

# STATION AREA PLAN PROVO STATION

July 2018

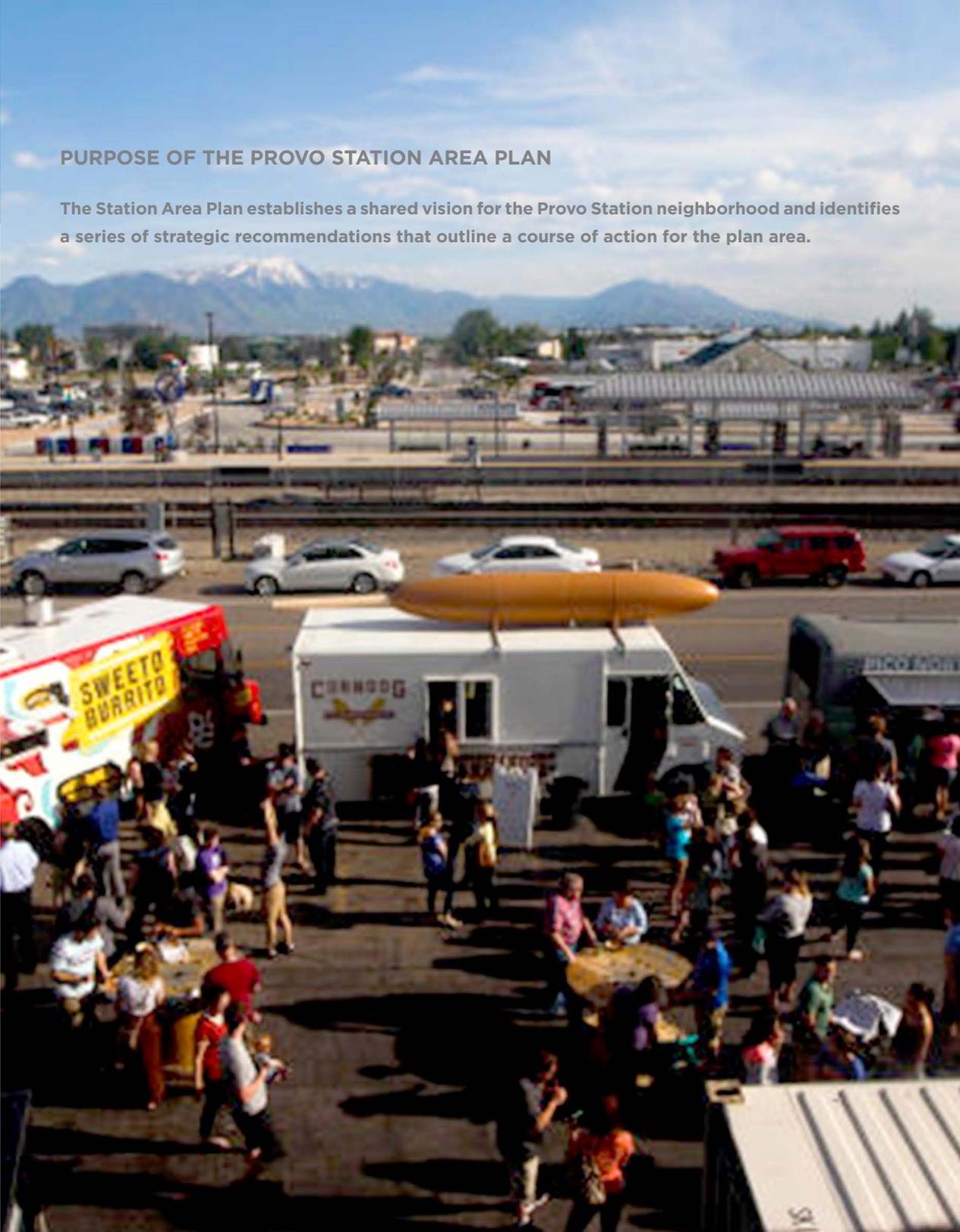


# Contents

- Introduction..... 3
- Community/Station Area Profile..... 4
- Planning & Outreach Process..... 7
- Planning Concepts/Preferred Model..... 9
- Key Initiatives & Strategies..... 10
- Station Area Illustrative Concept Plan..... 15
- Station Area Components..... 18
- Acknowledgments..... 27

## PURPOSE OF THE PROVO STATION AREA PLAN

The Station Area Plan establishes a shared vision for the Provo Station neighborhood and identifies a series of strategic recommendations that outline a course of action for the plan area.



# Introduction

Great neighborhoods, especially those served by transit, result from a thoughtful planning process. **The Provo Station vicinity is a great neighborhood waiting to happen.** The Station Area Plan is one step in a coordinated and sustained effort to plan and manage the transition of the area around Provo Station into a transit-oriented neighborhood. The plan reflects integrative thinking regarding land use, transportation, economic development, and the social and cultural well-being of the Provo Station community.

The Station Area Plan provides a strategic framework for how development of the core station area and surrounding context can occur over the next 20 years and beyond. Community stakeholders, including area residents, property owners, and developers, collaborated with UTA, Provo City staff, and regional partners such as Mountainland Association of Governments (MAG) to capture a vision and direction for the plan. The primary objectives of the Station Area Plan include:

1. Crafting a cohesive & flexible framework for station area development;
2. Making informed decisions & addressing multiple perspectives;
3. Ensuring effective & efficient utilization of land and infrastructure as the area transforms;
4. Developing a distinct environment that reflects the evolution of the station area into a transit-oriented community while respecting established existing neighborhoods and historic resources; and
5. Enhancing the experience of station area users – residents, employees, & visitors.

The plan provides Provo City and UTA the flexibility to strategically manage physical growth, incentivize holistic and opportunistic development, and optimize opportunities for partnerships in the station area vicinity. This cohesive vision framework with supporting initiatives and strategies is a tool to continue an informed and proactive transformation of the station area environment over the next 20 years. If implemented similar to as envisioned, the plan concept for the core station area has the potential to include nearly 900,000 square feet of new development at build out. The illustrative concept in this plan includes approximately 325,000 square feet of residential, 475,000 square feet of office, and 100,000 square feet of small-scale retail in a mixed use context.



# Community/Station Area Profile

Home to Brigham Young University and the county seat of Utah County, Provo prides itself on a high quality of life, innovation, and exceptional people. Over 21 percent of the households in Utah County call Provo their home. Access to trails, rivers, mountains, and lakes, along with healthy eating options, bike lanes, and abundant green spaces are all factors contributing to the Provo community's well-being. In 2014, Provo was ranked #2 by *Outside* magazine in their Best Town Ever feature.

Situated on the southern end of Downtown Provo, the station area is located just west of University Avenue at approximately 690 South. The station area has easy access and visibility via University Avenue and Freedom Boulevard and serves as an intermodal hub, with Amtrak and Greyhound Bus service in the vicinity, as well as several UTA bus routes that connect riders to points beyond. With the newly launched Provo-Orem Bus Rapid Transit (BRT) project, the station will expand its intermodal center status. Utah Valley Express (UVX) is a 10.5 mile BRT line connecting the East Bay in Provo to the Orem FrontRunner station. UVX will stop at 18 stations along the route, with approximately 51% of the line traveling in exclusive bus lanes. The Provo Station Area is a great neighborhood, with both new development and revitalization projects helping spark change in the area.

## ✓ Provo Station Area Stats

791 Park & Ride Lot Spaces

Established in 2012

Pedestrian bridge over rail lines planned w/ First Mile/Last Mile TIGER grant funding

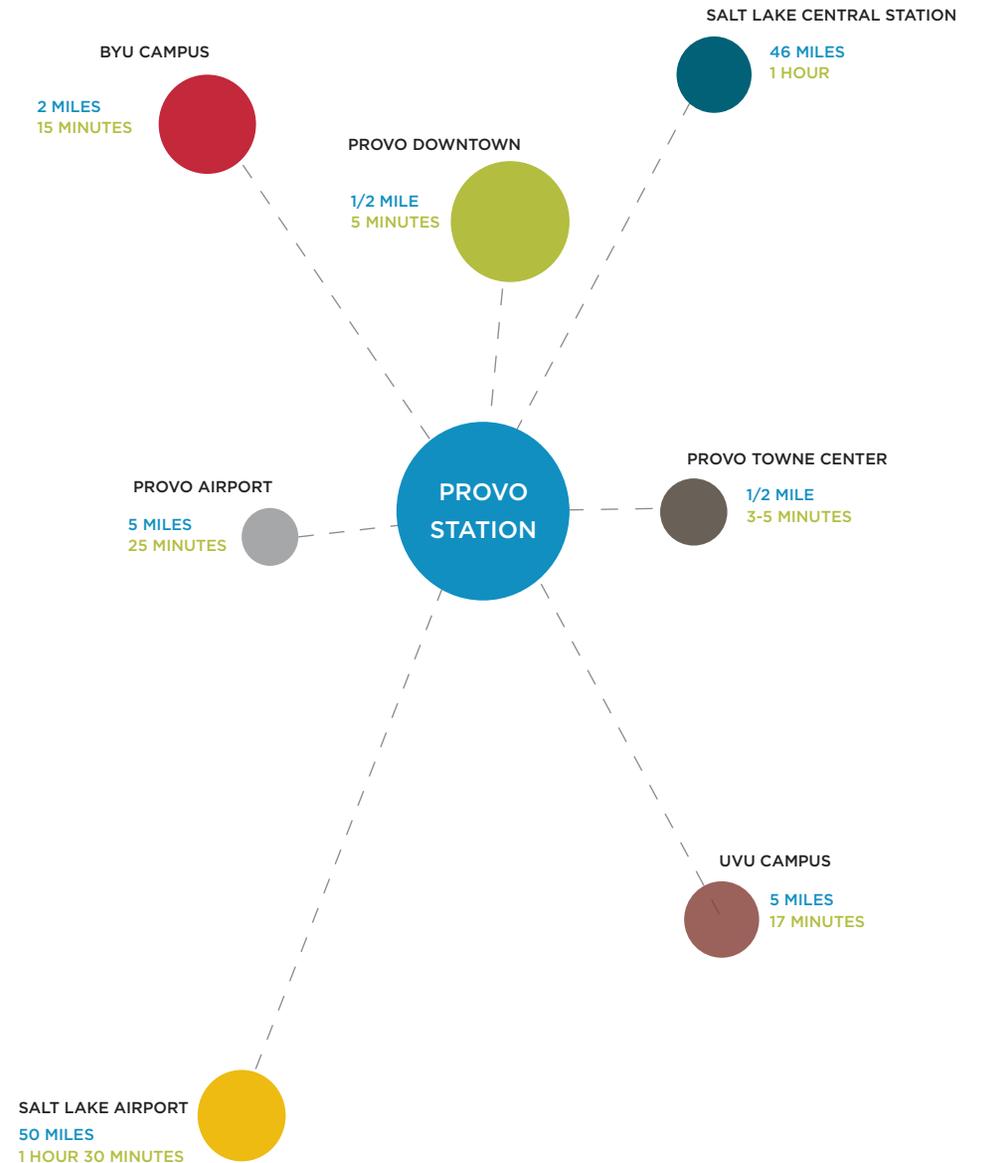
Planned local street connections (750 South)

Served by UVX and 6 bus routes [805, 821, 831, 833, 834, and 850] with 15-30 min. headways

UVX line (Bus Rapid Transit) increases intermodal connections



## context & connections



\*DISTANCE IN MILES

\*TRANSIT/WALK TRAVEL TIME IN MINUTES

The City of Provo and Utah County are major growth hubs for the state of Utah. By 2040, the population of Utah County is projected to exceed 1 million residents. Provo will be home to 152,000 of these residents, and is expected to remain the highest populated city in the county. With a 2017 population estimate of 117,335, this means housing, jobs, and services will need to be provided for approximately 35,000 additional residents. This translates to about 10,700 dwelling units based on the average household size of 3.27 persons per household. With good planning and foresight, some of these can be integrated into the Provo Station neighborhood, connecting both existing and new residents to transportation options.

Established neighborhoods to the north and west provide the station area with a good supporting base of low and medium density residential uses. Retail and office uses are intermingled in these residential neighborhoods in a mixed use pattern consistent with older, central city neighborhoods. The historic grid of 4-acre blocks from Provo's original plat is intact north of the tracks. While some streets extend south of the tracks, the grid of small 4-acre blocks does not and the urban form is less consistent and cohesive. **Residential buildings are a mixture of historic and contemporary, single-family and multi-family. The majority are considered to be of average or great condition, indicating they can provide a solid base for strategic infill and redevelopment in the station focus area.**

To the south and east the urban form and use pattern shifts to a retail and manufacturing focus situated on larger lots and with lower street intersection density and connectivity. Approximately 20 percent of the land in the broader station area is currently occupied by tax exempt entities, such as religious, civic, or non-profit institutions.

The station area vicinity has an estimated daytime population of 3,081 employees, along with 1,124 households and 3,427 residents. The average household size of 3.05 for the station area is lower than Provo City's average, which is lower than the average for Utah County.





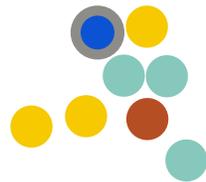




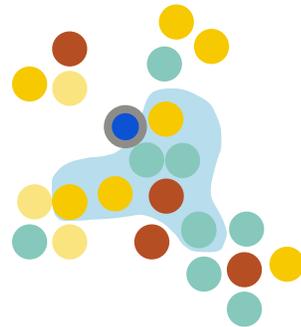
# PROVO STATION PLANNING CONCEPTS

- Focus on establishing office uses at key locations adjacent to the station with easy access and good visibility
- Retail will be modest and likely incorporated as small eateries or support services that share ground floor space with office developments
- Continued development of a blend of residential types, including townhomes and individual mid-scale multi-family buildings

## SHORT-TERM: STATION AREA OFFICE & RESIDENTIAL



## MID TO LONG-TERM: STATION NEIGHBORHOOD



- Link the station area to surrounding neighborhoods via uses and urban form patterns
- Highlight and retain the character and culture of historic neighborhoods
- Look to expand the transit-oriented look, feel, and function to the south and east as the area evolves and changes
- Facilitate a mixture of uses to provide both daytime and nighttime populations, which will increase the feasibility of desired services and amenities in the vicinity

The short-term focus on office, followed by residential, will result in the long-term development of the preferred scenario for the area to become an established transit-oriented neighborhood.

# PREFERRED PLANNING MODEL

Conversations about future planning begin around combinations of different functions and uses, called Planning Concept Models/Scenarios. Based on the market analysis, key findings, and a review of previous visioning and current planning documents, a direction for how development in the core station area might occur was established, with office, residential, and mixed use identified for key opportunity locations. Key stakeholders, including city staff and the community engagement committee (CEC) consisting of local residents, evaluated the draft concept plan and provided feedback and insight that led to a preferred planning approach and illustrative concept plan. The concepts evaluated both the short-term and long-term perspectives for the station area.

**Short-term:** Development projects will focus on establishing office uses at key locations adjacent to the station that offer easy access and good visibility. Residential development will continue incorporating a mix of dwelling types into the station vicinity, including attached single-family and mid-scale multi-family dwelling units.

**Mid to Long-term:** Short-term projects will catalyze the station area and expand the mixture of uses as well as the extent of the transit-oriented influence area. Increased densities of daytime population from office developments, coupled with the established and expanding residential base, will expand the appeal of the area and increase opportunities for retail and commercial uses in a mixed-use setting.

# Four Key Initiatives & Strategies

The Station Area Plan's over-arching objective is to create a framework for how development can occur in the core station area. This development framework will facilitate the integration of existing neighborhoods and transform the surrounding context into an active, amenity-rich, transit neighborhood. The following ideas and strategies reflect current recommendations for achieving the preferred planning concept created for the Provo Station Area Plan. The strategic recommendations included describe a course of action for the concept plan area and station vicinity. To achieve this strategic framework, the planning team conducted a comprehensive analysis of past planning efforts and current trends, gathered feedback and knowledge from key stakeholders, and identified key planning issues and desired goals from the community. These strategies are organized under four main focus areas for the station area:

1



**Link the station area and surrounding neighborhoods to create a distinct and diverse transit-oriented district**

2



**Facilitate the creation of an urban office & employment center geared toward multi-modal transportation**

3

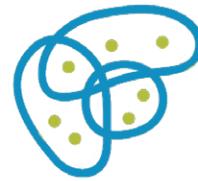


**Transform the urban fabric to support social and cultural interactions**

4



**Establish a consistent network of physical and visual connections**



**1 Link the station area and surrounding neighborhoods to create a distinct and diverse transit-oriented district**

The Provo Station area will function as a link between the historic, central downtown of Provo and the larger-scaled commercial area to the south, providing a framework for expanding the transit-oriented development to the south and transforming the auto-oriented urban form into a more livable, mixed-use neighborhood. **Build off the character and identity of surrounding historic neighborhoods like Franklin; revitalize and enhance these areas as part of the station planning process.** Avoid large-scale redevelopment of these foundation neighborhoods, which contribute to the unique character of downtown Provo and the station area. Target the right partners and prioritize prospects that will most benefit the holistic development of the station area.

## STRATEGIES

A

**Support the extension of transit-supportive urban form patterns beyond the core station area.** The departure from the street grid of original Provo plat can be seen as opportunity to distinguish the station area neighborhood's urban form while providing connectivity.

B

**Recognize and celebrate the distinct neighborhoods within the station area** - identify the unique characteristics of each and ensure future development respects and builds from this foundation rather than ignoring and eclipsing it with non-compatible development.

C

Continue evaluating the implementation of a form-based code or hybrid code to **ensure predictability in form and outcome of development types.** Uses may change, but the station area needs to evolve into and remain human oriented in its style and form to be successful and adaptable and support more people without excessive parking.

D

**Capitalize on historic properties as landmarks to enhance the identities of distinct districts/areas in the station area.** Recognize the contributing nature of collections of vernacular buildings as well as individual landmarks. These historic properties can be development catalysts and function as unique focal points as the area revitalizes and transforms.



## 2 Facilitate the creation of an urban office & employment center geared toward multi-modal transportation

The Provo Station area is a potential employment hub for Provo and a key connection for growth in the south Provo and Springville area. The core station area, as well as the surrounding neighborhood, offers significant potential for redevelopment, infill, and revitalization of existing uses. Development for the BRT corridor will be focused on multi-use stations, such as the Provo Station, meaning a greater context of opportunity exists in the Provo station vicinity. With prime accessibility and visibility, key sites near the station and along the BRT route in the station vicinity should be targeted and preserved for office development. Three locations offer great opportunities: the 500 South Block between University Avenue and 100 West; along 750 South adjacent to the station; and the key intersection of University Avenue and 920 South. Some may develop in the short-term, while others may be longer-term opportunities. These office developments will in turn serve to attract and support auxiliary uses nearby and along the gateway road into the station.

UTA as a strategic partner can help establish a positive precedent for a more transit-oriented atmosphere in the station area. **The market conditions are ripe for converting some of UTA's property into office now, and live/work or residential/retail in the future.** Existing UTA surface parking stalls will be integrated into future station area developments through strategic partnerships to maintain current levels of service for park and ride transit users. Provo City and UTA should conduct a targeted parking study to evaluate the right balance of parking needed for the park and ride and future development.

## STRATEGIES

**A** Leverage innovative zoning and strategic public investments to steer optimal office development in key locations. **Capitalize on sites with prime accessibility and visibility to establish anchor employment nodes.** Re-evaluate the 2,500 square feet cap for retail and commercial uses as a permitted use; be more specific and strategic about where/how to allow retail to ensure opportunities exist for small businesses and unique entities that will serve a daytime office population and area residents.

**C** Encourage public-private partnerships for developing key sites near the station area and prime visibility/accessibility locations. **Facilitate partnerships between Provo City, UTA, BYU, and private developers for developing innovative spaces** for larger employers, as well as business incubation and start-up entities that desire a more urban, multi-modal setting served by transit.

**E** **Frame development into a cohesive, walkable setting** with clustered retail and support services that will support the growing residential population and daytime population of office workers. Incorporate office and live/work developments in the station area to provide closer options for people to live/work in Provo.

**B** Engage and blend future office development along University Avenue with the development surrounding the station to **facilitate a more urban, active, and pleasant office/employee experience.** The Provo Station area is well-positioned to catalyze the transformation of the surrounding context into a transit-oriented office/employment setting that will have appeal to a range of employers. Orient development south of the station and along University Ave to ensure it captures both FrontRunner and BRT ridership and does not overlook potential opportunities for connections and enhancements to southern Downtown/Provo East Bay.

**D** Meet current parking demands for office without compromising the overall urban form for livability & walkability. **Ensure parking requirements are not driving an excessive amount of parking and are right-sized for transit-oriented locations.** Consider re-use potential in regard to the design of structured parking on lower levels of buildings. Front streetscapes with active uses that line the buildings, locating parking areas behind. Incorporate on-street parking into streetscape designs.

## STRATEGIES

**A** Proactively **identify green spaces and public plazas for community gathering places**. Provide opportunities in these open spaces that support the needs of future residents in a higher density context - e.g. dog parklets so people that live in apartments have a shared public place to walk their dog and engage with neighbors; community gardens for residents that don't have their own yard to grow a garden, etc.

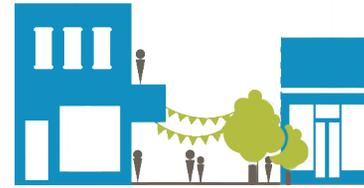
**B** **Ensure regulations promote the creation of smaller, separated parking areas and avoid combining parking into fewer larger lots that are a void in the social fabric of the urban form**. Incorporate on-street parking into streetscape designs and include these spaces in parking ratio calculations. Wrap parking structures with active uses, such as small scale retail or office space and ensure the design of structured parking considers the re-use potential of space as demand decreases over time.

**C** **Create a climate and built environment oriented to the human scale and activity, with spaces and uses focused on people and social interactions** - sidewalk dining, indoor/outdoor permeability for stores, etc.; Ensure regulations are in place to efficiently and effectively offer these opportunities.

**D** Provide a **dedicated space/plaza for food trucks to gather** as existing parking lots are redeveloped. Options include the 600 South block north of the station and the back of curb right-of-way along the west side of 100 West (owned by UTA and too shallow for development) as it enters the station area from 920 South.

**E** Use canal easements and other rights-of-way as opportunities to **formalize organic, mid-block walkways and linear parks**.

**F** Increase the prominence of historic properties - landmarks and vernacular - through **enhanced public way design, wayfinding**, and integration into neighborhood district identities.



## 3 Transform the urban fabric to support social and cultural interactions

Establishing and maintaining a strong social fabric can help communities thrive. To facilitate the success of this in the Provo Station Area, it is critical that care and attention is given to how the urban fabric of buildings and streetscape develops. Strong connections and visual permeability with surrounding residential areas will help create a safe, inviting station area environment enhanced with landscaping, streetscape design, and future uses that are oriented to the street and other pathways.

A lively, engaged, and active station environment can be supported by ensuring a comprehensive and hierarchical street network is in place to allow for the closure of certain street segments for special events, such as street festivals, and regular weekly events like the popular food truck round up. Prioritize these events on streets where current or future rights of way may be dedicated for permanent public plazas and gathering spaces, such as the 600 South block north of the station and/or the southbound lane of 100 West between 750 South and 920 South.

Include green space, public plazas as community gathering spots that will enhance the livability and viability of the area. Providing a comfortable setting supports and facilitates use throughout the day by a variety of user types. A focus should be placed on providing opportunities in these shared public open spaces that support the needs of future residents in higher density housing as opposed to each individual development providing private, separated amenities.

## STRATEGIES

**A** Use landscaping and streetscape treatments to **place focus on key gateways into the station area** in the short-term and the placement and orientation of development in the long-term. A tactical urbanism approach can pilot projects and explore options that work best for the mix of uses and pattern of travel. Expand and build projects that have the most impact.

**B** Develop a Complete Streets policy for the station area to **proactively design new streets to safely accommodate multiple modes of transportation** and redesign existing streets as the area redevelops. Include street sections that are right-sized for a multi-modal, human-oriented environment

**C** Establish a **finer-grained street grid** to the areas south of the tracks as the area redevelops to facilitate walkability and provide more street frontage for transit-oriented uses.

**D** Utilize CDA funds to help **enhance streetscapes and add open space and public art in the station area neighborhood**. Cities generally see a return on investment for improvements that create a place where companies want to be.

### 4 Establish a consistent network of physical and visual connections



Clear connections between the station and the origins and destinations that utilize transit are a top priority for creating a functional station area. Connect major points of origin/destination within the station area through view corridors and safe, friendly connections. Ensure the planned pedestrian crossing over the tracks is located and designed to be of the best benefit possible for new development on both the north and south ends of the bridge.







# Station Area Illustrative Concept Plan

## OVERVIEW

The station area is comprised of multiple property owners, with parcels ranging from less than one-tenth of an acre to over 9 acres in size. For illustrative purposes, this concept plan demonstrates a potential layout with uses that are considered to be both feasible and desirable for the core station area and outlines a 20 year build-out scenario for creating a cohesive urban form for the Provo Station area. Provo City residents place a high value on retaining the character of their downtown historic residential neighborhoods. At the same time, the community recognizes that additional population and employment growth will need to be accommodated. Doing so in the Station Area Neighborhood allows for a compact development pattern that can access multiple modes of transit to commute to work, school, and nearby services. The plan is illustrative in nature and the building types and their location are based on the analysis and findings from the planning process, as well as ideas and input provided by key stakeholders during the outreach process. The mix and range of density scales reflect the desire for transitions and respect for surrounding neighborhoods' context and history. The concept plan provides a foundation for decision-making, but is intended to be somewhat flexible to allow for the city, UTA, and developers to leverage market feasibility and incentives as development occurs over time.

## RIDERSHIP PROJECTIONS

In 2012, FrontRunner South was launched, establishing the anchor for the revitalization of the Provo Station area as a transit-oriented neighborhood. Ridership on FrontRunner is increasing, with 20,000 more riders in April 2018 than one year prior as well as higher average weekday ridership. **Ridership for the Provo Station Area is projected to increase about 20 percent - from 920 total boardings (existing) to 1,095 boardings.** This projected increase is based on active transportation boardings (riders that walk or bike to access the station), which result from the residential and office development outlined in this plan. Ridership projections are calculated using a regression model that estimates boardings based on residential square feet and employment within 1/2 mile of the station and peak bus trips per hour within 1/4 mile of the station.



RESIDENTIAL



OFFICE



RETAIL



MIXED OFFICE/RETAIL



MIXED RESIDENTIAL/RETAIL



LIVE/WORK



PARKING STRUCTURE



EXISTING USES



# Station Area Illustrative Concept Plan Site Diagram: Potential 20 Year Build Out



## RESIDENTIAL

total # of buildings: 12  
estimated total square feet: 303,400  
estimated # of dwelling units: 139



## OFFICE

total # of buildings: 6  
estimated total square feet: 385,760



## RETAIL

total # of buildings: 8  
estimated total square feet: 47,000



## MIXED OFFICE/RETAIL

total # of buildings: 3 (plus parking structure frontage)  
estimated total square feet: 114,800



## MIXED RESIDENTIAL/RETAIL

total # of buildings: 1  
estimated total square feet: 25,200  
estimated # of dwelling units: 6



## LIVE/WORK

total # of buildings: 1  
estimated total square feet: 25,200  
estimated # of dwelling units: 6





## STATION AREA COMPONENT: **RESIDENTIAL TOWNHOUSES**

A range of residential types, including townhomes, will provide transitions between different densities of residential development and offer affordable home ownership options beyond the traditional detached single-family dwelling.

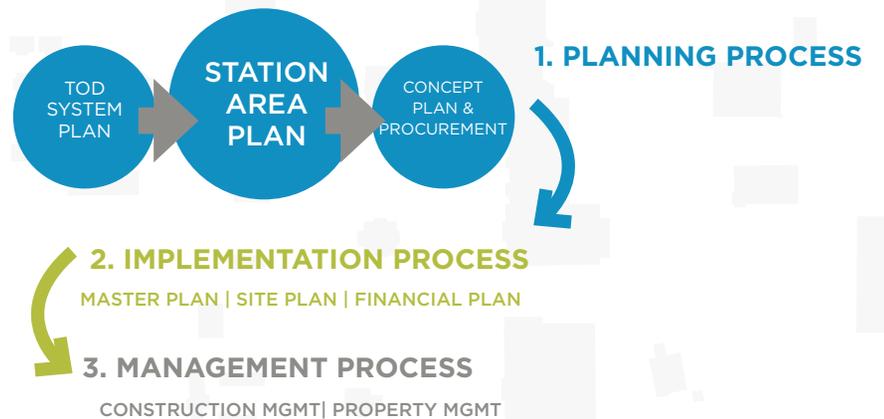


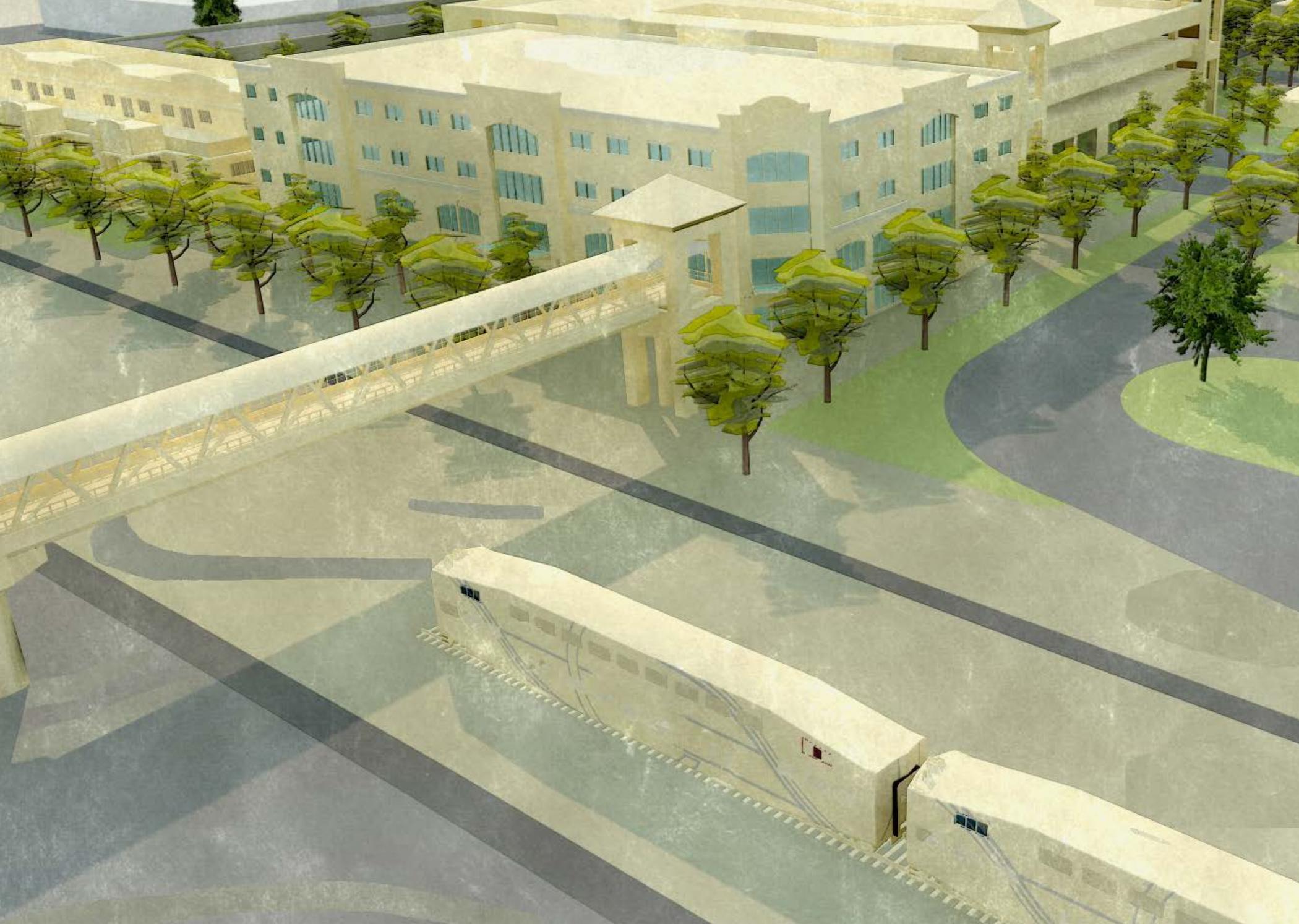


## STATION AREA COMPONENT: OFFICE & LIVE/WORK

The current park and ride lot offers opportunities to catalyze development in the Provo Station Area by master planning a larger parcel that considers the long-term transformation of the surrounding context as it relates to the transit station.

This Station Area Plan is part of the Planning stage in UTA's development framework (see below diagram). With the preferred planning scenario in place for Provo Station, UTA can take next steps in considering the development of their property. Due to the smaller size of the property directly adjacent to the station - 2 parcels totaling 13.65 acres - UTA will likely work with a strategic partner to develop the site. As part of the development process, UTA and their partner would incorporate the current park and ride stalls into the office mixed-use project in a structured parking configuration.







## STATION AREA COMPONENT: RETAIL/RESTAURANT ROW

The row of retail shops with an enhanced plaza on the west side provide a visual and use gateway into the station area. The shops and plaza, surrounded by residential units to the west and office buildings to the east will take on “village-like” attributes and blend easily into adjacent uses such as the single-family areas to the west. Facilitate the use of the plaza for existing and future community events, such as the food truck roundup.





## STATION AREA COMPONENT: **MIXED OFFICE/RETAIL**

Office is the highest and best use for several key locations in the station area. The first office nodes in the immediate station area will serve as an anchor for the future development of small scale support services and additional office to the south and east along University Avenue.

Office and retail at the south end of the station area can help catalyze the broader station context into becoming a transit-oriented neighborhood by integrating a mixture of uses near the station and expanding the urban office pattern southward as the area evolves beyond its current auto-oriented urban form.





C  
A  
M  
P  
4

PROVO

HIDE & FUR BUILDING 1911

# Acknowledgments

A special thanks to all those who participated and made the creation of this Station Area Plan possible:

---

Provo City Leadership

Provo City Planning & Zoning

Citizens of Provo

Key Stakeholders & the Community Engagement Committee

Project Management Team:

---

Jordan Swain, *UTA (former)*

Kevin Leo, *UTA*

Levi Roberts, *UTA*

Bill Peperone, *Provo City*

Chad Eccels, *MAG*

Consultant Team:

---

CRSA

ZPFI



