

EAST DOWNTOWN NEIGHBORHOOD PLAN



A romanesque church is framed by a steel and glass office building in this historic neighborhood immediately adjacent to Salt Lake City's Central Business District.

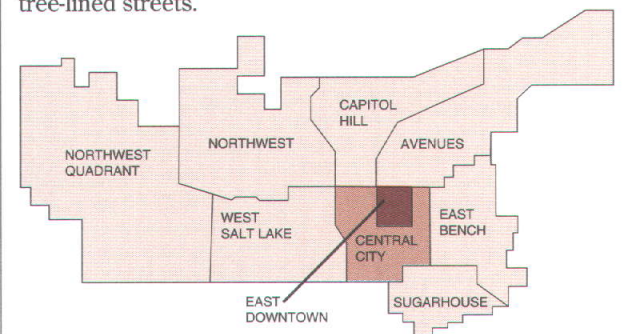
Introduction

The East Downtown Neighborhood is within the Central Community area of Salt Lake City. It is located between South Temple and 600 South and 200 East and 700 East (see Map 1). East Downtown is part of the Central City Community Plan Area, one of seven planning districts within the City.

This area is part of the oldest residential neighborhood in Salt Lake City. It is immediately adjacent to the Central Business District (CBD) and is part of the original ten acre block grid system established by the early Mormon settlers. Third South was the historic route from Emigration Canyon to the first settlement of the Salt Lake Valley and served as the primary East to West artery for entry into the valley from the East.

Salt Lake City has a long, well known tradition of planning dating back to the original Salt Lake City Plat and the first zoning ordinance of 1927. The first master plan efforts date back even earlier to 1919. In 1942 the first comprehensive plan was adopted and in 1967 a detailed plan identified the various neighborhoods or planning districts. Throughout all these planning efforts the East Downtown Neighborhood has been identified as the medium to high density housing area and it should be preserved as such.

In recent years a great deal of pressure has been placed on the area to change from its original medium and high density residential character to commercial/office use. This pressure is felt because of its proximity to downtown, less expensive land value and its attractive setting with landscaped park strips and wide tree-lined streets.



East Downtown is part of the Central City Community Area.

Many of the older original apartment buildings and most of the lower density residential units have been removed and replaced with commercial office structures. Nevertheless, this area still exists as a viable neighborhood with 3,060 dwelling units and over 4,800 permanent residents (1989). The recent accelerated rate of erosion and demolition of housing units is threatening the residential viability and character of this area.

The purpose of this plan is to :

1. Stop the erosion of the residential character of the area of East Downtown Neighborhood.
2. Preserve and enhance the neighborhood's unique character and viability.
3. Suggest several courses of action that will develop the East Downtown as a high density residential neighborhood and create a vibrant, strong, integrated mixed use urban neighborhood or village, with a blend of residential and economic, or employment needs, and components.

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East Downtown's Future Envisioned

We envision East Downtown as Utah's premier, vibrant, diverse, mixed use urban neighborhood. A high density residential area that provides a wide variety of activities and opportunities in the heart of the metropolitan community.

A neighborhood where goods and services are provided and opportunities for economic development, recreational, social and cultural resources are close at hand.

Here are found structures and places of historic and architectural significance surrounded by new compatible developments where designs carefully reinforce the special identity and character of the area. Small parks and play grounds, historic medians, plazas and public art give identity and a sense of community and serve as a "magnet" to attract population of downtown residents and developments to build a diversity of housing from live/work lofts, to roomy family apartments, with shops, restaurants and services that they will need.

Tree lined walks, and major transportation corridors provide shade and relief that reinforce and provide safe and efficient transportation linkages. This natural setting is accentuated with buildings, open spaces and streets which blend with the surrounding mountains creating a dramatic backdrop for an attractive and memorable place there citizens feel secure and where beauty is a product of design and not an afterthought.

It is a place where human scale, natural and built features are linked together to form a unique mixed use urban village or neighborhood, with a blend of residential, shopping and economic, or employment needs and components.

Executive Summary

During the development of the East Downtown Neighborhood Plan over one hundred specific issues and recommendations were identified in a public participation effort sponsored by the Salt Lake City Planning Division. In many instances these issues could be consolidated into single statements. Most of these points of concern were worked into Action Plans of the major subject areas. Generally, these issues can be condensed into the following four general categories:

1. A New Emphasis on Housing and Housing Coordination.

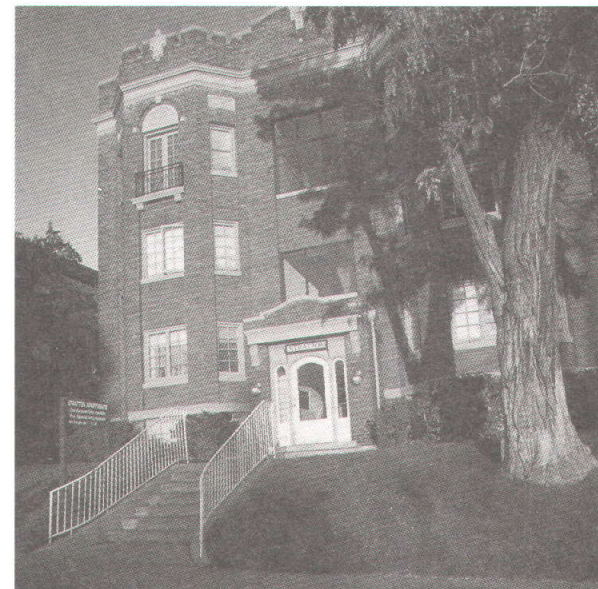
Salt Lake City needs a new emphasis on housing. There needs to be a housing coordinator whose responsibilities would be to work with all agencies dealing with housing, to coordinate all goals and objectives and to serve as the clearing house for housing assistance and related issues. The goals of the Housing Coordination Office would be to (1) Introduce programs that preserve and enhance viable existing housing; (2) Develop new housing that will add residential population to Salt Lake City; (3) Enhance a mixed economic and cultural residential base for the East Downtown Neighborhood; and (4) Institute financing and incentive programs to accomplish these goals.

2. Improve and Preserve the Character and Amenities of the East Downtown Neighborhood.

Of great importance is the improvement and preservation of the character and amenities that will support a diversified, revitalized community and make this neighborhood a livable and desirable environment. This can be accomplished through neighborhood character improvements such as landscaped buffers between residential and other uses, new parks and recreation facilities, improved landscaping of public right-of-ways, and the addition of pedestrian linkages to activity centers. Neighborhood identity design elements such as reestablished street medians, street parks and furniture, along with other design features will aid in neighborhood stabilization, revitalization and regeneration. There needs to be a greater emphasis on the quality of design, historic preservation and restoration of both residential and commercial structures so that they are compatible with the existing character of the neighborhood.

3. Economic Re-centering.

Economic re-centering involves the development of policies and actions by the City to reestablish the CBD as the economic, social, and cultural center of Salt Lake.



The Stratton Apts. provide housing with historic character.

East Downtown provides one of the most important elements in this re-centering process. It is the urban neighborhood or high density residential area immediately adjacent to the CBD and provides many supportive functions and roles. In recent years, changes in population, transportation orientation and economic restructuring have pushed the economic center of gravity to the south and east of the CBD. The result has been that parts of the East Downtown Neighborhood have become attractive for commercial activities that would be more appropriately located in the CBD. This has eroded the neighborhood's important residential function and threatens the delicate balance between the CBD and the East Downtown Neighborhood.

It should be noted that unless these current trends are changed, the residential character of the East Downtown will continue to deteriorate. Further, revitalization will not happen naturally but will require a great amount of effort from the City in adopting and establishing a policy of preserving and developing the East Downtown as a vital urban neighborhood.

4. New and Restructured Ordinances.

It is essential that Salt Lake City restructure many of its planning ordinances, especially the conflicting commercial zoning of East Downtown. Adoption of a new residential host mixed use zone to reinforce East Downtown as the urban high density mixed use residential neighborhood is necessary. New ordinances should also place a major emphasis on design, and on maintaining the character of East Downtown. It is also important that these ordinances specifically address new development. Additional efforts should strengthen and broaden historic preservation, including a proposed 600 East Historic Parkway District.

Population

Core Policy

Substantially increase the population of people living in East Downtown and provide a quality living environment that meets the needs of a culturally, economically and socially diverse population.

The East Downtown Neighborhood had a population of 7,314 in 1970 but by 1980 it had been reduced to 4,797. The loss of population base in the East Downtown is due to demolition of housing units for new office growth, the increasing vacancy rates caused by the over building of multifamily units in Salt Lake County and the deteriorated condition of many of the housing units. Under current policies, long term population forecasts indicate continuing decline in East Downtown.

Population projections were made using several techniques. The baseline for East Downtown represents the present trend brought about by the removal of housing stock, the deteriorated condition of older apartment units and dramatic changes in the characteristics of the income levels of the population of the East Downtown.

Projections also show the aging of the population and the replacement of two and three member households with single member households.

Following are key issues from the public participation recommendations regarding population for East Downtown:

1. An emphasis is to draw families back into the East Downtown Neighborhood by providing more 3 and 4 bedroom units and public recreational amenities, especially for children.
2. Provide viable housing for the elderly, through the protection and renovation of apartments along with a high degree of amenities, services and security.

3. Performance and public benefit ratios should be developed lining new office development and commercial projects with a provision for new or renovated housing that would increase the resident population. New housing units should be provided for every three new office employees and one housing unit for every five retail or service jobs.
4. A mixed economic and culturally diverse resident population of 7000 should be reestablished in the area by the year 2010.
5. Resident median capacity or residential population should be used as a performance measurement in place of housing units; and, new development should be required to replace any loss in housing units somewhere within the East Downtown Neighborhood or its immediate areas.
6. Developers should be encouraged to provide new housing units and/or older apartment restorations through tax credits or tax increment financing.

Population Age

Unlike trends in the County and the State, the elderly population in East Downtown will probably decrease. The population structure projections, by age groups (cohorts), indicates a lack of aging residents to replace them. Fertility rates in the East Downtown area are very low, and the household types that are moving to the area will not change this. Without immigration, the East Downtown will not maintain current population levels.

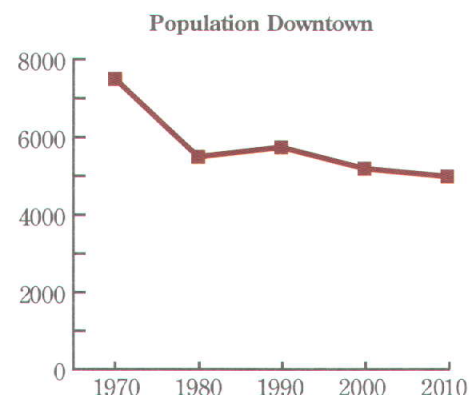
Employment

Most employment growth in East Downtown has been from office development. Retail sales are declining and consequently so is retail employment, indicated by a 4:1 employment to population ratio. The only sectors of retail that are growing are food services, health clubs and retail sales to business.

Under present policies and trends East Downtown office employment will grow to 6000 by the year 2010. The employment forecasts that total employment should grow from about 17,000 in the year 1988 to over 23,000 by the year 2010. Employment of residents in East Downtown, however, is projected to decline by approximately 200 during the next 20 years to a local labor force of 1755 employees in the year 2010.

Key issues from the public participation recommendations regarding employment are:

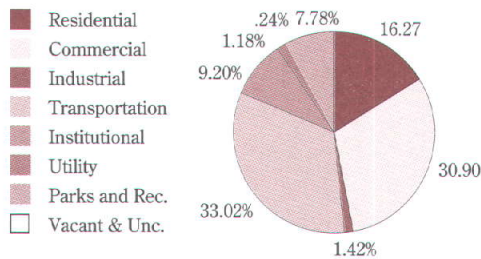
1. Encourage the development of a wide range of employment opportunities targeted to the residents of East Downtown and Central City.
2. Provide retail shopping targeted to community and neighborhood shopping needs; i.e., grocery stores, discount stores and other low cost stores targeted to middle and low income families. These stores should be geared to serving the resident population and providing services to the daytime employment base.
3. Promote the 34 hour population concept within the East Downtown. Encourage shared use of parking facilities by requiring a 24 hour use plan in all new development which do not include on site residential parking.



Land Use Policies

There are approximately 445 acres in the target area. The largest single land use is commercial at approximately 172 acres. The next largest acreage is transportation with approximately 143 acres. The next largest use is residential with 67 acres followed by Institutional with 38 acres then 7 acres that are industrial, 5 acres utilities, 1 acre parks and recreation, and last 33 acres of vacant or unclassified.

Housing Conditions



Although land use refers to the manner or predominate use in which land is utilized, the relationship between the uses or compatibility of uses should also be considered. Office or commercial service areas generally are not compatible with residential uses. The eight-to-five nature of office use conflicts with the residential character and the need for twenty-four hour population critical to the safety and security of the residents of East Downtown.

But the Central Business District (CBD) can not be isolated from the surrounding East Downtown (ED) Neighborhood. Safe, convenient and attractive connections to ED can be provided by 'special' pedestrian corridors. Streets which separate the CBD from the ED should receive special attention with respect to ways of blending retail/commercial and residential development. Retail/commercial development should incorporate design elements to provide a sensitive transition between the CBD and ED.

Key land use issues in East Downtown are:

1. The City needs to develop a clear policy that promotes East Downtown as a vital urban neighborhood and change its zoning ordinance, implementation and enforcement process to reflect this policy.
2. The Planning Commission and Board of Adjustment should follow the City neighborhood plans and recommendations and refrain from diverting from them.

3. The definite districts or areas of specific character must be preserved and serve as the essential elements of the land use plan for the future.
4. Definite boundaries should be established between uses, with buffering and screening.
5. The City should create an urban neighborhood through a residential mixed use zone from approximately 250 East to 550 East and from South Temple to 365 South. This zone should prohibit any further conversions of residential property to commercial use. In addition, commercial property development should be linked to required residential property ratios 3:1 or greater, residential to commercial, either on the site or in the immediate or adjoining area. (This ratio is based on the availability of development options, growth of the employment sector and the target reestablishment of the peak population goal of 7,000.)
7. The City needs to adopt a clear policy that East Downtown remain as a vital urban mixed use residential neighborhood and not become a commercial office park.
8. Reestablish in East Downtown, a better balance of residential land use to other uses with a long term goal of re-establishing a viable urban neighborhood.
9. The City should establish tax increment districts in East Downtown to raise capital for various residential amenities, for renovations of existing apartment structures and financing of infrastructure improvements.

Land Use Action Plan

Proposal For Action	Implementing Entity	Timing	Estimated Cost
1. Adopt a clear policy that articulates its concern that East Downtown remain a vital urban mixed use neighborhood. <i>Planning Commission, S.L. City Council</i>		Immediately	N/A
2. Develop new mixed use zones: Residential host mixed use and Retail and Commercial mixed use. <i>Planning Commission</i>		1990	N/A
3. Establish tax increment districts in the East Downtown for housing, local infrastructure improvements and public amenities. <i>Planning Commission, Redevelopment Agency</i>		1991	N/A
4. Develop a Public Benefits Feature Bonus Ratio program to ensure Downtown becomes a viable, creative mixed-use community. <i>Planning Commission, S.L. City Council</i>		Immediately	N/A

Land Use Projections

	1980	1985	1988	1990	1995	2000	2005	2010
Residential	80	68	70	70	69	68	68	67
Commercial	127	131	152	164	174	182	195	209
Industrial	4	6	6	6	7	7	8	9
Transportation	140	140	140	140	140	140	141	141
Institutional	45	39	38	37	39	37	35	34
Utility	5	5	5	5	5	5	4	4
Parks and Rec.	1	1	1	4	5	5	5	5
Vacant & Unclas.	23	54	33	18	6	2	1	1

Housing

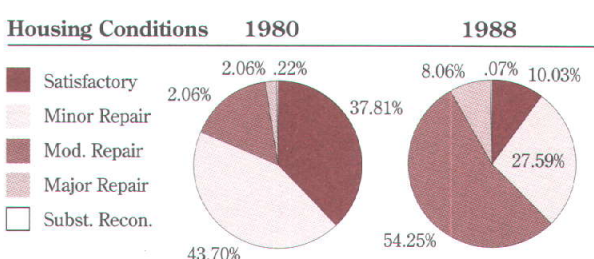
Core Policy

Transform East Downtown into a viable urban neighborhood by providing a range of housing to meet the needs and life-style of an economically and socially balanced population.

The primary issue in the East Downtown area of Salt Lake City is the provision of housing. Affordable, safe, quality housing is not only important to the residents of the area but it is essential to the overall growth and vitality of the City. East Downtown is the closest residential center to the Central Business District and provides many supportive functions. The demolition or loss of housing and the deterioration in the condition of housing units threatens to disturb this balance and the essential role that the area provides to the overall downtown and the City as a whole.

Housing Conditions

Housing conditions in the study area have eroded dramatically since the 1980 Census of Housing. Satisfactory housing conditions have decreased from 38% in 1980 to 10% in the 1988 (Salt Lake City Housing Department Annual Survey). Housing units needing minor repair have increased from 28% to 44%. Units needing major repair have increased from 2% in 1980 to 8% in 1988.



Housing Units and Vacancy Rates

Housing Units							
1980	1985	1988	1990	1995	2000	2005	2010
3335	3191	3060	2957	3014	2820	2661	2612
Vacancy Rates							
18.0%	14.0%	12.0%	10.0%	7.0%	7.0%	7.0%	7.0%

Vacancy Rate

The 1988 vacancy rate in East Downtown was approximately 12%. This is down from 18% in 1980. This decrease in the vacancy rate is not the result of increased occupancy but is the result of the demolition of housing units in the area. Based on this trend and under present policies, it is projected that 448 housing units will be eliminated from the area by 2010 and that vacancy rates will decrease to about 7%. It is anticipated that vacancy rates will stabilize at this level.

Following are key housing needs for the East Downtown neighborhood.

1. The first priority for East Downtown is to stop the loss of viable housing units.
2. Existing housing units have deteriorated considerably since 1980. The City should develop an aggressive housing rehabilitation and maintenance program that emphasizes upgrading and not merely preserving existing housing units. The City should also provide various incentives and programs necessary to implement such a program. It should investigate the feasibility of a housing conservation code, tax increment financing targeted for housing rehabilitation, and the use of transfer of development rights. The City should also vigorously prosecute those who neglect and deliberately let properties decay.
3. The City should establish a Housing Coordinator position to work with all housing programs and to implement the City's Housing Policy.
4. If the population of the East Downtown is to stabilize or even increase, new housing units, with an emphasis on family units, must be developed using creative financing and bonus programs. The City should identify and promote infill sites for new housing particularly in the interior of blocks.

Examples of possible sites are the interior blocks between 300 South and 400 South and between 500 East and 700 East.

5. The City needs to develop incentives for banks and other lending institutions to invest in housing. Public/Private partnerships should be developed to encourage housing ownership.
6. The Salt Lake City Redevelopment Agency (RDA) needs to put greater emphasis on housing projects. The RDA should establish a goal of 50 per cent housing projects to 50 per cent commercial projects in this area.
7. The City should identify and encourage preservation and renewal of the old apartment units in East Downtown for rental or home ownership. (See Appendix A, page 11)
8. The City should strongly support the establishment of a Community Development Corporation which will focus efforts towards developing Housing programs in East Downtown.
9. The City should avoid concentrating low income housing projects in East Downtown or in any one neighborhood of the City. Projects must have a mixture of economic and cultural diversity to become a vital residential center of the the City.
10. The City should support legislation for a Uniform Landlord/Tenant Act.
11. The City should restrict parking lots in residential zones to essential neighborhood facilities and encourage shared usages.

Housing Action Plan

Proposal For Action	Implementing Entity	Timing	Estimated Cost	Proposal For Action	Implementing Entity	Timing	Estimated Cost
Preservation Of Existing Housing				Develop New Housing			
1. Establish a Housing Coordinator to work with all housing related programs. <i>Comm. & Econ. Dev. or Mayor's Office</i>		Immediately	\$90,000	1. Promote 950 new units for a Private/Public Partnership, a diverse economic and cultural mix.		2010	N/A
2. Develop aggressive housing rehabilitation and maintenance programs. <i>Building & Housing Capital Planning</i>		1990	N/A	2. Develop incentive programs; T.I.F. T.D.R., Enterprise zones, tax credits, public/private partnerships, and public benefit bonuses. <i>Mayor, S.L. City Council</i>		1992	N/A
3. Develop conservation codes to emphasize health and safety while adding flexibility for older units. S. L. City Council Building & Housing Planning Commission		Immediately	N/A	3. Encourage the development of family units to reestablish base population. <i>Mayor, S.L. City Council</i>		Immediately	N/A
4. Preserve and rehabilitate apartment units for rental or home ownership. <i>City & State Historical Society, Historic Landmark Commission, Heritage Foundation</i>		Immediately	N/A	4. Support Community Development Corporation. <i>Mayor S.L. City Council</i>		1990	\$200,000
				5. Redevelopment Agency should target 50 per cent housing and 50 per cent Redevelopment Agency commercial.		1990	N/A
				6. Identify opportunity for new housing, block infills and redesigns, and negotiations with developers. <i>S.L. City Council Planning Commission</i>		Immediately	N/A

Neighborhood Character

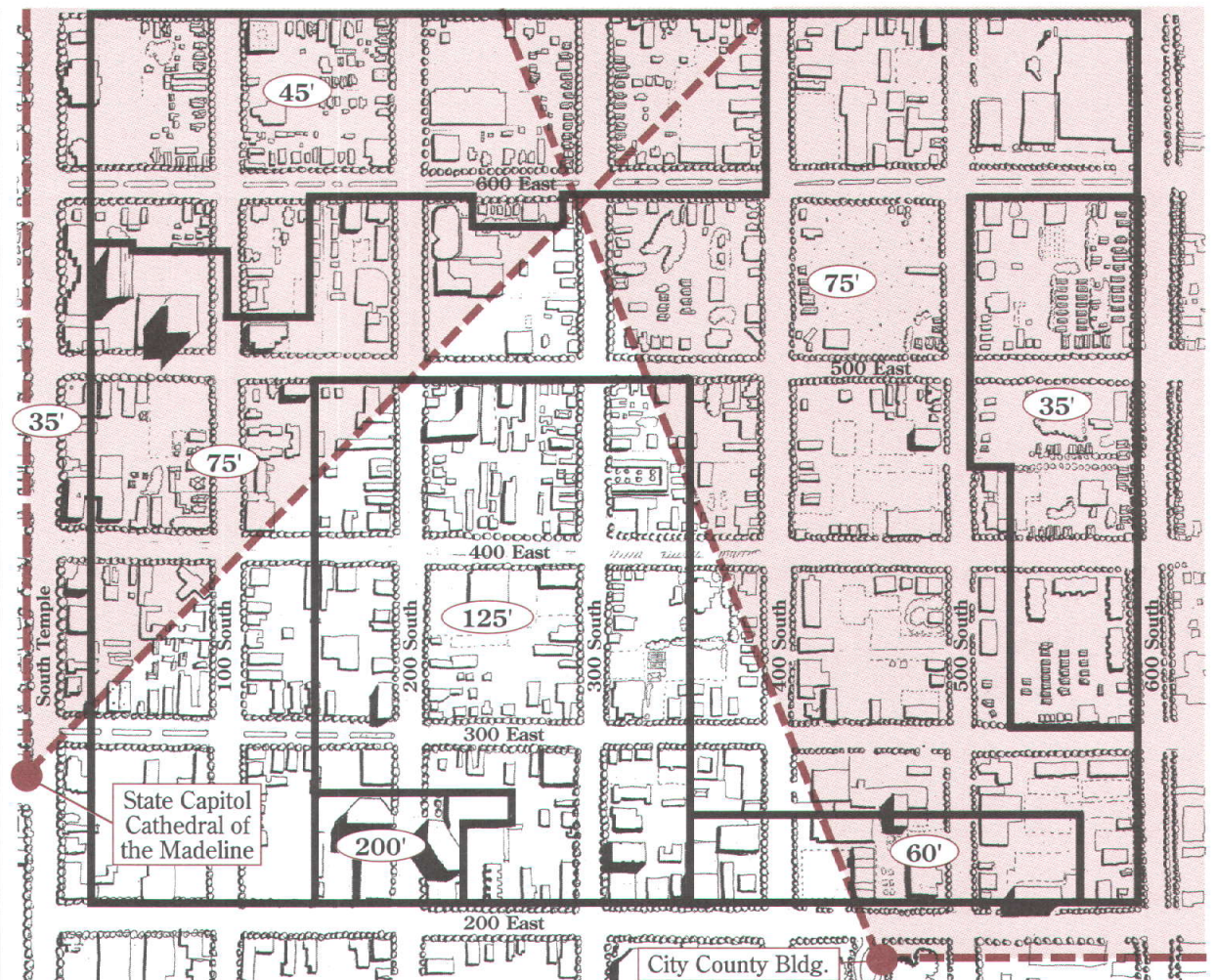
Core Policy

Neighborhoods must be preserved and restored to an optimum condition that creates a sense of place and exhibits community pride. Commercial areas must be consistent and supportive with neighborhood character and development requests that might disturb this stability must be examined critically.

A residential neighborhood should look and feel like a residential neighborhood with landscaping, urban design elements and utilities that enhance the environment. The residential neighborhood should have land uses that denote its residential environment. If there are conflicting uses, there needs to be special emphasis on buffers, transition zones or insulation. Design elements should be used to provide a sensitive transition between conflicting uses. Provisions must be made for the necessary services and amenities of the residential population. If special population requirements are denoted, such as East Downtown has for the elderly and the handicapped, appropriate facility design should be present.

Following are some key neighborhood issues of the East Downtown neighborhood:

- Character identification, particularly in residential neighborhoods, should include the reestablishment of medians in historic areas. Reduced street width and street park elements should be introduced in residential neighborhoods.
- Incentives for the redevelopment of interior blocks and infill designs should be targeted for residential development. Buffering, through landscaping, fencing and essential facility installations such as needed parking, must be part of the infill plan for residential projects.
- Parking lots in residential areas should be excluded except for conditional use for churches and other neighborhood type institutions; but not to support adjoining commercial uses.
- The R7 zone should be amended deleting offices as a conditional use.
- Affordable, supportive retail and commercial services should be required to be in scale with the character of the existing neighborhood and should not be aimed at larger regional markets.



East Downtown View Corridors and Height Limitations ● View Terminus ◀ View Corridors

- Tree planting and improved landscaping along public rights-of-way should be encouraged, particularly along 200 East and 400 South.
- Design of buildings, signs, and other structures should reflect the neighborhood's character.
- View Corridors along South Temple and 100 South should be protected. Height restriction of 35 feet (at the building line) on South Temple and from 45 to 75 feet on 100 South should be considered.

- Height limitations throughout East Downtown should protect scenic vistas such as the City/County Building, the State Capitol and Cathedral of the Madeleine. Maximum heights should support the urban design elements of Salt Lake and views of the surrounding mountains.
- For safety and convenience, public and private developments and individual residences should install pedestrian oriented lighting.

Neighborhood Character Action Plan

Proposal for Action	Implementing Entity	Timing	Estimated Cost	Proposal for Action	Implementing Entity	Timing	Estimated Cost
1. Develop strategies to reduce intersection widths and introduce residential design elements. <i>Public Works, Planning Commission</i>		1995	N/A	5. Establish a View Corridor and Height Limitations Ordinance to protect scenic vistas as the City /County Building, the State Capitol, Cathedral of the Madeleine, and the surrounding mountains. <i>Planning Commission</i>		1991	N/A
2. Remove offices as a use in the R-7 zone. <i>Planning Commission</i>		1990	N/A	6. Establish height limitations for each of the sub areas. <i>Planning Commission, S.L. City Council</i>		1991	N/A
3. Develop a landscaping and tree planting along 200 East, 200 South and 400 South. schedule for public right of way. <i>Parks and Recreation, Planning Commission</i>		1992	N/A	7. Install pedestrian oriented lighting. <i>All private and public developments</i>		ongoing	N/A
4. Require new development to reflect the character of the neighborhood and develop city wide design criteria to insure such compatibility. <i>Planning Commission</i>		1991	N/A				

Historic Preservation

Core Policy

East Downtown is one of the most historical and unique areas of the City. The City must encourage preservation of historic and architecturally significant structures and sites.

The East Downtown area has the oldest neighborhoods in Salt Lake City, and consequently many historic buildings. Of particular importance are the old brownstone apartment buildings as well as other housing units. The large tree lined streets and the center street medians are also historic features of East Downtown. These combine to add a special character and flavor to the neighborhood and should be preserved, enhanced and reestablished.

Following are historic preservation issues of East Downtown:

1. The 600 East corridor should be designated an Historic District.
2. Other areas in East Downtown should be investigated for designation as historic districts or conservation neighborhoods.

3. The Demolition Ordinance should be strengthened, and demolition of viable residential units should be strongly discouraged. Residential units removed for commercial or other like uses should be replaced on a mandatory ratio of two square feet of residential units for every square foot of commercial use.
4. It is recommended that the historic mid-street medians be reestablished, particularly in parts of 300 and 400 East and along the eastern part of 300 South.
5. Utilization of incentives for historic structures offered by the National Register should be supported and encouraged particularly for the older apartment buildings in East Downtown. The City should develop additional incentives for this purpose.
6. Public facility and urban design features such as historic street lights, landscaping, sidewalks, benches, etc. should be installed in historic areas.
7. Historic districts should be identified with markers, monuments and appropriate signage.
8. Designate the placement of all apartment buildings 50 years and older in East Downtown on the City Register of Cultural Resources. (See Appendix A, page 11)



An historic mid-street median located on 600 East.

Historic Preservation Action Plan

Proposal For Action	Implementing Entity	Timing	Estimated Cost	Proposal For Action	Implementing Entity	Timing	Estimated Cost
1. Designate 600 East as an Historic District.	Historic Landmark Commission, Planning Commission	1990	N/A	6. Develop Revolving Loan Fund for Historic Storefront Renovation using CDBG funds.	RLF Selection Committee	1993-ongoing	\$500,000
2. Strengthen Demolition Ordinance.	Planning Commission	1990	N/A	7. In historic areas, particularly in right of way, develop plans and specific criteria for landscaping, lighting, and street furniture.	Parks and Recreation	1992-ongoing	N/A
3. Construct center street medians in historic brownstone apartment Salt Lake City neighborhoods, specifically on 400 East between South Temple and 400 South.		ongoing (per block)	\$30,000	8. Designate placement of brownstone apartment buildings 50 years and older on the City Register for Cultural Resources.	Historic Landmark Commission, Planning Commission, S.L. City Council	1990	N/A
4. Pursue all strategies for preservation and renovation of older apartment complexes.	Salt Lake City Housing	ongoing	N/A				
5. Identify historic districts with monuments and signage.	Historic Landmark Commission	1994	\$10,000				

Open Space and Recreation

Core Policy

Create a urban open space system in East Downtown that enhances visual and aesthetic qualities and creates a sense of unity. This will be achieved by building on the existing framework of park strips, historic medians and view corridors as well as providing pedestrian linkages to the Downtown area and other adjacent areas.

The high cost of land and its intense use in East Downtown makes it difficult to find suitable land parcels for large multiple use recreational areas. High priority should be placed on private and public recreational opportunities. Designs for safety and multiple use should be considered as important elements.

Open Space and Recreation Action Plan

Proposal for Action	Implementing	Timing	Estimated Cost
1. Develop a park on Block #36 in conjunction with Y.W.C.A.	Parks and Recreation	1991	\$145,000
2. Require consideration of parks and recreation elements in all new developments.	Parks and Recreation Planning Commission	Immediately	N/A
3. Encourage multiple use of parking lots and structures for recreational uses.	Planning Commission	Immediately	N/A
4. Develop street parks or reduce street widths entering urban residential Neighborhoods.	Planning Commission, Public Works	1990	N/A

Following are key opens space and recreation issues identified:

1. All new developments in East Downtown should consider open space and recreation elements in their design.
2. Elements such as parking lots, the large street setbacks, and other features should be investigated for the feasibility of recreational use.
3. Additional or required recreational uses for retail/commercial developments should not be at the expense of existing residential units, but should be accommodated on vacant land or redeveloped commercial uses including underutilized surface parking.
4. Street parks, pedestrian linkages and other open space elements should be utilized to identify urban residential neighborhoods and to discourage high speed traffic.
5. The abundance of trees and large landscaped setbacks from the street to the sidewalks are essential elements of East Downtown and should be protected and enhanced.
6. The City should adopt and regularly evaluate the Open Space element of the City master plan.
7. Consideration should be given to recreational and commuter bike paths and jogging routes, as well as other provisions made for scenic tours and relational activities.
8. A park should be developed on Block #36 behind the Y.W.C.A. with an entrance on 300 East.



New developments should consider open space areas.

Public Facilities

A quality environment should be supported with essential public facilities such as water, sewer, storm drains, sidewalks, street lights and other features. These features need to be appropriately designed to help highlight the character and establish the predominant uses of the East Downtown neighborhood.

Much of the East Downtown infrastructure was constructed in the early 1900s. Maintenance and rehabilitation is an ongoing problem for the City. The infrastructure along the major streets is adequate for present demands because historically the East Downtown has had a much larger population. The major problem areas are the interior blocks and subdivisions. These interior residential subdivisions were developed around the turn of the century and are where most of the serious deficiencies exist.

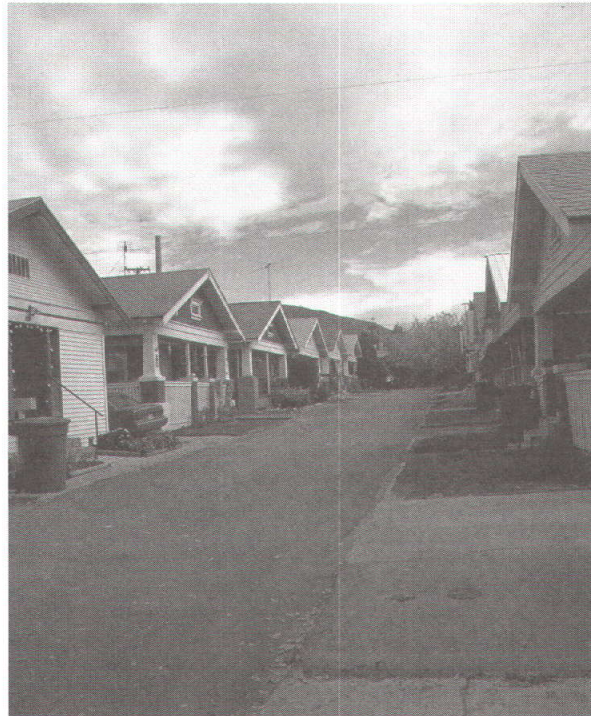
Curb, Gutter and Sidewalks

In 1984-1985 improvements were made to the major blocks in the East Downtown area. A few blocks still contain the historic components of highbacked sandstone curb. While curb and gutter systems are adequate in East Downtown, serious deficiencies exist in the interior blocks such as Denver Street, Stanton and Hawthorne Avenues.

Culinary Water

The majority of water lines in East Downtown were installed prior to 1900 and many are substandard. The City, therefore, has embarked on a major effort to replace all old iron and lead water lines with copper lines.

Salt Lake City is utilizing six inch lines as the smallest minimum size to provide fire flow and pressure. Many of the major lines are of adequate size but are made of substandard materials. Many the interior blocks have undersized substandard two and four inch lines, serving interior dwellings.



Curbs and gutters are missing on Hawthorne Street.

Sewer

Like water, the sanitary sewer system of East Downtown is old with a majority of the sewers predating the 1920s. A large part of the system includes clay pipes with mortar joints which leak considerably. An ongoing program using video remote inspection and sealing is recommended, as is the replacement of sewer lines during construction of private and public projects.

Storm drains

The recent Mid-City Storm Drain Master Plan identifies many inadequacies in this East Downtown area. At present the possibility of flooding is probable. A major trunk line collector along 600 East to Liberty Park and major capacity expansions of 400 South and 800 South as well as expansions of collectors that feed into these main lines area are proposed.

Police and Fire / Public Safety

The East Downtown area is part of the Eastside Precinct of the Salt Lake City's Police Department located at 200 South 300 East.

Fire protection is provided by Fire Station # 1 located on 100 South and 200 East immediately adjacent to East Downtown.

It should be noted, that because of the population structure (namely the number of elderly and handicapped) of East Downtown, that extra pressure will be placed on law enforcement agencies to provide services to this neighborhood.

Following are public facilities issues:

1. The perception of crime and an unsafe environment is a major concern for the residents of East Downtown and a major impediment for prospective residents. Of particular concern is the increasing drug problem, the increased numbers of vagrants and transients, and the increase of unemployed, low-income, single occupants. Public safety, particularly in the areas of law enforcement and fire protection, are of high priority to the citizens of East Downtown.
2. Most public facilities in the East Downtown area are in adequate condition, except in the interior blocks. Public improvement should be targeted to these interior blocks where a large number of older residential structures still exist.
3. Handicapped accessibility for the elderly and handicapped individuals should be upgraded.

Public Facilities Action Plan

1. Improve and expand the existing city-wide capital improvements program, including greater citizen input.
2. Prioritize and schedule major capital improvement projects on a three year, five year, and long term priority basis. (Specific capital improvement projects are contained in Action Plans at the end of each section of this plan.)

Transportation

Core Policy

Develop an effective multi-modal transportation system that serves East Downtown and provides essential linkages between adjacent areas and minimizes adverse impacts on East Downtown's residential character.

Almost half of all daily trips made by residents of East Downtown are pedestrian or public transit trips. Forty per cent of the households in East Downtown do not own cars; therefore, it is critical that improvements be made to the public transportation system. There is a serious deficiency in night time bus service, no bus service on Sunday, and no service north between 400 South and South Temple.

Most of the traffic in East Downtown is traffic moving through the neighborhood. East Downtown acts as a transportation corridor to and from the Central Business District (CBD). Any traffic modifications for East Downtown must be sensitive to the need for adequate access to the CBD.

Several streets in East Downtown are at or near capacity in peak periods. These streets are essential to the regional transportation network. These vital streets are 700 East, 400 South, South Temple and much of 500 South and 600 South. Other roads that are essential to the citywide transportation network are 100 South, 200 East and 500 East.

Transportation systems developed in other parts of Salt Lake City are a major contributing factor to the conflicts in East Downtown. As the center of population and employment in the City has shifted to approximately 700 East and 600 South (see Economic Development), increased pressure to develop offices and regional commercial activities in this neighborhood has occurred.

The wide streets throughout East Downtown are also attractive to commercial enterprises and this commercial traffic has reduced the residential quality of East Downtown neighborhoods. At present public right of way in East Downtown occupy 140 acres, with an additional 100 acres used for parking and incidental access. Therefore, one half of the land area of East Downtown is in use for transportation or parking.

Following are key transportation issues that have been identified.

1. Re-centering the economic critical mass of the City back to the CBD is essential to the residential survival of the East Downtown neighborhood. Transportation linkages to the downtown particularly for the western side of the CBD need



The wide streets allow for expansion of new construction and transportation demands.

- improvement. This will provide improved access to the growing western side of the City and also reduce the traffic pressures on East Downtown.
2. Investigate a light rail system from the University of Utah through the East Downtown area, (possibly on 400 South) to the CBD and on to the Airport and International Center.
3. Restrict development of parking lots in residential zones except as a conditional use for neighborhood residential services.

4. Reduce lane widths on neighborhood streets through street parks, grass median strips or lane restrictions. Remove or reduce off street parking requirements in the East Downtown residential developments.
5. Maintain traffic flow on streets essential to through traffic to the CBD.
6. Improve 300 East as an urban commuter bike route into the CBD.

Transportation Action Plan

Proposal For Action	Implementing Entity	Timing	Estimated Cost
1. Improve direct access from the freeway to the CBD with better and safer linkages to Westside neighborhoods.	UDOT	1992	N/A
2. Investigate light rail from the airport to the CBD and the University of Utah through East Downtown.	S.L. City, UTA	1996	N/A
3. Develop medians and/or street parks along 300 and 400 East and 200 and 300 South.	City Transportation Dept.	1991	\$150,000
4. Improve 300 East for an urban commuter bike route.	S.L. City Transportation Dept.	1991	N/A
5. Develop bus service between 400 South and South Temple on the North/South collectors.	UTA	1991	N/A

Economic Development

Core Policy

East Downtown's economy is inseparably linked to Downtown's economy. The availability of jobs and easy access to affordable shopping is a particularly essential element of East Downtown's mixed use urban neighborhood.

The Central Business District should be the center of Salt Lake City. However, central place studies conducted as part of the economic analysis of East Downtown indicate the area of 700 East and 600 South is more central to the population and employment of Salt Lake City. This is the primary finding of the East Downtown study and should be a matter of concern to City policy makers. Unless East Downtown is reestablished as a medium/high density residential neighborhood and improved transportation linkages, particularly to the growing west side, are established, the prevailing economic forces of the marketplace will continue to direct economic activities into the East Downtown neighborhood.

To achieve the goal of this vital urban neighborhood careful and deliberate objectives must be pursued. The area should be considered as a integrated unit much like a village which denotes a small compact self contained unit or social and economic system, operating appropriately and supportive with other systems to maintain an overall metropolitan environment. This village concept is a popular new idea that suggests a broader concept than merely a neighborhood.

Following are key economic development issues:

1. Encourage affordable retail shopping targeted to the specific needs of East Downtown residents.
2. Promote the CBD for more high density commercial uses. Develop activities and policies to create a dynamic CBD.
3. Develop tax increment financing districts in East Downtown and target the taxes to serve as incentives to encourage residential development and revitalization and improve public amenities.
4. Encourage more cost effective use of land through the development of residential and recreational uses of parking lots.
5. Job creation, particularly targeted to the employment needs of the East Downtown population, is an important consideration and should be encouraged, but not at the expense of viable residential units. Greater sensitivity in the future should be given to balancing these two important considerations.
6. Develop a neighborhood identity promotion program by designating theme tours through the diverse neighborhoods of East Downtown. This area has a history that is unique but mostly unexplored and unrecorded. The best way to build identity is to identify the theme areas and develop tours with signage to promote them.



Trolley Square is a proposed East Downtown theme area.

Economic Development Action Plan

Proposal For Action	Implementing Entity	Timing	Estimated Cost
1. Develop Tax Increment Districts to fund residential development and revitalization, and to improve public amenities.	Redevelopment Agency	1993	N/A
2. Modify City ordinances to encourage effective use of land by discouraging surface parking lots.	Planning Commission	1990	N/A
3. Develop theme tours.	S.L. City Council	1990	N/A

The following are proposed theme areas:

Theme 1. Trolley Square

This is the only theme in the East Downtown portion of Salt Lake that most residents of the City can identify. The old Trolley works and adjacent blocks could provide a strong historic theme to the southeast corner of East Downtown away from the CBD.

Theme 2. The Religious District

Most of Salt Lake is unaware of the diversity of religious activities found directly east of the downtown area. Much splendor and an improved image of diversity could be added to the City by tours of the churches, synagogues and public buildings in Salt Lake's Religious District. This area is generally from 400 East and South Temple to 200 East and 600 South.

Theme 3. The Brownstones District

Two beautiful areas of the historic Brownstone Apartments era can be found within East Downtown neighborhoods. One area is at 100 South 300 East, and the other along 300 South.

Theme 4. The 600 East Neighborhood

This is an area that has historic homes and center grass medians to define it as a residential neighborhood. This district is extremely important and should be preserved and enhanced by sensitive redevelopment and refurbishment.

Theme 5. The Institutional District

This district consists of blocks on both sides of 500 South from 500 East to State Street, including the IRS/Social Security Building and City Library and Metropolitan Hall of Justice.

Theme 6. 400 South Commercial District

This is a retail/ commercial strip from 300 East to 600 East along the highly traveled 400 South corridor.

Theme 7. Mixed Use Neighborhood District

This area from 300 East to 500 East provides local services to residents of East Downtown.

Theme 8. The Corporate Utilities District

This area, an expansion of the Central Business District, has essentially become part of the CBD between 200 East and 300 East from 200 to 400 South and 200 East to 100 South.



Corporate buildings influence East Downtown character.

Zoning Effects

Although Salt Lake City has the reputation of being one of the pioneers in city planning, East Downtown has not had a firm policy concerning its direction and development. While general statements of concern about encroachment of commercial activities into the high density residential areas of East Downtown were mentioned in the comprehensive plans of 1941, 1967 and again in 1974, the situation has continued to erode and no firm policy or implementation strategies have effectively addressed it.

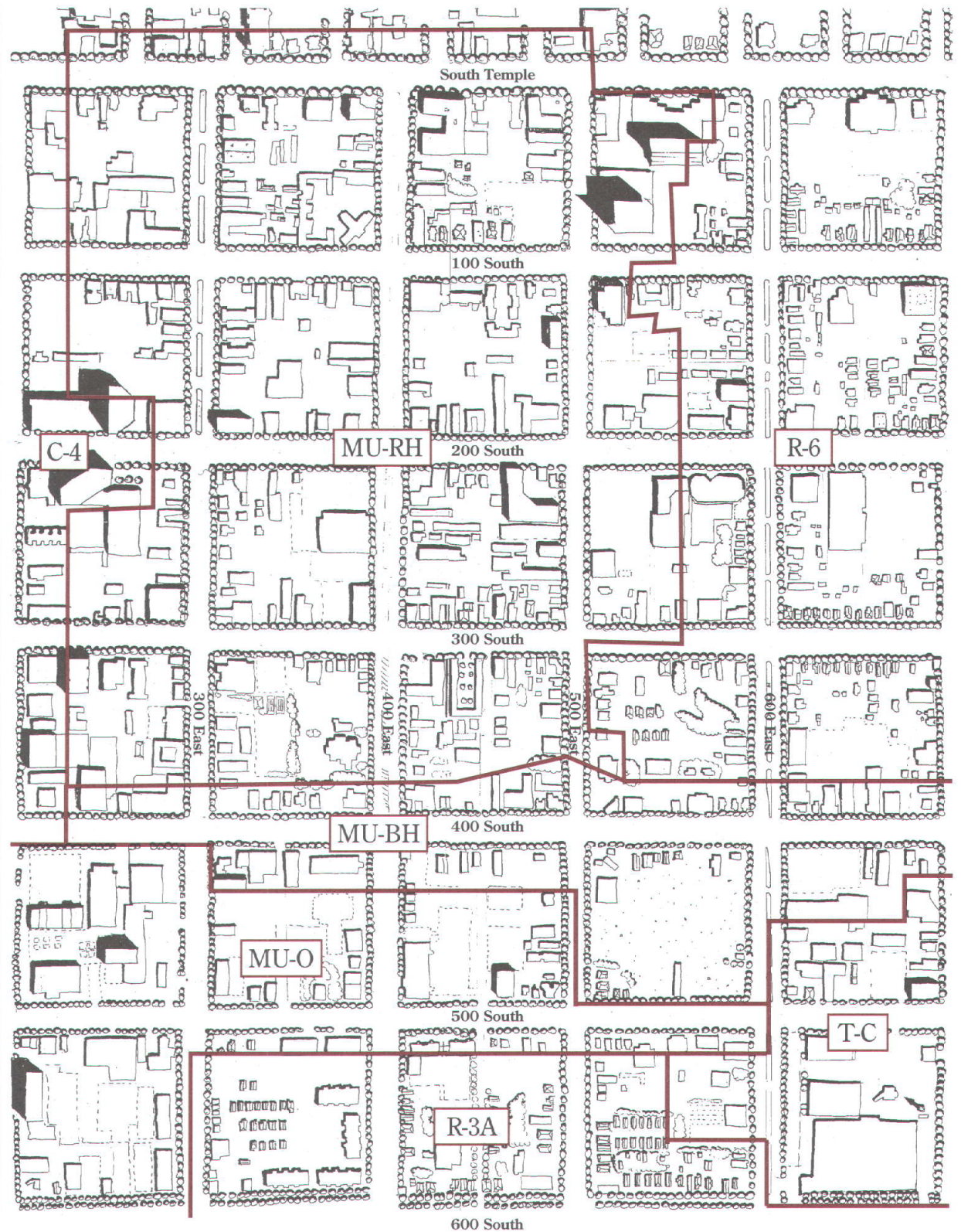
It is understandable that in 1927 the City's first zoning ordinance zoned the area from 250 to 500 East and from 500 South to South Temple as commercial. This was the only way the City could facilitate the supportive commercial services for the high density apartment complexes being developed at that time. Eventually, 400 South became a major thoroughfare between Downtown and the University and a retail/commercial strip developed along this thoroughfare. From the 1960s through the 80s large scale office projects continually intruded upon the residential uses of this area. Zoning has only served to facilitate the erosion of these areas in spite of early warnings from almost every planning effort to date.

A firm policy needs to be developed to preserve the East Downtown neighborhood from further deterioration and to assure that the whole downtown environment retains its vitality and diversity. A key recommendation of the plan is to introduce a series of mixed use zones, for East Downtown, with the primary zone being a mixed use residential host zone with the following features: (1) Residential linkages -requiring residential use as the predominant use in the mixed use residential host zone. (2) Height limitations, (3) incentives for public benefit bonus programs and (4) a mechanism for transfer of development rights.

Additionally, a mixed use business (retail) and a mixed use office zone with strong residential linkages should also be developed in the area between 400 and 500 South. Another key zoning recommendation is to remove offices as a conditional use in the R-7 zone, or remove the R-7 zone entirely from East Downtown. The following is the proposed application of these zones.

Proposed Zones

MU-RH	Mixed Use Residential Host
MU-BH	Mixed Use Business Host
MU-O	Mixed Use Office
T-C	Theme Commercial



The Sub Area Plans

In analyzing East Downtown there are seven sub areas each having different characteristics. Each of the sub areas will be described in a proposed plan format using five general plan components. 1. Desired Future Character (future land use), which describes the future desired character of the sub area. 2. Built Form, which involves the density, height, scale, and setting of urban design elements in the sub areas. 3. Environmental Amenities, which describes natural and man made features including historic, public facilities, open space and recreation. 4. Movement or Circulation, which includes pedestrian, vehicle, and transit services, and 5. Existing and Proposed Land Use.

Sub Area 1: Office District

1. Desired Future Character

Sub area 1 is a small area that represents an extension of the Central Business District. It is mainly along 200 South between 200 and 300 East. The area should be designated for intensive office and commercial service developments. The character of the area should include well landscaped, high rise office buildings with plazas and adequate pedestrian linkages to the Central Business District along with accompanying services such as parking and street level retailing, etc.

2. Built Form

The intense urban development and built form of this area should be similar to the core or Central Business District and should provide appropriate transitioning to adjoining districts.

Height: The maximum height should be no more than 14 stories or 200 feet.

3. Environmental Amenities

Development in this area should focus on a pedestrian scale at the street level with required setback and plaza areas designed at a human scale. These would include amenities for outdoor seating sheltered by plant materials or appropriate structures to accommodate pedestrian leisure activities. Ground level retail should be encouraged. Blank building walls should be prohibited, and scenic vista areas should be protected, including a view of the mountains and key land-mark structures. Signage should be limited to purely informational, unobtrusive, small scale signs and should represent good commercial graphic design.

4. Movement and Circulation

Second South is a primary east/west street. Designs that impede proper circulation of both pedestrians and vehicles should be prohibited. Bus stops and loading zones should be specifically sited to avoid creating hazardous conditions.



Midtown Plaza is part of the Office District

5. Existing and Proposed Land Use (Acres)

Land Use Type	Existing	Proposed
Gen. Commercial	0	0
Service Commercial	3.83	4.59
High Density Resid.	0	0
Med. Density Resid.	0	0
Low Density Resid.	0	0
Industrial	.2	.2
Institutional	.49	.49
Parks & Rec.	.76	0
Transportation	3.77	3.77
Utility	2.00	2.00
Vacant	0	0

Sub Area 2: Brownstone-Apartment Mixed Use Area

1. Desired Future Character

The Brownstone area should remain as the high density apartment residential service district immediately adjacent to the Downtown area. This area should be the primary urban neighborhood for the Central Business District. The historic apartments with their intensive landscaped, tree lined, wide streets should be retained. Commercial activity in this area should be focused on providing services to the area and not on competing with the Central Business District. Center street medians from South Temple to 200 South along 200 and 300 East should be reestablished. Mixed use developments involving commercial and residential activities should be required to blend harmoniously with the existing character of the area. Emphasis should be placed on a variety of textures, colors, and shapes compatible with existing environments with a special emphasis on safety. Street level pedestrian activities should be conducive with the existing large landscaped, open space character of the area. High rise building walls should be set back

and encouraged to be terraced down to the street level. Highly reflective or metallic building materials are not conducive to the character of this area.

2. Built Form

Development should be primarily high density residential in design and character with ground level commercial activity. Any development should reinforce the unique grid layout of this area and enhance the architectural character of the area. Any development should not result in the loss of residential units or residential amenities.

Height: The maximum height should be eight to ten stories or 125 feet. The exception would be along South Temple at 35 feet and 100 South at 45 to 75 feet, the areas bordering the historic districts and the medium to low density residential areas. This height restriction is imposed along South Temple and 100 South to preserve the "feel" and vistas of this corridor.

3. Environmental Amenities

The primary use of this area is high density residential with a limited commercial ratio of 1 square foot of commercial use to 2 square feet of residential use. The historic architectural character of the buildings of the area should be preserved. (See Historic Preservation Appendix A, page 11). The 25 foot wide, tree-lined park strips should not only be preserved but improved to reestablish the original design character. All new developments should preserve these landscape features. The wide sidewalks that facilitate safe pedestrian activities should be preserved. Street level restaurants may choose to integrate these sidewalks into their outdoor seating plaza, areas provided safe circulation is maintained. Signs should be limited to purely informational, non-intrusive, small scale and non-protruding designs and should represent good commercial graphics. Billboards and free standing signs should be prohibited. Design elements conducive to the preservation of the area should be required of all developments. There is a potential for a small park with frontages on both 300 South and 300 East encircling the YWCA building. Joint agreements with the YWCA and the City should be entered into to provide this crucial recreational component.

4. Movement and Circulation

Because of the high density residential nature of the area, pedestrian safety should predominate. Designs that impede proper circulation of pedestrians and vehicles should be prohibited. Bus stops and loading zones should be specifically sited to avoid creating hazardous conditions.

5. Existing and Proposed Land Use (Acres)

Land Use Type	Existing	Proposed
Gen. Commercial	23.31	26.31
Service Commercial	46.09	52.09
High Density Resid.	23.67	32.98
Med. Density Resid.	.36	1.57
Low Density Resid.	1.98	3.00
Industrial	.73	.73
Institutional	11.70	11.70
Parks & Rec.	0	4.00
Transportation	60.56	60.56
Utility	3.22	3.22
Vacant	23.73	0

Sub Area 3: Bryant Residential

1. Desired Future Character

The development in sub area 3 should remain medium density, high quality residential with its large distinctive, late nineteenth century residential structures. Its setting on a gentle landscaped slope from South Temple with its wide public right of way and large public tree lined setbacks is unique and should be preserved. The fast moving traffic on the wide streets is a major impediment to the residential character of the area. Street parks and reduced widths would reintroduce residential character and discourage the thoroughfare nature of some streets, which is a threat to safety in residential areas. The area should be exclusively residential in character without any commercial office uses and only existing neighborhood commercial support services.

2. Built Form

Development should enhance the predominant residential character of the area. Buildings are permitted where they are compatible with adjoining development in respect to scale, siting, use, and character.

Height: The maximum height should be two to three stories or 45 feet.

3. Environmental Amenities

The large historic homes of the area are a major component of its character. The 600 East Historic District should involve a large part of this area and considerations for additional historic district designations should be investigated. Landscaped buffering and interior block redesign are needed to ease the transition from commercial activities to residential uses. Plant materials should be reintroduced in the medians of 700 East. Signs and billboards should not be allowed in this sub area.



The Thomas Wimmer House is part of the Bryant Residential District

4. Movement and Circulation

The traffic management technique should be harmonious with the residential character of the sub area. Pedestrian safety should be the first priority in issues dealing with circulation through and within this sub area.

5. Existing and Proposed Land Use (Acres)

Land Use Type	Existing	Proposed
Gen. Commercial	3.81	3.81
Service Commercial	3.60	3.60
High Density Resid.	13.65	15.50
Med. Density Resid.	1.79	3.79
Low Density Resid.	7.05	7.59
Industrial	2.13	2.13
Institutional	6.21	6.21
Parks & Rec.	0	0
Transportation	17.84	17.84
Vacant	4.39	0

Sub Area 4: 400 South Commercial

1. Desired Future Character

The existing commercial activity along 400 South should be maintained at the level and scale of existing commercial facilities which are predominantly restaurant and fast food, service commercial, and office facilities. The strip commercial nature of the area should be discouraged and limited to the three block area from 300 East to 600 East that has direct access

2. Built Form

The present design and character of 400 South should be improved with medium scale commercial buildings to serve the adjoining neighborhoods of East Downtown and Central City. The commercial strip should be replaced with more diverse and pedestrian oriented activities with a mixture of retail, entertainment and restaurants.

Height: The maximum height should be five to six stories or 75 feet.

3. Environmental Amenities

Development in this area should be focused at a pedestrian scale and at the street level with required set-backs and plaza areas designed on a human scale. These would include amenities for outdoor seating sheltered by plant materials or appropriate structures to accommodate pedestrian leisure activities. Blank building walls should be prohibited and scenic vista areas should be protected including a view of the mountains and key landmark structures.

4. Movement and Circulation

500 and 600 South are primary arteries between Downtown, the University of Utah and the East Bench area. It is vital that safe vehicular traffic be maintained. Bus stops should be carefully planned and sited along this major artery. Parking lot entrances and exits should be carefully designed to avoid creating hazardous traffic conditions.

5. Existing and Proposed Land Use (Acres)

Land Use Type	Existing	Proposed
Gen. Commercial	15.99	16.84
Service Commercial	7.05	7.05
High Density Resid.	0	.25
Med. Density Resid.	2.6	2.6
Low Density Resid.	0	0
Industrial	.25	0
Institutional	3.70	3.70
Parks & Rec.	0	0
Transportation	10.99	10.99
Vacant	85	0

Sub Area 5: Theme Commercial

1. Desired Future Character

The Trolley Square Development dominates this sub area. This unique late nineteenth century historic architectural style should be the dominant design theme for all development in this sub area including mixed-uses and commercial activities. Commercial activities should be restricted to theme commercial, recreational and entertainment and this sub area should not be allowed to develop into a regional shopping center. The maximum height of both commercial and residential buildings in this sub area should not exceed the existing five to six story structures.

2. Built Form

The development should be diverse with a lively mixture of entertainment, restaurants and retailing. The scale should predominate with low level developments which reinforce the historic character of the district.

Height: The maximum height should be 75 feet or five to six stories.

3. Environmental Amenities

Development in this area should be focused at a pedestrian scale and at the street level with required set-backs and plaza areas designed on a human scale. These would include amenities for outdoor seating sheltered by plant materials and appropriate structures to accommodate pedestrian leisure activities. Blank building walls should be prohibited and scenic vista areas should be protected including a view of the mountains and key landmark structures.

4. Movement and Circulation

500 and 600 South are primary arteries between Downtown, the University of Utah and the East Bench area. It is vital that safe vehicular traffic be maintained. Bus stops should be carefully planned and sited along this major artery. Parking lot entrances and exits should be carefully designed to avoid creating hazardous traffic conditions.

5. Existing and Proposed Land Use (Acres)

Land Use Type	Existing	Proposed
Gen. Commercial	15.99	16.84
Service Commercial	7.05	7.05
High Density Resid.	0	.25
Med. Density Resid.	2.6	2.6
Low Density Resid.	0	0
Industrial	.25	0
Institutional	3.7	3.7
Parks & Rec.	0	0
Transportation	10.99	10.99
Vacant	.85	0

Sub Area 6: Sumner Residential

1. Sumner Residential

The Sumner Residential area is the northern portion of the larger central city neighborhood area which extends to approximately 500 South. In recent years this sub area has seen intrusions by commercial and office activities. The area is impacted significantly by the major transportation arteries of 500 and 600 South. There should be no further erosion of the residential character of this area. The north/south streets should be redesigned with street parks, reduced widths, and the maintenance of the 600 East medians. A balance of residential development—low, medium and high density, should be maintained. Special efforts should be taken to upgrade and rehabilitate existing interior block subdivisions particularly along Denver Street, Hawthorne Avenue and the Stanton Avenue area. The Towne Park development is a good example of high density housing with good design, security and amenities sought for this area.

2. Built Form

All development should conserve and enhance the residential neighborhood. One and two story buildings are permitted and all development should be compatible with the scale and setting of the existing low to medium density residential character.

Height: The maximum height should be 35 feet or two to three stories.

3. Environmental Amenities

Increased emphasis should be placed on landscaping and other buffering. Interior block redesign to ease the transition from less compatible to residential uses is required. The southeast part of Block #24, bounded by 600 South and 600 East, should be rezoned to residential. Public facilities, such as sidewalks, curb, gutter, tree planting, and utilities should be upgraded in the interior blocks.

4. Movement and Circulation

The major transportation conflicts are between the residential uses and the high volume traffic on 500 and 600 South. Both of these arteries are vital to circulation in the downtown area but the residential character needs to be reestablished. A double line of trees on both sides of 600 South is proposed. North/south streets, particularly 400 East, should have street parks and reduced widths to interject a residential character and provide safer residential activities.



The Ruby Apts are part of the Brownstone-Apt sub area.

5. Existing and Proposed Land Use (Acres)

Land Use Type	Existing	Proposed
Gen. Commercial	.31	.31
Service Commercial	3.83	3.83
High Density Resid.	7.29	8.55
Med. Density Resid.	1.81	3.0
Low Density Resid.	5.65	5.65
Industrial	.40	.40
Institutional	0	0
Parks & Rec.	0	0
Transportation	16.28	16.28
Vacant	2.38	0

Sub Area 7: Mixed Use Retail and Commercial

1. Desired Future Conditions

This mixed use area extends from the City County Complex east to the Trolley Retail theme area and is characterized by a mixture of office buildings, commercial and retail, state and federal agencies and the City/County complex. The ground level parking lots in this area should be targeted for mixed-use projects to maximize the value of the land with parking provided in a well designed structure interior to the blocks. Further development should include consideration of medium density residential units in combination with retail and commercial uses. Mixed use projects should be developed together with public benefits such as pedestrian linkages, plazas and other facilities designed to facilitate art and the performing arts. Larger building set backs, attractive architectural style and other provisions are required. Street level pedestrian oriented landscaping is vital to preserving the environment for its various uses. Plazas, forecourts and pedestrian malls linking existing and future uses should be required.

New development in this area should have a significant residential strategy either : (a) residential uses in the development or (b) through the use of

transfer of development rights, developing new residential units in the East Downtown or Central City area in conjunction with commercial development or (c) utilizing tax increment financing to support residential improvements such as the CDC or other efforts designed to improve housing and the residential environment of East Downtown and the adjoining Central City.

A properly scaled neighborhood or Community service/retail shopping center would be appropriate in this area. However, this should not be a regional center (See Appendix B, page 11, for definitions of neighborhood and community retail shopping centers). It should be developed as a mixed used project involving a combination of uses and designed specifically for the community needs of East Downtown and the adjoining Central City.

Trolley Square Development has a distinctive architectural character. This historic design coupled with the new proposed 600 South Historic Parkway District should guide development in this mixed use retail/commercial area.

2. Built Form

Development should be low to medium intensity with a mixture of residential, commercial and retail compatible uses. Commercial activities should strengthen the residential amenities and provide convenient activity sites for the district population.

Height: The maximum height should be 75 feet or five to six stories.

3. Environmental Amenities

Development in this area should focus on a pedestrian scale at the street level with required setback and plaza areas designed at a human scale. These would include amenities for outdoor seating sheltered by plant materials or appropriate structures to accommodate pedestrian leisure activities. Signage should be unobtrusive, small in scale and sensitive to the historic character of the area. Blank building walls should be prohibited and scenic vista areas should be protected, including a view of the mountains and key landmark structures.

4. Movement and Circulation

500 and 600 South should continue as the principle transportation arteries between Downtown and the East Bench area. It is vital that safe vehicular traffic be maintained. Bus stops should be carefully planned and sited along this major artery. Parking lot entrances and exits should be carefully designed to avoid creating hazardous traffic conditions. Signs should be limited in size and number and sensitively designed, scaled and located to preserve the character of the area.

5. Existing and Proposed Land Use (Acres)

Land Use Type	Existing	Proposed
Gen. Commercial	2.76	10.26
Service Commercial	8.58	4.58
High Density Resid.	2.07	5.07
Med. Density Resid.	.10	.5
Low Density Resid.	.62	1.62
Industrial	1.90	0
Institutional	17.02	11.42
Parks & Rec.	.5	1.0
Transportation	20.64	20.64
Vacant	8.11	0

Implementation Strategy

The concept of East Downtown as an urban neighborhood appears to be almost unanimously accepted by the neighborhood or residential advocates and their close historic associates. Even the economic realists and developers are beginning to catch the vision. However, that direction in making East Downtown a successful urban neighborhood center around two related questions: "What makes this concept of a 'vital and diverse urban neighborhood' inseparably linked to the downtown work?" or "What is stopping the urban neighborhood from working naturally?"

In many of our discussions there appears to be a conflict between "market conditions" and the apparent desired future for this urban neighborhood. Some are concerned that we may not succeed in transforming this area as we desire. The realists would suggest we need to look at the market conditions. Is it due to a market condition that most of the land between 200 East and 600 East is zoned commercial or R-7? No! We suggest the existing zoning has created a false market condition and has contributed heavily to the erosion of the residential character of this area. We need to look realistically at the whole situation and realize East Downtown exists today because of both the political and market decisions that have been made. Furthermore, the successful strategy for achieving what we desire must involve both. We need a realistic vision of the future of both (1) Political policies and (2) Wise decisions that are market driven.

What makes this urban neighborhood? It is the wise application of both political and economic decisions. It is a place where people can live and work (this means jobs, not just exporting the economic potential but benefiting from it, as well). An environment where residents can play, shop and feel safe and secure. Further, this urban neighborhood would be a place where the residents would have access, probably greater than any other area, to a diversity of social, cultural, and economic facilities. In biology this type of integrated system is called an eco-system. In an urban environment we choose to call it an Urban Neighborhood or Village where economic, social and cultural components in the system operate to perpetuate it.

How do we implement this concept? In the various sections of the report there are specific action plans which are important. They include time frame, estimated cost and implementation agency and are to be considered an intricate part of the implementation strategy.

The following seven specific strategic objectives are proposed to focus and prioritize the implementation strategy:

1. Mixed Use Zones: The city should adopt a series of mixed use zones, the primary one being a residential host zone, the others dealing with retail and office mixed uses. These zones would include the following features: strong residential linkages, height limitations, incentives for public benefit bonus programs and a mechanism for transfer of development rights.

2. Neighborhood Character Identity Design Elements including: Pedestrian Linkages, Street Parks and Medians, and a new neighborhood park.

3. Adopt 600 East Historic Parkway District and list all Brownstones on the City Register of Cultural Resources.

4. Establish a Housing Coordinator for the City to work with the newly formed CDC and all other housing related programs in developing financing and other mechanisms, especially for new housing development and redevelopment, with a major emphasis on adding population to the City.

5. Transportation Linkages: Improved transportation linkages are needed to Downtown, particularly for the western side of the CBD. This will provide improved access to the growing western part of the City and also reduce the traffic pressures in East Downtown. Improved north/south bus service from South Temple to 400 South is also needed.

6. Economic Development: Develop a full gallery of financing strategies, particularly, tax increment districts and revolving loan funds in East Downtown that support residential development and revitalization, economic development and job creation, public amenities and neighborhood character enhancement. Also, encourage affordable retail shopping targeted to the specific needs of the East Downtown residents with the consideration of potential jobs for Central City citizens.

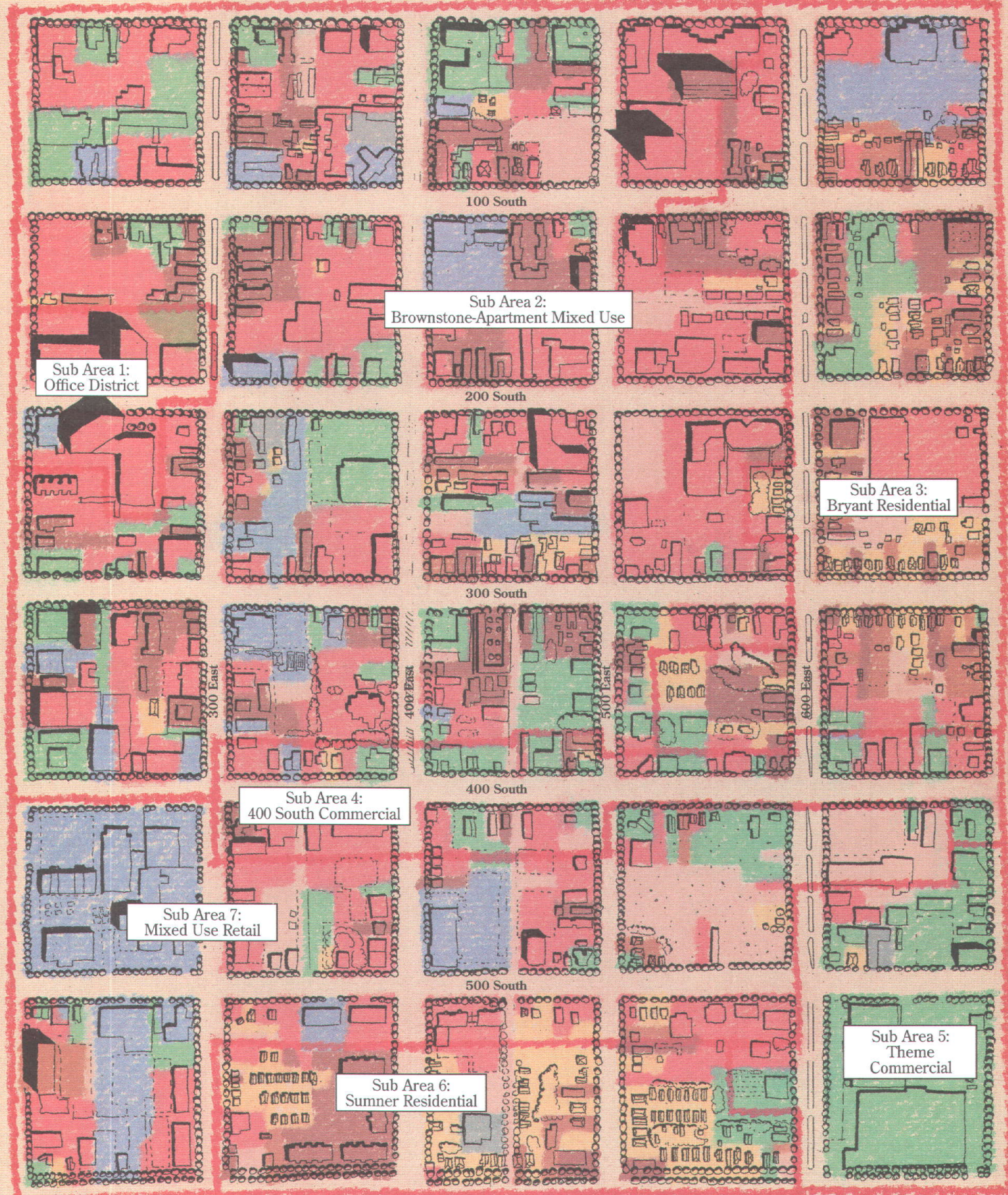
7. Market East Downtown as a vital Urban Neighborhood or Village and encourage both public and private investment in economic and residential amenities such as: safe neighborhoods, good schools, availability of a variety of employment opportunities, convenient and affordable shopping, recreational, social, cultural and art facilities.

East Downtown Master Plan Land Use

Legend

- General Commercial
- Service Commercial
- High Density Residential
- Med. Density Residential
- Low Density Residential
- Industrial
- Institutional
- Parks & Recreation
- Vacant

East Downtown Sub Areas



Appendix A

East Downtown Historic Site and Buildings List of Historically Significant Sites; April 1988

- | | |
|---|---|
| <p>100 South Street</p> <ol style="list-style-type: none"> 1. 231 St. Mark's Episcopal Church* 2. 411 Henry Dinwoody House* 3. 419 Thomas Weir House 4. 425 Lewis S. Hills House 5. 561 Elise Apts. 6. 574 Evans & Early Mortuary 7. 623 Simon Bamberger House 8. 625 Earl Gray House 9. 626 12th Ward 10. 635 Jonathan G & Eliza Royle House* 11. 648 James & Susan Langton House* 12. 657 Richard W. Madson House 13. 661 Edward L. & Belle Armstrong Burton House 14. 667 Francis Armstrong House <p>200 South Street</p> <ol style="list-style-type: none"> 15. 202 1st Methodist Church 16. 401 Immanuel Baptist Church* 17. 540 Ut. St. Retirement Bldg 18. 679 Abner Lunan House <p>300 South Street</p> <ol style="list-style-type: none"> 19. 307 Beveridge Mtr. Co. 20. 322 YWCA 21. 352 1st Church Christ Scientist* 22. 360 Christian Science Rd Rm 23. Lewis Coats House 24. 407 Heman Brisacher House 25. 417 Ivanhoe Apts. 26. 440 Elaine Apts 27. 445 Peter Pan Apts 28. 457 Augustus Behle House 29. 457 Augustus Behle Carriage House 30. 601 Thomas G. Wimmer House 31. 653 Wood Apts. | <p>400 South Street</p> <ol style="list-style-type: none"> 32. 333 House 33. 341 Wilford Beatie House 34. 440 Freeman Apts <p>500 South Street</p> <ol style="list-style-type: none"> 35. 270 8th Ward Chapel 36. 452 House <p>600 South Street</p> <ol style="list-style-type: none"> 37. 239 Trinity African Methodist 38. 543 Charles G & Mary Horsfall 39. 549 William D. Williams House 40. 680 George T. Spokes House <p>200 East Street</p> <ol style="list-style-type: none"> 41. 238 Jacob Alt Apts. <p>300 East Street</p> <ol style="list-style-type: none"> 42. 135 Los Gables Apts 43. 223 William Evans Apts 44. 236 Jeff & Annie Johnson House 45. 541 Peter H. Reinsimar House 46. 547 William G. Ekart House <p>400 East Street</p> <ol style="list-style-type: none"> 47. 63 Chateau Normande Apts 48. 145 George H. Marley House 49. 233 H. Samuel Malin House* 50. 249 B'Nai Israel Temple* 51. 336 English Evangelical Church 52. 347 David Deaconess House 53. 350 Oquirrh School* 54. 534 John F. Oblad House 55. 561 William O. Williams House <p>500 East Street</p> <ol style="list-style-type: none"> 56. 358 Elizabeth Gray Rumel House* 57. 426 Ross Duplex 58. 466 Helena Mickelson House 59. 532 John Reese House 60. 516 David & Catherine Hill House |
|---|---|

Appendix B

Definitions of Types of Retail Shopping Centers

The results of the study are presented for four different types of shopping center.

The **Super Regional Center** provides an extensive variety of shopping goods comparable to those of the central business district of a major metropolitan area, including a wide selection of general merchandise, apparel, and home furnishings, as well as a variety of services and recreational facilities. The principal occupants of a super regional center include at least three full-line department stores of generally not less than 100,000 square feet each.

The median total occupancy area of the super regional centers participating in the study is about 951,000 square feet of GLA, with 80 percent of the centers between approximately 578,000 and 1,329,000 square feet.

The **Regional Center** provides a variety of shopping goods comparable to those of a central business district in a small city, including general merchandise, apparel, and home furnishings, as well as a variety of services and perhaps recreational facilities. One or two major department stores of generally not less than 100,000 square feet of GLA are the principal tenants of this type of center.

The median total occupancy area of the regional centers participating in this study is about 493,000 square feet of GLA, with 80 percent of the centers between approximately 290,000 and 823,000 square feet.

In addition to convenience goods, the **Community Center** provides a wide range of facilities for the sale of shopping goods such as apparel and furniture, and may include banking and professional services and recreational facilities. A junior department store, variety store, or discount department store is the principal tenant in this type of center.

The median GLA of community centers participating in this study is about 146,000 square feet, with 80 percent of the centers falling between approximately 80,000 and 247,000 square feet.

The **Neighborhood Center** provides for the sale of daily living needs—convenience goods such as food, drugs, hardware, and personal services. A supermarket is the principal tenant of this type of center.

In neighborhood centers, the median GLA is about 63,000 square feet, with 80 percent of the centers in the sample ranging from a lower decile of approximately 35,000 square feet to the upper decile of 99,000 square feet.

Source: The Urban Land Institute *Dollars and Cents of Shopping Centers: 1987*

Acknowledgments

East Downtown Neighborhood Plan

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