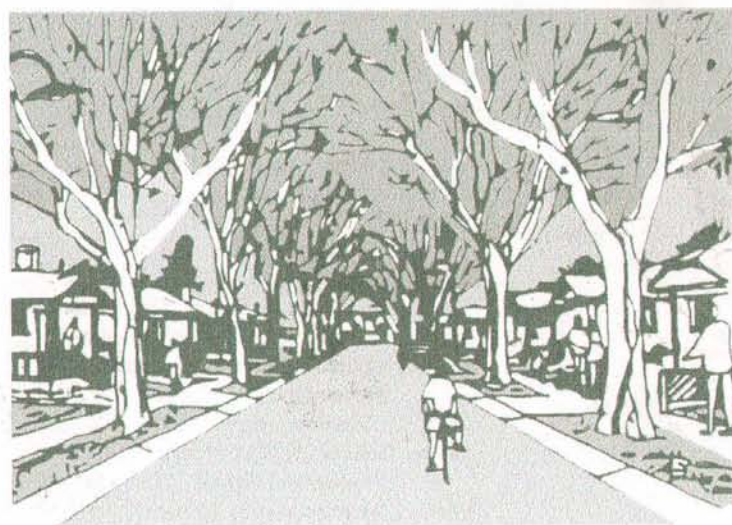
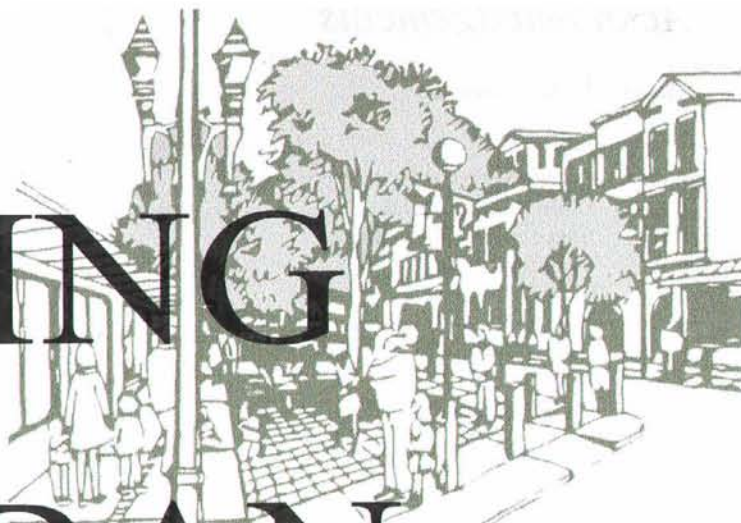


CREATING AN URBAN NEIGH BORHOOD

Gateway District Land Use
& Development
Master Plan

ADOPTED BY SALT LAKE CITY
PLANNING COMMISSION JULY 9, 1998
CITY COUNCIL AUGUST 11, 1998



With an International Distinction, Grounded in a Salt Lake City Tradition.

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Creating an Urban Neighborhood

Gateway's Place in the City

"Creating an urban neighborhood" describes the vision and acknowledges the challenge and opportunity present in the Gateway District. An urban neighborhood evokes images of a broad mix of experiences, activities and uses. The strongest, most important, diverse and enriching element in the mix must be homes for people of all incomes, backgrounds, ages and interests. Creating an urban neighborhood requires commitment to the vision by Salt Lake City elected officials and administration, developers, property owners, business owners, community interests and residents.

".....with an international distinction" because it is our place of welcoming — to each other when we come home or visit the City, to travelers as they are introduced to our culture and history, to the people of the world during the Olympic Games of 2002 and to those who will follow. An international distinction is also reflected in the cultural history of the Gateway District and the rich diversity of peoples who have been a part of the Gateway.

".....grounded in a Salt Lake City tradition" that is rich in history, style, culture, urban form, and attitude. These forms and textures, tastes and smells, colors and materials are all a vital part of the City, and they are uniquely ours. They are the building blocks of a civic tradition that enlighten and inspire and remain timeless, and they are familiar patterns that have served us well in the past and will give strength to Gateway as it develops.



The opportunities are endless.



There is much to work with ...



and much that has already begun.

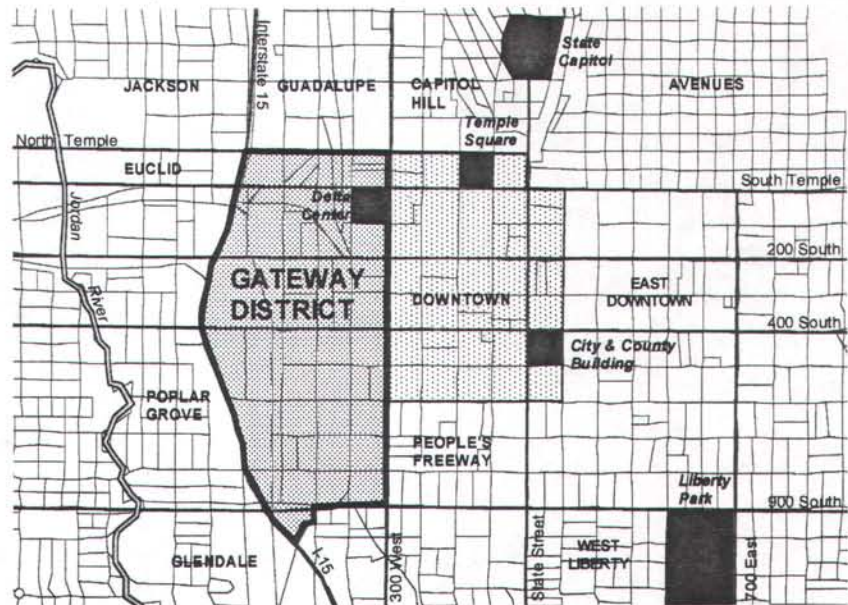
Purpose of the Plan

Completion of the *Visionary Gateway Plan* in 1994 and the *Rail Consolidation Plan* in 1997 laid the groundwork for the current plan, and created the momentum necessary to make the ideas a reality. This Gateway District Land Use and Development Master Plan is the culmination of a year-long public process which included a 50-member steering committee, ten public meetings with property owners, businesses and residents who commented on elements of the plan, several briefings with Planning Commission and City Council members, and three design charrettes focused on specific issues in the Gateway District.

The purpose of the plan is to establish policy and give guidance to the development of what is known as the Gateway District. The district's significance is derived from its location at the most important entrance to downtown Salt Lake City, its nearness to the Central Business District and several neighborhoods, and its incredible development and redevelopment potential. The plan defines the character of the area and a vision for its future development; it integrates existing uses and businesses while acknowledging that change is inevitable and welcome; and it recommends certain policy and administrative measures necessary to implement the ideas.

This document reviews the development of the plan and outlines the most important findings and recommendations. It is the essence of the planning process and synthesizes the information generated in five interim reports, a blight study, and work on a Brownfield Pilot Program.

The Gateway District is centrally and ideally located.



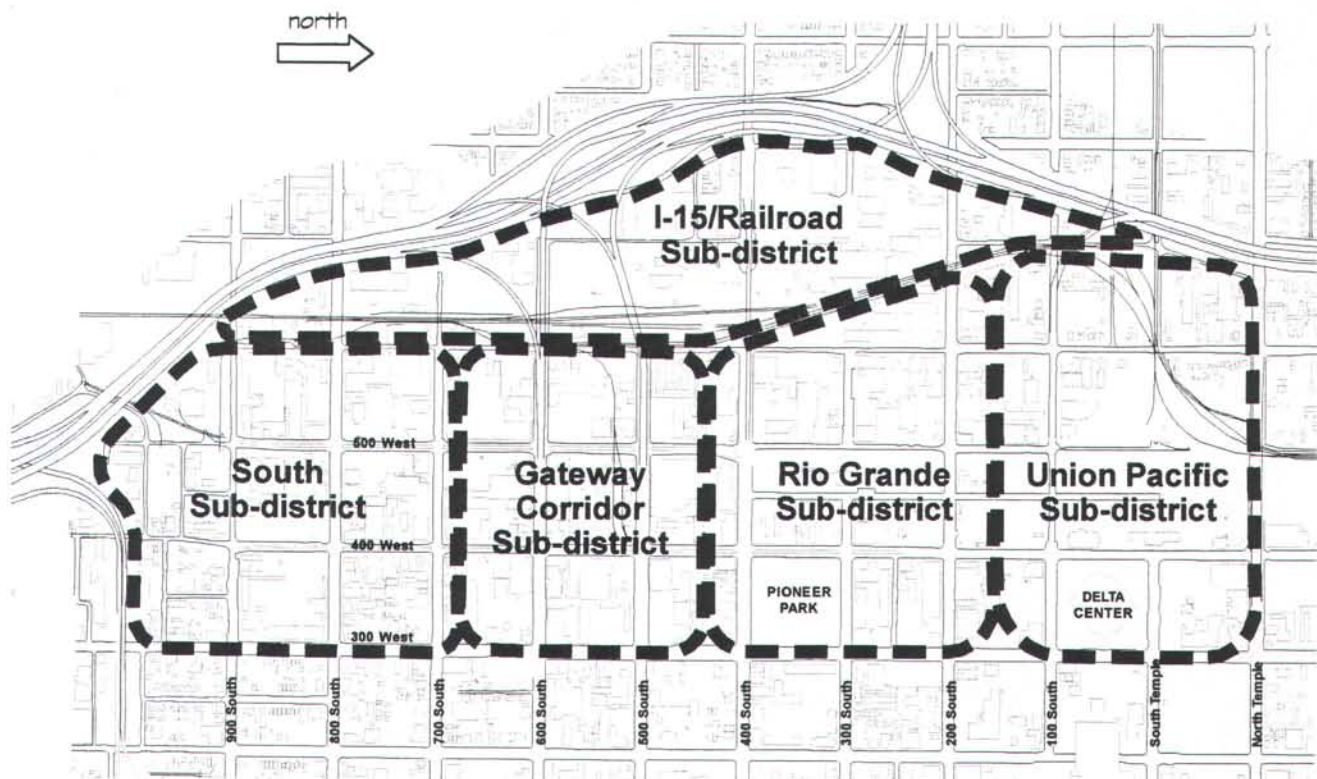
Guiding Principles

Early in the planning process, ten guiding principles were identified.

- Create a positive and clear identity for Salt Lake City and the Gateway District.
- Create a sense of place for the District that celebrates and supports "neighborhoods," each with a distinct character and personality.
- Create a hierarchy and network of streets and open spaces that provide a structure and framework for the development of neighborhoods.
- Encourage a mix of uses with diversity in jobs, residents and visitors that balances neighborhood needs, has a vital street life and character, and results in a thriving local economy.
- Take advantage of public infrastructure opportunities like the I-15 reconstruction, public transportation systems, and streetscapes to create an elegant system befitting a Gateway.
- Look to traditional patterns of development in Salt Lake City as examples of the kind of blocks and streets that encourage and support urban neighborhood development.
- Maintain, enhance, and create connections to neighborhoods surrounding the Gateway District, neighborhoods within the Gateway District, and downtown Salt Lake City.
- Maintain and encourage diversity through retention of existing business and residents, retention of existing structures and uses, development of a broad range of housing types which can fit into virtually any area of Gateway and integration of social service providers and their clients into the fabric of the community.
- Require excellence in design through urban design guidelines that preserve views and vistas, create pedestrian-friendly and attractive streets, establish a distinct character, and create landmarks and signature structures in architecture and infrastructure.
- Leave an "Olympic Legacy" in the design of important infrastructure elements such as the 400 South Street Bridge and the new viaducts, the establishment of an "address" street with distinction, and a public open space system that brings City Creek back to the surface and integrates it into the neighborhood.

The Neighborhoods

Gateway Sub-districts & Land Use Patterns



Five sub-districts or neighborhoods already exist in the Gateway District. Each neighborhood has a distinct character and identity that sets it apart from the others even though together they form the Gateway District. The sub-districts have similarities in either architecture, development pattern, land use or image, and their edges overlap. The sub-district diagram illustrates generally where sub-districts are located.

- The Union Pacific Sub-district at the northern end of the Gateway focuses around the Union Pacific Depot. New development behind and to the north and south of the depot will form the neighborhood, but the depot will remain a center of interest.
- The Rio Grande Sub-district also focuses on a historic railroad depot. Here existing

warehouse buildings have established an architectural character that is similar in the use of materials, scale and design. Many of the buildings are already being adapted to new uses which complement the depot and Pioneer Park.

- The Gateway Corridor Sub-district will change dramatically with the shortening of the viaducts, but it remains a major

point of arrival and departure and a critical area to the future image of the Gateway.

- The key to the South Sub-district is its diversity in land use -- ranging from residential to commercial to heavy industrial/manufacturing. It is truly a mixed-use environment, although most visitors to the area would see only large industrial users. The immediate opportunities in the area include a 7.5 acre parcel owned by Salt Lake City and the redesign of the 900 South off-ramp, that will free a great deal of land for other uses.
- The I-15/Railroad Sub-district is the area located roughly between 600 West (about where the railroad tracks are consolidated) and the interstate. It is predominantly a manufacturing, distributing and industrial area with several large employers. When the rail consolidation is complete, the area will continue to be bounded by railroad tracks and the interstate.

A History of Neighborhoods

The history of neighborhoods in the Gateway goes back many years. In the early 1900's, the Gateway area was home to several thriving ethnic neighborhoods. Remnants of some of those neighborhoods continue today, while others faded and were replaced with more industrial land uses.

A Japanese neighborhood supported noodle houses, barber shops, hotels, fish markets, a tofu bean-cake factory, and a tri-weekly newspaper. Only the Japanese Church of Christ built in 1918 remains.

The first Italians arrived late in the 1890's. Many were employed by the Union Pacific and the Denver & Rio Grande Western railroads. Italian immigrants owned grocery stores, saloons and tailor shops, and settled in nearby residential areas.

Syrian immigrants settled in the area immediately surrounding 300 South and 500 West primarily because many were employed at the Utah Fire Clay Company near 1000 South and 100 West. The area called "Little Syria" included residential neighborhoods and stores.

Greek immigrants came to Utah in large numbers in the first decade of the 20th Century. Many settled along 200 South Street between 500 and 600 West in an area known as "Greek Town." Several buildings along 200 South Street remain in what was once the heart of Greek Town. The most significant remaining structure is the Holy Trinity Greek Orthodox Church on the corner of 300 West and 300 South.

Changing Land Use Patterns

The growth of the railroads affected a major change in the area. Neighborhoods that were once ethnic reverted slowly to industrial, warehousing and transportation uses -- uses that actively continue to this day. Several businesses have been located in the area for over one-hundred years and have strong ties to the industrial, manufacturing and distribution history in the area. Today, 68 percent of the land in the Gateway District is classified as industrial and less than 3 percent is classified as residential.

One of the results of this change to heavier industrial uses was an emergence of "brownfield" conditions, where soil contamination occurs. The Brownfields Pilot Program, undertaken simultaneously with the land use and development plan, identified areas where contamination may exist and identified appropriate mitigation measures. The environmental contamination information has been useful in locating areas suitable for different kinds of land uses, particularly residential development that requires the highest level of clean-up. In Gateway, many "brownfield" parcels are suitable for development as multi-story office, commercial, retail, entertainment and public uses without a great deal of remediation required.

Other reminders of the past still stand in the Gateway. Pioneer Park, the oldest park in Utah, is an important open space in the area. Several buildings are listed individually on the National Register of Historic Places or are included in the Warehouse National Register Historic District. Many of the unique warehouse buildings are being adapted to new uses, particularly residential uses. The scale and design of these buildings are important features in the Gateway and will be a guide to future design and development.

Several public and private social service agencies and facilities are located in the Gateway. They provide essential services to homeless individuals and families, including day care, elementary school, medical and dental clinics, food service and lodging, counseling, and job service assistance. These services are vital to the health and safety of their clients.

Re-creating an Urban Neighborhood – What is Mixed-use?

Mixed-use is shops, homes, churches, community and neighborhood services; families, business owners, and laborers from many different countries and backgrounds; and working, living, playing and learning opportunities all occurring together. It is what neighborhoods used to look like as they developed to serve the needs and the lifestyles of the people who lived there. Recreating that quality of living, enhancing it with new technologies and ideas, and blending it with many of the existing uses is an important goal of the plan – a mixed-use urban neighborhood, full and rich with diversity, livability, and beauty.

New Land Use Patterns

The Proposed Mixed Land Use Patterns diagram indicates the dominant or focal land use in each area. The text associated with the legend describes the mix of uses desired. It cannot be overstressed, that even with a focus on a certain kind of land use, it is critical that a mix of uses be encouraged to complement each other in each of the neighborhoods within the Gateway. Where commercial, retail or office land use patterns are shown, it is assumed that residential land uses will also be incorporated into the plan – sometimes in adjacent structures, or perhaps on upper floors.

The Land Use Pattern descriptions that follow are intended to serve as a guide. Some uses are mentioned specifically, but the opportunities are endless and there is a great deal of overlap intended.

Civic, Cultural, Community:

Large-scale facilities include a variety of museums, arts and cultural uses that are local and regional attractions. These include a children's museum, planetarium, art and history center, natural history museum, galleries and exhibits, performing arts facilities, ethnic cultural halls and exhibits, an educational campus or complex, and a theme retail shopping center. There are many possibilities, but the common element is larger buildings that attract large numbers of people. To complement the larger-scale facilities, smaller retail and commercial support services, restaurants, coffee shops, office buildings, and high-density housing should be a part of the mix.

Residential: Housing is an essential element in all of the neighborhoods; however, where residential is shown as the focus mixed-use pattern, the intent is that housing should be the dominant presence on the street. High-density residential structures – apartments and condominiums – that are multi-story in scale but touch the sidewalks with doorways and stoops should be encouraged. Residential development will accommodate a variety of lifestyles ranging from boarding houses and single-room units, to high-end condominiums, affordable and market-rate family housing, and housing for the elderly and people with special needs.

Retail: Retail and other small commercial uses reinforce the street life of neighborhoods and provide essential services and conveniences to people – grocery, day care, dry cleaner, hardware, banking, medical and dental facilities, restaurants, copying and

printing, veterinarian, and many others. Specialty shops for antiques, fabrics, flowers, newspapers and magazines, clothing, music, books, kites, kitchen supplies, and candles are just some of the other possibilities. Mixed in with the dominant use will be small hotels and apartment buildings, offices, schools and churches.

Commercial: These are larger scale uses, such as retail uses that are a part of a center or complex. An example is a moderately sized neighborhood center with a supermarket, hardware and garden center. There may also be special campus-style uses such as a medical center, clinic or neighborhood hospital; law school, training center or other educational facility; hotels; civic buildings; or an office complex.

Secondary Support Commercial: These are intended to be small to moderate scale uses that provide support services to the central business district, the hotels and convention facilities. Other downtown uses such as caterers, food and materials distribution and warehousing, designer showrooms, office supplies, auto repair, and display and exhibit equipment are just some examples. Also included in this category are small one-of-a kind shops, incubator space for small and growing businesses, artist living/studio spaces, and other live/work arrangements.

Many of the existing uses that include manufacturing, warehousing and distribution should be retained.

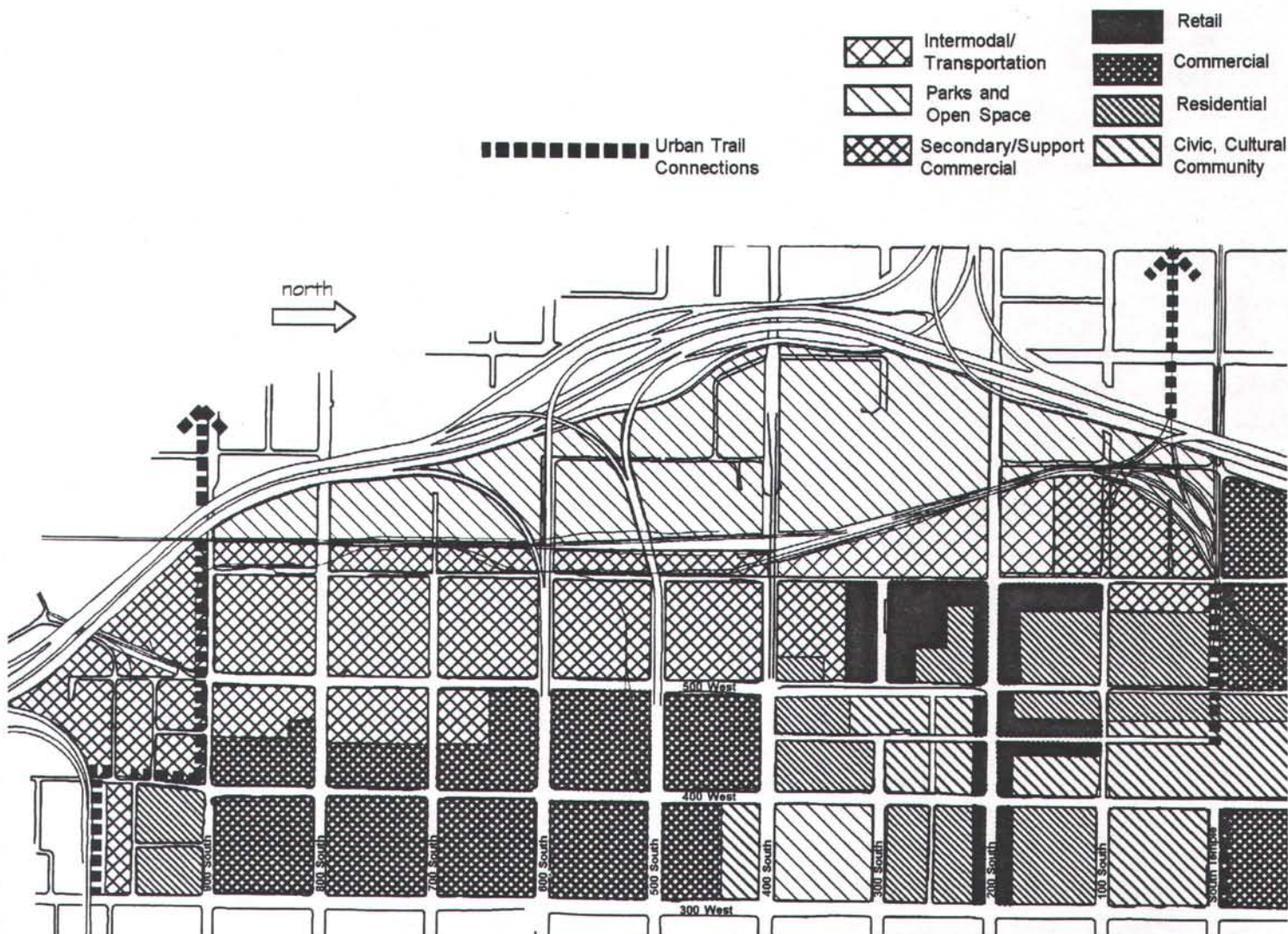
Parks and Open Space: Green spaces, urban trails and creek corridors dominate this mixed-use

pattern, but even here retail and commercial uses which complement recreation opportunities or provide recreation opportunities can be included. Such uses may include a fly-fishing shop that offers casting classes and demo-equipment at a nearby pond, or a small recreation and equipment rental shop with skates and bikes. Community recreation facilities and sports facilities such as fields, pools, open play areas and trails are also possibilities. Public plazas and spaces, the linear park along 500 West, bringing City Creek to the surface, and the trail connection on the south are integral parts of other focus land uses.

Intermodal Transportation:

This specific site has been identified as a potential intermodal facility where Amtrak, Greyhound Bus, Utah Transit Authority (UTA) buses, Trax light rail and perhaps regional commuter rail may all come together. Other transportation related uses such as taxi cabs and tour company uses may also be a part of an intermodal facility.

Proposed Mixed Land Use Patterns



Union Pacific Sub-district

Lights, Camera, Action...

“A lively center of activity”

Located at the western end of South Temple Street, the Union Pacific Sub-district is an important corridor of large-scale attractions, employment, and entertainment facilities. Large-scale public and private buildings and developments will complement the activities occurring along North and South Temple (such as Delta Center, Temple Square, Symphony Hall and the Arts Center).

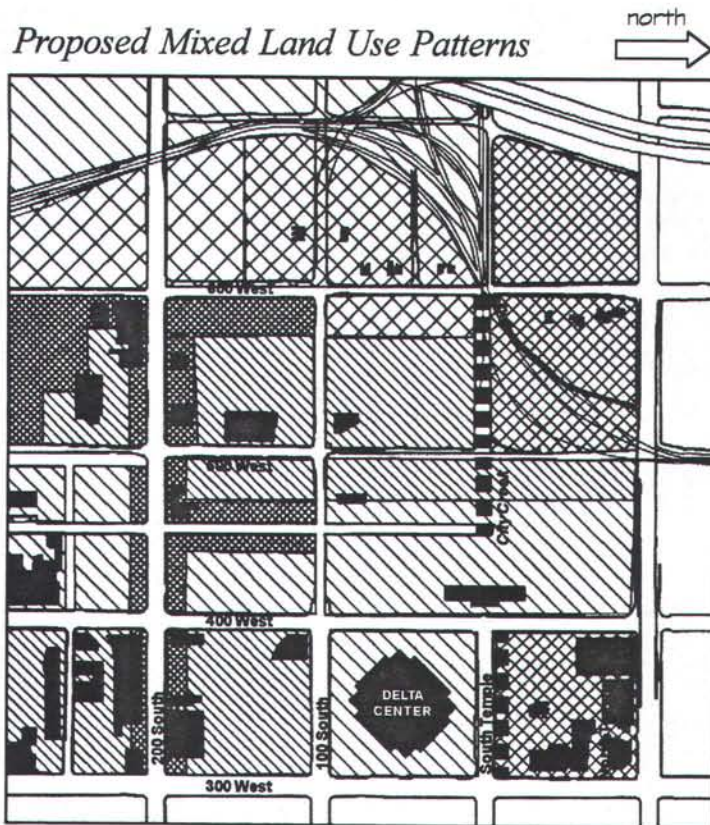
The focus will be on visitor attractions, museums, educational facilities, shopping, theme entertainment/retail, open space, major employment, residential, and hotel and cultural uses. It is essential that housing become part of a mixed-use urban neighborhood with a large component of high density and varied housing types. Together, these uses will provide a 24-hour population in the area.

Whatever mix of appropriate uses evolves in the area, it is essential that they reflect the unique regional landscape of the Wasatch Front and Utah. Activities, structures and uses which inform, respect, and appreciate the local culture and environment exemplify the beauty and diversity of our landscape and people.

It is critical that the historic Union Pacific Depot be adapted and reused so that it remains a focus of neighborhood development. Reuse of the depot as a hotel lobby, retail shopping, or other facility where public access is welcome will assure its continued vitality, importance, and place in the neighborhood.

The extension of Rio Grande Street through this neighborhood will encourage the relationship between the two depots and provide a pedestrian-oriented connection. Cultural, civic, residential and educational structures will focus on the major streets giving them elegance and importance as “identity or address” streets and boulevards.

Proposed Mixed Land Use Patterns

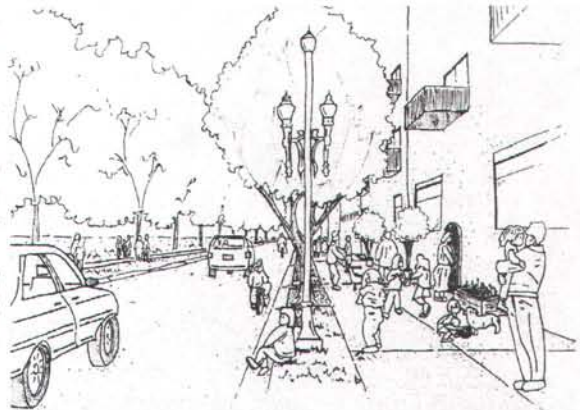


	Civic, Cultural Community		Secondary/Support Commercial
	Residential		Parks and Open Space
	Commercial		Intermodal/Transportation
	Retail		



Public plazas, streets and open spaces are places for gatherings and festivities.

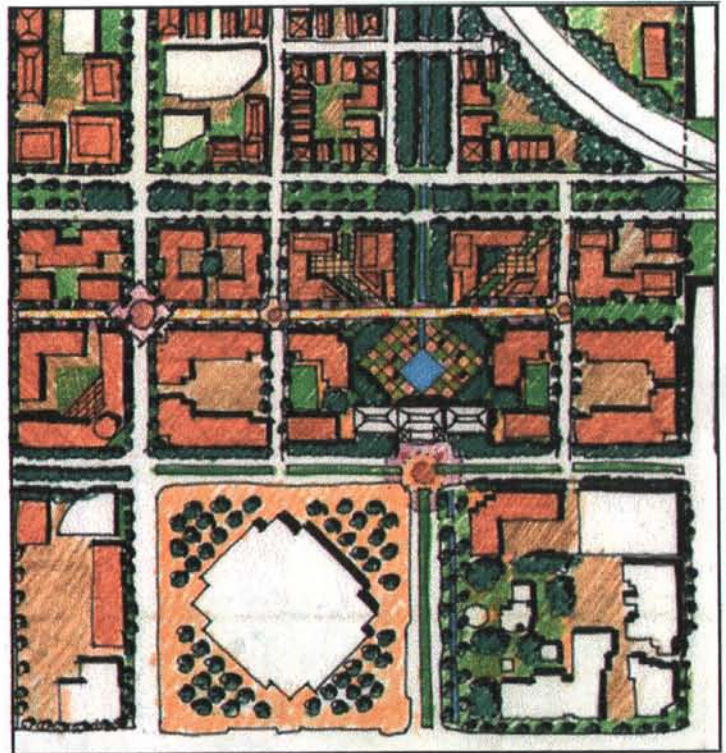
500 West becomes a pedestrian-friendly boulevard with a median park, wide sidewalks, trees, and street furniture.



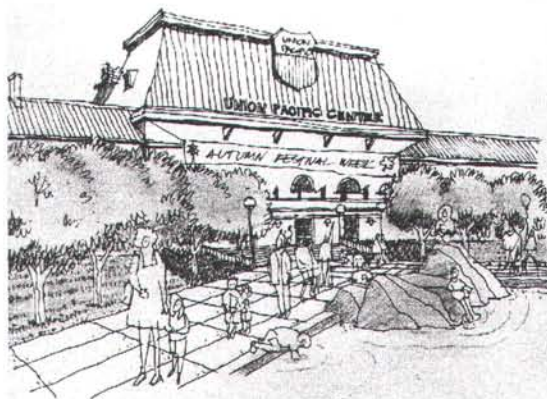
Bringing City Creek back to the surface will be part of the urban design for the area and lead the path from the Gateway area, under the interstate to neighborhoods to the west and on to the Jordan River. City Creek is an important open space aesthetic and linking feature.

Implementation Issues

- Reserve the broadened right-of-way and protect subsurface rights for a possible future commuter rail alignment on 500 West.
- Work with the Union Pacific property developer to implement plan concepts.
- Finalize the alignment for bringing City Creek back to the surface.
- Extend Rio Grande Street north into the Union Pacific Sub-district.



Development Plan Concept



Union Pacific Depot as the heart of the neighborhood.

City Creek is back to the surface.



Rio Grande Sub-district

A Unique and Historic Area

The Rio Grande Depot provides the focus of this neighborhood. The depot should be protected so that it remains an integral and active piece of the emerging pattern of development.

With the transition of the California Tire and Rubber Company building to residential use, the trend for residential reuse of existing historic buildings continues following the example of ArtSpace and other

housing developments in the area. Housing will be varied and accommodate all incomes. The mix of uses found in each reuse development provides for a variety of housing types combined with retail commercial uses such as shops, restaurants, day care, galleries, and studios.

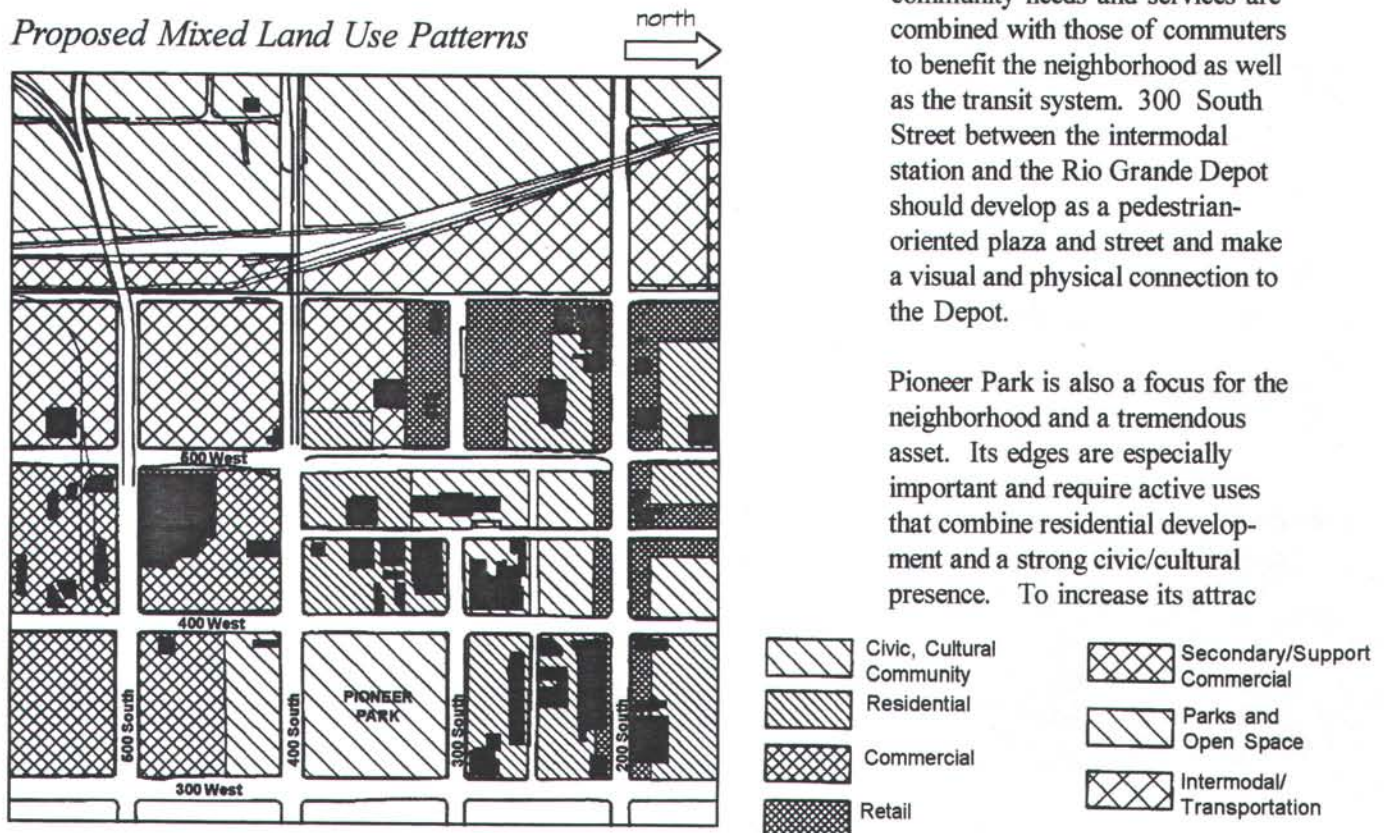
New development will complement a rich inventory of unique and historic buildings. Established

patterns of scale and character will be enhanced and protected as a "finer grain" of streets, blocks and buildings emerges. New development should provide community services needed by residents of the area.

The potential development of an intermodal station along 600 West and 200 South would provide an opportunity for Transit Oriented Development (TOD) in which community needs and services are combined with those of commuters to benefit the neighborhood as well as the transit system. 300 South Street between the intermodal station and the Rio Grande Depot should develop as a pedestrian-oriented plaza and street and make a visual and physical connection to the Depot.

Pioneer Park is also a focus for the neighborhood and a tremendous asset. Its edges are especially important and require active uses that combine residential development and a strong civic/cultural presence. To increase its attrac

Proposed Mixed Land Use Patterns





Urban residential neighborhood street.

tiveness, programmed events and programs will be necessary to activate the park.

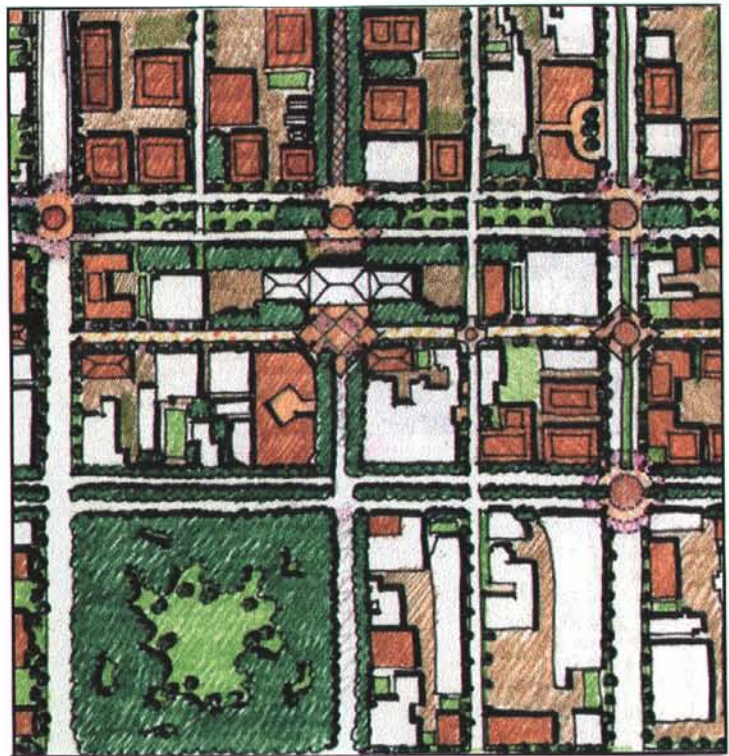
Community service uses such as a community center, local grocer, branch library, social service center, senior citizen center, medical clinics, churches, schools, day care, mar-



Pioneer Park Farmers Market.



Urban residential adapted reuse.



Development Plan Concept

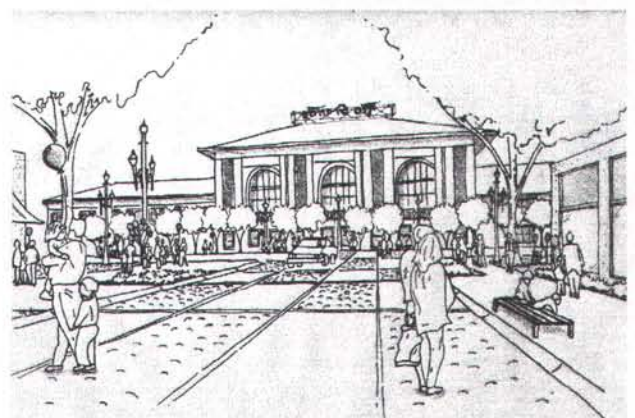
kets, public transit, veterinarian, offices, galleries and studios will meet the varied needs of residents.

Social service agencies and homeless individuals and families are a part of the neighborhood and will continue to be served and integrated with development.

Implementation Issues:

- Provide the necessary social services in ways that are compatible with new and existing businesses and development.
- Work with Salt Lake City Parks and Recreation and other partners such as the Downtown Alliance to program and activate Pioneer Park.

- Continue the on-going police presence in the park to increase safety and security in the neighborhood.
- Work with the State and/or developers to determine a suitable reuse for the Rio Grande Depot.
- Work with designers and developers of the intermodal station facility so that it provides a strong terminus to 300 South Street and reinforces the connection between the station and the depot.

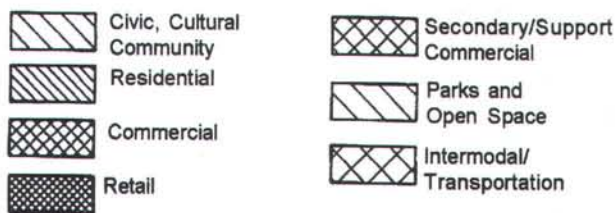


300 South Street west of the Rio Grande Depot.

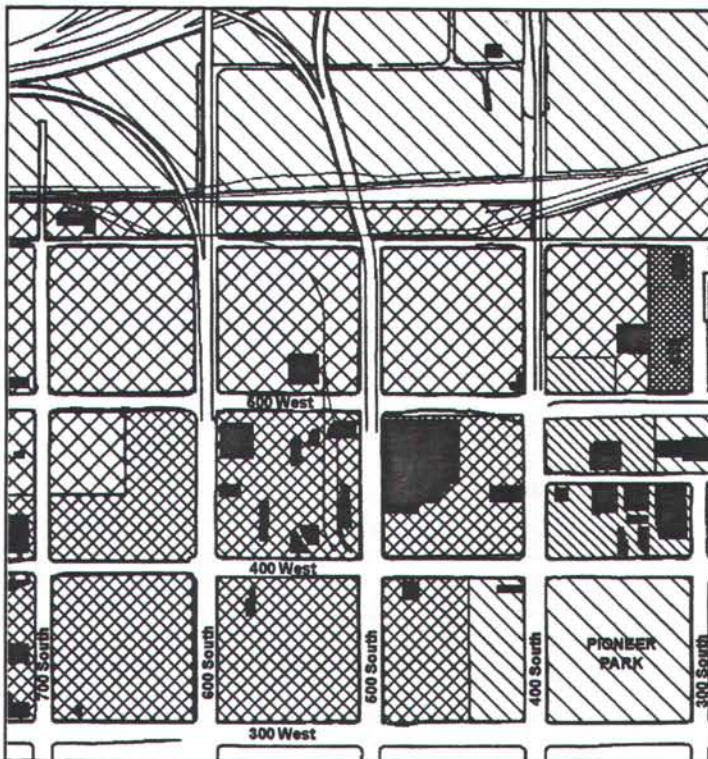
Gateway
Corridor
Sub-district

Welcome To Salt Lake City

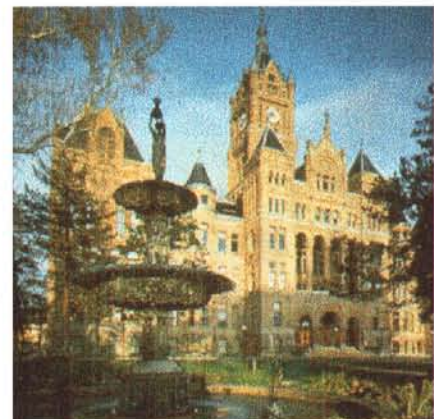
*“A Hospitality
Neighborhood”*



Proposed Mixed Land Use Patterns

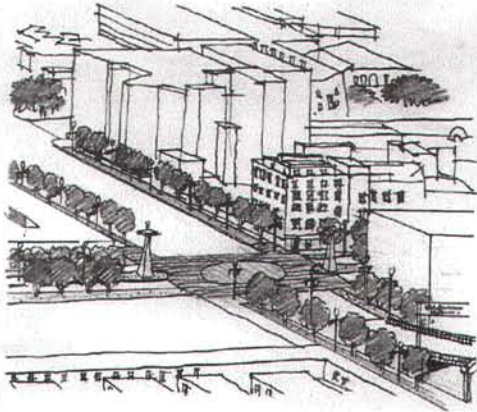


At the convergence of three major vehicular connection of Interstate 15 to downtown Salt Lake City, this is a place of arrival and departure where image setting elements like new viaduct design and attractive streetscapes are critical to the area. It should be a place of welcoming with visitor services and orientation that will include hospitality and welcome center functions, expansion of hotel/motel facilities, civic structures, and high-density housing.



400 South Street connects the Gateway to the City's Civic Center.

Enhanced streetscape marks freeway ramp "touchdown" areas.

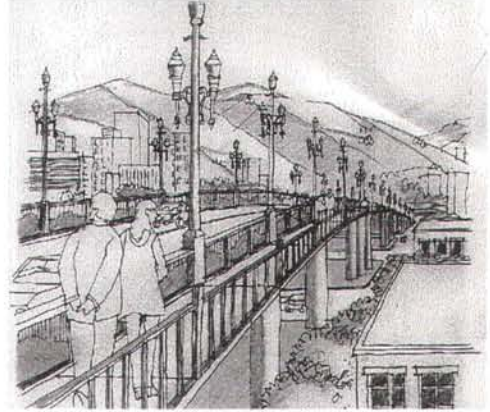


Many of the existing industrial uses may remain in the area in the short term, especially those west of 500 West Street. Parcels that are no longer hidden by viaducts and highway structures will be visible, accessible, and very attractive for development. The high level of traffic on 400, 500 and 600 South Streets will make these streets attractive for development. It will be important to

focus on the kind of uses that create a gateway image and minimize those which do not.

Office buildings, civic buildings, high-density residential structures and other architecturally-strong buildings are appropriate along these busy streets to create the urban ambience that will set a standard for Gateway. Buildings should have a strong presence on

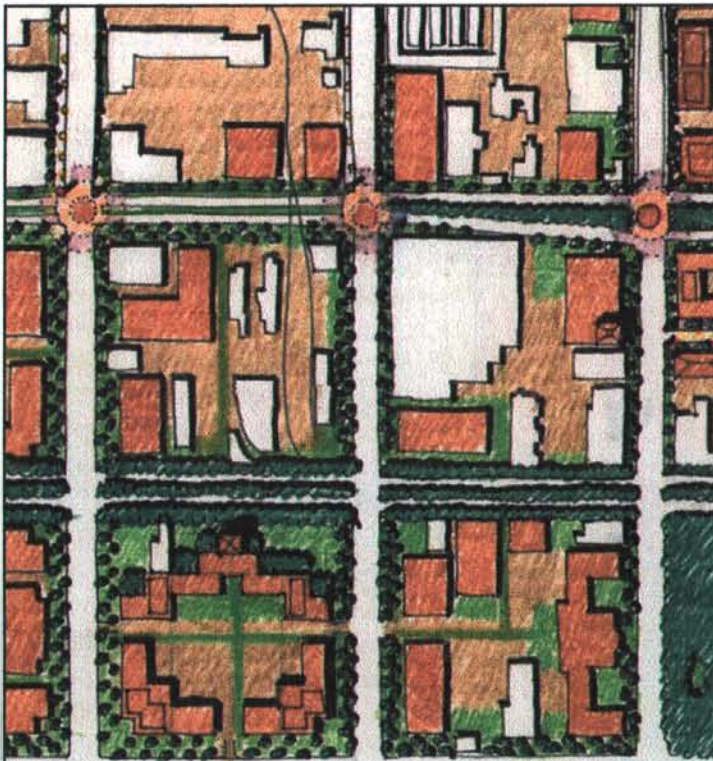
The design of infrastructure reflects a sense of civic pride and beauty.



the street, and the landscaped street-edge is important to provide an attractive pedestrian environment and positive visual image of the area.

A "Civic Boulevard" should be created along 400 South Street linking the City & County Building on Washington Square and the new Scott Matheson Courts Complex with the hospitality neighborhood.

Development Plan Concept



Implementation Issues

- Prepare a streetscape development plan which includes street trees, landscaping, sidewalks and pedestrian amenities along 400, 500, and 600 South Streets.
- Require excellence in design of the new viaducts and create areas of interest at the touch down points of the new viaducts.
- The 400 South viaduct should include separate pedestrian lanes that extends both east and west beyond the viaduct.
- Remove existing billboards.
- Allow no new billboards to be installed.
- Develop a system of signing and way-finding that is friendly to visitors and directs them to areas where information is available.

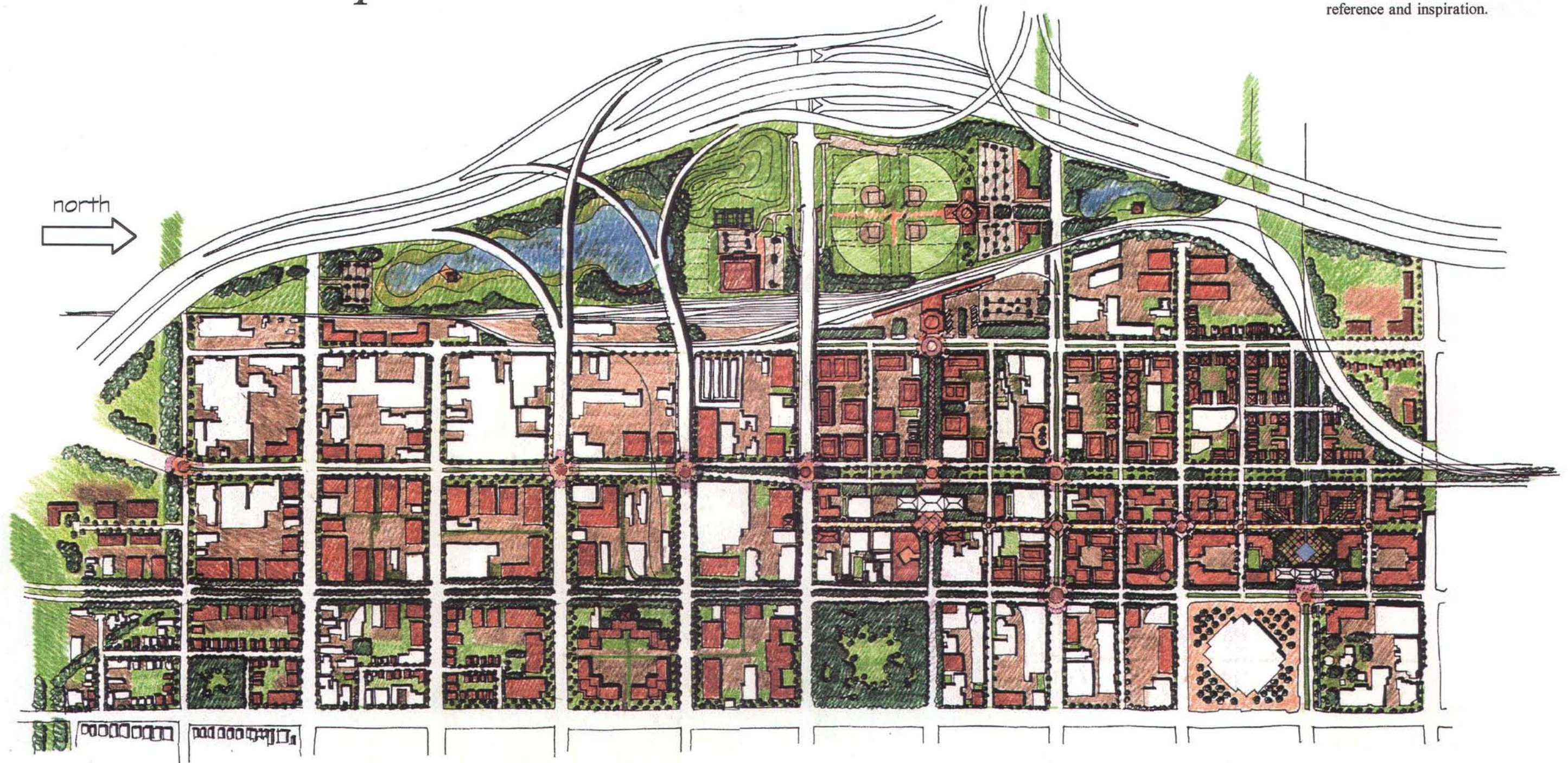
Development Plan Concept

The illustrated drawing shows just one idea of what the Gateway may look like when it is fully developed. Some of the buildings shown are existing and will remain, others are “made-up,” but this illustrates how a residential block might be laid out, how public

plazas can be integrated with large cultural and civic buildings, how City Creek may make its way through the area, where large open spaces are located, how the streets are planted with trees and medians, how the larger block may be broken into smaller blocks particularly on those blocks which have a strong residential focus,

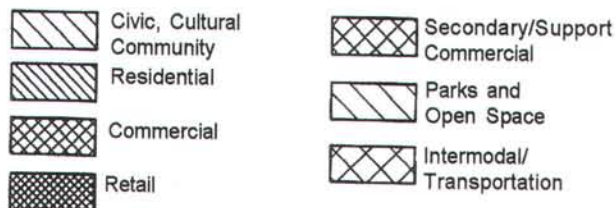
and how it is important to emphasize and reinforce the framework established for the Gateway District neighborhoods.

As each of the sub-districts is introduced in the pages that follow, portions of both the Mixed-Use Land Use Patterns diagram and the illustrated Development Plan Concept drawing are provided for reference and inspiration.

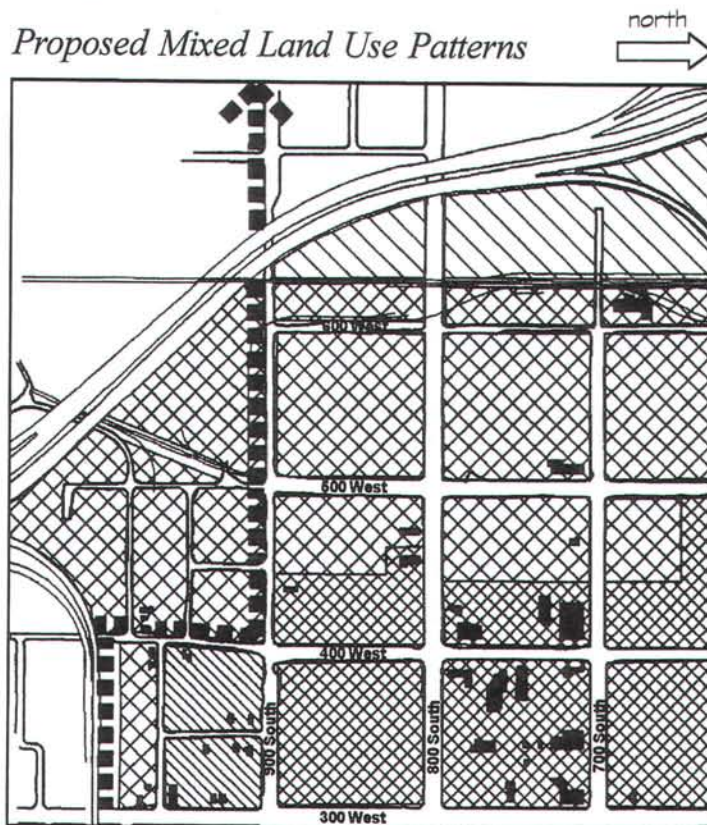


South Sub-district

“....Tinker, Tailor, Candlestick Maker....”



Proposed Mixed Land Use Patterns



The southern end of the Gateway District is ideally located to emphasize uses which complement and support the Central Business District, the Gateway District, and other businesses in the area such as distribution, catering, and displays for conventions. It also provides places for small showroom/retail, “shop houses” - places where people live in the same building with shops for crafts, specialty merchandise, and “one-of-a-kind” shops. It is a place for incubator space where small businesses develop and grow, and eventually find new homes in larger facilities.

The mixed-use residential pockets that remain or others that may develop, should become part of the overall mixed-use character of the area. This neighborhood has a “gritty” character where

some industrial patterns of development remain and existing buildings are re-used.

A major new entry to the Gateway District is anticipated at 900 South and 400 West. The abandonment of the existing 900 South off-ramp right-of-way between I-15 and West Temple provides an opportunity for an urban trail and open space link under the interstate and to Jordan Park and the Jordan River Parkway. Removal of the existing earth-fill ramp also removes a barrier between neighborhoods.

The ten-acre block partially owned by Salt Lake City (400 West and 800 South) is ideally located to become an image-setting focus for the neighborhood. Such image-setting uses may include:

- a downtown neighborhood-focus retail center providing grocery, hardware, garden and other services to this and the surrounding neighborhoods;
- a civic building such as a branch library, government office, post office;
- a special purpose complex such as a medical center or school campus; or
- a combination of all three.

Office uses located along 400 West Street will benefit from the new traffic patterns in the area and the importance of the street. The scale of buildings should be appropriate for the street.

Implementation Issues

- Cooperate with UDOT in the redesign of the 900 South off-ramp. Redesign should include removal of the earth fill ramp.
- Commit to the acquisition of the existing ramp right-of-way for a linear park and trail to the Jordan River Parkway.
- Acquire the additional property on the block between 800 and 900 South, and 300 and 400 West for the development of a major image setting focus for the neighborhood.
- Retain and protect the historic character of the block between 700 and 800 South at 400 West Street.



Development Plan Concept

Small-scale residential street with mixed-use surrounding.



I-15/Railroad Sub-district

Gateway Commons

“A Major Public Open Space”

A major open space feature with both public and private sports facilities offers a broad range of unique activity opportunities for the Gateway, all of the surrounding neighborhoods, and the City.

Specialty recreation uses such as a sports/lifestyle fitness center, sports medicine facility, and other sports related facilities compliment the open space and park element. These recreation opportunities should accommodate activities that are unique to the Wasatch Front, such as climbing walls, canoe and

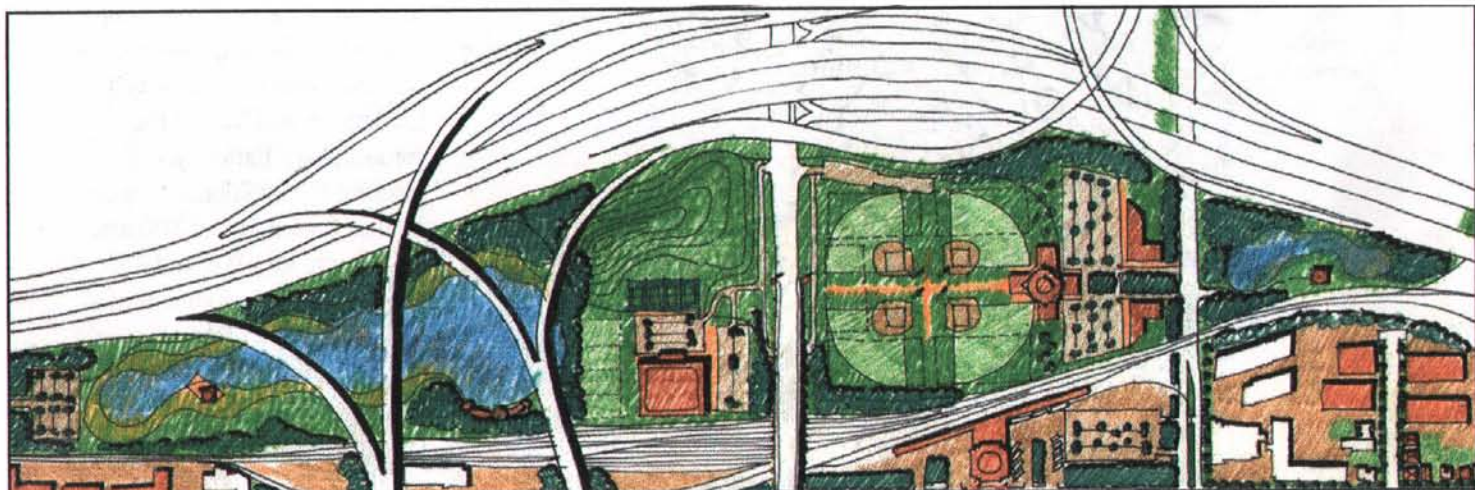
kayak training, fly-fishing/casting training, recreation equipment sales, and other activities which focus on the unique natural environments of Utah and the diversity of recreation opportunities in the nearby mountains and deserts.

Other uses and development may include informal fields for football, soccer, baseball, and softball; a sports complex for indoor activity; a swimming pool; an informal ice skating rink; concessions - skating and bike rental, ice cream vendors,

small restaurant “tea houses” for providing drinks and snacks; special facilities for skateboards, rollerblades and bicycles; tennis, volleyball and basketball courts; informal play-fields, picnic areas, and playgrounds; dog exercise areas, pavilions and trails; botanic gardens and other educational opportunities. The park may have a functional aspect as well - a constructed wetland or stormwater basin to hold and treat urban run-off.

Both ends of the Gateway Commons touch the only thoroughfares

Development Plan Concept



connecting the east and west neighborhoods (200, 800 and 900 South) making the park accessible and usable for people on the west and east sides of the highway, as well as those to the north and south. Two major linear open space and trail systems provide pedestrian and bicycle connections to Gateway Commons. City Creek, once again at the surface, will move through Gateway Commons on the north, and a new trail will replace the existing 900 South off-ramp to West Temple as the south connection. The trail and open space will eventually reach the Jordan River Parkway. It is critical that these connections be maintained and enhanced so that the park is active, programmed and safe.

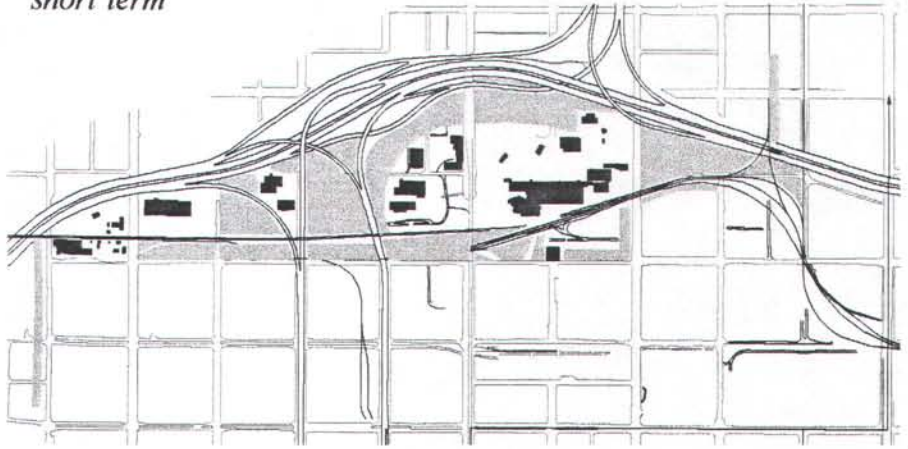
Implementation Issues

Gateway Commons will emerge over time as uses change. The existing manufacturing, industrial, and warehouse uses will eventually transform to new uses. When the time comes for change, the City must be ready to guide the transformation toward the "Commons" concept as detailed below:

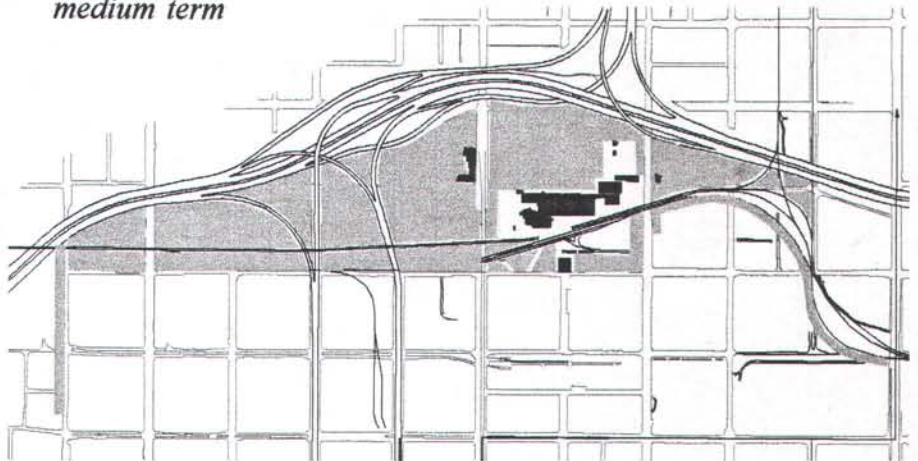
- Communicate with property owners so that they understand the long term plan for the area and their role.
- Develop agreements with property owners for first rights of purchase by the City.
- Provide a commitment and funding to acquire property as it becomes available.
- Stay focused on the long term and to implement the project in phases as property is acquired.
- Develop an overall master plan for Gateway Commons Park.

A "Commons" Emerges Over Time

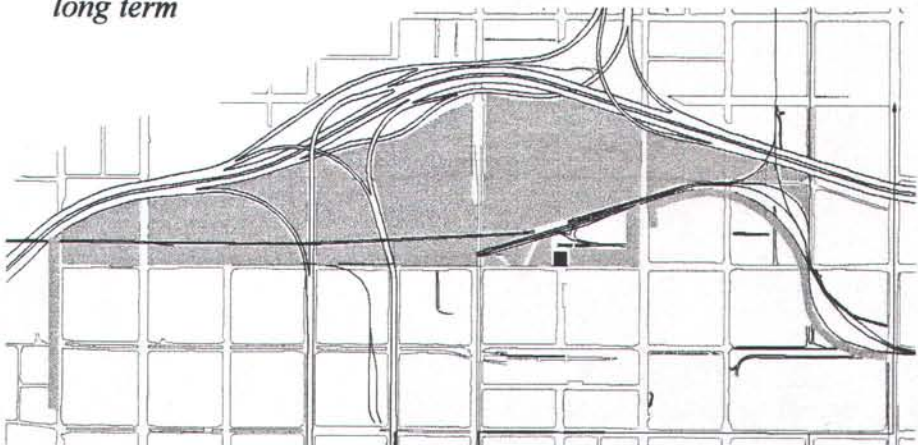
short term



medium term

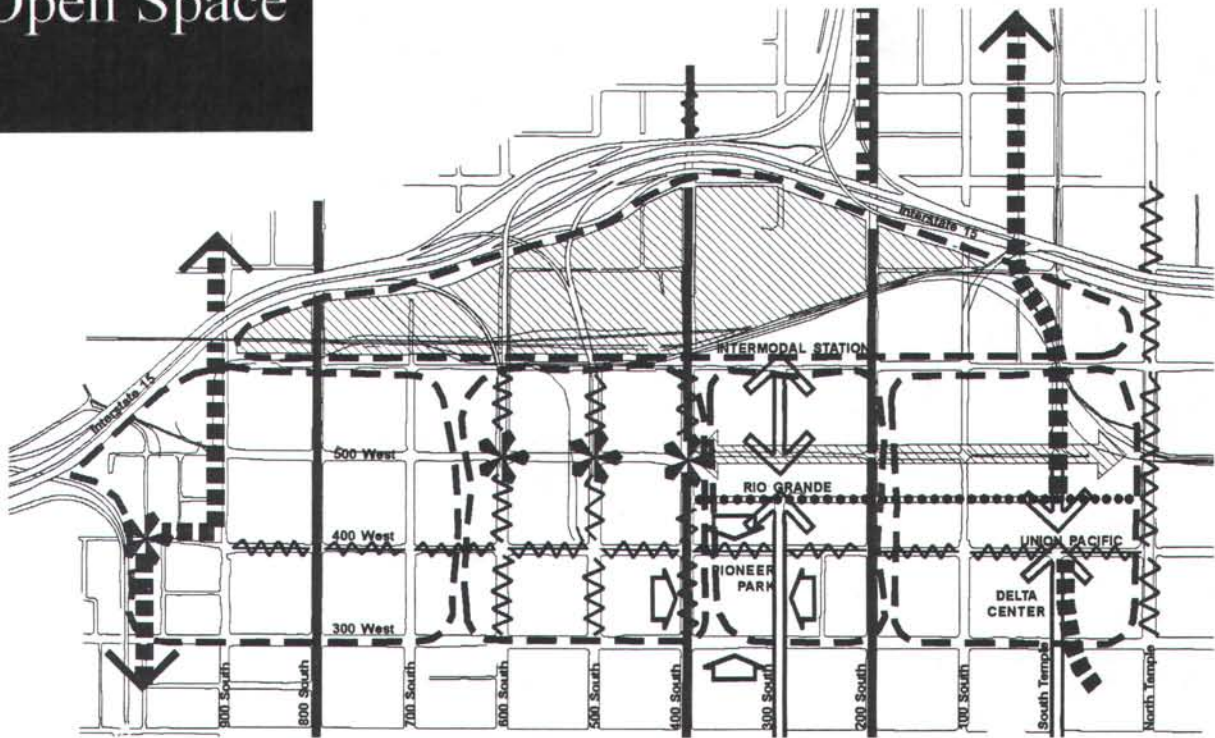


long term



A Framework of Streets and Open Space

The Ties that Bind



The Gateway District is located in a vital part of the City. Yet it must be connected to –

- *residential, business, civic and cultural neighborhoods surrounding the Gateway District;*
- *a hierarchy of streets and paths that actually make those important physical connections;*
- *landscape elements – parks, open space, urban trails, streetscapes – that are the green thread woven through the City;*
- *the broader landscape that is the community backdrop and setting; and*
- *the skyline and the cityscape that are the familiar landmarks by which Salt Lake City is recognized.*

The Gateway has a number of focal points with historic, visual, or cultural importance that help to establish the character of each individual sub-district as seen in the map above. In addition, there are connections between these focal points that become obvious linkages between the various sub-districts.

Rio Grande and Union Pacific Sub-districts

The Rio Grande and Union Pacific sub-districts are strongly anchored by the two historic railroad stations. The major streets between the two areas (400 West, 500 West and Rio Grande Streets) are important connections.



Other major attractions in the area include the Delta Center, host of major sporting and entertainment events, and Pioneer Park, the oldest park in the Salt Lake valley and site of the first Pioneer settlement in the valley.

Hospitality and South Sub-districts

Focal points influencing the sub-districts include the “touch down” points of the redesigned I-15 off-ramps and on-ramps at 500 West and 500 and 600 South Streets, the 400 South bridge, and the new terminus of the 900 South off-ramp at 400 West and roughly 950 South (this is highly recommended and in the study phase.) These welcoming points are fantastic opportunities for creating the tone for developing the entire area and will greatly influence a visitor’s impression of the city.

Need for Connections

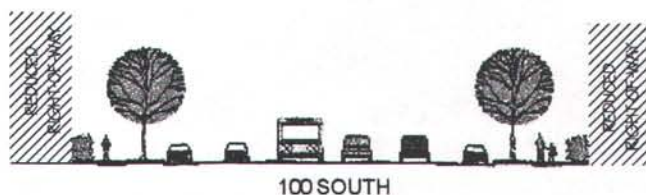
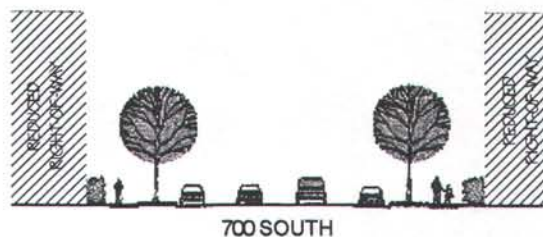
Because Gateway was essentially walled-off by major transportation systems, the neighborhoods in the Gateway have had little connection to each other or to the larger, surrounding area. The major causes of the isolation of the area will be removed with the consolidation of the rail lines and the redesign of the viaducts, but much attention needs to be paid to the establishment of connections that serve to reweave the fabric of the Gateway into one cloth. These connections, or “linkages” must be attractive to all – pedestrians, bikes, automobiles and mass transit – to create the vibrant quality of street life anticipated in this plan. Connections are not limited to roadways; bring City Creek to the surface is a unique opportunity for Salt Lake Valley.

Streets

Streets That Create Neighborhoods: Smaller, pedestrian-friendly streets will serve to support smaller neighborhood needs and will be fronted with a mix of small-scale commercial and residential uses. Rio Grande, 100 and 700 South Streets do not connect across the highways and serve the immediate area. Special

attention to the ends of these streets will accentuate their importance.

New streets created to divide the large blocks into smaller development areas will receive special treatments — they will have widened walkways and planted park strips on the edges of the roadway, and on-street parking to serve businesses and residents.





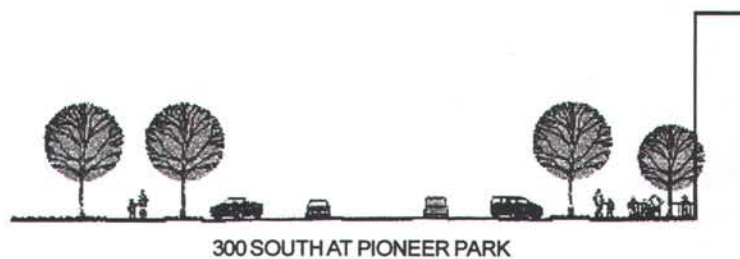
A "finer grain" of neighborhood residential streets break-up the 10 acre block patterns.

Streets That Serve Business and Industry: Existing businesses and new businesses are a vital part of the neighborhoods. They need good, convenient access to the highway, and they require roadway patterns that can support delivery and transport of goods by truck. Streets like 600 West will continue to serve business. Improved access from 400, 500 and 600 South Streets greatly benefit the area. Truck routes will provide convenient access to business, but should avoid travel on residential and neighborhood streets.

Public Transportation

Mass transit — light rail vehicles and buses — greatly improve access and mobility in Gateway. There is a direct connection between land use patterns and public transportation systems. Public transit can encourage development and redevelopment, and development patterns and densities can benefit transit ridership.

Transit must, therefore, be an integral part of major streets and be attractively incorporated into the design. Opportunities for Transit Oriented Development (TOD) will occur in the Gateway particularly at Light Rail Transit (LRT) station locations, and the intermodal hub.



The north/south light rail line will terminate in front of the Union Pacific Depot on South Temple. The east/west line, an integral part of Gateway, will link with the north/south line via 400 West and 400 South. LRT and east/west buses will also connect the Gateway to downtown Salt Lake City, the airport and the University of Utah.

Open Space, Urban Trails and Public Facilities

Just as streets help to create a sense of place, so can a network of open space and urban trails. City Creek brought back to the surface is an essential ingredient in the Gateway District. It is part of the green thread that is a "reminder to remember" that City Creek once belonged to the Gateway District. It will once again be a part of the Gateway neighborhoods by meandering through public and private develop-

ment projects toward the Jordan River.

An urban trail associated with City Creek will provide additional pedestrian and bicycle connections. Because of potential soil contamination in the area, much of the City Creek watercourse will have an urban and contained quality.

A similar opportunity exists at the southern end of the Gateway. When the existing 900 South off-ramp is abandoned, and the fill removed, the right-of-way will remain. It should be used for an urban trail linking to the Jordan River Parkway.

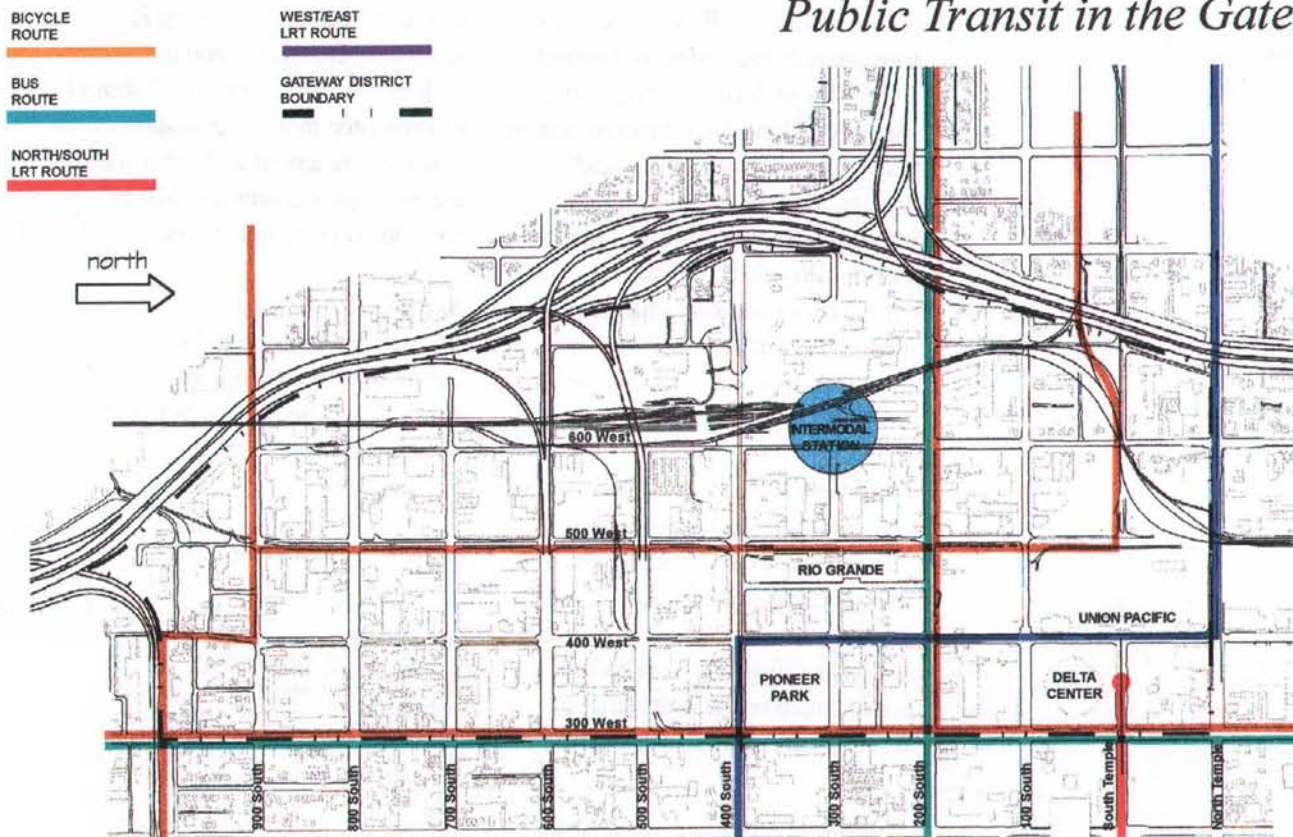
Other open space elements are also critical to Gateway. They are part of the streetscape linear park system; part of an internal network of mid-block pedestrian and bicycle connections within the district and to surrounding neighborhoods; part of a

City-wide open space system of bike and pedestrian trails; and part of a larger system of parks and plazas that create places for gathering, recreating, and celebrating community events and festivals.

Gateway Commons is a critical element in this system and is also a place where public recreation facilities will be developed. In addition to the recreational opportunities in the Commons, there is a strong desire to develop additional cultural and educational facilities in the Gateway. In each of the five Gateway sub-district descriptions, these opportunities have been explored.

The railroad corridor at approximately 600 West Street will remain in Gateway for several years. The edges of the rail corridor should be treated so that the public is safe, it should be landscaped, and it should provide safe pedestrian and vehicular crossing.

Public Transit in the Gateway



Implementation

A Transformation of the Gateway

The Gateway District has been in decline for a long time, but change is taking place. Some changes will occur fairly rapidly – within the next five years, and others may take 30-50 years to be realized. The transformation of the Gateway District is a complex undertaking requiring a substantial long-term involvement of many players, both public and private, and encompassing many issues, both technical and social. The development of Gateway will evolve over time and adjustments to the implementation strategies will be necessary as conditions change. A strong focus is essential.

The following section outlines general implementation issues that are common to more than one planning sub-district. Implementation recommendations that apply specifically to a sub-district are included in the preceding discussions of each sub-district.

COMMUNITY BUILDING

Housing

Housing should be the focus for development throughout the Gateway sub-districts. Housing is integral to creating communities in each of the sub-districts and should be promoted in all circumstances. Where commercial and other uses are appropriate, housing will be considered on upper floors.

Residential Density

An analysis of potential densities based on Floor Area Ratios (FAR) and building height limitations is included below. Over the entire

Subdistrict /Area	Average Number of Units Per Acre	Estimated Total Population (@ 1.75/unit)
Union Pacific	44	6,022
Rio Grande	56	5,659
Hospitality	3	244
Tinker, Tailor...	7	896
Commons	2	119
Total	16	12,941

project area of approximately 650 acres, an average density of 16 units per acre is recommended, which is roughly equivalent to the residential density in the East Downtown neighborhood. Recommended densities result in a total population of nearly 13,000 upon implementation of the plan.

Social Services

Well-managed social services should not be forced to relocate from the Gateway District, but additional steps are needed to deal with the impacts of loitering, crime and littering properties.

Social services must be encouraged to provide the highest quality of service. To address loitering problems, emphasis should be placed on providing spaces where clients can line-up inside rather than on the street for meals. Shelter guests should have places to go when facilities are closed during the day.

Increased activity is key to addressing these problems. More homes and businesses, increased recreational and community activities at Pioneer Park and other planned public facilities, increased Neighborhood Watch Programs, police presence and perhaps a corps of downtown guides should help address these problems.

Neighborhood Services

Creating a neighborhood means providing a living-working environment that is self-sustaining with a strong local economy. Commercial services for residents and businesses must be incorporated in each of the sub-districts. Grocery, gathering and leisure activity places, and personal services are most important.

URBAN DESIGN

Great Streets

Streets should be landscaped and have inviting sidewalks for pedestrians. Streets that should be improved first are:

- *400 and 500 West Streets (Segment north of 400 South), and*
- *200 South (Between I-15 and 400 West).*

Bicycle pathways need to be developed on 300 and 500 West, and on 200 and 800 South Streets.

Utility capacities should be analyzed and improved to meet service requirements posed by future development. Major upgrades should be identified in a Comprehensive Utility Master Plan for the Gateway area.

Festivals and gatherings of many types will be part of the Gateway. Adequate electric and water service should be provided in areas where these events are likely to take place, such as:

- *500 West Boulevard/ Linear Park,*
- *300 South between the intermodal area and the Rio Grande Depot,*
- *the large plaza behind the Union Pacific Depot, and*
- *any other developed public spaces.*

Sidewalks, trees, benches, bike racks, planters and public art must be an essential part of every Gateway street. A specific urban design plan is necessary for each sub-district of Gateway. A detailed sub-district design theme should include lighting, signing, paving, side-

walks, crosswalks, landscape materials and site furnishings. The City must create a positive image that reflects excellence in design of public infrastructure such as viaducts, streetscapes, sidewalks and open spaces; in architectural designs that are statements of quality and regional design; and in the use of materials, colors, and details of design that set a style and identity for the neighborhoods.

Views and Vistas

Important view corridors to Temple Square, the City and County Building and the downtown skyline must be maintained. Buildings should not exceed 90 feet in height without special review. A variety of building heights is desired. Buildings should reflect the character and scale of those already existing in Gateway. Buildings located along 400, 500 and 600 South Streets in the Hospitality Neighborhood may be more than 90 feet by special review.

Views to the two depots are also important and should be maintained by setting new buildings back to preserve the mass of the depots.

Billboard Control and Overhead Power Lines

Billboard controls must be established to facilitate removal of existing billboards and prohibit the installation of new billboards. Overhead power lines should be buried.

Public Art

Public Art is a vital part of establishing the character of the area as a Gateway of the City - welcoming, inviting and exciting. Particular attention should be paid at the following locations:

- 400,500,600 South viaducts, streetscapes.
- Parks and public spaces.
- Temporary installments for the 2002 Olympics.

Safety and Security

Elements of Crime Prevention Through Environmental Design (CPTED), a program administered by the Salt Lake City Police Department should be incorporated in the area. Design of parks, public spaces and streets must take into account safety and security for the general public. Police presence in the area with on-foot or bicycle patrols should be established.

RIGHT OF WAY PROTECTION AND LAND ACQUISITION

Land for the large public open space of "Gateway Commons" should be acquired as it becomes available. An acquisition strategy can incorporate future land use changes by obtaining first options on land in the area and working with property owners to implement the park uses.

Rights-of-way for major streets in the Gateway should be established.

The 500 West Street right-of-way (both above and below ground) should be preserved, free of utilities, to accommodate a potential future subterranean commuter rail system.

LAND USE AND DEVELOPMENT CONTROL

For each sub-district, the specific objectives of the master plan need to be expressed as policies that are

implemented through an overlay district with specific zoning provisions to encourage and guide private and public investment. Each sub-district should have established design guidelines and a design-review process.

Mixed-use is the overall concept for the Gateway District and each of the sub-districts. It is more important to control the urban design aspects of a project than to control the actual use. Obviously, there are uses that are no longer appropriate for the Gateway such as new heavy industrial uses or uses that create a hazard or a nuisance to people. Mixed-use allows for a broad variety of uses that serve neighborhoods and businesses, but they must be compatible with adjacent uses and encouraging to the concept of a mixed-use urban neighborhood.

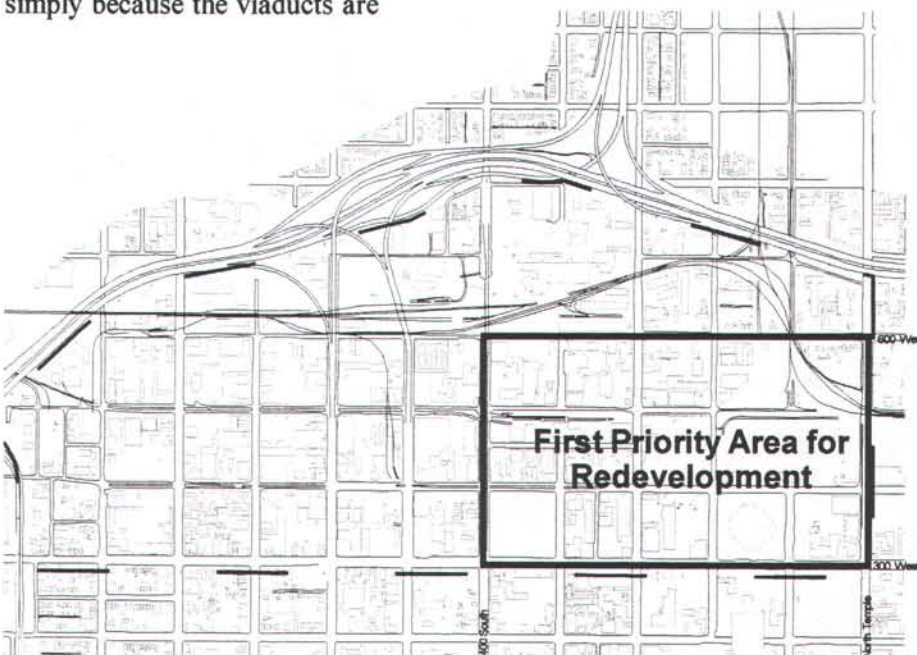
DEVELOPMENT PROJECT AREAS

It is important to remember that the redevelopment and renewal of this area will not be automatic simply because the viaducts are

shortened and rail is consolidated. Salt Lake City must maximize the impact of public investments in advancing master plan objectives in order to make the area's vision a reality.

Several projects must be identified to establish the development "tone" for the area. These projects must be carefully chosen because each must succeed and establish confidence in order to attract interest and financing. It is recommended that a focus be placed on housing projects in the initial years of implementation. Other "leader" projects should include mixed-use development and "signature" office structures. Public and private partnerships are appropriate and necessary.

Public investment in the area must be linked with private redevelopment that implements the goals of the plan. Public investment must get the most "bang for its buck" by spurring significant private investment.



Much of the Gateway is eligible for redevelopment participation. This tool should be used to advantage as a way of focusing on the important aspects of the plan. One of the most effective ways that the Redevelopment Agency can participate is in the development of public infrastructure that includes streets, sidewalks, lighting and landscaping. These highly visible elements create an atmosphere of stability and interest and are a confidence-builder for private investment. Developers will view City investment as a sign of commitment to the area and the development concept.

FINANCING

In a project of this magnitude there are many public and private costs, and the costs will be spread over many years. Partnerships between public and private interests will be essential to Gateway development. Of critical importance is that all of these expenditures (both public and private) be "investments" that result in the maximum community benefit. The Redevelopment Agency of Salt Lake City has an important role in financing and partnerships, as well as development review and infrastructure development. It is important that the Redevelopment Agency be the lead agency with regard to coordination, financing and development issues in the Gateway.

ENVIRONMENTAL CLEANUP

Salt Lake City received a grant under the Brownfields Pilot Program to evaluate contamination in the Gateway District. Redevelopment of some properties in the Gateway District must include

environmental remediation. While today's land uses are mostly non-polluting, some past industries and past work practices have left traces of toxic and/or carcinogenic materials in the soil or groundwater.

An estimated 83 percent of the Gateway could be redeveloped for commercial and industrial use without environmental cleanup; and 53 percent of the Gateway could be redeveloped for residential use or as public parks without cleanup.

There are, however, environmental problems on some specific properties where historic uses have involved hazardous materials such as the American Barrel Superfund site, former rail yards and scrap metal or metal fabrication facilities.

The total cost of environmental cleanup in the Gateway is expected to be between \$4 million and \$16.5 million, depending on the types of redevelopment projects that are implemented. EPA has funded the preparation of model cleanup plans to assist property owners, and to determine what is needed to ensure safety for whatever type of development is anticipated.

The Brownfields Pilot Program is developing proposed financing mechanisms. In the past, the stigma of contamination could make securing loans difficult. In Gateway, however, this should be avoided by having analyzed mechanisms to limit or eliminate risk or perceived risk. This information will be available to the general public.

PHASING

Following Natural and Authentic Development Patterns

Whatever occurs in the Gateway must be authentic and diverse. Future development must recognize historical trends and patterns (both in terms of physical development and demographic patterns), and be true to the area's heritage. Therefore, development patterns that follow a clear east-to-west and north-to-south orientation such as those already occurring should serve as a guide. Beginning phases of change will likely occur in the northeastern part of the Gateway and move to the west and south, over time.

It is important to understand that this will be an evolutionary change (not overnight), and that the city cannot control all aspects of the plan's implementation. It can however guide development toward the overall vision for the area.

Development in the area will be most successful if it is incremental and includes a predominance of small scale development. Larger parcels in Gateway may be excluded from this general statement because of the unique potential they offer. While most of the plan's implementation will be market driven, new development will require substantial public commitment and investment in the area.