

An aerial architectural rendering of a downtown urban plan. The scene shows a grid of streets with various buildings, including a large multi-story structure on the left and several smaller commercial-style buildings. A central intersection features a crosswalk and a small park area with trees and benches. A large, open, sandy area in the lower center contains several green rectangular patches, possibly for sports or recreation. A red fire truck and a blue truck are parked on a street in this area. The overall style is a detailed, semi-transparent architectural visualization.

# SARATOGA SPRINGS DOWNTOWN PLAN

MARCH 2024



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## ACKNOWLEDGMENTS

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## GLOSSARY

**Planning Area:** the project site area

**Saratoga Springs Downtown / Downtown:** the Planning Area bordered by Mountain View Corridor, Pioneer Crossing and neighborhoods to the south.

**Urban Core:** Within the Downtown are blocks where mixed use, retail, activities, and flexible open space occurs. The Urban Core wraps around Saratoga Square & Main Street.

**Saratoga Square\*:** The focal point in the Urban Core is the flexible open plaza space being the Heart of the Community. This space is used for gatherings, activities, and events.

**Main Street\*:** A public local road, which is flexible to temporary shut down for parades and events. The Main Street will be a pedestrian-friendly environment for residents and visitors to walk, shop, and explore on.

**Mountainland Association of Governments (MAG):** “the regional transportation planning group for urban Utah County organized as a Metropolitan Planning Organization (MPO) for Utah County, and a Rural Planning Organization (RPO) for Wasatch County.”

\* Saratoga Square and Main Street are conceptual names. Official names to be determined during implementation phase.

### ***District Area Plan (DAP) Definitions***

**Urban Center** is a mix of uses including residential, retail, and employment uses. Urban Centers highly walkable.

**Neighborhood Commercial** areas are centers for small community or neighborhood services such as retail, offices, one-story buildings, single family, townhouses.

**Business Parks** are low to medium density office buildings, which may also include light industrial and retail. Accessible by freeway, arterials, and commuter rail.

**Town Neighborhood** is primarily residential with wide variety of housing options.

**Regional Retail** has large- and small-scale retail buildings, located at major intersections, near highways, arterials, and rail. Housing is not included.



## DOCUMENT INTENT

This document is the result of a collaborative effort between Saratoga Springs and the property owner to create a vision framework and explore potential concepts for a future Downtown.

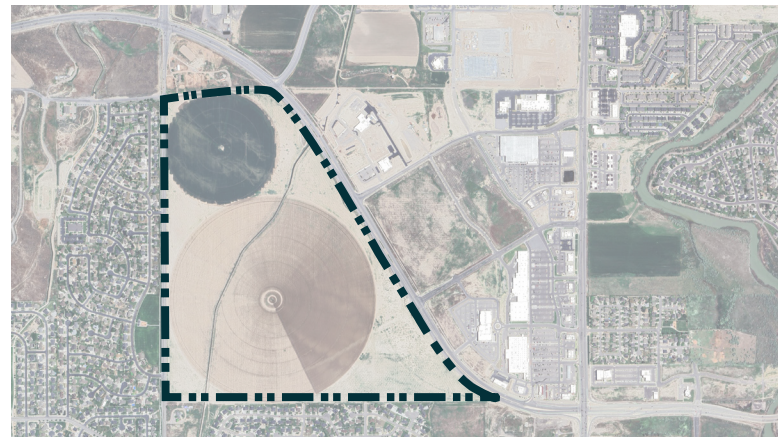
While it is hoped that many of the ideas captured in this master plan are implemented in the Downtown, it is important to remember this is a conceptual master plan and that specific layouts, alignments, and designs are subject to change due to unforeseen market and other design considerations and conditions.



# 01 EXECUTIVE SUMMARY

## ***A PLACE FOR COMMUNITY***

With the extraordinary growth Saratoga Springs has experienced from 250 in 1997 to 57,000 residents today, the City is now poised to solidify its strong community with a thriving downtown. During this time, the City has developed a robust economy and strong sense of identity. As a result, the City would have undertaken this planning process to envision a downtown to act as the heart of the community, where citizens will converge, and connect with other residents and visitors. This visionary plan, born from a collaborative effort between the City and the property owner, paves the way for a downtown that embodies Saratoga Springs' spirit, building a lasting legacy for future generations to come.



*Project Site, Google Earth, 2023*



The General Plan identified this location as the potential downtown location for the community center. In discussions with the current landowner, the City has identified a mutual interest in exploring the potential of developing a downtown for Saratoga Springs at the intersection of Pioneer Crossing and the future Mountain View Corridor, a key corridor into the city.

At this location Saratoga Springs has a rare opportunity to develop a downtown on a greenfield site with over 200 acres available at the heart of the community. With a rapidly growing residential population, the City in partnership of the Landowner initiated this study to understand a plan for a downtown which establishes a sense of place while complimenting current conditions and serving citizens.

Building upon recently completed plans with Saratoga Springs City, the Project Vision, Guiding Principles, and Goals were formulated with the Steering Committee and engaging with the community, which guides the design for the Downtown Plan.

## ***PROJECT VISION***

***Downtown Saratoga Springs is a destination that draws residents to energetic, creative, and iconic spaces and experiences, enhancing the overall sense of place. Character-defining elements such as art, food, architecture, and culture fosters community connections.***

**GUIDING PRINCIPLES****HEART OF THE COMMUNITY**

Downtown Saratoga Springs is the vibrant heart of the city, in both location and purpose, featuring engaging public spaces where programming and private businesses collaborate to create an inviting and memorable destination. With a range of options, it offers year-round appeal, drawing in both residents and visitors.

**CELEBRATE PLACE**

Downtown embodies the unique character and identity of the Saratoga Springs Downtown, evoking a sense of pride and belonging. Character-defining elements celebrate the unique physical and visual connection to Utah Lake and the surrounding mountains which defines Saratoga Springs.

**COMMUNITY CONVERGENCE**

Downtown is the center of the community, serving as both a destination and a link for residents to live, work, and play. The Downtown promotes livability by being highly walkable, providing accessibility, comfort, and intuitiveness. Its close proximity ensures easy access and connections between housing choices, jobs, retail, hospitality, and recreation encouraging people to stay.



**Principles**

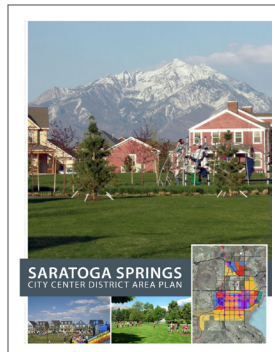
**Goals**

 <p><b>HEART OF THE COMMUNITY</b></p>	<p>Flexible open space for year-round events and activities such as festivals, markets, concerts, recreation, and sports for residents and visitors to gather.</p> <p>Attractive, safe, and healthy central gathering place for families while providing amenities, programming, and places for people to spend significant time in Downtown.</p> <p>Interactive, iconic, and educational art installations for community members to create memorable experiences.</p>
 <p><b>CELEBRATE PLACE</b></p>	<p>Showcase Saratoga Springs' identity through unobstructed views to the Urban Center, where residents and visitors observe what is happening while being able to view the lake and mountains.</p> <p>Celebrate the physical and visual connection to Utah Lake and surrounding mountains with water features.</p> <p>Signage and amenities celebrating arrival to Downtown through consistent wayfinding signage, street lights, landscaping, and other placemaking amenities.</p>
 <p><b>COMMUNITY CONVERGENCE</b></p>	<p>Promoting health and livability by designing highly walkable, comfortable, and intuitive environment for people of all ages and all abilities.</p> <p>Easy access and connection for people walking and biking amongst housing, jobs, retail, hospitality, and recreation.</p> <p>Connecting residents and visitors to the Urban Center by linking surrounding neighborhoods and businesses through a unified network of pedestrian pathways, trails, bike routes, and roads.</p> <p>Programming and activities year-round to encourage businesses to locate in the Urban Center for residents to live, work, and play.</p> <p>Shared, strategic parking to encourage parking once and then walking to other amenities and destinations. Parking space may start as surface parking, eventually evolving to parking structures.</p>

## PROJECT BACKGROUND

### GUIDING DOCUMENTS

Forming a downtown with a mixture of uses will increase population and economic activity at the core of the City. The Downtown Plan will build upon recently completed efforts of the General Plan, Transportation Master Plan and Parks, Recreation, Trails and Open Space Master Plan as well as the City Center District Area Plan to encourage stakeholders to partner with the City to create the type of space that will become the civic ‘heart’ and primary employment center of Saratoga Springs.



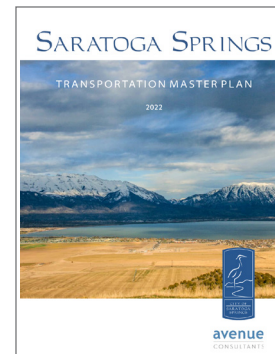
#### ***City Center District Area Plan (2010)***

- Housing and open space recommendations for Town Center areas
- Planning criteria and guidelines for Town Centers



#### ***General Plan Update (2022)***

- Extensive knowledge and ideas gathered about the future Town Center from public engagement
- Future land uses
- Transportation and economic forecasts

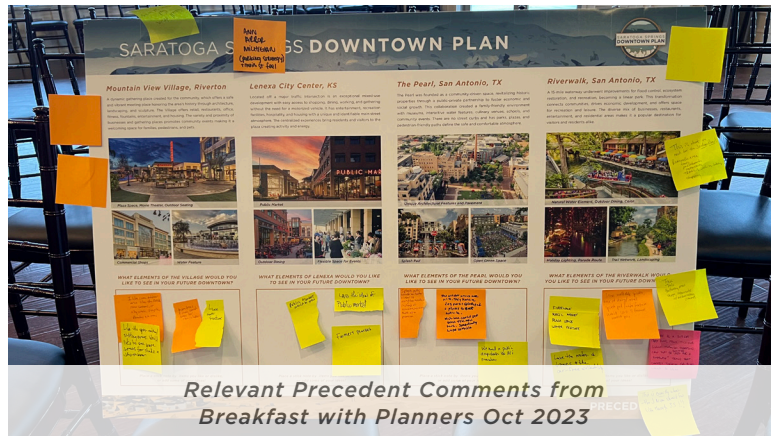


#### ***Transportation Master Plan (2022)***

- New road recommendations through the site, and improvements to existing thoroughfares surrounding the site
- Future public transit recommendations, including a BRT route through site



*Comments from Breakfast with Planners Oct 2022*



*Relevant Precedent Comments from Breakfast with Planners Oct 2023*

## COMMUNITY ENGAGEMENT

The Planning Team attended two public engagements events, Breakfast with Planners, in October 2022 and October 2023. In 2023, the Planning Team presented existing conditions to the residents of Saratoga Springs inquiring what they would like to see, experience, and take ownership of, in their Downtown.

The community envisions the Downtown to be a walkable space with plazas and open space where amenities and activities are at the core, such as performing arts, parades, experiential activities, outdoor dining, markets, recreational opportunities and connecting to other recreational opportunities in the city.

The central gathering space will be a focal point with flexible mixed uses while maintaining a cohesive building design and an inviting environment that represents Saratoga Springs. These comments formed the Project Vision and evolved into Guiding Principles, which guides the design for the Downtown Plan.



## RELEVANT PRECEDENTS

### Mountain View Village, Riverton, UT 85 acres

The variety and close proximity of businesses creates a dynamic gathering place promoting community events, which offers a safe and vibrant meeting place honoring the area's history through architecture, landscaping, and sculpture.



### Lenexa City Center, Kansas, 69 acres

Located off a major traffic intersection is an exceptional mixed-use development of a unique and identifiable main street atmosphere with easy access to shopping, dining, working, and gathering without the need for a motorized vehicle.



### The Pearl, San Antonio, TX 26 acres

The intersection of the public-private partnership created a nexus for both economic and social convergence for a family-friendly environment with museums, interactive water features, institutions, and community events. There are no street curbs and instead has parks, plazas, and paseos being a safe and comfortable pedestrian environment.



### Riverwalk, San Antonio, TX 100 acres

A 15-mile revitalized urban waterway provides a variety of businesses, restaurants, institutions, entertainment, residential areas, and gathering places which continues to bring visitors and residents back to the space.



## ***PREFERRED DOWNTOWN CONCEPT***

The Downtown Plan considers the future expansion of Pioneer Crossing and Mountain View Corridor, situating the Downtown at the site's center, closer to Pioneer Crossing for seamless integration with neighboring businesses to the east. Within an framework of eight urban blocks, a flexible Main Street runs parallel to Pioneer Crossing functioning as a local road for pedestrians and community activities such as vendors, retail, and outdoor dining. It can be temporarily closed for parades and community events.

At the heart of Main Street lies Saratoga Square, a dedicated open space for gatherings, events, and activities, surrounded by retail stores and restaurants with potential for residential or hotel development above.

In this Downtown Plan, the planning area will be referenced as the Downtown. While the Urban Core refers to the central area where activities occur on along Main Street. Saratoga Square is located at the core of the Downtown and Urban Core.

Further details of the Downtown Plan can be found in chapter 02.



*Conceptual Urban Core Plan*

## TRANSPORTATION

The potential right-of-way impacts include the future expansion of Mountain View Corridor on the west with frontage roads, which provides access to the Downtown. Medical Drive and Market Street as collectors planned to go through the site.

The proposed local roads may not require a right-of-way dedication. Ideally, all roads within the proposed Downtown will be dedicated as public right-of-way. While the Main Street is a local road network which is proposed with a special road design that can accommodate higher pedestrian traffic, outdoor dining and shopping, and programmed for public events.

Prior to implementation, further study will be required for transportation grid network connection and potential transit stops. For further details, please refer to chapter 05.

## INFRASTRUCTURE & UTILITIES

The preferred plan works well for connection of future utilities. Particularly the extensions of Medical Drive and Market Street. For further details, please refer to chapter 06.

## POTENTIAL PHASING OPTIONS

The Downtown Plan can be accomplished in many different ways. Exploration of potential phasing options, can be found in chapter 07.



## 02 PREFERRED DOWNTOWN CONCEPT

### CONCEPT INSPIRATION

Guiding the design of the Downtown Plan are the Guiding Principles and goals formulated by the Steering Committee enveloped with the community's vision and previous planning effort. The goals of each Guiding Principle are interlaced and addressed into each chapter in this Plan. They are the inspiration analyzing and planning the concept through Urban Design, Transportation, Economics, and Infrastructure & Utilities.

In designing the Downtown Concept, the parcel planned for the meetinghouse for the Church of Jesus Christ of Latter-Day Saints on the south edge has been considered in the Plan.

HEART OF THE COMMUNITY	Flexible open space for year-round events and activities such as festivals, markets, concerts, recreation, and sports for residents and visitors to gather.
	Attractive, safe, and healthy central gathering place for families while providing amenities such as Wi-Fi connection and seating areas for people to spend significant time in Downtown.
	Interactive, iconic, and educational art installations for community members to create memorable experiences.
CELEBRATE PLACE	Highlight water access through water feature amenities to celebrate the unique physical and visual connection to Utah Lake and the surrounding mountains.
COMMUNITY CONVERGENCE	Easy access and connection for people walking and biking amongst housing, jobs, retail, hospitality, and recreation.

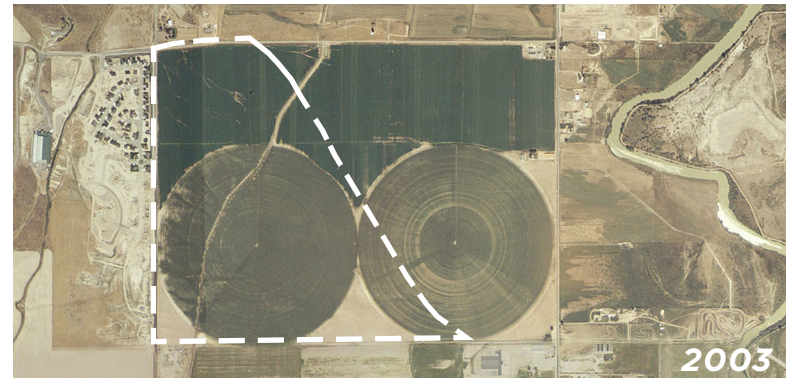
## EXISTING CONDITIONS

An Existing Conditions Report was compiled in the beginning of the project. The report analyzed the strengths and weaknesses to identify opportunities of the project site. By understanding the current conditions, future developments can optimize the geography of the site while creating synergy with the surrounding neighborhoods.

The strengths, weaknesses, and opportunities precipitated relevant precedents from other civic communal centers with similar conditions. The relevant precedents serve as ideas to pull successful programming to the development of a unique and innovative downtown urban center.

The report examined the current undeveloped site and neighboring context. The Saratoga Springs Downtown is strategically situated at the city's core, defined by pivotal arterial roads: Pioneer Crossing and Mountain View Corridor (formerly Foothill Boulevard). Adjacent major arterials further position this site as a vital nexus connecting not only the city but also surrounding municipalities at the regional scale—typical of thriving urban centers.

The report examined the transportation network, infrastructure and utilities, and the market conditions of Saratoga Springs. For further information, please refer to chapters 03-06.



### ***DISTRICT AREA PLAN COORDINATION***

Incorporating the Saratoga Springs City Center District Area Plan planning criteria and guidelines indicate the following five place types will comprise the Downtown. These place types are conceptual placements with flexibility to adjust. Final place types are dictated by market forces and will need evaluation.

**Urban Center** is a place type incorporating vibrant and concentrated mix of residential, retail, and employment uses. Urban Centers are highly walkable, with wide, inviting sidewalks, active streets and several destinations within a small area. Interconnected streets make the area inviting on foot and accessible by car, transit and bicycle. Open space will be primarily in the form of small public plazas.

**Neighborhood Commercial** is modeled after the American tradition of “Main Street” as a place for living, working and shopping. It serves as a center for small community or neighborhood services including retail and offices. Buildings include one story retail, office, single family, townhouses and potentially some mixed use development.



*Figure 02.1: District Area Plan Conceptual Place Types in Downtown*



## PREFERRED DOWNTOWN CONCEPT

**Business Park** is comprised of low to medium density office buildings. Business parks can also contain a small amount of light industrial and retail uses. A concentration of diverse employment opportunities in close proximity to housing. Business parks will be designed to be easily accessible by the freeway, major arterials, and public transit integrated into the community's street network for walkability.

**Town Neighborhoods** are vibrant and close to urban and commercial centers or transit stations. Mainly residential with wide variety of housing options. Characterized by close proximity to neighborhoods serving commercial shops and offices along key corridors or at key intersections.

**Regional Retail** includes an agglomeration of large- and small-scale retail buildings. Regional retail is located at major intersections of highways and arterials and along key transit corridors in the region. Housing is not included in this place type, however neighborhoods may be located adjacent to regional retail.



*Fig. 02.2: Urban Center Example*



*Fig. 02.3: Neighborhood Comm. Example*



*Fig. 02.4: Regional Retail Example*



*Fig. 02.5: Town Neighborhood Example*

### ***PREFERRED DOWNTOWN CONCEPT***

The Downtown is situated at the center of the site, closer to Pioneer Crossing, where it seamlessly integrates with neighboring businesses to the east. Parallel to Pioneer Crossing is a flexible Main Street serving as a linear central spine primarily for pedestrians and community activities such as vendors, retail, and outdoor dining. Inset within a framework of eight urban blocks, the daily use of Main Street serves as a local road and its flexibility can temporarily close its road for parades and community events. The alignment of Main Street optimizes the grade changes from the project site's highest viewpoint from the northwest corner gradually descending to the southeast corner. Advantageously, the Main Street has views of the mountains and lake.

At the center of the Main Street is a dedicated open space known as Saratoga Square, dedicated for gatherings, events, and activities. Surrounding the gathering space are retail stores and restaurants with the possibility of residential development above.

In this Downtown Plan, the planning area will be referenced as the Downtown. While the Urban Core refers to the central area where activities occur along Main Street. Saratoga Square is located at the core of the Downtown and Urban Core, which serves as the primary gathering space for events and activities.



*Figure 02.6: Conceptual Urban Core Plan*



## URBAN CORE VISION

The vision of the Urban Core is a destination that draws residents to energetic, creative, iconic spaces and experiences, enhancing their overall sense of place. To realize the vision, the three Guiding Principles serve as guides to design the central gathering space.

***Heart of the Community*** expresses Downtown as the vibrant heart of the city where programming and private businesses collaborate to create an inviting and memorable destination. The Urban Core offers a flexible open space for year-round events and activities. For an attractive, safe, and healthy space for families, the surrounding buildings at the central gathering space are designed to a comfortable height creating enclosure and activating uses for the pedestrian environment.



Figure 02.7: Aerial of Saratoga Square





Figure 02.8: View of Saratoga Square Along Main Street Facing South

***Celebrate Place*** brings in the unique character and identity of Saratoga Springs by incorporating the presence of water through water feature amenities to celebrate the unique physical and visual connection to Utah Lake and the surrounding mountains. The Downtown is designed to leverage the grade change where there are unobstructed views with strategic planning for future development placements.

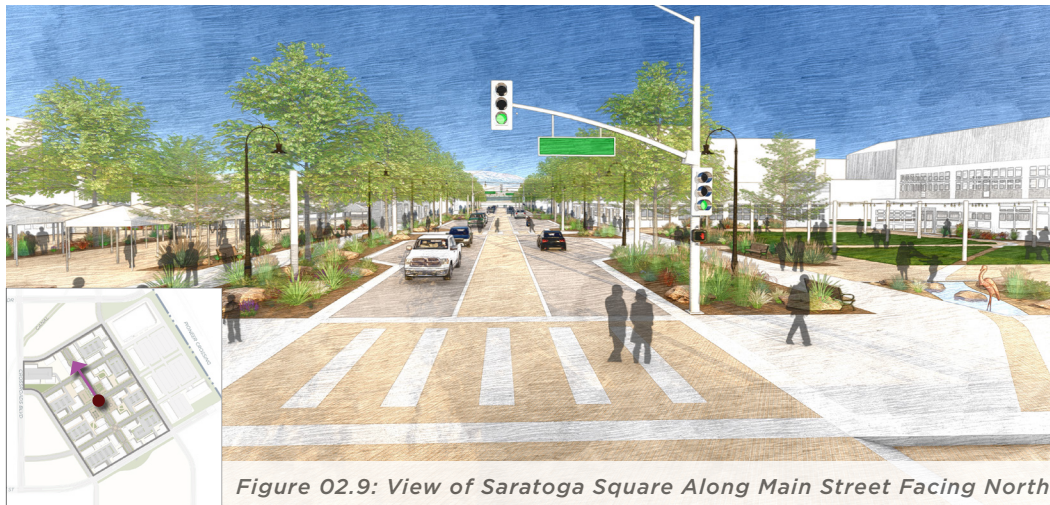


Figure 02.9: View of Saratoga Square Along Main Street Facing North



**Community Convergence** highlights the Urban Core as the core of community, serving as both the destination and link for residents to live, work, and play. By providing a pedestrian-focused corridor, Main Street promotes walkability while providing access, comfort, and intuitiveness to the core, also known as Saratoga Square. Since the Saratoga Square is situated near the center and to key access points, it provides easy access and connection to housing, jobs, retail, entertainment, hospitality, and recreation. Not only that, the strategic parking located on the edges of the Urban Core serves as a park-once and then walk to other destinations and amenities.



*Figure 02.10: Plaza Opportunity for Local Theater or Concert*





*Figure 02.11: Plaza Opportunity for Temporary Sport Events, Movie Nights, Gatherings*



*Figure 02.12: Plaza Opportunity for Farmers' Markets, Art Festival, Gatherings*



*Figure 02.13: Plaza Opportunity for Food and Play*



PREFERRED DOWNTOWN CONCEPT



Figure 02.14: East-West Roads Connectors with View to Box Elder Peak in the Distance



Figure 02.15: Main Street Road Facing South to a Landmark

### KNOWN FUTURE DEVELOPMENT

One future development has been confirmed on the site, which will be a meeting house for The Church of Jesus Christ of Latter-Day Saints. The parcel lands on the southern edge, just east of the Grand Sierra Way extension. At the time of this document, the project has been approved.

Further coordination will need to occur during the implementation phases to ensure proper final alignments of the northern edge of the parcel with Market Street.



*Figure 02.16: Location of Future Church*



## **PROGRAMMING SARATOGA SQUARE**

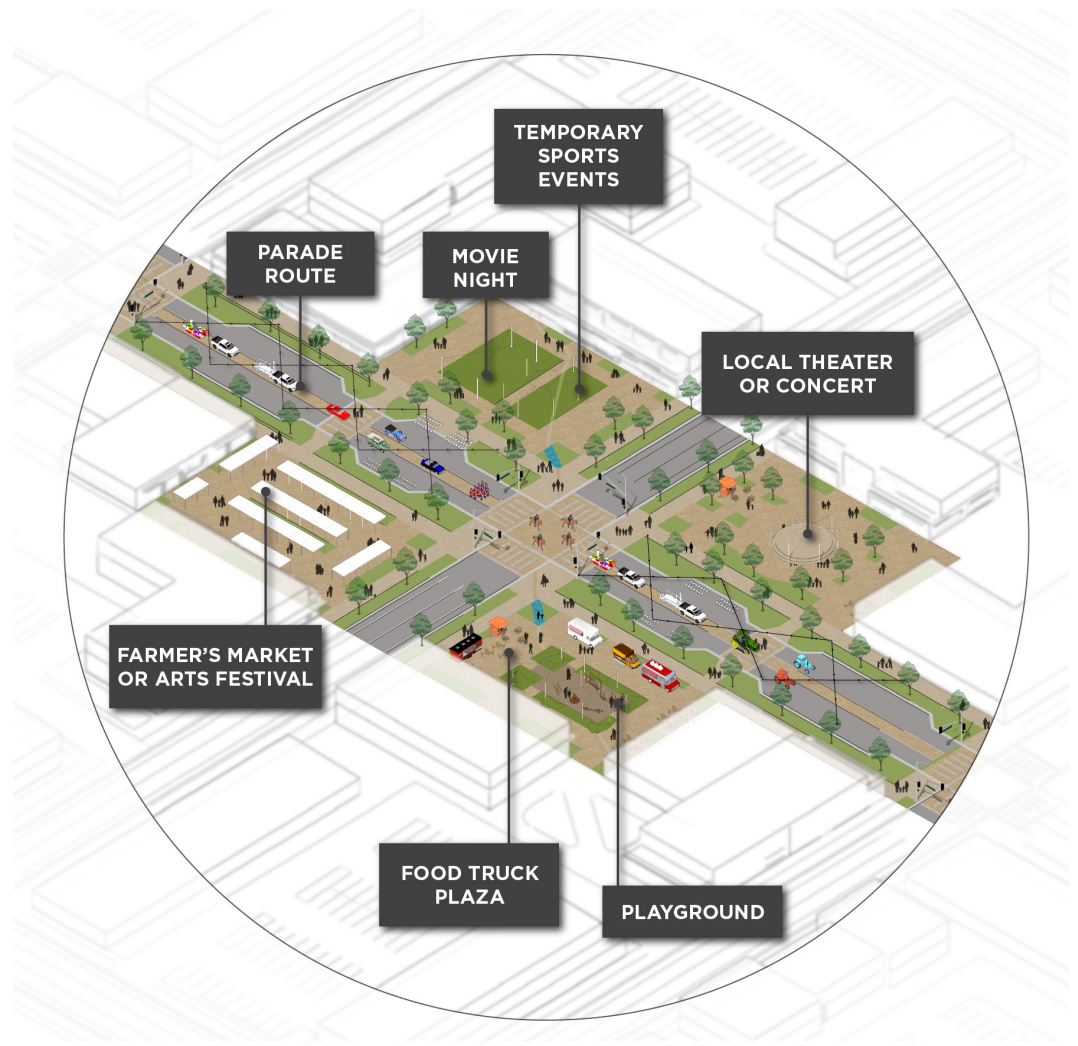
The entire gathering space is approximately 2.8 acres providing an array of opportunities for activities and events such as markets, tournaments, sports, performing arts, and other activities. The gathering space is programmed to be flexible to adapt to each season for year-round events.

In the summer season events and activities include:

- Sport events such as pickle ball, volleyball events, ice skating rink, or ribbon
- A local theater for performances
- Farmers' market

Events for the shoulder seasons or winter season would include:

- Markets
- Food trucks
- An ice skating rink or ribbon
- Playground



*Figure 02.17: Programming & Activity Opportunities*



## BUILDING FORM

### HEIGHT

Downtown Saratoga Springs is situated along a topography sloping from the northwest to the southeast with panoramic views of the mountains and Utah Lake. With breathtaking views, building heights become the most concerning for new development. By planning out the heights of new buildings in correlation to the grade change, it will provide opportunities for residents and visitors to enjoy the views anywhere in Downtown.



*Figure 02.18: Building Heights with Building Width Reduced Vertically*

### SCALE

Related to building height, scale is the feeling of being in a place. Buildings can be tall while being able to create a comfortable space for pedestrians. Scale is comprised of the building height, setback from the road and building, and various vegetation working together that creates this feeling. The “human scale” design is a reasonable size and shape an average person can interact with. By effectively breaking down the building heights, it will create a sense of belonging to the space and community.

### MASS

Mass refers to the volume defined by the shape, size, and orientation of the building, and not defined by the structural detail or material. Depending on the strategies used such as ground floor facades and widths, the perception of the building can obscure its true size.

### WIDTH

Spaces support vibrant and active environments for people to engage with the physical environment and socialize with the community. Streets or plazas are spaces for these occurrences, the width of the space can be too wide or too narrow which affects people’s interaction. Too wide of streets are difficult and dangerous to cross. While too large of a plaza may not feel activated, but too narrow does not create an inviting atmosphere for people to congregate. Building width may be broken up vertically to create an organic series of smaller buildings that connect to adjacent developments, while providing reasonable building heights that fulfill the anticipated growth and density of the Downtown.

## HEIGHT SENSITIVITY

To optimizing the sloping grade from the highest elevation at the northwest to the southeast of the Downtown Area, the building heights are planned to maintain unobstructed views to the lake and mountains. Introducing the Downtown to the surrounding neighborhoods and districts, the west and south edges of the Downtown are one to two stories for the Town Neighborhoods. Residing in the northwest corner are Business Parks, which may have three to five stories. The east edges are one to three stories tall for Regional Retail uses, which reflects the businesses to the east of Pioneer Crossing. At the center, building heights vary from three to five stories for mixed-use buildings such as retail on the ground floor and residential on the upper floors. The building heights along Main Street are one to three stories to support an active and comfortable pedestrian realm.

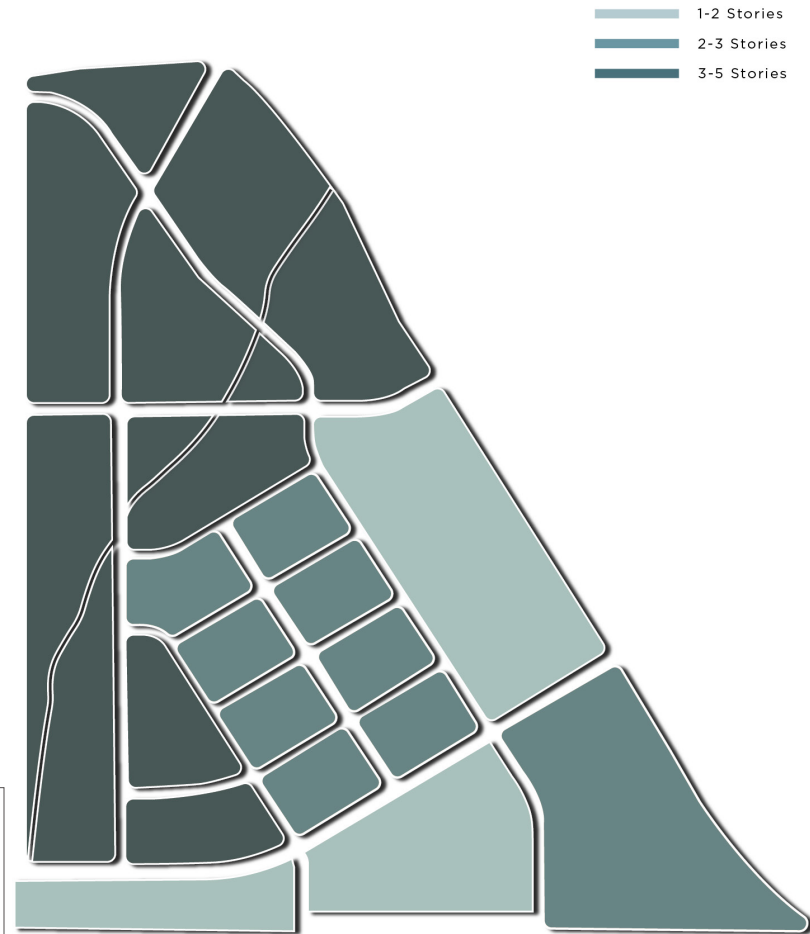


Figure 02.19: Aerial of Likely Building Heights

## LIKELY BUILDING HEIGHTS

For a comfortable pedestrian realm, the building heights along Main Street may be one to two stories with possible options for upper level setbacks for rooftop activities such as dining or socializing. The building heights for the Regional Retail development along Pioneer Crossing will likely maintain traditional commercial building heights to mirror businesses across Pioneer Crossing.

## BUILDING SETBACKS

Depending on the place type, land use, and road classification, setbacks influences the scale of the space, attraction, and comfort. For example, in the Urban Center, minimal building setbacks contribute to street activity and provide informal surveillance to the street if sidewalk width is sufficient to support lively street activity as indicated in the cross section proposed for Main Street. While in the open gathering space, the setback may be larger for events, markets, or performances.

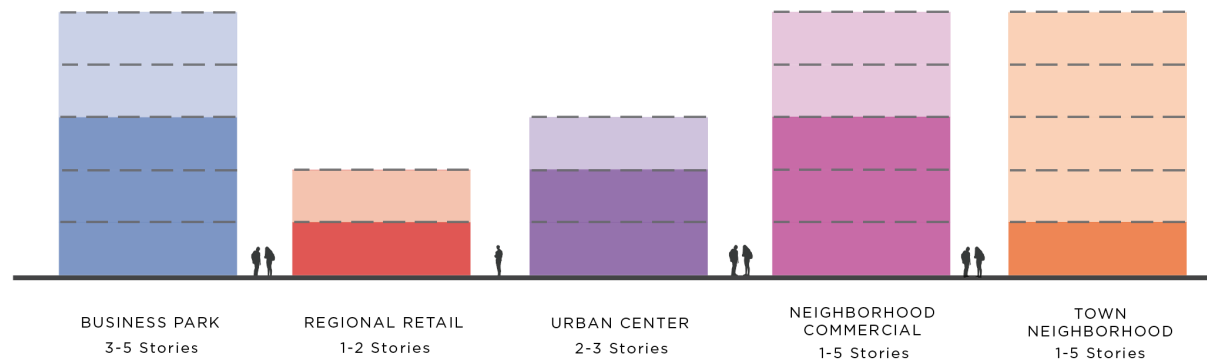


Figure 02.20: Likely Building Heights



# 03 URBAN DESIGN

## URBAN DESIGN FRAMEWORK

### ELEMENTS OF A SUCCESSFUL URBAN CENTER

Nestled within the city's embrace, the downtown core will thrive on a delicate interplay of form and function. Its streets, sliced into walkable blocks, offer both intimacy and opportunity for connection. Buildings oriented to people walking the streets, capture not just light, but captivating vistas that stretch beyond the downtown to always remind visitors of the surrounding natural beauty of Utah Lake and the surrounding mountains.

HEART OF THE COMMUNITY	Flexible open space for year-round events and activities such as festivals, markets, concerts, recreation, and sports for residents and visitors to gather.
CELEBRATE PLACE	Showcase Saratoga Springs' identity through unobstructed views to the Urban Center, where residents and visitors observe what is happening while being able to view the lake and mountains.
	Signage and amenities celebrating arrival to Downtown through consistent wayfinding signage, street lights, landscaping, and other placemaking amenities.
COMMUNITY CONVERGENCE	Promoting health and livability by designing highly walkable, comfortable, and intuitive environment for people of all ages and all abilities.

## URBAN DESIGN

Gateways mark the transition from bustling thoroughfare to tranquil haven, each an invitation to explore deeper. Within this heart of the community a vibrant tapestry of uses unfolds – shops hum with commerce, cafes buzz with conversation, and cultural hubs pulse with the rhythm of creativity. Transportation access is encouraged by all modes, weaving through the district, offering seamless movement. Amidst the activity, the downtown's own unique character, shaped by history, community, and an unwavering spirit of place emerges. This section delves into the underpinning ideas which establish a successful framework for downtown, where every corner hums with the promise of possibility.



*Figure 03.1: Aerial of Saratoga Square*

### CREATE A NETWORK OF SMALLER BLOCKS

Since the site is surrounded by high-volume highways to the west and east, it was critical to create a walkable, pedestrian-friendly area within the site. Smaller blocks are found in the Urban Core to encourage people to park once and walk. The smaller blocks create shorter pedestrian-focused corridors that are unique, intimate, and manageable.

Outside of the Urban Core, the Downtown blocks are longer due to adjacent road types. These blocks should be further reduced via smaller local roads and developments to encourage walkability throughout the entire Downtown.

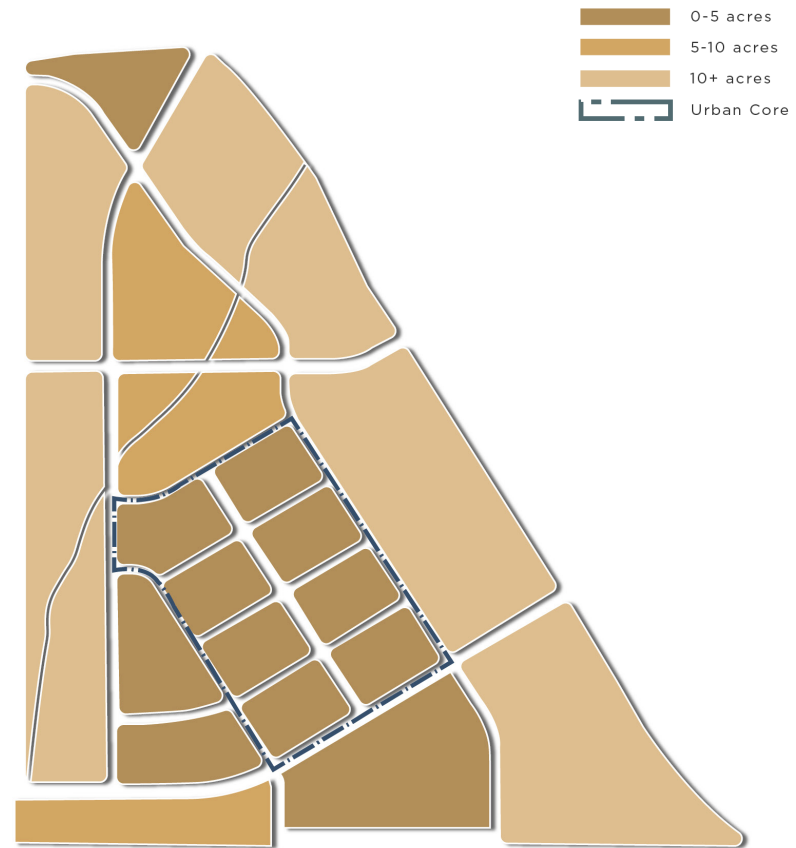


Figure 03.2: Downtown Blocks & Grid



## ORIENTATION & VIEWS

The site offers captivating mountain vistas, including the Oquirrh Mountains to the northwest, the Wasatch Mountains and Utah Lake to the east and south, and the Lake Mountains to the south. Importantly, these picturesque views are expected to endure even as the area undergoes development. Thoughtful building orientation and design can frame and enhance these views, with the potential for upper-level buildings to also capture glimpses of Utah Lake.

The urban core orientation is angled in a way to capture Utah Lake and the southeastern range, including Loafer Mountain, Spanish Fork Peak, and Mount Nebo.

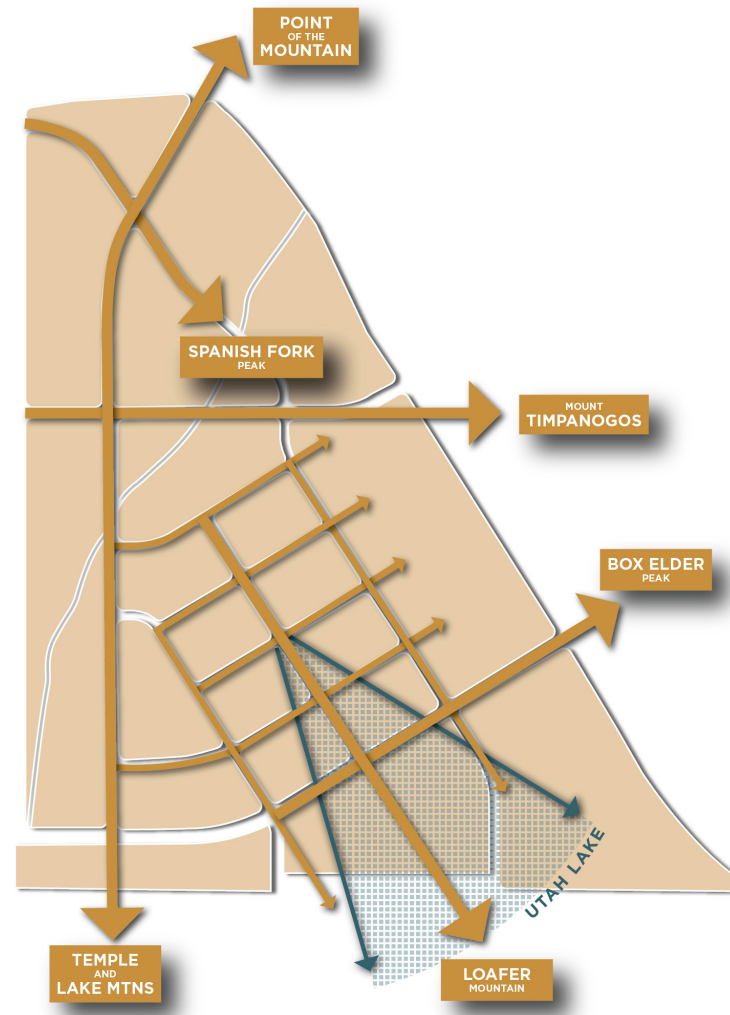


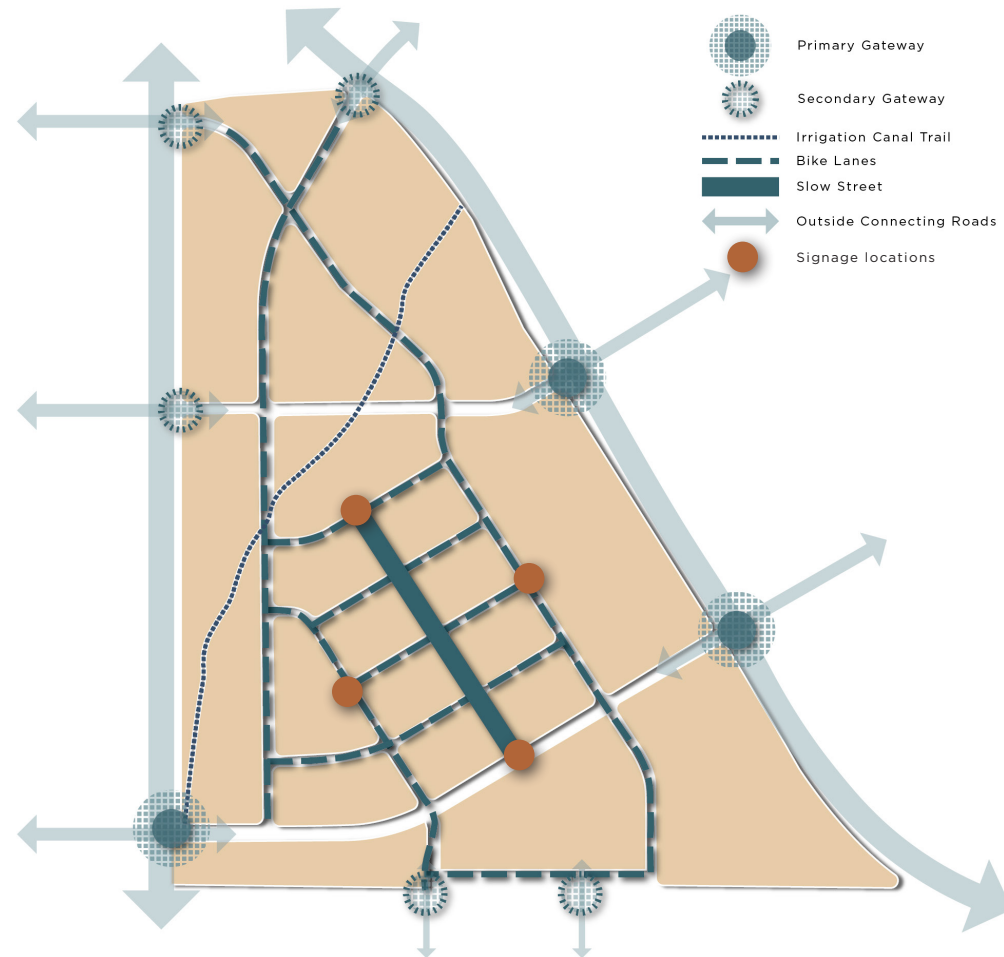
Figure 03.3: Viewsheds

## ACCESS & GATEWAYS

The site has an island-like feeling with it being cradled by two major arterials to the east and west. With high-volume roads along the outside of the site, it does create great vehicular access, but it also employs strategies to reduce speed as a visitor moves into the site. Strategies include smaller blocks, mid-block crossings, and other traffic calming measures.

Bicycle lanes should be throughout the downtown to encourage other modes of transportation. Active transportation routes should connect to other existing or future trails to improve connectivity city-wide. The main street should be a slow street - encouraging people to walk, rather than drive.

Gateway signage should be located at the main entrances to the Main Street. More thorough signage could be established during the implementation phase. Signage types can be found on page 03.17.

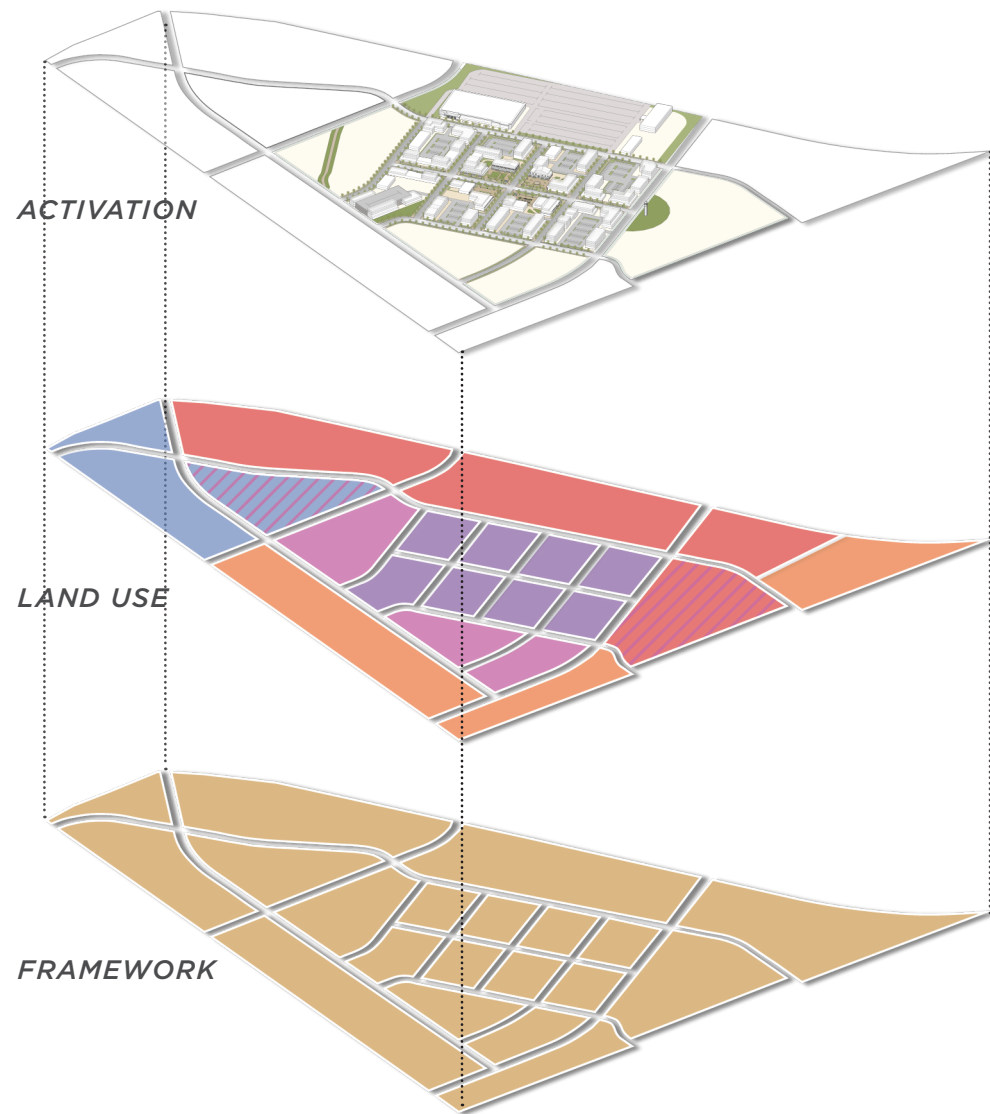


*Figure 03.4: Gateways & Mobility*

### VARIETY OF USES & LAND USE MIX

The urban design of the Downtown can determine how residents and visitors use and experience its spaces. A diverse and dense mix of land uses, active transportation infrastructure, and strong design can support an active healthy place year round.

Diverse land uses that invite visitors including restaurants, retail, grocery stores, galleries, museums, civic spaces, recreation facilities, and places to relax should be encouraged.

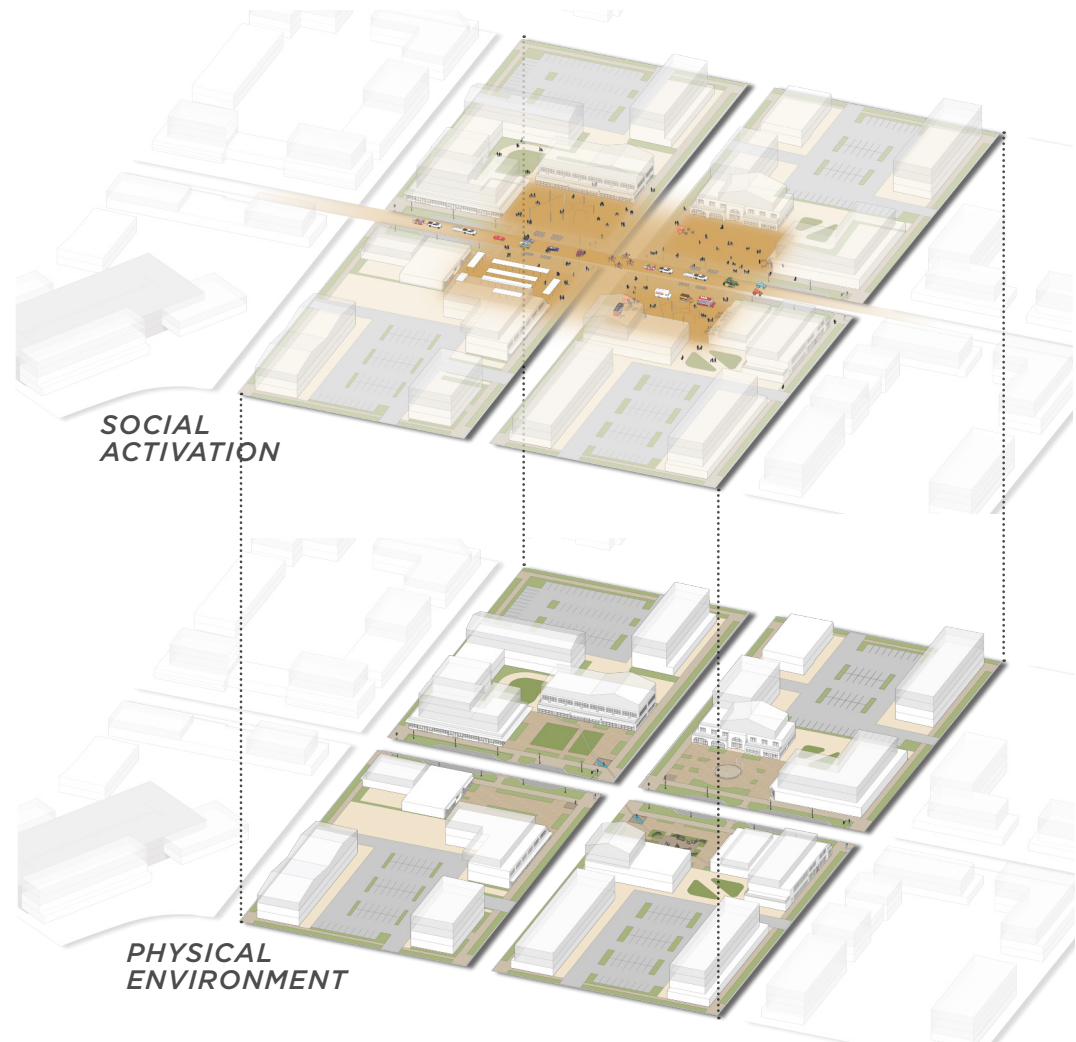




Balancing these elements with housing and office can help generate a healthy mix and flow of activity over the course of the day. The Downtown should be promoted as a place where you meet shopping, dining, retail and other needs all within walking distance. These uses should be placed in close proximity of one another, with well-connected pathways to reach them.

### ***Physical vs. Social***

The physical framework is the built environment that supports a vibrant core, such as the buildings and plazas. The social is the programming of the spaces, with events and activities. It is critical the physical is designed with flexibility in mind to support a wide variety of the social opportunities.



## ***DISTRICT IDENTITY***

### **IDENTITY & FEEL**

#### ***Water***

With the close proximity to Utah Lake and the Jordan River, it is vital the design showcases the views to Utah Lake. A water feature should highlight water access to celebrate the unique physical and visual connection to Utah Lake. An existing irrigation canal runs through the site.

#### ***Family-Oriented***

Saratoga Springs has one of the youngest populations in the state. Understanding this demographic, family-oriented spaces are critical. A variety of amenities, such as interactive water feature should be incorporated to entertain users of all ages.

#### ***Small Town Feel***

When asked what the public would envision for their future downtown, small-town feeling of a traditional main street arose to the top. A place to shop, run into your neighbor, and gather for an event. Human-scale design, materiality, and branding can help achieve this small town feel.

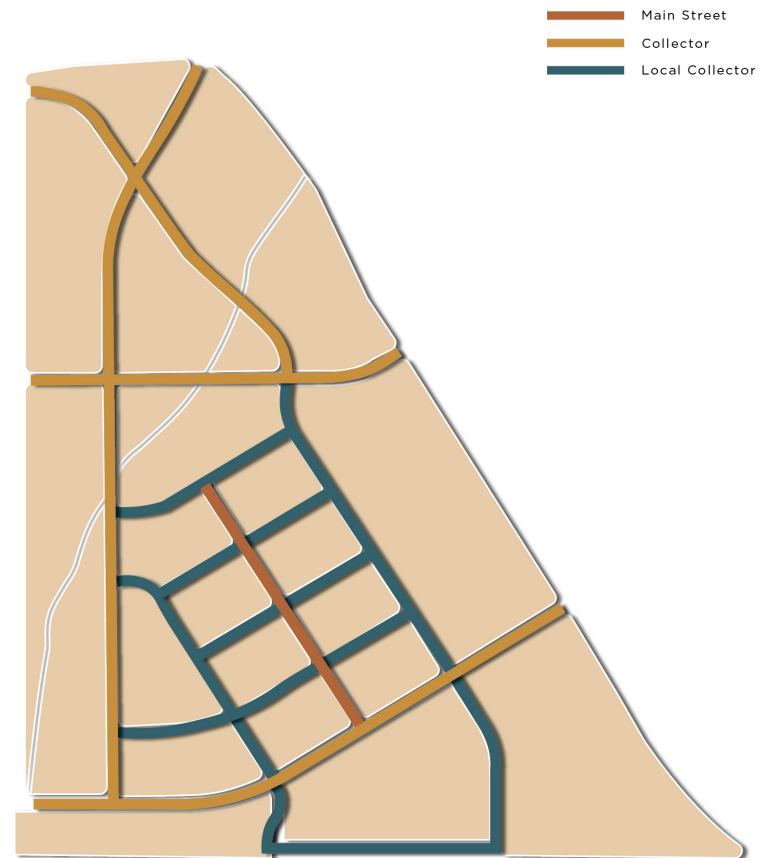


*Figure 03.5: Plaza Opportunity for Food and Play*

## STREETSCAPE

As one moves from the busy high-volumes road and into the Downtown, the streetscape design should encourage walkability and multi-modal opportunities. Wider pathways, landscape buffers, and bicycle lanes are recommended to increase comfort.

The plan recommends modifying the street sections, provided in the Transportation Master Plan, to achieve these goals. Further analysis and refinement will be needed, along with a traffic study, before the final design plan is ready for implementation.



*Figure 03.6: Street Types*



## SIDEWALK & ENVIRONMENT

### **Activity**

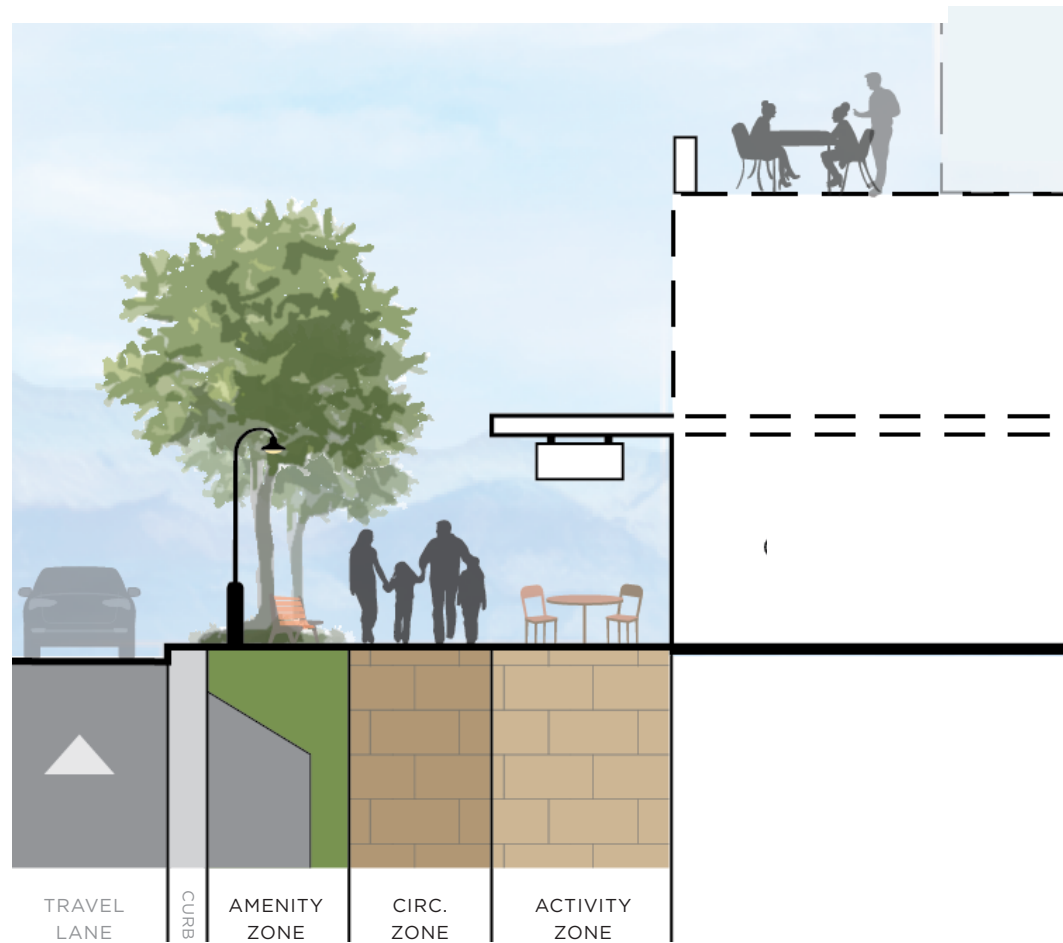
Activity zones will be primarily used for walking, dining, and shopping. There should be high visibility and transparency into storefronts. Retail stores should have beautiful and interesting displays that cause people to stop and look.

### **Circulation**

Sidewalks should be present on every street in the Downtown. Pathways should remain clear of obstacles for ease and accessibility. Crosswalks will be available at every intersection.

### **Amenity**

Amenity zones will have an abundance of trees and landscape, benches, public art, trash receptacles, unique lighting, on-street parking, and other street furniture to make the spaces inviting.



## **PLACEMAKING ELEMENTS**

### **BRANDING, IDENTITY, AESTHETICS**

The Downtown should have a consistent brand and aesthetic that identifies it as a distinctive destination. This branding should highlight the unique attributes of Saratoga Springs and emphasize the City's natural features and community character. Materials, colors, and other design elements should be consistent and repeated throughout the Downtown in its public spaces, streetscapes, architecture, and signage.

#### ***Paving and Pavers***

Brick and colored concrete on Main Street, at crosswalks and down the center turn lane are recommended to visually cue the visitors of the special distinction of the road. The special paving adds artistic flair and promotes safety. Similar paving should be used in Saratoga Square and other special public spaces.





## STREETSCAPE AMENITIES

The Downtown will require a defined set of streetscape elements including furniture (benches, garbage bins, bollards, tree grates, bike racks, and planters), lighting, signage guidelines, gateway design, public art, placemaking, and wayfinding. These elements should be consistent with the aesthetics discussed above to enhance the experience of people walking and biking, while also creating a cohesive identity for the Downtown.

### ***Benches***

Great spaces provide excellent places for people to pause and relax. Benches in the Downtown should be placed where people might naturally wait or sit. The look and feel should reinforce the branding.

### ***Street Furniture***

Bistro tables with movable chairs strategically located in Saratoga Square and other key building uses (office, food service, etc.) are recommended to provide flexibility for accommodating different activities/events, furniture configurations, and temperature regulation.





***Bike Racks***

Active transportation infrastructure, such as bike racks, can encourage visitors to realistically use this alternative form of transportation.

***Bollards***

Bollards are recommended around Saratoga Square where there might be conflict between drivers and pedestrians. Bollards come in all shapes and sizes to fit the branding and identity of the City and the Downtown in particular. Bollards can be easy to install and remove if needed.

***Trash / Recycle Receptacles***

Trash cans and recycle bins are a necessary part of any clean, vibrant public space. Beyond their utility, they can be an opportunity to promote the brand even further, through material choice or adding the logo.



## LANDSCAPE

The City should establish a set of landscape guidelines. These guidelines will indicate acceptable and unacceptable materials; paving types; recommended plant lists, planting minimums, green buffers; types of green space, playgrounds, and their amenities; street furniture, bike paths, and bike parking. All elements should reference the branding theme.

### ***Street Trees***

Street trees create a lush overhead experience that protects pedestrians and defines roads and pathways. They increase comfort in outdoor spaces encouraging pedestrian activity and decreasing the heat-island effect. These trees should be pruned up to provide a tall canopy and clear visibility. Special care to species selection is necessary to select trees with strong dense limbs that avoid breakage commonly seen in faster growing weak trees.



### ***Native Shrubs & Perennials***

Native shrubs and perennials will tie the flora of surrounding mountains and canyons to the Downtown. Smart native low water use planting solutions require fewer natural resources to maintain and help create an identity of place. These plants could include sages, serviceberry, yarrows and penstemons.

### ***Ornamental Grasses***

Grasses provide a timeless natural look that pairs well with traditional and contemporary architectural styles. A selection of water-wise grasses provide year-round interest when they are kept long during the winter and cut back in early spring. Grasses like regal mist and Karl Foerster should be considered.





## ROOFTOPS

A defining characteristic of Saratoga Springs, and this site in particular, are its excellent views of the Wasatch Mountain Range, Utah Lake, Oquirrh Mountains, and Lake Mountain. Encouraging visual access through the development of public and private rooftop spaces is highly recommended. This is especially true for sites fronting the Main Street, but is also suggested for locations throughout the Downtown.

The benefit of developed rooftops goes beyond good views. Landscaped and green roofs can help reduce the heat island effect found in many developed places. Rooftop activity on shorter buildings can help put eyes on the street, increasing safety and psychological connectivity to the rest of the community. The development of rooftops as additional amenity space is encouraged.





## LIGHTING

### *Street Lights*

Having consistent street and plaza lamps is important to create the sense of a coherent Downtown. Lighting can often unify an area across several blocks and signify that you are in a particular district or part of the city.

Lamps that have the ability to have two heads attached will be helpful for illuminating foot paths that may be crossing or intersecting. They can also provide broader more vertical light projection to plazas and terraces so people can see each other at night. A warm light tone of 3000 to 3500 kelvin is recommended for bulbs or LEDs. Smaller areas can benefit from lamp styles that can also stand alone. It is recommended to use a modern, simple style of lamp that blends well with natural elements like landscaping and trees, but also that correspond with increased development of taller buildings.

The style should also allow the City to attach signage to lamp posts about upcoming local events or branding that announces the Downtown area.

### *Main Street Festoon Lighting*

Overhead festoon lighting is recommended for the Main Street. Not only will this create an instagrammable moment, it will visually cue visitors that they are at the hub of activity. The lighting overhead will provide adequate lighting along the Main Street. The same lines of lighting can incorporate seasonal art or signage overhead for more visual interest.



## GATEWAYS & SIGNAGE

### ***District & Monument***

District signs that represent Saratoga Springs' characteristic brand and identity should be placed at gateways. This will signal a sense of arrival and a change of environments. These signs should have the look and feel branded elements present throughout the Downtown.



### ***Wayfinding***

Signs that help people navigate should be present throughout the Urban Core. They should be sized to target people on foot or bike, as well as those in cars. Placed at key intersections, junctions, or entry points into the Urban Core, they can orient visitors and assist them in finding their intended destinations.



### ***Storefront***

Within the Downtown, signage for local businesses and upcoming events should be encouraged. These smaller signs will be designed to be seen in close proximity and will have more detail. Blade signs, sandwich boards, and even community boards for free expression are examples of signage that is encouraged to enhance the pedestrian realm while also supporting the unique brand of the Downtown.





## LANDMARKS

Landmarks are community assets for many reasons. They can be gathering points for meeting. Often they will contain elements that pay tribute to a city's heritage and history and can, help evoke civic pride. Intentional planning for future landmarks enables them to be part of the larger placemaking strategy to make otherwise placeless public spaces more memorable. Landmarks that have existed for long periods become an essential part of the urban fabric of a place. They can give spaces meaning for those who interact around them and aid in wayfinding.

A landmark feature at the terminus of Main Street, and a unique arts-focused building in the heart of Saratoga Square have been recommended through community engagement and Steering Committee workshops.





# 04 TRANSPORTATION

## **BACKGROUND**

This chapter evaluates the transportation system within and surrounding the proposed Downtown for Saratoga Springs and establishes the framework to identify transportation needs as well as potential improvements.

## **Concept Inspiration**

### **COMMUNITY CONVERGENCE**

*Easy access and connection for people walking and biking amongst housing, jobs, retail, hospitality, and recreation.*

*Connecting residents and visitors to the Urban Core by linking surrounding neighborhoods and businesses through a unified network of pedestrian pathways, trails, bike routes, and roads.*

*Shared, strategic parking to encourage parking once and then walking to other amenities and destinations. Parking space may start as surface parking, eventually evolving to parking structures.*

## EXISTING PLANS

Both local and regional plans include transportation improvements that will affect access to the proposed Saratoga Springs Downtown. These projects are adjacent to and crossing the Downtown.

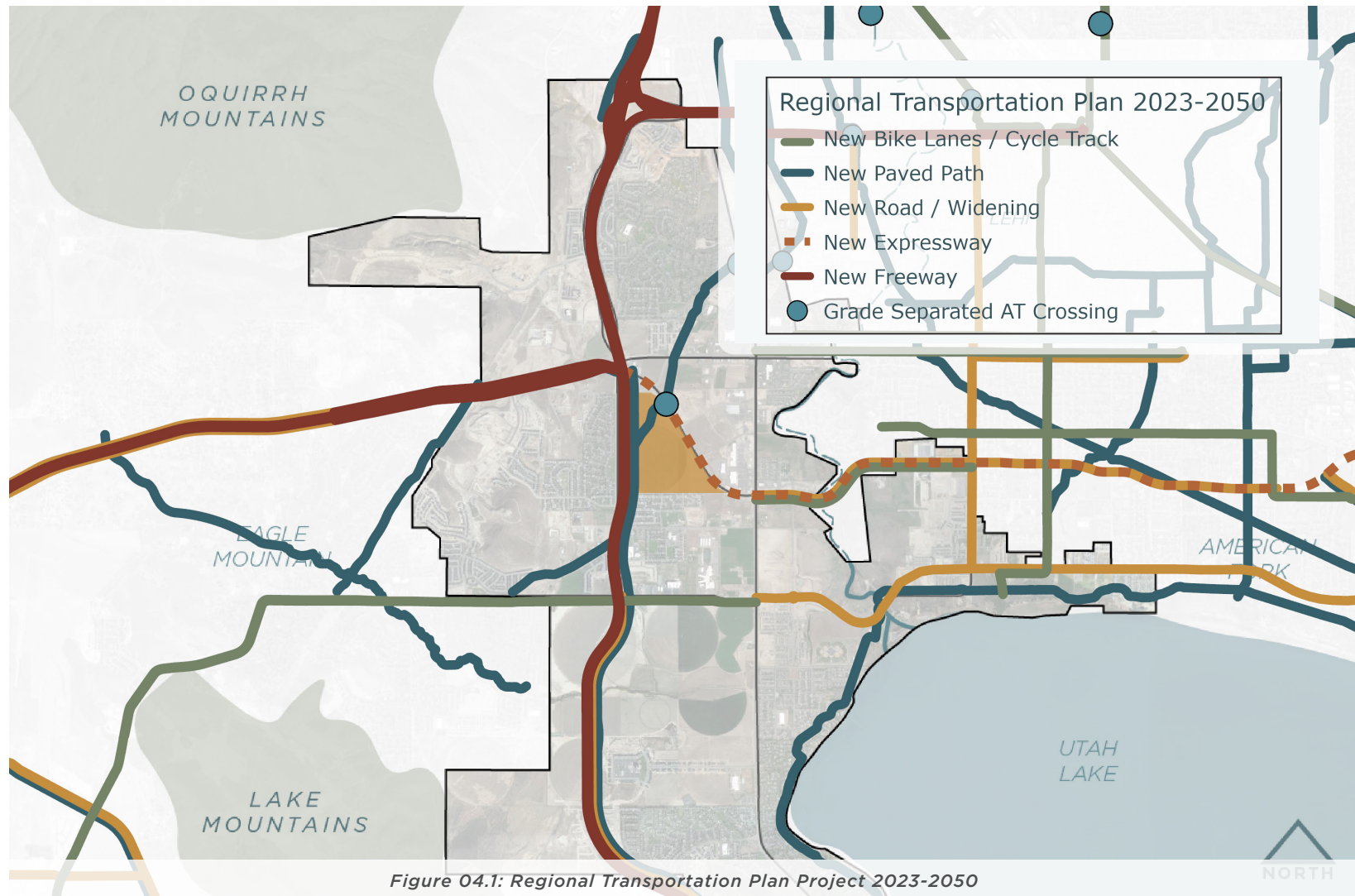
### ***Regional Plans***

The MAG Metropolitan Planning Organization (MPO) adopted the most recent Regional Transportation Plan (RTP) on June 1, 2023. This plan includes previously planned projects along with new improvements that will influence how people access the Downtown.

Figure 04.1 summarizes these planned transportation projects in north Utah County. The most impactful projects will be new freeways on SR-73, Mountain View Corridor (north and south of Pioneer Crossing). These freeways will increase traffic volumes significantly to and near the proposed Downtown.

Along with these freeways there is another east/west freeway that is proposed to connect Mountain View Corridor to I-15 between the years of 2033 and 2042. The alignment has yet to be determined but the RTP shows potential freeway alignment options including Pioneer Crossing and Pony Express Parkway.

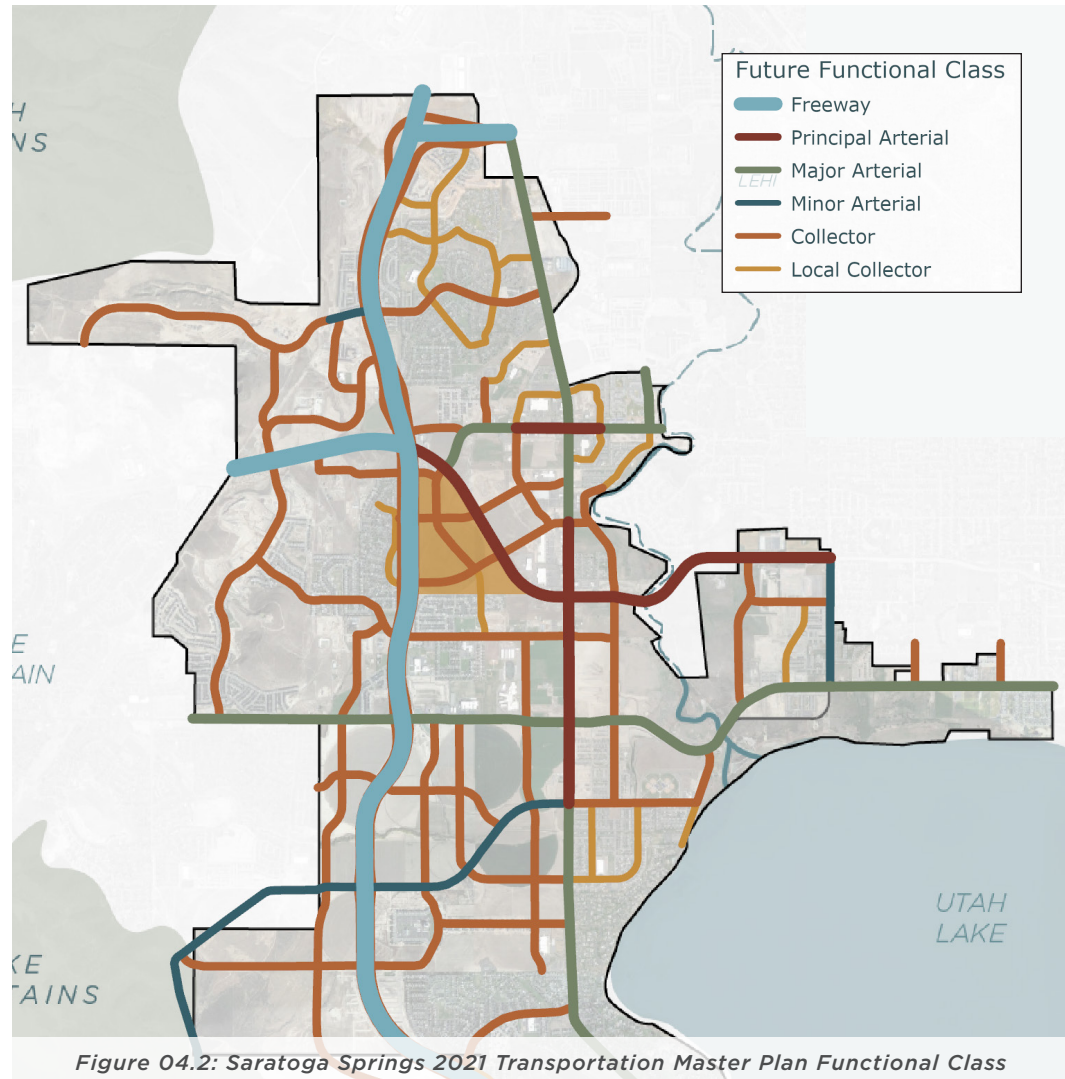
The other regional projects that affect the Downtown are multi-use paths along Mountain View Corridor and the Utah Lake Distribution Company (ULDC) Canal which crosses the study area. The concept design for the Mountain View Corridor freeway and frontage roads includes a 10' multi-use path adjacent to the Downtown site. The Utah Lake Distribution Company Canal multi-use path also includes grade separated crossings of Pioneer Crossing and Redwood Road potentially making it a high demand Active Transportation (AT) corridor in the future.





### **Transportation Master Plan**

Figure 04.2 illustrates the planned functionally classified roadway network from the Saratoga Springs Transportation Master Plan (TMP) that was last updated in 2021. The plan is generally consistent with the regional plan with exceptions from the proposed connection from Mountain View Corridor to I-15, which was added to the RTP after the City plan was completed. The TMP plans for three collectors which provide connectivity through the site: Crossroads Boulevard, Medical Drive, and Market Street.



### **SARATOGA SPRINGS TRANSPORTATION SYSTEM**

The transportation network in Saratoga Springs is designed to support the community transportation vision. The city has spent over \$31 million on existing transportation improvements to accommodate the rapid growth within the community. Despite the recent investments there are still existing opportunities to improve the transportation system to create a network that provides viable choices to residents and visitors to access the Downtown.

### ***PROPOSED URBAN CORE CONCEPT***

This section provides recommendations for a transportation system that will support a Downtown urban core which serves as a regional mixed use commercial center. The issues that were considered in the design of the roadway network are documented. In addition, recommendations are provided that will ensure the proposed Downtown network operates well not only for vehicles but also for other modes of transportation.

### **ROADWAY DESIGN CONSIDERATIONS**

The proposed Downtown will be a regional mixed use commercial center containing retail, office, institutional, and residential land uses. These uses are proposed at higher density than other parts of the City. Based on this, the following design elements were considered.

### ***Potential Right-of-Way Impacts***

Figure 04.4 provides the potential right-of-way impacts to the proposed Downtown site. The collectors which are planned to go through the site will require a dedication from the developer. While no alignment has been determined, two potential options are to follow the existing alignment of Pioneer Crossing or to connect directly west to Mountain View Corridor.

Freeway concepts for the Cory Wride Freeway (SR-73) and Mountain View Corridor include frontage roads. However, freeways with frontage road systems are wide. The design concepts for the freeway and frontage road systems on the Cory Wride Freeway (SR-73), and Mountain View Corridor vary between 410' to 450'. Depending on how these freeways connect additional land may be necessary for system-to-system ramps to connect the freeways further impacting the Downtown site.

### ***Site Access***

Due to the mix and intensity of land-uses on this site, the peak hour traffic will be considerable and appropriate access and connectivity need to be provided. Access to the proposed Downtown site will be provided primarily from signalized intersections along Pioneer crossing, and also via a feeder system on the west side associated with the future Mountain View Corridor.

### ***Connectivity***

A Downtown street network benefits significantly from a dense grid of local roads due to the inherent advantages it offers in terms of accessibility, connectivity, and urban functionality. A dense grid allows for multiple routes and options for navigating through the area, distributing traffic more evenly and reducing congestion on any single route. A grid network also provides alternative routes in case of disruptions or emergencies. This redundancy in connectivity improves accessibility for pedestrians, cyclists, and motorists alike, fostering a more walkable and vibrant urban environment. Additionally, a dense grid supports a mix of land uses with dispersed on street parking, which is indicative of a thriving Urban Core.



***Intersection Spacing***

To accommodate peak hour traffic, it is recommended that intersections on the future collectors of Market Street, Medical Drive, and Crossroads Boulevard be spaced at least one block (660') with right-in/right-out access. Full-access intersections with signals should be spaced a minimum of two blocks (1,320'). The site plans have incorporated these rules.

Intersection spacing on collector roads is crucial for maintaining a smooth flow of traffic during peak hours due to its direct impact on traffic efficiency and safety. Adequate spacing between intersections allows for a more continuous movement of vehicles, minimizing disruptions and congestion. With proper spacing, drivers experience fewer stops, starts, and conflicts with cross traffic, enabling a more consistent flow that reduces delays and travel times. This not only enhances the overall efficiency of the road network but also contributes to improved safety by reducing the likelihood of rear-end collisions and other traffic-related incidents. Well-designed intersection spacing accommodates the higher volumes of traffic during peak hours, optimizing the road's capacity and enhancing the overall effectiveness of the transportation system.

***Proposed Main Street***

The main street portion of the local road network proposes a special road design that can accommodate higher pedestrian traffic, outdoor dining and shopping, and be programmed for special public events. Without curbs, the transition between the street and sidewalk becomes seamless, creating a pedestrian-friendly environment. This design not only prioritizes safety for pedestrians but also allows for flexible use of the right-of-way. Outdoor dining and shopping areas can expand more easily onto the street, a hallmark of retail spaces in urban settings. The absence of curbs facilitates the setup of temporary structures for events, such as markets, festivals, or performances, enabling the street to serve to be utilized for more than vehicle traffic flow.

TRANSPORTATION

It is recommended that the street be designed as a three lane facility, or as determined by a future traffic study, with a center lane that can allow for passing when there is loading or unloading as well as accommodate public safety vehicles. A

center lane would allow the pedestrian space to safely encroach into the road when special events such as markets require additional space and the road can be temporarily downsized to two lanes, or even one lane allowing one-way traffic.

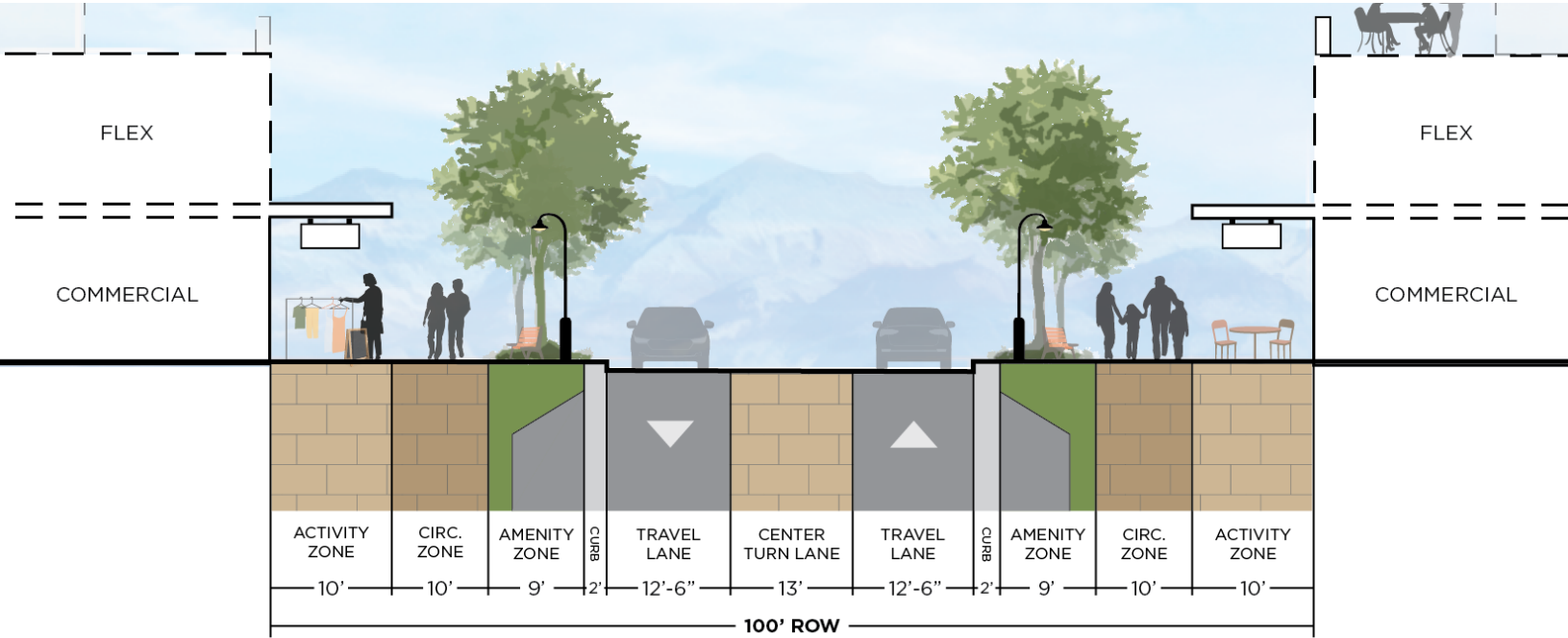


Figure 04.3: Cross Section of Main Street

### Proposed Medical & Market Extensions

Medical and Market will be the primary vehicular routes feeding into the site. For the Downtown, a modified collector is recommended to provide wider pedestrian pathways and amenity zones for a more comfortable pedestrian experience. Further study will be required including a traffic study once a formal design plan has been initiated.

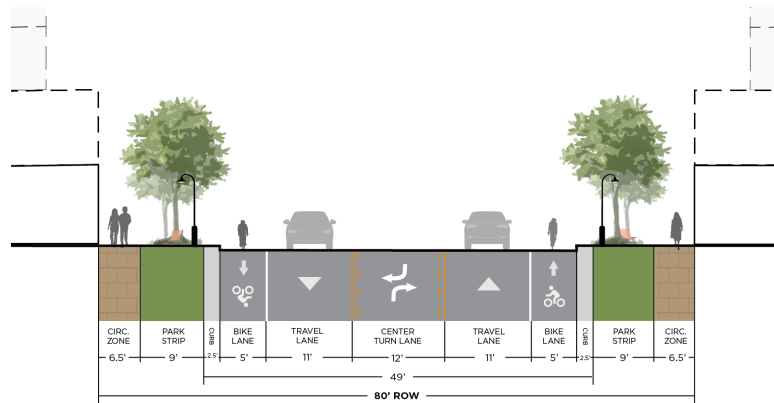


Figure 04.4: Medical & Market Extensions, Modified Collector\*

### Proposed Urban Core Streets

Within the denser urban core, smaller local collectors are recommended. These will be slower speeds than the collectors running through the site. The right-of-way has been modified to accommodate wider pathways and amenity zones for a more comfortable pedestrian experience. Striped bicycle lanes are provided for both directions to encourage active transportation.

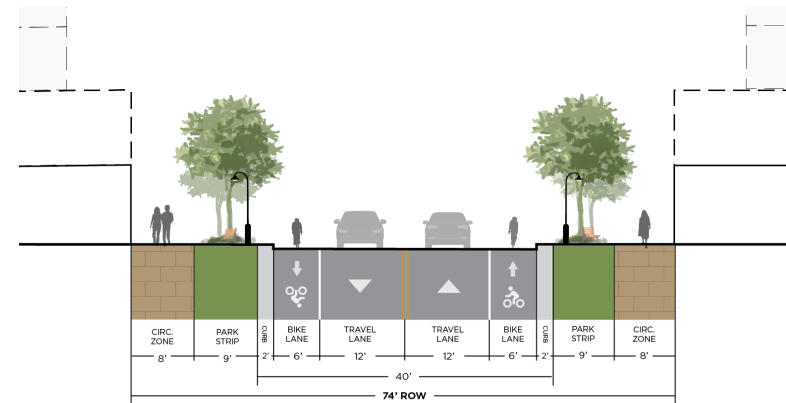


Figure 04.5: Urban Core Streets, Modified Local Collector\*

\*These sections are modified based on the adopted Transportation Master Plan (TMP) cross sections for Saratoga Springs, representing the intended roadway typology. Sidewalks have been shown wider than in the TMP to allow for more pedestrian space in the Urban Center. Adjustments may need to accommodate transportation analysis by the forthcoming land owner.



## PARKING RECOMMENDATIONS

Parking design is perhaps the most significant difference between a typical car-oriented, suburban commercial center and a walkable, mixed use Urban Core that encourages people to park once, walk to multiple destinations, and extend their visit. Where a suburban commercial center has centralized and concentrated surface parking lots, a mixed use Urban Core has dispersed parking.

To optimize the use of space and accommodate varying needs, we recommend dispersing the needed surface and structured parking lots and providing a mix of short-term and long-term parking solutions. On-street parking should be designated for shorter stays, encouraging quick visits to smaller retail and restaurants.

For structured parking, it is recommended that multiple smaller facilities be constructed at the periphery of the Downtown site, rather than one large centralized structure. This will ensure that the structures are well-integrated into the urban fabric, making pedestrian trips short and convenient. Wayfinding and signage should be designed to guide drivers to available parking facilities and provide information on occupancy levels.

Additionally, it is recommended to require or incentivize the adoption of shared parking agreements (recorded on the final plat of developments to ensure perpetuity) to optimize the use of available spaces and minimize empty parking lots. This works particularly well for uses that do not share the same peak use time, such as residential and office uses.

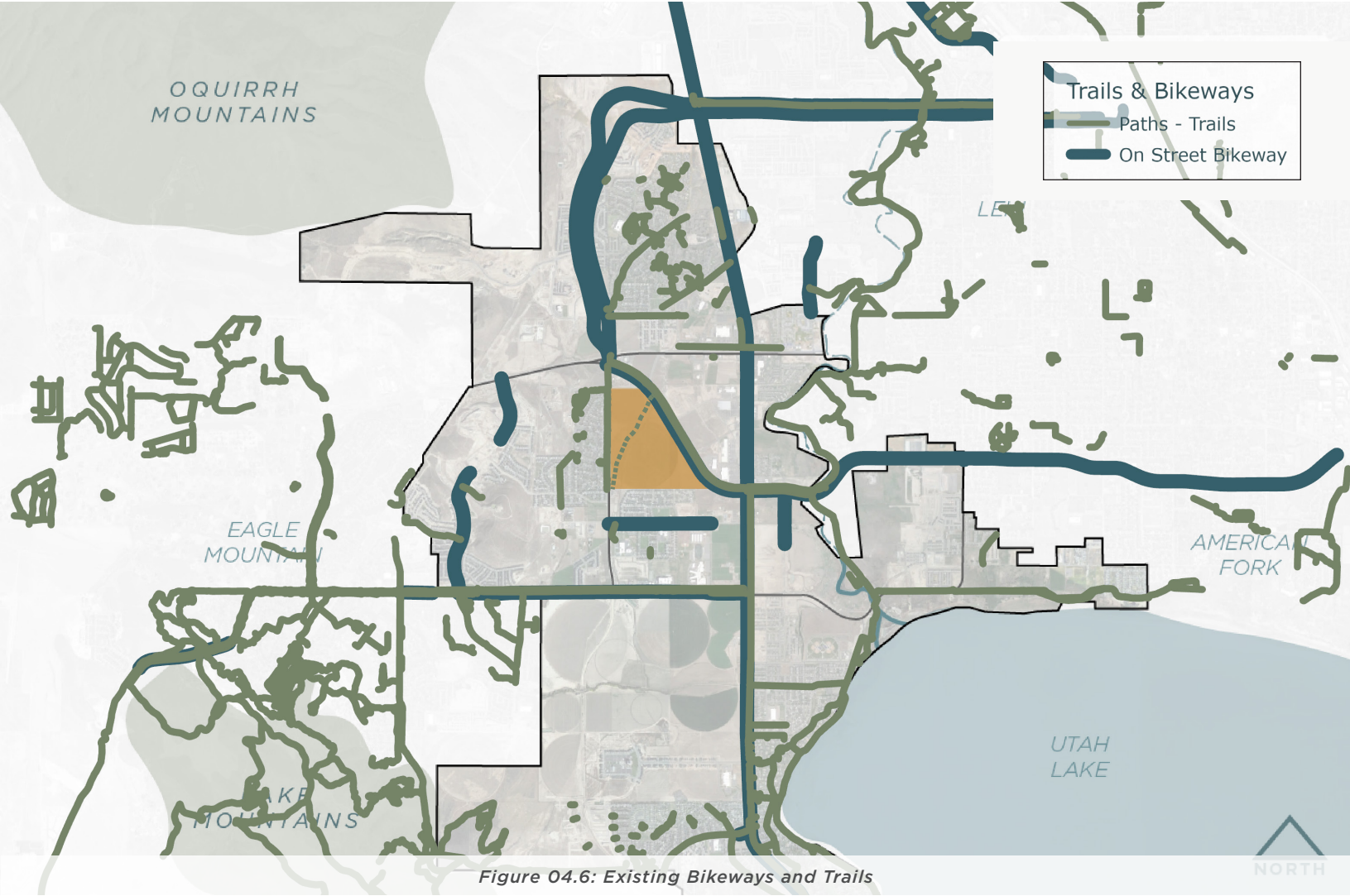
## BICYCLE, PEDESTRIAN, AND TRANSIT RECOMMENDATIONS

Trails and bikeways are a key component of the transportation system because they provide mobility options to the Downtown. The benefits of a practical and accessible active transportation network are broad and include improving physical and mental health, decreasing noise and air pollution, providing a low-cost mode-choice, and increasing the property values along the active transportation (AT) network. For the proposed Downtown site, when there are transportation choices, connectivity is improved both to and through the site.

Figure 04.6 shows the existing bikeways and trails. Just north of the Downtown Pioneer Crossing has both buffered bike lanes and a paved 12-foot multi-use path. Mountain View Corridor also has a paved side path west of the study area. Planned AT facilities include multi-use paths along Mountain View Corridor and the Utah Lake Distribution Company Canal which crosses the study area. The Utah Lake Distribution Company Canal multi-use path is planned to have grade separated crossings at Pioneer Crossing and Redwood Road potentially making it a high demand AT corridor in the future.

It is recommended that right-of-way be dedicated along the canal and preserved for a future off-street AT facility. It is not necessary this future off-street multi-use follow the alignment of the canal (in the case that the canal is to be buried or relocated by the developer), however an off-street multi-use trail should be provided allowing for a regional AT facility to traverse the site.

In addition to the Utah Lake Distribution Company Canal multi-use path, it is recommended that the collectors (Market Street, Medical Drive, and Crossroads Boulevard) be constructed with bike facilities to allow for bicyclists and pedestrians to have a network to navigate through the Downtown site. It is also recommended that all local roads in the Downtown site be designated and marked as share-rows, allowing bicyclists to use the full right-of-way width.





### NEED FOR UPDATED DESIGN STANDARDS

All roads and intersections, whether public or private, must be designed and constructed in conformance with the City of Saratoga's adopted standards. These can be found in the document titled "Standard Technical Specifications and Drawings for City of Saratoga Springs, Utah" which can be found online and/or made available by the City's Engineering Department.

To bring this plan into reality, it is recommended that the City's standards be updated and re-adopted. The City will need a new "Main-Street Local Road" cross-section and would benefit from a new "Urban Local Road" that is designed to accommodate on street parking and a new "Urban Collector" that is designed to accommodate active transportation facilities.

# 05 MARKET CONDITIONS & ECONOMIC POTENTIAL

## KEY FINDINGS AND RECOMMENDATIONS

The Downtown of Saratoga Springs (city) is a key economic node. Encompassing almost 200 acres, the Downtown has the ability to support a mixed variety of uses. Nestled between two major roadways (Pioneer Crossing and future Mountain View Corridor expansion) this site provides for high visibility and access, two key points for commercial development. The planned Urban Core at the heart of Downtown provides for the creation of an economic engine for the city.

## Concept Inspiration

### COMMUNITY CONVERGENCE

*Easy access and connection for people walking and biking amongst housing, jobs, retail, hospitality, and recreation.*

*Connecting residents and visitors to the Urban Core by linking surrounding neighborhoods and businesses through a unified network of pedestrian pathways, trails, bike routes, and roads.*

*Programming and activities year-round to encourage businesses to locate in the Urban Core for residents to live, work, and play.*

## KEY FINDINGS

- Retail and higher density residential provide the greatest financial impact to the city, but also could provide greater cost to city
- Buying power of Saratoga Springs supports between 134 – 172 acres of retail development
- High household incomes support possibility for higher-end or boutique retailers to enter the area
- Location between two major roadways enhances ability of site to attract commercial development
- Urban Core allows for density to create demand for retail and other commercial development

## RECOMMENDATIONS

- Prioritize regional retail development on periphery of area, along major transportation corridors to create center of activity
- Consider preserving land for office development, despite current state of office real estate market for long term success to ensure a successful mixed-use area
- Work with regional and state partners to aggressively market Downtown as a site for retail and office development



## **EXISTING CONDITIONS**

Saratoga Springs City (“City”) is currently experiencing rapid development across the city. With land still available for development, is it likely that the city will continue to experience high levels of growth for years to come. This will create opportunities for additional retail, office, and other development in key areas of the city.

Much of the City’s commercial development is relatively new and because of the City’s location, it is somewhat of a regional commercial center for surrounding communities. Currently, the city collects approximately 70% of its anticipated taxable sales, compared to the average per capita sales in Utah. However, the only category the City captures 100% of its anticipated taxable sales is the General Merchandise Stores category. Opportunities exist to boost other areas of taxable sales.

The City’s demographics, particularly its high median household incomes and high education rates, create many opportunities to attract a variety of goods and services. Nationally, retail trends have shifted towards less square footage per capita, online shopping, experiential-based stores, and more walkable retail. Additionally, there have been shifts towards quick-service and drive-thru centered restaurants. Along with retail growth, the city may be able to see growth in other compatible commercial uses as well, with many uses performing well across the State. The City’s planning process for its key areas, especially the area identified as the Downtown core, will be instrumental for the city to take advantage of these trends.

**The City’s strong growth patterns, combined with available land, high traffic volumes, and key transportation corridors will help to create a desirable development location for a wide mix of development types.**

DEMOGRAPHICS

Saratoga Springs is a rapidly growing city with a current estimated population of 49,354 according to the 2022 estimate from the U.S. Census Bureau’s Population Estimates Program. With a population of 37,693 at the time of the 2020 Census, the city has experienced 30.9% growth in little over two years. Since 2010, the city has grown by an average annual rate of 8.79%.

Due to the availability of land, it is anticipated that the city will continue to grow at a rapid pace, eventually reaching a total population of nearly 140,000.

When compared to similar cities, Saratoga Springs has the

highest rate of citizens over the age of 25 with a bachelor’s degree. Although the City’s median household income is second lowest in the comparison group, it is still significantly higher than the Utah County median household income of \$82,893, or the State’s median household income of \$79,133. The City’s key demographics make it an attractive location for commercial development of varied types.

Table 05.1: Key Demographics

	Eagle Mountain	Herriman	Lehi	Riverton	Saratoga Springs	South Jordan
Population	54,149	59,179	84,373	44,599	49,354	83,513
Median Age	20.8	28.8	25.2	33.3	21.7	36.0
Median Household Income	\$91,933	\$109,154	\$108,669	\$107,674	\$106,844	\$111,774
Average Household Size	4.35	3.51	3.77	3.37	4.20	3.25
Bachelor’s Degree or Higher (age 25+)	36.7%	38.9%	47.3%	39.5%	48.4%	44.8%

Source: U.S. Census Bureau 2021 American Community Survey, 2022 Annual Population Estimates



## SALES LEAKAGE

Sales tax leakage is a measurement of the amount of taxable sales that a community receives on an annual basis, compared to the average taxable sales per capita in Utah. The analysis helps identify how well the city captures taxable sales compared to what would be generally expected in a typical Utah city. Average taxable sales per capita for Utah are first calculated, to develop a baseline to compare the city against. In 2022, the average taxable sales per capita in Utah was \$20,100.

The ratio of taxable sales per capita in the city compared to the taxable sales per capita in Utah results in the City's capture rate for a particular taxable sales category. The results show if the city is capturing the expected level of taxable sales or if sales are leaking to other communities. A capture rate of 100% means the city is capturing the expected level of taxable sales. Meanwhile, a rate lower than 100% means sales are leaking to other communities and a rate over 100% means the city is capturing more than the expected number of taxable sales by attracting consumers from the larger regional area.

Based on 2022 taxable sales, the city is capturing a total of 70% of its anticipated taxable sales.

**Table 05.2: Utah Taxable Sales Per Capita**

Category	2022 Taxable Sales per Capita
Motor Vehicle and Parts Dealers	\$3,085
Furniture and Home Furnishings Stores	\$450
Electronics and Appliance Stores	\$458
Building Material and Garden Equipment and Supplies Dealers	\$2,029
Food and Beverage Stores	\$1,943
Health and Beverage Stores	\$274
Gasoline Stations	\$546
Clothing and Clothing Accessories Stores	\$764
Sporting Goods, Hobby, Book, and Music Stores	\$489
General Merchandise Stores	\$2,752
Miscellaneous Store Retailers	\$815
Nonstore Retailers	\$2,305
Arts, Entertainment, and Recreation	\$397
Accommodation	\$925
Food Services and Drinking Places	\$2,174
Other Services - Except Public Administration	\$691
<b>Total</b>	<b>\$20,100</b>

Source: Utah State Sales Tax Commission



**Table 05.3: Utah Taxable Sales Tax Leakage, 2022**

Category	2022 Leakage	2022 Capture Rate
General Merchandise Stores	\$166,675,769	220.70%
Food and Beverage Stores <sup>1</sup>	(\$1,200,494)	98.75%
Health and Beverage Stores	(\$5,297,514)	60.85%
Sporting Goods, Hobby, Book, and Music Stores	(\$7,592,404)	68.57%
Arts, Entertainment, and Recreation	(\$8,649,536)	55.90%
Other Services - Except Public Administration	(\$15,893,885)	53.37%
Electronics and Appliance Stores	(\$16,914,359)	25.13%
Nonstore Retailers	(\$19,347,222)	82.99%
Gasoline Stations	(\$19,432,546)	27.85%
Furniture and Home Furnishings Stores	(\$20,449,229)	7.99%
Clothing and Clothing Accessories Stores	(\$24,293,602)	35.61%
Miscellaneous Store Retailers	(\$31,292,329)	22.25%
Food Services and Drinking Places	(\$37,876,406)	64.71%
Accommodation	(\$44,950,221)	1.53%
Building Material and Garden Equipment and Supplies Dealers	(\$75,767,203)	24.34%
Motor Vehicle and Parts Dealers	(\$135,329,541)	11.13%
<b>Total</b>	<b>(\$297,610,722)</b>	<b>70.00%</b>

Source: Utah State Sales Tax Commission

While overall, the city performs relatively well, the city is only capturing its fair share of taxable sales in the General Merchandise Store category, where it is actually serving as a regional draw with a capture rate of 222.70%. This means that the city is missing taxable sales that are leaking into other communities. The remaining top five best performing categories for the city are:

1. Food and Beverage Stores<sup>1</sup>
2. Health and Personal Care Stores
3. Sporting Goods, Hobby, Book, and Music Stores
4. Arts, Entertainment, and Recreation.

There are also significant areas for the city to experience higher capture rates. The following categories demonstrate potential to lead to significant increases in taxable sales:

1. Accommodation
2. Furniture and Home Furnishings Stores
3. Motor Vehicle and Parts Dealers
4. Miscellaneous Store Retailers
5. Building Material and Garden Equipment and Supplies Dealers

<sup>1</sup>This category does not include restaurants, which are generally classified under Food Service and Drinking Places.

It is important to note that the city does perform well in several categories that are resilient during times of recession, including General Merchandise Stores, Food and Beverage Stores, and Health and Personal Care Stores.

Spending in these areas tends to remain fairly consistent, as they represent goods that people will need even in times of recession. The city is also seeing tremendous growth in taxable sales through the first part of 2023, including adding new businesses that would be categorized in under- performing areas.

Regionally, the city performs fairly well in relation to comparable cities with the exception of American Fork and South Jordan which are currently the major retail centers for their respective regions.

Although American Fork currently serves as the main retail center for Northern Utah County, both Lehi and Saratoga Springs are seeing tremendous retail growth. Saratoga Springs has seen tremendous retail expansion due to its population growth, but also by serving the retail needs of communities to the west. This results in a situation where many residents of the Cedar Valley area choose to shop in Saratoga Springs instead, thereby creating a benefit to the city with increased retail demand that stores in the city can meet.

GROWTH IN RETAIL DEMAND

RETAIL SPACE PER CAPITA

Based on data regarding existing office and retail square footage in Utah County, there are between 24 and 27 square feet per capita of both retail and office space combined. However, in the west part of the County (Eagle Mountain and Saratoga Springs), there are only 10 square feet of retail per capita and less than 1 square foot of office space. The lack of office space is astounding at only 2% of the countywide average.

Table 05.4: Retail and Office Space SF Per Capita

	Retail	Office
Utah County		
Total Inventory (SF)	17,471,606	18,719,974
Population	702,434	704,434
SF per Capita	24.87	26.65
West County		
Total Inventory (SF)	1,141,970	64,693
Population	113,938	113,938
SF per Capita	10.02	0.57

Source: Colliers 2Q 2023 Retail and Office Market Reports; Mountainland Association of Governments

Rapid growth in Utah County projects that the County will increase to over 1 million persons by 2040, representing growth of approximately 378,000 persons.

Both Saratoga Springs and Eagle Mountain are poised for exceptionally strong growth – more than doubling in size over the next 20 years.

Table 05.5: Area Population Growth

city	2024	2030	2040	Growth by 2030	Growth by 2040
Saratoga Springs	57,000	79,815	117,641	22,815	60,641
Eagle Mountain	62,000	65,038	99,064	3,038	37,064
Total	119,000	144,853	216,705	25,853	97,705

Source: Mountainland Association of Governments, Saratoga Springs City, Eagle Mountain City

With growth of over 107,000 persons in Eagle Mountain and Saratoga Springs anticipated by 2040, there will be significant increased demand for retail goods and services in the regional area. How much retail space will be required? In recent years, the average number of retail square feet per capita has been declining nationally, a trend that was in place before Covid-19, but certainly accelerated by the pandemic.

Generally, a number between 15 and 20 square feet per capita is used to evaluate growth in retail space demand. The growth in this geographic area could create a demand for between 1.6 and 2.7 million square feet of retail space by 2040. With a floor area ratio (FAR) of 0.25, retail development will consume roughly 148 to 250 acres of land. This does not factor in the potential increases in office space development that may be required in the area as the population grows.

Table 05.6: Retail Demand Requirements of New Growth

SF per Capita	15	20	25
Retail SF Required	1,465,575	1,954,100	2,442,625
FAR	0.25	0.25	0.25
Acres Required	135	179	224

Source: Mountainland Association of Governments, Saratoga Springs City, Eagle Mountain City, ZPFI

While all of this space may not be captured in Eagle Mountain and Saratoga Springs, a good portion will be. Where is the best place to locate a regional commercial center west of Utah Lake? The following factors are considered for the subject site and competing sites in the region: vacant land; infrastructure; access and visibility; traffic counts; and projected population and employment density in the surrounding area.



## COMPETITIVE SITES

Although the city has potential to continue to capture significant retail growth, there are constraints to that growth. As seen with the comparative sales tax leakage, the city has to compete with other communities for commercial development. The proximity of other competitive commercial locations will impact the businesses that may be willing to locate to a given location.

Comparison and potentially competitive sites, for purposes of analysis, are shown on the map at right. Sites were selected on the availability of vacant land and access/visibility to major transportation. There are three major sites identified in the analysis:

1. Future Downtown Core
2. Competitive Site 1 (Eastern Eagle Mountain)
3. Competitive Site 2 (Western Eagle Mountain)

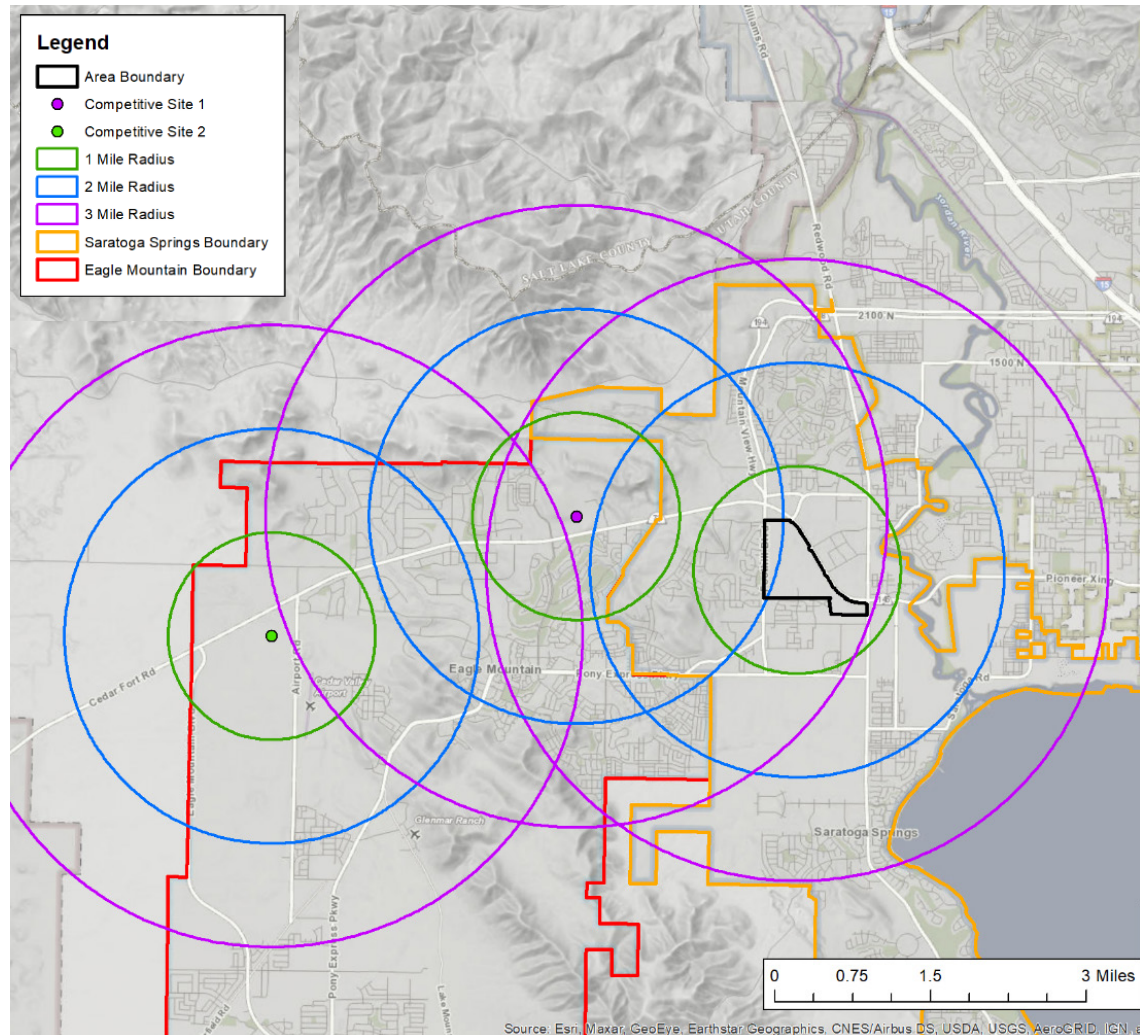


Figure 05.1. Future Competitive Sites

## MARKET CONDITIONS & ECONOMIC POTENTIAL

Population and employment numbers are calculated for a 1, 2 and 3-mile radius from the subject site as well as from competitive sites 1 and 2. Population and employment growth projections are based on Traffic Area Zone (TAZ) data compiled by Mountainland Association of Governments (MAG). The purpose of this analysis is to see where the greatest concentration of population is now and will be by 2040. The analysis below conclusively shows that the Downtown core site is the superior site for commercial development in the regional area.

**Table 05.7: Projected Population Growth from Subject Site**

city	2021	2030	2040	Growth by 2030	Growth by 2040
1 Mile	5,600	8,533	10,855	2,934	5,255
2 Mile	29,920	45,765	58,068	15,845	28,148
3 Mile	58,081	90,274	120,506	32,193	62,425

**Table 05.8: Projected Employment Growth from Subject Site**

city	2021	2030	2040	Growth by 2030	Growth by 2040
1 Mile	4,323	7,871	11,687	3,548	7,364
2 Mile	13,234	24,240	35,492	11,006	22,259
3 Mile	19,128	36,002	51,057	16,874	31,929

The two tables below show a population of over 90,000 persons by 2030 and 120,000 persons by 2040, with employment increasing to over 36,000 and 51,000 by 2030 and 2040, respectively. This is significantly higher than the population and employment within a 3-mile radius projected from the two competitive sites shown below. This therefore becomes a critical factor in concluding that Saratoga Springs has the premiere undeveloped commercial site in the regional area.

**Table 05.9: Projected Population Growth from Competitive Site 1**

city	2021	2030	2040	Growth by 2030	Growth by 2040
1 Mile	4,634	5,875	8,219	1,241	3,585
2 Mile	20,590	26,436	33,250	5,847	12,661
3 Mile	43,714	60,552	76,867	16,838	33,153

Refer to Figure 05.1 Future Competitive Sites

**Table 05.10: Projected Employment Growth from Competitive Site 1**

city	2021	2030	2040	Growth by 2030	Growth by 2040
1 Mile	1,443	3,628	6,020	2,185	4,577
2 Mile	5,160	10,262	15,271	5,102	10,111
3 Mile	12,765	22,046	34,034	9,281	21,269

Refer to Figure 05.1 Future Competitive Sites

**Table 05.11: Projected Population Growth from Competitive Site 2**

city	2021	2030	2040	Growth by 2030	Growth by 2040
1 Mile	1,000	1,747	4,154	747	3,154
2 Mile	5,586	9,089	18,414	3,503	12,828
3 Mile	17,194	26,078	43,377	8,884	26,183

Refer to Figure 05.1 Future Competitive Sites

**Table 05.12: Projected Employment Growth from Competitive Site 2**

city	2021	2030	2040	Growth by 2030	Growth by 2040
1 Mile	937	2,975	7,973	2,038	7,036
2 Mile	1,681	4,720	13,992	3,039	12,311
3 Mile	3,153	8,059	20,704	4,906	17,551

Refer to Figure 05.1 Future Competitive Sites

**The table below summarizes the population and employment at each of the three sites in 2030 and 2040 and indicates that the subject site is far superior to other potential commercial sites for regional commercial development.**

**Table 05.13: Projected Growth Comparison**

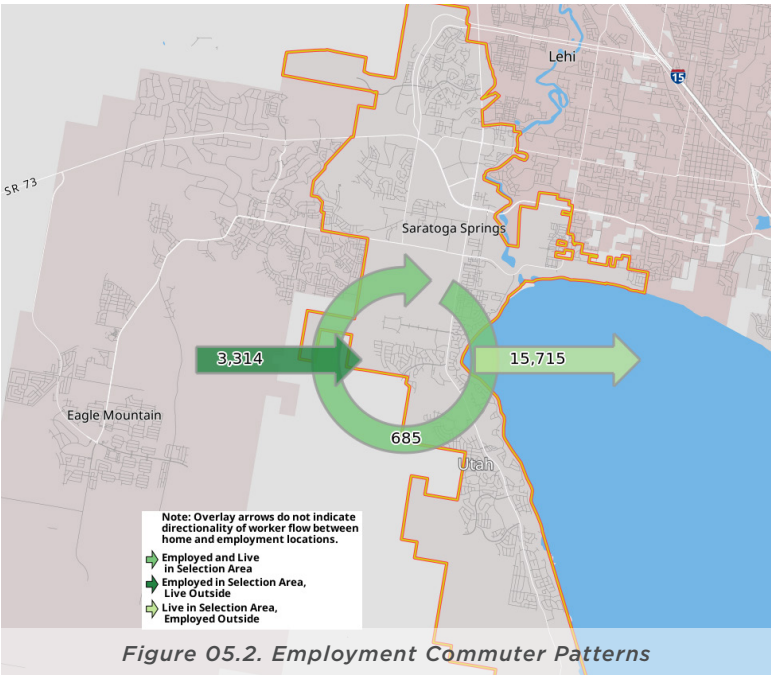
	Population		Employment	
	2030	2040	2030	2040
<b>Subject Site</b>	<b>90,274</b>	<b>120,506</b>	<b>36,002</b>	<b>51,057</b>
Site #1	60,552	76,867	22,046	34,034
Site #2	26,078	43,377	8,059	20,704



EMPLOYMENT DATA

Currently, the city sees a large percentage of its labor force leaving the city each day. According to data from the Census Bureau, in 2020, the city had 15,715 individuals who leave the city and commute to another city for work.<sup>2</sup>

<sup>2</sup> U.S. Census Bureau OnTheMap, 2020 Inflow/Outflow Analysis



The following table demonstrates the top locations where Saratoga Springs residents are employed.

Table 05.14: Top Employment Locations

Location	Count	Percent Share
Lehi	2,014	12.3%
Salt Lake City	1,832	11.2%
Orem	1,153	7.0%
Provo	1,081	6.6%
American Fork	929	5.7%
Draper	867	5.3%
Saratoga Springs	685	4.2%
Sandy	675	4.1%
South Jordan	573	3.5%
West Valley city	527	3.2%
All Other Locations	6,064	37.0%

Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics, 2020

The 2021 American Community Survey estimated that the city had an employed civilian population of 14,736. The following two tables demonstrate the occupational area and industry for these workers.

**Table 05.15: Workforce by Occupational Category**

Occupational Category	Count	Percent Share
Management, Business, Science, and Arts Occupations	7,649	51.91%
Service Occupations	1,421	9.64%
Sales and Office Occupations	3,223	21.87%
Natural Resources, Construction, and Maintenance Occupations	1,026	6.96%
Production, Transportation, and Material Moving Occupations	1,417	9.62%

Source: U.S. Census Bureau, 2021 American Community Survey

In 2020, there were approximately 4,000 jobs within the city boundaries. Only 685 of these jobs were held by individuals of Saratoga Springs. The remaining 3,314 jobs were held by individuals residing outside of the city boundaries. This represents an opportunity for the city to capture additional taxable sales if there are shopping options along key transportation corridors as outside workers come to the city for work. However, of the total jobs represented in this analysis (19,714), only 17% of those jobs are from individuals who live outside of the city.

The city may also benefit by working to create new jobs within the city, specifically those that are aligned with the City's resident's experience, it is possible to increase the daytime population of key areas, which can attract additional commercial investment in key areas.

**Table 05.16: Workforce by Industry Category**

Occupational Category	Count	Percent Share
Agriculture, Forestry, Fishing and Hunting, and Mining	84	0.57%
Construction	1,153	7.82%
Manufacturing	1,368	9.28%
Wholesale Trade	329	2.23%
Retail Trade	2,044	13.87%
Transportation and Warehousing, and Utilities	437	2.97%
Information	538	3.65%
Finance and Insurance, and Real Estate	1,329	9.02%
Professional, Scientific, Management, and Administrative	2,670	18.12%
Educational Services, and Health Care and Social Assistance	2,961	20.09%
Arts, Entertainment, Recreation, and Accommodation and Food Services	795	5.39%
Other Services, except Public Administration	628	4.26%
Public Administration	400	2.71%

Source: U.S. Census Bureau, 2021 American Community Survey

**FINANCIAL  
SUSTAINABILITY**

The financial impact of the Downtown plays an important part in the overall financial health of the city. The City’s General Fund provides for services, such as police and fire, roads and parks that benefit the entire city. Since 2020, the city has seen fairly large increases in its General Fund revenues. This is indicative of strong growth in both residential and commercial development, as shown by the increased taxes generated. The growth in sales tax revenues is especially encouraging.

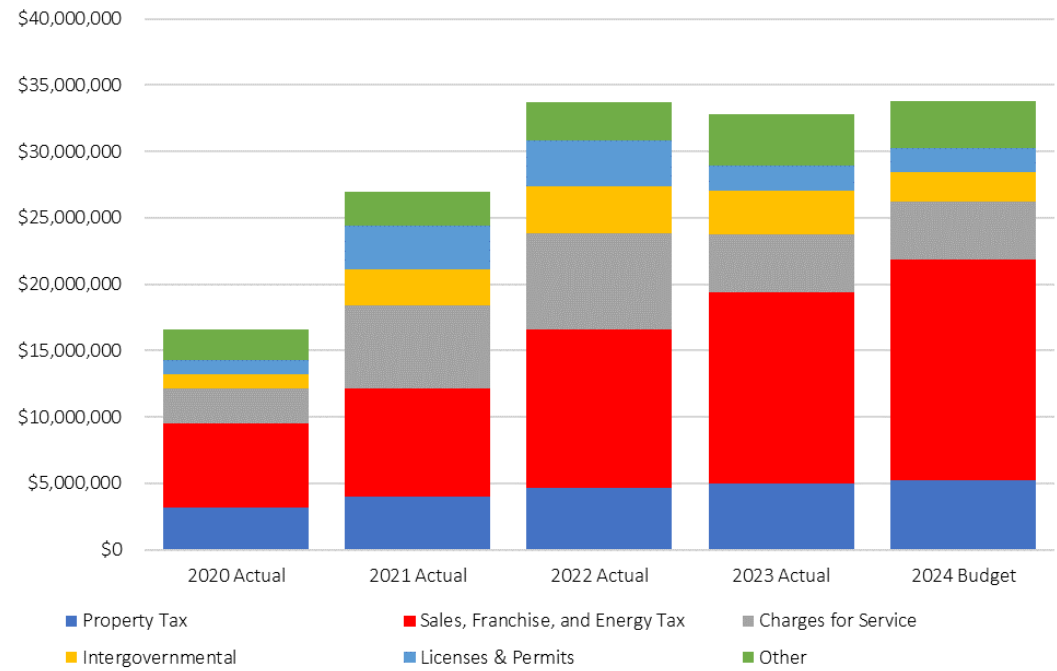


Figure 05.3: General Fund Revenue by Category, 2020-2024



Collection of sales, franchise, and energy taxes has increased dramatically for the city during this time period, outpacing every other revenue category.

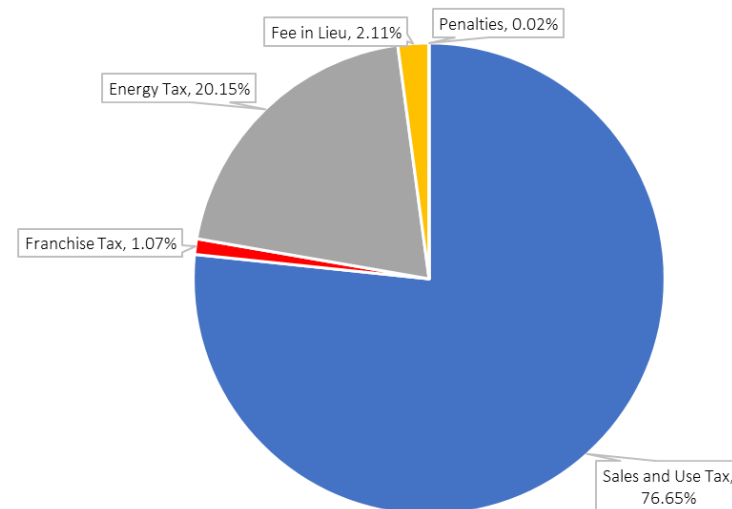
Sales and use taxes account for a significant portion of the growth of the City's revenues, increasing by 193%. Those taxes also comprise a significant percentage of the Sales, Franchise, and Energy Tax revenue category, which highlights the importance of these revenues to the city.

**Table 05.17: General Fund Revenue Growth, 2020-2024**

Revenue Category	Percent Change
Property Tax	64.17%
Sales, Franchise, and Energy Tax	164.88%
Charges for Service	61.95%
Intergovernmental	106.11%
Licenses & Permits	66.06%
Other	56.54%
<b>Total</b>	<b>103.75%</b>

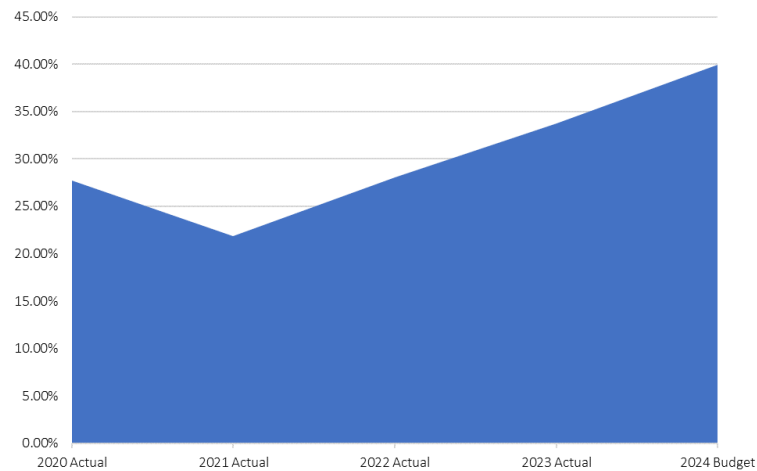
Source: Zions Public Finance, Inc.

When compared to General Fund revenue as a whole, sales and use tax comprises a significant percentage of the total revenue collected for the city, rising to nearly 40% of total general funds collected in fiscal year 2024.



**Figure 05.4: Sales, Franchise, and Energy Tax Breakdown, 2024 Budget**

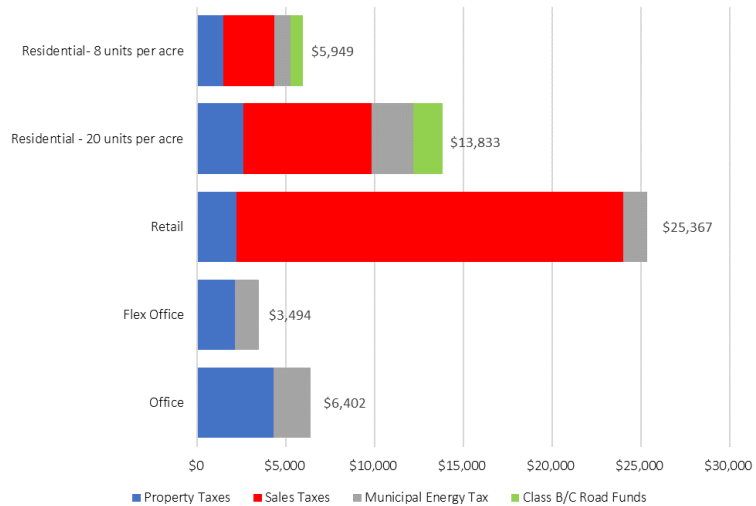
MARKET CONDITIONS & ECONOMIC POTENTIAL



**Figure 05.5: Sales Tax as Percent of Total General Fund Revenue, 2020-2024**

While sales and use taxes will likely continue to be a major revenue source for the city, the Downtown provides an opportunity to develop other use types that provide a more well-balanced revenue mix.

The Downtown has the ability to attract a variety of different use types to the area, including office development, flex office development, retail development, and various types of residential development. Each development type will bring varying levels of revenue per acre to the city. It is expected that retail development would bring the highest levels of revenue per acre, with residential development at 20 units per acre the second highest.



**Figure 05.6: Municipal Revenues Per Acre by Development Type, Summary**

Fiscal impacts to the city from office development are anticipated to reach \$6,400 per acre per year.

**Table 05.18: Office Development Fiscal Impacts**

Description	Amount
<b>Property</b>	
Building Cost per SF	\$250.00
FAR	0.38
SF per Acre	16,553
Property Value per Acre	\$4,138,200
Saratoga Springs Property Tax Rates	0.001043
Property Tax Revenues	\$4,316.14
<b>Municipal Energy</b>	
Utility/Gas Costs per SF	\$2.10
Annual Energy Bill	\$34,761
Tax Rate	6.0%
Revenue	\$2,085.65
<b>Total Office</b>	<b>\$6,401.80</b>

Source: Zions Public Finance, Inc.

Fiscal impacts to the city from flex office development are expected to reach nearly \$3,500 per acre annually.

**Table 05.19: Flex Office Development Fiscal Impacts**

Description	Amount
<b>Property</b>	
Building Cost per SF	\$186.00
FAR	0.25
SF per Acre	10,893
Property Value per Acre	\$2,034,314
Saratoga Springs Property Tax Rates	0.001043
Property Tax Revenues	\$2,121.79
<b>Municipal Energy</b>	
Utility/Gas Costs per SF	\$2.10
Annual Energy Bill	\$22,876
Tax Rate	6.0%
Revenue	\$1,372.55
<b>Total Flex Office</b>	<b>\$3,494.34</b>

Source: Zions Public Finance, Inc.



Fiscal impacts to the city from retail development are anticipated to reach nearly \$26,000 per acre annually. Point of sale revenue collection accounts for the strength of retail revenue collection.

Table 05.20: Retail Development Fiscal Impacts

Description	Amount
<b>Property</b>	
Building Cost per SF	\$195.00
FAR	0.25
SF per Acre	10,893
Property Value per Acre	\$2,123,550
Saratoga Springs Property Tax Rates	0.001043
Property Tax Revenues	\$2,214.86
<b>Sales</b>	
Sales per SF	\$400
SF per Acre	10,890
Gross Annual Sales	\$4,356,000
Local Point-of-Sale Revenues	\$21,780
<b>Municipal Energy</b>	
Utility/Gas Costs per SF	\$2.10
Annual Energy Bill	\$22,869
Tax Rate	6.0%
Revenue	\$1,372.14
<b>Total Retail</b>	<b>\$25,367.00</b>

Source: Zions Public Finance, Inc.

Fiscal impacts to the city from residential development (20 units per acre) are expected to reach over \$13,800 per acre annually.

**Table 05.21: Residential Development Fiscal Impacts - 20 Units per Acre**

Description	Amount
<b>Property</b>	
Property Value per Acre	\$4,553,695
Saratoga Springs Tax Rates	0.001043
Total Property Tax per Acre	\$2,612.23
<b>Sales</b>	
Units per SF	20
Average HH Size	3.0
Population per Acre	60
Population Distribution per Capita	\$100
Point of Sale per Capita	\$4,000
Distribution from Point of Sale per Capita	\$20
Total per Capita Distribution	\$120
Annual Distribution per Acre	\$7,200
<b>Municipal Energy</b>	
Utility - Energy and Gas per Unit - MF	\$981.10
Units	20
Annual ME Tax Revenues	\$2,344.80
<b>Class B/C Road Funds</b>	
Amount per Capita	\$27.93
Population per Acre	60
Total Population Distribution per Year	\$1,675.80
<b>Total Residential - 20 Units per Acre</b>	<b>\$13,832.83</b>

Fiscal impacts to the city from residential development (8 units per acre) are expected to reach nearly \$6,000 per acre annually.

**Table 05.22: Residential Development Fiscal Impacts - 8 Units per Acre**

Description	Amount
<b>Property</b>	
Property Value per Acre	\$2,545,772
Saratoga Springs Tax Rates	0.001043
Total Property Tax per Acre	\$1,460.38
<b>Sales</b>	
Units per SF	8
Average HH Size	3.0
Population per Acre	24
Population Distribution per Capita	\$100
Point of Sale per Capita	\$4,000
Distribution from Point of Sale per Capita	\$20
Total per Capita Distribution	\$120
Annual Distribution per Acre	\$2,880
<b>Municipal Energy</b>	
Utility - Energy and Gas per Unit - MF	\$1,954.00
Units	24
Annual ME Tax Revenues	\$937.92
<b>Class B/C Road Funds</b>	
Amount per Capita	\$27.93
Population per Acre	24
Total Population Distribution per Year	\$670.32
<b>Total Residential - 8 Units per Acre</b>	<b>\$5,948.62</b>



Retail development brings the highest revenues per acre to the city, followed by higher-density residential development. However, both of those development types also have higher service costs on a per acre basis (i.e., calls for service, traffic generation and impact on roads, etc.). For commercial development, some of the costs can be mitigated through business licensing fees.

The potential uses in the area will provide additional revenue for the city, and depending on the mix of uses, will aid in balancing fluctuating sales tax revenues with more stable property taxes.

Table 05.23: Flex Office Development Fiscal Impacts

Summary Comparison	Office	Flex Office	Retail	Residential - 20 Units per Acre	Residential - 8 Units per Acre
Property Taxes	\$4,316	\$2,122	\$2,215	\$2,612	\$1,460
Sales Tax	-	-	\$21,780	\$7,200	\$2,880
Municipal Energy Tax	\$2,086	\$1,373	\$1,372	\$2,345	\$938
Class B/C Road Funds	-	-	-	\$1,676	\$670
Total Annual Revenue per Acre	\$6,402	\$3,494	\$25,367	\$13,833	\$5,949

Source: Zions Public Finance, Inc.

## URBAN CORE

At the heart of the subject area lies the proposed Urban Core area. As described in the City's District Area Plan, this center is proposed to incorporate a vibrant and concentrated mix of residential, retail, and employment uses. It is intended to be a highly walkable area accessible by multiple modes of transportation. Current plans place this area at 28.7 acres of mixed use development. This area is expected to have higher levels of density with greater floor-area-ratios.

Although mixed use developments are currently popular, there are key factors that influence how successful they may be. Commercial real estate brokers note that this largely comes down to the density of the area. Without significant density, attracting high-quality tenants to the development is difficult. Density (i.e., increased population) helps drive retail development, especially if there is a desire for national retailers. However, smaller, localized stores are often able to lease space in these developments.

A key attribute of this area is its ability to serve as a gathering place. This comes from special events, residential development, and potential employment in the Urban Core. Each helps to ensure that there is activity throughout the day, increasing the likelihood of visitors and residents of the area to patronize local businesses.

Mixed-use development is also able to take advantage of financial benefits of multiple development types. Revenues per acre may also be greater than single-use development. For example, mixed use development combining residential development on top of retail development takes advantage of the point-of-sale generated sales taxes in addition to the sales taxes distributed to a city based on its population and the point-of-sale generated sales taxes of those residents' online purchases.

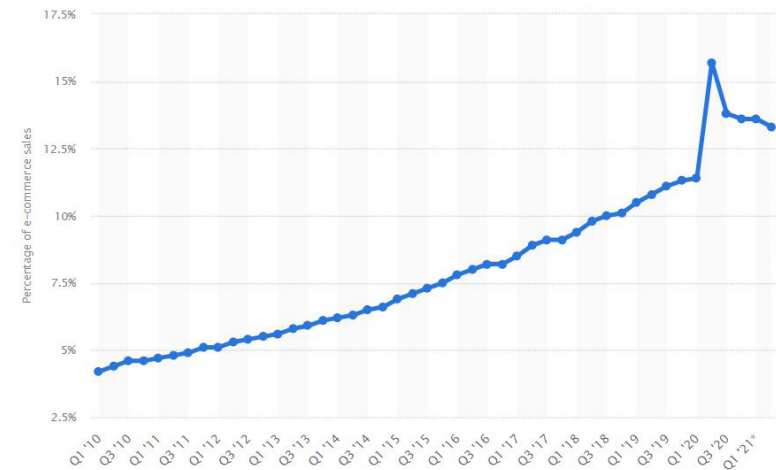
## RETAIL DEVELOPMENT

### MARKET TRENDS

To maximize the potential of this area, the city should focus on the following:

- Creating gathering places that allow for people to linger and explore the Downtown
- Focus on placemaking opportunities
- Take advantage of sidewalks and other areas to create outdoor shopping and dining opportunities
- Follow retail trends towards experiential shopping and small-scale retail
- Preserve space for employment centers, creating more consistent use of Downtown

Retail development has undergone significant changes over the past few years, and these trends have been accelerated by COVID. While online sales have been increasing for some time, as shown in the figure below, the reliance on online sales jumped dramatically at the onset of the pandemic. These are trends that are likely to continue in the future.



*Figure 05.7: Percentage of E-Commerce Sales*

Residential development produces sales tax revenues for Saratoga Springs based on the population distribution portion of the State's sales tax distribution formula. However, residential development is now generating increased point-of-sale tax revenues due to more online shopping. Residential units are, in fact, becoming little "brick-and-mortar" establishments that generate point-of-sale tax revenues. According to 2022 data from the US Census Bureau, consumers spent over \$3,000 per capita in online transactions. These sales are now being captured in residential locations, wherever they occur, rather than in a traditional "brick-and-mortar" establishment. In short, there has been somewhat of a transfer of point-of-sale tax revenues from retail establishments to residential units because of online shopping.

This relates to another trend in retail – declining number of retail square feet per capita. The United States currently has the highest number of retail square feet per capita – 23 square feet. According to analysts, this does not bode well for the retail industry. As stated by Price Waterhouse Cooper's (PWC) head of US real estate practice, Byron Carlock, "We are clearly overretailed in America."

Carlock goes on to state, "With the pandemic continuing to impact the retail industry, retail space providers would consider using retail spaces more efficiently. Physical stores would continue to be relevant but parts of it would be demolished and repurposed to build establishments like fitness centers and medical facilities." He also said that the US could cut down retail spaces to reach close to 16 square feet per person. He further added that if this reuse and replacement continues, America would have 30% more space for the "kind of development people actually need."<sup>1</sup>



Figure 05.8: Concept Ikea Store

<sup>1</sup>Class B space is generally characterized by scattered, rather than clustered retail development; deteriorating condition of properties, and secondary locations.



These trends could impact the mix of retail development appropriate for the site and suggest that complementary office and residential development would serve to fortify the retail development. Further, regional centers are doing well; it is the class B type retail space that is suffering the most.

Due to the changing retail environment, stores are reacting to needed changes which include the following:

- Concept stores – opportunities for customers to have experiences that are not replicated online
- Distribution stores – stores which allow for drop-off deliveries from online services – results in quicker shipping times and reduced costs
- Eateries – eateries are adapting to Uber Eats and other delivery services, leading to reduced table space, larger kitchens, and a greater need for pick-up capacity

The following retail highlights are noted for Utah:

- Doing well – Grocery stores, automobile services, eateries, “concept” stores
- Faring poorly – Clothing stores, toy stores, jewelry stores, department stores, anything struggling with competing with online shopping

Retailers have shown that they require certain demographic conditions to consider store expansions or locating to new areas. Some of these criteria are highlighted below:

- Strong traffic counts – multiple points of access
- Growing population counts in 1, 3, 5-mile radii
- Daytime populations – typically requires an office presence
- Destination locations – customer draws (parks, entertainment options, etc.)
- Retailers are looking more closely at which demographics are more likely to shop online, and are looking for areas which support traditional retail activity

BUYING POWER ANALYSIS

The city currently captures approximately 70% of its expected retail sales. This compares well with cities in the region, but also represents growth potential for the city. As the city continues to grow, the total buying power will likewise increase. By 2050, the total buying power of the city will total \$2.9 billion and be able to support over 2 million square feet of retail space.

If the city maintains its current capture rate, it could see an additional 134 acres of retail space developed in the city. However, if that capture rate increases to 90%, the city could support 172 acres of retail development.

Table 05.24: Growth in Saratoga Springs Buying Power

Year	Population	Total Buying Power	Total SF Supportable	Supportable SF at Current Capture Rate	Supportable SF at 90% Capture Rate	Acres Supportable at Current Capture Rate	Acres Supportable at 90% Capture Rate
2024	57,000	\$1,197,000,000	855,000	598,500	769,500	55	71
2030	79,815	\$1,676,115,000	1,197,225	838,058	1,077,503	77	99
2040	117,641	\$2,470,461,000	1,764,615	1,235,231	1,588,154	113	146
2050	138,600	\$2,910,600,000	2,079,000	1,455,300	1,871,100	134	172

Source: Zions Public Finance, Inc.



***Growth in Area Buying Power***

Current retail market spending patterns make it instructive to consider regional growth in buying power. Some of this growth will occur outside of the region, but it is likely that a significant portion will be captured within the region itself.

***Table 05.25: Growth in Area Buying Power***

Year	Population	Total Buying Power	Total SF Supportable	Acres Supportable	Supportable SF at 60% Capture Rate	Acres Supportable at 60% Capture Rate
2024	119,000	\$2,499,000,000	1,785,000	164	1,071,000	98
2030	144,853	\$3,041,913,000	2,172,795	200	1,303,677	120
2040	216,705	\$4,550,805,000	3,250,575	298	1,950,345	179
2050	279,852	\$5,876,892,000	4,197,780	385	2,518,668	231

Source: Zions Public Finance, Inc.

MERCHANT VOID ANALYSIS

The city has a demonstrated ability to attract national retailers to the city. The city is in a desirable location, with major transportation corridors running through the city. Those factors, combined with explosive population growth in the region, have placed the city as the regional retail hub for western Utah County.

To continue this success, a merchant void analysis was conducted to explore potential future retailers for the city to focus on. The analysis explores gaps in retail sales, as well as retailers that could be good fits for the area.

The analysis indicates large retail gaps across many spending categories, the following are strong candidates for the Downtown:

Table 05.26: Retail Gap Analysis

Retail Category	Retail Spending Gap	Land Use Fit
Full-Service Restaurants	\$57,914,064	All Areas
Department Stores	\$41,059,761	Regional Retail
Grocery Stores	\$171,751,673	Regional Retail or Neighborhood Retail
Limited-Service Restaurants	\$29,212,723	All Areas
Family Clothing Stores	\$25,971,970	Regional or Neighborhood Retail
Pharmacy and Drug Stores	\$20,826,635	All Areas
Other General Merchandise Stores	\$13,811,992	All Areas
Retail at Hotels/Other Accommodations	\$9,395,495	Regional Retail or Urban Center
Sporting Good Stores	\$8,098,455	All Areas
Women’s Clothing Stores	\$6,164,022	Neighborhood Retail or Urban Center
Childrens’ and Infants’ Clothing Stores	\$4,359,352	Neighborhood Retail or Urban Center

Source: SiteSeer Technologies

The full analysis and list of potential tenants is included in the Appendix.





## ABSORPTION ESTIMATES

### RESIDENTIAL ABSORPTION

There are approximately 75 acres of land that is contemplated for residential uses, mixed between the Town Neighborhood and Urban Center areas. It is likely that the Town Neighborhood would develop at a lower density than the Urban Center. Between 2017 and 2022, the city constructed 390 multi-family units per year. Across the city, this area may capture approximately 40% of the annual units constructed, leading to all residential units being absorbed in just over six years.

*Table 05.27: Residential Development Absorption Projections*

Description	Amount
Average Multi-Family Unit Growth per Year (2017-2022)	390 units
Possible Residential Units	942 units
Area Capture Rate	40%
Area Residential Units Built per Year	156 units
Absorption Timeframe	6.04 years

### RETAIL ABSORPTION

Outside of the Urban Center area, there are 102 acres of land projected to be used for retail development.<sup>2</sup> With a FAR of 0.25, this would result in approximately 1.1 million square feet of retail space. Currently, there is just over 1 million square feet of retail space in western Utah County. As a comparison, Farmington Station has approximately 1 million square feet of retail space. However, if Saratoga Springs could develop a retail center of this caliber, it will likely also draw from Lehi and Eagle Mountain.

*Table 05.28: Retail Development Absorption Projections*

Retail Absorption	Amount
Retail SF Possible	1,114,047 SF
Average Regional Annual Retail Absorption Rate	105,968 SF
Site Absorption	60%
SF Absorbed per Year	63,581 SF
Absorption Timeframe	17.52 years

<sup>2</sup> Two zones are listed as a “flex” zone where the ultimate use could vary dependent on what is occurring in the market and in the Downtown.

If the city desires to reduce the timeframe to absorb the possible retail square footage it may need to explore incentives to accelerate development, or focus on anchor tenants (i.e., arts center, regional retail tenants, hospitality uses, etc.) that drive increased population to the area.

### OFFICE ABSORPTION

The COVID-19 pandemic has created uncertainty in office markets, as many employees are still working remotely or rotating days/sharing space in offices. This serves to cut the demand for office space and has especially hurt Class B space as many tenants have found the opportunity to move up to Class A space at economical prices. Despite the uncertainty, it would be wise for the city to preserve the possibility of office development in this area, particularly if it can be complementary to uses in the area or provide for office space for smaller users within the city. Employment creates daytime customers for the retail uses at the site – especially lunchtime eating for restaurants and other types of eating establishments.

# 06 INFRASTRUCTURE & UTILITIES

## BACKGROUND

This chapter evaluates the infrastructure and utilities within and surrounding the proposed Downtown for Saratoga Springs and establishes the framework to identify utility needs as well as potential improvements.

## Concept Inspiration

HEART OF THE COMMUNITY	Flexible open space for year-round events and activities such as festivals, markets, concerts, recreation, and sports for residents and visitors to gather.
	Attractive, safe, and healthy central gathering place for families while providing amenities such as Wi-Fi connection and seating areas for people to spend significant time in Downtown.
CELEBRATE PLACE	Highlight water access through water feature amenities to celebrate the unique physical and visual connection to Utah Lake and the surrounding mountains.
COMMUNITY CONVERGENCE	Connecting residents and visitors to the Urban Center by linking surrounding neighborhoods and businesses through a unified network of pedestrian pathways, trails, bike routes, and roads.

## EXISTING UTILITIES

### DOMESTIC WATER

The future Downtown can receive water supply from at least seven connection points to the existing domestic water system.

- 12" line at the intersection of 1200 N & Mountain View Corridor (Zone 2)
- 8" stub from Crossroads Blvd (Zone 2)
- 12" stub from Medical Drive (Zone 1)
- 12" stub from Market Street (Zone 1)
- 8" stub from Carlton Ave (Zone 1)
- 8" stub from Grand Sierra Way (Zone 1)
- 12" line at the intersection of Buffalo Drive & Mountain View Corridor (Zone 1)

Notably, the 8" stub from Crossroads Blvd and the 12" stub from Market Street are ready for immediate connection on the west side of Pioneer Crossing. The 12" line from Medical Drive has been stubbed on the east side of Pioneer Crossing and would require an extension across the road before the Downtown can be connected.

The 12" lines at the intersections of Mountain View Corridor with 1200 N and Buffalo Drive are not stubbed and will require a new connection and extension into the Downtown.

Downtown's water network is divided into two pressure zones, whose boundary is generally separated by the Utah Lake Distribution Company (ULDC) canal. "Zone 2", which is located north of the canal, maintains approximately 100-110psi at the bottom of its pressure zone, while "Zone 1" located south of the canal maintains approximately 80-90psi. Connections to the 12" line at Mountain View Corridor and 1200 N, as well as the 8" Crossroads Blvd stub is part of Zone 2; the remaining connections are part of Zone 1.

Though not a part of Saratoga Springs Culinary Water System, there is an existing 60" diameter aqueduct owned and maintained by the Central Utah Water Conservancy District that runs north-south under Mountain View Corridor and east-west along the majority of the southern boundary of the Downtown.



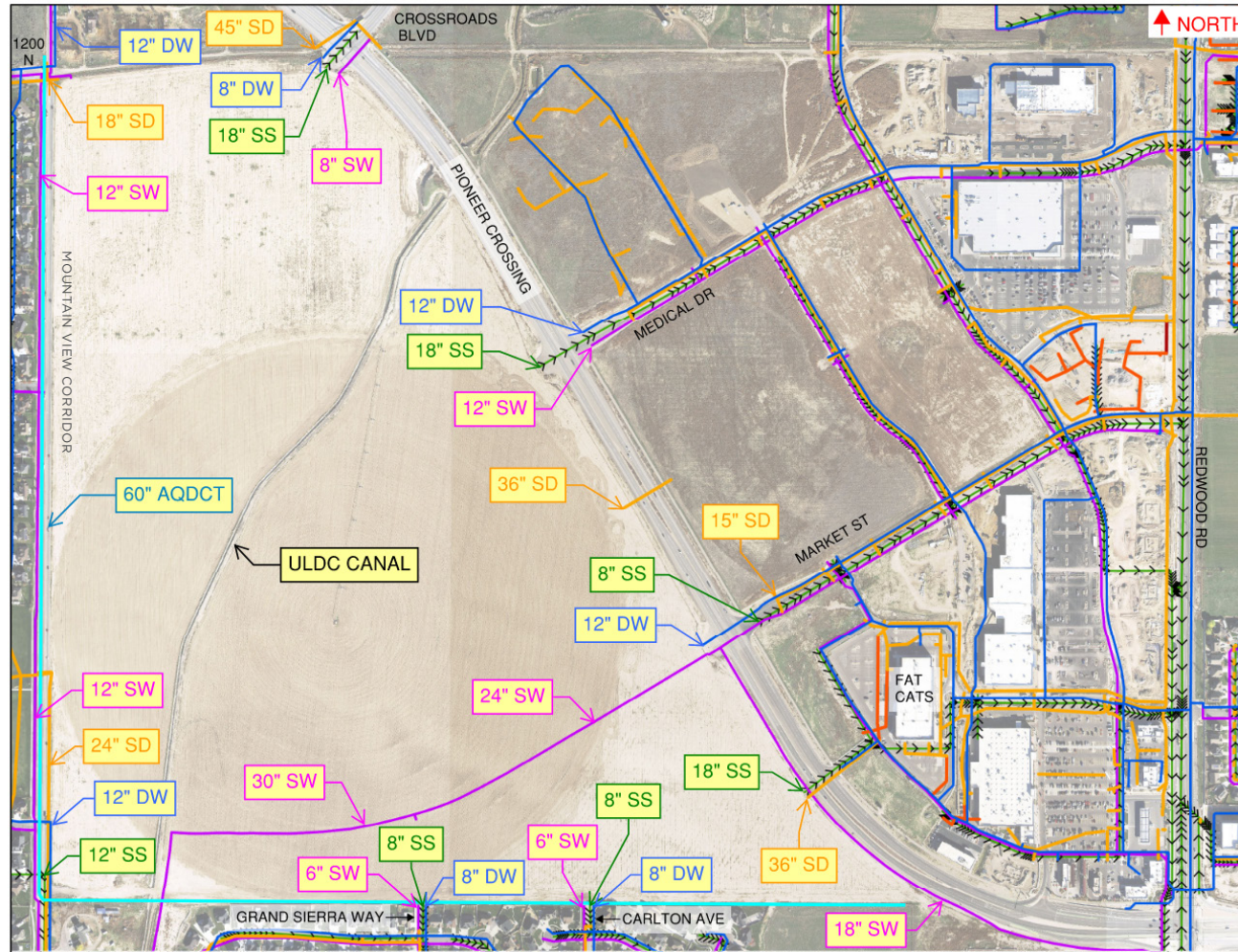


Figure 06.1. Existing Utilities

## SECONDARY WATER

Saratoga Springs boasts a robust secondary water system that closely mirrors its culinary water counterpart. Nearby infrastructure around the future Downtown includes a 12" mainline on Mountain View Corridor, an 8" stub via Crossroads Blvd, and a 12" stub via Medical Drive that requires an extension across Pioneer Crossing before the Downtown can be connected. There is also a major 24" & 30" secondary water mainline in the southern part of the site which connects into Market Street.

The secondary water system is divided into the same two pressure zones as the domestic water. Maximum pressures at the bottom of Pressure Zone 2 range from 90-110 PSI, while Pressure Zone 1 maintains 70-90 PSI at the bottom of the zone.

## SEWER

Per discussions with Saratoga Springs City Engineering, three existing sewer stubs have been earmarked for connection during the development of the Downtown.

- 18" line from Crossroads Blvd
- 18" line from Medical Drive
- 18" line from the entrance road to Fat Cats, which is south of Market Street.

The general topography of the Downtown slopes west to east and north to south. It is anticipated that the majority of wastewater flows will be directed to the 18" stubs in Medical Drive and the entrance road to Fat Cats. Per discussions with Saratoga Springs City Engineering, there is available capacity for the development in the Downtown. However, future demand and available capacity should be verified with Saratoga Springs City Engineering as the master plan develops.



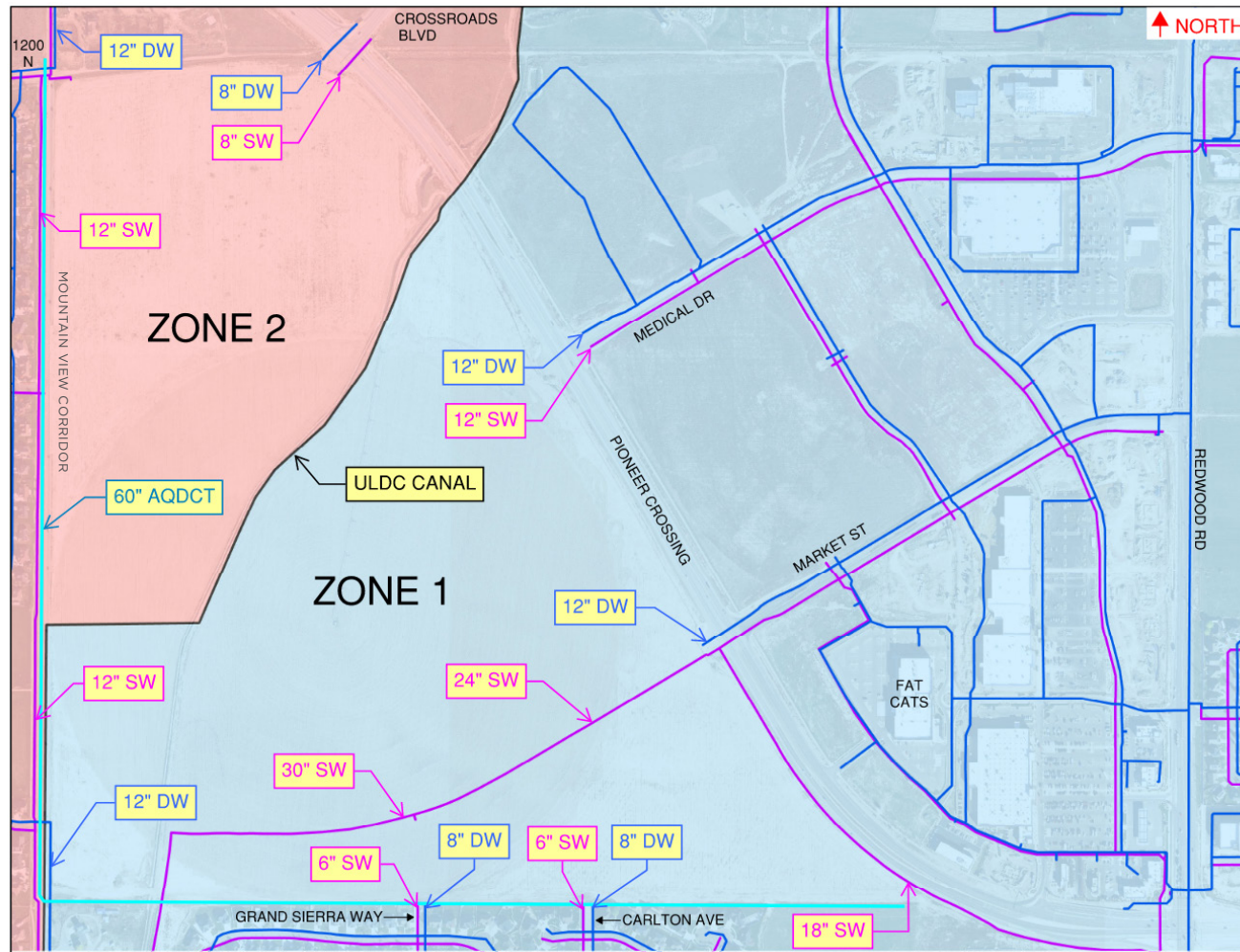


Figure 06.2. Existing Pressure Zones

## STORM

Per discussions with Saratoga Springs City Engineering, two existing stormwater stubs have been earmarked for connection during the development of the Downtown.

- 36" line between Medical Drive and Market Street
- 36" line under the entrance road to Fat Cats

There is an existing 15" line that runs under Market Street. However, it's relatively small compared to the other stubs, and is located on the east side of Pioneer Crossing, requiring an extension across the road before a connection can be made to the Downtown.

As with sewer, because the general topography slopes west to east and north to south, it is anticipated that the majority of storm flows will be directed to the 36" stub underneath the entrance road to Fat Cats. According to Saratoga Springs City Engineering, the capacity of the existing storm drain connections is limited due to the shallow pipe slopes. As the Downtown Master Plan moves forward, it will be important to manage storm water on-site and limit discharge to 0.09cfs per Saratoga Springs City Engineering.

## ELECTRICITY

Rocky Mountain Power is the primary electricity provider for Saratoga Springs, with infrastructure located among the neighboring communities to the north, south, and west, as well as within the commercial areas to the east of the proposed Downtown.

## GAS

Dominion Energy is the primary gas provider for Saratoga Springs, with infrastructure located among the neighboring communities to the south and west, as well as within the commercial areas to the east of the proposed Downtown. An 8" high pressure gas main line runs north-south under Mountain View Corridor. A 6" main runs along the eastern side of Pioneer Crossing south of the entrance road to Fat Cats.

## COMMUNICATIONS

A variety of communications infrastructure belonging to several companies exist among the communities adjacent to the Downtown. Such companies include but are not limited to:

- Centracom
- Emery Telecom
- First Digital
- Lumen
- Comcast



## ***FUTURE INFRASTRUCTURE DEVELOPMENTS***

The preferred concept for the future Saratoga Springs Downtown lends itself well for the flexibility of future utility connections, particularly in the extensions of the Medical Drive and Market Street. In the Existing Conditions Report, it was found that many “wet” utilities have already been stubbed and are ready to be connected to. Because Saratoga Springs Engineering Department has preferred locations of new utilities within their public Right-of-Way cross sections, the final utility layout will need to be coordinated and approved with the Engineering Department. It is anticipated that the lack of existing utilities and infrastructure at the project site will allow the freedom for intuitive and systematic utility design consistent with Saratoga Springs City standards and ease of installation during construction.

## **DOMESTIC/SECONDARY WATER**

For domestic and secondary considerations, the two pressure zones separated by the canal play an important role when considering the phasing options. Planning is simplified as the preferred concept will place the first three phases within Pressure Zone 1. It will be important to design the future domestic and water infrastructure in a redundant manner by incorporating water loops. This will increase the resiliency of the system as a whole and allow for greater flexibility during maintenance to minimize downtime and impacted users. The gridded system of Phase 1 will easily accommodate redundant looping of domestic and second water systems.

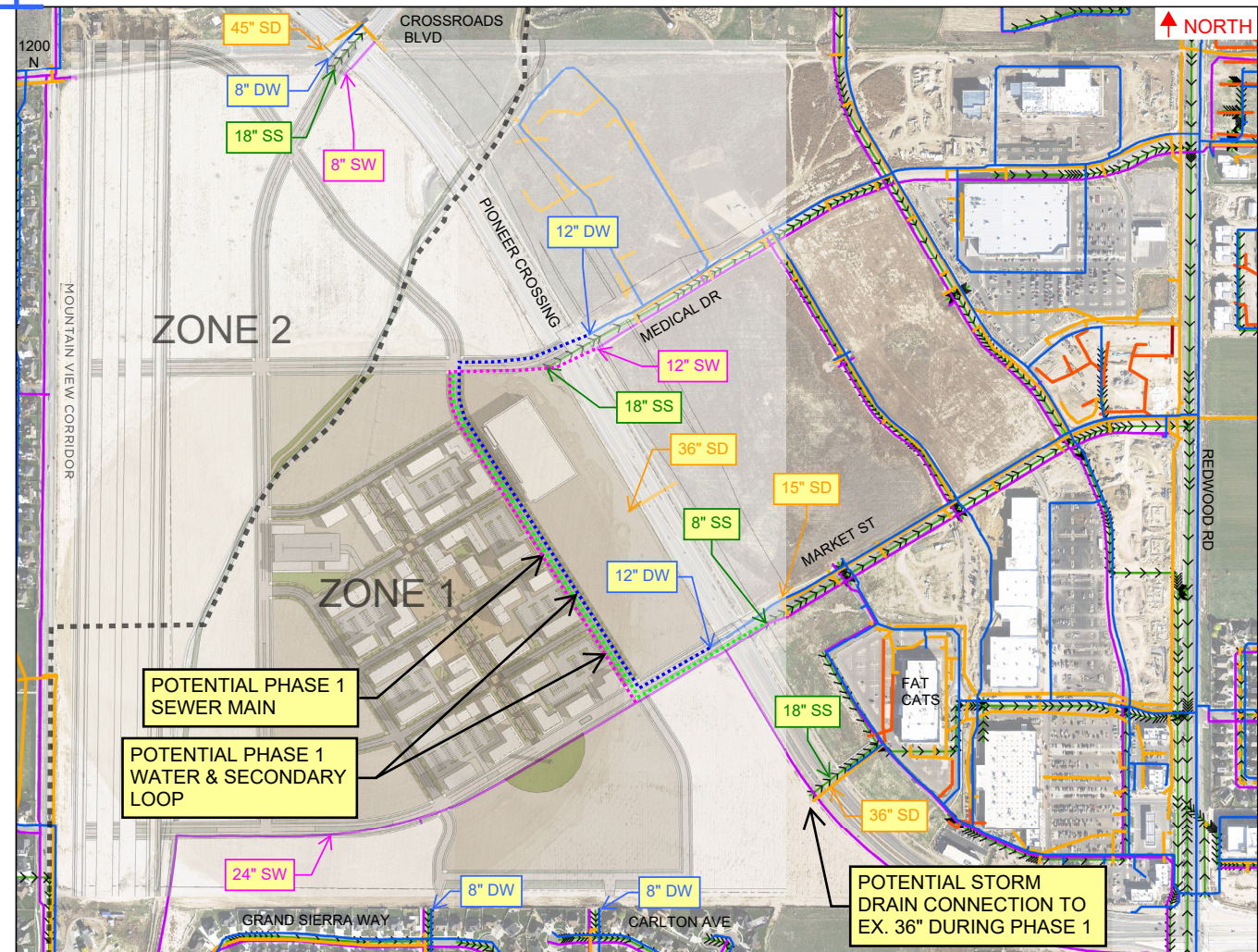


Figure 06.3: Preliminary Future Utilities - Based on Potential Phasing Option 1

The domestic water connections for the initial phases are anticipated to primarily come from 12" water line stubs from Market Street and Medical Drive. It is important to understand the existing 12" water main from Medical Drive will require an extension west across Pioneer Crossing before a connection can be made. Underground boring is typically required by UDOT to reduce traffic impacts. If desired and/or recommended by Saratoga Springs City Engineering, additional connections can be made to Grand Sierra Way and Carlton Ave in the neighborhoods to the south for added redundancy.

The domestic water connection for Phase 4 is anticipated to primarily be supplied from the 8" stub at Crossroads Boulevard. Phase 4 is within Pressure Zone 2, necessitating separate considerations for looping and redundancy relative to the initial phases. It is possible to loop the Phase 4 water system to the existing water lines near the intersection of 1200 N and Mountain View Corridor. Because the water pressure in Zone 2 is greater than Zone 1, it is possible to connect the zones by use of pressure reducing valves. However, this will not improve the resiliency of the domestic water system in Phase 4.

## SECONDARY WATER

Secondary water connections can easily be made to the 24" & 30" mainline in the southern part of the site during the initial phases and should be connected to the stub in Medical Drive to complete a redundant loop. Like the domestic water lines, the secondary water line will also need to be extended west across Pioneer Crossing before a connection can be made. Underground boring will likely be required by UDOT.

Secondary water supply for Phase 4 is part of Zone 2 and is anticipated to be sourced from an 8" stub in Crossroads Blvd or be tapped into from the secondary water mainline within Mountain View Corridor.

## SEWER

Per discussions with Saratoga Springs City Engineering, three existing sewer stubs have been earmarked for connection during the development of the Downtown.

- 18" line from Crossroads Blvd
- 18" line from Medical Drive
- 18" line from the entrance road to Fat Cats, which is south of Market Street.

The general topography of the Downtown area slopes west to east and north to south. While there exists an 8" sewer line stub in Market Street, its capacity is limited per discussions with Saratoga Springs City Engineering. Thus, it is anticipated the Phase 1 through Phase 3 wastewater flows will be directed to the 18" stubs in the entrance road to Fat Cats.

Regarding Phase 4, it may be infeasible to connect the future sewer system to the 18" stub in Crossroads Blvd due to the topography. Thus, evaluation of elevations will be necessary during planning. If the Phase 4 sewer system is to be tied to Medical Drive or sewer infrastructure from the previous phases, crossing of the canal will require special consideration during design.

Future demand and available capacity should be verified with Saratoga Springs City Engineering as the master plan develops.



## STORMWATER

Stormwater infrastructure within the public Right-of-Way will be owned and managed by Saratoga Springs City and must follow stormwater standards and specifications set forth by the City. However, private development sites will still be subject to the stormwater requirements by the City and must be taken into consideration. Details can be found in the City of Saratoga Springs 2021 Standards and Specifications.

Given the high density of the future Downtown and strict discharge and retention requirements, on-site stormwater management may be difficult to achieve. Underground chamber systems, though costly, are anticipated. A master-planned regional detention/retention stormwater facility is an alternative solution. The space can be optimized by incorporating a park/green area within the facility. Providing a regional facility will make the stormwater design for each private site simpler and less expensive to develop. Saratoga Springs should consider the pros and cons of providing a regional stormwater facility versus requiring each development manage their own stormwater on site.

Like the sewer system, because the general topography slopes west to east and north to south, it is anticipated that the majority of storm flows will be directed to the 36" stub underneath the entrance road to Fat Cats. According to Saratoga Springs City Engineering, the capacity of the existing storm drain connections are limited due to the shallow pipe slopes. Thus, private developments will be required to detain the 100-year storm and must restrict the discharge rate to 0.09cfs/acre. For Phase 4, elevations will need to be evaluated to determine whether a canal crossing will be necessary.



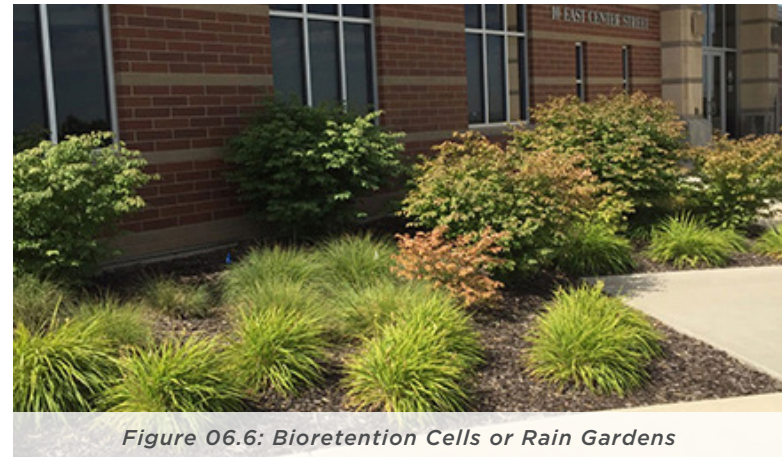
*Figure 06.4: Incorporating Green Space into regional detention/retention stormwater facility*

## INFRASTRUCTURE & UTILITIES

A Low Impact Development (LID) plan for all development sites that disturb greater than or equal to one acre is required, necessitating soils testing to assess the feasibility of groundwater infiltration. It is required that the 80th percentile storm event, defined as 0.41 inches across the project area, be retained and infiltrated on-site. If infiltration is determined to be infeasible, consideration of other LID alternatives such as rainwater harvesting, evaporation, bioswales, tree box filters, and mechanical treatment must be considered and addressed. Details can be found in the City of Saratoga Springs 2021 Standards and Specifications & Low Impact Development Plan.



*Figure 06.5: Bioswales*



*Figure 06.6: Bioretention Cells or Rain Gardens*

**DRY UTILITIES (ELECTRICAL/GAS/COMMUNICATIONS)**

In developing a master plan of this scale, proactive collaboration with dry utility providers is critical. There are existing dry utilities companies that provide service to the nearby neighborhoods and commercial centers. However, it is assumed there are no stubs to the future Downtown that are ready to be connected to. Due to the potential expense and long lead times for specialized equipment, it's recommended that Saratoga Springs City start coordinating with dry utility providers as soon as possible.

# 07 POTENTIAL PHASING

## **POTENTIAL PHASING OPTIONS**

### **OPTION 01**

Accomplished in many different ways, but the following outlines several options. The first phase will take approximately months to two years of construction. The initial phase of the development will begin with the east-west road connections, which will move citizens to the Downtown. To establish the Urban Core, the first phase will include the development of open gathering spaces. While in progress, there are options for development of the retail block to the east of the site or the Main Street at the center.

### **OPTION 02**

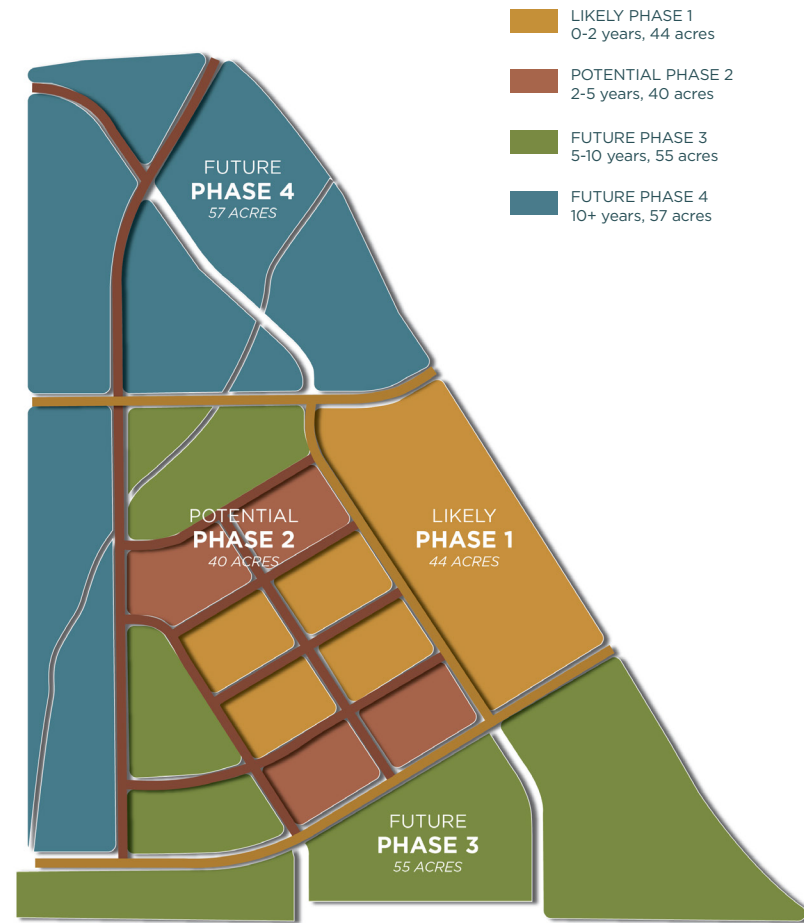
The potential second phase may take two to five years, which involves either the retail block or the Main Street, whichever may be constructed first. To further connect these community spaces are local roads, circulating around the Urban Core, and the north-south roads.



## POTENTIAL PHASING

The potential third phase of five to ten years of construction includes the development of the residential housing, a civic service such as an performance arts hall to the south, and other internal blocks surrounding the Urban Core.

Potential fourth phase may take approximately ten years or above to complete. These blocks will run along the future Mountain View Corridor to the west and Pioneer Crossing to the northeast edges.



*Conceptual Phasing Plan - Option 1*



*Conceptual Phasing Plan - Option 2*



SARATOGA SPRINGS  
**DOWNTOWN PLAN**