

# DRAPER TOWN CENTER

Station Area Plan



March 2025

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# DRAPER TOWN CENTER

## Station Area Plan

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# EXECUTIVE SUMMARY

The Draper Town Center Station Area Plan guides the future of the area surrounding the Draper Town Center TRAX Station. The Plan is driven by and fulfills the requirements of Utah House Bill 462. It establishes a vision and 5-year development plan for the half-mile radius in accordance with the law, and addresses the broad regional and state goals that H.B. 462 establishes.

This summary provides an overview of the Plan's collaborative process; the Plan Principles; the Illustrative Concept; and the Implementation Plan.

## Collaborative Process

The Draper Town Center Station Area Plan's process of arriving at a preferred vision and concept was critical to its success. The process, which took place from August 2022 to February 2025, carefully brought a core group of stakeholders and the public along to establish goals, understand the Station Area, develop strategies, and make decisions through a series of meetings, workshops, and periods of research and plan-making. The process was inclusive of a range of stakeholders from the Draper community and the Wasatch Front region, but also kept the primary City leadership connected to the process, emerging with a Station Area Plan with both broad consensus and effective buy-in. The highlights of the process are:

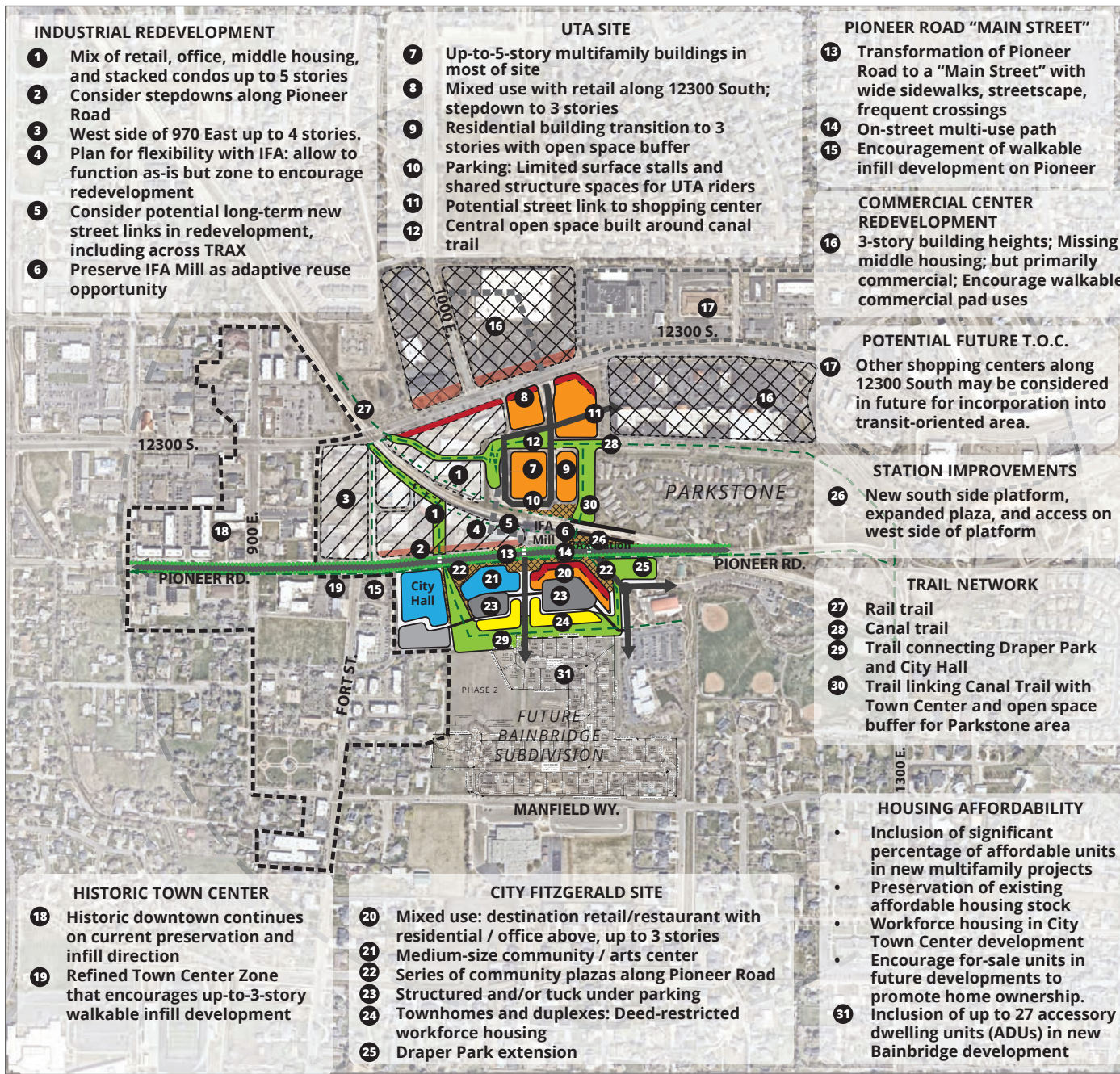
- **Goals:** The project team first worked with the Stakeholder Committee to establish a set of Station Area Goals that would guide the process. These goals focused on desires for amenities and infrastructure, regional needs, and community concerns.
- **Technical analysis:** The project team analyzed existing land uses, urban design and community character, transportation, and the market.
- **Stakeholder Committee:** The Stakeholder Committee met five times from October 2022 to February 2025, each time working collaboratively to advance the plan forward. Meetings included a station area walking tour, visioning session, concept building exercise, a discussion on choosing a preferred alternative, and a wrap-up meeting summarizing the Draft Plan.
- **Concept alternatives:** The team proposed a series of alternative concepts for the station area, each with an interconnected scenario of strategies seeking to achieve the Station Area Goals. Out of these alternatives came a Preferred Concept on which the plan was built.
- **Public engagement:** The project included a strong public engagement process, with two core phases that each included an open house and online survey that each received about 500 responses.
- **Preferred Concept:** A Preferred Concept emerged from the process. This Concept was developed into the plan elements: the Illustrative Concept; the Plan Principles; and the Implementation Plan.



*The Station Area Plan's process included a Stakeholder Committee walking tour (top); two community open houses (middle images); and a Stakeholder Committee workshop (bottom).*

# DRAPER TOWN CENTER

## Station Area Plan Illustrative Concept



### LAND USES

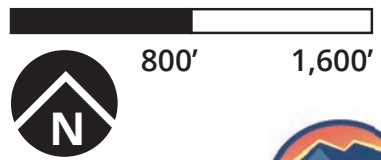
- Multifamily housing (Apartments/Condos)
- Retail/Restaurant
- Civic/Community Center
- Park/Open Space
- Parking

### STATION AREA SUBAREAS

- Concept for core site
- Industrial redevelopment mixed use
- Commercial center redevelopment mixed use
- Historic Town Center area preservation and infill
- Area for potential future consideration of incorporation into TOC area

### PUBLIC REALM IMPROVEMENTS

- Open space
- Plaza
- Streetscape
- Trail
- New street
- Driveway
- Potential future trail connection
- Potential future street connection

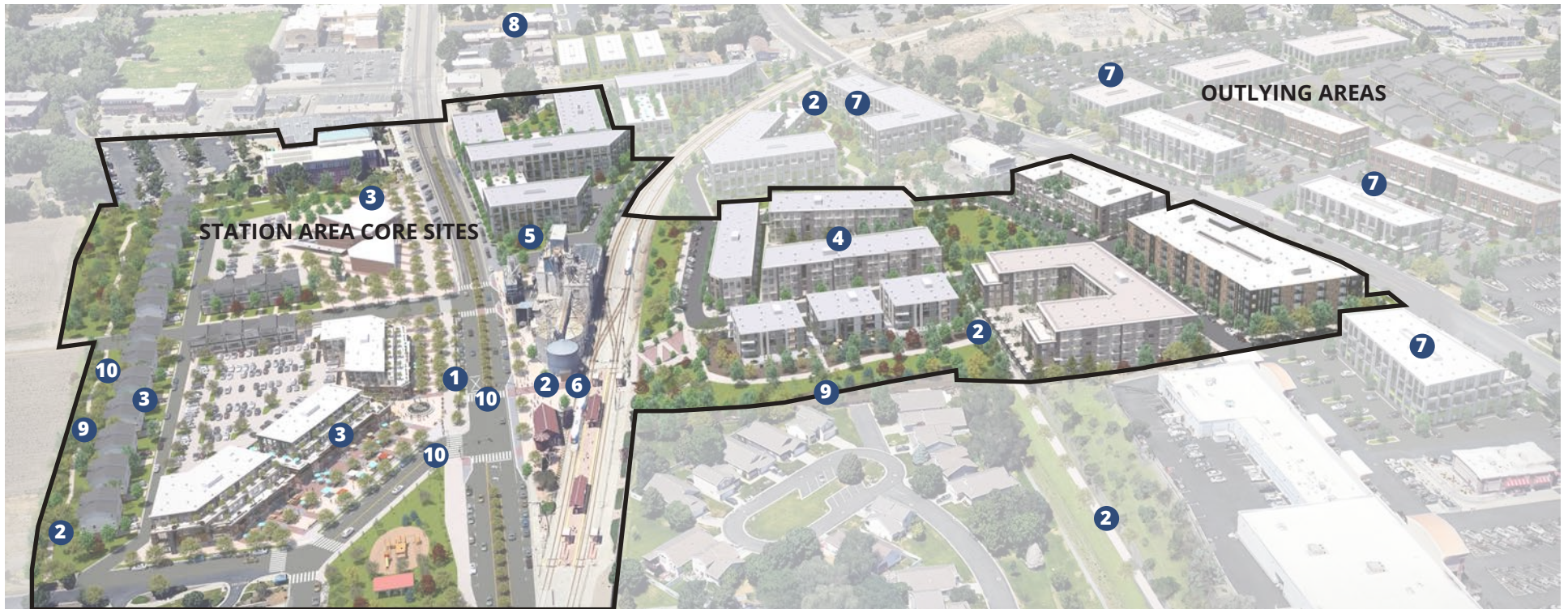


## Illustrative Concept and Plan Principles

The Station Area Plan's **Illustrative Concept** presents a high-level vision of the Preferred Concept developed by the Stakeholder Committee and the Project Team. It is the result of several months of committee visioning, field work, public engagement, discussions, research and analysis, brainstorming, consideration of tradeoffs, and decision making. It is shown at left. The **Plan Principles** convey the 10 key points of agreement and priorities for the Station Area, and are shown below on the 3-D image of the Illustrative Concept below.

There are several levels of improvements shown on the Illustrative Concept, including specific land uses on the two core sites of the Draper City Fitzgerald Site and the UTA property; other areas recommended for upzoning to a Transit Oriented Community (TOC) designation, including the IFA property and the area to the west of the UTA site; A potential transition area between the TOC zoning area and the historic downtown area to the west; and an area encompassing much of the shopping centers along 12300 South to the north and east of the TOC area. Note that much of the 1/2 mile Station Area does not have a designation in the Illustrative Concept. These are largely residential neighborhoods envisioned to remain as-is into the future. The diagram below shows **one potential way** these areas could be transformed to achieve the Principles and Illustrative Concept.

- 1** A walkable, active Main Street on Pioneer Road.
- 2** A nexus of trail connections.
- 3** Mixed-use town center on City site.
- 4** Significant residential density on UTA site in up-to-5-story buildings.
- 5** Flexibility toward IFA with encouragement of future redevelopment.



- 6** Improved TRAX station access.
- 7** Rezoning of some areas around the station to allow and encourage transit-oriented community.
- 8** Preservation of the scale of Draper's historic downtown, south and west of the transit-oriented area, including encouragement of compatible new development.
- 9** Quality transitions to established residential neighborhoods and historic resources.
- 10** Connectivity improvements throughout the station area.



Renderings showing how the envisioned City Town Center along Pioneer Road (top) and mixed-use development at the UTA site along 12300 South (bottom).

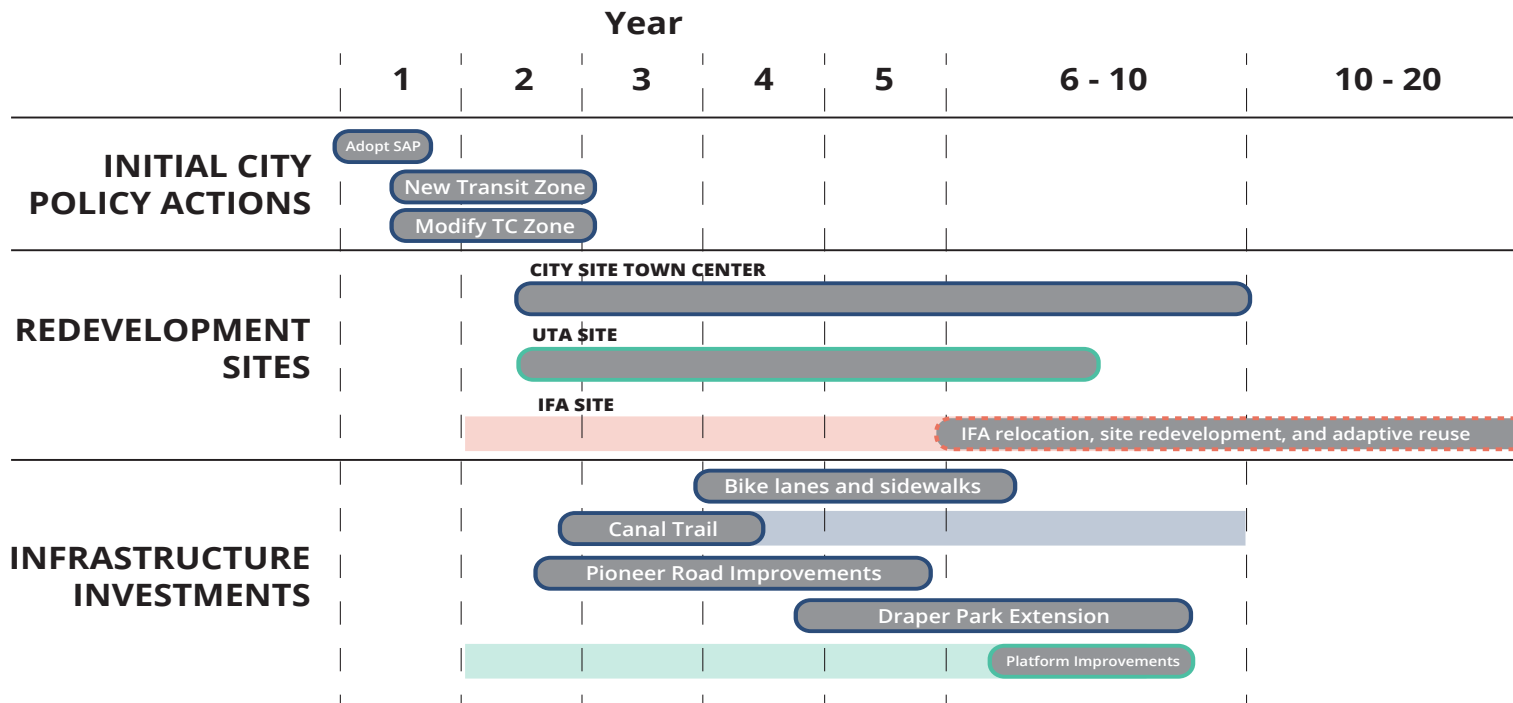


# Implementation Plan

The **Implementation Plan** summarizes the key actions that can enable the City of Draper and its partners to implement the Station Area Plan. The Implementation Plan's actions have been crafted to enable the City and its partners to realize the Illustrative Concept and Plan Principles.

The Implementation Plan's flow chart below shows three types of actions undertaken primarily by the City, UTA, and their partners:

- **Initial City Actions:** Adopting the Station Area Plan and making two key zoning changes - refining the Town Center Zone and creating a new Transit-Oriented Zone to be applied to many of the core station area properties.
- **Redevelopment Sites:** Actions to move forward redevelopment of the Station Area's key redevelopment sites - the City-owned site envisioned to be a Town Center; the UTA site envisioned to focus on multifamily residential developments; and the IFA site, envisioned to transition to mixed use residential, with the preservation of the grain mill if possible.
- **Infrastructure Investments:** The suite of infrastructure that will create a connected, vibrant system of public spaces and transportation networks focused around the station. The key investments are access and public space improvements to the station itself; the transformation of Pioneer Road to the area's Main Street; the extension of Draper Park and realignment of the 1120 East access drive; the Canal Trail and other trail links; and a series of bike striping and sidewalk improvements.



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# INTRODUCTION & PLAN VISION

The Draper Town Center Station Area Plan guides the future of the area surrounding the Draper Town Center TRAX Station. The station lies at the end of the TRAX Blue Line. It was built as part of a 2013 TRAX extension along a historic rail line. The area around it is Draper's historic downtown, with several landmarks such as the IFA grain mill, warehouse, and store; the Park School; and the Draper Theater. It contains many of Draper's civic institutions - its City Hall, its library; its senior center; and Draper Park.

It also has several key sites that present the opportunity to leverage the light rail station investment, create a vibrant town center for Draper, and achieve a variety of other community and regional goals. Foremost among these are the large Utah Transit Authority (UTA) owned station parking lot north of the station and the Draper City-owned Fitzgerald property on the south side of Pioneer Road.

The Plan is driven by and fulfills the requirements of Utah House Bill 462. It establishes a vision and 5-year development plan for the half-mile radius in accordance with the law, and addresses the broad regional and State goals that H.B. 462 establishes.

The Plan is guided by the following 10 Principles that constitute the plan's Vision:

- 1. A walkable, active Main Street on Pioneer Road.**
- 2. A nexus of trail connections.**
- 3. Mixed-use town center on City site with destination restaurants and retail, community center and some housing, that is engaged with and connected to Draper Park and other civic destinations.**
- 4. Significant residential density on UTA site in up-to-5-story buildings.**
- 5. Flexibility toward IFA with encouragement of future redevelopment.**
- 6. Improved TRAX station access.**
- 7. Rezoning of some areas around the station to allow and encourage transit-oriented development.**
- 8. Preservation of the scale of Draper's historic downtown, south and west of the transit-oriented area.**
- 9. Quality transitions to established residential neighborhoods and historic resources.**
- 10. Connectivity improvements throughout the station area.**

The following sections of the Station Area Plan include the background to the planning effort; the foundations of the Plan; a summary of the planning process; an overview of the plan's Vision; the plan's more detailed elements; and finally the Implementation Plan.

# BACKGROUND

The Draper Town Center Station Area Plan covers the area shown in Figure 1. It is informed by a variety of sources. While the State Station Area Planning requirement was the most immediate driver of the Plan, other factors made this a ripe opportunity: A variety of local plans by Draper City setting the stage for improvements in the area; interest in large new developments on key sites; and the growing momentum of transit-oriented communities throughout Utah.

## WFRC grant

In 2020, Draper City received a grant from the Wasatch Front Regional Council's Transportation and Land Use Connection (TLC) program. This grant, along with matching funds from Draper City, funded the Plan.

## State of Utah Station Area Planning Requirements

In 2022, the Utah Legislature passed H.B. 462, which established a series of requirements for station area plans around fixed-guideway transit stations. The law's objective was to advance shared goals by maximizing development potential in appropriate areas through a collaborative city-led planning approach, allowing cities to determine how best to meet shared objectives without mandating a specific approach or zoning.

If a city has a fixed-guideway public transit station (rail or bus rapid transit), it is required to develop a Station Area Plan (SAP) for that station and update its general plan and zoning to implement the Station Area Plan. Plans are reviewed by the relevant Metropolitan Planning Organization (MPO). Zoning changes within the Station Area will have increased referendum thresholds.

Requirements include:

- Plan for ½ mile radius around station platform
- Achieve a series of SAP objectives: availability and affordability of housing; sustainable environmental conditions; access to opportunities; transportation choices and connections.
- Station Area Vision
- Station Area Map
- Public engagement
- Identification of constraints and opportunities for the development of land and descriptions of future transportation systems, land uses, public and

open spaces, and the use and development of land in the station area.

- Implementation (Five-Year Development) plan

For Draper City, with the TLC grant, it was an opportune time to fulfill the station area planning requirement for the Town Center Station.

## Previous planning and policy

The station area is informed by several planning efforts. The area received a station area plan previously, in 2007, when the station's TRAX Blue Line extension was still in the planning stages. The Plan set out an initial vision for the area, laying the groundwork for the new Town Center Zone that applied to much of the station area. Other City planning efforts included the General Plan, the Master Transportation Plan, and the Active Transportation Plan. A more complete summary of plans and their implications for the Town Center Station Area Plan can be found in the Existing Conditions and Opportunities Report, an appendix to this plan.

## Key potential development sites

In 2022, Draper City purchased approximately five acres of the Fitzgerald farm, which lies across Pioneer Road from the Town Center TRAX Station and the IFA mill. The City bought the property in part to control the future of this part of its Town Center. Heading into the Station Area Plan process, the property presented the opportunity to establish a Town Center for the Draper community.

Meanwhile, UTA became increasingly interested in redeveloping the property it owns north of the station, which contains the station's surface parking lot. It had received interest from developers on building out the site with housing or other uses. In addition, IFA had been considering the prospects of moving its mill, warehouse, and/or store to another location. Moving the mill especially would be an investment in the tens of millions of dollars, but it had been considered as early as the previous planning process.

These three sites - the City Fitzgerald site, the UTA site, and the IFA site, presented a major opportunity to re-envision the core of the station area.

## Transit Oriented Communities

Meanwhile, along the Wasatch Front, with the TRAX light rail system approaching a quarter century of service, transit oriented communities (TOCs) had begun to become a reality. Especially along the Blue Line, running

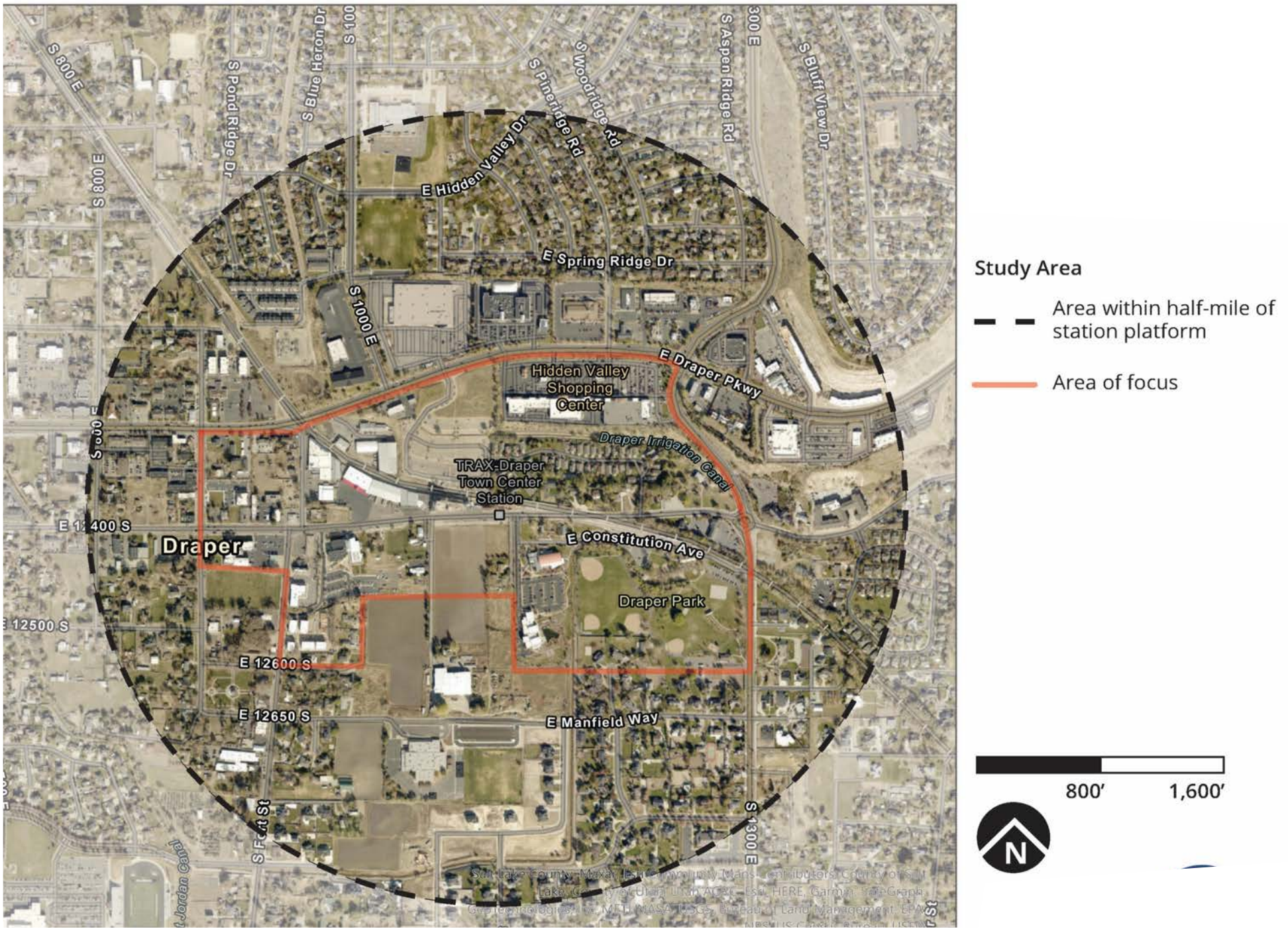


Figure 1: Draper Town Center Station Area, including Town Center Station, area within 1/2 mile radius around the station, and the initial area of focus.

along the spine of Salt Lake Valley, the areas around many stations had begun to see the kind of intensive and often walkable housing, employment, and commercial development that complemented the rail stations - in downtown Salt Lake City, the Central 9th neighborhood, in South Salt Lake at Meadowbrook, and in the Fireclay area. UTA was authorized to begin entering joint developments on its property surrounding TRAX and FrontRunner commuter rail stations. In a station area nearby the Draper Town Center, UTA worked with developers to build the East Village project in Sandy. With many of these projects built and underway, the prospects for a transit-oriented community around the Town Center station were tangible.

## Station Area overview

The Draper Town Center Station Area, for the purposes of this plan, is the land within a half-mile radius of the station platform, shown in Figure 2. At the core of this area are the three key sites identified above; surrounding them are several distinct districts and neighborhoods:

- **Draper Civic Campus:** A series of large institutional and recreational destinations including City Hall, Draper Park, The Salt Lake County Library and the Senior Center, as well as historic venues such as the Day Barn.
- **Draper Historic Downtown:** The core of the historic Draperville settlement, distinguished by the historic grid of streets and historic

homes, storefronts, and landmark civic sites like the Park School and cemetery.

- **Draper Historic Industrial:** A cluster of manufacturing, processing, and service uses in shed-type buildings that hugs the TRAX rail tracks on either side. It includes Little Dutch Boy Bakery and K9 Lifeline, as well as IFA.
- **Draper Parkway Commercial:** Draper's primary commercial corridor. 12300 South is a relatively standard suburban, auto-focused commercial corridor, with a wide range of vibrant commercial uses. While it is well within the ½ mile and even ¼ mile radius of the station, this area feels separate from the station area largely due to the topography as well as the size and traffic volumes of 12300 South.
- **East Pioneer Road corridor:** The Pioneer Road corridor heading east from the TRAX station comprises its own district due to its separation from 12300 South by the steep hill on one side and its eclectic land uses and vacant land that distinguish it from the civic campus and neighborhoods.
- **Single Family Neighborhoods:** The station area contains several distinct neighborhoods that are largely comprised of single-family homes with schools and parks. These lie on all sides of the station. To the west are residential areas that blend into Historic Draper; to the east are neighborhoods along the 1300 East corridor; to the south are neighborhoods being converted from agricultural land; and to the north are residential neighborhoods in Sandy. In the center of the area, the Parkstone neighborhood is a unique residential area in the station area due to its proximity to the station and the current station parking lot. The Plan does not recommend changes to these areas.



# PLAN PROCESS

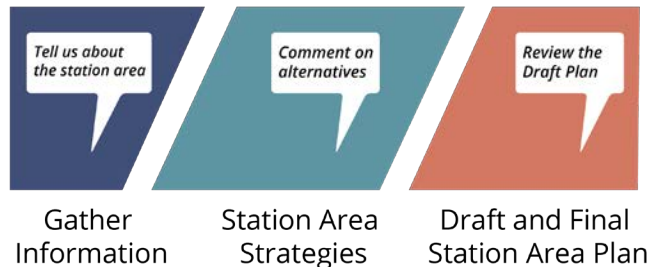
The Draper Town Center Station Area Plan's process of arriving at a preferred vision and concept is critical to providing a foundation for its future success. The process, which took place from August 2022 to February 2025, carefully brought a core group of stakeholders and the public along to establish goals, understand the Station Area, develop strategies, and make decisions through a series of meetings, workshops, and periods of research and plan-making. The process was inclusive of a range of stakeholders from the Draper community and the Wasatch Front region, but also kept the primary City leadership connected to the process, emerging with a Station Area Plan with both broad consensus and effective buy-in.

## Project Team

The planning process was managed by a core team of the project partners - Draper City, Wasatch Front Regional Council (WFRC), and Utah Transit Authority (UTA), as well as the consultant team, which was led by Township + Range Community Planning and supported by Leland Consulting Group (market analysis), Parametrix (transportation planning), and Bowen Studios (3-D renderings).

The team established a scope and schedule that included three project phases:

- **Gathering Information:** Establish vision and goals; undertake technical analysis; initial public engagement.
- **Station Area Strategies:** Develop a range of potential strategies and concepts for the station area.
- **Draft and Final Station Area Plan:** Select a preferred concept and develop a Draft and Final Plan, including an Implementation Plan.



## Stakeholder Committee

The Station Area Plan's Stakeholder Committee was the core decisionmaking body for the project. The committee worked closely with the project management team to direct and shape the plan. Committee members included Draper residents, Draper City leadership (Council members and Planning Commissioners), additional City staff, key property owners, and regional partner representatives. The group met five times throughout the planning process:

- **Meeting 1:** The Committee was introduced to one another, learned about the project, took a walking tour of the station area, and undertook some visioning exercises to create Station Area Plan Goals.
- **Meeting 2:** The Project Team presented the Existing Conditions Analysis and results of the first Public Engagement phase. The Committee brainstormed potential land use and transportation concepts for the station area (see section below for more on this workshop).
- **Meeting 3:** The Project Team presented three draft alternative concepts to the Committee, which endorsed these alternatives to be presented to the public in an open house.
- **Meeting 4:** The Committee selected a preferred station area concept and discussed implementation strategies.
- **Meeting 5:** The Project Team presented the Draft Plan to the Committee.



Stakeholder Committee station area walking tour.



## Station Area Goals

The Draper Town Center Station Area Goals communicate the desired outcomes for both the future Town Center station area and the plan that will guide it. The Goals were and will continue to be used for multiple purposes - to focus the existing conditions analysis, to generate strategies, and to evaluate alternatives. As a vital piece of the plan, they will also be of use to the project partners implementing the plan going forward, providing a compass of priority and community values.

The Goals were developed directly from the input of the Draper Town Center Station Area Plan Stakeholder Committee at its kickoff meeting in October 2022, as well as initial team discussion and analysis.

The project team identified a range of themes from these discussions and refined these into a list of 10 Station Area Goals. These Station Area Goals contain conflicts among them and this is exactly the idea – the transformation inherent in station area planning entails making tradeoffs among competing priorities. This goal framework is a mechanism for identifying and making those tradeoffs.

**Heritage:** Preserve key aspects of Draper’s history and incorporate into the urban design and public space of the station area.

**Respect surrounding neighborhoods:** Integrate new development and improvements in a way that respects the existing community.

**Town Center gathering place:** Establish the station area as a gathering place and destination for the Draper community.

**Complementary mix:** Mix uses in a complementary way and include housing and recreation as key uses.

**Connectivity and access:** Connect the station area to maximize access to the station, link among the key sites, make the station area accessible to the community, and overcome topography and barriers.

**Balance and link modes:** Balance and link a foundation of walkability with the other key transportation modes of transit, bicycling, and traffic.

**Regional benefits:** Increase access to regional opportunity via the Draper Town Center Station, increase housing affordability, and realize other regional benefits.

**Intensity and vitality:** Create activity and vibrancy by adding well-designed intensity of use into the station area.

**Core sites:** Focus the plan on the best use and coordination of the key development sites owned by UTA, Draper City, and IFA to support the station area, region, and community.

**Effective plan:** Create an effective plan that is balanced, functional, thoughtful, strategic, viable, implementable, and reflects the full range of stakeholder desires.

# Existing conditions analysis

Throughout Fall 2022, the Project Team undertook a comprehensive Existing Conditions and Opportunities Analysis for the Station Area Plan. The analysis covered land use, urban design, transportation, and the market. The following summarizes the key findings; for the full analysis, please see the Appendix.

## Land Use & Urban Design

Land use and urban design vary widely throughout the Draper Town Center Station Area - from the quaint historic Draperville town center area to the busy strip commercial areas of 12300 South to the industrial areas including the iconic IFA grain mill. Figure 3 below shows the fine-grained mix in the area's core.

Consequently, the Plan analyzes land use and urban design through the lens of character districts: a set of distinct areas that comprise the station area. The vision of the station area will rest on decisions made about each of these districts and how to connect them. While land use refers to the specific use of the property, urban design is the form the use takes, with emphasis on the impacts to and shaping of the public realm.

### Existing Land Use

- Single Family: Detached
- Single Family: Attached
- Multi-Family, Senior Living
- Common Areas PUDs
- Mixed Use: Retail/Office
- Mixed Use: Retail/ Residential
- Mixed Use: Residential/Office
- Open Space: Parks
- Open Space: Trails/Canals
- Agriculture
- Transit
- Industrial
- Vacant(Not Green Space)
- Auto Services
- Retail/Restaurants/Shopping
- Professional Office
- Education (Private or Public)
- Civic: City / County
- Civic: Religious
- Civic: Museums
- Civic: Entertainment/Arts

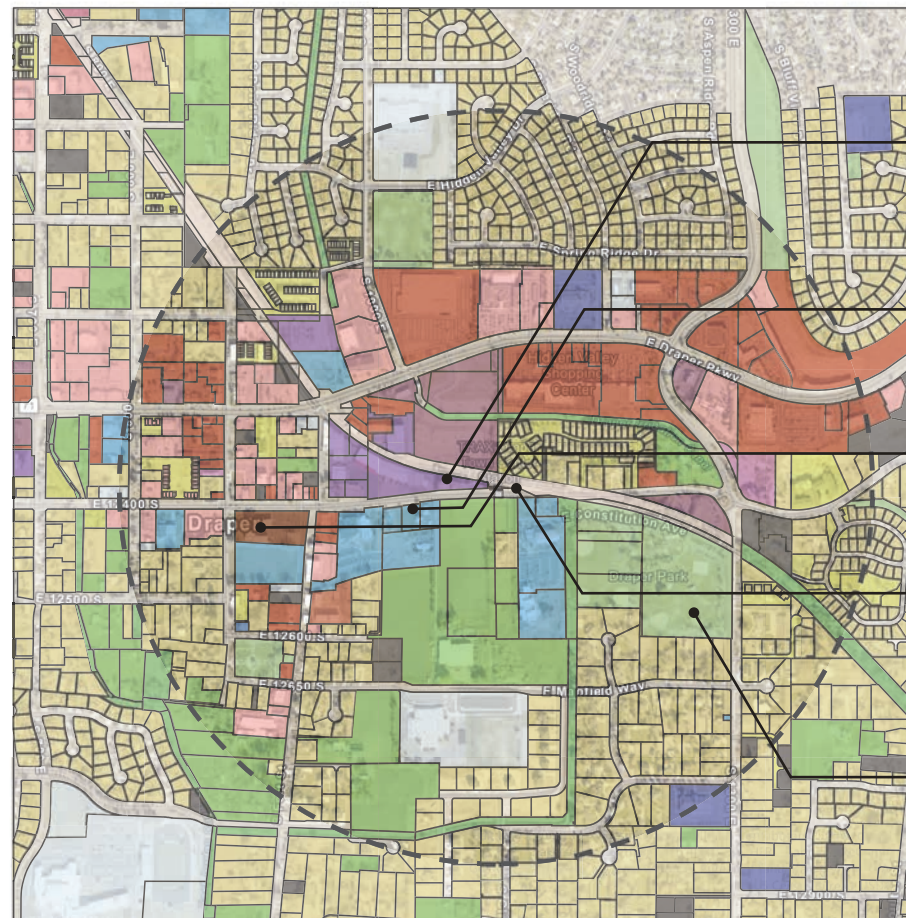


Figure 3: Existing land uses in the Station Area.

## Historic Draper

**Land Use:** Historic Draper has an eclectic mix of uses – retail, food, services, professional office, residential, entertainment (Draper Theater), and civic (cemetery, park). There are new residential and non-residential uses through adaptive reuse and some infill projects: Park School, Maven, Draper Cove, and Bubble N Bean are examples.

**Urban Design:** This district has a historic walkable character, though only in stretches. There are some classic frontages – such as the storefront awning on Fort Street and the Draper Theater. Infill contributes to its character, but underutilized sites still exist.



## Civic Campus

**Land Use:** Land uses are all civic and recreation destinations: Draper City Hall, Draper Park, the Draper Library, the Draper Historical Society, Day Barn event space, and the Draper Senior Center. These are low-intensity uses with lots of open space but also lure a lot of visitors.

**Urban Design:** The park, library and senior center largely have a standard suburban recreation character but with some potential to link to the walkable character of the historic area and leverage trails that converge here.



## Historic Industrial

**Land use:** An eclectic mix of manufacturing, processing, wholesale, retail, and services. Each use is quite large to very large. As currently constituted, this mix seems to be compatible with one another and surrounding districts.

**Urban design:** The uses in this district largely do not relate to the street and work off internal circulation, creating a lack of pedestrian character and connectivity.



## Draper Parkway Commercial

**Land use:** The land uses here constitute primarily a classic suburban strip commercial mix: grocery, food, gas, banks, hardware, pharmacy, services, sporting goods, insurance, and others. There are also some non-commercial uses mixed in such as a KinderCare.

**Urban design:** Auto-oriented suburban strip commercial format – parking in front of buildings, large parking fields; properties mostly do not closely relate to the street, especially east of about 1000 East.



## East Pioneer

**Land use:** The East Pioneer character district has eclectic land uses that lean commercial (restaurant, car wash, events center) but also include some housing and vacant areas.

**Urban design:** Is in part a support/circulation area for other districts; a general lack of a relationship of properties to streets.



## Surrounding Neighborhoods

**Land use:** primarily detached single family homes, with some attached single family such as Diamond Ridge Townhomes. Elementary schools and parks are also present.

**Urban design:** Standard suburban single family neighborhoods with imperfect street grids but no major connectivity barriers. Trails are an opportunity to connect to the Town Center.



## Transportation

The project team analyzed the existing and planned networks for all transportation modes.

### Multi-modal network

Figure 4 below shows the analysis of the multi-modal network, including the major corridors of 12300 South, Pioneer Road, and 1300 East, and to some degree Fort Street and 900 East, along with the supporting street grid. In general, the block pattern is irregular and blocks are large, to accommodate many of the industrial uses and agricultural lots.

The map also shows existing and planned bike facilities, and highlights the constraints of the existing "walk shed" - the area available within 1/4 mile and 1/2 mile walks, due to the lack of connectivity discussed above.

### Transportation activity

The team also analyzed transportation activity, including a traffic analysis for existing and future conditions, based on a 2022 development impact analysis. All of the measured intersections showed existing level of service (LOS) "D" or better, with no failing (E or F) intersections. While there are no failures, LOS is most strained along the Draper Parkway corridor peaking at a LOS D at 1300 East. LOS along Pioneer Road is very good, with A's and B's throughout.

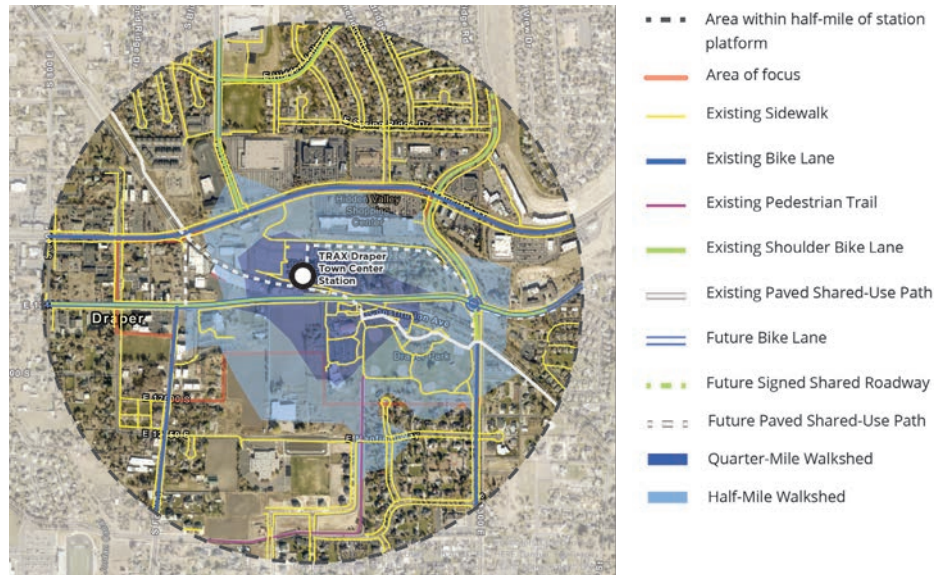


Figure 4: Existing and planned transportation network, including the "walkshed," the area reachable within a walk of 1/4 mile or 1/2 mile.

The LOS in 2027 was forecasted to remain the same or improve at all intersections except a decline from a C to a D at 1000 East and Draper Parkway, and from a B to an F at 900 East and Pioneer Road, due to the southbound left turn.

### TRAX Station

The Draper Town Center Station is the southern end of the TRAX Blue Line. Blue Line trains serve the Town Center station every 15 minutes from 4:40 a.m. to 11:25 p.m. every weekday, with slightly reduced hours on either end on the weekend.

The Town Center Station has a unique access configuration. Built into an existing rail right-of-way between the IFA and the Parkstone subdivision, with the steep-sloping property to the north that became the park-and-ride lot, its design had to fit the platforms and access to them in an awkward triangle where the tracks meet Pioneer Road. People can only cross the tracks at the far east end of the platform.

About 80 percent of access mode to the station is evenly split between walking and driving alone. Compared to the mode split of the whole UTA rail system, Draper has many fewer pedestrian access trips and more drive-alone trips. But it is still important to consider that 40 percent of people are walking to the station to ride TRAX.

August 2019 data show generally 500 - 800 boardings/alightings per weekday, with an average of 546 alightings and 724 boardings. That is about 7 to 9 people per train on average. By 2024, the weekday boardings dropped to an average of 442.



Aerial image of the layout of the Town Center Station.

Existing parking for the station is in a dedicated surface lot on a large parcel north of the station that contains a total of 434 spaces. Team counts found that overall utilization of parking in the lot is very low at less than 10 percent.

## Market Analysis

The project team prepared an analysis of the market to understand the best opportunities for development within the station area. The analysis considers the demographics of the Draper community and the market prospects for each of several land use categories appropriate to a transit oriented community (TOC).

Draper's population is projected to grow 20% by 2031, slightly slower than the 22.6% growth seen over the past decade but at a faster clip than the county as a whole (to grow 14% by 2031). Employment nearly doubled in Draper from 19,150 jobs in 2010 to 37,881 in 2019. Employment growth is likely to continue, with employment in Salt Lake County projected to grow to over 850,000 jobs by 2028 (a 24% increase over 2018 levels). In its 2023 Emerging Trends report, the ULI ranked the Salt Lake City metro #19 (of 80) for overall real estate prospects. The region's mix of economic opportunity, affordability (relative to coastal markets), and quality of life (such as natural/ outdoor amenities) have long been noted as draws for this market, and have been reinforced by COVID-19 pandemic-era trends. Given these recent trends and projections for continued growth, LCG expects continued demand for housing, office, commercial, and other types of real estate in Draper.

## Housing

Housing in Draper primarily consists of single-family homes, with limited apartment inventory of just under 3,000 units. Yet, the City has seen an uptick in apartment development in the past few years—hitting a City record in the first quarter of 2022 for the number of multifamily units built, at 776, over a 12-month period. Most of these developments have been on the larger end (120 to 308 units) and located near I-15. Draper currently has 26 accessory dwelling units (ADU) and 27 in review.

The City's 2022 Moderate Housing Income Report identifies a current shortage of 1,796 housing units for moderate incomes (at or below 80% area median income, or AMI). Without action, this shortage is projected to rise to 2,269 over the next five years, along with overall expected growth from the City's 16,121 current households to the projected 17,827 in 2027.

There are several housing types possible within the station area, including multifamily condominiums, multifamily rental, and "middle" housing, which includes townhomes, multi-plexes, live-work units, accessory dwelling units, and even single family small lot detached housing.

## Retail, Office, and Institutional Development

Retail and office development are possible in the Draper study area at modest amounts (not large scale), which aligns well with overall market trends towards smaller-scale, "experiential" commercial.

The study area's distance from I-15 rules out most larger-scale retail concepts, though auto-centric development dominates within the study area. The presence of transit, particularly if complemented with residential and other commercial development, could offer an opportunity for pioneering more walkable shopping development in the study area. CoStar data shows market rents of \$25 per square foot and low vacancy rates (0.6%) as of December 2022, comparable to the City's overall rents of \$27 and vacancy rate of 0.7%.

Similarly to retail, office and institutional categories suffer from not being near I-15, and at the "end of the line" of the TRAX Blue Line. Office is possible, particularly on the City's Fitzgerald property, but it likely will not be large-scale class A office, and may require incentives from the City. Tenants would likely be local-serving, such as dentists and tax preparers. The Draper Cove development, built in 2021, suggests there is demand for this property type in the study area.

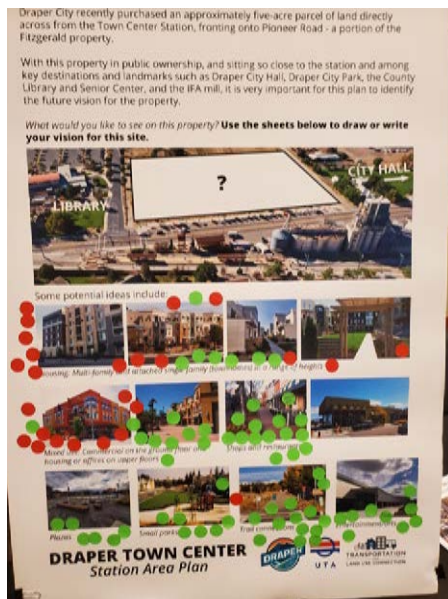
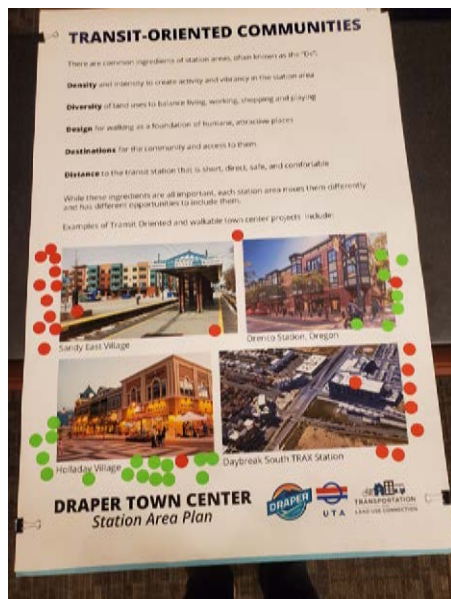
## Community Recreation Center and other Civic Buildings

Interest in a community recreation center was expressed by residents throughout the Plan process, and by City staff and leadership in other meetings. The range in possible scales and uses requires further study to determine relative costs and feasibility—but a development of this type could certainly be a part of future development in the study area.

## Public Engagement: First Phase

In November 2022, the planning team began engaging with the community on the project, hosting the first of three Community Open Houses on November 14 at Draper City Hall. Approximately 40 people attended the Open House. They provided feedback in a number of ways, including:

- Identifying assets, challenges, destinations, and ideas on a detailed map of the study area;
- Providing ideas on what to build on the City-owned parcel across from the TRAX station;
- A paper and online survey that sought feedback on each of the 10 Station Area Goals. The survey asked how important each goal was on a scale of 1 to 5 and for ideas on how to achieve each goal. The survey received over 500 responses; and
- Open-ended comment cards



The feedback obtained was compiled together into themes related to the Station Area Goals, shown in Figure 5 on the next page.

## Takeaways

Open House feedback and survey responses indicated widespread, although not universal, support for the following

Concepts in the station area/town center:

- Preserving and celebrating Draper's heritage and historic features.
- Design and high quality of building.
- Developing a "civic center" or "community center" on the City's newly acquired five-acre parcel of the former Fitzgerald farm ("Fitzgerald property" in the following), in a way that knits together surrounding City property and public land (parks, City Hall, County library and senior center). (However, there seem to be many different definitions of what a "civic center" or "community center" is.)
- Attracting businesses such as restaurants, bakeries, coffee shops— and civic spaces such as a plaza or other community gathering space.
- Hosting events and/or a farmer's market, with complementary development such as food trucks.

The public shared concerns about:

- High density housing, particularly if such housing adds traffic on Pioneer Road.
- Safety of certain intersections and roads for pedestrians and cyclists.

There are varying views on development:

- Some community members believed there would be benefits to significant new commercial and residential development in the town center if it is well designed, while others did not. Perceived benefits include adding restaurants, bakeries, coffee shops, and other uses and providing housing for a variety of residents; perceived drawbacks include concerns about traffic, other impacts, and change.
- Some community members are supportive of vertical mixed-use (e.g., office or housing space over ground floor retail), while others are not.

# Draper Town Center: Survey Themes by Corridor Goal

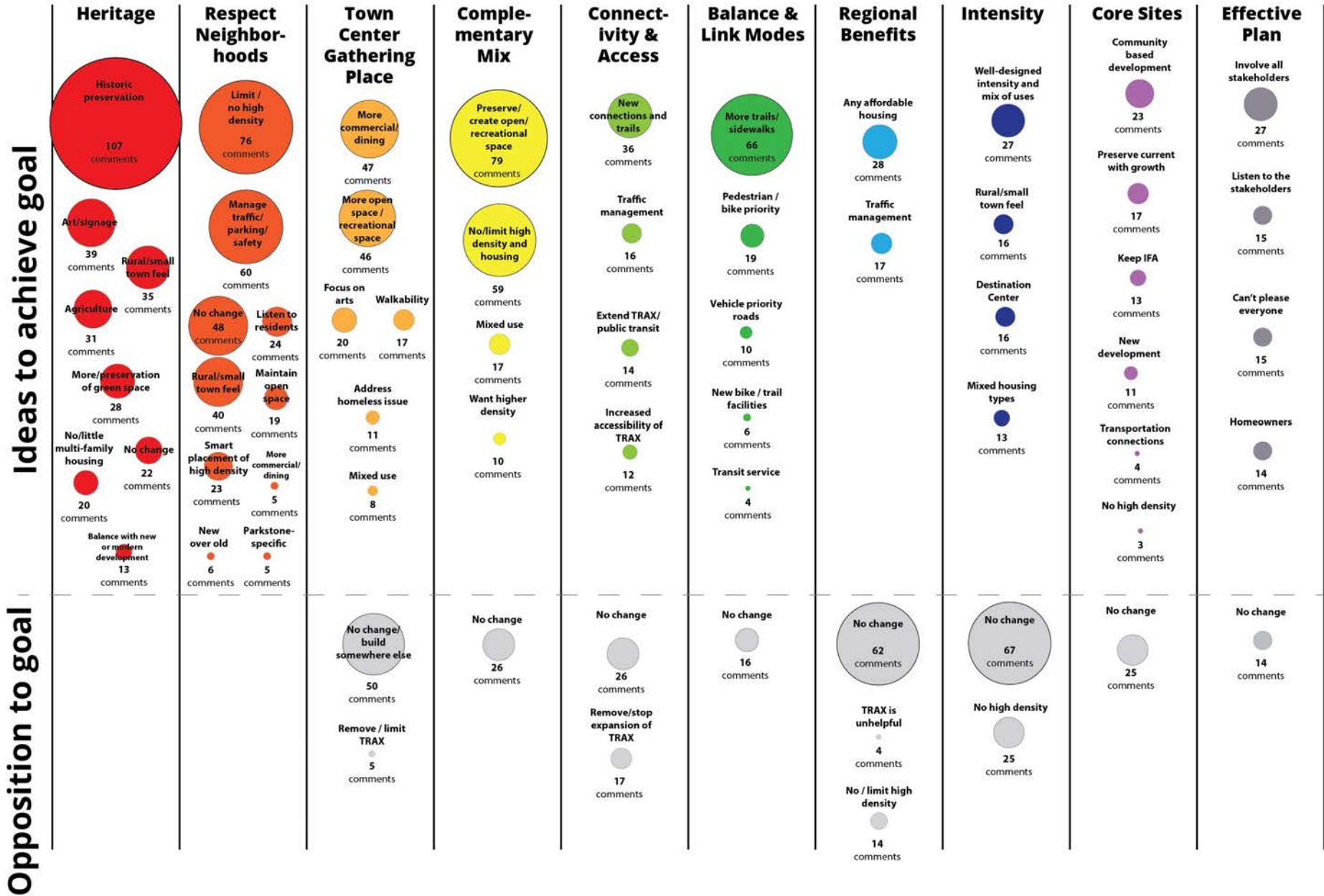


Figure 5: Comment themes from the Phase 1 survey relative to support of or opposition to the Station Area Goals.

## Stakeholder Committee Concept Workshop

With the Existing Conditions and Opportunities Analysis and First Phase Public Engagement complete, the Project Team convened the Stakeholder Committee for a second meeting in January 2023. This meeting was primarily a workshop to brainstorm land use, transportation, and urban design concepts for the Station Area Plan.

After the Project Team presented the conclusions of the Existing Conditions and Opportunities Analysis and the First Phase Public Engagement, the Committee was split up into two smaller groups, each around a large table. Each group was a mix of different types of stakeholders within the committee. The tables held station area core maps and the groups used "chips" representing a range of land uses to brainstorm and try out ideas, ultimately assembling concepts.

Each table emerged with a relatively complete concept. The concepts were similar in many elements. Those similarities included:

- A town center on City property with community center, restaurant/retail and plaza space;
- Mid-rise multi-family development on UTA site;
- An open space buffer between UTA site and Parkstone;
- Trail connections throughout the station area;
- Retail along 12300 South.



Images from the Stakeholder Committee workshop to assemble concepts for the core of the Station Area: One group discussing ideas (above); and the two group concepts (at right).



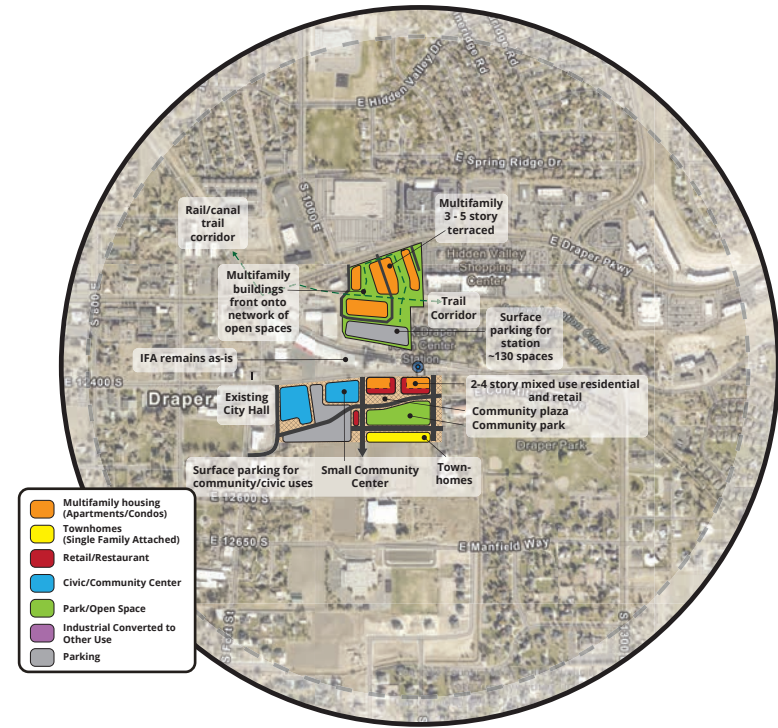


# Alternative Concepts

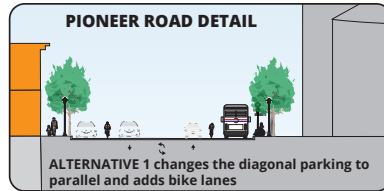
Based on the ideas of the Committee, as well as the results of the Existing Conditions and Opportunities Analysis and public input, the Project Team developed three distinct approaches to achieving the Station Area Goals. The alternatives were a way to present tradeoffs and explore ideas. These alternatives are summarized below.

## Alternative 1: Draper Park Extension & Limited Change

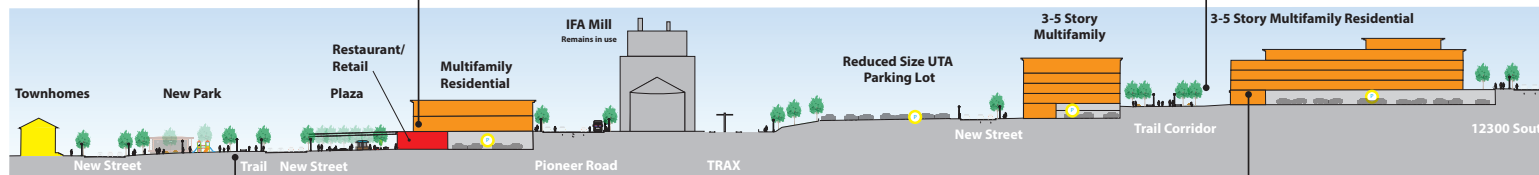
Alternative 1 created a town center oriented to an internal extension of Draper Park. It included a small community center integrated into the Town Center plaza/park, and retail/restaurants; housing along Pioneer Road; and single family attached as a transition. On the UTA site, 3 - 5 story multifamily buildings terraced down the hill; Parkstone was buffered by open space and surface parking; and residential buildings front onto a network of trails. Station parking reduced by two-thirds but remains a surface lot. IFA remains as-is. There was less emphasis on Pioneer Road as a walkable corridor. Zoning stayed the same along the corridor.



Example of two stories of residential over retail



Example of a trail corridor alongside housing



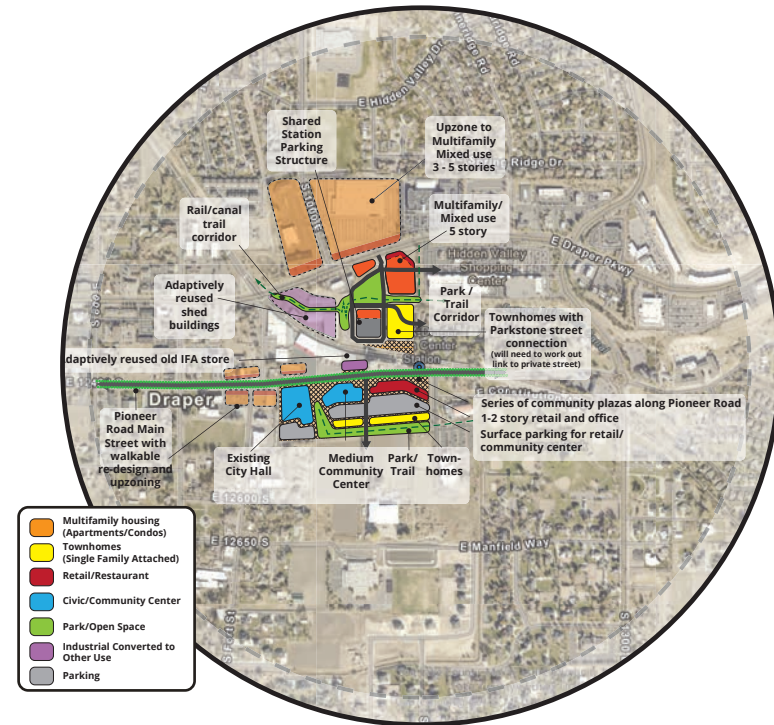
Examples of new community town center park and plaza spaces



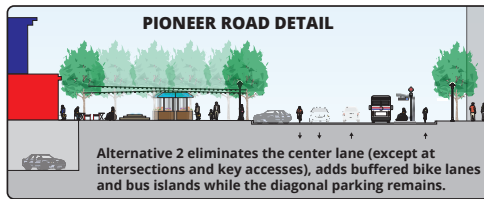
Example of 3 - 5 story multifamily residential, built on a slope

## Alternative 2: Pioneer Road Main Street

This alternative focused on the transformation of Pioneer Road into a walkable Main Street. It established a town center with retail, restaurants, and plazas along Pioneer Road. It included a medium-sized community center fronting onto Pioneer Road, single family attached transition to the south, a trail/open space corridor connecting the Draper Park area to the envisioned community center. On the UTA site, 5-story multifamily buildings terraced down the hill, oriented around a central community park space. Parkstone was buffered by an attached single-family neighborhood, including a street connection; IFA remained but the old store was adaptively reused. Station parking was integrated into new structure shared with residents.



Example of townhomes fronting onto a trail



Example of townhomes



Example of mixed-use building with retail



Example of mixed use office over retail fronting onto a plaza



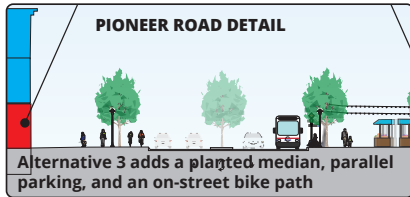
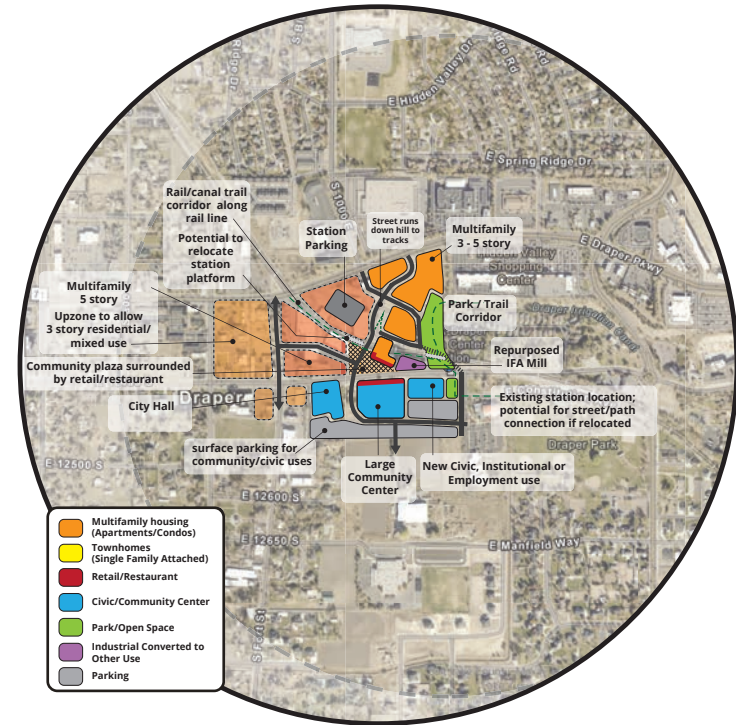
Example of a walkable Main Street



Example of a park/playground next to multifamily residential

## Alternative 3: IFA Redevelopment

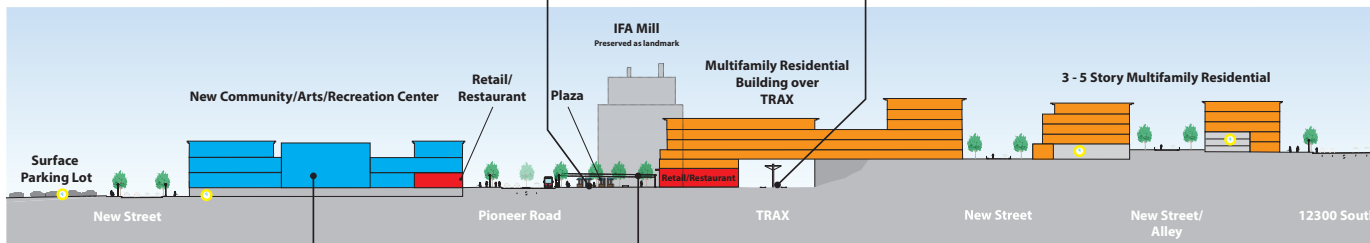
This alternative explored what a complete redevelopment of the IFA site would look like. A Town Center was created along Pioneer Road at the redeveloped IFA site, although with the mill preserved as an adaptive reuse opportunity. The City site was focused on a large community center and a new additional civic or employment use, but no housing. The UTA and IFA sites, as well as the surrounding industrial area, were integrated together, including a street running down the hill and across the TRAX tracks. The concept included the potential for a station relocation to the new Town Center focal area. Station parking was integrated in a structure in one of the multifamily buildings. A trail connection was made through a new park alongside Parkstone then connected through the old station location.



Example of a plaza and mixed use next to a rail station



Example of multifamily residential building spanning over rail tracks



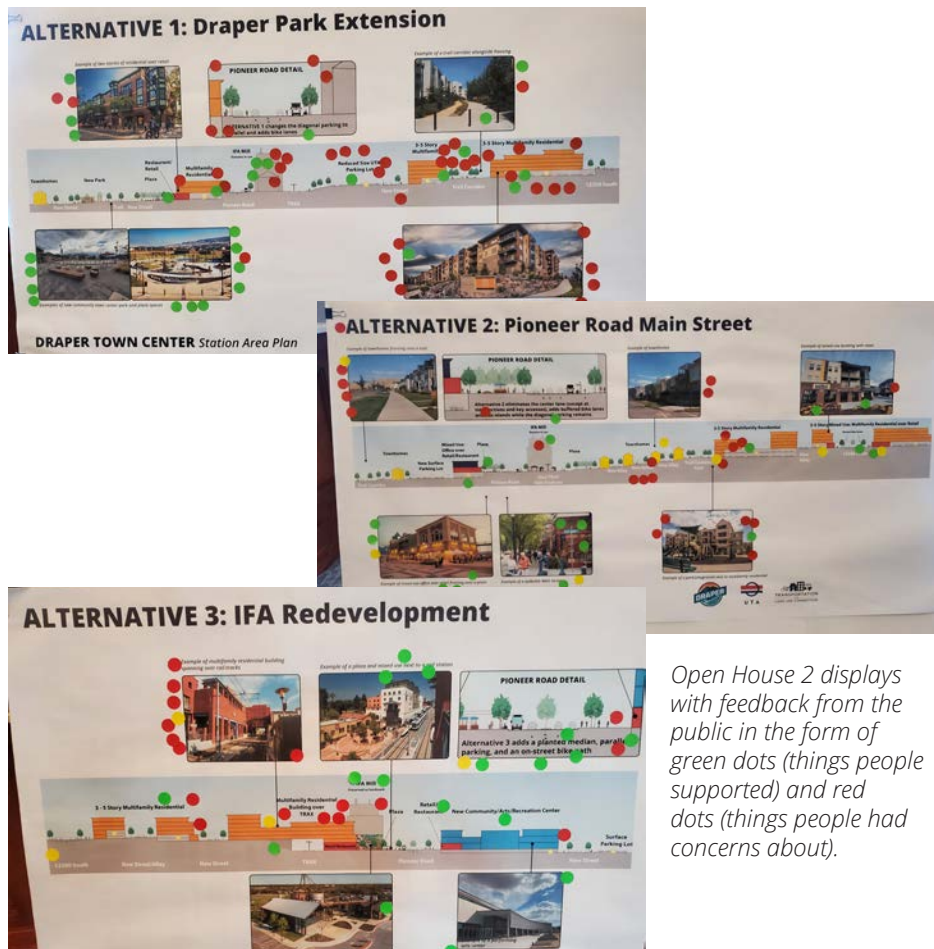
## Public Engagement: Second Phase

In May and June 2023, the Project Team and Stakeholder Committee undertook a second round of public engagement for the Station Area Plan, focused on the three alternative concepts. The team hosted a second Open House, to present the Station Area Alternatives.

There were 58 people who signed in to the event. Each person received a set of green and red dots to place on things throughout the displays they liked and did not like, respectively.

The team set up an online survey to receive feedback on the alternatives, and the display boards featured a QR code linking to the survey. There were also paper surveys available at the Open House.

The team also had open-ended comment cards available as well.



## Survey

The online survey was the way the team received the most feedback on the alternative concepts. The survey was open from May 15 through June 5. It asked respondents to rate the alternative concepts along with a series of aspects of each alternative, such as housing, trails, and treatment of Draper heritage. It included an open ended question for feedback on each alternative.

The survey received 474 responses – these were combined in-person and online, though the vast majority were received online.

### Alternative ratings

The survey asked respondents to rate the concepts on a scale of -2 (strongly dislike) to 2 (strongly like), with 0 as a mixed or neutral. Overall, the ratings were low, with all three garnering an average rating below neutral. Of all three, Alternative 1, which proposed the least change, scored the highest at -.06. The top row of Figure 6 below shows these ratings.

However, the stronger takeaway from the ratings was that some aspects of concepts (no matter the alternative) were much more popular than others. The ratings for trails and connectivity, for example, were much more positive than those for comfort with housing. Figure 6 also shows these comparisons. This feedback emphasizes the concern about the change that more housing will bring, with support for aspects like trails that will increase quality of life. Alternative 1 was the most popular likely because it had the least housing and least perceived negative impact in neighborhoods, while still including new trails. The one exception was the concept's central feature - the highest rating for this question was Alternative 2's Pioneer Road Main Street.

	Alt 1	Alt 2	Alt 3
<b>Overall rating</b>	-0.06	-0.24	-0.20
<b>Concept's central feature</b>	0.17	0.19	-0.16
<b>Preserving neighborhoods</b>	0.28	0.07	-0.01
<b>Comfort with housing</b>	-0.28	-0.37	-0.32
<b>Trails &amp; connectivity</b>	0.30	0.20	0.10

Figure 6: Average ratings of alternative concepts by survey respondents for the overall rating and for aspects of the alternatives.

## Themes of open ended responses

Analysis of open-ended survey responses built on the alternative concept ratings questions revealed areas of concern. As Figure 7 shows below, concerns included more congestion, the sentiment that multifamily housing does not fit with Draper's character (often characterized as rural); roads can't handle traffic; and opposition to Draper changing.

However, the open ended feedback showed support for many of the ideas in the concepts. These ideas that had support included a walkable Pioneer Road Main Street; trail connectivity; a community center; and restaurants and retail. Pushing back on the preference for Alternative 1 in the ratings, the open ended responses included the recognition that Alternative 1 would have a limited positive impact – and the benefits of creating a bigger vision.

In addition, the responses included thoughts raised by the public to consider now or in implementation phase:

- Desire for opportunities for homeownership in the transit-oriented community.
- Affordability of housing is important.
- How do we pay for the improvements?
- What is this area versus The Point? How do we create a separate identity/brand?

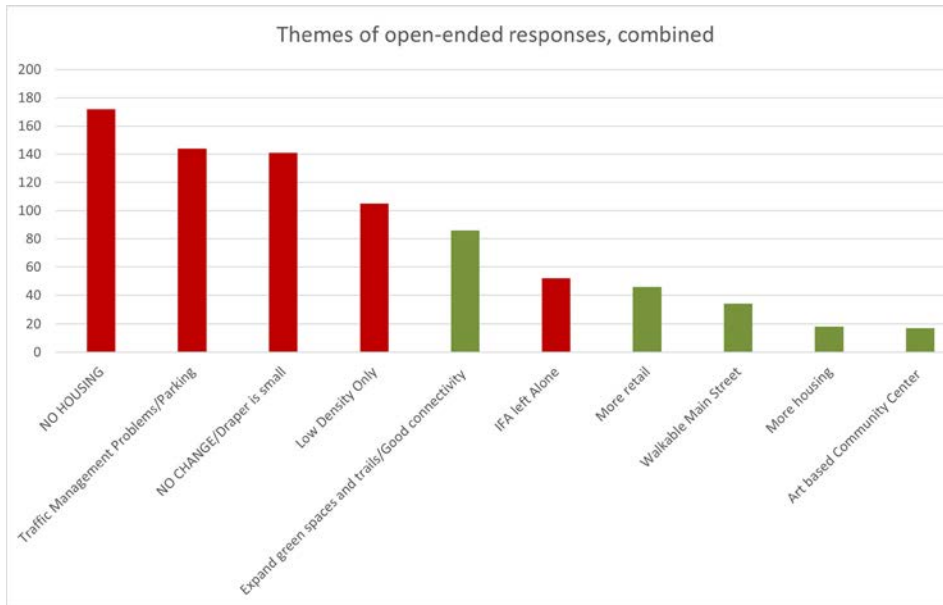


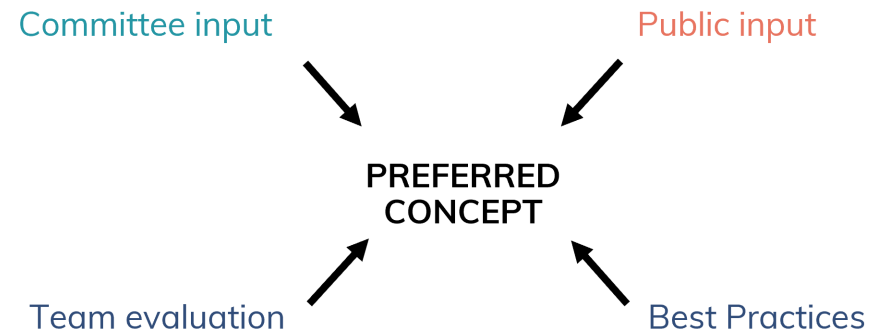
Figure 7: Most frequent themes of open-ended responses to Phase 2 survey.

## Preferred Concept development

The team brought together all the feedback it had received from the public and the Stakeholder Committee, as well as the technical evaluation, HB 462 requirements, and relevant station area planning best practices, to develop a Draft Preferred Concept.

The concept integrated aspects of all three alternatives. At its core was the Pioneer Road Main Street idea from Alternative 2, with the Draper Park extension from Alternative 1 and the IFA redevelopment/adaptive reuse from Alternative 3. It included the popular trail links from a range of alternatives as well as both upzoning and neighborhood transition concepts from a range of alternatives as well. These combined aspects of the Preferred Concept became the Plan Principles summarized in the Plan Overview.

The team presented this draft concept to the Stakeholder Committee in a June 2023 meeting. The Committee expressed unanimous support for the concept with some refinements. The project team began fleshing out the concept into an Illustrative Plan and Implementation Plan.



# PLAN OVERVIEW

The Draper Town Center Station Area Plan's Preferred Concept represents the Stakeholder Committee's recommended way to achieve the station Area Goals (see page 25). The following pages summarize the concept through its 10 Plan Principles and its Illustrative Concept, which together form the Station Area Vision. The Plan Elements flesh out the Plan in more detail principle by principle. Finally, the Plan includes an Implementation Plan.

## Plan Principles

The Plan Principles convey the key points of agreement and priorities for the Station Area. While the Illustrative Plan is the preferred way to achieve these principles, in the future if one or more aspects of the Illustrative Plan is infeasible or if conditions change, decisionmakers and stakeholders can return to the Plan Principles to develop another site or network configuration to achieve the same idea.

The Plan Principles are:

1. A walkable, active Main Street on Pioneer Road.
2. A nexus of trail connections.
3. Mixed-use town center on City site with destination restaurants and retail, community center and some housing, that is engaged with and connected to Draper Park and other civic destinations.
4. Significant residential density on UTA site in up-to-5-story buildings.
5. Flexibility toward IFA with encouragement of future redevelopment.
6. Improved TRAX station access.
7. Rezoning of some areas around the station to allow and encourage transit-oriented development.
8. Preservation of the scale of Draper's historic downtown, south and west of the transit-oriented area.
9. Quality transitions to established residential neighborhoods and historic resources.
10. Connectivity improvements throughout the station area.

## Illustrative Concept

The Illustrative Concept presents a high-level vision of the Preferred Concept developed by the Stakeholder Committee and the Project Team. It is the result of several months of committee visioning, field work, public engagement, discussions, research and analysis, brainstorming, consideration of tradeoffs, and decision making. The Illustrative Concept is a requirement of the Utah State Station Area Planning law.

The Draper Town Center Station Area Plan Illustrative Concept is shown at right in Figure 8. It uses a simple graphic language of land use "bubbles" and linework to show the envisioned future land uses and street/trail/transportation improvements.

There are several levels of improvements shown on the Illustrative Concept:

- Specific land uses on the two core sites of the Draper City Fitzgerald Site and the UTA property.
- Other areas recommended for upzoning to a Transit Oriented Community (TOC) designation, including the IFA property and the area to the west of the UTA site.
- A potential transition area between the TOC zoning area and the historic downtown area to the west.
- The historic downtown area at the west end of the Station Area, which will remain under the existing Town Center zone, whose general parameters of scale and use will remain, but will be refined.
- An area encompassing much of the shopping centers along 12300 South to the east and north of the TOC area that should be included in the new TOC zone(s).

Note that much of the 1/2 mile Station Area does not have a designation in the Illustrative Concept. These are largely residential neighborhoods envisioned to remain as-is into the future.

The team estimates that the concept shown could yield approximately:

- 30 - 40 multifamily units, 20 - 30 townhomes and duplexes, and 30,000 square feet of commercial space on the City site; and
- 450 - 500 multifamily units and 22,000 square feet of commercial on the UTA site.

# DRAPER TOWN CENTER

## Station Area Plan Illustrative Concept

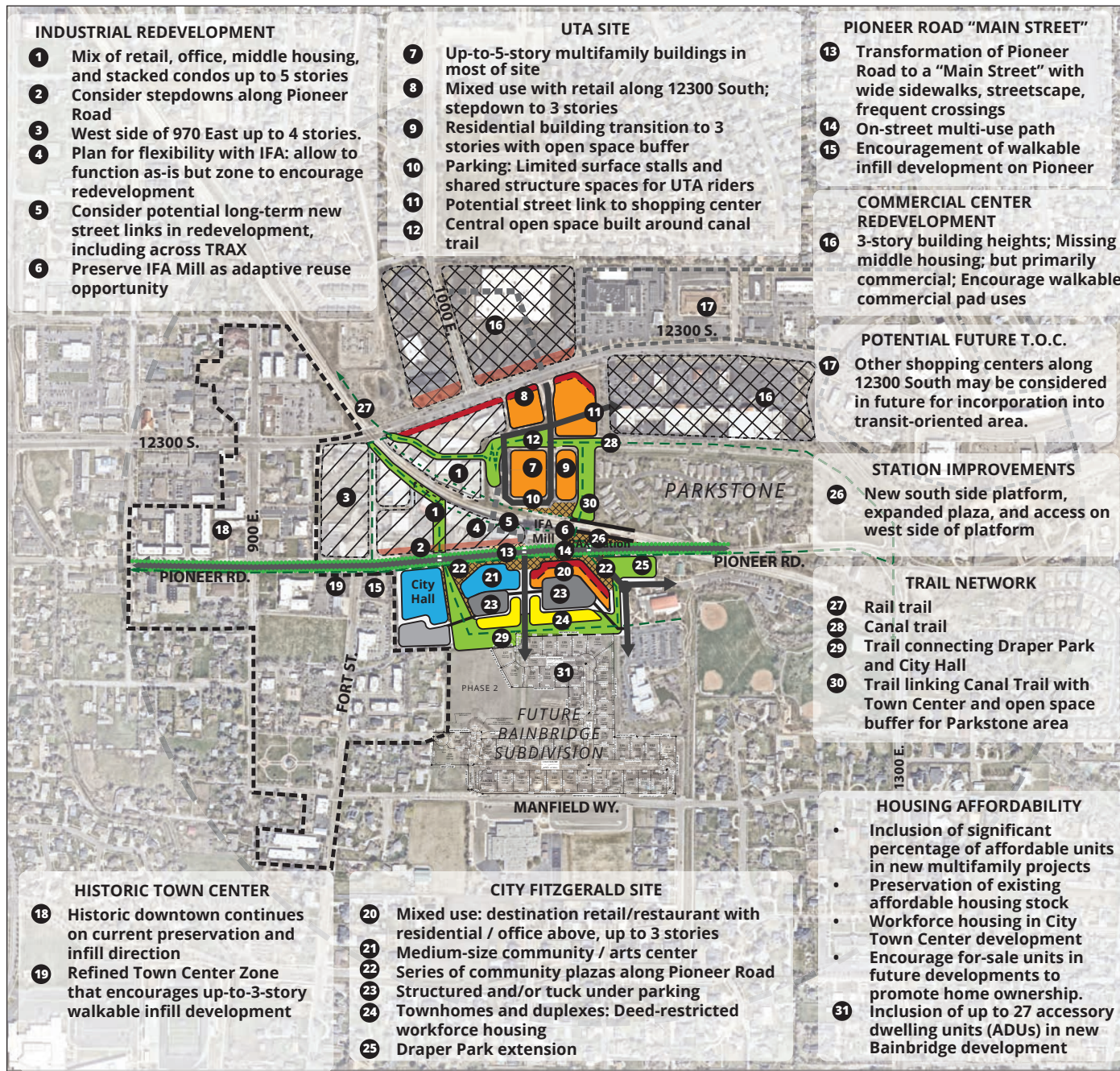


Figure 8: Draper Town Center Station Area Plan Illustrative Concept.

## Land use designations

These land use designations and colors apply to the Illustrative Concept and the model images throughout this section of the Plan.

### Multifamily residential



Apartments or condominiums of a range of sizes in multi-story buildings, with parking included in lower-level podiums.



### Townhomes, Duplexes, and other Middle Housing



Attached single-family homes, often serving as a transition between more intensive areas of the Station Area and surrounding areas.



### Commercial



While the Plan envisions that most new commercial be located in mixed use buildings, the Station Area has potential for some stand-alone commercial in new walkable or adaptive reuse formats. Desired commercial uses include restaurants, local shops, small groceries, and services.



### Multifamily with Ground Floor Retail (Mixed Use)



Along Pioneer Road or 12300 South, or in other select circumstances, the Plan envisions the ground floor of multifamily residential buildings being occupied by walkable commercial uses. In some cases upper floors of these mixed use buildings may be occupied by offices.



### Civic



Civic uses include City government and public facilities like the library, senior center, and desired community center.



### Office/Employment



Office uses are not an emphasis in the Station Area but could work in some locations like along 12300 S.



### Parking



New parking in the Station Area is envisioned to be structured and often shared among uses.



### Open Space



Open space in the Station Area covers a range of types of uses, from large parks like Draper Park and smaller pocket parks to greenway trail corridors.



### Plazas



Plazas will be essential to the Station Area. These are generally hardscaped areas of different size offering programmed and non-programmed space and activated by land uses around them.





## Residential heights and potential density ranges

Residential density for the housing products envisioned for the Draper Town Center Station Area vary greatly and depend on a range of factors beyond the scope of this Plan - such as unit size, site configuration, parking provision and configuration, open space and amenity provision, and fire safety.

However the following provides estimated ranges for given product types within the Plan's envisioned heights, which include assumptions about parking configuration. All of these products are intended to face and generally activate a street. Generally, Transit-Oriented Communities require higher density housing - for example a Utah Housing and Transit Reinvestment Zone (HTRZ) requires an average of 50 units per acre in the residential portion of the zone.

### Two-to-Three-Story Townhomes or Duplexes

Attached single-family homes with parking provided for each unit off a rear alley.



Estimated density range: **12 to 25** dwelling units per net acre

### Three-Story Street-Facing Walk-Up

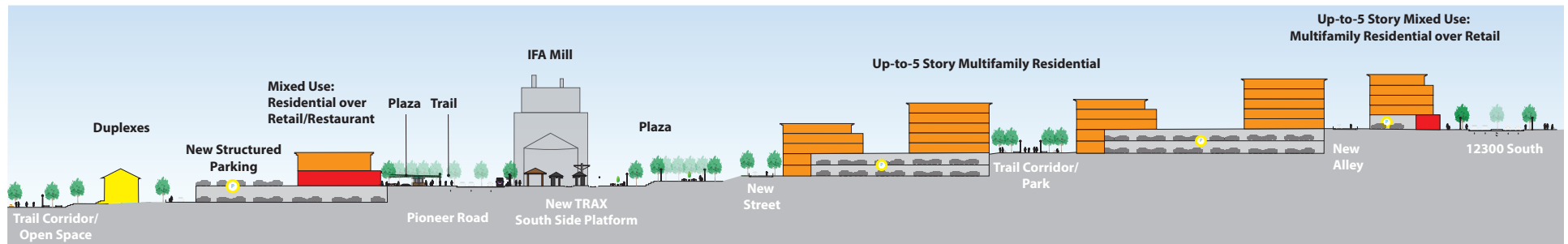
Multi-family homes with surface parking in the rear and some parking "tucked under" the rear of the buildings.



Typical density: **20 to 35** dwelling units per net acre

## Site cross section

The following diagram shows a potential cross section of the envisioned uses and heights in the center of the station area, looking west. A note on heights in the station area: Because of the steep slopes throughout the area, heights regulation will need to determine how best to "step down" a building's heights down a hill, to stay at or below the maximum heights allowed.



### Four-Story with Separate Parking Structure

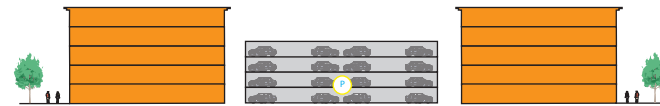
Multi-family homes with separated or wrapped around parking structure. This building height could alternately have surface and tuck-under parking.



Estimated density range: **35 to 50** dwelling units per net acre

### Five-Story with Separate Parking Structure

Multi-family homes with separated or wrapped around parking structure.



Estimated density range: **50 to 80** dwelling units per net acre

### Five-Story with Podium Parking Structure

Multi-family homes built on top of a parking podium.



Estimated density range: **80 to 100** dwelling units per net acre

## Housing Affordability Strategies

Housing affordability is a key goal of the Utah H.B. 462 Station Area Plan law. The following are strategies to increase the affordability of housing within the station area.

The Draper General Plan identifies a series of Utah State strategies to achieve moderate income housing:

- F - Zone or rezone for higher density or moderate income residential development in commercial or mixed-use zones near major transit investment corridors, commercial centers, or employment centers;
- G - Encourage higher density or moderate income residential development near major transit investment corridors.
- J - Implement zoning incentives for moderate income units in new developments;
- E - Create or allow for, and reduce regulations related to, accessory dwelling units in residential zones.
- W - Develop and adopt a station area plan in accordance with [Utah State Code] Section 10-9a403.1; and
- O - Apply for or partner with an entity that applies for state or federal funds or tax incentives to promote the construction of moderate income housing, an entity that applies for programs offered by the Utah Housing Corporation within that agency's funding capacity, an entity that applies for affordable housing programs administered by the Department of Workforce Services, an entity that applies for affordable housing programs administered by an association of governments established by an interlocal agreement under [Utah State Code] Title 11, Chapter 13, Interlocal Cooperation Act, an entity that applies for services provided by a public housing authority to preserve and create moderate income housing, or any other entity that applies for programs or services that promote the construction or preservation of moderate income housing.

The Station Area Plan looked at all the potential State strategies from the Utah State Code and identified those that the City has adopted/selected. Many of these strategies relate directly to the Station Area Plan and the sites within it offer opportunities to achieve these strategies. With that said, the following are the Plan's recommendations for housing affordability in accordance with the MIHR, the H.B. 462 goals, and the Station Area Goals.

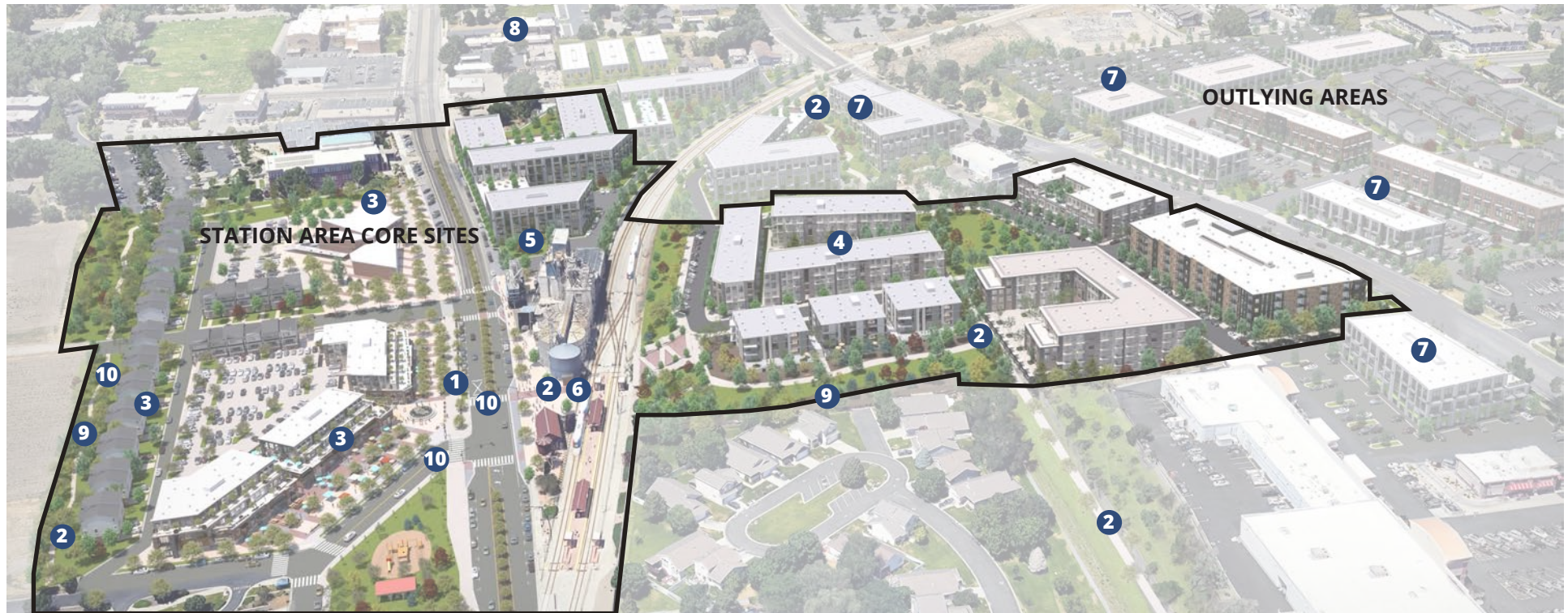
- Increasing heights and densities throughout the Station Area Plan area will enable more apartments, townhomes and other unit types that are generally more affordable.

- Include accessory dwelling units (ADUs) in new developments, such as the up to 27 detached ADUs included in the future Bainbridge Subdivision.
- Preserve existing affordable/moderate income housing stock in the Station Area.
- The City and UTA should consider including one or more regulated affordable housing project, in which apartments are reserved for households at 60 percent of AMI, typically for a 30 to 60-year period.
- As part of the envisioned mixed use town center on the City's Fitzgerald site, the City should consider requiring future developers to build some townhomes, duplexes, or other middle housing, which can be market rate. This housing is often affordable to households at 80 to 120 percent of AMI, and can also be characterized as housing for the City's moderate income workforce.
- The City should seek to complete one or more moderate income model or pilot projects (e.g., townhomes attainable to 80 percent AMI households) in the Station Area in order to learn about moderate income housing and demonstrate that it can serve a range of households and Draper community members, including young families and seniors. Study one or more specific sites and ensure that regulations are streamlined to allow this housing type. Consider "pre approving" townhome/moderate income projects that meet certain criteria.
- Study ways to encourage moderate income senior housing in the community, given Draper's demographics.
- Because some transit-oriented development and senior households have less impact on certain city/public infrastructure components (particularly roadways as they have fewer cars, but also sometimes water, sewer, stormwater, and schools), evaluate ways to incentivize TOD and senior housing, for example by charging these development types lower fees/impact fees/transportation impact fees.
- Encourage for-sale units in future developments to promote home ownership.

# PLAN ELEMENTS

The following sections summarize Plan Elements corresponding to the 10 Plan Principles. Some of these Elements address the **Station Area core sites**, where the Plan sets out a defined land use concept for each; others address **outlying areas** of the Station Area where policies and investments are proposed to allow property owners to redevelop their properties if they choose. The diagram below shows **one potential way** these areas could be transformed to achieve the Principles and Illustrative Concept.

- 1** A walkable, active Main Street on Pioneer Road.
- 2** A nexus of trail connections.
- 3** Mixed-use town center on City site.
- 4** Significant residential density on UTA site in up-to-5-story buildings.
- 5** Flexibility toward IFA with encouragement of future redevelopment.



- 6** Improved TRAX station access.
- 7** Rezoning of some areas around the station to allow and encourage transit-oriented community.
- 8** Preservation of the scale of Draper's historic downtown, south and west of the transit-oriented area, including encouragement of compatible new development.
- 9** Quality transitions to established residential neighborhoods and historic resources.
- 10** Connectivity improvements throughout the station area.

# 1 A WALKABLE, ACTIVE MAIN STREET ON PIONEER ROAD.

The transformation of Pioneer Road into a vibrant, active, walkable Main Street is the largest point of agreement among stakeholders.

Pioneer Road is a thread connecting many different neighborhoods and districts, and core sites of the Station Area, and provides a "front door" to the station itself. Within the Station Area, Pioneer Road currently provides some stretches of walkable Main Street character and active uses, with buildings like City Hall and new projects like Draper Cove. But there are other stretches with surface parking lots and vacant lots, and the street itself could be improved by more pedestrian space, bike facilities, trees and other streetscape elements, and focal points of public space.

This transformation, if done right, will entail several tradeoffs - trading slower driving for a better walking, biking, and transit environment top among them. But if successful, this will be the single most transformative element of the Station Area Plan.

## Active uses

The Plan envisions active ground floor uses throughout the length of Pioneer Road from the beginning of the historic downtown Draper area around 700 East through the Town Center TRAX Station. These active uses will be a mix of adaptive reuses of historic buildings like the Park School and Day House; Civic destinations like City Hall, and the envisioned community center; small retail uses like are found at Draper Cove; and inviting restaurants like The Charleston and Montauk Bistro.

All these uses will need to be built in a way that engages the street for people on foot. There are appropriate ways for the range of different land uses to do this - retail storefronts should open directly onto the sidewalk, as should restaurants, with seating in front on the sidewalk or in front yards depending on the space; civic and office buildings should highlight main entries with approachable small plazas (like City Hall does today).

The Town Center development envisioned for the Draper City Fitzgerald Property (see Element 3) will be a catalyst for these active uses and this approach to the transformation of the corridor.

## Expanded pedestrian realm

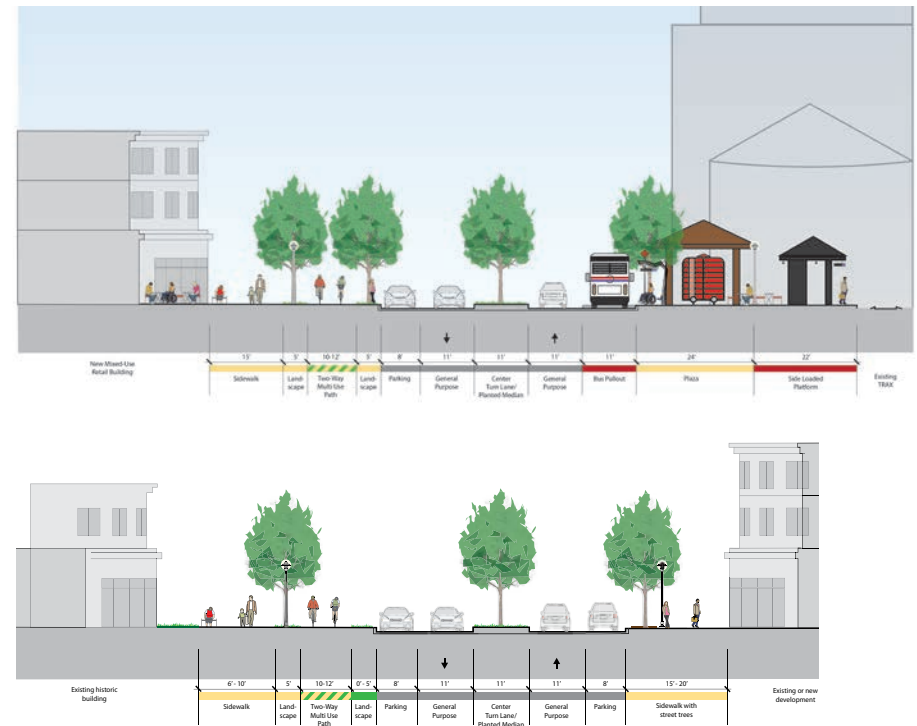
Pioneer Road itself will largely keep its lane configuration and right-of-way, but will receive two main improvements. The first is a high-quality pedestrian realm that will complement the active ground floor uses. It will go beyond just a sidewalk to create a wide public space with shade, lighting, street furniture, and space for businesses to occupy along their storefronts.

## On-street multi-use trail

The second major street element of a transformed Pioneer Road Main Street will be a multi-use pathway for people walking, jogging, riding bikes, rolling in wheelchairs, as well as those riding scooters, skates, or skateboards. This trail will run on the south side of Pioneer Road and is envisioned to be in addition to a sidewalk, much like the new "9-Line" trail in Salt Lake City, which runs through walkable business districts like is planned for the Draper Town Center.



*New 9-Line trail in Salt Lake City running through a walkable business district.*



*Figure 10: Recommended typical cross sections for the Pioneer Road Main Street at the new Town Center development / TRAX station (above) and through the district to the west (below).*

**Pedestrian-oriented entries to Community Center and City Hall**

**On-street multi-use trail**

**Blocks unbroken by driveways - vehicle access from side streets and drives; parking in rear**

**Sidewalk-fronting ground floor retail in new mixed-use buildings**

**Plaza spaces throughout the Main Street**

**Wide sidewalks with street trees, pedestrian scale lighting, and street furniture**

**Celebrate Draper's heritage with adaptive reuse of IFA mill**

**Frequent pedestrian crossings with curb extensions and median refuges**

**Landscaped median with turn pockets**

**Strategically located on-street parking**



## 2 A NEXUS OF TRAIL CONNECTIONS.

Paved trails converge on the Town Center Station Area, but, for the most part, do not connect to one another. Connecting these trails is one of the Station Area's greatest opportunities - providing benefits for transit passengers accessing the station as well as for the community's quality of life. The Station Area Plan shows how the Town Center Station Area will not simply connect but will be a nexus for trails - extending the TRAX trail from the north, the Porter Rockwell Trail from the southeast, linking in the Willow Creek trail, implementing the planned canal trail, and adding several other new links, including a trail along Pioneer Road. This new nexus of trails will also feature quality, safe crossings, end-of-trip infrastructure like bike parking as well as wayfinding signage. A "loop" of trails/parkways is envisioned to run around the core station area from the TRAX trail's current end, through the UTA site via the Canal Trail, down the slope to the TRAX station, across Pioneer Road, behind the envisioned Town Center development, back up to the City Hall, back across Pioneer Road through the IFA site to the TRAX tracks, then along the tracks northwest back to the existing TRAX trail.

### Future connections

#### Canal trail

Draper City has planned a trail along its canal right-of-way through the core of the station area. This trail will serve as an extension of the TRAX rail trail coming into the area from the north along the TRAX tracks; the canal trail will help provide access from the northwest, linking in the UTA site to a trail running south down the hill to the station platform, in addition to continuing east along the canal. The Plan envisions the canal trail as the centerpiece of the future UTA site's public space, with multifamily buildings fronting onto a small park around the trail. The canal trail will need to find a way to navigate the steep slopes between the UTA site and the current end of the rail trail; if the area to the west of the UTA site is redeveloped, this trail link should be incorporated into the development in a central, public way.

#### Civic link

Extending the Draper Park area and the ends of the Porter Rockwell and Willow Creek Trails that end within it - and connecting them with the civic and community destinations to the west such as City Hall and historic Draper - is a major opportunity for the plan. The Plan seeks to achieve this goal by incorporating trail links as part of the new mixed use town center

development envisioned for Draper City's Fitzgerald property. The Plan envisions trails extending from the Draper Park area to City Hall, both south of the Town Center and along Pioneer Road.

The Plan includes additional trail connections that should occur if some key areas are redeveloped. These are a direct trail connection along the TRAX tracks from 12300 South to the station - a way to more directly connect to the station and avoid steep slopes - and a trail along the current 970 East alignment to link to the envisioned Pioneer Road trail.

### Supporting infrastructure

Bringing together these trails into a connected nexus in the Town Center area also requires the provision of supporting infrastructure:

- Visible, short crossings of major streets like 12300 South and Pioneer Road;
- Bike parking at all destinations;
- Wayfinding along trails throughout the Station Area; and
- Complementary public space and streetscape features, such as trees and landscape, lighting, plazas, and street furniture.



*A rendering showing one of the several trails envisioned for the station area - this one linking the TRAX station north to the Canal Trail on the current UTA property, as part of the open space buffer between multifamily buildings and the Parkstone neighborhood.*

**TRAX rail trail**

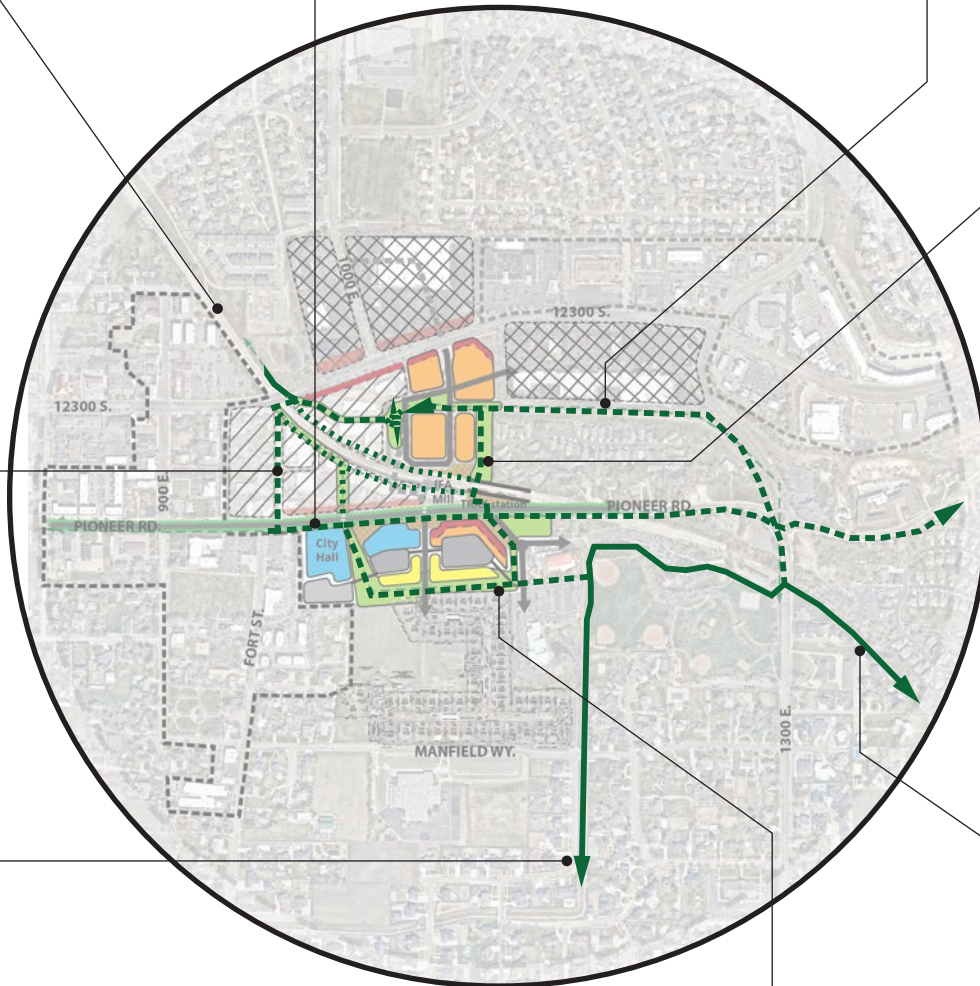


**On-Street Multi-Use Trail  
along south side of Pioneer  
Road**

**Canal trail**

**North-south trail linking  
canal trail and Draper Park  
via the TRAX station and  
Town Center development**

**Additional trail connections  
pending redevelopment**



**Example of a trail and  
greenway running through  
new townhomes and older  
industrial buildings.**



**Willow Creek Trail**

**Trail linking Draper Park  
and City Hall.**



**Porter Rockwell Trail**

# 3

## A MIXED-USE TOWN CENTER ON THE DRAPER CITY SITE.

The five acres of the Fitzgerald property purchased by Draper City provide an unparalleled opportunity for a walkable town center - a cluster of civic, shopping and dining destinations wrapped together as a community hub and gathering space, and designed in a way that emphasizes people on foot rather than in cars.

The site lies between City Hall and Draper Park, directly across from the Town Center Station, and so can become the catalytic project that brings these elements together into a great place. The Plan's vision for the property is to knit together these desired community and commercial uses in a way that links Draper Park, historic Draper, and the station and supports the vision for Pioneer Road as Draper's Main Street. As the Illustrative Concept shows, the Plan proposes the site developed in two blocks, with mixed use retail/residential buildings and a community center along Pioneer Road and townhomes in back, with parking in the center of each block.

### Proposed uses

The Town Center Station Area Plan process revealed a core set of uses that stakeholder committee members and the public alike want to see at the Draper City site. These include restaurants, retail, and some type of a community or arts center. Complementary uses like housing and office space are supported by a segment of stakeholders and the public. Holladay Village, a recent city-driven town center project that integrates retail, restaurants and public space with offices and housing, was an example generally liked by the public.

The Town Center Plan proposes to integrate ground floor retail and restaurant uses with public plaza space along the envisioned Pioneer Road Main Street, as well as complementary housing units in condominiums above the retail and restaurants and in townhomes and duplexes at the south side of the site.

### Opportunities to extend and connect the civic campus

The Plan seeks to capitalize on the major opportunity to integrate the recreation, public space, and historic resources of the Draper Park area with a walkable town center. The Plan proposes to extend the segment of the park adjacent to the Day Barn into a park space that becomes part of the town center. This happens through a re-alignment of the 1135 East access drive to veer to the west, creating a place where the plaza space of the town center simply transitions across the small street into Draper Park.

### Active public realm

A vital part of the Town Center concept is an active public realm: An integrated connected network of street, plaza, and park spaces that attract people and activity, whether from outdoor restaurant patios, transit passengers coming and going, farmers markets, music performances, and people jogging or skateboarding. The Plan envisions the key town center uses being oriented to this active public space experience, with business doors and large windows lining the public plazas, a busy event schedule, integration of Draper Park with the town center, and most importantly every aspect designed for pedestrians rather than motor vehicle drivers.

### Community / performing arts center

The public was highly interested in the addition of some type of community center as part of the development of the City-owned Fitzgerald site. Draper city has also discussed this potential use for the property. The Plan proposes a moderate-sized community use as part of the project, integrated with the other desired town center uses and contributing to the activation of the envisioned Pioneer Road Main Street.

The plan leaves the specific community use or uses open, although there was an emphasis within the public on performing arts.

### Housing in the Town Center

The Plan includes a recommendation for housing to be included in the Draper City town center development, in multifamily units on top of the restaurant/retail uses fronting Pioneer Road and in townhomes and duplexes at the south side of the site. Many Stakeholder Committee members and the Project Team felt that it is important to include housing on the Fitzgerald site - to contribute to the state Station Area Planning goals and to provide a more vital environment in the town center.

### Parking at the Town Center

The Plan proposes to provide motor vehicle parking in shared, two-level structures in the center of each of the two town center blocks. Access to this parking is off a new street between the town center blocks and from the adjacent City Hall. With the grade difference between Pioneer Road and the area to the south, the parking will appear as a surface lot from Pioneer Road, but an "underground" level will be under the Pioneer ground floor deck.





Trail linking City Hall with Draper Park area along duplexes

Two stories of residential units on top of retail

Retail and restaurants opening onto plaza

Single family duplexes and townhomes at back of site forming a transition to new neighborhood

Two-level parking structure in middle of blocks serving retail, residential, community center, and park

Re-aligned 1135 East feeding into Constitution Avenue, Draper Park, Library, and Senior Center.

Draper Park extension

City Hall integrated into the Town Center

Community center

On-street multi-use path

Community plaza that can host markets, events, and other community gathering

TRAX station directly across from Town Center and accessible by a crosswalk



3-D renderings showing the vision for a Town Center on the City's Fitzgerald site - a vibrant public realm of outdoor dining and plazas that can host farmers' markets and other events, an extension of Draper Park, and housing above.

# 4

## SIGNIFICANT RESIDENTIAL DENSITY ON THE UTA SITE.

Tucked onto a slope between the TRAX tracks and the busy commercial corridor of 12300 South, the UTA-owned parcel currently used for a station surface parking provides a great location for new housing to complement both the station and envisioned town center across Pioneer Road. The Plan envisions the site taking on significant residential density in the form of up-to-five-story multifamily buildings, complemented by trails, a small park/open space, and a small amount of commercial oriented to 12300 South.

### The vision for multifamily housing on the site

The Plan proposes a series of multifamily residential buildings for the UTA site, accessed from a small network of streets that also connects to the station and its reduced number of parking spaces as well as potentially to the Hidden Valley Shopping Center next-door, and in the future, across the TRAX tracks to a future redeveloped IFA site and Pioneer Road.

The Plan envisions the buildings to be up to five stories high.

The unique site provides several aspects of potential for good design -

- Buildings (and their parking podiums/structures) can be built into the site's hill and their heights terraced down the slope, breaking down the buildings' massing to blend into the community.
- Buffer and open space areas can incorporate a network of trails that can both be an amenity for the housing as well as make important station area connections.

### Public space on the UTA site

The Plan envisions the new streets serving the UTA site as walkable, with connected sidewalks, park strips/furnishings areas, and quality crossings. The site is oriented both to the station itself at the south end of the site but also to a central park space surrounding the canal trail. This park space can be as large or small as makes sense for UTA and the eventual partner developer but should be oriented around the canal trail. Building entries should be oriented to these focal points of public space.

### Parking approach

The Plan envisions parking being integrated in the UTA site through structured parking in each multifamily building, at a transit-supportive ratio (see Implementation Plan). This structured parking at the south end of the site will need to include spaces for transit passenger use through an agreement - see transit access element.

### Potential configurations

The Plan's Illustrative Concept and the rendering on the following page shows **one potential concept** for the UTA site with regard to street configuration, building footprints and massing, retail location, and open space provision. However it's only one configuration bringing together these recommended elements for the site:

- Connected network of walkable streets linking to 12300 South and the Town Center Station (pedestrian connection), with the future potential for links to the adjacent shopping center to the east and industrial areas to the west.
- Canal trail running along the canal alignment - with a central small park built around it as a focal point of the development (in addition to the station).
- Open space buffer between multifamily buildings and Parkstone neighborhood. In addition, the existing wall at the western boundary of Parkstone will remain or be upgraded to a masonry wall.
- Direct, intuitive pedestrian access from UTA site to Town Center Station at the southeast corner of the site.
- Up-to-5-story multifamily residential buildings, with high-quality exterior materials and an emphasis on stepbacks to reduce visual impact, especially along the northern and eastern edges of the site and the breakup of the building massing.
- Use of slope and building massing to blend the buildings' heights into the surrounding area.
- Incorporation of station parking into both streets and residential building structure(s).
- Consideration for retail along 12300 South.

**Station parking is located in structured parking in multifamily building(s), shared with residents, as well as in on-street spaces.**

**UTA site redevelopment is focused on multifamily residential buildings.**

**Building heights are up to 5 stories.**

**Canal trail continues down hill to TRAX rail trail; potential future street connection down hill across TRAX to Pioneer Road.**

**Residential buildings are oriented to a central open space.**

**Retail uses in ground floors of buildings fronting 12300 South.**



**"Back door" to Town Center TRAX Station: Welcoming terraced plaza maintaining ADA ramping.**

**Network of new walkable streets with quality sidewalks, street trees, and other street furniture; Ground floors of buildings engage with the sidewalk.**

**Open space buffer between UTA site development and Parkstone neighborhood with trail from Canal Trail to TRAX station.**

**Building heights terrace down hill, with building mass broken up by the terracing.**

**Potential future street connection to Hidden Valley Shopping Center**



*3-D renderings showing the vision for how new mixed use development on the UTA site can create a vibrant frontage along 12300 South, with quality materials, stepbacks of building massing, and attractive sidewalk-fronting storefronts and streetscape.*

# 5

## IFA FLEXIBILITY WITH ENCOURAGEMENT OF FUTURE REDEVELOPMENT AND PRESERVATION.

The IFA grain mill, warehouse, and store constitute the most central active land use in the Station Area, sitting between the station, tracks, and Pioneer Road. On one hand, the mill, warehouse and store provide a range of regionally, locally, and historically important uses that are still economically vital. On the other, IFA may be better served with another location and the site is a central opportunity for redevelopment and achievement of the Station Area Goals. The Plan seeks to balance these potential futures of the site - to stay flexible to allow IFA operations to remain within a developing town center while encouraging a future move and redevelopment of the site to support the Station Area, town center, and walkable Pioneer Road Main Street.

### Allow for current flexibility

IFA's store, warehouse, and especially its mill are a major investment, and would likely cost tens of millions of dollars to move. It is likely the operations will remain in place for several years at least. The Plan must be flexible to allow these operations to remain. The project team believes the uses envisioned for the other core sites on the UTA site and City-owned Fitzgerald site are compatible in the near term with the IFA site functioning as it does today; the Pioneer Road streetscape may have to be flexible to allow for truck access.

### Seed a future move of IFA operations

The Plan supports actions that support a future move of IFA's operations to another site throughout the state of Utah. The first of these is the rezoning of the site to allow more intensive residential and mixed use development, setting the stage for development in line with a transit-oriented community and increasing the return available to IFA. The City should also work together with IFA to consider new sites for the grain mill and potentially the store, and explore funding opportunities to support the move.

### Historic preservation and adaptive reuse

The IFA grain mill is a major and unique landmark for the Draper Town Center, and represents a rich 100-year history of agriculture in the community and the national-level prominence of IFA through its "Milk White" eggs. The public, through the project's engagement process, has recognized this importance, and if IFA does move its operations, public feedback supports preserving the mill and potentially portions of the warehouse as landmarks and/or adaptive reuse opportunities. Throughout the United States, historic mills and other agricultural buildings and infrastructure have been re-purposed for other uses, especially a restaurant or other food and beverage use.

### Future redevelopment vision

The vision for a future redevelopment of IFA should support the elements and goals of the Station Area, including a walkable Pioneer Road Main Street, the need for housing in the station area, improved connectivity for streets and trails, and the desire to preserve the historic IFA mill and warehouse. The Illustrative Concept includes the following features (note that the rendering shows one configuration of these elements, but many other possibilities exist):

- A series of up-to-five-story buildings focused on multifamily residential units but with ground floor retail along Pioneer Road.
- Improvement of the Pioneer Road pedestrian realm and streetscape to be similar to that of the Town Center project across Pioneer Road - with a wide sidewalk.
- Preservation of the IFA grain mill and potentially the warehouse building and adaptive reuse into a new use that is ideally public-facing, such as a restaurant. The Day House, at Pioneer and 970 East, should be preserved.
- A small public plaza adjacent to the IFA mill, celebrating the IFA history through elements like murals and interpretive signage and lined by retail and restaurants and other uses supporting public activity.
- Careful consideration of vehicular access and parking for the site - if possible, allow for vehicular access to parking from another street besides Pioneer Road - the Pioneer Road frontage of the project should be as unbroken as possible by internal driveways.
- Potential future street or pedestrian connection to the IFA site from the UTA site, across the TRAX tracks and into the area shown as a plaza. If a vehicular connection, this street should be designed as a shared street space with features like a curbless street, a human scale surface like pavers or stamped concrete, and a very slow speed.



Adaptive reuse examples of silos and mills from around the United States.

Day House is preserved; next door, townhomes reflect single family scale of Day House and transition heights down from TOC to historic downtown.

Ground floor retail along Pioneer Road Main Street, with transparent, engaging facades and entries engaging with sidewalk.

Vehicle driveways/access from Pioneer Road is minimized.

Pedestrian connections through the site.

Plaza activated by Pioneer Road retail/restaurants and adaptive reuse of grain mill.

Preserved grain mill and potentially warehouse adapted into restaurant/entertainment use.



Vehicular access from 12300 South to minimize traffic impact on Pioneer Road.

Rezone to allow 5-story heights and mixed use; vision for site is focus on multi-family residential.

Structured parking in podiums integrated into buildings.

# 6

## IMPROVED TRAX STATION ACCESS.

Because of geographic constraints for the Draper Town Center Station and the area's unique property configuration relative to the rail line, the station's platform access is constrained as an island between Pioneer Road, the Parkstone residential neighborhood, and a steep slope running up to the station parking lot. With the recommended redevelopment of the core sites in the Station Area, the Plan identifies opportunities to reconfigure this access to make walking, biking, and rolling to the station platforms more direct, convenient, and intuitive, while more closely integrating the station into the public space of surrounding Town Center area. In addition, the Plan recommends adjustments to how other modes access the station, including bicycling, connecting transit, and driving/parking.

### Additional side platform for more direct access

The Plan recommends leaving the station platform largely as-is, but adding side platform access from the south in addition to the existing center boarding platform. This would happen by extending the existing plaza between the tracks and Pioneer Road to allow for side boarding as well as working with IFA to extend the platform to the west, if this is possible with IFA operations. This improvement would make access more direct from the planned town center development across Pioneer Road. As part of this opening of access to the train platform, the Plan recommends moving the existing Pioneer Road pedestrian crossing to a location centered on the station plaza and the envisioned Town Center project on the City-owned Fitzgerald site.

The Plan also strongly recommends finding a way to open pedestrian access on the west end of the platform, which is constrained by IFA property and operations.

On the north side, a redevelopment of the UTA parking lot site should consider the addition of a small public plaza linking the new drop-off area along the multifamily residential development and planned trail coming down the hill through the open space corridor with the north side platform. This presents a challenge, as there is a slope between the platform and the drive and drop off area, but the Project Team believes it is possible to use a series of ramps and terraces to create an improved public space in this area while maintaining ADA access.

These improvements make the most sense when the City and UTA sites are redeveloped in ways consistent with the Plan. The improvements rely on the more walkable, active context created by the envisioned redevelopments.

### Additional pedestrian access improvements

A network of other recommended improvements throughout the Station Area will help improve pedestrian, bicycle and ADA access to the station. These include:

- Top-quality sidewalks and pedestrian realm along Pioneer Road pending key redevelopment sites.
- Additional pedestrian crossings and traffic calming along Pioneer Road.
- A network of trail connections providing direct access to the station from all directions.
- A system of wayfinding signs focused on the trail network and Pioneer Road.

### Station parking approach

The Town Center Station Area Plan emphasizes pedestrian access to the station, but the Plan recognizes the need to maintain convenient park-and-ride vehicular access to the station. The Plan envisions the existing station surface parking lot converted to a new development focused on multifamily residential and trails; station parking would be integrated into the structured parking within the southernmost multifamily building, closest to the station, shared with the residential parking since the daytime use of the spaces is likely to be offset from the nighttime use by many residents. This parking would be accessed from the drive loop running between the building and the station. In addition, UTA could consider leaving some surface spaces in an angled or perpendicular fashion along the drive as "on-street" parking.

### Transit connections

The Plan envisions connecting bus and shuttle access to the station remaining largely as-is, with buses and shuttle vans picking up and dropping off passengers in the Pioneer Road shoulder. These connections will benefit from a longer plaza that will be more connected to the station platform and pedestrian crossing under the vision laid out above. More space for buses can make the Town Center Station more of a hub/transfer point, and could accommodate more bus routes in the future. Buses will continue to use the Pioneer Road/1300 East roundabout to turn around.

The larger transit plaza envisioned for the space between the tracks and Pioneer Road can also host bike and scooter share systems.



**Crosswalk across Pioneer Road moved further west.**

**West pedestrian crossing of tracks from the south opened by working with IFA.**

**Station is nestled into other key uses - Town Center development and Draper Park**

**Side platform added to integrate with existing train car plaza and open direct access to train from the Town Center**

**End-of-line infrastructure envisioned to function as it does now.**



**Station parking located in structure in multifamily building(s), shared with residents.**

**Trails lead directly to station**

# 7

## REZONING OF SOME AREAS AROUND THE STATION TO ENCOURAGE TRANSIT ORIENTED COMMUNITY.

Some areas in the Town Center Station Area provide the opportunity to pair with the core sites to enhance the transit oriented community envisioned by the Plan, and help achieve the statewide H.B. 462 Station Area Plan objectives.

Each of these areas provides a different opportunity and has different development timing, a different likely mix of uses, and different envisioned character. Unlike the core sites identified above that are owned by project partners Draper City and UTA, these sites would only redevelop if their owners want to make this change; however the plan can lay out a vision of how these areas can fit in to the overall Station Area vision and recommend policies that encourage redevelopment to fit that vision.

### Mixed-use area west of UTA site

The wedge of land to the immediate west of the UTA site that is currently occupied by light industrial and large service uses - such as K9 Lifeline dog boarding and The Farm sports club - presents an opportunity to add the same types of housing recommended for the UTA site. This site is separated from the UTA site by a high, steep slope, so it is more intuitively connected to 12300 South at its current access near where 970 East and the TRAX tracks converge.

The Plan recommends rezoning these properties to the same transit-oriented designation as the UTA and IFA sites and encouraging vehicular access from 12300 South and trail connections to the station, including a central integration of the canal trail link to the TRAX rail trail north of 12300 South. Redevelopment of the site, combined with a UTA property redevelopment, also creates the opportunity for a trail to extend from 12300 South along the tracks directly to the station.

### Mixed-use area along 12300 South

Directly north of the UTA parking lot site is a large big box commercial building and large surface parking lot, as well as a variety of other office uses on the other side of 1000 East. This area's location directly across 12300 South from the UTA site and under-utilization presents another opportunity to enhance the Town Center transit oriented community.

The Plan's vision for this area is a mix of uses that focuses on the types of commercial along the 12300 South corridor but also includes housing and office if viable. The Plan recommends rezoning these properties to the same transit oriented designation as the UTA and IFA sites, but provisions may be necessary to ensure a balanced mix of uses. Redevelopment of this area should also improve the pedestrian environment along 12300 South and slow

traffic by narrowing lanes and adding bulb-outs and medians. The Plan also recommends, in the long term, a new street connection running through the area and meeting 12300 South at the current location of the UTA driveway, where a new pedestrian crossing would be placed.

In addition to the area north of 12300 South, the Plan also recommends inclusion of the Hidden Valley Shopping Center into the Transit Oriented zone, but, like the area north of 12300 South, it should remain primarily commercial.

### Transition between T.O.C. area and historic downtown core

The Plan envisions the area between IFA and 900 East, between Pioneer Road and 12300 South, as a transition between the more intensive transit oriented community area to the east on the UTA and IFA sites, to the less intensive, lower-rise historic Draper town center area to the west. This area includes the Little Dutch Boy Bakery and other industrial uses on the east side of 970 East, and homes, vacant land and some small commercial buildings on the west side of 970 East. The vision for this area is to implement redevelopment that brings the five-story heights of the area to the east to the one-to-three story heights of the historic downtown area, but also emphasizes walkable street-fronting buildings. The Illustrative Concept shows five-story heights east of 970 East; 4-story heights west of 970 East to midblock, and the historic town center area's three-story heights beginning mid-block between 970 East and 900 East. The City's current Town Center Zone largely supports and encourages this development but may have to be refined to allow for this height transition.

If redevelopment does occur in this area, the Plan includes consideration of re-aligning 970 East with Fort Street at Pioneer Road, creating a four-way intersection with Pioneer Road.

### Potential future re-consideration of 12300 South commercial areas

The 12300 South corridor east of the UTA site is a vital commercial corridor for Draper, comprising one of the community's largest concentrations of shopping, services and employment. In the near term, it does not make sense to include all of this corridor as part of the envisioned transit oriented community. However, in the long term, if and when these sites become ready to be redeveloped the City should consider whether to encourage transit-oriented development on them. This will depend in part on momentum and transformation created by earlier phase T.O.C. projects.

**Building heights are up to 5 stories.**

**Focus on residential uses in this area**

**Retail uses in ground floors of buildings fronting 12300 South.**

**Streetscape, pedestrian crossing, and traffic calming improvements along 12300 South.**

**Mix of land uses in this area is important - commercial, office, and housing. Commercial, mixed use, and office generally in the front of the site, housing in the back.**

**Network of new walkable streets with quality sidewalks, street trees, and other street furniture; Ground floors of buildings engage with the sidewalk. Parking located in middle of blocks, behind or to the side of buildings.**

**Townhomes as a transition to neighborhoods to the north.**



**Vehicle access off 12300 South**

**Canal trail - TRAX rail trail link runs through middle of site.**

**Street link to UTA site**

**In this area, commercial is the land use focus of redevelopment.**

**Potential "pad" buildings fronting 12300 South**



# **PRESERVATION AND ENHANCEMENT OF THE CHARACTER OF THE HISTORIC DOWNTOWN**

Draper's historic downtown has a great pedestrian scale of buildings and connected streets that supports a walkable transit station area. The area includes several landmarks, including the Park School, the Draper Theater, the Draper Cemetery, the Historic Draper Park, and others. The Plan seeks to preserve this scale and character and these landmarks.

However, the area's walkable character only exists in stretches, and so the Plan also recommends continued infill of new development that fills out the district and complements the scale of the historic buildings, as well as investment in walkable street infrastructure that includes filling sidewalk gaps and improving sidewalks to the wide facilities with streetscape furnishings that should be part of a walkable small town or suburban downtown. One key strategy for this is to make amendments to the current Town Center zone to make these types of infill developments easier.

The envisioned Pioneer Road Main Street and its recommended pedestrian and streetscape improvements and active building frontages will help tie this district together. It is important that the other streets, blocks, buildings, parks, and public spaces complement the Main Street along Pioneer Road.

## **Preservation of existing scale, structures, and business community**

The Plan encourages the preservation of the one-to-two story structures that define the historic area, as well as the success of the business community that occupies them. A large aspect of this plan element is promoting the business community in the town center to get it to a critical mass of vibrancy, and this begins with supporting existing downtown merchants.

## **Encouragement of further infill and adaptive reuse**

Recent infill development projects in the historic downtown such as Draper Cove show the potential for low-to-mid-rise projects with a mix of commercial, residential, and office uses to enhance the historic downtown. The encouragement of redevelopment like this on underutilized sites will need to strike a careful balance between a bold transformation to a vibrant walkable district on one hand and preserving the existing buildings and businesses on the other. Some sites, for example, are built as strip shopping centers with parking lots in front and present opportunities to revitalize the district with new street-fronting walkable retail and restaurants, if this works with the wishes of property owners and existing tenants. In other cases, it may be more beneficial to existing businesses and other tenants to adaptively reuse an auto-oriented site by converting a parking lot to dining, display or yard space and adding enhanced sidewalks, trees and landscape, and pedestrian access features.

**Expand tree canopy in downtown, especially along Pioneer Road Main Street.**

**Continue to build parking in back or, if necessary, at side of new buildings.**

**Incent walkable development on key opportunity sites along Pioneer Road Main Street.**

**Preserve and highlight of key historic buildings like the Park School.**

**New developments like Draper Cove reflect downtown character and help fill in gaps in Pioneer Road Main Street.**

**Land use mix remains the same, but with consideration of additional housing.**



**Improve sidewalks and streetscape along Fort Street corridor**

**Pioneer Road Main Street will be central feature of downtown and will reflect and support historic downtown character.**

**Potential future alignment of Fort Street and 970 East by moving 970 East**

**Transition of building heights down from five-story TOC area heights to one-story historic downtown heights.**

**Flexibility with industrial uses like Little Dutch Boy bakery to remain or to redevelop.**

# 9

## QUALITY TRANSITIONS TO ESTABLISHED RESIDENTIAL NEIGHBORHOODS.

Approximately 50 percent of the Station Area is established, largely single family residential areas that all stakeholders envision as remaining intact. These neighborhoods can be grouped into three areas - Parkstone, areas to the south, and areas to the north. Especially for the areas to the north and south, the Plan recommends both transitions from the more intensive transit oriented community areas around the station and access improvements to better connect the neighborhoods to the station area and town center's destinations and amenities.

### Parkstone buffering

Parkstone is a small single-family residential neighborhood that has a unique place in the station area, due to its location immediately adjacent to the Town Center Station platforms. Neighborhood residents have expressed concerns throughout the station area planning process about impacts to their quality of life from intensification of the station area, especially on the UTA property that is next to the neighborhood. The neighborhood is accessed from its east side via Estates Way, so access concerns aren't the issue (apart from increased traffic on Pioneer Road), but noise, changed views, and other nuisance type impacts are a concern.

The Plan has taken these concerns into consideration and, while it recommends high-intensity multi-family residential development on the UTA site, it also recommends a landscaped open space buffer of about 100 feet to separate these new residential buildings from the edge of the Parkstone neighborhood, as well as a three-story height limit for the easternmost residential buildings along the open space buffer. This open space buffer can also be used as a trail corridor, ensuring that the trail does not run too close to the back fences of the Parkstone homes. In addition, the existing wall at the western boundary of Parkstone will remain or be upgraded to a masonry wall.

### Transitions to neighborhoods to the south

The key transition to neighborhoods to the south for the Plan to consider is alongside the envisioned town center development on the City-owned Fitzgerald property. South of this site is a property that Ivory Homes is developing as a single family neighborhood, similar to the surrounding single family residential area to the south, and southwest and southeast.

The Plan's measures to ensure this transition include:

- Open space at the back of the future City town center site to create a transition between a mixed use activity center and the planned Bainbridge single family neighborhood;
- A walkable neighborhood treatment of the street linking the Bainbridge development to the City town center project, with a sidewalk with landscaped park strip, street trees, and the retail and community center frontages of the town center project;
- Trails that link the neighborhoods to the south into the town center area - linking the Willow Creek trail to the planned town center project trails network and an east-west trail at the south end of the town center project linking to Draper Park and City Hall.

### Transitions to neighborhoods to the north

Neighborhoods to the north of the town center area primarily lie in Sandy and are up a hill from the station and across 12300 South from surrounding core sites, with the existing shopping centers in between, creating a sense of separation.



*View that gives a sense of how the envisioned Town Center Station Area development will look from and transition to surrounding neighborhoods - the view from the open space buffer between the Parkstone neighborhood and the UTA site (bottom).*

# 10

## CONNECTIVITY IMPROVEMENTS THROUGHOUT THE STATION AREA

Connectivity of streets and pathways is a theme that runs through the entire core of the station area. Several factors - steep slopes, large and patchy land uses, rail tracks - combine to challenge connectivity in the area for those on foot, biking, and even driving. The Station Area Plan needs to increase connectivity where opportunities arise.

While many previous elements in the Plan identify connectivity improvements in their areas of focus, this section runs through them as a comprehensive network for the whole Station Area.

### Sidewalk improvements

Several locations throughout the Station Area have patchy, substandard, or no sidewalks. The Plan recommends to fill these gaps with new sidewalks on:

- Pioneer Road east of 1300 East, both sides.
- Both sides of Fort Street.
- West side of 970 East.
- Some other gaps on Pioneer Road.

### Bicycle treatments

The station area has little bike infrastructure, especially in its core, directly accessing the station. However, adding safe, direct, and comfortable facilities for people on bikes is a vital part of access to the station and its various destinations. These recommendations largely build on those of the Draper Active Transportation Plan.

- Off-street trails identified for the core Station Area sites - these trails will be the primary facilities bringing people to the station on bikes.
- On-street multi-use path envisioned for Pioneer Road through the Station Area, which will also provide direct access to the station as well as other destinations. While the Active Transportation Plan recommends a buffered bike lane for Pioneer Road, the existing roadway, right-of-way, and context make a buffered bike lane challenging to implement in the near term. A south-side two-way multi-use path could be implemented as part of the City's Town Center project and could be built within the area behind the curb, avoiding the curb cuts of IFA.
- Extension of 1300 East bike lane north of 12300 South.
- Extension of 12300 South bike lane east of 1300 East.
- Bike lane on 1000 East.

### Pioneer Road Main Street

The improvements recommended to transform Pioneer Road into a Main Street for the Draper Town Center area are summarized in Element 1, but will be an important element of connectivity in the station area - both along Pioneer Road (wider sidewalks, the multi-use trail, streetscape) and across it (more frequent crossings, shorter crossings, traffic calming).

### 12300 South barrier reduction / traffic calming

12300 South is a major roadway that creates a barrier for people walking and bicycling through the Station Area. Considering the Plan's vision for increased amenities in the Station Area core, the Plan recommends reducing the barrier posed by 12300 South through strategies such as:

- Planted medians.
- Narrowed traffic lanes.
- Curb extensions shortening pedestrian crossings.
- More pedestrian activity and engaging pedestrian frontages along the 12300 South corridor.
- More frequent pedestrian crossings.

### New street connections

A series of new street connections should be part of the envisioned new developments on the core sites as well as other potential transit-oriented community areas. New streets can extend existing streets, create a more pedestrian-scale block pattern, and overall establish a more connected station area. While taken together, they can eventually create a well-connected station area, the challenges of different developments happening at different times and the station area's topography make implementing a coordinated network difficult.

- A network of local streets on the UTA site.
- A new street connecting Pioneer Road south to the Bainbridge residential development, providing access to Town Center project parking.
- Dividing the block between 970 East, 900 East, Pioneer Road and 12300 South with an interior network of streets, if redevelopment occurs.



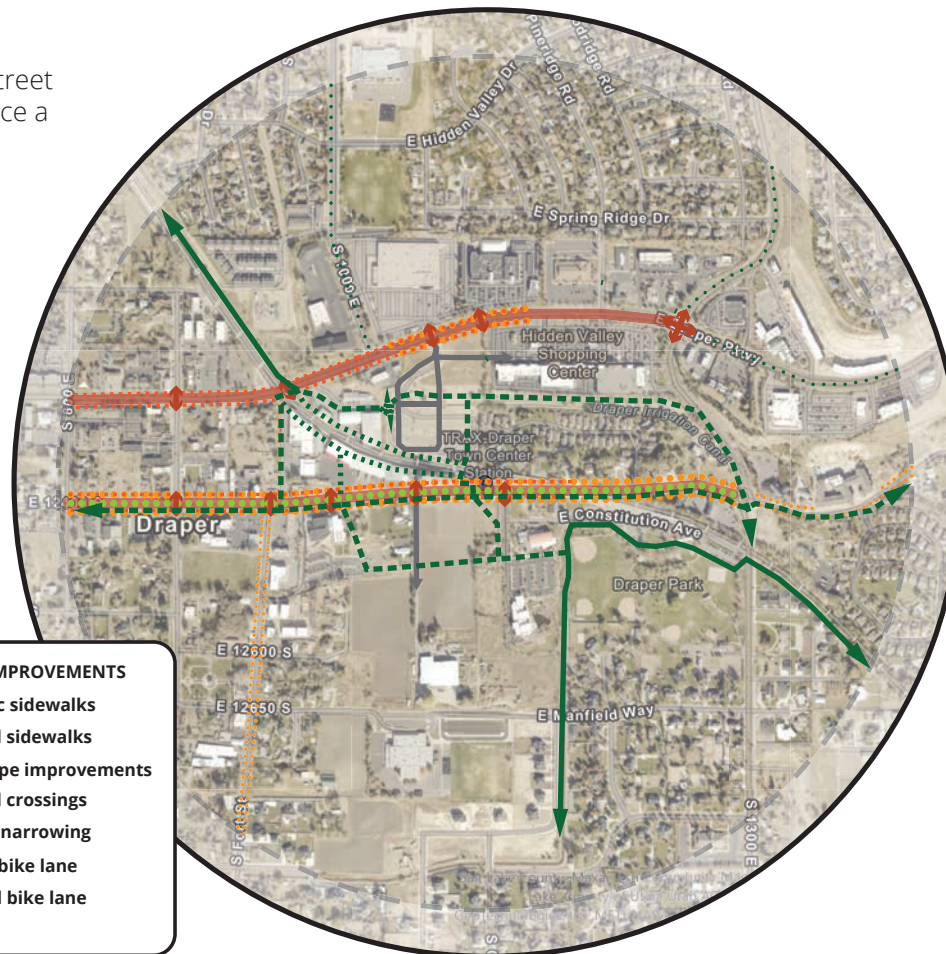
- A potential street connection from the UTA site, across the TRAX tracks to the IFA site and Pioneer Road. This should be designed as a shared street (woonerf).

All of these street connections should be built to be as walkable as possible, at minimum with a 5-to-6 foot sidewalk and equally wide park strip or furnishings area, with street trees and pedestrian scale lighting, and traffic-calming features.



**Shared streets (woonerfs)** provide livable, pedestrian-speed environments where cars are allowed to drive through but are treated as guests.

**Enhanced crossings and roadway narrowing** make people crossing the street more visible, slow traffic, and can enhance a street's sense of place.



**Enhanced sidewalks and streetscape improvements** provide a wide, comfortable area for walking, shopping, dining and other activities.

# IMPLEMENTATION PLAN

The Implementation Plan summarizes the key actions that can enable Draper City and its partners to implement the Station Area Plan (SAP). The Implementation Plan's actions have been crafted to enable the City and its partners to realize the Illustrative Concept and Plan Principles. These have been separated into three parallel "tracks." A more detailed version of the Implementation Plan can be found in the Appendix.

## Track 1: Initial City Actions

### Step 1: Station Area Plan adoption

The project team will finalize the Station Area Plan, and the City staff and Council will adopt the plan.

### Step 2: Zoning

Step 2A: The City will create a New Transit Oriented Development (TOD) Zone applying to the City-owned Fitzgerald property and UTA site, as shown in the Illustrative Concept. The zone will:

- Allow a range of land uses typically found in the downtowns or central areas of mid-size cities, focusing on multifamily housing, retail/commercial, office/employment, and lodging.
- Allow buildings of up to 5 stories, but ensure no one building is overly massive.
- Require overall residential densities of a minimum of 50 units per acre in order to enable the City to apply for an HTRZ designation.
- Regulate the maximum size and scale of development in the TOD by stories, height, setbacks, massing, and other measures of form rather than dwelling units per acre.
- Establish build-to lines along streets in order to create walkable street environments and pedestrian access and minimal setbacks along property lines, except adjacent to other zones, where setbacks may be larger.
- Include transitions of height and massing down to the north and west.
- Require parking ratios of no more than 1 to 1.25 spaces per residential unit, or a lower ratio if the developer employs transportation demand management (TDM) techniques appropriate for residents of the station area, such as transit pass programs, bike/ebike share, and car share.
- Require ground floor commercial space on Pioneer Road.
- Consider employing frontage types, which are typologies of different ways

to create active ground floors or site frontages appropriate to different uses and contexts - such as storefronts, yards, and residential entries.

The sites within the industrial redevelopment area shown in the Illustrative Concept should be rezoned at a later date as the property owners seek change.

Step 2B: The City will modify the Town Center Zone in the following ways:

- Reduce requirements for ground floor commercial space. Even in highly desirable traditional urban neighborhoods, much of the ground floor of buildings is not commercial. However, active uses such as multifamily unit entries should still be required.
- Focus new commercial uses on Pioneer Road Main Street.
- Consider adjusting parking requirements to be similar to those included in the TOD zone above.
- Consider increasing allowed heights where properties are not located in close proximity to existing single family homes.
- Consider adding frontage types to help shape public space (see above)
- Incent historic preservation.

## Track 2: Specific Redevelopment Properties

### City Property

The first step is the rezoning of the City property into the new TOD Zone as outlined above. The City will then confirm and establish goals for the project, using the Plan Principles shown above, or define a specific set of goals for the development of this property. The City will then use/refine the SAP concept.

The City will then order an appraisal for the property; prepare a Request for Proposals (RFP) for Mixed Use Development teams; advertise and distribute the RFP regionally; review developer Proposals and select the City's preferred developer; and negotiate Development Agreement(s) with the City's preferred developer.

For the community center piece of the project: In the project team's view, this community center is most likely a project that would be financed, designed, built, and maintained by the City. The bigger the center is, the more this is likely to be the case. However, if the community center is modest in size and scale (e.g., a single "black box" theater), it is possible that the developer selected for the remainder of the City's site could help to finance, design, and build it.

## UTA Property

Similar to the City property process described above, UTA, working alongside the City, will first confirm and establish goals for the project, using the Plan Principles or plan language shown above, or define a specific set of goals for the development of this property. UTA could also refine the design concept shown in the SAP at this point or later once a developer is selected.

Rezoning this property is an important next step. Rezoning it to the new TOD zone described above should happen before UTA begins to engage a developer for the property.

UTA will then work with the City to engage a development partner that best demonstrates the ability to realize the vision described in this plan.

The project team believes 3-to-5 story residential buildings on the site, along with some ground floor commercial space along 12300 South, would be financially feasible for developers to build on this site, with no subsidy required by UTA or the City. However, a subsidy or public investments could be required if expectations for the canal trail, open space, or structured parking are high. An alternative funding source will be required for UTA parking and public amenities.

UTA's preference is to integrate UTA parking stalls into structured parking. The hope is that structured parking shared among transit riders and the residential units is possible. A shared parking analysis is needed to determine shared stall utilization. UTA seeks to limit surface lot parking adjacent to the platform; the Plan recommends at most integrating some on-street spaces for the new street that will access the east end of the station. Project team utilization analysis showed the UTA parking lot less than 10 percent utilized – at any given time there are about 35 cars in the lot. However, UTA notes that modes are returning to 2019 ridership, and between 2018-2019, utilization ranged from 100 to 150 vehicles. To accommodate this demand, about 50 on-street spots along the access drive could remain. In addition, another 50 to 150 spaces could be shared in future residential/mixed-use projects built on site, as follows: During the day, when a large share of residents leaves for work or other obligations, park-and-ride patrons can be allowed to use a modest share of the parking built for residents. This means that the developer of the project does not need to build additional parking specifically for park-and-ride patrons. However, a more detailed time-of-day analysis and a share analysis will need to be performed prior to confirming a specific number of stalls.

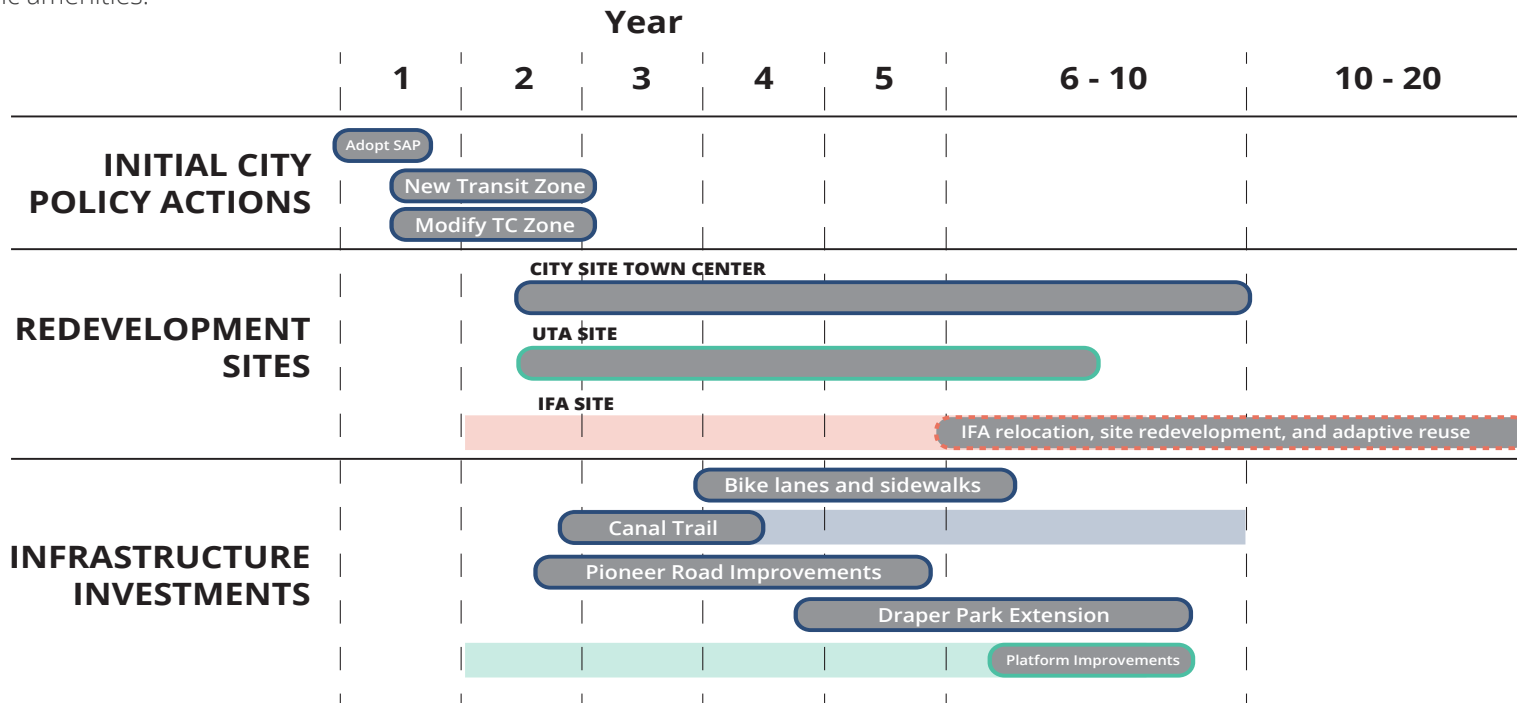


Figure 11: Timeline for the Plan's implementation categories of Initial Policy Actions, Redevelopment Sites, and Infrastructure Investments.

## IFA Site

Redeveloping the City and UTA sites can probably be accomplished more quickly than the IFA site, since there is already a reasonably clear vision for the City and UTA sites, and they are undeveloped or underutilized. The IFA site can be reused or redeveloped but may require patient effort for many years to realize that. The site is currently used to provide retail, storage, and industrial/food processing uses, and the project team's understanding is that the uses on this site could be consolidated with activities on other IFA sites and collectively moved to other sites yet to be determined.

Just by rezoning the site to TOD alone, or allowing IFA or other site owners to opt into the TOD zone, should create significant land value for IFA. Rezoning should happen when IFA wants it to.

The following actions could be carried out by the City, IFA, or other parties, in no specific order:

- Identify the properties that IFA might want to consolidate at another industrial site, and the types of retail properties IFA would like to occupy.
- Engage a commercial broker to identify industrial and retail potential properties that fit IFA's needs.
- Secure an appraisal of the Draper IFA property.
- Conduct internal strategic planning at IFA.
- Evaluate the financial tools available from Preservation Utah and its partners. The IFA property may be able to leverage funding for historic preservation, including low-interest loans for qualifying properties through statewide historic preservation advocacy organization Preservation Utah, or grants/tax credits through the Utah State Historic Preservation Office.
- Engage brokers to help understand the potential for "interim" commercial uses (e.g., restaurants, other food and beverage, or other commercial uses) to be housed in the current IFA site, west of the mill and east of the warehousing/distribution area, in the building with a frontage closest to Pioneer Road. This area could be leased by IFA to tenants.
- Look for opportunities to secure regional or state funding to support IFA's long-term goals and potentially relocation. IFA's long-term goals appear to be consistent with state and regional station area planning goals, and success for the IFA also advances regional economic development and historic/community development goals.

## Track 3: Infrastructure Investments

The preferred development concept identifies the following infrastructure. For timing please see Figure 11.

### Station Access and Public Space

These are envisioned to include:

- Addition of south side platform – the project team recommends adding a south side platform and leaving the middle platform, with boarding from both sides.
- Opening of west pedestrian access, working with IFA or successive property owner.
- Expanded plaza between Pioneer Road and the platform(s) to match the width of the platform and increase direct access from Pioneer Road and planned new Pioneer Road crossing at west end of platform area.
- Terraced plaza space connecting envisioned multifamily and new drop off/drive with the platform.

*Planning level cost estimate: \$6.3 - 8 Million*

### Pioneer Road Main Street

Transformation of Pioneer Road to a "Main Street" with wide sidewalks, streetscape improvements, an on-street multi-use path, and frequent pedestrian crossings.

*Planning level cost estimate: \$4 Million*

### Draper Park Extension

This would extend Draper Park from the Day Barn area into the envisioned Town Center mixed use development, integrating the park into the station and Town Center. It would require re-aligning 1120 East and its signal and pedestrian crossing of Pioneer Road.

*Planning level cost estimate: \$4 Million*

### Rail/canal trail corridor

This would establish the canal trail along the canal right-of-way from 1300 East through the UTA property.

*Planning level cost estimate: \$1 Million*

### Additional active transportation improvements

These include extended bike lanes on 1300 East and 12300 South; new bike lanes in 1000 East; traffic calming and pedestrian crossing improvements on 12300 South; new sidewalks for core station area streets such as Fort Street and 970 East.



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