

FINAL DRAFT

# Stadium Village

## Master Plan



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A summary exploring the decision-making process for the Stadium Village redevelopment initiative and how this document sets the stage for a community vision and path forward for the City to develop this key location

# Introduction

*"...Make Sandy  
a place people  
want to live..."*

**SANDY STAKEHOLDER**

MAY 2018



# Executive Summary



Figure a1 - Artist Rendering of Grand Staircase and Royal Plaza Area, Within the Sandy Stadium Village Master Plan

Anchored by the Rio Tinto MLS Soccer Stadium, this village master plan sets out the vision of the Stadium Village—a key to the activation of the Cairns Master Plan Area of Sandy City, Utah, as the second major downtown of the Wasatch Front.

*"I can't wait to meet my best friend Lisa Saturday afternoon during spring break. After we graduated as Lady Hawk BFFs last year, Lisa was recruited to North Carolina for soccer and I stayed to study architecture at Utah. Our families are meeting at the Royal Plaza across the canal from the Rio Tinto Stadium in Sandy, as it is easy parking for us in the new public garage built as part of the latest mixed-use building on the plaza. Lisa's parents—retired to Las Vegas and also my parents' best friends—recently bought a condo in the same mixed-use building for a place to stay when back home in Utah.*

*After the families meet up, the parents are going to take light rail to and from Salt Lake City to spend the day with several other couples that afternoon. Lisa and I are meeting at Manchester's across the plaza to talk about her first year as a Lady Tar Heel player and of course to sit on the café to watch for the boys home on spring break as they walk by on the*

*way to the stadium for a Real match. And best of all, I know we will not hear from my little brother until my parents get back because he is going to hang out across Monroe Street, either skating, bungee jumping or laser tagging."*

--Excerpted from Vicki Valter's interview in the real estate section of the Deseret News, February 2023

This village master plan also details a market-sensitive, constructible and financeable work plan for implementation to make the Stadium Village Vision a reality. The plan's implementation elements include a unified block- and building-scale land use plan with an integrated street/trail network connecting carefully conceptualized public spaces and the buildings that together will bring the Stadium Village Vision to life. The illustrative development plan representing the preferred development scenario utilizes the buildings' respective placements to frame the public spaces, so they become enduring and beloved gathering places. The plan's real test will be time. After a generation, we will know whether the vision will endure: the passing grade will be whether both locals and tourists alike revere these places.



## Effective Mobility

As mobility and accessibility must be convenient and resilient to ensure the regular return of the locals and tourists, the planned interconnected street/trail network includes complete streets for driving, walking and cycling, along with conveniently located transit stops, district parking garages and restaurant-anchored neighborhood destinations building on the sports-entertainment focused program for the village. Also critical to job recruitment and retention, the master plan prioritizes a focus on the realization of substantial employment in the village, both global professional and crafts industrial to preserve the existing small business base through inevitable change. The plan's emphasis on a healthy active living mobility system—facilitating convenient utilization of trails, sidewalks, transit, cycling and autos through convenient and shared parking—will enable neighborhood-scale retail and restaurants to thrive. Those uses, coupled with neighborhood living, will provide a competitive advantage to attract companies in the global competition for jobs along with retaining and growing small businesses.

## The Regional Competitive Advantage

Looking through a regional lens, the region will simply continue to grow. That growth will either be captured to enhance quality of life or it will diminish it. Accordingly, the Wasatch Front Regional Council (WFRC) has identified multiple centers of activity to absorb the growth in more sustainable ways. Properly planned as envisioned above, the Stadium Village will be positioned to capture a good share of new jobs, quality restaurants, tomorrow's retail, and entertainment leveraging the Stadium Village focus on active entertainment. The WFRC stresses that integrated and diverse housing options to meet the lifestyle preferences of the employees coveted to fill those jobs and work at the retail will be necessary to sustain the attraction of quality growth.

Why is the WFRC focused on leveraging rail transit and highway investments through prioritized centers of activity? The WFRC knows that the walkable centers strategy positions local communities to benefit from a more sustainable economic development. In other words, walkable centers of activity result in higher quality place-making that attract



Figure a2 - Artist Rendering Of Proposed Development On 9270 South Looking East Toward The Stadium





Figure a3 - Artist Rendering of Grand Staircase and Royal Plaza Area, Within the Sandy Stadium Village Master Plan

higher quality jobs, tenants and resulting real estate rents and values. This in turn produces a more enduring tax base. Having already focused on this strategy and so well located regionally on I-15 and two rail transit corridors, Sandy is well positioned to continue to take advantage of WFRC's policies and funding priorities through the Stadium Village Vision.

## A Focus on Implementation

Positioned to take advantage of the WFRC policy on growth and a great regional location, the preferred scenario for the Stadium Village master plan was created from three distinct scenario options to build on the maturing Cairns District. To ensure implementation of the plan within the Cairns vision, its implementing detail was developed through multiple lenses: the community, the city, the stadium, the investor and the developer. Successful implementation usually stems from catalytic activity. Catalytic development opportunities activating the preferred scenario, the needed infrastructure, market analysis framing the opportunities, and phasing to sustain momentum are delineated in detail in the plan. In addition, a comprehensive rezoning of the village area is recommended to sustain implementation beyond initial catalytic redevelopment. The approach and steps to undertake this rezoning are set out herein so that current property interests are respected and enhanced as the area around the Rio Tinto Stadium evolves in a progressive and profitable way. The bottom line is that a city-initiated

zoning to calibrate entitlements with the master plan creates adjacency predictability from property interest to property interest, enabling all redevelopment activity to support overall enhanced quality and value creation.

## Doing it Right

Diversity in residents and small businesses as well as energy resource sustainability play a role today in the Stadium Village Area. There are a significant number of residents and families living there who face economic or physical displacement. In particular, the mobile home park, Tiny Wood Village, is at risk from likely demolition and redevelopment due to higher land values. Several local-serving business have operated for years within the plan area and face similar gentrification impacts and the resulting threat of displacement. Resulting increasing commercial rents will place upward pressure on operating costs for certain types of business that may not at the same time benefit from increasing revenues.

Adding to the pressure, the implementation of a more connected street network central to the walkability and transit-friendliness of the village plan, as well as the coincidental adjacent I-15 expansion by UDOT for better interchange functionality at 9000 South, also will displace a significant amount of residential and commercial. Finally, the arrays of solar panels west and north of the stadium serving as shade structures inevitably will be replaced by new development.





Figure a4 - Artist Rendering Of Grand Staircase Looking North West Toward Royal Plaza

Existing authority under the state's Mobile Home Residency Act and funds still accessible under the RDA provide a means to jump-start the foundation for a comprehensive action plan to mitigate these negative impacts. Assuming the City develops and funds an action plan focused on maintaining diversity and facilitating resident relocation, the contemporaneous incorporation of a comprehensive workforce housing program should be considered.

This early focus on reasonably priced housing will provide all participants in the redevelopment process—whether from the municipal, non-profit or private perspective—an opportunity to be creative and collaborative in securing or providing a meaningful level of additional funding for as many new affordable units as possible. This front-loading focus also could enable the incorporation of more affordable units into market rate residential and mixed-use projects developed under the master plan. Similarly, the incorporation of replacement solar within the rebuilt fabric should be considered for all appropriate sites and buildings.



Figure a5 - Preferred Sandy Stadium Village Master Plan





What is the development opportunity in Sandy and the Stadium Village area? The baseline from which each development scenario was created through a market, transportation and land use analysis

# Development Opportunity

*"Create a city center...Increase wayfinding [and] focus on the pedestrians coming to and from the stadium."*

**SANDY STAKEHOLDER**

MAY 2018



# The Wasatch Front's Second Downtown

## COMPLETING THE CAIRNS DISTRICT

This Stadium Village Master Plan advances Sandy City's Cairns District Master Plan by providing a walkable-focused urban design, which includes a context-sensitive infrastructure framework for mobility and environmental suitability. The resulting city-design—embodied in this plan's preferred (development) scenario—establishes the literal

building blocks for a destination truly suitable for a second regional downtown. The focus or theme of this village of the four villages and the seven smaller study areas making up the Cairns District—collectively, the new downtown of Sandy—is a regional sports/food/entertainment destination that is designed and intended to be activated as a vital place to live in addition to work and play.

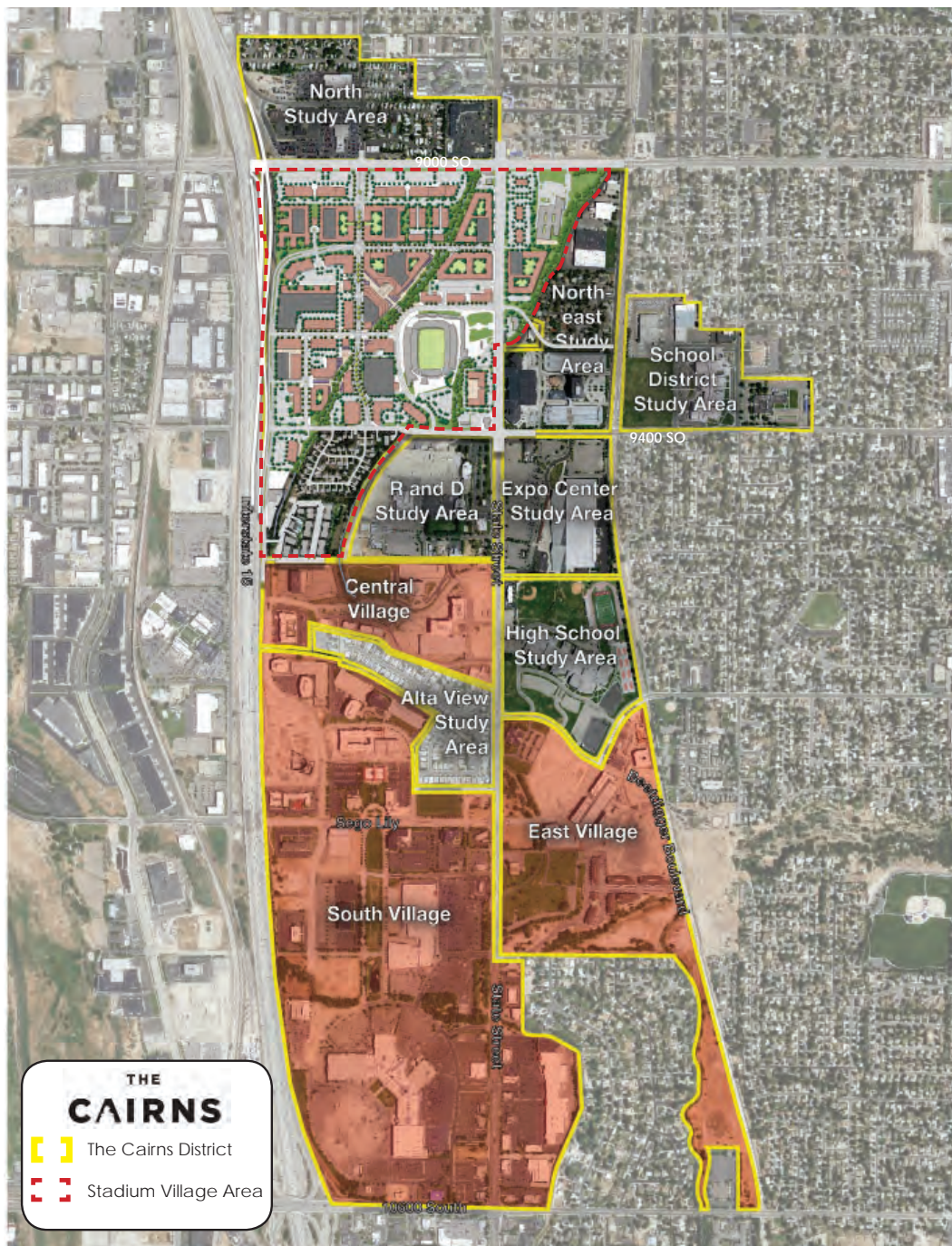


Figure 101 - Stadium Village Within Cairns Area Map



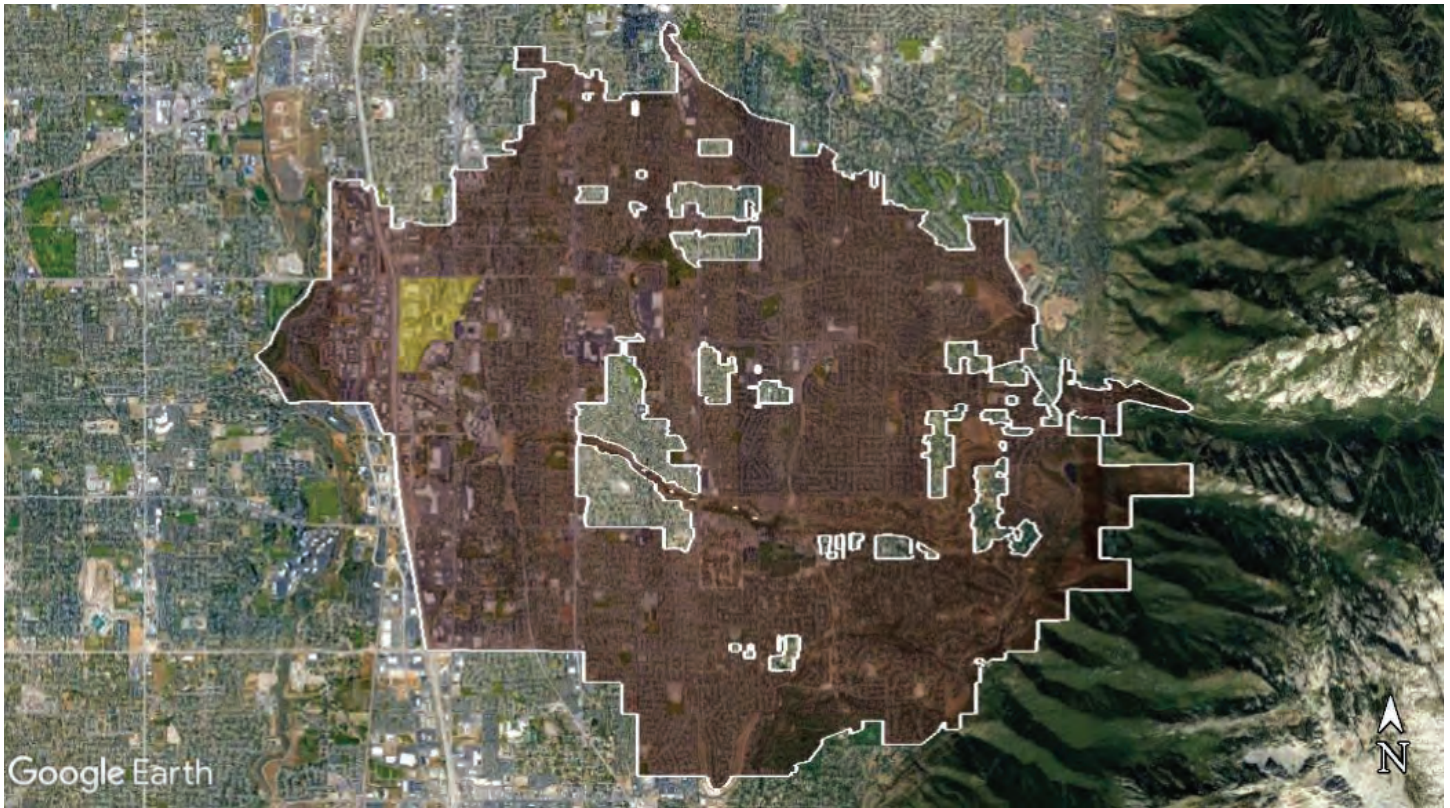


Figure 102 - Stadium Village Area Sandy Municipal Boundary

Connected by the mobility network (including integrated transit, trails, circulators and parking) laid out in Chapter 5, the component elements of the preferred scenario are detailed in Chapter 4. Those elements include the open space network, the land use plan, the gateways/signage plan and the plan's analysis of carrying capacity block-by-block to facilitate redevelopment through sustainable intensity.

### **Building Enduring Place, Benefiting from Enduring Value**

The collective makeup of those elements will facilitate nuanced market responsiveness and enduring community buy-in because of their relatability and capacity to evolve together from cycle to cycle as cohesive, complementary neighborhoods. This dynamic of engagement and evolution in turn will power the stair-stepping value creation and tax base strengthening from generation to generation as the essential place (making) and matures. This essential physical and fiscal capacity building—based on economic and housing diversity, walkability and social connectivity—also provides the ability for community personalities literally from block to block to emerge over time. Those personalities are why both people want to stay in their neighborhood as their station in life changes, but it also provides the intangible gravity that pulls tourists back to a place year after year.

### **A Nuanced Process Facilitates a Resilient Plan**

In terms of process—both community engagement described next in this chapter and planning for implementation described in Chapter 6, the component elements of the preferred scenario were crafted iteratively by first constructing and then deconstructing three separate design/development scenarios. Those three scenarios are explained in Chapter 3. Based on the market analysis summarized in Chapter 2, the three scenarios each represent a similar walkable mixed-use vision focused by the stadium, truly as the anchor, which is contextualized by the active living connectivity of an essential walkable urban design.

The urban design of each is differentiated slightly at the street and block level to facilitate transitions rather than buffers. Why? Essentially urban patterns of settlement, downtowns are about connected relationships—socially, academically, culturally and physically. Transitions, versus buffers, facilitate connections. Suburban patterns, to contrast, are about buffers to “protect” incompatible uses from each other. Taken to the extreme, buffering results in the dehumanization of real estate development represented by such practices as calling neighborhoods “subdivisions.”

The three initial scenarios do fundamentally differ in terms of their primary use emphasis of entertainment versus



employment versus residential. This differentiation enabled the planning/design team and city staff to test at the same time how far the essential vision of the village—validated by the various stakeholder groups—could be stretched by the different combination of uses within the nuance of urban design variations. For example, the entertainment- and residential-focused scenarios utilized the Royal Plaza as the cohesive element to bind the employment urban campus along I-15 over to the stadium. Whereas, the employment-focused scenario uses a cluster of multifamily to make that binding transition from east from the stadium over to the employment urban campus to the west.

## Neighborhood Diversity

Diversity in Neighborhood Living Will Sustain the Stadium-Anchored Entertainment District While Respecting the Surrounding Suburban Context Fundamentally city-building, the approach utilized and the journey taken to a preferred scenario enabled this resulting master plan to represent a compelling place that is both a destination with a real connection to the stadium regardless of a person visiting as a tourist, arriving as a local fan, living as a neighbor or working as an employee—all with a high quality of life.

To reinforce, the plan's preferred scenario establishes a recommended use program that carefully weaves urban living, places of work, entertainment-focused hospitality and retail, as well as active living amenities—such as the reinvented canal corridors linking public and private spaces—into four or five connected yet differentiated mixed use neighborhoods and sub-districts. The employment-focused urban campus and the adjacent 9000 South Corridor transition area will be connected by Monroe. The plan calls for Monroe to be relocated as a central spine of the village, reinvented as a true complete street.

As such, Monroe will connect the private building frontages and transitional pedestrian spaces of a series of new urban buildings with a street serving as a linear public amenity

through a walkable and cycle-friendly design. The resulting village “main street” context will encourage tourists, soccer fans, workers and neighborhood residents to use the new Royal Plaza spanning east-to-west between the new Monroe “Main Street” Corridor and the canal fronting the Rio Tinto Stadium as both a destination of café-anchored restaurants/retail and also as an extended paseo connecting the employment urban campus and the 9000 South Corridor Transition area with the stadium-anchored Entertainment District.

## Intentional Transitions Facilitate Neighborhood Integrity

North of the stadium the mixed-use Entertainment District is extended just one-half suburban block short of 9000 South. This area provides a rich density of the entertainment focused Royal Plaza, a variety of urban housing, hotels and integrated public spaces, all linked by a reinvented canal corridor via a commuter/recreational trail.

The plan calls for the preservation of the neighborhood south of 9400 South. Southeast of the stadium, the plan establishes that transitional area as a hybrid of the existing suburban pattern of State Street and the stadium functions with a new residential or hotel building with height to provide an iconic presence and announcement of the stadium-anchored Entertainment Area for those approaching from the South up State Street. From that important corner of 9000 South and State Street, this iconic announcement will also provide a visual connection from the TRAX Station north up State Street and the Expo Center down State Street to the South.

The bottom line from the perspective of community development, real estate development and economic development is this master plan establishes urban neighborhoods with an entertainment core and differentiated transition neighborhoods to the perimeters in each direction to embrace the reality of suburban development surrounding the village, while creating a true place-based destination.

## A COMMUNITY-EMBRACED PROCESS & MARKET-INFORMED PLAN

The City sought a planning and design team with national experience in economic development-driven place making as well as experience in implementing the infrastructure necessary for a particular neighborhood design and program. Local know-how in executing quality and enduring development was also required. Built to bring together exactly that, the Gateway Planning Team was retained by Sandy City in 2018.



Figure 103 - Stadium Village Project Kickoff - January 2018





Figure 104 - Preferred Scenario Illustrative Plan





Figure 105 - Community Presentation and Discussion - June 2018

## The Planning Team Sought Real Insight

After meeting with newly elected Mayor Bradburn—who said “bring us some fun places to enjoy on the weekends so that we do not have to always drive somewhere else”—the consultant team’s first priority and task was to engage and understand the real interests of the community, as well as landowners and businesses in the Stadium Village area. Utilizing a myriad of channels and facilitating scores of interviews, the consultant team secured a rich and positive understanding of the ethos driving the spirit of the Sandy City Community. This strong and transparent start has resulted in a collective “stake in the ground” for a world-class vision and expectation of sustainable implementation that transitions from city-driven to investor-driven redevelopment.

The process was kicked off by key interviews of stakeholder groups both in the development business and community. Interim reports were provided to the Mayor and City Council. The core community process culminated with a design workshop. That workshop enabled Gateway Planning’s local partners—developers, planners and market analysts—to propose and test visionary yet realistic options.



Figure 106 - Community Presentation and Discussion - June 2018

## Collaborative Approach

A collaborative approach emerged that emphasizes shared positive return on investment. Key strategies, approaches and outcomes emerged from the preliminary market analysis, stakeholder interviews and the workshop including: (i) a weaving together of uses into a program that will evolve as reinvestment gains momentum; (ii) a connectivity and walkability network of transit, streets, trails and public spaces that will accommodate both match-day or other stadium event traffic as well as intimate neighborhood destinations for daily life; (iii) guidance on the effective and transparent role of the disposition of public land and incentives; and (iv) a phasing strategy of those public investments related with catalytic private development that plays both a market-reinforcement and an ascension of quality of life through an amenity-driven series of places.

The effective utilization of this collaborative approach requires a governance of the Stadium Village area that relates different economic expectations and development goals within a common character and economic approach so that—decade after decade—visitors, workers and residents alike know intuitively and immediately that they have literally arrived in the Stadium Village when one drives up, trains in or cycles through. In other words unique and enduring character requires an ethos of de facto coordinated, long term investment. If everyone believes they can engage and be engaged in an open and predictable context. This will in turn engender the attraction of investment normally risk averse to longer investment horizons.

Innovation emerges and technology becomes commercial ready when investment is encouraged from a broad-base of sources. For example, more demand-response mobility that seamlessly connects with the regional rail transit and highway network could be secured by opening up the “last mile” to competition. In other words, an enduring and defining character of the Stadium Village will be supported and enhanced through the comprehensive principles of walkability, connectivity, economic alignment, predictable investment and resulting innovation.

## A MASTER PLAN WITHIN A MASTER PLAN

The Cairns Master Plan identified several goals for the Stadium Village area, including supporting development that is oriented around office, retail, dining, and entertainment uses to complement the destination activity that the Rio Tinto Stadium brings to the area. Additionally, it was envisioned that the area provides convenient access to transit through better connections across State Street to TRAX, as well as more thoughtful integration of various modes and rideshare programs.

This plan relies on the principles of connectivity and walkability to evolve a hodgepodge of disconnected uses into a place eventually activated by a rich neighborhood life in order to attract to the Stadium Village more visitors, residents and office tenants. The cornerstone of the plan is a Village Master Framework that is built from a Connected Mobility Network designed to move people, not just cars. This network provides more than just access, it creates an intrinsically high quality of life by intentionally relating people-oriented streets that connect buildings into coherent blocks and community spaces, connected by safe cycling routes, regional trails along the canals, convenient pedestrian access to TRAX and potential shuttles to the FrontRunner Station across I-15. By setting this strong mobility network within a true neighborhood structure, the market will be more likely to embrace innovative transportation options with a corresponding reduction of parking that will result in a



Figure 107 - UDOT Work Session and Coordination - June 2018

richer offering of restaurants, businesses and housing.

As part of the discovery and analysis to further explore innovative transportation options, the planning team worked with City Staff, UDOT, UTA and WFRC to ensure that the recommendations of this plan align with other transportation goals and projects currently underway or that are likely to unfold in the future. For example, the alignment of 9270 South with 9200 South around the stadium is an opportunity to ensure enhanced connectivity options, such as bike lanes or wider sidewalks, are integrated and create a better environment for pedestrians and future development. In that same context, UDOT's I-15 project around 9000 South and 9400 South has already had significant impacts (UDOT Work Session and Coordination - June 2018) on the potential redevelopment of the area. Accordingly, throughout the initiative the planning team has had open conversations with the UDOT to discuss design implications and recommendations for enhanced connectivity with minimal impact.

Similarly, representatives of UTA stressed the agency's willingness to provide enhanced specialized service connecting the Stadium Village with the nearby rail transit system if Sandy were to provide its own significant investment in the transit system "last mile" context. This informal offer is especially opportune as the Mobility on Demand technology matures such that a "last mile" system can be flexible and nimble as new traffic, pedestrian, bus and trail patterns emerge.

Additionally, as the Stadium Village area will transform into a true series of neighborhoods, it is important that community spaces are intentionally activated, as development is phased, into a complementary system of amenities that are anchored by the Connected Mobility Network. Integrated into the neighborhood fabric, the community spaces will become a center of community activities and recreation. These community spaces not only include trails and sidewalks, but plazas, parklets and green spaces thoughtfully integrated at key locations throughout the area to ensure a continuous fabric of open space to facilitate a pedestrian-focused environment.

Lastly, the ability to effectively manage parking is equally important to the future redevelopment of the Stadium Village area. Residents and visitors alike have echoed their frustrations, concerns and desires for future parking within the area as it redevelops, and this plan takes into consideration the numerous ways that efficient and responsive parking and access can be programed for the area and not just a specific development project. This will in turn encourage the emergence of a choice rider transit service coupled with the demand response system that ever-evolving commercialized innovations can facilitate—with real-time revenues and costs to the real beneficiary—such that the regional UTA system is seen as an opportunity to embrace rather than a consideration relegated to the "too difficult" pile.





A synopsis of the market demand and opportunity in the area and how that is used to set up the development scenarios in comparison to other entertainment destinations throughout the country

# Market & Development

*“A great place  
for high density...  
add vibrancy,  
attract other  
desirable uses,  
put people  
close to  
transportation...”*

**SANDY STAKEHOLDER**

MAY 2018

# Market Analysis and Validation Through Consideration of Similar Projects

The master planning process was informed by an analysis of local and regional market dynamics, as well as an evaluation of other sports-anchored mixed-use districts throughout the United States. However, it is important to note that the stadium's presence within the Stadium Village area was viewed more as an amenity to the redevelopment, as opposed to a catalyst for development to happen due to the fact the stadium is currently active less than 40 days per year. The market analysis looked at demand for a variety of land uses and projected what share of regional demand Sandy could expect to capture. The evaluation of other sports-anchored mixed-use districts provides context for how athletic events can impact the development opportunities in the Stadium Village.

Overall, the Sandy market is ripe for continued investment and development. Phasing will be critical to realizing the market potential in Stadium Village to provide an optimal mix of land uses while an urban scale environment is achieved so that each component of the district can be successful on its own while also incrementally improving the support for other future uses.

## THE EVOLVING LOCAL & REGIONAL MARKETS

The Wasatch Front Region has a robust economy with strong momentum. Utah's economy possesses significant advantages that support continuing economic growth, including its young population, a highly educated workforce, low corporate tax rates, low energy costs, and relatively low business costs. These factors, coupled with the state's strong economic development engine, drive the region's success in recruiting new employers and growing those already here.

Where future jobs locate within the region, driven by workforce attraction and quality of life, will have the greatest impact on the development patterns for other land uses. Southern Salt Lake County and northern Utah County along I-15 offer the most favorable combination of these factors due to their highway and transit access, proximity to executive housing, and attractive and affordable housing options within a reasonable commuting distance. This will likely result in the geographic center of jobs in the region shifting further south, although likely remaining in Salt Lake County. Higher density residential increasingly locates in proximity to these employment cores, including new multi-family rentals and townhomes. In turn, the combined density of households and jobs increases demand for new retail and services.

Until recently, most of the region's new development has been realized as rapid suburban growth with relatively indistinguishable building forms and place making. Downtown Salt Lake City and Sugar House have emerged as higher-density mixed-use cores and an increasingly land-constrained Salt Lake County should drive other nodes of higher-density development due to rising land values, especially in areas with strong transportation access (both highway and rail).

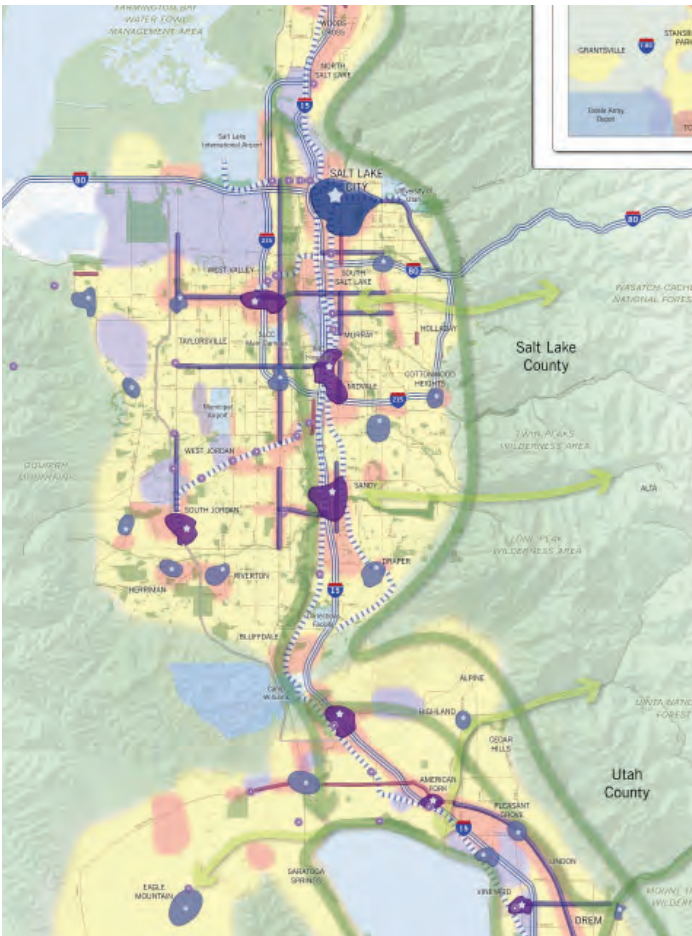


Figure 201 - Wasatch Choices Map of Wasatch Front



In this context, Sandy is well-positioned to attract more than its “fair share” of future regional growth and to emerge as Salt Lake County’s second next urban, walkable, mixed-use environment due to a central location within the region, rich transportation options, relationship to mountain recreation, and existing market strength across the full spectrum of potential land uses. Other locations such as Draper, Midvale, and Daybreak also possess a similar opportunity, but the existing critical mass of retail, office, residential, and hotel development in Sandy suggests that it offers the best near-term opportunity. Additionally, today’s lease rates and prices signify that more urban forms of development are feasible today.

As land values may still be low enough to support the development of other land uses counterproductive to achieving Sandy’s long-term market potential as the region’s “second downtown,” the market will need a “nudge” from the public sector to move in this direction in a coordinated and sustainable way. This can be accomplished through the implementation of a planning framework that sets clear expectations for how future development and redevelopment should occur at priority sites, as well as continued infrastructure investment that improves internal connectivity and creates appropriately-scaled development blocks, similar to what is already occurring in the Cairns District.

The practical reality of this market analysis is that the village master plan must work for both the stadium-focused uses as well as a broader array of uses that may not all be pertinent to the stadium and its gravity.

## SPORTS ANCHORED MIXED-USE DESTINATIONS

The following projects are provided as analogs to underscore the variety of ways to program, position and activate sport-anchored mixed-use destinations. There are many examples of truly urban, high-density districts around arenas and ballparks, but models for mixed-use districts in lower-density, smaller cities are just beginning to emerge. One of the key questions for these developments is how to drive year-round activity (including off-season) to support the desired retail/entertainment environment. Several elements are consistent across examples: programmed public spaces, additional community anchors and activity drivers, and significant residential density.

**The Star; Frisco, TX:** Located on the rapidly-growing Dallas North Tollway corridor, The Star was designed to be the NFL’s most comprehensive training facility and headquarters. The Ford Center is shared by the Dallas Cowboys and Frisco ISD’s eight high schools, hosting a multitude of events including Cowboys’ practice, high school football games, soccer matches, and other competitions, ensuring that the development is active at all times, independent of the Cowboys’ schedule. The development also includes hotel, retail, office, and healthcare space.



Figure 202 - The Star; Frisco, TX



**The Battery; Atlanta, GA:** The Atlanta Braves left their downtown home in favor of a new, mixed-use stadium district in an affluent suburban area 10 miles from downtown Atlanta. The Battery, developed simultaneously with adjacent Suntrust Park, includes restaurants, retail, hospitality, music/event venue space, residential, and office.



Figure 203 - The Battery; Atlanta, GA

**Titletown; Green Bay, WI:** On the heels of a significant reinvestment into Lambeau Field, the Green Bay Packers unveiled a master plan for Titletown, an adjacent mixed-use district. To draw both community residents and visitors, Titletown offers a luxury hotel, restaurant/brewery, event space, and health care facility. Townhomes, apartments, and office space are in the planning stages for Phase 2. Visitors will enjoy ice skating, sledding, music and other events in the public plaza. There is also a full-size football field in the central public space that is used daily by fieldtrips, nearby residents, and fitness classes.



Figure 204 - Titletown; Green Bay, WI



Sports anchors offer a unique value proposition to new mixed-use developments. Game day visitation helps support retail, dining, and entertainment districts at a greater scale than the market would on its own and in an earlier phase of development. These districts cannot survive on gameday traffic alone, though, and it is critical to include other demand drivers that will bring people to the site year-round, regardless of whether there is an event at the sports venue. This can most easily be achieved by building critical mass through substantial residential, office, and hospitality development as the population on-site will support the district's businesses year-round and at different times throughout the day. High-quality public space is also be an important anchor for sports districts, as it provides a draw for the surrounding community to frequent the district for events and other daily programming.

These analog projects can only take the planning and implementation so far in terms of guidance and lessons learned. Those analogs must be applied to the context of the greater Sandy market



Figure 205 - Hale Center - Mountain America Performing Art Center

## KEY DEVELOPMENT OPPORTUNITIES

The Salt Lake City—Sandy—Provo market has experienced remarkably strong job and household growth in recent years—a trend expected to continue due to the strength of the Wasatch Front's innovation economy. Sandy has played a significant role in the region's recent growth, attracting a large share of the region's office and residential development in areas along I-15. Sandy is well-positioned to evolve as the Salt Lake region's secondary downtown, with the Cairns District and Stadium Village able to develop with a walkable urban character that is currently not found in the region outside downtown Salt Lake City. Achieving the market's full potential in Sandy requires a clear development framework clearly established in the master plan, adherence to that master plan for consistency to drive and sustain

value, proper levels of investment in the new infrastructure that encourages the desired development, and a focus on leveraging existing and future anchors such as Rio Tinto Stadium and the Hale Center Theatre to create a cohesive activity drivers that will draw the entire community.

The robustness of the respective markets for the following anchor uses is described below. The key of capturing and harnessing those uses, nevertheless, will be the ability of the preferred scenario in the master plan to reflect the right combinations, relations, scales and activations of the uses in relation to one another. For example, time of day activities for office generating market opportunities provides new restaurants some diversity of cash flow from a lunch-crowd to make the difference in sustaining a startup period for the core business of dinner and secondary demand capture from stadium-driven activities. The following provides insight into the fundamentals of each of the cornerstone uses explored through different levels and methods of activation among three alternative scenarios developed in ultimately arriving at a preferred land use scenario and corresponding final master plan as presented herein.

### Office

#### DIFFERENTIATING ATTRIBUTES

*Office uses tend to be located in areas where they can have interstate visibility as well as road and transit connectivity. When office uses are integrated into a broader mixed-use district it will typically drive higher-value office users and rents to the site.*

Office development has been shifting south along I-15, with Sandy and Draper capturing more new office development since 2015 than any other submarkets in the Wasatch Front. However, absorption has not quite kept pace with



Figure 206 - Mountain America Corporate Headquarters

## Office Absorption, Deliveries & Vacancy (2008-2018)



Sources: Costar, RCLCO  
Note: YTD includes January-September 2018

Figure 207 - Office Absorption, Deliveries & Vacancy (2008-2018)

deliveries in this time period, causing vacancy rates to rise in both submarkets. While vacancy rates are lower for newer construction, the submarkets had a combined vacancy rate of 11.2% overall in 2017.

Sandy's current office development patterns reflect a suburban office park environment, with significant employment spread linearly along high-visibility transportation routes, with a priority on easy access and parking. The total employment is significant – yet because each office property has no relation to its surrounding land uses, the spillover benefits for developing a cohesive and walkable central place have been limited at best. Sandy, the Cairns District and Stadium Village in particular, offer a prime opportunity to capitalize on the city's positioning within the region as major employers are looking for places that are both proximate to a wide variety of housing options and offer desirable amenities more similar to those only available in downtown Salt Lake City right now.

The low amount of variability between suburban submarkets in Salt Lake County suggests that there is no clear center of gravity or market leader amongst the suburban office park submarkets, and that Sandy has an immediate opportunity

to differentiate itself as a higher intensity/activity location that offers better retail and amenities for its employment base. If Sandy lets this opportunity pass, another submarket will emerge to capitalize on it, making it harder to achieve the Stadium Village vision in the near-term.

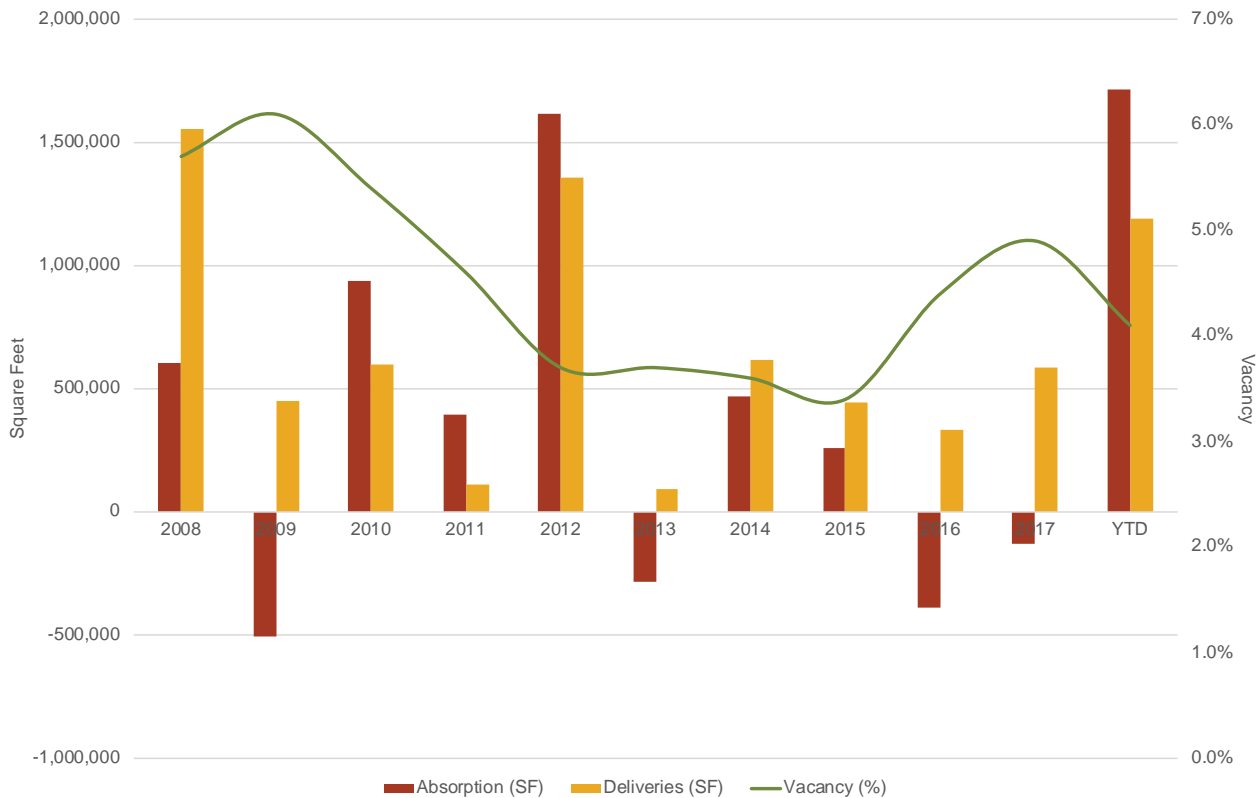
## Retail, Services & Entertainment

### DIFFERENTIATING ATTRIBUTES

*Retail, Services and Entertainment uses need to develop demand drivers beyond the stadium and game-day traffic to have a successful retail core within the Stadium Village area. Currently, there is unmet demand for Food & Beverage (F&B) and grocery/pharmacy uses, but without new development like what would typically be found in a mixed-use environment, the area is not positioned to capture it in the near-term.*

Downtown Sandy, and the greater Cairns District, offer a strong variety of regional and neighborhood retail options serving a broad market of households, visitors, and employees in Southeast Salt Lake County.

## Retail Absorption, Deliveries & Vacancy (2008-2018)



Sources: Costar, RCLCO  
Note: YTD includes January-September 2018

Figure 208 - Retail Absorption, Deliveries & Vacancy (2008-2018)

Most existing retail centers are positioned competitively amongst suburban, non-mall retail properties. The Sandy retail market is anchored by a regional mall and has substantial ancillary lifestyle/power center retail product that has attracted a high quality of tenants, including new food and fitness concepts, and major anchors such as REI that draw shoppers from across the region. Existing neighborhood and regional shopping centers along State Street have begun to reposition their excess property to attract smaller, in-line tenants that offer food and services, who would more typically locate within suburban mixed-use districts. This trend is indicative of the market's attractiveness for new retail concepts despite the lack of a true mixed-use environment including housing and office space that these tenants would prefer.

The retail market today is well-supplied in nearly every retail category, with restaurants being a notable exception. There may be opportunities for retailers not currently present in the southern Salt Lake County or Utah in general to open a new location in the stadium district, contingent on the creation of a mixed-use district that would be a true destination with unique draws and substantial non-retail activity. Retail categories such as food/beverage and grocery/pharmacy

are undersupplied in Sandy today, but will require the support of a high-density household and employment base not yet present in order to thrive without cannibalizing existing retail options

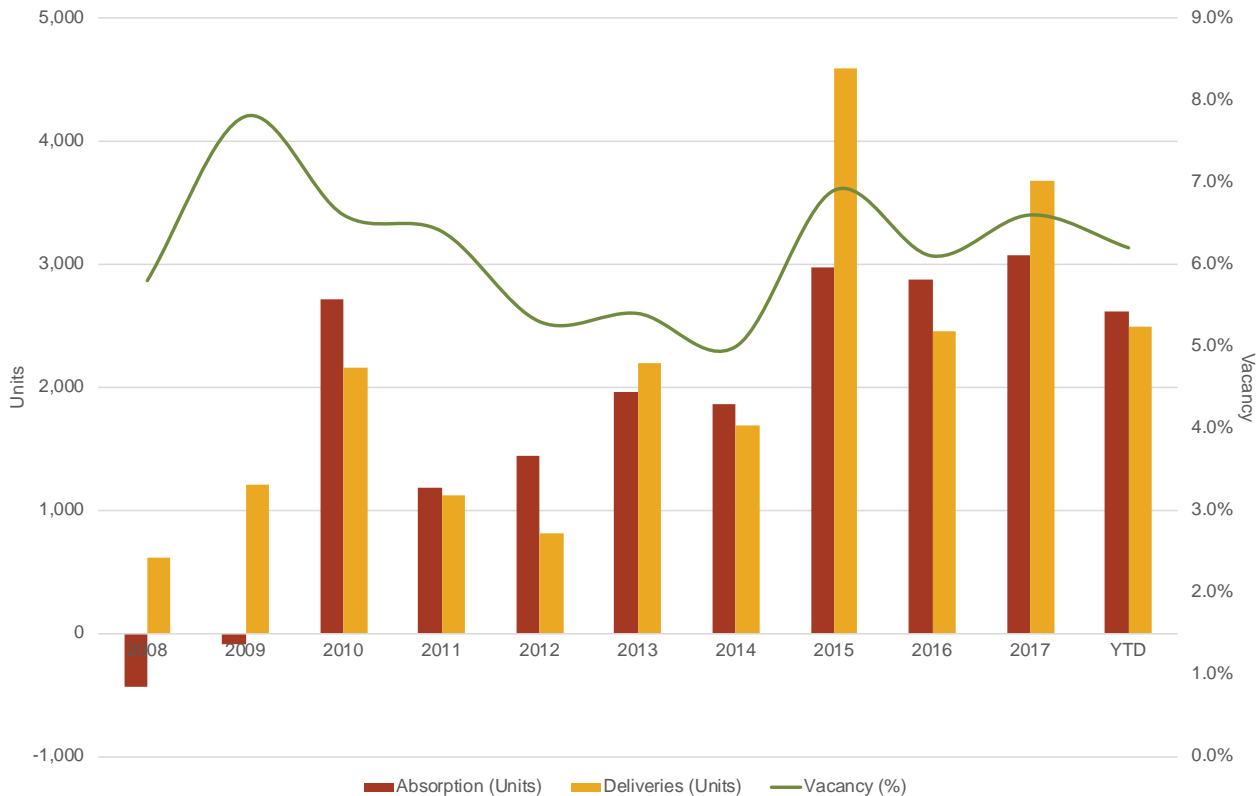
## Residential

### DIFFERENTIATING ATTRIBUTES

*Multi-family Residential* likes to typically be located within a walkable, mixed-use environment. Residents in multi-family or mixed-use buildings prefer access to employment through a variety of ways, including transit connections. The allure of multi-family is also enhanced when located in a vibrant district with day-to-day programming and events.

*Attached Residential* also thrives in walkable, mixed-use environments. Residents in these types of land uses typically like to be located within proximity to employment or with access to employment through various transit connections. These units are also more likely to be found in a vibrant district with day-to-day programming and events.

## Multi-Family Absorption, Deliveries & Vacancy (2008-2018)



Sources: Costar, RCLCO  
Note: YTD includes January-September 2018

Figure 209 - Multi-Family Absorption, Deliveries & Vacancy (2008-2018)

New apartments and other attached residential represent an immediate opportunity for Stadium Village and an opportunity to generate significant market value that will enhance the retail opportunity in the near-term, and the office opportunity in the long-term.

Residential product and achievable rents are intricately linked, and in Sandy many multi-family renters can't afford much higher rents than what they currently pay. Most likely, rent levels have remained modest even as new developments in Sandy and Midvale come online due to regional developers failing to push the envelope on lifestyle, quality and product. However, this is not a problem unique to the Sandy submarket, the region lacks differentiation in both product and rent in its rental apartment market, particularly among submarkets outside of Downtown Salt Lake City and Sugar House.

This paradigm is ripe for change as a handful of developers have begun to recognize the perceived undersupply of high-quality rental apartments in suburban locations. There are early signs indicating that this transition to suburban markets has begun; new product pricing has increased in all



Figure 210 - New Multi-Family in the Cairns District



suburban sub-markets since 2014, while new product rents have stagnated or declined in the two most established sub-markets.

## Hospitality

### DIFFERENTIATING ATTRIBUTES

*Hospitality uses and their success is dependent on a critical mass of other land uses, such as office, retail and entertainment, including increased interest in stadium events. When the appropriate mix of land uses are in place and hospitality uses are provided, the Stadium Village area will be established as an area where guests will want to stay when they are in town.*

The Wasatch Front market has several nodes of hotel development, though downtown Salt Lake City is the only core offering hospitality in an urban setting. All other hotel concentrations are either highway-oriented, or proximate to a major retail shopping center but lack walkability (i.e. The Shops at Fort Union in the Midvale area).

The Sandy submarket is characterized by a share of Upper Midscale and Upscale hotel flags. The area also includes a number of older economy and midscale hotels, but new development is unlikely to view these value alternatives as true competitors as they attract a separate market audience. The newer hotels in the area have performed well, with annual average occupancy rates increasing consistently since 2014 to 74% in 2017.

With the broader market lacking any urban hospitality offerings outside downtown Salt Lake City, Sandy has the opportunity to address this market gap with hotel offerings in a more lifestyle-oriented, walkable mixed-use district. Sandy has already begun to prove out the market for higher-end hospitality offerings, making it better positioned to fill this niche than any other suburban hospitality cores, which are dominated by lower chain scales and/or have fewer



Figure 212 - Hyatt House (Cairns District)

### Hotel Keys By Chain Scale (2018)

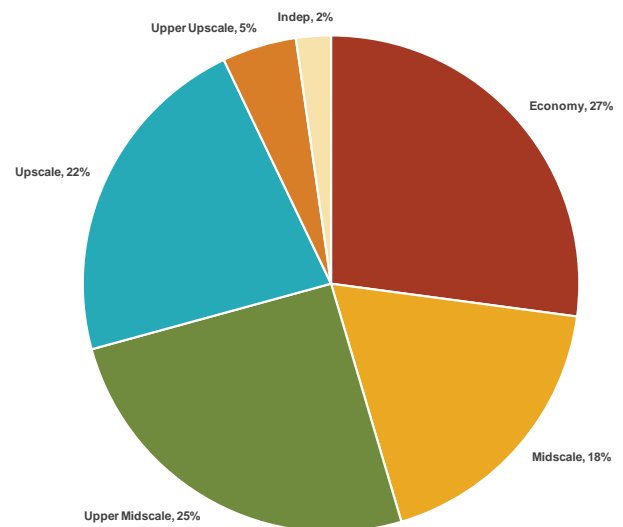


Figure 213 - Hotel Keys by Chain Scale (2018)  
Source: Smith Travel Research: RCLCO

demand drivers likely to be supportive of higher average daily rates.

Development in the next 15 years will be critical to the success of the Stadium Village area, as well as the overall Cairns District Master Plan. The consultant looked at the cumulative development opportunity for the study area to determine what these near-term opportunities should be within the area, rather than per scenario. These considerations were then integrated into each scenario and the subsequent analysis; however, it is important to note that this analysis looked at only the next 15 years and not a full build-out of the area, which is likely to be much longer term than the next 15 years – probably closer to 30 years in the future. This approach facilitates the phasing recommendations for development and land use decision-making as projects are proposed to the City.



Figure 211 - Hilton Garden Inn (Cairns District)



	CUMULATIVE OPPORTUNITY - BASELINE		
Land Use	2019 - 2024	2025 - 2029	2030 - 2034
Residential, Multi-Family	355 Units	975 Units	1,800 Units
Residential, Attached	55 Units	110 Units	155 Units
Office	174,600 S.F.	368,400 S.F.	657,600 S.F.
Retail, Services & Entertainment	15,000 S.F.	35,000 S.F.	90,000 S.F.
Hospitality	140 Keys	210 Keys	320 Keys

Figure 214 - Cumulative Opportunity - Baseline

The table above summarizes the baseline opportunity in five-year increments: 2019 – 2024, 2025 – 2029, and 2030 – 2034.

Building on this strategically-driven proposed phasing to mature the market, several special attributes were identified by land use to enhance the respective development opportunities in the Stadium Village area, underscored by the natural amenity of the viewshed of the Wasatch Mountains and the Rio Tinto Stadium itself.

Ultimately, this Master Plan is built on carefully framed and reinforced factors and considerations based on city policy, best practices, a keen collective knowledge of the market as well as that of Sandy City. These factors and considerations cannot just be cherry-picked in isolation; they must be maintained and related collectively to the plan as it unfolds into development and real places for people over time if

the plan is to play the critical organizing role interrelating complex redevelopment across multiple ownership interests and, ultimately, a reminder of enduring collective vision.

Finally, it cannot be reinforced enough that block-level city design that brings together the neighborhood, rather than buffering it from itself and other neighborhoods, could provide a 20% to 25% increase in the level of uses identified in the market captured and absorbed in the Stadium Village.

## URBAN DESIGN & COMMUNITY SPACES

The reliance on building- and block-scale urban design in this master plan report and the master plan itself—as is mandated in the Cairns Master Plan—is self-evident.



Figure 215 - Example of Urban Design (not a representation of Sandy Stadium Village) - O'Brien Architects

## CONNECTED MOBILITY NETWORK

Within each of the alternative scenario plans below, the following roadways remain unchanged from either how they exist today in terms of alignment or how they are already approved to be designed and integrated in the near-term:

- The 9270 South reconnection across State Street is an important connection that provides better access to the stadium, a more direct route to the TRAX station, as well as enhanced and safer crossings for pedestrians and bicycle users. This route, although not implemented yet, was incorporated into each development scenario.
- Additionally, 9400 South remained in place with some suggested improvements that will ultimately be dependent upon UDOT's improvements to I-15 and 9000 South. The Monroe Street alignment from 9000 South to 9400 South was also integrated to bring an additional north-south connection to the site but stopped at 9400 South to preserve the single-family neighborhood just south of that roadway.

Within the context of those projects, a step-by-step process allowed the consultant team to work with City Staff and other entities, such as UDOT and UTA, to ensure that the recommendations of this plan aligns with other transportation projects currently underway or that are proposed in the future. For example, the alignment of 9270 South with 9200 South around the stadium is an opportunity to ensure enhanced connectivity options, such as bike lanes or wider sidewalks, are integrated and create a better environment for pedestrians and future development. In that same context, UDOT's I-15 project around 9000 South and 9400 South has already had significant impacts (UDOT Work Session and Coordination - June 2018) on the potential redevelopment of the area and throughout the initiative the consultant team has had open conversations with the organization to discuss design implications and recommendations for enhanced connectivity with minimal impact.

Each scenario below also integrates the unique opportunity presented by the canal easements as a multi-use path or trail to improve connectivity through the area and to provide an amenity to visitors and residents. This type of project would require a higher level of cooperation with regional agencies but would provide a significant pedestrian-oriented environment and amenity through added connectivity from an otherwise barrier condition within the study area.

### STADIUM VILLAGE MASTER FRAMEWORK



Figure 216 - Framework Plan





The redevelopment opportunity of the Stadium Village area is not limited to one outcome; rather, how can an emphasis on various land uses direct redevelopment and help prioritize community decision-making?

# Development Scenarios

*“Let’s do what  
we can to  
make this area  
more walkable,  
bikeable, [and]  
pedestrian  
friendly.”*

**SANDY STAKEHOLDER**

JUNE 2018



# DEVELOPMENT SCENARIOS

In developing the alternative scenarios as a precursor to the crafting of the preferred scenario represented in the master plan, four levels of considerations were utilized: universal principles, influencing factors, emerging character areas setting the stage for scenarios, and a common palette of uses tested through the initial three scenarios.

## CONSIDERATION ONE: UNIVERSAL PRINCIPLES

In developing the various scenarios considered to facilitate a preferred scenario, the following universal principles were utilized for all scenarios:

1. **Creating a Center for the Stadium Village** – The Stadium is a de facto center. The alternative scenarios and the ultimate master plan simply build on this truth.
2. **Organizing the village around blocks and buildings with uses as secondary consideration** – authentic neighborhoods, especially “downtown” neighborhoods are a collection of transitions of streets and trails as well as urban watershed corridors anchoring private buildings designed with enduring qualities, public spaces and private spaces. This authentic organic structure allows for uses to evolve and relate to one another as they transpose themselves across buildings and the people spaces gluing them together.
3. **Integration of residential to create a neighborhood character** – Commercial destinations that go dark literally every night when everyone leaves to go home somewhere else is simply contrary to a place that creates tradition, culture and mythology—qualities that are necessary to be more than just pods of product related by nothing more than major arterials tethering large parking fields that waste substantial fiscal resources. Those resources, ultimately, will be required to fund effectively more locally-responsive, people-spaces such as plazas, effective sidewalks and other people-focused infrastructure to bring the master plan to life
4. **Maintaining walkability** – What else needs to be said about an almost now universally recognized approach to development in central destination locales?



Figure 301 - Examples of Universal Principles



## CONSIDERATION TWO: INFLUENCING FACTORS

It is important to remember that there is no crystal ball associated with real estate development. Projecting future demands and trends is a virtually impossible task because of the many factors that are involved in making projections. The efforts undertaken to create a preferred development scenario for the Stadium Village entailed an approach intended to address the multitude of factors involved in making reasonable projections. The factors utilized to formulate a preferred development scenario are as follows:

1. **Complementing the other Cairns District Villages** – The Cairns Master Plan was carefully crafted to take advantage of the overall location and its internal transition of unique characteristics. The Stadium Village is a critical standalone destination that will benefit from connectivity and context.
2. **Synergy with the Stadium** – Stadium integration, in terms of both design and program, is the driver. A failure to do so relegates the area to marginal change.

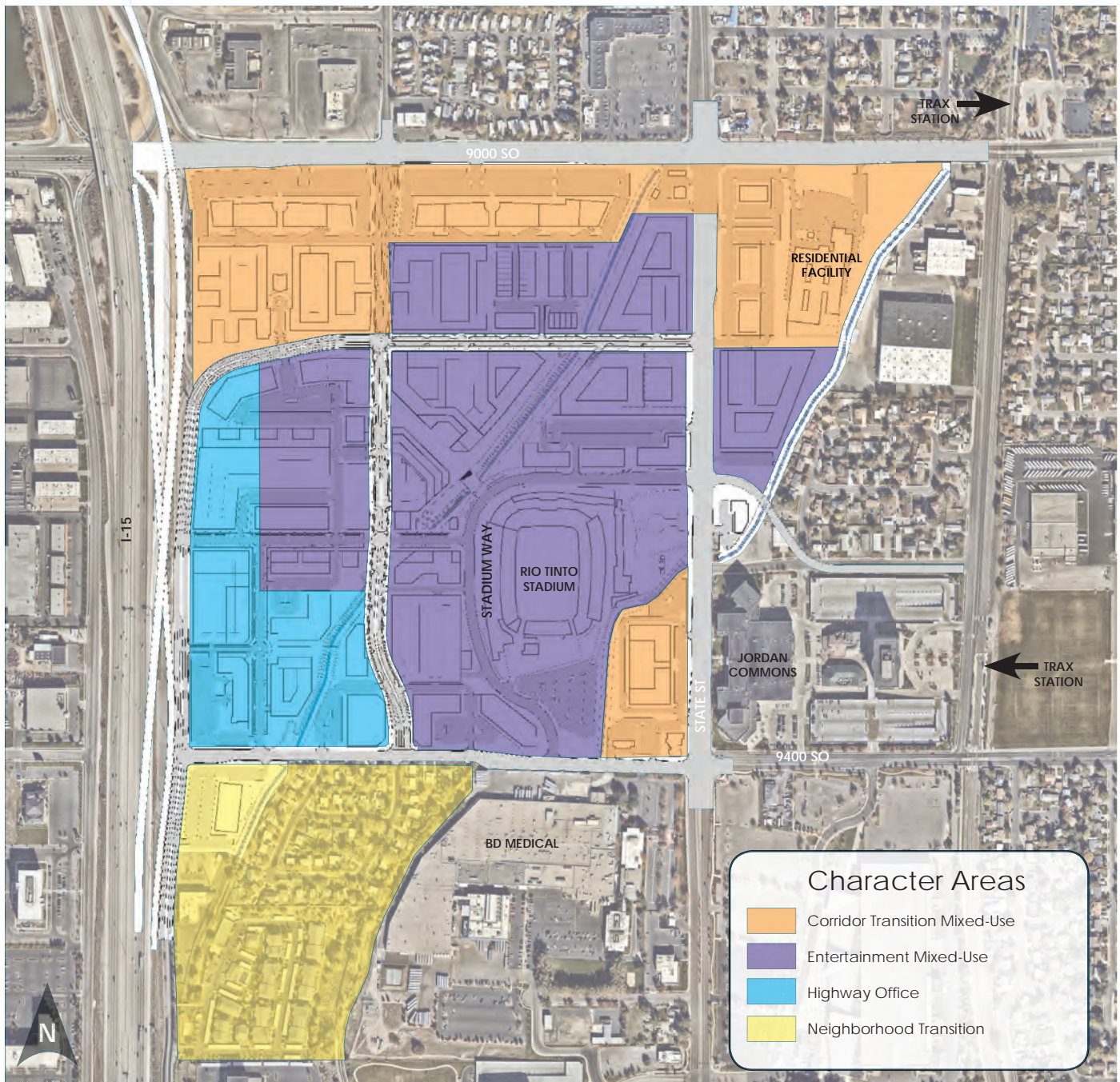


Figure 302 - Sandy Stadium Village Character Areas

3. **Priority on replacing Industrial uses with Office** – Creating a context for office in terms of implementing higher end walkable residential neighborhoods—a key for substantial regional market capture—provides a leverage given the locational strength of the village that is preeminent.
4. **The Role of Monroe Street, the Canals and 9000 South** – Monroe primarily is primarily designed for facilitating peak hour capacity; so mitigating its barrier effect and that of the canals will be critical to realizing true mixed use in a walkable context.

## CONSIDERATION THREE: EMERGING CHARACTER AREAS, SETTING THE STAGE FOR SCENARIOS

During the project's design workshop, character areas begin to emerge. Ultimately, the character areas depicted below evolved during the crafting of the preferred scenario from the original three scenarios. That evolution was critical as it set the base for the Regulating Plan presented in Chapter 6 for the recommendation of city-initiated rezoning to calibrate the entitlement to this master plan so that the resulting build environment represents the vision and approach established herein with the resulting development patterns, neighborhood function, stadium integration and use program materializing robustly as envisioned in this plan.

Ultimately the Corridor Area along 9000 South contracted as the Entertainment Area emerged a true mixed-use destination with a series of activated spaces acting both as linkages but also standalone places.

## CONSIDERATION FOUR: PALETTE OF USES TESTED THROUGH THE INITIAL THREE SCENARIOS

In developing the three alternative scenarios defined below, the initial character areas described above and the market analysis set the stage for the planning, testing and activation considerations for each of the initial scenarios analyzed through different intensities, alternative co-tenancies, as well as uses distributed in varied locations and in different building types

### SCENARIO 1: Entertainment Mixed-Use

This scenario depicts over four million square feet of built space over half of which consists of Multi-family housing. The next largest building categories are office (15%) and hotels (10%). The smallest building category is single family townhomes (3%). The planning horizon under this scenario is anywhere from 20-30 years with the initial phases possibly occurring within five to ten years.

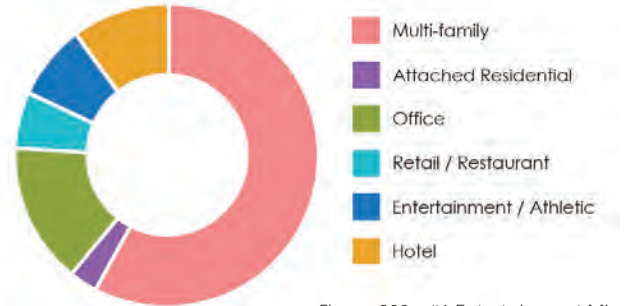


Figure 303 - #1 Entertainment Mixed Use

### SCENARIO 2: Employment Mixed-Use

This scenario depicts over three million square feet of built space with both Multi-family and Office at 32%. The next closest category is retail/restaurant (14%) and Attached Residential (9%). Entertainment / Athletic uses are the lowest concentration (5%) and Hotel just slightly more (7%).

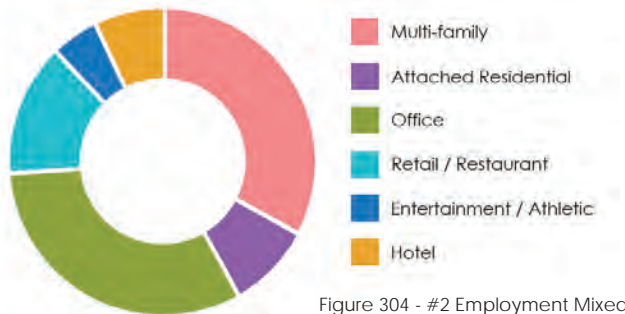


Figure 304 - #2 Employment Mixed Use

### SCENARIO 3: Residential Mixed-Use

This scenario depicts almost four million square feet of built space with Multi-family as the highest (51%) followed closely by Office (23%). Retail and Restaurant uses are third (10%) followed closely by Townhomes (8%), Hotel (5%) and Entertainment/Athletic uses (3%).

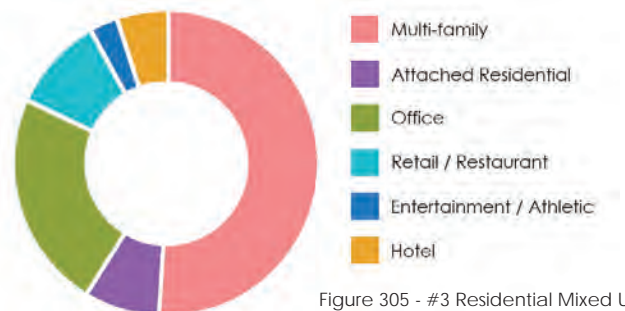


Figure 305 - #3 Residential Mixed Use



## SCENARIO #1 : ENTERTAINMENT MIXED-USE



Figure 306- Rio Tinto Stadium

This redevelopment scenario contemplates a stadium-focused, sports-themed urban district containing a mix of office, retail, hospitality and urban residential land uses organized around a loose grid of local streets. It seeks to create stronger synergy between the Expo Center, Jordan Commons and Rio Tinto Stadium by creating a base of complementary facilities and activities intended to enhance and extend the visitor experience. It features an expanded “outside the gates” retail-heavy fan experience designed to prolong stadium visits and spending, and to serve as the district’s public “commons” on non-game days. The district is also positioned as a potential hub for the growing business of youth sports with specialized facilities for team/league events and athletic training.

This scenario has a total residential build out greater than Scenario 3, the Residential Mixed-Use Scenario. That circumstance resulted from the fact that a substantial amount of distributed residential as assumed as needed to keep the heavy entertainment context vital day time and night time as well as every day of the week regardless of specific events, sports or shows at any given time.



Figure 307- Example of Mixed-Use Entertainment - Westgate Entertainment District, Glendale AZ



SCENARIO #1 :  
ENTERTAINMENT MIXED-USE



Figure 308 - Scenario #1 Entertainment Mixed Use



## SCENARIO #2 : EMPLOYMENT MIXED-USE



Figure 309 - Scenario #2 Employment Mixed Use

## SCENARIO #2 : EMPLOYMENT MIXED-USE

This redevelopment scenario contemplates an employment-focused, mixed-use environment with significant integration of residential and stadium-associated entertainment uses. It seeks to create a stronger connection to the TRAX system and provide a district where people can live and work without having to get in their car and drive.

The scenario features a new “Main Street” that recreates the pedestrian-friendly environment found in small downtowns throughout the country, but also that reinforces the outside-the-gates experience for Stadium visitors and patrons. This street could be designed to be temporarily closed for special game day events or City-wide events as well.

## SCENARIO #3 : RESIDENTIAL MIXED-USE

This redevelopment scenario contemplates a residential-focused environment with a mix of uses around the Stadium that transitions to the surrounding single family and neighborhood fabric to the north and south. Reinforced through stakeholder discussions and feedback, this area is most suitable relative to other locations in the city for urban residential, such as multi-family and townhomes.

The integration of a mixed-residential neighborhood creates sustainable neighborhoods for the long term and encourages complementary retail uses such as more restaurants. That in turn implicates workforce housing.

Workforce housing, more prevalent in this kind of neighborhood, enables a better retail service base, especially for the anticipated hospitality cluster associated with the stadium. In addition, a variety of housing creates the true social base for Cairns as a second regional downtown. The introduction of higher-end multifamily and townhomes along with the preservation and enhancement of the neighborhood to the south of 9400 South would provide meaningful choice in housing for the current and new residents and families in the neighborhood to move up the professional ladder, rather than having to move out of the neighborhood.



Figure 310 - Cityline in Richardson, TX



Figure 311 - Jack Kemp Excellence in Affordable and Workforce Housing Awards 2018 Finalist: Greenwich Park Apartments  
Developer & Owner: Mercy Housing Lakefront  
Partners: PNC

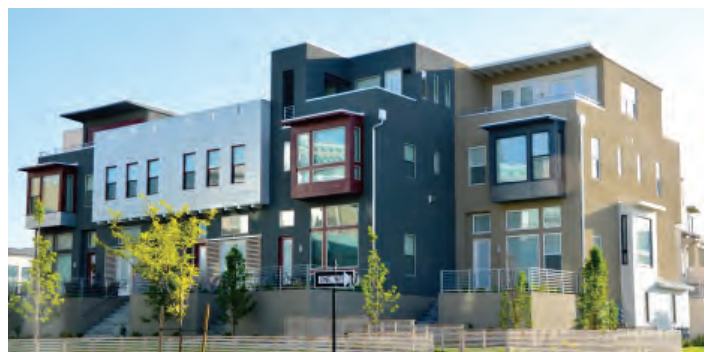


Figure 312 - Soda Row Townhomes, Daybreak UT

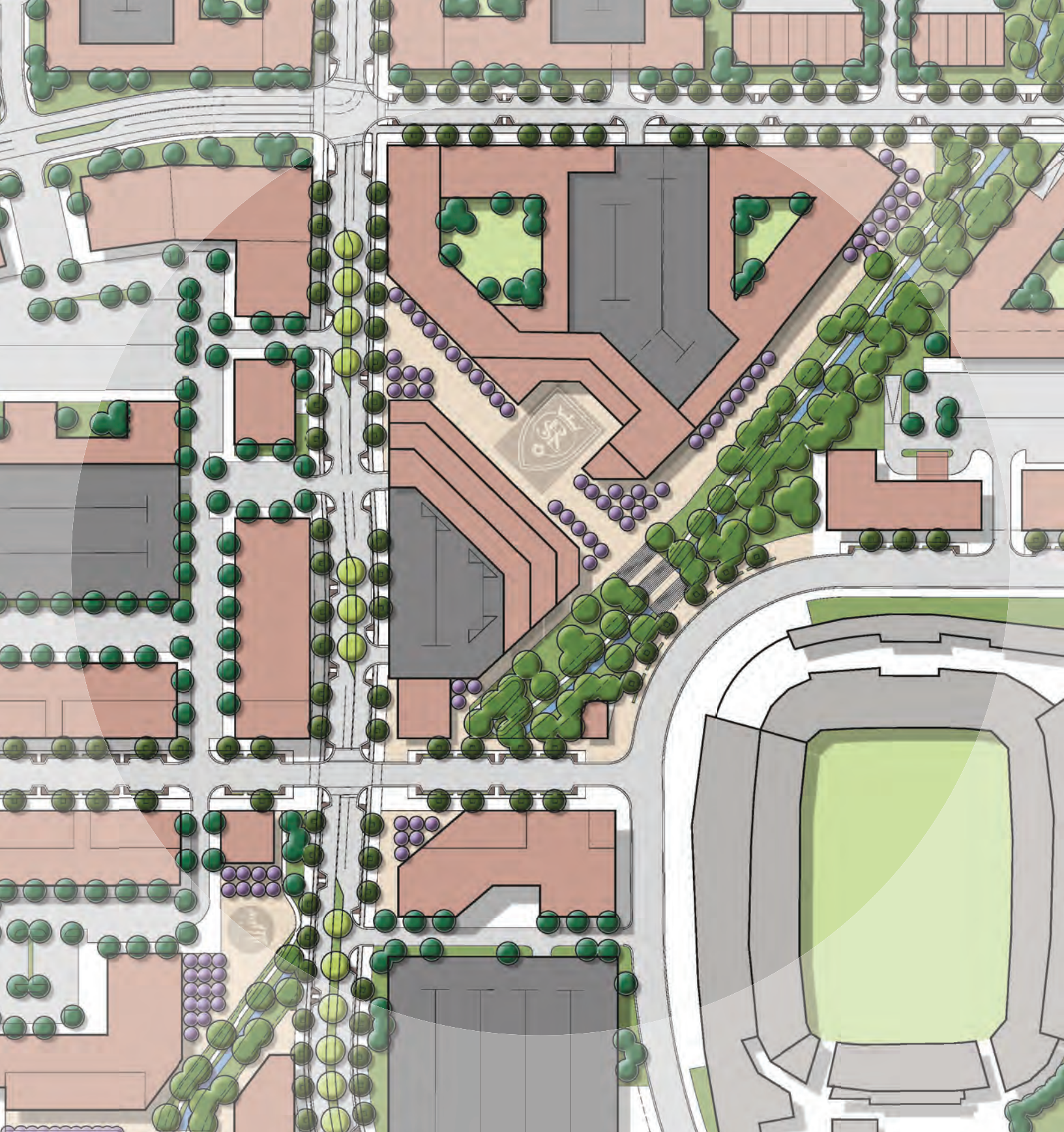


SCENARIO #3 :  
RESIDENTIAL MIXED-USE



Figure 313 - Scenario #3 Residential Mixed Use





The generation of multiple development scenarios led to a wealth of knowledge and understanding of what Stadium Village could become. With this new found recognition what might the future carrying capacity actually be with the creation of a preferred scenario?

# Preferred Scenario



*“Connecting  
new downtown  
Sandy with the  
rest of Sandy via  
bike, light rail, or  
shuttle should be  
at the forefront of  
conversation”*

**SANDY STAKEHOLDER**

JULY 2018

# PREFERRED SCENARIO



Figure 401 - Rendering of Sandy Stadium Village Preferred Scenario

## PERSONALITY AND DEVELOPMENT STRATEGIES

The preferred scenario depicts almost five million six hundred thousand (5,600,000) square feet of built space with multi-family as the highest (59%) followed by Office (26%). Retail and Restaurant uses are third (7%) followed by Hotel (5%), Storage (2%) and Townhomes (1%). The 59% residential by space to be developed is key in creating a constant buzz of life and activity if this area is to truly be a major downtown of the region. The key will be that the 59% approximate residential must represent a rich variety of housing so that the economic and cultural base of the area becomes authentic and sustainable.



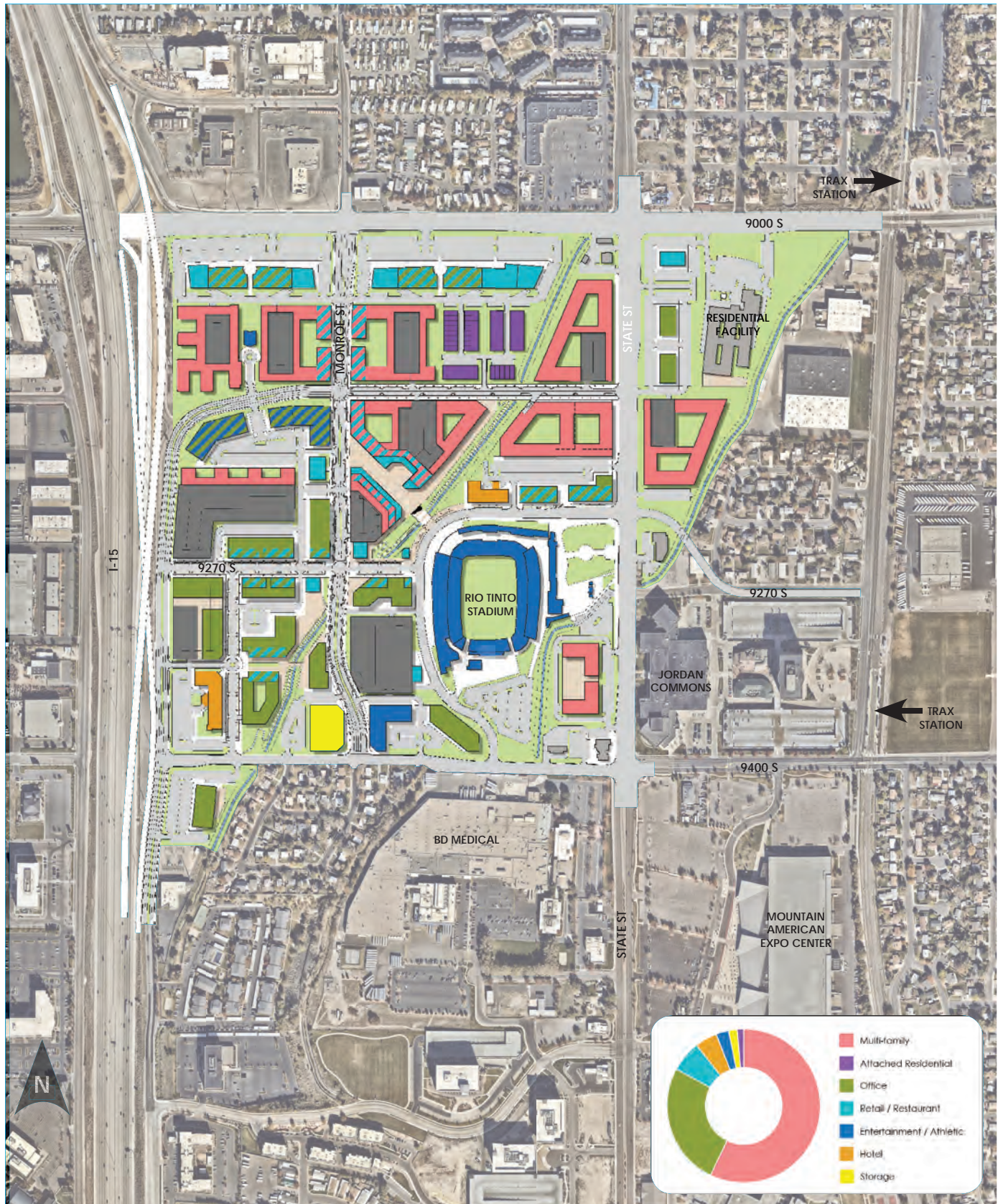


Figure 402 - Sandy Stadium Village Preferred Scenario - Land Use



## Open Space Network

The Open Space Network of the preferred scenario is a key to the functional integration of all transportation modes as its respective component elements such as pocket parks, courtyards and trails anchor the redevelopment within the character zone areas while tethering them to their destination for activation of special spaces and places for the employees and residents alike.

The historic irrigation canals traversing the Stadium Village Area and represent significant opportunities and constraints

for the master plan. The canals run diagonally across the site, creating challenging angles relative to the proposed grid system. Both canals are privately owned and will require artful negotiation with each ownership group to allow landscaping improvements along these corridors. In addition, the expense of piping these canals along significant stretches will be cost prohibitive and negotiating pedestrian access agreements may be difficult.

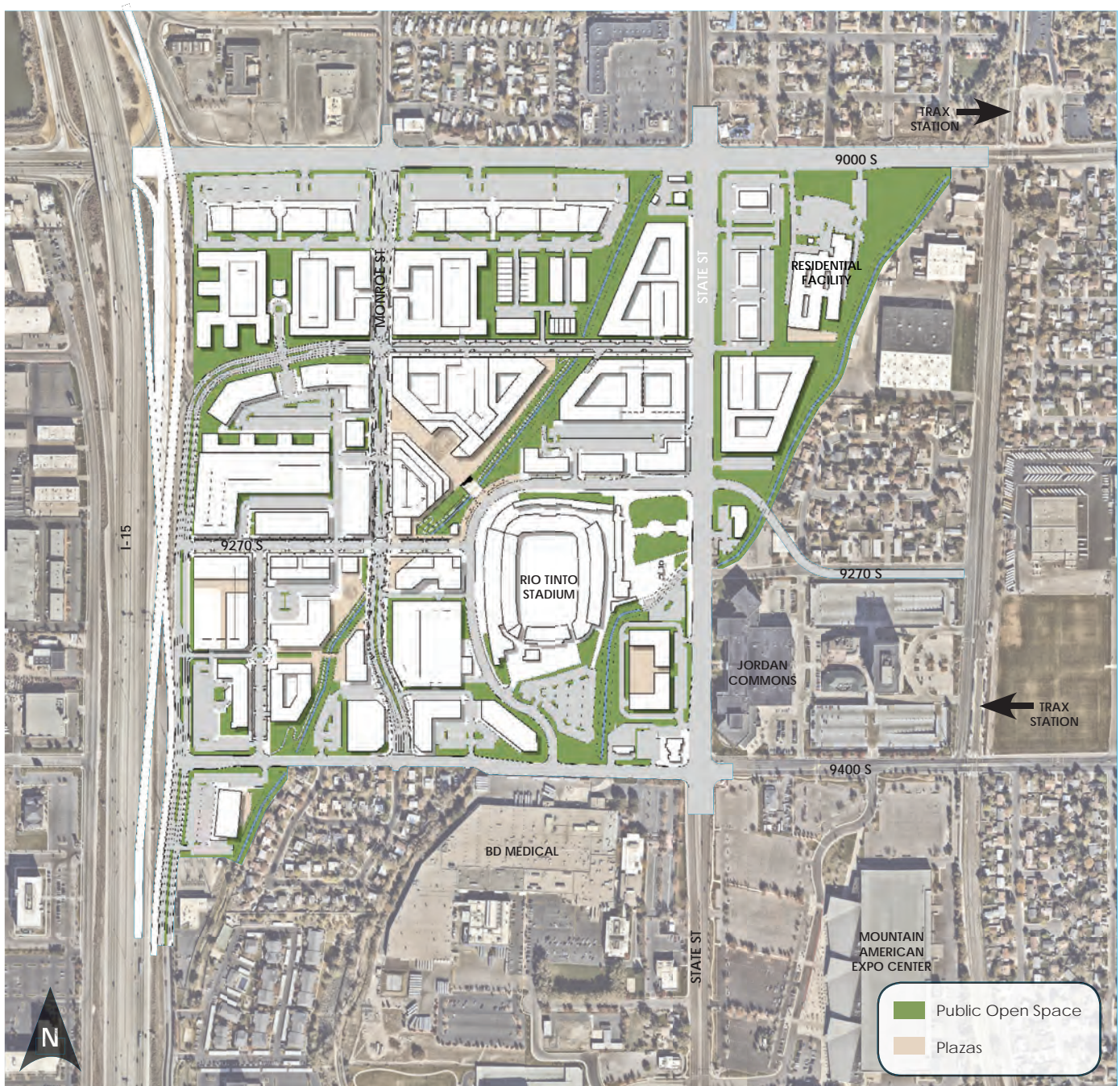


Figure 403 - Sandy Stadium Village Preferred Scenario - Open Space



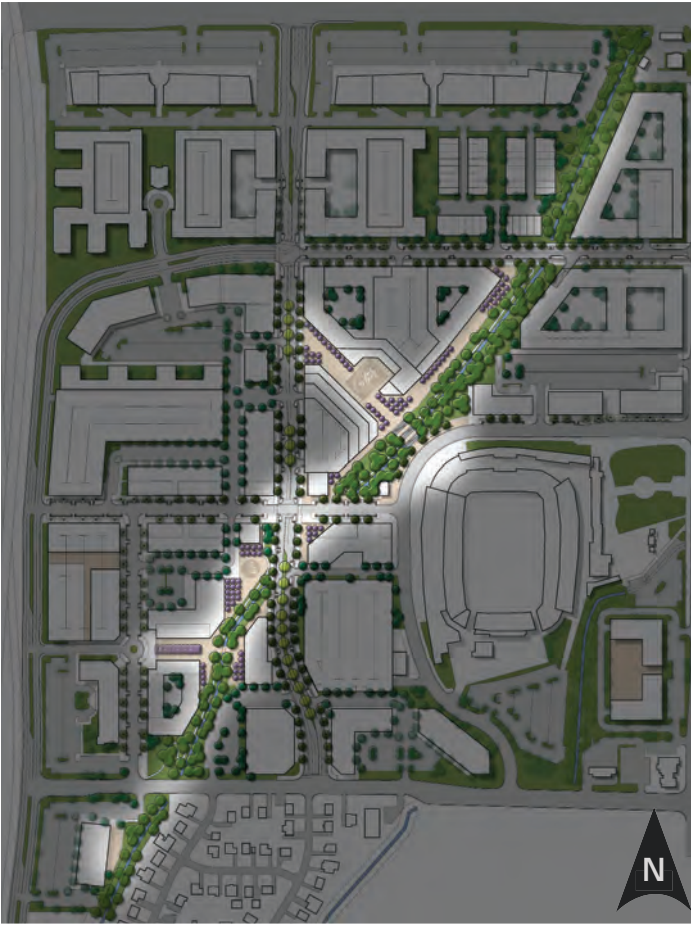


Figure 404 - Focused Open Space Corridor and Plaza Network



Figure 405 - Existing Canal Corridor West of Stadium



Figure 406 - Dry Creek Restoration Project Interpretive Signage



Figure 407 - Dry Creek Restoration Project with Pedestrian Improvements



Conversely, these canal corridors represent an outstanding opportunity as a central unifying element within the plan. In the Preferred Scenario a trail is introduced on the west side of the canal. This trail connects a series of pedestrian plazas and amenity areas that front approximately 2000 feet of the canal corridor. A grand staircase is proposed to cross the canal at the northwest corner of Rio Tinto Stadium leading to the Royal Plaza and primary entertainment core. This linear canal trail and plaza network is the heart of the Village.

## A Regional Sports/Food Destination

This area is anchored by a centrally located, stadium-adjacent hospitality/retail core centered on the northwest entrance to the stadium and areas to the immediate north. This central activity area extends to the north to frame the entrance to the district along New Monroe, and east-west into the office core planned between New Monroe and I-15, linking this area to the stadium. Offices and larger format commercial uses are located at the outer edges of the district, with residential and small-format retail clustered in the middle. Over time, the west side of State Street transitions to a neater, greener edge with older, suburban-style buildings phased-out and replaced with newer stadium outbuildings, smaller-format retail and greenspace.

The nucleus of the district is an open-ended, courtyard style superblock that contains a dense mix of retail, hotel, apartments and offices that enclose an elevated outdoor public space. These tightly- grouped buildings anchor the district and make a through-block connection New Monroe. The new plaza outdoor space can serve as an expanded pre-function area on game days (e.g. concerts, pep rallies, exhibitions etc.) and, outfitted with giant outdoor TV's, becomes a metro- wide destination for group-viewing of televised sports on away days (i.e. World Cup, World Series, NFL Playoffs, Olympics and away games for BYU, U of U, Utah Jazz and Real Salt Lake).

The space's interior is lined with commercial tenants featuring a curated collection of local and specialty national restaurants. This court also serves as restaurant row for the nearby office and residential blocks. The restaurants feature auxiliary outdoor seating areas that spill into the interior court and are separated by subtle design features such as planter boxes, risers and decorative railings etc. The exterior (street-facing) retail spaces may contain more restaurants, convenience, or sports- related retail such as an expanded Real team store or pro shop. In keeping with current retail trends, most merchandising is interactive and experiential with areas to have special sports/autograph clinics, game arcades, and equipment trials (indoor bike tracks, climbing walls, downhill simulators etc.)



Figure 408 - View Of The Grande Plaza Looking Northwest From The Top Of The Grand Staircase



The upper floors of the superblock may contain a mix of hotel rooms, offices and apartments occupying different vertical elements of the project. Structurally, the elevated floor of the piazza serves as the roof of a large underground parking structure that provides parking for on-site uses and for stadium events.

The open end of the living room lines up with - and responds architecturally to - the stadium's original grand staircase and establishes a strong physical connection between the two buildings. During stadium events, the adjoining section of Stadium Way can be closed to vehicular traffic allowing for seamless pedestrian flow and pop-up street vending.

Examples of sports-anchored retail districts of the type described here include: Ballpark Village (St Louis), Titletown (Green Bay), the Power & Light District (Kansas City), LA Live, 4th Street Live (Louisville) and various other "live" franchises developed by the Cordish Company

## Family Entertainment

Classic Fun Center, located in the northwest quadrant of the Stadium Village Area, has been a regional family entertainment destination for decades. The synergistic relationship to the stadium is an element that should be perpetuated. The Preferred Scenario shows a building configuration that is different than the existing Classic Fun Center facility, but this use is still implied as an important anchor component near the northwestern terminus of the Grande Plaza. It is also important to reinforce the locational benefits of a family entertainment component in this area because of its proximity to the high concentration of proposed residential uses nearby..



Figure 409 - Classic Fun Center



Figure 410 - Family Entertainment - Existing



Figure 411 - Family Entertainment - Future



## Major Place-Making Infrastructure

When Implemented Through A Catalytic Cip In Which The City Should Fund The Major Place-Making Infrastructure, The Preferred Scenario Sets Up The Area's Multiple Landowners To Function As A Single Entity. Established from an intentional yet organic set of inputs and considerations, the preferred scenario establishes the common vocabulary for several key opportunities. One is moving Sandy City's participation in incentives or other public investments in redevelopment contexts from a developer or project level to a neighborhood or district level. This sets the stage for form-based planning and rezoning and other activity that allows likeminded owners to take advantage of long-term value creation when the local government "sets the table" for a walkable mixed-use master plan, corresponding capital Improvements program (CIP) and a form-based zoning tool. Together, the plan, CIP and zoning tool creates a master developer context across multiple owners.

As a reminder the key initial strategies for this master plan included: (i) a weaving together of uses into a program that will evolve as reinvestment gains momentum; (ii) a connectivity and walkability network of transit, streets, trails and public spaces that will accommodate both match-day or other stadium event traffic as well as intimate neighborhood destinations for daily life; (iii) guidance on the effective and transparent role of the disposition of public land and incentives; and (iv) a phasing strategy of those public investments related with catalytic private development that plays both a market- reinforcement and an ascension of quality of life through an amenity-driven series of places.

## Personality Of Destination

A personality of the destination will emerge from the special function of the plaza, the canal bridge and the bridge's role in connecting to the stadium. Those considerations, especially No. ii connectivity and No. iii public land and incentives must be carefully considered as special and critical opportunities to serve the most special redevelopment within the subdistrict or character areas. For example, the transition space across the canal linking the stadium's grand staircase and the new Royal Plaza must be considered for contained café space; but at the same time transition from a new parallel protected bicycle lanes to the plaza area and back will be seen as the intersection of multiple uses and mobility options. The complexity of this intersection of trail, plaza, sidewalks, storefront bars properly designed and executed will create an amazing tension of intersectional movements of Real or Royal fans, tourists, local enthusiasts, neighborhood residents, foodies, etc. Accordingly, this public space is ripe for significant early public attention. Similarly, an opportunity has arisen for an urban park on the northside

of 9400 South between the future soccer museum and the neighbored to the south. This will enable a significant park to announce the entry into this major entertainment mixed use urban "playground." The park will also serve the current neighborhood south of 9400 South.

## Signature Architectural Vision

The preferred scenario utilizes the plaza as the transformational glue that pulls and bonds the character areas and literally the inhabitants and consumers of the village. The following are key attributes of the preferred scenario:

- The design of new Monroe Street, new 9270 South as a complete street, and the Royal Plaza as the signature gathering place in Sandy, which literally pulls the Employment Urban Campus to the Entertainment gravity, which is ironically dominant in program but not architecture;
- From an urban design standpoint, redevelopment should accentuate the stadium's role as the district's architectural centerpiece and main activity hub. The orientation and architecture of the buildings surrounding the stadium are intended to integrate the stadium grounds with surrounding development to encourage spillover activities, provide passive view opportunities, and to extend the game-day atmospherics within the stadium's "halo zone";
- The Royal Plaza should be considered an extension of the "halo zone" across the canal down from the stadium's grand staircase due to its transitional; and



Figure 412 - Grand Staircase Stadium Gateway



- Taller buildings outside of the stadium's immediate environs capitalize on views of the stadium and mountains and serve to enclose the district from I-15 and arterial streets. A view corridor preserves sightlines to the stadium for vehicles entering the district from the northwest.

## Resident Population

Finally, Urban environments that thrive typically have a robust resident population that is fully integrated with employment and entertainment uses. The presence of a 24-hour population will bring urban authenticity to the area and enhance the viability of proposed commercial uses. High density residential may also increase capture rates and reduce automobile trips leaving the Village.

The Preferred Scenario show highly amenitized urban scale residential products flanking both sides of 9120 South, extending from I-15 to the east side of State Street. This



Figure 414 - Mid Rise Residential (4-Story Wrap Product)



Figure 415 - Sego Townhomes in Daybreak



Figure 413 - High Rise Residential

type of residential development consists of 4 to 6 story midrise buildings that are wrapped around internal parking structures and interior courtyards. There is also a more traditional townhome component proposed just west of the canal on the north side of 9120 South. Generally speaking, the majority of the residential population occurs north of the stadium. However, there is an outstanding opportunity for high rise residential construction southeast of the stadium; positioned to capture view of the mountains to the east and the stadium pitch to the northwest.



## Establishing Carrying Capacity of the Village

While the preferred scenario findings identify a volume of uses identified by both non-residential square footages and residential units that do have representations associated with specific uses, the actual measure for consideration would be tied to an overall carrying capacity for the Stadium Village area. Said another way, the specifics associated with use are not an absolute because we are factoring, at the present stage, from a default of mixed-use until such time as the market can weigh in on the specifics associated with future implementation

## Block Structure

The proposed street network within the Stadium Village subdivides the area into 9 discrete super-blocks. Although larger in scale than ideal, these blocks have been designed with multiple opportunities for midblock paseos, alleys, and plazas to create a more fine-grain urban environment. Special attention was placed on creating an appropriate pedestrian environment around block perimeters. The public realm associated with the various street types will be described in greater detail in Chapter 5: Mobility Network.

Individual blocks contain a mix of uses. Block composition is determined by location within the Stadium Village Master



Figure 416 - Sandy Stadium Village Block Plan



Plan Area as well as the nature of the streets that define their perimeter. Pedestrian-friendly complete streets are a critical ingredient to activate block faces, encourage urban vitality, and maximize market potential. A complete block-by-block analysis of carrying capacity and associated proposed uses is provided in Appendix 3.

Specific blocks will play an important role in the catalytic phasing of the Stadium Village. This strategic phasing will be discussed in Chapter 7: Implementation

## BLOCK A

BLOCK A					
BLDG #	USE	S.F.	UNITS	LEVELS	STALLS
1	Commercial	10,400	0	1	0
2	Commercial / Office	19,000 / 19,000	0	2	0
3	Commercial / Office	19,000 / 19,000	0	2	0
4	Commercial	10,450	0	1	0
10	Residential / Parking	374,500 / 176,466	335	5	510
11	Residential / Parking / Commercial	331,650 / 188,569 / 23,350	331	5	580
Total	-	826,350	666	-	1,090

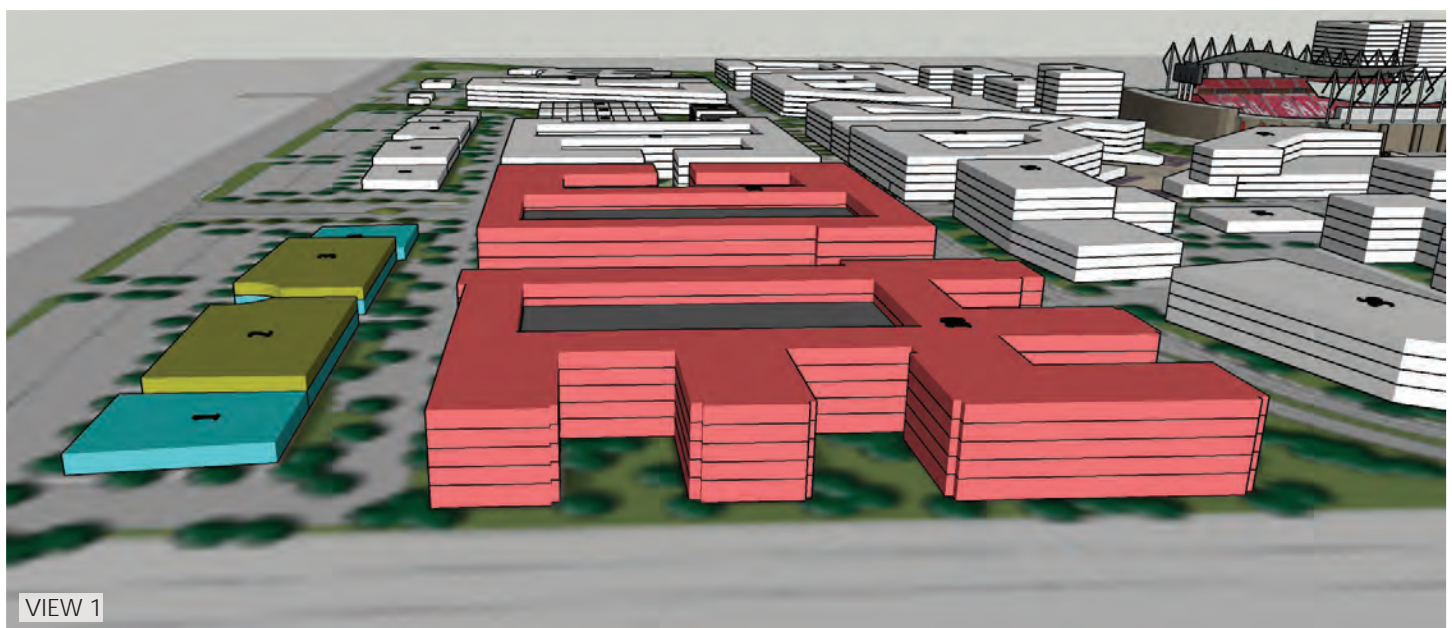
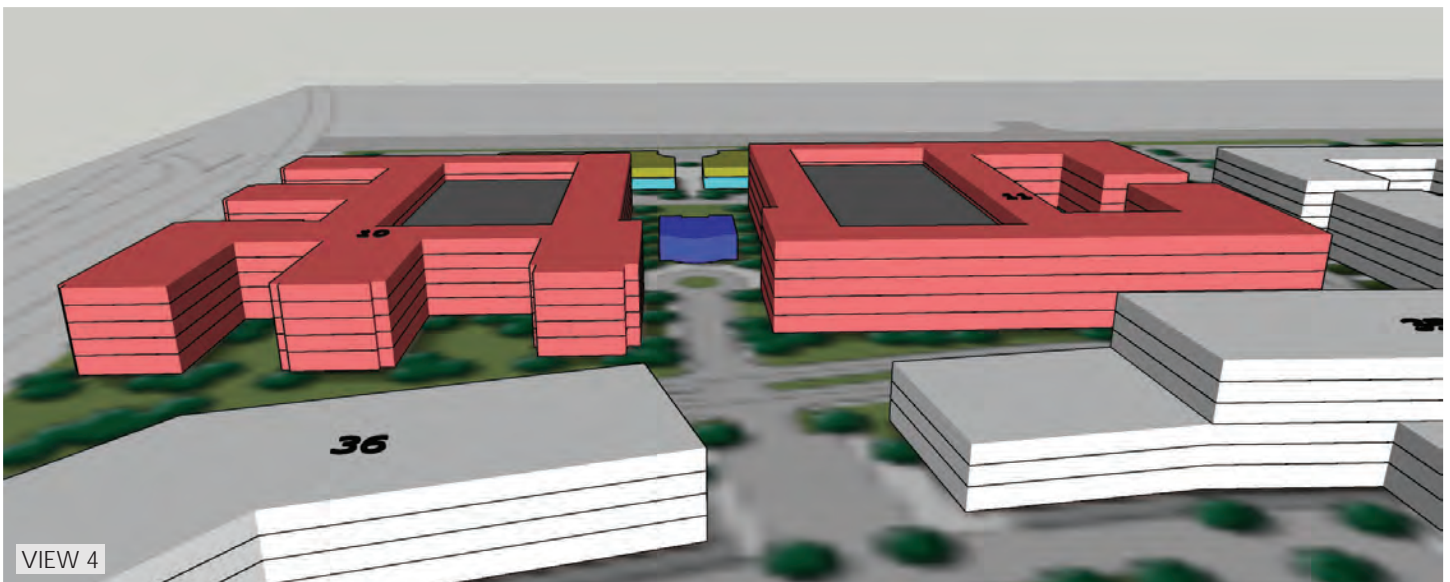
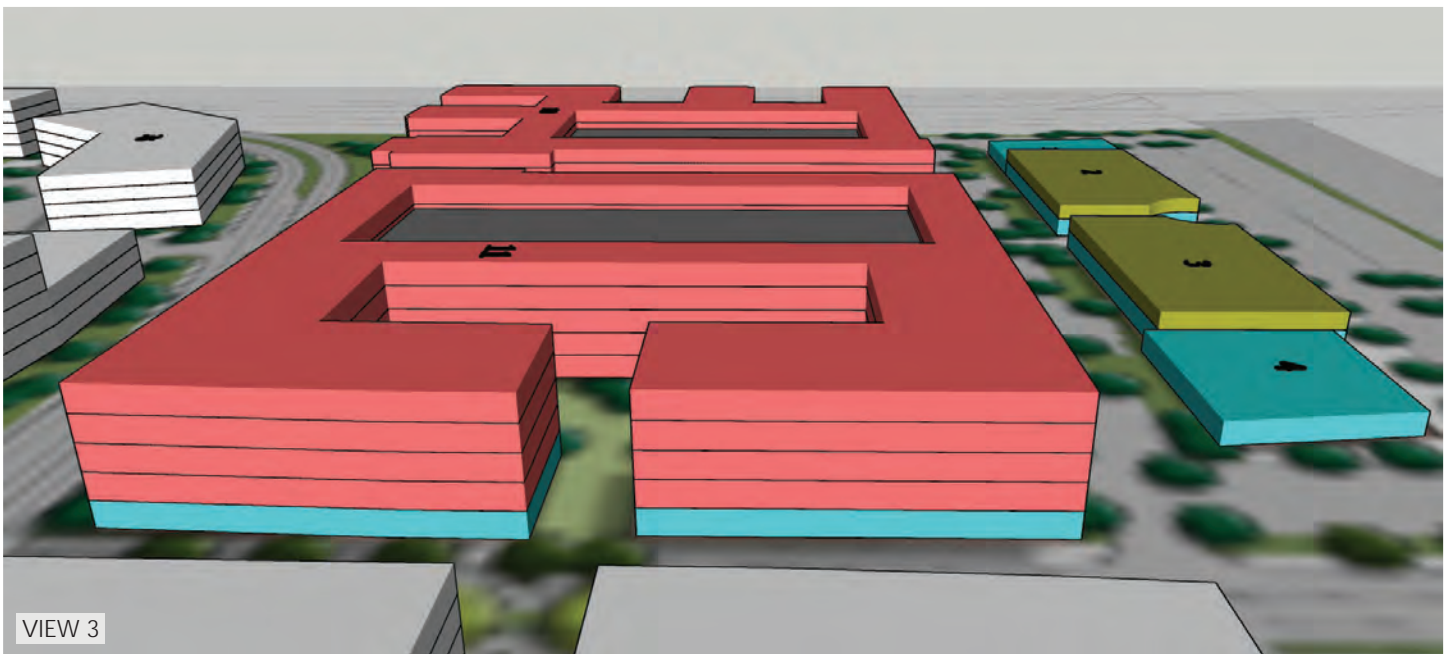
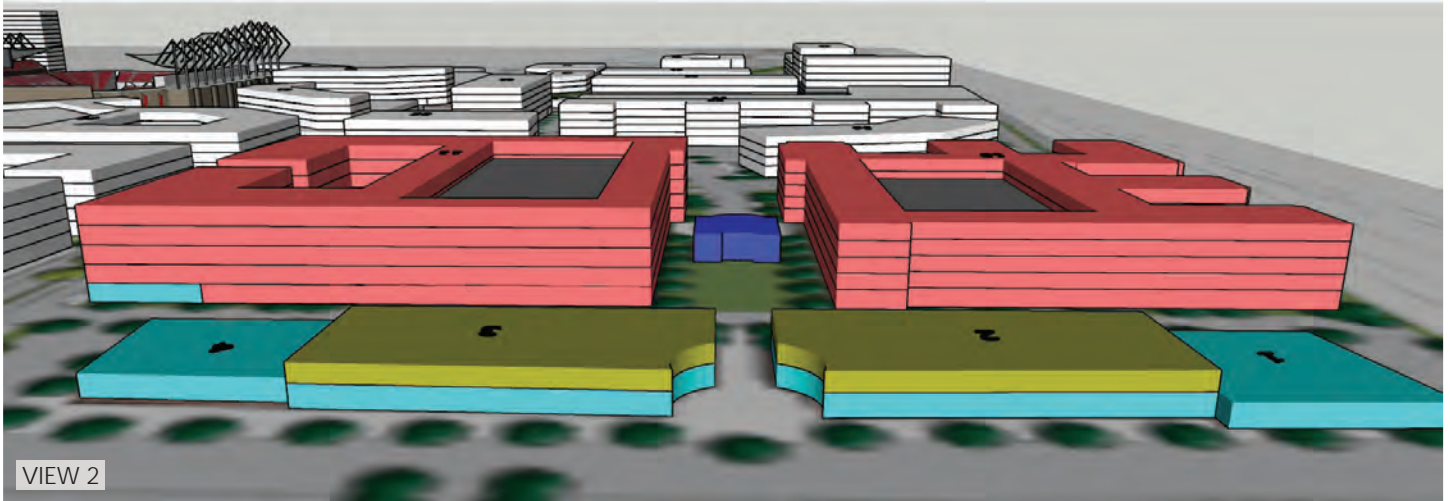


Figure 417 - Example of Block-By-Block Carrying Capacity Analysis





## Structural Massing

Consistent with the Cairns District requirements the Stadium Village includes Tier 1, 2, and 3 massing districts. Tier 3: High Rise (8+ stories) is proposed near the stadium to maximize the visual opportunities related to that facility. Tier 3 is also proposed adjacent to I-15 along both sides of 9270 South. Tiers 1 and 2 were assigned to correspond with potential

intensities that are likely to occur within each of the character zones. Tier 1: Low Rise (1 - 5 stories) is applied to the northern and southern edges of the Stadium Village Area. Tier 2: Mid Rise (4 - 10 stories) occupies the central core area.

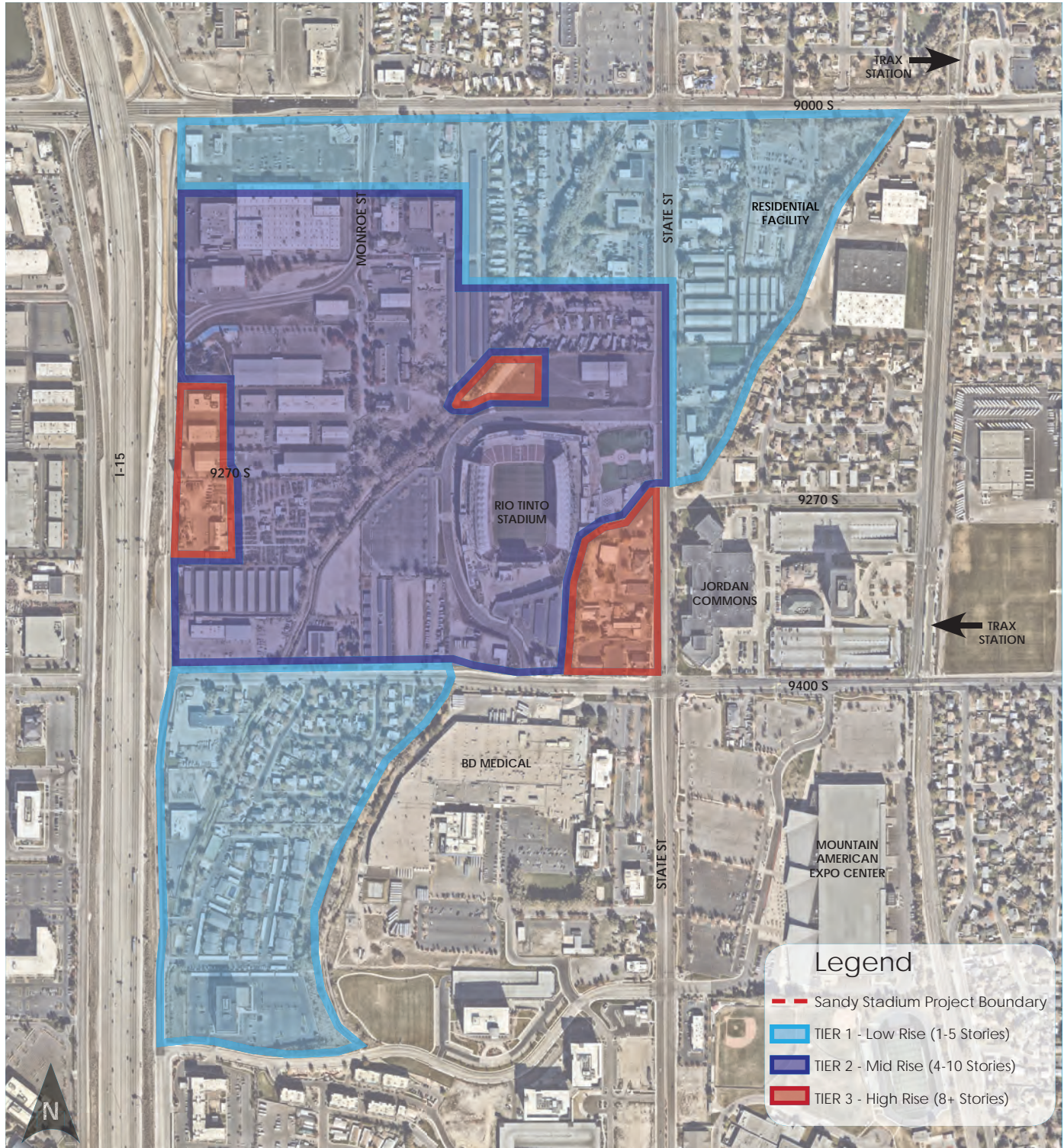


Figure 418 - Height Tier Area Map



## Gateways, Art, and Signage

As stated in the Cairns Master Plan, “Gateways should be located at key arrival points in The Cairns District, as well as key entrances to villages and special areas within The Cairns. This map shows potential locations for both primary and secondary gateways. The map also shows key sites to locate cairn inspired public art that can become a landmark within the district and promote The Cairns brand through a physical and artistic representation of cairns.”

The gateways, art and signage locations shown on the map (see Figure 419) are based on current and anticipated conditions, but as development occurs, new and/or alternative locations may become appropriate to correspond with actual building location and configuration.

The “Cairns” public art locations are based on highly visible, key pedestrian nodes within the Stadium Village, and are

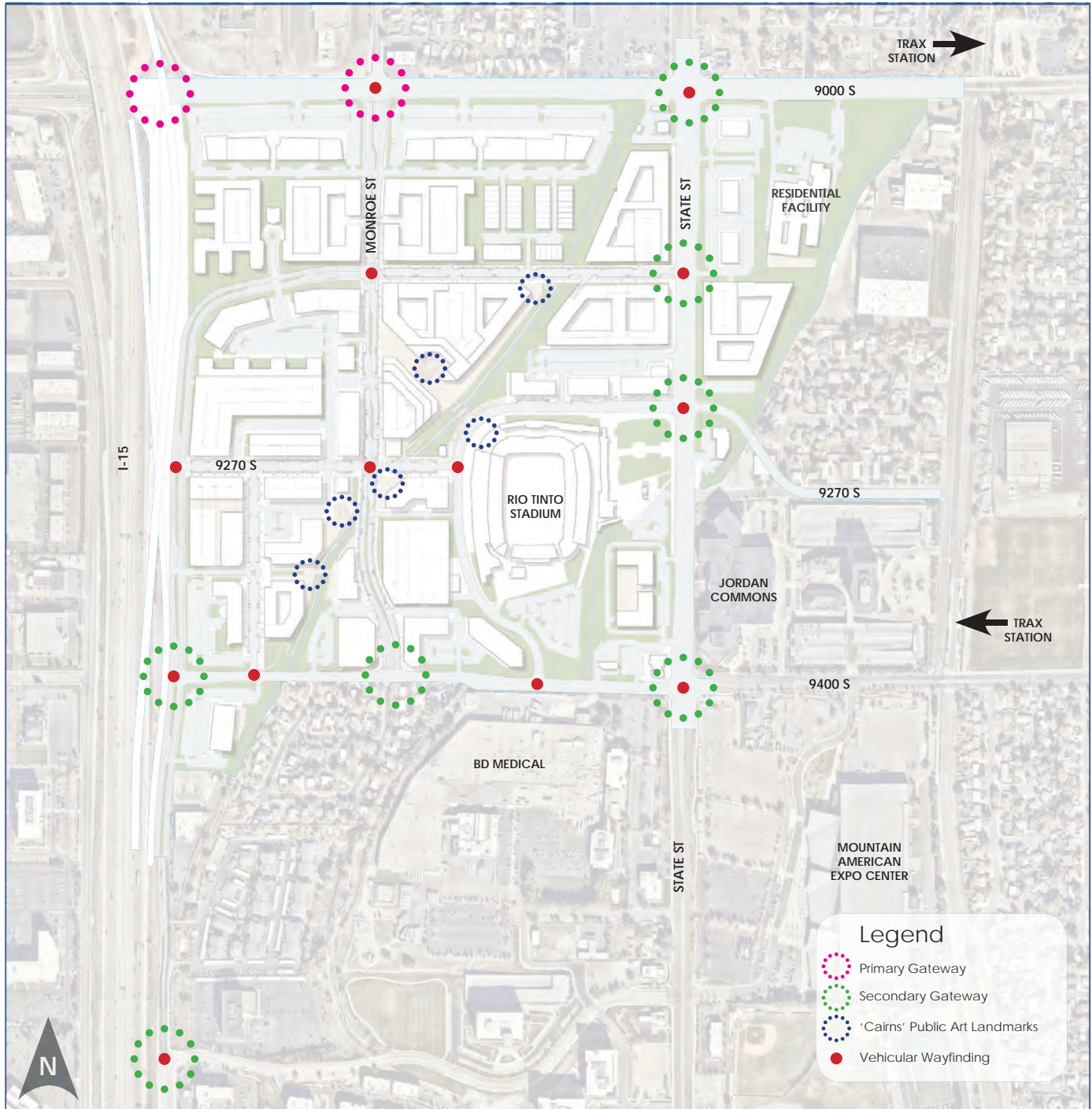


Figure 419 - Gateway, Art, and Wayfinding Signage in the Stadium Village Area



intended to be used to celebrate important gathering spaces within the interconnected open space and plaza network that fronts the canal. Over time, it may be appropriate to add more of these art landmarks as additional key gathering spaces are identified, or to enhance an important space that organically rises in prominence within the Stadium Village.

Potential vehicular wayfinding sign locations are marked on the map, but in general, these wayfinding signs should occur at or near key intersections, in order to direct vehicles to important locations within the Village.

Pedestrian wayfinding signs are not indicated on the map, but should be located throughout the Stadium Village, particularly along New Monroe, Stadium Way, 9270 So., 9120 So, along trails, and at or near intersections and open spaces. Specific locations for these signs should be determined by Sandy City in response to development in the Village and as important pedestrian patterns emerge



Figure 420 - Example of Cairns District Wayfinding Monument



An analysis of opportunities to connect open space, trails, road networks and transit throughout the Stadium Village area under the preferred land use scenario.

# Mobility Network



*"...we should  
seriously consider  
more convenient  
modes of public  
transit such as  
light rail..."*

**SANDY STAKEHOLDER**

JULY 2018

# Cutting Edge Choice

The mobility network consists of a series of interrelated components that work in concert to establish a framework for development, resolve access and parking deficiencies, and provide increased transportation mode options within the Stadium Village. These components include appropriate street type identification, a diverse and interconnected pedestrian network, a safe environment for cyclists, increasing mobility on-demand options with a transit circulator and designated Lyft and Uber drop-off zones in strategic locations, and a shared parking strategy that accommodates everyday users and gameday patrons.

In addition to the redevelopment scenarios demonstrating the potential for various intensities of development under consistent land use and transportation elements, a mobility and connectivity framework is established to show how the block-by-block building potential can be intertwined to maximize not only vehicular connectivity, but also pedestrian and other transportation modes. This framework also takes into consideration the opportunity to expand on needed parking demand as redevelopment and development occurs and the opportunity to create shared parking strategies arises. A more detailed analysis of these elements can also be found in the Appendix.

## GRID CONFIGURATION

This master plan introduces a hierarchical grid system to address access and throughput deficiencies that currently exist in the area. The existing alignment and configuration of Monroe and 225 West is insufficient to accommodate peak traffic volumes heading northbound during PM rush hour or following events in Rio Tinto Stadium or Hale Center Theater. The extension of Monroe will provide a secondary north-south running relief valve; in concert with upgrades to 255 West as a 5-lane facility and State Street as the primary north-south arterial in the Cairns District.

The plan also introduces much needed east-west streets where historically none have existed between 9000 and 9400 South. 9120 South extends east of Monroe and provides an important connection to State Street. 9270 South is being reconfigured east of State Street to tie into the existing intersection at Stadium Way. West of the Stadium a new extension of 9270 West will provide an important connection to 255 West to complete the grid. The resulting grid pattern establishes a series of urban blocks as the canvas for redevelopment, allows increased walkability, and diffuses automobile congestion.



Figure 501 - Walkable Public Realm

## STADIUM VILLAGE MASTER FRAMEWORK

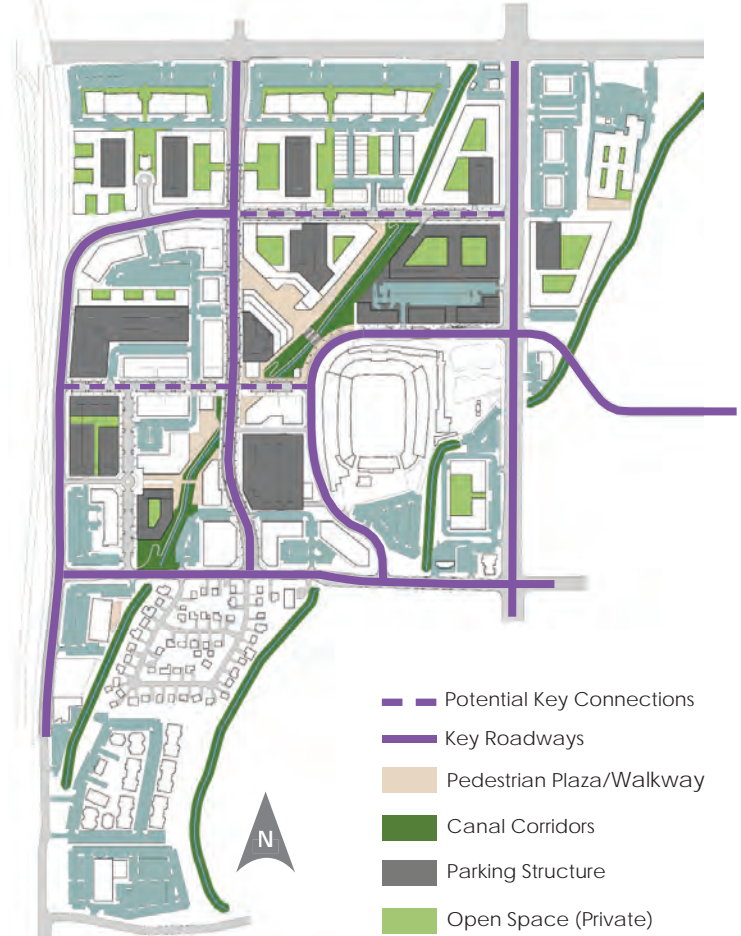


Figure 502 - Grid Network



## STREETSCAPE DESIGN TYPES

It is recognized that the primary function of the street network is to provide automobile access in and around the Stadium Village. However, the scale and character of these streets must also be designed to maximize the development potential within the Stadium Village. Achieving the critical balance between providing adequate flow within the correct environment has been a monumental challenge.

In previous work performed by Sandy City, design standards were developed that place a priority on the identification of Streetscape Design Type classifications. The assignment of various types determines not only aspects of traffic capacities, vehicular realm requirements and pedestrian realm requirements - the Streetscape Design Types also carry tremendous weight in establishing development parameters. For instance, the allowable Street Types carry with it design priority related to pedestrian and automobile functionality. The types are defined as follows:

- **Type 1** - A pedestrian-oriented street where there is very little vehicular and pedestrian interaction.
- **Type 2** - A pedestrian-oriented street with slower vehicular speeds, on-street parking, bicycle facilities and other complete street design elements that are conducive to walkability.
- **Type 3** - A shared roadway for pedestrians and motorists with on-street parking, higher speeds, wider sidewalks and building frontages.
- **Type 4** - A vehicular priority street with higher speeds and a greater number of lanes to allow more traffic movement.

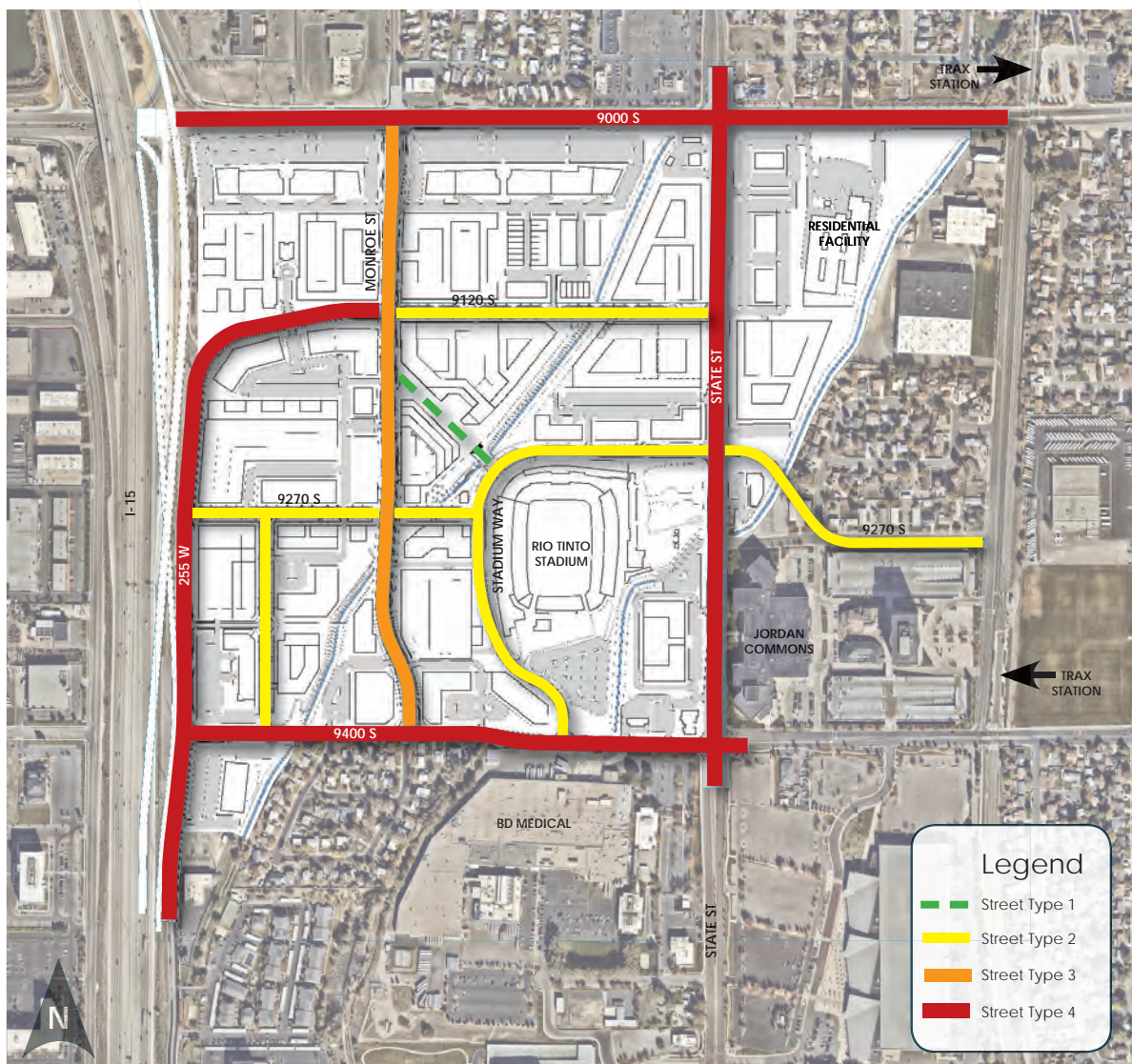


Figure 503 - Streetscape Design Types

What was determined in the assignment of Street Types, based upon early instructions that were given surrounding the desire for walkability within Stadium Village, was that there would be a reliance on the use of Street Type 2 because it allows for the best opportunity for the sharing of transportation space while placing the general priority on the pedestrian.

There was also the assigned priority for the need of major north-south automobile movement within the village. This would be provided through the application of a new thoroughfare project, which will be identified as Monroe Street. The Street Type assignment for Monroe Street became a heavily debated subject because of its powerful implications that would come through its assignment. It was quickly determined that Monroe Street would be either a Street Type 3 or 4. The differences between the two were drastic in that a Street Type 3 is classified as a shared space between pedestrian and automobile, while a Street Type 4 is almost solely the realm of the automobile. The conflict discussion, however, revolved more within the area of the development pattern that is established by each. In a Street Type 3 environment there is still an opportunity for allowing buildings to face the street allowing for pedestrian-based activity, whereas a Street Type 4 warrants buildings to turn their backs to the street requiring pedestrian engagement to occur on the inside portion of blocks rather than from the street directly. The decision was ultimately made that a Street Type 3 would be able to handle the capacity requirements needed to move traffic (in partnership with the application of 255 West as a Street Type 4) while providing for the reduction of pedestrian conflict along the street and the more robust development opportunities which a Street Type 3 is allowed to deliver.

The east-west alignments of the grid configuration within Stadium Village demanded that the responsibility for pedestrian activity would be accounted for through Street Type 2 assignments on 9120 South and 9270 South, while supporting north-south Street Type 2 assignments would be assigned to 200 West and Stadium Way.

A multitude of opportunities were assigned to the utilization of a Street Type 1 which would connect Monroe Street to Rio Tinto Stadium through a plaza that connects to an extension of the stadium's "Grand Staircase." The use of Street Type 1 was highly debated within the plan because of its orientation requirements for adjacent development. Thus, it was decided that the only location for recommended use was in creating the connection between Monroe Street and Rio Tinto Stadium.

The Cairns Master Plan identifies the realignment of 255 West as a Street Type 4 and the City has initiated a significant reconfiguration project at the intersection of Monroe Street and 9000 South.

## TRAFFIC VOLUMES

The Figure below (Figure 504) shows the estimated volume ranges along each segment of the internal roadways. The anticipated volumes are used to guide the selection of street cross-sections in the project area. In addition, various cross-sections should be considered to help shape the identity of the Stadium Village, as it is critical to design roadways which serve and emphasize the desired uses in order to achieve the desired mix of vehicles, transit, cyclists, and pedestrians.

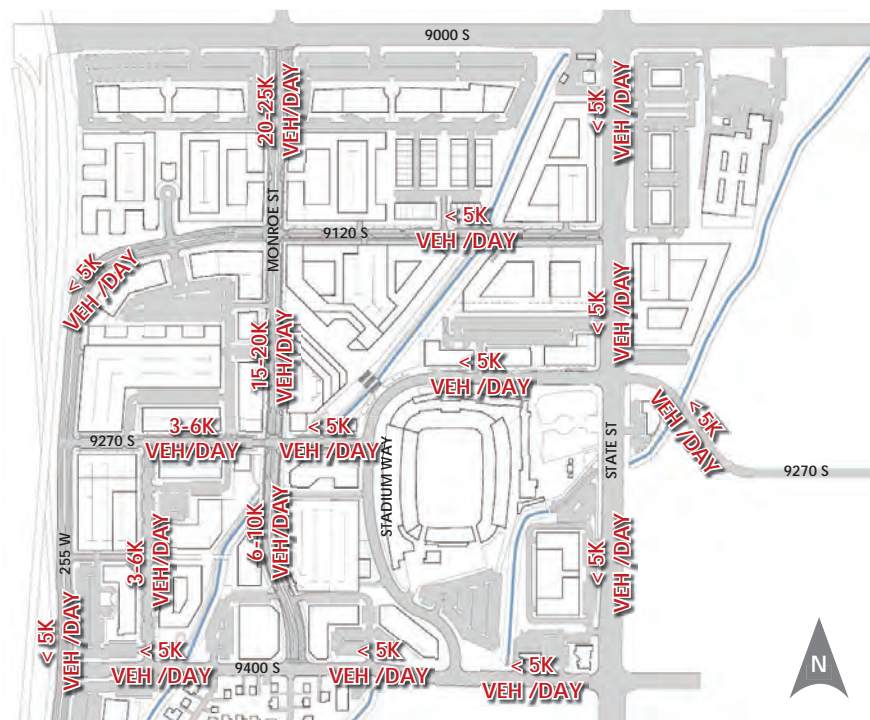


Figure 504 - Traffic Volumes





Figure 505 - Complete Streets

## COMPLETE STREETS

Simply put, Complete Streets are streets for everyone. Roadways are often designed with a focus on vehicular throughput, with limited emphasis on pedestrians, bicycles, and mass transit. A Complete Streets approach considers all roadway users as well as the adjacent land uses to provide safe, comfortable, and convenient access to a variety of destinations. Figure 505 shows what a Complete Street might look like ; wide sidewalks, street-level retail/destinations, buffered bike lanes, and on-street parking can all be considered.

The presence of Complete Streets within the area may encourage visitors to leave their cars behind when traveling to the area, knowing that it will be easy and safe to get around on foot, by bike, or on transit. Additional considerations, such as bike share, scooter share, or a shuttle service/transit, may also encourage people to travel by non-personal vehicle to and within the project area. These ideas are discussed further in the following sections and in the Pedestrian Plan.

## STREET SECTIONS

The Cairns Master Plan for downtown Sandy provides a designation of different roadway types, based on their anticipated functions. The plan states that Monroe Street is anticipated to be a boulevard/arterial roadway, with five lanes including a two-way left turn lane, sidewalks along both sides of the roadway, and a separated two-way bicycle path on one side. The cross section shown in the plan is reproduced here in Figure 506.

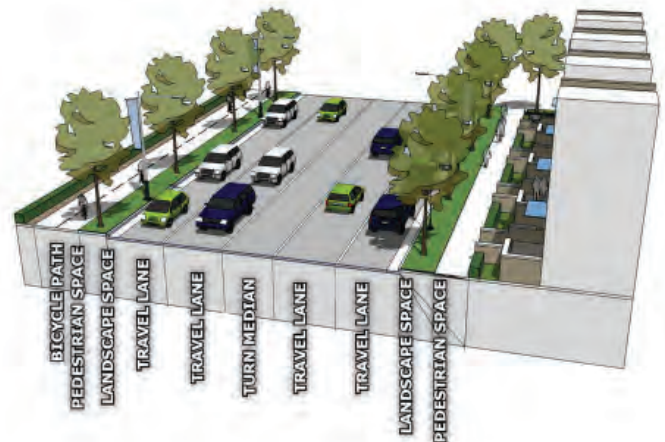


Figure 506 - Monroe Street Extension Perspective (Cairns Master Plan)

However, the cross-section in the Cairns plan only has business frontage on one side of the street and does not provide for on-street parking as required Street Type 3 facilities in the Cairns District Design Standards.

An alternative cross-section is shown in Figure 507, that satisfies the City's Engineering Department requirements as well as the Street Type 3 standards. The proposed Monroe cross-section provides 71 feet of asphalt width measured from back of curb to back of curb, and commercial frontage on both sides of the street. Monroe is configured with a buffered bike lane on each side of the roadway, on-street parking, one travel lane in each direction, and a planted median that incorporates turn

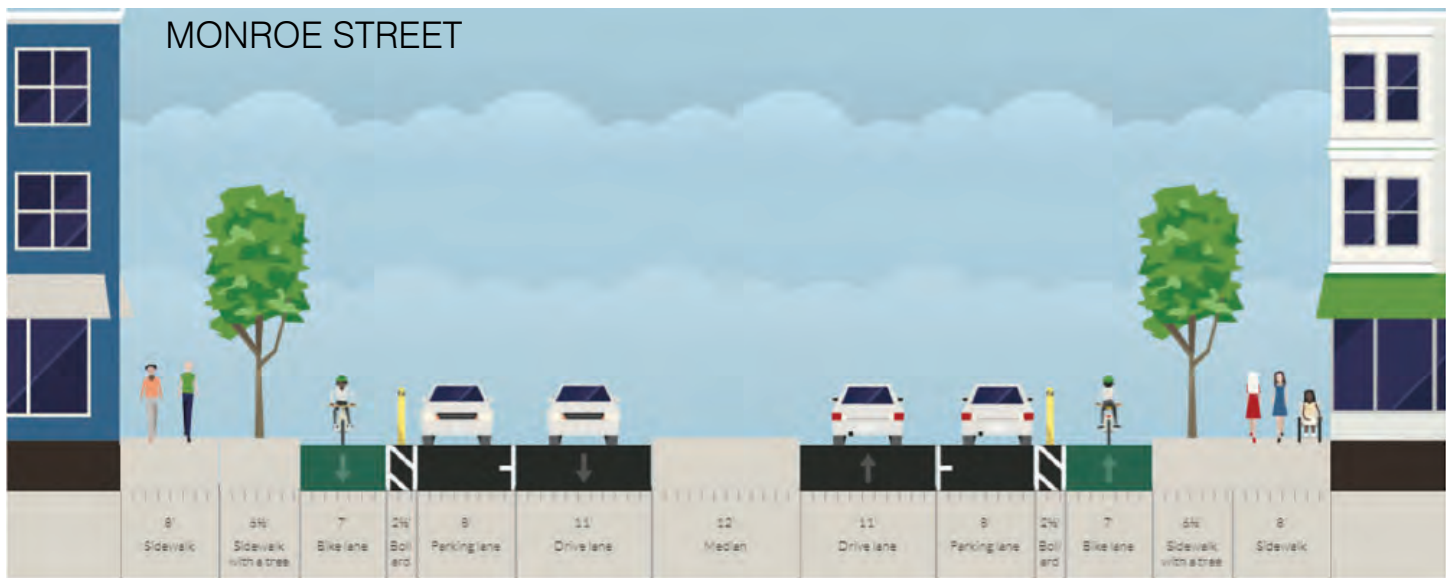


Figure 507 - Proposed Monroe Street Section



Figure 508 - Proposed Street Type 2 Section

pockets near intersections. The one travel lane per direction will be sufficient for most of the length of Monroe Street. However, additional lanes may be added at intersections if needed, and it is expected that the roadway will be wider (i.e. two through lanes per direction) in the proximity of 9000 South.

Another variation that can be applied to Monroe Street, or to any street with a center turn lane is to include short sections of raised median islands to add landscaping without conflicting with turning movement needs as shown in Figure 509.

Identified during the workshop as a key connection across U.S. 89 / State Street and between the Rio Tinto Stadium and the TRAX Station, 9270 South's currently proposed cross-section provides pedestrian and bicycle connectivity, however, two



Figure 509 - Center Turn Lane With Island Medians



additional cross-sections were created to better improve sidewalk width and more attractive bicycle facilities. One alternative cross-section includes a two-way protected bicycle lanes adjacent to the sidewalk and the other shows on-street bike lanes.

These improvements will not only help improve roadway connectivity throughout the Stadium Village area but will also increase the opportunities for bicyclists and pedestrians to access transit, parking and destinations without relying on their vehicles.

## PEDESTRIAN CONNECTIONS

Based on the origin/destination information provided by the Wasatch Front Regional Council, it is assumed that up to 20% of trips to/from locations within the project site could potentially be pedestrian trips. Many of these pedestrian trips are likely to be completely internal to the site, particularly given the variety of anticipated land uses. Additionally, transit riders would become pedestrians once within the site.

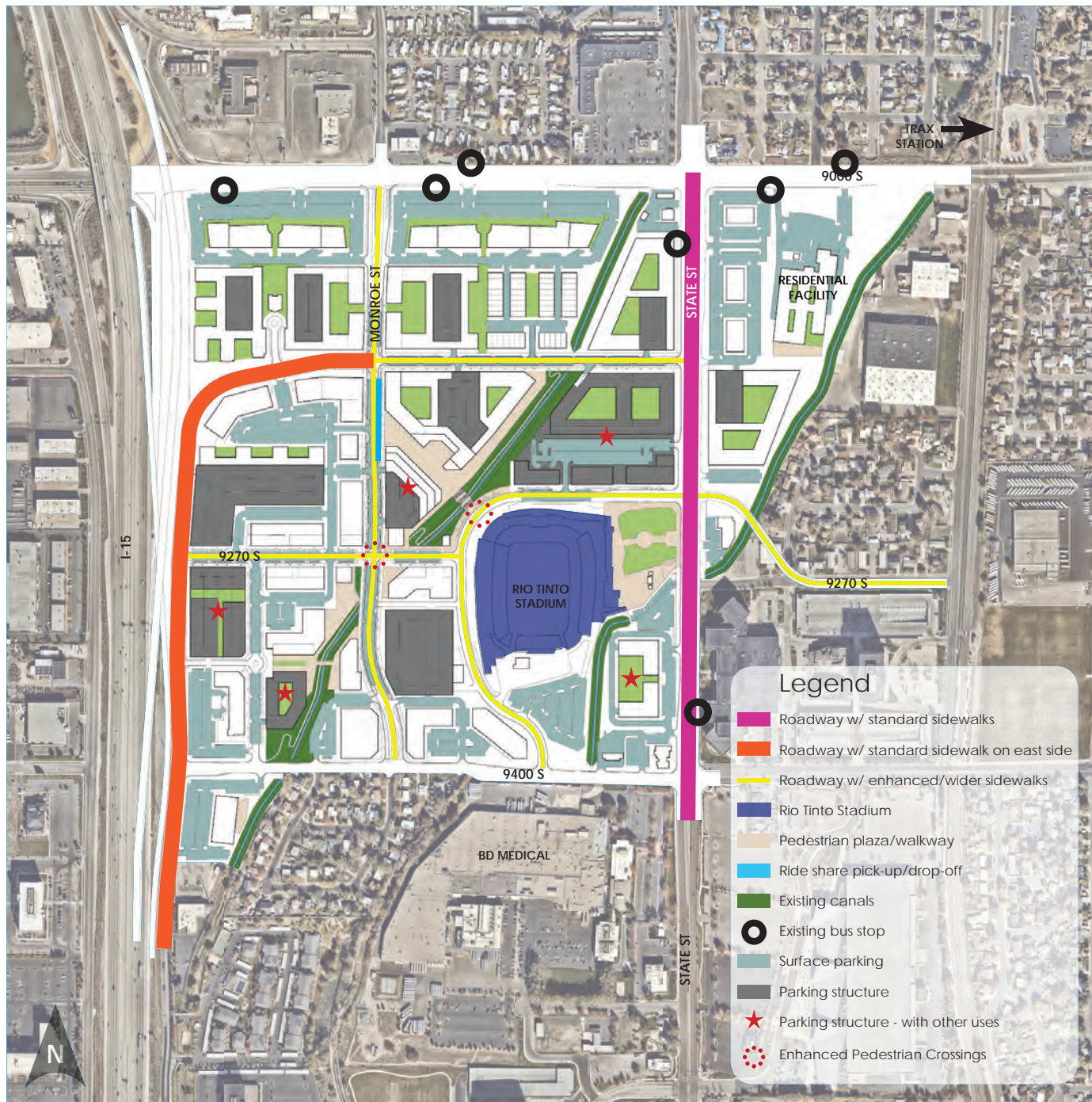


Figure 510 - Pedestrian Connections





Figure 511 - Example of Activated Pedestrian Space With Retail And Street Furniture

## Objectives

The Stadium Village development should seek to balance the needs of all roadway users, including a focus on the pedestrian experience. The plan is designed to encourage trips within the project area to multiple destinations, and the pedestrian facilities should work towards that goal. One aspect in encouraging such trips and improving the overall attractiveness of the site is to provide a robust pedestrian network. To that end, the main goals for the pedestrian experience include:

- Create a dense network of pedestrian facilities
- Provide safe pedestrian facilities
- Design pedestrian facilities for all users
- Integrate pedestrians with transit (i.e. first mile/last mile)
- Provide a positive and inviting social experience for pedestrians

## Design

It is recommended that the various street cross sections developed for the Stadium Village area, discussed in the Traffic Analysis, include the appropriate pedestrian facilities and amenities as discussed in this pedestrian plan. Potential pedestrian plazas and walkways are shown in Figure 510, along with the existing canals. As seen in the figure, the proposed plan makes use of the existing canals to provide pedestrian and/or bicycle connectivity through a large portion of the site as discussed in the Traffic Analysis.

The figure also shows the enhanced crosswalks planned near the stadium and on Monroe Street. Sidewalks are also provided throughout the site, and a ride share pick-up/drop-off area is located adjacent to a pedestrian plaza which provides access to the Rio Tinto Stadium.

## Trails & Active Transportation

In addition to the integration of wide sidewalks, bicycle lanes and shared paths on roadways, the creation of a multi-use path along the canal easements supports greater connectivity, walkability and multi-modal access throughout the Stadium Village area. This connection would provide alternatives to people who live, work or visit the area to access the area, as well as create an opportunity to connect to the other areas within the Cairns District, such as Downtown, the Expo Center, and South Village.



## BIKE CONNECTIONS

The Stadium Village Master Plan proposes progressive rights-of-way to maximize the efficiency of transportation facilities within the available width, including:

### Narrower travel lanes

- Most of the roads in the village incorporate 11-foot lanes as a new standard; Many urban areas in the region are adopting 10-foot lanes on lower-volume and/or lower-speed roadways

### Multipurpose trails

- Consistent with the City's Trails Master Plan, multipurpose trails are proposed along the canals in the area (Figure 512)

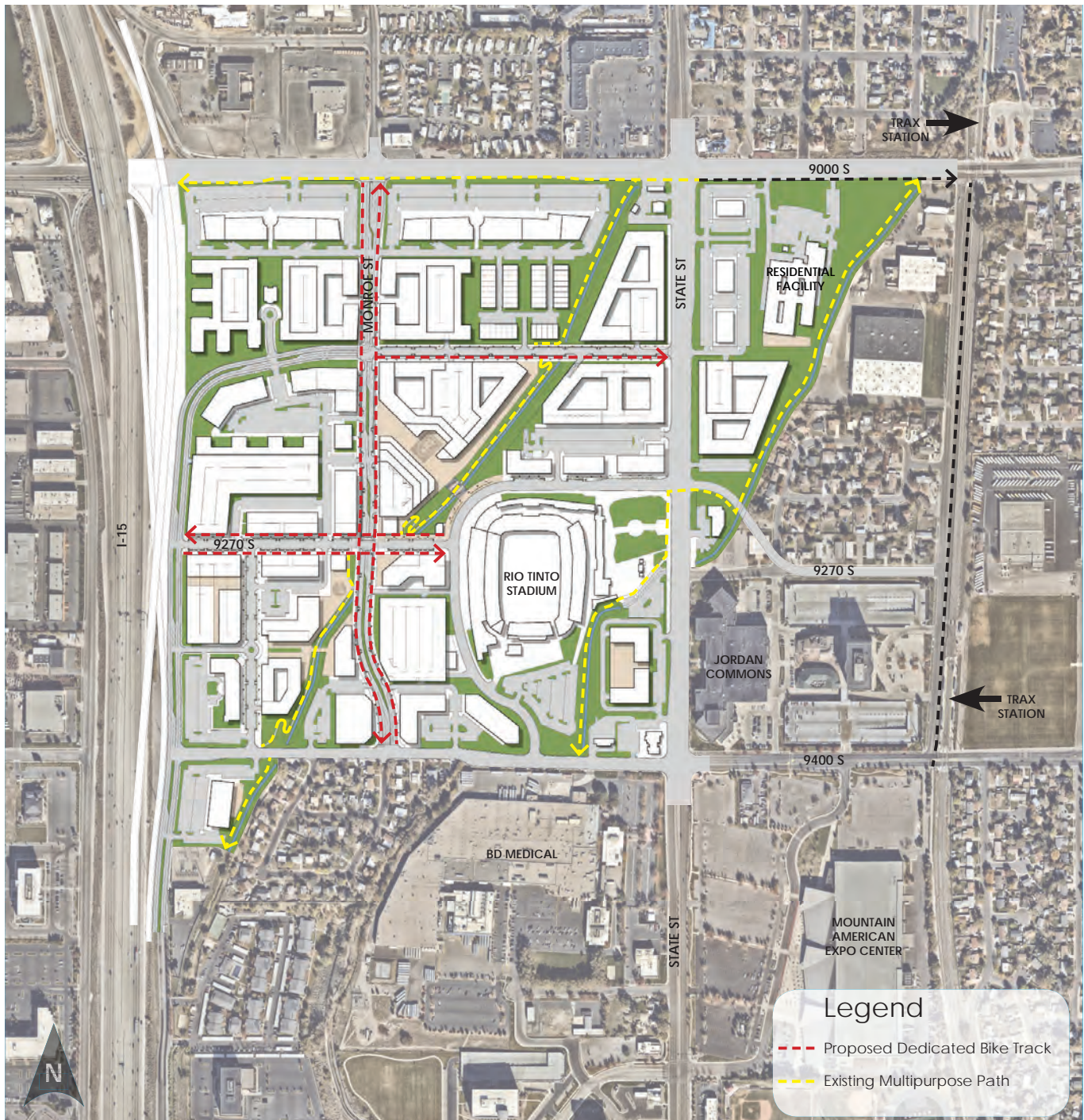


Figure 512 - Bicycle And Multi-Use Trail Connections





Figure 513 - Example of Bike Path Along Existing Canal

### Protected Bicycle Lanes

- A protected bicycle lane is provided on both sides of the street
- Protected bicycle lanes are separated or shielded from on-street parking by bollards
- Dedicated protected bicycle lanes are proposed along Monroe, 9270 South and 9120 South

### Access management

- Raised or depressed medians can provide access management along a corridor, which can help improve capacity
- Median width can be adjusted as needed through a corridor while still being effective as an access management tool



Figure 514 - Example of One-Way protected bicycle lanes

## TRANSIT CONNECTIONS

The proposed Stadium Village is currently served by two mass transit options: bus and light rail. The light rail system includes TRAX stations, street car, and commuter stations and is operated by the Utah Transit Authority (UTA). There are three TRAX rail stations within 1 mile from the proposed stadium district: Historic Sandy, Sandy Civic Center, and Sandy Expo.

The bus system in the vicinity of the project is also operated by UTA and includes over 100 bus routes to Sandy and neighboring cities; comprised of local, express, and Ski Bus service. In addition, South Jordan Station is a commuter rail located in the vicinity of Stadium Village.

### Multi-Modal Integration & Transit Access

The Stadium Village area's proximity to existing transit is a significant benefit to future development. By improving connectivity across U.S. 89/State Street between TRAX and the Rio Tinto Stadium along 9270 South as well as implementing



pedestrian and bicycle-friendly cross-sections on internal roadways, residents and visitors will have more mobility options to travel throughout the Salt Lake Valley.

The land use scenario presented in the following section, in addition to each of the redevelopment scenarios already discussed provide ample opportunity for multi-modal integration and improved access to transit throughout the study area.

### Circulator Shuttle

The Preferred Scenario includes a proposed route for an internal circulator or shuttle with corresponding stop locations. The proposed stop locations are strategically placed to maximize mobility efficiency by taking advantage of the convergence

of multiple mode options. The one way circulator begins at the Sandy Expo TRAX station heading south on 150 East. At 9400 South the shuttle heads west across State Street. Stop #1 is located just west of the Stadium Way intersection. Turning right on New Monroe, Stop #2 is just north of the enhanced pedestrian crossing at 9270 South. Continuing north on Monroe, Stop #3 serves the residential district and mixed use buildings along 9000 South. The Shuttle turns right and heads east on 9000 South and then runs south on State Street. Stop #4 is paired up with the existing UTA bus stop at this location. The shuttle continues south on State Street and then makes a left turn at the new 9270 South intersection. Stop #5 is immediately on the right to allow riders quick access of the crosswalk leading to Rio Tinto Stadium. The shuttle then returns to the TRAX station.



Figure 515 - Transit Connections - Proposed Circulator Shuttle Route



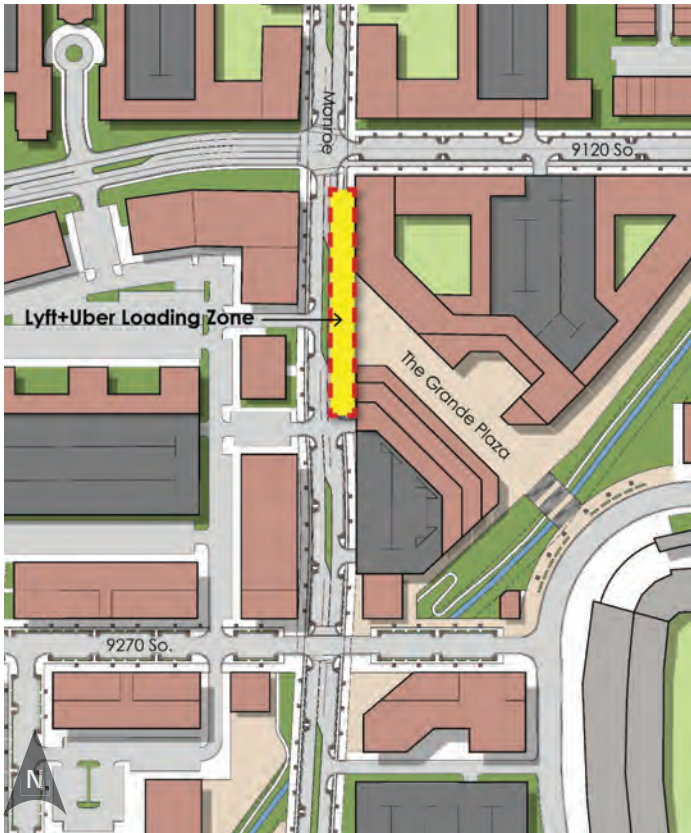


Figure 516 - Rideshare & Loading Zones

## RIDESHARE & LOADING ZONES

Other emerging strategies such as rideshare and passenger loading zones can reduce parking needs. Battery Atlanta, a mixed-use development that includes the SunTrust Park baseball field, contains designated rideshare areas as well as pick-up and drop-off zones for services such as Uber and Lyft. However, since rideshare and loading zones are new concepts to some users, it is important to also provide information on additional places such as the development's website or mobile apps.

## PARKING

Surface parking is limited within the district core in this scenario and is replaced with economically higher uses. Stadium parking is verticalized and distributed among several new wrapped structures. Structured parking is embedded into larger-scale redevelopment projects that also serve on-site uses (primarily apartments, hotels and retail). The need to accommodate stadium events requires that the latter two structures be somewhat oversized for their respective sites. The difference in site elevation between the stadium and these sites however work to the benefit of providing structured parking solutions as part of a master development approach. The shared nature of parking will also require active management to prevent conflicts between stadium goers and on-site users particularly on game days. This may



Figure 517- Parking Structure Screening

involve a combination of reserved spaces on the upper floors, and open public spaces on the lower floors. It will also require the installation of payment kiosks and the application of new payment/ticketing technologies to manage special event loading

## An Integrated Parking Strategy

Managing parking effectively is critical to the success of redevelopment within the Stadium Village area and was repeatedly one of the greatest concerns voiced from stakeholders. The ability to provide parking and address economic vitality, transit ridership, and the overall livability of the Stadium Village area are impacted by the potential to bring more efficient and sustainable parking alternatives and options to the table.

The approach taken in the Preferred Scenario is a phased shared parking approach that provides a combination of structured parking facilities and surface lots in the interim, and the construction of additional parking structures on top of surface lots as parking demand increases over time.



## Transit-Oriented Access

Parking reductions are also possible at transit-oriented areas. As an example, the City of Tempe, Arizona has a Transportation Overlay District (TOD), which includes certain geographic areas of the City with focused investment in transit, bicycle, and pedestrian infrastructure. Parking reductions at the TOD depend on the proximity of a rail station as described below:

- Development located within a station area: properties adjacent to a public right-of-way located within 800 feet of a light rail station
- Development located in the corridor: any properties within the TOD that are not within a station area



Figure 518 - Parking Plan





The decisions that need to be made in order to formalize the vision and implement a land use scenario that guides redevelopment, as well as the phasing strategies related to outcomes

# Implementation





# Implementation



Figure 601 - Sandy Stadium Village - Preferred Scenario

## INTENTIONALITY

This Implementation Section focuses on the structural needs to catalyze, phase and sustain redevelopment under the master plan. Accordingly it focuses on minimizing development risk through certitude; executing at a stellar quality level; understanding and relating the market and program drivers along with establishing a reliable phasing plan; facilitating city-initiated rezoning to calibrate the respective entitlements with the outcomes envisioned in this master plan; leveraging that zoning approach to generate robust tax-base to justify and commit public investment in the streets, plazas, canal trails and the other improvements for the master plan.

### Intentional And Coordinated Execution

Certitude Of Intentional And Coordinated Execution Of The Master Plan Will Activate The Markets, Reduce Risk, Lower The Cost Of Capital And Increase The Quality Of The Village. Implementation of comprehensive redevelopment under this plan requires certitude in the marketplace that the plan represents a sustainable and resilient course for the program sought to be captured in the marketplace at consistently

appreciating rent levels that will cash flow building construction types through full debt service that, in turn, will justify values that sustain a second generation of rents and corresponding appreciating tax base to pay for public works O&M over time.

Certitude in minimizing disruption of existing businesses and the general functionality of the area is also critical, especially in terms of maintaining a sufficient level of services and effective site access at all times during redevelopment. Excessive negative impacts not anticipated by the existing businesses could result in a lessening of confidence in the project thereby increasing the cost of financing, among other negative impacts that could arise and slow down or stunt redevelopment. Therefore, initiating a development and construction plan as a next step to this master plan is suggested as it will take many months to develop it as the utility, roadway and drainage projects will be undertaken in the context of a complex set of aging infrastructure systems that will be redesigned and reconstructed to implement the master plan.

The comprehensive development and construction plan should anticipate, update and facilitate the coordination of the specific public projects under this master plan, as well as



the private ones as they move from informal discussion into the early development stage of due diligence. All of this is to say that the bond underwriters, private equity sources and the bankers will look at the myriad of infrastructure projects, the role of the city and specific anticipated development projects under a phasing plan to determine whether project risk, real estate risk, political risk and financial risk are at levels and will stay at low levels required to underwrite successfully long term public and private debt and equity.

The disposition of city-controlled property strategically can also advance projects that may pose slightly higher risk to the developer, for example, due to soft demand projections in the short term but not in the long term. The timing of the utilization of city-controlled land should not be seen as

catalytic and therefore used sooner than later, nor seen as needing to achieve a true market rate when the overall benefit of the utilization of the asset can act as a market maker or used to shift public policy.

The desire to shift public policy may come later when the market at that time, for example, is not delivering enough housing diversity such that at build out this redeveloped area is simply subdivisions of residential next to strip commercial. In other words, city-controlled land can be useful to catalyze development early or saved to act as a policy shifter by utilizing it later to course-correct the market by using it, for example, as a long term ground lease executed below market if the desire is for the City to underwrite a broadening of the types of residential in the Stadium Village.



Figure 602 - Phasing Plan

## Development Phasing to Achieve Market Direction and Momentum

Preferred uses, absorption, related development patterns and village character will emerge as a result of multiple factors including national, regional and submarket consumer demand preferences; as well as the macro-economic drivers impacting Utah and Sandy City. On the other hand, the ability to direct city-owned land into a preferential partnership and use with guidance from a place-making master plan and city initiated zoning policy for this district will then be strongly influenced by the availability to gain access to other developable land, which will come through the phasing of improvements. A potential phasing plan is included and discussed in more detail below.

### Phase 1 (Yellow)

A key physical catalysts for development in this area is the construction of a large part of the street network including new Monroe north of 9400 South. With Monroe Street completed, the district will be bifurcated into the west and east blocks. Efforts should be made to complete the east/west road of 9270 South not only through the Jordon Commons to the north of the stadium but continuing west to Monroe and the old Monroe Streets (through the Wasatch Nursery Site) as part of Phase 1. The limited number of landowners makes this a prime opportunity for the initial development.

Also included in this phase of development would be the trail head of the Canal Trail, survey to set plazas and the start of the branded environment.

PHASE 1 - PROJECTED DEVELOPMENT	
Multi-Family	388 Units
Office	871,000 G.S.F.
Retail/Commercial	75,000 G.S.F.
Hotel	240 Keys
Museum/Team Office	54,000 G.S.F.
Storage (Climate Controlled)	100,000 G.S.F.
Parking Spaces	5,215 Stalls

Figure 603 - Phase 1

### Phase 2 (blue)

Phase two will continue on the success of Phase 1 and should bring the northern east/west road from State Street to the new Monroe. There are a few landowners in this area, and coordination and collaboration will be key to optimizing the timing of development and construction of this phase. This phase also brings in some key components of the experiential retail, destination dining and entertainment and more of the office and residential population. A key feature of this phase is the CAIRNS Street Type 1, pedestrian promenade/plaza and gathering space along the canal trail and adjacent to the Grand Staircase of Real Stadium.

Properties in Phase 2 are held by multiple owners and coordination, assemblage or collaboration may take more time to come to fruition, and certainly the proof of concept can benefit this phase of development within the district.

PHASE 2 - PROJECTED DEVELOPMENT	
Multi-Family	890 Units
Office	133,800 G.S.F.
Retail/Commercial	90,000 G.S.F.
Hotel	240 Keys
Parking Spaces	1,600 Stalls

Figure 604 - Phase 2

### Phase 3 (red)

At this phase of development, the infrastructure (roadways and blocks) is completed and the connection to the greater area with trails and uses takes place. This phase of the project includes the fringe conditions of the district and specifically how they interact with adjacent uses. To the north, this means more auto-oriented, regionally suited retail uses. To the south and east, these are conditions where feathering in residential and smaller scale office would be appropriate. Inside of that outer, fringe ring, would be additional residential, office and district supportive uses to enhance and encourage the 18-hour activity level of the district.

If early development opportunities do present themselves in or near I-15 it is important that they not be designed as self-contained, isolated buildings, but rather as the early building blocks of a larger, patient vision. That is, the physical placement and orientation of any new buildings must adhere to the anticipated block and neighborhood grids. This, despite the potential for suboptimal building access or



PHASE 3 - PROJECTED DEVELOPMENT	
Multi-Family	1,875 Units
Townhomes	44 Units
Office	813,000 G.S.F.
Retail/Commercial	208,000 G.S.F.
Parking Spaces	4,670 Stalls

Figure 605 - Phase 3

other physical awkwardness in the interim as the longer vision takes shape. Minimizing this through the early acquisition and construction of the road grid is critical.

Smaller residual phases of development are likely to occur contemporaneously with the above major nodes on the edges of the village. Much of this development could happen concurrently with early phases subject to site control and market absorption. Much of it may also be individual projects done by single-use developers. Development east of State Street and south of 9400, as appendages to the main district, may or may not develop as individual phases. Their timing and connection to the master developer is unknown at this point. For sale, attached residential development will likely be the last development type constructed because of the smaller infill nature of this housing type and the need to create enough urban vitality and "place-quality" before attracting owner/tenants to this particular housing type given the rents likely this location.

## PUBLIC INVESTMENT AND THE BUILT ENVIRONMENT AND REQUIRED ACTIONS

The City is in the process and should continue to focus its efforts on public investment that breaks up the super-block structure of the overall Stadium Area District and provides greater connectivity in and through the Master Plan. The City's efforts include Monroe Street, 9270 South but should also include preservation of street and pedestrian connectivity.

It is recommended that in addition to the Master Plan as part of the Cairns District, that the City's Streets and Trails Master Plans be updated in this area to include those minor connections and trails as presented. In addition to public investment in street and pedestrian connections, efforts should be made to direct investment into the public gathering areas and amenities within the Master Plan. These could include plazas, courtyards, trails, green space and public art to create an amenity rich environment.

These public investments will become a catalyst for private development within the Master Plan.

To complement the efforts it is expending within the Stadium Area, the City should seek out public and private entities who are natural facilitators and expeditors in the area. These could include expanding the existing public/private partnerships that exist relating to the Jordan Commons, Rio Tinto Stadium and other landowners to act as catalytic sites and willing partners. Other public and private enterprises, like Utah Transit Authority (UTA) or Utah Department of Transportation (UDOT) may make reasonable interagency partners within the Stadium Area as well. Even private models like ride-share, automated personal transit (such as bike share or electric scooters) as well as shared or privately managed parking solutions can all be utilized to facilitate development.

By looking for ways the City can leverage and multiply its individual efforts through partnerships the greater the likelihood for the vision of the Master Plan to be realized. Nature facilitators, and those who already have a vested interest in the area and are willing participants in the process make the logical first step. By looking to the results, and stressing the outcomes that are that are desirable, the City can have a multiplier effect on its efforts in the Stadium Village.

## CITY-INITIATED REZONING

City-initiated rezoning is necessary to achieve the preponderance of the benefits of this neighborhood. When multiple owners hold an interest in property, and that property is not held as tenants in common, a rezoning of all properties can provide similar benefits as if everyone developing adjacent to another under the same zoning regime will be adding value to his or her neighbor's land and visa-versa. In other words, assemblage is not necessary, and therefore small land owners can stay in big projects, avoiding the sell of land prematurely.

A form-based code structure is recommended due to the desire to have the maturing urban design and neighborhood patterns synergize for increasing income over time. This allows for the integration into the code the neighborhood form, people focused public spaces, market potential, the infrastructure framework, use synergy and infrastructure design to create and realize sustained profits from generation to generation.

In this context, the following basic steps are recommended

1. Prepare a Stadium Village Regulating Plan (SVRP) with revised Character Areas building from the original Character Areas Map and informed by the Preferred

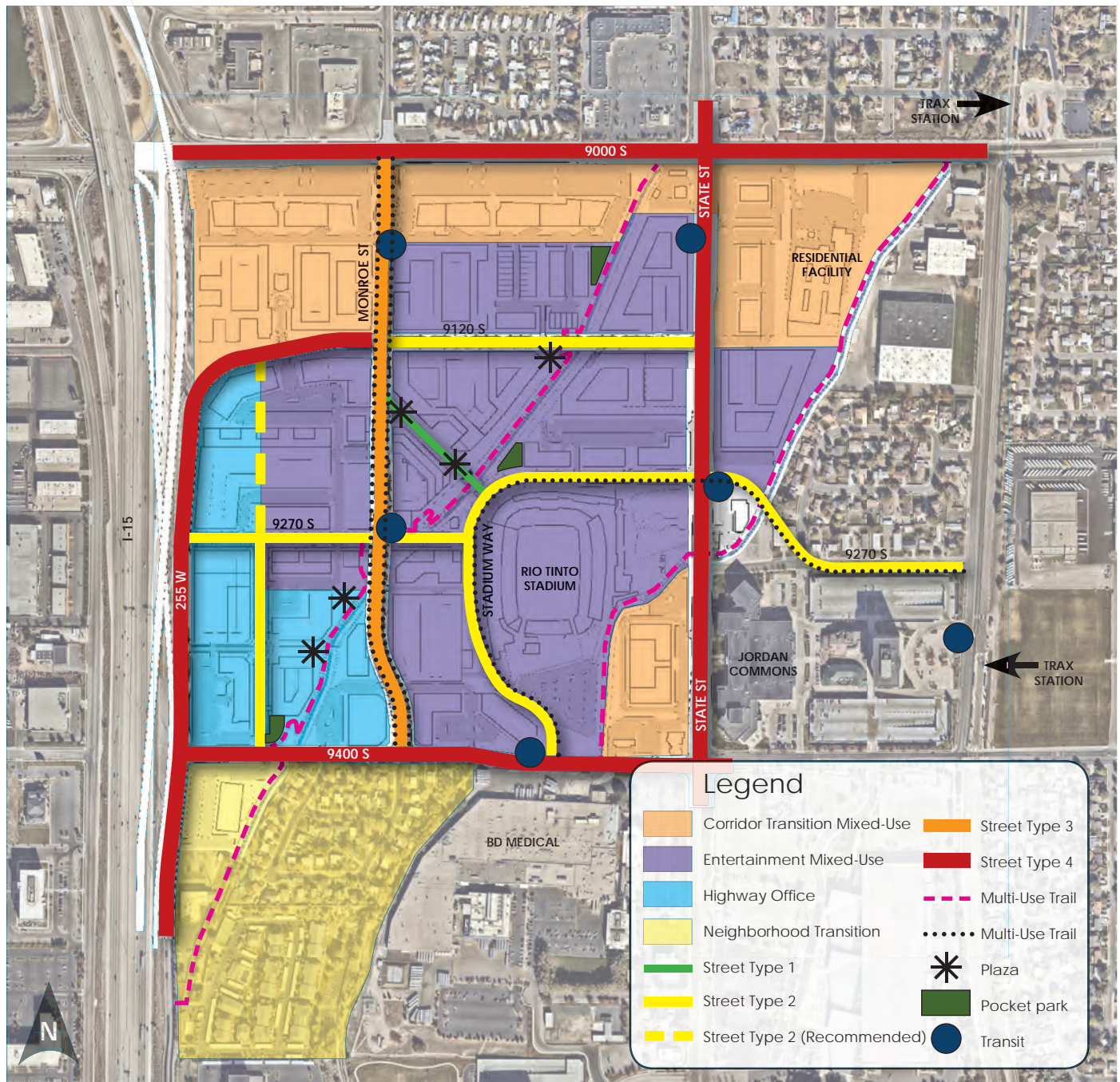


Figure 609 - Sandy Stadium Village Regulating Plan

Scenario. The Regulating Plan will depict the Character Areas, perimeter roadways, major streets, dashed major trails, major watershed and other protected natural areas, distributed schematic indications of neighborhood and pocket parks, plazas, etc.

2. The Regulating Plan will be presented for adoption as an amendment to the Sandy City Zoning map representing a new commercial zoning district, Regional Commercial – Stadium Village (RC-SV)
3. As the Stadium Village is Zoned Regional Commercial (RC), a proposed set of specific standards to be removed from the RC District is to be prepared. Certain pertinent standards from the Cairns District Standards will also need to be listed by reference to that document with exceptions, all resulting in a proposed set of Development Standards for the RC-SV District. The resulting proposed set of development standards should be considered at the same time the use tables below are considered. These subtractions and editions established through the lens of the Character Areas of the Regulating and



to the resulting proposed RC-SV should be validated through meetings with landowners, business owners, the affected neighborhoods and other stakeholders. There should be very few eliminated uses have commercial and light industrial uses with noxious impacts should be allowed in buildings containing the odors, noise, smells, etc. if they meet new building standards that would need to be developed. For example, would you want to eliminate “auto sales new” when you can contain the auto sales activities all indoors with no impact on neighbors. Therefore we are no

4. The RC-SV will contain use tables divided by Character Zone based on modifications by Character Zone of the current RC uses. The preponderance of uses currently allowed will continue but subject to new design conditions represented in the Cairns Design Standards. Additional residential uses will be added for multifamily rental and condominiums. Any eliminated uses from the new district allowed in RC will be grandfathered so that current uses can be continued in perpetuity subject to discontinuance. It is recommended that selling the property or an Act of God would not be considered an event of discontinuance.
5. Finally, the Master Thoroughfare Plan will also need to be amended to reflect the applicable streets on the regulating plan.

## MITIGATING DISPLACEMENT AND RELOCATION IMPACTS

When working towards implementation of any sort of master planning effort there is always the need to work on mitigating displacement of some kind as well as negative impacts on local businesses. Whether it is environmental displacement in a greenfield setting or redevelopment related issues in a more urban setting there are always issues that require special attention.

The Stadium Village Master Plan is no different. There are issues that should be addressed as efforts transition from regulatory to implementation. Specifically, there are two areas of concern that have been raised regarding existing conditions within the Stadium Village Master Plan area. There are existing households that will potentially be impacted by future development efforts. There are also small businesses which may also be impacted.

In both areas of concern the materialization of impacts will typically stem from the status as a tenant rather than a landlord or an owner/occupier. The tenant only status will be subject to the owners’ decision to take advantage of the plan’s recommendations or to sell. Regardless of what does

happen over time it will be important to remember that no action will occur quickly. Nevertheless residents and tenants subject to negative impacts will want to hear from the City sooner than later that steps can be taken to assist them.

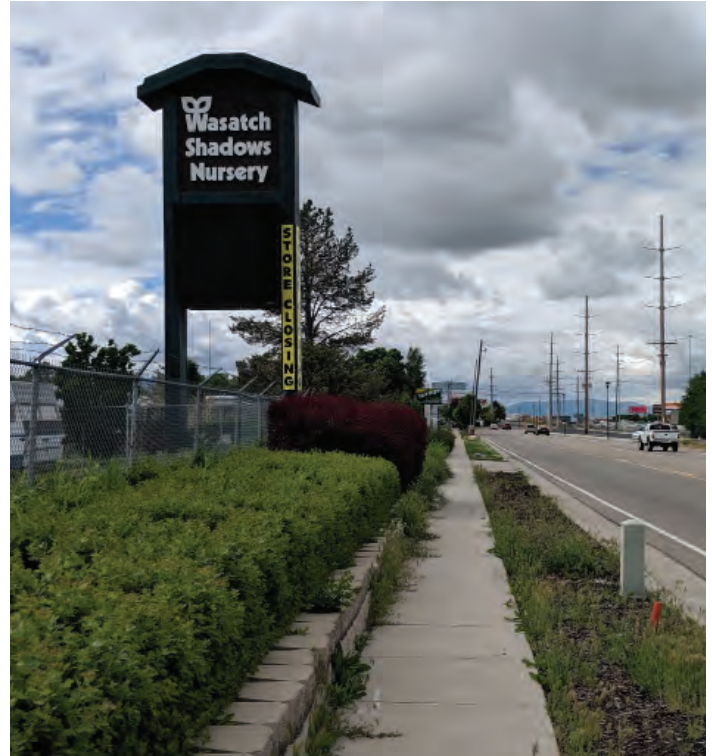


Figure 610 - Examples of Existing Businesses within Sandy Stadium Village

## Maintaining Affordable Housing

The potential loss of existing housing within the master planning area is a reality that must first be recognized, accepted, and addressed head on in any and all possible areas. Primarily the housing that is at risk consists of mobile homes within the Tiny Wood Village subdivision—this is intrinsic affordable housing.

Mobile homes typically consist of a relationship that involves separate ownership of the mobile home and the land. A mobile homeowner finds a place they can “park” their unit. They pay a rental fee to the property owner for access and use of the space for their mobile home. Because of this arrangement mobile home ownership is the most fragile and least secure of all homeownership types. Because of this the State of Utah has enacted the “Mobile Home Residency Act” to assist in protecting mobile homeowners from predatory behaviors that can occur. If/when the owner of a mobile home park determines that they want to sell their property and the new buyer desires to change the use there are parameters set forth by the “Mobile Home Residency Act” which protect a mobile home owner by providing them both notice and time to handle the transition. For instance, Section 57-16-18-1-a identifies that:

“The owner of a mobile home park shall send notice using first-class mail to each resident of the mobile home park of any planned change in land use or condemnation of the park or any portion of the park at least nine months before the day on which the resident is required to vacate the mobile home park.”

In the event that there may be a change in ownership or a present owner desires to participate in the development benefits associated with the Stadium Village Master Plan it would be advantageous for Sandy City to create a proactive strategy by which the City and owner collaboratively are able to assist relocation efforts for those impacted by the potential closure of a mobile home park. A proactive strategy would require the cooperation of both the property owner and the municipality in order to minimize the impacts to those who would be displaced by the process.

Potential actions that could be managed by both parties might consist of creation of a relocation fund for assistance with mobile home relocation costs. Funds could come from both the future developer and the City. The city would have the potential of drawing from both existing RDA funds as well as money from the General Fund.

More generally, the City might also consider providing affordable housing within the Stadium Village area when direct investment is made through construction of city facilities, and combining the development in a fashion



Figure 611 - Mixed Use Residential - Renderings Carter and The Dawson Company

to generate a vertical mixed-use property containing affordable housing units as part of the project. The same can be said for providing density bonuses so that affordable housing can be integrated within a market-based project.

## Small Business

The small business displacement impacts are just as real and require similar degrees of attention. The way in which the mitigation of impacts occurs will tend to require a much more organic and flexible set of strategies. The primary reason for this is that in a majority of cases small business owners are in a stronger position to help themselves and typically own their place of business. In those situations where a business does not own the building where their business resides, while inconvenient, it is far easier to relocate when redevelopment begins to materialize as a reality. With that being said, there are efforts that can be undertaken by Sandy City to assist with small business relocation.

It is in the best interest of Sandy City to view displacement strategies for existing small businesses with the Stadium Village Master Plan area as an economic development objective regarding retention through relocation. Other areas can be sought and identified proactively in an effort to keep the relocating business within the city boundaries as opposed to losing them to another municipality.

Taking this strategy to the next level, Sandy City has proven quite successful in the past by helping to line up existing businesses with imminent development projects. This strategy breeds success on two fronts by assisting a current business with a future landowner. Sandy City also holds a particular opportunity which involves their ownership of land within the master planning area. Their ownership, paired with their ability to identify specific development partner(s) could allow for the creation of future business space for small business owners to relocate, and do so with the opportunity for expanded business opportunities through more space and greater location visibility.



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The community feedback, engagement and detailed market and transportation analyses conducted to support the redevelopment initiative's recommendations

# Appendices





# Appendix 1

## THREE ALTERNATIVE DEVELOPMENT SCENARIOS

These uses were manifested in unique ways according to the focus of each scenario. The following synopsis describes the land uses integrated into each of the three scenarios, and how the uses are distributed and activated in each. The utilization of common uses across the three scenarios recognizes the strong vision already established for the Stadium Village in the Cairns Master Plan. The different application of the uses within the three scenarios facilitated policy choices and ultimately the generation of a preferred scenario.

### RETAIL / RESTAURANT

Retail and Restaurant uses include those such as grocery and pharmacy, restaurants and specialty foods, boutique soft goods, home goods, florists/gifts/hobbies, electronics, general merchandise and other services such as salons and barbershops, etc. These uses are typically more neighborhood serving with some regional attraction and destination elements.

#### SCENARIO 1: Entertainment Mixed-Use

In this scenario, the area is conceived as a hub for spectator and active sports and related wellness facilities. Because of the heavy focus on sports and leisure activities, it has comparatively more retail and hospitality-related land uses reflecting a larger visitor base than the other scenarios. That said, the retail consists primarily of restaurants and ground-floor convenience retail versus more traditional merchandise-based retail - the latter consisting mainly of sports related merchandise.

More conventional, retail sites are located in the commercial-oriented intersection of State Street and 9000 South and State Street and 9400 South in Blocks C, I and H respectively. The majority of the retail for this location will also support the more regional draw of the retail uses categorized under the Entertainment / Athletic land use category.

#### SCENARIO 2: Employment Mixed-Use

In this scenario, the area is envisioned as a neighborhood heavily centered around employment uses, such as corporate offices and potentially related stadium uses. Retail is heavily centered around Blocks D, E, H, and G that would likely support the daily office users, residents and stadium visitors.

Perpendicular to the Rio Tinto Stadium and Monroe Street is the opportunity for a "Main Street" corridor through the development that could have one to two-story buildings with ground floor retail oriented to serving the local population, versus the higher destination and visitor traffic likely to visit stores closer to 9000 South or 9400 South around the Stadium.

#### SCENARIO 3: Residential Mixed-Use

The residential-centered scenario focuses on retail uses that are local and stadium serving. The high number of potential residents increases the demand for retail that provides daily needs and services as well as more dining options. Additionally, around the Stadium in Block E sits the opportunity for destination retail that experiences the heaviest use during game day events or other special events in or around the stadium with more active Entertainment / Athletic uses driving regional demand.

### ENTERTAINMENT / ATHLETIC

Entertainment and Athletic uses are similar to retail uses, but include activities related to sports and entertainment, such as gyms, studios, music venues, performance halls, or other complementary uses related to athletic or entertainment events. This retail is much more specialized and would typically only be located in an area where there is a dense aggregation of mixed-use, including a large regional driver and multi-family or employment locations.

#### SCENARIO 1: Entertainment Mixed-Use

Entertainment/Athletic comprises an additional 341,000 SF or 8% of gross building area. This larger category includes facilities for indoor sports and wellness. These uses may include a multilevel sports-plex (basketball, soccer, tennis, hockey, volleyball athletic training facility) at the northwest corner of the district (Block A) and a multistory state-of-the-art health and wellness facility (fitness center, day-spa, sports-med clinic) directly southwest of the stadium (Block G). The overall development program is not dissimilar in concept to an Olympic style sports village intended as a draw for both fans and athletes from around the region and state.

#### SCENARIO 2: Employment Mixed-Use

The Entertainment/Athletic uses comprise approximately 170,000 SF or 5% of gross building area within the second scenario. The majority of the uses sit within Blocks A and E with the reinvention of the structure at 9000 South and I-15 into a multi-story recreational facility with sports fields and other related athletic uses, as well as around the stadium



where retail uses envelop a plaza around the stadium to provide ample space for outdoor dining, festivals, or events that might benefit from proximity to the stadium.

### SCENARIO 3: Residential Mixed-Use

The Entertainment/Athletic uses comprise of approximately 120,000 SF or 3% of gross building area within the third scenario. As this scenario focused heavily on the integration of residential uses throughout the area the focus on Entertainment / Athletic uses remained focused in Block E around the Stadium and at Block A, similar to what was envisioned in Scenario 2.

## HOTEL

Each scenario focused on strong hospitality components with Scenario 1 consisting of almost 800 hotel rooms or about 10% of the built floorspace; Scenario 2 with almost 470 hotel rooms or 7% of floorspace; and Scenario 3 with almost 380 hotel rooms or 5% of floorspace. The overnight clientele base ranges from MLS fans and expo goers, to potential conference attendees, area hospital guests and families attending in-district youth sports tournaments. Hotels would include both full and limited service options with possibly some extended-stay units for athletes in-training or those undergoing specialized physical therapy.

While each development scenario integrates hotel uses, there would be some differences in building type and user of the hotel:

### SCENARIO 1: Entertainment Mixed-Use

Scenario 1 could potentially include, as the market matures, some hotel-apartment hybrids ("game day condos") that overlook the Rio Tinto Stadium and surrounding open space with additional Entertainment/ Athletic uses. These types of use combinations and building types have gained popularity near major sports venues in recent years.

This scenario also contemplates at least one major stand-alone hotel on the far east side of the stadium as part of a larger grouping of buildings that capitalize on views into the open northern end of stadium. This use would take advantage of the sunken loading area of the former showroom and warehouse at State Street and Stadium Way to create an oversized underground parking structure that would serve as a common podium for the hotel and two to three stadium-view mid-rise apartment buildings. The structured parking would serve the on-site uses as well game attendees. The prominence of this site lends itself to more of a full-service hotel possibly with meeting and conference space.

### SCENARIO 2: Employment Mixed-Use

Scenario 2 would focus on hotel spaces that gear towards the office and corporate user with some ancillary game-day event type spaces at a smaller scale than the other scenarios. Hotels located along State Street would provide easy access to visitors as well as transition from the heavily trafficked State Street and 9000 South. Additionally, a hotel located around the Stadium could overlook the game-day events with the integration of multi-family or condo units as well.

### SCENARIO 3: Residential Mixed-Use

Scenario 3 has the least amount of hotel rooms envisioned due to the focus on residential, rather than an employment or entertainment focus. The smaller format hotel would likely serve some regional visitors due to the game day events, but also likely serve traffic off I-15 due to its proximity to the interstate and nearby employment centers.

## MULTI-FAMILY & ATTACHED RESIDENTIAL

Multi-family and Attached Residential uses are the primary residential types within each scenario. Given the existing character and vision of the Stadium Village and Cairns District, it was determined that this area is the most appropriate for single family attached residential uses. In this analysis multi-family is defined as buildings with five or more units, though it is more commonly associated with properties that have more than 100 units. Attached Residential units are products that have two to four units or are attached homes. In all scenarios the residential component is critical to supporting the scale of non-residential and entertainment uses.

### SCENARIO 1: Entertainment Mixed-Use

The multi-family count in this scenario is approximately 2,400 units or about 58% of the total floorspace contemplated. Apartments are distributed among standalone mid-rise apartment buildings and upper-floor flats in mixed-use buildings (i.e. above retail) in a variety of possible configurations and formats.

The major concentration of apartments is in Block E including in the courtyard block and the adjacent warehouse/retail site immediately to the east. Apartments are a main upper-floor component along much of Monroe Plaza Way, the area's main street. Other apartments and townhouses are located in Blocks I, B and C. Townhouses in this scenario translate to 3% of the total building square footage.

## SCENARIO 2: Employment Mixed-Use

The multi-family count in this scenario is approximately 1000 units or about 32% of the total floorspace. Apartments are again distributed throughout the area as standalone midrise buildings that take advantage of the view corridor to the Stadium, as well as the proximity to the office uses along I-15. The majority of residential units are contemplated around the Rio Tinto Stadium and east across State Street.

## SCENARIO 3: Residential Mixed-Use

This scenario focuses most heavily on residential uses, however, did not have as high of a unit count due to the lower scale of retail/entertainment uses compared to Scenario 1, which likely moderates the density of residential product achievable on site. The multi-family count in this scenario is approximately 2000 units or about 51% of the total floorspace. Additionally, there are approximately 150 Attached Residential units or 8% of total floorspace. This scenario distributes the denser types of multi-family closer to the stadium and along I-15, while the Attached Residential are located as transitions to the existing neighborhood fabric.

## OFFICE

Office uses are an important component of each scenario for redevelopment in the Stadium Village area and would most likely develop along I-15 and around the Stadium for ease of access and the ability to locate near potential housing opportunities for employees.

Office buildings will likely abut I-15 and Monroe Street, as shown in each scenario, where they help to “wall-in” the district on the west and discourage commuter penetration into the more pedestrian heavy core (Blocks D and F). The plan depicts a master-planned office environment organized around a central greenway and courtyard that can be built in phases based on market demand. The campus is walkable to the restaurant court in Block E and is served by additional street-level retail along the south end of a realigned Monroe Street. The offices are served by a combination of underground and rear-accessed surface parking facing the existing alignment of Monroe Street which becomes more of a true access road. In Scenario 1, office uses make up about 606,000 SF or about 15% percent of total building square footage; in Scenario 2 they account for 1,012,500 SF or 32% of total building square footage; and in Scenario 3 they account for 882,500 SF or 8% of total square footage.

In Scenario 1, the office component will likely be a separate, later phase of development. Developing this subarea under a campus-like master plan as depicted here will be critical in

positioning it as either a flagship corporate campus, medical complex, or tech-park as opposed to a generic collection office building. Therefore, this phase may take longer to develop since such larger, specialized tenants are harder to aggregate. Building out the earlier phases in the way envisioned however, should help drive the market (and set the tone) for a more specialized tenant-base.

With all the aforementioned elements in mind, the consultant team began to construct three different redevelopment scenarios for the Stadium Village area. Each scenario focused on a different intensity and mix of land uses as a long-term (30 plus years down the road) build-out program. However, within each scenario the relative combination of land uses was the same. Carefully constructed through engagement with City Staff, Stadium Staff, UTA, UDOT and landowner/business stakeholders, the Connected Mobility Network remains constant for each of the scenarios. This continuity enables a detailed analysis and understanding of development potential under a variety of future outcomes at full build-out.

From each of these scenarios – one that focused on entertainment and retail uses; one that focused on employment uses; and one that focused on residential uses – a detailed phasing strategy for decision-making on priorities and catalytic development was crafted. This phasing strategy assumes a preferred and sustainable program as the ideal outcome, which also serves as the key to defining the character of streets, building types, scale and community spaces as set forth in the design standards, community character and economic development policies set out in the Cairns District Master Plan.

The phasing strategy looks at what areas or blocks could likely develop first and what the land uses within those areas should be to meet the overall vision of the area. Additionally, using the market analysis and development program crafted by the consultant team, the plan identifies where those near-term opportunities for quick-wins or catalytic projects might occur in order to build development momentum through complementary tenancies and corresponding increases in rents and values that can be sustained.



SCENARIO 1: Entertainment Mixed-Use



SCENARIO 3: Residential Mixed-Use



SCENARIO 2: Employment Mixed-Use



# Case Study: Sports Mixed-Use

## TITLETOWN DISTRICT -

### ASHWAUBENON (GREEN BAY), WI

The initial planning for the Tiletown District was begun in 2003-2004 as a municipally-led initiative to transform 18 square blocks of marginally developed land directly east of Lambeau Field near Green Bay into a sports and entertainment hub (and surrogate downtown) for the host community Ashwaubenon, WI. The plan sought to capitalize on the combined drawing power of Lambeau Field, the adjacent Green Bay Packers practice facilities, and the nearby Resch and Brown County arenas, by creating a sports-themed urban village that wove these elements into a connected whole. This was to be achieved by introducing mixed-use development and stylized public spaces into the loose suburban fabric to create a unified (and expandable) urban template. The latter phases of the project contemplated extending the district several blocks to the south where it would connect to, and help stabilize, a struggling shopping mall.

The plan involved equal parts redevelopment, the incorporation of existing structures and new infill construction. The challenge was to transform an aging polyglot suburban landscape into a highly walkable urban district through surgical redevelopment and the addition of new mixed-use buildings and new streets and streetscape. With the exception of public rights-of-way, all of the land within the planned area (comprising several dozen separate land parcels) was all privately owned. The redevelopment was to be financed, in part, through the creation of a new TIF district encompassing the entire district.

As a principal stakeholder, the Green Bay Packers made the first significant investment in the district in

2006-07 through the relocation and enhancement of its main outdoor practice field (Ray Nitscke Field) which, according to plan, was relocated and rebuilt as a stylized open-ended practice stadium and spectator attraction. Following this initial installation however, redevelopment stalled with a new political administration and exorbitant land prices being demanded by key property owners. Efforts to coalesce a land "equity pool" that would have given hold-out property owners an equity stake in any new development died with the onset of the 2008 recession and the consequent failure to recruit a master developer.

With the project stalled for several years, the Green Bay Packers stepped into the role of master developer in 2012 with their acquisition of several large "dark box" commercial tracts immediately west of Lambeau Field – opposite the area originally proposed for the district. (These sites had initially been ruled-out as a location for the district because of their relatively shallow parcel depth, back-of-house orientation to the stadium, and separation from the other facilities mentioned above.) The sudden control of this land however, and the unwillingness or inability of the Village administration to put the project back on its original course, caused the entire plan to shift from a north-south, to an east-west orientation virtually overnight. The development program was simply adapted to the land that was now available to build on.

With 45 contiguous acres now directly under their control the land was cleared and the plan was essentially reworked for the alter- native, smaller site. The project also changed from an exercise in surgical redevelopment and adaptation to a 100% "ground-up" new construction project on a fairly large scale. The first project to get built was a new 150,000 square



(Source: Green Bay Packers)



(Source: Jim Matthews - USA Today)



(Source: Green Bay Packers)



foot Kabala's superstore on the far western end of the district in 2012. This was followed in quick succession by a new 144 room, Packer-branded Kohler Lodge hotel, and a 20,000 square foot microbrewery and restaurant. A new 5-story, 130,000 square foot office building was also included in the first phase. This building now houses a sports technology business accelerator ("Tech Pub"), a joint venture between the Green Bay Packers and Microsoft Corp., and a sports medicine clinic operated by Bellin Health System. Phase 2, which is now currently underway, will include an additional 75,000 square feet of urban format retail and a 5-story 150-unit apartment building along with 90 for-sale townhomes. Plans for phase 3 have not been made public yet.

All of the development in Titledown is organized around a new public greenspace that includes a manmade sled hill and football field shaped public commons. Ribbons of surface parking and outer stadium lots handle all parking loads. Although some minimal out lot development is contemplated in the future, Lambeau's existing surface lots have been left largely untouched through the initial phases of development resulting in the district feeling somewhat disconnected from the stadium and vice-versa. This decision was made to economize on construction costs and to preserve tailgating space.

## CRITIQUE

Although much celebrated locally, the reconceived version of Titledown will struggle to achieve many the original goals of Village leaders to tie the stadium, arenas, Packer practice campus, and shopping mall together into the armature of a true downtown.

Indeed, the district ended up getting built on the exact opposite side of the stadium from these major set-pieces. As a result, the district (or what has been built of it thus far), feels more like an inwardly focused commercial lifestyle center than a true mixed-use neighborhood. This

has much to do with the physical limitations of the smaller site and the fact that besides the stadium, there aren't any other activity centers nearby to infuse it with life. The project also has a much-reduced housing component to help keep it activated. The district is entirely surfaced parked which gives it a more suburban feel.

The district is also hemmed in by single-family neighborhoods that the service ends of the new commercial buildings back-up to. There are also few through-connections linking the district to surrounding neighborhoods. As a result, Titledown in its current form feels like an island or commercial superblock that has been dropped into a suburban residential neighborhood. The scale change between the neighborhoods and the district has been fairly well handled (likely owing to the limits on building heights and density caused by the lack of structured parking), but the orientation of the commercial uses, which mostly turn their back to the neighborhoods, is awkward at best. To soften the edge between new development and old, an entire three block stretch of single-family homes on the backside of the commercial row has been demolished and will be replaced with urban-format townhomes, also as part of Phase 2.

## LESSONS LEARNED

Despite its limited success at creating a true downtown for an aging and center-less suburb, Titledown is a lesson in the need for adaptability and improvisation in the redevelopment process. It's a textbook case of how the redevelopment process rarely follows anything close to a linear path, and how what gets built sometimes only has a passing resemblance to what was originally planned. More basically, it highlights the limitations of trying to implement exacting plans on land that isn't fully controlled by willing parties. It also underscores the hazards of trying to execute expensive urban construction in a soft market community with very limited



(Source: Jeff Bollier - USA Today)



(Source: Adam Wesley - USA Today)



(Source: Sarah Kloepping - USA Today)

or non-existent public financial support.

More pointedly, this project should also serve as a warning as to what can happen when the public sector backs off from its early financial commitment to the redevelopment process and lets private redevelopers fend for themselves. What started off as a publicly led process devolved into a purely privately driven development deal as a new political administration took a hands-off approach to a project that was originally intended to deliver substantial public benefits in terms of public amenities and community image. The project literally took a different direction when disagreeable property-owners and a non-intervention minded civic leadership shut down the intended path.

The results were predictable. Although it is a definite improvement to the area, and strong attempts were made to incorporate many of the uses and public space elements envisioned in the original plan, the final product promises to be a much watered-down and highly privatized version of the original vision. This has much to do with the failure of public leadership to take a strong position in the project at critical junctures. It may have also been partly the result of a highly image sensitive, go-it-alone minded organization (i.e. the Packers) not to pressure them to do so.

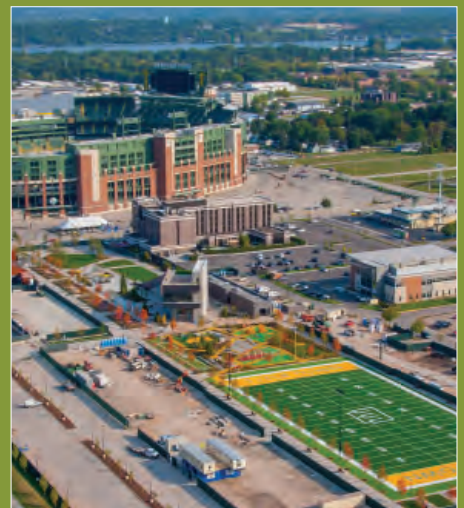
In the end the effectiveness of the early planning work wasn't in the design details or even in assigning land uses to specific blocks. Rather, it was to identify the bigger programmatic elements that would distinguish the project as a regional destination and bring to life the market opportunities that the area held. It was these programmatic and economic positioning elements, not design details, that set the course of what has been built to-date.



(Source: Green Bay Packers)



(Source: ROSSETTI)



(Source: Michael Solender - ConnectSports)



# Case Study: Parking

## THE MARKET COMMON - CLARENDON, VA

The Market Common, located in Clarendon, VA, is a mixed-use development completed in 2003 and identified by the U.S. Environmental Protection Agency in 2006 as a model for shared parking. The 1,232,181 square-foot development includes 101,337 square feet gross leasable office space, 303,150 square feet gross leasable retail space, and 387 total residential units (87 townhouses and 300 rental apartments). The Market Common has a parking structure containing 1,368 spaces and 36 parallel parking spaces.

By the time the development was planned, the area in the vicinity of the project had fallen into decline, and most land uses were occupied with surface parking. The Market Common promoted the development of the entire area, it is estimated that the development has catalyzed nearly \$1 billion in new development in its immediate vicinity. One of the main ideas responsible for the success of The Market Common was opening an inward-facing retail center to Clarendon Boulevard and placing outward-facing housing on the three sides that are on residential streets, leaving no blank facades and maximizing street frontage of the commercial center.

The development is now located three blocks from two Metro stations along the Rosslyn-Ballston corridor, and near dense employment and retail. The area has a variety of uses and urban Weekend Rideshare Loading Zones form that supports walking, transit, and biking as well as driving and parking. The Market Common developers planned a shared parking strategy since retail users would be using the parking during the day while residents would mainly need parking at night. The Market Common is a typical dense suburban mixed-use

development and it would require over 2,000 parking spaces, which was reduced by 25% using shared parking. To ensure the success of the shared-parking development, several strategies were employed:

- Undesignated spaces: all parking is available for any use
- Parking costs unbundled from rent for residents
- Parking is priced accordingly:
  - Up to 1 hour: \$6
  - Up to 2 hours: \$8
  - Over 2 hours (daily maximum): \$12
  - Evening rate (6pm to 2am): \$6 flat rate
  - Monthly Standard Rate: \$125
  - Monthly Resident Rate: \$100

In May 2018, Clarendon established specific weekend rideshare loading zones in the vicinity of The Market Common. The loading zones should be used for all nearby rideshare pickups and drop-offs Thursday to Sunday, 9 PM to 3 AM. Green and white signs noting 5-minute parking identify the designated loading zones.

The entire project, including the parking structure, had an approximate cost of \$150 billion dollars. McCaffery Interests, Inc., the developer, sold the development by a profit to TIAA-CREF. The development is yielding steady returns to the current owner.



(Source: Regency Center Properties)

# Appendix 2:

## Land Use Tables

Use Type		Neighborhood Transition	Highway Office	Hospitality / Entertainment	Corridor
<b>Agricultural</b>					
	Agriculture				
	Equestrian Facilities				
	Plant Nursery				X
<b>Residential</b>					
<b>Group Living</b>					
	Alzheimer's Facility				X
	Assisted Living Facility	X			X
	Comprehensive Mental Health Treatment				X
	Fraternity or Sorority House				
	Dormitory			X	X
<b>Household</b>					
	Dwelling, Single Family Detached	X			
	Dwelling, Single Family Attached	X		X	X
	Manufactured/Mobile Home Park				
	Multi-Family	X	X	X	X
	Protective Housing Facility				
	Residential Facility	X	X	X	X
<b>Institutional</b>					
	Correctional Facility				
	Homeless Shelter				
<b>Public</b>					
<b>Civic/Community</b>					
	Aquarium			X	X
	Botanical or Zoological gardens			X	X
	Cemetery, Columbarium, Mausoleum				
	Crematory, Embalming Facility				
	Mortuary, Funeral Home				X
	Library	X	X	X	X
	Emergency Services	X	X	X	X
	Public Services			X	X
	Religious Activity	X		X	X
	Cultural Activity			X	X
<b>Education</b>					
	School, Primary & Secondary Education	X		X	
	School, Commercial		X	X	X



## Use Type

	Neighborhood Transition	Highway Office	Hospitality / Entertainment	Corridor
School, College/University		X		X
Trade or Vocational School		X		X
<b>Open Space</b>				
Parks, Public and Private	X	X	X	X
Public Plaza	X	X	X	X
<b>Recreation and Assembly</b>				
Arcade			X	X
Community Center			X	X
Dance Hall			X	X
Exposition/Convention Center		X	X	X
Recreation Center			X	X
Recreation, Indoor		X	X	X
Recreation, Outdoor			X	X
Social or Reception Center			X	X
Stadium			X	X
Theater			X	X
<b>Transportation and Parking</b>				
Park and Ride Facilities				X
Commercial, Parking				
Parking, Structure/Terrace		X	X	X
<b>Utility and Communication</b>				
Earth Station				
Public Utility Station	X	X	X	X
Wind or Solar Energy Conversion System				
Wireless Telecommunication Facility	X	X	X	X
<b>Commercial</b>				
<b>Automotive and Mechanical</b>				
All-Terrain Vehicles (ATV) Sales and Service			X	X
Auto, Light Trucks, RV Dealerships - Sales, Service, Rental, and Leasing Agencies			X	X
Automotive Gas Station				X
Automotive Service and Repair - Major				
Automotive Service and Repair - Minor				X
Auto, Truck, RV, Equipment Storage				
<b>Healthcare</b>				
Ambulatory Surgical Facility				X
Birth Center				X
Home Health Agency				X
Hospice				X
Hospital			X	X
Medical and Health Care Offices		X	X	X
Nursing Care Facility			X	X
Small Health Care Facility		X	X	X
Social Detoxification Facility			X	X

## Use Type

		Neighborhood Transition	Highway Office	Hospitality / Entertainment	Corridor
<b>Service</b>					
	Animal Services			X	X
	Bed and Breakfast Facility				
	Business/Professional Services		X	X	X
	Car Wash				X
	Commercial Repair Services			X	X
	Commercial Retail Sales and Services		X	X	X
	Day Care, Adult/Elderly	X	X	X	X
	Day Care, Child	X	X	X	X
	Financial Institution		X	X	X
	Hotel		X	X	X
	Motel				
	Non-Depository Institutions				X
	Personal Services		X	X	X
	Professional Office		X	X	X
	Restaurant		X	X	X
	Restaurant, Drive-up Window				X
	Storage (Mini-Storage) Facilities		X		X
<b>Retail</b>					
	Art Gallery			X	X
	Commercial, Heavy				X
	Commercial, Specialty		X	X	X
	Equipment Sales and Services				X
	Pawn Shop			X	X
	Secondhand merchandise dealer			X	X
	Street Vendors		X	X	X
<b>Misc.</b>					
	Drive-Up Window (non-food), Banks, ATM's, Dry Cleaners, Pharmacy, etc.		X	X	X
	Sexually Oriented Business, (escort agencies, outcall service agencies and semi-nude dancing agencies)				
<b>Industrial</b>					
	Industry, Heavy				
	Industry, Light				X
	Industry, Medium				
	Recycling Facility				
	Research and Development Facility		X		X
	Solid Waste Conversion Facility				
	Warehouse, Wholesale				
	Waste Transfer Station				

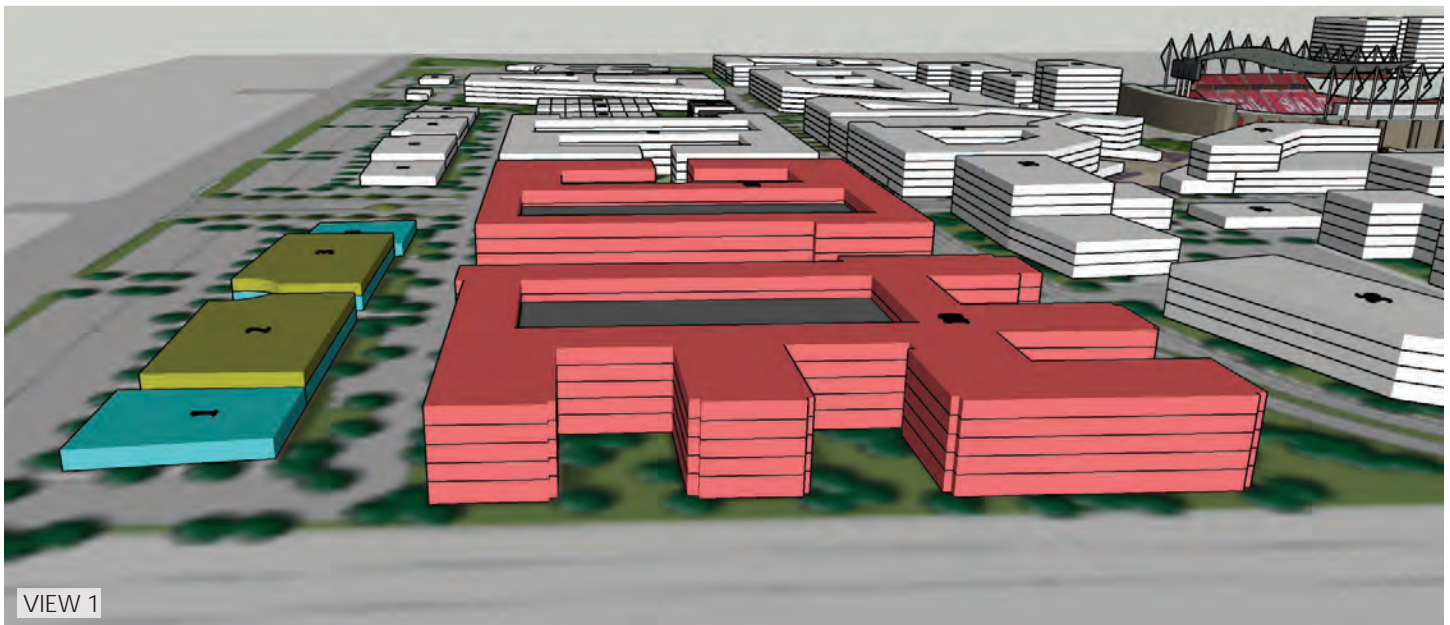


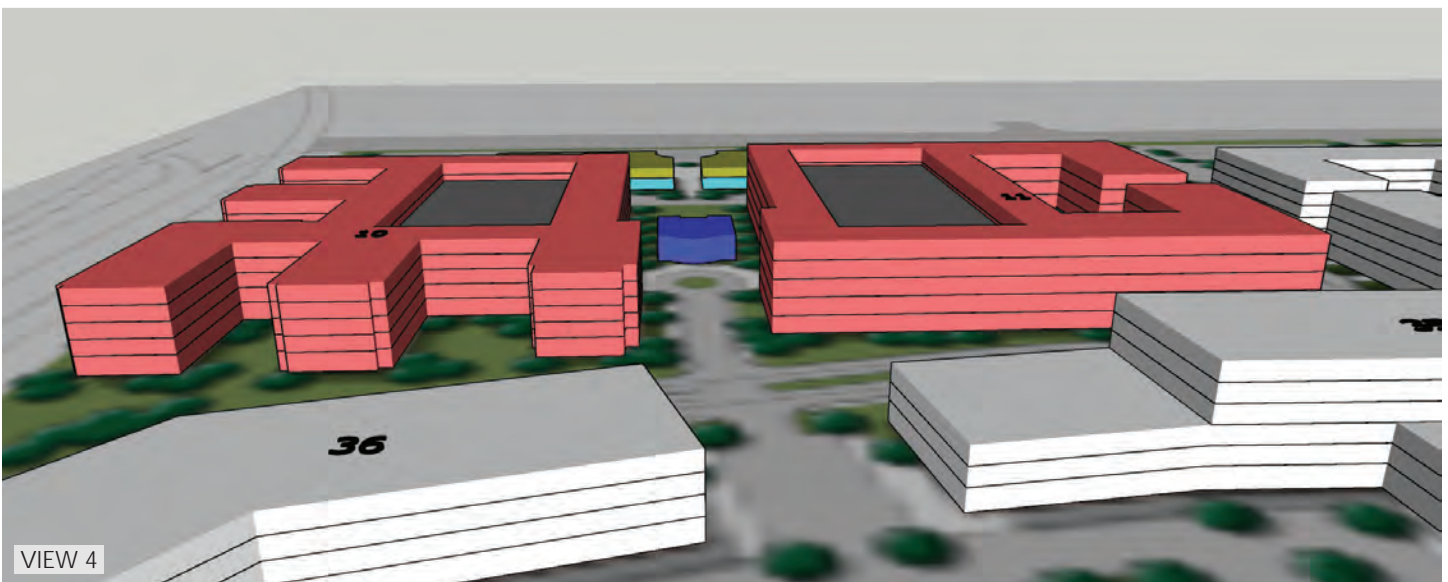
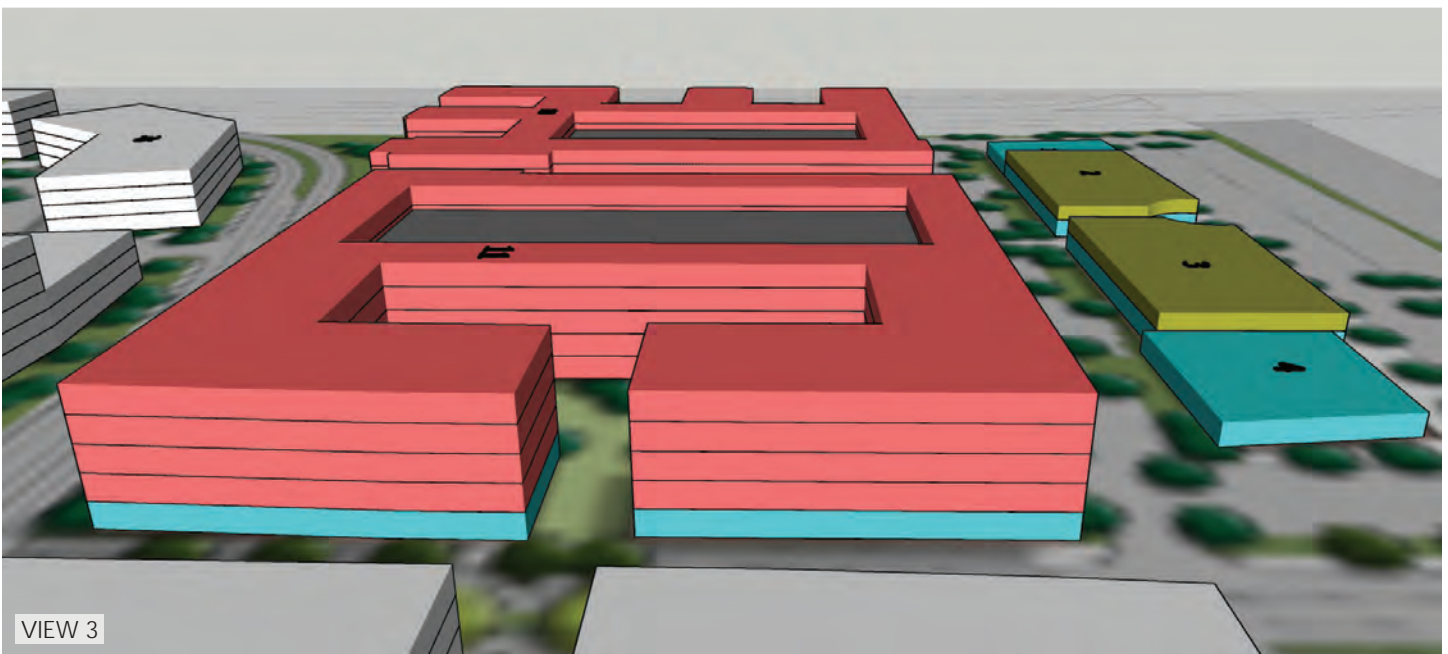
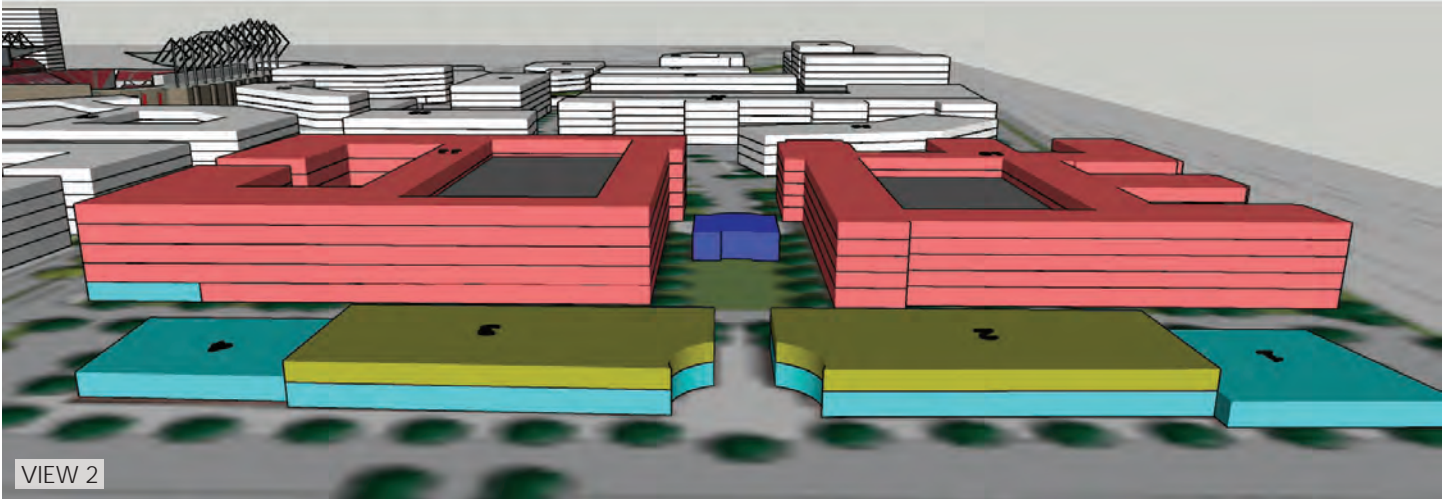
# Appendix 3:

## Block-By-Block Capacity Analysis

### BLOCK A

BLOCK A					
BLDG #	USE	S.F.	UNITS	LEVELS	STALLS
1	Commercial	10,400	0	1	0
2	Commercial / Office	19,000 / 19,000	0	2	0
3	Commercial / Office	19,000 / 19,000	0	2	0
4	Commercial	10,450	0	1	0
10	Residential / Parking	374,500 / 176,466	335	5	510
11	Residential / Parking / Commercial	331,650 / 188,569 / 23,350	331	5	580
Total	-	826,350	666	-	1,090

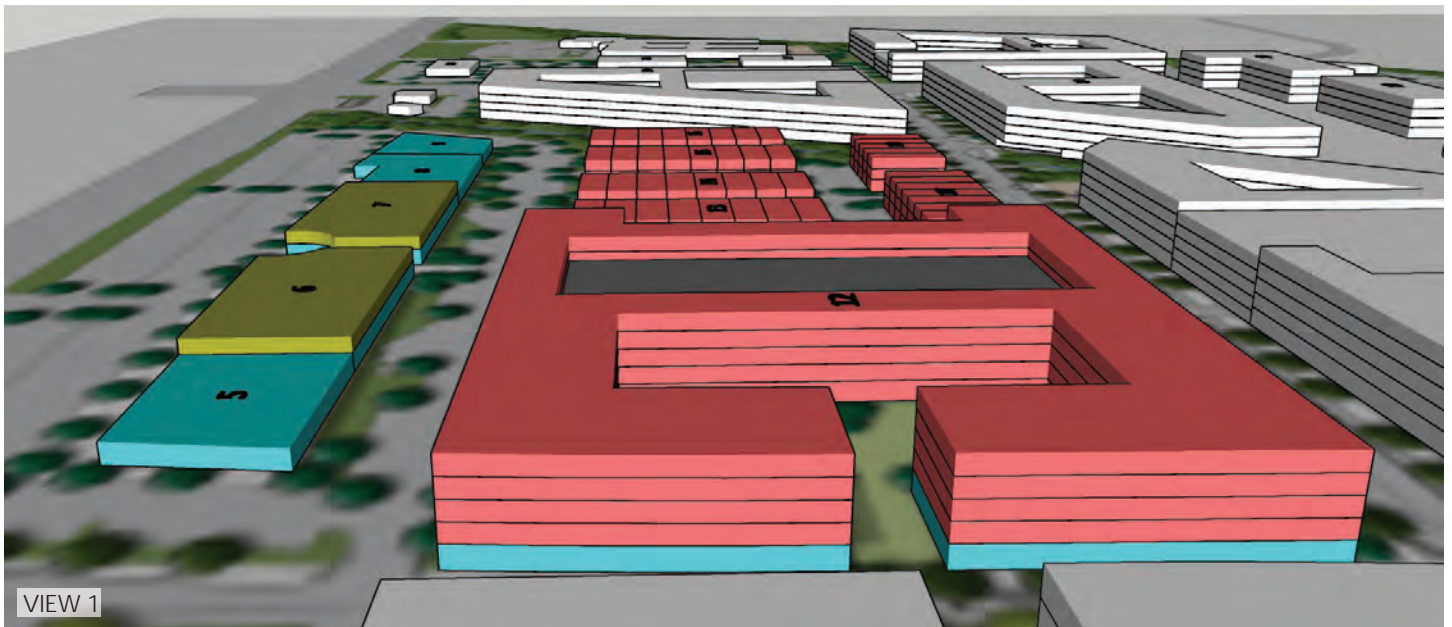
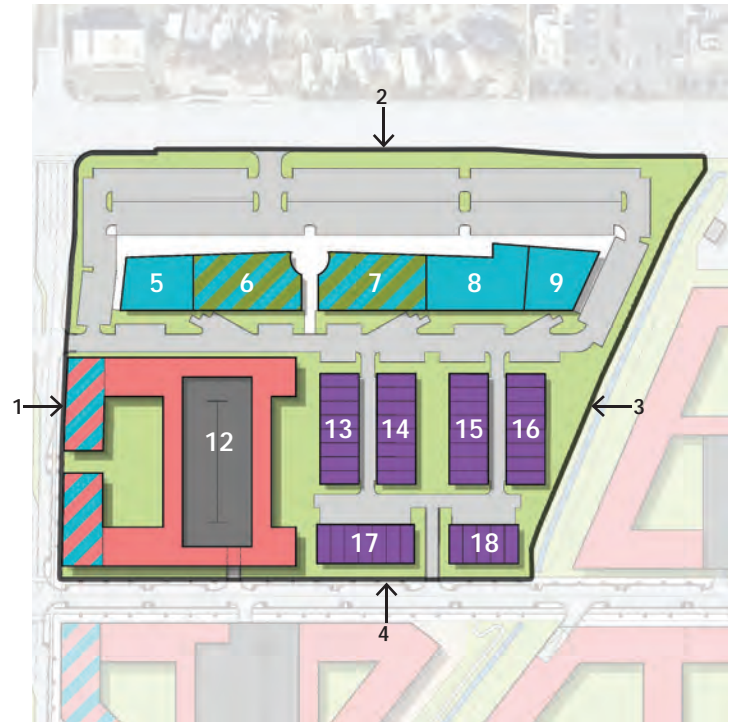


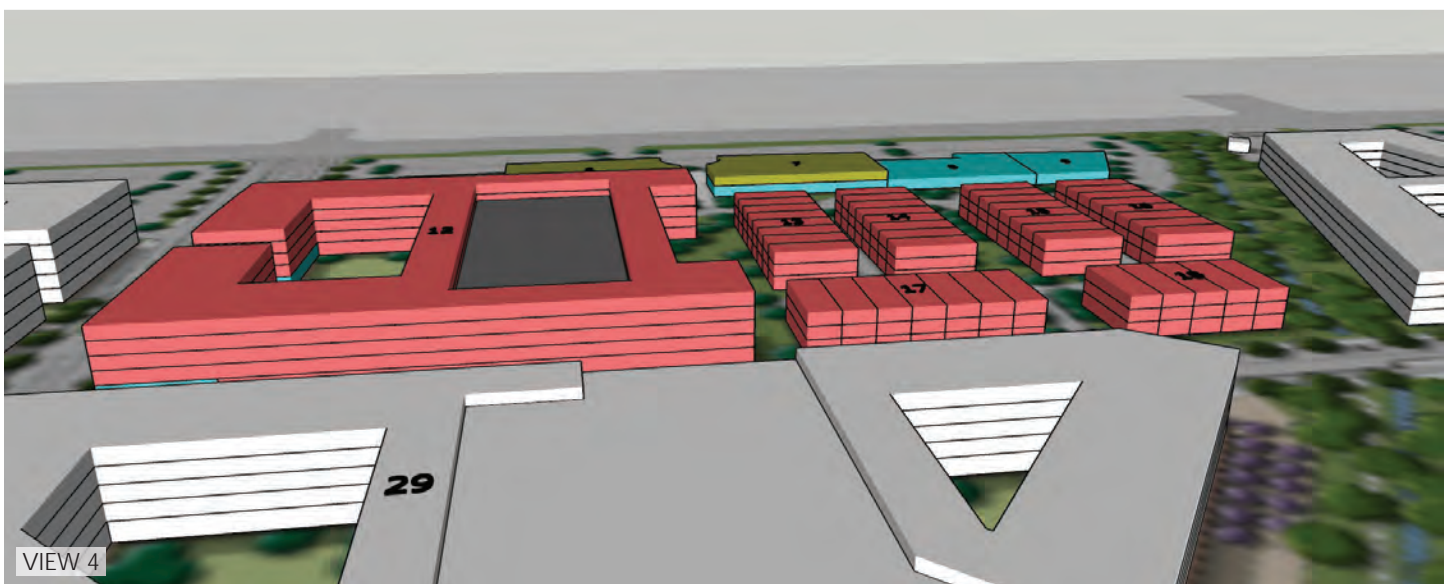
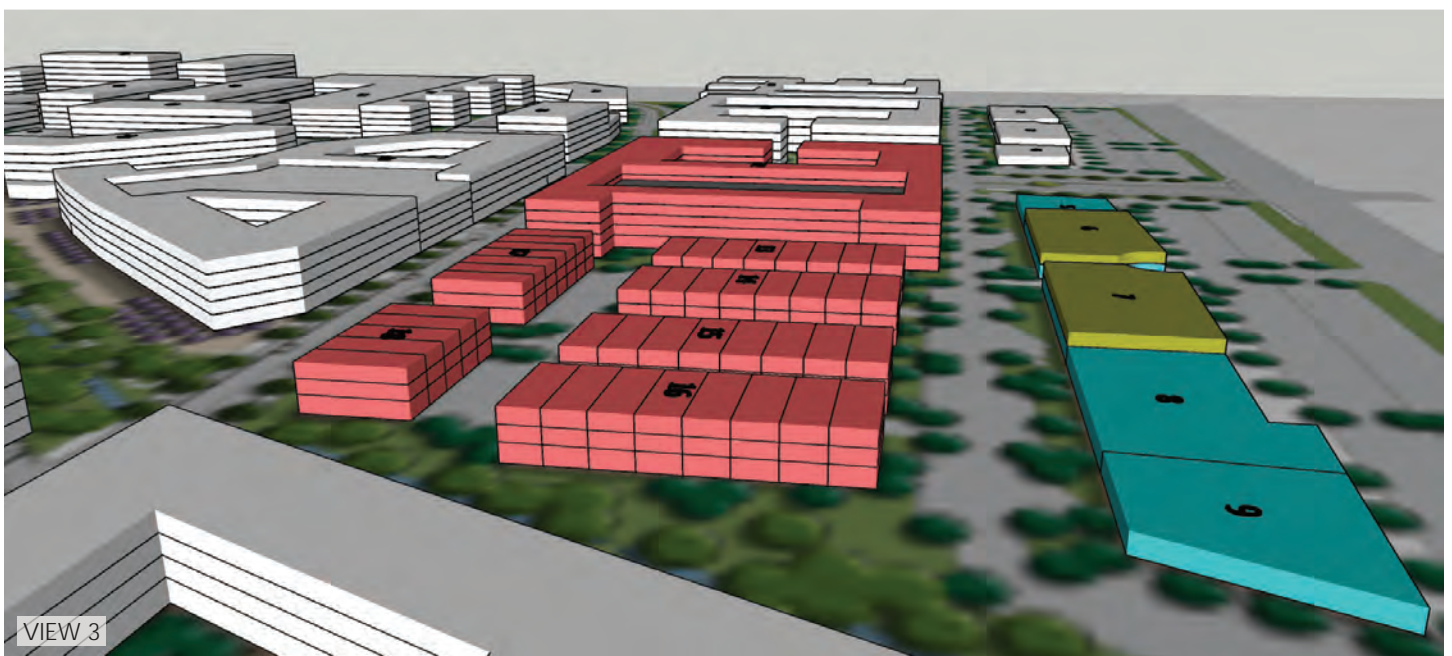
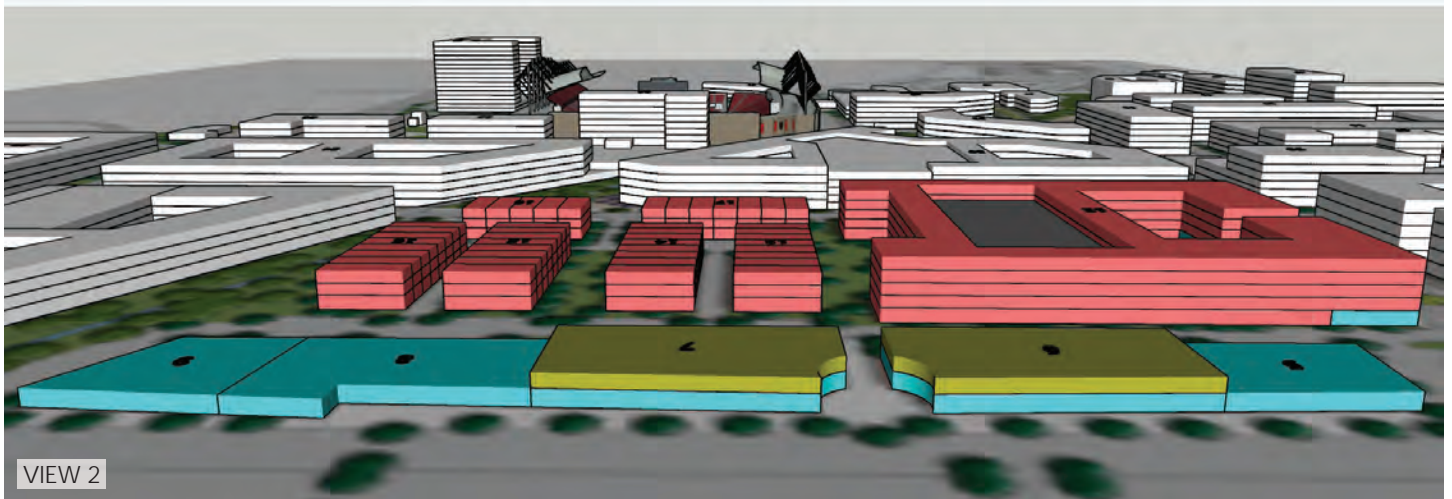




## BLOCK B

BLOCK B					
BLDG #	USE	S.F.	UNITS	LEVELS	STALLS
5	Commercial	12,000	0	1	0
6	Commercial / Office	19,000 / 19,000	0	2	0
7	Commercial / Office	19,000 / 19,000	0	2	0
8	Commercial	18,650	0	1	0
9	Commercial	12,000	0	1	0
12	Residential / Parking	372,000 / 23,350	372	5	580
13	Residential	13,890	8	3	16
14	Residential	13,890	8	3	16
15	Residential	13,890	8	3	16
16	Residential	13,890	8	3	16
17	Residential	12,200	7	3	14
18	Residential	8,700	5	3	10
Total	-	590,460	416	-	668

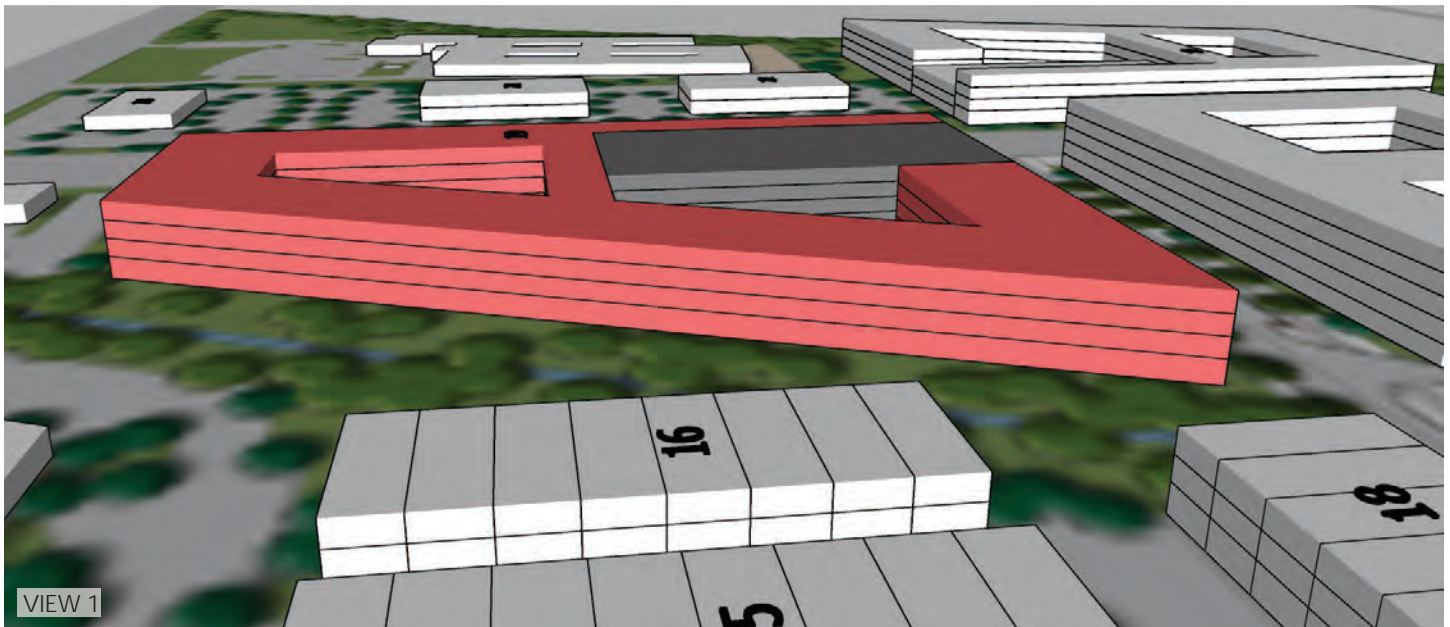
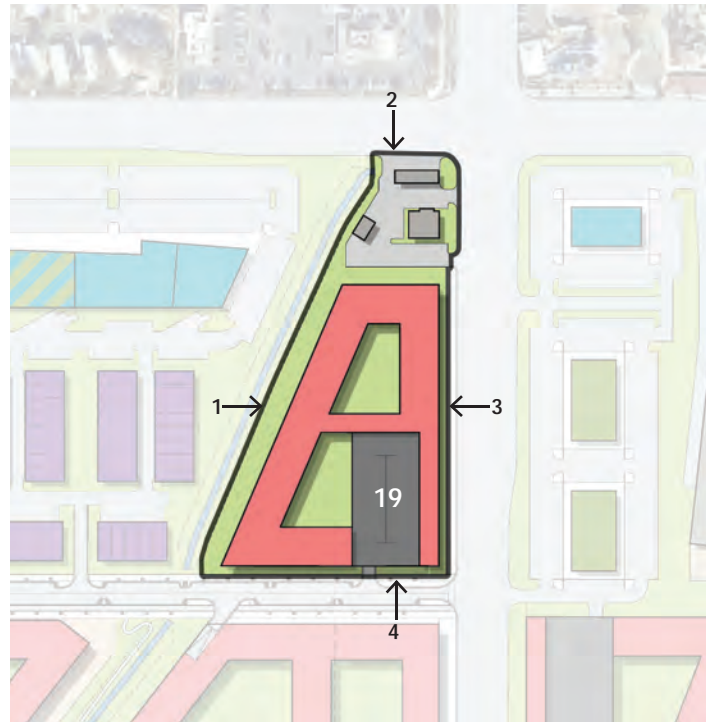


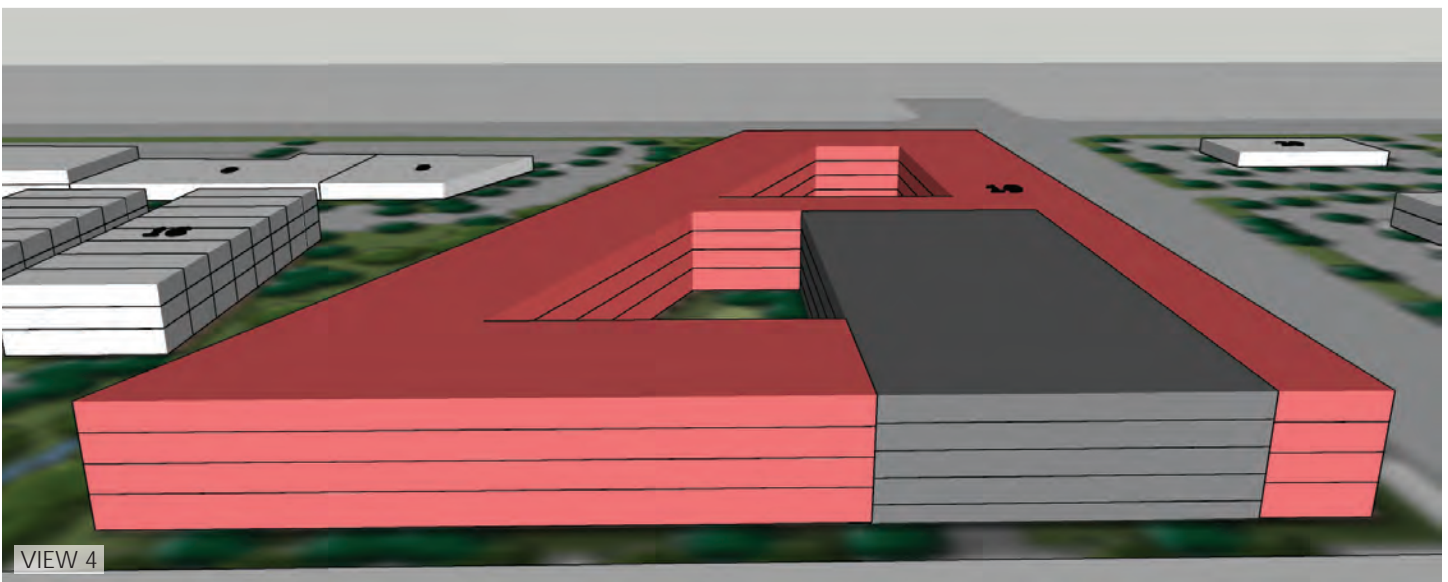
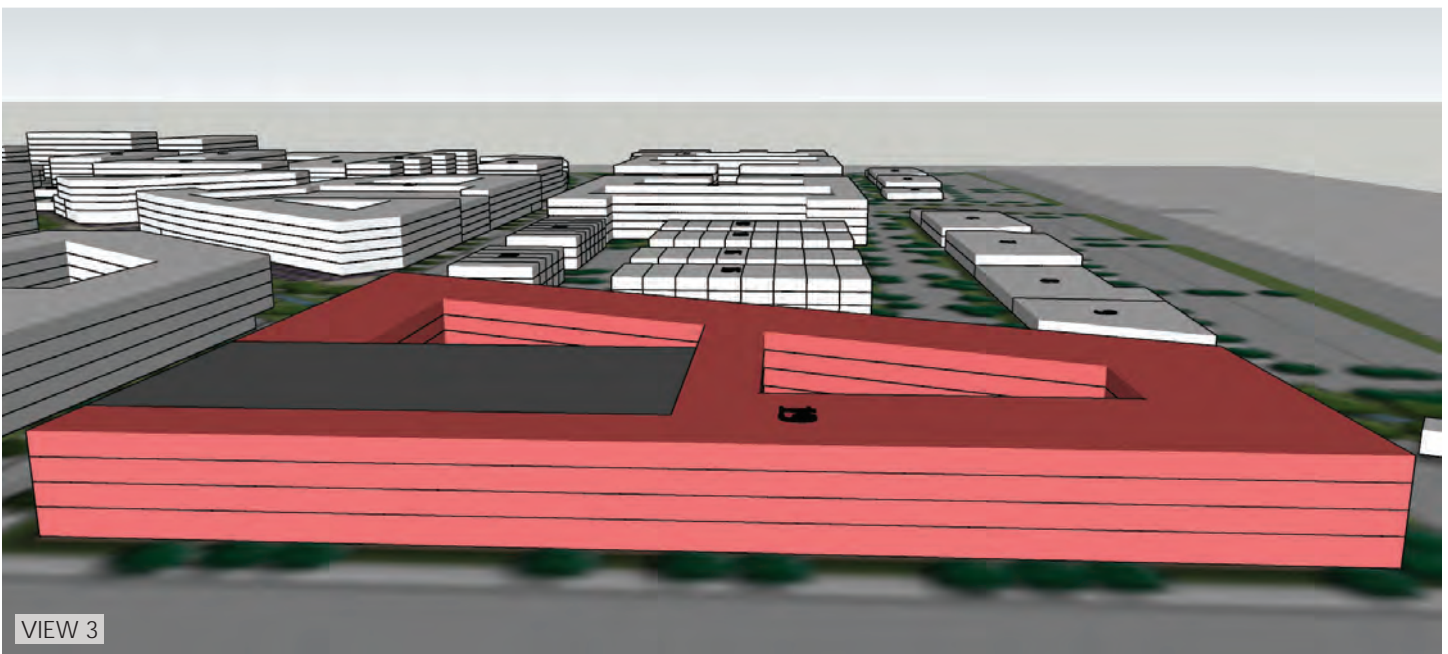
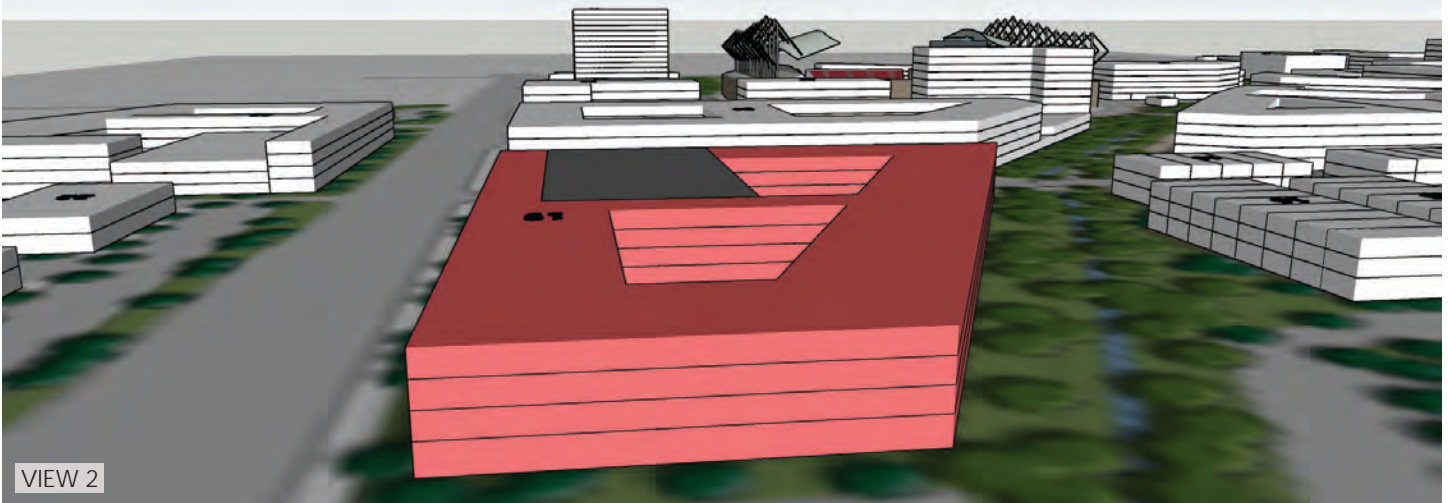




## BLOCK C

BLOCK C					
BLDG #	USE	S.F.	UNITS	LEVELS	STALLS
19	Residential / Parking	332,000 / 143,780	340	4	425
Total	-	332,000	340	-	425

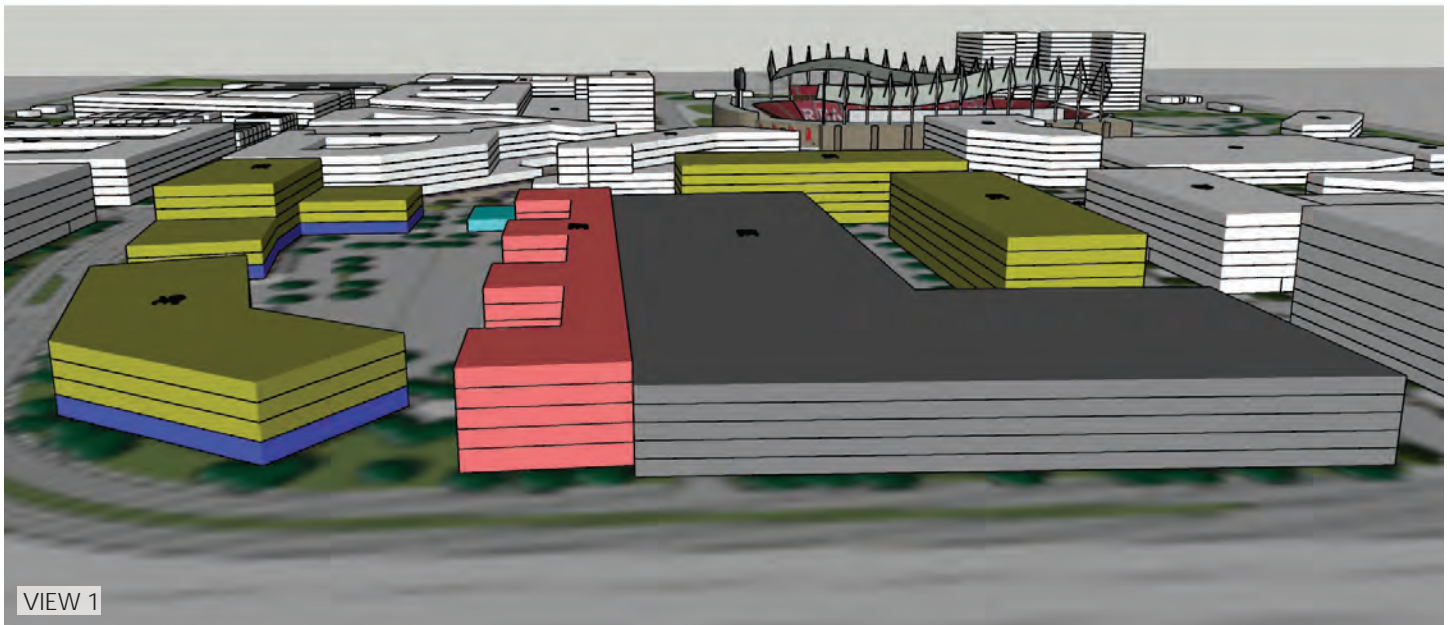
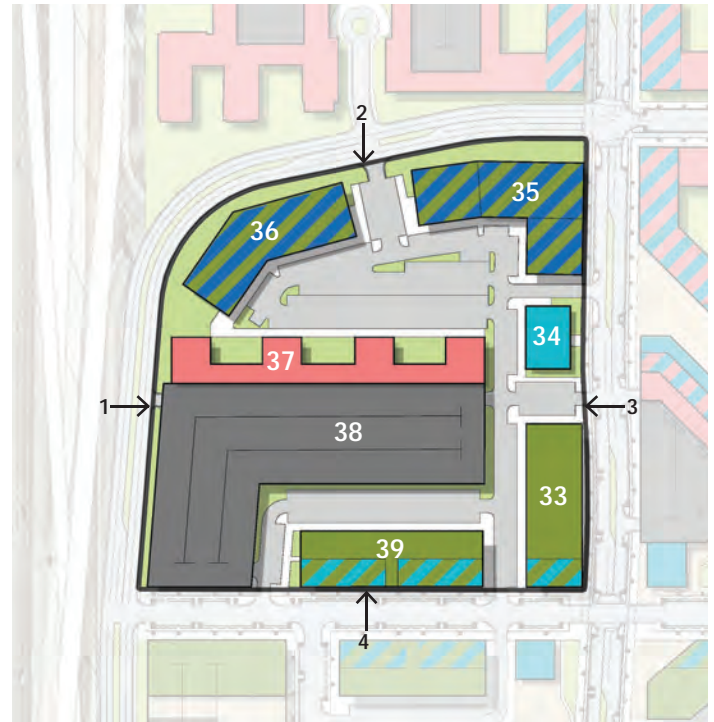


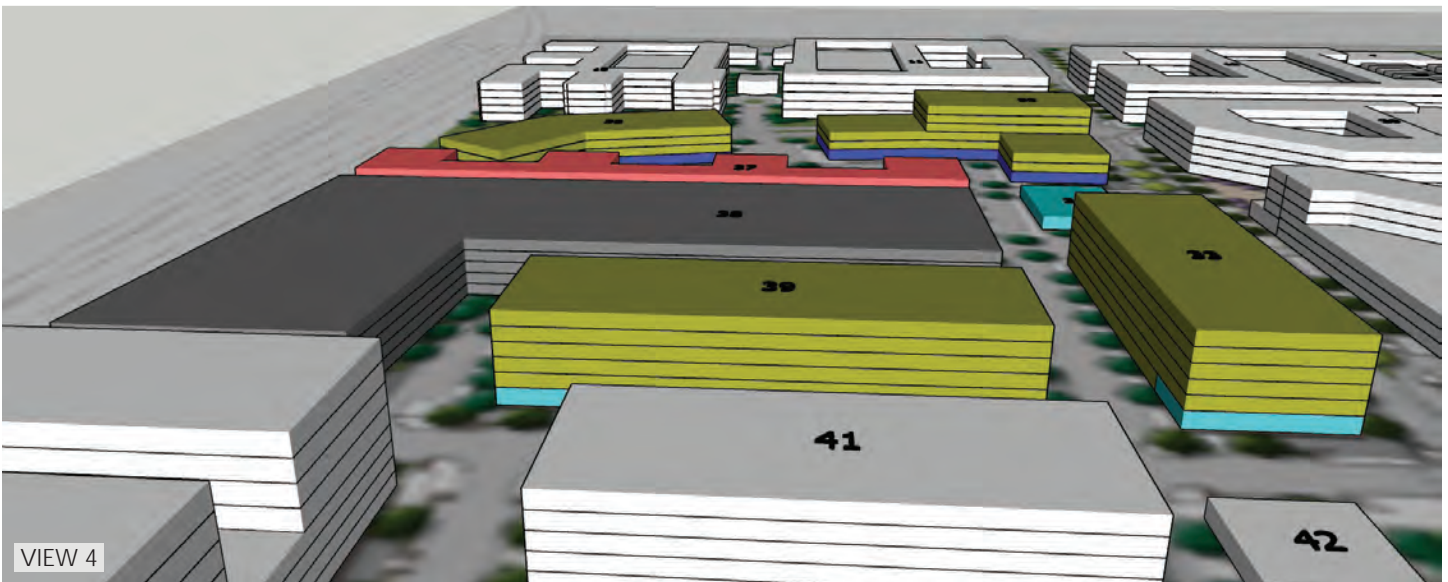
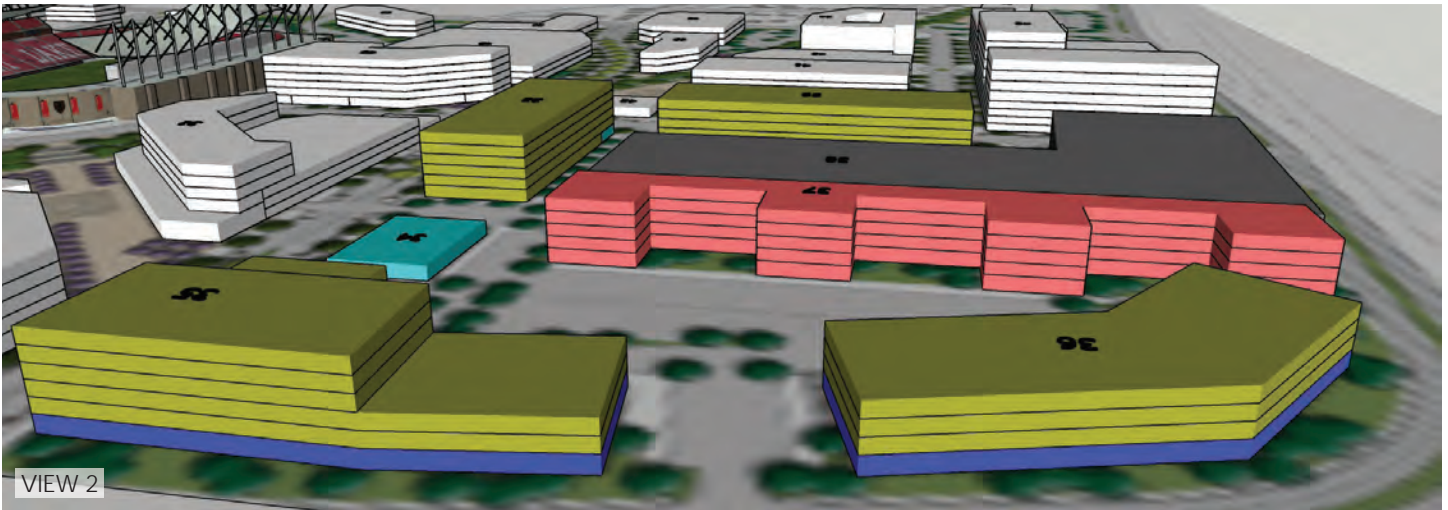




## BLOCK D

BLOCK D					
BLDG #	USE	S.F.	UNITS	LEVELS	STALLS
33	Commercial / Office	5,000 / 170,500	0	6	0
34	Commercial	9,000	0	1	0
35	Entertainment / Office	40,000 / 135,800	0	6	0
36	Entertainment / Office	32,300 / 96,900	0	4	0
37	Residential	165,000	165	5	0
38	Parking	697,545	0	5	2,150
39	Commercial / Office	15,200 / 180,400	0	6	0
Total	-	850,100	165	-	2,150

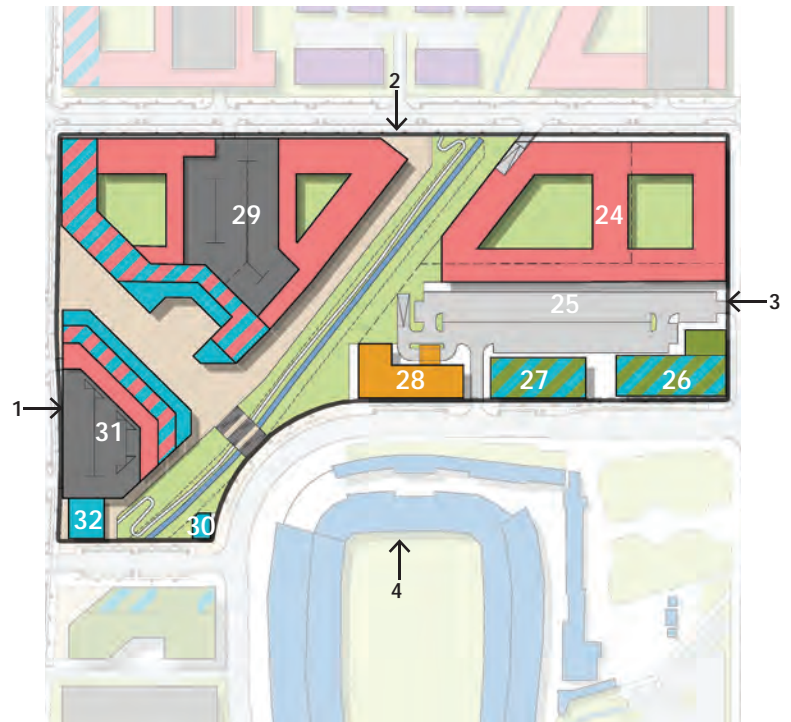




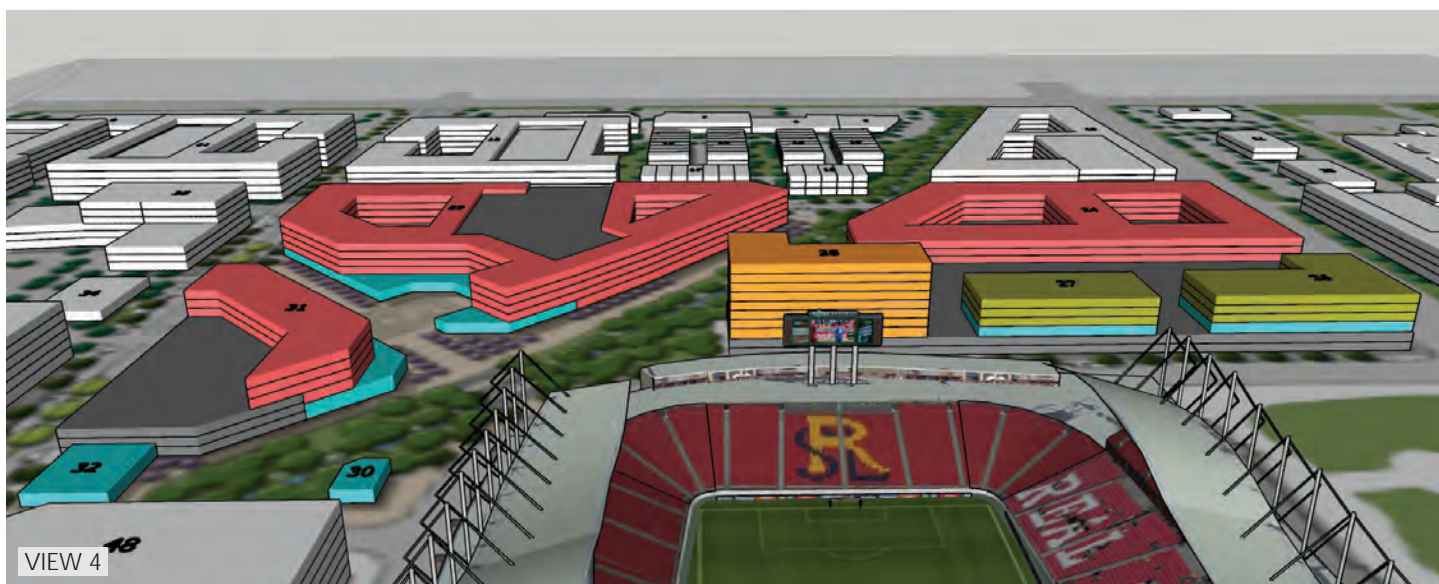
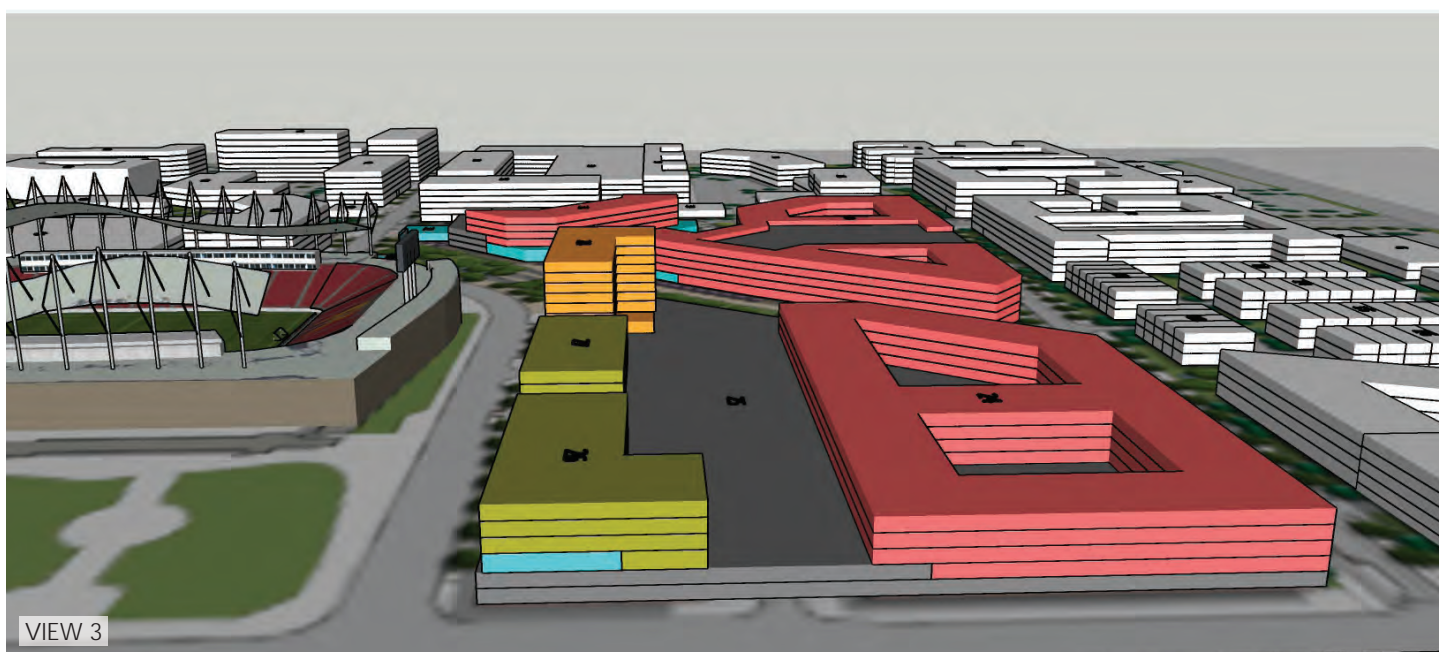
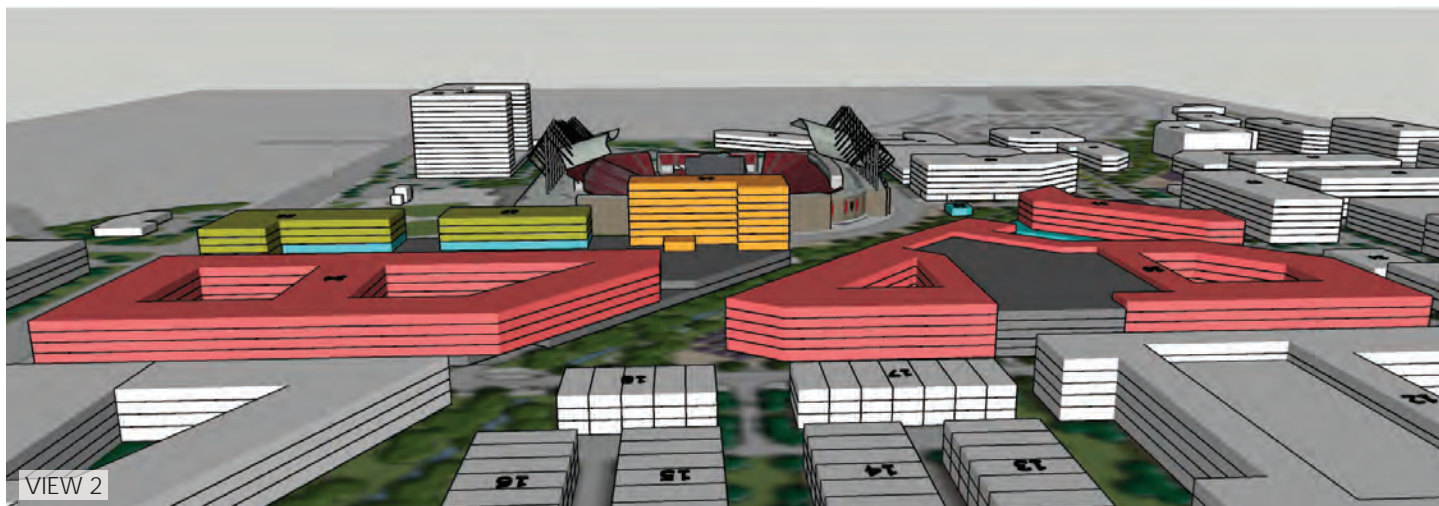


## BLOCK E

BLOCK E					
BLDG #	USE	S.F.	UNITS	LEVELS	STALLS
24	Residential / Parking	388,000 / 143,625	388	4	425
25	Parking	559,040	0	2	1,596
26	Commercial / Office	16,000 / 63,900	0	4	0
27	Commercial / Office	15,000 / 45,000	0	4	0
28	Hotel	128,000	240	8	0
29	Residential / Commercial / Parking	459,000 / 46,000 / 382,725	459	5	830
30	Commercial	1,700	0	1	0
31	Residential / Commercial / Parking	76,600 / 22,000 / 129,600	95	5	396
32	Commercial	5,600	0	1	0
Total	-	1,266,800	1,182	-	942



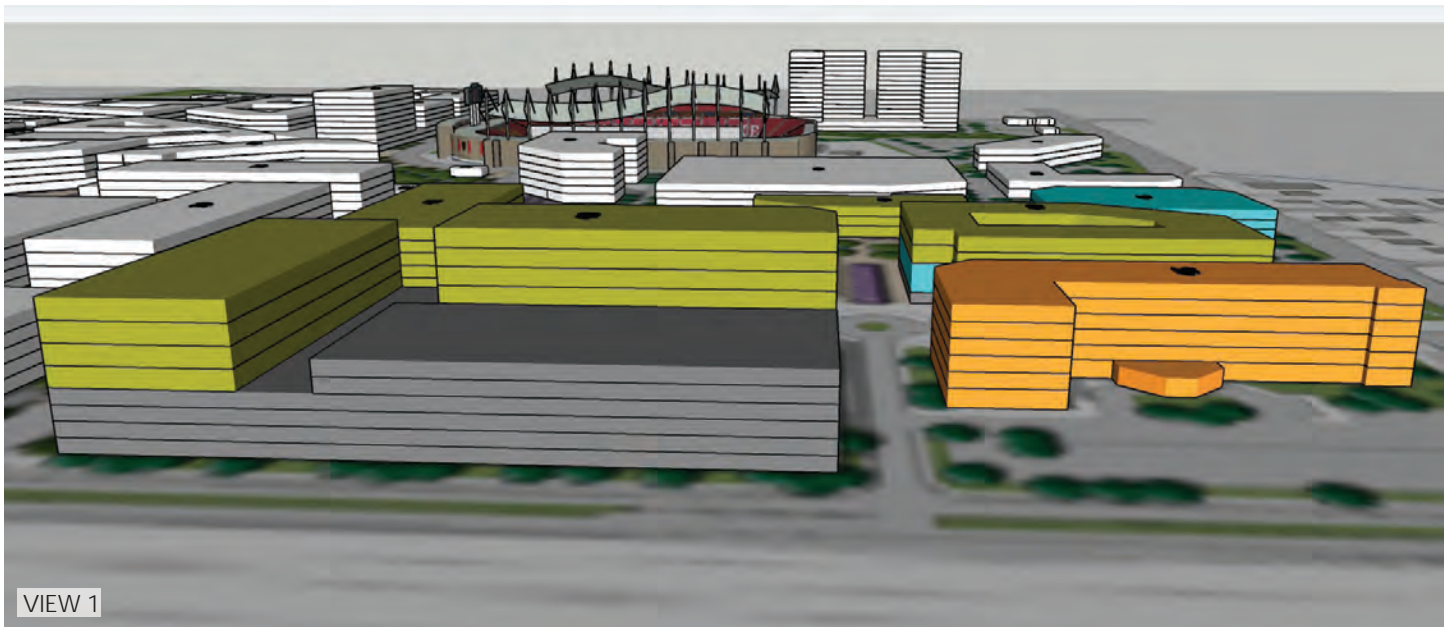
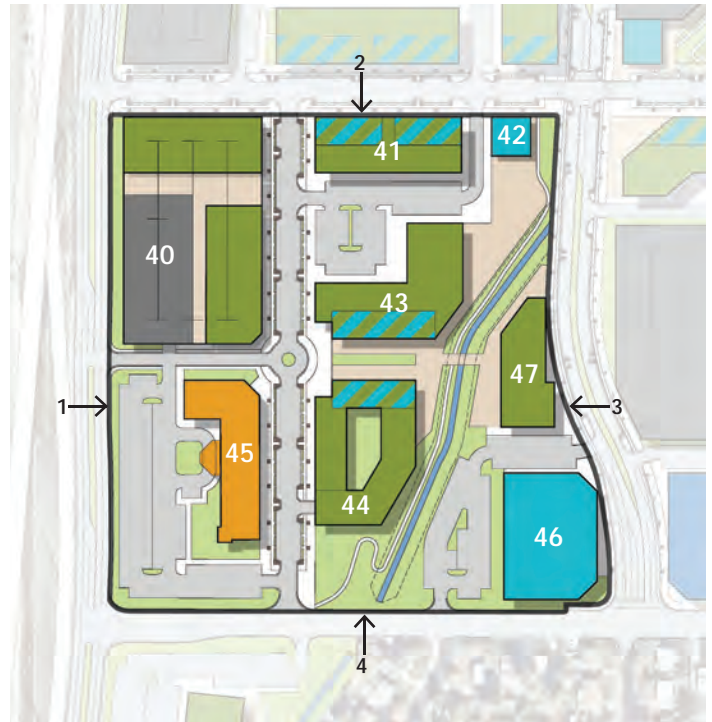




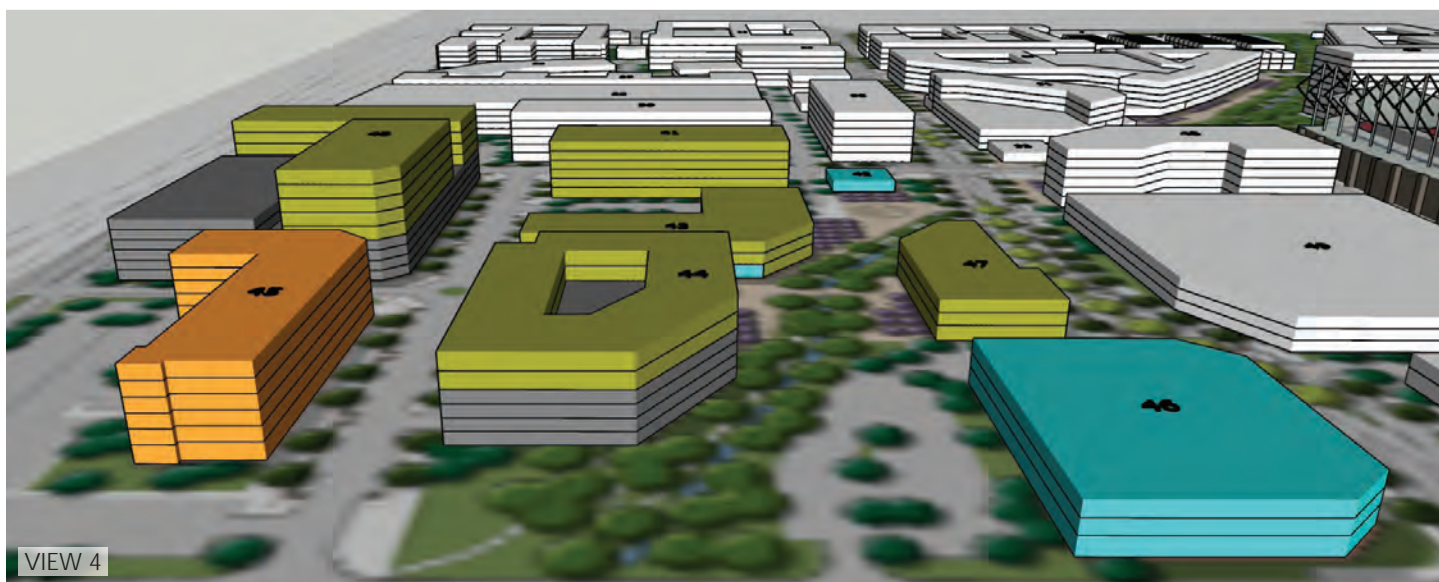
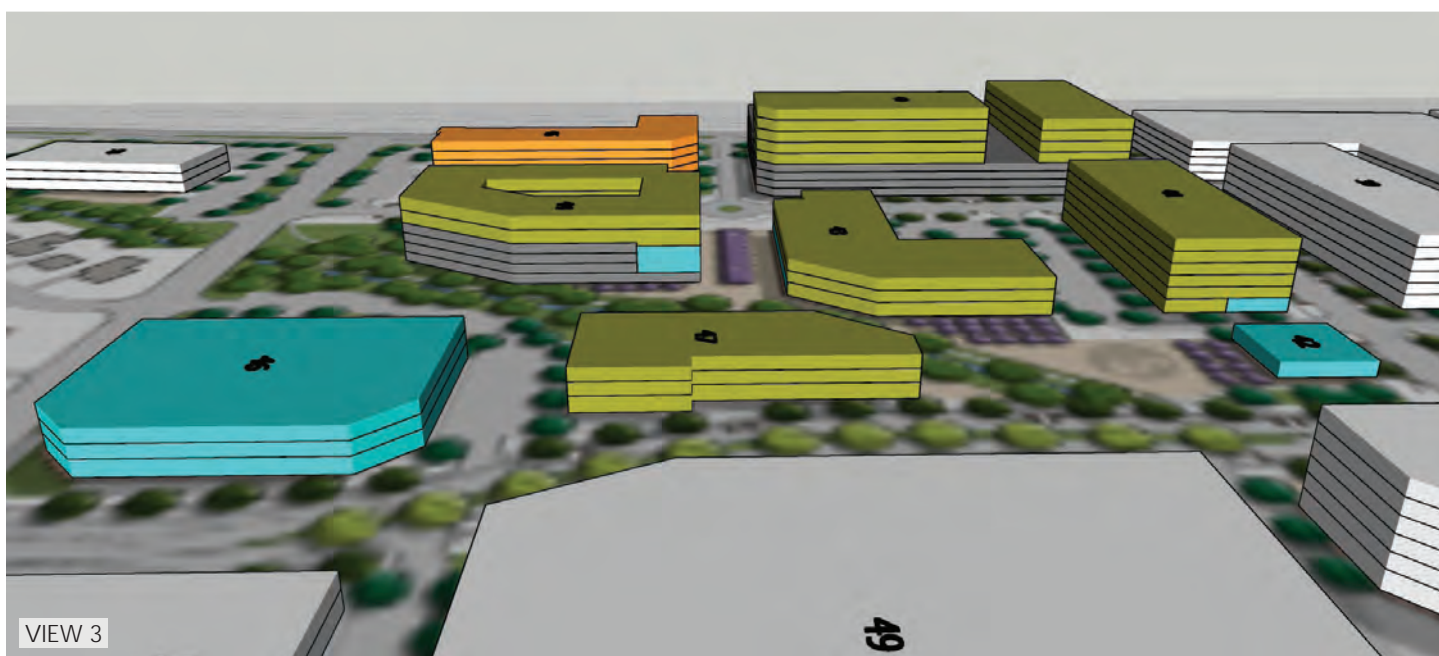
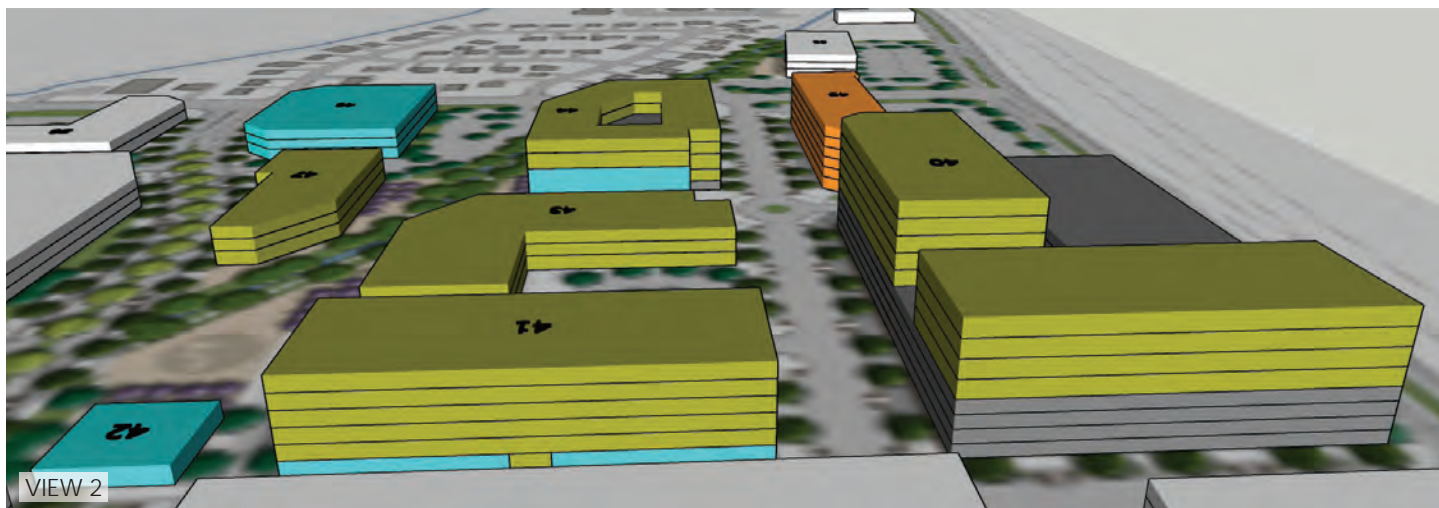


## BLOCK F

BLOCK F					
BLDG #	USE	S.F.	UNITS	LEVELS	STALLS
40	Office / Parking	172,800 / 469,720	0	3, 5 / 4	1,444
41	Commercial / Office	12,000 / 144,000	0	6	0
42	Commercial	8,700	0	1	0
43	Commercial / Office	9,000 / 102,000	0	3	0
44	Commercial / Office / Parking	7,500 / 85,800 / 121,350	0	4	373
45	Hotel	144,000	240	6	0
46	Storage	100,000	0	3	0
47	Office	54,000	0	3	0
Total	-	839,800	240	-	1,817



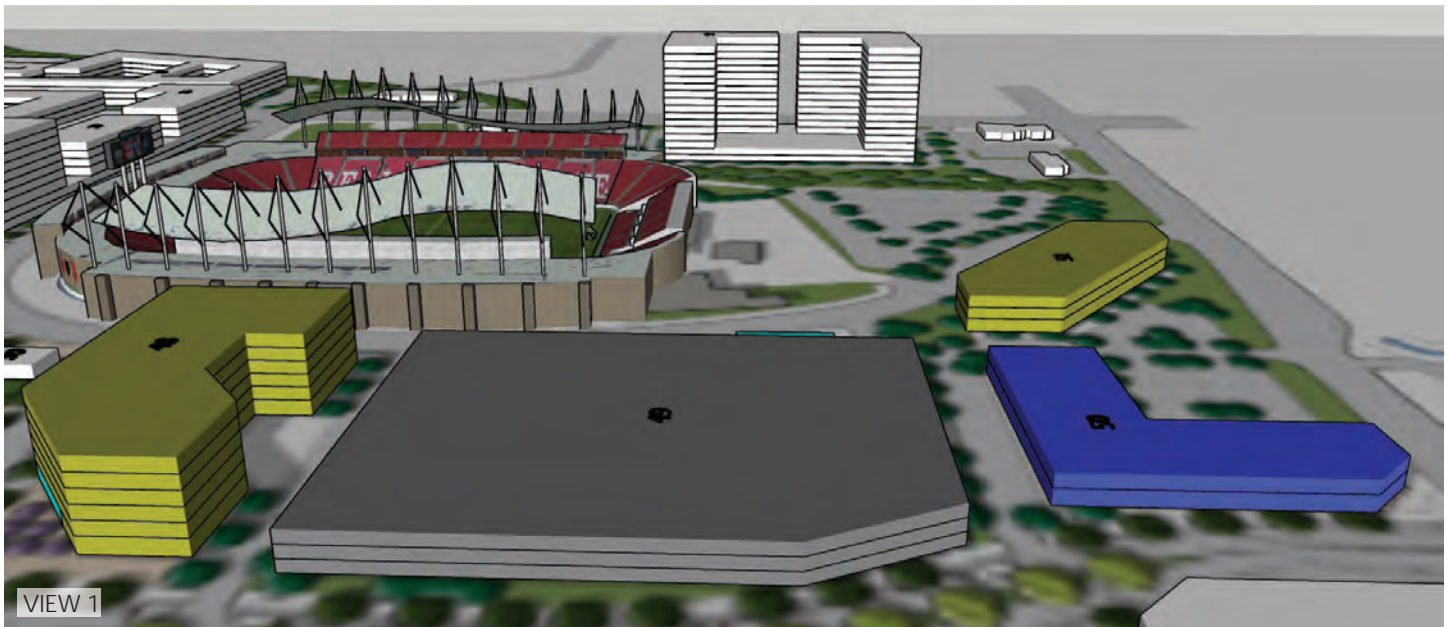
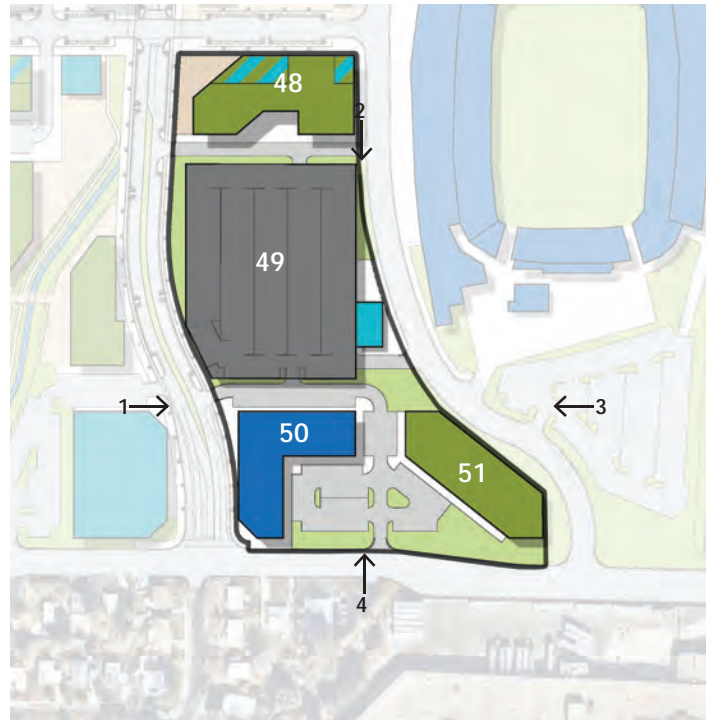
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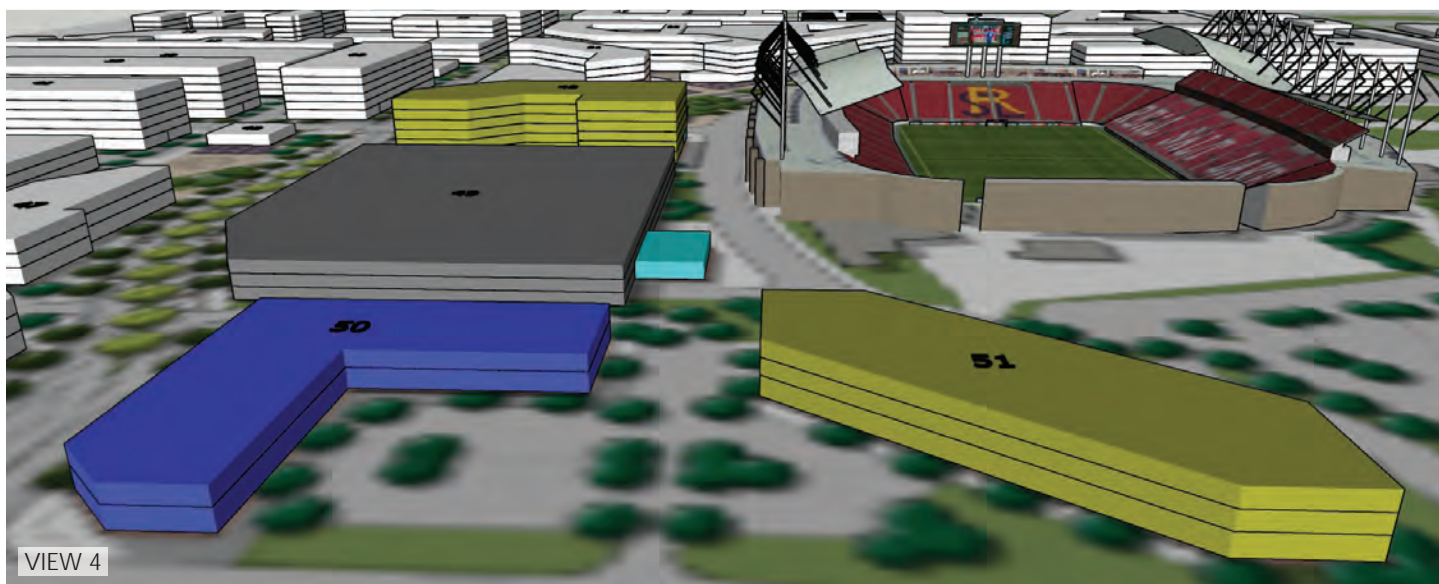
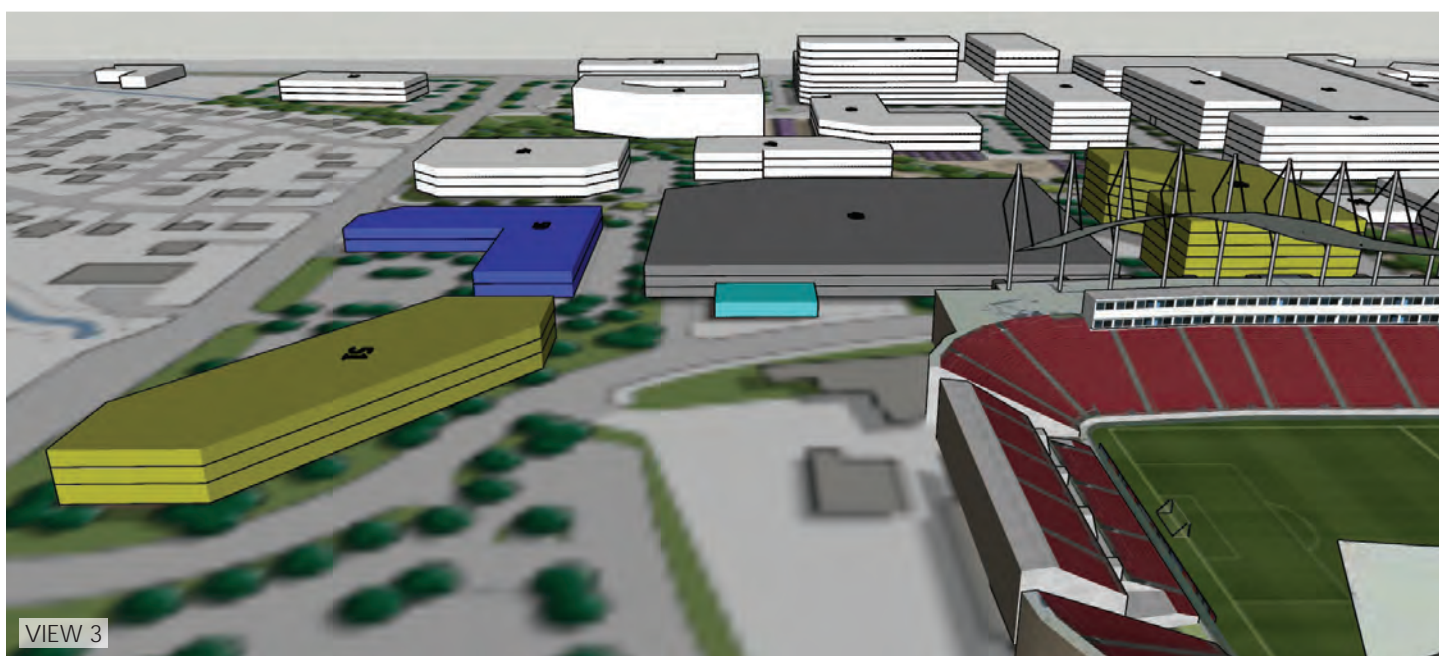
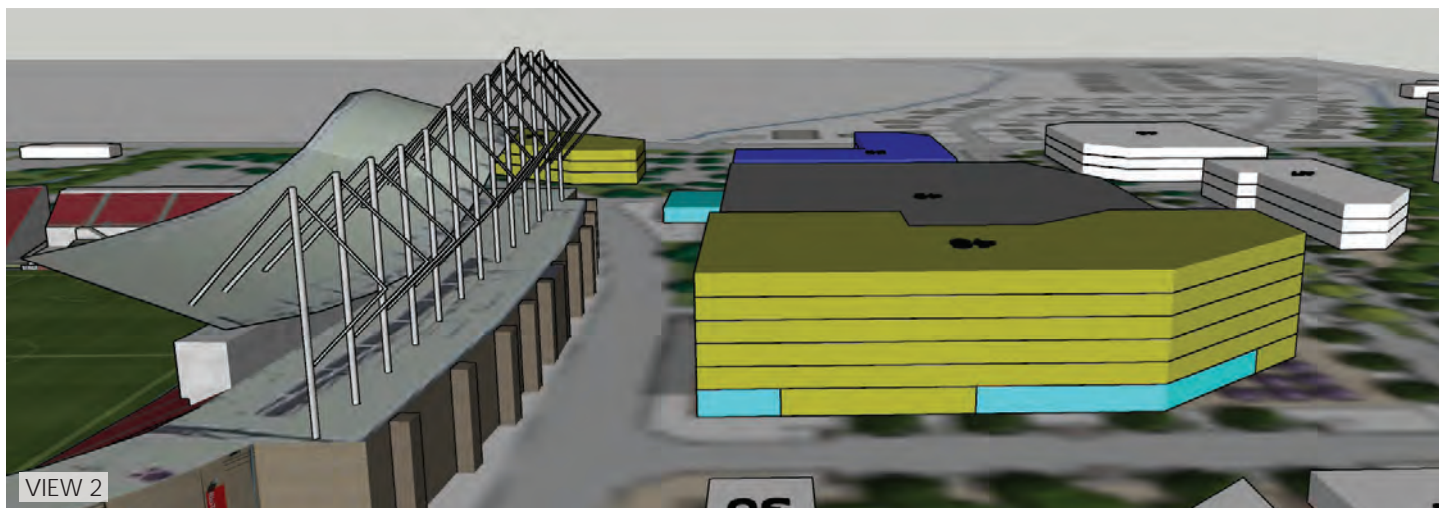




## BLOCK G

BLOCK G					
BLDG #	USE	S.F.	UNITS	LEVELS	STALLS
48	Commercial / Office	10,760 / 204,000	0	6	0
49	Commercial / Parking	4,000 / 575,630	0	1 / 5	1,750
50	Museum	56,000	0	2	0
51	Office	85,500	0	3	0
Total	-	360,260	0	-	1,750

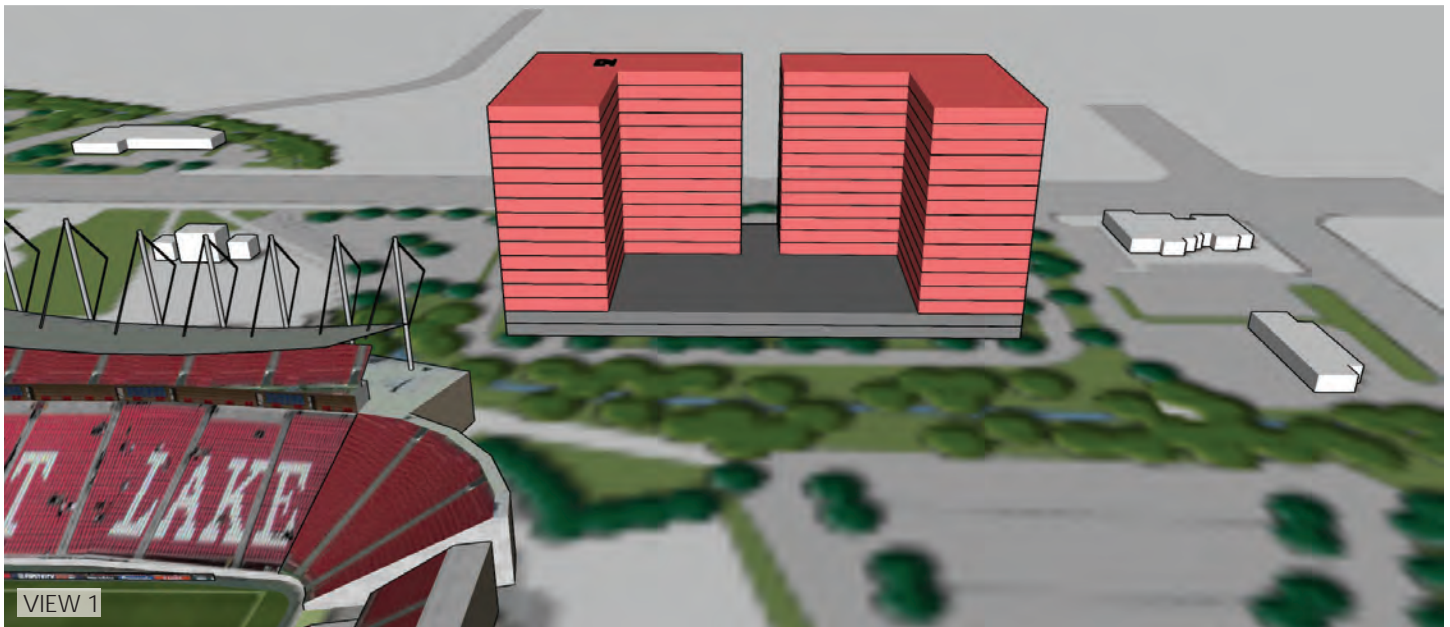
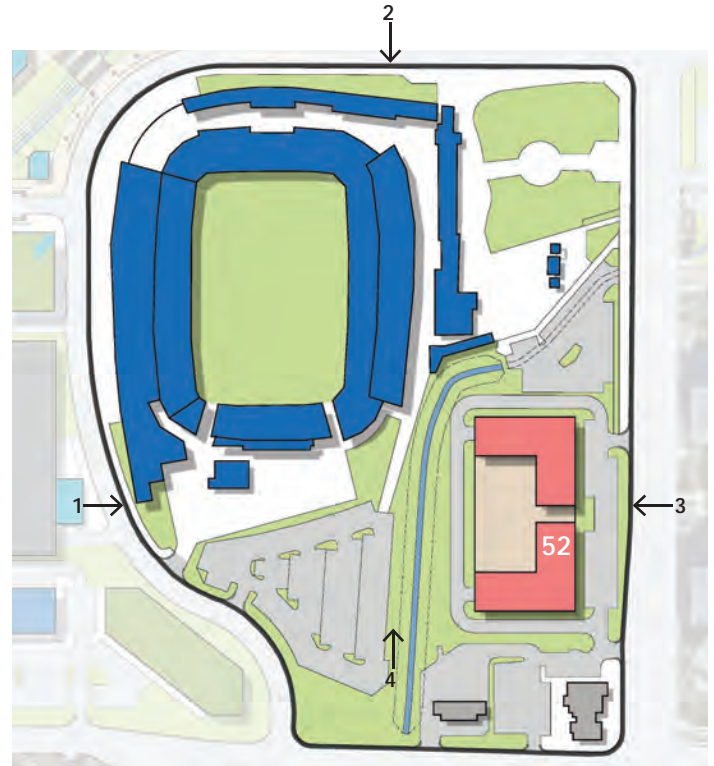


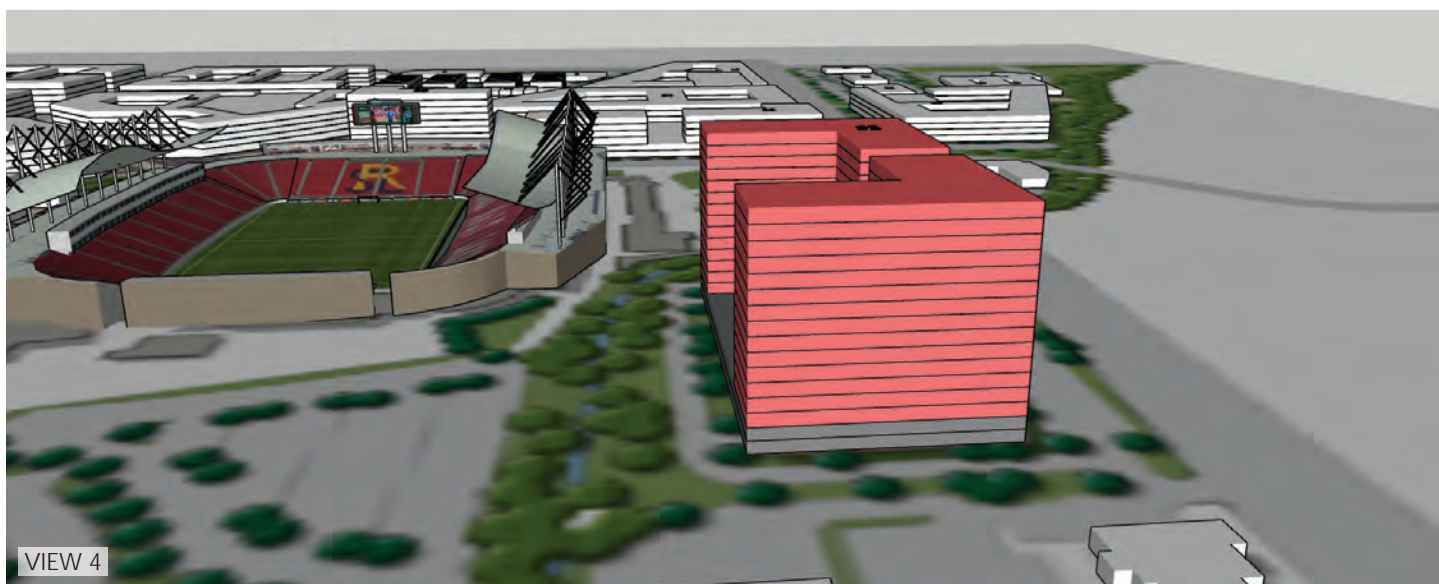
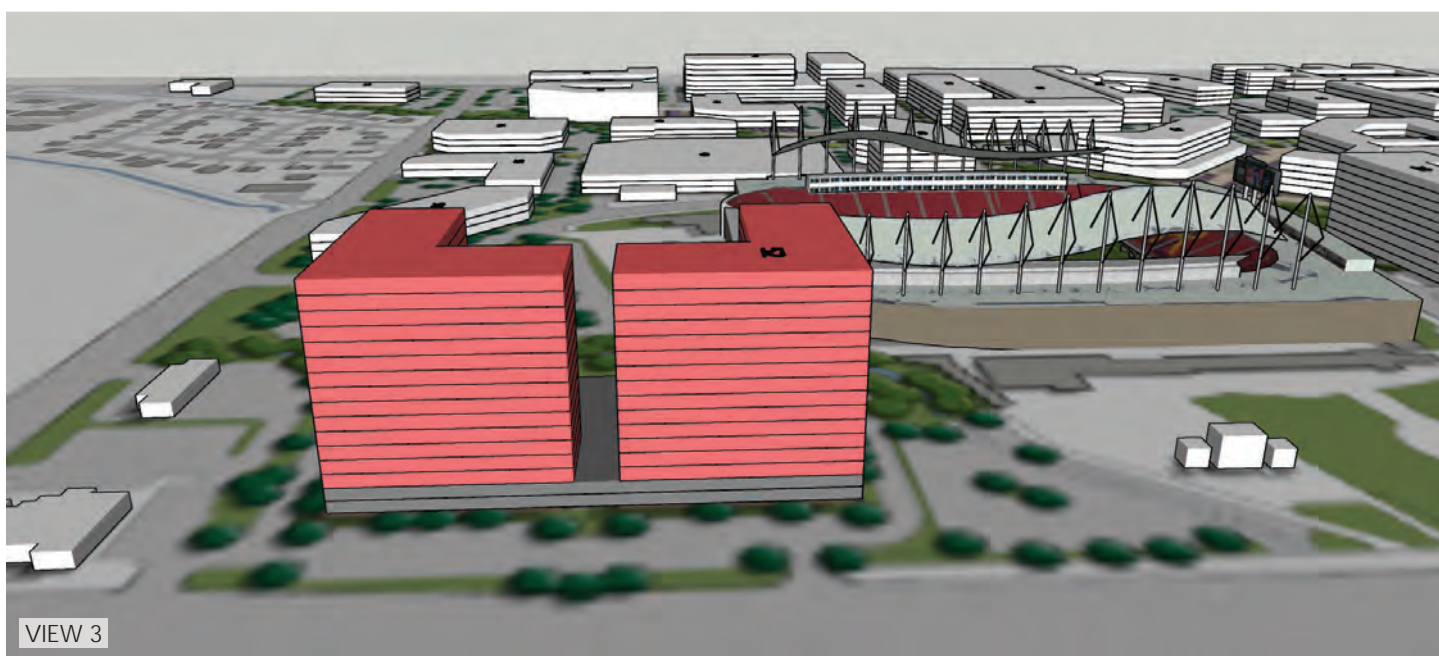
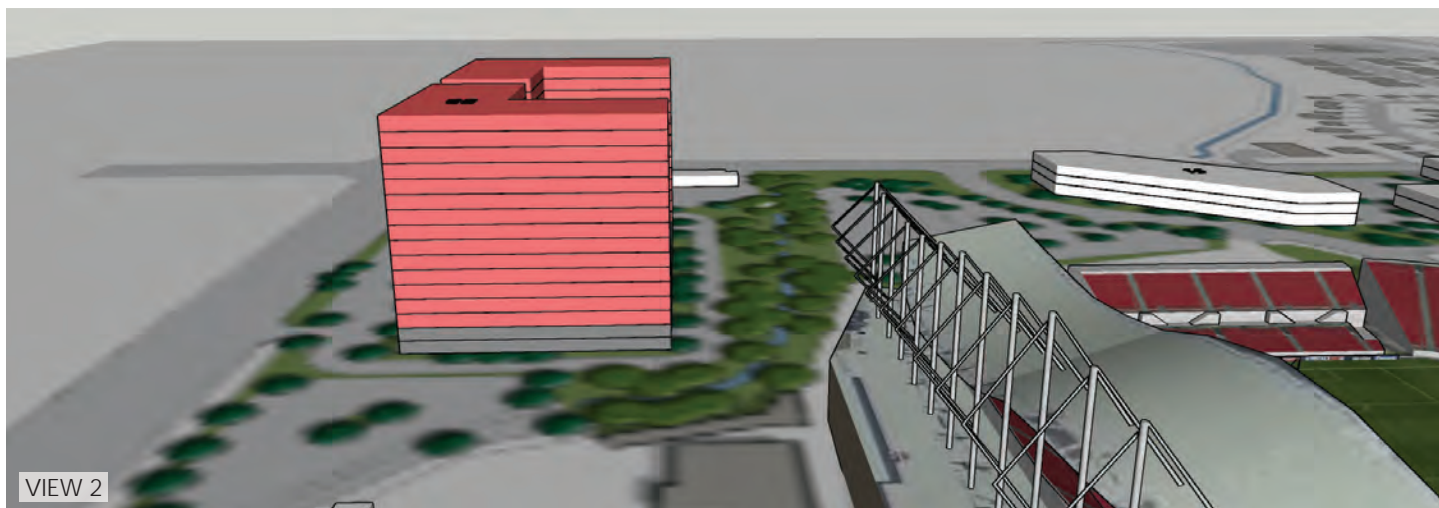




## BLOCK H

BLOCK H					
BLDG #	USE	S.F.	UNITS	LEVELS	STALLS
52	Residential / Parking	518,000 / 125,600	336	14 / 2	360
Total	-	518,000	336	-	360

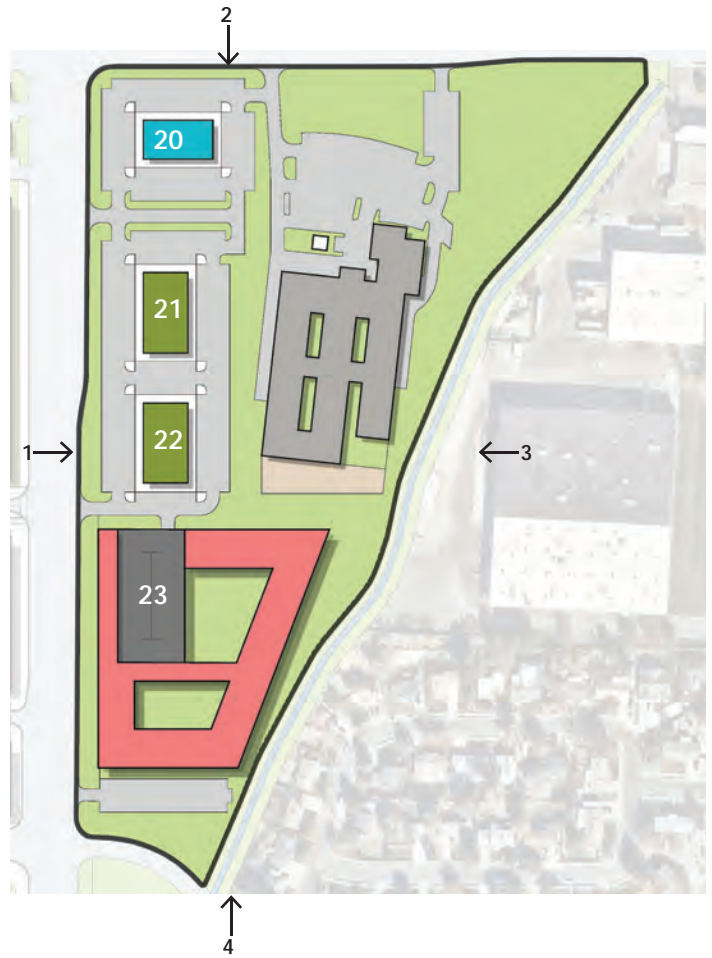


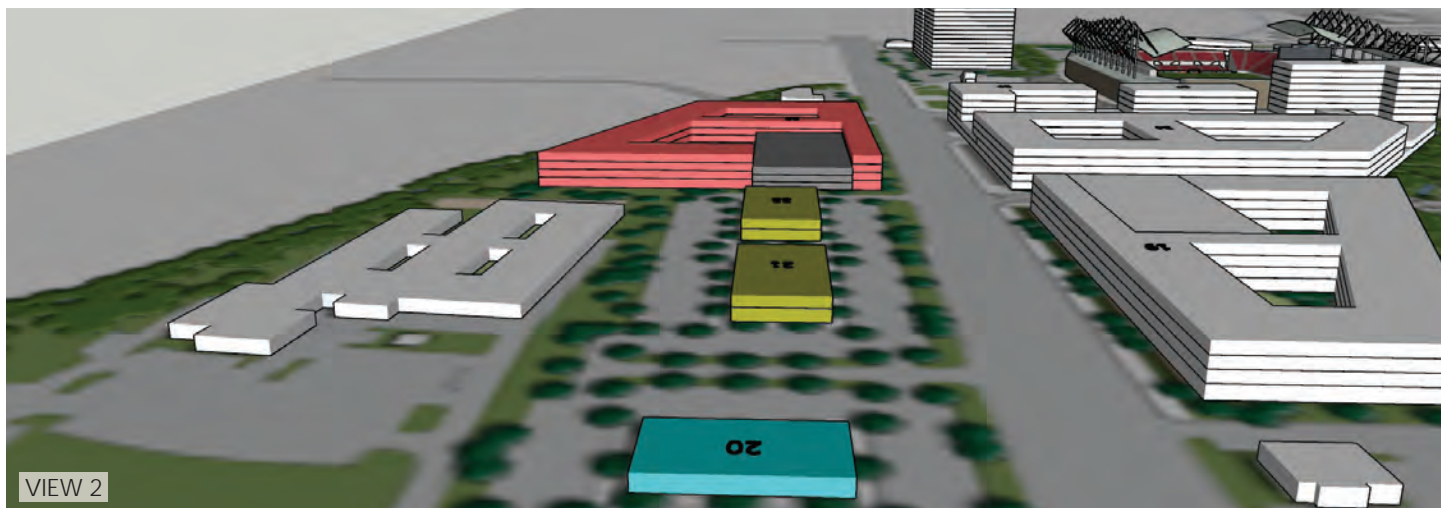




## BLOCK I

BLOCK I					
BLDG #	USE	S.F.	UNITS	LEVELS	STALLS
20	Commercial	9,000	0	1	0
21	Office	24,000	0	2	0
22	Office	24,000	0	2	0
23	Residential / Parking	318,000 / 143,625	332	4	425
Total	-	375,000	332	-	425







# Appendix 4: Stakeholder Engagement

Stakeholder engagement was conducted in a variety of ways throughout the planning process. In-person focus groups and interviews were held in April 2018 and again during the design workshop in June 2018 to gather their input on feedback for their vision of the Stadium Village area.

## ONLINE SURVEYS & PARTICIPATION

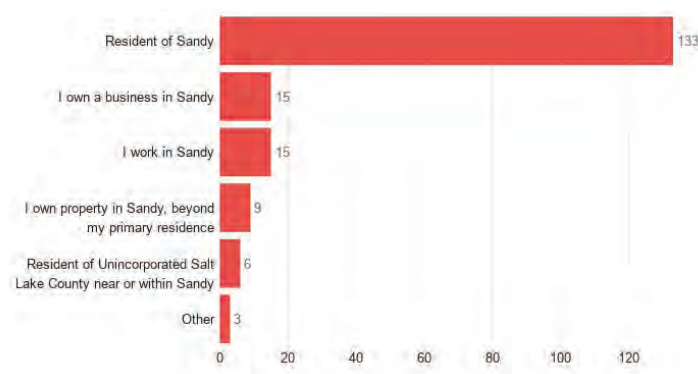
The following graphics indicate the responses to the Online surveys posted Online and distributed to the community between March and September 2018. These questions allowed stakeholders who were unable to attend any public meetings or stakeholder interviews to participate in the planning process, as well as to encourage individuals who could make the meetings to provide additional feedback to the consultant team.

The responses to the questions helped set the stage for the master plan items contained in this document and corresponding implementation recommendations and action steps.

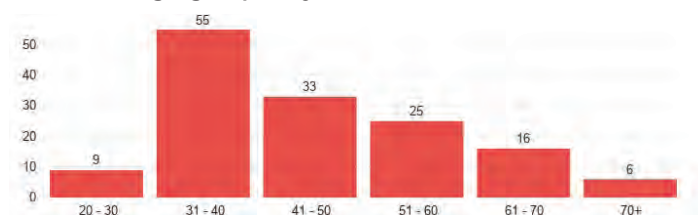
### SURVEY #1 : APRIL - MAY 2018

The first Online survey was posted on the City's website using the Qualtrics Research Core Platform to collect and analyze responses. This survey was posted between April 23 and May 10, 2018 and 144 responses were collected from participants.

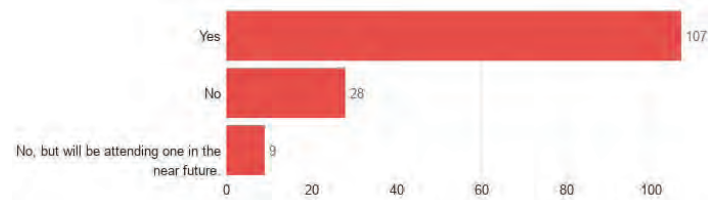
#### 1. How are you connected to Sandy City (Select all that apply)?



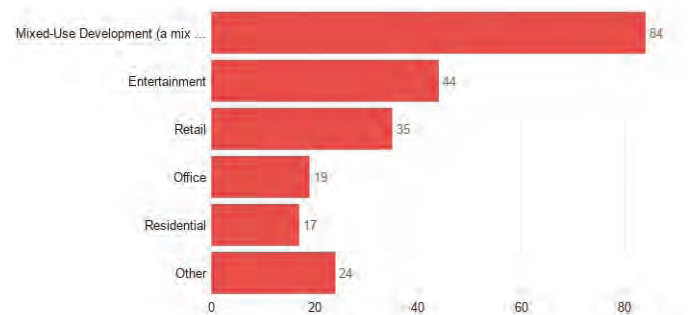
#### 2. What age group do you fit within?



#### 3. Have you attended an event or game in the Stadium Village area?



#### 4. What type of uses do you think are most important to encourage development within the Stadium Village area? (Select all that apply)



#### Answers indicating "Other"

(Text responses are copied and pasted verbatim, so there may be spelling and grammatical errors)

- Leave it. Not everything has to be developed and bring more traffic to the area. If anything, make the RSL stadium more accessible and create more parking
- No residency
- Park, green space. Flowers and trees. Way too many apartments and tons of available office space.
- Youth soccer fields
- None, it's fine the way it is
- Object strongly to high density housing!!!
- Single level housing
- I think it is important to take the current residents and businesses into consideration rather than worrying about adding more traffic and crowded areas in the city that will inconvenience your current citizens
- I don't mind mixed businesses/entertainment, but NO residential! NO condos/apartments!
- Enough parking to support the stadium
- No more apartments
- Open Space
- We need a grocery store please!
- Open spaces
- single family homes
- Parks and green space
- Parking
- I don't care
- Restaurants
- Leave it
- Parking terraces
- Affordable Housing is essential.

5. If you could describe your experiences in the Stadium Village area in three words or less, what would it be?

**Written Answers**

(Text responses are copied and pasted verbatim, so there may be spelling and grammatical errors)

- bad traffic after event
- Fun
- Traffic/parking nightmare
- Crowded outdated not pedestrian friendly
- Soccer games
- Stuck in traffic.
- Soccer culture
- Awesome; awe; crowded
- Miserable for pedestrians/cars
- Congestion
- location, dumpy, parking
- Currently feels sketchy
- Needs more Nature
- cluttered
- Fun
- Crowded
- Too Congested
- Nothing to do
- Great stadium!
- Difficult, crowded, traffic
- Traffic was difficult to navigate
- fun, traffic, potential
- No organizational structure
- crowded during games
- crowded
- Poor traffic flow
- traffic corridor
- Needs more entertainment (nightlife)
- Too much traffic
- traffic
- Theaters are fine
- not bike friendly
- fine, could improve
- need more parking
- Very enjoyable
- Industrial boring unplanned
- Fine as is
- Stuck in traffic
- Fun
- Meh
- Frustrating
- Lots of Potential
- Crowded, lacking, boring
- Fun
- Ocassionally shop there.
- Needs improvement
- Too much traffic
- I lived there
- Crowded
- Lots of traffic
- Congested traffic!
- Mostly good
- Too much traffic
- Needs a facelift
- Parking sucks

- Traffic traffic traffic
- Dumpy
- Bad part of Sandy
- Not enough parking
- Fun family activity
- Excellent
- Not enough parking
- Congestion
- Needs improvement
- Great stadium, but...
- traffic jam
- Needs development
- Boring. Unattractive.
- Awesome
- great
- Too much Traffic
- Mixed
- Not walking friendly
- love the rio stadium
- enjoyable
- Exceedingly crowded.
- The Ghetto
- Fun, expensive, bad parking
- Needs changes yesterday.
- The area is rough when Isidro the stadium or theater
- I like variety
- Fun, but lacking
- Fun
- Frustrating
- Awesome location
- horribly congested traffic
- Traffic
- Old unplanned and dilapidated
- Congested
- Okay
- No parking
- traffic, no amenities
- lack of options
- congested, overcrowded, avoid
- Too much traffic
- No traffic control
- Nothing but Tinto
- crowded intersections
- Easy
- Lacks support uses

6. What do you currently like about the Stadium Village area?

(Text responses are copied and pasted verbatim, so there may be spelling and grammatical errors)

- The Sandy police efforts to keep traffic moving after a game.
- Access
- The stadium
- The stadium is clean and nice looking
- Location, community activities/opportunities
- Easy access parking to stadium
- I haven't been there for almost 2 years since we last went there for the Real RSL soccer game; I could see the improvement and we have already promised our



sons we will go this summer. Can't wait to check it out some More!

- Monroe Street is the best kept secret in Sandy. When I-15 and State Street are overcrowded and slow, Monroe always comes through for me (except during Real games.) PLEASE DON'T congest Monroe street!!!!
- I like having the stadium venue in the city.
- Close to home
- I think it's awesome for events.
- Rio Tinto
- The beautiful stadium.
- Soccer?
- The stadium
- The stadium
- Attending RSL games
- The AT Home store. Kuwahara's farm store
- Not much, RSL stadium should have been built in the Vineyard where the land was free and the traffic flow could have been designed for all of the additional traffic.
- the stadium and atmosphere around games
- That it's a residential area.
- Look of the area
- Hale Theatre and their parking.
- Stadium and location
- Close enough for great access, far enough away so the traffic doesn't bother me.
- Access to TRAX- bike trails and parks
- I like the venues and that they are so close to the city center and the mall and so many restaurants. It gives Sandy a "downtown" area.
- I appreciate that the stadium is here in Sandy and that local businesses can benefit from the crowd that comes here for games.
- Area seems relatively safe and has advantage of nearby Trax station
- Family entertainment for daytime/early evening. Also within walking distance to Jordan Commons and South Towne Expo.
- There seems to be a good mix of business and entertainment establishments in that area.
- Not much, really.
- I like that we have it in our city
- Nothing.
- The awesome stadium and proximity to Jordan Commons and Expo
- RSL has done a great job to make it a good environment with activities and things to do outside the stadium as well as inside.
- Rio Tinto Stadium
- Shopping
- Has shops I use.
- The RSL stadium is fairly easy to access. Being a long time season ticket holder, I have enjoyed the simplicity.
- Jordan Commons movie, The stadium, Trax and the trail.
- Hale Center Theater is a welcome addition.
- I enjoy having the Jordan Commons, Expo Center, and the Rio Tinto Stadium within walking distance. I like having restaurants, fast food, and access to Car repair shops close to the freeway exit/entrance. I am hopeful

to see low cost housing incorporated in the area.

- I like where Classic is located. I liked Real.
- Not sure
- The Stadium! Most of the rest of this area is in need of help.
- Classic skating
- Not driving there
- The potential
- Only the stadium, liquor store ;), and Asian market. My kids like Classic Skating, but I need the above mentioned liquor store to survive those experiences. (Kidding! Sort of)
- Not much
- I really don't have an opinion.
- local shopping, liquor store, chinese market
- It has open space, wildlife, residential, and ESPECIALLY Wasatch Shadows Nursery
- It's not over crowded.
- Rio Tinto Stadium
- Nice facilities
- The liquor store
- Great restaurants
- New areas are nice. Revitalization of the area. Maybe incorporate the theater there. More restaurants and activities. A central location.
- Not a heck of a lot
- Although I feel like it was a poor location for it, I am glad that we have Hale Center Theater in Sandy
- Its location is prime!!!
- Nothing specific
- RSL, Royals
- Nothing
- The stadium
- The stadium is a great facility and really adds to the cultural experience of Sandy.
- nothing
- The opportunity to be something more
- Nothing, really.
- Proximity to where I live; ease of access from the freeway and public transportation
- Megaplex, stadium, rental business, and kid fun place, nursery
- variety!
- Great place to watch Soccer
- Decent blend of old and new. RSL games, movies, old and established businesses/restaurants with character
- I like RSL Games and events around the area.
- we love to attend the Real Soccer and Royals and other events at the stadium
- Relatively close access to multiple entertainment and retail venues.
- Location
- Freeway access
- No.
- Potential.
- The family friendly additions to the stadium
- Shopping variety.
- The stadium and the nearby movie theater.
- reasonably close to public transit. Stadium itself is fantastic
- Nothing
- Real

- It's an area that can be accessed by various modes of transportation, especially it's proximity to an I-15 interchange and a Trax station, which will bring out-of-area patrons.
- variety in entertainment and foods
- Multiple acces/exit points
- Good access-I-15, State, Trax nearby. Stadium is a great facility.

## 7. What do you currently dislike about the Stadium Village area?

(Text responses are copied and pasted verbatim, so there may be spelling and grammatical errors)

- WAAAY traffic over-crowded, what a nightmare
- Ugly trailer parks and rundown buildings in the area.
- Traffic, parking
- Traffic patterns, forcing people to park on side roads, impacting residents
- Traffic on game days
- Traffic is already bad in that area, particularly around the 90th South freeway ramps and where 90th intersects State Street. I worry that more development here will make traffic worse.
- Traffic is a nightmare on game days. 9000 S is dangerous after games—so many cars trying to squeeze into the left lane to make U-turns on Monroe to get to the freeway. There also isn't ample parking and cars are lined up and down the street.
- Traffic gets too congested after games; would like better control. As I resident, I'd also like to know when games are held so I can avoid the area.
- Traffic congestion
- Traffic congestion
- Traffic and crime
- Traffic
- Traffic
- Traffic Not enough parking Residential areas not deemed important
- Too much traffic, too little parking, no resturants
- Too much traffic (poor traffic flow), parking issues, when games are held, parking and quantity of traffic flow into the residential areas.
- Too many high traffic events at one time - a soccer game, a gun show and a play means residents cannot shop in their neighborhood. There needs to be much more police present with high volume events, especially Festival of Trees.
- Too many businesses
- There is not enough parking, especially for soccer games.
- There is NO decent fast food options within walking distance of this area and no sports bars (club 90 doesn't count as a sports bar in my opinion). The trax station is great but nothing close by. Traffic is horrendous around 5 pm any day of the week, takes too long to turn left on to state going north.
- There are not enough restaurants.
- The traffic, the dumpy look, trying to get off the freeway when there is a game is a nightmare. People parking everywhere including my neighborhood, above state st., for events.
- The traffic and lack of parking for Rio Tinto. The city was so eager to get the stadium that they failed miserably with logistics to handle that many people coming into the area and needing parking
- The stadium should not have been built in Sandy. It has ruined the area. I can't get home when there is an event at the stadium.
- The stadium itself, no parking at stadium.
- The RSL stadium and all of the additional traffic and trash that it has brought in. Way too much traffic for our area!!!!
- The restaurants, need better ones. Parking and traffic. Trailer parks.
- The quality of businesses in the area and the lack of beautification along State Street
- The parking situation for the stadium is too spread out and the current uses around the area are too industrial for a good entertainment district.
- The large amount of traffic on game/event nights.
- The horrible messes of traffic that are caused for residents who live nearby each and every time there is a game or an event at Rio Tinto.
- The fact that it creates bad traffic and makes it. Impossible for your resident to even go to a restaurant because of the outrageous crowds that take up all of the room in our restaurants. And the parking issues that it has caused on our residential streets
- The area south of Classic Skating and part of the Classic Skating property where the water slide used to be.
- The area doesn't have anywhere to go before a game. Stadiums should be lively places inside and out. I think a mix of uses would benefit the area and bring more economic viability to the neighborhood.
- That there is no place to go that would have food and alcohol after the game.
- Terrible parking, a mix of old business and dumpy houses
- Some of old, run down buildings and living spaces.
- Some is run down
- So seedy. Again, it's one of the "bad" parts of Sandy
- So many things! But mostly traffic, high density housing, and the lacking of appropriate parking for both Hale and the Real stadium. Seriously poor planning. My husband and I usually avoid this area at all costs because of it, and honestly this will probably keep us from patronizing any businesses in this area in the future.
- Seems to be suffering from poor planning and development. It is a large area without any through streets, except for 9400 S and the street that wraps around the stadium. Also the serious lack of parking.
- Run down, not attractive, POOR parking and congestion.
- run down, hodgepodge of buildings and services
- Run down Parking for the vents
- Real should have been required to plan for more parking. Driving the entire area is difficult. It seems to have potential as far as infrastructure/revenue/development that is not being met.
- Potential to screw it up.



- Poor intersections, high traffic. Not great retail.
- People parking on the streets.
- People are not using the Monroe street off ramp to get to the stadium. Monroe needs to be opened up more to allow for more traffic flow, to get it off Sate Street. 106th eastbound and westbound traffic still to dependent on State Street. They don't like having to go around the mall.
- parking, and the cost of parking
- Parking!!!!!!!!!!!!!!!!!!!!!!!!!!!!!!
- Parking Shortage, Pedestrian access through the area is difficult or requires long walk arounds.
- Parking is hard to find. Too many buildings in disrepair, not a very pretty area.
- Parking is an issue, walking is an issue.
- Parking for Real games
- Parking
- Parking
- Other than the stadium itself, the entire area looks rundown and seedy.
- Old tired businesses, area lacks personality, needs a vibe. Better tax based businesses
- Nothing to do before or after games. No place to hang out besides going to the game and leaving. Dont feel safe walking to the stadium from our parking spot. Traffic congestion during game days.
- Nothing specific
- not very pedestrian friendly
- Not much vibrancy in the area other than the stadium. Congestion on 9000 S. Some areas blighted or nearly blighted.
- Not many dining options.
- Not enough eateries, bars to support the culture of a "village." You go to a game and leave. Look to Suntrust Park in Atlanta for the true concept of a "village" and creating a culture around an event.
- Not enough dining options and is not easily accessible by foot.
- No planned parking. I still can't believe that a stadium was put in Sandy with no plans for parking other than to use the surrounding businesses.
- No parking. Access in and around is crowded
- No parking
- NO GREEN SPACE! We have filled every space with some type of development which then increases traffic congestion and discourages visits from outside the community.
- Needs more parking. Need better traffic flow when events occurring; possibly adding an additional entrance/exit from I-15 between 9000 and 10600. I'd like to note businesses should be required to pay for changes.
- Located adjacent to industrial, poor parking, not enough other events
- Lack of restaurants, bars, coffee shops.
- Lack of parking near stadium
- Lack of non-chain restaurants
- It's very congested when it comes to traffic. It would be great to relocate/shut down Club 90 and the State Liquor Store. It draws the type of crowds that aren't conducive to neighborhoods and families. Please give us more residential and LESS retail developments.
- It's mostly old and worn down
- It's a hodgepodge of nice and not nice. Not consistent.
- it's in Sandy
- It's an area that has nothing going for it and it's easy to miss.
- It might be nice to have more restaurant options within walking distance.
- It is really crowded during games, events at the expo center, and movies. I would like an under/overpass that connects to the west side of the freeway on 9400 south.
- It is an odd mix of old Sandy and new Sandy with a few key entertainment areas,(i.e Jordan Commons and the REAL Stadium). Other than that, it is a lot of older strip malls. If you aren't going to a soccer game or a movie, why would you go to the area?
- It is a worn out area. Homes are not well kept. Business have rotting iron gates. Weeds as tall as mayor Bradburn
- Increased traffic along State St. Congested traffic at the I-15 access ramps on 9000 South. Not enough parking! No exit plans in the driveways of area businesses, many have one entrance/exit forcing one direction traffic flow: Holiday gas station on 9000 South only allows East and South. East cannot turn North as a car must cross four lanes to get in the turn lane. Requires U Turn. Arby's parking lot is similar, forcing East on 9000 S or North on Monroe, again requiring U turn further along. This congests intersection at State and 9000 South and creates hazards for pedestrian traffic.
- I think it lacks adequate parking. It could be more pedestrian friendly when people have to walk so far to get there, it would be nice to keep vehicles off the road and out of neighborhoods during events.
- I live nearby and bike to the stores/ stadium, but this can be hard to do and often you cannot find a bike rack at all
- Hodge podge of disjointed uses
- Getting to my home is a nightmare on game days and nights
- Feels a bit run down. Traffic is chaotic and parking is a nightmare. Plus it needs more Nature.
- extremely limited options for dining/socializing in walking distance of stadium. minimal parking options/ control cause extra inconvenience for residents
- everything
- Empty lots. Dense housing. No bar/pub scene anymore (club 90 doesn't count). No late night activity besides movies. Nothing to do after Real games or expos. Horrible parking/traffic for soccer games.
- Each area feel like an isolated island from the others.
- Current traffic load. New development will only increase an already taxed roadway.
- crowded intersection of 90th and state
- Crowded area when games are going the streets are packed with parked cars. There needs to be a parking structure to house the amount of cars that come to the area plus a pedestrian bridge to keep people safer and off the busy streets. Also the area in general could use a little updating to match the look/feel of Southtowne Mall area and the Hale Theater.

- Crowded and parking
- Could be more friendly to foot-traffic beyond the thru-street sidewalks.
- Cost of food; flow of the crowd;
- Congested, yet neglected feel
- Businesses
- All the traffic, congestions and parking problems with the Real Stadium. People throwing trash and using adjoining properties to urinate and do drugs and drink before and after Real Games.
- All the extra traffic and people. Lots of congestion when events are going on.
- Access and traffic can be difficult around the Stadium Village - particularly during events. Most of the Stadium Village area seems dilapidated despite some good business and good residents within the area.
- 9400 South is inadequate to handle the traffic in the area, especially between State Street and the freeway frontage road. The 3-way stop on 9400 S. and the freeway frontage road is dangerous. This intersection needs a traffic light. Also, the freeway frontage road needs to be expanded to handle the traffic that's using it. Additionally, the lack of parking in the area is a BIG problem. Especially when the Expo Center AND Rio Tinto have something going. Throw in the traffic coming out of Hale Theatre in the evenings and it's great fun on those roads. NOT!
- 90th between state and the freeway is an absolute nightmare.
- I think there isn't a great front presence of Real from State Street. It is awkwardly shaped. It is hidden behind other businesses in that area.

**8. What opportunities would you like to see pursued for the Stadium Village area in the future?**

(Text responses are copied and pasted verbatim, so there may be spelling and grammatical errors)

- Pre and Post game bars to hang out in like in other cities.
- Non-chain restaurants, Parking that can be utilized by office and events.
- Something that actually benefits the community instead of making someone money. Now that Dolan is out can we please love past the money-grubbing and do something that actually makes our city nicer? We don't need more useless shopping that will eventually create empty storefronts somewhere else or more garbage restaurants that can be found every few miles. We also don't need more poorly built Stepford neighborhoods. Create a community center, a park, a sports complex like in Cottonwood Heights. Make Sandy a place people want to live, not a place where people come to make and spend money.
- Open green spaces, beautiful walk ways, and a bike trail.
- Restaurants, culture
- More employment opportunities
- Maybe provide like a hand fan for fans, we do get really hot easily, you'd don't want to have to deal with those who overheat from the hot summer air;
- Anything that will improve values and safety for that area and the surrounding neighborhoods. Improved traffic flow in the area, especially around Monroe and 9000 S.
- Sit down restaurants,
- There needs to be more attractive restaurants in the area, if people are coming to spend money in our community for soccer games, theater, expos, shouldn't we provide some quality dining options?
- Entertainment for existing residents. We don't need more residential developments here or hotels.
- More parks and recreation, increased open spaces
- expanded parking included with shopping and residential facilities (no such thing as too much available parking) i mean, have you tried to park around here when there is a game and an event at the Expo center?
- Streetcar service connecting the area with the Southtowne center area, Trax, and front runner.
- Better traffic control.
- additional parking for the stadium make the State Street area look more cared for/cleaner
- More parking and more roads designed to handle all of the traffic from RSL, South Town Center. When things are scheduled for both centers the freeways are impossible to use without extended delay!!!!!!
- more entertainment/ nightlife
- More parking.
- Structured and meaningful growth.
- More parking to accommodate crowds. Additional restroom facilities.
- More entertainment, bars/night life for younger crowd, place for families to hang out, more restaurant choices like downtown slc.
- Single family homes that are affordable
- Restaurants, gathering places, parks, housing.
- The opportunity to continue to live in a family friendly area that isn't drawing in larger crowd that make doing things with our family difficult. For those of us that live around the Cairns area this has become a large issue.
- TRAX to the stadium access trail- bike trail increase-improved traffic flow for drivers- access to ice cream shops and family friendly restaurants
- I love that they are already adding housing. Mixed use makes it more useable and allows people to better utilize trax for transportation.
- There should be establishments where fans could go before and after games. Also, the area could benefit from a sports theme. Include sporting goods stores, sports themed clubs and restaurants, an athletic park (including a practice facility for the professional teams), and increase parking capability to support the stadium and other businesses/parks.
- Better parking and traffic flow solutions.
- Please no more dense urban housing!!! We would like something to do after daytime events, within walking distance. Better parking structures. More outdoor retail, new business and ENTERTAINMENT so I don't have to drive downtown to have fun at night.
- tiered parking structure for guests of the stadium
- More parking and a better solution for moving cars in



- and out of the area before and after games
- Get the parking lot on the southeast corner of 9400 and State like they originally promised when Sandy City wrongly approved the stadium.
- Parking
- Walkable restaurants and bars
- More controlled parking. Entertainment and restaurants.
- More events like the Amphitheater, High School games, outdoor concerts, cool out side the stadium gathering area similar to Wrigley field on a far smaller scale.
- Mixed use with Office space that could have parking utilized for events would be great.
- More places to eat, drink and be merry.
- Improve traffic flow
- More food options within walking distance, better traffic patterns near state street. More sense of community and involvement from city to make area walkable.
- A mixed use situation where there are opportunities to work, shop and live close .
- Soccer restaurants, more soccer fields. Music concerts, more rugby
- I would love too see condos a little bigger in size but ones empty nesters would be happy with. We want to downsize but don't want to have a puny place. Look at terrace falls in Salt Lake City aves
- Limited development would be welcome. There is already more demand for parking and traffic management than has been allowed for. We don't need to fill every space with something.
- Low Income housing. Smaller local businesses able to afford storefronts. More employment opportunities for local residents. Safer neighborhoods. Safer traffic flows and pedestrian walkways. Maintained gutters, potholes, roadsides.
- I would like to see more urban scale buildings along State Street and down 9400 s. More walkable community with shops and good restaurants in the area. I would walk there from my home. Nice landscaping and less of an industrial / business feel.
- Can you please bring in a grocery store? There isn't one close by for all of the families that are in this area.
- Make it a greater center for entertainment!
- Open spaces. More parking. Better acses in and out of the area.
- Add some green space
- Parking, hotels.
- Maybe some restaurants or other entertainment type places. There's already a movie theatre close by though. It's a big area, maybe some office spaces, local brewery, or something of that sort.
- I would prefer to see single family dwellings if there has to be housing associated with Stadium Village. Lately, it seems like there has been a lot of unchecked apartment sprawl in Sandy. People will need decent parking and a reason to come to the area, specifically food and entertainment. People do not shop like they used to so shopping won't be as much of a draw.
- mixed use, better traffic flow, lower income and or senior housing
- More open space
- More trees and green space.
- Running shuttle buses from Sandy City Hall parking to Rio Tinto Stadium for evening events was a good idea on the parking front. But that area is now crazy traffic when Hale Centre Theatre gets out.
- More organized and safer walking areas.
- To provide low cost housing to blue-collar workers who support the area industries.
- Retail and entertainment
- Fun, entertaining zone. Prob not more residential. City getting too large already.
- ?
- STOP THE GROWTH. It's crowded enough as it is over there. We aren't a "downtown" and would like to keep it that way!
- Parking garages, mixed use. Housing, retail, entertainment, and office!
- Not sure.
- less stop lights
- Nothing
- Improvement around the stadium is needed. Hotels, restaurants, lively inviting place to go. Be a destination location
- Redevelopment throughout the area, new buildings, new storefronts, more lanes to accommodate anticipated higher volume of traffic and commerce.
- Office/business space would be great for the city.
- Better transportation, home ownership with mixed use. A cohesive neighborhood feel
- See Above
- More resturaunts and entertainment
- less chains, more unique and local vendors/ experiences/food
- Restaurants where you can sit down and enjoy the food and have a cocktail.
- I would love to see a this area become a destination without creating a disaster for those that have to commute through it. Something akin to Town Square in Las Vegas, with a mix of shops, restaurants, bars, open space, entertainment, and housing.
- I understand development is a constant, but please keep and maintain some of the area's character. Don't completely raze and build more of the same soulless boxes of steel, stucco, and veneers.
- More of walking friendly areas.
- Maybe an open space or park area somewhere in there. A venue for outdoor community events.
- Parking lots.
- Restaurant options away from the mall area.
- I'd like to see a massive parking terrace, maybe offices, or more apts like the Acadia on the north 90th
- Destination spots, mix use, attractive.
- Much more mixed use mid-rises and cityscapes to visit in the evening. Dinner and a movie or dinner and a game. Free parking and reasons to hang out before and after the game.
- No more buildings over five or six floors and build some parking terraces.
- I would like to see higher density housing with main floor retail to create a livable and walkable community. I would like to see parking for Rio Tinto

condensed into a few parking garages. I would like to see more restaurant options for me to enjoy before or after the game. I would like to see a series of restaurants or sports bars that show international soccer games on the weekend and during the day so there is a place to gather to watch soccer. Also, I would like to see a public gathering area similar to KC Live Light and Power District in Kansas City MO where crowds can gather to watch world cup matches.

- Mixed use!! Open up some restaurants and bars. Create a city center. Increase the wayfinding from TRAX to the stadium. Focus on the pedestrians coming to and from the stadium.
- improved, ecologically minded parking and transit options. social and entertainment options
- Open space, less congested traffic because of better thought out building and roads.
- Single family homes More parking for real No more high density - too much being built on north side of 9000 by I15
- A shopping/restaurant development on par with something like The District bolstered
- by plentiful green space and a trail system connecting existing trails to further diversify transportation choices.
- over road crosswalks
- Parking garage
- A lot of larger parcels that could be redeveloped. Access. A great place for higher density housing- would add vibrancy, attract other desirable uses, puts people close to transportation. Could have/maintain great view sheds.

#### 9. What concerns do you have related to the future of the Stadium Village area?

(Text responses are copied and pasted verbatim, so there may be spelling and grammatical errors)

- The old run down buildings and businesses will stay and continue to be an eye sore.
- Parking and traffic flow.
- That it's going to be turned into another big, shitty commercial area like everywhere else in Sandy that's been developed over the last 20 years. The few people who live in the area will be forced out or priced out because any residential construction will be more profitable if it's filled with young professionals or young families willing to spend way too much money on poorly built homes constructed by builders who cram as many houses into as small of a space as possible. Which it all will, regardless of the input that people provide here, because Sandy City has always allowed money to drown out the voices of constituents.
- TRAFFIC AND PARKING!!! Traffic and parking is already a big problem, this will need some good planning!!!!
- Too much traffic.
- I live at Albion Village. I'm already fairly boxed in by the expo, stadium, and Hale. Traffic can make it a nightmare to get home. We already have too many apartment homes it seems. Feels like we're heading toward an economic crash with such rapid growth.

We need some serious green space with mature trees.

- Flow of traffic
- Traffic, overcrowding, apartments
- Deaf-friendly... you know, there are some awesome Deaf fans!
- So, what are we changing about Stadium Village? It seems fine the way it is, except maybe the congested traffic coming out of Club 90/Liquor Store area trying to get on the freeway right there. I have to wait thru multiple green lights of people turning left just so I can keep going straight on Monroe.
- I think a freeway interchange at 9400 S is a huge mistake that would create huge problems with ingress/egress on the highway and will not improve actual traffic flow in the area—because you would basically have to shut down Monroe in order to take enough property for the interchange. On the other hand, I think an overpass connecting 9400 S on both sides of the freeway could be a positive change. I don't want to see any more low income subsidized housing in the area. With Arcadia and Canyons just north of 9000 S., our area already has the majority of that type of housing in the city. If trails are established along the canals, lighting and access points and safety need to be a priority. Lastly, the city should not exercise eminent domain. Properties should turn over gradually as leases lapse as they are sold/change hands. Especially in the trailer parks, accommodations should be made and assistance given to the people that live there to find adequate, affordable housing.
- Parking, keeping the traffic moving
- I have concerns about the businesses and the residents in that area being affected by changes that will take place.
- I am sick of seeing dense urban housing/low income housing. I feel that Sandy is becoming overcrowded.
- Hotel and residential developments making traffic more stressful.
- Crowding
- traffic management during events mostly but 90th is already congested, what will it be like in another 10 years with MORE destination enticements?
- Games would be too expensive
- That it will go unfinished and become a blight.
- Even more traffic
- more traffic
- Same thing. Better traffic control!!!
- that it would become space for commuters who do not live in Sandy
- Please don't allow cheap apartments to go in! We have enough of those in Sandy.
- More congestion and people.
- Continued rise in property damage due to parking conditions.
- Do not have apartments or townhouse. Single family homes is what Sandy needs.
- I'm concerned about the impact development will have on the existing residential areas there, and also with the impact that the rundown residences will have on development and attracting people to the space.
- It will turn Sandy into more of a big city environment rather than keeping the suburban feel.



- Construction causing traffic delays- large groups of people walking along the road-
- The crowding and making sure the infrastructure can handle the new growth.
- Neglect of the area and potential for crime.
- I feel like Sandy keeps adding large venues but does not consider the traffic issues that it is causing. I have been stuck in traffic trying to get from my house (east side of trax) to state street when there was a RSL game, and event at the expo center, and opening weekend at the megaplex. I can't imagine what it is going to be like once the new Hale center theater has a performance the same night. There needs to be a solution.
- Increased traffic
- Congestion and inability to get from one place to another in a timely manor, lack of accommodating businesses and too much unnecessary office space
- high density housing making the parking situation at Real even worse
- Streets aren't built for more traffic than is already present.
- Don't want dense urban housing projects! Don't want more condo's/apartments being built that congest every part of our city and daily living experience. Already seeing massive influx of congested roads and freeway entrances/exits during work commute. It sucks that no more parks/outdoor rec areas are being built.
- Too much high density housing around the area. Again, with not enough planned parking. Most of these areas are rentals and people have at least 2 cars - and typically more. Not enough room for all of these cars.
- Traffic before and after events, parking during events
- Automobile traffic circulation
- Parking and traffic.
- Traffic will be worse at 9000 South and I-15
- Poor planning and not anticipating the growth we will experience.
- More apartments will go in. Homes and businesses being forced out.
- Development that isn't supported long term with solid businesses.
- More traffic
- Area is just too compact to make real improvements- don't see the traffic issues improving without major impacts to the overall design of area.
- We worry about increased crime that comes when people do not have a stake in the area.
- The neighborhood east of the stadium. The businesses around there. Traffic on IT and State Street.
- Parking for multi-use development will continue to be a problem. Traffic is always heavy, Game days create vehicle and pedestrian traffic and concern when traffic signals are not obeyed which seems to be an increasing problem.
- Residents might be bothered by noise when there are events at the stadium. I live just north of 90th south and can hear concerts if I'm outside. Traffic would also be a major concern if living in that area on game nights. It's hard enough to get through the traffic living in my neighborhood.
- Sprawl. Limited access. High end restaurants preventing use of local, low income residents. Traffic and accidents. Maintenance and garbage removal. High density populations without school and church increased to address incoming students and participants. Parking and Pedestrian access.
- I am concerned about the parking in that area. I don't want it all to become parking lots.
- Crime
- We are concerned there has been too much retail development. On the opposite side of 90th the massive Arcadia appartments are almost built. That's going to cause an extreme amount of traffic for the "Stadium Village" area as well. It could also potentially bring more crime since it's low-income housing (think Coppergate/Canyon Park that's only 2 blocks away). PLEASE consider the residents in this area and what is best for them!
- None
- Over development. Over crowding. Traffic problems.
- No more high density housing please
- Traffic
- Ditching the "bad part of Sandy" stigma
- Unchecked apartment sprawl and infrastructure that cannot support the development including roads.
- I worry about huge apartment complexes being built in all parts of Sandy.
- high rise development !! ENOUGH already
- Are we still on the insane "development" path as though the word "development" were a good thing? I am concerned that Sandy has become Pomona CA without even a glimmer of foresight for quality of life.
- Too much development will lead to an area that is always busy and chaotic. I would like to preserve some open space that can act as a refuge to humans and animals, alike. I feel that the never ending sea of development and buildings has a negative impact on the environment.
- The residential area just SW of Rio Tinto Stadium and the small businesses located on
- 9400 S. between State Street and the freeway frontage road. They're out of place with what's developed around them. Not sure what can be done because it is private property. But that stretch of 9400 South and the freeway frontage roads needs to be expanded to accommodate the traffic.
- More condensed living areas will create more traffic and congestion in the area.
- None
- Crime of coarse. Parking is always an issue and traffic is already bad.
- People, people, people
- As previously mentioned, we don't want a "downtown" area. We moved to the burbs for a reason. Traffic, parking, and high density will always be an issue in that area because of the city's poor planning in the development stages.
- I could see the planning area become even less uniform than it already is. It's a weird mix right now.
- Parking. Traffic safety. Parking. Pedestrian safety. Parking. Did I mention parking?
- poor road traffic management.

- Too many apartment complexes, increased traffic, lack of infrastructure
- Traffic in that area is a nightmare. Don't add to it.
- That you will screw it up. The mayor to pull his head out and make better decisions than he had to date.
- Ensuring that current property owners are a part of the process and feel supported or properly incentivized to assist in the future redevelopment of the area.
- traffic, traffic & traffic
- Possibility of poor planning without a clear vision
- I'd hate for it to become another traffic bogdown like the 106th mall. Around the holidays, it's impossible to drive anywhere near 106th or to spend less than 30 minutes on that tiny portion of State Street.
- Traffic, pedestrian safety. There is A LOT going on in that area of town...down the access road to the Hale Center Theater. The widening of 90th is in the wrong spot. You need to widen from the freeway to State, not State to 7th. Traffic problems are going to be worse from 700 West to State.
- Get rid of single homes only allow housing if over 8 storey tall. make it a safe fun place for the wasatch front to go for entertainment
- Honestly, I'm concerned that one of the only convenient liquor stores in this area is within the planning zone. Getting rid of it is not an option. Please keep that in mind for responsible adults who like to have access to wine and spirits. I also frequent businesses in that area because I can easily swing by that store.
- Too much traffic!!
- More control of the flow of traffic.
- Mostly traffic. It's already a mess there, especially on game days.
- The above. That we'll have ourselves another Lehi or Bluffdale. That anything with any history or uniqueness will be demolished and replaced by the same cookie-cutter stripmalls and apartment complexes that are taking over our cities.
- We don't want Sandy to become Salt Lake with all the huge buildings and traffic
- Parking and traffic congestion during events or natural times of higher traffic.
- No room to expand - it's choked at every point.
- I worry about the new theatre and MACU building. Traffic on Monroe is getting clogged.
- Lack of parking
- Lack of thoughts and planning.
- Improper development that leaves the area vacant at night.
- I don't think all single family homes should be eliminated in favor of apartment buildings. Apartments are too transient and therefore unstable.
- My concern is that too many residents will push for low density single family housing. Utah already has enough of that. This is a central location near all the transit hubs in the valley. The city can make better use of the land by urbanizing it and creating a liveable, workable, and walkable community.
- Increased traffic.
- overcrowding and poor traffic flow
- More high traffic building including high density

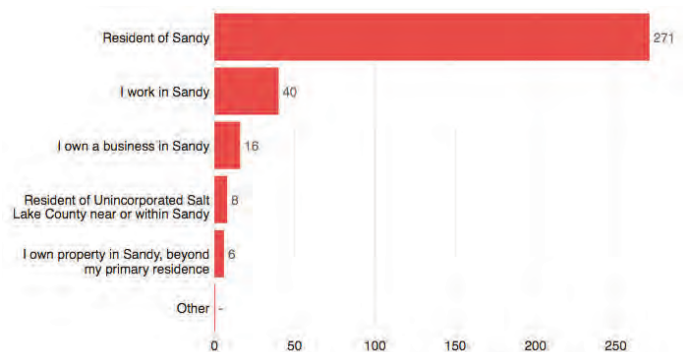
housing added will add more traffic, more pollution, more high rises (we don't live in a big city, but suburbia) and then down the road

- we will get to hear from the county and city about how we need to quit driving and that the pollution is horrific. The more people we pack in, the more pollution there will be, period.
- Traffic Parking Taking care of existing homes
- No infrastructure to support growth. Housing costs continue to spike, but residents are pinned in by event parking, traffic, and foot traffic.
- Traffic/Parking congestion. This is an already busy traffic area. Try as you might with walkability and public transit, people will always cling to the supposed freedom of their cars. Excessive multi-family building development is another concern.
- If we have a stadium, there needs to be adequate to plenty of free parking. Just add a parking surcharge to tickets.
- Not much buildable space left. Where is the GREEN space??
- Congestion. Right now it is do-able.
- Increased congestion.

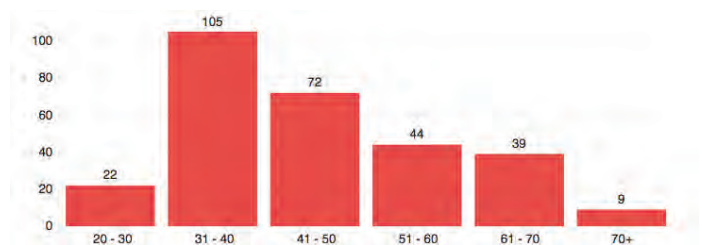
## SURVEY #2 : JUNE - JULY 2018

The first Online survey was posted on the City's website using the Qualtrics Research Core Platform to collect and analyze responses. This survey was posted between June 4 and July 8, 2018 and 291 responses were collected from participants.

### 1. How are you connected to Sandy City (Select all that apply)?

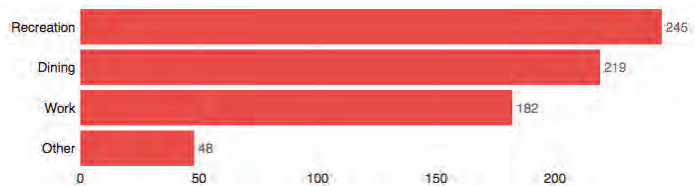


### 2. What age group do you fit within?





### 3. What activities or experiences do you participate in that require you to leave Sandy? (Select all that apply)

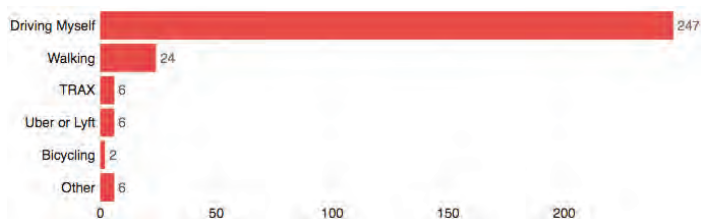


#### Answers indicating "Other"

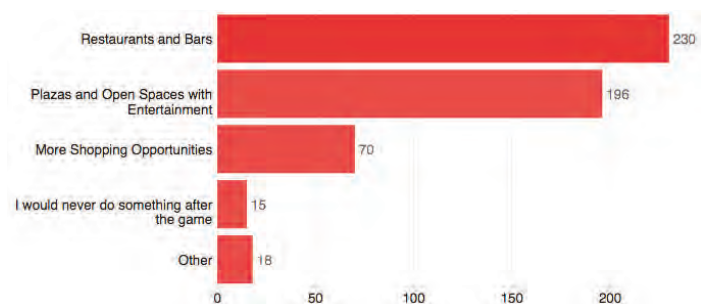
(Text responses are copied and pasted verbatim, so there may be spelling and grammatical errors)

- Visiting friends and family
- go home
- Shopping
- Family
- HealthCare
- live
- night life
- VA Medical visits, other doctors' appts
- entertainment
- Family
- Volunteer, education
- Kids activities
- None
- Liquor Store. Cottonwood Heights is so much better.
- Shopping
- Family
- Church, Service, Volunteer work, hospitals, doctors etc
- Music lessons / music recitals at Riverton Music
- Costco (I think it's Draper)
- Bars
- Entertainment
- Pubs
- Shopping

### 4. When visiting the Stadium Area, how do you typically arrive?



### 5. When attending an event or game in the Stadium Village area, what types of activities would you like to see pre- or post-event? (Select all that apply)

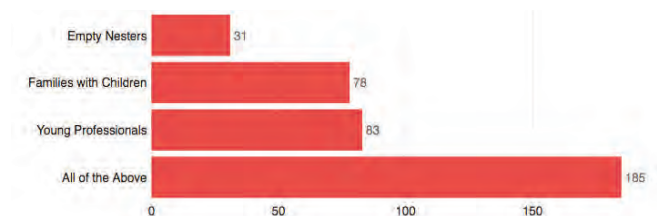


#### Answers indicating "Other"

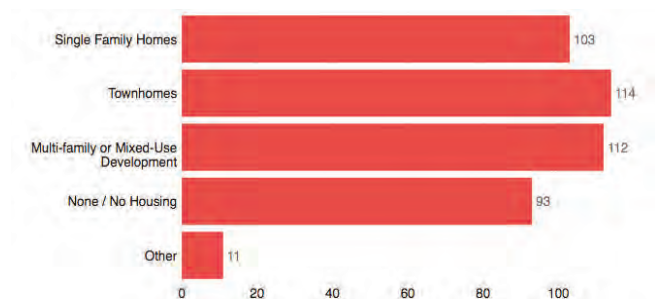
(Text responses are copied and pasted verbatim, so there may be spelling and grammatical errors)

- I like the idea of the indoor sports complex. I'm also a proponent of anything to reduce congestion like bike lanes, b roads, and why is there no proposal for a light rail or trolley service?
- Our taxes are already too high in Sandy. Hopefully this paid by usage tax and the developers and tenants.
- Parking is an issue. Need more parking!
- Some way to avoid the crowded roads.
- Restaurants, not bars
- I try to avoid the area like the plague. Traffice is awful and I make a point to avoid activities in that area.
- No good choice
- LOCALLY OWNED RESTAURANTS vs. Franchise
- I do not like or use the stadium
- Anything that does not impact vehicular traffic or impact local residents.
- I have never attended a game and really hate the stadium.
- Bars
- Don't want the development.
- Restaurants, but not bars
- Parking
- Amusement park!

### 6. What group do you think would benefit most from development in the Stadium Village area? (Select all that apply)



### 7. What kind of housing would you support in the Stadium Village area? (Select all that apply)



#### Answers indicating "Other"

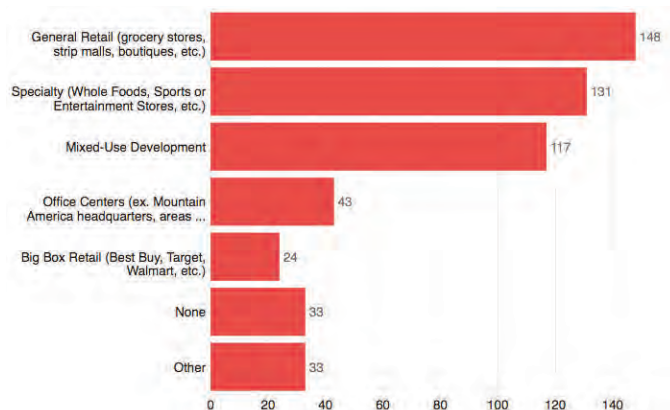
(Text responses are copied and pasted verbatim, so there may be spelling and grammatical errors)

- No high rise. High density housing. We've had enough of over populating the area.
- Affordable housing
- NO MORE HIGH DENSITY HOUSING!
- Any
- Don't do high density housing - We have way too

much of it. There would be too much traffic impact and school problems

- High rise apartments
- Existing housing
- Too much high density housing already.
- High end housing, attract the wealthy people who will spend money
- Homes that can be owned, not rented
- don't want the development, never did

**8. What kind of commercial development would you like to see in the Stadium Village area? (Select all that apply)**



**Answers indicating "Other"**

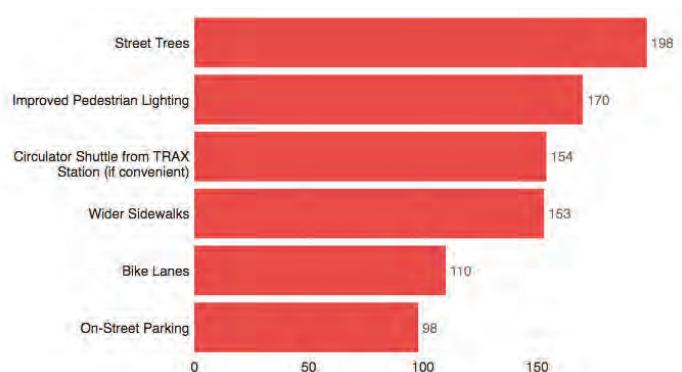
(Text responses are copied and pasted verbatim, so there may be spelling and grammatical errors)

- Grocery store please! Let's do what we can to make this area of town more walkable, bikeable, pedestrian friendly. How about a free light rail, shuttle or trolley service like you find in Park City or Downtown SLC
- Small business owners / local business owner not people who are already rich
- Restaurants and bars. Seriously... a bar. Not seedy, something a bit upscale?
- Small, local businesses
- Parking
- Bar!!!! Top golf!!!! Water park!!!! 21 and over event center!!!!
- Bars
- Restaurants/food establishments, especially Bars
- Local boutique businesses
- Family Friendly Park
- No good answer. Maybe Whole Foods or trader joe. Good restaurants. Something that will survive -a Cheesecake Factory, Cracker Barrel, Red Rock.
- Decent restaurants
- LOCALLY Owned
- Restaurants
- We have plenty of shopping in sandy, we need something special like restaurants with live music, a venue like a park for outdoor music concerts, and while I dont like the idea of more hi density housing, I am not sure our kids and grandkids will have a place to live if we dont add some.
- locally owned restaurants & retail shops
- Restaurants, Bars, Specialty retail (boutiques),

Entertainment establishments

- Unless this meant current businesses in the area losing their buildings. Then my answer would be none.
- restaurants, entertainment
- Something sports related, something recreation, like mini golf, a sports court and or field for non professional use,
- More bars and restaurants
- Full nudity strip club
- No strip malls or box stores!
- More parking options
- Locally-owned businesses, a farmers market
- Restaurants
- did not want the development. never did
- A soccer park!
- Amusement parks, live entertainment, fun
- Sandy is lacking a centralized "destination" area like Sugar House or 9th and 9th - small stores

**9. What elements would you like to see integrated into future street improvements within the Stadium Village area? (Select all that apply)**



**10. If you have any additional thoughts to share about the Stadium Village, please use the box below.**

(Text responses are copied and pasted verbatim, so there may be spelling and grammatical errors)

- The questions in what 'kind of commercial development', are basically identical. This area in Sandy
- is becoming overcrowded as the apartments are being finished. I don't take trax because I'm a home health nurse. Trax will be utilized more than it is now. And for those who can't walk up to Trax, it would be nice to have a shuttle, at no cost. But please keep the bulk of the traffic off TowneRidge Parkway. Your development will not necessarily be a positive asset to Sandy. NO STREET PARKING!
- The term strip mall makes me cringe a bit. A shopping area modeled after something like Pike's Place in Seattle or the Wharf in SF or Main Street Park City could be a draw for tourism where as putting in your typical strip mall with a bunch of chain stores would be the Sandy thing to do in the worst way possible. Maybe find Utah's own local and small business to post up in the area. Don't you want people to get warm fuzzies and a sense of pride when they hear of Stadium Village or do you want a Supercuts, Wal-Mart, and



hobby lobby to ruin the atmosphere? Connecting new downtown Sandy with the rest of Sandy via bike path, light rail from trax, or shuttle service should be at the forefront of conversation. Do we want to be proactive or reactive?! Pedestrian bridge over 9000 and or state street would be wise and foresited. I'd like to see more parks and green space incorporated into the area especially if we're going to incorporate residential units. Splash pad, skate park, bike park(see draper) basketball soccer courts, playground equipment please. More restaurants and bars/brewery would be nice. A music or concert venue. Art Gallery. The indoor sports complex is a phenomenal idea...thank you for entertaining the thought. Why not extend stadium village to the empty lots north of 9000 and west of state near what use to be Sandy Station. As for placing an emphasis on employment maybe put that in the backseat and give it a little smaller foot print. Do you want to add to game day congestion by filling the area with people leaving work as there is an influx of people trying to enter the area? Sandy is big and busy enough we might want to seriously consider more convenient modes of public transit such as a light rail. Also more bike lanes and pedestrian paths/routes.

- Leaders want to give local business owners a jump start but never want to do anything that makes it possible. This is a great opportunity for you to actually give local small business owners a real chance.
- NO NEW or HIGHER taxes for Sandy residents. We pay higher water, higher property and our services are worse than they were 15 years ago.
- Parking and traffic congestion must be top priority.
- Right now there is no reason to stay in the area before/ after a game except for some food at the theater complex.
- PARKING! PARKING! PARKING! PARKING! PARKING! PARKING! PARKING! PARKING! PARKING! PARKING! PARKING! PARKING! PARKING! PARKING! PARKING! PARKING!
- Congestion on game day and seemingly every weekend is ridiculous. This should be addressed before packing more buildings into this area. I have to live and work around here, I don't appreciate how difficult it is to travel during entertainment events.
- I think the current canal trail would be a great place to build a trail/park area like further north in Sandy right next to the Trax. Small, very long parks integrated into a nice trail, that could connect the Theater district, restaurants and concentrated small shopping areas (no giant box stores).
- There is already a shopping mall down the street and it seems as if all the restaurants at Jordan Landing have closed. I don't agree with any more apartments as the tower ones by the City Hall are mostly empty. Whatever you do, there needs to be traffic regulations as the 90th South area is already a nightmare!
- Fix the 90th south exit to accommodate more traffic for games. If you live near th stadium, you might as well not come home or leave your house if there's a game. The fans are the WORST drivers, and are very disrespectful to the local citizens. 90th is a joke and cannot handle the traffic. Adding more shops will only add to the mess

- Not enough parking
- Need more local food and bars if you want people to come here for more than games. No more office buildings— too many already. Not a great housing area.
- I think residential buildings (apartments and townhomes) will suffer with parking and traffic if added to the project. I vote a business area with more parking for the stadium and a little more nightlife for after the game celebrations.
- I don't want it packed with tons of high density housing.
- Parking is absolutely ridiculous around the stadium. There needs to be a parking structure!!
- I hope there is some kind of greater plan for traffic flow. It needs it already without adding in housing
- or shopping centers or office complexes. I had to commute through 90th South and I-15 and it was a nightmare getting through that interchange. Add an hour to just get off the freeway on game nights.
- Add more places to eat, add more bars. Much like the area around the Maverick center.
- Avoid a new I-15/9400 S interchange. Would put extra traffic directly into area. Create traffic circulation to 98th/Sego Lilly, 106th, and 90th S then points E/W. Widen I-15 underpass at Sego Lilly? Maybe a South Bound collector from there? Mixed use utilizing the office space parking for evening event parking. Create Special Parking District from 90th to Mall to work in partnership w/ office buildings w/ underused parking capacity. Resolve parking issues between the Real Stadium/ Expo Center/ Jordan High School, and Jordan Commons! Jordan HS signs state " NO Real Parking"
- Encourage new restaurants and bars to open up... preferably not chains!
- I live directly in the highlighted project area, as long as this does not move me or others from our homes, I am fully supportive of future projects for the community.
- I think Sandy has become over developed and overcrowded. Too much traffic especially on State st. The stadium needs more parking areas not more buildings.
- Please, no high density housing or high rise office space.
- I am concerned that my apartment complex is in this area. What does it mean for that?
- It would be nice to have a tunnel or some safer, less disrupting way for pedestrians to cross State Street by the stadium.
- Green space, something like liberty park is needed, good restaurants, traffic management. I live at Albion village. Access is difficult.
- I worry a lot about dense housing and the impact it has on all of us who live and travel in the area.
- No more housing units. We already have traffic congestion. And multiple dense housing creates to much transient living. Sandy is a very inviting family community for permanent residence. There is already enough multiple units around Hale Theatre and behind the old sandy station by the freeway. 90th south cannot handle anymore traffic. Unless you plan some multi level parking structure some where adding all of

this will be over crowding our area. Put the roadway infrastructures in before the shopping etc areas. Don't be like the rest of Salt Lake City and county and develop housing and then "oh we need roads so rip out the houses"

- As it stands, the stadium is in desperate need of a high-rise parking terrace. The area just southwest of the stadium would be great. A few nice walk-in, sit down restaurants would be great, plus some fast food joints. Please keep the area family friendly - no bars or liquor stores! An outdoor baseball complex would be nice, as would a recreational facility such as Alta Vista. A retail area like Tanger Outlet Mall would be great. Please, no more high density housing in the area. Make this a destination area that people go to for shopping, entertainment, and recreation, not living. Handy parking is going to be a priority, no matter what goes into the area, so please keep that in mind.
- Go to Park City, Holiday and Sugar House to see how to do development right.
- Do something to improve traffic flow before and after events at the stadium
- Sandy is in desperate need of locally owned restaurants. I have lots of out of state and foreign visitors who love the area, but besides Asian restaurants we have so few locally owned restaurants and eateries. We love Honeysuckle Coffee, Tin Roof Grill, and places like Britons. But we need more good food, locally owned, healthy spots. AND PLEASE could we have a locally owned coffee shop in Stadium Village?
- As a 25 year resident of Sandy, I continue to be concerned with the high-traffic development (ie the stadium) without the supporting infrastructure. We continue to add large office buildings/complexes in this area, and I do not see a correlating improvement of our transportation system. This influx helps our tax base and at times hurts our residents who are just trying to get around.
- Please improve the access to the freeway so that residents or visitors don't have to go to state street and clog the already busy roads trying to get to the freeway. We need to make it easy for them to access it from west of state street. We need parks and open space, lots of trees mixed in with a small market, specialty restaurants and a place for outdoor concerts. Please be aware of the impact this development will have on traffic which is already snarled whenever there is a REAL game.
- I think there should be a high rise parking garage for the soccer stadium. There are too many cars that have to park all over the area and in neighborhoods.
- This city continues to push high density. I know that's just growth and it will happen with or without the support of the residents. I do worry about the lack of forth sight. Build 212 town homes but only have enough spaces for 99 vehicles. Tell everyone that has concerns that people that will live there don't want vehicles because they will use utah. Realty is trax station is over a mile away bus runs by twice a day and every unit has 2 vehicle totally 424 vehicles congesting surrounding neighborhoods. Good job. If the stadium area is to be high density please consider something like a monorail. Run it from 90th trax station through the new development through the south town mall and back up to the seagull lily trax station. Reality is if people have to walk very far they drive. If buying groceries that distance shortens dramatically. People going to a sporting event less likely walk from the trax station that is why cars line the streets around there. They want to park close or be dropped off close not walk for an hour to and from. Ps. I
- am forced to answer what age group would benefit the most from the stadium area. My answer is NONE but I was forced to put something. Reason it's none the housing will be to expensive for families, empty nesters most likely will stay in there homes and young professionals unless they are doing well would want a night life which I'm against night life entertainment. Go home get some rest and show up to your job the next day.
- Would prefer to avoid buildings over 2-3 stories in height, views of valley and the city are already becoming blocked.
- I like living in Sandy. I hope that this area would have a community feeling (vs) big box shopping walk-able and bike friendly with more green space thank you for asking
- Art, waterwise and bird, bee, butterfly friendly plants, peace pole
- traffic is my biggest concern. 9000 and Monroe is already horrendous and I only see it getting worse.
- Improve State Street crossing. Something safe, like overhead bridge.
- Above all, I would love to see restaurants and bars open up here. Keep diversifying Sandy!
- Please pay extra attention to how this development impacts traffic congestion along Monroe and 9000 S.!
- Whenever there is an event at Rio Tinto Stadium there are cars parked on the streets within a 1 mile radius of the place. The foot traffic getting to the stadium blocks key intersections (State & 9000 S., State & 9400 S. and others) which makes driving in the area dangerous for cars and pedestrians alike. Given that, I think more on-street parking options would further exacerbate the current situation. And the option of providing bike lanes in the melee that occurs when an event lets out at the stadium is a recipe for disaster. Why haven't you included the option of building a parking garage near the stadium? Is that not elegant enough for your vision?
- Improve parking for soccer games. There is A LOT of break ins to cars during games due to so few Official lots.
- Parking has been a problem in Sandy for a long time. Examples: Expo Center, Rio Tinto Stadium, parks during sports games, etc. It's getting better with the parking garage at Hale Theater/Mountain America. Parking garages are notoriously ugly and I don't love them. However, parking needs to be a big consideration in this project. Whatever goes in needs enough parking!!
- I am concerned about some of the businesses that currently reside in the Stadium Village area. I don't know if the plan is to buy them all out, level most and completely re-create. But, if it is, I have personal



interest in some of those businesses and would have a hard time supporting this at their detriment.

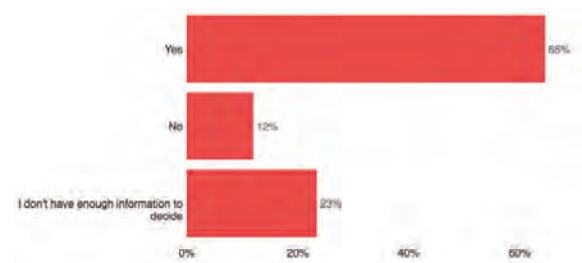
- More & better parking for the stadium. Don't get into the horribly costly Shuttle Bus idea! Trax is tax-payer subsidized far too heavily now. Don't build in more and more expensive fluff. Traffic will be too heavy to interject bike paths and the like. Don't try to Californicate this area! Leave Utah as Utah.
- Christmas destination park like Ogden has with the Trains and old fashioned Christmas stuff. Space for farmers market and community gardens then use a vocational school to teach kids some of the trades there in agriculture, cooking and having sustainable food sources. Using elderly people as mentors for youth and it would benefit both. Build housing there that would accomodate generations of family under one roof. Let use this space to teach ESL and vise versa. Have small business and give them deals on tax if they apprentice or hire from within. Let's use this space for a vision. The possibilities are endless
- Waste of tax payers money
- Stop the madness. No more housing in The Stadium Village area! You ruined the area around Jordan High School. Listen to the residents, please! Leave open space for parks and recreation. Unique idea, I know. The traffic is obscene on State and 9400 during an RSL game . Free TRAX means less traffic and Cleaner air. The decisions you make now can rewrite Sandy's future. Be heros and keep our Sandy OUR Sandy!
- Need more stadium parking and less of everything else. On the question about who would benefit the most from development in the Stadium Village area, my real answer is just the developers. The rest of us need more parks and open spaces.
- Make sure the access roads can accommodate alk the growth.
- This area is already congested and sandy city is pushing out single families to bring in more people with too dense living and too little care for the current residents.
- More restaurants with beer/wine licenses. No big box stores. Something to rival The Gateway, but not owned by the church.
- I lived next to CenturyLink Field in Seattle. Dense but high end housing could be very attractive to Multiple demographic groups, and for retail businesses.
- More restaurants - Carrabbas Grill would be great! Shake Shack awesome too!
- NO High Rise Buildings! Keep it like "Village" I think the cluster that the City allowed to built around Jordan High and the massive buildings around city hall are horrible and detract from our city. Try and make it nice and not ruin it with high density slums to be in the future. Generally like the idea, but it needs to be well thought out and done right and the greedy developers held at bay this time.
- Please provide kid friendly activities!
- Don't know much about the project. I just don't want the city spending more money, don't want to see traffic along 9000 S. get any worse, and I will strongly oppose any infringements on the private property of local residents. Also, I do not agree with any of the options to: "What group do you think would benefit most from development in the Stadium Village area?" I don't have any idea who will benefit. Usually, those that get subsidies and building contracts from the city benefit.
- Way too much development in Sandy. Pretty soon, we won't be able to move around at all. Stop it please. It used to be quiet and safe, now the crime rate is off the charts. I'm looking to leave Sandy City because of all the "high density" housing.
- As I expressed in the first survey, I do have a concern that the only liquor store around for miles is in this development area. If there are thoughts to get rid of it, that is out of the question. Please don't get rid of this location, if the building needs updating to fit in with development, that's fine. Utah needs more liquor stores, not less. Many of us adults can enjoy alcohol wisely and responsibly.
- I still think we don't need a stadium. Soccer is stupid
- I would like to see this become a primarily commercial area, with limited housing. I think that large housing facilities next to a freeway are unsightly and undesirable places to live. I would love to see fewer strip malls and more boutique-style shopping or business offices that are attractive and affordable for tenants. Sandy has become a mess of strip malls, parking lots, and empty big box stores and it's really disheartening.
- We need to be able to compete with Colorado and other cities that have these great parks and amusements. Why can't we have a WaterWorld like Denver, CO. has. Cowabunga bay is a joke.
- I absolutely hate that Sandy is trying to establish a "downtown" area. We live in the burbs for a reason and want to keep the small town feel that sandy used to have. All the high density housing, the stadium, and Hale center detract from what used to be a great place to live.
- A brewery would be amazing!
- make people from all over the valley come here for entertainment and dining
- Multi level parking is past due
- I would love to see a couple of bars in the area. I am a married women with small children residing in East Sandy and it would be nice to have a place for my husband and I to grab a drink or watch a game/fight sometime that doesn't require us to leave Sandy. It would also be awesome if public transportation made it easier for us to travel the city with our kids. Uber/Lyft makes it difficult to take our kids.
- Pedestrian mall with lots of vegetation and one or more water features
- Anything that improves traffic congestion during events should be a priority.
- Do not want to see the destruction of existing business or residents that have been a viable part of Sandy. The whole stadium idea was a bad thing to begin with. Cannot handle the extra traffic as is. Creates a nightmare for existing residents, which are important to Sandy.
- I would like a large gathering area with features that attract people to just hang out before and after

- the game. Or a huge screen broadcasting the game or highlights so even people that don't go into the stadium are attracted to the area to hang out and have fun.
- Don't make it a typical suburban place of big box stores and anti-pedestrian and bikers.
- PARKING...you need MUCH MORE PARKING. Do not create street parking...it is so dangerous for us bike riders. When the stadium was approved, it was agreed upon, and reported in Deseret News and other media outlets, that the stadium ownership would build a multi-level parking structure on the Southeast corner of 9400 S and State Street, that could be used by the stadium and the expo center. That parking structure never came to fruition.
- Improving current usage along Monroe Street between Sego Lilly and 9000th South seems more important at this time. Please be considerate to not significantly increase the traffic in this area. Rush hour Traffic is already bad. Adding businesses that compliment Rio Tinto and Hale Center, such as restaurants makes sense. Parking, however, is already an issue since there is little to no parking along Monroe near 9400 South. Riverton Music has a very limited parking lot and families that come for events have to walk down to overflow parking which is down the street and not close. Also, Turning left out of the apartments on Monroe Street right near Riverton Music is dangerous because there is a huge blind spot.
- Youth soccer fields! An indoor training facility!
- Want it be a place to gather and spend more time there instead of just for RSL games.
- I avoid games due to congestion and parking problems.
- The most valuable commodity of all for me is open space. I'm happiest with no further residential or commercial development. Enough with ex-mayor Dolan's "inevitable" development!
- More restaurant options for pre and post games would be wonderful. More safe bike routes and parking would be helpful.

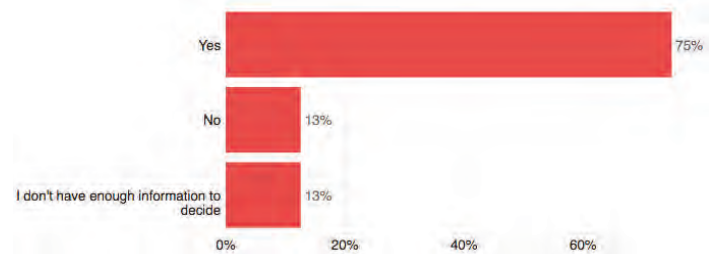
### SURVEY #3 : SEPTEMBER - OCTOBER 2018

The first Online survey was posted on the City's website using the Qualtrics Research Core Platform to collect and analyze responses. This survey was posted between September 17 and October 8, 2018 and 178 responses were collected from participants.

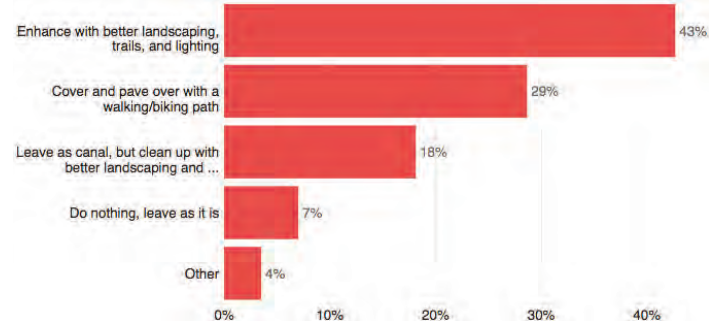
1. Do you believe that in order for the Stadium Village area to redevelop successfully, the intersection of I-15 and 9000 South needs to be improved?



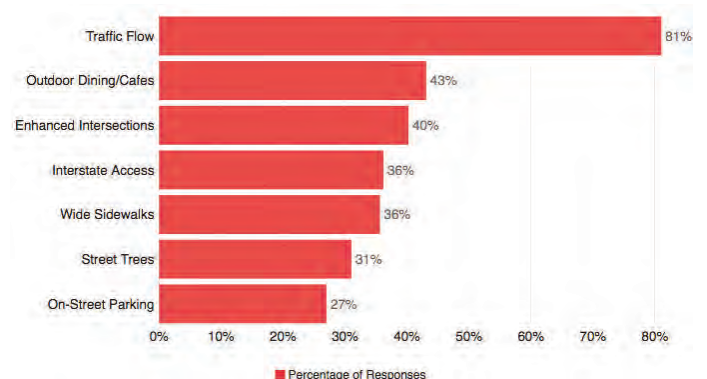
2. Would you like to see more transit options, i.e., bicycle paths, TRAX, on-demand transit such as shuttles, be integrated into the Stadium area?



3. What do you believe should be done with the canals as redevelopment occurs in the Stadium Village area?



4. Please indicate which items are important to you when it comes to getting around within the Stadium Village area? (Select all that apply)



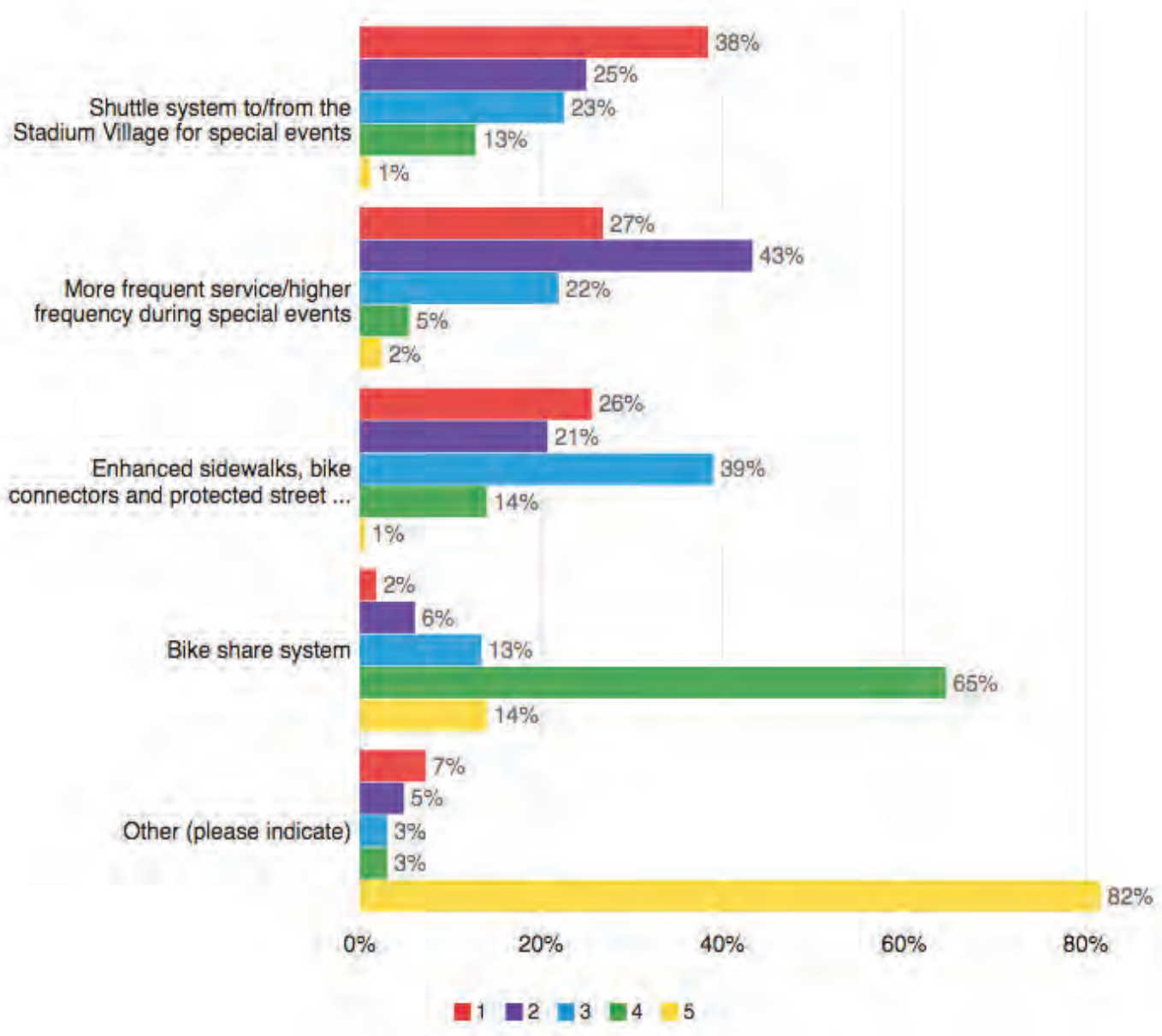
5. What would entice you most to ride TRAX to access the Stadium Village area? Please drag and drop in order of priority (1 = most important)

#### Answers indicating "Other"

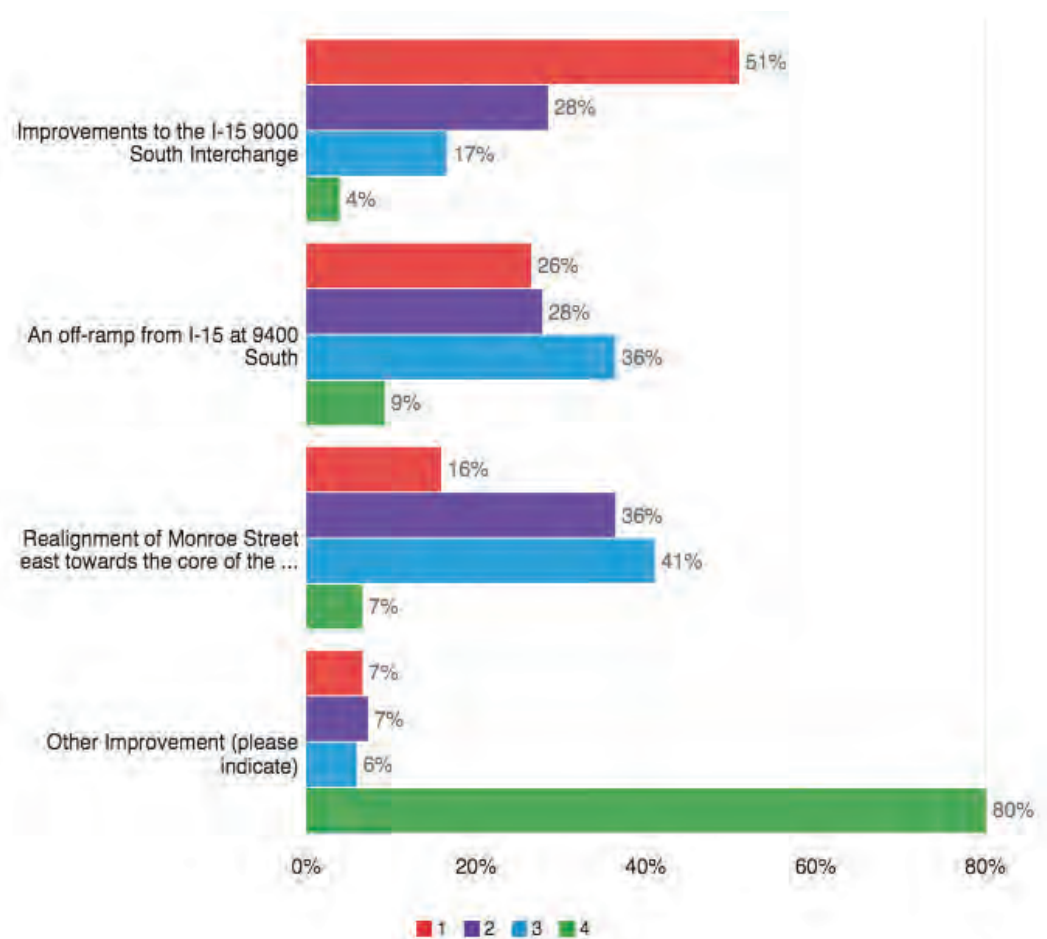
(Text responses are copied and pasted verbatim, so there may be spelling and grammatical errors)



- Teach scooter and bicycle drivers how to follow rules
- Would never use TRAX - no matter what! If only access is via TRAX, then I would avoid the area completely!
- Bikes that actually obey traffic rules-give tickets to violators
- STADIUM PARKING GARAGE!
- Free ridership with tickets, like they do for U football games
- Better pricing for "Public" transportation
- increased lighting & patrols
- Build East/West Trax line near 90th south from Alta to Bingham
- Wont work from my house
- Widen 9400 South between State Street and the freeway frontage road. Expand the frontage road and improve the intersections at 9400 South/State Street and 9400 South at the frontage road.
- more police presence in and around parking areas
- Please quit widening the roads
- events/restaurants that draw me to the area
- Replace Trax with a bicycle path
- Park and ride access
- Additional parking
- Free service on game days.
- Open up eagle hardware for parking
- Stadium village is stupid
- Have bike and scooter rentals available. Rikshahs durring events
- aesthetics
- Lighting
- Parking it is a mess on event night
- nothing else makes sense
- Parking!!!!!!
- East to west line
- I don't use the stadium village area because traffic is a nightmare. Planning was very poorly executed for that area. For that reason, I also avoid events in that area



6. Please drag and drop the following improvements in order of importance for enhancing traffic circulation in the Stadium Village area (1 = most important)



#### Answers indicating "Other"

(Text responses are copied and pasted verbatim, so there may be spelling and grammatical errors)

- Traffic light at Town Ridge Parkesys and Monroe
- Traffic flow at 90000 s and State.
- Stop developing this village!!
- STADIUM PARKING GARAGE!
- Reduce the number of intersections on main roads
- Please do not put an offramp onto 9400 ever
- Parking structure close by
- Parking
- No off-ramp from I-15 at 9400 South. That would destroy the area!
- More off street auto parking options
- improved/additional roadways or paths within the area
- Discontinue the fireworks after the game. Too noisy for nearby residents.
- Congestion during games
- Better signage on northbound I-15 and 106th south Monroe tunnel to let people know this is the best way to Hale Center, Expo Center, Stadium, and Mall
- Better parking
- Better bike and pedestrian access and right of way
- As previously mentioned, I actively avoid the area due to traffic and event issues. It would have to improve significantly for me to consider visiting that area of Sandy regularly.
- A high-rise parking terrace next to the stadium
- 9400 S tunnel under I-15
- 9400 S (west of State) - either widen or eliminate street parking



# Appendix 5: Preliminary Market Opportunities

## KEY MARKET OBSERVATIONS

- Stadium buried within the site (not enough marketing window)
- Greatest development opportunity between stadium and transit-station - small scale commercial fronting stadium Expo Center parking lot, and/or redevelopment at Jordan Commons
- Study area as drawn needs help to be compelling for urban sports district




## BIG MARKET IDEAS

- How to leverage stadium to offer everyday visitors
- Bring outdoor activities into urban format
- Unique food experience - bring out of market special tenants
- Leverage transit into game day experience

## STADIUM DISTRICT ANALOGS



- Lots of truly urban, high density examples around arenas and ballparks
- Emerging models for lower density, small cities and less-frequent sports - biggest question is how to drive 365 days of activity to support desired retail/entertainment environment
- Consistent elements: programmed public space, additional community anchors and activity drivers (sports is not enough), significant residential demand



## SPORTS ANCHORED URBAN DISTRICTS THAT WORK

	BALLPARK DISTRICT	MISSION BAY	THE CAPITOL RIVERFRONT
			
DESCRIPTION	PETCO Park transformed one of San Diego's most blighted areas - East Village - into one of its fastest-growing and most popular neighborhoods. Known as the Ballpark District, the neighborhood has attracted a significant amount of new, mixed-use development. In addition to baseball, PETCO Park also features a park and a trolley line	Located on a former brownfield site to the south of Downtown San Francisco, Mission Bay is a transit-oriented hub for health care and technology growth, with new features like a UCSF campus, a 289-bed specialty hospital, an NBA arena for the Golden State Warriors, and pedestrian/bike trails	Formerly an industrial neighborhood consisting of excess federal land and low-density commercial uses, the Capitol Riverfront has emerged as a premiere destination. Following a decade of public investment into projects like Nationals Park and Yards Park, the neighborhood has also attracted a large amount of private development
MAJOR ANCHORS	PETCO Park (San Diego Padres), Trolley Line, Park at the Park, plus various hotels, convention centers and events	UCSF Mission Bay, UCSF Medical Center, 10+ Tech Incubators, Chase Arena (Golden State Warriors), plus transit and trails	Nationals Park (Washington Nationals), The Yards Park, Navy-Yard Ballpark Metro, plus various outdoor events and festivals
LAND AREA	315 Acres	303 Acres	240 Acres
RESIDENTIAL	6,900 Units (+ 2,650 Under Construction)	5,300 Units	6,300 Units (+ 3,400 Under Construction)
OFFICE/R&D	1,787,000 S.F.	3,200,000 S.F. (+ Institutional)	6,176,000 S.F.
RETAIL	721,000 S.F.	283,000 S.F.	490,000 S.F.
HOTEL	2,090 Rooms	130 Rooms	740 Rooms
PARKLAND	2.7 Acres	17.1 Acres	10.0 Acres



## OTHER SPORTS BEGINNING TO GRAPPLE WITH THIS OPPORTUNITY

	RIO TINTO STADIUM - SANDY UTAH	THE STAR - FRISCO, TEXAS
		
DESCRIPTION		Designed to be the most comprehensive NFL training facility and headquarters, The Star in Frisco was developed via a public-private partnership between the Dallas Cowboys, the City of Frisco, and Frisco Independent School District. The Ford Center is shared by the Dallas Cowboys and Frisco ISD's eight high schools, hosting a multitude of events including Cowboys' practice, high school football games, soccer matches, and other competitions
MAJOR ANCHORS	Rio Tinto Stadium	Dallas Cowboys World Headquarters, The Ford Center, 16-Story Omni Hotel, Twelve Cowboys Way high-rise luxury apartments
LAND AREA	200 Acres	25 Acres
RESIDENTIAL	TBD	320 Units
OFFICE/R&D	TBD	735,000 S.F.
RETAIL	TBD	750,000 S.F.
HOTEL	TBD	300 Rooms
PARKLAND	TBD	1.0 Acres

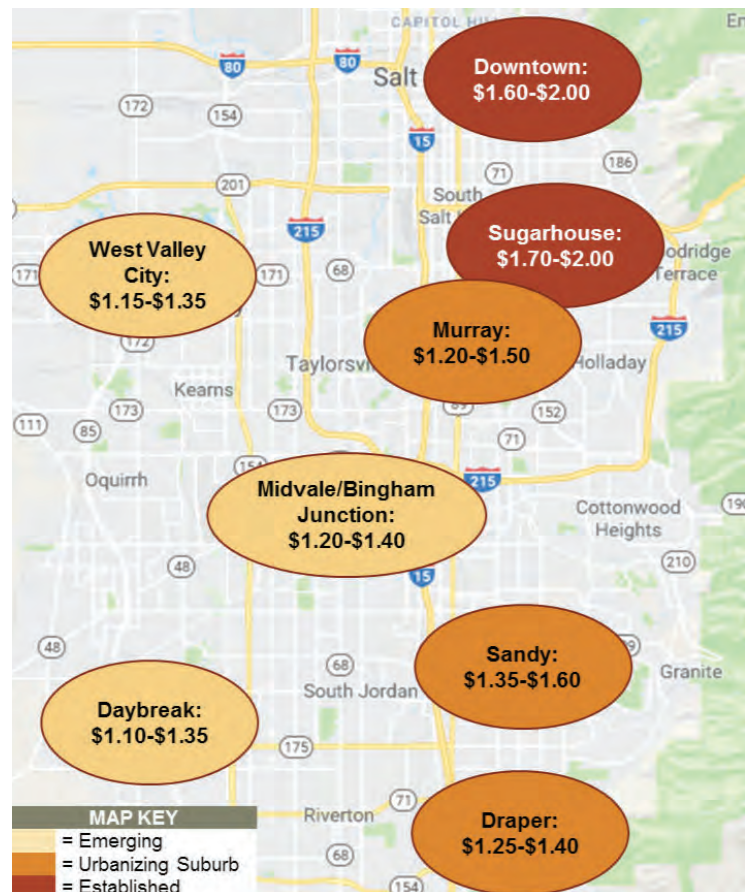
	TITLETOWN DISTRICT - GREEN BAY, WI	LA RAMS / CHARGERS STADIUM - INGLEWOOD CA
		
DESCRIPTION	On the heels of a large redevelopment at Lambeau Field, the Green Bay Packers unveiled a master plan for Titletown District. To draw both community residents and visitors, Titletown District will elevate the Green Bay area to a whole new level, with a luxury hotel, restaurant/brewery and health care facility	The new Los Angeles Rams and Chargers stadium is a fairly new addition to a massive mixed-use development that has been in the works for more than a decade. The mixed-use development is projected to include residential units, office and retail space, and community space, including a park and a manmade lake
MAJOR ANCHORS	Sports field, Lodge Kohler hotel, health clinic, Packers Hall of Fame, Hinterland brewery, and ice skating rink	Football stadium, community space, various retailers, performing arts center, hotel
LAND AREA	34 Acres	298 Acres
RESIDENTIAL	N/A	3,000 Units
OFFICE/R&D	150,000 S.F.	780,000 S.F.
RETAIL	150,000 S.F.	890,000 S.F.
HOTEL	144 Rooms	300 Rooms
PARKLAND	3.5 Acres	25.0 Acres

## RESIDENTIAL MARKET CONDITIONS

Product and achievable rents are intricately linked and beg the question in Sandy not of affordability, as many multi-family renters can afford much higher rents than what they currently pay, but of quality and location. Most likely, rent levels have remained modest even as new product in Sandy and Midvale due to the lack of regional developers pushing the envelope on quality on product. However, this is not a problem unique to the Sandy submarket, as the region as a whole lacks differentiation in both product and rent in its rental apartment market, among submarkets outside of Downtown SLC and Sugar House.

This paradigm is ripe for change as handful of developers begin to recognize the perceived undersupply of high-quality rental apartments in suburban locations. There are early signs indicating that this transition to suburban markets has begun; new product pricing has increased in all suburban submarkets since 2014, while new product rents have stagnated or declined in the two most established submarkets.

## SALT LAKE CITY MULTI-FAMILY CLUSTERS



## PROFILE OF NEWER DEVELOPMENT (SINCE 2000) BY CLUSTER

MULTI-FAMILY CLUSTER	BUILDING TYPE	REPRESENTATIVE DEVELOPMENTS	NEW PRODUCT 2014	PRICING 2018
Downtown	Mid-Rise	Liberty Crest, Downtown 360	\$1.65 - \$2.00	\$1.60 - \$2.00
Sugar House	Mid-Rise	Liberty Village, Wilmington Flats	\$1.80 - \$2.00	\$1.70 - \$2.00
West Valley City	Garden, Mid-Rise	Pinacle Highbury, Fairbourne Station	\$1.00 - \$1.35	\$1.15 - \$1.35
Murray	Garden, Mid-Rise	Metro at Fireclay, Birkhill on Main	\$1.20 - \$1.25	\$1.20 - \$1.50
Midvale/Bingham Junction	Urban - Style Garden	The Lofts at 7800, Talavera	\$1.10 - \$1.20	\$1.20 - \$1.40
Sandy	Garden, Mid-Rise	Park at City Center, Dry Creek at East Village	\$1.15 - \$1.30	\$1.35 - \$1.60
Daybreak	Urban - Style Garden	Residences at the District, Promenade at the District	\$1.20 - \$1.35	\$1.10 - \$1.35
Draper	Garden	Draper Village, Parc at Day Dairy	\$1.15 - \$1.30	\$1.25 - \$1.40



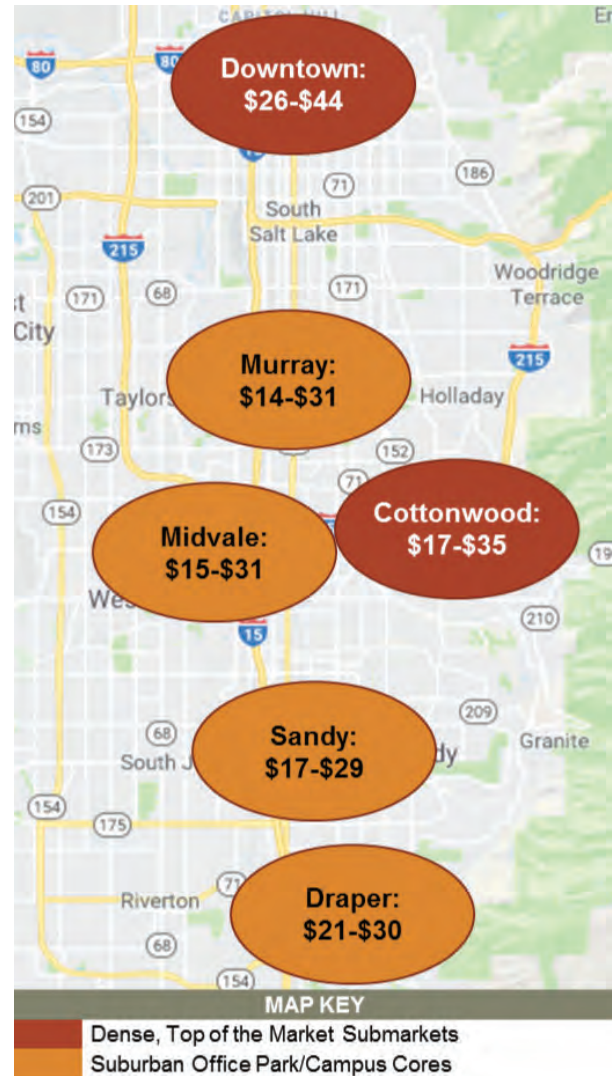
## OFFICE MARKET CONDITIONS

Sandy's current office environment can be best described as a suburban office park/campus core. These are clusters of office development made up of low-rise and mid-rise buildings, with extensive structured and surface parking separating buildings, located along major highway infrastructure. The suburban office park/campus core is contrasted with the denser, top of the market submarkets found in Downtown Salt Lake City and Cottonwood.

Office development has been shifting south along I-15, with Sandy and Draper capturing more new office development than any other submarkets since 2015. Absorption has not kept pace with deliveries in this time period, causing vacancy rates to rise in both submarkets. While vacancy is lower for newer construction (see table below), the submarkets had a combined vacancy rate of 11.2% overall in 2017.

The relatively low amount of variability between different submarkets in Salt Lake County suggests that there is no clear center of gravity or market leader amongst the suburban office park submarkets, and that Sandy should seek to differentiate itself as the higher-density location that offers better retail and amenities for its employment base.

## SALT LAKE CITY OFFICE CLUSTERS



## PROFILE OF NEWER DEVELOPMENT (SINCE 2000) BY CLUSTER

CLUSTER	RENT RANGE (PER S.F.)			VACANCY RATE	PREVAILING TYPE	REPRESENTATIVE DEVELOPMENTS
	LOW-RISE	MID-RISE	HIGH-RISE			
Downtown	-	\$26 - \$35	\$36 - \$44	7.4%	Urban High Rise Office	111 Main; 222 S. Main; 170 S. Main
Murray	\$14 - \$18	\$25 - \$31	-	9.7%	Suburban Office / Campus	Center 53
Cottonwood	\$17 - \$26	\$27 - \$35	-	17.8%	Midrise / Office Campus	Cornerstone, Old Mill Corporate Center, Millrock Park / Cottonwood Corporate Center
Midvale	\$15 - \$25	\$25 - \$31	-	2.3%	Business Park	View72, Union Park
Sandy	\$17 - \$29	\$24 - \$32	-	9.5%	Business Park	Sandy Towners, South Towne Corporate Center, Sandy City Center
Draper	\$21 - \$28	\$22 - \$30	-	6.9%	Midrise / Office Campus	136 Center, Vista Station, Wheeler Park





## HOTEL MARKET CONDITIONS

The Salt Lake City market has several nodes of hotel development, though Downtown Salt Lake City is the only core offering hospitality in an urban setting. All other hotel concentrations are either highway-oriented, or proximate to a major retail shopping center (i.e., The Shops at Fort Union in the Midvale area).

The Sandy area is characterized by a high share of Upper Midscale and Upscale hotel flags. The area also includes a number of older economy and midscale hotels, but new development is unlikely to compete with these value alternatives. The newer hotels in the area have performed well, with annual average occupancy rates increasing consistently since 2014 to 74% in 2017.

With the broader market lacking any urban hospitality offerings outside Downtown Salt Lake City, Sandy can address the market gap with hotel offerings in a more lifestyle-oriented, walkable mixed-use district. Sandy has already proven its market for higher-end hospitality offerings, making it better positioned to fill this niche than any other suburban hospitality cores, which are dominated by lower chain scales.

## SALT LAKE CITY HOTEL CLUSTERS



## PROFILE OF NEWER DEVELOPMENT (SINCE 2000) BY CLUSTER

SUBMARKET	PREVAILING RENTS (PER NIGHT)	DOMINANT CHAIN SCALES	REPRESENTATIVE DEVELOPMENTS
Downtown	\$110 - \$170	Upscale/Upper Upscale	AC Hotels by Marriott, Kimpton Hotel Monaco
West Valley City	\$80 - \$120	Midscale/Upper Midscale	Holiday Inn Express, Staybridge Suites
Murray	\$90 - \$135	Midscale/Upper Midscale	Holiday Inn Express, Home2 Suites
Midvale	\$60 - \$130	Economy through Upscale	Staybridge Suites, Super 8 Midvale
Sandy	\$75 - \$150	Upper Midscale/Upscale	Hyatt House, Hampton Inn

## CRITICAL ASSUMPTIONS

Conclusions are based on the analysis of the information available from RCLCO's sources and from the City of Sandy as of June 2018. It is assumed that the information is correct, complete and reliable.

Certain assumptions were made about the future performance of the global, national and local economy and real estate market, and on other factors similarly outside either the consultant team's control or that of the City of Sandy. Trends were analyzed and the information available in drawing conclusions. However, given the fluid and dynamic nature of the economy and real estate markets, as well as the uncertainty surrounding particularly the near-term future, it is critical to monitor the economy and markets continuously to revisit the aforementioned conclusions periodically to ensure that they are reflective of changing market conditions.

It is assumed that the economy and real estate markets will grow at a stable and moderate rate to 2020 and beyond. However, stable and moderate growth patterns are historically not sustainable over extended periods of time, the economy is cyclical, and real estate markets are typically highly sensitive to business cycles. Further, it is very difficult to predict when an economic and real estate upturn will end.

With the above in mind, it is assumed that the long-term average absorption rates and price changes will be as projected, realizing that most of the time performance will be either above or below said average rates.

Our analysis does not consider the potential impact of future economic shocks on the national and/or local economy, and does not consider the potential benefits from major "booms" that may occur. Similarly, the analysis does not reflect the residual impact on the real estate market and the competitive environment of such a shock or boom. Also, it is important to note that it is difficult to predict changing consumer and market psychology. As such, it is recommended the economy and marketplace is closely monitored and this analysis is updated as appropriate.

Further, the project and investment economics should be "stress tested" to ensure that potential fluctuations in revenue and cost assumptions resulting from alternative scenarios regarding the economy and real estate market conditions will not cause failure.

In addition, it is assumed that the following will occur in accordance with current expectations:

- Economic, employment and household growth

- Other forecasts of trends and demographic and economic patterns, including consumer confidence levels
- The cost of development and construction
- Tax laws (i.e., property and income tax rates, deductibility of mortgage interest, and so forth)
- Availability and cost of capital and mortgage financing for real estate developers, owners and buyers
- Competitive projects will be developed as planned (active and future) and that a reasonable stream of supply will satisfy real estate demand
- Major public works projects occur and are completed as planned

Should any of the above change, the analysis should be updated, with the conclusions reviewed accordingly (and possibly revised).

*General Limiting Conditions: Reasonable efforts have been made to ensure that the data contained in this study reflect accurate and timely information are believed to be reliable. This study is based on estimates, assumptions and other information developed by RCLCO from its independent research effort, general knowledge of the industry, and consultations with the client and its representatives. No responsibility is assumed for inaccuracies in reporting by the client, its agent, and representatives or in any other data source used in preparing or presenting this study. This report is based on information that to our knowledge was current as of the date of this report, and RCLCO has not undertaken any update of its research effort since such date.*

*The report may contain prospective financial information, estimates, or opinions that represent the view of reasonable expectations at a particular time, but such information, estimates, or opinions are not offered as predictions or assurances that a particular level of income or profit will be achieved, that particular events will occur, or that a particular price will be offered or accepted. Actual results achieved during the period covered by our prospective financial analysis may vary from those described in the report, and the variations may be material. Therefore, no warranty or representation is made by RCLCO that any of the projected values or results contained in this study will be achieved.*



## Appendix 6: Monroe Extension

In regards to the Stadium block masterplan, Public Works goal is to have a 71' cross section, TBC to TBC. This is in order to fit a five lane road with the cross section of 5', 11', 11', 12', 11', 11', 5' (plus C/G). This matches the cross section for Monroe phases 1-4. When built out, this provides a five lane collector from 9000 S to 10600 South.

If phase six is built as a stand-alone project, the 5-lane section is not critical to be built at that time. Instead, just the space and long-term intent is required. The space can be utilized for bike lanes, on-street parking, and widened medians as long as phase six is a stand-alone project. Once phase 5 and/or the 9400 South interchange is built, then phase 6 will need to be converted to a five-lane section. The timing of the phases is currently unknown. They could be built simultaneously, within five years of each other, or 30 years apart. It is important for the Stadium block masterplan to be cognizant of the timing uncertainty and long term needs.

**Ryan Kump, P.E.**

# Appendix 7: Traffic Study



STADIUM VILLAGE MASTER PLAN  
TRAFFIC, PARKING, PEDESTRIAN, AND MASS TRANSIT  
SANDY, UT

PREPARED FOR

GATEWAY PLANNING GROUP, INC.

PREPARED BY

**P S O M A S**

PSOMAS PROJECT No. 8GWP010200

APRIL 2019

## **Appendix A – Analysis of Draft Site Scenarios**



## **TRIP GENERATION AND DISTRIBUTION**

In draft form, the Stadium Village Master Plan included three scenarios. While all three scenarios included similar uses, the intensities of the uses and focus of the area varied by scenario. Scenario 1, a Stadium Entertainment District, had a significant retail and entertainment component; Scenario 2, Mixed-Use Employment, provided extensive office space, while Scenario 3, Residential Mixed Use, had more of a residential focus. The estimated project trip generation for each of the three scenarios was developed based on trip generation rates in the *Trip Generation Manual, 10<sup>th</sup> Edition*. Table A-1 shows the trip generation rates that were used.

As seen in the table, the entertainment/athletic land use trip generation rates for the project were estimated based on a variety of possible uses. Discounts for pass-by and internal capture trips were also taken as applicable. Further, trips generated by major existing uses (i.e. retail, restaurants, banks, gas stations, etc.) which are planned to be removed with the project were removed from the overall trip generation, as applicable.

**Table A-1. Trip Generation Rates**

Land Use	Land Use Code	Unit	Daily	AM Peak	In	Out	PM Peak	In	Out
Multifamily - Low-Rise	220	Each	7.32	0.46	23%	77%	0.56	63%	37%
Multifamily - Mid-Rise	221	Each	5.44	0.36	26%	74%	0.44	61%	39%
Multifamily - High-Rise	222	Each	4.45	0.31	24%	76%	0.36	61%	39%
Hotel	310	Rooms	8.36	0.67	60%	40%	0.89	54%	46%
Office	710	1,000 sq. ft.	9.74	1.16	86%	14%	1.15	16%	84%
Retail / Restaurant	820	1,000 sq. ft.	37.75	0.94	62%	38%	3.81	48%	52%
Multiplex Movie Theater	445	1,000 sq. ft.	24.55	N/A	N/A	N/A	4.91	62%	38%
Health/Fitness Club	492	1,000 sq. ft.	26.44	1.31	51%	49%	3.45	57%	43%
Athletic Club	493	1,000 sq. ft.	52.50	3.16	61%	39%	6.29	62%	38%
Recreational Community Center	495	1,000 sq. ft.	28.82	1.76	66%	34%	2.31	47%	53%
Entertainment/Athletic	N/A	1,000 sq. ft.	33.08	2.08	59%	41%	4.24	57%	43%

Values are estimated

Table A-2 shows the estimated project trips for each of the three scenarios, both before (gross trips) and after (new external trips) accounting for pass-by and internal capture trips. In both cases, the trips from existing uses which will be removed were also removed from the totals; therefore, the table shows new project trips. As seen in the table, Scenario #1, which includes the most entertainment/athletic uses of the three scenarios, was expected to generate the most trips overall. Scenario 2 (Mixed-Use Employment) would generate approximately half as many daily and evening peak period trips as Scenarios #1 and #3. The table also shows that more than half of the new trips would be generated by residential and entertainment uses in Scenario #1, office uses would have generated the most trips in Scenario #2, and retail/restaurant uses would have generated the most trips in Scenario #3.

Figure A-1 shows the estimated trip distribution for the project trips for each of the three scenarios. (Note that this assumed no new traffic interchange (TI) or ramps at I-15 and 9400S.) As shown, all three scenarios were expected to add several thousand vehicles per day to I-15 both north and south of the project; Scenarios #1 and #3 would add considerably more than traffic to the interstate than Scenario #2.

Anticipated operations are evaluated later based on daily traffic volumes. However, it is also important to understand how the anticipated peak hour volumes may impact the street network. Under existing conditions, northbound traffic volumes along I-15 are heavier in the AM peak and southbound volumes are heavier in the PM peak. All three scenarios were expected to generate more inbound traffic than outbound in the AM peak hour; which is the opposite direction of peak traffic along I-15 traveling into Salt Lake City.

In the PM peak hour, the travel direction varied more by scenario. Scenario #1 was expected to generate approximately the same number of new inbound and outbound trips; Scenarios #2 and #3 were expected to generate more new outbound than inbound trips.



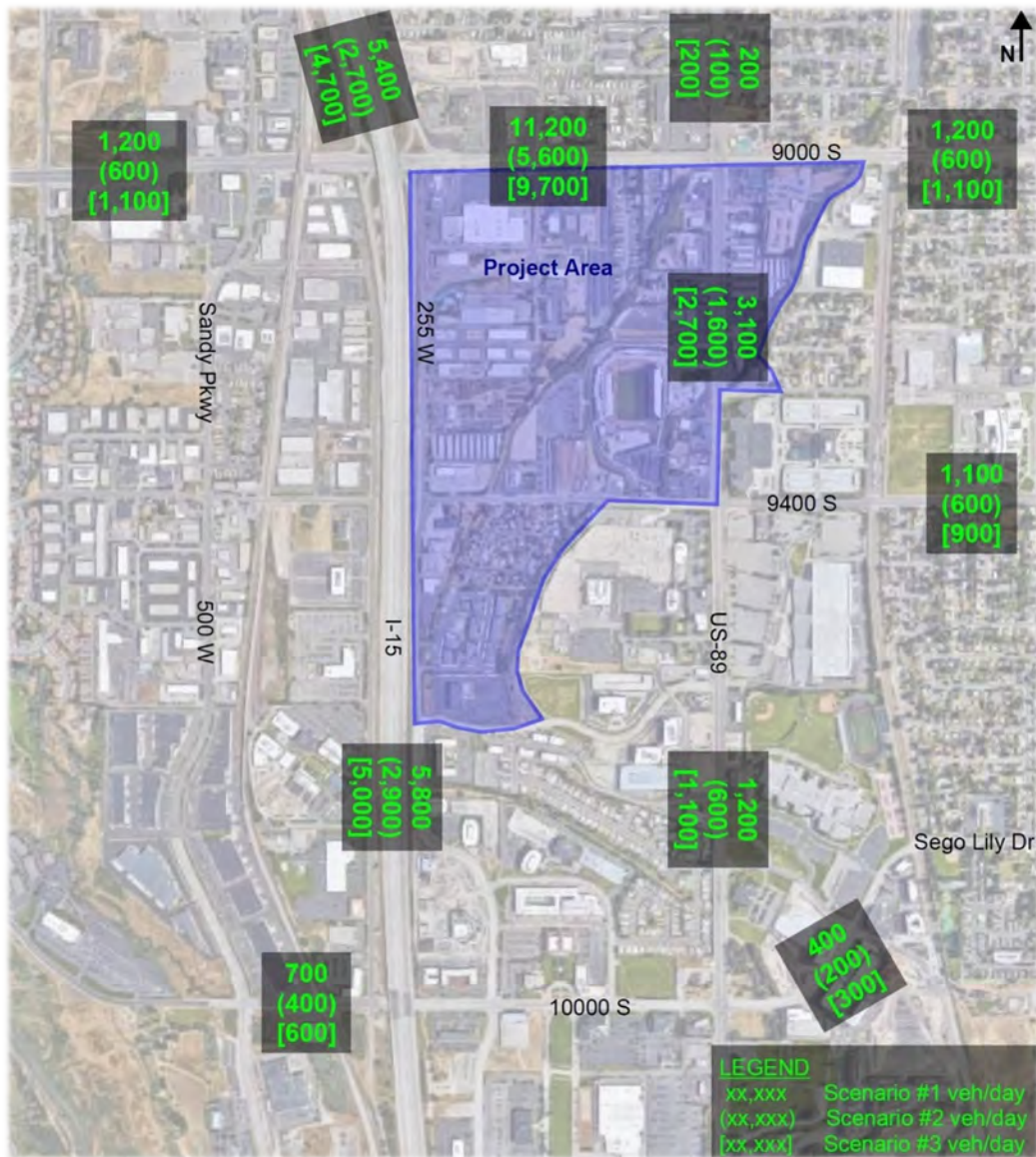
**Table A-2. Trip Generation by Project Scenario**

Scenario #1	Land Use			Residential	Office	Retail/ Restaurant	Entertainment/ Athletic	Hotel	Remove (Existing)	Total
	Gross Trips	Daily		13,600	5,900	9,800	11,300	4,100	-20,100	24,700
		AM Peak	In	200	600	200	400	200	-700	900
			Out	700	100	100	300	100	-500	800
			Total	900	700	200	700	300	-1,200	1,700
		PM Peak	In	700	100	500	800	200	-900	1,500
			Out	400	600	500	600	200	-800	1,500
			Total	1,100	700	1,000	1,400	400	-1,700	3,000
	New External Trips	Daily		12,400	5,100	4,900	10,600	3,500	-20,100	16,400
		AM Peak	In	200	500	100	400	200	-700	800
Out			600	100	100	300	100	-500	700	
Total			900	600	100	700	300	-1,200	1,400	
PM Peak		In	600	100	200	700	200	-900	1,000	
		Out	400	500	200	500	200	-800	1,000	
		Total	1,000	600	500	1,300	400	-1,700	2,000	

Scenario #2	Land Use			Residential	Office	Retail / Restaurant	Entertainment/ Athletic	Hotel	Remove (Existing)	Total
	Gross Trips	Daily		8,100	11,600	5,700	5,600	2,400	-19,500	14,000
		AM Peak	In	100	1,200	100	200	100	-700	1,000
			Out	400	200	100	100	100	-500	400
			Total	500	1,400	100	400	200	-1,200	1,400
		PM Peak	In	400	200	300	400	100	-900	600
			Out	200	1,100	300	300	100	-1,000	1,100
			Total	600	1,400	600	700	300	-1,800	1,700
	New External Trips	Daily		7,500	10,000	3,000	5,300	2,100	-19,500	8,300
		AM Peak	In	100	1,000	0	200	100	-700	800
Out			400	200	0	100	100	-500	300	
Total			500	1,200	100	400	200	-1,200	1,100	
PM Peak		In	300	200	100	400	100	-900	300	
		Out	200	1,000	200	300	100	-1,000	700	
		Total	600	1,200	300	600	200	-1,800	1,000	

Scenario #3	Land Use			Residential	Office	Retail / Restaurant	Entertainment/ Athletic	Hotel	Remove (Existing)	Total
	Gross Trips	Daily		13,000	8,600	15,100	4,000	2,000	-18,200	24,400
		AM Peak	In	200	900	200	100	100	-600	1,000
			Out	600	100	100	100	100	-500	600
			Total	900	1,000	400	200	200	-1,100	1,600
		PM Peak	In	600	200	700	300	100	-800	1,100
			Out	400	900	800	200	100	-800	1,600
			Total	1,000	1,000	1,500	500	200	-1,600	2,700
	New External Trips	Daily		11,900	7,400	7,900	3,700	1,700	-18,200	14,500
		AM Peak	In	200	800	100	100	100	-600	700
Out			600	100	100	100	100	-500	500	
Total			800	900	200	200	100	-1,100	1,300	
PM Peak		In	600	100	400	300	100	-800	600	
		Out	300	700	400	200	100	-800	1,000	
		Total	900	900	800	400	200	-1,600	1,600	

**Figure A-1. Project Daily Traffic Volumes**





## **TRAFFIC OPERATIONS**

Given the future roadway network, a high-level evaluation of anticipated roadway operations was conducted. Roadway capacities were available from the WRFC and the Highway Capacity Manual (HCM). Table A-3 shows the capacities from each source; the lower of the two was used for the roadways shown in Figure A-2. The figure also includes anticipated future volumes including the highest project volumes along each segment.

As shown in the figure, many the roadways in the project area were anticipated to operate under capacity in 2040, even with the project (shown in green). However, 9000 S and 10000 S were expected to operate over capacity (orange text) both east and west of I-15. In 2040, 10000 S is still shown as a two-lane roadway, and projected volumes would have been below the HCM capacity, but slightly higher than the WRFC capacity. The presence of the two-way left turn lane likely means the capacity is higher than a typical two-lane roadway. In addition, if needed, the addition of right turn lanes at major intersections and/or driveways could further increase the capacity of the roadway.

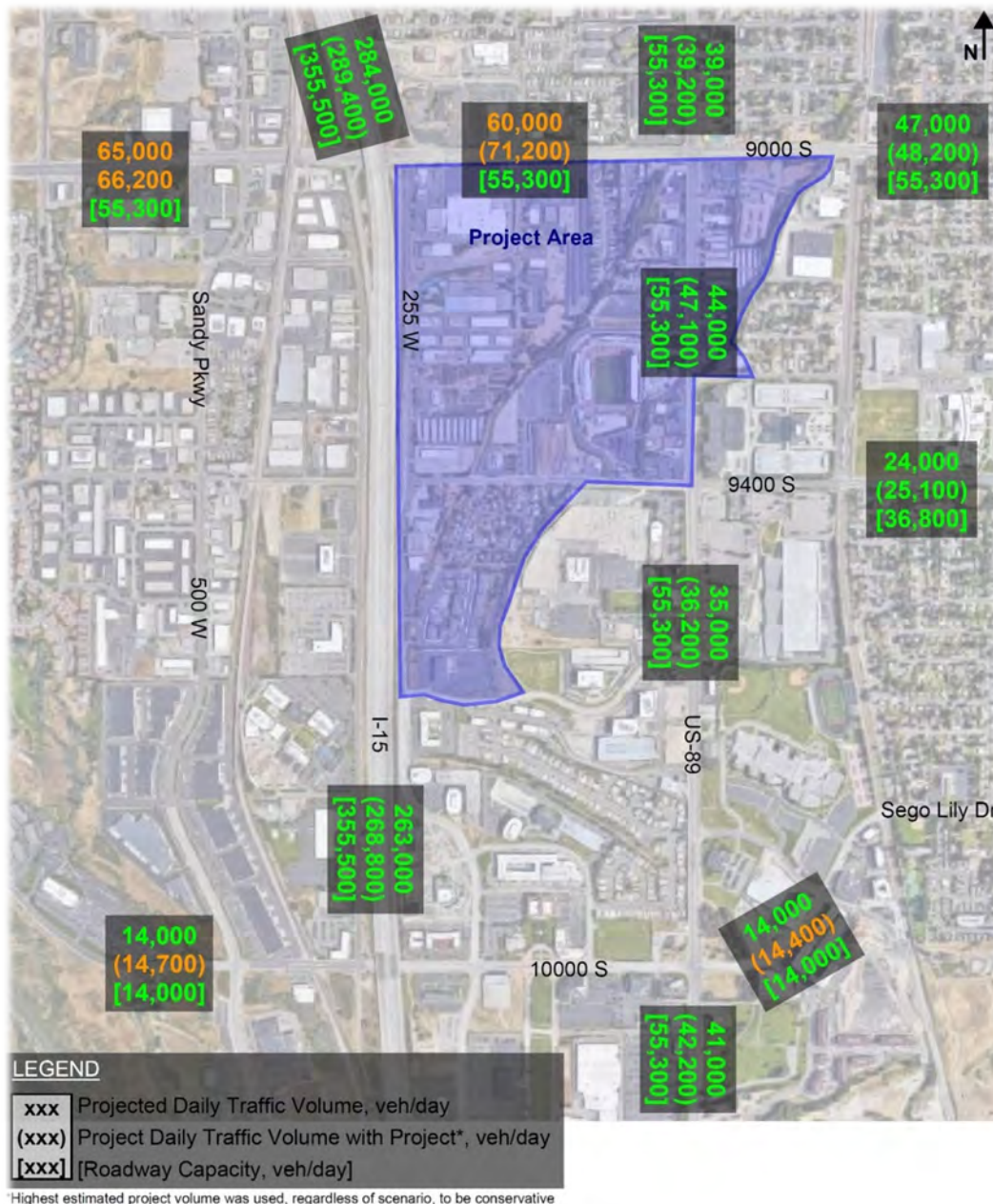
In addition, even without the project, the volumes on 9000 S west of I-15 and immediately east of I-15 (along the project frontage) are expected to exceed the roadway capacity; the project volumes would worsen conditions. If a new traffic interchange (even just a partial one with northbound ramps) is constructed at 9400 S, the congestion along 9000 S along the project frontage would be alleviated. For example, it is estimated that adding northbound ramps only at 9400 S could reduce the project traffic on 9000 S along the project frontage by up to 50%. In addition, those traveling to/from the south may also choose to use the interchange at 10600 S and travel north along US-89 or Monroe Street, both of which are expected to have sufficient capacity.

Figure A-3 shows the estimated volume ranges along each segment of the internal roadways.

**Table A-3. Estimated Roadway Capacities**

	Source	
	WFRC	HCM
2-Lane (veh/day)	14,000	17,800
4-Lane (veh/day)	39,000	36,800
6-Lane (veh/day)	57,000	55,300
Freeway (pc/hr/ln)	2,370	2,400

**Figure A-2. Estimated Future Volumes and Capacities with Project (no TI at 9400S)**





**Framework Plan**

**Block A**  
20.4 acres  
10-15k veh/day

**Block B**  
11.6 acres  
10-15k veh/day

**Block C**  
12.7 acres  
10-15k veh/day

**Block I**  
7.6 acres  
10-15k veh/day

**Block D**  
15.7 acres  
10-15k veh/day

**Block E**  
20.0 acres  
10-15k veh/day

**Block J**  
13.0 acres  
10-15k veh/day

**Block K**  
2.4 acres  
10-15k veh/day

**Block F**  
18.8 acres  
10-15k veh/day

**Block G**  
7.5 acres  
10-15k veh/day

**Block H**  
23.8 acres  
10-15k veh/day

**9000 S**

**9270 S**

**9400 S**

**255 W**

**Monroe St**

**State St/US-89**

**FRAMEWORK PLAN**

Although actual parking needs will need to be refined as the project is developed, this evaluation provided a general idea of comparative parking needs for each of the three draft development scenarios. Table A-4 shows the estimated number of required parking spaces for each of the three scenarios by block. As seen in the table, Scenario #1 had the highest overall raw parking needs, though the raw demand was similar for all three scenarios.

*April 2019*

**Table A-4. Estimated Parking Needs**

Block	Scenario 1	Scenario 2	Scenario 3
A	1,118	989	805
B	479	490	805
C	225	105	87
D	1,044	1,480	2,049
E	2,420	1,440	2,233
F	1,541	2,048	1,442
G	719	1,405	360
H	280	104	130
I	449	433	165
J	507	213	363
<b>Raw Parking Total</b>	<b>8,781</b>	<b>8,707</b>	<b>8,439</b>
<b>Shared Parking Total*</b>	<b>6,339</b>	<b>6,720</b>	<b>5,613</b>

\*Assumes 90% parking occupancy

**Figure A-4. 24-Hour Parking Demand by Scenario**





As seen in Table A-4 and Figure A-4, Scenario #2 had the highest parking demand with the shared parking assumption due to the emphasis on office/mixed-use development for the scenario, both of which have high demand during the midday peak. The peak parking demand for Scenario #1 is from 8:00 to 9:00 PM due to the entertainment focus; peak parking demand for Scenario #3 is from 5:00 to 6:00 PM, consistent with the time when residents return home from work or other activities.

Figures A-5, A-6, and A-7 (on the following pages) show the location of surface parking and parking structures for Scenarios 1, 2, and 3, respectively. Although the estimated number of surface parking spaces was not yet available, the parking spaces in each of the structures is shown on each figure. The parking structure spaces and estimated surface parking spaces are shown below in Table A-5 for each scenario, along with the estimated raw and shared parking demands:

**Table a-5. Estimated Parking Supply and Demand**

Scenario	Demand		Supply			Parking Excess/ Shortage
	Raw Parking Total	Shared Parking Total*	Structure Parking Total	Estimated Surface Parking**	Total Parking	
Scenario 1	8,781	6,339	6,585	4,390	10,975	4,636
Scenario 2	8,707	6,720	5,325	3,550	8,875	2,155
Scenario 3	8,439	5,613	7,095	4,730	11,825	6,212

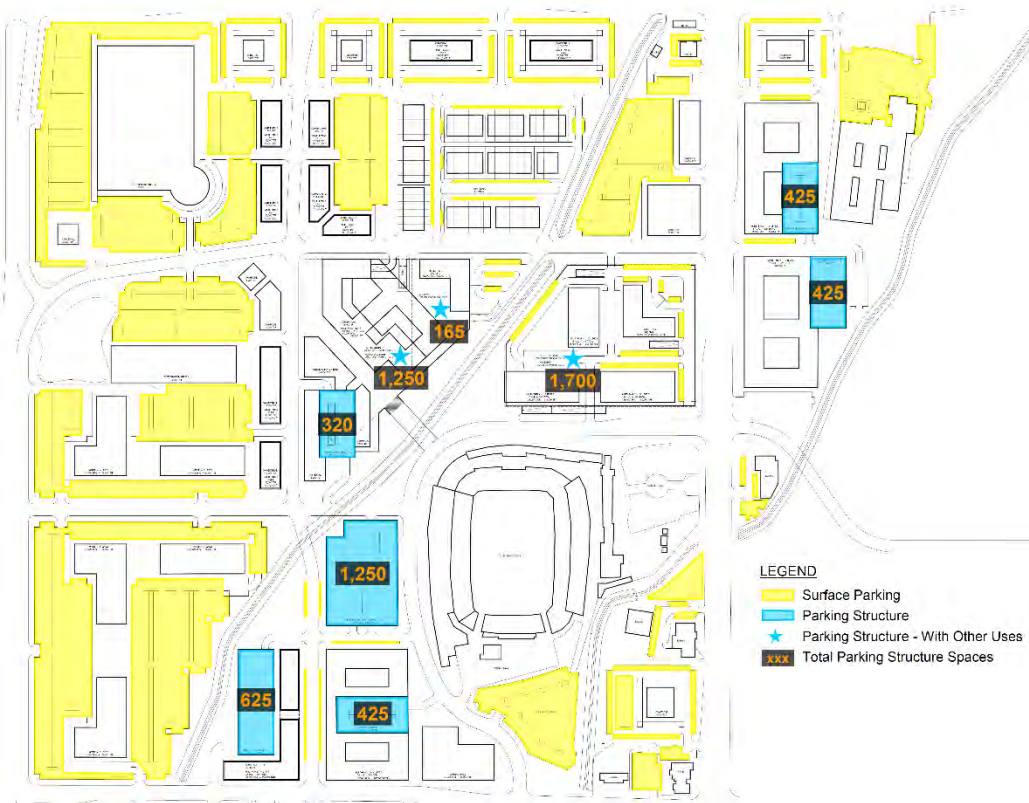
\*Assumes 90% parking occupancy

\*\*Assumed to be 40% of total parking supply

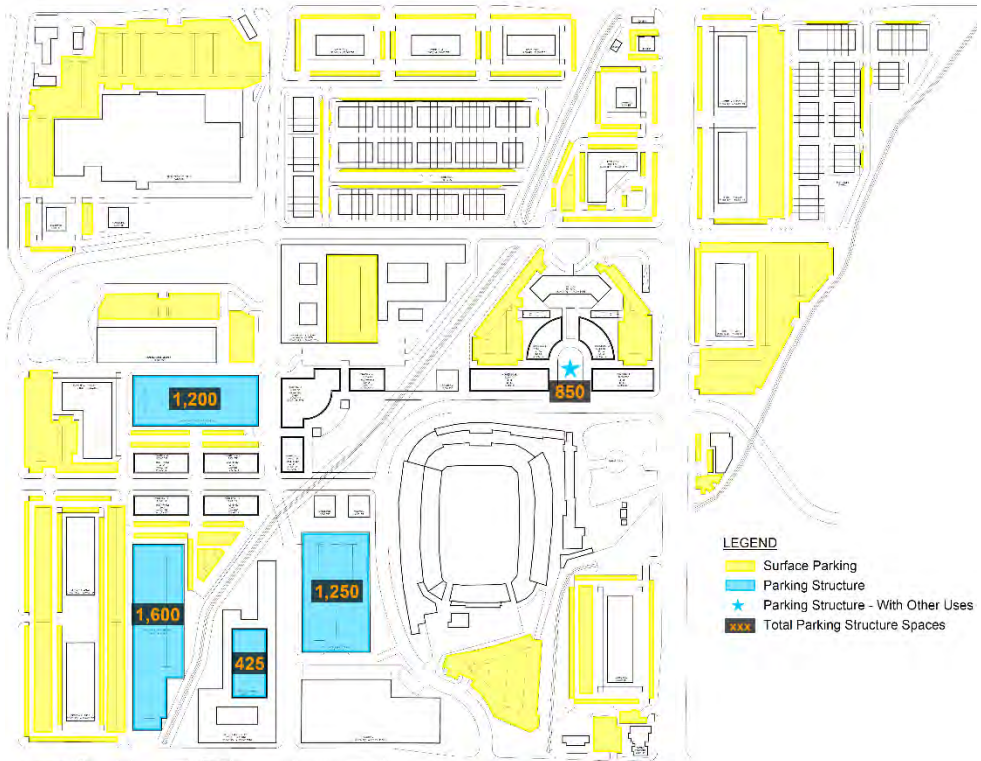
Based on the estimated parking demand, and assuming that surface parking would represent approximately 40% of all parking, it is likely that excess parking was being provided in each of the scenarios, especially for Scenarios 1 and 3. Further, each space in a parking structure costs approximately \$30,000 to construct, resulting in costs between \$160 million and \$215 million as currently shown in Figures A-5 through A-7.

Although the parking supply could likely have been reduced, the proximity of parking to the various destinations within the project is an important consideration; therefore, care should be taken to provide parking near each of the destinations throughout the project area.

**Figure A-5. Parking Facilities – Scenario #1**

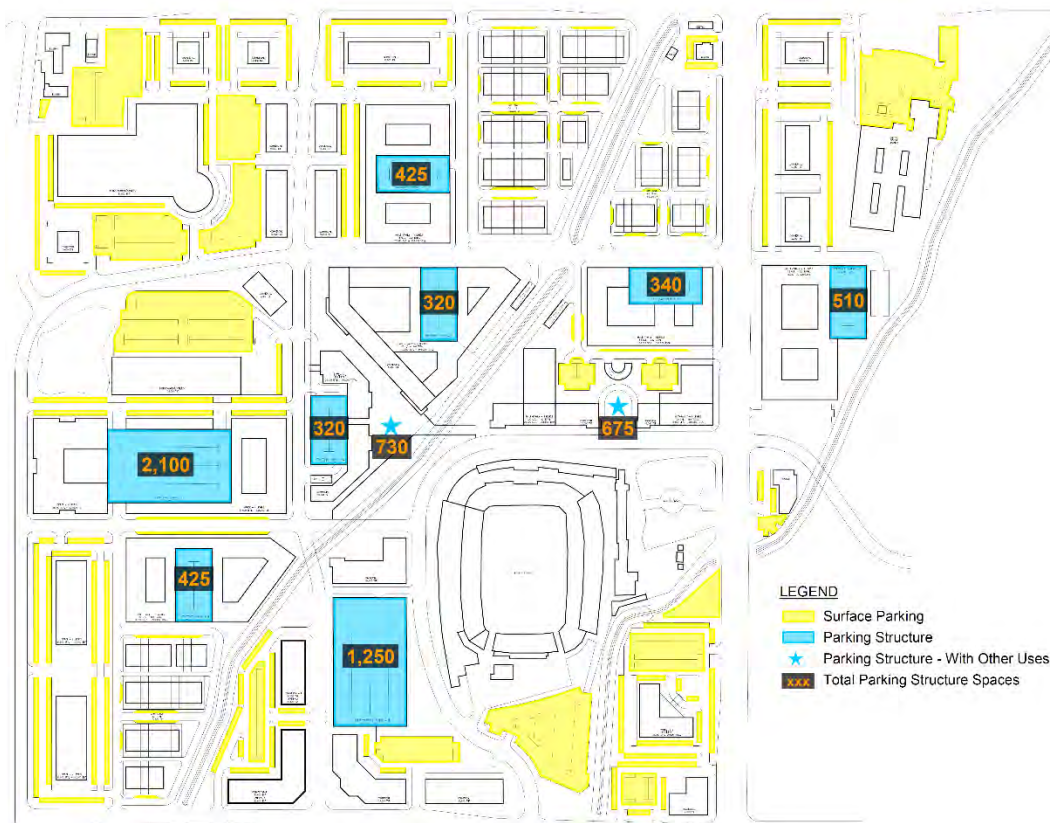


**Figure A-6. Parking Facilities – Scenario #2**





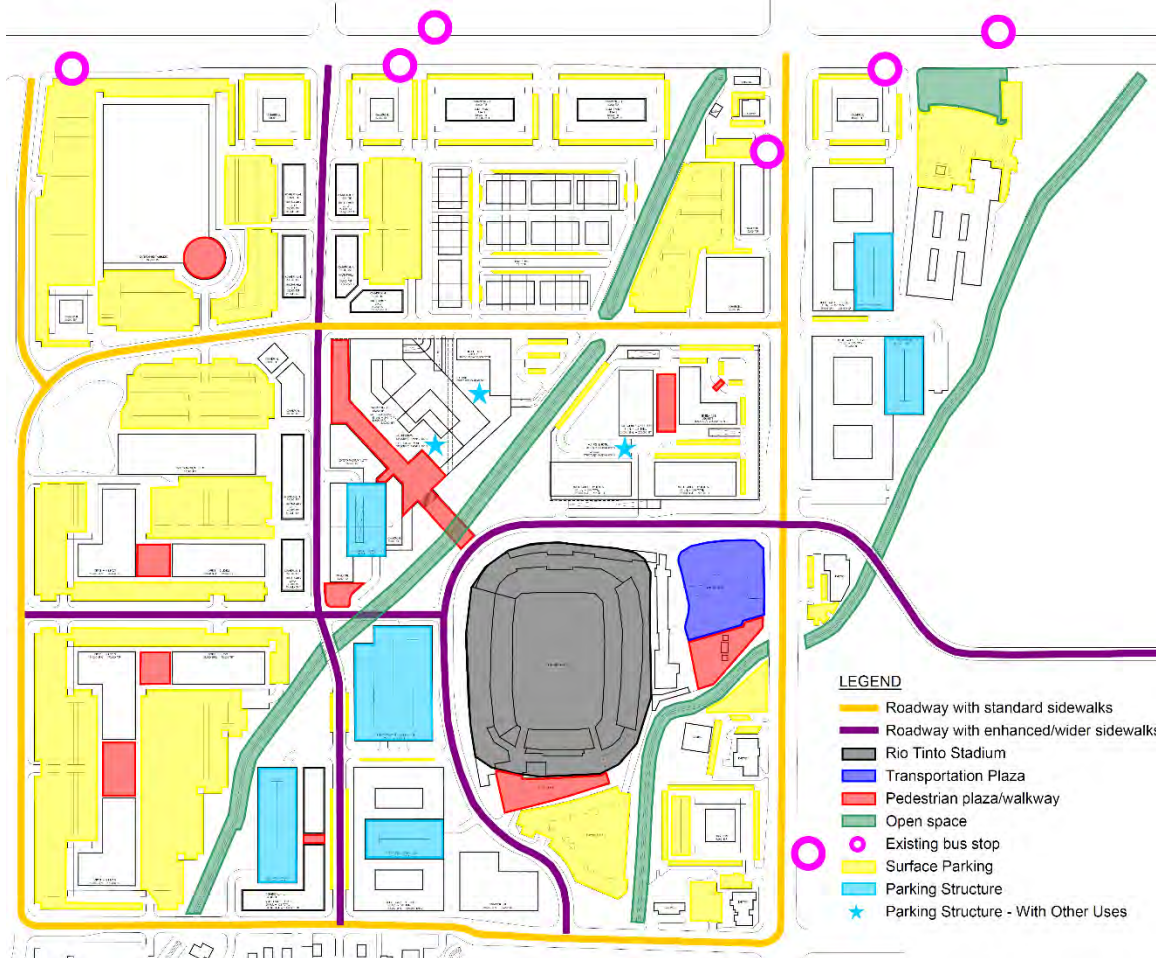
**Figure A-7. Parking Facilities – Scenario #3**



### **PEDESTRIAN FACILITIES**

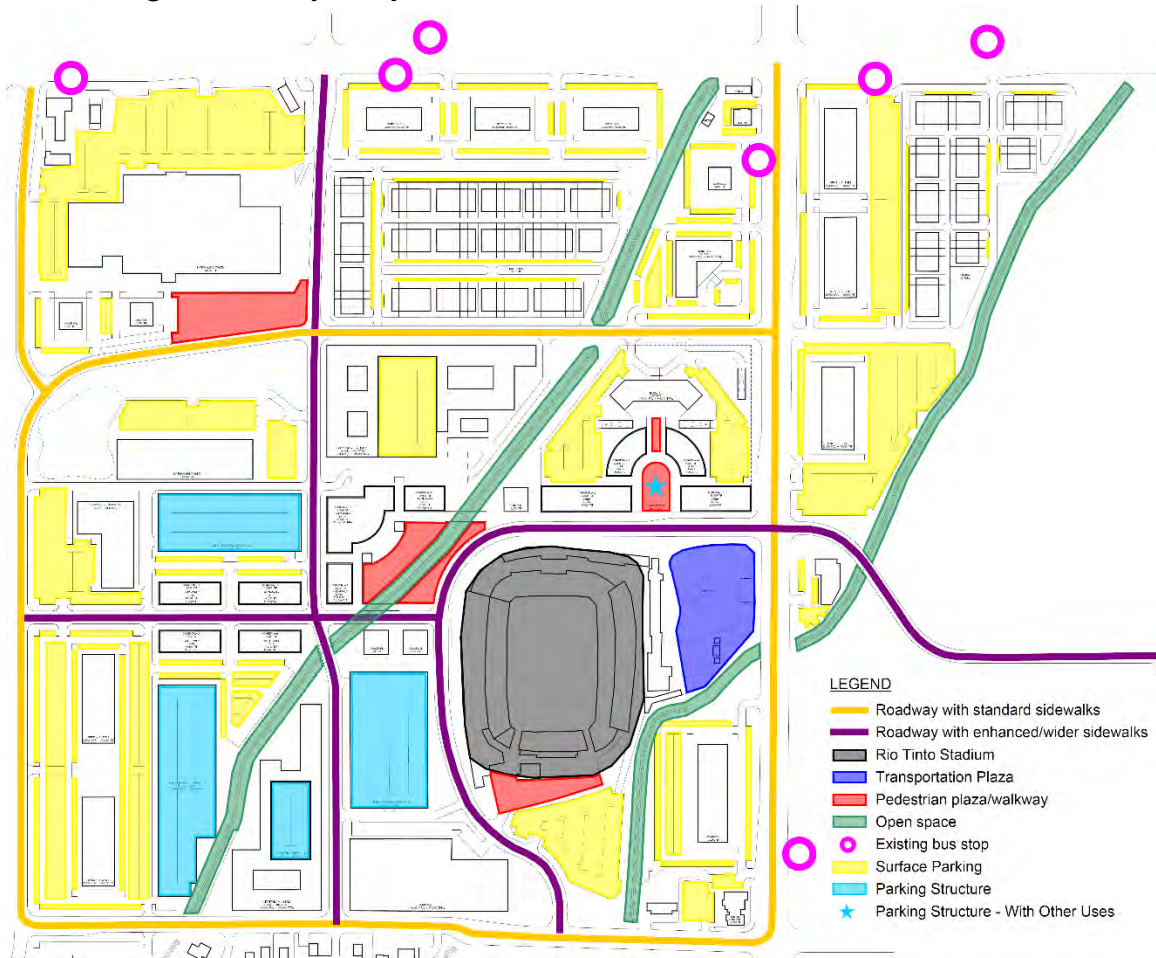
Potential open space locations, pedestrian plazas, and pedestrian walkways are shown in Figures A-8, A-9, and A-10 for each of the three original scenarios. As seen in the figures, the existing canals provide a good opportunity for providing pedestrian and/or bicycle connectivity through the site. For the selected scenario, it is recommended that pedestrian walkways be included throughout the area, particularly between the transit stops (the TRAX station, in particular) and the major visitor destinations such as the Rio Tinto Stadium.

**Figure A-8. Open Space and Pedestrian Connectors – Scenario #1**





**Figure A-9. Open Space and Pedestrian Connectors – Scenario #2**



**Figure A-10. Open Space and Pedestrian Connectors – Scenario #3**

