

**RESOLUTION OF THE BOARD OF TRUSTEES  
OF THE UTAH TRANSIT AUTHORITY  
ADOPTING THE MIDVALE CENTER  
& FORT UNION STATION AREA PLAN**

R2024-06-02

June 12, 2024

WHEREAS, the Utah Transit Authority (the “Authority”) is a large public transit district organized under the laws of the State of Utah and was created to transact and exercise all of the powers in the Utah Limited Purpose Local Government Entities – Special Districts Act and the Utah Public Transit District Act (the “Act”); and

WHEREAS, the Authority’s Board of Trustees (the “Board”) has adopted Board of Trustees Policy 5.1 – Transit-Oriented Development (the “Policy”); and

WHEREAS, the Policy requires the Authority to establish Station Area Plans in collaboration with applicable municipalities; and

WHEREAS, a Station Area Plan was completed for Midvale Center and Fort Union Station, in Midvale Utah (“Station Area Plan”); and

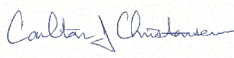
WHEREAS, on May 22, 2024, the Local Advisory Council reviewed and approved for recommendation to the Board the Station Area Plan; and

WHEREAS, the Board finds it is in the best interest of the Authority and the applicable municipalities to adopt the Station Area Plan for Midvale Center and Fort Union Station.


NOW, THEREFORE, BE IT RESOLVED by the Board of Trustees of the Utah Transit Authority:

1. That the Station Area Plan is hereby adopted for Midvale Center and Fort Union Station, attached as Exhibit A.

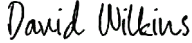
Approved and adopted on this June 12, 2024.

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Carlton Christensen, Chair  
Board of Trustees

ATTEST:

DocuSigned by:  
  
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Secretary to the Authority

Approved As To Form:

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Legal Counsel



## **Exhibit A**

### Midvale Center and Fort Union Station Area Plan

# Midvale Center & Fort Union TRAX

## Station Areas Plan

November 2023



# ACKNOWLEDGMENTS

THE FOLLOWING CONTRIBUTED TO THE MIDVALE STATION AREAS PLAN:

## MIDVALE

### Steering Committee

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- Adam Olsen, Midvale Community Development Director
- Nate Rockwood, Midvale Assistant City Manager
- Elizabeth Arnold, Midvale Senior Planner
- Jonathan Anderson, Midvale Planner II
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- Brian Vanneman, Economic Revitalization Specialist
- Ellen Bini, Economic Revitalization Analyst



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# EXECUTIVE SUMMARY

This Station Areas Plan is intended to provide focused direction for improvements to urban design, land use, economic development, and walking and biking facilities within a half-mile from the Midvale Center and Fort Union TRAX stations. The plan builds on Midvale City's 2016 General Plan and other local and regional plans, providing recommended improvements to address needs specific to each station area.

In accordance with [House Bill 462 \(10-9a-403.1\)](#), the Station Area Plan must address how it seeks to promote each of the following objectives:

- Increasing transportation choices and connections;
- Increasing the availability and affordability of housing, including moderate income housing;
- Promoting sustainable environmental conditions;
- Enhancing access to opportunities.

### Guiding Documents

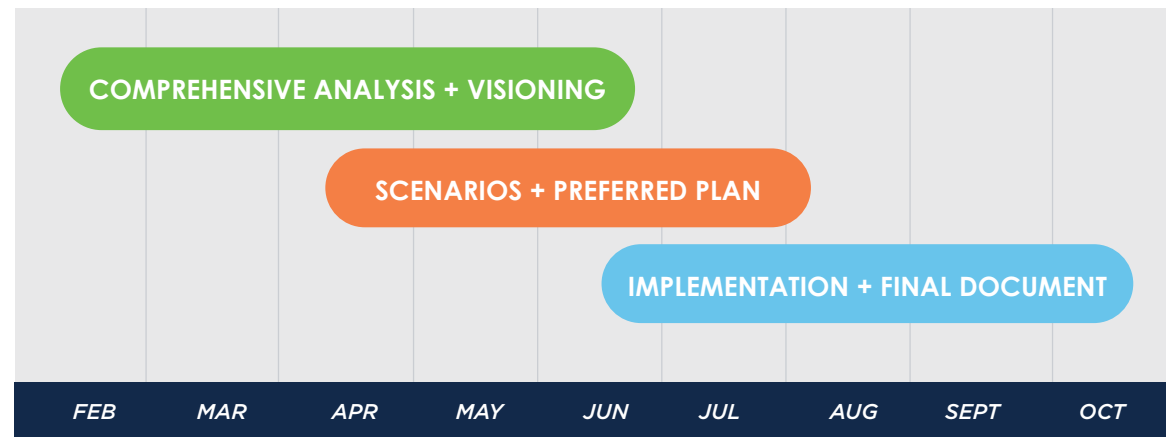
Several regional and local planning documents help inform the understanding of the project areas and what recommendations complement existing planning efforts. These plans were reviewed to better understand the transportation, land use, and market context of Midvale City. Some notable plans were the 2016 Midvale General Plan, 2019 Midvale City Housing Plan, 2022 Midvale State Street Corridor Study, and the 2014 UTA TOD Design Guidelines among others.

### Community Engagement

Several activities for engagement were hosted to get feedback and insight from a variety of stakeholders. These events help participants learn about the plan process and provided a space to discuss any challenges, barriers, or opportunities they see at the Station Areas. These engagement efforts included:

- Online survey
- Stakeholders Workshop
- Community Workshop
- Open House
- Bi-monthly discussions with the Midvale City Council

### PROJECT TIMELINE



*Guiding Principles and Vision*

These project guiding principles have been developed from the House Bill 462 (10-9a-403.1) objectives, other guiding documents goals, and the feedback expressed from the community, stakeholders, Steering Committee, and City Council. Visions are further defined in the document for each Station Area to address specific needs and aspirations unique to the surrounding community, which then inform the recommended strategies for implementation.



**CONNECTED AND SAFE**



**ACCESS TO OPPORTUNITIES**



**VARIED & VIABLE DEVELOPMENT**



**QUALITY HOUSING OPTIONS**



**COLLABORATIVE & SUSTAINABLE DESIGN**

*Existing Conditions*

The Existing Conditions chapter examines the current context of the built environment. Strengths, challenges, and opportunities are outlined within the existing land use, transportation connections, and market situation. Assessments in the chapter are categorized into three specific areas: Urban Form and Land Use, Transportation and Demographics, and Housing Needs and Market Assessment.

*Preferred Plan*

This chapter explores redevelopment scenarios and a preferred vision and plan. Desired future conditions and recommendations for walking and biking connections, land use, public spaces, and placemaking are shown for both the Midvale Fort Union And Center TRAX Stations.

*Implementation*

The Implementation chapter will focus on the recommended strategies and phases for achieving the Station Areas vision(s). The recommendations have been organized into projects, programs, policies, and plans for transportation, land use, regulatory framework, and urban design. The strategies are organized into potential phases, rough order of magnitude (ROM) costs, and range of impact.

- 5-Year Implementation Plan
- Zoning and Regulation
- Public Infrastructure/ Improvements
- Moderate Income Housing Strategies
- Funding Strategies

**FORT UNION STATION VISION**

*The Fort Union Station Area is a gateway which presents an opportunity to live in a walkable neighborhood in Midvale, with ample opportunities to also work and play. It welcomes residents and visitors to explore Midvale's diverse cultures and key destinations.*

**CENTER STATION VISION**

*As the vital crossroads of regional transportation access, which lies in the heart of Midvale, the Center Station Area is a key intersection with infrastructure to support activities and events which evoke a strong sense of place and pride for the diversity, vitality, and opportunity in Midvale.*



## PREFERRED PLAN

### Fort Union Station Recommendations

Increased mid-block connections and potential enhanced walking/ biking facilities

Denser mixed-use residential development oriented to transit and along 7200 South and potentially Cottonwood Street with low rise row style development transitioning to single-family residential

Key Elements:  
Grocery store, linear green spaces, walkways, public plazas, street trees, etc.

USES

- Residential
- Mixed-Use
- Commercial
- Civic
- Green Space



Fort Union Station Proposed Plan Concept

## PREFERRED PLAN

### Midvale Center Station Recommendations

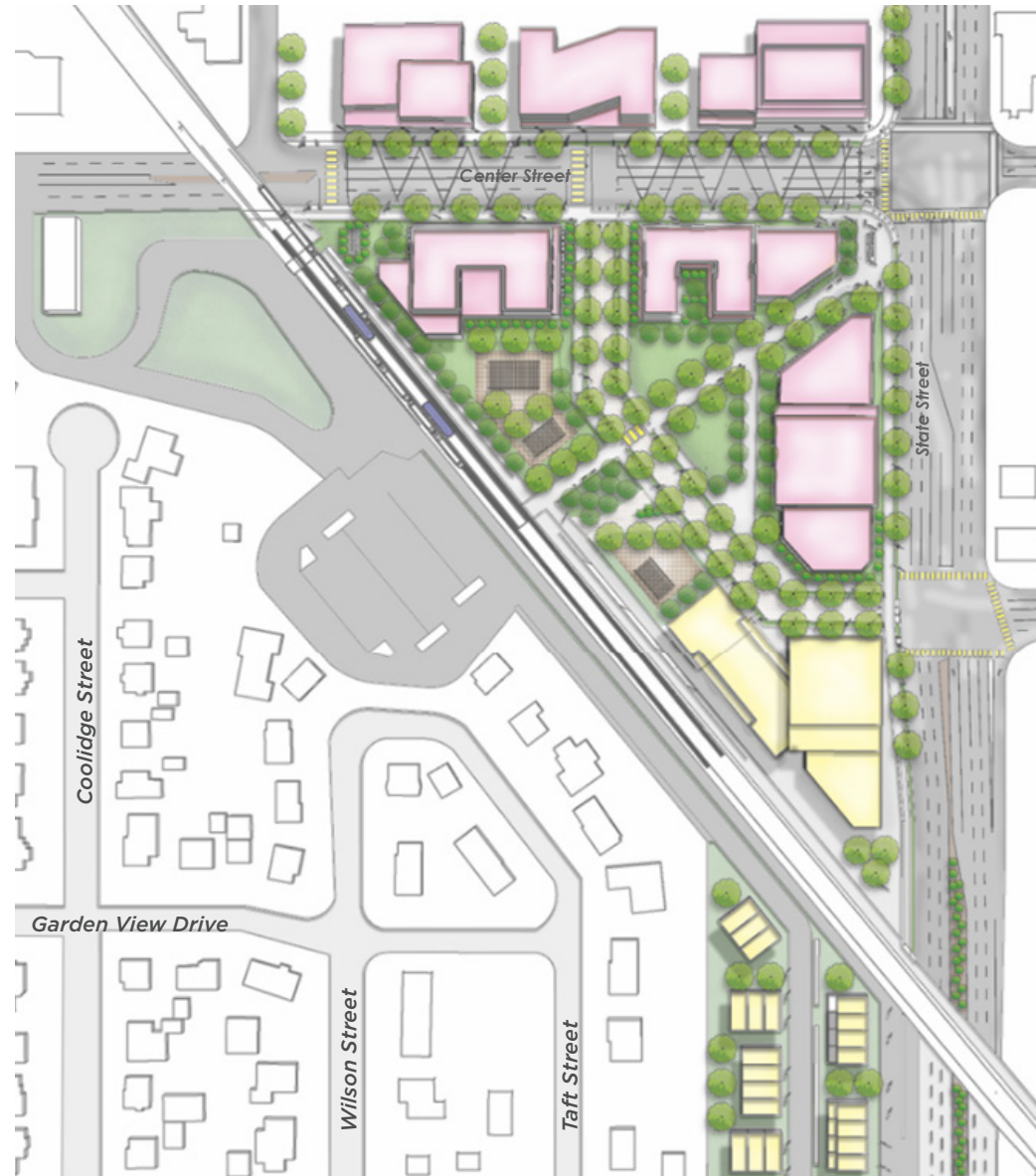
Mid-block access to TRAX station, enhanced crossings, and streetscape improvements

Denser mixed-use residential near the station and along major corridors with row style residential to transition to single family residential to the south

Key Elements:  
Central green space, engaging walkways, flexible placemaking and gateway signage along Center Street

USES

- Residential
- Mixed-Use
- Green Space



Midvale Center Station Proposed Plan Concept



# 01

## Introduction





# 01 | INTRODUCTION

The Midvale Station Areas Plan builds on previous planning documents and aims to create a shared vision for the Station Areas. The plan supports goals and requirements from House Bill 462 (10-9a-403.1), Wasatch Choice Vision, and Midvale's General Plan to ensure quality places, transportation connections, and housing options near light-rail transit stations. As part of the Existing Conditions chapter, a comprehensive analysis of the sites explores the transportation systems, urban form, market, and regulatory framework has been provided which defines the areas. The Station Areas Plan also includes necessary goals and recommended strategies to gain implementation.

The chapters are organized by:

- Introduction
- Existing Conditions
- Preferred Plan
- Implementation Plan

An appendix follows the plan and provides a glossary, recommended transportation demand management strategies and funding sources, and a summary of the public online survey.



Figure 1.1 Station Areas Plan Project Boundary

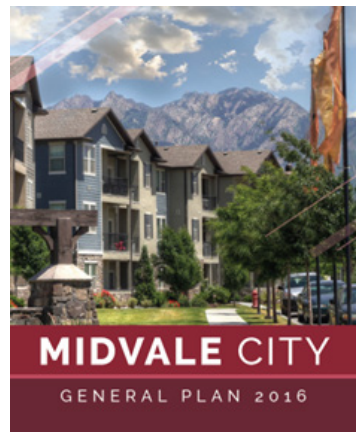
## PREVIOUS PLANS AND STUDIES

Previous documents and plans were reviewed to better understand the transportation, land use, and market context of Midvale City, the stations areas, and how the Midvale City Station Areas Plan can best complement the work done to date.

### *2016 Midvale City General Plan*

The Midvale City General Plan was prepared and adopted in 2016 to help direct future planning decisions. This plan included mobility challenges and barriers in Midvale. The challenges around stations areas are: 1) highways and trains networks are barriers to east-west mobility; 2) State Street and 7200 South are the biggest challenges to nonmotorized users, especially when crossing these roads; and 3) piecemeal and ad-hoc development in some areas of the City has also led to gaps in the sidewalk network.

In addition to challenges and barriers, this plan covered important transportation recommendations close to the Midvale Fort Union and Midvale Center Stations.



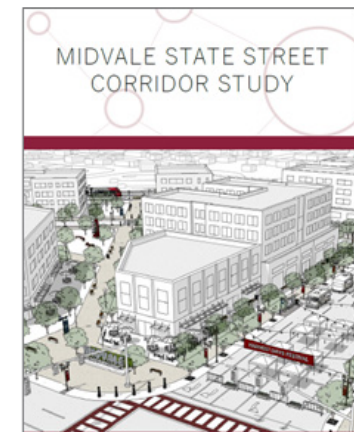
Some of the recommendations included the following:

- A trail along the mainline TRAX corridor
- Additional trails along the branch TRAX corridors, the Jordan River, and Salt Lake City Canal
- Enhancement of the pedestrian accessibility to Midvale's two TRAX stations by establishing thorough connections on the streets leading to them

### *2022 Midvale State Street Corridor Study*

The Midvale State Street Corridor Study was adopted in 2022 to plan for future development and mobility improvements that are desired by the community and are economically feasible. Recommendations included:

- State Street and 7800 South intersection improvements; add additional/improved crossing, remove and shift right-turn lane
- Midvale Fort Union station connection, a multiuse path on 7300 South
- Streetscape enhancements on Center Street
- State Street connection to the Midvale Center station
- A variety of placemaking and urban design strategies



*2018 Midvale Main Street Small Area Plan*

The Midvale Main Street Small Area Plan was developed in 2018 and included goals that relate to attracting new investment along Main Street, supporting existing businesses, strengthening residential areas, improving connections between areas, and supporting a stronger sense of community identity. With the future development of Main Street, the nonmotorized demand on connector roads like 7200 South and Center Street will increase and may require safer and more comfortable facilities. Transportation recommendations from that study are:

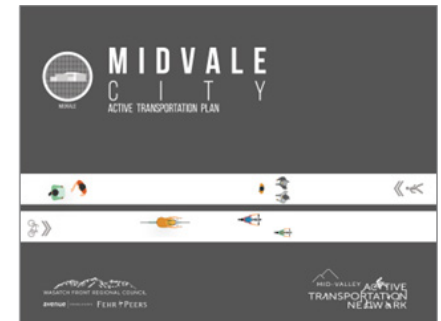
- Solidify walking and biking transportation connections to the nearby TRAX stations and Jordan River Parkway.
- Because connectivity issues are largely due to the surrounding infrastructure that encloses the neighborhood, provide options for better connections both internally and externally to address pedestrian and bicycle network gaps.



*2021 Midvale Active Transportation Plan*

This plan was developed in 2022 and identifies goals that make pedestrians and bicyclists a central priority, identifying possible networks, connections, access, and safe routes, all of which support more livable and healthy communities and mitigate traffic. Transportation recommendations that touch the station areas are:

- Project # 142 - Porter Rockwell Trail: Pioneer Avenue to Winchester Street - rail with trail
- Project # 18 - Center Street: Western boundary to Sandra Way - raised cycle track



*2017 Salt Lake County Active Transportation Implementation Plan*

This plan was adopted in 2017 and identified a high-comfort network throughout Salt Lake County and prioritized specific routes and spot improvements throughout the valley that contribute to safe connections between cities, townships, neighborhoods, schools, commercial centers, and transit. Transportation recommendations that touch the station areas are:

- Multiuse/side path along Center Street, west of State Street
- A neighborhood byway on 7720 South, east of State Street
- Bike lane along 7500 South and 8000 South

### 2023 Transit-Oriented Communities Guidelines

Urban Design Associates assembled these guidelines in 2023 for use by cities, Metropolitan Planning Organizations, UTA, and private development companies. It assists with the visioning and planning of the station areas. This document includes information on the following:

- **Station Accesses:** This includes recommendations for connectivity and block size, catchment areas, access to opportunities, transportation demand management, and modal diversity
- **Transit-Oriented Development:** This includes recommendations for building intensity, land use mix, open space, parking, building orientation, and context

### 2014 UTA Transit-Oriented Development Design Guidelines

This plan was published in 2014 and had standard and minimum requirements for designing pedestrians, bicycles, transit, and automobiles, including:

- **Pedestrian design elements:** narrow streets, sidewalks, safe crossings, pedestrian scale lighting, street furniture, wayfinding, etc.
- **Bicycle design elements:** bike facility types and bike parking
- **Automobiles design elements:** kiss-and-ride and park-and-ride lots

### 2019 Midvale City Housing Plan

The Midvale City Housing Plan was adopted in 2019 and identified goals related to population growth and housing. The Comprehensive Economic Development Strategy addresses how cities can create more livable and healthy communities that provide quality transportation, clean air, ample parks and recreation, and a sustainable environment. Recommendations relevant to the station areas are:

- Support the development of “missing middle” housing and housing choices for people at all stages of life
- Focus on strategic locations for mixed-income multi-unit developments
- Revise requirements for open space and setbacks to encourage more efficient land use for new developments
- Adopting by-right development in specific location especially near transit
- Explore opportunities to overcome physical barriers to bicycling
- Explore the potential for additional trails along the branch TRAX corridors
- Enhance pedestrian access to Midvale's TRAX stations



## COMMUNITY ENGAGEMENT PROCESS

A number of community engagement efforts have been conducted to gather feedback from various stakeholders in Midvale City. Key stakeholders included residents, nearby businesses, services, developers, transit users, Midvale Planning Commission, Midvale City Council members, Utah Department of Transportation (UDOT), and the Utah Transit Authority (UTA).

### *Stakeholder and Community Workshops*

Two in-person workshops were held in April and informed the Steering Committee about areas of concern and opportunity. Activities allowed participants to map where in the Station Areas they saw assets, weaknesses, and opportunities. Participants were also asked to prioritize different types of improvements to the Station Areas and discuss together what improvements would be most, or least salient, and provide the most impact for the community.

### *Online Survey and Outreach*

The online survey garnered fifty-nine responses with many respondents who lived near the Station Areas, particularly Center Station. Advertising went out through Midvale City's website, social media pages, fliers at the local library, stores, housing complexes, and at the Midvale Mural Festival. A summary of the responses can be found in the Appendix.

### *Open House*

The open house showcased developed concepts and preferred plans. This event provided visual representations of redevelopment scenarios and transit-oriented best practices to see what design elements and amenities resonated with residents and stakeholders.



Figure 1.2 Midvale Station Areas Plan Open House



Figure 1.3 Midvale Station Areas Plan Community Workshop

## WHAT WE HEARD

The comments from the online survey and workshops ranged from safety to mobility throughout the site, as well as development they hope to see or not see in the area.

In general, there are concerns with safety at the park-and-ride lots, poor lighting, uncomfortable walking and biking conditions, and lack of amenities at the Station Areas. Inconvenient routes to and from the TRAX Stations, uncomfortable crossing situations, and large areas of underutilized parking were also challenges expressed that impacted the experience of walking or biking in the area. Regarding uses in the Station Areas, there are limited retail spaces, food and grocery services, and civic spaces to enjoy.

Overall there is consistent feedback that both station areas would greatly benefit from better connectivity, transportation safety improvements, transit amenities (i.e. covered platforms, lighting, wayfinding signs), placemaking elements (i.e. public art, plazas, murals, more green space), and improved walking and biking conditions. More quality and affordable housing options and civic spaces were also important components of the station areas, especially at Fort Union Station.



Figure 1.4 Midvale Station Areas Plan Stakeholders Workshop



Figure 1.5 Midvale Station Areas Plan Community Workshop

## GUIDING PRINCIPLES

The guiding principles have been developed in response to the objectives from House Bill 462 , goals outlined in the guiding documents, and feedback expressed from the community, stakeholders, Steering Committee, and Midvale City Council. These principles are used to focus conversations, design recommendations, and implementation strategies in a way that would create a collective vision and future condition that is impactful to the communities around the Station Areas and within Midvale City.

<p><b>CONNECTED AND SAFE</b></p>	<p><b>ACCESS TO OPPORTUNITIES</b></p>	<p><b>VARIED &amp; VIABLE DEVELOPMENT</b></p>	<p><b>QUALITY HOUSING OPTIONS</b></p>	<p><b>COLLABORATIVE &amp; SUSTAINABLE DESIGN</b></p>
				
<p><i>Station areas are easy to access, connected by all mode choices, prioritizes human scale design, and considers all users.</i></p>	<p><i>Station area planning will enhance the existing neighborhood amenities and seek to increase opportunities to live, work, learn, and recreate in and around station areas.</i></p>	<p><i>New development near the station areas should provide a mix of services, businesses, housing, or employment opportunities to benefit the community.</i></p>	<p><i>A variety of affordable housing types are offered within the stations areas, carefully integrated with adjacent neighborhoods, and seek to accommodate diverse needs and incomes.</i></p>	<p><i>The process for creating the Station Areas Plan is collaborative and works to improve the health, safety, and environmental conditions for Midvale residents.</i></p>

## GUIDING PRINCIPLES

## GOALS

	<p><b>CONNECTED AND SAFE</b></p>	<ul style="list-style-type: none"> <li>• Support multiple transportation choices</li> <li>• Improve first- and last- miles connections to transit</li> <li>• Integrate with stations and transit utilization</li> <li>• Improve ridership sense of safety and provide a positive user experience through improvements to visibility and lighting</li> </ul>
	<p><b>ACCESS TO OPPORTUNITIES</b></p>	<ul style="list-style-type: none"> <li>• Build connected communities with improved connections to housing, destinations, and other services</li> <li>• Link where people live, work, learn, and play through comprehensive signage and wayfinding</li> <li>• Provide opportunities for recreation and open space</li> </ul>
	<p><b>VARIED &amp; VIABLE DEVELOPMENT</b></p>	<ul style="list-style-type: none"> <li>• Encourage a mix of complementary uses</li> <li>• Create a regulatory environment that supports site-appropriate design and density</li> <li>• Celebrate unique attributes and character within the existing community</li> </ul>
	<p><b>QUALITY HOUSING OPTIONS</b></p>	<ul style="list-style-type: none"> <li>• Support affordable housing initiatives</li> <li>• Work together with goals for the Moderate Income Housing Plan</li> <li>• Create a variety of housing options to rent and buy</li> </ul>
	<p><b>COLLABORATIVE &amp; SUSTAINABLE DESIGN</b></p>	<ul style="list-style-type: none"> <li>• Maximize resources and space</li> <li>• Plan for infrastructure that support optimal investment</li> <li>• Improve safety and health of Midvale residents</li> <li>• Engage with diverse stakeholders and residents</li> <li>• Enhance environmental conditions within and around the station areas</li> </ul>



# 02

## Existing Conditions





# 02 EXISTING CONDITIONS

The Existing Conditions chapter works to explore the physical and economic context of the Fort Union and Center Station Areas in Midvale. The assets, weaknesses, and opportunities outlined, guide the design concept and recommendations for each station area in accordance with Utah House Bill 462 (10-9a-403.1). Considering the demographic, geographic, and economic factors, as well as Midvale's overall character and goals, allows the plan to be site-specific and attentive to the needs within and surrounding the station areas. The Existing Conditions chapter seeks to capture a snapshot of the current land use, transportation, and economic situation of the two station areas within the project area. It builds the foundation upon which future phases of work can be explored, upon which *Chapter 03 Preferred Plan* will expand.

The study area looks at approximately a half-mile radius around both the Fort Union Station and Center Station and encompasses existing neighborhoods and key existing commercial areas. As the two station areas are located closely to one another, the half-mile radii overlap each other creating in effect one large station area. This plan will address each station area separately as required, but also consider connectivity options and planning improvements holistically due to this unique condition.



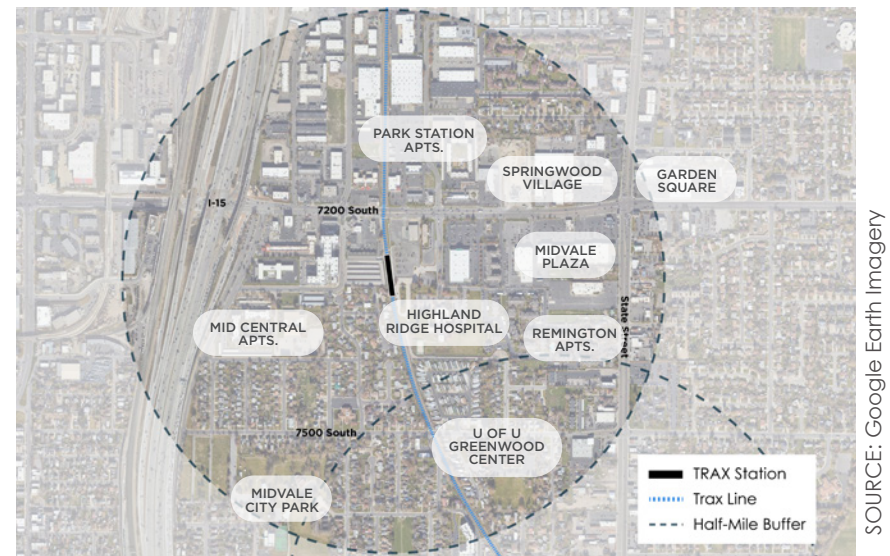
Figure 2.1 Center Station Pedestrian East Entrance

## SITE CONTEXT

### *Fort Union Station*

The surrounding area around the Fort Union Station is closely connected to 7200 South, the most prominent west to east connection in this area extending to the west under I-15 where it becomes Jordan River Blvd. While vehicles frequently use 7200 South to access the freeway the high traffic and seven-lane width present a significant barrier for pedestrians and cyclists crossing this street. Other key east to west connections includes 7500 South which overlaps with the half mile radius of the Center Station. A mix of single-family residential streets and cul-de-sacs disrupt any fluid grid-like connections flowing east to west or north to south.

North of 7200 South, street connectivity is constantly interrupted by a mix of large commercial and industrial parcels. This area presents an opportunity to increase housing density in the area by redeveloping these large parcels with multi-family housing options. The key north to south street connection in this area is State Street east of the TRAX line. The most important north to south connection in this area west of the TRAX line is Cottonwood Street. This urban area surrounding Fort Union Station has limited open and green spaces. The large areas of asphalt and concrete are typical of what is frequently seen around Interstate 15. The scale and atmosphere of these spaces accommodate vehicles but are inhospitable to pedestrians and do not encourage multiple modes of transportation.



SOURCE: Google Earth Imagery

Figure 2.2 Fort Union Station Study Area



SOURCE: Google Earth Imagery

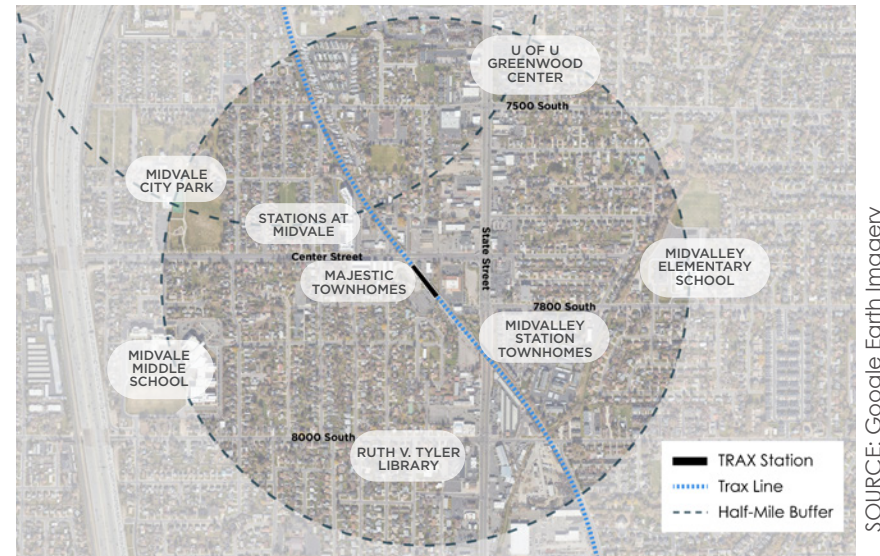
Figure 2.3 Fort Union Station 3D View

## SITE CONTEXT

### Center Station

Center Station is closer to State Street giving it a stronger nearby north to south connection than those that exist at the Fort Union Station. While lacking the strong vehicular west to east connection of 7200 South, Center Street extends west under I-15 connecting major points in Midvale such as State and Main Streets. Other strong west to east connections include 7500 South and 8000 South. The streets form a more consistent grid than those seen surrounding the Fort Union Station. Smaller single family home parcels form over 55% of the surrounding area.

Center Station belongs less to the I-15 corridor unlike Fort Union Station. Center Station is more closely tied to Midvale downtown. The surrounding businesses and neighborhoods help define a key difference between stations. The decreased presence of larger hardscaped parcels such as those seen at Fort Union Station, and the increased number of landscaped single family homes give this station a distinct feel.



SOURCE: Google Earth Imagery

Figure 2.4 Center Station Study Area



SOURCE: Google Earth Imagery

Figure 2.5 Center Station 3D View

Major intersecting east-west thoroughfares such as 7200 South, 7500 South, and Center Street are within the station areas, as well as State Street as a major north-south connection for vehicular traffic and transit users. Midvale's central location and proximity to key landmarks within the Salt Lake Valley, and significant commercial areas provides additional traffic through the corridors. Additionally, Midvale is well situated to access outdoor recreation opportunities along the Jordan River which runs through the western edge of Midvale City, as well as access to the Wasatch Mountain Range by private car, active transportation, and bus shuttle are also available.

Based upon the findings discovered in analysis of the project area, and information gathered from interactions with the project Steering Committee, City Council, and community engagement events, a series of guiding principles provide direction for future development. These will serve for both station areas, while each will have its own unique vision statement to recognize its context, seeking to depict the future condition that will take place once assets have been leveraged, weaknesses overcome, and opportunities seized, which are outlined in this plan.

The market and housing needs assessment shown later in this chapter aids in understanding the mix of housing, commercial, and public space(s) that will help Midvale support the character of the surrounding residential streets and address concerns of established neighborhoods and long-term residents.

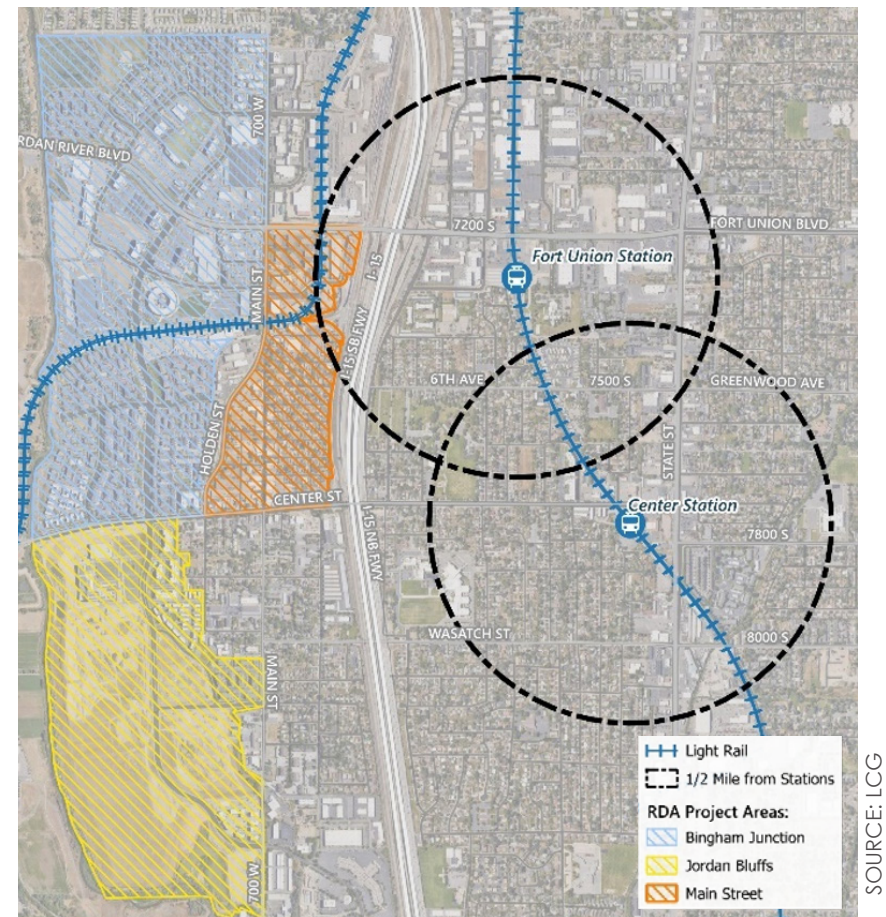


Figure 2.6 Station Area Context in Relation to RDA Project Areas

## STATE & REGIONAL GUIDANCE

Station Area Plans (SAPs) are “intended to promote shared objectives such as housing availability and affordability, access to opportunities, sustainable environmental conditions, and transportation choices and connections.” Cities are encouraged to align their SAPs with their Moderate-Income Housing Plans (MIHP), which cities have been required to produce since 2019. While the state legislation behind the SAP requirement (HB462) is not prescriptive regarding density or affordability targets to be met, the Steering Committee understands that the legislature’s goal and expectation is that station areas will accommodate more housing at a “Transit-Oriented Development” (TOD) scale.



SOURCE: Google Earth Imagery

Figure 2.7 Majestic Townhomes Near Center Station

Additionally, in their Transit-Oriented Communities (TOC) guidelines, the Utah Transit Authority (UTA) specifies the following principles of TOD. UTA’s policies provide guidance for this project but do not impose binding requirements.

- Building Intensity. Activity, generally a result of increased land use density, diversity, and decreased space for parking.
- Land Use Mix. Living, working and shopping in walking distance, with the most diversity near the station.
- Open Space. May include sidewalks, trails, pocket parks, plazas.
- Parking. Recommended to be located away from streets and concealed by other building masses, with ratios not to exceed 1 parking space per residential unit, and/or 3 parking spaces per 1000’ square feet of office.
- Building Orientation. Cohesive, human-scale arrangement of streets, buildings, plazas, promenades.
- Context. Consider the environmental and social context of the area; incorporate community engagement events involving stakeholders that the City considers appropriate.

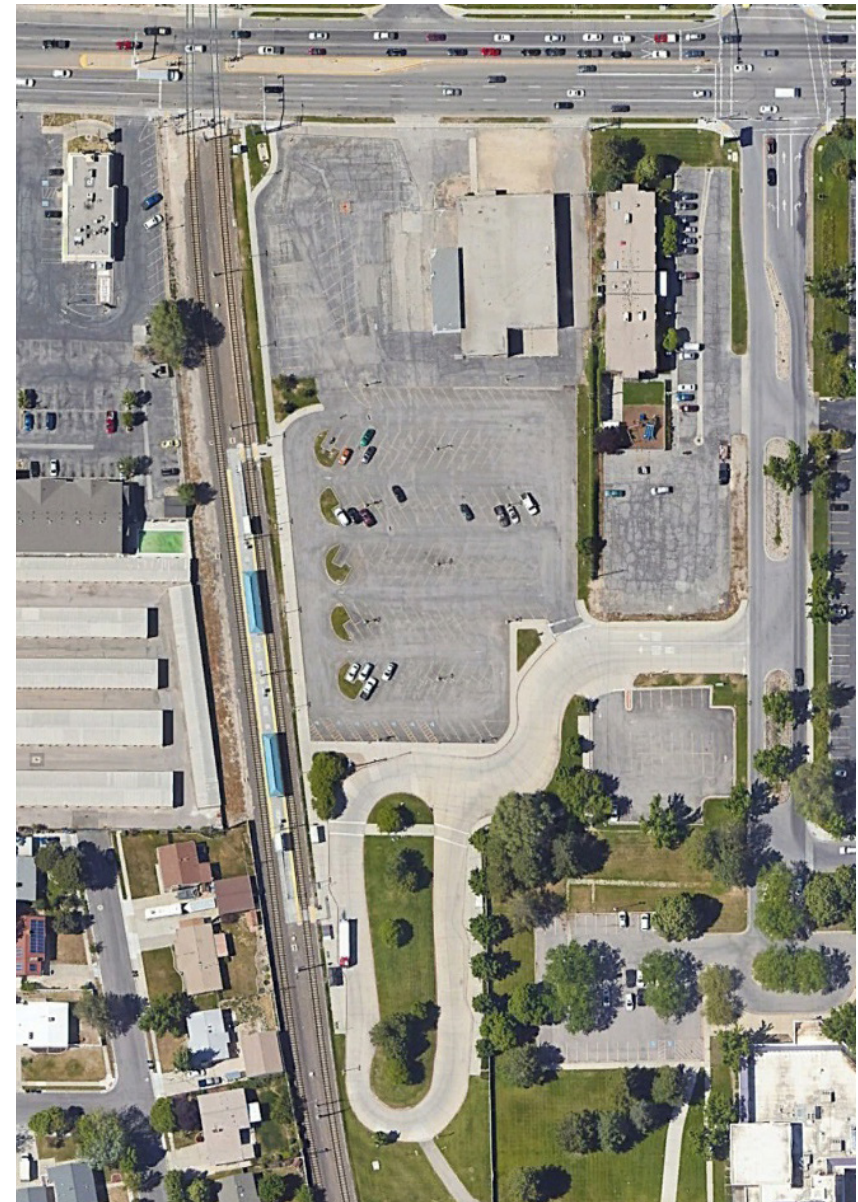
Lastly, in its 2022 Moderate-Income Housing Plan Update, the City identified Housing and Transit Reinvestment Zones (HTRZ) as one of its strategies for producing moderate-income housing. HTRZ is a new development tool to help facilitate housing development near transit stations, using incremental property and sales tax revenues. At least 51% of the HTRZ area must be zoned to allow 50+ units housing per acre.

## A. LAND USE AND URBAN FORM

To plan properly for each station area, the planning team must first understand existing performance and future potential. By researching and analyzing the experience for pedestrians today, future potential can be unlocked by identifying potential catalytic sites, with associated uses and amenities which align to the station area vision.

To understand the station area land use context and the resulting urban form, analysis of key indicating factors has been conducted. While land use identifies the quantitative aspects of the study area's characteristics, the urban form analysis takes a metaphorical x-ray image of the community to understand more complex qualitative and experiential aspects of a community. Land use analysis is rather straightforward identifying current uses of land and comparing these with what zoning and the regulatory framework permits to understand current and future potential.

Urban form begins at the block level, identifying block sizes, street grid connectivity, land utilization, building scale and other factors. This identifies the relationship between building masses and empty spaces and the perception of scale as a pedestrian at the street-level. An additional layer is examined to understand the street-level experience by documenting sidewalk width, ground-level activity, streetscape enclosure, comfort, and perception of safety. By understanding the existing condition relative to qualitative aspects of the community, weaknesses can be overcome and assets can be leveraged to create a Station Area Plan that the community would like to see and the market can support.



SOURCE: Google Earth Imagery

Figure 2.8 Midvale Fort Union Station Park-and-Ride

## LAND USE AND ZONING

### Fort Union Station

Zoning surrounding the Fort Union Station includes a wide array of land uses. North of 7200 South, these larger parcels consist primarily of clean industrial and regional commercial. South of 7200 South, the land use is a mix of single family residential, Transit-Oriented Development, with some varieties of multi-family housing zoning. Commercial zoning is concentrated along 7200 South and State Street. The Transit-Oriented Development overlay and Transit-Oriented Development zone occur along the TRAX line and are focused around the Fort Union Station.

### Center Station

Similar to the Fort Union Station, Transit-Oriented Development zone and overlay occur round the Center Station Area and the TRAX line. Land use surrounding the Center Station is less varied than the Fort Union Area. The majority of zoning is single-family housing (over 55% of the station area), including duplex overlay areas. This higher density housing is focused closer to the TRAX Line and Center Street. There is limited commercial land use focused along State Street as well as some clean industrial zoning found adjacent to the TRAX south of the Center Station Area.

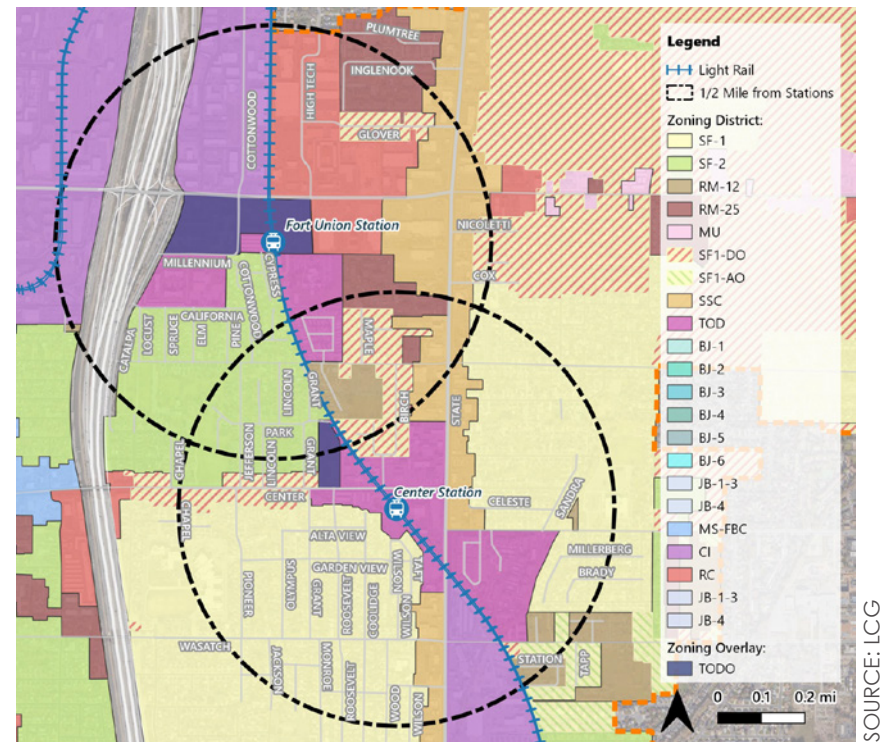


Figure 2.9 Midvale Zoning Map

## PARCEL SIZES

Understanding existing parcel sizes is one of the most important aspects to identifying where current uses are likely to remain and where redevelopment may be possible. Smaller parcels under one acre, associated with single-family residential or small commercial sites often remain since they are stable uses and/or difficult for potential redevelopment parties to assemble multiple parcels for creating a larger development, which is required for a redevelopment to make financial sense.

### Fort Union Station

The Fort Union Station Area presents a variety of parcel sizes due to its location from Interstate 15 and with 7200 South as a major thoroughfare. Just under half of the Station Area contains parcel sizes over five acres. One-third of the station area is comprised of parcels between one to five acre, showing a strong presence of stable single-family neighborhoods. With favorable zoning, great location, and access, this area has seen recent redevelopment and attributes conducive for redevelopment including size, frontage, shape, and access.

### Center Station

Center Station sits at the intersection of State Street and Center Street, a unique geographic center of the community. Over 60% of small parcels is the primary development pattern, with single-family residences and small commercial parcels. These uses are unlikely to change in the near future. However, key parcels of over five acres (13%) exist along State and Center Streets where future redevelopment may be feasible due to market and regulatory conditions.

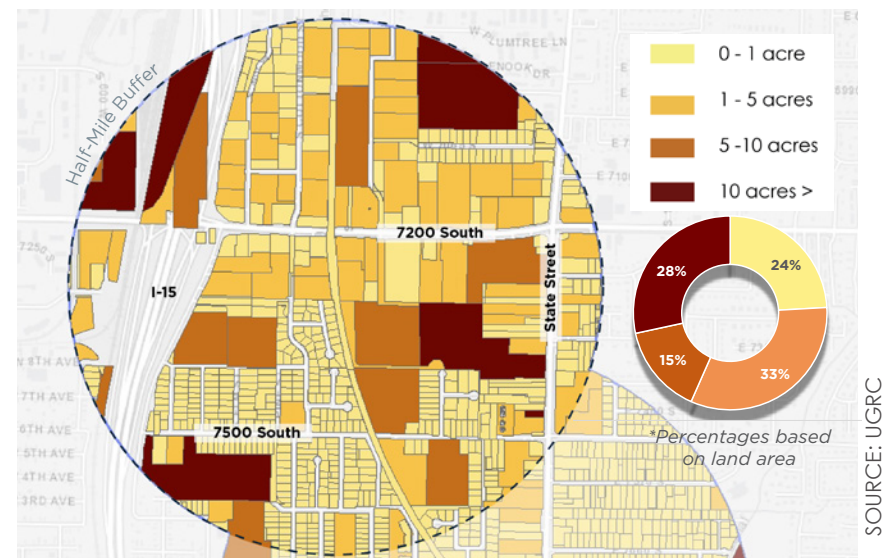


Figure 2.10 Fort Union Station Area Parcel Sizes

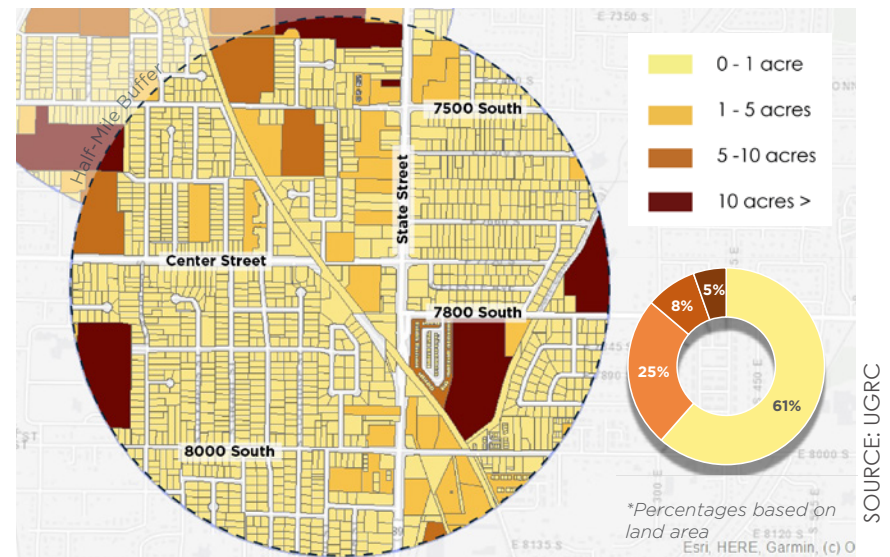


Figure 2.11 Center Station Area Parcel Sizes



## BLOCK LENGTHS AND CONNECTIVITY

Smaller block sizes and frequent areas to cross can make the walking experience easier to navigate, and frequent sections of the block to turn can enhance the ease and convenience of getting to destinations. The majority of blocks within the station areas are large and difficult to permeate, except near single-family residential neighborhoods within the study area. Generally, comfortable block lengths to walk in the Salt Lake City Metro Area are between 400 and 700 feet and even smaller for other cities.

### Fort Union Station

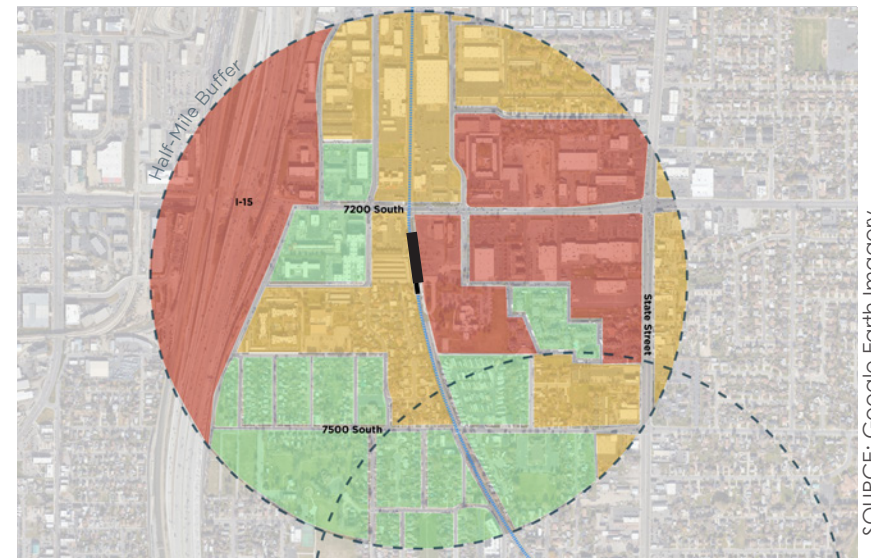
The Fort Union Station Area has mostly moderate to large blocks mainly due to its location between Interstate 15 and lengthy strip malls lining 7200 South east of the TRAX station. There are also clean industrial uses that prevent a more connected street grid.

### Center Station

Areas near and along the stations have moderate to large block lengths with little connectivity through the sites. Although, the transit station is an asset for users, getting to and from the station may be challenging with one or two entry points. The single-family residential benefits with a grid pattern making those areas more walkable.

### BLOCK LENGTHS

- 400 - 700 ft
- 700 - 1000 ft
- 1000 ft or more



SOURCE: Google Earth Imagery

Figure 2.12 Fort Union Station Area Blocks



SOURCE: Google Earth Imagery

Figure 2.13 Center Station Area Blocks

## PHOTO INVENTORY

Much of the pedestrian experience can be influenced by physical characteristics along the street, like building setbacks, sidewalks conditions, amenities, tree canopy and landscaping, and more. These visual cues in the streetscape impact the perceived safety, comfort, and interest of people going to and from the station areas. Examples are shown on the following pages.

### *Building Setbacks*

Building setbacks greater than 20 feet can lack a sense of enclosure. Paired with driveways and vast parking lots in front of buildings, these scenarios reduce the human-scale and make interactions with storefronts difficult. Both the Fort Union and Center Station Areas have examples of this especially along high-traffic corridors such as 7200 South, Center Street, and State Street. Most building setbacks along these streets tend to be over 20 feet, sometimes extending beyond 200 feet, with the exception of a few businesses and areas of residence.

### *Tree Coverage and Green Space*

Trees add shade, feelings of enclosure, visual interest, and overall comfort of the streetscape. Tree canopies that shade over the sidewalks are sparse but more apparent near, residential areas, Midvale City Park, some business frontages within both station areas. There are gaps with shade coverage on the sidewalks, creating some stretches that can be uncomfortable for people walking. Places with significant tree canopies and green space, like Midvale City Park are valuable amenities to the station areas, helping to reduce the overall heat generated from the urban heat island effect.

*Connectivity - Sidewalk Conditions, Wayfinding, & Interest*  
Sidewalks conditions, widths, gaps, and other impediments on walking paths can make it especially difficult to access the transit stations and other destinations in Midvale. Vacant lots and underutilized structures break up the visual continuity along the street, look unappealing, and can sometimes be barriers to more convenient pathways.

There are some areas of interest that help create a sense of arrival into Midvale City or share aspects of the City's history. Historical landmarks like Traders Rest, also known as Traveler's Rest, near 7200 South and art installments under the TRAX bridge on State Street are some examples. There is one Midvale gateway sign near the Fort Union park-and-ride lot near I-15 but is usually covered by foliage.

### *Transit Station - Waiting Areas*

Transit stations with sufficient shelters, seating, and first- and last-mile amenities can greatly enhance the experience for riders. The Fort Union Station and Center Station Areas have these elements with some form of bike parking/lockers. In addition, the Fort Union Station includes micromobility options, like e-scooters.



Fort Union Station Area



Building setback along 7200 South (Eastbound View towards station)



Moda Apartments near Fort Union Station

Center Station Area



Setback of the post office near Center Street



The Station and Majestic Townhomes near Center Station

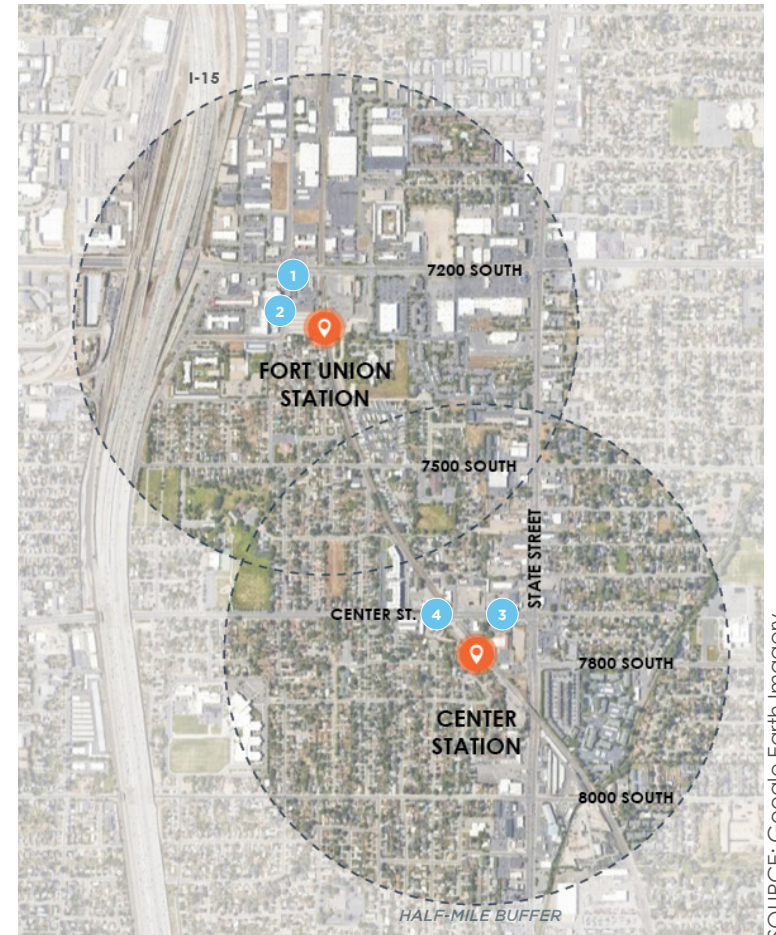


Figure 2.14 Existing Infrastructure around Fort Union and Center Station

SOURCE: Google Earth Imagery

Fort Union Station Area

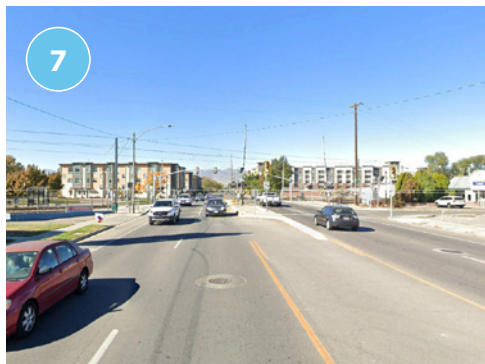


Tree Coverage along 7200 South (westbound view)



Infrastructure gaps approaching towards the station

Center Station Area



Sparse Tree Coverage along Center Street (westbound view)



Vacant Lot on Center Street and State Street

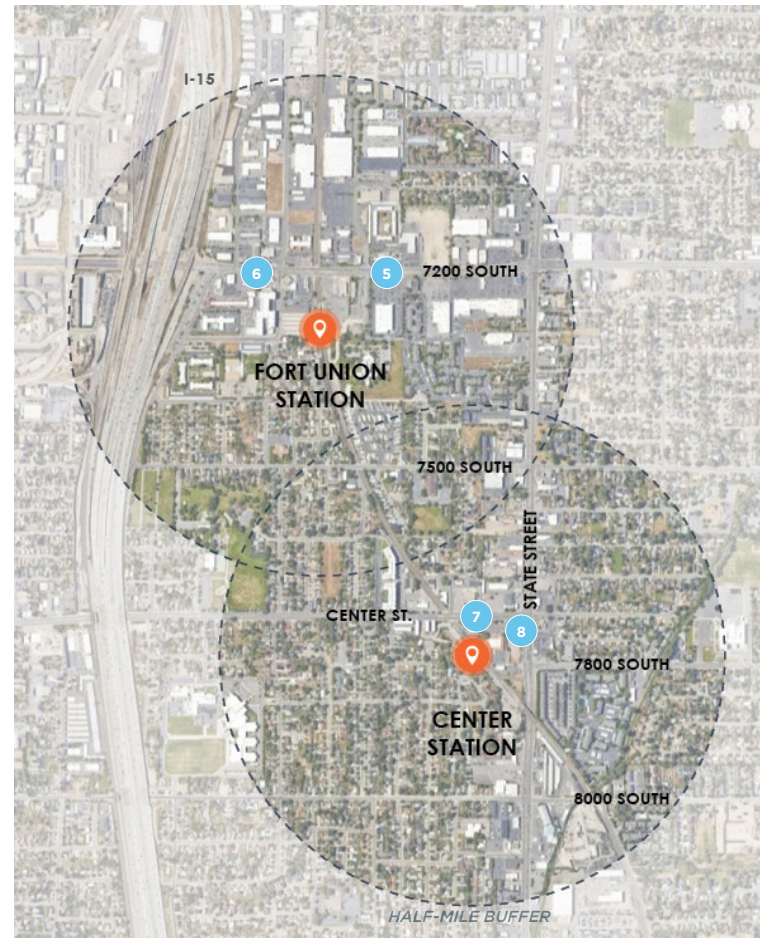


Figure 2.15 Tree Coverage and Gaps around Fort Union and Center Station

SOURCE: Google Earth Imagery



Fort Union Station Area



Midvale City Gateway Sign  
(near Interstate 15 entry)



Waiting area with some  
bike parking

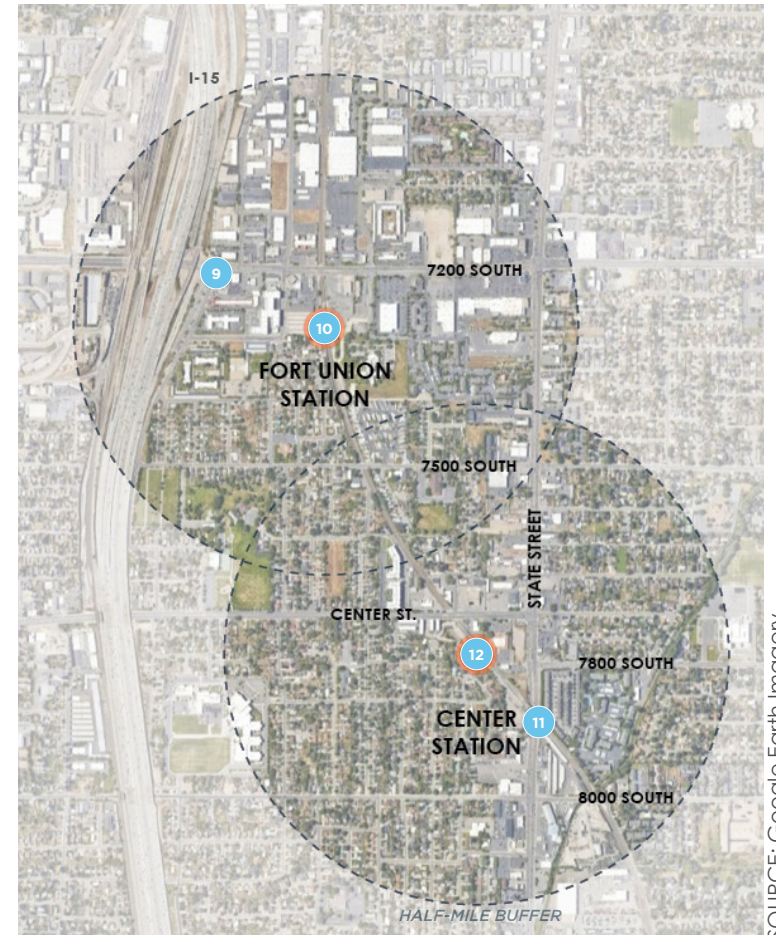
Center Station Area



Art installment under TRAX bridge along  
State Street



Waiting area with micromobility and  
other first- and last-mile amenities



SOURCE: Google Earth Imagery

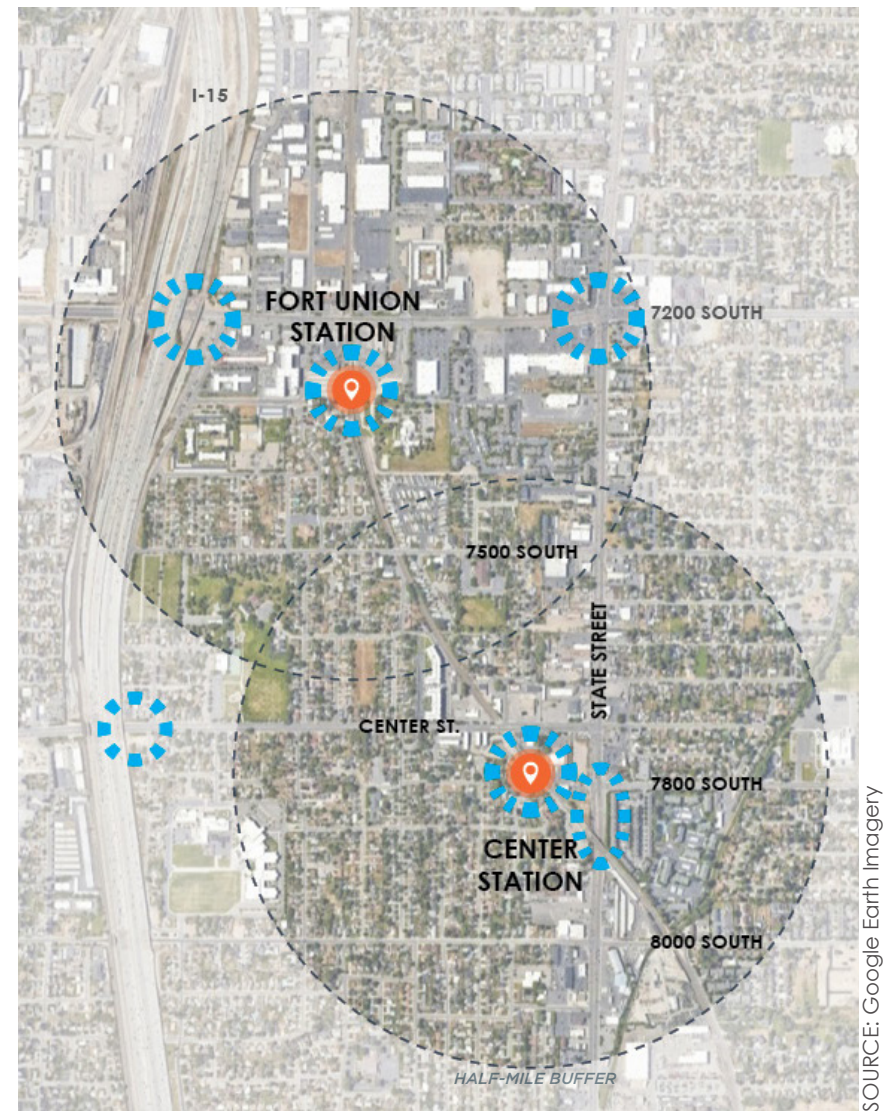
Figure 2.16 Waiting Areas and Gateways around Fort Union and Center Station

## GATEWAYS

Gateways can be areas that establish a sense of arrival. These are some of the touchpoints for many residents and visitors within Midvale City, whether they are approaching or leaving the station areas. They can be spaces for creative wayfinding and signage and be significant landmarks for the community. Below are places that can become natural gateways but have the potential for improvement and visibility.

Gateway enhancements work best when they are visible by any mode of transportation, especially as pedestrians. Examples of existing placemaking elements within the station areas are the gateway sign at 7200 South and Interstate 15 and the historical art underneath the bridge on State Street.

- **7200 South and Interstate 15 (eastbound entrance)**
- **7200 South and State Street**
- **Center Street and Interstate 15**
- **State Street and Near the 7800 South Crossing**
- **Center Station and Fort Union Station**



SOURCE: Google Earth Imagery

Figure 2.17 Station Areas Plan Project Boundary and Gateways

## AREAS OF ANTICIPATED CHANGE







Based on the existing conditions for land use and urban form and discussions with Midvale City staff, there are a few area outlined for anticipated change at each station area. These locations can be potential places for redevelopment or can explore additional ways to enhance the pedestrian realm.

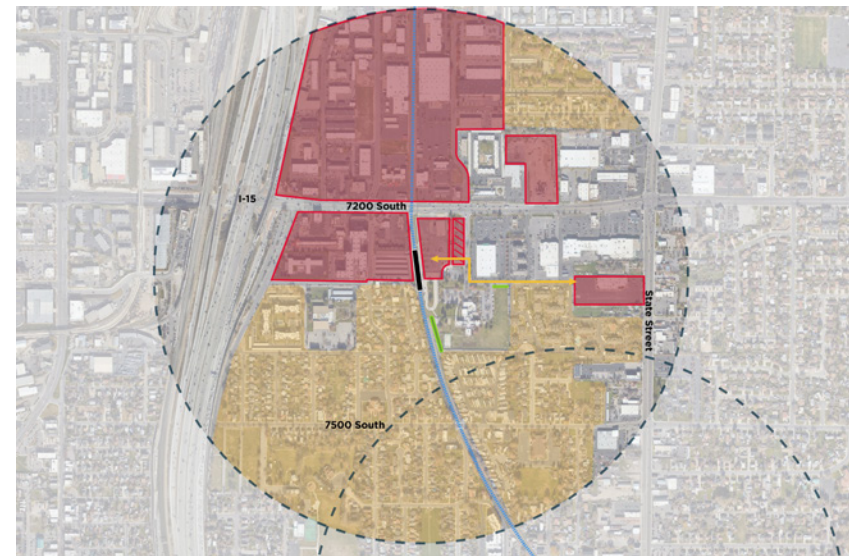
### Fort Union Station:

Key areas are along 7200 South and there is already one parcel that is underway for the Lotus Apartments, shown in the hatched box near the station park-and-ride. Some significant connectors to the station are possible routes through the State-owned parcel on State Street and south of the bus loop near the single-family residential neighborhoods.

### Center Station

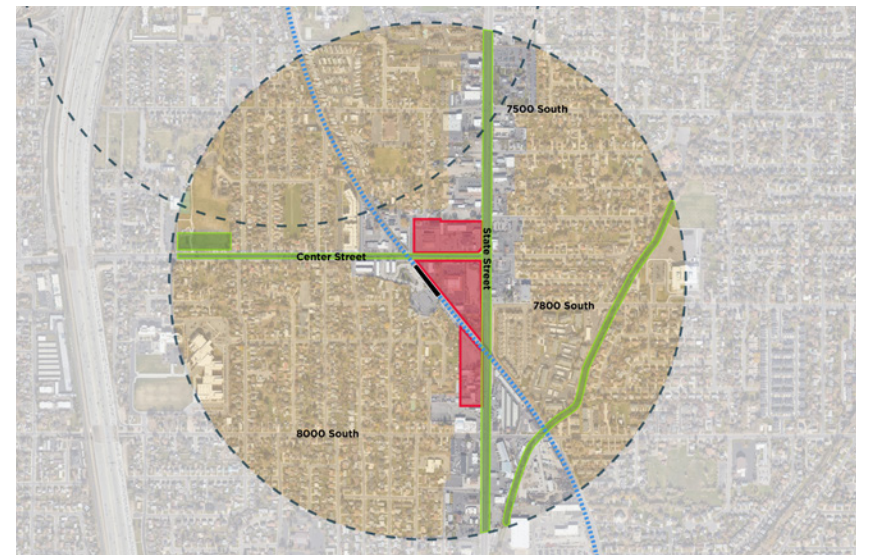
The Center Station Area is predominantly surrounded by single-family residential, which are likely to be areas for anticipated stability. Underutilized sites clustered near the station are likely candidates. Center Street is a prominent corridor to connect the station area to destinations like Midvale City Park, Main Street, and more. Other routes to note are State Street and a possible introduction of the canal trail east of the TRAX line.

-  Trax Station
-  Trax Line
-  Half Mile Radius
-  Potential Redevelopment Area
-  Potential Placemaking Improvements
-  Potential Pedestrian Route Improvement
-  Areas of Anticipated Stability



SOURCE: Google Earth Imagery

Figure 2.18 Fort Union Station Area



SOURCE: Google Earth Imagery

Figure 2.19 Center Station Area

## B. TRANSPORTATION AND DEMOGRAPHIC ANALYSIS

With any station area development planning process, it is important to look closely at the supporting multimodal transportation networks to create a permeable and comfortable environment for people accessing transit. Access to a transit station for transit riders, whether by foot, bike, vehicle, bus, or some combination, is an essential consideration in the Midvale City Station Area Plan. These first-and-last-mile connections help people get from their homes to the transit stations, and from the stations to work, school, shops, or other destinations that lie within a reasonable walkable or bikeable area.

A combination of qualitative and quantitative sources were used to identify community needs and tell the transportation story. This information, supplemented with findings from public engagement, defined areas of opportunity around the Utah Transit Authority (UTA) TRAX Midvale Fort Union and Midvale Center stations (see Figure 2.20). More information on transportation and demographic analysis can be found in Appendix.

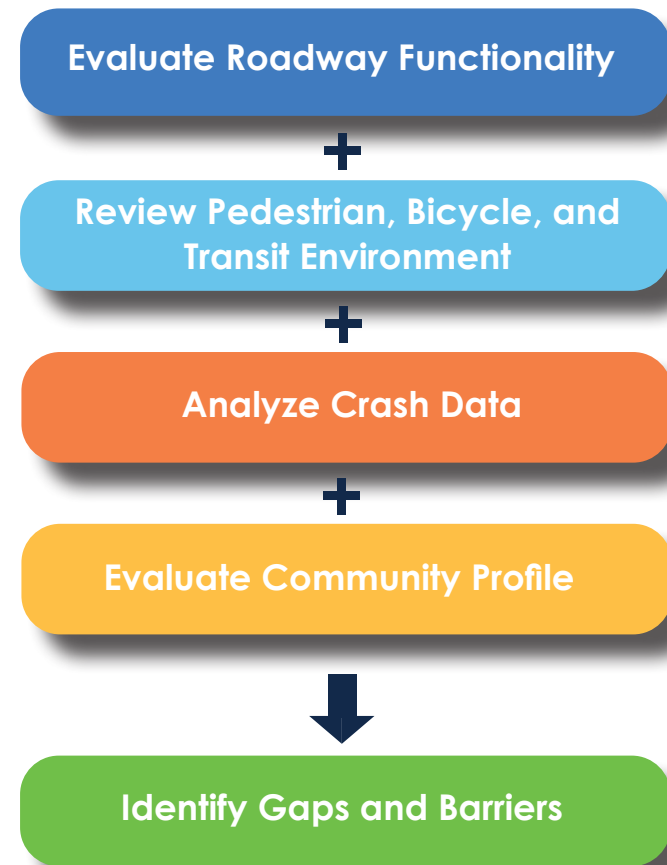


Figure 2.20 Evaluation Process

## NON-MOTORIZED NETWORK

Providing safe and comfortable access to transit for foot traffic is a critical part of first-and-last-mile connection. A complete pedestrian network supports increased access to transit, expanded ridership, and improved public health due to physical activity. In the station areas, adding built-out systems for pedestrians, bicyclists, and other non-motorized modes will provide transportation choices that may not be available today. These transportation improvements can increase ridership, improve quality of life, and become a new driver for economic development. This section summarizes the non-motorized network's existing and planned conditions, including pedestrian and bicycle facilities and catchment area.

### Existing and Planned Facilities

Figure 2.21 shows existing and planned pedestrian facilities within a half-mile of the stations. In many locations, sidewalks exist along roads but are not continuous nor compliant with the Americans with Disabilities Act (ADA). Also, sidewalks adjacent to major roads with high traffic volume, like State Street and 7200 South, are uncomfortable for users. Pedestrian barriers such as properties, fences, and major streets prevent the stations' surrounding areas from being fully accessible to transit users.

In the WFRD Draft 2023 Regional Transportation Plan (RTP) Workshops Map and the 2021 Midvale Active Transportation Plan, shared-use paths are planned along the mainline TRAX corridor and Salt Lake City Canal.

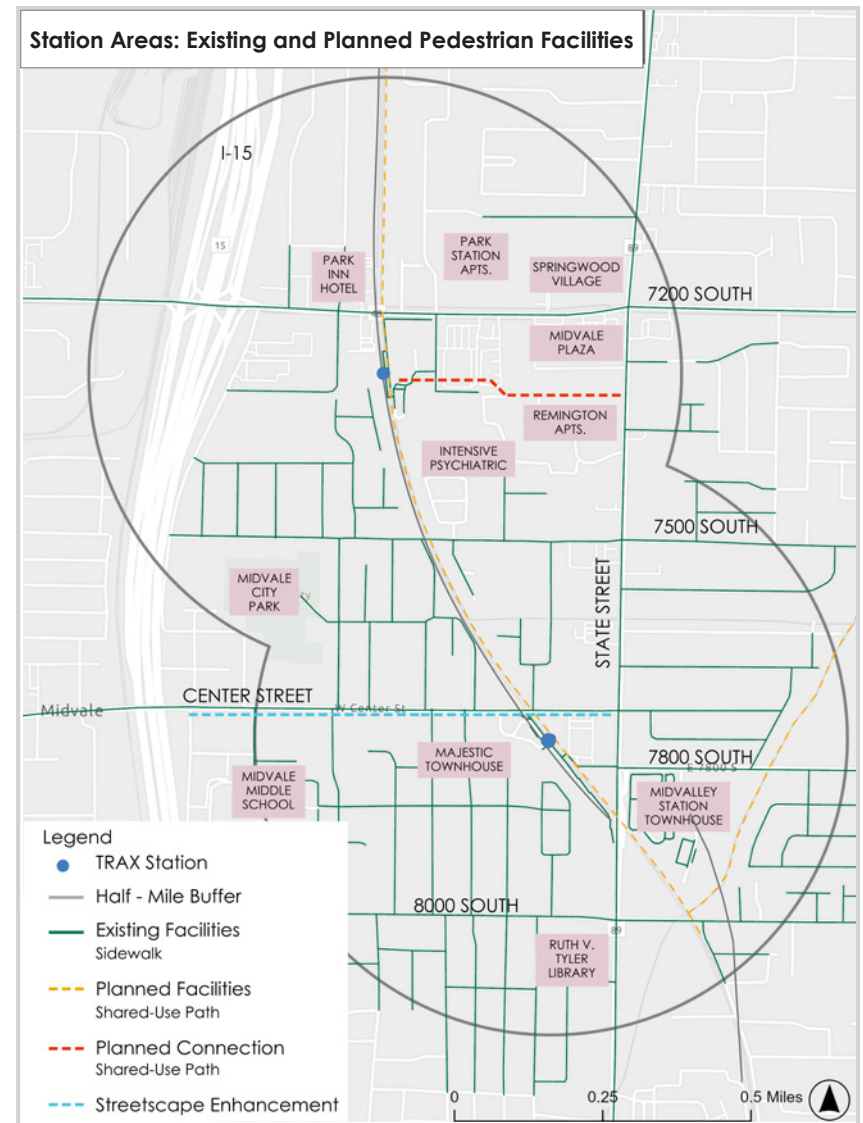


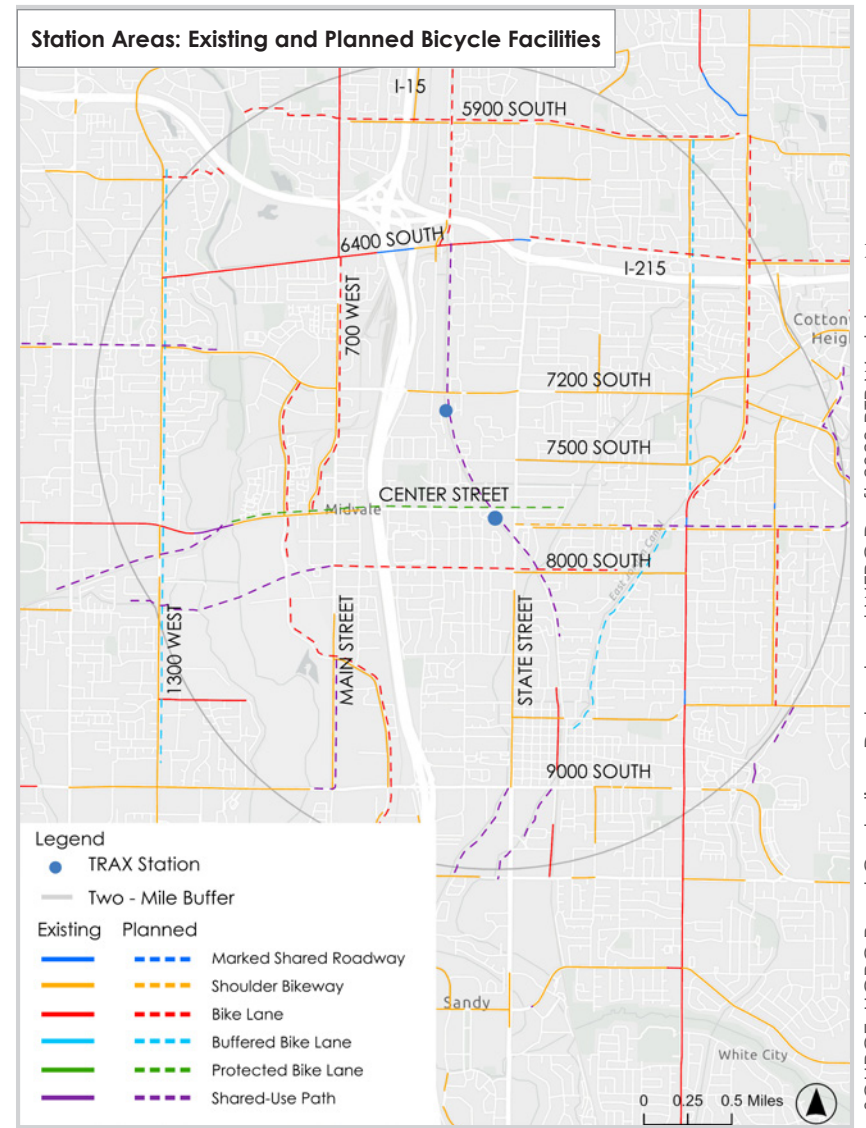
Figure 2.21 Existing and Planned Pedestrian Facilities

SOURCE: UGRC Road Centerlines Dataset and WFRD Draft 2023 RTP Workshops Map

The Midvale State Street Corridor Study has recommended streetscape enhancements on Center Street to improve the walking and biking environment and to develop a creative festival street.

Figure 2.22 shows existing and planned bicycle facilities within a one- and two-mile buffer of the stations. Currently, shoulder bikeways that are not comfortable for many users make up most of the bicycle facilities and are not continuous. Also, the shoulder bikeway is considered substandard by Midvale City. There is a lack of bicycle facilities directly surrounding the transit stations and connecting neighborhoods. The Jordan River Parkway Trail traverses the western border of the stations, provides north-south multimodal connections and it is a strong recreational asset in this area.

Shared-use paths are planned along TRAX line and Salt Lake Canal to connect the Midvale Fort Union and Midvale Center Stations and connect surrounding neighborhoods to additional bicycle facilities. Bike lanes are planned to support roadways around the transit stations, completing the existing bicycle network.



SOURCE: UGRC Road Centerlines Dataset and WFRD Draft 2023 RTP Workshops Map

Figure 2.22 Existing and Planned Bicycle Facilities



### Catchment Area Analysis

A station's catchment area refers to the area that is accessible from that station within a walkable and bikeable distance. In this study, the walkable and bikeable distance is selected based on industry standards and best practices. As National Association of City Transportation Officials (NACTO) research on transit users found, most people will not walk more than a half-mile to access transit. So, a half-mile buffer was selected for pedestrian catchment area analysis. Also, The Initiative for Bicycle and Pedestrian Innovation (IBPI) study on creating walkable and bikeable communities finds that most utilitarian bicycle trips in the US are less than a three-mile. Therefore, a three-mile buffer was selected for the bicyclist catchment area analysis.

The size of a catchment area is largely defined by how the surrounding infrastructure interconnects and what facilities exist within that infrastructure (i.e., sidewalks, bicycle trails, etc.). As the size of a catchment area increases, more land uses may be considered accessible within the station area. A catchment area analysis helps identify gaps in the network, prioritize infrastructure investments, and identify significant landscape or built environment changes that will increase access to the station areas.

Figure 2.23 shows the pedestrian catchment area within a half-mile buffer from the TRAX Stations using the existing sidewalk network. The catchment area for both TRAX Stations is limited and only covers some areas within a half-mile buffer from the Stations.

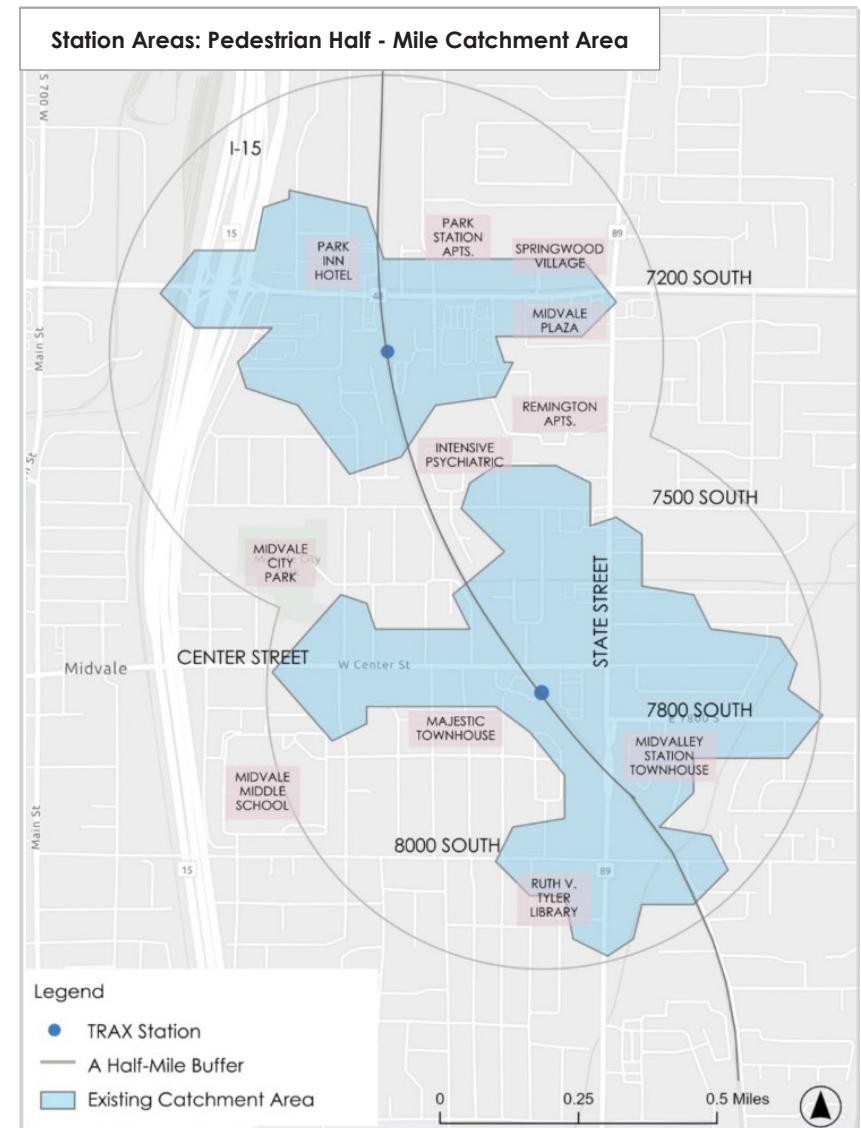


Figure 2.23 Pedestrian Half-Mile Catchment Area

For example, Midvale City Park and many local places are located within a half-mile of the Midvale Fort Union Station, but they are not in the catchment area because of existing built environment, buildings, and indirect routes. Consequently, a pedestrian trip from Midvale Fort Union Station to Midvale City Park will extend beyond a walkable distance (a half-mile) due to the disconnected network, despite the fact that both locations fall within a half-mile buffer zone. The gap west of the Midvale Center Station is significant because of the discontinuous pedestrian network. Midvale Middle School is within a half-mile of the station, but it is outside the catchment area due to existing land use and disjointed facilities.

Figure 2.24 shows the bicyclist catchment area within a three-mile buffer from the Stations using the existing road network. The existing bicycle network in the area is limited to a shoulder bikeway along a few segments and results in a small catchment area. So, to get a better understanding of needs and gaps, the road network was used in the analysis. It should be noted the existing catchment area in Figure 2.24 assumes that users can bike along all existing roads. Even with this assumption, the gaps still exist in the existing catchment areas.

Based on analysis results, the area east of I-15 has better access to the Stations compared to the area west of I-15, presenting I-15 as a potential barrier. The darker color in Figure 2.24 shows where the catchment area of both Stations overlaps, indicating that the area is accessible from both Midvale Fort Union and Midvale Center Stations.

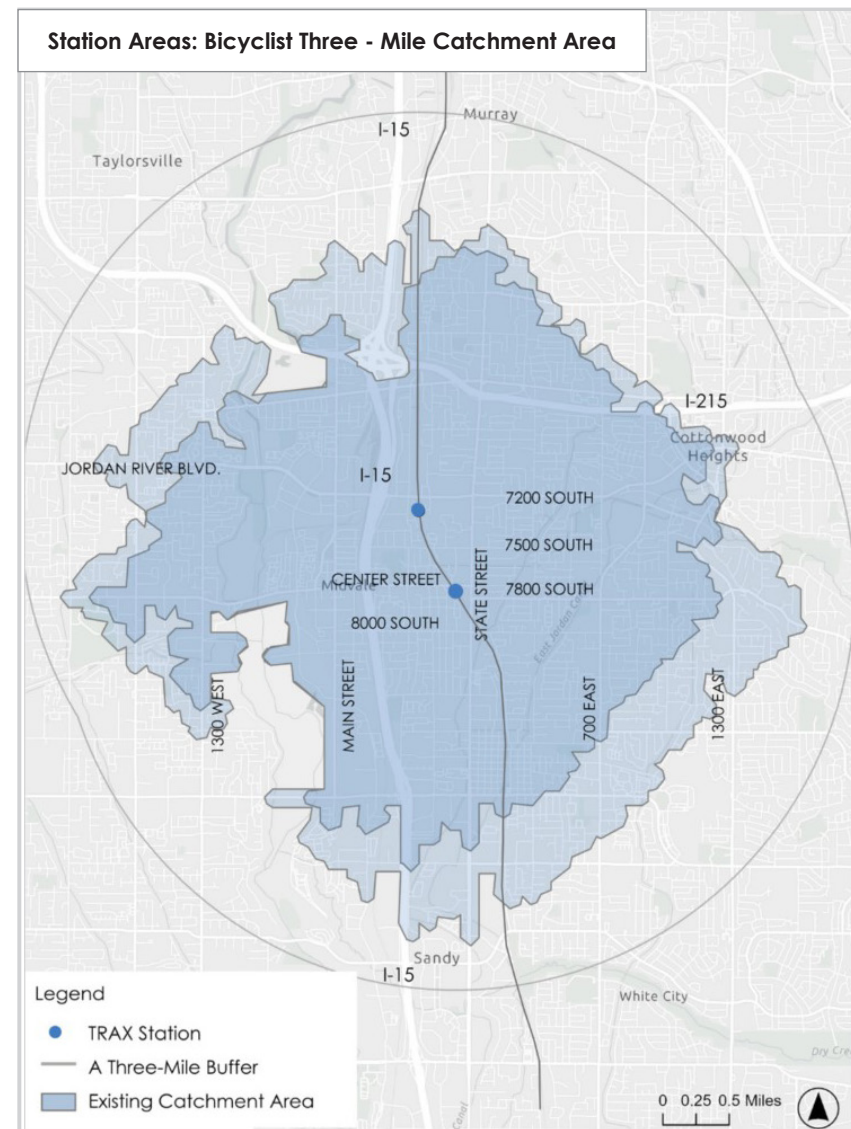


Figure 2.24 Bicyclist Three-Mile Catchment Area

## PARKING DEMAND

The primary focus of the parking demand analysis was looking into how the existing park-and-ride lots and on-street parking were utilized within a half-mile of the stations. Google Earth historical aerial imagery and the 2014 UTA Park-and-Ride Lot Master Plan were reviewed in detail as part of this analysis.

### *Park-and-Ride Lot Capacity and Utilization*

Table 2.1 shows the utilization values for the Midvale Fort Union and Midvale Center Stations, in addition to a few surrounding stations. The Midvale Fort Union Station lot was utilized 31% on average, and the Midvale Center Station lot usage was even less, 20% on average. Almost 70% to 80% of stalls were unused.

Also, Google Earth's historical and aerial imagery shows the maximum utilization for the Midvale Fort Union Station lot A (the lot located close to the station) in peak time was 35%; as a result, the park-and-ride lot has approximately 65% of its stalls that could be repurposed. For the Midvale Center Station, maximum utilization in peak time on lots A and B was 60% and 1%, respectively. Therefore, 40% of the existing stalls in lot A and 100% of lot B can be repurposed.

Lot	Total Stalls	Average Utilization	Recommended Stalls	New Capacity
Murray Central	245	42%	245	53%
Fashion Place	316	85%	316	91%
Midvale Fort Union	274	31%	274	39%
Midvale Center	323	20%	323	24%
Historic Sandy	265	67%	265	77%
Sandy Civic Center	1192	18%	270	55%

SOURCE: 2014 UTA Park-and-Ride Lot Master Plan

Table 2.1 Park-and-Ride Lots Utilization

## DEMOGRAPHIC ANALYSIS

Midvale City is a diverse and growing city. According to the 2016 Midvale City General Plan, the City has a projected average annual growth rate of 1.8%. Midvale City's population is estimated to grow from 34,000 residents to 60,000 by 2050. The City has an average age of 31.2 with an average household size of 2.56. Midvale's median household income is \$65,897, just under the median household income for the entire Salt Lake County. Future growth will increase the demand for a better walking and biking network and access to transit.

Demographic data and analysis help provide a basis for understanding the needs of the community. Figure 2.25 displays the community profile of people living within a one-mile buffer of the stations. Data for this analysis was gathered from the American Community Survey (ACS) from 2016 to 2020.

Demographic analysis within a one-mile buffer of the stations shows that 10,076 persons (34%) are of a minority population; 6,239 households (39%) have an income less than \$50,000; 3,622 persons (10%) have a disability; and 1,083 households (7%) do not have access to a vehicle. Historically, these populations are more dependent on walking, biking, and transit as a mode of transportation and it is important to capture where these population are located.



SOURCE: ACS 2016-2020

Figure 2.25 Community Profile Within One mile of the Stations



## GAPS AND BARRIERS

Existing transportation data and community profiles were used to define needs and understand barriers for walking and biking to the stations and key takeaways from these analyses include:

- High-speed, high-volume facilities are major barriers to access station areas
- Disconnected pedestrian and bicycle facilities resulted in low-comfort environments for walking and biking
- Stations are under-utilized compared to neighboring stations and ridership still has not recovered since COVID-19
- Park-and-ride lots are under-utilized and parking capacity is higher than demand
- Midvale has a diverse population with varying transportation needs

The network within a half-mile and two miles of the Midvale Fort Union and Midvale Center Stations was analyzed to find barriers, deficiencies, and gaps. In this study:

Spot and Segment Barriers: are locations where there is no crossing/connection or existing non-motorized facilities are uncomfortable for most users, and existing roads carry heavy traffic and have a higher speed limit.

Spot and Segment Deficiencies: are locations where there are facilities for non-motorized users, but they may be uncomfortable or substandard for all users with different abilities.

Spot and Segment Gaps: are locations where a new connection is required to improve the access and walkshed/ bikeshed around stations.

Figure 2.26 shows the barriers, deficiencies, and gaps within a half-mile buffer around the stations. Currently, pedestrians traveling between the Midvale Fort Union and Midvale Center Stations and Midvale's other pedestrian destinations are faced with significant barriers, the majority of which are primarily at-grade and grade-separated roads such as I-15, State Street, and 7200 South. Though the existing barriers are not likely to go away, improving the pedestrian environment along them and providing more crossing opportunities could help abate their magnitude. The area around the stations contains a large number of pedestrian destinations barricaded by high-volume roadways with fast-moving traffic, like State Street and 7200 South. Piecemeal and ad-hoc development in some areas has also led to gaps in the sidewalk network that should be addressed when considering transportation improvements.

Figure 2.27 shows the barriers, deficiencies, and gaps within a two-mile buffer around the stations. The Midvale Fort Union and Midvale Center Stations are within bicycling distance from most points in the City, but access, visibility, safety, and convenience for bicyclists should be improved within the bikeshed. Currently, the biggest challenges for bicyclists are the physical barriers that transect the network at several locations. These barriers, such as I-15 and State Street, do not provide usable corridors and are difficult to cross conveniently and safely.

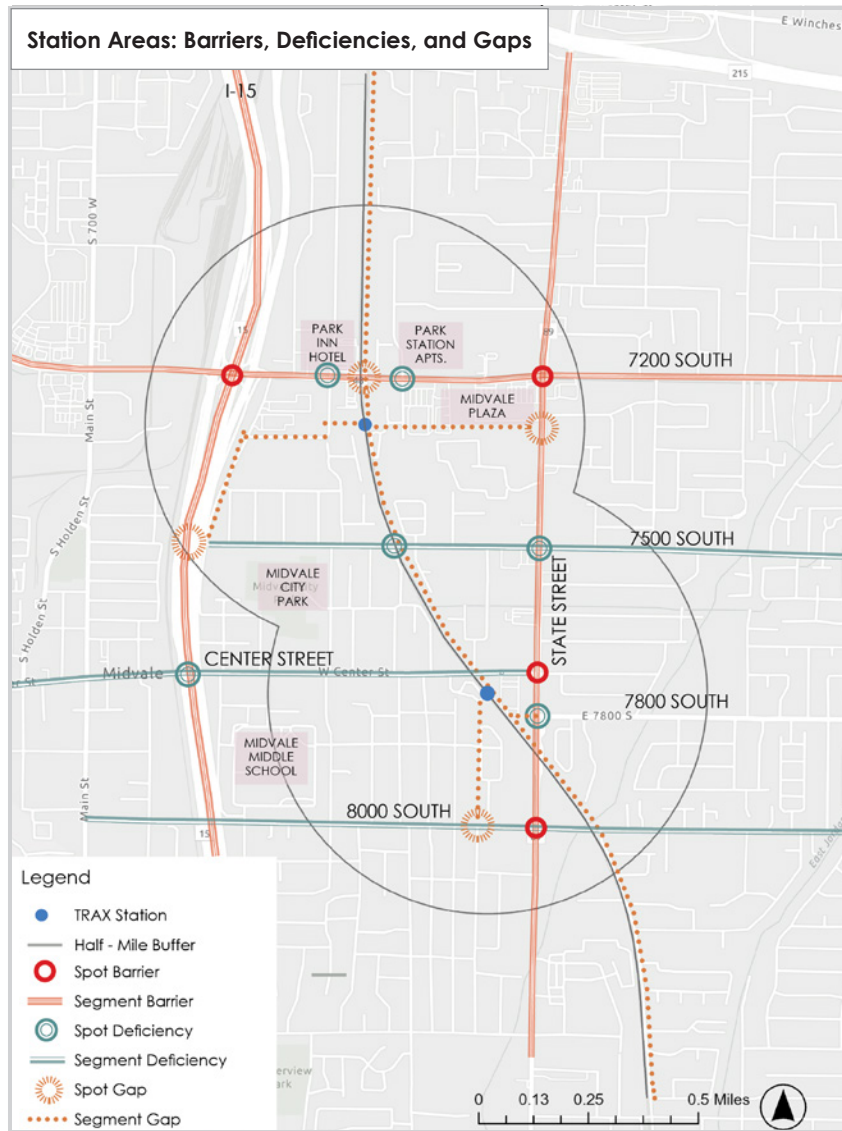


Figure 2.26 Barriers, Deficiencies, and Gaps within a Half-Mile of the Stations

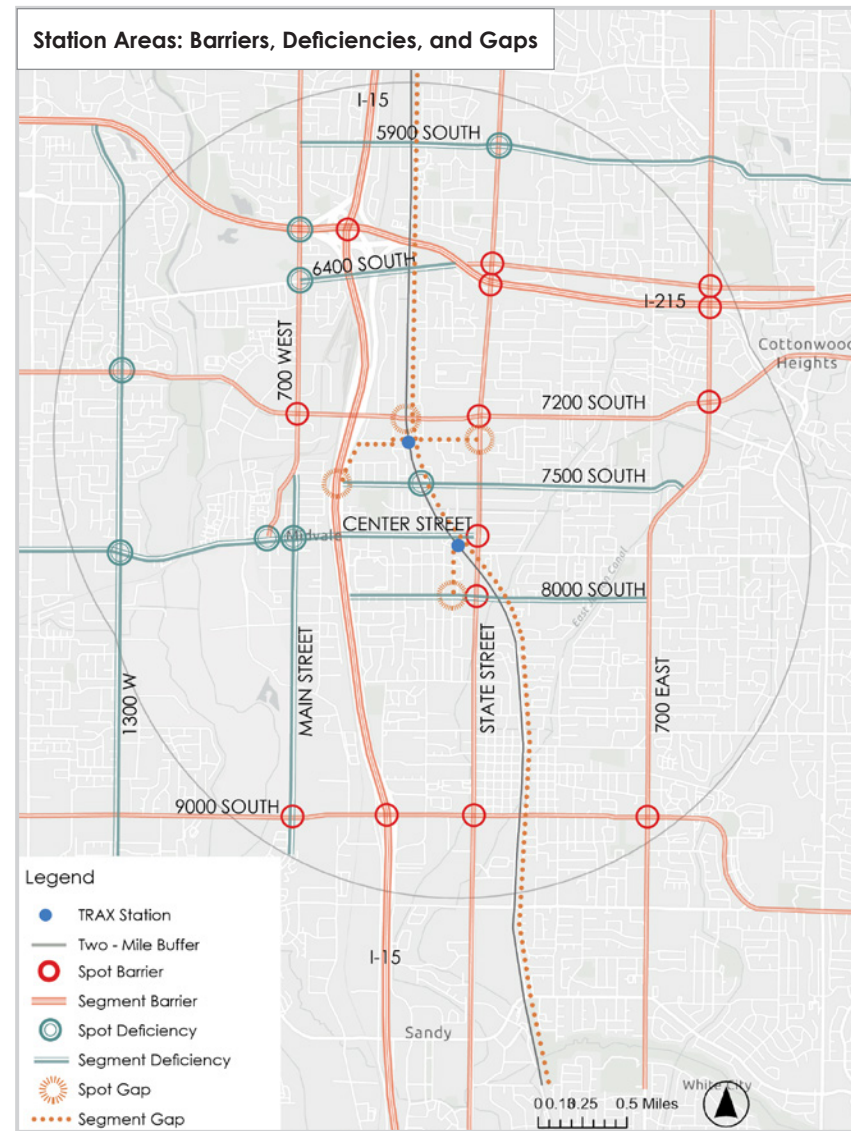


Figure 2.27 Barriers, Deficiencies, and Gaps within Two miles of the Stations



## C. HOUSING NEEDS AND MARKET ASSESSMENT

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This housing needs and market assessment contributes to the station area plan development. The following is a summary of analyses and findings, with an accompanying series of charts, tables, maps, data, and other information graphics.

### DEMOGRAPHICS AND EMPLOYMENT

Demographics (the types of people who live in and near the City) and employment affect the types of future development that is feasible for the station area. Key demographic and employment factors include:

- Population.** Fort Union Station Area, with 3,960 residents in 2022, is less populated than Center Station (5,289). Population growth for both stations over the past decade (20-21%) matches the region but is slower than the City's 38% growth.
- Race and Ethnicity.** Both station areas align with the City in being more racially diverse than the region in 2022, with 36% in Fort Union Station Area and 32% in Center Station Area identifying as a race other than White, compared to 34% in Midvale and 25% in the Wasatch Front Regional Council (WFRC) region. Likewise, Latino populations range 24-26% for the City and the station areas, compared to 17% for the region.
- Tenure.** A larger proportion of residents rent in Midvale compared to the region—particularly near Fort Union, where 76% rent in 2022.
- Education.** A smaller share of residents (28%) in both station areas have a college degree or higher in 2022, compared to 35% for the City and 36% for the region.
- Employment.** With its central location in the Salt Lake City region and regional transportation access, Retail is a big player in Midvale's economy—accounting for the largest share of workers in 2019. However, jobs for this sector (and the second-highest employing sector, Administration and Support), have been on the decline in recent years. Leveraging assets such as the City's broadband network and successes such as the nationally-recognized Bingham Junction redevelopment (which has drawn employers such as the headquarters for Overstock.com) may spur job growth in other sectors, including tech.
- Transit Ridership.** The station areas contain portions of all three census block groups in the City where over 10% of residents commuted via public transit in 2021, while ridership for most of the City was below 5% (the national average for transit commuting in 2019).

	<b>Fort Union 1/2 Mile</b>	<b>Center Station 1/2 Mile</b>	<b>Midvale City</b>	<b>WFRC Region</b>
Population	3,960	5,289	38,425	1,961,741
% Renter	76%	45%	52%	30%
Median Household Income	\$58,669	\$69,954	\$67,373	\$85,510
Per Capita Income	\$29,599	\$31,210	\$34,382	\$36,806
% HH Incomes <\$34,999	25%	21%	19%	15%
Population Growth 2010-2022	20%	21%	38%	20%
Median Household Size	2.3	2.5	2.5	3.0

Source: U.S. Census Bureau Decennial Census via ESRI.  
 ESRI Business Analyst Online (BAO) is a private, third-party provider of demographic data. ESRI bases its analysis and forecasts on the US Census and many other public and private data sources.

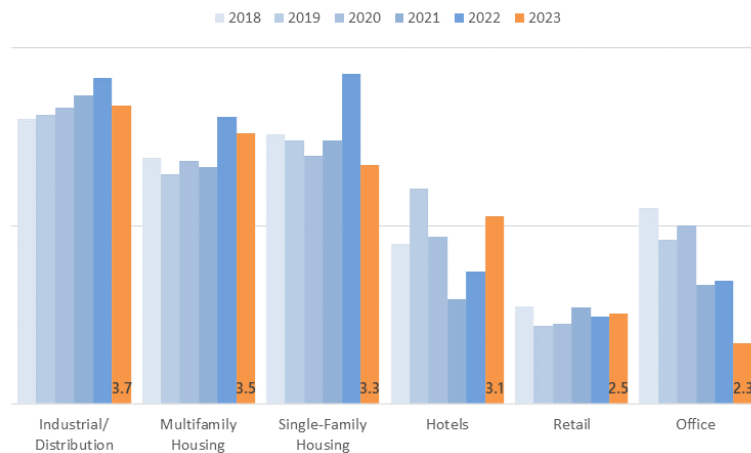
Figure 2.28 Demographics of Station Areas, Midvale, and WFRC Region



## REAL ESTATE DEVELOPMENT CONTEXT

### National Trends

The chart below shows how real estate developers and other industry professionals associated with the Urban Land Institute (ULI, the leading national professional association for the real estate industry) evaluate the desirability of development for various property types nationwide. This chart shows that in 2023, developers continue to be most interested in building industrial and multifamily housing, despite a slight dip from 2022. Interest in single-family housing is starting to suffer due to rising mortgage rates. Office and retail are out of favor due to the increasing remote-work trend and online shopping respectively, with office replacing retail as the lowest-ranked property type.



SOURCE: ULI Emerging Trends, 2023.

Figure 2.29 Prospects for Major Commercial Property Types, 2019-2023

Nationally, strategies for retail are likely to focus on re-tenanting versus new construction, while conversions are being considered for offices.

While Millennials and Gen Z, especially those with kids, shifted their preferences slightly from urban, walkable neighborhoods to suburban neighborhoods with detached homes at the beginning of the pandemic, 20% of people living in detached homes in July 2020 would have preferred to live in an apartment or townhome in a walkable neighborhood, according to a survey by the National Association of Realtors. Older Americans also value walkable urban centers. In a 2017 survey by the nation's largest senior living referral service, most respondents said it was very/somewhat important to live in a walkable neighborhood, as well as one with low crime that was close to family.

### Development Context

Most commercial real estate development in Midvale for the past decade has concentrated to the west of the study areas and I-15, though new multifamily projects near both stations show local demand for that property type. Existing commercial development in the Fort Union Station A rea is more industrial compared to Center Station, but the study areas otherwise have similar proportions of property types being considered for offices.

*Development Context*

Multi-family and office properties have dominated construction in Midvale for the past decade. Given national real estate trends and the region's population growth, multi-family construction is likely to remain a significant focus in Midvale—while the future of office development is less clear. According to February 2023 CoStar data for the Midvale/Murray submarket, multi-family construction is steady but slightly down from a peak of 858 units delivered in the second quarter of 2018. Perhaps due to the recent increase in supply, annual rent growth, at 2.9% “significantly trails the average annual growth of 5.4% over the last decade” and the larger Salt Lake Market’s 3.1% annual rent growth.

Retail is experiencing low vacancy rates (1.7%) and a high average annual growth in rent (8.1%), according to CoStar data for the Union Park submarket (which includes the Midvale area, extending west to Redwood Road, but excluding the Jordan Bluffs portion of the City southwest of Center Street and I-15). During the past decade, nearly 100,000 square feet of retail has been built in Bingham Junction, with very little retail development elsewhere in Midvale. The SAPs may consider incorporating retail, particularly on the ground floor of mixed-use projects—considering the current trends toward smaller-scale, experiential commercial space and the goals of City’s TOD zone (though feasibility of such projects within the auto-centric context of the study areas will need to be considered). The station areas—particularly Fort Union—are also well-positioned for further industrial development, based on past development, access to I-15, and current national/regional demand for that development type, largely driven by the growth of e-commerce.

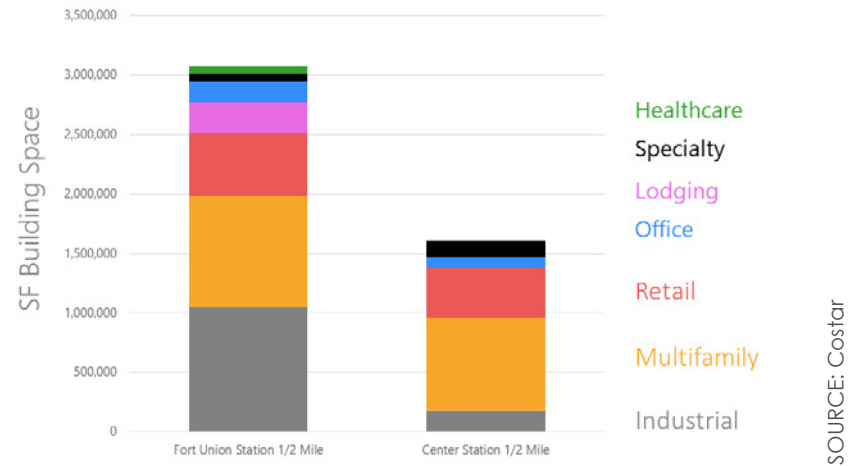


Figure 2.30 Development Type by Building Area

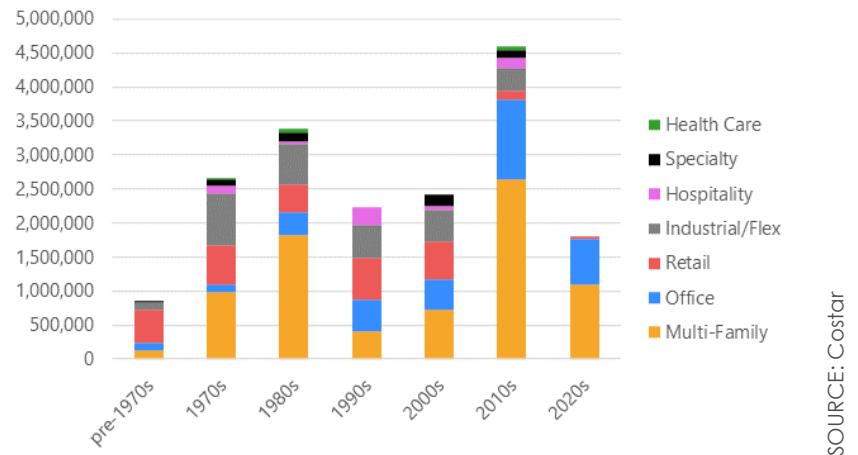


Figure 2.31 Square Feet of Development by Decade Built, Midvale



## HOUSING NEEDS & DEMAND

In its 2019 Housing Plan, the City projected a need for 5,334 additional housing units to accommodate a net population increase of 15,000 by 2040. This growth is characteristic of the Salt Lake City region, which the ULI 2023 Emerging Trends report projected as having a five-year household growth rate (1.7%) double the national average (0.9%). The City's 2019 plan identified a need for more high-end housing in order to counter the short-term nature that predominates its housing market. Yet despite the relative affordability of Midvale's market, the plan also notes a need to support cost-burdened households, which accounted for 46% of renter households in 2019.

### Housing Market

Housing costs in Midvale are still rising at a rate greater than incomes, particularly for owner-occupied housing. Average home values (per Zillow's Home Value Index) in Midvale rose from \$203,444 in 2010 to \$352,825 in 2020—a 73% increase, compared to a 39% growth in incomes, and 45% growth in median gross rent in the same time period. Midvale home prices are only attainable with dual incomes at or near the City's median income of \$67,373. Home ownership as well as most market-rate rents are out of reach for most service workers, who comprise a large share of the City's workforce. In its 2022 Moderate-Income Housing Plan update, strategies for increasing the availability of affordable housing focus on promoting development through reduced impact fees, leveraging public resources, and other means—but not rezoning for higher density.

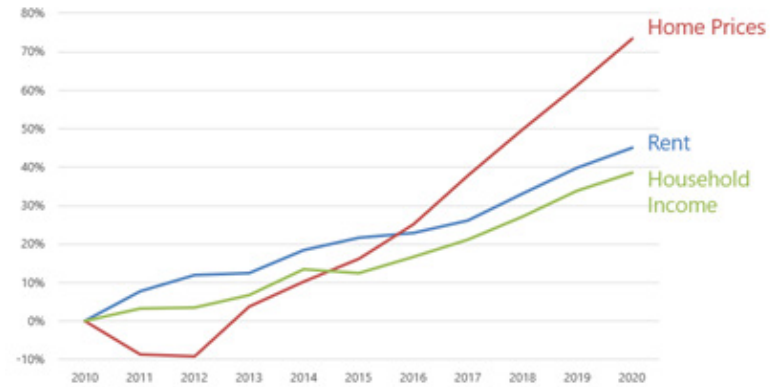


Figure 2.32 Housing Cost Growth v. Incomes in Midvale, 2010 - 2020

<p><b>EXTREMELY LOW-INCOME PEOPLE</b>                      ≤\$16,000 per year, poverty level</p> <p><b>&lt;30% AMI</b></p>	<p><b>AFFORDABLE RENT &amp; UTILITIES: &lt;\$400/MO.</b>                      People 65 years and older, People with disabilities, People who live on a fixed income such as social security</p>
<p><b>LOW-WAGE WORKERS</b>                      \$16,640 to \$25,300 per year for an individual</p> <p><b>30-50% AMI</b></p>	<p><b>AFFORDABLE RENT: \$420-\$635/MO.</b>  <b>AFFORDABLE HOME: &lt;\$175,000</b>                      Childcare Provider, Veterinary Assistant, Ski Patrol, Cashier, Visual/Performance Artist, Custodian, Fast Food Cook, Hotel Clerk</p>
<p><b>LOW-INCOME HOUSEHOLDS</b>                      \$36,100 to \$57,750 per year for a family of four</p> <p><b>50-80% AMI</b></p>	<p><b>AFFORDABLE RENT: \$900-\$1,445/MO.</b>  <b>AFFORDABLE HOME: \$175,000-\$200,000</b>                      Home Health Aide, Accounting Clerk, Legal Secretary, Physical Therapy Assistant, Truck Drivers, Flight Attendant, Automotive Mechanic, Kindergarten Teacher</p>
<p><b>MODERATE-INCOME HOUSEHOLDS</b>                      \$57,800 to \$72,200 per year for a family of four</p> <p><b>80-100% AMI</b></p>	<p><b>AFFORDABLE RENT: \$1,445-\$1,805/MO.</b>  <b>AFFORDABLE HOME: \$200,000-\$255,000</b>                      Special Education Teacher, Graphic Designer, Electrician, Sales Representative, Chef, Chiropractor, Social Worker</p>
<p><b>HIGH-INCOME HOUSEHOLDS</b>                      \$86,600 to \$108,000 per year for a family of four</p> <p><b>120-150% AMI</b></p>	<p><b>AFFORDABLE RENT: \$2,000-\$2,700/MO.</b>  <b>AFFORDABLE HOME: \$300,000-\$400,000</b>                      Chemist, Electrical Engineer, Human Resources Manager, Nurse Practitioner, Attorney, Dentist, IT Manager</p>

Figure 2.33 Definitions, 2019 Housing Plan

SOURCE: 2020 ACS 5-Year Estimates; Zillow

SOURCE Midvale Housing Plan

## ZONING

Some of the key attributes of Midvale City's existing zoning code, including maximum height, residential density, parking requirements, and setbacks as shown on the following pages.

Midvale City's TOD Overlay (TODO) zone, located primarily near the Fort Union Station, allows for significantly more height and density than the other zones; the City's zoning currently encourages TOD (transit-oriented development) in the TODO zone. Buildings in the TODO zone can be up to seven stories, which means they could be mixed-use "podium" buildings, with four or five levels of housing over a one or two story concrete podium that includes ground floor commercial space and structured parking.

A more modest scale of development is allowed in the other zones. Property owners and developers can request zone changes, for example, to zones that allow higher densities and a greater mix of uses, such as TODO. This provides for flexibility in the station areas. However, property owners and developers cannot be certain that their zone change requests will be successful, and zone changes can be demanding in terms of time and resources. Therefore, current zoning is likely to constrain what can take place on some though not all properties. While height maximums vary, the limiting factors in terms of development density for some zones will likely be the maximum residential density (25 dwelling units/acre or fewer in other zones); in some cases parking requirements and/or setbacks can be the key limiting factors.

For example, while the State Street Commercial zone allows for buildings of up to 55 feet in height (or four to five stories maximum) it is likely that the 25 du/acre density maximum will limit residential buildings to three stories or fewer. There is no economic reason for developers to build four or five stories, as they could not build residential units on those floors. Three story buildings can typically accommodate up to a high of 25 to 30 du/acre.

The 25 du/acre maximum in most zones appears to reflect the community's desire for multifamily and mixed-use development in most cases, and in particular for development that abuts single family neighborhood. While this is an understandable policy rationale, it has several important consequences. First, the density maximum is likely to discourage any redevelopment, since developers are unlikely to purchase and demolish existing commercial properties in order to build three-story "garden apartment" projects since such projects usually do not provide developers with an adequate budget to acquire existing commercial land. Second, three story garden apartment projects rarely include a ground floor commercial component. Third, 25 units/acre is considerably below the 50 units/acre threshold required to establish a new Housing and Transit Reinvestment Zone (HTRZ). One of the goals of Midvale City's Moderate Income Housing Plan (MIHP) is to develop and implement an HTRZ.

See Table 2.2 and Table 2.3 on the following pages for key attributes of Midvale City 's existing zoning within the Station Areas.



# Zoning

Most zones in study area do not allow for HTRZ-required density of 50+ units/acre.

	Max Height	Max Residential Density	Parking Requirements Medium-High Density Residential
Transit-Oriented Development (TOD)	3 stories	25 units/acre	1/8 Mile from Transit: 1 per 1-BR unit 1.25 per 2-BR unit 1.5 per 3-BR unit
TOD Overlay (TODO)	7 stories; 6 and 7 story buildings must be directly adjacent to State St.*/7200 S	85 units/acre	1/4 Mile from Transit: 1.25 per 1-BR unit 1.5 per 2-BR unit 1.75 per 3-BR unit Other: determined by planning commission.
Multifamily Residential Medium to High Density (RM-25)	35' sloped roof, 30' flat within 50' SFR zone, otherwise, 4 stories	25 units/acre	Multifamily Developments: 1.5 per 1-BR unit 2 per 2-BR unit 2.5 per 3+ BR unit Plus 1 guest space per every 4 units Duplexes: 2 off-street spaces per unit
State Street Commercial (SSC)	55' sloped roof, 52' flat within 50' SFR zone, otherwise 75' sloped/72' flat	25 units/acre	Apartments/Condos: 1 per <650 SF unit 1.5 per 650-1,000 SF unit 2 per 1,000-2,500 SF unit 3 per 2,500+ SF unit Code contains additional parking regulations for MU projects, Duplexes (same as RM-25)
Clean Industrial (CI)	45' sloped roof, 42' flat within 100' SFR zone, otherwise 75'	Housing not permitted	N/A
Regional Commercial (RC)	45' sloped roof, 42' flat within 100' SFR zone, otherwise 75' sloped/72' flat	Only manufactured homes permitted, density not specified.	N/A

Midvale Station Area Plan | Housing Needs and Market Assessment | **DRAFT**

\*Currently does not front State Street.

SOURCE: Midvale Zoning Ordinance

Table 2.2 Key attributes of Midvale zoning within station areas.

	Front	Corner Lot	Rear	Side	Single Family
TOD	15'	Corner lots have 2 front yards, each subject to the 15' setback rule	0'	0'	3-story structures must be set back 37' when adjacent to SFR zone; 15' for 1-2 story
TODO	15', including 5' park strip, 5-6' sidewalk, 4-5' landscaping	Corner lots have 2 front yards, each subject to the 15' setback rule	0'	0'	When adjacent to SFR zone: 3-story: 37' 4-story: 66' 5-story: 83' 6-story: 100' 7-story: 116'
RM-25	25', unless at least 50% of the lots on the block are developed with a front yard setback of 20' (in which case the setback is 20')	Corner lots have 2 front yards, each subject to the 25' rule	20'	10'	N/A
SSC	15', including 5' park strip, 10' sidewalk	Corner lots have 2 front yards, each requiring a 25' setback	0'	0'	N/A
CI	20'	Corner lots have 2 front yards, each subject to the 20' rule	0'	0'	N/A
RC	0'	0'	0'	0'	N/A

\*Unless otherwise required (International Building Code, landscape buffers, single family setback).

SOURCE: Midvale Zoning Ordinance

Table 2.3 Key attributes of Midvale zoning within station areas.



## DEVELOPMENT OPPORTUNITIES

This station area planning process is an opportunity to deliver needed housing and employment opportunities in Midvale, while building on Midvale City's 2019 and 2022 Moderate Income Housing Plans, State Street Corridor vision, and other existing plans/goals.

- Assets - Future development near Fort Union Station may be able to build on assets, such as its international markets, while contributing to needed infrastructure improvements. Development near Center Station may be able to capitalize on underutilized commercial and public property in the area and opportunities for redesign within its wide roadway.
- Potential Sites - Based on land values, land utilization, and other factors, three potential sites are identified for development in each area—totaling 19 acres for Fort Union and 17 acres for Center Station. See Figure 2.38.
- Zoning Changes - In 2022, Midvale City identified the utilization of HTRZ as one of its affordable housing strategies. Midvale City is in the process of adopting zoning changes to realize its proposal for an HTRZ and development in the established zone. HTRZ zones require densities of at least 50 units per acre, currently only allowed by the TOD Overlay zone (covering a fraction of both station areas).
- Replacing Current Uses - From a market perspective, multifamily project densities beyond garden apartment-scale (e.g., 45 units/acre+) would be needed to justify replacing current commercial and other uses.



Figure 2.35 International Marketplace near Fort Union Station



Figure 2.36 Underutilized commercial property near Center Station

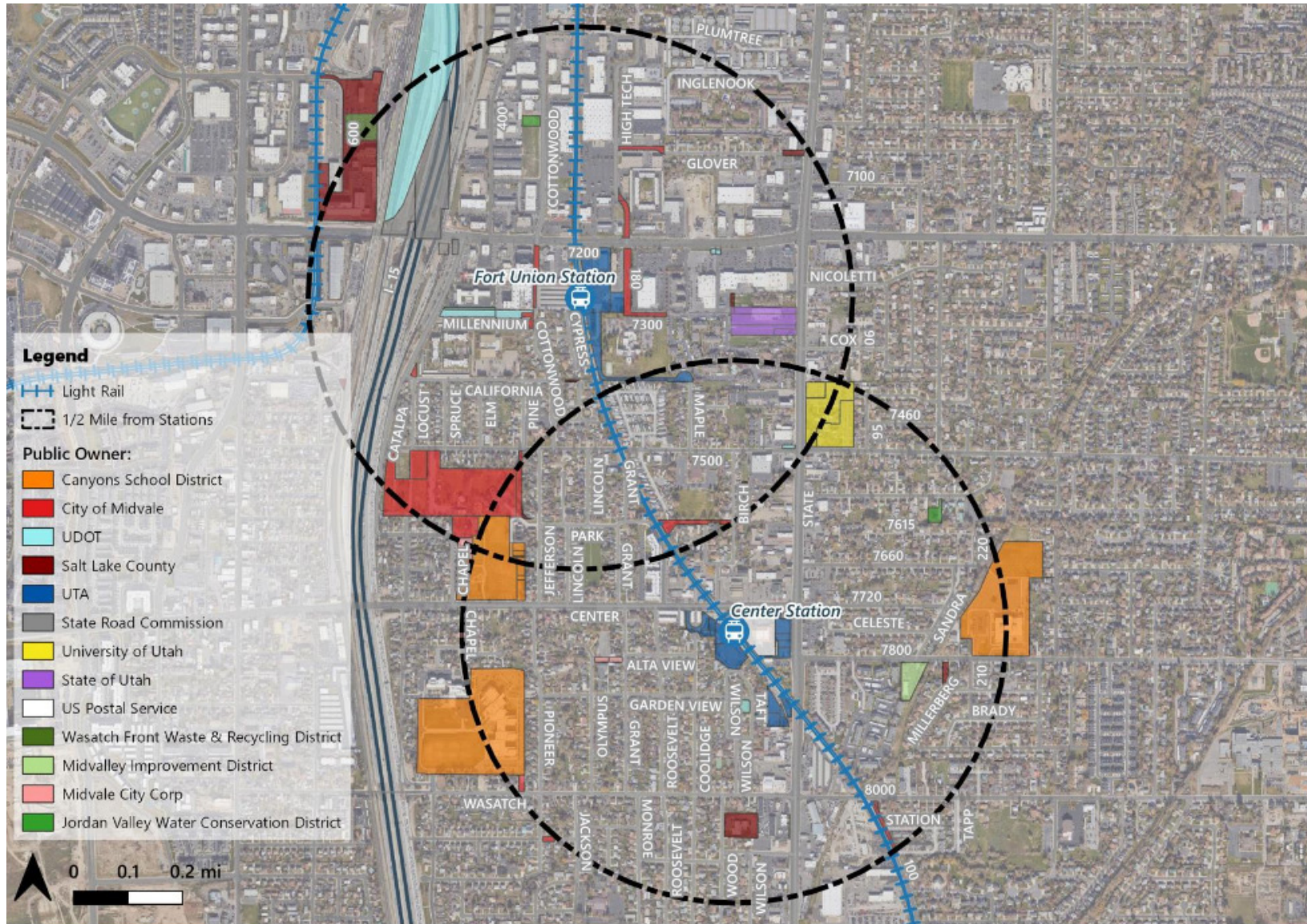
SOURCE: LCG

### *Station Area Public Ownership*

As shown below, there are numerous publicly owned properties in the station areas. UTA owns multiple important properties in the station areas, including shared parking lots and station-related facilities (e.g., bus circulation, transit boarding areas and rail right of way, etc.). UTA has stated that the agency will consider the development of its shared parking lots, while also seeking to retain public parking there. The US Postal Service site, just east of Center Station, is a well-positioned site, with UTA properties on both sides. The State of Utah owns a large property that fronts on to State Street, east of Fort Union Station. The understanding is that this property is surplus to the State's needs and is likely to be sold in the coming years; in the short term, it is being used for storage. Other publicly owned properties are notable but are unlikely to change significantly. For example, the University of Utah operates Greenwood Urgent Care and Pharmacy on State Street. The City and School District have multiple park and school properties that are station-area assets and are likely to remain in their current use.

Given the lack of significant retail development for the past two decades, retail is experiencing low vacancy rates (1.7%) and a high average annual growth in rent (8.1%), according to CoStar data for the Union Park the Union Park submarket (which includes the Midvale area, extending west to Redwood Road, but excludes the Jordan Bluffs portion of the City, southwest of Center Street and I-15). The SAPs may consider incorporating retail, particularly on the ground floor of mixed-use projects—considering the current trends toward smaller-scale, experiential commercial space and the goals of City's TOD zone (though feasibility of such projects within the auto-centric context of the study areas will need to be considered). The station areas—particularly Fort Union—are also well-positioned for further industrial development, based on past development, access to I-15, and current national/regional demand for that development type, largely driven by the growth of e-commerce.





SOURCE: LCG Analysis using County Assessor data

Figure 2.37 Station Area Public Ownership

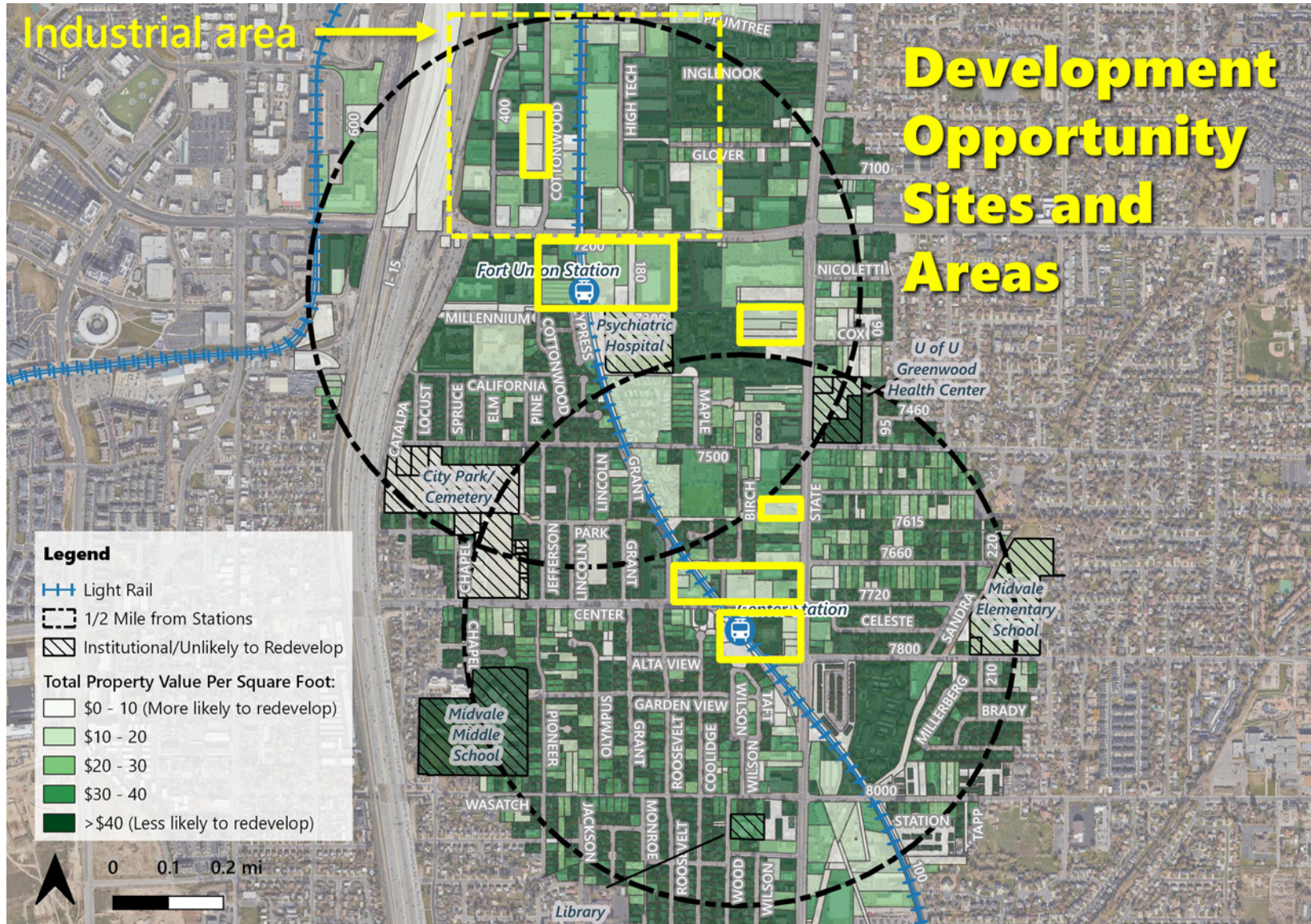


Figure 2.38 Potential Sites Near Station Areas



# 03

## Preferred Plan





# 03 | PREFERRED PLAN

Built upon the foundation identified through existing conditions analysis, and developed in collaboration with the Steering Committee, this chapter outlines the preferred vision and associated plan for the future of the Fort Union and Center Station Areas in Midvale City. A series of scenarios show various levels of redevelopment and types of changes within each station area. These scenarios aided conversations with the Steering Committee towards a preferred plan, which also included numerous meetings with the Midvale City Council, as well. The process of development will be followed by the vision(s) for each of the stations along with key recommendations to achieve the vision.

Each section will present the future desired conditions for the future land use, transportation connections, urban form, public space, and phasing once each station vision has been achieved. Implementation will be the focus of the following chapter.



Figure 3.1 Midvale Steering Committee Design Workshop

## OPTIONS CONSIDERED

### Scenario 1: No Change

- No changes to zoning
- 3 stories within the TOD Zone
- 6 to 7 stories with TOD Overlay Zone (for areas directly adjacent to the State Street/ 7200 South
- Low investment from City
- 'More of the same' opportunities

### Scenario 2: Moderate Change

- Update Zoning\*
- 4 - 7 stories (with higher density near State Street/7200 South or other collector streets)
- Moderate investment from City
- Moderate opportunities and developer desirability

### Scenario 3: Significant Change (Mixed-Use TOD)


- Rezone to TODO\*
- 5-7 stories (with higher density near State Street/7200 South or other collector streets)
- High investment from City
- High opportunities and developer desirability





## FORT UNION STATION

*The Fort Union Station Area is a welcoming gateway which presents an opportunity to live in a walkable neighborhood in Midvale, with ample opportunities to also work and play. As a gateway to the community, it welcomes residents and visitors to explore Midvale's diverse cultures and key destinations.*

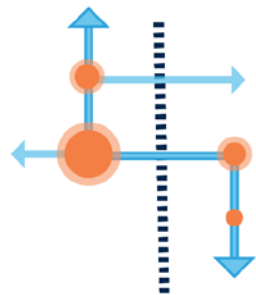


## ACHIEVING THE VISION

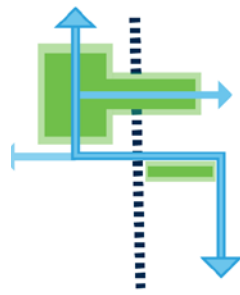
### Fort Union Station Key Ideas

These key ideas aim to generate activity around the Fort Union TRAX Station that can improve transportation connections and support potential future housing options, commercial development, green space, and public spaces.

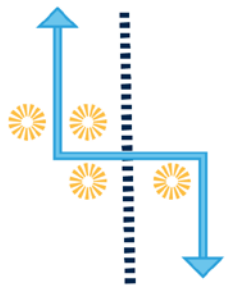
Concentrating mixed-use and density in specific areas of the site can ensure that new development can be economically-sustained and the existing neighborhood character can be preserved.



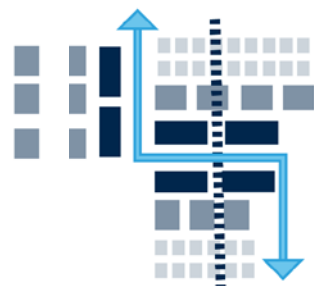
ENHANCED PEDESTRIAN CONNECTIONS



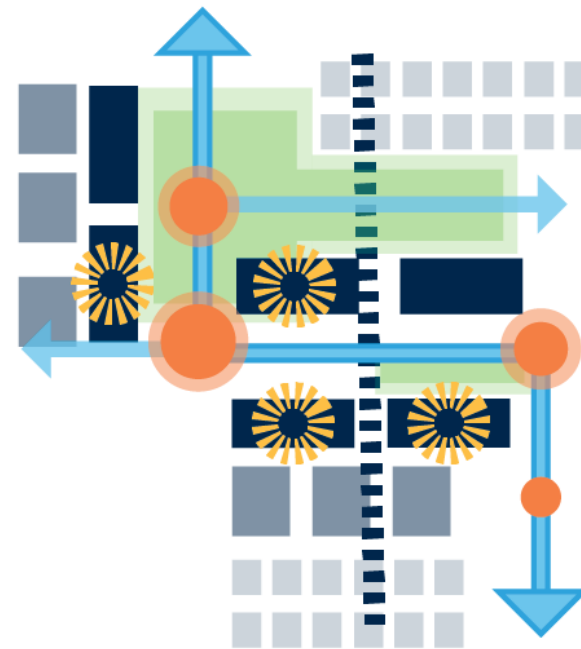
GREEN CONNECTIVE PATHWAYS + NODES



TARGETED MIXED USE DEVELOPMENT



FOCUSED GRADUAL DENSITY



SYNERGISTIC ACTIVITY



## EXISTING SITE CONTEXT

The Fort Union Station Area is between three major corridors, Interstate 15, 7200 South, and State Street. The single-family neighborhoods are defined within the Area of Stability, or the locations least likely to change or be redeveloped. Existing commercial and clean industrial currently occupy the land along the main corridors and have buildings oriented towards the rear, leaving large parking lots in the front to accommodate for vehicular movements. East-west pedestrian connections to the Fort Union TRAX Station from adjacent neighborhoods are limited and many pedestrians walk through the parking lots as a more convenient route.

### LEGEND

- - - Half-Mile Buffer
- TRAX Line
- Area of Stability

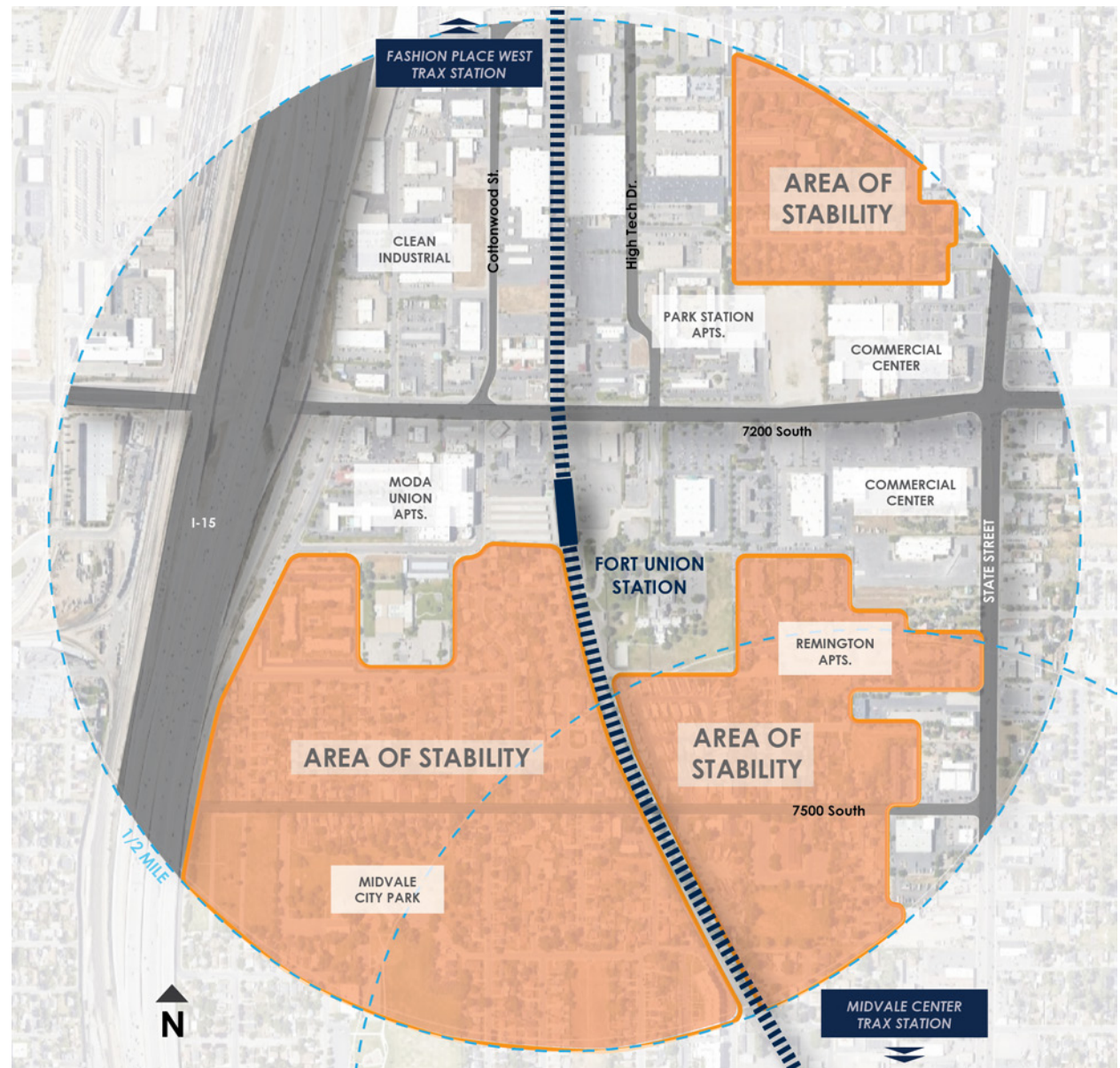


Figure 3.2 Fort Union Station Existing Site Context

## PROPOSED FIRST- & LAST-MILE CONNECTIONS

Connected east-west routes throughout the site can encourage access to existing transit stops and services along State Street and 7200 South. Pedestrian desire lines, shown in yellow, demonstrate the natural movement of pedestrians from the station and to existing and anticipated development in the area. New connections in red are potential pedestrian/cycling routes aimed to increase access to the station and other future biking facilities for residents in nearby neighborhoods.

### PLANNED REGIONAL CONNECTIONS

- - - - On-Street Facilities
- - - - Off-Street Facilities

### RECOMMENDED FIRST-LAST-MILE CONNECTIONS

- - - - On-Street Facilities
- - - - Off-Street Facilities
- - - - New Connection
- Crossing Improvements
- ↔ Pedestrian Desire Lines

### LEGEND

- Bus Stops
- ||||| TRAX Line

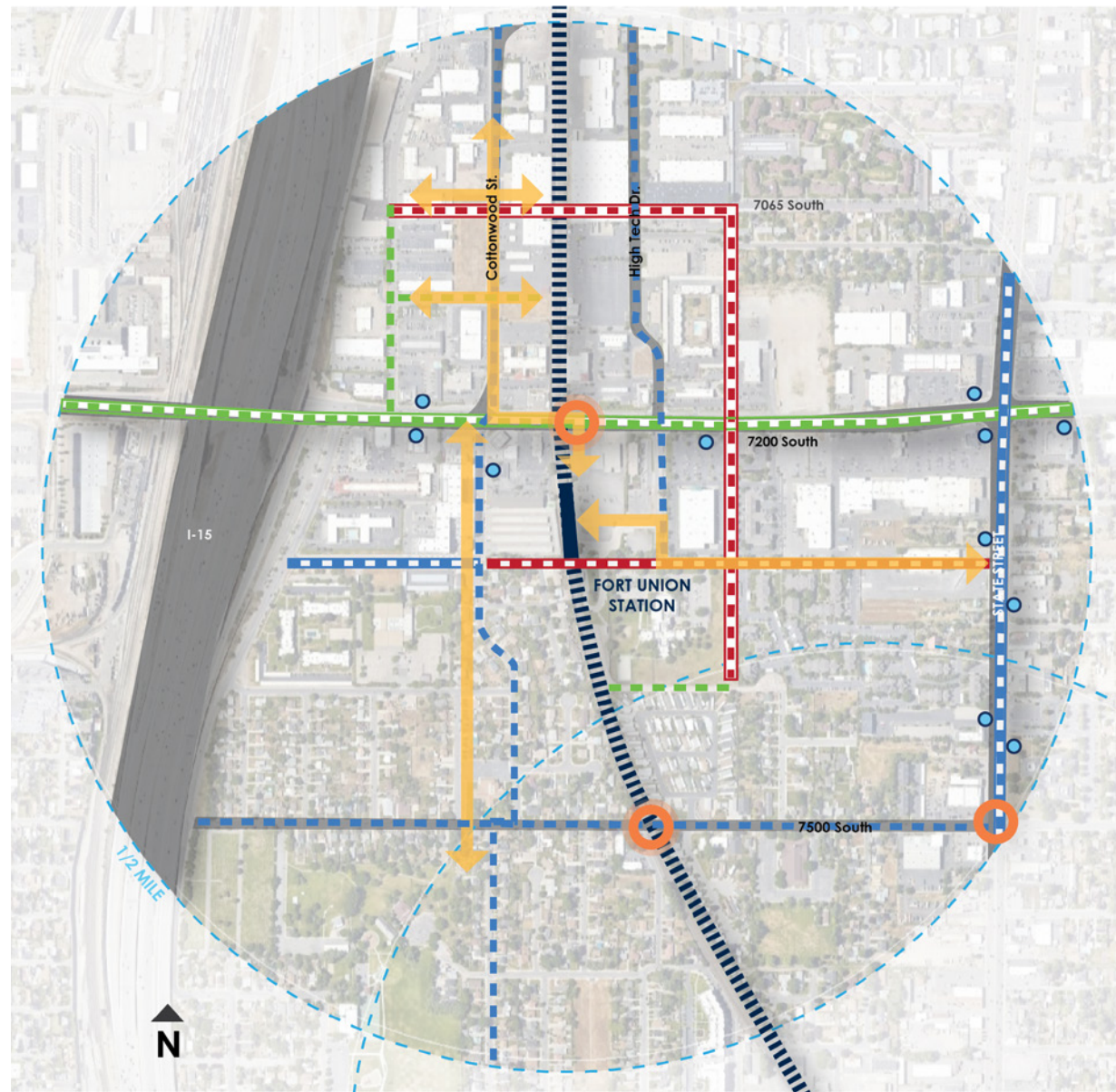


Figure 3.3 Fort Union Station Connections



## LAND USE & PROGRAM

North of 7200 South currently is primarily zoned light industrial. With access to Interstate 15 and the Fort Union TRAX Station, incorporating a mix of higher density housing that could better serve the community is recommended. This area could provide a variety of housing options, particularly for citizens that depend on public transportation.

Mixed-use along 7200 South would help encourage new office and retail spaces, providing opportunities for employment. Depending on market conditions, there may be more opportunity in the future to support mixed-use along Cottonwood Street. A commercial area that provides a grocery store would serve newer developments and the surrounding neighborhoods with a walkable option to do everyday shopping. Increasing connectivity with green corridors and sidewalks will encourage biking and walking.

### LAND USE

- Residential
- Civic
- Mixed-Use
- Area of Stability
- Commercial

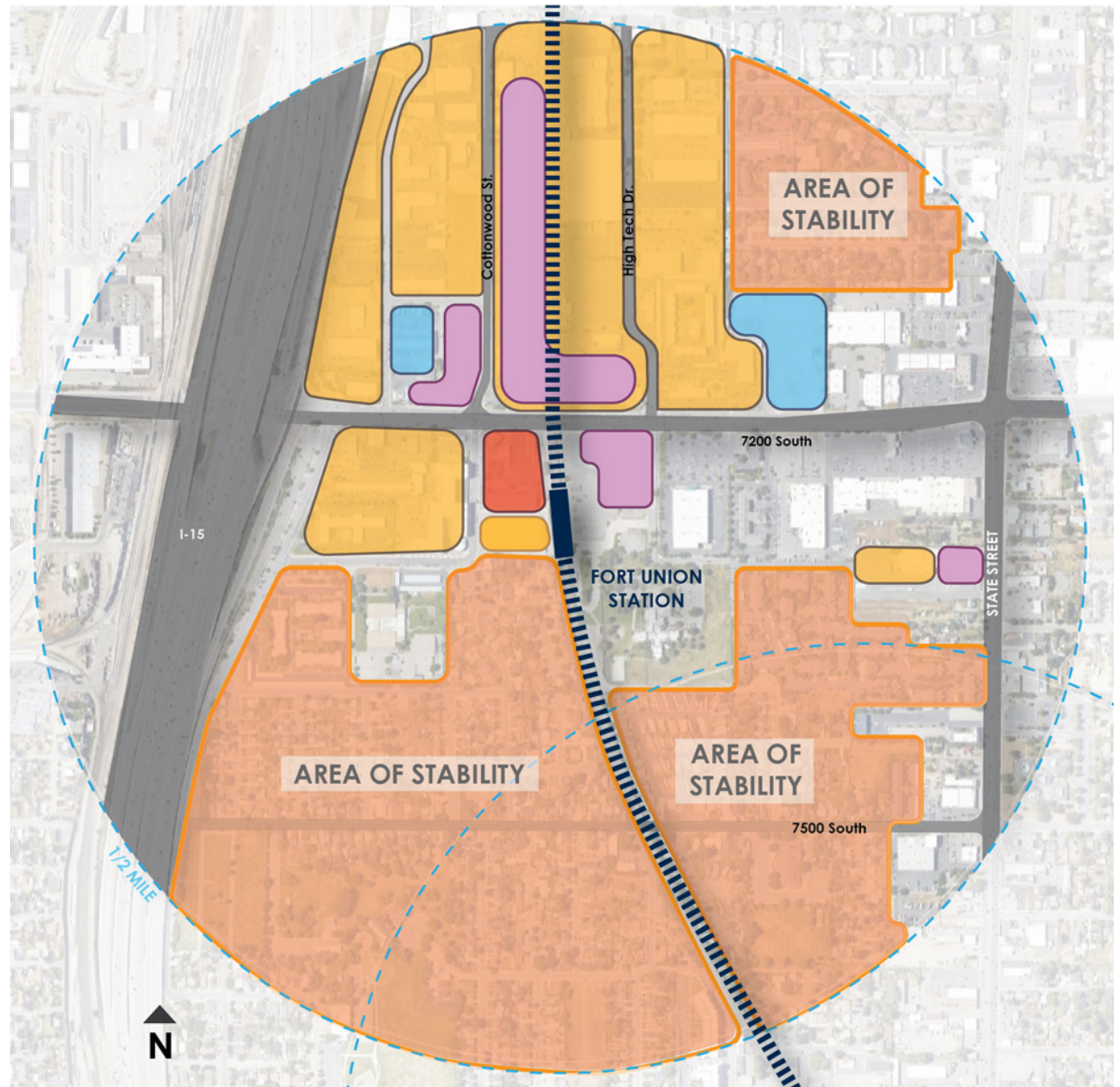


Figure 3.4 Fort Union Station Land Use and Program

## URBAN FORM, PUBLIC SPACES, & LANDSCAPE

The following are major urban design elements featured in the proposed concept plan for the Fort Union Station Area:

- Increased mid-block connections and potential enhanced walking/ biking facilities
- Denser mixed-use residential development oriented to transit and along 7200 South and potentially Cottonwood Street with low rise row style development transitioning to single-family residential
- Key Elements: Grocery store, linear green spaces, walkways, public plazas, street trees, etc.

### USES

- Residential
- Mixed-Use
- Commercial
- Civic
- Green space/Public Space
- Area of Anticipated Change
- Nodes
- Pedestrian Desire Lines

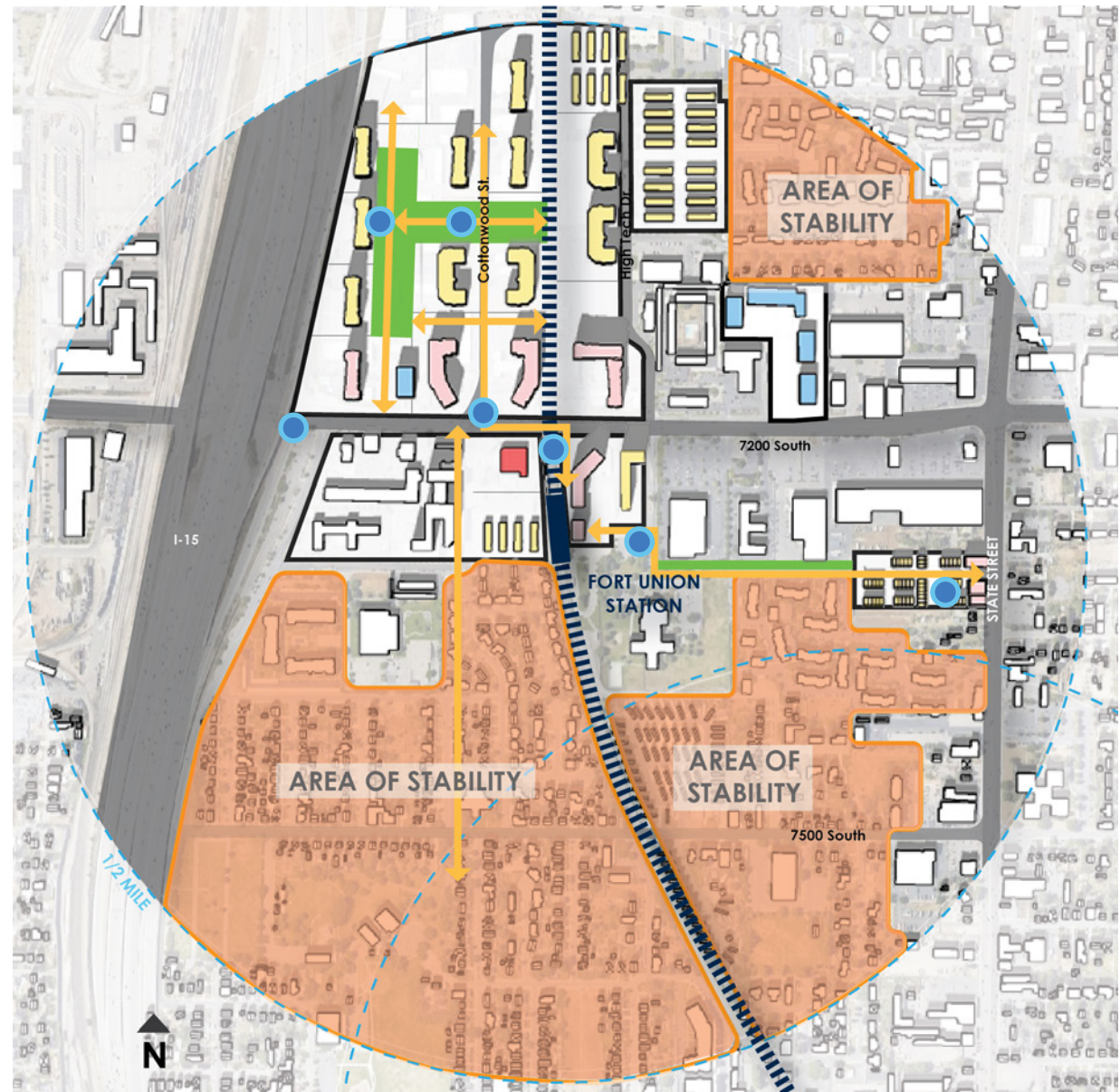


Figure 3.5 Fort Union Station Proposed Concept and Recommendations



### URBAN FORM, PUBLIC SPACES, & LANDSCAPE

The increased residential and mixed-use zoning would greatly change the urban form from the current condition. Buildings would primarily be 4-7 stories and accommodate a variety of housing needs for the area. Building masses would form new green spaces for residents and a linear green space would provide a strong north-south pedestrian connection. Town homes and other less dense housing options adjacent to existing single-family housing could help address concerns related to adding too much high-density housing.

Street trees and landscaping would play an important role in the beautification of this area of 7200 South and provide some amenities to encourage more pedestrian and multi-modal transportation.

LAND USE

- Residential
- Civic
- Mixed-Use
- Green Space
- Commercial



Figure 3.6 Fort Union Station Proposed Plan Illustration

## POTENTIAL REDEVELOPMENT PHASING

Potential redevelopment phasing has been predicted based on the recommended zoning regulations and assumptions around property owner willingness, ability to obtain or group parcels, and the site's overall likeliness to be redeveloped. See Page 102 for details about redevelopment on key properties at the Fort Union Station Area.

- 1** Denser Mixed-use Residential (Shared Parking structure with UTA)
- 2** Designated Housing + Transit Reinvestment Zone (HTRZ) - Mixed-use along 7200 South
- 3** Mixed Use along frontage and town homes to the rear (State-Owned Parcel)
- 4** Town homes near single-family residential
- 5** Potential redevelopment area

### PHASE PRIORITY

- High Priority
- Medium Priority
- Low Priority
- Future Priority

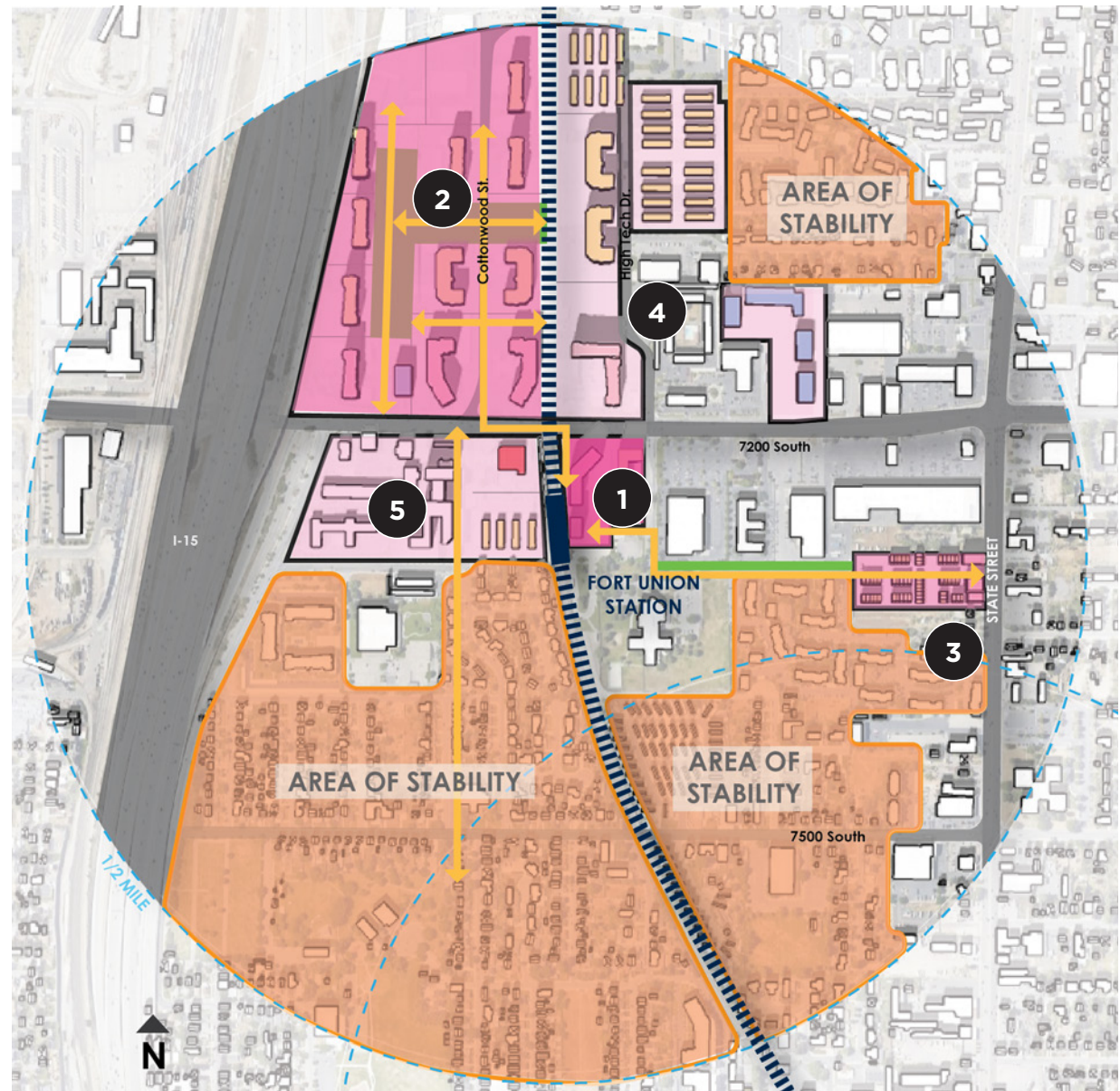


Figure 3.7 Fort Union Station Potential Redevelopment Phasing



PREFERRED PLAN  
Fort Union Station

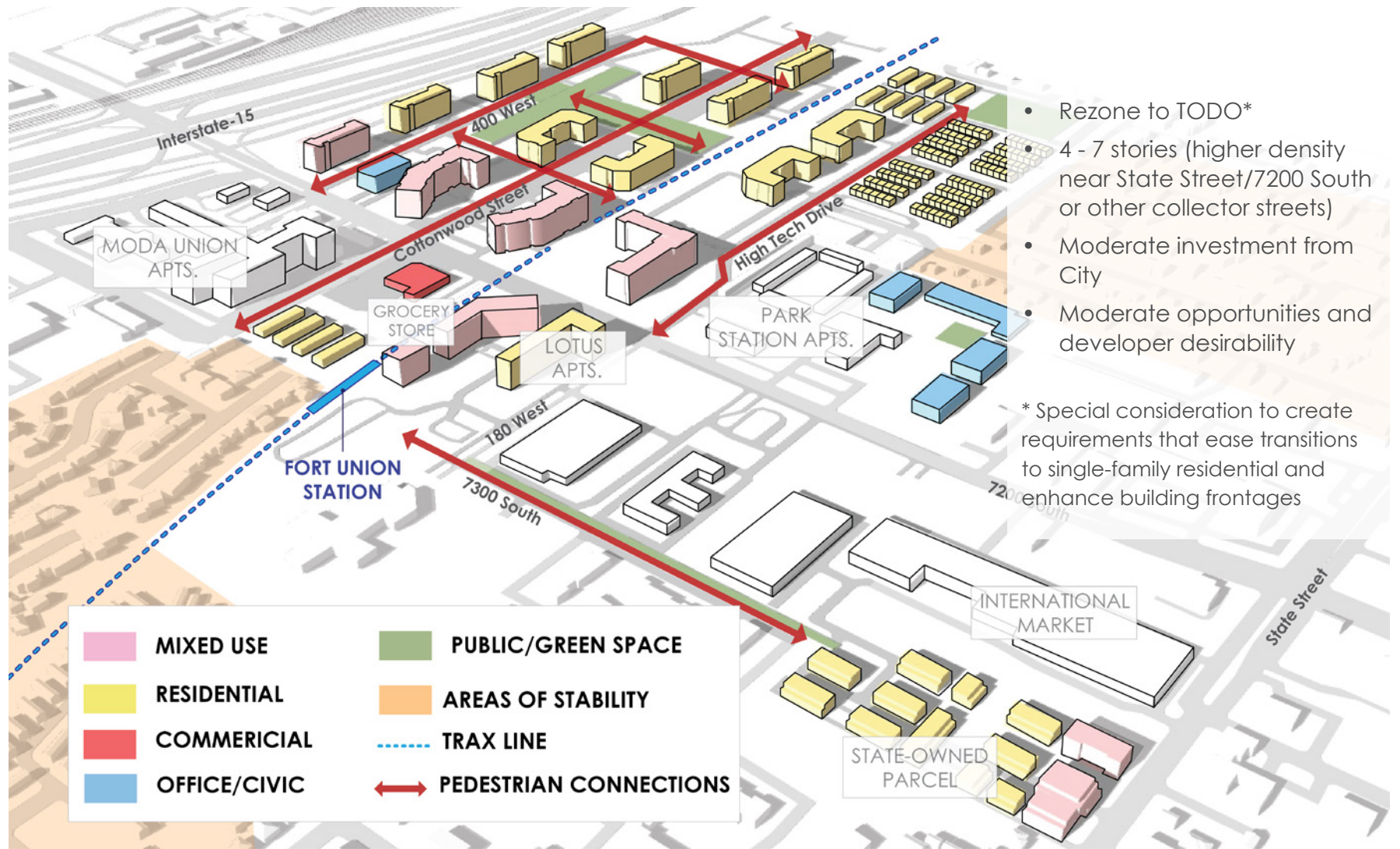


Figure 3.8 Bird's Eye View of Fort Union Station Proposed Plan

## EXISTING CONDITION

This area adjacent to the TRAX Station is primarily vacant surface parking. Aside from its underutilized function, it does little to serve the community and its vast expanse of hardscape increases heat island and deters pedestrians from using this corridor. There is a lack of landscape and amenities in this area that would attract people to this location for any other reason than parking.



View Key Plan



Figure 3.9 Existing Parking Lot Near Fort Union Station on 7200 South



# HIGH IMPACT AREA

*Fort Union Station*



*Figure 3.10 Future Proposed View From 7200 South to the Fort Union Station*

# SOCIAL SPACES & PLACEMAKING

## Fort Union Station



Figure 3.11 Recommended Strategies for Placemaking and Social Spaces at Fort Union Station





## CENTER STATION

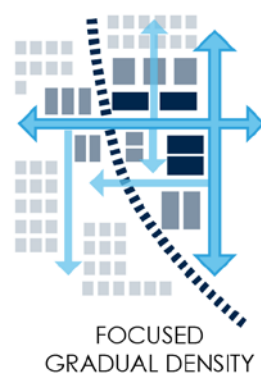
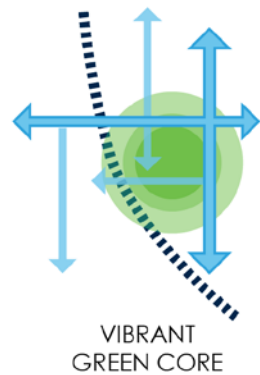
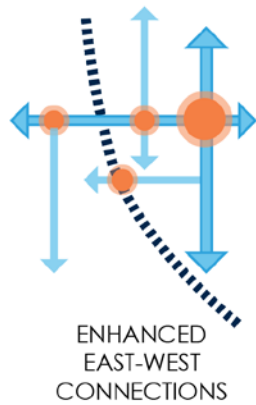
*As the vital crossroads of regional transportation access, which lies in the heart of Midvale, the Center Station Area is a key intersection with infrastructure to support activities and events which evoke a strong sense of place and pride for the diversity, vitality, and opportunity in Midvale.*

## ACHIEVING THE VISION

### Center Station Key Ideas

These key ideas aim to generate activity and a sense of community around the Center TRAX Station. Elements of these improvements are east and west transportation connections, and support future housing options, commercial development, green space, and public spaces.

Together these elements create a strong focal point for the area while encouraging movement to nearby destinations and neighborhoods. Focusing mixed-use and density in specific areas of the site can ensure that new development can be economically-sustained and existing neighborhoods can be preserved.



## EXISTING SITE CONTEXT

The Center Station Area encompasses three main corridors, State Street, Center Street, and 7500 South. The area is a southern gateway to Midvale City as transit riders south using the Historic Sandy TRAX Station enter. Most of the area is surrounded by established single-family neighborhoods shown within the Area of Stability and are least likely to change or be redeveloped. Key sections of the site are newer developments like Stations at Midvale Town Homes, Majestic Town Homes, and Midvalley Station Townhomes. Key amenities to the site are Midvale City Park, the University of Utah Greenwood Health Center, and other local services along State Street.

### LEGEND

- - - Half-Mile Buffer
- ||||| TRAX Line
- Area of Stability

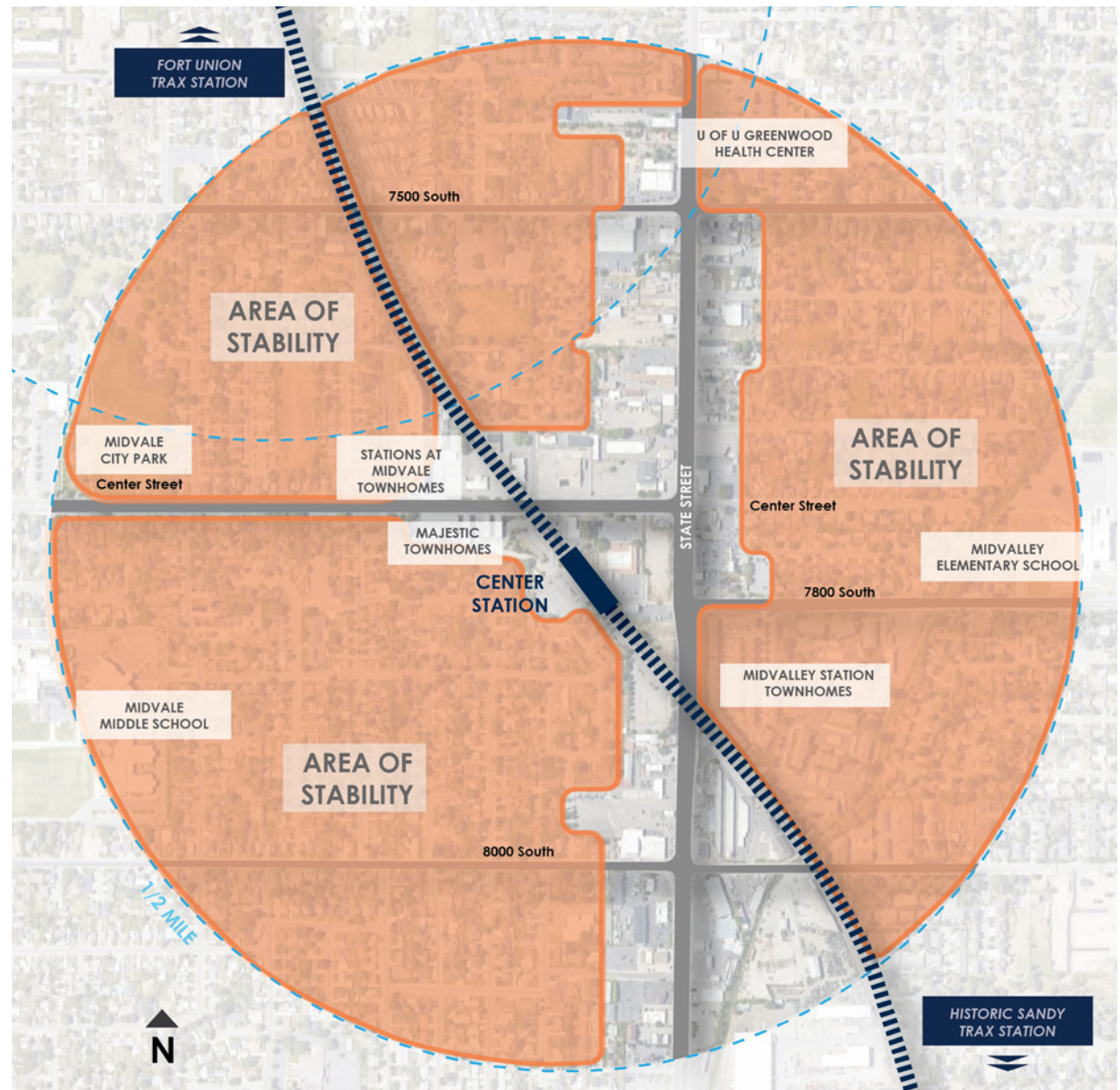


Figure 3.12 Center Station Existing Site Context

## PROPOSED FIRST- & LAST-MILE CONNECTIONS

Several active transportation facilities are proposed to improve east- and west- connections from State Street west onto Center Street as a major route to destinations like Midvale City Park and Midvale Main Street. Crossing improvements on Center Street and major intersections are also identified. New connections in red are potential pedestrian/cycling routes aimed to increase access to the station and other future biking facilities for residents in nearby neighborhoods.

### PLANNED REGIONAL CONNECTIONS

- - - - On-Street Facilities
- - - - Off-Street Facilities

### RECOMMENDED FIRST-LAST-MILE CONNECTIONS

- - - - On-Street Facilities
- - - - Off-Street Facilities
- - - - New Connection
- Crossing Improvements
- ↔ Pedestrian Desire Lines

### LEGEND

- Bus Stops
- ||||| TRAX Line

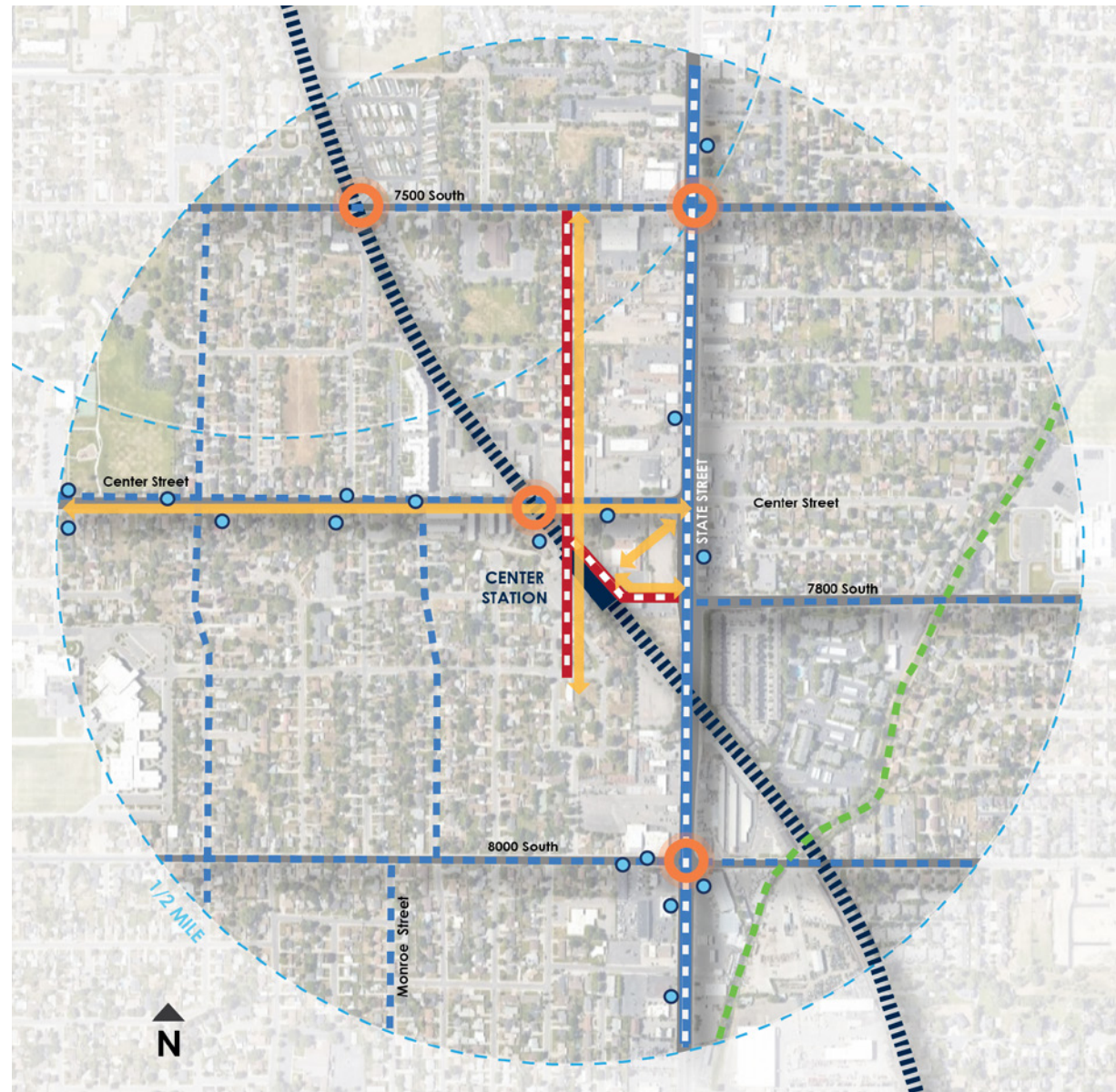


Figure 3.13 Midvale Center Station Connections



## LAND USE & PROGRAM

Building upon the Midvale State Street Study, this area at State Street and Center Street could be a new community center for Midvale. Incorporating and updating mixed-use zoning at this key junction could add some needed vibrancy to this mostly vacant space. The Center Station TRAX Station presents an opportunity to help encourage the development of this area and increase housing options and connectivity along this corridor. Along with mixed-use, additional higher density housing options could benefit and serve the station. There is careful consideration to the surrounding neighborhoods and their requests to not include higher density housing too close to these neighborhoods. The TRAX line provides a separation between this higher density housing and these single-family neighborhoods.

### LAND USE

- Residential
- Mixed-Use
- Area of Stability

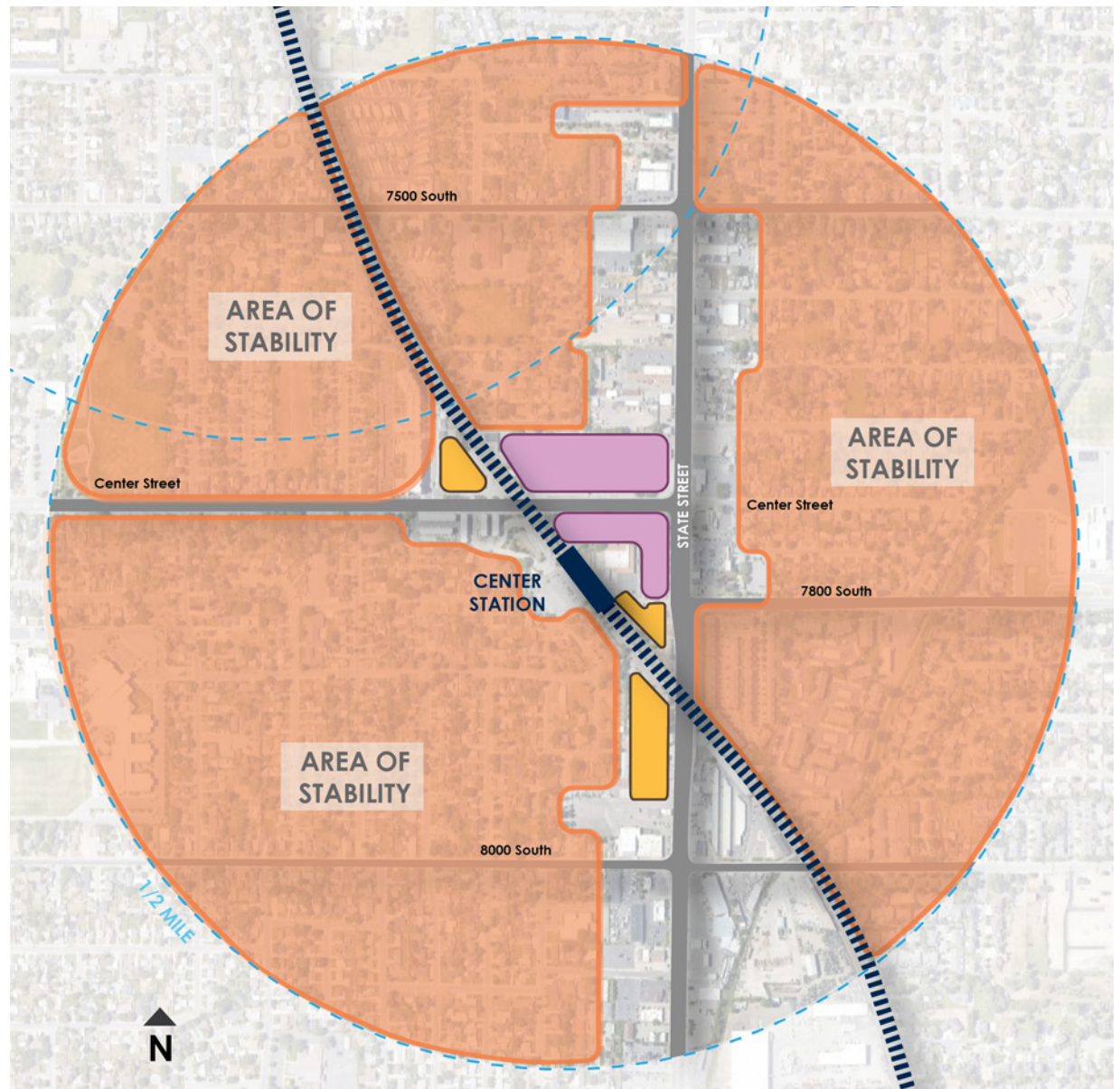


Figure 3.14 Fort Union Station Land Use and Program

## URBAN FORM, PUBLIC SPACES, & LANDSCAPE

The following are major urban design elements featured in the proposed concept plan for the Center Station Area:

- Mid-block access to TRAX station, enhanced crossings, and streetscape improvements
- Denser mixed-use residential near the station and along major corridors with row style residential to transition to single family residential to the south
- Key Elements: Central green space, engaging walkways, flexible placemaking and gateway signage along Center Street

USES

- Residential
- Mixed-Use
- Green space
- Anticipated Area of Change
- Pedestrian Desire Lines
- Nodes

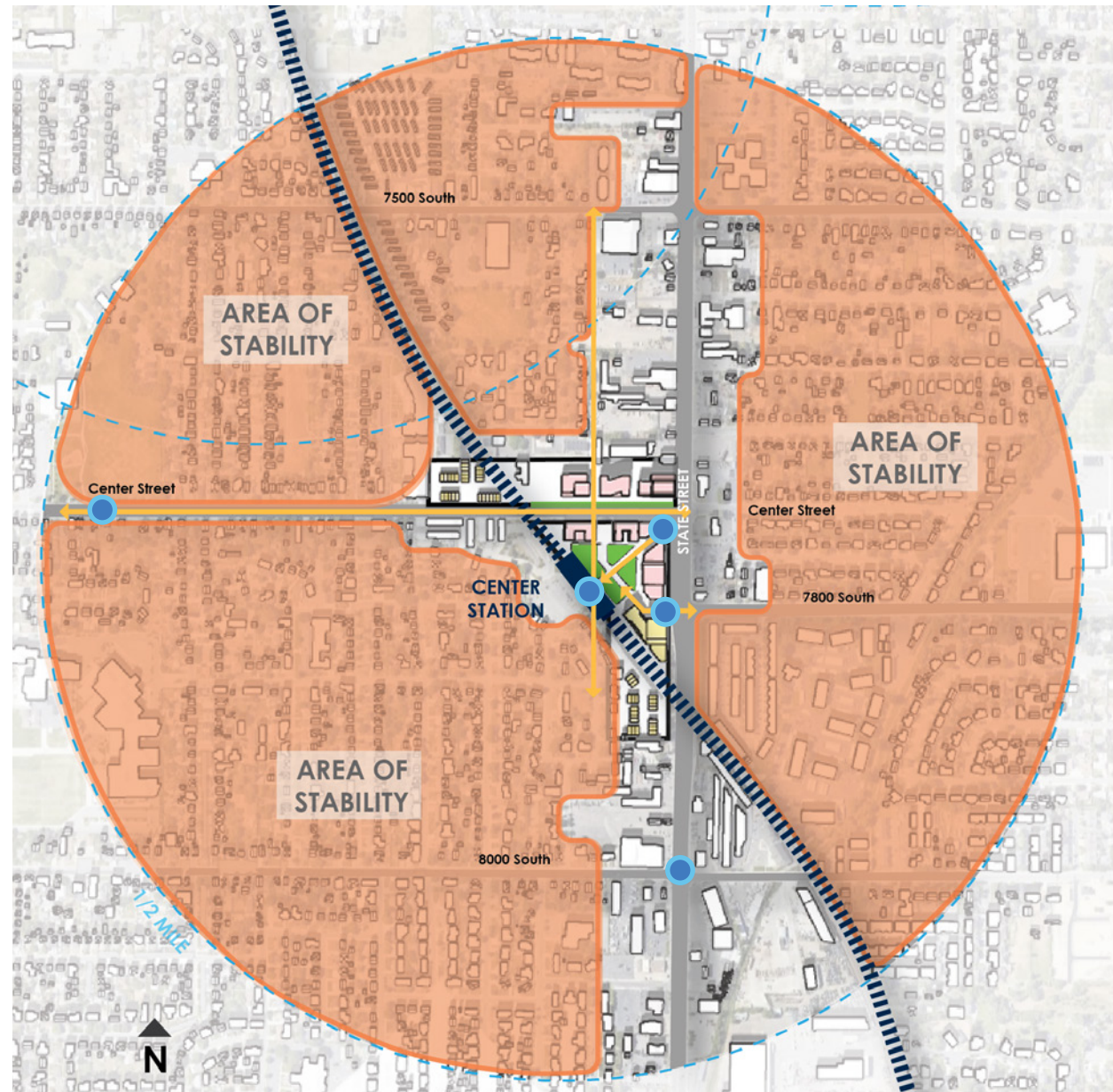


Figure 3.15 Center Station Proposed Concept and Recommendations



### URBAN FORM, PUBLIC SPACES, & LANDSCAPE

The Center Station Area may include new mixed-use and higher density housing options. The spaces between buildings have the potential to create new outdoor dining, pedestrian walkways and community greenspace connecting to the adjacent TRAX Station. Increasing landscape to include street trees, outdoor pavilions, and lawn areas for community to gather could help provide a vibrant civic space. Increased ridership for the TRAX Station would be driven by nearby residents who would benefit from the convenience of this stop. These open spaces and improved pedestrian walks would improve first- and last-mile connection.

To access the housing development to the south, an entrance from State Street would likely need to occur. Access from Taft Street was considered, however given current circumstances today the residents in the neighborhood expressed concern due to current crime and safety issues at the UTA owned park-and-ride site. If at a future date the UTA property is redeveloped including amenities which the residents would desire walkability, access from Taft Street to the station area could be reconsidered.

LAND USE

- Residential
- Green Space
- Mixed-Use

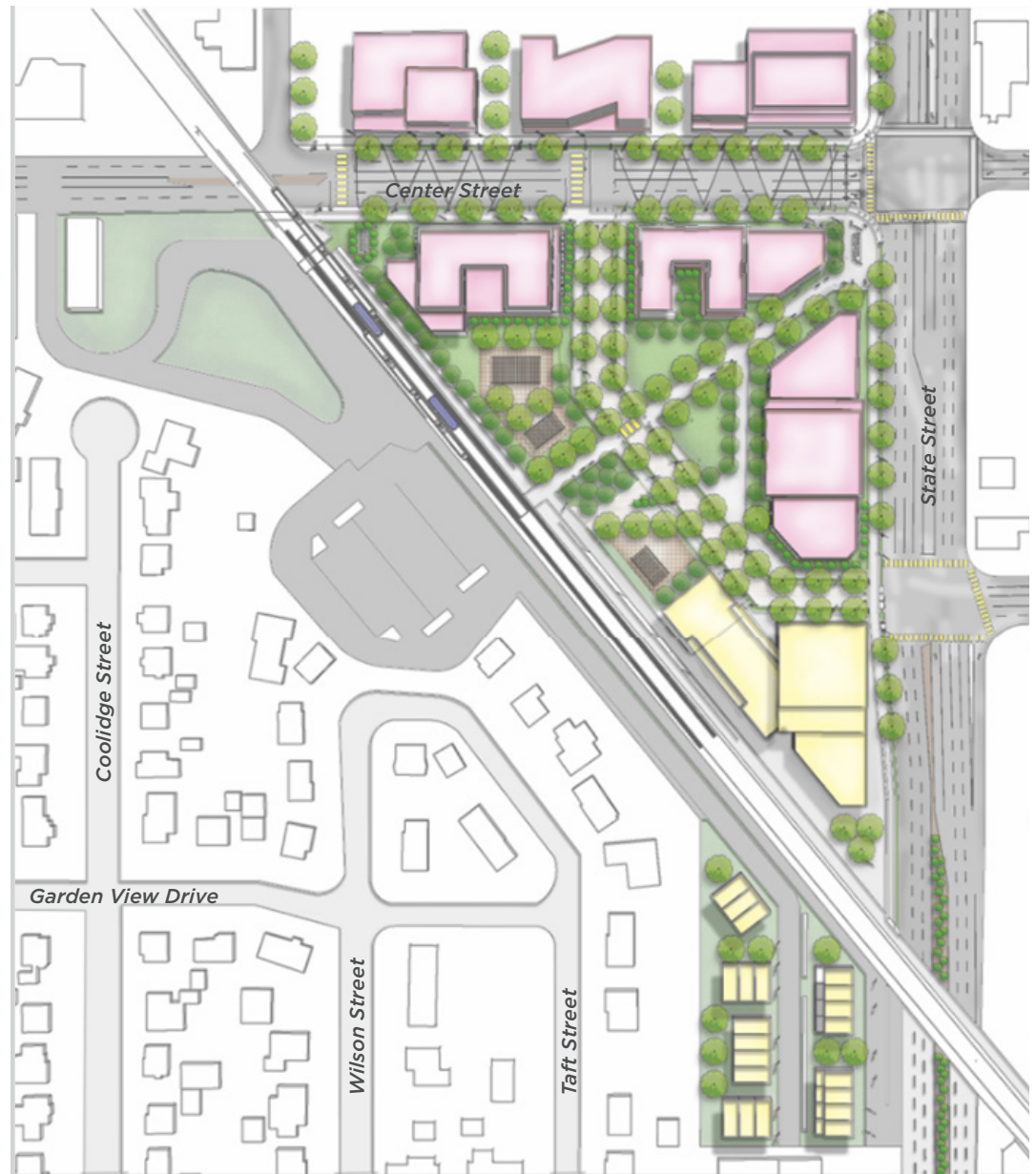


Figure 3.16 Center Station Proposed Plan Illustration

## POTENTIAL REDEVELOPMENT PHASING

Potential redevelopment phasing has been predicted based on the recommended zoning regulations and assumptions around property owner willingness, ability to obtain or group parcels, and the site's overall likeliness to be redeveloped. See Page 103 for details about redevelopment on key properties at the Center Station Area.

- 1** Planned town home development
- 2** Active mixed-use along frontage with an engaging center with green space and apartments to the rear with shared parking structures
- 3** Less dense housing/town homes near single-family residential
- 4** Mixed-use along Center Street

### PHASE PRIORITY

- High Priority
- Medium Priority
- Low Priority
- Future Priority

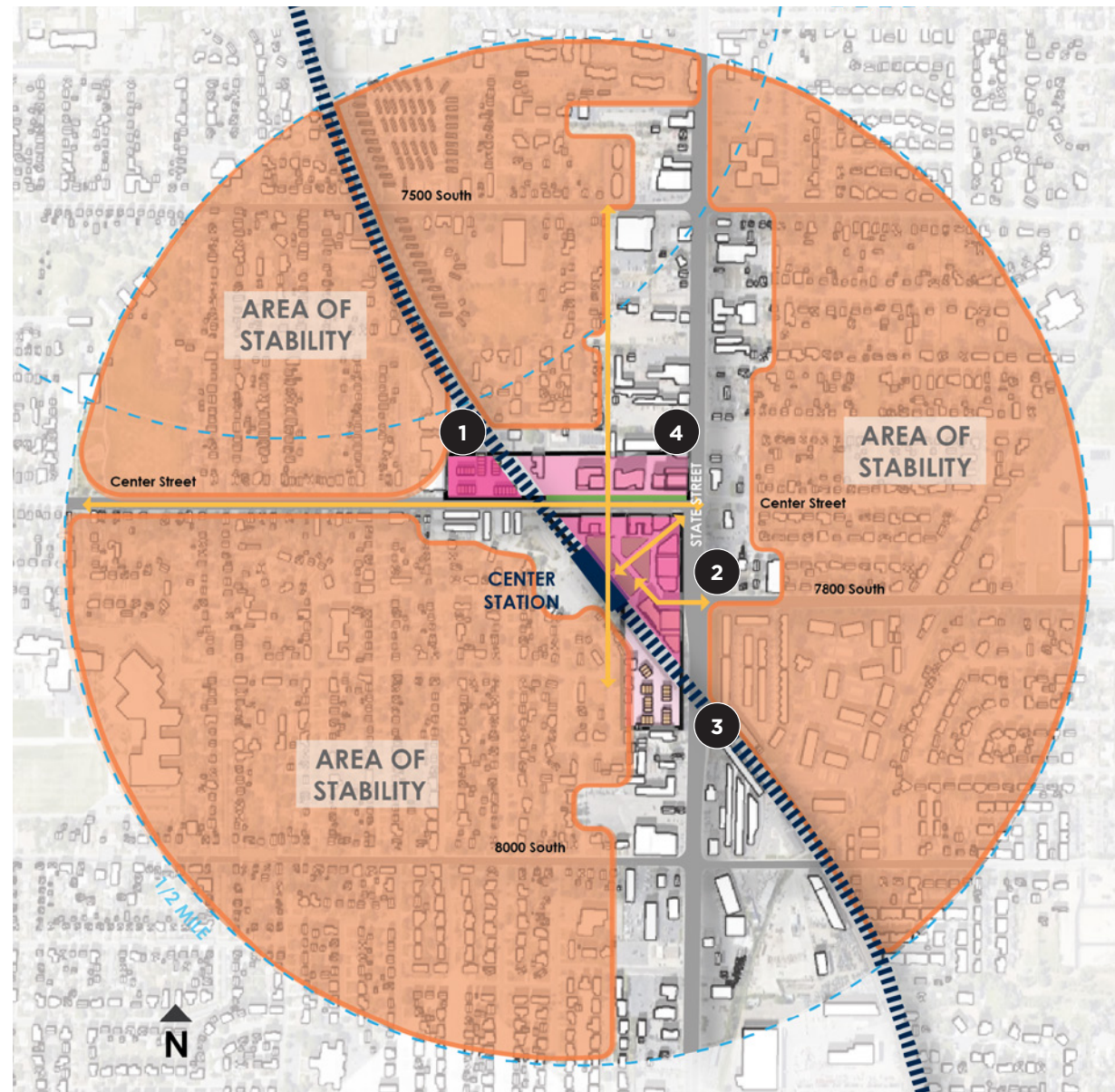


Figure 3.17 Fort Union Station Potential Redevelopment Phasing

PREFERRED PLAN  
Center Station

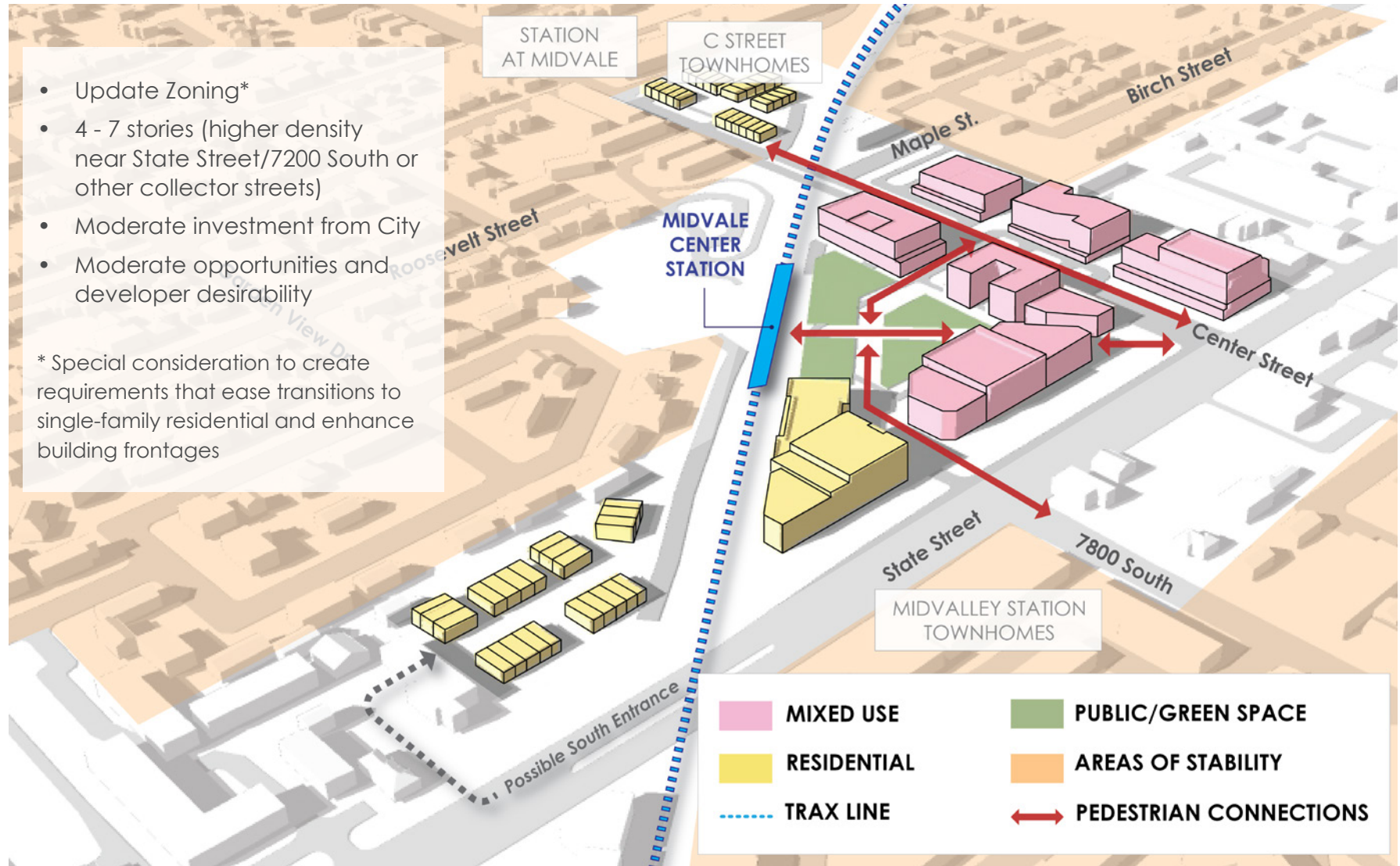
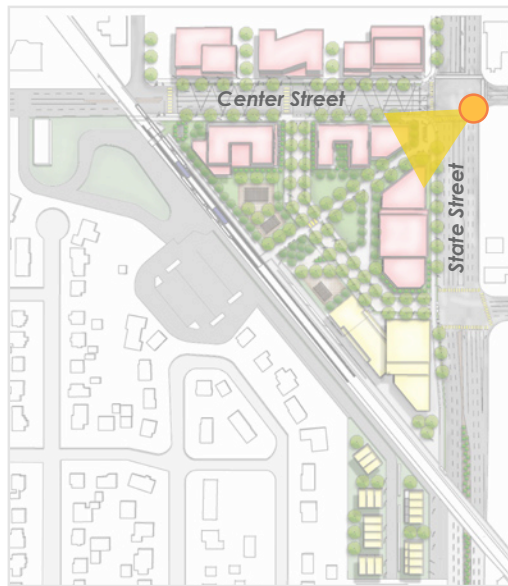


Figure 3.18 Bird's Eye View of Center Station Proposed Plan

## EXISTING CONDITION

Currently this corner of the intersection of Center Street and State Street only has a single-story safety and emissions testing business. Most of the surrounding area is vacant and underutilized except for the large post office west of this building. Today, this busy intersection is best suited for vehicular transportation and current conditions are hostile to pedestrians and cyclists.



View Key Plan



Figure 3.19 Existing Southwest Corner of Center Street and State Street

# HIGH IMPACT AREA

*Center Station*



Figure 3.20 Future Proposed West View From State Street to Center Station and Center Street

# SOCIAL SPACES & PLACEMAKING

## Center Station



Figure 3.21 Recommended Strategies for Placemaking and Social Spaces at Center Station



### ALTERNATIVE SCENARIO WITH POST OFFICE

This alternative option could be seen as potential final design or just a phase for the design while the Post Office remains in its current location. The Post Office provides a challenge to developing the desired internal green community space adjacent to the TRAX station.

However, development for this area could still be maintained along State Street. The current path to the TRAX station from State could remain, expanded and enhanced to provide a better connection to TRAX and potentially be worked into the non-Post Office scenario as part of the internal circulation road. The continuity of street wall would be disrupted along Center Street if the post office remains also as the primary entrance to the post office is along this street. Some green space could be maintained adjacent to the post office but it would be greatly reduced and not nearly well connected to the community when compared to the preferred scenario for the Center Station Area.

LAND USE

- Residential
- Green Space
- Mixed-Use

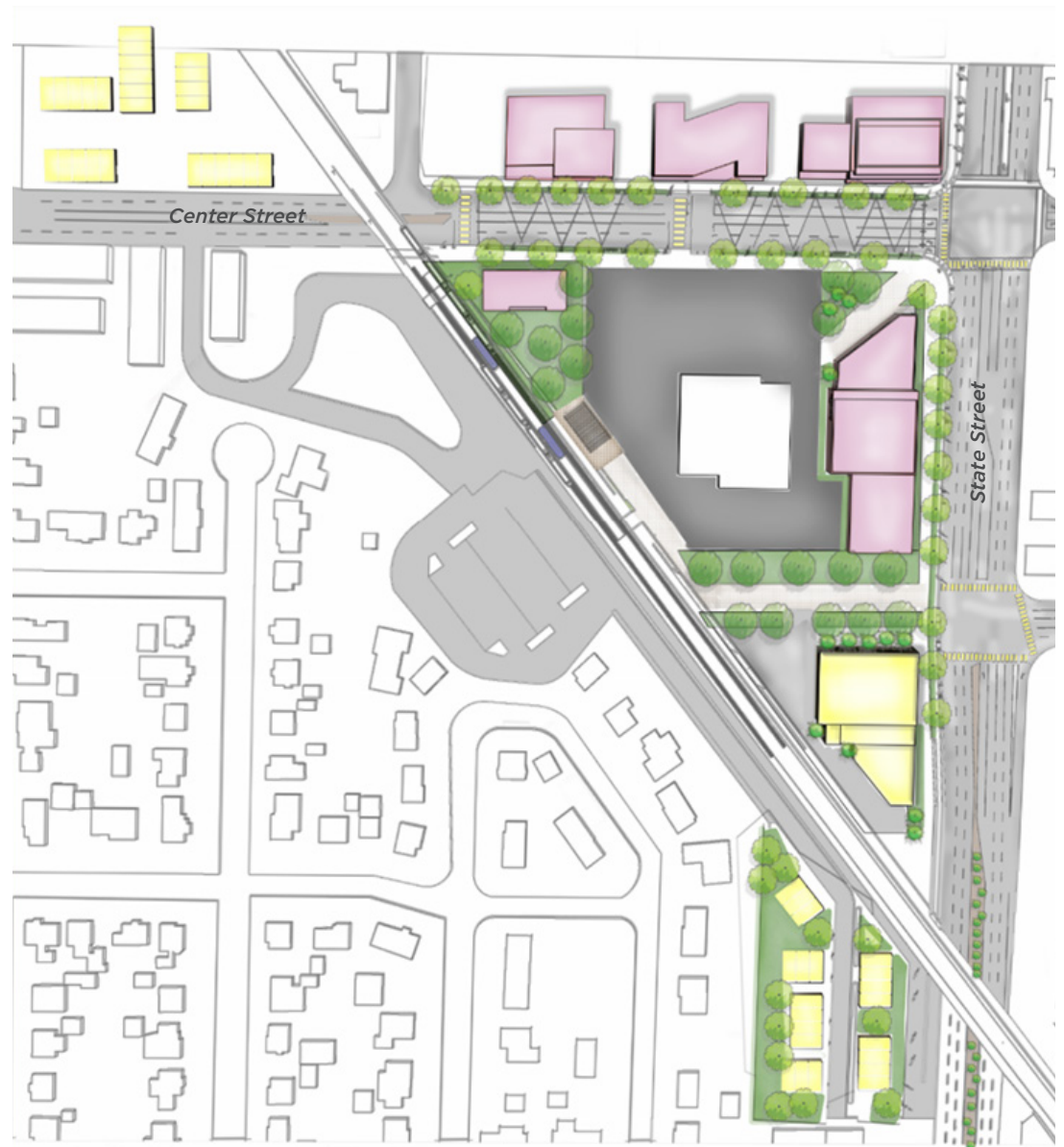


Figure 3.22 Center Station Proposed Plan Illustration If the Post Office Remains

# PREFERRED PLAN: ALTERNATE SCENARIO

## Center Station

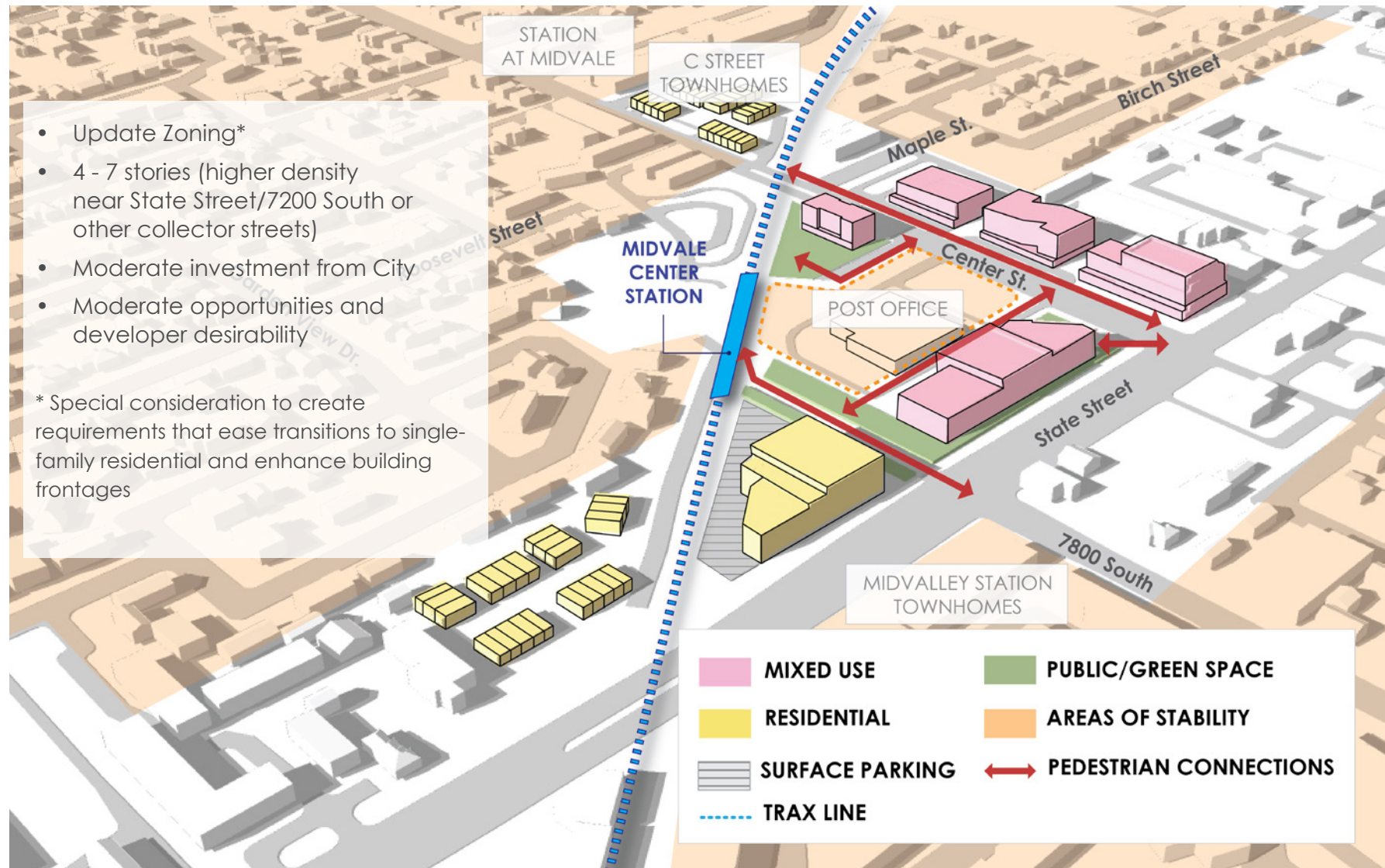


Figure 3.23 Bird's Eye View of Center Station Proposed Plan If the Post Office Remains



## ACTIVE TRANSPORTATION RECOMMENDATIONS

Figure 3.26 illustrates the active transportation facility recommendations within the boundaries of Midvale City, specifically emphasizing a half-mile buffer from TRAX Stations, as an expected walking or biking catchment area for travelers to access a fixed transit station. A station's catchment area refers to the area that is accessible from that station within a 10-minute walk or a half-mile. The planned facilities from the Mid-Valley Active Transportation Plan and WFRD Draft Regional Transportation Plan (RTP) are depicted as dashed lines. Additionally, solid and dashed lines represent the recommended facilities identified from this study, which primarily focus on first/last-mile connections and were influenced by Midvale City, agency, and stakeholder input, as well as previous planning efforts.

As part of this study, it is advised to implement a behind-curb shared use path along the 7200 South corridor and a barrier-separated bike lane on both sides of State Street. Given the future developments taking place adjacent to 7200 South, it is crucial to enhance crossings such as Cottonwood Street and High Tech Drive, in order to improve accessibility for nonmotorized users in the vicinity. Additionally, the segment of 7200 South crossing under I-15 lacks safe crossings and adequate facilities for pedestrians and cyclists. This poses a significant concern, as numerous individuals utilize this corridor to reach the area west of I-15, including residents of the nearby homeless shelter. To ensure a comprehensive study of this corridor in the future, it is imperative to address these pressing issues and devise solutions that cater to the needs of all users.

Midvale City is in the process of developing a more detailed plan and recommendation for 7200 South to address connectivity and bicycle and pedestrian needs. The corridor study should consider recommendations from this plan. The corridor study will also further refine the recommendations for 7200 South based on right-of-way availability, business, stakeholder, and community input, local vision, and coordination with the Utah Department of Transportation (UDOT). UDOT has been notified of the recommended facilities for the 7200 South and State Street corridors. UDOT and Midvale City are coordinated on these recommendations and will continue working together as needed for implementation. All involved agencies including Midvale City, UDOT, and UTA need to maintain their collaborative efforts in the future, whether for implementation or further study as required for these two corridors. The future studies shown in Figure 2.24 may further guide the considerations and active transportation recommendations for 7200 South.

### FUTURE PLANS AND STUDIES RECOMMENDED

1. Midvale City 7200 South/ Fort Union Corridor Study
2. Midvale City Parks, Recreation, and Trails Master Plan
3. Midvale Main Street Urban Design Plan

*Figure 3.24 Future Plans and studies Recommended.*

## ACTIVE TRANSPORTATION RECOMMENDATIONS

It is important to note that these two corridors are state-owned facilities, and the installation of the planned facilities necessitates further dialogue with UDOT. Given that these corridors experience high traffic volume and are located adjacent to TRAX stations, it is crucial to design infrastructure that prioritizes safety and comfort for all users.

Also, this study has identified five locations that require crossing improvements. These locations are as follows:

- 7200 South and TRAX Line crossing
- 7500 South and TRAX Line crossing
- 7500 South and State Street
- Center Street and TRAX Line crossing
- 8000 South and State Street

To establish a comprehensive first-last-mile connection network, six segments have been identified to create new connections. These segments include:

1. New connection to extend 7065 South to 400 West
2. New connection from 7440 South to 7065 South
3. New connection to extend 7310 South to 7300 South and to State Street
4. New connection from Center Station to 7500 South along Birch Street
5. New connection from Center Station to the neighborhood on the south through Wilson Street
6. Enhance the existing connection from Center Station to 7800 South

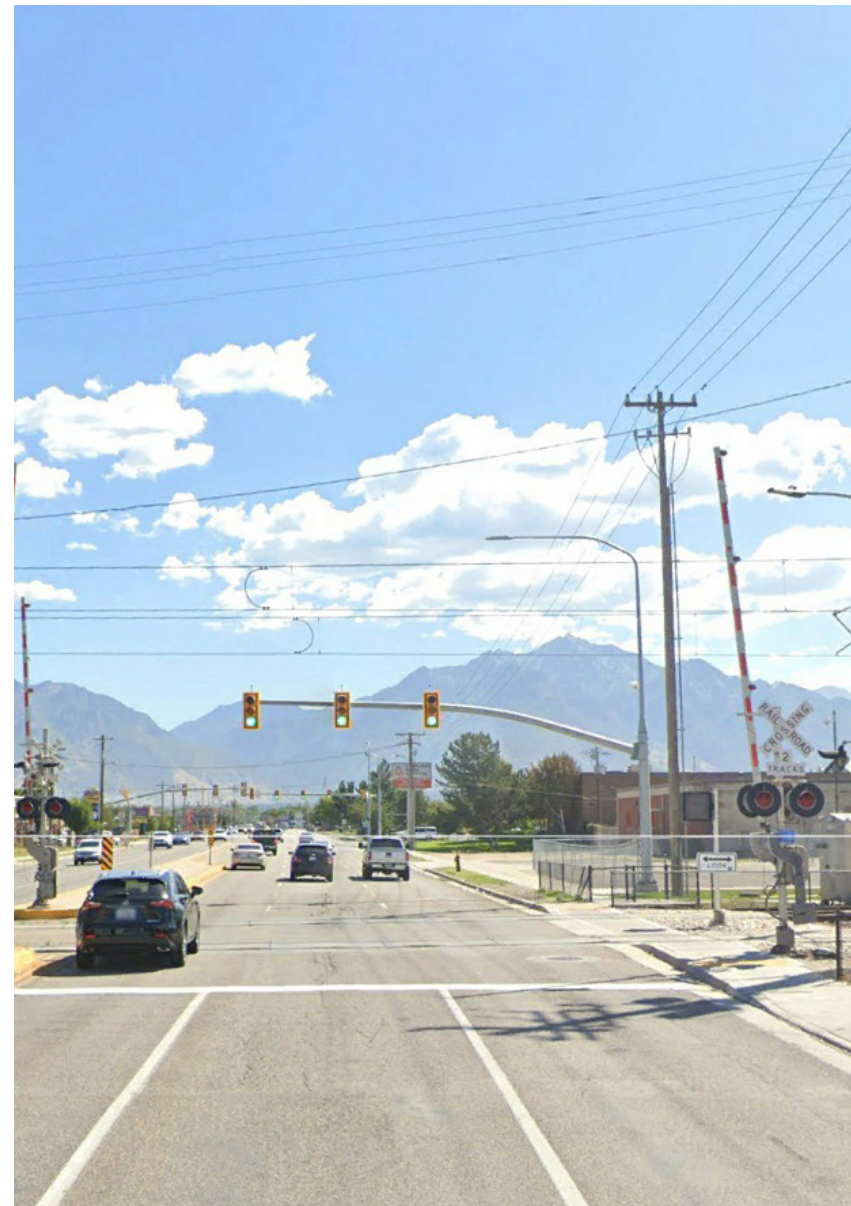


Figure 3.25. Recommended Crossing Improvement Site on 7200 South

# TRANSPORTATION RECOMMENDATIONS

## Station Area Planning

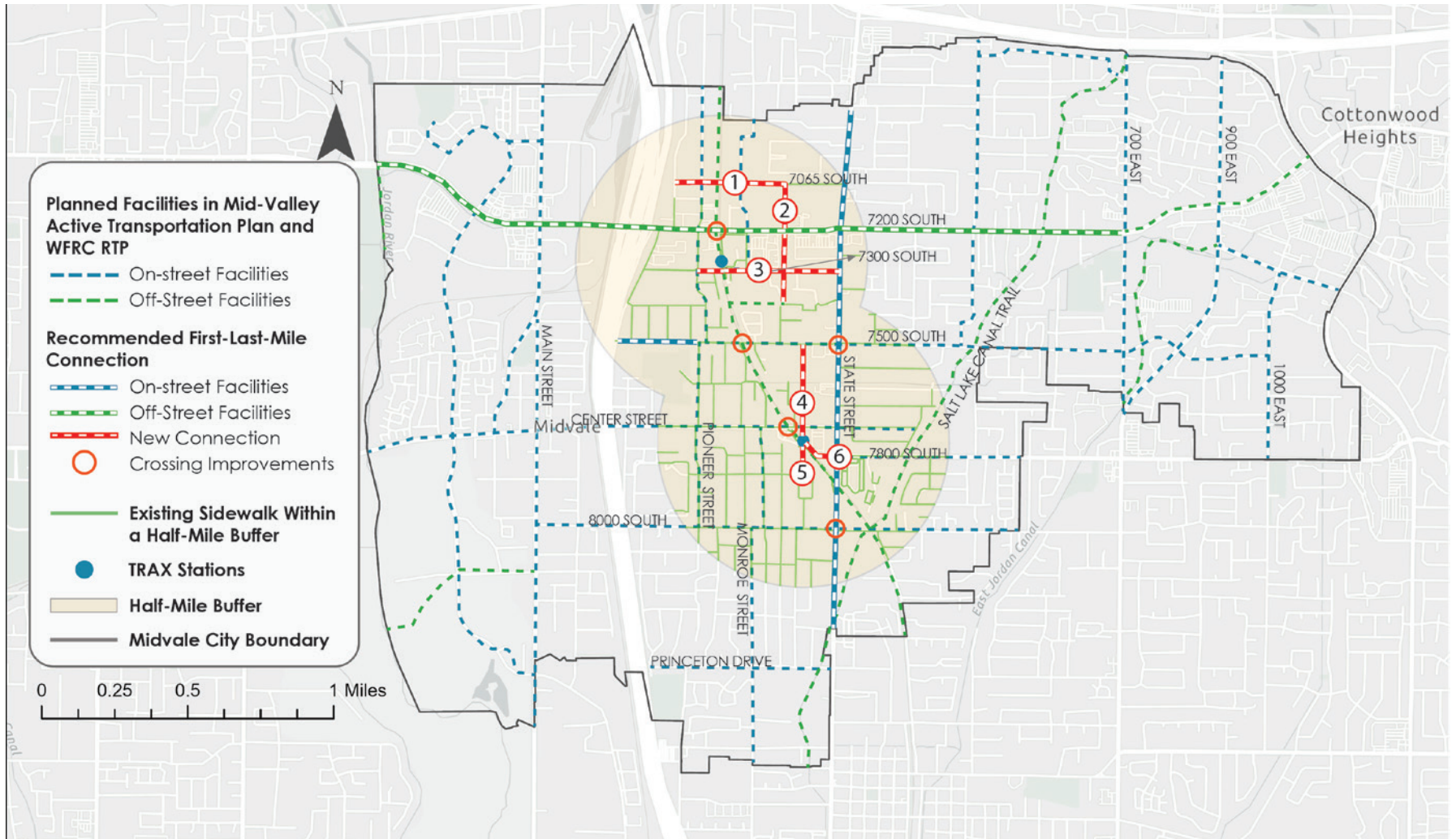


Figure 3.26 Station Areas Transportation Recommendations

## STATION CATCHMENT AREA IMPROVEMENTS

The catchment areas for the Midvale Center Station and the Midvale Fort Union Station have been defined by a ½ mile radius, or, about a 10-minute walk for a person to access the transit station. The size of a catchment area is largely defined by how the surrounding infrastructure interconnects and what facilities exist within that infrastructure (i.e., sidewalks, bicycle trails, etc.). As the size of a catchment area increases, a greater amount of land uses may be considered accessible within the station area.

Figures 3.28 and 3.29 on the following page show the existing catchment area (the accessible area based on existing pedestrian and bicycle facilities) and the future catchment area (the accessible area based on planned pedestrian and bicycle facilities and recommended connections from this study). The future catchment area has improved significantly compared to the existing catchment area. These figures visualize the importance of developing planned facilities and new connections.

Midvale City Park and many other local destinations are located within a half-mile of the Midvale Fort Union Station, but they are not in the existing catchment area because of existing built environment barriers, indirect or circuitous routes, and disconnected transportation networks. With the new connections proposed as part of this study and first/last-mile recommendations, these gaps can be resolved.

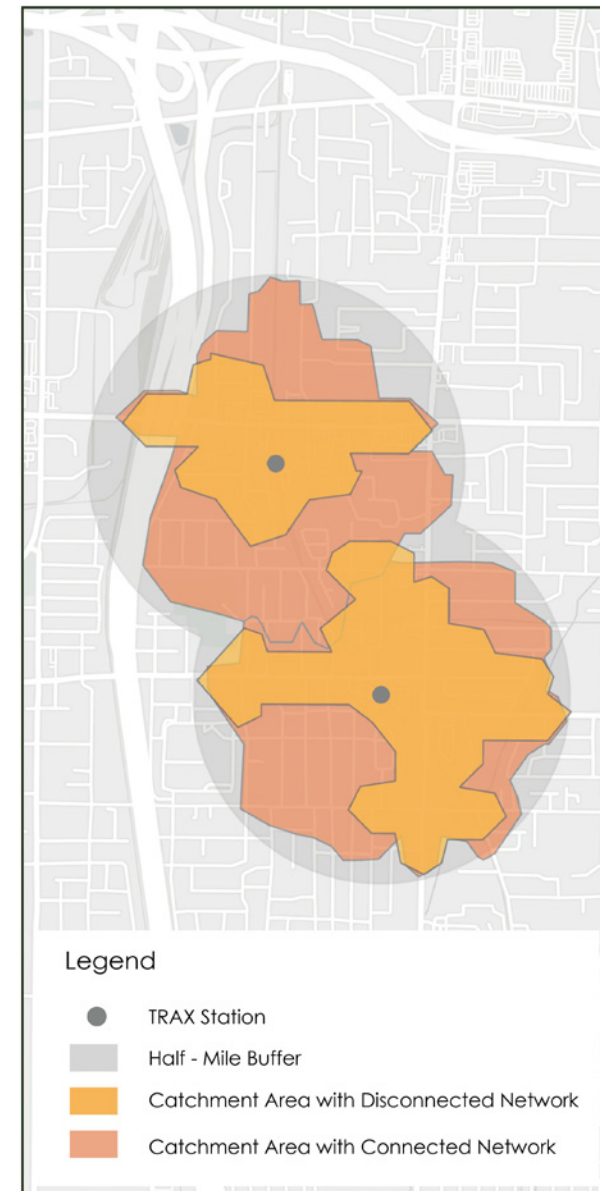


Figure 3.27 Catchment Area Improvement

# ACTIVE TRANSPORTATION RECOMMENDATIONS

## Catchment Area Improvements

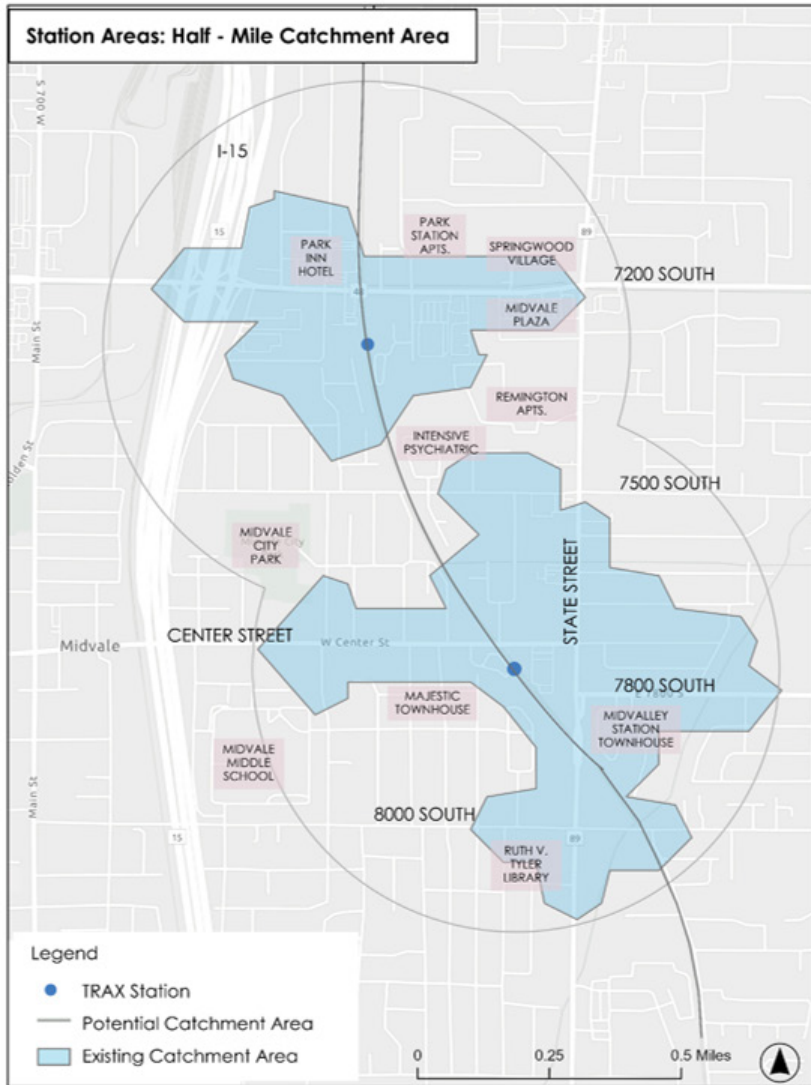


Figure 3.28 Catchment Area Using Existing Facilities

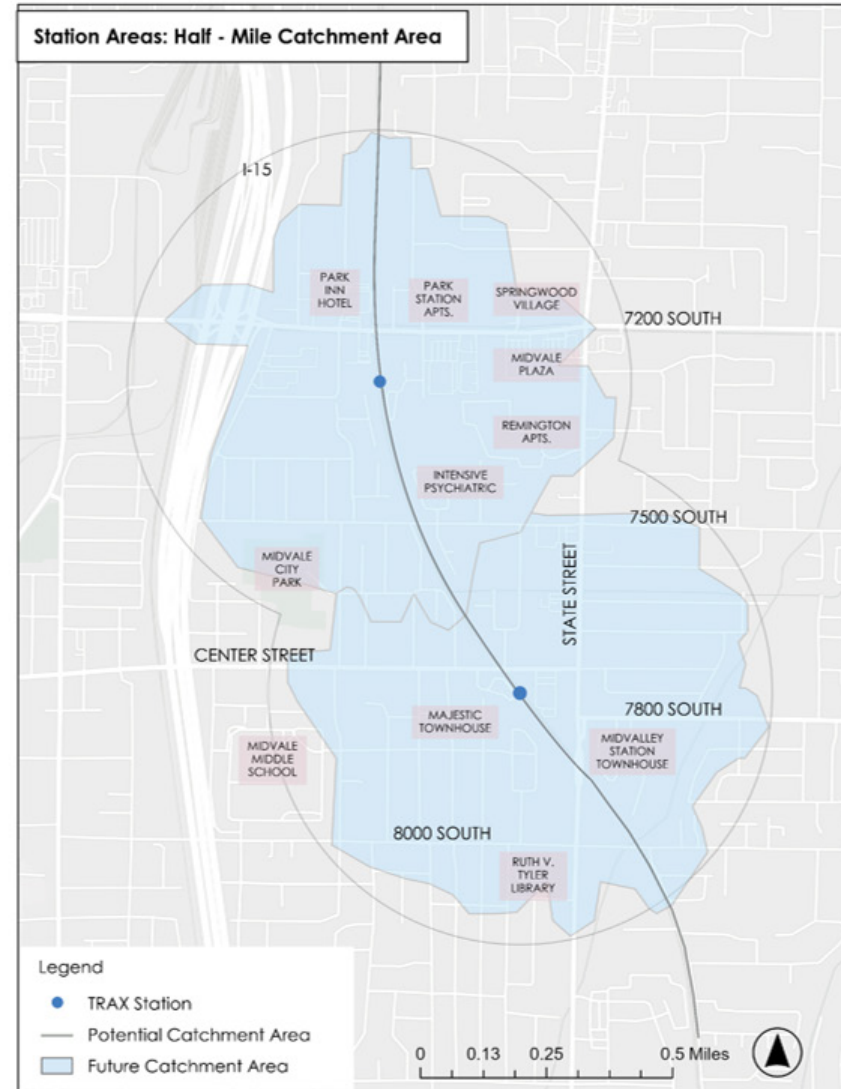


Figure 3.29 Catchment Area Using Planned Facilities

## PLAN ALIGNMENT WITH HB 462 (10-9a-403.1)

In the 2022 Utah Legislative Session, a House Bill was sponsored by Chief Sponsor, Steve Waldrip and with support of Senate Sponsor, Jacob L. Anderegg titled HB 462 (10-9a-403.1) Utah Housing Affordability Amendments. This bill was approved and subsequently outlines the requirements for Station Area Plans to be required throughout the UTA system, which the plan is in response. The bill outlines the accreditation process to be administered by WFRC, and the requirements of the Station Area Plans are to describe the: opportunities and constraints for the development of land under existing conditions; objectives for the existing and future transportation system within the station area; objectives for existing and future land uses; objectives for public and open spaces; and objectives for the development of land within the station area and the future development standards that meet those objectives outlined by the bill. An implementation plan and map are included to identify actions needed within the next five years to implement the station area plan, and the party responsible each action.

In accordance with House Bill 462, Utah Code Section (10-9a-403.1), the plan must address how it seeks to promote each of the following objectives:

- Increasing transportation choices and connections
- Increasing the availability and affordability of housing, including moderate income housing
- Enhancing access to opportunities
- Promoting sustainable environmental conditions



Figure 3.30 Visioning and Design Charrette Workshop

### *Increasing Transportation Choices and Connections*

In this plan, new active transportation facilities are proposed on major roadways adjacent to the TRAX stations, including 7200 South and State Street. Individuals relying on walking and biking to access Fort Union and Center Stations face challenges as these corridors currently lack adequate comfortable and connected facilities. Gaps and barriers in the active transportation network has added to the impact on users' preferences for walking and biking to access transit, discouraging active modes for first/last mile connections. New active transportation facilities are planned to create a safe and comfortable environment for users of all ages and abilities to provide communities with a viable alternative for their transportation needs, especially for those who depend on walking and biking as the primary means of mobility.

Existing piecemeal and ad-hoc development and indirect routes, has hindered communities' access to transit significantly. People living in close proximity to the stations have to take detours to access transit services. To address this issue, new pathways are planned in strategic locations next to Fort Union and Center Stations to be built as part of the redevelopment. These pathways will significantly enhance access to transit and improve overall connectivity. Furthermore, to prioritize safety, crossing improvements are planned at various locations where it is difficult for pedestrians and cyclists to cross conveniently and safely.

These recommendations are aligned with the Wasatch Front Regional Council (WFRC) Regional Transportation Plan and local plans and are aimed at improving access to the stations for transit riders, traveling by any combination of modes.

These first-and-last-mile connections are designed to help people get from their homes to the transit stations and from the stations to work, school, shops, or other destinations that lie within a reasonable walkable or bikeable area. These transportation improvements have the potential to boost ridership and enhance the overall quality of life for the communities.



Figure 3.31 Mapping Activity at the Community Workshop

### *Supporting Moderate Income Housing And Housing Choice*

Utah cities are required to promote moderate income housing (MIH) by including a MIH element in their general plans, and—with the passage of HB462 (10-9a-403.1) in 2022—by developing station area plans in cities with rail or bus rapid transit stations. One of the objectives that station area plans are required to promote is “increased availability and affordability of housing, including moderate income housing,” or housing for households whose income falls on or below 80% of the area median income (WFRC). In its 2022 Moderate-Income Housing Element amendment to the City’s General Plan, the City identified seven strategies for promoting MIH. See Figure 3.32

This Station Area Plan furthers progresses on these MIH goals by:

- Fulfilling Strategy 6 to develop a station area plan
- Providing specific recommendations that advance Strategy 7 and provide recommendations about potential future locations and extent of a future housing and transit reinvestment zone
- Consistent with Strategy 5, providing recommendations to use a moderate-income housing set aside from the city’s redevelopment agency
- Consistent with Strategy 4, identifying opportunities for the City to partner with entities capable of constructing moderate income housing, either on UTA-owned sites or other sites in the Station Areas
- Recommending that significant parts be rezoned to allow for higher density housing. While not called out as a strategy in the MIH element, this is a critical element of enabling moderate income housing, by increasing the supply of land that can be built out as market-rate or income-restricted rental housing, town homes, or condominiums, all of which can serve the moderate income housing market.

### **2022 MODERATE-INCOME HOUSING AMENDMENT - 7 STRATEGIES FOR PROMOTING MODERATE INCOME HOUSING -**

1. Preserve existing and new moderate-income housing and subsidized units by utilizing a landlord incentive program, providing for deed restricted units through a grant program, or establishing a housing loss mitigation fund.
2. Reduce, waive, or eliminate impact fees related to moderate income housing.
3. Implement a mortgage assistance program for employees of the county/municipality, an employer that provides contracted services for the county/to the municipality, or any other public employer that operates within the county/municipality.
4. Apply for or partner with an entity that applies for state or federal funds or tax incentives to promote the construction of moderate income housing, or any other entity that applies for programs or services that promote the construction or preservation of moderate income housing;
5. Demonstrate utilization of a moderate-income housing set aside from a community reinvestment agency, redevelopment agency, or community development and renewal agency to create or subsidize moderate income housing.
6. Develop and adopt a station area plan in accordance with Section 10-9a-403.1.
7. Create a housing and transit reinvestment zone pursuant to Title 63N, Chapter 3, Part 6, Housing and Transit Reinvestment Zone Act.

Figure 3.32 Strategies for Promoting Moderate Income Housing



### *Improving Access to Opportunities*

The recommendations in the plan will increase access to economic opportunities in the form of jobs and opportunity for business creation via new commercial spaces at the ground floor of vertical mixed-use buildings. The area is already zoned for vertical mixed-use development, however this has not occurred to date for myriad reasons.

One of the primary challenges are concerns by the adjacent neighbors and City Council that any podium-style, mixed-use development would encroach and endanger the adjacent single-family neighborhoods. The concepts shown in the plan depict how this might be achieved while respecting surrounding stable single-family residential neighborhoods and integrating meaningful amenities, access, and open space usable by all community members. Moreover, the site illustrations in this plan depict how new development might create more intuitive and comfortable access between new development to the Station Areas to improve the connections between housing, transit, and active transportation which in turn provide access to employment, education, recreation, and commercial opportunities. Plan illustrations and renderings have been provided to depict how new streetscape and public amenity spaces will create more intuitive and inviting access to the Station Areas. These all enhance placemaking and character goals to further enhance the identity of Midvale City.

The physical infrastructure could encourage access to opportunities by installing and expanding broadband connectivity when redevelopment of key parcels indicated in this plan occurs. Broadband or other physical infrastructure can create reliable, high speed internet access for the associated commercial and educational opportunities.

### *Promoting Sustainable Conditions*

Promoting sustainable environmental conditions across the Station Areas in Midvale City begin first and foremost with the redevelopment of grayfield sites, or urban land which has been previously developed. By redeveloping these existing areas, existing infrastructure will be leveraged while protecting greenfield, pristine sites, and prime farmland. Another way that redevelopment within urban context promotes sustainable environmental conditions is that it immediately places new development within a walkable community with existing transit and active transportation access resulting in reduce air pollution from vehicle trips.

Additional factors relating to environmental conditions are focused on the way that the sites are redeveloped as encouraged by this plan. Creating thoughtfully designed, walkable district of vertical mixed-use buildings around the station areas will reduce the urban heat island effect for the outdoor spaces and reducing energy consumption of interior climate control due to optimal solar orientation. Providing sufficient density of land use will enable greater investment in public spaces and amenities to enable increased access to open space, nature, trees & landscape in outdoor landscape areas. Appropriately designed landscape areas, can introduce a new approach to stormwater by utilizing green infrastructure to capture, treat, and infiltrate rainwater on site.

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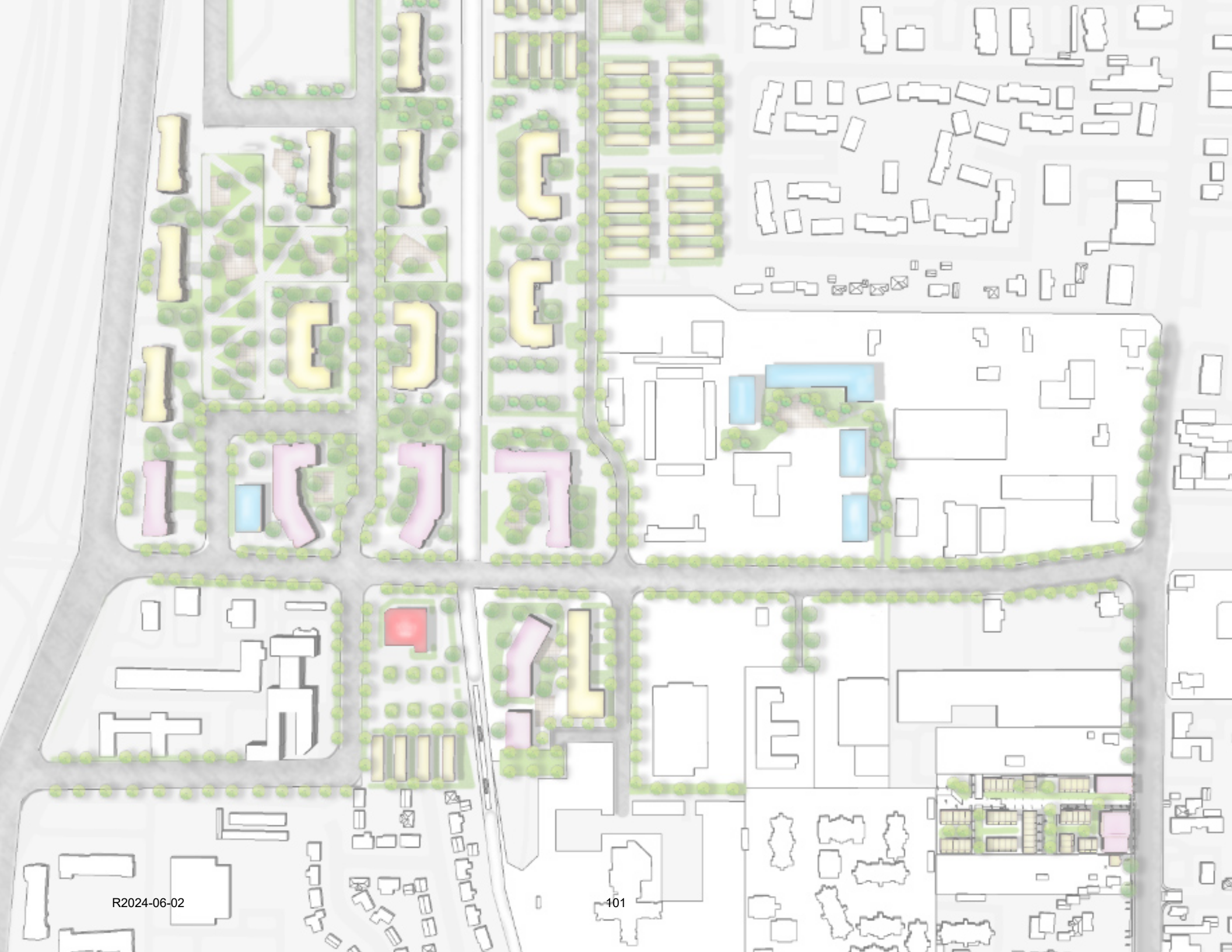
# 04

## Implementation Plan



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# 04 | IMPLEMENTATION PLAN

Previous chapters in this Station Area Plan have outlined the vision for the future conditions desired at the two stations under consideration. This chapter will focus on the recommended strategies and phases for achieving the vision(s). Recommendations have been organized into projects, programs, policies, and plans for transportation, land use, regulatory framework, urban design, and landscape. This chapter is focused primarily on the actions which Midvale City can take, in association with other public sector partners, to support private sector stakeholders to induce them to act in alignment with the plan to collectively achieve the vision for transformation of the areas of anticipated change in each station area.

The recommendations have been categorized into potential phases, rough order of magnitude (ROM) costs, and range of impact.

- 5-Year Implementation Plan Charts
- Zoning and Regulation
- Public Infrastructure and Improvements
- Moderate Income Housing Strategies
- Funding Strategies

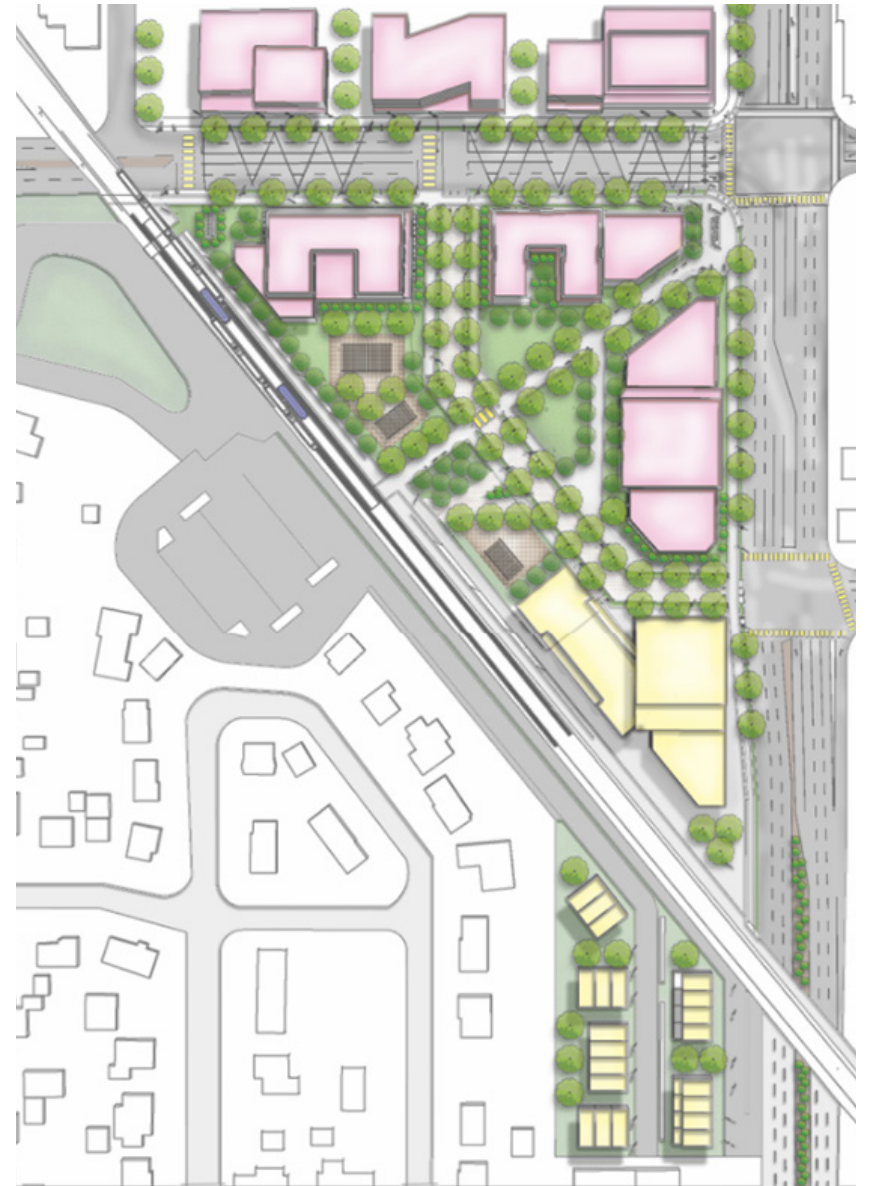


Figure 4.1 Fort Union Station Area Concept Plan

# 5-YEAR IMPLEMENTATION PLAN

Category	Station Area Ft. Union	Center	Public Sector Cost	Development Impact	Projects/ Programs/Policies	Project Champions	Near-term (1-2 years)	Medium-term (3-5 years)	Long-Term (5+ years)
<b>REGULATORY ENVIRONMENT &amp; POLICIES</b>									
Policy	•	•	\$	High	Expand and Revise Transit-Oriented Development Overlay (TODO)	City	Expand & Revise TODO		
<b>CATALYTIC REDEVELOPMENT</b>									
Project	•	•	\$\$ to \$\$\$	High	UTA Redevelopment Partnership	City, UTA	Explore Partnering Potential	Plan and Implement if Feasible	
Project		•	\$\$ to \$\$\$	High	Post Office and Center-State Triangle "Master Plan"	City, USPS	Explore Partnering Potential		Implement if Feasible
Program	•	•	\$\$	Medium	Evaluate Property Acquisitions	City, RDA, State	Identify Properties & Funding	Plan and Implement if Feasible	
Program	•	•	\$	Medium	Market area to developers	City	Plan/Pilot Program	Review Impact, Adjust	
<b>PUBIC INFRASTRUCTURE &amp; IMPROVEMENTS</b>									
Projects, Programs	•	•	\$\$\$	Medium	Major Transportation and Streetscape Improvements	City, UDOT	Design and Fund	Phased Construction	
Project	•	•	-	Medium	Developer Transportation and Streetscape Improvements	Developers	Design and Funding as Development Occurs		
Project	•	•	\$	Medium	Parks and Open Space	City, RDA, Developers	Design, Fund, and Acquire Land	Phased Construction	
Program	•	•	\$	High	Public Art and Placemaking Improvements	City, RDA, Community Partners	Identify Locations, Partners & Funding	Review Impact, Adjust, Find Ongoing Funding	Ongoing Implementation
<b>MODERATE INCOME HOUSING STRATEGIES</b>									
Program, Policy	•	•	\$	High	Coordinate Moderate Income Housing Plan Implementation	City, RDA, UTA, Housing Connect	Identify MIHP Strategies in Station Areas	Coordinate with Partners on Implementation	
<b>STATION AREA PLAN CAPACITY</b>									
Program	•	•	\$\$	High	Pursue HTRZ and/or CRA to fund redevelopment	City, RDA	Apply for HTRZ and/or Create CRA		
Program	•	•	\$	High	Pursue other funding sources	City, RDA	Capital Projects List, Other Regional, State, Federal and Other Grants and Loans; Impact Fee Proceeds		
Program	•	•	\$	Moderate	Consider adding Economic Development staff	City	Identify Need and Funding; Recruit		

Table 4.1 Five-Year Implementation Plan



## RECOMMENDED IMPLEMENTATION PLAN FOR TRANSPORTATION IMPROVEMENTS

Category	Project	Cost	Fort Union Station	Center Station	Programs & Policies	Project Champions	Near-term (1-2 years)	Mid-term (3-5 years)	Long-term (5+ years)
Project, Policy	Shared use path on 7200 South	\$\$\$	•	•	Transportation Demand Management	City, UDOT	Apply for funds to further study	Further study/design	Implementation
Project, Policy	Barrier-separated facility on State Street	\$\$\$	•	•	Transportation Demand Management	City, UDOT	Apply for funds to further study	Further study/design	Implementation
Project	7200 South and TRAX Line crossing improvement	\$	•		-	City, UDOT	Apply for funds to design	Implementation	-
Project, Program	7500 South and TRAX Line crossing improvement	\$	•		Tactical urbanism and streetscape improvements	City, UTA	Apply for funds to design	Apply tactical urbanism treatment	Implementation
Project, Program	Center Street and TRAX Line crossing improvement	\$	•	•	Tactical urbanism and streetscape improvements	City, UTA	Apply tactical urbanism treatment	Implementation	-
Project	7500 South and State Street intersection improvement	\$\$	•	•	-	City, UDOT	Apply for funds to design and construct	Implementation	-
Project	8000 South and State Street intersection improvement	\$\$		•	-	City, UDOT	Apply for funds to design and construct	Implementation	-
Project	New connection from 7065 South to 400 West	\$\$	•		-	City, RDA	Target opportunities with redevelopment	Design & Maintenance Plan	Implementation
Project	New connection from 7440 South to 7065 South	\$\$ to \$\$\$	•		-	City, RDA	Target opportunities with redevelopment	Design & maintenance plan	Implementation
Project	New connection from 7310 South to 7300 South and to State Street	\$\$ to \$\$\$	•		-	City, RDA	Target opportunities with redevelopment	Design & maintenance plan	Implementation
Project	New connection from 7500 South along Birch Street	\$\$ to \$\$\$	•	•	-	City, RDA	Target opportunities with redevelopment	Design & Maintenance Plan	Implementation
Project	New connection from the Wilson Street	\$\$		•	-	City, RDA	Target opportunities with redevelopment	Design & Maintenance Plan	Implementation
Project, Program	Enhance the existing connection from Midvale Center Station to 7800 South	\$		•	Streetscape improvements	City, UDOT	Apply for funds to design and construct	Implementation	-

Table 4.2 Recommended Implementation Plan for Transportation Improvements

## ZONING AND REGULATION

Midvale City's current zoning code does not enable certain aspects of the preferred station area concepts, and is likely to be an obstacle to the types of housing, mixed-use development, and ground floor commercial space shown in these concepts. The code should therefore be modified as described below.

### TODO Revisions to Consider

- **Ground Floor Commercial Space.** Requiring at least 2,500 square feet, or 50' lineal feet, of ground floor commercial space for projects with contiguous frontages on 7200 South, Center Street, or State Street.
- **Reducing the Front Setback.** (Currently a minimum of 15 feet), to 0 feet if a proposed project contains at least 5,000 square feet of ground floor commercial space, or if 60% of the primary project frontage is ground floor commercial.
- **Regulating Density.** Primarily by height and setbacks, and removing the dwelling unit per acre maximum (85) in TODO.
- **Parking Reduction.** Providing modest parking reductions (e.g., reducing requirements by 0.5 spaces per unit compared to current requirements) for projects that provide car share programs (e.g., Zipcar), offer low- or no-cost transit passes, or implement other established transportation demand management measures.<sup>1</sup>
- Review other details of TODO zone as it is expanded.

<sup>1</sup>Victoria Transport Policy Institute, Online TDM Encyclopedia

Special consideration should be taken for key corner locations to encourage placemaking and pedestrian-focused spaces. Further coordination with the Planning Commission and City Council is recommended.

### Adopt Transit-Oriented Development Overlay (TODO) in Certain Areas

#### Recommended Areas:

- North of 7200 South
- Center Street Triangle (see maps)
- State Property at 7300 South and State Street

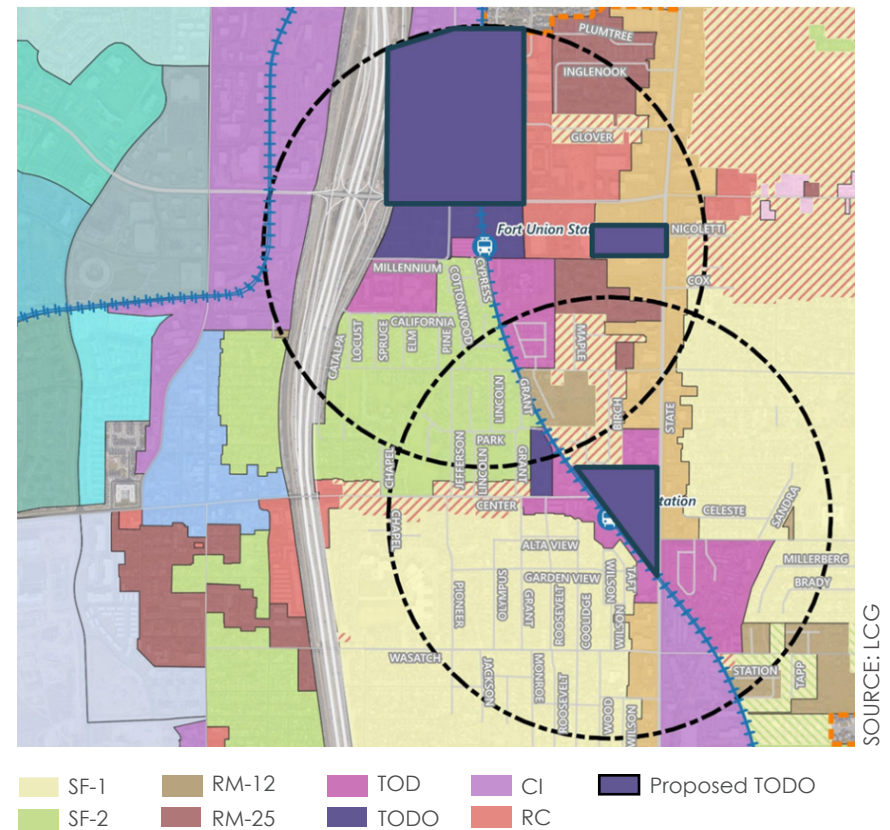


Figure 4.2 Map of Areas Proposed for Rezoning



## KEY PROPERTIES AND DEVELOPMENT

There are multiple “key properties” and areas adjacent to both stations, which, if redeveloped in a way that is consistent, meets Midvale City’s goals, and catalyzes additional private development in other parts of the station areas. Midvale City should work with owners of these key properties—particularly UTA and builders of moderate income housing—to plan and realize housing and mixed-use development on these sites.

### **Fort Union Station**

UTA Property (UTA lead, City support)

- UTA owns approximately 6.4 acres at the Fort Union station. While some of this property will probably continue to be surface parking, some could be redeveloped
- Explore opportunities for a joint development partnership with the UTA
- Prepare a design plan, which is recommended to include a mix of affordable and market rate housing with ground floor commercial space and high foot-traffic uses including grocery retail, in addition to retained park-and-ride parking and other uses
- Issue Developer RFP(s)

State Property

- Continue to work with the State. Within the next +/- 5 years, there is potential for this property to be surplus to the State’s needs
- Recommendation to rezone from State Street Commercial Zone to TODO and mixed use development, including a mix of affordable and market rate housing

Consider City/Public land acquisitions north of 7200 South

- Midvale City could consider purchasing sites, or working with the owner to redevelop it as affordable and/or market rate housing, or other uses. The current zoning could be changed, from CI to TODO.
- Market the area to developers, via a web site, informational materials, and/or Midvale City participation in development groups such as chambers of commerce, Urban Land Institute, brokerage associations, etc.

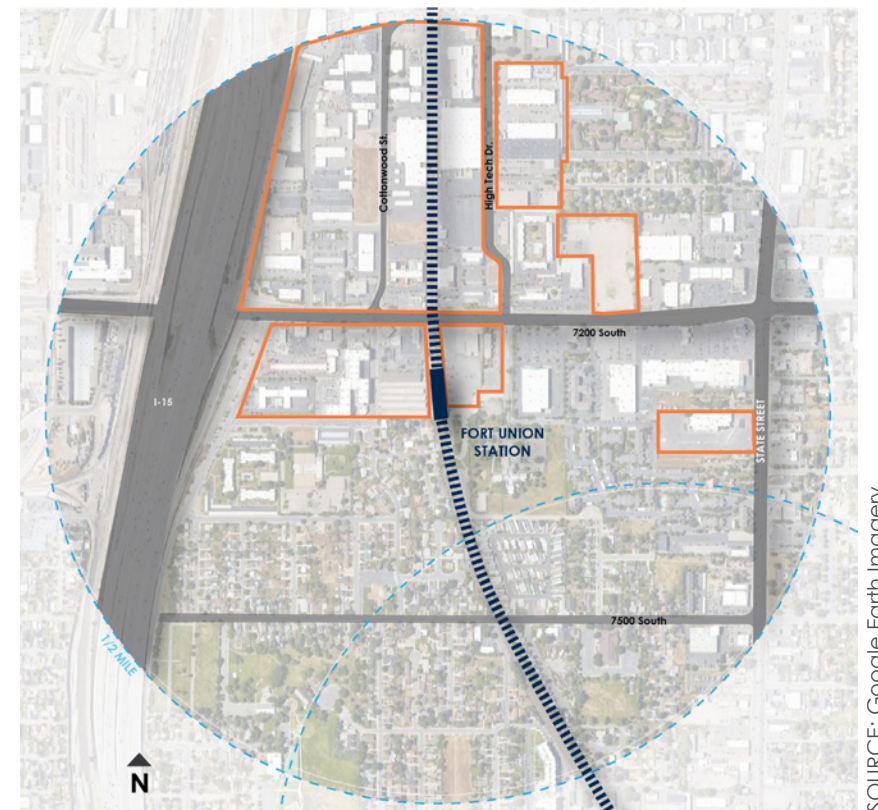


Figure 4.3 Map of Key Properties at Fort Union

### Center Station

UTA Properties (UTA Lead, City support)

- In partnership with a private developer, UTA could develop this the park-and-ride lot south of Center Station, under current zoning, which will allow buildings of a maximum of three stories
- The property directly to the west of the Station is likely to remain a parking lot. Midvale City may need to work with UTA to enable new or improved access to the southern property, e.g., via a new egress point on State Street. Currently, the site is difficult to access

Post Office and Center-State Street Triangle Master Plan

- If UTA, Midvale City, and/or a developer can aggregate multiple properties, including the existing UTA properties and Post Office site, it would open up significant opportunities for a master-planned, mixed-use development at this location, since the existing UTA-owned properties are small, and the Post Office is large and would connect them. These sites offer an opportunity to bring in larger-format ground floor commercial uses, iconic “gateway” design features visible to travelers on State Street, Center Street, and TRAX, moderate income and market-rate housing, and structured parking.

Consider acquisitions by Midvale City or other public entity

- Include commercial properties fronting State Street and east of Center Station
- Multiple properties north of Center Street, between the TRAX line and State Street, appear to be vacant and/or underutilized. One or more of these sites could be acquired by Midvale City, UTA, or private mixed-use developers
- Consider other land acquisitions by Midvale City

Market the area to developers, via a web site, informational materials, and/or City participation in development groups such as chambers of commerce, Urban Land Institute, brokerage associations, etc.

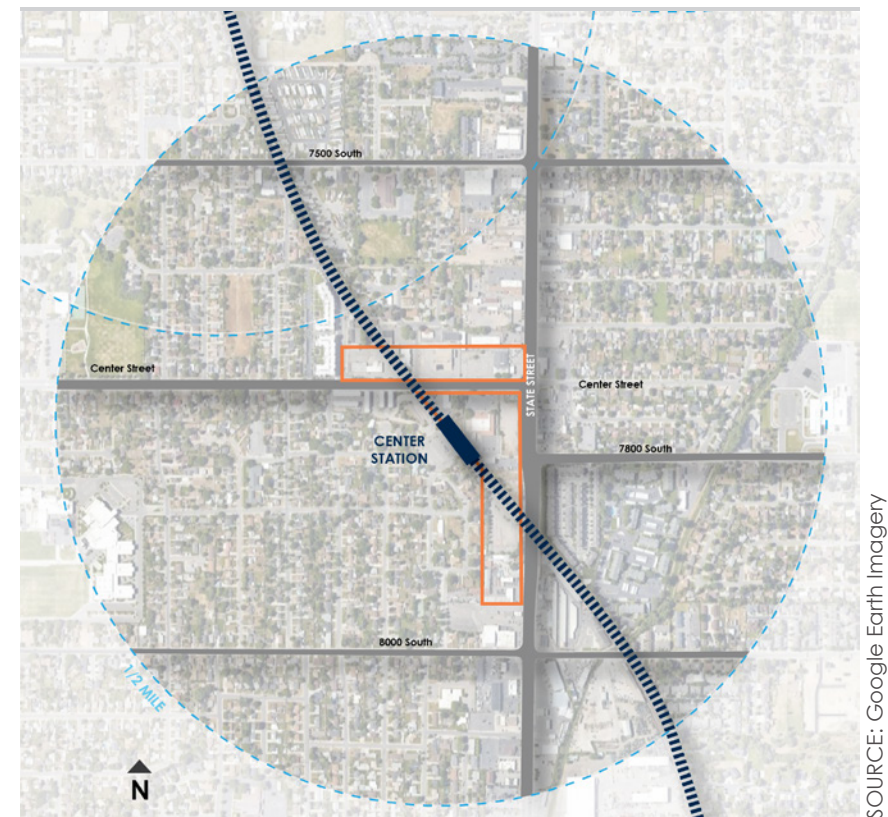


Figure 4.4 Map of Key Properties at Center Station

## PUBLIC INFRASTRUCTURE AND IMPROVEMENTS

### *Key Recommended Improvements*

The preferred plan concepts show a range of improvements to be built in both station areas, including parks, plazas, and public open spaces, and a range of transportation improvements that will be necessary in order to enable these areas to thrive as well-connected, mixed-use places. This section summarizes those improvements.

### *Fort Union Station*

- Park(s)
- Crossing improvements
- On- and off-street facilities (e.g., sidewalks, bike lanes, etc.) within existing rights of way
- New multimodal paths (“Connections”)
- “View Corridor” improvements to make station more recognizable in the area

### *Center Station*

- Crossing improvements
- On- and off-street facilities (e.g., sidewalks, bike lanes, etc.) within existing rights of way
- New multimodal paths (“Connections”)

### *Additional improvements*

- Parking structure(s) serving residents, tenants, and the general public were mentioned during UTA and developer interviews
- Pedestrian crossing over the TRAX rail

### *Major Parks and Transportation Projects*

The following types of projects are most likely to be built by Midvale City and/or other public agencies:

- Parks and open spaces, especially where larger than about a half-acre. Midvale City should plan to acquire land for the parks shown, particularly those that are north of 7200 South
- Crossing improvements
- On- and off-Street Facilities (e.g., sidewalks, bike lanes, etc.) within existing rights of way

### *Developer Parks and Transportation Projects*

The following types of projects are most likely to be built by developers as they incrementally develop various lots within the station areas:

- Small pocket parks (e.g., several thousand square feet)
- Certain on- and off-street facilities (e.g., sidewalks, etc.) that are adjacent to their properties, if encouraged by City Code. Additional public benefits may be possible in exchange for a reduction in setbacks or other allowances not permitted by current zoning
- Certain new multimodal paths (“Connections”), if encouraged by City Code

### *Other Considerations*

- Improvements will likely need to be prioritized
- Exploring opportunities to work with community partners on development and programming of public spaces. Recent research by the Utah Foundation shows that numerous cities with limited budgets have successfully utilized tactical urbanism strategies to improve safety and overall benefit of public spaces<sup>1,2</sup>

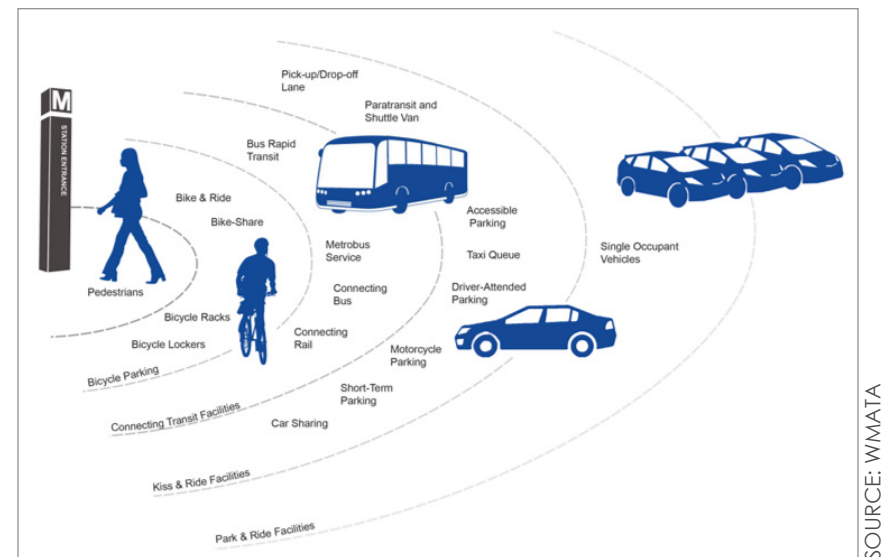
<sup>1</sup>Utah Foundation, 2022 Utah Community Quality of Life Index.

<sup>2</sup>Congress for a New Urbanism, “Quick Build: Tactical Urbanism on steroids.”

### Connectivity and Mobility Guiding Principles For Midvale

The following pages offer comprehensive insights into the following key areas: connectivity and mobility strategy, transportation demand management strategies (TDM), best practices for transportation, active transportation recommendations, a proposed implementation plan, and applicable funding resources. The goal of this section is to present a well-defined roadmap for Midvale City staff, aiding them in the successful implementation of recommended projects. The roadmap in Appendix includes a detailed timeline and various potential funding sources to support the realization of the following initiatives.

- Facilitate convenient transfers between different modes of transportation by designing efficient pedestrian pathways, safe and comfortable walking and biking facilities, and wayfinding systems.
- Design new walking and biking connections through future development to provide better access and improve connectivity.
- Provide dedicated bicycle lanes and secure bike parking facilities near the stations to encourage cycling as a viable mode of transportation.
- Implement pedestrian-friendly infrastructure and streetscape enhancements, including wider sidewalks, green spaces, and street furniture, to create a vibrant and walkable environment.
- Incorporate universal design principles in facility recommendations to ensure inclusivity and cater to the needs of all users, including people with disabilities.



SOURCE: WMATA

Figure 4.5 Illustration depicting the preferred multi-modal access hierarchy. (Washington Metropolitan Area Transit Authority)

### *Transportation Recommended Implementation*

Table 4.2 presents essential details about the proposed projects, including cost, programs and policy, project champions, and proposed implementation timelines. To ensure efficient planning and execution, the timeline is divided into three distinct phases: near-term (1-2 years), mid-term (3-5 years), long-term (5+ years).

Each project's recommended timeline is based on careful considerations of its significance in enhancing network connectivity and prioritizing safety measures within the community. For projects that may not be feasible for near-term implementation, tactical urbanism treatments are recommended as a practical and effective approach. Tactical urbanism refers to a diverse range of temporary, low-cost, and scalable interventions aimed at enhancing public spaces, built environments, and safety for all users. Examples of such treatments include parklets, temporary bike facilities, art installations, and strategically placed planters, among others. By employing these innovative tactics, Midvale City can swiftly and flexibly test new ideas, engage communities, and improve the overall urban experience while working towards more permanent solutions.

Additionally, a comprehensive list of potential funding sources can be found on later in this chapter.



SOURCE: Bike Utah

Figure 4.6 Example of Tactical Urbanism on 300 E. 700 S., Salt Lake City

### Transportation Demand Management (TDM)

#### Best Practices and Strategies

TDM strategies encompass a range of approaches aimed at reducing traffic congestion and improving overall transportation efficiency by encouraging the use of other modes. These strategies include popular options such as carpooling and ridesharing, which encourage individuals to share rides and reduce the number of vehicles on the road, and public transit promotion initiatives aiming to increase the usage of buses, trains, and other forms of public transportation by highlighting their benefits and improving accessibility.

Additionally, active transportation encouragement promotes walking, bicycling, and other non-motorized modes of transportation, fostering healthier and more sustainable commuting options. Parking management strategies help optimize the use of parking spaces, reducing the need for excessive parking infrastructure. Traffic and parking studies may be explored to identify shared parking opportunities and manage spillover parking into adjacent neighborhoods. Employer-based programs, on the other hand, involve collaborations with businesses to implement transportation incentives or alternative work arrangements, such as telecommuting or flexible schedules, to alleviate congestion during peak travel times. Together, these TDM strategies offer diverse and effective solutions to address transportation challenges, enhance mobility, and promote a more sustainable future.

Examples of best practices for TDM is included on the following page.

### Proposed TDM Strategies For Midvale City

TDM practices for Midvale City can be implemented through near-term and long-term strategies. Agency partnerships are key to success, and collaboration with UTA, UDOT, WFRC, businesses, HOAs, and others will be necessary to influence transportation behaviors. A suite of programs, projects, and incentives is the best way to move the needle to provide mobility choices for residents and shift mode split. The following Figure 4.7 below shows TDM strategies proposed for Midvale City. The effectiveness of each TDM strategy can be found in Appendix.



Figure 4.7 Transportation Demand Management Strategies

## TRANSPORTATION DEMAND MANAGEMENT: EXAMPLES OF BEST PRACTICES

### Park City TDM Plan

Park City has seen great success by bolstering frequent and free transit services for residents and visitors. Coupled with dynamic parking prices that increase during peak demand, and satellite parking and rides, the mode split between driving and transit is high in this community.

Strategies are divided into different groups including:

Bicycle/walking strategies such as bicycle repair stands, electric bicycle share system, bike showers/lockers, etc.

Policy strategies like density bonus or parking reduction, TDM requirements for new development, providing affordable employee housing, and more.

Parking strategies like efficient parking, parking demand management, parking supply management, etc.



### Salt Lake City Area TDM Strategies

Salt Lake City is actively pursuing TDM strategies through various studies and projects, including:

#### 900 South Reconstruction Project

Providing more flexibility for parking options in multifamily developments by encouraging developers to provide parking options to residents of new multifamily housing developments.

#### TravelWise University of Utah Research Park TDM

#### The Hive Pass Program

Salt Lake City offers the Hive Pass Program to all City residents with the goal of making transit more affordable and accessible. The pass includes a 50% discount from a regular monthly UTA pass which is covered by Salt Lake City (30%), and UTA (20%).



### North Lake Tahoe TDM Strategies

North Lake Tahoe adopted TDM strategies in 2019 to assist with peak season traffic and events, the strategies include:

Increased transit frequency, expand service area, a transit fare subsidy program, and bus stop improvements.

Parking management: developing parking management guidelines, parking benefit district, and residential parking permits.

Active transportation: guidelines for bicycle facilities, bicycle parking, mobility hubs, and information access.



## MODERATE INCOME HOUSING STRATEGIES

One of the principles that station area plans are required to promote is “increased availability and affordability of housing, including moderate income housing,” or housing for households whose income falls on or below 80% of the area median income<sup>3</sup>. In its 2022 Moderate Income Housing Element for the General Plan, Midvale City identified station area planning as a strategy—in addition to the others outlined below—for providing moderate income housing.

*Implement the strategies recommended by the Moderate Income Housing Plan (MIHP) Strategies*

Strategies that apply directly to the Station Areas:

- Develop and adopt Station Area Plans (SAPs). Underway.
- Develop and implement an HTRZ Zone. See recommendations under “Funding” below
- Utilize moderate-income housing set aside from a community reinvestment agency to create or subsidize MIH. The RDA should work with UTA and others in the station areas to identify opportunities to create MIH using set aside from Bingham Junction and Jordan Bluffs community reinvestment areas (CRAs) and/or the establishment of a new CRA
- Partner w/entities applying for state/federal funds/incentives for MIH production. Station Area UTA sites present prime opportunities for MIH production. The RDA (with UTA and other partners) should look at a mix of MI and market rate housing; ideally within both station areas. For MIH specifically, continue to partner with Housing Connect, Neighbor Works and other entities

<sup>3</sup>WFRC, Station Area Plan Certification and Technical Assistance.

### *Citywide Strategies*

Many citywide efforts are ongoing. While these may result in programs or policies that affect development in the station areas, they will also affect all development citywide and therefore we do not focus on these programs in this document.

- Preserve MIH through various programs
- Reduce/waive/eliminate impact fees related to MIH
- Mortgage assistance program for county/city/public sector employees



Figure 4.8 Brixton Apartments, Sugarhouse, Utah

SOURCE: Keir Construction

## FUNDING

Outlined below are a number of potential funding tools to help realize the desired development within the station areas. Because of the types of change and improvements called for in these plans—in particular the new parks/open spaces, transportation improvements, and mixed-use development—Midvale City will likely need to do the following in order to realize this plan: create one or both of the special districts below (HTRZ and/or CRA); ensure that key projects are included in the transportation and parks impact fee studies; and proactively seek out other funding sources (e.g., WFRC, UDOT) and partnerships (e.g., UTA, for-profit and non-profit developers).

### Special Funding Districts: HTRZ and CRA

The figures below compare two types of special funding districts—HTRZ and CRA—as well as the requirements and specifications for light-rail adjacent HTRZs.

One advantage of CRAs is that they can be created by Midvale City’s redevelopment agency, whereas HTRZs require approval by the state and an oversight committee, and each county is limited to eight total light rail-adjacent HTRZs, at time of writing. One advantage of HTRZs—a new development tool for cities enabled by 2021 state legislation—is their potential for generating more revenue, as they capture 60-80% of a zone’s incremental property tax and 15% of incremental state sales tax for up to 15 years. CRA revenue collection may include incremental property and sales taxes as well, but current statute “requires each taxing entity to decide what portion of the increment it will contribute, and for how long” ([2022 Audit of Utah TIF](#)).

Salt Lake County has a policy not to contribute incremental sales tax, and most cities opt to reserve incremental sales tax revenue for services to accommodate the new growth. In a 2021 white paper, Zions Public Finance, Inc. estimated that a 125-acre HTRZ could generate up to \$13.2 million in revenues annually. For further information, consult [Wasatch Front Regional Council's \(WFRC\) HTRZ Overview](#) and [2018 Lincoln Land Institute's Improving Tax Increment Financing for Economic Development](#).

	CRA	HTRZ
Geographic Limitations	Limited to municipal boundaries	Limited to 100-125 acres and ¼, 1/3, or ½ miles of transit stations
Funding Mechanism	Tax Increment Financing	Tax Increment Financing
Taxing Entity Participation	Not required	Required up to 80 percent for 25 years within a 45-year period for commuter rail; 60%-80% for 15 years within a 30-year period for light rail and BRT
State of Utah Participation	No	Participation through sales tax increment of 15 percent into the Transit and Transportation Investment Fund
Governing Body	Municipal Redevelopment Agency	Municipal Redevelopment Agency
Committee Formation Required	No	Yes – representatives from multiple agencies
State Approval Required	No (state does not approve boundaries or expenditures but does require documentation filing)	Yes – Governor’s Office of Economic Opportunity to review required proposals
Area of Expenditure	Within defined boundaries or for improvements that benefit the area	Within defined boundaries or for improvements that benefit the area
Zoning and Use Requirements	No requirements	At least 51 percent of land in an HTRZ to be used for multi-family at an average density of 50 units an acre
Affordable Housing Requirements	No requirements for direct development; ten percent affordable set-aside for CRAs generating more than \$100,000 in increment annually	Requirement of ten percent of residential units to be made affordable to those making less than 80 percent of area median income unless the municipality or transit county meet the HUD affordable housing guidelines at 60% AMI
Can be used with other tools	Yes	Qualified

Table 4.3 Comparison of CRAs and HTRZ

*Recommended Options for HTRZ and CRA*

Going forward, Midvale City should evaluate multiple options for special funding districts in the station areas, outlined below. It is unknown at this time which is the best option because it is not certain that Midvale City will be awarded an HTRZ, and a complete CRA feasibility study is not a part of this planning process.

- **Form an HTRZ at the Fort Union Station Area.** This is one of the action items proposed in Midvale City’s Moderate Income Housing plans, and is therefore consistent with this SAP and past planning. An HTRZ is a more powerful funding tool than a CRA and therefore this HTRZ could help fund moderate income housing, public infrastructure, and potentially other improvements in this station area. However, as stated above, securing HTRZ designation is a competitive application process and therefore it is uncertain by nature
- **Form an HTRZ that covers parts of the Fort Union and Center Station Areas.** It could be beneficial to create an HTRZ that covers parts of both station areas, however, this will need to be planned carefully and comply with the limitations placed on HTRZs, primarily limitations regarding the amount of area that an HTRZ can cover (100 acres) and distance from the station (maximum of ¼ mile). Midvale City and its consultants should study this option and determine if an HTRZ can be created that complies with these requirements, while also covering the key parts of the station areas where this SAP calls for significant development

- **Consider Supplementing an HTRZ with a new CRA.** Staff and Council may determine that an HTRZ alone cannot generate enough funds to pay for the desired improvements, or to cover the total area for which redevelopment is planned. If this is the case, Midvale City should study and consider the creation of a CRA. A CRA is probably somewhat less desirable than an HTRZ for several reasons: An HTRZ has already been called for in past (MIH) planning; it would generate more funds; Midvale City already has multiple active CRAs.

Light Rail, BRT Stations	
% affordable housing required on developable acres	10% (No affordable housing requirement if municipality meets HUD requirements of <60% AMI)
Residential % of developable land	51%
# Dus per acre	> =50
Mixed-use development required	Yes
Reasonable % of Dus > 1 bdrm required	Yes
Radius from station	<= 1/4 mile
Maximum acres (noncontiguous)	100
Property tax increment capture	80% for 15 years max per parcel, with a max of 30 years for the entire HTRZ
State Sales tax increment capture	15% to Transit Transportation Investment Fund

Table 4.4 HTRZ Requirements and Specifications



*Potential HTRZ Areas*

Based on the current HTRZ legislation (which passed in 2021 and was amended in 2022 and 2023), and input from Midvale City and UTA, potential boundaries for an HTRZ in the Station Areas are shown in Figure 4.9.

This HTRZ is entirely within a quarter mile of UTA’s light rail stations. It is 64 acres in size (less than the 100-acre maximum). One part of the HTRZ surrounds Fort Union Station, while a second part surrounds Center Station; this is consistent with HTRZ legislation, which allows HTRZs to be noncontiguous.

It is recommended that Midvale City add Economic Development staff to oversee implementation of funding strategies and future redevelopment efforts within the station areas. In the event that an HTRZ or CRA is created to fund improvements in the station areas, redevelopment agency staff may lead some efforts.

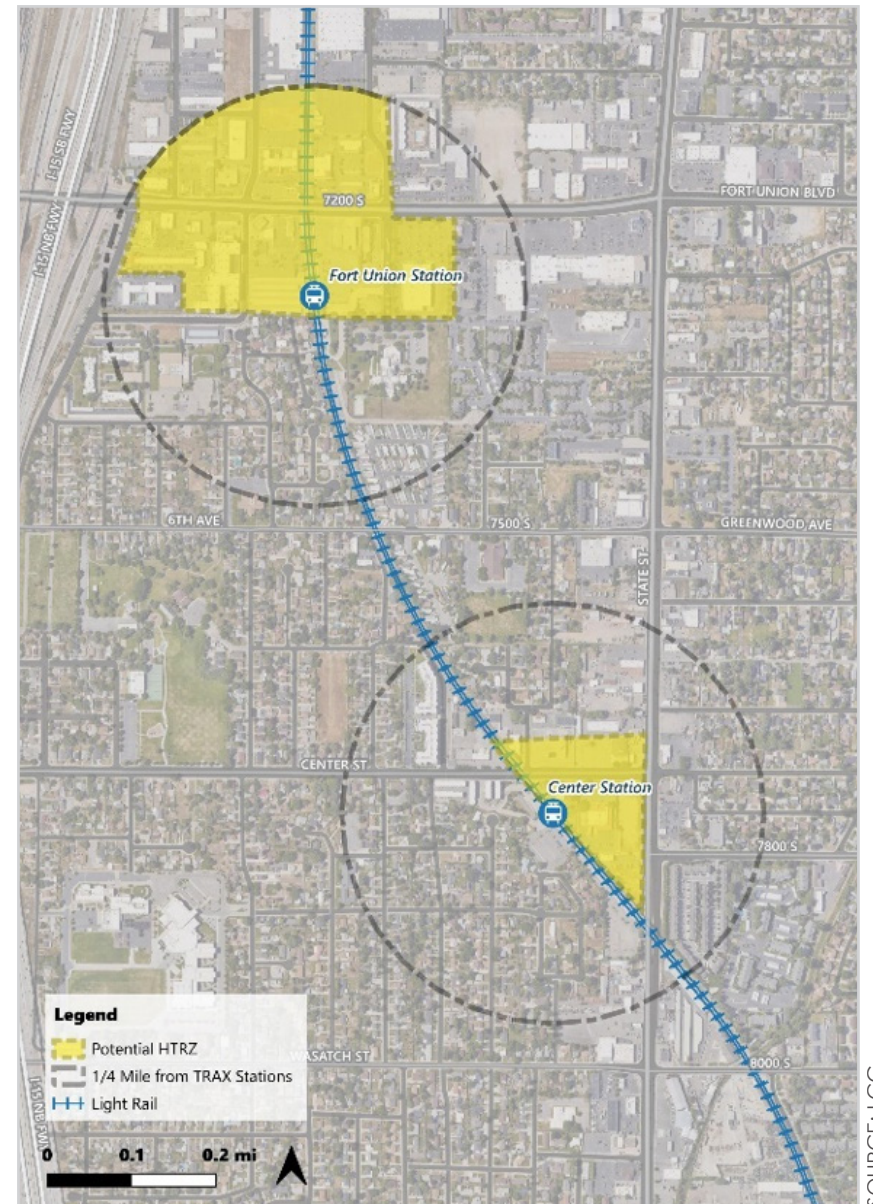


Figure 4.9 Comparison of CRAs and HTRZ

## City Funding

- **Capital Projects Fund List**

Midvale City may be able to add some of the infrastructure improvements shown in this plan to the existing Capital Projects Fund List.

- **Redevelopment Agency (RDA) Affordable Housing Funds**

The RDA is the primary funding source for moderate to low-income housing in Midvale, via a 20% "housing set-aside" of funds generated in the Bingham Junction and Jordan Bluffs project areas, which could be used to support MIH projects in the station areas.

- **Potential Impact Fees**

Transportation Master Plan/Impact Fee Study. Midvale City is currently undertaking a Transportation Impact Fee Study. It is recommended that Midvale City include some or all of the transportation improvements shown in this plan to the citywide study, so that the SAP improvements can be funded by future impact fee collections.

Parks Master Plan/Impact Fee Study. Midvale City is currently undertaking a Parks Impact Fee Study. It is recommended that Midvale City include some or all of the parks improvements shown in this plan to the citywide study, so that the SAP improvements can be funded by future impact fee collections.

- **General Obligation Bonds**

While citywide general obligation bonds backed by a temporary increase in property tax rates are a legal option for consideration, the need for a public vote and the fact that all city residents would bear the funding burden limits the appropriateness of this tool to infrastructure projects that have a citywide benefit. It is recommended that such funding only be considered for projects significant enough to generate citywide benefit, if other sources are unavailable.

## Developer Improvements

- Including required improvements with incremental development or additional benefits negotiated through development agreements, as discussed above under "Public Infrastructure and Improvements."
- HB 406 includes a variety of provisions, including some that modify the way that municipalities may use development agreements. Midvale City should track changes such as this in order to understand what if any restrictions are placed on the use of development agreements – historically, a very important tool in district redevelopment.

## Federal, State, and Regional Grants

- **Community Development Block Grants**

These federal funds are granted to cities annually or biannually and can fund an array of projects. They are currently being used by Midvale City to fund ADA ramps (per Capital Projects Fund list) and could potentially be used for some of the pedestrian and bike improvements identified by this plan.

- **New Market Tax Credits**

This program generates capital for the revitalization of low-income communities from investors, who receive credits against their federal tax obligations. This program is limited to qualified census tracts (tracts within both station areas are qualified) and requires intermediaries called community development entities to receive and disburse funds for projects—which tend to focus on real estate development (particularly retail and mixed use) but also community facilities and operations. For more information see the Tax Policy Center's page on this program.

<https://www.taxpolicycenter.org/briefing-book/what-new-markets-tax-credit-and-how-does-it-work>

Table 4.5 Additional Potential Funding Sources for Both Areas



*Transportation Funding Sources*

Having sufficient funds for active transportation infrastructure and related programs is critical to achieving the Midvale SAP goals and meeting local needs. Communities that are consistently successful in expanding their walking and biking systems leverage funds from a variety of sources and are consistent, year after year, with making investments in capital and maintenance projects.

The table below (Table 4.6) shows potential Federal, state, regional, and locally administered funds for active transportation infrastructure. Many funding sources identified in this table rely on federal funds; federally administered sources are allocated directly by the federal government (USDOT). State and regionally administered sources are allocated by the State, metropolitan planning organizations, and other agencies. (See details in Appendix)

Federally Administered Funding	State Administered Funding	Regionally Administered Funding
<ul style="list-style-type: none"> <li>• Rebuilding American Infrastructure with Sustainability and Equity (RAISE)</li> <li>• Reconnecting Communities and Neighborhoods Grant</li> <li>• Mega Grant</li> <li>• Safe Streets and Roads for All</li> </ul>	<ul style="list-style-type: none"> <li>• Class B &amp; C Road Funds</li> <li>• Transportation Investments Funds and Transit Transportation Investment Funds</li> <li>• Utah Outdoor Recreation Grant</li> <li>• UORG Mini-Grant</li> <li>• UORG Recreation Restoration Infrastructure</li> <li>• UDOT Safe Sidewalk Program</li> <li>• Surface Transportation Improvement Program</li> <li>• Highway Safety Improvement</li> <li>• Safe Routes to School</li> <li>• UDOT Maintenance Program</li> <li>• Utah Trail Network Funds</li> </ul>	<ul style="list-style-type: none"> <li>• WFRC Surface Transportation Program</li> <li>• WFRC Congestion Mitigation Air Quality (CMAQ)</li> <li>• WFRC Transportation Alternatives Program</li> </ul>

Table 4.6 Transportation Funding Sources

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# 05

## Appendix



## GLOSSARY

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**Active Transportation:** Transportation of people or goods through non-motorized means, based around physical activity. This includes walking, biking, wheelchairs, scooters, and skateboards.

**Area Median Income (AMI):** The midpoint of a region's income distribution based on household gross income. Calculated by HUD utilizing US Census Data.

**Community Reinvestment Act (CRA):** 1977 Federal law enacted to encourage banks to help meet the needs of borrowers in low- and moderate-income neighborhoods within their community. Intended to reduce discriminatory credit practices against low-income neighborhoods, known as redlining.

**Congestion Mitigation and Air Quality (CMAQ):** Provides federal funding for transportation projects and programs that reduce congestion and improve air quality.

**Department of Housing and Urban Development (HUD):** Federal Government department that administers federal housing and urban development laws, with the mission to “create strong, sustainable, inclusive communities and quality affordable homes for all.”

**First-Mile/Last-Mile Connection:** The gap at the beginning and/or end of a trip between a public transportation stop and the destination. This connection can be fulfilled through comfortable and accessible active transportation routes, micro-mobility (shared bikes and scooters), taxis and micro-transit.

**House Bill 462 (10-9a-403.1):** A bill signed in 2022 aimed to address challenges around growth and considers access to opportunities, housing availability and affordability, transportation choices, and sustainable environmental conditions.

**Housing Affordability:** Housing on which the occupant is paying no more than thirty percent of gross income for housing costs, including utilities.

**Housing and Transit Reinvestment Zone (HTRZ):** A tool used by counties and cities that allows a portion of local tax revenue to support development and housing options in areas around existing public transit stations.

**Metropolitan Statistical Area (MSA):** Geographic region delineation by federal agencies consisting of a county or counties associated with at least one urban area of at least 50,000 population, plus adjacent municipalities with a high degree of social and economic integration with the core as measured through commuting ties.

**Moderate Income:** A household with an annual income at or below the area median income.

**Moderate Income Housing (MIH):** Housing reserved for occupancy by households with a gross household income equal to or less than 80% of the Area Median Income.



**Redevelopment Agency (RDA):** City department that manages and guides development projects and strategic investments and partnerships in a defined geographic area.

**Station Area Plan (SAP):** A plan intended to guide future growth and transportation access within a half-mile of a public transit station.

**Tax Increment Financing (TIF):** An economic development tool that captures the increase of property taxes of a geographically targeted area resulting from new development and diverts that revenue to subsidize that development or investment in public infrastructure.

**Transit-Oriented Development (TOD):** Compact, mixed-used development within walking distance to high-capacity rapid transit. Often features vibrant streetscapes, pedestrian-oriented routes, and land use that encourages active transportation and public transportation use.

**Transit-Oriented Development Overlay (TODO):** A defined geographic area in zoning code that overlays zoning districts, encourages property owners to develop their property using TOD design principles through the use of incentives while preserving rights under the existing zoning district designation.

**Transportation Demand Management (TDM):** programs and projects that aim to provide more competitive transportation options to driving alone, reduce trips, getting people to use transit, ridesharing, walking, biking, and teleworking and improve traffic congestion. Utilizes techniques like education, rewards, disincentives, and design .

**United States Department of Transportation (USDOT):** Federal Government Agency oversees the United States Transportation network including aviation, rail, roads, trucks, buses, maritime, pipeline and hazardous materials.

**Utah Department of Transportation (UDOT):** State agency overseeing the construction and maintenance of state highways in Utah

**Utah Outdoor Recreation Grant (UORG):** State grant that helps communities fund and build recreation amenity infrastructure projects that support local economic development.

**Utah Transit Authority (UTA):** Provides public transportation throughout the Wasatch front including bus, light rail (TRAX), streetcar, and commuter rail.

**Wasatch Front Regional Council (WFRC):** Agency Responsible for coordinating this transportation planning process as the designated Metropolitan Planning Organization (MPO) for the Wasatch Front.

## NEAR-TERM TRANSPORTATION DEMAND MANAGEMENT STRATEGIES

STRATEGY	FOCUS AREA	DESCRIPTION	EXAMPLE	EFFECTIVENESS
Transit Fare Reduction	Transit	Partnering with UTA to offer residents discounted or free transit passes.	Salt Lake City's HIVE Pass Program	★ ★ ★
Transit Fund	Transit	Develop and fund a Mobility as a Service platform (MaaS) to connect residents to fixed transit stops.	UTA is currently partnering with rideshare platforms, GREENbike, Spin, and Lime scooters to deliver people to Salt Lake Central Hub and the North Temple TRAX Station.	★ ★ ★
Non-motorized Network	Walk/Bike	Continue enhancing the active transportation network to connect communities with transit stations.	Park City has been systematically investing in bus stops and first/last mile improvements to improve connectivity by foot or bike to the transit system.	★ ★
Carpool/Vanpool Parking	Rideshare	Collaborate with employers and HOAs to reduce parking where plausible, and fund and implement programs that encourage carpooling, trip chaining, subsidizing e-bike purchases and transit passes, etc.	UTA has a rideshare program including both carpool and vanpool available to companies and individuals.	★ ★
Bike Share System	Bike	Integrate shared mobility strategies including bike-sharing and scooter-sharing to provide flexible options for commuters to reach and depart from transit stations.	Salt Lake City has a bike-share program called GREENbike for locals and visitors, which provides an alternate, green, transportation option to get around town.	★ ★

HIGH ★ ★ ★ ★  
 MEDIUM ★ ★ ★  
 LOW ★



## LONG-TERM TRANSPORTATION DEMAND MANAGEMENT STRATEGIES

STRATEGY	FOCUS AREA	DESCRIPTION	EXAMPLE	EFFECTIVENESS
TDM Requirements for New Developments	Land Use	TDM requirements for new developments or redevelopment to ensure transportation impacts are effectively managed and multimodal transportation options are prioritized.	Park City has included this policy as part of TDM strategies.	★★
Efficient Parking	Parking	Develop a density bonus for parking reductions- and provide incentives to developers who reduce the number of parking spaces in their projects.	Salt Lake City has updated its ordinances to drop parking requirements in the districts around transit stations. Additionally, Areas with more bike trails and bus service are allowed to have fewer parking spaces.	★★★
Parking Supply Management	Parking	Develop a parking demand management that includes policies and strategies like dynamic parking pricing, shared parking between buildings, parking maximum limits, parking cash-out programs, and parking management technology.	WFRC conducted a study in 2021 about Utah Parking Modernization Initiative which includes parking management strategies. Also, cities like Park City and Salt Lake City have implemented some strategies like parking pricing and shared parking	★★★

HIGH ★★★★★  
 MEDIUM ★★★  
 LOW ★

## FEDERAL FUNDING SOURCES

SOURCE	DESCRIPTION	LOCAL MATCH	DEADLINE	LINK
Rebuilding American Infrastructure with Sustainability and Equity (RAISE)	RAISE grants will fund active transportation projects with a regional focus on safety, connectivity, and equity in communities.	20% Local match can be a combination of local, county, and DOT funds (however, the federal contribution may increase above 80% if a project is in a rural area, a historically disadvantaged community, or an area of persistent poverty).	End of February	<a href="https://www.transportation.gov/RAISEgrants/about">https://www.transportation.gov/RAISEgrants/about</a>
Reconnecting Communities and Neighborhoods Grant (RCN)	Awarded on a competitive basis for projects that advance community-centered connection transportation projects, with a priority for projects that benefit disadvantaged communities, by improving access to daily needs such as jobs, education, health care, food, nature and recreation; fostering equitable development and restoration; and reconnecting communities by removing, retrofitting, or mitigating highways or other transportation facilities that create barriers to community connectivity, including to mobility, access, or economic development.	Varies based on the grant types; Capital Construction Grants the local match is 50%, Community Planning, Capital Construction, and Regional Partnership Challenge Grants the local match is 20%.	End of September	<a href="https://www.transportation.gov/grants/rcnprogram">https://www.transportation.gov/grants/rcnprogram</a>



SOURCE	DESCRIPTION	LOCAL MATCH	DEADLINE	LINK
Mega Grant	Supports large, complex projects that are difficult to fund by other means and are likely to generate national or regional economic, mobility, or safety benefits. Eligible projects could include highway, bridge, freight, port, passenger rail, and public transportation projects of national or regional significance. Half of the funds are available for projects above \$500 million in total cost, the other half are available for projects between \$100 million and \$500 million in total cost.	May be used for up to 60 percent of eligible project costs. Other Federal assistance may satisfy the non-Mega share requirement for a Mega grant, but total Federal assistance may not exceed 80 percent of future total eligible project costs.	mid-August	<a href="https://www.transportation.gov/grants/mega-grant-program">https://www.transportation.gov/grants/mega-grant-program</a>
Safe Streets and Roads for All (SS4A)	<p>SS4A funds projects that reduce death and serious injury on roads and streets.</p> <p>WFRC is providing the SS4A Action Plan for all communities within the WFRC planning area. When this plan is ready, Midvale City can apply for an implementation fund grant.</p>	20%	mid-July	<a href="https://www.transportation.gov/grants/ss4a/how-to-apply">https://www.transportation.gov/grants/ss4a/how-to-apply</a>

## STATE FUNDING SOURCES

SOURCE	DESCRIPTION	LOCAL MATCH	DEADLINE	LINK
Class B & C Road Funds	These funds are allocated to each city and county based on population, road mileage, and land area. Class B funds go to counties while Class C funds go to cities and towns. Funding can be spent on “enhancement of traffic and pedestrian safety” including sidewalks, curb and gutter, and the construction of bicycle facilities in the highway right-of-way.	For fiscal year 2023, \$1,065,494.24 was allocated to Midvale City.	N/A	<a href="https://udot.utah.gov/connect/business/public-entities/local-government-program-assistance/">https://udot.utah.gov/connect/business/public-entities/local-government-program-assistance/</a>
Transportation Investments Funds, Transit Transportation Investment Funds (UDOT TIF & TTIF)	Provide funding for nonmotorized paved first/last mile connections to transit and active transportation projects. Projects can include sidewalks, multi-use pathways, pedestrian bridges, bicycle lanes, and bus stops. Goals must be to mitigate congestion on a state highway, implement a part of an active transportation plan approved by UDOT, and projects that are prioritized by the Commission through the prioritization process. Project funding is often in the range of \$15,000-\$1,500,000 per application.	40% or in-kind match.	Open from June to August	<a href="https://projectprioritization.udot.utah.gov/">https://projectprioritization.udot.utah.gov/</a>
Utah Outdoor Recreation Grant (UORG- Tier 1)	For new outdoor recreation infrastructure projects and helps communities build recreation amenities that support local economic development and funds projects from \$15,001-\$200,000.	50%	Cycle is mid-January to mid-March	<a href="https://recreation.utah.gov/utah-outdoor-recreation-grant/">https://recreation.utah.gov/utah-outdoor-recreation-grant/</a>
UORG Mini-Grant	Ideal for smaller projects. The grant awards funds between \$500-\$15,000.	50%	Cycle is mid-January to mid-March	<a href="https://drive.google.com/file/d/1ESwKK2jy skxpG5NMuyaC8rTSp YKiRmXx/view">https://drive.google.com/file/d/1ESwKK2jy skxpG5NMuyaC8rTSp YKiRmXx/view</a>
UORG Recreation Restoration Infrastructure (RRI)	Awarded to restore high-use and high-priority trails or repair or replace other types of developed recreation infrastructure on public lands. RRI grants are offered from \$5,000-\$150,000.	50%	Cycle is mid-January to mid-March	<a href="https://drive.google.com/file/d/1ESwKK2jy skxpG5NMuyaC8rTSp YKiRmXx/view">https://drive.google.com/file/d/1ESwKK2jy skxpG5NMuyaC8rTSp YKiRmXx/view</a>



SOURCE	DESCRIPTION	LOCAL MATCH	DEADLINE	LINK
UDOT Safe Sidewalk Program	For the construction of new sidewalks, they need to be adjacent to state routes where sidewalks do not currently exist and where major construction or reconstruction is not planned for 10 or more years.	25%	Varies	<a href="https://docs.google.com/document/d/1sfOQu5qictzKDAj0yDvSO48JFuYrZZbuYsyW4bbardY/edit">https://docs.google.com/document/d/1sfOQu5qictzKDAj0yDvSO48JFuYrZZbuYsyW4bbardY/edit</a>
Surface	The STIP is maintained daily and includes transportation projects on the state, city, and county highway systems as well as projects in the national parks, national forests, and Tribal lands. These projects use various federal and state funding programs, administered by UDOT.	N/A	Ongoing	<a href="https://www.udot.utah.gov/connect/about-us/commission/stip/">https://www.udot.utah.gov/connect/about-us/commission/stip/</a>
Highway Safety	Available for safety projects aimed at reducing traffic fatalities and serious injuries. Bike lanes, roadway shoulders, crosswalks, intersection improvements, underpasses, and signs are examples of eligible projects. Projects in high-crash locations are most likely to receive funding.	10%	N/A	<a href="https://highways.dot.gov/safety/hsip">https://highways.dot.gov/safety/hsip</a>
Safe Routes to School (SRTS) Program	This program provides funding for both infrastructure improvements and educational programs to promote safe walking and bicycling to and from elementary, middle, and junior high schools. Project budgets typically range between \$50,000 and \$200,000.	Not required; Priority points may be assigned for providing matching funds	Mid-September to mid-October	<a href="https://www.udot.utah.gov/connect/business/public-entities/safe-routes-to-school-srts-program/">https://www.udot.utah.gov/connect/business/public-entities/safe-routes-to-school-srts-program/</a>
UDOT	UDOT can use routine street resurfacing as an opportunity to add bicycle lanes or buffers onto existing facilities. This option would not require additional funding.	N/A	N/A	<a href="https://www.fhwa.dot.gov/environment/bicycle_pedestrian/publications/resurfacing/resurfacing_workbook.pdf">https://www.fhwa.dot.gov/environment/bicycle_pedestrian/publications/resurfacing/resurfacing_workbook.pdf</a>

## REGIONAL FUNDING SOURCES

SOURCE	DESCRIPTION	LOCAL MATCH	DEADLINE	LINK
WFRC Surface Transportation Program	For constructing new streets or widening, improving, or reconstructing existing streets classified as freeways, highways, arterials, or collectors. Also bridge replacement, intersection improvements, projects which reduce traffic demand, such as transit capital improvements and active transportation, and other projects. Funds are programmed over a six-year period and applicants currently will be competing for funds available in the federal fiscal year 2029.	6.67%	Letters of Intent are due in September.	<a href="https://wfrc.org/programs/transportation-improvement-program/surface-transportation-program/">https://wfrc.org/programs/transportation-improvement-program/surface-transportation-program/</a>
WFRC Congestion Mitigation Air Quality (CMAQ)	Funds must be used for transportation projects which improve air quality. Examples of eligible projects include transportation control, construction/ purchase of new public transportation facilities and equipment; construction of bicycle or pedestrian facilities; promotion of alter-native travel modes, including ridesharing; Intelligent Transportation Systems (ITS); and certain traffic control measures, such as traffic signal coordination, intersection improvements, and incident management. The funds may not be used for major road widening. Funds are programmed over a six-year period and applicants currently will be applying for funds available in federal fiscal year 2029.	6.67%	Letters of Intent are due in September.	<a href="https://wfrc.org/programs/transportation-improvement-program/congestion-mitigation-air-quality-program/">https://wfrc.org/programs/transportation-improvement-program/congestion-mitigation-air-quality-program/</a>
WFRC Transportation Alternatives Program	Funds may be used for construction, planning, and design of on-road and off-road trail facilities for pedestrians, bicyclists, and other non-motorized forms of transportation, including sidewalks, bicycle infrastructure, pedestrian and bicycle signals, traffic calming techniques, lighting and other safety-related infrastructure that will provide safe routes for non- drivers, and transportation projects to achieve compliance with the Americans with Disabilities Act of 1990. Funding eligibility includes Safe Routes to School infrastructure projects. Applicants will be competing for funds available in the federal fiscal year 2025.	6.67%	Letters of Intent are due in September.	<a href="https://wfrc.org/programs/transportation-improvement-program/transportation-alternatives-program/">https://wfrc.org/programs/transportation-improvement-program/transportation-alternatives-program/</a>

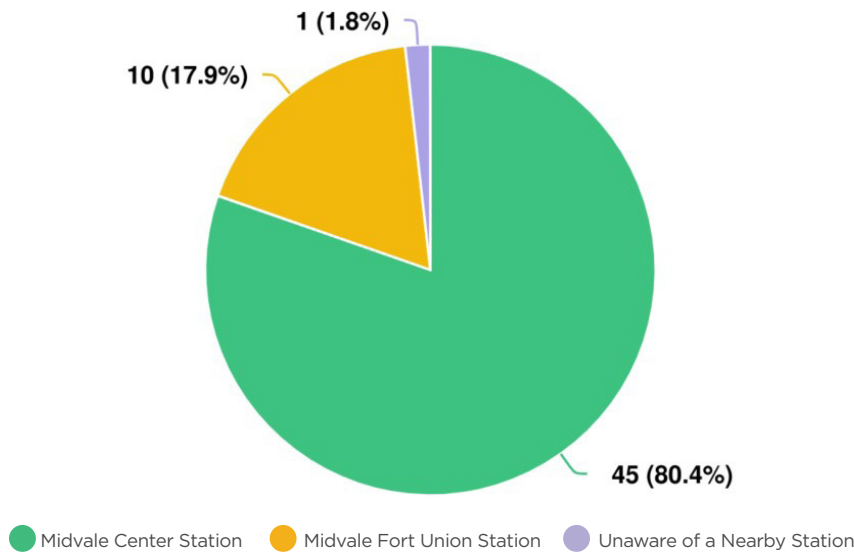


# ONLINE SURVEY SUMMARY

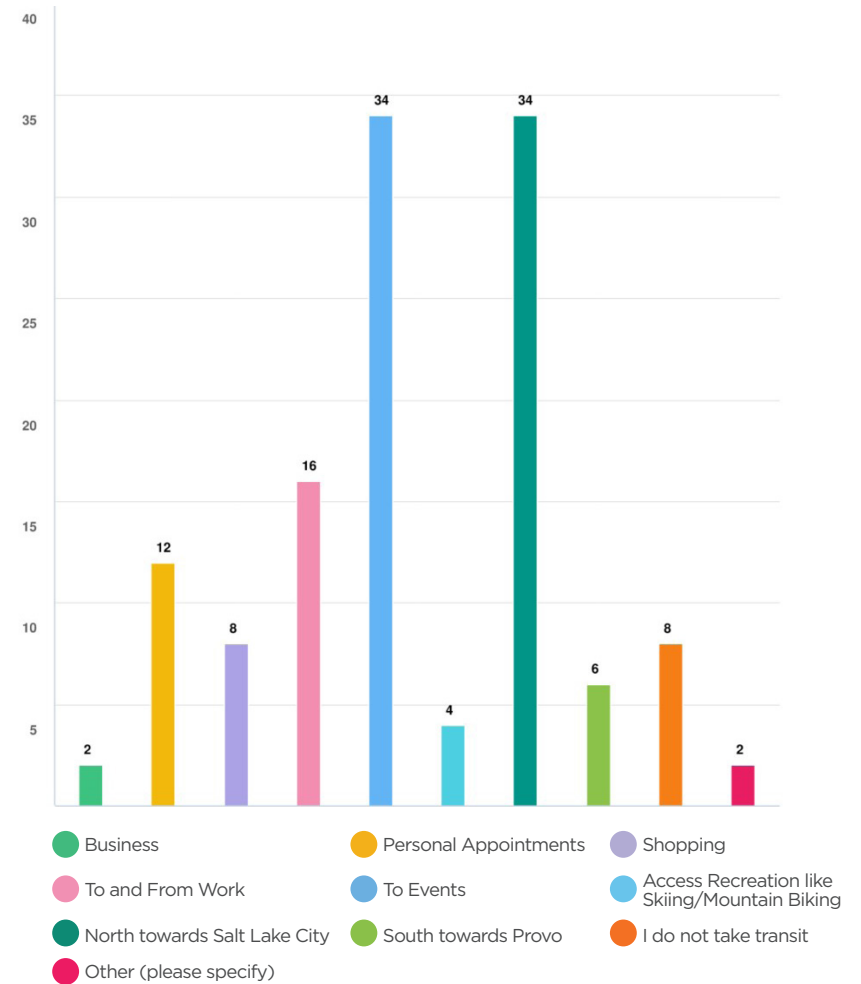
The online survey launched on April 17th and was open through mid-June, using the online platform Bang The Table. Throughout this timeframe, fifty-nine people responded to the survey, providing feedback that helped inform the planning process and recommendations for each station area.

The following are the survey questions and results. Additional open-answer comments in the survey have been synthesized at the end of this section.

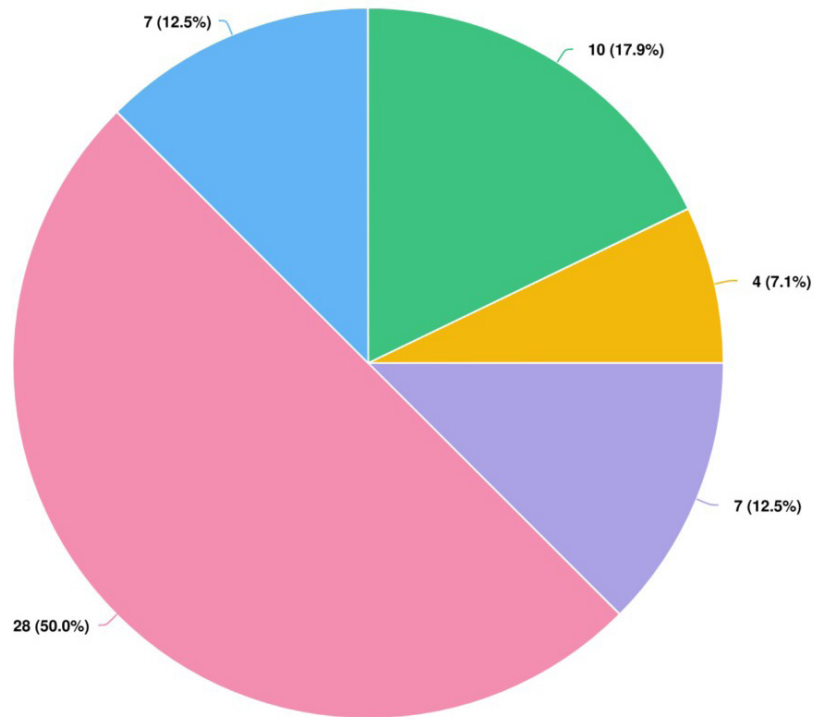
## Q1: What is the closest station to you?



## Q2: Where are you currently taking transit? (Select all that apply.)

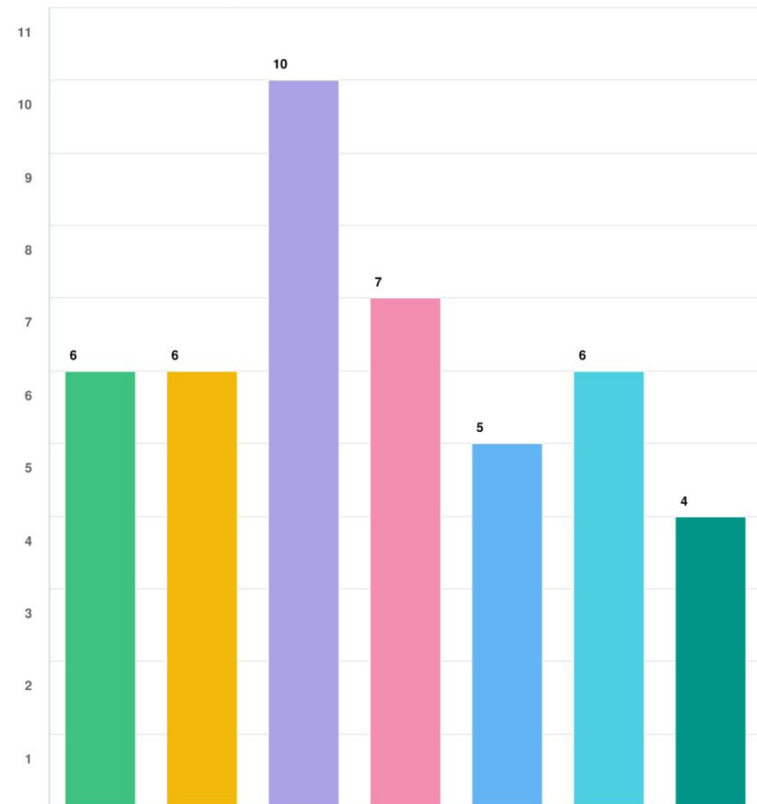


**Q3: How often are you taking transit?**



- Multiple times a week
- Once a week
- Once a Month
- A few times a year
- I am not currently taking transit

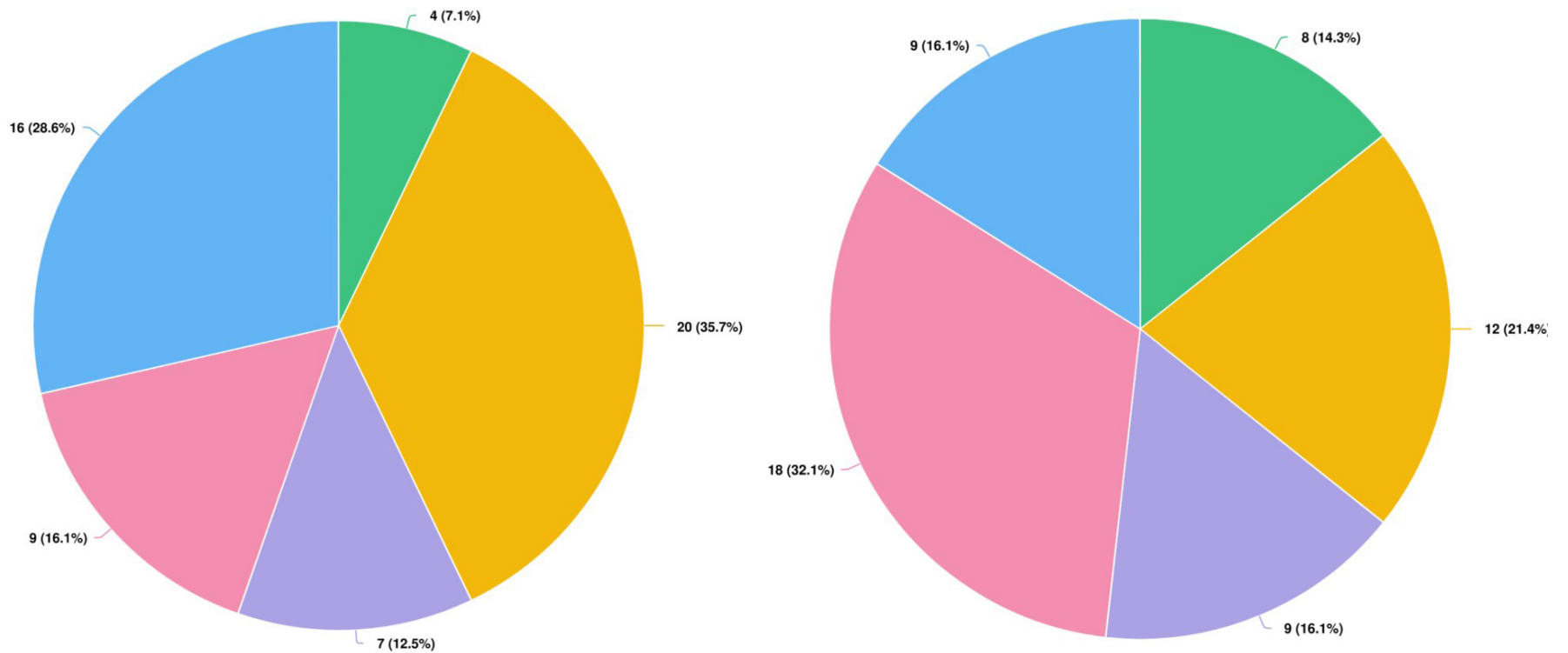
**Q4: If you selected 'not currently taking transit', what are reasons that prevent you from using transit? (Select all that apply.)**



- Safety Concerns
- Inconvenience to Access
- Takes too much time
- Transit doesn't go where I need to travel
- Transit does not run during times I would like to use it
- It is hard to access the stations by foot or by bike
- Other (please specify)



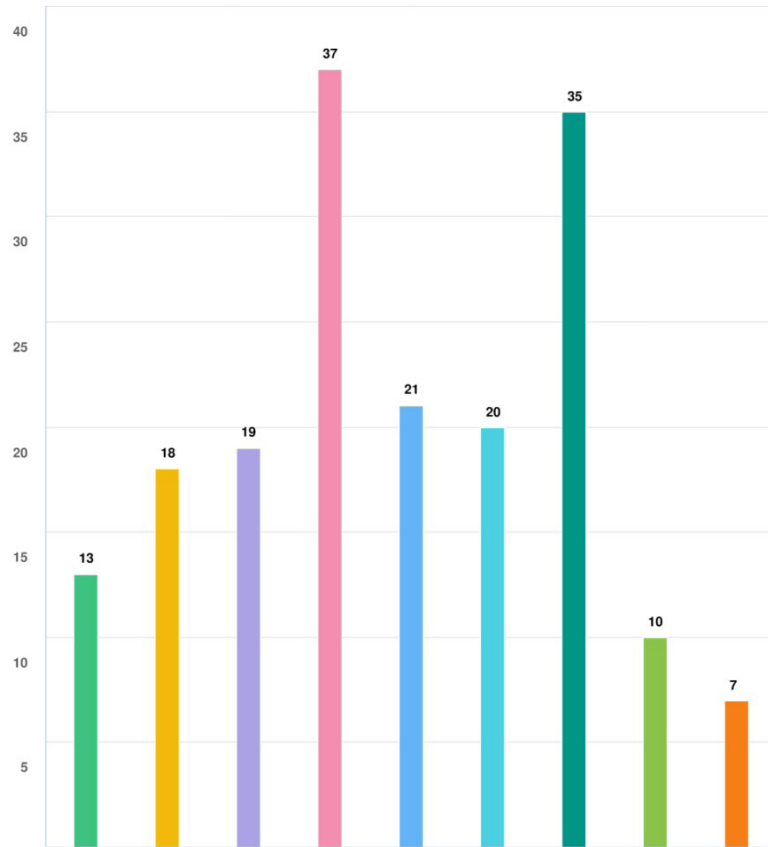
Q5/Q6: Where are you coming from to get to the Station?



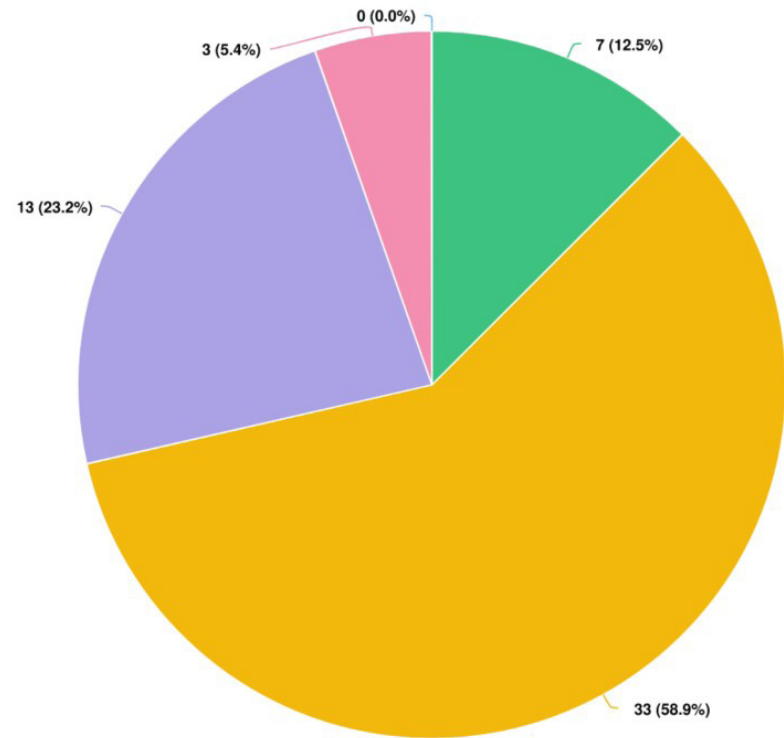
- North of the Midvale TRAX Station
- South of the Midvale TRAX Station
- East of the Midvale TRAX Station
- West of the Midvale TRAX Station
- I don't currently take transit at this station

**Q7: If stations were improved, where would you take transit? (Select all that apply.)**

**Q8: How far are you willing to walk or bike to take public transportation?**



- Business
- Personal Appointments
- Shopping
- To Events
- To Access Recreation
- To and From Work
- North towards Salt Lake City
- South towards Provo
- Other

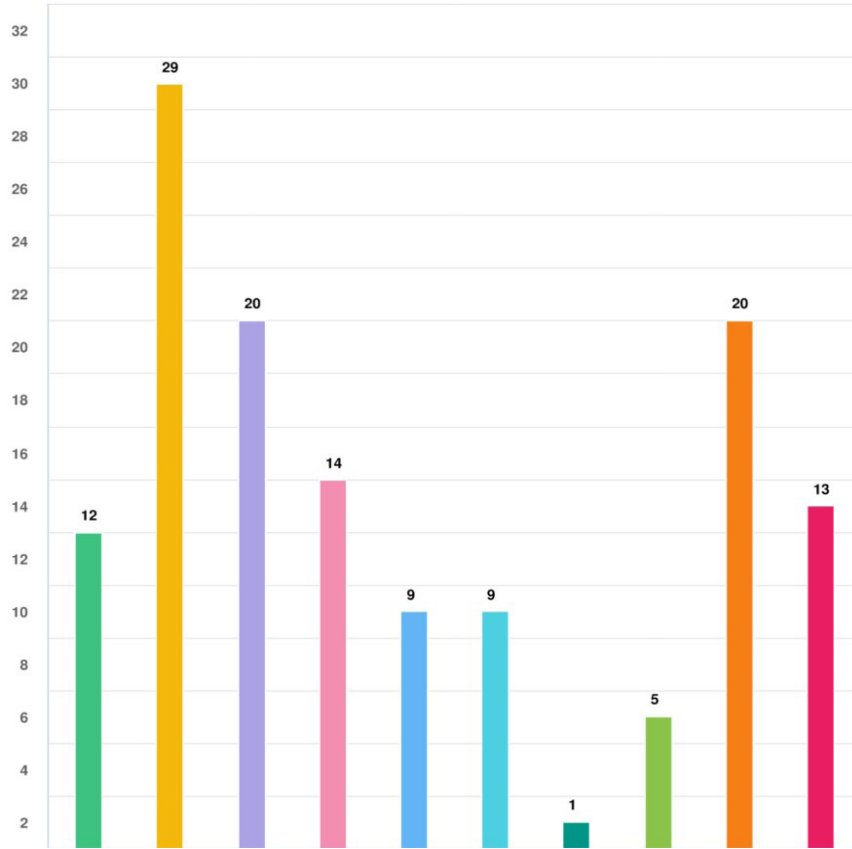


- Less than a half mile
- Half mile (10 minutes walking)
- One mile (20 minutes walking)
- Other
- 2 miles

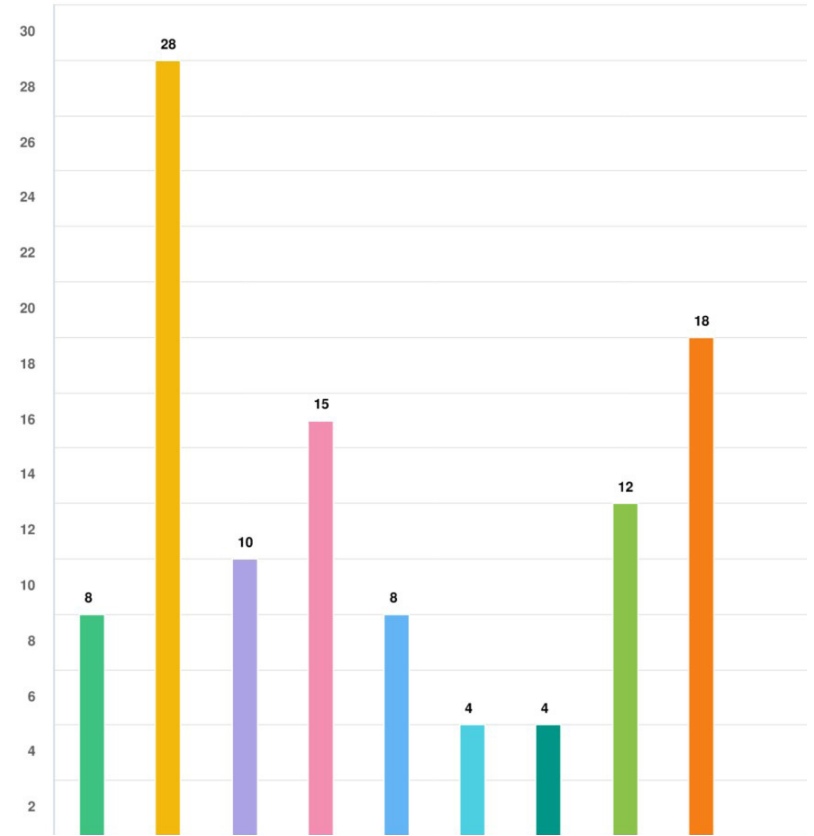


**Q9/Q10: What barriers currently exist for you in accessing the TRAX Stations? (Select all that apply.)**

Midvale Fort Union Station



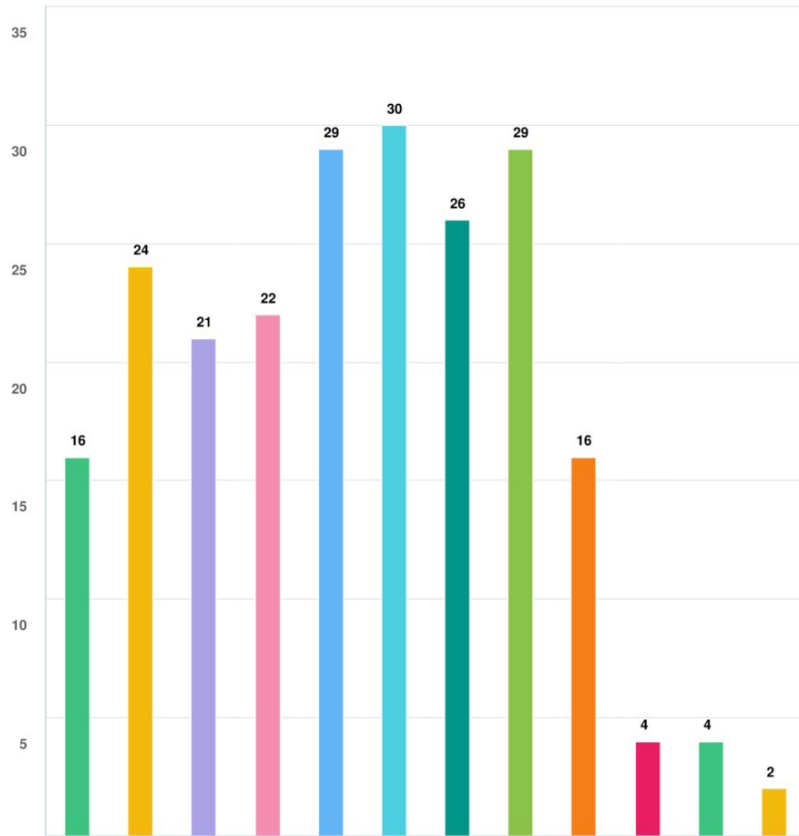
Midvale Center Station



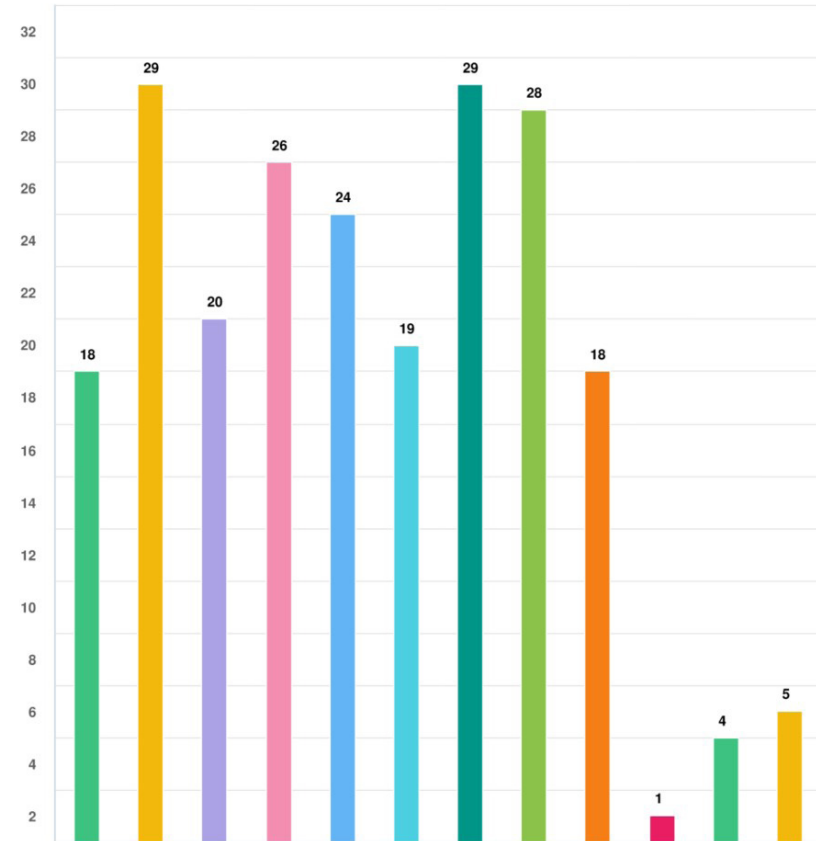
- No direct walking or biking connections
- Uncomfortable walking or biking conditions
- Lack of contiguous sidewalks and bike lanes
- Poor lighting
- Lack of amenities at stations
- Poorly marked or signalized crosswalks/intersections
- Barriers like I-15 and/or the rail corridor
- Lack of Parking
- Lack of wayfinding signage
- Other

Q11/12: What improvements would you like to see at the TRAX Stations? (Select all that apply.)

Midvale Fort Union Station



Midvale Center Station

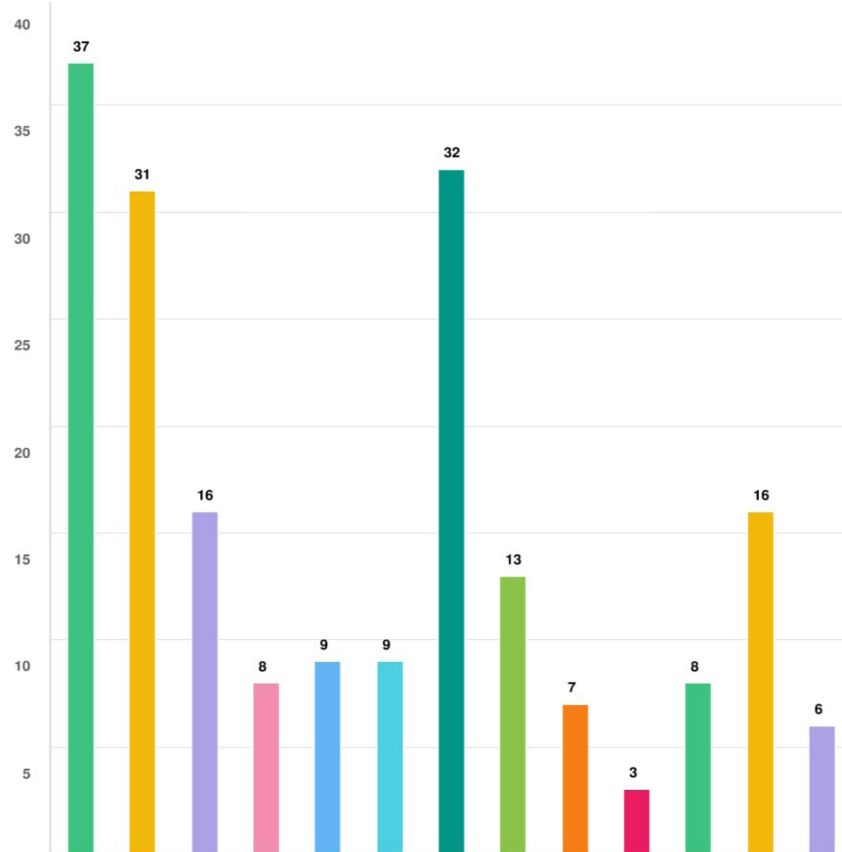


- Open spaces or public plazas
- Placemaking elements (murals and public art, plazas, art, etc)
- Commercial stores
- Enhanced pedestrian and bike experience
- Connectivity
- Retail
- Shelter improvements (covered platforms, lighting, wayfinding signs)
- Safety Improvements
- Bicycle parking or lockers
- More vehicle parking
- Ski storage
- Other

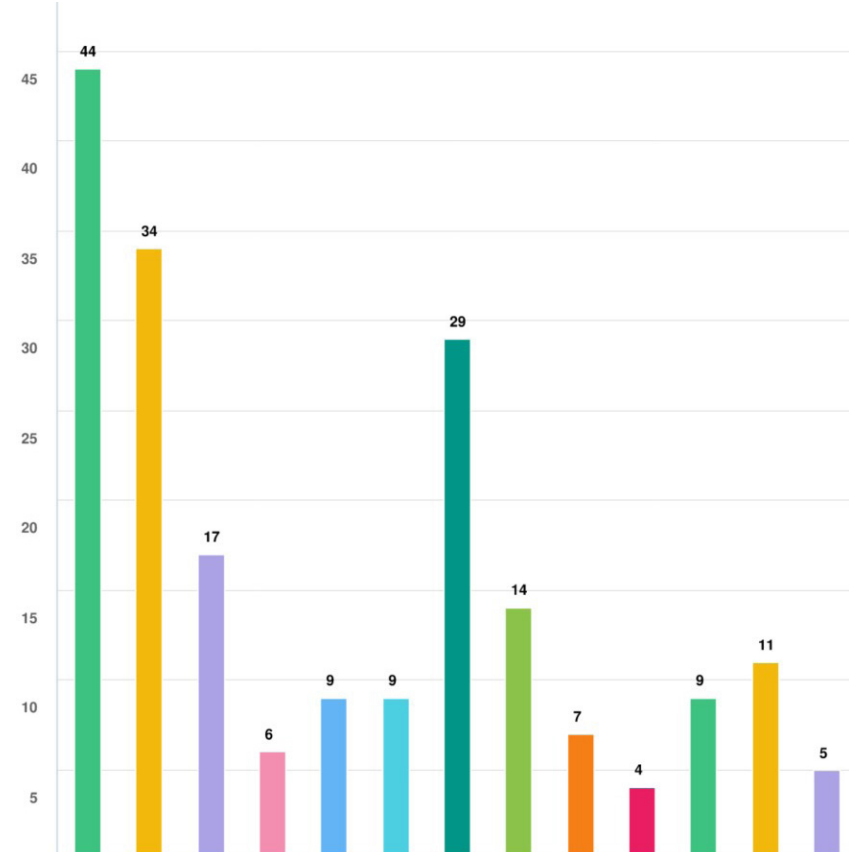


**Q13/14: Which of the following commercial uses or amenities do you think would fill unmet needs near the Stations? (Select all that apply.)**

Midvale Fort Union Station



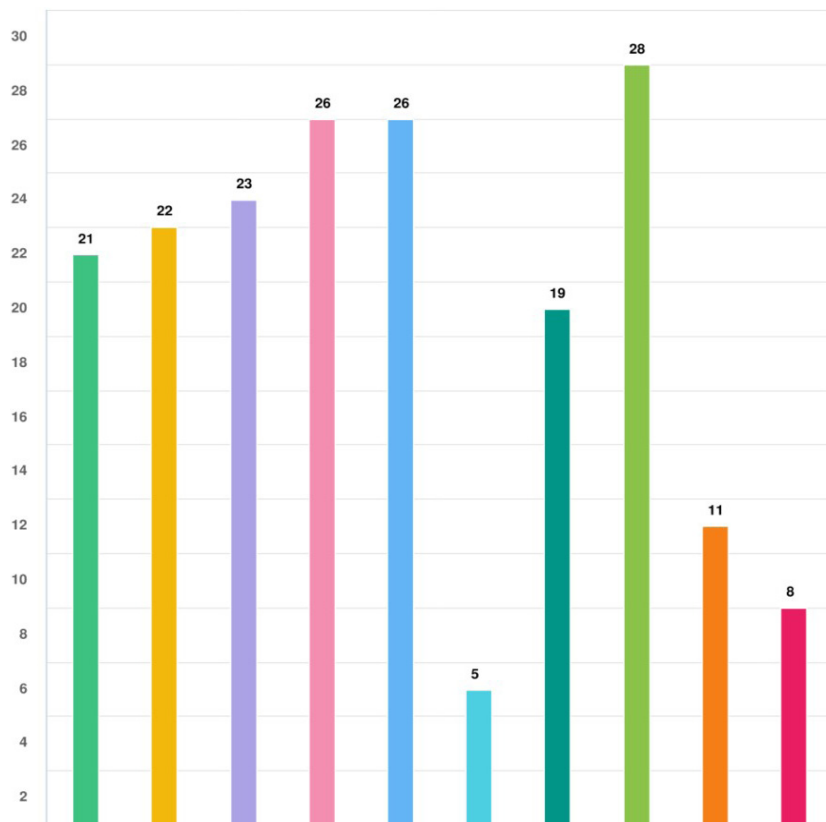
Midvale Center Station



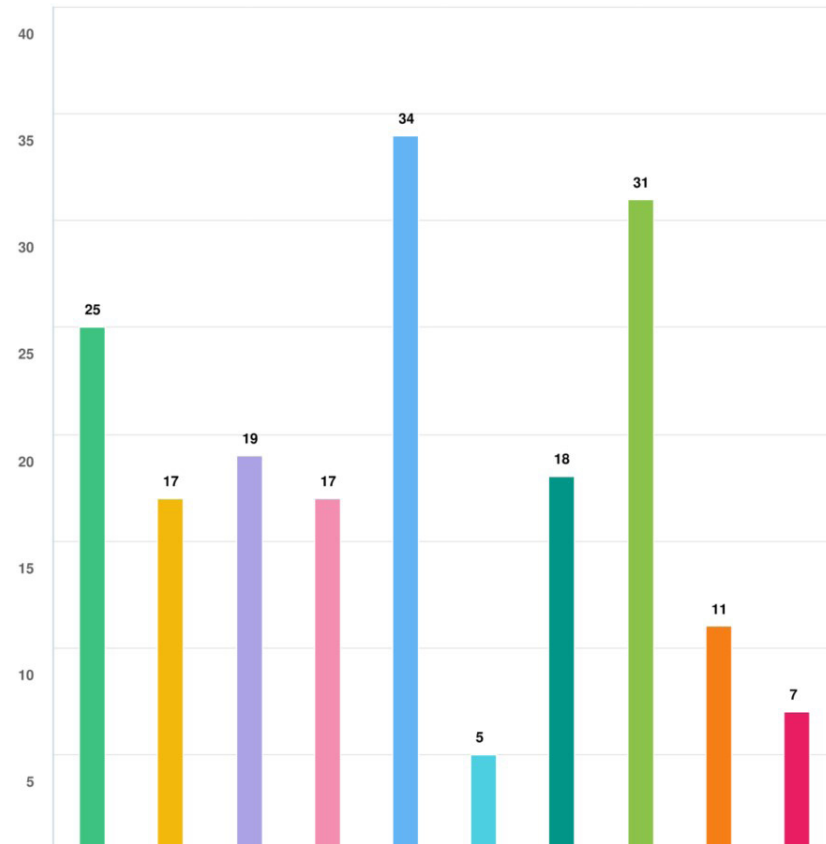
- Grocery Store
- Restaurants
- Pharmacy
- Healthcare
- Fitness
- Childcare
- Public Park
- Clothing and Accessories
- Electronics
- Furniture
- Sports and Hobbies
- Professional Office Space
- Other

Q15/16: What improvements would encourage you to live near the Stations? (Select all that apply.)

Midvale Fort Union Station



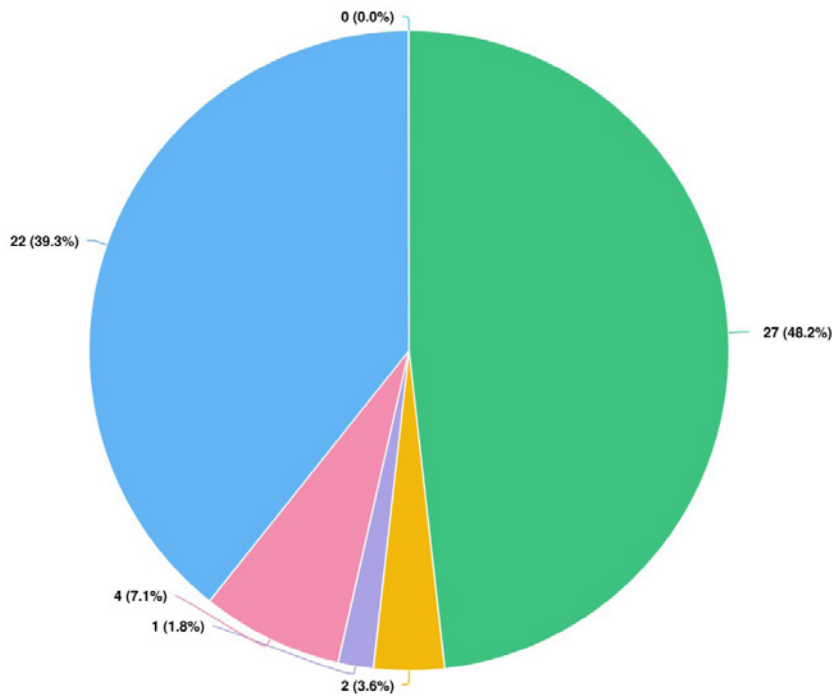
Midvale Center Station



- Walking and biking connection improvements
- Less traffic congestion and vehicle travel delays
- Bike/pedestrian improvements
- More housing choices
- More food and grocery options
- More parking options
- More destinations and commercial amenities
- Civic space (parks, plazas, green spaces, etc.)
- Multimodal connectivity
- Other

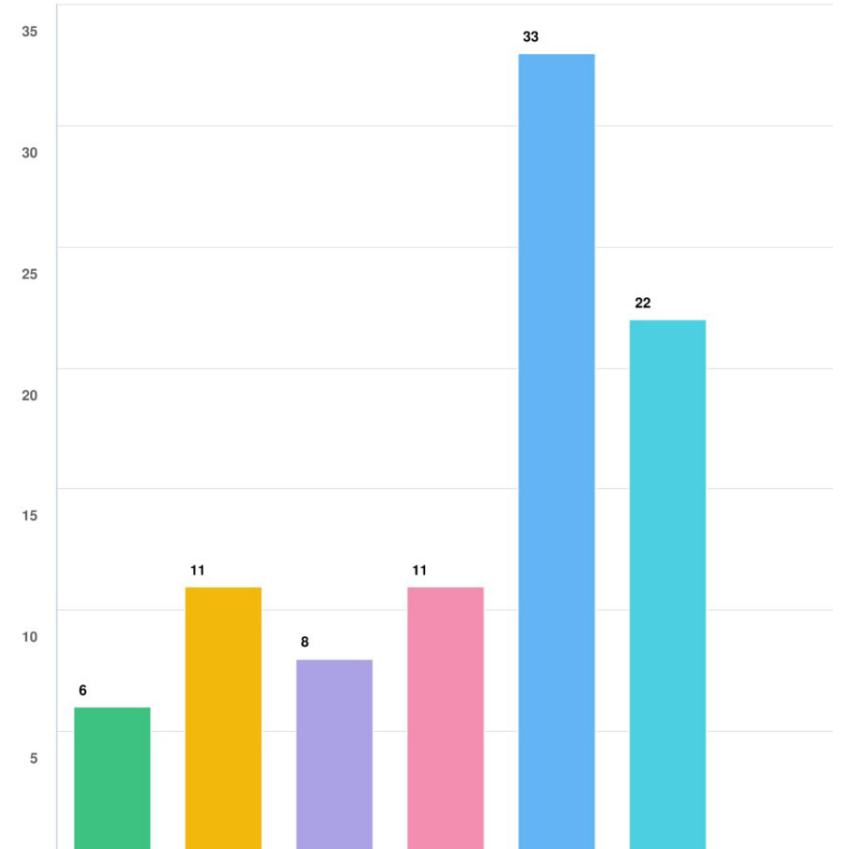


**Q17: What type of parking do you currently utilize in the areas around the Midvale Fort Union and Center Stations?**



- Park and Ride Lots
- On Street Parking in Residential Areas
- On street Parking in Commercial Areas
- Dedicated business specific parking lots
- I don't utilize parking around the stations
- Other

**Q18: What types of additional parking infrastructure or programs are you supportive of? (Check all that apply.)**



- Paid parking at certain times of day except for transit park and ride lots
- Mobile parking apps for public parking payments
- More surface parking lots
- Structured parking lots
- Incentives for riding transit for adjacent residential units (like subsidized transit passes, and/or reduced parking availability)
- I am not supportive of increased parking or related programs
- Other

## Q19: Additional Comments

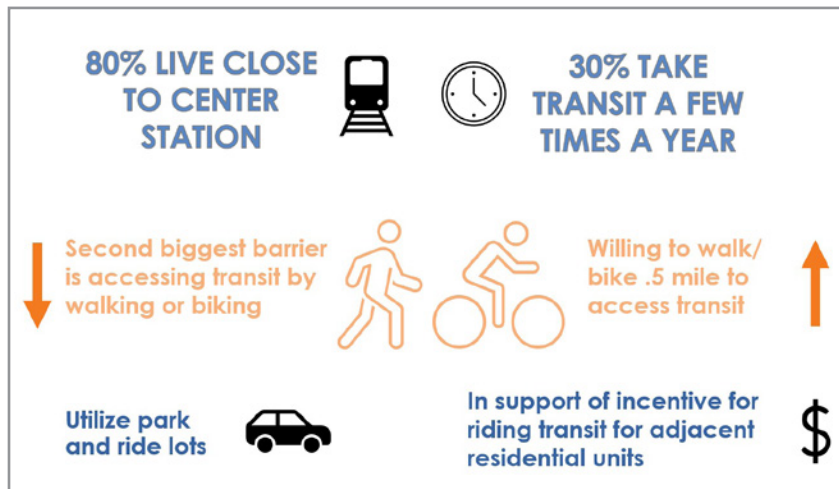
- Make more walkable paths
- Incorporating more family activities and spaces into the area
- More people should be riding TRAX
- The existing conditions and systems makes public transit inconvenient
- Transit stations do not feel cohesive to the the existing area and prioritizes car movements
- Not pedestrian- friendly
- Planting more trees for shade along sidewalks
- Improve pedestrian crossings to make them safer
- Increase safety and retail around Center Station
- More attractive to the public and people outside of the City
- Concerns with Fort Union Station being unmaintained and an unpleasant to walk through
- Center Station as a desert for amenities and lacking businesses (potential need for food/dining services, convenience stores, lots of parking, unwelcoming multi-units housing,
- Concerns with maintenance and appearance of multi-unit housing
- Importance placed on increasing retail, housing choices, and grocery store needs for both station areas
- Implement more commercial spaces but at a smaller scale for the Center Station Area
- Support for investing in existing businesses
- Encourage supportive uses to all the anticipated housing
- Consider challenges with spillover parking in Center Station and Fort Union Station from new development
- Address crime and safety near Fort Union station and at park-and-ride lots
- Existing amenities should be better maintained and cleaned at the stations (i.e. benches, sidewalks, garbage cans)
- Needs better access from neighborhoods especially at Center Station (concerns with connections to Taft Street)
- Consider underutilized parcels near Center Station
- Easy and accessible for some residents living close to the stations
- Incorporate more green spaces and mixed-uses
- Concerns with affordability and changing the character of single-family residential neighborhoods
- Remove barriers, dead ends, more connectivity for pedestrians and cyclists.



### Key Takeaways

The responses in the survey highlighted that time is one of the biggest preventions to using transit followed by safety and access by foot or bike to the TRAX Stations. Additionally, the top physical barriers for respondents were uncomfortable walking and biking conditions, lack of contiguous sidewalk and bike lanes, and lack of amenities at the transit stations. In general, respondents are willing to walk or bike at about a half-mile to access transit.

Top improvements for both station areas are better connections, increased amenities, and more placemaking elements. If improvements were made, respondents would likely use the service to travel north to events in Salt Lake City and to access recreation activities. Park-and-ride lots are somewhat utilized, but mostly underutilized for both Stations. Many respondents are supportive of incentives for riding transit for adjacent residential units.



### Midvale Center Station



### Fort Union Station





MIDVALE STATION AREA PLAN