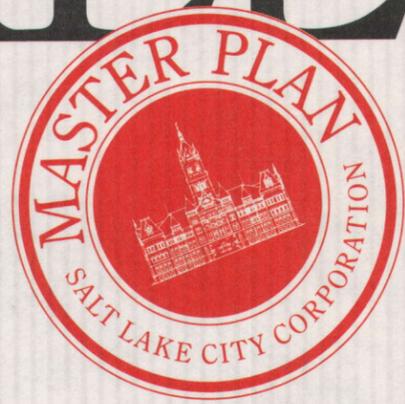


# CITY CREEK



An early autumn view of a meadow in the upper City Creek Canyon. The close proximity of the canyon to a major metropolitan city is a unique amenity for Salt Lake City residents.

## Introduction

### Purpose

**T**HE City Creek Plan addresses land use and circulation issues in the City Creek Canyon study area. The study area extends from the North Temple-State Street intersection to the top of City Creek Canyon. The area encompasses the residential pocket along Canyon Road, Memory Grove Park, as well as the entire undeveloped canyon.

Issues include the future of the older homes in the Canyon Road area, improvement needs and expansion policy for Memory Grove Park, and policies regarding the

use of the vast undeveloped properties extending to the head of the canyon. This study analyzes these issues and identifies policies and implementation strategies to direct land use, growth and development in the study area.

### Planning Goal

City Creek Canyon should serve as a valuable watershed and recreation/open space amenity of city-wide significance. These uses should take precedence over other land use alternatives.

### Planning Policies

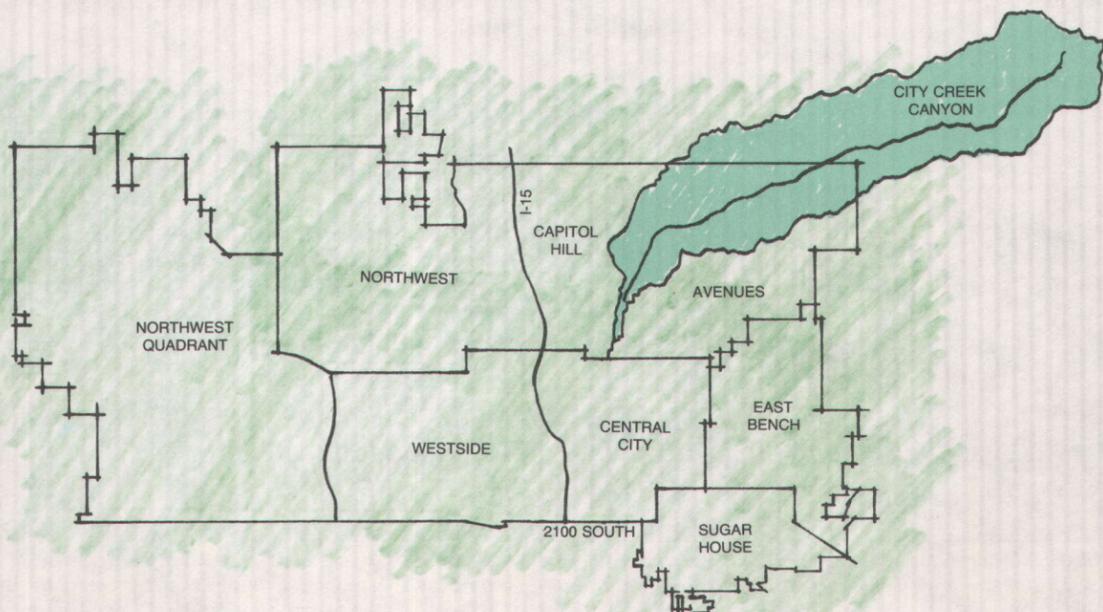
The following Policies are recommended for City Creek Canyon:

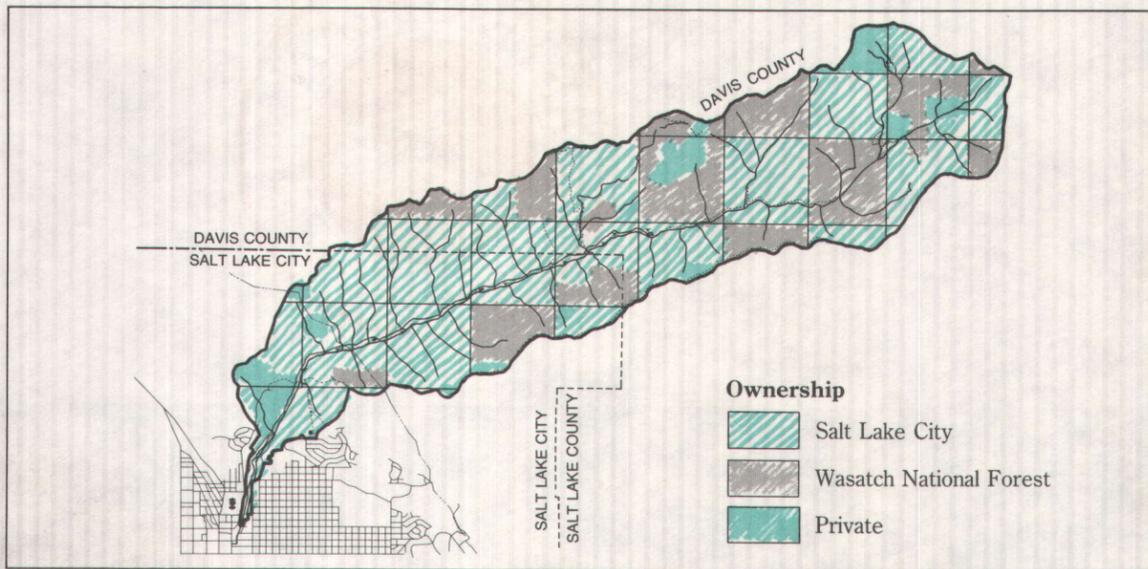
- Preserve the historic Canyon Road residential pocket and formal Memory Grove Park to depict the city's heritage, and as a link between the Central Business District (CBD) and the upper canyon;

- Preserve City Creek Canyon above Memory Grove for watershed, and limited public recreation;
- Promote the "City Creek Park" concept for the entire canyon. Areas extending into the canyon from the formally maintained park should be maintained in their natural state, much as they are today, with only minimal improvements to enhance recreation opportunities, stabilize hillsides and define public/private property boundaries in areas near the mouth of the canyon.

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## General Background

### Physical Characteristics

**C**ITY Creek Canyon extends approximately ten miles in a north-easterly direction from the city center. The elevation increases from approximately 4500 feet above sea level at the canyon entrance to nearly 9000 feet at the head of the canyon. Vegetation in the bottom of the canyon is a combination of lush trees, shrubs and grasses. Vegetation on the sloping canyon sides ranges from grasses and sparse oak in the lower slopes to dense conifers near the canyon head. There are also numerous areas of rock out-croppings and slides in the upper areas of the canyon where little vegetation exists.

Slopes on the canyon sides are not conducive to development. Most of the canyon is under public ownership, and has generally steep terrain. The Salt Lake County 208 Water Quality Plan "Composite Land Suitability Study" indicates that the large majority of land in City Creek Canyon between the canyon entrance and the end of the road at Rotary Park consists of soil constraints that could not be mitigated to accommodate development. Soil problems and steep slopes would preclude development in most areas of the canyon even if public policy was supportive of development. Extending into the canyon from Rotary Park the terrain becomes very steep and rocky. Any development in this area would require significant alteration of natural features. Therefore, development of any type is not a viable land use alternative.

### Ownership and Jurisdictional Patterns

The majority of City Creek Canyon is owned by Salt Lake City. However, some segments are owned by the federal government, and a few scattered parcels are privately owned. Governmental jurisdiction in the canyon is shared by Salt Lake City, Salt Lake County, and the United States Forest Service.

### History of the Canyon

The Mormon pioneers camped at the mouth of City Creek Canyon when they first came to the Salt Lake Valley. They selected this area because City Creek provided a good source of water for drinking and irrigation. In 1857, the area at the mouth of the canyon was deeded to Brigham Young by the territorial legislature and he used the creek to power a sawmill and a flour mill. The L.D.S. Church Relief Society also had a silk plant in the area.

In the 1860's and 1870's Brigham Young gave and sold sections of the area to members of his family and friends. Several of these people built homes in the lower Memory Grove vicinity.

The city acquired sections of the canyon (Memory Grove area), in 1902, and the city council passed a resolution that same year proposing that the canyon be developed into a park. The first park improvements did not occur until 1914 when the city planted some trees. Major park improvements didn't occur until after World War I. At that time the Service Star Legion, an organization of women whose sons had served in World War I, asked if the area could be set aside as a memorial to those who died during the war. The city agreed to the proposal and the area was dedicated as a memorial park in 1924. Since then a number of monuments have been added and it is now a memorial to the men and women of Utah who have lost their lives in defense of their country.

There are two small landscaped medians south of Memory Grove in the center of Canyon Road. Originally, Canyon Road had been built in two sections on each side of City Creek. In 1909 the city put the creek underground to protect the water supply and to prevent accidental drownings. Residents of the area petitioned the city to make the in-filled creek bed into a park. By 1912 a small formal park had been completed on the strip between 3rd and 4th Avenue and a green area was constructed in the park area above 4th Avenue.

Most of the homes in the Canyon Road area were developed between 1880 and 1919, and are similar to homes constructed in the same period in the Avenues and Capitol Hill Communities. The City Creek Historic District was established on the federal historic register of historic sites in 1978 to protect these homes and the area's character. The district contains fifty-two residences, of which there are six landmark sites, thirty-five contributory homes and seven non-contributory homes. (Contributory

homes are those that have been documented as contributing to the historic/architectural significance of the district). The Canyon Road/Memory Grove area is also encompassed by the Salt Lake City Avenues and Capitol Hill Historic Districts.

Memory Grove and the quaint Canyon Road homes have maintained much of the character that existed in the early 1900's. Their location, only a few blocks from the Salt Lake City Central Business District, is unique. They are somewhat isolated from the bustle of city life in the mouth of the canyon yet they are only a short walk from the city center.

### Role of the Canyon as a Water Resource

Water from City Creek was used by the first pioneers entering the Salt Lake Valley, and has been used continuously since. City Creek has been a very reliable water source through the years, supplying 10 to 15 per cent of the city's water. The water quality is excellent as well. The City Creek water supply presently serves the Avenues Community, Ensign Downs Neighborhood and the Central Business District. Without the City Creek water supply, water would have to be pumped to the Ensign Downs and Upper Avenues neighborhoods.

The City Creek water supply is unique in that City Creek is the only canyon along the Salt Lake Valley that is not affected by faults. If the Wasatch front is hit by a major earthquake, City Creek could conceivably be the only water source in operable condition.

Future water system improvement proposals include the possible construction of a new reservoir in the upper canyon, and reconstructing the existing Pleasant Valley reservoir.

Additional reservoir capacity in the upper canyon will significantly increase the water supply and the potential for controlling storm and snow run-off in the City Creek drainage. Decisions regarding the development of a new reservoir have not been made. Officials generally agree, however, that some type of additional water storage facility in upper City Creek may be needed.

The Pleasant Valley Reservoir is in need of major repair. The Department of Public Utilities proposes to reconstruct this facility in its present form. The improved facility will not have a substantially different appearance, and will not interfere with the aesthetic qualities of the canyon.

### Ottinger Hall

Ottinger Hall, named after George M. Ottinger, chief of the first paid Salt Lake City Fire Department, is one of the most significant structures in the area. It was constructed in 1900 by the Veterans' Volunteer Fireman's Association as a social hall for members of the association and their families. It now contains relics that depict the history and development of the Salt Lake City Fire Department, and functions as a meeting place for the Avenues Community Council and others.

### Memorial House Reception Center

The Memorial House Reception Center, located in Memory Grove at 480 North Canyon Road, was converted from old barns in the early 1900's. The city has leased the center to the Service Star Legion for a nominal sum for many years. The Legion, a non-profit organization, uses reception center profits to further their cause of assisting military veterans with a variety of services.

## City Creek Plan

### City Creek Park Proposal

**T**HE city should consider designating the entire City Creek Canyon as a park. The "City Creek Park" should encompass Memory Grove and all publicly-owned properties extending from Memory Grove to the top of the canyon. The function of the City Creek Park will range from formally maintained recreation amenities in Memory Grove to a natural wilderness area in the upper segments of the canyon where natural qualities should be preserved and enhanced. Recreation proposals in this plan outline the general "City Creek Park" concept.

### Memory Grove-Canyon Road Area

This segment of the study area extends from North Temple to the Bonneville Boulevard loop, and encompasses the undeveloped hillsides to the ridges of the canyon. This area consists of the Canyon Road residential pocket; Memory Grove Park; undeveloped, natural canyon areas

that are a part of Memory Grove but not formally maintained; and undeveloped hillsides, (the majority of which are owned by the city).

### Policies

Emphasis in the Canyon Road-Memory Grove area is to maintain and enhance the existing features and characteristics, and to create a link between the canyon and the Central Business District (C.B.D.). The city has a unique opportunity to capitalize on the historic and



Located in Memory Grove, this monument was constructed in 1932 to commemorate those who gave their lives in World War I.

architecturally significant residential pocket along Canyon Road, and the Memory Grove Park. It is unusual to have a well preserved pocket of homes depicting the city's heritage and earliest period of development, and such a large amount of open space close to the Central Business District (C.B.D.).

### Goals

- Create a visual and pedestrian link between the C.B.D. and the Memory Grove-Canyon Road area;
- Preserve the historically significant homes and low density residential pocket along Canyon Road;
- Maintain and enhance Memory Grove Park as it presently exists. Concentrate on maintaining and upgrading existing facilities rather than providing additional amenities;
- Preserve the undeveloped canyon and hillsides as natural open space;
- Promote the "City Creek Park" concept.

### Recommendations

#### C.B.D.-Memory Grove Entrance Park.

The city should acquire property near the intersection of North Temple and State Street for development of an entrance into Memory Grove. The northeast corner of the intersection is the preferred location. A small historic

# CITY CREEK Future Land Use Plan MEMORY GROVE



NATIVE SHRUBS OR TREES TO IDENTIFY PUBLIC/PRIVATE PROPERTY BOUNDARY

NATURAL AREA

NATURAL AREA

FREEDOM TRAIL EXTENSION TO BONNEVILLE BOULEVARD

PEDESTRIAL TRAIL

FUTURE PARK SITE

ONE LANE OF BONNEVILLE BOULEVARD DEVOTED TO BICYCLES AND PEDESTRIANS

PICNIC AREAS

11TH AVENUE

'B' STREET

EXISTING PEDESTRIAN TRAIL

MEMORIAL HOUSE

POTENTIAL EXPANSION OF MEMORY GROVE

OTTINGER HALL

FOURTH AVENUE STAIRS

UTAH STATE CAPITOL

EXISTING PEDESTRIAN TRAIL

PEDESTRIAN TRAILS FROM ENTRANCE PARK TO MEMORY GROVE, STATE CAPITOL, AND HISTORIC RESIDENTIAL NEIGHBORHOODS

CENTRAL BUSINESS DISTRICT/MEMORY GROVE ENTRANCE PARK

2ND AVENUE

1ST AVENUE

MAIN STREET

STATE STREET

- Formally Maintained Park
- Potential Expansion of Formally Maintained Area
- Canyon Road Residential Area
- Natural Area: Vegetation for Deer Forage and Erosion Control



Photo By Jerry Fagerlund

*A view of Canyon Road extending into City Creek Canyon.*

theme park with a variety of art forms depicting the city's heritage would be very appropriate. The park should include a kiosk containing information regarding history of Salt Lake City development, location of historically significant sites, and possibly maps outlining walking tours of Memory Grove and points of interest in the Capitol Hill and Avenues Communities. A small park at this location should also provide benches, tables and shady areas where visitors in the downtown area can relax between sightseeing activities.

#### *Pedestrian Trails.*

This plan outlines a series of pedestrian trails extending from the proposed park at North Temple to various points of interest in Memory Grove, Capitol Hill, and the Avenues Community. With literature available to provide proper orientation, visitors could take their own self-guided walking tour, or perhaps the city could arrange for volunteers to provide information and/or guide service during the summer tourist season. The state capitol, numerous historically significant homes and Memory Grove can all be enjoyed on a relatively short walking tour. Good sidewalks, properly maintained parking strips, crosswalks and proper signage would be essential to a successful pedestrian trail system.

#### *4th Avenue Stairs.*

The city is presently planning to improve the 4th Avenue stairs on both the east and west sides of the canyon. The Parks Department has selected a design consultant for this project. In addition to reconstruction of the stairs, proposed improvements include decorative lights, and landscaping. Subject to obtaining necessary funding, these improvements should be implemented on both the east and west stairs during the 1986 construction season. If improvements are limited to only one side of the canyon at a time because of funding limitations, the west stairs should be improved first because they are in the worst condition. The main concerns regarding these stairs are that the improvements are well designed and compatible with the character of the surrounding historic district.



*The Memorial House Reception Center has been used for many years for a variety of services benefiting military veterans.*

#### *Canyon Road Residential Pocket.*

The historic homes and the quaint residential environment along Canyon Road are unique, being so close to the C.B.D. Policy for this area is to preserve and enhance these homes, and the low density neighborhood atmosphere. The large street trees should also be preserved.

This area is presently zoned Residential "R-2" with a historic district overlay. These regulations are sufficient to ensure that incompatible intrusions do not develop. Future emphasis should be directed toward maintaining the structures in sound condition. Proximity to the C.B.D. will result in increasing pressures for higher density development as the city continues to develop in surrounding neighborhoods. If structural conditions deteriorate in future years to the point that redevelopment is imminent, it may be difficult to maintain low density regulations. The Avenues Community Council should monitor conditions in the area and request that the city consider Redevelopment Agency rehabilitation programs, code enforcement, and similar programs as necessary to insure that homes in the area are maintained. The city should remain committed to maintaining public facilities and utilities in good working condition in this area. As with most older areas, infrastructure is aging and in need of ongoing maintenance and repair. Flood damage repair has corrected many problems in the area, but there is more to be done.

#### *Ottinger Hall.*

This unique old structure has functioned as a museum and a meeting place for the Avenues Community Council and others in recent years. The building could be used and maintained much better than it is. There is a pressing need for organized, coordinated direction regarding the use and maintenance of Ottinger Hall, the Memorial House, and the development of new facilities at Memory Grove.

An ongoing advisory committee consisting of city personnel, representatives of the Avenues and Capitol Hill Community Councils, Service Star Legion, and other interests should be established to determine appropriate new uses and maintenance programs for these buildings and the park grounds. It is generally agreed that expanded uses compatible with the surrounding homes and in keeping with the traditional character and function of the two buildings is desirable. Numerous civic and non-profit groups would likely pay nominal fees for access to these buildings for meetings, luncheons, etc. The city should take the lead in organizing an ongoing advisory committee to look into these matters.

#### *Memorial House Reception Center.*

The city has leased the Memorial House to the Service Star Legion for a nominal fee for many years. The Legion uses reception center profits for a variety of services benefiting military veterans, including improvements to Memory Grove Park.

The Service Star organization has provided a valuable service to the city through the years in contributing to the quality of Memory Grove Park. The city should not consider replacing the reception center, but there has been some concern that the Memorial House use should be expanded or changed to be more beneficial to the surrounding communities and more profitable to the city. The proposed advisory committee should explore the possibility of additional uses and appropriate use of associated revenues.

#### *Memory Grove Park.*

Future emphasis regarding Memory Grove is to maintain and enhance existing park facilities. Continued placement of additional monuments is generally discouraged because of the likely "cluttering" effect. The city should remain receptive to considering occasional requests for new monuments, but must be very selective in the type of structures and locations proposed. Monuments allowed to deteriorate should be refurbished or replaced. The ongoing advisory committee should evaluate requests for new park facilities and make decisions regarding maintenance needs of existing facilities. This would enable the city to coordinate with all interests when considering proposals for facility additions or changes.

The city should not expand the formally maintained segment of Memory Grove Park in the near future. The focus should be on maintaining existing facilities. City owned properties surrounding the maintained park are considered part of the park even though they are not improved or maintained. All city owned property should be considered as being included within the boundaries of the proposed "City Creek Park," and should be retained as unimproved open space for possible future park expansion if park usage and function expands to the point that additional maintained area is desirable. There are also some privately owned properties adjacent to the park that could eventually be acquired for park expansion as desired. Resident suggestions for expanded uses include an amphitheater, a small playground, and expanded lawn area for quiet open space. These and other potential uses will have to be evaluated as to their compatibility with the Memory Grove setting when park expansion is more seriously considered.

#### *Freedom Trail.*

Salt Lake City high school students are participating in the renovation of Memory Grove by joining together to design and build a "Freedom Trail" that will consist of interconnecting plazas based on the theme of American liberties. The proposal calls for six plazas. Each plaza will have a different "freedom" theme. The plazas will be connected by a pedestrian path starting at the foot bridge in Memory Grove and extending over one mile up the canyon.

The city should augment the freedom trail project with markers identifying historic sites in the area such as the old silk weaving building, and old rock mill.

#### *Other Trail Proposals.*

Other pedestrian trails should also be developed through the unimproved areas that the city presently owns as future needs dictate. The city Parks Department proposes to improve the pedestrian trail extending from 8th Avenue into Memory Grove. Funds should be available for these improvements in 1989. A trail should also be considered that would link Memory Grove with upper East Capitol Boulevard in the Capitol Hill Community.



Photo By Jerry Fagerlund

*The fall of the year is a visual delight for canyon visitors.*

#### *Clean-up Needs.*

Abandoned utility poles and wires, chunks of concrete, and other debris are prevalent along Canyon Road between Memory Grove and Bonneville Boulevard. The city Streets Department also uses the flat area along the east leg of Bonneville Boulevard for storage of salt, sand, and gravel.

Clean-up efforts in these and other neglected areas should be instigated immediately. The city should coordinate a general cleanup effort, with utility companies and other responsible agencies participating.

Residents also express concerns regarding the cuts and fills that scar hillsides in this area. As part of a general clean-up effort, the city should restore and revegetate these damaged areas to their natural condition. The city should also prohibit any future cuts or fills along hillsides in City Creek Canyon.

### Drainage and Flood Control Needs.

The city and county have repaired most of the damage along the city creek drainage resulting from flooding in 1983. Extensive efforts have resulted in improved flood control capability as well as a generally improved appearance along City Creek. There are a few improvement needs remaining. These include bank stabilization at various points along City Creek, new vegetation around the desilting basins at the Bonneville Boulevard loop, drainage improvements along Bonneville Boulevard, and erosion control improvements where the 11th Avenue storm drain dumps into City Creek. These projects are itemized in the Capital Improvement section of this report.

### Undeveloped Canyon and Hillside Extending up to the Bonneville Boulevard Loop.

Memory Grove Park consists of approximately 800 acres, the majority of which is undeveloped hillside between the two legs of Bonneville Boulevard. As previously mentioned, major expansion of the maintained park is neither anticipated nor desired. The majority of this area should remain in its undeveloped natural state and under city ownership.

The map on Page 3 identifies possible picnic areas along City Creek and the location of a future recreation facility and parking lot along the west side of the east leg of Bonneville Boulevard. Long range recreation needs may dictate the eventual expansion of the formal Memory Grove Park, but other than the picnic site proposals and pedestrian trails traversing the hillside, undeveloped areas should remain in their natural state; at least for the foreseeable future.

### Slope Stabilization.

Unusually moist soil conditions experienced during the last few years have resulted in numerous landslides along hillside in City Creek Canyon. The area of greatest concern is the hillside extending west and uphill from Bonneville Boulevard toward East Capitol Boulevard in the Capitol Hill Community. Landsliding in this area has encroached onto Bonneville Boulevard, blocking a portion of the traffic lane, and is threatening the stability of homes at the top of the hill.

The city is continuing to monitor these slides and evaluate potential solutions. There is an indication that the slides of most concern are stabilizing, and if so, corrective action may be minimal. However, a major drainage and slope stabilization project may be necessary if sliding continues to persist.

### Handicapped Access.

Recreation facilities and pedestrian trails, especially in the Memory Grove area, should be accessible to the handicapped to the extent possible. Trails, bicycle paths, etc. in this area could be ideally suited for the increasingly popular organized wheelchair sports and competition, in addition to providing general accessibility to the handicapped population.

## Traffic and Circulation

### Policy

Circulation planning for the City Creek area must consider all traffic needs, but with an increased emphasis in pedestrian and bicycle circulation as they relate to overall recreation proposals for the canyon. Vehicular circulation emphasis should change from accommodating "through" traffic, to providing access into the canyon for recreation purposes. The short range planning goal is to accommodate and balance these competing circulation needs to the extent possible. Long range planning policy will likely support a recreation amenity of city-wide significance in City Creek Canyon that overrides circulation pressures.

### Background

Two roadways traverse the City Creek Canyon study area; Bonneville Boulevard and Canyon Road. Bonneville Boulevard has functioned through the years as access between the Capitol Hill and Avenues Communities, and as access into City Creek Canyon. Canyon Road extends from 2nd Avenue, north through Memory Grove and approximately six miles into City Creek Canyon. Canyon Road has traditionally provided an alternate route into the canyon from the Central Business District. Both roads have accommodated vehicular traffic since early city development. Both roads were closed to vehicular traffic in the spring of 1983 when City Creek flooding severely damaged Canyon Road, the City Creek channel, and other public facilities in the Memory Grove area.

### Flooding in 1983.

Repair of flood damage required the city to keep both roads closed until late 1984. In addition to flood damage, unusually high amounts of precipitation in recent years have resulted in very moist soil conditions which have caused landslides in many areas including the hillside above the west leg of Bonneville Boulevard. Several landslides are threatening to damage homes on top of the hill if slides below them continue to move.

There is not a simple, inexpensive solution to this problem. Removing the toe of the slide as it encroaches



Vehicular traffic in the canyon is limited to allow more opportunity for recreational cycling.

Photo By Jerry Fagenlund

on the road increases slope instability and encourages continued slide movement. In the meantime, the roadway at one point on the west leg is too narrow for two-way traffic; especially when bicycles and pedestrians are also competing for this space.

Prior to the flooding, Bonneville Boulevard handled approximately 500 daily vehicle trips. Since the flood, traffic has been dispersed to other streets in the downtown area and lower avenues. Available traffic information indicates that the Bonneville Boulevard closure has caused no significant increase in traffic volumes on other streets.

### Public Sentiment.

During the time these streets were closed to vehicular access, residents of the area increased use of these roadways for recreation activities. In early 1984 an Avenues resident submitted a petition requesting permanent closure of both Canyon Road and Bonneville Boulevard to vehicular traffic other than for authorized recreation use such as picnicking and hiking, and for maintenance vehicles. Persons endorsing the closure petition contended that such action would:

- Provide an area where city residents can enjoy running and bicycling without competing with automobiles;
- Enhance the atmosphere of serenity in the Memory Grove-City Creek Canyon area;
- Eliminate the threat of increasing commuter traffic to the University of Utah from points west and north through the Avenues and Capitol Hill Communities via Bonneville Boulevard.

The closure petition has prompted lengthy debate. Public attitude ranges from supporting total closure to all vehicles, to unregulated two-way traffic on both streets. Some even continue to advocate bridging the canyon with a roadway (a long standing proposal that has been eliminated from city plans because of overwhelming public opposition). At a hearing in November of 1984, the City

Council took action to keep Canyon Road closed between the turn-around north of Memory Grove and Bonneville Boulevard, and to open Bonneville Boulevard to vehicular traffic. This is an interim solution that is to be re-evaluated when this plan is completed.

This study analyzes the circulation system in light of the following:

- Land use policies for the Memory Grove-City Creek Canyon area;
- Local and city-wide circulation needs;
- Desires of city residents.

### Short Range Circulation Goals

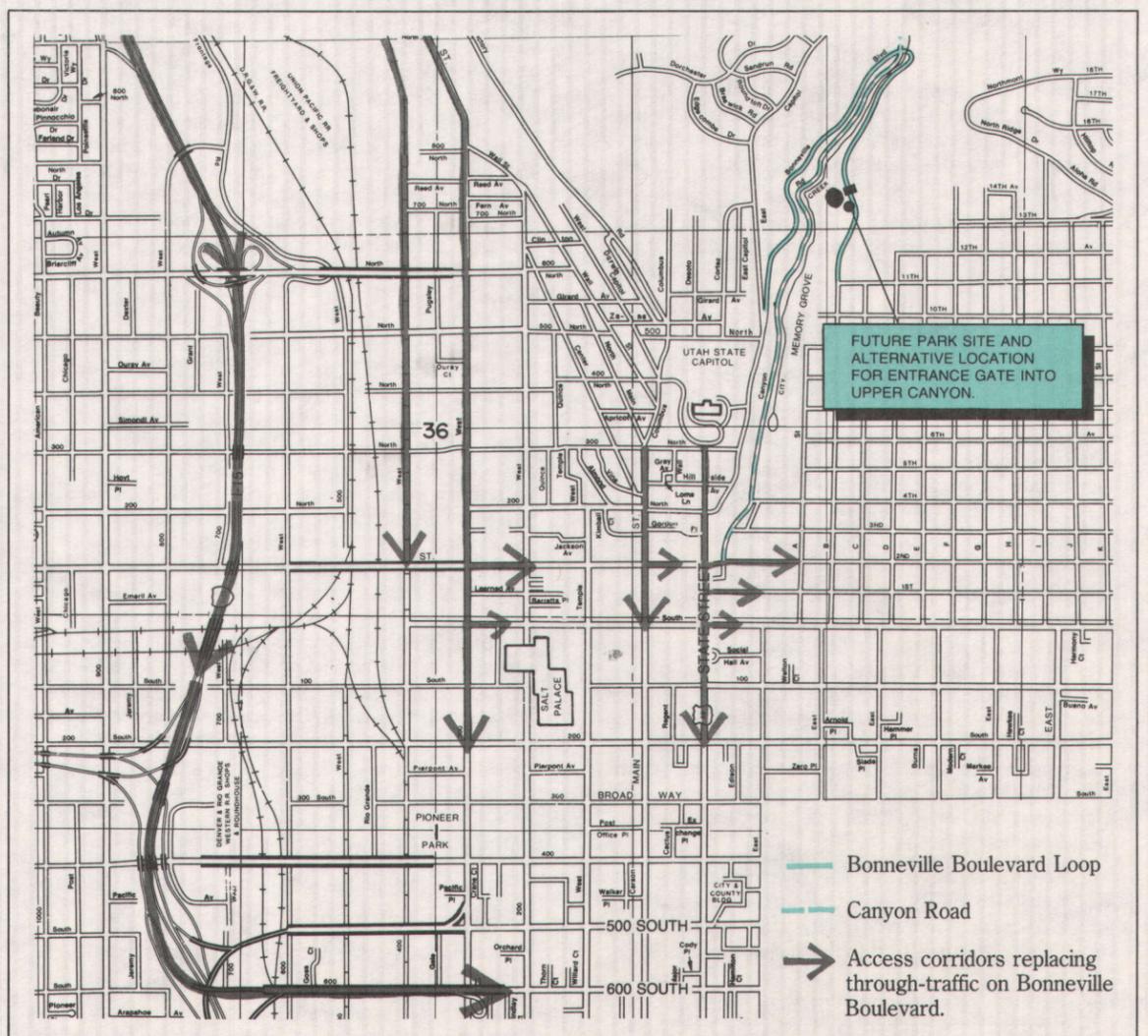
The city should implement and support land use policies enhancing the canyon as a unique recreation amenity in Salt Lake City. Emphasis should be shifted from accommodating through-traffic to providing access for recreation purposes such as bicycling, running, and providing reasonable vehicular access to recreation amenities in City Creek Canyon.

### Short Range Recommendations

If successful, short range goals of enhancing recreation amenities in this area will make it difficult to reopen the road to full vehicular access. However, a total planning disregard for future city-wide circulation needs could back fire. Only responsible long range planning will help assure a proper balance between these somewhat conflicting needs.

Citizens participating in the citizen Circulation Advisory Committee for this study advocate keeping the number of vehicles on Bonneville Boulevard and in the canyon at a minimum. Realizing, however, that a total vehicular ban is unrealistic, given the current level of recreation use, the committee proposes two compromise alternatives:

- The first alternative suggests that since one-way traffic on Bonneville Boulevard is functioning well, the logical short range solution is to maintain the road as a one-way street with one lane devoted to vehicular traffic and one lane to function as a bicycle/pedestrian lane, consistent with the circulation pattern presently in effect. Lanes should be designated by clearly visible pavement striping and adequate signage. Some type of physical barrier may eventually be necessary to separate the lanes if bicycle/pedestrian safety problems become evident.
- A second alternative is to close the west leg of Bonneville Boulevard to vehicular traffic, and open the east leg to two-way traffic to provide upper canyon access. This concept includes a formal bicycle lane paralleling the two-way eastern leg of the road. Some advocate this as being a desirable approach because it eliminates vehicular access between the Avenues and Capitol Hill Communities. This approach should be considered a longer range alternative if one-way traffic creates unforeseen problems, or proves to be ineffective. Two-way traffic with a bicycle/pedestrian lane would be a more expensive alternative because of the need to widen the road.





*Flooding in 1983 caused extensive damage to both Canyon Road and Bonneville Boulevard.*

#### Summary

Both alternatives call for Canyon Road to remain closed to vehicular traffic between the turn-around north of the Memorial House and Bonneville Boulevard loop. Canyon Road above Bonneville Boulevard will be controlled at the present control station with vehicles and cyclists sharing access on alternate days or perhaps a morning/evening sharing arrangement. Motorists would access the canyon on permitted days on a reservation basis. Present city policy is that bicycles are permitted and vehicles prohibited on Mondays and Wednesdays. Vehicles have access rights the other five days of the week. Pedestrian access is not restricted.

Residents participating in this planning process feel that the city should exclude motor vehicles at least half the time. Change in present policy will require coordination among effected city departments, input from city residents, and city council action.

#### Longer Range Implications

Short range indicators suggest that Bonneville Boulevard is a convenient link between Capitol Hill and Avenues neighborhoods, but not an essential major street. If this condition remains and attempts to enhance the area as a quiet, serene sanctuary are successful, short range automobile limitations could possibly be expanded. However, circulation system pressures may overwhelm the desire to devote the entire City Creek area to vehicle-free recreation opportunities. If so, short range goals may have to give way to circulation system pressures, with compensation for vehicle circulation needs being made by developing and expanding bicycle/pedestrian trails through the undeveloped foothills.

#### Long Range Circulation Goals

The long range circulation goal is to determine the ultimate role of Bonneville Boulevard. This goal will be accomplished by the following actions:

- Promote development of the "City Creek Park" concept;
- Promote circulation system improvements on streets and intersections in Capitol Hill and the Central Business District to meet circulation system demands without relying on Bonneville Boulevard as a through street (see map previous page);
- Monitor land use patterns and the extent and success of recreation facility improvements in the City Creek/Memory Grove area.

#### Long Range Alternatives

Recommended long range circulation alternatives for Bonneville Boulevard include the following:

- Maintain and enhance the one-way traffic pattern along Bonneville Boulevard. Make improvements such as a special running surface, vegetation, benches, decorative lighting and other amenities, to make the most of the bicycle/pedestrian lane and recreation aspects of the roadway.
- Relocate the upper canyon access point to a location midway along the eastern leg of Bonneville Boulevard as depicted on the map on the previous page. Access control at this location ties into the proposed amphitheater (or other recreation facility), and parking lot; providing a more logical parking area for persons entering the canyon. If implemented, this would eliminate vehicles on Bonneville Boulevard other than those making reservations to enter the canyon for recreation. A control gate at this location should be designed to be aesthetically pleasing, while being effective in controlling off-road vehicle access.\*

For these alternatives to work it is essential to promote the Memory Grove/City Creek Canyon recreation area as a special recreation amenity of city-wide significance that overwhelms pressures to move vehicles through the

\*Note: Police and other emergency vehicles must have immediate access through all access control gates installed in the canyon. Any access control proposal must include provisions for their immediate access.

Bonneville Boulevard corridor. The city must respond to circulation needs in the area by improving traffic flow on other streets and intersections as previously discussed, so that the city's circulation system can function adequately without using Bonneville Boulevard.

#### Bridge Across the Canyon

The concept of a vehicular bridge across the mouth of City Creek Canyon has a long history of thought and debate. At one time a bridge was included on the major street plan as a component of Bonneville Scenic Drive. Because of public opposition to both the bridge, and a foothill boulevard that could eventually connect with Davis County, both have been removed from the recently revised Major Street Plan. Several subdivisions have also developed in the area in the last few years, eliminating the feasibility of the Bonneville Scenic Drive concept. Because of these reasons, Bonneville Scenic Drive and the City Creek bridge are no longer considered viable proposals, and the bridge has not been discussed as a circulation alternative in this plan.

### City Creek Canyon Above Bonneville Boulevard

#### Policy

Maintain the canyon in its natural state and limit canyon activities to watershed protection, water treatment facilities, and limited public recreation opportunities.

#### Background

The canyon above Bonneville Boulevard has traditionally been divided into two segments; the lower canyon extending to Rotary Park, and the upper canyon above the park. The lower canyon consists of small picnic areas along the stream, and water treatment facilities. Even though picnic areas are scattered all along the stream, the canyon's natural character, including lush natural vegetation, exists much as it did prior to man's influence in the canyon. The caretaker home and water treatment plant are the only structures in the canyon. Extending into the canyon from Rotary Park, the sense of being in an undisturbed natural sanctuary is even greater. This area has been protected as a watershed area through the years. There are no roads (other than occasional remnants of old jeep trails), and no structures. Other than watershed management, hiking, fishing and limited hunting are the only activities permitted in the canyon.

One of the major purposes of this study is to re-evaluate the somewhat informal policies that have evolved through the years regarding land use in City Creek Canyon. The City Department of Public Utilities has managed the watershed through recent years, including the enforcement of recreation policies and regulations. Appropriately, watershed protection has been given priority over recreation. Other than picnicking, fishing and hunting, recreation in the canyon is primarily limited to enjoying the canyon and its natural flora and fauna.

City residents participating in this study are very supportive of maintaining restrictive land use policies. The group endorses the policy of giving watershed protection first priority in the canyon, limiting recreation to activities presently permitted and prohibiting any development in the canyon. Residential or recreation development of private property and any development of public property, such as a ski resort, are identified as unacceptable land use activities.

#### Goals

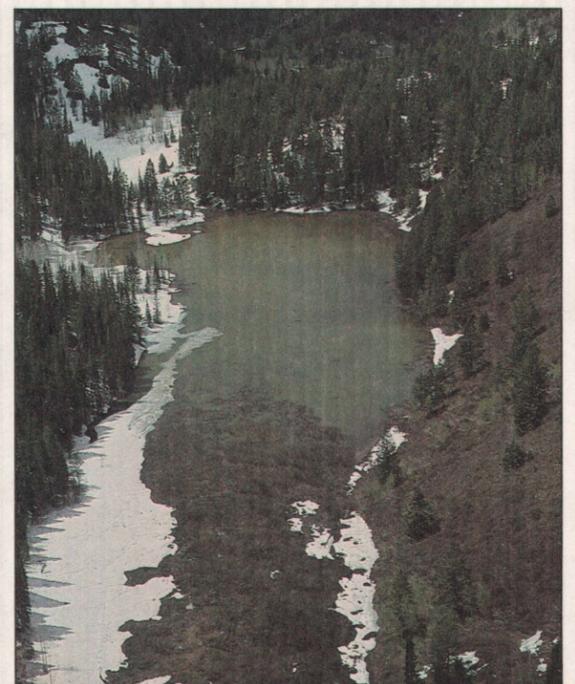
- Promote the "City Creek Park" concept;
- Maintain the canyon in its natural state;
- Identify and protect important flora and fauna;
- Prohibit future development and/or commercial endeavors;
- Provide safe access into the canyon for all modes of traffic without widening the narrow canyon road;

- Promote city property acquisition and annexation to insure future control over land use in the canyon.

#### Recommended Actions

The following actions are recommended to implement the planning goals and policies:

- Maintain the roadway in good condition to facilitate safe, convenient access into the canyon for bicycles and runners. Chuck holes, rocks and other debris are of particular concern.
- Maintain the roadway at or near the present width. Road widening to the extent that necessitates cuts and fills or stream re-alignment is strongly discouraged.
- Devise a schedule for sharing the roadway by all traffic modes. Because of the narrow roadway width, automobiles and bicycles cannot safely use the canyon road at the same time. There is also a safety concern with pedestrians and automobiles sharing the roadway, but the accident potential is much less. Present city policy is that bicycles are permitted and vehicles prohibited on Mondays and Wednesdays. Vehicles have access rights the other five days of the week. Pedestrian access is not restricted. Residents participating in development of this plan believe that automobiles should be prohibited for more than two days a week. They propose at least a 50/50 share. Options for sharing include different times of the day as well as differing days. For example, vehicles could be prohibited during morning hours but permitted later in the day for access to picnic areas. It is not appropriate to specify hours or days in this long range plan. Change in present policy will require coordination among effected city departments, input from city residents, and city council action. The city should monitor access patterns before changing access schedules. Hopefully, joggers, hikers, and cross country skiers can continue to access the canyon at any time.
- Consider public transit in the form of shuttle buses as a long range solution to providing access into the canyon as an alternative to the private automobile.
- Improve the appearance of the canyon entrance around the caretaker home. Either remove or screen maintenance equipment, etc., and keep the buildings in slightly condition.
- Maintain picnic facilities in good condition. Future picnic facility expansion should be minimal. A few additional tables may be added to existing facilities, but the creation of major new facilities is generally discouraged.
- Develop pedestrian trails linking the canyon (below Rotary Park) with trails in the upper Avenues Community and foothills above Capitol Hill. The proposed city-wide trails element of the master plan will include a formal analysis of trail opportunities and will lead to formal trailhead development, signage, easements and rights-of-way and maintenance strategies.
- Maintain and enforce ordinances prohibiting off-road vehicles in the foothills. Enforcement should be increased as necessary to insure that violators are apprehended.
- Discourage the development of new recreation facilities in the canyon.
- Design and develop future public utility facilities with sensitivity to the policy of maintaining the canyon in its natural state. If a water storage reservoir eventually develops in the upper canyon, the design should be compatible with the natural canyon setting. Access to the reservoir should be limited to a small utility vehicle right-of-way, preferably with a dirt or gravel surface,



*A natural lake located high in the upper Canyon.*



Photo By Jerry Fagerlund

*The beauty of the upper canyon should be maintained in its natural state.*

and access to the reservoir should be limited to public utility vehicles. In addition to effects on the natural setting, residents are also concerned that additional water storage capacity will perpetuate additional undesirable foothill development in the upper Capitol Hill and Avenues Communities.

- Promote winter useage of the canyon. Accommodate cross-country skiing, snowshoeing and similar winter activities.
- Keep signs at a minimum in the canyon. Necessary signs should be of uniform design, compatible with the park setting.
- Retain the upper canyon (above Rotary Park) in its natural state. Formal maintained trails or other recreation facilities should not be developed.
- Prohibit access to, and development of privately owned property in the canyon.
- Devise a long-range strategy of acquiring all privately owned property in the canyon.
- Identify and protect natural flora and fauna. Interpretative plaques and/or pamphlets should be used to inform visitors of indigenous plants and animals.
- Permit deer hunting in the canyon on a limited basis, to control the deer population. Hunting other wildlife species should be prohibited in City Creek Canyon.\* Areas near the mouth of the canyon should be used for deer feeding stations during severe winters.
- Pursue the possibility of a Forest Service land grant, transferring ownership of forest land in the City Creek drainage to Salt Lake City, or at least an agreement giving the city the first right to acquire any property that the Forest Service declares surplus and decides to sell.
- Initiate actions necessary to annex the entire canyon. Upper portions or the canyon are under the jurisdiction of unincorporated Salt Lake County. Annexation is desirable from the standpoint of maintaining control over land use and other elements that may interfere with watershed protection.
- Include City Creek Canyon in the proposed city "Open Space Plan." If the plan recommends an open space zone that offers more protection from development than the present "P-1" Zone, the new more restrictive zoning should encompass the entire City Creek drainage. Residents feel strongly that more restrictive zoning is essential.
- Coordinate the ongoing decisions regarding recreation policies in the canyon above Bonneville Boulevard. Public Utilities, Parks and Recreation, Police, Planning, and other involved city departments should work together on an ongoing basis to make decisions regarding appropriate recreation activities and restrictions. Any department advocating a significant policy change must assume the responsibility to contact and coordinate with other departments and concerned citizens.

\*Note: The Utah State Division of Wildlife responded to the recommendation regarding hunting after the City Council adopted this plan. They request that upland game bird hunting be permitted in City Creek Canyon. They indicate that upland game hunting is a high quality non-obtrusive recreational activity that could occur safely in the canyon. The Division of Wildlife further suggests that wording in the plan change from "Hunting for other wildlife species should be prohibited in City Creek Canyon," to "Hunting for other wildlife species should be controlled in City Creek Canyon."

## City Service Issues

### Police Protection

**P**OLICE protection in Memory Grove and City Creek Canyon is a major concern. Problems ranging from speeding along the canyon roads and late night beer parties, to drug dealing, rape and other serious crimes have all been reported in recent years. Canyon characteristics are a major factor. Areas immediately north of Memory Grove are heavily vegetated and ideally suited for criminal activities. The area is easily accessible yet remote enough that policing is difficult. The canyon above Bonneville Boulevard is even more remote. Policing this area of the canyon is difficult. Responding to complaints is the most common method of enforcement.

The "Freedom Trail" as it now exists, requires a police presence because of its location. Foot patrol is necessary to properly monitor activities in the Memory Grove area. The Police Department is requesting an increased budget for five additional officers for the downtown foot patrol. If this increased budget is approved, Memory Grove will be included as part of regular patrols. If not, on-duty patrol vehicles will patrol on an irregular basis.

A helicopter enforcement program is necessary to effectively deal with off-road vehicles in the upper canyon. Perhaps the city and U.S. Forest Service could work together in a joint enforcement effort utilizing the Forest Service helicopter and city personnel to reduce some of the enforcement costs.

The city is considering horse mounted police patrol in the Central Business District. The city should consider extending the horse patrol into Memory Grove, at least to the Bonneville Boulevard Loop. This would be a very effective means of patrolling the canyon and hillsides. The city should even consider developing stables north of Memory Grove to house a small number of horses. This may be an ideal location for some small stables, and stables in the area would help justify horse patrol in the canyon. Officials estimate that a five officer mounted patrol for the downtown area will cost \$300,000 annually, plus costs of initial stable construction, etc.

As previously mentioned, access is essential to proper police protection. The Police Department must have access through any access control gates installed in the canyon.

### Canyon Maintenance

Throughout this planning process there has been considerable discussion of maintenance needs and responsibilities in the City Creek Study area. City departments agree that the Parks Department should have jurisdiction and maintenance responsibilities in the Memory Grove area (south of the Bonneville Boulevard loop), and Department of Public Utilities should have jurisdiction and maintenance responsibilities for canyon areas north of Bonneville Boulevard.

## Summary

**S**ALT LAKE CITY is fortunate to have a natural amenity such as City Creek Canyon so close to the central business district. The city should take pride promoting the "City Creek Park" concept and enhancing the canyon as a natural watershed and wilderness recreation area for residents and visitors to enjoy. Effort must be taken to preserve upper segments of the canyon in their natural state. Land use activities such as residential development or commercial recreation will destroy the natural canyon environment.

The circulation system must also be monitored carefully on an ongoing basis. Bonneville Boulevard should provide vehicular, bicycle, and pedestrian access into the canyon for recreation purposes, but other streets and intersections in surrounding neighborhoods should be improved so that Bonneville Boulevard does not have to function as a through street.

Immediate action toward plan implementation is important. Recommended improvement projects should be programmed into the city's Capital Improvement Plan to ensure timely implementation.

## Capital Improvement Program

The following capital improvements are necessary to implement the City Creek Master Plan:

Project	Schedule*
<b>Bonneville Boulevard Improvements</b>	
Improved roadway surface	Short range
Vehicle/bicycle lane divider (stripes or physical barrier)	Short range
Proper signage	Short range
Street trees	Short range
Paracourse	Long range
Benches	Long range
Decorative street lights	Long range
<b>Canyon Road Improvements</b>	
Turn around north of the Memorial House	Short range
Improved roadway surface (from Memory Grove to Rotary Park)	Short range
Picnic tables and decorative street lights (closed portion up to Bonneville Boulevard)	Short range
<b>Pedestrian Trail Improvements</b>	
8th Avenue to Memory Grove	Short range
Bonneville Boulevard to East Capitol Boulevard	Short range
4th Avenue Stairs	Short range
Freedom Trail Improvements	Short range
Foothill trails from Avenues Community to City Creek Canyon	Long range
<b>Recreation Proposals</b>	
Acquisition and development of entrance park near North Temple and State Street	Short range
Canyon picnic area improvements	Short range
Peripheral vegetation	Short range
Upper canyon trail improvements	Short range
General clean-up program	Short range
New recreation facility and parking lot on the East leg of Bonneville Boulevard	Long range
Memory Grove expansion	Long range
<b>Water System Improvements</b>	
System maintenance and upgrading	Short range
New reservoirs	Long range
<b>Drainage and Flood Control Improvements</b>	
City Creek bank stabilization	Short range
Vegetation around desilting Basins at Bonneville Blvd. Loop	Short range
Bonneville Blvd. drainage improvements	Short range
Erosion control where 11th Ave. Storm Drain enters City Creek	Short range
<b>Police proposals</b>	
Regular patrol in Memory Grove	Short range
Helicopter patrol in canyon	Short range
Mounted patrol in Memory Grove	Long range

\*Note: Short range improvements can be instigated immediately and should be completed within the next 10 years. Long range improvements should not be instigated until short range improvements are completed and the ultimate function of Bonneville Boulevard is determined.

## Acknowledgments

**Mayor**  
Palmer DePaulis

**City Council**

Florence Bither, District 1  
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Earl Hardwick, District 4

Tom Godfrey, District 5

Roselyn Kirk, District 6

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*Front Cover Photograph: A meditation chapel built to commemorate Utah war veterans is one of several monuments built in Memory Grove, at the entrance to City Creek Canyon.*

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