

Thanks to the following people for their support in making this panel possible:

- Hon. Jackie Biskupski, Mayor
- Mike Akerlow, Community Development Corporation of Utah
- Nick Norris, Planning Division, Department of Community & Neighborhoods
- Danny Walz, Redevelopment Agency of Salt Lake City
- Amanda Holty, Redevelopment Agency of Salt Lake City
- Brian Wilkinson, ULI Utah
- Cameron Diehl, Utah League of Cities and Towns

Salt Lake City, Utah

Shaping a Mixed-Income Community
in East Downtown



Mission:

To encourage and support excellence in land use decision making.

“We should all be open-minded and constantly learning.”

--Daniel Rose

Mission:
Helping city leaders build better
communities



Mission:

Providing leadership in the responsible use of land and in creating and sustaining thriving communities worldwide



Rose Center Programming

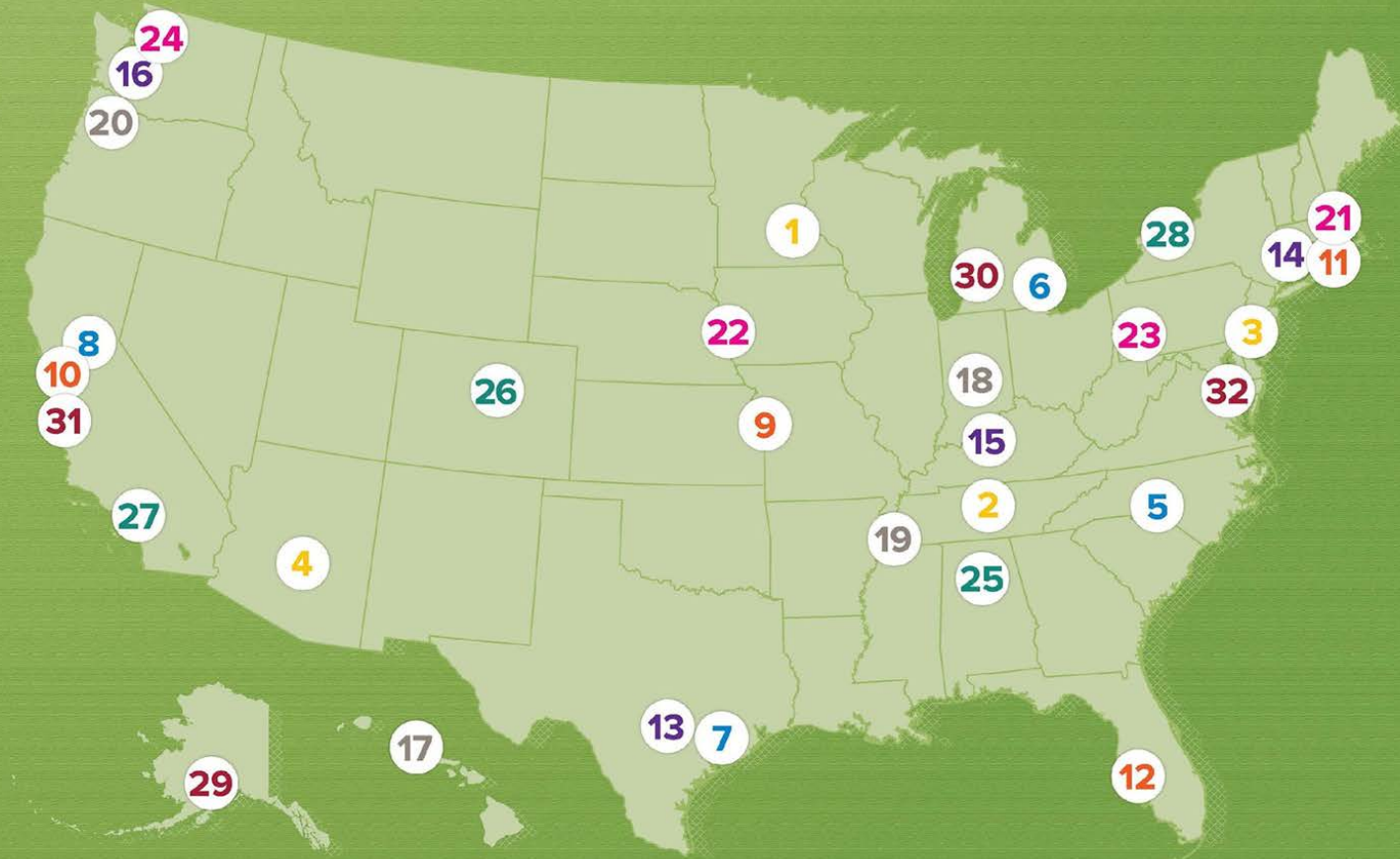


- Policy & Practice Forums
- Education for Public Officials: webinars, workshops, and scholarships to attend ULI conferences



Daniel Rose Fellowship

- Four cities selected for yearlong program of professional development, leadership training, assistance with a local land use challenge
- Mayor selects 3 fellows and project manager



The **DANIEL ROSE**
LAND USE FELLOWSHIP

class of 2018 cities



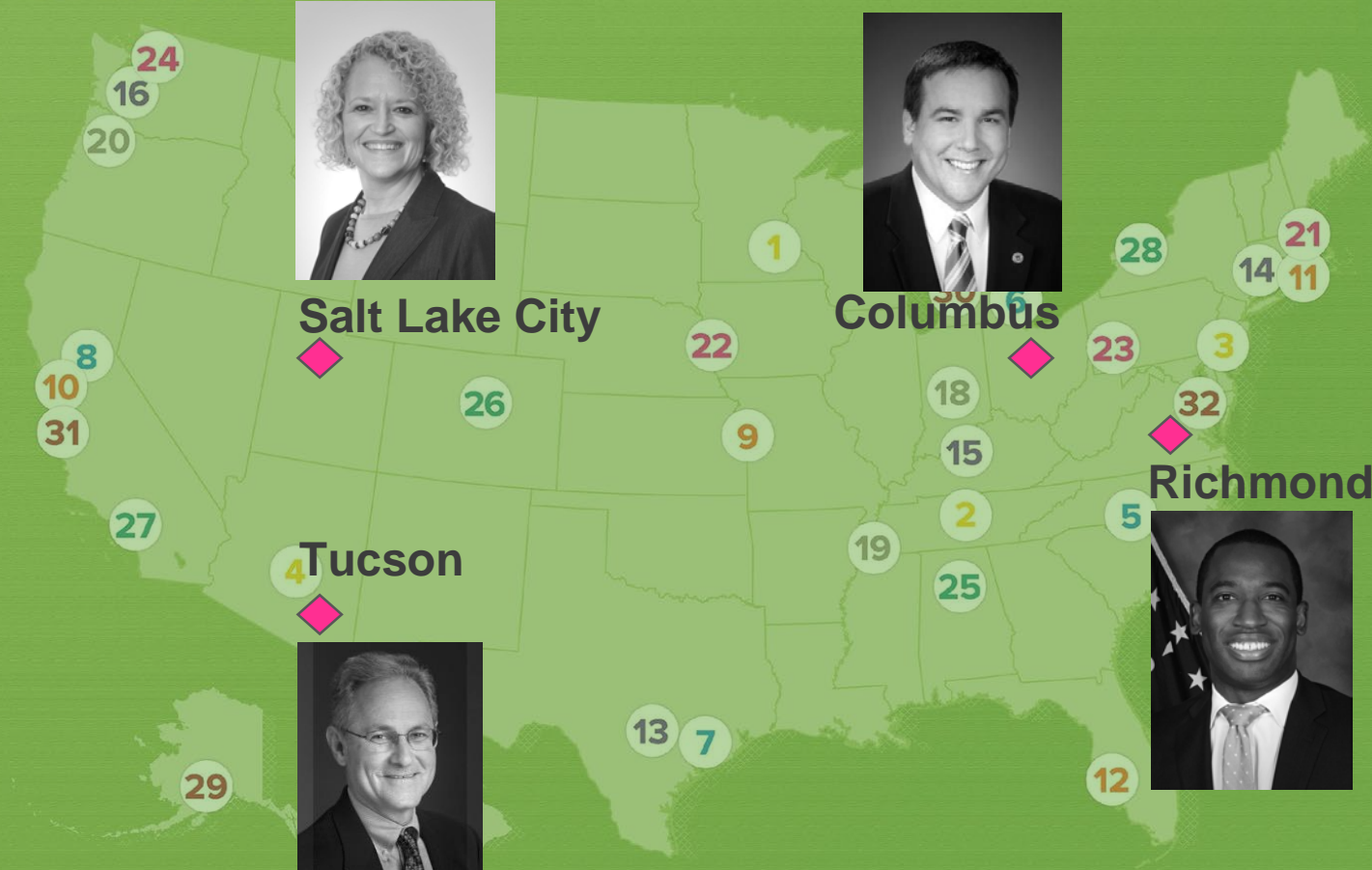
Salt Lake City



Columbus

Tucson

Richmond



Peer Exchange Panel Visit

- Assemble experts to study land use challenge
- Provides city's fellowship team with framework and ideas to start addressing their challenge
- Part of yearlong engagement with each city





411

The Panel

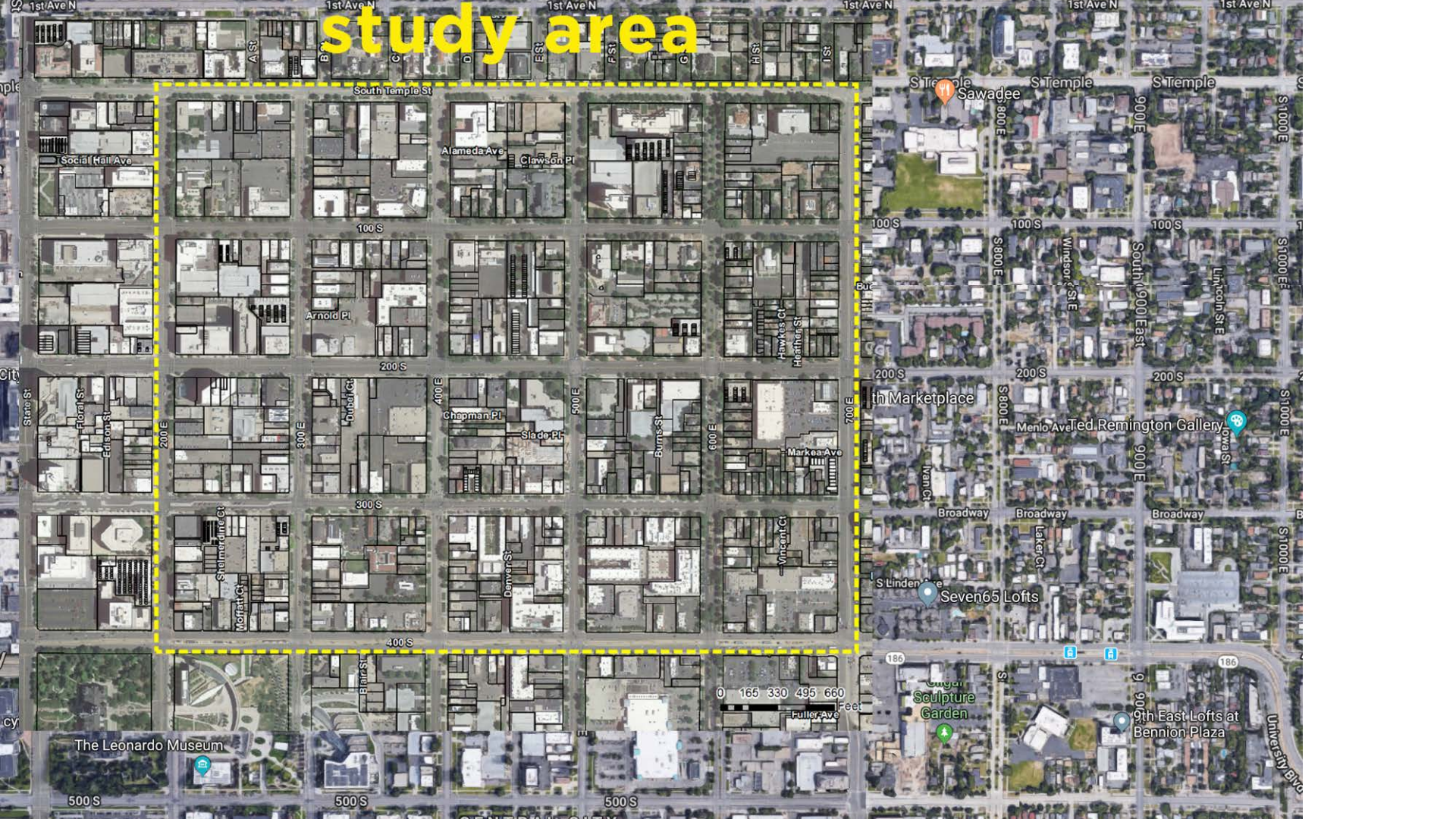
The Panel

- Co-Chair: Nolan Lienhart, ZGF Architects, Portland, OR
- Co-Chair: Molly McCabe, HaydenTanner, Bigfork, MT
- Ana Gelabert-Sanchez, Gelabert-Sanchez & Associates, Coral Gables, FL
- Russell Kaney, Enterprise Community Partners, Winnebago, IL
- Christopher Kurz, Linden Associates, Baltimore, MD
- Carolyn Laurie, Planning & Development Services Department, City of Tucson, AZ (Rose Fellow)
- Mark Noskiewicz, Goodmans LLP, Toronto, ON, Canada
- Steve Schoeny, Department of Development, City of Columbus, OH (Rose Fellow)
- Bob Steidel, Deputy Chief Administrative Officer of Operations, Mayor's Office, City of Richmond, VA (Rose Fellow)
- Molly Urbina, Urbina Strategies, Denver, CO



The Challenge

How can Salt Lake City preserve and improve East Downtown to cultivate a complete neighborhood that serves as a model for mixed-income communities throughout the city?



study area

South Temple St

1st Ave N

1st Ave N

1st Ave N

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1st Ave N

1st Ave N

1st Ave N

1st Ave N

1st Ave N

Social Hall Ave

Alameda Ave

Clawson Pl

100 S

Arnold Pl

200 S

400 E

Chapman Pl

Slade Pl

500 E

Burns St

600 E

Markea Ave

300 S

Shelburne Ct

Morratt Ct

300 S

Denver St

400 S

Vincent Ct

500 S

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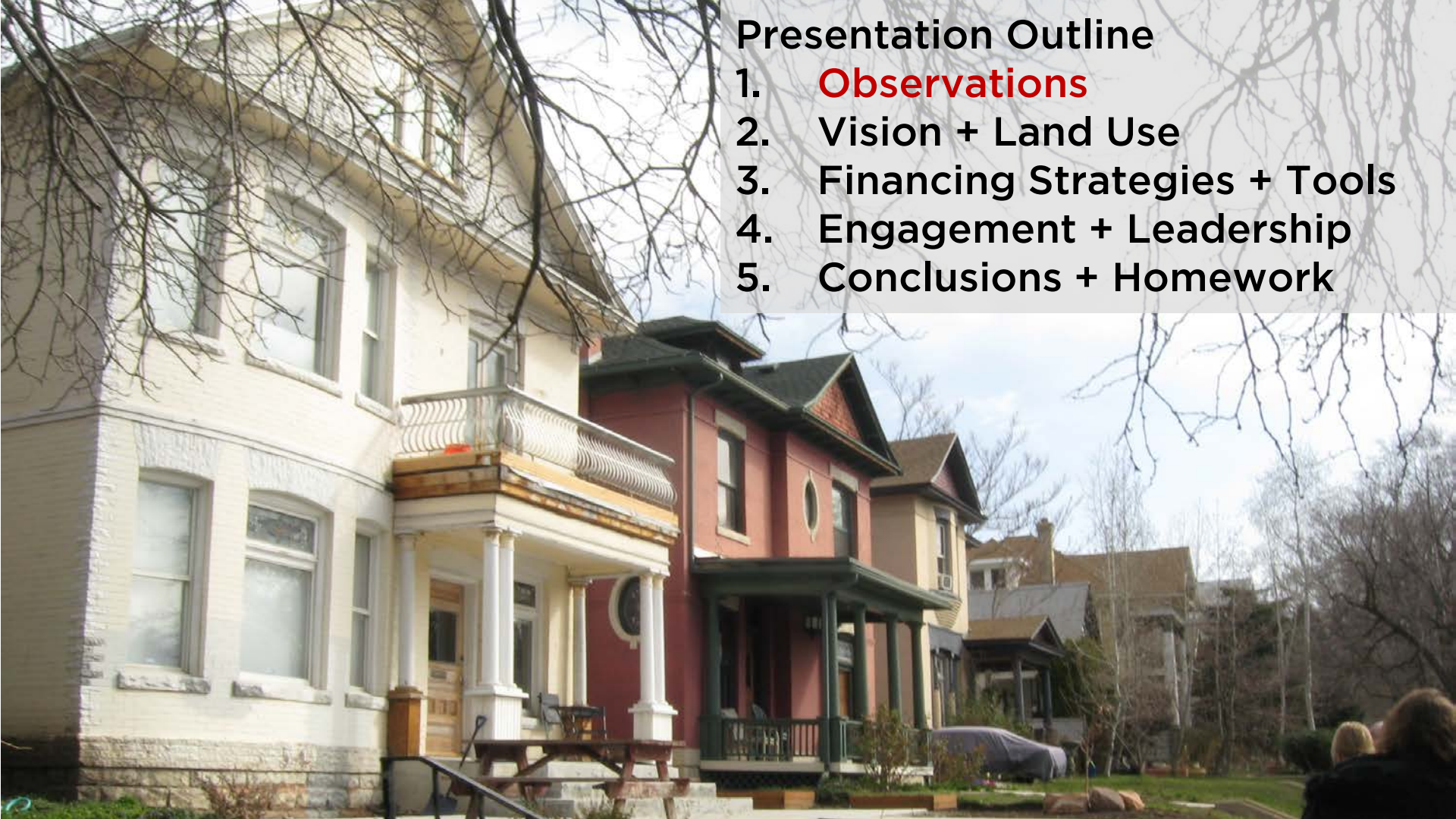
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Presentation Outline

1. **Observations**
2. Vision + Land Use
3. Financing Strategies + Tools
4. Engagement + Leadership
5. Conclusions + Homework



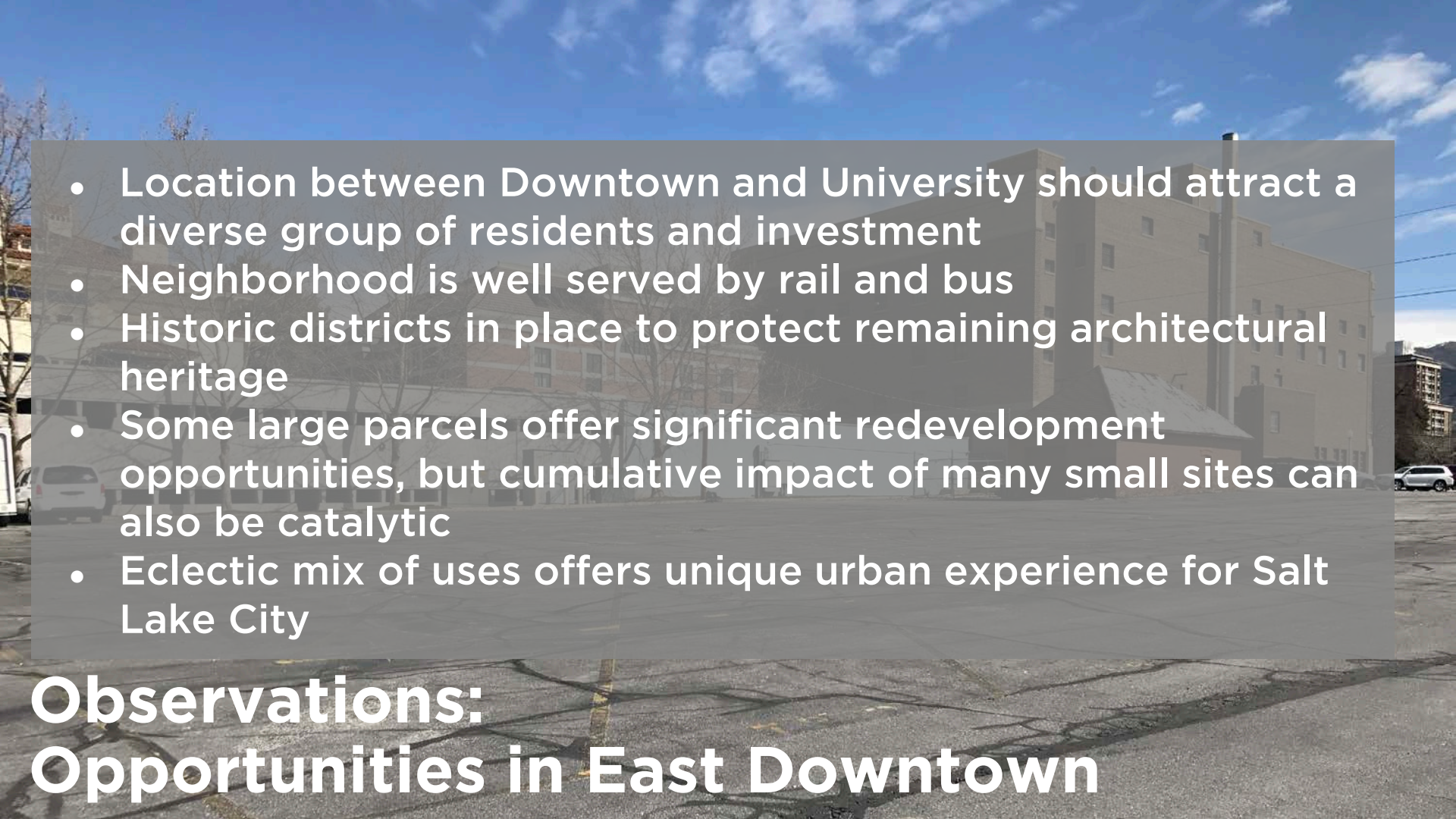
Observations: Salt Lake City

- 
- A nighttime photograph of a city street, likely in Salt Lake City, showing tall buildings, streetlights, and traffic. The image is used as a background for the text overlay.
- Explosive population and job growth being driven by quality of life, unparalleled access to natural environment
 - Surrounding natural beauty, while visible, is compromised by air-quality problems
 - City is attracting high proportion of millennial workers looking for urban lifestyle
 - City is experiencing unprecedented residential development, but still has record low vacancy rates
 - Housing affordability is a challenge at every price point and homelessness is a major concern
 - Housing shortage is exacerbating economic segregation, will eventually compromise economic growth if not solved
 - City and community leadership is committed to dealing with these issues

Observations: Salt Lake City



Observations: Opportunities in East Downtown

- 
- The background image shows a city street scene. In the foreground, there is a paved road with some cracks and a yellow curb. In the middle ground, there are several buildings, including a large, multi-story brick building with many windows. To the left, there are some trees and a white car. The sky is blue with some white clouds. A semi-transparent grey box is overlaid on the image, containing a list of bullet points.
- Location between Downtown and University should attract a diverse group of residents and investment
 - Neighborhood is well served by rail and bus
 - Historic districts in place to protect remaining architectural heritage
 - Some large parcels offer significant redevelopment opportunities, but cumulative impact of many small sites can also be catalytic
 - Eclectic mix of uses offers unique urban experience for Salt Lake City

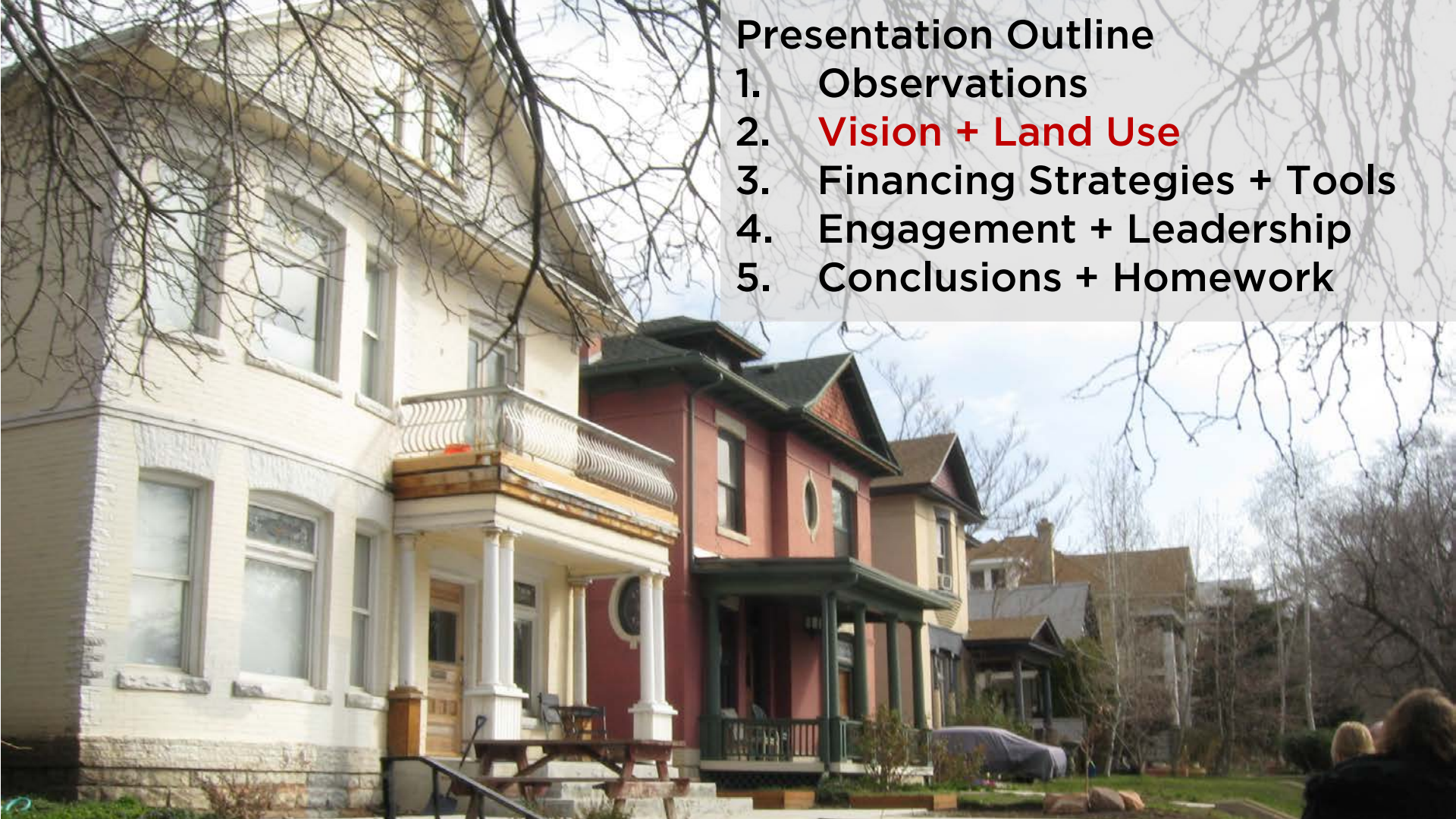
Observations: Opportunities in East Downtown

Observations: Challenges



Observations: Challenges

- Block size and irregular parcels make access and property aggregation difficult
- Neighborhood lacks a defined center or heart, sense of place
- Lack of continuity of urban design and building form
- Lack of park space and community facilities
- Vacant properties send the wrong message to potential investors
- Perception of crime and safety
- Lack of town-gown engagement
- Lack of organized neighborhood stewardship and engagement




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2. **Vision + Land Use**
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What do we want to be?

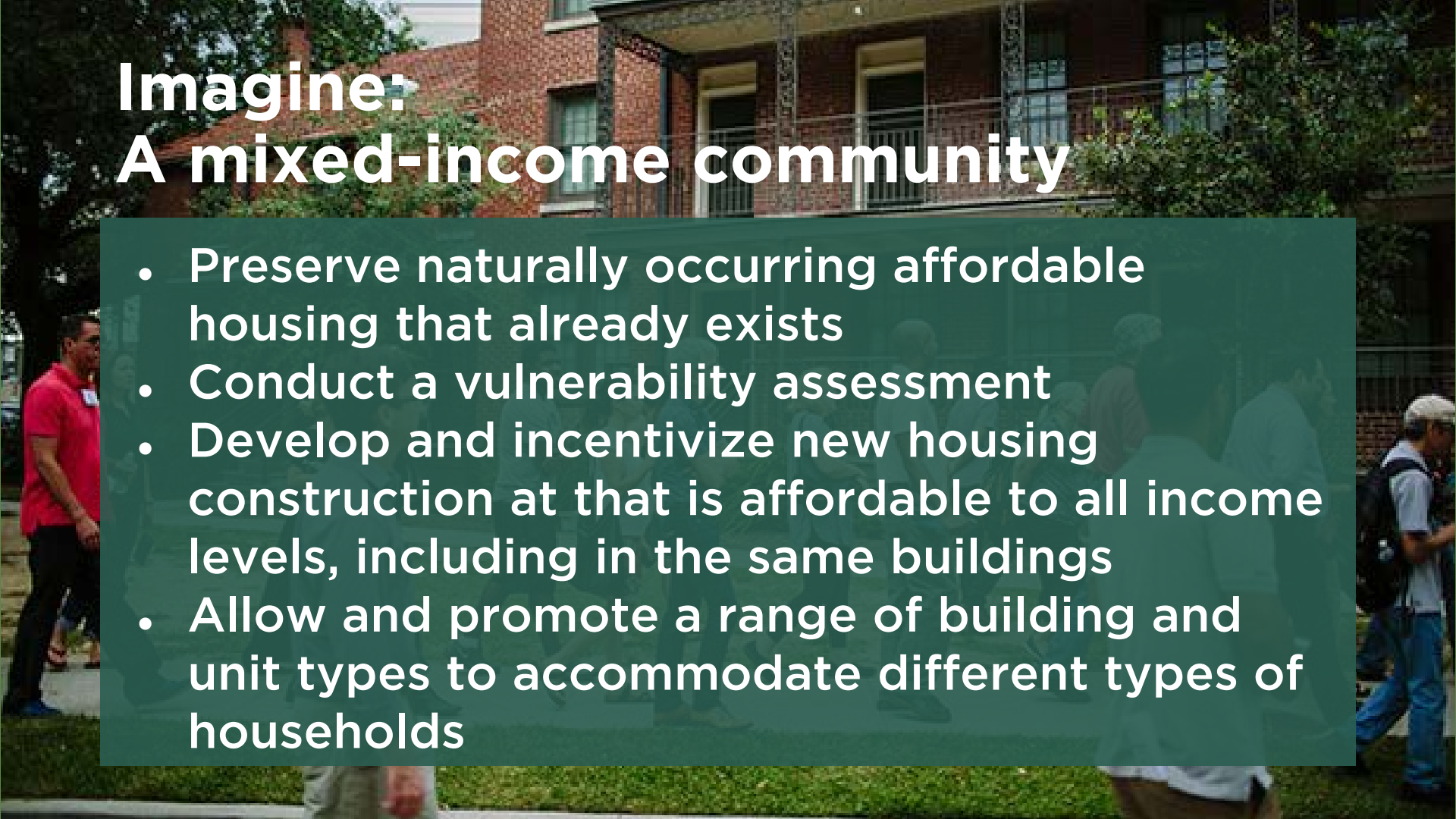
**Imagine:
A mixed-income community**



The background image shows a multi-story brick building with a balcony, partially obscured by green foliage. In the foreground, several people are walking on a sidewalk. On the left, a man in a red shirt and dark pants is walking. On the right, a man in a white shirt and blue jeans with a backpack is walking. The overall scene suggests an urban environment.

Imagine: A mixed-income community

- 70% renters – vulnerable to displacement
- Median income below city average
- Well served by transit
- Strong access to employment and educational opportunities in Central Business District and University
- Market rate development momentum

The background image shows a multi-story brick building with a balcony, partially obscured by green foliage. In the foreground, several people are walking on a path. On the left, a man in a red shirt and dark pants is walking towards the left. On the right, a person in a white shirt and blue pants with a backpack is walking towards the right. The overall scene is outdoors and appears to be a residential or community area.

Imagine: A mixed-income community

- Preserve naturally occurring affordable housing that already exists
- Conduct a vulnerability assessment
- Develop and incentivize new housing construction at that is affordable to all income levels, including in the same buildings
- Allow and promote a range of building and unit types to accommodate different types of households

Imagine:

A place that preserves and builds on heritage

- Incentivize preservation of contributing historic buildings and landscapes
- Develop clear and focused guidelines for new construction within the historic district
- Develop clear development guidelines that promote the relationship of historic and non-historic structures
- Celebrate cultural heritage and history



**Imagine:
A place with its own character and identity**



Wynwood, Miami



Imagine: A place with its own character and identity

- Build on cultural and historical character
- Establish identity for the neighborhood and sub-areas
 - Reinforce the emerging center: 2-3-4-5 block
 - District branding and wayfinding
- Create new open space/public realm amenities
 - Parks, plazas, other special places

Imagine:
A place with strong community stewardship



A photograph of a community mural project in progress. A large concrete wall is being decorated with colorful, abstract murals. Several people are visible working on the wall, and a table with various supplies like paint buckets and brushes is in the foreground. The scene is outdoors, with a chain-link fence and trees in the background.

Imagine: A place with strong community stewardship

- Who speaks for this neighborhood?
- Deeper community engagement & organization
 - Reach and engage underrepresented residents
- Identify champions & stewards
 - Community leaders
 - Major businesses & property owners
 - University, philanthropic & institutional partners

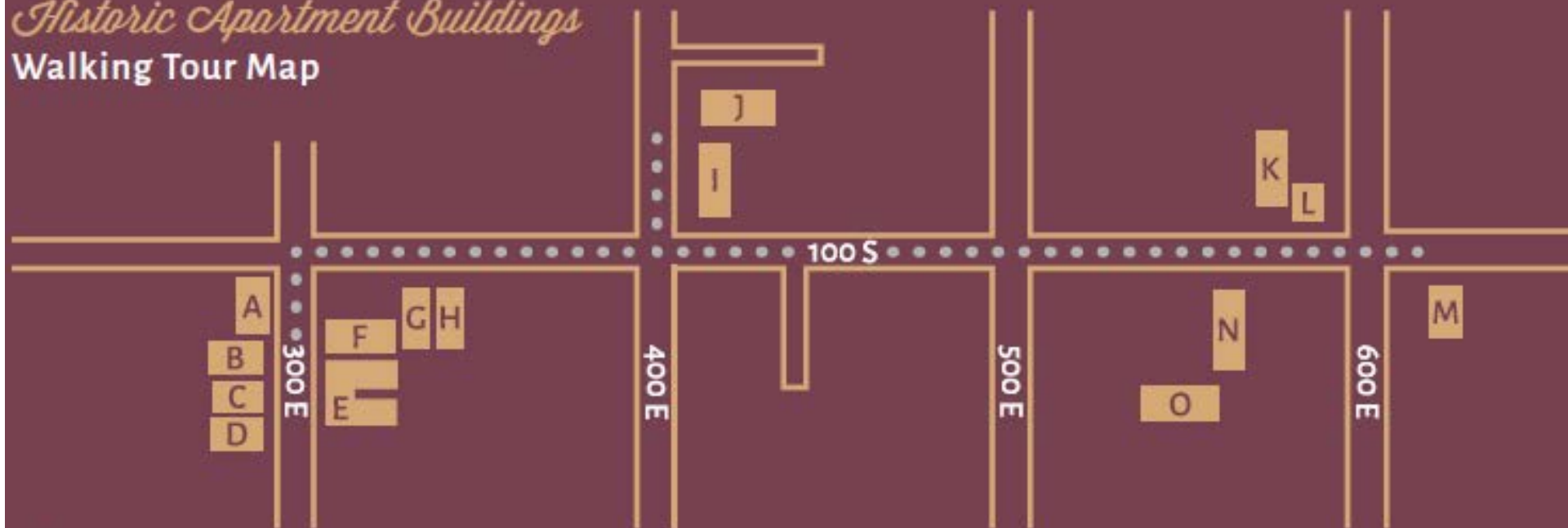
Zoning Approach



Zoning Approach

- Reduce and simplify zoning categories, and expand form-based approach to entire District
- Zoning categories should permit and encourage a mix of residential and commercial uses throughout the District
- Maximize densities and heights along the 400S and other transit corridors
- Consider transit-supportive minimum densities and heights along the corridors
- Discourage suburban-form development
- Refine design guidelines and introduce incentives to encourage design excellence and enhanced streetscape/tree canopy
- Introduce density and/or height bonuses for provision of affordable housing, community services, public open-space and mid-block connections and/or dedication of mid-block right-of-way or access lanes

Historic Apartment Buildings Walking Tour Map



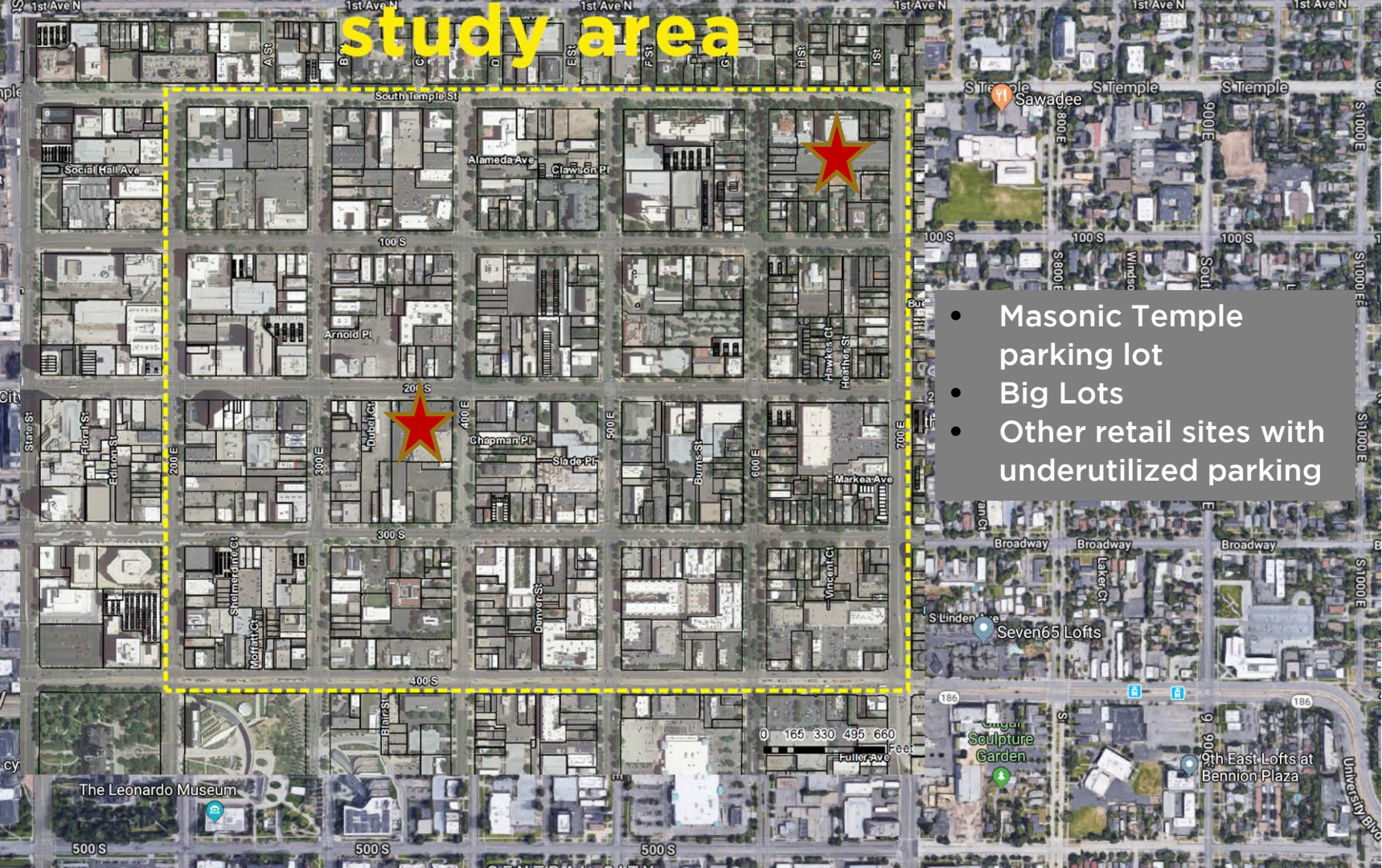
Historic Districts

- Capitalize on historic apartments and mansions as identifying character and theme for the district
- Historic buildings are providing an existing supply of affordable housing
- Secure conservation, renovation or restoration of historic buildings in exchange for density or height bonuses for adjacent and compatible infill development

Adaptive reuse policy

- Allow expanded range of uses within the historic building footprint
- Lift regulations associated with change of use such as parking, loading and pedestrian circulation

study area

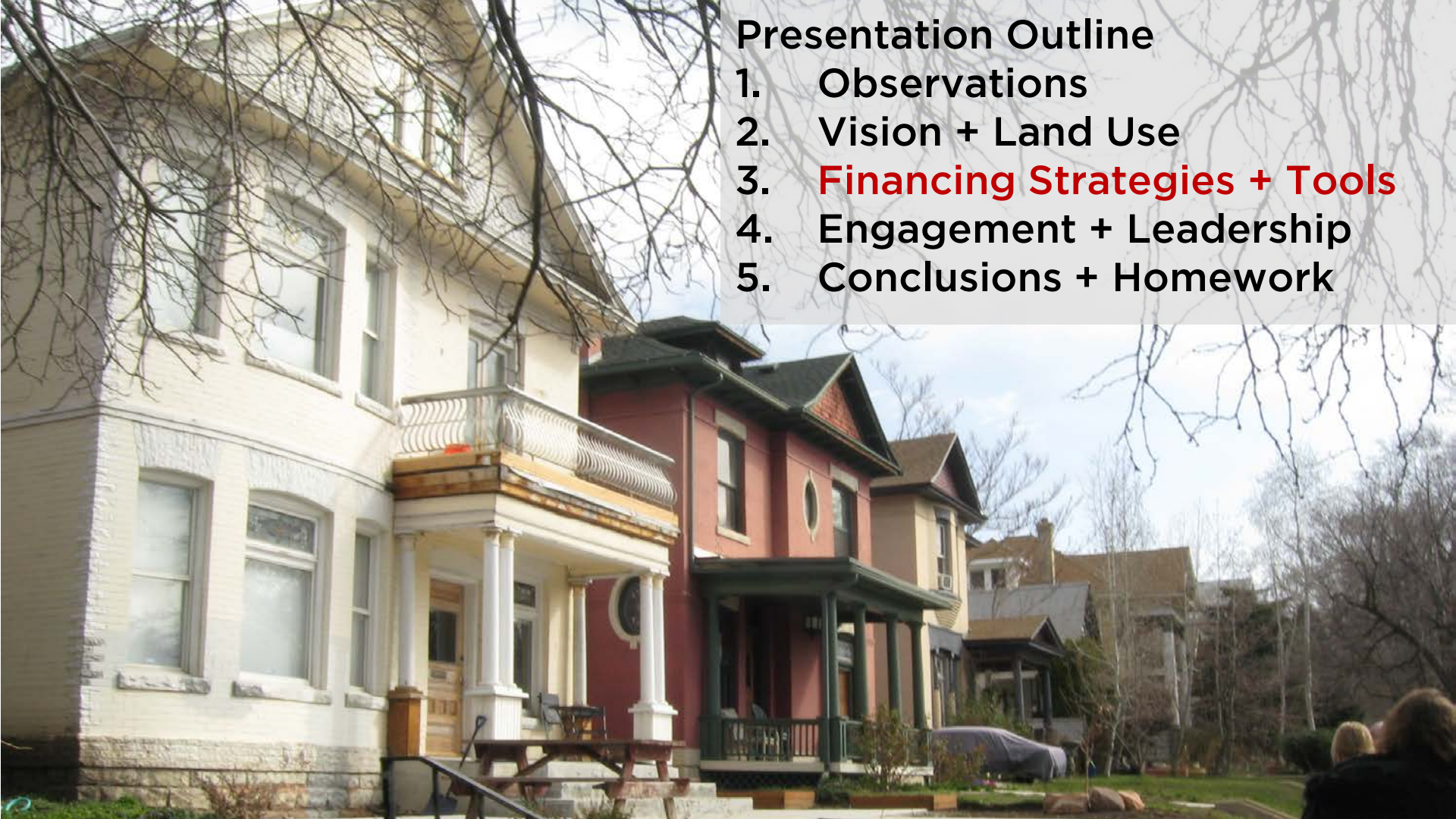


- Masonic Temple parking lot
- Big Lots
- Other retail sites with underutilized parking

CATALYST SITES

Resolving fire protection regulatory conflicts

- Establish internal utility corridors (mid-block or on existing easements) as properties redevelop
- Consider changes to setback requirements
- Facilitate Fire Code amendments
- Align equipment purchases with community development goals



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Opportunities to harness economic value

- Development of office space has the opportunity to create more resources for mixed-income housing programs
- Housing-only focus can be short sighted
- This neighborhood has all of the ingredients of an office-retail-residential vibrant neighborhood.
- RDA/City need funds to seed projects today that can grow housing revenues in the future



Using Office to Fund Housing





Using Office to Fund Housing

- Strategy is to grow commercial office along southern corridor of study area to campus and better utilize existing office space
- In addition to creating job opportunities, office will generate significantly more new revenue for affordable housing than development of new market-rate housing
- Create a TIF/Urban Revitalization District - invest incremental tax revenue into your housing trust fund
- A \$20 mm building would generate about \$175,000/year

study area

1st Ave N, South Temple St, Alameda Ave, 100 S, 200 S, 300 S, 400 S, 500 S, Social Hall Ave, Arnold Pl, Chapman Pl, Slade Pl, Burns St, Markes Ave, Fuller Ave, The Leonardo Museum, Sculpture Garden, Seven65 Lofts, 9th East Lofts at Bennion Plaza, University Blvd.

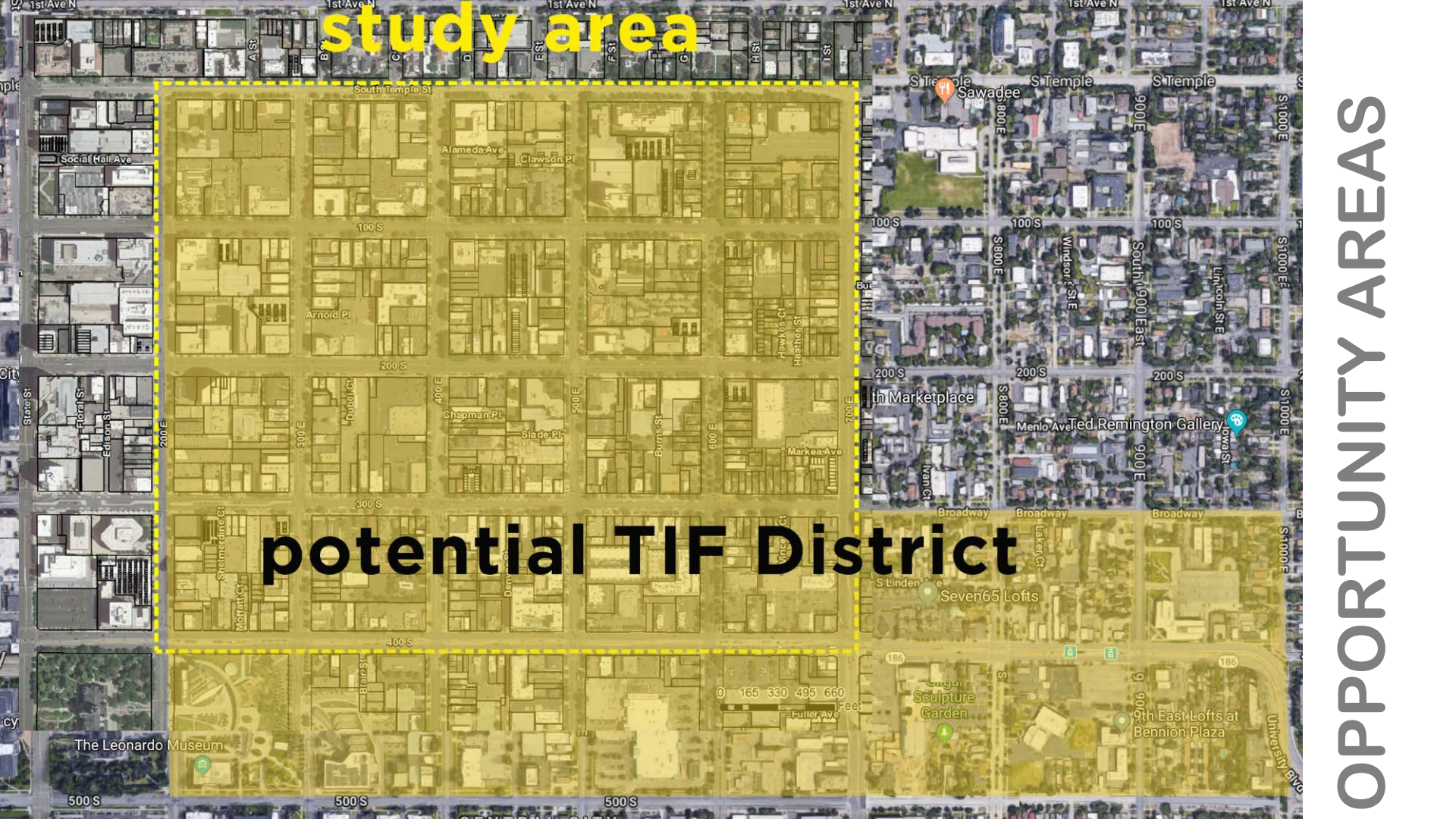
Scale: 0, 165, 330, 495, 660 Feet

The map displays a grid of streets in Minneapolis, MN. A yellow dashed line outlines the 'study area' which is bounded by South Temple St to the north, 500 S to the south, 1st Ave N to the west, and 660 Fuller Ave to the east. The map includes labels for various streets such as Alameda Ave, Broadway, and Hennepin Ave. Key landmarks like The Leonardo Museum and Sculpture Garden are also visible.

study area

potential TIF District

OPPORTUNITY AREAS



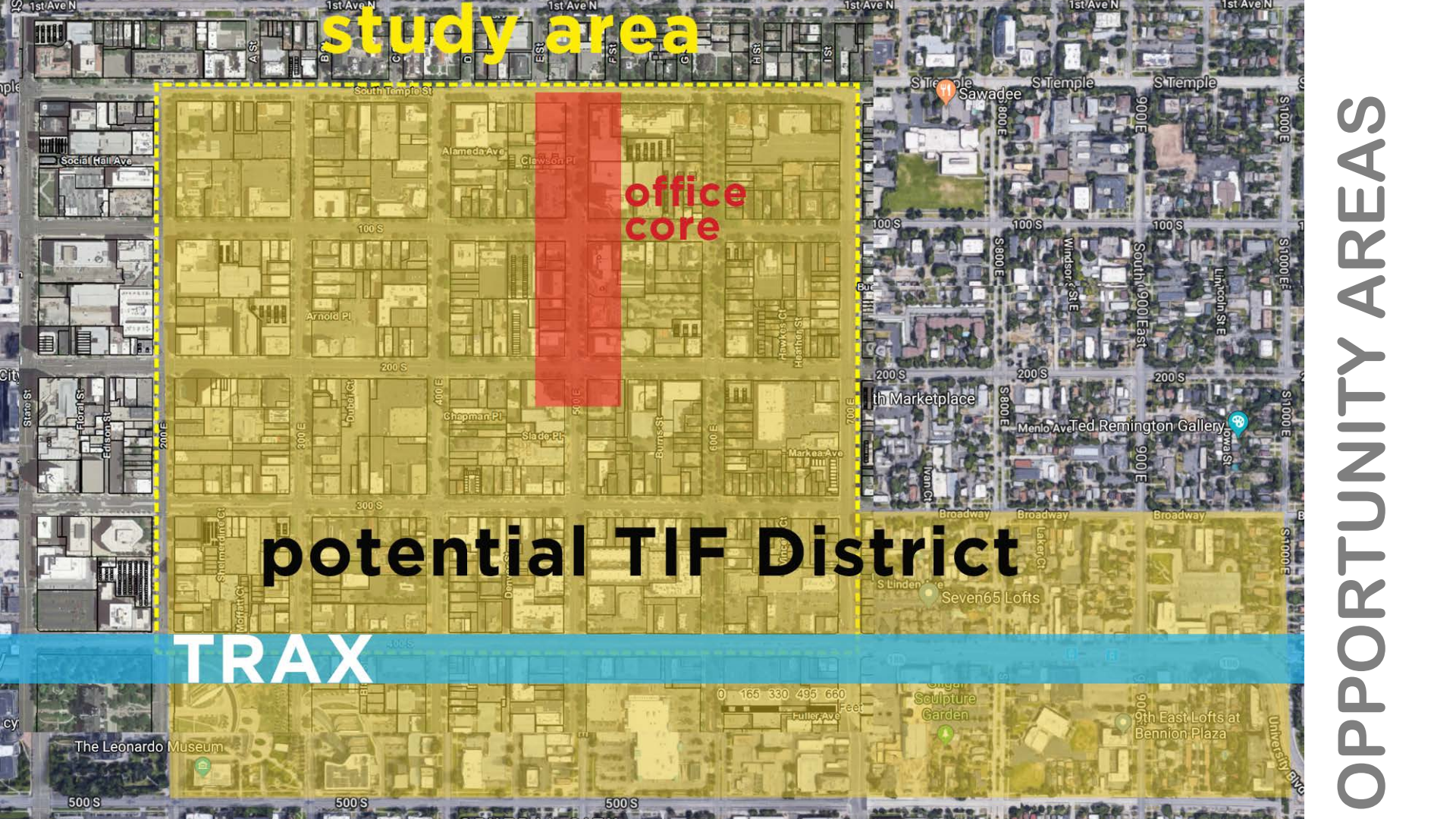


study area

potential TIF District

TRAX

OPPORTUNITY AREAS



OPPORTUNITY AREAS

study area

**office
core**

2-3-4-5 block

potential TIF District

TRAX

OPPORTUNITY AREAS

Housing Economics 101

- Need to increase the total amount of housing
- Multifamily rental housing is the most cost-effective way to provide housing that is affordable to the average working person
- The rules of supply and demand always beat regulation
- Downward housing pressure
- A project at 80% helps those at 40%



Non-monetary levers





Non-monetary levers

Strategies you can use for any project that is willing to commit to making some percentage affordable at 40%, 60%, 80% AMI.

- Density bonus
- Demo process
- TDR - historic buildings
- Reduced parking requirements
- Change the economics of neglect

Tools – local control

Development districts (TIFs, Urban Revitalization District)

Density Bonus

Tax abatement

Linkage fees

Impact fee waivers

Reduced parking restrictions

Fast Track

Adaptive Reuse ordinance to allow for redevelopment into residential

Real Estate Transfer Fee

Community Land Trust

Ground lease existing City property to developers

Colocate or create affordable housing with the renovation or re-use of public facilities. One successful example: Violin Commons (old public safety building)

Opportunity Zone

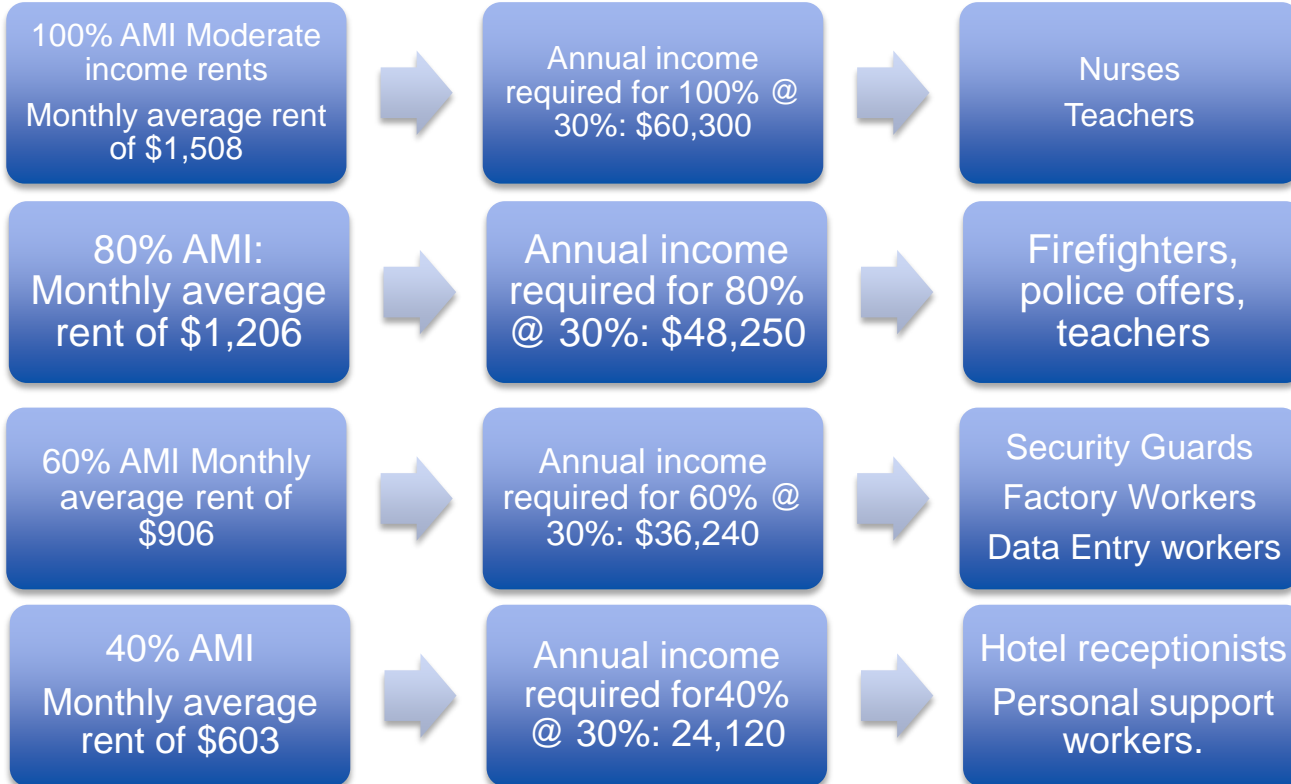
Salt Lake City Rent Comparisons

Unit Type	Market Rate	Vouchers	Gap
Studio	\$900	\$642	\$258
1 Bedroom	\$1,050	\$795	\$255
2 Bedroom	\$1,275	\$990	\$285
3 Bedroom	\$1,550	\$1,425	\$125

**East downtown
Median Household
Income \$28,232**

**Affordability
Challenge**

**Salt Lake City Median
Household Income
\$47,243**

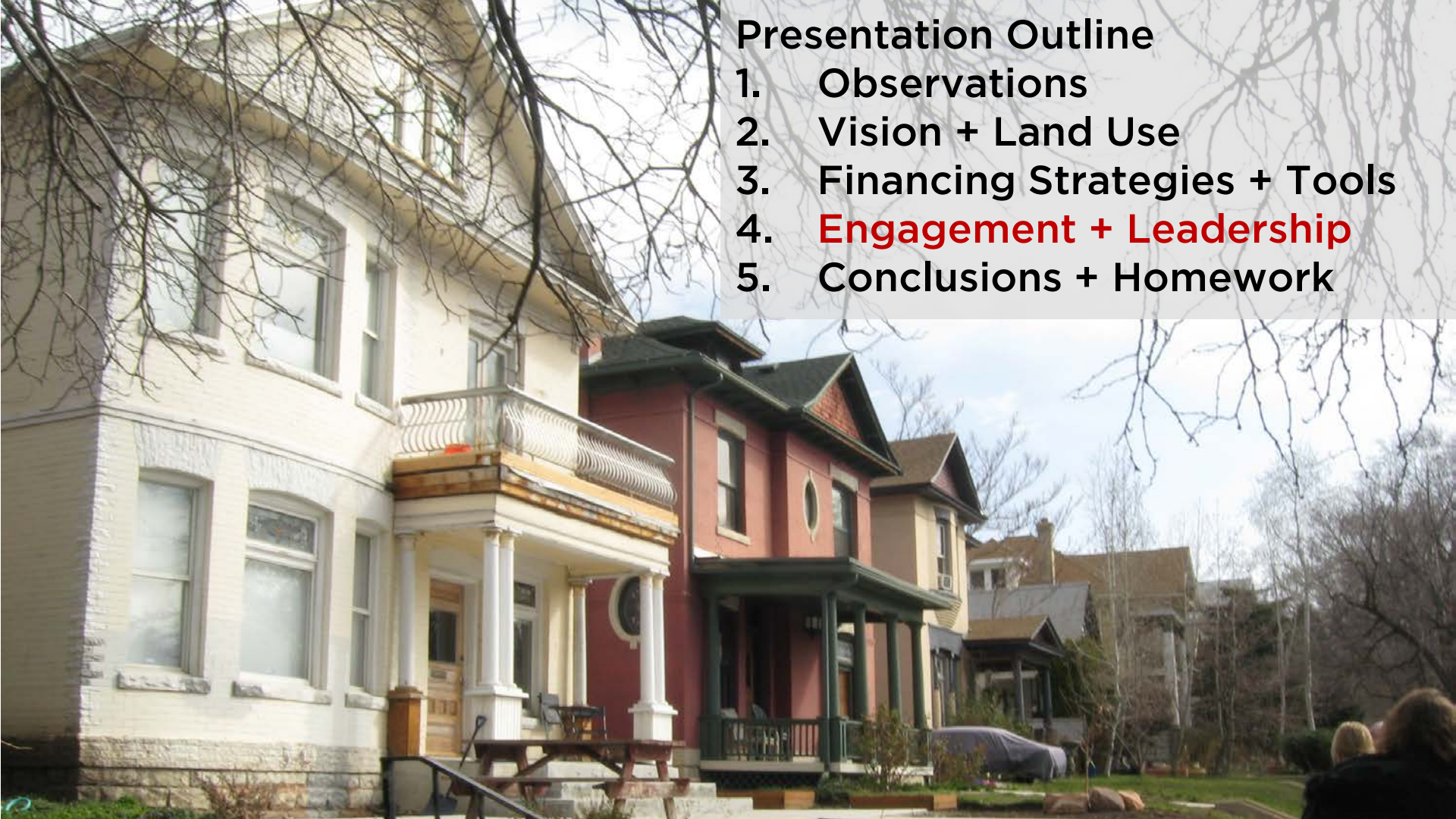


Housing Economics 201



Housing Economics 201

- 1,000 units
- 200 affordable (20% of total) at 80% AMI
- Delta between market rent and rent affordable at 80% AMI (Firefighters, police and teachers): \$156/month
- = \$1,875 per year per unit or \$375,000 for all 200 units.
- That's the TIF value on 1 or 2 new Class A office buildings that are of the scale that are already in the neighborhood



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Community Engagement & Transparency

Community engagement is a partnership of the community, the developer, the City and the University

Community

- Inclusive community engagement: outreach includes various tools
- Strategy to engage in-town and absentee property owners
- Transparency to the community throughout the process

Developer

- Developer's responsibility is to understand the vision of the community, know the rules from the staff
- Peer exchange with other markets to learn from innovative projects

City

- Staff needs to be transparent and let the developer know what tools will be applied in each case

University-City Partnership



University-City Partnership

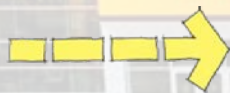
- University is an anchor partner – but not physically growing into the neighborhood (undergraduate student housing on campus, University of Utah Master Plan)
- East Downtown is a connector between downtown and campus (e.g., Columbus and OSU)
- Neighborhood can support housing for university workforce (university teaching, support, graduate, doctoral and post doctoral)



Leadership | Stewardship



Dennis Lindsey
G.M.



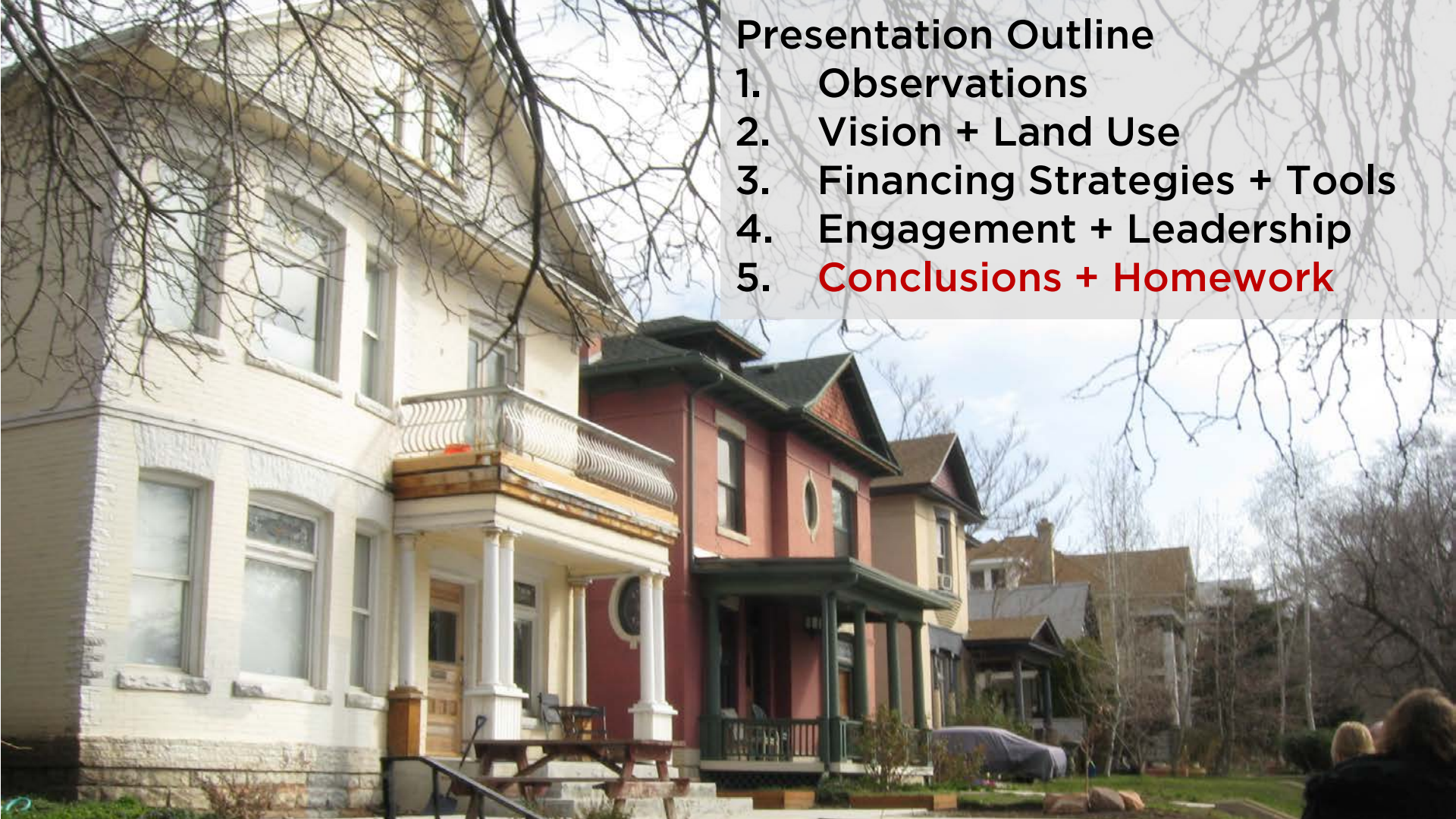
Quin Snyder
Coach



Donovan Mitchell
Player

Leadership/Stewardship

- Role of staff (exceptional experts)
- Roles of Mayor and Council (CEO and board of directors)
- Mayor & Council set land use policy and vision
- Mayor: proposes budget that executes vision
- Council: budget approval and land use policy (sets vision upon adoption)
- City Staff: experts charged with implementing the vision that provides the outcomes the community expects from policy and budget resources



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Conclusions

- East Downtown can be a highly connected, mixed-income, mixed-use neighborhood
- Engaging community and partners (especially the University) is critical to achieving success
- Zoning regulations should be simplified to remove barriers to development (i.e., focus on form, predictable process)
- Facilitate the preservation and adaptive re-use of heritage buildings for naturally occurring affordable housing and neighborhood character
- Use incentives to provide public access and infrastructure to enable infill opportunities on large blocks

Conclusions (con't)

- There's a relationship between land use strategy and housing strategy: Office development can substantially fund affordable housing (e.g., TIF)
- Housing partners (non-profits, developers and City) need to regularly evaluate the fundamentals and financial gaps around mixed-income housing
- With a clear vision and best-practice tools, City staff has the talent and expertise to achieve your goals

Homework

1. Review current land inventory to ID opportunity sites for housing development or redevelopment
2. City and University meeting to define priorities and opportunities for cooperation
3. Assign staff project manager to develop adaptive reuse policy and ID any code conflicts
4. Analyze recent outreach efforts and prepare plan for reaching under-represented community members
5. ID a clean-air metric that will improve as a result of infill development in the study area

Next check-in:

**Rose Fellowship Retreat
Detroit, May 1**

Thank you to the following people; their assistance was essential to the panel's work:

Maurine Bachman, Salt Lake City Planning Commission | Max Backlund, EDCUtah | Bryce Baker, db Urban Communities | Matt Baldwin, City Creek Reserve, Inc. | Jonathon Bates, University of Utah | Capt. Richard Boden, Salt Lake City Fire Department | Tom Brennan, Historic Landmark Commission | Mike Brodsky, Hamlet Homes | Jennifer Bruno, Salt Lake City Council Office | Anne Burkholder, YWCA | Simone Butler, Salt Lake City Mayor's Office | Darlene Carter, C.W. Urban | Jesse Dean, Downtown Salt Lake City Alliance | Matt Dean, Daybreak Communities | Irena Edwards, KeyBank | Lani Eggertsen-Goff, Housing & Neighborhood Development | Steve Erikson, Crossroads Urban Center | Dejan Eskic, Kem C. Gardner Policy Institute | Hon. Amy Fowler, City Councilmember - District 7 | Ivis Garcia Zambrana, Salt Lake City Planning Commission | Jordon Gillman, Layton Construction | Natalie Gochnour, Kem C. Gardner Policy Institute | Ibi Guevara, Hunt Electric, Inc. | June Hiatt, Community Development Corporation of Utah | Kirk Huffaker, Preservation Utah | Jesse Hulse, Atlas Architects | Mark Isaac, Pinyon 8 Consulting | Melissa Jensen, Housing & Neighborhood Development | Hon. Derek Kitchen, City Councilmember - District 4 | Ted Knowlton, Wasatch Front Regional Council | Adam Lankford, The Wasatch Residential Group | Jon Larsen, Salt Lake City Transportation Division | Warren Lloyd, Lloyd Architects | Jennifer McGrath, Utah Transit Authority | Claudia O'Grady, Utah Housing Corporation | Michaela Oktay, Salt Lake City Planning Division | Chris Parker, GIV Group | Tricia Pliny, Parallel Strategies | Joe Post, Housing Authority of Salt Lake City | Christine Richman, GSBS Architects | Dan Rip, Salt Lake City Housing & Neighborhood Development | Jennifer Robinson, Kem C. Gardner Policy Institute | Molly Robinson, Salt Lake City Planning Division | Matthew Rojas, Salt Lake City Mayor's Office | Alex Roy, Wasatch Front Regional Council | Charles Shepherd, Historic Landmark Commission | Heber Slabbert, AJC Architects | Tim Stay, The Other Side Academy | Nick Tarbet, Salt Lake City Council Office | Megan Townsend, Wasatch Front Regional Council | Gerry Tully, Tully Design Group | Kort Utley, Redevelopment Agency of Salt Lake City | Thomas Wadsworth, Governor's Office of Economic Development | Russ Weeks, Salt Lake City Council Office | Jason Wheeler, ASSIST Utah | Jason Woodland, Board of Masonic Temple | Colin Wright, C.W. Land Co.