NORTH TEMPLE
NEIGHBORHOOD CHANGE:
Promoting Equitable
Development Along the
North Temple Corridor

HOUSING & NEIGHBORHOOD ASSESSMENT
Westside Studio - Spring 2017

UNIVERSITY OF UTAH
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Executive Summary

This report explores the strength of public housing on the west side of Salt Lake City. The end goal is to promote equitable housing and neighborhood revitalization along the North Temple Corridor. The objective is to expand public housing on the West side of Salt Lake City through Transit Oriented Development and the Redevelopment Agency.

To accomplish this goal, the project required data collection on current issues such as housing conditions, possible improvements to enhance transportation, and demographics because this community is the most diverse in the city. The results from local resident surveys and resident interviews were collected and compiled. Final recommendations to improve equitable housing in the neighborhood were developed from this compilation.

This report analyzes various housing characteristics within the study area of the Westside Studio Project. The housing and neighborhood study area focuses on a small section along North Temple where there are an estimated 4,876 homes (Census Bureau 2015). The map to the side visualizes the study area for clarification. The data for Salt Lake City is used to compare 2010 and 2015 data.
Introduction

The University of Utah provides a workshop class associated with University Neighborhood Partners, the Redevelopment Agency, NeighborWorks, and local community council etc. The purpose of this studio is to promote equitable housing and neighborhood revitalization along the North Temple Corridor. The Westside Studio has partnered with groups on the west side to redevelop motels, mitigate homelessness, explore evictions and displacement, and connect the Folsom Corridor and Jordan River Parkway Trail.

Since the North Temple Corridor has been mixed-use with a high rate of poverty throughout the last several decades, the community has limited private sector investment and development of neighborhood amenities to enhance residents’ quality of life. However, neighborhood changes began to occur due to the construction of the TRAX light rail and the establishment of an urban renewal area by the Redevelopment Agency of Salt Lake City.

Future policies should reflect the needs of underrepresented groups, while addressing the needs of the population as a whole. The 2017 Westside Studio will develop a North Temple Strategic Implementation Plan to explore housing and neighborhood opportunity within the North Temple RDA Urban Renewal Area.

Goals and Objectives

Methodology

This report utilized various databases and city resources, including American FactFinder and AGRC.

The class collected data to gain an understanding of the existing physical neighborhood environment by identifying assets within the neighborhood and gathering demographic, historical, socioeconomic or relevant planning data. The class held focus groups to gather in-depth feedback from people living in the study area. The class established groups of students to carry out survey collection and to interview residents and community representatives in the study area.
Assessment of Current Community Conditions

Demographics

Ages

The population grew by 4,000 between 2010 and 2015. The current population of the west side of Salt Lake City contains 19 percent of the total population of Salt Lake City. The potential for continued growth places people ages forty-four and younger in the majority. The age distribution is quite different in the greater area of Salt Lake with a majority of people ages 30-44 and more residents who are 60 and older. The study area gender population is relatively similar to that of Salt Lake City, with slightly more males than females.
There is a significantly greater white population in Salt Lake City than the study area. The study area has a greater population that identify as another race, which is almost equal to the white population. Additionally, the Hispanic population is the majority in the study area and is three times greater than the Hispanic population in Salt Lake City.
Assessment of Current Housing Conditions

Housing
Home by Value

Home values in the area reflect those that may be the most affordable to residents in the community. Homes valued at $100,000 - $199,999 are the most popular in the area, while homes over $500,000 are the least popular. There has been some increase in homes valued at $200,000 or less, while there has been little change in homes of higher value.

One interesting exception is the major drop in homes ranging from $250,000 - $499,999. Compared to Salt Lake City, there is almost double the amount of homes valued at $100,000 - $199,999. Homes valued higher only accounted for half of those found in Salt Lake City. Similar trends are apparent in Salt Lake’s data with little changes across home values. Salt Lake also appears to have greater availability for homes valued at $100,000 - $999,999. The study area shows greater availability for homes valued at $200,000 or less, demonstrating a contrast to Salt Lake City.

Housing stock

Single-family homes were the most common housing type, followed by duplexes. This relates to Salt Lake City. However, there is less than half the multi-unit housing. Triplexes as well as mobile homes, boats, RVs, and vans decreased between 2010 and 2015. All other housing units either grew or remained the same. Multi-unit residential grew the most in the study area, almost six times, while single-
family homes dropped the most. Salt Lake experienced a similar trend to the study area, although at a smaller scale. Other data characteristics have remained relatively stable across study areas and years, regarding housing stock.

**Units by size**

Home sizes have stayed relatively the same in the study area over the 5-year span. The total number of homes has only grown by about 100 between 2010 and 2015, with most growth in 2-3 bedroom homes. The number of larger homes is similar between the study area and Salt Lake City, but have an opposite distribution in homes with 0-3 bedrooms. Overall, there have been little change and results represent similarity across both study areas regarding the distribution of various unit sizes.

**MEDIAN RENT**

Whether in 2010 or 2015, the median gross rent in our study area remains lower than that of Salt Lake City by over one hundred dollars per month. The Tract 1006 area is where the highest median gross rent is identified, with up to $1700 per month.

**Median Mortgage Payment**

The median mortgage monthly costs barely changed between 2010 and 2015, as did the gap between the costs in our study area and Salt Lake City.
Owners free and clear

This graph shows the results of a census of the RDA North Temple Project Area. However, the graph has specifically documented the housing Units without a mortgage and compares these between two years—2013 and 2015. The graph compares two aspects on the Housing units that have a mortgage: 1) the year, between 2013 and 2015, that registered the highest number of the housing units without a mortgage, and 2) the house blocks, or census track, which had the highest number of housing units without a mortgage.

Home sale prices in the last year

<table>
<thead>
<tr>
<th>Zip Code</th>
<th>2010</th>
<th>2016</th>
</tr>
</thead>
<tbody>
<tr>
<td>84104</td>
<td>25</td>
<td>104,000</td>
</tr>
<tr>
<td>84116</td>
<td>51</td>
<td>126,000</td>
</tr>
</tbody>
</table>
Home sales numbers in the last year

There was the comparison of this Home Sale Price between two years: 2010 and 2016. 84104 is the sale number while 84116 is the sale price in the Salt Lake City. Comparing the two years, it is in 2016 that registered 179,000 in sale number and 215,000 in sale price. In 2010, these figures were 104,000 and 126,000 respectively.

However, the data for home sale prices and home sale numbers are based on zip code, instead of census trace group. This data is not available for a narrow scale.

Percentage of renters and owners

The North Temple corridor has an unusually high amount of renters, in comparison to the rest of the state. However, within the study area, the three different census tracts have wildly different statistics. Census tracts 1006 and 1026 have similar ratios of renters and owners. Census tract 1006 has 37.19 percent renters and 61.81 percent owners. Census tract 1026 has 38.39 percent renters 61.61 percent owners, very similar numbers as you can see. However, census tract 1027.02 is almost completely the opposite, with 68.65 percent renters and 31.35 percent owners. This is very interesting because geographically, the census tracts border one another. Yet, the makeup of their housing is completely different.
## Household Turnover

<table>
<thead>
<tr>
<th>Census Tract</th>
<th>Owner: Moved in 2015 or later</th>
<th>Owner: Moved in 2010 to 2014</th>
<th>Owner: Moved in 2000 to 2009</th>
<th>Owner: Moved in 1990 to 1999</th>
<th>Owner: Moved in 1980 to 1989</th>
<th>Owner: Moved in 1979 or earlier</th>
</tr>
</thead>
<tbody>
<tr>
<td>1006</td>
<td>0</td>
<td>623</td>
<td>1593</td>
<td>1505</td>
<td>393</td>
<td>489</td>
</tr>
<tr>
<td>1026</td>
<td>0</td>
<td>339</td>
<td>1185</td>
<td>559</td>
<td>300</td>
<td>114</td>
</tr>
<tr>
<td>1027.02</td>
<td>0</td>
<td>136</td>
<td>626</td>
<td>296</td>
<td>53</td>
<td>85</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1006</td>
<td>1256</td>
<td>1690</td>
<td>140</td>
<td>34</td>
<td>0</td>
</tr>
<tr>
<td>1026</td>
<td>857</td>
<td>330</td>
<td>55</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>1027.02</td>
<td>2173</td>
<td>580</td>
<td>35</td>
<td>9</td>
<td>0</td>
</tr>
</tbody>
</table>
Median House Value

The census tracts observed were: 1006, which has a median house value of $116,300, 1027.02, which has a median house value of $126,300, and 1026, which has a median house value of $139,200. This means the average for this study area is approximately $127,000, compared to the Salt Lake City and Utah averages which are $234,700 and $215,900, respectively. The homes in the North Temple corridor are valued $100,000 less than the homes directly across I-15, in the eastern part of the city. This massive gap in value needs to be addressed by planners and developers because it causes major issues for the neighborhoods with lower values. Increasing the amount of apartment complexes can reduce home values and the homes that are already in the area are mostly old and out-of-date. The housing needs to be upgraded to attract businesses and other commercial developments.

Median Family Income

The graph shows that the 5-year estimate of median family income in 2010 was $32,957. This is significantly less than the average of the nation as a whole. The United States almost doubled this number with $67,451 as its median family income in 2010. By comparing this region of census tracts to the country as a whole, the North Temple Corridor study area has families that are not earning the average income of surrounding areas.

Also shown is the visual for how the median family income is distributed within the area of interest. This map shows that running
along the North Temple corridor we see a rough average of families who are making $54,904 or less. However, a notable area of this map is the drastic change between the East and West side of I-15. We see the colors immediately get darker on the East side of I-15 showing a rough family income of $68,632 or more.

Families below poverty

The amount of families living in poverty in these census tracts also exceeds those living in poverty on the east side of I-15. Through data from 2015 this area shows 922 families living at or below the poverty line. Inside of these three census tracts there are a total of 3,414 families, this means that 27 percent of them are living in poverty. This is a huge number, especially when compared to the east side of I-15. Using the SocialExplorer website, we can compare the two sides of the highway and see data for both areas. Just across the I-15 on the east side, only 11 percent of families live in poverty. This dramatic drop in poverty level from 27 percent to 11 percent happens within just a few hundred feet, I-15 acting as the dividing factor.

Housing and transportation costs as a percentage of household income

When these costs are considered as percentages of the census tracts’ respective AMIs, the situation looks even bleaker. The average housing and transportation costs for residents of the North Temple District are between 62 and 80 percent of the average income, as compared to the city average of 56 percent of AMI. It is important to recognize that a portion of income remaining after housing and transportation is needed to pay for other necessities such as food and insurance. Given that they would not be able to
afford these things, it may be that some residents rely on food stamps and either forgo insurance or rely on Medicare. This area already has a large percentage of affordable housing as compared to other parts of the city, so median annual housing costs are $2,000 to $3,000 cheaper than other areas. This raises the question of whether this area is the best place to develop even more affordable housing.

Age of homes

The homes in the North Temple District are about the average age as the rest of Salt Lake City. Census Tract 1027.02 in particular is a bit older than average, while Tracts 1006 and 1026 are newer than the city average. Despite the average age of North Temple District housing being close to the city average, a tour of the area quickly shows that this does not accurately represent all factors. The older buildings in this neighborhood generally show more age and wear than housing built at the same time on the east side, where many homes have been updated through the years or have benefitted from more consistent maintenance. It is worth noting that in the housing cost analysis, 1027.02 was the tract with cheaper homes and extremely low average incomes.
SURVEY RESULTS

The class distributed a survey among west side residents. Previous courses have also distributed this survey and in completing this report, there have been over 400 respondents. Key differences from the census include:

- Households with fewer children
- Higher educational attainment
- Higher household income

Key similarities with the census data include:
- A large group of people identifying as Hispanic/Latin
- Household size
- Owner/renter ratio
- Monthly rent/mortgage
Participants felt they had access to healthy foods and seemed to enjoy their homes more than their neighborhood. The survey was distributed among most communities in the West Side, however we were missing representation from Jordan Meadows.
Mark the top 3 reasons for moving into your current neighborhood

<table>
<thead>
<tr>
<th>Reason</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Near your place of employment</td>
<td>35%</td>
</tr>
<tr>
<td>Connections to family and friends</td>
<td>23%</td>
</tr>
<tr>
<td>Near downtown</td>
<td>20%</td>
</tr>
</tbody>
</table>

What are the top 3 reasons that would cause you to move?

<table>
<thead>
<tr>
<th>Reason</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>I would not move</td>
<td>26%</td>
</tr>
<tr>
<td>Quality housing</td>
<td>20%</td>
</tr>
<tr>
<td>Larger home / Personal safety and security</td>
<td>19%</td>
</tr>
</tbody>
</table>

Foreign-Born population

A large portion of the population in our tracts speak primarily Spanish. However, the portion of the population born in the U.S. is still more than double those that speak Spanish, which does not match up to the 50-50 proportion of Spanish and English Speakers. This suggests that some of the Spanish speakers are likely second generation living with immigrant parents.

Diversity Index

<table>
<thead>
<tr>
<th>How many times in the past 12 months have you...</th>
<th>0 (Never)</th>
<th>1 (Sometimes)</th>
<th>2 (Often)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Received food assistance from a local organization</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Participated in a community event</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Asked your friends or family for financial assistance</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Asked your friends or family for financial assistance</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Participated in a church event</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
The Diversity Index, aka the Theil index (as presented by policymap.org) is measured as the probability that two individuals chosen at random would be of different races or ethnicities between the years of 2011 and 2015. Lower scores correlate with more homogeneity, while higher scores suggest more heterogeneity. So, for example, you can see in the figure below that the census tract that is located North of North Temple (Tract 1006) has a 54.55% chance that any two individuals selected at random would be of a different race or ethnicity than one another, the tract below it (1026) has a 47.99% chance, and the tract just east of it has a 61.31% chance, making it the most diverse tract within our study area. As with most neighborhoods on the West Side, all of the tracts within our study area have diversity scores above the county average of 43.61.
Segregation Index

The Segregation Index (as presented by policymap.org) is a measure of how evenly members of racial and ethnic groups are distributed within a region, calculated by comparing the diversity of all sub-regions to the region as a whole. The index assigns a score between 0 and 1, with lower scores meaning less segregation. Pictured in the figure below, you can see that all of the census tracts within our study area have a relatively low score, with our top tract (1006) having a score of 0.12, the one below that (1027) a score of 0.1, and the one just east of that (1026) a score of 0.16, again making it the most racially and ethnically segregated census tract within the study area. The county of Salt Lake has a score of 0.23, which is likely due to the clustering of non-Hispanic Whites on the East Side. From the segregation index we can also clearly see that the main racial and ethnic groups that constitute our study area are Hispanic, non-Hispanic White, non-Hispanic Native Hawaiian and other Pacific Islander, and non-Hispanic African American respectively.

Fair Market Rents

Every year the U.S Department of Housing and Urban Development (HUD) releases the Fair Market Rents reports for each state and is divided by county. The report is used to determine payments to HAP, renewal rents for Section 8 vouchers and other housing subsidized housing, and used by rental companies as a rent ceiling for their properties. The report
is based off of the local economy and the estimated price is determined by the numbers of bedrooms, not square footage or bathrooms. Since 2012, the Salt Lake City area has seen a steady increase in all rent, except for this year. All of the multi bedroom rentals decreased for 2017, while one bedrooms increased. This decrease is probably due to the increase in apartment complexes that are coming online throughout the next couple of years or because of the rental gap in the area. For Salt Lake City as a whole, variety in the types of rental units is moderate, but when you look at our targeted area, you can clearly see the problem the rental gap has had on the west side.

**LIHTC (Low Income Housing Tax Credit)**

The LIHTC (low income housing tax credit) was created from the Tax Reform Act of 1986. To initiate incentives for the rehabilitation, construction and development of low income housing. The program is administered by the Department of the Treasury. Each state is required to manage their own program. Utah receives its own allotment of credits based on population in the state. But in rare cases each state can apply for unused funds from other states LIHTC programs. The amount given to each state is based on its per capita population. The flat amount given per resident is 2.15 per person, per year, multiplied by overall state population. Utah is currently receiving over 6 million dollars according to the Utah Housing Corporation. This money can only be granted to projects that have been approved through the Utah Housing Corporation in accordance with federal tax laws.

The federal government claims this program is very successful in increasing the stock of low income housing nationally. The credit is not a deduction instead it’s subtracted from the total amount of tax on low income housing unit/projects. It works as a dollar for dollar reduction of tax obligations for owners and investors in low income housing. The credit is available annually for ten years after project completion. The LIHTC is
substantially more valuable than a standard deduction. The qualified housing rentals must be approved in the program and available for rental to the general public. Owners may give preference to individuals with special needs such as the elderly, handicapped, or homeless, in accordance with the Fair Housing Act.

The low-income housing tax credit can only be used by owners/investors of the specified project listed under application. The minimum requirement on low-income apartments is four units. All properties must be approved through the Utah Housing Corporation according to low income housing guidelines. Hotels do not qualify; neither does short-term transient housing. All student housing and retirement homes are ineligible for the credit.

This tax credit is heavily under utilized around the North Temple corridor. As the above map illustrates there are very few LIHTC credits in place. From Redwood Road to 300 W and from 400 S to 600 North there are about 17 locations according to policymap.com. Of these 17 locations 6 are Orange indicating 6-25 units, 4 are yellow indicating 26-50 units, 4 are green indicating 50-100 units and 3 blue with 101 or more units. There are only a couple of these LIHTC in use right on North Temple.

The area just east from 300 W to 1200 E and 400 S to 600 North coordinates there are 21 LIHTC properties. Most of these Low-income housing tax credits contain 26 units or more (yellow or greater). Creating far more housing units than the North Temple transit corridor. This area is more conducive to dense housing improvement due to its existing developments. But North Temple area has plenty of old and underused decrepit properties where high density, low income housing could be developed. North Temple is a great location with its proximity to light rail, bus routes, downtown and the airport. Making it walkable and easy to move around in a timely manner. The area has many properties that could use low-income redevelopment. Subsequently the city should encourage low-income housing development on strategic properties throughout the North Temple traxx corridor. The low-income housing tax credit should be promoted heavily to lure in potential investors for these developments.

Public housing provides appropriate and safe rental housing for low-income
families, the elderly, and persons with disabilities. The Department of Housing and Urban Development (HUD) subsidizes public housing, and aids local housing agencies who provide low-income residents with rents they can afford. HUD often provides professional assistance in the planning and developing of housing development projects. Rental housing comes in all different types and sizes. Public housing ranges from single-family houses for low-income families to apartments for elderly families.

The Salt Lake City Housing Authority owns and manages three Conventional Public Housing developments for eligible low-income families and individuals. The public housing program in Salt Lake City is currently helping families and individuals at or below 80% of the area median income. Participants in the public housing program only need to pay 30% of their adjusted gross income for rent. Moreover, there are several apartment units in each building, which were built for people with disabilities.

A completed application is required to apply for public housing. Income and its source will be reviewed to determine unit rent per month. A one-year lease agreement will be signed. Also, the first month rent and a refundable security deposit will be collected. The resident is allowed to end the lease with a thirty day written notice to the Housing Authority. Payment for rent and utilities is made to the Housing Authority. Rent is due on the first day of each month.

A resident in public housing should report any changes in income and family composition as they occur, pay rent on time, keep the unit in a safe condition at all times, and report any repair problems to the Housing Authority. **HUD’s Public Housing Map shows HUD’s public housings in Salt Lake City. (Source: PolicyMap)**

**Assessment of Land Use Conditions**
The current land use map of our study area shows the distribution of uses, their density and size. The largest land use is the governmental, with the Fair Park making up the majority of it, followed by Utility and Transportation, which is the power company property and other industrial use. The residential use is concentrated east our study area, and is largely low density single family homes. The major high-density housing is west of our study area and is an apartments building of +99 units. Whereas the TSA Zoning map is introducing Mixed Use overlapping with the trailer park used by mobile homes, Special Purpose TSA on governmental land, while maintaining Urban Neighborhood with Special Development Pattern Residential in the existing residential area.
This map shows the parcels that are officially labeled as vacant. And the table above details the types of vacancy in our study area.
Underutilized land

The vacancy map doesn’t reflect a true idea of empty or underutilized land. Adding parking lots, which are most of the time much larger than needed, and highlighting the buildings to contrast with the non built, gives a clearer view of the proportion of the overall underutilized areas. The density in our study area is extremely low, very coarse grained fabric and quite spread out, hence lacking unity and sense of transition. One can feel easily lost and unsafe if a certain level of compactness is not met.

Neighborhood Services

The map shows the neighborhood services around study area, which is an diverse and accessible community to social services. For transportation, there are several of TRAX stations along North Temple, also the local residents have access to Central Station and Red TRAX line. The bus stops are evenly distributed around study area, however, some of buses are stop at 5 pm which is inconvenient for residents. for social service, law enforcement and fire station are within study area and there are two medical services distributed at
each side of North Temple. Worships and schools are also within community. For green space, Utah State Fair Park is the largest park in study area but it is not actually count as “green space”, it is place for local community activities and occasionally open to public; moreover, the Constitution Park and Cottonwood Park are located along with Jordan River Parkway Trail.
**Recommendations**

From the data that this report gathers, a set of recommendations can be drawn:

**In terms of housing:**

**Diversity**
There could be more diversity in housing options in the West Side. Home value, unit size, and property type (single family home vs. apartments) could welcome a greater variety of homeowners and renters. A greater variety in housing will encourage a greater variety of people which can have a positive effect on the development and growth of the neighborhood. More apartments will add density while balanced home values can welcome a wider range of income levels among residents.

**In terms of land use**

**Density**
A good range of density has the potential to increase ridership and attract economic investment. Research suggests that denser developments generate fewer car trips per dwelling unit than less dense developments. Density also means walkability, which is both beneficial environmentally and health speaking.

**Destination accessibility**
Households situated near the regional center of activity have less vehicle-miles of travel. When comparing different potential sites for the same type of development in various research, this variable appears to be very important.

**Jobs and housing diversity**
Having residences and jobs in close proximity has the ability to reduce car dependency and by allowing some trips to be made on foot or by bicycle. Which also means that a mix of jobs and households is recommended.

**Design**
Many factors influence the pedestrian experience and it is difficult to come up with a single solution that captures them all. However, in lot of solutions, the design variable is often dismissed because it would be expensive and time-consuming to obtain. An optimal density and diversity will only be desirable and successful and enough attention in put into design.
Distance to transit
If a site is located near a rail transit station, the use of cars can dramatically decrease. In general, transit ridership rates among station-area residents increase exponentially as the distance to a rail station declines.

References
https://factfinder.census.gov/
http://www.city-data.com/housing/houses-Salt-Lake-City-Utah.html
https://infograph.venngage.com