

# KEARNS TOWN CENTER MASTER PLAN

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March 28, 2019



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## EXECUTIVE SUMMARY

Achieving the Kearns Community goal of restoring the Town Center area's role as the commercial and community center of Kearns will occur by improving the pedestrian environment, increasing connectivity through the area, and creating new opportunities to live and work in the Town Center. Public investment in the infrastructure and amenities to complement the investment in the new Kearns Library and UCA Community Center will improve the Town Center's ability to attract new, private investment.

A preferred Town Center Concept was identified through a public planning process. Figure EX-1 represents the vision for redevelopment of the area. Key concepts in the redevelopment include:

- Increased connectivity through the current commercial properties to encourage walking and biking.
- Investment in a purpose-built UPD Substation.
- Investment in a transit hub/plaza.
- Development of a community plaza for community activities and as a daily amenity.
- Creation of multi-use streets that allow for outdoor dining and closure for major community events.
- Concentration of transit routes and amenities at the transit hub/plaza including a new Kearns Circulator route.
- Opportunities for the development of multi-family housing.
- Opportunities for the development of office and other employment types.

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MASTER PLAN

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Implementation of the redevelopment concept is a multi-year undertaking. Initial steps include revision of the zoning codes governing development of the area to accommodate the preferred uses identified by the community and to create a Kearns Town Center Overlay district to address the urban design and streetscape elements that are critical for future success of the area.

Another critical element to future success is the identification of a governing body to oversee programming of the plazas and public spaces in the Town Center as well as ensure ongoing maintenance and operations of the mixed-use area. Local retailers and property owners should consider coordinated marketing and recruitment as part of the responsibilities of the Town Center governing body.





## INTRODUCTION

### BACKGROUND SETTING AND PURPOSE

The Kearns Town Center Plan focuses on the area west of the intersection of 4015 West 5400 South. This area was the commercial center of Kearns for several decades. Over time, investment in the area has declined and commercial performance dropped. During the same time period, the eastern half of the four-way commercial intersection was incorporated into neighboring Taylorsville City, further eroding the tax benefit Kearns Township received from the area to support services and additional public investment.

The focus of the planning process was twofold – to enhance the areas’ commercial performance and to create additional community amenities in the area to support community activities and identity.

### OVERVIEW OF PLANNING PROCESS

The Kearns Town Center Plan began as part of the Healthy Kearns initiative. In 2015 Mayor Ben McAdams kicked off the Kearns Place-Based Initiative known as “The Future We Choose” to bring together all of the community, governmental, and non-profit groups working in the Kearns area. The Initiative was intended to give Kearns residents a voice in the design and delivery of services in their community. The vision and purpose of the Initiative was developed through the creation and collaboration of several committees. Each committee included community members, government officials, business leaders and non-profit organizations. There was a steering committee to guide the overall direction of the initiative and three subcommittees. Each of the subcommittees developed a mission statement with accompanying goals and objectives. The callout box on Page one provides the mission, goals and objectives for each of the subcommittees. This Plan was initiated as part of the Healthy Communities Subcommittee’s priorities.

## THE FUTURE WE CHOOSE SUBCOMMITTEE MISSION STATEMENTS

The Expanding Opportunities subcommittee is working to achieve the following outcomes:

- Kearns families are self-sufficient.
- Kearns children are ready for and succeed in school, ultimately leading to high school graduation.
- The education outcome will be prioritized through Evidence2Success framework.

The mission statement of the Expanding Opportunities subcommittee is:

We want all Kearns residents to have the education and skills needed to live productive and self-sufficient lives. We will use our collective expertise and resources to plan evidence-based education, training, and support programs that help kids reach critical milestones on the path to adulthood.

The Healthy People Subcommittee is working to achieve the following outcomes:

- Create enhanced awareness of the benefits of living a healthy lifestyle among Kearns residents.
- Kearns residents have the ability, knowledge and desire to consume healthful diets, achieve and maintain healthy body weights.
- Kearns residents have the ability, confidence, and desire to be physically active for life.
- Kearns residents have access to comprehensive, quality healthcare services.
- Increase access to financial resources, knowledge and skills.

The mission statement of the Healthy People Subcommittee is:

We want all Kearns residents to be physically and mentally healthy. We will use our collective expertise and resources to improve delivery of health information and services; create new spaces and facilities that support health, nutrition and wellness programs; improve access to healthy food and beverage options that also support our diverse cultural traditions; and provide opportunities for physical activity.

The Healthy Places Subcommittee is working to achieve the following outcomes:

- Residents and visitors can move safely and effectively around the community.
- Kearns community has a variety of gathering places.
- Kearns residents have opportunities to update homes.
- Kearns residents have increased access to jobs in the Kearns Township.

The mission statement of the Healthy Places Subcommittee is:

We are committed to ensuring that Kearns attracts and supports a healthy mix of residents and businesses, and is welcoming and safe for those who live, work, learn, and play here. We will use our collective expertise and resources to create an economic development plan that includes mixed income housing and mixed-use developments; ensures access to health and wellness opportunities; integrates community assets with surrounding neighborhoods; and is driven by community priorities.



Appendix B provides the details of the results of the 2017 community survey.

The Town Center Planning project was put on hold at the end of 2017 as a result of legislation that created the Kearns Metro Township as well as changes in community government. Mayor Kelly Bush re-started the planning process in mid-2018. A “Re-Kick-off” open house was held in August 2018. The original Plan Vision Statement, preferred land uses and development type were reviewed and confirmed during the meeting. Appendix C includes the presentation, materials and community input from the August 2018 meeting.

A project website was launched to re-energize the planning process. The website included materials from the re-kick off meeting and provided an opportunity for community members unable to attend the meeting to provide feedback on the concepts and vision developed in 2016/2017. Appendix D provides the results of the 2018 community survey and open house input.

On October 23, 2018 the draft illustrative vision plan concept was presented in a community meeting at the Olympic Oval. Appendix E includes the materials from the October 2018 meeting.

## PLANNING VISION STATEMENT

The following vision statement was drafted, reviewed and finalized based on input from the Healthy Kearns Subcommittee, community members in attendance at each of the open houses, the community survey and through on-line input on the project website.



The Kearns Town Center will create a healthy<sup>1</sup> gathering place<sup>2</sup> that is representative of the diverse community<sup>3</sup>, reflective of our history<sup>4</sup>, connects residents, business owners and visitors to each other<sup>5</sup>, and provides opportunities for learning and enrichment<sup>6</sup>.

<sup>1</sup> Promotes physical, social, environmental and economic health

<sup>2</sup> For families, activities, concerts, markets, and events

<sup>3</sup> Both current diversity and historic diversity – who are the groups that made and continuing to make Kearns a good place to live

<sup>4</sup> Military history, Olympic legacy, baseball history

<sup>5</sup> Getting to know each other and breaking down barriers, a place where all are welcome

<sup>6</sup> Through passive, day-to-day interaction and through community events

*The elements of this Vision Statement guided the planning process and identification of the preferred alternative illustrative plan.*



## EXISTING CONDITIONS, ANALYSIS & IMPLICATIONS

### HISTORY OF THE AREA

Kearns is a Metro Township within Salt Lake County with a long history of agriculture and military activity. Originally inhabited by Fremont and Ute people, the Kearns area provided hunting and gathering grounds for early native inhabitants. By 1848, the first early Mormon settlers, Joseph and Susanna Harker, settled in the area and established small farms and pastures along the Jordan River and were soon followed by others seeking agricultural prospects.

Kearns remained primarily agricultural land until America entered World War II after the attack on Pearl Harbor. The Kearns area appealed as a large training base due to its defensible inland location that was easily accessible by plane and railroad from three other major western ports of Seattle, San Francisco, and Los Angeles. By 1942, the base grew with the capacity to support 30,000 to 70,000 people making it Utah's third largest city.

By the end of the war, the War Assets Administration declared Kearns Air Base as surplus and ordered its return to farmland. This was strongly opposed by the community who depended on the area for economic security and by 1948, the land was opened to a public bidding process that included preexisting housing, streets, and utilities. Following WWII, Kearns became a booming postwar community with steady population growth to an estimated population of 37,450 today.

The area surrounding the 5400 South 4015 West intersection historically acted as the primary commercial center within Kearns and consisted of various grocery stores and large retailers. In 1996 Taylorsville incorporated the commercial area to the east of the intersection during its process of becoming an official city. The political process to designate Kearns as a township began in about 2010. Township designation gave residents more control over zoning and planning issues within the community. Kearns held its first election in 2016 to elect the first city council members in each of the five districts within the Township.

Much of the commercial development surrounding the 5400 South 4015 West intersection is currently underutilized or vacant, and large undeveloped spaces. This appears primarily in the form of parking lots, occupy a majority of the potentially developable land in the area and make navigating the area by foot or bike difficult.

### DEMOGRAPHICS

The 2010 Census population of Kearns Township was 35,731. By 2017 the population was estimated to have increased by almost 1,500 people, as seen in Table 1. Kearns is one of the most diverse communities in Utah with approximately 29 percent of the population identifying as a race or combination of races other than white. By contrast, approximately 13 percent of Utah's total population identify as some race or combination of races other than white.<sup>1</sup> Kearns' 2017 estimated population is approximately 33 percent Hispanic. This is unchanged from the 2010 Census. The Utah 2017 estimated population is approximately 14 percent Hispanic, down slightly from the 2010 Census. Family sizes in Kearns are also consistently larger than in Salt Lake County as a whole.

<sup>1</sup> The 2015 data on race for both Kearns and Salt Lake County has relatively large margins of error. For example, if the Kearns 2015 non-white population is at the high end of the margin, the percent of total population nonwhite in 2015 would be 1,384 people higher and closer to 20 percent of the total population.



TABLE 1: KEARNS AND SALT LAKE COUNTY DEMOGRAPHICS

	KEARNS				SALT LAKE COUNTY			
	2010	2017	MOE (+/-)	% CHANGE	2010	2017	MOE (+/-)	% CHANGE
Population	35,731	37,194	1,137	4%	1,029,655	1,106,700	****	7%
Households	9,780	9,892	311	1%	342,622	363,058	1,209	6%
Average Persons/Household	3.7	3.8		3%	3.0	3.0		1%
Non-White population	10,615	10,882	1,463	3%	193,581	219,696	3,089	13%
% Total Population	30%	29%			19%	20%		
Hispanic Population	11,729	12,222	1,178	4%	176,015	198,222	****	13%
% Total Population	33%	32%			17%	18%		

Source: 2010 Census; 2017 ACS 5-Year Estimates, MOE=Margin of Error; \*\*\* MOE not calculated by Census

Kearns' diversity is important to its identity as a community. The area has welcomed refugees and new arrivals from around the world and is recognized as a great place to start and raise a family. Kearns' household sizes reflect this important part of the community. The population of Kearns is projected to grow by approximately 500 persons and almost 300 households by 2025. GSBS used a balanced housing model to estimate the price point of new housing units needed in Kearns by 2025. According to the balanced housing model by 2025 new housing units affordable to households making less than \$15,000, between \$15,000 and \$35,000, and over \$75,000 annually will be needed as seen in figure 2.

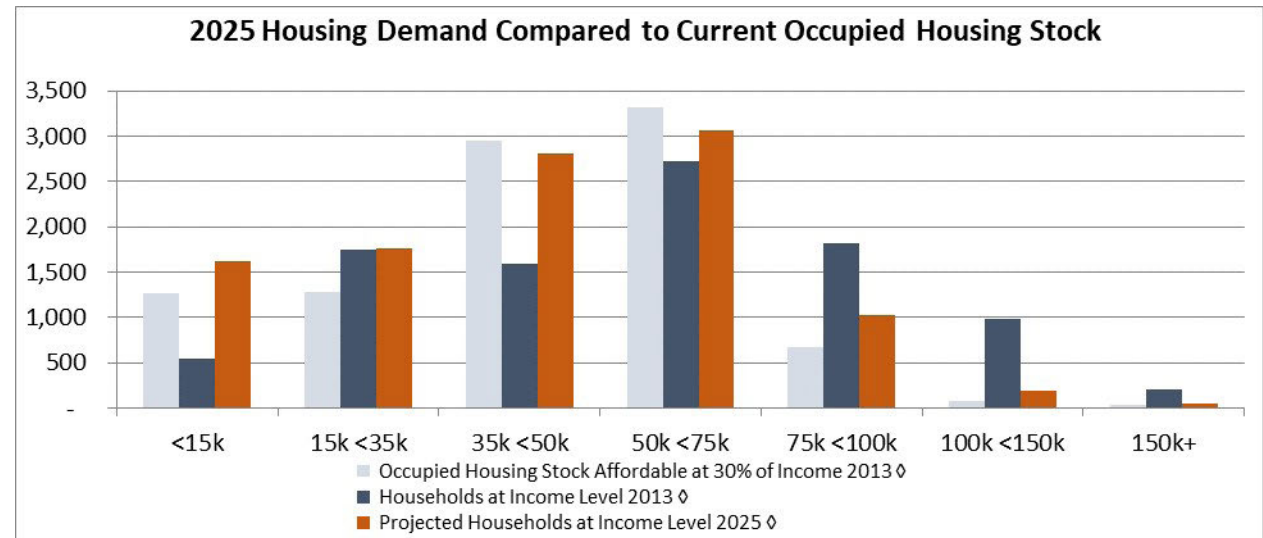


Figure 2: Housing Availability by Income



## TRANSPORTATION

The transportation and streets analysis considers the existing networks for the four key transportation modes in Kearns – walking, bicycling, riding transit and driving – especially in regard to accessing the town center area. In addition, the analysis considers how the modes coexist within the existing street network and other transportation facilities of the study area.

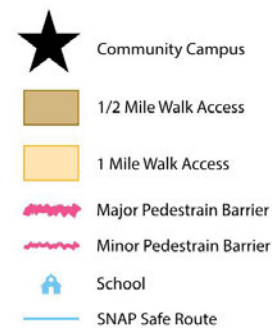
The analysis focuses on Kearns but because the town center location is at the eastern edge of Kearns Township, the adjoining area of Taylorsville is also considered. The plan identifies assets and challenges for each mode. Based on these assets and challenges, the analysis proposes opportunities for improving each mode within the context of the Town Center Plan.

### Pedestrian Network

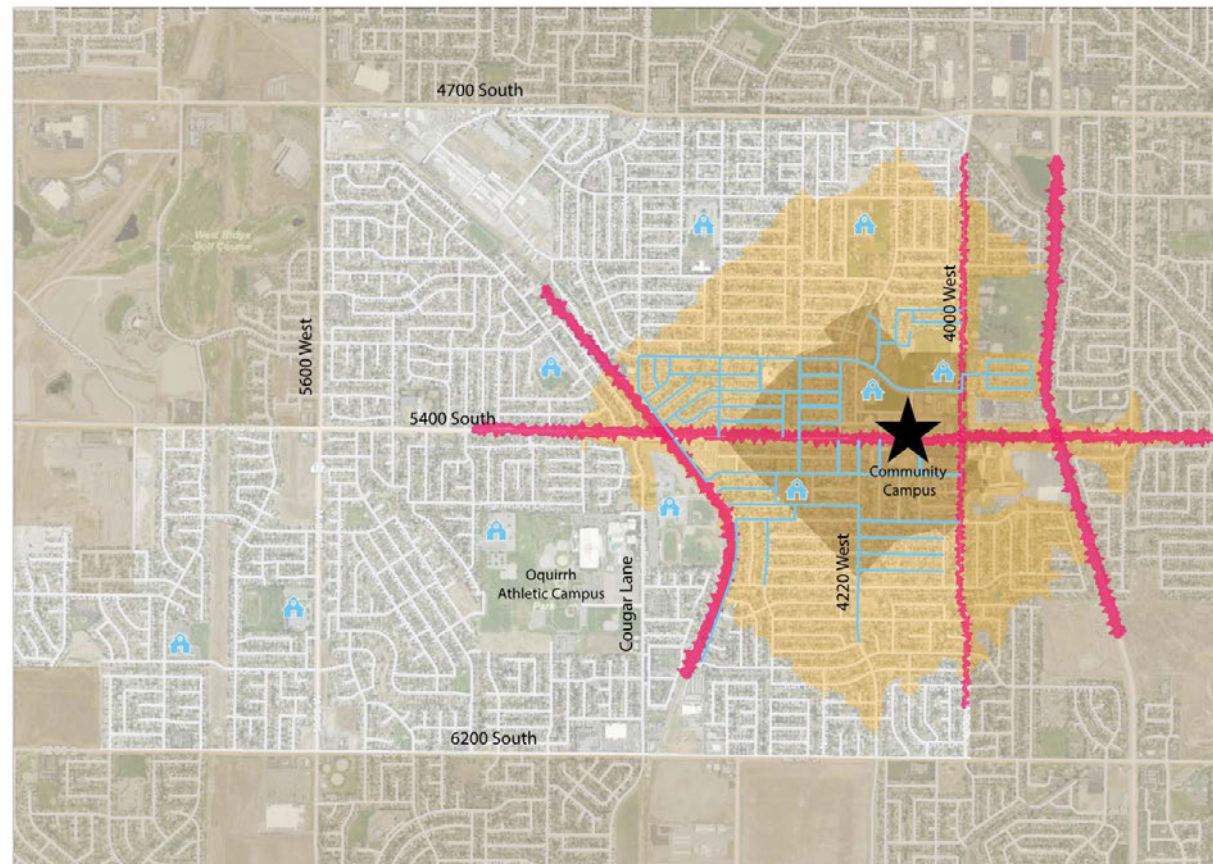
The pedestrian network is the most important network to the Town Center. Good pedestrian conditions will reinforce a comfortable human scale and positive identity for the area, enable safe access for community members, and support the Town Center as a transit hub.

The pedestrian network, seen in Figure 3, consists primarily of sidewalks along streets, crossings of roadways, and path networks through parks, schools, and other larger public land uses. Some off-street and semi-off-street paths and linear parkways exist – the most relevant of these is the new linear park along 5400 South west of the planned Town Center.

Pedestrian Infrastructure



0 0.25 0.5  
Miles



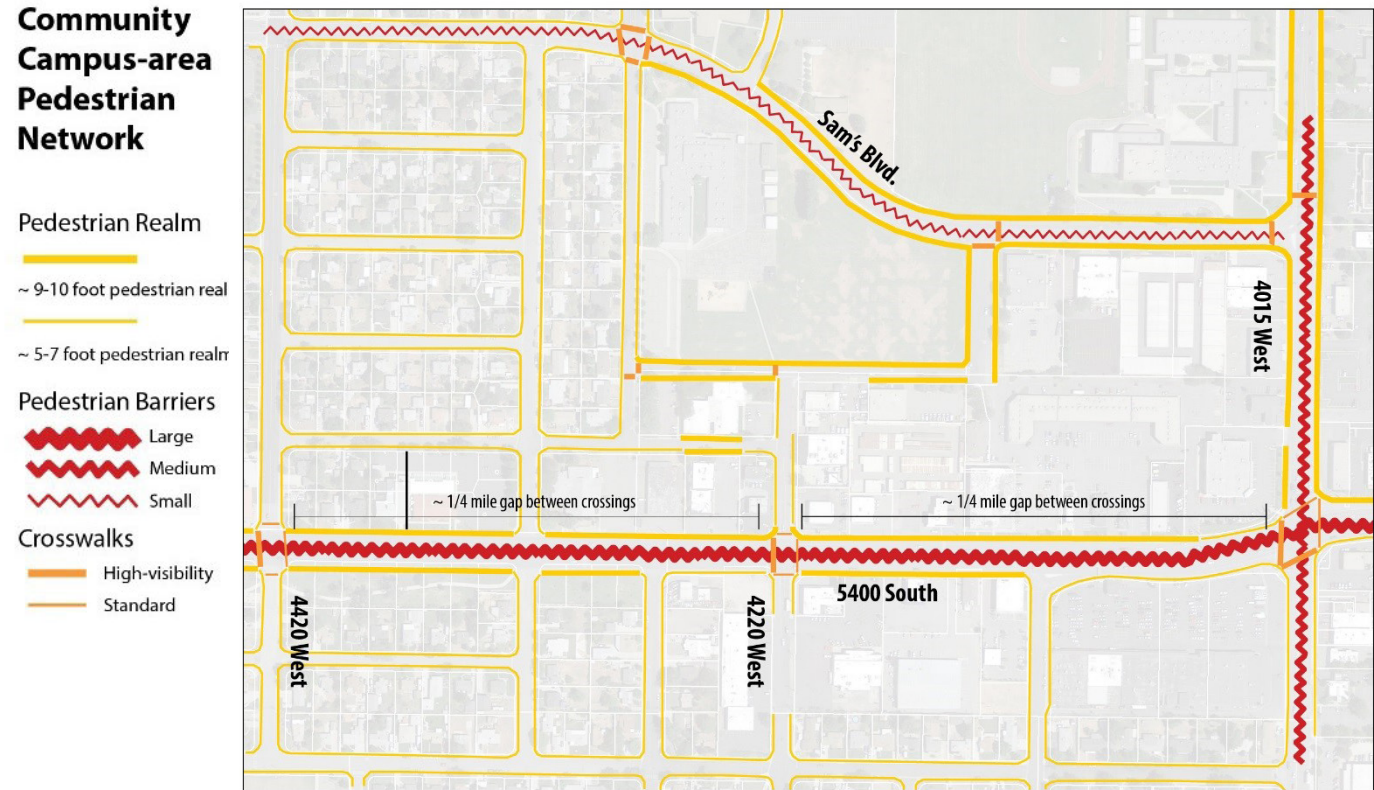


Figure 4: Town Center-area Pedestrian Network

### Pedestrian network assets

There is good pedestrian access to the Town Center via the sidewalks on neighborhood streets which form a relatively connected network (see Figure 4.) Most of the area to the northwest and southwest within a mile of the Town Center location is accessible for pedestrians (see Figure 3.)

There is also good pedestrian infrastructure around the schools. Oquirrh Hills Elementary School and Kearns Junior High School, as well as South Kearns Elementary School and St. Francis Xavier School, are within close proximity to the Town Center location. Because of the presence of these schools, some high-visibility crosswalks have been striped on the major and minor street crossings in the area. (See Figures 3 and 4).

The signal and crosswalk at 4220 West are a major asset for getting across 5400 South. The corridor along 4220 West and parallel streets are important for neighborhood pedestrian access to the Town Center.

Despite the traffic, 5400 South does contain some pedestrian assets. The new linear park provides a walking environment that is relatively well-buffered from traffic on 5400 South and is the beginning of a key connection between Kearns High/Oquirrh Athletic Campus and the Town Center. For a street like this, the sidewalks plus buffer area should be at least 15 to 16 feet. However, the 10-foot width is more than on many similar corridor areas.

### **Pedestrian network challenges**

#### *Gaps & Barriers*

There are gaps and barriers in the pedestrian network. Gaps are the spaces between parallel structures in the pedestrian network, while barriers are inhibitors to movement throughout an area. The top 5 gaps in the network average approximately 2,200 feet, over four times what the maximum gap should be for this type of area (500 feet). While in general, the street network connects the surrounding area well to the Town Center within ½-mile and 1-mile distances, the exception is to the northeast, where properties along Southridge Park and Bangerter Highway form a major barrier for those accessing the Town Center area on foot (See Figure 3).

The largest of the gaps are:

- 5400 South, which presents the most relevant barrier – there is nearly ¼ mile between crossings on the street adjacent to the Town Center.
- On north-south links where the combination of large commercial blocks and the lack of a pedestrian facility on Bangerter Highway create a gap in the network.
- On east-west links where the inability to cross Bangerter Highway creates a major gap in the network.
- On east-west links where the lack of a marked crossing on 4000 West south of 5400 South creates a gap in the network.
- On north-south links where the combination of property backing onto Southridge Park, a fenced cul-de-sac, and the Bangerter Highway, create a gap in the network.

#### *Pedestrian Environment*

There is a poor pedestrian environment along major streets. This is especially true for 5400 South, along which there are no pedestrian amenities (seating options, coverage from elements), greenery, shade, or buffer from traffic. The 10-foot sidewalks along 5400 South narrow close to the 5400 S. / 4015 W. intersection.

#### *Safety*

5400 South creates pedestrian safety issues. In an analysis of crash data from 2014 to 2016, there were 11 pedestrian-related crashes in the greater Town Center area. Seven of these were along 5400 South.

The relatively good connectivity of the pedestrian network breaks down closer to the commercial areas. The streets have several sidewalk gaps in the areas on both sides of 5400 South (See Figure 4.) These gaps are largely due to very long curb cuts along parking or other vehicle circulation areas. Also, in contrast to the relatively small blocks of the neighborhood, the Town Center area is comprised of very large blocks, which present barriers to pedestrians. This is an especially large challenge to neighborhood school access; the Town Center sits in the middle of several schools and the School Neighborhood Access Plan (SNAP) routes that connect them for walking children.

### **Pedestrian network opportunities**

*Improve the pedestrian environment along 5400 South.* Extend the path along 5400 South and across 5400 South to the Town Center. There is room within the pedestrian realm to add amenities. Also, look for opportunities to widen the 5400 South sidewalk; these could include using some of the Town Center property if it fronts onto 5400 South. Added elements should include street trees, landscape, street furniture, lighting and pedestrian-oriented building frontages and yards.

*Improve pedestrian crossings of 5400 South.* The existing crossing of 5400 South at 4220 West to become a gateway to Kearns and the Town Center with the addition of landscaping, wayfinding and traffic calming. Intermittent marked crossings on 4015 West south of 5400 South can also be built. Consider a grade-separated crossing, although surface crossings could be greatly improved for functionality.

Consolidate driveways to reduce pedestrian-motorist conflicts. The Town Center project can reduce the number of driveway accesses along major streets such as 5400 South and 4015 West, improving the pedestrian environment.



*Improve the pedestrian environment on other major streets.* Many streets have 9 to 10-foot sidewalks but no landscaped park strip or street trees – there is opportunity to add these elements to these stretches of sidewalk.

*Create a denser, more connected street and pedestrian network within the Town Center.* Divide area blocks using new, smaller cross-section roadways and pedestrian-only paths through bigger blocks. Use the Town Center design to create more 4-way intersections in order to provide more direct and legible pedestrian routes.

*Create an active Town Center pedestrian realm by carefully planning the relationships between buildings and streets/pathways.* The vitality of the Town Center will be determined by how buildings and their entries interact with the area's streets and pathways. Creating walkable streets and human-scale public spaces that carefully integrate all modes and connect with building entries will lead to lively, welcoming areas of activity in the Town Center.

*Emphasize safe routes to school through the Town Center.* The Town Center will likely be useful for children and families walking (and biking) to school. Routes should emphasize access to the many nearby schools.

*Reinforce neighborhood pedestrian network.* Fill sidewalk gaps within the neighborhood surrounding the Town Center.

*Connect to the northeast via Southridge Park, Bangerter Highway, and Utah and Salt Lake Canal.* Both Bangerter Highway and the neighborhoods on either side of it present a major barrier to the Town Center from the east. Making some key connections would create a link across this barrier, including connecting Southridge Drive cul-de-sac to Southridge Park and extending a pedestrian path through the park to the southwest corner of the park (4000 West). Alternatively, this might include or be located in the southwest corner of the park and along Bangerter Highway to 5400 South. Look for opportunities for a grade-separated crossing on Bangerter Highway. A crossing near Southridge Park may provide the most access, but the Utah and Salt Lake Canal would provide a link along a regionally designated active transportation corridor.

*Break up non-Town Center commercial blocks in the area.* Look for opportunities to build north-south pedestrian links through commercial property north/south of 5400 South just west of Bangerter Highway.

### **Bicycle network**

Like the pedestrian network, the bicycle network creates the ability for Kearns (and adjacent community) residents to access the Kearns Town center without a car. This is especially important for youth.

The existing bicycle network is mostly informal as seen in Figure 5. While some dedicated bike facilities exist, such as the buffered bike lane on Cougar Lane, cyclists can use the connectivity of the local street network to access the Town Center using quiet neighborhood streets and shoulders on some collector streets. The major barriers are the large east-west streets such as 5400 South. However, there are several planned new bicycle facilities in Kearns, including several that provide direct connections to the Town Center area.

## Bicycle Infrastructure

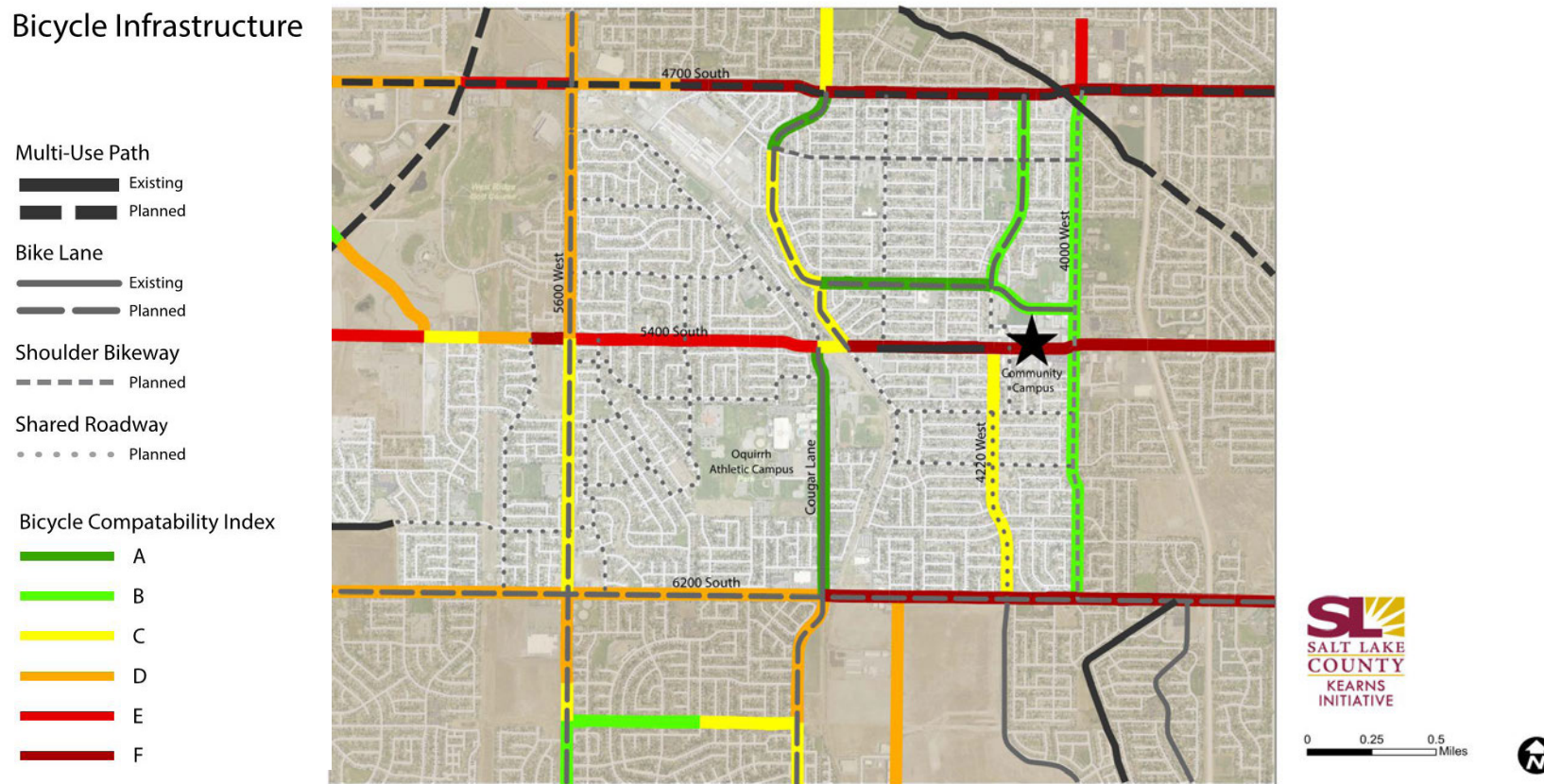


Figure 5: Bicycle Infrastructure and Conditions

### Bicycle Assets

Bike-compatible local and minor collector streets lead to the Town Center, especially from the north and south. North-south collector streets such as 4220 West, 4000 West, and Cougar Lane are relatively compatible for bicyclists, according to the Bicycle Compatibility Index analysis<sup>2</sup> (See Figure 5).

A planned network of bike facilities converges on the Town Center. Bikeways are planned for the 4220 West / 4185 West and 5215 South corridors, which will provide direct access to the Town Center. Facilities are also planned for other local streets as well as major east west streets such as 4700 South and 6200 South (See Figure 5.)

<sup>2</sup> The Bicycle Compatibility Index (BCI) is a methodology developed by the Federal Highway Administration to evaluate the capability of urban and suburban roadway sections to accommodate both motorists and bicyclists. The BCA methodology allows the evaluation of existing facilities and provides tools to determine possible improvements for new and existing facilities.

The linear park trail provides the beginnings of a 5400 South bikeway. Combined with Cougar Lane and a potential rail tracks crossing, it could create an effective bike connection between Kearns High School / Oquirrh Athletic Campus and the town center area.

Planned and existing regional bikeways are nearby. The Utah and Salt Lake Canal is within less than a mile from the Town Center. The canal runs northwest/southeast, provides connections to other points throughout the west side of the county, and has an unpaved trail along some of its length.

### **Bicycle Challenges**

There is little existing formal bike infrastructure in place. Despite the plans, few bike facilities exist currently in the town center area.

East-west major streets are a barrier to cyclists and are not compatible with cycling. While north-south streets provide good bicycle access to the Town Center, cyclists must cross the forbidding east-west streets, especially 5400 South, which presents the most relevant barrier to the Town Center area and rates as an “F” on the Bicycle Compatibility Index (See Figure 5).

Bangerter Highway is a major barrier to bicycle access from the east. Bangerter Highway presents the largest barrier to Town Center active transportation access because of its size and the wide spacing of its crossings, which are generally about a mile apart and on busy arterial streets. Bangerter Highway also creates barriers to north-south bicycle travel because of the general disconnection of streets around it. The rail tracks create problems for the bicycling network. The area west of the rail tracks is within easy bicycling distance of the Town Center area, but the rail tracks present a barrier. The intersection of 5400 South, Cougar Lane, Northwest Avenue, and the rail tracks and bridge create a challenge for bicycling (and other modes), especially with respect to extending the Cougar Lane bikeway northward and extending the 5400 South linear park pathway westward.

*Most of the major gaps in the pedestrian network identified in the Pedestrian section, which largely exist west of the Town Center, also apply to bicycling.*

### **Bicycle Opportunities**

*Create a bike corridor between Oquirrh Athletic Campus and the Town Center.* Link the buffered bike lane and 5400 South park trails to each other and to the Town Center. Look for opportunities for a crossing of the rail barrier south of 5400 South.

*Implement planned routes.* Improve 4220 West/Misty Way as a bike route for direct Town Center access.

*Create safe bike crossings at 5400 South, especially at 4220 West.* Similar to the pedestrian network, the crossings of 5400 South need to be safer for cyclists, and the signalized crossing at 4220 West can be leveraged to create more visibility, and a more comfortable, safer crossing.

*Break down the large bicycling barriers to the east of the Town Center.* Look for opportunities for a grade-separated crossing across Bangerter, likely in the Southridge Park area. Look for opportunities to build a bicycle facility on Bangerter Highway, behind a barrier (could be combined bike/pedestrian). Look for opportunities to build north-south bicycle links through commercial property north/south of 5400 South just west of Bangerter Highway. Connect the Town Center to the Utah and Salt Lake Canal corridor via 4000 West or Southridge Park/Bangerter, which could provide a realistic connection over Bangerter.

*Carefully bring together bicycle routes in the Town Center.* Create good bicycle access to transit stops and/or hub. Include plentiful bicycle parking, long-term and short term, at the Town Center.

### **Transit Network**

The transit network can serve the Town Center in a number of different ways. The Town Center can be the Kearns community’s transit hub, as a place where regional bus routes (such as the 54, the 240, the 62, and the 248) converge and riders can walk, bike, or transfer to a circulator route to access their homes or other destinations. Currently, there is no central point in Kearns that offers high frequency service both to regional destinations (such as downtown Salt Lake, Salt Lake International Airport, and Murray Central Station) and to the rest of the Kearns community. Creating a small transit hub here could provide a major service to Kearns residents in a convenient location and help activate the Town Center.



Figure 6 identifies the existing transit network of UTA routes (15 and 30-minute frequency and flex) and stops. It also includes planned routes like commuter routes such as the 348 and 356. In addition, a few higher capacity routes are planned to come through Kearns such as enhanced bus on 4700 South and 6200 South and bus rapid transit (BRT) on 5600 West.

### Transit Assets

Bus routes to regional destinations provide access to the Town Center. The 54, a high frequency (15 minute) route runs on 5400 South; and the 240, a 30-minute route, runs along edge of the Town Center (See Figure 6). Enhanced bus service routes are planned for 4700 South and 6200 South; Bus rapid transit is planned for 5600 West (See Figure 6).

### Transit Infrastructure

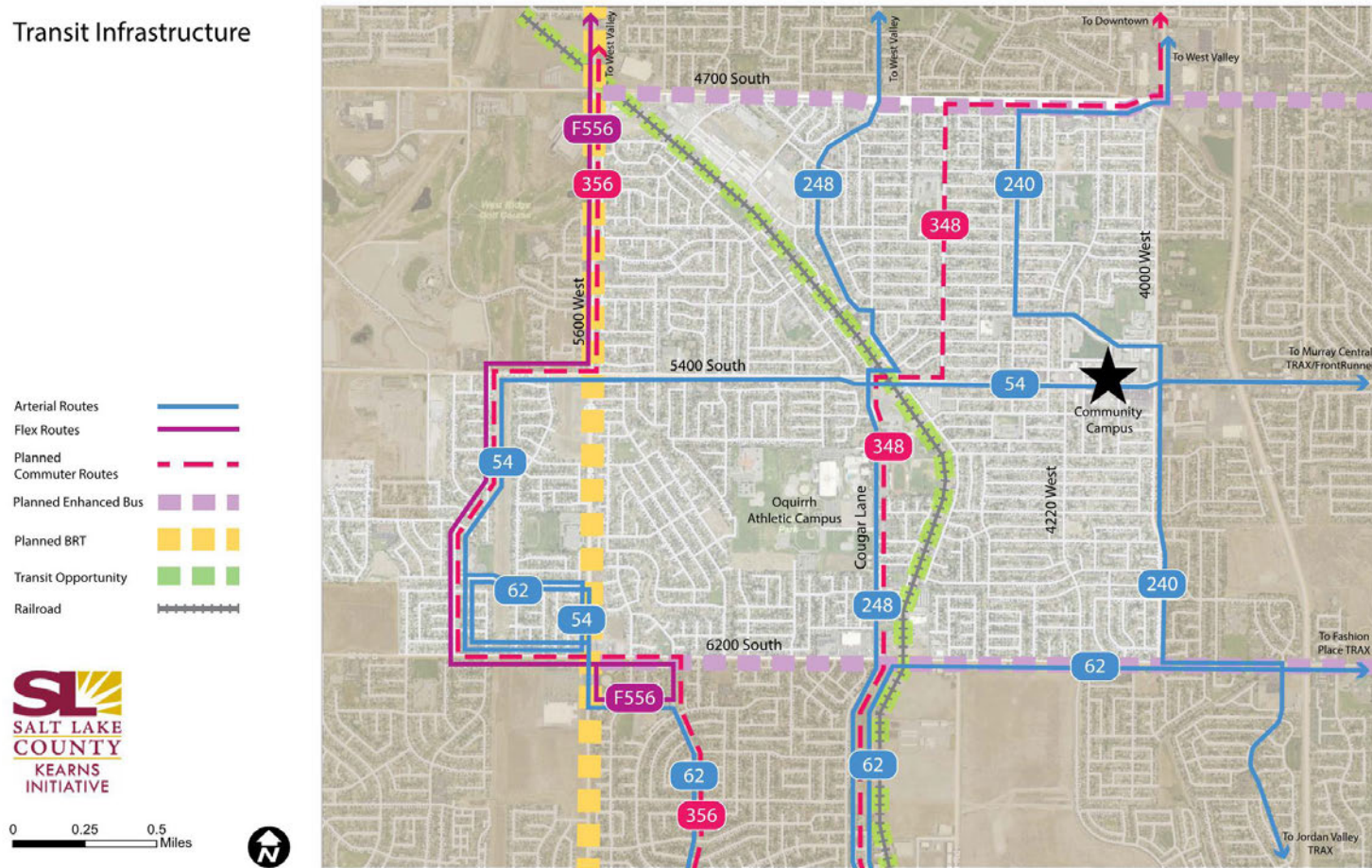


Figure 6: Transit Network



The local street grid provides relatively good bicycle and pedestrian transit access to the north and south of the Town Center. The local streets north and south of the Town Center area are relatively well-connected and provide the basis of good active transportation access to the town center area and transit stops on 5400 South and 4000 West. See Pedestrian and Bicycle network analysis for more information.

### Transit Challenges

There is no direct transit access from the Town Center to other existing and planned centers in Kearns. The routes that serve the Town Center (54 and 240) do not link riders with other existing and planned centers such as the Oquirrh Athletic Campus and the Camp Kearns area.

Bus stops are not located well for pedestrian access and lack amenities. Many bus stops on 5400 South are not located near pedestrian crossings. Bus stops do not provide any rider amenities or presence on the street.

Existing transit routes do not provide synergy or convenience. In the Town Center area, transfers are generally only between two routes and do not occur at key locations or centers.

Planned high capacity transit would not serve the Town Center location. The planned enhanced bus routes along 4700 South and 6200 South are each about a mile away from the Town Center area and the planned bus rapid transit (BRT) route is about two miles away.

The Town Center area has some pedestrian and bicycle transit access challenges. See Pedestrian and Bicycle networks' discussions of street crossings and connectivity.

### Transit Opportunities

*Create a small community transit hub.* The potential exists for a small transit/transportation hub at the Town Center where existing (54 and 240) and planned

routes (planned 348, enhanced bus or BRT, potential circulator) meet in a pedestrian-accessible location. A transit hub could provide a number of benefits:

- Create more convenient transit trips with easy transfers and trip-chaining with the hub's proximity to Town Center amenities.
- Create a park-and-ride option for the surrounding community.
- Encourage more transit use with direct access of transit to community amenities in the Town Center.
- Create safer, more comfortable transit waiting environments.
- Develop demand / critical mass for higher-capacity transit.

The hub could include:

- Bus bays
- Waiting area amenities (seating, shelter, information)
- Park-and-ride lot
- Long-term bike parking
- Close connection to public space and Town Center amenities
- Carpool / vanpool / TNC pickup-drop off spaces

*Circulator connecting key Kearns destinations.* A looping circulator shuttle could connect the three main existing and planned centers in Kearns and other destinations such as grocery stores and parks with much of the Kearns community. The circulator could complement more regional bus lines such as the 54 by creating an easy transfer at the town center transit hub.

*Relocate and add amenities to bus stops on 5400 South.* Moving bus stops next to pedestrian crossings will increase pedestrian access to transit and reduce the severity of the 5400 South barrier. Increasing the amenities at bus stops will increase the comfort of passengers and make transit more visible along the 5400 South corridor.

*Improve the pedestrian environment to improve transit access.* Improving the pedestrian environment for transit access means completing the sidewalk network within the surrounding neighborhoods, improving the pedestrian environment on major streets, and improving the crossings of major streets. See Pedestrian network section for more information.

*Explore tying the planned high capacity route system into the Town Center.* Opportunities include moving one of the enhanced bus routes to 5400 South and tying it into the potential transit hub or moving the BRT further east.

### Vehicle network

The vehicle network is and will continue to be the primary mode of transportation

to the Town Center for many residents of Kearns, surrounding communities, and the greater region. The Town Center will need to accommodate convenient auto access, circulation, and parking in a way that complements and supports pedestrian, bicycle, and transit access and environments.

As seen in Figure 7, the vehicle network consists of street roadways, driveways, and parking areas. Key aspects of this network include 5400 South, which provides important local and regional access, the 5400 South / 4015 West intersection, the Bangerter Highway corridor (and its relationship to 5400 South), the Mountain View Corridor (and its relationship to 5400 South), and the internal circulation network of streets, drives, and parking.

### Vehicle Capacity

Capacity Utilization  
PM Peak

- 0% - 70%
- 71% - 90%
- 91% - 100%
- 101% - 200%



0 0.25 0.5 Miles

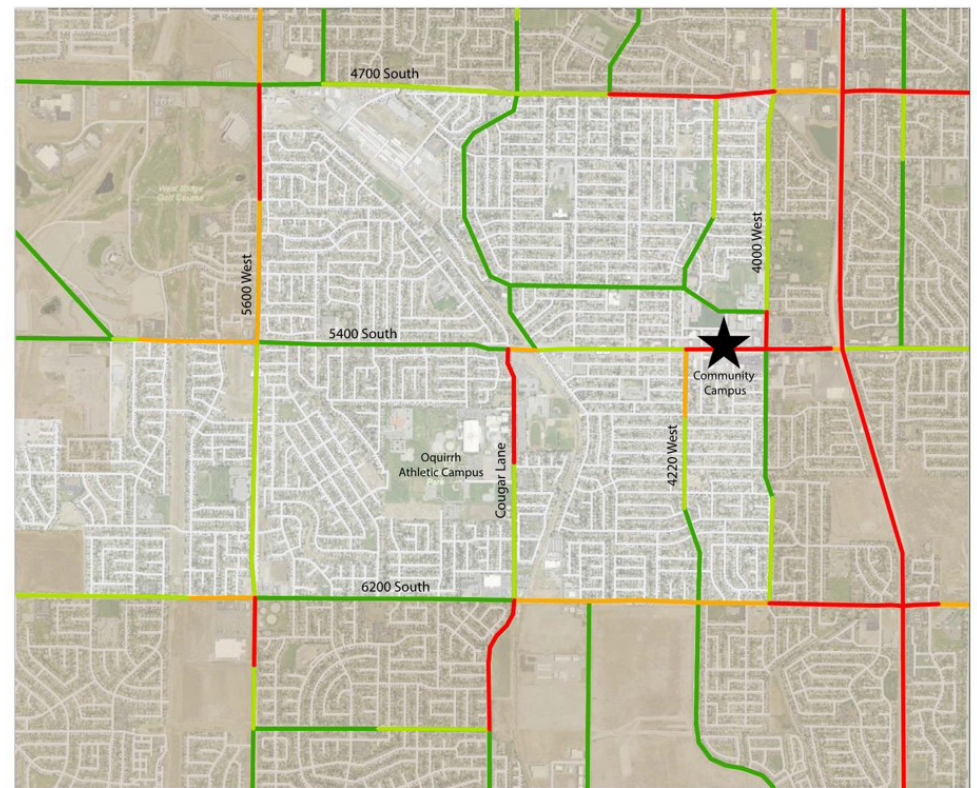


Figure 7: Existing Vehicle Capacity

### Vehicle Assets

The regional and community level network capacity is generally good around the Town Center area. Arterial and collector streets around the Town Center including 4000 West, 5400 South, Sam's Way, 4220 West, 4700 South, and 6200 South currently have extra capacity (See Figure 7).

The grade separation of 5400 South / Bangerter will be a benefit to traffic flow in the area. The segments of the network that are over-capacity are focused on the 5400 South / 4000 West and 5400 South / Bangerter Highway intersections. The upcoming grade separation of 5400 South and Bangerter should free up some capacity in this area.

The Town Center area is generally accessible to the Kearns community by car. Due to a relatively well-connected network, residents of nearby neighborhoods often have a choice of several routes to get to the Town Center area, many of which avoid the more congested arterial streets.

The Town Center area lies close to several regional roadways. The Town Center sits adjacent to 5400 South, which connects Kearns to the rest of Salt Lake Valley and very close to Bangerter Highway, which connects it via a soon-to-be freeway with much of the rest of the west valley. The developing Mountain View corridor is also about 3 miles to the west.

### Vehicle Challenges

5400 South is over capacity during the p.m. peak near the Town Center area. 5400 South's intersection with 4015 West is likely the biggest vehicle challenge in the Town Center's area. The conversion of 5400 South / 4015 West back to a traditional intersection presents capacity and safety issues. With removal of the Thru U, 5400 S. / 4015 W. intersection will probably need dual left turns. In addition, the curved geometry of 5400 South at the intersection creates further challenges.

Currently, many driveways connect commercial uses with 5400 South, creating conflicts among turning traffic and through traffic. With the Thru U turn being converted back to a traditional intersection, the removal of the concrete median on 5400 South could further exacerbate the number and severity of conflicts in the area.

Crash data show that front-to-rear, sideswipe and angle crashes are very common in

the approaches to the 5400 South / 4015 West intersection. These are likely caused by jockeying to get in position for movements at this intersection.

While not immediately adjacent to the town center area, the irregular intersection at 5400 South, Cougar Lane and Northwest Avenue poses a community-wide challenge to access of many Kearns destinations. 5400 South's crossing of the rail tracks (via underpass) is the only connection across this barrier for a mile on both sides, which creates traffic pressure. In addition, the presence of the rail bridge and awkward T intersections for the north-south streets further challenge the intersection for capacity and safety.

Currently, many businesses depend on easy access from major streets in part due to a lack of a wayfinding system for motorists.

The Town Center area currently has an urban form with prominent surface parking. The vision is to implement a more pedestrian-oriented form, so one challenge is to create a different urban form that locates, allocates, and designs parking in a way that is convenient but also supports the pedestrian character of the campus.

### Vehicle Opportunities

*Refine the function of 5400 South/4015 West and improve the geometry.* The grade separation of 5400 South and Bangerter Highway will likely improve flow along 5400 South, including the 4015 South intersection. The Town Center project can help improve the geometry and operations of this intersection, which will likely need to add left turn lanes on 5400 South.

*Access management strategies.* The 4120 West intersection with 5400 South could be part of an access management strategy to reduce conflicts near the 5400 South / 4000 West intersection. One strategy could be a short stretch of local access lane on 5400 South at the Town Center to accommodate slow moving traffic, add on-street parking, and reduce conflict points with fast-moving traffic.

*Provide district / campus parking shared by different / complementary uses.* Parking will be a major aspect of the Town Center and its placement and design will strongly inform the character of the place. With a range of uses likely to be included in the campus, the parking placement, provision, and design should strongly consider how parking can be shared among uses.

*Provide a park-and-ride for transit (see transit hub item in transit network discussion).* A park-and-ride can incentivize more rides to work and other regional destinations on transit.

*Places for pick-up and drop-off.* The Town Center should include one or more locations to pick up and drop off passengers, whether for parents/guardians dropping off kids or transportation network companies dropping off passengers.

*Clear wayfinding signage that also brands the Town Center.* A program of wayfinding signage can communicate to Town Center visitors how to access the area and create a distinct brand for the place.

### Overall Streets

The streets analysis considers the physical street facilities that the transportation modes use – and in which they must coexist. It also considers the streets as a framework for placemaking at the Town Center. Streets “set the stage” for how transportation, economics, and other factors mix to create the town center’s character.

As part of this analysis, the team conducted a basic street network connectivity analysis. The Town Center area network (an approximately half mile square area from 5615 S to 4990 S and from Bangerter Highway to 4245 West) scored well on the connectivity index (92% of the standard for an urban neighborhood) but less well on intersection density (56% of the standard). This means that, overall, the network streets are relatively well-connected to one another (with few dead ends/cul-de-sacs), but there aren’t enough streets and intersections – largely due to the very large commercial blocks that “interrupt” the relatively dense neighborhood street grid.

### Overall Streets Assets

The street network within the individual neighborhoods around the town center area is relatively connected. The connectivity index of the area, including the Town Center, scored at 92 percent of the standard for its context type.

The neighborhood networks flow relatively well into the Town Center area from the north and south (apart from 5400 South). The north-south streets such as 4015 West generally perform well for all modes.

### Overall Streets Challenges

5400 South is a challenge and a priority for all modes; it currently does not work well for any of the modes but it needs to work for all of them.

Bangerter Highway presents a challenge for all modes in accessing the town center. It is the major factor that reduces the mile “travel-shed” for the Town Center area. The grade separation of the Bangerter/5400 South intersection will help relieve the traffic pinch point there, but may exacerbate the bicycle and pedestrian access across Bangerter Highway.

The area has a lot of “T” intersections that reduce connectivity for all modes.

The street and parking layout relative to the buildings and open spaces will determine, in large part, the Town Center’s character. Currently the approach to streets and parking in the area does not emphasize an inviting, walkable character. The challenge will be to balance access to the campus by car and other modes with a walkable character and streets that integrate the uses in a way that creates human-occupied, human-scale, safe, and lively spaces.

### Overall Streets Opportunities

*Create more four-way intersections to increase connectivity.* Re-design the street network in the Town Center and connections to neighborhood streets to create more 4-way intersections.

*Densify street network in the Town Center area.* Create blocks in the Town Center that are smaller than the existing commercial blocks. One approach could be to create blocks similar to the rectangular neighborhood street grid.

*Reinforce multi-modal function of north-south streets.* Use wayfinding, transit re-routing, re-striping, streetscape and other measures to emphasize a compatible mix of modes on 4015 West, the Misty Way-4180 West corridor, and 4420 West.

*Consider shared street designs in the Town Center.* Shared streets can emphasize pedestrian and bicycle circulation in the Town Center while allowing for vehicle circulation and denser network of streets.



### Land Use

The current Kearns Library is a 17,000 sf building located at 5350 South 4220 West adjacent to Oquirrh Hills elementary school and within walking distance of Kearns Junior High School. The architectural program created for the new library includes 34,000 square feet of space and will create opportunities for outdoor learning. This will maintain the connection with the elementary and junior high schools. The location of the current library and the new Kearns Town center area are identified in Figure 8.

### Current Zoning

The Kearns Town Center area is currently zoned C2 and is governed by the provisions of Title 19 of the Salt Lake County Code of Ordinances. The C2 Zone is intended to provide areas for community commercial development. The list of permitted uses in the C2 zone include community and neighborhood business types. Single-family and Multi-family dwellings are Conditional Uses in the zone.

### Current Land Use

The Kearns Town Center planning area is currently developed as a suburban strip center with medium and small box anchors each with its own parking field. There are pad sites along the 5400 South and 4015 West frontages, again each with its own parking field. Interior to the planning area are several storage unit complexes. Lot sizes in the area are large with little to no connectivity between areas.

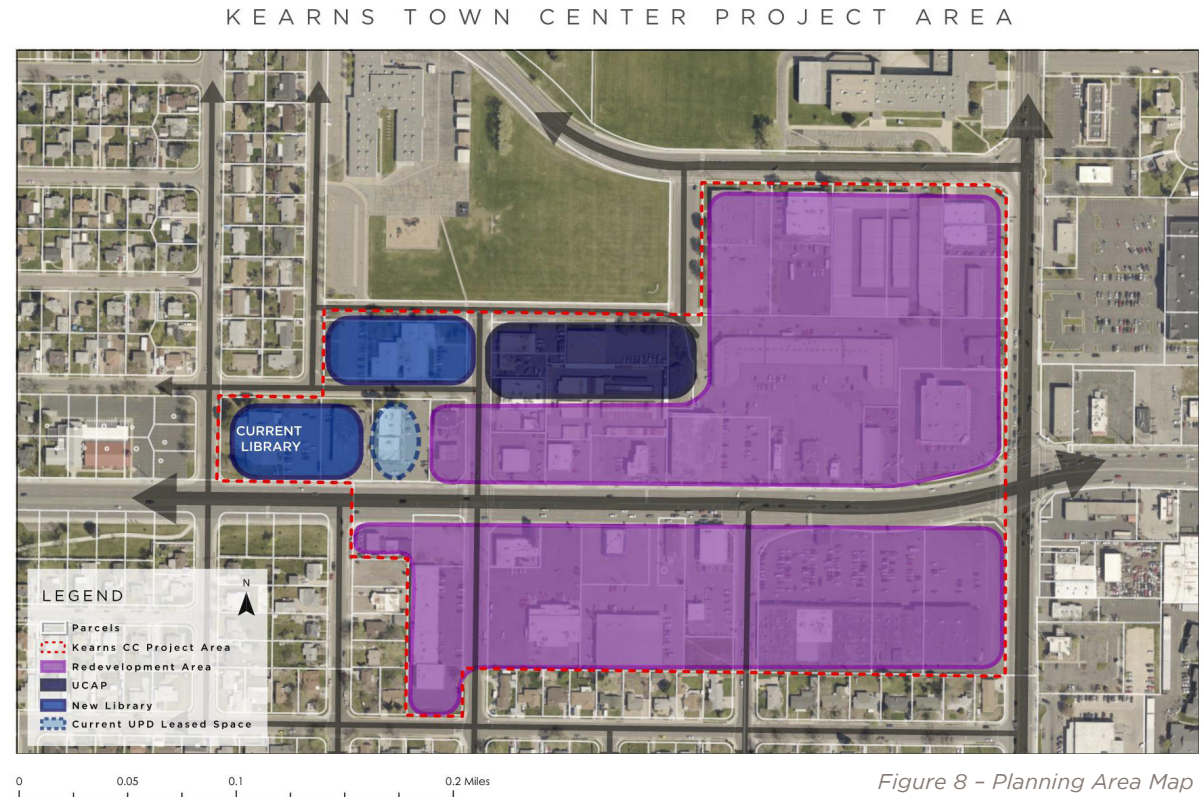


Figure 8 – Planning Area Map

Maximum building height is six stories or 75 feet. Maximum lot coverage is 60 percent. The maximum densities in the zone are:

USE	MAXIMUM DENSITY (UNITS/ACRE)
Single Family dwellings	7
Two-Family dwellings	12
Three-Family dwellings	15
Four-Family dwellings	18
Multi-Family dwellings	25
Rail transit mixed-use	No maximum density

## KEARNS TOWN CENTER MASTER PLAN

### INTRODUCTION

The Kearns community expressed a desire that the Kearns Town Center regain its importance as both a community and commercial center. The preferred alternative Town Center Plan envisions a mixed-use area with opportunities for new investment in residential, office, retail, civic and community uses. The community reviewed differing approaches to “retrofitting” the area that reflects 40-50-year-old development approaches including large un-broken parking fields, limited pedestrian connectivity and store fronts set back from the street. Each retail store must provide on-site parking creating a lack of continuity between uses.

The Town Center preferred alternative breaks down the large blocks of development and creates opportunities for circulation within the area for pedestrians, bicycles, and cars. The proposed network of multi-use roads provides redevelopment opportunities to create an area of more intensive use as the gateway to Kearns.

### USES

During the planning process the community expressed a strong preference for new retail types in the planning area. These retail types include coffee shops, sit down and fast casual restaurants, services, and other local serving retail. There are several local retailers in the area that residents would like to see retained and enhanced as a result of new investment opportunities in the area. The types of retail identified by the community fall into several standard retail categories:

- Neighborhood Goods & Services
- Food & Beverage
- General Merchandise, Apparel, Furnishings and Other

Table 2 includes data used to evaluate the viability of an area for different retail uses. A pedestrian count has not been completed for the study area; however, the current configuration of the area provides limited pedestrian opportunities.

TABLE 2: KEARNS TOWN CENTER KEY RETAIL MARKET INDICATORS

	1/2 MILE	1MILE	3 MILE
Population	4,566	22,341	168,115
Median Household Income	\$52,161	\$56,194	\$67,264
Daytime Population	1,162	2,355	29,121
Percent of Population w/Bachelor's Degree +	8%	8%	8%
Pedestrians/Hour on Average			
Bus/Transit Lines Present	2	2	2
Traffic Count on 5400 South	18,000	18,000	18,000

Source: Census, UDOT

## RETAIL MARKET FEASIBILITY

Appendix F provides the retail market assessment tool for neighborhood goods and services type retailers (pharmacies, grocery stores, etc.,) food and beverage outlets, and general merchandise, apparel, furnishings and other retail types. Using the retail indicators from Table 2, a preliminary market assessment was completed for the targeted retail types. Table 3 is a summary of the results of the preliminary assessment.

TABLE 3: KEARNS TOWN CENTER PRELIMINARY RETAIL MARKET EVALUATION

RETAIL CATEGORY	TRADE AREA (MILES)	SCORE	OPPORTUNITY
Neighborhood Goods & Services	0.5	6	Modest
Food & Beverage	0.5	4	Challenged
General Merchandise, Apparel, Furnishings & Other	1	3	Challenged

An area with a score between 5 and 9 indicates a Modest Opportunity. A modest opportunity is one that may be appropriate for targeted retailers within the category if it is in an area of growth and surrounded by other retailers and cultural and civic anchors likely to draw customers to the area.

A “Modest” rating can be improved by addressing one or more of the indicators used in the evaluation for Neighborhood Goods and Services. For instance, in the Kearns Town Center area achieving the targets identified in Table 4 would improve the opportunity score by the 3 points needed to reach an opportunity rating of “suitable.”

TABLE 4: KEARNS TOWN CENTER NEIGHBORHOOD GOODS AND SERVICES MARKET SUITABILITY MEASURES

	CURRENT	TARGET	DIFFERENCE	ORIGINAL SCORE	REVISED SCORE
Population	4,566	7,500	2,934	2	3
Median Household Income	\$52,161	\$65,000	\$12,839	1	2
Daytime Population	1,162	5,000	3,838	0	1
Educational Attainment (% with Bachelor's Degree or higher)	8%	15%	7%	0	1
Average Pedestrians/Hour	0	20	20	0	1
Bus Transit Lines	2	3	1	1	1
AADT (annual average daily traffic)	18,000	18,000	0	1	1
Other outlets within category	Yes	Yes	N/A	1	1
<b>TOTAL</b>				<b>6</b>	<b>11</b>



The mix of land uses and the design of the redeveloped Town Center can address several of the measures including resident and daytime population and the average number of pedestrians per hour. Other measures, such as median household income and educational attainment are more difficult to address. Attracting housing at a higher than area average price point and jobs paying more than the area median are two ways to improve the income and educational attainment measures.

A “Challenged” rating is more difficult to address. For the Food & Beverage retail category, achieving the targets in Table 5 would achieve a rating 6 points higher than the current rating.

TABLE 5: KEARNS TOWN CENTER FOOD AND BEVERAGE MARKET SUITABILITY MEASURES

	CURRENT	TARGET	DIFFERENCE	ORIGINAL SCORE	REVISED SCORE
Population	4,566	7,500	2,934	0	1
Median Household Income	\$52,161	\$65,000	\$12,839	1	2
Daytime Population	1,162	15,000	13,838	0	1
Educational Attainment (% with Bachelor’s Degree or higher)	8%	20%	20%	0	1
Average Pedestrians/Hour	0	60	60	0	1
Bus Transit Lines	2	3	1	1	1
AADT (annual average daily traffic)	18,000	18,000	0	1	1
Other outlets within category	Yes	Yes	N/A	1	1
<b>TOTAL</b>				<b>4</b>	<b>9</b>

As with the ratings for neighborhood goods and services, increasing the resident and daytime population in the area as well as redeveloping the Town Center to enhance the pedestrian experience are key steps in improving market performance of the area. It will be difficult to achieve a “Suitable” rating in the area; however, by creating a high functioning and attractive mixed-use area, a “Modest” rating may prove adequate to attract higher quality Food & Beverage outlets to the Town Center.

Table 6 identifies the targets to improve the market viability rating for the Town Center Area for the General Merchandise category.

TABLE 6: KEARNS TOWN CENTER GENERAL MERCHANDISE OR APPAREL MARKET SUITABILITY MEASURES

	CURRENT	TARGET	DIFFERENCE	ORIGINAL SCORE	REVISED SCORE
Population	22,341	30,000	7,659	0	1
Median Household Income	\$56,194	\$75,000	\$18,806	1	2
Daytime Population	2,355	10,000	7,645	0	1
Educational Attainment (% with Bachelor's Degree or higher)	8%	25%	17%	0	1
Average Pedestrians/Hour	0	40	40	0	1
Bus Transit Lines	2	3	1	1	1
AADT (annual average daily traffic)	18,000	18,000	0	1	1
Other outlets within category	No	Yes	N/A	0	1
<b>TOTAL</b>				<b>3</b>	<b>9</b>

Achieving a “Suitable” rating for a General Merchandise or Apparel store in the Town Center area is significantly more difficult although smaller format stores may consider the area once the mixed-use development is well-established.

A key consideration in returning the Kearns Town Center area to its status as an economic driver for the Kearns Township as a whole is creating a mixed-use neighborhood to support desired retail and community uses and to take advantage of public investments already made in the area.

## TOWN CENTER OPTIONS

The planning process focused on desired future land uses and the physical transformation of the area. Early in the planning process the community identified civic and community uses to be retained or added to the area as well as the format and level of connectivity desired. The following two options incorporate the ideas and input of the overall community.

Concept 1 in Figure 9 concentrates new public plaza space near the new Kearns Library and Utah Community Action facilities at the western-most edge of the Town Center. The option creates additional connectivity throughout the area and retains large parcels for future redevelopment.



Figure 9: Town Center Concept 1

This option is less likely to generate the level of pedestrian activity needed to transform the area and does not enhance the area as a future residential and office environment.

The second concept for redevelopment of the Kearns Town Center seen in Figure 10 creates a transit plaza adjacent to the new Kearns Library and new Unified Police Department substation. Additional plaza space for community activities is centrally located adjacent to future development areas for housing, office, and retail. This option increases and improves pedestrian activity and provides an enhanced environment for future development.



Figure 10: Town Center Concept 2



## RECOMMENDED TOWN CENTER CONCEPT

Figure 11 represents the recommended Kearns Town Center concept. The key elements of the concept are:

- Recreate a network of multi-use streets that emphasize multi-modal access throughout the area
  - Wide sidewalks with pedestrian amenities
  - Area for dining and outdoor retail displays
  - Festival streets that can be closed and used in conjunction with the community plaza for concerts, art festivals, farmers markets, etc.
- Invest in multi-use community spaces
  - Transit plaza adjacent to the proposed UPD Substation and transit stops
  - Community plaza located to
    - Encourage retail development and activity on all edges
    - Anchor a new main street concept
    - Take advantage of festival streets
- Development parcels available for redevelopment as retained and new
  - Retail stores
  - Restaurants
  - Offices
  - Housing

KEARNS TOWN CENTER // NOVEMBER 09, 2018



## MASTER PLAN



Figure 11: Recommended Town Center Concept

## DESIGN & IMPLEMENTATION GUIDELINES

### *Introduction*

Future development of the Kearns Town Center as envisioned will improve the walkable and human scale of the area. Attention to urban design details will ensure that future development will foster pedestrian activity and increase the value of development within the Town Center.

The Kearns Town Center is:

- A healthy gathering place,
- Representative of the diverse Kearns community,
- Reflective of Kearns' history,
- Connects residents, businesses and visitors, and
- Provides opportunities for learning and enrichment.

### *Uses*

The Kearns Town Center area has been influenced and defined by the area's beginnings. It was the commercial center of the neighborhoods that grew out of Camp Kearns following closure of the army camp following the end of WWII. The area is currently home to the Kearns Library, the Kearns UPD Substation, the Utah Community Action community center (under construction) and several locally-owned shops important to the community.

The community's goal is to build on the important civic assets in the area to enhance its role as a community gathering and shopping area. Within this context there are opportunities for enhancing the Kearns Town Center area by providing employment, retail, public space and residential uses. Developing a new urban district around the existing amenities can prioritize the pedestrian experience and provide visual and aesthetic interest. The community assets already in place provide an opportunity for redevelopment and modernization of the area.

To increase intensity of use and create a vibrant Town Center, retail uses should focus on the Neighborhood Goods & Services and Food & Beverage categories. Some

smaller scale General Merchandise and Apparel retailers may seek to locate in the area as the Town Center matures. The success of retailers in the area will be aided by the addition of 18-hour population to the Town Center in the form of new residential units and new employment.

### *Circulation*

Circulation within the Town Center will accommodate all modes of transportation including pedestrian, bicycle, bus, and car. Development should focus on encouraging pedestrian traffic by creating multiple entrances on the street level of buildings and minimize walls, including dark glazed glass.

### *Designed for People (not Cars)*

Designing a place for human comfort and use fosters activity on the street and creates great places. All future developments and improvements in the Town Center should build on solid urban design principles to add a welcoming pedestrian environment to the area. Current strengths include the Kearns Library, Kearns UPD Substation, Utah Community Action Community Center, area schools, locally owned businesses, and existing stable neighborhoods. Future growth and investment should focus on bringing more and varied destinations to the Town Center. Human-scaled façades and building masses as well as street level interests should be highest priority for the Town Center.

### *Intensity of Use*

Current development intensity of the Kearns Town Center area reflects its history as a suburban car-served shopping area. Retailers, businesses and new residents are seeking areas rich with shopping, eating, and cultural activities. This more "urban" approach to suburban neighborhoods requires more intensive use of properties in mixed-use areas.

As seen in the retail suitability analysis, new community and cultural space, new residential development and new employment opportunities will improve the Town Center's commercial performance. The Town Center is approximately 30 acres. Table 7 compares current uses to possible uses after redevelopment of the area.

TABLE 7: CURRENT AND REDEVELOPED USES

USE	CURRENT		REDEVELOPED	
	ACRES	BUILDING SQUARE FEET/ DESIGNATED USE	ACRES	BUILDING SQUARE FEET/ DESIGNATED USE
Library	1		3	
Community Center	0	0	1	
UPD (w/Transit Plaza)	0	0	1	15,000
Office	2	27,398	5	492,750
Residential	0	30	7	172
Retail	21	233,254	8	189,971
Light Industrial	3	25,730	0	0
Church	1	12,208	0	0
Vacant	0.5	0	0	0
Internal Circulation/Community Plaza	0		4	

The redeveloped Kearns Town Center adds intensity and excitement to the area to increase productivity of existing and planned future infrastructure investments.

There are several keys to making mixed use development work:

- Housing that fills an unmet or underserved need,
- The appropriate commercial tenants,
- Quality finishes and amenities,
- Proximity to public transportation, and
- Architecture that respects the heritage of the neighborhood.

## 8 COMPONENTS FOR VIBRANCY

In order to attract the right type of commercial tenants, those most appropriate for a mixed-use area, a vibrant retail street is a key component of the overall vision. There are eight key components to a vibrant retail street within a mixed-use area:

### *The Retail Area is Managed*

A Business Improvement District (BID), Micro Business District, Main Street Program, Merchant's Association or similar group should be created in order to:

- Establish annual goals for the community to work together to achieve,
- Encourage retailers to maintain similar hours,
- Pursue combined marketing opportunities, and
- Assign a contact person to represent the organization.

Optional activities include:

- Programming of common spaces,
- Operation (snow clearance, garbage disposal, etc.) of common spaces,
- Maintenance of common spaces, and
- Coordinated recruitment of new businesses.

### *The Area is "Retail Appropriate"*

A retail appropriate street is one in which non-retail storefronts (i.e. offices, churches, non-profit headquarters on the ground floor) are minimized and retail vacancy is lower than 20 percent. These measures are intended to keep the street level activity vibrant and encourage customers of one store type to support other store types. A key first step in transforming the Kearns Town Center area to a high performing mixed-use area is to



complete an inventory of current retail uses in the area. Appendix G is a spreadsheet-based tool to complete the inventory and evaluation of each of the retail users currently located in the district.

### *The Area is “Mixed”*

Using the inventory from Appendix G, identify viable “target” businesses for the area. Create a list of commercial brokers (office and retail) working in Kearns. Invite them to share their insights about what elements of the Kearns Town Center are and are not attractive to the target tenant categories. Identify planning, zoning, infrastructure and amenity changes most likely to attract targeted tenants.

### *The Area Feels Safe*

Ensure that there are residences near the retail district or another type of activity that encourages daytime, evening and weekend occupancy and activity on the street. Provide pedestrian level lighting that illuminates the sidewalk. Ensure the area is safe and attractive for residents and visitors.

Maintenance of the public spaces will make the area feel safer. This includes addressing:

- Any non-functioning streetlamps,
- Poorly maintained public trash receptacles or benches,
- Grass or weeds in public areas that need mowing,
- Sidewalks in disrepair,
- Graffiti, and
- Any similar issues.

### *The Area is Championed*

An area can be championed by a private developer planning a large project or the community itself planning a major investment in infrastructure or amenities including streetscape, paving, public art or similar projects.

### *The Area is Anchored*

Cultural and civic uses provide a reason for people to visit the area. In addition to the Kearns Library, the Utah Community Action Community Center and UPD Substation the area enjoys proximity to two local schools. In addition, the plan contemplates the creation of two public plazas and a pedestrian friendly street network that can be closed for festivals and other events. The public space would also benefit from active programming for performances, farmers market, art and gallery stroll and other activities. Retail establishments such as a fabric shop, barbershop or coffee shop can also fulfill a cultural and civic role.

### *The Area is Walkable*

The area currently is not pedestrian friendly. The Kearns Town Center Plan contemplates significant investment in an improved pedestrian environment. This includes wider sidewalks internal to the mixed-use development area, sidewalks with a minimum of 10 feet of clear path for pedestrians, as well as area for outdoor dining adjacent to food and beverage establishments and benches and other street furniture and amenities.

The illustrative concept, as seen in figured 9-11, also includes trees and other shade structures for an improved pedestrian experience as well as street lighting to ensure pedestrian safety.

### *The Area is Unified*

Branding the area will increase its value to retail and office tenants as well as making it distinct from other areas in the valley. The identified brand should be reflected in streetscape and other public space elements as well as in signage and marketing materials. However, a branded or unified area should not be confused with a “uniform” area. Retailers should be given a menu of approaches that are consistent with the brand but allow variety and interest.



Figure 12: Architects Rendering Kearns Library  
(Architectural Nexus, 2018)

## ARCHITECTURE AND BUILT FORM GUIDELINES

General guidelines and preferences for the architectural character of buildings constructed in the Kearns Town Center are provided to assist in establishing a unified (not uniform) look and character in the area.

Iconic buildings contribute to a “sense of place” and arrival. The new Kearns Library will anchor the northwestern edge of the Town Center. This building will be unique and striking along the 5400 South frontage, acting as a visual anchor to the area. Other buildings within the Town Center should complement, not copy, the design of the Library.

Community input expressed a preference for buildings that:

- Are 3-4 levels,
- Provide active uses on the ground floor,
- Use traditional building materials (brick, etc.), and
- Enhance the pedestrian experience.

In addition, new buildings in the Town Center should reflect the following qualities:

- Orient the front façade of all buildings to the internal multi-use or festival street network.

- Locate parking and vehicle access away from entries, open space and street interactions.
  - Create logical and intuitive access corridors for all modes of travel.
  - Provide pedestrian scale lighting and amenities.
  - Create simple and straightforward building forms.
  - Provide practical and utilitarian use of space.
  - Focus on street-level design and the creation of positive pedestrian connection.
  - Reflect existing neighborhood context.
  - Scale, massing and form of new buildings should:
    - Reflect the urban setting of the site,
    - Act as a transition to lower density surrounding areas, and
    - Enhance and frame view corridors to the Kearns Library, UPD substation, and community plazas.

### Building Permeability

Life on the street and a vibrant pedestrian environment depend on windows and doors at the street level. Building permeability connects businesses to pedestrians. Requiring new and redeveloped spaces to make visible their interiors via doors, windows and wall openings significantly reduces the distinction between indoor and outdoor activities.

Pedestrians crave visual interest. Long stretches of blank walls and reflective glass break connections and signal separation and inaccessibility. Façades designed with long horizontal lines make distances seem longer and more tiring.

### Materials

Materials should be traditional and long lasting, including brick, metal siding and panels, horizontal and vertical metal siding patterns in prefinished colors, and natural metal finishes.

### Orientation

Building design and siting should consider solar orientation, climatic conditions, wind patterns, and other environmental conditions. Parking should be to the rear and between buildings or provided as part of screened and shared lots. The exterior of buildings should include windows and openings, materials, and architectural features that are coordinated on all sides of the building in order to achieve harmony and continuity.

### *Screening*

Roof top and ground level mechanical units, condensing units, electrical equipment and transformers, dumpsters, and service loading areas should be screened from view. Screening for all equipment and dumpsters should be integrated and complementary to the design of the site and buildings. Service and loading areas will need to be considered early on in the site planning process to accomplish effective screening.

### *Signage*

Building signage on office and iconic structures should create a sense of place and reflect the role of the Town Center as a gateway to the community. Street level signage plays a critical role in the human scale of an area. Signage location and type can establish the personality of an area in a way that will encourage people to return to discover new destinations each time they pass through the Kearns Town Center.

Correct signage placement is critical in orienting pedestrians. Businesses need visibility and ease of customer access. Pedestrian focused signage should be scaled and reflect a pedestrian travel speed of approximately 3 miles per hour. Pedestrian focused signage can include blade signs, building façade signs and A Frame signs.

### *Sustainability*

The design of sustainable buildings that are more energy efficient and that have less impact on the overall environment have become fairly standard practice in recent years and will continue to do so in the future. Sustainable design and programs such as the USGBC (U.S Green Building Council) LEED (Leadership in Energy and Environmental Design) and SITE rating systems should be considered and applied as determined appropriate.

## **IMPLEMENTATION**

### *Regulatory Structure*

Kearns Metro Township zoning and development ordinances are the primary tool to implement the design guidelines and requirements for redevelopment of the Kearns Town Center Plan. The existing MD-1 and MD-2 zoning designations available in the current zoning code should be reviewed for compatibility with this plan. In addition, a Town Center Overlay Zone addressing the urban design elements of this plan should be drafted and applied over the Town Center planning area.

### *Public/Private Partnerships*

The Kearns Town Center envisions additional public investment in community spaces and connectivity. Public-private partnerships are a key tool to capture the value created from public investments and encourage private investment. A community development area has been created to allow use of public/private tools in implementation of the Town Center Plan.

### *Transportation and Connectivity*

An internal network of streets that prioritize the pedestrian experience should be created within the Town Center on both sides of 5400 South. In addition, connectivity across 5400 South should be enhanced with additional pedestrian crossing. Vehicle/pedestrian safety along 5400 South can be improved with the introduction of a unified circulation approach that may allow the elimination of some drive entrances along 5400 South. Eliminating entrances may reduce the potential for negative car/car and car/pedestrian interactions.

Kearns Township and UTA should work to create a small transit hub at the Town Center including existing bus lines, proposed BRT and a new circulator system.

### *Governance*

Create a Micro-Business Improvement District or Town Center Merchant's Association to market and manage the area. Unified governance adds value through marketing, recruiting and programming of public and community spaces. A key element of successful community spaces is to program them with community-based activities (farmer's markets, food truck evenings, etc.) to attract visitors and shoppers to the area.

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