future.

The existing or potential neighborhood nodes in West Salt Lake are:

- 900 West at 700 South (see below);
- 900 West at 900 South (see below);
- Indiana Avenue at Navajo Street, 1400 West and Pueblo Street (see below);
- 400 South at Concord Street; and
- Glendale Drive at Navajo Street (see below).

900 West at 700 South

The neighborhood node at 900 West and 700 South is partly established already with a small commercial strip at the southeastern corner of the intersection. This development is not only compatible with the surrounding neighborhood in terms of height and bulk, but it is a good example of how neighborhood nodes should be designed:



buildings built to the public right-of-way and off-street parking is located in the rear yard. The corner to the north is occupied by a nursing center and the north and south blocks on the west side of the street are underdeveloped and vacant respectively. There is room to grow on the west side of the intersection and developments with two stories would be appropriate given the size of the lots and surrounding properties. 700 West is a wide street with a relatively low traffic volume so infrastructure improvements to improve the pedestrian experience and node's appearance would be welcomed at the location.

900 West at 900 South

The intersection of 900 West at 900 South was frequently identified within the community as a significant opportunity. There is a small commercial component at the node and the Jordan River is only 700 feet to the west of the intersection. Additionally, it is already a recreation node: The 9 Line and the Jordan River Parkway meet at 900 South and three parks with a total of 50 acres of open space are all within a quarter-mile of the intersection. 900 South continues west past 900 West until it meets the river. There are some limitations to development at this node. Salt Lake City should work with the owner of the billboards on the northwest corner to find a suitable site for their relocation. The Sunday Anderson Westside Senior Center, while being the type of use that can anchor a neighborhood center, sits on the northeast corner and would need to be incorporated into any new development. The existing businesses on the southwest corner should be incentivized to be a part of the node's future through one of the City's economic development programs. Continuity of any small, local businesses at neighborhood nodes is vital for the node's long-term vitality because these businesses are already carrying out part of the vision. Complementing economic activity and a denser residential base are needed, however (analysis of the market and commercial potential is found below in the the discussion about the 900 West/800 South community node).

The limitations at this node present obstacles to redevelopment but the community's vision for the location has been explored in detail over the past couple of years. The opportunity for a link between this node and the well-established 9th & 9th node (900 South at 900 East) and a link between the Jordan River and Liberty Park is also appealing. This intersection's future will be further studied in detail in the 9 Line's corridor plan.

Indiana Avenue at Navajo Street, 1400 West and Pueblo Street

This node is a unique opportunity because it is not just a single intersection, but a series intersections along Indiana Avenue. Three of the intersections are "T" intersections which can provide developers with flexibility when designing projects within the node and also gives the There are some current commercial uses along Indiana Avenue here but the overall node is underdeveloped and past attempts to revitalize this node have been hampered by zoning or legal issues with certain properties. The current zoning at these nodes requires review and likely modification or change to spur this development and business development programs through the Economic Development Division can help grow this node and turn it into a destination in a central location. This location was one of the sites where residents expressed interest in a node that celebrates the diversity of the community. Restaurants, public spaces for small neighborhood events and specialized commercial establishments can be the type of uses that highlights the community's ethnic diversity.

Glendale Drive at Navajo Street

The intersection of Glendale Drive and Navajo Street (generally called Glendale Plaza) is another example of a node that is missing a couple of pieces but has some potential. It is also an example of how lack of connectivity and visibility can impact the viability of a commercial center. It has the size and bank of developable space to be a thriving community node but the access and visibility of a neighborhood node. It is most likely something inbetween the two and if it can utilize the underdeveloped land at the intersection for residential development,



and complement the existing land uses, there is potential for a healthy neighborhood node around Glendale Plaza.

The node is currently composed of a variety of mixes: a full service grocery store, a drug store, a charter school, a place of worship and a senior living development. The Glendale Plaza development itself was originally constructed in 1950 and expanded in the 1960s. It was home to commercial uses as recently as 2006, but the building had a number of physical problems that, in addition to the location issues, led to the loss of those shops and services. The site was adapted for use as the school and has been in operation since then.

The grocery store and the charter school sit on either side of Navajo Street on the north side of Glendale Drive, occupying 4.5 acres. Inclusion of the Rite Aid building northwest of the school results in 6.5 acres. Three of those acres are dedicated to parking. This is developable space that presents an opportunity to meet a number of the goals of the community and the *West Salt Lake Master Plan*. The three direct goals are adding residential density, creating viable mixed use nodes, encouraging redevelopment within neighborhoods through compatible higher-density residential development. Indirectly, it also can bring about infrastructure and public transportation improvements.

A node of any size needs transportation access and visibility from active places to thrive. There is currently only one bus route through the node and it only passes by every 30 minutes. The street leading to the node from Indiana Avenue and California Avenue are neighborhood roads. The only physical indication that there is a node here is a set of directional signs for the grocery store, Supermercado de las Americas, on those two arterials. Neighborhood nodes, however, rely on the residents within the area, usually within walking distance, to survive. So while there is room for a community node style of development here, it may be unrealistic to expect a community node due to those geographic limitations. If anything, the history of Glendale Plaza should be a lesson as to the importance of both a dense residential base to draw from and direct access to the node.

A market profile of the area indicates there are commercial demands that are not being met. Within a half-mile radius, there are 6,000 residents and only a handful of market types are being met within a half-mile radius of the node. The highest demands—automotive parts, grocery stores, gas stations, general merchandise stores and all types of restaurants—are all underserved. The unfulfilled grocery store demand is noteworthy because Supermercado de las Americas is one of only three grocery stores in the community and the only one in Glendale. The estimated grocery store demand in 2012 was four million dollars and 30 percent of that was met within a half-mile radius of the intersection. The Glendale Plaza node is most suited for mixed use development that has a strong residential component. It is surrounded entirely by single-family residential properties, including some of the largest and lowest density blocks in the community (between three and four dwelling units per acre). Adding density, and designing it to be compatible is the first step; with the amount of potential developable space, in addition to design and buffering considerations, may allow for building heights ordinarily found at community nodes. The additional density may increase demand enough in the immediate area to attract additional businesses to the node or encourage local business development.

Community Nodes

Community nodes are larger in scale than their neighborhood counterparts because they generally offer retail and services that attract people from a larger area. While some of the existing community nodes do not have residential components, new developments at these locations should incorporate housing. These nodes are good opportunities to add density with multifamily residential units. Densities should be on the order of 20 to 30 dwelling units per acre with appropriate building forms to complement adjacent lower density uses if necessary. Accessory dwelling units (ADUs), which are fully separate dwelling units that are located on the same lot as



the primary residence, may be appropriate at community nodes. ADUs are an effective way to increase density within the stable areas, especially with the community’s deep single-family lots. Retailers such as grocery stores, clothing stores or small professional offices are appropriate anchors for community nodes. These nodes can also be anchored around or include institutional uses, such as churches, schools or daycares. Community nodes should be comfortable and safe for pedestrians and bicyclists while providing some off-site parking that is located behind or to the side of the buildings. Developments around these type of nodes should also be accessible to regular public transportation service.

Community nodes are effective in highlighting the diversity and unique characteristics of the area because they may be good locations for businesses that cater to a specific population. Specialty markets, such as those that focus on a specific cultural background—such as Polynesian or West African markets—are good fits for community nodes because they can draw residents from the immediate area while also accomodating those who rely on public transportation or drive to the location.

The existing or potential community nodes in West Salt Lake are:

- 900 West at 400 South;
- 900 West at 800 South (see below);
- 900 West at California Avenue (see below);
- Redwood Road at Indiana Avenue (see "Redwood Road" chapter);
- Redwood Road at California Avenue (see "Redwood Road" chapter); and
- California Avenue at Concord Street and Glendale Drive.

900 West at 800 South

This intersection is currently the best example of a community node. It has a grocery store anchoring the intersection with other commercial uses that attract patrons from the entire community. The residential component is underdeveloped around the node because the surrounding uses are almost entirely single-family residential. Thus, additional density at the intersection of 900 West and 800 South should not only improve the accessibility of the node for pedestrians and cyclists, but increase the opportunity for expansion of the commercial base.

The most frequently cited need in the commuity was restaurants and specifically family-style (or full service) restaurants. There are some scattered within the neighborhoods and a few more on Redwood Road, but there is a perception among some residents that many residents go to West Valley City for restaurants. A profile of the retail market around the 900 West/800 South node (which includes the neighborhood node at 900 South) shows that there is a demand for those uses that is not being met in the immediate are. The analysis supports the community's belief: In the half-mile radius around the two nodes, approximately 80 percent of the demand for restaurants, cafes or bars is not being met within the neighborhood. In other words, residents around the 900 West and 800 South area likely have to drive to the other side of the community or outside of it to reach a full-service restaurant. This underscores the additional comments regarding variety.

There are also few places for residents to purchase things such as furniture, appliances, electronics, sporting equipment, health and beauty supplies and clothing. Very little of this estimated demand is being met within a half-mile of the node though some of it may be regional and eventually met elsewhere in the community. The second highest retail surplus—where the supply far exceeds the demand—in the area was grocery stores. The presence of Smith's at the intersection is the primary reason it is a community node as people from all over West Salt Lake shop there. The highest surplus was in the online shopping industry due to the presence of merchandise storage facilities in the 700 West corridor. The items residents want may be in the area but they are not directly sold in the area.



It would also be beneficial to consider a commercial connection between this node and the node at 900 South. This smaller node, which has a direct link to the Jordan River and other recreational assets, could provide some smaller neighborhood-scale establishments that may not be appropriate at the larger node. It is also possible and likely that long-term growth at these two nodes will result in their combination into a larger node. It also provides an opportunity for a larger development within the two blocks between 800 South and 900 South where a larger development could incorporate not only more commercial uses but the residential density to support both the neighborhood uses while the larger uses still draw from the community.

900 West at California Avenue

The intersection of 900 West with California Avenue is atypical for a standard community node because the main anchor is the Sorenson Multicultural and Unity Center and there are currently no commercial uses at this location. The Sorenson Center offers recreation, cultural and educational services that draw residents from the entire community. There are some opportunities for some smaller, neighborhood-scale commercial uses in the small block between 1300 South and California Avenue and on the south side of 1300 South east of 800 West.

This node deserves better connections to other community assets. Though the Jordan River is less than 500 feet away from the intersection (on 900 West), there is no direct access to either the river or the Jordan River Parkway. The closest access point is one-third of a mile west on California Avenue. This connection, though indirect, is still important as it can encourage residents to walk between their homes and this cultural center by using assets such as the Jordan River Parkway. Signage, special striping, or other wayfinding techniques would help establish this connection. Walking and bicycling are key elements of the community's future and providing safe and family-friendly access to resources and assets is a core goal of this plan. This connection will be part of a larger “cultural network” in the area, including the Glendale Library and the International Peace Gardens. Strengthening this network not only provides residents with the ability to forego using a personal vehicle, but it allows them to engage in their neighborhoods on a more personal level and promotes healthier travel choices.

There is an opportunity on 900 West at 1300 South to create a small access point to the Jordan River and possibly to the Jordan River Parkway. At this point, the Jordan River is less than 200 feet from the right-of-way and proximity to the California Avenue and 900 West node opens up opportunities for highlighting the node's importance with signage or other urban design elements.

Regional Nodes

Regional nodes are locations that are major magnets for large commercial, professional offices and multi-family developments. Regional nodes are served by at least one arterial street (preferably two) so that they are easily accessible by automobiles and public transportation. Streets serving these nodes should have bicycle facilities and the developments themselves should include mid-block routes and public spaces for pedestrians. Planning for public transit, bicycling and walking to these locations is important for the long-term health of the community. They are major attractors for employment and community activities and alternative travel options encourage physical activity and better air quality.

Not every individual building at a regional node will be mixed use, but the development itself should contain multiple uses that complement each other, such as office buildings and restaurants. Additionally, offices and businesses should be integrated with one another to take advantage of shared parking and make more efficient use of the developable land. If housing is part of the development, the residential density should be high—no less than 50 dwelling units per acre—and height limits at these locations should be set to accommodate the types of developments that are desired.



There is a spectrum of regional node types and the mixes of uses at any given node may differ substantially. In that sense, regional nodes within a community do not necessarily compete: One regional node may consist of a large office complex, a family dining restaurant and condominiums while another is composed of educational facilities, a business incubator development and a couple of small cafes. The ultimate goal is that any regional node is a destination for all residents within a metropolitan area.

The existing or potential regional business nodes in West Salt Lake are:

- Redwood Road at 400 South (see below);
- Redwood Road at 1700 South (see below);
- Redwood Road at 2100 South (see below); and
- 900 West at 1700 South (see below).

The development around two additional Redwood Road nodes—Indiana Avenue and California Avenue—will be hybridized regional nodes because the eastern halves of each intersection are not suitable for large scale development due to constraints that are discussed below.

Redwood Road

Because of the size of Redwood Road, and its current status as a major gateway into Salt Lake City, the intersections of 400 South, 1700 South and 2100 South have the potential of becoming strong regional nodes. Large employment centers west of I-215, but within a short distance of Redwood Road, provide a daytime population for restaurants, retail stores, or fitness centers. This would complement potential high-density residential and office or business park development at these intersections to boost the overall market for redevelopment. Traffic counts from the Utah Department of Transportation from 2010 (the latest available) show that the traffic volumes on Redwood Road between I-80 and Highway 201 are similar to those found on State Street between Downtown and 2100 South. State Street is also in need of redevelopment, but it offers a selection of stores, restaurants and services that exceeds those found on Redwood Road. The difference between the development of Redwood Road and State Street is likely rooted in their histories—State Street was the direct route from the south to Downtown Salt Lake City and has had unimpeded connections to the neighborhoods east of it. With similar traffic volumes and similar nearby adjacent residential densities, it is likely a catalytic development at one of the regional nodes on Redwood Road can spur development along the corridor.

Redwood Road's intersections with both Indiana Avenue and California Avenue have constraints on their eastern halves that limit the potential for a full regional node. The Redwood Road/Indiana Avenue intersection is very close to single-family development, so compatibility would be an issue. It would function like a hybrid node: regional development on the western side with smaller scaled, two-story development on the other. California Avenue may function more as a community node/regional node due to the presence of the Surplus Canal and single-family development just a block east of Redwood Road.

The timing of redevelopment at Redwood Road's nodes will have an effect on the community nodes within West Salt Lake. If Redwood Road begins to develop before the nodes within the neighborhoods, it may impact the extent to which those nodes, particularly the community nodes, can develop. For example, a large office park with a couple of restaurants at Redwood Road and 1700 South may meet whatever demand exists or has been created in the area. Thus a node such as California Avenue and Concord Street, which might otherwise support an additional family restaurant to accompany the existing businesses, may not have the market to do so until there is additional residential growth.

900 West at 1700 South

900 West at 1700 South is another location where there is potential for a smaller regional node. Professional offices, educational facilities—such as a small satellite campus—and supporting commercial retail and service uses would provide a nice transition between the residential and community uses north of the intersection and the industrial uses to the south. According to 2012 retail market data, there are over 30 businesses within a half-mile of the node, but only two of them could be classified as restaurants. A majority of them are dedicated to vehicle sales, repair or auto parts, all of which have a regional draw (the supply of these businesses exceeded the local demand by 250 million dollars in 2012). While these businesses aren't necessarily major employers, and there is already a concentration of businesses in the immediate area that can be expanded upon and diversified. The commercial businesses here then can be geared towards the daily needs of employees in the area instead of the residents—only 2,000 of which live in that radius—who can depend on closer nodes for their more frequent needs.

Recreation Nodes

Rivers and trails in a community open up the opportunity for recreation nodes. These nodes do not fit within the traditional framework of nodes listed above. They can be considered in terms of neighborhood, community or regional, but there is a considerable variety of uses and levels of development that can create a recreation node. The intersection of two trails is a recreation node (900 West and 900 South) just as much as a concentration of active public spaces such as tennis courts with a private waterpark is.

The two most important elements of successful recreation nodes are access and presence. A recreation node must be easy to get to (and just as easy to enjoy) and must also attract residents and visitors so it remains vibrant and safe. Like underutilized commercial nodes, underutilized recreation nodes can quickly lose their function and importance in a community so ongoing maintenance and investment is key.

The existing or potential recreation and open space nodes in West Salt Lake are:

- 900 West at 900 South (see below);
- 1700 South at the Jordan River; and
- Redwood Road at 900 South.

900 West at 900 South

The 900 West/900 South node has the potential to be a unique one because it could be a neighborhood node within a larger recreation node. Numerous recreational and open space assets converge at this node: the Jordan River, the Jordan River Parkway, the 9 Line, the International Peace Gardens, Jordan Park and 9th South River Park. Additionally, the restoration of the riparian environment on the oxbow, the reconstructed 900 South stormwater wetland, and the interpretative opportunities for each, make this a unique opportunity to highlight the West Salt Lake community and create a regional recreational attraction. One of the city's primary action items should be highlighting these assets as equals to other similarly unique recreation assets within other Salt Lake City. The Bonneville Shoreline Trail on the East Bench is one such asset as it has similar qualities with connectivity and the mix of active and passive recreation opportunities.

CONNECTING THE NODES

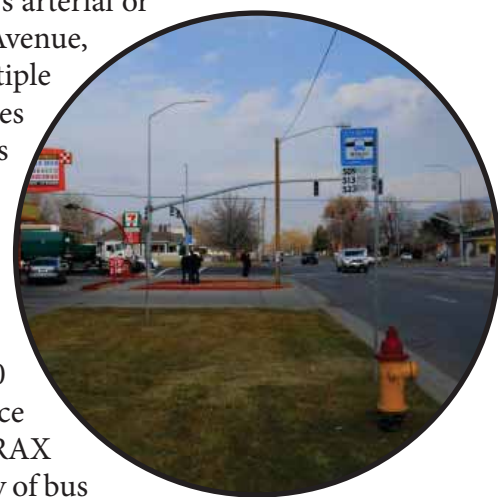
The Existing Network

Each tier of the node hierarchy requires consideration of the interface between the level of development and the



level of transit service. Neighborhood nodes do not require the same frequency and quantity of transit routes that are needed at regional networks because the residential densities and commercial intensities are drastically different. Additionally, the concentration of jobs at community or regional nodes is unlikely to play a major role at neighborhood nodes so the frequency of buses, for example, may not be as important. However, not all commercial, entertainment or recreational needs can be met at each step on the node hierarchy and not all residents will live in walking distance to each. It should be noted that the network needs direct and reliable connections to the rest of the city. There are certain destinations that are necessarily outside of West Salt Lake such as Downtown, the University of Utah and the airport. One of the explicit goals of the *West Salt Lake Master Plan* is improving the connections between this community and the rest of the city. So while this document focuses only on nodes in West Salt Lake, there are very important nodes just outside the community's boundaries. The 800 West and Fairpark TRAX stations on North Temple, the TRAX station at 200 West and 900 South, and the Intermodal Hub on 600 West are major connection points to the rest of the city and region.

One key to encouraging smarter transportation options is finding the most efficient and equitable way to connect all nodes. With the exception of Glendale Plaza, each of the nodes that were identified and will play a role in the growth and expansion of West Salt Lake are on at least one of the community's arterial or collector streets (900 West, Redwood Road, 400 South, 800 South/Indiana Avenue, 1300 South/California Avenue, 1700 South and 2100 South). As a result, multiple nodes can be connected with a single bus route and it is possible that all the nodes can be connected by just two routes. The bus service within West Salt Lake's interior was a frequent point of discussion with residents and it was considered unreliable. Currently, there are bus routes on all but one (800 West/Indiana Avenue) of the arterial or collector streets in West Salt Lake and another north-south route that meanders through the middle of both neighborhoods between California Avenue and 400 South. All of these routes are at 30 minute frequencies. Notably, while there are direct bus service to the Ball Park (1300 South) and Central Pointe (2100 South) TRAX stations, there is no direct service to the 900 South TRAX station or the Jackson/Euclid (800 West) or Fairpark TRAX stations on North Temple. Additionally, there were complaints about the quality of bus stops in West Salt Lake and concerns about accessibility of stops for those in wheelchairs or with other mobility limitations.



Ideally improved transit infrastructure in the form of expanded or streamlined neighborhood bus routes in addition to bus rapid transit on Redwood Road that provides connection between neighborhood nodes where people live to regional nodes where people work while also opening up the larger regional transit network.

Building the Network

Salt Lake City's renewed efforts to reestablish a streetcar network, in addition to West Salt Lake's history of streetcar activity, has spurred some discussion about streetcar's potential in the community. That discussion is an important one for the future of Glendale and Poplar Grove but it should be tempered with the reality that beyond the current Sugar House route and the potential Downtown route, there are no plans nor funding for any additional streetcar infrastructure. However, by 2014, it is anticipated that the creation of a citywide public transit plan will be underway. During that process, feasibility studies, analysis of ridership potential and public participation will be used to determine the role of streetcar in West Salt Lake's future. Streetcar may be a viable option in the long-term along streets like California Avenue, 400 South or 900 West, connecting regional nodes on Redwood to community and neighborhood nodes within the community and nodes outside of it. At this point, however, the



potential for rail transit in West Salt Lake is, at a minimum 15 to 20 years out.

Growth of the community is the first step towards that goal: increasing the residential density in the community and establishing strong mixed and multi-use at these nodes in West Salt Lake is the more immediate need. As the nodes grow and become destinations for employment, shopping, entertainment or housing, the need to connect them to other parts of the community and city will become more pressing. There will be a need for more streamlined bus service, especially between neighborhood nodes and the regional nodes on Redwood where there will eventually be bus rapid transit service and larger employment centers.



MOVING FORWARD

Create a more conducive environment for redevelopment at neighborhood nodes.

Low Intensity Mixed Use Development. The Salt Lake City Planning Division shall analyze its existing zoning districts to determine which will provide the most flexibility for low intensity mixed use development around the identified neighborhood nodes. Building heights at residential nodes should be limited to 35 feet or three stories and there should be no density limitations provided the physical development regulations are met but the goal should be between ten to 25 dwelling units per acre. Residential uses should not be required as part of the development but encouraged through incentives such as parking reductions. ○○○○○

The Pedestrian Experience. The pedestrian experience around neighborhood nodes should be one of the focal points for redevelopment and capital improvements in West Salt Lake. The Community and Economic Development Department should prioritize projects at the identified intersections in this plan through the Capital Improvement Plan such as decorative crosswalks, signage and wayfinding programs, bulbouts where space permits, public artwork, street trees and similar types of improvements. Street lighting should be emphasized at intersections and be scaled to the pedestrian level. Ongoing recording and comparative analysis of pedestrian-vehicle conflict data (e.g, pedestrian-vehicle collisions, accidents and moving violations) should be used to inform future projects at neighborhood nodes. ○○○○○

Local Business Expansion. The Salt Lake City Economic Development Division should concentrate its local business efforts in the West Salt Lake area to ensure that existing and potential businesses are aware of the benefits of being located at neighborhood nodes and that these nodes are highlighted as potential locations for relocation or establishment of those businesses. ○○○○○

900 South and 900 West. The intersection of 900 South and 900 West should be the focus of a special

redevelopment program to realize the potential of, and take advantage of community interest in, this neighborhood node despite the limitations.

- **The Southwest Corner.** The existing businesses on the southwest corner should be incorporated and made the anchors of a larger and more cohesive development. ○○○○○
- **Sunday Anderson Senior Center.** The city should work with Salt Lake County to find a unique way to expand the role of the Sunday Anderson Senior Center in the node's growth, possible through expansion into a larger development with complementary neighborhood uses. ○○○○○
- **Billboard Relocation.** Salt Lake City should work with the property owner and billboard owner of the billboards on the northwest corner property to find a more appropriate and mutually beneficial location. ○○○○○

Glendale Plaza. Find a suitable way to encourage multi-family infill development at the intersection of Navajo Street and Glendale Drive to encourage additional commercial development that complements the existing commercial, institutional and residential development at the intersection. Keeping the failure of the previous Glendale Plaza commercial development in mind, the focus should be residential here and there should be flexibility with regard to height, parking and landscaping due to the nature of the intersection and the development pattern.

Create a more flexible regulatory environment for redevelopment at community nodes.

Maximize Use of Property. Allow property owners at the identified community nodes to take full advantage of their properties to add density and commercial intensity to the area. A certain percentage of residential development should be required for developments over a certain size and the density benchmarks should be between 25 to 50 dwelling units per acre. Developers should be encouraged to aim for three to four stories in



height provided appropriate buffering and landscaping can make the new development compatible with any surrounding single-family development. Some amount of parking should be required for all uses but parking should be located behind or to the side of buildings and shared parking should be strongly encouraged to maximize the developable space. ○○○○

Pedestrians, Bicyclists and Vehicles. Because community nodes rely on pedestrian, bicycle and vehicle activity to survive, a balance between the two should be the goal for capital improvements at these intersections. Parking lots should always be located behind or to the side of buildings and ideally, entrances to parking lots should be on side streets if possible. Street lighting should be designed to minimize the potential for incidents between pedestrians, bicyclists and vehicles and traffic calming devices such as medians, bulbouts or planters should be used where possible. ○○○○

Wayfinding and Orientation. The Community and Economic Development Department should consider a pilot program for wayfinding and orientation between the identified community nodes in West Salt Lake. Due to the layout of nodes in West Salt Lake, and the need to encourage healthier activities such as walking and bicycling in the community, the program should establish a “tour of the community” that informs residents and visitors of the distances between nodes and assets and makes use of the Jordan River Parkway and the 9 Line. ○○○○

Create a foundation for the development of regional nodes in West Salt Lake.

Removing Barriers and Recruitment. The Salt Lake City Planning Division and the Economic Development Division should work together to identify the zoning regulations that may be barriers to creating regional nodes in West Salt Lake. The Economic Development Division should use the flexibility in development at regional nodes as a recruitment tool for large commercial, institutional or office park development. ○○○○

High Density Residential and Multi-Use Development.

The Planning Division shall put in place a zoning district (or districts) at the identified regional nodes that have no density limitations and flexible height regulations to encourage high density residential development and compact, multi-use development. The ideal densities at nodes such as Redwood Road and 1700 South and Redwood Road and 2100 South should be between 75 and 100 dwelling units per acre; at Redwood Road and 400 South and at 900 West and 1700 South, densities between 50 to 75 dwelling units per acre are more reasonable. ○○○○

Continue to support the development of recreation nodes in West Salt Lake.

Infrastructure Maintenance and Improvement. As part of other goals and strategies in this plan, and because of the unique recreational assets in West Salt Lake, ongoing maintenance and improvement of its recreational infrastructure should be one of the priorities of the city’s Public Services Department. The intersections of the Jordan River Parkway, the 9 Line and the proposed Surplus Canal with streets should be considered an opportunity for creating public spaces and highlighting the city’s ongoing emphasis on recreation and public art. ○○○○

Build and maintain an active, multi-modal network between West Salt Lake’s nodes and nodes outside the community.

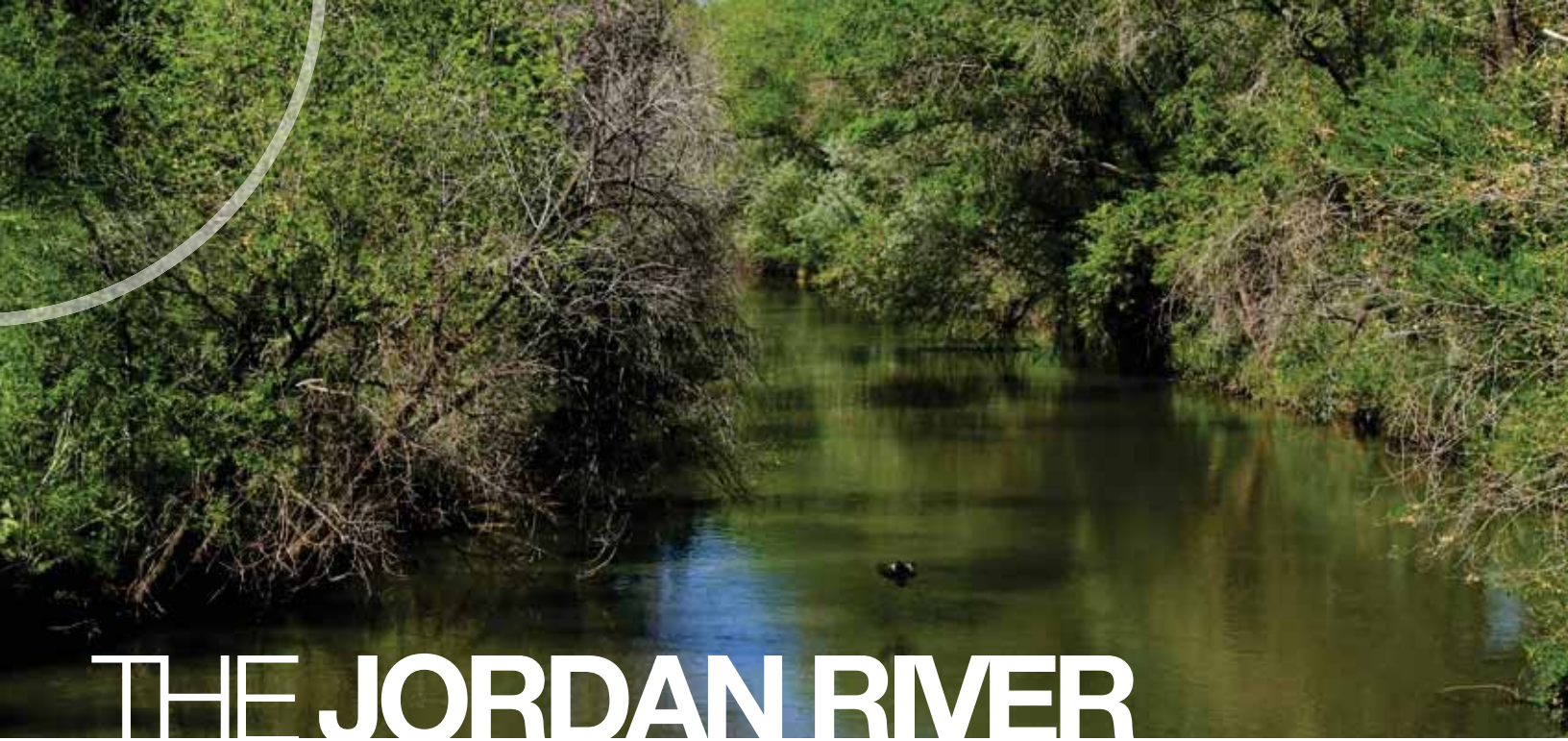
Strengthening the Transit Network. As part of the citywide transit plan, connections between West Salt Lake and the rest of the city should be carefully considered. The potential for additional transit in West Salt Lake should be analyzed in light of the physical barriers surrounding the community, the lack of reliable internal transit and connections to existing transit outside the community and the need for equitable distribution of transit for all city residents.

- **Bus Service.** Salt Lake City should encourage the Utah Transit Authority to improve the overall reliability and quality of bus service in West Salt Lake and make efforts to improve

the quality and accessibility of bus stops in the community. ○○○○○

- **Rail Service.** As part of Salt Lake City’s citywide transit master plan, the role of rail service—specially streetcar—in West Salt Lake should be looked at and how it can be used to strengthen the east west connections between West Salt Lake and downtown. ○○○○○

The 900 South East-West Connection. Using the 9 Line corridor as a template, Salt Lake City should explore ways to highlight the connection between West Salt Lake’s 900 South and 900 West intersection and the 9th & 9th neighborhood node at 900 East. Thematic design elements—pavement markings, signage or special road signs, for example—should be part of the connection. ○○○○○



THE JORDAN RIVER

VISION

The Jordan River continues to be the ecological, environmental and recreational heart of West Salt Lake. The stretch of the river within the community and the Jordan River Parkway alongside it are unlike any other in the Salt Lake Valley.

A COMMUNITY ASSET

The most consistent theme throughout the public feedback received was the importance of the Jordan River in West Salt Lake. The river offers various recreational opportunities, including a multi-use trail, canoeing and other water-based activities, and parks. **Approximately 45 percent of West Salt Lake's dwelling units are within one-quarter mile of the river, a distance that is usually considered walkable. The percentage jumps to 78 percent when the radius increased to one-half mile.** The river is closely paralleled by the Jordan River Parkway for its entire length in West Salt Lake and a majority of the city, but there is a significant gap at 200 South, just outside of West Salt Lake, that limits its effectiveness as a connection to points north. The trail is a major bicycle and pedestrian connection between neighborhoods and some of the community's other assets. Between the community's north and south boundaries, the trail directly connects six parks of over 75 acres and comes within a quarter-mile of three more parks with over 25 acres. Within those parks, there are tennis courts, baseball/softball fields, football/soccer fields, playgrounds, a skateboard park, walking trails and picnic areas. The Glendale Golf Course and Seven Peaks Waterpark can both be accessed easily from the Jordan River Parkway as well. Additionally, five of the eight schools in West Salt Lake are also within a quarter-mile of the river.

Efforts to preserve and restore wildlife habitat, wetlands and water quality within Salt Lake City are ongoing, including two projects at 900 South: the oxbow habitat restoration and the stormwater wetland reconstruction. Each of these projects will have interpretive and educational opportunities. These efforts will be vital in raising awareness of the river and its role within the larger ecosystem and long-term protection of the habitats for a variety of species of fish and migratory birds.

OPPORTUNITIES

In addition to agreeing about the general importance of the river, community members also agreed that it was an integral part of the community's identity. There have been efforts made to use the Jordan River as a marketing tool within the community and to highlight the neighborhood and commercial corridor around the river as a unique district within the city. The intent of this work is not to replace the historic neighborhood names, but to provide a unifying thematic and economic district that ties the neighborhoods together. These efforts can be further developed and strengthened with help from the Economic Development Division as specific nodes along the river—namely 900 West at 900 South—begin to further develop. Using the river as a thematic element was also frequently mentioned as a way to uniquely identify some of those nodes. River-related design elements and artwork at specific intersections could further highlight and spur the growth of nodes as destinations.

The future of the Jordan River and the opportunities for improving the river corridor centered around three general themes. The first was about the river's role in **connecting neighborhoods** within and outside of the community. Making the river corridor and adjacent parks **safer places** was the second theme and the third was **highlighting the river itself**.

Connectivity

One of the disconnects in the Jordan River corridor is just outside of West Salt Lake, between 200 South and North Temple. There is a gap in the Jordan River Parkway that is nearly one-half mile long, requiring a mile-long detour along city streets. This connection is of particular significance now that the TRAX route between the Salt Lake City International Airport and Downtown has been completed. **A complete Jordan River Parkway would provide the entire community with direct pedestrian and bicycle access to not just the rest of the trail, but to the Fairpark and the TRAX station on North Temple.** Furthermore, it would complete the Jordan River Parkway within Salt Lake City and create an uninterrupted 22 mile stretch of trail between North Salt Lake and Sandy.

At a smaller scale, there are community assets that are not within the river corridor but that should be clearly connected to the Jordan River Parkway. One example is the Sorenson Multicultural and Unity Center at 900 West and California Avenue. The community center is only 500 feet away from the river, where the Jordan River is closest to 900 West, but there is no access there. At one time, a canal along 1300 South joined the Jordan River at that point, but today it is a commercial property. Access at this site should be strongly considered because it provides a link between two major destinations within the community and promotes more active and healthier lifestyles. Not only is it part of a busy community node, but it is also the point at which the Jordan River is closest to 900 West. The next closest access point is on California Avenue, one-third of a mile to the west. Specific signage, roadway or sidewalk treatments and other forms of wayfinding should be used to direct people to and from the river. After the Glendale Library is constructed at the corner of California Avenue and Concord Street, the connection between the Sorenson Center, the Jordan River and the Glendale Library will be even more important for creating a clear link between the three destinations.

Safety

Some residents specifically noted safety concerns along the trail. Analysis of crime data from 2011, the most recent year analyzed, indicated there were 274 incidents involving police along the Jordan River Parkway. This includes the parks immediately abutting the Jordan River Parkway, including 9th South River Park, Jordan Park and others. Only 40 percent of the trail is within the West Salt Lake Community. When compared to other city parks in terms of reports incidents, the Jordan River Parkway ranked far below Pioneer Park but above other large parks such as Liberty Park and Sugar House Park. However, patrolling the Jordan River Parkway presents difficulties that other city parks may not present due to its linear nature and limited number of access points. While the comparison might not be entirely useful for those reasons, the number of incidents alone warrants additional patrolling and

other safety measures such as enhanced community involvement. Encouraging residents to participate in the Salt Lake City Police Department's community programs—the SLCPD Volunteer Corps and the Community-Oriented Policing Program—may help alleviate some safety concerns for residents. Community monitoring of the trail will also help relevant city departments identify potential safety issues like overgrown hedges, damaged facilities or maintenance needs. New lighting is another option. Lighting along the Jordan River requires a balance between safety and environmental concerns. Environmentally sensitive lighting—lighting that does not disrupt or disturb wildlife habitat or migration—should be used wherever possible and without sacrificing visibility at night. **Pathway lights are an example of adequate lighting for most of the trail, especially in stretches through open areas, that will not overpower riparian habitats.** Segments with high traffic, narrow corridors or with road crossings, should have higher intensity lights that are shielded and directed downward at the trail. This would make the trail more inviting and help address the real or perceived safety issues in the corridor.

Older citizens had concerns about sharing the trail with bicyclists, because of the potential for conflicts. Residents recounted issues with locations along the trail where there were overgrown weeds or blind spots and the potential for collisions with faster-moving trail users. A solution that has proven successful in other parks has been the implementation of two adjacent, parallel trails, one made of asphalt or concrete and another made of gravel, where there is room for both. The two parallel trails provide ample room for both pedestrians and bicyclists. Even when only small sections of dual trails can be constructed, the additional space allows cyclists to pass pedestrians or slower moving cyclists and can act like a siding on a railroad network. Another option that is less costly is striping to delineate the lanes for bicyclists and for pedestrians. This at the very least provides some visual cues for users so they know where other users will be based on the other users' mode of transportation.



Bollard lighting that minimizes the light directed outside of the trail corridor.

Presence

There are nine roads that cross the Jordan River in West Salt Lake: 300 South, 400 South, 500 South, 700 South, 800 South, Fremont Avenue, 1300 South, 1700 South, and 2100 South. Of those nine streets, none of them have any sort of signage indicating the river crossing. A couple of the streets have signage for the Jordan River Parkway to alert motorists of the pedestrian activity, but the signage is strictly utilitarian in that respect.

At certain times of the year, but especially during the summer, the Jordan River is largely hidden from view by trees. Some residents remarked that it is plausible visitors to the area could drive over the river and not know they had done so. Four treatments for the river crossing on California Avenue were presented to residents and stakeholders and they were asked to rank them in order of their preference. The most preferred option was a small monument sign. This type of treatment would be appropriate for major crossings such as 400 South, Indiana Avenue and California Avenue. Not every crossing needs a complex treatment, but even on neighborhood roads, a sign is enough to demonstrate that the river is a unique asset for the city and an important element of the community's identity. Markers and crossing treatments can also serve as traffic calming features by alerting motorists to the potential for increased pedestrian activity.

Highlighting the Jordan River is one action item that the community can have an active role in implementing this master plan. **Where neighborhood streets cross the river, the community should look for inexpensive,**

THE JORDAN RIVER

temporary ways to highlight the river such as temporary signage, public artwork or road painting. Salt Lake City would be involved to facilitate these projects through relaxed permitting and acknowledgement of the positive community-driven projects.



Something as simple as painting the Jordan River Parkway crosswalk can be an effective and relatively inexpensive way to make the river and pedestrians more visible.

MOVING FORWARD

Support the Jordan River’s ecological health.

Plant and Animal Habitats. Salt Lake City should continue its efforts to maintain existing native plant species throughout the Jordan River corridor while looking for new opportunities to expand the reach of the species’ habitats. Additionally, Salt Lake City should continue to work with other cities and regional organizations to restore and protect wetlands and other wildlife habitats and to further improve the river’s water quality. ○○○○○

Undeveloped Land. A thorough ecological evaluation of undeveloped parcels adjacent to the Jordan River should be conducted to determine the most appropriate use of each parcel. ○○○○○

Corridor Encroachments. The city should identify encroachments into the Jordan River corridor from adjacent private properties and work with property owners to correct current encroachments and prevent future ones. ○○○○○

Celebrate the Jordan River.

The River District. Salt Lake City’s Department of Community and Economic Development should continue its work with residents, businesses owners and non-profit groups and community organizations along the Jordan River to establish the "River District" as a unifying theme between Glendale and Poplar Grove. ○○○○○

Community-Driven Implementation. Salt Lake City and West Salt Lake community members should together create a more collaborative environment to discuss ways in which residents and stakeholders can implement the *West Salt Lake Master Plan* and identify barriers that may prevent community-driven projects. ○○○○○

Market the River. Salt Lake City should create a marketing program to highlight the Jordan River and its history, the recreational and educational opportunities it offers, and its importance to the city. ○○○○○

Urban Design. The city should create and implement an urban design system that utilizes river-related imagery and themes within as a visual element of new or improved infrastructure, street and sidewalk treatments and public artwork. This design system should be used primarily at or around nodes that are or will be tied to the Jordan River such as 900 West and 900 South or 900 West and California Avenue. ○○○○○

River Crossings. At the points where 400 South, Indiana Avenue and California Avenue cross the Jordan River, unique treatments including monument signs and landscaping should be installed to bring attention to the river and the bridge. At all other crossings, Salt Lake City should consider less expensive treatments that still indentify the Jordan River. ○○○○○



An example of an urban design element that brings attention related to a body of water: inlaid, colored concrete from a transit station at Penitencia Creek in San Jose, California.

Expand recreational opportunities on the Jordan River.

900 West Access. Salt Lake City should acquire property on 900 West near 1300 South for the purpose of creating a new access point for the Jordan River. ○○○○○

Canoes & Kayaks. New canoe and kayak access should be added to the river and opportunities for more river

recreation activities should be pursued. ○○○○○

Establish more connections between the Jordan River Parkway and the community.

The Missing Link. All efforts to finalize and construct the missing section of the Jordan River Parkway between 200 South and North Temple should be made. Completion of the trail will provide West Salt Lake residents with direct bicycle and pedestrian access between the neighborhood and community nodes on 900 West and the Fairpark TRAX station. ○○○○○

Wayfinding. Salt Lake City and community members should together develop a uniquely designed wayfinding system linking the Jordan River Parkway with other community assets such as the Sorenson Multicultural and Unity Center, the Chapman Library and forthcoming Glendale Library, and the community's schools. The wayfinding system should utilize clear and simple imagery and colors that make it accessible for all trail users. ○○○○○

Make the Jordan River Parkway safer.

Community Policing. Residents should be encouraged to participate in the Salt Lake City Police Department's SLCPD Volunteer Corps and the Community-Oriented Policing Program. ○○○○○

Trail Lighting. The Salt Lake City Parks and Public Lands Division should install light fixtures in parks and open spaces that are more resistant to vandalism. Ensure these light fixtures are context-sensitive and sited to maximize light at high traffic areas, narrow corridors and road crossings while reducing spillover into the sensitive habitat areas. ○○○○○

Parallel Trails. Consider installation of an additional trail made of a durable non-asphalt material where there is room for the addition. Alternately, pavement striping that separates the uses can be added to the existing trail. Each options can provide safer conditions for different types of users (such as seniors or families with children as opposed to bicyclists, runners or skateboarders). ○○○○○



An additional trail, where spaces allows, can prevent conflicts between different users on the Jordan River Parkway and create a safer space for all users.



THE SURPLUS CANAL

VISION

The Surplus Canal is an active public space providing new recreational opportunities for West Salt Lake residents and employees without interfering with the canal's primary function as a flood control utility. With the addition of a Surplus Canal trail corridor, West Salt Lake has become the hub of the city and region's bicycle and pedestrian trail network.

A POTENTIAL ASSET

While the Jordan River was the most frequently identified asset in West Salt Lake, the Surplus Canal was recognized by some residents as a recreational opportunity. The Surplus Canal tends to be considered purely a public utility in the community, because its primary purpose is flood control and because it is primarily within the industrial district. There are also issues with encroachments into the canal corridor from adjacent property owners, especially west of Redwood Road where the land uses are more industrial. Despite this, the canal does have potential to become the centerpiece of a unique open space corridor.

The Surplus Canal diverts from the Jordan River at 2100 South and flows northwest ultimately to the Great Salt Lake west of the airport. The length of the canal in the study area—between its beginning at the river to where it passes under I-215—is under two miles. The first half-mile of the canal flows through the middle of the Glendale Golf Course while the next half-mile forms part of the border between the single-family neighborhoods and the Redwood Road corridor. At Redwood Road, the canal cuts through industrial developments, some of which contain heavy industrial uses. The canal is highly visible from both 1700 South and 2100 South, and it flows just under the intersection of Redwood Road and California Avenue. So, while it does pass through developed areas, it is buffered on both sides from development and paralleled by vehicle access roads. Pedestrian and bicycle access is not technically restricted, but the access is gated in most places.

A NEW TRAIL

Residents interested in the Surplus Canal's recreational value focused primarily on the corridor's development of

a trail similar to the Jordan River Parkway. The city’s current *Bicycle and Pedestrian Master Plan* adopted in 2004 proposes a trail on the east bank of the Surplus Canal between the Jordan River Parkway at 2100 South and 500 South. Ultimately, the trail should continue farther north and connect to the Airport Trail near the Wingpointe Golf Course. There are a couple of limitations that would require engineering solutions at I-80, but the end result would be a major expansion of the reach of the bicycle and pedestrian trail network in Salt Lake City and throughout the valley.

This connection would not be purely for recreational purposes, however. It would also create a connection between the industrial areas west of Redwood Road and the regional trail network, increasing the commuting options for workers. Not only would this encourage a healthier and more active lifestyle and help improve air quality, but it would also provide a safer corridor for bicycle commuters than the surface roads in the industrial areas. Establishing the trail in the short term, with signage and grading of the existing surface, would allow for usage while the City made long term plans for a more permanent and developed trail.

Designing a Public Space

Future trail elements should also include lighting at all intersection crossings, installation of public art where possible and interpretive and educational elements that highlight the role of the Surplus Canal and the industrial development of the area. The industrial character of the surrounding land uses should not be shielded from the trail, but embraced, as it would be a unique environment for a trail with features not found elsewhere in Salt Lake City.

There are opportunities for new parks and green spaces at the major intersections along the canal. At 2100 South, 1700 South and at the Redwood Road and California Avenue, space exists that could be used for small, local gathering areas or pedestrian refuges. Fencing, trees, benches and other similar elements would create public spaces in areas where there are currently none and will help transform the streetscape. The seasonal rowing dock at Indiana Avenue has the potential to be upgraded into a summer recreational center with restrooms and boat storage.



MOVING FORWARD

Protect the Surplus Canal corridor.

Canal Corridor Encroachments. The city should identify encroachments into the Jordan River corridor from adjacent private properties and work with property owners to correct the situation and prevent future encroachments. ○○○○○

Establish the Surplus Canal Trail.

Short Term Trail Improvements. The Salt Lake City Transportation Division, in conjunction with Salt Lake County, should establish the Surplus Canal Trail with wayfinding signage. This first phase of the trail would be on the existing surface and in the existing right-of-way to let people know of its existence as future improvements are planned, funded and designed. ○○○○○

Long Term Trail Improvements. The final phase of the Surplus Canal Trail should be constructed that provides full access to both pedestrians and bicyclists and provides a connection between the Jordan River at 2100 South to the Airport Trail at the Wingpointe Golf Course. The trail corridor should include a full wayfinding system and appropriate lighting at along the trail and at intersections for the safety of its users while not impacting wildlife that use the canal. ○○○○○

Create a unique walking and bicycling experience along the Surplus Canal Trail.

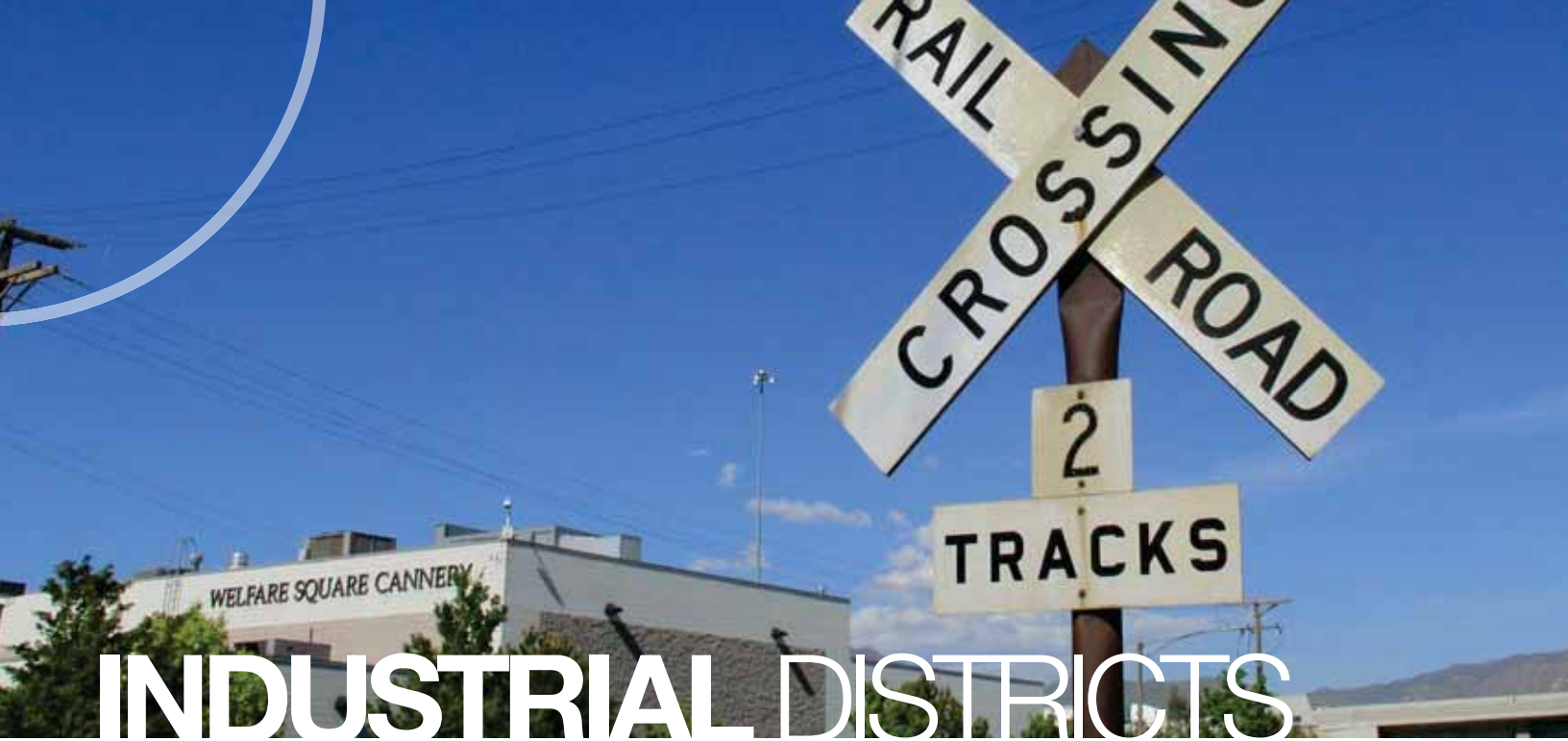
The Trail Experience. The Surplus Canal Trail should be designed as a multigenerational recreational asset that is accessible and usable by all residents. It should be designed to cater to both walkers and bicyclists and to recreational users and commuters. ○○○○○

Industrial Trail Design. The Surplus Canal Trail should be designed to take advantage of its unique location and should highlight the industrial nature of the corridor, especially west of Redwood Road. The trail's designers should address this through materials uses for signage, interpretive signs that tell the history of the area, and artwork along fences or at intersections. ○○○○○

Public Spaces. The Parks and Public Lands Division should find ways to incorporate passive recreational spots along the Surplus Canal Trail to provide public spaces where people can gather or relax. These public spaces should be designed to take advantage of the surroundings and be inclusive to all trail users. ○○○○○

Rowing Dock. The Parks and Public Lands Division in conjunction with Salt Lake County should explore the opportunity of creating a small, summer recreation center to complement the existing, temporary rowing facilities in place at Indiana Avenue and the Surplus Canal. ○○○○○





INDUSTRIAL DISTRICTS

VISION

As vital elements of Salt Lake City’s long-term economic health, West Salt Lake’s industrial districts remain instrumental in providing employment opportunities for the region. The districts are home to a collection of well-designed buildings and public spaces that have a minimal negative impact on the rest of the community.

DISTRICT TYPES

In West Salt Lake, there are nearly 900 acres of properties zoned for manufacturing uses. Of those properties, 80 percent of them are found either west of Redwood Road or south of 1700 South. The remaining 20 percent are found in the 700 West corridor between 800 South and 1700 South. The uses west of Redwood and south of 1700 South are generally heavier in nature and larger in scale than their counterparts along 700 West. In particular, the uses on Redwood Road pose a set of redevelopment challenges that, while similar to those along 700 West, are larger in scope and impact. Finally, the industrial land south of 1700 South is generally isolated and buffered from the rest of the community and separated from Redwood Road by the Jordan River, Surplus Canal, and Glendale Golf Course.

The 700 West corridor is between I-15 and 800 West from 800 South to approximately 1700 South. Despite having only 20 percent of the industrial land in the community, the 700 West corridor is important because it forms the eastern edge of Glendale and Poplar Grove and is the gateway for three of the traditional neighborhood entrances: 800 South, 900 South and 1300 South. It abuts single-family neighborhoods and schools, creating an uneven and undesirable transition and an unattractive gateway.

There are single-family homes throughout the corridor with the highest concentration between Fremont Avenue (approximately 1100 South) and 1300 South. Continuing south, the corridor expands in width, but the properties adjacent to residential districts at this point are either low-intensity commercial uses or well-maintained industrial properties. While the 1700 South streetscape needs of improvement, the transition to the Glendale neighborhood is more gradual and there is only a block of residential properties along the road between 1000 West and the Jordan River. Between the river and the Surplus Canal, the neighborhood lies on the north side of 1700 South across from

a private water park and Glendale Park.

In terms of redevelopment, the most important section of the corridor is between 800 South and 1400 South, a distance just under a mile. Both the pattern and quality of development vary in the corridor and the industrially-zoned areas sit directly across either 700 West or 800 West from residential properties. There are a couple of small, nonconforming industrial properties mixed in with homes but otherwise, there is a clear division between the districts.

REVISIONING

700 West Corridor

Generally speaking, the industrial uses in the aforementioned mile-long stretch of 700 West corridor are relatively low intensity. There are no uses that could be classified as heavy industrial and the primary negative impacts are visual. The presence of outdoor storage, the scale of certain buildings and the overall condition of industrial properties are all contributing factors. The steps identified for gradual change on the west side of Redwood Road—zoning changes, design guidelines and capital improvements—are also necessary in this corridor.

The goal is not necessarily to displace all industrial uses, despite the incompatibility between single-family neighborhoods and industrial lands. Expanding the single-family neighborhoods to the east is not a viable option, as the increased density would be negligible and would not meet the city's housing goals. The more appropriate option is to gradually diversify the uses in the corridor by adding more commercial and multi-family residential when the opportunity for redevelopment arises. This option requires close inspection of the allowable land uses within the district. Any uses that necessitate the storage of materials or finished products outside should be barred from the future zoning district in the corridor. Provided the land use does not produce noxious odors, fumes or other discharge, many indoor light industrial uses can be designed to fit in with mixed use districts.

Given the goal of increasing the community's residential density, there may be opportunities for infill multi-family developments for residents who desire urban neighborhoods with an industrial look and feel. The proximity to Downtown, the Jordan River, the Jordan River Parkway and the 9 Line Trail all make the area attractive to many residents.

Between 800 South and 1700 South, there are approximately 75 acres of land on either side of this segment of the corridor that are vacant or underdeveloped. Assuming any individual site is not contaminated and with the appropriate building configurations and buffering from the railroad corridor, this land could be redeveloped as multi-family housing. A conservative multi-family density of 25 units per acre and a complete transformation of this land would yield over 2,000 new dwelling units. There is also opportunity for low-density infill projects on lots that are vacant but not big enough for multiple-unit residential development.

The landscaped medians and street trees on 800 West between 600 South and 900 South have helped create a buffer between the single-family residences and the industrial uses to the east. Such improvements are possible in this section of 800 West because the right-of-way is 90 feet wide. Elsewhere on 800 West and on all of 700 West, the right-of-way width is approximately half of that. One option for these smaller rights-of-way is to disallow on-street parking and install as narrow a median as possible for trees to grow. Another option is to consider the establishment of a one-way street network in the corridor that would provide room for larger park strips and street trees on one side of the street. Regardless of the solution, the first step is to install sidewalks, curb and gutter on 800 West and 700 West where they are missing. A majority of the cross streets have all three.

West of Redwood Road

It is anticipated that zoning changes and long-term redevelopment of the Redwood Road corridor will lead to a gradual change away from industrial uses on its west side. There is a significant amount of undeveloped industrial land west of I-215 and the interstate viaduct can buffer these uses from the commercial and residential development anticipated on Redwood Road. The industrial area west of I-215 is a vital economic engine for Salt Lake City, the Salt Lake Valley and the entire state of Utah. Further exploration of the area's important, ongoing role in the economic health of the city should be a priority of the city. The redevelopment of the land between Redwood Road and I-215 is addressed in more detail in other sections of this plan.

1700 South to Highway 201

The industrial uses south of 1700 South are, for the most part, separated from residential and open space properties. There are two notable exceptions, however. Between the Jordan River and 1000 West, there are residential uses across from industrial uses on the south side of 1700 South. Additionally, there are a couple of industrial uses with outdoor storage directly along the Jordan River and Surplus Canal corridors.

Residents consider the industrial development on Redwood Road and along 700 West more problematic than the uses to the south. However, the same regulatory modifications that should be applied to the west side of Redwood Road should also be applied to this area: a less intense commercial district along the primary street with a zoning district that encourages small industrial park style of development. Specifically, industrial or heavy commercial uses should be limited to those that can be operated indoors and design guidelines should be instituted to ensure new development or expansions in the future provide buffering and positively contribute to the 1700 South streetscape. Transforming the northwest part of the 900 West and 1700 South intersection into a small business park with a regional destination, such as an educational facility, will also help buffer the neighborhoods to the north from the industrial uses to the south. The city should make efforts to not only retain the businesses south of 1700 South but to encourage them to expand and redevelop with the goal of creating a more cohesive industrial district. These changes could raise property values and potentially attract other businesses to this part of West Salt Lake.

Additionally, efforts should be made to expand and protect the Jordan River's riparian corridor between 1700 South and Highway 201 where a number of industrial uses are directly adjacent to the river. Finally, the integrity and functionality of the Surplus Canal should be protected from further industrial encroachment.

GATEWAYS

Five of the six routes into West Salt Lake from the east cut through the 700 West corridor. A first-time visitor to the community, using one of these five streets, regardless of their mode of transportation, is first greeted by a land use and development pattern that is not representative of the true character of the community. This is especially problematic when two of the community's major assets—the Jordan River and parks on 900 South and the Sorenson Multicultural and Unity Center—are both only a half-mile from their respective gateways. The topic of gateways and their current condition was a frequent topic of discussion in public meetings, and some residents believed strongly that the gateways influenced how people felt about their community. The three gateways that were most commonly cited were 800 South, 900 South and 1300 South, but 900 South was generally considered the one in need of the most attention.

The visual impact of the 900 South gateway is a result of three factors: the railroad corridor, the interstate and land uses. The latter can be addressed through regulatory and zoning changes in the short term and redevelopment in the mid- to long-term. The first two factors, however, are barriers that must be mitigated through urban design



treatments, infrastructure improvements and landscaping. While there are few realistic opportunities to mask the impact of the railroad corridor, the viaduct provides opportunities to “recapture” the barrier and turn it into a welcoming gateway feature. This gateway also provides an opportunity for more community-driven projects. These projects, which can be temporary, simple and inexpensive, can be ongoing installations that the city would facilitate and monitor for public safety purposes, but that would otherwise be the responsibility of residents and stakeholders. Activating public spaces near the gateways is another method. Increasing activity and attracting people to a more positive public space can become the focus of attention as you enter the community. A newly-installed bicycle park on the south side of 900 South at 700 West is one such example. Further detail for the 900 South gateway is presented in the *9 Line Corridor Plan*.

MOVING FORWARD

Explore ways to redevelop the 700 West industrial corridor.

Permitted Uses: The Planning Division should comprehensively review the uses that are permitted in the current light manufacturing zoning district and determine if a new zone—an industrial park district, for example—may be more appropriate. A new district should more specifically regulate building and site design and should completely prohibit any uses that produce noxious odors, fumes or other discharge or other uses that rely heavily on outdoor storage. ○○○○○

Mixed Use Infill: The Planning Division should consider permitting residential and commercial infill on vacant parcels in the corridor. Any infill development with a residential component shall be contingent upon environmental review. Height and bulk regulations for infill development should be as flexible as they are for other uses in the zoning district in order to achieve high density development (50 or more dwelling units per acre). ○○○○○

Curb and Gutter: Salt Lake City should install curbs and gutter on all streets in the 700 West corridor where such improvements do not exist. ○○○○○

Streetscape Changes: The Transportation Division should consider modifications to the streets on 700 West and 800 West in order to buffer the existing industrial uses from the residential land uses to the west. One possibility that should be explored is the implementation of a one-way street network and the removal of on-street parking to provide room for expanded landscaped park strips. Landscaped medians are another possibility provided room exists for the installation. ○○○○○

Improve the 1700 South streetscape while encouraging redevelopment of the industrial area between 1700 South and 2100 South.

The 1700 South Streetscape: The Salt Lake Planning Division should utilize commercial zoning along 1700

South that prohibits heavy or industrial-style land uses while encouraging the kind of retail and service uses and residential densities typically found at a regional node. ○○○○○

1700 South to 2100 South: Properties south of properties adjacent to 1700 South should be zoned to encourage an industrial park style of development similar to the one recommended for the areas west of Redwood Road and throughout the 700 West corridor. ○○○○○

The Jordan River: Salt Lake City should monitor industrial land uses on the east side of the Jordan River to ensure that all encroachments into the riparian corridor are removed and that future expansion or redevelopment of these industrial properties mitigate any current issues. ○○○○○

Mitigate the impacts that the 700 West corridor has on West Salt Lake’s east-west gateways.

Urban Design Treatments: Salt Lake City should work with community residents and stakeholders to develop an urban design system for the gateways at 800 South, 900 South and 1300 South to reduce the visual and psychological impact that the current development pattern has on visitors to the community. Potential designs should utilize the interstate viaduct as a method of repurposing this barrier into a welcoming feature. ○○○○○

Active Spaces: Salt Lake City’s Parks and Public Lands Division should work with other city departments and the Utah Department of Transportation to find unique ways to stimulate gateway areas with public spaces that encourage activity and positive uses.



PUBLIC SPACES

VISION

West Salt Lake's public spaces—from the community's streets, sidewalks and gateways to its parks and plazas—are beautiful, safe, well-designed, comfortable and active places that encourage social interactions, buoy the community's pride, and foster ongoing engagement between the city and its residents. When visitors enter the community via any street and by any mode of transportation, they immediately know how diverse West Salt Lake is and how valuable its natural, recreational and cultural assets are.

PUBLIC SPACE & URBAN DESIGN

Public Space

At its very essence, a public space is a place where people interact with others and the environment. Good public spaces are necessarily inclusive to all people. Parks, playgrounds, plazas and athletic fields are the more common types of public spaces people think of, but other types may not be as obvious: sidewalks, transit stations, streets and intersections. In that sense, a space is easy to create, **but a public space is not as easy to establish because the public has to want to use it.**

Jordan Park and Glendale Park are two examples of this dichotomy. Jordan Park was frequently identified as an asset and mentioned among the list of places in West Salt Lake that residents like. Glendale Park was only referenced only rarely and it was never discussed as an asset. Both cater to active recreational activities, though they have different facilities. But the spaces themselves may have something to do with the difference in opinion, even if they are considered only at a subconscious level. Jordan Park is shaded, tucked away from traffic and has an efficient layout for moving people and cars (to access parking) without impacting enjoyment of the park for others. Glendale Park has only a handful of shade trees at the outskirts of the park and there is minimal buffering from traffic on 1700 South. And though the fields and tennis courts are laid out in an orderly fashion, in a line parallel to the road, they are not efficiently sited: large crowds at the softball fields block direct access to the tennis courts. The sidewalk can be used to access them from the parking lot, but that takes a visitor out of the intended public park and puts them into another one—the street—which is equally uncomfortable. This does not factor in the

limitations of the spaces, but many public spaces have limitations—space, location or otherwise—but good urban design should work with the existing opportunities and enhance them.

Urban Design

While public space is often difficult to define specifically, urban design is sometimes defined too broadly. Urban design is often used as a catch-all term for the way a given part of a city or neighborhood looks. It is sometimes considered an extension of the surrounding buildings' architecture, but it is a concept that works on other levels and has an impact on public spaces. Effective urban design addresses how a space looks, but it also addresses how a space functions. Urban design systems guide and influence the arrangement and design of buildings, the scale and appeal of public spaces, the efficient intertwining of transportation systems and infrastructure, and the placement and design of amenities throughout the community. Put simply, a properly developed and implemented urban design system not only makes a place look nice, but also makes it feel nice, too.

Well-designed public spaces strengthen the social fabric of neighborhoods by increasing opportunities for interactions among neighbors. More meaningful interactions between neighbors can help information spread throughout the community and increase awareness of social and safety issues. Additionally, these spaces become integral parts of neighborhoods' identities and serve as positive representations of the community. Well-designed public spaces also have the potential to become assets on their own.

Creating Public Space

It is often the case that partnerships are necessary to build great public spaces. Appropriate and well-guided public investment in infrastructure and facilities enhance the identity of a community. Done correctly, this investment can catalyze higher quality private investment. If the partnership worked, and the product is representative of the vision and goals of the community—and therefore directed by the appropriate plans—members of that community will adopt these spaces as symbols for their neighborhoods. Over time, this can result in additional investment by the public sector (upgraded infrastructure, for example) and the private sector (additional residential and/or commercial development) and a cycle is created.

Two locations in West Salt Lake will demonstrate the cycle of creating good public spaces if they are to become assets. The intersection of the 9 Line with Redwood Road is a place where public investment is necessary to turn an unremarkable space into an active, positive public space. The potential for this investment and redevelopment along Redwood Road make this an intriguing space. The other location is the Jordan River at 900 South, where the Jordan River Parkway and the 9 Line meet. The trails, in addition to the revegetation of the oxbow and the new stormwater management facility, have had an impact on the area but private investment will be needed as well. The community will also have a role in reinventing this space and creating an important recreation node with regional importance.

FORM & FUNCTION

There are two basic elements of good design: form and function. Each space can and should have its own unique character. This is an important consideration when designing a space and creating an urban design system. As a system, it should have an established structure and rules to apply, but that application is subjective and should be tailored to any space's specific historical, cultural or social context. While some streets wind along the banks of a stream in a residential neighborhood, others cut straight through a downtown's core. Some plazas sit in the middle of a historic district while others are newly-created centerpieces of modern planned developments. Each of these

contexts would result in different final products.

From the functional point-of-view, the question is: What is the purpose of this space? A well-designed bus stop will not just be attractive, but it will help move people through the transportation system, keep them safe from other traffic and safe from the elements. A road exclusively within a pedestrian mall will have considerably more lenient structural requirements compared to one handling daily truck deliveries.

There are many variables when designing public spaces that impact the form and the function, including:

- Materials, colors and textures of streets, sidewalks or plazas;
- Availability of sunlight and shade;
- Heights, setbacks and architectural detailing of buildings;
- Scale, intensity, spacing and placement of lighting;
- Species, sizes, colors, and environmental sensitivity of landscaping and trees; and
- Standards for colors, fonts, illustrations for signage and informational materials.

There is also the question of cost. Installing something—a sidewalk, a piece of public art or lights along a walkway—is a financial commitment that is determined upfront and can be controlled to an extent. But maintaining that space is far more important to its success. Maintenance costs are far more difficult to pinpoint and vary year to year. Obviously this is problematic, because even the best designed public space can fail if there is no long term commitment to maintain the space.

Programming

Finally, public spaces also have to be programmed to determine how a space will be used and the scope of those activities. A space's programming depends upon a number of factors, namely the size, location and orientation of the space. Generally, any public space can be designed for or accommodate a variety of different uses. Sidewalks, as an example, can be used for activities such as walking, outdoor dining, public art and festivals. What makes a space successful is the extent to which programming has been considered when establishing and creating public spaces.

Use of public spaces does have an organic component and the goal is not to envision and anticipate every possible use. However, an appropriate level of programming encourages positive use of public spaces and establishes a safer area for all who want to use those spaces. As a general rule, large public spaces require more programming and a more comprehensive approach to programming than do small ones, but there is a balance that needs to be maintained. Too much programming can prevent adaptive use of the space and make them more exclusive, while little to no programming can result in underused or inappropriately used spaces that create public safety issues.

Reinventing Spaces

With this foundation in mind, there are many public spaces in West Salt Lake that are already great public spaces or that can be transformed into great public spaces. Many of the streets and sidewalks especially in West Salt Lake are not good public spaces, however. There are infrastructure maintenance issues and in some cases, missing infrastructure. There is nothing “special” about many of the locations that we should see populated, such as 900 West, which should be the community’s “main street” as it links the neighborhoods, many of the parks and the Jordan River with commercial centers and institutional assets and it provides connections outside the community.

All public spaces in West Salt Lake should be developed on a human scale. Activating spaces with pedestrians and cyclists is the key to fostering social interactions and community building. These new spaces should be visualized, built and adorned to maintain the scale of the location. A regional node warrants more landscaping than a

neighborhood node might. Additionally, form and proportion should complement the space: Neighborhood streets and nodes should feature streetlights that provide lighting to the sidewalks and street without spilling over into the private residential space.

Streetlights at community or regional nodes, on the other hand, should meet the needs of pedestrians, cyclists and vehicles equally and thus require different design considerations. Lighting within parks and along trails, as previously mentioned, is also dictated by the context: more lighting is necessary at street crossings or high traffic areas, but more appropriate lighting is needed along the Jordan River. Materials also matter: Solid stucco or brick walls along a public trail or sidewalk discourage walking and mingling, while first floor glass providing views of the interior spaces provides not only an interesting visual space but can help make spaces safer by allowing people inside buildings the ability to see what is happening on the street.

OPPORTUNITIES

Existing Parks

There are plenty of opportunities within the existing parks in West Salt Lake. During outreach events and efforts, the community's parks were always identified as one of the top priorities. Twenty percent of residents that Comunidades Unidas engaged during the summer of 2013 identified parks and recreation opportunities as the element they liked most about their community, second only to the community's tranquility and peacefulness. Almost a quarter of those residents wanted **more recreation opportunities such as splash pads, a swimming pool, a gymnasium, or an ice skating rink**. Splash pads were particularly popular with parents, many of whom indicated that they drive over to Liberty Park to use the one there. It would be a relatively simple addition to one of the larger parks such as Jordan Park, where there are ample shade trees that will allow both the children playing and the family members watching to enjoy the space comfortably.

An outdoor swimming pool was also mentioned a number of times, often in reference to the public pool that was previously in Jordan Park. The building by the skate park was the pool's changing facility and it now provides potential for a partnership between the city and a private vendor for a cafe or similar use. Finally, more space for large-scale programmed activities, particularly soccer matches, in existing parks was also a popular request. Residents pointed out that a lot fields appropriate for soccer matches in West Salt Lake were on school property and not always available or accessible to residents.

Nodes and Public Spaces

The hierarchy of nodes discussed earlier in the plan provides a canvas for urban design treatments. The scale of the urban design at neighborhood nodes will be more intimate, and as discussed above, oriented more towards pedestrians. In terms of implementation and with the goal of making short-term impacts, neighborhood nodes offer some of the best opportunities: street banners, decorative street amenities like benches and bicycle racks and corrals, or inlaid street names. Over time, more expensive improvements such as new street lights, bulbouts and pavement treatments can be considered and installed. The key is to tie the improvements together into a consistent theme, which should be drawn from community members and stakeholders in the immediate area.

900 West and 900 South may be the best opportunity to implement a coordinated urban design system. As the node continues to get more attention and begins to grow, the city can begin working with the business owners, residents along 900 West and 900 South, and the community organizations in the vicinity. Two of the community's values—diversity and the Jordan River—are both already tied to the intersection, so there are many avenues to

explore in terms of themes and designs.

At community and regional nodes, design elements should be scaled appropriately to reflect the size and wider influence of the intersections. Larger projects and improvements are needed to make an impact at these intersections and there are likely more considerations in this respect. It is likely there will be more transportation modes to account for and more vehicular and pedestrian traffic, factors which will both impact design decisions. Pavement treatments, landscaped medians and improved infrastructure—similar to what is found at neighborhood nodes, but at a larger scale—need to be coordinated, especially at larger intersections. Establishing a theme that highlights the community's assets through designed public spaces is only effective when the theme is distinguishable from standard infrastructure and visually appealing.

Safety and Diversity

There are two other manifestations of good design that are key to implementing the community's vision: safety and diversity. Safety is an element of public spaces that can be addressed with good urban design and appropriate programming. Reconfiguration of certain parts of the Jordan River Parkway may help reduce residents' concerns with their security along the trail. Removal of blind spots, tall hedges, and regular maintenance of the trail and removal of invasive species, especially those species that can result in dense concentrations of vegetation, will decrease the opportunities for people to hide from view of trail users. Additionally, as discussed in the Jordan River section, installation (where possible) of a parallel trail system—one trail for cyclists or runners, another for casual walkers and families—similar to that found in Liberty Park will cut down on conflicts and potentially increase trail usage by area seniors and large families.

Programming efforts within West Salt Lake's parks and open spaces—regularly scheduled cleanup events, community nature walks, and evening and weekend educational events, for example—also mitigate negative uses of public spaces and create more inclusive environments. The same practice applies to some of the vacant or underused spaces in the area, such as the interstate underpasses. The space under I-15 on 900 South, for example, can be adapted for activities that may not have a place in other public spaces, such as an off-road bicycle park. Lighting, public artwork, fencing and other infrastructure elements would all play a role in that reclamation, creating a safer corridor for the 9 Line and making a considerable impact on the 900 South gateway.

By definition, the International Peace Gardens has already set a precedent for incorporation of diversity in public spaces. Public art at intersections or gateways should be a community effort, with selection, installation and maintenance being a responsibility of community members and organizations. The city's role should be, at a minimum, as a source of funding, and, when necessary, as a facilitator of the program. This allows the community's residents and stakeholders to best determine the works of art that they believe represent their neighborhoods.

Additionally, members of the community should have a more direct and autonomous role in implementing parts of this master plan. This concept has been discussed elsewhere in this document and is detailed in the implementation section. The role of residents, business owners and stakeholders in building, designing and maintaining public spaces within their community is key to making those spaces successful. The extent to which a community buys into the master plan can have an immeasurable impact on its sense of stewardship, pride and responsibility for the public spaces where people gather.

Pocket Parks

Pocket parks are small public spaces that are usually on a residentially-zoned property and located within a neighborhood. They draw from a very small group of people, usually those within a block or two of the park,

and there is rarely parking specifically for the park. Often the park infrastructure is at most a playground and park benches. Pocket parks present good opportunities for residents to gather and provide a convenient opportunity for children to be outdoors in a safe, contained environment. There are currently five parks that would be classified as pocket parks in West Salt Lake:

Park	Address	Amenities
Glendale Circle	Glenrose Drive, Illinois Avenue and Navajo Street	Benches, open space
Jake Garn Mini Park	1100 W. 600 South	Benches
Nelli Jack Park	1200 S. Montgomery Street	Benches
Post Street Tot Lot	487 S. Post Street	Benches, playground
Weseman Park	900 W. California Avenue	Benches, open space

Pocket parks are usually low cost and require minimal maintenance. This presents an opportunity for a partnership between the city and a pocket park's neighbors. The residents could maintain and beautify the park—thus taking symbolic ownership of the park—while the city provides some oversight regarding public health and safety and the physical resources they would otherwise dedicate to the park. This saves the city money in terms of manpower while providing the community a means of celebrating their public spaces. In essence, pocket parks occupy a unique part of the green space spectrum because they are very localized and intimate public spaces that neighboring residents can adopt, even unofficially, as something like a second backyard.

It was earlier noted that nearly 85 percent of West Salt Lake residents (based on an even distribution of population throughout the residential areas) live within one quarter-mile of a park, trail or some other type of green space. A majority of the remaining 15 percent are in two locations. The first is the blocks in between 500 South and 900 South and between Redwood Road and Navajo Street. The second is the area south of California Avenue between the Surplus Canal and Mountain View Elementary School. While the adjacent spaces next to the 9 Line and the Surplus Canal could technically fill both of these voids, they are not yet proper green spaces. Further, as stated above, pocket parks fulfill a different need for residents than trail corridors do. Salt Lake City should identify vacant or underutilized properties in these areas and work with the nearby residents to create small public spaces that provide safe and accessible recreation opportunities for residents of all ages. Additionally, there are opportunities for pocket parks elsewhere in West Salt Lake. Potential locations that are at the edges of the quarter-mile buffer discussed above are the intersections of 900 West and 300 South, 900 West and 1400 South, 800 West and Fremont Avenue, and finally, 800 West and 700 South.

Salt Lake City should also look at the potential for a program that gives residents the opportunity to maintain and beautify their pocket parks that is inclusive of all residents who wish to use them. This could be an opportunity to redirect some of the Parks and Public Lands Division's staff hours to larger parks while also providing the community the means to be more directly involved in how their neighborhoods look and function. As residents dedicate time and energy to maintaining their local pocket parks, the increased sense of pride and ownership can help reduce illegal or destructive activity in the area.

Gateways

Gateways are a unique type of public place that requires attention, especially in West Salt Lake, where the connections to the rest of the city are a vital element of the community's vision. The gateways for the routes into the community can be broken up into two types: neighborhood and community gateways. This distinction is mainly a function of the type of route. Neighborhood gateways are those that accompany roads leading to residential neighborhoods

or smaller scale community nodes. 400 South, 800 South, 900 South, 1300 South and 900 West (from the north) are good examples. Community gateways are those that lead to commercial or regional nodes. In the case of West Salt Lake, those are the Redwood Road gateways, 1700 South, 2100 South and 900 West traveling from the south.

Many of these gateways have been discussed throughout the plan in appropriate sections, but it is important to note that a gateway is one of the most important public spaces for visitors to the community. Effective gateway design creates a welcoming first impression and at once invites and welcomes all visitors, regardless of how or why they enter a neighborhood.

As the 9 Line corridor is designed and developed, the 900 South gateway (along with the Bridges Over Barriers project in Rose Park on 300 North) should provide a template for future development at these types of barriers. The towering concrete overpass and the uninviting space beneath it can become an asset—a space for artwork or a bike park—with the work of both the community and the city. These type of reclamation projects almost always originate with the community as a way of repurposing negative unusable spaces with positive public ones. Such creativity should be encouraged and acknowledged by Salt Lake City.



Community Gardens and Urban Farms

The predominant single-family neighborhood development pattern provides the necessary room for community gardens and urban farms without impacting the character of the neighborhood. Community gardens are places where residents maintain small personal gardens in one area and share necessary resources. The harvest from urban farms is usually shared or sold to others within the community. Farmers' markets are a means for community members to sell or share their produce with neighbors. There is currently a seasonal farmers' market, the People's Market, at Jordan Park that is visited by residents from all over the region.

Community gardens and urban farms (including urban orchards) have become popular in recent years because they promote a sustainable approach to food production and reduce the overall need for industrially-farmed produce and the resultant transportation costs required for its distribution. They also help halt the spread of food deserts—regions where access to fresh, healthy and affordable food is limited or restricted. Salt Lake County, in its 2011 Small Area Health Profile, discovered that the average vegetable and fruit consumption for residents in West Salt Lake was significantly lower than the state average. West Salt Lake ranked the lowest area statewide for vegetable consumption and sixth lowest for fruit consumption.

Proper garden maintenance and cultivation can also improve air quality, increase biodiversity and reduce soil erosion and thus pollution of the Jordan River and the Great Salt Lake. The Sorenson Multicultural and Unity Center, for example, has already dedicated an area for community education regarding proper gardening practices and food production. Community gardens are public spaces which encourage residents to share resources and become more involved in their neighborhood. This type of ongoing social interaction cultivates safer and healthier neighborhoods.

Education and provision of resources should be the first two steps to spread urban agriculture in the community.

With the Sorenson Unity Center's Unity Gardens already in place, there is already a model in place. Some community members have identified possible locations for new gardens, such as the 9 Line corridor, and community organizations can help find partnerships or grants to help defray the necessary initial costs. Additionally, a number of residents with established private urban farms, in conjunction with the city, could expand outreach by demonstrating how easy it can be to get started.

MOVING FORWARD

Consider the safety of public spaces one of the primary elements of a public space.

The Jordan River: The Salt Lake City Transportation and Parks and Public Lands divisions should coordinate efforts to ensure that the Jordan River and Jordan River Parkway are safe public spaces for all residents. Sharp or blind turns, overgrown brush and inadequate lighting systems should be removed or reconfigured and changes to the design of the trail should be made to encourage multigenerational and family use. ○○○○○

Utility Boxes: The Salt Lake City should review all policies and ordinances with regard to public and private utility boxes along public rights-of-way to ensure that they do not promote unsafe conditions or opportunities for criminal activities. ○○○○○

Reclaiming Marginal Public Spaces: Public spaces that are not used or used inappropriately should be improved through the establishment of new public spaces or reconfiguration of existing spaces. Marginal spaces include vacant public properties, secluded sections of parks and dark and poorly designed streets. The city should actively work with the community to identify and reclaim these spaces to avoid ongoing problems with them. ○○○○○

Highlight West Salt Lake's diverse community and honor the city's commitment to diversity through public spaces.

Public Art Galleries: The Salt Lake City Arts Council should determine the best way to facilitate a program that encourages the creation and implementation of public artwork in public spaces throughout West Salt Lake. ○○○○○

Park Stewardship: Salt Lake City should consider allowing more direct community involvement in the programming, designing and maintenance of parks to encourage stewardship among residents and potentially defray the labor costs of park maintenance. ○○○○○

Expand the opportunities for recreation through the addition of new facilities in existing parks.

New Facilities: The Salt Lake City Planning and Parks and Public Lands divisions should work with the community to identify recreational needs in West Salt Lake and determine potential locations for those needs. Opportunities already identified by the community include splash pads, a public, outdoor swimming pool and additional fields for activities such as soccer matches. ○○○○○

Establish new public spaces in West Salt Lake the development of pocket parks.

New Pocket Parks: Identify potential locations for new pocket parks in parts of the community that are farthest from current parks. Focus should be placed in areas of the community that are currently underserved by parks, such as the western edge of the community. ○○○○○

Funding Options: Salt Lake City's Housing and Neighborhood Development Division should work with residents and stakeholders to identify sources of funding for the creation and maintenance of pocket parks. ○○○○○

Educate and encourage urban agriculture through community gardens and orchards.

Expand Existing Resources: Salt Lake City should actively and consistently highlight the educational programs at the Sorenson Unity Center regarding urban agriculture and consider the expansion of the center's existing community garden. ○○○○○

Community Gardens in Public Spaces: The Salt Lake City Parks and Public Lands Division should identify the most appropriate spaces in West Salt Lake for community gardens or orchards and work with other departments to establishment of a resource-sharing program. ○○○○○



IMPLEMENTATION

MOVING FORWARD

The following table is a summary of the goals and strategies found in the previous sections that are designed to implement the vision of West Salt Lake as developed by the community. Each section is listed in order as it was presented in the document and organized by the goal and then a brief description of each strategy for that goal. Each strategy is assigned an estimated time frame, as demonstrated here:

Term	Timeline	Icon
Short	Immediate to 5 years	● ○ ○ ○ ○
Mid	5 to ten years	○ ● ○ ○ ○
Long	Ten or more years	○ ○ ● ○ ○
Ongoing	Ongoing	○ ○ ○ ○ ●

THE OPPORTUNITIES			
GOAL TO-1			
Consider the West Side Cordination Group a fundamental implementation tool for the West Salt Lake Master Plan.			
ID	Action Item	Responsible Party or Parties	Term
TO-1a	Continue supporting and organizing the Westside Coordination Group.	Community and Economic Development Department	○ ○ ○ ●
TO-1b	Evaluate and assess the <i>West Salt Lake Master Plan's</i> implementation and effectiveness.	Community and Economic Development Department	○ ○ ○ ●

NEIGHBORHOODS			
GOAL NH-1			
Determine unique and compatible ways to add incremental density through infill development.			
ID	Action Item	Responsible Party or Parties	Term
NH-1a	Adjust Salt Lake City's zoning ordinance as necessary to ensure all new infill development is compatible with the development patterns of the neighborhood.	Planning Division	● ○ ○ ○ ○
NH-1b	Explore the potential for allowing two- or multi-family development within single-family neighborhoods where the impact would be minimal and make adjustments to the Salt Lake City zoning ordinance as necessary.	Planning Division	● ○ ○ ○ ○
NH-1c	Ensure the zoning districts adjacent to established single-family neighborhoods account for appropriate buffering for new development.	Planning Division	● ○ ○ ○ ○
NH-1d	Allow accessory dwelling units in West Salt Lake's single-family zoning districts	Planning Division	● ○ ○ ○ ○
GOAL NH-2			
Find sustainable options for underutilized lands within these stable, single-family neighborhoods.			
ID	Action Item	Responsible Party or Parties	Term
NH-2a	Identify underutilized or unmaintained areas within neighborhood blocks and target them for potential residential development.	Planning Division; Development community	● ○ ○ ○ ○
NH-2b	Establish a resource for information regarding urban agriculture and farming on private property.	Sustainability Division; Planning Division; Private developers	○ ○ ○ ○ ●



IMPLEMENTATION

Problems around Pioneer Park

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Updated: 11/06 2:16 pm | **Published:** 11/04 10:53 pm

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 [Problems around Pioneer Park part I](#)
 [Problems around Pioneer Park part II](#)

SALT LAKE CITY (ABC 4 Utah) - Some problems are easy to fix. And some problems are so deep it almost seems impossible to correct. No matter how easy or difficult it is to address - first, we have to understand the problem. ABC 4 Utah looks at the homeless and criminal activity and how it is impacting residents, businesses and customers near Pioneer Park.

Ask anyone who lives or works near Pioneer Park in downtown Salt Lake City and they can tell you - the area has some serious problems. Celia Boyle, who works at SPYHOP at 500 West and 200 South, sees it everyday. "You see people urinating, sleeping, using drugs, you see people buying and selling drugs." And from her desk at SpyHop - Boyle has a front row seat to everything. "I'm looking out the window and you can see people buying drugs all the time." SpyHop is a non-profit organization, which mentors young people in digital arts. Boyle says the behavior outside has a direct impact on what goes on inside. "We have parents concerned about dropping off and picking up their kids here."

Those who work just up the road at Bruges Waffles and Frits, say the problems never stop. "Sometimes there is violence. I have had to call the cops several times." That is what Taysha Murphy told us when we talked to her about the issues. She says sometimes the problems are just around the corner. "There was a stabbing in this parking lot next to us - a homicide." And sometimes it is just outside the front door. "Somebody tried

to attack one of our customers with a crutch." Murphy says that kind can spread quickly through social media and hurt business. "One review said the food was great, but 'I won't be coming back because there are issues when you sitting outside.'"

And on an AOL Travel site we found this: "Pioneer Park has earned a dangerous reputation for drug traffic. Despite heavy police patrols...it is still Utah's one-stop drug shop...Pioneer Park ranks as one of Salt Lake City's highest crime areas." We asked Salt Lake Police for a list of one month worth of calls from September 27th to October 27th. Here is what we were told. 99 trespassing calls, 67 drug related calls with 15 involving heroin. There were 24 assaults. And 17 shoplifting calls with 61 total theft calls. There was also a kidnapping call and sadly, an unattended death.

Ema Ostarcevic, who lives downtown and helps run Search Group Partners, is tired of dealing with the issues. And says it is actually worse than some of the big cities she has lived in. "I've lived in downtown Los Angeles and downtown Manhattan and I have never felt the affects of the homeless population and some of the issues at Pioneer Park like I do in Salt Lake City." Ostarcevic is now thinking about moving out of her downtown loft near Pioneer Park. "I want to be comfortable walking my dog at night. I pay good money for where I live, and I want it to feel like home."

You may recall that back in late September Salt Lake City Police Chief Chris Burbank promised to deal with the criminal element. At the time he said he would cautions anyone who "engaged in this activity" because "you may be interacting with an undercover police officer." Salt Lake City Police Sargent Michelle Ross says police are keeping that promise. "There has been stepped up enforcement and some operations down here."

Police shared a recent list of citations. A total of 615. That is just in the area around the park and just in one month. But Ross says arrests and citations alone will not really change the situation. "It's difficult because as soon as you get someone housed or off the streets - there is always somebody to take their place." And she says while most people see the homeless as the issue - there is a darker problem - the criminal element mixing in with them. "When you are talking about street level drug dealing, street level robberies and assaults - the bulk of those are people are not homeless. They might live in an apartment or hotel rooms or in a house. They come down here to do business." And Ross, who has worked as a cop in Salt Lake for more than 20 years, says while the homeless do commit crimes - they are more concerned about the criminals who use the homeless to make money. "...the criminals hide among the homeless people. You could almost call it, they are enslaving the people. Because people down here have mental health issues substance abuse

issues. They prey on them - they use them."

That is something that Tony Caputo recognizes as well. "There are people with huge problems and it reminds me of what a refugee camp would be like." His popular deli is right across the street from Pioneer Park. He has had to deal with shoplifting and other problems. Yet, he says he loves being in this location. "I really like being across from that park. I like this neighborhood. How bad can it really be? Well, I wouldn't move if I had the chance."

Like everyone else in the area - he would love to get a handle on the situation. But he doesn't see any easy or short term solution. "It's not something one community can solve, I don't think."

Ross says the bottom line is the community has to do more and spend a lot more money if it wants to stop the criminal behavior and cut down the homeless population. "It's drug abuse - it's mental health and you have to have those combined with medical care. If you don't its just a band aid because you have to deal with the underlying issues or you are never going to get these folks out of here. You have to treat the whole problem. Not just piece mail it and arrest them and think you have solved a problem." And she says everyone who comes downtown and gives money to panhandlers needs to understand they are actually contributing to the problem. Ross says don't feel guilty. Instead just give to charities that are feeding and helping the homeless. "We have to educate the public to stop giving money to these individuals. If you want to help give money to the agencies who are getting people out of homelessness. If no one gave out money there would be no pan handlers."

Several agencies are attempting to deal with the homeless issue. The Homeless Outreach Street Team - or HOST. You can email Michelle.Ross@slcgov.com and go to the website to see how to get involved.

<http://slcpd.com/host/>

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Recommended by

Quinn McCallum-Law
927 South Gale Street
Salt Lake City, Utah
84101

Salt Lake Planning Commission
c/o Michael Malloy, Principal Planner
451 South State Street
Salt Lake City, Utah 84111

Dear Planning Commission Members and City Council Persons,

As a seven year resident, a landlord, and developer of the Granary District, I am writing to you concerning the proposed Volunteers of America Homeless Shelter for young adults.

When I moved down to the Granary District in 2006 I was a young and idealistic architecture student and urban planning enthusiast. I bought a property that most anyone other than the admittedly naive and passionately idealistic person would have torn down. I believe it and the second property I now have on Gale Street have become assets to the area. When LMN Architects were hired to do a small area plan for Central Ninth and The Fleet Block they interviewed me and used it and my neighbors' properties as exemplary models of positive changes in the neighborhood. This is all being put at risk by considering allowing conditional use permits for homeless shelters.

I am in full support of both the Granary District Master Plan by the Kentlands Initiative and the 9 Line Master Plan by the University of Utah as templates for the future of the RDA Granary District project area. I believe the intensive investment of both hard money and donated by the city, the university, and private property owners is being put at serious risk by granting a Conditional Use Permit to the VOA. There is already a growing homeless population in the area that, if encouraged to grow will cripple the little momentum we have made in this area. *The area is just starting to get past its "wrong side of the tracks" perception, which as a landlord I have spent much of my time trying to change.*

I support, and have been very excited, about the proposed trolley line loop on 400 west. I fully support the redevelopment of the fleet block and have been anxiously awaiting its fruition.

I fully support protecting youth homeless and assisting them on getting ahead in life. I have been blessed by personal experience of actually being 18 and homeless and fully understand many of the issues the people face. I am also an example of how, with the right support network, they can get back on their feet and succeed in life. I am also very aware though, of how rough some of these people can be, and how damaging they can be in groups. It is not all sunshine and puppies as the VOA would like to make it seem.

I fully support protecting homeless youth from the predatory dangers of adult homeless populations. The best sociological information studies shows that distribution of homeless through an ENTIRE community is the best way to mitigate the dangers these youths face as well as not overburdening one area with the responsibility of care for all of the homeless population. Currently that overburdened area in Salt Lake County is predominately the west portion of the 84101 zip code and the City Council-district four area. To support all of the homeless community, protect the homeless youth and young adult community their services must be distributed more evenly throughout the valley. This will also help mitigate the impacts of overburdening of the west downtown area, its police force, and its residents.

Lastly, I fully support, and am happy to hear, of Liz Buehler's recent appointment to the newly created position of Salt Lake's Homeless Services Coordinator to improve the city's homeless issues. This appointee, being new on the job, has not yet been given a chance to to develop the city's overall policy and plan. To undermine her and the city's current push to assist the homeless community by locating more, permanent homeless shelters of any kind in the Granary will be extremely detrimental to the progress the City Government is on track to make.

There are multiple studies being conducted and nearly finished regarding homeless issues and impacts in Salt Lake City. At the very least, I support tabling this specific issue of the VOA Homeless Shelter's conditional use permit until these studies are completed and can be reviewed and recommendations can be made from a more informed position.

In review, I support the denial of a Conditional Use Permit to the Volunteers of America for a homeless shelter on 900 South and 400 West. The negative impacts on a budding neighborhood will be detrimental to its continuing growth and economically damaging to its current residents like myself. I support assisting the VOA in finding a proper location for its services where they will be able to give the best possible service to their target group of homeless young adults. This decision must be made from an informed standpoint using the resources the city has at its disposal.

Maloy, Michael

From: Norris, Nick
Sent: Friday, January 03, 2014 9:15 AM
To: Maloy, Michael
Subject: FW: Major Threat to 9 Line Corridor Master Plan
Attachments: 1White Paper--Negative Impacts of Proposed Young Adult Homeless Shelter at 900 South and 400 West.1.2.2014.pdf

Follow Up Flag: Follow Up
Flag Status: Completed

FYI

From: David W. Steffensen [mailto:dave.dwslaw@me.com]
Sent: Friday, January 03, 2014 9:10 AM
To: Thomas, Roni; laura.hanson@slcgov.com; Chan, Leslie; Stewart, Brad; Dahl, Matthew; mary.woodhead@slcgov.com; Bergenthal, Dan
Cc: Sommerkorn, Wilford; Norris, Nick; Britton, Nick; Anderson, John
Subject: Major Threat to 9 Line Corridor Master Plan

Dear Roni, Leslie, Brad, Matthew, Mary and Dan,

I understand you folks (with Larua Hanson) are the 9 Line Corridor Master Plan Steering Committee.

I am reaching out to you on my parents' (Robert and Kathryn Steffensen) behalf about a matter that negatively affects the proposed 9 Line Corridor Master Plan, the RDA's Granary District redevelopment effort, the proposed West Salt Lake Master Plan and SLC's transportation Master Plan. As you know, SLC has been working very hard to develop and adopt exciting master plans for West Salt Lake and for the 9 Line Corridor. My parents, consistent with the goals of the 9 Line Corridor Master Plan, bought an industrial building at 450 West 900 South, and rehab'd it into a very nice 12 unit artist work/live apartment complex. Their tenants are mostly young folks who work downtown and who walk to the TRAX station at 200 W. 900 S. My brother, Erik Steffensen, co-owns and manages the apartment complex, and he lives there. My parents and brother were and are pioneers in the redevelopment of the Granary District. They believed, as many do, that the Granary District will be the next area for growth and positive redevelopment in SLC, and have been excited to see other pioneers come in and do great, positive things in the Granary District. We collectively believe that the key to positive growth in downtown SLC and the Granary District in particular, will be to attract positive mixed use development at and along the new TRAX and Downtown Streetcar routes. In this regard, we understand that SLC's transportation Master Plan contemplates extending the Downtown Street Car along 400 West to 900 South. We further are collectively very excited about the proposed Master Plans for the 9 Line Corridor and West Salt Lake. We believe that the 9 Line Corridor indeed is a crucial east/west travel corridor. We believe that it should be positively developed as outlined in the 9 Line Corridor Master Plan. We believe that in order to attract the positive development encouraged in the 9 Line Corridor Master Plan, and to encourage the use of that Corridor by pedestrians and bicyclists, that the Corridor must be developed in a manner consistent with the planning goals and vision of the 9 Line Corridor Master Plan.

The concern? Volunteers of America has filed an application for a conditional use permit to construct a 30 bed young adult (ages 15-22) homeless shelter DIRECTLY ON the 9 Line Corridor and the proposed Downtown Streetcar extension at the corner of 400 W. and 900 S. We believe that while Volunteers of America is an excellent organization and does great service for youth, it is entirely improper to construct their proposed shelter ON the 9 Line Corridor and ON the proposed Downtown Streetcar extension line, or in close proximity to the high concentration of existing adult homeless services. We believe that a new young adult homeless shelter will

create negative impacts (homeless loitering, littering, vandalizing, panhandling, and increased criminal activity) directly in and around the 9 Line Corridor and the Downtown Streetcar line, which will introduce a new barrier to the use of the 9 Line Corridor as an East/West connection corridor for pedestrians and bicyclists, and a barrier to the use and safety of the Downtown Streetcar line. We believe this will negatively impact the use of the 9 Line Corridor and Downtown Streetcar line to bring good, law-abiding folks and businesses into the Granary District on and around the 9 Line Corridor and the extended Streetcar line. We also believe that placing a new concentration of homeless youth directly on the 9 Line Corridor and Downtown Streetcar line will encourage those homeless youth to move more readily in and around the entire SLC downtown area. We believe that locating a new homeless shelter DIRECTLY ON the 9 Line Corridor will turn that Corridor into a new "Pioneer Park" with all of the associated problems and negative perceptions that attach to Pioneer Park.

We therefore believe this proposed young adult homeless shelter presents a MAJOR THREAT to the 9 Line Corridor (and its Master Plan) as a "Template" for how positive development along "crucial" east/west corridors and associated community hubs are to occur. We further believe that the proposed young adult homeless shelter conflicts with the RDA's Granary District Redevelopment Plan, the Gateway Master Plan and SLC's transportation Master Plan. We believe that it makes no sense for SLC to set forth a planning vision in its Master Plans and then approve conditional uses directly in conflict with those Master Plans. We believe that if SLC wants developers and new residents to "BUY IN" to the vision of its Master Plans, then SLC itself has to "BUY IN" to its own master plans and only allow developments consistent with those master plans.

We have been in communication with almost all of the businesses located within the Granary District and they are all horrified and appalled that SLC might approve yet another homeless shelter being constructed in downtown SLC and in their community. We have also been contacting residents in the neighborhood and they are equally aghast. Some are already positioning to move if SLC approves the conditional permit. We have been gathering signatures from business owners and residents in the directly affected neighborhood against the proposed homeless shelter. Everyone we've talked to so far is opposed to it. We will be submitting that signed petition to SLC's Planning Commission prior to the Planning Commission Meeting. As for us, and others in the neighborhood, we will fight against this proposed homeless shelter at every available level.

We believe that as members of the 9 Line Corridor Master Plan Steering Committee, it is important for you to know about what Volunteers of America is trying to do and, to the extent you consider it appropriate, that you should let the City Council know what your thoughts are relative to the negative impact that placing yet another homeless shelter in SLC will have on SLC's Master Plans and SLC's community and economic development. We believe that placing yet another homeless shelter in SLC will only increase the concentration of homeless folks in downtown Salt Lake City. We further believe that the high concentration of homelessness we see in downtown SLC is a direct result of highly concentrating homeless shelters and supporting services in close proximity to each other. We believe that further increasing the concentration of homeless shelters is contrary to the best cutting edge thinking about how to deal with the homeless problem which promotes dispersal of homeless services over a wide geographic area and avoiding or dismantling high concentrations of homeless services.

If you feel so inclined, and consider it appropriate, please also let the Planning Commission know your thoughts in this regard. THIS ISSUE MAY GO BEFORE THE PLANNING COMMISSION IN LATE JANUARY. HENCE, IT IS CRITICAL THAT YOU LET YOUR VOICE BE HEARD VERY SOON.

To assist you, your steering committee, and your respective departments, I have attached a White Paper outlining the standards for granting a conditional use permit and why the proposed young adult homeless shelter irreconcilably conflicts with those standards.

We would encourage you to let your thoughts and feelings be stated on this important issue.

Thank you for your consideration.

Best,

David W. Steffensen, J.D., LL.M.
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Maloy, Michael

From: Buehler, Elizabeth
Sent: Monday, January 06, 2014 1:23 PM
To: Maloy, Michael
Subject: FW: Objection to Volunteers of America's Proposed Young Adult Homeless Shelter at 400 W. 900 S.
Attachments: 1White Paper--Negative Impacts of Proposed Young Adult Homeless Shelter at 900 South and 400 West.1.2.2014.pdf
Follow Up Flag: Follow up
Flag Status: Flagged

Here's the complaint I mentioned.

Elizabeth R Buehler, AICP
Homeless Services Coordinator

HOUSING AND NEIGHBORHOOD DEVELOPMENT DIVISION
COMMUNITY *and* ECONOMIC DEVELOPMENT
SALT LAKE CITY CORPORATION

TEL 801-535-7122
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WWW.SLCGOV.COM

From: David W. Steffensen [mailto:dave.dwslaw@me.com]
Sent: Friday, January 03, 2014 9:42 AM
To: Buehler, Elizabeth
Cc: Sommerkorn, Wilford
Subject: Objection to Volunteers of America's Proposed Young Adult Homeless Shelter at 400 W. 900 S.

Dear Elizabeth,

Congratulations on your recent appointment as SLC's new Homeless Services Coordinator.

I am reaching out to you on my parents' (Robert and Kathryn Steffensen) behalf about a matter that negatively affects the Granary District redevelopment effort and the proposed 9 Line Corridor Master Plan, the proposed West Salt Lake Master Plan and SLC's Transportation Master Plan. As you know, SLC has been working very hard to develop and adopt exciting master plans for West Salt Lake and for the 9 Line Corridor. My parents, consistent with the goals of the 9 Line Corridor Master Plan, bought an industrial building at 450 West 900 South, and rehab'd it into a very nice 12 unit artist work/live apartment complex. Their tenants are mostly young folks who work downtown and who walk to the TRAX station at 200 W. 900 S. My brother, Erik Steffensen, co-owns and manages the apartment complex, and he lives there. My parents and brother were and are pioneers in the redevelopment of the Granary District. They believed, as many do, that the Granary District will be the next area for growth and positive redevelopment in SLC, and have been excited to see other pioneers come in and do great, positive things in the Granary District. We collectively believe that the key to positive growth in downtown SLC and the Granary District in particular, will be to attract positive mixed use development at and along the new TRAX and Downtown Streetcar routes. In this regard, we understand that SLC's transportation Master Plan contemplates extending the Downtown Street Car along 400 West to 900 South. We also understand that the new TRAX and Downtown Streetcar routes are intended to attract positive, new, mixed use residential and commercial development along these lines and stops.

The concern? Volunteers of America has filed an application for a conditional use permit to construct a 30 bed youth (ages 15-22) homeless shelter DIRECTLY ON the 9 Line Corridor and the proposed Downtown Streetcar extension at the corner of 400 W. and 900 S. We believe that while Volunteers of America is an excellent organization and does great service for youth, it is entirely improper to construct their proposed homeless youth shelter ON the 9 Line Corridor and ON the proposed Downtown Streetcar extension line, or in close proximity to the high concentration of existing adult homeless services. My parents in fact have long been financial supporters and contributors to Volunteers of America.

We believe that a new homeless youth shelter will create negative impacts (homeless loitering, littering, vandalizing, panhandling, and increased criminal activity) directly in and around the 9 Line Corridor and the Downtown Streetcar line, which will introduce a new barrier to the use of the 9 Line Corridor as an East/West connection corridor for pedestrians and bicyclists, and a barrier to the use and safety of the Downtown Streetcar line. We believe this will negatively impact the use of the 9 Line Corridor and Downtown Streetcar line to bring good, law-abiding folks and businesses into the Granary District on and around the 9 Line Corridor and the extended Streetcar line. We also believe that placing a new concentration of homeless youth directly on the 9 Line Corridor and Downtown Streetcar line will encourage those homeless youth to use the TRAX system and Downtown Streetcar move more readily in and around the entire SLC downtown area.

However, we have two further very important concerns about locating a youth oriented homeless shelter at 400 W. 900 S., both of which derive from the fact that this location is mere blocks away from the adult homeless shelter and adult homeless services campus.

First, placing yet another homeless shelter in SLC will only increase the concentration of homeless folks in downtown Salt Lake City. We further believe that the high concentration of homelessness we see in downtown SLC is a direct result of highly concentrating homeless shelters and supporting services in close proximity to each other. We believe that further increasing the concentration of homeless shelters is contrary to the best cutting edge thinking about how to deal with the homeless problem which promotes dispersal of homeless services over a wide geographic area and avoiding or dismantling high concentrations of homeless services. In this regard, we understand and support SLC's recent effort to study homeless service dispersal models, as this is the cutting edge, best current thinking on how to address all of the problems associated with highly concentrated homeless populations in urban centers. I understand that SLC recently sent a delegation to Santa Monica and to Los Angeles' "Skid Row," and that SLC's delegation went there to study a homeless services dispersal model.

The last thing SLC should be doing is increasing the concentration of homeless services in downtown and further cementing in place the high concentration of homeless folks in and around downtown. Yet building the proposed homeless shelter on 400 W. 900 S. will further concentration of homeless services. Why? Because the proposed youth homeless shelter is only a short walk from the adult homeless campus. Moreover, SLC's Transportation Master Plan contemplates extending the Downtown Street car line to run along 400 W. to 900 S.

What does that mean? That the youth homeless and the adult homeless are just a streetcar ride from each other (and probably a free ride as it is downtown). Building the proposed homeless youth shelter at 400 W. 900 S. is also a concern because there is talk and discussion ongoing in SLC to move the entire adult homeless campus to SLC's Fleet Block (300 W to 400 W and 800 S to 900 S). That would place the adult homeless campus directly across the street from this proposed youth homeless shelter, and would simply move the high concentration of homeless services and shelters (and all of its associated problems) to another SLC neighborhood. We are opposed to any move of the existing adult homeless campus to any other location in any concentrated way.

Concentration and warehousing of the homeless simply is not the answer. As Matt Minkevitch recently stated (Trib Talk 10.7.13), moving the adult homeless campus is not the answer, but would simply create "a boatload of problems" for the new neighborhood.

Second, and more importantly, if you are concerned about helping homeless youth (as we genuinely are), and in doing what is best for them, then it is a huge mistake to locate the youth homeless shelter in close proximity to

the adult homeless population. If you take a drive through the Granary District, including the neighborhoods directly around 400 W 900 S., you will see that there is an extensive number of homeless adults already in and around this neighborhood. Placing the youth homeless shelter at 400 W 900 S therefore would drop these homeless youth right in the middle of the adult homeless mess. Why is this a concern? Because the adult homeless population, and the criminal element that hides within it, prey upon the homeless youth. The homeless youth, if you ask them, are mortally terrified of the adult homeless population. The adult homeless population (the criminal subset within that population) sell the youth drugs, pull them into prostitution, take advantage of them sexually and physically, bully them, etc. Just ask the youth. They avoid the adult homeless shelters, and sleep on roofs, just to get away from them. Constructing a youth homeless shelter at 400 W 900 S therefore places these very vulnerable youth in harms way. It is not worth a single rape or overdose death of a homeless youth to place the youth homeless shelter at this location.

On a final note, we understand that there are current studies underway about homelessness in SLC. We believe that it would be premature to place the youth homeless shelter at 400 W. 900 S. until the City, and you, better understand the immediate and long range impacts of placing yet another homeless shelter in close proximity to the existing high concentration of adult homeless shelters and services.

If you believe, as we do, that it would be a mistake to place the proposed youth homeless shelter at 400 W 900 S., then we would encourage you to let your voice be heard by communicating your concerns to the Mayor, the City Council and the Planning Commission.

To assist you in your thoughts and analysis, I have attached a White Paper on this proposal. It is in outline form. It may look "cut up." But that is only because I have directly copied and pasted excerpts from source documents directly into the White Paper rather than type them. I believe you will find it a helpful resource.

If you have any questions, please feel free to contact me.

Best,

David W. Steffensen, J.D., LL.M.
Law Office of David W. Steffensen, P.C.
4873 South State Street
Salt Lake City, Utah 84107
Tel 801-263-1122
Fax 801-207-1755
dave.dwslaw@me.com
www.davidwsteffensenlaw.com

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Shannon McCallum-Law
927 South Gale Street
Salt Lake City, UT 84101
801-201-5312

January 12, 2014

To Whom it May Concern:

I am writing today to express my opposition to the Conditional Use Permit for The Volunteers of America to build a homeless shelter on the corner of 900 South and 400 West in Salt Lake City.

I have lived on Gale Street for more than seven years. My street is one block away from the proposed site of the homeless shelter. I own two properties on Gale Street and have spent countless hours and dollars improving these properties to the benefit of the neighborhood. My husband and I rent three apartments in one of the buildings and live down the street with our infant son. The Granary District is just barely starting to get off the ground as a desirable and vibrant community. I believe the City's master plan is on the right track to bring development and much needed positive growth for this area. Introducing a homeless shelter to this specific location is in conflict with any of the master plans adopted by the city.

I am deeply concerned that bringing more of a homeless presence to the neighborhood would be extremely detrimental. Currently there are at least 2 more homeless shelters within a few blocks of this site. This homeless population brings drugs, prostitution, theft, and a host of other violent crime to the neighborhood that I have made my home and conduct my business. I do not feel safe using Pioneer Park, where many of the homeless hang out, nor do I feel safe even walking down the street by the downtown homeless shelters. I do not believe that introducing another substantial homeless population to this area will be of any benefit to the existing community and residents, and in fact will be quite destructive.

I agree that this specific population of homeless young adults that the VOA is trying to serve needs help and attention. I support the cause of trying to educate and bring them out of homelessness. However, this specific location is not far enough away from the downtown homeless population to be of service. Our neighborhood is not developed enough and does not have the stability or support to withstand a homeless shelter to be built at this time.

My economic survival and safety is at stake with this decision, along with that of other business owners, property owners, and residents of this area. Again, I strongly oppose any Conditional Use Permit being granted to the Volunteers of America to build a homeless shelter in the Granary District.

Thank you for your time,

Shannon McCallum-Law

PETITION IN OPPOSITION
TO PROPOSED VOLUNTEERS OF AMERICAN HOMELESS SHELTER

BACKGROUND: Volunteers of America (VOA) has submitted a request for a conditional use permit from the City for the purpose of locating a homeless shelter for coed young adults (ages 15-22) on the northwest corner of 400 West and 900 South. It is estimated that there are several hundred homeless young adults in Salt Lake City at any time. The purpose of the shelter is to provide thirty sleeping cots for overnight stays, three meals per day, bathroom and laundry facilities, and some counseling and educational services. The shelter will only accommodate 30 youths for overnight stay. Additional youths will be given a sleeping bag and turned away to sleep somewhere in the community. In addition, the shelter doors would be closed at 10 pm, such that bathroom facilities are not available for overflow youths who are turned away. VOA officials indicate that the young adults must vacate the premises each morning at 8 am, and after each of the three meals. Thus, the community will experience the shelter ejecting at least 30 homeless youths into the community 4 times a day for several hours at a time, and several homeless youths congregating and sleeping in VOA provided sleeping bags at night.

We are opposed to locating a VOA young adult homeless shelter at 400 West and 900 South for several reasons:

1. We already are negatively impacted by a substantial number of adult homeless persons in our community and we believe that introducing a new significant homeless element will overwhelm our neighborhood.
2. The negative impacts we are already experiencing from the current homeless population in our neighborhood includes the nuisances of loitering, trespassing, vandalism, noise, littering, smoke, human waste, drug abuse, drug distribution, prostitution and other crime. We believe that all of these negative impacts will dramatically and uncontrollably increase by introducing a substantial new homeless population in our neighborhood.
3. We understand that VOA's plan to mitigate these anticipated negative impacts is to install lights and video surveillance cameras on their building, and to talk to their clients about being good neighbors. We respectfully do not believe that VOA's plan will have any substantive viability outside the doors of their facility and beyond the range of their lights and cameras. We also do not believe that VOA has any legal authority to regulate the conduct of their clientele on City sidewalks and public places. Hence, just as the Road Home's mitigation efforts have been useless in controlling the negative impacts of the homeless population in the Gateway, Pioneer Park and our neighborhood, we believe that VOA's mitigation plan is similarly woefully inadequate to control and prevent loitering, trespassing, vandalism, noise, littering, smoke, human waste, drug abuse, drug distribution, prostitution and other crime in our neighborhood. All of these negative impacts pose an unacceptable threat to public and private safety (including to the youth homeless population sought to be protected) that the City's Police have already indicated they cannot control.
4. We are very excited about and support the proposed 9 Line Corridor Master Plan, and believe that placing a homeless shelter DIRECTLY ON the 9 Line Corridor is irreconcilably in conflict with

that proposed Master Plan. We also believe that placing a homeless shelter within the bounds of the Granary District Redevelopment Area conflicts with the redevelopment plan for that District. We also believe that placing a homeless shelter at 400 West and 900 South conflicts with the City's Transportation Master Plan, Gateway Master Plan and proposed West Salt Lake Master Plan.

5. We believe that any approval by the City of a conditional use permit for the proposed VOA homeless shelter would violate Section 21A.54.080 of the SLC Ordinances (prohibiting approval of a conditional use permit if said use conflicts with "applicable adopted city planning policies, documents, and master plans," or if said use causes "anticipated detrimental effects" which cannot be "mitigated by the imposition of reasonable conditions").

6. Accordingly, we believe that any approval of the conditional use permit would be contrary to law and would be arbitrary and capricious. We also believe that any approval of the conditional use permit would cause us irreparable damage for which we would be entitled to injunctive relief upon judicial review. We further believe that any approval of the conditional use permit would impose a permanent nuisance upon our properties tantamount to an inverse taking for which we would be entitled to compensation under applicable State and Federal Constitutional provisions.

7. We would support litigation to overturn any approval of the conditional use permit and/or seek injunctive relieve and/or damages.

NAME _____ Date _____
Address _____
Signature _____
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NAME Ross Lingwall Date 1-10-14
 Address 510 W 900 So
 Signature [Signature]
 Phone 801-598-2020 Email ROSS L @ POSILOVICH.COM
 (POSILOVICH 4th-5th W 82-9th S)

NAME LARRY HINES Date 1-10-14
 Address 855 South 500 West
 Signature [Signature]
 Phone 801-328-8581 Email Records @ REDMAN YON.COM
 (REDMAN RECORDS)

NAME Faulner Enterprises LLC Norman Faulner Date 1-10-14
 Address 827 So. 500 West + 459 West 800 So. SLC, UT 84101
 Signature Norman Faulner
 Phone 801-322-1058 Email norm@hushsales.com
 (BUSH ELECTRIC)

NAME Kenneth Clark Date 1-10-14
 Address 780 So. 400 West
 Signature [Signature]
 Phone 801-355-7577 Email KClark@integan.net
 (CENTRAL CLASS)

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NAME Debb Beckstead Date 1/10/14
Address 333 W. 700 S.
Signature [Handwritten Signature]
Phone 801-528-481 Email debb@bestway.pro

NAME Michael LAMS Date 1/10/14
Address 1834 75. 2420 E
Signature [Handwritten Signature]
Phone 801-881-8583 Email goatumpoke@gmail.com

NAME CASEY BECKSTEAD Date 1-10-14
Address 1774 E. EDGECIFF DR
Signature [Handwritten Signature]
Phone 801-918-6383 Email CASEY@BESTWAY.PRO

NAME Adam Minchey Date 1-10-14
Address 4226 SO WHIPPOORWHI ST. WVC
Signature [Handwritten Signature]
Phone 801-668-1767 Email Adam.minchey@bestway.pro

(ALL AT BESTWAY)

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NAME Scott Timothy Eric (Whom Timothy Trust) Date 9/10/14
 Address: 914 Rio GRANDE STREET SLC 84108 910 Rio Grande St SLC UT 84101
 Signature [Signature]
 Phone 801-231-9424 Email SRTIMOTHY@IOI.COM

NAME _____
 Address _____
 Signature _____
 Phone _____ Email _____



P.O. Box 22851
 Salt Lake City,
 Utah 84122

• Committed to Deliver •

NAME _____
 Address _____
 Signature _____
 Phone _____ Email _____

SCOTT R. TIMOTHY

801-231-9424
 (801)-554-1114
 (866)-456-2556

NAME _____ Date _____
 Address _____
 Signature _____
 Phone _____ Email _____

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NAME JENS NIELSEN Date 01/10/14
Address 305 W 700 S
Signature [Signature]
Phone 801 364 1200 Email JENS@PICTURELINE.COM
(PICTURELINE)

NAME David D Burbidge / Burbidge Concrete Date 1/10/2014
Address 911 So. Rio Grande St
Signature David Burbidge
Phone 801-808-0263 Email David.Burbidge@gmail.com
(BURBIDGE)

NAME Rick Adams Date 1/10/2014
Address 911 So Rio Grande
Signature [Signature]
Phone 801-433-0483 Email RAdams@BSPumping.org
(BURBIDGE)

NAME JEFF WADE Date 1/10/2014
Address 863 2000 500 W. SLC UT
Signature [Signature]
Phone 801 355 0972 Email Jwade@wadecarto.com
(WADE PLASTICS)

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NAME _____
Address _____
Signature _____
Phone _____ Email _____

Ultrá
Kitchen Design

Mitzi Hencley Ckd, Owner
308 West 900 South
Salt Lake City, Utah 84101
Tel: 801.541.6900
Cell: 801.910.2444
Email: mitzi@ultrakitchendesign.com
www.ultrakitchendesign.com

NAME Mitzi Hencley Date 1-15-14
Address 368 W 900 S SLC 84101
Signature Mitzi Hencley
Phone 801-910-2444 Email Mitzi@ULTRA KITCHEN DESIGN.COM

NAME _____
Address _____
Signature _____
Phone _____ Email _____

CONCEPT
SMART ARTFUL LIVING

John Harris V.P. Operations
368 West 900 South
Salt Lake City, UT 84101
Tel: 801.541.6900
Email: john@conceptsl.com
www.ConceptSL.com



NAME JOHN HARRIS
Address 368 W. 900 S. SLC 84101
Signature John Harris
Phone 801.541.6900 Email JOHN@CONCEPTSAL.COM 1-13-2014

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NAME Mike Kessimakis Date 1-13-14
Address 995 So 500W
Signature [Signature]
Phone 901-364-0250 Email _____
(KESSIMAKIS PRODUCE)

NAME CHRIS EATON Date 1/13/14
Address 1007 S. 500W
Signature [Signature] FACE STEEL
Phone 801 358 4583 Email _____

NAME PAUL NAHEBAL Date 1-12-2014
Address 924 So 500W
Signature [Signature] NAHEBAL ZINDVILS
Phone SLC W 89/01 Email _____
801-573-2788

NAME _____ Date _____
Address _____
Signature _____
Phone _____ Email _____

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NAME Henry Coleman Lugo Times Date 11/12/14
Address 224 So 300w
Signature [Signature]
Phone 801 573 5110 Email _____

NAME _____ Date _____
Address _____
Signature _____
Phone _____ Email _____

NAME _____ Date _____
Address _____
Signature _____
Phone _____ Email _____

NAME _____ Date _____
Address _____
Signature _____
Phone _____ Email _____



600 SOUTH

700 SOUTH

800 SOUTH

900 SOUTH

600 WEST

500 WEST

400 WEST

300 WEST

FERRO

CENTRAL GLASS

DURN

ED'S PLACE BEST WAY

PICTURE LINE

BUSCH

RADNER

ROSS

WADE

STEFF

CONARD

NOTRE DAME

SCOTT T.

BURB. OKE

M. EDO

GALE

QUINN

DIL O TIRE?

KESSE MARKS

STEEL WORKS

AMERICAN AVE

RAIL

RIO GRANDE

800 SOUTH

Feulner Enterprises LLC
827 South 500 West
Salt Lake City, Ut 84101

January 14, 2014


To Whom It May Concern;

It has recently come to my attention that Volunteers Of America (VOA) has requested a conditional use permit to locate a homeless shelter for coed young adults on the northwest corner of 400 West and 900 South. My business properties are located at 827 South 500 West and 459 West 800 South. My property extends into the center of the block which would be within a few hundred feet of the proposed shelter. Also my east property line borders ½ block of the Art Space (800 south) access road to their property and parking areas. No doubt this would be an area populated by the overflow the shelter would create, but can not accommodate.

The shelter will probably attract 100 plus during the day and will accommodate only 30 at night. The rest will just have to try to make do on the public and private property around the shelter. From past experience (and I'm sure you have seen this in many places) that this dynamic will mean more loitering, vandalism, sanitary problems and crime.

In my opinion, this is not a very well thought out plan. I cannot see the logic to drawing a lot of young homeless during the day to the shelter, then come night-time, all but a relatively few are thrown out into the surrounding area. By the way, there are shelters drawing older people relatively close, could this be a safety issue?

I would view this shelter as a definite negative for Salt Lake City where this is right next to the city street shop block which is awaiting development. I am sure developers would take a very dim view of a homeless shelter next door and would adjust their offer to the city accordingly.

Thank You,

Norman Feulner
Feulner Ent. LLC

Maloy, Michael

From: mattmateus@gmail.com on behalf of Matt Mateus [matt@mattmateus.com]
Sent: Tuesday, January 14, 2014 6:17 PM
To: Maloy, Michael
Subject: VOA Project

Hello Michael,

I am contacting you in regards to the proposed VOA project in the Central 9th/Granary District. After hearing the proposal and reading through the documents, I wanted to reach out to you to share some of my concerns that I feel may be directly related to the work that you have been doing.

First, I am concerned that there has not been a study to show the potential impact of such a project on our neighborhood.

Second, in regards to the eligibility for consideration of a change of use (at least from my understanding), it must meet the guidelines of the master plan - given that this plan is not yet complete I feel that it would be prudent to wait for this plan to be approved before moving forward.

Finally, it seems that the potential for challenges is present and I don't feel that there have been sufficient strategies for mitigating these potential challenges.

Both Central 9th and the Granary districts are struggling neighborhoods with much potential and I feel that it makes the most sense to proceed with caution. I feel that it would be most beneficial to have the research and data to support this project before moving forward.

I am happy to discuss my thoughts further if you have any questions.

Sincerely,

Matt
826 S Jefferson St
(801) 835-8178

Maloy, Michael

From: deb mertens [dmomski5@gmail.com]
Sent: Tuesday, January 14, 2014 7:13 PM
To: Maloy, Michael; Sommerkorn, Wilford; Mendenhall, Erin; Garrott, Luke; Mayor, Ufley, Kort; Easterling, Ashlie; Dahl, Matthew; Quinn McCallum-Law
Subject: Youth Resource Center/Homeless Shelter

Dear Sir or Madam,

Thank you in advance for your assistance in this matter.

The proposal for a Youth Resource (homeless) shelter has a negative impact on our community which cannot be mitigated.

The viability of our already stressed neighborhood will be totally compromised by this facility.

We already have problems due to patrons from Trails- the adult strip bar on 900 So 300 W.

Who puts a youth homeless shelter one block away from an adult strip bar?!? Scary.

The property values of current residences will plummet and any chance for future residential developments will be unlikely with a homeless shelter next door.

Crime and drug use will increase in our neighborhood because of the nature of the facility and the people it attracts.

The homeless element will deter potential residents from wanting to live here.

I will be unable to enjoy my property rights as my fully restored, historical duplex is within a few feet from this proposed facility.

People milling about at all hours will impede quiet use of our residences.

I will not be able to continue to provide safe/quiet housing for downtown residents so my income and ability to provide for my family will be greatly adversely affected..

Please don't allow this proposal to pass, the very life of our neighborhood depends on it.

This kind of undertaking does not belong at such close proximity to residences.

The planning commission and local leaders in my opinion should look towards improving the granary district with more quality housing projects in this area to accommodate the huge influx in the downtown work force (and the subsequent need for more housing) predicted for Salt Lake City in the next twenty years.

Thanks again for your consideration in this matter.

Respectfully yours,

Debbie Mertens

(801) 573-4853

Maloy, Michael

From: erik steffensen [erik_steffensen@msn.com]
Sent: Thursday, January 16, 2014 1:56 PM
To: Maloy, Michael; david steffensen
Subject: FW: Proposed VOA Homeless Shelter

Follow Up Flag: Follow up
Flag Status: Completed

Michael,

Here is the letter my parents sent you on Dec 20, which somehow got overlooked.

The frustration I expressed to you stems from what we feel has been a dismissive attitude towards us.

We have requested meetings with Wilf Sommerkorn, and D.J. Baxter, and Luke Garrot but so far have not received replies.

I have become weary from the effort of trying to communicate with people who it seems are avoiding us. So truthfully, I have no desire to show our building.

Doug Dansy along with other members of your planning department came down here a year or so ago. Any one of them can vouch for it being a unique and interesting project.

Date: Fri, 20 Dec 2013 14:50:15 -0600
Subject: Proposed VOA Homeless Shelter
From: robertkathryn.steffensen@gmail.com
To: micheal.maloy@slcgov.com; wilf.sommerkorn@slcgov.com; mayor@slcgov.com

To Mr. Maloy,

Regarding the VOA Conditional Use permit for a Homeless Shelter at 900 South 400 West:

As the owners of a 13 unit apartment complex at 440 west 900 south which is 85 feet from the proposed shelter, we respectfully request that the first hearing by the planning commission be scheduled no sooner than February 2014.

December is the busiest holiday season of the year, making it the perfect time to blindside a distracted, exhausted and uninformed populace in order to steamroll any nascent opposition that might arise if people were given a little time to participate in the process.

There is a perception among the neighborhood stakeholders that the months long, under-the-radar, PR campaign of misinformation by VOA has been calculated to render any grassroots organizing too little too late.

We find it suspicious that VOA seems to have exerted substantial pressure on the planning department to accelerate the process without fully involving the community. This doesn't seem fair. Especially when this is such an important issue as it is destined to significantly change the character of the entire neighborhood. It flies in the face of government transparency and good government practices. Therefore is seems a modest request to not consider this issue before February 2014.

Sincerely,
Robert and Kathryn Steffensen

Maloy, Michael

From: Paul Johnson <pjslc@yahoo.com>
Sent: Tuesday, January 21, 2014 1:01 AM
To: Maloy, Michael; Sommerkorn, Wilford; Mendenhall, Erin; Garrott, Luke
Cc: Mayor; Utley, Kort; Easterling, Ashlie; Dahl, Matthew
Subject: Proposed VOA homeless youth resource center

Follow Up Flag: Follow up
Flag Status: Flagged

Dear planning commission members,

It's my understanding you'll be reviewing the proposed VOA homeless youth resource center at your meeting this Wednesday evening. My name is Paul Johnson and I've owned a home (a SLC RDA project) on Washington Street in the Granary / Central 9th / West Temple gateway for the past 8 years.

I LOVE my neighborhood and have loved every minute of being here since the day my home was completed in Dec of 2005. I have tried sincerely to be an active involved member of my community since day 1. I've attended numerous community presentations, people's freeway then ballpark community council meetings, spoken in support of rezoning for my neighborhood at city council meetings, and been in active communication with the RDA the entire time I've lived here.

Just within the past 2 weeks I've become aware of a proposed homeless youth resource center shelter to be located at the corner of 9th South and 4th West. Just about 1 1/2 blocks from my home.

It's due to this proposal that I address you with grave concern. I'm not necessarily completely opposed to this project, because to be honest I don't know enough about it. However, that's why I'm concerned. I'm shocked that for something as important and potentially divisive as a project such as this which could / would / will have dramatic effects on my neighborhood that an organization supposedly famous for it's community outreach, so little information has been voluntarily shared with those nearby most likely to be effected.

I apologize sincerely I'll be unable to speak directly with you on Wednesday but I have a volunteer duty I'm unable to reschedule. So I hope you'll review my comments here and understand my great concern.

I hate the idea of being a NIMBY (not in my backyard) but must point out my neighborhood is already surrounded with / and includes shelters, detox centers, transitional, and low income housing. It's been my understanding (which the RDA can verify) all studies of the West Temple gateway over the past decade has shown this neighborhood cannot currently absorb anymore of this type of facility / housing with out detrimental effect.

We are a neighborhood just beginning to take off. SLC / RDA has invested a great deal of money in both property and research on how to encourage dense residential growth and stability, but we're not there yet. I'm concerned a project like this, before it's time could cause a stagnation or regression in the development / investment of my neighborhood.

I've heard a few times over the past couple weeks, "well if not there, then where?" This is such an unfair statement and burden for West Temple gateway, and one we don't deserve. We can't be the dumping ground for all the societal ills of SLC.

Like I mention earlier, I'm not necessarily opposed to this project but I question why, when living so close to the proposed project am I only now hearing about it when it's clearly been in the works for probably a year. I would request more time to get to know this project. To tour the existing youth resource center. To study the reports and claims the VOA is making. To volunteer for the youth center and get to know the youth who may soon be calling my neighborhood their home. I think that's only fair.

The VOA should have been including us in the discussion and planning of this project as it'll directly influence the place we call home. I don't think that's too much to ask. So I plead with you to delay any approval of this proposed project until everyone effected in my neighborhood has a chance to learn more and voice their concerns before proceeding.

I'm more than happy to speak with anyone (which is all I've wanted and struggled to get) since I heard about this, but 2 weeks is not enough time, and it's just not fair.

Thank you for your consideration and I trust you'll make the right decision.

Paul...

Paul Johnson
858 Washington Street
SLC
801-718-1379

Maloy, Michael

From: moderncraftsman <moderncraftsman@gmail.com>
Sent: Tuesday, January 21, 2014 11:17 AM
To: Maloy, Michael; Sommerkorn, Wilford; Garrott, Luke; Dahl, Matthew; Utley, Kort
Subject: Youth resource center

Follow Up Flag: Follow up
Flag Status: Flagged

I have a workshop down the road from your projected site and am in contention. I am all for the services rendered to the youth, however i feel that it brings along too many negative attributes within my proximity of work space. I currently deal with fecal matter, trash, needles, unsafe social conditions and theft from the homeless community. I can extrapolate the situations if you feel necessary. But this is the essence of my contention and hope you take great consideration of my experiences in which I deal with daily. The permission for the youth center will absolutely perpetuate these troubles.

Thanks for your time
Tyler Thomas Blaine
801-699-7675

SECOND SUPPLEMENTAL MEMORANDUM IN OPPOSITION

TO CONDITIONAL USE PERMIT TO VOLUNTEERS OF AMERICA FOR 30 BED CO-ED YOUTH HOMELESS SHELTER AT 400 WEST 900 SOUTH

SHELTER'S "SCHOOL" AND "RESIDENTIAL USE" FUNCTIONS ARE IMPERMISSIBLE UNDER SLC ORDINANCE 21A.36.140

January 27, 2014

At the January 22, 2014 Planning Commission Meeting, one astute concerned citizen noted that the proposed VOA Shelter would endanger the homeless youth because the 400 West 900 South location is too close to the Trails Strip Club at 921 South 300 West. After researching this issue, it is indeed impermissible to locate the proposed Shelter at 400 West 900 South.

I. The VOA Shelter's "School Related Functions" are an Unlawful Use Because the 400 West 900 South Location is Within 1000 of the Trails Strip Club.

A. VOA Proposes Significant "School" Related Activities at the Proposed Shelter. In their Planning Commission Meeting presentation (and also in two separate VOA presentations given in two prior meetings attended by the Steffensens), the VOA has stated it will perform several school related functions at the proposed Shelter. These school functions include (a) offering GED classes and instruction at the Shelter in junction with Horizonte, Salt Lake School District and the University of Utah, (b) significant classroom instruction and training on a variety of subjects. Because of this, the VOA will be performing significant "school" functions at the Shelter. Indeed, the VOA has advocated and highlighted these "school" functions and activities in an effort to minimize the "shelter" functions of the proposed Shelter.

B. No School is Allowed Within 1000 Feet of a Sexually Oriented Business. SLC Ordinance 5.61.040 (A.19) defines a "sexually oriented business" to include "seminude dancing bars." The Trails Strip Club is a seminude dancing bar at which alcohol is served. SCL Ordinance 21A.36.140 (F.1) prohibits any sexually oriented business within a 1000 foot radius of any school. The 1000 foot radius is measured in a straight line without consideration of intervening structures, and is measured to the nearest property lines.

C. The Distance Between the 400 West 900 South Location of the Proposed Shelter and the Trails Strip Club is Under 1000 Feet. The straight line distance between the 400 West 900 South location of the proposed VOA Shelter/School and the Trails Strip Club is approximately 750 feet.

D. The Planning Policy of SLC Ordinance 21A.36.140 is the Protection of Youth Who Attend School. Everyone understands the common sense reason and policy of SLC Ordinance 21A.36.140 as it relates to schools. That reason is the protection of the youth that attend school. VOA's purported reason to build its youth shelter is to provide a safe "shelter" for them where they will not be bothered by, among other things, sexual predator adults. As we have argued elsewhere, there are sexual predators and criminals hiding within the adult homeless population. There are also sexual

predator adults and criminals frequenting strip clubs like Trails. Again, it would be entirely inappropriate to endanger the youth we are trying to protect, by locating the youth shelter only 750 feet from an existing sexually oriented business. Those kids, many of whom are victims of sexual abuse, will not feel comfortable or safe anywhere around an adult Strip Club. Responsible adults and City administrators and officials need to recognize and apply the public policy considerations of SLC Ordinance 21A.36.140 (F.1) and refuse to allow any youth school functions or residential functions within 1000 feet of the Trails Strip Club.

E. Impact—The Proposed Shelter Cannot be Located at the Proposed 400 West 900 South Location. The resultant impact of SLC Ordinance 21A.36.140 is that the proposed VOA Shelter cannot be located at 400 West 900 South where major, inherent and core functions that VOA intends to offer at the Shelter are school related functions and activities. To do so is not only unwise but also would be a violation of SLC Ordinances.

1. The Proposed VOA Shelter’s school related functions and activities at 400 West 900 South are an Unlawful Use. Because the proposed VOA Shelter is only 750 feet from the Trails Strip Club, it would be unlawful (i.e., a violation of SLC Ordinances) to locate the Shelter at this location and for the VOA to perform any school related functions and activities at this location. Because the use of performing “school” functions is unlawful at this location, the Planning Commission must deny the conditional use permit. SLC Ordinance 21A.54.080 (A.1) prohibits a conditional use permit unless the “use complies with applicable provisions of this title” (i.e., Title 21A). SLC Ordinance 21A.36.140 is part of the same title (Title 21A). Moreover, SLC Ordinance 21A.54.080 (D.1) states: **“A proposed conditional use *shall be denied* if: 1. The proposed use is unlawful.”**

2. VOA Cannot Obtain a Business License for School Related Functions at 400 West 900 South. Because the proposed Shelter would only be 750 feet from the Trails Strip Club, the City is barred under SLC Ordinance 21A.36.140 from issuing a business license to VOA for its “school” related functions. Without a business license, the VOA cannot lawfully operate.

3. The significance of this is that VOA’s “youth center will be constructed as an allowable use at this site no matter what” argument is completely undermined. Without its school and education related active engagement activities, the only remaining use would be the shelter component.

II. The “Residential” Shelter Functions of the Proposed VOA Shelter are an Unlawful Use Because They Are Too Close to the Trails Strip Club.

A. The VOA also proposes “residential” uses at the proposed Shelter, in that (a) overnight sleeping accommodations will be offered along with (b) three meals a day and (c) showering, bathroom and laundry facilities. These functions are essentially “residential uses,” even though they are offered on a temporary or emergency basis.

B. SLC Ordinance 21A.36.140 (F.1) prohibits any sexually oriented business within a 1000 foot radius of any “residential use.” Thus, it would be improper to approve a conditional use permit for a residential youth facility at 400 West 900 South under SLC Ordinance 21A.54.080 (A.1 and D.1)

because it is only 750 feet from the Trails Strip Club. Moreover, it would be improper for the City to issue a business license to VOA for any residential use.

III. SLC Ordinance 21A.36.140 (F.1) Sets Forth an Applicable, Adopted Planning Policy That is in Conflict With the VOA's Uses at 400 West 900 South. SLC Ordinance 21A.36.140 (F.1) clearly has been adopted by the City, and, thus, is "applicable" and "adopted." SLC Ordinance 21A.36.140 (F.1) further sets forth a "planning policy" of the City, which is that sexually oriented businesses should not be located within 1000 feet of certain uses which the City believes are deserving of protection and shielding from the harms and dangers associated with close proximity to sexually oriented businesses. According, the Planning Commission MUST deny the VOA's conditional use application under SLC Ordinance 21A.54.080 (A.3) because locating the VOA's "school" and "residential use functions" only 750 feet from an existing Strip Club/Sexually Oriented Business is irreconcilably in conflict (i.e., not consistent with) the "applicable adopted city planning polic[y]" of proper distancing of sexually oriented businesses from schools and residential uses.

IV. The Proposed Shelter is also too close to existing bars, and the conditional use permit should be denied for incompatibility with those planning policies as well.

V. SLC Ordinance 21A.54.080 (A.1 and D.1) Mandate the Denial of the Conditional Use Application. The language of SLC Ordinance 21A.54.080 **REQUIRES** the Planning Commission to deny VOA's conditional use permit because of VOA's intended "school" and "residential use" functions. A use contrary to existing SLC ordinances is "unlawful" and "contrary to law." The wording of SLC Ordinance 21A.54.080 (D.1) is precatory. The wording is "shall deny...." This language offers the Planning Commission "no discretion" to grant the conditional use application. If the Planning Commission were to do so, it would be "arbitrary and capricious" and contrary to ordinance.

Respectfully Submitted,

s/ David W. Steffensen

David W. Steffensen

Submitted on his own behalf, and on behalf of

The Steffensen Family, the owners of

440 West 900 South.

PLEASE ADD TO THE PLANNING COMMISSION RECORD
AND PROVIDE TO THE PLANNING COMMISSION

January 28, 2014

Via Email: wilf.sommerkorn@slcgov.com

Salt Lake City Planning Department and Planning Commission
c/o Wilf Sommerkorn
Salt Lake City Planning Director
Salt Lake City, Utah

Re: Proposed VOA Youth Homeless Shelter

Dear Mr. Sommerkorn,

In the aftermath of the January 22, 2014 Planning Commission Meeting, I have felt a need to address something you said at that meeting. You stated, in effect, and most likely as a comment intended to support the Planning Commission's approval of the proposed conditional use application of VOA of their proposed youth homeless shelter, that the testimony and materials about the anticipated detrimental effects of the proposed homeless shelter presented by concerned citizens in opposition to the shelter were merely "antidotal." You followed that comment with another that it would be helpful to obtain some statistics about the linkage between increased homelessness and increased crime.

I have two concerns about your comments.

First, your labeling of concerned citizen and neighbor personal accounts and experiences as merely "antidotal," is an improper and unfounded derogation of the personal, eye witness, and direct experiences neighbors and residents in close proximity to the location of the proposed VOA homeless shelter are having with the homeless. As a trial attorney, I can tell you that the testimony you heard would be "competent" and "admissible" in any court proceeding, in that the testimony was given by persons with personal knowledge of the events, based upon their personal experiences and what they personally have observed and experienced. To help you understand this, I would ask you this question. If you saw a homeless person come into your yard and defecate on your front porch after graffitiing your garage door, could you give eye witness testimony to the police and to a court at law about that homeless person's "trespass" onto your property and the damage caused to your property by that homeless person? Of course you could. If that were to occur, how would you feel if opposing counsel attempted to discount your personal experience as merely "antidotal" and therefore not authoritative or deserving of proper weight and consideration? In this hypothetical, your "testimony" is not "antidotal," its eye witness testimony of the "facts" related to an actual occurrence and the events

which transpired. Its also possible that your experience will not show up in police statistics because you may not report it. If you do not report the incident to the police, and if that incident is not reflected in a police report or statistic, is your experience now "antidotal" and not authoritative? No, of course not.

Second, from your "antidotal" comment about these concerned citizens' personal experiences and call for some independent statistics, it became obvious to me that as of the time of that meeting, you had not read the Memorandum in Opposition that I had prepared and presented to the Planning Commission and Planning Staff. I say that, because in that Memorandum in Opposition, I present substantial independent and authoritative evidence and testimony about the direct linkage between increased homelessness and increased crime. Consider, for example, pp. 51 through 59 of my Memorandum in Opposition. Had you read it, you would have known the following:

1. SLC's Deputy Policy Chief Dobrolowski on October 17, 2013 publicly acknowledged a direct linkage between homeless persons and crime.
2. There were, for example, 615 citations for criminal activity in the vicinity of the adult homeless shelters IN ONE MONTH.
3. There is a direct causal connection between the increase in the homeless population and the 44% increase in crime noted around Pioneer Park.
4. The City's police say they are overwhelmed by the situation.
5. Moving the shelter will not eliminate the crime, but simply move the crime to the new location of the homeless shelter (i.e., the crime follows the homeless population).

If you would simply read what has been presented and what is already part of the record for the Planning Staff's and Planning Commission's analysis, you will see that we have already provided compelling, authoritative, statistical, and non-antidotal evidence of the commonly known causal connection between increases in the homeless population and increases in crime. Before your Planning Staff makes any recommendation on this VOA homeless shelter, you need to read the Memorandum in Opposition. The Planning Staff should also perform research to verify what we and other concerned citizens are telling you.

All of that authoritative, statistical and "objective" evidence and testimony adds credibility to, and collaborates, the personal, eye witness testimony and experiences presented to the Planning Commission at the meeting. From the personal experiences of concerned neighbors presented to the Planning Commission and Planning Staff, evidence establishing the following facts was presented:

- Over the past several years, neighbors have personally observed a dramatic increase in the number of adult homeless persons in their neighborhood.
- With the increased number of adult homeless persons, neighbors have personally observed and experienced in their neighborhood in close proximity to the proposed shelter, an increase in homeless camps on their properties, trespassing, loitering, littering, vandalism and theft of property, graffiti, human defecation on their properties, drug use, hypodermic needles, and panhandling.
- My brother Erik Steffensen who lives at 440 West 900 South reported to the Planning Commission Staff, for example, that after confronting a homeless young man trespassing on our property, all of the apartment floor mats and decorative landscape items on the property were stolen. This theft was not reported to the police. My brother also has related to the Planning Commission Staff that he was recently shot by a young man while walking his dog in the Peace Gardens. The young man without warning unloaded his gun at my brother, striking him twice. My brother still carries one of the bullets lodged at the base of his spine. This young attempted murderer was in the age range of the youth that VOA seeks to serve. The VOA has told the Steffensens that at their existing facility, they already average 2 police calls a month (a statistic), one to deal with an unruly youth causing a problem and one to deal with an adult who is causing a problem for the youth. That means that this undesirable element (and police calls) will be moved into this neighborhood. From my brother's experience, it only takes one crazy youth (and you never know when or which youth that will be) who will do something crazy and really hurt someone. Antidotal? No. Real world experiences.
- Most neighbors no longer call the police to report these problems because of having been repeatedly told by the police that the police can't do anything about it. Hence, much of these homeless related problems and criminal activities are not reflected in police statistics. This means that any police statistics that do exist underreport these problems.
- Neighbors who are landlords of apartments and residential properties are concerned that their tenants will leave based upon their tenants telling them so. Neighbors who are tenants and residents have expressed their personal experiences with the homeless, their fears of walking to the 200 W. 900 S. Trax Station, and the likelihood that they will move if the VOA homeless shelter is located at the proposed site.

In addition, evidence was presented from a property owner in close proximity to the VOA's existing shelter at 650 South State Street (Skylar Nelson) that the homeless youth frequenting that shelter have caused and are causing a

multitude of negative problems in the neighborhoods directly proximate to VOA's existing shelter, including loitering, littering, vandalism and graffiti.¹

In addition, the VOA themselves volunteered and testified:

- Homeless youth are very vulnerable.
- Homeless youth are preyed upon by the adult homeless population and the criminal element hiding within the adult homeless population.
- Homeless youth fear and feel a need to avoid the adult homeless population and adult homeless shelters.
- More than 50% of homeless youth have been sexually abused and therefore avoid the adult homeless population and shelters.
- More than 80% of homeless youth suffer mental illness.

In addition, VOA does not screen its youthful clientele, or exclude from their shelter, those youth who have criminal records. From VOA's comments made to the Steffensens in prior meetings and to the press, many young homeless persons have criminal records and issues. Thus, the VOA shelter will be attracting into the neighborhood a young homeless population with criminal records and tendencies. This alone is a detrimental effect on the neighborhood that the VOA cannot mitigate, because attracting a substantial number of homeless youths with prior criminal records very likely will cause an increase in crime in the neighborhood. Yet consider this. What anticipated detrimental impact is likely to result with placing 15 year old homeless girls in the same co-ed overnight facility with 22 year old homeless young men who have mental health issues and histories of sexual abuse? Is the VOA adequately staffed to prevent statutory rapes from occurring inside their

¹ Importantly, we hope the Planning Staff and Commission will see through the self-serving testimony of the other "neighbors" to the existing facility that the VOA brought in to say that the VOA purportedly has never caused any problems at their existing facility location. Each of those existing neighbors testimony is suspect because they stand to benefit personally if the VOA shelter at that site is moved to another location. Moreover, Mr. Vasilius, the InterNet guy who testified, saying he has not had a problem, is not objective at all. We've been told that he has contracts in place to purchase the existing VOA shelter, so that he can add that property to the other properties he owns, so that he can sell the larger group together to someone who will not have to deal with the homeless shelter (because he got it moved). With this, you can imagine how important it would be for Mr. Vasilius' plans and personal profits to get the VOA shelter moved. Moreover, Mr. Vasilius' InterNet brokerage is the real estate agent on ArtSpace's sale of the property to VOA and he wants the deal to close so he makes a commission. Also Mr. Vasilius is on the VOA board. In short, Mr. Vasilius is biased and the personal benefit he stands to gain in multiple ways taints his testimony. In the next week or so, we plan on canvassing the neighborhood in the vicinity of VOA's existing shelter to get more first hand accounts of the problems those neighbors have had with the homeless youths from VOA's existing shelter. We believe their stories will collaborate what Skylar Nelson told the Commission.

facility? How responsible does this sound? Is it likely that a 22 year old young man may have sex with a 15 year old girl under these circumstances? I would recommend that you watch VOA's promotional videos (you can find them on YouTube and on their website) about youths at their facilities you are having sex and about girls who are getting pregnant). What about the 15 year old girl who does not get a bed in the facility (because we established via the VOA testimony that they only propose 30 beds but service 40 kids a day (we believe self-servingly low-balled, and that the real number of homeless kids on the street at any given time according to VOA's prior own statements and independent statistics exceed 140 and may be as high as 274)) and is sleeping in the neighborhood with the unruly 22 year old young man that the VOA kept out of the shelter and gave a sleeping bag to because he would not comply with their rules. Is it likely or anticipated that the 15 year old girl may have a problem with the 22 year old young man? Objectively, yes!

With all of that, the citizens in opposition have met their burden of establishing the reality of an anticipated detrimental impact of the proposed VOA homeless shelter as related to increasing crime in this neighborhood by introducing a new homeless population to the neighborhood. The concerned neighbors have also met their burden of proving that (a) there already is a large existing population of adult homeless persons in the neighborhood, (b) the neighborhood is at a saturation point for homelessness already, and (c) that the kids to be protected and served will be dropped right into this existing high concentration of adult homeless persons. By all accounts, there are youth who will be hurt. Respectfully, placing the VOA youth homeless shelter at 400 West 900 South is akin to throwing bleeding kids into shark invested waters. The burden clearly is on the VOA to now show that they can mitigate that detrimental impact.

Importantly, at the Planning Commission Meeting, the VOA presented ABSOLUTELY NOTHING to the Commission as to a mitigation plan to prevent increased crime in the neighborhood that likely will result from that homeless population being forced upon this neighborhood. Hence, the VOA has not established that it can or will mitigate this important negative impact.

The same holds true of all of the other anticipated detrimental impacts of the proposed VOA homeless shelter discussed in our Memorandum in Opposition and as presented by concerned citizens in opposition. We have compellingly established that with the introduction of a homeless population, the neighborhood will experience, as Matt Minkovitch states, a "boatload of problems," including not just crime, but also trespassing, loitering, littering, graffiti, cigarette smoke, drug activity, prostitution, and panhandling. Mr. Minkovitch is independent. Mr. Minkovitch can be considered an expert on this topic. Even Mayor Becker knows and recognizes, for example, the direct linkage between the homeless and panhandling. His recently introduced strategy of contribution drop boxes is an objective and compelling acknowledgement that the homeless have created a panhandling nightmare for citizens. At the meeting, you will recall one concerned neighborhood resident

related his personal experiences with "aggressive" homeless panhandlers who knock on his door asking for money.

Respectfully, we as concerned citizens have met our burden of establishing through eye witness testimony, as collaborated by independent third party reports and statistics, that these detrimental impacts directly follow the homeless population and, thus, will be forced upon this neighborhood by the newly introduced homeless population that will come into this neighborhood with the VOA homeless shelter. We have met our burden of proving that locating the VOA homeless shelter at this location will unacceptably endanger the homeless youth and place them in harms way. Again, the burden of proof has shifted. You and your planning staff and the Planning Commission now need to be as hard on the VOA as you are and have been on concerned residents in opposition. Please do not get distracted by all of the wonderful things the VOA intends to do "inside its doors." Its not relevant what the VOA is doing inside its doors. Rather, what is relevant is that the VOA will not have sufficient capacity to handle all of the youths who will want to sleep there, thus there will be a new population of homeless youths and young adults sleeping in the neighborhood. The youths also will not be at the shelter all day, but will be asked to leave the shelter between the three meals they serve each day.

So, there will be a lot of new homeless persons in the neighborhood as a direct result of this homeless shelter, with all of the commonly known and documented detrimental effects those homeless persons inflict upon the neighborhood they frequent.

The concerned citizens have met their burden of proof in establishing the anticipated detrimental effects of locating a new homeless shelter, and the associated new homeless population, in their community. Their testimony is competent, eye witness testimony based upon their own personal experiences with homeless persons already in their neighborhood. The neighbors' testimony is collaborated with independent, authoritative and statistical evidence from the SLC police, the Director of the Road Home, and the VOA themselves.

Respectfully Submitted,

s/ David W. Steffensen

David W. Steffensen

Submitted on his own behalf, and on behalf of
The Steffensen Family, the owners of
440 West 900 South.

PLEASE ADD TO THE PLANNING COMMISSION RECORD
AND PROVIDE TO THE PLANNING COMMISSION

January 28, 2014

Via Email: wilf.sommerkorn@slcgov.com

Salt Lake City Planning Department and Planning Commission
c/o Wilf Sommerkorn
Salt Lake City Planning Director
Salt Lake City, Utah

Re: Proposed VOA Youth Homeless Shelter
Research on Mandatory Nature of Salt Lake City Ordinances

Dear Mr. Sommerkorn,

At the January 22, 2014 Planning Commission Meeting, I directed my comments to the mandatory nature of SLC Ordinance 21A.54.080 (A and D), and argued that because the uses associated with the proposed VOA youth homeless shelter irreconcilably conflict with applicable adopted city planning policies, documents and master plans, that the Planning Commission has no discretion in approving the conditional use, but must deny it.

In light of my comments, the Planning Commission asked the Planning Staff to advise the Commission on what SLC Ordinance 21A.56.080 (A and D) mean, and whether it is true that the Planning Commission must deny the conditional use permit if the proposed use is in conflict with applicable adopted city planning policies, documents and master plans. In addition, the Planning Commission asked the Planning Staff to advise the Commission as to whether the uses associated with the proposed VOA homeless shelter conflict with adopted and existing city planning policies, documents and plans.

I thought it would be helpful to provide you some additional research and material on these issues.

A. The Language of SLC Ordinance 21A.54.080 (A and D) is Mandatory, Such That the Planning Commission Must Deny the Conditional Use Permit.

Section A.1 of SLC Ordinance 21A.54.080 (D) provides: "D. Denial of Conditional Use: A proposed conditional use *shall be denied if*: 1. The proposed use is unlawful; or 2. The reasonably anticipated detrimental effects of the proposed conditional use cannot be substantially mitigated as proposed in the conditional use application or by the imposition of reasonable conditions to achieve compliance with applicable standards set forth in this section." In making its

"Detrimental Effects Determination" under SLC Ordinance 21A.54.080 (B), the "planning commission, or in the case of administrative conditional uses, the planning director or designee, **shall determine compliance with** each of the following: 1. This title specifically authorizes the use where it is located; 2. The use is consistent with applicable policies set forth in adopted citywide, community and small area master plans and future land use maps...." In addition, SOC Ordinance 21A.54.080 (A), the "Approval Standards," provides that the Commission cannot approve a conditional use if "the planning commission, or in the case of administrative conditional uses, the planning director or designee, concludes that the following standards cannot be met: 1. The use complies with applicable provisions of this title; ... 2. The use is consistent with applicable adopted city planning policies, documents and master plans; and 4. The anticipated detrimental effects of a proposed use can be mitigated by the imposition of reasonable conditions."

A plain reading of the Ordinance states that the Planning Commission/ Director "must deny" the conditional use if "the use is not consistent with applicable adopted city planning policies, documents and master plans." Note, that the use must be consistent NOT ONLY with applicable and adopted "master plans," but also with applicable and adopted "city planning policies" and with "applicable and adopted city "documents."

As to Master Plans and Documents, we have identified the following plans which the proposed use of a homeless shelter irreconcilably conflicts with:

1. Gateway Master Plan.
2. West Temple & Granary District Redevelopment Plan.
3. The 1992 Salt Lake City Open Space Plan.

I will not repeat here the extensive research outlined in pp. 1-24 of my Memorandum in Opposition which shows how and why the use of the proposed VOA homeless shelter irreconcilably conflicts with those applicable and adopted master plans.

In addition, the use of a homeless shelter irreconcilably conflicts with the City's applicable and adopted "planning policies" and "planning documents." Examples of applicable and adopted "planning documents" include:

1. The SLC RDA West Temple Gateway & Granary District Redevelopment Strategy Redevelopment Guide.
2. SLC RDA WT & Granary District Redevelopment Strategy-Executive Summary.

In addition, the use of a homeless shelter irreconcilably conflicts with several "planning policies" set forth in various applicable and adopted SLC Ordinances. The

proposed VOA shelter's "school" functions, for example make the 400 West 900 South location improper because it is too close to the Trails Strip Club, a sexually oriented business) (its only 750 feet of the Trails Strip Club) and bars. The planning policy violated by locating the youth homeless/school facility 750 feet from a Strip Club is that the youthful students will be endangered by such close proximity to that sexually oriented business.

By way of further example, the "Transit Station Area Zoning" Ordinance (SLC Ordinance 21A.26.078) provides for the positive development of "core" and "transitional" areas within a ½ mile radius of transit stations. As the Commission is aware, there is a TRAX station at 200 West 900 South, just 2 blocks (i.e., only a quarter-mile) from the site of the proposed VOA homeless shelter. We understand that the City Council recently applied the TSA Zoning upon the 200 West 900 South TRAX Station. The planning policies of the TSA Zoning Ordinances is to promote "efficient and attractive transit and pedestrian oriented residential and mixed uses in close proximity to transit stations." A "homeless shelter" is so completely irreconcilable with the planning goals of the TSA Ordinance for positive development within a half mile of transit **stations that homeless shelters are specifically called out as a "prohibited use" in such zoning areas.** See SCL Ordinance 21A.26.078 (F) ("**Prohibited Uses: The intent of this section is to identify those land uses that are not compatible with transit oriented development due to the nature of the use, the land requirements of the use, or the potential impacts of the use.** Uses listed in table 21A.26.078F of this section and that have an "X" in a box next to the specific land use, indicates it is prohibited. Any use not listed, but is substantially similar to a use listed, shall be prohibited.>").

The language of SLC Ordinance 21A.26.078 (F), in specifically identifying a "homeless shelter" as a use "not compatible with transit oriented development due to the nature of the use ... or the potential impacts of the use," is an explicit and clear statement of the applicable and adopted planning policy that it is not proper to place a homeless shelter just two blocks from the 200 West 900 South TRAX station.

B. Because the Uses of the VOA Homeless Shelter Conflict with Applicable and Adopted City Planning Policies, Documents and Master Plans, the Planning Commission Must Deny the Conditional Use Permit.

As argued at the Planning Commission, where SLC Ordinance 21A.54.080 states that the conditional use "shall be denied," etc., where the proposed use is not consistent with applicable and adopted planning policies, documents and master plans, denial of the proposed use by the Planning Commission is mandatory and not a matter of discretion. In *Springville Citizens v. Springville City*, 979 P.2d 332, 337-338 (Utah 1999), for example, the Utah Supreme Court stated:

¶ 26 This conclusion does not end our inquiry, however. Under Utah Code Ann. § 10-9-1001(3)(b), we must also determine whether the City's decision was illegal. Plaintiffs argue convincingly that the City's decision to approve the P.U.D. was illegal because the City violated its own ordinances during the approval process. Plaintiffs highlight that compliance with the city ordinances at issue was, under the City's own legislatively enacted standard, mandatory. Plaintiffs point to Springville City ordinance 11-10-101, which states, "For purposes of this Title, certain words and terms are defined as follows:... (4) Words 'shall' and 'must' are always mandatory." (Emphasis added.)

¶ 27 Title 11 of the Springville ordinances, entitled "Development Code," details the procedures and requirements for P.U.D. approval, including those that plaintiffs contend the City violated. Those procedures and requirements, as indicated in the ordinances quoted above, frequently are prefaced by the words "shall" and "must." Thus, according to the City's own rule of interpretation, compliance with the P.U.D. procedures and requirements containing these words was mandatory.

¶ 28 In its ruling granting summary judgment in favor of the City, the district court appeared to recognize the mandatory nature of the city ordinances but concluded nonetheless that substantial compliance with those ordinances was sufficient. In fact, one of the express legal principles upon which the district court premised its ruling was that "[t]he city's actions approving the PUD must be upheld if those actions are in substantial compliance with the city's ordinances."

¶ 29 The district court's use of the substantial compliance doctrine in the face of ordinances that are expressly mandatory was erroneous. While substantial compliance with matters in which a municipality has discretion may indeed suffice, it does not when the municipality itself has legislatively removed any such discretion. The fundamental consideration in interpreting legislation, whether at the state or local level, is

legislative intent. See Board of Educ. v. Salt Lake County, 659 P.2d 1030, 1030 (Utah 1983). Application of the substantial compliance doctrine where the ordinances at issue are explicitly mandatory contravenes the unmistakable intent of those ordinances.

338 ¶ 30 Municipal zoning authorities are bound by the terms and standards of applicable zoning ordinances and are not at liberty to make land use decisions in derogation thereof. See Thurston v. Cache County, 626 P.2d 440, 444-45 (Utah 1981). The irony of the City's position on appeal is readily apparent: the City contends that it need only "substantially comply" with ordinances it has legislatively deemed to be mandatory. Stated simply, the City cannot "change the rules halfway through the game." Brendle v. City of Draper, 937 P.2d 1044, 1048 (Utah Ct.App. 1997). The City was not entitled to disregard its mandatory ordinances. Because the City did not properly comply with the ordinances governing P.U.D. approval, we conclude that under Utah Code Ann. § 10-9-1001(3)(b), the City's decision approving the P.U.D. was illegal.

The Supreme Court's ruling follows common sense and the plain meaning of the word "shall." The City Council has legislated the mandatory nature of denial of a conditional use permit for a use which conflicts with applicable and adopted city

planning policies, documents and master plans. It is the Planning Commission's duty to follow and apply that legislative directive and mandatorily deny a conditional use permit for VOA's incompatible use.

Respectfully Submitted,

s/ David W. Steffensen

David W. Steffensen

Submitted on his own behalf, and on behalf of
The Steffensen Family, the owners of
440 West 900 South.

Maloy, Michael

From: David W. Steffensen <dave.dwslaw@me.com>
Sent: Wednesday, January 29, 2014 10:08 AM
To: Maloy, Michael; Sommerkorn, Wilford
Cc: Erik Steffensen
Subject: VOA Homeless Shelter--Not Enough Time Given to Concerned Citizens in Opposition

Follow Up Flag: Follow up
Flag Status: Flagged

PLEASE ADD THIS EMAIL TO THE RECORD IN THIS MATTER AND FORWARD TO THE PLANNING COMMISSION MEMBERS:

Mr. Malloy and Mr. Sommerkorn,

After discussing with several concerned citizens the events of the January 22, 2014 Planning Commission discussion of the proposed VOA Homeless Shelter conditional use permit application, it has become evident that the 2 minute time limit placed on comments was not enough for concerned citizens to fully voice their concerns. Also, Mr. Gallegos initially indicated that each presenter would have 3 minutes to present. And then he changed his mind and reduced the time down to 2 minutes. Moreover, because of the large number of concerned citizens present, not everyone got a chance to speak. Some had to leave before the meeting was over.

We are hopeful, therefore, that more of these folks will be afforded an opportunity to express their concerns about the VOA homeless shelter. Please let me know how this can be accomplished.

Thanks.

Dave

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February 15, 2014

Salt Lake City Planning Commission
451 south State Street
Salt Lake City, Utah 84111

Re: Opinion Letter Regarding Negative Impact on Neighborhood of Proposed
Volunteers of America Young Adult Homeless Shelter With 30 Beds

Dear Planning Commission Members:

I have been retained by concerned neighbors to give my professional opinion and analysis on whether the proposed Volunteers of America Young Adult Homeless Shelter with 30 beds on the corner of 400 West 900 south will have an unacceptable negative impact on the immediate neighborhood that cannot be reasonably mitigated.

This opinion was prepared in response to facts I obtained from examining documents relevant to this matter, including existing and applicable master plans and SLC ordinances governing the proposed site (Gateway Master Plan, the RDA's West Temple and Granary District Redevelopment Plan). I have also reviewed materials submitted to the Planning Commission by Volunteers of America about their proposed 30 bed homeless shelter, walked the area, talked to concerned neighbors about the proposed homeless shelter, and performed research that I consider relevant. I undertook representation in this matter with the stated objective being to seek out expert advice regarding the subject matter. Importantly, I do not own property in the affected neighborhood and am not a party to any related real estate transaction. Thus, I have no conflicts of interest that would create any bias relative to my opinions rendered herein.

I am and have been a Utah licensed Real Estate Broker since 1990. I am a Certified Property Manager (CPM), (and formerly on the Executive Committee) of the Institute of Real Estate Management of Utah, a Member (and past Board Member) of the Certified Commercial Investment Members (CCIM), and past Advisory Board Member of Century 21 National Corporation-Commercial Investment Network. In my real estate and mortgage and SBA banking experience, I have negotiated real estate and loan settlements with 26 national banks, insurance companies and settled \$500,000,000 in real estate transactions. I have been certified as an expert and given expert testimony in US Federal Bankruptcy Court on real estate valuation issues. I further have managed regional and community shopping centers,

have overseen multiple construction projects at one time coordinating with architects, engineers, city planning and zoning officials and contractors. I further was a regional manager of 15 multi-unit apartment complexes totaling 4000+ units. I am qualified to render the opinions regarding the subject matter of this opinion letter.

The opinions expressed herein are based upon my interpretation and common sense reading of the applicable SLC master plans and ordinances, my review of relevant documents, together with my twenty-eight years experience as a Utah licensed residential and commercial real state broker, commercial property manager, and banker. The following analysis, opinions and conclusions have been condensed into a discussion of acceptable length, and therefore do not include every possible issue that might apply. Based upon and subject to the foregoing, it is my professional opinion that:

1. The proposed homeless shelter is not a good fit in the neighborhood, which, despite challenges, is in the process of turning the corner into a vibrant bicycle, pedestrian and transit friendly new residential and commercial hub.
2. The proposed homeless shelter at 400 West 900 South involves a use that is irreconcilably in conflict with Salt Lake City's existing and applicable planning policies, documents and master plans. Thus, it would be proper for the Planning Commission to deny Volunteers of America's conditional use application under SLC Ordinance § 21A-56-080.
3. The proposed homeless shelter will introduce a new blight into the neighborhood that will negatively impact positive bicycle, pedestrian and transit friendly residential and commercial development and growth in this neighborhood, negatively impact property values not only for current and future residential and commercial property owners, but also for the RDA's properties.

A. Facts

My opinions are based in part upon the following facts:

1. The site of the proposed homeless shelter is on the northwest corner of 400 West 900 South.
2. The proposed homeless shelter will be a 30 bed co-ed emergency homeless shelter facility serving 3 meals a day, and offering certain school related services and functions during the

day.

3. There is an existing sexually oriented business, the Trails strip club, located at 920 South 300 West, just 750 linear feet from the proposed homeless shelter site.
4. There is an existing TRAX station at 200 West 900 South, just ¼ mile (2 blocks) from the proposed homeless shelter.

B. Analysis

1. The Proposed Homeless Shelter Does Not Fit the Existing Neighborhood, and will Inflict Upon the Immediate Neighborhood Documented, Inherently Negative Impacts.

A. The Proposed Homeless Shelter Does Not Fit the Existing Neighborhood and Will Negatively Impact Property Values in the Neighborhood. From my 20+ years as a residential and commercial real estate broker and banking professional, it is my professional opinion that the proposed homeless shelter does not fit into the existing neighborhood, as the neighborhood is in transition towards more favorable pedestrian, bicycle and transit oriented development, and a placing homeless shelter therein will introduce a blight into the immediate neighborhood that will stall and reverse favorable development for years to come.

It is further my professional opinion that the proposed homeless shelter will negatively impact values of properties up to a half mile away from the proposed shelter. One significant factor used in valuing properties is “external obsolescence,” which is a type of depreciation or loss of value caused by factors beyond the control of the current property owner. External obsolescence refers to matters such as a neighborhood problem or nuisance, or a proximate objectionable use. Classic examples are the introduction to the neighborhood of an objectionable use, such as a landfill/dump, a sexually oriented business, or a homeless shelter. Each of these inherently objectionable uses introduce detrimental impacts upon the neighborhood which cause people to leave or not buy there. The result is a lowering of the price willing buyers would be willing to pay for properties affected by the negative use.

Common sense suggests, for example, that an apartment building surrounded by other apartment and commercial buildings will be valued higher than an apartment building next door to a city dump, a sexually oriented business or a homeless shelter. Common sense further suggests that two or more such negative uses in close proximity will have an even more dramatic detrimental impact on property owners

in the immediate neighborhood. Based upon my 20+ years of experience as a real estate broker and banker, I agree with these conclusions. Appraisers, who most often are the determinants of property value almost unanimously agree with these conclusions.

Consider, for example, the study commissioned by the Texas Attorneys Association in 2008 wherein it surveyed 195 Texas MAI and SRA appraisers who were members of the Appraisal Institute on the issue of whether sexually oriented businesses negatively impacted the value of properties nearby. See Connie B. Cooper, FAICP & Eric Damian Kelly, Ph.D., FAICP, Survey of Texas Appraisers—Texas City Attorneys Association—June 2008, Cooper and Kelly (hereafter “Survey of Texas Appraisers” or “Survey”). The purpose for the Survey was to determine whether certain Texas ordinances requiring certain minimum distances between sexually oriented businesses and other negative uses were constitutionally sound.

On the facts stated above relative to the proposed Volunteers of American homeless shelter, the site of the proposed homeless shelter is just 750 linear feet from the Trails strip club. The proposed homeless shelter involves a use which because of its nature, has serious objectionable operational characteristics that are imposed upon the neighborhood in which it is located. The Trails strip club similarly involves a use which because of its nature, has serious objectionable operational characteristics. Thus, SLC Ordinance 5.61.040 (A.10) defines a “sexually oriented business” to include “seminude dancing bars.” SLC Ordinance 21A.36.140 (F.1) prohibits any sexually oriented business within a 1000 foot radius of any school or other uses. Other SLC Ordinances prohibit sexually oriented businesses from being placed in too close proximity to other commonly recognized negative uses. SLC Ordinance 21A.26.078 similarly prohibits locating a homeless shelter within a half mile of an existing transit station.

The purpose of municipal spacing ordinances, like the SLC ordinances and the Texas spacing ordinances regulating sexually oriented businesses, was outlined by the United States Supreme Court in *Young v. American Mini-Theatres, Inc.*, 427 U.S. 50, 55 n.6 (1976) (involving a Detroit distancing ordinance) as follows:

In the development and execution of this Ordinance, it is recognized that there are some uses which, because of their very nature, are recognized as having serious objectionable operational characteristics, particularly when several of them are concentrated under certain circumstances thereby having a deleterious effect upon the adjacent areas. Special regulation of these uses is necessary to insure that these adverse effects will not contribute to the blighting or downgrading of the surrounding neighborhood. These special regulations are itemized in this section. The primary control or regulation is for the purpose of preventing a

concentration of these uses in any one area (i.e., not more than two such uses within one thousand feet of each other which would create such adverse effects).

In other words, the very existence of the SLC Ordinances (and their Texas counterparts) regulating distancing of strip clubs from other objectionable uses is considered “necessary” to insure that these well recognized adverse effects will not contribute to the blighting or downgrading of the surrounding neighborhood. So, Salt Lake City itself has recognized the inherent potential blighting effects of sexually oriented businesses and their placement in too close of proximity to other favorable or unfavorable uses.

The Because concepts of “blighting” or “downgrading” of neighborhoods are sometimes difficult to document, the Texas Attorneys Association commissioned the Survey of Texas Appraisers to develop and provide expert and other evidence of such concepts as “blight” and “downgrading.” The Survey of Texas Appraisers further sought to provide evidence of “two types of secondary effects that are most often associated with sexually oriented businesses and that are also measurable” which were “effects on crime rates and effects on property values at and near such a business.” Survey at p. iv. Thus, the Survey states:

Establishing an “important governmental interest...unrelated to the suppression of speech” is essential to the adoption, implementation or defense of regulations of sexually oriented businesses. Documenting measurable, negative secondary effects is the most practical and most widely accepted method of establishing such a purpose. ... In this study, city attorneys and other officials in Texas will find substantial evidence of measurable negative secondary effects of retail-only sex businesses on both crime rates and property values, and additional evidence of the negative effects of other sex businesses on property values.” Survey at p. v.

In Part I of the Survey of Texas Appraisers, an internet-assisted survey was sent to Texas MAI and SRA appraisers who were members of the Appraisal Institute. “In the opinion of appraisers, the survey clearly documented that retail-only sexually oriented businesses had an impact on the market value of single family homes and community shopping centers.” Survey at p. v. “The survey also measured the opinions of appraisers as to the separation distances required before such retail-only businesses had no measurable impact on the market value of single family homes and community shopping centers. In each case, a large percentage of surveyed appraisers responded that a separation distance of more than a half mile (72 percent for single family homes and 45 percent for a community shopping center) was required before there was no measurable impact on market values created by retail-only sexually-oriented businesses. Appraisers also responded that a concentration (two or more) of such sexually-oriented businesses also increased their negative impact....” Id.

Importantly, in the Survey of Texas Appraisers, the Texas Appraisers were asked to compare the negative impacts of sexually oriented businesses to the negative impact of homeless shelters on the values of properties close by. In its analysis of survey results, the Survey of Texas Appraisers states:

More than 95 percent of appraisers responding to the Fort Worth-Dallas Metroplex survey said that all three types of sexually oriented business would have a negative effect on the value of a single-family residence; **only homeless shelters were viewed as negatively by the appraisers as sexually oriented businesses.** ... Asked about the effect of the same land uses on the value of a community shopping center, 92.5 percent said that an adult store with peep show would have a negative effect and 89.2 percent (not a statistically significant difference) said a gentleman's club or cabaret would have such an effect. The survey also indicated that retail-only sex businesses were a negative influence by 82.1 percent, **ranking them with homeless shelters.** Survey, p.3.

In other words, according to 82.1 percent of the Texas Appraisers, homeless shelters have a negative influence on property values akin to that of a sexually oriented business. As further stated in the Survey, **"Interestingly, respondents believe that a Landfill (96%) and a Homeless Shelter (95%) have almost identical impacts on the market value of a single-family home as do many sexually oriented businesses."** Survey, p. 6.

Put in perspective, the introduction of the inherently objectionable use of a homeless shelter into the subject neighborhood, independently, and also in conjunction with the existing negative use of an adult strip club just 750 feet away, will have a negative impact on the property values in the surrounding neighborhood akin to turning the property into a city landfill/dump. That was the virtually unanimous opinion of the Texas Appraisers (95%). And based upon my 20+ years of real estate broker and banking experience, property values are usually determined in real estate transactions by appraisers.

I further concur with the opinion of the Texas Appraisers when they concluded (87% thereof) that "the negative impact of [a homeless shelter does] ... not disappear until at least a distance separation of quarter-mile or more (1320 feet +) from a single-family home..." Moreover, 78% of the Texas Appraisers concluded that the negative impact on market value caused by a homeless shelter does not disappear until a separation distance of more than a half mile (2650 feet+) from a single-family home.

Common sense, my 20+ years of experience in the real estate broker and banking professions, and the expert opinions of the Texas Appraisers all conclude that the introduction of a new homeless shelter at 400 West 900 South, only 750 feet from the Trails strip club, will materially negatively impact property values up to a half mile from the proposed site. Moreover, it is my professional opinion that the **ONLY WAY** to reasonably mitigate the detrimental impact on property values in this instance is to follow, i.e.,

enforce, the planning policies of the Salt Lake City ordinances, and not allow the proposed homeless shelter to be placed at this proposed location so close to the existing Trails strip club.

2. The Proposed Homeless Shelter Irreconcilably Conflicts with Existing and Applicable City Planning Policies, Documents and Master Plans. Having reviewed the Gateway Master Plan and the RDA's West Temple & Granary District Redevelopment Plans, it is my professional opinion that the use associated with the proposed homeless shelter conflicts with those master plans. Neither plan, nor the City ordinances underlying the same, name a homeless shelter as an allowable use.


Moreover, based upon similar analysis and conclusions to those of the Survey of Texas Appraisers, I find that there are defensible grounds for the enforceability of SLC Ordinance 21A.36.140 (F.1) that seeks furthers the planning policy of protecting existing favorable land uses and property values by avoiding locating a sexually oriented business close to favorable uses and close to other commonly recognized negative uses. I further find that there are defensible grounds for the enforceability of SLC Ordinance 21A.26.078 (F) which seeks further the planning policy of protecting bicycle, pedestrian and transit oriented travel and development in close proximity to transit stations by prohibiting homeless shelters and other designated negative uses within ½ mile of transit stations, as a use that is "not compatible with transit oriented development due to the nature of the use... or the potential impacts of the use." The simple fact that Salt Lake City adopted Ordinance 21A.26.078 (F) is a recognition that Salt Lake City acknowledges the inherent detrimental effects of a homeless shelter and that the only way to mitigate the detrimental effects that such a homeless shelter would have in close proximity to TRAX stations is to impose distance/spacing regulations that prohibit the placement of homeless shelters within a half mile of a TRAX station.

Similarly, I find and state, as a matter of professional opinion, that locating a new homeless shelter at 400 West 900 South, just 750 feet from the Trails strip club/sexually oriented business, and just ¼ mile from the 200 West 900 South TRAX station, irreconcilably conflicts with the stated and defensible planning and policy goals of SLC Ordinance 21A.36.140 (F) and 21A.26.078 by improperly placing multiple negative uses (a sexually oriented business and a homeless shelter) in too close proximity to each other and in too close proximity to the TRAX station. There is nothing the City can do relative to the Trails strip club, as it is an existing entrenched use. However, existing and applicable city planning policies and ordinances dictate that it is entirely improper to allow another similarly objectionable use (the proposed homeless shelter) to be located so close to the Trails strip club and the TRAX station. As

demonstrated in the Survey of Texas Appraisers, the result of this improper concentration of negative uses in close proximity to each other and in close proximity to an existing TRAX station, is that property values will measurably drop, and secondary crime effects will measurably increase. More particularly, the Survey of Texas Appraisers states that most Texas Appraisers agreed that “a concentration (2 or more uses within a couple of blocks) have an additional impact on the Single-Family Home’s market value” (84.4% for homeless shelter) and on Community Shopping Centers’ market value (72.3%). Survey, p. 11. The Survey further states in this regard: **“A concentration of sexually oriented businesses (and/or of homeless shelters) stands out as having the most potential negative effect on the market value of a community shopping center...”** Survey, p. 12. Moreover, “other studies suggest that the concentration of sexually oriented uses and certain other types of uses increases disproportionately the effects on crime rates in the surrounding areas.” Survey, p. 12.

This opinion is based on my analysis of currently existing Salt Lake City planning policies, documents and master plans, the truthfulness of the “Facts” set forth herein, and valuation principles currently in effect. I give no opinion as to the application of future planning policies or to future facts, given that both may change.

Sincerely,



Sherman B. Hawkes
CPM Associate Broker
Coldwell Banker Commercial Realty
801-580-0833



Patricia McWhorter, PhD

Licensed Psychologist
40 South Main
Tooele, Utah 84074
(435) 843-7060

February 21, 2014

Salt Lake City Planning Commission
451 South State Street
Salt Lake City, Utah 84111

Re: Opinion Letter Regarding Negative Impact on Homeless Youth of Proposed Volunteers of America Young Adult Homeless Shelter With 30 Beds

Dear Planning Commission Members,

I have been retained by concerned neighbors to give my professional opinion, and analysis, on whether the proposed Volunteers of America Youth Co-Ed Homeless Shelter with 30 beds, on the corner of 400 West 900 South, will have an unacceptable negative impact, that cannot reasonably be mitigated, on the homeless youths proposed to be served by such homeless shelter.

This opinion letter was prepared in response to facts I obtained by examining documents relevant to this matter, including materials submitted to the Planning Commission by Volunteers of America about their proposed 30 bed co-ed homeless shelter. I have further walked the area, talked to concerned neighbors about the proposed homeless shelter, and performed research that I consider relevant. I undertook representation in this matter with the stated objective to seek out expert advice regarding the subject matter. Importantly, I do not own property in the affected neighborhood, and am not a party to any related real estate transaction.

I earned a Masters Degree in Counseling Psychology from the University of Utah in 1992, and a Ph.D. in Counseling Psychology from the University of Utah in 1994. My Post-Doctoral Internship was at the Intermountain Specialized Abuse Treatment Center, where I worked with child, adolescent, and adult victims of emotional, physical, and sexual abuse. I also worked with court-ordered perpetrators of domestic violence and sexual abuse. In 2012, I was appointed to Utah's Division of Professional Licensing Board's Investigative Committee.

Prior to entering private practice in 1998, I was employed as a Staff Psychologist for a managed care company where I supervised approximately 10 therapists located throughout Utah, Nevada, and the southwestern portion of Wyoming. In private practice since 1998, I also work with children and adults on issues ranging from post-traumatic stress syndrome, grief, depression, anxiety, Bipolar Disorder, and adult victims of emotional, physical, and sexual abuse. I also conduct psychological testing for IQ, learning disabilities, and court-ordered psychological evaluations.

Furthermore, I have also been honored by Bikers Against Child Abuse (B.A.C.A.) to serve as their designated therapist-liaison for their Western Utah Regional Chapter. I typically see children from ages 9 and older, but for those "adopted" B.A.C.A. kids, I see children as young as infants. My B.A.C.A. role is to assess the child's immediate needs, be they medical care by a pediatrician, neurological evaluation for those who have suffered head injuries at the hands of an abuser, or whatever the individual child is deemed to require. Having outlined my professional experience and expertise, I believe that I am qualified to render a professional opinion regarding the subject matter at hand.

As I evaluated the proposed youth shelter, there was something more pressing that was held firmly in mind: my experience with real-life clients who lived in downtown area homeless shelters during their mid to late teens. It is a commentary on the pervasiveness of our drug problem that good kids, who are unfortunate enough to be born to addict parents, are shuffled off elsewhere when the addict parents no longer wish to maintain parental responsibility. The lucky kids are handed over to grandparents; the unlucky kids are literally dropped off at a downtown homeless shelter. In my work with these individuals who are now well into adulthood, it is very clear that they were subject to all manner of abuse when outside of the shelter. Needless to say, their lives have been forever negatively altered.

The opinions expressed herein are based upon my review of relevant documents, my educational training with a Doctorate in Counseling Psychology, and my twenty plus years experience, as a practicing psychologist, helping children and young adults with emotional, physical, and sexual abuse issues. The following analysis, opinions, and conclusions have been condensed into a discussion of acceptable length and, therefore, do not include every possible issue that might apply.

Based upon, and subject to, the foregoing, it is my professional opinion that locating the proposed co-ed youth homeless shelter at 400 West 900 South will unacceptably endanger the young homeless persons to be served by the proposed homeless shelter. Thus, locating the proposed youth homeless shelter at this location involves a very likely anticipated detrimental impact upon these vulnerable homeless youths – which Volunteers of America cannot, from my perspective, realistically mitigate other than locating the proposed shelter elsewhere.

A. Facts

My opinions are based, in part, upon the following facts:

- The site of the proposed homeless shelter is on the northwest corner of 400 West 900 South.
- The proposed homeless shelter will be a 30 bed co-ed emergency homeless shelter facility serving 3 meals a day, and offering certain school related services and functions during the day.
- The proposed homeless shelter will serve youths ages 15 to 22.

- The demographic makeup of the homeless youths to be served at the proposed homeless shelter are as follows:
 - 86% are 18 or older, and 14% are under the age of 18
 - 37% are female; 64% are male
 - 59% do not have a high school diploma or GED
 - 46% were in foster care at some point; 25% aged out
 - 82% have a traumatic history of emotional, physical, or sexual abuse
 - 83% suffer from mental illness, attention deficit disorder, and/or depression
 - 42% are not heterosexual
- The proposed homeless shelter has a capacity of 30 beds, whereas objective third party statistics state that the number of homeless youths on the streets at any given time ranges between 140 and 272.
- For homeless youths who come to the shelter when the beds are already taken, and for homeless youths who are unable or unwilling to abide by shelter rules, Volunteers of America will hand out "survival gear" (or, in other words, sleeping bags for said youths to sleep in out in the community.
- The proposed homeless shelter proposes that the overnight sleeping arrangements will be cots set up in a large common room on the first floor of the facility, adjacent to bathroom and shower facilities, and that all of the co-ed youth will sleep together in that large common room.
- Volunteers of America will have only two (2) staff persons on duty at night.
- Volunteers of America's plan for mitigating potential negative impacts of homeless young persons outside the facility are (1) to design a building that will entice the young homeless persons to come inside the building; (2) install spot lights on the outside of their building; (3) install surveillance cameras on the outside of their building and (4) talk to the young homeless persons about the importance of being respectful, good neighbors while they are out in the community.
- There is an existing sexually oriented business, Trails strip club, located at 920 South 300 West – just 750 linear feet from the proposed homeless shelter site. Alcohol is also served at Trails strip club.
- There is an existing 56 bed residential Adult Detoxification Center at 252 West Brooklyn Avenue, run by Volunteers of America, which serves nearly 1,600 individuals each year – 90% of whom are homeless and/or living in poverty.

- There is a high concentration of adult homeless persons in the immediate neighborhood of the proposed site, due not only to the VOA Adult Detoxification Center, but also the adult homeless campus (Road Home, St. Vincent De Paul Food Kitchen, 4th Street Clinic) just blocks, and a short walk, away.
- There is an existing TRAX station at 200 West 900 South. A principal reason stated by the VOA for locating the proposed homeless shelter at 400 West 900 South is its close proximity to the TRAX station – so that the homeless youth can use the TRAX transit system to get where they need to go. In order to walk to the 200 West 900 South TRAX station, the homeless youth will walk within 200 feet of the Trails strip club.

B. Analysis

Having worked with troubled youths and youthful victims of physical and sexual abuse, I have a very strong interest in protecting the interests of young persons. As VOA has acknowledged, youths aged 15 to 22 are a very vulnerable group. Over 80% are victims of emotional, physical, and sexual abuse. Over 80% suffer from varying degrees of mental illness.

As I have reviewed the facts involved with locating the proposed VOA youth homeless shelter at 400 West 900 South, however, it has become obvious to me that locating the proposed youth homeless shelter at this location will subject them to an unacceptably high risk of harm. Again, the proposed location at 400 West 900 South is merely 750 feet from Trails strips club (an adult sexually oriented business), is less than 1,000 feet from VOA's Adult Detoxification Center, and is within an existing high concentration of adult homeless persons. In my professional opinion, it seems very unlikely that VOA will be able to successfully mitigate the anticipated detrimental effect of locating the proposed shelter within said negative aspects of the area. The VOA's proposed shelter will attract the vulnerable homeless youths into this neighborhood, but these youths will not be inside the shelter all of the time – VOA will be powerless to protect these vulnerable homeless youth while outside their facility.

There are many places along the Wasatch Front where the VOA can build a homeless youth shelter that would not be close to adult sexually oriented businesses, an adult drug detoxification center, and high concentrations of adult homeless people. I feel a strong professional need to speak on behalf of these vulnerable youths in favor of their highest and best interest. Allow me to elaborate in more depth.

1. Locating the Proposed Homeless Shelter at 400 West 900 South Will Likely Unacceptably Endanger the Homeless Youths to be Served and Protected by the Shelter.

A. The Proposed Homeless Shelter Will Very Likely Endanger the Homeless Youth Because It Is Too Close to the Trails Strip Club. From my years of experience as a practicing clinical psychologist working not only with child victims of emotional, physical, and sexual abuse, but also on a court-appointed basis with perpetrators of such abuse, it is my professional opinion that locating the proposed homeless shelter a mere 750 feet from the Trails strip club will very likely result in many young homeless persons being victimized by the criminal element inherently associated with adult sexually oriented business. Young homeless boys and girls will very likely be victimized if the proposed shelter is located a mere 750 feet from the Trails strip club. Again, once these vulnerable youths are outside the proximity of the shelter, the potential of their becoming easy prey is too great to ignore – and risk.

In Crime-Related Secondary Effects – Secondary Effect of “Off-Site” Sexually-Oriented Businesses, Richard McCleary, Ph.D., 2008, authored a study commissioned by the Texas City Attorneys' Association (hereafter referred to as “Crime-Related Secondary Effects of SOBs Study”), it states: “It is scientific fact that SOB's [sexually-oriented business], as a class, pose large, statistically significant ambient public safety hazards. The public safety hazard is realized not only in terms of 'victimless crimes' (prostitution, drugs, etc.) but, also, in terms of the 'serious' crimes (assault, robbery, etc.) and 'opportunistic' crimes (vandalism, trespass, etc.) that are associated with vice . . . We call the SOB-crime relationship a 'scientific fact' because, first it is predicted by a strong scientific theory; and second, because the theoretical prediction has been corroborated empirically. On the second point, [Table 3 contained within the original article] lists 20 empirical studies whose findings corroborate the claim that SOBs pose large, significant ambient public safety hazards. The remarkable range of time-frames, locations, and circumstances represented by these studies suggests that the consensus finding is general and robust.” Crime-Related Secondary Effects of SOBs Study, pg. 52.

It is not disputed that the Trails strip club serves alcohol to its patrons. The Crime-Related Secondary Effects of SOBs Study continues to state: “Proximity to alcohol is a key component of the criminological theory of secondary effects. Alcohol aggravates an SOB's already high ambient crime risk by lowering the inhibitions, and clouding the judgments of the SOB's patrons. In effect, alcohol makes the soft targets found at the SOB considerably softer. The available data corroborate this theoretical expectation in all respects. Predatory criminals prefer inebriated victims, and SOBs that serve alcohol, or that are located near liquor-serving businesses pose accordingly larger, and qualitatively different, ambient public safety hazards. Governments rely on this consistent finding of crime-related secondary effect studies as a rationale for limiting nudity in liquor-serving business.” Id at. 55.

In the Crime-Related Secondary Effects of SOBs Study, McCleary notes that “. . . a more economical, practical mitigation strategy . . . “ for dealing with the anticipated detrimental secondary crime effects of an SOB is “. . . reducing the density of targets in a SOB neighborhood.” [underline for emphasis] Id. At 55. “Targets”, according to the Study, are “potential victims”. So, locating the proposed youth homeless shelter will do exactly the opposite of what the experts propose as the best mitigation strategy. Rather, the location of the proposed youth shelter would increase the density of targets in an SOB neighborhood by bringing in new, very vulnerable homeless youths.

The Crime Secondary Effects of SOBs Study then refers to a study of the “risk-distance function” of 28 Greensboro SOBs from 1996 to 2005, which found a 6-fold increase in the incidence of personal crime (homicide, aggravated assault, robbery, and rape) relative to the neighborhood risk. The study describes the risk as follows: “Suppose that a person exits a building five city blocks (ie. 2,000 feet) away from an SOB. As this person walks toward the SOB, his or her victimization risk rises. For the first few blocks, the risk increments are modest; thereafter, the risk increments grow large. At two blocks from the SOB [800 feet, study assumes 400 foot blocks], the person's risk is double what it was at the start of the five-block walk. At one-half block, the risk is six times higher.” Id at p. 57.

“Governments can take advantage of the risk-distance relationship . . . by setting minimum distances between SOBs and other sensitive land uses. SOB patrons have no choice but to 'run the gauntlet.' The victims of some ambient crime incidents are not SOB patrons, however, but rather, are neighborhood residents and by-passers. By setting minimum distances between SOBs and the land uses frequented by these people, the governments mitigates the SOB's ambient crime risk secondary effect.” Id at p. 57.

Conversely, if a city allows the proposed youth homeless shelter to be located just 750 feet from the Trails strip club, and along a walking route to a TRAX station that brings the homeless youth within 100 feet of the Trails strip club, the city is specifically increasing the ambient risk that those youth will be victimized, due to the documented two-fold increased crime risk observed at the 750 foot distance in the Greensboro Study, and the six-fold increased crime risk observed at the 200 foot distance. While one may argue that the increased criminal victimization risk is minimal at 750 feet, many of the homeless youth will be walking to the 200 West 900 South TRAX station, and this walk will bring these vulnerable homeless youths within 100 feet of the Trails strip club. Indeed, asking these vulnerable youth to walk to the TRAX station is asking these kids to 'run the gauntlet' of potential criminal victimization.

In my professional opinion, it is entirely unacceptable, and irresponsible, to subject these vulnerable youths to a documented six-fold increased risk of being criminally victimized by locating the proposed youth homeless shelter at 400 West 900 South – knowing these vulnerable youths will be walking within 100 feet of a sexually oriented business every time they walk to the TRAX station. As adults, we have an obligation to protect those who cannot protect themselves. We have an obligation to speak for youths who have no voice. As adults, we have an obligation to prevent unacceptable risks to these vulnerable youths. The only effective way to protect these vulnerable youth is to not locate their shelter so close to a sexually oriented business.

B. The Proposed Homeless Shelter Will Likely Endanger the Homeless Youth Because It Is Too Close to High Concentrations of Adult Homeless Persons. The 400 West 900 South location of the proposed VOA youth homeless shelter is just six blocks, and a short walk from the main adult homeless campus of the Road Home, the Fourth Street Clinic, St. Vincent De Paul Soup Kitchen, and just a block (via an abandoned rail corridor) from the VOA's 56 bed residential Adult Detoxification Center servicing 1,600 patrons a year, 90% of whom are homeless and/or living in poverty. Because the proposed site sits between these bookend adult homeless service centers, persons living and working in the immediate neighborhood report the neighborhood as having an existing high concentration of adult homeless persons. Placing a new vulnerable population of young homeless persons into this adult homeless vortex will very likely endanger these homeless youths.

1. **Rates of Crime Within the Homeless Population Exceeds Normal**

Populations. It is well established that rates of crime among the homeless exceed norms. See Martell, Rosner, & Harmon, *Base-Rate Estimates of Criminal Behavior by Homeless Mentally Ill Persons in New York City*, Psychiatric Service, 596-601, June, 1995. Mentally disordered persons had 40 times the rate of homelessness found in the general population, and 21 times the rate in the population of mentally ill persons in the city. The overall rate of criminal offenses was 35 times higher in the homeless mentally ill population than in the domiciled mentally ill population; the rate of violent crimes was 40 times higher, and the rate of nonviolent crimes 27 times higher in the homeless population; and homeless persons were significantly more likely to have been charged with victimizing strangers. Statistics from the Salt Lake City Police collaborate this conclusion. For example, a 44% increase in crime was reported this past Fall in the vicinity of Pioneer Park caused, in principal part, by the high concentration of adult persons in and around Pioneer Park, and the criminal element hiding within the adult homeless population.

2. **Young Homeless Persons are Vulnerable Targets of Crime.** According to a 2010 report, *Surviving Crime and Violence: Street Youth and Victimization in Toronto* (Gaetz & O'Grady, 2010) commissioned by Justice for Children and Youth, homeless youths in Toronto are victims of crime at rates that would be considered unacceptable for any other group. More than 76% of homeless youth surveyed said they had been victims of violent crime in the past year, and almost three-quarters reported multiple incidents. Females and those who become homeless at the age of 16 or 17 were the most vulnerable. See also, National Coalition for the Homeless "Violence and Death on Main Street USA: A Report on Hate Crimes and Violence Against People Experiencing Homelessness, 2006 (studies and surveys indicating that homeless people have a much higher criminal victimization rate than the non-homeless, but that most incidents never get reported to authorities).

Volunteers of America itself has recognized its youthful clientele as extremely vulnerable. VOA lobbies the need for a separate homeless shelter for young homeless because those youth are not safe at the adult homeless shelters. Moreover, there are numerous recent statements to the local press by youth served by the VOA who report that they have been victims of crime, that they fear the adult homeless population and the adult homeless shelters, and that they want to avoid the adult homeless population.

3. **The City's Young Homeless Will Likely be Victimized and Harmed by Locating the VOA Homeless Shelter at 400 West 900 South.**

Objective statistics (ie. those issued by organizations other than VOA, or by the VOA, set number of young homeless persons on the street at any given time between 140 and 272. The VOA's proposed youth homeless shelter only has 30 beds. It is highly likely that not all young homeless person attracted to the neighborhood by the proposed youth homeless shelter will be able to be served by that

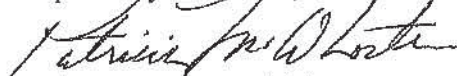
shelter. Moreover, youths who are not engaged in the shelter's daytime programs will be asked to leave the facility between the three meals that will be served each day. As a result, many of the young homeless attracted to this neighborhood by the shelter will be out on the streets during the day.

Conclusion

Given the current existing high concentration of adult homeless persons in the immediate neighborhood of the proposed shelter, and the statistically proven higher ambient crime rates of the homeless population, it is my professional opinion that an unacceptable number of young homeless persons attracted to the neighborhood will become victims of crime as a direct result of locating the VOA youth homeless shelter at 400 West 900 South. It is further my professional opinion that VOA's lights on their building, and surveillance cameras, will be able to do nothing to reduce, or mitigate, the risk of criminal victimization of these youthful homeless persons. Again, once they are out of proximity to the shelter, they will essentially be on their own.

In conclusion, there are many places along the Wasatch Front where VOA could put a youth homeless shelter that would increase the likelihood of safety. As responsible adults and citizens, we have an obligation to speak on behalf of those vulnerable youth, and sound the message that these youth are important and deserving of our protection. Locating the proposed youth homeless shelter at 400 West 900 South creates an anticipated, and highly likely, detrimental effect of increasing the crime victimization risk for these vulnerable homeless youth – that cannot be mitigated in any meaningful manner other than locating the shelter in a safer location. Respectfully, based upon my professional opinion set forth herein, I would request and recommend the Planning Commission to carefully consider what I have presented here.

Respectfully submitted,



Patricia McWhorter, PhD
Licensed Psychologist

Attachment G
Department Comments



Department Comments

888 S 400 West

PLNPCM2013-00916

Date	Task/Inspection	Status/Result	Action By	Comments
11/5/2013	Staff Assignment	Assigned	Maloy, Michael	
12/5/2013	Community Council Review	Complete	Maloy, Michael	Applicant presented proposal to Ball Park Community Council.
12/12/2013	Fire Code Review	Complete	Itchon, Edward	No comment.
12/16/2013	Engineering Review	Complete	Weiler, Scott	Curb, gutter and sidewalk are required along the project frontage of 400 West Street. The developer's engineer needs to include this in the civil plans when they are prepared. Prior to performing any work in the public way, a Permit to Work in the Public Way must be obtained from SLC Engineering by a licensed contractor, who has a bond and insurance certificate on file with SLC Engineering. Engineering has no objection to the proposed Conditional Use Permit.
12/18/2013	Transportation Review	Complete	Walsh, Barry	Sheet A0.00 addresses past DRT comments for public way improvements (curb, gutter, sidewalk, etc.) and onsite parking (with ADA), bike stalls, and pedestrian access. DRT - Provide parking calculations (homeless 1/employee or 1/K sf or other uses, office 3/K) to indicate required stalls and provided stalls; indicate ADA stalls and the 5% of required parking to be for bicycle stalls. Indicate location of bike rack and detail per SLC std f1.f2. Provide public way improvements / Engineering and remove dead approach. Coordinate with Scott Vaterlaus (801-535-6630) for proposed FLZ or drop off area. Paving between curb and walk to be maximum 4' wide carriage walk.
12/24/2013	Building Review	Complete	Brown, Ken	Proposal to comply with all appropriate code requirements.
12/24/2013	Zoning Review	Complete	Brown, Ken	See notes in DRT2013-00395. The plans are not clear as to how trash is to be addressed for this proposal (6' to 8' solid enclosure required if a dumpster is planned). The plans are not clear as to how lighting of the parking lot is being addressed. All building projections are to meet the 10' front and corner side yard setback requirement, except as allowed by 21A. 36.020. If the submittal of this application is considered "vesting" for this project; the clear pedestrian pathway per 21A.44.020F.7, the maximum parking requirement as noted in 21A.44.020H.2 and the electric vehicle parking per 21A.44.050B.2 may not be applicable.
1/3/2014	Public Utility Review	Complete	Stoker, Justin	While we have no comments on the conditional use, it should be noted that the subject property is in a FEMA designated Zone AH. Development of the parcel will require a special floodplain permit and development of the parcel has special development regulations. It is recommended that the developer consult an engineer or surveyor with experience in floodplain development.

1/16/2014	Police Review	Complete	Maloy, Michael	<p>The Police Department has reviewed the conditional use application for Volunteers of America's proposed homeless youth resource center at 888 South 400 West. After reviewing the application and analyzing crime data and records for comparison areas, the site, and the surrounding areas, there are no trends or patterns that would cause concern from a public safety point of view.</p> <p>There is not a similar comparison for the new facility, so reported crime and call response numbers were collected for the location of 655 South State Street and the surrounding three block area. These numbers show that police were called or responded to the specific location thirty-five times a year on average which is not significantly different from neighboring locations.</p> <p>The data also shows Part I and II crimes committed by the age group 18-25 years old. Differentiating crime linked to 655 South from surrounding causes is difficult. State Street is a major thoroughfare which will tend to inflate reported crimes. In examining the specific reports, many were simply reported by the victims once they returned to their residence at 655 South.</p> <p>The Police Department deals with public safety issues involving the population served by this new facility. This additional resource will be helpful in bringing resources to those in need as well as for officers when dealing with victims or homeless youth they may come in contact with during the course of their work.</p> <p>Mike Brown, Deputy Chief Strategic Deployment Bureau</p>
1/30/2014	Sustainability Review	Complete	Maloy, Michael	No comments received.



Memorandum

Salt Lake City Police Department
Salt Lake Information Center

To: Michael Maloy, Project Planner

From: Mike Brown, Deputy Chief Strategic Deployment Bureau

Date: January 16, 2014

Re: PLNPCM2013-00916 VOA Youth Center Conditional Use Application

The Police Department has reviewed the conditional use application for Volunteers of America's proposed homeless youth resource center at 888 South 400 West. After reviewing the application and analyzing crime data and records for comparison areas, the site, and the surrounding areas, there are no trends or patterns that would cause concern from a public safety point of view.

There is not a similar comparison for the new facility, so reported crime and call response numbers were collected for the location of 655 South State Street and the surrounding three block area. These numbers show that police were called or responded to the specific location thirty-five times a year on average which is not significantly different from neighboring locations.

The data also shows Part I and II crimes committed by the age group 18-25 years old. Differentiating crime linked to 655 South from surrounding causes is difficult. State Street is a major thoroughfare which will tend to inflate reported crimes. In examining the specific reports, many were simply reported by the victims once they returned to their residence at 655 South.

The Police Department deals with public safety issues involving the population served by this new facility. This additional resource will be helpful in bringing resources to those in need as well as for officers when dealing with victims or homeless youth they may come in contact with during the course of their work.



(U) SLIC CRIME DATA REPORT ♦ 01/08/2014

VOA Youth Resource Center 2010-2013

(U) Requested Data

(U) This report is in response to a request received for the address 655 S. State Street, SLC, UT. The request included:

- Calls for Service to the address
- Part 1 Crimes committed by ages 18-25 in a three block area
 - Compared to city average
- Part 2 Crimes committed by ages 18-25 in a three block area
 - Compared to city average

(U) Data

(U) The extracted data includes all Part I and Part II cases that occurred entirely between January 1, 2010 and December 31, 2013 within a six-by-six block, square area centered over the given location. The data show the number of individual cases within each category. No city average data is available.

(U) There were 105 Calls for Service to the 655 S STATE ST from 2010-2013. Offense data is shown in *Table 1*

	2011	2012	2013
Part I	202	328	467
Homicide	0	0	0
Forcible Rape	8	8	18
Robbery	9	10	18
Aggravated Assault	22	46	70
Burglary	14	12	16
Larceny/Theft	137	235	321
Motor Vehicle Theft	12	17	24
Arson	0	0	0
Part II	497	494	515
Other Assaults	121	122	133
Forgery/Counterfeiting	9	12	9
Fraud	16	12	16
Embezzlement	0	0	0
Stolen Property	7	11	6
Vandalism	29	58	26
Weapons	6	14	2
Prostitution	17	0	6
Sex Offenses	0	4	9
Drug Abuse	56	32	53
Family Offenses	9	11	14
DUI	68	38	52
Liquor Laws	33	21	14
Drunkenness	15	21	22
Disorderly Conduct	10	10	9
All Other Offenses	96	120	140
Curfew/Loitering	0	0	0
Runaway	5	8	4
NonUCR Categories	308	309	277

(U) *Note: The figures included in this report are preliminary figures for general planning purposes only. They do not necessarily represent the official figures of the Salt Lake City Police Department, which may not yet have been released for the current period. Although every reasonable effort is made to verify their accuracy, the accuracy of any data is only as reliable as the programs used to produce them, the method of access to the records, and the manner by which they are queried.*

If dissemination of this product beyond the original recipients and/or intended purpose is needed, please contact the Salt Lake Information Center at (801) 799-4685.

(U) SLIC CAD DATA REPORT ♦ 01/09/2014

VOA Youth Resource Center 2010-2013

(U) Data

(U) Calls for Service totals are shown in the attached table. The table includes all Calls for Service that occurred entirely between January 1, 2010 and December 31, 2013 at 655 S STATE ST. Data is presented by how the call was closed.

Call for Service Breakdown for 655 S State St.	
Crime Types	Count
ASSAULT	
Assault - Simple Assault	2
Intimidation - Telephonic Threats	2
Assault - Threats Free Text	2
Intimidation - Written Electronic	1
BURGLARY	
Burglary Alarm - User Error	1
Burglary - Forced Entry to Non Residence	1
DAMAGED PROPERTY	
Damaged Property - Private Vehicle	3
Damaged Property - Private	1
ESCAPE	
Escape - In State Warrant	2
Intel	
Intel	1
JUVENILE OFFENDER	
Juvenile Offender - NCIC Hit/Wanted	1
LARCENY	
Larceny - From Building	3
Larceny - Free Text	1
PRIVACY	
Privacy - Trespassing	1
PUBLIC ORDER	
Public Order - Free Text	31
Public Order - Police Assistance	15
Public Order - Lost Property	2
Public Order - Civil Cases	2
Public Order - Public Intox	1
Public Order - Found Property	1
Public Order - Ambulance Call - Sick	1
PUBLIC PEACE	
Public Peace - Free Text	10
Public Peace - Mentally Ill Subject	3
Public Peace - Disorderly Conduct	1
Public Peace - Disturbing the Peace	1
SEX OFFENSE	
Sex Offense - Seduction Under 17 YO	1
TRAFFIC	
Traffic - Free Text	5
Traffic - Moving Traffic Violation	1
Traffic - Non Reportable	1
Traffic - Hit & Run	1
TX	
TX	6
Grand Total	105

(U) Note: The figures included in this report are preliminary figures for general planning purposes only. They do not necessarily represent the official figures of the Salt Lake City Police Department, which may not yet have been released for the current period. Although every reasonable effort is made to verify their accuracy, the accuracy of any data is only as reliable as the programs used to produce them, the method of access to the records, and the manner by which they are queried.

If dissemination of this product beyond the original recipients and/or intended purpose is needed, please contact the Salt Lake Information Center at (801) 799-4685.



Memorandum

Housing & Neighborhood Development Division
Community & Economic Development Department

To: Michael Maloy, Project Planner

From: Elizabeth Buehler, Homeless Services Coordinator

Date: January 14, 2014

CC: Michael Akerlow, Housing & Neighborhood Development Division Director

Re: PLNPCM2013-00916 VOA Youth Center Conditional Use Application

The Housing and Neighborhood Development Division (HAND) has reviewed the conditional use application for Volunteers of America's proposed homeless youth resource center at 888 South 400 West. After reviewing the application, HAND cannot see any issues that need to be resolved with the application. The proposed homeless youth resource center will continue the services of the existing facility, located at 655 South State Street, with the addition of 30 temporary beds for homeless youth.

The new facility will allow VOA to serve homeless youth better as community, classroom, dining, food and supply storage, and counselor space will be larger and better integrated. Currently, the VOA's homeless youth resource center is in multiple storefronts that were not intended for the services it provides. The new facility will be designed specifically for helping homeless youth.

The addition of the temporary beds will allow VOA to fill a service need it currently cannot. Now, if the VOA cannot get a youth into services until the following day it must ask the youth to come back. With the possibility of available beds, the VOA can keep the youth and get them into services seamlessly.

HAND has reviewed the proposed application against both the 2012 Comprehensive Housing Policy and the 2000 Salt Lake City Community Housing Plan. HAND believes the proposal meets both city policies.

Adopted by City Council in November 2012, the Comprehensive Housing Policy includes statements on "Homeless, Transitional and Special Needs." Specifically the policy states the City should provide temporary housing to those who do not have other options ("the provision of temporary and permanent housing options for those who have no other

options is a fundamental responsibility of government in modern day society"). Also, the City should "support the development of scattered site affordable housing projects with appropriate case management as needed." The proposed VOA homeless youth resource center meets both of these statements. The City currently encourages scattered sites, the proposed resource center will be a mile from the existing emergency shelter at 235 South Rio Grande Street.

The Salt Lake City Community Housing Plan of 2000 also encourages the "dispersal of transitional housing city-wide." The definition of transitional housing was expanded in the Comprehensive Housing Policy of 2012 to include temporary housing. VOA's proposal is for temporary housing for youth it is placing in more permanent services.

Currently, the VOA is only service provider in Salt Lake County offering homeless youth services. And, while ending homelessness among youth is the Department of Housing and Urban Development's third priority, following ending chronic homelessness and chronic homelessness among veterans, youth homelessness is a concern of HUD and in turn Salt Lake City because the City receives federal homeless dollars.

Also, the proposed facility has been discussed by the Salt Lake Homeless Coordinating Council, the area's lead agency for distributing federal homeless funds in our county and coordinating services. While a formal vote was not taken, the council supported the idea of the new facility.

Attachment H
Executive Summary of Perceived Risks & Mitigations



Conditional Use Application – shelter for homeless youth
CG Zone – 888 South 400 West

Executive Summary

Problem: Youth (15 – 22) are experiencing homelessness in Salt Lake County. VOA sees 40 – 60 per day. There is no overnight shelter specifically for homeless youth. The existing VOA daytime resource center is too small, in poor condition and not correctly zoned for overnight shelter. When we close at 5pm, youth are left to rely on their own meager, inadequate resources.

VOA Proposed Solution: Relocate the existing center to a larger facility in a zone which allows for overnight shelter through the conditional use process.

Goals of the Project Move youth out of homelessness. Surrounding them with opportunity, safety and community support.

- Meet basic needs of food, clothing and shelter (up to 30 emergency beds)
- Partner for increased education, employment and housing opportunities
- Prevent youth from becoming chronically homeless adults

Experienced Service Provider: Volunteers of America, Utah has 28 years of experience operating residential programs. VOA is willing and able to develop this project and oversee its operations. We've served homeless youth for 15 years and care about their safety and their futures. VOA has implemented best practices, and is often sought out both locally and nationally to participate in testifying about our work and participating in developing future best practices. VOA is professional, fiscally responsible and committed to the betterment of people's lives and the health of neighborhoods and communities.

Assist City in Implementation of City Housing Policy: The City Housing Policy regarding homelessness states that the City should provide temporary housing to those who do not have other options. There is no overnight shelter specifically for homeless youth. This is an opportunity to more fully implement the City Housing Policy for this vulnerable population. Homeless youth deserve a safe place to sleep.

Contributes to the Neighborhood: MHTN Architects has effectively designed a model center that takes cues from its SLC west side neighborhood in material and scale, supporting the smooth integration of the center into the neighborhood. This project develops a vacant corner lot, and is designed with ample transparency around the perimeter, welcoming the youth and providing sitelines to activity around the building. The VOA will clean up the brownfield site and bring utilities, curb and gutter, lighting, and thoughtful landscaping around the center. The project will bring staff, volunteers, and youth to increase vibrancy.

Perceived Risks for Overnight Shelter Can Be Mitigated:

The overnight shelter component, in and of itself, does not present cause or intensify any potential detrimental effects that can't be reasonably mitigated. See Perceived Risk and Mitigation Chart.

Committed to Being a Good Neighbor: VOA has proven the ability to be a good neighbor at three residential locations. Hearing neighbor concerns, VOA is proposing a pilot project of a "Homeless Outreach Community Partnership" designed to work in collaboration with neighbors to establish a new level of intervention to deal with homeless individuals who frequent the neighborhood. (See Pilot Project Description)

Request of Planning Commission: Approve the Conditional Use Application.

Volunteers of America, Utah
Proposed Youth Center @ 888 South 400 West
Conditional Use Request: Overnight shelter for Homeless Youth

In addition to years of extensive research, we have reached out to many neighbors and have heard their concerns. We are responding and have established or adjusted program policy as well as the physical design to address perceived risks. VOA will propose a pilot project to neighbors entitled “Homeless Outreach Community Partnership”.

Perceived Risks	Mitigations
<p>Specific to Shelter Component: if the 30 bed shelter is full, youth will seek places to sleep, in abandon buildings, open spaces and on private property</p>	<p>We anticipate seeing 40 – 60 youth per day throughout all center activities. Peak attendance is expected to be about 30 youth at mealtime. Based on our experience with youth, we do not anticipate all youth to want shelter. Per surveys and analysis, we project an initial shelter utilization of 20 youth. Some prefer to stay on couches, some will have recently moved into housing and are transitioning out of homelessness, finishing their self-sufficiency work.</p> <p>Research of Similar Program: In Spokane, WA, Crosswalk provides services to 1,000 youth each year (similar to VOA, Utah). The shelter component serves 5 – 12 minors each night. The CEO says, “Most youth prefer to find alternative places to stay, most commonly with other youth who have housing. Youth who are scared, or have no other option that allows for them to get off the street for the night, tend to come to supervised shelter for safety.”</p> <p>In the event that shelter demand exceeds beds, VOA will assign Street Outreach staff to be available on swing shift to facilitate placements elsewhere by problem solving options and coordinating transportation.</p> <p>Currently, there is no shelter specifically for youth in Salt Lake County. Youth have been forced to find an alternative sleeping arrangements with little or no resources i.e., people’s couches, camping, and other places not meant for human habitation.</p> <p>VOA will utilize an engagement-based shelter approach. Youth will be signed up for a shelter bed throughout each day as a means to support the activities that lead to housing and/or employment. Because of this the shelter is not a “first come first served” model. No one waits outside the building to enter shelter. Youth are granted access to shelter based on some specific criteria that all relate to how they are engaged in the supportive services of the DIC.</p> <p>Current neighbors indicated no signs of youth sleeping on their properties. (See support letters)</p> <p><u>Providing shelter in part of the mitigation.</u> We have an opportunity to bring 30 youth into a safe and supervised overnight shelter. That’s a step in the right direction to supporting youth out of homelessness.</p>
<p>Specific to Shelter Component: Increased noise at all hours</p>	<p>A program policy will set 10pm as quiet hours, consistent with residential neighbors. Youth staying overnight will be checked in by then and inside.</p>

	<p>Loitering has not been a problem at the current facility.</p> <p>Staff will be on duty 24/7 and reinforce the expectation to live to community standards</p> <p>24 hour active monitoring of the property will occur by staff – facility rounds, camera footage review</p>
<p>Youth will loiter in front of and around the center</p>	<p>Loitering has not been a problem at the current facility. (See letters from current neighbors supporting this assertion)</p> <p>To remain on the property, youth will need to engage in productive activity. Staff will teach youth related community standards of not loitering on other people’s property.</p> <p>In the event that youth are not following the standard, staff will enforce no loitering on our property.</p> <p>By design, spacious areas are available within the facility to queue up for meals and other services. Courtyards are included within the building footprint and are only accessed from inside.</p>
<p>Increased criminal activity in the area (trespassing, vandalism, larceny, violent crime, drug crime, sex crime)</p>	<p>Salt Lake City Police response to this conditional use application states that “After reviewing the application and analyzing crime data and records for comparison areas, the site, and the surrounding areas there are no trends or patterns that would cause concern from a public safety point of view”.</p> <p>We’ve operated our current Center since 1999 and the program engenders a commitment to living to community standards. (See support letters from current neighbors)</p> <p>Criminal behavior will not be tolerated on the property. The Center will be a safe place for youth, staff, volunteers and community guests.</p> <p>People older than 22 will be referred elsewhere for services and not allowed to stay on the property. VOA also operates homeless adults services and can be called upon to facilitate appropriate support.</p> <p>While rare at our facility, adults who appear to be preying upon the youth or otherwise posing a threat will be reported to police immediately.</p> <p>Staff, who will be on duty 24/7, are all trained in de-escalation and program policies. Rarely, law enforcement are called if youth don’t respond to staff.</p> <p>CPTED (Crime Prevention through Environmental Design) principles were followed by MHTN</p>

	<p>Architects to insure that the building design, lighting, landscape, and flow of activity around the building will provide natural surveillance, access control, and territorial reinforcement</p> <p><u>Providing shelter is part of the mitigation.</u> Having youth inside for supervised shelter and services will prevent them from being subject to criminal involvement, including being preyed upon when negotiating for a place to stay.</p>
<p>Decreased property values to adjacent properties</p>	<p>Multiple Research articles indicate that property values are not negatively impacted by similar facilities, and the surrounding areas often see an increase in value. Studies also showed that property values are predicated on the quality of the building and grounds maintenance and less on internal program activity.</p> <p>The proposed design has specified quality materials that can stand up to abuse and will not degrade over time.</p>
<p>Cause people to be reluctant to rent adjacent space</p>	<p>Prevention of loitering and addressing criminal behaviors will be done. The facility will primarily operate as an educational facility.</p>
<p>Set a precedent for future homeless shelters in the area, undermining progress made in the area</p>	<p>The Center will be branded without the word homeless</p> <p>VOA does not believe that our move to the neighborhood sets a precedent. VOA intended to locate youth away from the adult homeless population. The proposed location is on the other side of the 600 South barrier, about a mile away, yet close enough for youth to access public transportation and services within Salt Lake City.</p>
<p>Result in an influx of people resembling the main shelter in downtown Salt Lake City</p>	<p>The volume of homeless youth is much less than the homeless adult population. The emergency shelter component will serve up to 30 youth versus downtown shelter of 500 plus people. See attached document, Background information on Volume of youth served.</p>
<p>In violation of City Ordinance re: locating near transit station</p>	<p>The average number of youth expected at the Center each day is 40 - 60.</p> <p>Not Applicable. The closest transit station has not been designated through an approved plan to fall under this ordinance.</p>
<p>Close to Sexually Oriented Business</p>	<p>Not Applicable. The Youth Center does not fall within the specific types of facilities that can not be located near a sexually oriented business.</p>

Proposed Pilot Project for the 900 South 400 West area

VOA is proposing the formation of a pilot project that would bring a more homeless outreach services into the 900 South 400 West areas. We suggest calling this project the Homeless Outreach Community Partnership. This is based on our current experience working with the homeless throughout the community.

While this intervention is not specifically a part of the Youth homeless shelter, we are interested in working to address the existing concerns regarding the impact the homeless are having in this neighborhood:

VOA has outreach resources (staff, vans, case managers) who could be work in partnership with the neighborhood to mitigate some of the adult homeless activity in the area. The pilot would be designed to work as a new collaboration between residents and business and would be designed as follows:

- Outreach team members and the partner(s) would meet and discuss the homeless “traffic” in the area. Outreach would target these areas based on that information and consult with the partner(s) on the results.
- Outreach would schedule time to be present during the morning commute time to help manage interactions with homeless individuals.
- Aggressive panhandlers would be identified and HOP would coordinate with police (HOST) to work with these individuals to limit this behavior.
- Other activities would be developed as the partnership evolves, through discussions and feedback with the neighborhood partners.

This would be a pilot project that would begin before the construction of the new center so that the community will have established a new level of intervention to deal with the homeless individuals who frequent the neighborhood. Having this in place will help to assure the community that issues with any homeless individual will be successfully managed to help provide a safe comfortable and livable environment for everyone.