



# westjordan

downtown revitalization plan

for  
City of West Jordan



market reconnaissance  
preliminary retail assessment  
preliminary development program  
july2004





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downtown revitalization plan

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## introduction

As with many towns in Utah and around the country, development has occurred in a haphazard manner in West Jordan. And as is the case with many other towns, little development has occurred in the center of West Jordan in the past 15 years. It has simply been easier to build on vacant, freestanding sites than to redevelop existing aged or dated areas of the city.

The City of West Jordan has the intention to reverse this trend. First, by building their new City Hall in the historic center of the city as well as the Justice Center (that will include the City Police Station and Courts) under construction adjacent to the south, public investment and policy is redirecting energy to the original Town Center. The West Jordan Downtown and Briarwood Redevelopment Project is another sign of public commitment to revitalize downtown West Jordan.

The City of West Jordan retained a consulting team, LMN Architects with Leland Consulting Group, K. Glover and Associates, and others, to evaluate conditions within the 95-acre site located on the east side of Redwood Road and south of 7600 South to 8200 South for redevelopment. The goal is to create a development program, plan and strategy for mixed-use and transit-oriented development (TOD) along the future light rail line, providing a successful new Town Center for the City of West Jordan. This center will serve as a transit hub for the area, generating vibrant and economically successful activities, benefiting the larger community.

Leland Consulting Group prepared this report for the target area. The purpose of this report is to examine existing demographic and market information in order to assist the City of West Jordan and the project team in evaluating viable development program options for the site. The development program consists of a description of the mix of uses to be developed on the site, describing it in narrative form in addition to intensity and quantity of uses.

This report will relate existing demographic and market trends around the target area to successful TOD models nationally and will identify required factors to achieve successful development in West Jordan. It will identify existing resources and challenges, recommending means for capitalizing on opportunities and overcoming barriers to support a successful redevelopment of the target area. Focusing on land uses identified in previous studies (the DAT report and other existing plans), as well as the firms' extensive experience, it will identify land use types that are most appropriate for a TOD project in West Jordan.

Market conditions are in a constant state of flux. Local or national news, interest rates, economic factors, political events, or any other variety of sources may influence market trends regarding the ideal development for West Jordan today. This report focuses on demographic and market trends within the community of West Jordan and the surrounding area to assess what catalyst(s) may best drive the redevelopment effort. Those trends will attempt to qualify and quantify the program for a new Town Center in West Jordan.

As the strategy moves forward, a comprehensive market analysis is recommended to test and delineate achievable goals for market viability and financial success for individual

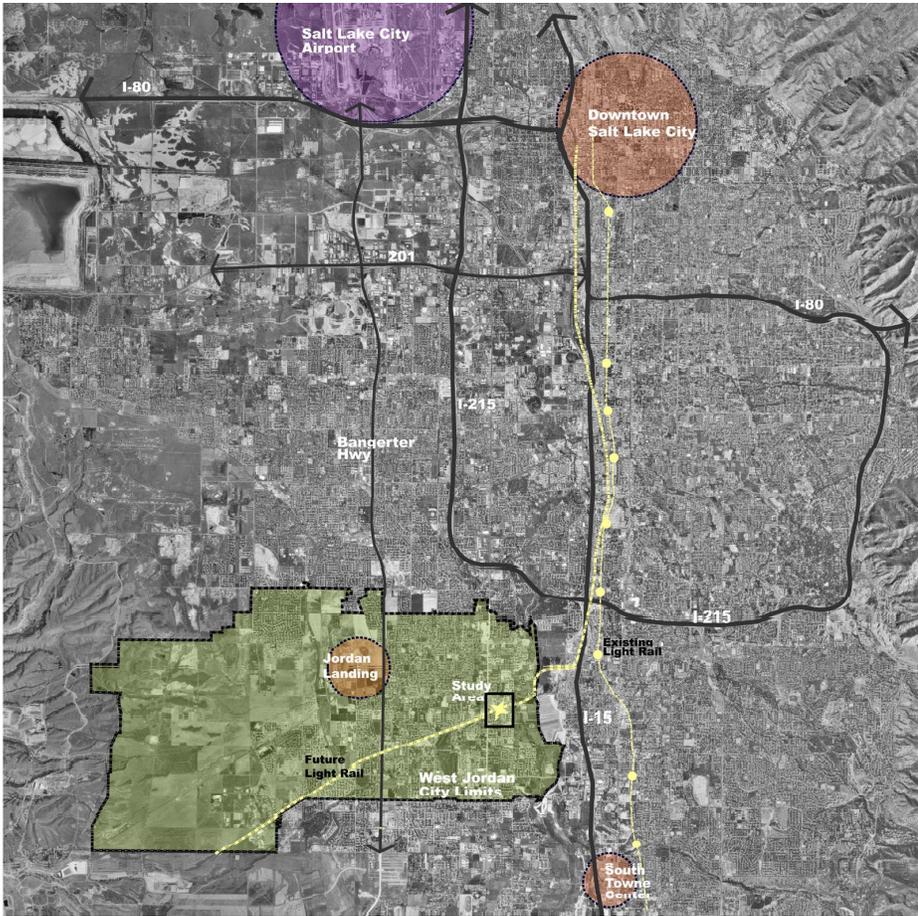
components of the program. It is further recommended that the program be tested for market viability at individual phases of development in creating a Town Center for West Jordan. As the Town Center develops, the success created from these core 95 acres will redefine the larger area, tying into other existing amenities, such as the City Hall and the Justice Center, the U&I Sugar Factory, and the 100-acre Main City Park.

The conclusions from this analysis of demographic and economic indicators help form the foundation for the Preliminary West Jordan Development Program. Opportunities and key points regarding the Town Center will be designated in the margin by the following: **keypoint**

### the west jordan market

West Jordan’s close proximity to downtown Salt Lake City provides convenient access to employment opportunities for many of its citizens. It has a good school system and affordable housing, which attracts a young family base to the city. Figure 1 shows West Jordan in relationship to Salt Lake City and the Salt Lake County valley.

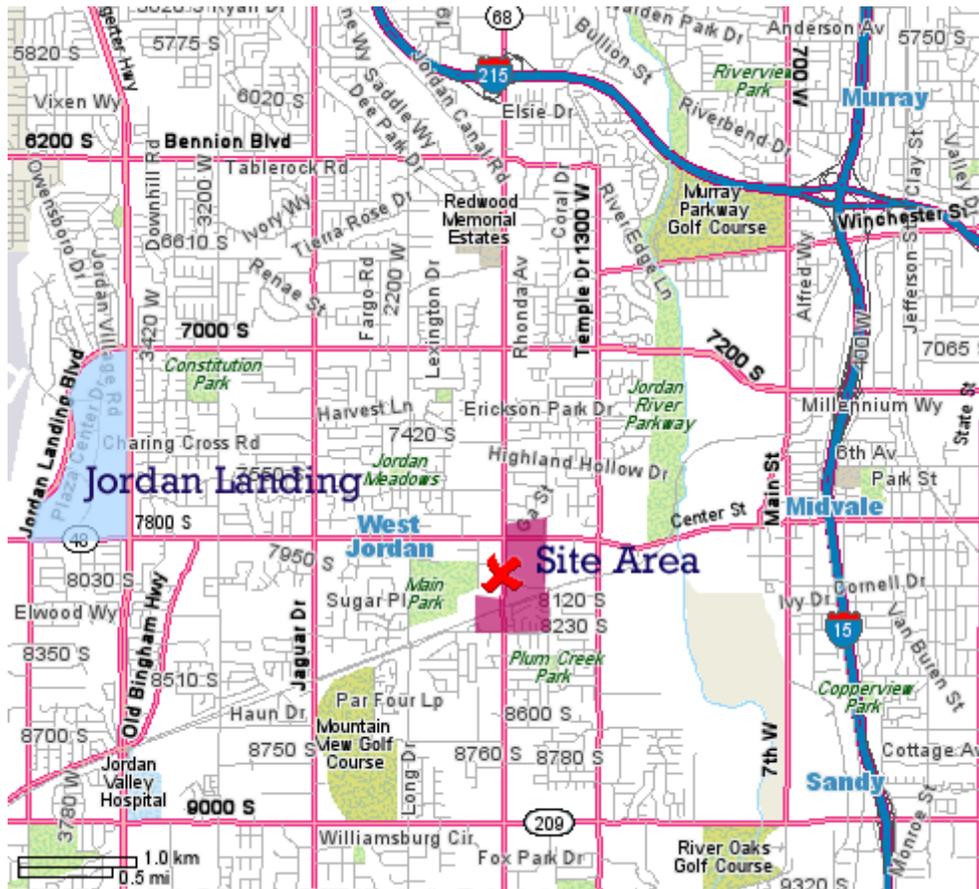
Figure 1. Salt Lake Valley Context Map



Source: LMN Architects, 2004

Figure 2 shows the Project site location, noted in red, relative to the City of West Jordan. The city extends west of the illustration, now encompassing the Kennecott Copper Mine land as well.

**Figure 2. West Jordan Context Map**

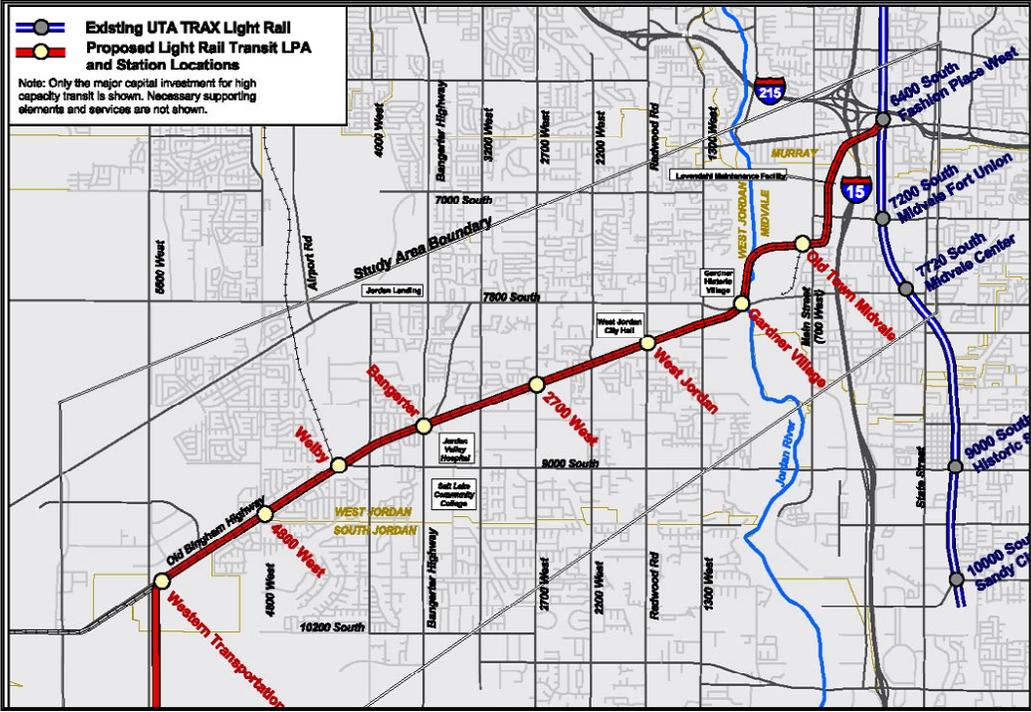


Source: Rand McNally Company, 2004

Much of West Jordan’s recent development has occurred northwest of the site, in terms of housing, retail and office, particularly in the new development of Jordan Landing (shown in blue above), a 403-acre development along Bangerter Highway, employing a program of retail, restaurant, entertainment, rental and for-sale housing, and office uses. Future phases include a hotel and additional retail and restaurants. The employment sector has not grown significantly in any areas of the city.

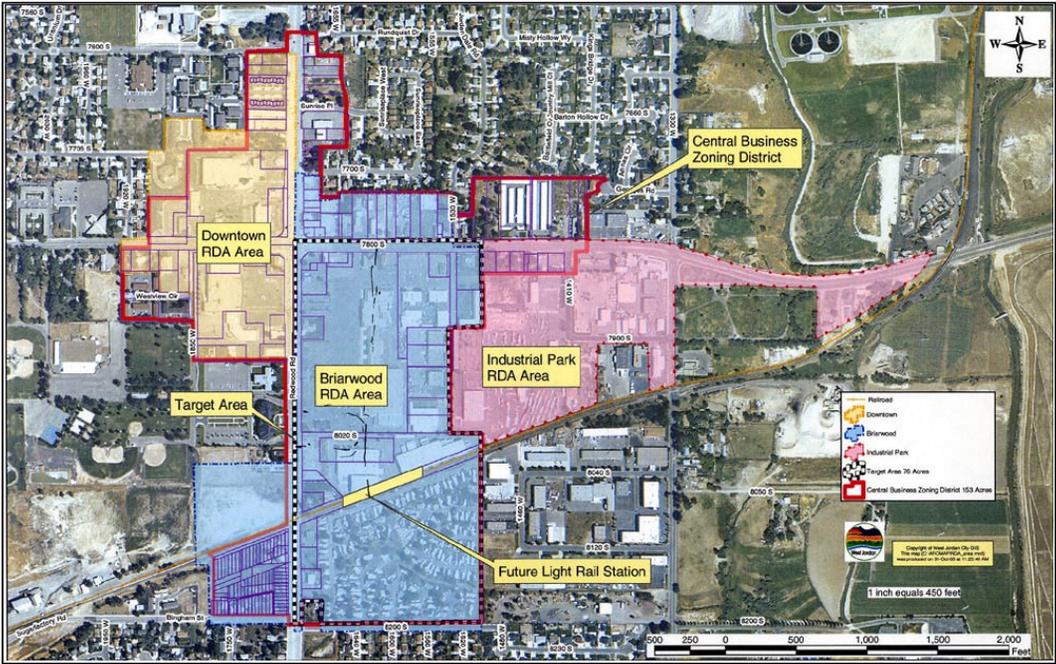
The site consists of 95 acres that are essentially flat, primarily located on the east side of Redwood Road and south of 7800 South to 8200 South. A proposed extension of the Mid-Jordan LRT line, shown in Figure 3, bisects the site on the southern end diagonally, running perpendicular to Redwood Road. The site is designated by blue in Figure 4.

Figure 3. Map of Downtown Mid-Jordan Light Rail Extension



Source: URS, 2002

Figure 4. Map of Downtown West Jordan and the Briarwood Redevelopment Area



Source: City of West Jordan

The area surrounding the site has been West Jordan's downtown throughout its history. The intersection of 7800 South and Redwood Road was the civic, cultural, religious, educational, commercial, industrial, and recreational center of the community. In 1913, the Mormon meetinghouse was completed next door to the 1896 "bell tower" school, located at the southwest corner of what is now 7800 South and Redwood Road. The buildings were both later replaced at the same locations. The area remained the civic focus of the community until 1976, when the LDS meetinghouse was demolished.

Civic prominence in the area was regained with the completion of the West Jordan City Hall in 1993 at 8000 South Redwood Road, just south of the original civic building locations<sup>1</sup>. The completion of the Justice Center will once again establish this area as the civic core of the city.

Today, the site holds a large, semi-occupied retail strip mall, active retail uses in several stand-alone buildings, industrial buildings, entertainment uses (housed in an industrial building), a mobile home park, and many vacant buildings scattered throughout. The bulk of the development, primarily the strip mall, was built in the 1960s, and the design reflects the strip mall genre of that era. The strip mall property dominates the site in the center. However, it is set towards the back of the site; with parking lots predominantly fronting the street. Individual tenant pads are intermittently dispersed throughout the parking. Some buildings have been maintained, updated and recently remodeled. However, the majority of the buildings are not up to current retail standards and performance guidelines. Just north of the rail line are industrial buildings, leased for a variety of uses, while south of the rail line is the fully occupied mobile home park. The redevelopment area has multiple owners.

Redwood Road, adjacent to the site on the west, has been recently widened to three lanes in each direction with a center turn lane, being 100 feet wide from sidewalk to sidewalk. There are no street trees or on-street parking along Redwood Road. The sidewalks adjoining the site are six feet wide and separated from the street by a grass planted median. The speed limit is 45 mph. 7800 South, on the northern end of the site, is currently undergoing improvements. When completed, it will be five lanes wide. There is one crosswalk at the intersection of 7800 South and Redwood Road. This is one of the busiest intersections in the city, and in fact, one of the highest traffic count intersections in Salt Lake County. Other signals and crossings are planned directly across from the Justice Center (currently under construction just south of City Hall) and at 8200 South.

As mentioned, City Hall, the fire station, and the Justice Center are located to the west of the site, just south of a retail strip center in the southwest corner of the intersection at 7800 South and Redwood Road. The other two corners of the intersection are also retail in nature. The Industrial Park Redevelopment Area lies to the east of the site. Residential development, to the south, is characterized primarily by an older established single-family home neighborhood. Some relatively new infill single-family housing can be seen as well.

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<sup>1</sup> Dare to be Different: DAT Report to the City of West Jordan, Utah, 1999

## demographic profile

### Population

A bedroom community of Salt Lake City, West Jordan has more than doubled in size in the past 25 years from a population of 42,892 in 1990 to its current size of 92,475<sup>2</sup>. West Jordan annexed a large parcel of land to the west of the city in 2000, explaining in part some of the population growth. From 1990 to 2003, West Jordan has experienced an annual growth rate of 4.68 percent. In comparison, Salt Lake City's annual growth rate was 1.28 percent, and Salt Lake County grew by 2.15 percent. Table 1 and Figure 5 show annual population growth and growth rates in West Jordan, Salt Lake City, Salt Lake County, and the State of Utah during that time period.

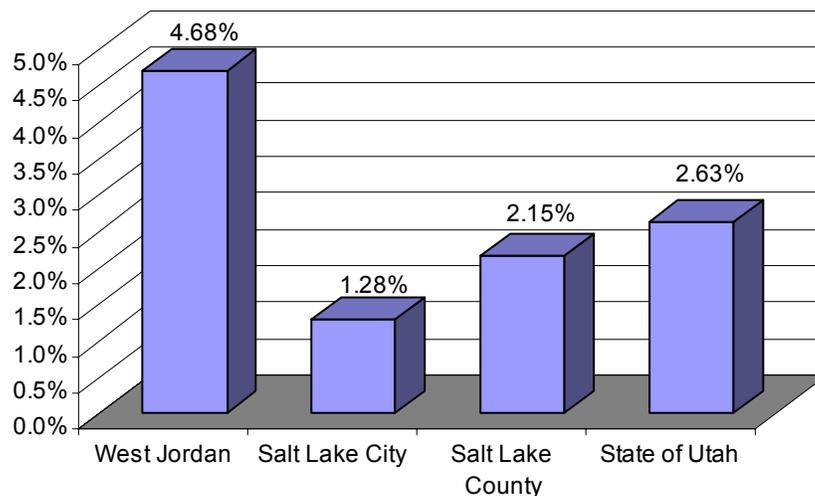
**Table 1. Annual Population 1990 to 2003**

Population	1990	2000	2003	1990-2000 Growth Rate
West Jordan	43,234	68,336	76,016	4.68%
Salt Lake City	159,991	181,743	186,160	1.28%
Salt Lake County	725,956	898,387	930,671	2.15%
State of Utah	1,722,850	2,233,169	2,364,740	2.63%

Note: Population numbers for West Jordan do not reflect annexed land acquired in 2000.

Source: ESRI/BIS and Leland Consulting Group

**Figure 5. Population Growth Rate 1990 to 2003**

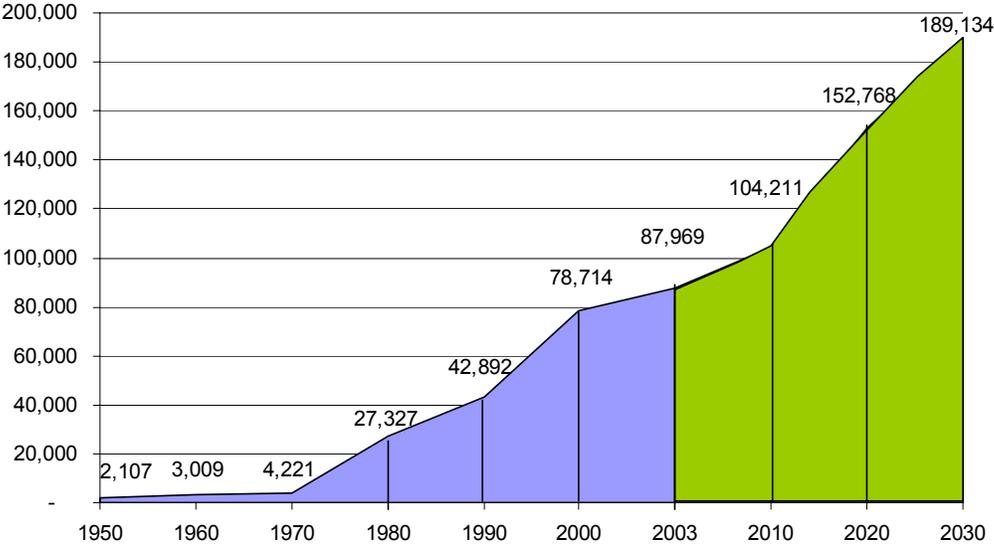


Source: ESRI/BIS and Leland Consulting Group

West Jordan growth does not look to slow in the future. The City expects the population to double again in the next 25 years to approximately 189,134. Figure 6 shows the population trend and the City's forecast on population growth through 2030.

<sup>2</sup> City of West Jordan

**Figure 6. West Jordan Population Trend and Forecast**



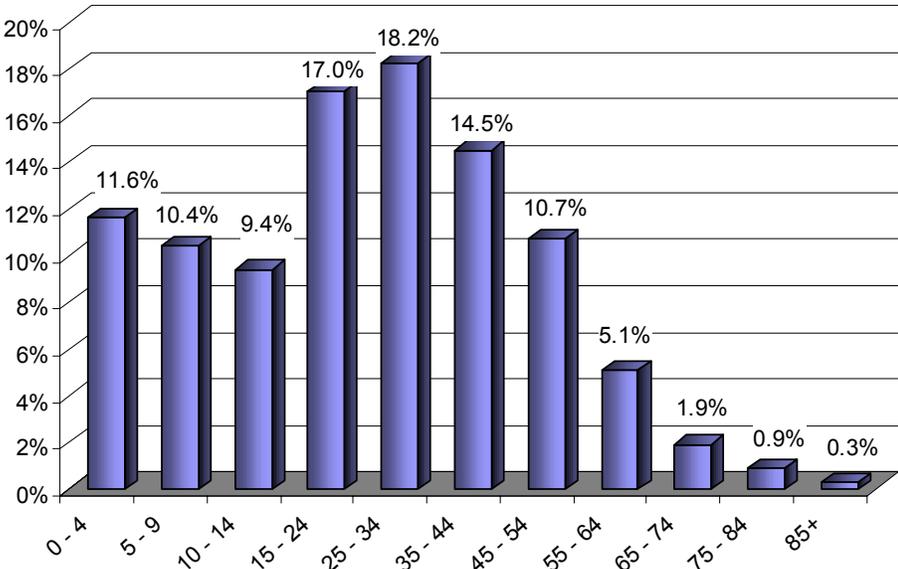
Source: City of West Jordan

**keypoint**

As cities grow, the diversity of population and thus lifestyle choices naturally increases. As West Jordan grows, the Town Center site has an opportunity to provide a new paradigm within the city through a diverse new district, potentially comprised of housing, retail, employment, civic, cultural, and recreational components.

The median age for residents of West Jordan in 2003 was 25.0 years of age. Age demographics are relevant for determining housing and retail needs within a community.

**Figure 7. Age Distribution, West Jordan, 2003**



Source: ESRI/BIS and Leland Consulting Group

As shown in Figure 7 on the preceding page, West Jordan has a relatively young population overall, with over 67 percent of its residents being 34 years of age or younger in 2003. West Jordan has a large amount of people in the 15 to 34 years old range (35.2 percent), which translates into a potentially high rental housing market, as many younger people opt to rent rather than own.

**keypoint**

Fully 31.4 percent are younger than 15 years of age, indicating a large population of families lives in the City. Successful housing and retail programs should be tailored to this family-oriented market, as well as the smaller one to two person households discussed in more detail later in this report. Retail, restaurant, and entertainment uses tailored to a diverse West Jordan market create a sustainable Town Center.

Only 7.9 percent of the population is 55 or older. This is unusual compared with demographics of other comparable cities nationwide. With a relatively small senior population, the market demand for senior housing appears limited. However, it may also be that the available supply for senior housing is underserved, and that market segment finds housing elsewhere. The lack of seniors in the population in part reflects the small percentage of senior housing provided within the city to accommodate that population.

**keypoint**

Similarly, the large proportion of larger households is reflected in the housing supply of three and four bedroom homes, which is what the suppliers in the housing industry have provided in the West Jordan market. Products such as senior housing, clustered housing, town homes, condominiums, loft housing, and other products for either older or smaller households, is generally lacking in West Jordan. That phenomenon is discussed further throughout this report. The lack of these housing product types in West Jordan indicates an opportunity to fill pent-up market demand, rather than representing a lack of need for those types.

Successful housing and retail programs should be tailored to the market. There are several distinct market segments within West Jordan. All must be taken into account when considering the necessary components for the Town Center development program.

**Ethnic Diversity**

As shown in Table 2, West Jordan has very limited racial and ethnic diversity, with 87.4 percent of the population being white. The exception is the Hispanic population representing almost 12 percent of the total West Jordan population. Hispanic origin is tracked separately and may be a combination of any race. The pattern of racial diversity is reasonably consistent between West Jordan, Salt Lake City, Salt Lake County, and the State of Utah.

**Table 2. Racial/Ethnic Population in the Salt Lake Region and Utah, 2003**

Population by Race	West Jordan	Salt Lake City	Salt Lake County	State of Utah
White	87.4%	77.2%	84.9%	88.4%
Black	0.7%	2.0%	1.1%	0.8%
American Indian	0.6%	1.4%	0.9%	1.3%

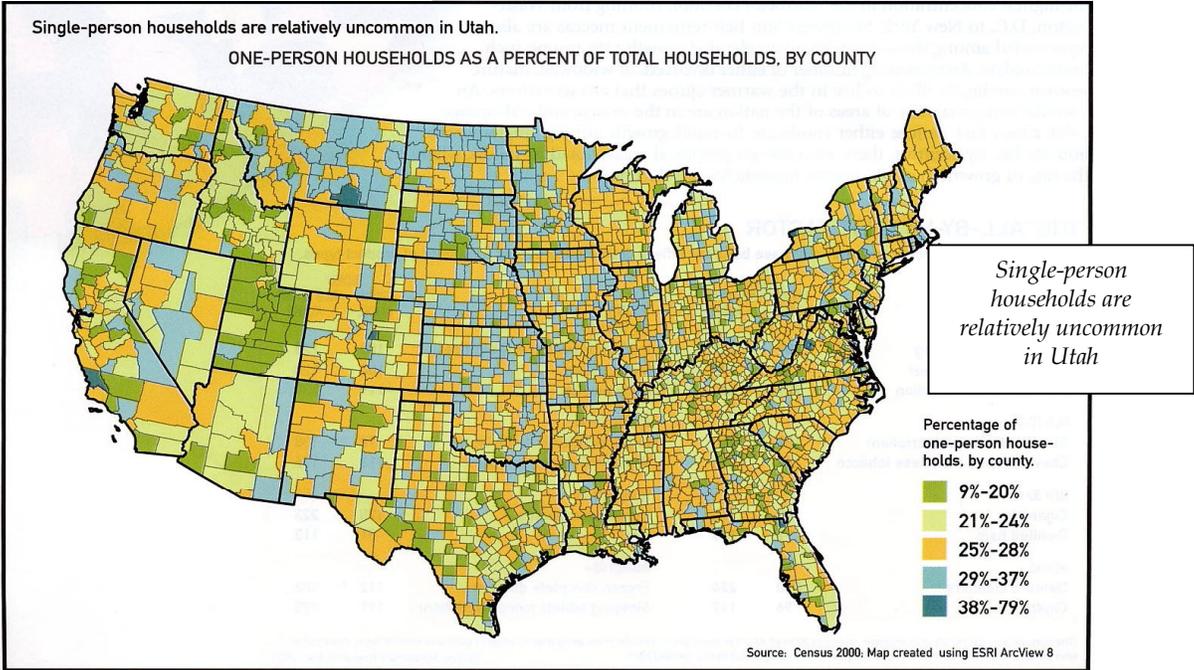
Population by Race	West Jordan	Salt Lake City	Salt Lake County	State of Utah
Asian or Pacific Islander	3.3%	6.0%	4.1%	2.5%
Other Race	5.7%	9.9%	6.3%	4.9%
Two or More Races	2.4%	3.5%	2.6%	2.1%
Hispanic (of any race)	11.8%	21.6%	13.8%	10.3%

Source: ESRI/BIS, US Bureau of Census 2000 Census and Leland Consulting Group

**Households**

It is important to understand the household structure of the population. In 2003, West Jordan had 25,535 households, with an average size of 3.61<sup>3</sup>. Unlike most other metropolitan areas in the nation, the majority of households in West Jordan are larger than the national average, as illustrated in Figure 8.

**Figure 8. Map of One-person Households Nationwide, 2003**



Source: American Demographics, November 2003

The household size in West Jordan is considerably larger than most urban cities. Many metropolitan areas have a disproportionate number of one and two person households. As shown in Figure 9, the number of one and two person households in the Salt Lake City exceeds 60 percent. This is consistent with most major metropolitan areas in the United States. West Jordan, on the other hand, has a one and two person household population of 32 percent. This is explained by the fact that it is a bedroom community of Salt Lake City as

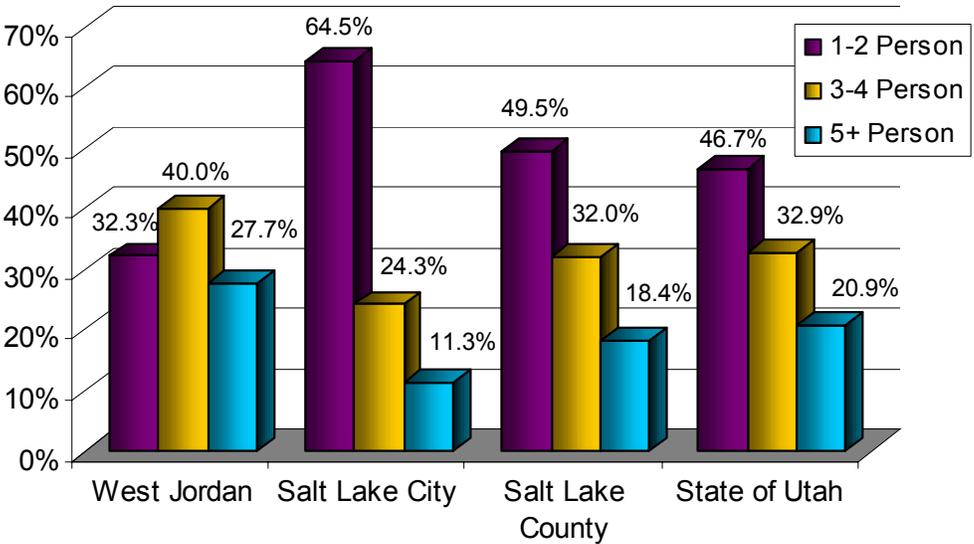
<sup>3</sup> City of West Jordan. Number reflects annexed land.

previously stated, and thus the housing product has been aimed at the larger family with children.

One third of West Jordan households are one or two persons (Figure 9). Many in this demographic group desire a more urban lifestyle and amenities. These residents represent an unmet market in West Jordan. One and two person households look outside their home for community and interaction. The neighborhood becomes an extension of their living room as a place for social interaction. The Town Center site can accommodate these housing products and the desired amenities needed for this demographic not seen elsewhere in West Jordan.

keypoint

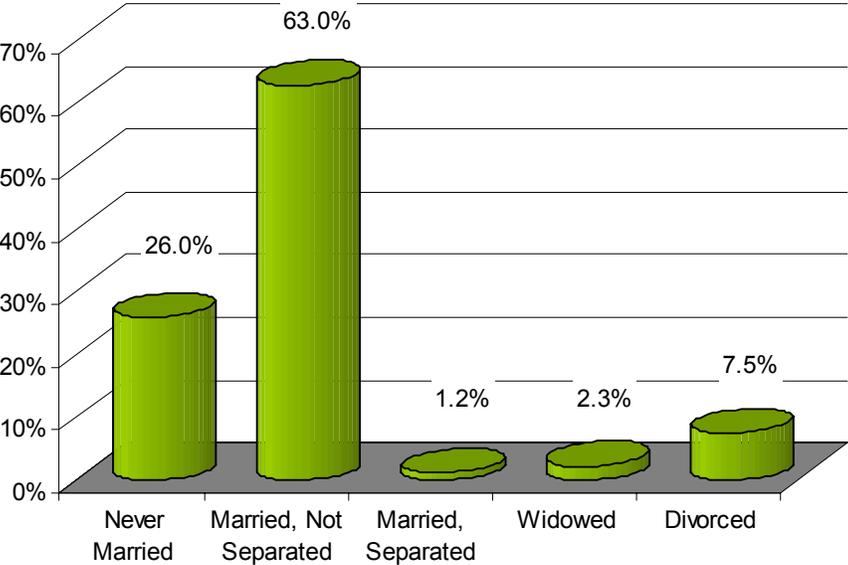
Figure 9. Household Size, 2000



Source: ESRI/IBIS and Leland Consulting Group

West Jordan has a large population of married families with a household size of two or more as shown in Figure 10. Sixty-eight percent of households in West Jordan are three people or larger. West Jordan, and the State of Utah in general, tend to have larger households than the national average.

**Figure 10. Household Size, West Jordan, 2000**



Source: ESRIBIS, and Leland Consulting Group

**Income**

Median household income in West Jordan for 2003 was estimated at \$61,395, which is higher by about \$20,000 per household than Salt Lake City and about \$7,500 higher than Salt Lake County as a whole (Table 3 and Figure 11). The City of West Jordan has calculated the 2004 median household income at \$59,914<sup>4</sup>. Nonetheless, income levels in the city have risen faster than inflation, rising at a 5.4 percent annual rate for the last 15 years. In 2003, 63.7 percent of households in West Jordan earned over \$50,000 annually. Incomes determine the type of retailer that will locate in a site.

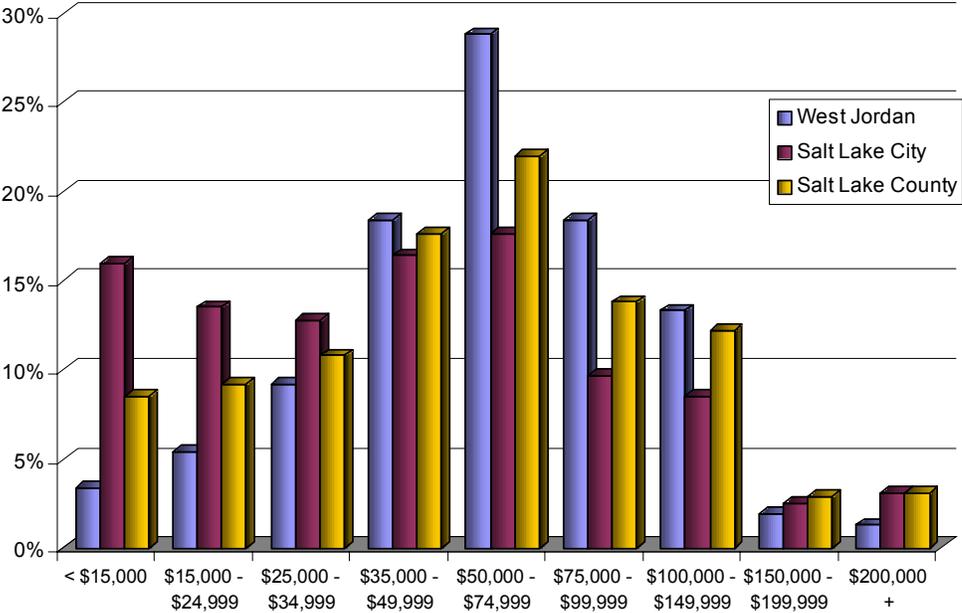
**Table 3. Median Incomes and Projected Incomes**

Median Household Income	2000	2003	2008
West Jordan	\$55,284	\$61,395	\$69,503
Salt Lake City	\$37,028	\$41,658	\$50,301
Salt Lake County	\$48,393	\$53,698	\$63,478
State of Utah	\$45,712	\$50,282	\$59,208

Source: ESRIBIS and Leland Consulting Group

<sup>4</sup> City of West Jordan, Economic Development, 2004

Figure 11. Median Household Income, 2003



Source: ESRI/BIS and Leland Consulting Group

**Employment**

West Jordan does not now provide a strong source of employment within the region. Most of the largest employers in the city serve the residents, such as the Jordan School District, the City of West Jordan, and Jordan Valley Hospital. Other large employers are primarily retailers in some capacity or another. Many of the large employers are located within a few miles of the Town Center area or closer, such as City Hall, Jordan Valley Hospital, Fairchild Semiconductor, to name a few. There are 27,454 individuals employed in the City of West Jordan, of which 57 percent work in small businesses of less than 40 employees. Table 4 shows the major employers in West Jordan.

**Table 4. Ten Largest Employers in West Jordan**

<b>Business</b>	<b>Number of Employees</b>	<b>Classification</b>	<b>Business or Profession</b>
Jordan School District	1905	P	Education
Wal-Mart Supercenter #3232	581	R	General Merchandise
Fairchild Semiconductor	575	I	Semiconductor Manufacturing
Sysco Intermountain Food Services	524	I	Wholesale foods
Jordan Valley Hospital	440	H	Health Care
City of West Jordan	419	P	Government
Macey's Food Store	250	R	Grocery
Sam's Club #4730	250	R	General Merchandise
Sear's Grand	238	R	General Merchandise
Gardner Historic Village (all shops)	238	R	Specialty Retail

P = Public or Educational

R = Retail, Restaurant, or Entertainment

I = Industrial and Manufacturing

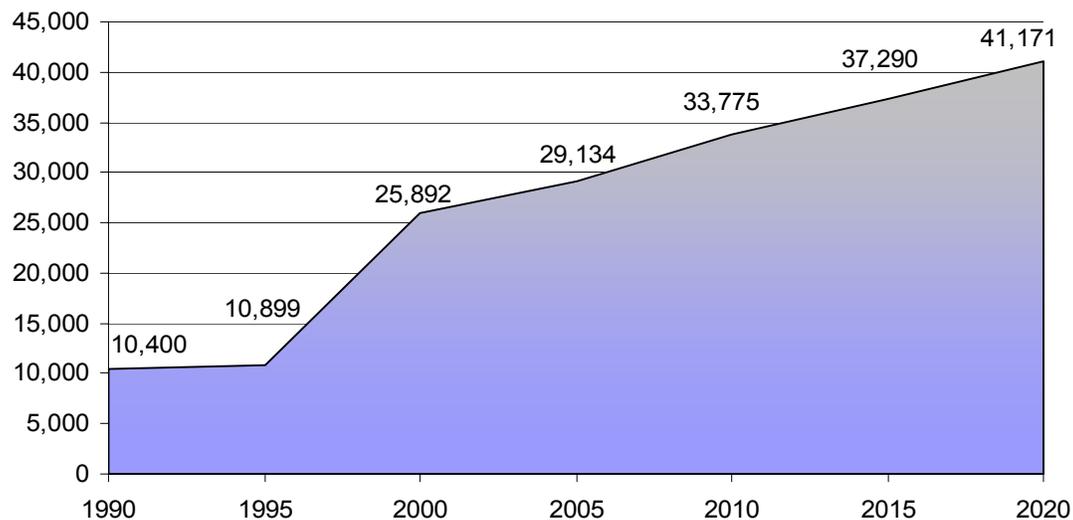
H = Health Care, Hospital or Medical

Source: City of West Jordan

Many cities strive for a “jobs-housing balance.” This is very difficult to achieve. Employment concentrations either tend to be in the central city or near concentrations of executive and managerial housing. While West Jordan is not a particularly strong employment community, it nonetheless has 27,000 jobs in relation to a population of approximately 87,000.

The city’s employment trend is shown in Figure 12. Employment opportunities in West Jordan will not keep pace with population growth unless new companies are encouraged to locate or relocate to the city.

**Figure 12. West Jordan Employment Trend**



Source: City of West Jordan

**keypoint**

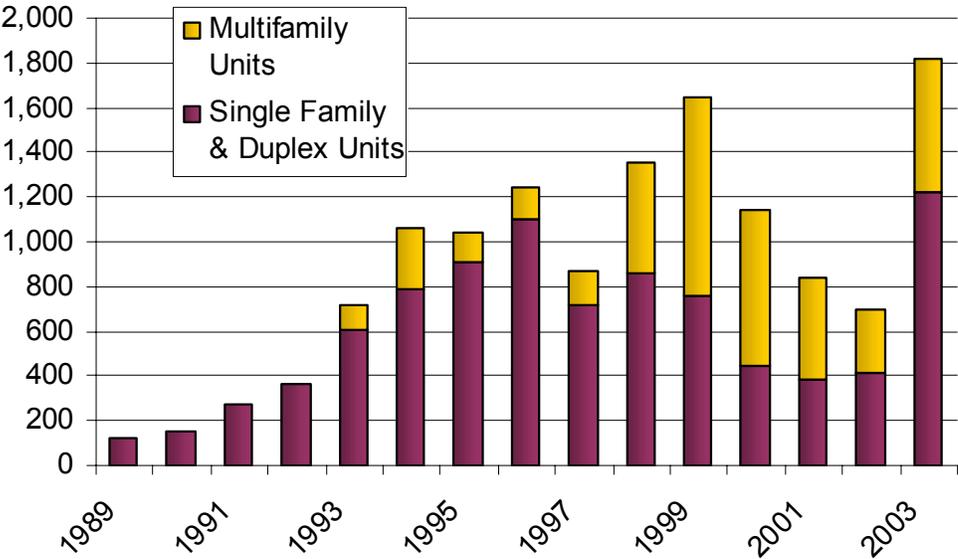
A stated goal of the Briarwood Redevelopment Plan is to “more than triple the current number of employees in the (Project) area.<sup>5</sup>” West Jordan has the opportunity to meet and even surpass that goal if certain actions are taken in carefully planning the Town Center to see that goal become reality. With a combination of assertive actions from the City, a successful TOD, and a Town Center with attractive amenities, the appeal of West Jordan to employers increases. Compelling amenities may include convenient services, a pedestrian-friendly street network, good restaurants, and convenient transportation alternatives.

**housing market**

Strong population and household growth has led to a healthy business environment for Utah’s home building industry. New home building has been brisk, particularly over the past few years due to very low interest rates.

The 1990 Census recorded West Jordan with a total of 9,988 single-family housing units and a total of 2,089 multifamily units. The community was built predominantly of single-family housing units. Since 1993, there has been a marked shift in the proportion of multifamily units built in the city. The absolute numbers for multifamily housing have increased to equal, and in some years greater numbers being built in West Jordan than single-family housing product, as shown in Figure 13.

**Figure 13. Residential Building Activity in West Jordan, from 1989 to June, 2003**



Source: City of West Jordan and Leland Consulting Group

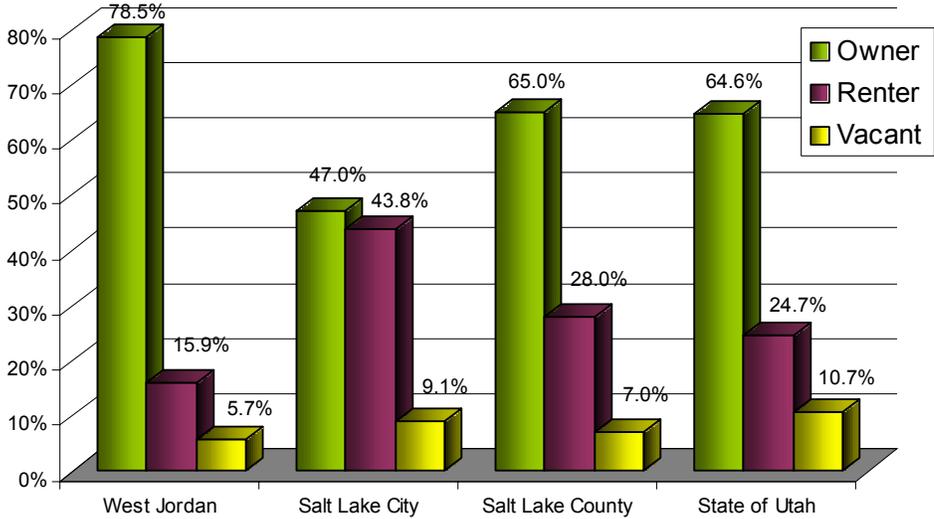
**keypoint**

This shift of housing product type from exclusively single-family to include more multifamily is expected to continue as population growth within the city continues. This information has significant implications for the Town Center, as it could be a major recipient of this increasing multifamily housing trend.

<sup>5</sup> Briarwood Redevelopment Project Area Plan, Final Project Area Plan, August 2003, Redevelopment Agency of the City of West Jordan, Utah

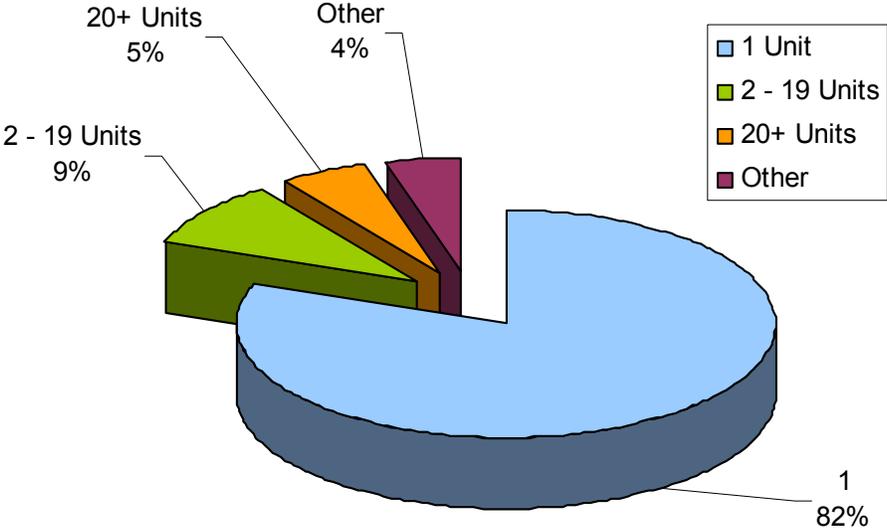
Figures 14 and 15 show home ownership versus rental ownership and housing unit by number of units in the structure respectively. As shown in Figure 15, 82 percent of all housing units in West Jordan as of the year 2000 were single-family structures. Home ownership and product type do not necessarily correlate exactly. While 82 percent of all housing units are single-family detached homes, 78.5 percent of West Jordan households own a home. Hence, a small percentage of single-family homes are rented. Even so, 78.5 percent of residents owning a home represent a very high percentage of owner-occupied units, relative to Salt Lake City and Salt Lake County.

**Figure 14. Home Ownership Versus Renters, 2003**



Source: ESRIBIS and Leland Consulting Group

**Figure 15. Housing Unit by Number in Structure, West Jordan, 2000**



Source: ESRIBIS and Leland Consulting Group



The projected 2003 median home value for West Jordan was \$174,020, which is comparable to other locations in Utah, according to national surveys. The actual 2003 median price for housing in the city is lower than that, at \$159,766<sup>6</sup>. However, it is interesting to note that projections for 2008 indicate home values in West Jordan will appreciate at a greater rate than the rest of the surrounding area and the state as shown in Table 5.

**Table 5. West Jordan Projected Median Home Values**

	2003	2008 Projection
West Jordan	\$174,020	\$241,201
Salt Lake City	\$167,252	\$224,375
Salt Lake County	\$171,988	\$233,262
State of Utah	\$160,004	\$216,183

Source: ESRIBIS and Leland Consulting Group

**keypoint** The Town Center has the ability and opportunity to offer a different type of for-sale housing, appealing to a diverse market segment. These individuals may include those who choose to live alone, newly married couples or small families, “empty nester’s,” or college students. Urban amenities the Town Center can offer appeal to these market segments. Additionally, many may wish to own a home but do not want the size, responsibility, or maintenance of a single-family detached house.

### Rental Housing

Over 80 percent of residents in West Jordan own a home<sup>7</sup>. This high ratio may be due to the affordability of for-sale housing in the area compared to higher than average incomes as well as the low interest rate nationwide over the last few years, allowing individuals greater choice for owning a home. However, there is not much product for renting, and the small amount that exists in West Jordan provides little diversity in lifestyle choice.

**keypoint** More importantly, more than one in seven West Jordan residents rent, totaling approximately 13,795 people. Some of this rental market need can be filled within the Town Center. As an example, the projected population for West Jordan is 104,211 by 2010. If current trends continue with rental housing, in the year 2010, the rental population would be 16,570. Capturing just three percent of the rental market to live downtown, the West Jordan Town Center could expect to easily fill 250 two-person units.

Rental vacancy rates appear to have peaked in early 2003 and are projected to recede over the next year. It is predicted, however, that this would not improve rental rates anytime soon, which are below 2002 levels. One-bedroom apartments are the hardest to rent, as renters look to shared housing opportunities in two and three bedroom units in order to save money<sup>8</sup>. Large apartment complexes (100 units or greater) have more leverage to attract renters, as they can offer rental concessions for a lease agreement that smaller complexes are not able to offer. Rental concessions, particularly those offered by large apartment

<sup>6</sup> City of West Jordan, Economic Development, 2004

<sup>7</sup> City of West Jordan, Economic Development, 2004

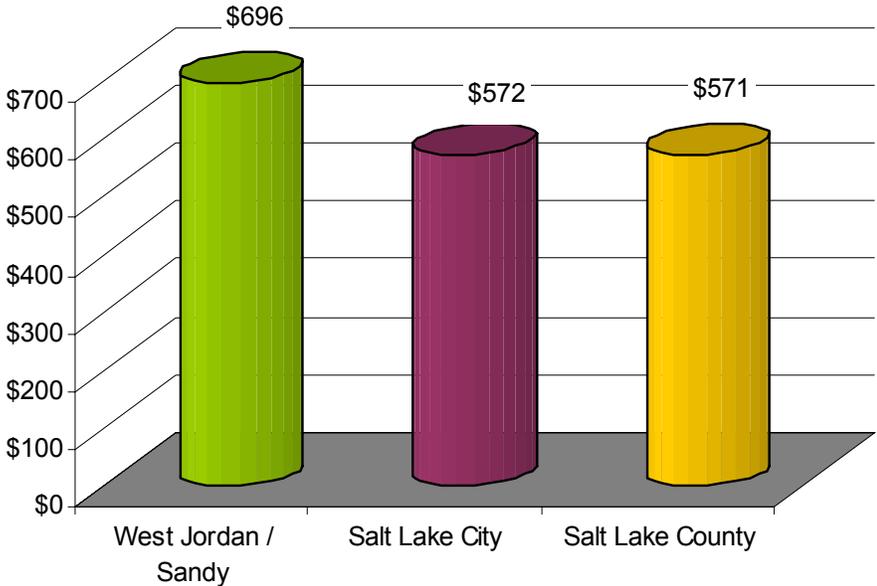
<sup>8</sup> Colliers Commerce CRG: Utah 2003 Year End Market Review

communities, will continue to put considerable competitive pressures on apartment communities under 100 units.<sup>9</sup>

**keypoint**

Rents are higher in West Jordan than in Salt Lake City and the county as a whole, as shown in Figure 17. Within the Town Center environment, rental housing becomes more attractive than elsewhere due to the natural amenity of living in a visually interesting, pedestrian-friendly environment with services and social opportunities in walking distance.

**Figure 17. Average rents, 2003**



Source: EquiMark Properties, Inc. and Leland Consulting Group

<sup>9</sup> Colliers Commerce CRG: Utah 2003 Year End Market Review

## market profile

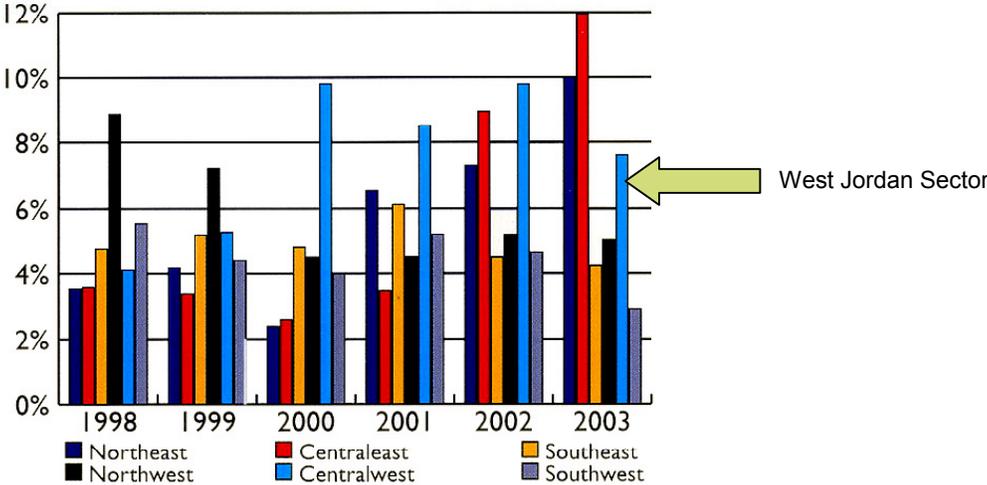
### Retail

The Economic Development Feasibility/ Action Plan, completed in 2000 by BRW, recommended that West Jordan capitalize on the regional retail potential of the area, estimating that a regional mall, reaching a trade area of 150,000 people, could support 300,000 to 900,000 square feet of retail<sup>10</sup>.

The City took the message to heart, approving a 1,600,000 square foot retail development, called Jordan Landing. Jordan Landing includes retail, housing, entertainment, and hospitality, with the primary focus on retail. It is located just a few miles west of the downtown area. Jordan Landing has had an enormous effect on West Jordan and the region. It is a huge economic success, with only one phase left to complete. Its location on Bangerter Highway provides easy access for customers both locally and regionally. Many national retailers, restaurants and a theater are represented; local retailers are not. The West Jordan market is saturated in terms of discount and 'big box' retail.

Retail vacancy in the Centralwest portion of the Salt Lake Valley, which includes West Jordan, is 7.61 percent. Retail vacancy by sector is illustrated in Figure 18, represented by the light blue line. Throughout the valley, regional malls and anchorless centers have the highest vacancy, topping out at 10.75 percent. The retail absorption activity for the Centralwest area was 103,769 square feet for 2003<sup>11</sup>. Given the higher vacancy rates in larger malls and major centers, the 7.61 retail vacancy rate in the Centralwest portion is considerably better.

**Figure 18. Retail Vacancy by Sector**



Source: Colliers Commerce CRG

<sup>10</sup> Brownfields Economic Redevelopment Initiative Pilot Project: Economic Development Feasibility/ Action Plan, June 26, 2000, BRW, A Dames and Moore Group Company

<sup>11</sup> Colliers Commerce CRG and Leland Consulting Group

Furthermore, competing commercial retail in surrounding communities includes the South Jordan River Park development at 106<sup>th</sup> South and I-15, the South Towne Center in Sandy, Union Park in Midvale, and the E Center development in West Valley City. All of the above-mentioned developments enjoy a regional market draw.

Colliers Commerce predicts, “Class B and C shopping centers will continue to face challenges in attracting and retaining tenants. Tenants are showing a marked preference for new space in big box developments in spite of the higher lease rates they command. Owners of aging centers may need to renovate and re-tenant their properties to circumvent vacancy<sup>12</sup>.” The other option for underutilized aging centers is redevelopment or reuse of the site, as West Jordan is doing on the Town Center site.

Additionally, Colliers commented on aging neighborhood centers such as the West Jordan Town Center area saying, “Vacancy created by grocery stores in neighborhood shopping centers will be difficult to fill. Stores closed by chains such as Food 4 Less can be challenging to re-tenant and the vacated space can be prohibitively expensive to retrofit. The lack of an anchor in these centers dramatically cuts back on traffic and can undermine the business of smaller tenants<sup>13</sup>.”

The comments by Colliers Commerce CRG accurately describe the situation at West Jordan’s Town Center. The aging shopping center has lost its former grocery anchor tenant, and is experiencing significant vacancies. Retail is a rapidly changing product line that can be expected to change its image and character every seven to nine years. Retail trends have shifted from enclosed malls to power centers to lifestyle centers to main streets and so on. An older neighborhood shopping center of the age of West Jordan’s Town Center is no longer competitive. As stated by Colliers, it is very difficult to re-tenant those spaces and to become a viable shopping center again using the existing buildings and format. In all likelihood, the center will need to “come down.”

One area relatively unaffected by Jordan Landing is Gardner Village. Just one mile east of the downtown area, Gardner Village provides 22 small local boutique shops for residents and tourists. Originally a farm, Gardner Village includes water features, a pedestrian-friendly experience, and a good restaurant, in addition to the retail shopping experience. This development is also a local and regional draw for West Jordan. People visit Gardner Village because of its small scale, history, sense of charm, and walkability.

A recurring theme from West Jordan residents and stakeholders who were interviewed was the desire for a pedestrian-friendly, interesting, and beautiful downtown. The popularity of Gardner Village reconfirms that residents and visitors will meet the principles of a Town Center enthusiastically.

keypoint

K. Glover and Associates discusses retail and its opportunities in more detail in the following section, *Preliminary Retail Assessment*.



Gardner Village, West Jordan

<sup>12</sup> Colliers Commerce CRG and Leland Consulting Group

<sup>13</sup> Colliers Commerce CRG and Leland Consulting Group

## Office

A decline in office vacancy returned the Salt Lake market to positive absorption levels in 2003. Relocations, upgrades and expansions by local tenants dominated market activity. Low interest rates stimulated a spike in new office construction by owners and users<sup>14</sup>. Table 6 describes the suburban office market, while Figure 19 depicts vacancy history and Figure 20 the construction history.

West Jordan is not currently an office employment destination, although it does serve other employment markets, such as service and industrial jobs. As such, the office market has not been strong throughout the city. The average employment commute time for West Jordan residents is 20 to 25 minutes, indicating that most residents work somewhere outside the city limits. More employment opportunities will exist when the Justice Center is completed, bringing an additional 800 jobs to the Town Center vicinity and demand for supportive office uses, such as law offices.

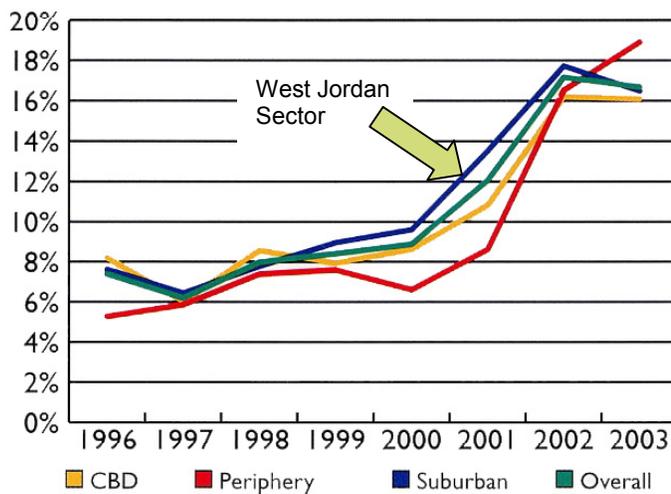
keypoint

**Table 6. Suburban Office Market Overview**

Area	2003 Vacancy	2003 Absorption	2002 Vacancy	2002 Absorption
Northeast	14.01%	85,867	12.79%	176,873
Northwest	32.01%	75,719	31.26%	56,372
Centraleast	14.44%	165,099	15.44%	-21,292
Centralwest	5.76%	-27,074	1.77%	13,819
Southeast	9.60%	195,108	16.57%	-94,080
Southwest	13.99%	43,876	29.51%	105,800
<b>Total</b>	<b>16.49%</b>	<b>538,595</b>	<b>17.74%</b>	<b>237,492</b>

Source: Colliers Commerce CRG

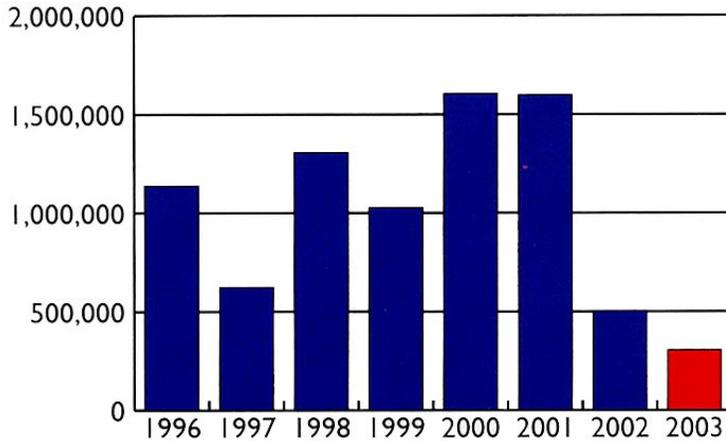
**Figure 19. Office Vacancy History**



Source: Colliers Commerce CRG

<sup>14</sup> Colliers Commerce CRG and Leland Consulting Group

Figure 20. Office Construction History in Salt Lake County, in Square Feet



Source: Colliers Commerce CRG

**keypoint** In addition, the City has recently become home to several corporate headquarters. This indicates a positive sign for the City as an attractive employment location. West Jordan has the opportunity to compete within the office market if certain actions are taken in carefully planning the Town Center. With a combination of assertive actions from the City, a successful TOD, and a Town Center with attractive amenities, the appeal of West Jordan to employers increases.

### Hospitality

West Jordan does not have a hotel. The nearest hotel to West Jordan is along Interstate 15. The region has experienced an oversupply of accommodations since the Olympics in 2002. The market is looking up to some extent, as occupancy rates rose from 62.6 percent in 2003 to 63.5 percent for the first quarter of 2004. In general, hotels in Salt Lake City and statewide posted a two percent increase in occupancy from one year ago. Although the city and regional market may not be able to absorb a large national hotel, several local companies indicated they have traveling employees visit West Jordan on a weekly basis and find nowhere to stay in the city. Fairchild Semiconductor was one employer who expressed this need, indicating they have as many as 30 to 50 employees traveling to the plant on a weekly basis. Additionally, there are no hotels local to the airport, which is located just 11 miles north of West Jordan.

**keypoint** Hotel guests have several motivating factors for choosing one hotel over another. Location, choice of restaurants, proximity to transportation options, proximity to tourist destinations, convenience of services, and a pleasant overall experience all play a role in the success of a hotel. West Jordan has the opportunity to capitalize on many of the factors attractive to hotels within the Town Center site. A hotel would mutually benefit a Town Center by providing additional residents, shoppers, diners, and transit riders. Thus, the Town Center site has many locational attributes and amenities that could make a hotel at this location successful, despite the weak regional market.

## summary

The West Jordan Town Center site is situated in an ideal location within the City to capitalize on many prospects in the market by offering amenities not currently seen here.

The West Jordan population is rapidly increasing. Over 30 percent of the population is young and in a one or two person household. Small households will continue to increase in number, also increasing the diversity of the community through race, income, and lifestyle preferences. The community is generally family-oriented, and desires amenities such as entertainment and dining options that fit the family-friendly market.

Income levels are healthy and over 80 percent of the population owns a home. The homebuilding industry is strong and shows no signs of slowing. The office, retail and hospitality markets are recovering and poised for growth in the near future.

There is a large potential market within West Jordan for quality smaller homes. There is a pent-up demand for diversity of housing product and type, from rental apartments to townhouses to condominiums to for-sale senior housing. Successful housing should be tailored to the one third of West Jordan residents who live in one or two person households and to renters who have little market choice.

There is a need for a hotel to serve city residents, the airport, and local employers. A desire exists from residents for a place to go that is visually diverse and interesting to walk, meet friends, dine, shop, and visit over and over.

West Jordan has the opportunity to redefine itself as a city within the region. Creating a downtown within a TOD would be a first for communities in the Salt Lake Valley. As the city grows, it has the opportunity to move away from being a bedroom community of Salt Lake and become a center in itself by creating a new district, comprised of housing, retail, employment, civic, cultural, and recreational components. Diversifying land uses provides a more sustainable fiscal future for the city, providing flexibility for the Town Center to grow and change over time. The mix of uses for success should be tailored to the market. All the distinct market segments must be considered when developing the development program.

# preliminary retail assessment

The following is a preliminary assessment of the shopping patterns learned from residents and workers in West Jordan. The information was gathered from interview sessions conducted on April 15, 2004 with Leland Consulting Group and the responses to questionnaires and interview sessions conducted by Katherine Glover, of K. Glover & Associates, on May 19 and 20, 2004. Also reviewed was the information gathered in the reports *Dare to be Different* and *The Central Business District Zone – Draft Report*.

## overview

An effort was made to gain an understanding of how the residents and workers from West Jordan shop and to listen to their goals and expectations for retail and entertainment venues in their new downtown center. We appreciate our client's interest in expediting this process so that we may move forward into the implementation stage as soon as possible. Our research reflects this accelerated pace and, at this early stage, serves as a preliminary guide. We will go into greater detail with our retail development strategy once the town center's layout and direction has been approved by the client. I have identified common patterns and requests and, where appropriate, have offered possible opportunities to be explored in the discussion of developing West Jordan's town center.

## where do the people of west jordan shop?

The majority of the residents and workers we met with and interviewed all reside within West Jordan and it was an even split of women and men.

Everyday shopping is described as convenient for the residents of West Jordan and conducted within a ten mile driving radius. The most popular places to shop are Jordan Landing and Sandy's South Towne Mall.

Very little shopping is done in small "mom and pop" specialty stores. The big box retailers dominate, with Home Depot, Kmart, Target and Wal-Mart being the preferred places to shop for daily needs. These chain stores are all located within a 10 to 15 minute drive from City Hall.

However, when asked if they enjoyed their shopping experience, the majority said "so-so" and several said "no," describing the experience as "it's what one does." Since the majority of their shopping is done at the big box retailers, it is not surprising that the experience was described as "expedient" and "not enjoyable."

There is no concern for safety while shopping, but there is for crossing the busy streets. They indicated there is a lack of crosswalks and they are not adequately timed for pedestrian crossing.

**Opportunity:** One idea might be to add customer service amenities to make downtown shopping more inviting, comfortable and fun. For example, respondents of the questionnaire strongly requested assistance, such as pushcarts and/or a human to help carry packages to their car. The second highest request was a tie between more shaded parking, places to sit, and a supervised children's play area to leave children while they are shopping. Last on the

list was more convenient parking. A couple of write-in suggestions were loaner bikes and information booths.

## how are people spending their retail dollars?

People are very price conscious when shopping for children's clothing, toys, gifts, and pharmaceutical items, and even more so for food groceries. The most popular food grocer is Maceys, a regional discount food store.

### *Restaurants*

Dining out is popular for both lunch and dinner and the respondents are not as price conscious with eating out as they are with eating in. They go out for lunch at least three times a week and the average check, per person, is \$7.00. People prefer the chain restaurants such as Applebee's, Golden Corral and Fazoli's for lunch, however, there were a few regional destinations listed such as Mimi's, Café Rio and Rodizios.

Going out to dinner twice a week was enjoyed by 50 percent of those responding, three times a week by 30 percent, and four times a week by 25 percent. The average per person check for dinner is \$15.00 to \$20.00. They were split between dining at locally owned versus the chain restaurants. A couple of local destinations were Calandria and Market Street Grill, both in the neighboring town of Sandy. The favored chains were Olive Garden and Cracker Barrel. Special occasion dining was almost exclusively done at independently owned restaurants including The New Yorker, in downtown Salt Lake City, Tuscany and again Market Street Grill, with two locations, downtown Salt Lake City and Sandy.

**Opportunity:** It appears people seek out local restaurants when given the choice. We believe there is a strong demand for "unique," "better" to "high-end" restaurants. This is a category worth exploring to identify local, independently owned, specialty restaurants within the Salt Lake region that may be interested in opening a new restaurant or relocating to West Jordan. There is a need for a quality, casual Italian restaurant, specialty pizza, and deli. The range of ethnic restaurants appears limited. There may be more, however, they are in out-of-the-way locations throughout West Jordan. An opportunity exists to work with a few of these ethnic restaurants to have them relocate together in an appealing cluster in the new downtown. Outdoor dining is also an in-demand category and it is a great way to put life back on the sidewalks.

### *Specialized Shopping*

Gardening and crafting are very popular with both women and men. Hardware and gardening supplies are purchased equally from big box stores such as Home Depot, Lowes and Fred Meyers, as well as independents such as Western Garden in Taylorsville, and Glover Blades in West Jordan. Craft supplies are purchased predominately at Robert's Craft, at Jordan Landing, and Macs Hobby and Craft on Redwood Road in West Jordan.

**Opportunity:** Possibly expand the gardening category with specialty shops offering outdoor furnishings, gardening accessories, lawn art, pottery, and related novelties and a specialty bird shop.

Crafts and hobbies are a specialty retail niche that could be expanded to include a woodworking shop, art and scrapbook supplies, knitting, and quilting boutiques. A way to make this cluster stand out would be to include on-site classes and clubs such as a knitting club that meets at the knitting shop once a month and do-it-yourself workshops offered at the woodworking store.

### *Entertainment*

Media Play in Taylorsville was the preferred place to shop for music and videos. Circuit City was also mentioned.

Venues for live music and local theater are needed in West Jordan. Both full price and discount cinemas appear to be well provided within the market area. There is also a demand for activities an entire family can do together.

**Opportunity:** Create a multi-functional, indoor/outdoor performance venue for community performances, concerts, music recitals, children's theater, puppet shows, and art festivals. There is a niche need for a performing arts space and community theater geared towards children and young people in Salt Lake County. Many of the Salt Lake County's live performances are staged in high school auditoriums. It was also brought up that there is not a place to host music recitals within West Jordan.

Provide an outdoor movie theater using a wall of an existing building where families can picnic on the lawn during warm summer evenings. Another means to bring in live music is through restaurants. A fine dining establishment offering live jazz, a casual burger joint offering locals open-mike night or a battle of the bands for young musicians, or a casual family restaurant where the wait staff sings Broadway tunes and reviews. The Cantina restaurant in Santa Fe offers this and it is packed every night. It also might be worth exploring the possibility of attracting a Squatters or Red Rocks microbrewery restaurant to draw the young professional crowd.

Locating the public library within the town center would be an excellent anchor for downtown and it would bring a built-in audience of potential customers to patron a neighboring café, bookstore, magazine/newsstand, children's toy shop, crafting, game, and hobby stores. It is also a terrific neighbor for the performing art space.

### *Additional specialty retail and services to create a lively town center might include:*

- A "downtown bookstore," "bakery" and "bread shop" were the top requests.
- A block of shops including a local, specialty butcher shop, corner food and cheese market, an import foods market, a made-in-Utah specialty food shop, Italian deli, and flower stand.
- An art gallery next to a specialty paper store, card shop, create-it-yourself ceramics, and a frame shop.
- A housing of services such as a cobbler, tailor, seamstress, watch and jewelry repair shops.

## Conclusion

Our on-site research, talking with local retail developers and driving throughout the southern valley suggests that the category of national chain retailers is saturated.

We believe West Jordan's best retail development opportunity is to recruit a strong clustering of specialty retailers and restaurants to offer locals and visitors a one-of-a-kind shopping and dining experience. Gardner Village's mix of shops and eateries is drawing traffic locally as well as from throughout the Salt Lake Valley. Adding new and different specialty destinations to West Jordan's town center would build on Gardner Village's success by giving people more reasons to come and stay longer in West Jordan.

The strength of specialty retail is in how the shops are clustered together. A successful and walk-able downtown retail street requires a clustering of interrelated shops and services offering the customer the convenience of running several errands in one stop. Unfortunately, most downtowns throughout the United States have been hurt by the growth of regional, suburban malls and big box centers. The specialty shops previously located in the town center moved out to the malls and many failed because they could not keep up with the escalating rents. Now, specialty retailers tend to locate wherever they can afford the rent, such as in strip centers, and often it is the case that the location is not the best and the mix of businesses does not mutually benefit one another.

West Jordan has the opportunity, in developing its new town center, to build an enticing environment and recruit the correct mix of specialty businesses to create a viable retail street. We believe there are several viable specialty businesses within West Jordan that would benefit from relocating to a retail district that is properly set up. A bustling downtown center, with a mix of uses including residential, offices, community services such as the public library and family entertainment, can be a compelling marketing strategy to attract specialty shops and restaurants to downtown West Jordan.

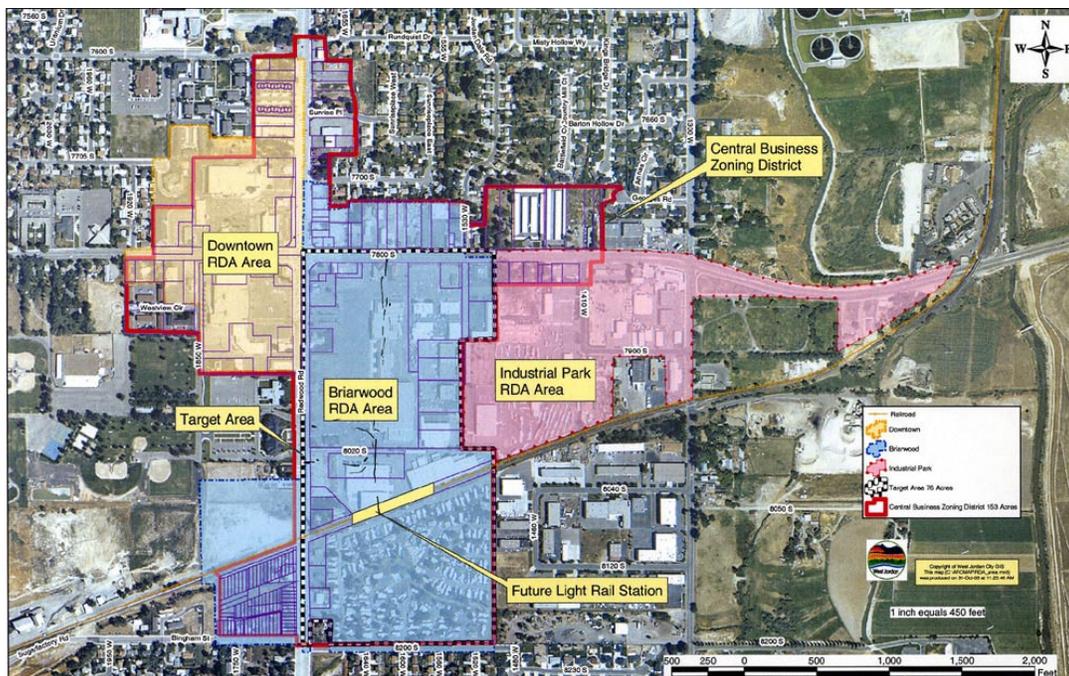
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## program introduction

This program describes several preliminary recommendations for West Jordan's Town Center development. Based on the research and analysis conducted as part of this project, suggestions are provided to help target the project to meet identified short-term market opportunities.

A development strategy must thoughtfully consider the needs of its stakeholders – potential residents, employees, and shoppers who will come to downtown West Jordan. These considerations include real estate products – price, size, quality levels, image, and other factors. The West Jordan Town Center program and plan must successfully establish a sense of place and, in doing so, establish the heart of the community. The 95-acre planning site area is shown in blue in Figure 1.

Figure 1. Map of Downtown and Briarwood Redevelopment Area



Source: City of West Jordan

A downtown or town center market should serve as the commercial, retail, employment and financial center of the community. Downtowns are a vital center best defined by a mix of uses that support one another and strengthen the greater project. The recommended program for the West Jordan Town Center plan is for a mixed-use community that accommodates public open space, office (employment facilities), a variety of housing, shops, services, a boutique hotel, restaurants, and civic uses and activities, while incorporating connections to the larger context of West Jordan through the Main City Park, the U&I Sugar Factory and civic functions across the street. See Table 1 following.

**Table 1. West Jordan Town Center Land Analysis**

<b>Area / Component</b>	<b>Acres</b>	<b>Percent of Total</b>
Total site area	75.00	100.00%
Less, vehicular circulation	-6.50	-8.67%
Less, land committed to existing structures	-6.00	-8.00%
Less, LRT parking	-6.00	-8.00%
Less, public space and water / amenities	-10.00	-13.33%
Equals, adjusted gross development area	46.50	62.00%
Office - 150,000 sf	-8.00 <sup>1</sup>	-10.67%
Apartments - 250 units	-10.00 <sup>1</sup>	-13.33%
Townhouses / cluster homes - 100 units	-7.25 <sup>1</sup>	-9.67%
Hotel - 80 rooms	-1.75 <sup>1</sup>	-2.33%
Retail 90,000 sf	-7.50 <sup>1</sup>	-10.00%
Civic Building	-4.00 <sup>1</sup>	-5.33%
Parking (see analysis below)	-8.00 <sup>1</sup>	-10.67%
<b>Remaining Total</b>	<b>0.00</b>	<b>0.00%</b>

<sup>1</sup> Building footprint square footage reflects a 30 percent accommodation to setbacks, exterior circulation, etc.

Source: Leland Consulting Group

There is a proportional relationship to light rail ridership and TOD density. National research shows that minimum densities are required for successfully supporting light rail. The two strongest components to support ridership are residential and employment uses. Including both those uses will strengthen the preliminary development program in Table 1 by providing some of the density required to sustain light rail.

The recommended minimum residential density for TOD is not less than 12 dwelling units per acre<sup>1</sup>. This density is achievable through many housing types, including apartments, condominiums, row houses, or well-designed small single-family dwellings. Minimum employment densities are 125 employees per acre<sup>2</sup>. This density is easily achievable with the above stated program. For example, three buildings with a 12,500 square foot footprint, four stories tall, would equal 150,000 square feet and potentially accommodate 430 employees.

Density is sometimes viewed as a negative, particularly in communities that are predominantly single story. It is important to note that perceived density and actual density are dependent on design and the public realm. Carefully designed open space can create an environment where the perceived density is lower than actual density. Additionally, people will trade off higher densities in return for more amenities and better quality living environments.

<sup>1</sup> Urban Land Institute, *Ten Principles for Successful Development Around Transit*, 2003

<sup>2</sup> Urban Land Institute, *Ten Principles for Successful Development Around Transit*, 2003

A successful TOD can behave similarly to a town center. For success in either, a mix of uses must be differentiated, mutually benefiting each other and providing more than one draw to the area. Attributes of a healthy downtown or town center are the same as those for TOD. Some of those attributes include a pedestrian-friendly environment, the authenticity offered by active, urban streets and genuine places that have an identity tied to individuality and appropriate development scale. Diversity through some combination of housing, office, cultural, civic, or educational uses also contributes to the health of a downtown by providing an 18-hour plus community and a large spectrum of users. Design excellence and the richness of the environment also contribute to a meaningful experience.

Town centers are being rediscovered across the nation as a way to collocate services. People are redeveloping downtowns because they are interesting places, safe, convenient. They want efficiency through jobs, services and housing conveniently located together, but they also want to feel part of a community and experience the uniqueness of a place. A town center can meet both objectives. It is recommended that distinctive characteristics of West Jordan be accentuated and capitalized on within the final narrative program and design of the town center.

A significant lesson learned by downtown revitalization efforts of the past decade is that successful revitalization themes be a reflection of the unique character of the local market. As West Jordan has grown quickly only during the last few decades, the new town center site does not have many historic references to draw from, but it does have the opportunity to evolve into something that embodies the values that make this city unique.

Town centers and downtowns must offer a variety of uses that attract people – retail shoppers, professional service clients, diners, entertainment users, and downtown residents and visitors. Therefore the redevelopment program must include efforts that bring the community to downtown for enjoyment, as well as shopping, dining and entertainment. A mixed-use downtown is one that is able to attract a wide variety of patrons by being multi-dimensional, since patrons attracted by one particular downtown use often cross over to other uses. West Jordan has the opportunity to offer a concentration of amenities not found elsewhere in the region.

Town centers need anchors, whether they are stores or attractions such as a water feature, an entertainment component, or a cultural draw. Public amenities can provide a powerful anchor to attract development of all types for a successful town center. For instance, a lake with waterfront access becomes attractive to residents, diners, and those looking for an interesting pedestrian experience. It can also form a backdrop for public events such as concerts, water sports and children’s activities. Similarly, a town square may support interest for retail, as it provides greater exposure from the street. It may also be used by the community for a farmer’s market, assembly, concerts, and seasonal events such as a Christmas tree lighting, Fourth of July celebrations, or Pioneer Day events.

No single project will create a town center for West Jordan. Rather, a variety of projects is needed. Differentiation of uses and projects is one key to interest and vitality in creating a town center.

Real estate development is relatively straightforward. Markets are people. Real estate and the activities within real estate respond to people’s needs and desires for a specific quality of

life in a defined environment. In a real estate context, development projects respond to the needs and desires of people in the form of housing, places to work, places to shop, places to learn, and places for recreation. These components, all together, make up a successful town center and TOD. As West Jordan increases in size and diversity, its adaptability and flexibility to accommodate that growth and change will determine the sustainability of the components of town center.

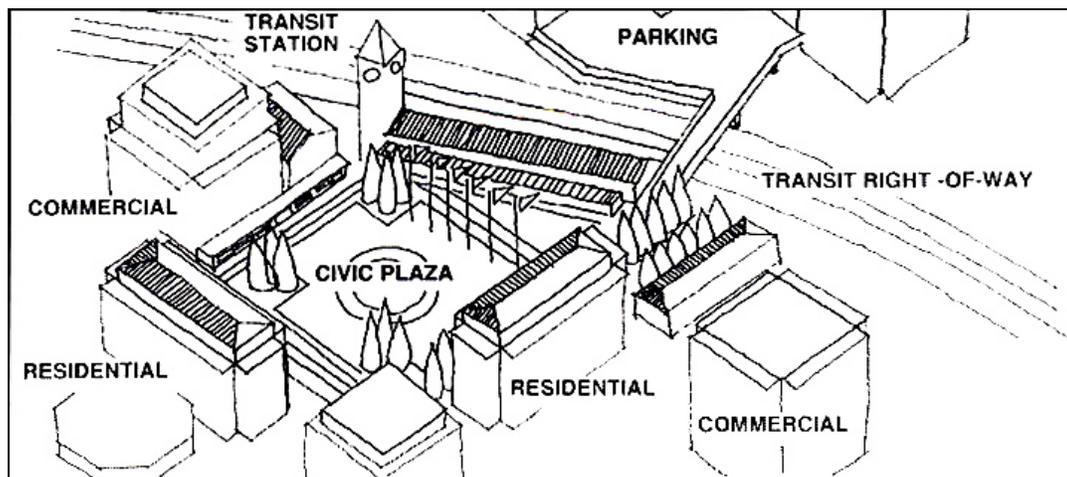
## program elements

### *The Importance of the Public Realm*

The public realm of a city is made up of the outdoor space, the “rooms” created between the buildings. Thus, the streets, sidewalks, plazas, and other types of open space make up the public realm of a city. This area has been ignored in many newer cities, particularly suburbs and bedroom communities of larger cities. Communities are just now beginning to fully appreciate the role and importance the public realm has for a healthy, vibrant community.

The public realm defines cities. It is a fundamental human need to interact with other people in a community environment, a critical link to success for town centers and TODs. By providing a compact urban form oriented toward walking, such as a public square, town green or lake, people have a reason to come to the site over other areas to get out, walk and enjoy the individuality and uniqueness that creates the place. A mixed-use development program alone will not ensure success for West Jordan. Public amenities provide a competitive edge over other developments. If West Jordan is able to create a vibrant, unique, destination-oriented center that links to the distinctive character that is West Jordan, it has the opportunity to penetrate nearby markets, drawing from the region as well as the community. Indeed, previous plans have put an emphasis on creating a civic space. The diagram in Figure 2 illustrates the importance of public open space for both TOD and a downtown.

Figure 2. A Public Realm amenity organizes site plan for TOD



Source: Urban Land Institute, *Ten Principles for Successful Development Around Transit*, 2003

This preliminary program recommends thoughtfully designing the infrastructure such as streets, sidewalks and other public amenities with a richness of character, providing above all a pedestrian-friendly environment. A water feature, or several water features, in particular, is recommended at this location. That will accomplish many objectives, some of which are summarized below:

- Creating the place that differentiates West Jordan from nearby communities who are also planning TOD, will ensure success of the TOD and town center.
- Developing a large public open space supports community activities, provides a gathering place, promotes walking throughout the site, provides views, air and light for downtown residents, and most importantly, provides a sense of place for all users.
- Water in particular is a powerful draw for people, as it can be experienced visually, tactilely, on its surface through boating, as simply acoustically pleasing background noise, and in many other ways. It may also link the town center to the Jordan River, the canal system in the city and Main City Park.
- Developing a public open space and center enhances the nature of the transit stop and encourages use of the new downtown by those traveling on transit.
- Strategically placed public amenities attract and stimulate quality private development by providing circulation, open space, views, character, and interest to an area. Place Making becomes a magnet for development.
- Residents have expressed the desire for a place in their community they can walk and enjoy with family and friends. The element they are referring to has less to do with the programmatic pieces and more to do with experiencing the uniqueness and individuality of the area, the public realm.

### *Civic Buildings*

A civic component is recommend for the project area. Community members confidentially interviewed by members of the project team stated that the current library no longer fits the needs of the community and should be relocated. A library would be an excellent addition to the town center. Other suggested uses are a community theater or school campus extension.

- Public buildings provide a destination element for residents of West Jordan and potentially the larger community. Civic functions historically are placed in the downtown of each city, anchoring other uses such as retail, supporting office, and close-in convenient housing.
- Civic uses on the project site support and complement the civic functions of City Hall, the Justice Center and Main City Park.
- Civic buildings help create a sense of place and civic pride for the greater community. A public building connects the project to the residents in a way private development is not able to do.

## Housing

Examining the individual parts of the program, a large residential component is recommended for the site. Downtown housing must be thoughtfully designed, with a sense of place that creates a special amenity in order to attract renters and buyers. It cannot be overstated that housing is an important factor to success for the town center and TOD. There are several reasons:

- West Jordan is primarily a bedroom community, serving downtown Salt Lake City and other employment centers in the Salt Lake Valley. Housing continues to be a need in the West Jordan market. In looking at the economic and demographic trends, a diversity of housing types would satisfy unmet demand in the community.
- A mixed residential community permits a range of different types of housing may be developed simultaneously. Therefore, a number of different housing markets can be addressed in terms of household size, age of the head of household, incomes, and lifestyles.
- A mixed residential community supports the success of a transit station, providing riders the option of alternative transportation choices close to where they live.
- Housing also supports the retail component of a downtown environment. A downtown office worker supports approximately one-half square foot of retail, whereas a downtown resident supports ten square feet of retail. Downtown residents also spend more leisure time in the area, increasing the likelihood of spending.
- 30 percent of West Jordan residents are one and two person households. Combined with the young population in West Jordan, this indicates an untapped rental market. Population growth projection is so large that capturing even a small percentage of new residents will fill housing in the town center. The need for a diversity of housing exists in West Jordan as varying lifestyle choices translate to different housing needs.
- Similarly, there are residents who may desire more diversity of for-sale housing as well, such as smaller single-family dwellings, condominiums, or townhouses.

This program recommends medium density housing for the town center. A minimum of 100 units of for-sale housing should be built, at approximately 14 to 16 dwelling units per acre, provided the product is diverse and well designed. The apartment segment may be an earlier component, containing a minimum 250 units, built to a density of 25 dwelling units per acre. This recommendation does not suggest type or number of locations of building(s).

## Office

An office component is recommended for the program, provided it is properly located on the site. Although the greater office market is experiencing vacant office space, indicators show that trend is changing. Additionally:

- A light rail station and town center provide attractors for users that other office locations lack.

- The location to City Hall and the Justice Center creates a need for support services and offices adjacent to those functions.
- A central office component, close to a vital, lively town center may help the city in recruiting new businesses to relocate to West Jordan.

This program recommends 100,000 of 150,000 square feet of office space, phased through construction of the overall project as need arises, housed in several buildings. Locating in close proximity to the light rail station and the civic functions across Redwood Road strengthens leasing or selling office space in the town center. It is recommended office components of the program be located no further than 300 feet from the transit station to encourage greater transit ridership.

### *Retail*

The market reconnaissance that precedes this program did not show a strong retail market. The impact of Jordan Landing as well as other nearby retail centers indicates strong competition for retail. With that said, a modest retail component is recommended for the town center. 90,000 square feet of retail will complement other programmatic uses and provide some draw for the greater community.

- For the greatest retail potential, the approach works best in conjunction with office, entertainment and residential uses. Retail in combination with other uses is better supported due to longer visits drawn by office workers or residents of the site as they come into contact with the retail, having more shopping opportunities than would otherwise exist in a stand alone shopping center.
- On average, downtown residents spend a greater percentage of their household income on retail and entertainment expenditures, particularly on items such as apparel and food away from home. With the inclusion of housing in the program, this indicates an opportunity for specialty retail or entertainment.
- Local serving uses that support the civic, office and residential components such as restaurants, bookstores, cafes, limited convenience, printing/copying, office supply, etc., are most appropriate.
- Restaurants are a valuable retail component for any town center, bringing visitors back time and again, while supporting local housing. Interviewees indicated a void in the restaurant market in West Jordan, as dining out is a popular activity in the community.

K. Glover and Associate's "Preliminary Retail Market Assessment for the City of West Jordan" goes over the retail and entertainment component possibilities of the site in detail. The report suggests specific solutions for the site that are needed within the community in terms of retail, restaurants and entertainment.

### *Hotel*

There are currently no hotels in West Jordan. Although the Salt Lake Valley market is currently saturated with hotels, the right type of hotel would serve the project area well due

to its prime location. A small, boutique hotel with 60 to 90 rooms is recommended for the town center program. Several reasons are included below:

- There are no hotels close to the airport for travelers. West Jordan's proximity to the airport on the west side of the valley is advantageous, indicating an opportunity to attract airport travel.
- The Jordan Valley Hospital, Fairchild Semiconductor, and the Utah National Guard's Army Aviation Unit all expressed an interest in weekly accommodations in West Jordan for travelers.
- The hotel market in Salt Lake County is rebounding, with occupancy and room rates up from 2003.
- A boutique hotel with 60 to 90 rooms, as indicated in the program, has less operating expenses and rooms to fill than a large full-service hotel.
- The location adjacent to public amenities, light rail, shopping, and services all within walking distance is a draw for hotel guests.
- Meeting and banquet options may be limited in West Jordan. A hotel could provide those services, incorporating some uses with the shared public open space.
- A central hotel does not need food service, but can rely on nearby restaurants to fill that need for patrons.

### *Parking*

Although parking is an important component of the program, balancing the parking is critical to success for both a TOD and a town center. Too little or ill placed parking discourages people from using the light rail station or the town center amenities. Too much parking, particularly surface parking, and the land is not used to its best potential, the character of the area is eroded and during slow times of the day, the center appears underutilized. A preliminary parking analysis is shown in Table 2.

**Table 2. Parking Analysis**

Parking Analysis	Square Feet
Office 150,000 @ 3.5/1000 on net area:	460.00
Apartments 250 @ 1.4	350.00
Hotel 80 rooms	80.00
Retail 75,000 @ 5/1000	375.00
Civic structure, say 25,000 S.F.	100.00
Restaurants, 15,000 @ 7.5	112.00
Subtotal	1477.00
Adjustment for shared spaces (15 percent)	-221.55
Equals, adjusted gross	1255.45
Rounding up, approximate Total	<b>1200.00</b>
35 percent in 2 to 3 story structures	420.00
65 percent surface parking	780.00
Structures are 200 spaces/acre	2.10
Surface are 125 spaces/acre	6.24
<b>Total parking, in acres</b>	<b>8.34</b>
Rounding down, approximate Total	8.00

Source: Leland Consulting Group

### *Investment Analysis*

Private investment follows public commitment. The City of West Jordan can generate millions of dollars in private investment in downtown West Jordan from this project. A common ratio used for public investment is for every one dollar of public investment, one should expect to see four to five dollars of private investment flow into the project. By carefully developing the program, creating the public realm and creating the necessary partnerships for success by following an implementation strategy, the program above should easily meet that ratio. Table 3 below shows the expected private development dollars from the above stated program. Using the Urban Renewal fund of \$14.1 million dollars, the resulting investment ratio is 1:5.7.

**Table 3. West Jordan Estimated Project Cost (Very Preliminary)**

Investment Analysis	SF or Units	Unit Value	Estimated Investment
Office buildings - 150,000 S.F.	150,000	\$ 115	\$17,250,000
Apartments units - 250	250	\$ 95,000	\$23,750,000
Townhouses / cluster homes - 100 units	100	\$150,000	\$15,000,000
Hotel - 80 rooms	80	\$100,000	\$ 8,000,000
Retail area - 90,000 S.F.	90,000	\$ 100	\$ 9,000,000
Parking (surface)	780	\$ 2,500	\$ 1,950,000
Parking (structures)	420	\$ 14,000	\$ 5,880,000
<b>Total</b>			<b>\$80,830,000</b>

Source: Leland Consulting Group

## options

The Preliminary Development Program described in this document provides a guide for the LMN design team to establish a physical form in response to the type and mix of land uses. The program attempts to balance an array of uses in which there is indication of market opportunity. Discussions with the Downtown Redevelopment Steering Committee task force suggest that the office component may be too strong at this time. More research would be necessary in subsequent phases of this project to determine interest in firms moving in close to the West Jordan Town Center to respond to opportunities at the courts and City Hall.

Similarly, the retail component was perceived by the Downtown Redevelopment Steering Committee task force as too small. More research will be needed to determine if a larger retail component can be realized. One of the difficulties with this site is that it currently lacks a grocery anchor, and from local discussions, it would be difficult to attract a grocery anchor in a neighborhood or convenience shopping center. Generally, as a strategic matter, a neighborhood shopping center is not a particularly strong retail component to anchor the heart of a downtown. It is for that reason, that a smaller but higher quality retail mix of approximately 90,000 square feet was recommended. A retail center that must go “head on” with Jordan Landing is particularly vulnerable. The discount buying power draw from Jordan Landing is immense, as it offers virtually every major discount retailer in America.

An alternative development program, showing an increased retail component in the form of a lifestyle center is a possibility. The lifestyle center would include entertainment, food, fashion, and other general merchandise. A minimum of 200,000 square feet of retail is needed to make the mix work. Within this development program option, the infrastructure would remain relatively fixed; the land uses themselves would be rearranged and adjusted to accommodate the increased retail program. Since this option runs counter to what was heard in the confidential stakeholder interviews and from the market reconnaissance, further research would be required to determine the feasibility and appropriate mix of viable tenants for the area.

That said, the program as written should not be discarded. Rather, the components should be adjusted, modified, and increased or reduced in order to get to the proper balance. Housing is a key part of a downtown, as is retail and employment. The need for a heart of the community in terms of amenities, public open space, gathering places, and the like are ways to draw in the citizens of West Jordan and other visitors again and again. Water is suggested as a powerful theme to both create on-site enjoyment and to “brand” this downtown as a special and distinctive place in the greater Salt Lake region.