INTRODUCTION

The purpose of the Sugar House Community Master Plan is to present a comprehensive plan that guides the future development of Sugar House. The plan is to be used by the citizens of the community, developers and property owners, the staff of the various departments of the City, the Planning Commission, and the City Council as the policy guide for decisions made on the type and intensity of new development. The master plan must be consulted in the consideration of zoning changes, subdivisions, annexations, conditional uses, and other land use matters.

This Master Plan will help those with the intent to invest and develop a project in the Sugar House Community and to better understand the desires of the community. Defining the community’s desires will increase the identity and name recognition of Sugar House and market it in a way that will attract investors. This Master Plan communicates the general desires and attitudes of the community and can streamline the design phases of project planning if consulted in a timely manner.

The members of the Sugar House Community Council, Salt Lake City Planning Commission, and the Salt Lake City Council change every few years. A well articulated Master Plan is important to easily convey what the goals and policies of the Sugar House Community are to new members of the area.

Scope and general goals

This community plan updates the existing Sugar House Community Master Plan that was adopted in 1985. It also incorporates into this document the Sugar House Business District Master Plan, adopted in 1995. The plan provides:

- Policies to help protect the stable, well-kept residential neighborhoods of Sugar House;
- Programs that support neighborhoods with infrastructure, parks, trails, convenient commercial services, and housing improvements to sustain the quality of life in the neighborhoods;
- A reiteration of a direction for the Sugar House Business District that promotes a vibrant character compatible with the historical character of the area, and directs new development to create the synergy necessary to support a light rail station, encouraging “pedestrian-first” development;
- A renewed commitment to a mixed land-use strategy in the Business District through incentives for residential development;
- Policies that support the maintenance and enhancement of recreational and natural resources such as parks, open space and trails;
- An integrated program for mobility throughout the community with a commitment toward optimizing the pedestrian experience and alternatives to automobile travel, particularly in the Sugar House Business District, which is a necessary element of a viable commercial center;
- Policies that support the preservation of neighborhood character as well as historic and natural resources; and
- Implementation strategies for accomplishing the goals and policies of this master plan.

The Planning Process

The Sugar House Master Plan has its roots in the first Salt Lake City Master Plan dated 1941. Updating the Sugar House Research Report was the first step in the planning process of this latest plan. The Planning Division staff began updating the research report in 1996. The Sugar House Community Master Plan Research Report provides basic information from which the master plan can be analyzed. The document is also used in evaluating the implementation of the master plan.

Before this plan was brought before the decision-making bodies, Sugar House residents, business and property owners, and agency officials participated in public meetings to identify the important issues, decide what to retain from the 1985 plan, and formulate policies for the new plan. Initially, a series of open houses were held to gather input from neighborhoods. The open houses allowed citizens to express their opinions about what they enjoy about living in Sugar House and what improvements are necessary.

The next step was to establish an advisory committee to engage in the process of drafting policies for the plan. The Planning Division staff made a concerted effort to recruit members to the Advisory Committee who represent a wide range of interests in the community, including property and business owners. The Advisory Committee reviewed the 1985 Sugar House Community Master Plan, the 1995 Sugar House Business District Plan and other supporting documents, and engaged in many open discussions about what the new plan should include. Once the Advisory Committee voiced its support of the draft plan, the document was distributed for public input. The final adoption process included review by the Sugar House Community Council, public hearings held by the Planning Commission and City Council, and final adoption by the City Council.

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SUGAR HOUSE FUTURE LAND USE PLAN

Introduction

The Sugar House Future Land Use Plan indicates the desired pattern or appropriate location of specialized land use activities. The goal is to promote compatible land uses while maintaining the integrity of the Sugar House Community.

The majority of the Sugar House Planning District consists of single-family residences in stable, well-kept neighborhoods. This district provides 10 percent of the City’s existing housing units. Historically, Sugar House has provided a viable commercial element with community-level commercial activities. Thus, Sugar House business and mixed-use land use categories are expected to contribute to the vitality of the community.

Sugar House Development Objectives

The community master plans for Salt Lake City denote the location for various land uses that reinforce the community’s character. The City’s existing low-density residential neighborhoods are one of the most basic components of a community as it provides shelter, privacy, and family cohesion. It is therefore a primary goal of the Sugar House Community Master Plan to preserve and improve a desirable residential environment.

The Sugar House Community is mainly developed. While there are isolated small parcels that are vacant, any significant increase in the number of housing units will be the result of redevelopment of land in multi-family, mixed-use, and single-family zoning districts. The future development and land uses under consideration are either in the areas of low-density residential neighborhoods in the Sugar House Community.

- Develop the Sugar House Community to be a sustainable, attractive, harmonious and pedestrian oriented community.
- Maintain the character of older, predominantly low-density neighborhoods.
- Prohibit the expansion of non-residential land uses into areas of primarily low-density dwelling units.

Residential Land Use Types

**Very Low-Density Residential**

This land use is limited to just a few areas of the City. Simply put, these areas are represented by the William Way and north of the Country Club and some areas south of 2400 South. The key identifying characteristic of these areas is that they have only one or two single-family homes on a lot, which is consistent with the existing character of the low-density residential neighborhoods.

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- Maintain the single-family characteristics of the low-density residential neighborhoods.
- Provide a mix of housing types, sizes, and prices in the community as a whole.
- Preserving the single-family characteristics of the low-density residential neighborhoods.
- Provide a diversity of housing types, sizes, and prices in the community as a whole.

**Low-Density Residential**

In an attempt to address the reality of the many single-family homes in Sugar House, the City Council adopted a new zoning classification for low-density residential neighborhoods. This classification is designed to allow for the development of additional dwelling units in areas of low-density residential neighborhoods.

The key identifying characteristic of the low-density single-family homes in Sugar House consists of single-family dwellings on lots typically between 5,000 and 8,000 square feet. These low-density residential neighborhoods are consistent with the prevailing single-family home design within the City.

- Provide the needed infrastructure improvements through public, as well as public/private partnerships.
- Encourage new development that substantially strengthens the Sugar House Business District focused at the Sugar House Plaza and the Sugar House Community.
- Create visually interesting pedestrian-friendly street patterns.
- Improve all modes of mobility including street and ride networks.
- Provide public open space opportunities, and off-street cooperative parking facilities.
- Provide pedestrian-scale activities in the Sugar House Business District by providing open space, pedestrian friendly street patterns.
- Provide incentives for converting multi-unit dwellings back to single-family dwellings.

**Medium-Density Residential**

Medium-Density Residential areas are designed to accommodate a mix of low-rise housing types. These units include single-family houses, townhouses, garden apartments, townhouses and mixed-use or live/work units. The City’s land use classification is consistent with densities between ten and twenty (10-20) dwelling units per acre.

Medium-Density residential buildings are proposed in certain locations in Sugar House, including some areas presently used for commercial, warehouse, and industrial uses.

- Support small locally-owned neighborhood businesses to create harmoniously within residential areas.
- Assess the impact on neighborhoods of legitimizing additional residential development. The City continues to be an integral part of the unit assessment process.
- Provide incentives for converting multi-unit dwellings back to single-family dwellings.

Many of the original subdivision layouts consisting of narrow, deep lots with tight lot lines have been maintained. Although few areas in Sugar House are suitable for Medium-Density housing, the development guidelines have resulted in typical “box car” fourplex and apartment development.

- Ensure new Medium-Density housing opportunities in appropriate locations in Sugar House.
- Encourage a variety of densities in the Medium-Density Range while ensuring the design of these projects is compatible with the surrounding land uses.
- Continue to prohibit the development of the “box car” design of multi-family dwellings.

- Provide pedestrian scale patterns that connect with other streets.
- Discourage gated developments.

**High-Density Residential**

High-Density Residential areas typically consist of multi-family dwellings. These areas are designed to provide family dwelling into multi-family dwelling units is allowed for on a case-by-case basis. The intent of this ordinance is to allow for the legalization of existing multi-family dwellings.

- Maintain the character of older, predominantly low-density neighborhoods.
- Prohibit the expansion of non-residential land uses into areas of primarily low-density dwelling units.

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existing patterns of Medium-High Density development. The development objective for new Medium-High Density projects is to locate and design the new projects so that land use conflicts with surrounding small single-family housing or other uses are minimized. These multiple-family housing developments need to be consistent with the surrounding area: space amenities, adequate off-street parking, appropriate building heights and mass, and ease access to transit. Developing existing residential land is desirable. High-density residential development within or alongside the Sugar House Business District is desirable. Examples of zoning districts that can be used to implement this density are C-SSHD, RO, RMF-3, and RMI-4.

Increasing Housing Opportunities

Infill Development

The Future Land Use Plan designates areas of the community that are appropriate for residential land use. New single-family housing opportunities in Sugar House are limited to infill sites. There are areas appropriate for Medium-Density and Medium-High Density housing opportunities especially near the Sugar House Business District.

The sites identified for new housing opportunities through Mixed-Use development are located in the Business District as well as the islands between Richmond Street and Highland Drive. Figure 1 illustrates substandard housing areas as defined by the Salt Lake City Housing Policy/Plan (1037). These areas are located in Community Development Block Grant (CDBG) eligible areas, census tracts 1033, 1046, and 1049. Although local government provides little housing directly, its policies and programs can have significant impact in neighborhood revitalization and preservation

Salt Lake City’s housing rehabilitation programs, funded primarily with CDBG money, offer affordable rehabilitation loans in targeted neighborhoods for qualifying owners of single or multifamily dwellings. The City also offers rehabilitation advice to any City resident and will inspect the property, provide a list of needed improvements necessary to meet building codes and regulations and provide a list of licensed contractors residents may work with to improve their homes.

Additionally, homeownership can also contribute to the housing stock. The Salt Lake City’s First Time Homebuyer’s Program is designed to help low and moderate income households purchase a home in Sugar House. The program is designed to help establish owner, investor, and lender confidence that a neighborhood will improve in quality. The current program enforcement, when coupled with the City’s housing rehabilitation program, is an effective tool to stimulate the revitalization. Adequate staffing is necessary to accomplish this code enforcement program and the community supports increased funding for enforcement.

Policies

- Support additional funding for enforcement of the Program
- Provide ongoing and continued public education on the housing programs available so that residents may access these resources when needed.

FIGURE 1

Sub Standard Housing

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Sugar House Sub Standard Housing

By Census Tract

Sugar House Sub Standard Housing

By Census Tract

Concept drawing of a High Density mixed development

Policies

- Support opportunities for conversion and infill development of Medium-High Density housing within the business district
- Direct higher density housing in locations served within walking distance to transit, commercial and services and parks such as in and near the Sugar House Business District.

Housing Preservation

The housing stock in the Sugar House Community is in good condition overall. However, the older areas of Sugar House, generally located west of 1300 East and north of 2700 South, has some deterioration. Figure 1 illustrates substandard housing areas as defined by the Salt Lake City Housing Policy/Plan (1037). These areas are located in Community Development Block Grant (CDBG) eligible areas, census tracts 1033, 1046 and 1049. Although local government provides little housing directly, its policies and programs can have significant impact in neighborhood revitalization and preservation

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Finally, another alternative for use of this interior block of land is to purchase the property in order to prevent infill development. However, the current structure of this alternative is only contingent upon a property owner not wanting to sell due to financial issues, which is clearly beyond their excess property. With this option, the interior block area can be purchased by the surrounding property owners, who may wish to expand their rear yard for their own use. Additionally, if these same property owners establish an association to provide a common use for private open space for participating residents, another option is to purchase the property in common for use as private open space for participating residents. Furthermore, the guidelines used by the City for the public use, the land can be used as a park or community garden for the general public.

Policies

- Explore the feasibility of maintaining interior block areas for use as parks and community gardens
- Support more restrictive standards for Flag lot and planned developments
- Approve Flag lot only if it is demonstrated that negative impacts can be minimized or avoided.
- Review Flag lot guidelines
  - Preserve the existing privacy of the surrounding properties to the extent possible
  - Support new standards for major or critical scale that incorporate the desirable architectural design features common throughout the neighborhood.

Planned Developments

Another common approach to infill housing is the use of Planned Developments. If the applicant designs some flexibility on zoning code standards in exchange for a higher level of design, the Planned Development/ Conditional Use process is a useful alternative.

However, the community has expressed concern over the site plan and building design of many of these residential developments. As a result, the Sugar House Community has typically been oriented toward the interior of the development with single-family homes located where houses are isolated from the surrounding neighborhood. Planned Developments have also limited access to nearby schools and parks. As a result, pedestrian or bicycle routes such as sidewalks, street trees, and park strips that may form a visual or physical barrier to the neighborhood are not required. Consideration should be given to compatible building materials and design, which are integral aspects of maintaining the community character.

Policies

- Ensure the site and building design of residential Planned Developments are coordinated and integrated with the surrounding neighborhood.
- Discourage less intense land use patterns or “infill communities”.
- Require proposed residential planned developments using the following guidelines:
  - Support new standards
  - Correlate the desirable architectural design features common throughout the neighborhood
  - Maintain an appropriate buffer around a perimeter of the development
  - Provide structure to the front doors and front yards face the street
  - Require front yards to be left open wherever possible
  - When front yard fences are provided, they should be low and open.
  - Design houses so that the garage doors do not predominate the front facade. Detached garages are appropriate in most situations
  - Provide at least two access points wherever possible in order to connect the development to the larger street network to maintain an integrated network of streets
  - Incorporate common open space orientation into the site design of each project with sidewalks, park strips and street trees as well as trail ways wherever possible.

Accessory Dwelling Units

The Salt Lake City Planning and Community Development recommends “accessory housing units in single-family zones, subject to restrictions designed to limit impacts and protect neighborhood character”. The benefits of allowing accessory dwelling units are that they create affordable rental units which enhance the affordability of rent and quality of single-family areas. They can also serve to offset housing costs, or supplement income for people who may wish to expand their rear yard for their own use. An accessory dwelling in a single family home can be purchased by the surrounding property owners, who may wish to expand their rear yard for their own use. Additionally, if these same property owners establish an association to provide a common use for private open space for participating residents, another option is to purchase the property in common for use as private open space for participating residents. Furthermore, the guidelines used by the City for the public use, the land can be used as a park or community garden for the general public.

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  - Support new standards for major or critical scale that incorporate the desirable architectural design features common throughout the neighborhood.
basement and attic areas, as opposed to provisions for new development on the surface. The City desires to adapt an ordinance allowing accessory dwelling units within single-family homes, broad public participation should be included to address all pertinent issues.

**Policies**
- Analyze the feasibility of adopting an accessory dwelling unit ordinance. Include broad public participation as part of this analysis.
- Evaluate the impacts of providing for accessory dwelling units within existing residential homes, as well as all new development projects, to see if you can adopt any ordinance that may provide for Accessory Dwelling Units.

**New Housing Options**
A variety of housing types is needed to meet the range of housing alternatives people prefer. Given the cost of a detached single-family home, many people, particularly young people, singles, and seniors can benefit from alternatives to detached housing and the typical apartment complex. New hybrid housing types, which utilize some of the advantages of single-family housing, with the advantage of increased convenience and affordability, should be encouraged. These housing options include construction of mixed-use housing above retail, cohousing developments, courtyard apartments, “Big House” apartments (styled like single-family detached homes with two or four units provided), live/work units, garden courts (single-family homes surrounding a garden court with rear loading), and alley town homes and cottages.

**Policy**
- Provide a diversity of housing types, sizes, and prices within the community.

### Commercial Land Use

#### Introduction
Sugar House is a unique and wonderful part of the urban fabric of Salt Lake City because it represents the village nature of neighborhoods that existed before the predominance of the automobile, which encroached on the distances between land uses and people. It has truly had a sense of place in the development of the Salt Lake Valley. The function of the area should not, however, be a museum or relic of our past; nor should it be a case of “what was old is new again.” The Sugar House area should be anongoing, vibrant, and vital expression of today’s community vision—a vision for the future based on the traditions of the past.

In the development of this plan, the community clearly voiced a desire that encompasses many types of land uses in order to create a synergistic and healthy neighborhood, a place where people can walk, work, shop, and play with a distinct “Town Center.” The existing mixed-use mix in the Business District has the potential to create a comprehensive, vibrant community with the excitement of a regional Town Center. The historic core of this plan is the糖糖 House Plaza, a stormwater infiltration basin on 1100 East, which sits at the pedestrian and commercial cross road leading to 2100 South and 1100 East.

The Sugar House Community celebrated its 150th anniversary on April 23, 2004. Sugar House has name recognition along the entire Wasatch Front. The Sugar House area received its name from the sugar beet factory built in 1853. Sugar House was chosen to honor the pioneers of the first sugar beet factory west of the Mississippi River. The Sugar House name soon came to be used for the emerging commercial center at 1100 East & 2100 South, as well as the surrounding residential neighborhood. The mill, an adobe brick building designed by Truman O. Angell, was located near the southeast corner of 2100 South and 1100 East. It never produced sugar, only molasses, but housed many different uses over the years including a paper mill, coal yard, and railroad roundhouse. It was torn down in 1928 when local businessmen led a modernization effort in Sugar House. The Sugar House Monument, dedicated in 1934, honors the sugar beet pioneers, continues to serve as a focal point of the Sugar House community.

Preserving the look and feel of the Sugar House Business District as a unique place will continue to be a priority for residents and merchants alike. Part of the image and character of the district is the older buildings that have made up the core area since early in the Twentieth Century. It is appropriate that special considerations be given to new development that honors or contributes to the historic character. Adaptive re-use of structurally sound buildings demonstrating potential economic viability is encouraged.

In response, the City prepared a master plan in 1986 for the Sugar House Business District that laid the foundation for the economic revival of the area. That plan was updated in 1995 with the adoption of the report, “Sugar House Business District: Strategies and Recommendations — Update.” This document has been incorporated into this master plan, thus replacing the original Business District Plan. Since the mid-eighties there has been significant interest in the area, with new ownership of commercial land, a new master plan completed (the...
include transit and light rail, bicycle and pedestrian facilities and public spaces create a greater sense of scale, facilitate better mobility, access, and reduce traffic congestion.

- Incorporate adequate off-street parking development through transit-oriented design. This approach is scalable to individual sites. With the principles of transit-oriented development, large areas can be redeveloped into pedestrian-friendly environments, providing improved accessibility, reduced traffic congestion, and greater economic benefits.

- Eliminate obsolete or underutilized structures.

- Include entertainment uses such as a theater near the downtown office market.

- Evaluate the feasibility and impacts of realigning Highland Drive to improve pedestrian access to the office buildings.

- Evaluate the feasibility and impacts of expanding the Parley’s Creek Open Space corridor to a linear park.

- Redesign the present circulation system to provide for pedestrian, bicycle, and transit facilities, as well as improved public streets to encourage the development of pedestrian-oriented commercial/retail areas.

- Include energy efficiency and sustainable building practices.

- Include sign design, coordinated and shared parking programs, etc., as part of the development principles or solutions.

- Provide a pedestrian and bicycle circulation plan and preserve and enhance necessary access to support multi-modal alternatives.

- Identify the location for a TRAX station as well as the preferred route through the Business District.

- Divide large blocks into smaller blocks to allow more diverse land use and enhance the urban fabric of the Business District.

- Enhance pedestrian crosswalks along with traffic calming devices.

- Evaluate the feasibility and impacts of realigning Sugarhouse Drive with Westminster Avenue to enhance the connectivity of the urban village.

- Include pedestrian and bicycle access to street-scale public spaces.

- Provide access for pedestrians and bicyclists to the surrounding shopping areas.

- Provide for a pedestrian and bicycle circulation plan that includes the Sugar House Business District.

- Identify the location for a TRAX station as well as the preferred route through the Business District.

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Automobiles traveling on 2100 South need to be slowed. Traffic & Pedestrian Orientation

Regulations allow the area to be developed without other capacity of the streets.

of traffic generated by the individual businesses and provides adequate parking, if the master plan and zoning be too congested. Even if each individual development

City must ensure that the intensity of development to administer and sustain an organized effort to keep a vitality of a district. This program also identifies the an investment into streetscape improvements alone, restore and sustain a community center. For example, cooperation. The Main Street program emphasizes that incorporates elements of urban design, marketing, services available that foster small business

Small Businesses

As the Business District redevelops, a concern has arisen about keeping small businesses a vital part of the district and the community. There is widespread agreement that the presence of small and minority-owned businesses are central to the charm and attractiveness of Sugar House. The City Redevelopment Agency and Community and Economic Development Department need to examine ways to preserve small businesses and provide incentives for developers to accommodate these businesses in new projects.

One approach that has been successful in supporting locally-owned businesses in the National Main Street program. The Main Street program approach is a comprehensive strategy for downtown revitalization that incorporates elements of urban design, marketing, business development and public/private sector cooperation. The Main Street program emphasizes integrating all four of these factors into a strategy to strengthen and sustain a community center. For example, an investment into streetscapes improvements alone, without an understanding of how to market and develop small businesses may have little affect on the economic vitality of a district. This program also identifies the importance of synergistic combination and cooperation between the business community and local government in order to administer an organized effort to keep a district healthy and successful. Although Sugar House does not qualify for this National program, the program model can be used to support small businesses in the Sugar House Business District as well as the small commercial nodes within residential neighborhoods.

Policies

• Support locally-owned businesses to operate within the Sugar House Business District
• Provide varying types of office space for individuals or small businesses within new development.
• Examine ways to preserve small businesses and provide incentives for developers to accommodate these businesses into new projects.
• Educate business owners on the programs and services available to support new development.
• Use the Main Street program model to support small businesses throughout the Sugar House community.

Conclusion

In order to preserve the attractiveness of the area, the City must ensure that the intensity of development is in keeping with the charm and vitality of the area. As long as automobile travel is the dominant form of transportation, individuals may be discouraged from shopping in Sugar House if they find the entry streets to be too congested. Even if each individual development provides adequate parking, if the master plan and zoning regulations are changed to allow for development without other considerations, the opportunity cost is the reduction in free traffic generated by the individual businesses and residential developments will negatively impact the capacity of the streets.

Policies

• Ensure that new development is managed, balanced, and designed with multi-modal options so that automobile travel does not exceed the capacity of the street infrastructure within the Business District.
• Provide multi-modal options to alleviate the dependence upon automobile travel.

Traffic & Pedestrian Orientation

acknowledging that 2100 South will be an active arterial street, the community believes the business area is too impacted by speeding cars making it more difficult to create a pedestrian-friendly environment. Businesses are concerned that the high speeds along 2100 South, 1100 East, and Highland Drive make it difficult for shoppers to explore their storefronts and discourages shoppers from stopping due to the perceived danger of entrance and exit. Some specific suggestions on how to decrease speeds so pedestrians feel safer are: First, on-street parking can be used as a traffic-calming measure and as a buffer between pedestrians and moving vehicles. On-street parking increases the pedestrian’s sense of safety by functioning as a physical barrier between the sidewalk, and traffic, and slows automobile speeds by narrowing the driver’s sense of speed. Additional traffic calming measures include woonerfs, which are primarily found in European countries, and can provide a powerful signal for drivers to slow down because the design indicates the roadway is a shared space, not just a thoroughfare for automobiles. All traffic calming designs, including bulbouts, landscaped medians, roundabouts and others should also be considered to manage automobile travel and make the streets safer for both pedestrians and cyclists. Additional, second places for pedestrians to cross 2100 South are needed. There is currently only one signalized intersection (2100 South and 1100 East) in the core area where pedestrians can cross. The existing crosswalks at 1000 East and 1200 East should be studied for modifications to allow safer pedestrian crossing, such as button activated pedestrian traffic signals. Third, the City should study the feasibility of making Highland Drive, south of 2100 South in the Business District a two-lane street, with a continuous center turn lane and angled or parallel on-street parking. “Brick in angled parking, where the potential for conflicts is reduced because the driver can see approaching traffic; should also be considered as a way to more safely allow on-street parking.

The Business District can be improved in terms of making it a more pedestrian-friendly experience. The City needs to think “pedestrian first” when approving new developments or when implementing its own public works projects. This includes pedestrian circulation between blocks, sidewalks, the ratio of individual developments. It is essential that pedestrian crossings on 2100 South are added and the existing crossings are enhanced. The City must also commit to implement pedestrian first policy for the Business District to ensure the pedestrian is given priority consideration. As the new developments and growing number of projects is recommended.

Policies

• Implement a “pedestrian first” policy for the Sugar House Business District zone.
• Design 2100 South to provide for a safe pedestrian environment and accommodate all pedestrian crossings along 2100 South.
• Evaluate if Highland Drive, south of 2100 South in the Business District can be made into a two-lane street, with a continuous center turn lane with angled or parallel on-street parking.
• Increase pedestrian safety in the area of the Brickyard Shopping Center and the Brickyard Apartments to the north and to the east across Richmond Street.

Parking

Notwithstanding this pedestrian orientation, for the next seven years, there is not enough parking using the area to arrive by automobile. Maintaining an efficient circulation system and adequate parking to accommodate the automobile must be a priority. This will not only facilitate the growth of businesses, it will help minimize adverse impacts on the adjacent residential neighborhoods. Off-street parking located behind businesses are necessary. In order to help assure the parking requirements for new development areas are adequate to serve future needs, the City should retain ownership of all property it currently owns in the Business District, including streets, alleys, and parcels, until such time as comprehensive development plans are implemented. Future rights-of-way could thus be acquired through land trade arrangements rather than by expropriation of capital.

Parking will continue to be an issue in the area in terms of configuration, the number of stalls available and coordination between the public and private sectors. While substantial private investment is the key to economic growth, local government can assist by providing financial programs and appropriate development regulations and incentives. The City must be committed to implement key public infrastructure improvements and maintenance of public spaces.

Policies

• Support ongoing reinvestment into the Business District to ensure the long-term sustainability of the area.

City Redevelopment Agency

In 1986, the Redevelopment Agency of Salt Lake City (RDA) declared the Sugar House Business District a Reinvestment Area. The designation allows the RDA to provide assistance and encouragement to developers to move within the area (Figure 5) consistent with the goals of the master plan. The RDA will continue to participate in the redevelopment and improvement of property within the Business District until its authority expires in 2012.

The overall goal of the Sugar House Neighborhood Development Plan, adopted in 1986, is to re-establish the visible image of the Business District as a unique place that incorporates a mixture of residential, retail, office, entertainment, and residential facilities. Other development objectives outlined within the plan include:

• Eliminate physical and economic blight by removing deteriorated and functionally obsolete structures of no historic or aesthetic value, and replacing them with modern and adaptive re-use of structurally sound buildings; and
• Provide access to the area to facilitate better traffic circulation.

Since the adoption of the redevelopment project area, the RDA has been involved in several projects, including The Commons at Sugar House retail center and the Ironwood Schoolhouse Apartments project. It is hoped that with the completion of the current projects and additional projects in the area, will encourage additional private investment and development, creating a more stabilized and vibrant commercial center.

Short term redevelopment goals for the area include:

• Fund infrastructure projects in the Business District and around all commercial nodes
• Evaluate the feasibility of creating a parking district in the Sugar House Business District.
• Strongly encourage structured and underground parking wherever feasible to minimize the impacts upon surrounding land uses and reduce the land area used.
• Retain ownership of all publicly owned property in the Business District; including streets, alleys, and parcels, as well as any land acquired through land trade arrangements rather than expenditure of capital.
PARKS AND OPEN SPACE

INTRODUCTION

Parks and Open Space contribute to the sustainability of the community in a variety of ways. They represent an important element in creating green spaces, serving as areas of both reflection and more active recreation. For the residents, parks add tremendous value to their neighborhood, as they provide good recreation facilities, such as ball fields and playgrounds, and also offer cultural activities such as outdoor concerts and plays. Additionally, trees and green space provide environmental benefits by reducing urban heat and by improving the air quality. Urban green space provides environmental benefits by reducing urban heat and by improving the air quality.

The Brickyard Plaza

The redevelopment of the old Brickyard industrial site by the private sector to a mixed-use commercial, office, and residential development was completed in phases throughout the late 1970s and early 1980s. The development contains a community-level commercial mall with 312,000 square feet of retail space, an anchor department store, a 17-screen multiplex movie theater, and an office tower. The moderate-density residential development contains 108 condominium dwelling units.

Over the years, the center has had on-going changes in tenants and continued reinforcement. The center remains a vibrant, auto-oriented retail center for the Sugar House Community, the City and outlying residential communities. However, with the prospect of a future light rail route going south near the Brickyard development, it has the potential to become a more transit-oriented pedestrian-oriented area. Therefore, the area should be supported with appropriate zoning and a land use plan that allows for this long-term transition.

Policies

• Plan for new development in this area to provide a mixture of land uses that support a pedestrian orientation and transit.

Sugar House Project Area

Not Within Project Area

Strategies to support and maintain a green Sugar House include: increasing the amount of vegetation and green areas through extensive tree plantings and landscaping, creating and maintaining urban parks and community gardens and promoting a network of regional open space areas and corridors.

Parks

• Expand the urban forest of Sugar House through extensive tree plantings and landscaping, creating and maintaining urban parks and community gardens and promoting a network of regional open space areas and corridors.

• Utilize the public benefits of maintaining and expanding the urban forest.

• Support a per acre cost-of-service pricing and tax-based funding methods for the purchase of land for public use.

Existing Park Facilities

Regional Parks

Urban parks are recreational areas that may serve an entire region. These are often over 100 acres in size and may contain an abundance of natural quality suitable for outdoor recreation activities such as jogging, picnicking, boating, fishing, swimming, camping, and hiking. Large urban parks may be more specialized than the community or neighborhood parks. While these departmental and neighborhood parks facilities are good, they are dedicated to specific uses, such as golf. Large urban parks are usually located to take advantage of unique natural or cultural features.

Sugar House Park (1602 East 2100 South) consists of 115 acres. Once the site of a stone-walled territorial prison, the land of Sugar House Park now represents a cherished conservation legacy. Volunteers and tax appropriations joined forces in the mid-twentieth century to turn the old abandoned prison property into a park. In 1957, the land was consigned by the Sugar House Community to the City, and in 1962 the City acquired the property through condemnation proceedings.

Neighborhood Commercial

Small commercial centers located within or immediately adjacent to neighborhoods provide a necessary service to area residents. Sugar House residents' demand for neighborhood convenience stores has been met, particularly with the opening of neighborhood shopping centers and easy access to transportation. Today, the neighborhood businesses serve a substantial demand for neighborhood convenience stores that can walk to instead of having to drive to. In addition, neighborhood businesses often have the benefit of being in a neighborhood, which may attract more patrons to the area.

Neighborhood Commercial areas may consist of four or more stores or isolated parcels. The businesses range from grocery stores to restaurants. Some neighborhood businesses identified in the land use plan are at 2100 South and 2100 East, Stratford Avenue and Gummere Street, 2700 South and 2000 East, and portions of 2100 East and Parley's Way. The community supports a Citywide effort to revitalize and strengthen the Neighborhood Commercial Districts. Changes that are recommended in that zoning district include:

• Eliminating incompatible automobile-oriented uses where allowed.

• Requiring windows on the first floor of new buildings with entrances facing the street and parking located in the rear.

• Providing a pedestrian circulation component in every development approach.

• Requiring multiple public entrances in new larger developments.

• Requiring design review or site design standards, and

• Requiring signage to be at the pedestrian level.

The issue of nonconforming properties deserves special attention. Properties that are used for commercial or business purposes, but are zoned residential. As nonconforming properties, the house is very limited in terms of expansion or rebuilding, even if a disaster strikes. In some cases, these nonconforming businesses have been the lifeblood of the neighborhood for decades and have served the surrounding residential area without undue harm to that neighborhood. However, reusing the property for commercial bestows upon that property significant value and rights including allowing the possibility that the current use could be replaced with any use permitted in the commercial zone. Therefore, the City should be cautious in rezoning these nonconforming properties to commercial. Each should be considered on its own merits, with the public and surrounding residents given the opportunity to become involved in the decision-making process.

The City should also consider the establishment of a distinct new zoning category for these properties, giving the property owner some certainty (e.g., the right to rebuild after a fire) without raising the status to full commercial zoning. This concept could be called "legalizing the building," which would only be applicable in a few discrete circumstances especially for residential land use.

Policy

• The City should explore new techniques and standards that would allow nonconforming properties to serve residents within the surrounding neighborhood while mitigating impacts that may adversely affect the residential character of the neighborhood.
In recent years, the Park Authority has received an increasing number of requests for use of the park for organized activities. There are also a number of significant citizen interests in retaining the park for use as a quiet and peaceful oasis rather than a playground. The majority of Sugar House residents (1994 survey) preferred to see the Sugar House Park to any development of facilities for active recreation. Therefore, these competing interests must be balanced while retaining the integrity of the park resource.

The park has operated without a current master plan for some time. The Board of Parks has indicated its desire to complete a plan but funding has not been made available to finish the process. Therefore, any new proposals are evaluated on a case-by-case basis rather than within the context of a specific plan. All plans are based on consistency with the articles of incorporation and its contract with the City and County. However, continuing usage and development can benefit from a long range and comprehensive plan.

Policies

Support the Sugar House Park Authority to complete a master plan for Sugar House Park and invest in a park to support ongoing funding.

Ensure that funding for maintenance and upgrades to the park is sufficient.

Support funding for maintenance and upgrades to park facilities and

Ensure the tennis courts are renovated and protected from being completely lost to parking space.

Ensure the creation of a skateboard park is in order to provide skateboarders now using the public sidewalks, streets, and private property a safe, acceptable place to skate.

Ensure that landscaping and buffering is addressed in any request for use to maintain existing space.

Support the Sugar House Park Authority to provide skateboarders now using the public sidewalks, streets, and private property a safe, acceptable place to skate.

Community Parks

Community parks are planned primarily to provide active and structured recreation opportunities for your neighborhood. Community Park facilities are designed for organized activities and for casual play. Individual and family activities are encouraged. They usually exceed 15 acres in size and serve an area of one- to two-mile radius. The National Recreation Association of America standards recommend 5 to 8 acres per 1,000 population. These parks often have sport fields, water bodies, interpretive trails or similar features as the central focus of the park. The larger multi-service community parks are economically beneficial in that they provide a wider range of activities, are easier to program and are less expensive to maintain on a per acre basis.

Fairmont Community Park (2201 South 900 East) is a 30-acre park. This park is one of the most heavily used parks in the City and is becoming increasingly difficult to maintain. This vibrant community park provides a variety of activities and amenities for the area. It has a regulation soccer field, softball fields, basketball court, tennis courts, a small cottage that has been used as a center since, picnic pavilions, Sugarhouse Boys and Girls Club, natural springs that feed a pond, and a new swimming pool complex. The new swimming pool facility will be a popular recreational facility for the community. However, the construction of this facility required losing some open space in the park. The community is very concerned about further loss of open space in the park. In order to prevent this, the city has established a green space area north of the Garfield Center on 1600 South.

Tanner Park (2750 South 2400 East) is a 2.5-acre mini-park that lacks identity as a City-owned park because of the minimal landscaping and improvements. It needs an updated irrigation system, a playground that meets the requirements of the Americans with Disabilities Act (ADA), ball diamond improvements, and new trees and signs. The small, unimproved portion of the park that remains very busy during school days. The park is also adjacent to Fairmont Elementary School and remains very busy during school days. The park includes two tennis courts, a little league baseball field, and regulation baseball field. Improvements needed at this park include additional irrigation, renovation of the ball fields, additions, ADA-standard (Americans with Disabilities Act) drinking fountain and renovating the parking lot.

Wildcrest Park (2250 South 2000 West) is a 0.75-acre mini-park. Needed improvements include grading, irrigation, drainage, additional benches, trash receptacles, landmarks, lighting, and Improvements to the Canal/McClelland Corridor and the Parley’s Creek trailway corridors. There is also an opportunity to access the river from the surrounding neighborhood. The park is located on 2000 West near the intersection of Fairlawn and 2250 South. No population ratio standard for this type of park has been determined. The City Council intend to develop the area as a tree corridor. However, the community would like these sites to be developed as a green space and for use as a park. The City does not have a master plan to identify these sites as a park, for use as a park, or for use as a green space. A City Council plan also identifies needed improvements to this park in order to provide an off-leash area for dogs in a central location, accessible by walking for much of the population.

Creating Additional Park Space

The Wilford, Highland, and Nibley neighborhoods exhibit the greatest need for Neighborhood Parks. Therefore they have the highest priority for park development. Since 1990, 46 acres of land has been identified for potential neighborhood park sites (Figure 1). Of these, two sites, 19th Street between Highland Drive, has been vacant for many years and would be ideal for park use. The original 20 acres of neighborhood parks for Sugar House. Presently, there are only 10.5 acres of neighborhood park space in Sugar House, resulting in a deficit of 14.76 acres. Whereas ownership in the Sugar House community is high, it is important to provide an off-leash area for dogs in a central location, accessible by walking for much of the population.

Figure 6 Sugar House Parks and Open Space

| Existing Parks | New Locations | Open Space Plan | Potential Parks/Green Space Areas |
Support funding for park maintenance, acquisition, and development.

- Ensure accessibility of all park and open space.
- Strive to meet national standards for Neighborhood Parks.

Park Maintenance and Improvements

- Support the implementation of the Salt Lake City Open Space Plan.
- The Salt Lake City Park Reinvestment Plan (Prop. 1) requires that any existing open space standards in Sugar House are in need of renovation and improvement. The recommended improvements for parks are incorporated into this plan.

Community Recreation Center

- Reinvestment in these courses is imperative to the history and development of Sugar House. Both Nibley Park and Forest Dale Golf Courses are significant to the City's third municipal golf course after the Nibley Club and Forest Dale Clubhouse. Due to the proximity of this golf course to Interstate 80 and 2300 East, it is an 18-hole private course. The Sugar House Community Recreation Center identified also the location and merits of financing an education center is still under evaluation and should be pursued.

Policy

- Support the community of a Development Center that includes programs for all age groups.

Golf Courses

- The Sugar House Community has three golf courses; two publicly owned and one privately owned.

Nibley Park Golf Course (2780 South 700 East) is a 50-acre, nine-hole course and the oldest golf course in the City. It was originally the site of Caliber's Park, an amusement park and the Golf Course by Charles W. Nibley in 1921. The course is used as a go-cart course in perpetuity. The golf course was founded in 1921. Nibley Golf Course is a nine-hole golf course that also contains a small driving range. A large project to install a new driving range fence was completed in the spring of 2000.

Forest Dale Golf Course (2735 South 900 East) is a 61-acre, nine-hole course. The land was developed into a golf course in 1906 by the Salt Lake Country Club. The Country Club of the United States purchased the land in 1935 Salt Lake City acquired this property with much of the renovation and collection work undertaken by the World War II and the City's third municipal golf course after the Nibley Park and Forest Dale courses. A complete renovation to the historic Forest Dale Clubhouse was completed in 1995, and the golf course is managed by the Salt Lake City Golf Division administration offices, in addition to its primary role as the Sugar House Community Recreation Center that includes programs for all age groups.

The Country Club Golf Courses located adjacent to Interstate 80 and 2300 East, is a 180-acre private course, one of the largest courses built in 1924. The course is known as the largest single driving range in Sugar House Community. The Sugar House Community Recreation Center identified also the location and merits of financing an education center is still under evaluation and should be pursued.

Both Nibley Park and Forest Dale Golf Courses are managed by the Salt Lake County Golf Division, and are located in the 2700 South City Open Space Plan, developed in 1999 by the Salt Lake City Golf Division. This course is part of a 4.5 million-dollar capital improvements plan to be made to these two courses over the next 20 years. Significant capital improvements are anticipated to include, such as: putting greens, bunkers, water hazards, and additional golf course expansions. The Forest Dale and Nibley Park golf courses are located in many parks as recreational facilities. The majority of the stream is bounded by steep banks and runs through existing residentially developed area. A large project to install a new driving range fence was completed in the spring of 2000.

Emigration Creek Corridor

- Support the implementation of the Salt Lake City Open Space Plan.
- The Sugar House Community Recreation Center identified also the location and merits of financing an education center is still under evaluation and should be pursued.

Policy

- Support the implementation of the Sugar House Master Plan.
- Strongly support implementation of the proposed Parley's Creek trailway, and the trails-with-trails component along the light rail corridor.

Emigration Creek Corridor

- The Emigration Creek corridor is in that the majority of the stream is bounded by steep banks and runs through existing residentially developed area. A large project to install a new driving range fence was completed in the spring of 2000.

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all of the freeways are designed for the highest travel speeds. Portions of 700 East and 1300 East are examples of arterials that are for short distances or local traffic movements. There are also state highways. Arterials in Sugar House that are not State highways include 900 East, 1100 East/Highland Drive, 2100 East (north of 2100 South), 2100 South, Parley’s Way, and portions of 1700 South and 2700 South.

Collector Streets: Collectors provide the connection between arterials and local streets. There is direct access to abutting properties. These streets provide the medium distance trips such as between neighborhoods. They also collect traffic from the local streets and channel it to the arterial system. Collectors typically have narrower right-of-ways or lower speed limits than arterials. In Salt Lake City some collector streets are unique because of their narrower right-of-ways or higher traffic volumes.

Local Streets: Local streets provide for direct access to the residences and businesses which they serve, and are for short distances or local traffic movements. There are few, if any, restrictions on the number of driveways allowed on local streets. Within Salt Lake City, most local streets have a speed limit of 25 mph.

In general, the classification of roads existing in the City should be maintained and not altered. The arterial and collector roads serve more than the local area and their classification is one factor in determining the necessary level of service. Many residents, however, are concerned with the speed and volume of automobiles that are allowed on the arterial streets. Of particular concern is the designation of City Arterial Streets. The designation of City Arterial Streets should be realigned for consideration as collector streets.

Policies:
• Plan and design for the quality of a trip by automobile as well as for speed and capacity.

Alleys
In areas where walking is to be encouraged, garages which are readily visible from the street and dominate the front facade of a home are undesirable. Alleys provide relief to the street system and a secondary access to individual parcels. Alley-accessed garages which are behind the house so that parked automobiles do not obscure the streetscape or obstruct the sidewalk. Adequate lighting and other crime prevention design elements in alleys also encourage pedestrian use and increase safety. If lighting is provided in alleys, consideration should also be given to ensure lighting does not negatively impact adjacent residential uses.

In Sugar House, alleys have traditionally been incorporated into development patterns and many alleys currently serve both residential and commercial allowing a scale of development that contributes to the pedestrian orientation that many of the well-established neighborhoods embody. However, due maintenance issues, the abutting property owners to an alley frequently request that the City vacate the property. It has been the practice of the City that if approved, the alley is divided equally and ownership is transferred to the adjacent property owners. Transferring ownership of property that was once development of pedestrian and bicycle trails and other amenities.

• Establish neighborhood and neighborhood groups to adopt a park or preserve for maintenance.

Support the Salt Lake City Transportation Master Plan. This plan incorporates the Transportation Master Plan by reference into the Sugar House Transportation Master Plan.

Strongly discourage reclassifying any streets to a higher level, for example, from collector to arterial.

Create a master plan for Parley’s Historic Nature Park, to ensure environmentally sensitive development of pedestrian and bicycle trails and other amenities.

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Establish neighborhood and neighborhood groups to adopt a park or preserve for maintenance.
Policies

• Corporate alleys in new residential development projects whenever feasible.
• Discourage wide three lane commercial frontages access if the alleyway abuts residential property.
• Encourage dedicated public streets in new developments.

Land Use and Transportation Issues

Decision makers must always take into consideration that land use patterns and transportation can have a direct relationship. Decisions made about land use, including type and intensity of use, affect transportation systems. As new development occurs, it places demands on streets and parking spaces. The locations where people live and the density of the houses they live in will influence traffic patterns. At the same time, decisions made about transportation systems will affect land use patterns.

New development, including re-use of existing development, can have significant impacts on existing street and parking facilities. Although the City recently adopted an impact mitigation fee program for streets, the fees for street improvements, it does not apply to the Sugar House area. Furthermore, the City does not have a mechanism for accepting fees if it is determined that it was appropriate for a new development to contribute to intersection or street improvements.

The increase in traffic volume must be analyzed to determine which land uses are generating the increase. Likewise, land uses outside of Sugar House may be impacting the system as much or more than the local traffic generators. Traffic studies should be conducted when land uses generate a significant amount of traffic.

The estimated start date of this project is 2010; pending approval of the project. The Parley’s Canyon pedestrian overpass, completed in 1999, has proven that there is a large demand for pedestrian improvements.

Commuter Traffic

The very heavy traffic on 1300 East traveling through the Sugar House Community has degraded the quality of life for many residents. This includes both aesthetic and environmental impacts on the surrounding residential neighborhoods. The traffic congestion also limits the ability for public transit to operate efficiently. The State prepared the Interstate 80 Major Investment Study in 1998 identifying some options for the interchange improvements.

The interchanges that were studied for improvements in Sugar House include 1300 East, 2300 East, and 2300 East. Each interchange has various options as to how it could be configured. One of these options was eliminated after the 1998 Interstate 80 Major Investment Study was completed. This was the option of a full access interchange, connecting 2300 East across Parley’s Canyon. The City firmly opposes a full access interchange because it would irreparably damage the existing residential neighborhood.

As it is currently designed, Interstate 80 causes various land use conflicts as it bisects the Sugar House Community. For example, east of 1300 East the conflicts are reduced because the freeway is depressed and because of the open space and golf course areas that help to mitigate the impacts. However, west of 1300 East, the grade freeway produces conflicts.

These conflicts can be alleviated by planned vegetation along the freeway right-of-way as a visual barrier, in addition to constructing additional sound attenuation walls at critical locations. In many locations, buffering space and sufficient vegetation is inappropriate to sound attenuation walls. In addition to the improved aesthetics of space and vegetation, this alternative would not redirect the sound. Consequently, the City firmly opposes a full access interchange because it would irreparably damage the existing residential neighborhood.

Another consideration that should be analyzed is providing non-automobile public access along and across the interstate right-of-way. This includes the future transit line as well as pedestrian and bicycle trails.

The Parley’s Canyon pedestrian overpass, completed in 1999, has proven that there is a large demand for such facilities. Accommodating the pedestrian and bicycle traffic reduces the need for the automobile and provides better linkage for the neighborhoods. Finally, landscaping and sound walls are an important part of the design considerations as final plans are completed. This estimated start date of this project is 2011; pending funding allocations.

Policies

• Encourage UDOT to include adequate mitigation to address existing land use and transportation negative impacts to Sugar House including providing transit and providing funding for bicycle trails.
• Discourage wide three lane commercial streets north and south of 2100 South.

Pedestrian

Efficient and safe pedestrian circulation is a high priority in the Sugar House Community. The City utilizes much expertise and financial resources to ensure pedestrian safety. This, too, the ability of the pedestrian to function safely and efficiently is not adequately considered. Therefore, pedestrian circulation should be included in all new developments.

The Sugar House Master Plan envisions improved pedestrian linkages between and through the commercial core, community centers, and open spaces. In areas to be developed the increase in the safety of pedestrians and the City also needs to give attention to the needs of pedestrians who frequent commercial and retail businesses. Pedestrian-oriented amenities can increase the pedestrians’ feeling of safety and desire to choose that mode of transportation. The safer pedestrians feel on the street, and the easier and more interesting the experience, the more likely they are to access the businesses by foot.

Currently, pedestrian circulation around new office buildings, shopping centers, and, even isolated corner businesses is often given little forethought. Pedestrians find themselves without a sidewalk, at conflict with vehicle flow. Cyclists have found their way to weave through parked cars to reach the front door of a business. Others have tried to address this problem by adopting ordinances or standards for pedestrian access within new development.
The benefits of developing a high-quality pedestrian environment include: (1) reducing traffic congestion and air quality, (2) increasing visibility and safety for pedestrians, (3) increasing property values, and (4) increasing the appeal of urban areas. These benefits are particularly important in Sugar House, a neighborhood with a rich history and a vibrant business district. The Salt Lake City Master Plan, the Sugar House Business District Plan, and the Sugar House Bicycle and Pedestrian Master Plan all support the implementation of a pedestrian-friendly environment in Sugar House.

Consequently, to expand on the potential of the Sugar House Town Center as a destination place for recreation, shopping, dining, and entertainment, it is important to ensure that other pedestrian-oriented areas can be created and that the existing pedestrian-oriented streets can be extended. These pedestrian-oriented streets in Sugar House can be created in a number of different ways, including the installation of curbs and medians, the creation of a bike lane, and the installation of bike lanes and medians. In addition, sidewalk enhancements, landscaping, and other improvements can be made to improve the pedestrian environment in Sugar House.

Policies

- Support the implementation of the Salt Lake City Bicycle and Pedestrian Master Plan. This plan incorporates the Bicycle and Pedestrian Master Plan by reference into the Sugar House Master Plan.
- Ensure that the pedestrian-oriented environment in Sugar House is safe, comfortable, and accessible to all pedestrians.
- Provide a safe and well-designed pedestrian access to public transportation.
- Use brick or textured surfaces for better footing.
- Provide pedestrian-oriented amenities and safety.
- Promote the use of new commercial spaces near the pedestrian-oriented environment in Sugar House.
- Provide a safe and well-designed pedestrian access to public transportation.
- Use brick or textured surfaces for better footing.
- Ensure that the pedestrian-oriented environment in Sugar House is safe, comfortable, and accessible to all pedestrians.
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Transit

The transit system in the City is the process of preparing a comprehensive bicycle and pedestrian plan. This plan will be incorporated by reference into the Sugar House Master Plan. This plan will be used to develop a safe and well-designed pedestrian access to public transportation.

- Support the implementation of the Salt Lake City Bicycle and Pedestrian Master Plan. This plan incorporates the Bicycle and Pedestrian Master Plan by reference into the Sugar House Master Plan.
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URBAN DESIGN ELEMENT

INTRODUCTION

It is the design and consideration of the built environment that results in the visual form of a city or in this case, the Sugar House Community. The urban design element of this Master Plan is in the form of guidelines or policies to preserve and redevelop the urban infrastructure of the Sugar House Business District. The City adopted a Urban Design Element that is in line with the Sugar House Community. Design considerations are also included in other elements of the Master Plan, such as the Design Guidelines Handbook, and the City’s Open Space Plan. These resources must be consulted throughout the community development.

Sugar House Business District Design Guidelines

The Sugar House Business District is well established as the center of commercial activity for the Sugar House neighborhood. The City already has a such a system in place in areas near downtown and the University of Utah. Another solution to parking in the Business District could be shared offstreet parking. Many cities across the country have successful parking districts that are transit, pedestrian and bicycle-friendly. A system like this could be implemented to accommodate both the residential and the commercial users of the street. The City already has a system in place for off-street parking in the Business District. This system includes the use of on-street parking and off-street parking districts. This type of system includes parking management strategies such as shared parking, where access to parking is restricted to businesses in the Business District. Policies

- Support the construction of light rail along the Sugar House road corridor and determine locations for future transit stations and park and ride facilities.
- Identify and implement the Sugar House Business District on the Brickyard Plaza and on 2100 South near 2100 East.
- Create a station in the Business District.
- Create a parking management plan that develops the Sugar House Business District.
- Create a transit-oriented development (TOD) zoning district or overlay zone that may be implemented throughout the Sugar House Business District.
- Provide parking for the pedestrian network.
- Provide parking for the transit network.
- Provide parking for the bicycle network.
- Support the use of alternative fuels for mass transit systems for cleaner air such as electric, methanol, and other methods of cleaner burning engines.

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some of the existing parking area for commercial or residential use, might cause objection to this particular zone. A development pattern of this nature will decrease the environmental quality of parking area and increase the walkability of the shopping center.

Regional scale commercial development should remain as a viable option for this area. The possibility of the type of development should consist with the possibility of small individually owned businesses. Both types of development can be reigned given thoughtful site design with the key goal of a pedestrian oriented community.

Market factors may influence the type of redevelopment for this section of the Sugar House Business District. The following policies will ensure that the redevelopment in this area is consistent with the general policies and guidelines of this Plan, while at the same time allowing flexibility as the area redevelops according to market influences.

Policies
• Building to the street is desirable and encouraged, however, it is recognized that this design feature may not always be achievable. The purpose of building to the street is to encourage pedestrian circulation and to create an inviting aesthetic environment. With this in mind, redevelopment proposals should consider pedestrian circulation as a critical design feature. Building setback adjacent to the street should be reviewed to assess the degree of compliance with the overall policies of this Plan.
• Provide parking structures and underground parking structures in order to address the "sea of asphalt" issue, which detracts from the pedestrian experience.
• Provide landscaping and dedicated walkways as elements of design, recognizing the coexistence of the regional commercial center with the key goal of community walkability.
• Promote mixed use development including a residential component for any of the buildings as shaping space, rather than occupying it.
• Provide adequate landscaping and setbacks, particularly adjacent to residential uses.

Neighborhood Commercial Node Design Guidelines

The neighborhood business streetscape is small scale but still orients directly to the street. It is transit oriented, pedestrian oriented, on-street parking, wide sidewalks, street furnishings, lighting and landscaping. The mixed use characteristics are emphasized in nature; while the upper level is either residential or commercial depending on specific land uses.

A neighborhood commercial center is a valuable, positive, element with the surrounding residential neighborhood. These small businesses allow residents and visitors do some of their shopping and business without using the automobile. This is not only a benefit to the neighborhood, but adds to the ambiance of the neighborhood.

Many of these small businesses are locally owned, and they often provide a unique atmosphere, which contributes to the local economy. Some of these businesses are located on small lots of commercial property located in commercial nodes. The nodes in Sugar House that are recognized as neighborhood shopping areas are:

• 2100 South/2100 East
• 1500 South/1500 East
• 500 East/2300 South
• 2700 South/700 East and 2700 South/300 East

The Strafford Avenue and Glenmore Street neighborhood shopping node is an example of a center that is underutilized. However, implementation of certain urban design principles can transform this into a compatible, more popular neighborhood shopping center, including pedestrian oriented, neighborhood shopping area. These elements, which are applicable to all small commercial areas, included the following:

Policies
• Remove curb cuts which fail to terminate in legal parking space.
• Remove asphalt from parking strips and replace with a more pedestrian friendly surfacing such as gravel or stone.
• Plant shade trees in the parking strip to continue the boulevard of trees found in the residential streetscape.
• Create plaza space by shaping the surrounding sidewalks to fit the streetscape.
• Provide benches and shelters at bus stops and plaza spaces, along sidewalks.
• Replace deteriorated sidewalk at the same width as found in the residential streetscape (minimum width of four feet).

• Implement signage guidelines:
  — Signs should be pedestrian oriented and pedestrian scale, emphasizing wall, blade, or monument signs rather than pole signs.
  — Off-premise signs are inappropriate and should not be allowed.
  — Provide landscaped buffers between the commercial and residential uses. The use of light-reflecting or permeable materials and colors is encouraged.
  — Upgrade lighting fixtures with a unified theme in a pedestrian scale.
  — Screen garbage receptacles or unsightly equipment.
  — Install parking width signage and defines street parking stalls.
  — Locate parking areas behind all buildings.
  — Reduce the "sea of asphalt" by providing landscaping and pedestrian oriented businesses. The community feels additional height would encourage a more interesting mix of shops. The following are design policies for this area:

Business District Land Use Designation Guidelines

There are several land use types that constitute the Sugar House Business District. These include the town center scale mixed use; neighborhood scale mixed use; open space. Each of the land use designations are described below to convey their quality and character, and policies are included in order to guide future development in these areas.

Town Center Scale Mixed Use
The Sugar House Center warrants special attention as part of the Town Center Scale Mixed Use designation in the business district. This specific area is located between Highland Drive and 1300 East and bounded by the mountains. Proposed structures along 1300 East will be set back at least forty percent non-reflective glass on the ground floor.

Sugar House Center
The Sugar House Center warrants special attention as part of the Town Center Scale Mixed Use designation in the business district. This specific area is located between Highland Drive and 1300 East and bounded by the mountains. Proposed structures along 1300 East will be set back at least forty percent non-reflective glass on the ground floor.
**Residential Design Guidelines**

Well-established, single-family neighborhoods with bungalow architecture are typical of many residential areas in Sugar House. The community has expressed a desire to preserve the character and scale of existing residential neighborhoods through the use of appropriate architectural design and massing features that are common throughout a neighborhood. Even if not well built, visitors and residents with their first visual impression of that area. All of those alternatives should be explored for their potential to enhance the neighborhood character of residential areas in Sugar House. 

- **Gateways**
  - Gateway is a prominent entrance to a city, community or neighborhood and provides residents and visitors their first perception of the community. They are an important visual and architectural elements that provide residents and visitors with their first visual impression of the community. A gateway often frames a principal view and defines a change in land use, providing a point of identity from which the viewer begins to evaluate the form and scale of the area. The Sugar House Community has an important gateway at the mouth of Parley’s Canyon and continues along the East Bench Community of City Center. Parley’s Way on the south side of this gateway, the Parley’s Historic Landmark in its Parley’s Way preserves this open space as a natural area and enhances the overall environmental experience of this eastern gateway to Salt Lake City. Parley’s Way itself would be greatly enhanced if landscaped medians were established. This would not only present a more aesthetic entrance, but would help set the residential area on the south side from the commercial uses on the north side of the street. The Parley Pratt mansion is also a new gateway feature built with private funds at the corner of 2200 East and Parley’s Way on land donated by the City. The Sugar House Business District has existing gateways marked with monuments signs that can be updated with new monument green medians, or historically significant street trees. Other gateway points for the sub-community area include areas on Highland Drive, 1700 East, 1700 South and the intersection of Richmond and Highland Drive.

**Policy**

- Evaluate methods to preserve and enhance the character of residential neighborhoods in Sugar House.

**Gateways**

A gateway is a prominent entrance to a city, community or neighborhood and provides residents and visitors their first perception of the community. They are an important visual and architectural elements that provide residents and visitors with their first visual impression of the community. A gateway often frames a principal view and defines a change in land use, providing a point of identity from which the viewer begins to evaluate the form and scale of the area. The Sugar House Community has an important gateway at the mouth of Parley’s Canyon and continues along the East Bench Community of City Center. Parley’s Way on the south side of this gateway, the Parley’s Historic Landmark in its Parley’s Way preserves this open space as a natural area and enhances the overall environmental experience of this eastern gateway to Salt Lake City. Parley’s Way itself would be greatly enhanced if landscaped medians were established. This would not only present a more aesthetic entrance, but would help set the residential area on the south side from the commercial uses on the north side of the street. The Parley Pratt mansion is also a new gateway feature built with private funds at the corner of 2200 East and Parley’s Way on land donated by the City. The Sugar House Business District has existing gateways marked with monuments signs that can be updated with new monument green medians, or historically significant street trees. Other gateway points for the sub-community area include areas on Highland Drive, 1700 East, 1700 South and the intersection of Richmond and Highland Drive.

**Policy**

- Develop Sugar House’s Gateways to provide a good first impression of the district.
- Develop Gateways to strengthen the identity of Sugar House. Gateway designs should be visually impact, their views unobstructed.
- Preserve the major gateways in Sugar House.

**Business District gateways are as follows:**
- 2200 South and 900 East,
- 2200 South and 1300 East,
- 1100 East and Ramona; and
- North and Highland Drive and Interstate 80.

**Community area gateways are as follows:**
- 2200 South and 1300 East,
- 2100 South and 700 East,
- 2700 South and 1300 East,
- Richmond and Highland Drive Intersection,
- 2700 South and 2000 East,
- 1700 South and 2000 East, and
- 1700 South and 1300 East.

**Urban Forest**

The “Urban Forest” is very important in Sugar House for both its aesthetic and environmental benefits. A healthy tree canopy can mark the “event” that a community-gathering place offers. Other benefits include providing wildlife habitat, replenishing oxygen levels, and softening the effects of buildings and parking lots. Trees also supply shade and reduce the urban heat island effect.

- Reducing urban heat is of particular importance because it affects the overall health, comfort and livability for citizens within every city. Urban heating has a direct affect on energy consumption, regional climate, and air and water quality, storm water management and urban wildlife. Cool communities strategies should be incorporated into the design of new development wherever possible.

Sugar House provided a route from the city to Sugar House along 1100 East and helped open large tracts of land in the area for residential use. With the railroad suffered irreversible damages and was discontinued after the development of 1929, the former rail lines provided service to the southeastern part of the city, encouraging even more development. By 1941, the area bounded by 1300 South and 2100 South between 600 East and 1300 East was built up to such an extent that it could no longer be considered suburban.

- Prior to the financial panic of 1893, Sugar House attracted both individual families and real estate developers who valued the location on the main line of the railroad suffered irreversible damages and was discontinued after the development of 1929, the former rail lines provided service to the southeastern part of the city, encouraging even more development. By 1941, the area bounded by 1300 South and 2100 South between 600 East and 1300 East was built up to such an extent that it could no longer be considered suburban.

- Prior to the financial panic of 1893, Sugar House attracted both individual families and real estate developers who valued the location on the main line of the railroad suffered irreversible damages and was discontinued after the development of 1929, the former rail lines provided service to the southeastern part of the city, encouraging even more development. By 1941, the area bounded by 1300 South and 2100 South between 600 East and 1300 East was built up to such an extent that it could no longer be considered suburban.
beginning of the twentieth century and the availability of mass-produced, notable residential developments. The Salt Lake City Register of Cultural Resources, and included in historic districts that are adopted at the local level. Properties listed individually on the National Register are held to a higher standard for significance than those included in historic districts. It is simply easier to make the case that a wide “swath” of buildings contributes to our understanding of local development than to demonstrate the importance or significance of a single structure, such as an ordinary bungalow or Victorian house. However, preparation of a nomination for a district is a time-consuming and specialized task left to professional researchers who specialize in historic preservation. For this reason, neighborhood groups and community members are encouraged to apply for funding, such as Community Development Block Grants, to hire such consultants to conduct these surveys. The following table is a list of structures located in Sugar House listed on either the National Register of Historic Places, or listed on the Salt Lake City Register of Cultural Resources. Additionally, the Highland Park neighborhood, located directly one-half mile southeast of the Sugar House Business District, is listed as a district on the National Register. The boundaries include Elizabeth Street on the west, 1500 East on the east, 2700 South on the north, and Park Avenue on the north. The district contains 401 properties. Figure 11 illustrates this district, including the properties listed below.

NAME OF STRUCTURE

<table>
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<tr>
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Figure 11
Sugar House Historic Preservation Map

Historic Preservation Tools

Methods to ensure the preservation of the historic and architectural character of Sugar House include conducting historic resource surveys, preparing designation to the National Register of Historic Places, establishing historic districts, and increasing public awareness. Many of these efforts are already taking place, but they must be integrated into a cohesive program in order for preservation to be a viable tool in the planning process.

National Register of Historic Places

Due to the tax benefits associated with the National Register, and because of the prestige that such listing confers, nominating properties or districts on the National Register is the overall history of the surveyed areas and recommend historic preservation or conservation methods to ensure the preservation of the historic character of Sugar House. These continual attempts to remodel this neighborhood, located approximately one-half mile southeast of the Sugar House Business District, is listed as a district on the National Register. The boundaries include Elizabeth Street on the west, 1500 East on the east, 2700 South on the north, and Park Avenue on the north. The district contains 401 properties. Figure 11 illustrates this district, including the properties listed below.

Policies

- Promote the designation of significant sites and districts to the National Register of Historic Places
- Examine the architectural, cultural, and historical significance of historic buildings and sites listed on the National Register of Historic Places

Historic Resources Survey

Conducting a historic resource survey, known as a “reconnaissance survey” is the first step in gaining a National Register nomination for a district. The survey determines the concentration of “contributing” versus “non-contributing” properties, and reveals patterns of development, such as subdivisions, that make describing the history of a community feasible. A reconnaissance survey should identify properties worthy of further study, known as an “intensive-level” survey, which is also necessary for the preparation of a National Register nomination for a district.

In 1980, the City conducted two surveys of historic sites in the Sugar House area. These reports are called “Salt Lake City Architectural/Historical Survey – Central/ South” and “Southwestern Survey Area.” The reports identify many eligible individual sites and common issues such as protection or conservation. The most valuable component of these documents is the overall history of the surveyed areas that could be very useful for future research. However, because the surveys are more than 20 years old, it is recommended that new surveys be undertaken.

Recommended Neighborhoods for Survey

The area from 500 East to 1100 East between 2100 South and 2700 South should also be surveyed. This should include the commercial buildings of the business district and the remaining homes in the former town of Forest Dale.

Local Historic Districts

Altogether, the same methods are used to determine the eligibility of local historic districts, they differ in one very important regard; exterior work for buildings in locally-designated districts requires design review by either the Planning Division staff or the Historic Landmark Commission. In these neighborhoods, property owners must obtain a “Certificate of Appropriateness” before undertaking exterior work, including window replacement, additions, garages and fences. Aluminum and vinyl siding are not allowed. The Historic Landmark Commission also reviews applications for new construction and demolition. Thus, regulatory obligations exist for property owners in locally-designated districts.

Historic Landmark Commissioners and the preservation planning staff base their decisions on the principles outlined in the “Secretary of the Interior’s Standards for Rehabilitation of Historic Properties,” a widely accepted set of basic preservation design guidelines. In 1990, the City Council adopted “Design Standards for Residential Historic Districts in Salt Lake City.” A set of standard property owners, architects and contractors when beginning a project, and City staff and Historic Landmark Commission members when reviewing an application. While the Design Guidelines were prepared to guide property owners, the document itself had to comply with a regulatory process, the document is helpful to owners of historic residential properties anywhere in Salt Lake City.

Historic Marlo Theatre

Local districts are established in much the same way as the National Register districts; a historic resource survey is undertaken and a detailed, lengthy justification must be made as to why an area should be designated and regulated. The Historic Landmark and Planning Commission must recommend approval of an application.
to designate a new local district before it is adopted by the City Council.

The City provides no grants or special loans for buildings within a locally-designated district. Therefore, new local districts could be approved on the National Register of Historic Places without designation. Conservation districts also require ongoing monitoring. Because the actions regulated by the Historic Landmark Commission and planning staff have the potential to cause a significant impact on property owners, a lengthy public notice and education process is required prior to local designation. Conservation districts, due to the regulatory burden placed on property owners, the owners and residents of a locally-designated district should be steadfastly behind the implementation of any new regulations that require design review.

**Policies**

- **Balance** adequate staff and resources for administration when designating new local historic districts.
- **Employ** professional assistance when conducting historic district studies, including designating new local historic districts.
- **Support** designating new local historic districts only after they have been listed on the National Register of Historic Places.
- **Ensure** the underlying zoning is conducive to the preservation of structures in a historic district.

**Conservation Districts**

Local conservation districts, conservation districts are another tool intended to protect and enhance the appearance of neighborhoods that might not qualify for historic district designation. Conservation districts can be the "light" version of historic districts, in that they only regulate non-historic materials that are strictly regulated in historic districts, such as roofing, siding, and windows. If a material or feature would not be regulated in conservation districts.

Also, professional assistance when conducting historic district studies, including designating new local historic districts. Therefore, property owners, the owners and residents of a locally-designated district should be steadfastly behind the implementation of any new regulations that require design review.

Because the architectural features and development of residential neighborhoods in Sugar House are similar to what can be found in Salt Lake’s existing local historic districts, the City has assigned the Sugar House Business District since 1929. This historic structure is located in the Sugar House Neighborhood Conservation District. The Sugar House Business District includes almost all of the Sugar House Business District as illustrated in Figure 5. Although many changes have occurred in the district, the historic character of the Business District due to the lack of a new historic district.

A conservation district that requires new construction to conform to the historic character would, therefore, be self-imposed, and the property owner would be required to do the work to convince the Business District’s historic sense of place. A conservation district that requires new construction to conform to the historic character would, therefore, be self-imposed, and the property owner would be required to do the work to convince the Business District’s historic sense of place.

**Financial Resources for Historic Preservation**

Conservation districts and public benefit organizations can offer an array of incentives to assist property owners. Below are the most commonly used sources of funding and information.

- **Utah State Historic Preservation Office (SHPO)**
  - The Utah State Historic Preservation Office administers federal funding for communities with preservation programs that meet specific guidelines. Salt Lake City is a designated local community known as "Conserved Local Community." The SHPO receives a small amount of funding that is generally used to conduct reconnaissance and intensive-level surveys, and for the preparation of National Register nominations. In some instances funding is available for "bricks and mortar" rehabilitation projects.

- **Salt Lake City Housing and Grants Management**
  - The City’s housing rehabilitation program can provide loans up to $20,000, with interest rates as low as zero percent, prepare an assessment of a home’s condition and value, and obtain multiple bids from licensed and qualified contractors. The interest rate of the loan is based on income eligibility.

- **National Trust for Historic Preservation**
  - To encourage local efforts to preserve historic places, the National Trust for Historic Preservation established the Utah Preservation Initiatives Fund. This local fund is jointly administered by the Division of the National Trust for Historic Preservation. Local communities can apply for grants from this fund. An applicant needs to be an official representative of the National Trust for Historic Preservation. Local communities can apply for grants from this fund. An applicant needs to be an official representative of the National Trust for Historic Preservation and the desired project must meet the goals of the Trust. Grant applications are reviewed by the Utah Preservation Initiatives Fund Board. The Board consists of Utah Preservation Initiatives Fund Board (HITF) Chairs and additional community representatives.

**Public Facilities**

<table>
<thead>
<tr>
<th><strong>Sp engrue Branch Library</strong></th>
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</thead>
</table>
| The Salt Lake City public library system has provided educational materials, reading resources, and community meeting space at its Sprague Branch Library since 1929. This library is located in the Sugar House Neighborhood Conservation District. The Library offers a variety of services to assist in the construction of a community meeting room on the lower level of the parking terrace in the Sugar House Business District at 2131 South Highland Drive. The majority of the Sugar House area is served by the Sugar House post office in the Westminster Neighborhood. The Sugar House post office has been assigned to the Sugar House Business District since 1929. This has meant locating a substation, hidden underground in the lower level of the parking terrace in the Sugar House Community. This provides a district for an officer to complete reports while remaining at a conditioned location between a historic district and a conservation district for residential properties.

- **Policy**
  - Preserve and maintain Sp engrue Library as a community and historic resource.

**Police**

The Sugar House Community is serviced by the Liberty Division of the City Police Department located at 315 East 200 South. This station is located on the east side of Salt Lake City. Of major importance is the issue of school closures on the Sugar House Business District if the facility is ever relocated.

- **Policy**
  - Support locating a new police facility in the Sugar House Business District that is in a way that it will be available during non-school hours for public use. Open police "police" presence in the community. Encourage CPTED review for all new businesses and new development.

- **Policy**
  - Support funding for street improvements that may be necessary to improve traffic circulation for the Westminster Neighborhood. Other benefits are discussed under the previous discussion about: National Register of Historic Places.

- **State and Federal Tax Credits for National Register-Listed Properties**
  - For properties that do not qualify for historic district designation. Conservation districts are intended to protect and enhance the character of this commercial neighborhood. A conservation district that requires new construction to conform to the historic character of the Business District due to the lack of a new historic district. The area includes almost all of the Sugar House Business District as illustrated in Figure 5.

- **Salt Lake City Housing and Grants Management**
  - The City’s housing rehabilitation program can provide loans up to $20,000, with interest rates as low as zero percent, prepare an assessment of a home’s condition and value, and obtain multiple bids from licensed and qualified contractors. The interest rate of the loan is based on income eligibility.

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**HISTORIC SUGAR HOUSE POST OFFICE**

**Schools**

Schools are an essential component of viable and sustainable neighborhoods. Therefore, thoughtful interaction between and among the City and the school districts and the various school and community councils must occur.

The Sugar House Community is serviced by the Salt Lake City School District and the Granite School District. The boundary of the school districts is the same as the boundary between the City and County. Some children who live in Sugar House cross the City boundary to go to the Granite School District’s schools. Salt Lake City School District has a policy that school facilities should be available during non-school hours for public use. Open police "police" presence in the community. Encourage CPTED review for all new businesses and new development.

- **Police**
  - Support locating a new police facility in the Sugar House Business District that is in a way that it will be available during non-school hours for public use. Open police "police" presence in the community. Encourage CPTED review for all new businesses and new development.

- **Policy**
  - Support funding for street improvements that may be necessary to improve traffic circulation for the Westminster Neighborhood.
the School District is planning to construct two new schools on the west side of the City. Contributing to these decisions is State funding allocated for new construction, while funds for maintaining the existing schools remain limited.

Roslyn Heights Elementary School was one of the sites chosen for closure. The community and surrounding neighborhood are very concerned, not only about the future loss of the school, but also the potential impacts to the neighborhood and of the new land-use changes for the site. This particular site is included, surrounded by low-density residential uses with limited access from local streets. Therefore, surveillance of the grounds is difficult. Traffic and traffic from future uses may significantly impact the surrounding neighborhood. Issues such as traffic impacts and safety should be considered when evaluating alternative uses for the site. The current zoning for Roslyn Heights is Public Lands (PL), which offers only limited uses. This zoning designation should be retained until a reuse plan is formulated. The Salt Lake City School District and School Board are strongly encouraged to involve the public and the affected neighborhoods in the reuse planning process, prior to making any decisions on the future for the site.

In order to retain remaining schools as community anchors that can support sustainable neighborhoods, the Sugar House community recommends a variety of measures. An analysis should be conducted by the Salt Lake City School District to determine classroom needs for individual elementary schools based on land use and population information. There is presently an increase in higher density residential projects within specific areas of Sugar House, particularly in the Business District. The school district should not sell their property if the population continues to grow. The multiple use of schools for private schools, community centers, churches, etc. should be a priority in order to use public facilities as much as possible. Such reuse can also help fund education or for additional space for college courses.

Policies
Implement programs and provide incentives to attract families with children to existing neighborhoods.
• Retain existing schools in Sugar House to sustain the healthy neighborhoods of the community.
• Support shared use of school facilities in order to assist with maintenance costs. Lease agreements should be arranged for alternative uses at school sites.
• Encourage the school district to retain school land and support the reuse of closed facilities for community learning or activity centers, with associated grounds used for public open space.
• Strongly encourage the Salt Lake City School District and School Board to involve the public and affected neighborhood in the reuse planning process of Roslyn Heights Elementary School.

Westminster College
Westminster College has played a pivotal role in the educational heritage of the intermountain area. Westminster was established in 1911 at its present location at 1700 South and 1300 East. In 1949, the College became a four-year liberal arts institution offering baccalaureate degrees in the arts and sciences. Today Westminster College is a four-year liberal arts institution of higher learning with selected graduate programs.

Westminster College is a significant feature of the Sugar House community, providing both an educational resource and educational opportunities for community residents. The College is also an economic asset for the City, and the professionals and students at the College contribute toward a population base for the Sugar House Town Center businesses.

The Westminster neighborhood has both the Business District on the southern end with the college toward the north/east area of the neighborhood. Consequently, as the success of both the Sugar House Business District and the college have increased, impacts to the neighborhood (i.e., traffic) have increased as well. Community Development Block Grant funds have been allocated to prepare a small area master plan for the Westminster neighborhood (FY 2001-2002). Issues such as traffic, buffering and encroachment will be addressed at that time.

Policy
• Address issues such as traffic, buffering and encroachment in the Westminster Small Area Plan.

Convenience Stations
The Sugar House Business District will be a pedestrian friendly area in which people can shop, live, and be entertained. The visitors to the Business District will want to spend time here, and should not be made to leave only to visit a restroom.

Policy
• Integrate safe, well-designed restrooms and drinking fountains into the planning of major transit stops and other public spaces.

Street and Sidewalk Improvements
The urban environment includes infrastructure improvements of curb, gutter and sidewalk. Nearly all streets in the Sugar House Community have these improvements. Street conditions in the community are generally good, although many streets are exhibiting signs of age and deterioration. For example, 900 East from 1700 South to 2100 South is in poor condition with curb and gutter crumbling. The street has a high crown due to years of overlays and problems to adjacent properties and a safety hazard for motorists, bicyclists and pedestrians. Many local residential streets are also in need of reconstruction. A major key to upgrading and revitalizing older neighborhoods in Sugar House lies with upgrading and revitalizing the streetscapes of Sugar House.

The Public Services Division is responsible for the maintenance and repair of City streets. The existing City-wide process for making such improvements includes a community-wide needs and implementation assessment which is based on constant evaluation of City-needs and priorities.

Sidewalks which are displaced by tree roots are repaired by the City through an ongoing program in which the property owner and City share in the cost of replacement. Appropriate sidewalk improvements to accommodate the needs of individuals using wheelchairs or persons with Disabilities Act (ADA). In order to address safety issues, sidewalks that are within close proximity to parks should be identified as a priority need for construction or repair.

The majority of street improvement projects are funded through Special Improvement Districts (SID) where the City and adjacent property owners share improvement costs. Major streets are generally improved with gasoline tax funds. Community Development Block Grant (CDBG) target areas may also be eligible for improvements with CDBG funding rather than Special Improvement District funds. These areas include the western portion of Sugar House, census tract areas 1033, 1046 and 1049.

Policies
• Prioritize sidewalk construction or repair for areas located within close proximity to schools or parks.
• Support funding to continually upgrade and restore the streetscapes of Sugar House.

Street Lighting
The City provides street lighting for traffic and public safety. Many residents believe well-lighted streets can also be a deterrent to undesirable activity. Street lighting plays an important role in the safety and aesthetics of the streetscape. It can change how one perceives or uses an area. Street lighting is desirable at all street intersections. Street lighting should be provided along major streets.

The majority of street lighting meeting minimum standards is funded through Special Improvement Districts (SID) where the City and adjacent property owners share in the cost of providing the lighting. The Sugar House Business District has an SID that can be used to upgrade the street lighting within that district. Developers are also required to provide street lighting with all new subdivisions. In addition, funding for street lighting can be obtained through the use of Capitol Improvement or CDBG funds for specific target areas such as schools or parks, which are matching grants and can be applied for by neighborhood residents for decorative or additional street lighting.

The amount of street lighting in the Sugar House Community is adequate to provide for safe vehicular traffic. However, some residents request street lighting to help discourage undesirable activities and provide a safer nighttime environment. Some neighborhoods residents are purchasing lighting, connected to their own power source, which provides lower lighting near the sidewalk to accommodate the goal of increasing lighting for pedestrians and public safety. As the demand for street lighting increases, design of the new lighting should be uniform and compatible with the character of the neighborhoods.

Policies
• Use SID funds to upgrade the Sugar House Business District area with a specialty street lighting design theme.
• Provide a consistent street lighting design theme in Sugar House residential neighborhoods and commercial areas.

ANNEXATION OF AREAS CONTIGUOUS TO SUGAR HOUSE

In 2000, the Salt Lake City Council adopted Resolution No. 24, which reaffirms the City’s 1979 declaration of intent to annex the remaining portion of unincorporated Salt Lake County served by Salt Lake City’s water system, into the newly incorporated City of Holladay. This would produce long-term water resources for community needs. In 2001, the City, through improved levels of water service and a net reduction in the cost of water service, while avoiding a significant increase in water rates paid by City residents. These areas, south of Sugar House, constitute a significant land area. If annexed as newly annexed areas would be best served by creating new community planning districts for areas annexed into the City south of the existing Sugar House community planning boundary.

Policies
• Encourage the annexation of designated areas as a whole rather than in small pieces, to provide coordinated land use development policies and comprehensive municipal services.

Establish new community planning districts for areas annexed into the City south of the existing Sugar House community planning boundary.

Westminster College

MAP LEGEND
SCHOOL
LIBRARY
FIRE STATION
POLICE STATION
POST OFFICE
SUGAR HOUSE PUBLIC FACILITIES MAP

PUBLIC SERVICES DIVISION

The Public Services Division is responsible for the urban environment includes infrastructure improvements of curb, gutter and sidewalk. Nearly all streets in the Sugar House Community have these improvements. Street conditions in the community are generally good, although many streets are exhibiting signs of age and deterioration. For example, 900 East from 1700 South to 2100 South is in poor condition with curb and gutter crumbling. The street has a high crown due to years of overlays and problems to adjacent properties and a safety hazard for motorists, bicyclists and pedestrians. Many local residential streets are also in need of reconstruction. A major key to upgrading and revitalizing older neighborhoods in Sugar House lies with upgrading and revitalizing the streetscapes of Sugar House.

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## IMPLEMENTATION

<table>
<thead>
<tr>
<th>Proposed Action</th>
<th>Initiator</th>
<th>Contact Sources</th>
<th>Timing</th>
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</thead>
<tbody>
<tr>
<td><strong>RESIDENTIAL</strong></td>
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<tr>
<td>Increase building and zoning code enforcement for illegal conversion of single-family housing into duplex units.</td>
<td>SLC Planning</td>
<td>HAND Planning</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Evaluate the zoning ordinance to identify any impediments to providing new housing options within the community.</td>
<td>SLC Planning</td>
<td>HAND</td>
<td>Short Term</td>
</tr>
<tr>
<td>Evaluate the unit legalization ordinance, process and incentives for re-conversions of nonconforming single-family dwelling units.</td>
<td>SLC Planning</td>
<td>SLC HAND, SLC Building Services, SH Community Council</td>
<td>Short Term</td>
</tr>
<tr>
<td>Increase enforcement against illegal rental conversions.</td>
<td>SLC HAND</td>
<td>SH Community Council</td>
<td>Short Term</td>
</tr>
<tr>
<td>Focus housing rehabilitation and ownership programs in CDBG eligible areas, specifically census track areas 1033, 1046 and 1049; relocate the community about available programs.</td>
<td>SLC HAND</td>
<td>SH Community Council</td>
<td>On-going</td>
</tr>
<tr>
<td>Update the Sugar House Community Research Report when the new census data is available.</td>
<td>SLC Planning</td>
<td>SLC Econ. &amp; Demographic Resource Center</td>
<td>Short Term</td>
</tr>
<tr>
<td>Amend the Sugar House Business District to allow for an adequate residential land use density to support a light rail station.</td>
<td>SLC Planning</td>
<td>SH Community Council</td>
<td>Immediately</td>
</tr>
<tr>
<td>Evaluate the feasibility of maintaining interior block areas for use as parks and community gardens.</td>
<td>SLC Planning</td>
<td>SH Parks, SH Community Council</td>
<td>Short Term</td>
</tr>
<tr>
<td>Develop and implement programs that encourage the provision of affordable housing.</td>
<td>SLC HAND</td>
<td>SH Planning</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Analyze the feasibility of adopting an accessory dwelling unit ordinance.</td>
<td>SLC HAND</td>
<td>SH Community Council</td>
<td>Short Term</td>
</tr>
<tr>
<td>Evaluate the zoning ordinance for any impediments to developing a variety of housing types and propose amendments as necessary.</td>
<td>SLC Planning</td>
<td>SH HAND</td>
<td>Short Term</td>
</tr>
<tr>
<td><strong>COMMERCIAL</strong></td>
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<tr>
<td>Apply for funding to create a small area plan for the business district, south of 2100 South.</td>
<td>SLC Planning</td>
<td>SLC CED, SH Community Council, Landowners, SH Merchants Assoc, Chamber of Commerce</td>
<td>Immediately</td>
</tr>
<tr>
<td>Employ the Main Street Program model to support small businesses in the business district and around the small neighborhood node areas.</td>
<td>SLC Planning, SLC CED</td>
<td>SH Merchants Assoc, Chamber of Commerce</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Expand on business development programs, with emphasis on supporting locally owned businesses.</td>
<td>SLC CED</td>
<td>SH Planning, S. H. Merchants Assoc Chamber of Commerce</td>
<td>Short Term</td>
</tr>
<tr>
<td>Develop and enhance pedestrian crossings in the business district.</td>
<td>SLC Transportation</td>
<td>SH Planning, DOD</td>
<td>Mid Term</td>
</tr>
<tr>
<td>Evaluate Highland Drive for a 3-lane design.</td>
<td>SLC Transportation</td>
<td>SLC Planning, SLC CED</td>
<td>Short Term</td>
</tr>
<tr>
<td>Create a coordinated parking system in the business district, north of 2100 South – amend the ordinance as necessary.</td>
<td>RDA</td>
<td>SLC Planning, S. H. Merchants Assoc, Land Owners, SLC Transportation</td>
<td>Short Term</td>
</tr>
<tr>
<td>Evaluate the feasibility of creating a parking district with a parking authority for the Sugar House Business District – amend the ordinance as necessary.</td>
<td>RDA</td>
<td>SLC Planning, S. H. Merchants Assoc, Land Owners, SLC Transportation</td>
<td>Short Term</td>
</tr>
<tr>
<td>Implement wayfinding signage in the business district to support pedestrian traffic.</td>
<td>SLC Transportation</td>
<td>SH Community Council, SH Merchants Assoc</td>
<td>Immediately</td>
</tr>
<tr>
<td>Evaluate the zoning for the Brickyard Shopping area and reuse it appropriate to support transit-oriented, mixed-use development.</td>
<td>SLC Planning</td>
<td>SH Community Council, Chamber of Commerce, Land Owners</td>
<td>Long Term</td>
</tr>
<tr>
<td>Explore new zoning techniques such as performance zoning to support small neighborhood businesses to operate harmoniously within residential neighborhoods.</td>
<td>SLC Planning</td>
<td>SLC CED, SH Merchants Assoc, Chamber of Commerce, Yed Fodder Coalition, SH Community Council</td>
<td>Immediately</td>
</tr>
<tr>
<td><strong>PARKS &amp; OPEN SPACE</strong></td>
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<tr>
<td>Complete a master plan for Sugar House Park when funds become available.</td>
<td>Sugar House Park Authority</td>
<td>SL County, SLC Parks, SLC Planning, SLC Police, SH Community Council, PRATT, MOSAC, MIBAC</td>
<td>Mid Term</td>
</tr>
<tr>
<td>Prepare a master plan for Fairmont Park when the pool is completed.</td>
<td>SLC Parks</td>
<td>SLC Planning, SLC Police, SH Community Council</td>
<td>Short Term</td>
</tr>
<tr>
<td>Plan for and provide landscaping, buffering, and a right-of-way for TRAX when I-80 is reconstructed.</td>
<td>UDOT</td>
<td>SLC Planning, SLC Parks, PRATT, MOSAC, UTA</td>
<td>Long Term</td>
</tr>
<tr>
<td>Identify areas eligible for CDBG funding and acquire park/land in those areas when land becomes available.</td>
<td>SLC Parks</td>
<td>SLC CED, Neighborhood Residents</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Develop standards for maintenance of nature parks, reserves and open lands.</td>
<td>SLC Parks</td>
<td>Salt Lake Planning, MOSAC</td>
<td>Mid Term</td>
</tr>
<tr>
<td>Evaluate the feasibility of establishing a land bank to accept donations of land and funds for acquiring open spaces.</td>
<td>SLC Parks</td>
<td>Salt Lake Planning, MOSAC</td>
<td>Mid Term</td>
</tr>
<tr>
<td>Administer impact fees for new development.</td>
<td>SLC Planning</td>
<td>SLC Parks, SLC Parks, SLC Parks, SLC Community Council</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Identify a suitable location and method of financing a community recreation center.</td>
<td>SLC Planning</td>
<td>SLC Parks, SLC Community Council</td>
<td>Mid Term</td>
</tr>
<tr>
<td>Evaluate the feasibility of improving the public utility parcels for use as open space and a tree nursery.</td>
<td>SLC Parks</td>
<td>Urban Forestry Planning, SLC Public Utilities</td>
<td>Mid Term</td>
</tr>
<tr>
<td>Amend the Open Space Plan to include criteria that should be considered when creating a specific trail alignment, including Terrain / Topography / Wildlife / Ecosystem, Private yard space / Existing Development, Maintenance, Privacy and Safety, and Flood lines.</td>
<td>MOSAC</td>
<td>SLC Planning Division</td>
<td>Mid Term</td>
</tr>
<tr>
<td>Establish a monitoring program for riparian corridors in the City.</td>
<td>SLC Planning</td>
<td>MOSAC</td>
<td>Long Term</td>
</tr>
<tr>
<td>Request funding to plan for and implement enhancement features for the surface crossing at the stoplight from Sugar House Park to Wilmingtom Avenue.</td>
<td>SLC Planning</td>
<td>SLC CED, SLC Parks, SLC Transportation, UDOT, PRATT, MOSAC, MIBAC, Salt Lake Park Authority</td>
<td>Immediately</td>
</tr>
<tr>
<td>Conduct a design competition for a safe pedestrian access from Sugar House Park to Hidden Hollow.</td>
<td>PRATT</td>
<td>SLC Parks, SLC Planning, UDOT, SLC Transportation, MOSAC, MIBAC, Sugar House Park Authority</td>
<td>Short Term</td>
</tr>
<tr>
<td>Create and implement a trail plan for the Parley's Creek corridor.</td>
<td>PRATT</td>
<td>SLC CED, SLC Parks, SLC Planning, UDOT, SLC Transportation, MOSAC, MIBAC, National Parks Service-Rivers/Trails</td>
<td>Long Term</td>
</tr>
</tbody>
</table>
MOBILITY & ACCESS

Landscape 180-1800 foot-evaluate and construct sound attenuation walls at Fairmont Park

Proposed Action
Proposed Action for initiation of implementation Immediate: 0-12 months Short Term: 1-3 years Mid Term: 3-6 years Long Term: 5-10 years

Initiation: UDOT Contact: SLC Planning Timing: Long Term

Amend the zoning ordinance as necessary in order to provide for a coordinated parking program or parking district within the UHSB

SLC Planning RDA, SLC Transportation SH Community Council

Short Term

Evaluate the feasibility of establishing a parking impact fee on new development.

SLC Planning SLC Transportation

Mid Term

Identify potential parking lot sites that could be better utilized for shared parking.

SLC Planning SLC Transportation

Mid Term

Identity collectors and local streets where on-street parking is appropriate.

SLC Transportation SLC Planning

Short Term

Analyze the feasibility of creating one-way streets for 900, 1100 and 1300 East Streets; and reevaluate the feasibility of implementing a reversible lane on 1300 East.

SLC Transportation SLC Planning

Short Term

Identify appropriate areas for installing traffic calming techniques in the business district and in the Westminster area.

SLC Transportation SLC Planning

Short Term

Prepare a pedestrian plan for the Westminster area that addresses traffic circulation in the area.

SLC Planning SLC Transportation

Immediately

Request funding for enhancing pedestrian crossings in the business district.

SLC Transportation SLC Planning SLC CED

Short Term

Amend the zoning ordinance to require a pedestrian circulation plan for new development.

SLC Planning SLC Transportation

Short Term

Request the Mayor’s Economic Development Advisory Board to conduct the feasibility of developing a bike routes along all neighborhood corridors, as identified in the bike route map.

MBAC SLC Planning

Short Term

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HISTORICAL PRESERVATION

Apply for funding to conduct reconnaissance level surveys. Follow up with an intensive level survey of sites recommended for further study.

SLC Planning SH Historical Society SLC CED SH Community Council

Short Term

Hire a professional architectural historian to conduct a reconnaissance-level survey and prepare a thorough report justifying the designation of a new local historic district.

SH Historical Society SLC CED SH Community Council

Mid Term

Conduct public workshops after historic surveys are completed in order to educate residents about the history of their neighborhoods.

SH Historical Society SLC CED SH Community Council

Mid Term

Inform property owners of programs available for historic preservation.

SLC Planning SH Community Council SH Historical Society

Ongoing

Create a historic walking tour of the business district and neighborhoods within Sugar House.

SH Historical Society RDA, SLC CED SLC Planning

Mid Term

Evaluate the underlying zoning of a proposed historic district prior to designation.

SLC Planning SH Historical Society

Short Term

Develop a series of public education activities to promote public awareness of historic preservation and the neighborhoods.

SH Historical Society SLC Planning SH Community Council SH Historical Society

Mid Term

Amend the sign ordinance as needed to require pedestrian scale, quality signage in the business district and surrounding neighborhood commercial nodes.

SLC Planning SH Historical Society SLC CED SH Community Council

Short Term

Survey the district to identify areas appropriate for tree and landscaping enhancement.

SLC Urban Forestry SLC Planning

Mid Term

Identify a street lighting theme for the Sugar House community and within the business district for the citywide street lighting master plan.

SLC Transportation SLC Planning SH Community Council SLC Merchants Assoc.

Immedlately

Implement temporary closure of the road immediately south of the monument for fair & special events.

SH Merchants Assoc. SLC Police & Fire SLC Planning

Ongoing

Amend the C-SHBD zone to incorporate the future land use plan into the business district. Expand the C-SHBD to identified areas.

SH Merchants Assoc. SLC Planning SLC Community Council SLC CED SLC Contractors

Ongoing

Analyze options for implementing design standards within residential districts.

SLC Planning SH Community Council SH Historical Society

Short Term

Amend commercial zones to require more pedestrian oriented development standards.

SLC Planning Chamber of Commerce SLC Planning

Immediately

Implement urban design recommendations such as the installation of unique paving patterns, street furniture, lighting, landscaped medians and gateway features and creating pedestrian priority streets, as part of an overall street reconstruction project for streets where such improvements are recommended.

SLC Planning SLC CED SLC Transportation

Ongoing

URBAN DESIGN ELEMENT

 Amend the sign ordinance as needed to require pedestrian scale, quality signage in the business district and surrounding neighborhood commercial nodes.

SLC Planning SH Merchants Assoc. SH Community Council

Short Term

Survey the district to identify areas appropriate for tree and landscaping enhancement.

SLC Urban Forestry SLC Planning

Mid Term

Identify a street lighting theme for the Sugar House community and within the business district for the citywide street lighting master plan.

SLC Transportation SLC Planning SH Community Council SLC Merchants Assoc.

Immedlately

Implement temporary closure of the road immediately south of the monument for fair & special events.

SH Merchants Assoc. SLC Police & Fire SLC Planning

Ongoing

Amend the C-SHBD zone to incorporate the future land use plan into the business district. Expand the C-SHBD to identified areas.

SH Merchants Assoc. SLC Planning SLC Community Council SLC CED SLC Contractors

Ongoing

Analyze options for implementing design standards within residential districts.

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Implement urban design recommendations such as the installation of unique paving patterns, street furniture, lighting, landscaped medians and gateway features and creating pedestrian priority streets, as part of an overall street reconstruction project for streets where such improvements are recommended.

SLC Planning SLC CED SLC Transportation

Ongoing

APPENDIX: BUSINESS DISTRICT DESIGN GUIDELINE HANDBOOK

PURPOSE AND INTENT

These Design Guidelines apply to the Sugar House Business District Zoning District. Their purpose is to assure high quality development. The high quality of the district should be reflected in all of its aspects, including design, construction and tenant mix.

The intent of these Design Guidelines is to give general design guidance with flexibility to the development of the area. They are not intended to restrict creativity or design design solutions. Guidelines are intended to enable, to support and expand on the guidelines established by the Sugar House Design Guidelines. They are intended to be compatible with Salt Lake City zoning ordinances. In the development of design proposals, developers are encouraged to explore solutions and to present alternatives to those guidelines if they can be shown to achieve the same goals for high quality development.

Pedestrian/Bicycle System Design Guidelines

Pedestrian and bicycle access through the development and to surrounding areas and uses are critical to integrating the Sugar House community. It is important to develop a full range of pedestrian options with connections to adjacent uses, amenities and developments. Clearly defined, safe and pleasant pedestrian access through and between all of the use areas on the project should be provided. High traffic areas such as those between parking lots and building entrances, between buildings within the project, and other areas where the majority of pedestrians will be walking, should be a priority.

•  Develop the town center with pedestrian-oriented corridors providing pedestrian comfort and amenities.

•  Provide complete separation of pedestrian and vehicular movement at a scale that encourages activity and pedestrian comfort.

•  Form pedestrian/commercial promenades with planted and painted pavements in pedestrian corridors, coupled with active uses in adjacent buildings.

•  Incorporate special pavement treatment using materials and patterns coordinated for the district into pedestrian activity areas.

•  Provide pedestrian circulation from buildings adjacent to pedestrian corridors.

•  Develop pedestrian corridors to connect activity centers and connect blocks.

•  Provide clear, visible signage for pedestrian accessways.

•  Orient public entrances to the street. Functional entrances every 30 linear feet is desirable.

•  Require continuous street frontages except for driveways, plazas and walkways that allow the pedestrian to get to parking located behind buildings.

•  Provide a refuge for pedestrians with overhead protection at doorways on new buildings along 2100 South and Highland Drive/1100 South.

•  Encourage pedestrian/bicycle corridors and linkages with pedestrian scale furnishings, lighting; paving materials, public art, trees, and other plantings where appropriate.

•  Accommodate the needs of disabled and elderly people by meeting requirements of the American’s With Disabilities Act (ADA) along pedestrian areas.

•  Provide adequate sidewalks on all pedestrian walkways; major pedestrian walkways in high traffic areas should be a minimum of 6 feet in width, secondary walkways in low traffic areas should be a minimum of 6 feet in width, and walkways adjacent to parking lots where automobile mufflers may obstruct the walk should be designed to allow a minimum of 6 feet clearance for walking.

•  Delicate space with paving materials and design to help define pedestrian areas from other circulation systems.

•  Use easily maintained, durable, slip resistant paving materials suitable for this climate, such as concrete, concrete pavers, etc.

•  Avoid the use of rough or uneven paving materials which can be hazardous, particularly for elderly persons and persons in wheelchairs.

•  Design drainage grates to allow safe passage by bicycles and pedestrians, particularly in pedestrian/ bicycle circulation areas.

Vehicular Circulation and Parking Design Guidelines

•  Encourage on-street parking in front of buildings.
• Require the general pattern of buildings to include
• Avoid parking lots in Open Space areas.

Residential - Parking

• Choose exterior building materials to be consistent
— Brick;
• Design new construction to complement and
enhance the character of adjacent older buildings
— brick; to stand out prominently only in exceptional
positions to have interestingly detailed exteriors.
• Ensure that features of building design such as color,
lighting, materials, and proportion are used
appropriately in a way that will enhance the quality
of life for those in the city.
• Require roof top mechanical equipment should be screened
and located in inconspicuous areas of the building.
• Roof top mechanical equipment should be screened
2100 South in the area of the Town Center Overlay.

• Setback parking lots a minimum of 15 feet.
• Provide landscaped separations between parking,
structures on other streets should
• Designate parking lots and structures with uniform
across from existing access drives and streets.
Incorporate an architectural theme that will
• Provide trees planted on grade with a minimum
• Provide trees planted on grade with a minimum

Town Center Scale Mixed Use - Parking

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