

Salt Lake City  
urban  
design element

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URBAN DESIGN ELEMENT  
OF THE SALT LAKE CITY MASTER PLAN

Prepared by the Salt Lake City Planning Commission

1990

Harvey F. Boyd, Staff

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## INTRODUCTION

Salt Lake City's history illustrates a long standing concern for a quality urban environment. Residents and city officials have demonstrated a strong commitment to urban quality through many fine examples of public and private development. Some of these efforts have fallen short of their potential however, partly because the city has lacked clear urban design goals and processes. Recognizing the need to understand the scope of the issues and the direction city policies should take city officials commissioned this plan.

To help prepare the plan, the Mayor appointed an Urban Design Committee made up of civic leaders, community activists, city officials, landscape architects, architects, and planners. This group has been working on and refining the plan since 1983.

To gather community feelings about urban design, the planning staff conducted an opinion survey among residents. Special work sessions were also held with the City Planning Commission to discuss the scope and purpose of urban design policies for the city.

## PURPOSE

Urban design is the generally accepted name for the process of giving physical design direction to urban growth, conservation and change. To many people, urban design is the selection of paving materials for a local street reconstruction project or the design of a bus stop shelter. But for urban design to be meaningful, it must define the urban design objectives for the city and illustrate a process for making decisions regarding the city's future character. The process must determine how individual parts of the city interact to create its image. The future image of the city is the outcome of myriad public and private decisions and actions.

This Urban Design Element articulates the city's urban design goals. It provides insight into

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the positive and negative effects of public and private actions. People are often unaware of the impact their individual efforts have on city form.

Predicting all of the factors contributing to a pleasing city environment is not practical. The recommendations contained in this Urban Design Element will begin to suggest answers to the many issues associated with preserving city image and character. The Element also establishes a framework in which spontaneity is encouraged among those whose actions affect the physical form of the city.

The Urban Design Element is a first major step in defining urban design policy for the city. It is important to create an atmosphere in which all people interested in the city's development can work together on common urban design goals, such as preserving city image and maintaining the city's livability. Defining urban design policies will help developers recognize the issues their developments must address. The policies can also be used by city officials to evaluate development.

## SCOPE

The Urban Design Element focuses on three major areas; urban form, district character, and implementation. The three are closely interrelated and must be considered within a comprehensive urban design framework. For example, initiating an open space plan that has little relationship to other urban design components, such as building design, will do little to improve the quality of urban environment.

Urban Form. A person's visual perceptions of a city are determined by land forms, development concentrations, and open space arrangements. The Urban Form section discusses land use and development scale, development patterns, gateways, views, and prominent natural forms.

District Character. Certain characteristics and features distinguish each district or neighborhood from others. Features such as land use, circulation patterns, design treatment, and

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public art identify district character and can be used to establish the direction new development should take.

Implementation Strategies. The implementation process influences the time, effort, and resources it takes to create a project of any type, whether a street reconstruction project or a large mixed-use complex. Implementation strategies for each of the urban design goals will be discussed in sections below.



## URBAN FORM AS A CITY DESIGN CONCEPT

The physical shape of a city is its urban form. This form is determined by land forms; the arrangement, size, shape, pattern, visual dominance, and the spaces surrounding groups of buildings or developed areas. While the natural forms of the city can be altered very little, a great deal can be done with man-made elements to enhance the city environment.

(Figure 1)

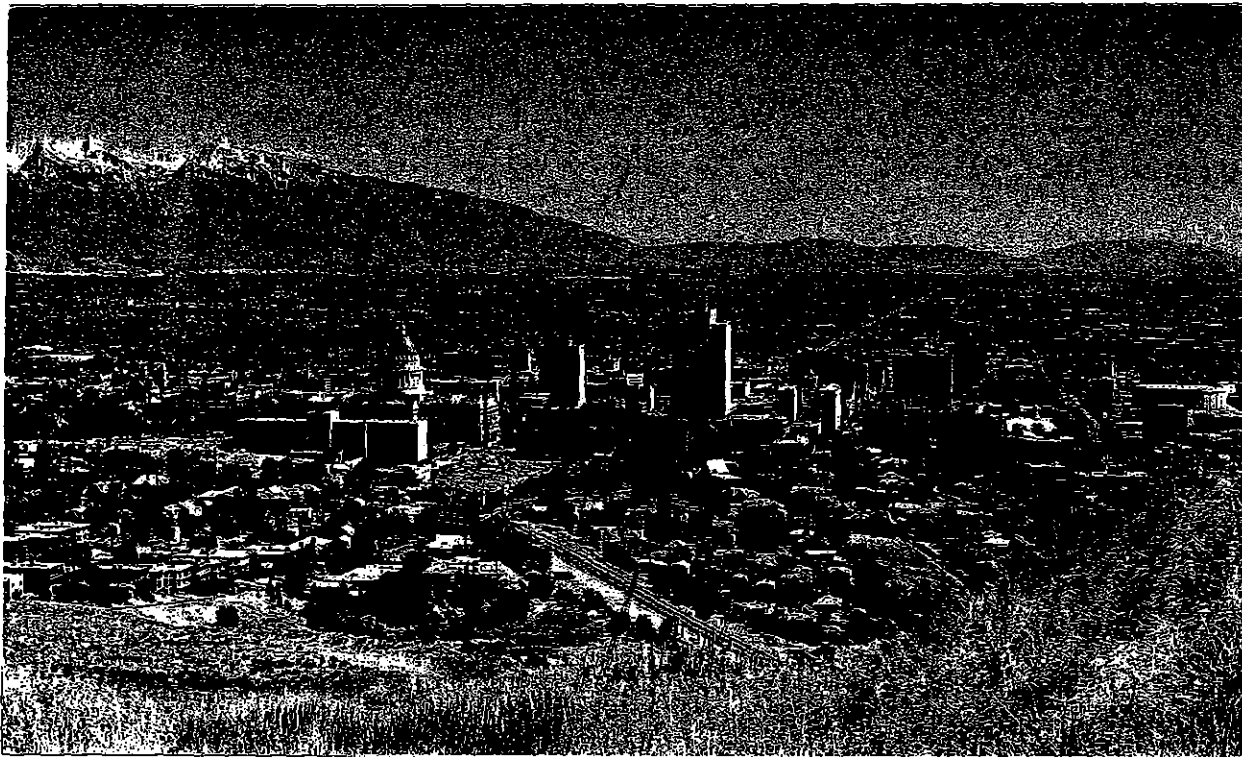


Figure 1

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Salt Lake City has a distinctive urban form created by a concentrated business core surrounded by low rise auxiliary commercial activities designated as the "Fringe." Outside the Fringe in the Perimeter are low-rise, low-density residential areas and the industrial districts.

The city's topographic features obviously influence its form a great deal, but past development policies have tended to erode the city's relationship to these distinctive natural features. If this tendency continues, Salt Lake City will lose much of what makes it unique today. An effective urban form policy suggests ways to create a more efficient, attractive and interesting place to live and visit. The manner in which neighborhoods or districts are functionally and visually interconnected influences the city's form and character. Opinions as to what residents think create the city's image were collected from some 900 residents in a Planning Department Survey. Survey results have helped identify urban design issues to be addressed in this Urban Design Element.

A strong urban form can also be an important economic development tool. Businesses, including convention and tourist businesses, are attracted to and retained by sound urban environments. In cities throughout the United States, city officials, business organizations and residents have effectively used their urban environment and form in promoting their cities as good places to work, reside and play.

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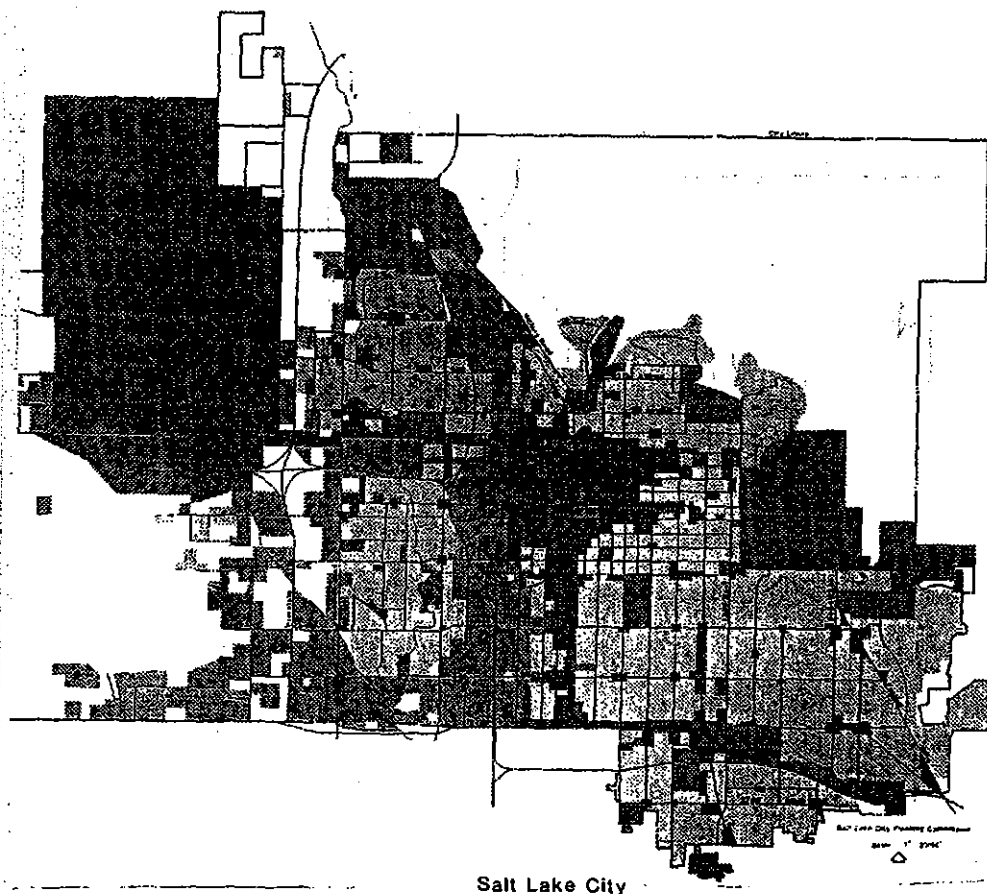
## LAND USE

Land use planning has traditionally been used to define the location and intensity of development throughout Salt Lake City. The manipulation of land use and scale of development through zoning and other ordinances has been moderately effective in insuring a positive urban form for the city. If, however, the city was built to the pattern established by present zoning districts, the city would have a very different look. The Commercial Core would not be a concentrated apex, but instead a linear spine extending along State Street. There would also be a number of other large commercial centers created where "C-3" zoning now exists.

The importance of the Commercial Core as the center of the city cannot be overstated and its role is reflected in the city's development form. Original residents and developers had a sense of what the urban form of Salt Lake City should be. These people usually had a stake in the city and its success. Although many of their buildings were not of particular architectural significance, the buildings did reinforce the pattern of a strong urban core with lower scale development in outlying areas.

The entrances or gateways into the city were also important features. They were often monuments like the Eagle Gate, significant buildings, or special street and community features. Buildings like the State Capitol, Temple Square, and the University of Utah Park Building were major city landmarks visible throughout the city. Most importantly, natural features dominated the cityscape. The surrounding mountains, canyons, creeks and flat valley floor were, and still are, vital parts of the city's urban form.

Today, the people who manipulate the city's urban form are often not the same people who live or work in the city. The urban form is often eroded by well meaning development, which lessens the city's image and functionality. The location, design, height and bulk of buildings are sometimes the result of development speculation and corporate image, with too little attention to their effect on city form. The following policies and strategies are suggested to reinforce the city's sense of urban form.



Salt Lake City

Generalized Land Use Map

- Low Density Residential  
1 thru 4 Family Dwellings
- High Density Residential  
5 plus Multiple Family Dwellings
- Parks/Recreational
- Public/Semi-Public
- Commercial
- Industrial
- Vacant/Agricultural

## GENERAL LANDUSE - URBAN DESIGN

- C COMMERCIAL CORE**
- Serves the region as headquarters for major financial
  - Comparative retail/commercial shopping concentrated area
  - Scale of development is intensive
  - Primary circulation is automobile oriented, but once at destination, pedestrian oriented circulation becomes dominate form of circulation

- CF COMMERCIAL FRINGE**
- Provides many of the auxiliary services needed by the commercial core
  - Entertainment
  - Hotels
  - High density, urban housing
  - Office and Warehousing
  - Provides facilities for uses which demand or desire a close proximity to the commercial core
  - Less intensive use
  - Auto/pedestrian oriented

## PERIMETER USES

- COMMERCIAL STRIP**
- More community or district oriented the regional
  - Retail goods and service oriented
  - Single purpose shopping
  - Residential may be interspersed
  - Auto oriented—single purpose shopping
  - Low rise, developed in a linear form, along major arterial and collector streets

- I INDUSTRIAL**
- Regional orientation
  - Low rise, low intensity
  - Expansive openspace

- R RESIDENTIAL DOMINANT USE**
- Low to moderate density
  - Low rise development—1 to 3 stories
  - Suburban in character

- CCRC NEIGHBORHOOD/COMMUNITY ORIENTED RETAIL CENTER**
- Low rise —1 to 5 stories
  - Serving local area
  - Low intensive retail, commercial and office
  - Expansive openspace, suburban in character

- C Core**
- F Fringe**
- PR Perimeter Residential/ Low Intensity Commercial Mix**
- LDR Lower Density Residential**
- I Industrial**

Figure 2

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## POLICY CONCEPTS

- o Emphasize Salt Lake City's unique urban form. Stress the importance of the city's scale of development, its hierarchy of uses and other urban form features.
- o Maintain the city's Central Business District (CBD) as the visually dominate center of the city. All other commercial centers within the city should be designed to address local community needs at appropriate building heights, land use intensities, patterns and forms.
- o Encourage future expansion of the Commercial Core into the West Downtown area rather than the East Downtown area. Encourage infill development in the area between the Triad Center and the Commercial Core. Establishing a land use pattern and intensity of development physically tying these areas together without diminishing the importance of the Commercial Core will strengthen the city's physical form. (The Commercial Core is defined by North Temple street to 500 South Streets and 50 West to 150 East Streets (Figure 2).

## Strategies

- Use zoning patterns and land use regulations to strengthen the city's urban form. Land use intensities and building heights should reflect the district's relationship to its surrounding community and its role in the land use pattern of the city. Indiscriminate high-rise construction outside of the downtown core adversely affects the strong downtown development concentration characteristic of the city.
- Emphasize commercial uses as the predominate use in the West Downtown area and residential uses as the predominate use in the East Downtown area (Figure 2).

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- Emphasize and promote mixed land uses in the East Downtown area. High density residential uses should be the predominant land use within East Downtown.
  - Emphasize commercial and high density housing development in the West Downtown area in conjunction with a special warehouse conservation district and in conjunction with development between the Commercial Core and Triad.
  - Reexamine land use surrounding the Commercial Core and Fringe that has been down zoned over the past several years to allow only low density housing. Some of these areas may be suitable for higher density residential uses or mixed-uses.
  - Allow commercial building heights not to exceed 25 feet in the East Downtown area. Additional building height should be allowed when upper floors are used for residential uses or when the commercial development has a separate residential component. The actual allowances should be determined by a district or neighborhood plan.
  - Grant commercial floor area bonuses for pedestrian-oriented retail uses at the ground floor, and also for providing open space features, such as plazas, for buildings in the Commercial Core (Figure 3).
  - Continue to allow general business uses of the "C-3" zoning classification outside the central business core, but modify the building height and intensity allowances to emphasize the positive differences between the Commercial Core, the Fringe, and the Perimeter.
  - Investigate Floor Area Ratios (FAR) to achieve the desired building bulk and land use intensities. This concept is particularly important in defining the physical relationship between the downtown Commercial Core, outlying Commercial Fringe and districts like Sugar House and The Brickyard. (See discussion on "Height" in the next section. Please refer to "FAR" scenario in the Implementation Section.)

**STRATEGY:**

- Emphasize infill commercial Development of the commercial core as the initial development strategy.
- East Commercial Fringe: Encourage the conservation of existing residential uses ( 3 to 5 story apartments), and the construction of mix use developments within the east downtown area.
- West Commercial Fringe: Encourage intensive commercial redevelopment of the area south and west of the Commercial core. Infill development between Triad and the commercial core.

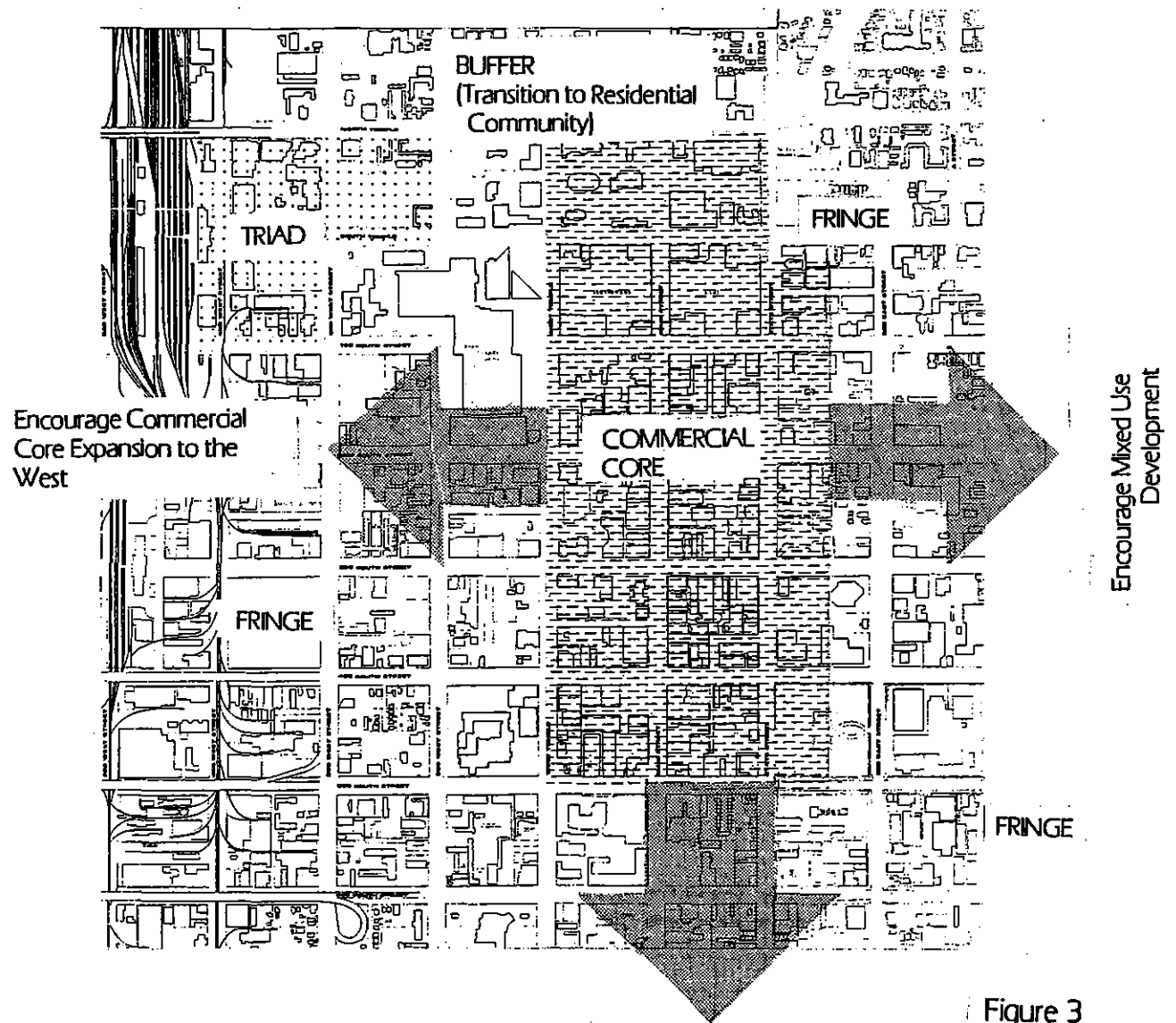


Figure 3

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## DEVELOPMENT HEIGHT, SCALE AND COLOR

Insuring that all areas of development do contribute to the city's urban design goals is an important objective of city officials and many residents. Individual buildings and their associated districts should create a positive form and image. Salt Lake City's image is important in terms of the city's economy, livability, and esthetic well being.

### POLICY CONCEPT

- o Emphasize the important role of all development in establishing the city's urban form.

Developer, architectural designer, and city official must become more aware of how directly their decisions influence the fabric and character of the city. Building heights, forms, uses, open space, etc., are a function of a district's relationship to the rest of the city. Great care must be taken to insure that these features are compatible with their district setting and desired image. The larger the building or the greater the building intensity, the more important the issues of light, air, adjacency of auxiliary services, and development character become. It is easy to see what's wrong with an area after damage has been done. Such areas are often hostile and difficult to use. The symptoms of theseills often appear as a lack of association between building sharing common space. Major views are often destroyed or the features along a street such as a plaza are really used.

- o Preserve and improve the visual form of the city through an appropriate building height profile and color scheme.

The historic urban form of Salt Lake City's Commercial Core relies on taller buildings-historically approximately 14 stories-at the corners of 10 acre blocks with lower buildings around them. Building heights should diminish away from the Core. This provides framed yet expansive views of the mountains, foothills and valley around us, and keeps light and air on our streets. The relatively low heights of Salt Lake City's downtown buildings give downtown a human scale feeling. Even our



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largest buildings do not compete with our mountain vistas and backdrop.

Height, scale and color of buildings are as important to city form as land use patterns. Building heights in the Commercial Core and Fringe should be a function of use, topography, and city scale. A building height allowance of 1.5 times the street right-of-way or 198 feet is allowed under the existing downtown "C-4" zoning. This is an inappropriate development density regulating tool for the policies contained in this plan.

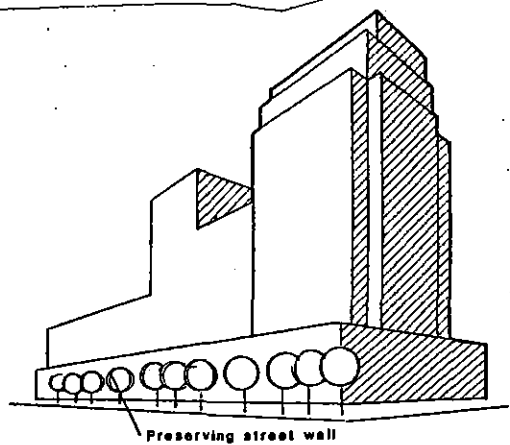
The cityscape building height profile should be manipulated to lessen the visual problem of "benching" (buildings terminating at a particular height elevation). Land use patterns, building bulk and land use intensity regulations should be used to create a more dramatic city skyline based on the city's traditional urban form. Land use and zoning techniques should be responsive to prominent buildings, topography, and district character.

The color of buildings in the Commercial Core and Fringe should complement the district without competing for dominance against neighboring buildings or the mountain backdrop.

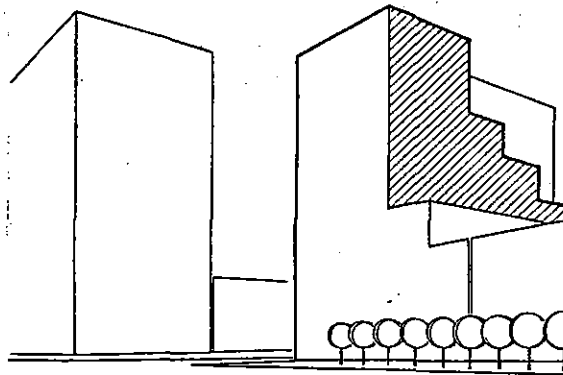
## Strategies

The Planning Commission should consider the following types of tools to help promote more sculptural building lines.

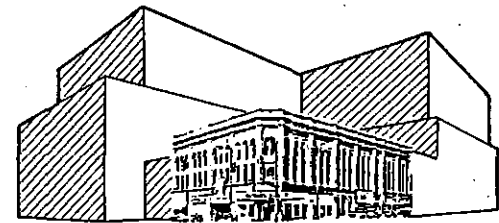
- Require a building bulk transfer of four to seven percent of the total floor area above the midpoint of the portion of the building over 65 feet to be shifted from the upper half of the building to the lower half of the building. The proposed bulk controls would apply to any portion of a building over 65 feet in height in the Commercial Core and 50 feet in all other areas of the city (see Downtown Plan).



Desirable at Main Street  
(emphasizing block corner)

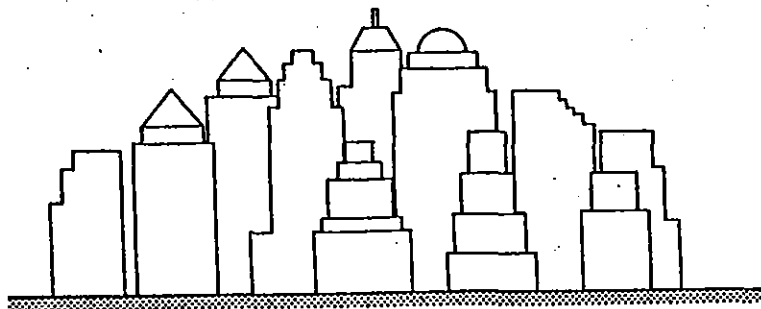


Desirable at State Street

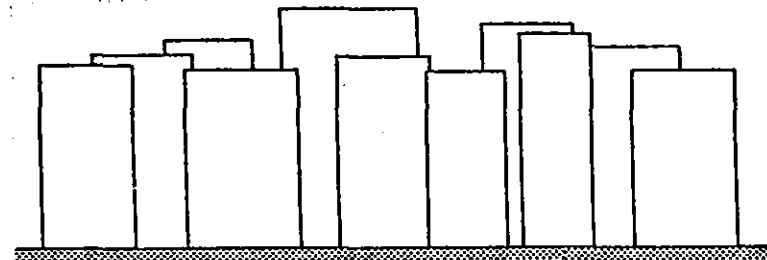


Development comparable with building conservation

Desirable at Brooks Arcade



Bulk and height controls can be used to direct  
the urban form of the City.

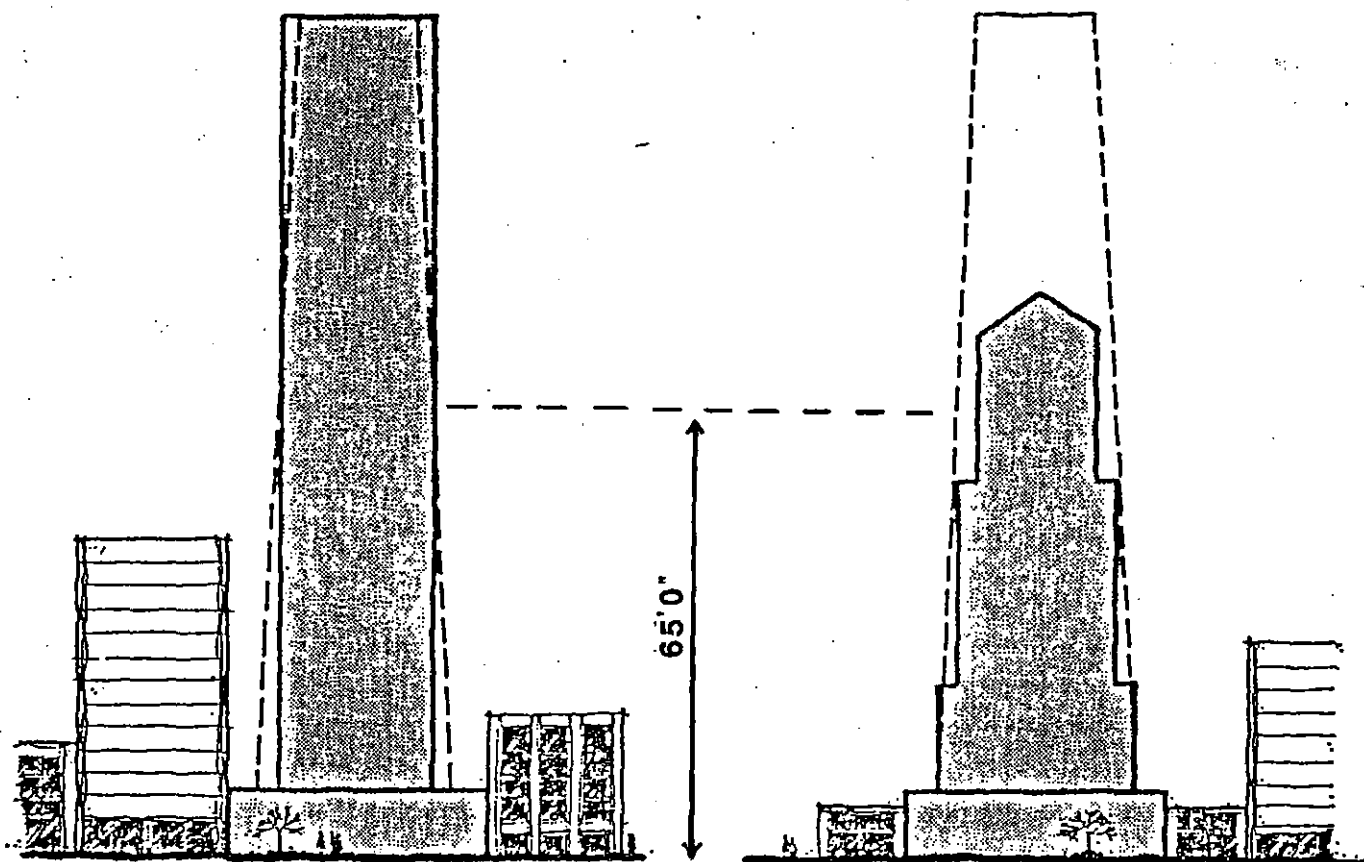


The "benching" of core buildings should be avoided.

## DESIRABLE DEVELOPMENT CHARACTERISTICS

(for the commercial core)

Figure 4



RECTANGULAR TOWER

STEPPED MASSING

A building bulk transfer of four to seven percent of total floor area is highly recommended for building in the "core".

Figure 5

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-Establish a maximum building width. A likely scenario might call for no building to exceed 250 feet wide above the 65 foot level in the Commercial Core and Fringe, and 200 feet for buildings in other areas of the city. Variances could be granted when it is shown that the development meets urban design objectives.

-Couple the previous ideas into a floor area ratio zoning regulation. Eliminate building height increases in the Commercial Core. Establish the maximum building height as 198 feet or the historical building height of 14 stories (168 feet). Allow buildings to exceed the height limit when the developer shows that the building(s) can effectively address the district development character issues.

-Establish a development review process to address urban form and other planning and urban design issues. Development review districts should be established in the Commercial Core and possibly in the Fringe and community-oriented centers (see Implementation Section).

- Allow no more than six to twelve stories of building height in the Fringe area. The recommended boundaries of the Fringe mid-rise development area are: North Temple to 900 South, 400 West to 500 East.

- Limit the height of neighborhood retail, residential, and industrial uses to the height and scale of the respective neighborhood. Generally building heights should be limited to three stories.

- Limit building heights of community-oriented commercial office and retail buildings in the Perimeter area to a maximum building height of five to eight stories. These areas would include the Sugar House business area, the Brickyard Mall, the International Center, and future centers outside the Commercial Core and Fringe.

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## NATURAL OPEN SPACE

Open spaces establish the character and form of a city more than any other feature. They influence how visitors and residents relate to and use a city. We often remember a city's open spaces and not its buildings. The character of open space varies greatly so prescribing types of open space for the entire city is not feasible. A great deal more thought should be given to the open space aspects of development. Establishing some general principles will provide developers with a better understanding of the type of open space envisioned for a district. The guidelines will also provide better integration of public and private development efforts, and should be compatible with existing site development regulations.

### POLICY CONCEPT

- o Identify, preserve, and develop open space and natural features to provide a diversity of uses and locations and level of development.
- o Establish development strategies with minimum impact on natural features such as mountain slopes, canyons, and open space. Make greater use of the City's Foothill Preservation Zone to preserve sensitive hillside areas.

### Strategies

- Require all further development within foothill and lake marsh-land areas to be clustered to minimize adverse affects on natural features. Allow increased development density in exchange for developments which cluster their buildings. To promote this strategy the following actions should be undertake

Use public and private land trades to preserve foothill access and create new open space opportunities. (Gateways, vista parks, etc.)

Develop a foothill and valley trail system.

Encourage development which minimizes adverse damage to natural topography, vegetation, water elements, etc. (Figure 6)

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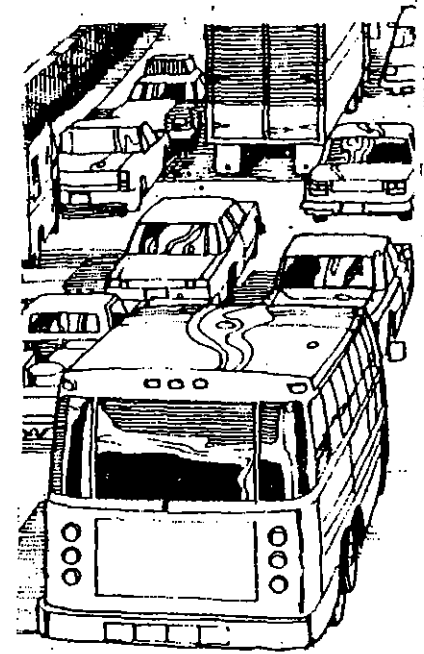
## CIRCULATION AND TRANSPORTATION NETWORK

Automobile, bus, and rail transportation systems influence the shape and patterns of Salt Lake City. The location, shape and character of the city's commercial centers as well as residential neighborhoods are largely the result of these systems. A freeway off ramp can be a detriment to the neighborhoods around it. The ramp causes congestion and sometimes inappropriate commercial development. On the other hand, a conveniently located offramp may make a neighborhood more desirable by better diverting traffic that would otherwise use neighborhood streets for commuting.

In addition, convenient and effective interconnections between various transportation systems is also important to the city. For instance, an automobile freeway that does not allow a driver to park and become a bus commuter or pedestrian is failing to meet the city's economic and urban design goals.(Figure 7)

### POLICY CONCEPT

- o Develop a balanced circulation and transportation network that creates safe, convenient and complementary systems for users throughout the valley and along the Wasatch Front.
- o Improve transit access into the city and its districts, but discourage the use of residential streets as thoroughfares.
- o Approach parking needs at the district level rather than at the individual building or development level. A city Parking Authority is greatly needed to address these issues.
- o Improve regional transit systems. An efficient transportation network based on a light rail system is considered by many as vital in maintaining the city's urban fabric. Without it, commuter traffic congestion will become unmanageable. A regional



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transportation network is essential to preserve Salt Lake City's quality environment. Such a system will need to allow a number of transportation systems to converge at a central hub for commuter convenience. The transportation hub should be closely tied with Core and Fringe transit systems. The location of this hub will influence the growth of the city. It should be located where people can easily change from one transportation system to another. Regardless of the location, the site should be treated as a major gateway entrance into the city. (See "Gateways" discussion below)

### Strategies

- Begin to establish a light rail mass transit system for the city. A mass transit system connecting cities along the Wasatch Front should be an important goal. Not only will it make transportation more efficient for the Wasatch front and the city, but the development character of Salt Lake City will benefit. Urban design opportunities will unfold when design goals are less restricted by the automobile.

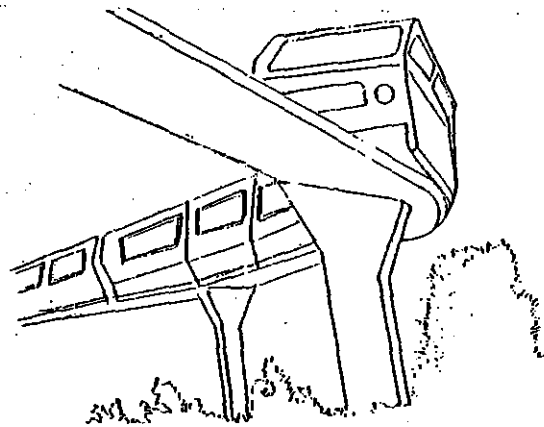


Figure 7

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- In creating new freeway offramps or remodeling existing ramps, urban design strategies should discourage land uses and activities detrimental to the image of the Commercial Core and the surrounding communities. For instance, large freeway oriented signs should be discouraged, and design controls for development along city gateways should be established.

- Establish parking districts in the Commercial Core that are interconnected to freeways, pedestrian networks, and openspace.

- Develop a pedestrian network in the Downtown area using existing sidewalks and interior block easements to tie into an urban open space network.

- Develop a regional bikeway system for both recreation and daily transportation needs.

- Plan new road improvements and parking so that the Commercial Core, the Commercial Fringe, and neighborhoods are protected from the further negative impacts associated with automobile traffic.



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## VIEW CORRIDORS AND VISTAS

A view is a visual image having aesthetic beauty worth preserving. A "view corridor" frames a view of a building or natural feature from either a short or a long distance. View corridors are most often associated with streets or pedestrian walkways. The buildings adjacent to the street often frame a view of a prominent feature of the city. A vista, on the other hand, suggests a wider perspective or panoramic view. It may encompass an entire city, a sunset over the Great Salt Lake, or the Wasatch Mountain backdrop.

While views are an important part of a city's urban form, their value is often overlooked. They can easily be destroyed before the loss is realized leaving an environment of monotonous development and further damaging the city's identity.

Salt Lake City has many view corridors which influence both the urban form of the city and the development character of its districts and communities. The most prominent include the following (see Vista Protection Map). (Figure 8)

- State Street corridor of the State Capitol Building and surrounding foothills
- Exchange Place terminating at the Post Office Building
- Main Street to The Daughters of Utah Pioneers Museum
- 200 South east to the University of Utah Park Building
- 300 South Street terminating at the D&RGW Railroad depot
- South Temple, from Union Pacific Depot to Federal Heights Foothills
- First Avenue terminating at the LDS Temple Square
- Ensign Peak
- Oquirrh Vista
- Wasatch foothills



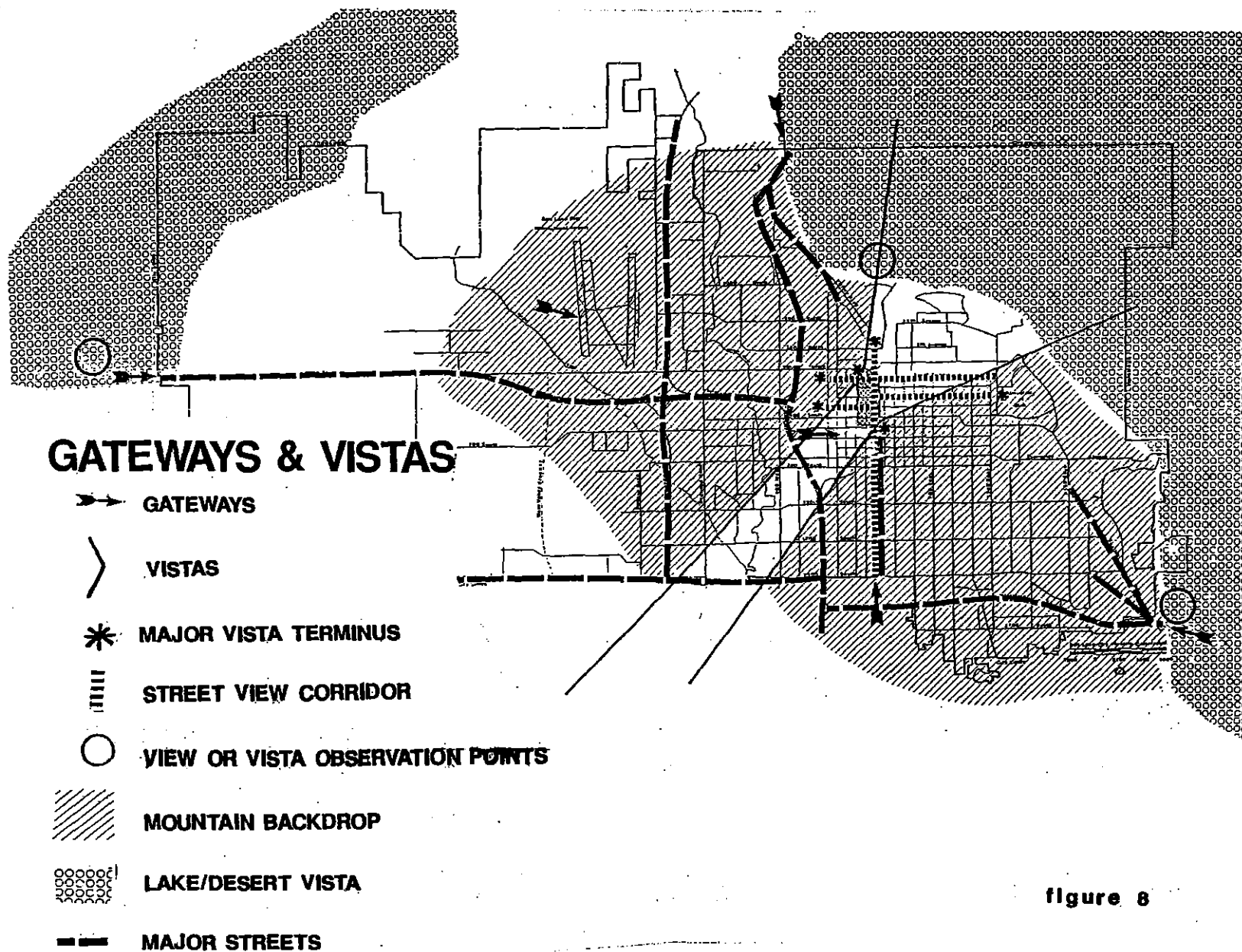


figure 8

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In addition, the Vista Protection Map identifies prominent buildings and landforms whose views should be preserved. These include:

- North Temple at State Street-a community gateway statement into the Capitol Hill and Avenues communities
- Social Hall Avenue-creating a visual terminus to the street.
- Regent Street-enhancing the southern entrance to Z.C.M.I and creating a termination point at the south end of the street
- First South at West Temple Street-enhancing Salt Palace entrance
- Pierpont Avenue

## POLICY CONCEPTS

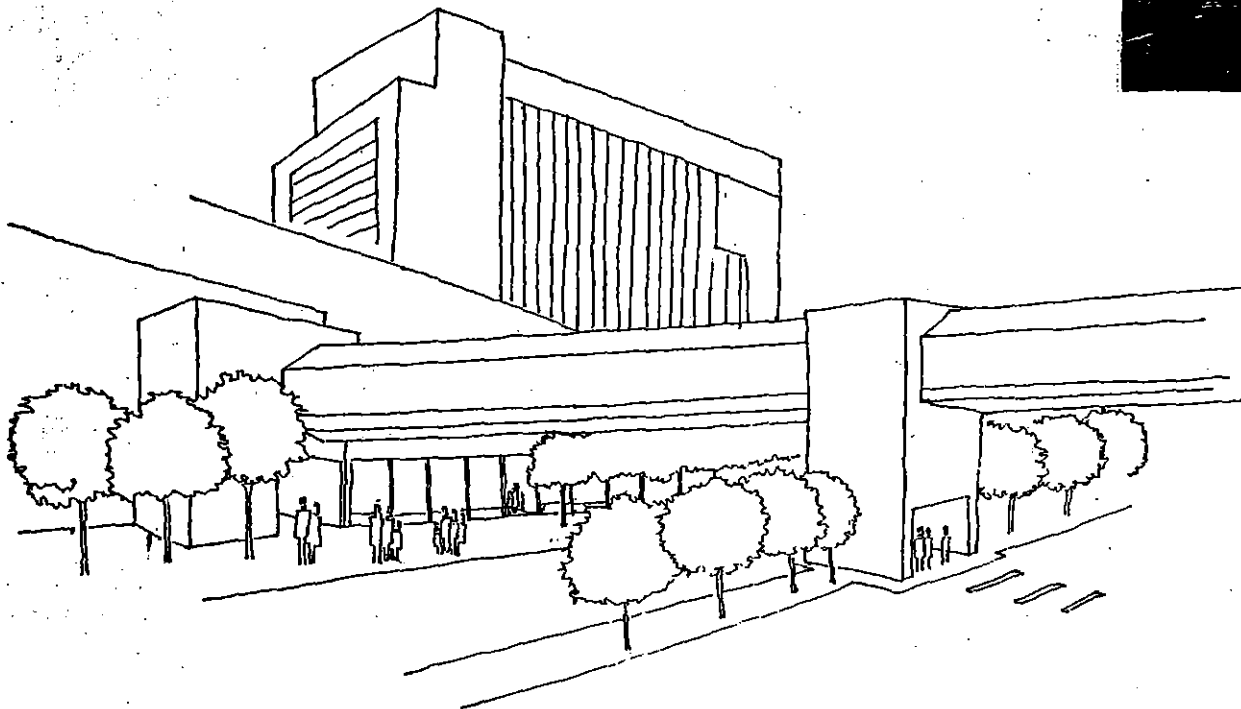
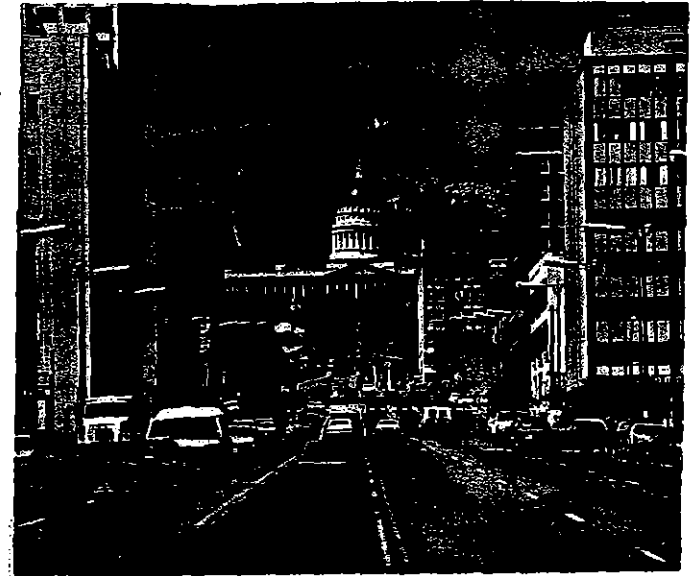
- o Preserve prominent view corridors and city vistas. Prominent land forms, buildings, and monuments should remain clearly visible as city landmarks. Special attention should be given to the design of buildings adjacent to prominent street and vista corridors.
- o Use buildings along street vistas to properly frame view corridors. This is particularly important along the prominent view corridors.
- o Conserve vistas to and from city parks, open space areas and landmarks.

## Strategies (also see Gateways)

- Establish view easements to protect existing and potential vistas of prominent buildings, natural features and parks. Building height, scale, and mass should be used as tools to properly frame major vistas.
- Require building facades, street landscaping, and utility equipment along prominent streets and vista corridors to frame or enhance the vista.

- Acquire lands now for future vista or view parks in the city's foothill areas.

The use of skybridges should be carefully planned. Skybridges on streets identified as "major view corridors" should be prohibited.

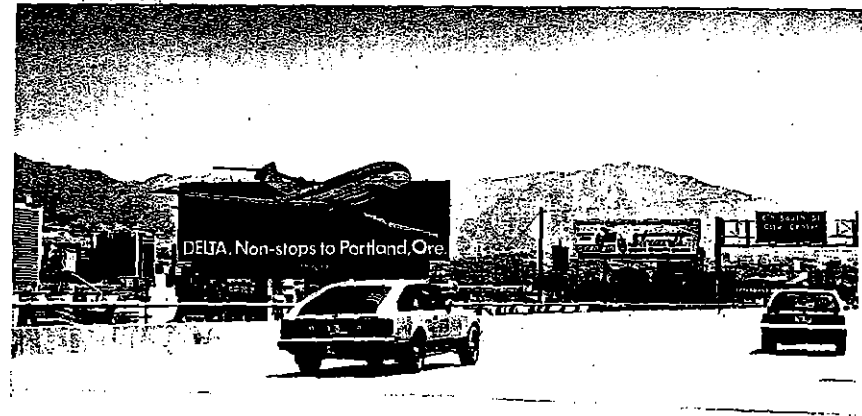


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## Gateways

Gateways refer to the entrances in and out of a city, but may also refer to the entrances into districts or neighborhoods. They are an important part of an area's image because they provide visitors and residents with their first visual impression of the city. A gateway often frames a principal view, providing a point of identity from which the viewer begins to evaluate the form and scale of an area.

A gateway may occur as an auxiliary function to an area's main purpose. For example, airport and railroad terminals, bus depots, or freeway off-ramps may function as gateways since they are the point at which a visitor gets his first impression of a city. Changes in transportation modes, speed of travel, street pattern, or topography are often gateways because they signal "the entrance" into a district of the city.



Gateways into the City can be a road, or transit terminal.

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## POLICY CONCEPTS

- o Develop Salt Lake City's gateways to provide a good first impression of the city.
- o Develop gateways in a fashion which strengthens the identity of the city. Gateway streets should be visually uncluttered, their views unobstructed.
- o Preserve the City's major gateways. They are as follows:
  - Beck Street entrance
  - Parleys' Way (Parley's Canyon entrance)
  - South State Street entrance (2100 South at State Street)
  - Interstate 15 (north and south entrances)
  - Union Pacific Railroad Depot
  - Denver and Rio Grand Railroad Depot
  - Salt Lake City International Airport
  - Western city entrances (I-80 West and 2100 South)
  - Foothill Drive
  - 7th East
  - All I-15 and I-80 Interchanges

## Strategies

- Improve gateway vistas and the immediate environment of the major gateway roads.
- Rehabilitate the areas immediately around gateways by providing landscaping, special streetscapes or district improvements. Rehabilitation may require modifying the zoning and allowed land use activities. Street improvements must go beyond

simple replacement of hazardous or worn out equipment, sidewalks, or street furniture. If thoughtfully installed, such improvements announce to visitors that they have arrived. One such technique is the use of pylons or community identification markers to denote entrance into a neighborhood or district.

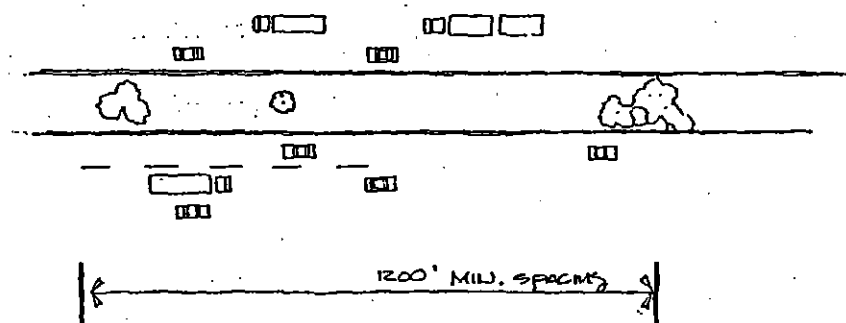
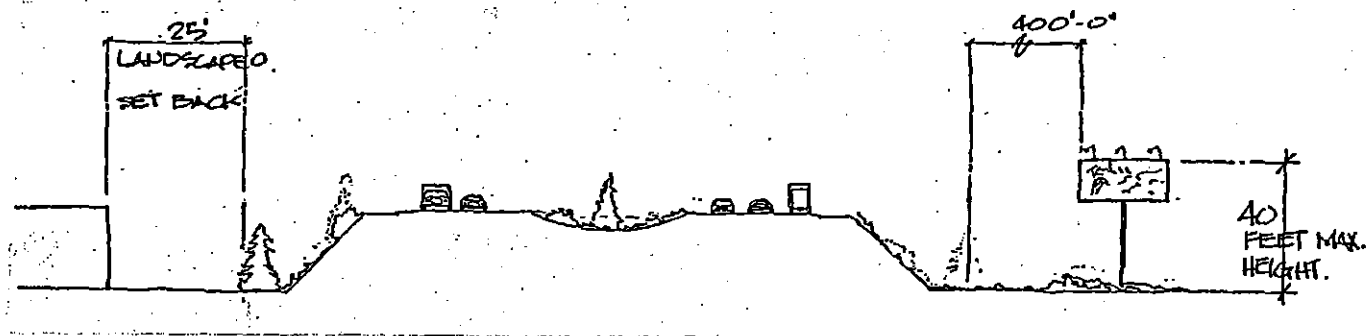
- Prohibit by ordinance, sky-bridges and skyways over streets identified as significant view corridors on the Vista Protection Map.
- Remove overhead power transmission lines along streets in gateway and vista areas.
- Unify street light fixtures and equipment into a consistent design theme.
- Encourage development which takes advantage of natural features such as topography, vegetation, water elements, etc.
- Amend Salt Lake City's sign ordinance to prohibit billboards along roadways that serve as gateways into the city and along view and vista corridors. (Figure 9)

In addition, the following ordinances should be initiated for gateway districts. (For additional recommendations on sign regulations see "Signs" below.)

Beck Street Vista/Gateway



North Beck Street... a major  
City and Community Gateway



Re-evaluating spacing, size, and location of billboards is  
an important first step to improving Gateways and Vistas.

figure 9



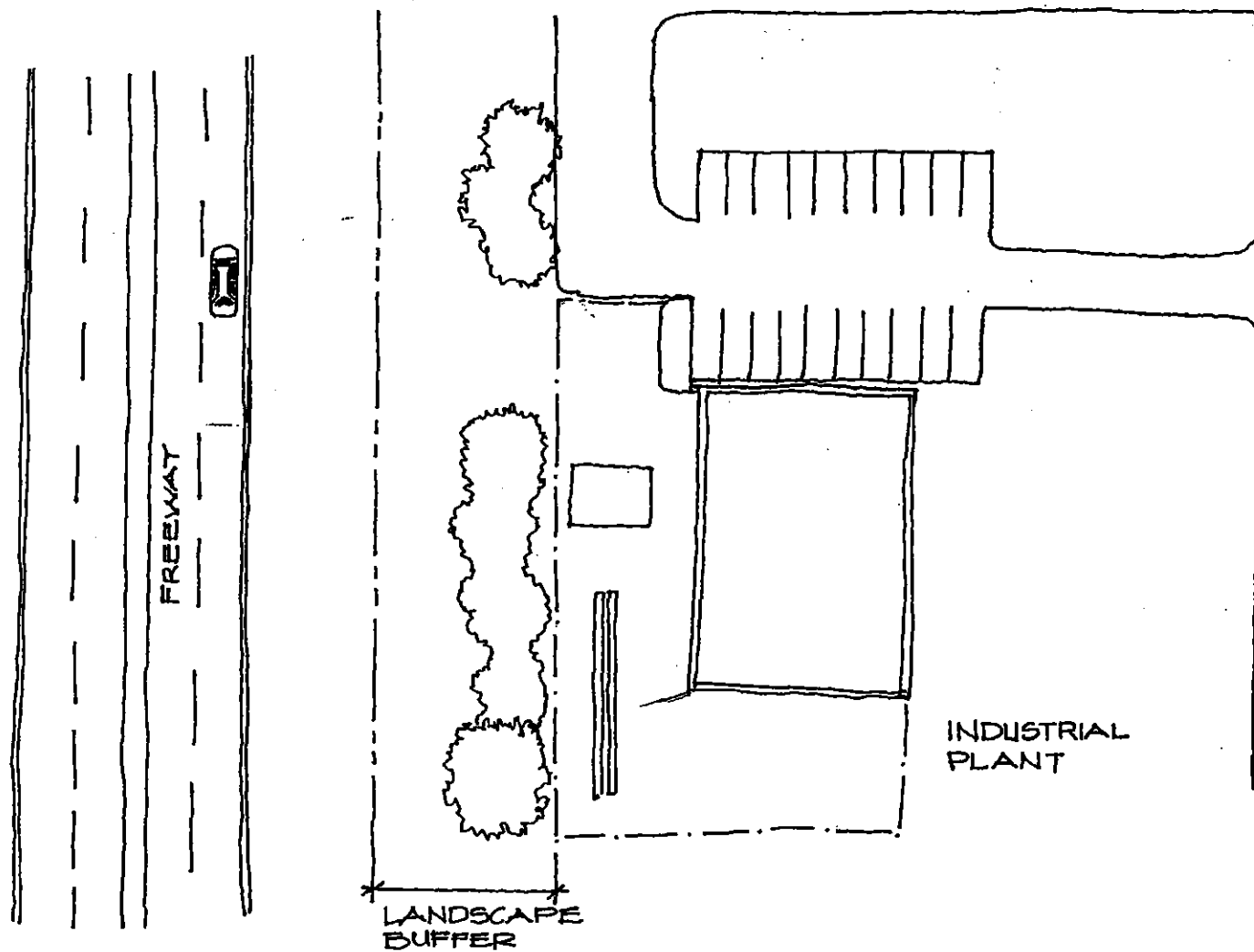
- 
- Establish legislation allowing the city to amortize the useful life of existing billboards as a method to remove signs in areas identified as city and community gateways, principle city streets, and view corridors.
  - Reduce the allowable billboard sign height in vista areas zoned C-3, M-1, M-2 and M-3 from the present 65 feet to 40 feet. (Figure 9)
  - Require a minimum distance of 400 feet from freeway "no access lines" or right-of-way lines in sign free corridor. (Figure 9)
  - Require a minimum 1,200 foot spacing between billboards located in areas outside of sign free corridors.
  - Establish sign-free zones beyond the minimum distances proposed. The accompanying map illustrates the areas where this is important.
  - Survey existing billboards to determine whether they were constructed legally. Those erected without permits should be removed. If legally constructed, signs need to be moved.
  - Require that signs located within a vista be low profile and preferably mounted parallel to building surfaces.
  - Require yard areas of properties adjacent to gateways or principle streets be treated as front yard space with landscaped setbacks and screening of unsightly uses. In conjunction with this, rooftop equipment such as air conditioning equipment, satellite dishes, etc., should be well organized and painted a neutral color or screened to minimize the visual distraction they often create.
  - Re-analyze allowed land uses adjacent to principle gateways. Prohibit open storage, auto wrecking, junk yards, and open air refuse recycling processes within view corridors.
-

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- Establish more stringent guidelines for screening and landscaping unsightly road side uses. Low maintenance and indigenous vegetation such as conifers, should be encouraged. Fencing and berms would also help where existing junk yards and secondhand material dealers are located along northern and western gateways (see Buffers).

- Landscape freeway no-access areas. Actively work with the Utah Department of Transportation to secure funding for freeway and highway landscaping. The determination of where the landscaping is provided, is often based on input from local government and residents.

- Improve enforcement of ordinances requiring vacant buildings to be boarded and vacant lots to be maintained along gateway roads.



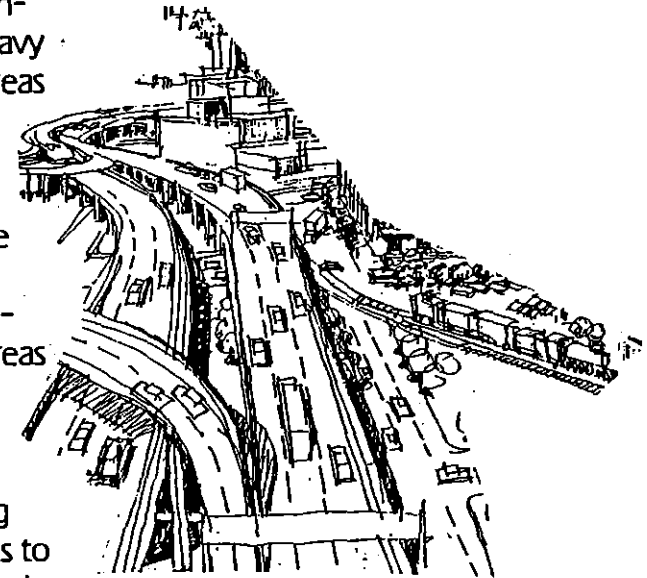
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### Strategies: City Gateways in Industrial Districts

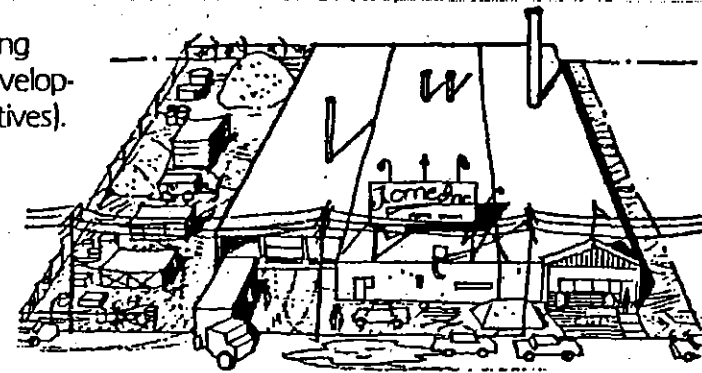
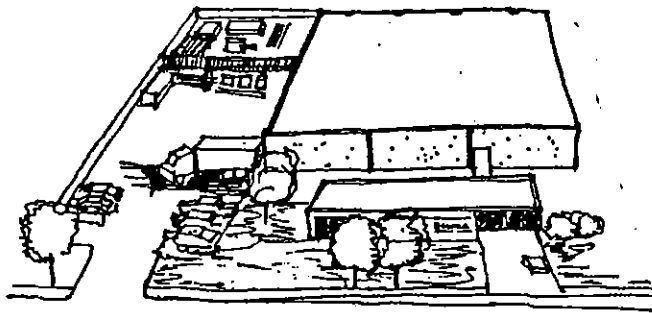
Salt Lake City's industrial uses are located throughout the city, but the two main industrial areas extend north and south along I-15 and west of Redwood Road in long corridors running the full length of the city. The districts are not well defined, and include light and heavy industries as well as a scattering of residential and commercial uses. Within these large areas are several sub-areas, each with its own special characteristics.

Many of the sub-areas of the industrial districts are functionally and visually disorganized. The sense of order and cohesiveness found in other parts of the city are lacking here. The varied uses, poor visual interface with other districts, lack of development standards, and poor maintenance have given these areas a negative image. A number of the city's gateways are located in these industrial areas. Their visual prominence demands that these areas play a more positive role. The following steps are recommended in industrial areas.

- Implement site and building design standards in industrial areas. The dual issues of transition between the industrial district and the surrounding city, and improving city gateways within the industrial areas need greater attention. Effective solutions to these problems will require innovative methods. Some may require radical changes in our attitudes and actions.
- Initiate an industrial area redevelopment plan addressing the visual and functional role of these areas. The process should include the following steps:
- Reexamine the role of inner-city industrial activities. Consider moving the undesirable uses to areas where they would be more appropriate.
- Encourage future industrial development on vacant lands to develop as industrial planned unit developments with appropriate levels of architectural and development review. The following steps should be taken in planned unit development review.



- Establish industrial/commercial planned unit development standards for existing industrial districts. The standards should address the "urban" aspects of such developments. (City assistance may include acquiring land and providing financial incentives).



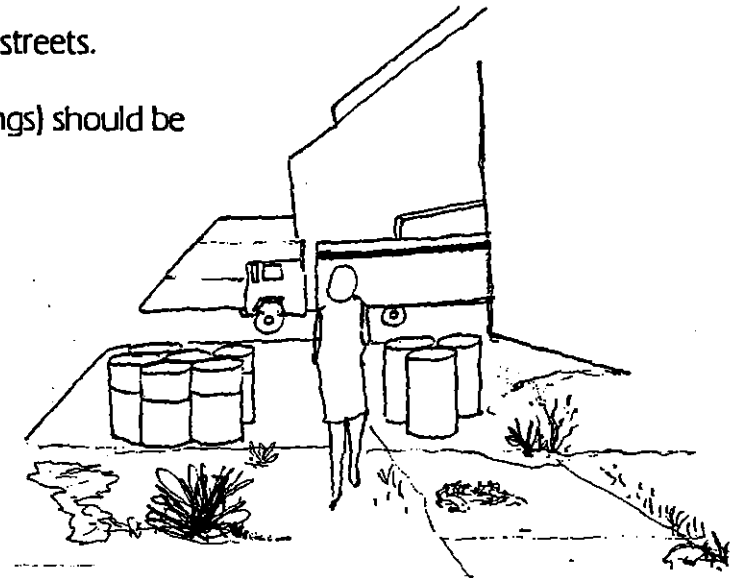
Salt Lake City's industrial areas are very disorganized. Materials and equipment are stored unorganized throughout the yard. The demarcation of private and public space is vague. The street is often used as area for storage or the manufacturer's processing and staging area.

In this example, the size of the operation and building are compatible in scale with the size of the lot. Outside storage is contained, organized, yet not hidden - yet the operation is more functionally and visually more appealing/compatible with the surrounding development. An establishment where building appendages, signs, and fences are integrated to be compatible with the main building and surrounding neighborhood is desirable. Signage throughout the commercial/industrial areas need not be overpowering. Patrons to such establishments are coming to the area to do business at a particular establishment; consequently, the signs do not have to compete with other establishment signs. Dock loading areas have been taken off the street and parking facilities. Landscaping has been provided. The use of low maintenance vegetation and automatic sprinklers has reduced the maintenance burden.

- 
- Evaluate existing road systems. Recommend new streets and street vacations where appropriate. Establish a capital improvement program for reconstruction of streets, curbs and gutters.
  - Establish design standards for public right-of-way improvements and private development.
  - Evaluate existing land use intensities and development.
  - Improve and increase code enforcement of buildings and premises.

### Setbacks

- Buildings abutting arterial streets should have a minimum setback of 35 feet or more.
- Buildings should be setback a minimum of 20 feet from all major streets.
- Gasoline service stations (including all pump island and roof overhangs) should be required to setback at least 20 feet from the street.



- 
- All rear and side yard setbacks should be a minimum of 15 feet from property lines (see Buffers).
  - All setback areas should be free of all hardsurfacing except for approved walk ways and drives. (Figure 10)

#### Parking

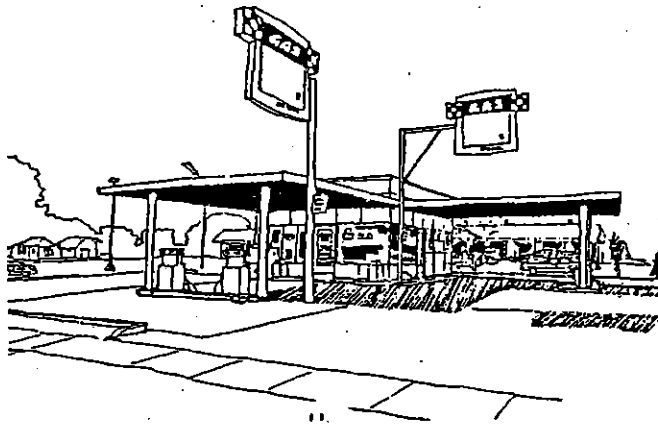
- All parking should be located behind the required setback line, except where separately owned properties are sharing parking. Parking should be setback at least 20 feet from privately owned streets and buildings.
- Shared parking should be encouraged whenever possible.
- All parking should be paved with asphaltic concrete or other hard surface materials.
- All parking should be screened from public streets with landscaping or earth berms.

#### Loading and Truck Staging Areas

- Site planning should provide adequate area to accommodate truck loading and unloading movements, including turn around and maneuvering without the use of public rights-of-way.
- Loading docks should be designed to minimize visibility from all public streets.
- Open storage should be screened by light proof fences. Storage in required open space and setback areas should not be permitted.

#### Site Lighting

- Light fixtures should not create a visual nuisance to adjoining neighbors. Light



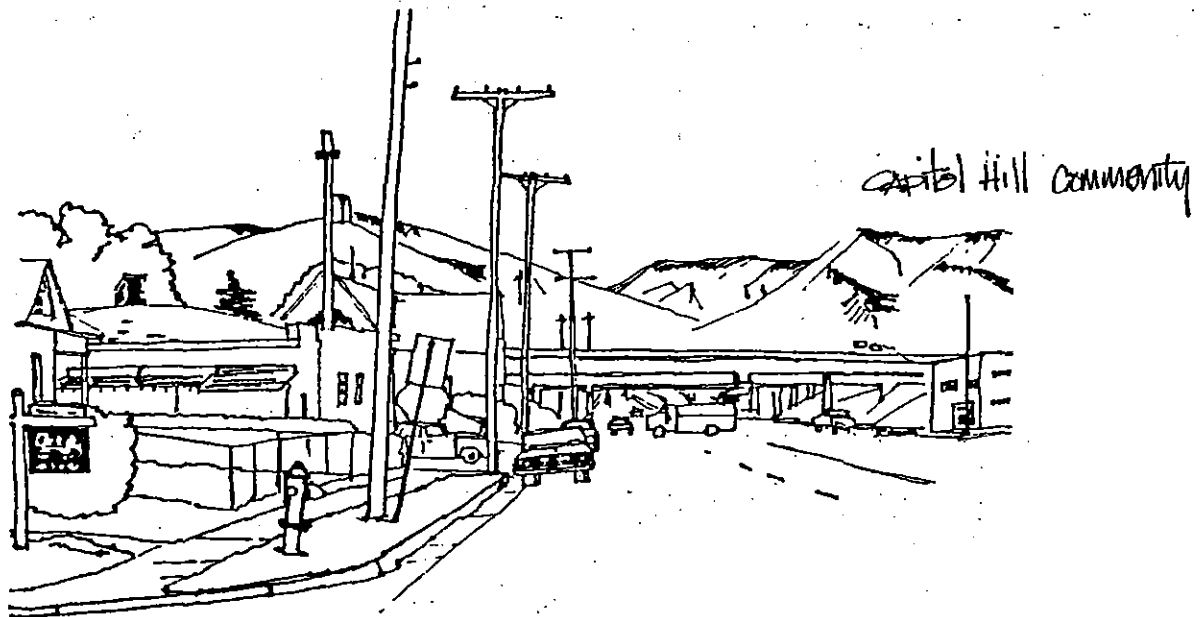
fixtures should be used to accent buildings and grounds and to provide security. Concealed lighting sources should be used when possible.

#### Architectural Features

- All mechanical and building equipment (including roof-mounted equipment) should be enclosed and screened so as to appear to be an integral part of the architectural design of the building.

#### Industrial Signs

- Signs should be mounted parallel to the building facade.
- Product oriented signs should be discouraged.





## Signs

Signs are an integral and expected part of the city landscape. Signs contribute to the character of different areas of downtown and are often a major identifying feature. Most signs in Salt Lake City are oriented to the street level environment as a result of the city's sign ordinance. This has helped to make buildings and land features the landmarks instead of signs. This not only helps to maintain the individuality and quality of buildings, it enhances views of the mountain setting. Unfortunately, however, signs are still a dominate feature of the landscape along our city's major boulevards and gateways.

Signs sponsored by city, county, and state governments often set a poor example. Too often, little attention is paid to the impact directional and informational signs, such as street name signs have on the city's image. Our present lack of clear policy helps to create haphazardly located, confusing, and often poorly designed signs.

### POLICY CONCEPTS

- o Provide ample opportunities for business to advertise products and service with out having a detrimental effect on the community.
- o Consider sign design and location as an integral part of all development, not as an after thought.
- o Ensure that government sponsored signage sets a positive example.
- o Regulate the size and location of billboards so they do not detract from the city's positive environment.

### Strategies

- Initiate the following billboard sign ordinance amendments and legislation:



- 
- Establish State enabling legislation allowing the city to amortize the useful life of existing billboard signs.
  - Reduce allowable billboard sign height in vista areas. (Presently the C-3, M-1, M-2, and M-3 zones allow 65 feet of height.)
  - Require a minimum distance of 400 feet from freeway "no access lines" or right-of-way lines in sign free corridors. In some cases protecting prominent views may require establishing sign-free zones beyond the minimum distances proposed.
  - Initiate a minimum 1,200 foot spacing between billboard signs located in areas outside of sign free corridors. (Figure 9)
  - Survey existing billboards to determine whether existing off-premise signs were constructed legally. Those which have been erected without building permits should be removed. If illegally constructed, signs need to be removed.
  - Require the review and approval of all signs in conservation districts, view corridors and vistas as part of the construction permit process.

The following guidelines should be considered in granting sign approval:

- \* Require signs located within a view corridor to be low profile and preferably mounted parallel to the building surface.
- \* Encourage sign design as an integral part of the design of buildings and developments.
- \* Increase enforcement of the sign ordinance.

Figure 10

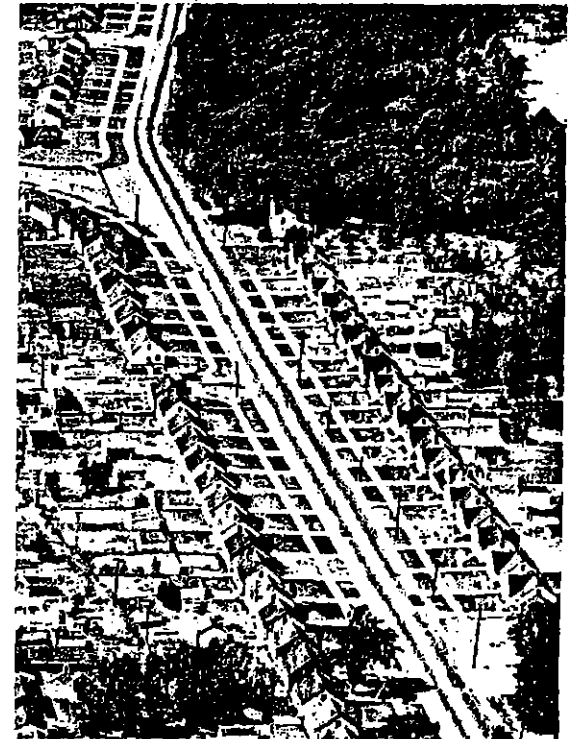
This map illustrates the city limits of Salt Lake City, Utah, and its surrounding areas. The city limits are delineated by a thick, dashed line. Major roads are shown as solid lines, with some labeled with their names or numbers. Key landmarks and locations are marked, including the Salt Lake City International Airport, the University of Utah, and various residential areas like North Temple, South Temple, and University Heights. The map also shows the location of the Salt Lake City Planning Commission. A scale bar at the bottom right indicates distances in feet (0, 2000, 4000, 6000). A north arrow is located in the top right corner.

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## DEVELOPMENT CHARACTER

Neighborhoods, districts and cities have special attributes distinguishing them from other areas. Attributes such as open space link areas together into a cohesive unit. Traditionally such features have been important to the development character of Salt Lake City. Open spaces, circulation networks, street design, parks, skyways, rooftops and public art all play an important part in giving the city a special identity. Other distinguishing characteristics include the following. (Figure 11)

- Building profile
- Building scale and massing
- Building platform (or lack of)
- Rhythm established by building structural system and fenestration
- Setback from street
- Setback between buildings (Building Rhythm)
- Proportion of windows, structural bays, doorways and other features
- Location, treatment and orientation of entryway and windows
- Surface material, finish and text
- Shadow patterns created by massing and decorative features
- Style of architecture
- Character of landscaping
- Yard treatment
- Land use patterns and intensity
- Street width and proportions
- Street lighting and equipment
- Paving



An area's characteristics not only give it a sense of identity, but also provide a sense of order and organization. This allows for variation in activity and image while establishing continuity between neighborhoods and districts.

# TYPICAL CHARACTERISTICS OF NEIGHBORHOODS

Development character denotes that special attribute(s) of a neighborhood or district which distinguishes it from other areas of the city.



## Building Profiles

The profile of this group of buildings, creates such a strong image, that it is difficult to imagine a different building silhouette within the group.



## Massing of building elements

The manipulation of the various parts of buildings establishes their massing and volumes. The technique allows buildings of various mass and form to create a common image.



## Building Detail and Orientation

The architectural detail (or lack of it), orientation of doors, windows, etc. helps create a district's character.



## Building Setbacks and Landscaping

Building setbacks and the space between buildings, architectural forms, and landscaping create a rhythm and continuity among a group of buildings.

figure 11

Although some order is good, too much can create a monotonous or stark environment. Look alike developments and subdivisions are the result of overly restrictive development standards. Classic examples include post World War II residential subdivisions and some of the 1960 vintage urban renewal projects in many American cities.

Salt Lake City must meet three principal challenges in preserving its positive features and improving its less desirable aspects. First, the functionally adequate areas of the city must be recognized and conserved. Second, solutions must be found to improve areas with poor development character. Third, the city must determine the nature and scope of its future development in existing urbanized areas and in the undeveloped open areas to the west and in the foothills. How the city meets these challenges will determine its development character in years to come.

---

## NEIGHBORHOOD CONSERVATION

Preserving district character is important for reasons in addition to nostalgia or historic significance. Preservation of key buildings helps ensure the conservation of district characteristics and provides a historical account of the past. For the designer of new buildings this information can be a valuable resource for making new buildings fit with district character. All of this enhances the city's richness and provides a record of changing values in different areas.

Through establishment of Conservation Districts property owners in small geographic areas are given additional tools for conserving, revitalizing, and generally upgrading their neighborhoods. For instance, conservation districts might allow the zoning ordinance to be tailored to the unique needs of a neighborhood. Conservation Districts would require review of new construction and remodeling before final design and construction documents are completed. (Figure 12)

The conservation district can be applied to older areas that do not fit current zoning ordinance requirements as well as to newer neighborhoods. The types of features to be conserved are views, specific land uses, architectural forms and styles, site design characteristics, etc.

A district's underlying regulation mechanism could take many forms, from a self regulating ordinance needing very little administration to a discretionary review by a board or the city administration. The former is usually most appropriate where staff manpower is limited or is not qualified to administer a discretionary review.

## POLICY CONCEPTS

Many Salt Lake City neighborhoods have excellent examples of residential and mercantile architecture dating from the 19th Century. Much of this architecture has fallen into disrepair and requires remodeling to meet user needs. Conversion of these structures to commercial uses has often been substandard. The following conservation policies are recommended:

- 
- o Allow individual districts to develop in response to their unique characteristics within the overall urban design scheme for the city (see Compatibility Review).
  - o Preserve prominent buildings for their contribution to district character
  - o Strive to make building restoration and new construction enhance district character, not detract from it. (Figure 12)
  - o Maintain maintenance and service programs in neighborhoods where physical decline is present. Public maintenance and service programs are an important defense against deterioration and blight.
  - o Ensure that land uses make a positive contribution to neighborhood improvement and stability.
  - o Encourage a close working relationship between city officials and the private sector in decisions relating to neighborhood stability.
  - o Require private development efforts to be compatible with urban design policies of the city regardless of whether city financial assistance is provided.

#### Strategies

- Implement the following for Conservation Districts. (figure 13)
- Establish a process for initiating a conservation district through the cooperation of the Planning Division and City Attorney, with review from the Community Council, Urban Design Coalition, and other interested parties as follows:
- Residents initiate a petition. (Petitions should include the proposed conservation district boundary map, generalized description, and general statement of intent.)

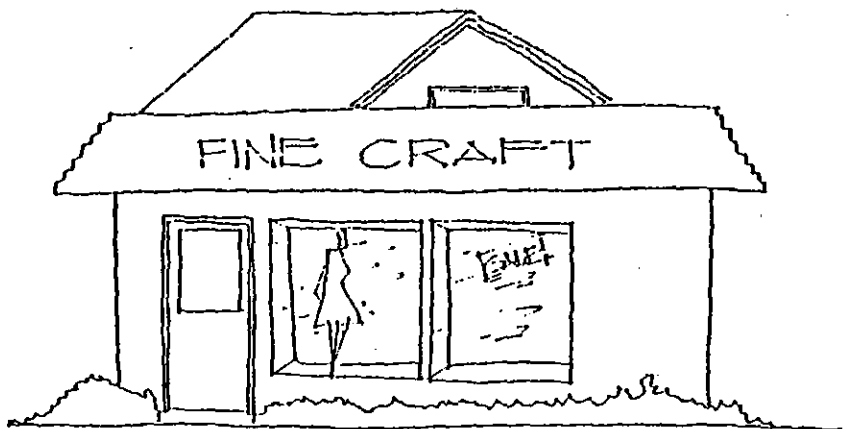


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## NEIGHBORHOOD BUSINESS CONVERSION

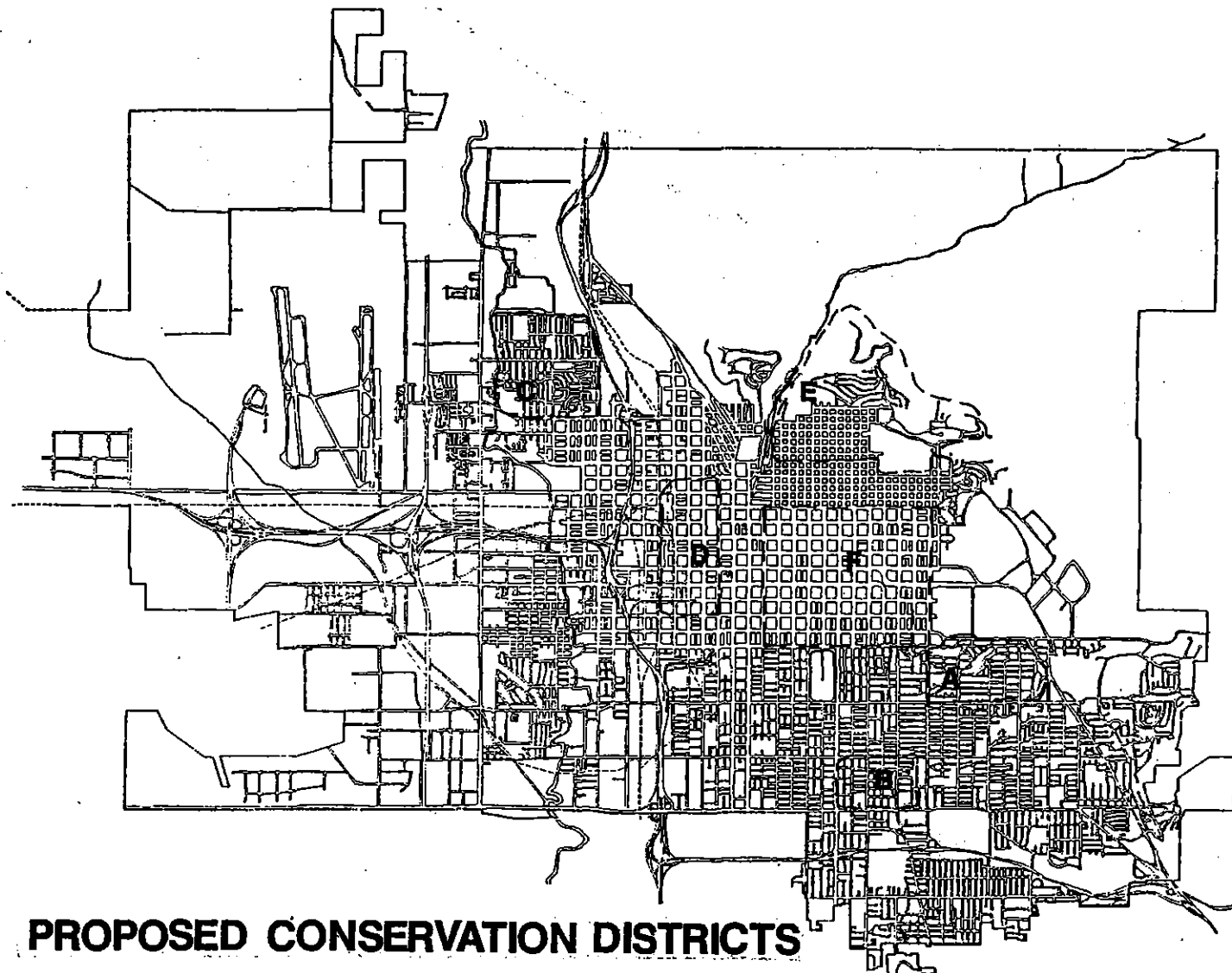


Converting houses to retail use must be done in a manner which is sensitive to the house and neighborhood. The solution shown above does not hide the original design and detail of the house. The sign should also be designed to be compatible with the house and neighborhood.  
...a house can be upgraded and converted to a different use without destroying the character of the house.



Typically, new applied facades are difficult to make compatible with existing structures and neighborhoods.

Figure 12



## PROPOSED CONSERVATION DISTRICTS

- A Harvard/Yale
- B North Sugar House (Trolley Subdivision)
- C Rose Park
- D West Downtown
- E Warehouse District
- F Upper Avenue
- F East Central

figure 13

- 
- The Planning Commission holds a public hearing and makes a recommendation to the City Council. The City Council holds a public hearing and approves, denies, or modifies, the request.
  - Require characteristic design standards for new development and remodeling within the district.
  - Revise demolition process to require review of proposed reuse of sites. Should establish a program to buy and repair houses. The program should be closely tied to the housing repair assistance provided by SLC Building and Housing Services, the Redevelopment Agency, Assist Inc.'s Emergency Repair Program, and other housing repair assistance programs.
  - Establish a demolition review process to protect neighborhoods. The process should include:
    - Notification of surrounding neighborhood of impending demolition.
    - Penalties for property owners who leave abandoned and open houses. (One possibility would be to charge property owners for the cost of fire fighting if the building catches fire.)
    - Expedient boarding permit process and boarding program. (This will better conserve abandoned buildings for future use.)
    - Increase demolition fees. (Presently it is too easy for developers to demolish a house without having any plans for the site's redevelopment.)
    - Review demolition permits to insure that the demolition or the new use is compatible with neighborhood development character.
  - Establish a repair fund. (This fund would be used to intervene and repair structures

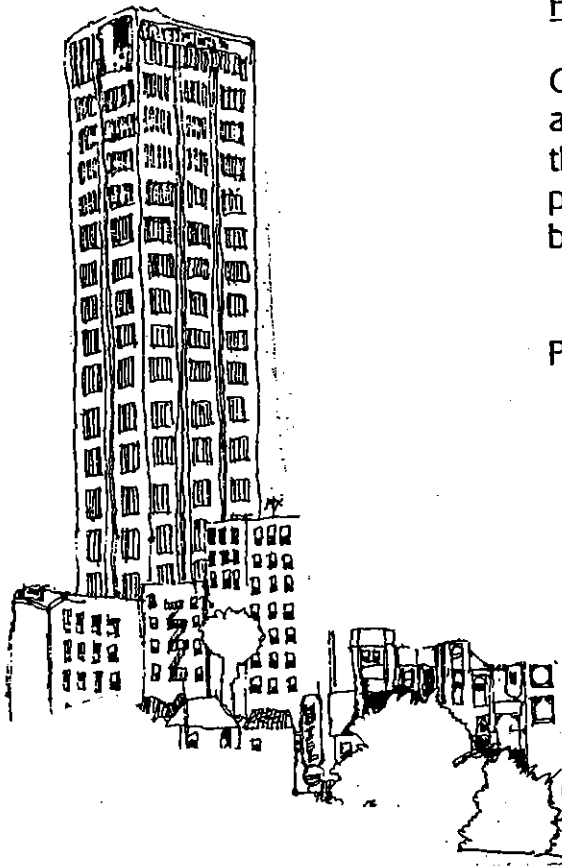
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before the house or building is in a condition where repair is not feasible.)

- Adopt specific new construction requirements or selective code enforcement for remodeling of older structures.
- Adopt specific land use policies for dealing with phased transition of existing land uses to other land uses, and for restricting land uses permitted by the underlying zone.
- Identify the review process. (The administrative approach; the application--pre-scriptive versus performance zoning techniques--; the elements to be reviewed, such as, compatibility and architectural issues; and management of the review process.)
- Include the following elements and activities in Neighborhood Conservation Plans:
  - Basic Studies: Inventory and analysis of social, physical and economic conditions of the neighborhood.
  - Goals: In response to identification of specific issues, goals and objectives are drawn up to give form to the neighborhood's future.
  - Plan Elements: Plans, concepts, and policies are recommended to fulfill identified goals. Depending upon applicability to the neighborhood, plans may include, but are not limited to, the following subjects:

- Land Use
- Circulation/Transportation
- Commercial Development/Revitalization
- Urban Design
- Housing, New Development and Maintenance
- Open Space and Recreation
- Historical Preservation
- Capital Improvement Needs for Public Facilities

- 
- Reviews and Approval: A series of reviews by neighborhood groups, Planning Commission, and City Council is conducted. The City Council has final approval authority for the plan.
  - Implementation: A description of how the plan will be carried out through development and staging of specific actions and programs.
  - Evaluation: An annual review of the plan and the process should be undertaken to monitor plan effectiveness and applicability to goals.
  - Establish Conservation Districts to safeguard neighborhoods and districts. In some areas a compatibility review process may be needed. Such districts should be initiated by residents and business owners with the assistance of city staff. Conservation Districts should be established in the following areas:
    - Harvard/Yale
    - North Sugar House (Trolley Subdivision)
    - Rose Park
    - Warehouse district (West Downtown)
    - Upper Avenues and North and East Bench
  - Require the sites of all proposed developments be posted with a sign denoting the major characteristics of its buildings, the location and times of appropriate public hearings, and the location where information about the project may be obtained.



## HEIGHT, SCALE, AND CHARACTER OF BUILDINGS

City image is greatly influenced by the character of city buildings. Building height, mass, scale, and color play an important role in this image. Buildings placed without proper concern for their effect on the street environment could, for instance, cast undesirable shadows over a plaza or urban park. The following policies have been developed to stress the importance of buildings in our city's character and image. (figure 15)

### POLICY CONCEPTS

- o Treat building height, scale and character as significant features of a district's image.
- o Ensure that features of building design such as color, detail, materials and scale are responsive to district character, neighboring buildings, and the pedestrian.
- o Maintain a pedestrian-oriented environment at the ground floor of all buildings.
- o Address parking needs at the district level rather than on an individual building basis.

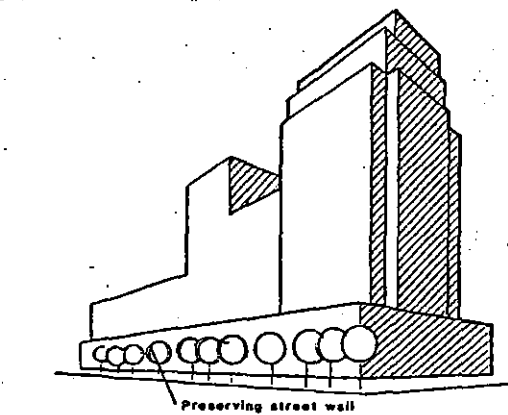
### Strategies

- Promote the development and conservation of multifamily housing forms within the eastern and northern areas of the Commercial Core Fringe. This form of housing is complementary and supportive of the Commercial Core and provides diversity to the Fringe. Relying solely on a commuting work force erodes the city environment and its positive urban image. The result of not having an adequate housing

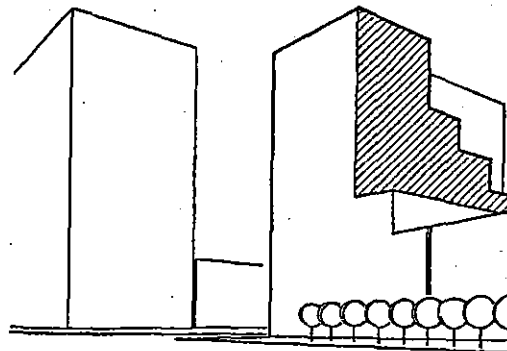
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base near the Commercial Core often manifests itself as pressure to build new free ways to transport a commuting work force, or pressures to decentralize the Commercial Core to other areas of the city. Both actions are certainly detrimental to the city.

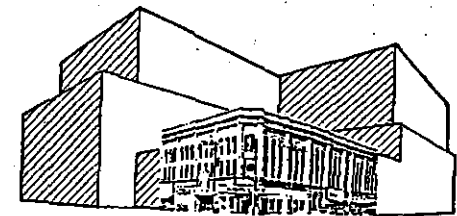
- Strengthen the image and diversity of housing forms in all residential districts, particularly to the east and north of the Commercial Core.
- Capitalize on Salt Lake City's opportunity to provide an urban residential environment downtown near major commercial, educational and recreational resources. This could take many forms, from higher density housing in or near the Commercial Core to mixed use development as called for in the American Cities plan, to medium density housing in the East Central Neighborhood, etc. The housing might be in forms quite different from traditional housing. An example is the Artspace Project on Pierpont Avenue between 300 and 400 West Streets where artists live and have their studios at the same location. (figure 15) This should be done in the following ways.



Desirable at Main Street  
(emphasizing block corner)



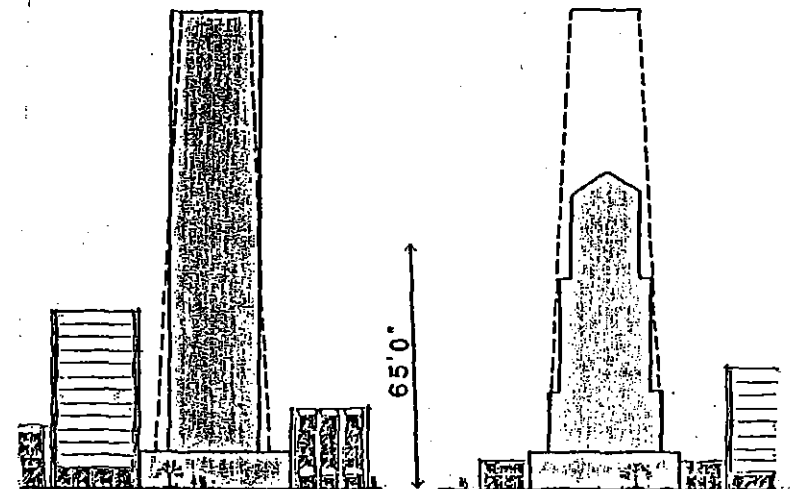
Desirable at State Street



Development comparable with building conservation

Desirable at Brooks Arcade or other smaller scale buildings

## BUILDING BULK



RECTANGULAR TOWER

STEPPED MASSING

A building bulk transfer of four to seven percent of total floor area is highly recommended for buildings in the "Core".

Figure 15



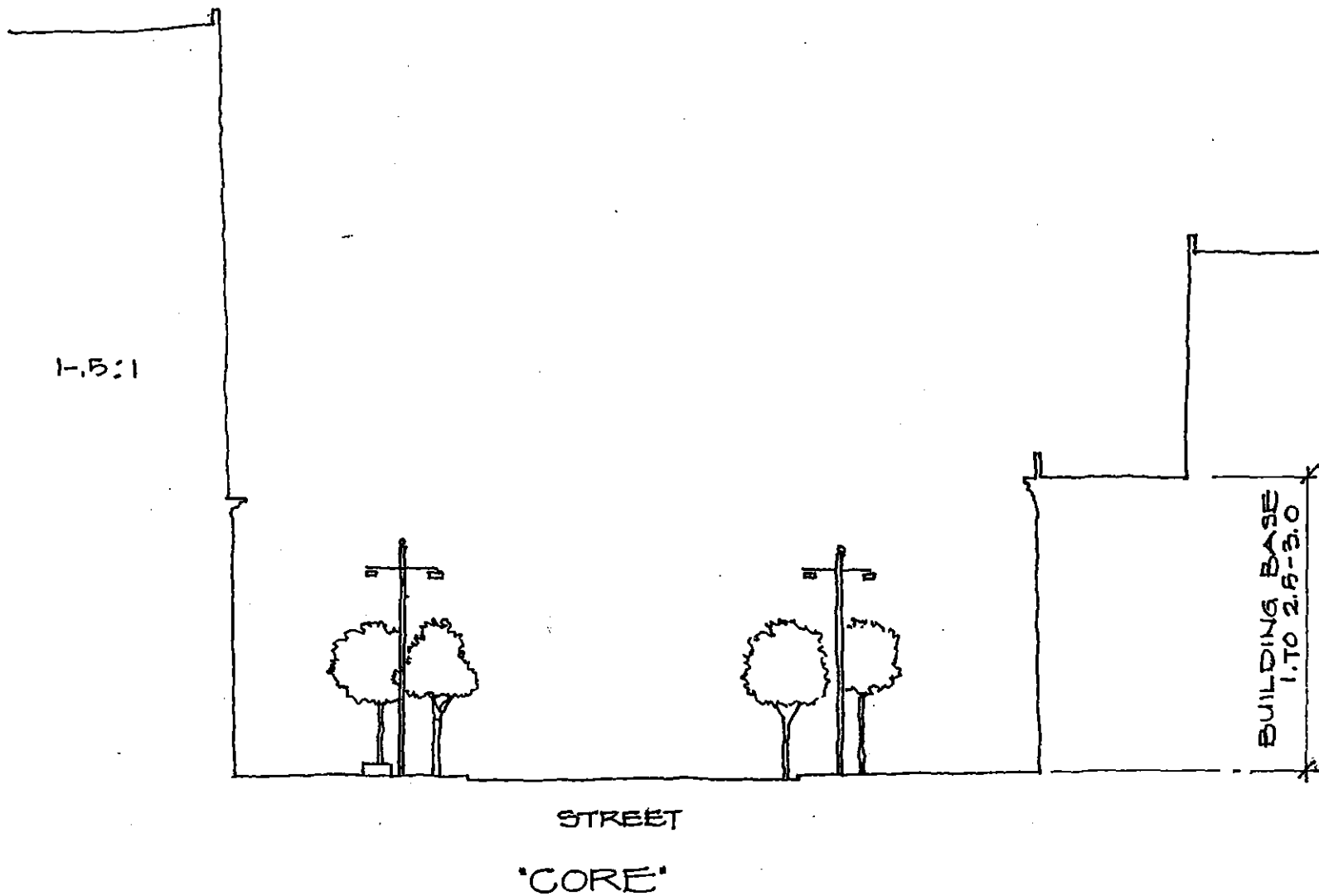
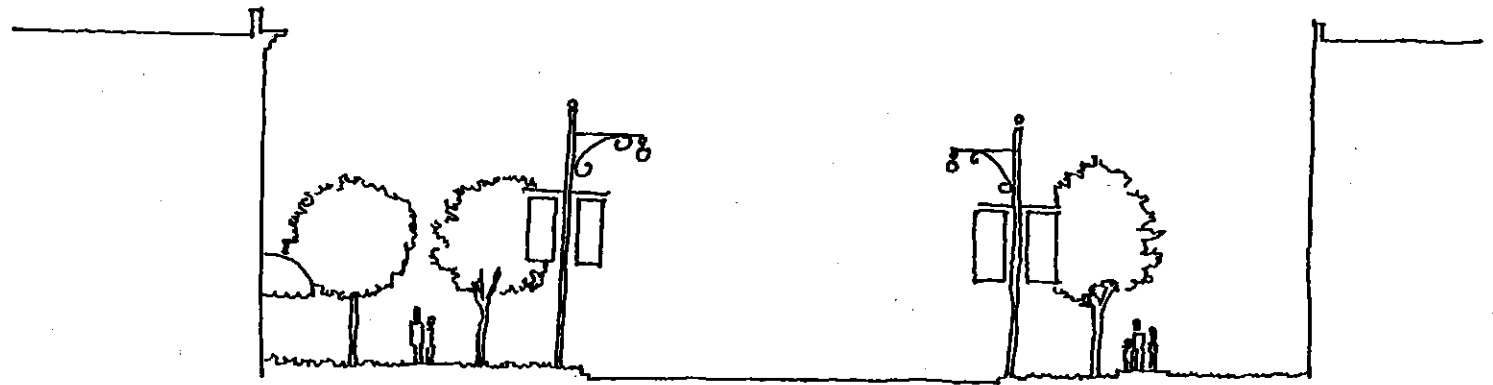
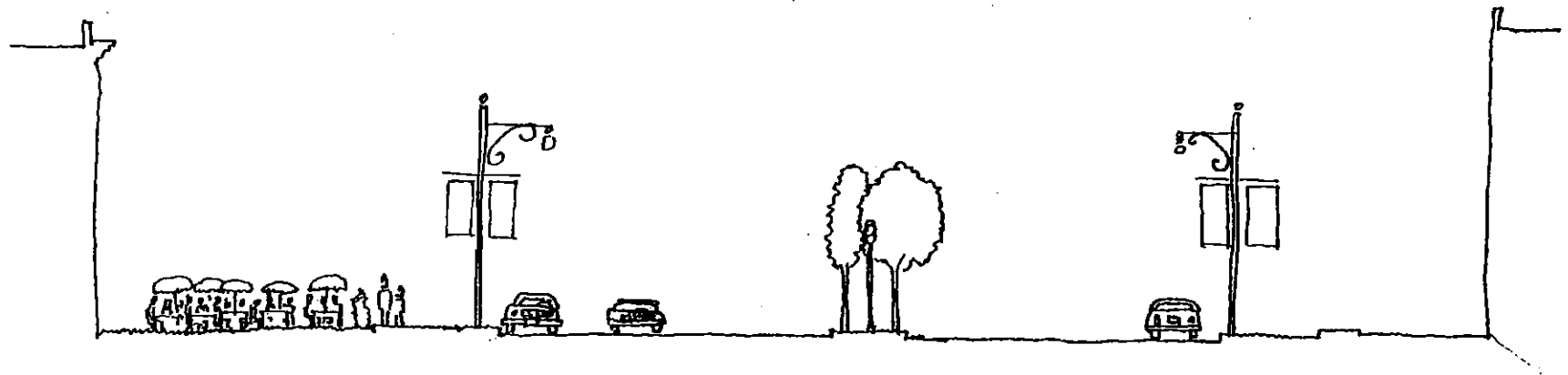


Figure 16 a



Fringe

One suggested way to treat street walls on main and State street.



Perimeter

Figure 16 b

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- Providing incentives for the conservation of existing residential development. This will require modifying building and housing codes to better address the special needs of the district and its buildings.

- Modifying transition landuse zoning districts to emphasize residential uses as the predominate land use. (figure 16)

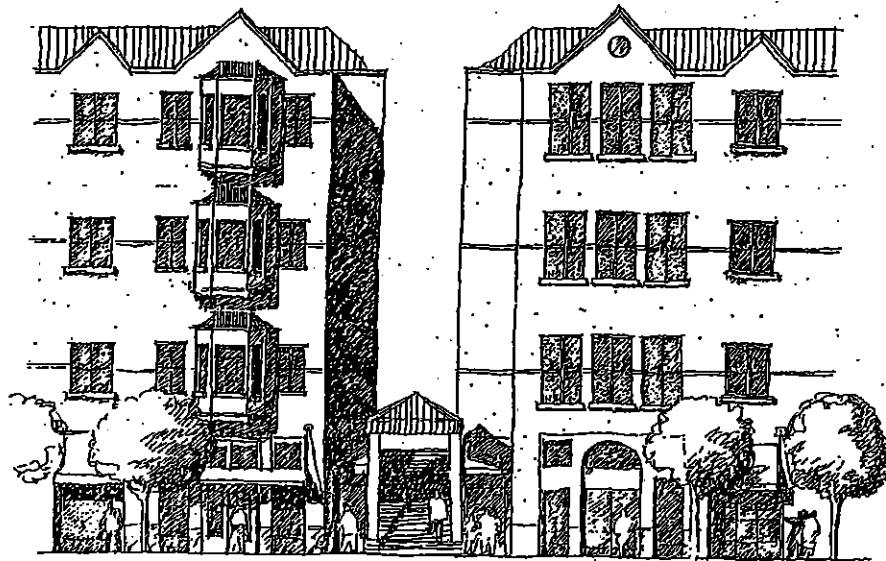
- Enhancing design standards in zoning classifications to better insure the compatibility of residential uses in districts where this interweaving of uses is desirable.

- Reexamine the land use of areas surrounding the Commercial Core and Fringe that have been down zoned over the past several years allowing only low density housing. Some of these areas may be suitable for higher density residential uses or mixed uses.

This could provide housing opportunities for people working in the Commercial Core who are commuting from outlying areas. It would also revitalize the positive characteristics of these areas. Possible incentives to encourage mixed use development should be explored in the district or neighborhood plan to include

- Allowing commercial building heights to exceed 25 feet when either the upper floors house residential uses or residential uses are integrated into the development. The actual allowances would be determined by a careful study illustrated in the district or neighborhood plan. (figure 17)

- Granting additional commercial square footage for pedestrian- oriented retail uses at the ground floor, or for providing open space features such as plazas or other outdoor uses.



## Mixed-Use Developments

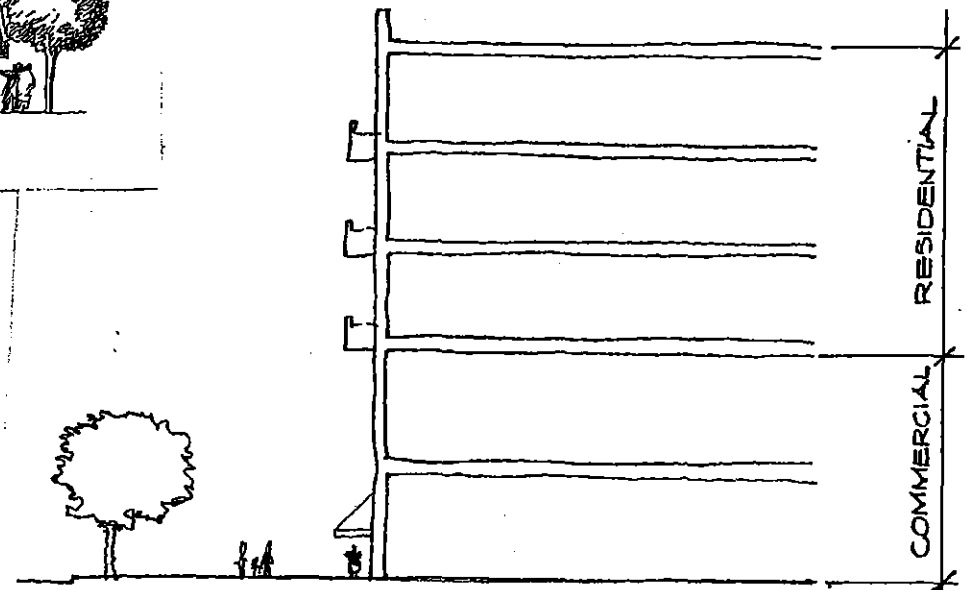


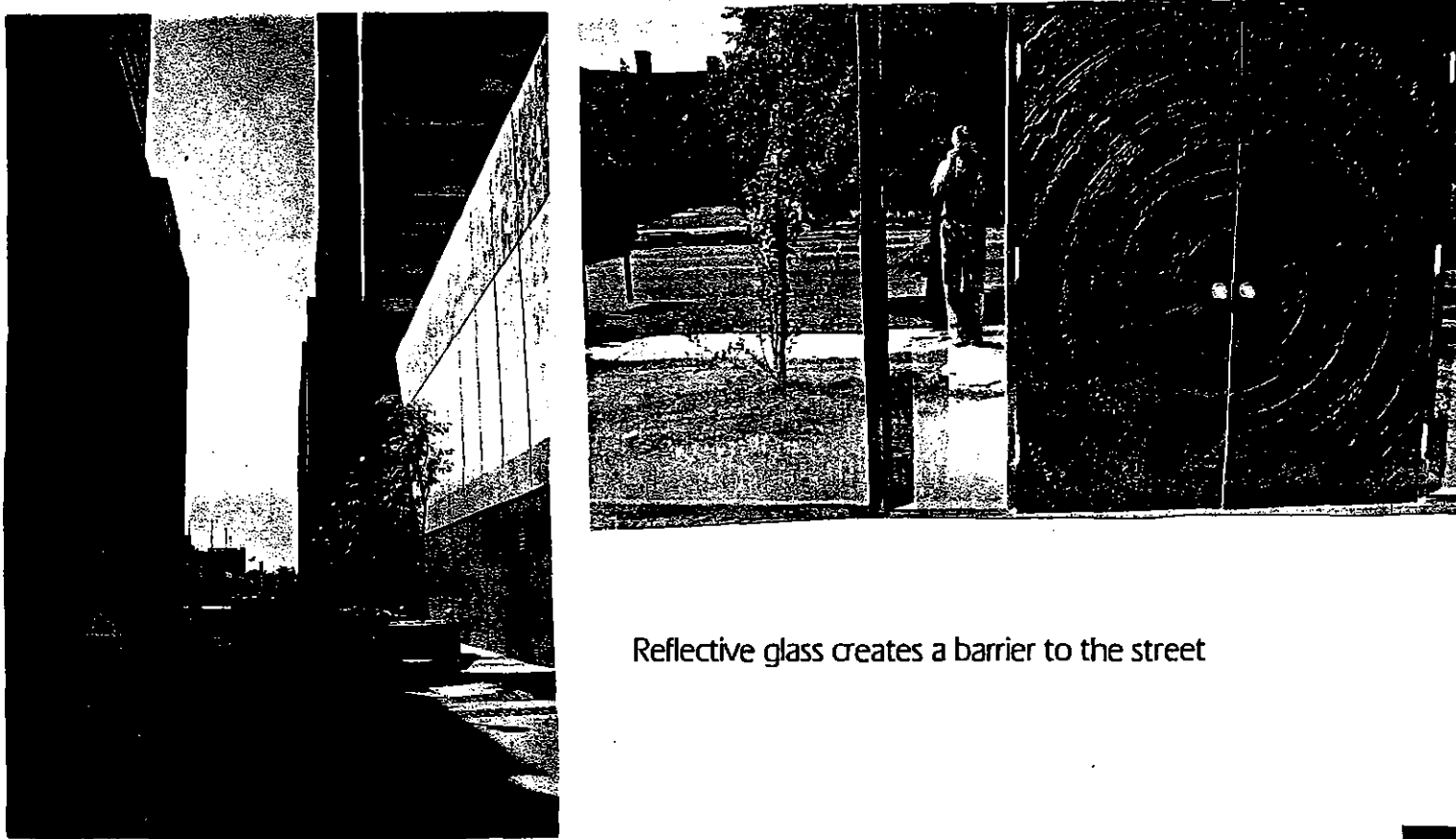
Figure 17

- 
- Encourage mixed-use development in the Commercial Core and Fringe areas. To be successful, residential uses mixed with commercial uses must be tied in with convenient and appropriate open space, recreation and transportation networks, etc. The networks must be treated in community master plans to provide a proper framework for implementation. As plans are worked out, developers must be required to demonstrate how their development will integrate with adopted development policies.

Elements and actions necessary for successful mixed use developments are as follows.

- Create a low interest loan fund to insure project completion. Improvements qualifying for loans should include cleaning and painting, sign renovation, repair of architectural detail and public art.
- Insure urban residential quality through appropriate design features, such as balconies, window treatment, and building materials (stone, brick, wood and stucco).
- Provide a visual entrance to residential buildings separate from office and commercial uses.
- Provide convenient resident and visitor parking.
- Break up large areas of asphalt with islands of landscaping.
- Provide adequate separation between automobile and pedestrian circulation routes.
- Screen unsightly and offensive uses such as parking lots, garbage containers, and utility equipment.

- Require all mechanical and building equipment, trash storage bins, utility boxes, meters and parking lots to be planned and designed as an integral part of the building and district character (screening mandatory).
- Require service doors, loading docks, waste pick up areas and equipment to be located away from, or screened from, street frontage and pedestrian-oriented uses.
- Require the use of clear glazing on windows at the street level for business and commercial buildings. Sixty percent of the facades of Core and Fringe area buildings should be transparent. Perimeter and neighborhood commercial facades should be at least thirty percent transparent.



Reflective glass creates a barrier to the street

- 
- Consider the use of awnings and other fenestration to create a sense of building continuity and compatibility.
  - Establish a graphic or advertising zone on awnings.
  - Require that can recycling and vending equipment complement building and land scape design.
  - Provide public amenities such as seating, plazas and bicycle parking.
  - Encourage improvements to make individual buildings within a neighborhood more compatible. The use of awnings, door and window treatment, landscaping and building maintenance are often effective in improving the appearance and association of buildings.
  - Introduce pedestrian-oriented elements such as landscaping, sidewalk lighting, pedestrian-oriented building and site design into neighborhood commercial centers.
  - Establish nodes and landmarks along strip commercial streets to help create area identity. Many streets have the rudimentary beginnings of such a network. Elements often used to create nodes and landmarks for both the automobile driver and the pedestrian include:
    - Architectural features
    - Monuments
    - Natural forms (water, vegetation, etc.)
    - Recognizable areas which have a sense of place
    - Changes in street width, material, grade, etc.
  - Require bonds to insure project completion.
  - Consider compatibility techniques and rezoning in some instances for areas where
-

residential uses are next to or intermixed with commercial uses. In such areas housing is often allowed to deteriorate while the owners wait for a commercial enterprise to buy them out. Often such transitional changes take a long time to occur, if they occur at all. Meanwhile, residents are subjected to the noise, dirty conditions and other problems associated with commercial areas (see Land Use Buffers).



## SPECIAL BUILDING ISSUES

### PARKING STRUCTURES

Nothing threatens the positive qualities of a streetscape or district more than a building that is unsympathetic to the environment of the street. Parking structures are one of the greatest offenders. A policy for parking structure design is important because unlike the parking lot which often has a relatively short life span, a parking structure built today will have a usable life of thirty to fifty years. Therefore, they have a long and major influence on a commercial area's character.

Vast parking lots and lifeless parking structures make many areas of the city unpleasant to visit even when there are activities which would otherwise draw people. In addition, buildings designed primarily for the convenience of automobiles have often resulted in hazardous conflicts with pedestrians. For instance, some business owners have hardsurfaced the parking strips between the curb and sidewalk to make vehicular access into buildings easier. The result is a situation detrimental to pedestrians and damaging to the district's image. (figure 18)

### POLICY CONCEPTS

- o Review the design of all proposed parking structures. In addition, examine parking district networks in future district-level planning for Commercial Core, Commercial Fringe and community commercial centers to improve the efficiency of automobile circulation and parking.
- o Create a parking district in the south end of the Commercial Core (200 South to 400 South between 200 East and West Temple). Redevelopment in this area presents an opportunity to create a parking district closely associated with the area's redevelopment. (figure 18)
- o Prohibit automobile access to parking lots and structures from highly pedestrian-oriented

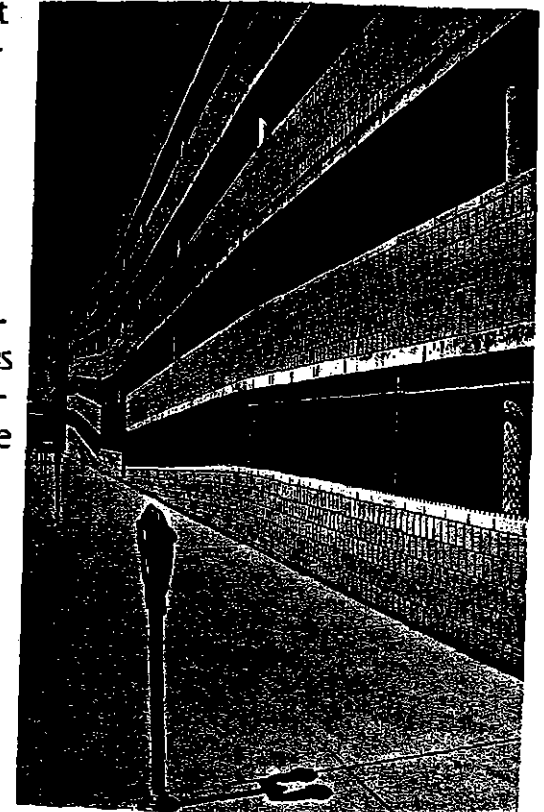


Figure 18

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streets such as Main Street within the Commercial Core.

- o Establish design review guidelines through a conditional use process for future parking structures within the Core, Fringe, and community commercial centers. Suggested review guidelines are listed below.
- Encourage parking facilities that serve an entire block or district.
- Require parking structure facades to be treated as elements of the street.
- Require pedestrian-oriented amenities and services to be located at the street level of the parking structure.
- Require that cars not be visible from street.

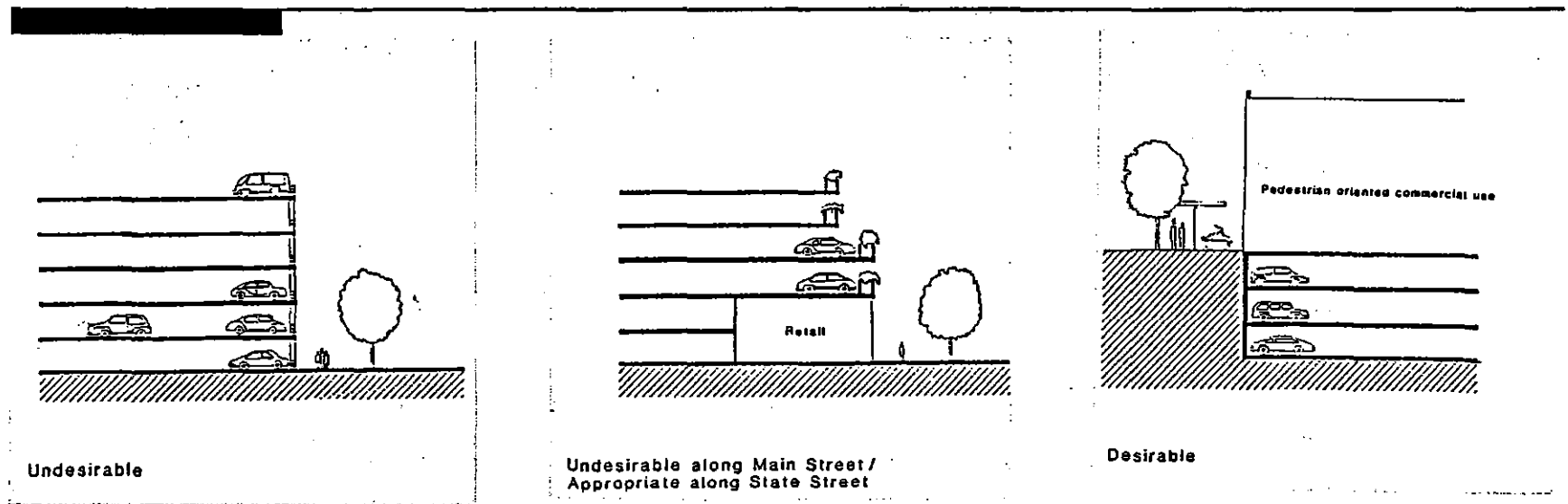
### Strategies

- Establish design review guidelines for future parking structures. Review all parking structures through the conditional use permit process.
- Require parking structure facades to be treated as elements of the street. The designer of parking structures is often preoccupied with the utilitarian function of the parking structure and pays little attention to its impact on the character of the street and district. (figure 19)
- Require pedestrian-oriented amenities and services to be located at the street level of the parking structure. Stores, merchandise display windows, landscaping and compatible building materials incorporated into parking garage design improve what

---

is usually a drab building form. The pedestrian traffic generated by the association of the parking structure with other uses is beneficial. Encourage other design amenities which improve a parking structure's street presence such as screens and opaque panels to eliminate the glare of garage lighting. Discourage car undercarriages from overhanging the structure.

- Encourage parking facilities that serve an entire block or district.



## PARKING STRUCTURE

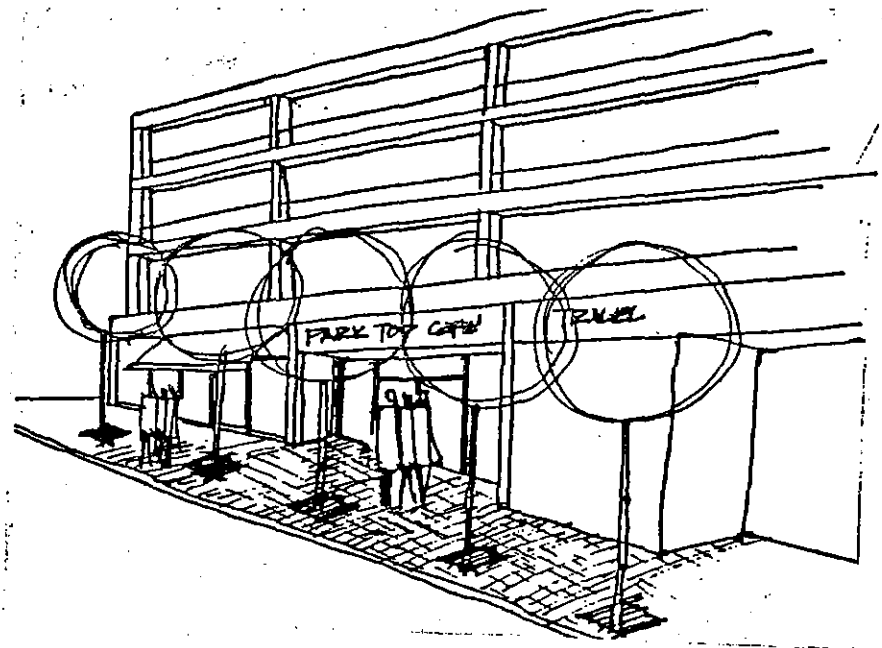
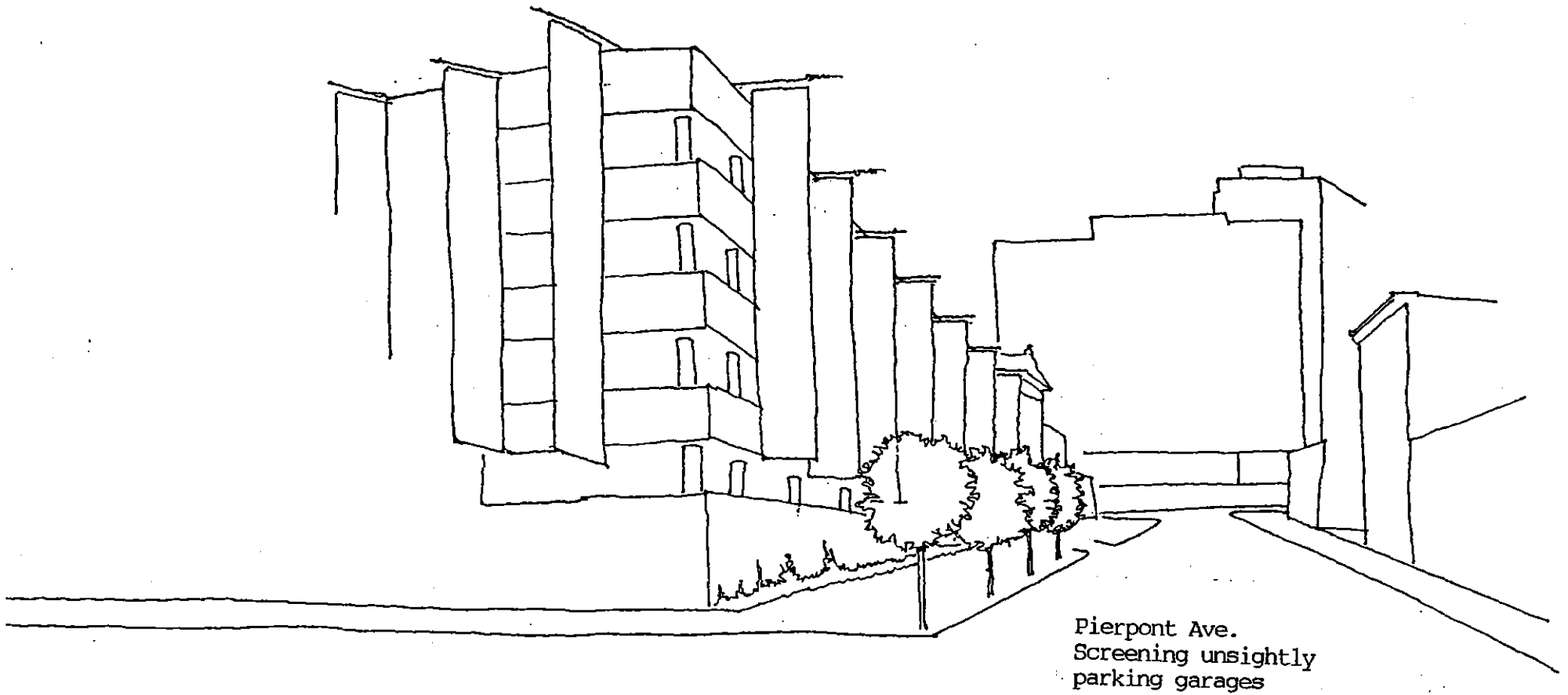


figure 19

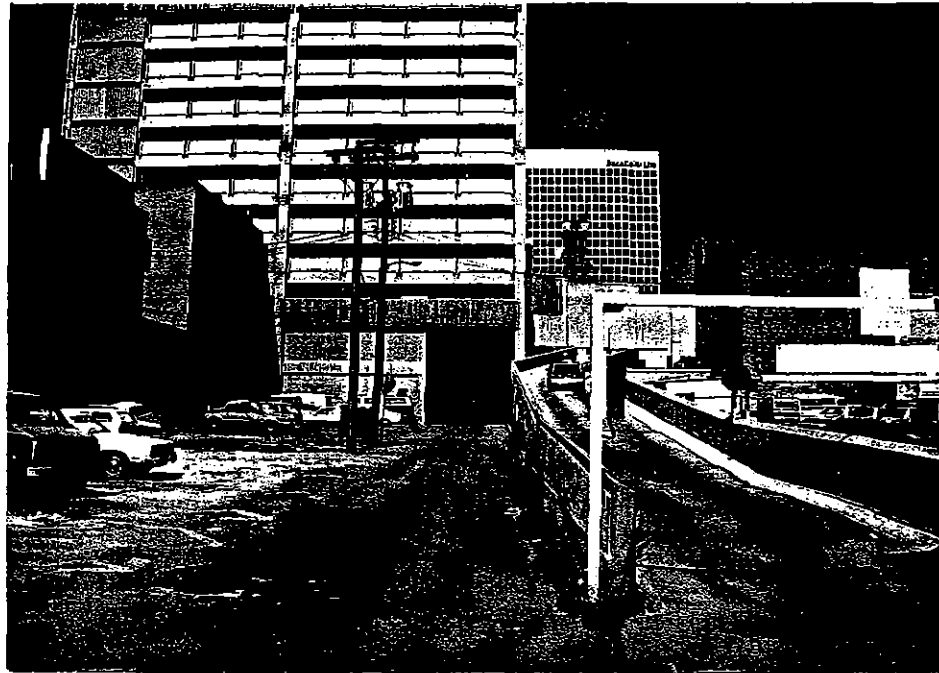


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## STREET WALL IN THE COMMERCIAL CORE

The street wall concept is a major urban design principle of the Commercial Core. A strong street wall helps facilitate the sense of being in the commercial center of the city. The street wall can be used to create a pleasant contrast to surrounding suburban residential areas.

Although the street wall may be found in various parts of the city, it has quite distinguishable characteristics, depending on its application. The distinctions are generally the result of the difference in building proportions to the width of the street, architectural character of buildings, and the overall intensity of the area's use. A strong street wall helps facilitate pedestrian circulation as well as provide a sense of space and scale unique to the Commercial Core.



Interruption of Commercial Core Street Wall

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In the Commercial Core setting it is important to maintain a proper relationship between street and building. Open space must be thoughtfully located and its character must be compatible with the district so as not to be a disruptive influence. It must be defined by the buildings and the street and not the other way around. New open space areas should take their form from the buildings around them. Their shape and volume is determined by the buildings. Materials used must be in harmony with the buildings as well.

Salt Lake City's downtown, especially Main Street, has a strong street wall presence with buildings abutting front and side property lines. Some recent development proposals downtown, however, have proposed large areas of open space such as plazas around their buildings. This major departure could greatly affect district character and the character of the streets on which they face. Open spaces such as mini-parks and plazas are an important element of the city's major commercial districts, especially the central business district where we should encourage the use of outdoor areas. It is, however, very important that they harmonize with business district character.

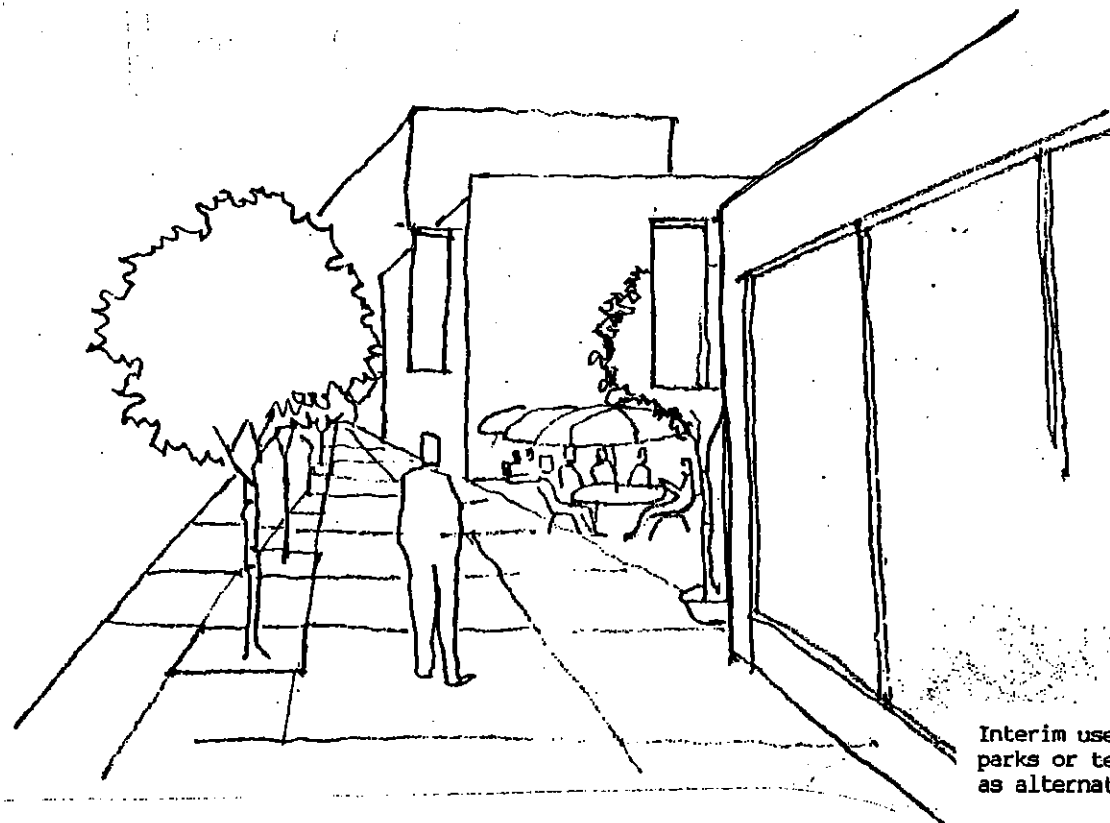
#### POLICY CONCEPTS

- o Preserve the street wall along Main Street from South Temple to 500 South, and along 100 S., 200 S., 300 S. and 400 S. Streets from West Temple to State Street.
- o Define an appropriate open space network for the Core and Fringe. Developers would be required to preserve and develop new easements as outlined in the plan. Unfortunately, the lack of specific guidelines has created some problems such as conflicting development goals of the street wall concept and the zoning ordinance open space incentives. The incentive approach must be re-analyzed. Open space incentives in some areas have resulted in inappropriate open space treatment. Possible alternative approaches might include allowing developers additional building height or a FAR incentive if they contribute to an open space fund for the district. Establishing an open space network interconnecting individual developments would help greatly needed.

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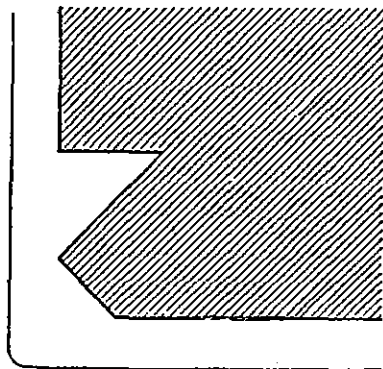
### Strategies

- Replace demolished building sites, where the property is to be vacant, with landscaping or architectural elements that are compatible with the district's character. The use of arcades, murals, etc., should be considered as possible architectural features suitable as elements to preserve the street wall.)



Interim uses for vacant building sites, such as parks or temporary retail uses, should be explored as alternatives to vacant lots.

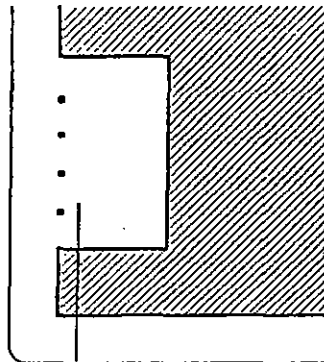




Undesirable

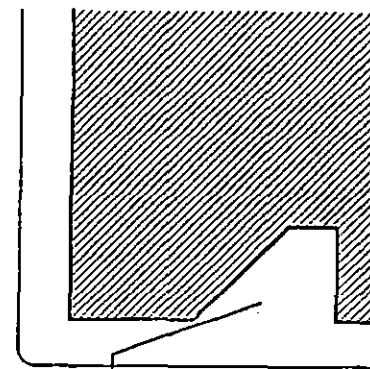


Building facades can be preserved and incorporated into redevelopment, but the effort requires special attention to maintaining a meaningful purpose for the building.



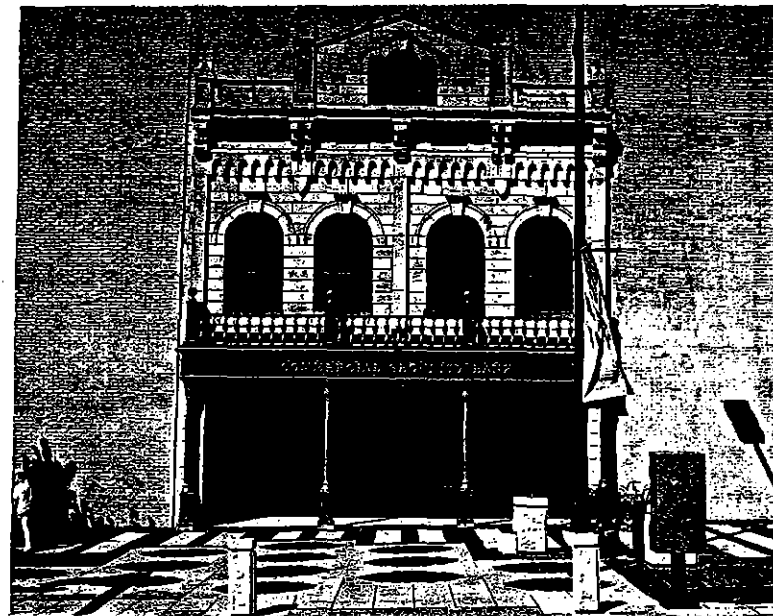
Plaza/open space defined within building

Desirable at Main Street



Defining street wall not required  
Plaza open to street

Desirable at State Street



Rather than being an important part of the building, some preservation efforts are grim reminders of what existed. This historic facade loses its worth because there is no continuity with the street or development. This building becomes little more than a non-functional applique.

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## LAND USE BUFFERS

Buffers are used to separate one use from the negative affects of another use or activity. They may be created through landscaping, distance, berms, fences and building orientation. Buffers improve the environment and create a transition between dissimilar land uses and their nuisances, such as dirt, litter, noise, light glare, signs, and unsightly buildings.

## POLICY CONCEPTS

- o Establish performance criteria for landscaped side yards or buffers rather than prescriptive regulations, particularly where an industrial or retail/commercial district abuts a residential use. (The zoning ordinance requires buffers between dissimilar zoning districts rather than between dissimilar land uses.) (figure 20)



	RESIDENTIAL TO 15 UNITS/ACRE	RESIDENTIAL 15 TO 24 U/AC	RESIDENTIAL 25 TO 34 U/AC	RESIDENTIAL & SPEC. RESIDENTIAL 35+ U/AC	NEIGHBORHOOD BUSINESS	LIGHT COMMERCIAL (C-1 TO C-2)	COMMERCIAL	INDUSTRIAL	RECREATIONAL OUTDOOR	RECREATIONAL INDOOR
RESIDENTIAL TO 15 UNITS/ACRE	N	N								
RESIDENTIAL 15 TO 24 U/AC	N	N	N							
RESIDENTIAL 25 TO 34 U/AC	A	N	N	N						
RESIDENTIAL & SPEC. RESIDENTIAL 35+ U/AC	B	A	N	N						
NEIGHBORHOOD BUSINESS	B	A	A	A	N					
LIGHT COMMERCIAL (C-1 TO C-2)	D	C	B	A	N	N				
COMMERCIAL	D	C	B	A	N	N	N			
INDUSTRIAL	D	D	D	C	B	A	N	N		
RECREATIONAL OUTDOOR	C	C	C	C	A	N	N	N	N	
RECREATIONAL INDOOR	C	B	A	A	N	N	N	N	N	N

BUFFERS	DISTANCES BETWEEN DISSIMILAR USES	DESCRIPTION OF LANDSCAPE MATERIAL REQUIRED
-BUFFER 'A'	10'	Plant units required/50' or increment of - Ground Cover (lawn) or Fence 'A'/Hedge - (6) Shrubs Ground Cover - (2) Understory Tree
	11' to 15'	- 8 of Buffer 'A'
	16' to 20'	- 5 of Buffer 'A'
	20' +	- 4 of Buffer 'A'
BUFFER 'B'	10'	- Ground Cover (lawn) - (9) Shrubs - (2) Understory Tree
	11' to 15'	- 8 of Buffer 'B' requirements
	16' to 20'	- 5 of Buffer "B" requirements
	20' +	- 4 of Buffer "B" requirements
BUFFER 'C'	10'	- Ground Cover or Fence 'A' Hedge - (12) Shrubs Ground Cover - (1) Understory Tree
	11' to 15'	- 8 of Buffer 'C' requirements
	16' to 20'	- 5 of Buffer 'C' requirements
	20' +	- 4 of Buffer 'C' requirements
BUFFER 'D'	10'	- Ground Cover - (18) Shrubs - Fence/Hedge
	10' to 15'	- 80 of Buffer 'D' (Fence required)
	16' +	- Fence & Ground Cover (min. requirements)

**BUFFERS  
(BETWEEN DISSIMILAR LANDUSES "NOT ZONING")**

**figure 20**

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## Strategies

- Require buffers in side yards between dissimilar uses to include landscaping materials, spacing and appropriate site/building orientation. The accompanying illustration is an example of minimum buffer requirements recommended for each fifty linear feet of buffer land.
- Modify side yard zoning standards to require buffers between dissimilar uses rather than between dissimilar zoning districts.
- Require a buffer when a commercial or industrial use is adjacent to a residential use.
- Establish landscape buffers along freeway rights-of-way to improve the quality of the open space and visual image of important gateways. (figure 21)

Some zoning classifications require buffers when the zoning district is adjacent to districts they are likely to adversely affect. There are no buffers required between dissimilar land uses within the same district. This has often created incompatibility problems in transitional areas. Land uses are generally incompatible due to differences in building scale and materials, side yards, landscape requirements, as well as use.

- Preserve streetscape elements such as street trees and landscaped parking strips in residential neighborhoods undergoing a transition to commercial use.

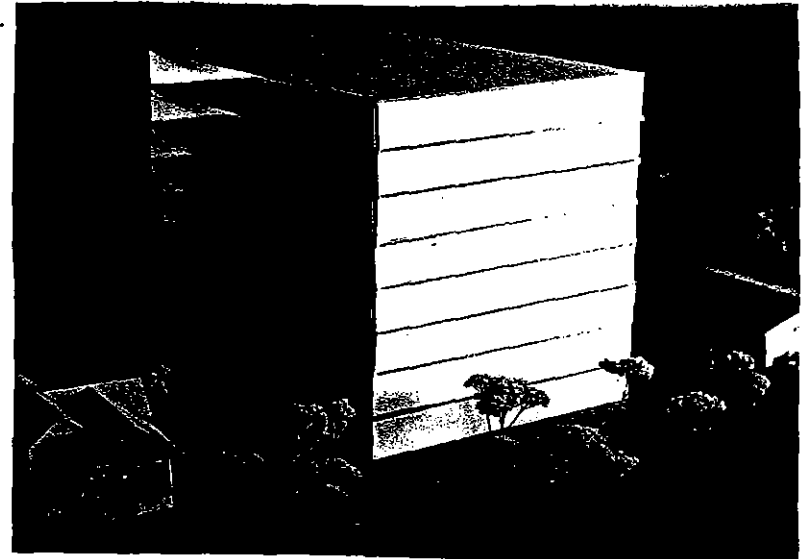
Although a neighborhood may be in transition from a residential to commercial use, many of the streetscape elements such as street trees, landscaped parking strips, etc., should be preserved. Landscaping in the public right-of-way is just one technique to create continuity between dissimilar land uses. A great deal of Salt Lake City's development character, both in


residential and commercial areas, is derived from this effective street feature. (figure 22)

- Provide adequate financial support for the Urban Forester program.
- Modify certain residential zoning classifications to improve the relationship of residential uses to commercial uses. For instance, "R-6" and "R-7" districts can create severe compatibility problems with lower scale less intensive residential development. When these zones are used in areas where the land use is predominantly single family dwellings or smaller-scale apartments, but the planned land use is higher density residential or commercial development, the zoning allowances may need to be modified to be more compatible with the predominate interim land use. The following should be considered:
- Modify the "R-6" and "R-7" zones to address the transitional nature and strong low scale residential character of some areas where they are used.

Figure 22

Model illustrating disparity of mass and scale that can result from inadequate height/bulk controls.



- 
- 
- Require usable open space in predominantly lower density residential areas that are zoned "R-6" or "R-7"
  - Reexamine building height and density allowances in the "R-6" and "R-7" zones and consider lowering it to 50-60 units per gross acre. (60 or more units would only be considered in predominantly commercial districts.)

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## URBAN OPEN SPACE

Openspaces include streets, plazas, side yards, courts, parks, arcades, yard areas, vacant land, and uses at the ground floor of buildings. But if the quality of openspace is to be fully used to create quality urban environments, then the architectural features of buildings must also be considered as an influencing feature of the quality of openspace. (figure 23)

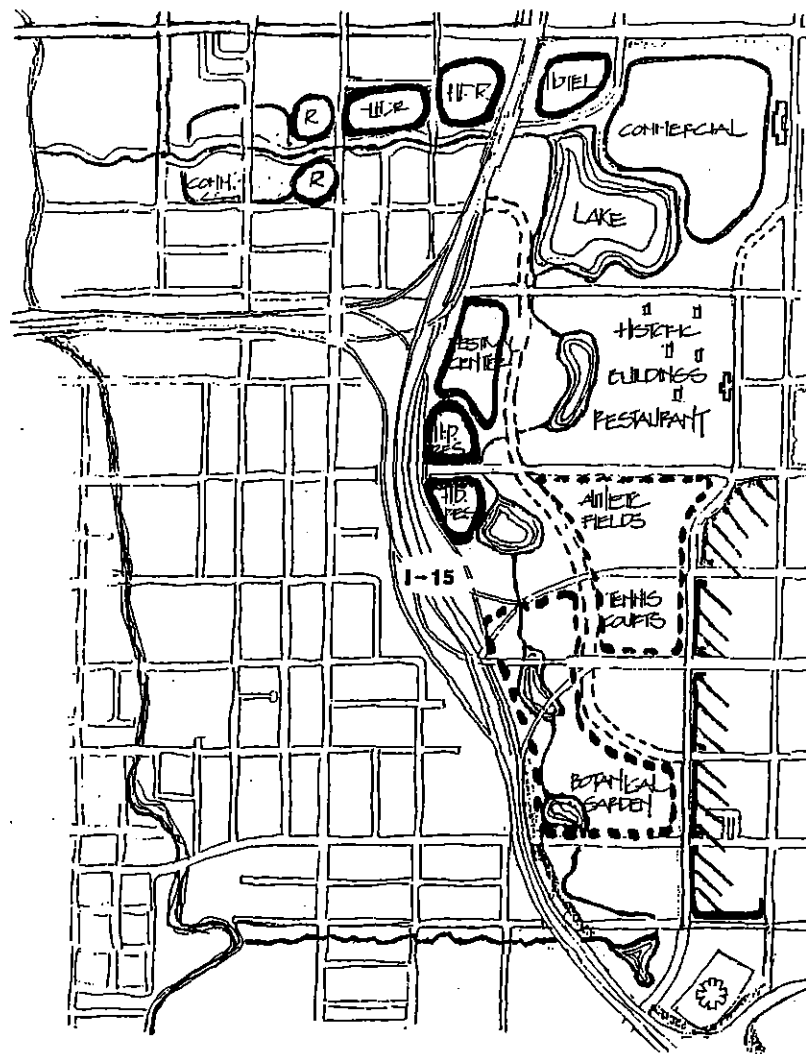
Salt Lake City's adjacent foothill and canyon areas are wonderful open space amenities available to most residents. But, there are also many untapped open space resources in the city. Military land, school sites, building rooftops and water features, etc., offer additional open space potential.

Rooftops, arcades, and gallerias have been used successfully as garden and recreational areas in many densely populated cities where open space is at a premium. To date, however, very few of these features have been used in Salt Lake City. This is probably because Salt Lake City has traditionally had ample open space and low development intensities. In the future, however, as the Commercial Core intensifies in use, alternative open space features may become common.

New open space options should be explored in areas where existing land uses are under-utilized or inappropriate. An example of such an area is the industrial corridor along the I-15 Freeway. This area is located between North Temple and 900 South and I-15 and 400 West and is approximately 400 acres in size. The area has deteriorated and is under-utilized making it a prime candidate for revitalization. (figure 24)

A large urban park in this location could provide much needed recreation and open space facilities. The park might include facilities for swimming, court games, baseball, softball, soccer fields and possibly an athletic arena. Such an urban park would make a very positive contribution to the development character of the city and would provide the framework for establishing mixed use urban housing in the Commercial Core and Fringe areas. It would also improve several gateway entrances to the city.

Relocating the scattered commercial and industrial uses to make room for the large park would admittedly be challenging, but there could be some advantages in doing so. Not only would this underused and unattractive area be replaced by a very positive amenity, but the businesses and industries could be relocated in areas where development guidelines could be applied to create a much more desirable industrial environment. (See Salt Lake City Open Space Plan and Central Community and Westside Community Master Plan Updates for further detail.)



**Central Park**



Much more desirable industrial environment. (See Salt Lake City Open Space Plan and Central Community and Westside Community Master Plan Updates for further detail)

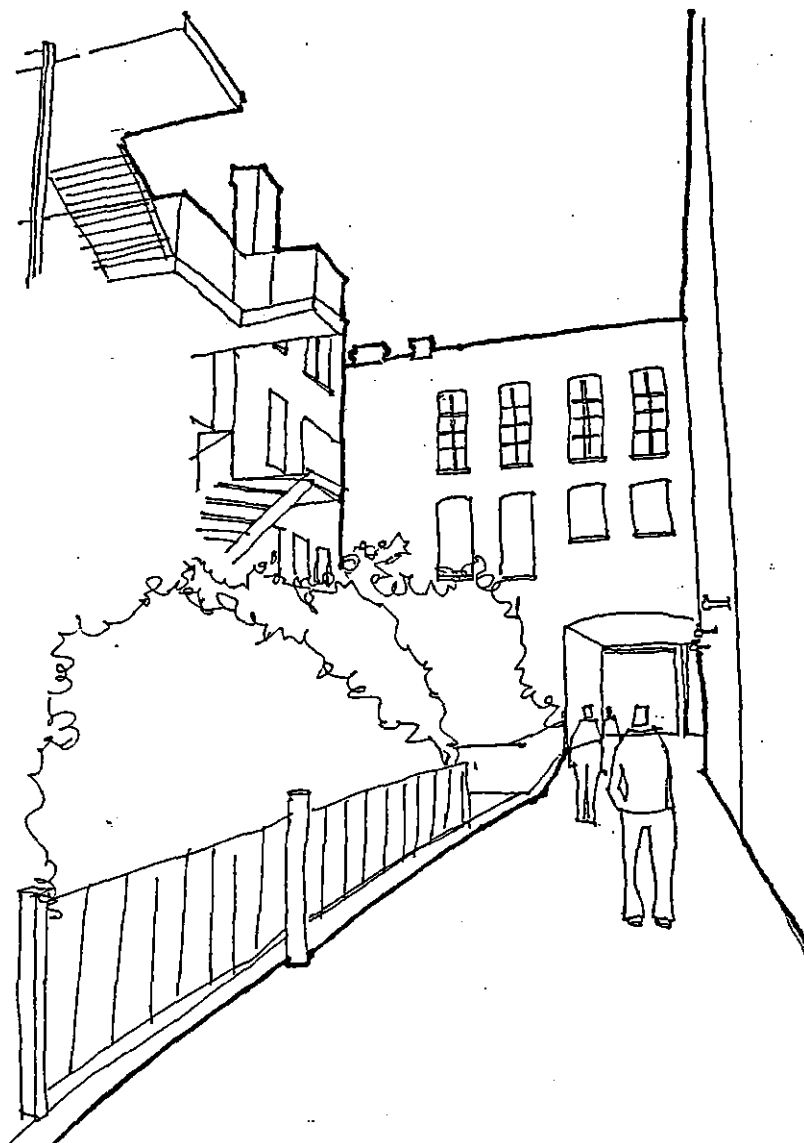
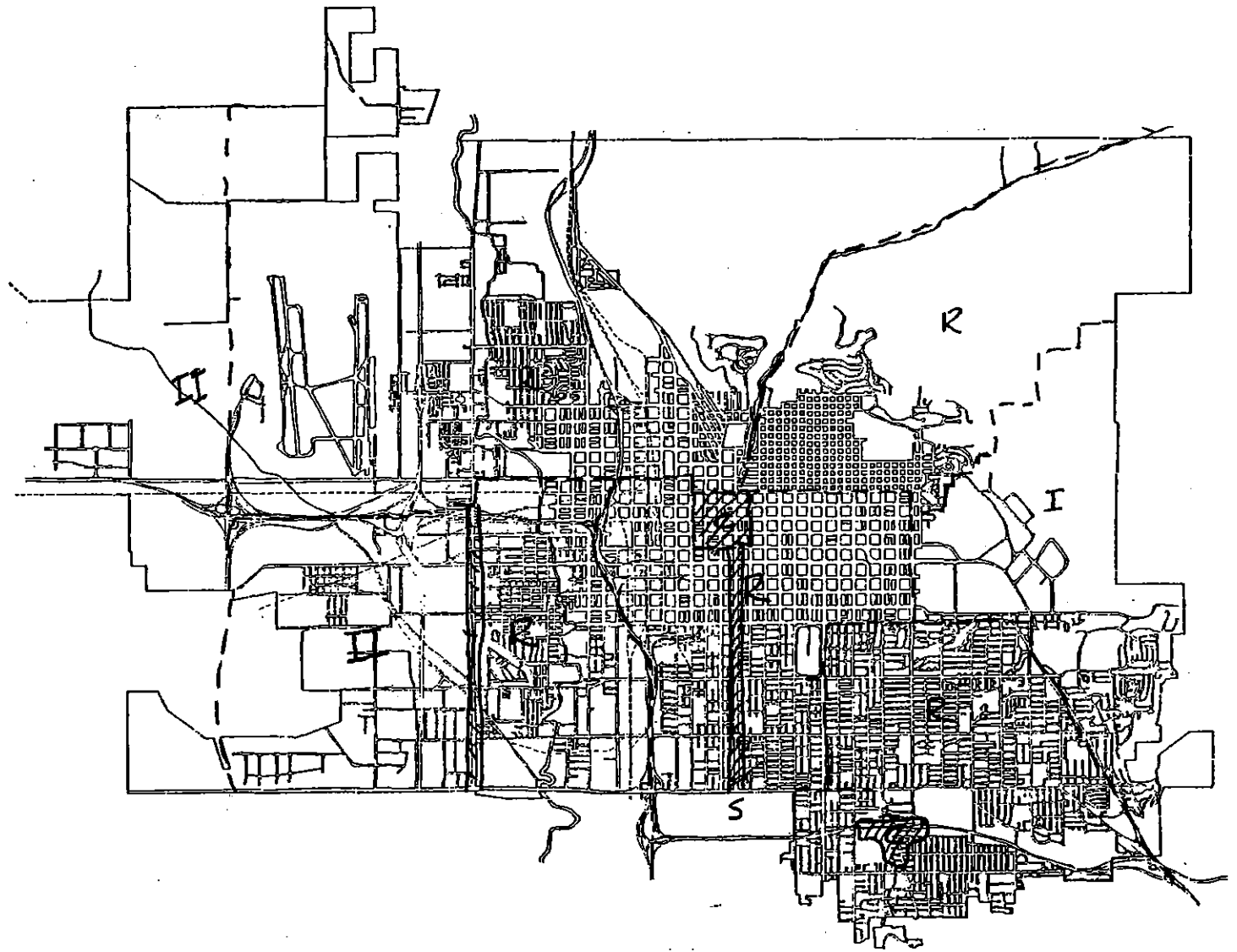


Figure 23



## NEIGHBORHOODS & DISTRICTS

**R** Residential  
**S** Strip Commercial  
**C** Commercial "Node"  
**I** Institutional  
**II** Industrial  
**RR** Recreation

figure 24

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## STREET AS ELEMENTS OF OPEN SPACE

Streets, parking strips and front yards constitute a major open space features and are a major component of the city's development character. The city's street system is based on a 660 foot uniform grid. Shorter blocks are created by intermediate streets and alleys while super blocks such as the one containing the Salt Palace complex are achieved by removing a street. Removing a street in this manner often creates an opportunity to provide a visual focal point (similar to a Baroque street plan). In certain areas, such as the Avenues, additional variety has been achieved by reducing the size of the grid to adjust to topography.

Common unifying features underlie the variety of Salt Lake City streets. These features include parking strips, sidewalks, front yards, street equipment and landscaping. Salt Lake City residential streets are characterized by large tree-lined or landscaped parking strips and sidewalks adjacent to wide front yards. Streets in commercial areas are similar except that sidewalk paving often extends to the curb with vegetation provided in planters and tree wells.

The street rights-of-way in many areas of the city are 132 feet in width. While this width is a boon to vehicular traffic, it sometimes creates a problem for pedestrian movement and interaction. It also tends to diminish a neighborhood's sense of cohesiveness. These problems could be alleviated by reducing some street widths. Reduced street widths could, in turn, create different kinds of open space, such as bike lanes, parking, recreation space or even infill housing.

Traditionally, parking strips have functioned as buffers between pedestrians and automobiles. Along with front yards they have provided areas for landscaping. In both residential and commercial areas, the parking strip has also played a major role in developing continuity between various buildings along a street. Parking strips strengthen neighborhood identity.

Some have suggested that the character of parking strips and front yards be redefined. Suggested alternative uses include advertising, retail activities and alternative kinds of land-

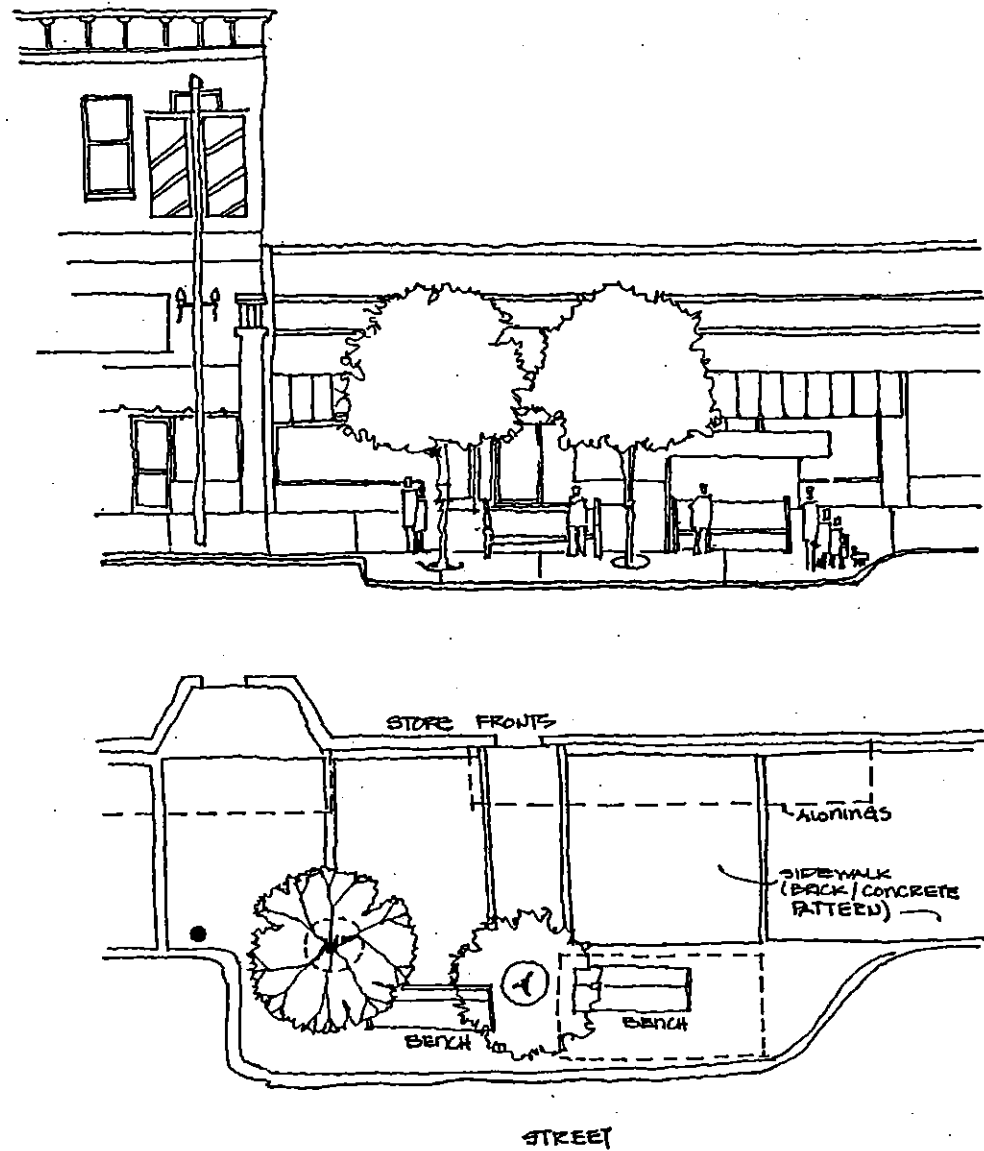


Figure 25

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scaping. Such non-traditional uses for this land would have an adverse effect on the character of the street. (figure 25)

#### POLICY CONCEPTS

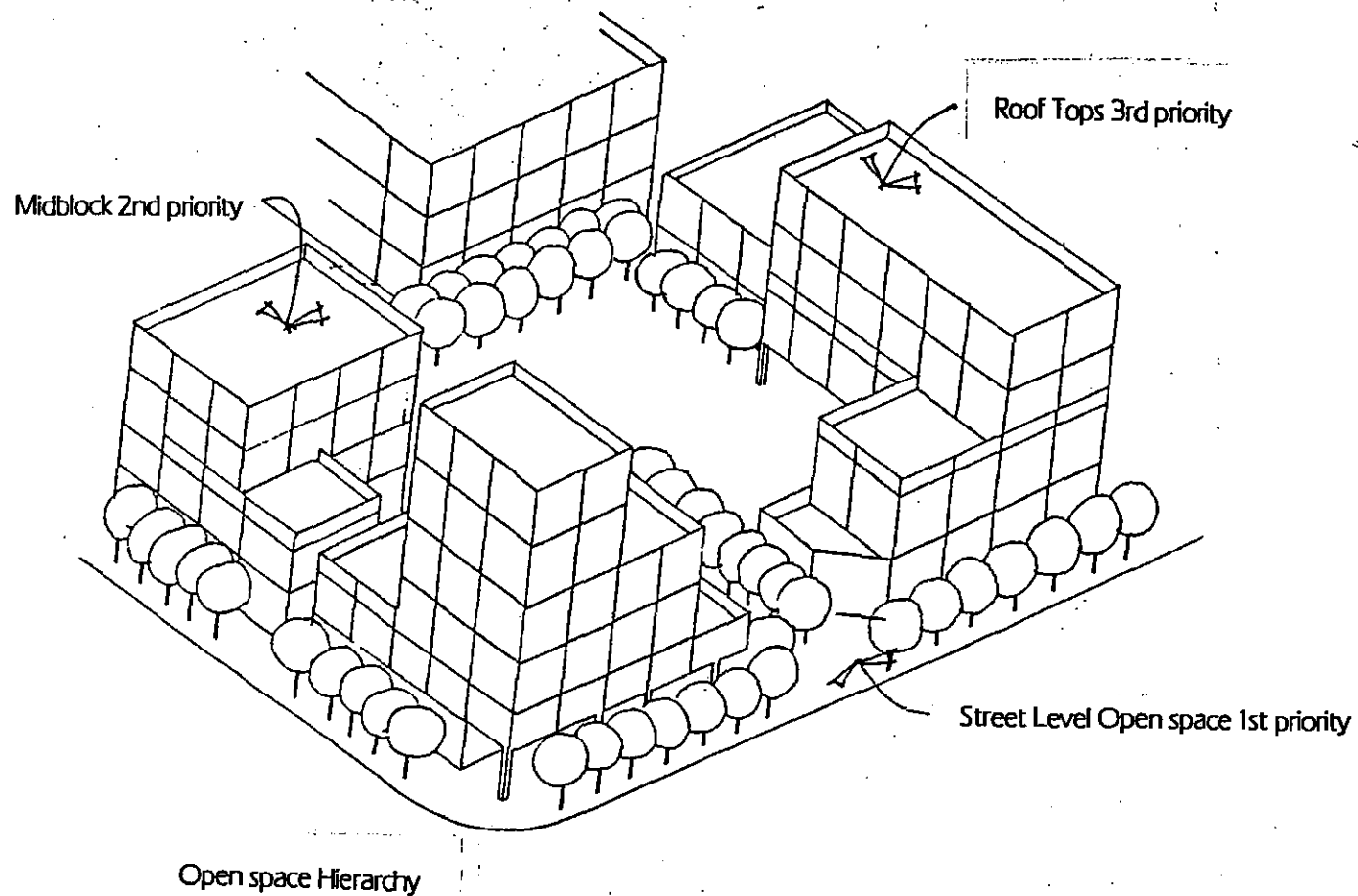
- o Require all new developments (public and private) to contribute to the City's open space needs.
- o Decline to vacate streets, alleys and other public rights-of-way unless it is demonstrated that the vacation will result in a public benefit.
- o Use street spaces, patterns and rhythms to unify the image of the district.
- o Treat key thoroughfares as "boulevards" with consistent streetscape themes that address lighting, landscaping, street equipment and furniture, etc. (figure 26)

- o Continue to use landscaped parking strips and front yards as the major landscaped, open space element of the street in residential and Commercial Fringe areas.
- o Stress the importance of street tree conservation and replanting in street right-of-way construction. It should have the same level of importance as curb, gutter and sidewalk reconstruction.
- o Emphasize street-level activity as the first priority when developing pedestrian-oriented open space and circulation networks. Inner block open space would be the second priority with below and above grade open space areas (rooftops, pedestrian bridges, sun plazas, etc.) as third priorities. (figure 27)



figure 26

- o Establish future open space/recreation areas and begin acquiring

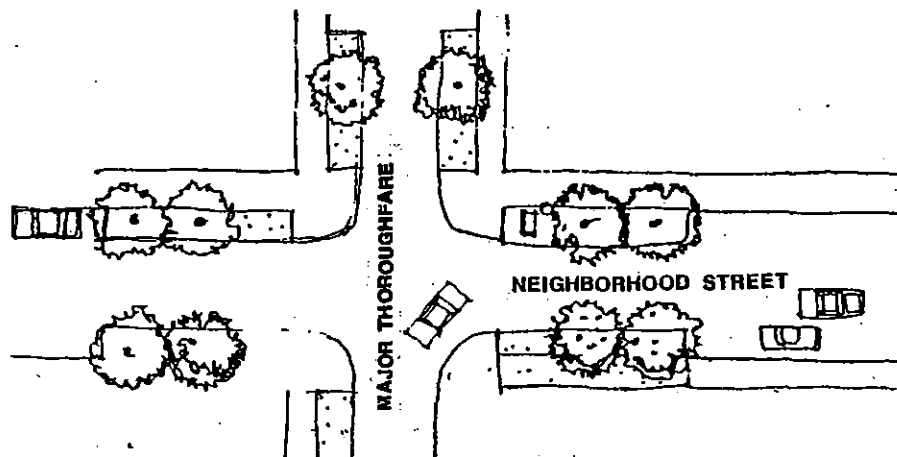
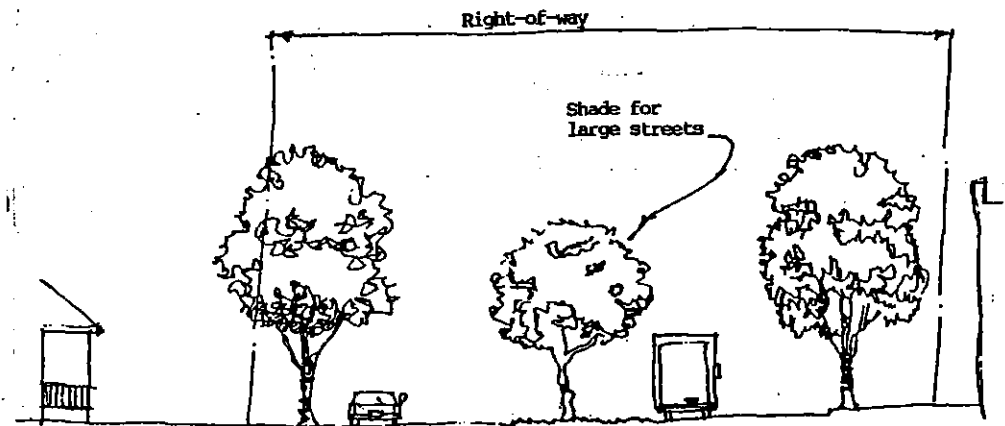


An open space hierarchy should be established to emphasize ground level urban spaces over other kinds of urban spaces.

Figure 27



Neighborhood continuity...created by a continuous front yard and landscaped parking strip.



#### WIDENING PLANTING AREAS AT INTERSECTIONS

This schematic illustrates a possible method for reducing the street right-of-way at the intersection. This approach reduces the street width at the intersection only, which minimizes the amount of increased parking strips and maintenance problems. This approach also helps to make the large 132 foot street right-of-way more residential in scale and would give automobile drivers an "alert" that they are entering into a neighborhood.



Utilizing pedestrian "launching pads" to reduce the width of street right-of-ways...enhancing the residential character and safety of the street.

Figure 28



lands for their development. The conservation of Miller Park, Red Butte Creek at Sugar House, the extension of City Creek Canyon to State Street, and preservation of the Northwest Quadrant marshlands should be major goals in safeguarding the City's urban form.

### Strategies: Parking Strips

Many sidewalks, parking strips, and other open space elements have become unsightly and hazardous. Maintenance in many areas of the city, particularly the Commercial Fringe and Perimeter areas is becoming a greater concern as land uses intensify. Simply replacing deteriorated sidewalks and spreading a little grass seed in parking strips is not enough. Replacement and upgrading programs should be tied to improving the character of the area.

Strategies recommended are as follows:

- Relandscape parking strips which have been hard surfaced or landscaped with inappropriate materials. Require that all illegal parking strip treatment be brought into compliance within a two year period. Enact a more active program of street tree replanting.
- Reestablish a water bill abatement program to offset the cost of maintaining larger-than-average parking strips and to encourage property owners to maintain parking strips.
- Continue to disallow advertising (except for political signs) and uses other than landscaping in the parking strip.
- Remove illegal parking areas, signs etc.



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## Strategies: Street Lights

Street lighting plays a very important role in the function and esthetics of the streetscape. It can change how we perceive or use an area. It can enhance or detract from a street vista. An ill-placed fixture can cause annoying glare, block the vision of motorists, or be annoying to the pedestrian. Harsh lighting is not conducive to a pleasing pedestrian environment. The following actions would help ensure that street lighting play a more positive role in our urban environment.

- Define appropriate levels of street lighting and style of street light fixture based on the characteristics and use of the street and on district character. (figure 27)
- Analyze a district's or street's lighting needs. Establishment of a hierarchy of street lights; size, type of lighting source, and light intensities to better address the streetscape and neighborhood character is needed. (This strategy will demand greater coordination by the Planning Department, the Traffic Engineering Department, Public Works and the City Forestry Board. Neighborhood Community Councils should also play a greater role in the selection process. They should be notified of all proposed changes in lighting levels before any work begins.)
- Provide street light fixtures with shields or directional diffusers. This is particularly important where views or vistas may be impaired by light glare or where light over-spray will annoy neighboring residents or businesses. Street lighting in residential areas should generally be of equal intensity rather than over emphasizing residential collector streets. Street lighting for homes along arterial streets should also reflect the character of the neighborhood.
- Coordinate street lighting improvements with planned utility improvements.
- Broaden the variety of street light fixtures and type of lamps provided by Utah Power and Light and the Public Service Commission to better address the lighting needs of neighborhoods and the characteristics of the streets and users. The most critical ex-

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ample of this problem is the use of lighting systems designed for the motorist in areas where, clearly, the pedestrian or an architectural feature is the dominant factor.

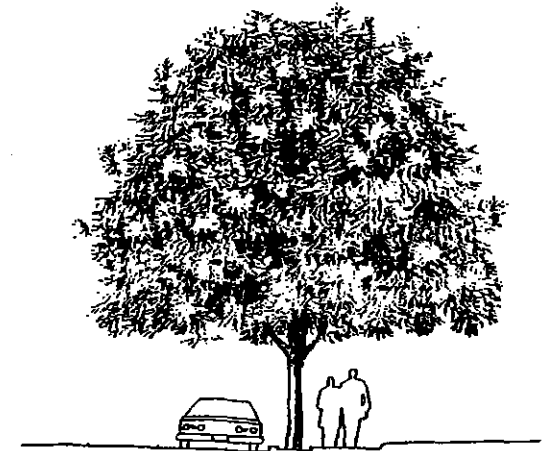
- Discourage the use of Low Pressure Sodium Vapor Lamps in pedestrian-oriented areas, i.e. plazas or the Commercial Core. (figure 28)

### Strategies: Street Trees

- Use street trees to denote differences in streets and districts. Distinctive tree species have traditionally been used to identify a district.

Areas where many fine examples of commercial architecture exist should not be hidden by a dense screen of trees, nor should trees be allowed to obstruct valuable views, etc. The selection of tree species should be based on the character of the district, the street and the architecture of its buildings. Areas or uses which might require a different landscaping response include foothill development, commercial nodes, industrial districts, and residential neighborhoods.

- Use distinctive tree types to sharpen the physical identity of districts. Distinctive tree species have traditionally been used to denote the identity of a district. In recent times this practice has been discouraged, but should be reintroduced. Establishing a city-wide street tree plan coupled with the Master Street Plan is an important first step in insuring street tree planning is given adequate and early attention in decisions of street design and reconstruction. In conjunction with this effort, better management and maintenance is needed for this important city resource.
- Require that all site plans for new construction and remodeling by private or public concerns show all existing trees located in the public rights-of-way. This provision would also require utility companies to give prior notice of their intentions to trim or remove street trees from the parking strip.



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## URBAN SPACES AND PEDESTRIAN EXPERIAN EXPERIENCE

Salt Lake City is ever-changing. As the result, a number of its present pedestrian amenities may be in danger of being lost. The construction of a building within an existing block, for example, may alter the block's pedestrian walkways or result in a popular pedestrian gathering place having a shadow cast over it at a time of peak use.

Pedestrian networks are in many ways, the culmination of all factors making up a good urban design strategy. To improve existing pedestrian circulation facilities and provide new and stimulating pedestrian experiences for the future, we must plan for them today. Important activities such as integrating ground floor uses into pedestrian networks must be accomplished. Such networks must pay careful attention to open space features of the street and to building architectural detail. Policies and strategies for achieving effective pedestrian amenities are discussed below.

### POLICY CONCEPTS

- o Encourage private development of open space features.
- o Improve urban open space amenities to promote an orderly and visually pleasing environment for workers, residents and visitors. Provide facilities for people, i.e., public restrooms, places to relax, and protection from the elements.
- o Reinforce desired land use patterns by providing links among individual developments and the surrounding areas and improving pedestrian circulation.
- o Emphasize street-level open space first, inner block pedestrian networks second, and below and above-grade networks third. Skyways should not take activity away from the street or detract from principle views.

- o Encourage greater use of public areas for eating, entertainment, etc.

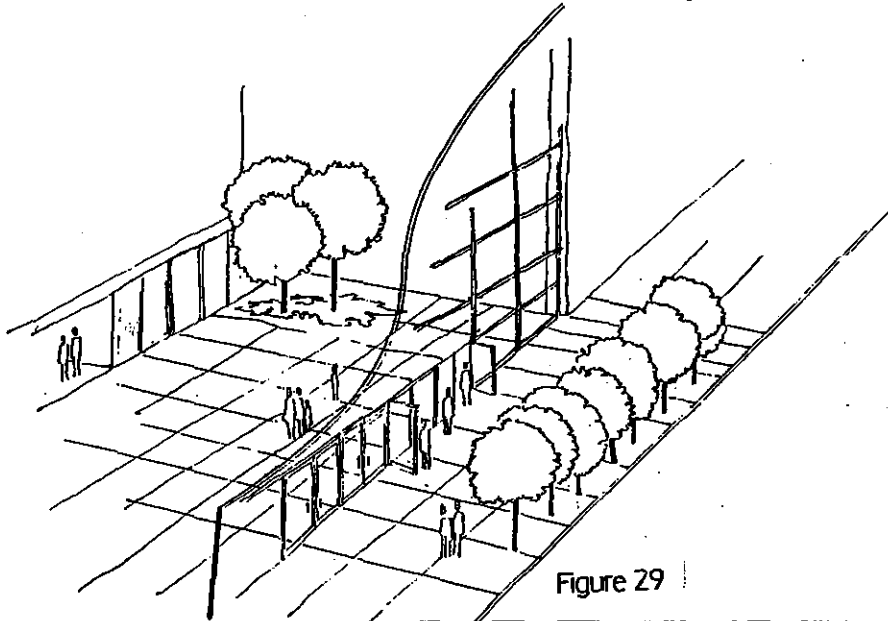
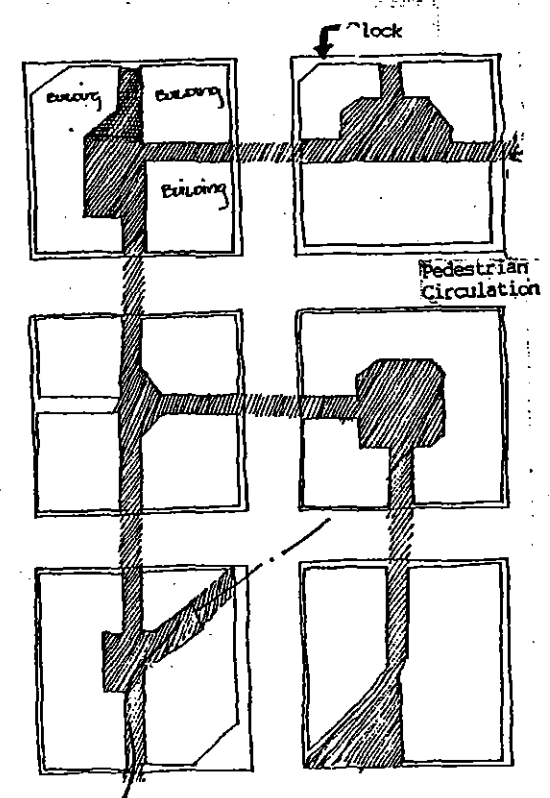
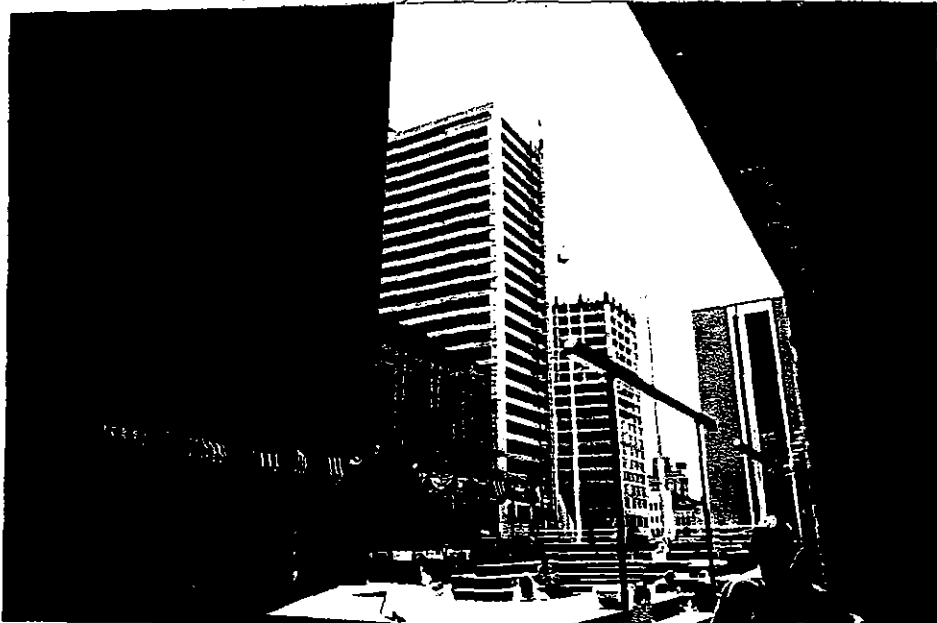


Figure 29



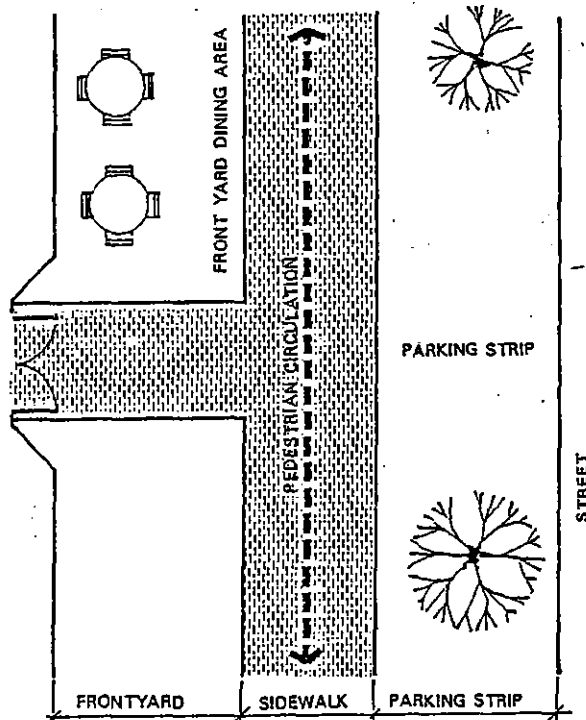
Encouraging block and neighborhood pedestrian circulation systems both interior and perimeter block circulation (pedestrian) networks. Creating ground floor uses and activities ie. retail/shopping, restaurants, lobbies and plazas. Such activities may be encouraged through public assisted grants or loans.

Figure 30

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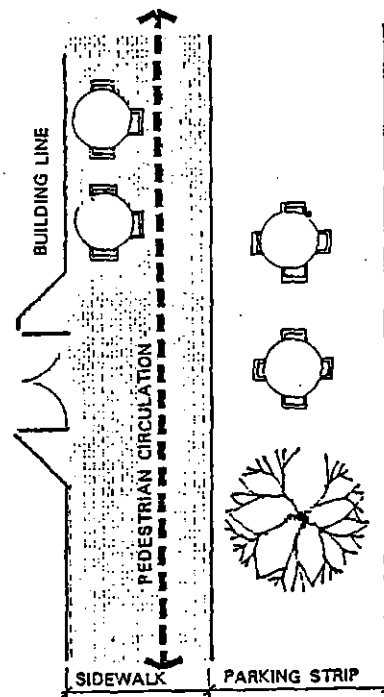
## Strategies

- Encourage both private and public development which focuses on pedestrian-oriented site and building design even if the building is reached primarily by automobile.
- Encourage pedestrian walkway networks that connect individual buildings, blocks, groups of blocks and entire districts.
- Develop a city-wide pedestrian walkway network linking parks and other open space features to buildings and important destinations. Develop a city open space network on a predetermined open space plan that recommends the use of interior block rights-of-way or easements. Lands for the open space network would be acquired by purchase or various arrangements allowing greater density in trade for development of the open space. The success of the open space network would depend on elements such as workable internal pedestrian circulation networks, proper development orientation and compatible landscaping. (figure 30)
- Require pedestrian circulation networks in all neighborhoods and districts. Use existing interior block rights-of-way and create new rights-of-way, where necessary, to connect open space and buildings, plazas, etc. Use plazas and street furniture, etc., to associate various parts of a district or city. Care should be taken that in providing these amenities, street characteristics such as the street wall are not destroyed.
- Require the use of natural open space features in pedestrian networks whenever possible. This should be mandatory for projects receiving city assistance. Two examples of such features are the use of Parleys Creek through the Sugar House community and the Memory Grove extension into the CBD.



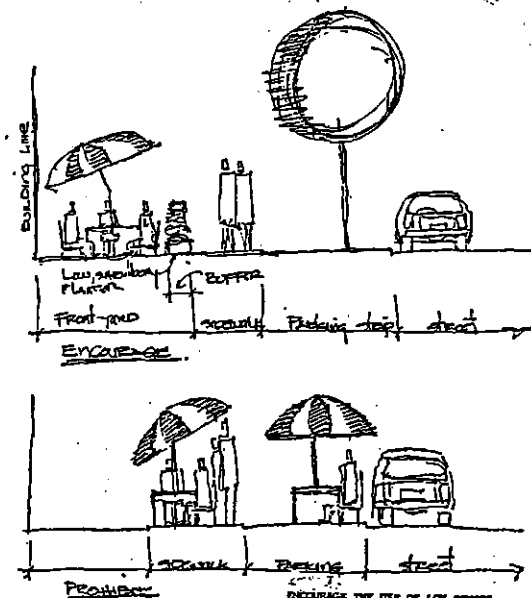
## NEIGHBORHOOD RETAIL DINING AREAS

THE USE OF FRONTYARD AREAS FOR OUTDOOR DINING MAY BE EXCEPTABLE, BUT THEIR NUMBER AND LOCATION SHOULD BE CAREFULLY CONTROLLED (NO SPECIFIC DISTANCE GUIDELINES ARE GIVEN, BUT THE DISTANCE MUST BE A FUNCTION OF THE DISTRICT'S CHARACTER).



## NEIGHBORHOOD RETAIL DINING AREAS

PROHIBIT OUTDOOR DINING ON SIDEWALKS AND PARKING STRIPS IN NEIGHBORHOOD RETAIL DISTRICTS, BUT POSSIBLY ALLOW THE USE OF SIDEWALK AREAS IN COMMERCIAL DISTRICTS WHEN IT CAN BE SHOWN THIS ACTIVITY WILL NOT CREATE A HAZARD TO THE PEDESTRIAN, AND IS IN KEEPING WITH THE DISTRICT'S CHARACTER.



## "PERIMETER" NEIGHBORHOOD RETAIL/COMMERCIAL STRIP

DISCOURAGE THE USE OF LOW FENCES, VEGETATION, AND STREET FURNISHINGS ETC. TO CREATE SPACES IN FRONTYARD AREAS. FENCES AND OTHER PHYSICAL BARRIERS SHOULD BE PROHIBITED IN PUBLIC AREAS (THE EXCEPTION MAY BE IN THE COMMERCIAL CORE WHERE PLANTERS, FOUNTAINS, AND SEATING ARE OTHER USED TO DEFINE A SPACE OF DIRECT PEDESTRIAN CIRCULATION.

- 
- Redefine "usable open space" in the city's zoning ordinance to allow areas such as enclosed plazas, lobbies, arcades, court yards, sun decks, gallerias, outside restaurant dining areas to be treated as open space if they are visually and physically accessible to the public from at least 6:00 a.m. to midnight. An enclosed open space may be as effective as a traditional open air plaza in creating activity along a street. This open space option should only be allowed in the Commercial Core.
  - Require new buildings to respect the pedestrian elements of the street.
  - Require office building plazas and ground floor activities in the Commercial Core to be street oriented, regardless of the building's use. (figure 32)
  - Ensure that street and building equipment are grouped and screened to enhance the environment and not located in pedestrian pathways. (figure 33)



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### Strategies: Gallerias

Gallerias are an effective way to interconnect activities by means of enclosed pedestrian walkways while providing new opportunities for open space and commercial activity to occur. Gallerias may extend through a single building or a group of buildings. Gallerias have been used throughout history to bring the outdoors into a building. Features in a galleria include the following.

- At least 33% of the space must be skylight
- Upper level bridges adequately spaced both vertically and horizontally to insure openness.
- Natural ventilation
- Ground level pedestrian activities
- A design that draws the pedestrian in and allows all areas to be seen from the entrance
- Complementary paving patterns, material, seating arrangement and lighting.
- In approving a galleria, the city should do the following.



Require new buildings to respect the pedestrian elements of the street. In conjunction with this action, building facades should respond to the street space portions and the pedestrian user.

Provide detail in building facades at the ground floor that makes the pedestrian experience of walking along the street enjoyable. The use of blank building facade walls and cold secluded

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spaces along streets should be discouraged, particularly along pedestrian walkways. Developing a pedestrian scale and orientation of buildings dictated by the street and district character and use is vital. For instance, clear glazing in buildings as opposed to reflective glass, or architectural detail instead of blank walls will help define the character of the district.

Require office building plazas and ground floor activities in the Commercial Core to be street oriented regardless of the building's use. Plazas and building grounds without forethought as to use, orientation, architectural detail or purpose may become little used spaces detracting from a district's vitality.

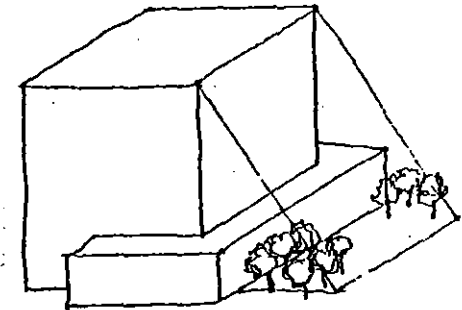
Ensure that street and building equipment are grouped and screened and not located in pedestrian pathways.

## Strategies: Plazas

Creating a successful plaza requires a special set of conditions. Salt Lake City has a number of plazas. Unfortunately, some have failed to contribute to the quality of the open space. When conditions for a good plaza cannot be met, an alternative use should be considered for the site. Nothing detracts more from an urban setting than an unsuccessful plaza. They are often located in such a manner as to detract from a street, particularly when that street is defined by a strong street wall.

Plazas, as urban rooms, should define a distinguishable space for the enjoyment of people. Their space is controlled by their size, shape, continuity, height of frame, floor configuration and the architectural characteristics of surrounding buildings. (figure 35) Urban design guidelines for plazas are as follows.

- Require developers to state the purpose and intended use of plaza space.
- Arrange plazas so people can watch and be watched by other people.
- Require that plazas used to meet open space requirements be accessible directly from the street and that they be oriented to either street or pedestrian amenities.
- Ensure that all areas of the plaza are visible from adjoining streets and public walkways.
- Provide adequate seating and, where possible, make it movable to allow the user some flexibility in how they use the space.
- Design to ensure maximum direct sunlight exposure while screening to provide protection from uncomfortable winds.
- Require food and beverage service be located within or near the plaza to enhance the use and enjoyment of the space.
- Prohibit vending machines in outdoor plazas.



Plazas and other pedestrian "people" oriented spaces should be sited to take advantage of good solar exposure.

**figure 35**

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### Strategies: Outdoor Restaurant Dining Areas:

Some people love the outdoor dining experience and many restaurants in Salt Lake are rushing to meet the demand for outdoor eating areas. For the outdoor dining concept to be successful, the city must first establish a pattern for street furnishings by district, including colors, materials, and overall types of street furnishings allowed. The following criteria should be used in evaluating requests for outdoor dining in street front areas.

- Allow restaurant use of the front yard in commercial areas as conditional uses.
- Require annual licenses and appropriate bonds.
- Locate outdoor eating facilities to maximize pleasant solar exposures, breezes and pedestrian activities.
- Review additional parking demand created by the outside dining area.
- Require that front yard restaurant activities not detract from the quality of adjacent residential and commercial activities.
- Require that furniture, shading devices and other equipment used in front yard spaces be movable and that they complement the character of the district.
- Require that front yard improvements, like new paving, complement existing paving patterns and materials.
- Require lighting fixtures and light intensities be compatible with the neighborhood (avoid lighting glare and over spray).



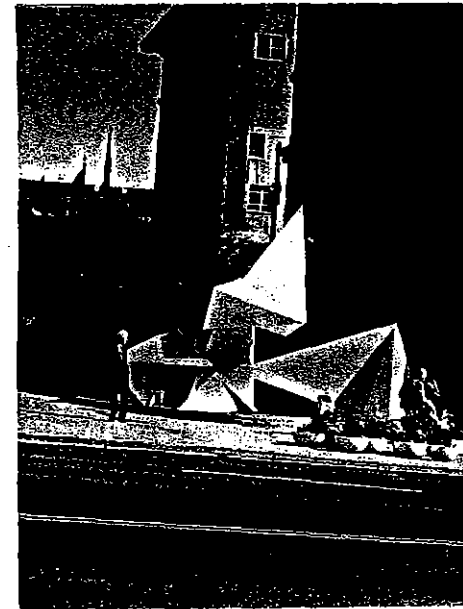
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### Strategies: Art in Public Places

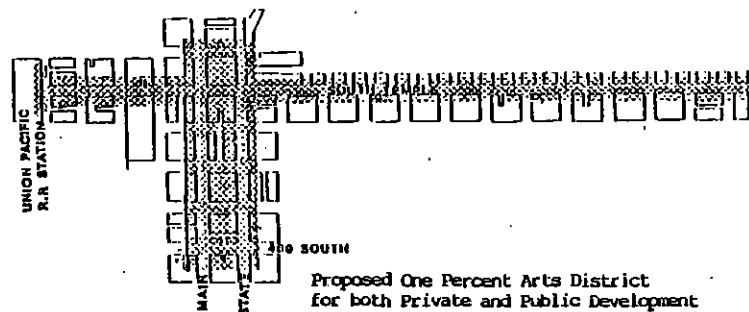
Art in public places is not a new concept. Virtually every city has some form of publicly displayed art in forms such as sculptures, reliefs, murals and mosaics. The art may be located in plazas, parks, street corners, airport terminals, school yards and building lobbies. It may be a closely integrated feature of a building or site or it may be completely independent.

Because art in public places is so visible, it can be valuable in shaping a district's character. It lends interest to the setting and can portray a particular image of a business, district, or city. In Salt Lake City, the Federal Building, the IBM Building, the Parks Department Building, and the Salt Lake City International Airport all have artwork created for public enjoyment. Many art pieces are located on downtown city streets as well. Such artwork not only helps enhance the image of a particular facility, but the district image as well. The following strategies will help provide more art in public places.

- Encourage greater emphasis on visual arts within public open space. A sculpture garden, for instance, in a Commercial Core or Fringe open space would help introduce visual arts into the community.
  - Conduct seminars for developers, financiers, investors, architects and landscape architects to inform them of methods of incorporating public art into the development process.
  - Encourage state and county agencies, and private entities to participate in the one-percent-for-art concept in the Central Business District and South Temple District. (There is presently a city policy requiring that one percent of the cost of constructing a public improvement be used to provide civic art in conjunction with that project.) The next step will be to apply the mandatory criteria for art pieces in privately financed development within the CBD and South Temple Districts.
- (figure36)



- Establish ways to assist developers in providing artwork for privately financed developments in the CBD and South Temple Districts. This would include helping them find artists to create the work and funds, such as art grants, to finance it. The Arts Council would likely administer the program. Art competitions are often an excellent way to publicize a development and make the public aware of the visual arts.
- Provide the following incentives to developers who provide a minimum of one percent of the cost of construction for art citywide:
- Provide density and building bulk increases (See FAR).
- Allow the art piece to be located in lobbies or plazas if the space is visually and physically accessible to the public.
- Allow a time allowance of one year after the completion of the building before the developer is required to install the art piece.
- Encourage City departments and the Salt Lake School Board to provide public art at schools and neighborhood parks. Play equipment can often function as sculpture. This would introduce public art into neighborhoods.
- Initiate an art competition program to assist developers and property owners in procuring art pieces for public display. The program could also be beneficial to publicly financed projects and allow the public to be involved the selection process.



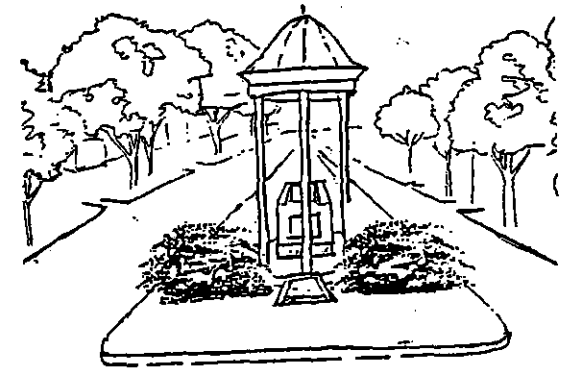
**FIGURE 36**

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### Strategies: Street Median:

The residential medians running on alternate streets beginning on 1200 East to 200 East and on the West side of the CBD at 400 West to 800 West have been a major urban design element of Salt Lake City. Unfortunately these medians have fallen into disrepair until recently. There has been a renewed interest beginning with 800 and 600 East restorations to revitalize the existing medians and reestablish them in their historic locations. The historic medians have had a significant effect on the residential areas in the Central City and East Bench neighborhoods. The following actions should be used to restore this vital design feature of the City.

- Develop a long term capital investment plan to first reburish the existing medians and to reestablish medians at their historic locations.
- Develop a landscape strategy that will conserve water and maintainance on the existing and proposed medians including trees and other forms of vegetation.
- Establish landscaped medians in other areas as viable urban design elements particularly along "Gateways" to the city as well as along major thoroughfares such as State Street.



Historic Medians

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## IMPLEMENTATION OF AN URBAN DESIGN PROCESS

An urban design process needs three major elements: 1) A strong and concerted commitment by city officials and citizens, 2) a clear statement of city urban design policy and goals, and 3) a regulatory process sensitive to both private development needs and the city's planning and urban design goals. To be effective, Salt Lake City's urban design process must be supported by all three.

## REALISTIC ACHIEVEMENT OF URBAN DESIGN DESIGN GOALS

City officials often rely too heavily on government financial incentives to achieve urban design goals. Although financial support can be an important tool, a program based on funding alone will not produce the desired effect. This is evident by many examples around the country where city officials and residents have spent large sums of money to enforce urban design policy. The results have often met with marginal success or have failed completely. On the other hand, there have been many successful experiences where, with few financial resources, cities have accomplished a great deal. Commitment of city officials, business owners, and residents is the key to an effective urban design program.

Many factors will influence the selection of method(s) used to implement urban design standards. Review can be self-administering or discretionary. It is clear that while the completely self-administering approach is predictable and easier to apply and enforce, it is too rigid and often not practical for many of the issues and problems. Such an approach does not allow for innovation and creativity. On the other hand, a completely discretionary approach is likely to be counterproductive and dangerous to the vitality of the city.

Based on these factors, we recommend the use of an urban design review board, but only in districts where the issues cannot be adequately addressed by a self-administering approach. These areas would include Sugar House Commercial District, the Downtown Commercial Core, and the Fringe of the Downtown Commercial Core (including the East and



West Downtown Districts) and other special areas of the city.

Design control in neighborhoods and districts other than those mentioned above should take the prescriptive, self-administered approach. This approach is similar but differs from standard zoning in that it addresses standards for design excellence and development harmony. (figure 38)

Salt Lake City must establish an urban design process which coordinates planning and redevelopment programs more effectively. The objective of planning and redevelopment efforts should be to do more than merely repave worn streets or reduce hazardous conditions. Activities in both areas should improve the quality, character, and function of the neighborhood.

The tendency in an urban design program is to look at individual issues separately rather than as an interconnected network. Land use, scale of development, street wall, pedestrian open space, etc., are all very much related to each other and must be considered as an interrelated group all affecting the city's present and future development form and character. The city's urban design policy must be able to respond to the ever changing market place and the special characteristics of different areas of the city. At the same time, individual project designers must be allowed to be innovative as long as their project fits within the context of the total system.

## POLICY CONCEPTS

- o The geographic scope of urban design should be city-wide, but the level of review depends on the special or unique characteristics of the district. Therefore, broad interpretations or categorizations in either the perspective or discretionary urban design review should not be undertaken.
- o Establish an urban design process which coordinates planning and redevelopment programs more effectively, while allowing community input early in the review process.

The following are goals and strategies for implementing an urban design program within Salt Lake City's existing planning program.

### Strategies

- Develop and improve the liaison with community organizations and national design programs such as the National Endowment of the Arts. Many of these federal programs were created to assist communities in improving their urban environments. Other programs including the American Institute of Architects' "Regional/Urban Design Action Team" (R/UDAT) program can also be effective tools in improving the urban environment.
- Establish semiannual meetings of the Redevelopment Agency Board of Directors and the Planning Commission to review future redevelopment areas and discuss planning policy for those areas. This dialogue would allow better coordination of planning and redevelopment efforts and strengthen planning and urban design policies and objectives.

URBAN DESIGN/DEVELOPMENT CONTROL METHODS  
(APPROPRIATE FOR SALT LAKE CITY)

	PERSPECTIVE DESIGN CONTROLS	PERFORMANCE GUIDELINES	DESIGN REVIEW
●	VERY APPROPRIATE		
◐	APPROPRIATE (with conditions)		
○	NOT DESIRABLE (use only in special situations)		
COMMERCIAL CORE	○	◐	●
COMMERCIAL FRINGE WEST DOWNTOWN	○	●	◐
COMMERCIAL FRINGE EAST DOWNTOWN	○	●	◐
PERIMETER			
RESIDENTIAL AREAS	●	◐	○
NEIGHBORHOOD RETAIL CENTERS	◐	●	○
COMMERCIAL STRIP DEVELOPMENT	◐	●	○
INDUSTRIAL DISTRICTS	●	◐	○

figure 37

- 
- Develop public information packets explaining the development approval process; its rationale, benefits and how various city departments fit into the process. The packets would contain the following information:

- an explanation of procedures, time periods, and deadlines
  - an estimate of processing time
  - a description of the appeals procedures
  - a check list of guidelines used by city staff in reviewing proposals
  - required permits
  - a schedule of fees for permits

- Improve and develop financial and development incentives for community organizations and investors to encourage new business and to target redevelopment in neighborhood retail/commercial districts. One or two well coordinated pilot projects should be implemented initially. This should be coordinated through the city Economic Development promotion activities. The city's participation might include the following.

- Coordinate planning of infrastructure improvements such as sidewalks, curbs and gutters, and public landscaping projects with private redevelopment initiatives. Priority should be given to neighborhoods where residents, property owners and business owners are actively working to improve their neighborhood.

- Investigate and make application for grant monies such as the National Endowment For the Arts program which is designed to promote neighborhood design improvements. Some funds are available for building renovation and public art.

- Focus commercial redevelopment efforts where they will make the most important contribution to the city. (figure 38) The following areas are recommended:

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- Industrial Core (the area roughly between 200 W. and 900 W. running along the entire north-south length of the city).

- Sugar House Business District and surrounding neighborhood Strip commercial areas along 2100 South, 1100 East, and 900 South.

- State Street (south of 400 South).

- North Temple Street

- Neighborhood-oriented retail areas such as the following:

1500 South at 1500 East

900 South between State Street and 1100 East

Rose Park shopping nodes and centers

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## URBAN DESIGN REVIEW PROCESS

Salt Lake City should establish an urban design review process for an eighteen month trial period. During this period comments from developers, community organization leaders, and city departments, and other interested parties would be evaluated. At the end of the eighteen months the Planning Commission would review the process and make recommendations to the City Council for modifying or abandoning it.

As an initial step the city should select one district as a prototype or model. The Commercial Core and Fringe (including east and west downtown), and the Sugar House Commercial District are recommended as good test areas. The use of the Urban Design Review Process should be limited to the commercial areas noted. Residential districts that cannot be established as historic districts would rely on prescriptive zoning standards to achieve the appropriate level of conservation and urban design protection.

### Issues of Review

Future master plans for the city should include specific urban design goals and objectives. Recently developed community and district plans, without sufficient urban design guidelines, should be amended to include this information. Even where a specific community is not slated for urban design review, the information would be beneficial in future modifications to the zoning ordinance's urban design standards (see Urban Design Review Process Diagram).

The urban design review would not have the authority to grant exceptions to the zoning ordinance, such as density increases or exceptions to the building height, etc., but would act as an "overlay" allowing only review of very specific urban design and planning issues. The process might incorporate either a performance zoning (Floor Area Ratio) or a discretionary design review approach, or a combination of the two. (See separate discussion on Floor Area Ratio - FAR.) (figure 39)

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### Urban Design Review Board

The Urban Design Review Board would only have authority to address issues in business districts and would address only urban design issues. The proposed makeup of the board would include:

- (1) Arts Council Member,(Arts),
- (1) Planning Commission Member,
- (1) Central BusinessImprovement District Member (Retail)
- (1) Salt Lake Area Community Council Board Member (Community),
- (1) Landmarks Committee Member or Historic Preservationist,
- (1) Chamber of Commerce Member (Develper),
- (1) Landscape Architect (ASLA)
- (1) Architect (AIA),
- (1) Proessional Planner (APA)

# URBAN DESIGN REVIEW PROCESS

## URBAN DESIGN REVIEW

**1 APPLICATION**  
The developer of property within the Urban Design Review Area submits for review and discussion preliminary plans for proposed development. The review is done by the Urban Design Advisory Board "UDAB" whose purpose is to assist the developer in meeting the urban design goals and objectives of the district.

**2 URBAN DESIGN REVIEW**  
The following are items which could be included in the preliminary plan review:

- building(s) location
- landscaping
- permanent and/or existing trees
- landmark buildings within 450 feet
- ground treatment
- existing and proposed grades
- existing and proposed fences
- off street parking
- pedestrian circulation patterns
- location and size of adjacent streets and buildings
- property lines
- drawing of major exterior elevation showing buildings, materials, proposed color schemes
- lined aerial plat
- current list of names and addresses of all property owners within 150 feet of project.

Members to the Urban Design Review Board should include the following:

- (1) Arts Council Member (Arts),
- (1) Planning Commission Member,
- (1) Central Business Improvement District Member (Retail),
- (1) Salt Lake Area Community Council Board Member (Community),
- (1) Landmarks Committee Member or Historic Preservationist,
- (1) Chamber of Commerce Member (Developer),
- (1) Landscape Architect (ASLA),
- (1) Architect (AIA),
- (1) Professional Planner

- Meetings to be held at least once per month
- All meetings are public
- (5) day notice given to:
  - Subcommittee
  - Applicable Community Council
  - Any persons or organizations having filed a written request of notification
  - Notification of all property owners within 300 feet of project property boundaries

**3 UDRAB RECOMMENDATION**  
Recommendation is given to the Planning Commission within 30 days.

**4 PLANNING COMMISSION PUBLIC HEARING**  
Public hearing held within 14 days of recommendation.

**5 UDR APPROVED, DENIED OR MODIFIED**

**6 APPEALS**

**A. CITY COUNCIL REVIEW**  
Planning Commission decisions may be affirmed, modified, reversed or further conditions imposed by a vote of at least (4) City Council members.

**B. COURT ACTION**  
City Council decisions are final, unless stayed or overturned by induction through court order.

**7 CONSTRUCTION DOCUMENTS DEVELOPED AND PERMITS ISSUED**  
Construction documents reviewed for UDRAB, Building and Zoning compliance.

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## CONCLUSION

The urban design goal for Salt Lake City is simple -- continue to develop a city that is truly a community by using its many features, such as, public art and fountains, landscaping, plazas, vistas, and gateways to act as a "framework" to emphasize relationships and compatibility between existing city features and proposed development.

We are used to talking about a lack of resources as the cause of our urban problems, but more often the real problem is the lack of a clear urban design process to define direction. Urban design is a process and not merely the design of a street bench or the selection of a paving material. It is important that our definition of urban design be broadened, and that the process include a much broader coalition of people from many walks of life. Increasing the understanding of urban design principles among city officials and residents will help ensure that future development is appropriate to Salt Lake City's character while being sensitive to social and economic realities.

Using an urban design process as a method to visualize our urban design options and provide opportunities to weigh them against our social and economic realities can provide alternative approaches to resolving old urban design issues and improve our understanding of how those features enhance our city's livability. An effective urban design process can also enable us to better recognize the contribution of people and skills that have not been traditionally thought of as contributors to the design of the city. As the importance of neighborhood livability and district identity become more central to any solution; district history, cultural background, housing types and forms, shops, parks, and educational facilities will become even more important factors to district building and rebuilding.

Based on these concerns and goals, our task is to continue to develop an urban design process and involve in it many people and skills -- artists, architects, planners, builders, engineers, entrepreneurs and city officials. Such a process requires a Planning Commission sensitive to area needs, entrepreneurs willing to work within a district's "framework", and a Mayor and City Council determined to implement urban design principles that will insure a positive future for Salt Lake City.

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