

East Central Community Small Area Master Plan

Master Plan Recommendations

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Background

The area surrounding the "9th and 9th" neighborhood business district has generated increased development interest commercially and residentially. Pressure to expand the business uses, and at the same time maintain the residential neighborhood quality of the area have grown. Salt Lake City recognizes the importance and vitality of both uses and wishes to develop a master plan which maintains and enhances the quality and stability of both in a complementary way.

Early in 1992, Smith's Food and Drug approached Salt Lake City with ideas about expansion that called for pushing out the front of the store an additional 15-18 (approx.) feet to accommodate reconfiguration of the check out areas and to add employee lounge space. The grocery store also took their expansion ideas to the Executive Committee of the East Central Community Council and to City Council Representative, Tom Godfrey. Together, it was determined that a small area master plan which comprehensively addressed the whole area was appropriate. Since that time, Rowland Hall St. Marks School has developed plans to expand the building and add a parking lot; development plans and ideas have surface for the two corners on 900 South and 1100 East; and other property owners have expressed views about what they would like to happen to their own properties and other property in the area.

The East Central Community Small Area Master Plan Consultant Team which included land use planners, an economist and a traffic and transportation engineer was selected to prepare a Master Plan within 90 days. The East Central Small Area Master Plan was jointly funded by the East Central Community Council, Smith's Food and Drug, and Salt Lake City.

Goals of the Plan

Based on the Issues and Concerns identified during the public process, the following Goals of the Plan guide development of the Plan Recommendations.

- **Maintain and preserve residential neighborhood integrity and a sense of security and safety within the neighborhood.**
- **Maintain and preserve a viable commercial business district within the neighborhood.**
- **Establish a business neighborhood identity that has as its focus the commercial business district and which is supportive and reflective of aesthetic interests in the neighborhood.**
- **Resolve conflicts between residential and other land uses, and between various transportation, parking, and service requirements.**

Analysis of Existing Conditions

The Consultant Team completed a land use analysis, a market evaluation, and a traffic and parking analysis. The intent was to understand existing conditions in the 9th and 9th Neighborhood area.

Land Use Analysis

All of the land uses in the study area were mapped. The study area includes approximately 800 East to 1100 East Streets, and 800 South to 955 South Streets, although land uses were mapped for an area at least one block beyond the boundaries mentioned. Existing land uses are illustrated on Figure 1.

The primary core of the Business District is focused on 900 South between approximately 850 East (Windsor Street) and 1000 East Streets. It also extends along the north side of 900 South to 1100 East, and along 800 South between 800 East and 900 East. These areas also include some residential properties. Table 1 summarizes the commercial land uses in the area. Other land uses in the neighborhood include Rowland Hall St. Marks School, UP&L Substation, Salt Lake City Fire Station, office, warehouse, low density residential and church.

Table 1
East Central Small Area Master Plan
Summary of Commercial Land Uses*

Land Use	Number of Businesses	Approximate Square Footage
Grocery/Convenience Stores	2	65,700
Other Food Stores	7	12,350
Clothing & Accessories	5	7,300
Home Furnishings	3	3,600
Home Appliance/Music	3	4,400
Building Materials/Hardware	2	3,375
Automotive	1	3,000
Hobbies/Special Interest	1	1,700
Gift/Specialty	4	6,200
Drug/Sundries	1	3,250
Other Retail	7	14,250
Personal Services	9	11,575
TOTAL ESTIMATED COMMERCIAL	45	136,700

*Approximate square footage based on measurements taken from aerial photography. These estimates have not been measured in the field.

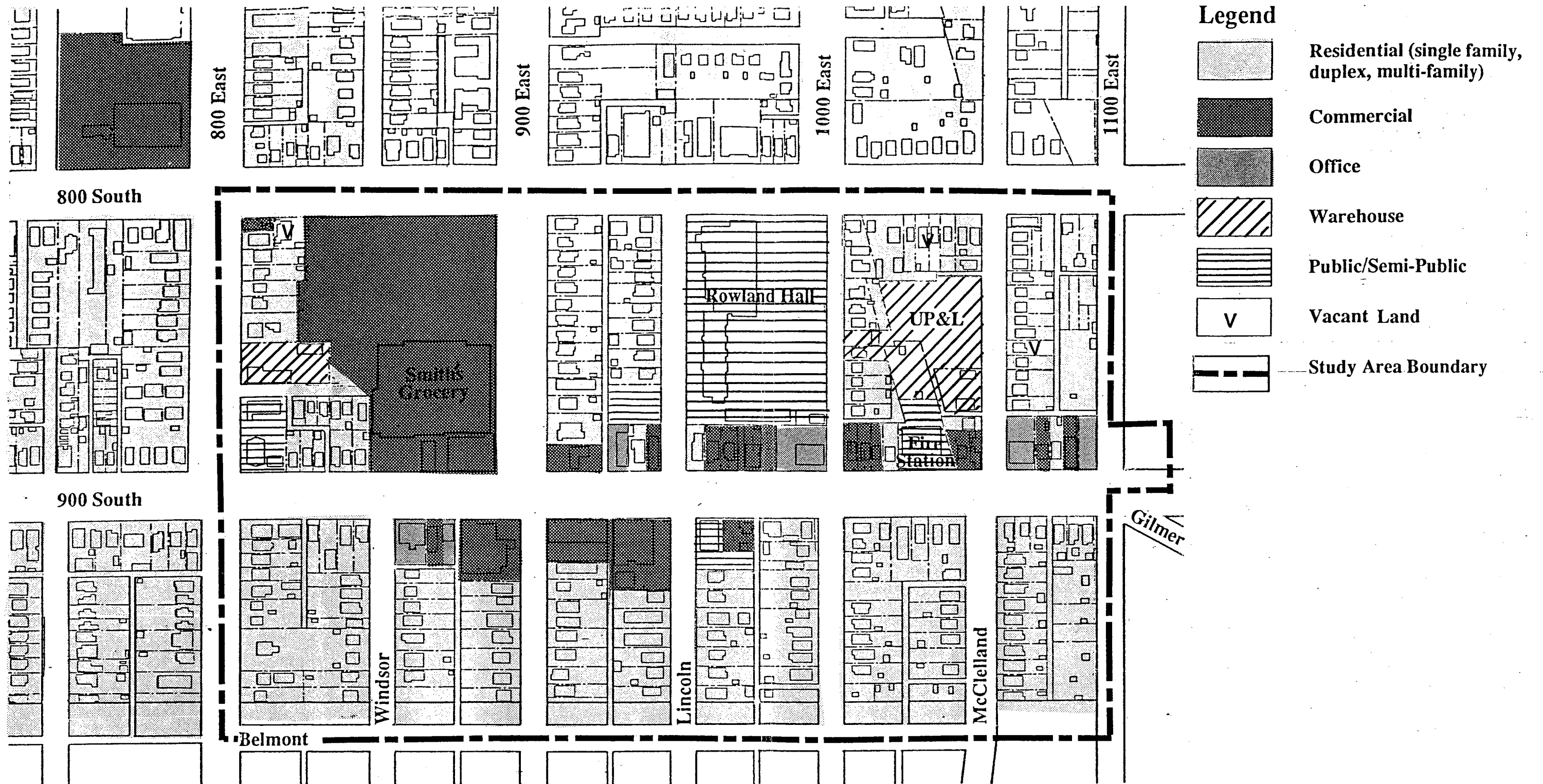


Figure 1.
Existing Land Use Map

**East Central Community
Small Area Master Plan**

Market Analysis

Local direct sales information from Salt Lake County and demographic information for the trade area within the one-mile radius surrounding the 9th and 9th commercial area were analyzed to determine the amount of retail square footage which could be supported by the immediate trade area. Table 2 analyzes the demographics of the trade area by zip code and traffic zone.

Based on this analysis and the application of industry standards for sales per gross square foot of various types of retail uses and assumed "capture rates", per person expenditures in the trade area were estimated. This analysis is illustrated in Table 3. The analysis indicates that the market will support additional commercial space in the study area. However, because of the strong desires of the community to retain residential uses

Table 2
East Central City Small Area Master Plan
Demographic Summary of Trade Area

Zip Code	Traffic Zone	Population	Total Dwelling Units	Multifamily & Trailer Units	Total Employment	Avg Household Income
84102	1073	890	576	534	2,489	\$16,213
84102	1074	1,756	1,032	881	1,320	\$19,217
84102	1075	904	536	422	59	\$20,347
84102	1076	692	333	257	849	\$16,561
84102	1080	2,632	1,351	1,097	115	\$23,102
84102	1081	1,228	585	234	838	\$26,388
84102	1082	984	505	363	1,635	\$18,692
84102	1083	1,805	929	588	1,041	\$19,943
84102	1085	2,481	1,158	790	250	\$19,417
84105	1093	1,614	727	376	325	\$25,271
84105	1094	1,533	687	291	198	\$29,643
84105	1095	1,320	470	152	95	\$49,783
84105	1096	1,526	588	185	172	\$49,565
84105	1106	1,454	633	120	151	\$32,633
84105	1107	1,484	646	234	213	\$27,096
84105	1108	1,476	709	343	371	\$23,466
84105	1109	1,267	588	175	340	\$26,143
84105	1110	1,359	577	165	275	\$26,507
84108	1097	1,272	517	96	71	\$43,985
84111	1084	425	288	237	3,798	\$14,849
84111	1091	1,440	685	299	149	\$28,483
84111	1092	0	0	0	35	\$25,588
84113	1078	1,715	591	591	1,831	\$16,851
84113	1079	79	1	0	145	\$11,404
TOTAL		31,335	14,712	8,430	16,765	\$25,464

Notes: Trade area extends roughly from 400 South to 1700 South and 300 East to 1600 East.

Source: Wasatch Front Regional Council

Table 3
East Central City Small Area Master Plan
Supportable Square Footage Analysis

Retail Category	Total 1990 Salt Lake Co. Sales	Salt Lake Co. Est Sales Per Household	Est. Total Trade Area Supportable Sq. Footage	Estimated Study Area Capture Rate	Estimated Study Area Supportable Sq. Feet
Grocery Stores	\$772,217,819	\$3,208	117,312	75.0%	87,984
Other Food Stores	\$44,616,320	\$185	11,848	50.0%	5,924
Convenience Stores	\$129,452,330	\$538	18,489	80.0%	14,791
Misc Apparel and Accessory	\$39,116,920	\$163	13,507	5.0%	675
Furniture and Home Furnishings	\$188,067,795	\$781	83,224	5.0%	4,161
Home Appliance/Music	\$41,020,526	\$170	12,437	10.0%	1,244
Building Materials/Hardware Stores	\$64,083,237	\$266	18,983	10.0%	1,898
Auto and Home Supply	\$85,860,936	\$357	30,907	20.0%	6,181
Sporting Goods and Bicycles	\$101,513,021	\$422	26,824	5.0%	1,341
Gifts/Specialty	\$103,873,440	\$432	40,041	15.0%	6,006
Retail Drug & Proprietary	\$33,444,159	\$139	8,372	25.0%	2,093
Other Retail	\$98,306,752	\$408	42,433	20.0%	8,487
Personal Services	\$40,096,538	\$167	18,492	25.0%	4,623
Total					145,409

Source: Wikstrom Economic & Planning Consultants, Inc., Utah State Tax Commission, Urban Land Institute.

in the area, an expansion of the commercial district to meet the projected demand in this area is not recommended. The data suggest that the commercial area has the potential for long term vitality.

Traffic and Parking Analysis

Street Capacity: Actual traffic count data was received for 800 South, 900 South, and 900 East Streets. These four lane roadways, at an average speed of 30 miles per hour, have a capacity per lane of approximately 800 cars for a Level of Service "C". A 40-mile-per-hour speed limit is not recommended; however, at that speed the capacity increases to about 1,100 cars per hour. Level of Service "C" means there may be moderate delays during peak hours, but the roadway still

maintains adequate service. Current traffic count information shows that none of these roads is near this volume of use. With no improvements in the roads, their capacity can meet peak needs through year 2010 according to projections by the Wasatch Front Regional Council. Figure 2 illustrates the streets' designations, their projected use in 2010, actual directional counts, off-street and on-street parking counts, and the year during which the data was collected.

Capacity of roadways is less of a problem than traffic conflicts within the neighborhood and particularly in the commercial area. Conflicts between automobiles, service and delivery trucks, pedestrians, and bicycles is a serious concern of the neighborhood that must be resolved in order to relieve congestion and increase safety in the area.

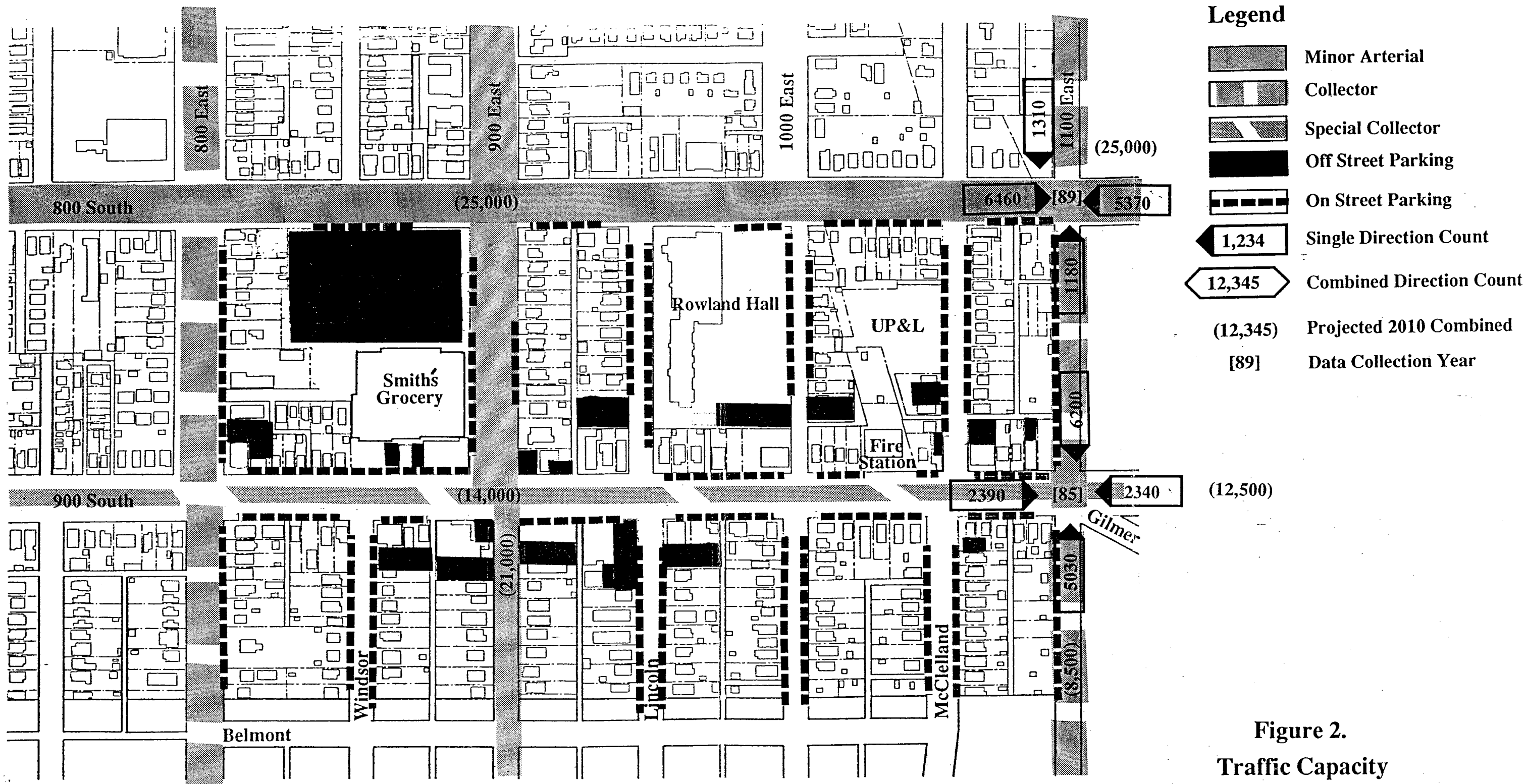


Figure 2.
Traffic Capacity
and
Parking Analysis

East Central Community
Small Area Master Plan

Parking Capacity: The existing parking in the study area includes 677 off-street commercial parking spaces and 458 on-street parking spaces. This number is adequate for the amount of commercial and residential use in the area. Currently, the off-street parking lots are underutilized, and

competition for on-street parking exists between residential and commercial uses, and between residential uses and Rowland Hall St. Marks School. Table 4 summarizes the on-street and off-street parking currently existing in the area.

Table 4
East Central Small Area Master Plan
Parking Summary

On-Street Parking				Off-Street Parking		
Street	Location	Side	Spaces	Block	Location	Spaces
800 South	8th-9th East	South	20	8th-9th So.		
	9th-10th East	South	15	8th-9th Ea.	Smith's Food	387
	10th-11th East	South	17		Church	32
900 South	8th-9th East	North	31	9th-10th Ea.	Center Parking	17
		South	20		SW Corner	23
	9th-10th East	North	29	SE Corner	24	
		South	31	University Pet	7	
	10th-11th East	North	21	9th-10th So.	Music Store	6
800 East	8th-9th South	East	22	8th-9th Ea.	925 South	8
	9th-Belmont Ave.	East	21		NW Corner	10
900 East	8th-9th South	East	4	9th-10th Ea.	Eldress Sales	9
		West	16		Morris/Olympus	17
	9th-Belmont Ave.	East	0		Dry Cleaner	5
		West	0			
Lincoln St.	8th-9th South	East	27	10th-11th Ea.	NW Corner	23
		West	13	8th-9th So.	Nature Body	38
	9th-Belmont Ave.	East	14		Head Start	28
		West	10			
1000 East	8th-9th South	East	18	9th-10th Ea.	SW Corner	10
		West	29		Ultimate Vacations	5
	9th-Belmont Ave.	East	17		SE Corner	2
		West	19	9th-Belmont	SE Cor. McClelland	13
1100 East	8th-9th South	West	21		SE Corner	8
	9th-Belmont Ave.	West	20		Utah Nurses Assoc.	5
Total			458	677		

Summary Analysis

Even though the market analysis indicates that additional commercial square footage is supportable in the trade area, large increases in commercial land use are not complementary to or compatible with preservation of the residential neighborhood.

Traffic and parking congestion and conflicts are evident particularly in the commercial areas, around Smith's Food and Drug, and in the vicinity of Rowland Hall St. Marks School. In the interest of public safety and neighborhood quality, these must be resolved. While the roadway and parking space analysis indicates there is room for commercial expansion, the perception of congestion and conflict is heightened because of the mixture of trucks, automobiles, and pedestrians; the customer parking and service delivery needs of the businesses; the commuters traveling through the area to other parts of the City; and the neighborhood's desire to maintain a safe pedestrian environment.

The nature of these issues suggest that physical requirements, the arrangement of land uses, and management and policy changes will play a large role in forming the Plan.

Public Participation

When the project began, a Management Committee was established to give direction to the Consultant Team. A Steering Committee was established to review the project at important points and help assure that the plan represents neighborhood needs. The Management Committee included four representatives from the Community Council and four representatives from businesses in the area, as well as City Staff and the Consultant Team. The Steering Committee included all of the Management Committee and additional representatives from all of those interests. The Management Committee met at approximately two week intervals during the 90 day planning effort. The Steering Committee meetings were held in con-

junction with Neighborhood Meetings which were open to the public.

Scoping Meeting and Management Committee Meetings: Identification of Issues and Concerns

On September 23, 1992, the first Neighborhood Meeting was held at Rowland Hall. The intent of this meeting and previous Management Committee meetings was to hear the overall concerns of the neighborhood so that they could be addressed in the Small Area Master Plan. Comments, issues, and concerns were recorded during the meeting and later mailed to those who attended.

An analysis of the comments received during the Scoping Meeting revealed several areas where there is apparent consensus among neighborhood interests, and other areas where there is much disagreement.

The 9th and 9th Business District: Neighborhood residents generally agree that the 9th and 9th business district is an asset to the neighborhood. They are generally supportive of the uses, find them convenient, and enjoy the services provided in close proximity to their residences. They favor the "Neighborhood Commercial" concept which they view as small and supportive of the neighborhood. The neighborhood does not want the area to develop into a "strip mall" or to sprawl beyond its current boundaries; although additional neighborhood business uses such as cafes and coffee shops, and neighborhood services such as a wine store and hardware store were mentioned as desirable. Conflicts between commercial, grocery, residential, other uses, and the nuisances that are attracted to or are an inherent part of the use are a major concern to the residents.

Of particular concern to the residents and some of the smaller businesses in the area is the service dock at Smith's Food and Drug. Its current location and its small size make it difficult to function properly. Efforts to mitigate the visual impact of

the dock area along 900 South with screening and fencing have created a condition that is desirable to transients, vagrants, and activities that are a nuisance to the neighborhood. It also causes delivery trucks to be backed up along 900 South and to protrude into the roadway while making deliveries and maneuvering. While Smith's Food and Drug has made several management improvements by trying to schedule deliveries and monitor activities in the dock area; there are still problems that the neighborhood finds objectionable.

The 9th and 9th Residential Neighborhood: Neighborhood residents and business interests alike desire to protect residential areas from degradation and changes in land use. Incentives to encourage residential upgrades are desired, and single family and duplex residential uses are preferred over four plex and larger residential development. The need for affordable housing in these kinds of dwelling units is important to the neighborhood.

The 9th and 9th Neighborhood Character: The Business District serves as a focus or center for the residential neighborhood. Creating a "Town Center" or "Neighborhood Center" which establishes a character to the area and which provides for streetscape enhancements such as trees, planter boxes, sidewalk improvements, street furnishings, and landscape are desired by most of the neighborhood. The aesthetics of the neighborhood environment is important in establishing this quality to the business district.

Parking and Traffic: Parking in the immediate vicinity of the Business District and Rowland Hall St. Marks School are the biggest concerns. Business uses want more parking for their patrons, while residential uses wish to restrict parking because they have difficulty parking at their homes. Traffic was generally perceived as too congested, and exacerbated by many conflicts between pedestrians, automobiles, services vehicles, bicycles, and delivery trucks.

As mentioned in the traffic and parking analysis, actual capacity - the number of vehicles on the roadways - has not been reached, and will be adequate, according to projections, through the year 2010. However, this neighborhood is a major crossroads of several heavily traveled roadways including 900 East and 800 South. Most of the traffic generated is external in nature, it is traveling through the area to other parts of the city. Therefore congestion on these streets becomes an issue affecting a much larger area than the neighborhood or the commercial area.

The East Central Community Council Traffic Committee has prepared a statement of goals regarding traffic on 900 East which suggests that travel lanes be reduced and speed limits be enforced. Their concern is for the safety of pedestrians in a pedestrian oriented business district and residential neighborhood, and the need to accommodate the travel needs of many who do not live in the neighborhood and whose safety is not jeopardized because of the traffic.

At the same time, Salt Lake City is involved in a traffic study of 1300 East and 900 East in an effort to resolve similar conflicts in residential neighborhoods. It is important that the safety of area residents and shoppers is not sacrificed or compromised in the overall transportation planning for the area.

Other Issues and Concerns: In spite of the general support for the business uses in the neighborhood, residents are concerned about traffic conflicts and congestion particularly related to service docks, as well as the nuisance of night time use and noise, litter and poor lighting. Businesses are also viewed as contributing to other social problems occurring in the neighborhood including crime, drugs, gangs, graffiti, and the presence of transient and homeless people.

Alternatives Evaluation Meeting:

Land Use and Policy Options

On October 20, 1992, four alternatives generated by the Management Committee were presented to the public for review and comment. The alternatives identified areas where the community was in agreement, and differentiated between issues and concerns which could be addressed with policy, management and operations options and those which are best resolved through land use changes.

Solutions best resolved with management, operations, and policy changes include the following. These are consistent throughout all of the land use alternatives.

- patrolling and enforcement by police to address safety, traffic, and crime issues
- general cleanup and diligent maintenance by commercial businesses
- upgrading and maintenance of residential areas
- operations and management of businesses to minimize the nuisance to neighbors
- special improvement districts and/or maintenance districts to provide common parking, promotion, maintenance, and management of the area
- merchants association to encourage cooperation and communications toward common goals
- permitted parking areas to alleviate conflicts between residents and commercial or business uses
- streetscape improvements and community center for neighborhood identity
- enforcement of master plan objectives and zoning ordinances to ensure the intent of the plan is followed

Many concerns of the neighborhood, both residential and commercial, related to activity on the block that houses Smith's Food and Drug. Consequently, the alternatives included a variety of land use configurations specific to that block. The

four alternatives presented are illustrated in Figure 3. Advantages and disadvantages of each were discussed and evaluated.

Alternative 1 Evaluation

• Warehouse space becomes a residential building. Net gain in residential is approximately 7 -10 dwelling units assuming the warehouse space is converted to 900 square foot units and the 8th East and 8th South corner reverts to residential subject to non-conforming use guidelines.

• Quality of life in the residential areas are enhanced because the residential area is enlarged - but the nature of the conflicts with other land uses do not change.

• Options for relocation and reconfiguration of the service areas are not possible. Congestion at the Smith's Food and Drug dock area does not change, and there is no resolution to the servicing conflicts.

• Traffic increases generated by the new housing will be approximately 100 trips per day; but most parking is provided off-street.

Alternative 2 Evaluation:

• Warehouse space becomes small office. Office units of 1500 sq. ft. would net approximately 3 offices. Commercial square footage would be added on the corner of 8th South and 8th East.

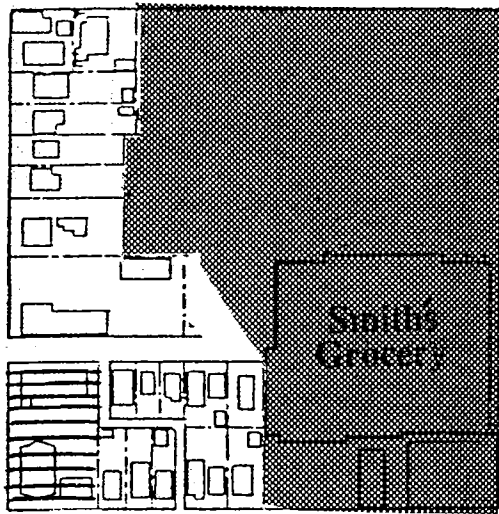
• No loss or gain in existing residential dwellings.

• Options for relocation and reconfiguration of the service areas are not possible. Congestion at the Smith's Food and Drug dock area does not change.

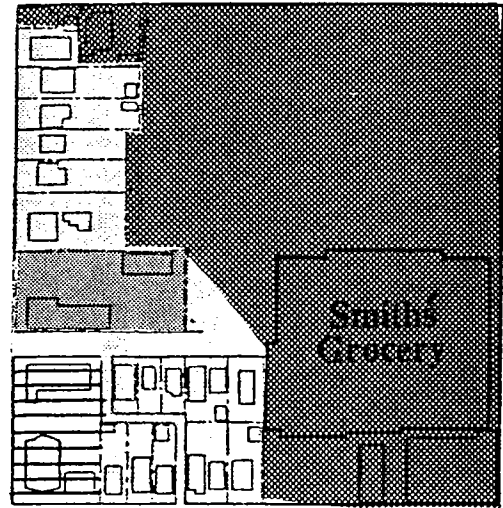
• Traffic increases would be approximately 200 trips per day.

Alternative 3 Evaluation:

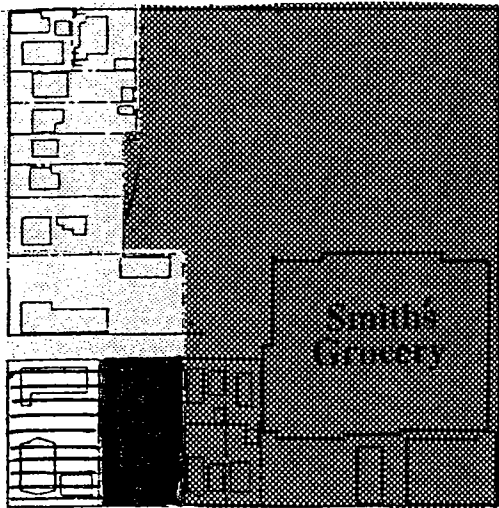
• Housing is eliminated with a loss of approximately 14 dwelling units. There is opportunity for 7-10 units to be recovered in the warehouse and vacant lot on 8th South.



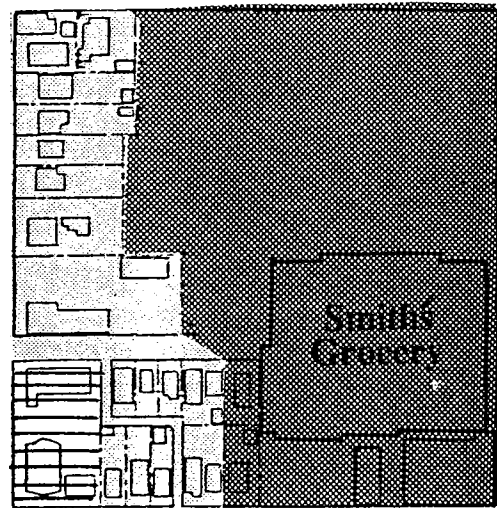
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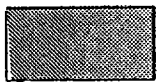
Legend



Residential (single family, duplex, multi-family)



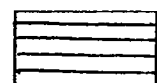
Commercial



Office



Park/Neighborhood Center



Public/Semi-Public

Figure 3.
Alternatives Evaluated

East Central Community
Small Area Master Plan

- Housing is replaced with a small park or “Town Center”, and additional commercial space.

- Neighborhood gains a small park or commercial center, but areas for vagrants to congregate are increased.

- There is opportunity to reconfigure and relocate the service dock to resolve conflicts.

- Approximately 10,000 square feet of commercial space could be added. Weekday traffic would increase by approximately 400 trips per day (485 trips on weekend). Increases are tied directly to the commercial area.

- Chase Street could be closed to other traffic and used for residential traffic only.

Alternative 4 Evaluation:

- Two homes are removed to get additional space to resolve conflicts at the dock area. An additional 7-10 units could be recovered in the warehouse, vacant lot on 800 South, and conversion of the 8th Street Market to residential uses subject to non-conforming use guidelines.

- There is an opportunity to create the space to solve some of the conflicts in the service areas.

- Traffic increases during the weekday would be approximately 166 trips per day, weekend traffic at 133 trips per day.

- Windsor Street could be pushed through to 900 South for additional access into the block to the north.

Summary Evaluation: The results of the public meeting yielded no consensus among neighborhood interests. Aside from the alternatives presented for evaluation, others which were suggested by participants included: allowing the entire block to become commercial; and allowing the residential uses on Chase Avenue and 900 South, and the vacant lot and 8th Street Market to become commercial while retaining the remaining residential uses on 800 East Street.

In the absence of a clear direction from the public, the Consultant Team developed a Draft Recommended Plan to the Management Committee for review and comment. The results of that meeting were presented to the public.

Recommended Plan Evaluation Meeting and Follow-up Steering Committee Meeting

On November 18, 1992 a Draft Recommended Plan was presented to the public for review and comment. Comments received during that meeting were discussed on November 30, 1992 with the Steering Committee and a determination was made at that time regarding how to address each of the issues. The results of that meeting are contained in the Master Plan Recommendations that follow.

East Central Community Small Area Master Plan Recommendations

With the direction of the Management Committee, a Recommended Preliminary Plan was prepared. Figure 4 illustrates the proposed land use districts of the Plan, and the text which follows explains the intent of the Plan, policy, land use, and implementation recommendations.

Business District: The Business District is actually three different areas with differing levels of commercial activity. The area shown in Figure 4, and referred to as the Core District is made up of a variety of small businesses facing onto 900 South Street. The least intense commercial area is referred to as the Support District in Figure 4; and the most active commercial district is referred to as the Grocery District.

These district references are for descriptive purposes only; however, they do represent specific use areas that should be addressed in the new zoning ordinance. While the three districts are considered and addressed separately here, it may be appropriate and desirable to address them as one zoning district in the new ordinance. Regard-

less of how many zones are applied to the area, each should represent the intent of this plan and the overall character of the neighborhood.

Core District: This district is considered the center of the business district and should function as a neighborhood center. Some modifications to the layout of the block along 900 South are needed in order to solve traffic conflicts and other functional problems. This will involve a reconfiguration of the grocery loading dock from the current location on 900 South to the west side of the building with access from 800 South Street. The current dock area should be made available for commercial development.

Land Use Recommendations

- Boundaries for the Core District are shown in Figure 4. These should be firmly fixed with no further encroachment permitted in any direction. Expansion of this area shall require a master plan amendment.
- New zoning in the area should allow for the existing uses which include restaurants, specialty retail, small offices, personal services, etc.

Neighborhood Center and Urban Design Recommendations

- The image of the area as a Neighborhood Center should be designed to create an identity that is inviting to shoppers and residents, aesthetically pleasing, and that indicates it is a special part of the neighborhood. Streetscape improvements may include landscaping and street trees; special street furniture such as lighting standards, benches, trash receptacles, planters, bike racks, etc. and special paving designs for the sidewalks. Special streetscape improvements should extend along 900 South on both sides of the street, south to the district boundary on 900 East, and

north along the west side of 900 East Street to the driveway at Smith's Food and Drug. At such time that the streetscape improvements are desired; a design/engineer consultant team should become involved. Consistent signage in this area should be a part of the overall improvements.

Streetscape and facade improvements can be funded in a number of ways; including special improvement districts, service districts, revolving loan funds established by the city, a merchant's association, and others. All will involve the cooperation and agreement of a majority of the property owners in the proposed district.

- The area where the existing Smith's Food and Drug delivery dock is currently located should be redeveloped into commercial space with some off-street parking, and new commercial uses should face 900 South Street.
- Any new structures should be of the same height, scale and mass as those already existing in the district, and be compatible with the existing architecture in the area.
- Hours of operation in the Core District should be restricted in accordance with the Zoning Ordinance.

Transportation and Parking Recommendations

- Driveways should be reconfigured and shared wherever possible. Angled parking should be retained at a minimum so that parking is readily available to patrons of the businesses in the area. Additional angled parking is desired, if it can be accomplished without impacting traffic in the area, and subject to the approval of the Salt Lake City Transportation Division.

- Cooperative agreements between property owners and business owners which allow for the sharing of off-street parking lots should be encouraged. Ample off-street parking is available in the area. Off-street parking lots should be clearly signed and identified as 9th and 9th District Parking.
- The alleys between Windsor and Lincoln Streets south of 900 East should be restricted so that commercial traffic exiting parking lots goes to the north, and the southern portions of the alleys are available to residents.
- All other alleys in the neighborhood should remain open for resident use.

Management Recommendations

- Establish a 9th and 9th Merchants Association which meets regularly and works toward implementing these recommendations and resolving common problems. Such an organization could also market the area, encourage special shopping events, and other neighborhood activities to reinforce the concept of a Neighborhood Center. The 9th and 9th Merchants Association should include representation from as many businesses in the three districts described as possible.
- The commercial businesses (perhaps through a Merchants Association) should be regularly represented at the Community Council so that neighborhood interests and concerns can be addressed before they become larger problems. The intent would be to allow more communication between the various interests in the neighborhood.
- Streetscape improvements which benefit the commercial and residential areas can be initiated through Special Improvement

Districts or Service Districts. A Merchants Association can be instrumental, along with the Community Council, in working with the City in creating a Special Improvement District for the area which facilitates streetscape and image improvements in the area. Maintenance Districts such as those in the Downtown Business District and the Sugarhouse Business District may also be desirable and should be investigated by the Merchants Association. Facade improvements may be facilitated through the use of a revolving fund established with Community Development Block Grant (CDBG) funds.

- Other problems in the neighborhood such as crime, graffiti, transients and vagrants, and general nuisances can also be addressed by such an organization. The majority of these problems occur in the business district area and affect the businesses directly. A Merchants Association can be a lobbying group with local law enforcement agencies and have a larger voice than individual business owners in getting a "Cop Shop" located in the district.

Support District: This district is less active as a commercial area and is a mixture of retail, restaurant, office, and institutional uses all of which are viable. What residential use there is in the area will probably convert to commercial at some time.

Land Use Recommendations

- The extent of this Support District should be limited to the area shown in Figure 4, and not be permitted to encroach on the south side of the street or across 1100 East Street.
- The abandoned service station at the southwest corner of 1100 East and 900 South Streets should convert to residential uses, not commercial. The abandoned service

station at the northeast corner is currently in the process of renovation for a use which is not residential; however, a residential use is preferred. This new use will become non-conforming, with the intent that at some future time it will convert to residential use. Residential uses on these two parcels establishes a stronger terminus to the commercial district at 1100 East, and allows 1100 East Street to act as a separation and buffer to residential uses.

- Any proposed expansion of this area shall require a master plan amendment.

Transportation and Parking Recommendations

- In order to facilitate residential use on the southwest corner, the turn lane should be abandoned so that the park strip can be reclaimed.

Grocery District: This district includes the very active Smith's Food and Drug, and associated personal service and retail uses located within the structure of the grocery.

Land Use Recommendations

- The extent of this Grocery District shall be limited to the area shown in Figure 4, with very firm separations created between the Grocery District and the residential uses.
- Additional landscaping on the northern and eastern side of the Smith's Food and Drug parking lot shall be added to more visually separate the business district from the residential neighborhood to the north along 800 South and to the East along 900 East, and to improve the overall aesthetics of the store.
- In order to improve the street wall along 900 East Street, fenestration, penetrations,

openings, glass, etc. are encouraged on the east facade of Smith's Food and Drug. The intent is to remove the blank wall facing the street, and provide more interest along the streetscape with uses that are compatible with those along 900 South around the corner. The design, and any use of the existing setback area shall be subject to the review of the Executive Committee of the East Central Community Council and a setback variance granted by the Board of Adjustment.

- The cul-de-sac at the end of Chase Street should be closed and two homes on the eastern end of Chase should be allocated to commercial uses so that Smith's Food and Drug has room to reconfigure its loading dock.
- A stronger separation and barrier between the commercial uses and the residential uses to the west shall be installed including a brick wall barrier and more landscaping, particularly vertical elements such as deciduous and evergreen trees.
- Smith's Food and Drug should be allowed to relocate the dock, renovate the east street wall, and renovate and expand the entry to the north as originally proposed. These changes should take place simultaneously if at all possible. However, if the residential properties needed to allow space for the dock relocation cannot be negotiated for sale, the other proposed changes should be permitted. The height of these changes shall not exceed the height of the existing building.
- Any future plans beyond the current proposal shall require a master plan amendment.

Transportation and Parking Recommendations

Assuming that the land use changes are accomplished:

- Access for truck service to the grocery store should be accommodated off of 800 South Street which is classified as a Minor Arterial. Relocating the dock should eliminate many of the safety, security, and nuisance problems associated with the existing dock on 900 South Street.
- Chase Avenue should be reduced in scale to essentially become a driveway for the remaining homes. With the elimination of the cul-de-sac and the installation of a barrier between the commercial and residential uses, people will be discouraged from using Chase as a parking area for the grocery store.

No public pedestrian access shall be permitted through the block between the commercial area and the residential areas to the west. Pedestrians shall be forced to use the street sidewalks.

- Additional signing in the area is necessary in order to inform drivers how to safely and legally access the Smith's Food and Drug parking lot.

Residential Districts: Several residential areas, affected within the study area, have special concerns. These are discussed separately. For purposes of identification, they will be called the 800 East Neighborhood and the Lincoln Street Neighborhood. Other recommendations which apply to all residential neighborhoods are addressed generally.

General Residential: Traffic and preservation of housing are general concerns that affect all areas of the study area and the East Central Community. Specific direction is appropriate for each.

Several other planning studies in the East Central Community have addressed these issues, including: East Central Neighborhood Plan (1984), Block 42B Master Plan (February 1990), and 1300 East/University District Area Plan (October 1990). The relevant and important aspects of each of these as they apply to this study area are reemphasized here.

Housing Recommendations

- The East Central Community is currently characterized by low and medium density residential development which is generally defined as single family and duplex dwelling units. These stated densities shall be upheld in this plan. The only exception permitted in this Plan is the possible use of the existing LDS Warehouse structure for multi-family residential.
- Loss of residential dwelling units is a serious concern of the neighborhood. Beyond what is contemplated in this Plan (the two residences recommended for removal so that Smith's Food and Drug's can relocate and reconfigure the dock) no additional dwelling units shall be lost.
- The Plan as illustrated in Figure 4 removes some of the existing commercially zoned property from that designation and recommends that it be zoned residential in the new ordinance. In particular, this includes the south side of 900 South across from the Support District designation. This will result in at least one non-conforming use in the residential zone. All areas indicated on the Plan as residential shall be zoned as such.

Traffic and Parking Recommendations

- Current traffic planning along 1300 East and 900 East should take into consideration the goals and comments of the East

Central Community Council Traffic Committee. As the planning documents are prepared, the issue of external traffic impacting residential neighborhoods should be a prime consideration in defining solutions and creating a Plan. The East Central Community Council understands that there are regional issues relating to these major roadways; but feels that safety of pedestrians in this pedestrian oriented area of the City should be a priority; and that the local residential neighborhoods should not be sacrificed to facilitate more traffic on the streets.

- Special permitted parking areas shall be used wherever parking conflicts need to be addressed. Specific areas mentioned during the planning process include 900 East across from the business areas, and Lincoln Street and 1000 East Street in the vicinity of Rowland Hall St. Marks School. Other areas of the study area are also impacted and should be analyzed on a neighborhood basis.

800 East Neighborhood: This neighborhood is located on the east side of 800 East Street, and wraps around the corners onto 800 South and 900 South Streets. Chase Street currently bisects the area.

Land Use Recommendations

- Two homes on the eastern end of Chase should be allocated to commercial use and removed so that Smith's Food and Drug has room to reconfigure its loading dock.
- A stronger separation and barrier between the commercial uses and the residential uses to the west shall be installed including a brick wall barrier and more landscaping, particularly vertical elements such as deciduous and evergreen trees.

- The existing 8th Street Market and the vacant lot shall be a part of the residential zone. The existing 8th Street Market is a non-conforming use.
- The LDS Warehouse property has several options depending on market conditions, economic feasibility and zoning compliance.

Preferred uses in the renovated structure include:

multi-family residential
small office
small public facility
artist studio and gallery

Whatever the use, the existing off-street parking should be retained and used to serve the new use. Renovation of the existing structure is preferred over demolition and new construction, if feasible. Proposed zoning for this property shall be low/medium density residential with non-conforming use potential for multi family residential, small office or artist gallery.

- Residential densities higher than duplex shall be allowed only in the existing renovated warehouse structure. If the existing structure cannot be feasibly renovated for residential use, and is demolished; only single family and duplex residential uses are desired for new construction.

Traffic and Parking Recommendations

- Traffic on Chase Street shall be limited to residential use. It shall be signed for restricted access.

Lincoln Street Neighborhood: This neighborhood is adjacent to Rowland Hall St. Marks School. With the expansion of the school to include additional classroom space and parking, it is feared that parking and traffic problems will increase.

Land Use Recommendations

- The East Central Community Council has approved the school's expansion plans; however, immediate neighbors are very concerned that specific issues need to be addressed. Rowland Hall St. Marks School shall be allowed to expand the building, improve the existing parking lot, and add an additional parking lot subject to compliance with all zoning regulations.
- The Rowland Hall St. Marks School property shall be zoned as Institutional in which a master plan amendment shall be required for any expansion of the existing campus.

Traffic and Parking Recommendations

- To ensure that expansion plans mitigate impacts to the neighborhood, a traffic and parking plan shall be developed by the school with neighborhood input.
- The traffic and parking plan shall initiate an aggressive policy of patrolling and monitoring school associated traffic which impacts neighborhood residents. Such a policy would include monitoring the area during peak drop off times and requiring consolidation of traffic (carpooling, scheduling drop off times, etc.).
- Salt Lake City Parking Enforcement and Police should cooperate in an effort to enforce drop off and parking violations in the area.
- A drop off area on 800 South Street shall be developed prior to or in conjunction with the building expansion program.

Summary

These Master Plan Recommendations are a response to the information received from the neighborhood during an extensive public process, and are a reflection of the previously stated Goals of the Plan. Implementation of these recommendations are intended to maintain and preserve residential integrity, safety and security in the neighborhood; maintain and preserve viable commercial businesses; establish a positive neighborhood identity to the area; and to resolve conflicts between various land uses and transportation issues.

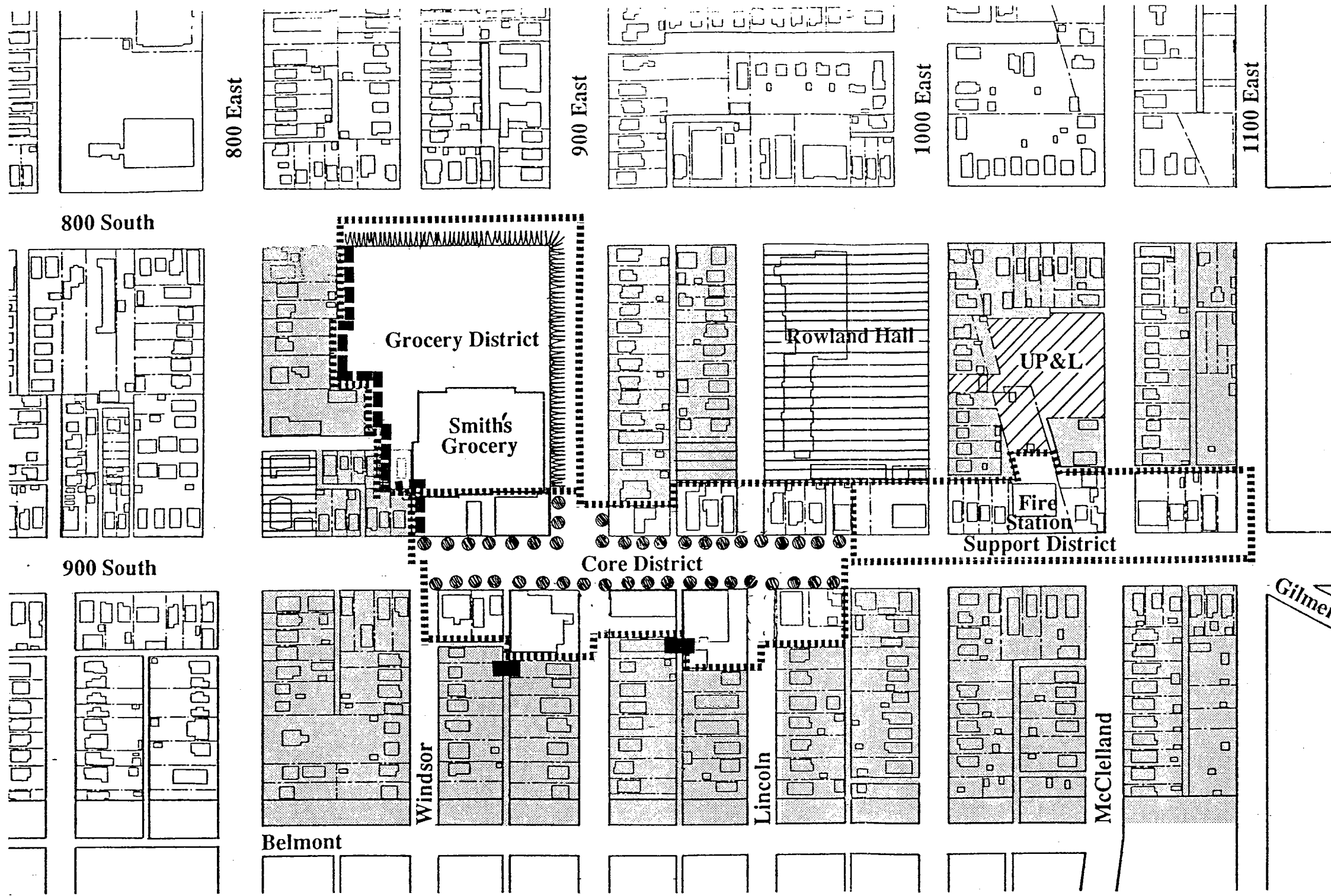
Implementation Actions

In order to implement the plan as described, the following actions must be taken by the entities identified in the text. A time frame has also been assigned to the implementation actions.

Implementation Actions	Responsible Party	Time Frame
<p><u>Business District Zoning:</u> A new zoning district or districts shall be implemented for this area which addresses this plans requirements; including proposed changes in land use, non-conforming status, and design requirements. The new zone or zones shall require a master plan amendment for any change of use or expansion of use, other than those recommended in this plan.</p>	SLC	1 year
<p><u>Residential Zoning:</u> All areas within the study area of the master plan, excluding the Business District and the Institutional District shall be zoned residential with a maximum density of duplex units. The only exception to this provision is the possible conversion of the LDS Warehouse to multifamily residential which would be a non-conforming use in the low density residential zone.</p>	SLC	1 year
<p><u>Institutional Zoning:</u> The property occupied by Rowland Hall St. Marks School shall be zoned as institutional. Any change of use or expansion of the proposed institutional zone boundary shall require a master plan amendment.</p>	SLC	1 year
<p><u>Establish a 9th and 9th Merchant's Association</u> for the purpose of addressing common problems and goals within the district. The association shall initiate district image improvements, and any other areas of common interest that support the business district and are compatible with this plan and the neighborhood.</p>	Business owners, SLC, and ECCC	1 year
<p><u>Relocate and reconfigure the service dock</u> currently located off of 900 South to the west side of the existing Smith's Food and Drug by removing two homes. This requires a zoning change. Construction of the new dock shall occur simultaneously with the expansion and renovation of the entry, the abandonment of the existing service dock, construction of the wall and landscape separation between the grocery and residential uses on the block, landscape improvements in the front yards along 900 East and 800 South,</p>	Smith's and SLC	2 years

and the renovation of the east streetwall of the grocery. Except for the loss of the two homes required for the dock relocation, no further housing loss shall be permitted without mitigation.

<u>Close or vacate a portion of Chase Street</u> and turn it into a residential drive at the time that the grocery dock is relocated and the existing dock is allocated to commercial use.	Smith's and SLC	At the time of Smith's renovations.
<u>Establish parking districts</u> which allow permit only parking in residential areas shown to be impacted by non-residential generated parking.	SLC and property owners	1 year
<u>Fence or barricade the two alleys</u> between Windsor and Lincoln Streets to prohibit business generated traffic from turning to the south.	Affected property owners and SLC	1 year



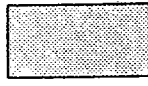
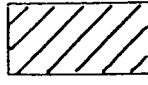
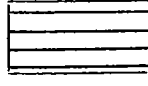





- Legend**
-  Residential (single family, duplex, multi-family)
 -  Warehouse/Industrial
 -  Public/Semi-Public
 -  District Boundry
 -  Alley Closed to Commercial Traffic
 -  Enhanced Streetscape
 -  Enhanced Landscape
 -  Walls, Dense Vertical Landscape

Figure 4.
Proposed Plan

**East Central Community
Small Area Master Plan**