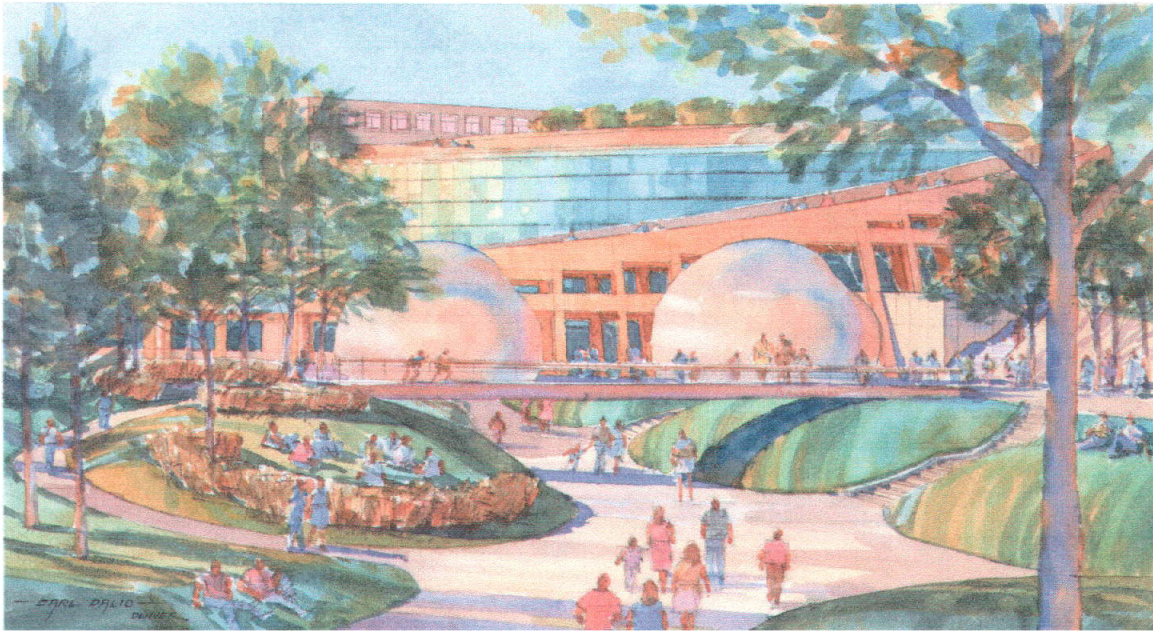


LIBRARY SQUARE BLOCK PLAN



**ADOPTED SEPTEMBER 3, 2002
BY THE SALT LAKE CITY COUNCIL**

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LIBRARY SQUARE BLOCK PLAN

INTRODUCTION

Block 37, bounded by 400 South, 300 East, 500 South and 200 East, has been the home of the main branch of the Salt Lake City Library since the early 1960s. The Library shared the block with the Metropolitan Hall of Justice, the Circuit and District courts buildings and the Salt Lake County Jail until 2000. In the fall of 2002 the new main branch of the Salt Lake City Public Library will open to the public and mark the beginning of a new era for this block now referred to as Library Square.

The City began to formalize thoughts of redeveloping Library Square in mid-1997 when a planning effort was launched. The plan, entitled *MHJ Block 37: Space Study and Design for City Offices and a Master Plan for the Metropolitan Hall of Justice (MHJ Plan)* served as a point of departure for discussions leading to the current block plan. The MHJ Plan was not formally adopted but offered some base data for creating a vision of Library Square redevelopment. The Plan confirmed the appropriateness of developing the new library, recommended redevelopment of the existing library, and suggested development of a public plaza, cultural uses such as a museum, public and private office space, housing and additional open space.

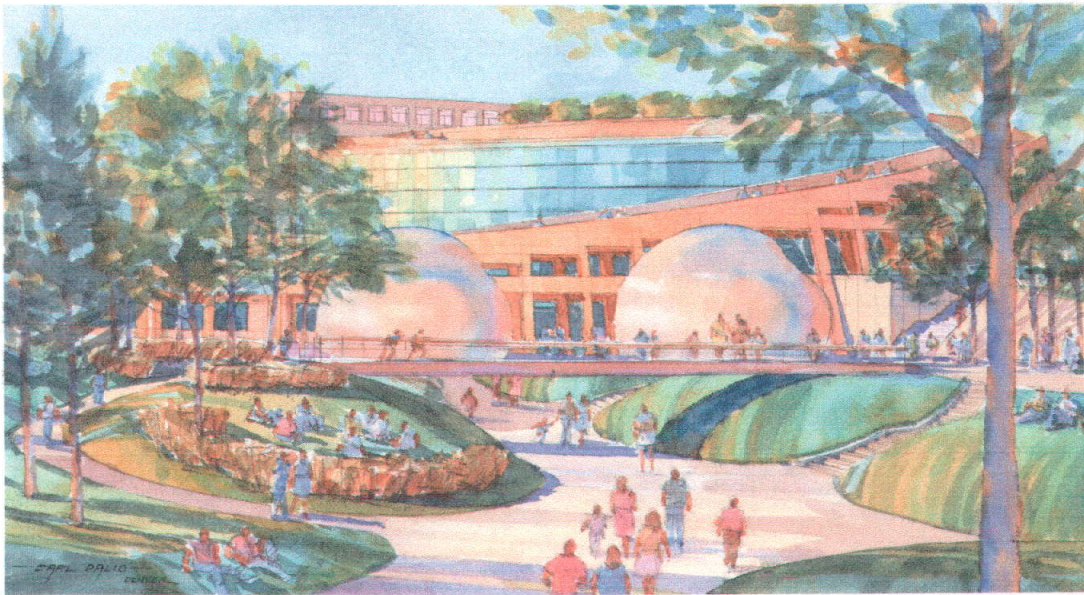
In 1998, voters of Salt Lake City passed an \$84 million bond to fund design and construction of a new main branch of the Salt Lake City Public Library, to be built on the northwest corner of Library Square (400 South and 200 East) and the construction of a public plaza between the new and old libraries. Siting of the new library and construction of a public plaza are consistent with recommendations of the MHJ Plan.

Internationally renowned architect and urban designer Moshe Safdie was hired to design the new library. During the design phase, the City and the Redevelopment Agency directed Mr. Safdie to explore variations of the MHJ Plan. During this process, a planning workshop was facilitated by Peter Calthorpe and hosted by the State's Quality Growth Commission. Mr. Safdie developed a series of conceptual drawings and models that explored mixed-use development on Library Square with options for housing, open space, office and retail space. During these explorations the City Administration suggested increasing the amount of open space by extending into the eastern portion of Library Square.

(NOTE: ILLUSTRATIONS ARE FOR GENERAL REFERENCE ONLY)

VISION

With the construction of the new main branch of the Salt Lake City Public Library, the City has an opportunity to develop a vibrant public space that will become a lasting legacy for the citizens of Salt Lake City. The vision for Library Square reflects an integrated plan for the block that includes the new library, re-use of the existing library building and development of a formal plaza framed by the new library. A new building may also be built north of the existing library. The formal library plaza will transition to less formal open space on the eastern half of the block. This transition also creates view corridors from Library Square to the City and County Building through grand openings in the library's crescent wall.



The library auditorium extends to the east of the crescent wall of the Main Library. This facility will be accessed from the plaza or from the interior of the crescent wall. Consistently programmed activities in the library and on the plaza will invite public participation. The goal is to enliven the plaza and make it a public destination. Civic life in the public realm, with multiple cultural opportunities available on the block every day, will ensure safe and accessible public access to Library Square. Public investment in these amenities will ultimately stimulate private investment in adjacent areas.

This plan supports development of a three-block civic center, focused on the City & County Building at Washington Square and framed by Library Square to the east and the Scott M. Matheson Courthouse to the west. Planned improvements to connections between each of these blocks will visually enhance the civic center concept and improve the pedestrian experience. Street improvements to be considered include planting of mature trees on a street median between 400 South and 500 South on 200 East and further development of a safe, functional and aesthetically

pleasing mid-block connection between Washington Square and Library Square. It is suggested this connection extend eastward as a mid-block corridor, terminating at 700 East.

SITE CONTEXT

Regional Setting: Downtown Salt Lake City is the cultural, economic and government center of the Wasatch Front and the State of Utah. It is a growing vibrant urban center and was the focus of the world during the 2002 Winter Olympic Games. Regional access to the central business district (CBD) is available by an extensive bus transit system, the TRAX light rail system and main transportation arteries including Interstate freeways I-15 and I-80.

Site: Library Square is located in Salt Lake City's urban core at the eastern edge of the CBD. Directly east of the Scott M. Matheson Courthouse and the City & County Building, Library Square is the third component (block) of the CBD's southern civic anchor. With the CBD generally located to the west and less intense commercial and residential neighborhoods to the east, Library Square acts not only as a civic amenity but also as a visual and psychological bridge between the diverse land uses that surround it. The form, scale and activities programmed in Library Square will help integrate the high-density commercial/residential uses of the CBD and East Downtown and the smaller scale, predominantly residential character of adjacent neighborhoods.

Physical Environment: The topography of Library Square is relatively flat with an overall change in grade of eight feet from north to south. The site is located in a seismically active area although not directly impacted by any known faults. The climate is classified as a high desert where temperatures range from below freezing in the winter to the 100s in the summer. Because of this wide variation, physical improvement planning efforts must take into account seasonal extremes to provide visitors shelter from the elements.

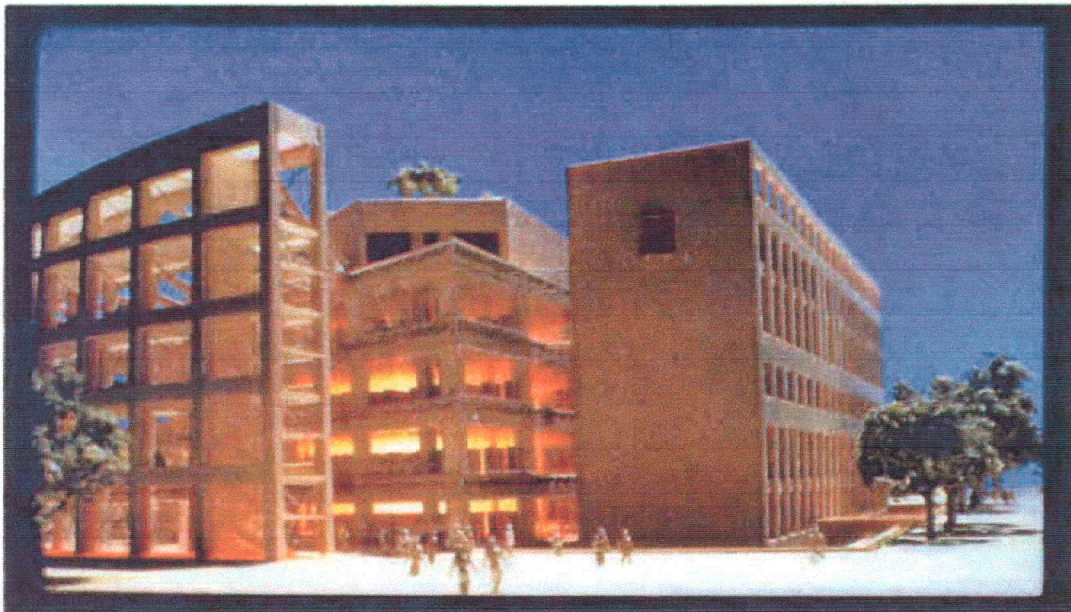
Library Square presents an educational opportunity for the City to exhibit a beautiful native, water-conserving landscape within the formal setting of the Civic Center. Using native landscaping on Library Square will complement the formal, traditional landscaping found on Washington Square and at the Scott M. Matheson Courthouse.

Landmarks: The City & County Building, located immediately west of Library Square, is on the National Register of Historic Places and the Local Register of Cultural Resources. The City & County Building is an important historic landmark in the City, and its height and distinct form are visible throughout the City. It is a point of reference that orients pedestrians and drivers as to their locale within the CBD. The City & County Building serves as the symbol of this important Civic Center.

The redevelopment plan for Library Square maintains the most significant structure representing the 1960s public facilities that occupied the block. The existing library will function as an integral component of the future of Library Square. The intent of this plan is to encourage the structure's renovation and its reuse for cultural and educational purposes.

Existing Buildings: The current library is the only existing building on Library Square. The Court complex, the Metropolitan Hall of Justice and the Salt Lake County Jail that previously occupied the block have been demolished. The previous buildings and their uses, their architecture and the austere, hardscaped design of the old plaza discouraged consistent public use of the open spaces on the block.

Views: The Wasatch Mountains dominate the views to the east and southeast. The new library is designed to take advantage of this tremendous amenity. The historic City & County Building is located directly to the west. The mid-block connection between the City & County Building and Library Square defines an important view corridor that must be respected by Library Square development. The CBD skyline and the State Capitol can be seen to the northwest. A proposed mid-block pedestrian connection at 450 South will one day extend through Library Square to 700 East, creating a spectacular promenade that will further establish the area as one of Utah's most grand, mixed-use residential districts.



Mobility: Library Square will attract pedestrians from all directions and care must be taken to ensure a quality pedestrian experience. The vehicular nature of the City is evident from the wide streets that define the boundaries of the blocks in the downtown core. Because of right-of-way widths, pedestrians may not feel safe when crossing streets. The City has recently initiated programs to improve pedestrian

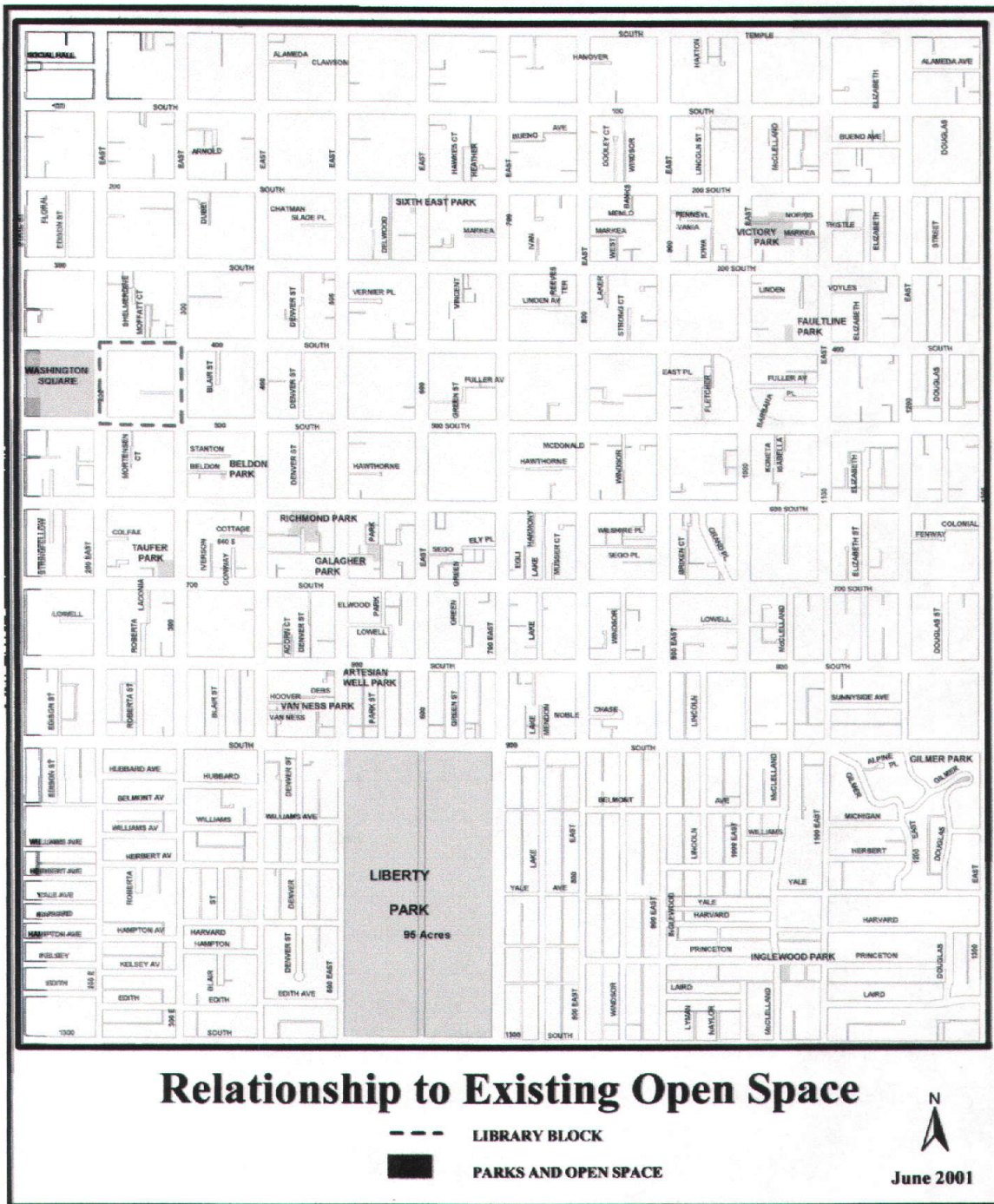
safety. Clearly defined pedestrian crossings at intersections and certain mid-block locations are needed to allow safe pedestrian access to Library Square. Mid-block pedestrian pathways through Library Square will be created. These pathways will provide important visual clues and physical connections, attracting pedestrians to the block's interior. Mid-block pathways reduce distances pedestrians must travel to navigate Salt Lake City's large blocks.

A well-developed bus transit system and the University light rail line will provide easy access to Library Square. The main entrance to the new library will be located at the intersection of 200 East and 400 South, adjacent to a light rail stop. Automobiles will be accommodated in a subterranean public parking structure-accessed from 400 South and 500 South; both classified as arterial streets with connections to I-15. North and South access to Library Square is provided from 200 East and 300 East, which carry significantly less traffic than the intersecting arterial streets.

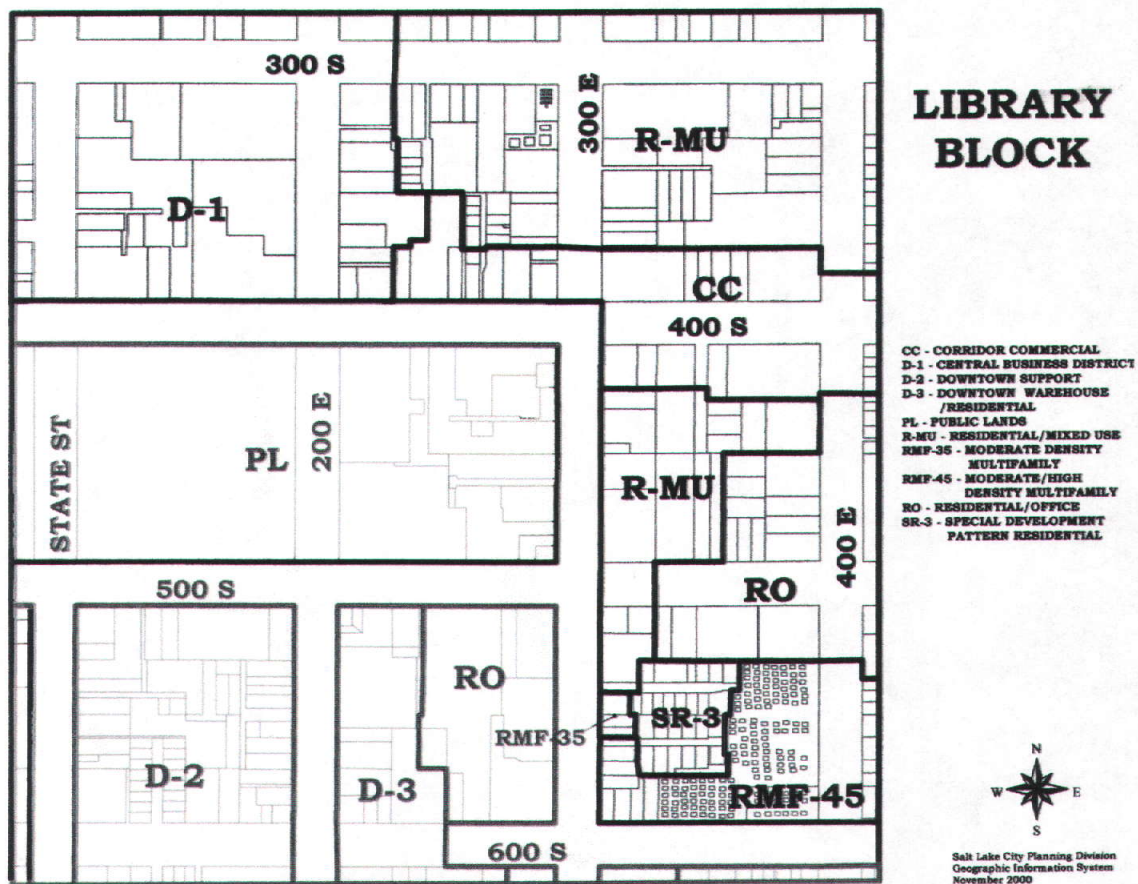
Open Space: The residential area near Library Square includes several parks and open spaces such as Liberty Park, Washington Square and Richmond Park (see map on next page). However, when total acreage of parks and open space is compared with population figures from the 2000 Census, City and national standards indicate a significant deficit of available open space. The area bounded by South Temple and 1300 South between State Street and 1300 East has a population of 30,150. The following table illustrates that this area has a deficit of almost 170 acres of open space.

Parks and Opens Space Needs Evaluation				
Park Category	Recommended Standard SLC Parks Master Plan (Acres / 1,000 population)	Recommended (Acres)	Existing (Acres)	Deficit (Acres)
Large Urban	5 / 1,000	151	105	46
Community	3 / 1,000	90	0	90
Neighborhood	1.25 / 1,000	38	6	32
Total		279	111	168

Area bounded by State Street; South Temple; 1300 East; and 1300 South
Population: 30,150 (2000 US Census)



Zoning: Library Square, Washington Square and the Matheson Courthouse are located within the PL Public Lands zoning district and create a civic anchor in the southern portion of the CBD. The purpose of the Public Lands District is to specifically delineate areas of public use and to control potential redevelopment of public uses lands and facilities. A broad range of land uses are allowed by the different zoning districts surrounding Library Square. Downtown zoning districts are generally located to the north (D-1) and the south (D-2 and D-3). Residential host mixed-use zoning districts are generally located to the south (RO) and to the east (R-MU). The zoning along 400 South is CC Corridor Commercial, designed to accommodate auto-intensive strip mall development.



PLANNING BACKGROUND

This section provides background information regarding planning efforts undertaken in the area around Library Square.

COMMUNITY

Library Square is located in the Central Community of Salt Lake City, which encompasses a large area that extends from I-15 to approximately 1300 East and from South Temple to a southern boundary that transitions from 1700 South to 2100 South. A community plan for this area was adopted in 1974 and anticipated the future of Library Square would remain institutional.

NEIGHBORHOOD

The East Downtown Neighborhood Plan was adopted by the City Council in 1990, and addresses an area within the Central Community between South Temple and 600 South from 200 East to 700 East. The purposes of the Plan were to stop commercial encroachment into the area, to preserve and expand the residential character of the neighborhood and to encourage development of a mixed-use urban neighborhood.

Library Square is located in an area designated as a mixed-use neighborhood; institutional land uses are anticipated to remain on the block. The East Downtown Neighborhood plan recommends establishing view corridors to protect scenic vistas of landmarks such as the City & County Building and the Wasatch Mountains.

BLOCK

In 1997, Salt Lake City initiated a planning process to explore programmatic opportunities and development options on Library Square. The end result of this planning effort was development of *MHJ: Space Study and Design for City Offices and a Master Plan for the Metropolitan Hall of Justice*. The Plan envisioned mixed-use development that included institutional, civic, commercial, housing and open space land uses. The City used this planning process to identify development needed to achieve the City's goals of consolidated and efficient facilities for City governmental operations. The design intent of the Plan was to provide the final link in a three block Civic Core including Washington Square and the Scott M. Matheson Courthouse.

SITE

On November 3, 1998, voters of Salt Lake City approved an \$84 million general obligation bond to fund construction of a new main branch of the Salt Lake City Public Library, a civic plaza and a subterranean parking structure on Library Square. Following the election, the City recognized the opportunity to implement the Civic Center concept and began the process of developing a plan reinforcing an emphasis on the public realm on Library Square.

LIBRARY SQUARE BLOCK PLAN

The following sections discuss aspects of urban design as they relate to Library Square and its physical and visual connections with the Civic Center and surrounding community. Through discussion of various urban design elements, this plan proposes policy directing the future development of Library Square and its surrounding environment, and suggests a course of action to implement the vision developed for Library Square.

URBAN DESIGN

Scale of the Civic Center: The Civic Center is located on the edge of the CBD, where taller building heights are appropriate. The commercial and residential development to the east exhibits a much lower building height. The Civic Center and Library Square act as a bridge between these blocks and the residential mixed-use zoning districts of the surrounding neighborhood. The City & County Building will remain as the Civic Center's tallest structure within the.



Both the new library and the Scott M. Matheson Courthouse respect the grand history of the City & County Building as the historic center of Salt Lake City government. Building height and land use intensity should taper to the east and south of the new library to respect the East Downtown Neighborhood's lower density commercial and residential development.

The new library will be the prominent land use on Library Square and will be limited to a maximum building height of 90 feet to avoid competing with the prominence of the City & County Building, which is approximately 120 feet high at the ridgeline.

To reinforce the hierarchy of uses on the block, other buildings on the block must be subordinate to the new library in scale, bulk and building height.

Policy:

- Support the new library as the primary focus of Library Square. Maximum building heights should step-down to the east and south of the new library.

Action Item:

- Adopt text amendments to the PL Public Lands zoning district to clarify building height regulations.

View Corridors: The East Downtown Neighborhood Plan recommends that height limitations throughout East Downtown should protect scenic vistas of landmarks such as the City & County Building and views of the Wasatch Mountains. Development of Library Square will create an east/west mid-block corridor that will preserve the view of the City & County Building from the east. Retaining the existing library building and developing open space on the eastern portion of the block will maintain the view of the Wasatch Mountains from the new library.

Policy:

- Protect the view of the City & County Building from the east and protect views of the Wasatch Mountains through design consideration of new development on Library Square.
- Building heights on Library Square should be subordinate in height to the City & County Building.
- The building heights on Library Square should transition in from the greater heights of the Central Business District to the lower intensity commercial and residential neighborhoods.

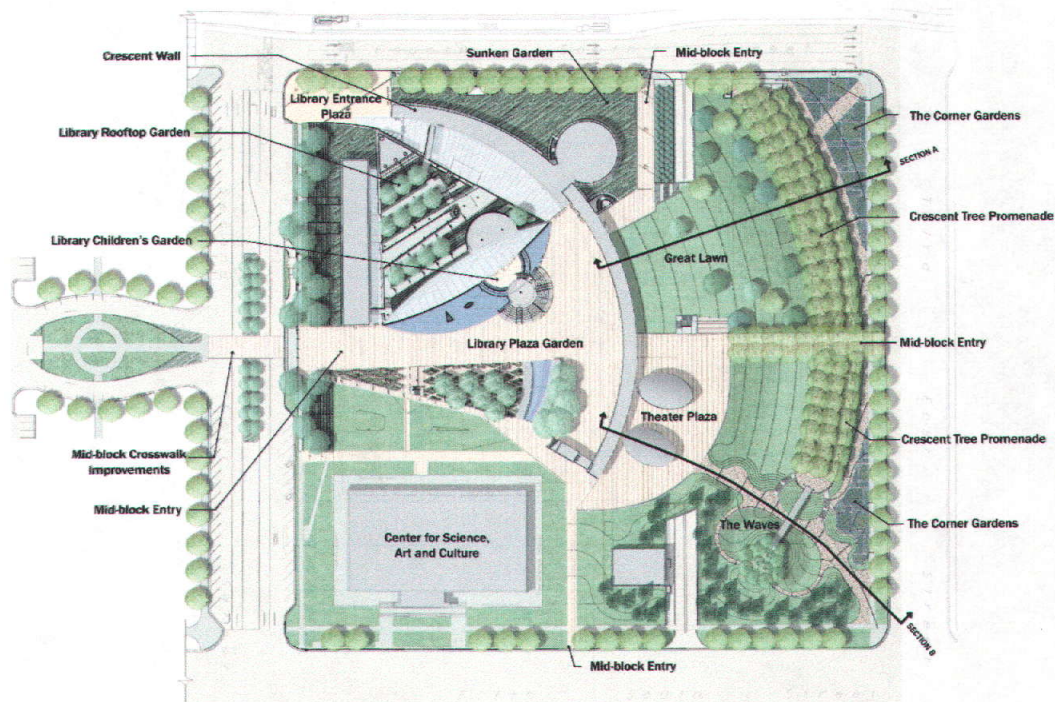
Public Open Space: The East Downtown Neighborhood Plan recommends an urban open space system be developed to enhance visual and aesthetic qualities and create a sense of unity for the community. Currently, there is a general lack of walkable open space available to the residents of the community. Comparing the existing acreage of public open space in the East Downtown Neighborhood with nationally recognized standards, it is apparent that there is a deficit of over 120 acres of open space. Furthermore, within the East Downtown neighborhood and the Central Community in general, few opportunities exist to develop additional public open space. Developing open space on Library Square enhances the open and accessible environment surrounding the new library and provides open space within walkable distance of the Central Community's residential heart.

In urban areas, there is often concern that open spaces and parks will attract undesirable users such as drug dealers and create an environment so intimidating that residents and other users avoid the area. There are, however, many examples around the country where such parks and open spaces have been reclaimed and new urban

parks developed that become assets to the community, that are safe, well used and attract new development to the area.

Factors that influence the appropriate use of parks and open space include: the design of the open space and its edges, the type and intensity of adjacent land uses, accessibility, location and a residential population to provide a twenty-four hour presence seven days a week.

There are many positive aspects to developing open space on Library Square. Library Square is an integral part of the City's developing civic center and home to the main branch of the Salt Lake City Public Library. The old library will house the Center for Community and Culture. Both of these facilities will be programming activities for the open space on Library Square. The block is adjacent to a stop on the University light rail line that links the CBD with the University of Utah, both major destinations. The area identified in the parks and open space needs assessment (see Page 5 of the Plan) is predominately residential and lacks adequate open space.



The pedestrian activity generated by the mix of uses in the vicinity will only increase with additional development. Furthermore, the existing land use pattern in the vicinity of Library Square will accommodate infill development and can provide additional density for a twenty-four hour population.

The Library Square Block Plan does not include a detailed design of the proposed open space; it merely designates the preferred development concept for the block. A

detailed design for the open space must be prepared through a process that involves all stakeholders, such as, residents, business and property owners, potential users and other community representatives.

Policy:

- Because of the general lack of open space within the East Downtown Neighborhood, Salt Lake City should identify open space opportunities and act to develop a variety of different types of open space to meet the diverse needs of the general public.
- Coordinate open space programming efforts between the library and other uses on Library Square to promote a consistent activity level on the block that will attract a diverse range of visitors.

Action Item:

- Develop the eastern portion of Library Square as public open space that is complementary to the library plaza's design.
- Develop programming and design assistance partnerships with organizations such as Red Butte Arboretum and the Utah Native Plant Society.

Pedestrian Mobility: It is important to improve existing connections between the Civic Center and Library Square with the surrounding neighborhood. A mid-block pedestrian way that originates at the City & County Building will extend eastward through Library Square. The City's long-term goal is to extend this pedestrian way to 700 East. Presently, the development of a continuous pedestrian way is not achievable because of the existing development pattern. However, as properties become available and the area redevelops, it is important for the City to seize the opportunity to extend the pedestrian way. Once developed, the pedestrian way will be an important pedestrian amenity that will provide links to, and build on, the success of the University LRT.

The City must improve pedestrian connections between Library Square and the neighborhood on all sides of the library block. Mid-block connections should be developed where appropriate, including a mid-block connection to the Library light rail station on 400 South. At this time, the Utah Department of Transportation (UDOT) will not allow this connection to be built but once the University line is operational the City should encourage UDOT to reconsider this mid-block connection.

Policy:

- Incorporate pedestrian orientation and pedestrian amenities in the redevelopment plans for Library Square.
- Develop convenient and attractive pedestrian linkages including mid-block connections between Library Square and adjacent blocks.
- Provide convenient pedestrian and visual linkages to Washington Square.
- Support the concept of developing a 450 South pedestrian corridor extending east from Washington Square through Library Square and beyond.

Action Item:

- Encourage the Utah Department of Transportation and the Utah Transit Authority to allow development of a mid-block pedestrian connection between Library Square and the adjacent light rail station.
- Construct the mid-block pedestrian pathway through Library Square from 200 East to 300 East and from 400 South to 500 South.
- Construct a pedestrian-friendly connection between Library Square and Washington Square.

CIVIC CENTER RELATIONSHIP TO THE ADJACENT NEIGHBORHOOD

Encouraging a Mix of Uses: Library Square is zoned PL Public Lands. Several different zoning districts, most of which accommodate higher density residential mixed-use development, regulate surrounding blocks. The only exceptions are Washington Square (zoned PL) and the CC Corridor Commercial zoning district along 400 South.

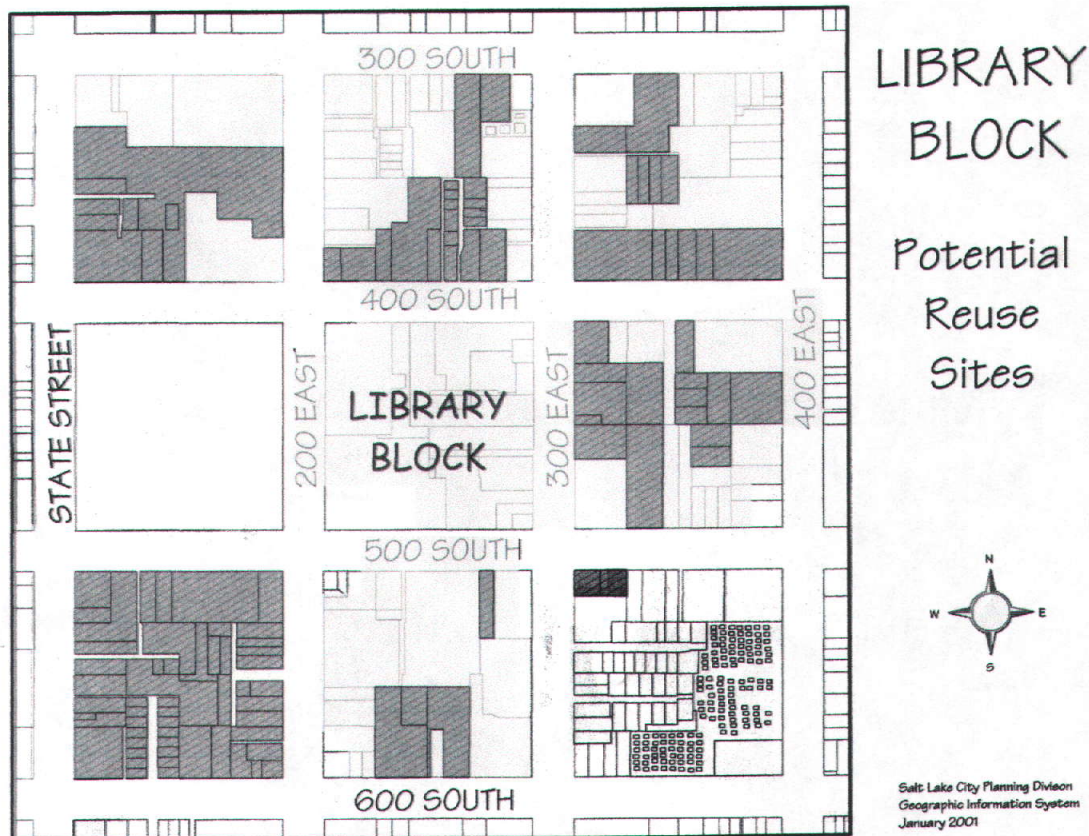
According to Keith Bartholomew, Associate Director of the Wallace Stegner Center for Land Resources and the Environment at the University of Utah College of Law, Salt Lake City's zoning ordinance is progressive compared to ordinances in many similarly sized cities that do not allow mixed-used development. The zoning districts surrounding Library Square allow, and even encourage, vertical integration of mixed-uses (retail, office, institutional uses combined with high density residential development) within a single building.

Consistent with the goals of Envision Utah, there has been a recent trend of developing more housing downtown. People are seeking housing that provides easy access to jobs and cultural/recreational amenities found within the CBD. The development of the new library, the University light rail line and the existence of inefficient land uses such as surface parking lots in the vicinity provide an opportunity for mixed-use development around Library Square. Housing developed adjacent to Library Square will be within walking distance of retail sales and services that are needed by residents, such as grocery stores.

Several non-residential uses exist in the area will continue to be economically viable and will likely persist into the future, such as the State Education Office at 250 E. 500 S. The map on the next page identifies sites that have redevelopment potential. Many of the sites shown are currently used for surface parking. Other sites, for example along 400 South, are properties that have low density development that will attract more appropriate higher density development after the University light rail line is well established.

Urban neighborhoods include a broad mix of experiences, activities and uses. The most important element needed to maintain a healthy neighborhood is housing for

people of all incomes, backgrounds, ages and interest. Opportunity exists for new housing development in the East Downtown neighborhood. Salt Lake City is committed to providing a wide range of housing opportunities, including affordable and market rate housing, in a mixed-use setting around Library Square. Although there are no guarantees on timing, the development of a new zoning district can guarantee that new development in the vicinity of Library Square will include a housing component. The redevelopment of Library Square, convenient access to transit, proximity to the Civic Center, CBD, and cultural amenities make this area attractive for mixed-use housing development



Policy:

- Salt Lake City should take an active role in promoting development of residential mixed-use projects surrounding Library Square.
- Encourage a mix of affordable and market-rate housing that accommodates a wide spectrum of the population, including: families, singles, seniors, and people with special needs.
- Utilize available City resources such as the Housing Trust Fund and other Redevelopment Agency and Housing and Neighborhood Development Division programs to assist developers interested in constructing mixed-use housing projects in the vicinity of Library Square.

Action Item:

- Adopt a new zoning district that requires all new development to include a housing component.

SPECIFIC SITE DEVELOPMENT OF LIBRARY SQUARE

New Library: The construction of Library Square's primary anchor, a new, state-of-the-art library is underway. Designed by internationally renowned architect Moshe Safdie, the building will feature six levels and over 225,000 square feet of space. The new library will include a large glass urban room, a roof garden, multiple reading rooms with fireplaces and a sloping crescent-shaped wall that will give visitors a panoramic view of the City. The building was designed to take advantage of the beautiful setting with views of the Wasatch Mountains. With proper attention paid to solar orientation, the building creates a comfortable environment year-round, both inside and outside of the library. A zoning amendment has been requested to allow the library to lease space for accessory retail outlets to benefit library patrons and other visitors. The main level of the crescent wall will include leasable space for food vendors, gift shops and other compatible uses. Upper levels of the crescent wall will be essentially transparent and provide patrons tremendous views of the mountains and the City and County Building while reading in the carrels.

Reuse of Current Library: Salt Lake City envisions the current library building will be renovated and reused by cultural and educational organizations, which can collaborate to bring performances, exhibits and cultural outreach programs to the building. Organizations envisioned to occupy the current library building may share office, meeting and exhibit space and coordinate activities and programming efforts with the main library.

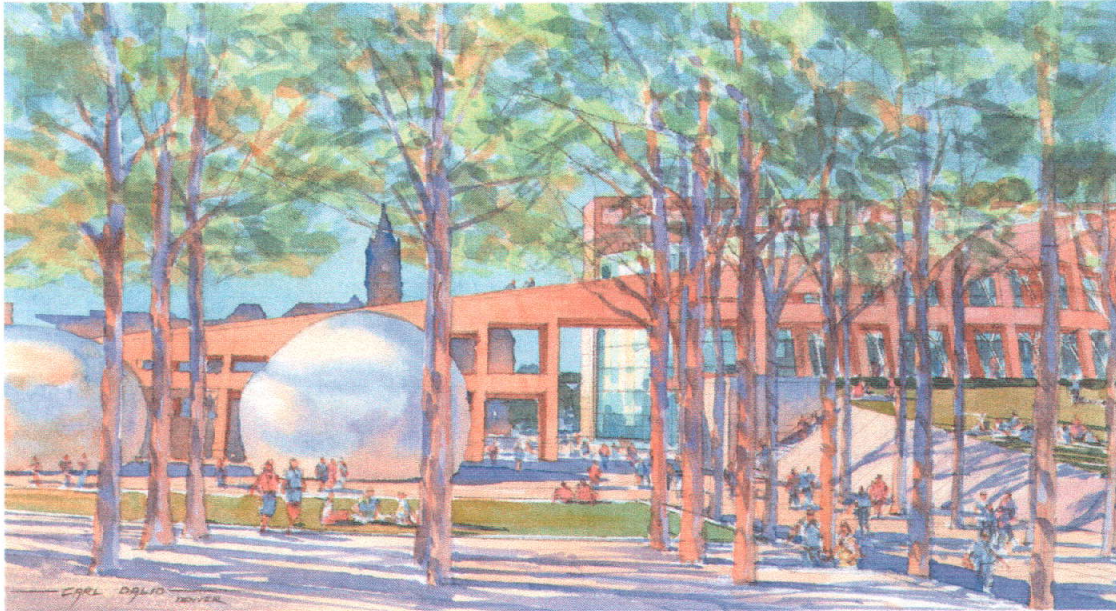
Public Spaces: A plaza framed by the new library and the crescent wall will provide a dynamic programmable public space that will become an independent destination of residents of, and visitors to, the City. The plaza will include gardens, water features and other amenities making this active public space a lasting legacy of Salt Lake City's Civic Core.

This plan envisions development of public open space on the eastern portion of Library Square that may include public gardens, picnic tables, shade trees and landscape features that create small informal spaces that could be used to stage performances or other social gatherings. The City must initiate a separate planning process to design the open space. This process must include all stakeholders, including residents, business and property owners and community representatives.

Future uses: The library is investigating the feasibility of developing a small theater complex and a lecture hall on the east side of the crescent wall. The theaters will operate in conjunction with the library and will program its activities. A building pad

is reserved north of the current library adjacent to 200 East for expanded cultural opportunities.

Library Square is comprised of a single ten-acre parcel. With development of other related, but separate uses and to minimize potential development conflicts, it may be beneficial to subdivide Library Square to create a separate parcel for the new library.



Library Block Parking: A new subterranean parking structure will provide approximately 600 parking stalls beneath the new library. The parking structure will be accessible from both 400 South and 500 South. The structure is intended to provide parking for the new library, the current library building and employee parking for the City & County Building. Because various land uses on Library Square and the City & County Building often generate peak parking demands at different times of the day, shared parking arrangements may increase efficiency of available parking.

The zoning ordinance provides a method to determine the number of parking stalls required for multiple uses that share the same off-street parking facilities. The total parking demand may be reduced due to differences in peak parking demand for each use during the course of the day. Based on this calculation, the number of parking stalls required for Library Square will be reduced significantly. Proximity of the new library to the University light rail line will further reduce parking demand on Library Square.

Transportation Demand Management: It is the policy of this plan to encourage transportation demand management (TDM), which attempts to lessen congestion on City streets and roads, and reduce environmental pollution associated with vehicular transportation. Through established TDM standards and regulations, Salt Lake City's

preference is to build the minimum number of off-street parking stalls and to encourage use of the existing transit system and enhance pedestrian mobility.

IMPLEMENTATION

IMPLEMENTATION	AGENCIES INVOLVED	TIME PERIOD
1. Adopt text amendments to the PL Public Lands zoning district to clarify building height regulations.	Planning	1-5 years
2. Identify and secure funding sources for the design and development of the open space on the eastern portion of Library Square.	Mayor, Management Services, HAND	1-5 years
3. Initiate planning process to create a design for the open space on the eastern portion of Library Square that includes all stakeholders.	Planning, Public Services	1-5 years
4. Develop programming and design assistance partnerships with organizations such as Red Butte Arboretum and the Utah Native Plant Society.	CED, Mayor	1-5 years
5. Develop the eastern portion of Library Square as public open space.	Public Services, Planning, Mayor	1-5 years
6. Encourage the Utah Department of Transportation and the Utah Transit Authority to allow development of a mid-block pedestrian connection between Library Square and the adjacent light rail station.	Transportation	1-5 years
7. Design and construct a signal controlled mid-block pedestrian connection between Library Square and Washington Square.	Transportation	1-5 years