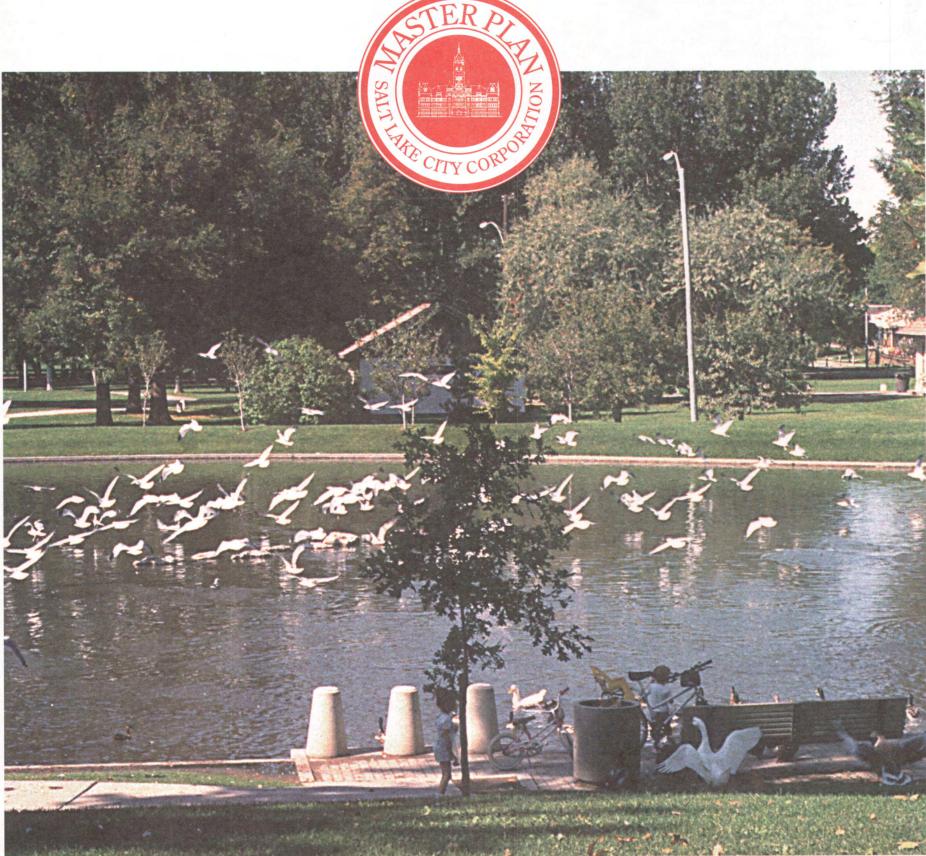
# SALT LAKE CITY OPEN SPACE PLAN



Liberty Park

#### Introduction

alt Lake City is located in a beautiful natural setting between the Wasatch Mountains and the Great Salt Lake. Mountain and wetland environments are part of the City. Salt Lake City was settled and planned by Utah's first governor, Brigham Young and the Mormons in 1847. Since then, the City has grown in its natural setting to be a major metropolitan area. The City's growth has moved the built urban areas into the foothills and towards the wetlands. This encroachment into the natural environments detracts from the natural beauty and open space amenity of the City. An increased citizen awareness of the value of the City's natural resource systems, the mountains, the wetlands, and adequate open space within the City reinforced the need for a comprehensive plan. Given the value of the natural setting to Salt Lake City, continued urban encroachment would be very damaging to the fragile ecosystems and scenic beauty. Salt Lake City has outstanding open space resources and amenities. These include the mountain

ranges, canyon streams, the Jordan River, the wetlands bordering the Great Salt Lake and the wide variety of park and developed open space in the urban area. The mountains and foothills serve as wildlife habitat for many animal species and recreation area for the residents who enjoy the natural mountain setting. The wetlands of the Great Salt Lake and Jordan River provide a valuable wildlife habitat, an important ecosystem and recreational opportunities. The salt water ecosystem of the Great Salt Lake is very different from the fresh water wetland system of the Jordan River. These wetlands provide welcome variety in the desert environment. In addition to these natural amenities, the City has numerous city parks and recreation facilities. At present, Salt Lake City does not take best advantage of these opportunities. The City is divided by manmade barriers such as freeways, railroad, and arterial streets. The urban park system is disjointed and not related to the natural environments. The Salt Lake City Open Space Plan develops a comprehensive analysis of these conditions and defines a coherent approach to connecting the open space resources and providing a safe, and enjoyable experience of the natural features of Salt Lake City.

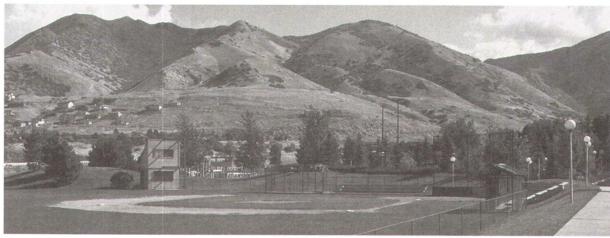
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### Background

pen space and natural environment amenities contribute greatly to the quality of life. This will become the major factor in economic development of cities in the future. A joint economic committee of the United States Congress reports that the quality of life in a city is becoming more important than purely business related factors when it comes to attracting new businesses. This is true, especially in the high technology and service related industries which are not heavily dependent on transportation or availability of raw materials. These businesses can be located anywhere and typically choose the cities which have the highest quality of life. Cities such as Boulder, Colorado, that exhibit numerous examples of how open space can make a major contribution have been quite successful in improving quality of life. Neighborhoods and areas that have the highest home values and receive the highest amount of reinvestment are frequently located near a major open space amenity such as a park, stream or foothills. One difficulty in developing or preserving open space is that the benefits are much more difficult to quantify than the economic dividends of an industrial seaport or railroad. As such the qualitative values of aesthetics, recreation, open space, all need to be appreciated. Some attempts have been made to quantify the benefits of open space. The National Park Service River and Trail Conservation Assistance program reports:

There are many statistics which demonstrate greenway values. For instance, users of the recreational pathway in Summit County, Colorado were surveyed in 1989 Eighty-nine percent of the users were nonresidents and the average trail user spent \$39.95 per day (up from 78% and \$28.84/day respectively in 1987). Visitors to the white water Gauley River in West Virginia spend between \$60.24 and \$180.85 per visit depending on whether they stay overnight and hire a guide service or go by themselves on a day trip. A study of property values near greenbelts in Boulder, Colorado found that housing values increased an average of \$4.20 for each foot of distance they were closer to a greenbelt.

In the past, the origin, growth, and economic development of a city were largely dependent on the availability of natural resources and access to transportation. New York, New Orleans, and Boston developed as shipping transportation hubs. Chicago and Atlanta became major railroad centers. The location and availability of materials will be less important in future city growth primarily due to constantly improving communication and computer capabilities. As quality of life in a city becomes more important, open space and natural environment amenities will contribute greatly to the improved quality of life.



Tanner Park

Salt Lake City, on the other hand, was founded on the basis of its isolation from other metropolitan areas. Brigham Young saw the Salt Lake Valley as an arid place that would not attract other settlers. However, the valley did possess a number of natural resources that contributed to the success of the settlement. Salt Lake City has since grown into a major city in the west and an important transportation hub.

Over the years the city has grown and filled much of the valley floor. Increasingly this development is enchroaching into the foothills and the wetlands. The development in the foothills is largely residential while in the wetlands it is mostly industrial. It is critical that an open space master plan be developed to direct and control this growth.

Fortunately for Salt Lake City, open space conservation has been a recurring planning issue. Liberty Park, which was designated by Brigham Young, represents the first effort in the State of Utah to provide urban open space. This tradition has continued through the remainder of the 19th Century and into the 20th Century. City planners identified parks and open space as a major planning issue in the Salt Lake City Master Plan of 1917. This plan identified park and open space amenities and deficiencies including recommendations to correct short comings and build on past accomplishments. Historically, many city officials were dedicated to preserving and expanding parks and open space. It is notable that in the 1943 plan, one of the goals was to retain the Utah State Prison grounds located in Sugar House for park development. Another goal was to develop a well rounded recreation program to work in conjunction with the neighborhood cultural and recreational centers. A need for organized recreation programs became even more apparent as congestion in the more populated areas of the City began to increase. The most emphasized goal of the 1943 Master Plan was to preserve lands on the benches, mountain sides and canyons as public land. The 1967 Master Plan took a

different approach and made an inventory of the existing parks and open space in each community. This plan identified deficiencies according to national standards and neighborhood needs. The 1967 plan also includes a statement identifying park needs for the communities within the City. Since development of the 1967 Master Plan, the issue of parks and open space in Salt Lake City has been addressed in a parks and recreation master plan published by the City in the mid 1970's. This plan has been updated by the community level plans which have been developed for each of the city's eight communities. These plans identify park and open space amenities in each community highlighting future needs and goals.

Presently an increasing awareness of the value of the City's natural resource systems, the mountains, the wetlands and adequate open space within the City has increased the concerns of many residents and public officials regarding the need for a city-wide open space plan to augment the community level plans. The continued encroachment and pressure of the City as it impacts the vulnerable foothills and the wetlands of the Great Salt Lake make this issue even more pressing. Given the value of the natural setting to Salt Lake City in improving the quality of life continued urban encroachment would be very damaging to the fragile ecosystems and scenic beauty.

#### Goals Of Open Space Plan

Given the value of Salt Lake City's natural setting and the importance of open space to the City's future as a special place to live, the following goals were established for the Open Space Plan.

Conserve the natural environment.

Enhance open space amenities for all citizens.

 Connect the various parts of the City to natural environments.

Educate the citizens on proper use of open space.

### Plan Concept

alt Lake City's natural setting is the result of its Great Basin geography. The principal land forms of the Great Basin are mountains, valleys and lake basins. Rivers and streams connect the mountains with the lake basins. Water not only connects the land forms, but has been the principal natural force in the modification of those land forms. The mountains receive up to 80 inches of precipitation per year, mainly in the form of snow which melts gradually and flows via the rivers and streams from the mountains, through the desert valleys (14 inches average annual precipitation) and is deposited into the lake basins. Thus, all Great Basin precipitation is eventually deposited in lake basins to either percolate into the ground or to be evaporated by solar warming. As the climatic cycles of varying precipitation amounts, and varying evaporation rates fluctuate, lake surface areas change dramatically. These are the hydraulic dynamics of life in the Great Basin. The concept of an Open Space Plan for Salt Lake City's planning area has been based on those natural principles.

For centuries, the native Indian inhabitants did nothing to influence these natural processes. They accepted life in the Great Basin as it was presented by nature, migrating with the seasons and gathering food where it existed. The historically recent introduction of inhabitants of European ancestry into the Salt Lake Valley Great Basin environment in 1847 immediately and irreversibly altered the natural hydrology system. These inhabitants adapted their environment to their needs by first diverting the natural stream flows by hand-dug irrigation ditches to flood the desert valley and later by constructing reservoirs in the mountains to delay and extend the season of the release of water into their

irrigation ditches. These man created changes allowed agricultural development and enabled rural and urban development of the Salt Lake Valley Basin. Transportation and communication facilities and systems locations soon followed with the California Trail, Pony Express and transcontinental telegraph and railroad connections. Later, the U.S. Highway system, Interstate Highway system, and finally, the development of the International Airport and Telecommunications networks assured the urbanization of the Wasatch front.

The urbanization of the valley floor eventually curred some of the natural waterway connection between the mountain and the lake basin environments. Urbanization also established and improved parks and intensely landscaped open areas. Regional parks such as Liberty, Sugar House and the State Fair park were developed. Neighborhood community parks and golf courses were established which provide extensive landscaped open areas within the urbanized valley.

The importance of the Jordan River was recognized in the early 1970's for its open space and flood plain value after initial channelization, containment and "nuisance" treatment. The smaller streams were piped underground through the initial development phases of the urbanization of Salt Lake City. In the spring of 1983 City Creek flooded beyond capacity of the underground piping and turned City streets into temporary river channels at tremendous public cost and inconvenience. This prompted reevaluation of piping solutions and plans to bring City Creek above ground again.

Early consideration of the Open Space Plan presented the scattered location and disconnected relationship of the naturally created and human created open spaces. Examination of Map A, the 1888 map of Salt Lake City clearly shows the location and connected nature of the four creeks and the Jordan River. Examination of Map B, Salt Lake City in 1992 shows these stream courses have been obscured by the development and by the street system. Recognition of

the loss of connection, both physically and psychologically between the urban and natural systems became the inspiration for the unifying concept of the Open Space Plan. The plan utilizes a system of linear parks and non-motorized transportation corridors to reestablish, mentally and physically, the original connections between the natural land forms through the urbanized areas of the City.

Map C illustrates the generalized location of the Great Basin geographic land forms within the planning area for the Salt Lake City Open Space Plan. This planning area represents the north forty percent of Salt Lake County.

The three principal Great Basin land forms each comprise approximately one third of the total open space planning area. The mountain land form area is predominately public agency-owned and managed under a well-established multiple use philosophy designed to protect its watershed and recreational value. The plan supports such continued protection. The lake basin land form consists mainly of lands owned by public agencies, such as the State of Utah and Federal migratory bird refuges. This land form includes the lake water area, lake islands, and all of the shore lands between 4,200 feet and 4,212 feet above mean sea level elevation. This shore area can be considered the "normal" fluctuation level of the lake water surface area. Much of the man created existing wetlands and migratory bird refuge improvements are located within this fluctuating shore area. This land form has been relatively well protected by public ownership and environmentally sensitive management and access controls. The plan supports such contined protection and access controls.

The valley land form is located generally between the mountian and lake basin land form. The valley land form within the Open Space Planning Area is approximately one-half developed or urbanized. The other half is used for either low intensity

agriculural uses, or is vacant. The valley land form is split down the middle, north to south, by the urbanized portion located on the east and the vacant/agricultural portion located on the west. Future urbanization will likely spread to the west.

Between the principal land forms are two transitional areas. Between the mountains and the urbanized portion of the valley land form is an area called the foothills. Between the vacant and agricultural portion of the valley land form and the lake basin land form is an area called the lakeshore uplands. These two transitional areas, and the valley land form area are the subject of the focus of the policies, recommendations and land use plan portions of this Open Space Plan. The Open Space Plan's concept is to focus on the transitional foothills, the transitional lakeshore uplands, and the urbanized valley land form areas with specific policies, recommendations and a implementation strategy necessary to recognize and re-establish to the extent possible, the natural and man-created linkages between the mountain and lake basin land forms.

Map D, Open Space Plan for the Salt Lake City Planning Area, graphically presents this concept of the three Great Basin land forms, being connected by the natural stream bed corridors through the developed and yet to be developed valley land form. The transitional foothills and lakeshore uplands are shown located between the land forms. This map serves as the index for a series of detailed corridor maps. The concept of the stream bed corridor connections through the valley land form has been expanded to include the lateral connection of the stream beds along the Bonneville Shoreline trail which spans the transitional foothills area. The concept includes corridor linkages along available utility and transportation routes.

Map D and the detailed corridor maps show the development of the Shoreline Trail which provides an edge for the urbanization of the valley land form and connecting corridors (using the waterway corridors) to the lake basin land form area.

The corridors presented on Map D are linear parks with a variety of characteristics. Many of the corridors utilize existing public property, easements and rights-of-way. The plan minimizes future property acquisitions. Where possible, the corridors follow the actual creek drainage. In other areas the corridors follow historic patterns, such as the Canal Corridor which uses existing alleyways through a residential neighborhood. These alleys follow the old canal route. In highly developed areas such as sections of the Transvalley Corridor, the path is limited to special paving and landscaping on expanded sidewalks or utilizing existing pavement. The Shoreline Trail Corridor follows the shoreline of prehistoric Lake Bonneville which was the predecessor

of the Great Salt Lake. This line is along the foothills and above the developed portion of the City. The corridors are connected to each other to form a City-wide network.

The purpose of the plan, as developed, is to provide a clear vision and understandable diagram of open space for the City. The diagram shows not only existing resources, but also extensive possibilities and serves as a guide for public and private actions to realize the goals of the plan. The plan is dependent upon the collaborative efforts of the community directed towards a shared vision of possibilities for successful implementation. The plan articulates that vision. The detailed corridor maps show the feasibility of implementation of the concept and are summarized briefly as follows:

#### Maps 1, 2, 3 - Shoreline Trail Corridor

Shoreline Trail Corridor is mapped in detail in three sections and follows the prehistoric shoreline of Lake Bonneville along the foothills at about the 5250 elevation. The Shoreline Trail is a combined pedestrian and bike path which allows controlled access to other trails into the foothills. It provides a development limit line protecting the natural foothill environment from further encroachment toward the mountain land form. The mapped route is primarily on public land owned by Salt Lake City or the U.S. Forest Service, University of Utah and Utah State Parks. Part of the Lime Kiln to Emigration section follows a natural gas pipeline easement.

#### Map 4 - Parley's Creek Corridor

Parley's Creek Corridor is shown on the detailed map of this corridor and illustrates the connection of various open space resources. The corridor follows Parley's Creek from the mouth of the canyon to Hidden Hollow where the creek is then piped underground. The corridor continues to Fairmont Park and is mapped to follow the D&RGW railroad spur when this line is abandoned with an ultimate connection to the Jordan River Parkway.

#### Map 5 - Emigration Creek Corridor

Emigration Creek Corridor follows the existing creek from the mouth of the canyon through residential neighborhoods and a future park site (Wasatch Hollow) owned by Salt Lake City to the campus of Westminster College.

#### Map 6 - Red Butte Creek Corridor

Red Butte Creek Corridor connects two existing parks, Miller Park and Sunnyside Park to the Red Butte Arboretum at the mouth of Red Butte Canyon. This trail goes through the Veterans Administration Hospital campus and follows the creek through the University of Utah Research Park.

#### Map 7 - City Creek/Gateway

City Creek/Gateway Redevelopment Corridor brings City Creek above ground to contribute to a proposed park development at the edge of the downtown area. The creek will follow the northern edge of the LDS Church headquarters and Temple Square before becoming part of the Gateway Redevelopment Area with an ultimate connection to the Jordan River Parkway.

#### Maps 8A, 8B - Canal/McClelland Corridor

Canal/McClelland Corridor follows the path of the historic Jordan and Salt Lake Canal which shows clearly on Map A. The canal was piped underground in the early 1900's. Existing "alleyways" wind through a densely developed neighborhood along the old canal route. These "alleys" form the basis for this corridor.

#### Map 9 - Glendale/Liberty Corridor

Glendale/Liberty Corridor connects Liberty Park to the Jordan River at Glendale Park. The trail route envisions utilizing a D&RGW railroad spur and sidewalk improvements through some residential neighborhoods. The abandoned railroad line passes under the I-15 freeway.

#### Maps 10, 11, 12 - Transvalley Corridor

Transvalley Corridor provides the opportunity to connect several existing open space amenities such as Rotary Glen Park, Pioneer Trails State Park, Hogle Zoo, Sunnyside Park, Liberty Park and the Jordan River and west to the Bangarter Highway (4000 West). It connects the City east of I-15 to the City west of I-15 and provides a pedestrian/bicycle route from the foothills, through the urban area, into the wetlands. This corridor is mapped in detail in three sections.

#### Map 13 - Westpointe Corridor

Westpointe Corridor connects a proposed Utah State Wetlands Education Center to the Jordan River parkway and develops a trail parallel to I-215 as an amenity to adjacent residential neighborhoods and an enhanced northern "gateway" entry into Salt Lake City.

#### Map 14 - Northwest Corridor

<u>Northwest Corridor</u> provides a pedestrian/bicycle connection between the foothills and lakeshore uplands transitional areas at the northern edge of the City. It is a continuation of the shoreline trail to the lakeshore uplands and terminates at the wetlands education center.

#### Map 15 - Bailey's Lake Corridor

Bailey's Lake Corridor is located in the lakeshore uplands environment which is mostly undeveloped. The corridor map shows carefully located paths to provide pedestrian access to the lakeshore upland transition area and the lake basin land form which contains the existing wetlands ecosystem and habitat.

### Open Space Issues And Policies

onsideration of the Open Space issues and policies for Salt Lake City is organized around the foothills, the lakeshore uplands and the valley land form. The city Open Space Plan focuses on these three areas. A comprehensive Open Space Plan should address these areas and consider their overall relationship. The issues and policies were developed during the public plan process by the Steering Committee, Planning Commission and consultants.

### Foothill Transitional Area

The foothill transitional area includes the steeper slopes generally below the 5200 ft. elevation at the eastern and northern edges of the urbanized area. A major issue is the conservation of the natural environment for animal habitat, watershed and views. Policies primarily focus on conservation of this environment by managing access, restricting inappropriate uses, guiding development to minimize or eliminate adverse impacts, and promoting education for proper use.

#### Issue

The foothills provide a visual transition between the built urban environment and the mountains, and provide a scenic backdrop to the City which should be protected.

#### Polic

Establish the Shoreline Trail as the edge of the built area and restrict development beyond this edge. Preserve prominent peaks, knolls, ridgelines and drainage channels in a natural state.

#### Issue

The foothills provide important wildlife habitat and water resources for the City which should be maintained.

#### Polic

Preserve habitat and water resources by expanding and protecting foothill open space areas, particularly natural stream channels and their resultant natural vegetation.

#### Issue

The foothills provide recreational opportunities for hiking, biking and wildlife observations which are desired by residents.

#### Polic

Establish a trail system with designated regional scale and neighborhood scale pedestrian and bicycle access, uniform identification, signage, trail standards, and an education program on proper use.

#### Issu

Reduce the potential risk of property damage caused by fire. Policy

Provide a managed pedestrian access/firebreak area

### fighting equipment access.

Issue
Human use of the foothills creates conflict between

between foothills and the City, and accommodate fire

#### humans and wildlife.

Access to the foothills should be at designated pedestrian access points and managed in a manner compatible with wildlife habitat.

#### Issu

Trailheads lack identity, parking and other amenities.

#### Policy

Establish trailheads at City parks to provide parking, emergency vehicle access, maintenance, sanitation and regulatory authority under existing municipal ordinances.

#### Issue

The foothill area involves jurisdictions and agencies in addition to Salt Lake City.

#### Policy

Coordinate this plan with other local jurisdictions for compatible land use and to continue corridors through the valley and to neighboring communities. The following is a list of other jurisdictions:

City of So. Salt Lake, Davis County, Summit County, City of No. Salt Lake, Salt Lake County, US Forest Service, West Valley City, Bountiful City, University of Utah, Utah State Parks.

#### Valley Land Form Area

The valley land form area consists of the developed and developing central portion of the valley. It is relatively flat and includes the base of the foothills. Direction is needed to enhance and expand the existing parks, recreation and open space amenities. Policies are directed to connect existing park spaces, reinforce and improve the natural and mancreated existing linkages.

The City is divided by barriers such as freeways, railroads, utility and Drainage corridors and arterial streets. The City lacks non-motorized alternatives to automobile transportation which transcend these barriers.



Wetlands at North Salt Lake

Connect the neighborhoods and mitigate the barriers by developing a pedestrian/bicycle urban trail system which transcends these barriers.

Existing parks system is disjointed and lacks connection to the natural environments. Additional park facilities are required.

Develop more neighborhood and regional linear parks as part of an urban park network which provides connection linkages to the mountain and lake basin land

The City lacks a positive aesthetic image at the gateways to the City. Roadway corridors lack adequate vegetative mitigation.

Utilize open space principles and amenities to enhance gateways; I-80 at Parley's Canyon, I-15 at North City Boundary, I-80 at West Boundary. Include the use of treated gray-water reclaimed from the sewage treatment plant to expand and enhance landscaping using native species.

<u>Issue</u> The Jordan River Parkway is an underutilized open

Support the Jordan River Parkway concept by promotion and expansion of Parkway amenities with City open space corridors. Support state and private enhancement of the river project. Lobby for state funded improvement of this corridor.

The major stream channels are an underutilized and unrecognized open space amenity.

Policy
Develop trails and linear parks along canyon stream corridors should restore aquatic habitat wherever possible and create natural conditions such as gravel bottoms, undercut banks, streamside vegetation, riffles, and pools. Identify these corridors with maps and uniform signage and attract "corridor keepers" to improve and sponsor selected corridors.

The City lacks a strategic plan for land acquisition, parcel consolidation and disposition of open space areas.

Establish a mechanism for review and approval of land and easement acquisition, parcel consolidation and disposition. Establish administrative policies for development exactions and encroachment upon publicly owned. environmentally sensitive lands by abutting property

#### Lakeshore Uplands Transitional Area

The lakeshore uplands are the largely vacant and agricultural areas located between the lake basin land form and the valley land form. This area is generally contained between elevation 4,212 feet and 4,217 feet above mean sea level.

The major issues are related to buffering the wildlife habitat of the lake basin land form and to improving access. Policies are directed to managed growth and

#### The lake basin land forms are a dynamic and fragile ecosystem which provide fresh and saltwater habitat for wildlife and migratory birds which should be protected.

Conserve the ecosystem with a program of managed land use development. Access should be at designated pedestrian and bicycle access points. This access should be managed in a manner compatible with wildlife habitat values. Nesting by species sensitive to human intrusion would be a reason to limit access.

Prime wetlands habitat is located within the lake basin land form outside Salt Lake City and is publicly owned and managed, or is privately owned by special interest groups.

Annex wetland area north of Salt Lake City boundary to the Salt Lake/Davis county boundary to place City jurisdiction over the lake basin land form in support of existing public and private land use and to establish continued public policy oversight.

<u>Issue</u>
Wetland areas are underutilized and undervalued as an open space recreational and education resource.

Establish an education program to realize the open space value. Connect the wetlands to the urban area open space linkage system through the plan and an educational campaign.

The Army Corps of Engineers regulates proposed developments within designated wetland areas which often require mitigation of wetland areas outside the

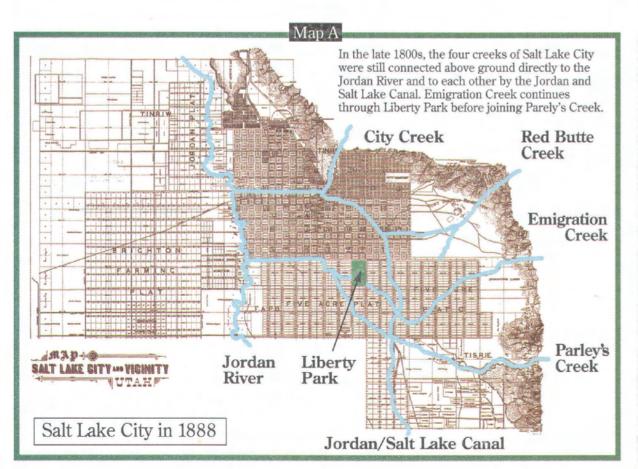
City should identify areas for habitat replacement mitigation and work with the Corps of Engineers to establish coordinated recognition of existing habitat and to mutually agree on the habitat replacement, buffering and access uses of the lakeshore uplands transitional area. Mitigation areas should be within Salt Lake City.

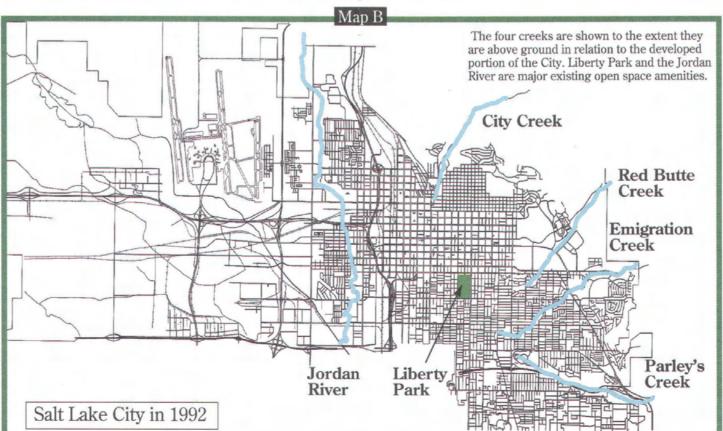
The wetlands involve other jurisdictions, agencies, and private land owners in addition to Salt Lake City.

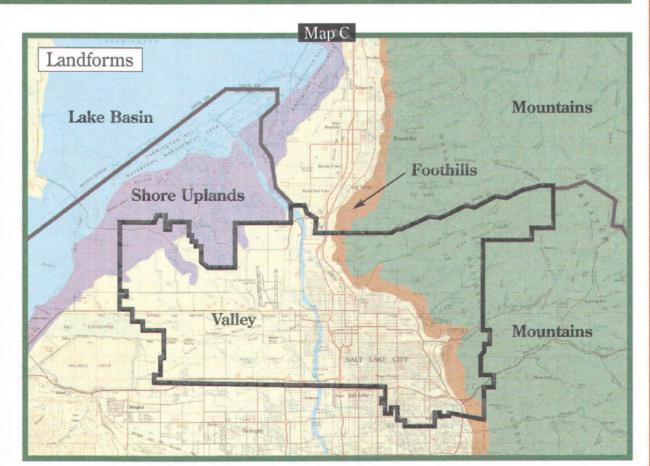
Coordinate this plan with other jurisdictions, private ownership special interest groups and public agencies for compatible land use and buffering issues/polices. The following is a list of other public agencies, political jurisdictions, and private ownership special interest groups:
US Fish and Wildlife service, US Army Corps of

Engineers, Utah State Division of Natural Resources. Davis County, City of North Salt Lake, Woods Cross City, Salt Lake County, Great Salt Lake Chapter of the National Audubon Society, Private Duck Hunting Clubs.

# Salt Lake City Open Space Corridors Utah Map 1 - Shoreline Trail Avenues Map 9 - Glendale/Liberty Map 2 - Shoreline Trail Lime Kiln to Emigration Canyon Map 10 - Transvalley Foothills Section Map 3 - Shoreline Trail Emigration to Parley's Canyon Map 11 - Transvalley Urban Section Map 4 - Parley's Creek Map 12 - Transvalley Wetlands Section Map 5 - Emigration Creek Map 13 - Northwest Corridor Sessions Map 6 - Red Butte Creek Map 14 - Westpointe Map 7 - City Creek/Gate Redevelopment Area Map 15 - Bailey's Lake Map 8a, 8b - Canal/McClelland RATOR POND







### Recommendations And Priorities

ccepting the established public and private ownership and preservation management philosophies of the mountains and lake basin land forms, the recommendations of this plan relate mainly to the valley land form and to the foothills and lakeshore uplands transitional areas. The valley land form area recommendations will be considered, at the time of development or redevelopment activities of the private or public sectors, using established planning and zoning administration practices. Public activities of infrastructure maintenance or reconstruction, will also trigger consideration of the Open Space Plan recommendations. The transitional foothills area recommendations focus on plan concept implementation including: buffering of the abutting mountains land form area from new development with compatible infill development, and improving the access transition from public streets to pedestrian/bicycle corridors and connection to the mountains area recreation opportunities. The transitional lakeshore uplands recommendations focus on the plan concept implementation through: designated portions of this area to be used for habitat relocation mitigation improvements for displaced natural habitat within the valley land form area; providing buffering of future development of the valley land form area from the lake basin land form area; and establishing improved and compatible access opportunities to the lake basin recreation and habitat facilities.

#### Prioritized General Recommendations

- Adoption of this plan by the Salt Lake City Planning Commission and City Council.
- Establish an Open Space Trust entity of Salt Lake City to receive ownership of publicly and privately owned open space lands and to consolidate the public ownership, promote acquisition, generate revenue, and monitor the plan.
- Pass an administrative ordinance to incorporate the plan within the operations of the various City departments.
- Designate a City employee as an Open Space Coordinator to monitor the implementation and actions of various City departments and coordinate private actions.
- 5. Organize the Corridor Keepers which are private groups to monitor and advocate for development of the various corridors and segments of the corridors. The Corridor Keepers can be a variety of organizations or a coalition of groups. Examples of possible members are the KOPE Kids, CARE Kids, Community Councils, Red Butte Garden, the University of Utah, neighborhoods and profit or nonprofit civic organizations. The Corridor Keepers will be advocates for open space.
- 6. Adopt Zoning Ordinance changes and a hillside ordnance to protect the remaining Open Space resources of the City within the foothill transitional area.

Zoning changes related to the plan should include:

- Establish an Open Space District to preserve and protect areas of public and private open space and exert a greater level of control over any potential redevelopment of existing open space.
- Establish a Foothills Protection District to protect the foothill areas from intensive development in order to ensure the scenic value of these areas, views corridors and to minimize flooding and erosion.
- Establish Foothill Residential Districts of various lot sizes to promote environmentally sensitive visually compatible development.
- Establish a Lowland Conservancy Overlay District to provide for the protection, preservation, proper maintenance, and use of Salt Lake City's watercourses, lakes, ponds, floodplain and wetland areas.
- Map appropriate zoning districts within the valley land form and the foothill transitional area and the lakeshore uplands transitional area to promote open space amenities and improvements.

Hillside protection ordinance recommendations include:

- Site sensative regulations (architectural controls and aesthetics).
- Ridgeline, gully, and significant land forms protection concepts.
- Shoreline Trail used as an urban development limit line.
- Annex and zone appropriately the existing prime wetland habitat areas north of the Salt Lake City boundary to the Salt Lake/Davis County boundary.

- Designate trailheads at existing and proposed major improved City parks to provide parking, emergency vehicle, access, maintenance, information and sanitation support, subject to existing regulatory authority under municipal ordinances.
- Designate neighborhood scale pedestrian and bicycle access points located linearly along the length of the foothills and lakeshore uplands transitional areas.
- Develop a model section of a corridor park such as the Shoreline Trail from Sunnyside Avenue to the Arboretum as a demonstration project.
- 11. Establish an annual Open Space Festival to help educate people about and generate enthusiasm for open space. These annual festivals could be coordinated by the Open Space Coordinator in conjunction with the Corridor Keepers and the Open Space Trust. The purpose is to focus on a specific area of the City, or specific idea in the plan. The festival could become a means of continued
- public interest and funding as the plan is implemented.

  12. Coordinate the Open Space Plan with the Army
  Corps of Engineer's wetlands mitigation policies so
  that the Corps of Engineers required habitat
  replacement mitigation helps implement the Open
  Space Plan within the Salt Lake City Open Space
  planning area. Establish agreements of
  understanding with these entities to ensure
  continued cooperation and understanding.

# Specific Recommendations for Each Corridor

#### Shoreline Trail Avenues (Map 1)

- · Acquire available properties for trailhead development.
- Request having a pedestrian/bicycle tunnel or overpass constructed under Victory Road during the remodeling of the intersection of Beck Street and Victory Road to facilitate a no conflict pedestrian/vehicle intersection (grade separated).
- Extend the 700 North right of way west from East Capital Boulevard to Victory Road and create a trail connection to City Creek Canyon.
- Develop the trail connection by use of trail standards.
- Develop Popperton Park as a major trailhead with parking and support facilities.
- Maintain strict watershed management controls in City Creek Canyon.
- Negotiate the formalization of pedestrian easements over the private property for use of the historic Bonneville Boulevard route located west of Ensign Peak.

### Shoreline Trail Lime Kiln to Emigration Canyon (Map 2)

- Secure agreements with appropriate State and Federal agencies to protect and develop the proposed pedestrian/bicycle routes as proposed in the plan and to insure compatible access to the mountain area.
- Plan corridor sections to establish the exact location and routes in detail and to determine cost.

# Protect right of way agreements. Shoreline Trail Emigration to Parley's Canyon (Map 3)

- Negotiate the purchase or donation of a pedestrian easement over existing drainage easement with property owners on Devonshire Drive at Dinosaur Cave to formalize public access rights.
- Negotiate a trail easement with private land owners.
  Widen the easement from Bonneville Golf Course to Hogle Zoo for a trail connection to Emigration Creek.
- Coordinate trail connections with Forest Service and neighboring jurisdictions.

#### Parley's Creek (Map 4)

- Develop a feasible access from the Hansen Historic Nature Park to the Shoreline Corridor including a grade separated intersection above/below the I-80/Foothill Drive roadways.
- Develop a connection from Hidden Hollow to Sugar House Park.
- Coordinate with UDOT and the Salt Lake Country Club to develop a trail between I-80 and the Salt Lake Country Club.
- Enhance crosswalk at 1300 East to identify and promote the corridor.
- Develop trails through Sugar House Park and Fairmont Park to connect the corridor.
  Secure the D&RGW Railroad spur for future open
- space corridor and trail uses when it becomes available through abandonment.
  Coordinate the development of the railroad corridor
- with the City of South Salt Lake to continue the connection to the Jordan River Parkway.

   Street crossings need to become visual identification
- Street crossings need to become visual identification points for the open space system. This corridor has a large number of major street crossings.
- Annex Hansen Historic Nature Park into the Salt Lake City corporate jurisdiction.



Shoreline Trail, East Bench "H" Rock

#### Emigration Creek (Map 5)

- Review Allen Park Subdivision Development to provide trail connection when proposed for redevelopment.
- Integrate Wasatch Hollow Park with the Open Space Plan.
- Coordinate Open Space Plan with the Westminster College Master Plan.
- Investigate the feasibility of pedestrian use of the Foothill Boulevard tunnel with UDOT and Flood Control.

#### Red Butte Creek (Map 6)

- Coordinate with the LDS Church at the 1500 East parking area to allow for dual usage and improvements.
- Improve Miller Park to reflect open space connections.
- Develop access across 900 South, Sunnyside Avenue, and Foothill Boulevard.
- Coordinate with the LDS Church on Sunnyside Avenue to promote Open Space corridor.
- Coordinate the V.A. Hospital Master Plan with the corridor system.
- Coordinate development of a trail along Red Butte Creek through Research Park.

#### City Creek/Gateway Redevelopment Area (Map 7)

- Promote the Gateway Park Proposal.
- Develop connection under freeway by using the rail corridor or 100 South.
- Develop the park site at North Temple and the Jordan River.
- Expand the City Creek concept at North Temple.
  Construct a green corridor from downtown to the Jordan River utilizing privately maintained open

### space on streetscapes. Canal/McClelland (Maps 8A, 8B)

- Enhance McClelland Street.
- Acquire appropriate lots for neighborhood parks along this corridor.
- Develop major street crossings. Maintain the existing right-of-way from disposition and encroachment.

#### Glendale/Liberty (Map 9)

- Develop the New London Railroad Track when it is abandoned to cross under I-15.
- Incorporate path into Liberty Park and the Herman Franks Park.

#### Transvalley Foothills Section (Map 10)

- Revise the rights of way to expand the sidewalks and green spaces on the north side of Sunnyside Avenue. Investigate the feasibility of constructing a Class 1 bicycle path within the existing right-of-way
- Develop and improve the streetscape along the University of Utah student housing parcels.
   Expand the corridor at the Mt. Olivet parcel to
- Expand the corridor at the Mt. Olivet parcel to extend the amount of open space along the corridor.
  Begin path construction on the north side of
- Sunnyside Avenue.
  Coordinate the development of a trailhead with Pioneer Trails State Park, Rotary Glen Park, and Hogle Zoo utilizing existing parking facilities in a joint use agreement.
- Utilize existing parking for offpeak time and develop intersections at open space corridors and major street crossings.

#### Transvalley Urban Section (Map 11)

- Development of Goshen Street Park should be a priority.
  Acquire railroad corridor when it is abandoned.
- Develop the Gateway Redevelopment Area.
- Develop neighborhood parks.

• Redesign the 800 South right-of-way for plantings and a bicycle/pedestrian path within the existing right-of-way.

#### Transvalley Wetlands Section (Map 12)

• Reevaluate the Indiana and Bangarter Highway street rights-of-way for open space functions.

Secure agreements with public utilities for use of

- Develop agreements with Corps of Engineers for
- use of the Surplus Canal access roads for pedestrian/bicycle corridors.
- Secure railroad rights of way as they become available.
- Secure the Boone School site for future park.

#### Northwest Corridor (Map 13)

- Coordinate the development of the Wetlands Education Park with the State of Utah.
- Coordinate the extension and expansion of the 2300 North right of way.

- Close the frontage road along I-15 which presently serves Rosewood Park.
- · As development occurs along the east frontage road the trail and landscape buffer should be developed.
- As development occurs on the north side of 500 North, a 10 foot sidewalk and additional open space should be provided.

#### Westpointe (Map 14)

• Promote development of the Wetlands Education Park. Promote the improvements along the Jordan River Parkway. Develop the corridor along I-215 to include enhancement of the surplus canal as an amenity to the corridor.

 Promote the corridor by enhancing the intersections along Redwood Road.

Develop Westpointe Park site to include corridor connections. Utilize the corridor to promote a buffer between commercial and residential development near North Temple.

#### Bailey's Lake (Map 15)

• Oversee development through requirement of a small area/development master plan before rezoning from holding zones to begin development consistent with Northwest Quadrant Plan.

 New development to include open space land as condition for development.

· Habitat replacement mitigation activities are to take

place in Salt Lake City. Inventory wetlands which exist and give these lands a wide berth (buffer) from new development and expand these areas into open space amenities.

 Widen existing drainage corridors to multiple use and amenity facilities to add interest and variety to an otherwise flat topography.

### **Implementation**

he Open Space Plan is a framework for action and provides the diagram to guide the process of implementation over time. The realization of the plan will occur as various components are implemented and will likely occur incrementally. The plan serves as a basis for identification of opportunities as they arise.

Proposed corridors or parts of corridors can be implemented simultaneously and the completion of one corridor is not dependent upon completion of any other. The implementation addendum consists of three separate sections as follows:

- City Implementation Actions
- Private Implementation Actions
- Suggested Schedule/Time Line

#### City Implementation Actions

- 1. Establish the Open Space trust to receive and manage real property within the foothill transitional area and the lakeshore uplands area. The trust would also receive appropriate real property and easement interest located within the valley land form area.
- 2. Examine available improvement and land acquisition funding methods for use by the City as follows:
  - a. Annual general fund allocation for open space land acquisition and improvements funding.

b. Earmarked real estate transfer tax.

c. Earmarked excise tax on recreational equipment and events

d. Bonding proposal for open space improvements/acquisition projects.

Solicitation of gifts and annuities from benefactors for earmarked open space projects.

Open space impact fees on new and infill developments.

g. Exaction policies on new development for open space improvements.

User fees or entry fees/permits.

Utah Code Section 63, Chapter 11A, trails construction matching funds program.

Private nonprofit group fund raiser, employee/ special interest group fund raising project/ solicitations.

- and special service districts to fund specific
- 1. Intermodal Surface Transportation Efficiency Act of 1991 Transportation Enhancement Funds
- 3. Examine potential construction activity alternatives as follows:
  - a. National Guard construction projects for training. Donated construction services by local contractors and suppliers/distributors.
  - Donated equipment/supplies by local industry. d. Volunteer labor by special groups/associations.
- 4. Administrative mandate to all City departments to review and incorporate the Open Space Plan within City projects and maintenance programs.
- 5. Develop administrative orders and policies for the following:

a. Development exaction policy.

- b. Departmental goals to include implementation of Open Space Plan recommendations.
- c. Encroachment policy on public property.
- 6. Examine open space impact fees policy.
- 7. Establish trail and corridor alignment/survey files and inventory files/records management.

#### Private Implementaion Actions

Major consideration in the development of the Open Space Plan was to provide opportunity for implementation by private citizen action. The plan is purposely not dependent upon official City government action for implementation. Hopefully the Corridor Keepers will be effective in bringing much of the plan to realization. General and specific citizen implementation initiatives follow:

#### **Overall Plan Actions:**

- Identify appropriate areas of corridors for action.
- Obtain easements to the Open Space Trust for use.

· Lobby for City property purchase.

· Organize cleanup and construction actions. Lobby for public support and City action.

Community Councils

- Planning Commission City Council

- Coordinate efforts with Open Space Coordinator and City planning staff.
- Fund development.

#### **Corridor Actions:**

Shoreline Trail Avenues

• Investigate actual trail alignment and locate route.

 Lobby support of adjacent residents. Coordinate to develop trail on Victory Road.

Shoreline Trail Lime Kiln to Emigration Canyon

• Determine trail alignment.

 Negotiate easements with various agencies of public ownership.

Shoreline Trail Emigration to Parley's Canyon

• Determine trail alignment.

- · Lobby support of adjacent residents.
- Negotiate easements with private property owners.

Parley's Creek

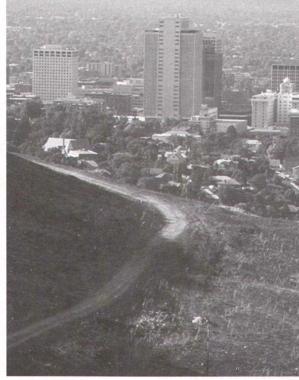
 Negotiate trail easement with UDOT and Salt Lake Country Club along I-15.

· Clean up trail area.

#### **Emigration Creek**

 Improve Wasatch Hollow park site and corridor around Clayton Intermediate School.

 Negotiate with private owners for section between Wasatch Hollow Park and 1500 East.



Ensign Peak Nature Park

#### Red Butte Creek

- Negotiate easements and agreements for corridor through Research Park and the VA Hospital to Sunnyside Park.
- Lobby and raise funds to purchase connection between Sunnyside Park and Miller Park.

City Creek/Gateway Redevelopment Area

· Negotiate corridor section between Jordan River and I-15.

#### Canal/McClelland

• Develop canal right of way into trail between Wilson Avenue and Harrison Avenue.

Glendale/Liberty

• Develop neighborhood support for improvements between Inglewood Park to Liberty Park and Liberty Park to Jefferson Park to connect the three existing parks.

· Lobby for proposed future park to be realized.

Transvalley Foothills Section

 Coordinate with Pioneer Trails State Park, Salt Lake City, University Housing and the LDS Ward to connect Rotary Glen State Park to Sunnyside Park.

Transvalley Valley Section

· Coordinate improvements with private property owners and Salt Lake City for section between Artesian Well Park to Salt Lake City Shops property.

Transvalley Lakeshore Uplands Section

- Coordinate with Army Corps of Engineers and UP&L to develop agreements for use of existing utility easements and the Surplus Canal for trails.
- Organize residents to clean up alleys east of Redwood Road to Poplar Grove Park.

 Obtain required agreements to establish corridor on frontage road west of I-15 at Rosewood Park.

Lobby the State to develop Wetlands Education Park.

· Coordinate with UDOT and residents to establish corridor east of I-15 between 2300 North and North Temple.

 Lobby the State to develop Wetlands Education Park. · Lobby Salt Lake City to annex prime wetlands north

of City boundary to county boundary. Document and define sensitive areas with respect to wildlife habitation and ecosystem.

#### Suggested Implementation Schedule/Time Line

1. Adoption of Open Space Master Plan by the Planning Commission by Summer 1992.

Adoption of Open Space Master Plan by the City Council by Fall 1992.

City establishment of Open Space Trust of Salt Lake City as a legal ownership entity by Spring 1993. City examination of potential funding

sources/methods by Summer 1993. City examination of potential construction activity

alternative by Summer 1993. City administrative mandate to all City departments by January 1993.

City development and adoption of Administrative orders and policies by Summer 1993. City examination of open space/recreation impact

fees policy by Summer 1993. City establishment of open space coordinator position with creation of F.T.E. position within appropriate department/division adopted with F.Y. 1993-94 budget by June 1993.

### Acknowledgments

#### Mayor

Deedee Corradini

Palmer A. DePaulis, Former Mayor

#### City Council:

Ronald J. Whitehead, District 1

Paul Hutchison, District 2

Nancy K. Pace, District 3

Alan G. Hardman, District 4

Tom Godfrey, District 5

Roselyn N. Kirk, District 6

Don C. Hale, District 7

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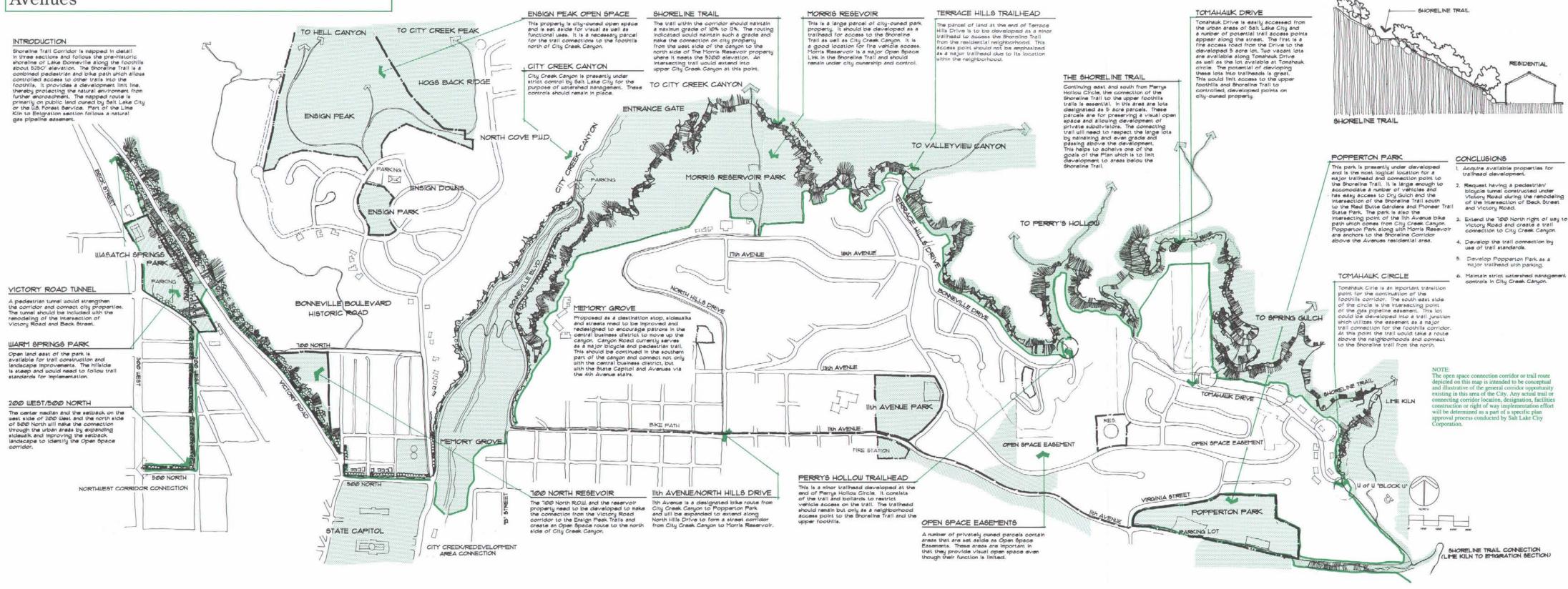
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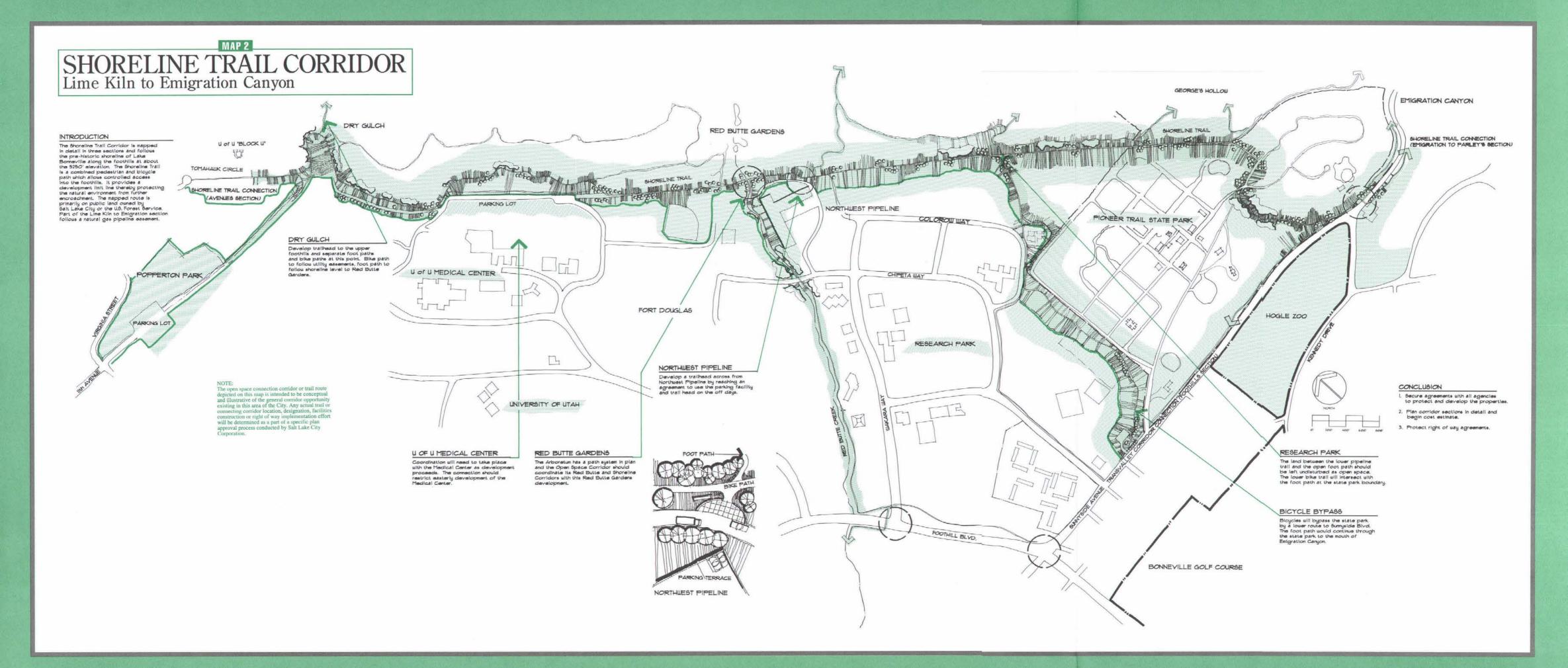
Adopted by the Planning Commission August 27, 1992; City Council October 20, 1992 by Ordinance No. 79 of 1992.

PLAN PRINTED 1996

MAP 1

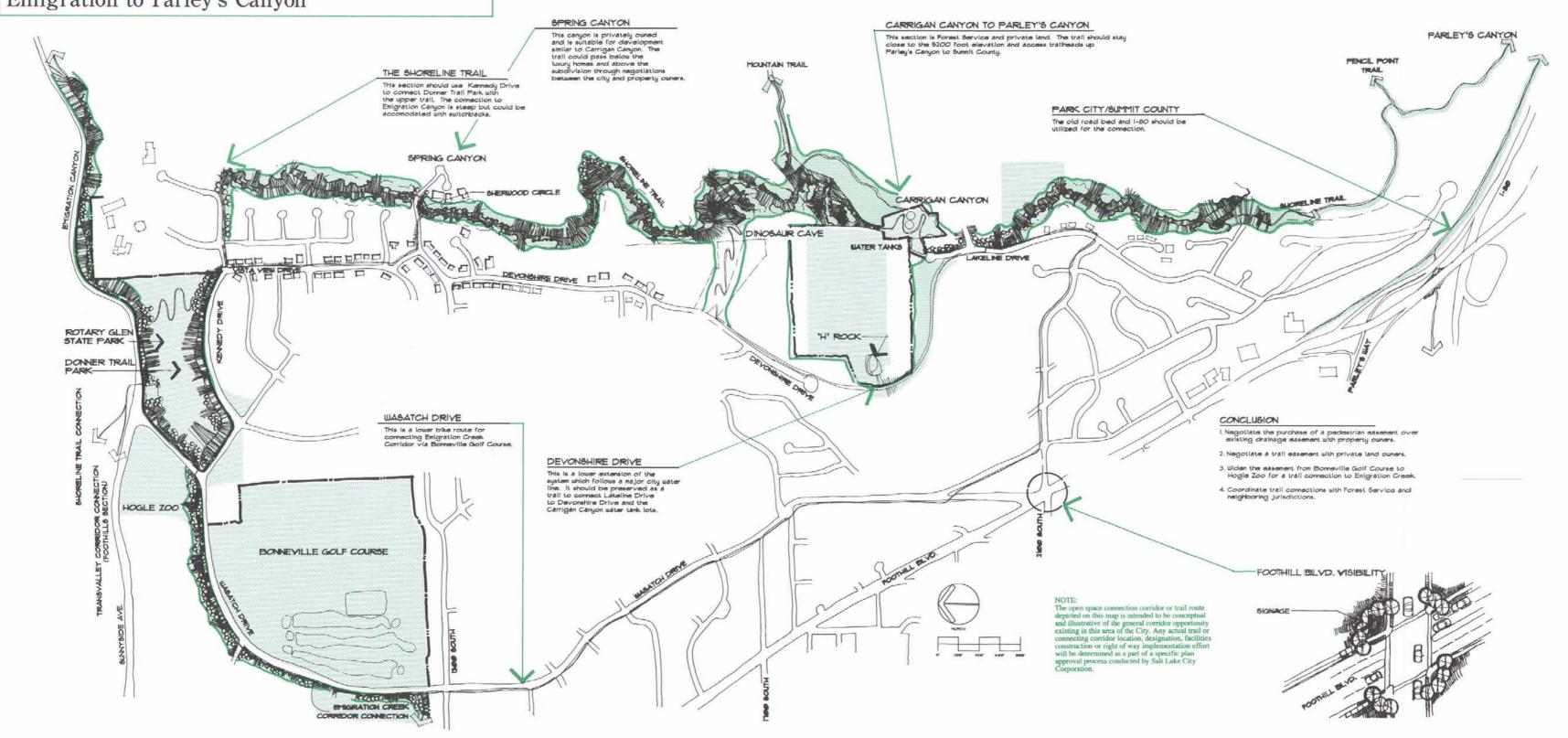
# SHORELINE TRAIL CORRIDOR Avenues



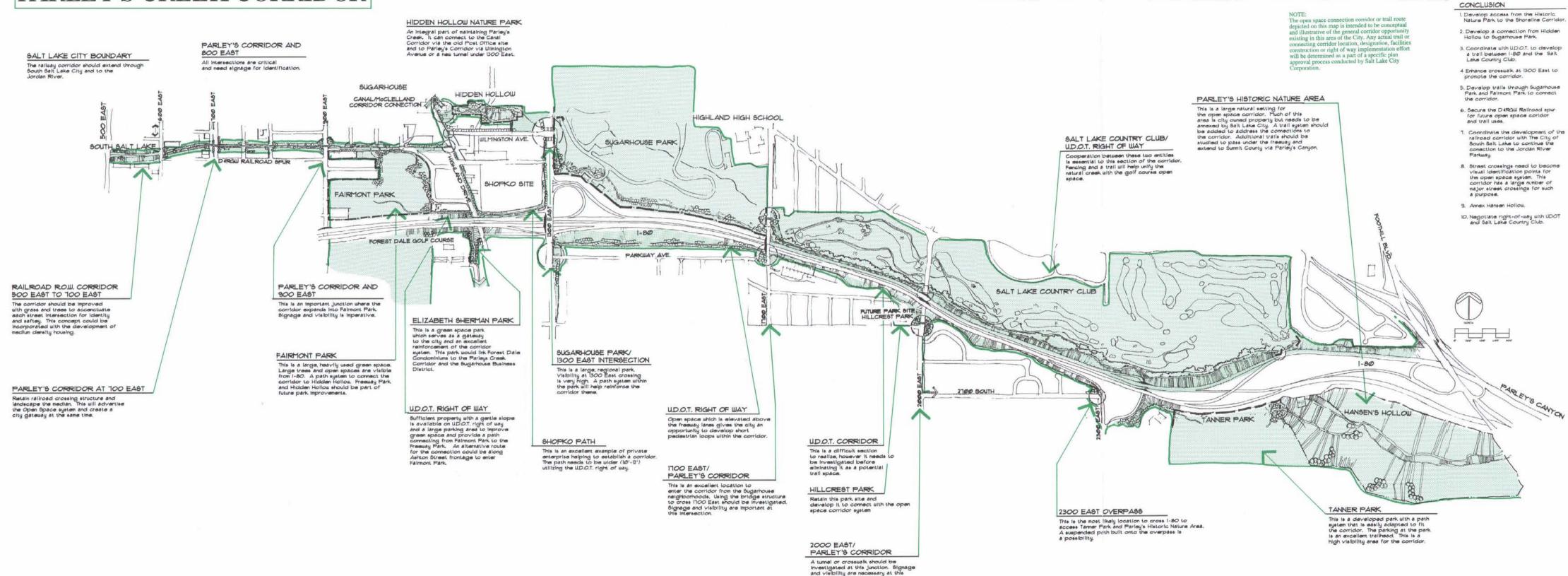


MAP 3

# SHORELINE TRAIL CORRIDOR Emigration to Parley's Canyon



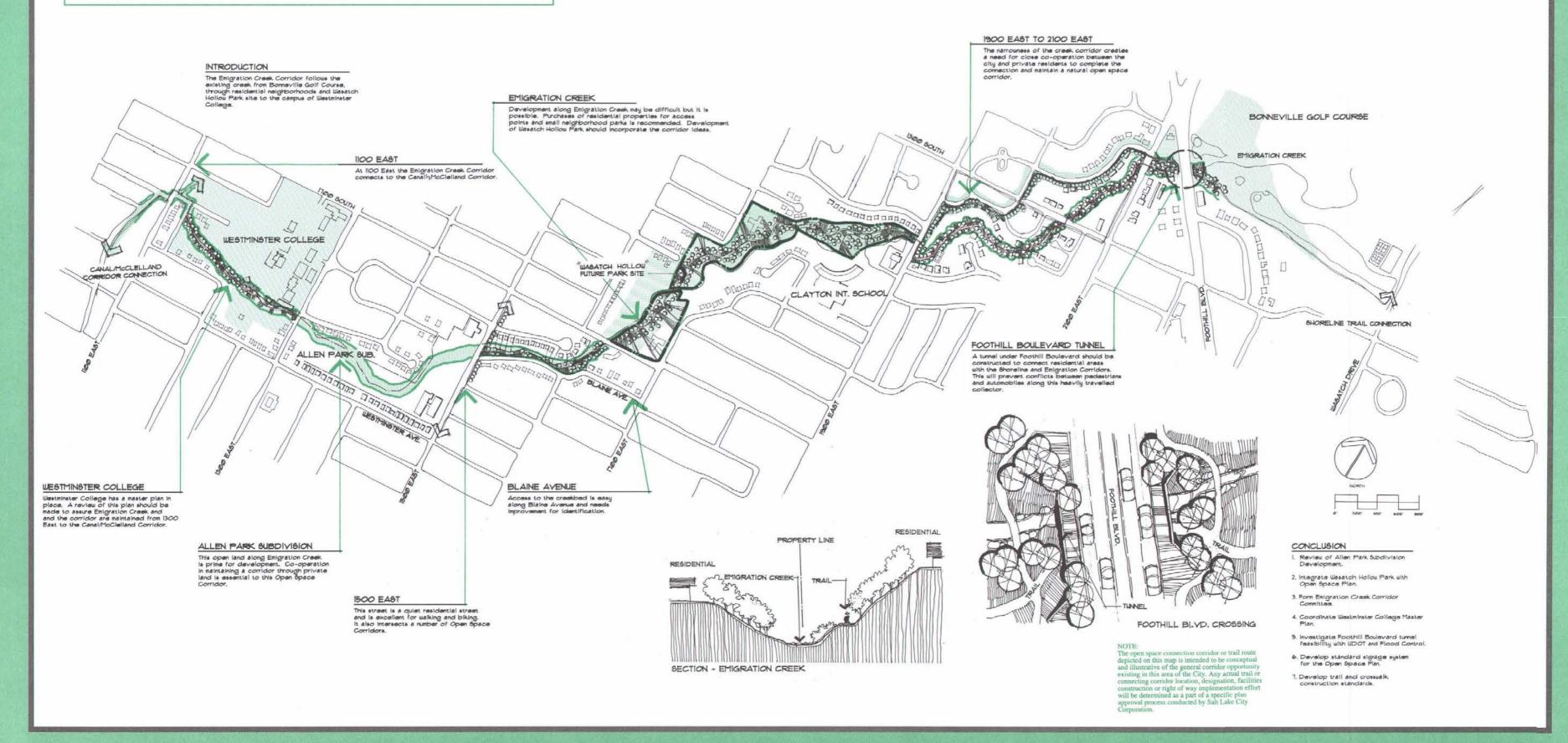
# PARLEY'S CREEK CORRIDOR



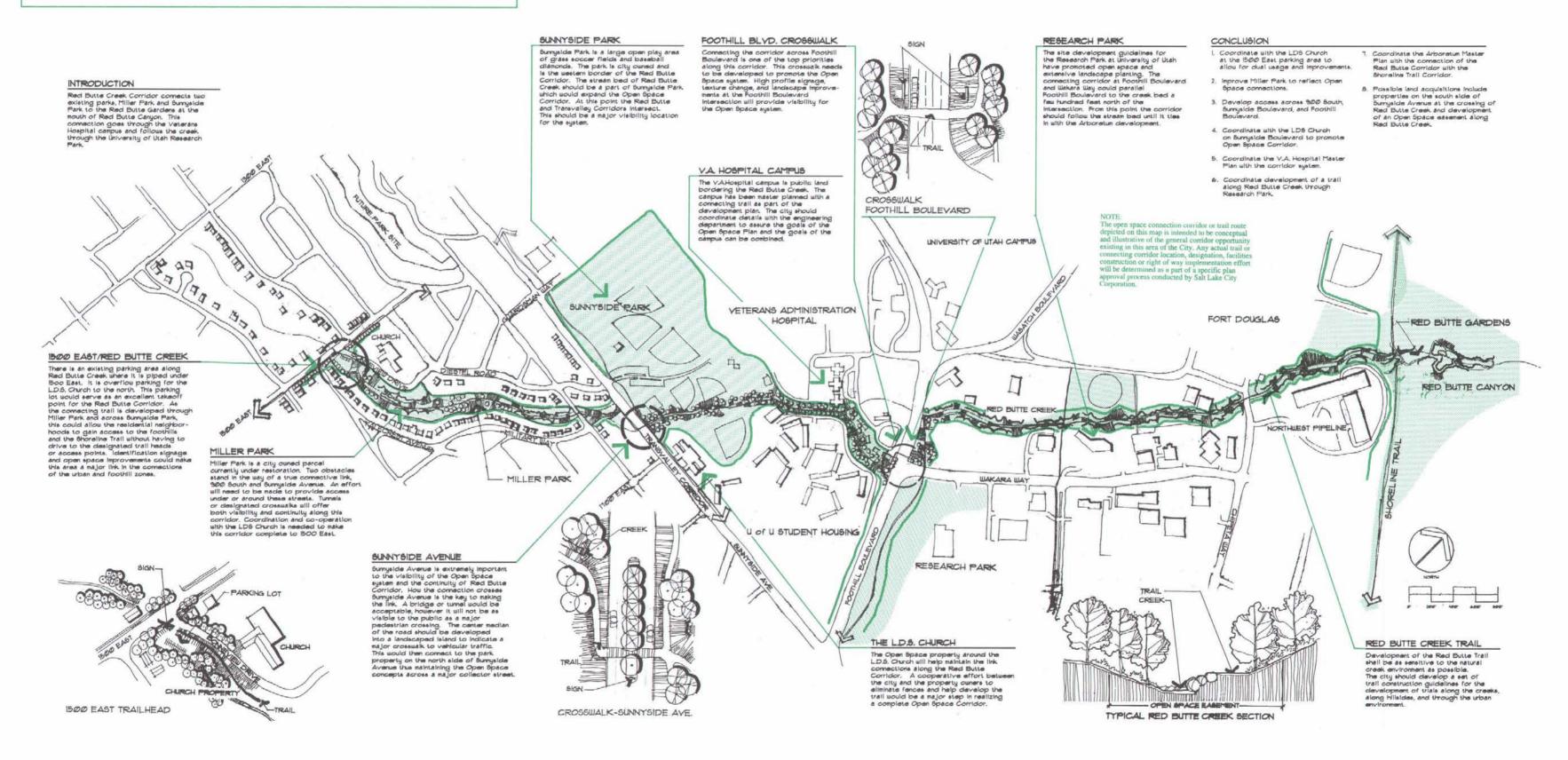
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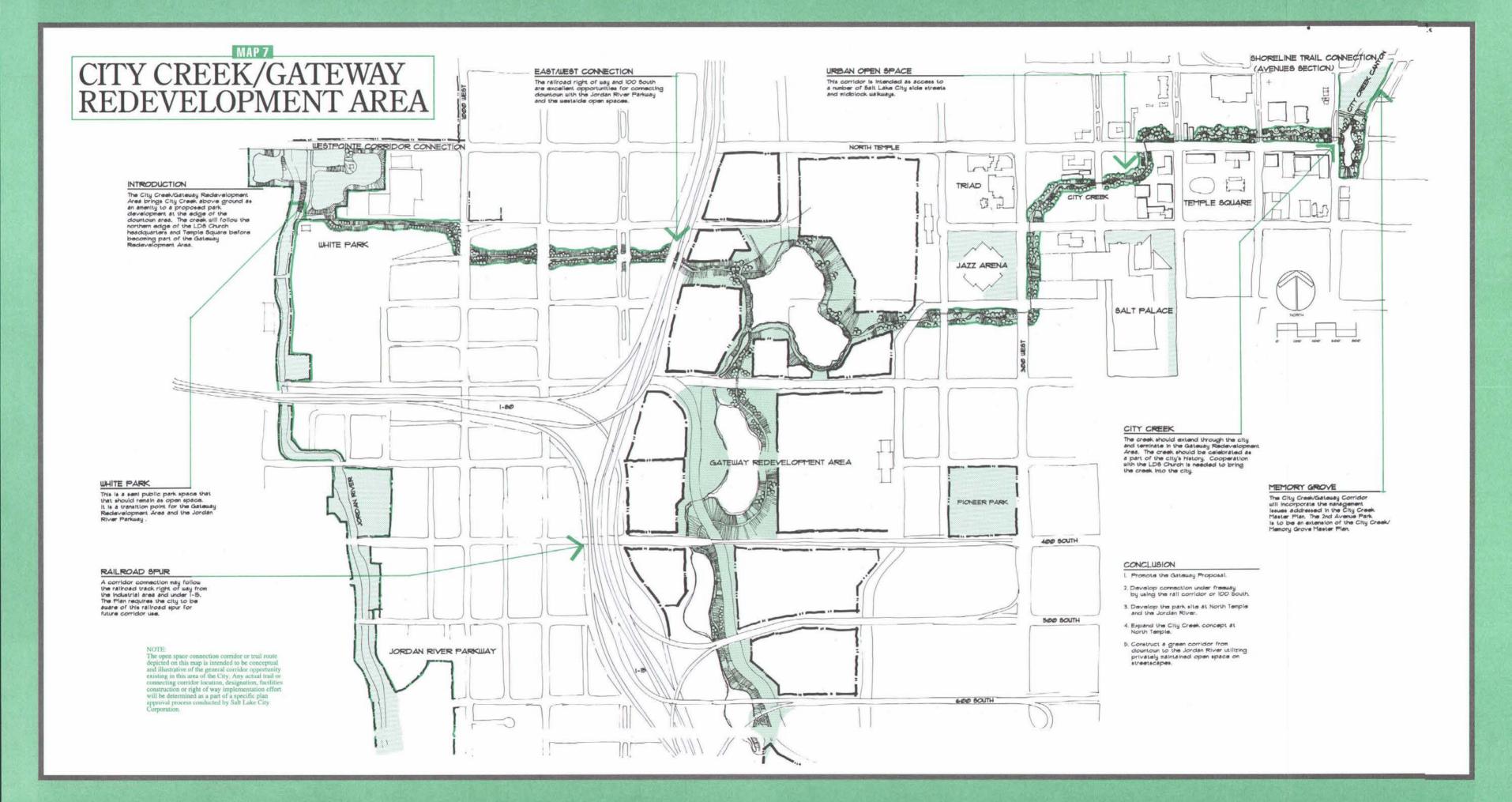
#### MAP 5

# EMIGRATION CREEK CORRIDOR



# RED BUTTE CREEK CORRIDOR





# CANAL/McCLELLAND CORRIDOR

#### INTRODUCTION

### 3. Develop major street crossings. The Canal/McClelland Corridor follows the path of the historic Jordan 4 Salt Lake Canal. Existing allequage wind through a density developed neighborhood along the old canal route. These alleys form the basis for this corridor. The open space connection corridor or trail route depicted on this map is intended to be conceptual and illustrative of the general corridor opportunity existing in this area of the City. Any actual trail or connecting corridor location, designation, facilities construction or right of way implementation effort will be determined as a part of a specific plan approval process conducted by Salt Lake City Corporation. 900 EAST ROULAND HALL-ST. MARK'S INGLEWOOD PARK DITTE STEEDER FAIRMONT PARK TRANSVALLEY CORRIDOR CONNECTION ELIZABETH STREET ELIZABETH SHERMAN PARK HIDDEN HOLLOW PARLEY'S CREEK CORRIDOR CONNECTIO WESTMINSTER COLLEGE ROWLAND HALL - ST. MARKS The open play field east of Rouland Hall school is the best location to comect the corridor to the Transvalley Corridor. Landscape improvements to the west side of 1000 East THE THE COURT OF THE PERSON OF 1100 EAST The connection is forced to follow the road because of a lack of open space. If lots become available the ground could be purchased an left as open space. THE CANAL CORRIDOR WESTMINSTER COLLEGE THE CANAL RIGHT OF WAY This could become a major corridor connection to Salt Lake County. The corridor would follow Highland Drive and connect Hidden Hollow and Sugarhouse to McClelland Street and Elizabeth Sherman Park. Use Wilson Avenue to connect to the Emigration Creek Corridor. This right of way is in place and connects 1000 EAST subdivisions of the Sugarhouse Community. The paved alleguay is presently used as a foot path McCLELLAND

INGLEWOOD PARK

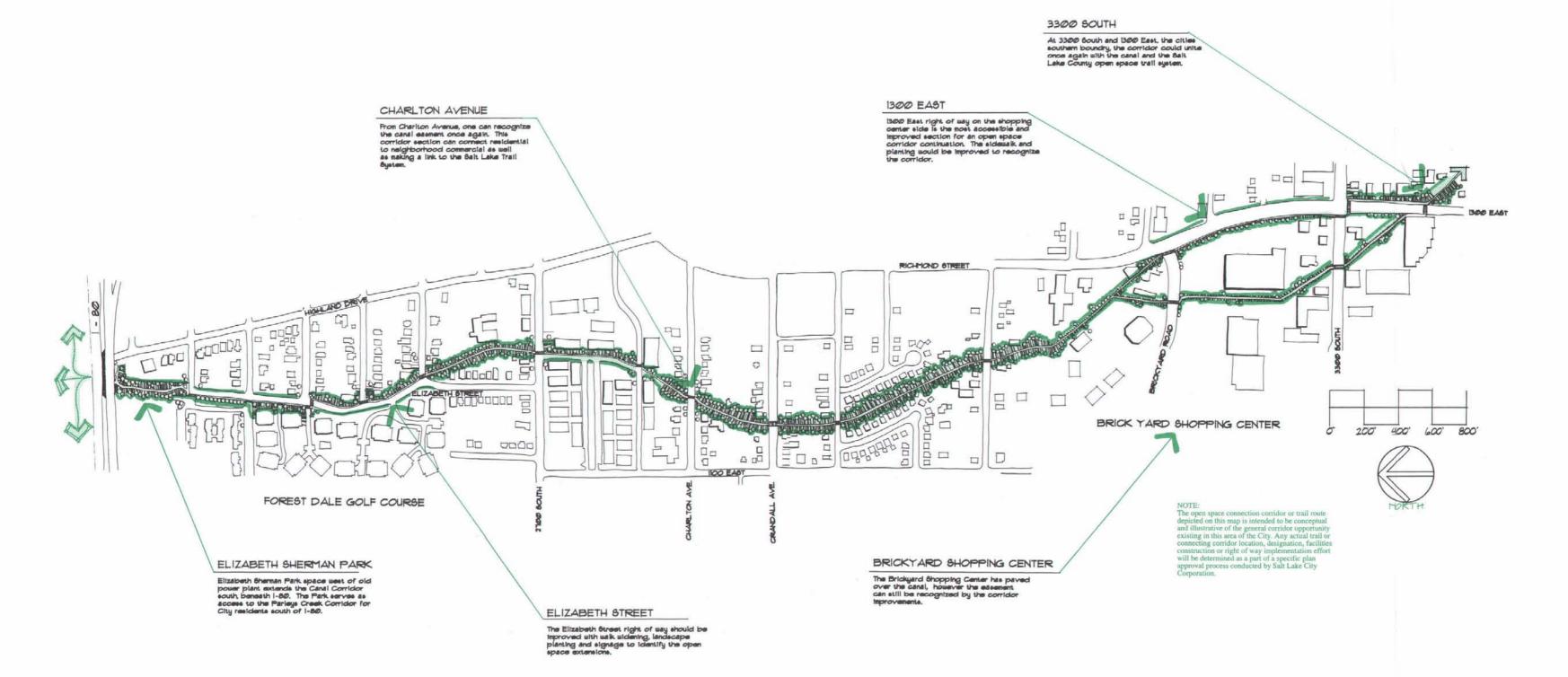
This small neighborhood park terminates the canal ROW alignment. More parks such as this would improve the corridor.

CONCLUSION

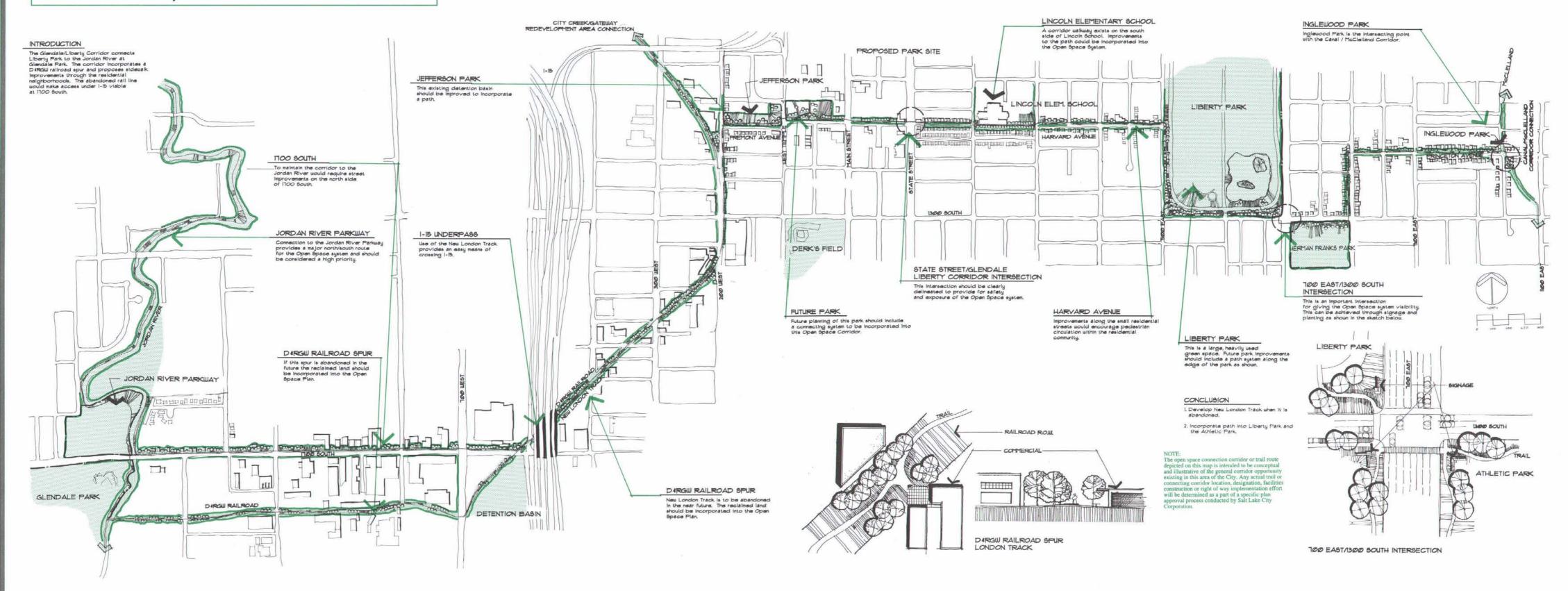
1. Work to enhance McClelland Street, 2. Acquire lote for neighborhood parks.

ROWLAND HALL-ST. MARK'S

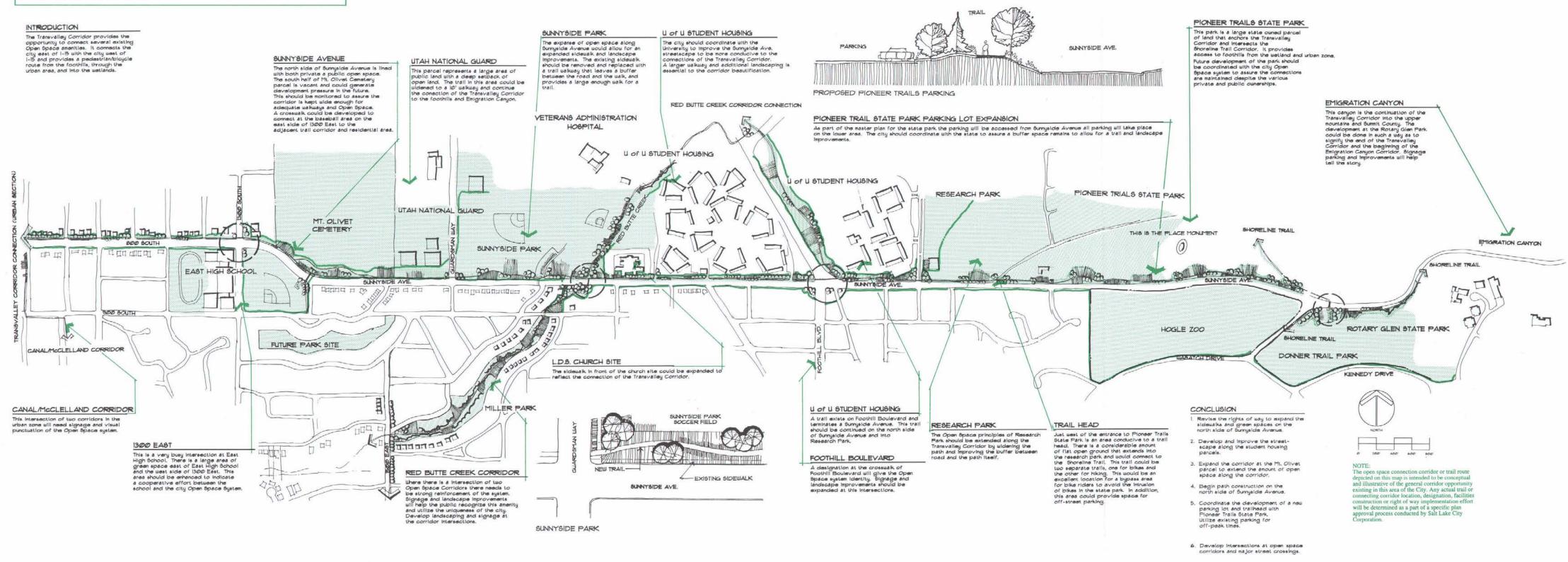
# CANAL/McCLELLAND CORRIDOR Cont'd

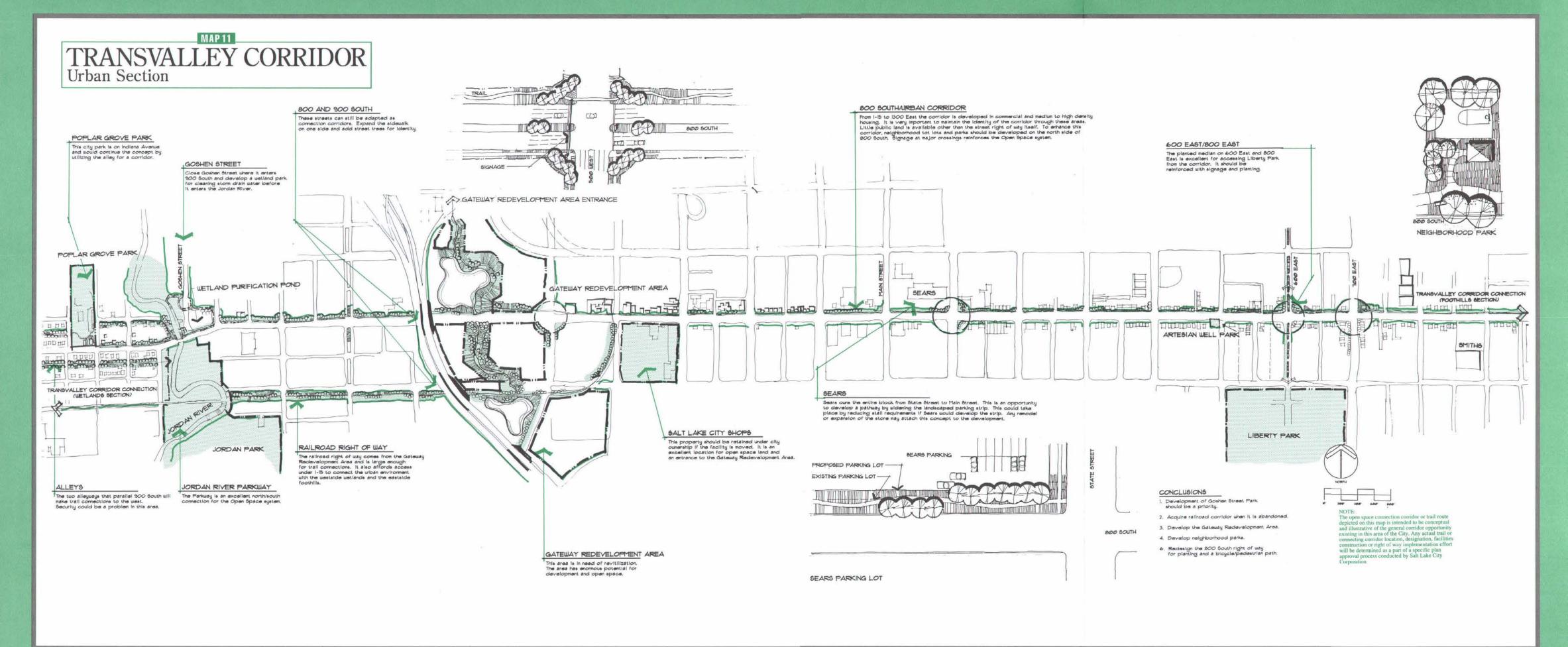


# GLENDALE/LIBERTY CORRIDOR

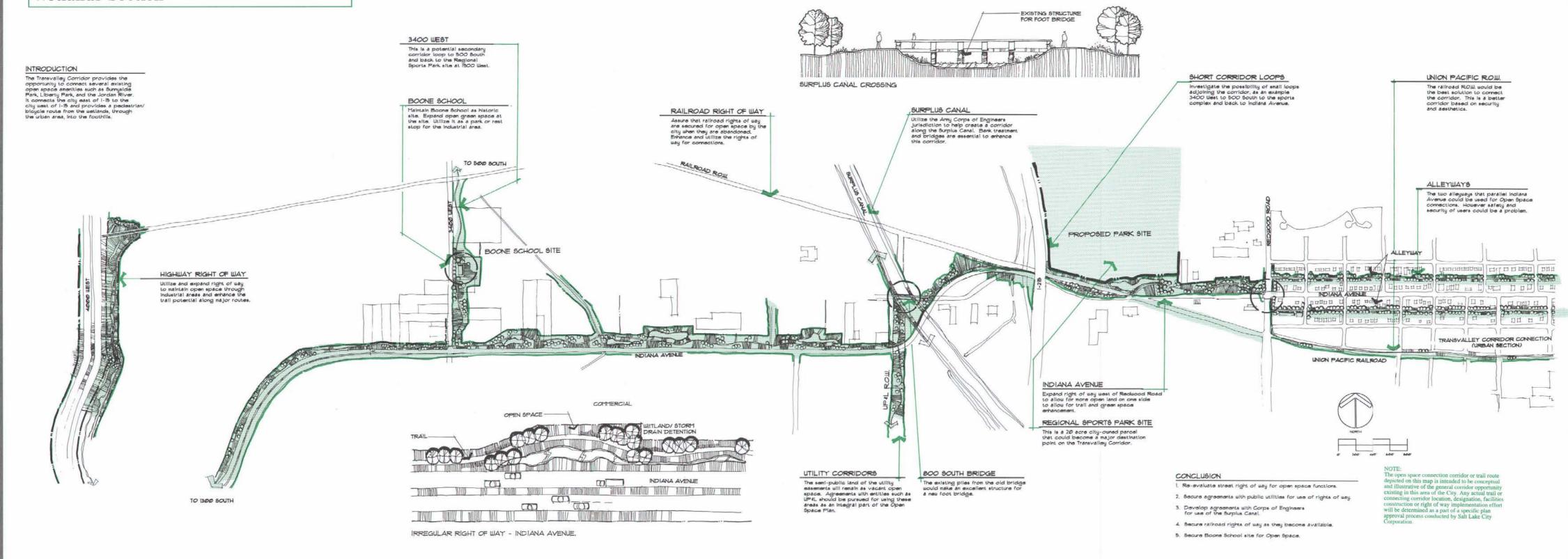


# TRANSVALLEY CORRIDOR Foothills Section

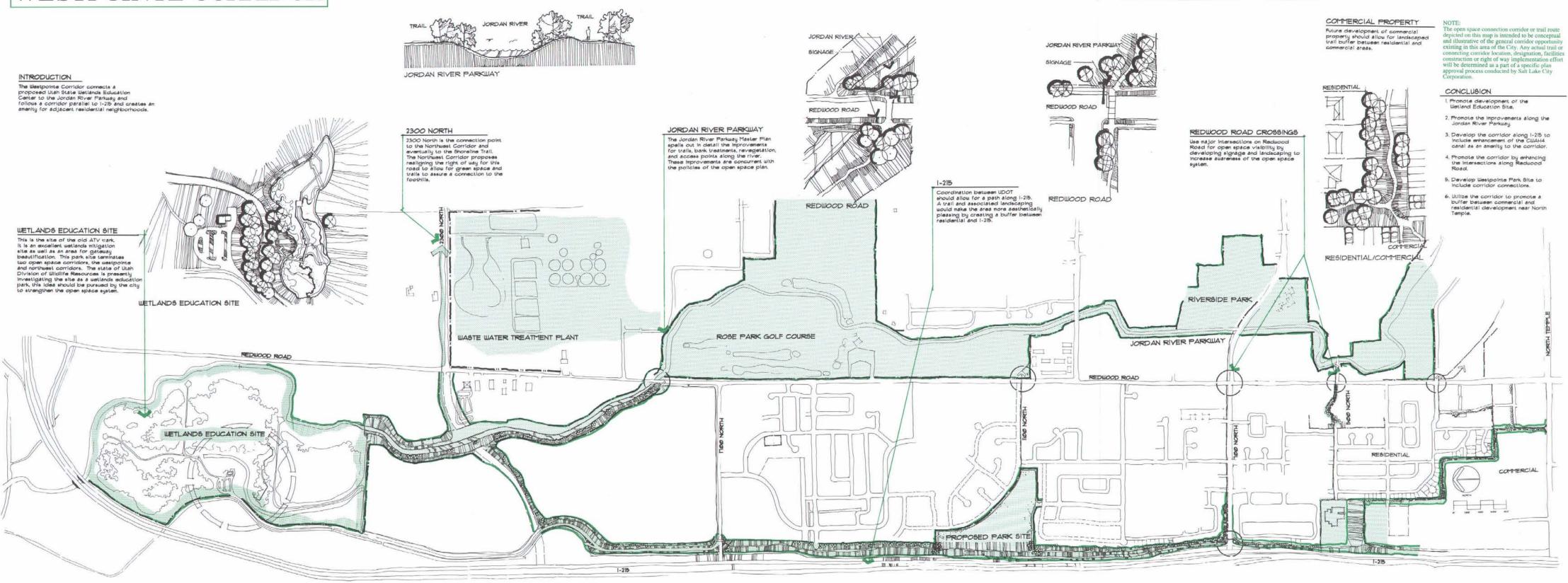




# TRANSVALLEY CORRIDOR Wetlands Section



# WESTPOINTE CORRIDOR



# NORTHWEST CORRIDOR

