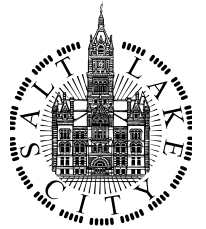




EAST BENCH

EXISTING CONDITIONS REPORT

SALT LAKE CITY PLANNING DIVISION



EXISTING CONDITIONS TEAM

Wilf Sommerkorn, *Director*
Nick Norris, *Planning Manager*
Wayne Mills, *Project Manager*
Daniel Echeverria, *Principal Planner*

TECHNICAL ADVISORS

Salt Lake City Transportation Division
Kevin Young
Dan Bergenthal
Becka Roelf
Salt Lake City Engineering Division
Lynn Jarman
Bill Brown
Salt Lake City Parks and Public Lands
Emy Maloutas
Brandon Fleming
Brad Stewart, *Salt Lake City Public Utilities*
Chris Chesnut, *Utah Transit Authority*
Tony Lau, *Utah Department of Transportation*
Jonathon Larsen, *Wasatch Front Regional Council*
Steve Woods, *Salt Lake City School District*
University of Utah
John McNary
Alma Allred
Michael Lemmert, *Veteran's Administration Hospital*
Brad Parkin, *Hogle Zoo*
Charles Evans, *Research Park*

PHOTO CREDITS

Wayne Mills
Nick Britton



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Introduction



The East Bench Community is situated on the bench of the Salt Lake valley at the base of the Wasatch foothills. It is the eastern most community within Salt Lake City and is known for its beautiful residential neighborhoods with views of the Salt Lake valley and Wasatch Mountains. The area is also home to regionally significant institutional facilities and employment centers, such as the University of Utah, Research Park, and the Veteran's Administration Hospital. Attractions, such as Hogle Zoo, This is the Place State Park, the Natural History Museum and Red Butte Gardens bring visitors into the East Bench Community from all over the State of Utah.

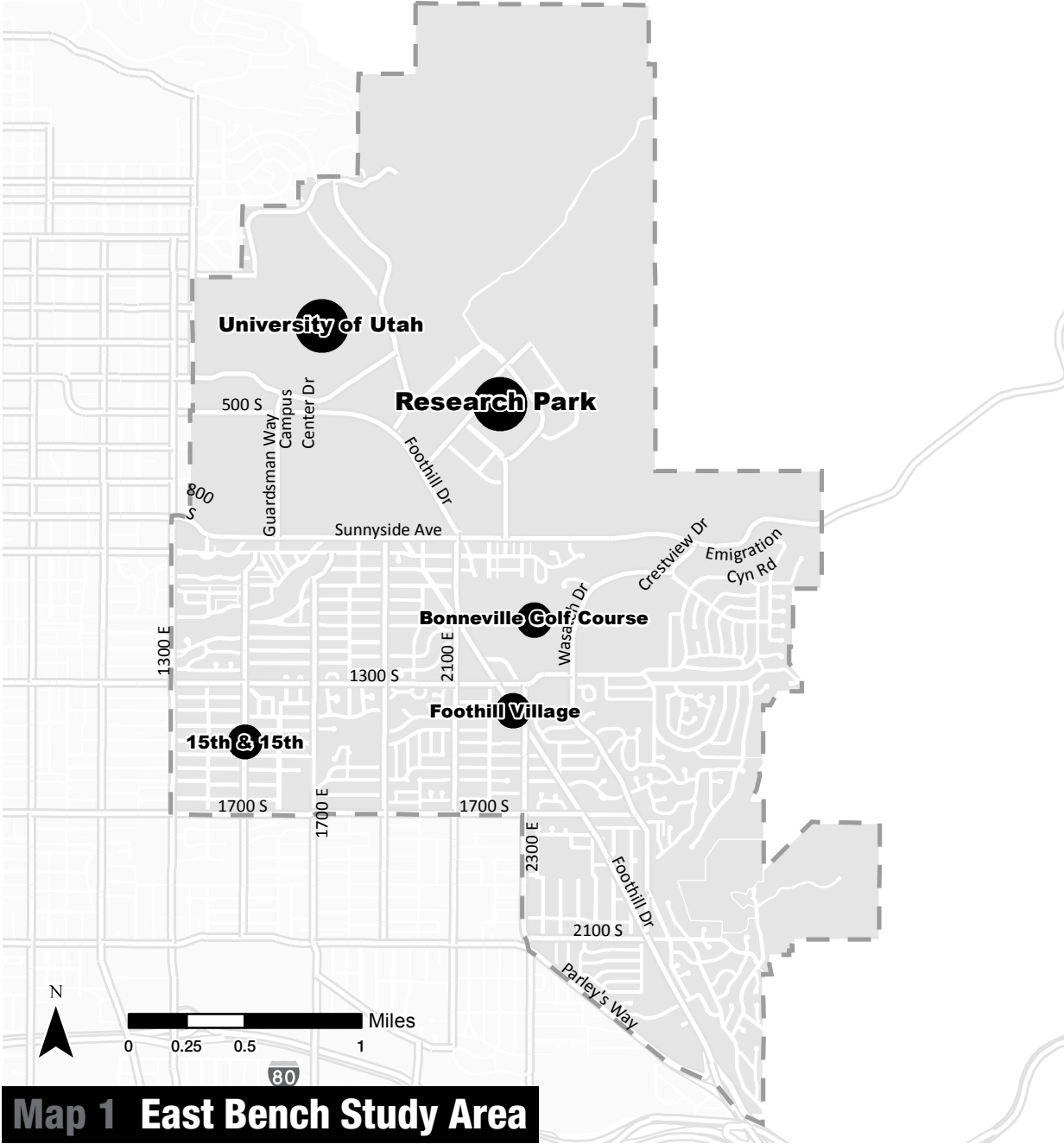
The guiding master plan for the East Bench was adopted in 1987. Since the adoption of the plan the University of Utah, Research Park, and the numerous cultural attractions have experienced tremendous growth creating both opportunities and challenges. The predominately single-family residential neighborhoods have remained relatively stable, but there are challenges related to maintaining the character of these neighborhoods.

The Salt Lake City Planning Division initiated work on updating the East Bench Community Master Plan in September 2011. An extensive public outreach campaign was conducted to determine what it is that members

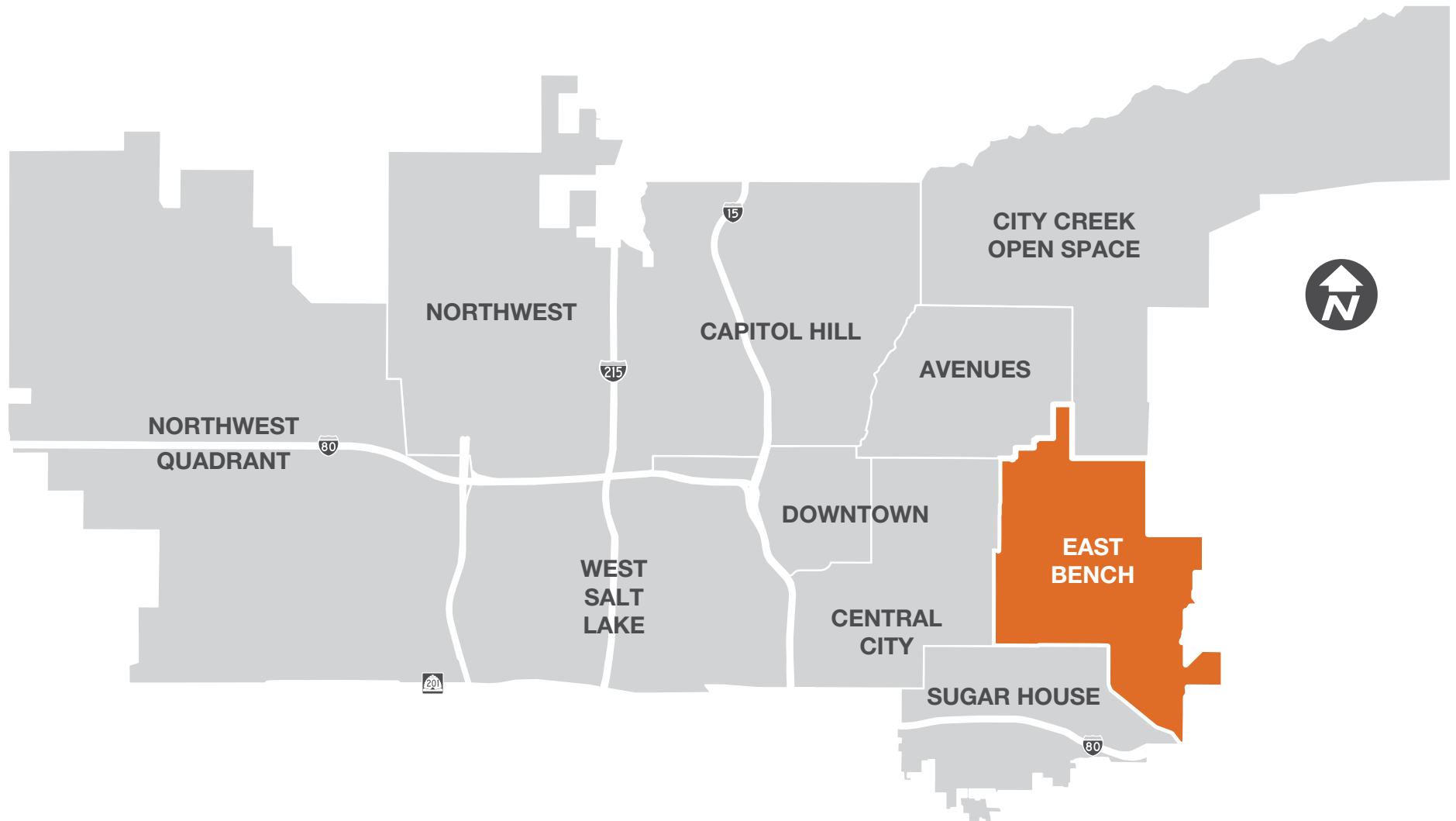
of the community value, and what changes should be made in the future. The results of this visioning process were used to determine focus areas for further study and resulted in the starting point for developing the following Existing Conditions Report.

The purpose of this report is to provide an overview of the demographic, land use, mobility, infrastructure, and natural conditions of the East Bench Community. The data in the report will be used as a baseline for measuring the implementation of future policy direction that will be developed as part of the master planning process. The report will remain in draft form and will be a continuous working document. In other words, this document does not represent an end to research and study, but is the starting point for developing the community plan.

Introduction



Map 1 East Bench Study Area



Map 2 Study Area Community Context



East Bench Snapshot



20,674 Residents (about 11 percent of city's population)

-320 Net East Bench population change from 1990-2010

37 Median age (30.9 citywide median)

14% Population 65 and over (18% of population is 55 and over in Salt Lake County)

8% Population that is non-white (25 percent of population is non-white citywide)

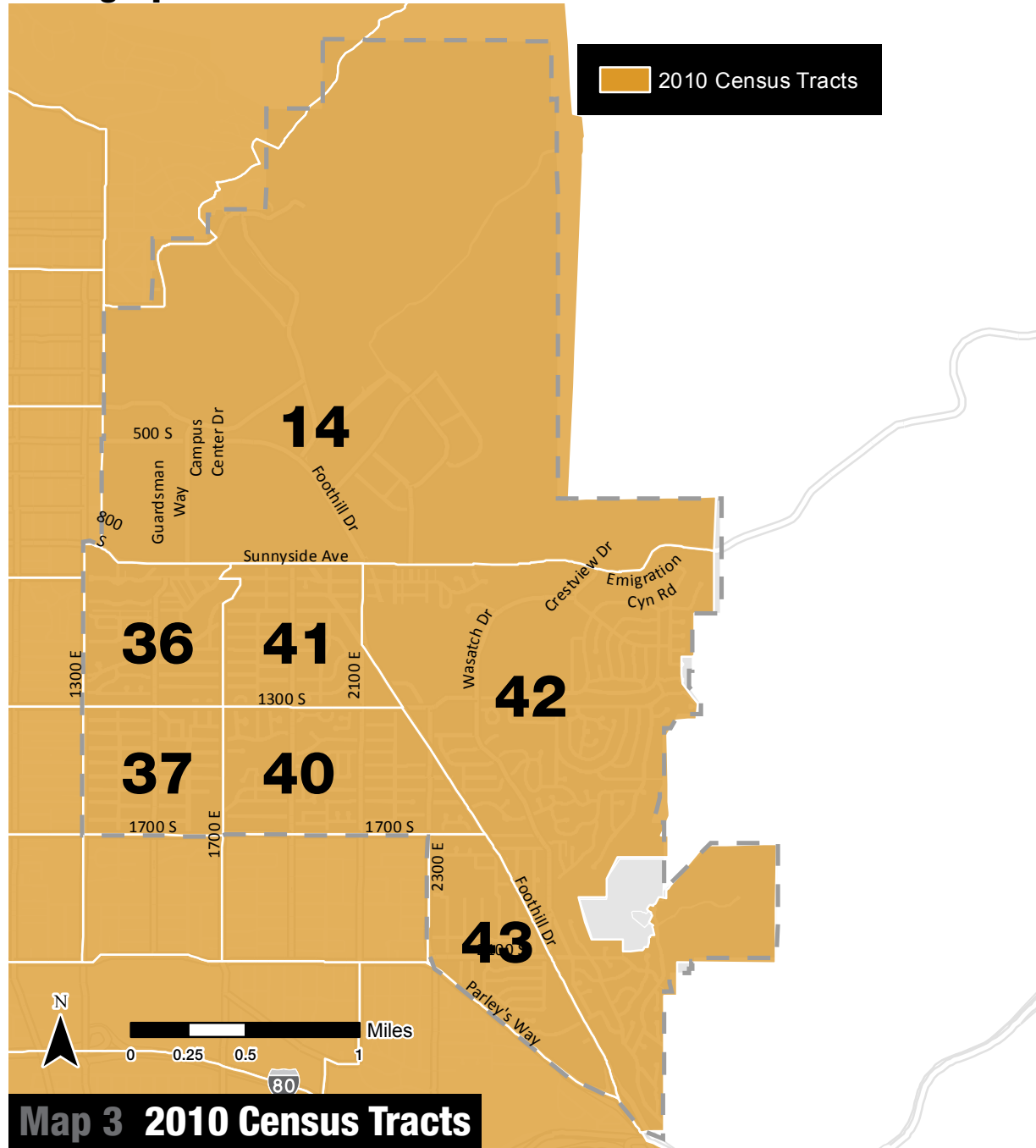
2.52 Average household size (2.44 citywide)

64% Population over 25 with a bachelor's degree or higher (37% citywide)

\$77,301 Median household income in 2010 inflation-adjusted dollars (\$44,223 citywide)

77% Owner-occupied housing (49.7% citywide)

Demographics



Introduction

The following chapter summarizes demographic research based on data obtained from the 2010 Census, as well as the 2010 5-year data from the American Community Survey. Much of the data included in this chapter refers to specific Census Tracts in the East Bench. These numbered tracts are displayed in the 2010 Census Tracts map.

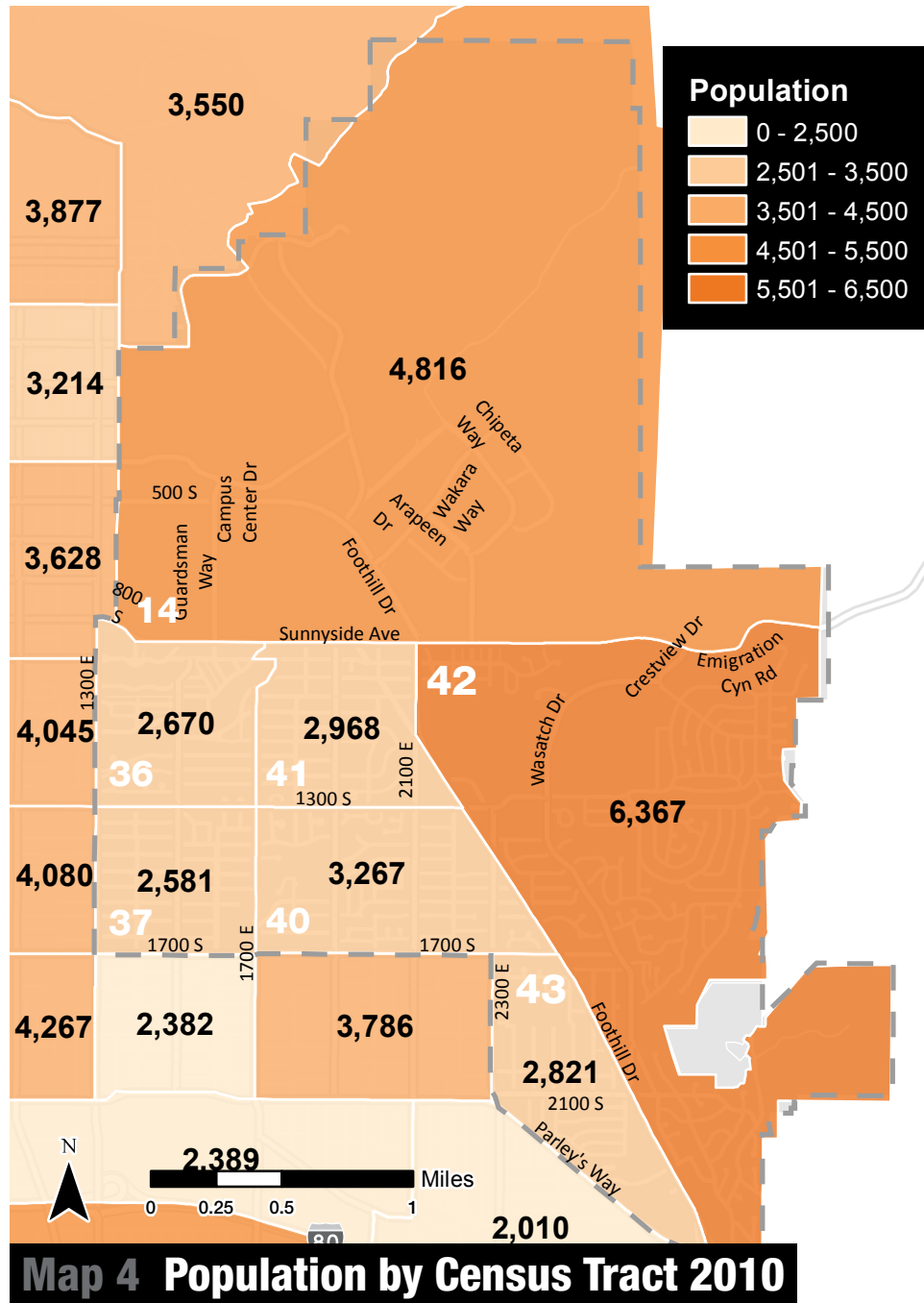
The statistics in this chapter do not include data for tract 14, which consists of the University of Utah and associated facilities. Inclusion of this tract tends to skew the data, as the student demographic is much younger and more diverse than the rest of the East Bench area.

Population and Households

Stable Population Since 1980

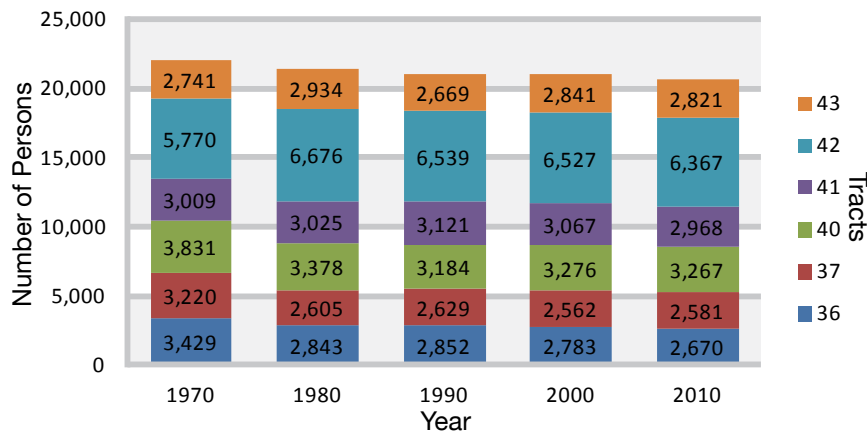
The overall population of the East Bench declined from 22,000 in 1970 to 20,674 in 2010. Most of this decline happened from 1970 to 1980 and can be explained by the sharp decline in household size. Household size decreased from an average of 3.1 in 1970 to 2.6 in 1980. Since that time, average household size has remained fairly steady, dropping by only 0.1 persons to 2.52 in 2010. By Census Tract, household size varies from a high of 2.74 to a low of 2.25. Most tracts have not shifted significantly from their values in 1980. Tract 42, however, dropped in value from a household size of 3.0 in 1980 to 2.47 in 2010.

Significant population growth was seen in tract 42 between 1970 and 1980. This growth was due to the development of a large number of single family homes along the east side of the community in the 1970s. The year of development for properties in the East Bench can be seen on [the Year Built map](#) in the Land Use chapter.



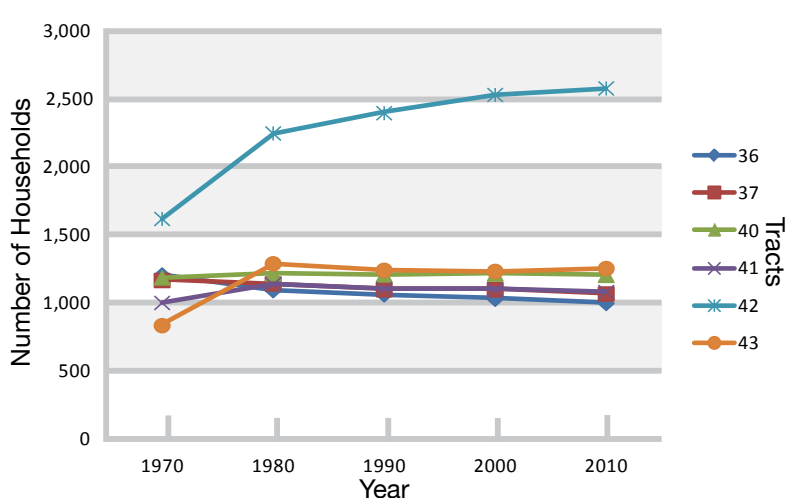
Demographics

Diag 1 Population Over Time by Tract

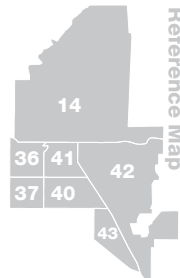
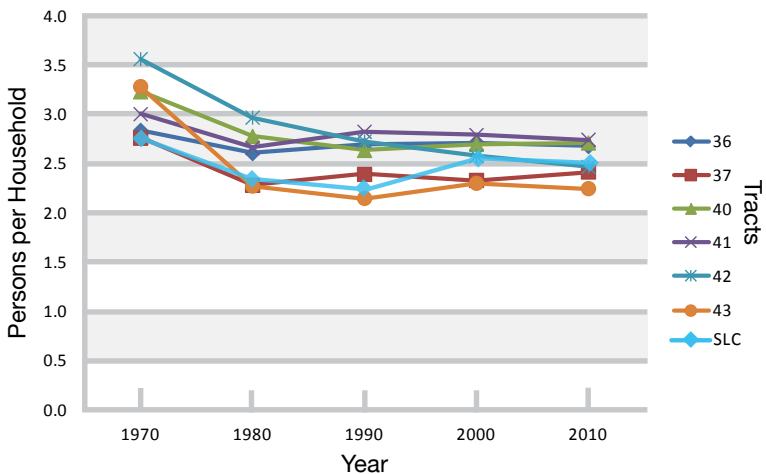


The number of households has remained steady across every census tract in the East Bench area since 1980, except in tract 42. There was a large increase between 1970 and 1980 due to the development of the aforementioned homes, and it continued to see gradual development since 1980. Despite an increase in total households in tract 42, the decline in household size has resulted in a gradual decline in population for that tract.

Diag 2 Households Over Time

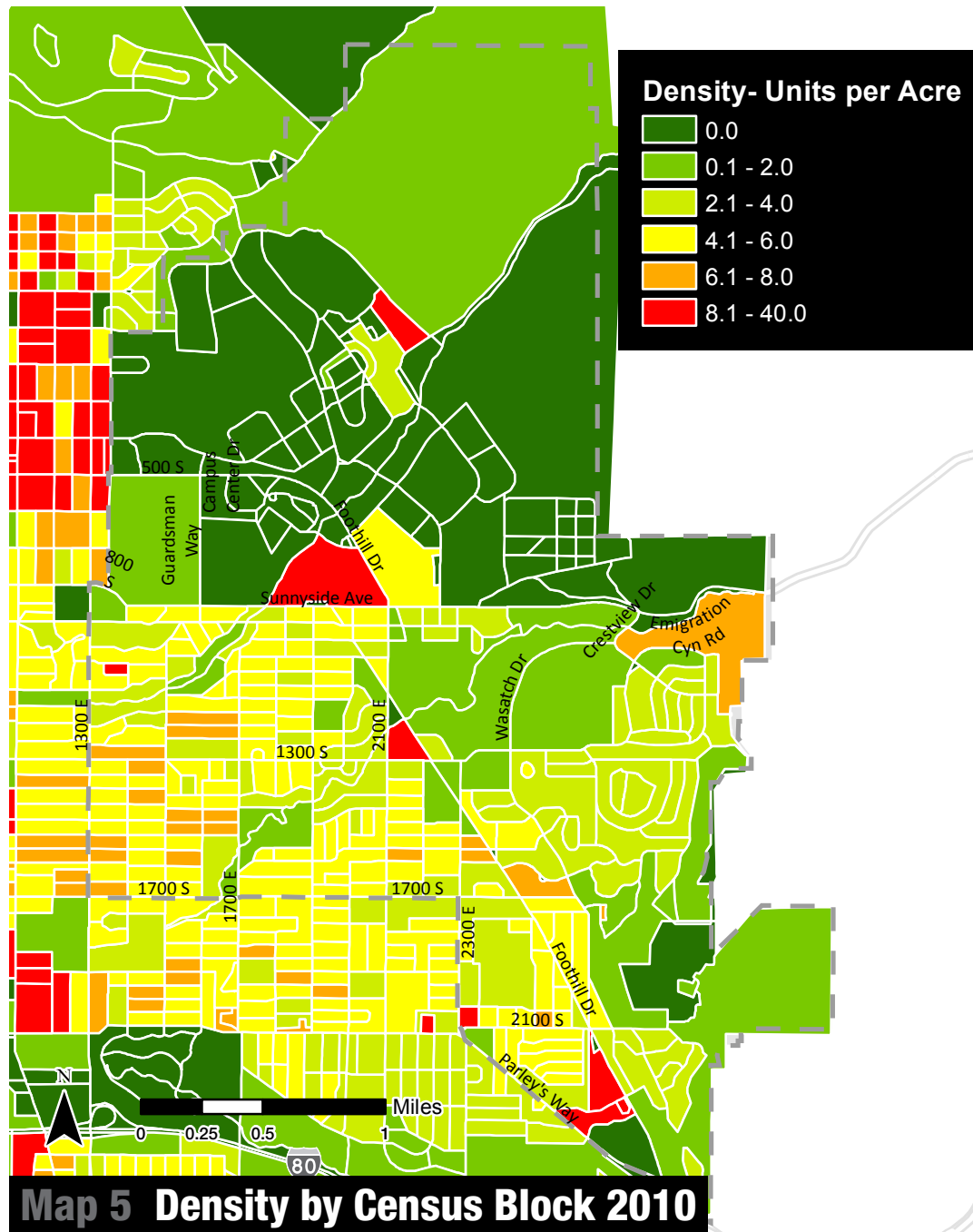


Diag 3 Household Size Over Time



Residential Density

The density of development in the East Bench area on a units per acre basis ranges from 0 (where there is no development) to 37.9 units per acre per Census block. Development is generally denser along the west side of the community, where development occurred earliest in the community. Density gradually gets lower for properties higher up in elevation along the East Bench, where development occurred more recently. This later development is generally consistent with zoning that required development to occur at a low density. Pockets of higher density residential development are located near the mouth of Emigration Canyon and along Foothill Drive. High density residential development is also located within census tract 14, which includes student apartments.



Demographics

Aging in the East Bench

Population Aging in Place

As shown in the population pyramids, the distribution of males and females is fairly equal in the East Bench community across most age groups except those over 60 years of age. Females have slightly outnumbered males as a portion of the total East Bench population from 1990 to 2010. Females tend to outnumber males more significantly in higher age groups due to typical life expectancies.

The age pyramid shows some consistency

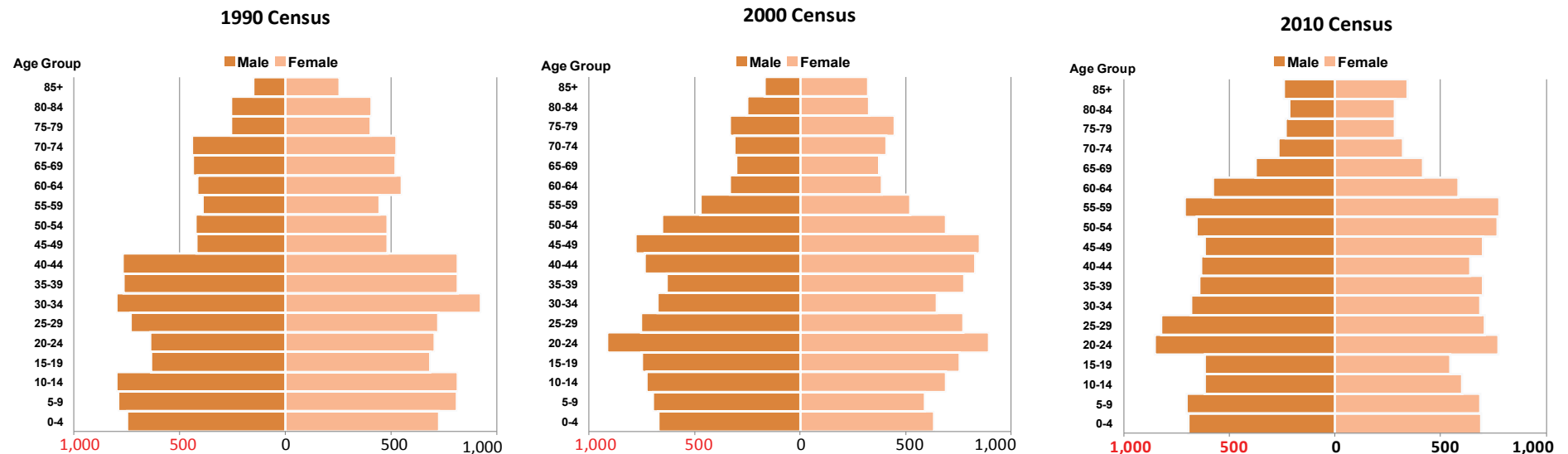
across decades. For example, the large number of people in the 45-49 demographic from 2000 can still be seen in the 55-59 age group in 2010, indicating that though some of this age group may have moved away, a large portion of that demographic has remained in the community. Similarly, the dip in the 35-39 population from 2000 still exists in the 2010 population in the 45-49 year old segment. However, the high number of 20-24 year olds in 2000 is not seen in the 30-

34 year old demographic of 2010, indicating that a large portion of that age group moved away between 2000 and 2010.

Baby Boomers Reaching Retirement

The population pyramid of 2010 is more uniform than previous years with a generally higher number of people between the ages of 45-65 living in the East Bench than in the past 30 years. The consistency in age group proportion movement up the pyramid sug-

Diag 4 Population Pyramids



gests that the baby boomer generation that was between 25 and 45 years old in 1990 has aged in place and those people are now reaching retirement age in the East Bench. There will be a significant increase in the number of people over retirement age in the community in the next 10 years if these people choose to remain in the East Bench past retirement age.

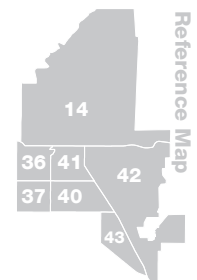
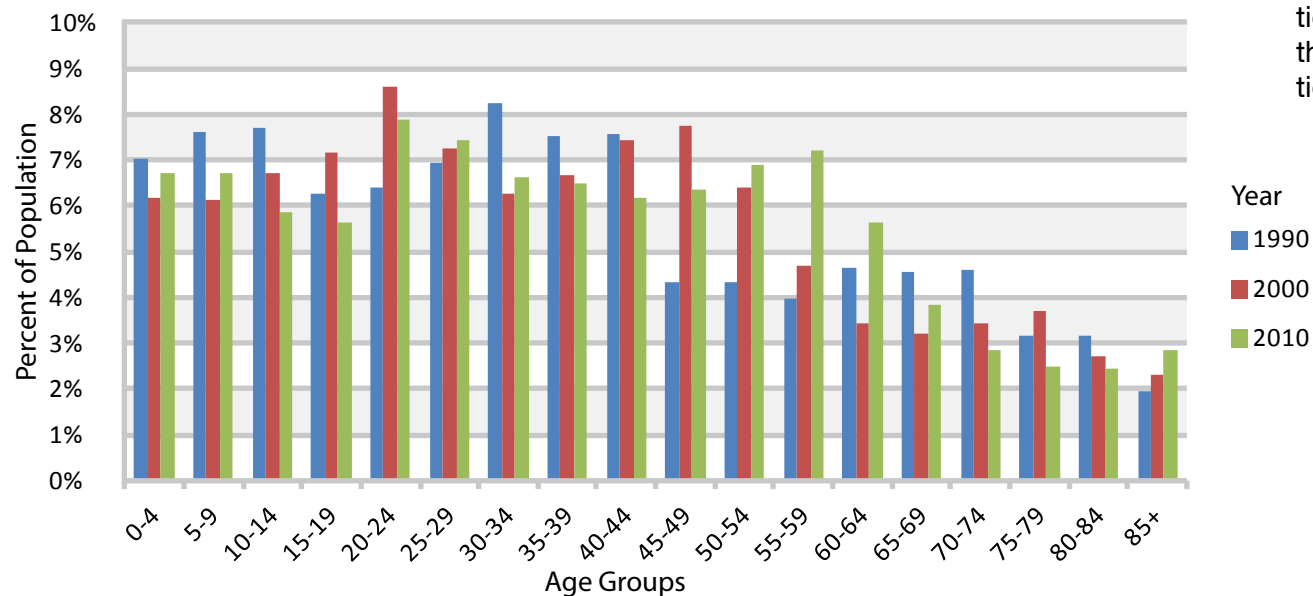
Age group proportions differ across East Bench Census tracts. Though the proportion of the population under 18 has remained

fairly stable overall since about 1980, the proportion in tract 42 has dropped by 8 percentage points. Conversely, the proportion of the population over 60 in this same tract has increased by 9 percentage points since 1990. Generally, however, the proportion of people over 60 in the East Bench as a whole has remained steady since 1980. One outlier is tract 37 which saw a significant decrease in its share of the over 60 population of 15 percentage points since 1980. However, the tract saw no corresponding increase in its share of the population under 18, indicating

that this shift represents a large increase in the share of the population between 18 and 60 without children.

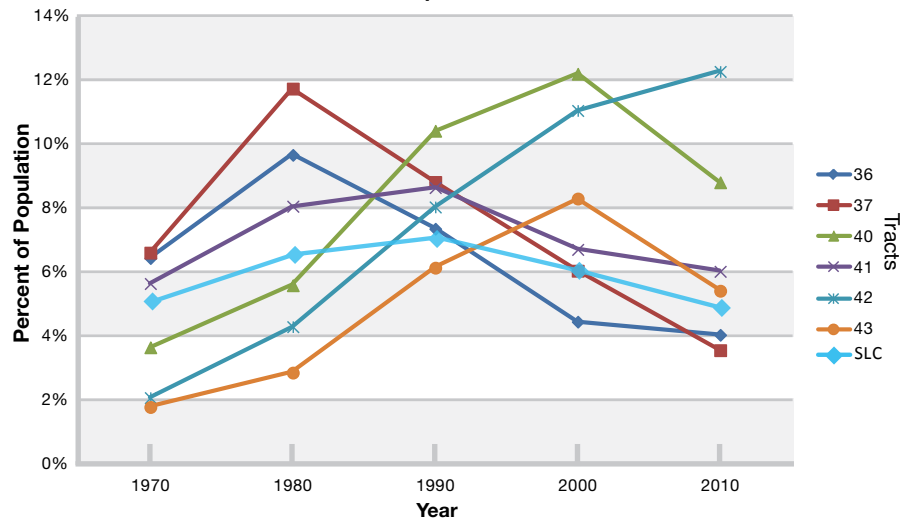
The overall proportion of the population over 75 in the East Bench has increased by 3.6 percentage points since 1970. However, from 1980 to 2010, half of the tracts in the East Bench have seen a steady decline in the number of people over 75. The other half of the East Bench, in this case the tracts next to and east of Foothill Drive, saw an overall increase in the population over 75 until 2000. Since that time, all of the tracts have seen a decline in their share of the over 75 population except for tract 42. As with its share of the over 60 population, the over 75 population has also continued to grow in tract 42.

Diag 5 Share of Population Over Time

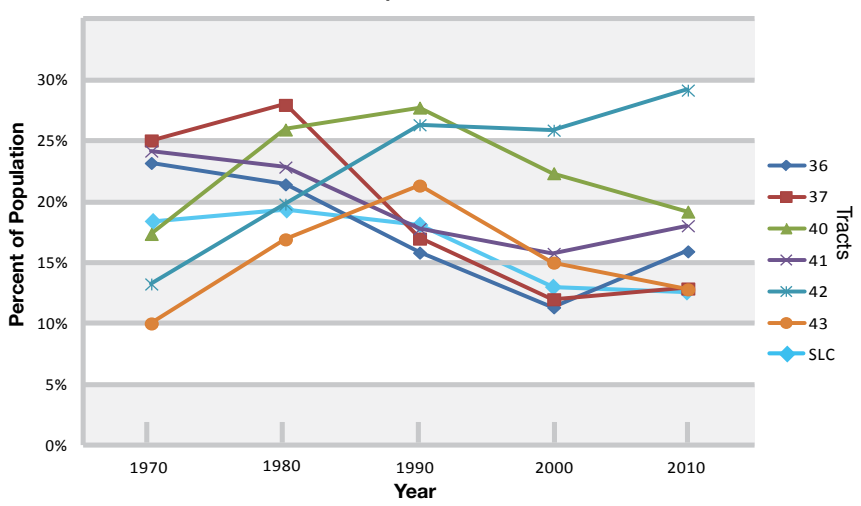


Demographics

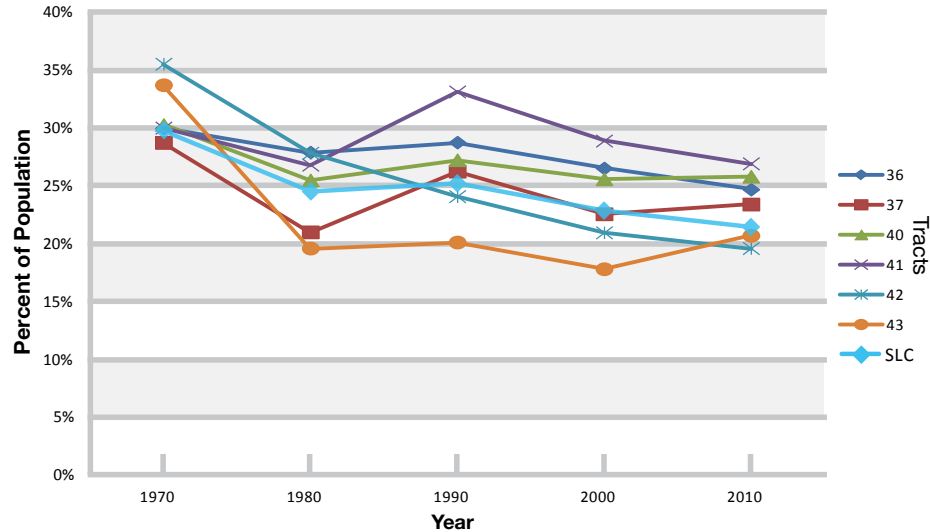
Diag 6 Share of Population Over 75



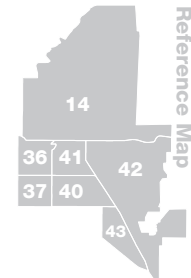
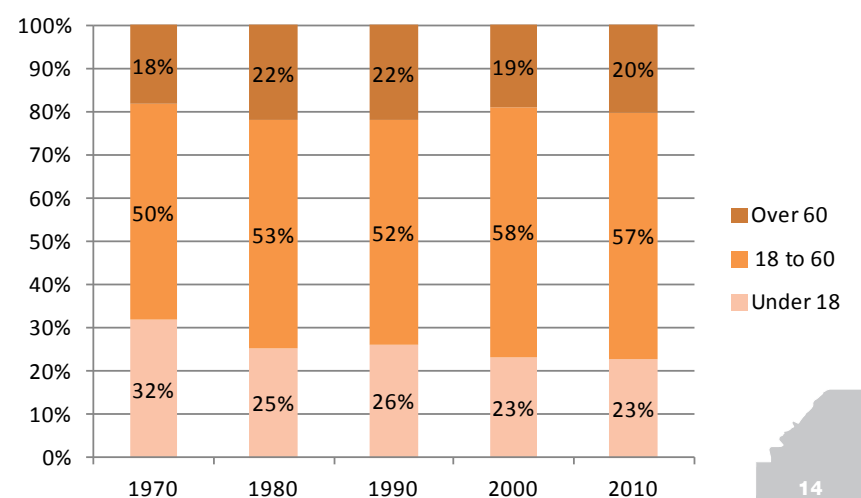
Diag 7 Share of Population Over 60

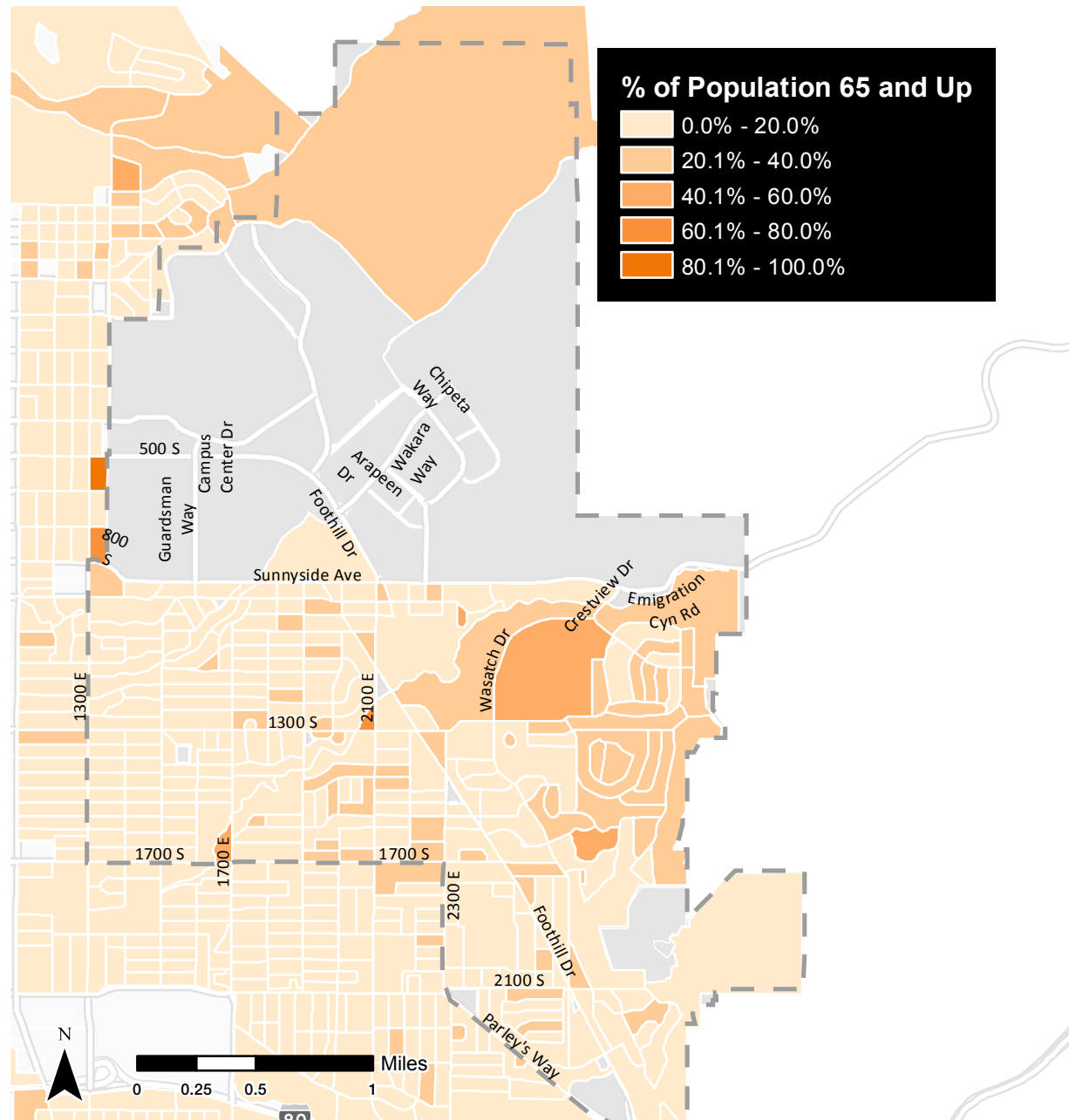


Diag 8 Share of Population Under 18



Diag 9 Population Share Breakdown





Age Distribution

As shown on the map, the areas of the East Bench with the greatest percent of residents over 65 years of age are located east of Foothill Drive. Many of these Census blocks happen to be some of the more expensive areas to live and the distribution may be indicative of the greater purchasing power of the older demographic.

Home Ownership

Long Term Ownership

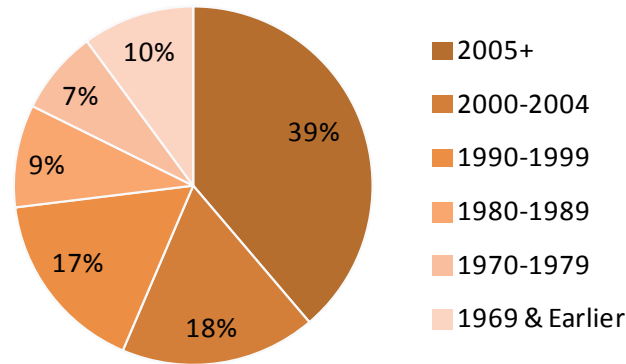
Home ownership has remained steady over time, with a slight drop between 2000 and 2010 likely attributable to the housing downturn and recession. The drop in the percent of home ownership between 1970 and 1980 for Tracts 43 and 41 is likely due to the addition of apartment buildings in these areas, as the number of homes owned remained virtually the same between those years. Overall, the East Bench has a home ownership rate of 74.8% as of 2010, a slight drop from a rate of 79.5% in 1970, but still much higher than the City average home ownership rate of 48.4%.

According to the 2010 Census, fifty-seven percent of householders in the East Bench moved into the community within the last 13 years. Most of the tracts in the East Bench show a gradual and increasing distribution of householders from the earliest to the

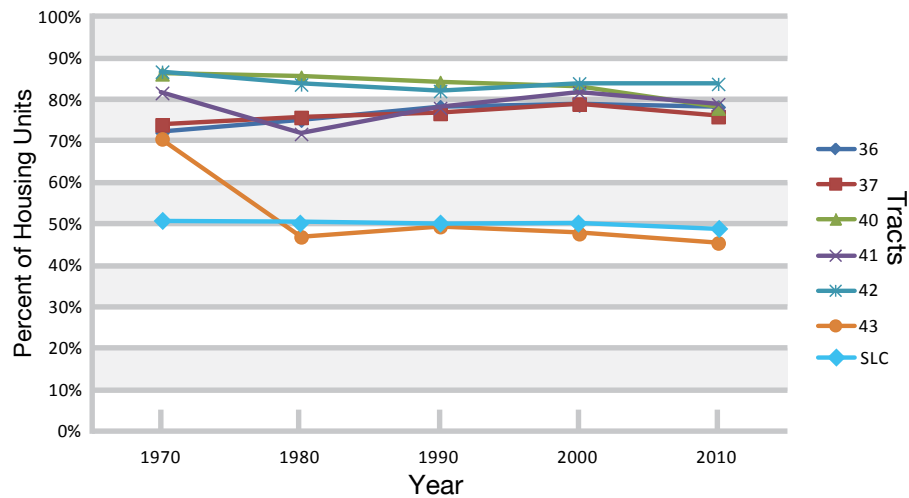
Demographics

most recent year. However, Tract 40 and 43 are dominated by householders who have moved in since 2005, representing over half of the population in each tract. The high percentage in tract 43 may be due to the high percent of renter occupied housing (55%) and thus high turnover in the area.

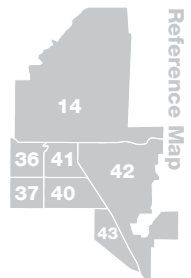
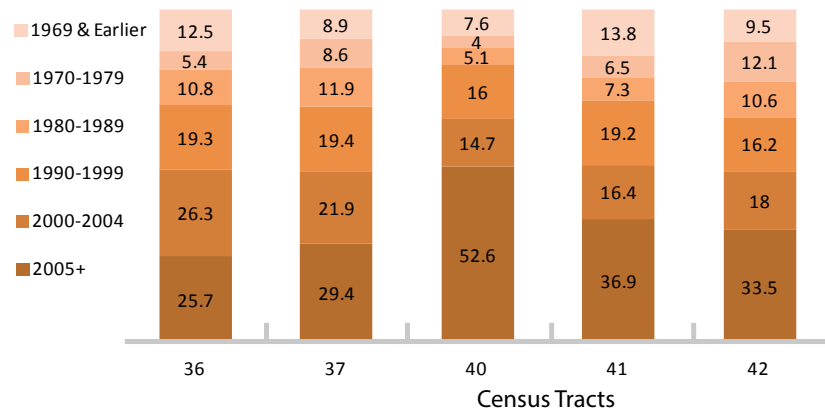
Diag 10 Year Householder Moved Into Unit



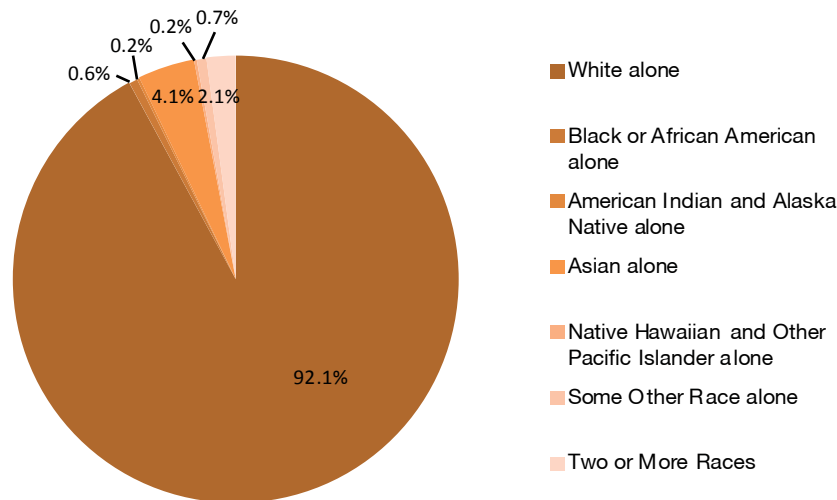
Diag 11 Owner Occupied Housing Over Time



Diag 12 Year of Move Into Community



Diag 13 Racial Composition (2010)



Racial Composition

Predominantly White

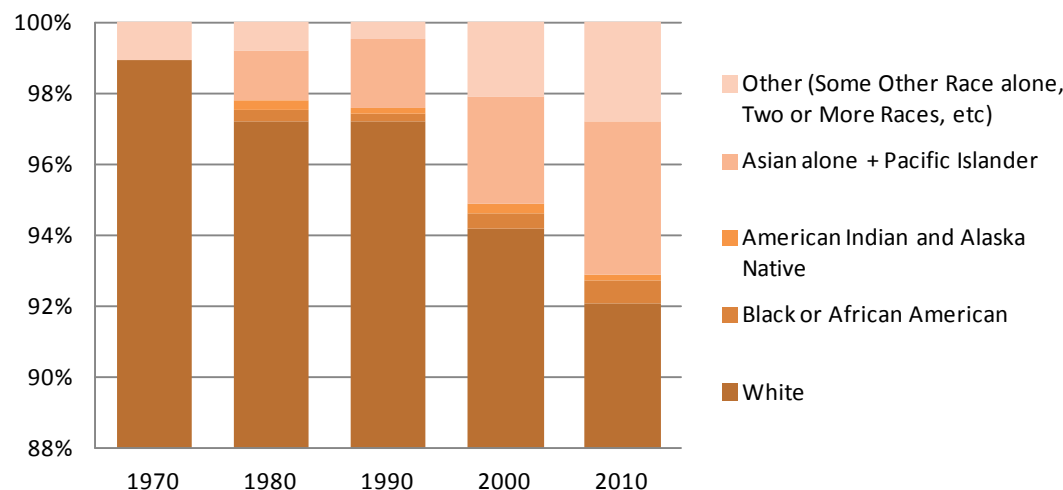
The population of the East Bench has historically been predominantly white or Caucasian, though this has decreased by approximately 7% since 1970.

The population identifying themselves as Hispanic or Latino has increased from 1.6% to 3.1%, approximately doubling in size since 1970.

One racial group seeing significant growth is those identifying themselves as Asian, growing from 1.4% to 4.1% since 1980. Those identifying themselves as belonging to two or more races has risen to 2.1% from 1.4% in 2000 when that category was first counted. All other individual racial groups counted by the Census have each accounted for less than 1% of the population in the East Bench since the 1980s.

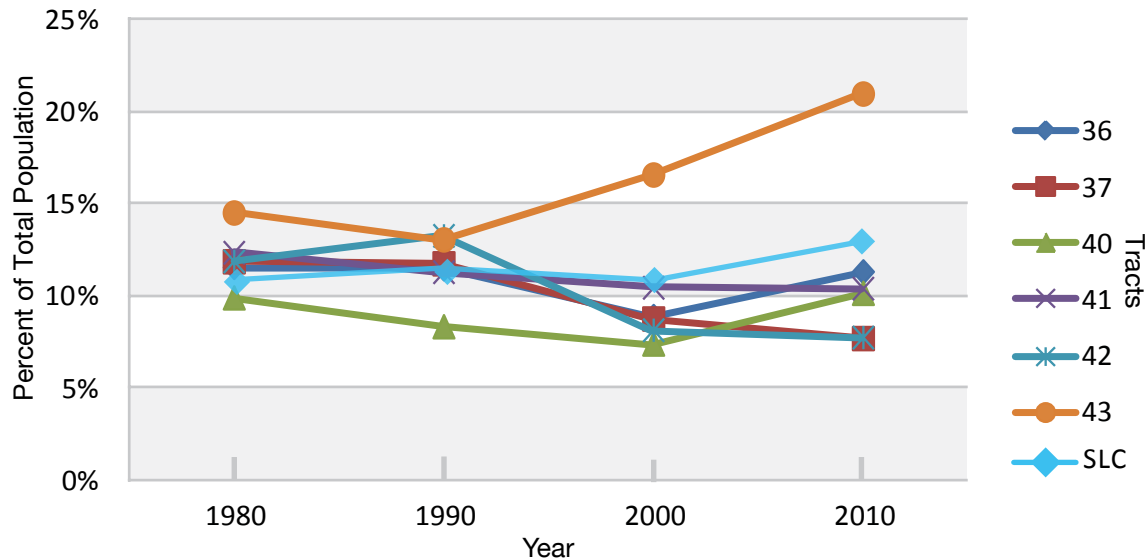
The race over time graph shows the change in racial identification in the East Bench since the 1970s. Some of the change is due to differences in the way that racial identification questions were asked in different iterations of the Census. For example, there was no way to identify as biracial in the Census before 2000. Because of these changes, racial categories have been grouped and generalized for comparison purposes.

Diag 14 Racial Composition Over Time

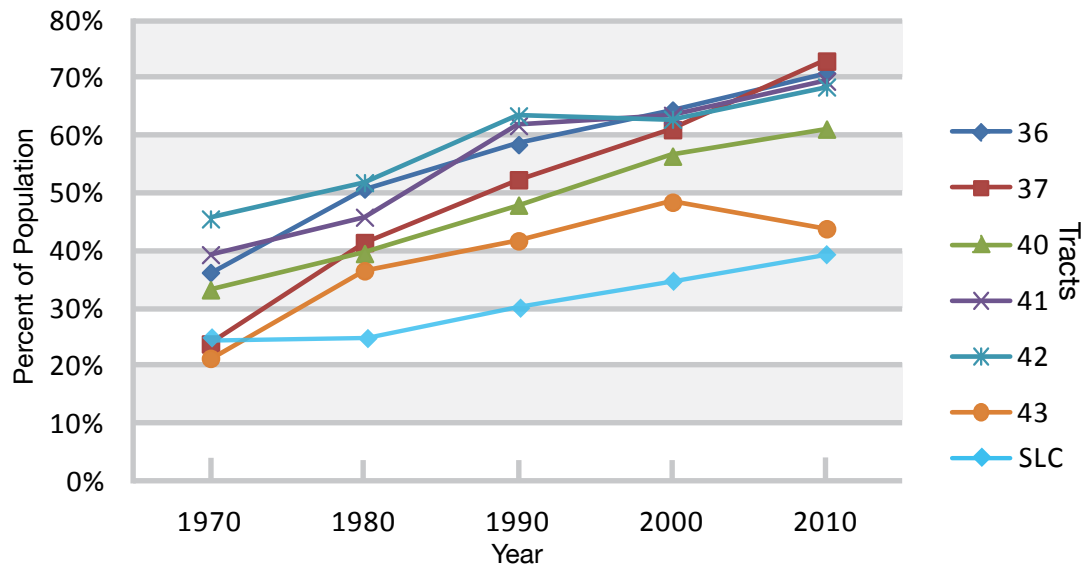


Demographics

Diag 15 College Enrollment



Diag 16 Bachelor's Degree and Above

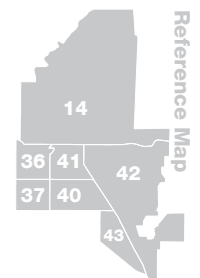


Education

Highly Educated Population

College enrollment has significantly increased since the 1980s in tract 43. This growth may be due to the large multifamily residential development in tract 43 that attracts college students. The other tracts have seen college enrollment remain fairly stable. The East Bench has a college enrollment rate of 11% overall, compared to a 13% enrollment rate for Salt Lake City as a whole.

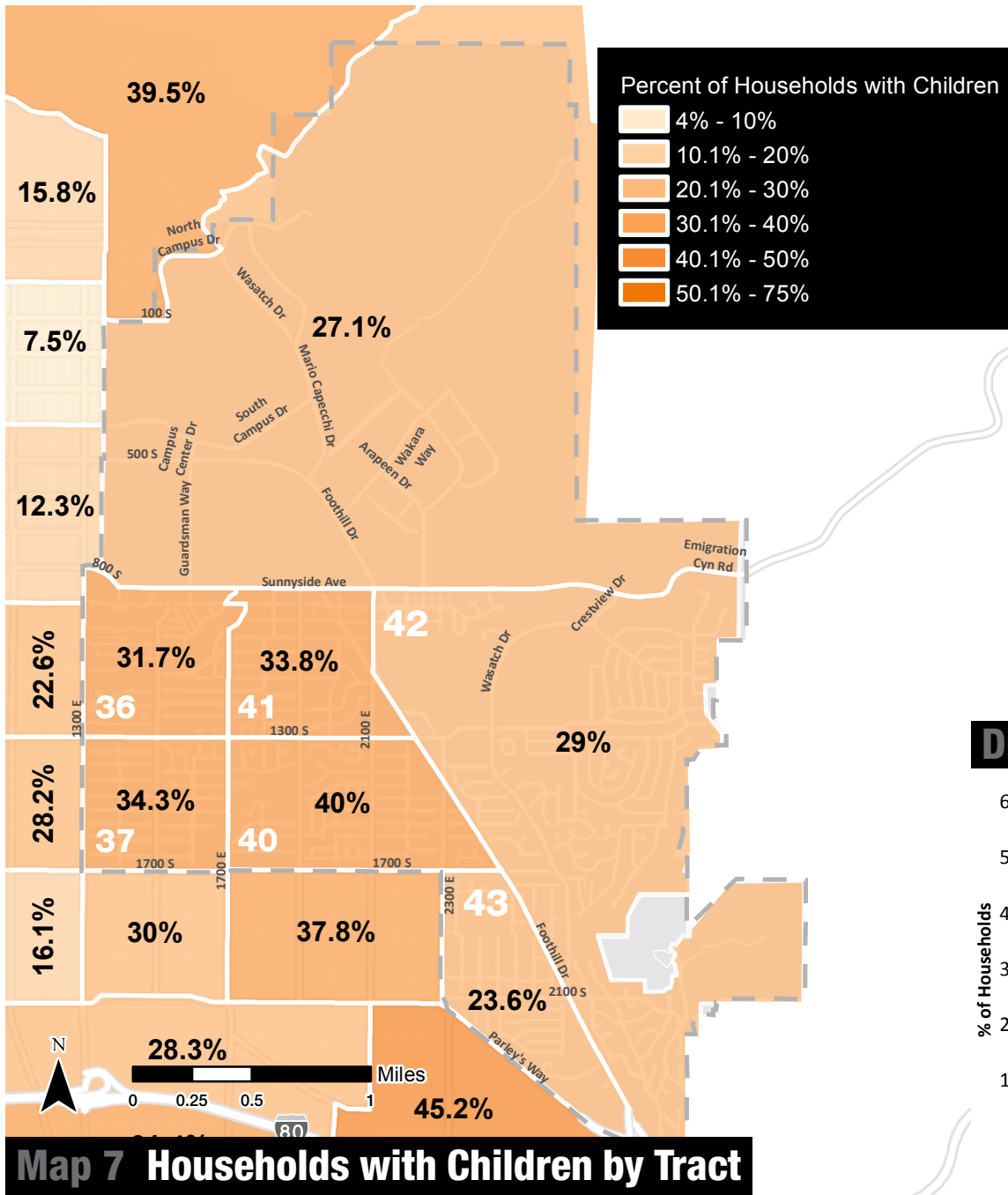
The proportion of the East Bench with a four year college degree or more has steadily increased across most of the area from 1970 to 2010. The only area to see a decline is tract 43, which saw a decrease of 5% since 2000. However, this decrease may be related to turnover of students in the large apartment complex in that tract. As recently graduated college students leave, enrolled college students may be taking their place. As a whole, the community has seen an increase of 30 percentage points from a rate of 35% in 1970. These proportions compare favorably to an overall rate of 39.9% for Salt Lake City.



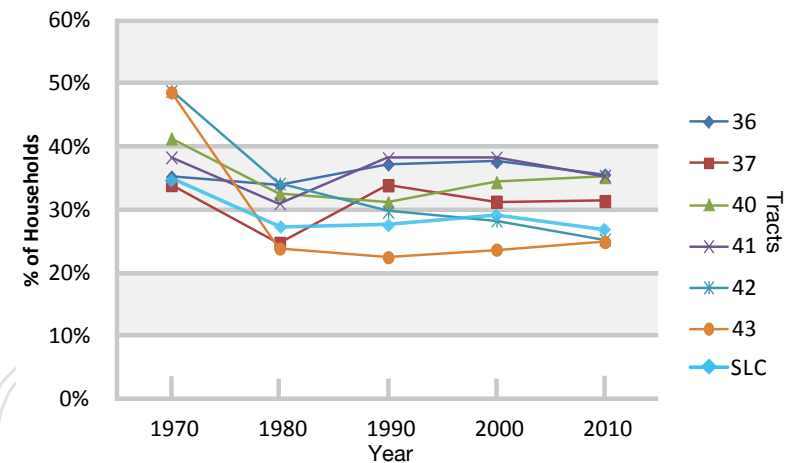
Children

One-third of Households Have Children

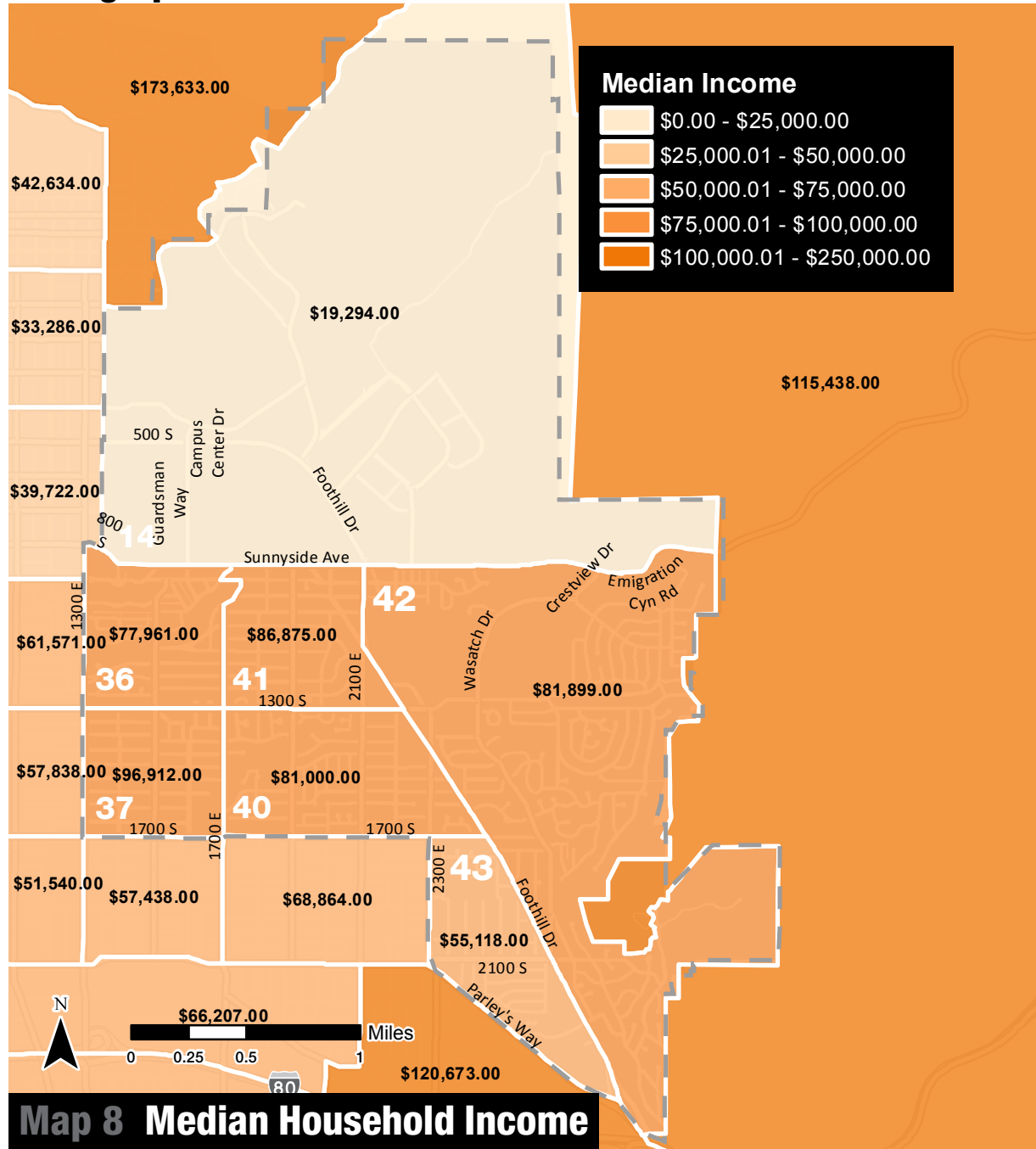
Except for West Salt Lake, the East Bench has a higher proportion of households with children than most of Salt Lake City. Overall, the percent of households in the community with children is about 30% which matches the rate seen in the 1980s. In line with the reduction of household size in 1980, the rate of households with children also dropped in the 1980s and has remained about the same ever since. The one anomaly is tract 42, which has seen a more steady decline over the past 40 years.



Diag 17 Households with Children



Demographics



Household Income

High incomes

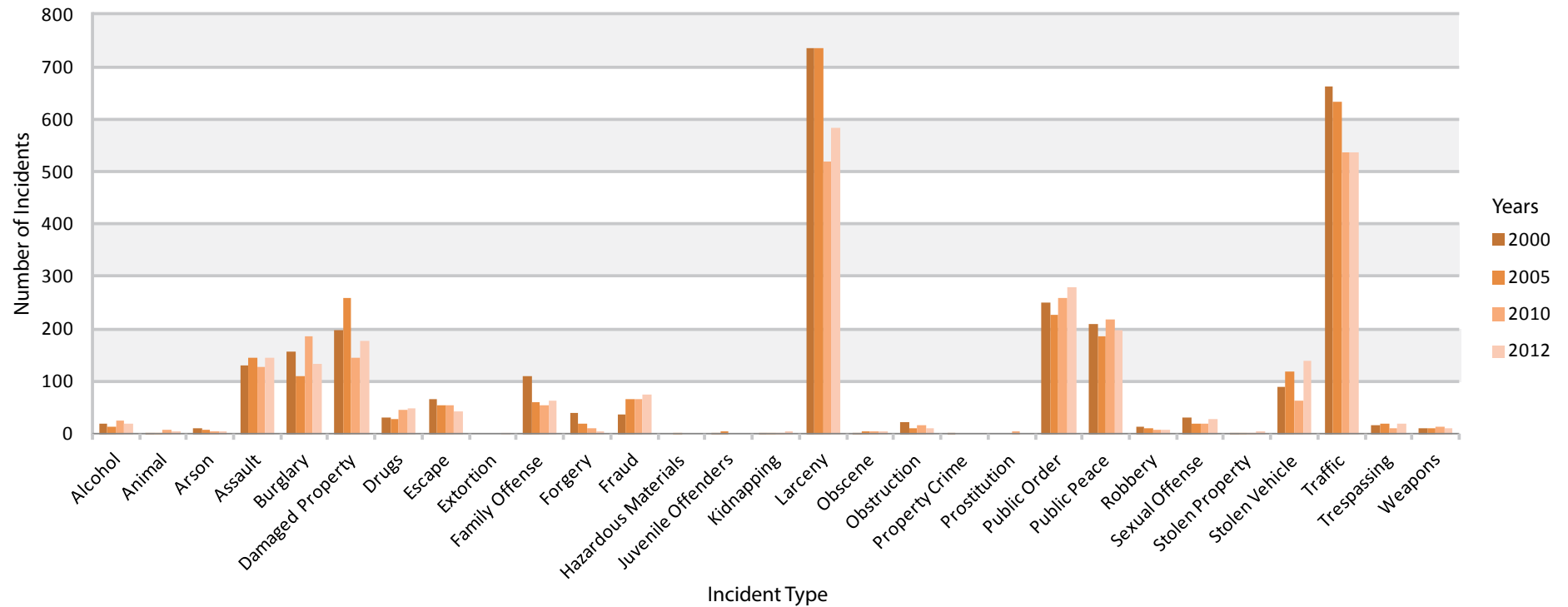
The 2010 American Community Survey (5 Year Estimate) data shows the median household income for the East Bench is \$77,301 in 2010 inflation adjusted dollars. This compares to a median of \$44,223 for Salt Lake City as a whole and \$58,004 for Salt Lake County. However, one outlier in the East Bench community area is census tract 43, which has a median income of \$55,118. As shown in the college enrollment graph, this lower median is likely due to the high number of college students (21% of the population) who live in this tract as compared to the rest of the community. The other census tracts range from a low of \$81,000 to a high of \$96,912.

Crime Incidents

Stable with some decreases

The crime incident diagram shows the number of incidents within the East Bench Master Plan area over time. In most categories, the number of incidents has either remained consistent or decreased since 2000.

Diag 18 Crime Incidents



Sources

Minnesota Population Center. National Historical Geographic Information System: Version 2.0. Minneapolis, MN: University of Minnesota 2011.

Social Explorer Tables (SE), Census 1970/1980/1990/2000/2010, U.S. Census Bureau and Social Explorer.

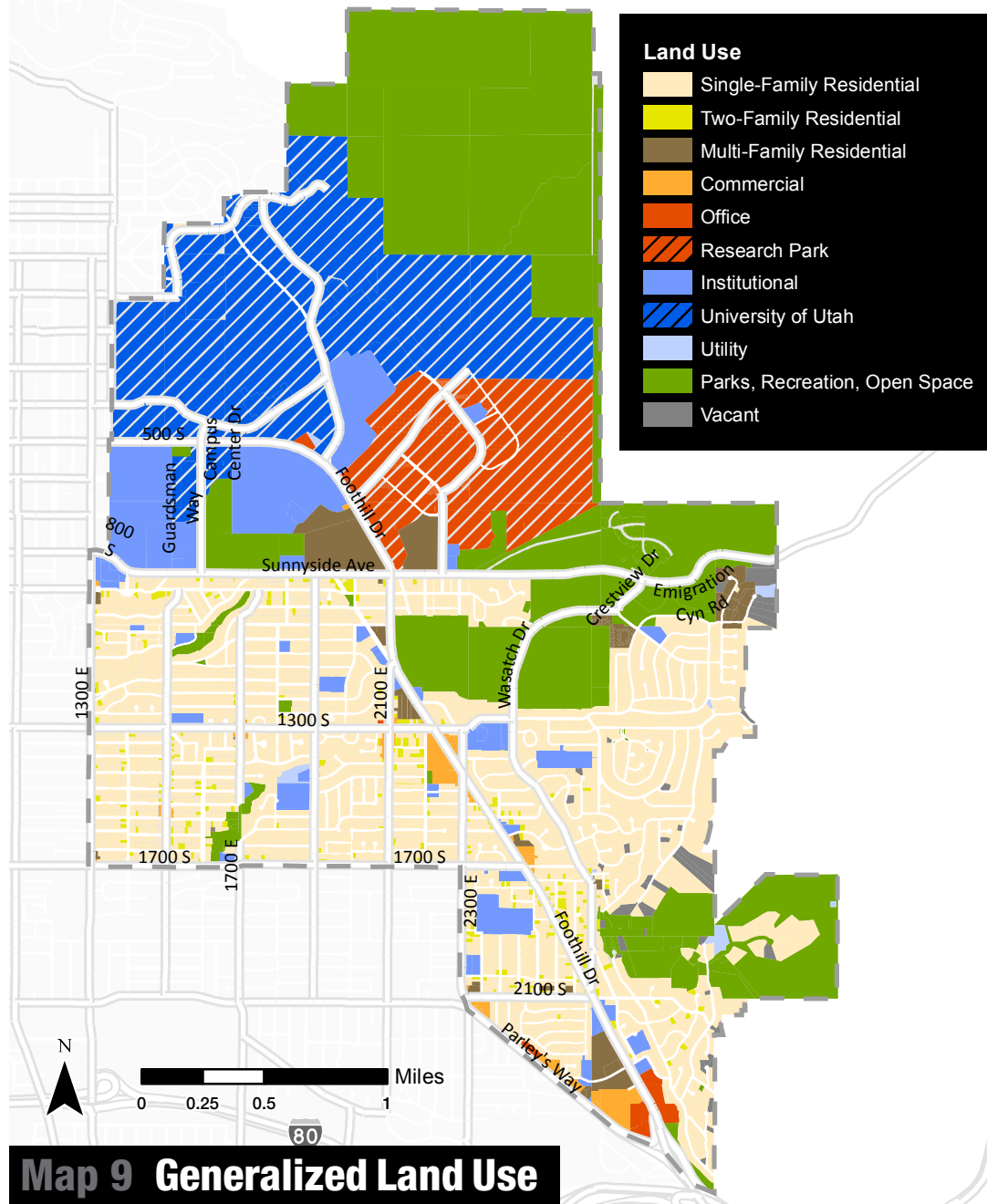
Data not collected directly by the Census Bureau for 2010 is based off of the 5-year estimates from the 2010 American Community Survey.



3



Land Use



Generalized Land Use Characteristics

The East Bench Master Plan area is approximately 5,379 acres (8.4 square miles) in size. Not counting streets, there is approximately 4,718 acres of land in the area. The predominant land uses are residential, parks, and open space, with approximately 64% of the land in the area devoted to these uses.

The following is a summary of the generalized land use characteristics of the East Bench:

Residential Land Use

Single-Family Residential

(29.9% of land area)

Refers to single-family homes.

Two-Family Residential

(1% of land area)

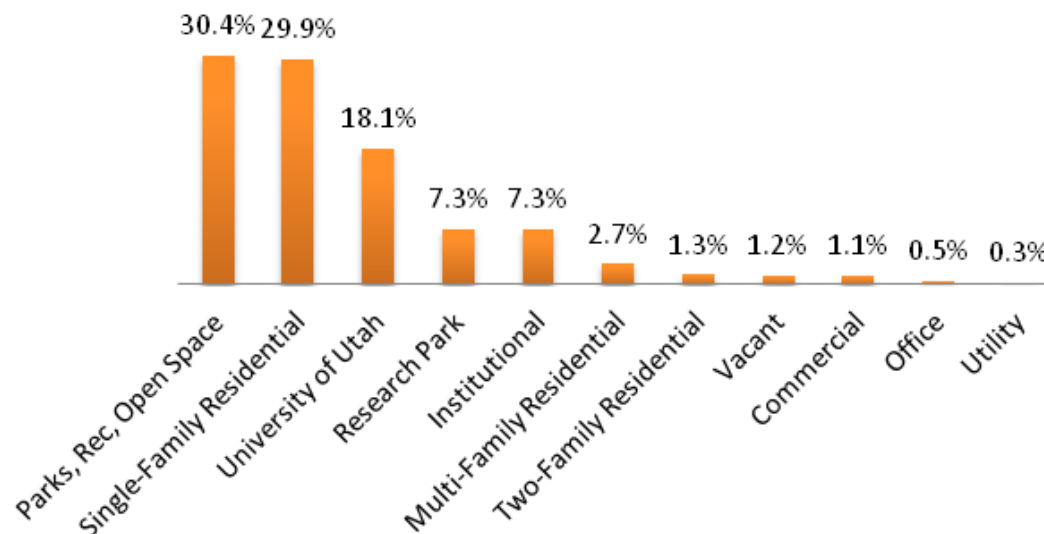
Refers to duplex residential where two dwelling units are located on one property

Multi-Family Residential

(2.7 % of land area)

Refers to properties containing three or more dwelling units. In some cases a development may contain multiple parcels where each parcel may only contain two dwelling units. In this case the whole development was classified as a multi-family development instead of

Diag 19 Breakdown of Land Use



individual two-family use parcels.

Commercial Land Use

Commercial

(1.1 % of land area)

The commercial land use designation includes restaurants, retail sales (grocery, convenience store, clothing, etc.), retail service (banks, dry cleaners auto repair, etc.), and hotels/motels.

Research Park

(7.3 % of land area)

Refers to all property owned by the State of Utah that is within the designated Research Park boundary established by the University of Utah, excluding Red Butte Garden and the Museum of Natural History. There are a variety of specific uses within the Research Park area including office, restaurant, hospitality, medical, and research uses.

Institutional

University of Utah

(18.1 % of land area)

All land owned by and used for University purposes. Does not include Research Park, which is owned by the University of Utah but, for the most part serves a different

function. The University of Utah area also includes functions that could be classified as other uses, such as the medical function of the hospital and the regional attractions, such as Red Butte Gardens and Museum of Natural History.

Institutional (Non-University)

(7.3% of land area)

Institutional land includes medical uses, such as hospitals and medical clinics and public/semi-public uses, such as churches, public and private schools (excluding the University of Utah), cemeteries, fire stations, libraries, post offices, and federal military uses.

Parks, Recreation, Open Space

(30.4 % of land area)

Includes designated parks; recreation centers, such as the Steiner Aquatic Center; regional attractions, such as Hogle Zoo and This is the Place State Park; and open space. Land classified as open space does not include vacant land that is zoned to allow a commercial, residential or other land use. It is land that is natural or planted green space that is zoned as Open Space or is otherwise not developable.

Utility

(0.3 % of land area)

Land Use

Utility uses include electrical substations, pump houses, water tanks, or other similar uses.

Vacant

(1.2 % of land area)

Vacant land is privately or publicly owned and could be developed according to existing zoning. This classification was based on the ability of the land to be developed according to existing zoning only. There may be natural or other constraints associated with the land that limits its ability to be developed.

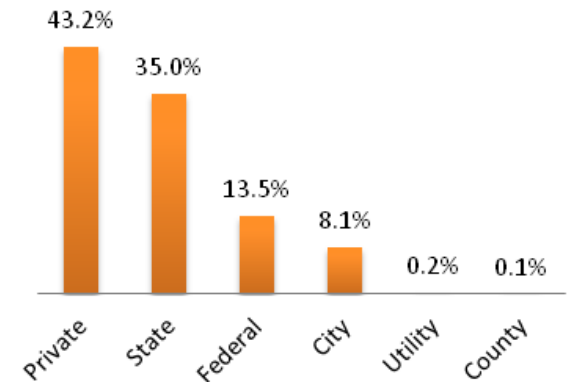
Land Ownership

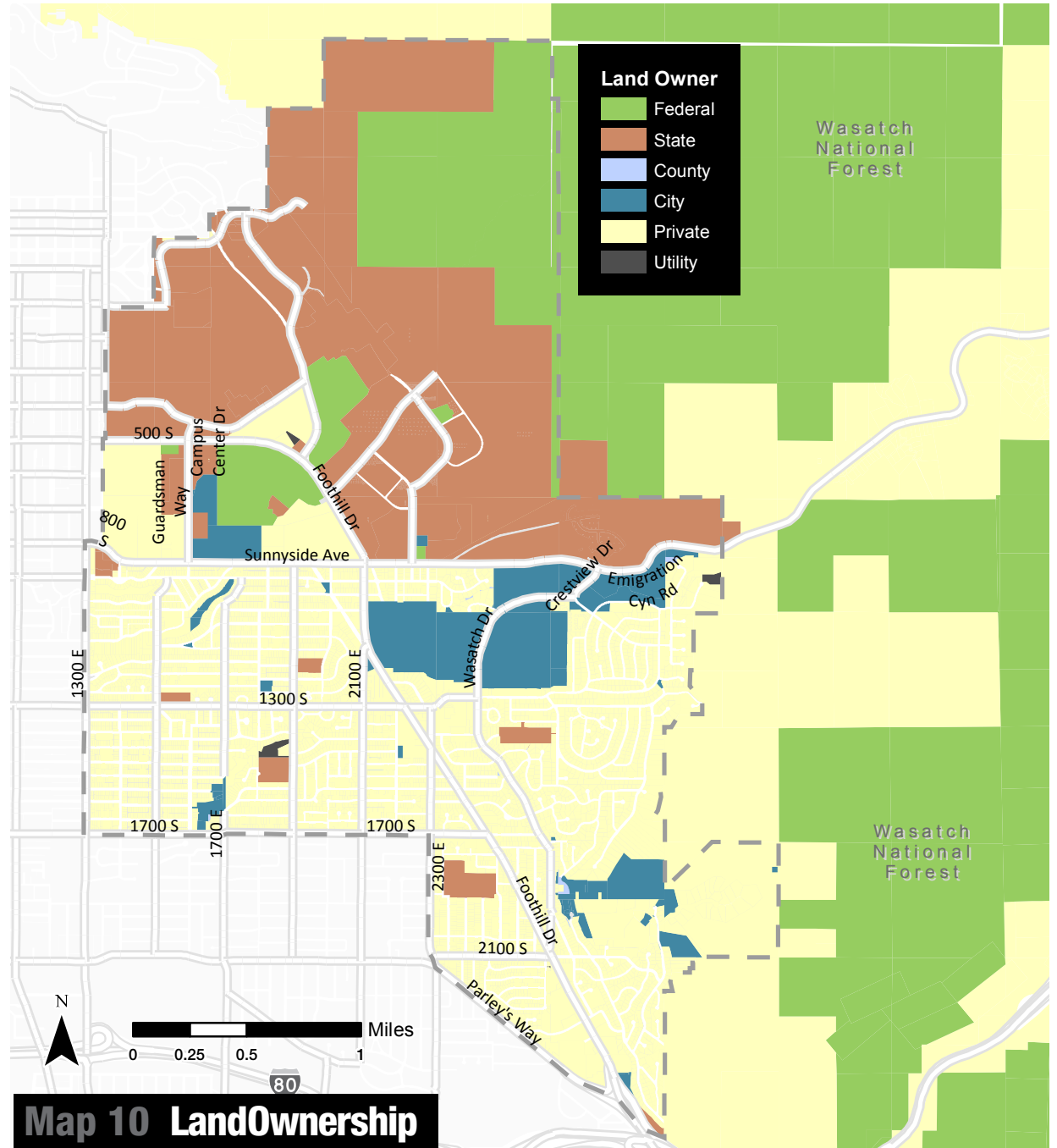
Approximately 43% of the land within the master plan area is privately owned. The State of Utah owns a significant amount of land within the community at 35%. The majority of State owned land is property devoted to the University of Utah, Research Park, and This is the Place State Park. With the exception of Research Park, State land is not regulated by local ordinances; however, development on State lands rely on Salt Lake City for utility services, such as water and sewer.

The Federal government owns approximately 14% of the land area within the East Bench. The majority of this land is open space located in the foothills northeast of the University of Utah. The Federal government also owns and operates the Veteran's Administration Hospital located along Foothill Drive and 500 South, as well as the remaining portion of the Fort Douglas military reserve located on the University of Utah campus

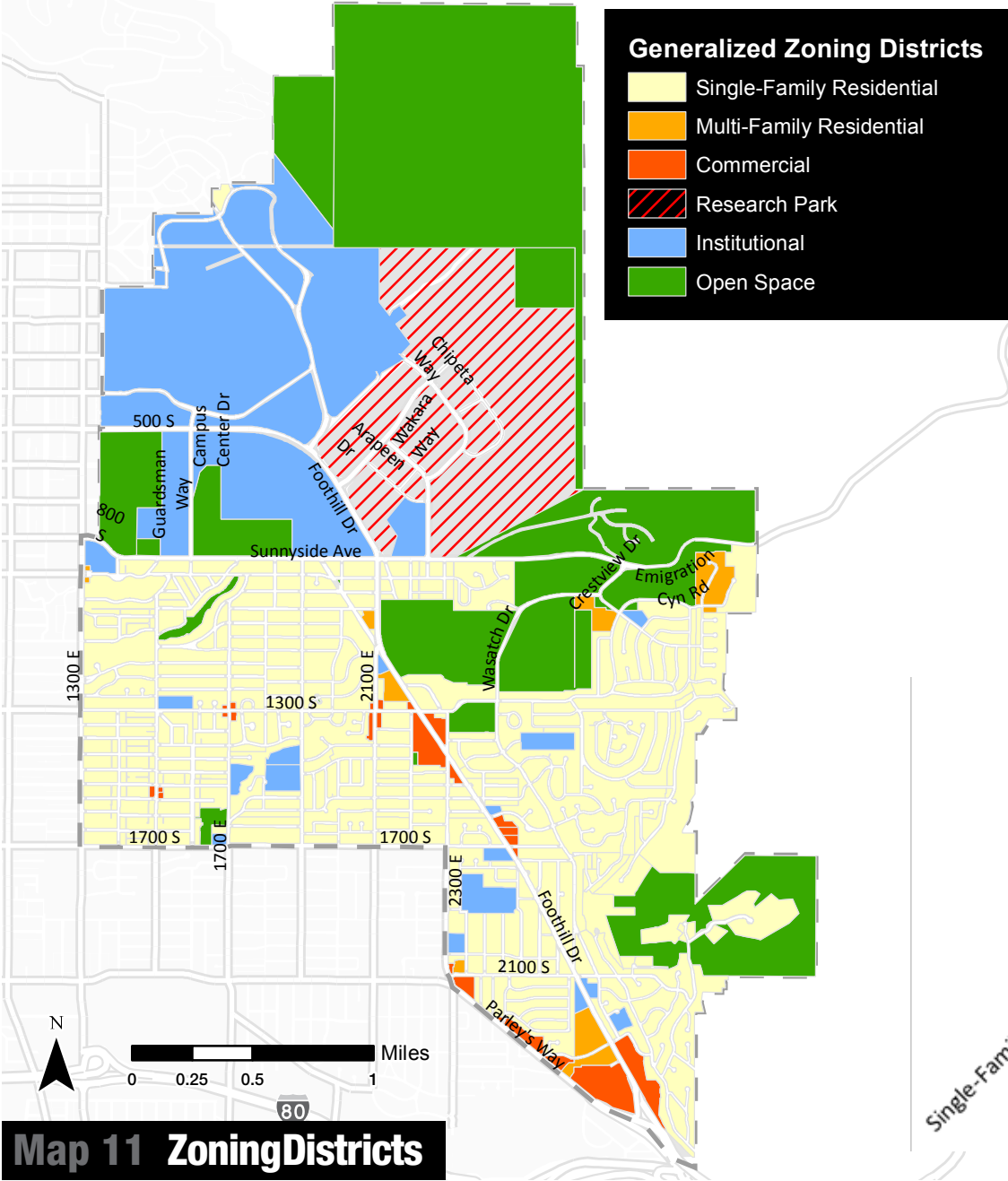
Salt Lake City owns approximately 8% of land mainly as parks and open space with a significant area of land dedicated to the Bonneville Golf Course.

Diag 20 Land Ownership





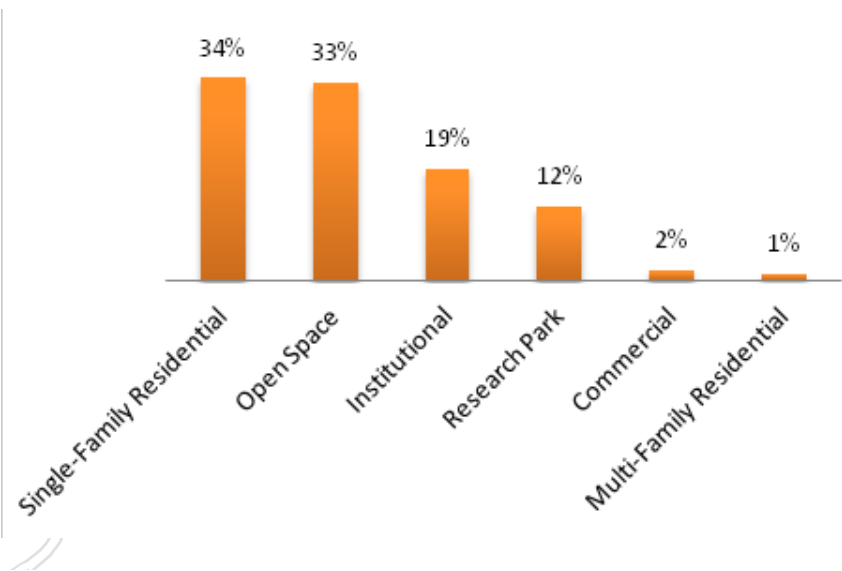
Land Use



Generalized Zoning

Approximately one-third of the land area in the East Bench community is zoned single-family residential. Another one-third of the land area is zoned Open Space. Multi-family zoning occupies the least amount of land area at approximately 1%.

Diag 21 Land Distribution by Zoning

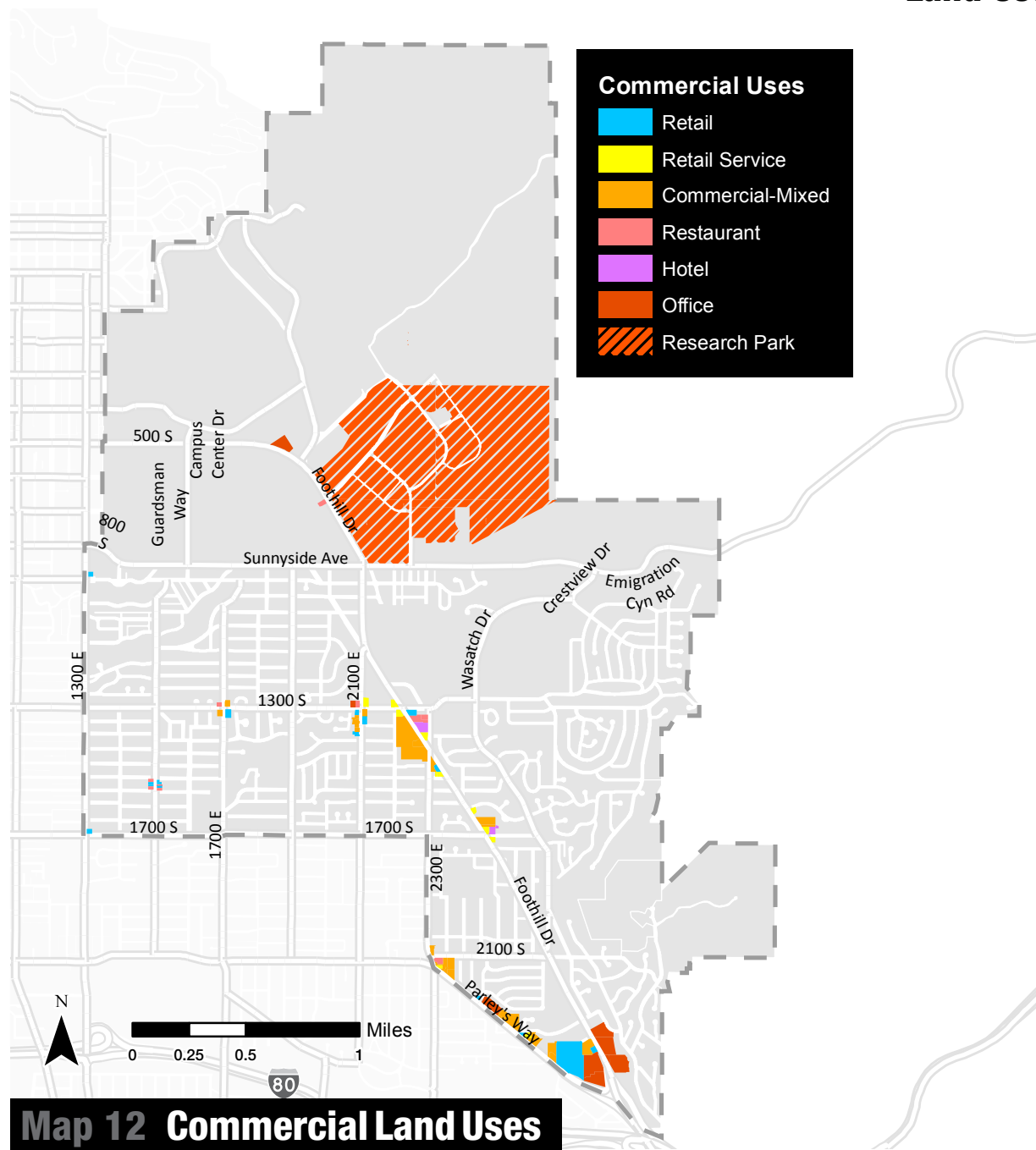


Commercial, Office, and Research Park Land Uses

Commercial and office land uses (not including Research Park) occupy approximately 1.6% of the developable land area in the East Bench Community. Research Park occupies approximately 7.3% of the East Bench developable land area. The amount of commercial and office land in the East Bench has remained relatively unchanged since the adoption of the East Bench Master Plan in 1987.

The commercial/office land uses are a mix of small neighborhood commercial centers (15th and 15th, 13th and 17th), big box retail (Walmart), mixed use strip centers (Foothill Village, Lamplighter Square) and the larger office buildings located at the south end of Foothill Drive. With the exception of the 15th and 15th neighborhood business node, the commercial and office land uses are located along arterial and collector streets.

Research Park was established in 1968, and was meant to stimulate Economic Development and to entice the students who graduated from the University of Utah to stay in Salt Lake City by providing research jobs. The jobs generated in Research Park are intended to support the functions of the University of Utah.



Land Use

Research Park employs approximately 9,500 people. One of the largest employers is the Association of Regional University Pathologist (ARUP) who employs approximately 2200 people. The area is nearly built out according to the Research Park leasable lot plan with only two building sites still available. There is an anticipated 10% growth of employees at buildout. (Source: Interview with Charles Evans, Director, Research Park, November 1, 2011)

The property in Research Park is owned by the State of Utah. Generally, properties owned by the State are not regulated by local zoning laws; however, private development on property within Research Park is regulated by Salt Lake City Zoning and Building codes.

Commercial Zoning Districts

The zoning districts in the East Bench that allow commercial and office land uses are shown on the Commercial Zones map. The intended purpose of the regulations for each zoning district is as follows:

The **CN Neighborhood Commercial** district is intended to provide for small scale, low intensity commercial uses that can be located within and serve residential neighborhoods. This district is appropriate in areas where supported by applicable master plans and along local streets that are served

by multiple transportation modes, such as pedestrian, bicycle, transit and automobiles. The standards for the district are intended to reinforce the historic scale and ambiance of traditional neighborhood retail that is oriented toward the pedestrian while ensuring adequate transit and automobile access. Uses are restricted in size to promote local orientation and to limit adverse impacts on nearby residential areas.

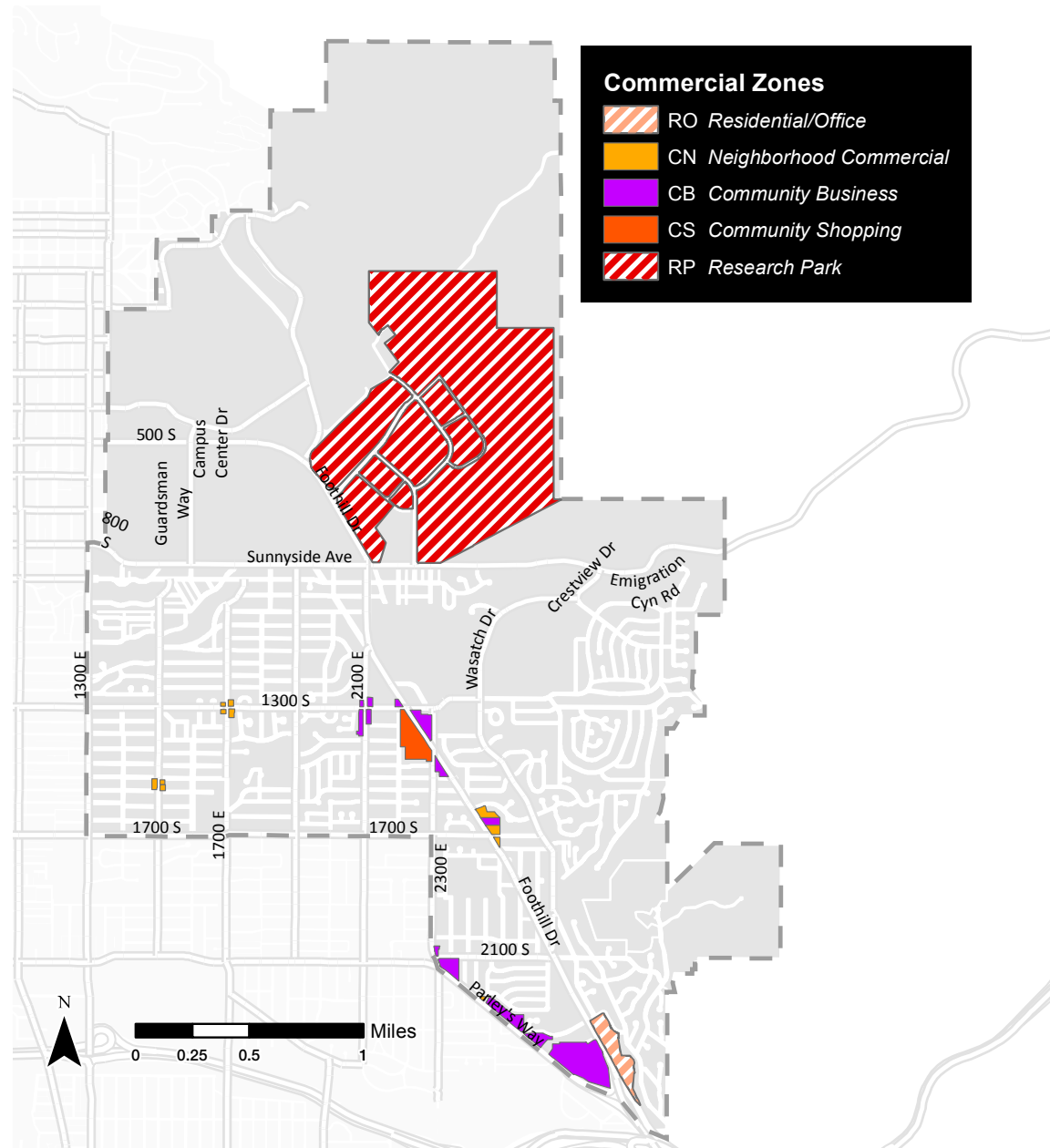
The **CB Community Business** district is intended to provide for the close integration of moderately sized commercial areas with adjacent residential neighborhoods. The design guidelines are intended to facilitate retail that is pedestrian in its orientation and scale, while also acknowledging the importance of transit and automobile access to the site.

The purpose of the **CS Community Shopping** district is to provide an environment for vibrant, efficient and attractive shopping center development at a community level scale while promoting compatibility with adjacent neighborhoods through design standards. This district provides economic development opportunities through a mix of land uses, including retail sales and services, entertainment, office and residential. This district is appropriate in areas where supported by applicable master plans, along city and state arterial streets and where the mass and scale of development is compatible with adjacent

land uses. Development is intended to be oriented toward the pedestrian while accommodating other transportation modes.

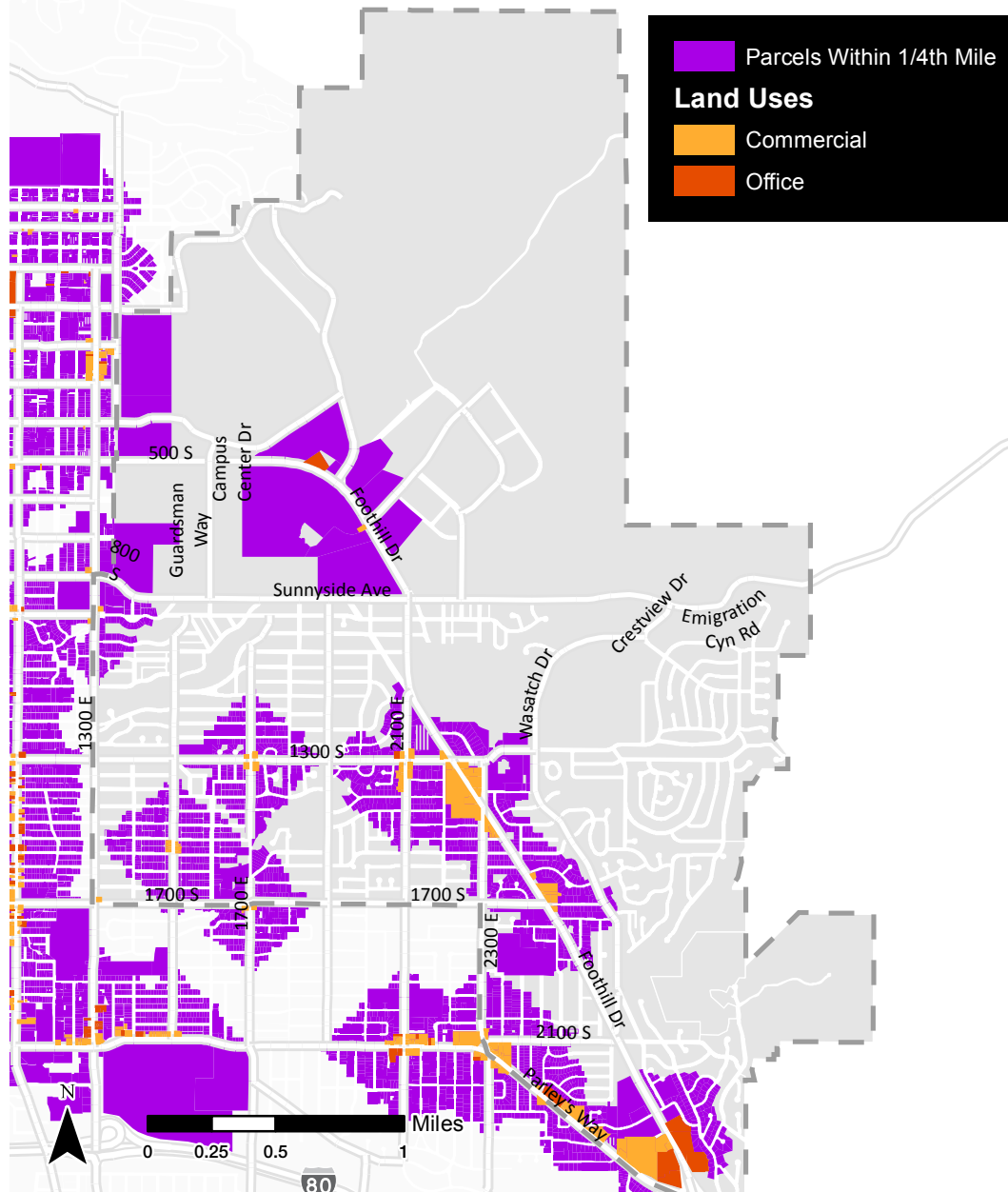
The **RO Residential/Office** district is intended to provide a suitable environment for a combination of residential dwellings and office use. This district is appropriate in areas of the city where the applicable master plans support high density mixed use development. The standards encourage the conversion of historic structures to office uses for the purpose of preserving the structure and promote new development that is appropriately scaled and compatible with the surrounding neighborhood.

The purpose of the **RP Research Park** district is to provide a campus-like environment for high technology research and development uses and related activities and to create employment centers that may benefit from being located near the University Of Utah. This district is appropriate in areas of the city where the applicable master plans support this type of land use. The standards promote development that is intended to create an environment that is compatible with nearby areas.



Map 13 Commercial Zones

Land Use



Map 14 Commercial and Office Access

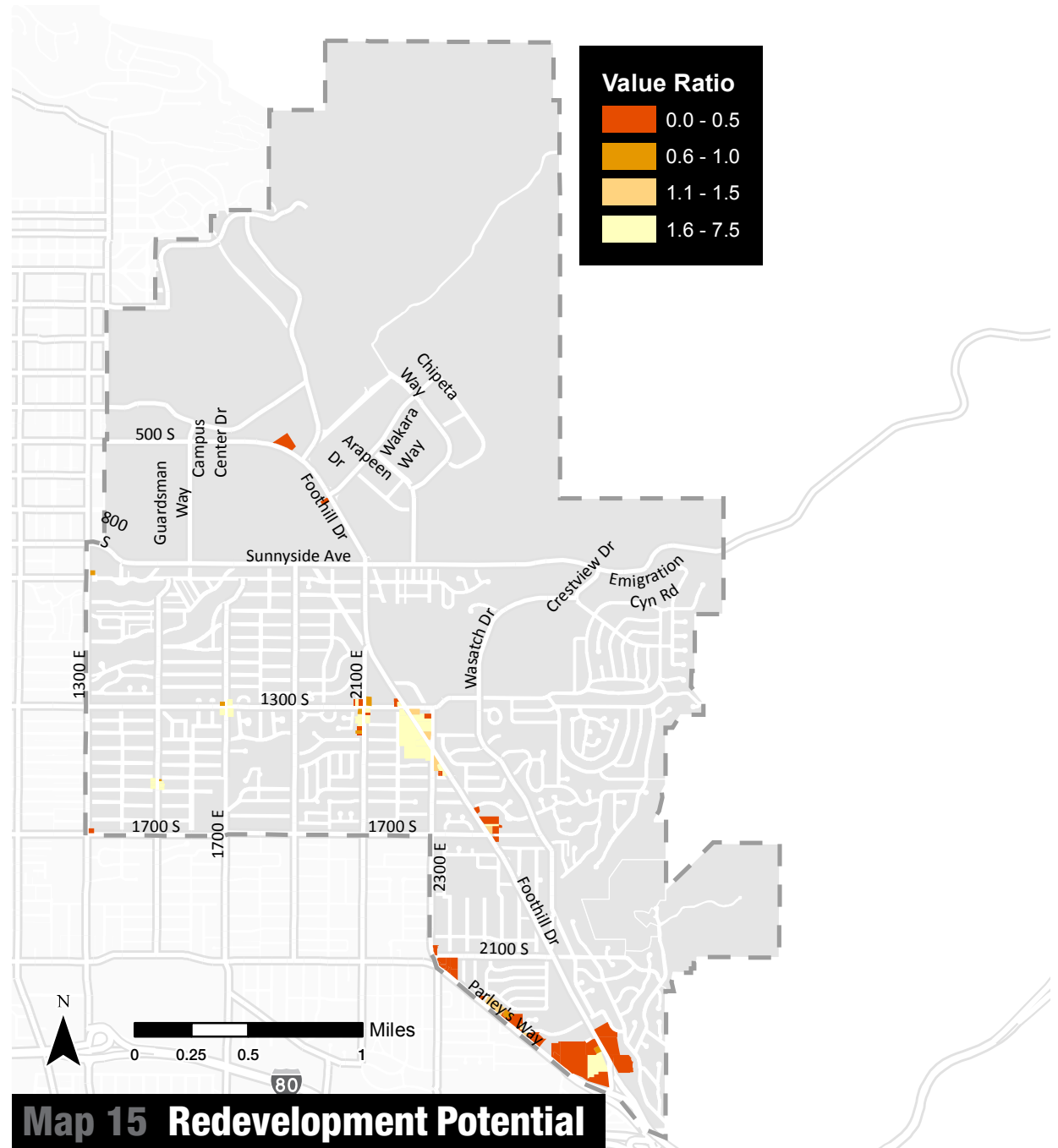
Commercial and Office Access

Access to goods and services is a defining feature of a community and many members of the East Bench community stated that they value the walkable nature of their neighborhoods. In the document produced by Envision Utah titled “Urban Planning Tools for Quality Growth”, it states that a half-mile walk to basic goods and services constitutes the outer limits of a walkable community. Generally, people will comfortably walk one-quarter mile for basic goods and services. The Commercial and Office Access map shows the location of commercial and office land uses within the East Bench and the parcels that have frontage along streets that provide one-quarter mile walking distances to those land uses. The purpose of this map is not to show locations where everyone has all the services that they need within walking distance. The purpose is to show areas that are not located within walking distance of any services. In those instances, residents would need to drive or take other available means of transportation for their basic needs.

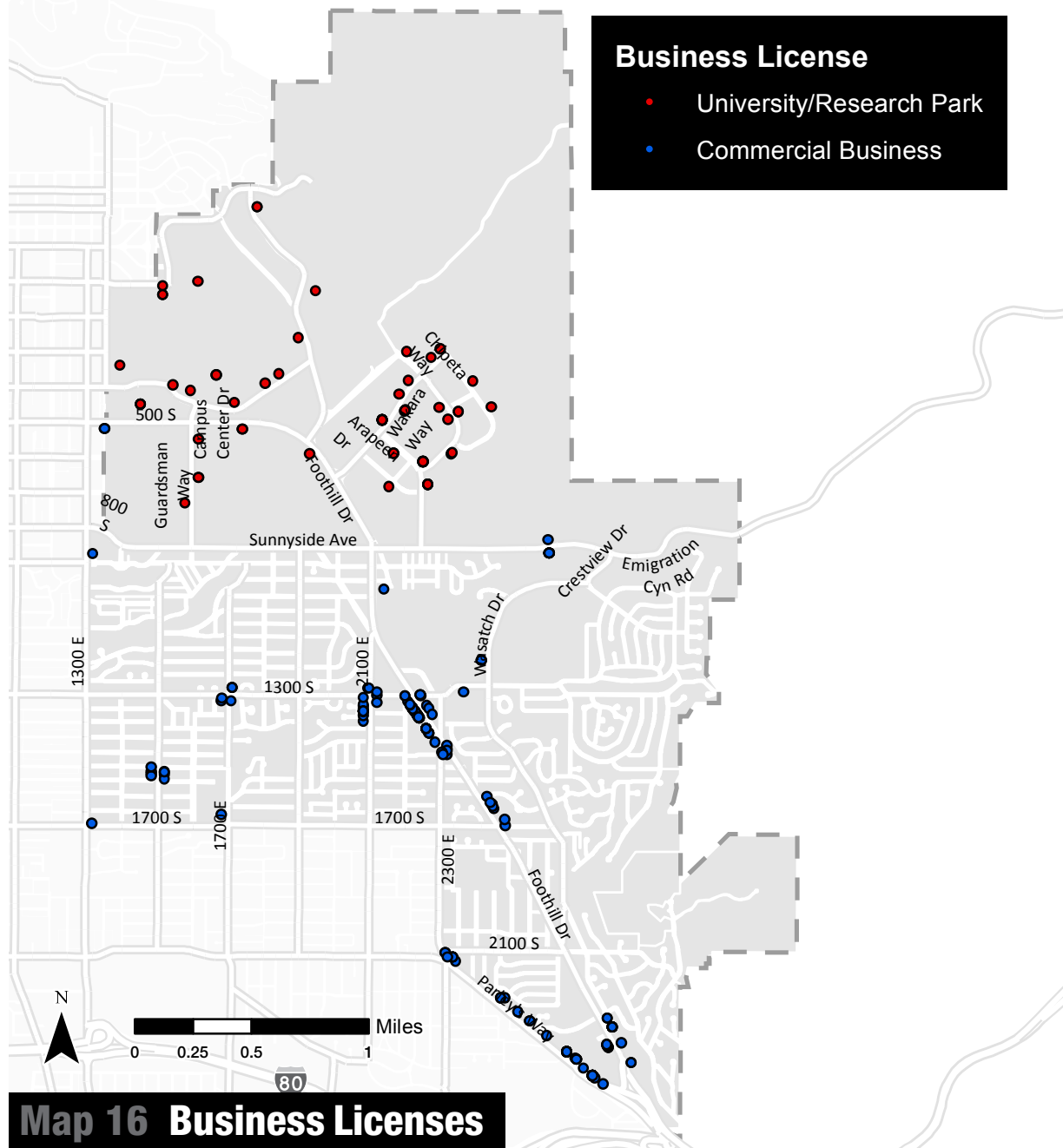
Of the approximately 9400 housing units in the community, approximately 51% are within a quarter mile walk of the commercial and office facilities in the community.

Commercial Redevelopment Potential

The amount of commercial land in the East Bench has remained relatively the same for many years. An important aspect of the master planning process is to determine if there are areas that may be appropriate for change. The Redevelopment Potential map shows the improvement to land value ratio for the properties containing commercial and office land uses in the East Bench community. The improvement value and land value was obtained from Salt Lake County Assessor land data. Properties with an improvement value that is 50% or less than the land value are generally considered to have a high redevelopment potential. In other words, these properties have buildings or other improvements that are worth less than half of the land they sit on. The properties with the highest redevelopment potential are shown in red on the map.



Land Use



Business Licenses

The Business Licenses map shows the location of all commercial, non-home occupation, business licenses in the East Bench.

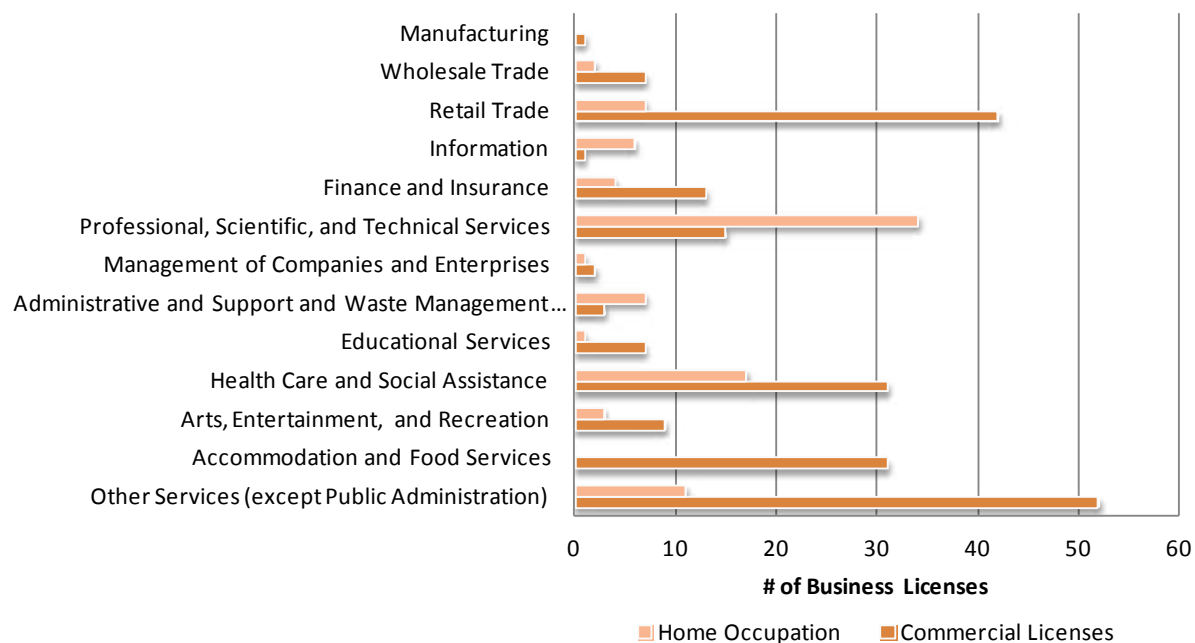
The business category with the largest number of licenses in the East Bench is “Other Services” which, according to the North American Industry Classification System (NAICS) consists of establishments engaged in providing “services not specifically provided for elsewhere in the classification system. Establishments in this sector are primarily engaged in activities, such as equipment and machinery repairing, promoting or administering religious activities, grantmaking, advocacy, and providing drycleaning and laundry services, personal care services, death care services, pet care services, photofinishing services, temporary parking services, and dating services.”¹ The large number of individual massage therapist licenses makes this category appear large, when in reality many licensed professionals operate out of a single storefront. Grouping these licenses so that there is only license per address results in this category ranking third among all business types in the East Bench.

The other major business types by business

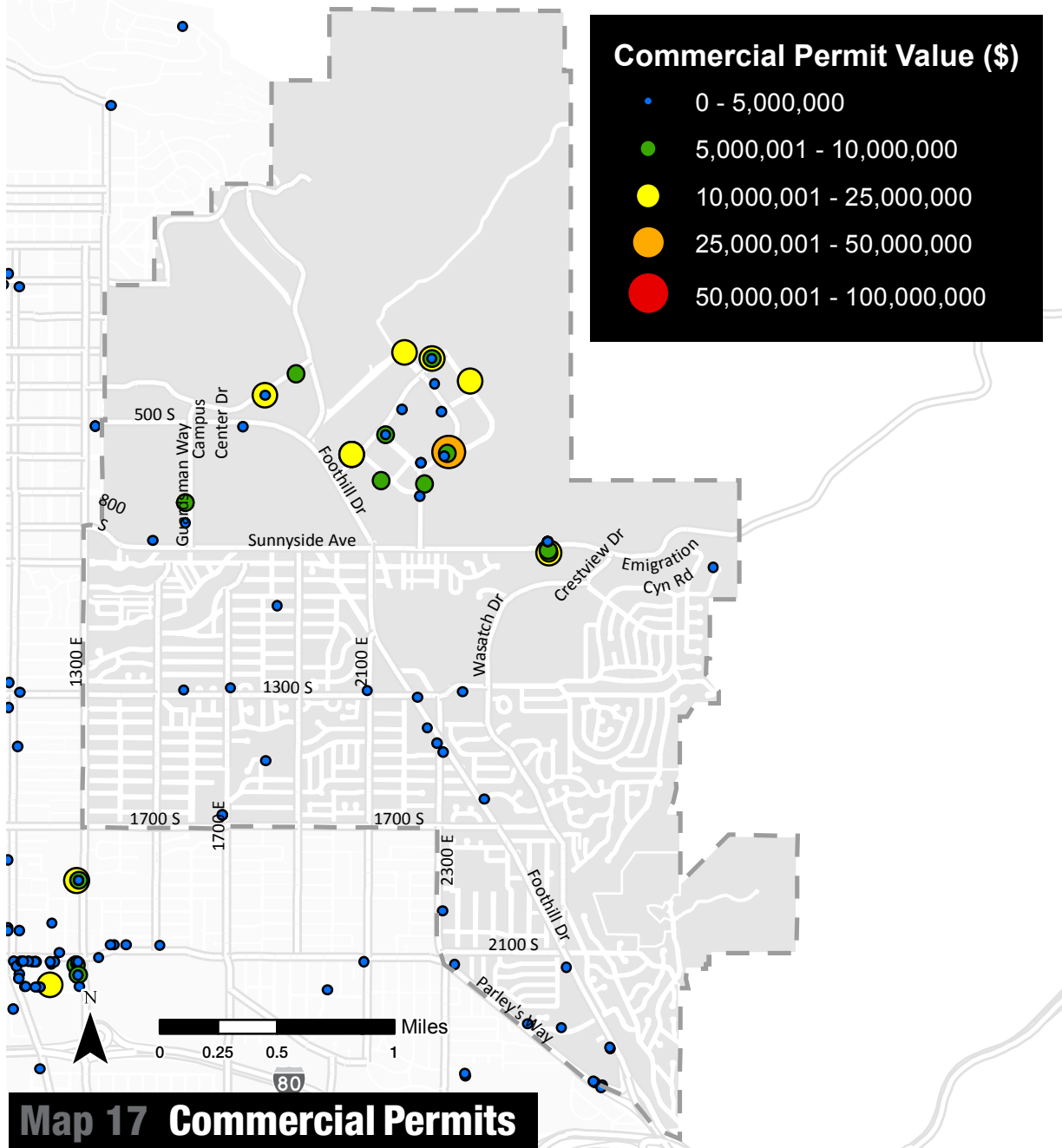
¹ NAICS, <http://www.census.gov/cgi-bin/sssd/naics/naicsrch?code=81&search=2012%20NAICS%20Search>

license count are retail trade, as well as accommodation and food services. The third largest sector is Health Care and Social Assistance. This sector also appears unusually large due to number of individually licensed medical professionals in the East Bench. Generally, those medical professionals working in the University of Utah health facilities are not individually licensed with the City and are not represented in these business license counts.

Diag 22 Business Licenses



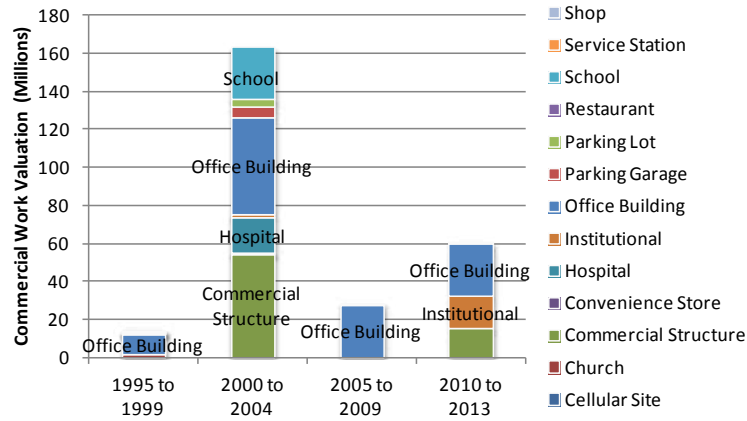
Land Use



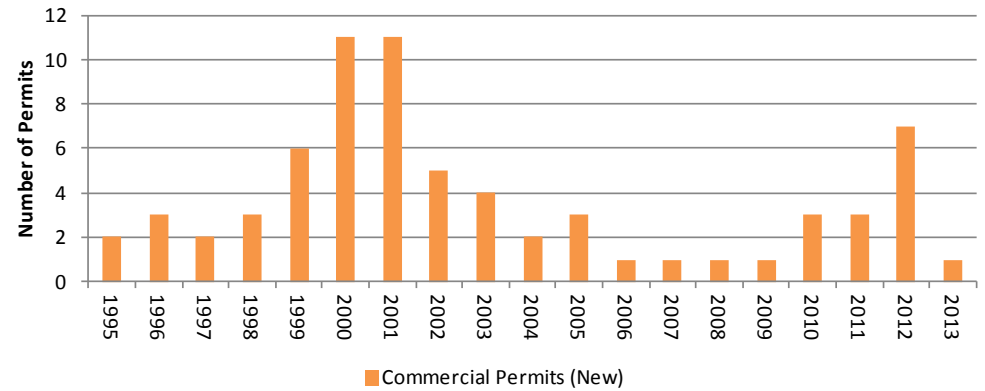
Commercial Development Activity - New Construction

Over the past 20 years the majority of new building investment has occurred in the University of Utah campus, including Research Park. Substantial investment has also been put into the Hogle Zoo site. There has been limited commercial building activity along the major arterials of the community.

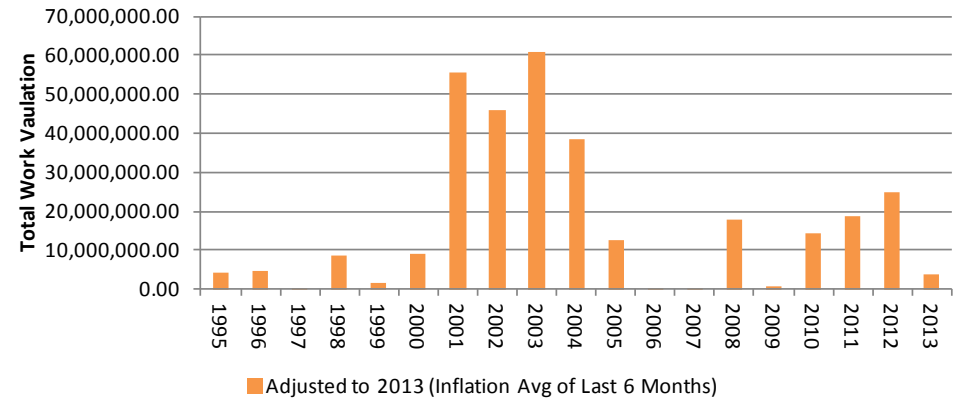
Diag 23 Commercial Investment Type



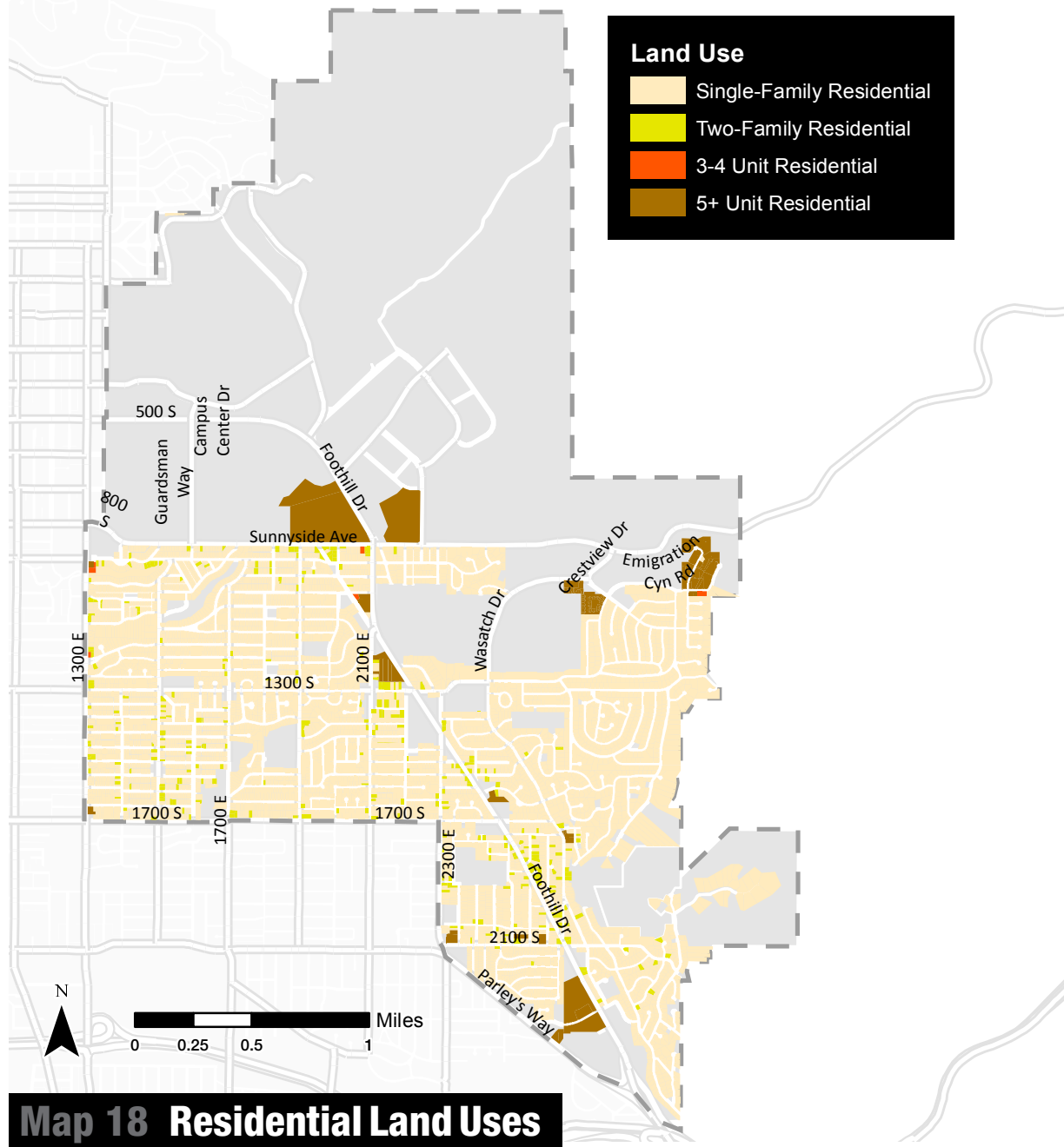
Diag 24 New Commercial Construction Activity



Diag 25 Commercial Permit Values



Land Use



Residential Land Uses

Residential land uses (not including those located at the University of Utah) occupy approximately **33.5%** of the developable land area in the East Bench Community. Of the **33.5%** land area, **29.9%** is single-family residential, **1.3%** is two-family residential, and **2.7%** is multi-family residential (three or more dwelling units). According to US census, Salt Lake County and Salt Lake City building permit data, there are approximately **9,200** dwelling units located within the East Bench master plan area. This is approximately **11%** of the total dwelling units within Salt Lake City.

Residential Zoning

The zoning districts in the East Bench that allow strictly residential land uses are shown on the Residential Zones map. The intended purpose of the regulations for each zoning district is as follows:

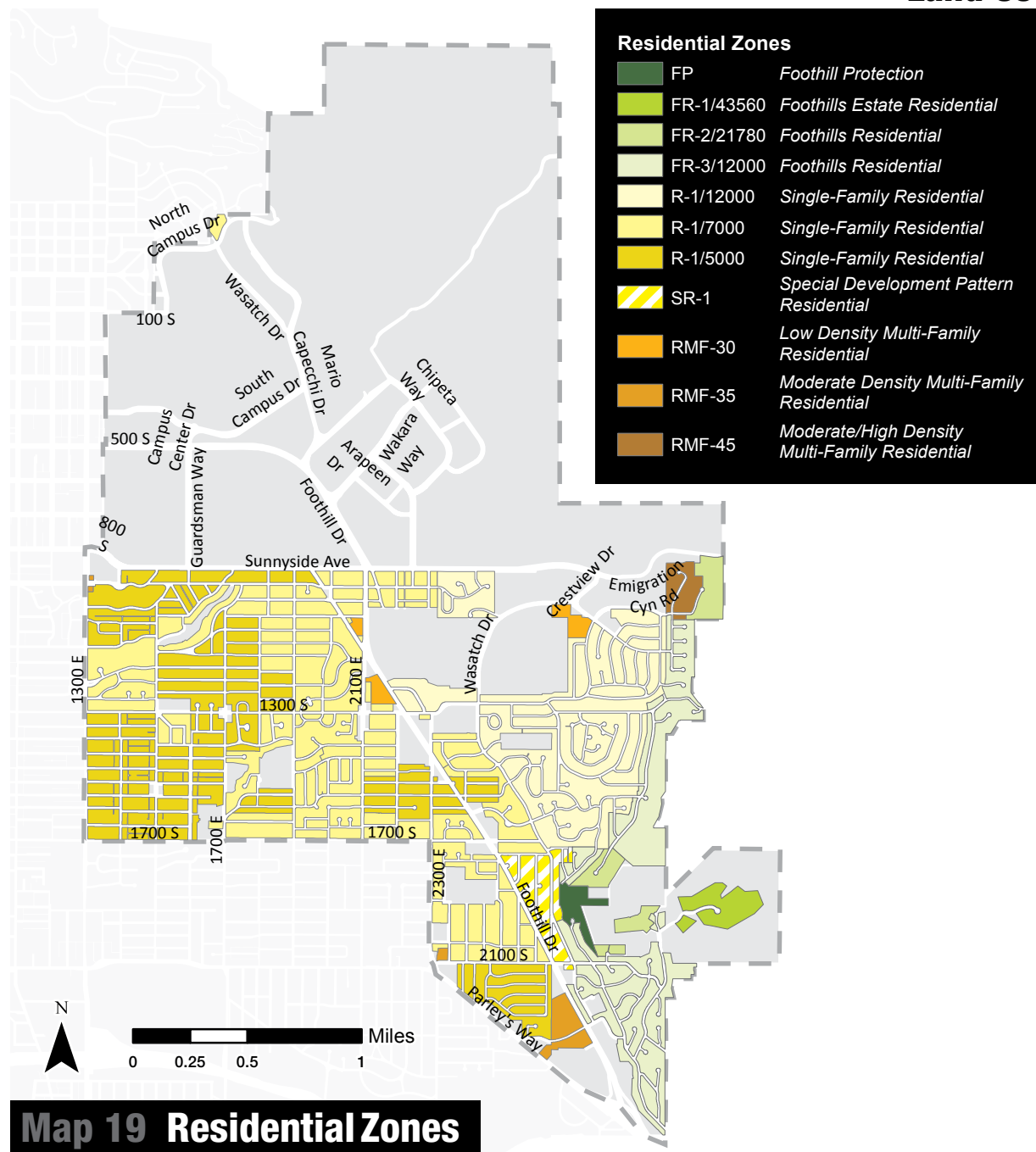
The purpose of the **FP Foothills Protection** district is to protect the foothill areas from intensive development in order to protect the scenic value of these areas, wildlife habitats and to minimize flooding and erosion.

The purpose of the **FR-1/43,560 Foothills Estate**, **FR-2/21,780 Foothills Residential**, and **FR-3/12,000 Foothills Residential** dis-

districts is to promote environmentally sensitive and visually compatible development suitable for foothills locations. The districts are intended to minimize flooding, erosion, and other environmental hazards; to protect the natural scenic character of foothill areas by limiting development; to promote the safety and well being of present and future residents of foothill areas; to protect wildlife habitat; and to ensure the efficient expenditure of public funds.

The purpose of the **R-1/12,000, R-1/7,000, and R-1/5,000 Single-Family Residential** districts is to provide for conventional single-family residential neighborhoods. Uses are intended to be compatible with the existing scale and intensity of the neighborhood. The standards for the districts are intended to provide for safe and comfortable places to live and play, promote sustainable and compatible development patterns and to preserve the existing character of the neighborhood.

The purpose of the **SR-1 Special Development Pattern** residential district is to maintain the unique character of older predominantly single-family and two-family dwelling neighborhoods that display a variety of yards, lot sizes and bulk characteristics. Uses are intended to be compatible with the existing scale and intensity of the neighborhood. The



Land Use

standards for the district are intended to provide for safe and comfortable places to live and play, promote sustainable and compatible development patterns and to preserve the existing character of the neighborhood.

The purpose of the **RMF-30 Low Density Multi-Family Residential** district is to provide an environment suitable for a variety of housing types of a low density nature, including single-family, two-family, and multi-family dwellings, with a maximum height of thirty feet (30'). This district is appropriate in areas where the applicable master plan policies recommend multi-family housing with a density of less than fifteen (15) dwelling units per acre. Uses are intended to be compatible with the existing scale and intensity of the neighborhood. The standards for the district are intended to provide for safe and comfortable places to live and play, promote sustainable and compatible development patterns and to preserve the existing character of the neighborhood.

The purpose of the **RMF-35 Moderate Density Multi-Family Residential** district is to provide an environment suitable for a variety of moderate density housing types, including single-family, two-family, and multi-family dwellings with a maximum height of thirty five feet (35'). This district is appropriate in areas where the applicable master plan policies recommend a density of less than thirty

(30) dwelling units per acre. This district includes other uses that are typically found in a multi-family residential neighborhood of this density for the purpose of serving the neighborhood. Uses are intended to be compatible with the existing scale and intensity of the neighborhood. The standards for the district are intended to provide for safe and comfortable places to live and play, promote sustainable and compatible development patterns and to preserve the existing character of the neighborhood.

The purpose of the **RMF-45 Moderate/High Density Multi-Family Residential** district is to provide an environment suitable for multi-family dwellings of a moderate/high density with a maximum building height of forty five feet (45'). This district is appropriate in areas where the applicable master plan policies recommend a density of less than forty three (43) dwelling units per acre. This district includes other uses that are typically found in a multi-family residential neighborhood of this density for the purpose of serving the neighborhood. Such uses are designed to be compatible with the existing scale and intensity of the neighborhood. The standards for the district are intended to provide for safe and comfortable places to live and play, promote sustainable and compatible development patterns and to preserve the existing character of the neighborhood.

In addition to the base zoning districts, the **Yalecrest Compatible Infill Overlay District (YCI)** is also located within the East Bench area. Within the YCI district there are additional regulations pertaining to building height, front yard setbacks, accessory structures, and attached garages. The following is the purpose statement of the YCI:

The purpose of the Yalecrest compatible infill (YCI) overlay district is to establish standards for new construction, additions and alterations of principal and accessory residential structures within the Yalecrest community. The goal is to encourage compatibility between new construction, additions or alterations and the existing character and scale of the surrounding neighborhood. The YCI overlay district promotes a desirable residential neighborhood by maintaining aesthetically pleasing environments, safety, privacy, and neighborhood character. The standards allow for flexibility of design while providing compatibility with existing development patterns within the Yalecrest community.

Density Allowed by Zoning

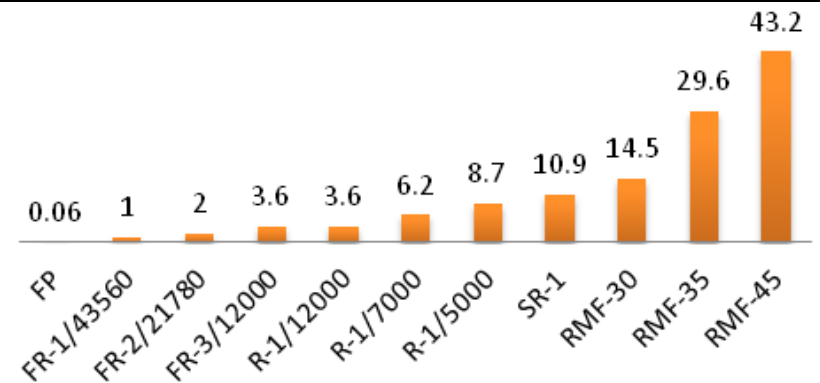
Residential density is measured as the number of dwelling units per acre of land. All residential zoning districts in the East Bench require a minimum amount of land area to construct a new dwelling unit. The maximum density (dwelling units per acre) that is allowed by zoning can be calculated by adding the number of dwelling units that would be allowed in an acre for each zoning district.

The maximum allowable residential density for each zoning district located in the East Bench Community is shown in the Dwelling Units per Acre Permitted by Zone graph.

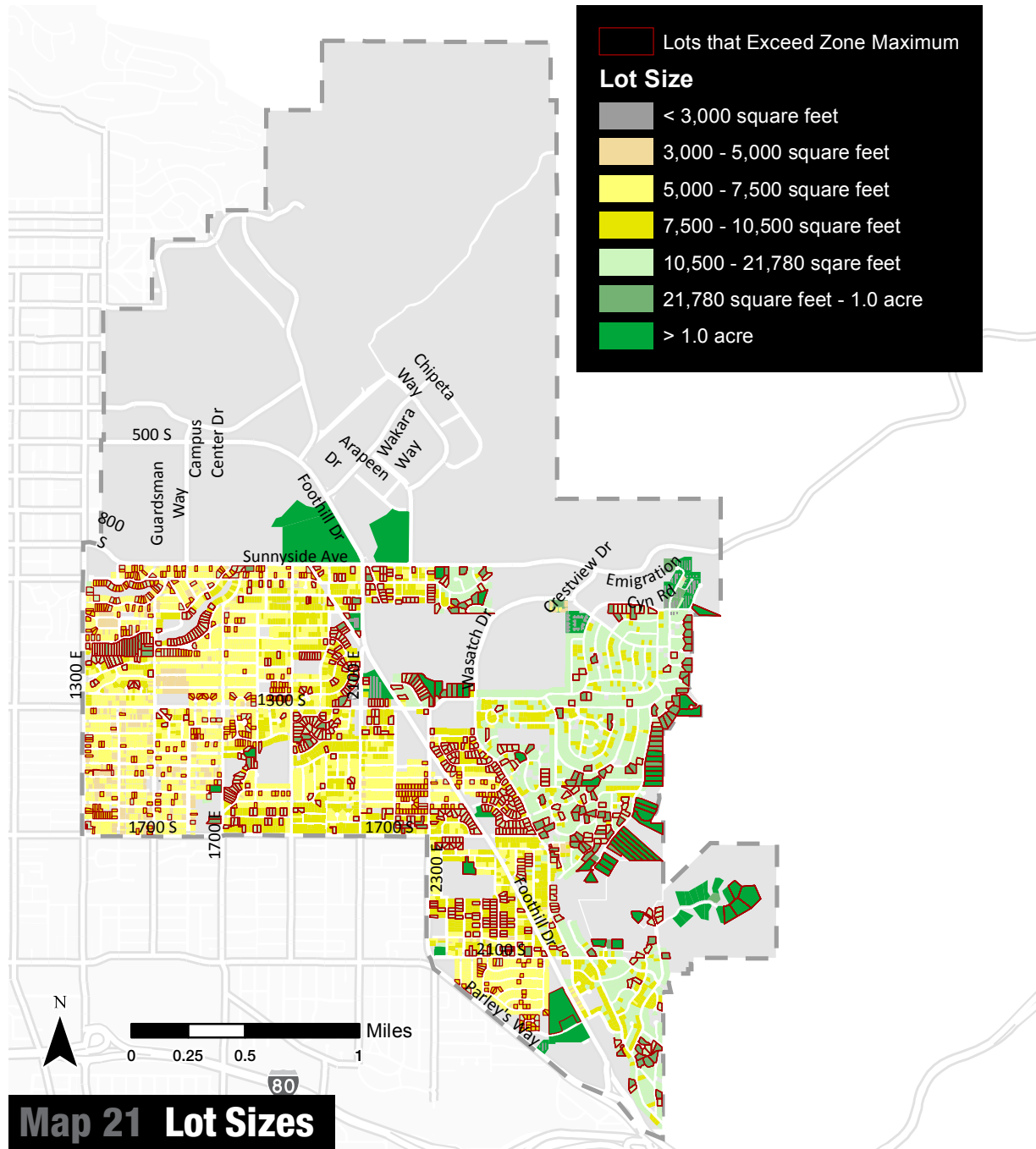
The residential density distribution in the East Bench community at the US Census block level is shown on the Residential Density Map. The residential density of the majority of the census blocks in the East Bench is between four and nine dwelling units per acre, which is representative of the low to medium single-family residential nature of the community.



Diag 26 Dwelling Units per Acre Permitted by Zone



Land Use



Existing Residential Development Patterns and Zoning

The residential zoning districts located within the East Bench are based on prescribed lot sizes and widths. For example, any new development lot created in the R-1/5000 zoning district must be at least 50 feet in width and 5,000 square feet in area, but cannot exceed 7,500 square feet in area. Regulations pertaining to the location of buildings on a property are based on the standard lot sizes of the zoning district. While this creates uniformity and predictability in new subdivision development, this one-size-fits-all type of zoning could create compatibility issues in established, developed neighborhoods due to variations in existing lot sizes and widths. One part of the master planning process is to review existing land use patterns and determine if zoning changes are needed.

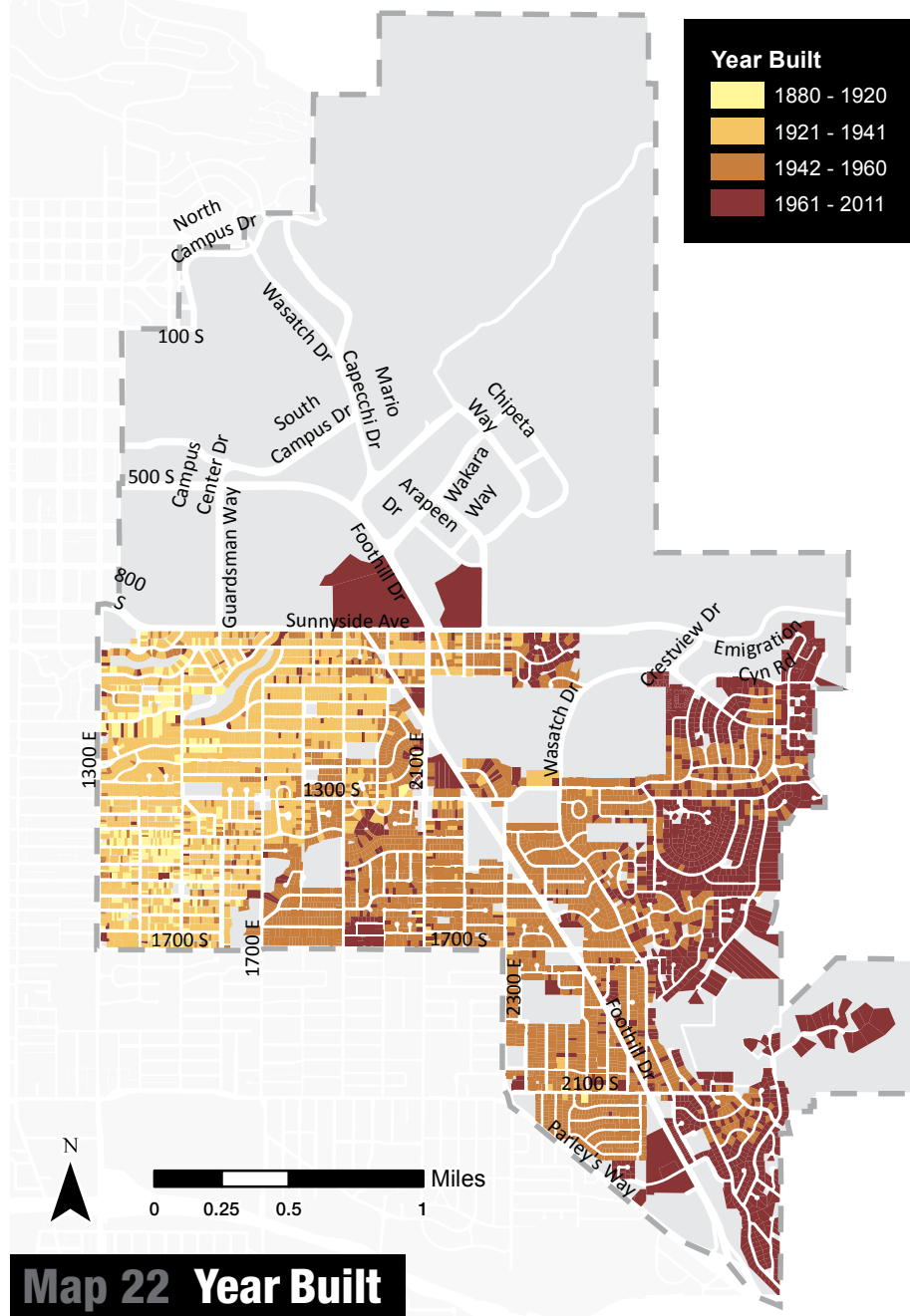
The Residential Parcel Size Regulations table shows the required lot sizes and widths for the single-family residential zoning districts located within the East Bench.

The Lot Sizes map shows the distribution of lot sizes within the East Bench Community as well as the parcels that exceed the maximum lot size of the district the parcel is located in. There are many instances within the established East Bench neighborhoods where existing lot sizes exceed the standard lot size of the zoning district.

Diag 27 Residential Parcel Size Regulations

Zoning District	Lot Width (feet)	Lot Size Minimum	Lot Size Maximum
FP Foothills Protection District	140	16 acres	None
FR-1/43,560 Foothills Estate Residential	140	1 acre	1.5 acres
FR-2/21,780 Foothills Residential District	100	0.5 acres	0.75 acres
FR-3/12,000 Foothills Residential District	80 - 100	12,000 square feet	18,000 square feet
R-1/12,000 Single-Family Residential District	80 - 100	12,000 square feet	18,000 square feet
R-1/7000 Single-Family Residential District	50	7,000 square feet	10,500 square feet
R-1/5000 Single-Family Residential District	50	5,000 square feet	7,500 square feet
SR-1 Special Development Pattern Residential	50	5,000 square feet (single-family) 8,000 square feet (duplex)	7,500 square feet (single-family) 12,000 square feet (duplex)

Land Use

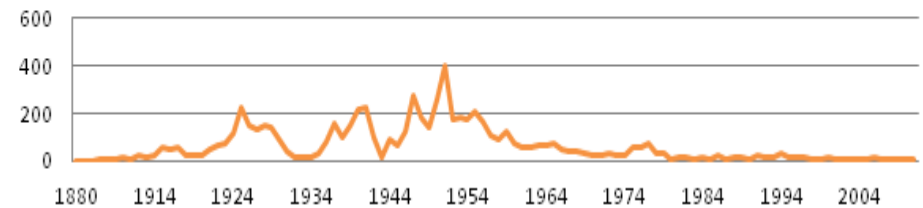


Housing Characteristics

Year Built

Aside from the Fort Douglas military post established in the 1860s, the first residential structures in the East Bench were constructed in the 1870s (Source: Yalecrest Reconnaissance Level Survey, June 2005). The majority of the residential development occurred between 1921 and 1959 with approximately 6,000 structures built in that time frame. The most homes built in one year were 405, which occurred in 1951. The following graph shows the time periods where spikes in residential development occurred.

Diag 28 Residential Structures Built by Year



Home Values

Good housing conditions, attractive neighborhoods and views, and proximity to Downtown, the University, and Foothill Drive are some of the contributing factors to higher home values in the East Bench. The Salt Lake City median home value for owner occupied homes is \$243,200. The East Bench median owner occupied home value is \$394,187, ranging from \$337,700 in census tract 43 to a high of \$467,800 in census tract 1036. This compares closely to the median owner occupied home value of \$403,590 for the Avenues community. However, leaving out the outlier median of \$711,000 in the Upper Avenues census tract of 1148, leaves the East Bench as the community with the highest owner occupied home values in Salt Lake City.

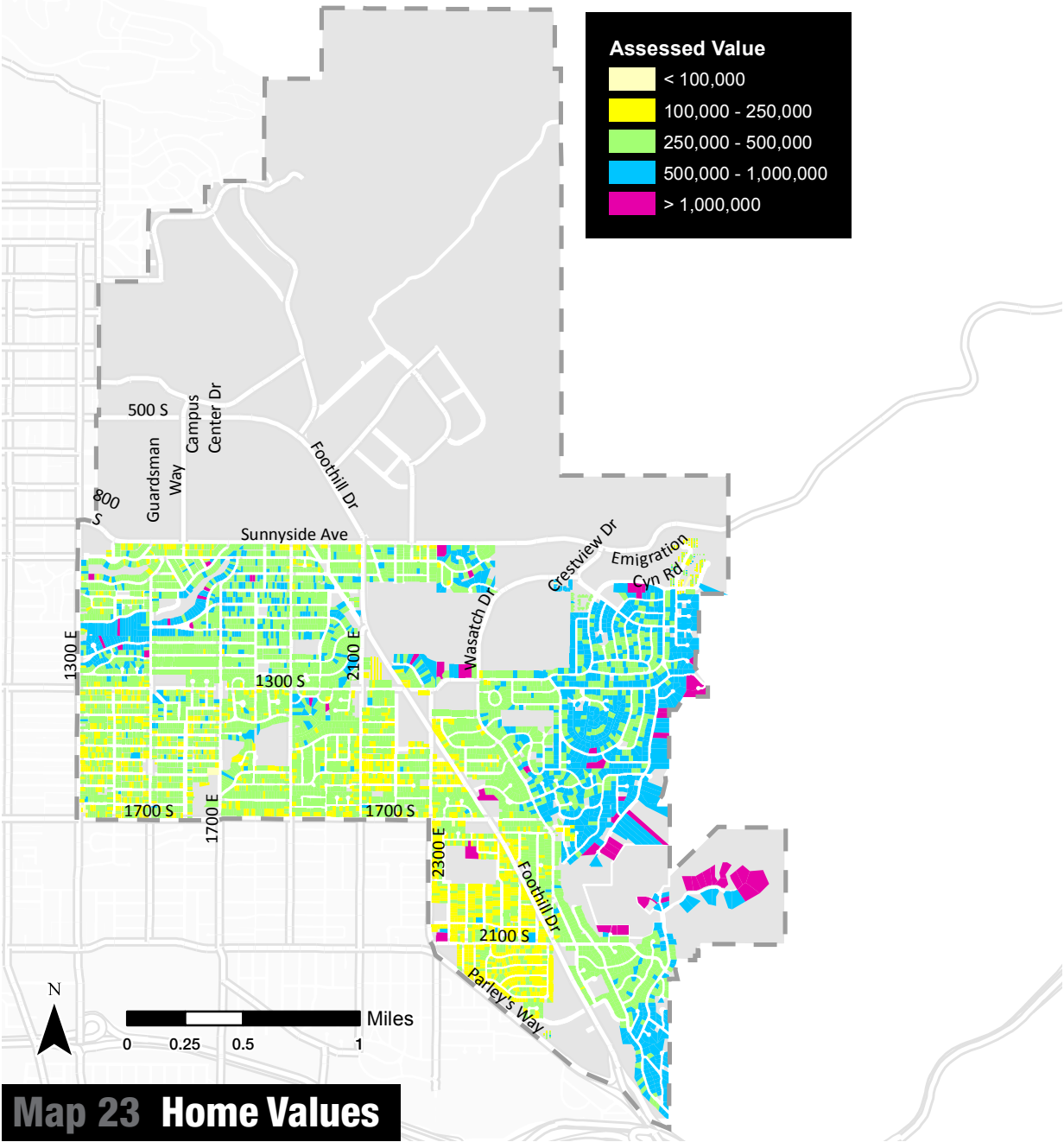
In the Avenues, 35.6% of owner occupied homes are valued at over \$500,000. Comparatively, in the East Bench 27.6% of homes are valued at over \$500,000. Furthermore, 51.3% of the homes are valued at between \$300,000 and \$500,000, compared to just 25.7% of homes in Salt Lake as a whole.¹

As demonstrated by the value breakdown in the Home Values map, the home values de-

termined through the 5-year 2010 American Community Survey differ from values determined by the Salt Lake County Assessor's office. One difference is that the Assessor's office values include any rented or owner occupied residential property, as opposed to just owner occupied. Some of this difference may also be explained by self-reporting bias. Home owners may self-report higher values than the market actually supports due to lack of current market knowledge.

¹ Social Explorer Tables: ACS 2006 to 2010 (5-Year Estimates) (SE), ACS 2006 -- 2010 (5-Year Estimates), Social Explorer; U.S. Census Bureau. (Not adjusted to 2013 values)

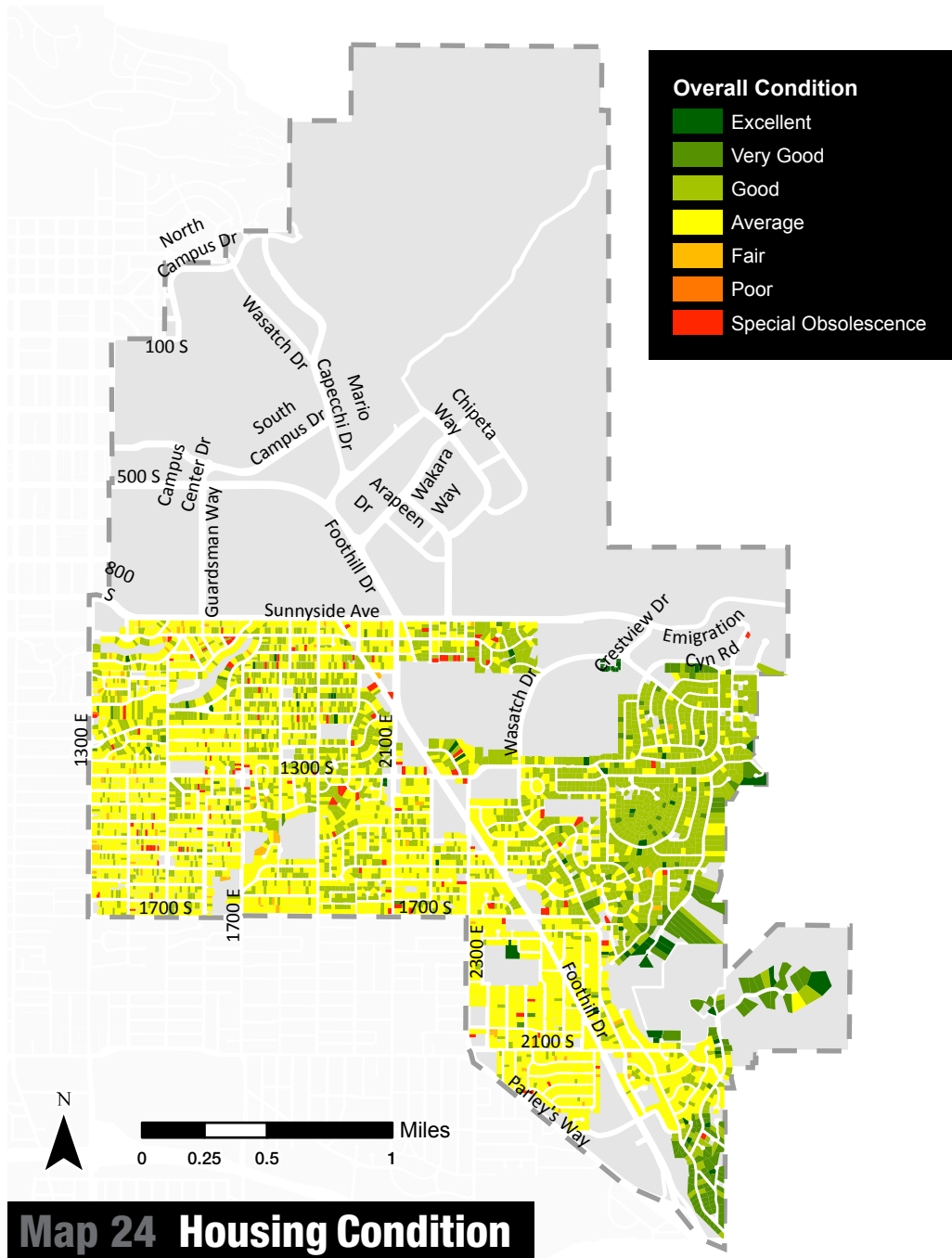
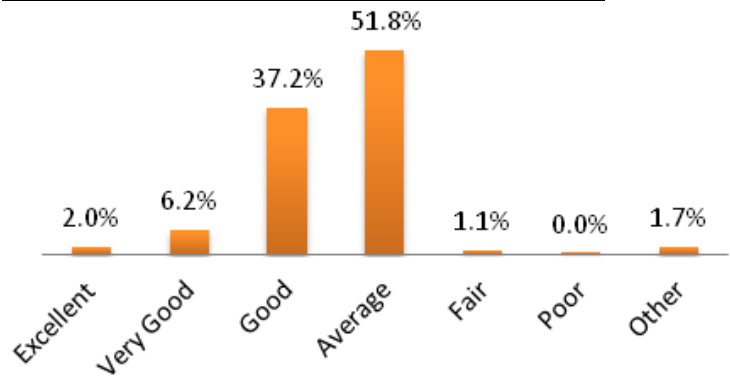
Land Use



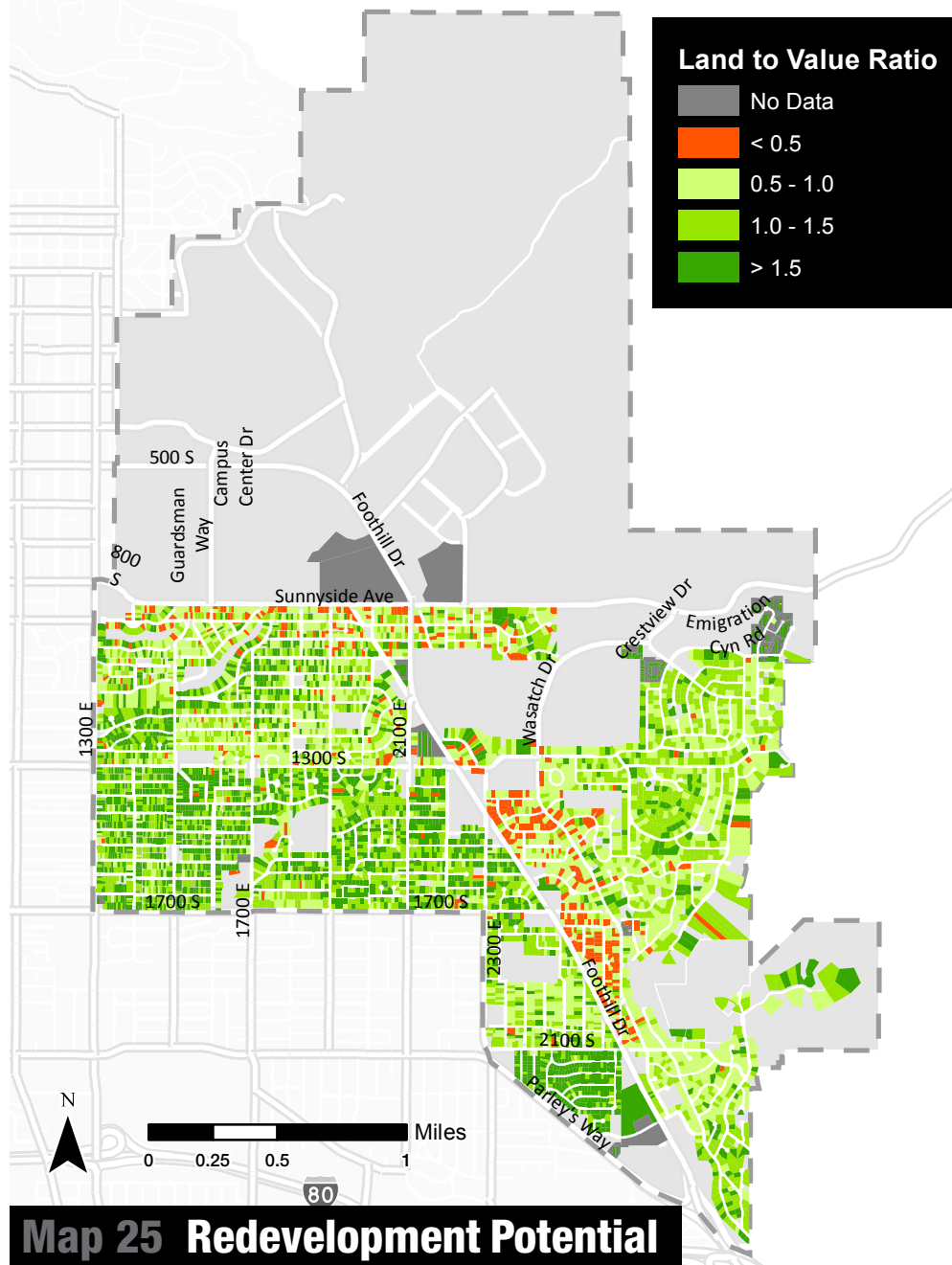
Housing Condition

According to Salt Lake County Assessor data, the majority of residential properties within the East Bench have an overall condition of average to good with a very small percentage of properties that are considered to be in fair to poor condition.

Diag 29 Property Conditions



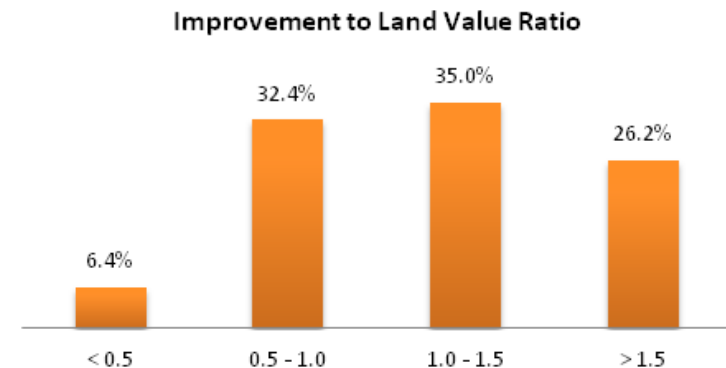
Land Use



Residential Redevelopment Potential

One method of identifying where residential redevelopment might occur is to evaluate the ratio of the improvement value on the property to the land value. Properties with an improvement value that is 50% (0.5) or less than the land value are generally considered to have a high potential for redevelopment. Within the East Bench Community, approximately 6.4% of the residential properties have an improvement value less than 50% of the land value. This is a relatively low percentage of the total residential properties in the East Bench and is indicative of the continual upkeep and improvements made by property owners in the East Bench. Map 17 shows the distribution of residential property with their respective improvement to land value ratios.

Diag 30 Redevelopment Potential

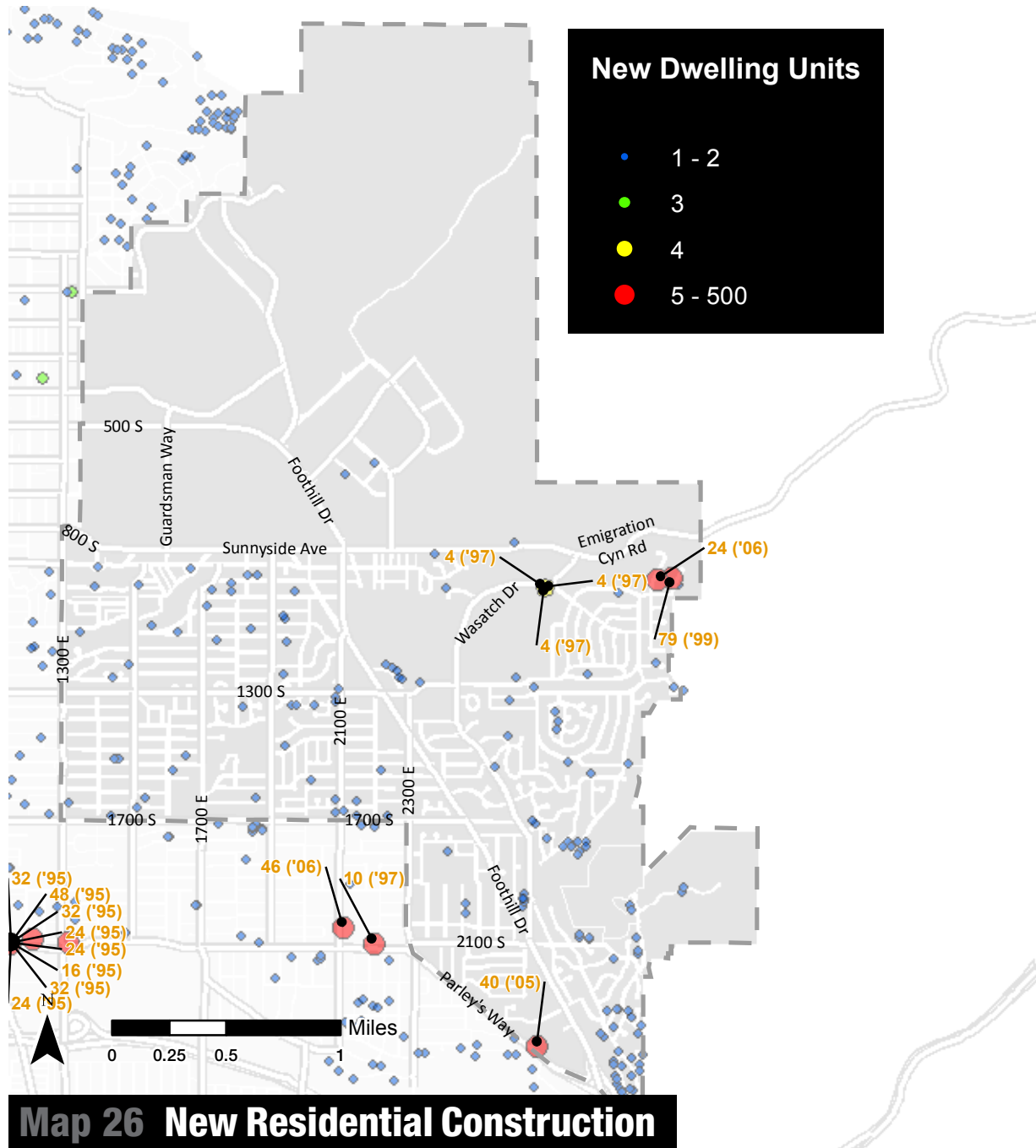


Residential Construction Activity

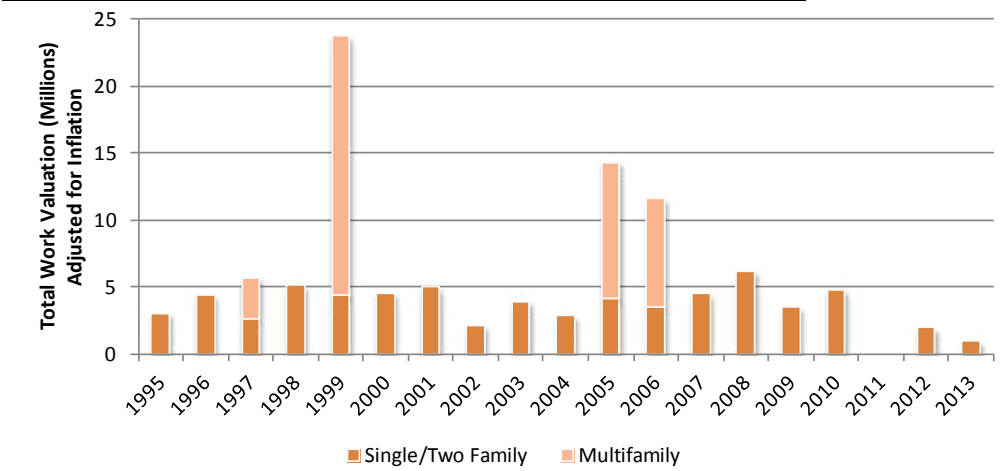
The New Residential Construction map shows the approximate location of all residential building permits for new construction that have been issued since 1995.

The East Bench has not seen significant growth in the past 20 years. Despite this, there has been residential building activity, mostly in the form of single family home tear-down and rebuild activity. There are an average of seven new single-family homes constructed every year in the East Bench.

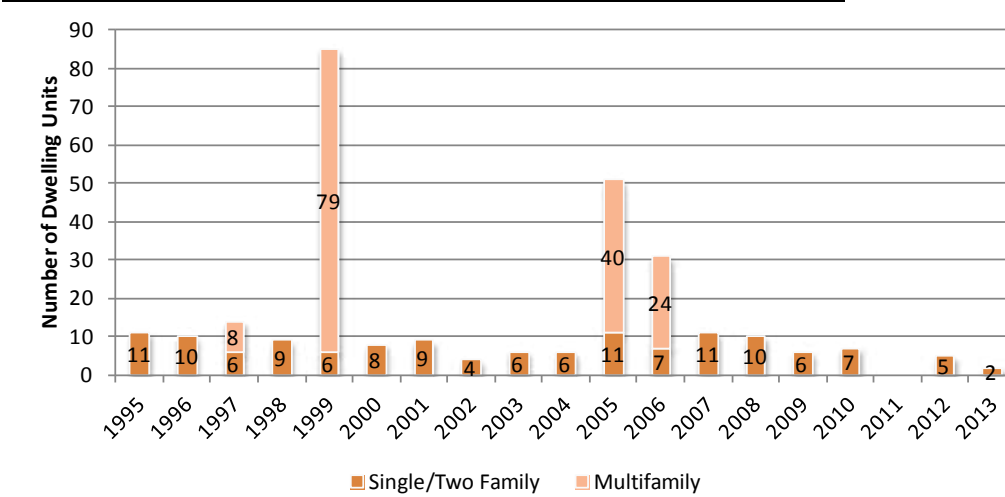
Very few multifamily developments have been constructed in the East Bench since 1995 with a few large developments happening in 1999 and around 2005/2006. Only four years in the past 18 years saw any multi-family building activity.



Diag 31 Residential Work Valuation

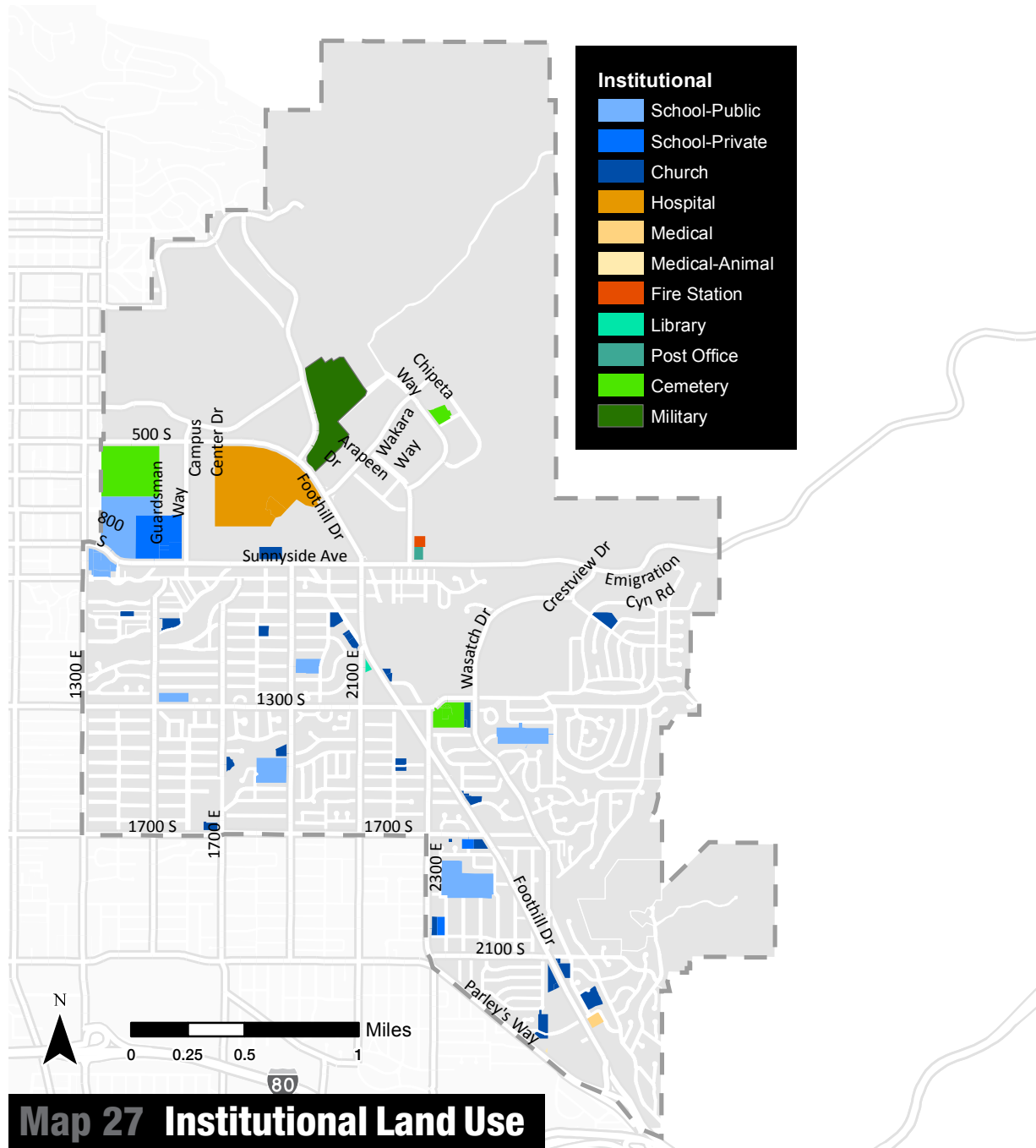


Diag 32 Residential Units Constructed

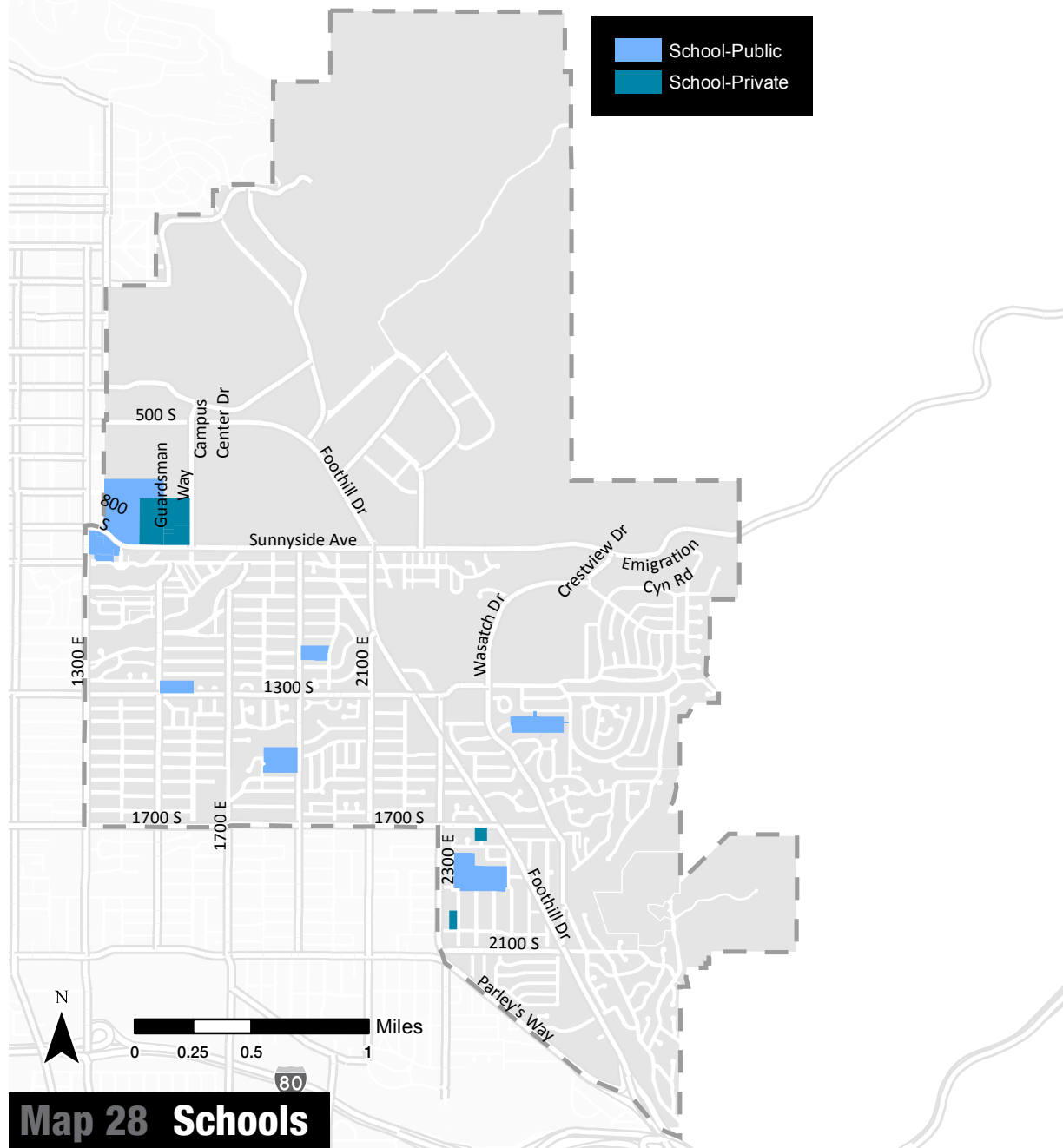


Institutional

Institutional land uses, excluding the University of Utah, occupy approximately 7.5% of the developable land area in the East Bench Community. The University of Utah occupies approximately 18% of the developable land area. Institutional land uses in the East Bench community include schools, churches, medical facilities, a fire station, a library, a post office, cemeteries, and the Fort Douglas military reserve.



Land Use



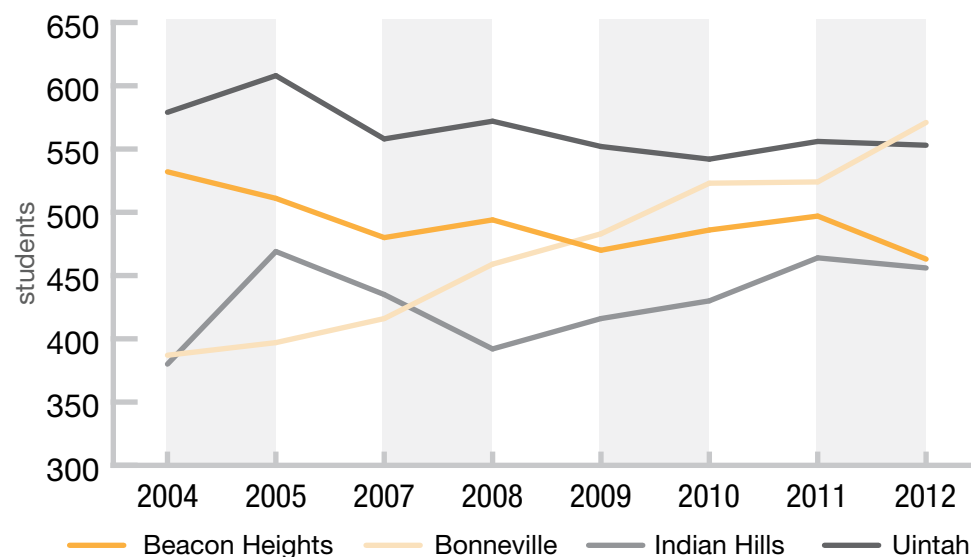
Schools

There are six public schools located within the East Bench Master Plan boundary, all part of the Salt Lake City School District. Of those schools, four are elementary schools (Bonneville, Uintah, Indian Hills and Beacon Heights) and two are middle schools (Clayton and Hillside). In addition, part of a seventh public school, East High, is partially located in the East Bench. The East High athletic fields are located within the East Bench master plan boundary but the school itself is located just west of the master plan area.

In addition to the public schools, there are four private schools located in the East Bench:

- Carmen B. Pingree Center for Children with Autism;
- Rowland Hall St. Mark's School;
- Montessori Community School (pre-school to 8th grade); and
- J.E. Cosgriff Memorial Catholic School (pre-school to 8th grade).

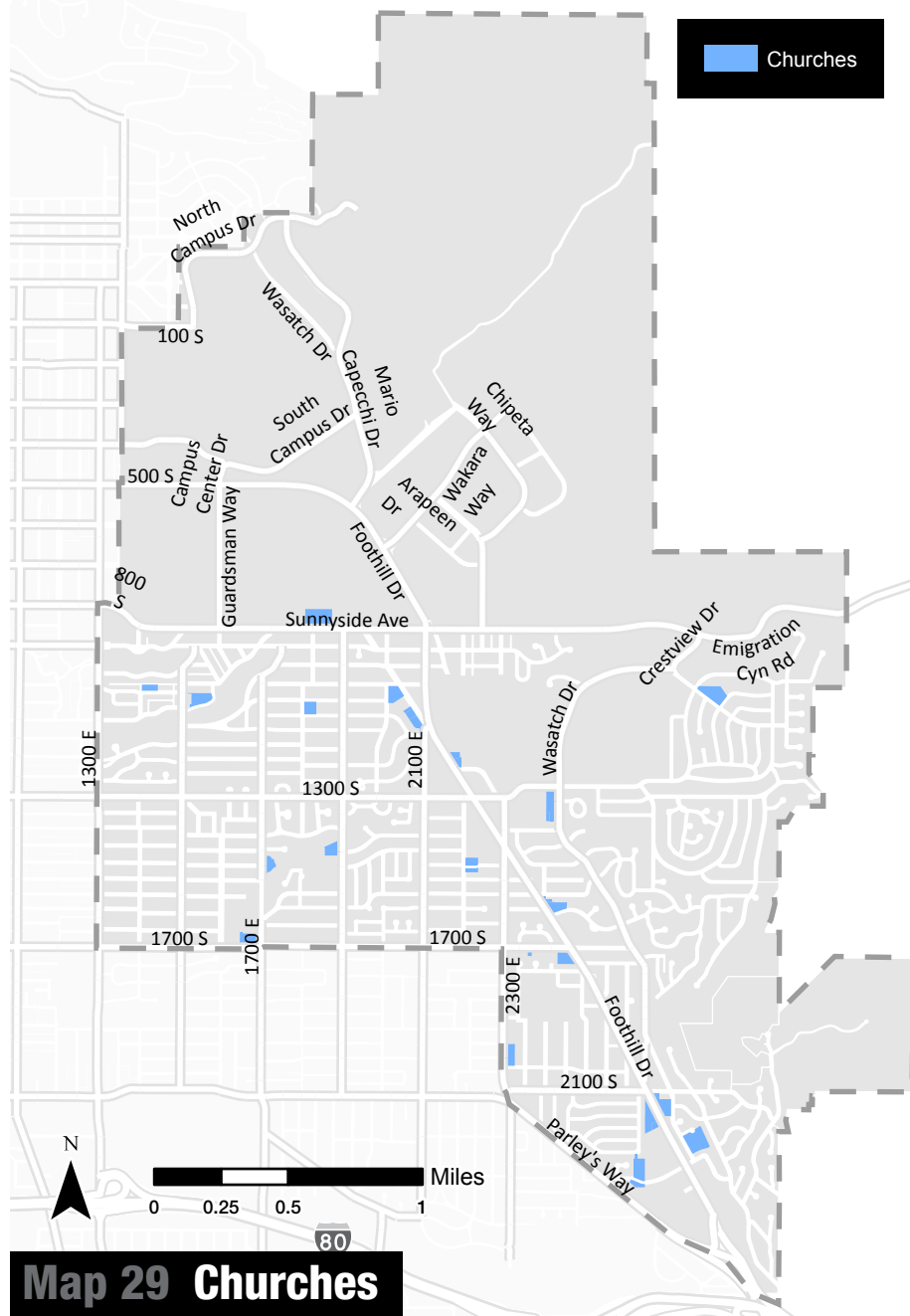
The school age population has remained stable within the East Bench, but there have been some fluctuations in school enrollment numbers when comparing elementary schools. Bonneville has seen a 47% increase in students between 2004 and 2012; however, the overall number of elementary school students enrolled in schools located in the

Diag 33 Elementary School Enrollment

East Bench has only increased by 9% during that same time frame.

According to Salt Lake City School District representatives, there are no current plans for significant expansion of existing schools or the development of new schools in the area. There are also no plans to close any of the existing schools.

Land Use



Churches

There are nine religious denominations with facilities located in the East Bench:

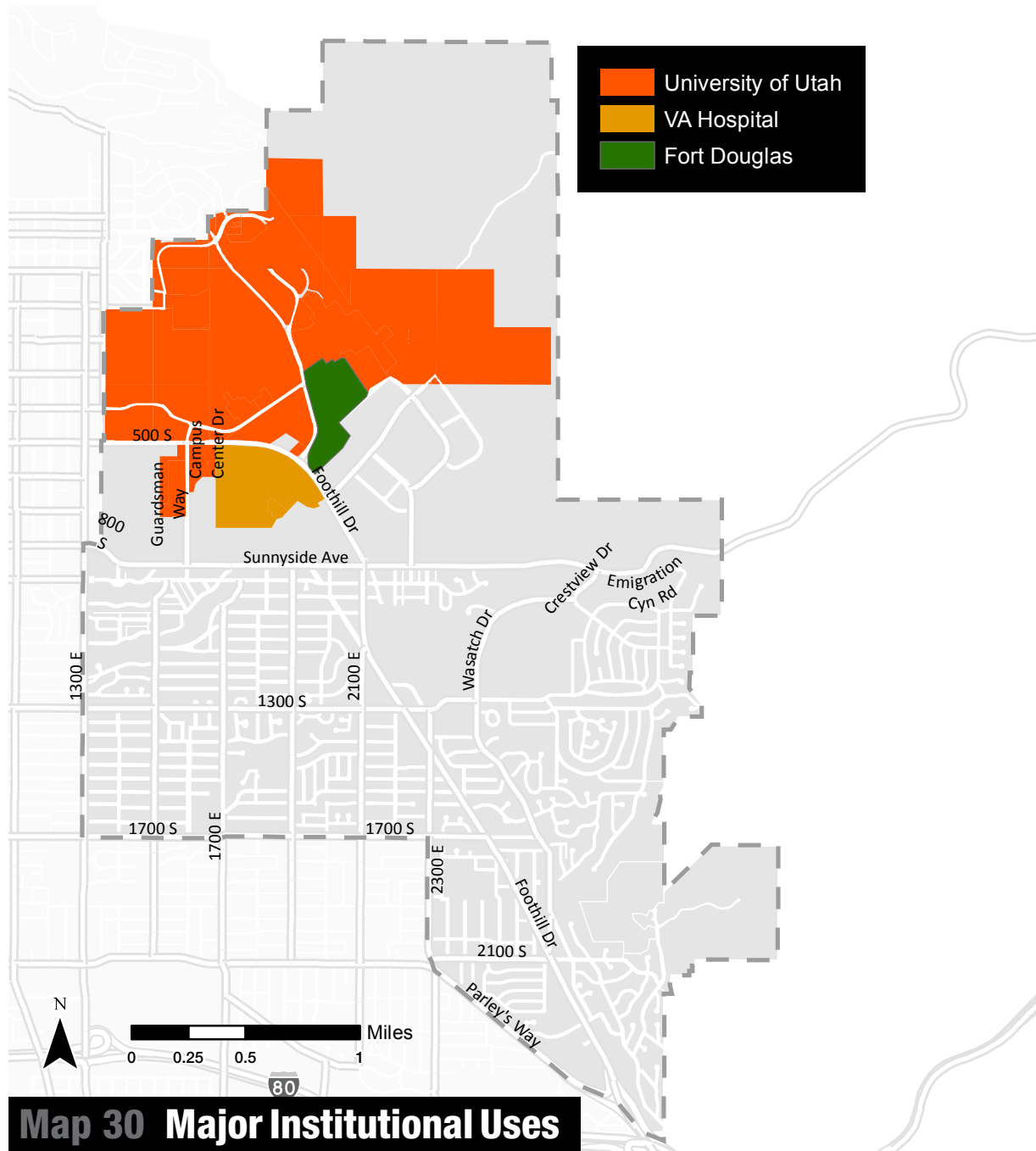
- Evangelical Lutheran;
- Second Church of Christ, Scientist;
- Church of Jesus Christ of Latter Day Saints;
- Presbyterian;
- Episcopal;
- Catholic;
- First Congregational;
- Seventh-Day Adventist; and
- Spiritual Assembly of the Bahai's.

Veteran's Administration Hospital

The Veteran's Administration Hospital, located at 500 South Foothill Drive, is owned and managed by the federal government. The facility provides medical services to veterans with a service area covering all of Utah and portions of Wyoming and Nevada. There are approximately 2,200 employees that work on-site and it is anticipated that on-site clinical visits to the facility will grow by 20% over the next seven to eight years. Foothill Drive provides the primary access to the facility from I-80 and I-215 as it is the easiest route for individuals who are not familiar with the area. (Source: Interview with Veteran's Administration Hospital Engineering Service Director, October 31, 2011)

University of Utah

One of the defining features of the East Bench Community is the University of Utah. The University is a State of Utah facility and is not required to comply with local (city) plans or ordinances; however, it has a strong influence on the character of the East Bench community. Due to close proximity of the campus, The East Bench is a prime housing location for students. The majority of traffic along Foothill Drive is travelling to and from the University of Utah and Research Park, which is located on University of Utah owned property.



Map 30 Major Institutional Uses

Land Use

The most recent University campus master plan was completed in 2008.¹ The master plan states that in 2006 there were a total of 30,457 students. The campus master plan provides information on projected growth and states that the total number of students is expected to reach 30,730 by 2016 and 34,740 by 2025. According to Utah System of Higher Education 2013 data, enrollment for the fall 2012 semester (end of term) was 33,291.² This number already exceeds the growth anticipated in the 2008 campus plan for the year 2016. Utah System of Higher Education data shows a continued 1% growth rate bringing the total number of students to 36,952 by the year 2022.

University - Housing

According to the 2008 campus master plan, approximately 15% of full time students live in University housing and 40% live in Salt Lake City. In 2012, the University further studied student housing and published a Student Housing Master Plan³ The plan states that the University housing system is comprised of 3,330 beds and can house approximately 11% of the entire student en-

1 <http://facilities.utah.edu/campus-planning/master-plan/2008-master-plan.php>

2 <http://higheredutah.org/data-books/>

3 <http://facilities.utah.edu/campus-planning/master-plan/supplemental-docs.php>

rollment. The University of Utah houses less of its student population than all of the comparable universities studied. The University Housing Plan projects that there will be a demand for 2,150 additional beds by the 2019-2020 school year.

In order to meet the demand for additional student housing, the Student Housing Master Plan evaluated six sites for student housing expansion. The majority of sites evaluated are located on areas of the campus where existing non-residential buildings would be redeveloped or where existing residential buildings would be redeveloped. One area evaluated where no buildings currently exist is the parking lot west of Rice-Eccles stadium. Another site that could be of interest to the East Bench community is the redevelopment of the University Village apartments located on the corner of Foothill Drive and Sunnyside Avenue. Two options were evaluated with one option housing 1,280 beds and the second option housing 1,400 beds.

University – Travel Characteristics

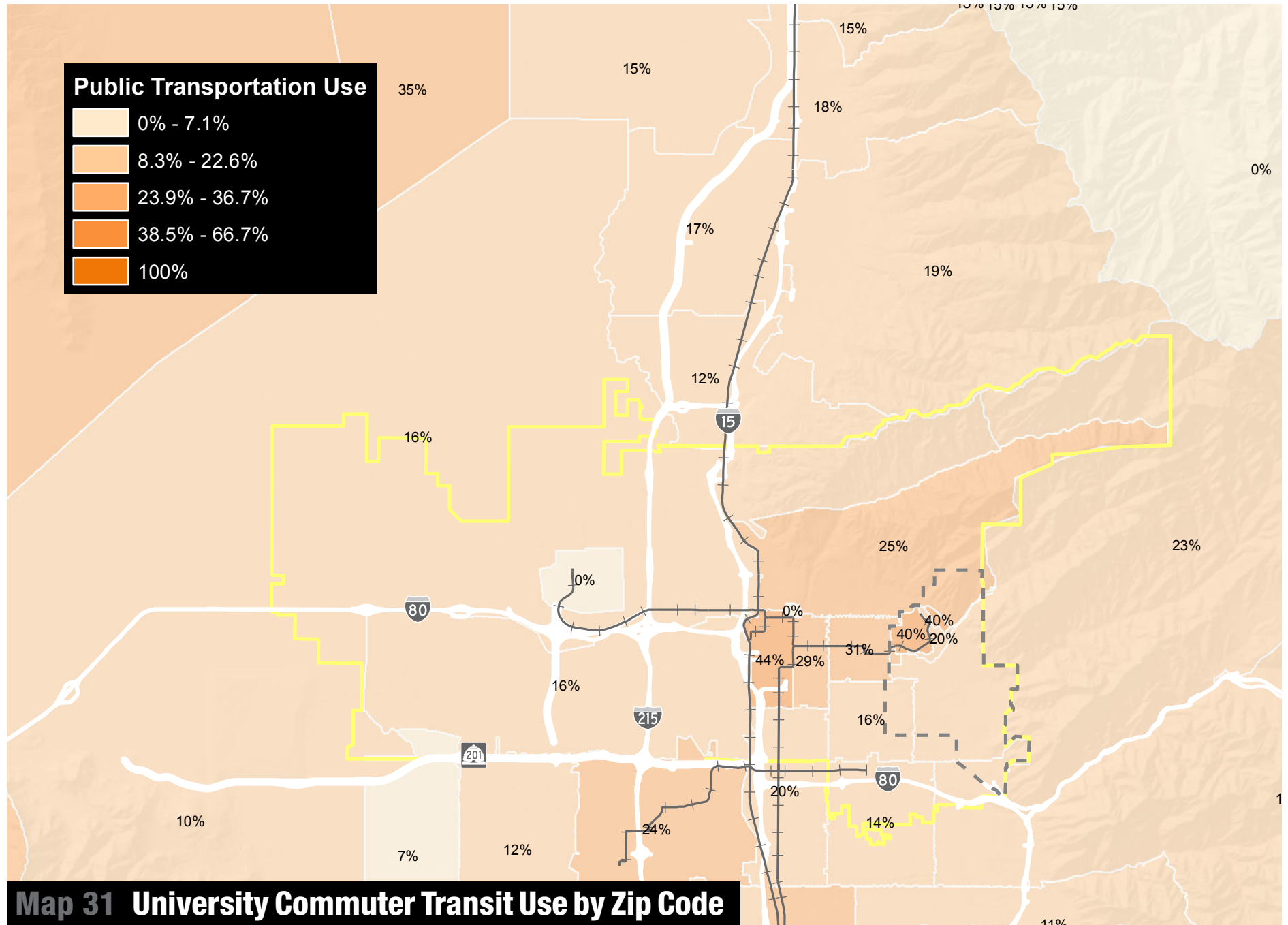
The University of Utah conducts a yearly survey to determine the commuting habits of students, faculty and staff. A total of 9,971 responses were received for the fall 2013 survey. Out of the total respondents, 92%

live off-campus. The commuter survey collects where people are coming from by zip code and identifies the modes of transportation people are using. A map showing the rate of use of public transportation to commute to the University of Utah is located on the following page. The following is an approximate breakdown of the primary modes of transportation that the respondents stated that they use to travel to the University of Utah and Research Park:

- 55% use an automobile or motorcycle (includes single-occupancy vehicles, car-pools, and vanpools);
- 28% use Utah Transit Authority or University campus shuttle transit systems;
- 12% bike, walk, run, or skateboard; and
- 5% telecommute or do not commute on that particular day of the week.

University - Mitigation

The University has incorporated a number of measures into their operation in an effort to mitigate traffic and emissions impacts. The Utah System of Higher Education recently produced a report of efforts to reduce emissions of air pollutants. The report was published on July 31, 2013 (<http://higheredutah.org/reports/>) and cites the University of Utah's efforts related to air quality mitigation.



Land Use

The University has also developed a number of transportation demand management strategies (TDM) to help mitigate traffic impacts. Some of the various emissions mitigation and TDM methods the University has undertaken are:

- Flexible work schedules to reduce driving during peak times
- Telecommuting/teleconferencing
- Transit passes for all students, faculty and staff
- Free all day of event transit pass for University athletics ticket holders
- Car share program
- Installation of additional bicycle parking and bicycle valet at football games
- On-campus shuttle system
- Carpooling programs
- Alternative energy sources
- Recycling and using recycled products
- Using non-aerosol products
- Reducing idling

- Low-maintenance landscaping

In addition to these efforts, the University has hired a consultant to identify park and ride locations in the southeast area of the Salt Lake valley for a potential shuttle system. The University is also in the process of hiring a consultant to develop an overall transportation master plan for the University and Research Park.

Fort Douglas

Fort Douglas was founded in 1862 and was established to protect transcontinental telegraph lines, mail and transportation routes. The location also allowed the army to monitor the predominately Mormon population in the area. The remaining portion of original post is located within the University of Utah campus and occupies approximately 50 acres. The area is used to support the Army, Navy, and Marine reserves. In the event that the military moves activities off of the property and the property is no longer needed by the federal government, ownership of the land will be transferred to the University of Utah.

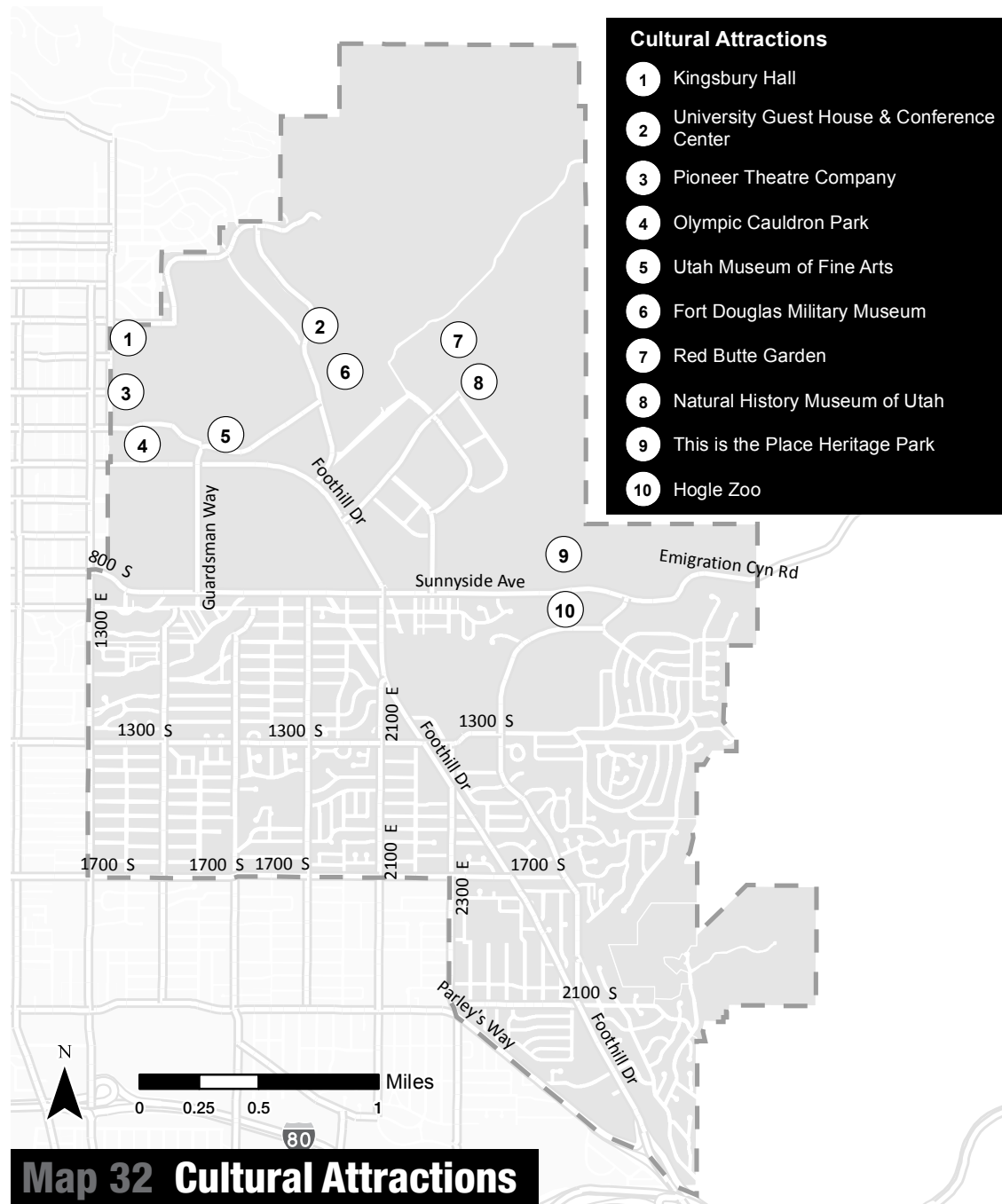
Cultural Attractions

There are a number of cultural destinations within the East Bench community that attract visitors from all over the region. Dance, theatre, and music can be found throughout the University of Utah most notably at Kingsbury Hall and Pioneer Theatre Company. There are also a number of attractions where tourists come to the East Bench learn about their natural and cultural heritage.

Many of the cultural destinations within the East Bench have joined together to form a marketing organization and have branded themselves as the Foothill Cultural District (FCD). The FCD is comprised of:

- Hogle Zoo
- This is the Place Heritage Park
- Olympic Cauldron Park
- Red Butte Garden
- Natural History Museum of Utah
- University Guest House Hotel and Conference Center
- Fort Douglas Military Museum
- Utah Museum of Fine Arts

The FCD facilities receive over 2 million visitors per year with approximately 1 million people visiting Hogle Zoo alone. Most of the facilities have been expanding and/or are under pressure to grow. It is anticipated that



Land Use

within the next few years, Hogle Zoo will receive an additional 100,000 visitors a year.

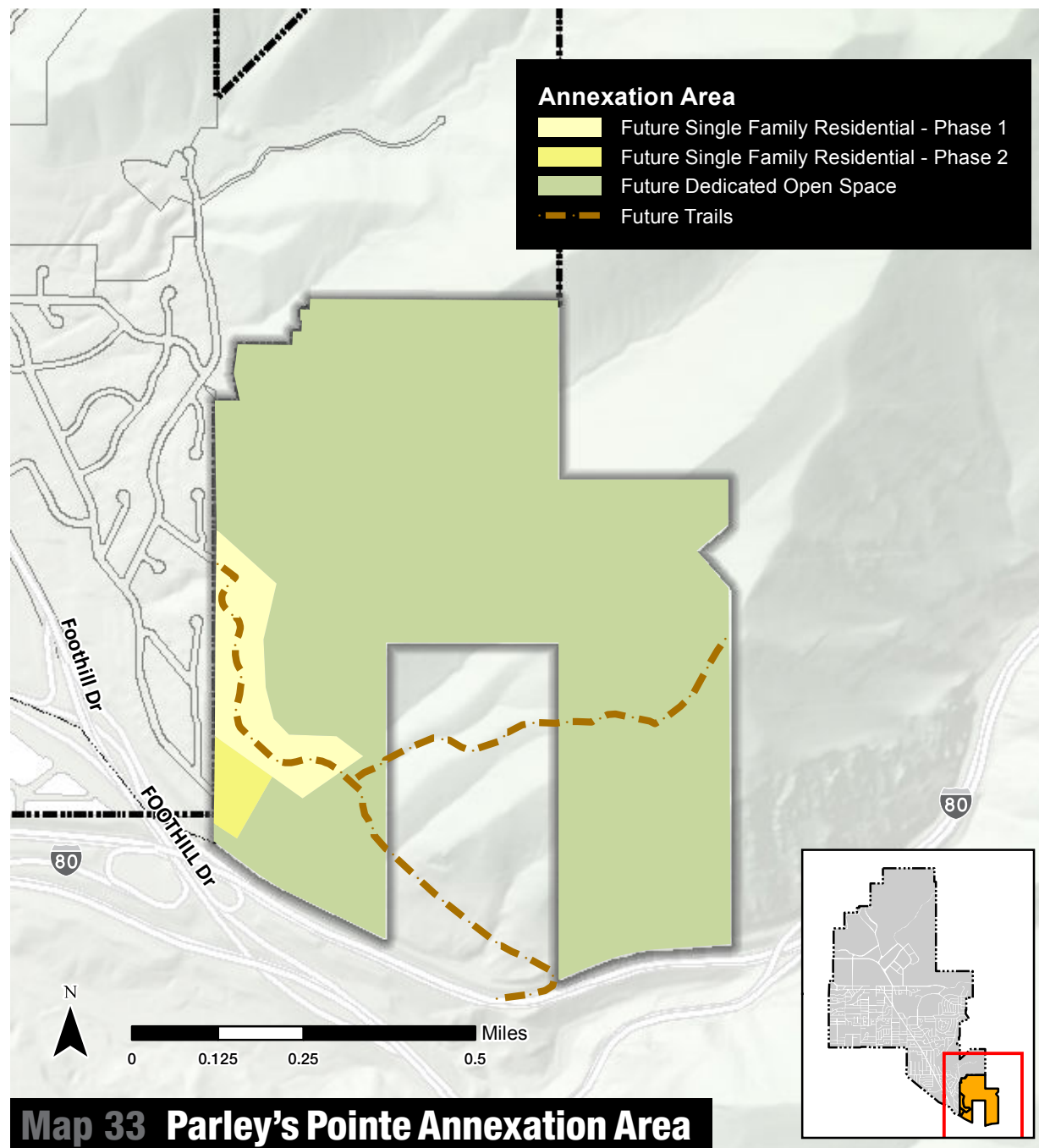
The number one issue in accommodating both present and future visitors to the FCD is parking and there is a strong desire among each of the facilities to develop a coordinated and connected transportation network. Many of the visitors to the FCD travel through the East Bench community along Foothill Drive. The FCD facilities would like to cultivate relationships with the businesses along Foothill Drive and to enhance wayfinding to the facilities.

Parley's Pointe Annexation Area

The Parley's Pointe Annexation Area is located along the southeastern edge of the East Bench master plan and Salt Lake City boundary within unincorporated Salt Lake County. The area was subject to a lawsuit in the late 90's and early 2000 between the property owners and Salt Lake City regarding the development and annexation of the property. In 2005, the property owners and the City entered into a settlement agreement, which provided a number of conditions that must be met in order for the City to annex the property. In 2006, the Salt Lake City Council adopted an ordinance annexing the property contingent upon completion of all requirements stipulated in the settlement agreement.

The conditions of the settlement and annexation agreement include the approval of a subdivision plat by Salt Lake County, the dedication of open space land, dedication of trail easements, and utility and roadway infrastructure improvements. Completion of the conditions of the settlement agreement and build-out of the annexation area will result in:

- 17 new single-family residential lots;
- Approximately 300 acres of dedicated



Land Use

- foothill open space;
- An extension of the Bonneville Shoreline Trail;
- A dedicated trail easement to access foothill ridgeline trails; and
- Dedication of a one-foot strip of land around the entire perimeter of the property to protect against further foothill development.

The first step in completing the conditions of the settlement agreement and annexation of the property is the approval of a subdivision plat by Salt Lake County, which would create the residential development lots, trail easements and open space areas. The property owners initiated the subdivision process in 2006, but due to economic issues have not completed the process or made any improvements to the property. The ordinance annexing the property into Salt Lake City expires in 2015. If the conditions of the ordinance are not met by the expiration date, the ordinance will become null and void and the property owners would need to petition the City again to annex the property.

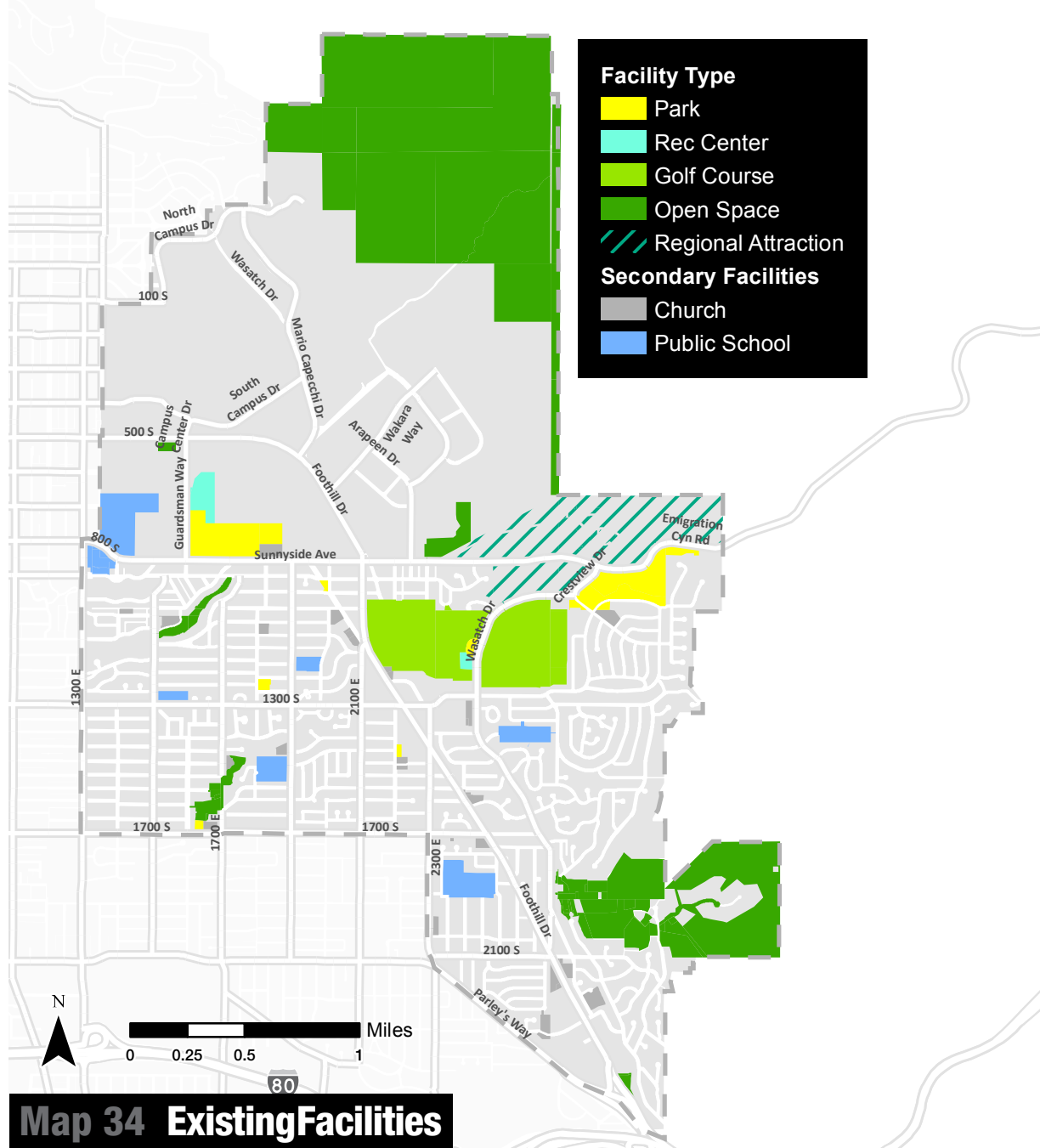


Parks, Rec & Open Space

4



Parks, Recreation & Open Space



Existing Parks, Recreation and Open Space Facilities

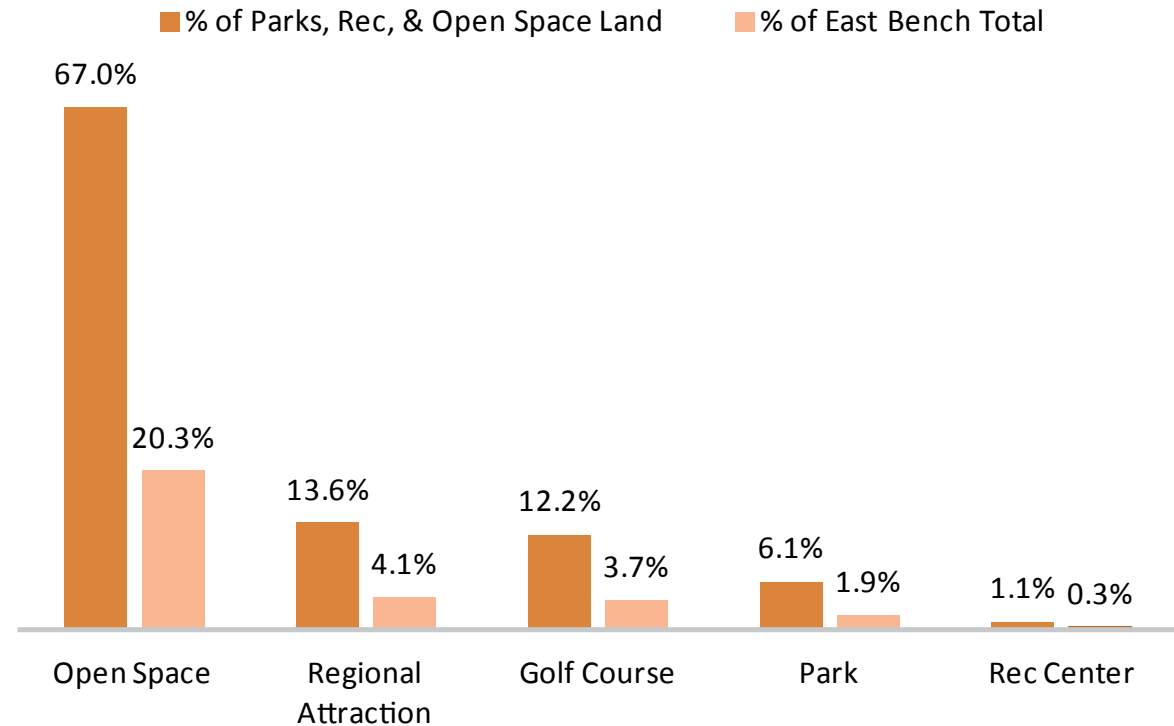
Parks, recreation and open space land uses occupy approximately 30% of the East Bench land area. The parks, recreation and open space land use designation includes developed neighborhood and community parks, protected or zoned open space, Bonneville Golf Course, This is the Place State Park, Hogle Zoo and developed recreational facilities, such as the Salt Lake Sports Complex. The land use breakdown diagram shows the percentage of each park, recreation, and open space land use type out of the total parks, recreation and open space acreage and the total East Bench land area.

Public schools also provide open space and recreation opportunities within the East Bench community. According to representatives from the Salt Lake City School District, it is district policy to leave school grounds open for public use when the facility is not being used for a school function. The school district provides a rental program to use the facility for community sporting events and school playgrounds and open space are available to all members of the community when school is not in session. However, due to the restrictions on use, these areas are not included in the parks, rec, and open space acreage total.

Churches provide some recreation opportunities for parishioners. Indoor sport courts are often included in church buildings and in some cases outdoor play fields are located adjacent to church buildings. However, these are not as accessible or available for use by the general public and so are not included in the inventory of existing facilities in the East Bench.

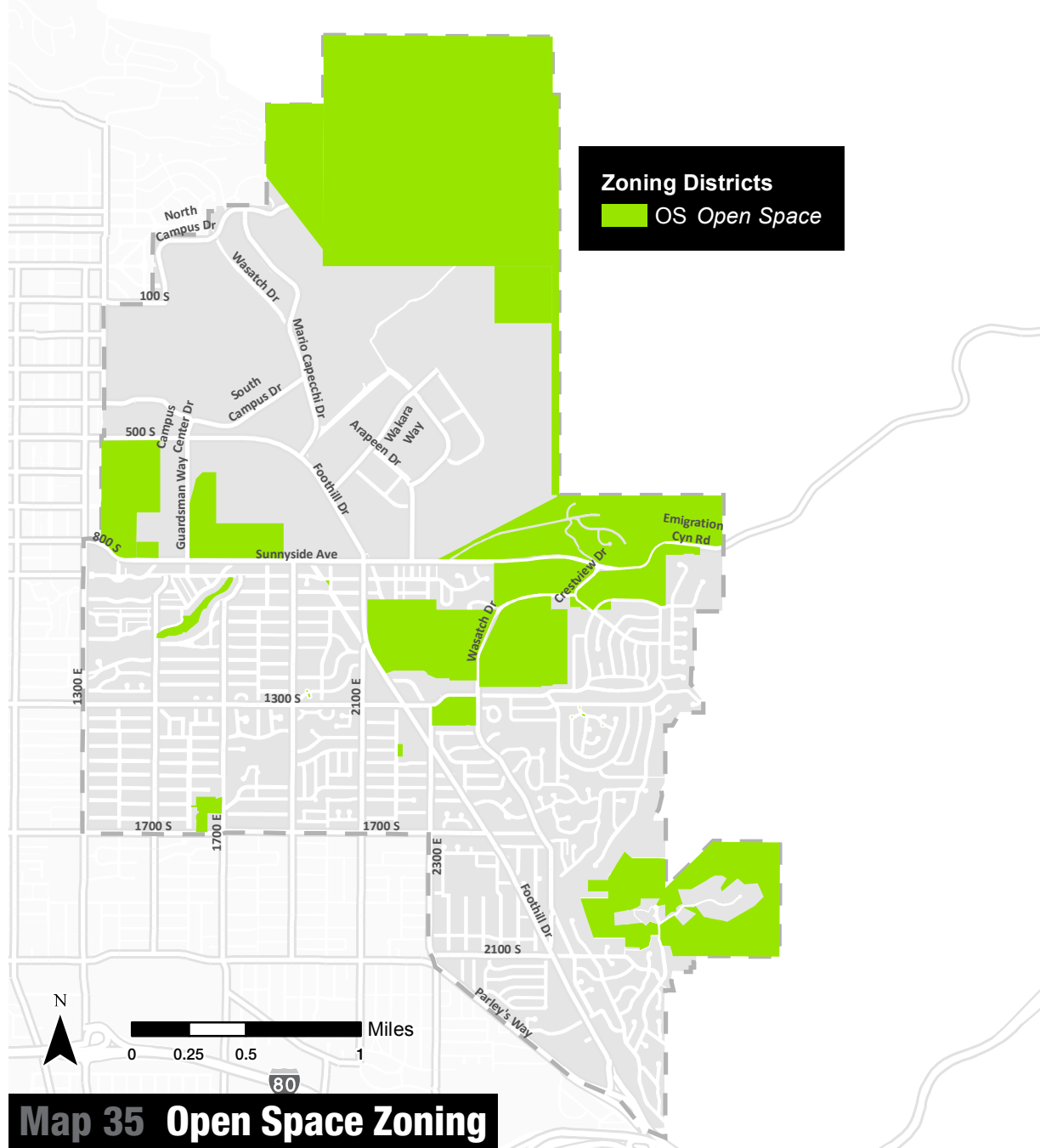
The proximity of the East Bench to the undeveloped foothills provides a number of recreational opportunities such as hiking and biking. Although not entirely developed, there are many trail routes through the north and eastern edge of the community.

Portions of the Bonneville Shoreline Trail are located within the East Bench Master Plan area. The trail arcs along the approximate shoreline of historic Lake Bonneville and is a local asset that is part of a regional recreational resource. When complete, the trail will extend 280 miles from Idaho to Nephi, UT.



Diag 34 Land Use Breakdown

Parks, Recreation & Open Space



Parks, Recreation, Open Space Zoning

The majority of the parks, recreation and open space uses are located in the Open Space zoning district with a few open space areas located in the Institutional and Foothill Protection districts.

The intended purpose of the OS open space district is to preserve and protect areas of public and private open space and exert a greater level of regulation over any potential redevelopment of existing open space areas.

The Open Space zoning district allows for a wide range of land uses from natural nature preserves to developed parks to indoor community and recreation facilities.

Existing Plans

There are a number of existing plans that provide general policy direction related to parks, recreation and open space in Salt Lake City. Some of these plans also provide strategies directly related to the East Bench. All of these plans can be found on the Salt Lake City Parks and Public Lands website (<http://www.slcgov.com/open-space/open-space-planning>).

The *Salt Lake City Open Space Plan*, adopted in 1992, is a comprehensive citywide plan for the City. The purpose of the plan is to provide analysis of the City's natural environment and identify an approach to connecting the existing natural resources. The *Open Space Plan* establishes the following citywide goals:

- Conserve the natural environment;
- Enhance open space amenities for all citizens;
- Connect the various parts of the City to natural environments; and
- Educate the citizens on proper use of open space.

The Open Space Plan identifies a number of open space corridors within Salt Lake City and provides specific recommendations for improving each corridor. The following corridors are located within the East Bench community (See the *Salt Lake City Open Space Plan* for specific recommendations):

- Shoreline Trail
- Emigration Creek
- Red Butte Creek
- Foothill section of the Transvalley Corridor

These corridors are identified on a map in the Open Space Corridor section of this chapter.

The *Salt Lake City Parks and Recreation Recovery Action Plan* was developed in 2001 for the purpose of providing an inventory and needs assessment of parks within Salt Lake City. The plan states that there is a deficiency in neighborhood and community parks within the East Bench and states that the City should pursue the development of parks along the foothills that would provide view vistas and access to foothill trails. The plan further states that a "Mountain Recreation Area" designation should be established for all publicly-owned land on the Wasatch Front between Emigration and Parley's Canyons.

The *Salt Lake City Open Space Acquisition Strategy* was developed to provide tools and processes that Salt Lake City can use to increase its open space lands inventory. The intent of the strategies in the document is to guide open space acquisition to protect critical lands, manage development and pro-

tect Salt Lake City's natural resources while enhancing quality of life. The strategy document does not cite specific locations in the East Bench where additional open space should be acquired; however, it does provide maps showing neighborhoods that are underserved by parks. The document states that each park type is assumed to have a specific service area; a quarter-mile for mini-parks, half-mile for neighborhood parks, and one mile for community parks. Access to existing park facilities is discussed further in the following section.

The *Wasatch Hollow Open Space Plan* was adopted in 2011 and covers the Emigration Creek riparian corridor between 1600 East, 1800 East, 1700 South and Harrison Avenue. The purpose of the plan is to establish strategies that protect native vegetation, water quality, and aquatic and terrestrial wildlife habitat of Emigration Creek while providing appropriate access and educational opportunities for the public. The plan provides a good baseline of the existing conditions of the riparian corridor and provides future management direction for the open space area including a final plan showing trail and use type locations.

The *Arcadia Heights, Benchmark, & H Rock Small Area Plan* was adopted in 1998 in re-

Parks, Recreation & Open Space

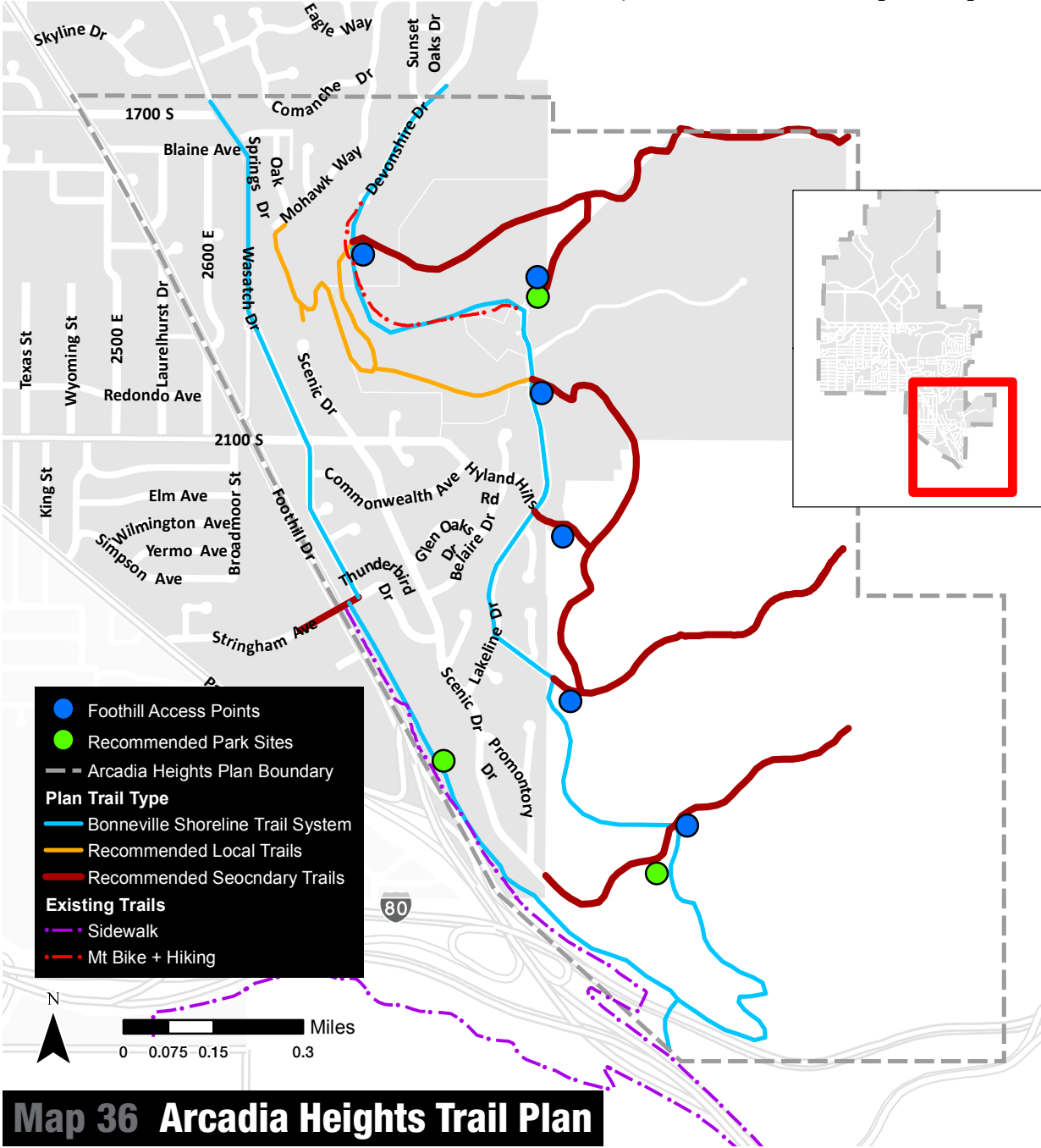
sponse to petitions to annex property located southeast of the East Bench Master Plan area into the City. The purpose of the small area plan is to evaluate existing conditions, identify issues relating to existing and future land uses, and make recommendations and establish policies for future land use and development of land within the City's boundaries as well as land which may be annexed in the future. The plan covers the area bounded on the south by Interstate 80, on the west by Foothill Drive, on the north by 1700 South Street, and on the east by the boundary of the Wasatch National Forest.

The plan provides a number of recommendations regarding open space and recreation within the East Bench. The recommendations specifically relate to the foothill trails including the Bonneville Shoreline Trail, parks and open space preservation strategies. The Arcadia Heights Trail Plan map shows the location of trails and parks recommended in the plan. In addition to trails and parks, the plan provides the following recommendations regarding the preservation of open space:

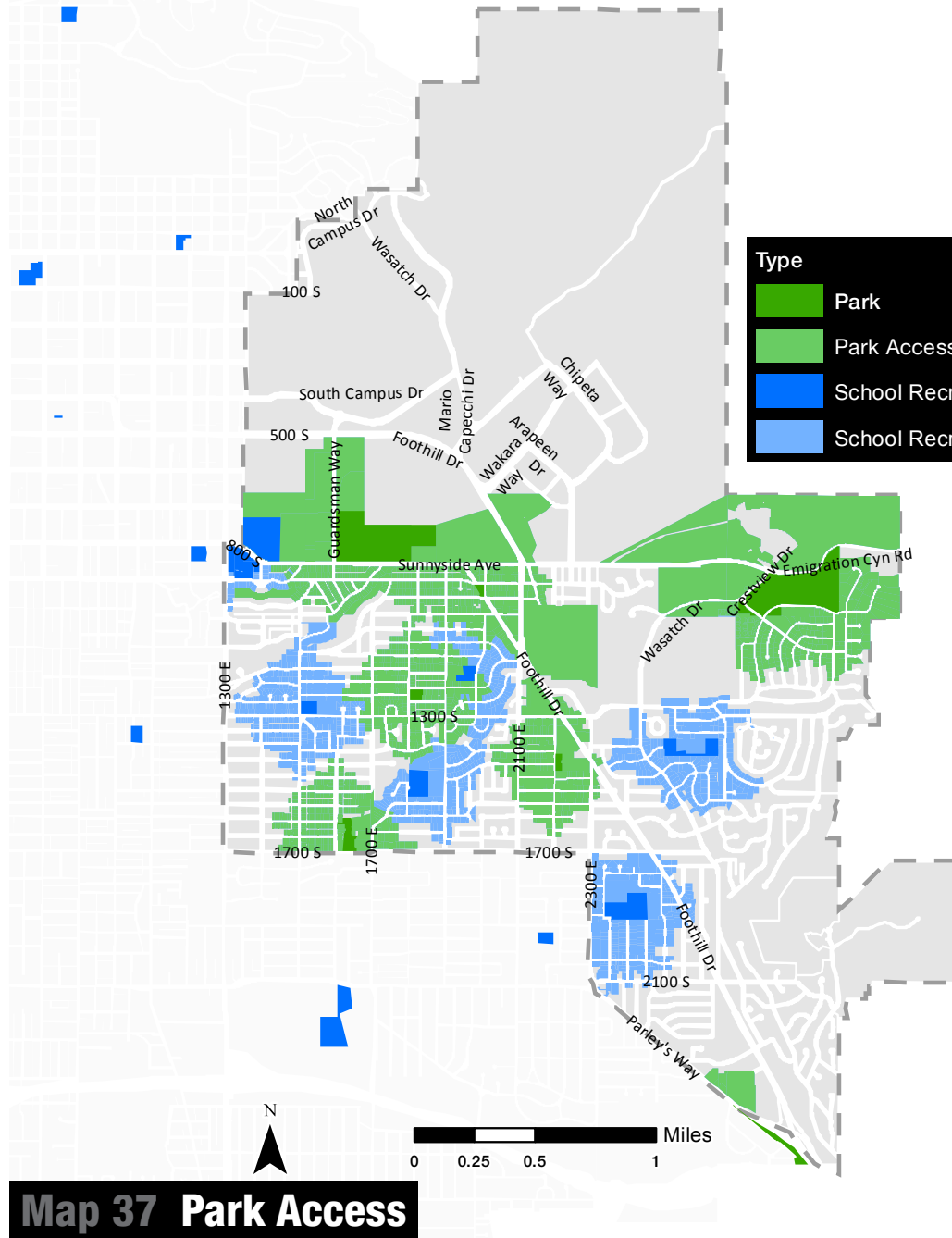
- Private land that is undevelopable should be designated as open space and conveyed to a land trust or similar public or private entity for perpetual preservation.
- Conservation easements or donation of

land should be sought by the City where needed to facilitate the completion of the BST and other trail systems designated in this plan.

- Revegetation of undevelopable land should be facilitated by the City to improve wildlife habitat, reduce illegal trash dumping, minimize erosion, and mitigate the loss of wildlife habitat due to previous development in the Plan Area.
- Encourage other public or quasi-public entities to acquire and preserve open space lands.



Parks, Recreation & Open Space



Recreation Access

Park and Open Space Access

The park access map shows properties within an approximate quarter mile walk of a public school or public park. A quarter-mile is a commonly used metric for how far the average person is willing to walk to get to services, such as transit, shopping, or recreational opportunities. A quarter-mile walk would take the average person approximately 5 to 7 minutes.

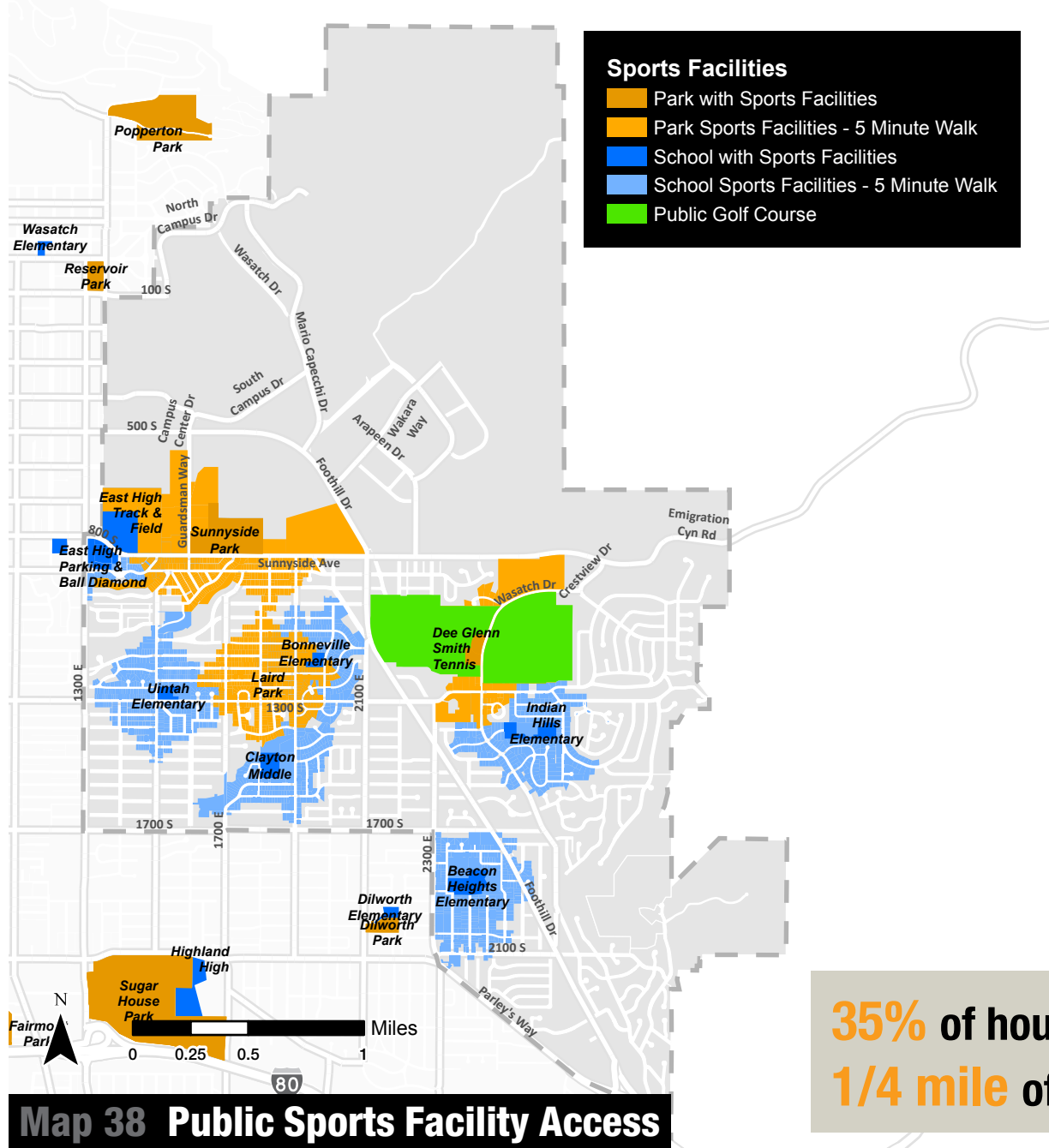
Approximately 35% of East Bench households are within a quarter mile of a public park. As displayed in the map, the area west of Foothill Drive generally has better accessibility to parks than households east of Foothill Drive.

School facilities can supplement existing park facilities and provide additional recreation opportunities that are not normally provided by small parks, such as running tracks. Approximately 22% of East Bench households are within a quarter-mile of a public

**35% of households are within
1/4 mile of a park**

school. Combining this access with public park access, 53% of households in the East Bench are within a quarter-mile of a public school or a park. This still leaves a large portion of the community without short walking access to a park.

Parks, Recreation & Open Space



Sports Facility Access

The East Bench has few parks that provide sports facilities. Sunnyside Park and Laird Park are the only two parks in the area that include baseball fields, soccer/football fields or tennis courts. Separate facilities for baseball and tennis are located next to the public golf course along Wasatch Drive. Public school recreational areas supplement the low number of parks that provide sports playing areas in the East Bench. The southern half of the East Bench community lacks any City provided public sports facilities.

The number of households with quarter-mile access to these facilities is as follows:

- 1527 (16%) park with sports
- 2022 (22%) school sports
- 3272 (35%) access to either

**35% of households are within
1/4 mile of a public sports facility**

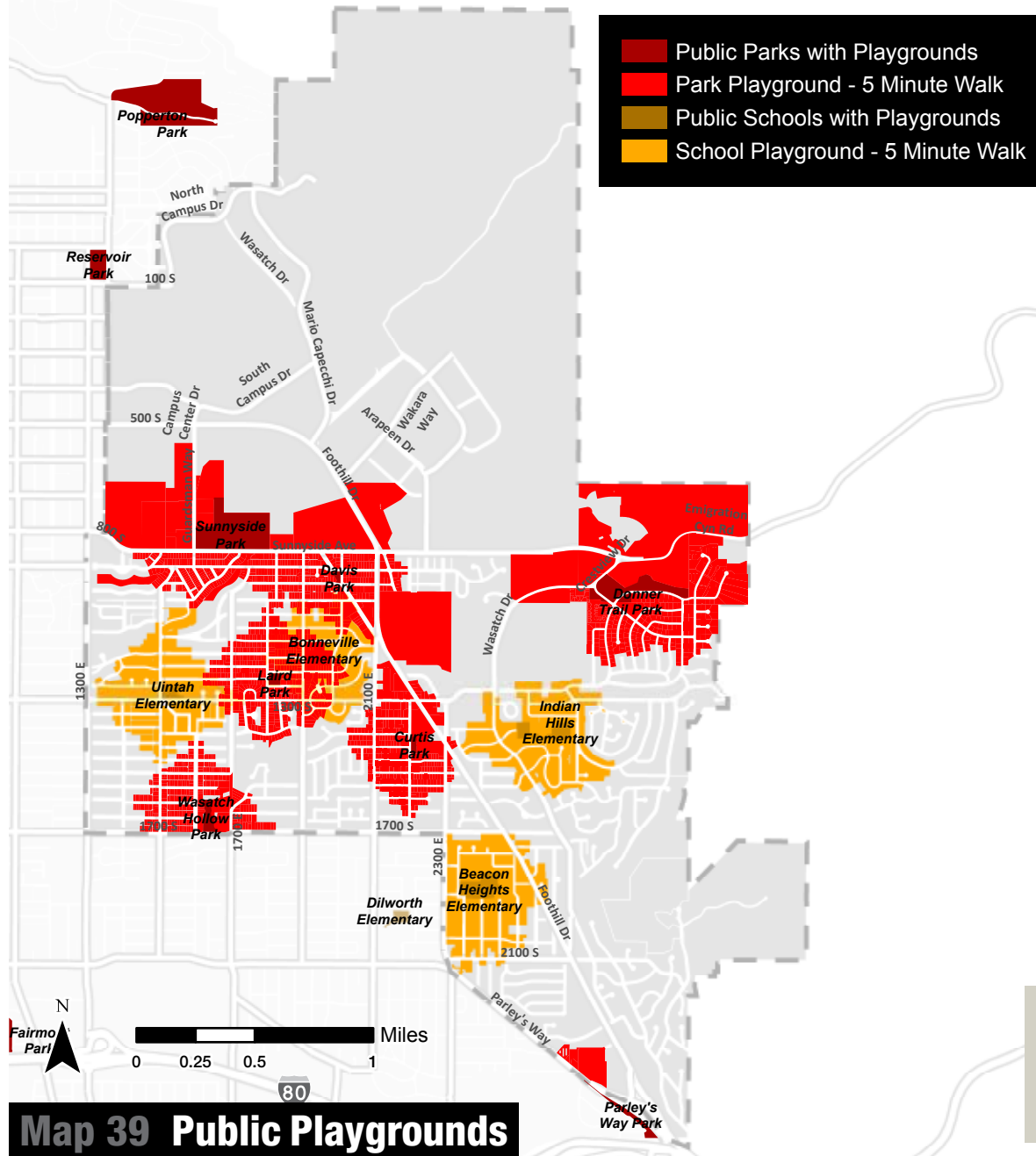
Playground Access

Playgrounds are provided at many of the parks located in the East Bench. However, the general lack of public parks in the south-east corner of the community (as shown in the Park Access map) means that many parents with young children are not able to take a short walk from their home to a playground. Elementary schools provide playgrounds that are generally accessible after school hours to the public, but this still leaves a service gap during the hours that school is in session.

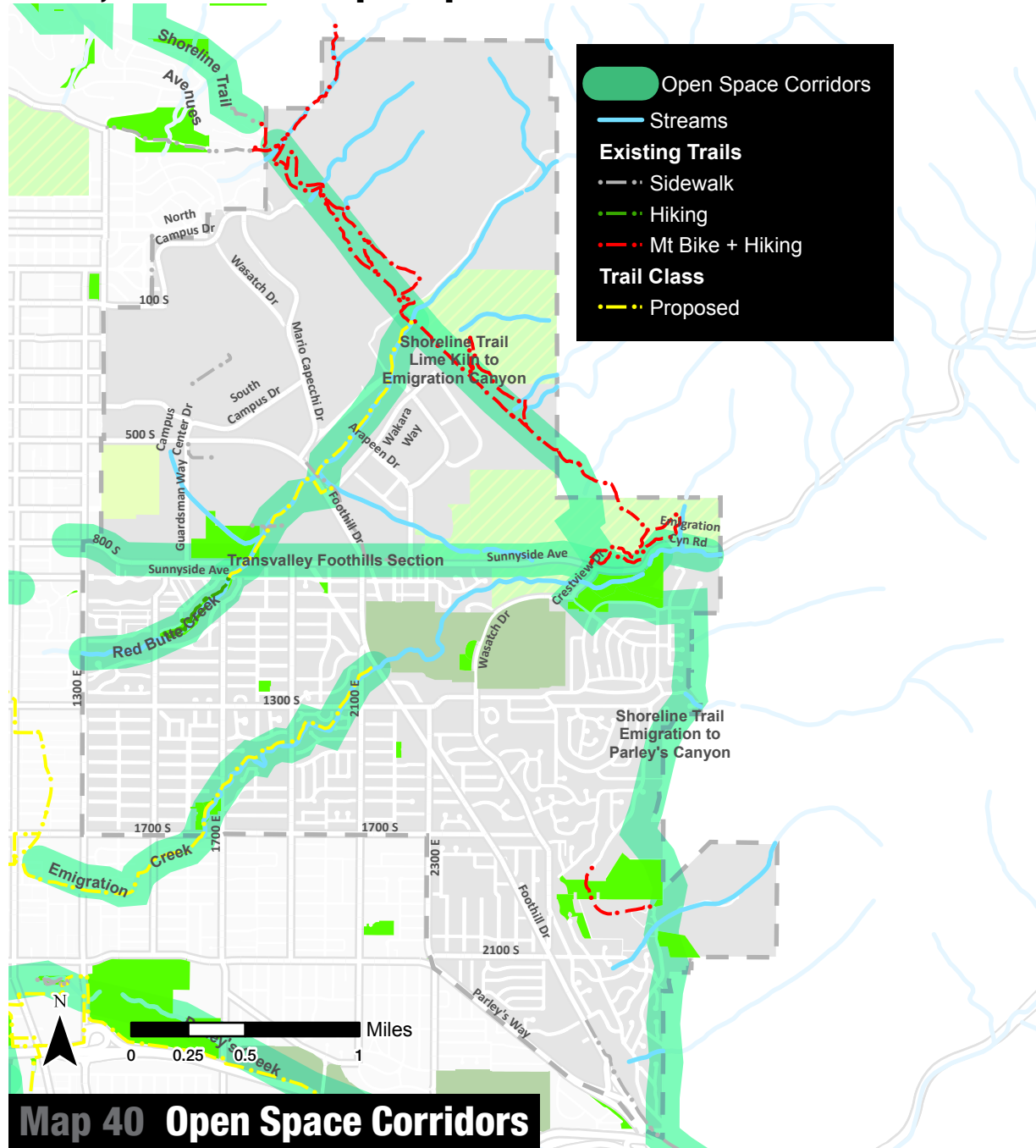
The number of households with quarter-mile access to playground facilities is as follows:

- 3289 (35%) playground parks
- 1661 (34%) school playground
- 4718 (50%) any access

**50% of households are within
1/4 mile of a playground**



Parks, Recreation & Open Space



Open Space Corridor Opportunities

The Open Space Corridors Map on the left shows the open space corridors proposed in the Salt Lake City Open Space Plan adopted in 1992. The Shoreline Trail between Lime Kiln and Emigration Canyon has largely been established. Despite some informal trails, the remaining section of the Shoreline Trail along the south half of the East Bench has not been constructed. The other corridors identified in the plan have very few of the improvements necessary to be fully realized.

Red Butte and Emigration Creek Corridors

Some portions of the Red Butte Trail have been established as hiking trails; however, these represent less than a quarter of the entire corridor. The Emigration Creek Corridor has some well used paths near Wasatch Hollow Park, but is almost entirely undeveloped. Plans are in place for open space improvements near Wasatch Hollow Park and the trail connections are planned to be upgraded in the near term.¹

¹ Wasatch Hollow Open Space Plan: <http://www.slccgov.com/open-space/open-space-projects>.

Transvalley Corridor

The Transvalley Corridor partially exists because the corridor generally follows existing sidewalks and streets. However, the landscaping and open space improvements suggested by the Open Space Plan have not been completed along this corridor. Portions of the sidewalk route is lined with trees, particularly between Arapeen Drive and Foothill Drive on the north side of Sunnyside Avenue. However, the sidewalk ends at Arapeen Drive and users of the route need to walk on the street next to opposing traffic in order to reach Matheson and This is the Place Heritage Parks.²

Bonneville Shoreline Trail

Approximately seven miles of trails have been completed in the Shoreline Trail corridor from Lime Kiln to Emigration Canyon. The open space corridor between Emigration Canyon and Parley's Canyon has not been developed beyond a small hiking and mountain biking segment connecting Devonshire Drive with Lakeline Drive. Residential streets adjacent to this corridor currently serve as a bicycle and pedestrian connector segment between the more developed routes at Emigration and Parley's Canyon.³ Most of the

area within Salt Lake City's east side boundary has been developed, leaving almost no undeveloped lands for trail development. As a result, any trail development of this corridor is dependant on coordination with outside private property owners and other government agencies that manage the land.

2 Aerial photography, AGRC, 2012.

3 BST Alignment Plan January 2005.

<http://www.bonnevilleshorelinetrail.org/resources/BSTAlignPlan.pdf>





Historic and Cultural Resources

Salt Lake City Community Preservation Plan

Salt Lake City adopted a Community Preservation Plan in October 2012 (<http://www.slcgov.com/historicpreservation>). The purpose of the plan is to guide preservation activity and determine the appropriate role for historic preservation and community character preservation policies in Salt Lake City. The plan defines the specific goals of both *Historic Preservation* and *Community Character Preservation* as follows:

Historic Preservation: Preserve those areas that uniquely tell the history of the development of Salt Lake City, the region, state or nation and on the basis of promoting the public interest, allow for regulation of exterior alterations in an effort to preserve the historic sites and structures for current and future generations

Community Character Preservation: Provide some assurance that the important physical characteristics of a neighborhood, as identified by the current property owners, will be preserved which in turn can help stabilize the neighborhood. The first zoning tool aimed at preserving community character occurred in the East Bench and was the adoption of the Yalecrest Compatible Infill Overlay Zone.

The Community Preservation Plan provides direction on the role of community master

plans in the preservation planning process and lists two areas where community plans have an opportunity to define the community's overall historic preservation objectives: (1) the setting of goals and priorities for the planning community, which includes a section on historic preservation, and (2) the future land use map.

The Preservation Plan provides one specific recommendation that relates to a geographic area within the East Bench Community. The plan identifies the Yalecrest National Historic District as a high priority area for stronger protections to control demolitions and tear-downs.

Existing Preservation Conditions

Within the East Bench community there are properties located within National Register of Historic Districts and individual properties listed on the National Register of Historic Sites. There is also one Salt Lake City Local Historic District and a few properties listed as Salt Lake City Landmark sites.

The National Register of Historic Places is a federal program administered by the National Park Service and Utah's State Historic Preservation Office. The program does not place restrictions on a property, but provides the opportunity for grants and tax credits if

improvements the property comply with certain preservation guidelines. National Register districts and individually listed National Register Sites have been evaluated according to established national procedures and determined to be worthy of preservation for their historical architectural, archaeological, engineering or cultural significance.

The following properties/districts are located within the East Bench and are listed on the National Register:

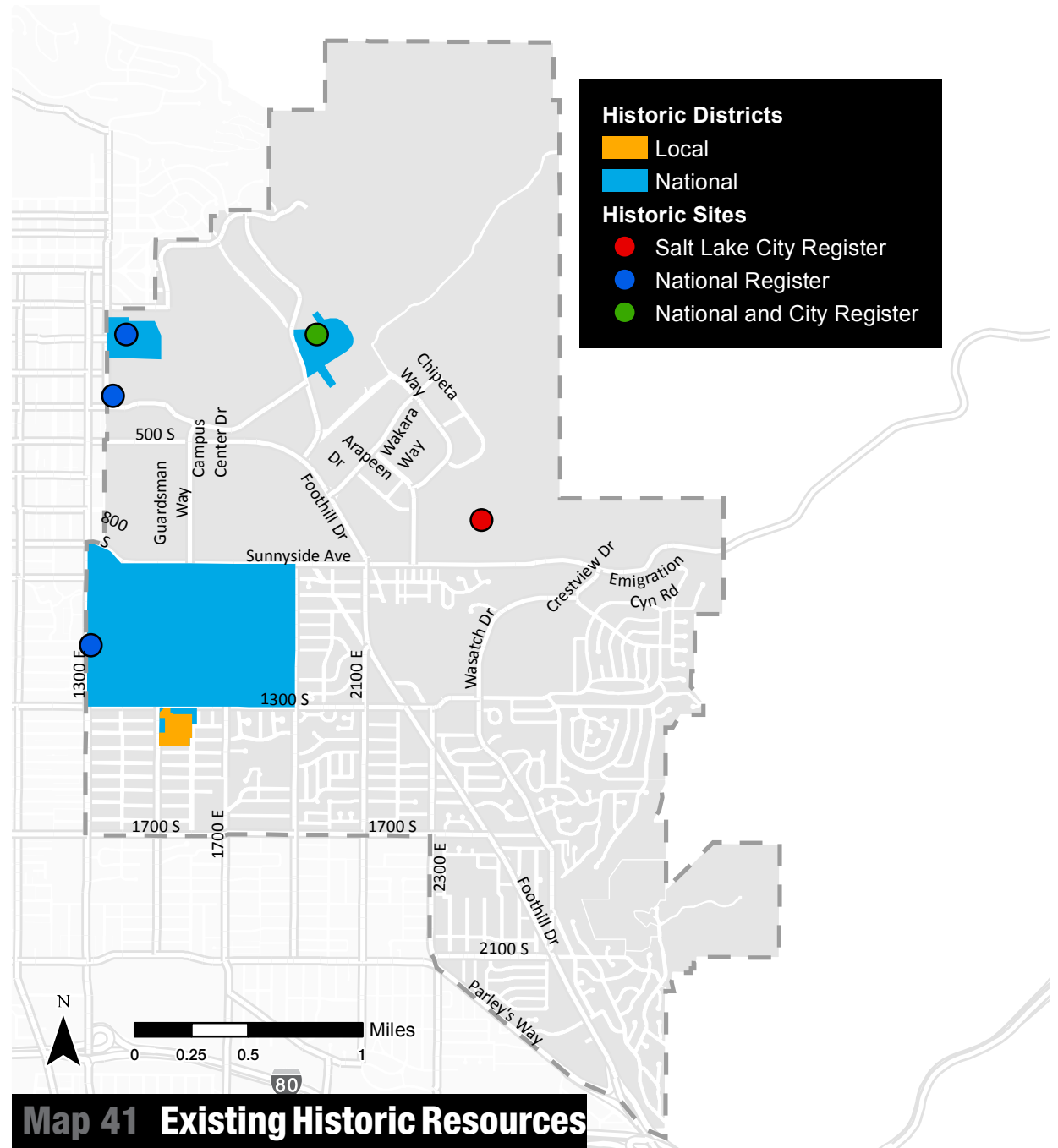
- **George Albert Smith House** (1302 E. Yale Ave.)
- **Carlson Hall** (369 S. University Circle)
- **University of Utah Circle** (200 S. 1400 East)
- **Fort Douglas** (300 S. 2000 East)
- **Westmoreland Place:** Westmoreland Place is also a Salt Lake City Local Historic District (see additional info below)
- **Yalecrest Historic District:** The Yalecrest neighborhood was listed as a National Register district in 2007. According to the Reconnaissance Level Survey conducted in 2005, this area consists of over 1,300 primary structures that contribute to the historic character of the area (1,487 primary structures were evaluated). The housing stock provides evidence of middle class to upper class ownership from the first half of the 1900s and exhibits a variety of period revival styles dating to the first few decades of the 20th century.

Historic and Cultural Resources

The Salt Lake City Local Historic Program is administered through the Salt Lake City Zoning Ordinance. Areas known as Local Historic Districts or individual properties known as Landmark Sites are designated by the City Council for the purpose of preserving their architectural, historical or cultural significance. Specific zoning rules apply to these properties that regulate demolitions and alterations to the exterior of the structures and property.

The following Local Historic Districts and Landmark Sites are located within the East Bench:

- **Fort Douglas** (300 S. 2000 East)
- **Brigham Young Farm House** (This is the Place Heritage Park)
- **Westmoreland Place:** The Westmoreland Historic District was established as a local historic district in 2010 and placed in the National Register in 2011. This neighborhood is located directly south of the Yalecrest National Historic District and has a collection of architectural styles dating from the 1920s to the 1950s.

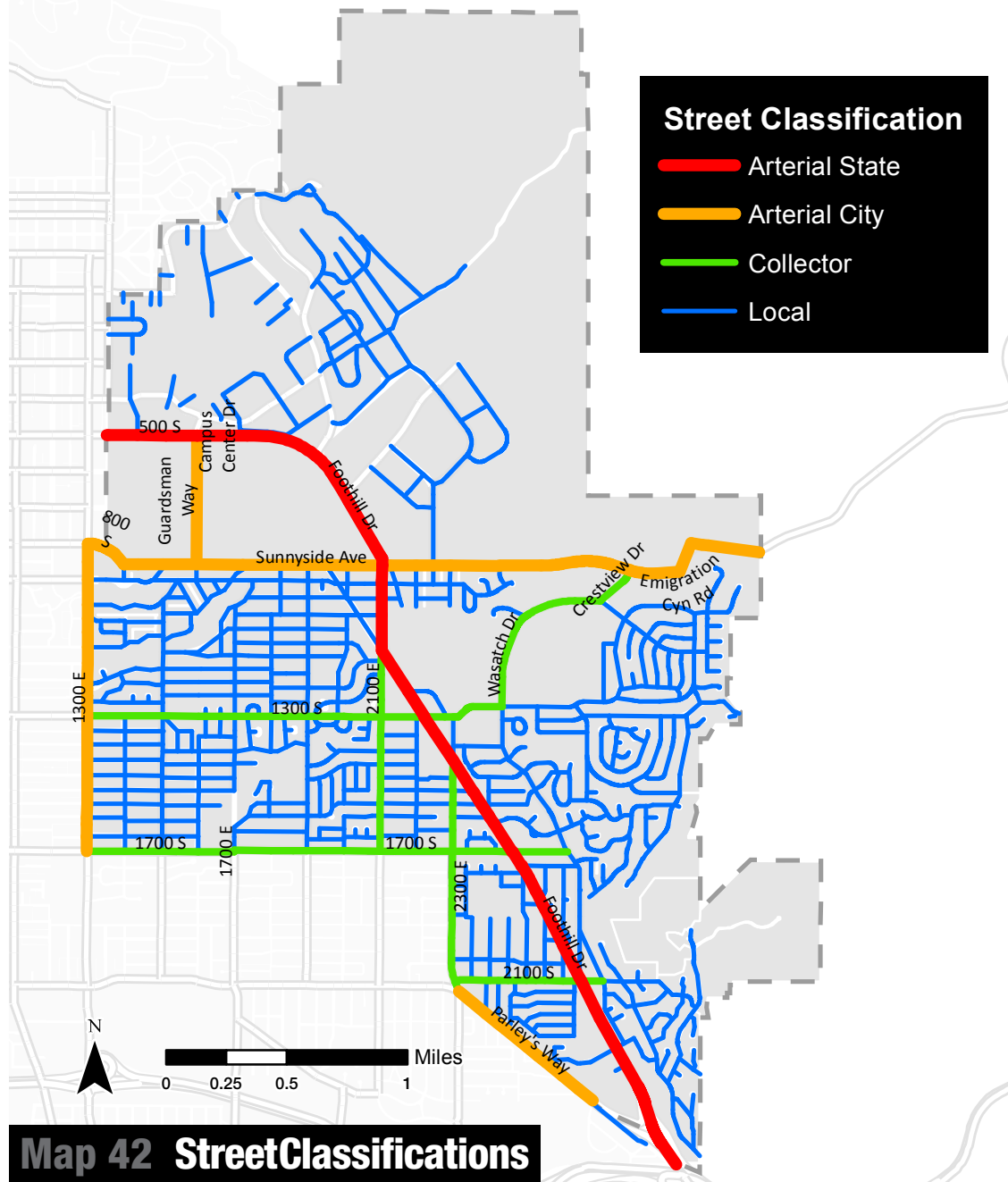




Mobility

6





Streets

Street Classifications

There are approximately 95 miles of streets within the East Bench Community and the transportation network consists of all typical street types (see Street Classifications map). The Salt Lake City Transportation Master Plan categorizes streets into a functional classification system. The streets are categorized into one of four functional classes:

State of Utah Streets

These are State Highways operated and maintained by the Utah Department of Transportation (UDOT). Routes typically operate as Arterial streets. There are two primary State Arterial streets located in the East Bench Community; Foothill Drive and 500 South.

Foothill Drive is a State Arterial street that acts as an extension of I-215 transporting people, mainly in automobiles, in and out of the East Bench Community. It is the main transportation corridor from the south to the University of Utah, Research Park, and the Veteran's Administration Hospital. 500 South also serves these facilities, but from the west. Land uses along Foothill include office, commercial, residential apartments and condominiums, and single-family dwellings. Foothill Drive is discussed further at the end of this section.

City Arterials

Arterial Streets facilitate through traffic movement over relatively long distances such as from one end of the city to the other and from neighborhood to neighborhood. Arterials are generally Multi-Lane streets carrying high traffic volumes at relatively high speed limits. These are commuter streets and typically offer controlled access to abutting property.

There are four streets in the East Bench Community that are classified as City arterials; Guardsman Way, Sunnyside Avenue, 1300 East, and Parley's Way.

Guardsman Way, located at 1600 East, provides access between 500 South (State Arterial) and Sunnyside Avenue (City Arterial). Guardsman also provides access to the Salt Lake Sports Complex, Pingree School and Rowland Hall. The street is highly used by autos and pedestrians during activities at University of Utah's Rice Eccles Stadium.

Sunnyside Avenue provides access into the downtown area from the East Bench and access to Emigration Canyon. Sunnyside becomes Emigration Canyon Road near the city limits and is the only direct access into Emigration Canyon from the city. The street is bordered on the north by Sunnyside Park, University of Utah housing, and schools; and on the south by single-family residential homes.

1300 East is the only street west of the Foothill Drive/I-215 corridor providing direct access over the 1-80 freeway to the University of Utah from points south. 1300 East is also a popular route for downtown commuters because of access to and across 1-80. The street is narrow consisting of only one lane in each direction between 500 South and 2100 South, and land use along 1300 East is predominately single-family residential.

Parley's Way, extending southeasterly from 2100 South to the Foothill Drive/I-215/I-80 Interchange, is one of the main access routes into and out of the east Sugar House community. It is a wide roadway with minimal stop lights until it turns into 2100 South at 2300 East. Adjacent land uses include big box retail and other commercial uses, offices, residential condominiums, and single-family homes.

Collector Streets

Collector streets provide the connection between Arterial and Local streets. Collectors can be Multi-Lane, but are meant to carry less traffic at lower speeds and for shorter distances than Arterials. They provide direct access to abutting property and carry a mix of local traffic and commuter traffic headed for nearby destinations.

Most of the collector streets in the East Bench Community were designed as residential streets, and most are narrow, tree-lined avenues providing frontage for single-

family homes.

Local Streets

Local streets provide direct access to and from abutting property. Local streets are usually one lane in each direction meant to carry traffic over short distances and at low speeds.

Many of the local streets east of Foothill do not follow the standard street grid system due to the steep grades of the foothill development. West of Foothill, the streets follow the typical grid pattern; however, the grid is disrupted due to the natural stream drainages that run in a southwesterly direction through the community.

Foothill Drive Discussion

Automobile congestion along Foothill Drive is time and season dependent. At peak times when the University of Utah is in session, the roadway operates at 95% of its capacity.¹ The average annual daily traffic has remained relatively stable since the 1990's, with the exception of a spike in traffic during the reconstruction of I-15. Additional information related to traffic numbers can be found later in this chapter.

There have been a number of planning efforts related to Foothill Drive due to its importance

¹ UDOT Presentation to Salt Lake City Council: September 24, 2013

as a regional transportation corridor.

Wasatch Choices for 2040 is a regional planning effort managed by the Wasatch Front Regional Council and Envision Utah. The purpose of the process was to develop a vision for growth, transportation and preservation of open space along the Wasatch Front. One of the key strategies in implementing the Wasatch Choices for 2040 vision is the concept of centering growth along major transportation corridors and within community centers located near transit. Due to its significance as a regional transportation corridor, Foothill Drive was identified as a Boulevard Community, which is defined as, “a linear center coupled with a transit route. Unlike a Main Street, a Boulevard Community may not necessarily have a commercial identity, but may vary between housing, employment, and retail along any given stretch. Boulevard Communities create a positive sense of place for adjacent neighborhoods by ensuring that walking and bicycling are safe and comfortable even as traffic flow is maintained.” More information regarding Wasatch Choices 2040 can be found at <http://envisionutah.org/wasatch-choice-2040>.

The **Foothill Drive Corridor Study** was completed in 2008 as a joint effort between the Wasatch Front Regional Council, Utah Department of Transportation, Utah Transit Authority, University of Utah and Salt Lake City. The study included an in-depth traffic analysis and provided recommendations re-

lated to the roadway configuration, transit, and improvements to better accommodate pedestrians and bicycles. A summary of the recommendations from the Foothill Drive Corridor Study is located in the Appendix of this report. The complete report can found at <http://www.slcgov.com/transportation/transportation-studies>.

The Wasatch Front Regional Council has listed a number of improvements for Foothill Drive in the 30 year **Regional Transportation Plan**. The improvement projects are listed under the time frames that they are prioritized for funding with Phase 1 targeted between 2011 and 2020, Phase 2 targeted between 2021 and 2030, and Phase 3 targeted between 2031 and 2040. The project list shows congestion management improvements along 500 South and Foothill Drive between 1300 East and 2300 East as a Phase 1 project. According to conversations with representatives from UDOT, this does not mean that a specific solution has been developed. It means that developing a congestion management improvement solution for this area is a priority and the goal is to fund and develop a solution by 2020. When a solution has been developed and the project has been funded, the project is listed on the Statewide Transportation Improvement Program (STIP) list. There is currently no congestion management projects related to Foothill Drive listed on the STIP.

The Regional Transportation Plan also lists

future regional transit improvements. Projects include a Bus Rapid Transit system from Downtown to Research Park as a Phase 1 project, Bus Rapid Transit along Foothill Drive between I-80 and Research Park as a Phase 2 project, and Bus Rapid Transit extending from Foothill to 3300 South and Little Cottonwood Canyon as a Phase 3 project. The plan states that these projects are currently funded. The Regional Transportation Plan can be downloaded at http://www.wfrc.org/new_wfrc/.

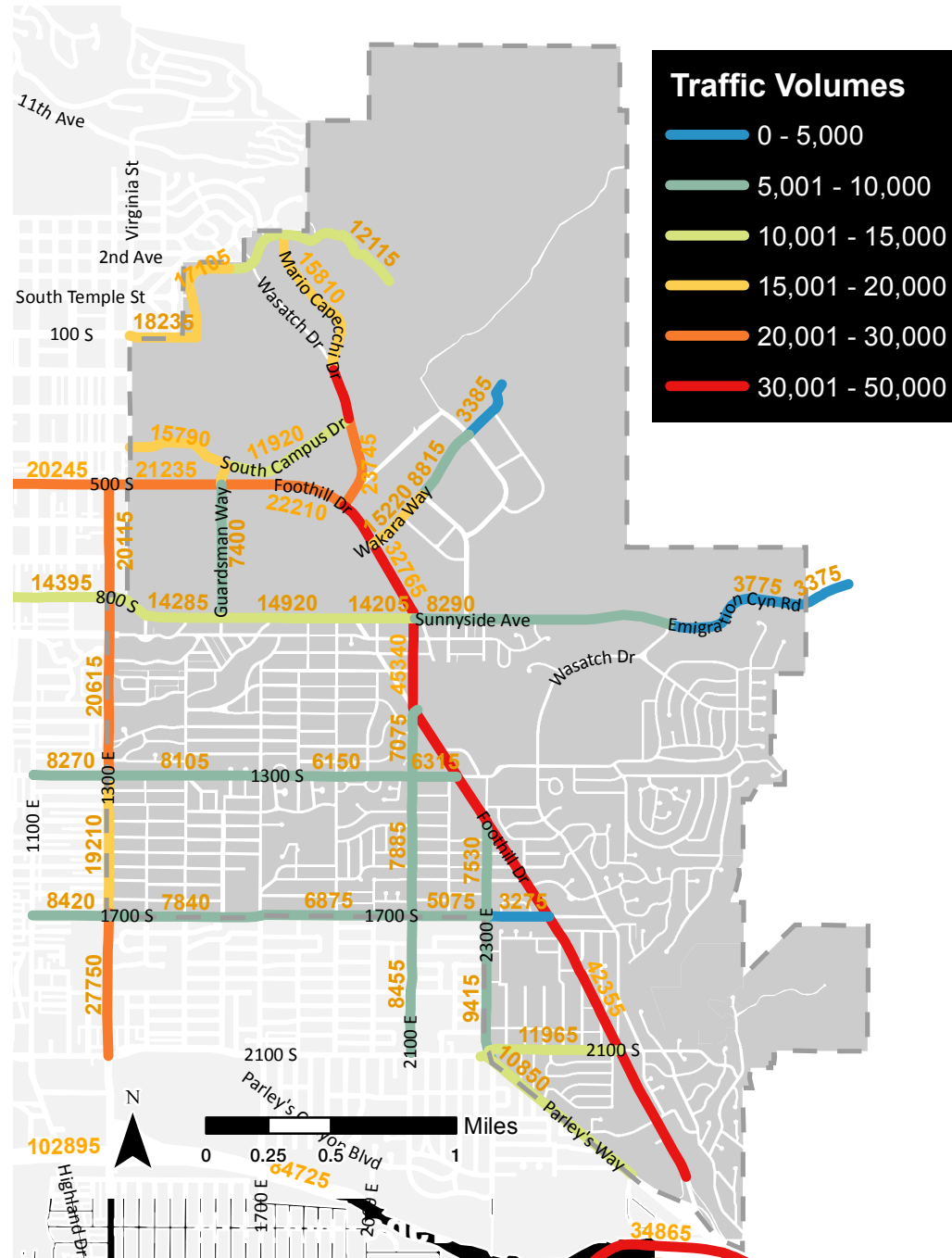
Traffic Volumes

The 2012 Average Daily Traffic Map shows the average daily number of cars that travel each monitored road segment and the 5 Year Traffic Count Percent Change map shows the percentage change in traffic between 2007 and 2012. This data was collected by Utah Department of Transportation (UDOT.) The data does not indicate the level of service of the roadway or the estimated capacity of the roadway, it only represents the number of cars that travel on the roadway per day.

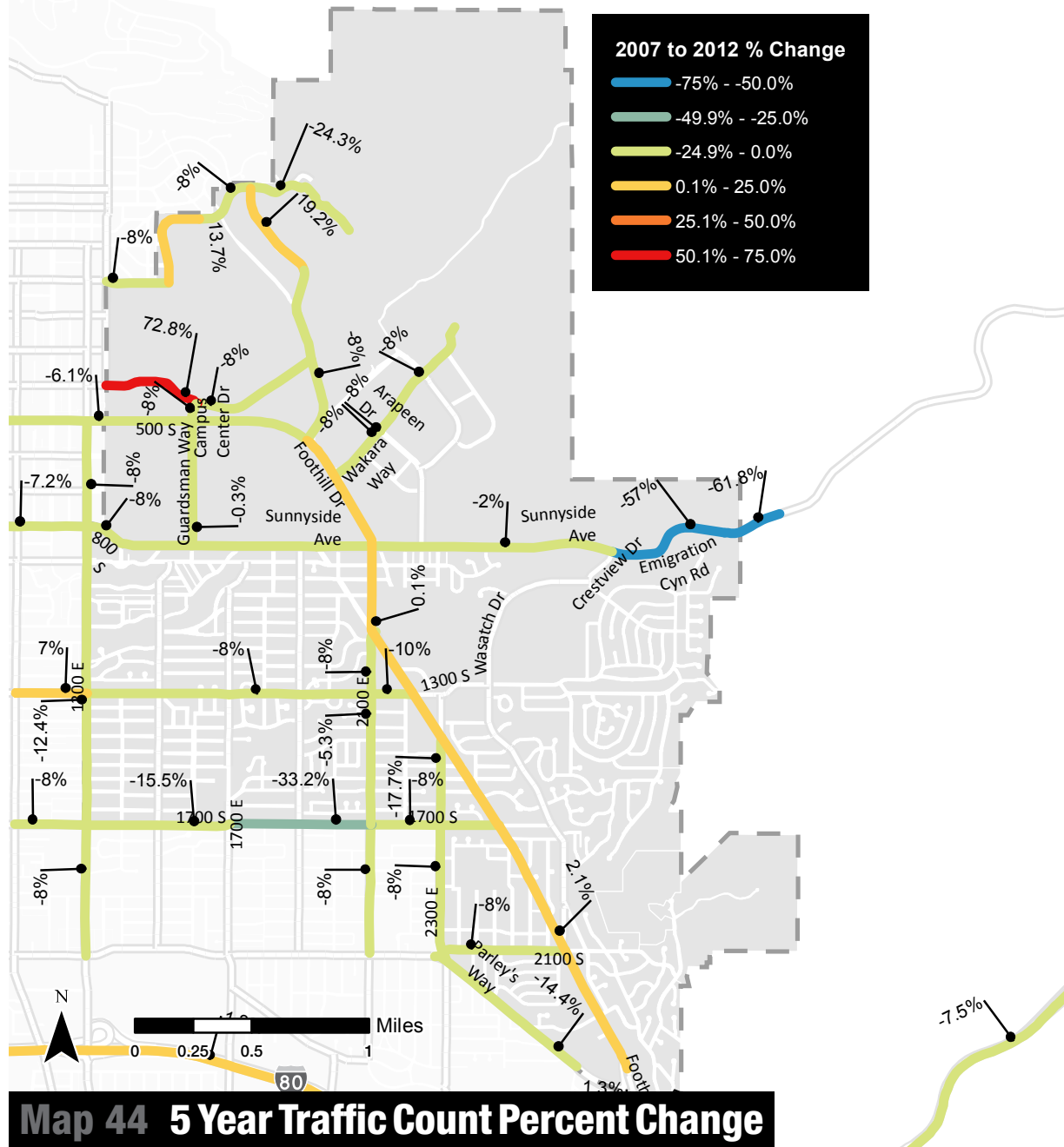
The 5 Year Traffic Count Percent Change map shows that traffic has decreased on most of the streets within the East Bench. The large change seen on Sunnyside Avenue/Emigration Drive past Hogle Zoo is reflective of a change in counting method and not an actual change in traffic. Previous traffic numbers were based on counts for the road segment below Hogle Zoo and were not as accurate. ¹

Traffic volumes along Foothill have remained fairly steady, with the only portion seeing a large increase since 2004 being the southernmost section of the street that connects to the freeway. However, the vehicle count on this section in 2012 only differs by about 1,000 from the 2007 count. The other portions of Foothill have not seen a significant change since 2002 when the traffic impacts of I-15 construction subsided and traffic pat-

¹ Email correspondence with UDOT, December 5, 2013

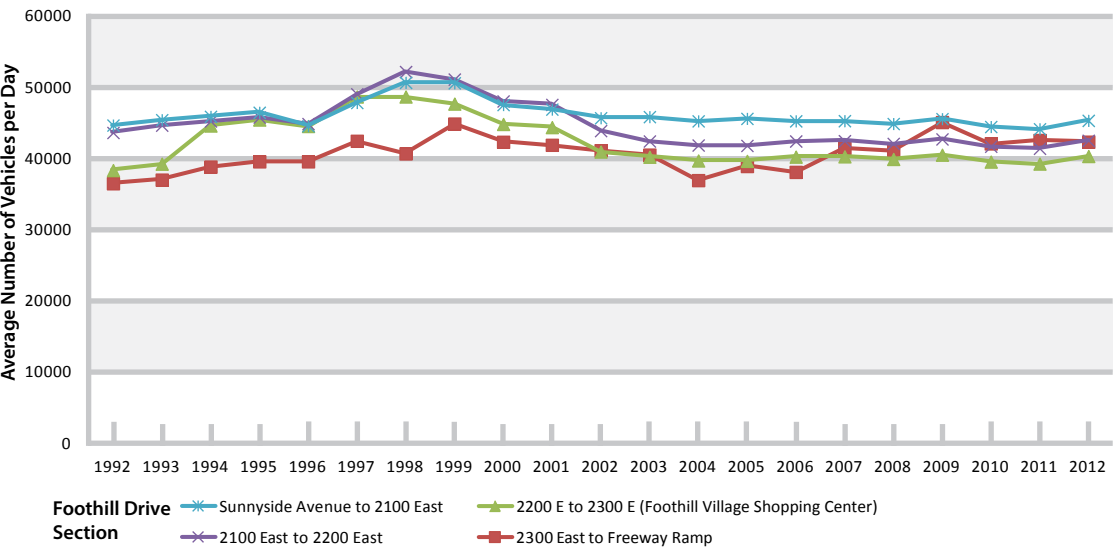


Mobility

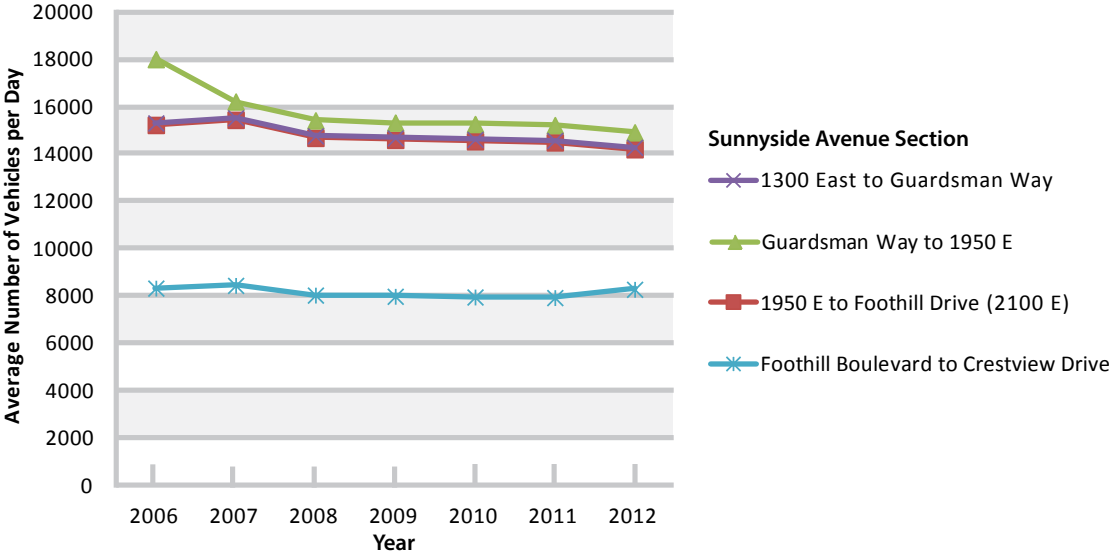


terns changed. Traffic counts by year since 1992 are located in the Foothill Drive and Sunnyside Avenue Traffic Volumes graphs.

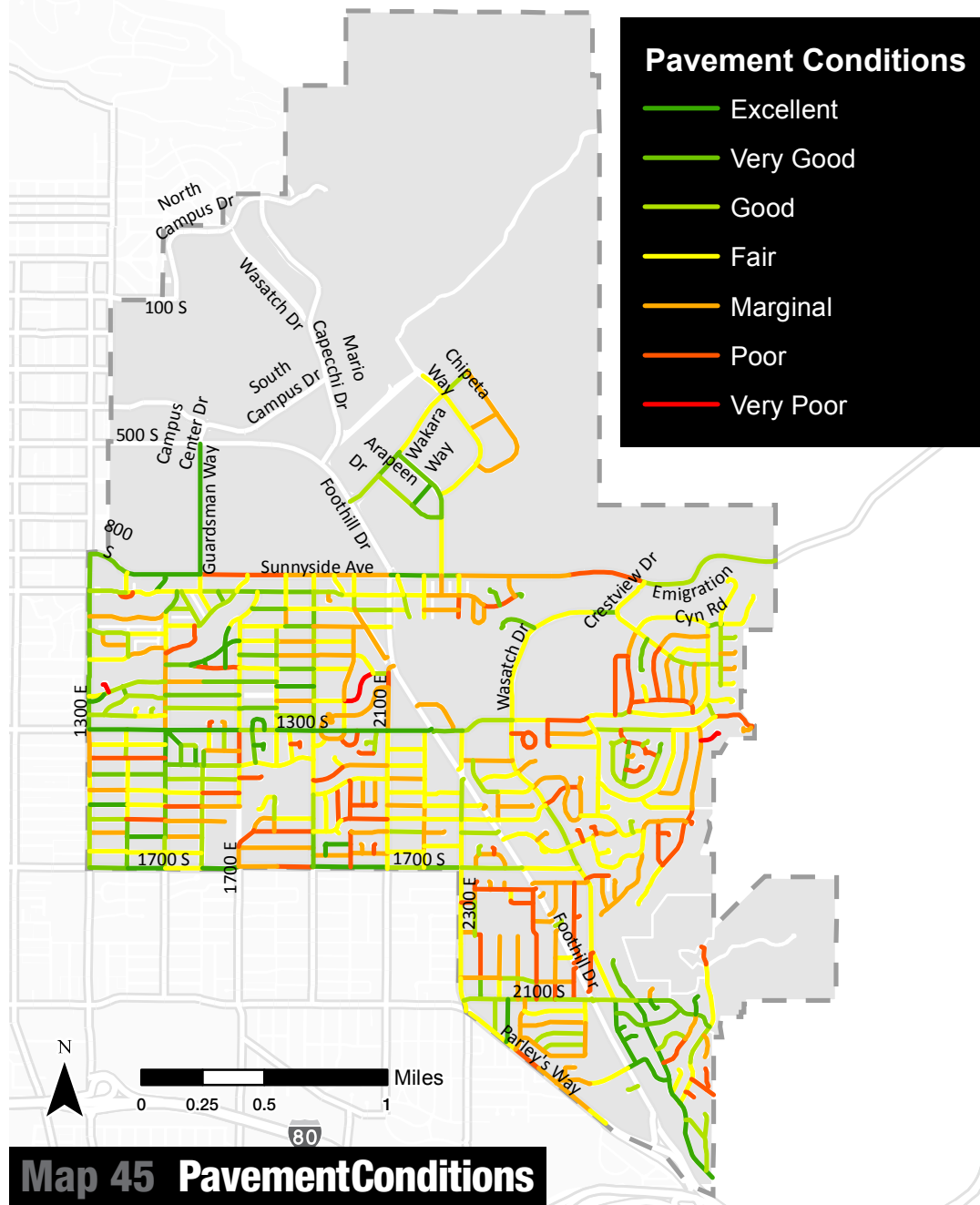
Diag 35 Foothill Drive Traffic Volumes



Diag 36 Sunnyside Avenue Traffic Volumes

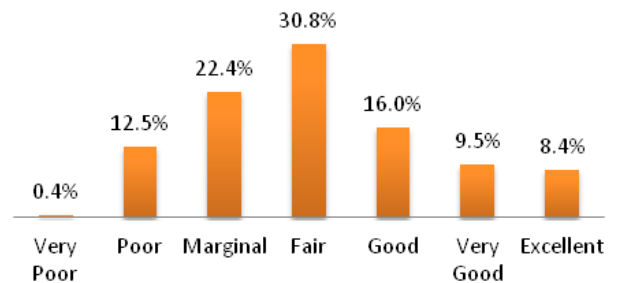


Mobility



Roadway Conditions

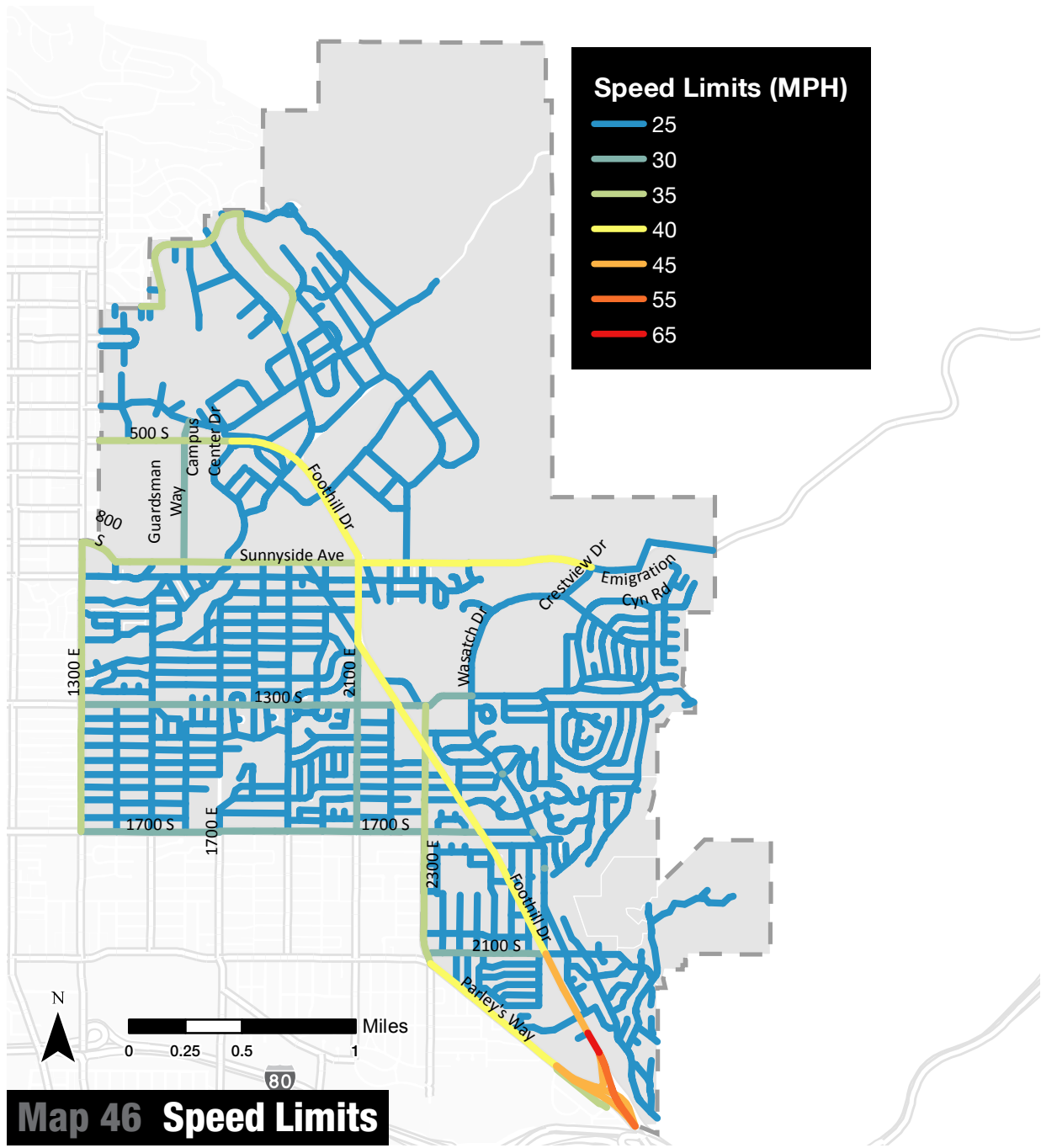
The roadway infrastructure in the East Bench is aging. The Salt Lake City Engineering Division conducted a citywide survey of pavement conditions in 2012. Streets were evaluated and given a score of 1 to 100 based on an overall condition with 1 being worst and 100 being best. Nearly two-thirds of the streets within the East Bench are considered fair to excellent, although there are a number of street sections (approximately 35%) that are considered very poor to marginal.



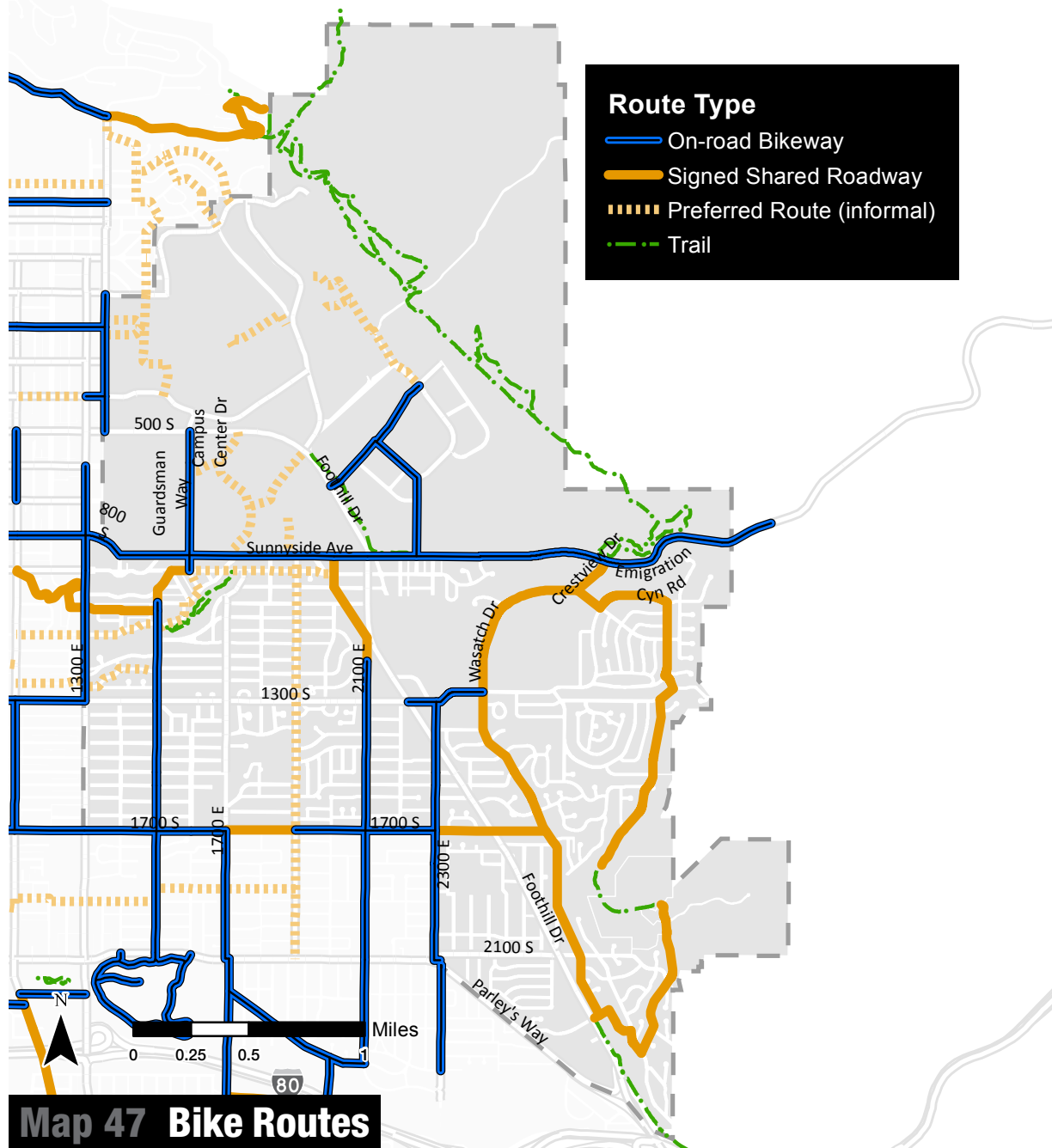
Diag 37 Pavement Conditions

Speed Limits

Local streets in the East Bench Community are designated as 25 miles per hour (MPH) streets. City collectors and arterials are slightly higher than this at around 30 to 35 MPH, followed by state arterials at 40 to 45 MPH. Higher speeds are isolated to the adjacent freeways.

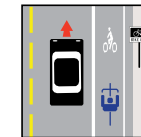


Mobility



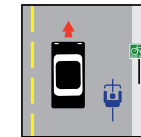
Bicycle

There are two types of specific bike lane facilities located within the East Bench Community; On-road bikeways and signed shared roadways.



On-Road Bikeways are bike lanes that are typically striped with painted bicycle symbols and “bike lane” signs. Bike lanes provide bicycle-priority space on fairly busy streets.

There are approximately 10 miles of roadway within the East Bench Community that contain bike lanes.



Shared Roadways use green bike route signs to indicate bicycle use. Bicycle symbols *may* also be painted on the road to alert motorists to likely use by bicyclists. There is no separate striped area for bicyclists.

There are approximately seven miles of roadway within the East Bench Community that are shared roadways.

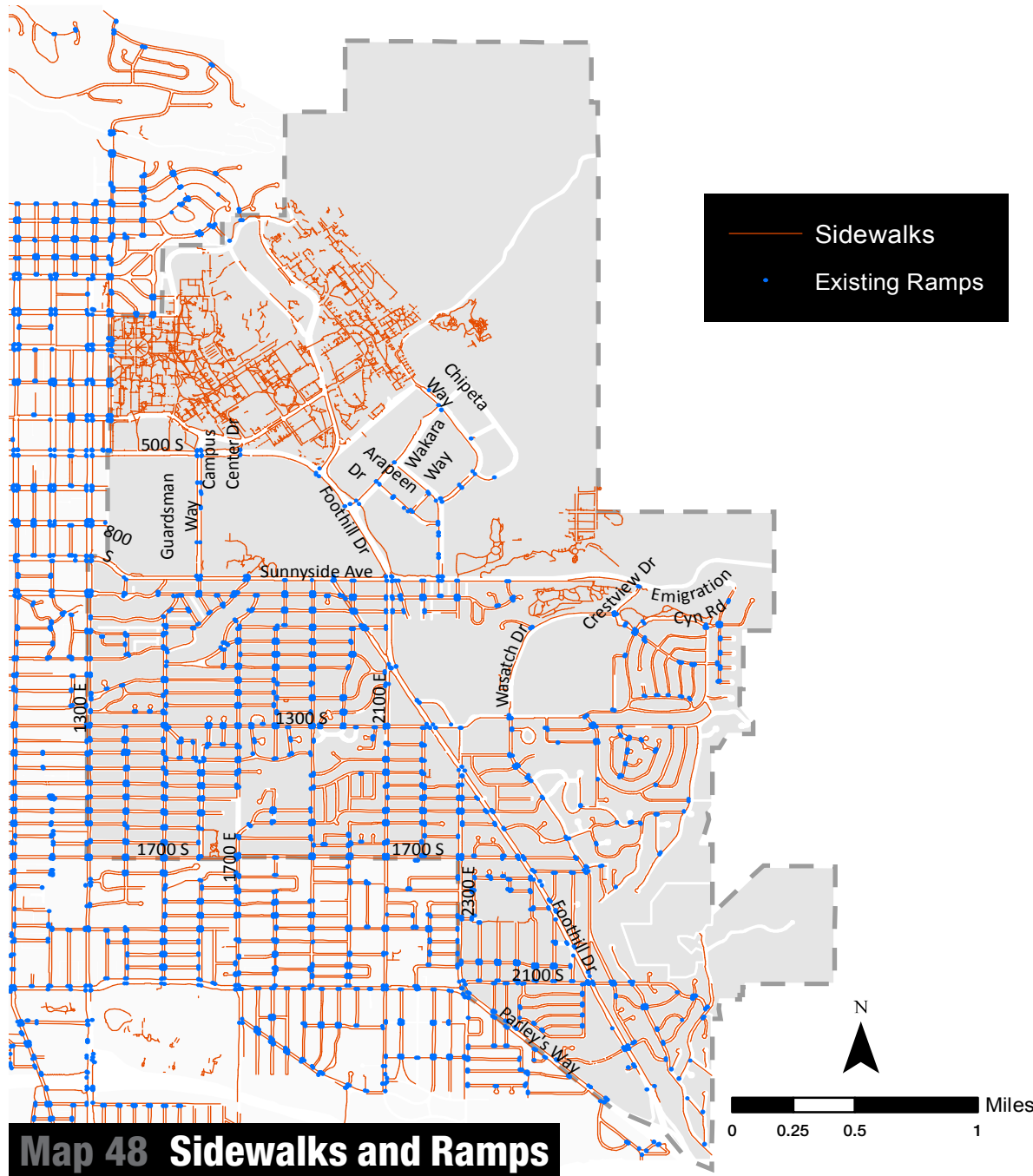
There are also a number of streets within the East Bench Community that have been identified as preferred bike routes on the Salt Lake City Bikeways Map. These streets are referred to as Preferred Routes on the Bike Routes. Preferred Routes have no special signs or pavement symbols but are typically low-volume, low speed streets frequently used by bicyclists.

Sidewalks

Throughout the community visioning process, community members expressed concern regarding the condition and lack of sidewalks within some areas of the East Bench, particularly along streets with higher traffic volumes. The majority of the collector and arterial streets within the East Bench have sidewalks on both sides of the roadway with the exception of portions of Sunnyside Avenue and Wasatch Drive as shown on the Sidewalks and Ramps map.

Salt Lake City does not have a current inventory of sidewalk conditions. The condition of a sidewalk is generally determined through a project plan review process where an Engineering inspector will inspect the public right-of-way serving the project and will list deficiencies. It is then the responsibility of the developer/property owner to repair or replace the sidewalk.

The current Salt Lake City design standards for sidewalks in residential neighborhoods is five feet. The majority of the sidewalks in the East Bench were constructed prior to the adoption of the current standards and are typically four feet in width. Sidewalk widths generally increase in areas where a higher volume of pedestrian traffic is anticipated. Foothill Drive and Parley's Way are arterial streets within the East Bench Community



Mobility

and both streets are lined with land uses that could generate pedestrian traffic. The sidewalks along both of these streets vary in width between approximately four feet and five and a half feet. The photos of Foothill Drive and Parley's way illustrate the different walking environments of the two streets.



Diag 38 Foothill Drive

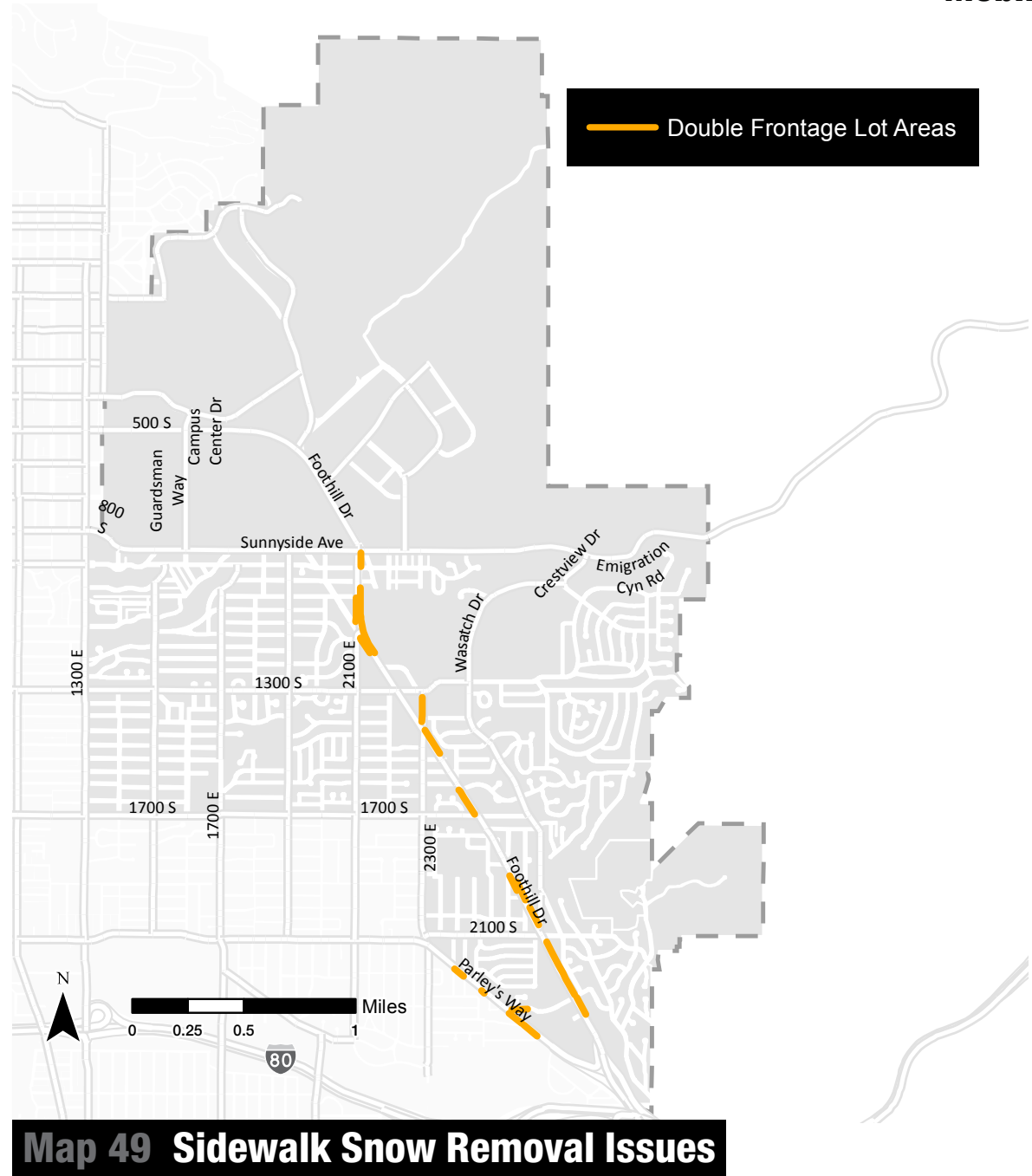


Diag 39 Parley's Way

Sidewalk Snow Removal Issues

In order to provide accessibility during all seasons of the year, snow removal on city sidewalks has been a high priority for Salt Lake City. Property owners are responsible for removing snow from sidewalks adjacent to their property and in November 2010, the City adopted an ordinance that increased the fines for failing to clear snow from the sidewalks within 24 hours.

One particular problem area with snow removal is related to properties that have multiple street frontages, particularly when the street frontage is located along a rear property line. These properties are typically referred to as double frontage lots. Property owners are responsible by City ordinance for removing the snow on sidewalks that front their property and owners of double frontage lots may not be aware that they are responsible for sidewalks along what acts as their rear property line. The majority of these sidewalks are located along Foothill Drive (see Sidewalk and Snow Removal Issues map).



Mobility

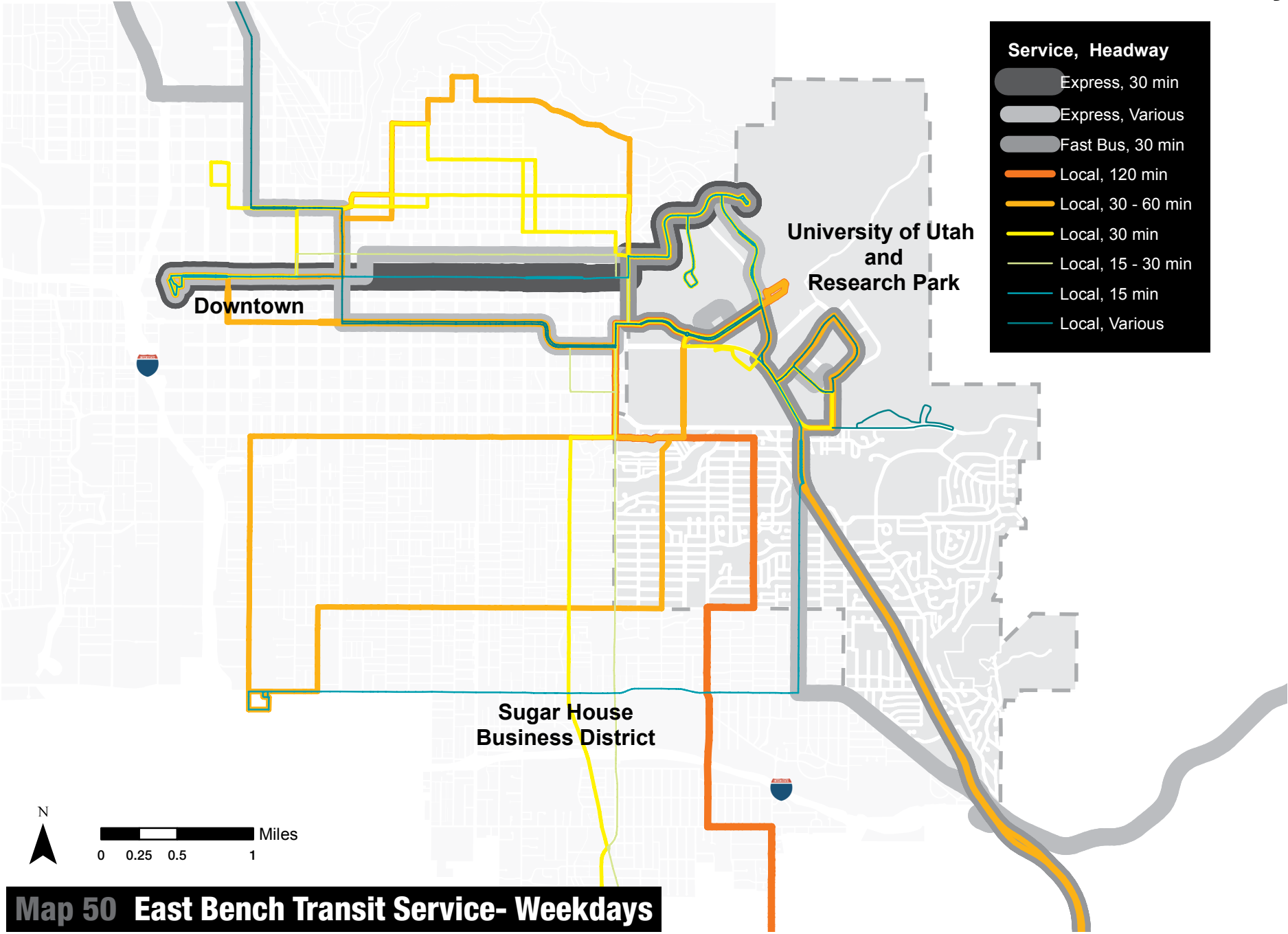
Transit

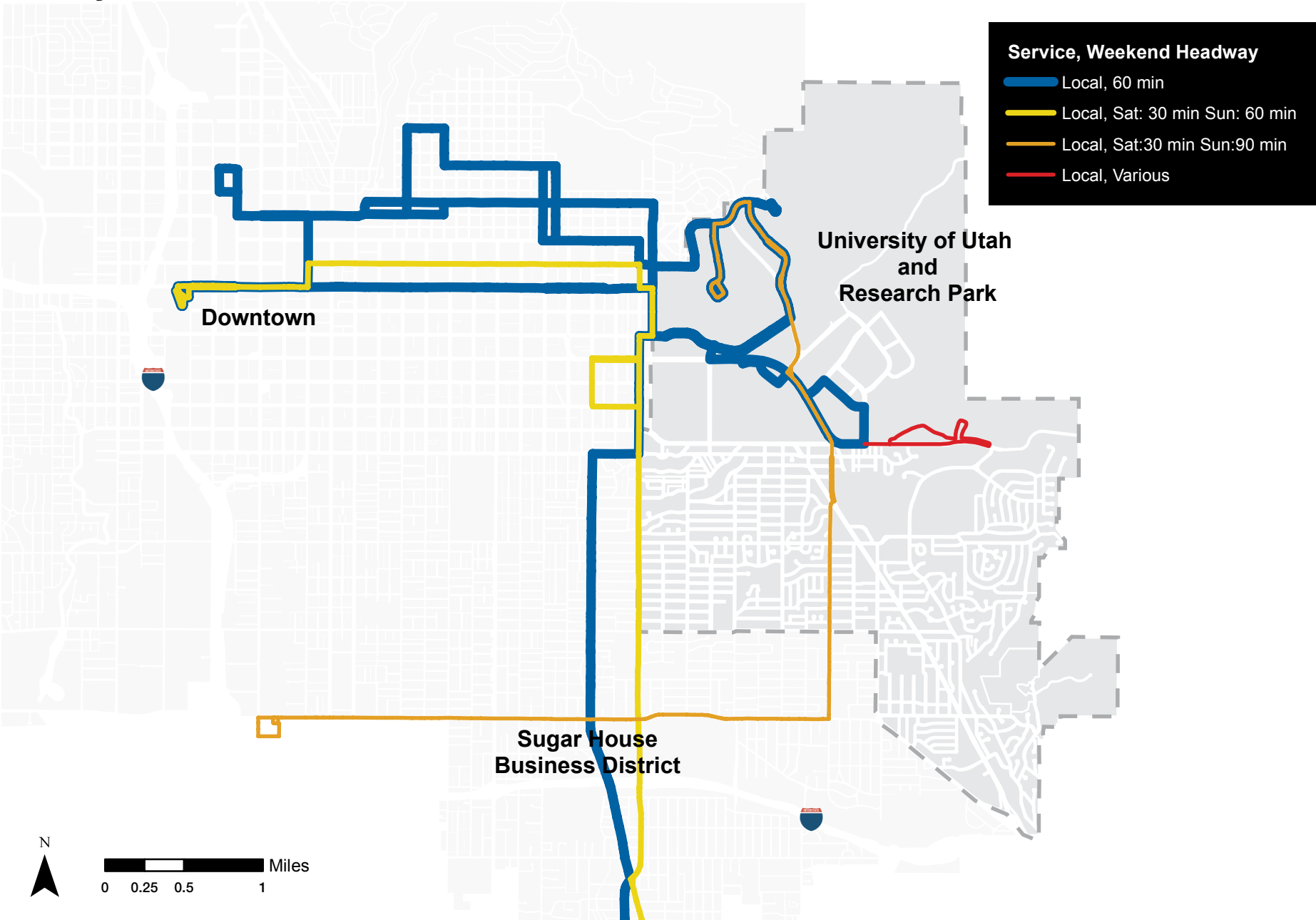
The East Bench Community is served by 12 local bus routes, three express routes, two fast bus routes, and TRAX. The 12 local bus routes provide transit circulation within the City and connect the East Bench to other cities within Salt Lake County. The Fast Bus routes provide direct connection to the eastern areas of Salt Lake County. The Express routes connect the East Bench to Davis County, Utah County, and Park City.

Headways and Existing Service

Headways (amount of time it takes for a bus to arrive at one particular stop) is a concern among the East Bench community. The East Bench Transit Service Weekdays and Weekends maps show an estimate of the average headways for bus routes located within the East Bench plan area on weekdays and weekends. On weekdays, two local bus routes (1300 East and 2100 East) provide frequent service (15 minute headways). There is no bus service east of Foothill Drive and there are no east-west transit lines south of 500 South. The weekday headway map shows a bus route along Parley's Way; however, this is an express bus to Park City and does not provide service or stop along Parley's Way. Bus service within the East Bench is significantly reduced on the weekends.







Employment and Travel

The employment destination map (located on the following page) shows the census tracts where East Bench residents travel to for employment.

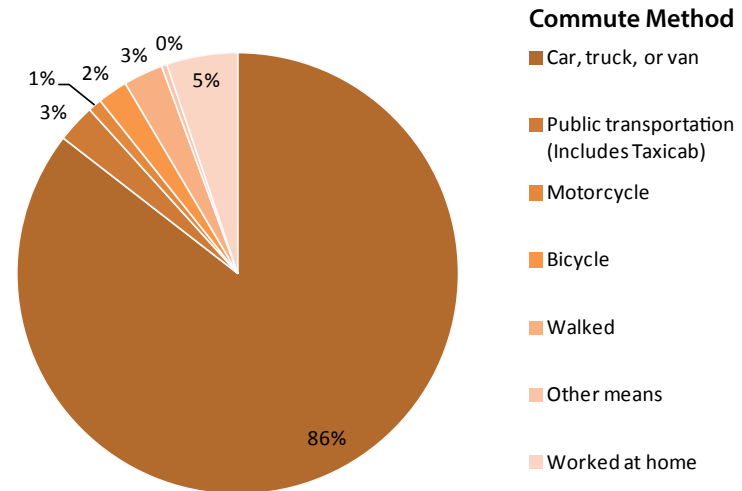
According to the US Census Bureau¹, there are approximately 9,300 working people that live in the East Bench (excluding the census tract containing the University and Research Park). Out of this total, there are 1,737 East Bench residents that travel to the census tract containing the University of Utah and Research Park. The total number of employees within this census tract is 30,607; therefore, East Bench residents represent approximately 6% of the employees in this census tract.

Out of the 9,300 working people that live in the East Bench, approximately 8,930 work outside of the East Bench community boundary. Significant employment destinations for East Bench residents include the downtown area with 961 residents working there, and the commercial/industrial area west of Redwood Road, which employs 431 East Bench residents.

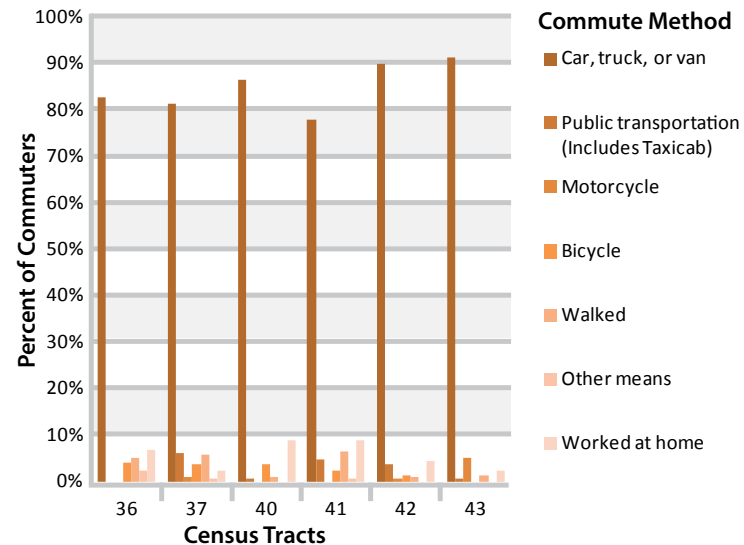
As shown on the Commute Times chart, approximately 70% of East Bench residents have a commute time of less than 30 minutes.

¹ On the Map website: <http://onthemap.ces.census.gov/>

Diag 40 Commute Method



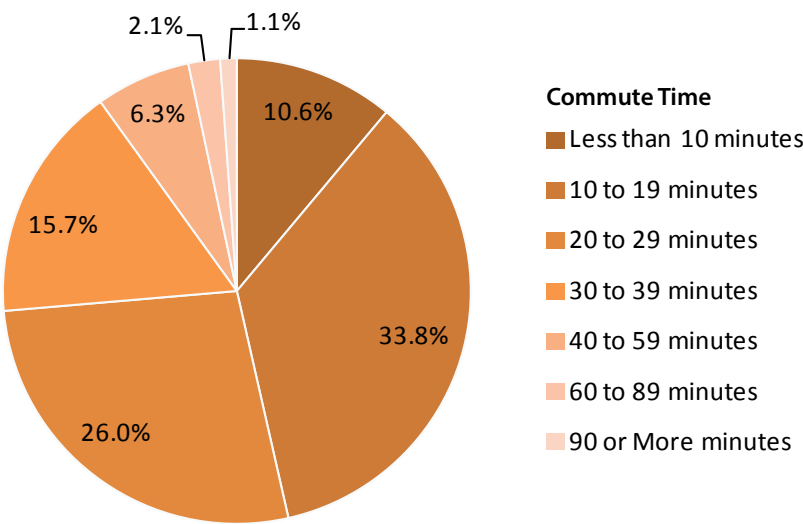
Diag 41 Commute by Tract

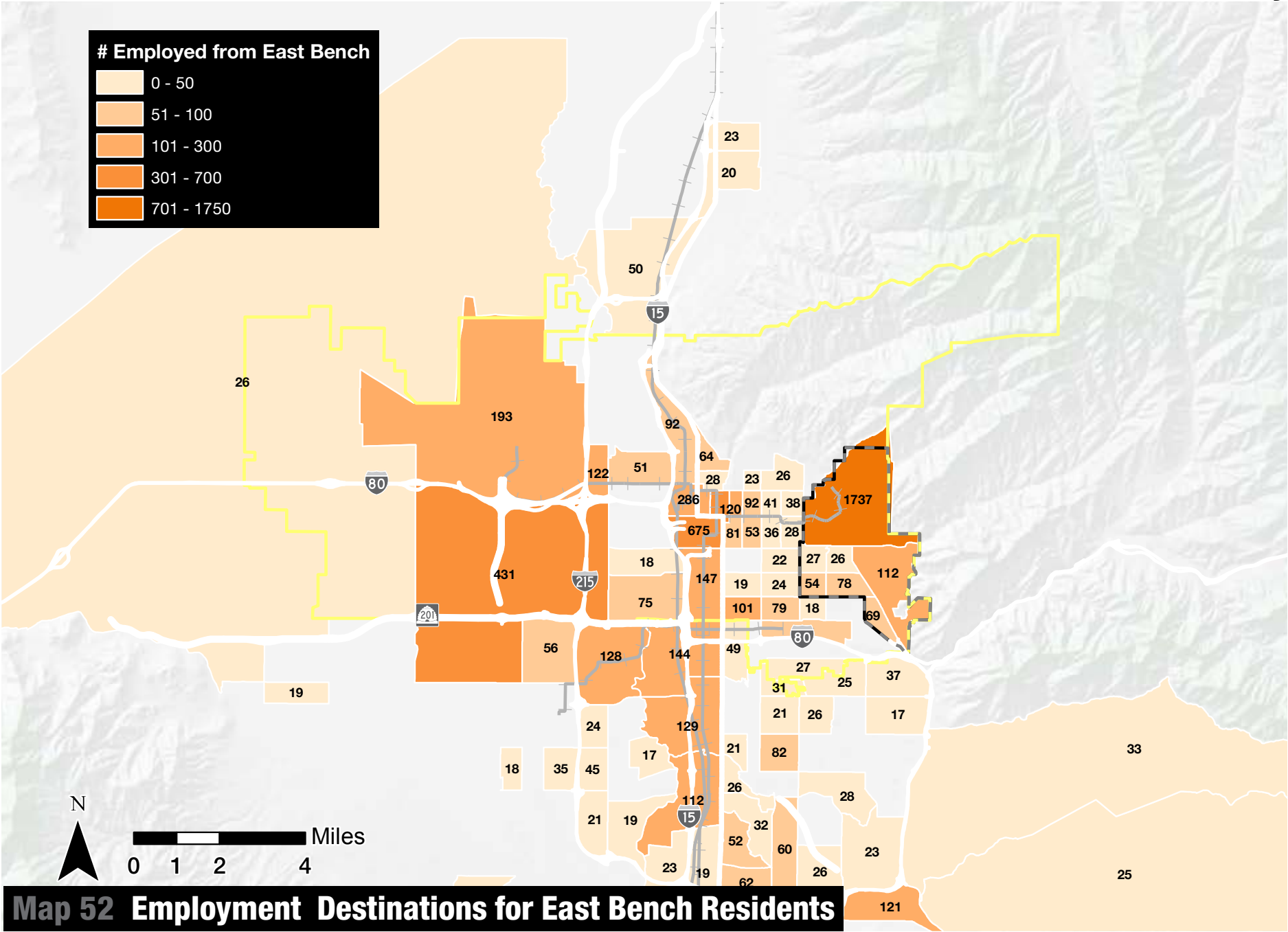


utes. Nearly half of all residents have a commute of less than 20 minutes.

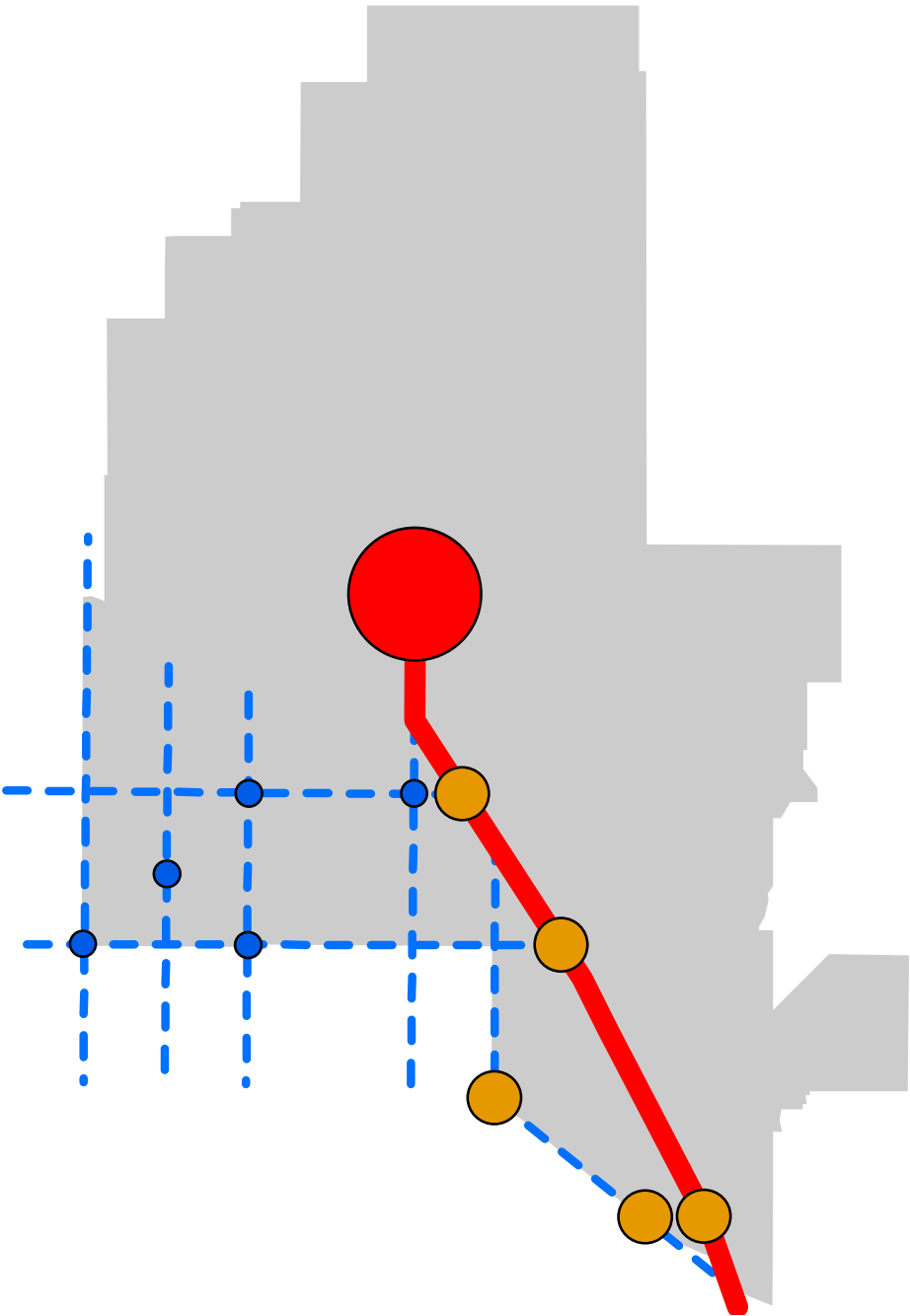
The vast majority of people in the East Bench use a car, truck, or van to get to work as shown on the Commute Method and Commute by Tract graphs.

Diag 42 Commute Times

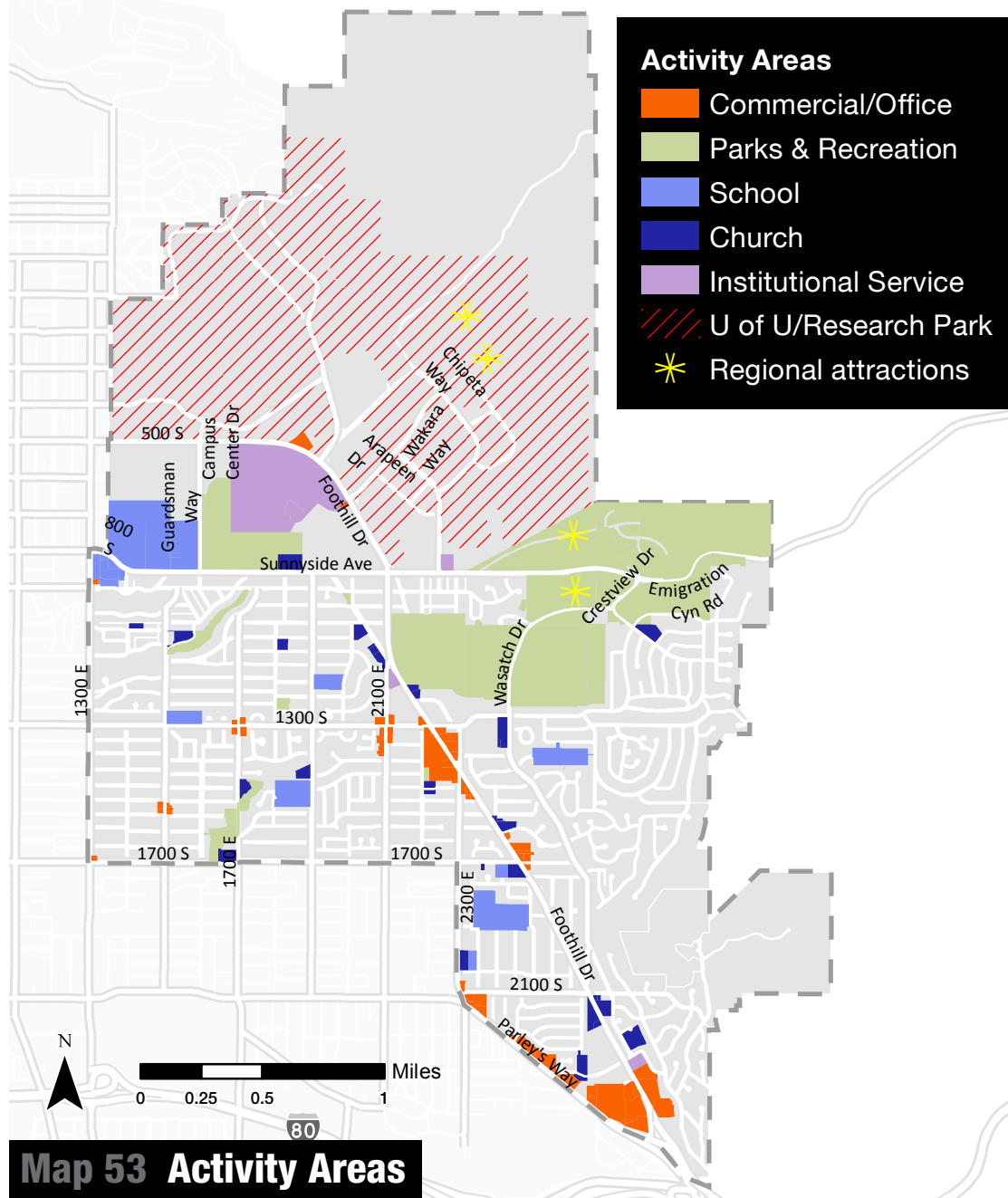








Connectivity



Existing Activity Areas

Activity areas are places that attract people for the purpose of learning, working, shopping, recreating, worshipping, and/or socializing. Within the East Bench community, the land uses that have been identified as activity areas include the University of Utah, Research Park, regional cultural attractions, commercial, office, parks, recreation centers, schools, churches, and institutional uses; such as medical facilities and the library. From a transportation standpoint these activity areas are considered trip generators and destinations.

Within the East Bench, the existing activity areas can be categorized by their size and intensity.

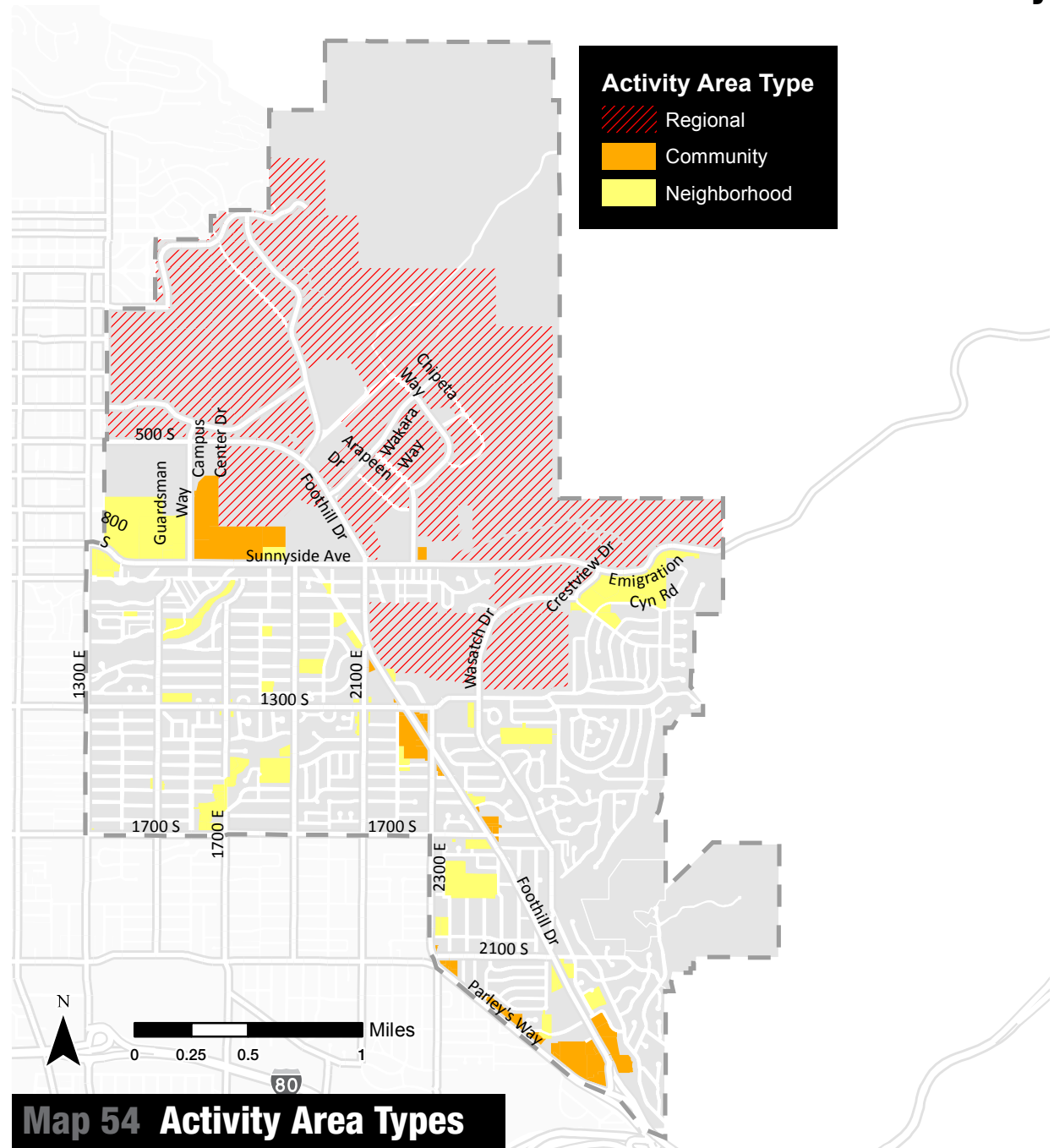
Regional activity areas attract people from within, and outside of Salt Lake City and includes the University of Utah, Research Park, and the regional cultural attractions, such as Hogle Zoo, This is the Place Heritage Park, and the Natural History Museum.

Community activity areas attract people generally from within the local community and include shopping centers, such as Foothill Village and Walmart. Within the East Bench these activity areas are located along arterial streets, such as Foothill Drive and Parley's Way.

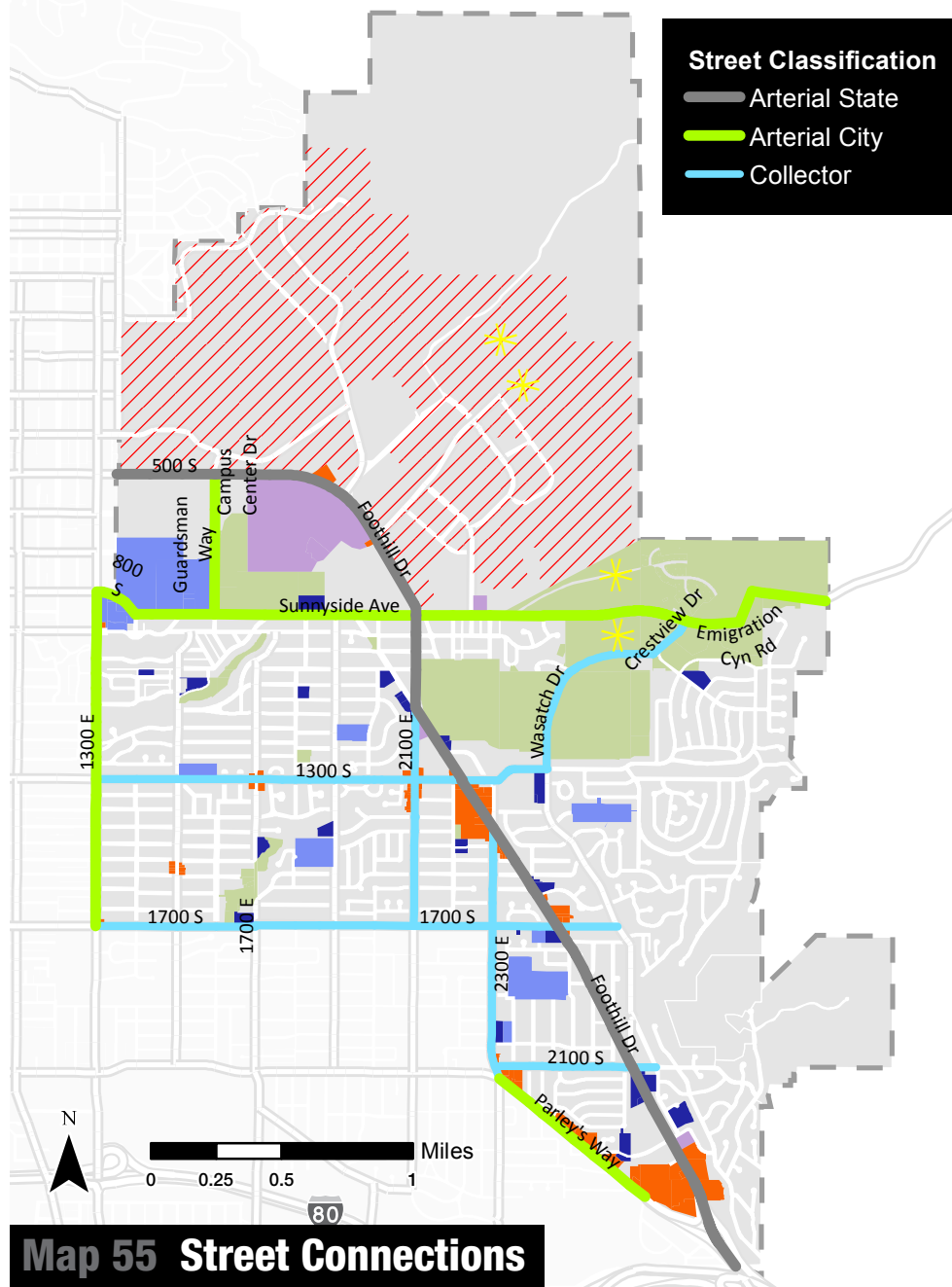
Neighborhood activity areas generally at-

tract people from within the neighborhood in which they are located. These areas contain coffee shops and neighborhood grocers, as well as schools and churches. Neighborhood activity areas may contain businesses that attract people from outside of the immediate neighborhood; however, these businesses are generally small in size. These uses are mainly located along collector or local streets.

In communities such as the East Bench where the area is essentially built out, it is important to review the location of activity areas and their accessibility. The following maps show the location of existing activity areas and their location in relation to the street classification network, transit, and bikeways/trails. This provides an overview of accessibility to the activity areas and can be used as a starting point for identifying where additional infrastructure is needed.



Connectivity



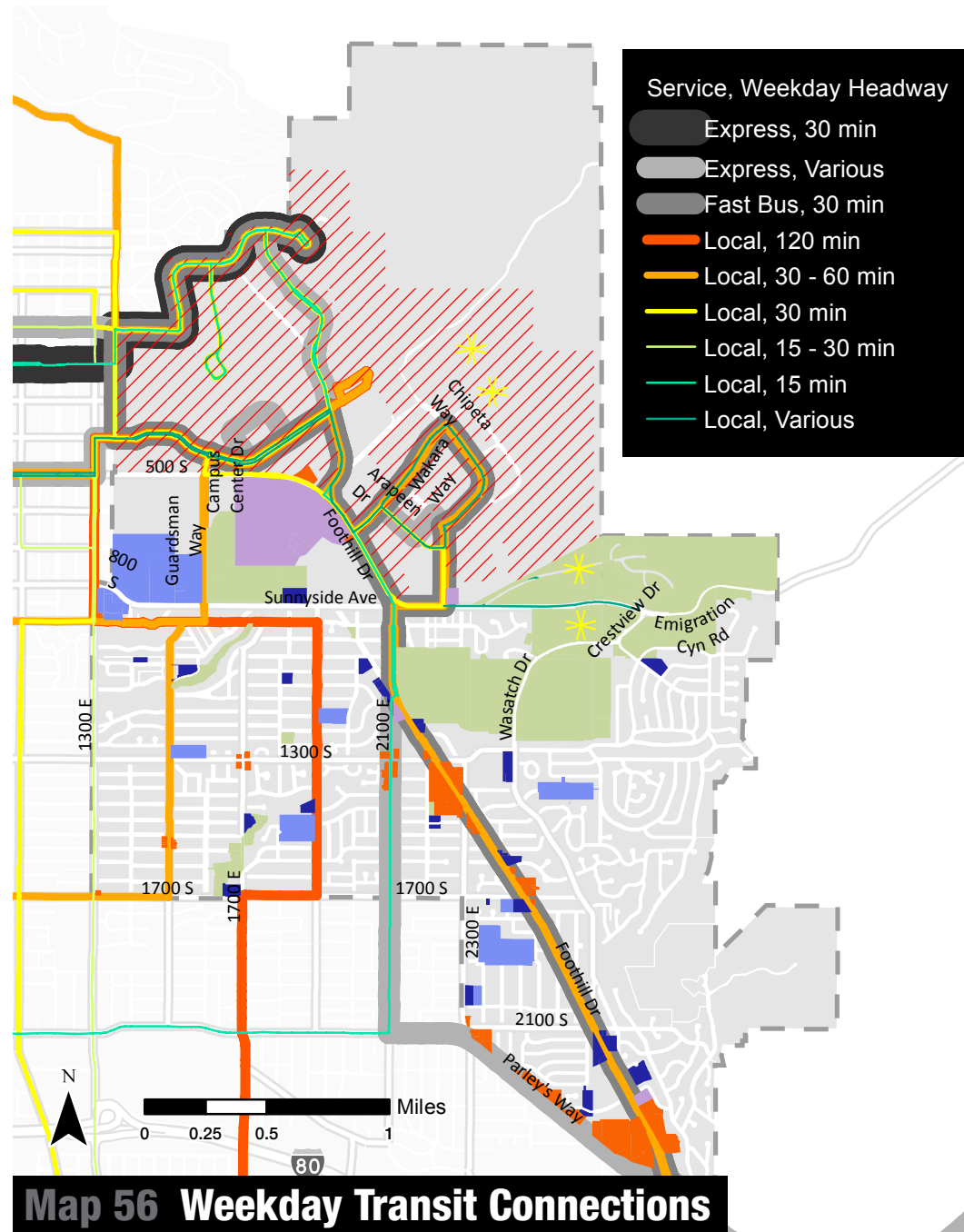
Activity Areas and the Street Network

With the exception of schools, churches and the 15th and 15th neighborhood commercial area, which are interspersed within the residential neighborhoods, the activity areas in the East Bench are located along existing collector and arterial streets. Collector and arterial streets carry more automobile traffic than local streets and oftentimes other transportation infrastructure, such as transit routes, are located along these streets.

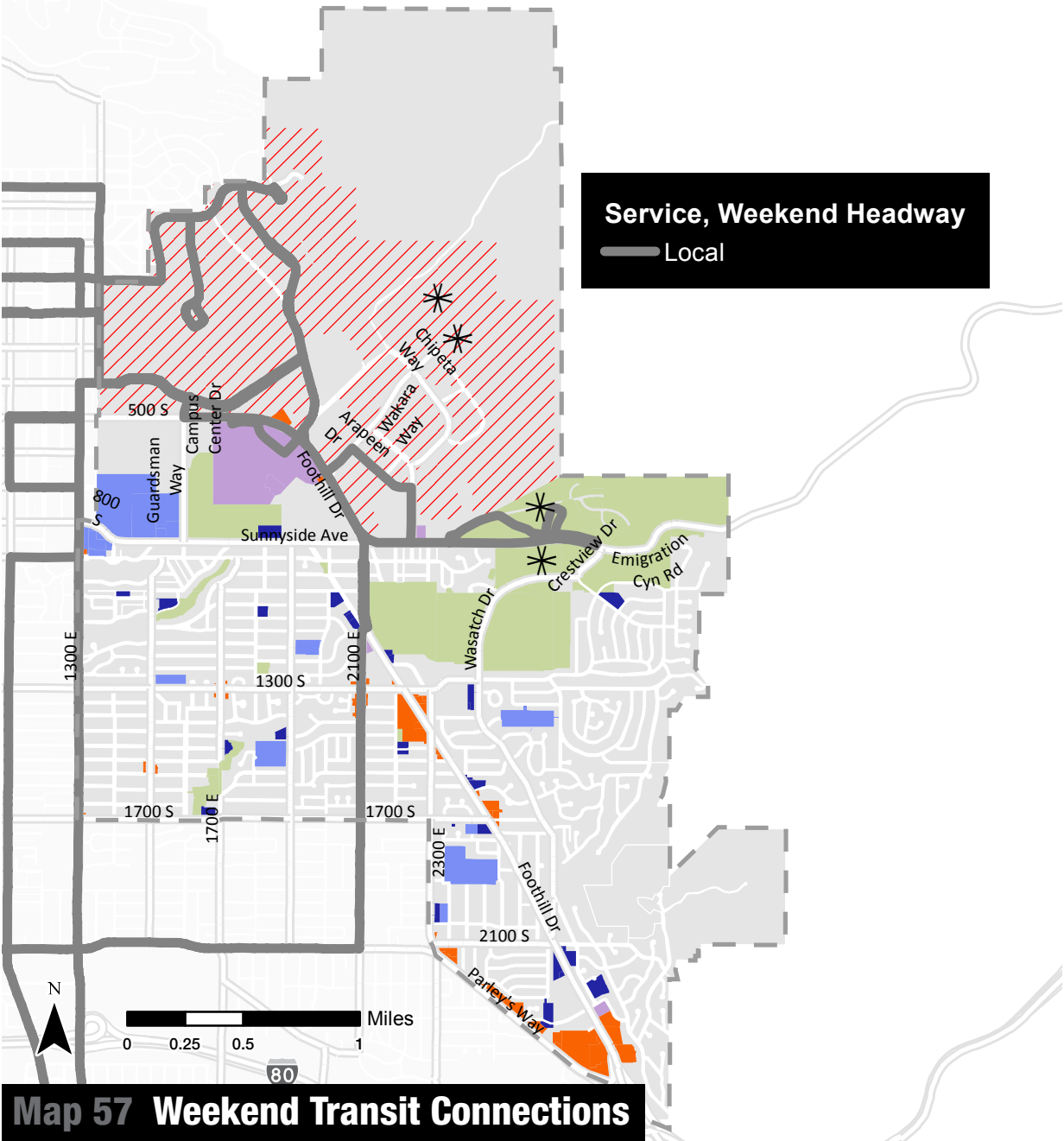
Activity Areas and Transit

The Activity Area and Transit maps show that the East Bench activity areas are located along or near weekday bus routes; however, there are many deficiencies in the local transit circulation system. There is currently no bus service east of Foothill Drive and there is no east-west service south of Sunnyside Avenue that connects the residential neighborhoods to the activity areas along Foothill Drive. Also, the map shows a bus route along Parley's Way; however, this is an express route to and from Park City with no stops along Parley's Way. There is currently no local bus service along Parley's Way, which has numerous retail, service, and office uses.

Transit service is greatly reduced on weekends within the East Bench. The local routes along Foothill Drive, 1500 East, and 1900 East do not run on Saturday or Sunday and there are no routes that provide frequent 15 minute headways.



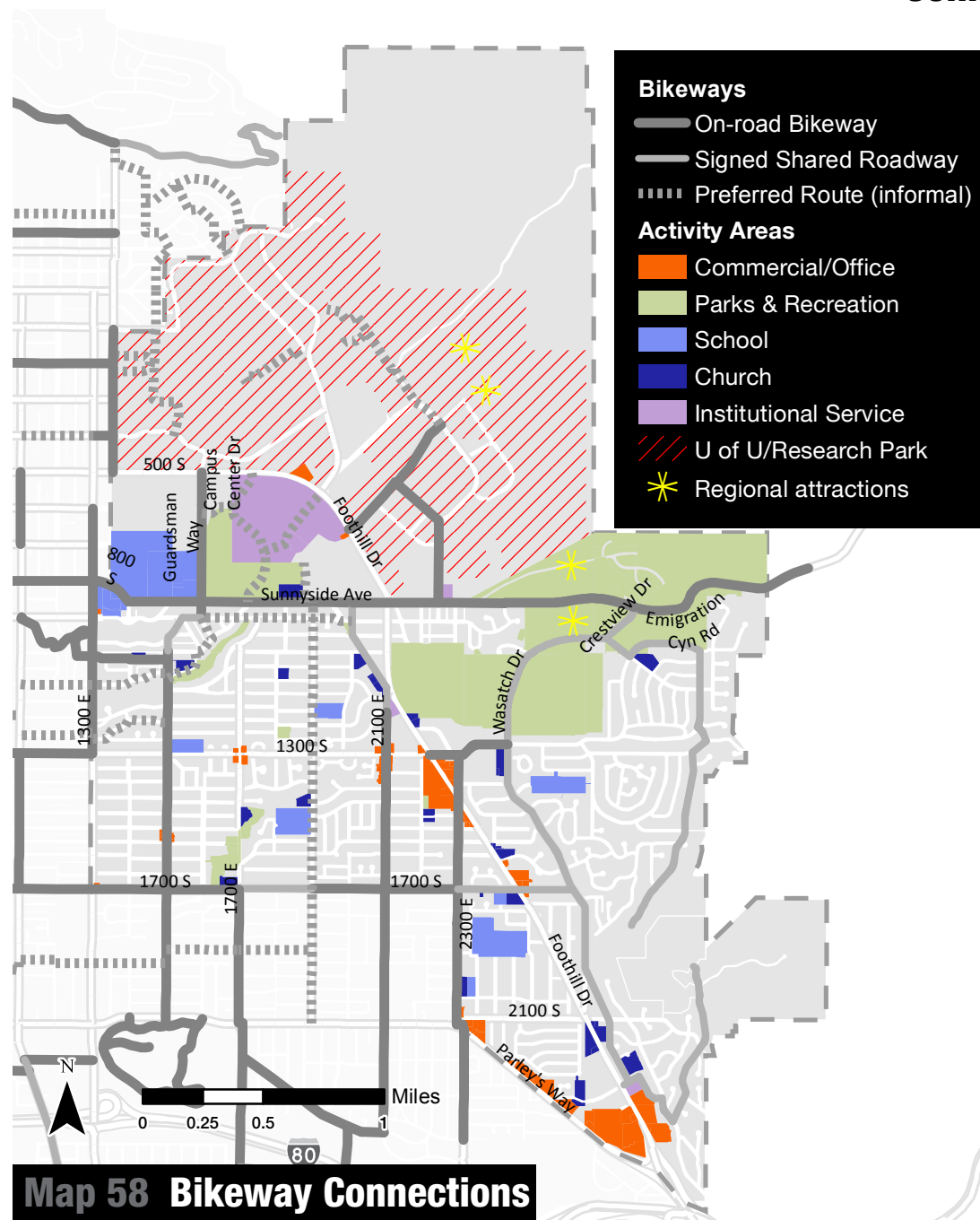
Connectivity



Activity Areas and Bikeways

There are many well used bike corridors within the East Bench, such as along 1500 East, 2100 East, and Wasatch Drive; however, there are deficiencies along some of the major streets that provide access to existing activity areas. There are no bike lanes located along 1300 South (within the East Bench community) that provide east-west connections to activity areas along that street and there is no direct bicycle access to the University of Utah and Research Park along Foothill Drive. The bike lane along Wasatch Drive provides access to this major activity center; however, Wasatch is longer and steeper. Although there are no bike lanes on Foothill Drive, there are routes that parallel the corridor with cross connections to the activity areas at the major intersections. It is vastly different along Parley's Way where there are no bike lane facilities along or near the corridor.

Another issue related to the existing bicycle lane facilities in the East Bench is related to their age of construction. Some of the existing bike lanes, notably in Research Park, are substandard in width according to current engineering standards.



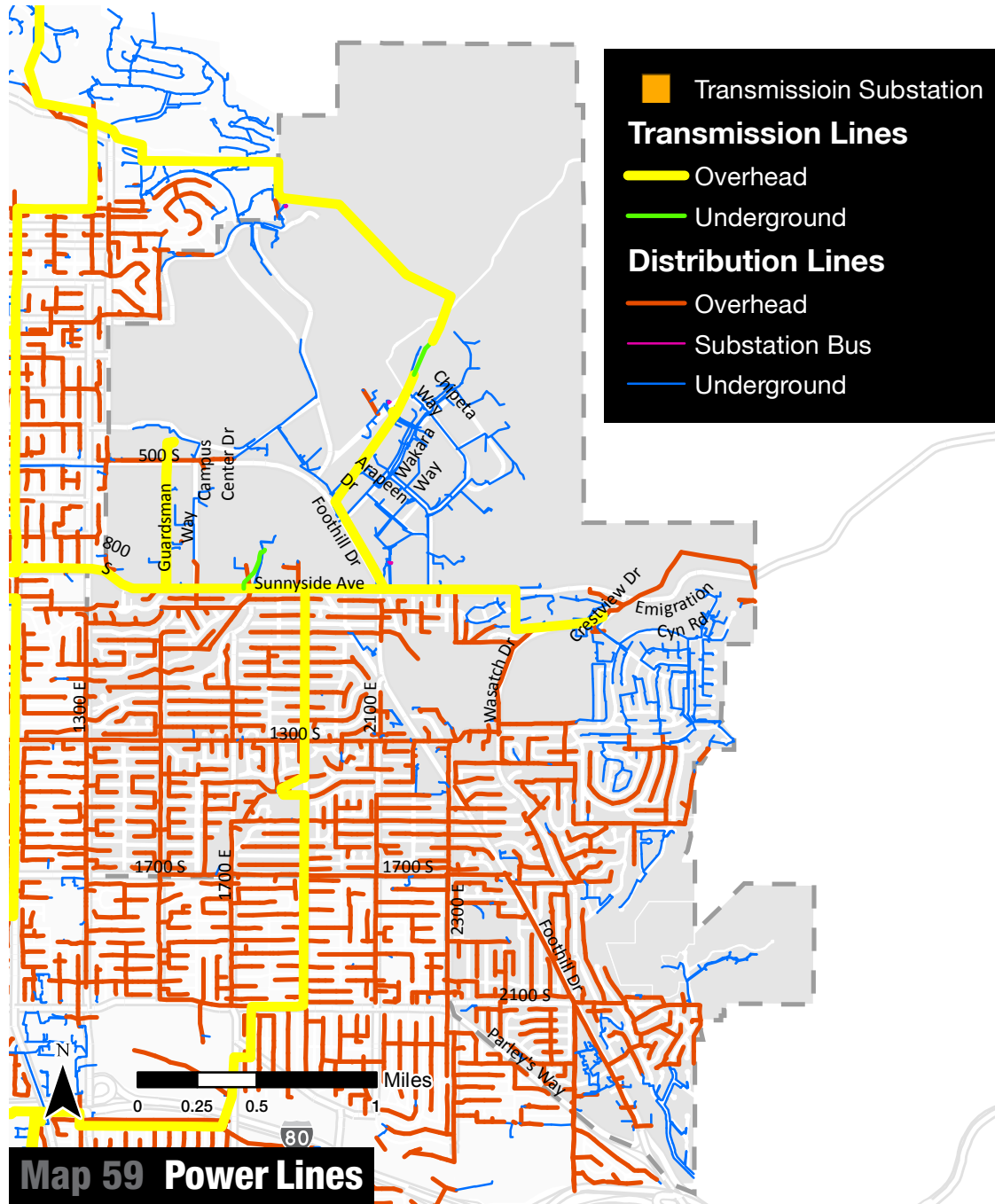


Infrastructure



PLACEHOLDER

Infrastructure



Electrical Infrastructure

Most of the East Bench is served by overhead power lines. Newer development on the eastern edge of the East Bench, as well as portions of the University of Utah, were built with underground power lines.

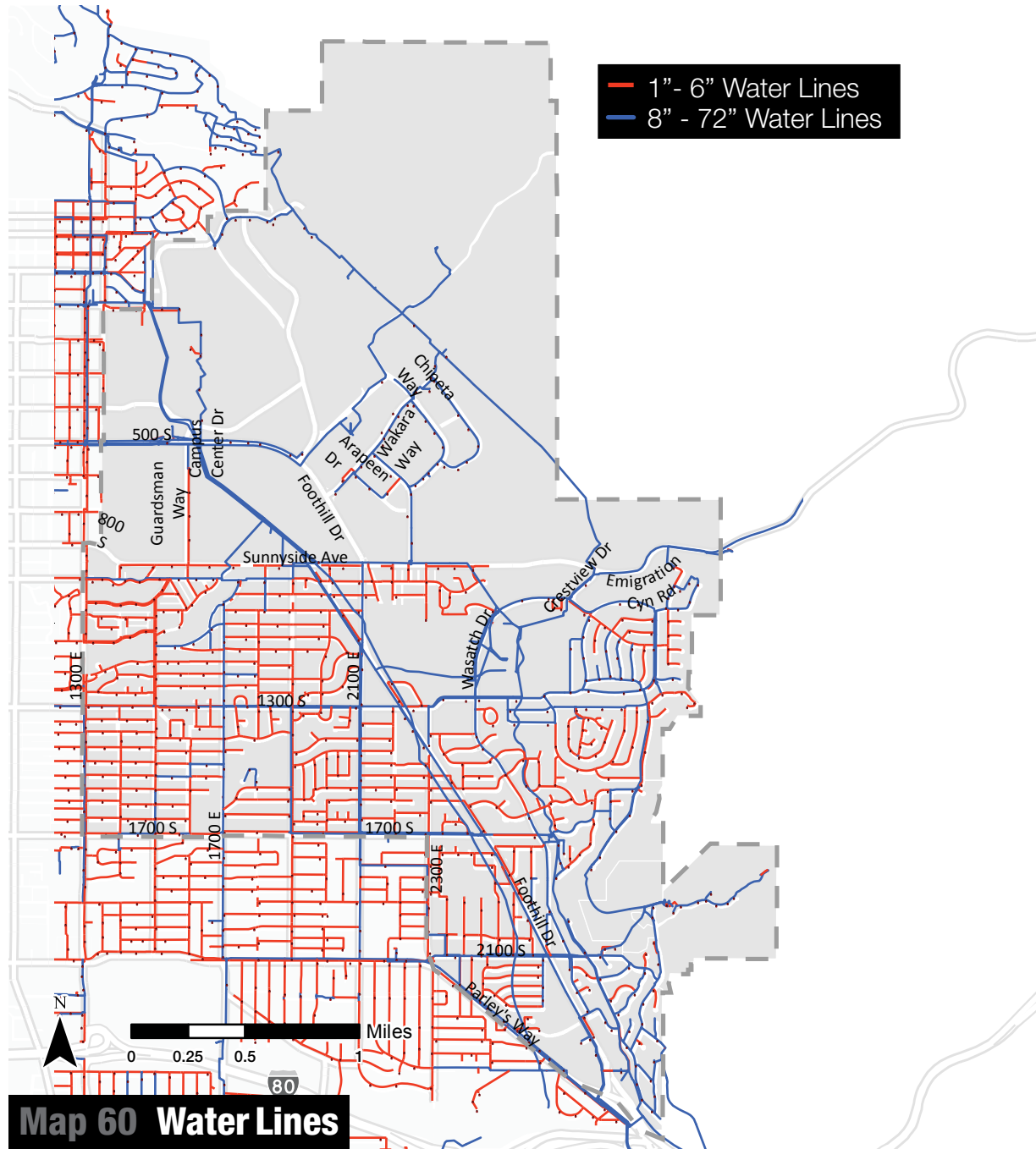
In 2010, Salt Lake County led a collaborative effort with local jurisdictions and Rocky Mountain Power to produce the Salt Lake County Electrical Plan and Local Planning Handbook titled “Powering Our Future.” The plan was developed using the Salt Lake County Cooperative Plan, Wasatch Choices for 2040 Vision, and population and employment projections from the Governor’s Office of Planning and Budget, and includes three elements:

1. A list of criteria for evaluating future substation and transmission sites;
2. A map of approximate preferred locations of future substations and transmission lines; and
3. A tool kit that includes general plan language for use by local governments to implement the facility siting plan in their respective jurisdictions.

The plan identifies two existing substations located within the East Bench as sites that can be expanded or converted to carry higher voltage. One of the two substations

is located on the University of Utah campus and the other is located adjacent to Clayton Middle School and the LDS church on 1900 East. The plan also identifies the power lines that feed these substations as “subject to change”, which means that they could be expanded, widened, upgraded, or removed. The plan does not show any new electrical power lines proposed within the East Bench community.

Infrastructure



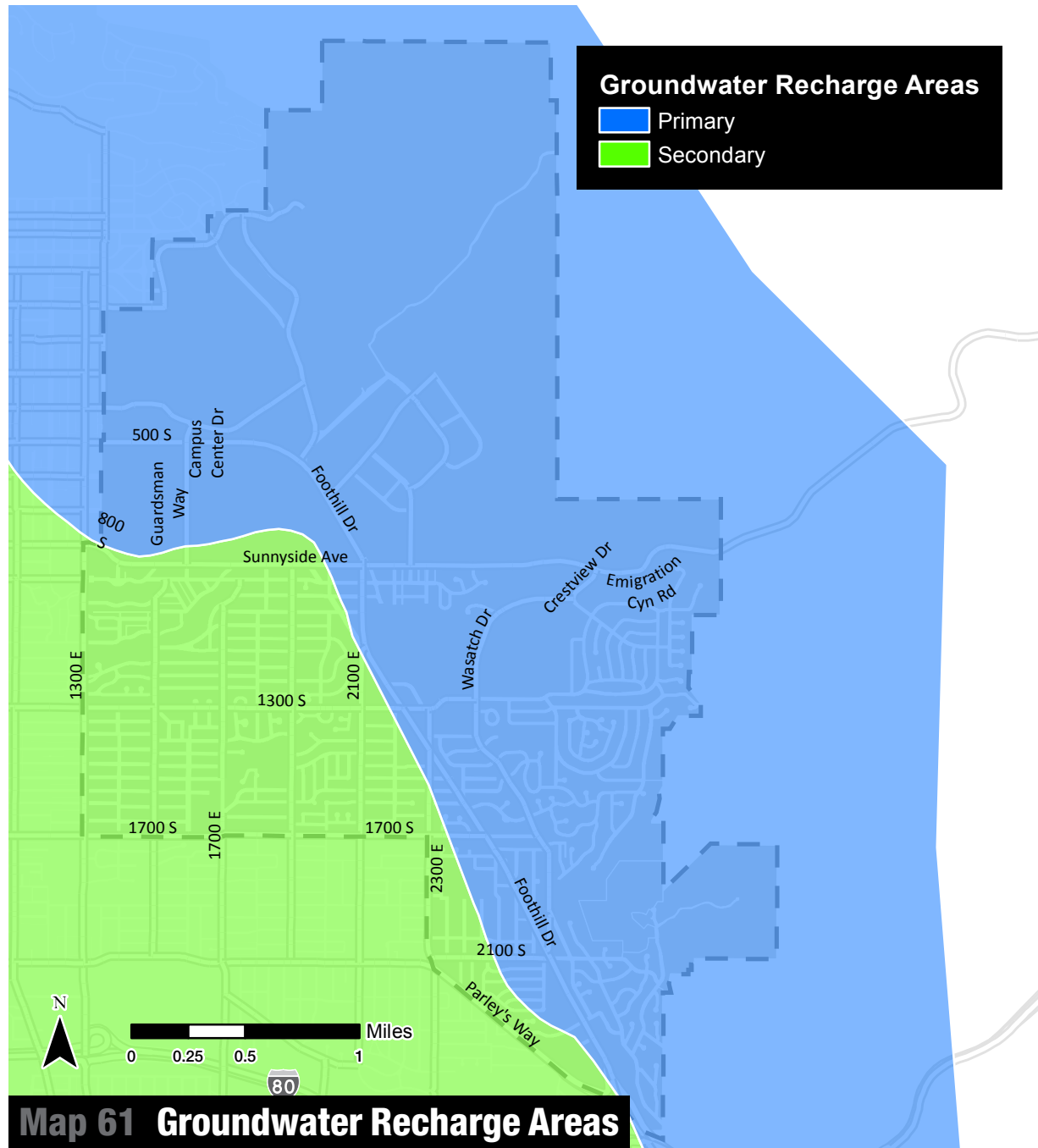
Water and Sewer

The East Bench has adequate infrastructure to serve its current water needs, however, any additional density or growth may necessitate water line upgrades.

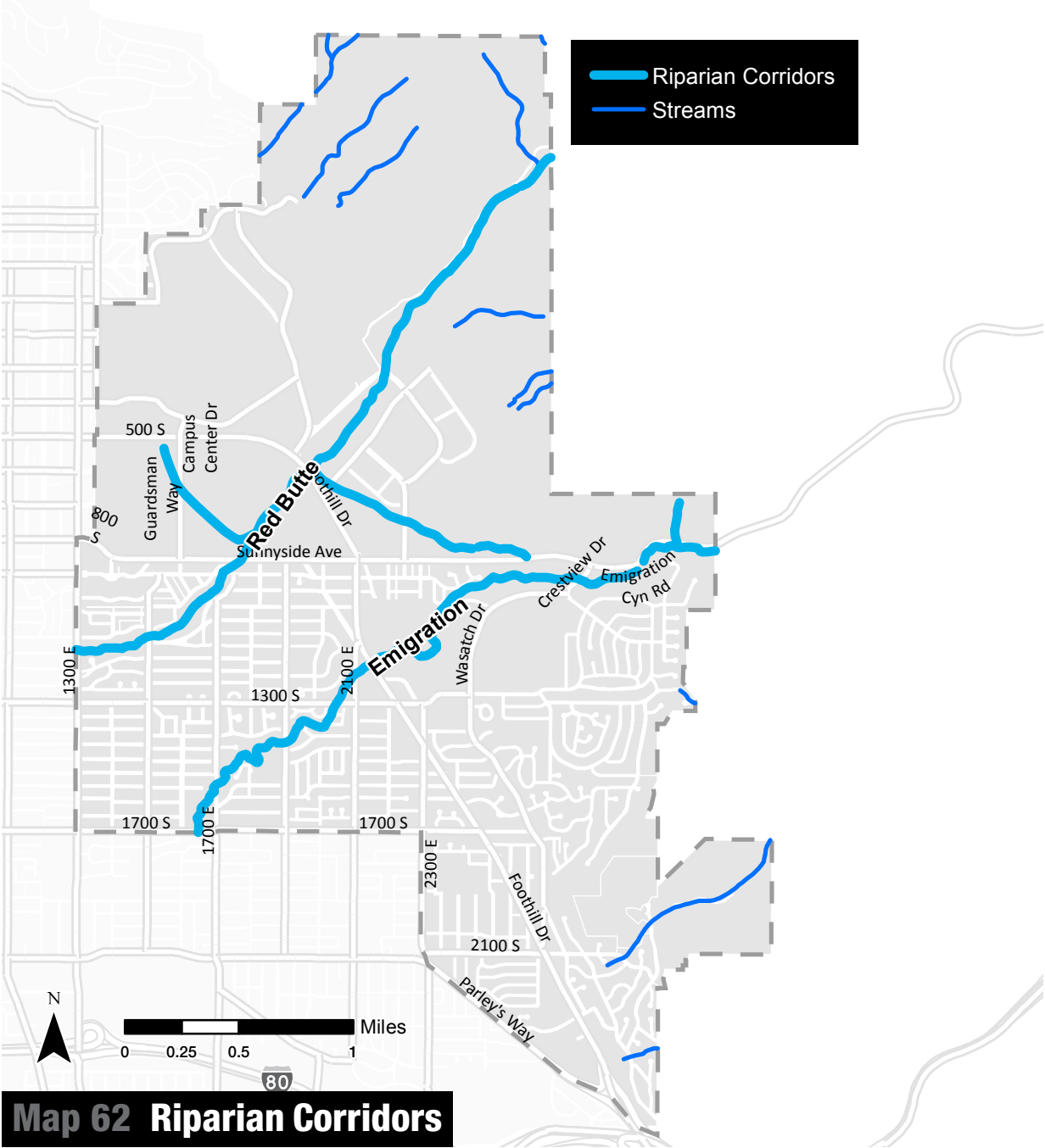
The residential neighborhoods located at the higher elevations east of Foothill have experienced occasional reductions in water pressure. Water pressure issues will have an impact on any future development east of the existing development line. (Source: Interview with Brad Stewart, Salt Lake City Department of Public Utilities, January 31, 2012)

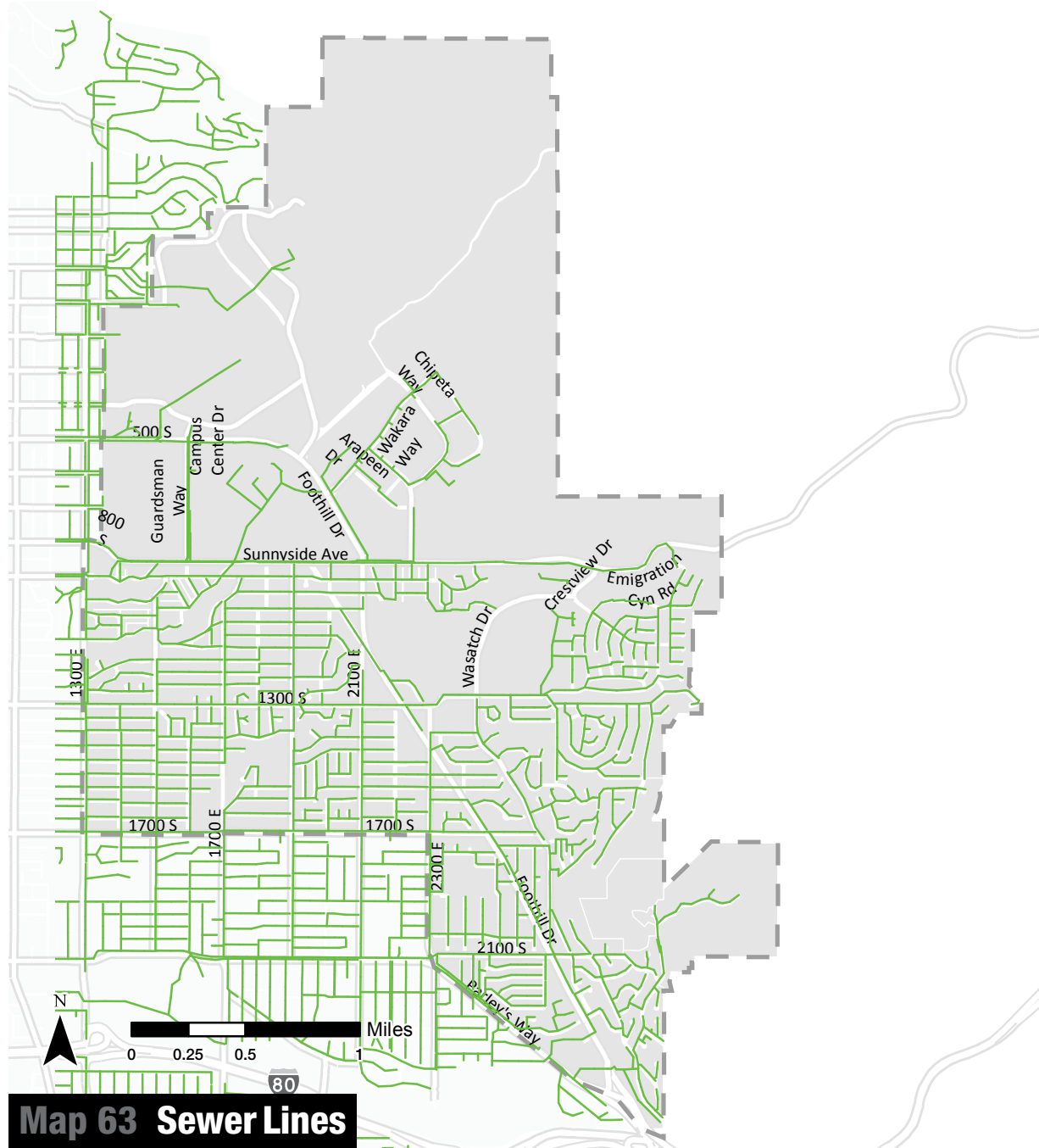
The University of Utah is dependent on City water and sewer lines and any new development in the University area will have an impact on existing infrastructure.

The East Bench is located in primary and secondary groundwater recharge areas. There are also wells in the area. Anything poured down drain or discharged through runoff could potentially impact the drinking water. Some private property improvements, such as heated driveways and geothermal heating systems could have negative consequences on drinking water if they are not installed properly or if they leak.



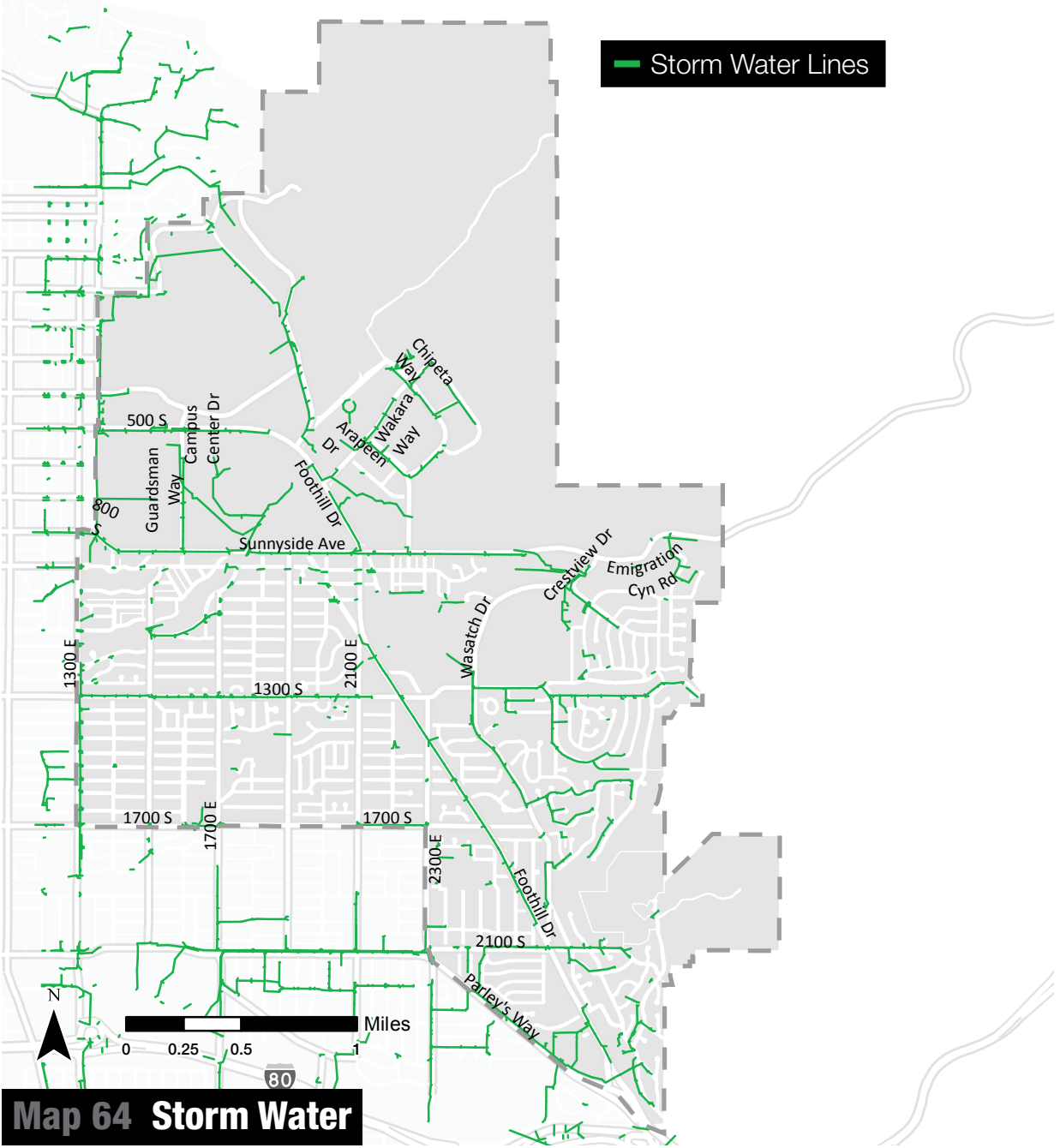
Infrastructure





Map 63 Sewer Lines

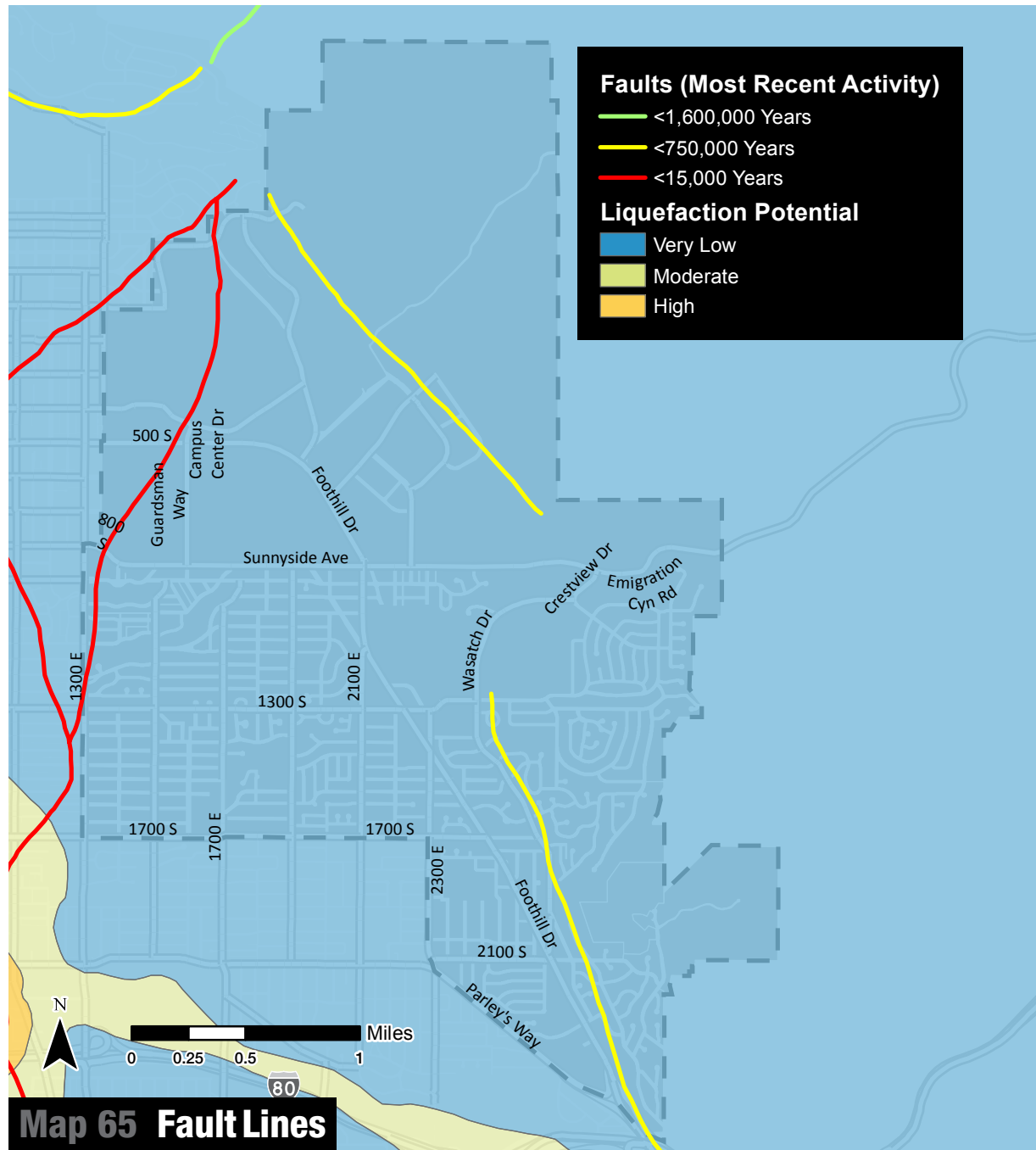
Infrastructure



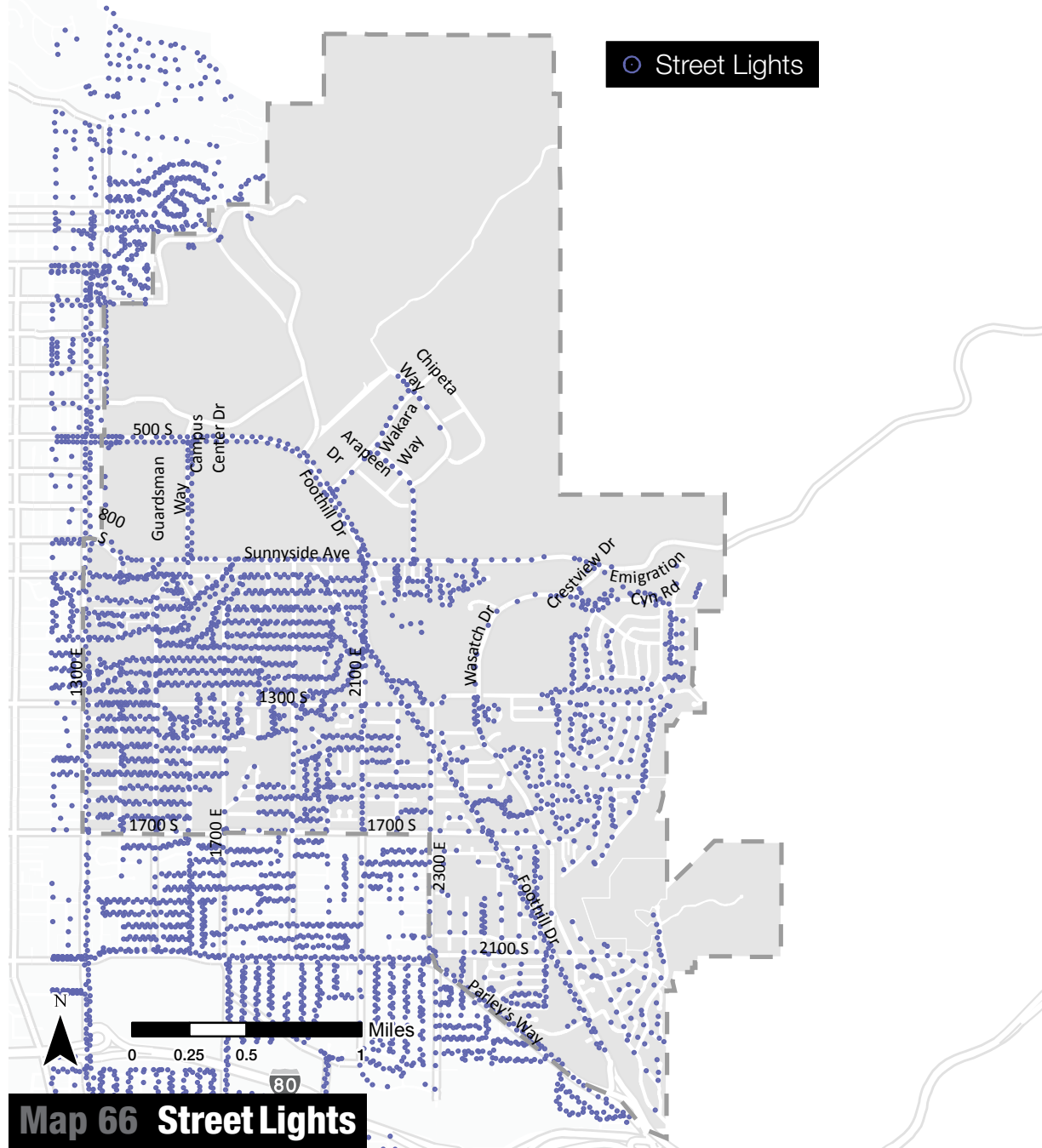
Fault Lines

The fault lines map shows the approximate location of fault lines in the East Bench area and the time period of their most recent activity. The only fault that has been active within the last 15,000 years in the East Bench is the Wasatch Front fault. A portion of this fault runs along 1300 East, with the remainder of the fault running through the University of Utah Campus. Fault lines don't necessarily preclude development but extra considerations must be made when building adjacent to them.

Earthquakes have the potential to cause sandy soils to liquefy, known as liquefaction. This can result in additional property damage due to buildings and other structures sinking or rising in the ground. The East Bench area has a very low liquefaction potential. Areas lower in the Salt Lake Valley tend to have a high risk of liquefaction during an earthquake.



Infrastructure

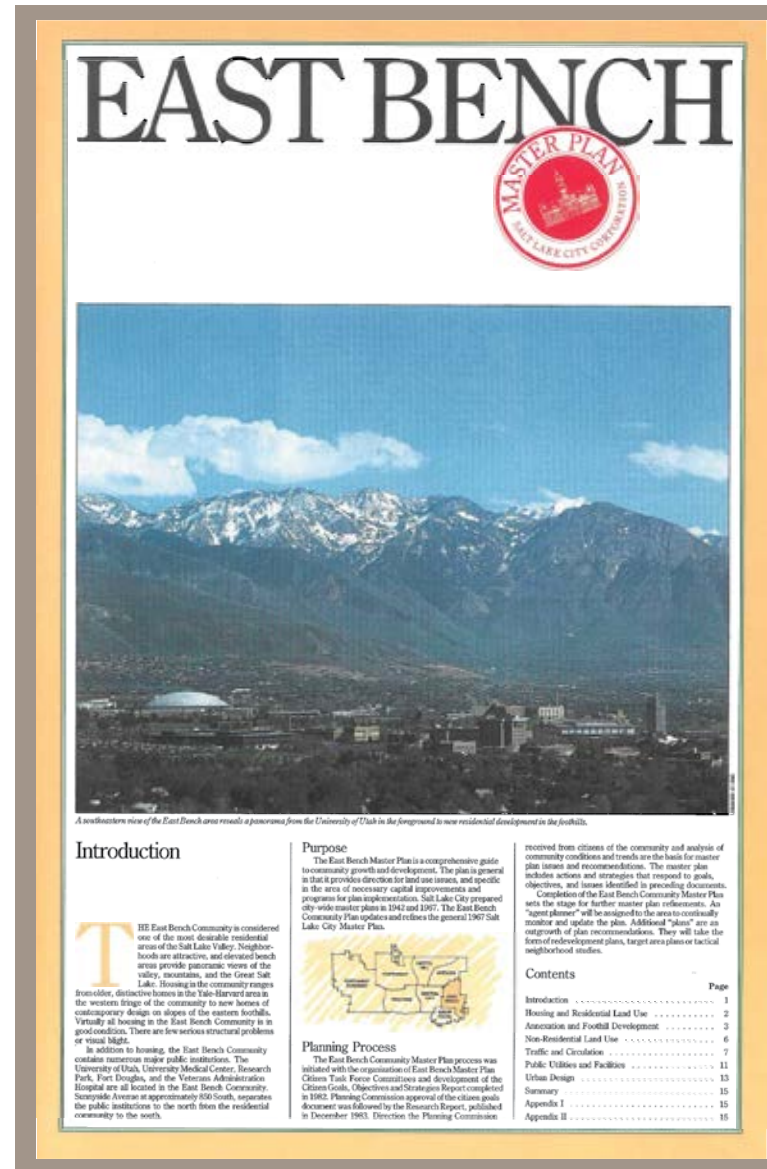


Street Lights

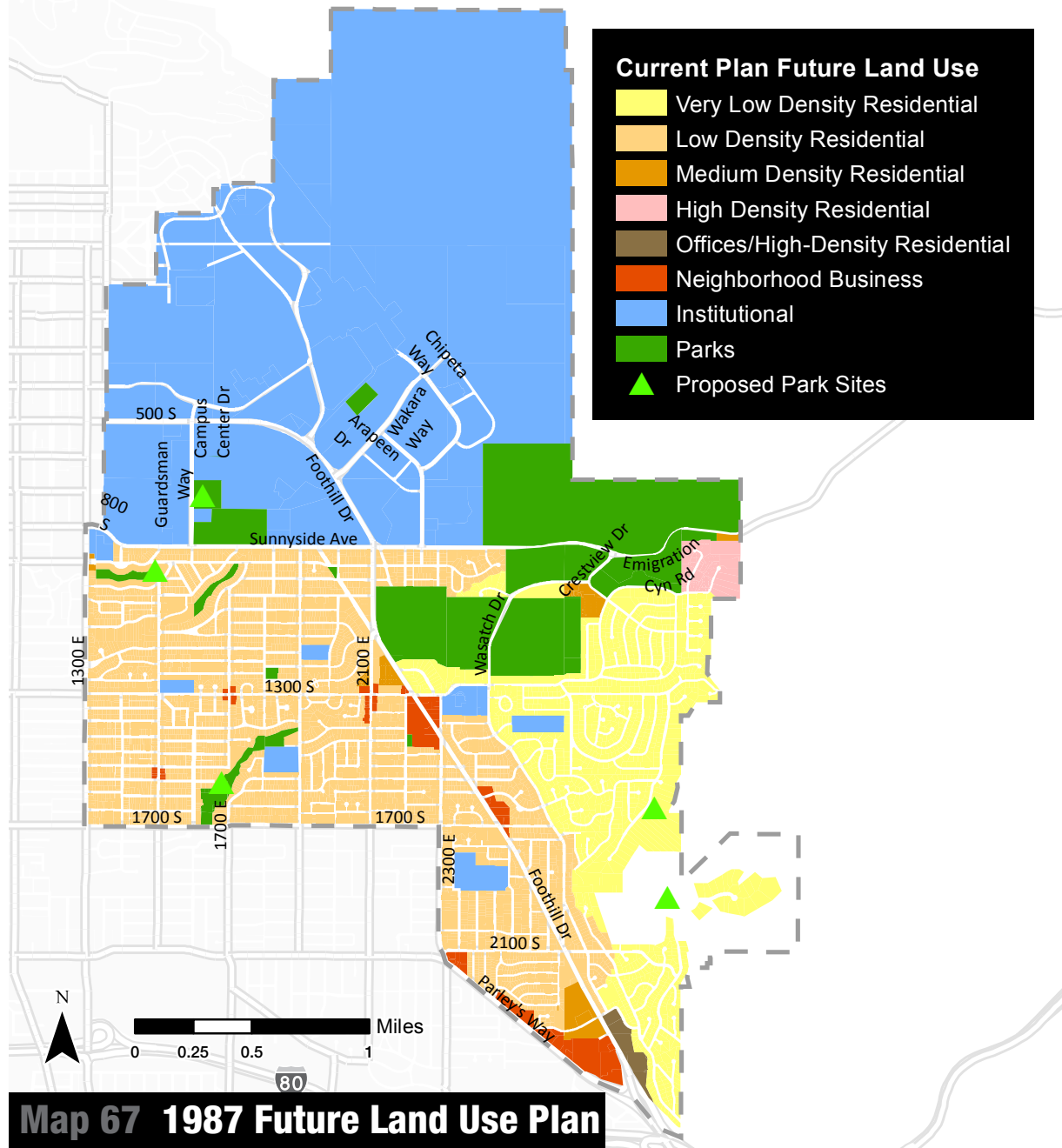
Some street lights in the City have been replaced with light emitting diode (LED) equivalents in the past few years. LED replacements use less energy and the light fixtures generally waste less light than old fixtures due to the way the newer fixtures focus light downward. The City currently converts whole sections of street lights to LED fixtures at a time, as opposed to converting individual lights.¹

¹ Street Light FAQ, <http://www.slcdocs.com/utilities/PDF%20Files/StreetLighting-FAQ%20.pdf>, Accessed 1/23/2014.





Existing Plan Policies



1987 Master Plan

The existing East Bench Plan was adopted in 1987 and provides policy direction and strategies that focus on the following topics:

- Housing and Residential Land Use;
- Annexation and Foothill Development;
- Non-Residential Land Use;
- Traffic and Circulation;
- Public Utilities and Facilities; and
- Urban Design

The plan also includes a land use plan in the form of a Future Land Use Map. The purpose of the East Bench planning process is to update the existing master plan; therefore, it is important to review the current plan to determine what is still relevant.

Future Land Use Map

Utah State Law requires that all city master plans contain a land use element that describes the long term goals and distribution of land for housing, commercial, agriculture, recreation, education, public uses, open space and any other land uses appropriate in the community. The distribution of future land uses that was adopted as part of the 1987 East Bench Master Plan is shown on the 1987 Future Land Use Plan map.

In 1995, the Salt Lake City undertook a complete revision to the Zoning Ordinance and created new zoning districts. The entire City was rezoned to reflect the new zoning classifications. The ordinance that changed the zoning throughout the City in 1995 stated that, “all existing master plans should be construed and interpreted to conform to the new Zoning Ordinance and Zoning Maps.” Essentially, the zoning map adopted in 1995 replaced the 1987 East Bench Future Land Use Map. This has created issues when reviewing new development projects within the East Bench to determine if they conform to the master plan because the text of the plan refers to antiquated zoning designations.

process to determine if they still reflect the vision and goals of the community.

Existing Policies and Strategies

The existing East Bench Master Plan is not structured in a way that clearly lists and separates policy direction from strategies and action items. The majority of the strategies were also not developed in a manner that provides a framework for measuring outcomes over time. The following pages provide a summary of goals, policies and strategies from the 1987 East Bench Master Plan. These should be reviewed through the master plan update

Existing Plan Policies

The following is a summary of the goals, policies and strategies from the 1987 East Bench Master Plan. This is a summary only. The East Bench plan document should be referred to for background information related to each summary point.

Annexation and Foothill Development

Planning Goal: Preserve the present unique scenic beauty, environmental habitat, recreational use, and accessibility of the Wasatch foothills, and ensure city control over foothill development in the East Bench Community.

Policies/Strategies:

Annexation Policy: In 1979 the Utah State Legislature established a policy on that grants municipalities a limited form of jurisdiction on new developments within one-half mile of their boundaries if the municipality has identified the area for expansion in an Annexation Policy Declaration.

- The City should amend its Annexation Policy Declaration to encompass the privately-owned East Bench foothills as the means of having control over future development proposals.
- Restrict urban development beyond the one-half-mile area (as defined in the state policy on annexation), to encompass all of the privately-owned foothill property. This could be accomplished through an inter-local agreement, under the State Inter-Local Cooperation Act.
- Seek an official agreement of resolution with the county to ensure that smaller residential developments will be referred to the city for annexation and development approval. Annexation should even be required for a single-family home. The county should not issue any building permits in this area. The city should refuse to provide water or sewer services to accommodate development of property outside city boundaries.

Future Development:

- For properties with development potential, the city should plan to either accommodate development, expand regulations to encompass aesthetic considerations as the means of precluding development, or acquire these properties for public open space.
- If any foothill properties develop, the city should either acquire title or obtain open space and vegetation easements over portions of the property exceeding 40 percent slope, as well as other undevelopable areas, such as ravines.
- The areas that have development potential should be limited to a maximum density of 4 units per gross acre or less as physical conditions dictate.
- Residents support public acquisition of properties in Spring Canyon and east of Benchmark, and suggest creating an East Bench Community Special Assessment District to acquire these areas if other funds are not available.
- The city should continue to pursue ordinances requiring park space dedication or funds in lieu of park space dedication as a requirement for all subdivision approvals.
- The city should require that money obtained from the sale of any city-owned foothill property go into a fund to acquire other foothill lands.
- The city should require that all subdivision and development plans include re-vegetation plans even if aesthetic issues are the

- only concern.
- Owners of foothill property should deed all undevelopable property to the city as a condition of approving the subdivision of developable portions of their property. Considerable tax incentives exist for such property donations.
- Areas that are considered undevelopable from a geologic standpoint should be preserved as natural foothill open space. The city should work with the state and federal governments to acquire privately-owned property for public open space and recreation purposes. If public acquisition is not possible, then having the land under city control through annexation and foothill zoning is next best.

Publicly-Owned Property:

- Public utility systems should be designed to accommodate approved subdivisions only. The city should not approve large lines designed to extend into undevelopable areas.
- Streets in foothill subdivisions should be designed to terminate in the subdivision rather than stubbed for extension into undevelopable areas.
- All public lands above present development lines along the Wasatch Front remain in public ownership, be undeveloped, and have public pedestrian access.
- Instigate an inter-local agreement among appropriate federal, state, and local government agencies to ensure that Salt Lake City has the first right to acquire any publicly-owned property that comes up for sale.

Recreation:

- Parks along the foothills should be designed as multi-purpose facilities intended to provide the following:
 - Parking and pedestrian access to foothill trails;
 - A public view area where panoramic views of the city can be enjoyed; and
 - A neighborhood recreation facility with a play field, picnic tables, playground equipment, etc. to help meet recreation needs for the immediate neighborhood.
- A Trails Element should be included in the Open Space Plan. The Open Space Plan will encompass the entire city including foothill areas in the East Bench, Avenues, and Capitol Hill Communities.
- Construct a foothill park in the area west of the city water tanks near Carrigan Canyon (preference location).
- Construct a foothill park along the east side of Devonshire Drive (secondary location).
- A “Mountain Recreation Area” designation should be established for all publicly-owned property on the Wasatch Front between Emigration and Parley’s Canyons. The city should take the lead in initiating communication between appropriate county, state and federal agencies to create the “recreation area” designation. The city must acquire and encourage dedication of property for this purpose.
- Trailhead access, including areas for public parking, should be provided in appropriate areas to facilitate public access to foothill trails.

Wildlife:

- Development in the foothill areas should improve compatibility between wildlife and foothill development through the use of

Existing Plan Policies

cluster homes to preserve larger open areas, consideration of vegetation types, deer grazing areas, and fencing.

Housing and Residential Land use

Planning Goal: Maintain and enhance the community's quality housing and residential neighborhoods.

Policies/Strategies:

- Eliminate impacts related to the conversion of single-family dwellings into duplexes where it is not appropriate or allowed by zoning through the following means:
 - Improve zoning and building code enforcement related to the illegal addition of dwelling units.
 - Change R-2 zoning to R-1 zoning where there is strong property owner support, the neighborhood is predominantly single-family, and the minimum lot sizes are 7,000 square feet.
 - Increase the minimum lot size requirement in the R-2 zone to 7,000 or 8,000 square feet and require a minimum usable open space requirement of 600 square feet in the rear yard.
 - Change the R-2 nomenclature to eliminate the perception that the addition of a dwelling unit to a single-family dwelling is a guaranteed right.
- Support multiple-family developments that will not harm the surrounding development and that accommodates projects that community residents endorse as being in the community's best interest.
- The Salt Lake City Housing Authority should seek ways to provide assisted housing in the East Bench community.
- Encourage closure of unused alleys to minimize nuisances in residential neighborhoods.

Some of the housing and residential land use policies and strategies are related to the zoning that was in place in when the plan was adopted in 1987. The City underwent a citywide zoning change in 1995, which effectively made many of the specific recommendations in the plan obsolete.

Non-Residential Land Use

Planning Goal: Provide for needed community services while minimizing the impact of non-residential land uses on the residential community.

Policies/Strategies:

Business/Commercial Uses:

- The city should not approve any zoning change that will result in the removal of homes.
- More efficient use of existing business properties is a preferred approach over rezoning residential properties.

Institutional Uses:

- Limit institutional growth in the University of Utah/ Research Park area to the capacity of 1300 East and Foothill Drive and other major streets serving these institutions.
- Explore options such as denying water and sewer service to these institutions if they refuse to cooperate with the city in its efforts to seek alternatives to the private automobile and to protect its residential neighborhoods from negative impacts associated with commuter traffic.
- Take an aggressive position in the pursuit of transportation alternatives that will reduce the volume of commuter traffic traveling through the city's residential neighborhoods.
- The University of Utah must continue to provide on-campus student housing.
- Major institutions must provide basic on-site services for employees such as a cafeteria or credit union as a means of reducing traffic and demand for additional retail property in surrounding residential neighborhoods.
- Maintain coordination committees with all the major institutions in the University area to stay abreast of their plans and improvement proposals.
- Establish a city policy of not accepting any state proposal to acquire additional rights-of-way to widen 1300 East, Foothill Drive, or any other street in the East Bench Community.
- The City must take strong action whenever necessary to preserve the integrity of significant public facilities, such as Fort Douglas.

Energy:

- Advertise and support energy conservation techniques such as car-pooling, home insulation, site design, etc.
- Help remove barriers to wise energy use by proposing bicycle paths and by modifying building regulations which unnecessarily constrain solar energy or earth structures, etc.
- Require energy efficiency in new and rehabilitated housing which employs public funds.
- Work with residents interested in constructing greenhouses, solar panels, and other energy efficiency systems.

Existing Plan Policies

Traffic and Circulation

Planning Goal: Maintain an efficient circulation system that minimizes traffic volumes on local streets.

Policies/Strategies:

Foothill Drive

- Restrict additional commercial frontage and higher density residential development on Foothill Drive.
- Stagger work hours at major employment centers downtown and at the University complex to avoid peak-hour congestion on Foothill Drive.
- The city and the state should consider closing vehicular access from some local streets to Foothill Drive, particularly, Laurelhurst and 2600 East.
- Property acquisition along Foothill Drive for street widening is strongly discouraged.
- Increase enforcement of traffic and parking regulations on Foothill Drive.
- Include curb, gutter and sidewalk improvements as a part of all street improvement projects.
- Widen the street pavement to create additional lanes to the extent possible without acquiring property (left turn lanes are specifically desirable).
- Connect Foothill traffic signals to city computer system.
- Eliminate on-street parking where necessary to clear a peak-hour lane.
- Construct center medians where possible to reduce the potential for left hand turns on Foothill Drive south of 2100 South thereby improving both traffic flows and traffic safety in this area.
- Include a street tree and parking strip landscaping program with all future street improvement projects.
- The city should approach the state to see if elevated medians could be constructed; at least at major intersections.
- A pedestrian overpass or underpass should be considered if additional traffic lanes are developed. Aesthetic and safety issues must be addressed if an overpass or underpass is considered.

1300 East

- Stringently enforce traffic and parking ordinances along 1300 East.
- Property acquisition along 1300 East Street for street widening is strongly discouraged.
- Eliminate on-street parking, at least during peak traffic hours; so that two full lanes of traffic can function in each direction.
- Stringently enforce traffic and parking ordinances.
- Modify critical intersections to accommodate improved traffic flow.
- Change traffic direction in one lane during peak hours to increase the street's capacity (reversible lane).

Sunnyside Avenue

- Sunnyside Avenue should continue to function as access to the major institutions and as an arterial to the downtown area from East Bench.
- Restricting on-street parking, widening streets for turn lanes at intersections, and other strategies will help improve traffic flow on collector streets.
- The city should consider either an underpass or overpass to facilitate pedestrian access between the park and the adjacent residential neighborhood subject to resolving aesthetic and safety issues.

-

Parley's Way

- The City should plant street trees, develop a center median, and enforce parking strip landscaping ordinances on Parley's Way.

Local Streets

- Curb, gutter, and sidewalk should be constructed through the Bonneville golf course along Wasatch Drive.
- A parking lot is needed to serve the baseball fields along Wasatch Drive near the Bonneville golf course.

Transit

- Bus stops in travel lanes on major streets should be eliminated whenever possible. Bus stops should be located in parking lanes, or curb and gutter should be recessed to create a bus bay so that buses do not block traffic when stopping.
- Mass transit must be given more attention in the future. Solutions other than the private automobile must be pursued as alternatives to expanding highways through established residential neighborhoods.

Pedestrian Circulation

- New sidewalks on streets that lack sidewalks, as identified in the East Bench Master Plan Research Report, should be top priority projects.

Existing Plan Policies

Public Utilities and Facilities

Planning Goal: Provide and maintain adequate and functional street, storm drainage, public utility, park, and public safety systems

Policies/Strategies:

Parks & Recreation

- As a general policy, the city should acquire park sites as soon as possible after determining their suitability. The city should consider establishing a land-banking program wherein funds could be held for property acquisition of this type.
- Require foothill trail access and trailhead facilities are designed into each new development at appropriate locations.
- The city should provide all possible support and assistance in planning and assessing the feasibility of a recreation facility, and pursuing possible funding sources (referring to the need of a public swimming pool or other type of indoor recreation facility).
- The city should work with adjacent neighborhoods to determine the desirability and feasibility of developing two or three small parks.
- The city should consider establishing a land-banking program wherein funds could be held for property acquisition for parks.
- The city should negotiate with the Board of Education to obtain public access to all outdoor school facilities on off-school hours, weekends, and during the summer for organized youth sports as well as individual activities.

Streets and Street Facilities

- The streets identified in the East Bench Master Plan Research Report that lack curb and gutter should be given high improvement priority.
- The city must require developers to mitigate all possible problems relating to geologic conditions even if the potential for problems is remote.

Water Projects

- Public pedestrian access to the St. Mary's Reservoir in Spring Canyon is desirable and should be pursued in the future if an opportunity for obtaining public access ever arises.

Fire

- The city must require developers to install adequate fire protection in areas where the fire potential is high. Fire hydrants, fire breaks, water sprinkling systems, and fire resistant roofing requirements should be considered to provide the needed protection.

Public Schools

- The city strongly encourages the Board of Education to maintain school properties for future schools or other public use.

Urban Design

Planning Goal: Enhance the visual and aesthetic qualities and create a sense of visual unity within the community

Policies/Strategies:

Natural Character

- Permit planned unit developments (PUD's) where units maybe clustered and open space maximized. The PUD approach should not be viewed as a means of increasing density.
- Utilize non-reflective glass and building materials to lessen glare and color contrast.
- Keep cuts and fills to a minimum. Natural vegetation should be preserved, and structures should be tucked into hill-sides rather than perched on knolls and other prominent, visible areas. Location and height of foothill development should be such that development blends into natural features to the extent possible.
- Require that foothill trail access and trailhead facilities, such as off-street parking and garbage receptacles, are designed into each new development at appropriate locations.
- The city and county should increase enforcement and prosecution efforts regarding off-road vehicles in the foothills.
- The subdivision ordinance must be re-evaluated with regards to view protection.
- The city should adopt a policy of maintaining ownership of presently owned gullies, such as Miller Park, and keep them in their natural state for public recreation use.

Existing Plan Policies

Residential Character

- Conditions may warrant creating a conservation or historic district in the Harvard-Yale area where the city would review all new buildings, additions, or alterations for compatibility with established neighborhood character.
- Other than the Harvard-Yale area, the city should not impose restrictive design guidelines on residential development. The city could work with neighborhood groups concerned with design by providing technical assistance in developing neighborhood design guidelines, and disseminating information to property owners as a means of encouraging good design. Such guidelines should not be too detailed or restrictive and would not be mandatory.

Commercial Character

- The city should require that properties be improved to at least meet minimum landscaping, parking and vehicular access standards as a condition when issuing any building permit.
- The city should initiate a design theme program to help businesses create district identities.
- The city should consider an ordinance that requires rear facade materials and design to match the front.
- The city should work with business owners to develop sign guidelines as part of creating an East Bench business design theme.

Public Facilities

- Foothill Drive and Parley's Way should have parkstrip improvements. Shrubs and trees should also be included in right-of-way landscaping along these major streets.
- The city should consider landscaped center medians on Parley's Way.

Gateway View/Information Center

- A gateway center should be located near the entrance to the city where panoramic views of the city and valley can be enjoyed. A location near the mouth of Parley's Canyon is ideal.

Compatibility Considerations for New Multi-Family or Business Uses

Planning Goal: Proposals to change zoning for new multi-family residential, or business uses should be evaluated with the following considerations:

- Proponents must demonstrate that any zoning change is clearly justified by the substantive provisions of this master plan.
- There must be a demonstrated need for the new multiple-family/business proposal and documented community support. Property owners must address the issue of housing/business need in the whole city perspective and why the proposed site is the best location with regard to the best interest of the community and city.
- Property must be on a street that can handle the additional traffic.
- The site must be large enough for adequate open space and parking without overcrowding the lot.
- Multiple-family/business projects must be of a density, scale and design that will not negatively impact neighboring residential properties.
- Multiple-family units should not develop in areas with strong low density character. Multiple-unit structures should be combined with, or be adjacent to non-residential activities such as retail centers, parks, and schools.
- Zoning should not be changed to accommodate a new business unless it is adjacent to an existing business.
- “Spot or strip” zoning to accommodate new businesses is strongly discouraged.
- New businesses should be designed to be a logical extension of adjacent businesses, maintaining complimentary building design and landscaping motifs.



Appendix



FOOTHILL DRIVE

CORRIDOR STUDY

summary of recommendations

Intro

The following is a summary of the recommendations stated in the Foothill Drive Corridor Study that was completed in July 2008. The purpose of this document is to provide a foundation for further discussions regarding the Foothill Drive planning effort.

The **Foothill Drive Corridor Study** was a joint effort of the Wasatch Front Regional Council (WFRC), the Utah Department of Transportation (UDOT), the Utah Transit Authority (UTA), Salt Lake City and the University of Utah, and was managed by a steering Committee of those agencies.

The project activities included the analysis of current and future transportation needs, the evaluation of potential impacts to transportation demand caused by future changes in land use along Foothill Drive and the identification of opportunities for future visions of the corridor.

During the initial phases of the study, several common themes emerged and became the foundation for further development of improvement alternatives. These included:

- Minimize vehicle traffic growth with the use of transit and other higher occupancy modes.
- A multi-modal approach is desired with a balanced strategy of traffic management, transit improvements and neighborhood amenities.
- Foothill Drive has an important regional transportation role, serving both vehicle traffic and regional transit services.
- Improved transit service is an important future strategy, but should extend beyond the corridor, connecting the University and Research Park destinations with multiple origins.
- There is a strong desire to make the corridor more visually appealing by improving the pedestrian experience with uniform sidewalks and attractive landscaping. Pedestrian use and safety would be enhanced with improved sidewalks, crosswalks, medians and lighting
- There is support for limited widening (within the existing right-of-way to the extent possible), primarily for transit, sidewalks and the improved look of the corridor – traffic should be managed using the existing vehicle lanes plus limited intersection improvements.

Implementation of the recommended improvements on Foothill Drive should occur in a phased manner. Initially, more modest actions would establish the foundation for the subsequent longer term upgrades. For example, programs that expand transit and rideshare use are needed to allow the later success of the proposed Bus/HOV Lane. Following are the key proposed near and longer term actions with the primary responsible agencies.

NEAR TERM:

- Increase commuter express transit service and expand TDM efforts (UTA and University of Utah).
- Investigate traffic improvements at Sunnyside and implement preferred improvements (UDOT).
- Improve pedestrian safety at intersections (City).
- Develop design for addition of Bus/HOV Lanes, including a plan for adequate roadway capacity and addressing sidewalk and landscape improvements (UDOT and City).
- Design plans for bicycle path through Bonneville Golf Course (City).

LONGER TERM:

- Implement Bus/HOV Lanes and related roadway improvements (UDOT).
- Improve sidewalks and add landscaping in conjunction with Bus/HOV Lane (UDOT and City).
- Construct new bike path through Bonneville golf course (City).

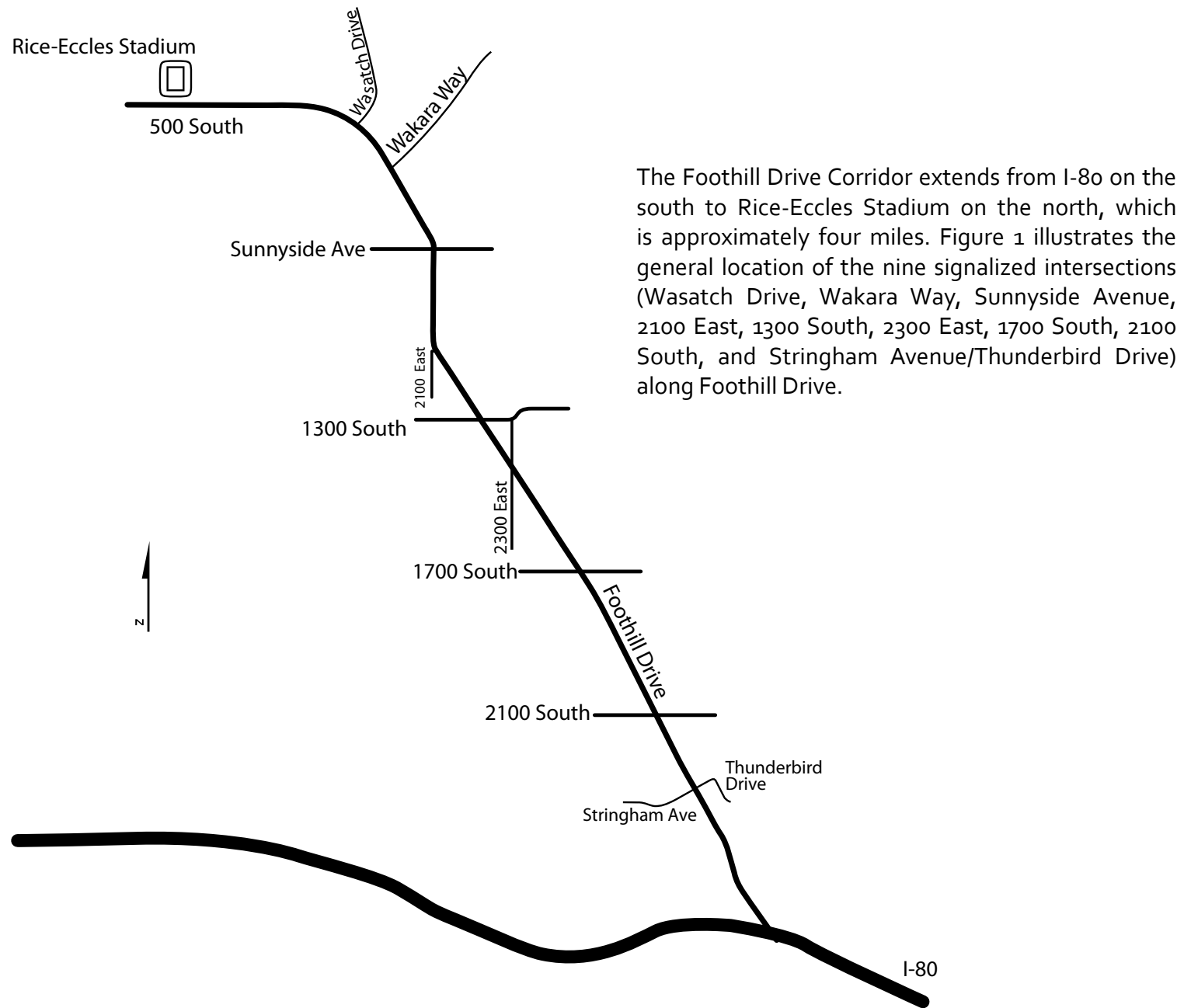


Figure 1

PEDESTRIAN

NEEDS

The community has expressed interest in better streetscape and landscaping provisions to improve the quality and attractiveness of the corridor. The current narrow sidewalks and the two-way left turn lane constrain opportunities for improvement. Pedestrian movement along the corridor is relatively low, due in part to the poor condition of the sidewalks (narrow, uneven, no traffic buffer). Other issues include the need for improved pedestrian crossings of Foothill Drive at intersections and wider areas for snow removal.

There is potential to establish a better streetscape environment with wider sidewalks and a park strip buffer area. Space for a wider sidewalk exists within the corridor cross-section, but may require trade-offs with turn lanes and added lanes (or require additional right-of-way, at intersections for example).



RECOMMENDATIONS

- Improved and widened sidewalks offer the best strategy to improve the pedestrian environment and add landscaping. Sidewalk improvements would provide a more level and safe walkway and a landscaped buffer from traffic.
- Sidewalk improvements can be pursued in conjunction with the addition of the Bus/HOV Lane. In some areas, narrower lanes or elimination of the median turn lane could provide space for the wider sidewalks. In other areas, minor right-of-way acquisition may be required.
- In some locations south of 2300 East, there are opportunities to add a landscaped median replacing the turn lane in areas with limited need for left turns.
- Improved pedestrian crossings of Foothill Drive can be addressed by adding countdown timers at key locations and reviewing pedestrian signal timing.
- A preliminary design study is needed to determine the specific roadway design, lane configuration and right-of-way needs. This study would look at parking, turning, driveway access, pedestrian volumes and other traffic issues on a block-by-block basis.



Landscaped Median



Countdown Timer

BICYCLE

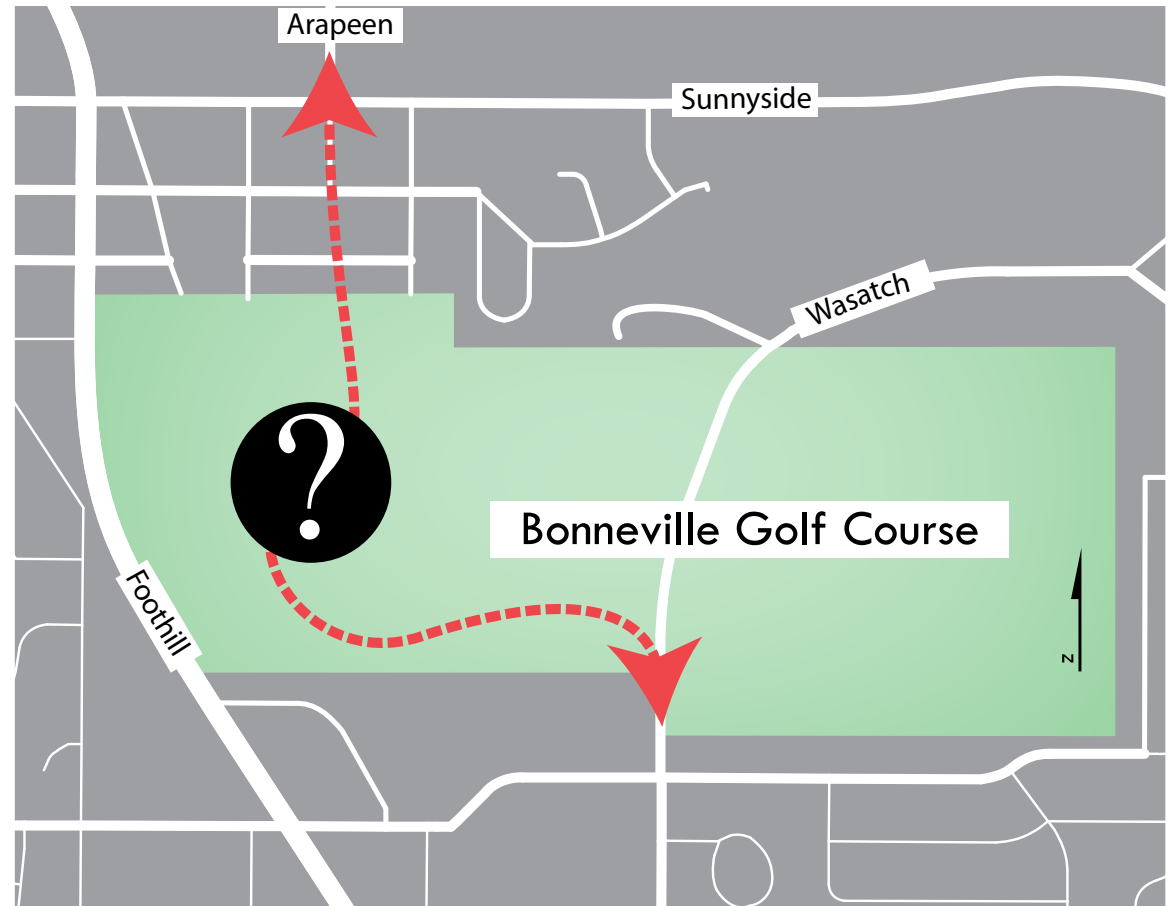
NEEDS

There are no current designated or planned bicycle lanes on Foothill Drive and cyclists are discouraged from using Foothill due to high traffic volumes and speeds (primarily a peak period issue). Alternative bicycle routes in the corridor are encouraged. They include 2100 East and 2300 East (both marked bike lanes). There is also a designated bicycle route along Wasatch Drive. This route is part of the Bonneville Shoreline Trail and is classified as a signed shared roadway.

This trail remains nearly parallel to Foothill Drive until 1300 South where it heads east and thus is currently not a good alternative for travel to the University area. This route includes a shared use path on the south end of the corridor (running on the east side of Foothill from Thunderbird Drive) connecting to the Bonneville Shoreline Trail. A recently completed bicycle/pedestrian bridge over I-215 just south of I-80 has extended this trail.

RECOMMENDATIONS

- Continued emphasis on parallel bicycle routes with improvements is recommended.
- Extend shared use path north to intersect with Wasatch Drive at Broadmore St.
- Construct a new bicycle path through the Bonneville Golf Course to connect Wasatch Drive with the existing bicycle lanes on Sunnyside and Arapeen (providing a more direct route to Research Park and the University).



Bonneville Golf Course Bicycle Path Shortcut

TRANSIT

NEEDS

There is relatively low transit demand for trips having both an origin and destination in the Foothill Drive corridor due to the current land use pattern, the limited level of local transit service and the relatively poor condition of transit facilities (stops, waiting areas).

The corridor primarily serves regional trips to and from the University and Research Park. These transit services are reasonably effective, but there is not currently a high level of transit service. The University has a strong and effective program to encourage transit usage.

Transit travel times on Foothill Drive in the peak are relatively slow due to peak period auto congestion and there are no current provisions for transit priority. The regional nature of the corridor makes it a long range candidate for higher capacity transit (BRT or LRT) as an element of the regional plan.

RECOMMENDATIONS

- Near to mid-term transit improvements should give priority to improved commuter express service (Fast Bus) – adding new lines (including potential service from Park City) and increasing the number of peak trips and adding mid-day service to the current Fast Bus routes (354 and 313).
- A second, lower priority would be more frequent local service (15 minute frequency) as demand warrants.
- Shorter, peak period travel times on Foothill Drive are desirable and would increase transit usage. A peak bus or bus/HOV lane, combined with Transit Signal Priority, would best achieve higher speeds and reduced travel times.
- Bus stops along Foothill Drive should be improved in conjunction with sidewalk and streetscape upgrades. Priorities should be better, ADA compliant boarding areas, improved lighting and new benches. Shelters should be considered at some stops if warranted by future growth in ridership.
- Bus Rapid Transit in the Foothill Drive corridor is a potential longer range strategy if developed as part of a regional service extending south of I-80 and/or north to downtown Salt Lake.



Bus Rapid Transit

ROADWAY

NEEDS

Traffic demand and delays are greatest (now and in 2030) at Foothill Drive and Sunnyside Avenue. Intersection improvements and added capacity at that location would have the greatest benefit in improving traffic conditions.

Foothill was identified as a candidate for Managed Lanes (UDOT Managed Lane Study) based in part on the high peak directional traffic split (80/20 in the AM and 70/30 in the PM). Development of managed (reversible) lanes in the corridor has the potential to improve peak direction capacity without requiring additional right-of-way. Left turn movements are not high along the corridor, but are important for access to businesses and adjacent neighborhoods and should be retained for the most part.

The Bus/HOV Lane option, in combination with Sunnyside Avenue improvements, appears to have the greatest benefit in terms of reducing delays and encouraging alternative modes.

RECOMMENDATIONS

- Priority should be given to near term improvements at Sunnyside Avenue in order to mitigate current and future peak traffic impacts. The most effective traffic improvements appear to be the addition of a third left turn lane on Sunnyside and providing northbound and eastbound right turn overlap phases. A “Michigan Left” or a Continuous Flow Intersection (CFI) design for handling left turns should also be investigated further (See Appendix C in Foothill Drive Corridor Study Final Report for more information).
- For the longer term, a peak period, peak direction Bus/HOV Lane is recommended, to be developed in conjunction with expanded transit service and TDM efforts at the University and Research Park.
- The limits of the Bus/HOV Lane should extend from I-80 to north of Sunnyside Avenue as needed for operational effectiveness (PM southbound lane may need to extend further north (e.g. Wasatch Drive) due to the length of the traffic queue). Establishment of the Bus/HOV Lane would vary in the two Foothill segments:
 - North of 2300 East – the existing peak direction curb lane would be converted to Bus/HOV use only in the peak period.
 - South of 2300 East – a new, peak period Bus/HOV Lane would be constructed, reverting to a general purpose lane in the off-peak.
- Additional peak direction capacity (particularly at Sunnyside) is needed to support the establishment of the Bus/HOV Lane. The development of Managed Lanes should be further explored as a potential complement to the Bus/HOV Lane and a strategy to avoid or minimize right-of-way impacts.

POTENTIAL ROADWAY CROSS-SECTION

This cross-section illustrates a potential modification of Foothill to provide bus/HOV lanes along with additional sidewalk and landscape upgrades, while retaining the lane for turn movements in most locations.

