

# ROSE PARK Small Area Plan

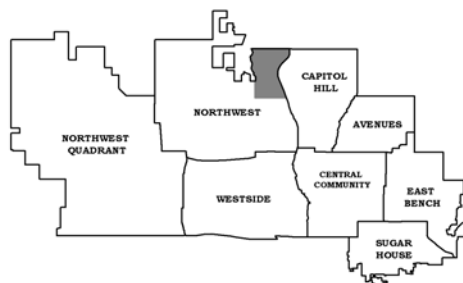


## INTRODUCTION

**T**he Rose Park Neighborhood is located in the Northwest Community of Salt Lake City. Rose Park is generally located between 600 North and the north City limits and between Interstate-15 and Redwood Road. The study area of this plan focuses on two areas of Rose Park: the Neighborhood Commercial study area; a shopping area at the intersection of 900 West and 1000 North and the Northern study area located north of the Rose Park Golf Course /Rosewood Park (approximately 1400 North) and the southern Davis County boundary and between Interstate-15 and Interstate-215. The western portion of the northern study area is currently under the jurisdiction of Salt Lake County.

As part of the *Interstate-15 North Reconstruction* project (tentatively proposed to begin in 2008) the existing partial inter-

changes at 1000 North and 2300 North will be eliminated and a new interchange at 1800 North will be constructed. The changes in traffic patterns and the opportunities the new interchange will pose will affect existing and future land uses in the Rose Park Neighborhood.



## PURPOSE

**T**he purpose of the Rose Park Small Area Plan is to evaluate impacts to the neighborhood resulting from the proposed freeway interchange modifications; provide policies to help revitalize the Neighborhood Commercial area and encourage commercial uses to service the needs of the residents; improve the appearance of the area; improve the gateway into the area and provide land use policy guidelines for future development.

# THE NEIGHBORHOOD COMMERCIAL STUDY AREA

The Rose Park Neighborhood is a post World War II development with families residing in the first phase of the subdivision since 1949. In its original development, nearly all of the new Rose Park homeowners were veterans. As part of the development of this neighborhood, small commercial nodes, such as the one located near the intersection of 900 West 1000 North, were developed to service the needs of the residents. The original commercial uses included grocery stores, a pet store, laundromat, service station and restaurants. Over time, with a greater choice of other commercial service areas, the commercial uses have changed. Many of these uses are not attractive to area residents because they either do not provide the types of commercial services the residents of Rose Park desire or the residents do not find the physical conditions aesthetically pleasing.

## Future Envisioned

Neighborhood commercial centers are important to the stability and quality of life of area residents. Ideally this neighborhood commercial area will become a focal point for the neighborhood. It will become a location where youth and adults interact with one another in a positive setting and where people of various cultures can get acquainted. This neighborhood commercial node will provide a gathering place for friends and neighbors to meet and for residents to meet each other. With the continual change in the demographics of Rose Park, this neighborhood-gathering place will provide an area where positive interaction takes place between individuals of different backgrounds. With the right types of change, this area will provide the social anchor for neighborhood activity. The neighborhood commercial node will also be an attractive, aesthetically pleasing area that contributes architecturally to the historic building patterns of the traditional Rose Park neighborhood and provides a quality entry into the neighborhood.

## Acreage and Description

The Neighborhood Commercial study area consists of approximately 9.7 acres of property. Approximately four acres is located along 900 West and five acres is located along 1000 North. Of the property along 900 West, about half is vacant or underutilized. In addition, the majority of the commercially zoned property along 900 West (approximately 3.6 acres) is owned by

one entity with the remaining acreage publicly owned. The property along 1000 North consists of mainly small commercial businesses with low and moderate density residential development along Victoria Way and 1100 North.

## Existing attitudes / perceptions

In 1999, a survey of Rose Park residents was conducted regarding the attitudes and perceptions toward the Neighborhood Commercial study area. The survey was conducted in two phases. University of Utah students, who canvassed the area immediately adjacent to the commercial land uses, conducted the first phase in the Spring of 1999. The respondents were mainly newer residents of Rose Park living in both single-family and multi-family residential structures. Planning Staff conducted the second phase of the survey in the autumn of 1999. These respondents were mainly long-term Rose Park residents.

One of the most often heard complaints, voiced by residents of Rose Park and the greater Northwest Community, is the lack of commercial development available to serve the needs of area residents. Over half of the survey respondents do not believe the local retailers and service providers meet the needs of the community. Although the subject area is intended as a small neighborhood oriented commercial area, it appears as though the types of retail and services offered there do not attract patronage from local residents. This is demonstrated by the fact that approximately seventy-percent of survey respondents rarely patronize these businesses.

Most respondents indicated that the lack of desired businesses and the appearance of the area were main reasons they do not patronize these businesses. To a lesser degree the perception of crime and language barriers influence their decisions to shop outside the community.

## Commercial Land Uses

The majority of the commercial land uses in the study area were built beginning in the late 1950s with several constructed in the mid 1970s. As access to larger commercial areas has improved and the demographics of Rose Park have changed, many of the commercial land uses have changed. Some of the most successful businesses in this area cater to specialty or niche markets rather than to area residents.



*Streetscape of 900 West at 800 North*

The study area consists of approximately seven acres of commercially zoned properties. All of the commercial land uses are currently zoned Community Business (CB) except for the Corner Mart and Rose Park Laundrette, located on 1000 North west of Victoria Way, which are currently zoned Neighborhood Commercial (CN). Approximately 2.36 acres of commercially zoned property is either vacant or underutilized. This acreage includes vacant property north of the non-conforming Regal Inn motel, an overabundance of surface parking lots on 900 West and vacant property east of the Quality Quick Stop and Joe's Smoke Shop. Overall redevelopment, or infill development can help improve the streetscape which in turn provides a better pedestrian environment and vibrant neighborhood commercial center. Although area residents have clamored for more commercial uses to serve their desires, developers do not believe the market would support additional types of commercial development in this area. When approached, many business owners and developers state that the risk of investing in this area is too high.

## Attracting Desired Businesses

Respondents to the survey indicate the highest desires for new retail include clothing, hardware, craft stores and restaurants. The greatest potential for the development of new businesses in the Neighborhood Commercial study area is the commercial properties along 900 West where vacant / underutilized land exists and the majority of the property is owned by one entity. The property owner has stated that redevelopment of the property will occur when it can be demonstrated that the market for redevelopment of the property exists. Redevelopment of the motel site, abutting vacant properties to the north and noncomplying residential uses is also desirable, the number of existing property owners makes assemblage of these properties for redevelopment more difficult.

*Market Study.* Commercial ventures base location of new businesses on market studies to determine where the most profitable locations exist. In most instances, companies locate where they are guaranteed a large residential base that oftentimes equates to a guaranteed radius of residential development. A typical neighborhood market area ranges from a 0.5 to 1.5 mile radius. Since the commercial land uses in the Neighborhood Commercial study area border the interstate and major industrial land uses to the east, the radius of residential development is limited. However, the overall lack of commercial land uses in the Northwest Community may increase the potential customer base outside the typical radius. It is very likely that residents throughout the Northwest Community will patronize what they determine to be desired businesses at this neighborhood commercial area.

#### New Markets Initiative.

Various studies, including a study by the Department of Housing and Urban Development, (HUD), tout the untapped retail purchasing power of neighborhoods, such as Rose Park, that are severely underserved by retailers. Due to a lack of retail goods and services, many residents in Rose Park and the greater Northwest Community shop outside the neighborhood and City because retail services are more accessible to the north in Davis County or southwest in West Valley City. This "outshopping" is such a trend across the country that the Federal Government has developed the New Markets Initiative to try and address the problem.

The purpose of the New Markets Initiative is to make retailers and developers aware of the huge untapped and underserved markets of inner cities and especially low-to moderate-income neighborhoods. The New Markets Initiative is based on the premise that America's inner-city neighborhoods are undiscovered territories for many businesses. Regardless of income level, people need to purchase certain items. If stores are not selling these things nearby, or if the close-in stores sell low-quality goods at high prices, most people will go where the selections are wider and bargains are better (out-shopping). Good shopping availability is part of what defines a good urban neighborhood. Emphasis by the private sector to service these underserved retail areas can help meet the needs of the residents, provide jobs and improve the quality of neighborhoods.

Many of the inner-city markets are underserved because of the type of market

information typically used by companies when they look at relocating. Traditional sources of business data are not well suited to measure the special features of the urban and inner-city markets. For decades retailers have focused on suburban markets which has led to cities facing a large retail gap because they fail to capture a significant portion of their residents' buying power.

Most market studies use two data sources to determine the market: the Census and Consumer Expenditure Survey information. These types of market studies provide a better indication of suburban markets than urban markets. The lack of statistics designed to capture the true potential of inner-city markets can discourage investments in those markets. New market studies which are specifically tailored to accurately show the available purchasing power of individual neighborhoods, can help encourage new development in these urban areas. A market study, which accurately reflects the true market potential for the area, along with the City's small business loans or other incentives, could be used to persuade developers to invest in desirable commercial ventures in this area.

#### *Action Items*

- Hire a consultant to conduct a market study, using statistics that are accurate measures of the Rose Park Neighborhood retail buying power, to encourage retailers to invest in the redevelopment of the commercial properties in the study area.
- Investigate federal programs, including those associated with the New Markets Initiative, to obtain financing to help attract commercial development to the Rose Park Neighborhood.

#### Area Appearance

An area's characteristics not only give it a sense of identity, but also provide a sense of order and organization. Open space, circulation networks, street design, public spaces, the character of landscaping, lighting, paving and the location and architecture of the buildings all contribute to an area's special identity. Much of the criticism of the Neighborhood Commercial study area stems from the appearance and lack of identity of the commercial land uses. This area is an entrance into the Rose Park Neighborhood and is a gateway into the City from Interstate-15. The neighborhood residents have tried to acknowledge this entry with the addition of a monumental flag dedicated to



those who served in all wars and conflicts, located near the intersection of 900 West and 1000 North. There are also plans to install an entry sign near this location. However, these efforts alone are not enough to improve the appearance of the area.

The area lacks a cohesive design which is apparent through various patterns of landscaping and signage. In addition, property owners should increase the general maintenance of structures and improve landscaping. The development of new uses on existing vacant or underutilized properties can eliminate gaps which will lead to a more uniform streetscape. Furthermore, formalizing design standards for the area will help create an attractive, cohesive connection between all of the businesses which in turn will establish an inviting environment to entice more patrons to the businesses.

*Streetscape* Through design elements, a streetscape should unify a district and portray an identity. Creating elements in the streetscape which are unique to the area can help create a cohesive identity for the area. In a neighborhood shopping area, the area should be designed to create an identity that is inviting to shoppers and residents. It should be aesthetically pleasing and indicate that it is a special part of the neighborhood. Various elements of the streetscape that can help create this identity include uniform signage, landscaping and street trees, unique street and pedestrian oriented lighting, street furniture (such as trash receptacles, planters, bike racks and bus stop benches), special paving patterns for sidewalks and crosswalks, infill development and overall general maintenance and repair. Due to the gateway nature of



this neighborhood commercial area, the prohibition or mitigation of impacts from obtrusive elements such as cellular towers and utility boxes is also recommended.

#### Policy

- Ensure negative impacts from utilities, such as cellular towers and mechanical equipment are mitigated.

#### Action Item

- Work with business owners to develop a unique thematic design for the overall appearance of this neighborhood commercial area.

**Signage** Signs play an important regulatory and informational role for businesses. Although business operators have the opportunity to display signs to advertise their business, the signs should be appropriate and complementary to the surrounding residences and contribute to the area's identity. Thematic signage guidelines can help promote the identity of the area.

The types of existing signage in this area include pole signs, flat signs, awnings, window signs, roof signs and banners. In addition, a large percentage of windows are covered with signs, flyers and painted pictures. Although signs are intended to advertise merchandise, various types and large quantities of signage are unattractive and inappropriate in a neighborhood setting. This detracts from the appearance of the whole area which in turn, decreases the desire of customers to patronize the establishments.

**Window Signs.** In the CB and CN zoning districts, window signs are limited to twenty-five percent (25%) of the window. In the study area, several of the existing businesses have excessive window signage. Not only is this unattractive, but covering windows with signage or paintings can also increase the potential for crime. The Police Department has noted the cluttered shop windows reduce the amount of natural surveillance into and out of businesses which makes it more difficult for the police and mobile crime watch groups to survey what is happening inside the businesses. Cluttered windows and doors can also leave shopkeepers and patrons more vulnerable to surprise attacks from both inside and outside the business. Furthermore, uncluttered windows, which allow visibility into the establishment, help entice patrons into the store.

Although flyers announcing community events are appropriate in a neighborhood shopping area where many people will become aware of a specific event, the placement of the notices should be done in a way that does not block windows or hinder natu-

ral surveillance. The installation of a community kiosk or bulletin board in the commercial area would provide the opportunity to post notices without creating a cluttered, unattractive appearance or negatively impacting the natural surveillance of businesses. Business owners who display flyers inside their businesses should display them someplace other than on the windows.

**Awnings** Awnings are an appropriate type of signage in a neighborhood shopping center. A unique awning design for the entire commercial node can help create a sense of building continuity. Awnings should be compatible with the character of the building and should be used to provide a space for signage as well as function as a protection for pedestrians from inclement weather. From an architectural and functional standpoint, awnings should be placed over the entryways into buildings. Larger continuous awnings, which cover several storefronts, are also appropriate. Due to the neighborhood setting, signage on awnings should be limited to a neighborhood scale.

#### Policy

- Limit pole signs to shopping centers on a minimum of one acre of property.
- Gradually replace existing pole and roof signs with more appropriate neighborhood scale signage.
- Encourage monument and awning signs.
- Provide a community bulletin board or kiosk for the placement of community flyers and notices.
- Ensure signage is compatible in scale type and materials with the surrounding neighborhood.

#### Action Items

- Aggressively enforce signage regulations to ensure compliance with existing sign regulations.
- Work with business owners to develop a unique thematic sign design for the neighborhood commercial area.



*Windows covered with signage*



*Awnings provide signage area and enhance business appearance*

**Landscaping** Landscaping is intended to foster aesthetically pleasing development which protects and preserves the appearance and character of the community. Landscaping is also useful in minimizing harmful impacts of noise, dust and other debris, motor vehicle headlight glare and other objectionable activities or impacts. It can also be used for buffering dissimilar land uses, softening harsh blank walls, narrowing the visual width of streets to calm traffic and expanding the urban forest. Landscaping can create a more inviting environment by blocking wind, providing shade and creating visual interest. A great deal of the City's development character is derived from landscaping.

Most of the subject properties have small amounts of landscaping. Oftentimes, business owners try to minimize landscaping, especially trees, because they believe it blocks the view of the business from the street. In other instances, landscaping has been used to block window areas, based on a belief this will increase security to the business. Trees and other types of landscaping can be selected to make the area more appealing while not blocking the commercial view. In actuality, mature, well maintained landscaping, planted in appropriate areas, improves the attractiveness of a business which in turn can increase patronage. In some parts of this commercial area, the amount of land available for landscaping is minimal. However, landscaping goals can still be achieved through such mechanisms as planter boxes, hanging plants and tree wells.

**Parkstrip.** The landscaped areas between the sidewalk and the roadway, have many functions. They add to the urban forest, increase the streetscape continuity and provide a buffer between pedestrians and vehicular traffic. The parkstrip plays a major role in the development continuity between various buildings along the street and also strengthens neighborhood identity. Although parkstrips can vary in width, those in the study area, especially along 900 West, are more than twenty feet wide. Therefore, the degree in which the

parkstrips are maintained can greatly impact the appearance of the area. Abutting property owners are responsible for the maintenance of the parkstrips. Although the landscaping in the parkstrips along 900 West and along 1000 North is generally well maintained adjacent to residential land uses, the maintenance of parkstrips abutting the commercial land uses needs improvement.



*Parkstrip on 900 West*

**Freeway Landscaping** Most of the commercial land uses in the study area are adjacent to Interstate-15. In response to requests by Rose Park residents, the Utah Department of Transportation is considering installing sound attenuation walls along the freeway adjacent to both the residential and commercial land uses.

Sound walls are appropriate where the freeway abuts residential land uses. However, the walls can be an attractive nuisance for graffiti and can block the visibility of businesses. In addition, the placement of sound walls, especially where they overlap, can provide a “dead space” where undesirable activities are prone to occur. Landscaping adjacent to the sound walls provides a more attractive setting than placement of the sound walls alone. In addition, landscaping will help decrease the potential for vandalism to the walls. Incorporating crime prevention tools in the design and placement of sound walls can help minimize negative impacts and discourage undesirable activities.

#### *Policy*

- Encourage property owners to fully landscape and maintain the park strip.
- Require parking lot landscaping for new development.
- Use landscaping to screen unsightly and offensive uses such as parking lots, garbage containers, cellular towers and utility equipment.
- Use landscaping along walkways to provide a buffer for pedestrians through parking lot areas.

- Require new development to provide a landscape buffer between residential and non-residential land uses.
- Incorporate Crime Prevention Through Environmental Design methods in the placement of sound attenuation walls.

#### *Action Items*

- Plant street trees to promote the continuity of the streetscape.
- Establish landscape buffers along the freeway to improve the quality of open space and visual image of the area.
- Place landscaping adjacent to sound attenuation walls to decrease the potential for graffiti.

**Street Lights** Street lighting plays a very important role in the function and aesthetics of the streetscape. A unique pedestrian oriented street lighting system can help tie the commercial properties together as well as provide a sense of security for pedestrians and other patrons of businesses. Adequate lighting also helps with the surveillance of the area to promote appropriate activities and discourage undesirable behaviors. However, the placement of lighting should be done in a way which does not negatively impact abutting residential land uses.

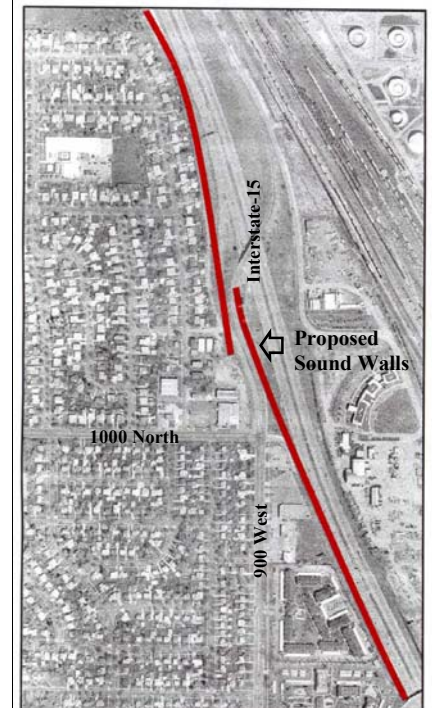
#### *Policy*

- Require lighting fixtures and light intensities to be compatible with abutting residential land uses.
- Develop lighting fixture standards that complement the area and the neighborhood through ornamental lights and underground power.
- Increase the illumination standard in the area to provide additional safety and to create safe walking and bicycling routes.

#### *Action Items*

- Apply for Capital Improvement Project, Special Improvement District or other types of funding to help pay for the development of an overall lighting plan and the placement of lighting fixtures for the study area.

**Redevelopment of Underutilized Properties.** The existence of vacant or underutilized properties breaks up the continuity of the streetscape. These properties are oftentimes used for undesirable and unlawful activities due to the lack of natural surveillance. Underutilized and vacant properties exist along the 900 West frontage and north of the motel. Redevelopment of these areas can help improve the overall



*Proposed location of sound walls*

desirability of the commercial center. There are approximately 1.13 acres of land north of the “Granger Building” (the building which houses Hector’s Baby Shop, Panaderia Daniel, Tacos Daniel and the 99 Cent Store) that should be redeveloped. This includes the nonconforming motel use and adjacent vacant land. In addition, the non-complying residential land uses, which make up approximately 1.43 acres of land, could also be redeveloped for mixed use. Improvements to access and rezoning the properties for low/medium density mixed use, may provide the incentives property owners require before they are willing to invest in the expansion of the uses of existing Granger Building businesses or to develop new compatible mixed uses on the block. Along 900 West, 1.8 acres of land is considered vacant or underutilized. Although minor changes and infill development can occur in this area, overall redevelopment may lead to a more vibrant commercial area. This reinvestment may, in turn, spread through the commercial area, improving it in terms of appearance as well as providing businesses and services that are desired by area residents. Since the properties along 900 West are mainly owned by one property owner, overall redevelopment of this area may be likely once the property owner is convinced that redevelopment of the properties is economically feasible. This may occur after a market study is conducted that identifies the true market





Conceptual Idea for  
Redevelopment of  
Commercial Node

potential for this area. Although the commercial zoning districts allow for a mix of commercial and residential land uses, actually encouraging low/ medium density mixed use may provide the economic incentive for property owners to redevelop these non-conforming, underutilized or vacant properties. Mixed-use development would also help provide natural surveillance of commercial uses after business hours and help activate the commercial area to attract area residents.

#### 900 West north of 1000 North

With the proposed reconstruction of Interstate-15 and the elimination of the partial interchange at 900 West 1000 North, there may be an opportunity for improving access to the properties along 900 West, north of 1000 North. The current UDOT plans for the reconstruction of Interstate-15 identify eliminating the existing southbound on and off-ramps. The northbound on-ramp will be retained for access to the Warm Springs frontage road, east of the freeway. As part of the process, the roadway of the on and off ramps could be reconfigured to provide better access to the businesses along 900 West north of 1000 North as well as access to the frontage road.

The Regal Inn motel, built in 1973, is a non-conforming commercial use in the Community Business zoning district. The poor access to the property hinders the opportunity for redevelopment of the motel and vacant parcels. Reconfiguring the on and off-ramp roadways at 900 West and 1000 North along with rezoning the properties on the block to a low-medium density mixed use may encourage the redevelopment of the motel property and vacant parcels to the north.

#### Action Item

- Encourage UDOT to reconfigure the roadway north of 1000 North once the on and off ramps to Interstate-15 are eliminated to allow for better access and frontage of the properties on 900 West and to encourage redevelopment of the commercial

area.

- Develop a new low-medium density mixed-use zone for the neighborhood commercial node.

**Architectural Compatibility** New development should be architecturally compatible with other structures in the neighborhood commercial center. The building design, including height, mass, scale, color, detail and materials, should be responsive to the district character and neighboring buildings and should be oriented to create a pedestrian friendly environment. One of the architectural characteristics of Rose Park is the dark red/brown brick used on a majority of the original residential structures. New construction should include elements of this building material.

#### Policy

- Building design, color, shape and size should be compatible with the color, shape and size of buildings in the surrounding area including the use of traditional "Rose Park Brick" as part of the façade of new structures.
- Encourage building designs that are human in scale, promote pedestrian circulation and facilitate pleasant interaction along the street.

- Design and orient buildings to be pedestrian friendly.
- Provide public amenities such as seating, plazas, outdoor dining, and bicycle parking.

#### Action Item

- Develop an overall thematic design for the area by working with the business owners to create design standards for the Neighborhood Commercial study area which will be implemented as physical changes to the area occur.

**General Maintenance and Improvement** The cost for general maintenance and improvements is the responsibility of individual property owners. However, incentives are available to property and business owners to help defray the cost of improvement and to improve the overall prosperity of their enterprises. The City offers various types of low interest loans for façade renovation, remodeling and expansion. In addition, the federal government offers free workshops and advice to small business and minority business owners to help make their enterprises more successful. In addition to private investment, public funds, such as Capital Improvement Project funds, can be used for infrastructure improvements such as pedestrian circulation improvements, street lighting, open space and street trees.

#### Action Item

- Request CIP funds for infrastructure improvements.
- Encourage property owners to take advantage of the City's façade renovation program and small business low-interest loan programs.
- Encourage business owners to participate in the Federal Small Business Administration's Senior Corps of Retired Executives (SCORE) program for advice on how to more effectively manage their businesses.
- Encourage minority and women business owners to take advantage of the Federal Government's small business owner programs.



The Regal Inn is a non-conforming use.

### Perception of Crime

According to the survey information, many respondents stated they do not frequent the businesses near 900 West and 1000 North because they perceive the area as a high crime area. Although business owners have worked with the Police Department over the last several years to lessen crime, the types of changes made by owners have not created a feeling of safety for area residents.

According to the Salt Lake City Police Department, between 1997 and 1999 there were 302 crimes in the commercial area including crimes to persons and property crimes. For the purpose of this plan, crimes to persons include robbery, rape, murder, aggravated assault, drugs, sex crimes and other public order crimes. Property crimes include shoplifting/larceny, burglary and property damage. The crimes to persons tend to be the types of crimes that create a public perception that an area is unsafe.

ment decreases the number of desirable users to the area, which in turn, can increase the number of undesirable users who are attracted by the vulnerability of the area.

**Crime Prevention.** The use of Crime Prevention Through Environmental Design (CPTED) techniques can help decrease the amount of crime in an area by manipulating the physical environment to a degree which will be attractive to desirable users and create an uncomfortable environment for undesirable users and intruders. The Police Department offers free CPTED analysis of owners' properties and businesses. Once the analysis is complete, the Crime Prevention Bureau of the Police Department develops a CPTED program for the property owner. Business owners who take advantage of the free CPTED analysis of their properties and make the recommended changes are likely to experience a decrease in crime that in turn may increase the number of new patrons to the businesses. The use of CPTED techniques coupled with the continued highly active Rose Park Mobile Neighborhood Watch program and ongoing police patrols can help make a positive change to this area.

#### Policy

- Encourage property owners to incorporate CPTED techniques in the physical layout of their businesses.
- Support programs such as Mobile Neighborhood Watch in the Rose Park Neighborhood.

### Community Building

Although original residents of Rose Park were a homogeneous group, there has been an increase in the diversity of residents over the past several years. Where veterans of World War II and their families once made up the majority of the population, today the population of Rose Park includes residents from many income levels, cultures and religious backgrounds. Area schools strive to teach students whose primarily language is not English and many different religious denominations are represented in the neighborhood. As the table below shows, the racial makeup of Rose Park is becoming more diverse.

This diversity is also present in the ownership of businesses in the study area. Five of the ten businesses are considered

Table 2  
Racial Makeup of Rose Park

Year	Total Population	White (not Hispanic or Latino)	Black or African American	Other Races or Ethnic Populations	Percentage of White (not Hispanic or Latino) to other ethnic populations
1960	10,893	10,799	11	83	99%
1970	10,884	10,343	94	447	95%
1980	9,784	8,244	136	1,404	84%
1990	9,630	7,628	206	1,796	79%
2000	10,361	5,676	211	4,474	55%

The categories in this table were chosen to compare 1960 Census data, which had limited categories, with more current Census data. The titles are taken from the 2000 Census data. The purpose of this table is to identify the trend of a more ethnically diverse neighborhood between 1960 and 2000. Specific Census information can be obtained from the US

Table 1  
Crime Statistics of  
Neighborhood Shopping Centers

	900 W 1000 N	1450 W 1000 N	500 N Oakley	700 N Redwood	900 E 900 S	1500 E 1500 S
Property Crimes	132	80	95	177	325	102
Crimes to Persons	171	81	158	230	234	43
Total Number of Crimes	303	161	253	407	559	145
Percentage of crimes that were crimes to persons	56%	50%	62%	57%	42%	30%

Table 1 identifies the number of crimes to persons and property crimes in various neighborhood commercial centers in the City between 1997 and 1999. The commercial areas identified were chosen because they are either located in the Northwest Community or are perceived as being a neighborhood amenity. Based on the overall number of crimes in the selected areas, the crimes in the Northwest Community are not necessarily higher than those in the other areas. However, the percentage of crimes to persons is higher in the Northwest Community than in the other areas. Crimes to persons accounted for at least fifty-percent of the total number of crimes for all of the commercial areas in the Northwest Community. The other commercial sites show a lower percentage of crimes to persons. This perceived unsafe environ

minority owned. Although several of these businesses cater to specialty or niche markets, small changes may increase patronage by local residents.

Language barriers are one issue identified by survey respondents as being a reason they do not patronize the businesses. This issue can be solved by business owners' use of bilingual signage and bilingual employees. Education of business owners regarding the regulations of the City and community customs and standards can also be an effective way of promoting positive changes in the area. A better understanding and appreciation of cultural differences by area residents can also help build a strong, cohesive and diverse community.

#### Policy

- Support community activities which educate individuals about cultural differences and teach acceptance.

#### Action Items

- Encourage business owners to increase the use of bilingual languages in their businesses.
- Increase business owners' awareness of City regulations.



## Public Property

The Park and Ride lot on 900 West just south of 1000 North was developed in 1990. The thirty-one-stall lot mainly serves employees of Hill Air Force Base and is rarely full. The property is currently owned by UDOT although they have agreed to transfer the property to Salt Lake City. The negotiated agreement states the City can obtain the property if it agrees to keep it for public uses. Because the location of the park and ride lot was based on the location of the adjacent partial interchange, relocation of the lot may be appropriate when the new interchange is built. If this occurs, the park and ride property, along with property where the existing southbound on-ramp is located, should be developed as a small public park. The combined acreage for the two lots is 0.37. A small park, designed

to address neighborhood needs, will help increase open space for the neighborhood, provide a gathering space for area residents and provide an aesthetic gateway entrance into the neighborhood.

### Policy

- If it is determined that the Park and Ride lot is no longer necessary at this location, the property should be combined with the southbound on-ramp property and developed for usable public open space.
- If the Park and Ride lot is retained, the access points should be redesigned to be compatible with the new intersection layout.
- If it is found that public use for the park and ride property is not appropriate, the property should be used for mixed-use development.

### Action Item

- Complete the transfer of the Park and Ride lot from UDOT to Salt Lake City.



900 West 1000 North Park & Ride lot

## Residential Land Uses

Most of the residential land uses located on Victoria Way and 1100 North were built in the 1960s. Residential reinvestment has occurred on a small scale with a new single family home on 1100 North in 1997 and the renovation of a single-family home and the construction of a new duplex on Victoria Way in 1998.

There are five single-family homes, one duplex, two triplexes and three fourplexes in the Neighborhood Commercial study area. Overall, the residentially zoned property includes approximately 2.12 acres with thirty-one dwelling units. This equates to a density of approximately 14.5 dwelling units per acre. The existing zoning is RMF-35 on the east side of Victoria Way and R-1/5000 on the west side of Victoria Way. All of the single-family dwellings and the duplex are complying in terms of lot size and width to existing zoning regulations. However, the triplexes and fourplexes do not comply with existing RMF-35 lot requirements. This has resulted in residential land uses that do not comply with minimum setback regulations and have limited amounts of open space and off-street parking. This has resulted in a less than desirable residential environment.



Residential dwellings along 1100 North

Creating a new low/medium density mixed use zoning district for this block, as well as all the commercially zoned properties in the commercial node, would help entice the redevelopment of the non-conforming uses and non-complying lots while maintaining a residential presence. These additional residential uses could provide natural surveillance of the commercial uses and a population base to support the businesses. While the new mixed-use zone should encourage a mix of commercial and residential land uses, the residential mix should not be forced. In addition, redevelopment of the commercial properties for low-medium density mixed-use development should take a comprehensive approach considering the entire block and be designed as small scale, neighborhood and pedestrian oriented. The structures should be oriented to 900 West or 1000 North and not to Victoria Way a local residential street. Special design considerations should be taken to provide an appropriate interface with Victoria Way, including orientation of the mixed-use structures, circulation patterns and access to the mixed-use development, to protect the low-density residential land uses to the west and north.

The existing land uses on the west side of Victoria Way conform to the existing single-family residential zoning except for the non-conforming manufacturing use. The Utah Machine and Mill industrial use was built in 1954 and was operational prior to residential development on the north side of 1000 North. The company makes grain-processing equipment and mainly serves customers outside Utah. Although the company is aware of the land



Utah Mill & Machine on Victoria Way

use conflicts between this industrial use and residential development, the cost of relocation is high. The relocation of the company would require disassembling the equipment which would take approximately four months to accomplish. The existing zoning of the manufacturing use is R-1/5,000. Under the R-1/5,000 zoning regulations, a planned development of approximately four single-family units could possibly be developed on the property. The City should work with the non-conforming machine shop to encourage relocation and redevelopment of the property for single-family residential land uses.

As with all rental units, management is key in trying to assure a quality living environment. Better maintained units, with adequate parking and safety measures can help improve the living conditions for the residents. Education of landlords and tenants regarding their rights and responsibilities can help improve the residential living environment.



### Policy

- Ensure new commercial or mixed use development on the block located at the northwest corner of 900 West and 1000 North is designed in a comprehensive manner taking into consideration the entire block and is designed as small scale, neighborhood and pedestrian oriented, is oriented to 900 West or 1000 North and provides an appropriate interface with Victoria Way and the low-density residential land uses to the west and north.
- Support the installation of sound attenuation walls along Interstate-15 adjacent to residential land uses.
- Encourage the relocation of Utah Machine and Mill Supply business and development of new low-density residential land uses in its place.

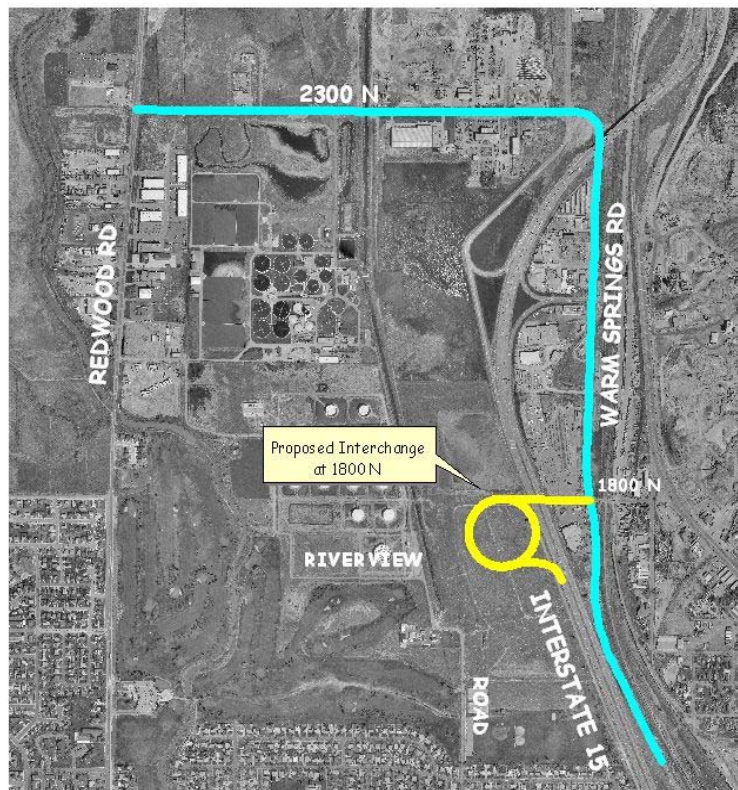
### Action Item

- Create a new low-medium density mixed-use zoning classification for the properties on the east side of Victoria Way and south side of 1100 North, east of Victoria Way and all of the existing commercially zoned properties in the Neighborhood Commercial study area.
- Increase enforcement of the residential properties to ensure compliance with existing regulations in terms of health, safety and zoning codes.
- Encourage landlords and tenants to comply with tenant landlord laws.

## Circulation

### Interstate-15 Reconstruction

The *Interstate-15 North Corridor Environmental Impact Statement* includes a proposal to eliminate the 900 West and 1000 North directional ramps while maintaining the existing bridge to provide access to the Warm Springs frontage road on the east side of the freeway. This frontage road will provide access to the proposed interchange at 1800 North. The existing configuration of the southbound off-ramp at 900 West and northbound and southbound on-ramps at 1000 North does not allow for full interchange movements. The completion of the 600 North interchange makes the 900 West 1000 North ramps unnecessary and unsafe for merging vehicles due to the ramp spacing were this partial interchange to remain. The interchange at 600 North has been fully reconstructed as part of the Interstate-15 reconstruction project through Salt Lake County. It provides for all traffic movements whereas the



*Conceptual drawing of circulation from proposed 1800 North interchange*

southbound to westbound movement did not previously exist. The proposed 1800 North interchange will provide for higher design speeds on the ramps and more direct access to areas both east and west of Interstate-15. The proposed timeframe of 2008 to begin the reconstruction process allows the City adequate time to deal with the impacts associated with the proposed changes to the Interstate including making existing businesses more reliable on neighborhood patronage.

*Impacts of closing 900 West/1000 North on and off-ramps* On and off-ramps to and from the north have existed at this location since the freeway was completed in 1957. The southbound on-ramp was constructed in the early 1980s as an access to the freeway during the rehabilitation of the 600 North viaduct. When UDOT closes the ramps at 900 West/1000 North, changes in the circulation patterns in the vicinity will result in more residential traffic going south to the 600 North Interchange, especially along 900 West. With the elimination of direct freeway access from 1000 North, those residents wishing to use Interstate-15 will go southerly and easterly to 600 North, resulting in commuter traffic

cutting through the Rose Park Neighborhood. The portion of 900 West south of 1000 North will also carry more traffic.

To utilize the land vacated by the former southbound off-ramp from Interstate-15, 900 West should be extended northward into the existing bridge which will connect to the Warm Springs frontage road. This re-alignment will provide better economic development opportunities for businesses accessed along 900 West since the traffic will be traveling at slower speeds and will be local in nature. The improved access may also help encourage the redevelopment of non-conforming uses, non-complying lots and vacant properties north of 1000 North.



*Existing on and off-ramps at 900 West 1000 North*

### Neighborhood Orientation

Neighborhood commercial centers are those areas where products and services are provided mainly for area residents. Due to the lack of commercial services in the Northwest area and the fact that existing businesses in the Neighborhood Commercial study area serve specialized markets, many patrons drive to the area. Therefore, while adequate parking and circulation needs must be addressed to accommodate vehicles, the neighborhood orientation of the shopping area should also accommodate pedestrian and bicycle access.

**Pedestrian Orientation** The existing businesses do not readily accommodate pedestrians. Most of the buildings are set back from the street with parking in the front. These properties also have multiple drive approaches and have minimal sidewalk widths. Access between the two portions of the commercial area is difficult due to the high speed and volume of traffic entering and existing the interstate at the intersection of 900 West 1000 North. Pedestrian oriented amenities can increase the pedestrians' feeling of safety. The safer pedestrians feel on the street, the more likely they are to access the businesses by foot.

**Crosswalks** One way of improving pedestrian and bicycle circulation is to improve the safety of crossing the streets. There are three major points where residents cross the street to access the commercial area. They include 900 West at 900 North, 900 West at 1000 North and 1000 North at Poinsettia Drive (approximately 925 West). These crosswalks are poorly designed in that each crosswalk has one end leading to a landscaped area instead of hardsurfacing. Providing hardsurfacing at the end of crosswalks provides a smooth surface for pedestrians and bicycles, allows continued movement onto the regular sidewalk and makes the area more accessible.

Another recommended improvement to crosswalks is the use of bulb-outs. Narrowing the crossing distance at these points by installing bulb-outs would decrease the

walking distance across the street. They also allow pedestrians to venture safely into the street space, where they can better see oncoming traffic before crossing. Bulb outs help differentiate on-street parking from travel lanes. The crosswalks should be clearly defined with striping, lighting and signage. This is especially true for the crosswalk on 900 West at 900 North that is a designated school crossing. In addition, the signal at 900 West 1000 North should be programmed to allow adequate time for pedestrians to cross the street.

Other recommended pedestrian oriented improvements include the installation of pedestrian oriented lighting and the elimination of unnecessary curb cuts. The elimination of unnecessary curb cuts is important because it decreases the number of chances that pedestrians will encounter moving vehicles. In addition, new construction should be designed to accommodate pedestrians including promoting the location of new commercial buildings near the public sidewalk. Furthermore, the internal circulation of a site must be designed to accommodate safe access for pedestrians from the sidewalk to the business.

**Traffic Calming** Traffic calming is a technique to change the design and role of streets to serve a broad range of transportation, social and environmental objectives. Traffic Calming helps to increase the quality of urban life, improves conditions for people, creates safe and attractive streets, reduces collision frequency and severity and helps reduce the negative effects of motorized vehicles on the environment. The goal of the City's Traffic Calming program is to control traffic by encouraging motorists to reduce speed. Amenities such as installing bulb outs, speed humps, textured pavements and planting street trees to effectively narrow the view of the street, may lead to reduced traffic speeds. Streets where traffic calming may be appropriate include 1000 North between 900 West and Redwood Road and 900 West between 600 North and 1000 North.

**Parking Lot Layout** Parking lots should have delineated appropriate parking layout and traffic flow patterns. The lack of maintenance of existing parking stalls has lead to a haphazard parking layout in the area. Parking lots should be maintained as hardsurface with well-defined striping patterns to identify legal parking spaces. New development should be required to include landscaping to break up the visual expanse of asphalt. Owners of existing lots should be strongly encouraged to increase parking lot and exterior parking lot landscaping. In addition, the number of

curb cuts should be reduced to decrease the likelihood of vehicle collisions and pedestrian/vehicle conflicts. Businesses should also be encouraged to share parking and allow crossover access between businesses.

**Public Transportation** Rose Park has a high rate of public transportation ridership. There are two bus stops in the Neighborhood Commercial study area. The out-bound bus stop is located on the north side of 1000 North adjacent to the 99 Cent Store parking lot. The inbound bus is located on the west side of 900 West at approximately 900 North. These stops should include benches and hardsurfacing to provide a comfortable waiting area for bus riders. In addition, the bus stops should be well lit to provide a safe environment for people waiting to board the bus.

### Bike routes/paths in study area

**1000 North** Bicycle route improvements should be made to various locations in the study area. Improvements for bicycle travel should be made to 1000 North, a 100-foot wide right-of-way with excessive width which not only encourages high travel speeds but also confuses drivers in acknowledging driving lanes. Not only would a bikeway on 1000 North accommodate recreational enthusiasts, but would connect to existing and proposed bike routes on 1200 West and the Jordan River Parkway and would allow for non-motorized, vehicular travel to the neighborhood commercial center.

In roadway situations, striped bike lanes are favored over a separated right-of-way two-lane path for several reasons including convenience, better maintenance of roads and more safety. Also, at intersections motorists entering or crossing the road will often not notice bicyclists approaching from the right, as they tend to not expect contra-flow vehicles. In addition, motorists expect bicyclists to stop or yield at each cross street and driveway, which bicyclists are unlikely to do, causing significant safety concerns.

**Frontage Road on the West Side of Interstate-15.** The frontage road on the west side of Interstate-15 and along the east side of Rosewood Park is currently gated and in a high state of disrepair. In accordance with the City's Open Space Master Plan (1992), this road should be maintained as a trail corridor with access for pedestrians and non-motorized vehicles. The continued closure of this road allows for a new trail segment to be developed. The Utah Department of Transportation is in the process of installing sound attenuation walls between the rear of residential properties and the



*Existing crosswalk on 1000 North*





*Frontage Road gate at 1100 North*

frontage road so that the road will be visible from Interstate-15 but not the residences. This will eliminate privacy concerns of the residents while providing visibility of the frontage road trail by vehicles traveling on Interstate-15, hence discouraging undesirable activities along the trail. Landscaping along this frontage road should incorporate crime prevention strategies and should be well maintained.

#### *Policy*

- Design new construction to be pedestrian oriented including encouraging the location of new structures near the public sidewalk.
- Require new developments to be designed with pedestrian oriented amenities and safety features.
- Support the use of traffic calming methods to encourage slower traffic in the area.
- Ensure adequate interior parking lot circulation for the overall neighborhood commercial area when new development is proposed.

#### *Action Item*

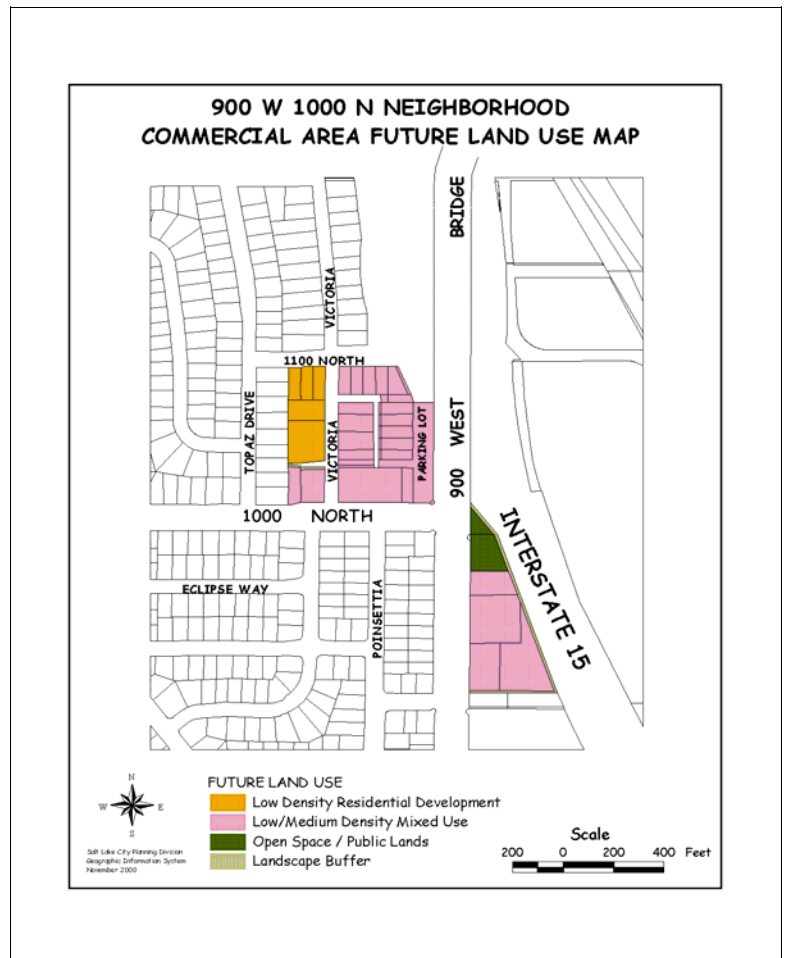
- Analyze the feasibility of installing bulb-outs, speed humps narrowing the road surface creating center medians or installing traffic circles to facilitate safe pedestrian crossings and promote traffic calming.

- Provide hardsurfacing for the transition area between crosswalks and public sidewalks.
- Encourage existing property owners to rehabilitate parking areas by eliminating excessive curb cuts, increasing landscaping and providing better striping and maintenance of parking areas.
- Improve bus stops to ensure adequate access and safety for transit riders.
- Request the Mayor's Bicycle Advisory Committee study the feasibility of developing a bike route on 1000 North between 900 West and Redwood Road.
- Coordinate with UDOT on the placement of south attenuation walls in this area.

## **Future Land Use Map and Recommended Zoning for the Neighborhood Commercial Study Area**

**T**he future land use map identifies the future development of the Neighborhood Commercial study area as a low/medium density mixed use node for the Rose Park neighborhood and possibly the whole Northwest Community. The map also identifies the transitioning of existing non-conforming industrial land uses to low-density residential land uses. The expansion of non-residential land uses into the neighborhood is not appropriate.

This plan recommends rezoning properties currently zoned RMF-35 and properties zoned CB and CN to a new low-medium density mixed-use zoning district.





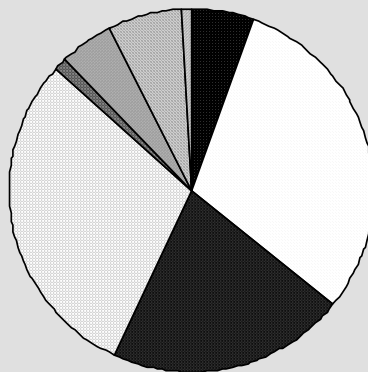
# NORTHERN STUDY AREA

The Northern study area includes the land between Interstate-15 and Interstate-215 and from the Rose Park Golf Course / Rosewood Park to the north city limits excluding the portion of the Westpointe Residential Neighborhood located between 1300 and 1700 North. The Northern study area contains approximately 1,230 acres of land.

## Land Uses

The existing land uses in the Northern study area consist of recreation / open space, industrial, residential, agricultural and vacant land. Due to the major recreational and public utilities facilities in the Northern study area, approximately 43% of

## Northern Subarea Existing Land Use



- ☐ Agricultural (5%)
- ☐ Recreation/Open Space (30%)
- ☐ Vacant (21%)
- ☐ Industrial (30%)
- ☐ Transportation (1%)
- ☐ Residential (5%)
- ☐ Undevelopable (7%)
- ☐ Unclassified (1%)

the land is publicly owned. Therefore, the potential for a change in land use type for these properties is unlikely. Approximately 21% of the land in the Northern study area is vacant and has potential for

future development. Approximately seven percent of the land is potentially non-developable due to environmental constraints.

## Recreation and Open Space

Recreational and Open Space land uses make up the largest portion of land in the Northern study area (approximately 373 acres or 30%). Recreational uses include the Rose Park Golf Course, Rosewood Community Park and the Jordan River Parkway.

*Rose Park Golf Course and Rosewood Park.* The Rose Park Golf Course is an 18-hole course developed in 1957 and consists of approximately 165 acres of land. Rosewood Community Park was developed in 1977 and consists of approximately 28 acres of land. Due to the lack of active sport fields in the City's recreation program, Rosewood Park has been heavily used by non-Rose Park residents who participate in the City's recreation programs. The heavy use of the Park has resulted in complaints from adjacent residents relating to traffic, noise, and other negative impacts of park usage.



Rose Park Golf Course

As part of its design of the proposed 1800 North interchange, the City is requesting UDOT create a design which will allow access to Rosewood Park from the new interchange or Warm Springs frontage road. This will create a more direct access route to Rosewood Park for non-residents. Redesigning the park to create recreation fields to the north of the existing park on current vacant property just south of the proposed interchange would allow for better access to the park for non-residents.

Developing some recreational facilities on this property would provide needed recreational facilities to the Salt Lake City Parks & Recreation System, allow for the relocation of active recreational uses away from the abutting residential land uses to the south, is a good use for potentially non-buildable land, is compatible with surrounding land uses (Rose Park Golf Course, Rosewood Park and the open space and wetlands) and provides a landscaped gateway from Interstate-15 into the City. The intensity of recreational uses on this property should be compatible with the maintenance and security needs of the Public Utilities Department regarding their facilities adjacent to this property.

*Jordan River Parkway* The State Parks' Jordan River Parkway, in the Northern study area, consists of approximately 174 acres of land a majority of which is located in the area currently under the jurisdiction of Salt Lake County rather than in the corporate boundaries of Salt Lake City. Under State ownership, the development of this property is exempt from either City or County regulations and



Overflow parking on 1200 West

control. Existing facilities of the Parkway include a model plane airport facility and an off-highway-vehicle training center. The State Parks Department is in the process of developing a master plan for recreation uses on this property. The City supports the expansion of State recreation facilities in this area.

### Policy

- Retain existing public recreation and open space lands.

### Action Item

- Acquire the remnant property from the parcel UDOT must obtain for their proposed 1800 North Interchange to Interstate-15 in order to provide the opportunity to develop additional recreational facilities along the northern edge of Rosewood Park that are compatible with maintenance and security needs of the Public Utilities water reclamation facility.
- Redesign Rosewood Park to have active recreation facilities on the northern edge of the park and locate passive recreational uses abutting residential properties to the south.

## Industrial

Industrial uses account for approximately 30% (366 acres) of the land in the Northern study area. Of the industrial land uses, the Public Utilities' Water Reclamation Facilities and the Amoco fuel storage facility make up 58% (213 acres) of the industrial uses. The remaining industrial land uses are located along Redwood Road and along 2300 North Street.

There are two distinct operational locations at the City's wastewater treatment plant. The pumping and initial treatment facility is located at approximately 1600 North abutting the Rose Park Golf Course and the secondary and final treatment facilities are located at approximately 2000 North.

The industrial land uses on the east side of Redwood Road consist of recently developed structures built under current zoning regulations including those regulations regarding landscaped setbacks, visual screening and intensity of use. Many of these uses are located within enclosed buildings and enhance this gateway into the Northwest Community and City. Much of the land along 2300 North is vacant.

Many of the uses that do exist are construction related companies. New development will be required to meet current standards which will help improve the aesthetic appearance along these streets.

The west side of Redwood Road includes mainly trucking related companies, many of which do not comply with newer City regulations relating to landscaping, setbacks and screening. In addition, these properties abut the Jordan River Parkway and State Parks open space land to the west. Development along the west side of Redwood Road in this area should help protect and preserve the river corridor and natural setting and positively contribute to this important gateway into the City. The City should encourage the transformation of the western side of Redwood Road from a light industrial area to a business park setting.

### Policy

- Ensure new development is compatible with the existing Public Utilities and Amoco property industrial uses.



*Fuel Storage Facility*

- Encourage the continuation of light industrial land uses along the east side of Redwood Road and along 2300 North.
- Encourage aesthetic improvements of existing land uses when expansion or new construction is requested to enhance these important gateways into the neighborhood.

### Action Item

- Rezone the industrial uses along the west side of Redwood Road from a light industrial (M-1) zone to a business park (BP) zoning classification.

## Agricultural

Agricultural land uses make up approximately five percent of the land uses in the Northern study area. These uses are mainly in the unincorporated portion of the study area along Rose Park Lane (1800 West) and include riding stables, a horse breeding facility and pastures. There is also a six and a half acre parcel southwest of the Amoco petroleum storage facility which is currently used for agricultural purposes with an accessory residential use. This property is currently zoned light industrial.

### Policy

- Retain existing agricultural land uses along Rose Park Lane.



*Agricultural land uses located in Salt Lake County*



*West Pointe Farms*

## Residential

Approximately five percent of the land in the Northern study area is developed for low density, single-family residential land uses. There are some residential land uses which are accessory to existing agricultural uses mainly along Rose Park Lane. The majority of the residential uses are located just north of 1700 North between Redwood Road and I-215. All of the land north of 1700 North to the existing levee between Redwood Road and Rose Park Lane should be developed for low-density residential development. Residential development north of the levee should only be allowed where it is accessory to agricultural land uses.

### Policy

- Limit new residential development to the area between Redwood Road and Rose Park Lane and between 1700 North and the existing levee.

## Circulation

### Interstate-15 Reconstruction

The proposed changes to Interstate-15 in the Northern study area are significant. Currently there is a partial interchange at 2300 North which mainly serves the industrial and extraction industries in the Beck Street area. The Utah Department of Transportation (UDOT) is proposing to eliminate this interchange because it is unsafe due to a sub-standard horizontal and vertical curve. The proposed 1800 North interchange will provide for higher design speeds on the ramps and creates the opportunity for more direct access to areas both east and west of Interstate-15.

The reconstruction of Interstate-15 in this area is not scheduled for construction until at least 2008, depending on funding availability. This allows the City adequate time to deal with the impacts associated with the proposed changes to the Interstate including determining whether an appropriate alignment for a connection between the new interchange and Redwood Road is necessary and determining appropriate land uses for vacant property adjacent to the proposed interchange.

*Connection between proposed 1800 North Interchange and Redwood Road*  
The Utah Department of Transportation

will construct the new interchange at 1800 North but developing surface streets leading to the west is the responsibility of Salt Lake City. The State has committed to accommodate whatever alignment, if any, the City proposes. The City must justify whether a connection is necessary and appropriate. The benefits of creating a connection road include serving existing and future residential and industrial development on the west side of the interstate; providing an alternative for heavy truck traffic and through traffic to traveling through residential neighborhoods; creating an opportunity to refocus activities at existing recreational sites to take advantage of the new northern access which will expand greenways along the freeway corridors. The negative aspects of creating the connection road include the impacts of cost and feasibility of having to redesign the layout of the golf course, safety considerations relating to the Amoco petroleum storage facility and maintenance and security impacts to the Public Utilities' water reclamation facility.

*Analysis for Redwood Road Connection.* Based on public input and a series of field tours, six alternative alignments, plus the existing meandering road from 1200 West to Redwood Road (Riverview Road), were analyzed for the connection from the proposed Interstate-15 interchange at 1800 North west to Redwood Road. Considerations in evaluating the most appropriate route included environmental constraints, safety, impacts to existing development, cost of acquiring right-of-way, elimination of non-local traffic through residential neighborhoods and the likelihood of use by Westpointe residents.

Evaluation criteria were developed and applied to alternative alignments. The criteria were developed with input from the Rose Park Small Area Plan Advisory Committee. Based on the evaluation criteria, if a road connection was developed it should closely follow the existing alignment of "Riverview Road." However, because the potential costs of developing a western connection to the proposed 1800 North interchange outweigh the benefits to existing and future development in the area, creating a connection road is not recommended at this time. However, a connection to Rosewood Park from the proposed 1800 North interchange or from Warm Springs frontage road should be analyzed. An access to the park from the north could help minimize negative impacts associated with traffic to the park by non Rose Park residents.

#### Policy

- Encourage heavy truck traffic from the proposed 1800 North interchange to use Warm Springs frontage road to access 2300 North and Redwood Road
- At this time, do not support developing a connection road between the proposed 1800 North interchange and Redwood Road

#### Action Item

- Request UDOT design the proposed 1800 North interchange with access to Rosewood Park from the north.

#### Traffic Calming

Streets in Salt Lake City are generally wide and straight. Some streets in the study area are no exception. Wide, straight streets encourage higher speeds and make the streets less pedestrian and bicycle friendly. There are several streets in the study area where traffic calming measures, could be used to help decrease vehicle speeds. Streets where traffic calming may be appropriate include 1000 North and 1700 North between Redwood Road and I-215.

Signage can also be used to indicate where heavy truck traffic is prohibited such as on 1000 North and 1700 North.

#### Action Item

- Request the Transportation Division analyze the feasibility of implementing traffic calming measures on 1000 North and 1700 North.
- Place signage on 1000 North and 1700 North prohibiting heavy truck traffic.

#### Bike routes/paths in study area.

The current Salt Lake City Bikeways Map identifies bike routes throughout the City for recreational and commuter routes. The City is currently proposing to develop a bike route on 1200 West which would extend from 300 North to 1900 North (via Riverview Road) and connect with the Jordan River Parkway. Cyclists and pedestrians currently use Riverview Road for recreation due to the low volume of traffic and proximity to open space.

The existing Riverview Road includes approximately 25-30 feet of pavement without curb, gutter, sidewalk, striping or lighting. Proposed improvements to this roadway should include constructing a







*Riverview Road*

minimum five-foot sidewalk and provide enough area to accommodate bicycle traffic and curb and gutter on both sides of the road. Riverview Road should be a collector road for local traffic only.

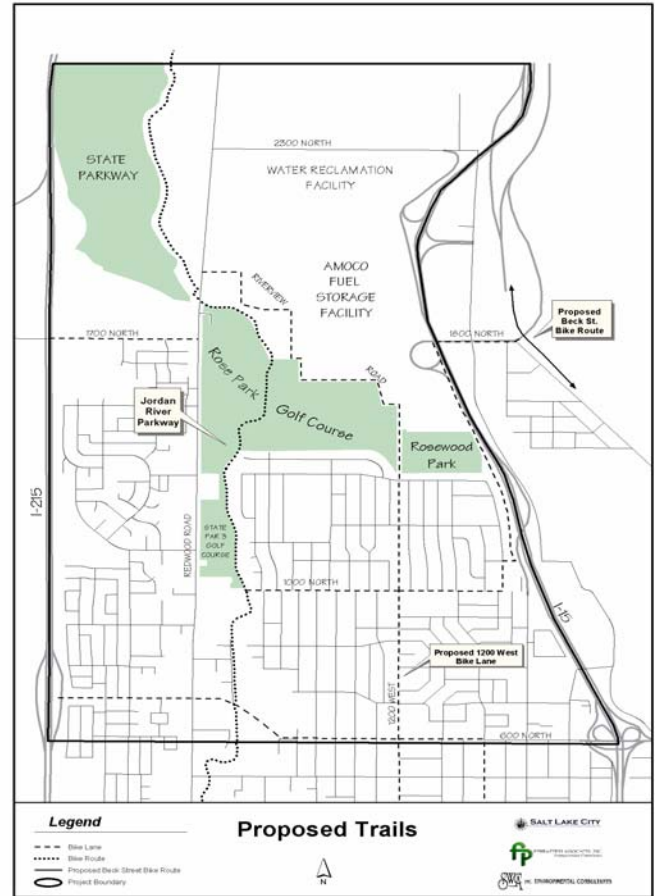
**Redwood Road** Redwood Road north of 1000 North still requires improvements to service new housing development in this area. This section of Redwood Road is currently one lane in each direction. The regional long-range transportation plan identifies improving this section of Redwood Road to two lanes in each direction to its terminus in Davis County. The City should coordinate with UDOT to ensure that adequate facilities for pedestrians and bicyclists are provided along Redwood Road.

At the “T” intersection of Redwood Road and Riverview Road (1900 North), proper signing should direct users to go south approximately 50 yards to connect to the Jordan River Parkway. The parkway is currently unimproved in this area,

but as more funding becomes available it may be upgraded with paving and possibly an underpass under Redwood Road as currently exists in many parts of the Parkway to the south. As part of the planning and design effort to Redwood Road, the trail system for the area should also tie into the proposed Legacy Parkway Trail system, which if built, will be a continuation of the Jordan River Parkway to the west and north. In addition the development of the proposed 1800 North interchange should include a connection between the Riverview Road bike route and the Beck Street commuter bike route.

#### *Action Item*

- Request the Mayor’s Bicycle Advisory Committee study the feasibility of providing a bike route on 1000 North between 900 West and Redwood Road and on 1700 North between Redwood Road and 2200 West.
- Secure funding for infrastructure improvements to Riverview Road including pedestrian and cycling amenities.



- Work with UDOT to create a safe bike route between “Riverview Road and the Beck Street commuter bike route.
- Encourage UDOT to design the improvements to Redwood Road to include adequate facilities for pedestrian and bicyclists and to provide links to the Jordan River Parkway.

## Environmental Conditions

The petroleum industry encompasses a significant share of the land within the study area including portions of the Chevron refinery and Amoco petroleum storage facilities, both extant and abandoned. Consequently, hazardous material sites are present in some areas. These materials are typically used and stored in accordance with all appropriate regulations to protect residents and the environment. There are also abandoned or inactive sites in the study area that have been contaminated by inappropriate use or disposal of hazardous substance and sites that have been used to store and control hazardous wastes. Several pipelines carrying petroleum compounds or other chemicals are also present. The City’s wastewater treatment plant is

also located in the area and environmental features such as wetlands are common. All of these environmental conditions limit or eliminate potential uses of the land.

The environmental conditions represent constraints for redevelopment. Not all of the environmental issues preclude development, but mitigation for loss or impact to critical areas, such as wetlands, or negative effects associated with disturbance of contaminated sites, can often be cost prohibitive. In addition, there are typically social, political and environmental implications from such disturbances that can limit development options. Some sites, such as the Rose Park Sludge Pit, (located north of Rosewood Park) are untouchable unless the Environmental Protection Agency (EPA), Utah State regulatory agencies and landowners are ensured that the plans will not adversely impact the hazardous material sites and do not increase the risk of future environmental liability.

**Petroleum Byproduct Storage Site.** The Resource Conservation and Recovery Act (RCRA) represents the major federal environmental statute designed to address the problems of solid waste and hazardous waste management. This 1976 federal act includes an information-tracking database that has information on all business and facilities regulated under RCRA authority. Any business that generates hazardous waste or treats, stores, or disposes of solid or hazardous wastes must be tracked in the Resource Conservation and Recovery Information System (RCRIS). There are RCRA-regulated facilities within the study area located along Interstate-15 and 1200 West at approximately 1850 North. This particular site stores petroleum byproducts. The location of this RCRA site precludes the development of the proposed 1800 North interchange ramp from the property. Therefore, the proposed ramp must be located south of 1800 North. This requires allocat

ing many acres of the existing 40-acre vacant site north of Rosewood Park for the construction of the interchange.

**Oil Drain Canal** The Oil Drain Canal historically carried waste from local refineries and many other private and public sources located in the northern portion of Salt Lake City to the Great Salt Lake. The underground drain runs northwesterly from the oil refineries east of Interstate-15 through the study area along approximately 1200 West to Rosewood Park. The uncovered portion of the oil drain is located north of Rosewood Park to the discharge point in the Great Salt Lake. The Oil Drain Canal is the designated receiving stream for the Waste Water Treatment Plant effluent and also receives storm water runoff. Ground water, springs and other base flows are also captured in the canal. The portion underneath the residential area was backfilled in the 1950s with the development of the Rose Park residential subdivision.



*Oil Drain Canal*

The EPA has entered the Oil Drain Canal onto the Comprehensive Environmental Response, Compensation and Liability Information System (CERCLIS), another database system that is used to track information on inactive (not operating) facilities or sites that have had a release of hazardous substances to the environment. The flowing portions of the Oil Drain canal are likely going to be subjected to a cleanup program. It is recommended that the Oil Drain Canal not be disturbed and at this time should be protected from new land uses on adjacent properties.

**Petroleum Storage Tanks** Amoco has 13 storage tanks located on 84 acres of land at 1700 North and 1200 West. These are active petroleum storage tanks that have the potential for leakage or explosion under a catastrophic-type disturbance. A containment basin to control leakage from the tanks surround each tank and each bermed containment basin is designed to contain more liquid than the maximum capacity of the storage tank.

**National Priorities List Sites.** The National Priorities List (NPL), commonly referred to as Superfund, is a specific listing of the hazardous waste sites that represent such a current or potential risk to human health or the environment that they are a priority for cleanup. The Rose Park Sludge Pit, a two-acre city-owned property located just north of Rosewood Park and adjacent to Interstate-15, is an NPL site.

According to the EPA, between 1920 and 1957, area oil refineries disposed of their petroleum wastes in an unlined storage pit at the site. In 1957, Salt Lake City purchased the property for what would become Rosewood Park and covered the pit. During park construction in the late 1970's, the sludge pit was exposed when a bulldozer broke through the cover.

Refinery sludges are very acidic and contain polycyclic aromatic hydrocarbons and sulphur dioxide. Prior to clean up efforts, site health risks included the potential for burns to people and animals that came in contact with the sludge or breathed gases coming from the pit. There was also possible ground-water contamination from the unlined sludge pit.

In 1982, the EPA listed the site on the National Priorities List at the request of the State of Utah. That same year, the EPA, State of Utah, Salt Lake County, Salt Lake City and Amoco Oil Company signed an Intergovernmental/Corporate Cooperation Agreement to isolate and contain site wastes. In compliance with the agreement, the Potentially Responsible Party (Amoco) constructed a slurry wall around the pit to isolate the wastes and prevent ground-water contamination and installed a clay cap on top of it to prevent the wastes from coming in contact with park visitors. The clay cap is also required to keep water from seeping through the pit and contaminating ground water. To provide additional protection, Amoco placed concrete barriers around the perimeter of the site to prevent damage and installed several ground-water wells to monitor the on-going effectiveness



*Fuel Storage Tank in Northern Subarea*

of the slurry wall. The site cleanup was completed in 1985. Ground water monitoring will continue for 30 years (until approximately 2022).

When contamination remains on a Superfund site, as is the case at the Rose Park Sludge Pit, the EPA must review the effectiveness of the remedy every five years. The purpose of the review is to assess whether the remedy continues to be protective of human health and the environment. The first five-year review took place in 1992. The second five-year review was completed in August 1997. In its latest review, EPA concluded that the cap and slurry wall were effectively containing the waste and there was no threat to health or the environment.

All planned cleanup activities for the Rose Park Sludge Pit site are now complete. Amoco will continue to monitor ground water to ensure that no contamination is released and that the site will not pose a threat to human health and the environment. Because cleanup work is complete and the remedy is effective, EPA published a Notice of Intent to delete the site from the NPL in 1992 and asked the public to comment on the proposed deletion. The EPA projects that the site will be removed from the NPL by the end of 2001 pending the State of Utah's agreement. New uses for the site can be developed prior to the delisting of the site.

The EPA has suggested that possible reuse of the property could include a wild-flower garden with pedestrian paths or other types of uses which do not disturb the cap. The EPA would likely approve other uses for the sludge pit site as long as there is no mechanical disturbance to the site. Uses such as a parking area to serve Rosewood Park is also possible and may be encouraged as a way to further secure the cap. However, the difficulty arises in ensuring that the development of new uses is compatible with maintaining the integrity of the protection currently in place.

#### *Action Item*

- Work with the EPA and State Department of Environmental Quality to find an appropriate use for the NPL site which contributes to and is compatible with the recreational uses but does not disturb the site.

#### Wetlands

Wetlands provide multiple ecologic and hydrologic functions including storm-water retention, flood protection and water quality improvement as well as important habitat for native

wildlife species and migrating birds. The public benefits by the peace and quiet associated with wetlands in addition to aquifer recharge and flood control that wetlands offer. Wetland functions to control flooding, filter and cleanse water and recharge groundwater as vacant land is converted to new highways or residential and industrial uses.

As the Wasatch Front becomes more developed and congested, the public is recognizing the need for “urban refuges.” Parks and open space provide this in many areas, but the Rose Park area has additional unique opportunities to provide additional urban refuges. The Jordan River and associated wetlands should be preserved for passive public uses.

A database search of the National Wetlands Inventory Map (NWI, 1981) along with field reconnaissance shows several wetland locations in the study area. In addition, there are treatment wetlands operating in conjunction with the Salt Lake City Water Reclamation Plant and riparian wetlands along the Jordan River corridor.

The lands where environmental issues limit development should be preserved where feasible. These include wetland areas north of the Water Reclamation Facility, areas just west of the existing 2300 North interchange and wetlands along the Jordan River. Many of these areas are publicly owned by either the City or State a

large portion is also owned by Amoco. Negotiations between the City and these property owners should occur to ensure the continued preservation of these important open areas.

Salt Lake City operates a water reclamation facility at approximately 2000 North and east of Redwood Road. The property includes wetlands that act as passive treatment for some discharge. The Public Utilities Department has developed a 30-acre wetlands area located directly north of their fifty-six million gallon per day facility on 2300 North. This area has been developed and maintained as a natural open space area for native flora and fauna.

The location of the Water Reclamation Facility presents opportunities to use treated water irrigation systems to enhance gateways and improve wetland habitats in the Northern study area. In keeping with this environment, landscaping that is compatible with the wetland and riparian habitat should be implemented along Redwood Road, the new interchange at 1800 North and the north end of 1200 West at the Rosewood Park entrance. During construction of the recommended facilities, every reasonable effort should be made to eliminate non-native noxious species, including but not limited to Russian Olive and Tamarisk, both in abundance in the study area. As the interchange is built and

Redwood Road is improved, the City should coordinate with UDOT to ensure that the City’s landscaping concepts are implemented into these projects.

#### Policy

- Protect existing wetlands from development
- Use reclaimed water to irrigate free-way landscaping and enhance wetlands.
- Encourage landscaping that is compatible with wetland and riparian habitats.

#### Action Item

- Negotiate with the State and Amoco to retain properties adjacent to the 2300 North interchange to preserve valuable wetlands.



Wetlands west of I-15 at 2300 North

## Implementation

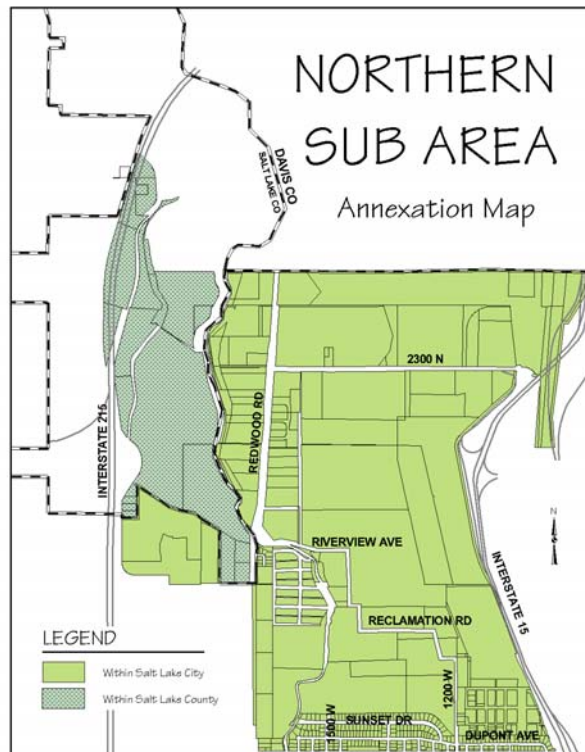
### Annexation

In the Northern study area, approximately 80% of the land (980 acres) is within the corporate limits of Salt Lake City. Approximately 250 acres of property are in the unincorporated limits of Salt Lake County. A majority of this unincorporated land (163 acres) is part of the State’s Jordan River Parkway. The remaining property in the County is currently used for agricultural land uses or is vacant. The majority of privately owned land in the County is currently zoned Agricultural-2 although the Hunter Stable area is currently zoned Agricultural-5. The County’s existing agricultural zoning regulations are different than the City’s and allow for more intensive agricultural uses.

Salt Lake City supports the annexation of these unincorporated areas. Annexation in this area can be accomplished by requiring annexation prior to providing public utility services for future development.

#### Policy

- Support annexation of properties currently in the jurisdictional boundaries of Salt Lake County into Salt Lake City.





## Zoning

Most of the existing zoning is appropriate to implement the policies recommended in this plan. If and when existing properties in the County are annexed into the City they should be zoned for either agricultural or open space land uses to be compatible with the State recreational and open space land uses between Redwood Road and Interstate-215. The properties along the west side of Redwood Road that are currently zoned light industrial should be rezoned for business park development to better protect the fragile environment of the Jordan River Parkway and enhance the gateway along Redwood Road into the City.

### *Policy*

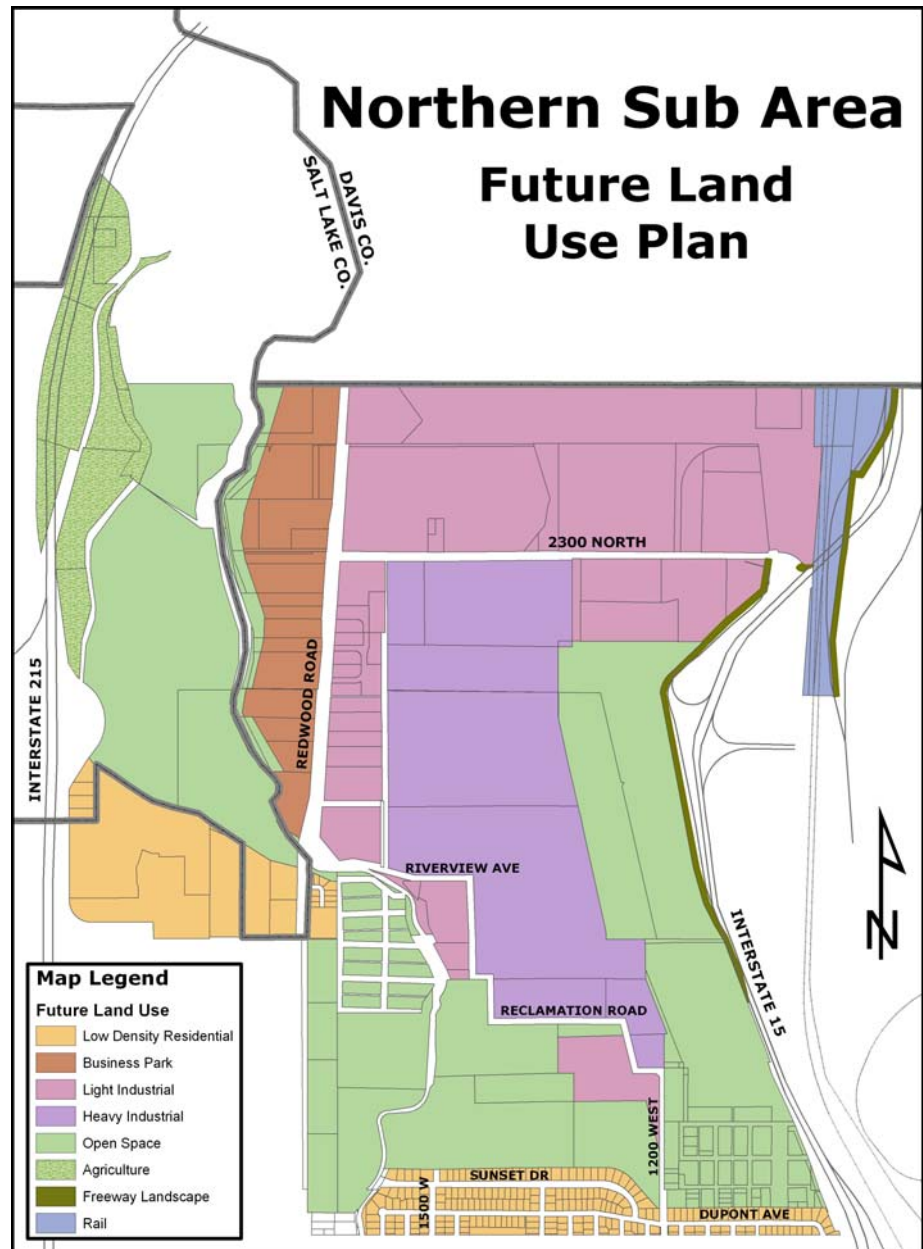
- If properties in the County are annexed into the City, retain the existing land use development by zoning the properties either Agricultural or Open Space.

### *Action Item*

- Rezone the properties located on the west side of Redwood Road from an M-1 light industrial zone to a BP Business Park zone.

## **Future Land Use Map for the Northern Study Area**

The future land use map identifies the future development of the Northern study area as a mix of open space/recreation, business park and light industrial land uses. Most of the vacant land in the Northern study area is recommended for business park or light industrial development. The expansion of residential development in the Northern study area should be limited to the area south of the existing levee between Redwood Road and I-215.



PROPOSED ACTION	SHORT TERM (1-3 YRS)	MID TERM (3-5 YRS)	LONG TERM (5-10 YRS)
Hire a consultant to conduct a market study, using statistics that are accurate measures of the Rose Park Neighborhood retail buying power, to encourage retailers to invest in the redevelopment of the commercial properties in the study area.	CED		
Investigate federal programs, including those associated with the New Markets Initiative, to obtain financing to help attract commercial development to the Rose Park Neighborhood	CED		
Work with business owners to develop a unique thematic design for the overall appearance of this neighborhood commercial area.	Planning		
Aggressively enforce signage regulations to ensure compliance with existing sign regulations.	Zoning Enforcement		
Work with business owners to develop a unique thematic sign design for the neighborhood commercial area.	Planning		
Provide a community bulletin board or kiosk for the placement of community flyers and notices.	Property Owners and CED		
Plant street trees to promote the continuity of the streetscape.	Urban Forestry and Property Owners	City	
Establish landscape buffers along the freeway to improve the quality of open space and visual image of the area.		Parks & Property Owners	
Place landscaping adjacent to sound attenuation walls to decrease the potential for graffiti.	UDOT		
Apply for Capital Improvement Project, Special Improvement District or other types of funding to help pay for the development of an overall lighting plan and the placement of lighting fixtures for the study area.	Planning & Property Owners		
Encourage UDOT to reconfigure the roadway north of 1000 North once the on and off ramps to Interstate-15 are eliminated to allow for better access and frontage of the properties on 900 West and to encourage redevelopment of the commercial area.			Planning, Transportation & UDOT
Develop a new low-medium density mixed-use zoning district for the neighborhood commercial properties.	Planning		
Develop an overall thematic design for the Neighborhood Commercial study area by working with the business owners to create design standards which will be implemented as physical changes to the area occur.	Planning		
Request CIP funds for infrastructure improvements.	Planning, Transportation, Engineering		
Encourage property owners to take advantage of the City's façade renovation program and small business low-interest loan programs	Capital Planning		
Encourage business owners to participate in the Federal Small Business Administration's Senior Corps of Retired Executives (SCORE) program for advice on how to more effectively manage their businesses.	CED		
Encourage minority and women business owners to take advantage of the Federal Government's small business owner programs.	CED		
Encourage business owners to increase the use of bilingual languages in their businesses.	CED & the Mayor's Office of Minority Affairs.		
Increase business owners' awareness of City regulations.	CED, Planning & Zoning Enforcement		
Complete the transfer of the Park and Ride lot from UDOT to Salt Lake City.	Property Management & UDOT		
Rezone the properties on the east side of Victoria Way and south side of 1100 North, east of Victoria Way, from RMF-35 to a new low-medium density mixed use zoning classification.	Planning		
Increase enforcement of the residential properties to ensure compliance with existing regulations in terms of health, safety and zoning codes.	Zoning Enforcement		
Encourage landlords and tenants to comply with tenant landlord laws.	Housing Division	Housing Division	Housing Division

PROPOSED ACTION	SHORT TERM (1-3 YRS)	MID TERM (3-5 YRS)	LONG TERM (5-10 YRS)
Analyze the feasibility of installing bulb-outs, speed humps, narrowing the road surface, creating center medians or installing traffic circles to facilitate safe pedestrian crossings and promote traffic calming.		Transportation	
Encourage existing property owners to rehabilitate parking areas by eliminating excessive curb cuts, increasing landscaping and providing better striping and maintenance of parking areas.	Planning and Transportation (On going as development occurs)		
Provide hardsurfacing for the transition area between crosswalks and public sidewalks.	Engineering & Public Services		
Improve bus stops to ensure adequate access and safety for transit riders.	UTA		
Coordinate with UDOT on the placement of sound attenuation walls in this area.	Planning & UDOT		
Request the mayor's Bicycle Advisory Committee study the feasibility of providing a bike route on 1000 North between 900 West and Redwood Road and on 1700 North between Redwood Road and 2200 West.	Transportation		
Secure funding for infrastructure improvements to Riverview Road including pedestrian and cycling amenities.			Engineering & Transportation.
Negotiate with the State and Amoc to retain properties adjacent to the 2300 North interchange to preserve valuable wetlands.		Planning, Public Utilities, Parks, UDOT and BP Amoco	
Acquire the remnant property from the parcel UOD must obtain for their proposed 1800 North Interchange to Interstate-15 in order to provide the opportunity to develop additional recreational facilities along the northern edge of Rosewood Park that are compatible with maintenance and security needs of the Public Utilities water reclamation facility.	Public Utilities, Parks, Property Management, UDOT		
Redesign Rosewood park to have active recreation facilities on the northern edge of the park and locate passive recreational uses abutting residential properties to the south		Engineering, Parks	Engineering, Parks
Rezone the industrial uses along the west side of Redwood Road from a light industrial (M-1) zone to a business park (BP) zoning classification	Planning		
Request UDOT to design the proposed 1800 North interchange with access to Rosewood Park from the North		Planning, Transportation & Parks	Planning, Transportation & Parks
Analyze the feasibility of implementing traffic calming measures on 1000 North and 1700 North	Transportation		
Place signage on 1000 North and 1700 North prohibiting heavy truck traffic on these streets.	Transportation		
Work with UDOT to create a safe bike route between "Riverview Road" and the Beck Street commuter bike route.		Transportation & UDOT	Transportation & UDOT
Encourage UDOT to design the improvements to Redwood Road to include adequate facilities for pedestrians and bicyclists and to provide links to the Jordan River Parkway.		Transportation & Planning	
Work with the EPA and State Department of Environmental Quality to find an appropriate use for the NPL site which contributes to and is compatible with the recreational uses but does not disturb the site.		Parks, Attorney, Property Management, EPA and State DEQ	Parks, Attorney, Property Management, EPA and State DEQ





## **ACKNOWLEDGMENTS ROSE PARK SMALL AREA PLAN**

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**Planning Commission Action Date: May 3, 2001**

**City Council Adoption Date: September 20, 2001**