

PLANNING COMMISSION STAFF REPORT
Legislative Item



Planning Division
Department of Community
and Economic Development

300 S Right-of-Way Width Reduction
Partial Street Closure PLNPCM2013-00882
300 South, Between 500 and 600 West
December 11, 2013

Applicant: BreAnne
McConkie, Redevelopment
Agency of Salt Lake City

Staff: Daniel Echeverria,
Daniel.echeverria@slcgov.com
801-535-7165

Current Zone: D-3,
Downtown
Warehouse/Residential District

Master Plan Designation:
Gateway District, Mixed Use
Retail

Council District:
Council District 4, Luke
Garrott

Community Council:
Downtown Community
Council

Current Uses:
Vacant, Warehouse, and
Industrial

Attachments:
A. [Conceptual Diagrams](#)
B. [Photographs](#)
C. [Department Comments](#)
D. [Policy Documents](#)
E. [Additional Applicant
Information](#)

Request

The Redevelopment Agency of Salt Lake, represented by BreAnne McConkie, is requesting that the City approve a partial street closure to reduce the width of 300 South between 500 and 600 West. The right-of-way would be reduced from approximately 132' to 85' in width. If approved, the Redevelopment Agency intends to acquire the newly created property in exchange for public infrastructure improvements. The purpose of the proposal is to reduce the street width to a more pedestrian scale and encourage the use of 300 South as a festival street. The Planning Commission is required to transmit a recommendation to the City Council for Street Closure requests.

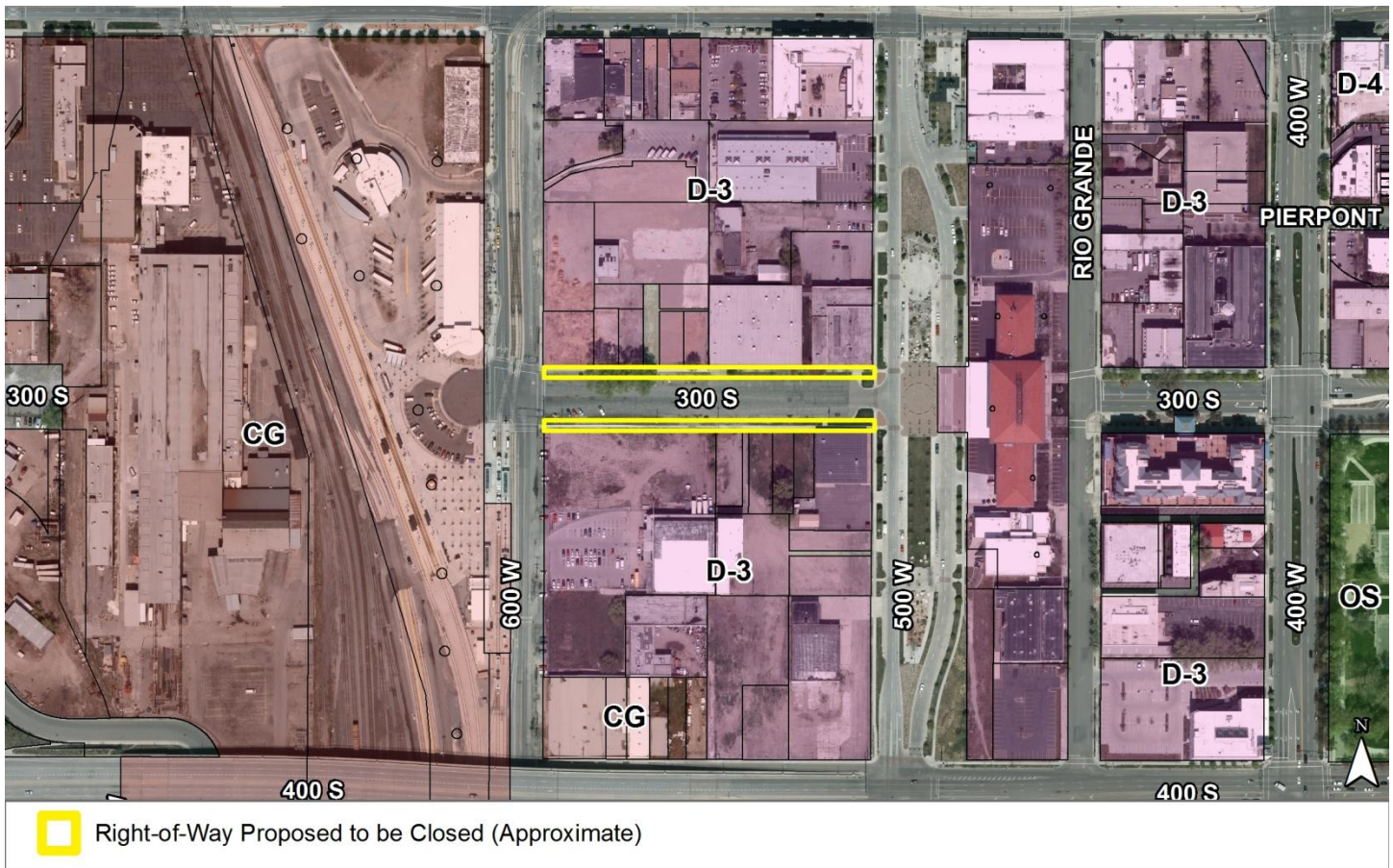
Recommendation

Based on the findings listed in the staff report, it is the Planning Staff's opinion that overall the project generally meets the applicable standards and therefore, recommends the Planning Commission transmit a favorable recommendation to the City Council relating to this request.

Recommended Motion:

Based on the testimony, plans presented and the following findings, I move that the Planning Commission transmit a positive recommendation to the City Council relating to this request to close a portion of 300 South, located between 500 and 600 West.

VICINITY MAP



Background

Project Description

The Redevelopment Agency of Salt Lake (RDA), represented by BreAnne McConkie, is requesting that the City approve a partial street closure to reduce the width of 300 South between 500 and 600 West. The right-of-way would be reduced from approximately 132' to 85' in width, creating approximately 31,000 square feet of new parceled property along the street. The purpose of the proposal is to reduce the street width to a more pedestrian scale and encourage the use of 300 South as a festival street as part of the RDA's redevelopment plans for the area.

The RDA developed a preferred development plan for the blocks directly north and south of 300 South as part of its strategy for development of the Intermodal Hub area and implement portions of the *Gateway Specific Plan* and *Gateway District Land Use and Development Master Plan*. The preferred development plan, building on the pedestrian plaza and festival proposals for 300 South from the *Gateway Specific Plan* and *Gateway District Land Use and Development Master Plan*, designates 300 South as a festival street that could support more pedestrian use of the right-of-way, while still allowing for vehicle traffic. Conceptual diagrams associated with the preferred development plan envision the reduced 85' right-of-way being abutted directly by buildings that provide a more pedestrian oriented scale of development. These conceptual diagrams are located in Attachment A. These renderings are conceptual and do not necessarily reflect the development that will result.

If the proposal is approved by the City Council, the parcels of land created by the closure are planned to be traded to the RDA in exchange for public infrastructure improvements. Normally, newly created real property is sold directly to adjacent property owners. However, the RDA negotiated with these adjacent property owners for the rights to any newly created real property that would result from the street closure. The RDA plans to negotiate the transfer of the property to the adjacent property owners at a later date in exchange for their participation in the public improvements and redevelopment that the RDA is planning on the adjacent blocks.

Public Notice, Meetings and Comments

The following is a list of public meetings that have been held related to the proposed project:

- The Downtown Community Council was notified of the proposal on October 22nd and given 45 days to respond with any concerns. The Community Council declined to respond to the proposal.

Notice of the public hearing for the proposal includes:

- Public hearing notice mailed on November 26.
- Public hearing notice posted on property on December 2.
- Public hearing notice posted on City and State websites on November 26.
- Public hearing notice emailed to the Planning Division listserv on November 26.

City Department Comments

The comments received from pertinent City Departments / Divisions are attached to this staff report in Attachment C. The Planning Division has not received comments from the applicable City Departments / Divisions that cannot reasonably be fulfilled or that warrant denial of the petition.

Analysis and Findings

Street Closure

In 1999, the City Council adopted a street closure policy that includes the following provisions:

- 1. It is the policy of the City Council to close public streets and sell the underlying property. The Council does not close streets when the action would deny all access to other property.**

Analysis: If the City Council approves of the street closure, the RDA intends to acquire the newly created real property in exchange for public infrastructure improvements of equal or greater value. The RDA has secured consent agreements from the adjacent property owners which waive their rights to purchase the newly created property from the City. However, as a condition of these agreements, the RDA is to provide access easements onto 300 South that would maintain access to their properties from the street.

Finding: Closing the proposed portion of 300 South would not deny access to the properties adjacent to the closure.

- 2. The general policy when closing a street is to obtain fair market value for the land, whether the abutting property is residential, commercial or industrial.**

Analysis: As discussed above, the property owners adjacent to the property have entered into agreements with the RDA waiving their right to purchase the newly created property directly from the City. If the property is closed, the RDA intends to acquire the property from the City in exchange for public infrastructure improvements of equal or greater value.

Finding: In accordance with this policy, the RDA intends to provide infrastructure improvements of equal or greater value to the City in exchange for the land.

3. **There should be sufficient public policy reasons that justify the sale and/or closure of a public street and it should be sufficiently demonstrated by the applicant that the sale and/or closure of the street will accomplish the stated public policy reasons.**

Analysis: The proposed street closure is located in the area addressed by the *Gateway District Land Use and Development Master Plan* (Attachment D), adopted in 1998. That plan provided the following policy related to the proposed street closure:

The potential development of an intermodal station along 600 West and 200 South would provide an opportunity for Transit Oriented Development (TOD) in which community needs and services are combined with those of commuters to benefit the neighborhood as well as the transit system. 300 South Street between the intermodal station and the Rio Grande Depot should develop as a pedestrian oriented plaza and street and make a visual and physical connection to the Depot.

In respect to this policy, the proposal by the RDA is to narrow the street in order to make the street width more pedestrian in scale. The reduction of the right-of-way would allow buildings to be developed closer to the street, which can create a sense of enclosure and thereby make the street more comfortable and inviting for pedestrians to use. Contemporary urban design theory suggests that the ideal minimum building height to street width ratio for a downtown area is 1:1, or 1 foot of height for every 1 foot of right-of-way width. This ratio is the approximate level at which pedestrians tend to feel most comfortable walking in a built environment. The current zoning and long-range plan for the area suggest a maximum height of 75' for development in the area, with some allowance for additional height through a review process. A street width reduction would bring the development potential for the area more in line with this ideal enclosure ratio.

Currently, the right-of-way is mostly asphalt devoted to automobile use. Wide open streets, along with wide travel lanes tend to encourage the perception that the street is automobile oriented, leading to a driver perception that higher speeds are acceptable and to lower awareness of possible pedestrian use of the street. Due to this perception, pedestrians are less likely to feel comfortable using the street. A reduced width can, with the necessary pedestrian improvements, create the perception that the street is pedestrian, rather than automobile oriented.

The addition of improvements to the right-of-way, such as landscaped medians, wide sidewalks or wide park strips, can help change the automobile oriented perception without narrowing the street. However, these improvements would not necessarily create the same sense of enclosure and pedestrian scale of development that would be created by narrowing the right-of-way. The concepts developed for this street include pedestrian amenities such as sidewalk and park strip improvements, in addition to the street narrowing. A narrow, pedestrian designed street is more conducive to closing of a street for various events necessary to create a festival street. The *Gateway Master Plan* identify this section of 300 South “between the intermodal area and the Rio Grande Depot” as a street where “festivals and gatherings” should occur. These concepts and comparable pedestrian oriented street examples can be seen in Attachment A.

The “intermodal station” referred to by the *Gateway District Master Plan* has since been redeveloped to serve as a central point for Utah Transit Authority’s (UTA) light rail and commuter rail transit lines.

Although the Intermodal Hub does not serve as a view terminus to the south of end of 300 South due to its slightly offset location, the amount of transit users at this location could support the significant pedestrian connection from the Intermodal Hub to the Rio Grande depot proposed in the plan. As discussed, the street narrowing and potential pedestrian improvements would generally lend themselves to the development of the area as a mixed use Transit Oriented Development (TOD) and support future resident's ease of walkability and accessibility to transit options. In accordance with the policy, the right-of-way narrowing would still maintain views to and from the Rio Grande Depot and support pedestrian oriented improvements that physically connect it to the Intermodal Hub.

Possible right-of-way reductions were proposed in the *Gateway District Master Plan* as concepts for streets that “do not connect across the highway and serve the immediate area,” including 700 South and 100 South. The section of 300 South in this proposal fits within this context, as it is isolated by its location between the Rio Grande Depot and the Intermodal Hub. The plan further notes that “Smaller, pedestrian friendly streets will serve to support smaller neighborhood needs and will be fronted with a mix of small-scale commercial and residential uses.” The proposed right-of-way reduction is in-line with these policies.

The *Salt Lake City Urban Design Element* (Attachment D) also notes the following with regard to right-of-way widths:

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.

The *Urban Design Element* expands on this with a policy regarding vacating of streets:

“Decline to vacate streets, alleys and other public rights-of-way unless it is demonstrated that the vacation will result in a public benefit.”

In accordance with this policy, the proposal is to reduce the width of a street in order to make better use of the space for a pedestrian plaza and street, which would generally benefit the public. The *Design Element* specifically cites the 132 foot width as a problem for pedestrian movement and interaction, and the proposed reduction can help alleviate those problems.

The *Transportation Master Plan Major Street Plan* map (Attachment D), adopted in 2012, identifies 300 South between 500 and 600 West as a local street, which as described in the plan provides “direct access to and from abutting property. Local streets are usually one lane in each direction meant to carry traffic over short distances and at low speeds.” The right-of-way narrowing proposal would maintain sufficient space for at least one lane in each direction. For perspective, the proposed 85' right-of-way width is similar to the width seen along 2100 South from Highland Drive to 1300 East. That street segment ranges mainly between 85' and 90' in width with wider portions near intersections to accommodate turning lanes and currently has 4 lanes of traffic and a middle turning lane. As opposed to 2100 South, this street segment is isolated by its connection to the Rio Grande building and the Intermodal Hub, which naturally tends to maintain its usage to a low level of local traffic. The narrowing of the right-of-way is thus not expected to significantly impact traffic patterns or use of the street.

With regard to local streets, The *Gateway Specific Plan* (Attachment D), a companion to the *Gateway District Land Use and Development Master Plan*, includes policies and objectives that encourage narrower streets. Specifically, local streets should be designed “in a manner that is pedestrian friendly and encourages slower traffic speeds.” Additionally, it sets a policy to “design narrower streets which are pedestrian friendly and accommodate angled or parallel parking.” As a result of the right-of-way narrowing, the street itself would be narrowed, providing one component of an improved pedestrian environment in compliance with these policies and objectives. Regarding the possibility of the use of the street for festivals, the companion document also calls for providing “adequate electric and water service in areas where festivals and gatherings are likely to occur, such as 500 West greenway, (and) 300 South between 500 West and 600 West.”

Finding: The relevant City master plans have established policies that are compatible with the proposed right-of-way reduction and the proposal will help accomplish the policy to create a pedestrian oriented plaza and street between the Rio Grande Depot and the Intermodal Hub.

4. The City Council should determine whether the stated public policy reasons outweigh alternatives to the closure of the street.

Analysis: As an alternative to the proposal, the City could maintain the same right-of-way width for the street. The City would still have the option of reconfiguring the automobile and pedestrian accessible portions of the street. One possible option could include reducing the vehicle accessible portion of 300 South from approximately 85’ to the 53’ that is shown in the concept plan. This could be accomplished by expanding the sidewalk and landscaping in that portion of the right-of-way. Street trees or other large amenities could be provided along the street edge to simulate the sense of enclosure that building facades spaced closer together would bring to the street. Large trees can help create a sense of enclosure where buildings are not doing the same. One example of such enclosure can be seen along 300 South between 300 and 400 West. The trees along the north edge of Pioneer Park help enclose the street, simulating the enclosure that the tall buildings on the north side of the street provide.

However, not reducing the right-of-way could be a barrier to maintaining a critical mass of users of the street, a necessity for a successful pedestrian plaza as envisioned by the *Gateway District Land Use and Development Master Plan*. Too wide of a street crossing distance may create a barrier to pedestrian users of the street and reduce the potential for active crossing and use of the street that would otherwise support successful retail uses along the plaza. Furthermore, although street trees can simulate a sense of enclosure for pedestrians, their slight transparency does not have the same effect as a solid building facade. This can be especially apparent during the winter months when street trees lose their leaves and no longer provide a visual barrier and enclosure.

Finding: The alternative to this request is to maintain the street width of approximately 132’. Staff finds that the proposal has the potential to create a more active pedestrian plaza and street with a limited 85’ right-of-way width than with the existing 132’ right-of-way.

Commission Options

The Planning Commission is a recommending body for the matter, so the City Council can choose to agree with the Planning Commission recommendation, modify the recommendation, or disagree with it.

The Planning Commission can adopt the recommendation and forward a positive recommendation for partial closure of the street to the City Council. The Planning Commission can also propose a modification to the proposal, such as a reduction or increase in the proposed right-of-way width. The Planning Commission should

focus on the specific request and seek buy in from the applicant for any modifications. If the modification is acceptable, the Planning Commission can forward a positive recommendation for the modified partial street closure to the City Council.

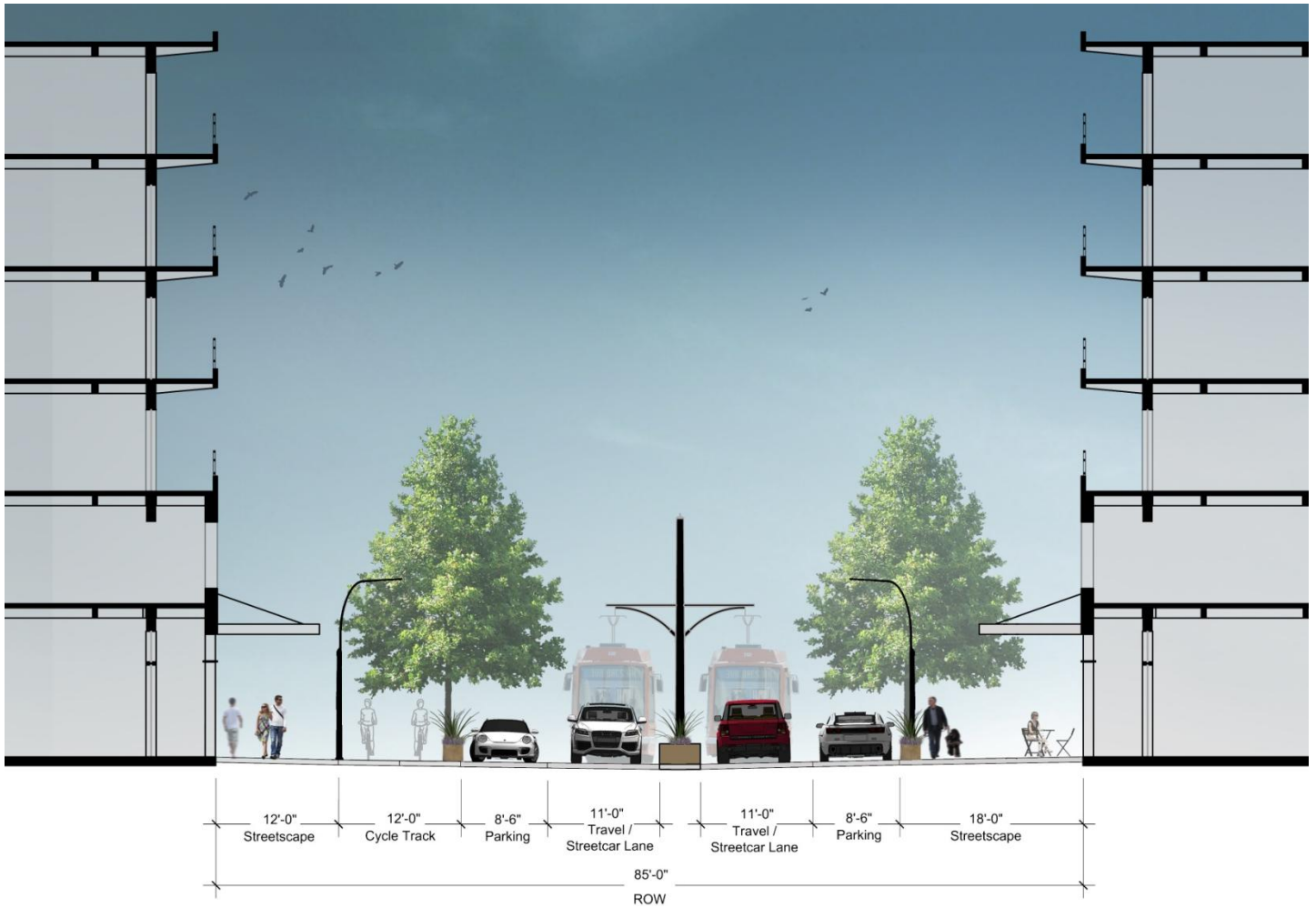
Alternatively, the Planning Commission can forward a negative recommendation of the partial street closure to the City Council. In any of the above cases, the City Council will then schedule a public hearing and could then make a decision to either approve the street width reduction, with or without modifications, or reject it.

Potential Motions

Not Consistent with Staff Recommendation: Based on the testimony, plans presented and the following findings, I move that the Planning Commission transmit a negative recommendation to the City Council relating to this request for a partial street closure for 300 South, between 500 and 600 West.

Attachment A

Conceptual Diagrams



Conceptual diagram of the proposed 85' right-of-way and street elements. The height of the buildings to width of the street is close to the ideal 1:1 enclosure ratio

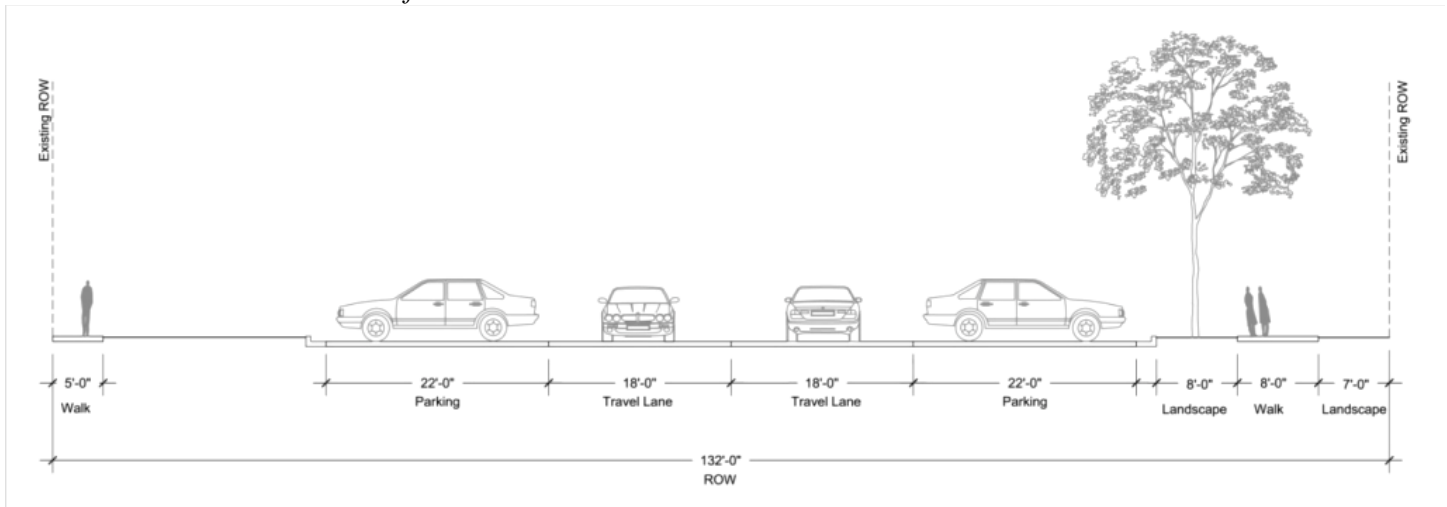


Diagram showing the current 132' wide configuration of the 300 South right-of-way between 500 and 600 West



Overhead diagram/map of the proposed festival street in the context of possible redevelopment on the blocks adjacent to 300 South



Fillmore Plaza / Street - Denver, CO

Example of an approximately 85' foot wide pedestrian oriented right-of-way in Denver, CO

Attachment B

Photographs



Panoramic view of 300 South from Rio Grande Depot (500 West)



Westward view from east end of 300 South (500 West)



Eastward view from west end of 300 South (600 West)



Panoramic view of 300 South from Intermodal Hub (600 West)



View of Rio Grande Depot from the middle of 300 South

Attachment C

Department Comments

CITY DEPARTMENT REVIEW 300 South Right-of-Way Reduction

Project Address: 300 South, between 500 and 600 West

Applicant: Redevelopment Agency of Salt Lake City

Department/Division: Fire
Reviewer: Ed Itchon
Phone: 535-6636

Review Comments:

With the street narrowed to 85 feet wide, how will parking be arranged? At the present it looks like 45 degree now.

Staff Response: The final configuration of the street has not been determined. Conceptual diagrams show the parking arranged parallel to the curb on both sides of the street.

Department/Division: Public Utilities
Reviewer: Brad Stewart
Phone: 483-6733
Review Comments: No comments received.

Staff Response: The RDA will continue to work with Public Utilities department regarding impacts to existing public utility facilities and any new facilities or utilities required as part of this right-of-way width reduction.

Department/Division: Engineering
Reviewer: Scott Weiler
Phone: 535-6159
Review Comments:

The applicant needs to pay for the market value of the land to close public right-of-way.

Staff Response: In lieu of payment, the RDA is prepared to trade with the City to acquire the newly created property parcels. The RDA is planning to fund public infrastructure improvements of equal or greater value in exchange for the parcels.

Department/Division: Transportation
Reviewer: Barry Walsh
Phone: 535-7102
Review Comments:

The partial closure is being proposed in order to develop a new mid block street, increase pedestrian connectivity, encourage transit-orientated development, adaptive reuse of historic buildings, and minimize surface parking by narrowing the right-of way from 132' to approximately 85'. The redesign of 300 South as a pedestrian-oriented, plaza-like space needs to remain open to vehicular traffic, ensure access to abutting properties, and include bicycle and possible transit elements for a complete multi model Street. Maintaining on-street parking, whether parallel or angled, also needs to be considered.

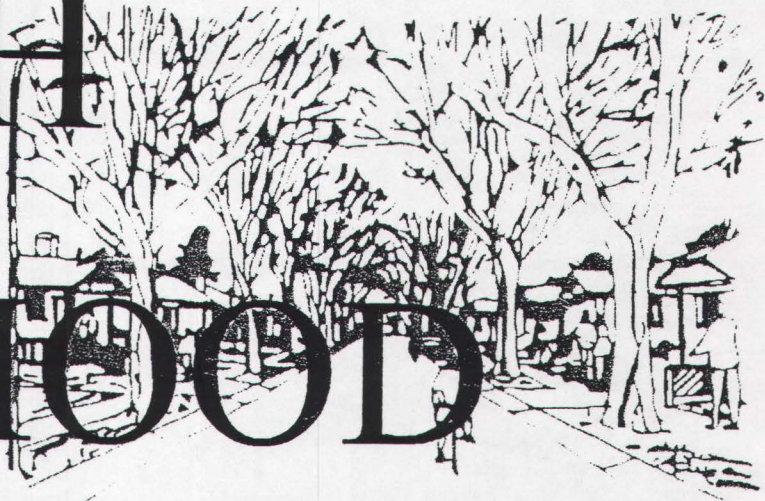
closely on the proposed street width reduction to ensure that the proposed 85' ROW meets those goals and objectives by developing a Conceptual Exhibit showing that all proposed elements fit within the reduced 300 South ROW corridor. The Conceptual Exhibit will also help define the scope and impact of the reduction on the abutting 500 West roadway median plaza and the 600 West roadway Trax Station.

Staff Response: The RDA has been and will continue to work with the Community and Economic Development Department, including the Transportation Division, to meet the City's desired goals and objectives with the proposed right-of-way reduction and street redesign. As shown in the conceptual diagrams in Attachment A, the RDA proposal is aimed at ensuring a multimodal "complete street" on this street segment.

Attachment D

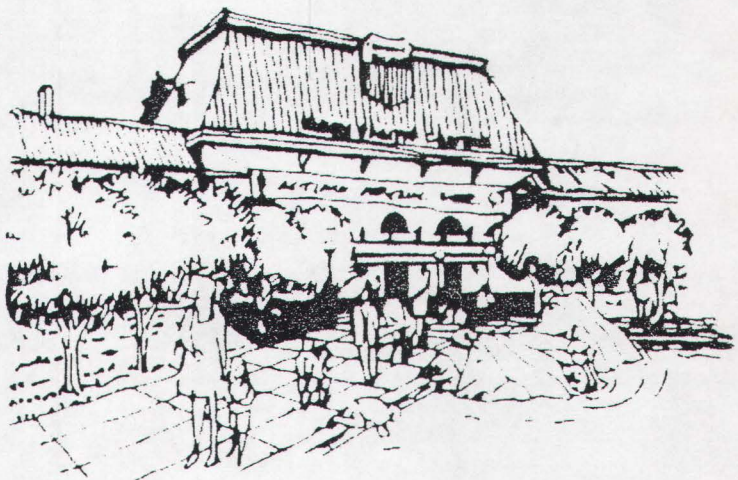
Policy Documents

• CREATING
AN URBAN
NEIGH
• BORHOOD



Gateway District Land Use
& Development
Master Plan

ADOPTED BY SALT LAKE CITY
PLANNING COMMISSION JULY 9, 1998
CITY COUNCIL AUGUST 11, 1998



With an International Distinction, Grounded in a Salt Lake City Tradition.

\$3.00

Rio Grande Sub-district

A Unique and Historic Area

The Rio Grande Depot provides the focus of this neighborhood. The depot should be protected so that it remains an integral and active piece of the emerging pattern of development.

With the transition of the California Tire and Rubber Company building to residential use, the trend for residential reuse of existing historic buildings continues following the example of ArtSpace and other

housing developments in the area. Housing will be varied and accommodate all incomes. The mix of uses found in each reuse development provides for a variety of housing types combined with retail commercial uses such as shops, restaurants, day care, galleries, and studios.

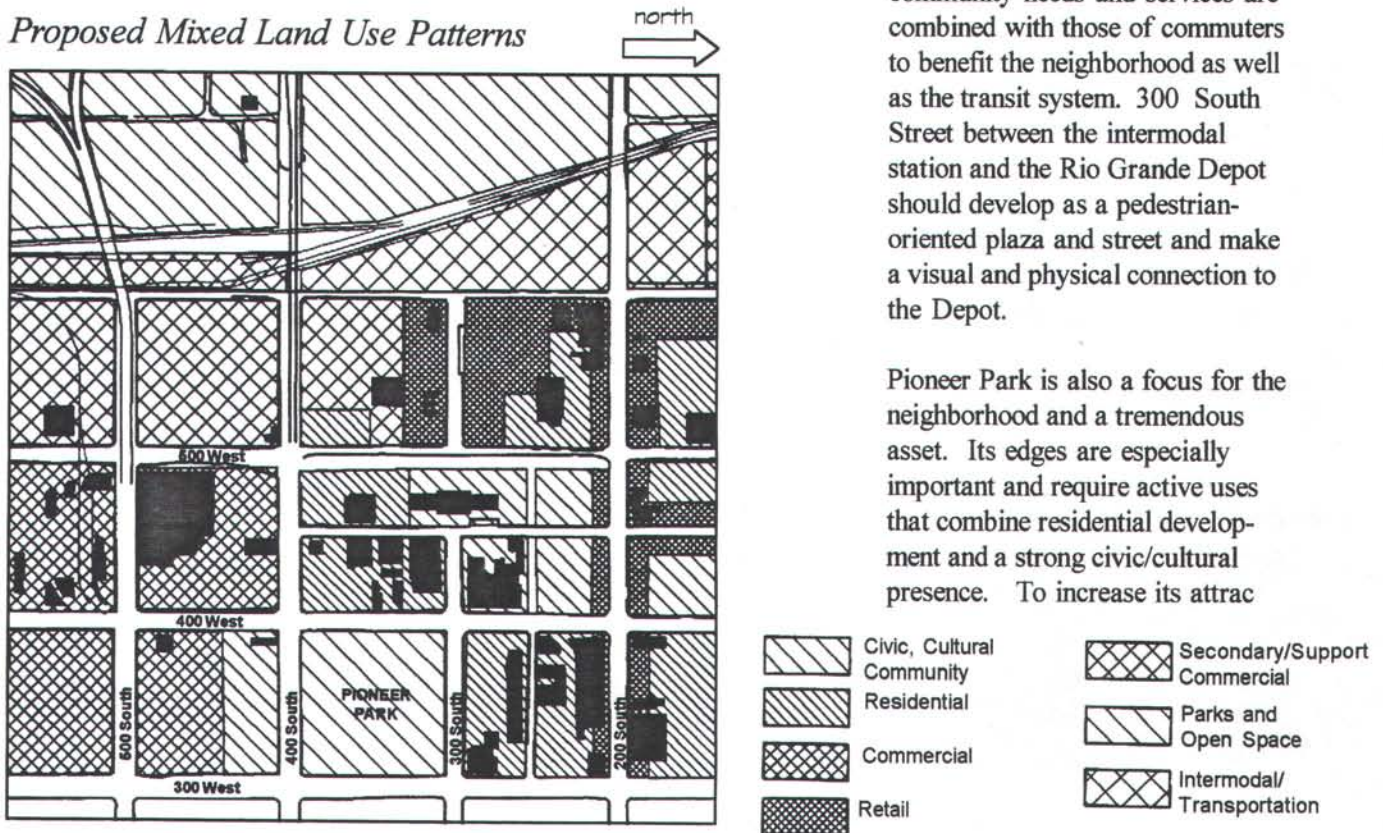
New development will complement a rich inventory of unique and historic buildings. Established

patterns of scale and character will be enhanced and protected as a “finer grain” of streets, blocks and buildings emerges. New development should provide community services needed by residents of the area.

The potential development of an intermodal station along 600 West and 200 South would provide an opportunity for Transit Oriented Development (TOD) in which community needs and services are combined with those of commuters to benefit the neighborhood as well as the transit system. 300 South Street between the intermodal station and the Rio Grande Depot should develop as a pedestrian-oriented plaza and street and make a visual and physical connection to the Depot.

Pioneer Park is also a focus for the neighborhood and a tremendous asset. Its edges are especially important and require active uses that combine residential development and a strong civic/cultural presence. To increase its attrac

Proposed Mixed Land Use Patterns





Urban residential neighborhood street.

tiveness, programmed events and programs will be necessary to activate the park.

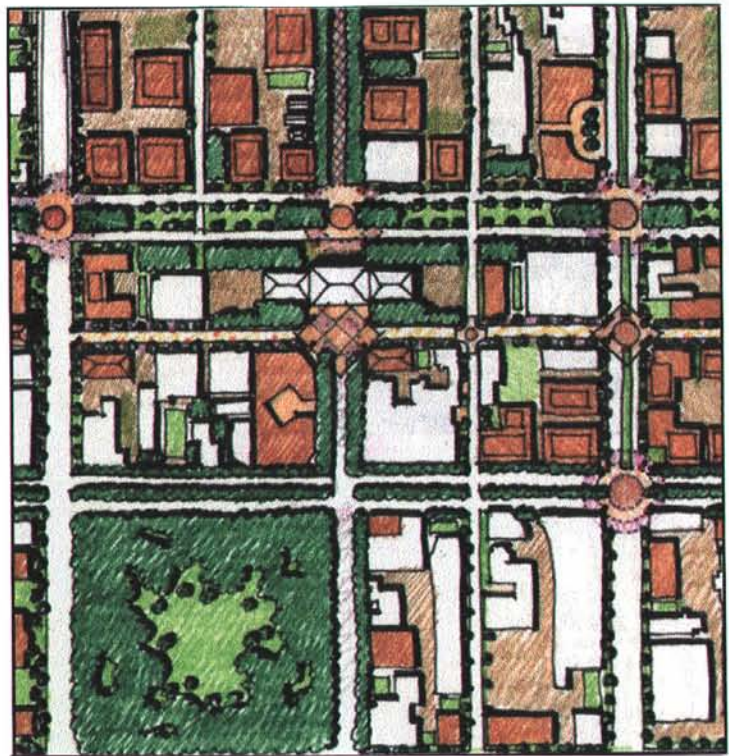
Community service uses such as a community center, local grocer, branch library, social service center, senior citizen center, medical clinics, churches, schools, day care, mar-



Pioneer Park Farmers Market.



Urban residential adapted reuse.



Development Plan Concept

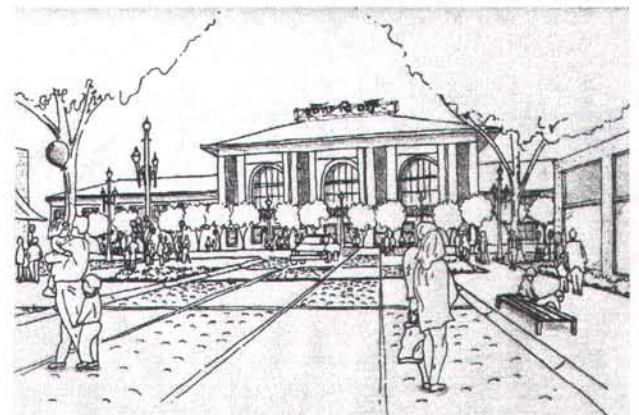
kets, public transit, veterinarian, offices, galleries and studios will meet the varied needs of residents.

Social service agencies and homeless individuals and families are a part of the neighborhood and will continue to be served and integrated with development.

Implementation Issues:

- Provide the necessary social services in ways that are compatible with new and existing businesses and development.
- Work with Salt Lake City Parks and Recreation and other partners such as the Downtown Alliance to program and activate Pioneer Park.

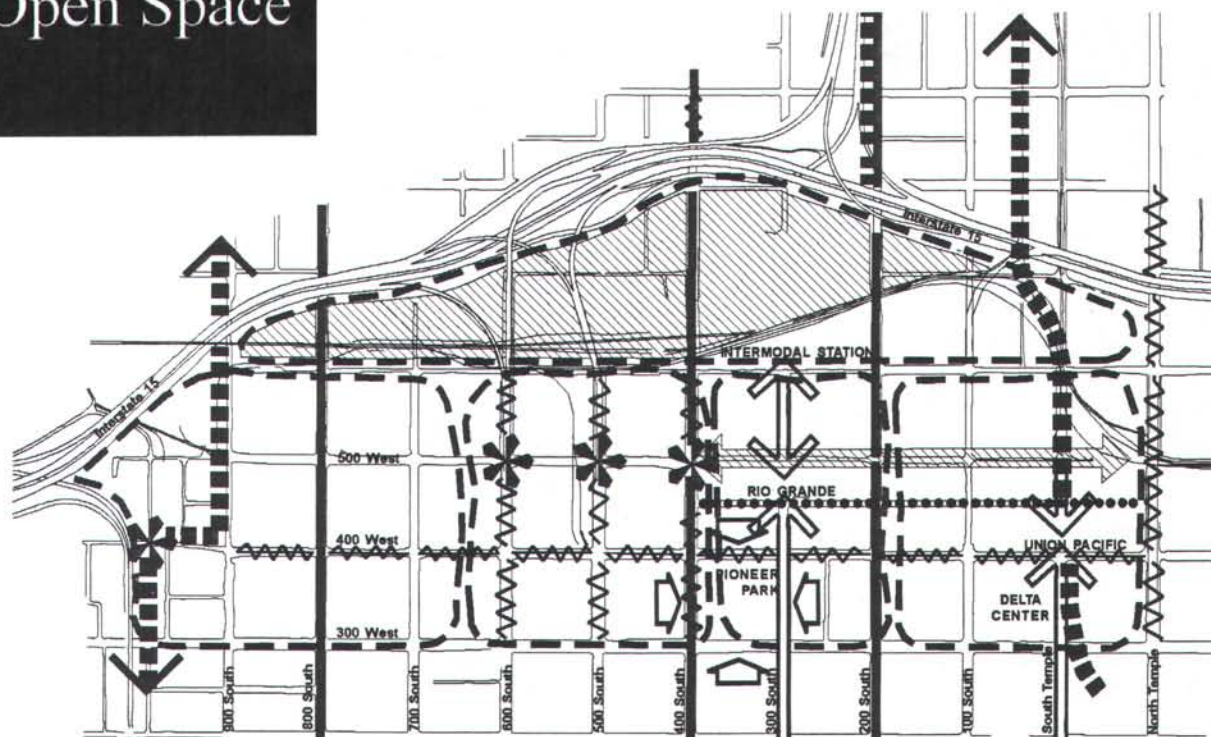
- Continue the on-going police presence in the park to increase safety and security in the neighborhood.
- Work with the State and/or developers to determine a suitable reuse for the Rio Grande Depot.
- Work with designers and developers of the intermodal station facility so that it provides a strong terminus to 300 South Street and reinforces the connection between the station and the depot.



300 South Street west of the Rio Grande Depot.

A Framework
of Streets and
Open Space

The Ties that Bind



The Gateway District is located in a vital part of the City. Yet it must be connected to –

- residential, business, civic and cultural neighborhoods surrounding the Gateway District;
- a hierarchy of streets and paths that actually make those important physical connections;
- landscape elements – parks, open space, urban trails, streetscapes – that are the green thread woven through the City;
- the broader landscape that is the community backdrop and setting; and
- the skyline and the cityscape that are the familiar landmarks by which Salt Lake City is recognized.

The Gateway has a number of focal points with historic, visual, or cultural importance that help to establish the character of each individual sub-district as seen in the map above. In addition, there are connections between these focal points that become obvious linkages between the various sub-districts.

Rio Grande and Union Pacific Sub-districts

The Rio Grande and Union Pacific sub-districts are strongly anchored by the two historic railroad stations. The major streets between the two areas (400 West, 500 West and Rio Grande Streets) are important connections.

Other major attractions in the area include the Delta Center, host of major sporting and entertainment events, and Pioneer Park, the oldest park in the Salt Lake valley and site of the first Pioneer settlement in the valley.

Hospitality and South Sub-districts

Focal points influencing the sub-districts include the “touch down” points of the redesigned I-15 off-ramps and on-ramps at 500 West and 500 and 600 South Streets, the 400 South bridge, and the new terminus of the 900 South off-ramp at 400 West and roughly 950 South (this is highly recommended and in the study phase.) These welcoming points are fantastic opportunities for creating the tone for developing the entire area and will greatly influence a visitor’s impression of the city.

Need for Connections

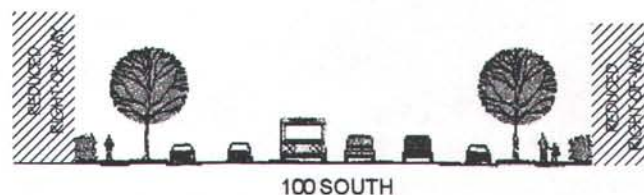
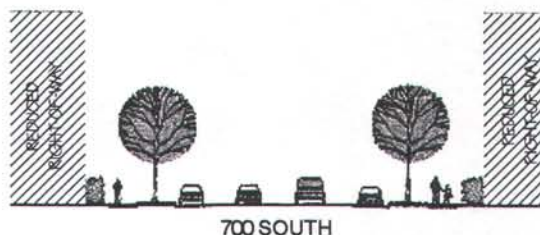
Because Gateway was essentially walled-off by major transportation systems, the neighborhoods in the Gateway have had little connection to each other or to the larger, surrounding area. The major causes of the isolation of the area will be removed with the consolidation of the rail lines and the redesign of the viaducts, but much attention needs to be paid to the establishment of connections that serve to reweave the fabric of the Gateway into one cloth. These connections, or “linkages” must be attractive to all – pedestrians, bikes, automobiles and mass transit – to create the vibrant quality of street life anticipated in this plan. Connections are not limited to roadways; bring City Creek to the surface is a unique opportunity for Salt Lake Valley.

Streets

Streets That Create Neighborhoods: Smaller, pedestrian-friendly streets will serve to support smaller neighborhood needs and will be fronted with a mix of small-scale commercial and residential uses. Rio Grande, 100 and 700 South Streets do not connect across the highways and serve the immediate area. Special

attention to the ends of these streets will accentuate their importance.

New streets created to divide the large blocks into smaller development areas will receive special treatments — they will have widened walkways and planted park strips on the edges of the roadway, and on-street parking to serve businesses and residents.





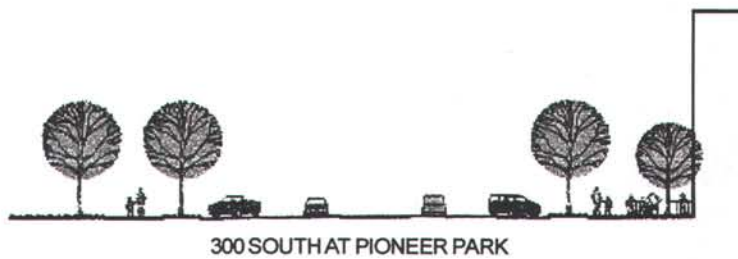
A "finer grain" of neighborhood residential streets break-up the 10 acre block patterns.

Streets That Serve Business and Industry: Existing businesses and new businesses are a vital part of the neighborhoods. They need good, convenient access to the highway, and they require roadway patterns that can support delivery and transport of goods by truck. Streets like 600 West will continue to serve business. Improved access from 400, 500 and 600 South Streets greatly benefit the area. Truck routes will provide convenient access to business, but should avoid travel on residential and neighborhood streets.



Public Transportation

Mass transit — light rail vehicles and buses — greatly improve access and mobility in Gateway. There is a direct connection between land use patterns and public transportation systems. Public transit can encourage development and redevelopment, and development patterns and densities can benefit transit ridership.



Transit must, therefore, be an integral part of major streets and be attractively incorporated into the design. Opportunities for Transit Oriented Development (TOD) will occur in the Gateway particularly at Light Rail Transit (LRT) station locations, and the intermodal hub.



The north/south light rail line will terminate in front of the Union Pacific Depot on South Temple. The east/west line, an integral part of Gateway, will link with the north/south line via 400 West and 400 South. LRT and east/west buses will also connect the Gateway to downtown Salt Lake City, the airport and the University of Utah.

Open Space, Urban Trails and Public Facilities

Just as streets help to create a sense of place, so can a network of open space and urban trails. City Creek brought back to the surface is an essential ingredient in the Gateway District. It is part of the green thread that is a “reminder to remember” that City Creek once belonged to the Gateway District. It will once again be a part of the Gateway neighborhoods by meandering through public and private develop-

ment projects toward the Jordan River.

An urban trail associated with City Creek will provide additional pedestrian and bicycle connections. Because of potential soil contamination in the area, much of the City Creek watercourse will have an urban and contained quality.

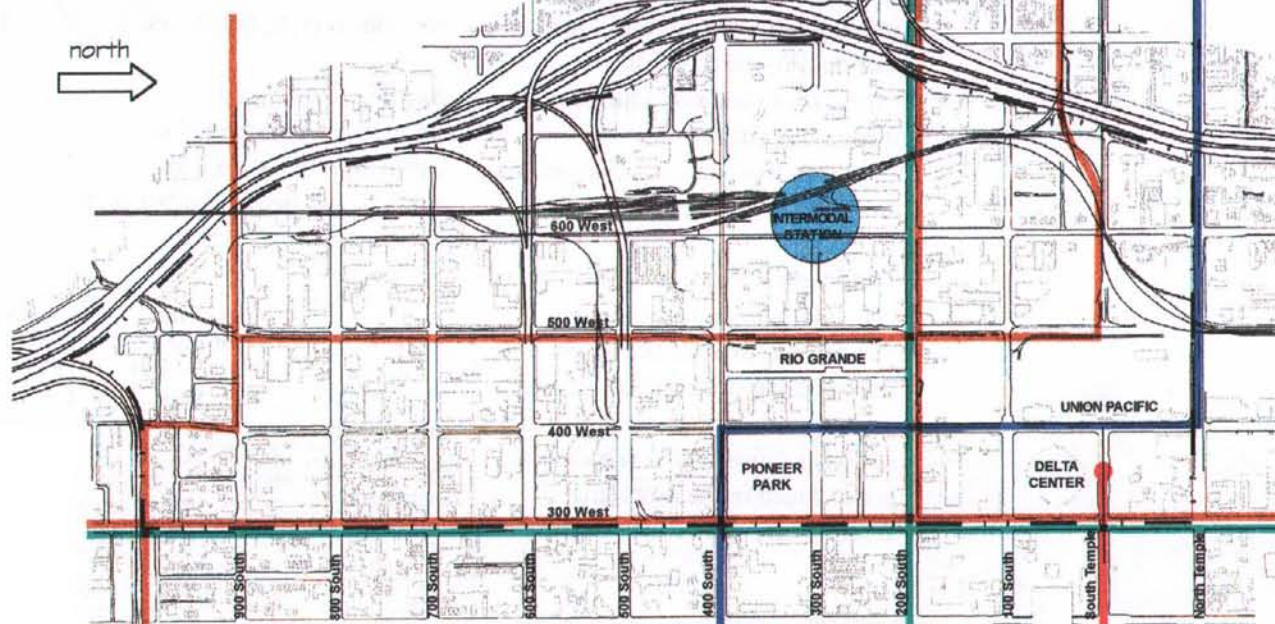
A similar opportunity exists at the southern end of the Gateway. When the existing 900 South off-ramp is abandoned, and the fill removed, the right-of-way will remain. It should be used for an urban trail linking to the Jordan River Parkway.

Other open space elements are also critical to Gateway. They are part of the streetscape linear park system; part of an internal network of mid-block pedestrian and bicycle connections within the district and to surrounding neighborhoods; part of a

City-wide open space system of bike and pedestrian trails; and part of a larger system of parks and plazas that create places for gathering, recreating, and celebrating community events and festivals.

Gateway Commons is a critical element in this system and is also a place where public recreation facilities will be developed. In addition to the recreational opportunities in the Commons, there is a strong desire to develop additional cultural and educational facilities in the Gateway. In each of the five Gateway sub-district descriptions, these opportunities have been explored.

The railroad corridor at approximately 600 West Street will remain in Gateway for several years. The edges of the rail corridor should be treated so that the public is safe, it should be landscaped, and it should provide safe pedestrian and vehicular crossing.



Public Transit in the Gateway



A Transformation of the Gateway

The Gateway District has been in decline for a long time, but change is taking place. Some changes will occur fairly rapidly – within the next five years, and others may take 30-50 years to be realized. The transformation of the Gateway District is a complex undertaking requiring a substantial long-term involvement of many players, both public and private, and encompassing many issues, both technical and social. The development of Gateway will evolve over time and adjustments to the implementation strategies will be necessary as conditions change. A strong focus is essential.

The following section outlines general implementation issues that are common to more than one planning sub-district. Implementation recommendations that apply specifically to a sub-district are included in the preceding discussions of each sub-district.

COMMUNITY BUILDING

Housing

Housing should be the focus for development throughout the Gateway sub-districts. Housing is integral to creating communities in each of the sub-districts and should be promoted in all circumstances. Where commercial and other uses are appropriate, housing will be considered on upper floors.

Residential Density

An analysis of potential densities based on Floor Area Ratios (FAR) and building height limitations is included below. Over the entire

Subdistrict /Area	Average Number of Units Per Acre	Estimated Total Population (@ 1.75/unit)
Union Pacific	44	6,022
Rio Grande	56	5,659
Hospitality	3	244
Timber, Tailor...	7	896
Commons	2	119
Total	16	12,941

project area of approximately 650 acres, an average density of 16 units per acre is recommended, which is roughly equivalent to the residential density in the East Downtown neighborhood. Recommended densities result in a total population of nearly 13,000 upon implementation of the plan.

Social Services

Well-managed social services should not be forced to relocate from the Gateway District, but additional steps are needed to deal with the impacts of loitering, crime and littering properties.

Social services must be encouraged to provide the highest quality of service. To address loitering problems, emphasis should be placed on providing spaces where clients can line-up inside rather than on the street for meals. Shelter guests should have places to go when facilities are closed during the day.

Increased activity is key to addressing these problems. More homes and businesses, increased recreational and community activities at Pioneer Park and other planned public facilities, increased Neighborhood Watch Programs, police presence and perhaps a corps of downtown guides should help address these problems.

Neighborhood Services

Creating a neighborhood means providing a living-working environment that is self-sustaining with a strong local economy. Commercial services for residents and businesses must be incorporated in each of the sub-districts. Grocery, gathering and leisure activity places, and personal services are most important.

URBAN DESIGN

Great Streets

Streets should be landscaped and have inviting sidewalks for pedestrians. Streets that should be improved first are:

- *400 and 500 West Streets (Segment north of 400 South), and*
- *200 South (Between I-15 and 400 West).*

Bicycle pathways need to be developed on 300 and 500 West, and on 200 and 800 South Streets.

Utility capacities should be analyzed and improved to meet service requirements posed by future development. Major upgrades should be identified in a Comprehensive Utility Master Plan for the Gateway area.

Festivals and gatherings of many types will be part of the Gateway. Adequate electric and water service should be provided in areas where these events are likely to take place, such as:

- *500 West Boulevard/ Linear Park,*
- *300 South between the intermodal area and the Rio Grande Depot,*
- *the large plaza behind the Union Pacific Depot, and*
- *any other developed public spaces.*

Sidewalks, trees, benches, bike racks, planters and public art must be an essential part of every Gateway street. A specific urban design plan is necessary for each sub-district of Gateway. A detailed sub-district design theme should include lighting, signing, paving, side-

walks, crosswalks, landscape materials and site furnishings. The City must create a positive image that reflects excellence in design of public infrastructure such as viaducts, streetscapes, sidewalks and open spaces; in architectural designs that are statements of quality and regional design; and in the use of materials, colors, and details of design that set a style and identity for the neighborhoods.

Views and Vistas

Important view corridors to Temple Square, the City and County Building and the downtown skyline must be maintained. Buildings should not exceed 90 feet in height without special review. A variety of building heights is desired. Buildings should reflect the character and scale of those already existing in Gateway. Buildings located along 400, 500 and 600 South Streets in the Hospitality Neighborhood may be more than 90 feet by special review.

Views to the two depots are also important and should be maintained by setting new buildings back to preserve the mass of the depots.

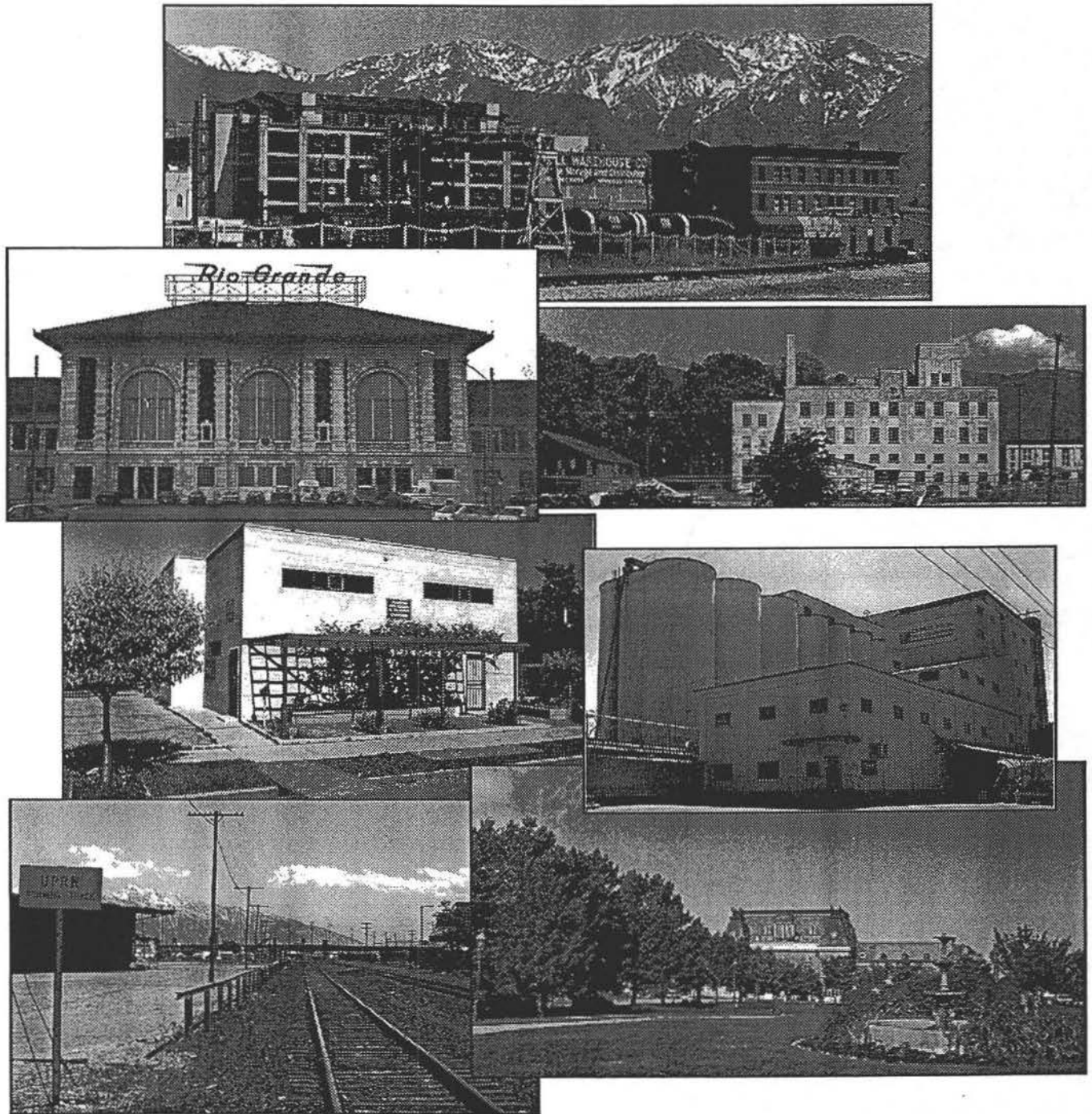
Billboard Control and Overhead Power Lines

Billboard controls must be established to facilitate removal of existing billboards and prohibit the installation of new billboards. Overhead power lines should be buried.

Public Art

Public Art is a vital part of establishing the character of the area as a Gateway of the City - welcoming, inviting and exciting. Particular attention should be paid at the following locations:

THE GATEWAY SPECIFIC PLAN



PREPARED FOR SALT LAKE CITY
BY THE SALT LAKE CITY PLANNING DIVISION

ADOPTED BY THE SALT LAKE CITY PLANNING COMMISSION JULY 9, 1998
ADOPTED BY THE SALT LAKE CITY COUNCIL AUGUST 11, 1998

Objective 5 Local Roadway System:
Complete the local street system in a manner that is pedestrian-friendly and encourages slower traffic speeds.

Policy 5.1
Design narrower streets which are pedestrian-friendly and accommodate angled or parallel parking.

Policy 5.2
Design mid-block crossings that are pedestrian-friendly, with large planted park strips or medians.

Policy 5.3
Where appropriate to the land use and development design, provide for a 'finer grain' of streets that break up the ten acre block grid into smaller blocks. (e.g. Rio Grande Street)

Policy 5.4
Establish a new boulevard along 500 West which connects to neighborhoods to the north and south of the Gateway District

Objective 6 Roadway Design:
Reconstruct the streets to accommodate landscaping and traffic calming techniques.

Policy 6.1
Ensure that park strips are wide enough to accommodate street trees.

Policy 6.2
Require street lighting of consistent design and with a pedestrian scale.

Policy 6.3
Create on-street parking when possible.

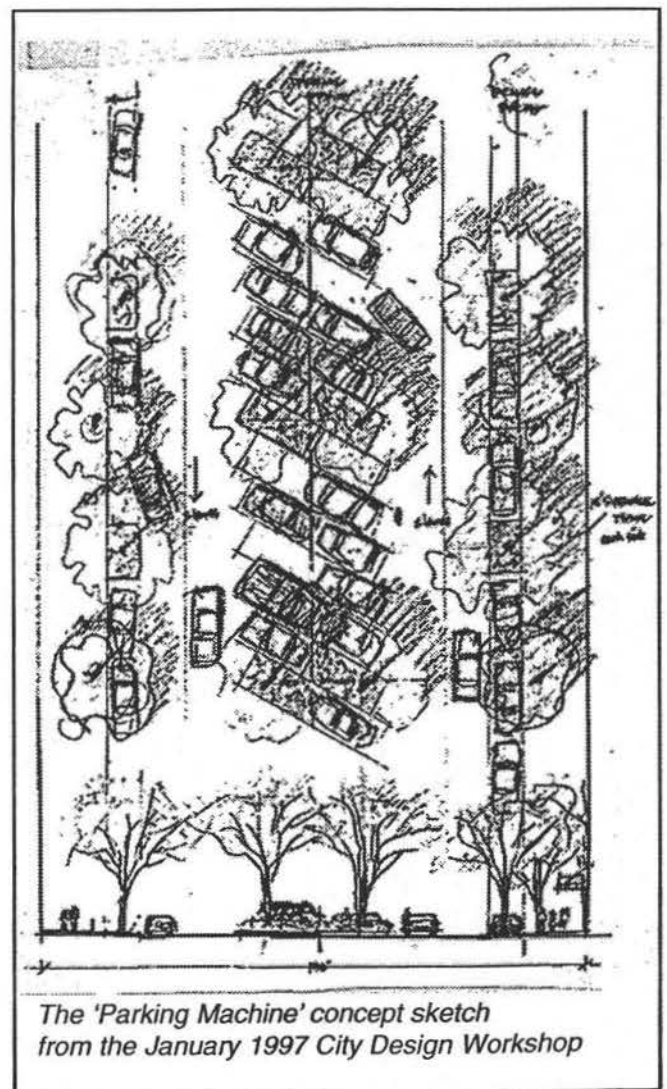
Policy 6.4
Use native materials and sustainable landscape principles.

Objective 7 Pedestrian and Bicycle Circulation:
Provide access with an emphasis on a friendly and safe environment for bicycles and pedestrians.

Policy 7.1
Create bike lanes on 200 and 800 South and also 400 and 800 West.

Policy 7.2
Encourage bike racks and lockers at convenient locations.

Policy 7.3
Encourage the use of pavers at intersections and mid-block pedestrian crossings to identify them as special pedestrian areas.



Policy 7.4

Reconstruct the sidewalks at intersections to meet ADA standards.

Policy 7.5

Develop a system of pedestrian walkways that connect the Central Business District to the Gateway District, and to surrounding neighborhoods.

Policy 7.6

Focus on transit/pedestrian-oriented streets that include wide sidewalks, street furnishings, sidewalk lighting, and sustainable street plantings.

Policy 7.7

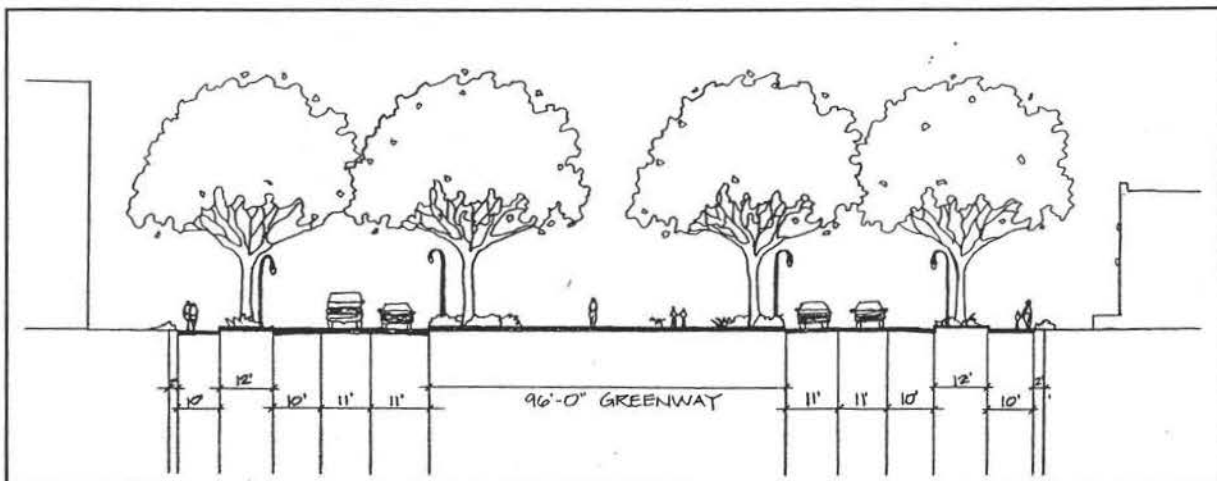
Provide a pattern of open spaces and pedestrian ways that create strong linkages with surrounding areas and adjacent neighborhoods.

Policy 7.8

Design the ground floor of buildings to contribute to an active and interesting pedestrian environment.

Policy 7.9

Ensure that service areas and parcel access is provided in a manner that limits interruption of pedestrian ways and sidewalks.



a 96'-0" greenway is proposed for 500 West Street

Policy 3.2

Design the drainage system to meet all City and National Discharge Pollutant Discharge Elimination System (NPDES) standards. (If ground water is pumped special consideration must be given to water quality due to the contamination on the site.)

Policy 3.3

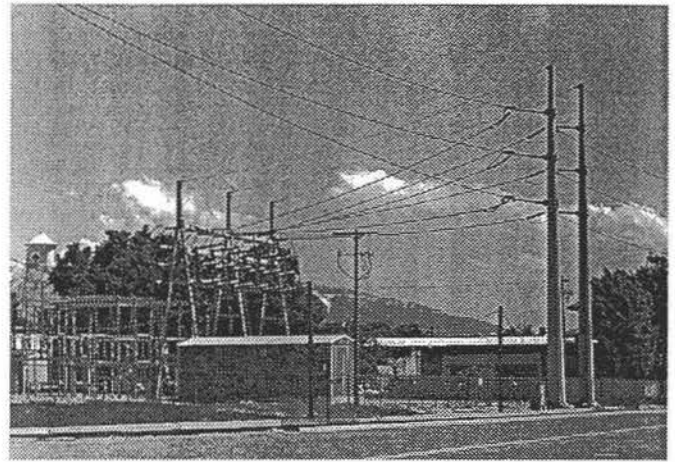
Place all storm drainage lines within right-of-ways dedicated for public streets or provide appropriate easements approved by the public utilities department.

Policy 3.4

Ensure that excavation associated with all facilities avoids areas suspected of having soil or groundwater contamination in excess of levels protective of construction workers health and safety unless suitable mitigation measures, in accordance with all applicable laws, regulations and city planning documents, are implemented.

Policy 3.5

Road design must include curb and gutter and drainage as needed.



substation at 150 South 500 West

Objective 4 Electric Power:

Develop a public utilities master plan for the Gateway District.

Policy 4.1

Analyze capacity of existing utility systems and identify major upgrades where needed.

Policy 4.2

Provide adequate electric and water service in areas where festivals and gathering are likely to occur, such as 500 West greenway, 300 South between 500 West and 600 West.

Policy 4.3

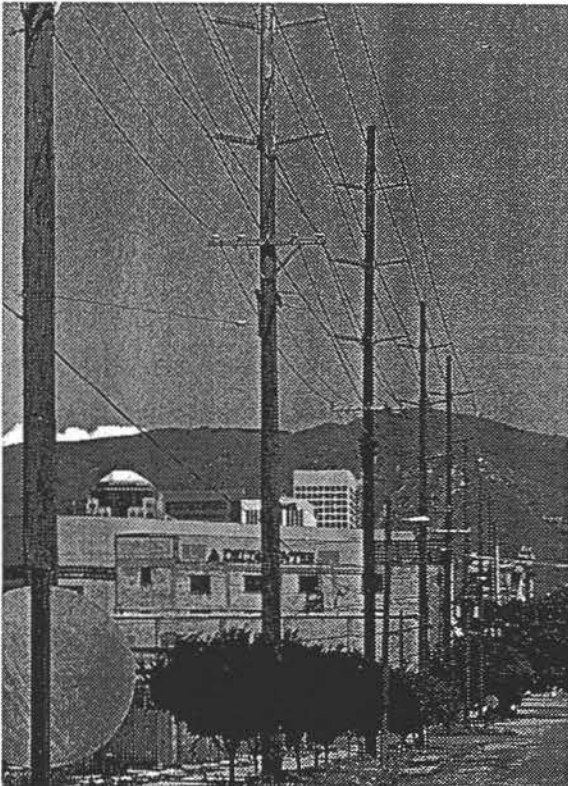
Require new development to install all utility services underground.

Policy 4.4

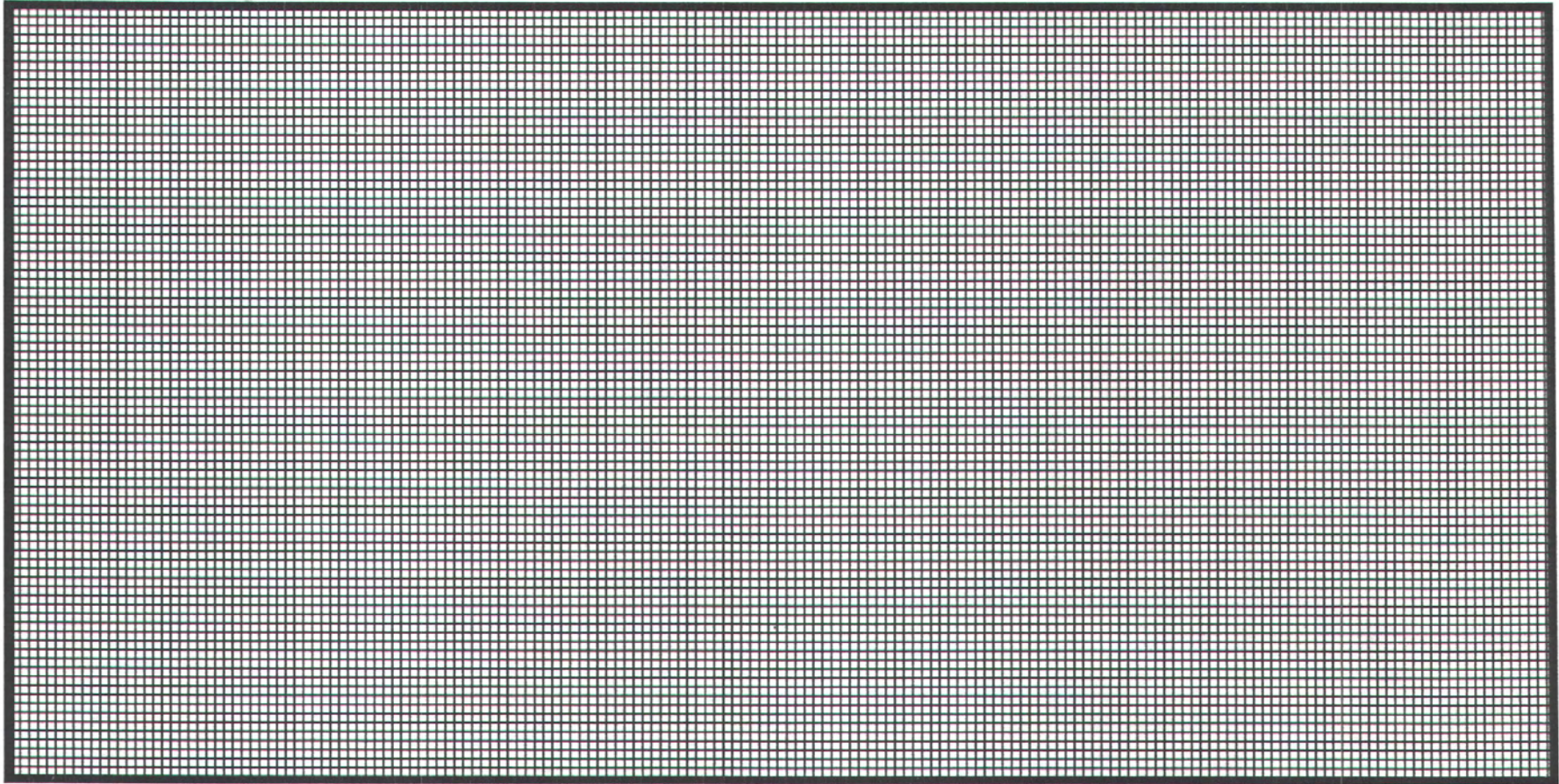
Develop a strategy to bury overhead electrical distribution and transmission lines in the Gateway District.

Policy 4.5

Develop design standards that will require electrical substations to blend-in with the surrounding neighborhoods and be sight obscuring.



utility poles along West 100 South



Salt Lake City
urban
design element

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-

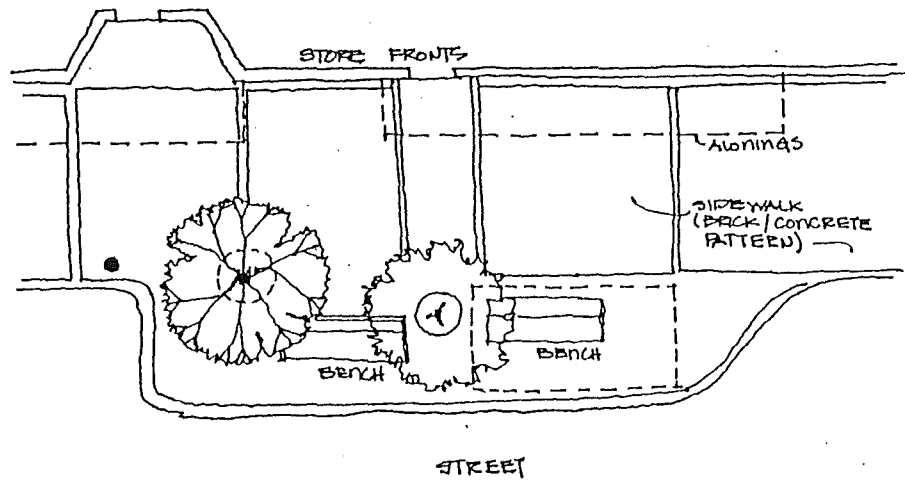
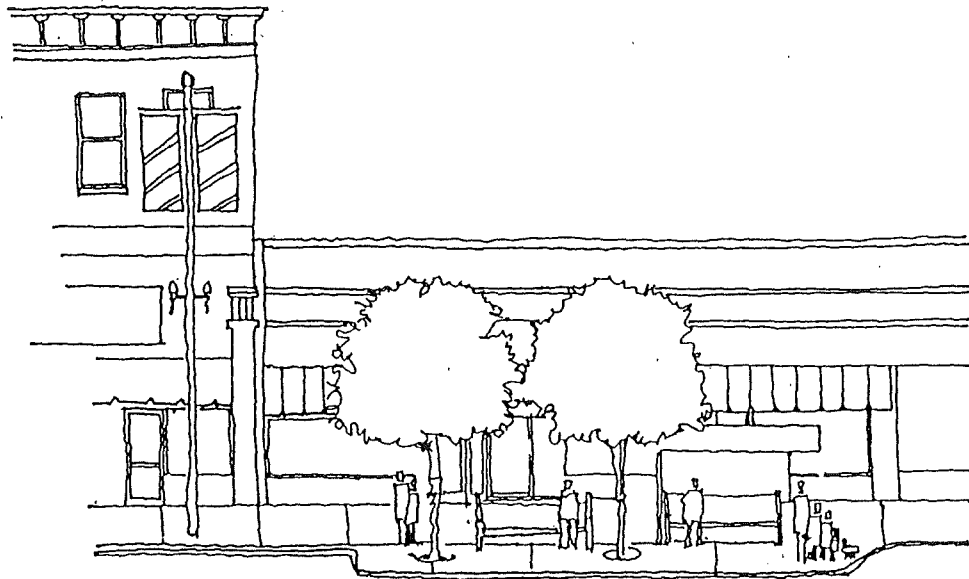


Figure 25

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)

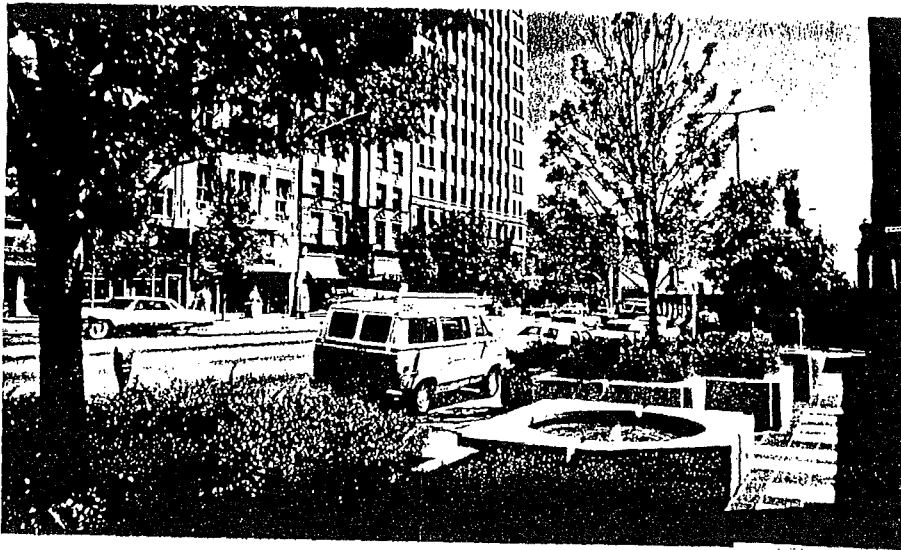
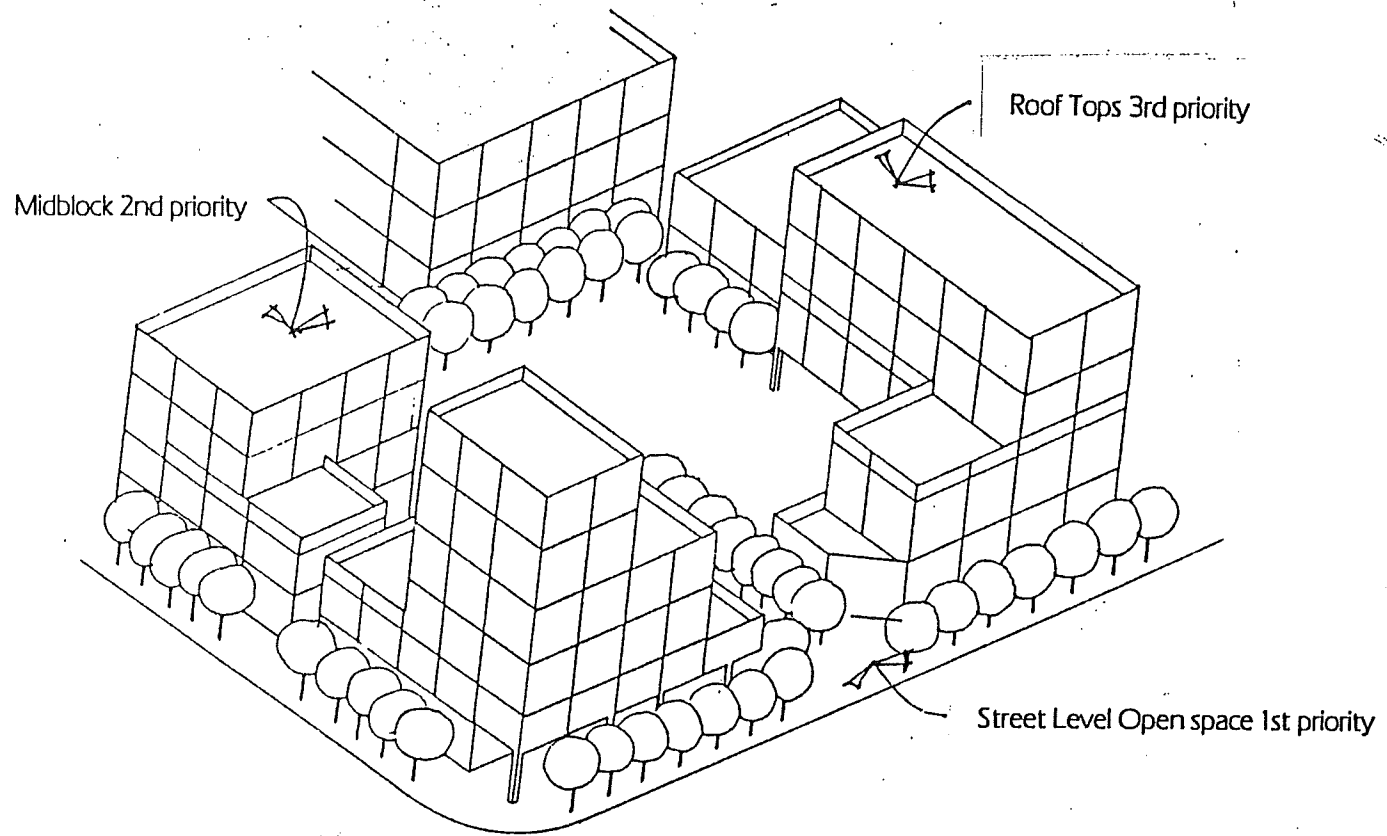


figure 26

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

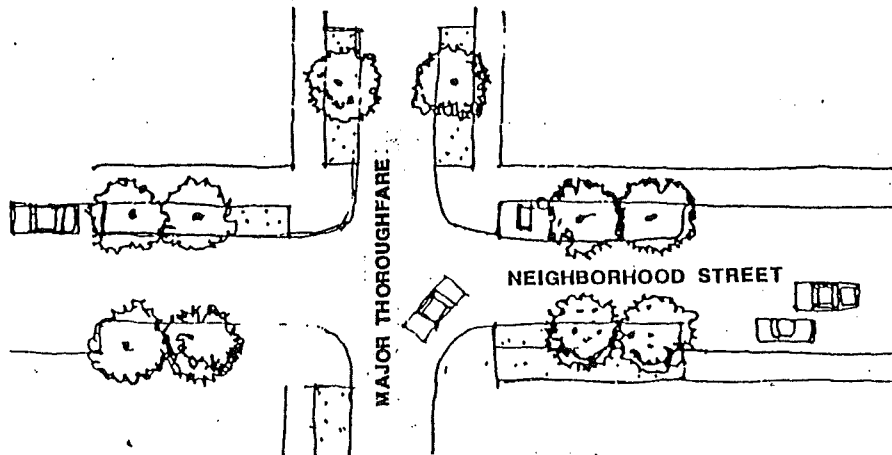
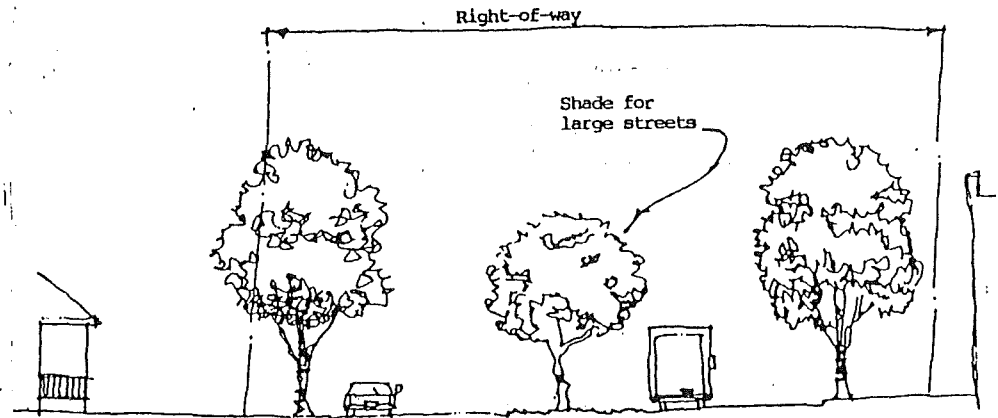


An open space hierarchy should be established to emphasize ground level urban spaces over other kinds of urban spaces.

Figure 27

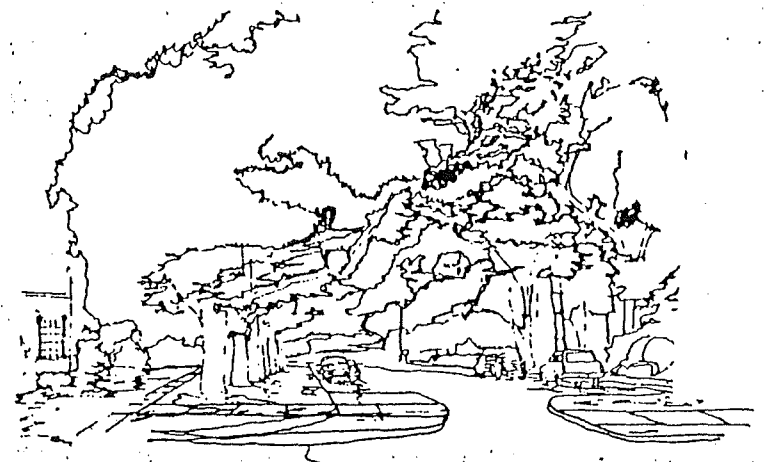


Neighborhood continuity...created by a continuous front yard and landscaped parking strip.



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.

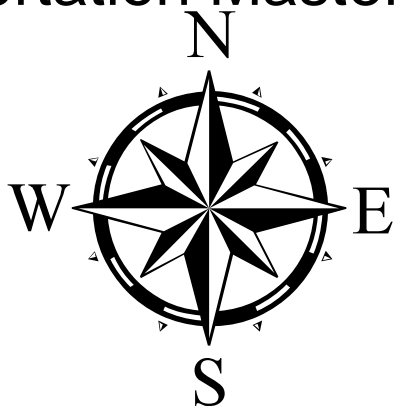
Strategies: Parking Strips

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.



Transportation Master Plan



City Limits

Light Rail

Railroad

FREEWAYS/EXPRESSWAYS- STATE ROUTES
 A roadway which typically has higher speeds, medians, grade separations at all railroads and grade separations or interchanges at selected crossroads. Freeways are intended to provide high levels of safety and efficiency in moving high volumes of traffic at high speeds.

ARTERIALS: STATE ROUTES
 These are State Highways operated and maintained by the Utah Department of Transportation. Routes typically operate as Arterial streets.

ARTERIALS: CITY STREETS
 Arterial Streets facilitate through traffic movement over relatively long distances such as from one end of the city to the other and from neighborhood to neighborhood. Arterials are generally Multi-Lane streets carrying high traffic volumes at relatively high speed limits. These are commuter streets and typically offer controlled access to abutting property.

COLLECTOR STREETS:
 Collector streets provide the connection between Arterial and Local streets. Collectors can be Multi-Lane, but are meant to carry less traffic at lower speeds and for shorter distances than Arterials. They provide direct access to abutting property and carry a mix of local traffic and commuter traffic headed for nearby destinations.

LOCAL STREETS:
 Local streets provide direct access to and from abutting property. Local streets are usually one lane in each direction meant to carry traffic over short distances and at low speeds.

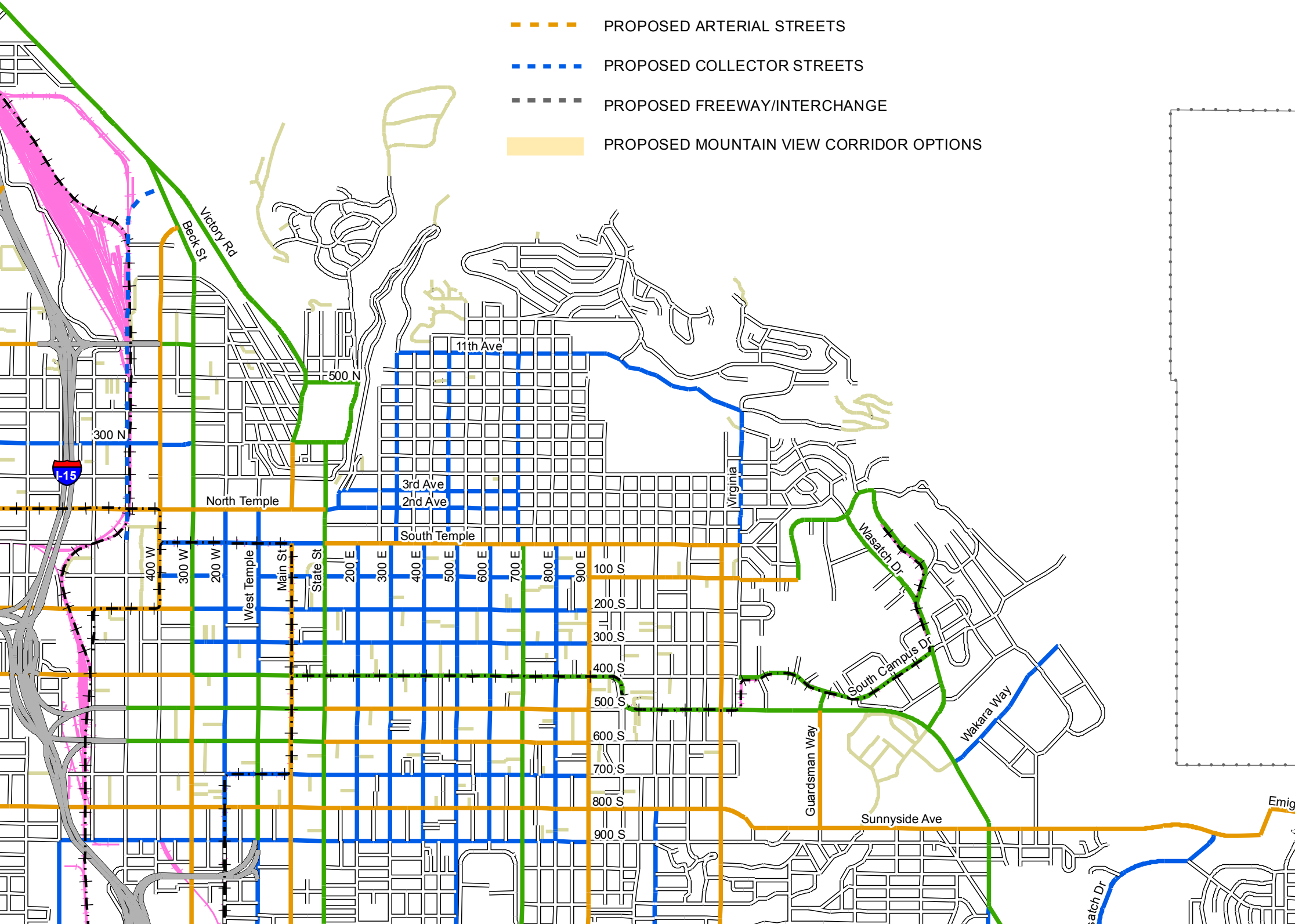
PROPOSED ARTERIAL STREETS

PROPOSED COLLECTOR STREETS

PROPOSED FREEWAY/INTERCHANGE

PROPOSED MOUNTAIN VIEW CORRIDOR OPTIONS

Legend



Attachment E

Additional Applicant Information

October 17, 2013

Salt Lake City Corporation
Department of Community and Economic Development
c/o Planning Counter
451 South State Street, Room 215
Salt Lake City, UT 84114

Re: Redevelopment Agency of Salt Lake City Street Closure Application

To Whom It May Concern:

In September of 2012, the Salt Lake City Council, acting as the Redevelopment Agency ("RDA") Board of Directors, approved a preferred development plan for the two blocks located between 200 and 400 South and 500 and 600 West. The RDA owns approximately 9.6 acres of property on these two blocks. The major components of the development plan support objectives identified in Salt Lake City's 1998 Gateway Development Master Plan (also referred to separately as the "Creating An Urban Neighborhood: Gateway District Land Use & Development Master Plan" and "The Gateway Specific Plan"). The development plan calls for development of new midblock streets and increasing pedestrian connectivity, encouragement of transit-oriented development, adaptive reuse of historic buildings, and minimizing surface parking.

One of the key elements of the preferred development plan is the creation of a "festival street" on 300 South between the Intermodal Hub and the Rio Grande Depot. This component is specifically called out in the City's 1998 Gateway Development Master Plan stating "300 South Street between the intermodal station and the Rio Grande Depot should develop as a pedestrian-oriented plaza and street and make a visual and physical connection to the Depot." The RDA is proposing a partial street closure ("Reduction") on 300 South between 500 and 600 West in order to reduce the width of the street and carry out the master plan's vision. The enclosed application for a partial street closure contemplates narrowing the right-of-way from 132' to approximately 85' and redesigning 300 South as a pedestrian-oriented, plaza-like space that would remain open to vehicle traffic.

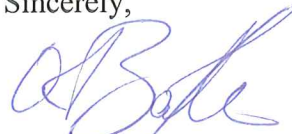
The RDA owns the majority of the frontage along 300 South between 500 and 600 West and has been working closely with the adjacent property owners, the State of Utah Division of Facilities Construction and Management ("DFCM") and Nicholas & Co., to gain support for the Reduction. The Reduction will create new parcels of real property ("Reduction Property") adjacent to both the DCFM property and Nicholas & Co. property, as shown on the attached Right-of-Way Reduction Map. The RDA is proposing it acquire the newly created Reduction Property directly from the City and negotiate with the adjacent property owners to transfer the Reduction Property in exchange for their participation in the public improvements and redevelopment efforts. Both property owners have met with RDA staff to discuss the Reduction

and received written notice of the Application. They have no objections and have provided consent to the Reduction, subject to the condition that access to public roadways be provided.

It is the RDA's intent, in partnership with the City, to help carry out the City's vision of a vibrant and thriving, transit-oriented district near the Intermodal Hub. To date, the RDA has made a significant investment in real estate and improvements in the area and has allocated approximately \$3.5 million to build infrastructure improvements in the coming years to support and incentivize redevelopment of the area. RDA staff will continue to work closely with Salt Lake City's Community and Economic Development Department to ensure the Reduction meets City standards, goals, and objectives.

The RDA appreciates the City's support in this significant investment and believes it will have a strong impact on future development and growth west of downtown.

Sincerely,

A handwritten signature in blue ink, appearing to read 'D.J. Baxter', written over a faint, illegible background.

D.J. Baxter
Executive Director
Redevelopment Agency of Salt Lake City