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EAST CENTRAL  
NEIGHBORHOOD  
PLAN

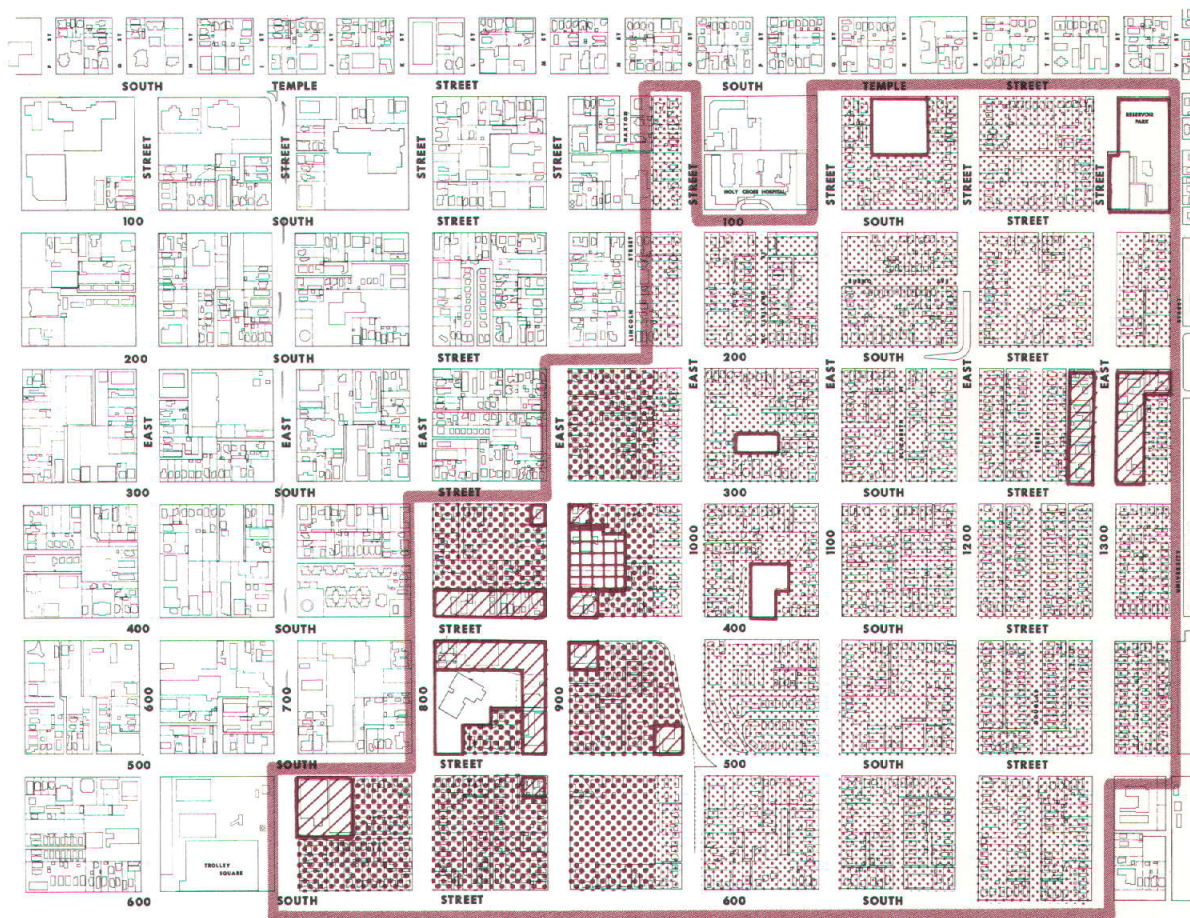
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# EAST CENTRAL NEIGHBORHOOD PLAN

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DECEMBER 1984



## Generalized Future Land Use

- 
Low/Medium Density Residential  
10—20 UNITS PER NET ACRE
- 
Medium Density Residential  
20—50 UNITS PER NET ACRE
- 
Business / Commercial
- 
Public / Semi-Public
- 
Medical Services

East Central Neighborhood Plan



SALT LAKE CITY  
SALT LAKE CITY PLANNING COMMISSION

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# EAST CENTRAL NEIGHBORHOOD PLAN

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*Introduction*



# *Introduction*

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## *Planning Background*

The East Central Neighborhood is located between 700 East and 1300 East Streets (University Street along the university) and between South Temple and 1700 South Streets. Figure 1, a map of the northern portion of the East Central Neighborhood, identifies the boundaries of the study area for this neighborhood plan. The entire East Central Neighborhood is not included in the present study area because of a request by the East Central Neighborhood Council for a concentrated study of the specific areas where they feel that potential zoning modification is important for neighborhood stability.

Many homes in the area were constructed in the early 1900's. Proximity to the Salt Lake City Central Business District and the University of Utah campus prompted early development of the area, and was a major factor in the original zoning of this neighborhood for mixed residential uses and larger scale apartments. Pressure to develop or redevelop into higher densities has become one of the most significant problems confronting this area.

The East Central Neighborhood north of 900 South is a part of the ten acre block grid system established by early Mormon settlers. Unlike many cities, Salt Lake City was planned before any development occurred. Salt Lake City was laid out in 1847 by Brigham Young in conformity with a city plan, Plat of the City of Zion, which had been prepared in Kirtland, Ohio in 1833 by Joseph Smith, the Mormon prophet.<sup>1</sup> Street and block

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<sup>1</sup>Salt Lake City Master Plan, 1967.

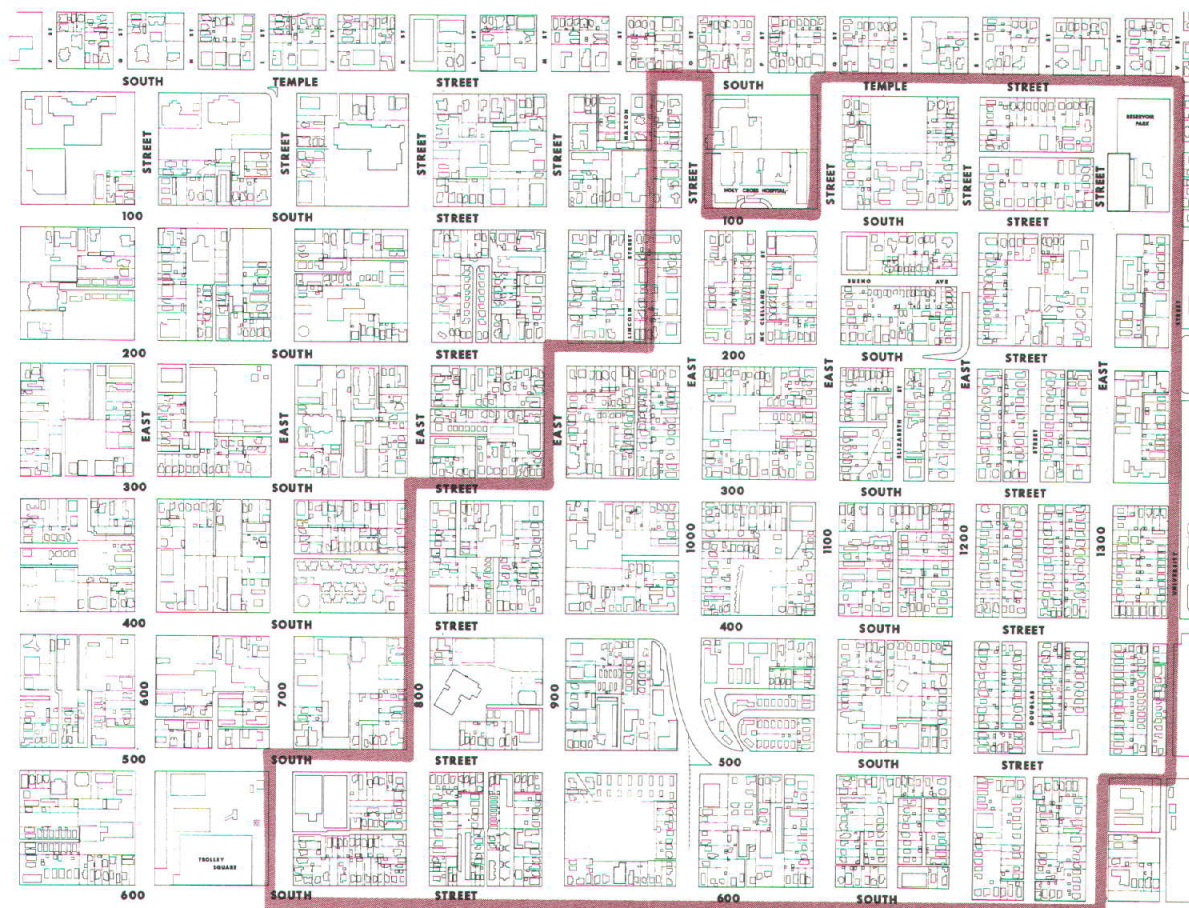


FIGURE 1

*Study Area Boundaries*



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patterns in the East Central Neighborhood reflect the original ten acre block design. The ten acre blocks were originally divided into eight 1.25 acre building lots.

Officials of the Salt Lake City Building and Housing Services Division indicate that Salt Lake City was the second city in the United States to require building permits. Preceded only by New York City, Salt Lake City's building permit records date back to 1890.

Planning has continued to be an important part of most of Salt Lake City's development history. Salt Lake City adopted its first Zoning Ordinance in 1927, and has maintained continuous zoning control since that time. General city-wide master plans were prepared in 1919, 1942 and 1967, and the process of preparing a more detailed plan for each of the city's seven communities was initiated in the early 1970's. The Central Community Plan, of which the East Central Neighborhood is a part, was prepared in 1974 and provides the framework from which this plan is prepared. This plan updates the community plan with regard to the East Central Neighborhood.

### *Actions Recommended in the 1974 Plan*

The 1974 Central Community Master Plan identifies three major action programs for improvement in the East Central Neighborhood. These are described below and discussed further in the plan:

Special Conservation Zone. The Special Conservation Zone was recommended as a means of reducing excessive density potential,

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stabilizing the neighborhood, and conserving the neighborhood's residential character. Zoning recommendations discussed in this plan are intended to incorporate Special Conservation Zone objectives and concepts.

Demonstration Blocks Program. The Demonstration Blocks Program is recommended as a tool to improve blocks with substandard interior streets where both public facilities and private properties have deteriorated through the years. The intent is to improve public facilities and traffic circulation and stimulate improvements to private properties. The Demonstration Blocks Program is being successfully implemented on other blocks in the Central Community.

Code Enforcement Program. The Code Enforcement Program, as outlined in the 1974 Central Community Plan, is a means of preventing blight by imposing mandatory housing improvement requirements on owners of property with serious building code violations. It is also intended to encourage owners of property with minor problems to make necessary repairs.

### *Planning Goal*

The goal of this report is to identify actions and strategies that will stabilize East Central, as an attractive residential neighborhood while accommodating new moderate density residential development. It is important that the neighborhood's twentieth century architectural flavor, tree lined streets, and well maintained properties be conserved.

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The East Central Neighborhood Plan is a refinement of the Central Community Plan and presents a more detailed analysis of the neighborhood. This plan recommends actions to address specific neighborhood problems. The Special Conservation Zone, Demonstration Blocks Program and Code Enforcement Program have each been reevaluated in terms of their ability to respond to present and future neighborhood needs. Studies indicate that each program is valid today and forms the basis from which the present planning effort is pursued. Any deviations from 1974 planning proposals reflect modifications that take into consideration new information, the city's broader capabilities, and support from individuals and interested groups.

### *Programs and Strategies*

This study is divided into two main segments. A land use and zoning segment and a neighborhood plan that includes recommendations for improvement of housing, circulation, and public infrastructure.

#### Land Use and Zoning Issues

The land use and zoning section discusses the recent zoning change to Residential "R-3A" in areas between 1000 East and the university, and includes a proposed overlay zone to further direct future development. Additional zoning modifications are proposed for areas west of 1000 East that will reduce height and density potential. This section will also discuss policies regarding medical facilities near the Holy Cross

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Hospital, a proposed historic district, and group homes. Findings of a downzoning impact analysis completed in 1980 are also reviewed.

Neighborhood Plan

In addition to land use and zoning, this study reviews neighborhood housing conditions, needs, and opportunities; the affect of the University of Utah on all aspects of the neighborhood; traffic and parking concerns; and public facility condition and needs. Appendix III includes a summary of those Capital Improvement Project requests recommended to meet the above concerns. Cost estimates, and recommended project schedules are included.

*Land Use and Zoning Plan*

# Land Use and Zoning Plan

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## *Planning Issues*

Planning issues in East Central have evolved through a history of negotiations among the major planning process participants. Perceived attitudes and concerns of the key participants, i.e. residents, developers, and city officials are discussed in the following section.

### Resident Concerns

The city planning staff has held a series of meetings with the East Central Neighborhood Council Land Use and Zoning Committee to become familiar with issues, citizen attitudes, and perceptions of land use and zoning problems in the neighborhood. Committee members express concerns that zoning in the past has permitted apartments, clinics, rest homes, etc. that are not compatible with a predominantly single-family dwelling neighborhood. They believe that excessive building heights, inadequate side yards, inadequate open space requirements, and excessive densities permitted by past zoning threaten the desirable residential atmosphere and relative economic stability that has prevailed in the neighborhood through the years. Because of the high density apartment potential, residents anticipate a problem with poor property maintenance often associated with speculation. There is additional concern that these problems will become more acute as other areas of the city are "downzoned," further reducing the possible locations for apartments in the city.



Residents also identify the high demand for on-street parking as a neighborhood problem. The demand for student housing near the University



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of Utah has prompted many property owners to illegally convert larger homes into apartments or rooming houses without permits and adequate parking. Student tenants and visitors are forced to park on the street and often entire street curbs are lined with automobiles.

Residents also hope that the increased emphasis on housing in and near the central business area of the city will relieve the East Central Neighborhood of increased pressure for new multiple unit housing projects.<sup>2</sup>

Students park on streets in the neighborhood and walk to the university, adding to traffic and parking congestion. Access to some university buildings is more convenient from on-street parking in the neighborhood than university parking lots. Free street parking is also more attractive to students than paying a fee for campus parking privileges.

The Trolley Corners Theater Complex and other commercial uses found within the neighborhood have also created parking problems on residential streets. Residents strongly urge the city to reevaluate parking requirements for these types of uses and determine a way to solve existing parking problems created by these facilities.

Residents do not trust developers because of instances of undesirable development that have occurred in and around their

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<sup>2</sup>The Housing Element of Salt Lake City's Master Plan and the West Downtown Master Plan endorse mixed use housing concepts in the downtown area. There are no area requirements for residential uses in the Central Business District and the city has recently adopted a parking incentive ordinance for mixed use developments to further encourage residential development downtown.

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neighborhood. Residents acknowledge the need for additional development and foresee additional apartment developments. They indicate, however, that only carefully sited and well designed apartments of compatible scale should be permitted. They request that the city modify zoning ordinances to provide this desired protection and to address other identified neighborhood problems.

Developer Concerns

Developers argue that recent "downzoning" in Salt Lake City is having a devastating effect on property values and on the availability of good multi-unit housing sites. They also indicate that there is a substantial need to provide higher density developments near the Central Business District and employment centers. Many developers argue that they will construct compatible apartment buildings with adequate amenities, but fairness must be exercised and consistent rulings and reliable guidelines must be maintained.

Developers indicate that they have no way of knowing what type of development is acceptable when the Zoning Ordinance does not provide information pertaining to acceptable or desirable design. They charge that even when they attempt to design a good project they fail to satisfy the unknown and sometimes conflicting desires of residents, city officials and others. Developers also contend that zoning in East Central has always allowed apartment houses and that wide streets and large blocks, together with location are justification for continued higher density developments (even though lower density land use has prevailed through the years).

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### City Concerns

Actions by city officials reflect concern for both sides of the land use and housing issues. The "Housing Element" of the Salt Lake City Master Plan adopted in 1980, includes the following objective statements:

- Meet deficiencies in housing stock and remain ahead of future needs.
- Encourage diversity of housing choice.
- Improve quality of neighborhood living.
- Improve neighborhood services and environmental conditions.

These objectives reflect the need for additional housing and diversity in housing types, as well as the need to improve neighborhood quality.

The zoning change from "R-5" and "R-6" to "R-3A" in 1980, encompassing much of the East Central study area, reflects city official concerns regarding neighborhood quality and stability. In approving the R-3A zoning in East Central 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.

### Summary of Concerns

Solutions are needed that will create workable development opportunities while protecting neighborhood character. The solution must

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set forth acceptable design guidelines and contain a mechanism that provides an opportunity for evaluation of higher density residential development. The city must have adequate housing of all types in order to provide a variety of choices. Increasing transportation and energy costs dictate the need for close in, more energy efficient housing. Also, there are areas of East Central where properly designed apartments would be desirable and areas where pockets of substandard housing should be replaced.

Portions of East Central are viable low density neighborhoods with well built and maintained housing. However, there are numerous examples of apartments constructed on small, narrow lots with no regard to neighborhood housing scale and design. The neighborhood must have protection from such incompatible intrusions if neighborhood character is to be preserved. Likewise, the city must take necessary action to respond to neighborhood parking and traffic problems, zoning violations and other land use concerns.



### *Research, Analysis and Sub-Area Objectives*

The study area consists of approximately 400 acres containing 3,942 dwelling units with an average residential density of approximately 10 dwelling units per gross acre. Study area population is approximately 6,900 (see Table 1).<sup>3</sup>

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<sup>3</sup>U.S. Bureau of the Census: Census of Population and Housing, 1980.

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Figure 2 identifies present zoning patterns. The R-3A zoning was adopted by the City Council in 1980 in response to a petition and extensive lobbying by neighborhood residents.

Figure 3 shows the results of a composite mapping study wherein land use, building conditions, location of vacant properties, and nonresidential uses were analyzed. The purpose of the composite map is to assess neighborhood stability and to identify areas that should be encouraged to develop, redevelop, or be rehabilitated. Areas identified on the map as having redevelopment or rehabilitation potential are those consisting of at least one of the three following conditions:

- Areas of vacant property;
- Buildings in poor structural condition; and
- Areas that are significantly mixed with nonresidential uses.

Analysis of this information reveals differing characteristics between the area east of 1000 East hereinafter referred to as Area A, and the area to the west, Area B (see Figure 4). Boundaries of Area A are consistent with the area recently zoned "R-3A".<sup>4</sup>

#### Area A

Area A is generally characterized by sound residential structures and attractive neighborhood appearance. Area A originally developed as a single family dwelling neighborhood.

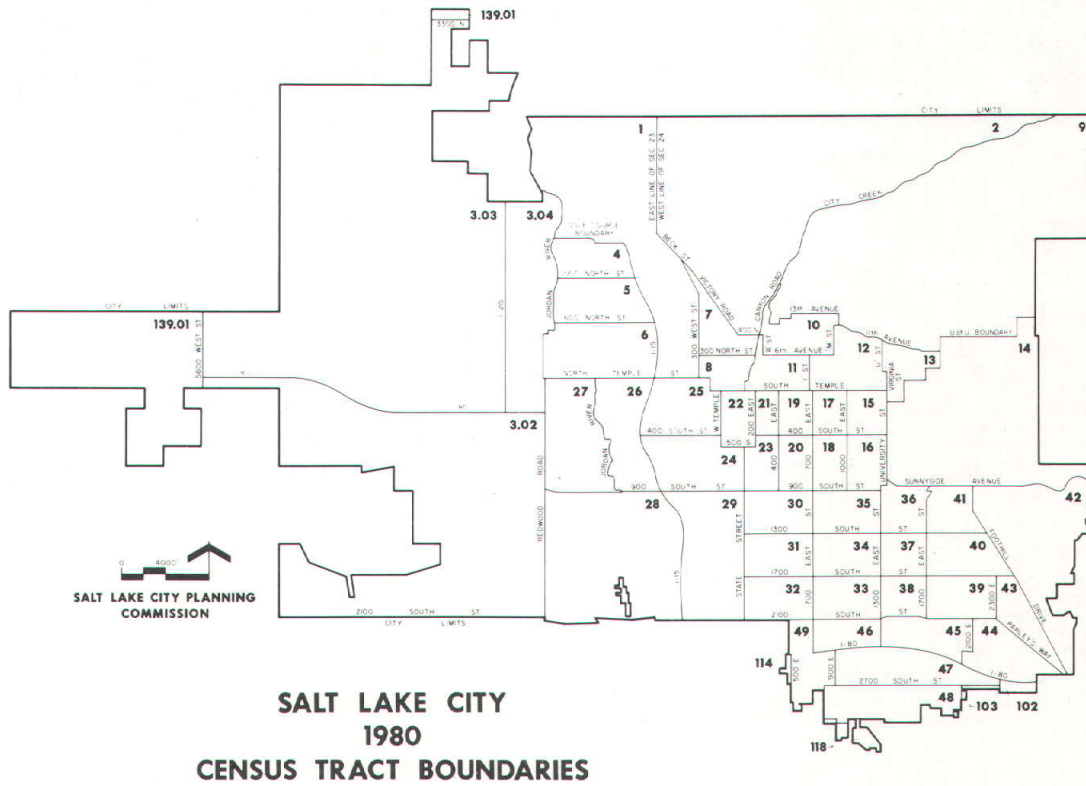
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<sup>4</sup>Information generated by this study was used by the Planning Commission and City Council to determine the boundaries for the "R-3A" zoning change.

TABLE 1  
POPULATION AND HOUSING STATISTICS

CENSUS TRACT	POPULATION	TOTAL HOUSING UNITS	SINGLE FAMILY		OWNER UNITS		RENTER UNITS	
			Number	Percent	Number	Percent	Number	Percent
15	3,081	1,311	613	33.85	342	18.88	1,316	81.12
16	2,010	1,148	444	38.68	279	24.30	799	75.70
17	863	485	160	32.99	75	15.46	360	84.54
18	945	498	207	41.57	105	21.08	336	78.92
TOTAL/ AVERAGE	6,899	3,942	1,424	36.77	801	19.93	2,811	80.07

Source: U.S. Bureau of the Census, "Characteristics of Population and Housing By Blocks", 1980.



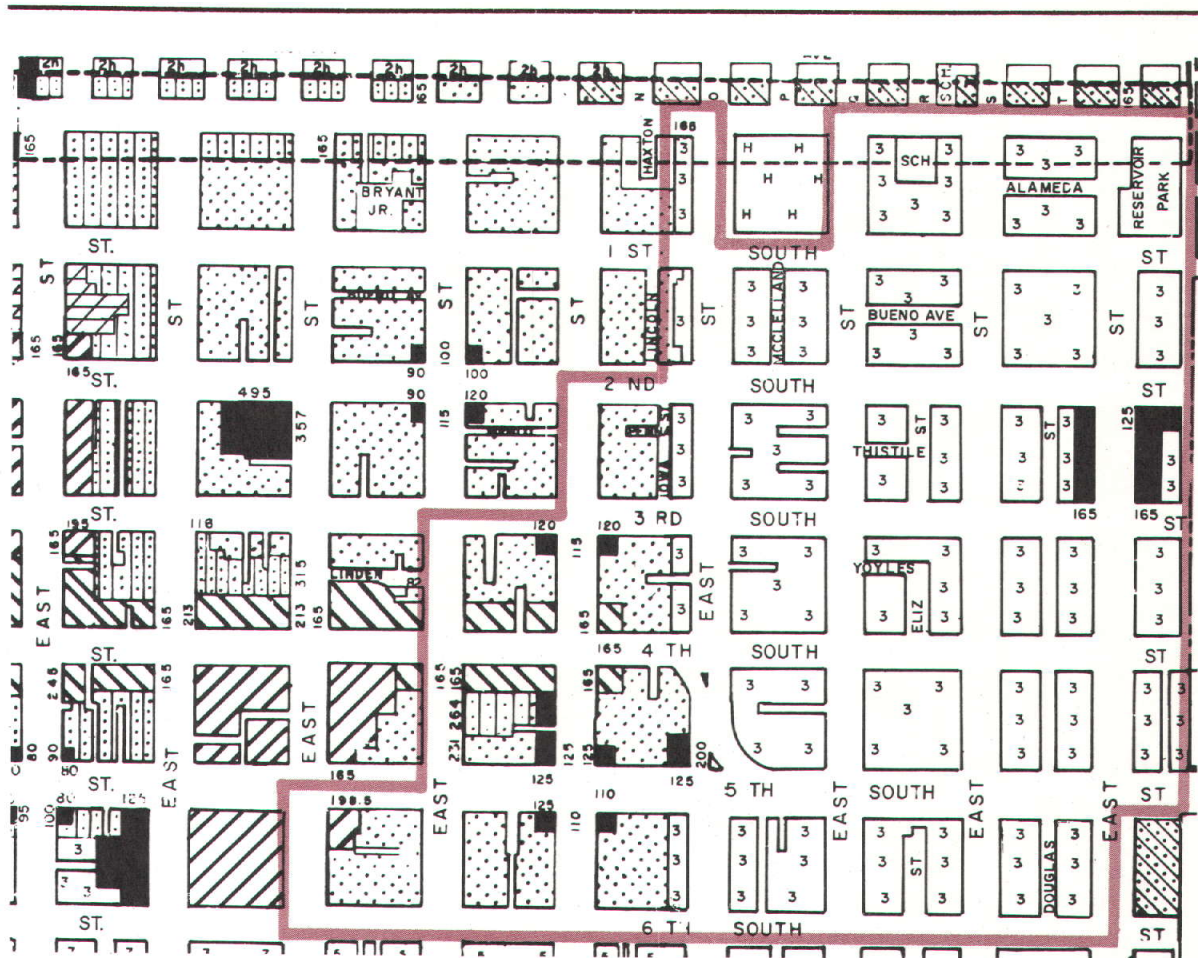


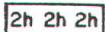





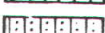




FIGURE 2

*Existing Zoning*

	R-2	Residential		C-3	Commercial
	R-2H	Residential		C-3A	Commercial
	R-3A	Residential		H	Hospital
	R-5	Residential			
	R-6	Residential			
	R-7	Residential			
	B-3	Business			
	C-1	Commercial			

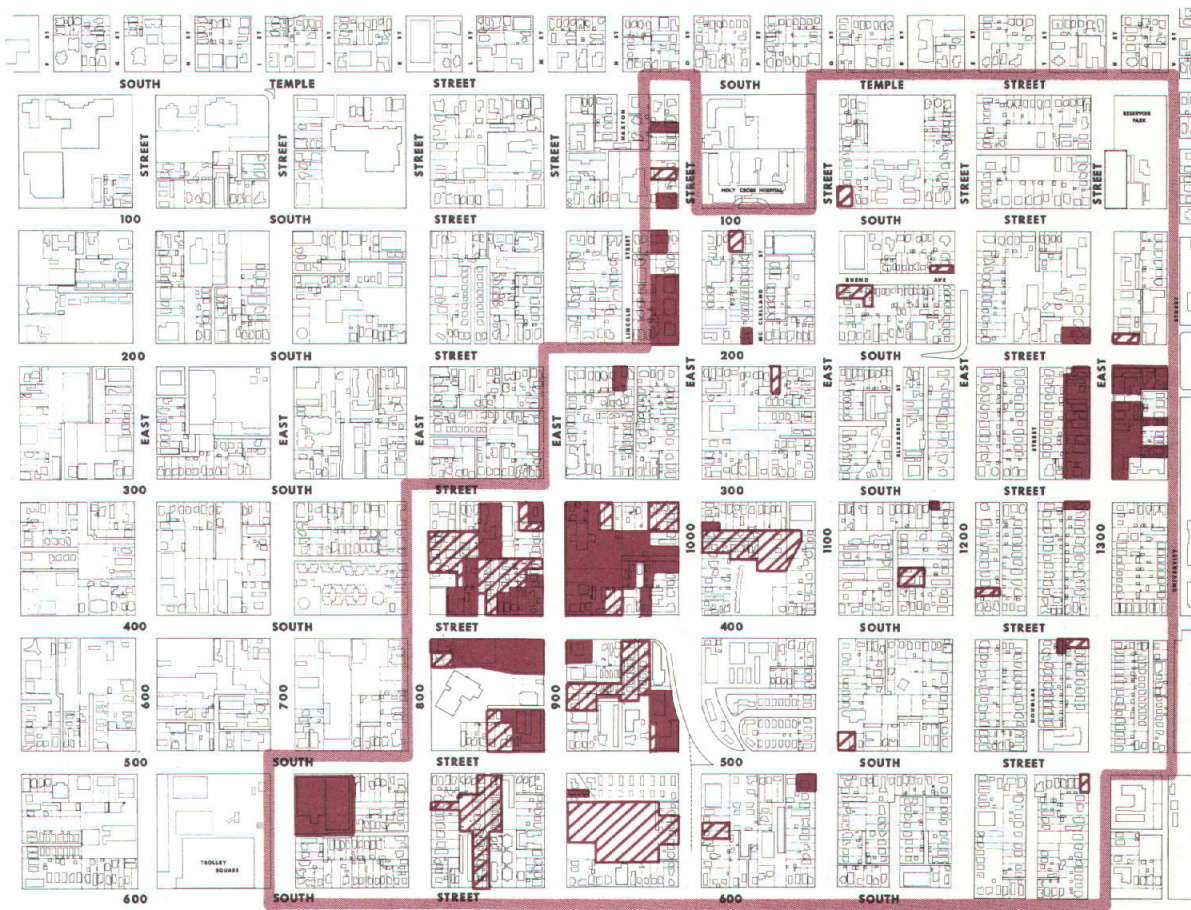


FIGURE 3

*Residential Property Stability*



Properties in need of Rehabilitation or Redevelopment.\*



Non-Residential Properties.

\*(Vacant properties, properties in poor structural condition, and properties significantly mixed with non-residential uses.)

SOURCE: Salt Lake City Survey of Land Use and Housing Conditions, 1980.





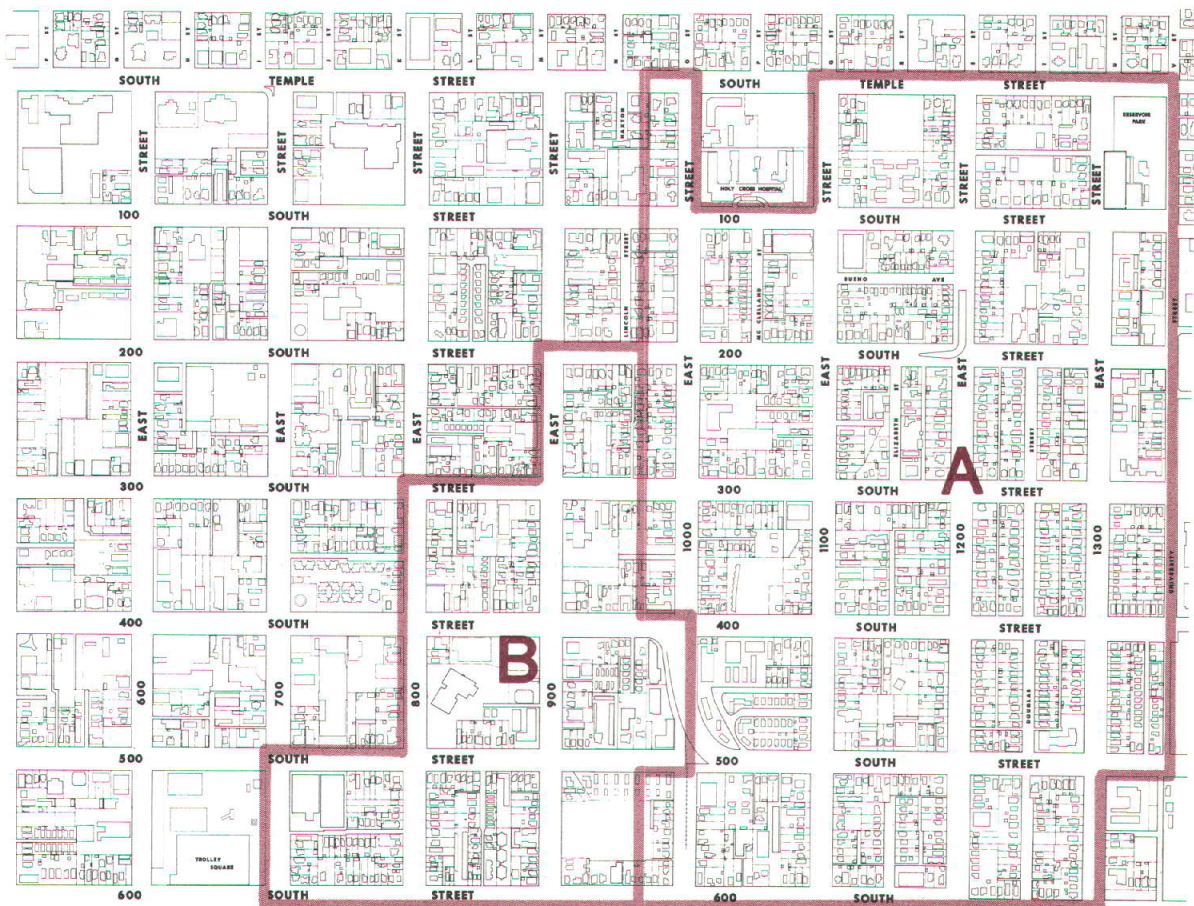


FIGURE 4  
*Sub-area Boundaries*

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Many blocks continue to maintain a low density single family dwelling atmosphere even though apartment encroachment has occurred. Tree lined streets, wide parking strips, well landscaped and maintained properties, and early twentieth century architecture typify this area.

Proximity to the University of Utah, the Salt Lake City Central Business District, and the Holy Cross Hospital, however, have attracted apartments, clinics, boarding houses, convalescent homes, and nonresidential uses. Past zoning regulations have accommodated these uses to the extent that the low density neighborhood character and distinct flavor of early twentieth century architecture is in jeopardy. The zoning change of the entire area to "R-3A" has reduced the potential for additional improperly designed apartments and nonresidential uses. Land uses permitted by present regulations are more compatible with low density neighborhood characteristics.

The 1974 Central Community Master Plan acknowledged the undesirable consequences of continued incompatible development and recommended that this area be conserved and stabilized as a low-medium density residential neighborhood. The city land use and building condition field survey, completed in 1980, confirms that recommendations of the 1974 plan accurately depict this area as being worthy of conservation.

Objectives for Area A are as follows:

- Conserve the low medium density character of the area.
- Encourage compatible infill housing on vacant lots, lots containing nonconforming uses and residential structures in disrepair.

- 
- Encourage low density development consistent with density and design of existing housing. Higher density housing should be permitted in Area A only where compatibility can be clearly demonstrated.

#### Area B (West of 1000 East)

Area B displays different characteristics than Area A. Many homes and sections of blocks are well preserved and worthy of conservation. Nonresidential uses including schools, medical facilities, churches and commercial activities are much more prevalent in Area B, however, and many of the residential structures are modest, older homes fronting on narrow, substandard mid-block courts. There is also considerable vacant property throughout some blocks.

Replacement of unsound structures and new residential development in substandard block interiors is necessary if Area B is to continue as a viable residential neighborhood. Several blocks are contained in a Redevelopment Agency Housing Rehabilitation Area. Residents should take advantage of the rehabilitation program. Rehabilitation of sound structures is encouraged.

Well designed medium density apartments should be encouraged as a feasible means of redeveloping undesirable pockets. East Central residents are desirous of seeing additional family oriented apartment and condominium developments so that existing schools and other neighborhood facilities will be supported and maintained.

The main objective for this area is as follows:

- Encourage the preservation of good housing and neighborhood elements while encouraging redevelopment of problem areas by permitting multiple family dwellings that are well designed and compatible with surrounding land uses.

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## *Zoning Recommendations for Area A*

### "R-3A" Zone

Area A is generally consistent with boundaries of the "R-3A" zone and is a priority for conservation because of the prevalence of sound structures and attractive neighborhood appearance. The "R-3A" zone adequately addresses many of the concerns raised by neighborhood council representatives. This plan endorses "R-3A" as being a suitable base zone for the area that it now encompasses.

Existing "R-3A" regulations include usable open space requirements, incentives for structured parking, increased side yard requirements (if the side yard is to be used for principal access or outlook), and Board of Adjustment approval for any development over one acre or containing ten or more units. The "R-3A" zone is specifically intended to enhance and protect areas designated in the city's master plans for low and moderate density residential use.

### Compatibility Review "CR" Overlay Zone

The Salt Lake City Council approved the "R-3A" zoning change in East Central in 1980 subject to the Planning Division preparing an overlay zone providing development design review and density flexibility. More specifically, the overlay was envisioned as a means of permitting higher density residential development when designed and demonstrated to be compatible with the scale and character of the surrounding neighborhood. It was recognized that the "R-3A" zone may unduly restrict desired multiple family housing in some areas of East Central.

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As the overlay concept developed through Planning Commission and City Council review and input, the scope has expanded to include a review procedure for all new development which may take place within any area designated as an overlay district, unless specific development types are exempted from the review process. The following three exemption alternatives have been discussed.

- Exempt 1-4 family dwellings.
- Exempt 1-9 family dwellings.
- Exempt all development that complies to provisions of the "R-3A" base zone.

Exempting one through four family dwellings is the most restrictive alternative and is the one favored by residents. Rationale for this approach is that single-family dwellings and duplexes rarely create compatibility problems. The compatibility review process would be unnecessarily restrictive for property owners desiring to construct a one or two unit structure. Requirements of the "R-3A" zone insure that three and four family dwellings provide adequate yard areas, open space, parking and other amenities. Residents have expressed concern, however, that the "R-3A" zone does not regulate two important building design factors:

- Building orientation and sense of entry on the front facade. Because of narrow lots that are typical in East Central, many buildings are oriented with access and outlook into sideyards with a solid wall facing the street. Such design is a major departure from traditional design and should be prohibited.
- Flat or near flat roofs are generally not compatible with established character in East Central. There is no restriction on roof pitch.

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Exempting one through nine family dwellings is consistent with present "R-3A" regulations that require Board of Adjustment approval for any new residential development in excess of nine units or one acre in size. This alternative would shift review responsibility from the Board of Adjustment to the Compatibility Review Process.

The purpose for recommending the "CR" review process is that development criteria established for the "CR" Overlay assures a consistent review of all major aspects of the development. The Board of Adjustment would continue to review projects that do not comply with base zone requirements through the "Conditional Use" procedure in conjunction with the Planning Commission and their Compatibility Review Subcommittee.

As with the first alternative, one through nine family dwellings would be exempt from the review process only if the building design satisfies requirements for sense of entry and roof pitch.

Compatibility Review only for projects that do not comply with the base zone requirements is the most lenient approach. All projects that comply with "R-3A" regulations would be exempt from compatibility review if this alternative is implemented. This approach does not offer the level of review desired by residents, and is not supported by the neighborhood council as a viable alternative.

#### Recommended Compatibility Review Exemptions

It is recommended that only one family through four family dwellings be exempt from the "CR" Overlay process subject to the following:

- 
- The front facade of the building must contain at least one front door and sufficient windows to provide a sense of orientation toward the street.
  - Roof pitch must be at least 4:12.
  - Building materials must be compatible with the general character of East Central and consistent with provisions in the "Design Guidelines for New Construction." (See Appendix II.)

The City Zoning Administrator should have the authority to review and approve these design elements. If the Zoning Administrator determines that the design is not acceptable, the design shall be modified or be subject to the "CR" Overlay process.



## *Zoning Recommendations for Area B*

### Modified "R-5" Zone

It is recommended that the existing "R-6" zoning in Area B be changed to Residential "R-5" and that the following changes be made to "R-5" zoning requirements:

- The height exception should be eliminated. Maximum building height should be 45 feet.
- Side yards for single family dwellings and duplexes should be a minimum of 4 feet and 10 feet. Side yard for structures containing 3 or more units should be 8 feet and 12 feet. Each side yard of all residential structures should be at least 30 percent of the building height.
- Whenever a side yard is designed to be used for principal access to or principal access from any residential unit, said side yard must be at least 15 feet in width and at least 11 feet of said side yard must be landscaped.

Present "R-5" and "R-6" zones permit a maximum of 80 dwelling units per acre. There are very few residential structures that have developed

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to the 80 unit per acre maximum potential in the "R-5" zone because parking, usable openspace and other design standards make it difficult to design to the 80 unit per acre potential. Elimination of the height exception will further reduce density potential. A more realistic potential is 40 to 50 units per acre.

The formula for calculating density in the "R-5" zone could be left at the present 4,000 square feet of lot area for the first unit and 500 square feet of lot area for each additional unit, with other "R-5" regulations dictating density. A preferable approach is to modify the density formula into harmony with other "R-5" requirements. The following density regulation is proposed:

- Single family dwelling 5,000 square foot lot<sup>5</sup>
- Two unit dwelling 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 lot plus 800 square feet for each dwelling unit in excess of four

The proposed density formula results in a maximum density potential of 48 dwelling units per net acre. Gross acreage potential is considerably less.

The "R-5" zone with proposed modifications should satisfy objectives for Area B. The modified "R-5" could accommodate moderate

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<sup>5</sup>The Zoning Ordinance includes a provision for replacing homes on small lots that were held under separate ownership from adjacent lots and of record before September 1, 1927. Since most lots in Area B were created prior to 1927, most existing homes could be replaced subject to meeting parking and reduced side yard requirements.



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density development while including zoning provisions to ensure that new development is more compatible with neighborhood scale and character than development permitted under "R-6" regulations. The modifications reflect a compromise between the neighborhood interests desiring to restrict multiple family dwellings, and the development interests concerned with preserving higher density potential in this area.

### *Compatibility Review for Business and Commercial Properties*

It is also recommended that the Compatibility Review Overlay Zone encompass all of Area A, including property zoned for business use. Nearly all properties zoned for business or commercial activities (the "B-3" zone) in Area A are developed, and most business properties are viable and well maintained. The purpose of compatibility review encompassing business zoned properties is threefold:

- To review residential developments that may be proposed in "B-3" zoned properties. ("CR" requirements for residential projects in the "B-3" zone should be the same as in residential zones).
- To review new commercial developments that propose to take advantage of height exceptions outlined in Section 51-5-8 of the City's Zoning Ordinance. Business or commercial uses complying with "B-3" base provisions, without height exceptions, will not be subject to "CR" overlay regulations.
- To review business developments that propose parking in neighboring residentially zoned property.

The intent of this recommendation is to provide the same level of compatibility review for all new residential projects in Area A regardless of the underlying base zone, and to review only the commercial

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projects that have the possibility of negatively impacting neighboring residential properties by exceeding the "B-3" 25 foot height limit, or desiring to provide business parking in an adjacent residential zone. Requiring the "CR" review for all business or commercial developments is unnecessarily restrictive. Present ordinances provide adequate landscaping and buffers for business properties adjacent to residential properties, and most businesses are clustered along major streets, such as 1300 East, where they are somewhat removed from residences. Major impacts should only result from developments where height exceptions are pursued to make possible the construction of large massive projects.

### *Procedures for Compatibility Review and Approval*

As presently proposed, the "CR" Overlay Ordinance requires the following approval process:

Development Projects Exempt From the "CR" Process. The "CR" process will not impose additional requirements or approvals on exempt projects, such as building additions that do not increase the number of units. They will follow regular building permit procedures and comply with all applicable city ordinances.

Development Projects with Conditional Exemptions. An example of conditional exemption is the one family through four family dwelling exemption proposed for Area A subject to conditions of appropriate street orientation and roof pitch. This plan proposes that the Zoning Administrator have the authority to evaluate conditions of exemption.

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Zoning Administrator approval will authorize a building permit through regular permit procedures. Zoning Administrator denial will result in a loss of exempt status and the project will be subject to the applicable "CR" process.

Development Projects That Comply With Base Zone Requirements. An example is the project that complies with all provisions of the "R-3A" base zone but is not specifically exempt from the "CR" process. The proposed "CR" ordinance recommends establishment of a compatibility review subcommittee of the Planning Commission that will review the project and forward a recommendation to the Planning Commission for final review and approval. Appeal will be to the Salt Lake City Council.

This approach may require an ordinance amendment that will enable the "CR" process to replace the Board of Adjustment review that is presently required in the "R-3A" ordinance for all apartments consisting of ten or more units. An ordinance amendment should waive Board of Adjustment review requirements in areas where the "CR" Overlay has been adopted.

Development Projects That Do Not Comply With Base Zone Requirements (Conditional Use Procedure). In addition to Planning Commission Subcommittee recommendation and Planning Commission approval, any project that does not comply with base zone requirements must obtain conditional use approval through the Salt Lake City Board of Adjustment.

Appendix I includes a summary of the "CR" overlay process as

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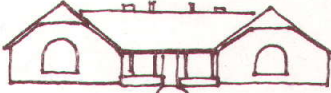
presently proposed. It should be viewed as preliminary information outlining general direction.

### *Development Evaluation Criteria*

Appendix II contains design guidelines for all new construction subject to compatibility review in East Central. These guidelines will function as the "CR" Overlay "Urban Design Element," and will be the criteria from which development proposals will be evaluated.

### *Other Zoning Considerations*

#### Holy Cross Hospital and Related Medical Facilities

Proximity to the Holy Cross Hospital may prompt an eventual need for additional medical related facilities such as clinics, etc. in the East Central area. Recent information indicates that presently there is a surplus of medical office space available. Some of the buildings  have extensive vacant space, and there have been inquiries regarding the conversion of medical clinics into non-medical offices and other uses. The city should not permit existing clinics to convert to other office or commercial uses. If such conversions were to occur, the eventual need for additional clinic space may have to be satisfied by expanding into additional residential properties.

Because of the uncertainty of future need, this plan does not identify specific sites for future medical related development. It is

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anticipated that very few, if any, medical clinics will be needed in the East Central area in the near future. It is also difficult to determine which properties may be most suitable for future needs, and identifying properties as potential medical facility sites may encourage development that is not really needed. A preferred approach is to address the need for additional medical facilities at such time that a need is demonstrated, and respond to development requests as they are submitted.

The city should adopt a general policy that future medical facilities should be contained on the Holy Cross Hospital block. Rezoning to accommodate additional medical facilities in the East Central Neighborhood is discouraged. Rezoning to accommodate additional medical uses should only be considered after adequate demonstration that a need for additional facilities exists in this area. New developments must be sensitive to neighborhood character and scale, and any rezoning for these uses should include the Compatibility Review Overlay Zone.

#### Historic District Considerations

South Temple Historic District. Properties fronting on South Temple Street are included in the South Temple Historic District. All new construction and most exterior remodeling must be reviewed and approved by the Historical Landmark Committee and Planning Commission before permits can be obtained. The Compatibility Review Overlay should not govern properties in the historic district. Historic district status is public policy aimed at preservation not redevelopment. The "CR" Overlay

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is designed to accommodate new development with more ease than being in the historic district and would not be a compatible overlay over the historic district. It is also unnecessary to require a property owner to go through both review procedures.

Recommended Historic Districts. "Salt Lake City Architectural Survey", prepared for the Salt Lake City Planning Commission and Historic Landmark Committee in January of 1983, identifies historically significant and contributory structures in the East Central Study Area, and recommends that two segments of the area become historic districts, and another area become a conservation district (see Figure 5). East Central residents have requested that the east side of 1200 East between 100 South and South Temple also be considered as a conservation district.

The proposed University Area Historic District should be adopted. The historic district encompasses the segment of Area A most worthy of conservation and supports



the general goals of this study. If adopted, however, the historic district will impose more restrictive development regulations than the proposed "R-3A"/"CR" Overlay requirements and the more restrictive historic district regulations will prevail. The "CR" Overlay Zone should therefore be removed from properties covered by the historic district upon adoption of the historic district.

The proposed Tenth Ward Multiple Resource Historic District includes the Trolley Square Block and extends east to include the old Salt Lake

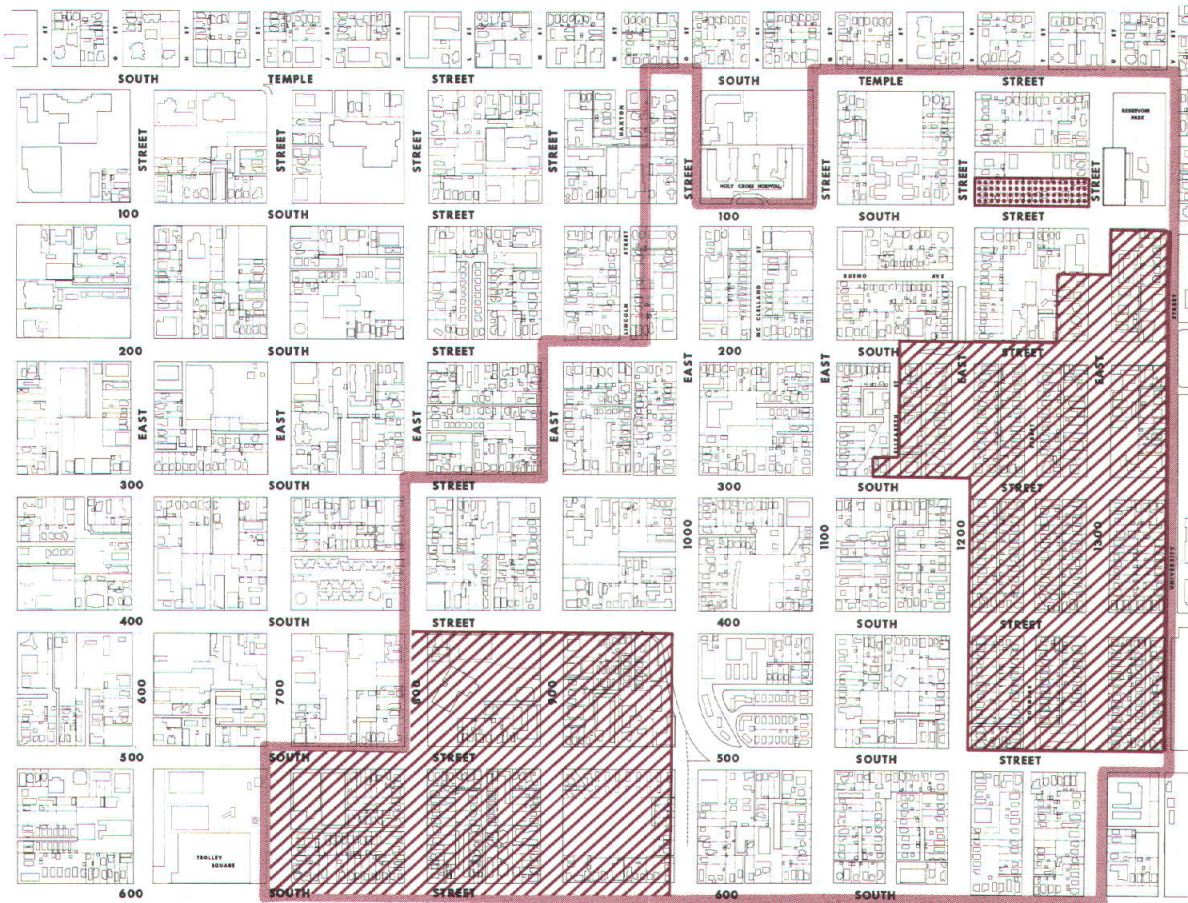


FIGURE 5

*Proposed Historic & Conservation Districts*



Historic



Conservation

SOURCE:  
Salt Lake City Architectural/  
Historical Survey, Central/Southern/  
Survey Area

East Central Neighborhood Plan



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Brewing Company Building. A multiple resource district contains architectural/historic resources that are usually separated from each other by many intrusions. The few significant sites in the Tenth Ward area are separated by blocks that contain very few significant sites. Strategies for the Tenth Ward area will likely be to preserve existing sites rather than the entire area.

The conditional use procedure for nonresidential uses in historically significant structures should not apply in the East Central Neighborhood. If the underlying base zone is residential, only residential uses should be approved.

#### Group Homes and Other Social Service Uses

Group homes for developmentally disabled, nursing homes, daycare centers, and other institutional uses (outlined in Section 51-18-7, Salt Lake City Zoning Ordinance) are presently conditional uses in the Residential "R-6" Zoning District. Because of increasingly restrictive local regulations, the state has adopted regulations that permit group homes for the handicapped in any zoning district other than Residential "R-1" subject to reasonable regulation. The State is expressing concern regarding increasing restrictions on the location of other state assisted social service facilities.

Salt Lake City has changed zoning from "R-6" to more restrictive residential zoning in several large areas of the city in recent years, and current master plans identify the need for additional reduction in "R-6" zoning in the Capitol Hill Sugar House, Westside and Central



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Communities. Recognizing that elimination of "R-6" zoning in many areas is eliminating the opportunity for the "R-6" social service facilities, the city is considering ordinance modification to permit these uses in other zones. Since much of East Central is zoned "R-6", it would be in the East Central Neighborhood's best interest to have these uses dispersed in other zones. It is, therefore, recommended that group homes for the elderly and developmentally disabled youth and adults be permitted in any residential zoning district (other than "R-1") subject to conditional use approval, and any other regulations the city considers necessary to ensure that group homes are good neighbors.

The city should permit the other "R-6" social service facilities as conditional uses in all zones permitting apartments, not just the "R-5" and "R-6" zones. These changes will help disperse these uses throughout the city, not just the "close-in" areas such as East Central. The conditional use requirement will also provide an opportunity for public review and input prior to any proposal being approved.

Salt Lake City Downzoning Impact Study<sup>6</sup>

Salt Lake City published a "Downzoning Impact Study" in July 1980. The purpose of the study was to assess the impacts of downzoning and the extent that past downzoning accomplished its intended purposes. The study summary indicates that there is a correlation between downzoning

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<sup>6</sup>APA Planning and Research, for Salt Lake City Corporation, "Salt Lake City Downzoning Impact Study," June 1980.

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and restoring confidence of neighborhood residents. The study concluded, however, that other factors have as much or more influence on neighborhood stability, and the net effect of downzoning as a revitalizing tool has perhaps been overemphasized. Downzoning protects previous revitalization against new decline to a greater extent than encouraging initial revitalization in a declining area. Downzoning only prevents construction of additional undesirable developments.

Study authors indicate that more efficient zoning and building code enforcement, block redesign projects that correct public facility deficiencies, infrastructure improvements, and improved private property maintenance are equally or more important than zoning densities in improving the character of the East Central Neighborhood. Neighborhood conditions will not improve until private properties are improved and maintained. The city has limited influence over the maintenance actions of private property owners. Major neighborhood resident and property owner participation is essential to the success of any improvement effort.

### *Need for Study in Other Areas of East Central*

Citizens participating in this study express concerns that all blocks east of 700 East between South Temple and 600 South, not included in this study should be "downzoned" to protect the sense of community and preserve the enclaves of low density housing and the sense of community

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they provide. Residents indicate that land use patterns and housing conditions north and west of Area B are similar to those in the study area, and immediate action is necessary to protect the neighborhood from high density encroachment and to encourage increased single family owner occupancy.

The city should include these blocks in a neighborhood plan as the means of evaluating land use and zoning. Concerns in these blocks are similar to the concerns in the present study area. "R-6" zoning does not provide adequate regulation of high-rise multiple family structures in a predominately single family area. An analysis of land use and zoning patterns, land use needs, building conditions, and general neighborhood stability is necessary to determine appropriate land use controls.

### *Compliance with the 1974 Central Community Development Plan*

The 1974 Central Community Plan includes a recommendation for an average gross density of 11.5 dwelling units per acre in the East Central study area. Present density is approximately 10 dwelling units per gross acre (400 acres and 4,000 dwelling units). An additional 600 dwelling units can be allowed before this area averages 11.5 dwelling units per gross acre.

Area A contains very little vacant property and housing conditions are generally very good. The "R-3A" density potential is not high enough to justify demolition of good quality housing, especially at today's

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housing costs and interest rates. The proposed "CR" Overlay in Area A will provide additional neighborhood protection. Increased density resulting from the occasional apartment that exceeds base zone requirements should be offset by the design considerations required of such projects.

The modified "R-5" zone proposed for Area B will permit moderate density apartments that may eventually result in a density in excess of the recommended 11.5 dwelling units per acre. The consultant drafting the 1974 plan did not consider the extent of vacant, underdeveloped and substandard properties and the prevalence of commercial zoning and nonresidential uses in Area B.

This plan updates the 1974 plan by recognizing that the higher density potential provided by the modified "R-5" proposal is more reflective of current conditions and needs than densities proposed in the 1974 plan.

Even though potential for higher density exists, density in the study area will likely never exceed 11.5 dwelling units per gross acre. Because of the availability of vacant and underdeveloped property, Area B may eventually accommodate a higher average density.



*Neighborhood Plan*

# *Neighborhood Plan*

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## *Demonstration Block or Block Redesign Projects*

The need to respond to the design problems of the city's large ten acre blocks was acknowledged first in the 1943 City Master Plan. The demonstration block concept, which was conceived as part of the Central Community Master Plan, indicated that many of the ten acre blocks in the Central Community are deteriorated, under-utilized and blighted, with most of the problems on the block interiors. The original one and one-quarter acre lots have been cut into smaller irregular parcels, many of which are served only by narrow, private driveways and rights-of-way. These subdivisions, creating substandard lots and streets, have resulted in haphazard development patterns. Numerous problems including traffic and parking congestion, inadequate sewer and water lines, and inadequate, deteriorating street facilities on the private streets have occurred. In addition, homes fronting these interior courts are often small and in need of repair.

The demonstration blocks concept is a joint effort between the city, the neighborhood council, property owners and residents. The program is designed to accomplish the following:

- Improve public facilities including street facilities, storm drainage and public utilities.
- Provide parking lots and/or small green areas for block residents if needed.
- Rehabilitate homes and improve lot maintenance.
- Identify underutilized sites for new housing.

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Self help is stressed in the Demonstration Blocks Program. The city cannot and should not assume total responsibility for all improvements.

Once a block is selected, the following procedures are pursued:

- City officials and neighborhood council representatives initiate meetings with property owners and residents to identify problems and determine solutions.
- Property owners and residents are informed that the city will improve public facilities if property owners will participate by repairing homes and maintaining yard areas. It is strongly recommended that a code enforcement program is implemented at the same time to ensure that owners of private property participate.
- If substantial public support is demonstrated, the city proceeds with plans to improve public facilities and initiate a code enforcement program to identify private property deficiencies and accomplish necessary improvements.
- The city works with property owners to identify sources for home improvement loans. Property owners will have the primary responsibility, however, to take the necessary actions to improve their home and property.

Preliminary investigation reveals that the following blocks are potential candidates for the Demonstration Block Program:

200-300 South--900-1000 East  
300-400 South--1000-1100 East  
300-400 South--1100-1200 East

## *Housing*

### Existing Housing

There is a large variety of housing in East Central. Large apartments are mixed with small homes, often side by side, and new development is mixed among old. The most significant problem with the existing housing stock is the lack of maintenance, cluttered lots, etc.



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A significant percentage of residential structures, however, are in need of major repairs. The city structural condition survey, completed in 1980, reveals that 45 percent of all residential structures in the area are in need of at least moderate repair (see Table 2).

Enforcement of existing ordinances could go a long way toward eliminating the problems of poor property maintenance,



construction without building permits, illegal apartment conversions and illegal housing occupancies. Code enforcement can also be used to reduce impacts of speculation and absentee owners.

Code Enforcement Program. A mandatory code enforcement program is a very effective means of eliminating these problems. A mandatory program is only realistic, however, if a large majority of the neighborhood property owners are supportive of the program. Otherwise, a mandatory program is destined to become an unmanageable administrative problem and politically unpopular.

The fact that only approximately 20 percent of the residential units (including apartments) in East Central are owner occupied suggests that a mandatory code enforcement program may be met with severe opposition. As a general rule, absentee property owners are not willing to accept mandatory requests to improve their properties.<sup>7</sup> This is particularly

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<sup>7</sup>Residents believe that there are a relatively large number of East Central apartment owners that reside in the East Central Neighborhood, either in one of their units or within a few blocks. Residents speculate that these owners are more willing to maintain their properties and participate in programs such as code enforcement than the typical landlord.

TABLE 2  
RESIDENTIAL BUILDING CONDITIONS

	<u>Structures</u>	
	<u>Number</u>	<u>Percent of Total</u>
Satisfactory	280	20.48
Minor Repair Needed: less than \$1,000	489	35.77
Moderate Repair Needed: \$1,000-\$5,000	456	33.36
Major Repair Needed: \$5,000-\$10,000	116	8.49
Substantial Reconstruction: over \$10,000	<u>26</u>	1.9
Total	1,367	

Note: Cost figures are provided to indicate the relative extent of repair needed in each condition category. Structures needing minor repair are typically in need of painting and other maintenance type improvements. Moderate repairs may include new roof shingles, minor wall cracks, etc. Major repairs and/or substantial reconstruction constitute varying degrees of structural problems such as settlement, major cracks or separation in foundation or exterior walls.

Source: Salt Lake City Land Use and Building Condition Survey, 1980.

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true if code compliance includes the elimination of illegal apartment units and associated income.

A voluntary code compliance program, on the other hand, is generally not effective because there is no means of enforcement. It is also difficult to provide adequate property maintenance incentives, particularly to absentee property owners that are not subject to neighborhood pressures to the extent that owner occupants are. A voluntary code compliance program in East Central would, therefore, only tend to encourage more immediate action from property owners already anticipating property improvements, and the net accomplishments would probably be minimal.

#### Recommendations

To be effective, a code enforcement program must be mandatory and supported by a majority of affected property owners. Neighborhood support is also much more likely if initiated at the neighborhood level by neighborhood residents, rather than by city personnel. It is recommended that the city prepare to instigate a mandatory code enforcement program initiated by citizen request if neighborhood representatives can document that the majority of property owners will support such a program. It is further recommended that, prior to program initiation, neighborhood representatives volunteer their homes for a code compliance demonstration project as a means of demonstrating the program objectives, procedures and results to the neighborhood.

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Recommended Code Enforcement Program procedures are:

- City inspectors make appointments for inspection by telephone or by personal contact.
- Housing inspections are performed.
- The property owner receives a written statement that the property either does or does not comply with Salt Lake City's minimum code standards. If the property does not comply, a list of code violations will be provided and time given to correct the violations. Individual hardships and other exceptions may be considered to extend the allotted time period.
- At the end of the specified time, the property is inspected again to ensure code compliance.
- A complaint is filed in city court if a property owner refuses to comply.
- A Housing Appeals Board hears appeals for special exceptions from code compliance as well as citizen complaints related to systematic housing code compliance. When a petition is filed before the Housing Appeals Board, all other action against the property is held in abeyance until the Board's decision is announced.

It is suggested that the code enforcement program be coupled with a low interest loan or grant home improvement program to encourage property owner participation. Otherwise, a code enforcement program may be an impossible economic burden on many property owners, and the program would likely be unsuccessful. The Neighborhood Council should work with the various city departments to devise a workable program. The city Building and Housing Services Division estimates that implementation of a mandatory code enforcement program in the East Central study area would likely cost \$400,000 and take five years to complete.

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Redevelopment Agency Housing Rehabilitation Program. The Salt Lake City Redevelopment Agency responded to a citizen request to establish a housing rehabilitation program in a segment of the East Central Neighborhood that includes several blocks in the study area (see Figure 6). The housing rehabilitation program includes low interest loans and technical assistance for home improvements subject to owner qualifications. The rehabilitation program is a much more positive approach to property improvement than a code enforcement program. Unfortunately, only a small percentage of property owners in the area are taking advantage of the rehabilitation program. The city encourages the neighborhood council to continue to promote the rehabilitation program as one of the best available programs for neighborhood improvement. If the rehabilitation program is a success in blocks presently in the program, the Redevelopment Agency should consider expanding program boundaries to encompass neighboring blocks.

#### Future Housing

Housing infill and redevelopment of blighted pockets is encouraged in East Central. Because of its proximity to the Salt Lake City Central Business District and the University of Utah, the area should continue to help meet the city's housing needs. Housing for all age, social and economic groups is encouraged.

The proposed compatibility review overlay zone provides design and density flexibility that Salt Lake City has not offered to developers in

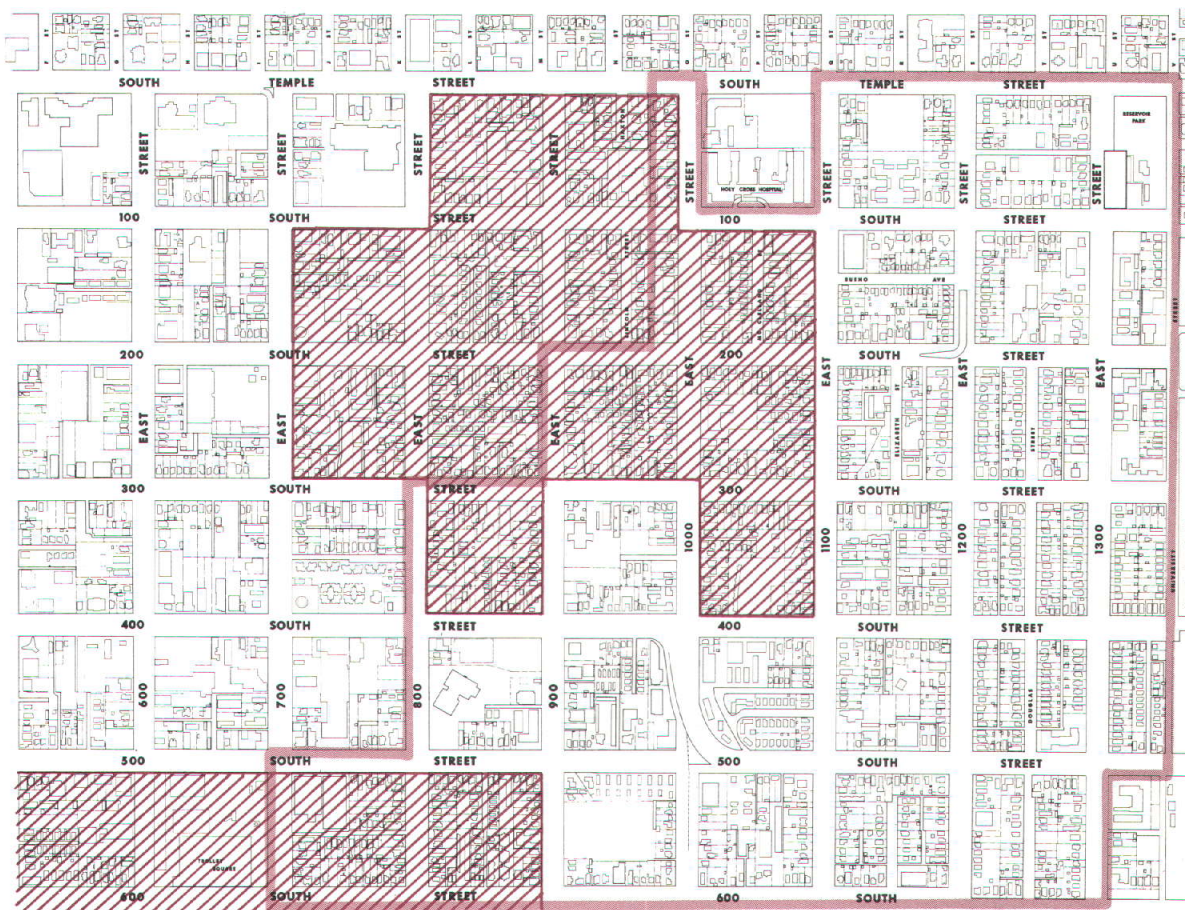


FIGURE 6  
*Housing Rehabilitation  
 Program Areas*

SOURCE: Salt Lake City  
 Redevelopment Agency

East Central Neighborhood Plan

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the past. Hopefully, developers will take advantage of this flexibility by providing very well designed housing that will be a compatible asset to the neighborhood.

#### The Salt Lake City Housing Element

The city planning staff completed the Housing Element of the Salt Lake City Master Plan in 1980. The purpose of the Housing Element is to establish a housing policy with supporting goals and objectives. The Housing Element contains an assessment of city housing needs, goals, strategies and actions.

Housing policy affirms that additional residential units should be located in the East Central Neighborhood to help meet future housing needs. New housing will be important to the neighborhood's vitality, and recommended development regulations should help ensure that new housing is a desirable neighborhood element.

#### Assisted Housing Master Plan

Salt Lake City's Assisted Housing Master Plan addresses city policy towards publicly assisted housing in a format similar to the Housing Element. Various areas in the East Central Neighborhood are potentially good sites for assisted housing. Public housing can often help satisfy the goal of redeveloping blighted or underutilized property in areas where conditions are such that private redevelopment is not feasible.

This study emphasizes scattered public housing sites rather than concentrated developments. Public housing should also be designed to

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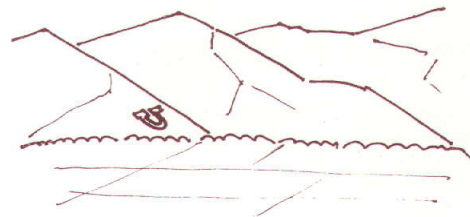
blend into the neighborhood so it will not be identifiable as public housing.

### *University of Utah*

Although the university is not within the boundaries of the study area, the university has a greater impact on the neighborhood than any other single internal or external element affecting the area. Housing demand, traffic volumes, parking congestion and development pressure are all affected by the university.

The university campus consists of 1,252 acres of which 639 acres are developed. Part of the 613 vacant acres is developable. Approximately 325 acres are steep hillsides that probably will not be developed in the near future. Approximately 288 of the undeveloped acres, however, are developable and will be developed as the university expands to meet growth needs.<sup>7</sup>

Presently, nearly 25,000 students are enrolled at the university taking at least one class for credit. This enrollment count includes all students except for those taking classes for no credit.



In response to questions regarding university expansion plans and growth policies, university officials indicate that depending upon Board of Regent policies and legislative mandate, enrollment may increase to

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<sup>7</sup>Source: University of Utah Vice President of Administrative Services.



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as many as 33,000 students by the year 2000. Officials indicate that the campus can accommodate additional students without major facility additions, and there are no plans to expand campus boundaries.

University officials acknowledge parking and traffic problems associated with their institution and are willing to work with the city to solve these problems. They encourage bus ridership and car pooling. Student car pool groups are given preferential parking privileges by the university.

The university has ample parking to meet needs. University officials indicate that there are generally 300 to 400 vacant parking stalls on campus during peak hours. Many of these stalls are not conveniently located, however, and some students find street parking on neighboring residential streets more convenient.

Residents suggest that decentralization of the University of Utah should be considered as a long range option if the student population continues to grow and university associated problems continue to increase. Some university schools could be located in other areas of the Salt Lake Valley, or even throughout the State, when the existing campus is fully developed.

### *Transportation and Circulation*

The East Central Neighborhood is divided into ten acre blocks, separated by 132 foot wide street rights-of-way. These streets were

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originally designed to provide the necessary turning radius for ox-driven carts. Since then, these wide streets have allowed the city to keep up with increasing automobile traffic. Each street has the design capability to accommodate large traffic volumes. Unfortunately, the wide streets do not enhance the feeling of neighborhood atmosphere and cohesiveness. Wide parking strips, landscaped center medians, street trees and similar amenities have been installed on many streets to mitigate the negative effects of the street widths. These amenities must be adequately maintained if they are to function as intended.

Figure 7 identifies present street patterns. The majority of vehicular trips through the area are destined to or from the University of Utah or the central business district. The city Division of Transportation reports that the existing street system accommodates traffic with no major problems. Continual improvements and traffic control modifications are necessary, however, to maintain a circulation system that addresses ongoing needs.

Improvements to 200 South Street between Elizabeth and 1200 East Streets have recently been completed. Improvements include a realignment of 200 South Street west of 1200 East. The steep grade on 200 South together with the narrow, curved approach eastward to 1200 East has created visual problems and a hazardous intersection. The new alignment is a welcome traffic safety improvement.

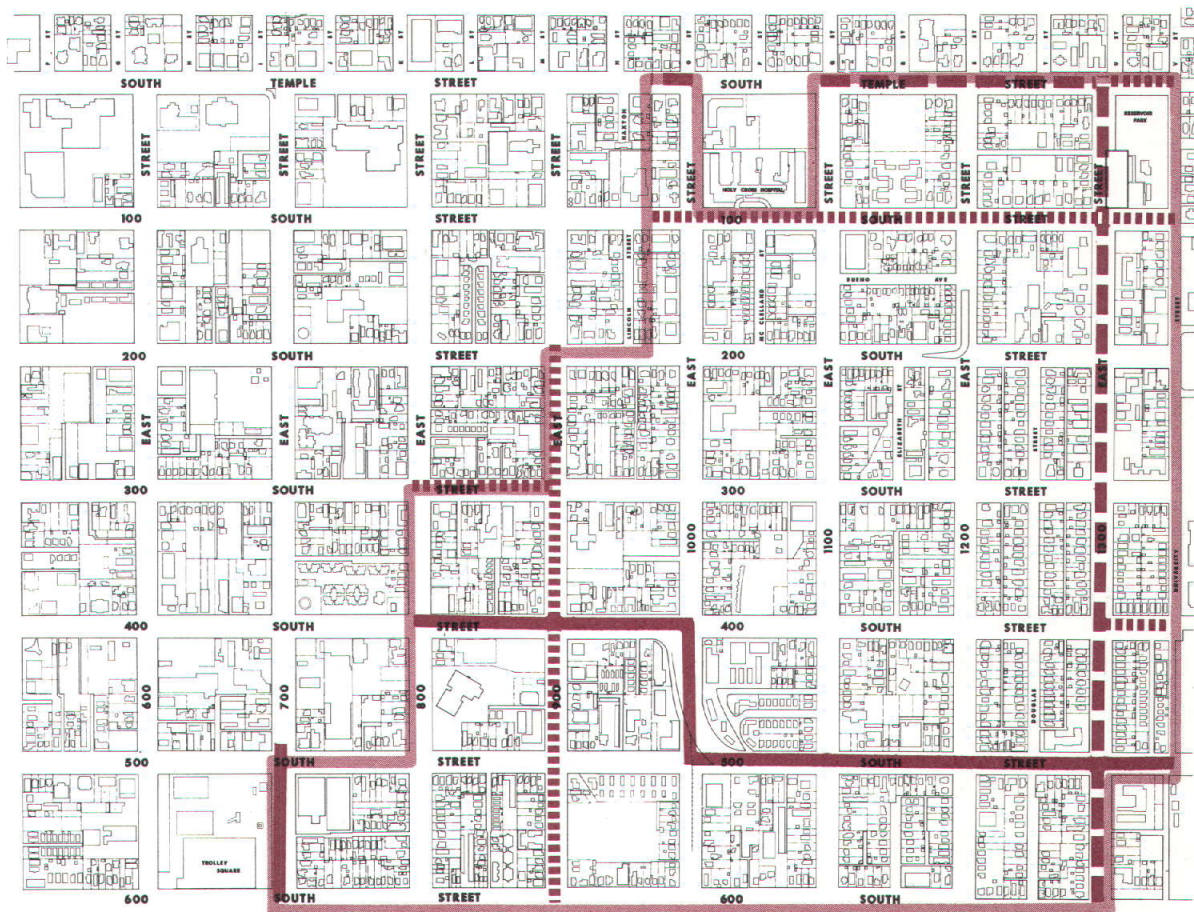


FIGURE 7

*Major Street Plan*

-  Major Arterial
-  Minor Arterial
-  Collector

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The Salt Lake City Public Works Department completed a Capital Improvement Street Needs Study in 1982 that identifies and schedules needed street improvements. The needs study includes transportation systems management (TSM) strategies such as improving signalization, adding turning lanes at intersections and other techniques intended to improve traffic flow and safety. Appendix III identifies proposed TSM improvements and improvement cost estimates.


The Mayor has appointed a task force to investigate problems associated with university oriented traffic. Residents from all neighborhoods surrounding the university are meeting to resolve concerns and arrive at mutually acceptable solutions to traffic problems. The East Central Neighborhood Council's position is that all neighborhoods surrounding the university should accommodate a share of university oriented traffic rather than diverting traffic from other neighborhoods to East Central streets.

The Utah Transit Authority is planning to make several physical improvements in 1984 at the university to improve bus service and passenger amenities. Proposals include several new passenger waiting shelters, bus turnouts and improved turning radii at various locations. Some routes will also be shifted from 100 South to 400 South resulting in less bus traffic on residential streets. These transit system improvements will hopefully encourage increased bus ridership, resulting in a reduction in the number of passenger car trips to the university.

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## Street Parking

The heavy demand for street parking in the neighborhood is probably the greatest traffic related problem to area residents. Because of the area's age, many residential structures were constructed prior to the enactment of parking requirements. Their side yards are often too narrow for vehicular access into the rear yard. These parking problems typical of older neighborhoods, are critical in the East Central Neighborhood because of on-street student parking pressures. Neighborhood streets provide more convenient pedestrian access to some classrooms than campus parking lots.

The demand for student housing near the university is also a major factor contributing to congested street parking. Many homes in the area, in order to accommodate the student housing, have been illegally converted into apartments and boarding houses without obtaining building permits or providing the required off  street parking. When all street stalls are occupied, front yards, side yards and even parking strips are used for parking. These problems become critical when several illegal structures exist on the same street.

Congested parking on narrow streets is of particular concern to the city Fire Department and Public Works Department. Automobiles lining both sides of narrow streets often do not leave room for garbage trucks, snow plows and emergency service equipment such as fire and paramedic units.

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## Recommendations

Circulation System. Although present information indicates that the street system in the East Central Neighborhood can adequately accommodate traffic volumes for the foreseeable future, the city and state should continuously monitor traffic patterns and volumes and take actions necessary to correct noticeable problems. The city should also implement proposed transportation system management projects as recommended and scheduled in the Capital Improvements Street Needs Study.

East Central residents strongly urge the city to provide access to the university through all surrounding neighborhoods so that all university traffic is not funneled through East Central. Residents recommend that the number of stop signs on Avenue streets be reduced to accommodate normal traffic flows and that the city should not close streets in other neighborhoods to force traffic through East Central. Residents also support the creation of new university access such as the 11th Avenue extension.

The grass center medians on 200 South and 800 and 1200 East Streets should also be preserved and maintained. These landscaped medians contribute significantly to the streetscapes and the neighborhood. High curbs should be installed to prevent vehicles from driving or parking in the medians.

Street Parking. There are several possible solutions to the street parking problem. A successful street parking regulation, however, must

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go beyond prohibiting street parking or limiting parking time to one or two hours. To effectively address the street parking problem, the problem sources (university student parking and illegal living units) must be addressed. The university should help encourage campus parking by keeping parking costs as low as possible and striving to maintain an adequate number of parking stalls in all areas, but particularly along the western areas of the campus.

The university should also support and promote the proposed transit system improvements and encourage increased bus usage. Bus riding incentives such as student discount bus tickets would help.

Regardless of university efforts to improve campus parking, the demand for neighborhood street parking will likely remain high as long as street parking is legally available at no cost. The only way the city can prohibit student parking while permitting resident parking is to implement a resident permit parking system. This concept is employed in Washington, D.C., Berkeley, California and other cities to keep commuters from parking on residential streets. The residential permit system includes issuing street parking permits to property owners or tenants based on front footage or by the number of residential units. The city would then enforce the regulation by issuing citations to vehicles parking on designated streets without permits. Generally, this program is self supporting. Fees sufficient to cover program costs are charged for parking permits.

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This program is effective, but it is not without problems. The majority of property owners and tenants in the neighborhood would have to support the program if it is to be a success. Problems of how to administer the program and how to document legal residential units must be resolved. The city would have to provide an enforcement staff and equipment to enforce the ordinance.

The resident permit parking program should be pursued further if the other programs prove ineffective and if the neighborhood council can get behind it and demonstrate that a majority of property owners would participate. If the neighborhood documents support, the city should initiate a feasibility study.

Strong resident support is important to the success of this program because owners of property containing illegal units would need to address tenant parking needs by providing parking in rear yards and legalizing their apartments. A resident parking permit system based on street frontage and legal residential units would complement the building code and zoning ordinance enforcement programs and have a positive effect on the neighborhood, but only if it can be implemented with strong citizen support.

Street parking congestion generated by theaters at the Trolley Corners complex is also a concern to residents of the immediate neighborhood. During peak hours theater patrons park as far as three blocks from the theaters on streets with residential frontage. The long



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standing parking requirement of one parking stall for each ten seats in theaters and other places of assembly is inadequate and in need of revision.

Recent surveys at the Trolley Corners complex and the Regency Theater on Parley's Way indicate that there are an average of approximately 2.5 persons per vehicle attending PG and R rated movies. These findings indicate that one parking stall for each three seats would be a more reasonable requirement for movie theaters, especially those near residential areas where parking overflow occupies residential streets.

The resident permit parking program may have application in front of residences east of Trolley Corners. The city should also study the possibility of modifying the Zoning Ordinance to require one parking stall for each three seats if the theater is within 1,500 feet of any residentially zoned property. Exceptions to this requirement might be granted only if developers can demonstrate that adequate free commercial parking is available to theater patrons at locations more convenient than streets with residential frontage. When the new parking requirement is imposed, theaters that are part of a larger commercial complex should be permitted to share parking with other uses in the complex that have no overlapping hours of business. Banks and theaters, for example, could possibly share parking stalls.

#### Street Facility Improvements

Much of the curb, gutter and sidewalk existing in East Central was constructed in the early 1900's and needs replacement. Because of the

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lack of underground storm drainage facilities in the area, curb and gutter functions as the storm drainage system on many streets. A comprehensive curb, gutter and sidewalk replacement program in the East Central Neighborhood would greatly enhance neighborhood appearance and improve the street facility function in the area.

Street pavement in the East Central Neighborhood is in generally fair condition. Although these streets were constructed many years ago, they have a strong base because a number of resurfacings have occurred through the years.

Maintenance and rehabilitation is an ongoing problem that must be anticipated in future planning and budgeting. The Salt Lake City Public Works Department completed a Capital Improvements Street Needs Study in 1982. Appendix III identifies the location of proposed major street and TSM intersection improvements and estimated costs. The needs study does not include cost estimates for improvements of local streets. A rough cost estimate for improvement of one block of street pavement, curb, gutter and sidewalk on a typical local street would be approximately \$200,000 not including utility improvements.\*

Interior Courts. The worst street conditions are found in the interior courts. Curb, gutter and sidewalk generally do not exist and

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\*The city has an ongoing program to improve residential streets, sidewalk, curb and gutter through special improvement districts which are funded partially by local property tax revenues and partially by homeowners and businesses receiving primary benefit from the project.

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street pavement is often deteriorated. Interior courts have traditionally received low improvement priority because they usually provide access to only a few homes, and rights-of-way are so narrow that conventional street improvement methods cannot be applied. Curb and gutter installation, for example, often reduces the street width so that it is not possible to park on the street without blocking vehicular access. Many interior courts are also private, and the city cannot improve private rights-of-way.

Residents recommend that interior court improvements become a higher priority than in the past and that



basic street improvements be made before improvements such as tot lots and other aesthetic amenities typical of block redesign projects.

The city has dedicated and improved some private interior courts through its Block Redesign Program. Street improvements in these blocks have greatly enhanced the visual appearance of the streetscape as well as the function of the street. However, interior court improvements require citizen involvement and a street design that is tailored to the specific street width and citizen needs. Development of an off-street parking lot is often necessary if street improvements reduce the off-street parking potential.

The city should plan and budget for improvement of all interior courts providing frontage to viable housing, subject to property owners being willing to deed rights-of-way over to the city. Because of the

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necessity to plan and coordinate improvement details with neighboring residents, a block redesign type planning process is desirable wherein residents are involved throughout the entire project planning phase. A modified redesign approach concentrating on street and parking needs is recommended.

### *Fire Protection*

Fire Station Four at "I" Street and 4th Avenue and Station Five at 1050 East 900 South serve the East Central Neighborhood. Station One at 158 East 100 South and Station Fifteen, the University Station, also provides back up service as needed.

#### Fire Station Location Study

The Fire Department completed a "Fire Station Location" Study in 1981. The purpose of the study is to determine alternative fire station locations, with response time being the factor of most importance. The study recommends that Station Four be relocated to the vicinity of 3rd Avenue and "M" Street, or perhaps even further east in the Avenues.

Elimination of street fire alarm boxes in the East Central area is also a current Fire Department project. As planned, all alarm boxes will be removed from the streets in residential areas. Alarm boxes were established years ago when many residences did not have telephones. In recent years the alarm boxes have contributed to many false alarms. Alarm boxes will remain in schools, hospitals, etc.

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Fire Department officials indicate that water pressure is a problem in certain areas of the East Central Neighborhood. Generally, these problems involve fire hydrants served with four inch water mains. The Fire Department recommends that these water mains be upgraded to at least six inch lines.

Other than water line improvements, the Fire Department is not planning any capital improvement projects in the East Central study area.

### *Culinary Water*

The Department of Public Utilities recommends that all lines four inches and smaller be replaced with six inch lines. Officials also recommend that all lead and iron lines be replaced with copper prior to resurfacing streets.

The majority of water lines in East Central were installed prior to 1920, and many are small and substandard. There is no history of pressure complaints, and the water line break map shows no abnormal number of breaks in the area. Six inch lines are necessary, however, for adequate fire flow pressure.

Water lines needing replacement total 13,540 lineal feet. The present cost estimate for these new lines is approximately \$400,000. There is presently no plan for a systematic water replacement program in East Central. New lines will occur concurrently with street improvements and as needs and funding priorities dictate. Appendix III includes an

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unprioritized list of streets containing water lines that will need replacement some time in the future.

### *Sanitary Sewer System*

The sanitary sewer system, like the water system, is old with the majority of the system predating 1920. A major portion of the system is clay pipe with mortar joints. Many joints need to be sealed. The lines should be cleaned and a television inspection made to determine the amount of sealing work required. There are no major sanitary sewer projects planned for East Central.

The Department of Public Utilities responds to minor problems as they occur. Any major development adding flow to the system should be studied for line capacity. The Capital Improvement Program Funding recommendations, Appendix III, includes a recommended \$1,200,000 for sanitary sewer maintenance and improvement projects in the East Central area between the years 1983 and 2002. This recommendation is consistent with actual maintenance and improvement costs in recent years.

Neighborhood Council representatives suggest that developers should be assessed for the costs of increasing line capacities when adding significant amounts of flow to the system.

### *Storm Drainage*

The most noticeable storm drainage problem in East Central is the lack of curb and gutter on some streets. In most areas sloping terrain

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aids run-off and critical problems are not apparent. Puddling and street flow across intersections are the most common problems. The lack of adequate facilities in this area creates more significant problems for areas to the west where the flat terrain increases the potential for flooding. The problem is apparent when, even during moderate rainstorms, streets and intersections in areas downstream of East Central are flooded.

The city Engineering Division has an active storm drainage improvement program. They are presently completing a comprehensive storm drainage study that encompasses the East Central Neighborhood. The study identifies and recommends solutions to problems in the East Central area and identifies actions necessary to alleviate the current flooding potential. The plan recommends construction of major storm drainage lines and detention basins in the mid-city area. The cost of needed improvements is unknown at this time, but officials indicate that improvements in the East Central Neighborhood will cost at least \$2,000,000. The preliminary cost estimate for needed drainage improvements for the entire mid-city study area totals \$27 million. See figure 8, page 62, for information regarding streets lacking curb and gutter.

The city should design detention basins to function as a neighborhood park whenever possible. A dual purpose site is much more cost effective than separate sites and may be the only way to justify developing a park.

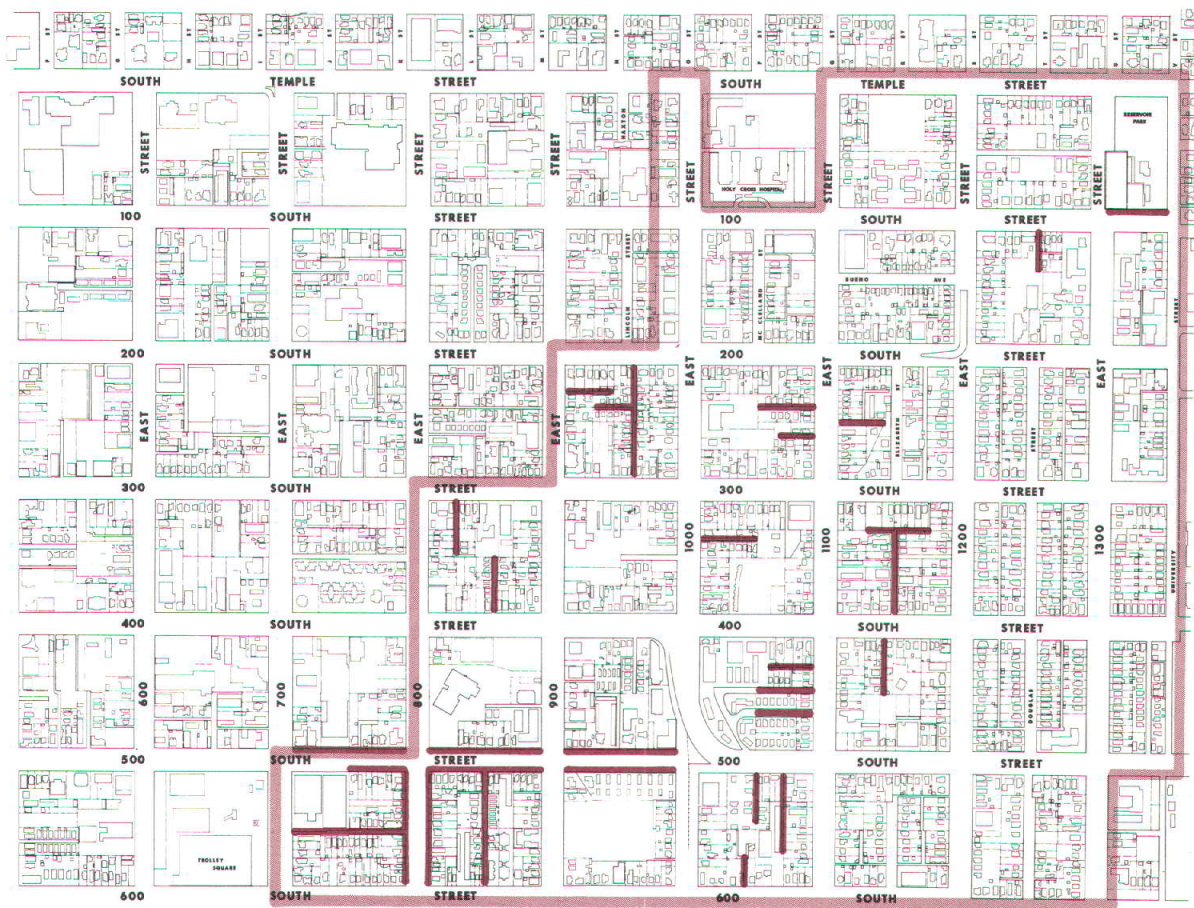


FIGURE 8  
*Streets Lacking Curb  
 and Gutter*

SOURCE: Field Survey





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## *Parks and Recreation*

Three parks presently exist in the East Central study area; Reservoir, Victory, and Faultline Parks (see Figure 9).

Reservoir Park, located south of South Temple and east of 1300 East Street, consists of five acres. Facilities at this park include a playground, six tennis courts and a softball field. Being near the University of Utah makes this a popular, well used park.

Victory Park, located between 200 and 300 South Streets, behind the senior citizen center on 1000 East, has only tennis courts. Because of the popularity of public tennis facilities, these five courts are an important element of the city's park system.

Liberty Park, Athletic Park, university facilities, grassy medians, and neighborhood school grounds also provide recreation opportunities for residents of the East Central Neighborhood. Liberty Park, a 100 acre facility between 500-700 East Streets and 900-1300 South Streets, is within three blocks of the southern edge of the East Central study area. The Athletic Park, south of 1300 South between 700 and 800 East Streets, contains two softball fields and one little league baseball field. This is a very popular park for team sports.

The recently constructed Fault Line Gardens Park located north of 400 South between 1000 and 1100 East Streets, is a 1.07 acre facility containing a small playground, picnic areas, an educational overlook of downtown, and landscaped quiet areas.

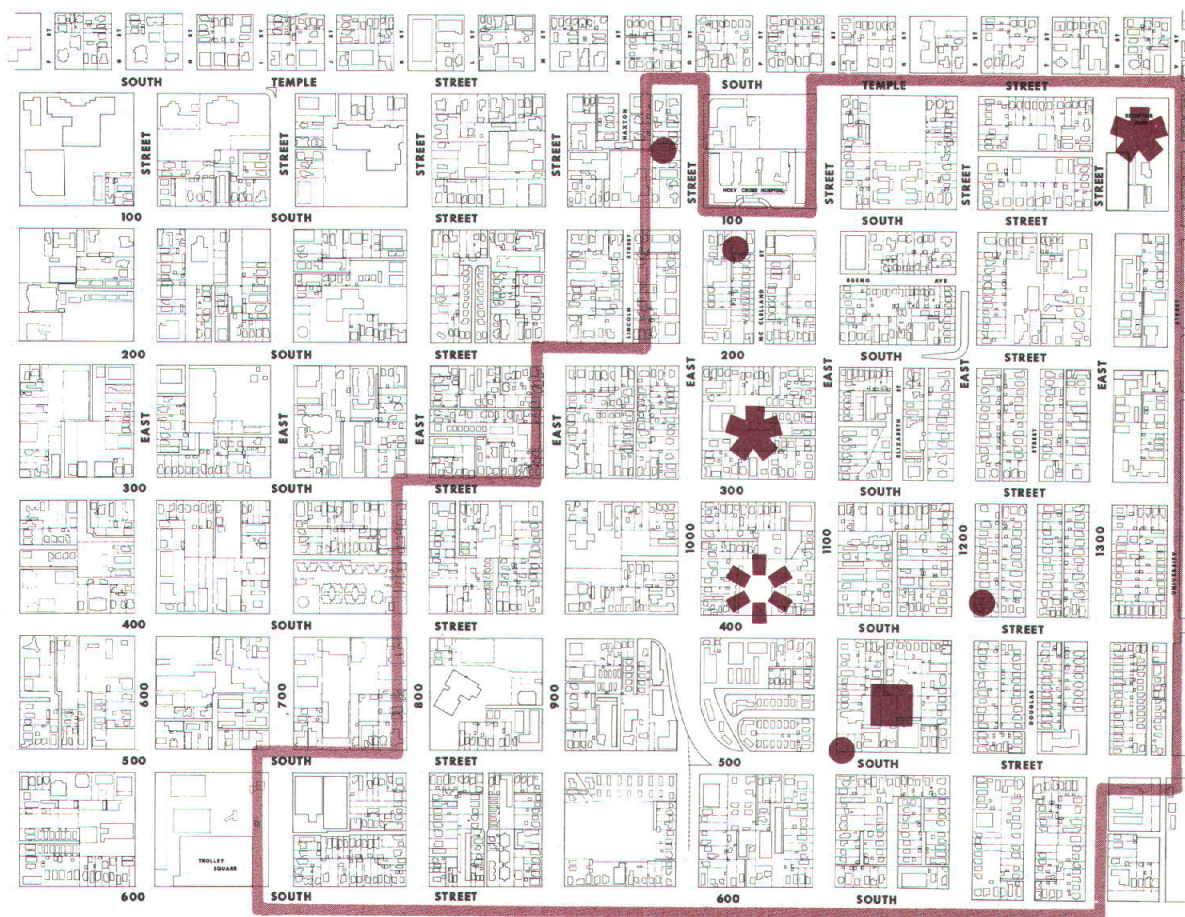






FIGURE 9

*Parks*

-  Existing
-  Proposed
-  Faultline Park
-  Possible Tot Lot Sites

SOURCE: Salt Lake City Parks Master Plan

### Park and Recreation Proposals

Reservoir Park is scheduled to receive approximately \$70,000 in 1985-1986 and \$300,000 in 1989-1990 for a variety of improvements. Irrigation, playground, parking and restroom improvements will be the main targets for these funds. There is considerable interest in creating an arts and sculpture facility at Reservoir Park. The Parks Department is presently exploring its feasibility, and future funds may be requested for implementation.

Victory Park tennis courts and amenities are proposed for future upgrading. Parking should be expanded, courts resurfaced, and walls repaired. Cost estimates for these improvements total \$150,000. Funding however has not been secured.

### Recommendations

Larger parks such as Reservoir and Liberty Parks provide good neighborhood and community scale facilities. The greatest need in the near future is for additional small tot lots or miniparks within walking distance of neighborhood residents. The Parks Department should consider at least one tot lot for the East Central Neighborhood. These small parks typically provide recreation opportunities for small children and sitting areas for adults. Some specialty equipment is occasionally provided to meet specific neighborhood needs.

Small tot lots typically cost between \$100,000 and \$400,000 depending upon the value of property being acquired and the type of

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facilities included. One or two of these facilities in East Central would greatly enhance recreation amenities in the area. Figure 9 identifies possible sites.

*Summary*

# Summary

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The goal of this plan is to identify actions and strategies that will stabilize East Central as an attractive residential neighborhood and maintain the early twentieth century architectural flavor, while accommodating new moderate density residential development. The intention is not to eliminate multiple unit development potential but to assure that new developments are compatible with the surrounding neighborhood. The Compatibility Review Overlay Zone, proposed to overlay areas encompassed by the "R-3A" base zone, is intended to provide an opportunity to critique the design and scale of a development proposal as it relates to neighboring properties and the neighborhood in general.

The modified "R-5" zoning proposal for areas west of 1000 East, is designed to totally eliminate the high-rise, high-density structures that have been permitted in the past. The 45 foot height and 48 unit per acre density ceilings are intended to accomplish the balance of accommodating moderate density development but not permitting the large high-rise structures that are totally contrary to established community character. The zoning proposal for this area includes a usable openspace requirement and increased side yards, as means of further assurance of compatibility with neighboring residential properties.

As indicated in the "Downzoning Impact Study," page 32, zoning is not the only factor influencing neighborhood stability. The second segment of this plan, the "Neighborhood Plan," concentrates on other neighborhood improvement needs. Traffic, parking, housing and infrastructure problems and improvement needs are all analyzed.

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Long range neighborhood stability will require a continuous effort by the city, property owners and neighborhood residents to maintain and improve all elements of the neighborhood. The city must assume the responsibility of maintaining the public infrastructure. Streets, sidewalks and public utilities all require ongoing maintenance in older areas such as this. Property owners and residents also must assume responsibility for maintaining private properties. Private property maintenance is the single most important factor in evaluating the quality and desirability of a residential neighborhood. Zoning regulations, infrastructure improvements and etc. are only supportive to private property owner maintenance responsibilities.

*Appendixes*



## APPENDIX I

### COMPATIBILITY REVIEW PROCEDURES

#### Procedures for Creating an Urban Design District

Urban Design Element Adoption. A prerequisite for the creation of a "CR" Urban Design District is the creation of an urban design element. The urban design element portion of an adopted master community, neighborhood or sector plan must address the proposed urban design district. The urban design element must also illustrate the goals and detailed criteria in which to review proposed districts and "CR" applications.

The following are minimal requirements of the plan: (1) Landuse plan designating use priorities; (2) "CR" guidelines and policies establishing an urban design district; (3) Detailed "CR" criteria.

Petition to Create an Urban Design District. A written request is submitted to the Planning Commission requesting the creation, enlargement or amendment to an urban design district.

Planning Commission Conceptual Review. The major issue at the conceptual review hearing is whether the proposal is in keeping with applicable adopted city master plans.

Preliminary Approval. Upon receiving favorable conceptual review, the Planning Commission will hold an informal hearing to consider preliminary approval. Written notice of the hearing is mailed to all property owners within the proposed district.

Administrative Action. The Mayor refers favorable final decision to the City Council. The Mayor may deny petitions disapproved by the Planning Commission. In the case of administrative denial the Council may vote to review the administrative denial, but the Planning Commission's recommendation shall stand unless reversed, modified or is remanded in any respect by a majority vote of the entire City Council.

#### Procedures for Compatibility Review and Certification

Pre-application. Planning Director or Planning Commission chairperson may assign an ad hoc committee to consider "rough" conceptual plans to encourage dialogue at the pre-schematic design phase.

Compatibility Review Application Submitted. The following are items included in the schematic architectural and site development plans:

- building(s) location
- landscaping
- permanent existing trees
- ground treatment

- existing and proposed grades
- existing and proposed fences
- off-street parking
- pedestrian circulation patterns
- location and size of adjacent streets and buildings
- property lines
- drawing of major exterior elevation showing building's materials and proposed color schemes
- lined aerial plat
- current list of names and addresses of all property owners within 150 feet of project.

Application Referred to Compatibility Review Committee (CRS).

Membership is made up of three Planning Commission members, one planning staff member, one community council member, and applicant's design representative. Meetings are to be held at least once per month. All meetings are public. Five day notice given to:

- Subcommittee
- Applicable Community Council
- Any persons or organizations who have filed a written request for such notices
- All property owners within 150 feet of project property.

CRS Recommendation. CRS recommendation is given to the Planning Commission within 60 days. The time period may be extended if applicant consents to further review.

Planning Commission Public Hearing. Public hearing held within 30 days of receiving CRS recommendation.

Board of Adjustment Approval. Conditional use approval is required for special exceptions from base zone regulations.

Certification Granted or Denied. Planning Commission action within 30 days of hearing.

Appeals. City Council review Planning Commission decisions--may be affirmed, modified, reversed or further conditions imposed by a vote of at least four (4) City Council members.

Court Action. City Council decisions are final, unless stayed or overturned by injunction through court order.

Construction Documents Developed and Permits Issued.

## APPENDIX II

### DESIGN GUIDELINES FOR NEW CONSTRUCTION

Character of the East Central Neighborhood is well defined by homes of early twentieth century architectural styles and mature streetscapes of aesthetically pleasing trees and shrubs. Scale and design of original housing is generally compatible with lot sizes and neighboring development. Very few of the original homes appear out of character in the neighborhood today. As development pressures increased, however, apartment houses began to develop in the East Central Neighborhood as in many other older areas of the city.

The construction of apartment houses on lots originally intended for single-family dwellings has created numerous problems. Many apartments have been crowded on narrow lots creating congestion and permitting incompatible neighborhood intrusions. Because of high land values and difficult economic conditions, properties have also been developed to maximum potential with little regard for neighborhood character. Although all apartments do not detract from the basic single-family neighborhood character, many citizen complaints regarding insensitive development are justifiable.

The development guidelines contained herein are recommended for the purpose of facilitating a design compatibility procedure that will guide development in the interest of public health, safety, and general welfare. Compatibility review is a two-way process of give and take between the city, the developer and affected neighborhood residents and neighborhood organizations. If design review works as it is intended, it will help the developer build a project that strikes the best possible balance between his preferences and the public interest. These design criteria should be required for all developments requesting conditional use approval through the Compatibility Review "C-R" Overlay procedure and are recommended considerations for all new development.

#### DESIGN CRITERIA

The following design criteria are recommended as the basis upon which compatibility review can be made on development proposals permitted as part of the planning and zoning proposals for the East Central Neighborhood:

##### Traffic Safety and Congestion

The site plan should demonstrate that the proposed project will not negatively impact the flow of traffic on contiguous streets. It must ensure that driveways are of appropriate size and location to accommodate anticipated peak traffic loads without causing traffic backup or congestion on contiguous streets, driveways or parking areas. Project circulation plans must also include pedestrian walkways of adequate size and location to provide safe and convenient access from parking areas to the residential units and to the adjacent public street or streets.

The number of parking stalls must also reflect anticipated parking needs of tenants, visitors and service vehicles. If apartments are designed or intended to accommodate student or other unrelated individual occupancy, parking must be increased to meet the realistic needs of tenants and visitors.

Adequate garbage storage facilities and associated garbage vehicle access must also be identified on the project site plan. Garbage receptacle locations should be limited to rear yard areas that are adequately screened from neighboring properties or inside the main or accessory buildings. Receptacles should be located and maintained in such a manner to eliminate any foul odors or debris that could be blown from the property.

Parking lots must also be lighted in accordance with standards acceptable to the Salt Lake City Division of Transportation. Lighting should be adequate for security and safety but all lights should be screened to avoid negatively affecting neighboring properties.

### Landscaping

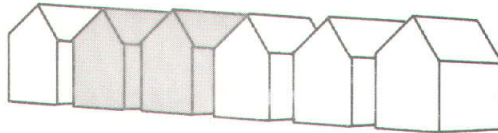
Large trees and mature landscaping should be preserved whenever possible. New landscaping should be in proportion to the overall development and building design. Landscaping should also soften the appearance of buildings and pavement and blend with vegetation of neighboring properties. Sprinkling systems should be installed to ensure proper maintenance of all landscaped areas.

Street trees and parking strip landscaping are of particular importance to neighborhood character. All new developments should include appropriate parking strip trees as approved by the Salt Lake City Parks Department. Parking strips should also be maintained in lawn.

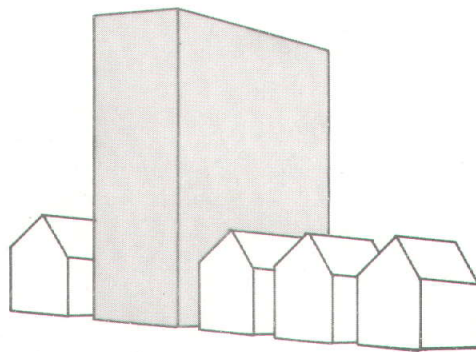
Fences and walls should be of materials and height compatible with the development and neighboring properties. Lightproof fences or walls should be installed as necessary to ensure neighbor privacy. Chain link fences in front yards are discouraged.

## Building and Site Layout

Height. Buildings should not overpower the average height or other structures on the same street frontage. Consideration for greater height should be given for projects that are located in such a manner that height in excess of the neighboring average will not negatively impact surrounding land uses. New developments that are not adjacent to low density residential land uses or that are located at the bottom of a slope so that the affect of additional height is mitigated are examples of conditions warranting height consideration.

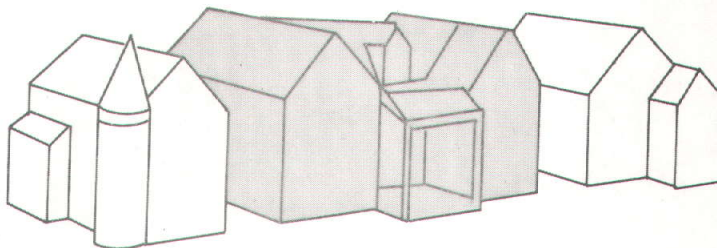


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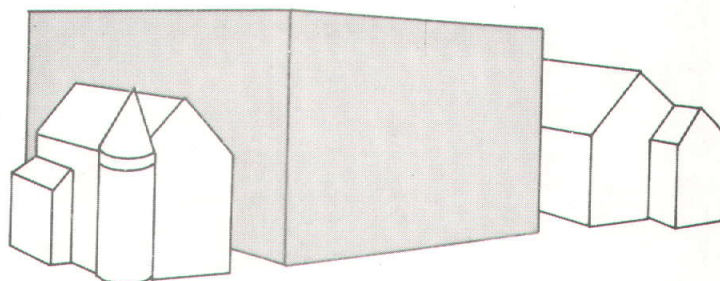


Avoid

Scale. New buildings should relate to the size and proportions of adjacent and neighboring buildings. Although the new structure may contain more square footage than neighboring structures, it should be sensitive to the scale of neighboring structures.

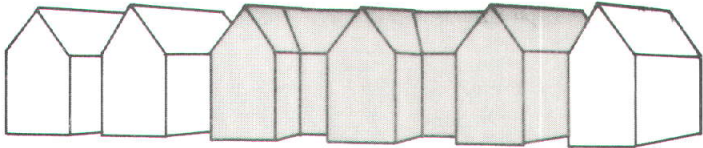


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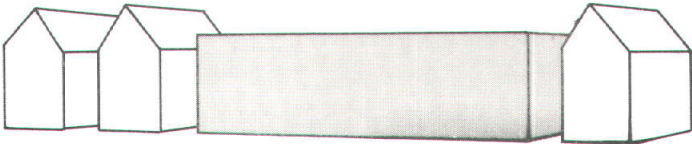


Avoid

Directional Expression. Directional emphasis of new structures should be consistent with the expression of existing structures. Strong horizontal or vertical facade expressions should be discouraged unless they are compatible with the character of neighboring structures.

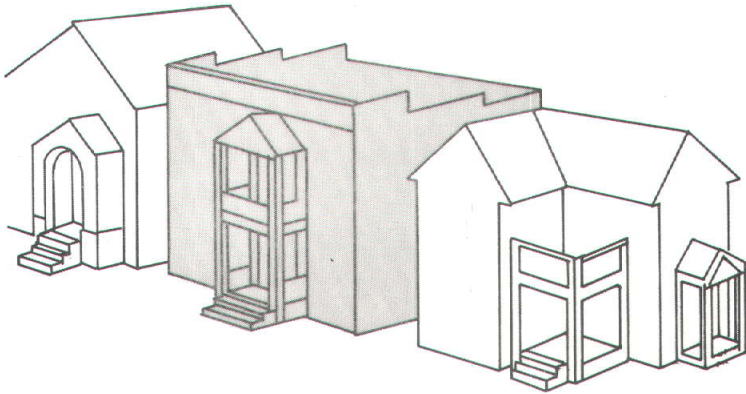


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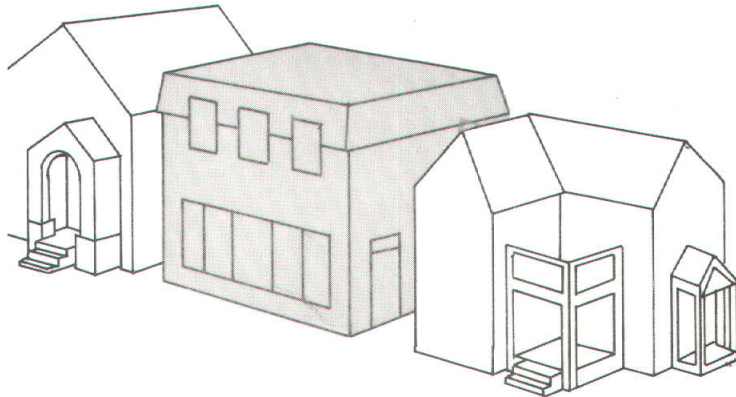


Avoid

Sense of Entry. Front building facades should have a strong sense of entry. Side entries are strongly discouraged and should only be considered for single story structures.

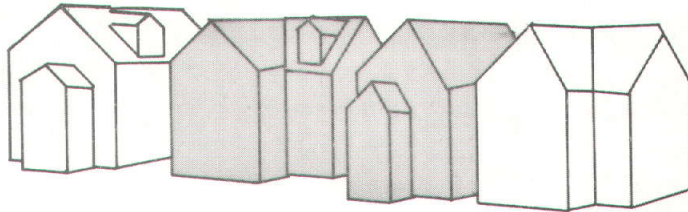


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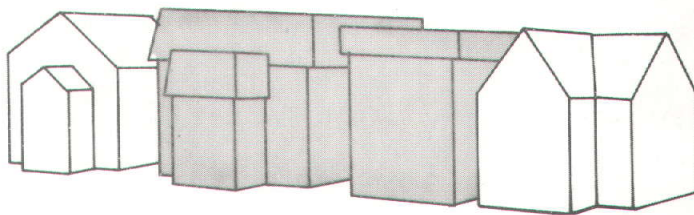


Avoid

Roof Shapes. Roof shapes, pitches and materials should be visually compatible with roofs of structures that are visually related. Although it is not essential to duplicate neighboring roof shapes, roofs are an important element of visual compatibility and should relate well to neighboring structures.



Consider



Avoid

Building Materials and General Appearance. New buildings should be constructed of natural materials and colors that will augment rather than detract from the character of the East Central Neighborhood. Bright flashy colors should be avoided.

More specifically, the following material guidelines should be observed:

- Stone should be field stone, river rock, quarried sandstone or other natural stones. Volcanic lava, travertine and other composition materials should be avoided.
- Wood application should be consistent with the neighborhood precedent.
- Windows and glass should be clear plate, stained and/or beveled glass in doors and windows of a size and proportion that relate to neighboring properties. Avoid the use of black and mirror reflective glass.
- Roof and shingle materials should be wood tile or asbestos composition shingles. Avoid tar, gravel, plastic and metal.

Accessory Buildings. Accessory structures should be constructed of materials that are compatible with the main structure and neighboring structures. Location and design of accessory structures should also relate to the main structure. Exposed concrete block is not generally acceptable.

Mechanical Equipment and Utilities. Screening should be part of the project design. Mechanical and utility service equipment, including meter boxes and air conditioners, should be designed as part of the structure and should be screened from view.

Energy Conservation. Building design should include measures to conserve energy and utilize renewable energy resources such as solar, geothermal and wind generated energy whenever possible and appropriate. New construction should also be encouraged to be designed in a manner that would preserve potential use of renewable energy resources by neighboring properties.

Drainage. Developments should be designed to retain excess storm water flows within its property boundaries, and all drainage systems for new developments must be approved by the City Engineer.

Compliance With Approved Plans. Development plans must be in compliance with goals, policies, objectives and development criteria or assumptions of City plans, all of which are intended to encourage harmony of individual proposals with the overall goals of the vicinity and stated planning objectives.



APPENDIX III  
CAPITAL IMPROVEMENT PROGRAM  
SUMMARY TABLE

Projects identified in the following table are a combination of projects being presently planned by the city, and needs that have been identified through the East Central planning process. Projects that include funding dates have been approved and are included in the city Capital Improvement Plan. Projects that are not scheduled have not been funded.

<u>CAPITAL IMPROVEMENT PROPOSAL</u>	<u>COST ESTIMATE</u>	<u>YEAR FUNDED</u>
Three Block Redesign Projects	\$900,000 (3 x 300,000)	Not Funded
Code Enforcement Program	\$400,000	Not Funded
TSM Intersection Improvements		
South Temple - Virginia Signal Improvement	\$ 25,000	Not Funded
South Temple - 1300 East Signal Improvement	\$ 15,000	Not Funded
University St. - 400 South Signal Improvement	\$ 12,500	Not Funded
University St. - 200 South Channelizing Islands	\$ 3,600	Not Funded
800 East Street Reconstruction (500-600 South)	\$150,000	1987-1988
Interior Court Improvement Need Inventory	Unknown	Not Funded
Small Water Lines Needing Replacement	\$400,000	Not Funded
1000 East South Temple to 430 South 3,520 LF		
1000 East 500 to 600 South 770 LF		
1100 East 200 to 400 South 1,440 LF		
Baddley Place 360 LF		
Linden Avenue 350 LF		
East Place 370 LF		
Windsor Street 750 LF		
900 East 300 to 400 South 650 LF		

<u>CAPITAL IMPROVEMENT PROPOSAL</u>	<u>COST ESTIMATE</u>	<u>YEAR FUNDED</u>
900 East 200 to 300 South 620 LF		
1100 East South Temple to 100 South 750 LF		
Pennsylvania Place 220 LF		
1200 East South Temple to 300 South 2,443 LF		
Elizabeth Street 1,290 LF		
Sanitary Sewer Improvements	\$1,200,000	Partially Funded (on- going)
Storm Drainage	\$2,000,000	Partially Funded
Park Improvements		
Reservoir Park	\$ 70,000	1985-86
	\$ 300,000	Not Funded
Victory Park	\$ 150,100	Not Funded
One mini-park	\$ 200,000	Not Funded