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**EAST CENTRAL  
NEIGHBORHOOD PLAN  
ADDENDUM**

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SALT LAKE CITY PLANNING COMMISSION

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# EAST CENTRAL NEIGHBORHOOD PLAN ADDENDUM

## Location

The East Central Neighborhood Plan Addendum Area is within the East Central Neighborhood. It is located between 700 East on the west, and South Temple on the north. The eastern boundary jogs down from South temple to 500 South following the western boundary of the East Central Neighborhood Plan adopted in December 1984. (See Figure 1)

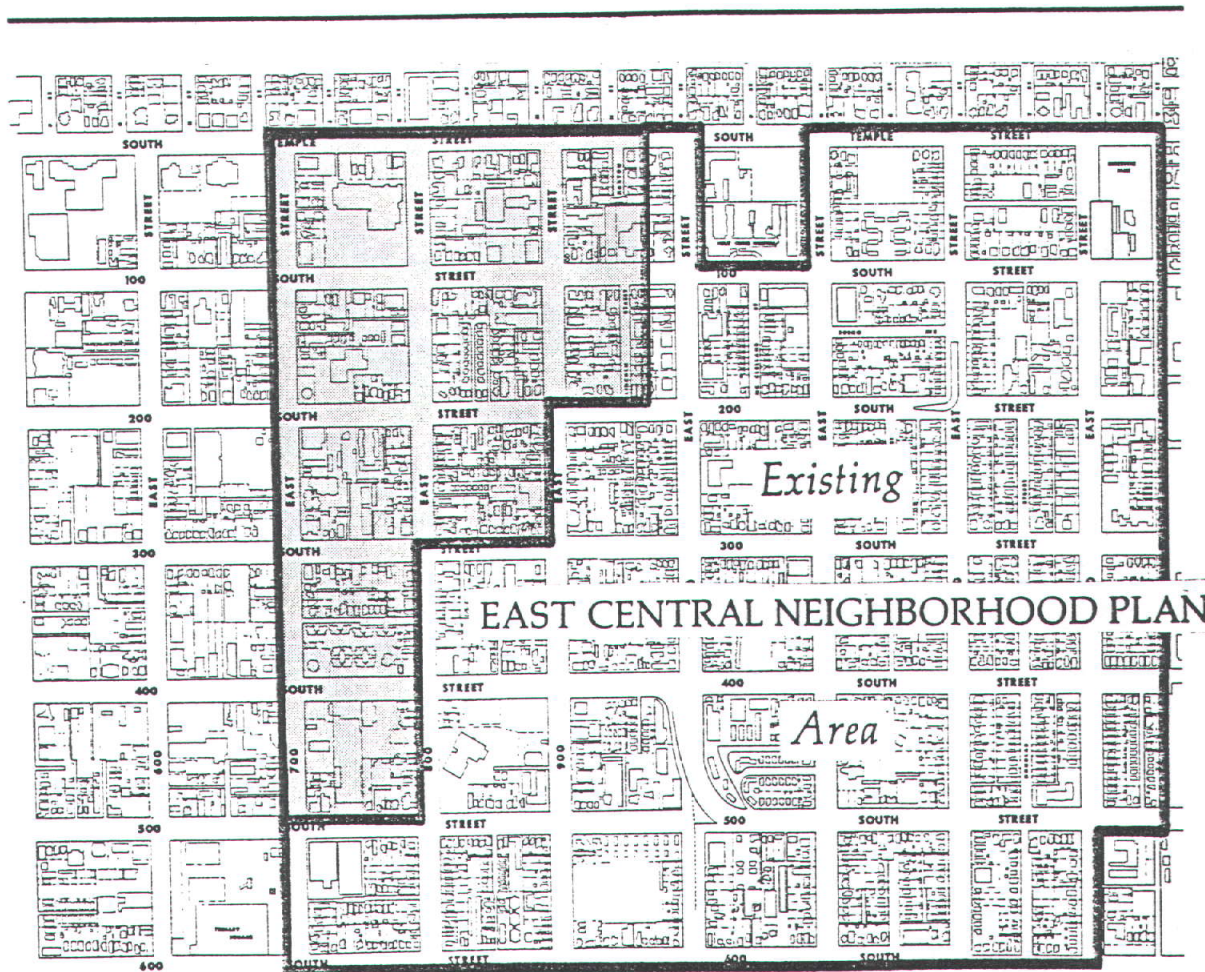


FIGURE 1

Study Area Boundaries



## Purpose

In December 1984 the East Central Neighborhood plan was adopted. At the beginning of that process the entire East Central Neighborhood was included in the original study area but because of the intensity of concern for rezoning the east and southern part of the area it was decided that the present addendum area was not to be included in the plan. This way it would not divert the focused concern of rezoning and other issues in the western part of the neighborhood needed further study.

The neighborhood plan for this area is presented as an addendum to the East Central Neighborhood Plan prepared in 1984.

A plan for the entire Central Community was adopted in 1974. It recommended special conservation zones to preserve the low density character of existing neighborhoods, demonstration block programs to ensure that the large block interiors did not deteriorate, and a mandatory code enforcement program as a means of preventing blight and encouraging home maintenance. All of these are applicable to this area and should be pursued as a part of the planning implementation for the area.

## The 1974 Central Community Development Plan

The 1974 Central Community Plan includes a recommendation for an average gross density of 11.5 units per acre. This is much lower than would be allowed by the new modified R-5 zone. The Plan should look further into the residential zoning issues to evaluate what type of residential development will result as a part of the R-5 zone. It should be demonstrated that modified R-5 zoning is necessary to promote new development.

The East Central Neighborhood Plan expansion includes several areas that the neighborhood expressed a desire to see reevaluated for down zoning to maintain neighborhood stability and to establish more appropriate land use patterns for the neighborhood.

The first area is the northeast portion of the block bounded by Seventh East, First South, Second East and Eighth East. This includes, on Block 54, the frontage First South from the rear of Seventh East frontage to Eighth East and south along Eighth East to the rear of properties with frontage on Second South Street. The other area is that portion of Block 45 along the center of the block from Second South Street to Third South Street. The remaining area in the reconsideration for rezoning is Block 58, the center of the block on Eighth East between South Temple and First South.

These areas are predominately residential. They are zoned R-6 which allows about 80 units per acre and a maximum height of 75 feet. The rezoning suggested is to rezone to a Modified R-5 Zone, that is a residential zone allowing about 48 units per acre and having a building height limit of 45 feet. The lower density and lesser height limit would be more compatible with the neighborhood.

The residential development in the addendum area and the neighborhood characteristics are very similar to those identified in the East Central Neighborhood Plan. However, more intrusion of commercial uses has occurred than in the older areas of the East Central Neighborhood.

The major problem occurs because of the pressures brought on by the location of this area between the University of Utah and downtown and its close proximity to Holy Cross Hospital and the commercial developments along 400 South and Trolley Square. Also, over the years the rezoning of many corners of the neighborhood for commercial and high density residential development have created problems for residents desiring to preserve the character of the neighborhood as well as the peace and quiet usually associated with a residential area.

The goal therefore is to apply similar actions and strategies to the study area as contained in the East Central Neighborhood Plan to ensure that the study area remains an attractive residential area, preserve its best neighborhood characteristics and provide for a diversity of residential housing consistent with the area.

### **Land Use and Zoning**

This East Central Addendum study area comprises about 143 acres. It is occupied by 1,415 dwelling units. It has an average residential density of about 10 dwelling units per acre very similar to the East Central Neighborhood area. Approximately 11 acres are devoted to commercial use and activities. This may seem a small amount of acreage, but in fact is an inordinate amount of commercial development in a dominate residential neighborhood, especially when considering that much of this is scattered throughout the area. Housing conditions are generally good, but some of the houses in the neighborhood are in need of repair and in some cases rehabilitation.

Essentially the main planning issues have revolved around conflicts with residential concern for preservation of neighborhood character and developers' concern for providing increased commercialization and a higher density of housing. The East Central Neighborhood plan expresses many of these concerns which deserve reiteration here. The specific areas of concern or objectives are as follows:

1. The City's prepare for future residential needs and added population.
2. Encourage a diversity of housing.
3. Preserve the quality of the existing residential character.
4. Assure that new development is compatible with existing residential character.

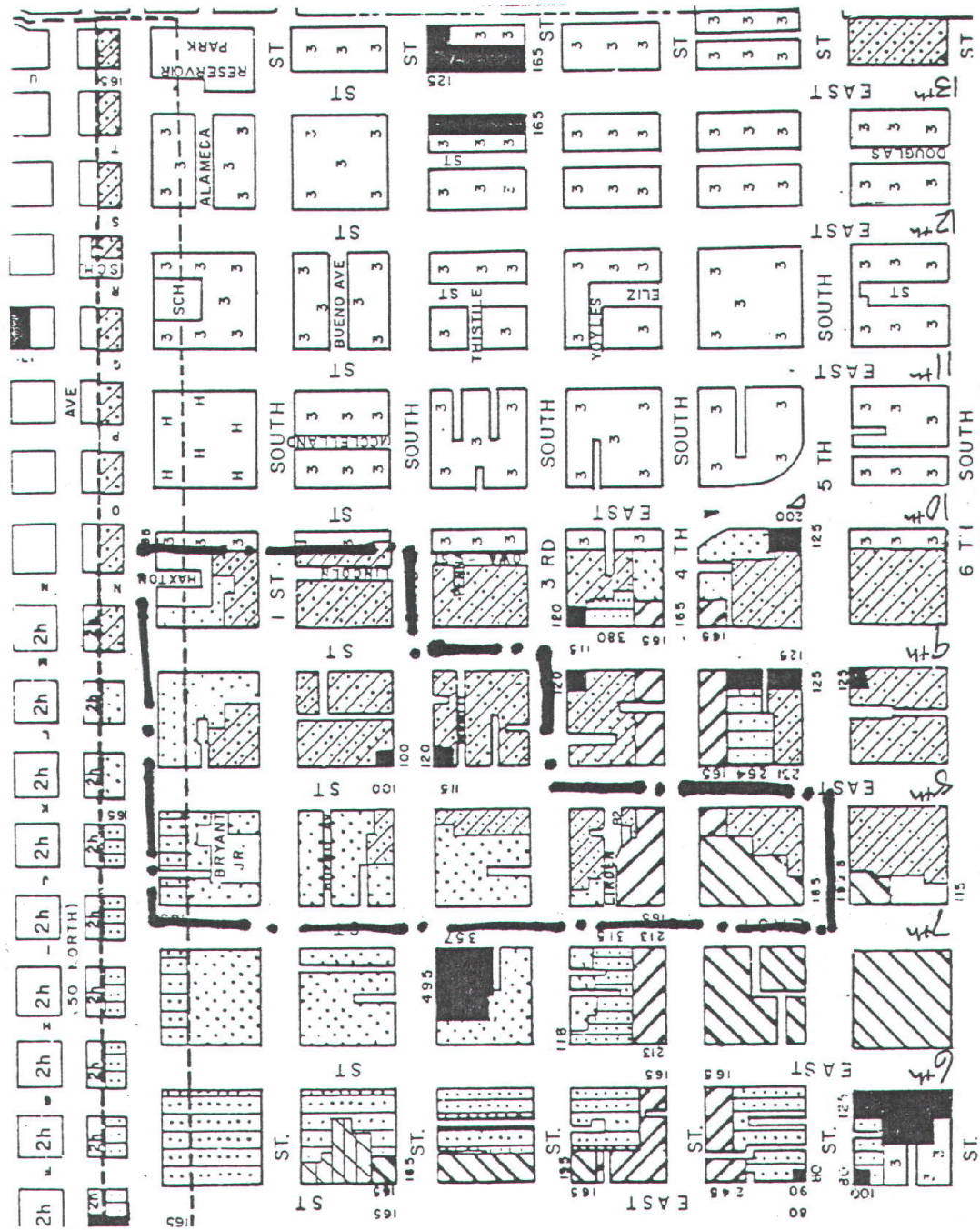
These objectives reflect the need for additional housing and diversity in housing types as well as the need to maintain and improve neighborhood quality. The zoning change from "R-5" and "R-6" to "R-3A" in 1980 encompassed much of the East Central Neighborhood Plan and reflects city official concerns regarding neighborhood quality and stability. In establishing the R-3A zone in the East Central area the City Council requested that the "R-3A" zoning regulations be augmented with a mechanism to allow higher density housing developments in appropriate areas when compatibility with the surrounding neighborhood can be demonstrated. These actions reflect an attempt to accommodate needed additional housing while preserving neighborhood character.

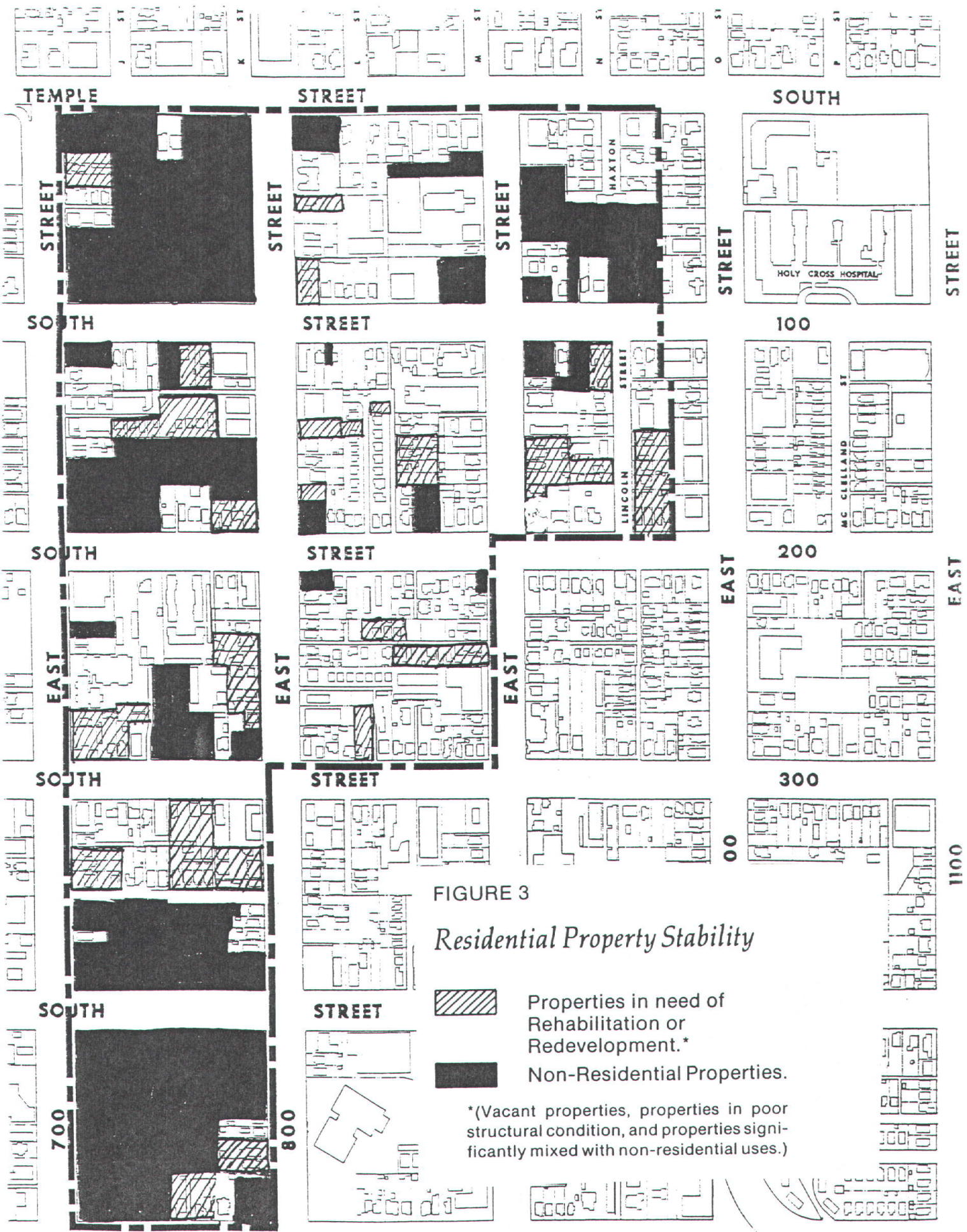
Figure 2 identifies present zoning patterns. The R-3A zone was adopted by the City Council in 1980 in response to a petition by neighborhood residents. The R-3A zone is an medium density zone and will allow the construction of new housing at a density more compatible with existing conditions of the neighborhood.

Figure 3 shows the results of a composite mapping study where land use, building conditions, location of vacant properties and nonresidential uses were analyzed. ( A similar composite map is contained in Figure 3 of the East Central Neighborhood Plan.) The three following conditions are represented on the map:

1. Areas of vacant property
2. Buildings in poor structural condition
3. Areas that are significantly mixed with nonresidential uses.

# FIGURE 2 EAST CENTRAL NEIGHBORHOOD PLAN EXISTING ZONING







## New Sub Area "C"

For the purpose of correlating and linking the original East Central Neighborhood Plan and the addendum area together we will refer to the addendum area as area "C". Area "C" displays many of the same characteristics as area "B" of the East Central Neighborhood Plan. Most of the houses are in good condition, but the area has been subject to the intrusion of many nonresidential uses such as medical facilities, churches, offices and numerous scattered commercial facilities and incompatible high density residential developments. The most appropriate action would be to follow a similar course of action as in area "B" of the East Central Neighborhood Plan and maintain the same approach in selective areas of area "C" that would provide new residential development at the following densities:

Single Family Dwelling	5,000 square foot lot
Two Dwelling Unit	6,000 square foot lot
Three Unit Dwelling	7,000 square foot lot
Four Unit Dwelling	8,000 square foot lot
Five or More Unit Dwelling	8,000 square feet for plus 800 square feet for each dwelling unit in excess of four

This formula allows 48 units per acre. This would allow new development compatible with the smaller single family houses in the neighborhood. The density limitation provided would ensure that the intensity of new development would not allow too large of buildings and would limit the amount of additional traffic in response to neighborhood concerns about these issues.

Additional requirements that would provide for compatibility of new development would be the "CR" Overlay Zone that would require review of certain types of development or certain areas of development. The "CR" Overlay Zone should be broadened to effect design and spacial relationships more than just density and should be appropriate in the addendum area.

The East Central Neighborhood Plan laid the groundwork for the development of revisions to the R-5 and R-6 Zones. The primary changes were a reduction in the density of the Zones to about 48 units per acre and an overall height limit of 45 feet. It is proposed that the modified R-5 and R-6 Zones as presented in the East Central Neighborhood Plan, and in some cases have already been implemented, would allow the densities suitable for new development and provide protection for the smaller scale and single family homes.

The basis for the development of the modified R-5 and R-6 Zones are to encourage the development of well designed medium density residential developments. The

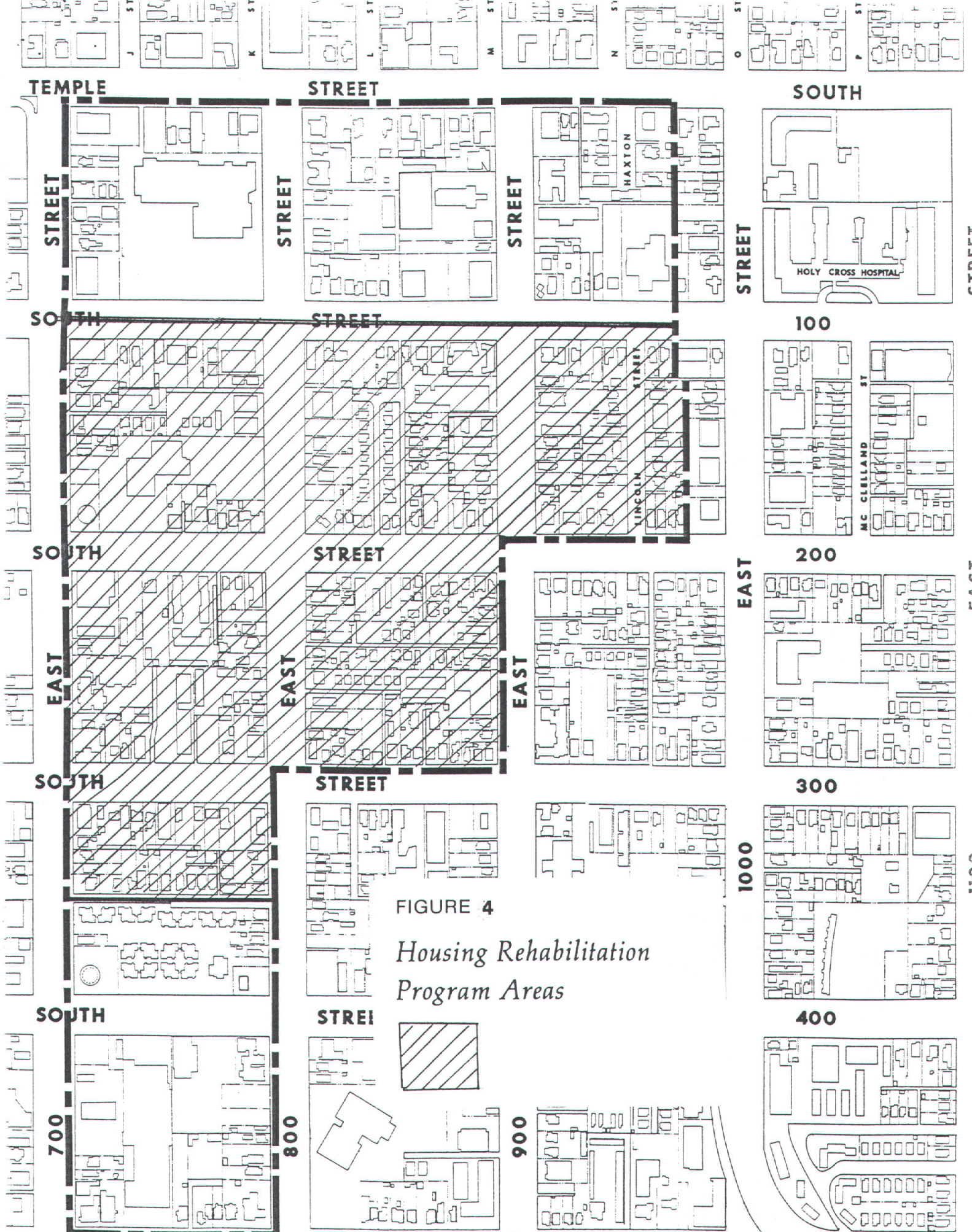
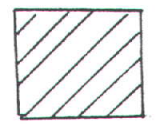


FIGURE 4  
*Housing Rehabilitation  
 Program Areas*



intent of additional new developments in the area would be to allow new housing but also to encourage family oriented housing so that existing schools and other neighborhood facilities are supported and maintained.

The major objectives for the East Central Addendum area "C" would be similar to those identified in the East Central Neighborhood Plan. Namely, preservation of viable housing and neighborhood character while encouraging redevelopment of problem areas permitting higher densities that are designed and are compatible with the existing residential character.

The area along the east side of Seventh East is appropriate for higher density zoning. Also, the portion of the study area along the south side of South Temple is in a historic district and present zoning and Landmark Committee review ensure compatibility of new development with the existing character of the street but the enhanced "CR" Overlay zone may be applicable.

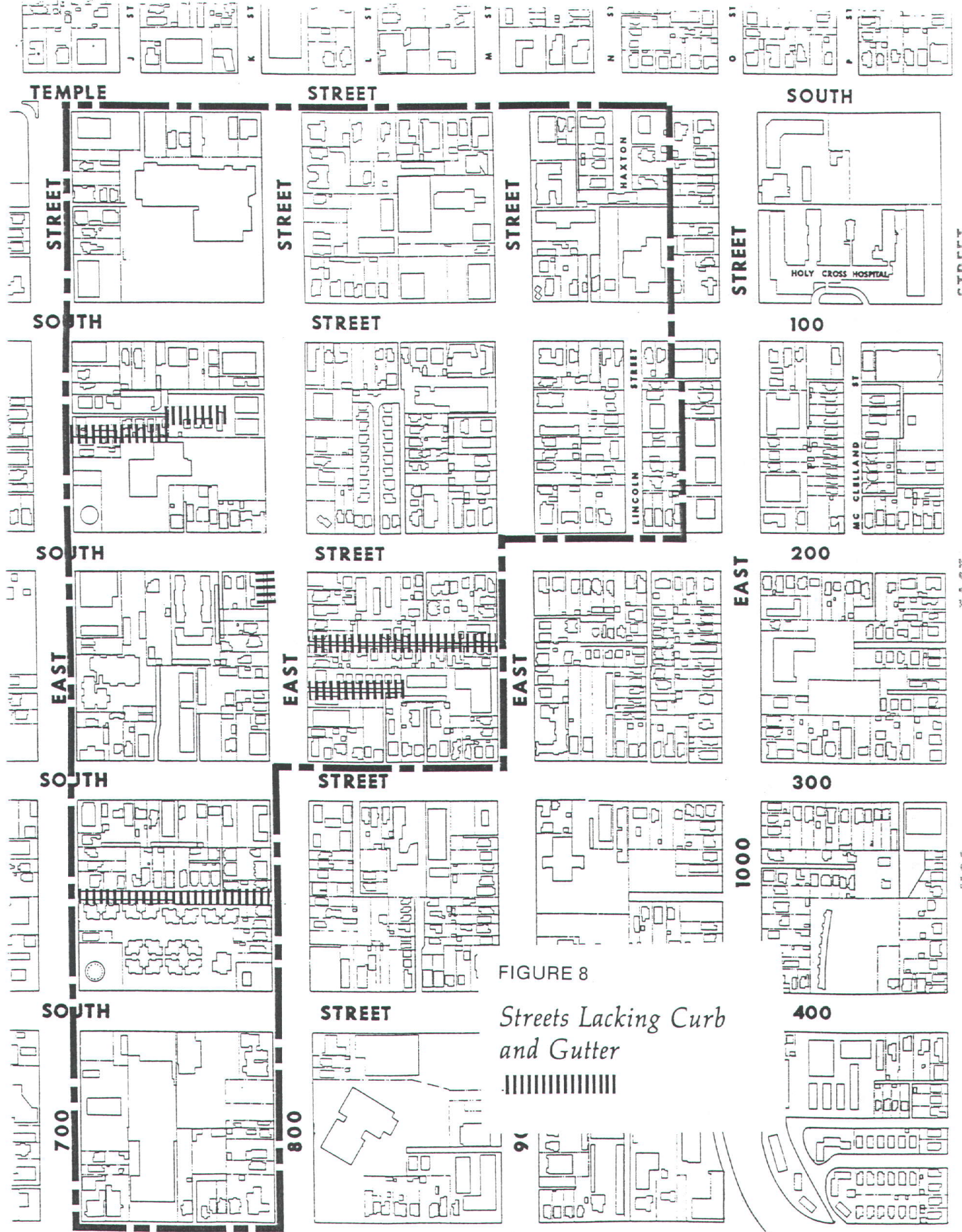
### **Block Redesign**

The East Central Neighborhood Plan outlines some of the most significant characteristics of the neighborhood based on its original subdivision pattern and street layout. Further, it acknowledges the design problems the earlier attempts at re-subdividing the original large lots into smaller lots served by very small mid block streets and suggests responses that might allow the neighborhoods to be better adapted to contemporary living patterns. It is also an opportunity to correct major deficiencies in street pavement, water and sewer lines and drainage facilities that have occurred in these internal re-subdivision areas.

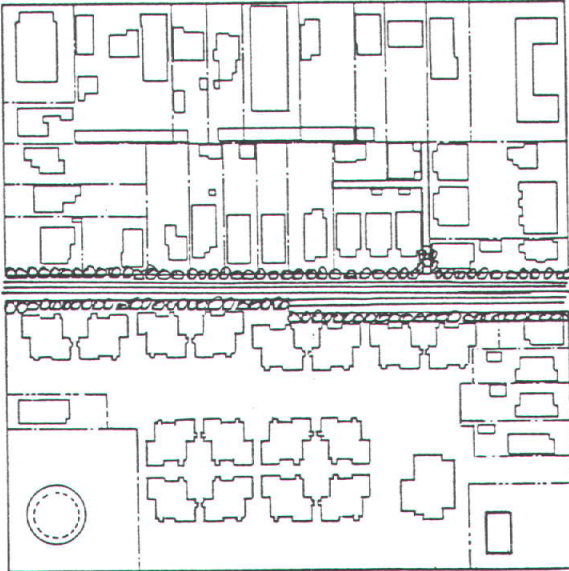
Block Redesign projects are needed where there is either under utilization of land or improper utilization of land within the large city blocks. Many of the blocks in the study area are served by small interior streets or they are occupied by large buildings that occupy interior portions of the blocks and would preclude plans to re-subdivide these areas for additional residential development.

Some of the interior streets need repair, however. These repairs would include street resurfacing, evaluation of water, sewer, and drainage facilities. These types of repairs should be accompanied by commitment on the part of the residents in the area to bring the houses in the area up to a reasonable standard to match the city commitment for renovation and upgrading the neighborhood.

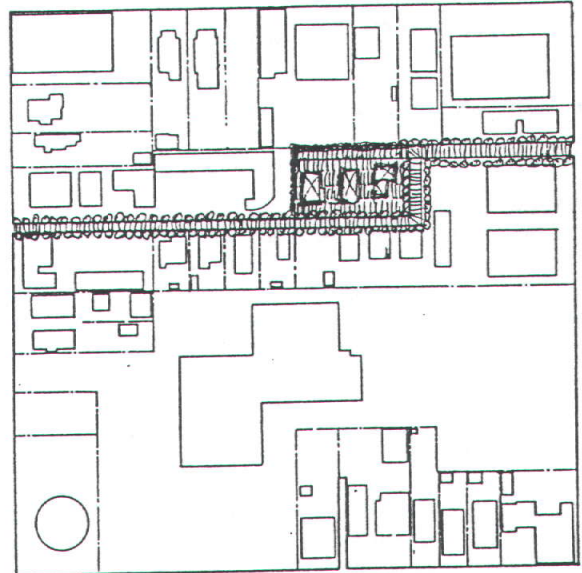
Block redesign projects need not include extensive demolition of houses or consolidation of land. In some cases interior blocks can be improved through small scale improvements such as parking facilities where a parking deficiency exists in a given area and can be facilitated without the loss of housing units. Where there is a deficiency of park space and children in the area, small tot lots or vest pocket parks with common play areas that are easily viewed by the neighborhood would be of benefit.



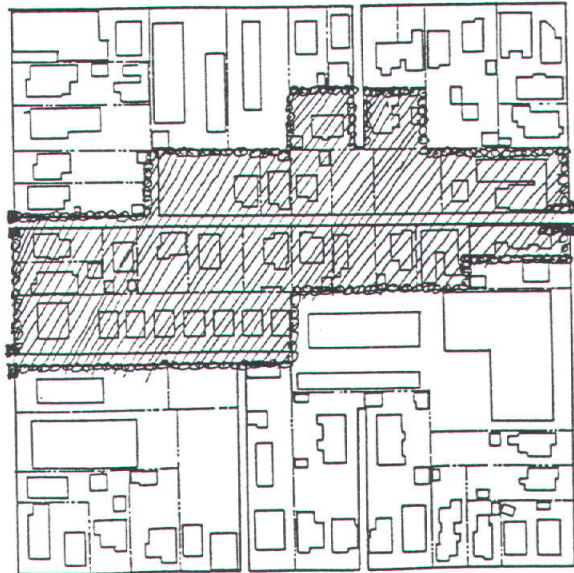
# Block Redesign



**Block 40**



**Block 54**



**Block 44**

### **Option to Block Redesign**

In some cases the introduction of new or improved streets, public utilities and facilities such as internal block parking, recreation space, etc. do not have the desired effect of improving the housing units themselves. In such cases it would be better to redesign the entire space including replacing the housing units. Extreme care should be taken in selecting this course based on special circumstances. This course should not be taken if it is not supported by the affected residents or if existing housing units are viable and are historic structures or contain features that are deemed significant. However, in some cases it may be possible to actually increase the number of housing units by redesigning the block or at least replace the present number of housing units contained on the block and significantly improve the residential character. This should be the major justification for pursuing such an alternative course of action.

### **Compatibility Review "CR" Overlay Zone**

In conjunction with the development of the East Central Neighborhood Plan the city prepared a compatibility review ordinance which would impose guidelines for new development in certain areas in the city where it would be adopted. The compatibility review ordinance would allow a process whereby new development would be reviewed to determine if it conformed to guidelines in adopted plans. The Compatibility Review Ordinance was intended to allow higher densities where design criteria was preestablished in adopted plans and thereby some assurance would be given that densities higher than allowed by the underlying zone would be compatible with the character of the existing neighborhood. This should be broadened to include more than simply density but also look at design and spacial relationships.

### **Group Homes and Other Social Services Uses**

As indicated in the East Central Neighborhood Plan, group homes for developmentally disabled, nursing homes, day care centers and other institutional uses are presently allowed as conditional uses in the Residential "R-6" Zoning District. State Law now allows these uses in any residential zone even "R-1" with some restrictions. Because much of the East Central Neighborhood is zoned R-5 or R-6 it may be in the best interest of the neighborhood to recommend an amendment of the City Zoning Regulations to allow group facilities in residential areas as long as they are not concentrated in a single neighborhood.

### **Rezoning (Down Zoning)**

The rezoning or down zoning efforts of the past have worked to stabilize neighborhoods where investments in housing have already been made. The East Central Neighborhood Plan indicates that down zoning before a substantial

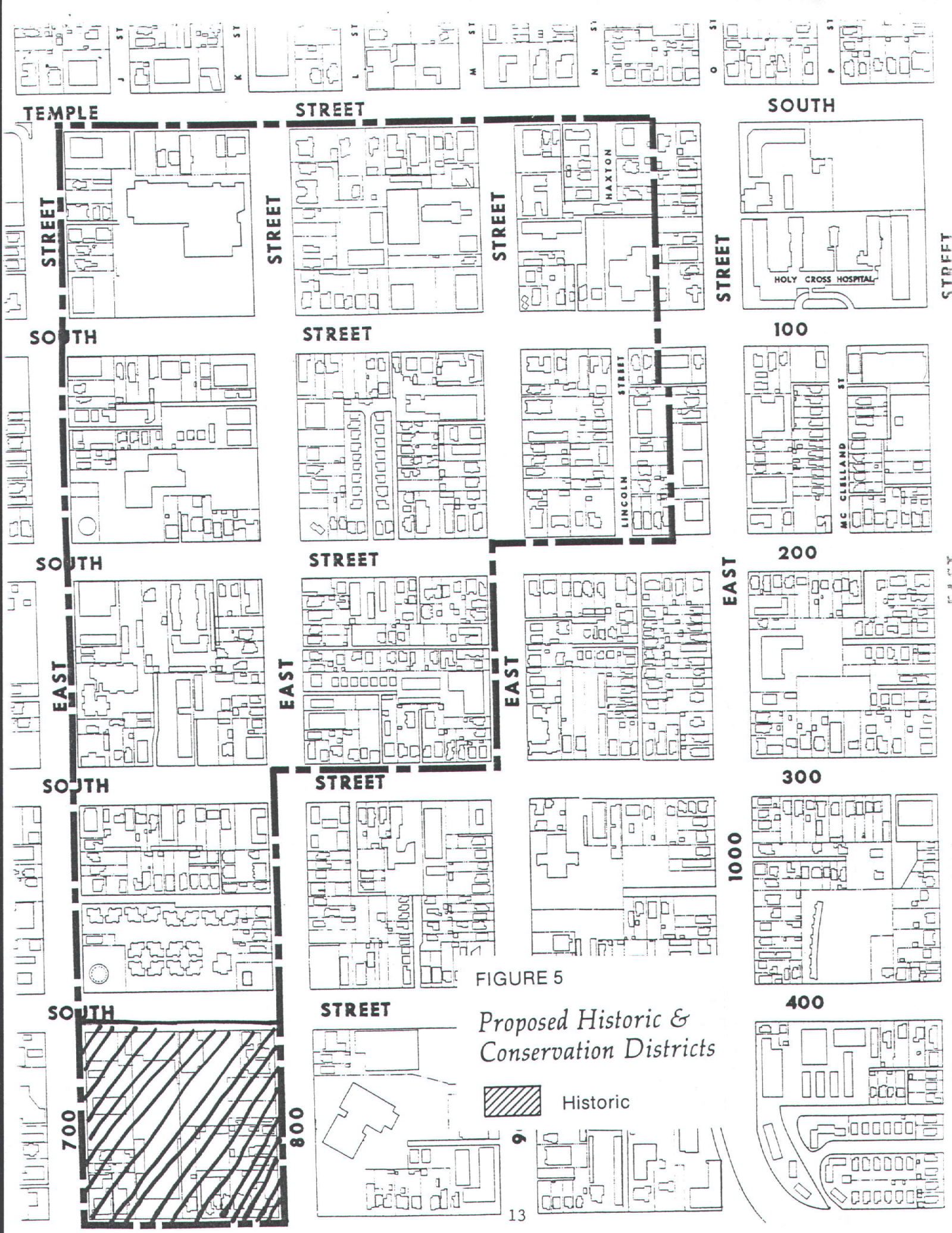


FIGURE 5

*Proposed Historic & Conservation Districts*

 Historic

investment has occurred does not necessarily precipitate an investment into the neighborhood.

This postulate assumes that neighborhood stabilization should only occur where there is a demonstrated investment in a neighborhood. Otherwise the higher density zoning that exists should remain. This begs the issue of whether zoning cannot provide a higher density transition that is also compatible with the existing neighborhood. If too high of a density zoning is provided, the incompatibilities it creates or a one or two time basis may ruin the neighborhood for any type of investment. If, on the other hand, a suitable transition zone is provided, then a stable transition should be provided that will benefit the neighborhood in general. The higher density zoning may be inflating the expected prices of land so that it retards new development of any kind.

### **Implementation Strategy and Action Plan**

The East Central and the East Central Addendum area are predominately stable, high quality, stable neighborhoods. The implementation strategy for the plan will focus on three major objectives.

#### **I. Preserve and protect the existing residential character while upgrading those areas requiring assistance and regeneration.**

##### Specific Actions and Policies

1. Avoid non residential commercial activities that do not provide direct services to the existing neighborhood and encourage revitalization of commercial services that are compatible with the character and that provide goods and services to the neighborhood.
2. Maintain a high level of municipal services in all areas particularly streets, curb and gutter, sidewalks, parks and open space amenities.
3. Introduce code enforcement and housing rehabilitation programs which promote home ownership.
4. Encourage the preservation of historic structures including the support for the establishment of Historic Districts in appropriate areas.
5. Encourage the redevelopment of deteriorated and vacant houses within the area including low interest loans. Further, encourage non profit corporations to acquire or enter into partnerships with existing owners to renovate and redevelop deteriorated housing.



II. Expand opportunities for population growth and reinvestment while at the same time minimizing housing displacement. This can be accomplished through the reinforcement of housing by using infill developments and allowing certain areas to regenerate to higher densities with the appropriate mix and levels.

Specific Actions and Policies

1. Encourage the Community Development Corporation to develop infill housing in vacant lots in the area.
2. Encourage the development of compatible higher density residential units particularly along 700 East.
3. Encourage significant clustering of housing units to promote a sense of neighborhood.
4. Encourage and provide incentives for private funded recreation and open space facilities in conjunction with residential developments.

III. Assure compatability of design so that new development is consistant with the character of the existng neighborhood.

Specific Actions and Policies

1. Develop a Compatable Review Overlay process where by new development would be reviewed to determine if new development conforms to the guidelines of neighborhood design compatability. The Compatable Review Overlay process addresses these components or issues; heigth and scale of existing and proposed development, the buildings form or shape, materials, texture, color, line or directional expression, location of enteries, shape and rythym of roofs, widows and doors, screening of physically incompatible elements such as machinal equipment, utilities, etc., energy conservation, emmision of noise or odor's, drainage, parking, landscaping and buffering, traffic saftey and congestion consideration, and compliance with historic design components if applicable

## EAST CENTRAL NEIGHBORHOOD ADDENDUM AREA

Proposal for Action	Timing	Implementing Entity
1. Block — redesign. Install curb gutter and side walk elements along north side of RR Lane and along south western half of the street.	1995	SLC Public Works
2. Block — redesign. Install concave residential street elements with colored paver accents to both interior block streets.	1993	SLC Public Works
3. Block — Install curb and gutter unit on the north east corner.	1992	SLC Public Works
4. Block — redesign. Install concave residential street elements with colored paver accents to both interior block streets.	1993	SLC Public Works
5. Develop Compatible Review Overlay Ordinance.	1991	SLC Planning Commission
6. Develop a Housing Rehabilitation Program targeted to the East Central Neighborhood in properties identified as needing rehabilitation. See Addendum to the East Central Neighborhood Plan.	Ongoing	C.D.C. and SLC Housing Authority
7. Evaluate the need including funding strategies for interior block pedestrian lighting.	Ongoing	Private Entities and SLC Public Works