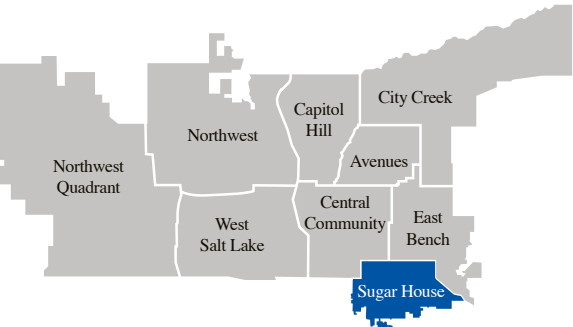


SUGAR HOUSE



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 1943. 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 dynamic 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 specified 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. The district provides 16 percent of the City's existing housing units. Historically, Sugar House has also provided a viable commercial element with community-level commercial activities. Thus, Sugar House's land use relationship to the City as a whole is that of a healthy, residential community with a viable, supporting commercial area.

Sugar House Development Objectives

The community master plans for Salt Lake City denote the location for various land uses that reinforce the development goals and objectives for the city. General locations of land use types are identified on the Future Land Use Plan Map. The descriptions of the land use categories for residential land uses and the Sugar House Business District land uses are described in both the commercial and residential land use chapters. The following categories describe the neighborhood business and mixed-use land use categories. These principles, along with the Future Land Use Map, should

be consulted when evaluating future land uses and developments in the Sugar House Community.

Neighborhood Business Land Use
Neighborhood Business Land Use designations provide services, products and attractions on a small scale within close proximity to residential neighborhoods. Neighborhood Business Land Use areas allow both residential and small business uses. Proposed development and land uses within the neighborhood business area must be compatible with the land uses and architectural features surrounding each site.

Low-Intensity Mixed Use
Low-Intensity Mixed Use allows an integration of residential with small business uses, typically at ground floor levels. Height limits generally include one- and two-story structures. The intent is to support more walkable community development patterns located near transit lines and stops. Proposed development and land uses within the Low-Intensity Mixed Use area must be compatible with the land uses and architectural features surrounding each site.

High-Intensity Mixed Use
High-Intensity Mixed Use allows an integration of residential with business uses, typically at ground floor levels. Height limits generally include two- to four-story structures. The intent is to support more walkable community development patterns located near transit lines and stops. Proposed development and land uses within the High-Intensity Mixed Use area must be compatible with the land uses and architectural features surrounding each site.

The Sugar House Community Development Objectives are as follows:

- Policies*
- Develop the Sugar House Community to be a sustainable, attractive, harmonious and pedestrian oriented community.

- Maintain, protect, and upgrade Sugar House as a residential community with a vital supporting commercial core.
- Strengthen and support existing neighborhoods with appropriate adjacent land uses and design guidelines to preserve the character of the area.
- Provide a mix of housing types, densities, and costs to allow residents to work and live in the same community. Locate higher density housing on or near public transportation routes to afford residents the ability to reduce their reliance on the automobile.
- Provide the needed infrastructure improvements through public, as well as public/private partnerships.
- Encourage new development that substantially strengthens and unifies the Sugar House Business District focused at the Sugar House Plaza Monument at 2100 South and 1100 East.
- Create visually interesting pedestrian-friendly street networks that directly connect local destinations.
- Improve all modes of mobility including street and trail networks, transit, pedestrian and bicycle movement opportunities, and off-street cooperative parking facilities.
- Provide pedestrian-scale activities in the Sugar House Business District by providing open space corridors and useful streetscape amenities.
- Direct a mixed-land use development pattern within the Sugar House Business District to include medium- and high-density housing and necessary neighborhood amenities and facilities. These developments will be compatibly arranged, taking full advantage of future transit stations, Sugar House Park, Fairmont Park, and the proximity to the retail core.
- Encourage increased intensity, greater diversity of land use, and locally-owned businesses in the Sugar House Business District.
- Support small locally-owned neighborhood businesses to operate harmoniously within residential areas.

RESIDENTIAL LAND USE

Introduction

Housing is the most basic component of a community as it provides shelter, privacy, a home to raise children, and investment opportunity. 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 zoning districts, or the new development of residential units in the Sugar House Business District. The goals for creating and sustaining quality residential neighborhoods in Sugar House include:

- Strengthen and support existing neighborhoods by:
 - Considering appropriate adjacent land uses;
 - Identifying needed capital improvements; and
 - Supporting character preservation through new regulations and design guidelines.
- Design new developments with the following in mind:
 - Creating more affordable housing;
 - Locating transit and park facilities near residences;
 - Creating useable connections to existing and future pedestrian and bike path systems; and
 - Addressing the scale and positive architectural attributes of adjacent housing.
- Provide a diversity of housing types, sizes, and prices in the community as a whole.

Residential Land Use Types

Very Low-Density Residential
This land use is limited to just a few areas of the Community: the area south of 2100 South and Parley's Way and north of the Country Club and some areas south of 2700 South. (The land use map identifies these areas.) The Very Low-Density Residential land use classification reflects the existing larger lot single-family residential characteristics. The original land subdivisions, of 7,000 to 12,000 square foot lots (where in some cases restrictive covenants prohibit duplexes), have established the character of these single-family residential neighborhoods. This land use classification allows a density of less than five (0-5) dwelling units per acre.

- Policy*
- Preserve the single-family characteristics of the Very Low-Density Residential neighborhoods by maintaining existing single-family zoning.

Low-Density Residential
The majority of the residential land uses in Sugar House consist of single-family dwellings on lots typically between 5,000 and 8,000 square feet. These low-density residential areas are interspersed with duplexes and a few multiple-family dwellings. It is desirable to preserve and protect the dominant, single-family character of these neighborhoods by holding the density between five and ten (5-10) dwelling units per acre. Examples of zoning districts that support this density range are: R-1-7000, R-1-5000, R-2 and RMF-30.

- Policies*
- Support and enhance the dominant, single-family character of the existing low-density residential

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



Bungalows are commonly found in low-density districts

Housing Conversions
Due to the two-story nature of some older homes and the proximity to colleges as well as the City Center, the conversion of structures originally built as single-family dwelling into multi-family dwelling units is fairly common. Oftentimes, these conversions were done illegally without obtaining a building permit or complying with City Zoning Standards and Code Regulations. The illegal conversion of a building that creates excessive dwelling units may create a negative impact on the neighborhood by creating increased demand for parking and often violating basic life and safety standards as regulated by the Uniform Building Code.

Furthermore, the conversion of single-family homes into multi-unit structures increases the quantity of housing stock that is more attractive to a single-living population rather than a family that needs the additional rooms for children. This can lead to a demographic shift that contributes to school closures, which the community wishes to avoid. Therefore, continuing to sustain a housing stock that can support families with children will assist in keeping the remaining schools in the area open. Furthermore, maintaining the existing housing stock allows the 20-year generational cycle of young families to older people, and then returning to young families to occur naturally, which supports the long-term sustainability of neighborhoods.

In an attempt to address the reality of the many existing multi-unit structures built several years ago within single-family zones, the City Council adopted a Unit Legalization Ordinance in 1995. This ordinance allows the legalization of eligible conversions, while prohibiting those conversions made after January 1, 1980 (unless created under an implied permit). The intent of this ordinance is to allow for the legalization of excess dwelling units if specific guidelines are met. For administrative approvals, these include the signed consent of the abutting neighbors, the provision of adequate parking stalls, and compliance with building codes.

- Policies*
- Increase enforcement against illegal rental conversions in order to preserve and protect the dominant, single-family characteristics of the low-density residential neighborhoods.
 - Re-examine the unit legalization process in order to

- assess the impact on neighborhoods of legitimizing additional rental units. Ensure that the community councils continue to be an integral part of the unit legalization process.
- 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 include single-family through four-plex units, garden apartments, townhouses and mixed use or live/work units. This land use classification allows net densities between ten and twenty (10-20) dwelling units per acre. Examples of zoning districts consistent with these recommended densities are the R-1-5,000, R-2, SR-1, and RMF-30.

Variations in densities and housing types are encouraged. Design features should include : usable landscaped open space, screened off-street parking areas, and units oriented in a way to be compatible to existing surrounding residential structures. New medium-density housing opportunities are encouraged in certain locations in Sugar House, including some areas presently used for commercial, warehouse, and industrial uses.

- Location criteria for Medium-Density Residential land uses include:
- Proximity to arterial or collector streets;
 - Proximity to higher density residential areas, mixed-use areas, neighborhood commercial nodes or the urban town center of the Business District;
 - Proximity to existing and proposed parks and open space;
 - Prohibit the expansion of non-residential land uses into areas of medium-density residential.

Many of the original subdivision layouts consisting of narrow, deep lots combined with inadequate development guidelines have resulted in typical "box car" four-plex and apartment development. Typical characteristics of these "box car" four-plexes and apartments include side-yard entry, large ratio of pavement to landscaped areas on the side-yard, a front building elevation devoid of windows, doors and architectural fenestration, flat roofs, concrete block construction and bulky size and mass. "Box car" four-plexes and apartments are not allowed under current zoning regulations.

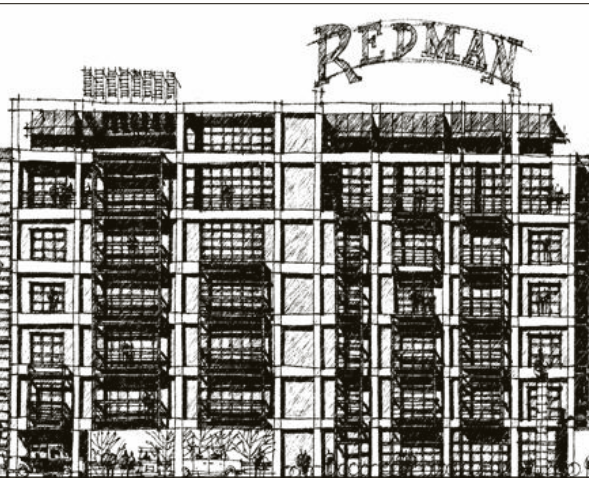
- Policies*
- Encourage new Medium-Density housing opportunities in appropriate locations in Sugar House.
 - Encourage a variety of densities in the Medium-Density range while ensuring the design of these projects is compatible with surrounding residential structures.
 - Continue to prohibit the development of the "box car" design of multi-family dwellings.
 - Encourage street patterns that connect with other streets.
 - Discourage gated developments.

Medium- High-Density Residential
The Sugar House Business District is a preferred location for Medium-High Density housing in order to increase the 24-hour population of this commercial area. Although Medium-High Density is not a prevalent land use in Sugar House, it is appropriate that the community have some higher density housing. The density range for this land use category is from twenty to fifty (20-50) dwelling units per net acre.

Although few areas in Sugar House are suitable for Medium-High Density housing, it should be encouraged where feasible. Location criteria are similar to those of the Medium-Density Residential area, with emphasis on

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 single-family housing or other uses are minimized. These multiple-family housing developments need to provide open space amenities, adequate off-street parking, appropriate building scale and mass, and adequate access to transit. Existing developments exhibiting desirable high-density residential patterns in the Sugar House Community include the Irving School House Apartments, Redman Loft Condominiums, Graystone Condominiums and apartments, and the Forest Dale Condominiums.

Higher density residential redevelopment within or on the periphery of the Sugar House Business District is desirable. Examples of zoning districts that can be used to implement this density are C-SHBD, RO, RMF-35, and RMF-45.



Concept drawing of a High Density mixed development

Policies

- Support opportunities for conversion and infill development of Medium-High Density housing while requiring appropriate design and location to minimize land use conflicts with existing single-family development.
- Direct higher density housing in locations served within walking distance to transit, commercial 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 area 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 (1997). 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 residence, 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 improved condition of the housing stock. The First Time Homebuyer's Program is designed to help low and moderate income households purchase a home in Salt Lake City. The program is limited to individuals and families who do not currently own a home and who earn less than 80 percent of median income.

Furthermore, enforcement of local building and housing codes is a widely used tool for combating housing

deterioration. A concentrated campaign to enforce building and housing codes can help establish owner, investor, and lender confidence that a neighborhood will improve in quality. The code enforcement program, when coupled with the City's housing rehabilitation program, is an effective tool for neighborhood 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 zoning violations.
- Focus housing rehabilitation and home ownership programs on CDBG eligible areas, census tracts 1033, 1046 and 1049.
- Provide ongoing and continued public education on the housing programs available so that residents may access these resources when needed.

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 scattered vacant 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 island between Richmond Street and Highland Drive. Figure 4 illustrates these locations. A small area plan is proposed for the Sugar House Business District to guide new development and provide a housing component through the use of density bonuses. Additionally, to support transit stations within the Town Center of the Business District, a residential density averaging at least 18 dwelling units per acre within a quarter mile radius of the proposed transit stop is recommended.

Policies

- Focus new residential development toward the Sugar House Business District through a mixed land use pattern.
- Strive to achieve a residential density that averages at least 18 units per acre within a quarter mile radius of a future light rail station within the town center of the business district.

Flag Lots

The Sugar House Community contains several areas where lots are narrow and deep that may be suitable for Flag Lot development. An opportunity exists for infill residential units using the Flag Lot subdivision approach. If the residential lot is wide enough and the entire parcel is large enough, a driveway can be built along the side of the existing house to access a new lot and house behind the existing house. This approach of infill housing has been used in Sugar House in limited areas. However, the neighborhood response has generally been very negative.

Concerns have centered on the integration of such "houses behind houses" into well-established neighborhood blocks and how they may adversely affect the overall character of the area. When an interior area of a block is developed for a Flag Lot, the privacy and open space that was originally enjoyed by the neighboring residents is lost. The size, height and style of a new structure also have a significant impact on the neighborhood character. Of particular concern is when new structures are higher than adjoining homes due to existing grades.

Balancing these issues are the rights of the property owner who owns a large portion of land that is under-utilized; and the fact that the cost of this open space is borne by the one, yet enjoyed by many. Additionally, maintenance of these long deep lots can be problematic for some property owners. For these individuals, the opportunity to subdivide and develop the rear area of the lot for an additional home is viewed as a positive solution.

Finally, another alternative for use of this interior block of land is to purchase the property in order to preserve the open space. It must be emphasized that this alternative is only contingent upon a property owner who desires to participate voluntarily in the sale of 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, the property can be shared in common for use as private open space for participating residents. Furthermore, if the property is purchased by the City for 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 Lots or planned developments.
- Approve Flag Lots only if it is demonstrated that negative impacts can be minimized or avoided.
- Review Flag Lots under the following guidelines:
 - Preserve the existing privacy of the surrounding properties to the extent possible; and
 - Support new structures of a similar 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 desires 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 projects. Planned Developments have typically been oriented toward the interior of the development with only one access point so that the homes are isolated from the surrounding neighborhood. Planned Developments have also limited access to nearby schools and churches. Additionally, features such as sidewalks, street trees, and park strips that are standard for a subdivision development oftentimes 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 compatible and integrated with the surrounding neighborhood.
- Discourage the development of "gated communities".
- Review all proposed residential planned developments using the following guidelines:
 - Support new projects of a similar scale that incorporate the desirable architectural design features common throughout the neighborhood;
 - Maintain an appropriate setback around the perimeter of the development;
 - Position houses so that 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 façade. Detached garages are preferred with access from an alley wherever possible;
 - Design streets to be multi-purpose public spaces — comfortable for the pedestrian and bicyclist, not just as roads for cars;
 - Provide at least two access points wherever possible in order to connect the street system to the larger street network to maintain an integrated network of streets; and
 - Incorporate a pedestrian 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 Community Housing Plan 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 without changing the character and quality of single-family areas. They can also serve to offset housing costs for the primary unit, provide needed space for a teenager or elderly family member, or act as transitional single-family housing.

Accessory dwelling units can provide rental housing opportunities and help meet the increasing demand for a variety of housing types. They also increase the density of an area without changing the pattern of single-lot private ownership that traditionally has a very strong market. As a source of affordable rental housing they avoid the "institutional" character of many apartment projects and the segregation of low-income groups. Accessory dwelling units provided in residential areas, can be located either as part of the primary home or above a garage. At least one off-street parking space must be required for the accessory unit.

Although commonly found in many traditional neighborhoods throughout the country, the Salt Lake City Zoning Ordinance does not allow accessory dwelling units at this time. The community response toward this type of development has been mixed. Response to existing substandard accessory dwelling units is negative, while units designed into new projects have been well accepted. Issues pertaining to increased density and parking demands, excessive traffic, light pollution and loss of privacy concern residents that are now living in single-family neighborhoods. There is also concern regarding the provision of accessory dwelling units in existing homes, using substandard

FIGURE 1

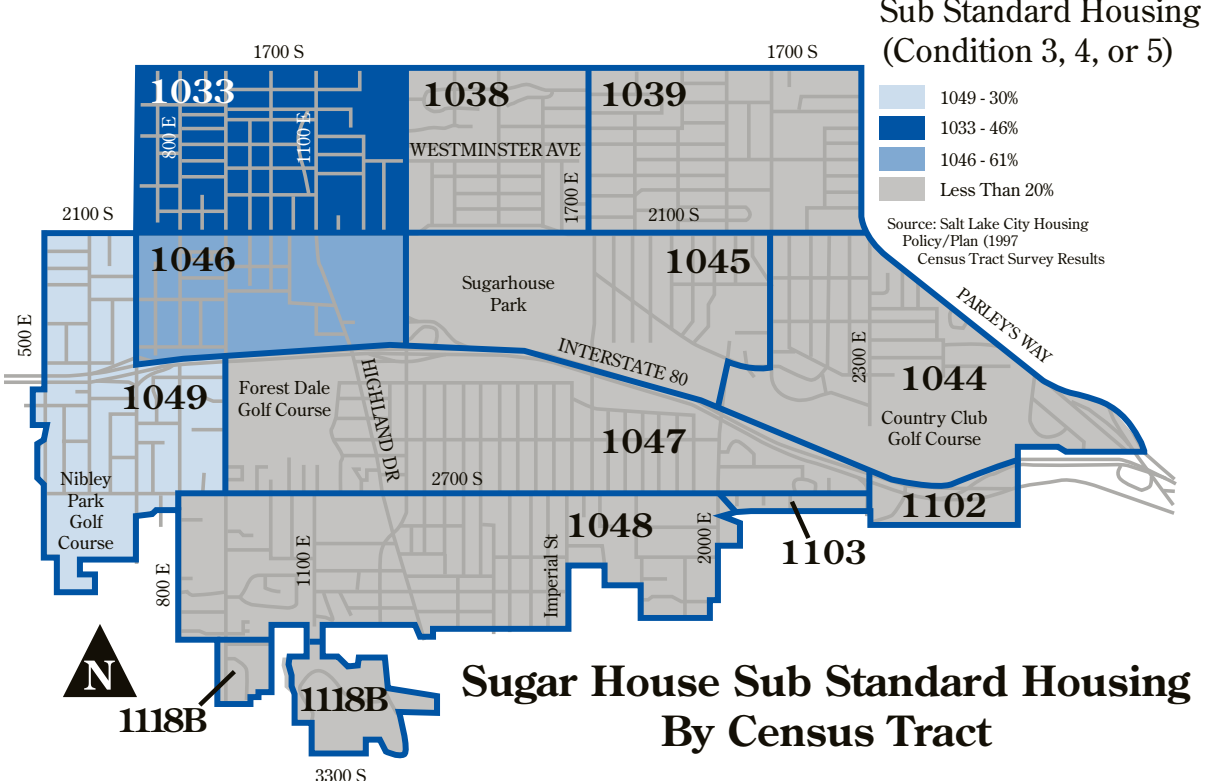
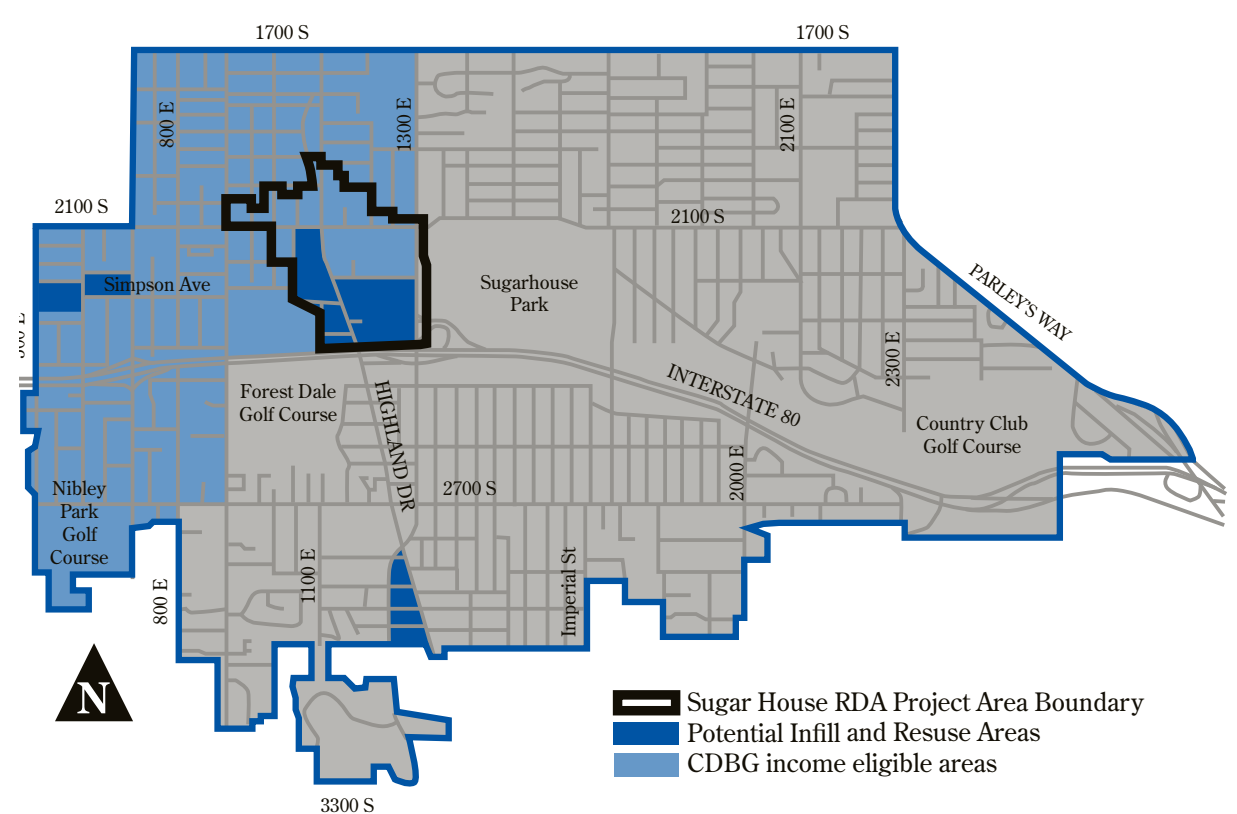


FIGURE 2: Sugar House Infill Area Map



basement and attic areas, as opposed to provisions for new development only. Therefore, if the City proposes to adopt an ordinance allowing accessory dwelling units within single-family zones, 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 new development projects, prior to adopting any ordinance that may provide for Accessory Dwelling Units.

New Housing Options

A variety of housing types are 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 characteristics 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, co-housing developments, courtyard apartments, “Big-House” apartments (styled like single-family detached structures with two to four units provided), live/work units, garden courts (single-family homes surrounding a garden court with rear loading), and alley-fed town-homes and cottages.

Policy

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

Providing Affordable Housing

Providing housing for families or individuals who earn less than the median income is well understood and an important issue. The Sugar House Community encourages increasing opportunities for affordable housing. This housing should be evenly distributed in the community, both area-wide and within individual developments. However, this societal need is best met on a Citywide basis and as such, this master plan defers to the City’s Community Housing Plan for Citywide policy identification.

Policies

- Support the Salt Lake City Community Housing Plan. This plan incorporates the Community Housing Plan by reference into the Sugar House Master Plan.
- Encourage the creation of mixed-use developments (commercial or retail on the first level and residential on higher levels) in the Sugar House Business District and on land zoned for mixed use or commercial development.
- Support Citywide inclusionary zoning, which mandates a percentage of affordable housing in all new projects. Allow an in-lieu fee to be utilized in smaller projects with accumulated fees used in the Sugar House planning community.
- Expedite the permit process for affordable housing projects while maintaining the community council and public notice processes.
- Encourage density bonuses when the percentage of affordable units is increased.

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 expanded 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 an ongoing, 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 vision that encompasses many types of land uses in order to create a synergistic and healthy neighborhood; a place where people can live, work, shop and play with a distinct “Town Center.” The existing merchandise mix in the Business District has the potential of integrating a community atmosphere with the excitement of a regional Town Center. The Hidden Hollow area, including Parley’s Creek, offers a splendid community and commercial development amenity; the Sprague Library is a long-standing community gathering place; and the existing scale and pedestrian orientation of much of the area provides a good basis for future development.

In general, the Town Center of Sugar House has a rather unique “main street” character with small and specialized shops facing onto the narrow primary streets. Many of the businesses are residential service and support uses or specialty retail shops that are readily accommodated in small retail spaces. This “main street” quality is the desired character for the heart of the community and offers the greatest potential to identify the area as a unique Town Center with a strong pedestrian orientation.

Sugar House Business District

For many years the Sugar House Business District has not been developed to its full potential. Commercial strip development and decentralized commercial growth has reduced the necessary level of concentration to function effectively as a cohesive commercial district. Businesses have encroached into areas of single-family dwellings from the incremental conversion of those dwellings to business use. Many properties had been allowed to deteriorate and there was widespread concern about the long-term economic vitality of Sugar House.

In response, the City prepared a master plan in 1986 for the 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 major new project completed (the



Historical photo of the Sugar House Business District at 2100 South and 1100 East

Sugar House Commons), and several projects in the planning stages including the Redman Lofts and the Ballet West redevelopment projects.

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 to honor 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 consideration 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.

Getting in and out of the Business District efficiently, finding a place to park, and feeling that walking is a safe and viable alternative to the automobile are essential to the long-term success of the area. The community envisions an experience where a pedestrian can walk from Sugar House Park to Fairmont Park, utilizing paths and sidewalks to shop, recreate, or just relax. As part of the experience, bringing Parley’s Creek back to the surface is strongly encouraged in future projects. It would greatly enhance the pedestrians’ experience

as they follow Parley’s Creek from Sugar House Park through Hidden Hollow, the Commons project, the Granite Furniture block and to Fairmont Park with its pool, ponds, and stream.

Business District Goals and Objectives

Several major themes in the 1995 Business District plan must be re-emphasized:

- Honoring the historic scale and mass of buildings along 2100 South and 1100 East;
- Providing space for small tenants in the retail and office buildings that are developed;
- Increasing a residential presence through a mixed land use pattern; and
- Directing development to be transit and pedestrian oriented.

Most of the original adopted goals and objectives of previous planning efforts will not need to change as they are still reflective of the intent of development in the Business District. There are instances, however, where references to specific properties are made which are no longer appropriate to these goals and objectives. Specifically, the Sugar House Center block on 1300 East is no longer anticipated as purely a regional shopping center, and building height maximums are revised to provide an incentive for upper-story residential development. The goals and objectives for the Business District are as follows:

- Reestablish the visible image of the Sugar House Business District as a "unique place" offering pleasant and convenient commercial, retail, office, entertainment and residential facilities.
- Direct a mixed land use development pattern that includes Medium- and High-Density Housing with the associated neighborhood amenities and facilities to support future transit stations.
- Expand the Sugar House Business District with the mixed land use pattern to include the regional shopping area adjacent to 1300 East and Interstate 80.
- Establish the Sugar House Plaza Monument as the community focal point.
- Incorporate building height envelopes fronting on 2100 South, 1100 East and Highland Drive into a three-story maximum without a building setback, and a step back on upper stories to maintain an appropriate and historic scale and mass.
- Promote public art in the area with sculpture, infrastructure design and murals on existing blank walls, as well as cultural activities. (i.e., Art fairs, festivals, concert series and open-air markets.)
- Support a human-scale environment by dividing large blocks into smaller blocks, and provide public easements to ensure pedestrian and non-motorized access to and through commercial developments.
- Incorporate pedestrian orientation and pedestrian amenities into development alternatives. Use convenient, interesting and attractive pedestrian linkages between anchor attractions and around the monument area at 2100 South and 1100 East.
- Provide for a comprehensive system of street graphics and signage for easy and pleasant communication.
- Strive for retail building placement that is visible through existing view corridors, to encourage pedestrian traffic to those businesses.
- Incorporate Parley’s Creek into new development with at-surface water and landscaping amenities with pedestrian orientation.
- Provide multi-modal transportation options that

include transit and light rail, bicycle and pedestrian facilities, as well as improved public streets to facilitate better mobility, access, and reduce traffic hazards.

- Incorporate adequate off-street parking into development with identified access, proper buffering and landscaping and encourage coordinated and structured parking.
- Remove impediments to land disposition and development through assembly of land into reasonably sized and shaped parcels served by improved public utilities and new community facilities.
- Eliminate obsolete structures unless they have historic or aesthetic value, and encourage adaptive re-use of structurally sound buildings demonstrating potential economic viability.
- Provide for the strengthening of the tax base, economic health, and sustainability of the community.
- Eliminate or alleviate flood potential within the area.

Business District Land Uses

The purpose of the business district land use plan is to promote synergistic, mixed-use development throughout the district as opposed to isolating individual uses. Developments within an individual site can include a mix of residential, commercial, and retail, or a site could be used solely for residential purposes. A mixed-use development may include any combination of residential, commercial, or service oriented land uses. Since property owners and developers have more incentive to pursue only commercial/retail projects, an increased height limit has been incorporated for projects that provide a residential component. The Business District Land Use designations focus more on scale and massing than on recommending specific uses. The Business District Land Use designations are described below.

Regional Scale Commercial

This use is a regional commercial destination shopping area with strong automobile orientation of design. Large parking lots designed without consideration for pedestrian circulation are characteristic. The primary shoppers will travel three to five miles to shop in the area and most will arrive by automobile. Development is oriented to major streets with controlled access. The existing Sugar House Center with the ShopKo anchor is typical of this kind of development.

Town Center Scale Mixed Use

The Town Center orients around the Sugar House Monument Plaza and creates a strong urban center to the district with businesses oriented directly to the street. Uses include retail, commercial, and office uses with a broad mix of small and large tenants. Office development offers a business-like atmosphere with a variety of office configurations, as well as convenient amenities and comfortable outdoor gathering spaces shaped by building placement. The Town Center scale focuses around a transit/pedestrian oriented commercial/retail with a strong street presence; wide sidewalks, street furnishings, lighting and landscaping or a delineated and developed open space system of the same character. The street level businesses are commercial and retail in nature, while the upper levels can be either residential or office depending on compatibility of the adjacent uses. Town Center Scale Mixed Use occurs primarily in the core area of the Business District surrounded by the Neighborhood Scale Mixed Use.

Neighborhood Scale Mixed Use

Neighborhood Scale Mixed Use is lower in scale but still orients directly to the street. Uses include residential, retail, and commercial businesses or primarily small tenants. It is focused around a transit/pedestrian oriented commercial/retail area with a strong street presence, wide sidewalks, street furnishings, lighting and landscaping. The street level businesses are commercial and retail in nature, while the upper level can be either residential or office depending on compatibility of the adjacent uses. Neighborhood Scale Mixed Use occurs along the perimeter of the Business District, and acts as a transition to the adjacent residential and commercial uses.

Residential

Medium-high density residential development is desirable in the area. Residential development should be pedestrian oriented with direct access to open space amenities or parks, landscaped streets with ample sidewalks and integrated gathering spaces. It should have the feeling and scale of an urban neighborhood offering many opportunities for interaction between residents and located close to neighborhood scale support services. If built to the street, the lower levels should be occupied by retail and commercial uses. If built with a setback, open space and landscaping, residential uses may occupy the first floor. The Irving School Apartments are an example of residential development located within the Sugar House Business District.

Institutional

These uses include existing public and institutional uses such as the fire station, library, post office and schools. Grand institutional buildings should be located as a central focus of the Business District, as Sprague Library is and as the previous Post Office was. Should the historic post office building become available, the return of that building to a public use should be considered. The location of neighborhood police stations should be visible to pedestrians and incorporated into the street scene.

Open Space/Pedestrian Connections

These include large, developed and naturalized open space around which a variety of other uses

are oriented and focused; including pedestrian connections throughout the area between parks, open space, residences and the Business District. It should represent a regional landscape that is adapted to the local conditions and environment. It is a connected system, which combines a variety of opportunities. Open space is the dominant and focal element of the landscape and serves recreational as well as functional uses, such as storm water and flood control. It may include ponds and streams (Parleys Creek), landscaped park areas and natural areas. While pedestrian connections are presumed to occur along all of the streets within the area, there are also specific connections required between the Parley's Creek Open Space corridor to surrounding and adjacent uses, and most particularly, the Sugar House Monument, Sugar House Park, Fairmont Park and the rail/trail connection.



A local business in the Sugar House Business District

Business District Development Opportunities

This plan does not recommend wholesale urban renewal for the Sugar House area. Rather, the thrust is to capitalize on the existing features and land-use components of the area and identify opportunities for augmenting the existing strengths of the area through diversification of land use. There are few development opportunities that are not supported by current market conditions. The retail, office, and residential markets are all quite strong for strengthening in the Salt Lake area. Therefore, this is a good opportunity for encouraging mixed-use development in the area; all could occur concurrently as opposed to structuring a phased approach based on market demand for different uses.

Retail

Retail is the predominant use in the area at present (roughly 73 percent of the land area). There is a long-standing tradition of the Sugar House area as a retail "hub," so this is not surprising. There is development pressure for expansion of the regional-scale retail similar to the Sugar House Center. While this development has been very successful, it has increased traffic pressures in the area and expansion of regional-draw retail would certainly add to this pressure.

Sugar House already has a large percentage of miscellaneous retail sales. Historically, Sugar House has been known as a major center for furniture related retail. The major "anchor," Granite Furniture, has long been a mainstay of the Sugar House Business District. Over the past two decades, many area furniture stores have been shifting their locations south along Highland Drive and into the high-growth suburban locations. If this trend continues, absent the larger anchor stores, the area's future as a destination for furniture purchases is uncertain.

With access to the freeway system, Highland Drive and 2100 South, it is likely that the area will remain a strong retail presence in the valley. With the traffic congestion, it may be more desirable to expand the area's local shopping draw, as opposed to increasing its regional draw. A review of the businesses located in the area suggests that there already exist a fair number of community-based retail services. The need for an attractive and convenient grouping, interesting to the pedestrian, remains an issue. Many of the local businesses are in need of façade improvements. Public and private investment in facade renovations, common signage, coordinated and shared parking programs, etc., would help promote the existing business base both within the local community and the region.

The introduction of movie theaters and evening shopping opportunities in the area by the Sugar House Center has had a very positive impact on the area by expanding its "hours of operation." These types of uses should be encouraged throughout the district. Full-service restaurants that deal with both lunchtime and dinner trade should also be promoted in the area. The Parley's Creek area could be a very good location for upscale restaurants and clubs, which could orient toward the woods and the water providing a unique atmosphere for dining.

Office

With the exception of two buildings, most of the office space in the Sugar House Business District is small-tenanted spaces in small or nontraditional office buildings. The role of the Sugar House office market vis a vis the downtown office market is of concern to Sugar House residents, downtown organizations, and planners. The purpose of office development in the Sugar House

area is not to supplant the downtown as the major office employment core of the valley or to redirect the focus of the downtown area as the financial center of the Intermountain West; rather, the Sugar House sub-market offers convenient office space within the city limits for small- and medium-sized businesses, with potential to expand.

The expansion of office use in the area is also critical to its development as a viable mixed-use center by expanding the daytime population of the area and providing a captured audience of shoppers for the abundant retail base. The interdependence of service retail, eating and drinking establishments, and office buildings will serve to strengthen the area overall. To be viable and effective, those establishments must have easy pedestrian access to the office buildings.

Residential

Medium-High Density residential use has the opportunity to develop throughout the Business District, and is encouraged through a mixed-use development pattern with "active" uses on the ground or street level. Live/work units are particularly suitable for the business district striving to achieve an intensity of development that can support a transit station and a 24-hour population. Reuse of existing structures is also encouraged; the Redman Loft Condominiums is one example of a successful adaptive reuse project that will transform an otherwise underutilized structure.

Business District Issues

Small Area Plan

The community finds it essential that the area bounded by approximately 2100 South and Interstate 80 between 1300 East and 900 East be planned for and integrated into the business district in a comprehensive manner. (Figure 3 identifies these boundaries.) For example, the regional shopping center on 1300 East is currently developed as a traditional auto-oriented shopping center with a discount department store and stand-alone restaurant pads. The community desires that no additional land be designated Regional Scale Commercial in the Land Use Plan and encourages reuse of the area into a more pedestrian oriented, mixed-use development.

Another improvement includes realigning the access to Sugarmont Drive by providing an alternative east-west linkage through the area. The portion of Sugarmont located between McClelland and Highland Drive could be relocated to the north so that the east end of the road aligns with Wilmington Avenue at the existing intersection of Wilmington Avenue and Highland Drive. The existing traffic signal should be converted to a four-way signal and the existing portion of Sugarmont Drive should be vacated. This would enlarge the parcel of land located between the two legs of the existing road and improve the opportunity to convert the area to other land uses. The relocation of the road would occur as the block located between Highland Drive & McClelland and 2100 South & Sugarmont (the "Granite Furniture" block) redevelops.

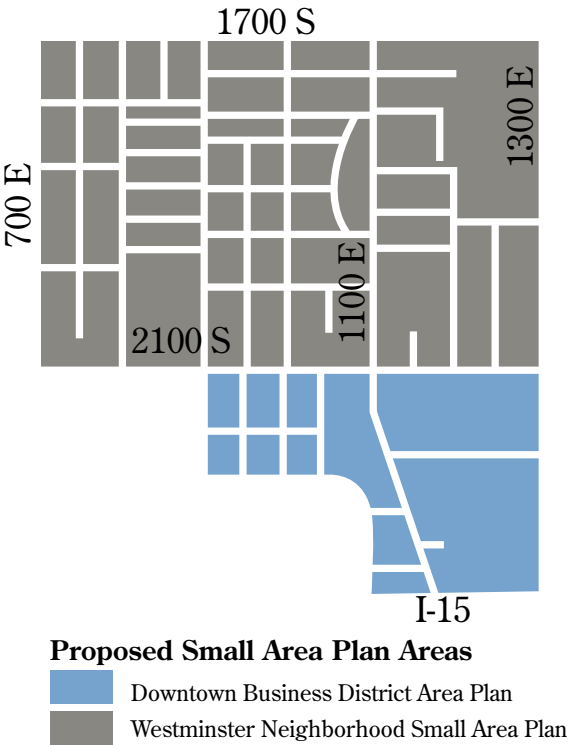
In order to have a street pattern that minimizes traffic congestion, maximizes pedestrian and transit options, and enhances retail and commercial opportunities, a small area plan is recommended for the core area of the Business District. This specific master plan should address parking and circulation and recommend new street patterns and design modifications. For example, the "Granite Furniture" and "ShopKo" blocks have significant opportunity for redevelopment. As such, the mobility pattern within and around these large blocks needs to be analyzed prior to any new development.

Policy

- Develop a small area master plan for the Business District area bounded by 2100 South and Interstate 80, between 1300 East and 900 East (as identified on the small area plan map). This plan should include, but not be limited to the following development principles or solutions:
 - Provide a pedestrian and bicycle circulation plan and identify the right-of-way necessary to support multi-modal alternatives;
 - Identify the location for a TRAX station as well as the preferred route through the business district for a future light rail alignment;
 - Divide large blocks into smaller blocks to allow more pedestrian circulation through the business district and to reduce traffic congestion within it;
 - Redesign the present circulation system to provide better internal access within the business district;
 - Enhance pedestrian crossings along with traffic calming measures, and provide access through the district that connects Sugar House Park, Hidden Hollow and Fairmont Park;
 - Greatly increase landscaping along the 1300 East frontage;
 - Provide for coordinated and structured parking, with underground parking wherever possible;
 - Provide a central public plaza with strong pedestrian connections to other blocks;
 - Evaluate the feasibility and impacts of expanding the monument plaza into a Town Square by relocating the eastbound right-turn lane on 2100 South and reconnecting the Plaza with the sidewalk;
 - Evaluate the feasibility and impacts of realigning Sugarmont Drive with Wilmington Avenue at the Highland Drive intersection; in addition to the extension of Elm Street to Highland Drive as a limited access or pedestrian way;
 - Include entertainment uses such as a theatre near the monument;
 - Require new buildings to honor the historic character of the area;
 - Preserve and restore viable historic buildings;
 - Restore the water fountain functions of the monument;

- Plan for streetscape amenities, including transit shelters, a street lighting theme, benches and street trees; and
- Utilize the Salt Lake Jordan Canal/McClelland corridor right-of-way as a pedestrian link, especially as it transects the “Granite Furniture” block.

Figure 3
Sugar House Small Area Plan Map



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 locally owned businesses is 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, small businesses is 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 restore and sustain a community center. For example, an investment into streetscape 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 communication and cooperation between the business community and local government in order to administer and sustain 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 that foster small business development.
- Use the Main Street program model to support small businesses throughout the Sugar House community.

Congestion

In order to preserve the attractiveness of the area, the City must ensure that the intensity of development is managed and balanced with multi-modal options. 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 allow the area to be developed without other convenient mobility options, the cumulative impact of 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

Automobiles traveling on 2100 South need to be slowed down through the core of the Business District. While

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-oriented 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 entering and exiting the roadway.

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 available space. Additional traffic calming measures include woonerfs, which are primarily found in European cities. Woonerfs 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.

Second, additional 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. “Back-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-oriented 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 and within individual developments. It is essential that pedestrian crossings on 2100 South are added and the existing crossings are enhanced. Furthermore, implementing a pedestrian first policy for the Business District to ensure the pedestrian is given priority consideration when developing new projects or programs 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 enhance 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 access 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 several years, the majority of people using the area will 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 adjoining residential neighborhoods. Off-street parking located behind the businesses can be provided, but it has become clear that cooperative agreements for shared parking are necessary. In order to help assure that streets and parking 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 expenditure of capital funds.

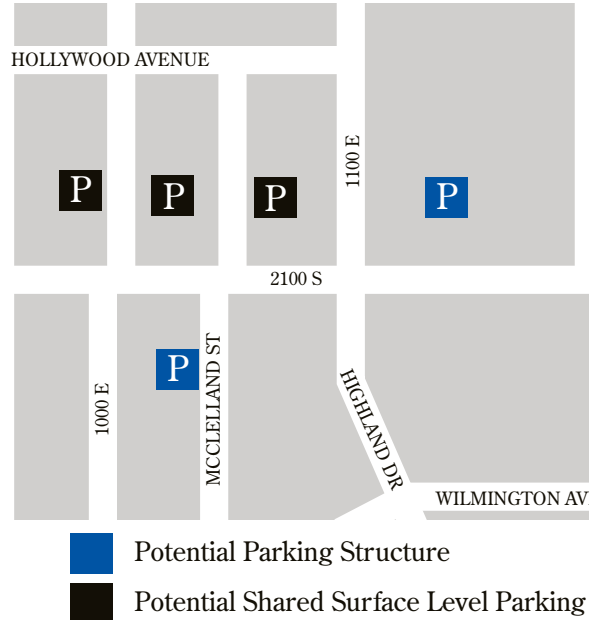
Parking will continue to be an issue in the area in terms of configuration, the number of stalls available and coordination between landowners. While new development should provide sufficient parking to meet the minimum required by City ordinance, flexibility on parking requirements may be an option in the future as light rail develops in the area. However, until there is a significant shift in alternative modalities, shared parking and parking structures should be encouraged. Shared parking should be formalized through agreements between the landowners who intend to share the spaces. The creation of a parking district has been recommended in prior planning studies and this concept still has a great deal of merit for the area. In addition, Transportation Demand Management techniques should be used within the Business District.

Coordinated parking should be strongly encouraged in the areas located along 2100 South, the Sugar House Center and surrounding the Granite Furniture area. Encouragement of the development of joint-use parking facilities in these areas may reduce some of the current deficiency if applied properly. Structured parking is also strongly encouraged, particularly for larger projects, in order to increase the number of available spaces while minimizing the land area used. Figure 4 illustrates potential locations for both coordinated and structured parking facilities.

Policies

- Strongly encourage coordinated parking in the Business District and around all commercial node areas.
- 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, so that future rights-of-way can be acquired through land trade arrangements rather than expenditure of capital funds.

Figure 4
Sugar House Small Area Plan Map



Entertainment

Another way to make the Business District viable and interesting long-term is to provide more entertainment uses such as a new theatre in the area of the monument. Consideration should be given to a theatre that will accommodate live music and theatre, as well as film.

Policy

- Support the development of a theatre that will accommodate live music and theatre, as well as film in the Sugar House Business District.

Reinvestment

The large capital investment needed for the revitalization of the Sugar House Business District will require commitment from both the private and public sectors. While substantial private investment is the key to economic growth, local government can assist by providing physical improvements and appropriate development regulations and incentives. The City must be committed to implement key public infrastructure improvements and maintenance of public spaces.

Policy

- 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 project area, making it eligible for RDA assistance. This designation allows the RDA to provide assistance and encourage development to occur 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 2011.

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 offering pleasant and convenient commercial, 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; encourage rehabilitation and adaptive re-use of structurally sound buildings; and provide improved public streets and road 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 Irving Schoolhouse Apartments project. It is hoped that the recent completion of these, and other redevelopment projects in the area, will encourage additional private investment and development creating a more stabilized and vibrant commercial center.

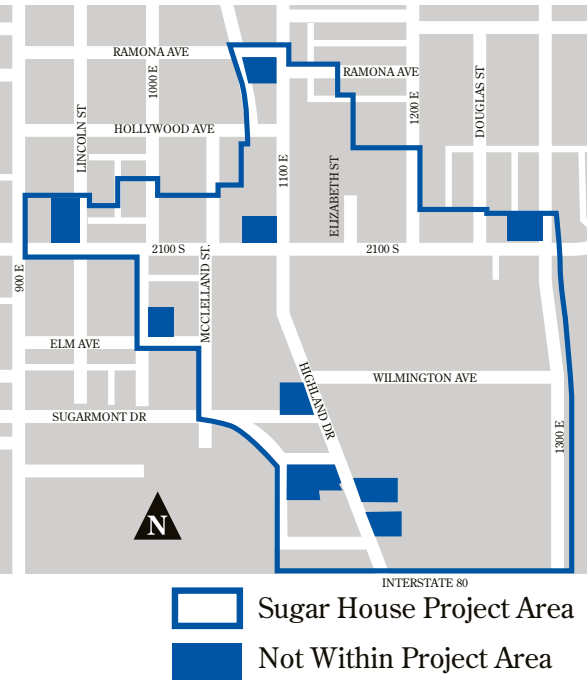
Short term redevelopment goals for the area include: development of the property south of Hidden Hollow along Wilmington Avenue, construction of street, traffic, and parking improvements, as well as development of multi-family housing near Fairmont Park. The Agency will also continue to provide assistance to property owners interested in rehabilitating their property.

The ability of the RDA to invest in this area helps entice redevelopment of the commercial center. However, these available funds must be used for projects that are in compliance with and implement the policies and recommendations of this community master plan and the redevelopment plan. In order to have quality projects proceed in the Business District, it is essential that the RDA work closely with other City departments, especially Planning. The RDA's implementation strategies should be developed in coordination with other City departments.

Policies

- Ensure close coordination and communication between the RDA and other departments when planning for and implementing projects within the redevelopment area of the business district.
- Maximize investment opportunities offered by the RDA for rehabilitating property in the Business District until its authority expires in 2011.
- Include public art in RDA redevelopment plans.

Figure 5
Sugar House Redevelopment Area Map



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, retail shops, and office space. The medium-density residential development contains 108 condominium dwelling units.

Over the years, the center has had on-going changes in tenants and continued reinvestment. 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 and 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.

- Maintain Richmond Street (1300 East) as a major arterial with limited access. Richmond Street should be widened from 3300 to the current City limits to provide consistency in travel lanes. Curb, gutter, sidewalk and street lighting improvements are also needed in this area.
- Ensure that additional annexations to the City at the Brickyard Plaza or adjacent area comply with land use goals, objectives, and policies of the Sugar House Master Plan and any other applicable Citywide plans.
- Provide access and reopen obstructed segments of the Salt Lake Jordan Canal/McClelland Trail Corridor.

Strip Commercial

The Sugar House Community contains numerous strip commercial areas. Some of these developed around the 1100 East-2100 South commercial node when 2100 South was a major east-west highway route through the City. In the late 1960s, the construction of Interstate 80 through the Sugar House Community reduced traffic along 2100 South and thus reduced the patronage of the strip commercial businesses. Today the economic health of the strip commercial areas varies.

While new businesses open and are thriving, there are still underutilized parcels and boarded-up buildings. Sugar House has adequate amounts of commercially zoned land. No additional land needs to be designated commercial in the master plan or zoned for commercial development. Furthermore, the expenditure of limited resources to revitalize an elongated commercial area may be inefficient and unsuccessful.

Therefore, allowing opportunities for mixed use and adjusting site design standards for a more pedestrian orientation is recommended. Amending the commercial zones to require new design standards is one method to require a more pedestrian orientation. Performance zoning techniques can also be used to improve site design standards. Another option is to institute a design overlay zone along areas of 2100 South. Improving the design orientation of strip commercial areas is strongly recommended and may help to attract more patrons to the commercial developments.

Policies

- Prohibit the expansion of commercial sites into residential areas.
- Improve visual and physical impacts through careful design review or site review.
- Improve urban design elements of strip commercial areas by using performance zoning, an overlay design district or amending the zoning ordinance to enhance site design standards to address the following principals:
 - Encourage quality signage;
 - Require buildings to address the public right-of-way with a pedestrian orientation, including a minimum percentage of non-reflective glass and entrances facing the street;
 - Reduce the number of opportunities where pedestrian and automobile routes intersect;
 - In areas that pedestrian and automobile routes intersect, raise the pedestrian grade and use bulbouts to make the pedestrian more visible to motorists;
 - Provide adequate car length on parking stalls to avoid automobile bumpers from overhanging walkways, thus reducing the walkway width for pedestrians.
 - Improve parking lot layouts and provide adequate buffering and landscaping;
 - Require adequate parking for each development, and flexibility on parking standards when served by other mobility options;
 - Provide adequate landscaping and setbacks, particularly adjacent to residential uses;
 - Require proper location and screening of loading docks and refuse collection areas; and
 - Address pedestrian circulation, and require the design of ingress-egress areas to support the functions of the street systems.

Neighborhood Commercial

Small commercial centers located within or immediately adjacent to neighborhoods provide a necessary service to Sugar House residents. Historically, however, the demand for neighborhood convenience stores has been varied, particularly with the emergence of regional shopping centers and easy access to transportation facilities. Today, there is a renewed recognition of the value of having neighborhood businesses that residents can walk to instead of having to drive to. In addition, neighborhood businesses are frequently locally owned so more of the profits stay in the area.

Neighborhood Commercial areas may consist of four corner sites or isolated parcels. The businesses range from grocery stores to restaurants. Some neighborhood business centers identified in the land use plan are at 2100 South and 2100 East, Stratford Avenue and Glenmare Street, 2700 South and 2000 East, and portions of 2300 East and Parley's Way. The community supports a Citywide effort to revise and strengthen the Neighborhood Commercial zoning district. 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 approved;
- Requiring multiple public entrances in new larger buildings;
- Requiring design review or site design standards; and
- Requiring signage to be at the pedestrian level.

Additionally, the City should give serious consideration to creating a new less intensive neighborhood commercial zone or using performance zoning techniques to allow single parcels to be zoned commercially. Notwithstanding the acknowledgement that neighborhood business can be positive for the City and neighborhood, the community emphasizes the need to protect adjoining residences from negative impacts of these commercial uses. These impacts include: lighting, noise, litter, smells, insensitive design, traffic and parking.

The issue of nonconforming properties deserves particular attention. These are properties that are used for commercial or business purposes, but are zoned residential. As nonconforming property, the business is very limited in terms of expansion or rebuilding, even if a disaster strikes. In some cases, these nonconforming businesses have been present and operating for many decades and have served the surrounding residential area without undue harm to that neighborhood. However, rezoning the property to 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 one should be considered on its own merits, with the public and surrounding residents given the opportunity to provide input into the decision making process.

The City should also consider the establishment of a distinct new zoning status 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 “legal conforming” status, which the City already uses in a few discrete circumstances especially for residential land uses.

Policy

- The City should explore new techniques and ordinances that support small businesses to serve residents within the surrounding neighborhood while mitigating impacts that may adversely affect the residential character of the neighborhood.

PARKS AND OPEN SPACE

INTRODUCTION

Parks and Open Space contribute to the sustainability of the community in a variety of ways. Urban parks represent an important element in creating green places, serving as areas of both reflection and more active recreation. For the residents, parks add tremendous value to city life. In addition to their greenery, they provide excellent recreational facilities, such as ball fields and play grounds. They 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.

Trees and vegetation also provide benefits beyond the aesthetic and environmental considerations. Humans have a very deep emotional, symbolic, and spiritual tie to trees; and trees can induce feelings of serenity that can be measured physiologically. Thus, the greening of the urban environment is critical to the psychological and emotional well-being as well as to the general health of the human species.

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.

Policies

- 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.
- Educate the public about the benefits of maintaining and expanding the urban forest.
- Support a per capita ratio of public amenities funding methods for the purchase of land for public use.

Existing Park Facilities

Regional Parks

Large urban parks are recreational areas that may serve an entire region. These are often over 100 acres in size and may include areas of natural quality suitable for outdoor recreation activities such as golfing, picnicking, boating, fishing, swimming, camping, and hiking. Large urban parks may be more specialized than the community or neighborhood parks. While they sometimes contain traditional park facilities like playground structures or tennis courts, they may also be dedicated to one particular use, 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 farsighted 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 deed to the Sugar House Park Authority, an independent non-profit corporate entity. The Authority entered into a three-party trust agreement with the City and County for funding. The Authority maintains jurisdiction of the park, in public trust, until the year 2055. As a predecessor of conservation and preservation easements, the agreement enables Sugar House Park to remain true to its founders' vision to “provide an open, restful place where citizens may come alone, or with



their families and friends to enjoy the beauty, quiet and restfulness of the Park."

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 significant number of citizens interested in retaining the park for use as passive green space rather than organized activities. The majority of Sugar House residents (1994 survey) prefer the preservation of passive open space in 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 Park Authority has indicated a desire to complete one, 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 an overall and specific plan. All decisions are based on consistency with the articles of incorporation and its contract with the City and County. However, continued management of the park 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 the resources necessary to preserve it in optimal condition.
- Preserve the existing green space in Sugar House Park as passive open space to the extent possible.



Community Parks

Community Parks are planned primarily to provide active and structured recreation opportunities for young people and adults. In general, Community Park facilities are designed for organized activities and sports, although individual and family activities are also encouraged. They usually exceed 15 acres in size and serve an area of one- to two- mile radius. The National Recreation and Parks Association (NRPA) 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 (2361 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 venerable community park provides a variety of activities for residents of the area. It has a regulation soccer field, volleyball courts, basketball court, tennis courts, a small cottage that has been used as a senior center, picnic pavilions, Sugarhouse Boys & 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. There are several improvements that need to be made at this park. These improvements include:

- Renovating the tennis courts, including lighting;
- Providing adequate parking with consideration given to only a portion of the area now reserved for tennis courts; losing the tennis courts completely for parking is not acceptable;
- Providing a skateboard park;
- Rehabilitating the former senior center to a general use community activity center and meeting facility;
- Upgrading the irrigation systems;
- Creating connections to the Canal/McClelland Corridor and the Parley's Creek railway corridors;
- Providing safe pedestrian walkways and crosswalks to access the resource from the surrounding neighborhood; and
- Replacing trees lost to pool development and age.

When the detailed planning for the Interstate-80 reconstruction project is commenced by UDOT, the issue of buffering Fairmont Park should be addressed. Whether through increased vegetation or sound walls, the investment the City has in Fairmont Park and the experience of the park user needs to be protected. In order to address all of these needs in a comprehensive manner, a master plan for the park is recommended.

Policies

- Prepare a master plan for Fairmont Park in order to plan for the maintenance and upkeep of the park in a comprehensive and timely manner.
- Support funding for maintenance and upgrades to the park.
- Ensure the tennis courts are renovated and protected from being completely lost to parking space.
- Support the creation of a skateboard park in order to provide skateboarders now using the public sidewalks, streets, and private property a safer, acceptable place to skate.

- Ensure that landscaping and buffering is addressed when reconstruction of Interstate 80 commences.
- Preserve historic resources in the park, where appropriate.

Neighborhood Parks

Neighborhood Parks are a combination playground and park designed primarily for non-supervised, non-organized recreation activities. In addition to their recreation value, they also provide a source of open space and aesthetic quality in the neighborhood. Since these parks are located within walking and bicycling distance of most users, the activities they offer become daily pastime for children.

Neighborhood Parks are generally small in size (5 to 15 acres) and serve an area of approximately a half-mile to a mile radius. The NRPA standards recommend 1.25 to 2.5 acres per 1,000 population. Users of a Neighborhood Park should not have to cross a major arterial street or other barriers, such as a river or steep slope, to reach a park.

Dilworth Park (1900 South 2100 East) is a Neighborhood Park consisting of 4.5 acres. This park is located adjacent to Dilworth 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, adding an ADA-standard (Americans with Disabilities Act) drinking fountain and renovating the parking lot.

Tanner Park (2760 South 2400 East) is a neighborhood park consisting of 15 acres. Tanner Park has been traded to the County in exchange for land on the Main Library block. The park includes a youth soccer field, a little league baseball field, two covered picnic shelters, a playground, a fitness trail, and two tennis courts. Adjacent to Interstate 80 and Parley's Historic Nature Preserve, the park also serves as a trailhead for many walking and hiking trails. Although no longer a City park, the Salt Lake City Parks Recovery Action Plan lists this park as contributing to the park inventory acreage for the Sugar House community area. The plan also identifies needed improvements to this park including grading, renovating the ball fields, pavilions, and overlook, adding concrete walks, constructing a new play structure, and correcting drainage problems. Any plans or improvements for the park will need to be coordinated through the County system.

Mini Parks

Mini Parks are small single purpose play-lots designed primarily for young children's use. Because of their size, facilities are usually limited to a small grass area, a children's playground and some seating areas. Mini parks are smaller than five acres in size and serve the area immediately surrounding the park (1/4 to 1/2 mile radius). No population ratio standard for this type of park is recommended.

Stratford Park (2600 South 2000 East) is a 2-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 play-structure 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 connects to 2000 East also should be incorporated into the park through improvements.

Hillcrest Park (2250 South 2000 East) is a 0.75-acre Mini Park. Needed improvements include grading, improved drainage, additional benches, trash receptacles, landscaping, lighting, and concrete walkways. There is also an opportunity to connect this park to the Parley's Creek Corridor trail system that will run east-west from Parley's Canyon to the Sugar House Business District.

Westminster Park (990 East 1700 South) is a 0.5-acre mini-park. The play structure needs to be renovated to meet ADA standards. The basketball post has been removed due to past experience with undesirable night activity. Reuse of former basketball court area, however, has not been formally addressed and needs to be determined.

Elizabeth Sherman Park (2400 South Highland Drive) is a 1.5-acre linear park located behind the UP&L Southeast Power Station between Elizabeth Street and the Interstate 80 overpass. The park was built in 1987 through efforts of the Sugar House Community Council, with contributions from UP&L and UDOT. It is built over the former Brickyard railroad spur, and connects the Jordan and Salt Lake City Canal corridor to the Parleys Creek/Denver & Rio Grand Railway trail corridor.

Parley's Way Park (2810 East 2400 South) is a 2.75-acre Mini Park in the Wilshire neighborhood. The green space, also known as Bentley Park or Wilshire Park, is a well-established amenity used primarily for passive recreation and as a play area. It is an integral and cherished part of the well-designed Wilshire residential neighborhood.

Policies

- Create sufficient park space for residents to walk to within their neighborhood.
- Improve and maintain existing park facilities and

- support ongoing funding.
- Ensure ADA accessibility for park facilities.

Park Acreage Deficit

Sugar House residents currently enjoy considerable park area and open green spaces. An objective measure of park standards can be obtained from guidelines developed by the NRPA. The 1996 guidelines indicate there should be a minimum of ten acres of parks and playing fields for each 1000 residents. Based on the present Sugar House population there should be approximately 188 acres of parks which equals the number of acres presently located in Sugar House. In theory, there is an adequate amount of park land. However, the projected population of the Sugar House Community in the year 2020 is 35,370, which indicates a need for an additional 33 acres of parkland.

Furthermore, a large majority of Sugar House park land is represented by one piece of land, Sugar House Park. This park is about 115 acres, or about 61 percent of the total parkland. So, while the community's need for large-scale parks is met, other types of parks may not be as prevalent. The NRPA standards for neighborhood parks indicate that there should be one – two acres of open space per 1,000 citizens. The Salt Lake City Parks Recovery Action Plan recommends 1.25 acres of Neighborhood Parks per 1,000 people, or 34.26 acres of neighborhood parks for Sugar House. Presently, there are only 19.5 acres of neighborhood park space in Sugar House, resulting in a deficit of 14.76 acres. Whereas dog 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.

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. There are a few areas that have been identified for potential neighborhood park sites (Figure 6). A parcel on Crandall Avenue, just east of Highland Drive, has been vacant for many years and would be ideal for use as a park. The area south of the railroad right-of-way between 500 East and 700 East is also an area that has redevelopment potential; some land reserved for green space is recommended to serve the surrounding neighborhood. Another site appropriate for a linear park has been initiated through a community-based proposal. It is located along the Canal/McClelland Corridor at 1140 East and 2905 South. Additionally, the open space area north of the Garfield Center on 1500 East is also recommended to remain as green space and improved for use as a park. The City does not have money committed, nor a funding system in place, for these areas at this time. Funding will need to be secured prior to any park development program. City land considered to be surplus should either be turned over to open space or sold to acquire other land that can be used for open space of similar size and quality.

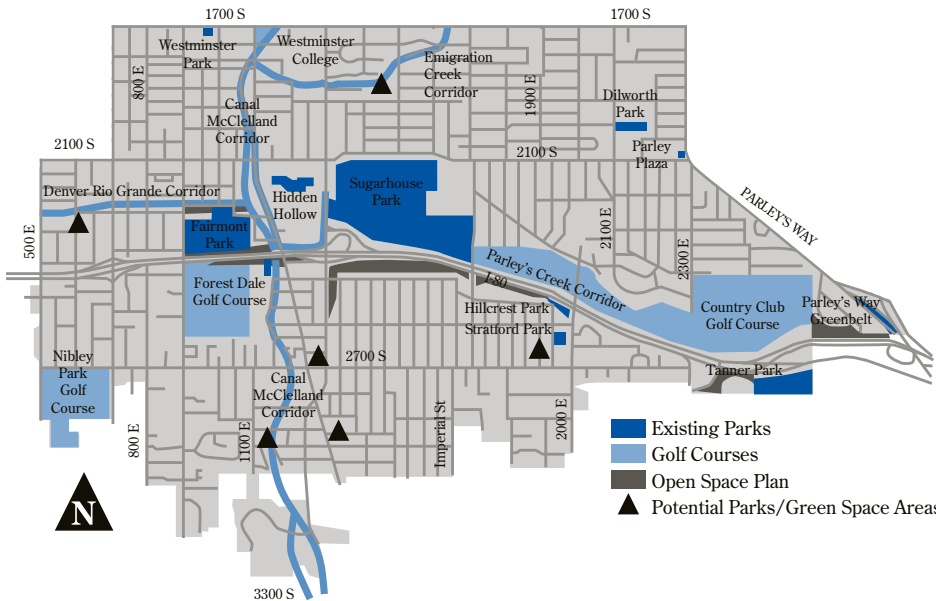
Two parcels owned by Salt Lake City Public Utilities Department are also recommended for consideration as green space. Both of these sites are drinking water well sites, and thus the wellhead protection standards will apply and may limit how these properties may be used. However, the community would like these sites to function as usable open space. Therefore, the Parks Department is encouraged to evaluate the feasibility of improving these parcels, located at: 1285 East 2700 South and 1901 East 2700 South. Consideration should also be given to using one of these sites as a tree nursery for young trees that can later be transplanted into City parks.

When planning for new park space, finding a willing seller (if privately owned) and having the funds available for purchase can be difficult. Furthermore, the cost of buying land for new park development can be prohibitive. Strategies to acquire new facilities can be accomplished by establishing funding mechanisms to receive both property and monetary donations for future acquisitions, converting some City owned property to recreational uses, creating green space in undeveloped and redevelopment areas and planning for the acquisition of additional land to satisfy future demand for green space and open space.

Policies

- Develop funding mechanisms for the purchase of adequate open space as it becomes available.
- Pursue proactive efforts to purchase property that can be developed into Neighborhood Parks, especially in the southwest area of Sugar House.
- Retain open space that is currently in City

Figure 6
Sugar House Parks and Open Space



- ownership for future use as park space.
- Strive to meet national standards for Neighborhood Park deficiencies.
- Support funding to develop public utility land as usable green space.
- Support the use of CDBG funds to acquire park land and green space.
- Allocate funds in the Salt Lake City Capital Improvement Budget for land acquisition and Neighborhood Park development for the Sugar House Community.
- Establish a Salt Lake City Land Bank to accept donations of land and funds for acquisition of open spaces.
- Meet new user needs by requiring the creation of usable open space as a condition of approval for new large-scale projects.
- Ensure accessibility of all park and open space facilities to all users, with special attention paid to access by foot or bicycle.

Park Maintenance and Improvements

The Salt Lake City Parks Recovery Action Plan recognizes that many existing park sites in Sugar House are in need of renovation and improvement. The recommended improvements for parks are incorporated into this plan.

Policies

- Implement the open space plan as it relates to linking the parks and recreation areas with an open space trail system.
- Develop better park facilities and recreation programs with the physically challenged in mind.
- Support funding for park maintenance, acquisition, and development.
- Design park improvements with sensitivity to preservation of remaining open areas.

Community Recreation Center

The Sugar House community is in need of more affordable and healthy activities for the youth of the community. The Sugar House Community Recreation Center and Needs Assessment Survey (1994) has confirmed the community’s desire for more recreation facilities. Passive open spaces, trails and bicycle paths were some of the top priorities, with a Community Recreation Center identified also. The location and method of financing a Recreation Center is still under evaluation and should be pursued.

Policy

- Support the development of a Community Recreation 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 course. It is the smallest and oldest golf course in the City. It was originally the site of Calder’s Park, an amusement park deeded to the City by Charles W. Nibley. Mr. Nibley stipulated that the property be used as a golf course in perpetuity. The golf course was formally presented to the City on May 20, 1922. 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 (2375 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 remained at Forest Dale until 1924. In 1935 Salt Lake City acquired this property with much of the renovation and cleanup work undertaken by the Works Progress Administration. Forest Dale became the City’s third municipal golf course after the Nibley Park and Bonneville courses. A complete renovation to the historic Forest Dale Clubhouse was completed in 1995, and now houses the Salt Lake City Golf Division administration offices, in addition to its primary role as the golf course clubhouse.

The Country Club Golf Course located adjacent to Interstate 80 and 2300 East, is an 18-hole private course on 381 acres of land built in 1924. This picturesque golf course has a large driving range and beautiful clubhouse. Due to the proximity of this golf course to Interstate 80, the Parley’s trail route may be considered for alignment along the boundary of the golf course. Discussions between the Parley’s Rails, Trails and Tunnels Coalition and the Country Club Golf Course officials are ongoing, and the specific alignment of the future trailway is being evaluated.

Both Nibley Park and Forest Dale Golf Courses are managed under a 20-year Capital Improvements Plan, developed in 1999 by the Salt Lake City Golf Division. This plan identifies approximately 4.5 million dollars in capital improvements to be made to these two courses over the next 20 years. Substantial capital improvements are necessary for each of the courses to be maintained. Reinvestment in these courses is imperative to maintain future golfing, recreation, and open space opportunities. The Forest Dale and Nibley Park golf courses are valued by many people as recreational open space for the community and should be preserved and maintained. They add to the identity, and are important to the stability, of the Forest Dale and Nibley Park neighborhoods. Additionally, both Nibley Park and Forest Dale Golf Courses are proposed to be included in the 2700 South Storm Drain System to house flood detention ponds. The joint use of these sites for open space, recreation and flood control is optimal. Capital improvements to these sites should be coordinated with the Public Services Department, the Golf Division, City Engineering, County Flood Control and golf course users.

Policies

- Preserve the public golf courses for use as open space and storm drain detention.
- Coordinate improvements to the golf courses with the appropriate City departments.

- Support communication between all parties in order to design an appropriate alignment for the Parley’s trail.

Open Space and Natural Areas

Open space is defined as predominately undeveloped land primarily left in its natural environment with recreation uses as a secondary objective. In some cases, environmentally sensitive areas are considered as open space and referred to as nature preserves. These areas can include wildlife habitats, wetlands, stream and creek corridors, or unique or endangered plant species.

In Sugar House, open space and natural areas provide multiple benefits for the residents. They provide relief from urbanization, better air quality, and habitat for flora and fauna. Protecting the flora and fauna is important because so little of Salt Lake City remains in a natural state. Unfortunately, the City has not been able to acquire or protect much open space except in the foothill areas.

Open Space Master Plan

The Salt Lake City Open Space Plan was formally adopted in 1992 for the development of a network of greenbelt parks and open space corridors linking the existing parks together. The trails are envisioned to function as Class I pedestrian and bike trails which can function as alternate transportation routes to neighborhood commercial nodes, as well as recreational access to regional trail systems, foothills, forest service lands, and canyons. Furthermore, the Sugar House Community Needs Assessment Survey indicated that 88 percent of the respondents considered trails to be necessary to a successful park and open space system in Sugar House.

This master plan supports the goal of providing trailways for both recreational use and non-motorized forms of travel. However, the exact trail route location of a proposed trail project should address private property issues such as safety and privacy, and ensure negative impacts are mitigated. If a specific trail plan is ever proposed for any of the open space corridors in Sugar House, public involvement with notification to all affected property owners must be a basic component of the planning process, prior to identifying the location for a trail route and designing a specific trail plan.

Trail alignments shall not require the removal of housing units. Public property alternatives shall be fully explored and exhausted prior to any consideration of private property encroachment for trail alignments, particularly in the areas of the Canal/McClelland and Emigration Creek Corridors located in the Sugar House Master Plan Community. This would not preclude voluntary donations or conservation easements provided by private property owners.

Emigration Creek Corridor

In Sugar House, the Open Space Plan identifies the Emigration Creek Corridor from the mouth of Emigration Canyon through residential neighborhoods and several existing parks to the Westminster College campus.

The Emigration Creek corridor is unique in that the majority of the stream is bounded by steep banks and runs through existing residentially developed areas. Many residents live adjacent to the stream with their rear yards within close proximity of the streambed. Consequently, development of a trailway following the streambed would present challenges when designing a specific route. Issues such as privacy and safety are of primary concern for many residents. Therefore, public involvement and careful discretion should be employed when planning on a specific trail route, with particular regard given to the private property owners adjacent to the creek.

McClelland Corridor

Another corridor identified in the Open Space Plan is the Jordan and Salt Lake City canal, and referred to in the plan as the Canal/McClelland Corridor. A trail is proposed to follow the path of the historic Jordan and Salt Lake City canal. The trail begins at the south City boundary and ends at 800 South, where it intersects the proposed Transvalley Corridor Trail. Existing alleyways wind through a densely developed neighborhood along the old canal route. Because the majority of this corridor is within the public right-of-way, the development of a trailway along the McClelland Canal is more promising than along some portions of the Emigration Creek corridor.

The Canal/McClelland Corridor follows the path of the historic Jordan and Salt Lake City Canal built in 1882 to bring irrigation water north from the Jordan Narrows along the eastern slopes of the Salt Lake valley. The Canal continues to carry water to this day. Within the Salt Lake City limits, portions of the canal remained open until 1958. In the 1980s, CDBG funds were spent to put a County-owned segment between Brickyard Shopping Center and Elgin Avenue into a conduit. South of 3300 South, however, the canal flows almost entirely in an open ditch. A 1972 State Trails Plan recommended that in the future, the canal corridor should be developed as a linear parkway connecting Cottonwood Mall to Liberty Park.

Parley’s Creek Corridor

The Parley’s Creek Corridor also runs through the Sugar House Community connecting various open space resources. The corridor follows Parley’s Creek from the mouth of Parley’s Canyon to Hidden Hollow. In the Sugar House Business District the corridor continues to Fairmont Park and is mapped to follow the Denver & Rio Grande railroad spur with an ultimate connection to the Jordan River Parkway.

A paved trail is envisioned to follow the Interstate 80 corridor from the mouth of Parley’s Canyon to the Jordan River parkway, a distance of about eight miles. At the mouth of Parley’s Canyon the trail will connect,

via a tunnel, under Interstate 215 to the Bonneville Shoreline Trail. The Bonneville Shoreline Trail is already developed in this area, crossing Interstate 80 on two pedestrian/bicycle bridges.



Denver & Rio Grande Railroad Spur

A large group of community interests and government representatives have come together to propose a trail route along the entire length of the corridor and promote its development. Some of the partners in this proposal include Salt Lake City, Salt Lake County, Sugar House Community Council, Sugar House Park Authority, Utah Department of Transportation, Utah Transit Authority, Bonneville Resource Conservation and Development Council, Bonneville Shoreline Trail Committee, Liberty Park Community Council and Liberty Wells Community Council.

These and many other interests are participating in the Parley’s Rails, Trails and Tunnels (PRATT) Coalition. The PRATT Coalition is named for Parley Pratt, the person for whom Parley’s Canyon and Creek are named. The group has enlisted the National Park Service’s Rivers, Trails and Conservation Assistance Program to help with project coordination. Among the three Open Space Corridors that run through the Sugar House community, the proposed Parley’s Creek trail has the strongest public awareness and support. As such, implementation of the Parley’s Creek trail alignment should be actively pursued.

Policies

- Support the implementation of the Salt Lake City Open Space Plan, and the continued development of greenways and trails. This plan incorporates the Salt Lake City Open Space Plan by reference into the Sugar House Master Plan.
- Strongly support implementation of the proposed Parley’s Creek trailway, and the rails-with-trails component along the light rail corridor.
- Fully evaluate the Elizabeth Street/2700 South/1100 East proposed alignment as an alternative to the Canal/McClelland corridor alignment between Crystal Avenue (approximately 2590 South) and Crandall Avenue (approximately 2875 South).
- Discourage the use of eminent domain, particularly if it displaces residents in order to implement trail plans.
- Employ public involvement and sensitivity to existing conditions when planning a specific trail route along the Open Space Plan Corridors. The following factors should be considered when developing a specific trail route:
 - Terrain/Topography
 - Wildlife/Ecosystem
 - Private yard space/Existing Development
 - Maintenance
 - Privacy and Safety
 - Flood lines
- Enforce against encroachment upon the public rights-of-way identified for a trailway.
- Protect and restore the above ground corridors of Parley’s Creek and Emigration Creek.
- Strive to bring streams back to the surface where they have been placed underground.
- Evaluate the feasibility of applying a conservancy overlay zone to riparian corridors cited in the Open Space Master Plan; and analyze the impact that a new ordinance may have on existing developed land, as well as new development areas.
- Ensure new development has an adequate setback from riparian corridors in order to promote, preserve, and enhance the important hydrologic, biological, ecological, aesthetic, recreational, and educational functions that stream corridors, associated riparian areas, and wetlands provide.
- Maintain existing fish and wildlife habitat or create new habitat hospitable to wildlife.
- Establish a program to monitor riparian corridors with inspections on an annual basis.
- Prohibit the removal of riparian vegetation as part of any development project and protect all riparian vegetation from construction impacts.
- Promote a conservation easement over the stream corridor as part of any new development project.

Nature Preserves

Parley’s Historic Nature Park is located at 2760 South and 2750 East and consists of 76 acres of land. This area should be maintained as a nature park. Its natural, scenic, historic and wildlife habitat environment should be protected with a conservation easement to maintain the Nature Park as an open, natural area in perpetuity. With the funding already secured for the project, Salt

Lake City is participating with Salt Lake County and the State of Utah to complete the Parley’s Crossing project and build a tunnel under Interstate 215. The Parley’s Creek Corridor Trail, adjacent to the Interstate 80 freeway, will connect the Bonneville Shoreline Trail to the Jordan River Parkway, with connecting trails into Parley’s Canyon Historic Nature Park and Tanner Park. Funding is required for a master plan for Parley’s Historic Nature Park to plan for linking trailways, restoration and development, and to repair damage from soil erosion and overuse. A master plan is recommended for the nature park in order to address these issues and to evaluate competing interests that call for additional uses such as a more extensive trail system and use as a dog park. Uses that may undermine the values of natural preservation must be carefully controlled in order to maintain this area as a nature park.

Hidden Hollow Natural Area is located in the heart of the Sugar House Business District, along the banks of Parley’s Creek. Set aside as the first Sugar House Park in 1913, it was intended to remain a natural park and the entrance to a 300-acre greenway that would stretch from 1100 East upstream to Parley’s Hollow. In later years, it was developed to include tennis courts, a heated swimming pool, children’s playground, and a baseball diamond. After the new Sugar House Park was completed, the old park was abandoned and part of it was sold for commercial development. It became a forgotten dumping ground. In 1990, it was rediscovered



by Salt Lake City schoolchildren, who launched a campaign to clean up the park and restore it to public use.

Hidden Hollow was rededicated in 1999 as an urban natural area and an oasis for native plants and wildlife. The City placed a conservation easement over the property to protect its “natural, riparian, scenic, open space, historical, educational, aesthetic, and recreational values”. Interpretive signs identify both the natural and human history of the site, and the Hollow is valued as an outdoor learning center. Paths and walkways

through the Hollow connect Sugar House Park to the Business District, and will link the Parley’s Creek trail corridor with the Canal/McClelland trail. To make this trail link most usable, a safe, elegant, and cost effective connection between Sugar House Park and Hidden Hollow is recommended.

Policies

- Preserve, restore and enhance the remaining natural areas in Sugar House where possible.
- Develop standards of maintenance for nature parks and open lands, while providing funding for acquisition and maintenance of nature preserves.
- Avoid significant disruption of designated natural areas by allowing only sensitive development in these areas such as nature trails, interpretive signs, kiosks and outdoor classrooms.
- Design all new development allowed on a parcel that contains a natural area to protect and preserve the habitat area.
- Link Hidden Hollow with the Parley’s Creek trail corridor and the Canal/McClelland corridor with safe, elegant and cost effective trailways.
- Create a master plan for Parley’s Historic Nature Park, to ensure environmentally sensitive development of pedestrian and bicycle trails and other amenities.
- Encourage individuals and neighborhood groups to adopt a park or preserve for maintenance.

MOBILITY, ACCESS
& THE PEDESTRIAN
EXPERIENCE

INTRODUCTION

Sugar House will be an area of Salt Lake City where people can circulate without dependence on the private automobile.

All of the arterial and collector streets, and even some local streets, in Sugar House are experiencing levels of traffic that concern citizens. When open houses were held to gather public input for the preparation of this plan, the issue most often mentioned was traffic. Citizens are concerned with both traffic volume and traffic speed and believe that the City needs to make this a top consideration when permitting new development, planning capital improvements, and implementing traffic calming for local streets.

Furthermore, as the population increases in the City as well as the Salt Lake Valley, a decrease in automobile traffic is not expected. Consequently, to encourage a shift in travel behavior from single occupant vehicle trips to other modes of mobility, a range of convenient choices is recommended. Anyone making a trip should have a choice of more than one possible means, or mode, of travel; and the shared public space contained in the right-of-way of the City’s streets network should be designed, maintained and managed so as to accommodate safe and convenient travel by all modes. The objective is to supplant the travel needs of a growing population with an increase in walking, biking, transit, multi-occupant autos, combined trips, to replace them entirely through telecommunications and land use changes.

Policy

- Provide for multiple modes of transportation that are safe, convenient and comfortable.



Historic 2100 South

City Transportation Master Plan

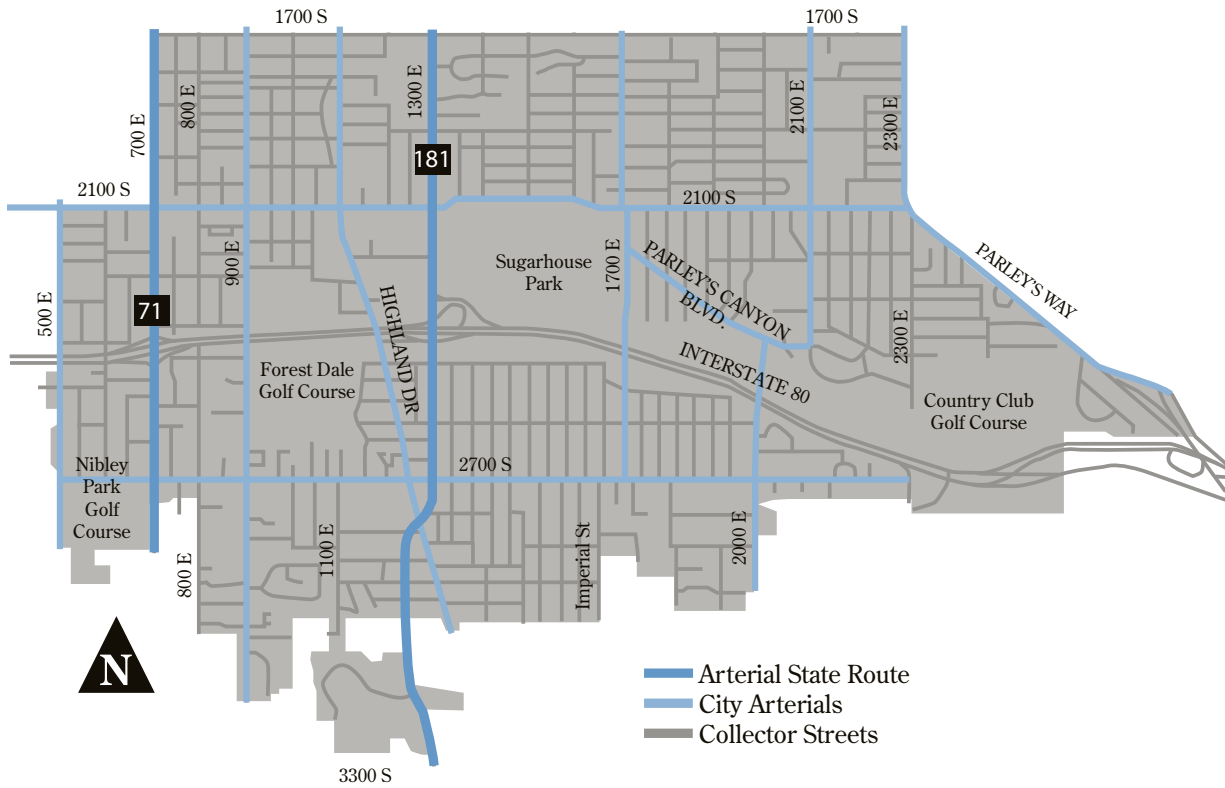
There are many definitions and concepts in the City’s Transportation Master Plan (1996) that are useful for understanding transportation issues. Therefore, the City Transportation Master Plan should be reviewed for overall transportation concepts and policies. The City’s Transportation Master Plan classifies the City’s streets based on their function and purpose into four categories: freeway, arterial, collector, and local. These classifications identified on Figure 7 and defined below, help determine the intensity of land use development along specific streets.

Freeway: These routes provide for rapid movement of large volumes of vehicles between urban areas. No local access to individual sites is provided. Freeways are designed for the highest travel speeds. Portions of Interstate 80 are located within the Sugar House community. All of the freeways are under the jurisdiction of the Utah Department of Transportation (UDOT).

Arterial Streets: These streets provide for through traffic movement over long distances such as across the City with some direct access to abutting property. Arterials typically have restrictions on the number and location of driveways. Curbside parking may be restricted or prohibited. These streets are typically the widest and have the highest speed limits of all of the surface streets within the city. Many of the arterials within Salt Lake City are state highways under the jurisdiction of the Utah Department of Transportation. Foothill Drive, 700 East and 1300 East are examples of arterials that are also state highways. Arterials in Sugar House that

- Support the Salt Lake City Transportation Master Plan. This plan incorporates the Transportation Master Plan by reference into the Sugar House Master Plan.
- Strongly discourage reclassifying any streets to a higher level; for example, from collector to arterial.
- Evaluate the feasibility of reclassifying the designated arterial streets when the Transportation Master Plan is updated.
- Reclassification of streets should include a full analysis by the City of the impacts and full public involvement with public hearings.

Figure 7
Sugar House Street Classification Map



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 for 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 widths and 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, restriction 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 area should be maintained and not upgraded. The arterial and collector roads serve more than the localized 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 on 1700 South, 2700 south, 900 East and 1100 East/Highland Drive. Therefore, when the City updates the Transportation Master Plan, these streets should be reanalyzed 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 relieve the street side of the house from being dominated by garage doors and cramped by curb cuts. If not serviced by an alley, garages should be set back 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 can 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 alleyways currently serve both residential and commercial use. This is one of the factors that contribute to the pedestrian orientation that many of the well-established neighborhoods embody. However, due to 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 a City right-of-way, has been a source of concern for the community. Although expedient if the City’s responsibility for maintenance is relieved, the long-term loss of resources creates a cumulative impact upon the public access routes. Given these complex issues, the City Council is developing revisions to the existing alley vacation policy. This new policy will be used to evaluate each request for alley vacations in the future.

Policies

- Incorporate alleyways in new residential development projects whenever feasible.
- Discourage the use of alleyways for commercial access if the alleyway abuts residential property.
- Encourage dedicated public streets in new development.

Land Use and Transportation Issues

Decision makers must always take into consideration that land use patterns and transportation patterns 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 shop and the density of the housing 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 that includes 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 the City 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 to and from the area. These studies should be evaluated by the Transportation Division. A change in level of service of the street classification would be considered quite significant and mitigation measures should be employed to avoid undue traffic impact. Transportation demand management techniques along with multi-modal alternatives should be employed to maintain the current street classification designations.

Policies

- Ensure that decisions made for planning, zoning, public works projects, or any other public or private investment are guided by a full understanding of the relationships between land use and transportation impacts.
- Establish a method to accept, allocate, and spend any fees paid for traffic or parking mitigation.
- Require traffic impact studies for projects considered significant to determine the cumulative impact of adding the new development to the area.
- Employ transportation demand management techniques and implement multi-modal alternatives to maintain the current street classification designations and mitigate undue traffic impact upon the community.



Historic Modes of Transportation

Commuter Traffic

The very heavy traffic on 1300 East traveling through the Sugar House community has degraded the quality of life, and had serious negative economic and environmental impacts on the surrounding residential neighborhoods. The traffic congestion also limits the desire for additional businesses to locate in the Sugar House Business District. This problem is also compounded by the fact that the street is under the jurisdiction of the State Department of Transportation, which limits the ability of the City to make changes to the roadway. Solutions to this congestion problem are needed.

The issue of widening 1300 East from two lanes to four lanes has been discussed several times over the years. This street can become very congested where it narrows from four lanes to two lanes just north of 2100 South. However, while widening the street may alleviate this bottleneck, it would have an impact on the livability of the street. It would require the removal of residential homes, many of which are historic in nature, and could encourage even more traffic in Sugar House.

Rather than disrupting the neighborhood further with additional car lanes, efforts to reduce traffic on 1300 East should be directed toward transit to reduce the number of private motor vehicles traveling through the community and preserve the homes and quality of life in the residential neighborhoods.

Beautification and street improvements should also be applied to other commuter corridors such as 700 East and Parley's Way. Consideration needs to be given to multiple modes of transportation, including pedestrian walkways and crossings, and landscaping with medians where appropriate.

Policies

- Evaluate alternative measures for 1300 East to mitigate negative impacts caused by traffic flow and congestion on key arterials and neighborhood

- collector streets.
- Support the use of transit for commuters and college students.
- Initiate Transportation System Management measures to better guide and direct traffic.
- Synchronize traffic signals so they are timed appropriately to allow blocks of traffic to travel smoothly and swiftly.
- 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.
- Consider diverting commuter street traffic to alternate travel corridors.
- Obtain ownership of State owned streets and arterials or get approval to control State regulated streets and right-of-way designs.
- Strongly discourage UDOT from widening 1300 East from 1300 South to 2100 South; this measure would negatively impact the neighborhood and should be avoided.
- Support funding to plant trees and other landscaping in the median on 1300 East between 2100 South to 2700 South as well as 700 East; coordinate this landscaping with UDOT to determine the likely landscaping plans for the Interstate 80 reconstruction project.
- Support funding for beautification and improvements, including wider sidewalks on Parley's Way.
- Continue to support street improvements for major arterials – encourage continued capital improvement programming.

Interstate 80 Reconstruction

The Utah Department of Transportation (UDOT) has determined that Interstate 80, between the mouth of Parley's Canyon to Interstate 15 is in need of major improvements. These improvements include changing the grade of the roadway, rebuilding overpasses that are deteriorating or that need seismic upgrading, and configuring each interchange so that it is more efficient. 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 located in Sugar House are 700 East, 1300 East, and 2300 East. Each intersection 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 from further consideration, calling it "fatally flawed" because of its social, economic and environmental impacts. The City firmly opposes a full access interchange at 2300 East, as it would irreparably damage the existing residential neighborhood.

As it is currently designed, Interstate 80 causes various land use conflicts as it bi-sects 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 at-grade freeway produces conflicts. These conflicts can be alleviated by planting vegetation along the freeway right-of-way as a visual barrier, in addition to constructing sound attenuation walls along the freeway at critical locations. In some locations, buffering space and sufficient vegetation is more appropriate to sound attenuation walls. Aside from the improved aesthetics of space and vegetation, this alternative would not redirect the sound. Consequently, UDOT should be encouraged to evaluate the most appropriate measure with the effected property owners.

Another consideration that could 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 bike 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 bicyclist reduces reliance upon the automobile and provides better linkage for the neighborhoods. Finally, landscaping and sound walls will be an important part of the design considerations as final plans are completed. The estimated start date of this project is 2010; pending funding allocations.

Policies

- Encourage UDOT to include adequate mitigation to address short- and long-term negative impacts to Sugar House including providing trails for pedestrians and bicycles, a light rail alternative, increasing landscaping and open space and mitigating traffic and noise impacts in neighborhoods. These issues should be addressed in the final Environmental Impact Statement and Final Design for the renovation and reconstruction of Interstate 80.
- Include public access trails in the Interstate-80

- reconstruction project. These trails should include, but not be limited to, public access from Parley's Canyon to Sugar House Park.
- Encourage UDOT to have a public participation process prior to the placement of sound attenuation walls.
- Protect and enhance Parley's stream, adjacent parks and green space in the design and construction of the Interstate 80 reconstruction project.
- Design freeway rights-of-way with drought tolerant and low maintenance vegetation.
- Review the Interstate 80 Major Investment Study for modifications that might adversely effect pedestrian circulation.
- The City firmly opposes any access whatsoever north of Interstate 80 at 2300 East, as it would irreparably damage the existing residential neighborhood and create substantial negative environmental impacts.
- Strongly oppose any plans that incorporate any access north of Interstate 80 at 2300 East.

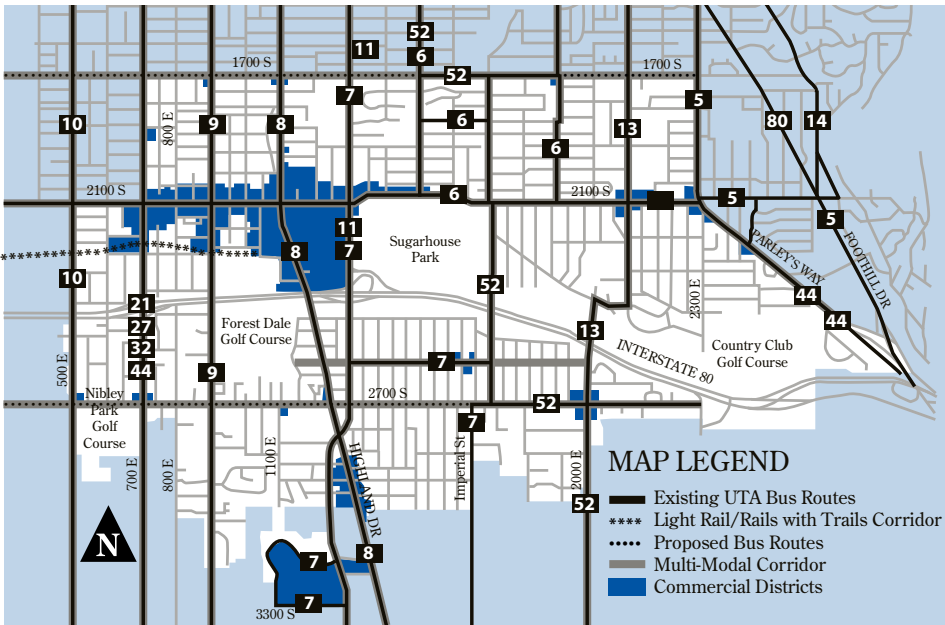
Multi-modal Priorities

It is critical that alternatives to the automobile be considered in all decisions made by the City, including capital improvement projects, transportation, planning and zoning. In the past, too little attention was given to provisions of pedestrian access in new development, bicycle routes, trail systems and transit options. The automobile has typically been given priority over other modes of mobility, thus relegating the pedestrian and cyclist to be given secondary or worse yet, no consideration when designing access routes.

The community supports a number of solutions to remedy this situation, such as providing safe, comfortable and convenient pedestrian and bicycle path connections that may encourage walking, biking, and transit use. The Sugar House Business District is proposed as a pedestrian first zone, thus making a commitment to a more "walkable" Sugar House. Additionally, reducing travel distances encourages safer and increased levels of bicycling and walking. Shorter travel distances require higher density development and employment near places of residence. Consequently, the Sugar House Business District provides an ideal environment to focus a mixed land use pattern around a light rail station.

Coordinating land use policies and shortening travel distances, with alternative transportation options can create a host of possibilities: people may choose to walk, bike, and use transit more often; they can combine trips more easily; there may be shorter, more direct routes to a local destination; they may actually be able to reduce the number of cars they own; and because of these changes, reduced congestion on highways and arterial roadways is possible.

Figure 8
Sugar House Community Multi-Modal Map



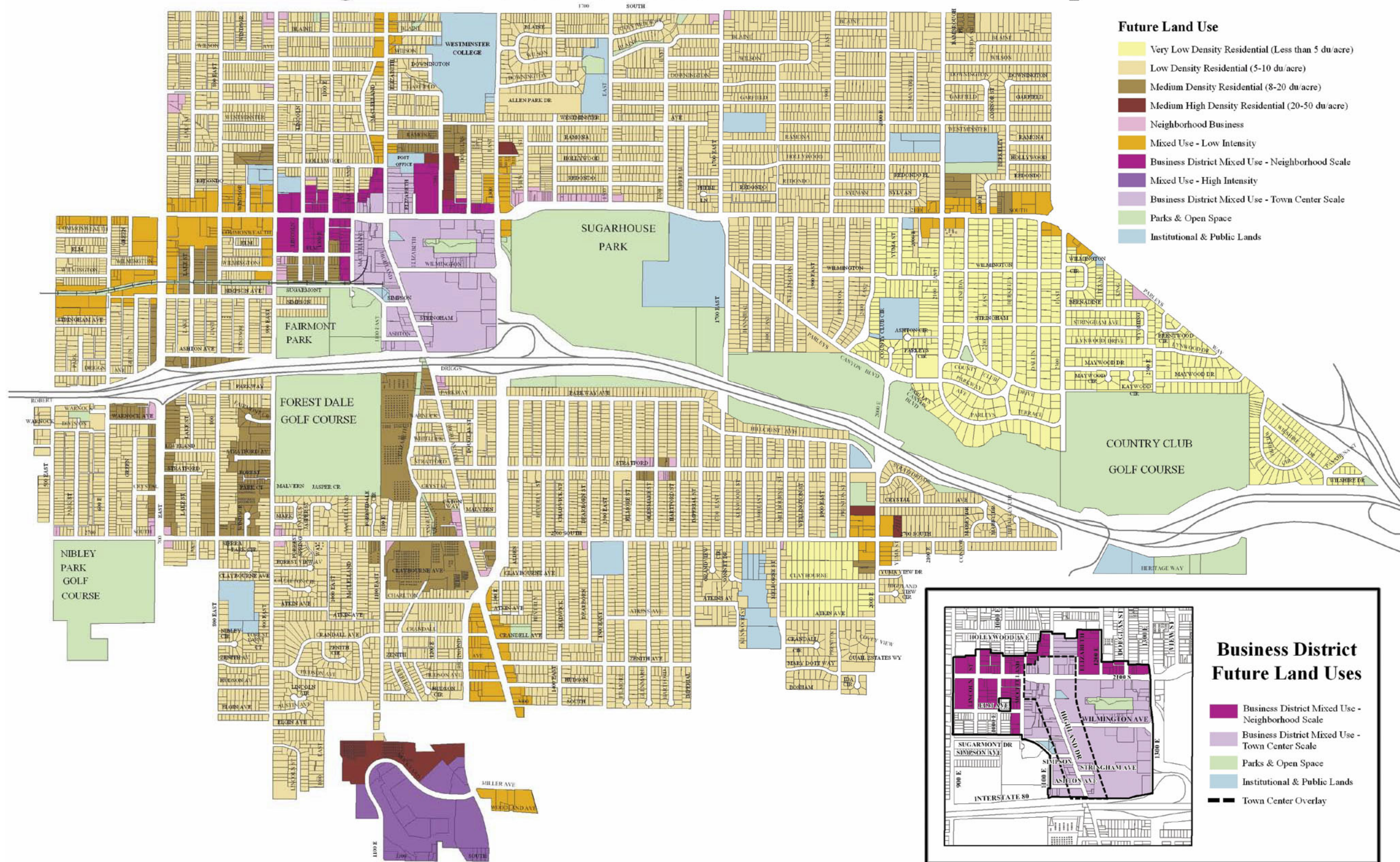
Pedestrian

Efficient and safe pedestrian circulation is a high priority in the Sugar House community. While the City utilizes much expertise and fiscal resources to assure automobile circulation, too often the ability of the pedestrian to function safely and efficiently is not adequately considered. Therefore, pedestrian circulation should be considered in all new developments.

The Sugar House Master Plan envisions improved pedestrian linkages between and through neighborhoods, commercial areas and parks, and open space areas. In order to facilitate the increase of pedestrian movement, 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, or even isolated corner businesses is often given little forethought. Pedestrians find themselves without a sidewalk, at conflict with automobiles entering or leaving driveways, or having to weave through parked cars to reach the front door of a business. Other cities have addressed this same problem by adopting ordinances or standards for pedestrian access within new development.

Sugar House Future Land Use Map



The benefits of developing a high-quality pedestrian environment that is well integrated with adjacent land uses include the fact that it encourages walking, creates and reinforces community identity, supports and attracts people to adjacent commercial areas and lessens the vehicular congestion. Sugar House is already poised to offer a healthy pedestrian shopping district with the existing variety of merchants, the moderate scale of the city blocks and street right-of-way, and the streetscape improvements (beautification project 1984). In addition to these features, that fact that the park and open space amenities of Sugar House Park, Fairmont Park and Hidden Hollow are located within walking distance to the Town Center, only adds to the ambience of the area. Therefore, to create a more pedestrian oriented environment in the Business District, the community need only reinforce and enhance the existing infrastructure.

Consequently, to expand on the potential of the Sugar House Town Center as a destination place for recreation, shopping and entertainment, characteristics from other pedestrian oriented cities can be applied to create an interesting and enjoyable environment in which to walk. Other improvements include the installation of pedestrian oriented lighting and the elimination of unnecessary curb cuts. The elimination of unnecessary curb cuts is important because it decreases the number of opportunities that pedestrians will encounter moving vehicles. In addition, new construction should be designed to accommodate pedestrians including promoting the location of new commercial buildings near the public sidewalk and near public transportation. Furthermore, the internal circulation of a site must be designed to accommodate safe access for pedestrians from the sidewalk to the business.

Skateboards and non-motorized scooters are being used as transportation by many individuals. Those using skateboards and non-motorized scooters often combine that mode of transportation with public transit. Care should be taken in the design of commercial areas to minimize possible abuse and destruction of property by skateboards. The community is strongly in favor of strict penalties for the abuse or destruction of property by skateboarders or others.

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.
- Assure that the pedestrian is considered in all new development by adopting zoning regulations to require a “pedestrian circulation element” for each new development and redevelopment project. These regulations should apply to commercial and retail uses that are allowed as either permitted or conditional uses.
- Pedestrians should have the right-of-way over all other modes of transportation.
- Plan and design for a quality pedestrian experience along the shortest possible route, and ensure that the course a pedestrian would take is comfortable and interesting.
- Encourage mid-block walkways through large blocks to shorten travel distance and allow better access to public transportation.
- Apply pedestrian oriented principals to create an interesting and enjoyable environment in which to walk. These principals include:
- Provide a defined space for the pedestrian using awning covered sidewalks, distinctive shop windows, decorative sidewalk patterns and by locating interesting buildings close to the sidewalks;
- Integrate art and other items of interest into the landscaping and design, and create a pedestrian promenade;
- Provide trees and shop awnings for shade and protection from inclement weather;
- Provide adequate unobstructed walkway width, particularly in heavily trafficked areas;
- Use a landscaped area to provide a buffer zone between pedestrians and motorists;
- Provide adequate lighting at a pedestrian oriented scale;
- Provide pedestrian friendly street frontages, and encourage outdoor cafes and street vendors;
- Use brick or textured surfaces for better footing and aesthetic consideration – surfaces should offer reasonable traction in rain and snow;
- Support a wide array of street performers and colorful shop windows, which provide entertainment and a diversity of things to look at;
- Provide benches, water fountains and small parks to rest and to allow areas for children to play; and
- Make other transportation-related facilities, such as bicycle parking racks, transit shelters and train stations more attractive.
- Enhance key pedestrian routes and crossings wherever possible with techniques such as raised or textured crosswalks and physical barriers from traffic. Promote enforcement of City and State landscaping ordinances, which prevent landscaping from interfering with pedestrian traffic.
- Provide pedestrian corridors that link small parks, open space, commercial and entertainment facilities.
- Implement a pedestrian first policy in the Sugar House Business District, and employ traffic calming measures where necessary.
- Retain the small scale of the Business District to maintain a more pedestrian friendly environment.
- Analyze the feasibility of installing pedestrian crosswalks at intervals of approximately 400 feet across collector and arterial streets, whether or not at a controlled intersection.
- Analyze the feasibility of installing button-activated pedestrian traffic signals along 2100 South at 1000 East and 1200 East.
- Employ traffic calming techniques to slow traffic.
- Analyze the feasibility of installing attractive medians and integrated pedestrian refuge islands along Parley’s Way between 2300 East and

- Interstate 215 to reduce traffic speeds and increase pedestrian safety. Install adequate left-turn lanes.
- Provide pedestrian friendly parking lots with uniquely paved pathways, landscaping, and pedestrian oriented lighting.
- Support small commercial neighborhood stores to operate within short walking distances of residential neighborhoods.
- Ensure development design includes the use of crime prevention through environmental design (CPTED) principals to lessen the likelihood of undesirable activities.
- Install kiosks around several of the light poles in the Central Business District and along arterial streets to notify the pedestrian of upcoming events and reduce the frequency of light poles being littered with notices.
- Design new construction projects to consider pedestrian oriented amenities and safety; and encourage the location of new commercial structures near the public sidewalk.
- Ensure adequate interior parking lot circulation for the overall neighborhood commercial area when new development is proposed.
- Encourage existing property owners to rehabilitate parking areas by eliminating excessive curb cuts, increasing landscaping and providing better striping and maintenance of parking areas.

Bicycle

The Sugar House community supports a bicycle-friendly community; one that is safe for all age groups and suitable for recreational use as well as commuting. Nonetheless, there exist conflicts over the shared use of public right-of-way and space. Many areas of Sugar House do not have bicycle lanes and are difficult or intimidating for cyclists to access. Bicyclists compete poorly with the steady stream of automobile traffic, and in the Sugar House Business District cyclists are forced to ride on the road because existing policy prohibits them to ride on the sidewalk. Furthermore, no Class I bikeways (separate bike paths) exist in Sugar House. Therefore, resolving the conflicts over the shared use of space must be a priority. The City must work to resolve the inherent value tensions in the creation of bikeways, particularly where it affects people of differing ages and abilities and their rights to access.

In working toward a more bicycle friendly community, an integrated approach to bicycle planning is recommended. This includes the creation of a continuous bicycle network with access to all areas of the community and improved connections to the transit system. It also includes a network of separate bicycle arterials to enhance the safety and viability of bicycle use to and from a series of major nodes. Additionally, transportation and land use planning should encourage development that offers a mix of uses in close proximity to one another and a well-integrated multi-modal transportation system.

To implement this integrated approach, multi-modal corridors are identified on Figure 8 with suggested bikeways illustrated on Figure 9. These corridors have been designated to provide continuous access throughout the community. While all streets should be accessible to bicycles, these multi-modal corridors can provide a core network of continuous, well-maintained and well-signed facilities. Corridors may be comprised of on-street lanes, off-street multi-use paths, or both. Where appropriate, some components of the route might become one-way streets with wide bicycle lanes and some intersections might give cyclists the right of way over motorized traffic. Such a scheme would require considerably less construction than a separated bicycle arterial system and would maintain some motorized access, but with a higher priority given to non-motorized users.

The City is in the process of preparing a comprehensive bicycle and pedestrian plan. This document will be incorporated into the Sugar House Master Plan when it is completed and adopted by the City. This City-wide bike plan will identify bikeway corridors for improvements and these routes will take precedence over the suggested bike routes identified on Figure 11 of the Sugar House Master Plan.

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.
- Work to resolve the inherent value tensions in the creation of bikeways, particularly where it affects people of differing ages and abilities and their rights to access.
- Evaluate the existing policy that prohibits cyclists from using the sidewalk in the Sugar House Business District and leaves the cyclist without a bike lane or path as an alternative.
- Ensure new land uses located adjacent to bike routes, require installation of street improvements, and provide bike lanes where appropriate and feasible.
- Provide safe bike routes to parks from residential areas, and establish a separate bicycle arterial system that connects Westminster College, the University of

- Utah, the Sugar House Business District and other major destination points with one another.
- Use AASHTO standards for bicycle lane width and signage for new construction; and use road construction projects as opportunities to upgrade existing bicycle lanes to meet these standards.
- Unite the parks and recreation areas with the open space trail system to develop a continuous bikeway system for inter- and intra-city travel for recreation as well as alternative transportation.
- Connect bike routes with regional trail systems in other jurisdictions and neighboring communities.
- Provide shared use paths within City open spaces or parks; consider painted demarcation of pedestrian and bicycle lanes on the shared path where space allows.
- Support the elimination of on-street parking on one side of roadways to allow the addition of bike lanes.
- Provide bike racks and lockers at destination points and at transit terminals.

Trails

Citizens continue to voice the need for additional trails within Salt Lake City. The Open Space Plan identifies a system of trails in Sugar House. If developed, the corridors identified in the plan offer the opportunity to walk or cycle away from traffic and to interact with a more natural and human scale environment. There is great potential for a linked trail system that a pedestrian could use to go from Sugar House Park through the Business District to Fairmont Park. The Denver & Rio Grande right-of-way is planned for a “rails-with-trails” mobility route for an East/West trail corridor. Also, the Salt Lake Jordan Canal/ McClelland easement offers an opportunity to have a nearly continuous North/South trail through Sugar House.

Policies

- Implement the Open Space Plan in order to provide more trails that serve as alternatives to automobile travel on streets and highways.
- Develop a pedestrian trail system that connects Parley’s Canyon, Sugar House Park, Hidden Hollow, the Salt Lake Jordan Canal/McClelland, and Fairmont Park.
- Develop a safe and well-designed pedestrian access from Sugar House Park to the Hidden Hollow natural area.
- Construct trails to AASHTO standards whenever possible; provide multi-use paths to avoid user conflicts.
- Enforce against encroachment on public right-of-way that is an identified trailway.
- Educate residents and other affected parties on the positive effects of well-designed trails on property values and crime.

Transit

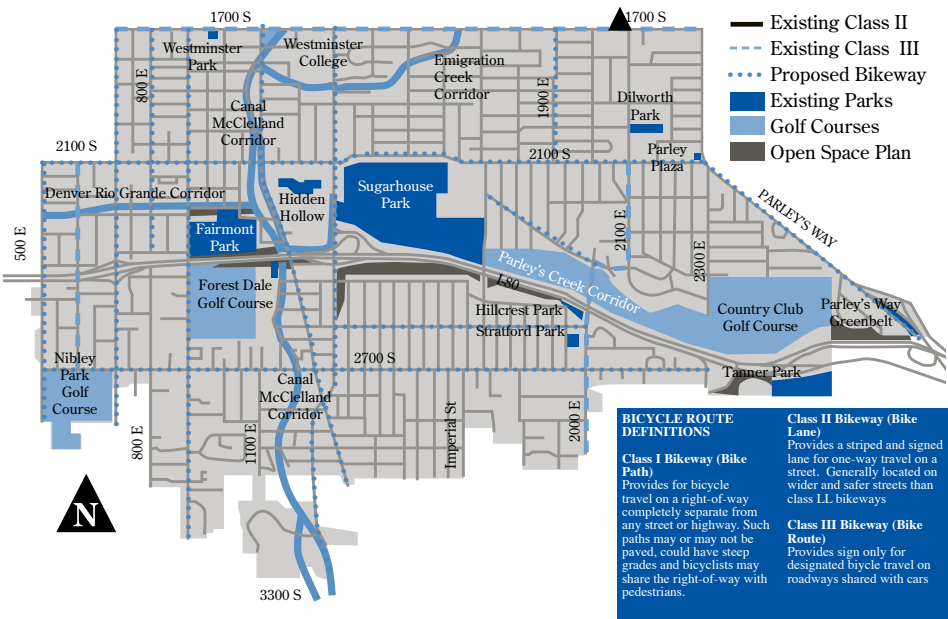
A well-run and utilized transit system has many benefits, including a reduction in parking requirements, traffic congestion and air pollution—thus supporting an overall increase in the quality of life. Therefore, future land use patterns in Sugar House should support the implementation of mass transit throughout the community.



In the past, the use of public transportation was more common, including Salt Lake City’s trolley system. However, today the preferred mode of transportation is the automobile, usually occupied by a single person. A policy of the City’s Transportation Master Plan is to increase the use of public transit. Public transportation should be made more convenient. A significant step in that direction was the construction of the North/South leg of the light-rail system.

The next step toward this end is a new East/West spur along the 2300 South rail corridor to the Sugar House Business District. The Wasatch Front Regional Council’s

Figure 9
Sugar House Bikeways Map



(WFRC) Urban Area Long Range Transportation Plan: 2002-2030 recommends a “transitway” connection to Sugar House, allowing for high frequency bus service until the eventual construction of a light-rail transit line.

The Sugar House spur offers an obvious opportunity for a light-rail line because the Union Pacific rail line is no longer in use and offers an existing right-of-way that is wide enough to accommodate both rail and a hiking/ biking trail. Union Pacific has attempted to abandon this line, but a protest by one property owner has delayed the abandonment. Additionally, an extension up Parley’s Canyon to Park City and Summit County could be reactivated to support both commuters and the visitor industry. It is worth noting that in the past, there were three rail lines going up to Park City. Although all of these lines have now been lost to highways, the possibility exists to reestablish one or more of these historic routes.

Meanwhile, the City bus system continues to be underutilized. Certain steps can be taken, including analyzing how new development is designed, to make the bus system more attractive to increase ridership. Frequent, efficient and convenient bus service is essential to creating a competitive alternative to the automobile. Limited stop and express bus service is recommended along strategic corridors, as well as dedicated HOV lanes during peak travel hours. Additionally, two additional East/West bus routes are recommended for 1700 South and 2700 South.

Policies

- Support the construction of light rail along the Sugar House rail corridor and determine locations for future transit stations and park and ride facilities within the Sugar House Business District, near the Brickyard Plaza and on 2100 South near 2300 East.
- Direct land use decisions to support a light rail station in the Business District.
- Create a Citywide transit-oriented development (TOD) zoning district or overlay zone that may be applied to strategic areas and that require development, both public and private, to facilitate transit use.
- Encourage UTA to acquire the Union Pacific rail line in order to preserve the options of converting the line to a “rails-with-trails” corridor for cycling, hiking, skating and a light rail line.
- Prohibit development that encroaches upon or utilizes the Union Pacific railroad line right-of-way if that development compromises future use of the right-of-way for a trail or light-rail system.
- Enforce against those individuals who have illegally built structures that encroach upon the railroad right-of-way.
- Encourage UTA to provide more frequent and efficient bus service throughout Salt Lake City.
- Improve bus stops to ensure adequate access, safety and comfort for transit riders, including more bus shelters that are fully enclosed glass structures at bus stops.
- Create a mini-shuttle system between shopping areas, hotels, offices, and metro links in the Sugar House community.
- Support the use of alternative fuels for mass transit systems for cleaner air such as electric, methanol, and other methods of cleaner burning engines.

Parking

Parking facilities are vital to commercial, office, and multi-level residential uses. The revitalization of the Sugar House Business District is resulting in greater demand for off-street parking. Because parking in the business district is limited, retail and commercial customers regularly park on residential streets. This spillover effect needs to be controlled.

The City should explore instituting residential permit parking areas and creating a business parking district

for shared parking amongst businesses. The residential permit parking program can be implemented for residential areas heavily impacted by customers of adjoining businesses and stores. The City already has 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 off-street parking. Many cities across the country have successful parking districts that are revenue-neutral, if not, revenue-positive. Shared parking agreements should be encouraged between office and entertainment uses that include eating establishments and movie theaters, especially in areas of compatible hours. These include office buildings sharing parking with restaurants or other primarily evening activities. Additionally, convenient structured parking, hidden from view, enhances the visitor’s experience, and further increases the area’s commercial identity and desirability. There are areas in the Business District that are logical places to develop parking lots for multiple uses. Figure 4 identifies these sites.

On-street parking is also very effective as a traffic calming technique. It not only encourages pedestrian traffic flows but also narrows the visual corridor of the motorist, which has been shown to reduce average vehicular speeds. On-street parking is encouraged, while respecting the rights-of-way necessary to support bicycle users.

Policies

- Analyze the feasibility of creating a parking district in the Sugar House Business District.
- Create a parking authority for the Sugar House Business District to administer parking management programs and parking space allocation.
- Minimize cut backs for on-street parking areas in order to maintain wider sidewalks and landscaped areas and to minimize impediments to traffic flows.
- Locate parking lots behind buildings in every possible circumstance in order to encourage use of transit, facilitate pedestrian circulation, and improve aesthetics.
- Integrate parking lots into an architectural project rather than isolating it from the site; incorporate retail or office use on the first floor of parking structures to ensure sensitive design and activity along the street.
- Strongly encourage coordinated or structured parking facilities with subsurface parking lots.
- Encourage the implementation of shared parking agreements between office and entertainment uses that include eating establishments and movie theaters.
- Include as a standard landscaping bulb-outs, medians, and sidewalk extensions in on-street parking designs.
- Consider pedestrian-friendly styles of lighting rather than single overhead light poles for on-street parking and parking lots; use environmentally sensitive lighting to direct the way of the pedestrian.
- Evaluate the feasibility of reducing the parking requirements for new structures in the business district when coordinated with shared parking arrangements and alternative mobility options.
- Evaluate the feasibility of eliminating drive-thru businesses in neighborhood business districts and in transit oriented development districts.

Intersection Safety and Traffic Calming

Reducing vehicle speeds is of major importance in the effort to improve the environment for pedestrians and bicyclists. Traffic calming is a technique to change the design and role of streets that helps to increase the quality of urban life, improve conditions for pedestrians, create safe and attractive streets, reduce collision frequency and severity and reduce the negative effects of motorized vehicles on the environment. The goal of

the City’s Traffic Calming program is to control traffic by encouraging motorists to reduce speed. Amenities such as installing bulb outs, speed humps, textured pavements and planting street trees to effectively narrow the view of the street, may lead to reduced traffic speeds.

Another way of improving pedestrian and bicycle circulation is to increase the safety of crossing the streets. One method to improve the design of crosswalks is the use of bulb-outs. Narrowing the crossing distance at crosswalks by installing bulb-outs decreases the walking distance across the street. This also allows pedestrians to venture safely into the street space where they can better see oncoming traffic before crossing. Bulb-outs also help differentiate on-street parking from travel lanes. Crosswalks should also be clearly defined with striping, lighting and signage.

Policies

- Support the use of traffic calming methods to encourage fewer and slower vehicles in the community and direct vehicular traffic from local streets to collector and arterial streets. Common treatments include speed tables, raised medians, and/or raised pedestrian crossings.
- Analyze the feasibility of installing bulb-outs, narrowing the road surface creating center medians or installing traffic circles to facilitate safe pedestrian crossings and promote traffic calming.
- Reduce speeds at intersections using various techniques such as pace cars, red light cameras, and traffic calming bulb-outs.
- Support street standards that implement traffic calming such as on-street parking, wider traffic medians, curbed bike lanes, crosswalks as speed humps and different textured road material.
- Incorporate horizontal traffic features on new streets such as lateral shifts, chicanes, and off-set intersections.
- Provide signage to help define the community identity, in addition to helping those simply trying to find their way.

Westminster Neighborhood Small Area Master Plan

This area is just north and west of the commercialized area along 2100 South and 1100 East (Figure 3). It is significantly impacted by parking and traffic generated by the nearby businesses. There are several policies and implementation measures that would help this neighborhood maintain its residential character and reduce the impacts from the commercial area. A Small Area Master Plan should be developed for this neighborhood to preserve the residential nature of the area and mitigate negative impacts associated with the adjacency to non-residential uses. Funds have been allocated to create the plan (FY 2001-2002) and initiation of this project should be a priority.

Policies

- Develop a Small Area Master Plan for the Westminster Neighborhood.
- Provide organized, off-street parking with an internal circulation system to serve the businesses fronting on 2100 South and 1100 East. Access to this parking shall be from 2100 South via McClelland Street, 1000 East and 1100 East.
- Provide a traffic diverter on McClelland Street to limit commercial traffic into the residential area to the north.
- Provide a landscaped berm between the residential land use and parking areas.
- Encourage rear façade improvements and rear entrances to businesses on 2100 South.
- Provide traffic calming features on the streets as appropriate, including traffic diverters, cul-de-sacs, landscaping islands, etc.

URBAN DESIGN ELEMENT

INTRODUCTION

Urban design is the consideration and implementation of the functional and visual form of a city or in this case, the Sugar House Community. The urban design element of this Master Plan presents recommendations in the form of guidelines or policies to preserve and redevelop the urban form and character of Sugar House. In 1990, the City adopted a Citywide Urban Design Element that is applicable for development located in Sugar House. Design considerations are also included in other elements of this Master Plan, the Sugar House Business District Design Guidelines Handbook, and the City’s Open Space Plan. These resources must be consulted throughout the design review process of all proposed development.

Sugar House Business District Design Guidelines

The Sugar House Business District is well established as the center of commercial activity for the community. Urban design guidelines should provide direction for new development and redevelopment, fulfilling the land use development objectives for the business district by encouraging and enhancing the pedestrian nature of the Town Center. The Town Center streetscape is pedestrian-oriented and expresses the highest intensity of use and streetscape amenities. The use of the

Conditional Building and Site Design Review process helps to assure compatibility with the master plans.

Policies

- New development in the Town Center should follow the design guidelines contained in the City’s Urban Design Element, the Sugar House Business District Design Guidelines Handbook, and the guidelines in this Master Plan.
- Provide an entryway to the Business District through skyline, land use, streetscape, architecture, building setback continuity, and signage.
- Preserve the Sugar House Plaza Monument as the community focal point.
- Retain the historic scale and massing of existing buildings.
- Require all new buildings to be built to, or near the sidewalk, with varying setback allowed for landscaping, public amenities, or outdoor dining.
- Require new buildings to include architectural detail at the pedestrian level.
- Retain views of the mountains where possible.
- Require ground level uses in the Town Center be uses that generate activity such as restaurants, galleries, retail, entertainment and personal business services.
- Support the addition of art in public areas and incorporate art into new development projects.

Design Review and Expansion of the Business District

Certain types of development in the “Commercial – Sugar House Business District” (C-SHBD) zoning classifications require a Conditional Building and Site Design Review. This process is necessary for those projects exceeding established building height and size limits, or projects having special building design elements. The Conditional Building and Site Design Review process allows the community, Planning Staff, and Planning Commission an opportunity to review the design and potential impacts of significant construction.

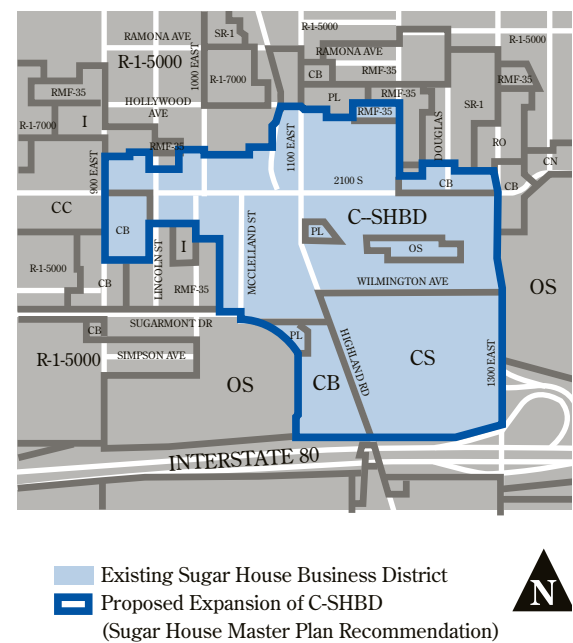
The community believes that the benefits provided by the Conditional Building and Site Design Review process in the C-SHBD zone should be extended along the 2100 South corridor in order to assure that the master plan is implemented and to integrate compatible development along this corridor. It will also help facilitate transforming the Town Center into a more transit and pedestrian-friendly corridor. It is also appropriate to extend the zone southward to Interstate-80 as this area is considered to be part of the Business District. Therefore, the Sugar House Business District zone should be expanded to 1300 East to the east and 900 East on the west along both sides of 2100 South, and to Interstate 80 to the south between 1100 East and 1300 East. Figure 10 illustrates the areas for expansion of the Business District.

The remaining areas along 2100 South also need improved site design standards. At a minimum, commercial structures should be required to have a minimum percentage of glass with entrances facing the street and parking located in the rear. This can be achieved by amending the zoning ordinance in commercial zones, implementing performance zoning standards or by designating a design overlay in strategic areas. Improving site design standards for commercial development is strongly encouraged in order to create a more aesthetic and pedestrian oriented development pattern.

Policies

- Support the expansion of the Business District zone (C-SHBD) to designated areas in order to implement design review and to create a more transit and pedestrian friendly development pattern throughout the Town Center.
- Ensure improved site design standards for commercial development, particularly along 2100 South, by amending the zoning ordinance, implement performance zoning standards or by designating a design overlay zone.

Figure 10
Sugar House Business District
Proposed Boundary Map



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, and 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 Town Center orients around the Sugar House Monument Plaza and creates a strong urban center to the district with businesses oriented directly to the street. Maintenance of the existing setbacks in this area is essential to the character of a Town Center.

Mixed-use development including a residential component, typically characterized by either residential/office or residential/retail land use, receives an increased height bonus. Other mixed use development such as retail/office or retail/commercial is allowed in this area, but is not eligible for a height bonus.

Policies

- The first floor of buildings, which form the pedestrian environment, should be occupied by retail establishments and restaurants having exterior fenestration details, such as windows, doorways and signage that provide visual interest and a sense of safety for pedestrians.
- Strive to provide multiple functional public entrances, or doors along the street front. These guidelines also apply to sides of buildings that border side streets and pedestrian routes.
- Individual businesses should be accessed by doors opening onto the street and at street level.
- In general all new buildings should be built to the sidewalk, however, if a setback is used, it should be developed as plaza or pedestrian space that orients to the street or to the Sugar House Monument Plaza. Otherwise, there should be no setback.
- Building setbacks in the retail core should be an extension of the sidewalk. Setbacks, if used for public open space may be allowed through discretionary review. Appropriate treatment within this urban space includes arcades, brick paving, planter boxes, entrance promenades, plazas, outdoor dining, etc. Plaza spaces should be shaped by the surrounding buildings and developed with landscaping, street furniture and public art. They can be used for formal events, temporary events (i.e., book sale), and for special displays. They also can provide a shaded place for a pedestrian to rest. Resurfaced water features should be explored as part of plaza development.
- Building height shall be limited, with appropriate step-backs incorporated into the design to avoid completely shading pedestrian areas along the north side of 2100 South and the Hidden Hollow Nature Preserve on a winter solstice day.

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 bound by Wilmington to the north and I-80 to the south. This area has been developed as a regional scale commercial center with Shopko functioning as the anchor store. Clients will travel three to five miles to shop at this center and most will arrive via automobile. This area is auto intensive in nature and characterized by retail shops surrounding a large asphalt parking area. The parking area is not particularly pedestrian friendly and presents some hazard for those on foot. While this site design is not ideal, the development itself serves the community and the City, and contributes to the City’s tax base. In addition, this regional scale commercial center attracts customers/clients to the area that may patronize other smaller businesses in the vicinity.

Although some pedestrian amenities and corridors were included as part of the original design of this shopping center, the stores currently surround a large expanse of surface parking affecting the individual’s perception of being able to walk through the development safely. Consequently, patrons of the shopping center drive from one store to another rather than walk. Eliminating the amount of land used for surface parking, by constructing structured parking and perhaps developing

some of the existing parking area for commercial or residential use, may prove to change this perception. A development pattern of this nature will decrease the visible expanse 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 this type of development should coexist with the possibility of small individually owned businesses. Both types of development can be realized 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 appropriate or feasible. The purpose of building to the street is to encourage pedestrian circulation and to create an interesting 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 through the incentive of building height bonuses.
- Provide safe and efficient pedestrian movement between this area and the Sugar House Commons to the north, Sugar House Park to the east, as well as other areas to the west including Fairmont Park.
- Preserve the view corridor to the Wasatch mountains. Proposed structures along 1300 East should be designed in such a manner as to maximize the view corridor.

Town Center Overlay

The pedestrian orientation of the street-level development is of paramount importance in this area. If a setback is used, it should be developed as plaza space that orients to the street or to the Sugar House Monument Plaza. Otherwise, there should be no setback. Plaza spaces should be shaped by the surrounding buildings and developed with landscaping, street furniture and public art. It is important to think of buildings as shaping space, rather than occupying it. They can be used for formal events, temporary events (i.e., book sale), and for special displays. They also can provide a shaded place for a pedestrian to rest. Resurfaced water features should be explored as part of plaza development.

Neighborhood Scale Mixed Use

Neighborhood Scale Mixed Use is lower in height but still orients directly to the street. As in the Town Center Scale Mixed Use designation, the Neighborhood Scale Mixed Use category includes a height bonus incentive for development of a residential component.

Policies

- Build to the street with no setback, strong street orientation, and pedestrian scale.
- Provide exterior fenestration details such as windows, doorways, and signage at commercial establishments that provide visual interest for pedestrians.

Open Space

While there are no architectural guidelines specific to the Open Space areas, any development visible to or facing onto the Open Space should have a strong orientation to the open space area. The development should consider the Open Space as an amenity to the area and present a “front door” image to the Open Space. Service areas should be screened.

Community Commercial Design Guidelines

The Community Commercial streetscapes, such as land uses at the Brickyard Plaza and along Highland Drive, acknowledge less-intensive uses compared to



Sugar House design option

the Town Center streetscape and are oriented more to automobiles and less to pedestrians. The community feels additional height would encourage a more interesting mix of uses. The following are design policies for this area:

Policies

- Allow up to four stories in height depending on design and site layout; a mix of heights is preferable.
- Strongly encourage design review through the planned development process or other means if instituted by the City.
- Allow a mix of land uses to include housing, hotel, commercial/retail, office, entertainment, and public facilities.
- Require buildings to address the public right-of-way with a pedestrian orientation, including a minimum percentage of non-reflective glass and entrances facing the street.
- Improve parking lot layouts and provide adequate buffering and landscaping.
- Recognize that the development of structured parking is preferred and may be necessary, and encourage coordinated and shared parking programs.
- Require adequate parking for each development, and flexibility on parking standards when served by other mobility options.
- Provide adequate landscaping and setbacks, particularly adjacent to residential uses.
- Require proper location and screening of loading docks and refuse collection areas.
- Adequately address pedestrian circulation and require the design of ingress/egress areas to support the functions of the street systems.
- Emphasize landscaping and open space needs.
- Encourage quality signage.

Neighborhood Commercial Node Design Guidelines

The neighborhood business streetscape is small scale but still orients directly to the street. It is transit and pedestrian oriented, has on-street parking, wide sidewalks, street furnishings, lighting and landscaping. The street-level businesses are commercial and retail in nature; while the upper level is either residential or office depending on compatibility with the adjacent uses.

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

Many of these small businesses are locally owned, adding to the strength and diversity of the local economy. Some of these businesses are located on isolated corners while others are located in commercial nodes. The nodes in Sugar House that are recognized as neighborhood shopping areas are:

- 2100 South/2100 East;
- 2100 South/2300 East;
- 500 East/2100 South;
- 2700 South/2000 East;
- 2700 South/700 East; and
- Stratford Avenue/Glenmare Street.

The Stratford Avenue and Glenmare Street neighborhood shopping node is an example of a center that is underutilized. However, implementation of certain urban design elements could transition this into a compatible, more popular neighborhood shopping area, much like the 1500 South/1500 East shopping area. These elements, which are applicable to all small business areas, included the following:

Policies

- Remove curb cuts which fail to terminate in legal parking space.
- Remove asphalt from parking strips and re-landscape.
- 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 buildings to the social space.
- Provide benches and shelters at bus stops and plaza spaces; along with other streetscape amenities.
- 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, awnings 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-proof fencing of compatible materials and colors is encouraged.
- Upgrade site lighting fixtures with a unified theme of a pedestrian scale.
- Screen garbage receptacles or unsightly equipment.
- Identify parking with signage and delineate parking stalls.
- Locate parking areas behind all buildings.
- Reduce the "sea of asphalt" by providing landscaping and pedestrian walkways within the parking lots, with landscaping and adequate buffering between residential uses.
- Require commercial building on street frontages to have functional entrances face the street and have at least forty percent non-reflective glass on the ground floor.
- Prohibition or strict control of drive-thru businesses.

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 by maintaining the desirable architectural design and massing features that are common throughout a neighborhood. How this is best implemented, however, and to what degree of regulation the community is comfortable with, is undecided.

Methods to protect and enhance the character of an area by controlling inappropriate development in established neighborhoods are varied. Guidelines can be applied to new construction, demolitions, additions, or major alterations. Some options for implementation include the creation of an historic or conservation district, administering quantifiable performance standards, and/or establishing a design review board. Each method has different levels of regulatory control and discretionary ability, as well as varying levels of administrative costs. Additionally, when the Westminster Small Area Plan is completed, there may be recommendations that may provide guidance on preserving the residential character of that area. All of these alternatives should be explored for their applicability to preserve the neighborhood character of residential areas in Sugar House.

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 part of an area’s image because they provide visitors and residents 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



Sugar House Monument

of identity from which the viewer begins to evaluate the form and scale of an area.

The Sugar House Community has an important gateway that begins at the mouth of Parley's Canyon and continues along the East Bench Community down Parley's Way. On the south side of this gateway, the Parley's Historic Nature Park in Parley's Gulch preserves this open space as natural area and enhances the natural environment 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 buffer the residential area on the south side from the commercial uses on the north side of the street. The Parley Pratt monument is also a new gateway feature built with private funds at the corner of 2300 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 greeting signs when these have deteriorated. Other gateway points for the sub-community area include areas on 700 East, 2000 East, 1700 South and the intersection of Richmond and Highland Drive.

Policies

- Develop Sugar House's Gateways to provide a good first impression of the community.
- Develop Gateways to strengthen the identity of Sugar House. Gateway streets should be visually uncluttered, their views unobstructed.
- Preserve the major gateways in Sugar House. Business District gateways are as follows:
 - 2100 South and 900 East;
 - 2100 South and 1300 East;
 - 1100 East and Ramona; and
 - Highland Drive and Interstate 80;Community area gateways are as follows:
 - 2100 South and 2300 East;
 - 2100 South and 700 East;
 - 2700 South and 700 East;
 - Richmond and Highland Drive Intersection;
 - 2700 South and 2000 East;
 - 1700 South and 1100 East; and
 - 1700 South and 1300 East.
- Improve gateway vistas and the immediate environment of the major gateway roads.
- Rehabilitate the areas immediately around gateways by providing landscaping and special streetscape features. If thoughtfully installed, such improvements announce to visitors that they have arrived.
- Remove overhead power transmission lines along streets in gateway and vista areas.
- Unify street light fixtures and equipment into a consistent design theme.
- Encourage development that takes advantage of natural features such as topography, vegetation, water elements, etc.

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 community. Urban heating has a direct affect on energy consumption, regional climate, air and water quality, storm water management and urban wildlife. Cool communities strategies should be incorporated into the design of new development wherever possible.



Policies

- Support the Salt Lake City Urban Forest Management Plan. This plan incorporates the Urban Forest Management Plan by reference into the Sugar House Master Plan.
- Encourage the use of “cool communities” strategies to improve comfort, health and aesthetics within Sugar House.
- Inform and educate residents about “cool community” strategies and their beneficial effects on energy consumption, regional climate, air and water quality, storm water management, and urban wildlife.
- Encourage the use of drought tolerant urban vegetation, green roofs and strategically placed trees.
- Promote the use of light colored buildings, roofs, streets and parking surfaces, along with other technological measures such as permeable asphalt to reduce the amount of impervious surface area in urban environments.
- Retain as many mature trees as possible on new development sites.
- All street trees should be retained, but where it is not feasible to do so, they should be replaced on at least a one-to-one ratio, if the existing spacing is appropriate for tree species.
- Reforest park strips where trees do not now exist.
- Place utility lines underground and locate them in areas that do not conflict with street trees in order to improve the appearance of the streetscape.
- Maintain adequate park strip width in new development to accommodate trees.
- Support funding to plant trees and other landscaping in the median on 1300 East between 2100 South to 2700 South as well as 700 East; and coordinate this landscaping with UDOT to determine the likely landscaping plans for the Interstate 80 reconstruction project.
- Establish a grand boulevard design theme on 700 East.
- Continue to support street improvements for major arterials and encourage continued capital improvement programming.
- Provide consistent administration of the Salt Lake City landscaping zoning guidelines.

HISTORIC PRESERVATION

INTRODUCTION

Little trace remains of Sugar House’s early history. The State Penitentiary is now Sugar House Park. The large farms that belonged to the leaders of the Church of Jesus Christ of Latter-day Saints (L.D.S.) are now subdivisions, and old manufacturing centers are now defunct. Yet Sugar House has maintained a distinct identity, enhanced by its own business district and neighborhoods of bungalows and Victorian homes. Retaining this identity depends on the preservation of the community’s historic properties, both commercial and residential, and on ensuring that new design respects the community’s historic development and architectural patterns. A successful historic preservation program for Sugar House will stabilize residential neighborhoods and continue the revitalization of the Business District.

Sugar House Architecture & the Cultural Context

The architecture of Sugar House is primarily residential; ranging from imposing Victorian residences to the spacious homes near the Salt Lake Country Club and from Craftsman bungalows to tracts of post-World War II cottages. The history of this residential architecture illustrates the desirability of Sugar House as a place to live and the convenience of its early transportation routes. The Salt Lake and Fort Douglas Railroad

provided a route from the city to Sugar House along 1100 East and helped open large tracts of land in the area for residences. Although the railroad suffered irreversible damages and was dismantled after the depression of 1893, numerous streetcar lines provided service to the southeastern part of the city, encouraging even more development. By 1911, 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 its location on the east bench above the pollution and grime created by Salt Lake’s coal-fired furnaces and industries. Many fine architectural examples constructed before this late nineteenth-century depression can be found throughout Sugar House, and several are clustered at the intersection of 1000 East and Garfield Avenue (1875 South).

Other Victorian examples are associated with efforts to develop extensive tracts of land. The Forest Dale neighborhood and the Perkins Addition represent pre-1893 attempts at large-scale development. George M. Cannon, an L.D.S. leader and businessman, purchased Brigham Young’s Forest Farm (State Street to 900 East, 2100 South to 2700 South) in 1889, and planned a suburban development by subdividing the lots and renaming the area Forest Dale. He paid a bonus to the streetcar company in order to secure its services and built his own impressive house at 720 East Ashton Avenue. Forest Dale grew rapidly and in 1901 Cannon incorporated the town of Forest Dale (500 East to Highland Drive, 2100 to 2700 South). However, it was disincorporated and annexed to Salt Lake City in 1912 when the demands of providing municipal services proved too costly. Today, Forest Dale is bisected by Interstate 80 but several fine homes remain in the vicinity of Cannon’s, which has been converted into a

bed and breakfast. Forest Dale was a unique attempt at real estate development for its time because it was instigated by a prominent L.D.S. leader. Usually it was non-Mormon developers with mining or real estate connections who generally undertook pre-1893 land speculation. They found a ready market the burgeoning non-Mormon population who did not want to live in neighborhoods in which the social and economic life revolved around the L.D.S. Church, as it did in the downtown wards. Furthermore, Mormons were admonished not to speculate in real estate, leaving the market wide open for the “Gentiles”. Among the numerous subdivisions developed at this time was the Perkins Addition, consisting of 13 houses (11 remain), and located in the vicinity of Logan Avenue (1625 South) between 900 East and 1000 East, now in the Central City Planning Community. These homes are large, two-story brick houses with Queen Anne or Victorian Eclectic detailing. They stand out from the predominant bungalow architecture prevalent in many Sugar House neighborhoods.

After 1900, the Kimball and Richards families were among those important in the development of the Sugar House area. Don Carlos Kimball and Claude Richards organized their firm in 1907. By the next year they organized their quickly-growing office into three companies in order to provide complete real estate services for prospective purchasers. In 1909 they purchased 250 acres of vacant, unincorporated land south of Parley’s Creek, and from 1910 to 1926 they annexed the land and constructed approximately 600 homes. Kimball and Richards were also the driving force behind the neighborhood known as “Highland Park”. The designer chosen for the development was Utah architect Taylor Wooley who studied several years in Frank Lloyd Wright’s studio in Chicago.

Thousands of bungalows exist in Sugar House, a testament to the growth the area experienced at the

beginning of the twentieth century and the availability of mass transit. Other notable residential developments in the Sugar House area include “Country Club Acres”, located near the Salt Lake Country Club established at its current canyon location in 1924. Two years later, local developers Ashton-Jenkins worked with landscape architects Hare and Hare to carefully design an exclusive residential neighborhood in a rural landscape. Expansive lots with large, period-revival style homes set far back from the street characterized the neighborhood. The Depression, however, interrupted the development as envisioned by Ashton-Jenkins, and many of the homes were not built until the 1940’s and 1950’s.

Besides an extensive stock of historically significant residential buildings, Sugar House has many outstanding examples of institutional architecture. These include ecclesiastical L.D.S. structures, such as the Granite Stake Tabernacle (2001 South 900 East), the Sugar House Ward chapel (1950 South 1200 East), and the Forest Dale Ward chapel (739 East Ashton Avenue). Other fine examples of municipal buildings include the Jacobean Revival style Sprague Library, the Irving School, and the collegiate architecture of Westminster College.

Despite the importance of commerce in Sugar House history, none of its earliest commercial buildings remain. In the late 1920s the community’s municipal facilities expanded immediately south of the Business District at 2100 South and 1100 East. The Sprague Library was moved in 1928 from 1065 East 2100 South into a new building at 2131 South Highland Drive, forming the western edge of what was once a triangular park with tennis courts and a swimming pool. About this time, Sugar House businessmen led a “modernization” campaign. They razed the old sugar mill and built a monument near the site in 1930. Other old landmarks were demolished and replaced with new commercial buildings. Twenty years later, the Business District experienced another attempt to update the area, obscuring the architectural detail of the older structures. These continual attempts to remodel this small, commercial area removed many historic buildings and obscured the architectural details of those that remained. But despite the demolition and alteration of many of the Business District’s historic buildings, it continues to convey much of its visual character because of the buildings’ low height and similarity in massing and scale.

Historic Preservation Tools

Methods to ensure the preservation of the historic and architectural character of Sugar House include conducting historic resource surveys, pursuing 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 of Historic Places is the most effective and benign way to instigate preservation efforts. The financial incentives associated with the National Register consist of a 20 percent federal income tax credit for rehabilitation of income-producing properties and a 20 percent state income tax credit for residential properties (this includes residential, income-producing properties). Thus, the owner of a residential rental property can potentially obtain a 40 percent tax credit for renovating a National Register property according to federal preservation standards. Applicants must comply with the Secretary of the Interior’s “Standards for Rehabilitation” and applications are reviewed by the staff of the Utah State Historic Preservation Office. It must be emphasized that there are no regulatory obligations for private property owners of structures or sites listed on the National Register. Regulations are imposed only on buildings listed individually on the Salt Lake City

Register of Cultural Resources, or 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 best left to professional researchers who specialize in historic preservation. For this reason, neighborhood groups and community councils 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 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 south, and Parkway Avenue on the north. The district contains 601 properties. Figure 11 illustrates this district, including the properties listed below.

NAME OF STRUCTURE	ADDRESS	DESIGNATION
• Converse Hall (Westminster College)	1840 S. 1300 E.	National
• Nephi J. Hansen House	1797 S. 1400 E.	National
• George Arbuckle House	747 E. 1700 S.	National & Local
• Henry Luce House	921 E. 1700 S.	National
• Byron Cummings House	936 E. 1700 S.	National & Local
• Mabry Van Pelt House	946 E. 1700 S.	National
• Irving Junior High School	1179 E. 2100 S.	National & Local
• George Cannon House	720 E. Ashton Ave.	National & Local
• Third Presbyterian Church Parsonage	1068 E. Blaine Ave.	National
• J. Leo Fairbanks House	1228 E. Bryan Ave.	National & Local
• John M. Whitaker House	975 E. Garfield Ave.	National & Local
• Sugar House Postal Station	2155 S. Highland Dr.	National & Local
• Henry and Tile Cohn House	1369 E. Westminster	National
• Forest Dale Golf Course Club House	2375 S. 900 E.	Local
• Dr. David H. and Juanita Lewis House	1403 E. Westminster Ave.	National
• Mountain StateTelephone & Telegraph Company Building	1075 E. Hollywood Avenue	National

Policies

- Promote the designation of significant sites and districts to the National Register of Historic Places that meet the National Register standards.
- Educate property owners on the available tax credits for identified 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 pursuing 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 contracted two surveys of historical sites in the Sugar House area. These reports are “Salt Lake City Architectural/Historical Survey – Central/Southern Survey Area” and the “Southwestern Survey Area.” The reports identify many eligible individual sites and recommend historic preservation or conservation districts. 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

All of the area from 700 East to 1900 East, and between 1700 South to 2100 South should be surveyed (Figure 11). This large area includes strong stocks of bungalows, as in the Hollywood Avenue neighborhood, and development that resulted from an influx of non-Mormon residents near Westminster College. The study will probably reveal developments associated with mass-transit possibilities at the beginning of the twentieth century, such as the Perkins Addition at Logan Avenue between 900 East and 1000 East.

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.

Policies

- Implement reconnaissance and intensive level surveys for recommended areas of the Sugar House community.
- Support education and awareness of neighborhood history among the residents of Sugar House.

Local Historic Districts

Although the same standards 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. The City now regulates almost 5,000 buildings in six locally-designated districts: the Avenues, South Temple, Capitol Hill, Exchange Place, University and Central City. 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.

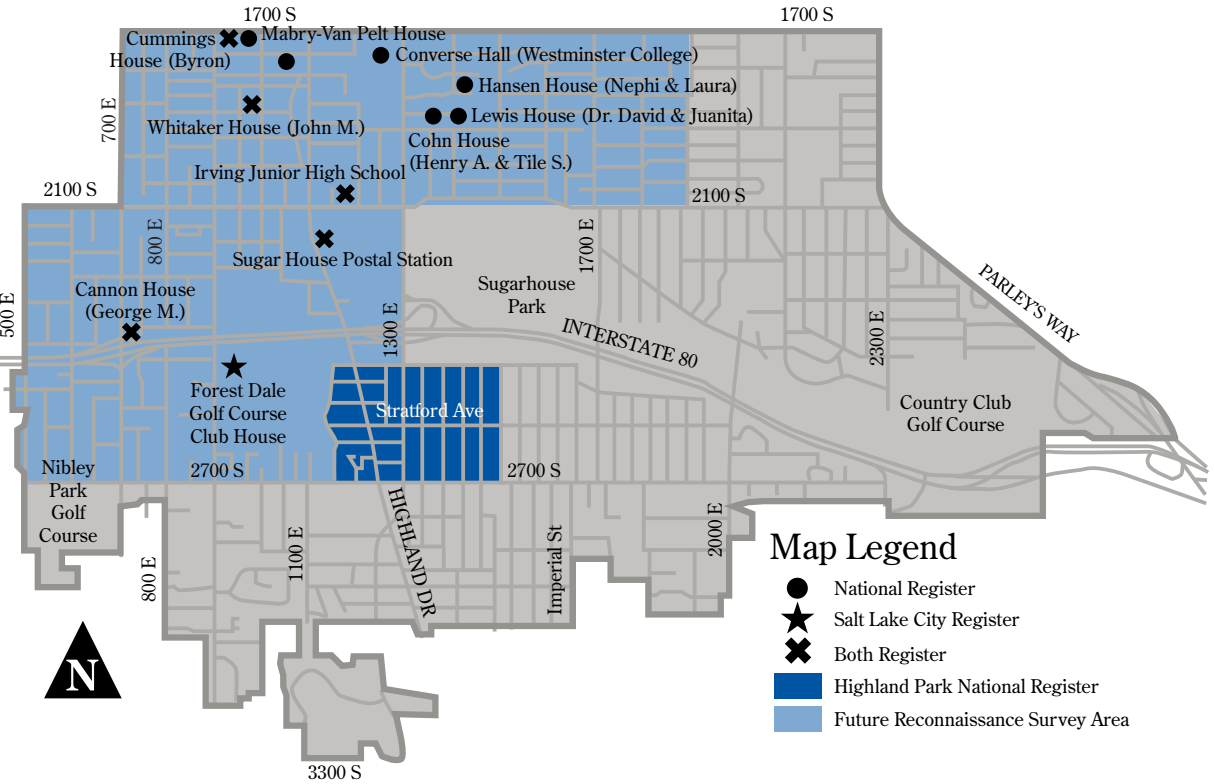
Historic Landmark Commissioners and the preservation planning staff base their decisions on the principles set out in the “Secretary of the Interior’s Standards for Rehabilitation of Historic Properties,” a widely-accepted set of basic preservation design guidelines. In 1997, the City Council adopted “Design Guidelines for Residential Historic Districts in Salt Lake City”. A document intended to assist 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 assist property owners required 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

Figure 11
Sugar House Historic Preservation Map



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 should be listed on the National Register of Historic Places before being designated as a local district by the City Council so that state and federal tax credits will be available to property owners.

Listing both National Register and local districts is a lengthy process because of the research and preparation of the nomination, and a locally-designated district also requires 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. Consequently, 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 surveys and preparing petitions for 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

Like local historic districts, conservation districts are another tool intended to protect and enhance the character of a designated area by controlling development, including new construction, demolition, additions or major alterations. Conservation districts can be used as a way of controlling inappropriate development in established neighborhoods that might not qualify for historic district designation. Conservation districts can be the “lite” version of historic districts, in that certain building activities or regulation of building materials that are strictly regulated in historic districts, such as installation of vinyl siding, windows and fencing, would not be regulated in conservation districts. Instead, conservation districts focus more on ensuring that redevelopment is compatible with the massing and scale of an older neighborhood.

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, differentiating between a historic district and a conservation district for residential properties would be difficult. Many of the changes proposed by property owners that would not be allowed in a traditional historic district but could be approved in a conservation district may erode the historic character of an older neighborhood. For this reason, a historic district will be more effective in preserving the historic character than

a conservation district in residential neighborhoods of Sugar House.

However, a conservation district in the Sugar House Business District could be a successful means of preserving the scale of the historic neighborhood shopping environment that has always characterized this commercial area. As it stands today, the Business District includes few buildings that convey their original appearance and many historic commercial structures have been demolished. Yet the original massing of the buildings, the historic layout of the structures, and the uninterrupted streetwall of structures continue to convey the Business District’s historic sense of place.

A conservation district that requires new construction to conform to these characteristics and encourages the appropriate renovation of the remaining historic buildings could reverse the incompatible actions that have eroded the character of this commercial neighborhood. A conservation rather than a historic district would be more appropriate for the business district , due to the lack of a concentration of contributing buildings, and because modern materials obscure the historic appearance of many of the older storefronts.

Establishing a conservation district would be a new planning tool for Salt Lake City. Although many cities have conservation districts, they are administered in different ways, and a number of issues would need to be decided. With significant public input, the City would have to decide how binding a conservation district would be, who would initiate the designation process, who would prepare the necessary background information, and what public entity would review proposed construction. Design guidelines should be produced so that property owners and developers know what is expected of them. As with historic districts, a very high level of property owner support would be necessary for both the designation and implementation in order for the district to achieve its goals.

Policy

- Investigate the possibility of adopting a conservation district ordinance as a means to invigorate the Sugar House Business District, and to protect its overall historic character as a community town center.

Financial Resources for Historic Preservation

Governmental agencies and non-profit organizations 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 the state and federal tax credits. The SHPO also administers federal funding for communities with preservation programs that meet specific guidelines. Salt Lake City is a designated community, known as “Certified Local Governments”, and 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” renovation projects.

State and Federal Tax Credits for National Register-Listed Properties

These benefits are discussed under the previous discussion above: National Register of Historic Places.

Utah Heritage Foundation

Utah Heritage Foundation, a non-profit statewide preservation advocacy organization, offers loans for purchase and rehabilitation of historic buildings. To qualify, a property must be at least 50 years old and retain its architectural integrity. Approval of loan applications is based on a number of criteria, including the historic appropriateness of the proposed renovation and the availability of loan funds.

Redevelopment Agency (RDA) Loans

The Redevelopment Agency offers two programs; the “Building Renovation Loan Program” and the “Neighborhood Business Loan Program”. The Building Renovation Loan Program is targeted to properties along 2100 South and 1100 East and is a matching loan program intended to encourage the continued use of older commercial buildings. The “Neighborhood Business Loan Program,” directed specifically to small businesses, provides up to 50 percent of the funds to a maximum of \$75,000 necessary to renovate a neighborhood commercial building. The RDA project 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.

National Trust for Historic Preservation

To encourage local efforts to preserve historic places, the National Trust for Historic Preservation has established the Utah Preservation Initiatives Fund. This Fund is administered by the Mountains/Plains Office of the National Trust for Historic Preservation. Local governments and non-profit organizations, as members of the National Trust Forum program, are eligible to apply for matching grants ranging from \$500 to \$10,000. Eligible grant activities include, building re-use feasibility studies, structural investigations, educational workshops and other planning needed to help save historic places in Utah.

Policies

- Promote the available loans and financial incentives available for repair and maintenance of historic structures.
- Educate the community on the technical assistance of various building materials and construction methods to property owners.
- Encourage non-profit preservation organizations, such as the Utah Heritage Foundation, to conduct building rehabilitation workshops in Sugar House neighborhoods.

PUBLIC FACILITIES

Sprague Branch Library

The Salt Lake City public library system has provided educational materials, reading resources, and community meeting space at its Sprague Branch Library since 1928. This historical structure is located in the Sugar House Business District at 2131 South Highland Drive. Renovations completed in the Spring of 2001 include an upgrade to the children’s area, reading room, and a new community meeting room on the ground floor. Sprague Library provides the town center of Sugar House with a valuable historic and cultural anchor point for the community.

Policy

- Preserve and maintain Sprague 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. Since the 1980s there had been a proposal to construct an eastside substation. Since that time, however, City police protection policy has evolved away from constructing new, larger substations to establishing neighborhood police stations. For Sugar House this meant locating a substation, hidden underground in the lower level of the parking terrace in the Sugar House Commons shopping center. This provides a place for an officer to complete reports while remaining at a convenient location to serve area residents. An officer has been assigned to the Sugar House Business District since 1993 and this approach is considered very successful. The long-term goal still remains, however, to construct an eastside facility. The Sugar House community encourages the Police Department to consider the Business District for the new location. In order to more adequately serve the community, a ground level facility, visible to the community and regularly-staffed is recommended.

Crime Prevention through Environmental Design (CPTED) can also reduce crime activity if applied to new businesses and new development. An officer trained in CPTED principals should be involved in the planning process for all new development. Therefore, continued participation by CPTED professionals in the site plan review process is strongly encouraged.

Policy

- Support locating a new police facility in the Sugar House Business District that is at ground level and more visible to pedestrians – thereby creating a strong police “presence” in the community.
- Encourage CPTED review for all new businesses and new development.

Fire

There are three fire stations that serve the Sugar House Area, Station 3 at 1085 Simpson Avenue, Station 5 at 1023 East 900 South, and Station 13 at 2360 Parley’s Way (2150 South). The majority of the Sugar House area is served by Station 3. Fire stations owned by the City of South Salt Lake and Salt Lake County also service small portions of the Sugar House area through a Mutual Aid Agreement.

Expansion or relocation of Fire Station No. 3 was included in the Capital Improvements Planning Element of the 1985 Sugar House Master Plan. This goal was never realized and instead more remodeling of the station took place in 1988, accounting for seismic safety standards. If total relocation of the station was ever to take place, the community strongly supports retaining the station within the Business District.

Policy

- Retain the fire station within the Sugar House Business District if the facility is ever relocated.

Post Office

The Sugar House Station of the U.S. Postal Service is located on the east side of 1100 East, just north of Hollywood Avenue. During peak periods, southbound motorists destined for the post office must execute the left hand turn movement from the through lane, obstructing southbound-through traffic. Motorists destined for the post office from Hollywood Avenue also experience difficulty crossing 1100 East and entering the main post office driveway. Alternatives to address this issue have been presented in the Sugar House Business District Parking and Circulation Study (1993). These solutions should be revisited during the planning process of the Westminster Neighborhood Small Area Plan.

Policies

- Address traffic circulation problems and solutions for the post office in the Westminster Neighborhood Small Area Plan.
- Support funding for street improvements that may be necessary to improve traffic circulation for the Westminster neighborhood.



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 served 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 school in the Granite 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 spaces of school grounds can support various recreational facilities while buildings can be used for extended education programs as well as community functions. The “Building and Grounds Department” of the Salt Lake City School District supervises school facilities for public use.

Presently the City and the school district are working on a plan to allow easier access to school properties for local citizens. School grounds, especially indoor school facilities, represent a vital component to the success of a comprehensive park system. School facilities could serve as consistently strong assets to the City by allowing it to meet public programmed recreational needs at numerous locations.

School Closures

Of major importance is the issue of school closures on the east side of Salt Lake City. The School Board has just completed a process for choosing two school sites for closure on the east side of the City. At the same time,

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.

Rosslyn 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 chosen for the site. This particular site is secluded, surrounded by low-density residential uses with limited access from local streets. Therefore, surveillance of the grounds is difficult 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 Rosslyn 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 neighborhood 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 changes. 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 be used for adult 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 district 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 Rosslyn 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 exists as a fully independent, privately funded, comprehensive 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 of higher learning and cultural activities for the community. The College is also an economic asset for the City, and the professionals and students at the College



Westminster 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 will eat, shop, 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 causing access 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.

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 disabled are installed in accordance with the Americans with Disabilities Act (ADA). In order to address safety issues, sidewalks that are within close proximity to schools or parks should be identified as a priority need for construction or repair.

The majority of street improvement projects are funded through Special Improvement Districts wherein 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 function and aesthetics of the streetscape. It can change how one perceives or uses an area. Street lighting is desirable at all street intersections. Uniform lighting should be provided along major streets.

The majority of street lighting meeting minimum standards is funded through Special Improvement Districts (SID) where property owners are assessed a fee to pay for the lighting. The Sugar House Business District has an SID fund 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 (in target areas) and neighborhood improvement grants, 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. In some neighborhoods residents are purchasing lighting, connected to their own power source, which provides lower level lighting nearer the sidewalk to accomplish 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.

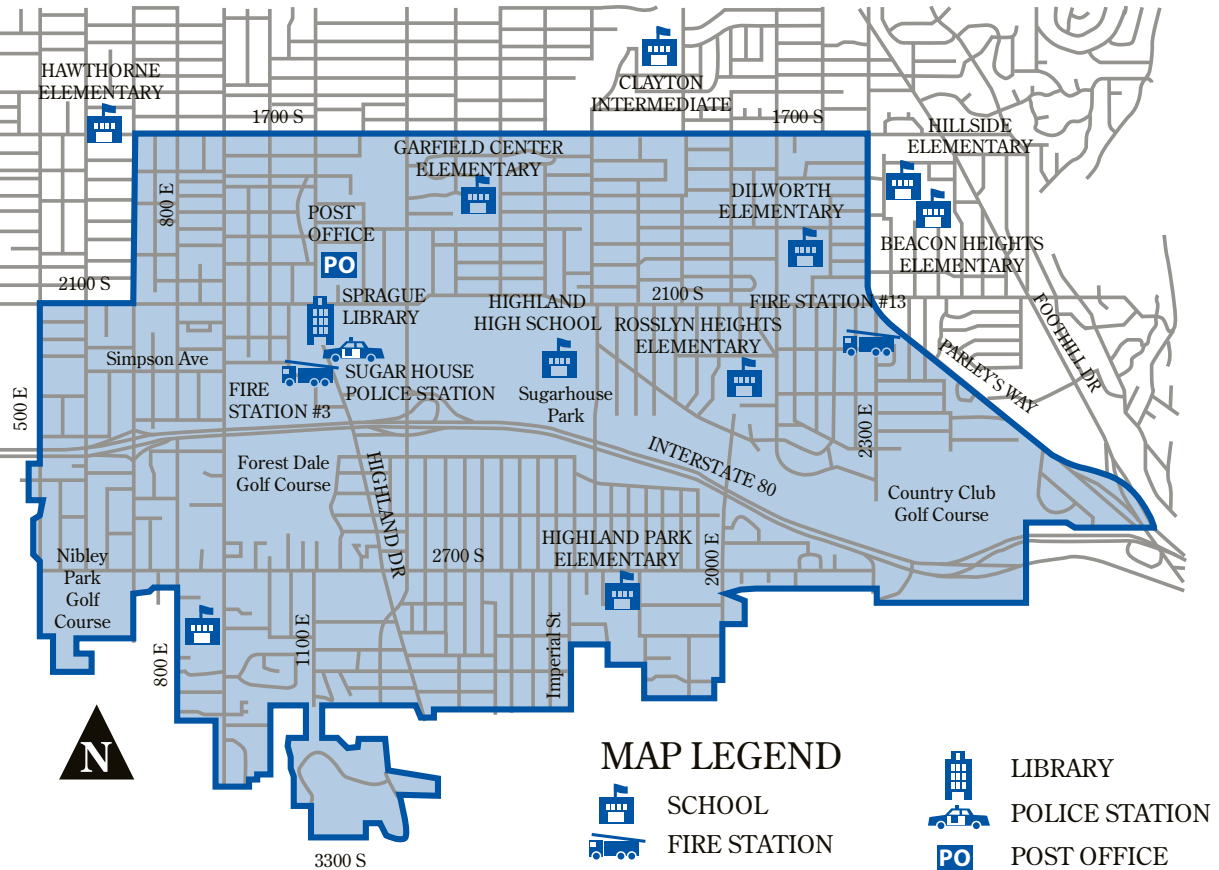
ANNEXATION OF AREAS CONTIGUOUS TO SUGAR HOUSE

In 2000, the Salt Lake City Council adopted Resolution No. 34, 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, excluding the newly incorporated City of Holladay. This would produce long-term benefits for County residents annexed into 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, the newly annexed areas would be best served by creating new community planning areas.

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.

Sugar House Public Facilities Map



IMPLEMENTATION

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

<div>Proposed Action</div> <div>Proposed Action for initiation of implementation</div> <div>Immediate: 0-12 months Short Term: 1-3 years Mid Term: 3-6 years Long Term: 5-10 years</div>	Initiator	Contact Sources	Timing
MOBILITY & ACCESS			
Landscape I-80 right-of-way and construct sound attenuation walls at Fairmont Park	UDOT	SLC Transportation SLC Parks SLC Planning	Long Term
Amend the zoning ordinance as necessary in order to provide for a coordinated parking program or parking district within the SHBD.	SLC Planning	RDA, SLC Transportation SH Merchants Association 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 SH Merchants Association SH Community Council	Mid Term
Identify 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 UDOT	Short Term
Identify appropriate areas for installing traffic calming techniques in the business district and in the Westminster area.	SLC Transportation	SLC Planning SH Community Council	Short Term
Prepare a small area 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 Bicycle Advisory Committee study the feasibility of developing a bike routes along all multi-modal corridors, as identified in the bike route map.	MBAC	SLC Planning SLC Transportation SH Community Council	Short Term
Request UTA to provide frequent service, limited stop and/or express buses along 700 East, 1300 East and 2100 South; and provide new East/West service along the 1700 South and 2700 South corridors.	SLC Planning	UTA SLC Transportation	Short Term
Amend the Transportation Master Plan to oppose a full access interchange on I-80 at 2300 East.	Transportation Division Transportation Advisory Board	SLC Planning	Mid Term
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 SHPO 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.	SLC Planning SH Historical Society	SLC CED SHPO SH Community Council	Short Term
Conduct public workshops after historic surveys are completed in order to educate residents about the history of their neighborhoods.	SH Historical Society	SLC Planning SH Community Council SHPO	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 SH Community Council SHPO	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. Activities can include the walking tour, helping sponsor historic home tours, holding annual events such as a street fair, placing historic markers on buildings, presenting annual preservation awards to building owners and the local preservationists, etc.	SH Historical Society	SLC Planning SH Community Council SHPO Historic Landmark Commission	Mid Term
URBAN DESIGN ELEMENT			
Amend the sign ordinance as needed to require pedestrian scale, quality signage in the business district and around 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 city-wide street lighting master plan.	SLC Transportation	SLC Planning SH Community Council SH Merchants Assoc.	Immediately
Implement temporary closure of the road immediately south of the monument for fairs & special events.	SH Merchants Assoc.	SLC Police & Fire, UTA SLC Transportation	Ongoing
Amend the C-SHBD zone to incorporate the future land use plan into the business district. Expand the C-SHBD to identified areas.	SLC Planning	SH Merchants Assoc. SH Community Council Land Owners	Immediately
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	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	CED SLC Engineering 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 to dictate design solutions. Guidelines are intended to support and expand on the guidelines established in the Urban Design Element. They are also 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 these 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.

- Design the town center with pedestrian-oriented corridors providing pedestrian comfort and amenities.
- Provide proper separation of pedestrian and vehicular movement at a scale that encourages activity and pedestrian comfort.
- Form pedestrian/commercial promenades with planting and paving treatments 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.

- Articulate 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 width along walkways: major pedestrian walkways in high traffic areas should be a minimum of 8 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 bumpers may overhang the walk should be designed to allow a minimum of 6 feet clearance for walking.
- Delineate 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, brick pavers, tile, 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

- as a traffic calming method and as a buffer for pedestrians.
- Incorporate structured parking in new structures or adaptive reuse of existing structures and coordinate the parking with building and landscaping designs. Parking structures should not occupy the street frontage of 1100 East/Highland Drive and 2100 South. Parking structures on other streets should have retail/office use on the ground level.
 - Designate parking lots and structures with uniform identification signs.
 - Encourage through-block parking lots along the north side of 2100 South behind the building frontages and adequately buffered from adjoining residential areas. Encourage shared/coordinated parking with all businesses.
 - Avoid access to parking through residential areas.
 - Provide islands throughout parking areas to break up hard-surfaced areas. Berms and other changes of grade are recommended where possible.
 - Encourage shared parking and structured parking, either below grade or above grade.
 - Design primary access points to avoid traffic conflicts. Wherever possible, they should be located directly across from existing access drives and streets. Interior circulation drives should be articulated and reinforced with other site design features such as lighting standards, trees and other plantings, special paving and walkways, etc. An interior circulation system which includes a clearly defined route to parking areas is necessary. Immediate entry to large parking areas is not desirable.
 - Design access points to adequately meet traffic needs with consideration for consolidation to minimize the number of curb cuts along the block face.
 - Design interior drives and parking lots so that pedestrian, service, and vehicular conflicts are minimized.
 - Design the vehicular circulation system to reduce traffic impacts to neighboring residential uses.
 - Locate parking lots back from buildings to allow for pedestrian space and landscaping.
 - Landscape parking lots. Interior islands, at least 6' in width between parking rows or bays can be used to minimize the visual impact of large expanses of asphalt and to control cross traffic through parking lots.
 - Screen service, storage and trash areas. These areas should be screened and buffered from pedestrian corridors, surrounding streets, residential units, Parleys Creek open space and other public use areas using materials compatible with the architecture and adjacent site features.

Town Center Scale Mixed Use - Parking

- Allow surface and structured parking; however, structured parking is highly recommended.
- Prohibit parking lots to front onto Highland Drive or 2100 South in the area of the Town Center Overlay.
- Require parking structures that face onto the street to have retail spaces at the lower level.

Neighborhood Scale Mixed Use - Parking

- Allow surface and structured parking. Structured parking facing onto the street must have retail space at the lower level.
- Setback parking lots a minimum of 15 feet.
- Locate parking lots to the rear of buildings.

Residential - Parking

- Allow surface and structured parking; however, structured parking is preferred.
- Prohibit parking lots to front onto 2100 South.
- Setback parking lots a minimum of 15 feet.

Open Space - Parking

- Avoid parking lots in Open Space areas.

Building Architecture and Siting

- Require the general pattern of buildings to include and emphasize the importance of public gathering spaces and pedestrian connections.
- Consider the relationship of building forms to one another and to other elements of the Sugar House area so the effects will be complimentary and harmonious.
- Relate the mass and height of new buildings to the historical scale of Sugar House development to avoid an overwhelming or dominating appearance in new construction.
- Treat building height, scale, and character as significant features of the Business District's image.
- Ensure that features of building design such as color, detail, materials, and scale are responsive to district character, neighboring buildings, and the pedestrian.
- Require buildings situated in visually dominant positions to have interestingly detailed exteriors. Prohibit blank-walled facades.
- Allow buildings within the core of the town center to stand out prominently only in exceptional circumstances. This would be when they signify the presence of activity centers and occupy focal points.
- Design new construction to complement and enhance the character of adjacent older buildings having architectural merit through appropriate scale, massing, rhythm, and materials.
- Require where applicable, that the base of the building emphasize horizontal divisions texture, and other architectural details to relate to pedestrian activity.
- Require the first floors of buildings to have clear, untinted glass that permits pedestrian contact with interior spaces along streets and pedestrian corridors. Prohibit dark-tinted or reflective glass windows, creating a blank, impersonal street front, uninviting to the pedestrian.
- Preserve historic structures and their facades in order to preserve the historical fabric of the area, wherever feasible.
- Complement the historic architecture of Sugar House with appropriate exterior building materials. Appropriate materials may include the following:
 - Brick;
 - Architectural concrete (precast or poured-in-place);
 - Stone; and
 - Glass.
- Choose exterior building materials to be consistent

- with appropriate standards for structures of the kind proposed; and address durability and life-cycle cost issue.
- Coordinate and compliment exterior materials throughout the area in order to develop a unified expression.
 - Avoid placing mechanical equipment at grade level. Meters, pipes, stacks, heating and cooling equipment, control boxes, and antennas are examples of mechanical equipment requiring careful location and screening treatment.
 - Roof top mechanical equipment should be screened with architecturally integrated elements of the building.
 - Orient large buildings to minimize shadows falling on public open spaces. The height and mass of tall, closely packed buildings should be shaped to permit sunlight to reach open spaces.
 - Require large buildings and groups of buildings to maximize public views of the city's mountain backdrop. In larger projects, view corridors are needed to maintain a sense of living adjacent to the Wasatch Mountains.
 - Use sculpture, fountains, and monuments to enhance the three-dimensional quality of pedestrian gathering spaces.
 - Require loading docks on the “backside” of buildings to be carefully designed and screened.
 - Require the massing and scale of structures to be compatible with surrounding uses.
 - Orient buildings that are adjacent to the street, towards the street and promote a high quality image for each project.
 - Orient interior buildings towards each other and arrange them in clusters or in adjoining structures whenever possible.
 - Contain outdoor garden centers and other seasonal materials in permanently designated areas that are designed as part of the overall structure.
 - Include a variety of building heights in the mixed-use area and take advantage of topographic changes, "stepping" the buildings down the profile.
 - Avoid construction of a "wall of buildings" along 1300 East blocking views to the west from Sugar House Park.
 - Avoid facade architecture: all faces of the building should be designed with similar detail and materials.

Landscape Design Guidelines

- Coordinate landscape design, incorporating landscaped treatment for open space, roads, paths, buildings and parking areas into a continuous and integrated design.
- Include primary landscape treatment that consists of shrubs, ground covers and shade trees appropriate to the character of the project, the site and climatic conditions.
- Provide a variety of plantings that include changes in color, texture, height, density, light, ground plane, etc. A mixture of shrubs, trees, ground covers, perennials, turf and annuals is suggested.
- Provide landscaped separations between parking, drives, and service areas, and public use areas including walkways, plazas, eating areas, view corridors, prime vehicular access points, etc. Architectural materials may be used, but plant materials should also be incorporated in the screening/buffering treatments.
- Provide raised planters in high use areas when appropriate. Raised planters offer a good solution that protects plant materials from damage, and they offer opportunities for seating as well.
- Provide trees planted on grade with a minimum opening of 5' square or round. Openings may be covered with tree grates or other material that allows air to reach the soil within the 5' area.
- Group plantings in larger planting areas rather than individual trees in grates, wherever possible. Plants are more successful in groupings and in larger planting areas.
- Minimum plant sizes for all landscaped areas are as follows:

Deciduous trees	2 1/2" caliper
Evergreen trees	6' in height
Deciduous shrubs	5 gallon container
Evergreen shrubs	24" - 36" in height or spread
Perennials	1 gallon container
Ground covers	4" pots

On-site Lighting Design Guidelines

- Design lighting as a system that is integrated throughout the development, and that is compatible with the other lighting in the area.
- Use pedestrian lighting along walkways, plazas, and other pedestrian areas to indicate routes and to provide safety. Fixture design should be appropriate and coordinated through the entire development.
- Use lighting to highlight building facades. Generally, all building facades should be lighted at the street level. Above the first floor, light should be selectively positioned or defined. A more limited lighting pattern in the higher areas of the building is intended to produce greater contrast of light and shadow, accenting unique features without lighting the entire structure.
- Use lighting to accent and highlight planting. Appropriate light levels and pleasant accent effects can be achieved with accent lighting, directed upwards into trees, provides low intensity, but offers dramatic illumination of nearby pedestrian areas.
- Reserve architectural lighting for individual plaza areas to emphasize focal points.
- Require parking lot lighting to meet Salt Lake City standards, at a minimum.
- Design appropriate lighting levels to provide a safe atmosphere while deterring undesirable activities and avoiding night-sky pollution.

Streetscape

The pattern and design of streetscapes should convey a significant message complimenting the type and intensity of land development. A streetscape design should unify a district or neighborhood and portray an identity through the design. The following streetscape guidelines are recommended for the Town Center:

- Design buildings to shape the street; the general

- pattern of buildings should help to define street areas and other public open spaces.
- Allow for informal events such as displays and outdoor dining to encourage pedestrian activity.
 - Incorporate a consistent theme for streetscape design to strengthen the association of unrelated buildings.
 - Select and design street landscaping according to a special theme for a given area to provide a sense of place in addition to its other amenities.
 - Maintain and incorporate a regular-interval street lighting pattern into streetscape improvements.
 - Choose light poles, arms, and fixture designs to preserve the historic character of the streetscape.
 - Select lighting to be in scale with the pedestrian experience.

Signage

- Since adoption of the 1985 Sugar House Master Plan, the quality of signs in the Business District has improved. The City's beautification project improved the area, along with the City Redevelopment Agency's façade improvement program. Nevertheless, strict adherence to the City's sign ordinance is necessary to ensure that new signs do not dominate the streetscape of the urban area. This ordinance does not allow new billboards and assumes a long-term decrease in their number over time. As part of all planned developments, the policies of the City's Urban Design Element relating to signage should be followed. In addition, planned developments must adhere to the following guidelines:
- Install signage that emphasizes design elements of a building's façade.
 - Select sign materials made of high quality, durable materials that will continue to look good after several years in Salt Lake's climatic conditions.
 - Discourage pole signs and encourage wall and blade signs, as well as monument signs consistent with a pedestrian scale.
 - Provide street signs and other informational signage that are uniform and that provide neighborhood and community identity.
 - Integrate signs or awnings into the architectural design of any building rather than a feature independent and in conflict with the building's architecture.
 - Design signs and graphics to present their message with clarity; graphics should be clear and easily understood, so that people can orient themselves within the development and locate businesses and facilities easily.
 - Locate and size signs so that views to and from adjoining land parcels will not be blocked.
 - Design directional signing to be low, visible, integrated with the rest of the graphic systems, and functional. If directional signing is needed on the street directing people and vehicles, and on the interior of any development project, it should be consistently located in order to maximize its directional function.
 - Design informational signing that helps orient people on the development. It may take the form of a directory or other project wide identification in which people can orient themselves and be directed to those activities and areas they wish to visit.

Off-Site Development Design Guidelines

- Off-site development includes work that occurs in the public way and on properties otherwise considered public such as the Parleys Creek property owned by Salt Lake City and any others that may be designated or assigned.
- Provide public sidewalks and pedestrian/bike corridors that enhance the existing pedestrian circulation systems in the following locations:
 - To the east along 2100 South and along Wilmington Avenue to Sugar House Park;
 - Between the Sugar House Plaza Monument area and surrounding uses and areas;
 - Between the public open space at Parleys Creek and surrounding uses and areas;
 - Along the rail/trail designated in the Salt Lake City Open Space Plan; and
 - To south and west to Fairmont Park.
 - Accommodate public transportation at the street edges. Coordinate with the Utah Transit Authority on location and design of turnouts, bus stops and other transit facilities.
 - Provide standard paving materials currently used in the area on sidewalks. Modifications to the patterns may be permitted and will require approval by Salt Lake City.
 - Landscape park strips and public open space with street trees, shrubs, ground covers and lawn. Maintenance of park strips is the responsibility of the adjacent property owner.
 - Select trees with guidance from the Salt Lake City Urban Forester.
 - Preserve and maintain existing vegetation along Parleys Creek.
 - Design street and circulation system drainage grates to allow safe passage by bicycles.
 - Require light fixtures to meet Salt Lake City standards and specifications and be of a design that is compatible with the design theme of the business district.
 - Include elements of visual interest and complexity into publicly owned open space. These elements can include landscaping, seating areas, furnishings, fountains, changes in grade, public art, etc. to add interest and excitement to the public spaces between buildings and along major circulation corridors.
 - Incorporate into the design and provide in designated locations of outdoor open space and public space elements such as site furnishings such as drinking fountains, benches, trash receptacles and ash receptacles, telephones, newspaper stands, bicycle storage. They should be coordinated and compatible to other site furnishings and design elements.
 - Design a mixture of seating opportunities if seating is provided. Materials that are comfortable and vandal resistant are preferred.
 - Consider seatwalls, steps, fountain edges, grassy mounds, etc. for an attractive variety of seating options that can accommodate many different needs. If seatwalls are used they should be a minimum of 12" wide and 16" to 24" high for comfortable, flexible seating.

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Planning Commission Approval Date: August 16, 2001
City Council Adoption Date: November 13, 2001: Ordinance No. 76 of 2001

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Planning Commission Approval Date: October 26, 2005
City Council Adoption Date: December 13, 2005

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