

HELPER DEPOT CORRIDOR PROJECT

A community vision for the train depot grounds

PREPARED BY:

DOWNTOWN
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SERVICES



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The following document was prepared for the Helper Project and residents of Helper, Utah. As an ultimate goal of this document and plan, a participatory planning process was undertaken, to create a unified community vision for the long term goals of the community corridor areas. Technical assistance for this community guidance document was provided by Downtown Redevelopment Services, LLC. The overall results of this plan are wholly driven by community residents, project steering committee, and stakeholder recommendations.



CONTENTS

ACKNOWLEDGMENTS 2

INTRODUCTION..... 4

EXECUTIVE SUMMARY 4

 EXISTING CONDITIONS REPORT 4

 COMMUNITY INPUT PLAN 4

 RECOMMENDATIONS 4

OBJECTIVE 5

STUDY AREA 5

PROCESS 5

 1. CREATION OF STEERING COMMITTEE 5

 2. COMMUNITY INPUT & INFORMATION GATHERING EXERCISES..... 5

 3. INITIAL FINDINGS 5

 4. COMMUNITY REVIEW & INPUT MEETING 5

 5. CREATION OF THE FINAL REPORT..... 5

CHAPTER 1: COMMUNITY SNAPSHOT 6

 1.1 HELPER OF THE PAST - THE TOWN BUILT BY RAILROADS 7

 1.2 COMMUNITY STATISTICS..... 8

 Population, Education & Income 8

 Business & Employment 9

CHAPTER 2: EXISTING CONDITIONS..... 10

 2.1 CORRIDOR OVERVIEW..... 11

 2.2 ARCHITECTURAL 11

 2.3 SPATIAL LAYOUT 11

 2.4 OVERHEAD UTILITIES 11

 2.5 UNDERGROUND UTILITIES..... 12

 2.6 SITE LIGHTING..... 12

 2.7 TRAFFIC AND TRAFFIC SIGNALIZATION 12

 2.8 ROADWAYS 12

 2.9 PARKING..... 13

 2.10 SIDEWALKS, RAMPS, AND CROSSWALKS..... 13

 2.11 SIGNAGE..... 13

CHAPTER 3: COMMUNITY INPUT PLAN 14

 3.1 SURVEYS..... 15

 3.2 OPEN-HOUSE MEETINGS..... 16

CHAPTER 4: RECOMMENDATIONS..... 17

 4.1 STREETScape..... 18

 4.2 BUILT ENVIRONMENT & ARCHITECTURAL ELEMENTS..... 22

 4.3 LAND USE 23

 4.4 CREATION OF CIVIC SPACES..... 23

 4.5 COMMUNITY CHARACTER..... 24

CHAPTER 5: IMPLEMENTATION 25

 5.1 COST ESTIMATES 26

 5.2 USE AND SOURCE OF FUNDS..... 27

 5.3 ROLES & RESPONSIBILITIES MATRIX..... 27

APPENDIX: 27



INTRODUCTION

The City of Helper has a symbiotic relationship with the Railroad, forged over generations of growth and decline impacting the railroad and community alike. This symbiotic relationship is embodied within the community in the form of the train depot building and grounds. Not only is this the physical location where the residents interact with the railroad, it is also the location of historic dwellings, where businesses were originally located and where expansion occurred to support the growing town of Helper. It is through this relationship that the City of Helper has been able to retain its original character, proudly showcase their unique heritage and remain relevant in a modernizing economy. In an effort to help retain such a relationship and ensure it is sustainable long-term, the Helper Project completed a participatory planning exercise to create a unified vision and forging a shared goal for this historical and geographically significant corridor. The information presented within the following sections was prepared to meet the goals and visions of the corridor. All information was based upon detailed community review, existing conditions analysis and extensive community input.

EXECUTIVE SUMMARY

The Helper Project and local residents recognize the intrinsic and physical value of the corridor, the role it plays in their history and how it can be leveraged to shape their economic future. In order to better utilize the railroad corridor within the City of Helper, a comprehensive participatory planning exercise was completed to identify the communities needs and desires for this public realm space. The completed planning process utilized extensive community input and observations to determine the highest and best use for the corridor space (outlined in figure 1). As a final product of the overall planning process a succinct and concise report, this document, was to compile to document the overall vision, needs statements and plan for the corridor.

Outlined below are highlights from each section of this plan:

Existing Conditions Report

In order to understand a community, it is vital to complete a comprehensive review of the existing conditions within the entirety of the community. Helper has many factors working in its favor, and by analyzing the municipalities existing conditions, an assessment can be made about the most appropriate utilization for the corridor, and how it can best serve the community. Highlights from the existing conditions analysis are as follows:

- The corridor is currently **utilized as a pseudo parking facility** by local business owners and residents
- Areas along the corridor are lacking spatial definition
- The **primary land owner is Union Pacific**, allowing a roughly fourteen foot easement for the City of Helper and necessary utility placement/maintenance
- **Overhead utilities** within the corridor are currently in **poor to outdated condition**



- Site lighting within the corridor is sparse, **creating many dark or unlit areas** for pedestrian or vehicular safety concerns
- Roadways within the corridor are currently not delineated
- Vehicular traffic is currently the primary method of transportation
- An **overall lack of signage** within the corridor is negatively affecting the safe utilization of public space.

Recommendations

After completion of a community snapshot, and gathering of community input, a set of detailed recommendations were created to guide the Helper Project towards their goals of a preserved and more utilized civic space; providing equal access opportunities for residents and vehicular traffic. These recommendations are intended to be measurable, specific, and attainable, while providing an impactful change to the overall corridor. Recommendations include:

- Creation of an **integrated corridor for all user types**
- Providing enhancements that **support a unified theme within the corridor** that is harmonious with the overall history of the corridor
- **Providing necessary linkage paths between the corridor and downtown**, creating a more inviting corridor and atmosphere for regional visitors
- Creation of a clearly delineated and programmed **two-way roadway within the corridor, allowing for utilization of alternative transportation**
- Providing **successful programming of the newly created public spaces**, allowing for increased community integration
- Installation of matching site amenities within the corridor to **link the Main Street and railroad corridor together**
- Coordination with Union Pacific and AMTRAK to purchase or long-term lease the grounds

Details about these recommendations are provided in the following chapters. Cost estimates and milestones are provided for each of these recommendations are provided in the implementation strategies chapter. Further community input results and existing conditions data is provided in the appendix.

HELPER DEPOT PEDESTRIAN CORRIDOR PROJECT - STUDY AREA

The area studied for the pedestrian corridor project encompasses all areas as outlined in figure 1. The area studied include public, private and municipal properties. While the area outlined on figure 1 was not the original project area, it was discovered that connectors and linkages between the corridor and Main Street needed to be included. There exist numerous elements in the revised study area that impact corridor and community as a whole, therefore including all areas outlined was necessary for the success of the proposed enhancements.

For several of the recommendations in this plan, success is dependent on upon the strong connections the city cultivates and maintains with all its residents, particularly those living in neighborhoods adjacent to the corridor. Collaborative cultures and partnerships based in mutual respect are essential to developing the programs and policies necessary to provide a dynamic, lively, and balanced downtown.

HELPER DEPOT PEDESTRIAN CORRIDOR PROJECT STUDY AREA



Fig 1: Map of the Study Area (map not to scale).

PROCESS

Understanding that the proposed use of the corridor is a community based civic space, it is vital to incorporate the overall community into the design and review process. To garner their necessary feedback and ensure all voices were heard throughout the planning, a clearly defined process was utilized. The process utilized was as follows:

1. Creation of Steering Committee

To ensure the diverse needs of Helper's residents are fairly represented, a steering committee was created ensuring a unified voice and a well-rounded group was created to review recommendations and address concerns. The Helper Depot Pedestrian Corridor Project steering committee included residents, business owners, and city officials all working together to gather vital community input and work with the consultant to ensure that the vision for the corridor is achieved. The steering committee worked to evaluate current conditions and trends as well as explore alternatives and guide the direction of the initial findings. Members of this committee (listed in this plan's Acknowledgments section), served as volunteers working towards the shared goal of creating a vibrant civic space that is impactful for the entire community.

2. Community Input & Information Gathering Exercises

The community should be able to participate in the planning process and provide feedback about their needs, desires, and goals for downtown. Comprehensive input was collected from residents, business owners, and stakeholders to create a local perspective. Several approaches were used to ensure that all interested parties were heard and their feedback was equally weighted in the overall planning process. This period of public outreach and engagement included community open houses, online surveys, print form surveys, community canvassing, initial findings meetings, and public plan review and revision periods. During outreach efforts, all feedback was weighted equally and results were posted on the Helper Project webpage for community review and comment.

3. Initial Findings

Following the community outreach and feedback period, the consultant prepared a summary report of the initial findings, outlining enhancements for to corridor. This report was focused solely on what would create a safer and more inviting civic space that would improve the quality of life for residents and visitors. Initial findings were provided it to the community and steering committee in graphic and written format. After review the figures and findings were presented to the public at a open-house format meeting. Findings were broken down into the following categories:

- Streetscape
- Parking
- Corridor Identity

A copy of the findings is provided in the Appendix, outlining proposed enhancements and specific comments from the community.

4. Community Review & Input Meeting

In order to collect feedback about the initial findings, consultant facilitated a community input meeting. During the meeting, details about the initial findings were presented, and stations for public comment were provided. Comments collected from meeting participants were integrated into the overall draft plan document. Specific written comments, comment forms and lists of attendees are provided as in the appendix.

5. Creation of the Final Report

As a final step, a draft report of the Helper Depot Pedestrian Corridor Project was prepared. A final public presentation and sub sequential comment period allowed for additional comments and feedback to the plan. The draft report was given to the steering committee, Helper Project and City of Helper for review and posted for public viewing on the Helper Project website. Following this review period, the plan was revised, and a finalized draft was presented to the Helper Project for implementation. This plan is designed to provide community guidance to the Helper Project and assist in implementation of necessary enhancements within the corridor.



Chapter 1: Community Snapshot



CHAPTER 1: COMMUNITY SNAPSHOT

This chapter provides an in-depth look at the Helper railroad corridor including its history, demographics, current conditions, and community character.

1.1 Helper of the Past - The town built by railroads



Fig 2: Photo from Images of Rail-Rails Around Helper (p.12) by SueAnn Martell, 2007

The City of Helper has a long and storied history with the Railroad that passes through the community. It is the railroad that brought the community to life almost 150 years ago, and continues to provide necessary amenities for the community today. The first recorded settler for Helper was Tenacum Pratt, a Mormon polygamist answering the call to settle southern valleys in the late 1870's. With limited resources around Helper to provide for a large family, Mr. Pratt worked began to work at the local coal mine. It was shortly after starting to work at the mine that Mr. Tenacum and his family claimed a homestead in the Helper valley. This area began to grow in order to support the mining of coal, and more importantly the shipping

or transportation of this regionally significant natural asset. By the year 1883 the Denver and Rio Grande Western Railroad had completed their narrow-gauge line from Green River to Helper, spurring the construction of the now known Helper Train depot (figure 2).

In the decades that followed the creation of the Helper Train Depot, the community grew rapidly, attracting travelers from all over the world to relocate to the City of Helper in hopes of a better life. This expansion and diverse breakdown of 15+ ethnicities is what made Helper become known as a Melting Pot of opportunity, welcome to all workers.

By the year 1892 the railroad had built a hotel and restaurant (figure 3) along the railroad tracks and within the current train depot grounds area. It was not until 1899 when the railroad built the communities' first church, a non-denominational depot chapel (figure 4). In the early 1900's the City of Helper reached their peak of growth and became a bustling hub of activity for all things railroad oriented, offering dining, lodging, family housing and a strong quality of life. In this time the depot grounds became the most important piece of the local real estate, second only to the railroad.

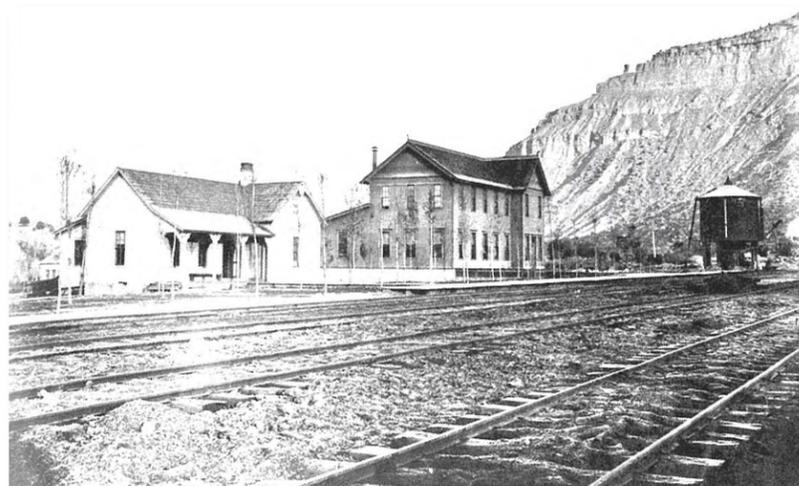


Fig 3: Photo from Images of Rail-Rails Around Helper (p.13) by SueAnn Martell, 2007



While the community continued to grow, the health and sustainability of the overall community became dependent on the railroad and the railroads economic success. Over the remaining decades since the early 1900's the community witnessed the railroad depot and grounds being sold to several different companies and agencies, each of which leaving their impression on the community. As the railroad industry started to slow down in the 1960's with the rapidly expanding utilization of automobiles, the City of Helper experienced an unprecedented downturn in economic viability for the community. This downturn caused a loss of jobs and ensuing economic hardship for the entire community.

Fig 4: Photo from Images of Rail-Rails Around Helper (p.13) by SueAnn Martell, 2007



Fig 5: Photo from Images of Rail-Rails Around Helper (p.15) by SueAnn Martell, 2007



1.2 Community Statistics

In order to better understand the community's dependency and use of the train grounds, it is important to first look at the community as a whole. Outlined on the following pages of this section are infographics and charts to provide a current snapshot of community demographics, characteristics and key facts. All information outlined within this section is sources from the US Census Bureau and ESRI Business Analyst Tool.

COMMUNITY DEMOGRAPHICS

Population, Income & Education

Population & Household

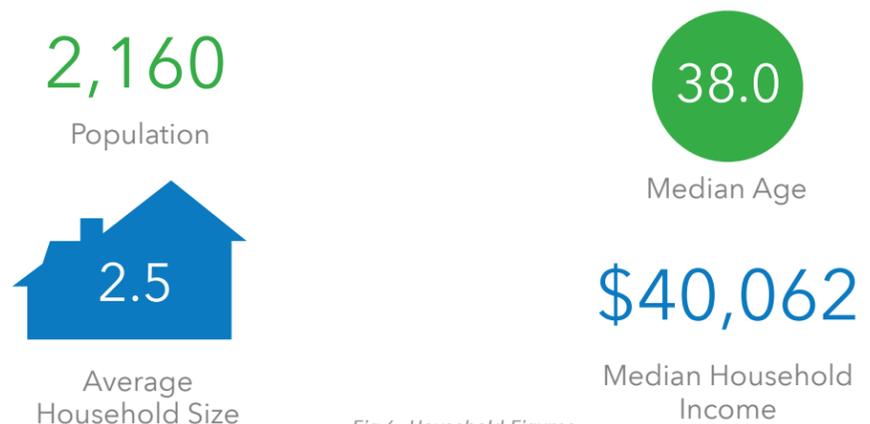


Fig 6: Household Figures

Income Demographics



Fig 9: Income Statistics

2018 POPULATION BY RACE PERCENTAGE

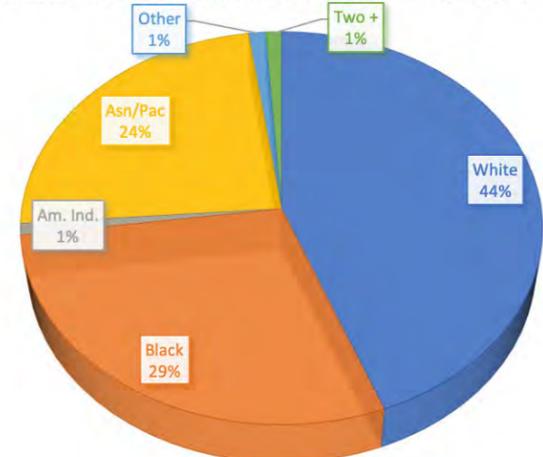


Fig 7: Population by Race

2018 POPULATION BY AGE

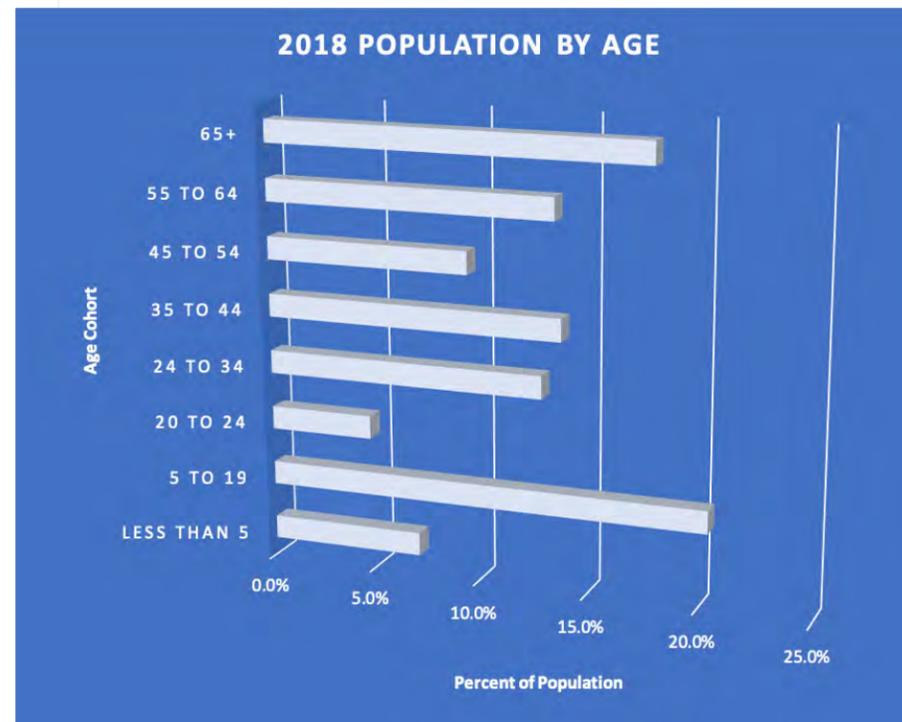


Fig 8: Population by Age

Households By Income

The largest group: \$50,000 - \$74,999 (21.2%)
The smallest group: \$200,000+ (0.0%)

Indicator	Value	Difference
<\$15,000	16.1%	+1.5%
\$15,000 - \$24,999	15.5%	+2.0%
\$25,000 - \$34,999	13.7%	+2.8%
\$35,000 - \$49,999	11.6%	-2.6%
\$50,000 - \$74,999	21.2%	+0.8%
\$75,000 - \$99,999	13.5%	+1.0%
\$100,000 - \$149,999	6.0%	-4.4%
\$150,000 - \$199,999	2.5%	+0.2%
\$200,000+	0.0%	-1.2%

Fig 10: Households by Income

Bars show deviation from Carbon County



Business & Employment

Educational Attainment

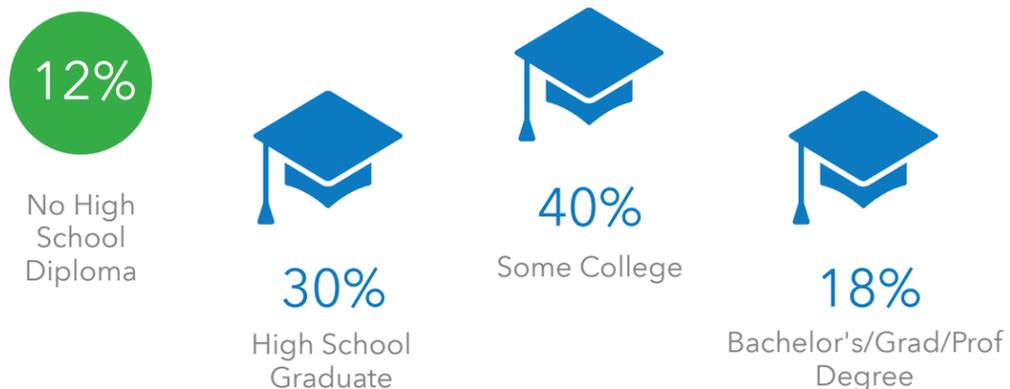


Fig 11: Educational Attainment

Household Demographics

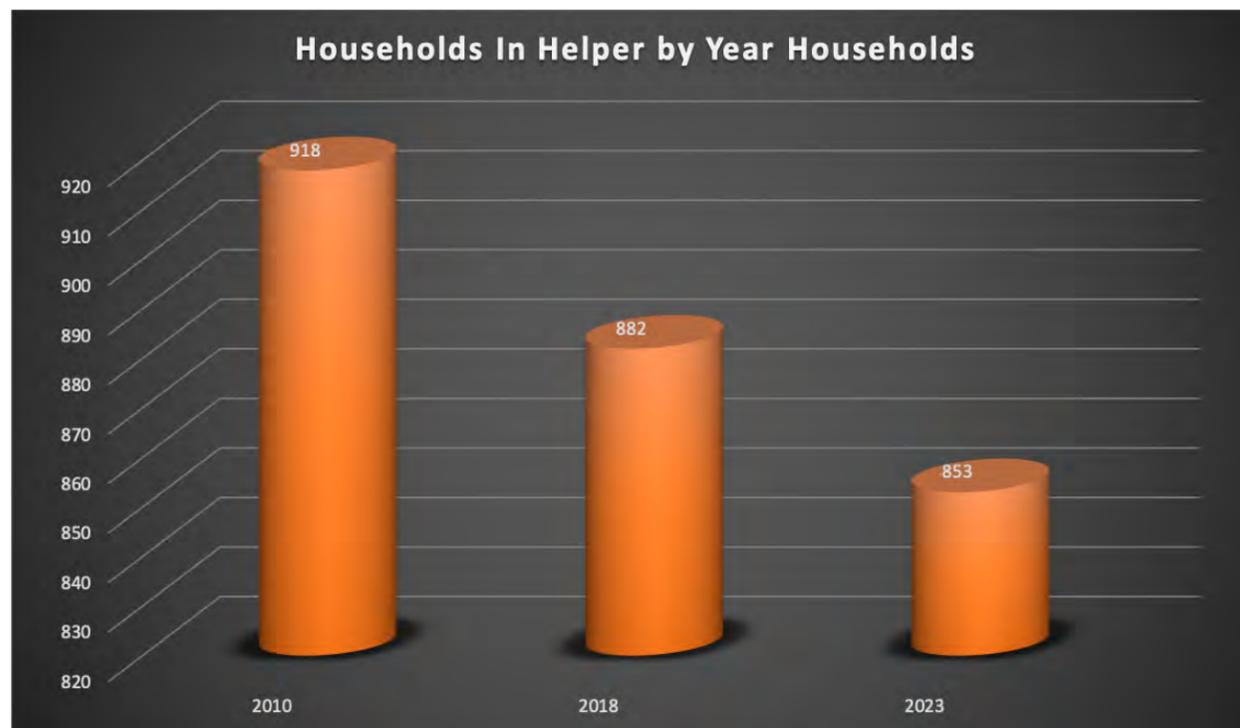


Fig 14: Households in Helper

Employment Breakdown

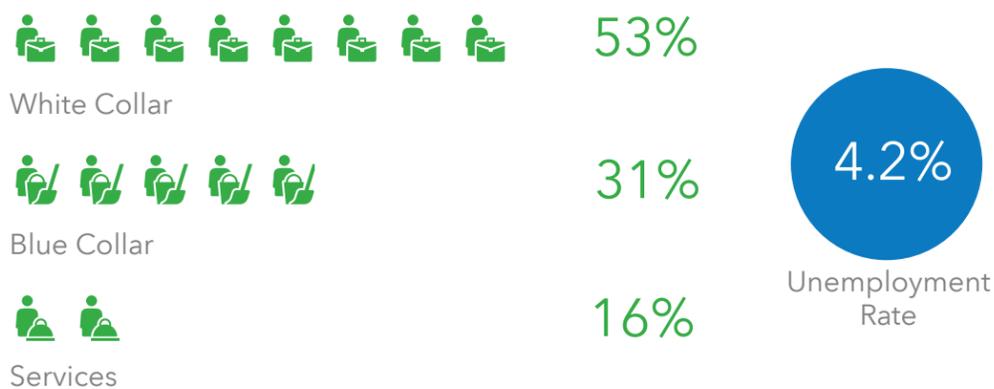


Fig 12: Employment Classification

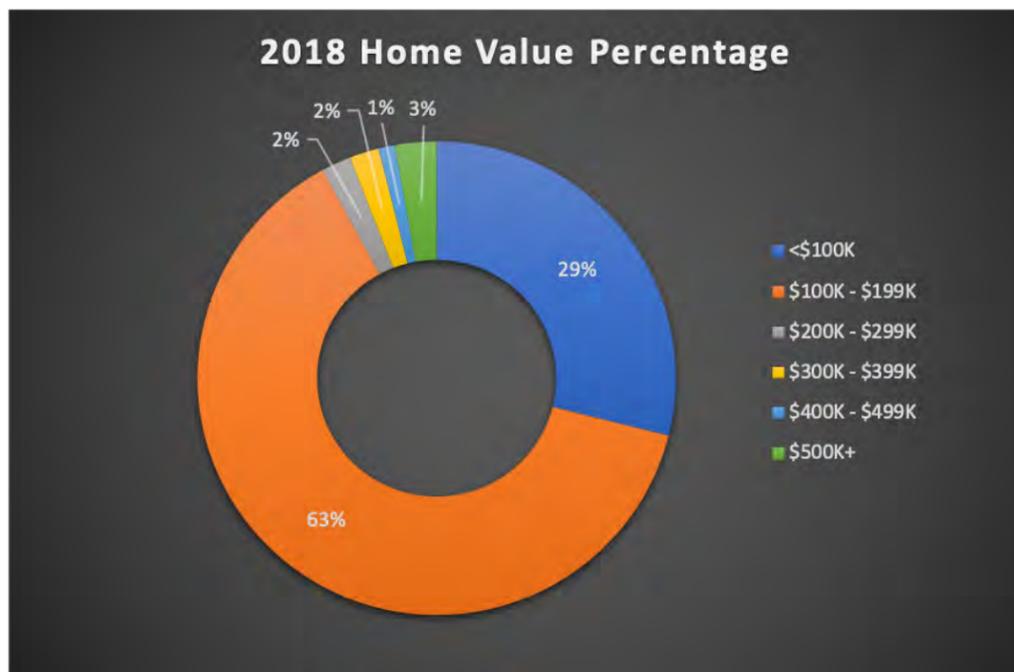


Fig 15: Household Value

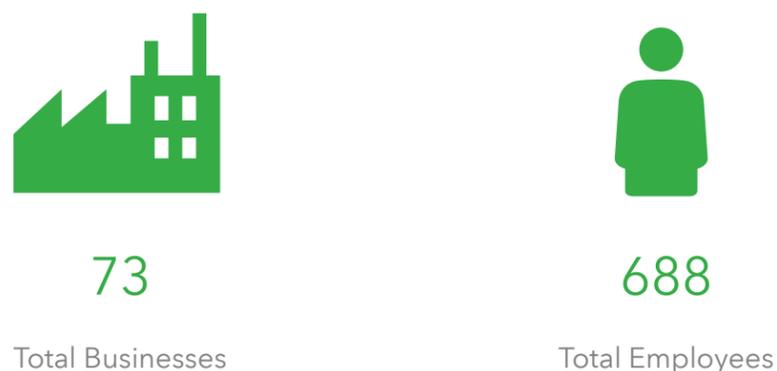


Fig 13: Employment Center Information



Chapter 2: Existing Conditions



CHAPTER 2: EXISTING CONDITIONS

2.1 Corridor Overview

The train depot corridor is a critical parcel of ground utilized by the Helper residents and visitors to access the railroad, and in turn the community's heritage. Structures on the corridor grounds date back to the original railroad depot inception in the mid 1880's. Overall the corridor currently has a hap hazardous and unrefined feel, creating a space that is uninviting to all current and potential users. Due to the conditions within the corridor, much of the space is currently utilized by local business owners for excess parking and storage of ancillary vehicles/trailers. Currently the majority of the corridor is owned by the Railroad (Union Pacific) and leased to AMTRAK under a long-term lease for use with passenger trains. As outlined in figure 16, parcel/property owners currently own property up to roughly 15 linear feet past the rear of their buildings. While the remainder of the ground is owned and maintained by Union Pacific, the City of Helper holds an easement for an additional fourteen linear feet past the property line. This easement is dedicated for utility construction and maintenance.

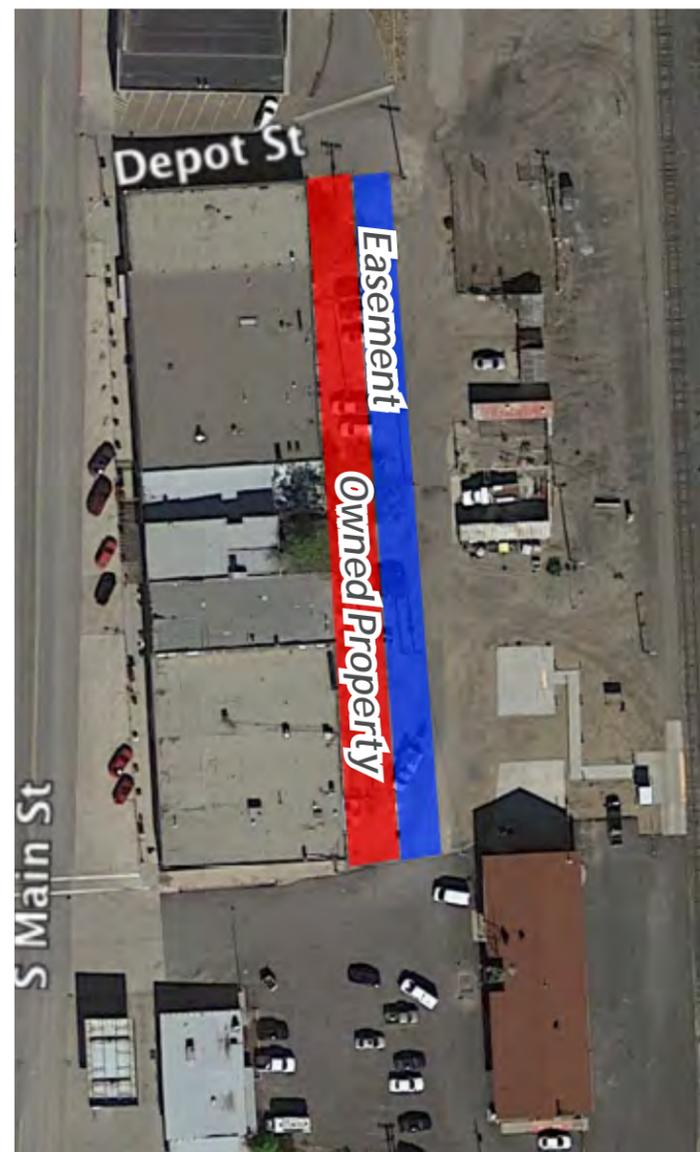


Fig 16: Property Ownership and Easement Location

2.2 Architectural

The train depot grounds and corridor property encompass the area as outlined on figure 1. Many buildings along the corridor currently have their primary entrances along Main Street with rear entrances along the corridor. During the investigation the rear entrances were in a variety of conditions, serving both residential and commercial applications. Many of the rear entrances are not well defined or demarcated, creating a set of uncoordinated openings. In addition many of the facades along the corridor are currently in poor to neglected conditions, figure 17 - 18. While several of the buildings have recently undergone enhancements to provide additional pedestrian and private space, many structures have surfaces that are flaking paint, have bricks in disrepair and failing windows. As a user moves northward within the corridor the architectural uses transition from commercial and residential to civic or recreational uses. In this space of the corridor there are minimal architectural elements that provide to the character of the corridor. The northern corridor buildings are in various stages of substandard condition, providing an unattractive atmosphere due to buildings exhibiting failing structural walls, lack of maintenance and general upkeep issues. Overall the architectural components of the corridor are in a state of disrepair causing a negative appearance for any potential site/corridor users. This lack of overall unification of character is likely impacting the potential economic prosperity and utilization of the corridor.



Fig 17: Building Facade and Rear Entrance - Original



Fig 18: Building Facade and Rear Entrance - Restored



Fig 19: Non-Vertical Utility Pole

2.3 Spatial layout

The train depot corridor is an open spatial area, encompassing over 790 feet in length and varying from 75 to 176 feet in width. Structures within the corridor are primarily located on the West side of the corridor with only the historical foundations, train depot and railroad along the East side. Permanent structures along the western side of the corridor are grouped in block length masses, providing a defined corridor boundary. These structures provide a necessary closure or barrier between Main Street and the railroad tracks. Along the East side of the corridor there are currently no structures to provide a similar spatial barrier, creating an open corridor and lack of space definition. While each side of the corridor provides a different feel and layout, the overall corridor is separated from the remainder of town; creating designated spaces for transportation and civic use. These spaces are currently separated into a mixture of private and public spaces. Public spaces along the Main Street corridor and private spaces, serving property and business owners along the railroad corridor.

2.4 Overhead Utilities

Overhead utilities within the corridor run North/South with trunk or consolidated lines, feeding individual properties via lateral service feeders. Known overhead utilities within the corridor include internet, phone and electrical services. Conditions of each utility varies, yet all are outdated and affixed to transmission poles in poor condition (figure 19). These utility poles are currently located within the easement space along the read of each owner's property. Pole locations and pole offsets from each building varies along the corridor, averaging roughly 20 linear feet from the buildings on the Southern end of the corridor and 50



HELPER DEPOT CORRIDOR PROJECT

linear feet plus on the northern end of the corridor. A map outlining the rough overhead utility locations within the corridor is provided in figure 20.

2.5 Underground Utilities

While conducting a visual investigation of underground utility surface extensions along the corridor, it was noted that storm sewer systems along the corridor were recently constructed. Upon further review, it was determined that the system was adequately sized for future growth and expansion. Constructed at a similar time to the stormsewer is the necessary curbing and grading to adequately flow water to the installed inlets. This curbing system and grading remains in operational condition showing minimal water pooling after rain storms.

Additional underground utilities are currently not known to exist along the corridor. A detailed review by surveyors and engineers should be completed prior to any construction work to verify the absence of any such additional utilities.

2.6 Site Lighting

Site lighting along the train depot corridor is only available near the depot building. As a user moves North the only illumination currently operational is the lighting within the railroad facility and grounds. Where functional or available, light fixtures are utilizing high pressure sodium bulbs in cobra head style lamps. These lighting styles are sufficient for vehicular traffic, yet provide little to no use for pedestrians or alternative transportation. At time of making this report there were numerous areas within the corridor that had dark or shadowed spaces directly adjacent to the vehicular travel lanes. This situation does not provide safe operating conditions for all required methods of transportation.

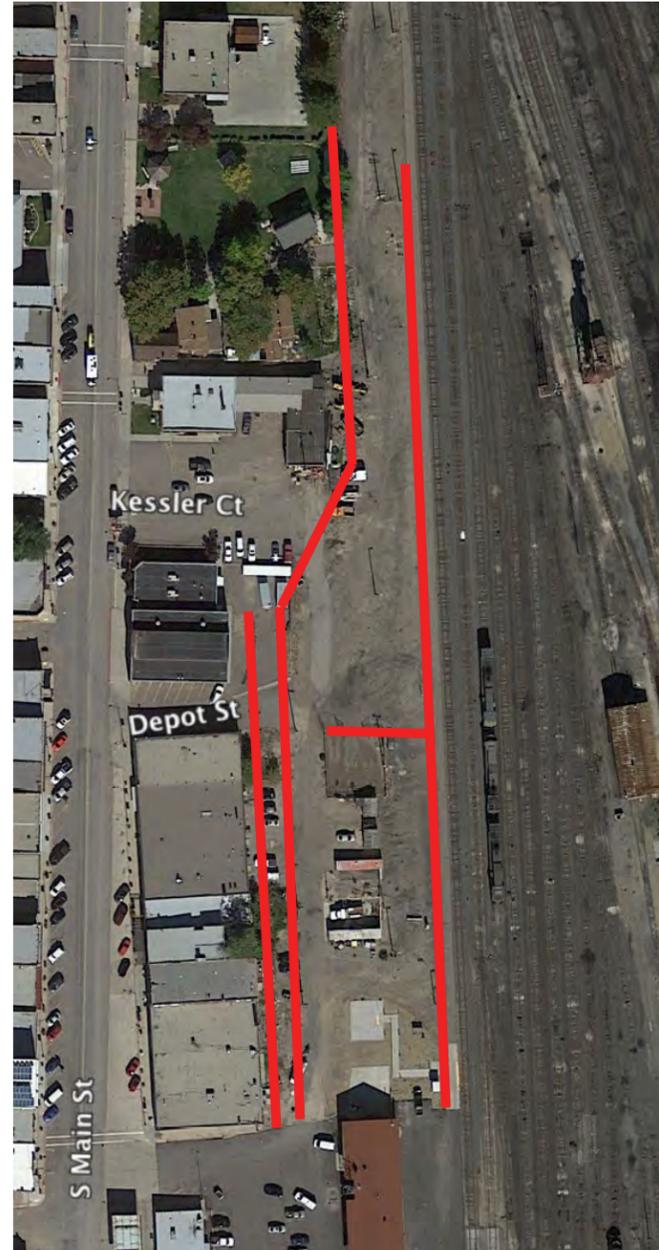


Fig 20: Overhead Utility Map

2.7 Traffic and Traffic Signalization

Currently there is no traffic signage or signalization along the entirety of the corridor. The vehicular realm is devoid of all traffic, directional, speed limit or other signage. The pedestrian realm is devoid of all signage with the exception of AMTRAK signage for property lines and off-limits areas a (figure 21). The overall lack of signage could lead to unsafe conditions for both vehicular and pedestrian traffic.



2.8 Roadways

Currently the corridor's main function is to serve as a roadway for South to North vehicular movement. While this corridor is primarily utilized by vehicles, the area does not have any sort of roadway or lane demarcation (figure 22). Roadway construction within the corridor consists of dirt or gravel surfaces and varies in width from 12 feet to 75+ feet. Without proper lane delineation, curb/gutter and signage the roadways within the corridor are more reminiscent of a dirt "off-road" trail than a regularly used thoroughfare.

In addition, current roadway configurations are creating a hardship with parking and interfering with the pedestrian realm. As a direct result of the lack of delineation and separation of transportation systems, alternative transportation and pedestrians are provided little to no safe spaces for corridor usage.



Fig 21: AMTRAK Property Signage



Fig 22: Existing Roadway Configuration

2.9 Parking

At present, parking within the corridor is not striped or regulated. As a result of these lacking features, the area is currently utilized as an unchecked parking lot for property and business owners. This is evident as illustrated in figure 23, where tenants are currently double parked along several of the business properties. At high use times the parking within southern portion of the corridor is at capacity, providing an unacceptable situation for residents and potential site users to find adequate parking. Analysis of the “at capacity” parking documented that only centralized areas along the corridor experienced this issue; specifically between the train depot building and the fire station. Moving North past the fire station parking spaces are not typically utilized (figure 24).



Fig 23: Parking Along Southern End of Corridor

In addition to having areas of concentrated parking, many people whom are using the corridor for parking are staying for an extended length of time. While conducting the existing condition analysis over the course of one weekday (8 hour timeframe), many of the cars that are parked within the corridor did not turn over or move. This lack of movement in vehicles illustrates an area that is facilitating parking needs for the local businesses specifically. If the corridor is to become more economically vibrant and provide additional site amenities for user enjoyment, the turn over and parking availability in concentrated cores will need to be addressed.

2.10 Sidewalks, Ramps, and Crosswalks

Currently there are no sidewalks, ADA ramps or crosswalks within the entirety of the corridor (project area). This includes north-to-south movements as well as lateral connectors to Main Street (figure 25). While none of these surface level infrastructure elements are provided, sections of the corridor have recently constructed curb and gutter to support the storm water system. These curbs have been recently installed and are in acceptable shape showing limited to no wear.



Fig 24: Parking Along Northern End of Corridor

2.11 Signage

Signage within the corridor is limited, primarily provided for businesses and railroad property designations. The sparse signage within the corridor is hindering safe and effective utilization of the corridor for all varieties of users. While the signage is sparse, there are a few specific styles of signage that are impacting the corridor.

Currently the railroad and railroad companies have the greatest number of signs within the corridor. Their signs are provided to corridor users for outlining the laws and ordinances governing the railroad grounds, as well as the property boundaries. These signs are primarily information and utilize many infographic symbols to warn people about the hazards of railroads and an active railroad yard. While these signs are effective in their messaging, they are inadequately placed to provide the necessary information for all users. These signs are often hung in obscure locations, at abnormal heights or entirely out of viewshed (figure 26 & 27).



Fig 25: Corridor Length Image Illustrating No Sidewalk Surfaces



Fig 26: Sample Railroad Signage

Within the corridor there is no posted traffic signage. This lack of signage includes; directional signage, speed limit, travel direction or shared use responsibility. This overall lack of signage is creating an atmosphere that is dangerous to all circulation methods. During the existing conditions analysis it was observed that vehicles utilizing the corridor do not follow common traffic or transportation laws, often driving on the wrong side of the road and speeding well above the design or surface speed. This behavior has created a corridor that is unsafe and unusable for pedestrians or alternative transportation.



Fig 27: Sample Railroad Signage

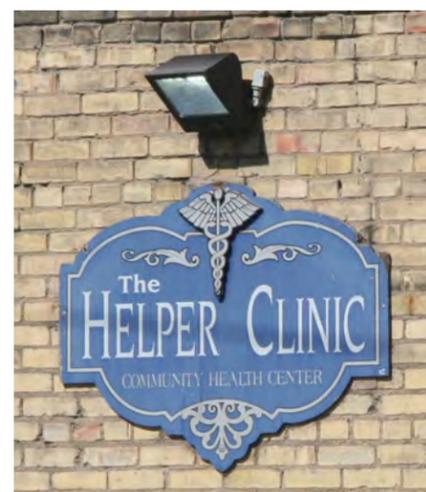


Fig 28: Sample Business Signage

Within the southern portion of the corridor, from the train depot to the fire station, the businesses have posted additional business signage on the rear of their properties. This space utilization has created an additional pseudo commercial corridor and effectively doubling the face frontage for commercial and retail businesses. These signs are primarily located on the building, painted or mounted, and denote the name of the business and the status of the rear entrance. These signs are very informative and serve their purpose. While this style of signage will improve the businesses, the overall sign characteristics are lacking a cohesive feel to provide a unified character for the corridor. Outlined in figure 28 is a sample of business signage within the corridor.



Chapter 3: Community Input



CHAPTER 3: COMMUNITY INPUT PLAN

As an important step with any community-based planning exercise, community input was completed for the Heber City Downtown Study. Sample results from the community participation process are outlined on the following pages of this section:

3.1 Online Surveys

Two online surveys were presented to Helper City residents, visitors, and other various stakeholders. Specific information about each survey is outlined below:

Initial feedback survey: The purpose of this survey was to gather initial thoughts and comments from residents about the corridor, typical use and their individual desired vision. A total of 138 respondents completed the survey.

Additional feedback survey: This survey focused around evaluating the “fit and finish” of the corridor, as well as conceptual layouts for a roadway. A total of 185 respondents completed the survey

SURVEY NO. 1

What is your ultimate goal for the pedestrian corridor space? Please select one

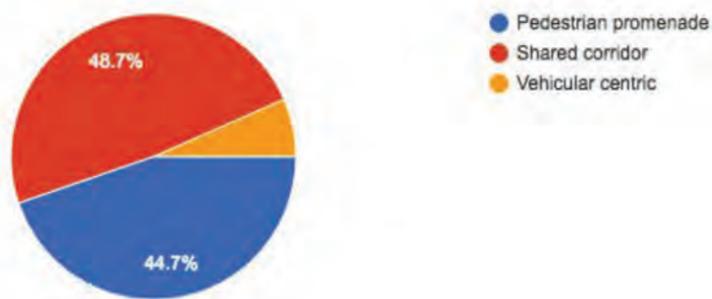


Fig 29: Survey No. 1 Question No 3

Do you support integration of alternative transportation (i.e. bicycle lanes) into the pedestrian corridor?

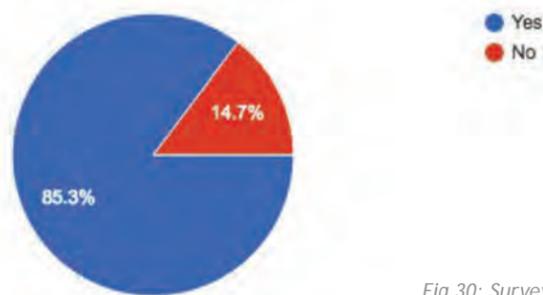


Fig 30: Survey No. 1 Question 5

SURVEY NO. 2

2. Do you support creation of a one-way road within the corridor?

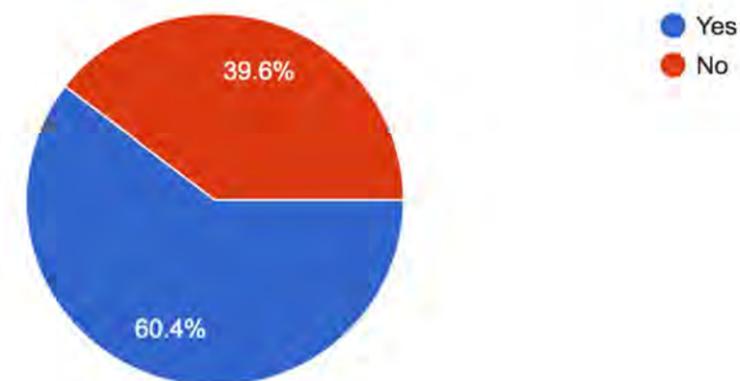


Fig 31: Survey No 2 Question 2

3. Which style of parking is desired for the corridor?

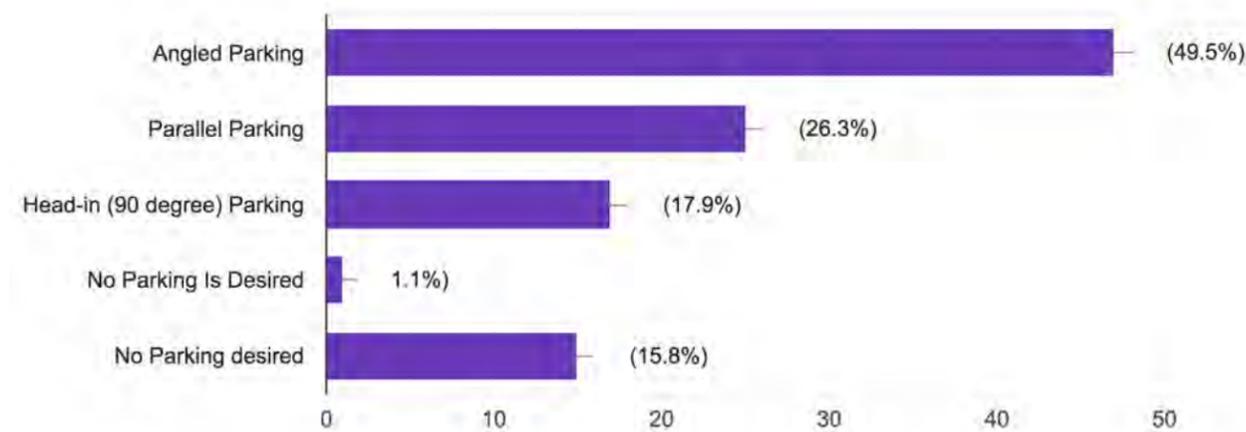


Fig 32: Survey No. 2 Question 3



3.2 Open-House Meetings

Three open-house meetings were hosted for the Helper Depot Corridor Project. Each meeting was crafted to encourage residents, visitors and elected officials to provide valuable feedback. It is based on the feedback received that the consultant was able to help with creation of a unified vision and set of goals for the depot corridor:

First Open-House Meeting:

At this meeting over 40 people attended to provide feedback about their community. At this meeting residents were provided with five (5) unique stations that asked for their input and feedback in reference to the corridor.



Fig 33: Public Meeting Stations



Fig 34: September Public Meeting Participants



Fig 35: Additional photo of residents at public input stations



Second Open-House Meeting:

At the second meeting 23 people attended to provide further feedback about the corridor layout. At this meeting participants were provided with two (2) layout options for the corridor built environment, outlining distinct alternatives for utilization of the vital public space. A sample board used for voting at the event is below:

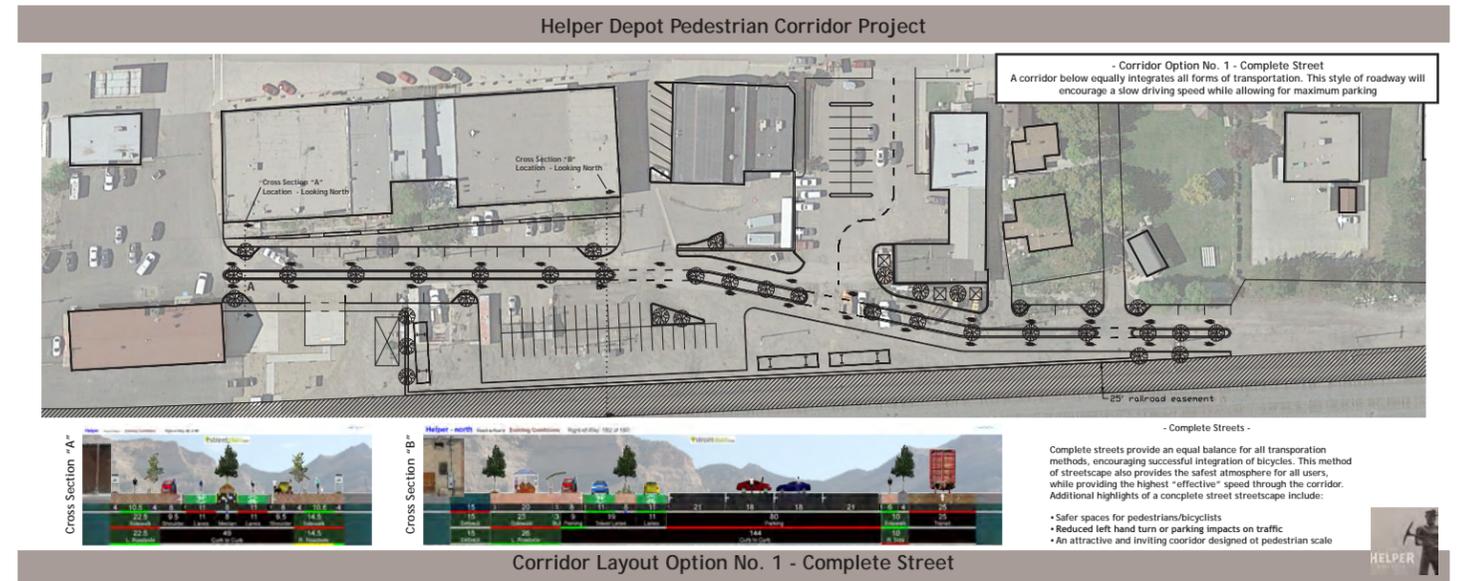


Fig 36: Meeting board from the second input meeting

Third Open-House Meeting:

During the third open house meeting, final corridor layout configurations were provided to the public for review, specifically to decide between a two-way roadway or a one-way roadway. A sample board used for voting at the event is below:

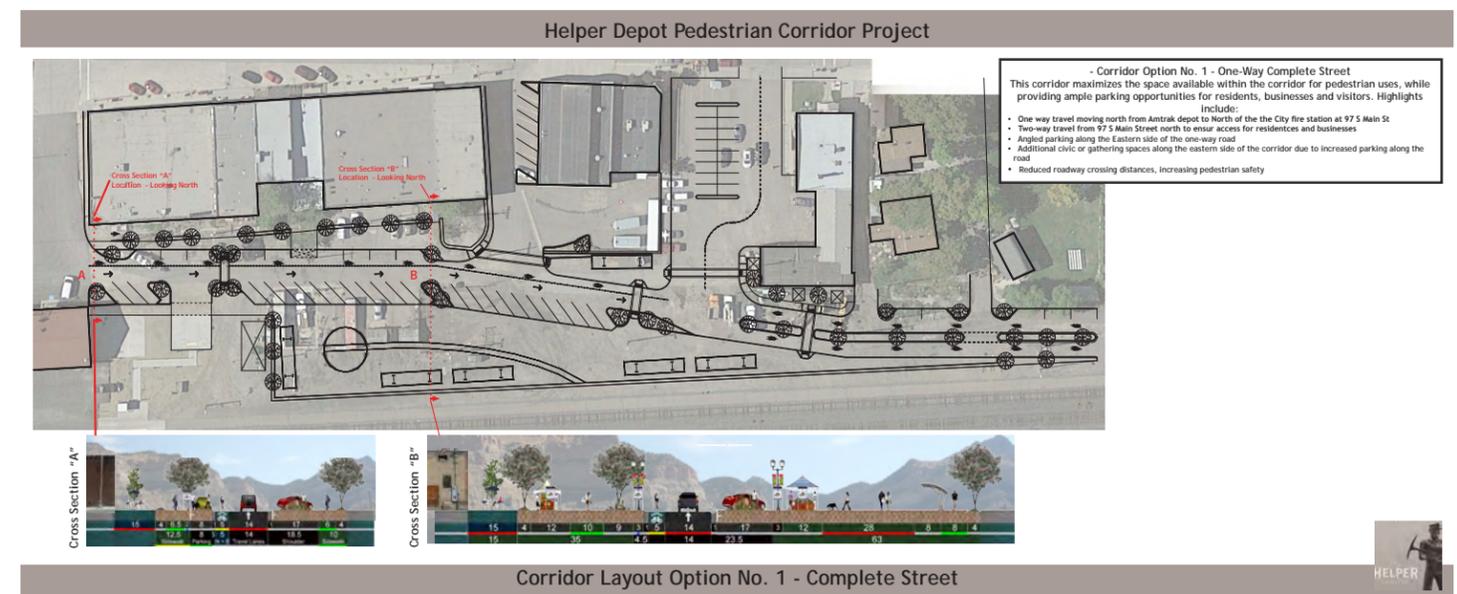


Fig 37: Meeting board from the third input meeting

Chapter 4: Recommendations



CHAPTER 4: RECOMMENDATIONS

Providing a highly implementable and community backed set of recommendations will ensure that proposed enhancements are quickly achieved. Understanding this, Downtown Redevelopment Services, LLC prepared the below set of recommendations to make catalyst enhancements within the depot corridor area.

4.1 Streetscape

Providing site users with an attractive, inviting, and safe corridor is critical to ensuring adequate resident use for vehicles, as well as pedestrians. The depot corridor is currently a mixture of underutilized and unusable spaces and levels of service that may be hindering how people integrate with the depot and depot grounds. We recommend that the City of Helper and the Helper Project undertake the following tasks to provide qualitative and quantitative improvements within the corridor to encourage increased utilization by residents while balancing the needs of a growing visitor base.

CORRIDOR INFRASTRUCTURE

Currently, the corridor is lacking adequate infrastructure to convey vehicular traffic and satisfy parking needs. Infrastructure conditions within the project area vary in quality, creating an atmosphere that is indistinct and lacking in a cohesive community character. Implementing the recommendation of a one-way corridor will provide a more cohesive surface infrastructure that will promote a congruent theme distinct yet similar to efforts currently underway in the downtown. Our recommendations pertinent to a one-way corridor are as follows:

1. Install a one-way corridor for vehicular uses

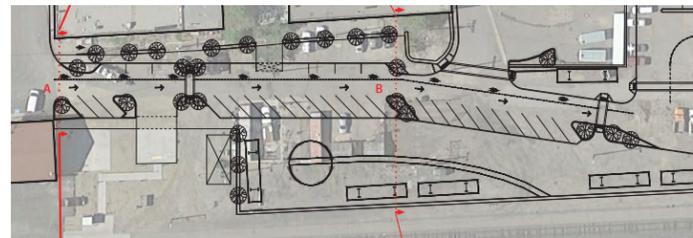


Fig 38: Blow-up from One-Way corridor plan

During the community-input portion of the depot corridor project, the community was overwhelmingly in support of further delineating the corridor, as well as formalizing it with a one-way roadway. As outlined in the figure on the following pages, a one-way corridor is recommended from the depot entrance to the existing city maintenance building. Such a structure will allow for maximum utilization of space with a gracious 14-foot-wide lane and on-street parking. The one-way corridor will create a clearly delineated and defined vehicular space along the corridor and provide adequate separation between the roadway and railroad property. We recommend implementing the roadway as outlined in figure 38.

2. Install curb and gutter along corridor

Along with a roadway, we recommend curbing and rain gutters along the entirety of the corridor. This recommendation is provided in an effort to adequately convey rainwater and snow melt, as the roadway installation will increase the impervious surface area. We recommend integral curbing and gutters (figure 39) as the best management practice to allow for longevity and durability of the features.



Fig 39: Example of integral curb and gutter system



3. Install sidewalks and civic spaces

While the corridor is primarily designed to allow for increased vehicular use, there are many enhancements that would provide additional features for pedestrians. As outlined in figure XX, we recommend installing an extra wide (10') sidewalk on the West side of the corridor. By placing the pedestrian circulation along the rear of the properties, individuals will be provided with a circular "loop" to explore the downtown corridor. This loop, outlined in figure 40, will encourage equal use of the downtown businesses while providing access to views of the train grounds and movement within the rail yard. In addition to providing a sidewalk, there are several areas within the corridor (figure 41) that are designed as pedestrian-gathering areas or civic spaces. These areas should be utilized to fill the vital "third space" for all community residents to enjoy and gather. Elements within these spaces include a flat non-slip surface, festival plugs for electricity, and visual and historical points of interest.



Fig 40: Additional width sidewalk example

As an additional space for the corridor, a pedestrian round-about is proposed for in front of the depot. This facility will create a safer environment for pedestrians, helping them integrate into the depot building and corridor. As an additional feature of this design, a space is planned for a showcase piece of artwork that represents the character of the community and the unique history that has made Helper what it is today.

4. Install ADA ramps and distinct crosswalks

As outlined in the corridor layout, ADA ramps and distinct crosswalks are recommended. These enhancements will ensure that all individuals are provided equal access to the entirety of the corridor. By providing distinct crosswalk pavements (figure 42), vehicular users will be notified of the potential conflict points with pedestrians and encouraged to slow down accordingly. Providing these clearly outlined spaces is critical to ensuring that site users feel safe within the corridor and are provided ample opportunities to be safely conveyed from East to West.



Fig 42: Sample of distinct pavement in crosswalk



Fig 41: Proposed pedestrian loop

5. Install additional vegetation

An overwhelming theme from all survey respondents and meeting attendees was the need for additional landscape elements within the corridor. It should be noted that the residents were specific about the proposed landscaping remaining native to the region and meeting xeriscape (drought-tolerant) principles. As illustrated in figure 43 - 45, there are several suitable locations for landscaping. They are as follows:

- **Curb Bulb-outs** - At curb bulb-outs, we recommend landscaping to allow for a visual barrier between the vehicles and pedestrians. These landscape buffers will provide a vertical barrier between the roadway and sidewalk or walking surfaces. A typical bulb-out plant is illustrated in figures 43.
- **Railroad Buffer** - Based on preliminary discussions with the railroad companies, we recommend a substantial vegetated buffer to separate users from the railroad tracks in an effort to increase safety. To achieve this, a large buffer has been designed (figure 44) to provide a physical barrier along the corridor, while remaining visually attractive. In addition to the vegetation, a vehicle-resistant fence is required along the railroad property (figure 46).
- **Center Medians** - Planting within the center medians is designed to create a visually attractive and pedestrian/vehicular-scaled corridor. We recommend that this planting remains simple, focusing on defining the vertical plane (figure 45).

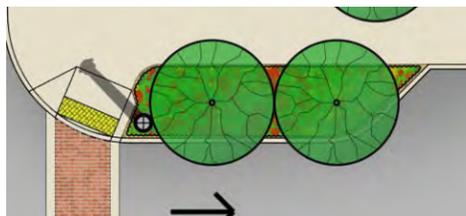


Fig 43: Curb bulb-out vegetation location



Fig 44: Railroad buffer vegetation example

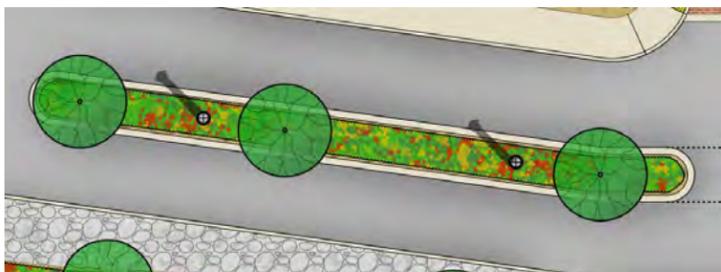


Fig 45: Planted median vegetation buffer

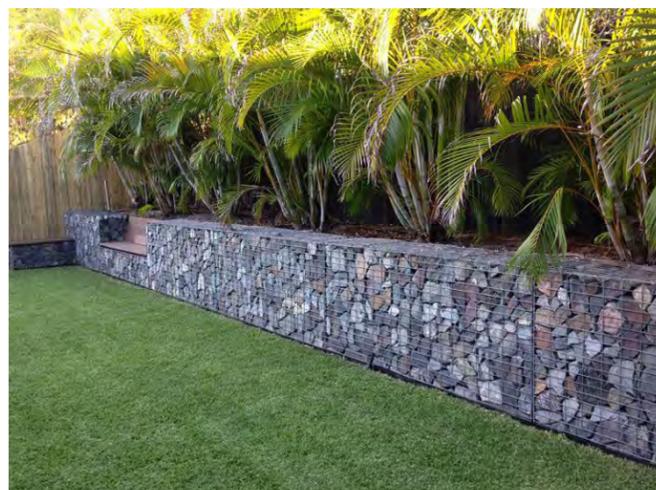


Fig 46: Example of gabion wall

6. Installation of site lighting

The site has inadequate lighting to create a safe corridor for any method of transportation. We recommend that the necessary lighting be installed to provide safe and consistently lit areas throughout the corridor. The installation of lighting should be completed at 70 linear feet intervals to provide adequate overlap in lighting between LED luminaires. Light poles and luminaires should be of a pedestrian scale of no more than 12 feet tall and be of a design that is congruent to recent work along Main Street, yet historically accurate. Sample lighting that is appropriate for installation within the corridor is outlined in figure 47. All lighting within the corridor should be designed to meet dark-sky standards, ensuring that light pollution is kept to a minimum and the supreme natural beauty of Helper is retained.



Fig 47: Example of dark-sky certified lighting

SITE AMENITIES

A recurring theme of the public input process was respondents who were vocal about the desire and need for additional site amenities within the corridor. Meeting this goal for the city's residents would encourage additional use of this public space and, potentially, further use of underutilized corridor businesses. We recommend installing site amenities on the sidewalk and within close proximity to structures or high-use sites.

Site amenities are currently not provided within the corridor, creating undue hardship for site users looking to use benches, trash receptacles or bike racks. To help encourage adequate use of these features we recommend that amenities be spaced at adequate intervals, as outlined below:

1. Trash & Recycling Receptacles

Spacing should be no more than 75 linear feet apart. Receptacles should be placed within the bulb-out or vegetative spaces, as well as in decorative concrete or brick bands to hide their visual intrusion yet remain close enough for ease of use. Receptacles should be custom fabricated and purchased from a reputable manufacturer. Specific receptacles should be designed to meet Helper's current and future needs, while allowing for creativity to showcase the unique culture and values of the community. Typically, these amenities are powder coated, ensuring a minimum ten-year usable life (figure 49)

2. Benches

Benches should be placed within the downtown corridor at intervals of 100 to 125 linear feet. Locations for benches can be altered to meet needs within the corridor but should be integrated into all curb bulb-outs, as this reclaimed space will not interfere with pedestrian circulation. When not placed in a curb bulb-out, it is important that benches be placed within the first three (3) linear feet of a sidewalk. This location will increase usage while not hindering flow. Benches should be bolted directly to the concrete and constructed from high-quality materials. Typically, these amenities are powder coated, ensuring a minimum of a ten-year usable life. A sample bench is illustrated in figure 48.



Fig 48: Example of gabion benches to match Main Street



Fig 49: Example of trash receptacle



HELPER DEPOT CORRIDOR PROJECT

PROTOTYPICAL BLOCK

The City of Helper and Helper Project currently have numerous ongoing or upcoming projects, none of which will have as significant an impact as the recommended enhancements within the depot corridor. To ensure that the community vision is met in both the short and long term, a conceptual streetscape has been designed that will eliminate redundant costs as the needs for the downtown corridor change. Outlined below are details for the designed prototypical block:

1. Streetscape Enhancements

Providing enhancements within the downtown core is vital to improve both pedestrian atmosphere and safety. In support of this, the recommendations below should be implemented within the next two to five years.

1. Install a clearly delineated one-way roadway
2. Create angled parking along the corridor

3. Install site amenities
4. Create civic spaces
5. Install additional landscaping and vegetation
6. Install additional lighting as necessary

Outlined below are individual design schematics for proposed streetscape enhancements:

- Streetscape Enhancements - Rendering (figure 51)
- Streetscape Enhancements - Plan View (figure 50)

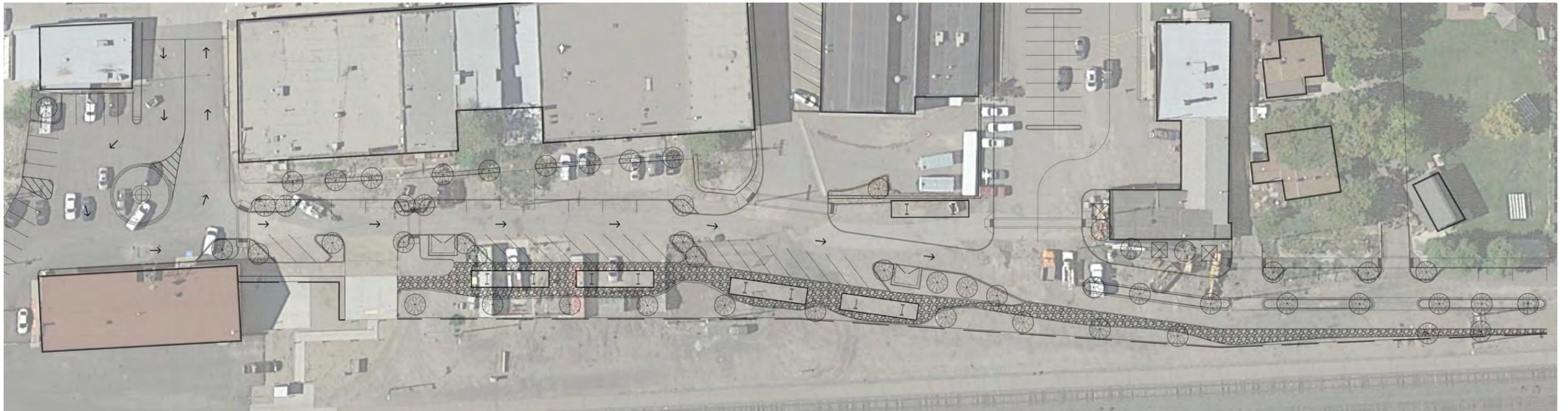


Fig 50: Streetscape Enhancements - Plan View



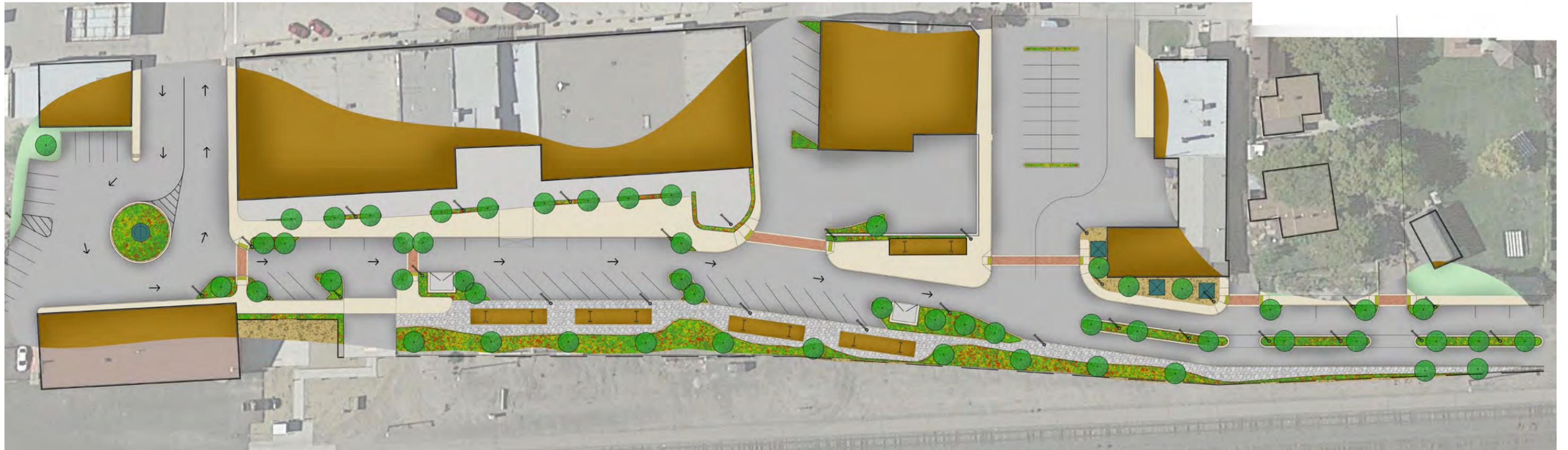


Fig 51: Streetscape Enhancements - Rendering



4.2 Built Environment & Architectural Elements

The City of Helper and Depot Corridor have buildings that are unique and remarkably intact. Outlined in this section, the team is proposing several prioritized recommendations to help the city and its residents continue their economic growth, while creating a more diverse economic corridor for residents to enjoy.

FAÇADES

Façades within the corridor are relatively intact, providing a sense of continuity for people. Recommendations for improving these façades are as follows:

1. *Work with local property owners to help identify and preserve significant properties*

Ensuring that property and business owners know the history of their buildings and how each fit into the overall historical context of the community is the first step for a successful façade renovation. While completing this step, the community should work with local historians and historical societies to create a detailed analysis of the downtown core buildings. Often, this analysis will provide intrinsic value to buildings and help property owners better understand the original architectural character of their buildings.

2. *Host workshops for period-accurate and sustainable façade renovations*

To ensure that façade renovation is completed to enhance the historic character of the community while being sensitive to best management practices for sustainability, we recommend retaining a historical consultant to facilitate a two-day course on current façade-renovation styles and techniques that personify the local character. During this course, the consultant should provide:

- Analysis and historical review techniques
- A demonstration of period-specific construction techniques
- Discussion of how to integrate necessary code upgrades and improvements into a historic structure
- o Understanding the overall process for façade renovations
- o Integrating sustainability and best management practices within buildings
- Tips and tricks for contractor and/or architect selection
- Discussion of appropriate architectural elements for buildings within the downtown core

As a result of this meeting, property and business owners will be provided with a “bag of tricks” to help implement successful façade renovations that meet individual property goals while providing more continuity to the overall community character. Figure 84 represents educational materials utilized during workshops to help attendees understand the terminology and its importance.



3. *Work with property owners to create renovated façades on the rear of the buildings*

Just as important as helping identify the proper techniques for façade renovation is helping the local community to complete these necessary enhancements to their individual buildings. We recommend that the Helper Project work with local business owners within the depot corridor project area to complete vital upgrades to the rear façades of buildings. We propose that the façades serve as additional store fronts for businesses, offering adequate signage and information to encourage individuals to visit their establishments. Where not desired to create additional entrances, the rear façades could provide ideal billboards and mural locations, giving the corridor a softer or more pedestrian-friendly appearance. Samples of façades are provided in figure 52 & 53. All murals and façade work should be approved by the municipality and other appropriate design review agencies, as they will have an impact on the larger community.

4. *Incentivize period-accurate renovations to preserve character along the corridor*

Incentivizing property owners to complete the work is just as important as educating them about it. We recommend creating a façade program for local business and property owners. While details of the proposed program are not specifically provided as part of this document, we recommend creating a community-based program, backed by the Helper Project, that will provide:

- a 50/50 match for façade improvements, up to \$5,000 per property (for legally addressed properties)
- a competitive application process for grant assistance
- project and funding program parameters to ensure that renovation funds are properly spent.



Fig 51: Sample of corridor facade



Fig 52: Additional example of corridor facade

Over a period of five to seven years, the Helper Project will be able to facilitate transformational changes within the corridor through façade or building improvements. These renovations within the corridor area are the most economical and effective improvements for a revitalization, often spurring further economic impact. Minor changes such as paint, windows, doors, signage, and awnings can transform the atmosphere and character of the corridor.

4.3 Land Use

INFILL

In recent years, the depot corridor has adapted to meet the needs of the residents and a local-based economy, allowing the standards for infrastructure and infill development to become more relaxed. It is our recommendation that infill development, including parcel turn-over, require a minimum percentage of available space be dedicated to the proposed civic uses along the corridor. To achieve this, we recommend a comprehensive assessment of all vacant and underutilized properties, including property boundaries, within the downtown project area. This will allow the corridor property owners to plan for adequate infill development and increased use of the corridor to make it more inviting and welcoming to users, a sample image of lacking civic space provided in figure 53.



Fig 53: Improper civic space example

Through exploration of these properties, the City of Helper and the Helper Project will be able to determine the correct percentage of space necessary to provide for adequate civic spaces along the depot corridor. Our recommendation also notes that development in these areas should be strictly monitored to ensure that proposed uses are congruent with current community priorities, such as accessibility, parking, pedestrian-gathering spaces, and increased business opportunities.

DENSITY

The depot corridor currently has an automotive-centric, low-to-medium density land-use pattern. In order to improve the long-term viability of the corridor and spur additional users to enjoy the corridor, we recommend that future development provide additional density within the downtown core project area. The proposed density will preserve the currently open civic spaces and allow for individuals to enjoy the beauty of the natural surroundings and experience a working rail yard.

Density should be examined for existing and proposed structures, increasing density through diversification structures, businesses, and civic spaces. Diversification can be achieved, with minimal impact on current land uses, by exploring options for adapting second- and third-floor spaces for professional, office, and consulting services.



Fig 54: Thriving corridor with diverse retail and commercial offerings

By increasing density within the corridor area, the community will be provided with a strong corridor of professional and retail spaces to meet their currently under-served needs, ensuring that the Main Street corridor can remain focused on retail establishments. A community that has increased services offered within close proximity to the core experiences additional foot traffic in the immediately surrounding public spaces. In addition, the community will be provided with a more sustainable downtown due to the varied nature of services provided across multiple floors. Figure 54 illustrates a corridor that has successfully completed this recommendation.

4.4 Creation of Civic Spaces

The residents were vocal in their desire for an increased amount of community or civic spaces within the depot corridor. This desire stemmed from the lack of adequate space to enjoy the natural surroundings and rail yard, without fear of harm. The ideal time to help preserve, create, and promote civic spaces is when a revitalization effort is being planned. This being said, the corridor layout provided allows for these spaces to be created and so we recommend that the civic spaces to be created remain for this purpose in perpetuity. The designed spaces are provided to allow for efficient and effective programming for the purposes below:

- Plaza space
- Farmers markets
- Festival/Event spaces

Through creation of these spaces the community will be better served with additional gathering and congregating spaces, encouraging increased integration and civic pride. Outlined in figure 55 is a blow-up of several civic spaces within the proposed corridor layout.

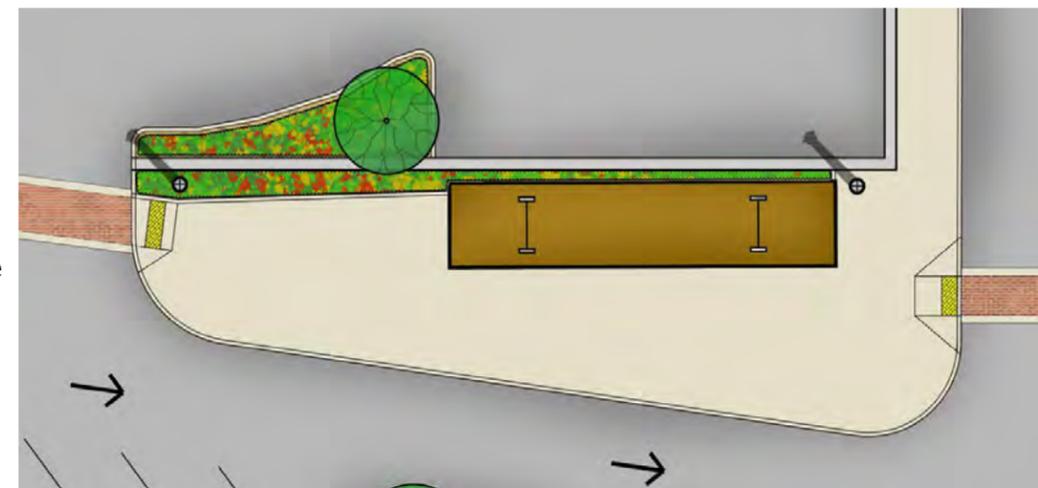


Fig 55: Civic space blow-up from corridor plan

Figures 56-57 illustrate proposed uses of the civic space.



Fig 56: Sample of civic space utilization



Fig 57: Additional sample of civic space utilization



4.5 Community Character

The character of a corridor is the heart and soul of what makes it a “place”. Currently, the depot corridor does not have a cohesive or congruent feeling of place when someone drives or walks the length of the area. While there are several property owners who have made efforts to create a more inviting place and create an individualized character, they lack congruency and so do not provide the cohesion necessary to identify the corridor. To help the community achieve a unified character, we recommend the following:

1. Undertake a community-based corridor branding campaign

A depot corridor is unique, specifically due to the eclectic mix of amenities provided, coupled with the current utilization trends, making a confusing and often unknown character. In order to help people better understand where the corridor is and to create a sense of place for the space, we recommend a branding campaign. This campaign would work with residents, business owners, and stakeholders to better understand what exactly will make the depot corridor stand out and allow the space to retain its unique historical heritage. The following steps should be completed as part of such a campaign:

- Extensive community-participation process, such as:
 - o charrettes
 - o open houses
 - o surveys/questionnaires
- Attendance at community events (farmers markets, parades, etc.)
- Community brainstorming sessions
- Community-based logo and slogan campaigns
- Allow residents and visitors alike to provide their renditions of the proposed logo/slogan
- Work with local schools and universities for student support of designs
- Public voting and review of draft logos and slogans
- Adoption of community branding alternatives
- Utilization of branding on various municipally-owned amenities, such as:
 - o benches
 - o waste/recycle receptacles
 - o bike racks

- o wayfinding signage and road/street signs.

2. Undertake a community-design process

Ensuring that the community is heard is vital to the success of a brand. To help achieve this, we recommend completing a community-design process as part of the overall branding campaign. The design competition should be open to the public, including schools and universities, and allow anyone to provide a design for review. Once the community designs have been collected, they should be reviewed by a group comprising both municipal officials and residents to determine the most desirable. The short-list of branding solutions should then be provided to a design professional for polishing and finalization. As a direct result of the branding campaign, the community would be provided with a unified vision for their corridor to implement and rally around. Our experience has indicated this work is best completed by an unbiased outside consultant capable of balancing community needs and various levels of local government.



Fig 58: Sample of defined and unified community character



Fig 59: Additional sample of defined and unified community character



Chapter 5: Implementation



CHAPTER 5: IMPLEMENTATION STRATEGIES

Planning documents are virtually worthless if they are not implementable. To assist the Helper Project with their goals of a revitalized corridor, the following section outlines strategies for implementation of the proposed enhancements. While intensive effort and review was undertaken to prepare the information in the below section, it should be noted that information and availability of funding changes on a regular basis and should be verified prior to initiation of implementation strategies.

5.1 COST ESTIMATES

The first step to achieving an implementable project is understanding the potential costs for construction. Outlined below is a conceptual cost estimate for the corridor construction. Please note that the estimate to the right is not based upon a quantifiable unit take-off, but merely a linear foot cost. All costs must be updated during the design or construction documentation phase of work to ensure validity.

Helper Pedestrian Corridor					
Major Category	Sub-Category	Unit Type	Amount	Unit Cost	Total Cost Per Category
Streetscape	Sidewalk	LF	1,050	\$225.00	\$236,250.00
	Landscaping	LF	661	\$48.00	\$31,728.00
	Site Lighting	EA	29	\$5,500.00	\$159,500.00
	Landscape Buffer	LF	1,321	\$50.00	\$66,050.00
	Curbing	LF	2,100	\$40.00	\$84,000.00
	RR Exhibits	EA	8	\$4,000.00	\$32,000.00
	Trash Enclosures	EA	2	\$25,000.00	\$50,000.00
	Trees	EA	54	\$275.00	\$14,850.00
	Building Façade	EA	10	\$5,000.00	\$50,000.00
Major Category Sub-Total					\$724,378.00
Roadway	Crosswalk	LF	178	\$140.00	\$24,920.00
	Roadway Asphalt	LF	1,279	\$200.00	\$255,800.00
	Parking areas	SF	17,521	\$15.00	\$262,815.00
	Striping	LS	1	\$5,000.00	\$5,000.00
Major Category Sub-Total					\$548,535.00
Round-about	Crosswalk	LF	14	\$140.00	\$1,960.00
	Roadway Asphalt	LF	365	\$200.00	\$73,000.00
	Parking areas	SF	7,322	\$15.00	\$109,830.00
	Striping	LS	1	\$5,000.00	\$5,000.00
	Sidewalk	LF	241	\$225.00	\$54,225.00
	Landscaping	LF	122	\$48.00	\$5,856.00
	Curbing	LF	590	\$40.00	\$23,600.00
	Trees	EA	2	\$275.00	\$550.00
	Site Lighting	EA	3	\$5,500.00	\$16,500.00
	Building Façade	EA	1	\$10,000.00	\$10,000.00
	Special Feature	EA	1	\$40,000.00	\$40,000.00
Major Category Sub-Total					\$340,521.00
Sub-total all categories					\$1,613,434.00
10% Construction Document Design Fee					\$161,343.40
2% Survey Fee					\$32,268.68
11% Construction Administration/Observation Fee					\$177,477.74
Project Total Cost					\$1,984,523.82



HELPER DEPOT CORRIDOR PROJECT

5.2 USE AND SOURCE OF FUNDS

Equally important as understanding the potential costs for construction is a specific and tailored strategy to ensure adequate funding is available. Outlined in this section are the proposed uses (construction) and sources (grant funding, legislative set aside, and fundraising) to complete the project. The information represented below provides a unique leverage of funding mechanisms to provide the largest return on investment, limiting the total cost to the Helper Project or City of Helper.

Project Phasing

Understanding the timing of project implementation is critical to the overall success of the project. Outlined below are the proposed phases for implementation of the Helper Depot Corridor Project.

- Phase 1 - Roundabout and adjacent area construction
- Phase 2 - Corridor Construction

Use of Funds

- Phase 1 - Roundabout and adjacent area construction
 - Projected Cost of \$1,565,682.99
- Phase 2 - Corridor Construction
 - Projected Cost of \$418,840.83

Source of Funds

- Phase 1 - Roundabout and adjacent area construction
- Phase 2 - Corridor Construction

Funding Source	Amount
UDOT TAP Grant	\$200,000.00
Legislative Set Aside	\$150,000.00
The Helper Project Fundraising	\$68,840.83
Total	\$418,840.83

Funding Source	Amount
Union Pacific Foundation	\$150,000.00
Legislative Set Aside	\$400,000.00
People and Places Grant	\$100,000.00
The Helper Project Fundraising	\$915,682.99
Total	\$1,565,682.99

* NOTE: each phase of work has their respective portion of professional fees included in the phased estimates.

5.3 ROLES AND RESPONSIBILITIES MATRIX

Implementation phases have a tendency to become needlessly extended and lengthened, due to a lack of understanding for roles/accountability. To remedy this common issue, Downtown Redevelopment Services has provided a Roles and Responsibilities Matrix. This table will clearly outline a timeframe, party/individual responsible and major milestones for each recommendation. This document should be reviewed quarterly to ensure that all parties or individuals have met their goals or have made significant process towards their goals. Holding all parties responsible for their actions ensure that the proposed recommendations are quickly implemented, creating a quicker return on investment for the Helper Project and stakeholders/residents of Helper.

Helper Pedestrian Corridor			The Helper Project	The City of Helper	Local Residents	Property Owners	Completion Date
Section	Subsection	Recommendation					
4.1 - Streetscape	Corridor Infrastructure	1. Install a on-way corridor					Spring 2020
4.1 - Streetscape	Corridor Infrastructure	2. Install curb and gutter					Spring 2020
4.1 - Streetscape	Corridor Infrastructure	3. Install sidewalk					Spring 2020
4.1 - Streetscape	Corridor Infrastructure	4. Install ADA and crosswalk					Spring 2020
4.1 - Streetscape	Corridor Infrastructure	5. Install additional vegetation					Spring 2020
4.1 - Streetscape	Corridor Infrastructure	6. Install site lighting					Fall 2019
4.1 - Streetscape	Site Amenities	1. Install site amenities					Spring 2020
4.2 - Built/Arch	Facades	1. Identify significant properties					Fall 2019
4.2 - Built/Arch	Facades	2. Host workshops					Fall 2019
4.2 - Built/Arch	Facades	3. Work with property owners					Fall 2019
4.2 - Built/Arch	Facades	4. Incentivize façade renovations					Spring 2020
4.3 - Land Use	Infill	1. Vacant property assessment					Summer 2019
4.3 - Land Use	Density	1. Building Diversity assessment					Fall 2019
4.4 - Civic Spaces	Civic Spaces	1. Increase civic spaces					Fall 2019
4.4 - Civic Spaces	Civic Spaces	2. Program Civic Spaces					Summer 2019
4.5 - Comm. Char.	Comm Char	1. Corridor branding campaign					Summer 2019
4.5 - Comm. Char.	Comm Char	2. Community design process					Summer 2019

APPENDIX

- Survey No. 1 Results
- Community Input Meeting No. 1 Results
- Survey No. 2 Results
- Community Input Meeting No. 2 Results
- Community Input Meeting No. 3 Results





DOWNTOWN
REDEVELOPMENT
SERVICES

