



MEMORANDUM

PLANNING DIVISION
COMMUNITY & ECONOMIC DEVELOPMENT

To: Salt Lake City Planning Commission
From: Nick Britton, Senior Planner
Date: October 23, 2013
Re: West Salt Lake Master Plan

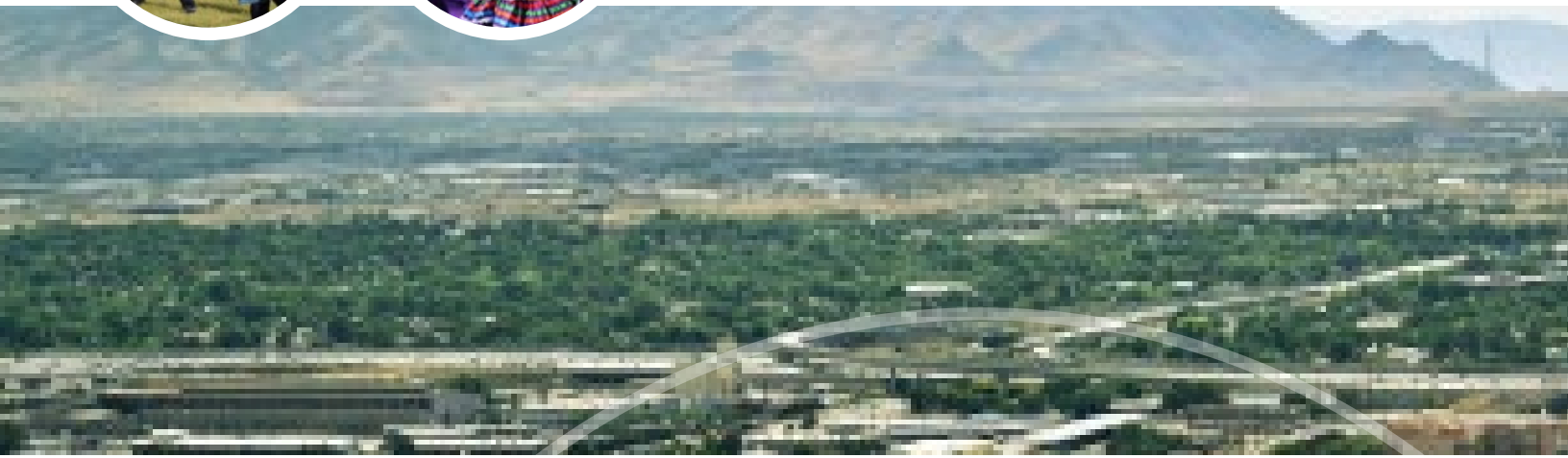
Attached you will find the October 16 draft of the *West Salt Lake Master Plan*. The current draft of the *West Salt Lake Master Plan* is a major revision of the draft the Planning Commission reviewed last summer and it has rewritten and reorganized to more comprehensively address the areas of focus that were identified during the public process in 2011 and 2012. The Planning Division did further outreach, including the West SLC Fest, an event that not only highlighted the City's services and projects, but demonstrated how master plans can have noticeable and short-term impacts in the community. More than 500 people participated in the event. Staff also worked with the Arts Council to solicit a public artwork installation for the 700 South Jordan River bridge; it was designed by neighborhood children and created and installed by the artists. Additionally, staff organized the creation of a bicycle pump track on 900 South at 700 West on a City-owned parcel with the help of residents. All of these projects are intended to show how implementation of a master plan is an ongoing and dynamic process.

The Planning Division also hired Comunidades Unidas (CU), an organization that promotes grassroots outreach and education services, to do additional outreach in the community. They engaged residents that the City has historically had difficulty reaching through intensive volunteer work at events and gatherings such as community health fairs, back to school nights and the school district's free lunch program. They were successful in getting valuable and thorough feedback from not only Spanish-speaking residents, but residents who were totally unfamiliar with master plans and some of the City's programs and functions. CU engaged a total of 315 residents through their outreach efforts. The majority of the comments received from residents engaged by CU were consistent with what was heard throughout the planning process.

The West Salt Lake Master Plan is in a draft format. While the text is near complete, there may be changes to some of the graphics within the document. In addition, the implementation section of the plan will be developed over the next few months. Staff requests that the Planning Commission review the document in anticipation of the November Planning Commission meeting at which time there will be a briefing and an updated draft will be distributed. There will be changes to this draft, but a majority of those changes will be the addition of maps, charts and minor edits to the text.

You are here

THE WEST SALT LAKE MASTER PLAN



THE SALT LAKE CITY PLANNING DIVISION



Public Review Draft (10/21/13)



TABLE OF CONTENTS

INTRODUCTION	3	LIST OF MAPS
COMMUNITY PROFILE	7	A. West Salt Lake Study Area in Citywide Context
THE OPPORTUNITIES	20	B. West Salt Lake Study Area
NEIGHBORHOODS	25	C. Historic Assets
REDWOOD ROAD	30	
NODES	38	
THE JORDAN RIVER	52	
THE SURPLUS CANAL	58	
INDUSTRIAL DISTRICTS	61	
PUBLIC SPACES	66	
IMPLEMENTATION	75	
ACKNOWLEDGMENTS	76	



INTRODUCTION

YOU ARE HERE

The *West Salt Lake Master Plan* is principally a visioning document for the Glendale and Poplar Grove neighborhoods. It is the result of over two years of public engagement in a variety of formats directed by the Salt Lake City Planning Division and with a variety of partners with a stake in the community. The document explores the community's history, people, assets, problems, and most importantly, the opportunities that make West Salt Lake *West Salt Lake*.

The plan records that vision and maps out the means of reaching it over the next ten to 20 years. The direction is in the form of goals and action items that are detailed regarding their scale, scope, priority and timeframe. The action items are assigned to four general groups that are responsible for implementing this plan: Salt Lake City, the private sector, stakeholders and the community.

- **Salt Lake City** is the administrative and legislative departments that make up the local government responsible for drafting and adopting ordinances and policies for the growth of the city, including the creation of a budget and the funding of programs, projects and staff to implement and administer them.
- **The Private Sector** is comprised of developers and property owners who design and build the new residential units, commercial buildings, office parks, and other projects on private property that meet the development regulations, policies and goals found in this plan.
- **Stakeholders** are the various organizations and agencies that have an active role in the community, or provide services to the community, but are not directly affiliated with the local government; and
- **The Community** are the residents and the local business owners who have the power to shape and build their neighborhoods, their blocks, their streets and their homes, and work together with their neighbors to make West Salt Lake the community that they have envisioned.

While all four of these groups are important, it should be noted that the community members are the ones who can truly drive the process over time. By identifying problems and needs, developing solutions, representing their community and taking advantage of available funding programs and sources, residents and business owners are not just content with helping create this document. They want to see it in action and turn the vision on paper into reality.

So, what is that vision?

VISION

West Salt Lake will be:

- A seamless pattern of stable residential neighborhoods;
- A growing commercial and neighborhood centers and thriving recreational assets;
- Home to a diverse mix of people, cultures and businesses that form a clear network of neighborhood destinations for residents;
- Clearly connected to the rest of Salt Lake City through a variety of reliable transportation modes that give residents options for getting around;
- Home to numerous retail and service options from a mix of commercial types;
- The primary destination in Salt Lake City for river recreation, active parks and a variety of public spaces;
- Home to neighborhoods that celebrate a shared history and character through growth of neighborhood and community nodes;
- Home to community and cultural assets that provide services and educational opportunities for people of all ages; and
- Home to a healthy and diverse industrial business community that provides a growing employment and economic base for Salt Lake City.

Above all, West Salt Lake will be a beautiful, safe and sustainable place for people to live, work and have fun.

GOALS

The goals of the West Salt Lake Master Plan are to:

- **Promote reinvestment and redevelopment** in the West Salt Lake community through changes in land use, improved public infrastructure and community investment to spur development that meets the community's vision while maintaining the character of West Salt Lake's existing stable neighborhoods.
- Protect and encourage **ongoing investment in existing, low-density residential neighborhoods** while providing attractive, compatible and high density residential development where needed or desired.
- Recognize, develop and foster opportunities for **unique, mixed use neighborhood and community nodes** in West Salt Lake that reflect the diverse nature of the community and provide resources to allow for their growth.
- Recognize, develop and foster opportunities for **regional nodes** that strengthen the community's employment base while providing large-scale commercial retail and service options for residents and employees of West Salt Lake.
- Make West Salt Lake a destination synonymous with **recreation, trails, open space and the outdoors** by celebrating and spotlighting the Jordan River, the Jordan River Parkway, the 9 Line and the community's parks and natural spaces.
- Enhance and expand the **internal network of assets, nodes and resources** ensuring that all residents and employees in West Salt Lake have access to goods, services and activities and the opportunity to walk or bicycle safely to them.
- Strengthen the **connections both within West Salt Lake and between West Salt Lake and other parts of Salt Lake City** by improving the community's gateways and corridors and strengthening the transportation network for all modes of travel.
- Maintain the stability of the **industrial and employment base** in the southern part of the community while transitioning other industrial neighborhoods to uses that are more appropriate for the neighborhoods and softening the transition between industrial and residential land uses.
- Create a beautiful community with a system of guidelines to **create and strengthen public spaces** that will foster community interaction and pride and catalyze ongoing redevelopment and growth.

In addition to these goals, each section of the plan—the Opportunities, Neighborhoods, Redwood Road, Nodes, the Jordan River, the Surplus Canal, Industrial Districts and Public Spaces—each have their own goals and action items intended to fulfill these larger goals.

THE WEST SALT LAKE COMMUNITY

The **West Salt Lake Community** is used throughout the *West Salt Lake Master Plan* as both a term for the physical extent of the study area and as a generalized reference to the residents, employees and stakeholders within. The diversity of the West Salt Lake community—a point brought up by many and quantified through various sources—is part of the appeal of the community to outsiders and a source of pride for residents. There was considerable agreement on several points that were further underscored through the feedback gathered throughout this process by multiple organizations in a variety of roles. Residents learning about the *West Salt Lake Master Plan* update for the first time at community festivals, such as the CommUNITY Fair at the Sorenson Unity Center, offered a vision of the river very similar to the most vocal of advocates for the Jordan River. After distilling the themes from all of the feedback gathered throughout the process, the consistency and frequency of those themes made it

relatively easy to identify the most important elements of the vision and filter them through the city's goals and best planning practices. The consistency of the themes drawn from the public provides comfort regarding the usage of "community" for such a large and diverse group of people.

ENGAGING THE COMMUNITY

The *West Salt Lake Master Plan* was developed over the course of two years through a variety of public engagement methods. Public meetings were held beginning in 2011 and the master plan team and its partners worked with the community through other avenues through student projects and events. Additionally, Comunidades Unidas engaged members of the community, especially the Spanish-speaking residents of West Salt Lake, and reached out to those who had never participated in public processes such as this before. The school district's summertime free lunch program, the Groove in the Grove and back to school nights at Guadalupe School and Mountain View Elementary School are just some of the events Comunidades Unidas attended in support of the project.



ACKNOWLEDGMENTS

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District 3: Stan Penfold

District 4: Like Garrott

District 5: Jill Remington Love

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Partners and Community Organizations

The *West Salt Lake Master Plan* was created with the help of community partners and through the participation of numerous members of the West Salt Lake community, including residents, property owners, business owners, non-profits and other stakeholders.

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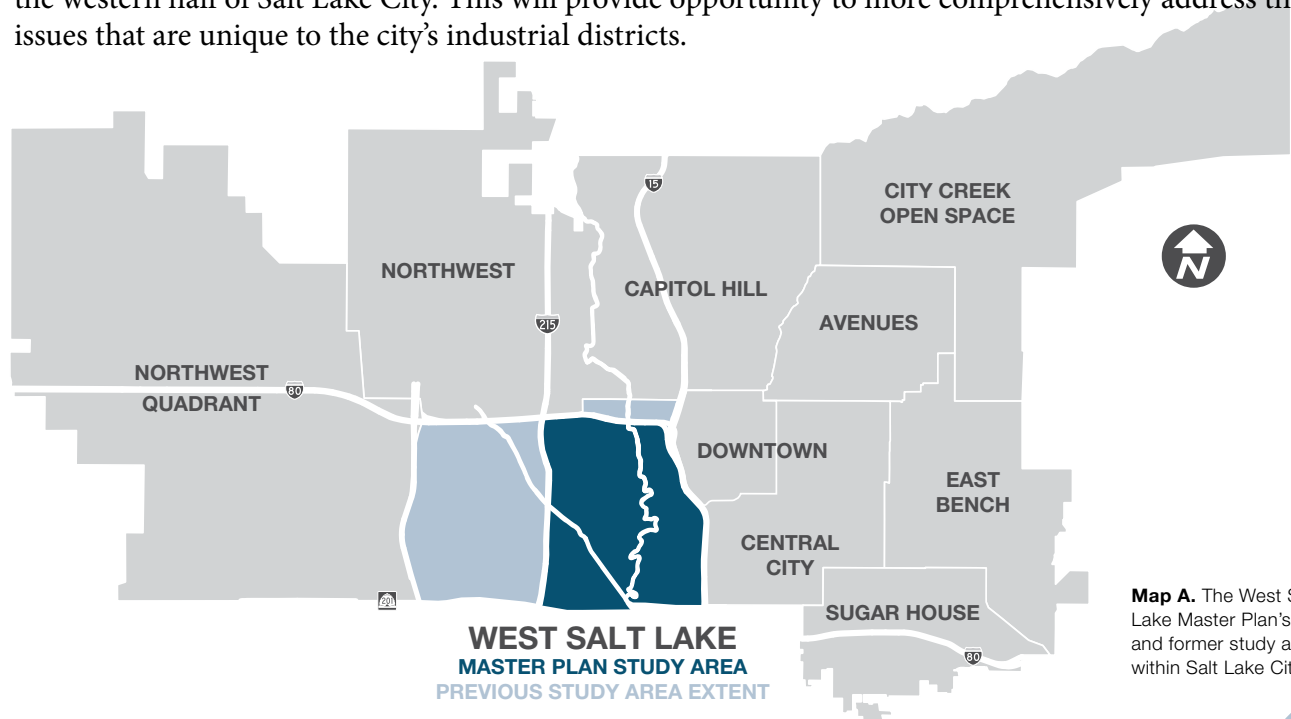
COMMUNITY PROFILE

STUDY AREA

Area, Land Use & Zoning

The *West Salt Lake Master Plan* study area extends from Interstate 80 southward to State Highway 201 (or the 21st South Freeway) and from Interstate 15 westward to Interstate 215. This study area is smaller than the traditional study area of West Salt Lake and the study area used in the most recent master plan for the area adopted in 1995 (see *Map A*). There are two reasons for the change:

- The Euclid neighborhood, between North Temple and I-80 on the east side of the community, was fully included in the *North Temple Boulevard Plan* adopted in 2010.
- The area west of I-215 will be included in a master plan that addresses the entirety of industrial areas in the western half of Salt Lake City. This will provide opportunity to more comprehensively address the issues that are unique to the city's industrial districts.



Map A. The West Salt Lake Master Plan's current and former study areas within Salt Lake City.



Map B. The West Salt Lake Master Plan study area with the location of parks, trails, schools and other community assets.

The study area is approximately 4,000 acres, including streets and waterways; just over 3,000 acres of that land is developable land (see *Map B*). Of that area, the current zoning breakdown is as follows: 1,020 acres (34 percent) are residentially-zoned properties; 890 acres (30 percent) are zoned for industrial uses; 525 acres (18 percent) for commercial uses; 310 acres (11 percent) for open space; and the remaining area for institutional and government uses. The actual land uses, as classified by the county, are similar in distribution: 32 percent is used for residential development; another 29 percent for industrial development; 12 percent for commercial; ten percent for open space; six percent for institutional uses; and the remaining 11 percent is considered vacant.

The residential zoning districts form the core of the study area, between 900 West and Redwood Road and from I-80 south to 1700 South. Of the 1,020 acres of residential zoning in West Salt Lake, 89 percent is zoned for single-family development (including the community's two mobile home developments), two percent for duplexes and the remaining nine percent for multi-family development. Well over one-half of West Salt Lake's 90 acres of multi-family zoning is contained within just six developments, all within two blocks of either Redwood Road or 1700 South. Not only does West Salt Lake lack multi-family housing options, but the options that are there are not well integrated into the rest of the community.

The industrial zoning districts, and a majority of the commercial ones, surround the neighborhoods on the east, west and south sides. The open space zoning, which is almost entirely composed of the Jordan River and Jordan River Parkway and the community's parks are centrally located through the middle of the residential community.

DEVELOPMENT HISTORY

Settlement & Growth

Land within West Salt Lake was first settled by pioneers in the 1870s as population growth necessitated additional agricultural land. One of the first farms belonged to George Q. Cannon and was located on 1000 West south of California Avenue. The land was settled between 1878 and 1880 and three of the original homes still stand today. More consistent development began in the late 1880s and continued well into the following century.

West Salt Lake lagged behind other parts of the city in terms of development for two reasons. The first reason was the development of the railroad. Between 1870 and 1885, a railroad corridor developed in the western part of Downtown, between 400 West and 700 West, creating a barrier between West Salt Lake and the eastern parts of the city, a barrier that remains to this day. Industrial development paralleling the tracks soon followed. The number of tracks has decreased considerably over time but the corridor, now at 600 West, is still the primary north-south rail corridor in the Salt Lake Valley and the tracks and industrial corridor both still serve as a border between West Salt Lake and points east.

The second reason West Salt Lake took longer to develop was the unpredictability and the early incompatible usage of the Jordan River. Low-lying lands along the river were prone to flooding, making agricultural activity difficult. The Jordan River was also a sewer and refuse dump for the growing city in the mid-1800s, a common usage for rivers at the time. This treatment resulted in conditions—odors, diseases and pollution—that made it an unlikely place for residential development.

However, changes to the infrastructure of West Salt Lake towards the end of the century helped change that perception. The Surplus Canal, built in 1885, reduced the unpredictability of the Jordan River which expanded the available agricultural land and allowed construction of permanent bridges over the river. The expansion of the railroad and industrial development west of the city necessitated more housing. Slowly, new subdivisions began

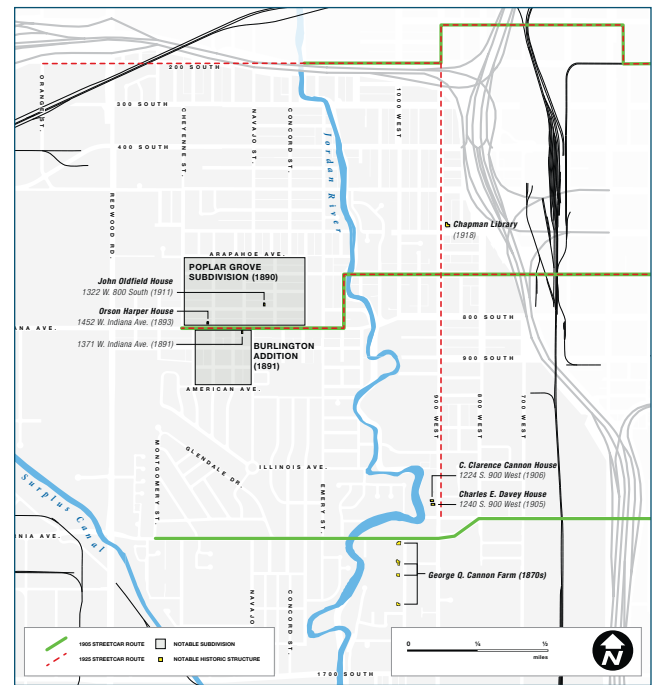
appearing farther and farther west and the community began to take shape.

Residential & Industrial Development

The first subdivisions appeared in the 1880s along the north-south railroad corridor and served as worker housing for the manufacturing companies. As streetcar services expanded into the area, along 200 South, 700 South and 1300 South, new subdivisions began appearing throughout both Glendale and Poplar Grove. The 16-block Poplar Grove subdivision (north of Indiana Avenue between 1200 West and Cheyenne Street) and the nine-block Burlington Addition (south of Indiana Avenue between Navajo Street and 1500 West) were two of the first and most successful subdivisions and were instrumental in keeping the streetcar route on Indiana Avenue. One of the oldest remaining homes in West Salt Lake is the Orson Harper House at 1452 W. Indiana Avenue which was built in 1893 as part of the Poplar Grove subdivision.

Yet, due to the Panic of 1893, a national economic downturn caused in large part by problems in the railroad industry, many of these streetcar subdivisions only existed on paper. Poplar Grove was one of those original subdivisions and its name survives today because it was adopted by several local businesses and preserved by an LDS ward. Residential development in earnest began after World War II and the Poplar Grove and Glendale neighborhoods were effectively in place by the 1950s. Nearly half of the homes in West Salt Lake were in place by 1960 with the biggest spikes occurring during the post-war decades.

Industrial development on the east side of West Salt Lake was in place by 1900 but the establishment of the industrial base south of 1700 South and west of Redwood Road was largely prompted by nationwide economic growth in the 1950s and the expansion of the Salt Lake City International Airport in the late 1960s. The finalization of the interstate highway system in this part of the city was also a driver of industrial development. After both I-80, between Redwood Road and the airport, and I-215, between I-80 and Highway 201, were finished in 1988, West Salt Lake became one of the most accessible areas of the Salt Lake Valley via the highway system. Ironically, however, the community also became more isolated due to these elevated highways and much more difficult to access via surface streets.



Map C. The two primary phases of West Salt Lake's streetcar history and some early subdivisions in the community. Some of West Salt Lake's most significant historic structures are also shown.

Streetcar Development

The renewed interest in streetcars in Salt Lake City has led to some discussion in West Salt Lake, generally as a means of connecting the community to TRAX in a more dependable and efficient maner. The routes that residents suggested as their preferred choices echoed the ones found previously in West Salt Lake. At the beginning of the twentieth century, there were three east-west routes that served the sparsely populated neighborhoods of the time. The northernmost route was on 200 South from Downtown to the Fisher Mansion at the Jordan River (I-80 was not yet a barrier for the Poplar Grove area yet). Another route followed 700 South westward from Main Street to 1100 West, turned south, and then again headed west to Cheyenne Street. Finally, the southernmost route in West Salt Lake extended between 200 West and Montgomery Street near Redwood Road.

By 1920, the 1300 South/California Avenue line had disappeared completely but the 200 South line was extended to Orange Street (approximately 1900 West). Additionally, a new streetcar route had been built down 900 West (then known as 800 West) between 100 South and 1300 South. The streetcar network in West Salt Lake remained unchanged until 1935; at that point, all streetcar routes in West Salt Lake had become “gas bus” lines. By 1941, there were no more streetcars in Salt Lake City. Over the next 25 years, the placement of bus lines varied to some extent, but the primary routes were generally on 200 South, 400 South, California Avenue, 2100 South, 900 West, and Redwood Road. A 1968 bus route map shows evidence of the beginnings of I-15 and the east-west disconnect it would further exacerbate: only two bus routes provided access from West Salt Lake to the downtown and central neighborhoods of Salt Lake City. One route was on 400 South and the other, 200 West. No routes south of 400 South ventured east of 900 West. While West Salt Lake’s public transportation network is now more robust, and better integrated into the larger network, than it was in the late 1960s, there are still improvements that can be made (see Map C).

GEOGRAPHY

Neighborhoods

The West Salt Lake Community is comprised of two neighborhoods: **Glendale** and **Poplar Grove**. Many residents self-identify as residents of either neighborhood, but “Westside” is also a common place name people use. Poplar Grove, to the north, began developing before Glendale did, but for the most part, the neighborhoods are post-World War II neighborhoods. The traditional line that defines the two neighborhoods is the former Union Pacific railroad right-of-way, which was in 2012 converted into **a bicycle and pedestrian trail called the 9 Line**. This line, however, is seen by most residents as an administrative boundary only, one that demarcates the two community councils, but the actual boundary is not well defined. For example, 400 South is also called Poplar Grove Boulevard and there is a Poplar Grove Park at Indiana Avenue and Emery Street. To the south, Glendale Drive forms the backbone of the neighborhood north of California Avenue opposite of Glendale Middle School. Closer to the 9 Line, however, there are few references to either name.

At this location, just over a mile from the northern edge of Poplar Grove and a mile from the southern edge of Glendale, the 9 Line joins the Jordan River Parkway and there is a concentration of parks, community events and gathering spots. This context is part of the reason the 9 Line trail and the ongoing projects in the corridor are so important to both communities. It is not just a boundary between two neighborhoods, but where the two neighborhoods are intertwined and become a community.

Connectivity

One of the most common issues brought up in community meetings was the lack of connectivity between West Salt Lake and the rest of the city. This isolation results from the historical development of the city and railroads dating back to the late 1800s. This isolation was amplified by the placement of I-15 and I-80 and many residents believe that it has created a cultural and political dissonance. This tension is often present in dialogue between community members and city staff members. Residents believe it has had lasting impacts on perceptions of the West Salt Lake Community.

West Salt Lake is close to neighborhoods like Euclid, Jackson, Downtown, Fairpark and Gateway, but the lack of sufficient connections for all modes of transportation makes the issue a significant one. North-south automobile traffic is funneled onto three routes and east-west traffic is limited to six routes (seven routes if 200 South is included, though it is just outside of the study area). Additionally, these connections pass through gateways that

some perceive as unattractive or unsafe and most of them are subject to delays from train crossings. Bicyclists and pedestrians are especially limited in their route choices because few of these connections are bicycle- or pedestrian-friendly. Dedicated routes for these transportation modes, such as the 9 Line and the Jordan River Parkway, have their own barriers: the 9 Line is subject to the same issues found on 900 South and the Jordan River Parkway detours into the Euclid neighborhood between North Temple and 200 South.

DEMOGRAPHICS

Population

The 2010 Census, the most recent, indicates that the population of West Salt Lake was 24,523, constituting 13 percent of Salt Lake City's total population (186,440). West Salt Lake has grown significantly in overall population since 1990 after three decades of relative stability. From 1960 until 1990, the community's population held steady at approximately 17,000. The 1990 United States Census reported 17,050 residents, representing 11 percent of Salt Lake City's total population. Over the next ten years, however, West Salt Lake's population increased by 25 percent to 22,758, a growth rate higher than the city's overall rate, which was just 12 percent. At this point, West Salt Lake's portion of the total city population jumped from 11 percent to 13 percent. As of 2010, West Salt Lake's had grown once again but at a considerably lower rate: just eight percent. However, Salt Lake City's population only grew by three percent since 2000. Since 1970, West Salt Lake's population has increased by over 7,000, people representing a 42 percent increase.

Males made up 52 percent and females 48 percent of the community, which is just roughly equivalent to what was recorded for the whole city (51 percent to 49 percent). Residents in West Salt Lake were younger than the city as a whole: 34 percent were less than 18 years old and the median age was 27 years old. Salt Lake City stood at nearly 23 percent and 31 years old, respectively. School age children (five to 17 years old) made up nearly 15 percent of the city's total population. West Salt Lake had a larger number of school age children, accounting for over 22 percent of the community's total. In fact, West Salt Lake is home to 20 percent of the entire city's school-age children. At the other end of the age spectrum, only seven percent of the community's population was 65 years or older, which is notably lower than the citywide's 9.5 percent. This echoes the Salt Lake County's health assessment for the community, which found that the life expectancy for residents in West Salt Lake was 76 years old, three years lower than the statewide average, making it the lowest in all of Utah.

Diversity

The consensus among residents of West Salt Lake is that their community is more ethnically diverse than the rest of Salt Lake City. The 2010 Census data supports this perception. Excepting Asians, West Salt Lake's ethnic minority populations—as a percentage of the entire population—are higher than the city as a whole. African Americans account for four percent of the West Salt Lake population (as opposed to three percent citywide). Native Americans and Alaskan Natives were nearly two percent of the population in West Salt Lake, but closer to one percent citywide. Native Hawaiians and Pacific Islanders were 6.7 percent of the West Salt Lake community, while only two percent citywide. Finally, the percentage of residents of West Salt Lake considering themselves another race (27 percent) and two or more races (five percent) were both higher than the citywide equivalents (10.8 percent and 5.4 percent respectively).

The most significant demographic difference between Salt Lake City and West Salt Lake is among Hispanic or Latino populations. Over half (52.7 percent) of West Salt Lake's residents self-identified as either Hispanic or Latino, while less than one-quarter (22.3 percent) of the whole city did the same.

The enrollment data for the six public schools in West Salt Lake—one middle school and five elementary schools—also demonstrates the ethnic diversity. In 2011 (the most recent available enrollment data), at least 60 percent of the students at all six schools were considered Hispanic or Latino (the enrollment data are not like Census data in that the Hispanic/Latino classification is considered its own individual ethnicity). Additionally, at three West Salt Lake schools, the percentage of Native Hawaiian or Pacific Islander students was equal to or higher than the percent of Caucasian students. All six of West Salt Lake's public schools were within the top ten based on highest percentages of students that were Hispanic/Latino or Native Hawaiian or Pacific Islander.

This diversity is also indicated by language statistics: more than half of West Salt Lake residents speak at least one language other than English at home, while only one-quarter of residents citywide do the same. In four of West Salt Lake's five elementary schools, Spanish is the predominant language spoken by the students' parents. At Mountain View Elementary School, languages other than English and Spanish account for nearly 20 percent of the spoken language at home.

Education & Employment

The adults in West Salt Lake are far less likely to have a high school degree or higher education. Only 58 percent of adults had finished high school in West Salt Lake while 86 percent of adults in Salt Lake City had done so.

As of 2010, 90 percent of working-age West Salt Lake residents were employed, only three percentage points less than the city as a whole. But detailed data reveal differences between the community and the city. Residents in West Salt Lake were slightly more likely than the average Salt Lake City resident (22 percent versus 17 percent) to be employed in industries such as utilities, manufacturing and construction, but much less likely (15 percent versus 41 percent) to be employed in sales or in management.

Dependency ratio is a measure of the number of residents who are generally considered dependent upon working age residents, between 18 to 64 years old. The dependent populations are made up of those younger than 18 years old and older than 64. In some cases, this measurement may not reflect the whole workforce, as some families can depend upon the additional incomes of high school students or seniors who still choose to or need to work. This provides a rough estimate of the pressure upon the workforce to provide for those who, on average, cannot work. Generally speaking, the higher the ratio, the higher the burden on the workforce.

The disparity between West Salt Lake and the city as a whole, however, is noteworthy. At the community level, every 100 work age residents are theoretically carrying the economic burden for an additional 68 people. Citywide, on the other hand, every 100 residents are carrying the burden for only 47 additional people. In other words, West Salt Lake workers are, on average, providing for more people than their citywide counterparts. Though this is a generalized calculation, the gap is magnified by the additional disparity in incomes.

The median household income in West Salt Lake was just over \$40,000 while the city's median income was just under \$60,000. The mean household income, however, revealed a wider gap. West Salt Lake households averaged \$46,000, almost \$45,000 less than the citywide mean household income. The average working individual in Salt Lake City made nearly double (\$27,000) what a working West Salt Lake resident made (\$14,000). These differences are likely a result of the aforementioned differences in employment types. What makes the economic gap between West Salt Lake and the city as a whole is the the fact that any given member of the workforce in West Salt Lake is very likely providing for more people than any given worker elsewhere in Salt Lake City.

Housing & Households

According to the 2010 Census, two-thirds of the housing stock in West Salt Lake were single-family homes. This is

lower than expected based on West Salt Lake's overabundance of single-family zoning districts. The average price of a home in 2010 was approximately \$140,000 (versus \$244,000 citywide). Twenty percent of homes in West Salt Lake were built since 1990 and 19 percent were built before 1940; the remainder were built between 1940 and 1989. Citywide, less than ten percent of the housing stock was built since 1990 and nearly half (46 percent) was built prior to 1940. Given the fact that most of West Salt Lake's residential neighborhoods developed later than the rest of the city, this is to be expected.

While West Salt Lake was home to approximately 13 percent of the the city's population, it only accounts for nine percent of the housing units. The result the city's highest average household size. Households in West Salt Lake averaged 3.6 residents (up from 3.4 in 2000) while the citywide average was 2.4 (down from 2.5 in 2000). The average family size in West Salt Lake was 4.1; citywide, the average was just over 3.2. Effectively, both households and families in West Salt Lake were a full person larger than the city's average.

Compared to the rest of the city, a higher percentage of housing units in West Salt Lake were occupied (95 percent for West Salt Lake versus 92 percent for the city) and a higher percentage of those homes were occupied by their owners (53 percent versus 45 percent). In other words, less than half of West Salt Lake's housing units were rented but more than half of Salt Lake City's were. Additionally, over half of the units in West Salt Lake had been occupied by their 2011 occupant for less than six years. On the other hand, only four percent of the dwelling units had been occupied by their 2011 occupant for more than 40 years, which is on par with the citywide average.

Travel & Commuting

Between March 2012 and July 2012, the state's four metropolitan planning organizations, the Utah Department of Transportation, and the Utah Transit Authority conducted a statewide travel demand survey. Those invited to participate were asked to record all trips made during a pre-assigned weekday. Via either a website or telephone number, the participant recorded each trip's mode, origin, destination and purpose and then the data were aggregated to provide a snapshot of travel behavior and patterns for Utah residents. This survey has a number of issues, especially in communities where participants may not have the time or means to record their data, but it may provide some hints that provide direction for future studies.

Almost 22,000 internal trips were recorded within West Salt Lake, meaning that the trip both began and ended in the community. The mode of transportation for those trips broke down as follows:

- Driving, 71 percent;
- Walking, 15 percent;
- Bicycling, 12 percent;
- Public transportation, no trips recorded; and
- Another mode (skateboard, school bus, etc.), the remaining two percent.

The fact that there were no internal transit trips is telling even with a limited sample. However, the lack of transit trips were not just limited to the West Salt Lake area. Survey participants recorded only 489 trips via public transportation originating in West Salt Lake (to another Salt Lake City location) and just 285 that ended there. Nearly all of those trips were either to or from the University of Utah or Downtown.

Commuting patterns among West Salt Lake residents, as documented in the 2010 Census, were comparable to rest of the city for all modes (such as driving alone, cycling, public transit, walking) except for carpooling. Residents here were more likely to carpool than the city as a whole (25 percent versus 12 percent). While this is a positive indicator from a sustainability point of view, it may also indicate two potential problems. One, it may demonstrate

that there is a lack of jobs in or proximate to where people live in West Salt Lake. Two, in addition to the travel study from 2012, it may also underscore what residents said about the poor quality and inefficiency of public transportation in the community. The lack of reliable and efficient public transportation is an issue that has far-reaching implications for residents who may rely on such services more than residents elsewhere in the city.

ASSETS & RESOURCES

Schools

West Salt Lake has eight schools: one public middle school, five public elementary schools and two private charter schools (see Map B). Those schools, their locations and their 2010-2011 enrollments (for public schools) are as follows:

School	Grades	Address	Enrollment
Glendale Middle School	7 - 8	1430 W. Andrew Avenue	786
Edison Elementary School	K - 6	466 S. Cheyenne Street	579
Franklin Elementary School	K - 6	1115 W. 300 South	540
Mountain View Elementary School	K - 6	1380 S. Navajo Street	596
Parkview Elementary School	K - 6	970 S. Emery Street	429
Riley Elementary School	K - 6	1410 S. 800 West	423
Dual Immersion Academy	K - 5	1155 S. Glendale Drive	n/a
Guadalupe School	K - 3	340 S. Goshen Street	n/a

Except for Franklin, all students in the six public schools are from the West Salt Lake community. Franklin's boundaries include the Euclid neighborhood (north of I-80 but south of South Temple) and the Depot District to 500 West. A majority of Franklin's students are from the study area, however, because most of the housing units in the district are south of I-80 and west of I-15. Neither the enrollment numbers nor the source of the student populations for the Dual Immersion Academy and the Guadalupe School are known. Additionally, neither of the charter schools are restricted to West Salt Lake residents.

Glendale Middle School's total enrollment as of 2011 was higher than all but one other middle school in the Salt Lake City School District. The average 2011 enrollment of West Salt Lake's elementary schools (586) was over 100 students higher than the city's average (472). High school populations are more difficult to compare because West Salt Lake high school students go to East High School, due to a high school districting system that runs east-west across the city.

Community Resources

There is currently one library in West Salt Lake, the Chapman Library at 900 West and 600 South. Recognizing the need for an additional library to serve the residents of Glendale, a second library will be located at the corner of 1400 South and Concord Avenue. As of summer 2013, there are preliminary architectural renderings of the Glendale Library, which will be of a modern design similar to the future Marmalade Library and the Main Library in Downtown Salt Lake City.

The Sorenson Multicultural and Unity Center is one of the newest recreation centers in Salt Lake County. The center is composed of two separate, but integrated, facilities that combine for approximately 60,000 square feet of indoor space. The first is a comprehensive recreation center, maintained by the county, which includes a pool,

fitness center, youth sports programs and a daycare center. The second facility is a Salt Lake City-managed cultural center that provides resources for fine arts, technology and other educational avenues. Classes offered include English for adults, writing workshops and computer-related topics. It also includes a community art gallery, rental space and a large community garden and it holds events throughout the year, such as the CommUNITY Fair every spring and a Halloween carnival.

There are a number of additional organizations prominent in West Salt Lake that offer social and family services. The following are some of the more prominent ones, but this is not an exhaustive list.

- The Lied Club of the Boys & Girls Club at Concord Street and Pacific Avenue is a local chapter of a national organization that provides a place for children to have fun with friends and learn social, technical and academic skills, all within a safe environment. They offer licensed before and after school care and transportation between the club and local schools.
- Family Promise is an organization dedicated to helping homeless and low-income families find affordable housing.
- Neighborhood House provides day care services, preschool and other programs for children at its Children's Center on 500 South at the Jordan River. It also provides adult daytime services at its Riverside Adult Day Center at 423 S. 1100 West. All services are provided on a sliding fee scale.
- NeighborWorks Salt Lake is headquartered in the Guadalupe neighborhood, but the organization is active in Glendale and Poplar Grove. NeighborWorks specializes in economic development programs, including managing the Westside Business Alliance, residential development and rehabilitation of homes for all levels of income, and promoting homeownership. They offer educational services for new homeowners, foreclosure prevention services and loans.
- University Neighborhood Partners is a department of the University of Utah that facilitates partnerships between the University and the West Salt Lake and Northwest Salt Lake communities that help enhance the resources of nonprofit organizations and residents in West Salt Lake neighborhoods (and the other Westside neighborhoods to the north). UNP-supported partnerships also seek to increase the skill sets and educational and employment opportunities for residents while encouraging disparate organizations to work together to achieve common goals.
- Welfare Square is another community resource, located at 800 West and 800 South. It is a facility operated by the Church of Jesus Christ of Latter-Day Saints that houses food storage, cannery, bakery, a dairy, and a grain silo, the latter being the tallest building in the West Salt Lake community at 178 feet. It also features a Deseret Industries thrift store and employment center. The facility serves as the base of the LDS Church's welfare services, including helping families in need and promoting self-reliance through employment.



The grain silo at Welfare Square is the tallest structure in West Salt Lake and an easily identifiable landmark from the interstate.

Places of Worship

West Salt Lake offers several places of worship across many faiths that are distributed throughout both neighborhoods. There are five Church of Jesus Christ of Latter-Day Saints meetinghouses that are home to a total of 14 wards and two branches. The two wards located at 1172 S. Glendale Drive are Tongan language wards and

the two branches are Spanish language. St. Patrick's Catholic Church on 400 South offers masses in Korean and Tongan in addition to English and also offers a monthly mass for African nationalities. Additionally, there are two Baptist churches, the Salvation Army location that offers community services in addition to regular worship services, and three more Protestant places of worship. Finally, the Church of Summum is based at 707 W. Genesee Avenue in the Summum Pyramid, which is a unique part of West Salt Lake's architectural stock.

Parks and Open Space

There are ten parks with over 100 acres maintained by Salt Lake City in West Salt Lake (*see Map B*). Those parks are as follows:

Park	Acreage	Address	Amenities
Bend in the River Open Space	4.25	1054 W. Fremont Drive	Natural area, pavilion
Glendale Park	6	1375 W. 1700 South	Baseball/softball field, tennis courts
International Peace Gardens	12	1060 S. 900 West	Botanical gardens, public artwork
Jordan Park	34	1060 S. 900 West	Baseball/softball fields, horseshoe pits, jogging paths, off-leash dog park, pavilion, playground, skateboard park, tennis courts, volleyball courts
Modesto Park	5	1175 S. 1000 West	Jogging paths, playground
9th South River Park	4.5	1000 S. Genessee Avenue	Jogging paths, picnic tables
Poplar Grove Park	6.75	800 S. Emery Street	Baseball/softball field, horseshoe pits, pavilion, playground, volleyball courts
Post Street Tot Lot	0.5	487 S. Post Street	Playground
17th South River Park	17	1150 W. 1700 South	Football/soccer fields, jogging paths, playground
Sherwood Park	12.75	1450 W. 400 South	Baseball/softball fields, pavilion, playground, volleyball courts

In addition, the Sorenson Multicultural and Unity Center maintains approximately three acres of open space including a community garden. Finally there is a 165 acre, Glendale Golf Course, an 18-hole course maintained by the city and two pedestrian and bicycle trails. These trails, the Jordan River Parkway and the 9 Line, have their own adjacent green space corridors accounting for another 120 acres of green space. Other green spaces include the Glendale Circle pocket parks built as part of a subdivision such as the Jake Garn Mini Park and Nelli Jack Park.

Though most of the park acreage is centralized in the community and follows a north-south orientation, 83 percent of the residential properties in West Salt Lake are within a quarter-mile of some type of green space, including the Jordan River Parkway. This does not include the Glendale Golf Course, which would not make a significant difference in the percentage. The only other community in Salt Lake City that has a similar coverage is the Avenues, where over 80 percent of the parcels are within a quarter-mile of green space.

Historic Assets

West Salt Lake, despite its unique development history, is lacking in terms of historic assets. **The Chapman Library** is the only local or national historic site—there are no local or national historic districts—in the community, but it is a unique one. It is Salt Lake City’s only Carnegie library—a library built with funding from the Carnegie Foundation. It is one of only ten such buildings still used as a library and it is listed on both the local and National Register of Historic Places. The structure was finished in 1918 and named after Annie E. Chapman, the first librarian of the Salt Lake City Public Library System. The library’s architect, Don Carlos Young, also designed the University of Utah campus.

The Canon Farm is one of the oldest and most significant properties in West Salt Lake. It is comprised of the remaining structures and property located on 1000 West between 1400 South and 1500 South that once belonged to George Q. Cannon. Cannon was an influential member of the Church of Jesus Christ of Latter-Day Saints, serving as a member of the First Presidency under Brigham Young and a territorial delegate in the United States Congress. In the 1870s and 80s, Cannon created a residential estate and farm for his family that included multiple houses and farm buildings. Cannon’s home and three of the wives’ homes still stand, though with varying degrees of architectural integrity, and the original layout of the estate can be discerned from aerial photographs of the area. This, along with the site’s mature landscaping, makes the Cannon Farm stand out in a neighborhood of modern homes and vacant lots. The Cannon name carries on in the names of nine wards in the community.

An architectural survey of the area from 1985 notes a number of buildings in the West Salt Lake area that were considered significant. A majority of them are homes that represent good examples of architectural styles or were owned by prominent people in Salt Lake City’s history. Three examples are

- **1322 W. 800 South**, the home of John Oldfield built in 1911, an architecturally significant and well-preserved example of a Craftsman Bungalow;
- **1240 S. 900 West**, the home of Charles Edmund Davey, a bishop of the Cannon Ward who was instrumental in the establishment of Jordan Park and the Chapman Library; and
- **1224 S. 900 West**, the first home of C. Clarence Cannon, the mayor of Salt Lake City between 1920 and 1928.

There are other homes of historic significance scattered throughout the area, most of which are along 900 West north of California Avenue or Indiana Avenue (*see Map C*). Some of the larger structures listed are no longer in existence, including two notable churches. The Burlington Baptist Church, built in 1923, formerly at 1400 W. Indiana Avenue and the 32nd Ward Chapel, built in 1926, formerly at 351 S. Navajo Street have both been demolished.

Public Health and Safety

West Salt Lake does not have a hospital within its boundaries. The closest hospitals are LDS Hospital in the Avenues and Salt Lake Regional Medical Center, both of which are approximately three to five miles away from the neighborhoods of West Salt Lake. The University of Utah operates a clinic with evening and weekend hours for injuries and symptoms that are not life threatening. Additionally, there is a First Med Walk-In Clinic on Redwood Road at 400 South and a Concentra Urgent Care clinic on Redwood Road at 1700 South. The Sorenson Multicultural and Unity Center offers walk-in dental services through the Salt Lake Donated Dental Services organization.

The Salt Lake City Police Department maintains a full precinct, the Pioneer Precinct, on 700 South by the Jordan River and directly adjacent to the Jordan River Parkway. The Pioneer Precinct also serves as the home of community meetings and has a community art gallery maintained by the Salt Lake City Arts Council. The community is served by two fire districts: Station 6 is located on Indiana Avenue a half-block west of 900 West and Station 14 is located just west of Redwood Road at approximately 1600 South.

IN CONTEXT

A Unique Population

West Salt Lake's residents have consistently demonstrated a shared pride in the community's diversity. This diversity is supported quantitatively by data from U.S. Census and the Salt Lake County Health Department. There are two traditionally distinct neighborhoods in West Salt Lake: **Glendale** and **Poplar Grove**. Many residents use these names when referring to where they live, just as residents of The Avenues, Sugar House or Rose Park do. However, many residents refer to their community as the "Westside" or some variation of that term. No matter what name residents use to refer to their neighborhood, Glendale and Poplar Grove both share a broad range of cultural and natural resources. The issues residents and stakeholders of both neighborhoods identified clearly indicated a shared interest and pride in their community and the directions in which to move forward.

A Unique Community

The history of West Salt Lake—from the first farms in the 1870s to the consolidation of the railroad lines in the 2000s—has given rise to an array of constraints to long-term growth. The community is almost literally walled in on three sides by highway viaducts with only a handful of connections, half of which are further constrained by railroad activity. The impactful industrial development on the west side of Redwood Road, a more figurative wall, prevents residential growth to the west. This is particularly problematic because West Salt Lake's residential neighborhoods are almost entirely (96 percent) single family residential. To attract the commercial uses that residents want, and that are lacking, in their community, more people are needed. Growth in West Salt Lake has been consistently low-density over the past 25 years. Subdivisions such as California Place (approximately 1100 West and 1200 South), Madison Estates (California Avenue and Utah Street), and Cannon Farms (on the Jordan River north of 1700 South) have all had densities of less than ten units per acre. The Riverview Apartments at 1700 South and approximately 1050 West is one of the only multi-family developments constructed in the past 20 years and its density is still less than 20 units per acre.

Additionally, compared to other communities within the city (excepting the industrial districts west of I-215), West Salt Lake carries an inequitable share of land dedicated to manufacturing uses. Nearly a third of the study area is industrial—some of it intensive in nature and incompatible with its surroundings—and the boundaries between those areas and the residential districts are not always well-defined.

West Salt Lake, however, has three assets that only one other community in Salt Lake City can claim: the Jordan River and the Jordan River Parkway, both of which snake through the neighborhoods and provide a north-south corridor exclusive to bicyclists and pedestrians. While appreciation of the river is fairly uniform among the community members and stakeholders who participated in the outreach efforts, many also agreed that there is a need to harness the river's potential and protect it for the future. The community's open space is notable because, while some communities have very large, centralized parks or green spaces (Liberty Park or Sugar House Park, for example), West Salt Lake's open spaces are smaller but more diffuse. All West Salt Lake residents are less than a mile from either the river or a neighborhood park with recreation facilities (baseball fields, playgrounds, etc.) and over 80 percent are within a half-mile. This is not true in some other parts of the city. Combined with others assets such as the expansive Sorenson Multicultural and Unity Center, the historic Chapman Library, the forthcoming Glendale library, and the International Peace Gardens, West Salt Lake has a strong network of cultural, recreational and community resources on which to expand.



THE OPPORTUNITIES

DEFINING OPPORTUNITIES

What Are Opportunities?

West Salt Lake is primarily a single-family community and there is no need to see an overhaul in the composition or character of the neighborhoods. Generally speaking, most of the redevelopment in West Salt Lake will be *around* those single-family neighborhoods. Even redeveloping around them, though, presents challenges because it is easy to disrupt their character with tall buildings, dense residential complexes or intense commercial activities. There are distinct limitations in West Salt Lake for these reasons.

If the neighborhoods are limited with regard to new residential and commercial development, the opportunities for that type of growth must be located elsewhere. In West Salt Lake, those areas are at the edges of the neighborhoods and specific intersections within them. Both the size and scope of these opportunities vary significantly based on the site and situation. If preserving the fabric of the neighborhoods is to remain a goal, these areas of opportunity need to be identified and their strengths and weaknesses must be reviewed in detail.

One question that arises is how development opportunity is defined. Generally, and for the purposes of this document, an opportunity is any location that can, with some type of catalytic action, become the center of some type of residential, commercial or other beneficial growth. The action can involve a change in regulation, adjustment of existing zoning boundaries, or wholesale rezoning of a large area. The areas of change in a community such as West Salt Lake—where a large portion of the community is comprised of established neighborhoods—the areas of change tend to come in two forms. They are small and localized areas such as intersections and nodes, or they are large districts that are separated from a majority of the area by some type of boundary. West Salt Lake has examples of each of those, but the opportunities for land use changes are not always limited to those areas. Changes in regulation, for example, can turn vacant and inactive sites in the middle of a neighborhood into more easily developable infill sites.

The opportunities, whether they are nodes or districts or something in between, are covered in the sections that follow. The extent of the change needed or desired—from zoning changes to urban design treatments—is largely a product of the typology and the existing conditions of the location. For example, there were considerable differences between the visions for the industrial area between I-215 and Redwood Road and the industrial area around 700



West. Those visions, threaded with the existing conditions and the city's goals, warrant differing strategies and actions that will result in different long-term directions for each.

IDENTIFYING THE OPPORTUNITIES

West Salt Lake community members mapped out the locations where they saw opportunities for growth and redevelopment. Opinions about the routes for achieving growth and development at any given location differed, sometimes dramatically, but there was a shared understanding that the scope of recommended or proposed changes in any of these areas can vary considerably. The neighborhoods are mentioned throughout as a means of contrasting the means of implementation and to underscore the importance of development elements such as buffering and compatibility. The success of any given project at advancing the vision is based not only on the project itself, but also on how it interfaces and complements its neighbors. This is especially true with development at neighborhood and small community nodes, where a project's neighbors are the ones who will be shopping at, living in, or using it.

The Neighborhoods

The overall level of change within Glendale and Poplar Grove will be relatively low, but there are some opportunities for incremental additions to density and minor adjustments to the development pattern to make them more efficient and sustainable. The other opportunities found below are discussed in more detail because they require more attention to reach the outcomes envisioned by the community. This does not imply that these neighborhoods do not present difficulties or are of lesser importance than the areas discussed below. These neighborhoods will see changes through modifications to how Salt Lake City regulates and promotes infill development.

Redwood Road

In terms both size and potential, the Redwood Road corridor presents the greatest opportunities. There are limitations to both the scale and use of future redevelopment on both sides of the street, but the opportunities presented will be the most wide-ranging within the community. The west side of the street—an area that is about one-half mile in width between Redwood Road and I-215—consists of a mix of industrial and commercial uses with no obvious pattern of development. The east side of the street also has a mix of industrial and commercial, but the commercial uses outnumber the industrial ones and there are blocks of residential uses. It, too, has little in the way of a consistent development pattern.

Redwood Road was consistently identified as a problem in the community for a variety of reasons. It has been designed for and heavily used by automobiles at the expense of other forms of transportation. It is considered a particularly unattractive stretch of road and lacking in terms of community commercial retail and services. It was also identified as an opportunity primarily because it is the one place in West Salt Lake that can accommodate a considerable amount of residential density and new commercial development without impacting the existing neighborhoods.

The vision for Redwood Road, however, varied to some degree because residents had differing opinions on how the west side of Redwood Road should be used. While an overwhelming percentage of the feedback favored the replacement of the industrial uses with commercial ones, the scale of anticipated commercial development differed. Some residents were opposed to big box development while others embraced it. Disagreement also arose from the extent to which Redwood Road could safely accommodate pedestrians and bicyclists, impacting the utility of these uses to residents to the east. There was little to no discussion about residential development west



of Redwood Road, as most people appeared to acknowledge that it was either nearly impossible to do so with the area's land use history.

Nodes

Throughout this document, the concept of a node is a critical one because nodes represent one of the key locations for redevelopment. For the purposes of this plan, **a node is an intersection consisting of at least one major road where there is potential for changes in land uses and the development pattern.** There are nodes scattered throughout West Salt Lake that are identified later in this document. Where 900 West and Redwood Road are better classified as *districts* of change, nodes are truly localized areas of change. The extent to which each node should or will experience change is largely dependent on the existing conditions of the node and the classification of the node in the overarching hierarchy. The same factors also impact the physical extent of the node. Many of the nodes discussed in this plan are found in the aforementioned areas of change—the 900 West and Redwood Road corridors, in particular.

900 West

The 900 West corridor is effectively West Salt Lake's primary community corridor because it is the only road other than Redwood Road that provides north-south connectivity. Residents and stakeholders both had ideas for all parts of the corridor, but the main focus was between 400 South and 1300 South. While the corridor itself is considered one largest area of change, it could be more accurately described as a string of nodes. So, while some changes are anticipated throughout the entire corridor, a majority of the changes should be anchored around the nodes. Those nodes are at the major intersections along 900 West: 400 South, 800 South, 900 South, California Avenue and 1700 South. Each of these nodes has specific elements or opportunities that correspond to a specific node type within the hierarchy defined in the following section. In that sense, the intensity of the proposed change is tied to the intersection's position on the hierarchy. The scale and scope of the possible changes at the 400 South node (a community node) will be different than at 1700 South (a regional node).

Additionally, the spaces in between the various nodes will reflect some of the changes seen at the adjacent nodes in order to provide appropriate buffering and transitions when necessary. The nodes at 800 South and 900 South are a good example of this because the nodes are very close together and the opportunities for redevelopment extend away from the intersections more than they do in other locations. This is mainly a result of the fact that 900 West is one of the few places that can accommodate some residential and commercial growth without impacting the stability of the community's interior.

The 700 West Corridor

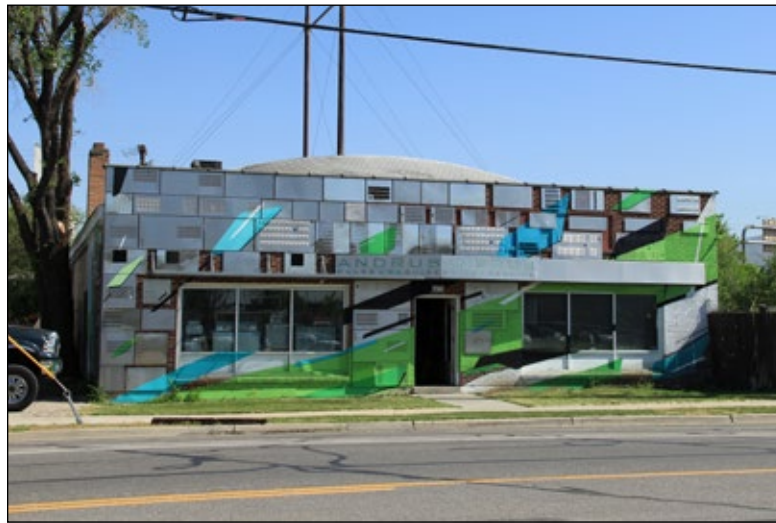
The 700 West corridor is a swath of development consisting of mostly industrial uses abutting single-family homes between 800 South to approximately 1400 South. At its widest, the corridor is about 1,500 feet and extends as far west as 800 West. The development pattern is inconsistent and the boundary between industrial land uses and residential land uses meanders. Where this has the most impact is with the buffer between the two uses. The 700 West corridor and the 900 West corridor overlap in some locations.

Residents in the area tended to focus on how this corridor impacts the perception of their community. It serves as the gateway between West Salt Lake and the communities to the east and it is most evident along 900 West, where the corridor is most apparent. The corridor's influence on the other gateways—800 South and 1300 South—is not as strong. The feedback for the 700 West corridor was more mixed and ambiguous, but the focus tended to be on the buffering between the two current uses and phasing out the intense industrial uses.

CONTINUING THE PROCESS

Ongoing Coordination

Opportunities for growth, redevelopment and ongoing community engagement will continue to arise and sometimes will come from unforeseen sources. It is important that there is a built-in system with the resources to identify these opportunities and involve the people best prepared to capitalize on them. Such a group already exists for this community: the West Side Coordination Group, which is an ongoing meeting between various



A grant secured by the Economic Development Division gave two University of Utah architectural students, Jeffrey Baird and Robert Tranter, the opportunity to realize their façade improvement project for Andrus Sales & Services at 708 West 900 South. The materials used in the renovation were recycled from Andrus' inventory.

Salt Lake City departments and divisions, the Sorenson Unity Center, the University of Utah, nonprofit organizations in the community, area community councils and residents. The West Side Coordination Group includes not just Glendale and Poplar Grove, but also the neighborhoods to the north such as Fairpark, Jackson and Guadalupe.

It has been an avenue for city projects to be discussed and coordinated, for various organizations active in the community to share their work and announce upcoming events, and for planning students to present their ideas and seek ideas for resources and support. As it grows, the group should strive to become a full-fledged outreach and collaborative outfit, ensuring ongoing coordination for projects and outreach efforts and for seeking grants and other funding.

The group's role in the *West Salt Lake Master Plan*

can be vital for the implementation of the community's vision. A group representing city departments, nonprofit organizations, residents and other stakeholders can be a means of vetting implementation strategies, identifying emerging opportunities and securing funding, resources and community support for ongoing application of the plan and its strategies.

The importance of **ongoing review** of the master plan should be underscored because the vision and goals found within this document are dynamic concepts. The extent to which Salt Lake City, the private development community and the community's residents and stakeholders have been successful in implementing this plan should be monitored and evaluated on a continuing basis.



MOVING FORWARD

Consider the West Side Coordination Group a fundamental implementation tool for the *West Salt Lake Master Plan*.

Identification and Coordination. The Salt Lake City Community and Economic Development Department should continue its support and organization of the West Side Coordination Group into the foreseeable future. The group should be tasked with using the *West Salt Lake Master Plan* (and other applicable community and subject plans) as the framework for identification of redevelopment opportunities in the community, coordination of implementation activities and analysis of the impacts and effectiveness of projects within the community.

Evaluation and Assessment of Implementation. The West Side Coordination Group should also make one of its objectives the ongoing evaluation and assessment of the *West Salt Lake Master Plan's* implementation. The Planning Division should use the West Side Coordination Group as one gauge for the plan's effectiveness in achieving the vision set forth in the document and as a source for necessary adjustments and modifications to the plan further down the road.

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NEIGHBORHOODS

VISION

The established and stable neighborhoods of West Salt Lake will remain the core of the community retaining the traditional development patterns while also providing new housing types and opportunities.

ESTABLISHED NEIGHBORHOODS

Stability and Opportunity

As with any community with 140 years of history, West Salt Lake is not a blank slate. There are well-defined single-family neighborhoods that have not yielded to expanding commercial districts over the years. So, for better or worse, creep from the small commercial nodes within the community has been limited, thus limiting the scope of retail and services in West Salt Lake.

Further, there has been very little additional density stemming from multi-family residential development. The infill development in West Salt Lake over the past couple of decades has been primarily single-family in nature (as noted above). And while the population of West Salt Lake has been climbing at a rate exceeding that of the city as a whole, that growth seems to be tied to younger generations. Families in West Salt Lake are on average bigger because there are more children in those families. Unless there are modifications in land use patterns, this may hold true in the future. Otherwise, over time, the demand for new housing will necessitate a change in the community’s development pattern. Where this change occurs will likely follow the same course that has already been set; that is, it will not be found deep within the neighborhoods.

What is Stability?
When “stability” is used in reference to neighborhoods, it does not imply a lack of change or a lack of opportunities. It only means that the development pattern has remained largely unchanged and major redevelopment is not expected. There are still opportunities in the stable areas, however. Infill development, growth at neighborhood and community nodes and infrastructure improvements are all examples of ways stable neighborhoods can still experience change.

As with many established communities, the primary dichotomy found in West Salt Lake can be very generally described as stability versus opportunity. An addendum to that description, however, should note the overwhelming majority of West Salt Lake tends toward the stable side of the spectrum. Glendale and Poplar Grove can be considered stable in the sense that there is limited opportunity within the neighborhoods for large-scale changes

to the character and development pattern. That does not mean, however, that they are without any opportunities for growth. Nor does it imply that changes are neither desired nor anticipated by the residents of the neighborhood or by the city itself.

Glendale and Poplar Grove

Glendale and Poplar Grove each grew at varying rates and under different circumstances, but the primary drivers and shapers of the growth—railroads, industry, street cars and the Jordan River—applied to each. Before streetcars began extending out of the central city in the late 1800s, the inhabited areas of both Glendale and Poplar Grove were physically separated from the rest of the city by inadequate roads. Those routes were then further impacted by the railroad corridor that bisected them and the industrial development that soon followed. This made it more difficult to get between the urban center of Salt Lake City and areas west of today's 600 West.

When streetcar lines began radiating from Downtown to West Salt Lake, they were routed between the neighborhoods at equal intervals (on 200 South, 700 South, and 1300 South), so the resulting subdivisions were evenly distributed throughout the area. However, many of these subdivisions existed only on paper and houses were not actually built until much later. Thus, there was a notable lag in the population growth of these subdivisions, especially as the streetcar investment in West Salt Lake began to diminish. Finally, the Jordan River and its unpredictability and misuse made development near it unappealing.

As a result of these factors, and the shared impact they had on both neighborhoods, Glendale and Poplar Grove



A view of the eastern edge of Poplar Grove in the 1930s. The road going left to right in the middle of the photograph is 400 South and the large complex at the top right is the Denver & Rio Grande machine shop and round house. The wide road to the left side of the photograph is 800 West (it was then known as 700 West). 800 West retains the same basic pattern today south of 600 South. this section of 800 West (and almost everything else from the middle of the photograph to the left) was demolished to make way for the interstates.



share similar development patterns. Chief among these are the rigid western boundary at Redwood Road, the fluid eastern boundary along the 700 West industrial corridor, and prominent isolation from the rest of Salt Lake City due to transportation barriers. Additionally, the later development of Glendale and Poplar Grove meant that there was some divergence from the original city design. Blocks farther to the west are generally smaller and the roads narrower than their counterparts elsewhere in the city as the influence of the Plat of Zion decreased in later subdivisions. Each of these has a significant role in the opportunities for future development, but the barriers in and out of Glendale and Poplar Grove underscore the community's desire to grow from within.

There are some differences between the two neighborhoods, too. Later subdivisions in Glendale tended to forego the grid pattern altogether, resulting in diagonal streets, such as Glendale Drive and Glenrose Drive (in the Glendale Gardens subdivision) or more suburban, cul-de-sac type development, as found in the Madison Estates subdivision at Redwood Road and California Avenue. Blocks in Glendale tend to also be larger and less uniform because of this development. The River Park subdivision along Jake Garn Boulevard, however, is a recent Poplar Grove subdivision that also presents the more suburban development patterns. Residential lots in the more traditional grid development in Poplar Grove are consistently between 7,000 and 8,000 square feet and tend to be more uniform in shape. Lots in Glendale, on the other hand, show a wider range, from 3,000 square foot parcels in the Madison Estates subdivision to half-acre lots on the 1000 to 1100 South blocks of Navajo Street.

However, these differences do not necessarily imply that the redevelopment strategies that work in one neighborhood will not work in the other. The larger lots and blocks in Glendale subdivisions may provide more flexibility for infill projects, but overall, both neighborhoods have similar limitations when it comes to redevelopment within the neighborhoods.

The Potential

400 South, 800 South/Indiana Avenue and 1300 South/California Avenue, the largest east-west roads within the neighborhoods, are still primarily residential. For the most part, commercial and institutional establishments anchor the corners of intersections (the nodes). The spaces in between those nodes are almost always single-family homes, usually on lots around 50 feet in width and with depths of over 100 feet. Some lots are deeper than this, presenting conditions that provide unique development opportunities. The potential for interior block urban agriculture is one of those opportunities.

There are also several vacant or underutilized parcels that can be developed as infill parcels, and depending on their size, can be seen as opportunities for multifamily projects. A property on Montgomery Street north of Indiana Avenue is one such lot. It sits at the end of a truncated street and abuts a parking lot, characteristics that provide more flexibility in creating a compatible infill project. Spaces like this within Glendale and Poplar Grove provide opportunities for creating new homes in the community. Regulations for infill development are guided primarily by compatibility with the existing neighborhood fabric, which includes elements like height, bulk, setbacks, architecture, landscaping and building materials. This development will not change the character of the neighborhood. Rather, it will be a complement to the areas of opportunity detailed later in this document.

The current zoning in the majority of West Salt Lake, and in nearly the entirety of the neighborhoods, is for single-family residential, which prohibits multi-family development. Therefore, multi-family residential infill will require some zoning ordinance modification. One option that could be employed is the city's accessory dwelling unit ordinance, which provides an avenue for additional units that are secondary to the main unit. This would not only increase the number of residential units, but would also introduce more variety in housing types. Another options is a zoning ordinance modification that allows for duplexes in single-family zones provided the infill parcel is over



NEIGHBORHOODS

a certain size and the development meets certain design standards to ensure compatibility.

Of course, the number of additional dwelling units that may arise from infill development will not be enough to bring about radical changes in the makeup of West Salt Lake. This leads to an issue that represents the heart of the *West Salt Lake Master Plan*. If the neighborhoods, which make up a majority of the planning area, provide few opportunities for major development, then the primary question is:

Can a community that's over 90 percent single-family with little room for large-scale infill development achieve the vision that its residents desire?

Throughout the process of developing the West Salt Lake Master Plan, it appeared that the residents and stakeholders recognized that the answer is “no” unless there were substantial changes to the development pattern of West Salt Lake. One of the aims of this plan is to demonstrate that localized changes in the community's development patterns—the areas where change and opportunity will be encouraged, introduced in the upcoming chapter—can bring about the desired vision despite the perceived limitations.

MOVING FORWARD

Determine unique and compatible ways to add incremental density through infill development.

Infill Development. All new infill development, whether single-, two- or multi-family residential, should adhere to the prevailing development pattern in the immediate area. Some design elements that are used to increase density, such as height and bulk, can be made compatible through appropriate architectural and landscaping techniques.

Multi-family Infill Allowances. The Salt Lake City Planning Division should explore regulatory options for allowing two- or multi-family development on lots that are zoned for only single-family where appropriate. Appropriate cases include lots that have unique shapes or access difficulties, or where the impact on adjacent properties would be negligible due to the unique properties of the parcel(s). Appropriate review and approval processes should apply in these cases. Regulations such as these can help add even a small amount of additional density without impacting the prevailing single-family character of West Salt Lake and potentially introduce unique housing types and designs to the community or the city.

New Node Adjacent Development. New residential and commercial development that is adjacent to established single-family neighborhoods should be buffered with landscaping and side or rear yard setbacks based upon the distance between the proposed building and the existing building(s).

Accessory Dwelling Units. Salt Lake City should expand the geographic area where accessory dwelling units are permitted to include the single-family districts in West Salt Lake. Application of the ADU ordinance in this community would provide opportunities for additional density and a wider variety of housing choices without impacting the predominant development pattern.

Find sustainable options for underutilized lands within these stable, single-family

neighborhoods.

Big Blocks. With the help of property owners and potential developers, Salt Lake City should identify underutilized or unmaintained areas within residential blocks in West Salt Lake. These areas should be targeted as opportunities for development through flexible zoning techniques.

Urban Agriculture. Between existing city resources and private urban agriculture organizations, a community-wide information network should be established to explain the requirements and regulations for farming on private lots with the goal of increasing fruit and vegetable consumption, decreasing the food desert in West Salt Lake, and encouraging more sustainable use of private vacant lands.



REDWOOD ROAD

VISION

Redwood Road is a safe, attractive and welcoming public space for automobiles, bicyclists, pedestrians and transit users that provides access to a variety of retail, service and housing options to the residents of Glendale, Poplar Grove and other parts of Salt Lake City. It is also a corridor full of employment opportunities, not just for residents of West Salt Lake, but for the region's residents.

A DIVIDING LINE

Redwood Road is an arterial state highway that is one of only two north-south roads in West Salt Lake that provide access beyond both the community's northern and southern boundaries. The segment within West Salt Lake, between I-80 and Highway 201, is 2.75 miles long and serves as a divider between residential and industrial land uses that make up the rest of Salt Lake City westward. Its average daily traffic volume over the past ten years has remained steadily within the 20,000 to 25,000 vehicles per day range.

Land Uses

Currently, Redwood Road is zoned for commercial activity, but it was only 20 years ago that the west side of the road was zoned for manufacturing uses. Today the properties on the west side are split-zoned: commercial zoning is typically found on the first 100 feet from the road and the remainder of the land westward is industrial. As a result, a significant percentage of the development is light manufacturing or heavy commercial. The uses that are not industrial are either office uses or regional commercial uses (e.g., recreational vehicle sales, sign shops, and welding services). The remainder of the commercial uses, including financial services, gas stations and fast food restaurants, serve West Salt Lake's residents and the employees in the area. Many residents and employees indicated that they would like to see more types of retail and more options for retail and services.

Transportation

Redwood Road's regional importance has led to a development pattern favors automobile traffic. The right-of-way is two or three lanes, usually with a center turn lane, and a variety of shoulder configurations (though the Utah Department of Transportation is proposing changes to the shoulders throughout the corridor). The

corridor's automobile orientation is reflected in comments from residents who participated in the development of this plan: Redwood Road is considered "unsafe" or "hostile" for pedestrians and bicyclists. For example, the lack and condition of sidewalks were identified as a concern. Between 400 South and 2100 South, only 75 percent of the west side and 80 percent of the east side have sidewalks. Existing sidewalks vary dramatically in quality and location and are often directly adjacent to the street, which offers little protection from the volume and speed of road traffic. A majority of the buildings along Redwood Road are set back between 50 and 150 feet from the street. Parking lots are typically next to the sidewalk with numerous driveways. Unnecessary driveways and entrances to parking lots increase the potential conflicts between pedestrians, cyclists and vehicles. Development is spread out and, especially on the west side of the street, there are a number of undeveloped or underdeveloped parcels.

Crossing the street is also problematic: There are only seven controlled intersections on Redwood Road in the study area: 400 South, 500 South, Indiana Avenue, California Avenue, 1500 South, 1700 South and 2100 South. Other than 1500 South, these are Redwood Road's primary cross-streets. None of these crossings have pedestrian refuges within the road. The right-of-way is a considerable deterrent for walking, as the crossings are anywhere between 80 feet (Indiana Avenue) and 145 feet (2100 South). As Redwood Road develops and commercial and residential development expands, with more commercial options located on the west side of the street, additional crossings and other infrastructure (such as pedestrian refuges and raised crosswalks) will become necessary.

Redwood Road is also designated as a paved shoulder bicycle route: a route with extra space for cyclists but not for a full separated bike lane. The width of the paved shoulder varies significantly throughout the corridor and there is no signage alerting motorists to the potential for cyclists. With the numerous access points between private property, and the right-of-way and the high volume and speed of traffic, cyclists typically opt for neighborhood roads or the Jordan River Parkway. These routes are typically indirect and longer, both in time and distance, especially if both the origin and destination are both on Redwood Road. There are short-term plans for striped bicycle lanes on Redwood Road between 2100 South and I-80. Over time, however, options should still be considered that provide better separation between cyclists and high-speed traffic.

UDOT has already scheduled improvements for Redwood Road between I-80 and California Avenue for 2013 and between California Avenue and Highway 201 for 2014. The improvements include construction of curb, gutter and sidewalks and placement of bicycle lanes. These basic infrastructure components are a first, important step towards the corridor's transformation.

Competing Goals

The most succinct way to describe the issues with Redwood Road is that **the past goals for Redwood Road are not compatible with the goals of Redwood Road today**. Those old goals are easy to determine based on the development pattern. Redwood Road is a quick and efficient vehicular route in and out of West Salt Lake for trucks, commuters and residents. It also provides a seamless connection between industrial lands in the area and the highway system. Finally, it has been the most recent boundary for full-scale industrial properties to locate and operate. These old goals are often at odds with the vision of Redwood Road as an attractive pedestrian- and bicycle-friendly road lined with places to live, shop, work and play.

REDEFINING A CORRIDOR

Redwood Road's future was discussed in detail at the public meetings and the types of changes desired covered a broad spectrum of needs. The issues raised fit in three general categories: the appearance of Redwood Road, land uses, and transportation and connectivity. The most prominent and consistent themes, however, related to land

use. Residents were generally unhappy with the proximity of heavy industrial uses to neighborhoods and wanted to see more commercial options and residential growth in their place. Employees along Redwood Road and in the industrial parks to the west were not content with the commercial activity along the street.

The dissatisfaction with Redwood Road from both residents and workers resulted with a vision of Redwood Road as a safer, more inclusive public space that provides the Glendale and Poplar Grove communities with options for living, shopping, eating and entertainment. The east side of Redwood Road would include a variety of mixed use development options with a focus on neighborhood commercial needs, while the west side would be home to larger-scale retail and services, employment centers and other ancillary development. The community's desire to have more retail and service options within its boundaries is tied to the need for more residential development. Redwood Road is the few locations within West Salt Lake that can handle increased residential density and many of those new commercial uses. The current land uses along Redwood Road are not indicative of the size, scope or importance of the road. The future Redwood Road corridor should be a road that underscores the role of Redwood Road in the community and in the region.

There are a number of steps required to fulfill this vision, including capital improvements, investment in urban design and large-scale changes in zoning. Before redevelopment begins, the city should undertake two actions. First, the city should create regulations that address the corridor's needs and help establish the vision. Second, infrastructure and public space improvements should be included in the city's Capital Improvement Plan as a priority. Other funding sources should also be identified to accomplish these needs.

The East Side of Redwood Road

The east side of Redwood Road is one of the few places in West Salt Lake where residential density can be significantly increased. For example, between 500 South and Indiana Avenue, the average residential density is five units per acre. Farther south, between Indiana Avenue and 1700 South, the density is only slightly higher at six units per acre. These densities are representative of the average density of the community as a whole—6.5 residential units per acre. Low residential densities over an entire community reduces the likelihood of commercial expansion in the area because in many cases, the population is not enough for a business to thrive. They also reduce the likelihood of generating enough transit trips to justify investment in new and better public transit. Low densities can also indicate that the mix of residential types is skewed towards detached single-family homes. Since Redwood Road is one of the few places in West Salt Lake that can accommodate additional residential density, the corridor's redevelopment is key to both establishing a base for more diversified commercial options and to offer the multi-family housing options that are severely lacking elsewhere in the community.

Additional density on Redwood Road would also increase the pedestrian traffic on the street and facilitate a gradual move to an environment suited for more transportation options. Short-term actions such as zoning changes are the first steps towards this transformation.

300 South to Surplus Canal

Despite the low single-family densities near Redwood Road, zoning changes can help facilitate denser residential and commercial development on its east side with little impact. Throughout most of the corridor, parcels are between 300 and 800 feet in depth. This pattern, with the right flexibility in development regulations, provides ample square footage for establishing dense mixed use developments and buffering these more intense land uses from the single-family neighborhoods with gradual height adjustments or landscaping. At Indiana Avenue, where the single-family development is immediately adjacent to Redwood Road, redevelopment should be on a smaller scale and at lower intensities.

Densities along the corridor should average 20 to 50 units per acre with buffering guidelines in place. This density range will require heights ranging between 35 and 75 feet. At Indiana Avenue, however, ten to 20 units per acre, with heights up to 35 feet, are more reasonable and would still allow for moderate residential development, such as townhomes or live/work units with small commercial establishments at the street level. The density limitation at Indiana Avenue should not be specifically written into the zoning district, but should be regulated organically through the buffering and setback requirements applicable throughout the district.

Normally, the tallest buildings are desirable at intersections for emphasis. However, with the proximity of the single-family properties at Indiana Avenue, development should be designed to provide transitions between larger multi-family developments on Redwood Road and the neighborhoods on Indiana Avenue. Over time, it is reasonable to expect that this intersection will grow and the transition will move farther east on Indiana Avenue. Until that time, however, this important intersection for the Glendale and Poplar Grove neighborhoods could be emphasized in other ways, such as with prominent urban design features.

Surplus Canal to 2100 South

Farther to the south there is also opportunity to increase the community's residential base more intensely. South of 1700 South, development along the east side of Redwood Road would abut only the city-owned Glendale Golf Course and lie within a half-mile from the Surplus Canal and Glendale Park and less than a mile from the Jordan River, the 17th South River Park, and Seven Peaks Water Park. Because there are no adjacent single-family neighborhoods, building heights could be increased and rear yard setbacks decreased, allowing for higher residential densities that take advantage of the proximity of Highway 201 and adjacent open space. Commercial and office uses should also be part of the zoning district's allowable uses in order to build the regional nodes at 1700 South and 2100 South.

9 Line at Redwood Road

The 9 Line meets Redwood Road about 400 feet south of Indiana Avenue. This is the current western terminus of the trail, but the goal is to extend it to the Surplus Canal where it would join the future Surplus Canal trail. This is an important connection and its intersection at Redwood Road provides an opportunity to establish a public space that could serve as a gathering spot for residents. One underlying theme of the public's visioning for Redwood Road was the need to make Redwood Road safer and more attractive for residents. A pedestrian and cyclist specific connection between Redwood Road and downtown via the 9 Line also reflects the community's role as the hub of recreational activity in Salt Lake City.

The West Side of Redwood Road

In West Salt Lake, Redwood Road has long been the eastern edge of residential land uses and this boundary should be maintained. The west side of Redwood Road is not suitable for residential development because many of the properties have been, or are currently, sites for intensive industrial development. Even the parcels that have been remediated or that were not used in this way are still adjacent to those industrial sites. In this case, Redwood Road's role as a buffer is critical to achieving the vision for the corridor.

Zoning changes, development guidelines and capital improvements can soften the boundary and provide numerous opportunities for commercial expansion. This transition is a key element of creating a corridor that works for both residents and employees. The incompatibility between the two sides of the road was a common part of the discussion about Redwood Road, and how it contributes to the appearance of the streetscape. Buffering with park strip and median vegetation may help create a less intense transition and also beautify the street, meeting both goals. The eventual redevelopment of the properties on the west side of the street will provide a better long-term

buffer from the industrial uses closer to I-215. The current commercial zoning along the Redwood Road frontage should be eliminated and replaced with a district that prohibits the uses that are common along the corridor now in favor of community-oriented businesses. The amount of vacant and underdeveloped land is ideal for a regional office, business or research park that would benefit from the direct access to the airport, highway system and the industrial businesses to the west. It is also a location that could house services that are currently lacking in West Salt Lake, especially large-scale, around-the-clock health care services and dental services. Grocery, clothing and gardening stores are three other commercial uses that would work well on Redwood Road.

The area set back from Redwood Road and I-215 should be rezoned to a business or industrial park district that focuses heavily on building design, site design and compatibility with the overall vision of Redwood Road. The zoning should promote large-scale commercial and office uses and prohibit uses that generate nuisances like some of the heavy commercial uses seen there today. There are good examples of this kind of development already within Salt Lake City. Sequoia Vista Circle, a cul-de-sac off the west side of Redwood Road, is home to a small office park that is designed to soften the transition between the heavier uses to the west and the commercial uses on Redwood Road (the recently developed California Crossing at the northeast corner of Redwood Road and California Avenue). The western extent of Directors Row is another example of a larger-scale industrial setting that maintains a sense of order and appropriate design. This style of regulation allows the corridor to gradually transform while also maintaining some of the area's stability, employment base and daytime populations. It is important that certain existing high-intensity land uses be encouraged to relocate or required to be designed in accordance with the new design standards if they are expanded.

The idea of an “entertainment zone” also came up in some public forums. Residents mentioned that West Salt Lake lacked some of the more specific types of recreation facilities you might otherwise find on the outskirts of residential areas. The waterpark on 1700 South is one type of facility that is in West Salt Lake, but some residents believed that Redwood Road would be a good location for other types of entertainment. A movie theater complex was the most common type mentioned, as the nearest movie theaters were either Downtown or in West Valley City. Another type that was mentioned less frequently, but that is worthy of consideration, was a large family entertainment center with miniature golf, go karts or an arcade (a local example cited was Boondocks in Kaysville and Draper). The entertainment complex concept was especially desirable for residents because of the benefits it could have with the community's youth. There was a general discussion about creating a safe, family-friendly activities and opportunities where children and teenagers could spend time as a preventative measure for some of the less desirable activities. There are parcels on the west side of Redwood Road that would be good candidate sites for a movie theater, a family entertainment center—or perhaps both—and that would serve to not only spur development on Redwood Road, but also provide the type of opportunity for West Salt Lake's youth that their parents desire.

Gateways

Redwood Road serves another important function as a gateway into West Salt Lake's neighborhoods and employment centers. The limited number of routes in and out of the community guarantees that Redwood Road will continue to carry a heavy amount of traffic. The fact that it is a regional commercial corridor and an employment base area further underscores that. As the corridor redevelops, it can be an attractive and convenient option for travelers arriving to the airport or via I-80 from points west. It would also welcome area employees when they arrive from West Valley City and other points south. Gateway treatments for arterial streets such as Redwood Road can have two positive impacts. It can beautify the street and make the area more welcoming, but it can also help calm traffic speeds and make the street safer for other modes of transportation.

Signage is a common type of gateway treatment. A simple sign introducing the city or the neighborhood is effective. San Diego is particularly noteworthy in this regard, as many of its old neighborhoods, including North Park, University Heights, and the Gaslamp District, are marked with distinctive signs that are highly visible at both day and night. This is only one example of such gateway signage, but with the size and scale of Redwood Road, something similar may work well in conjunction with other elements.

Landscaping is another common type of gateway treatment and should be considered as the baseline for Redwood Road's gateway at 400 South and 2100 South. To meet Salt Lake City's sustainability goals, landscaping should be designed to minimize the need for watering and be native or appropriate for the climate. Public art could also be used to give each gateway its own unique properties and provide an effective opportunity for community involvement. Work by artists local to the community should be favored and contests could be held on a rotating basis to further fine arts education and maintain interest within the community.

Transit and Transportation Improvements

The long-term transformation of Redwood Road will necessitate other changes within the corridor. Redwood Road has already been identified as a potential future bus rapid transit (BRT) route in the *2011-2040 Wasatch Front Regional Transportation Plan* as part of a north-south route through the entire county. The BRT route as proposed would provide residents of Glendale and Poplar Grove access to the employment centers such as the airport, downtown and then onward to the University of Utah and Research Park. BRT would also plug the City's section of Redwood Road into the regional transit network between Ogden and Provo.

There are a variety of configurations for BRT, but an option that should be strongly considered for Redwood Road is one with dedicated right-of-way. In this scenario, Redwood Road would have dedicated lanes for buses and stations similar to light rail stations. This not only makes the BRT system faster and more efficient, but it may make it more appealing to those who do not ordinarily utilize buses. It also demonstrates to potential private developers a commitment to transit along the Redwood Road corridor due to the fixed improvements, and thus provides motivation for redevelopment that standard bus service may not provide. Any configuration considered should also incorporate bicycle infrastructure into the design.

As the population increases along Redwood Road, the demand for regular bus service in addition to BRT may warrant a feasibility study for light rail or streetcar on Redwood Road. Light rail or streetcar service, however, should only be considered a long term possibility, based on feasibility, construction costs and impact to both the neighborhoods and industrial districts. There may also be long-term potential for additional transit with an east/west orientation that provides connections through the neighborhoods to Redwood Road. What that could be and what it would look like are unknown, but transit in West Salt Lake will be part of the city's long range citywide transit plan.

In the short term, regular and efficient bus service should be a priority along Redwood Road, providing connections from Redwood Road to other important nodes within or just outside of West Salt Lake. These locations include the intersection of California Avenue and 900 West, the intersection of 800 West and 900 West, and the light rail stations on both North Temple, 900 South, 1300 South and 2100 South.



MOVING FORWARD

Keep the whole Redwood Road corridor in mind while encouraging redevelopment.

Always Remember the Big Picture. Even though Redwood Road is a patchwork of development opportunities, Salt Lake City should always consider the entire corridor when planning and engineering improvements. The intersections on Redwood Road are important, but there is a lot of land inbetween the intersections and those areas require infrastructure improvements as well. Keeping the big picture in mind is also important because there are redevelopment limitations on each side of the road but both sides of the road need to be cohesive. Additionally, roads are public spaces by their very nature, so Redwood Road is likely the biggest public space in West Salt Lake. Consistent design treatment is a fundamental way to make all 2.75 miles of Redwood Road pleasant for everyone. ○○○○○

Emphasize the Intersections. Redwood Road has major intersections at regular intervals and those intersections should be highlighted and emphasized to signify their roles as gateways into the neighborhoods. The Indiana Avenue intersection in particular requires attention because building heights are unlikely to play a role in its emphasis. ○○○○○

Highlight the 9 Line. The intersection of the 9 Line and Redwood Road should be highlighted to bring visibility to the trail crossing and emphasize the importance of the trail. The full extent of this should be developed in the *9 Line Corridor Plan*.

Salt Lake City should also consider purchasing the property that abuts the 9 Line on its southern edge to establish a new public space. Alternately, the city could employ incentives or other means of encouraging development of that lot to activate the space along the trail and make it a safer place. ○○○○○

Encourage residential and commercial redevelopment along the east side of Redwood Road.

Rezone Redwood Road between 300 South and the Surplus Canal. The Planning Division should establish a zoning district on the east side of Redwood Road between 300 South and the Surplus Canal that permits heights up to at least 50 feet to achieve residential densities of 20 to 50 units per acre. Developments in this area should be required to provide a residential component if they exceed 35 feet (or three stories) and residential development should be encouraged via parking reductions and other incentives.

The zoning district should heavily regulate buffering between Redwood Road development and the adjacent single-family development by focusing on techniques such as setbacks, variable height limits and landscaping. This will ensure compatible development at the intersection of Redwood Road with Indiana Avenue, where proximity of single-family development is an issue. ○○○○○

Rezone Redwood Road between the Surplus Canal and 2100 South. The Planning Division should rezone the properties along Redwood Road between the Surplus Canal and 2100 South to a district that permits multi-family residential, commercial and office uses with flexibility in terms of height and site design. If density limits are put in place, they should be upwards of 50 to 100 units per acre. ○○○○○

Encourage major redevelopment of the west side of Redwood Road.

Rezone the West Side of Redwood Road. The current mix of zoning districts along Redwood Road's west side—general-to-heavy commercial and light manufacturing—should be eliminated. In their place, two less intense zoning districts should be put in place. Property adjacent to Redwood Road should be zoned for less intense commercial land uses through a zone that requires a more coordinated and measured approach to development than the one found there now. This new zoning district should restrict the heavy commercial uses allowed there now but welcome large commercial developments.



The remaining properties between Redwood Road and I-215 should be rezoned for business or industrial park style development. The Planning Division should consider establishing a new zoning district that allows for some of the lower-intensity industrial uses that can be designed to be compatible with commercial development. ○○○○○

Entertainment Zone. The Community and Economic Development Department should focus on bringing facilities such as a movie theater or a family entertainment center to a location on Redwood Road. Such a complex could be part of a larger commercial or office development and serve as a catalytic site for development on both sides of Redwood Road. ○○○○○

Recognize Redwood Road’s role as a gateway into Salt Lake City, the West Salt Lake community, and its neighborhoods.

400 South Gateway. Salt Lake City should invest in infrastructure and landscaping improvements where Redwood Road enters the West Salt Lake community at 400 South. The gateway should, at minimum, feature landscaping, public artwork and some type of signage welcoming travelers to the community or Salt Lake City (or both). Gateway landscaping treatments should be designed with the city’s sustainability goals in mind. The scale of the gateway should reflect the fact that this is a gateway for Salt Lake City residents to the north and visitors first entering Salt Lake City from I-80 and the airport. ○○○○○

2100 South Gateway. Salt Lake City should invest in infrastructure and landscaping improvements at the point where Redwood Road enters the West Salt Lake community at 2100 South. The gateway should, at minimum, feature landscaping, public artwork and signage welcoming travelers to the community or Salt Lake City (or both). Gateway landscaping treatments should be designed with the city’s sustainability goals in mind. The scale of the gateway should reflect the fact that this is a gateway for residents from other cities to the south and visitors entering the city from Highway 201. ○○○○○

Transform Redwood Road from an automobile-dominated throughfare to a corridor that balances all types of transportation.

Sidewalks, Crosswalks and Bicycle Facilities. Salt Lake City should reinforce the sidewalk and bicycle improvements installed by UDOT along Redwood Road with additional improvements of the sidewalk and crosswalk infrastructure around major interesections. Pedestrian refuges should be used as part of crosswalks across Redwood Road at major intersections—400 South, 500 South, Indiana Avenue, California Avenue, 1700 South and 2100 South. ○○○○○

Bus Rapid Transit. Salt Lake City should focus efforts on realizing the proposed bus rapid transit (BRT) route on Redwood Road as identified in the 2011-2040 Wasatch Front Regional Transportation Plan, as redevelopment necessitates direct and efficient travel to both Redwood Road employment centers (from outside the community) and those downtown, at the University of Utah and at Research Park.

BRT on Redwood Road within Salt Lake City should, at minimum, feature dedicated rights-of-way for buses with stations similar to those found at light rail stations. ○○○○○

Light Rail Transit or Streetcar. As potential long-term project, Salt Lake City should consider the feasibility of a light rail or streetcar route on Redwood Road. ○○○○○



NODES

VISION

West Salt Lake is populated with neighborhood, commercial and regional nodes that provide the community with a variety of housing options, increase the stability of the existing residential neighborhoods by providing the necessary daily or discretionary retail and service options, and provide opportunities for employment within the community. These nodes are scaled and designed to be consistent with the existing fabric of the community where necessary. They also have the framework necessary to be sustainable and efficient as part of a growing network of transportation options and, along with recreation nodes scattered about the community, are attractive destinations for the community's residents and visitors from elsewhere in the city and region.

DEFINING THE CONCEPT

Like a majority of Salt Lake City, West Salt Lake was laid out on a grid street network. There are a few locations where the grid is broken or was not followed but the pattern is otherwise consistent. This grid pattern creates a string of intersections along the primary streets both within the neighborhoods and at their edges. Intersections, or nodes, can be defined as fully integrated centers of activity, points where one corridor crosses another, such as the intersections of two streets or a street and a river. Nodes vary greatly in a number of ways, with scale, character, and activity level being three of the most significant. Further, nodes are not static: Changes in the economic landscape, land use regulations or transportation options can influence a node's characteristics. Not every intersection is a node, however; historic development patterns, natural resources, land use regulations and transportation patterns are the primary factors that determine what intersections become activity centers.

Nodes provide a focal point for a community, and they can represent a larger area than the actual node itself. In this way, the identity of a node can signify the values and unique characteristics of a community. The most successful types of nodes—the nodes that residents feel both positively and accurately represent their neighborhoods or communities—are those that have an integrated mix of land uses, reliable public infrastructure, a variety of transportation options, and safe and inviting public spaces, streets and sidewalks.

Identifying the Nodes in West Salt Lake



Residents and employees of the West Salt Lake Community identified a number of existing and potential nodes during outreach and engagement activities. There were nodes that were clearly popular choices—900 West at 900 South, Redwood Road at Indiana Avenue and 900 West at California Avenue are three examples—but there were others that were not as frequently identified but their qualities or opportunities were well-documented.

The identified nodes vary considerably with regard to level of development and character. They also have very different future roles as seen by residents. The 400 South and Concord Street node is a very small commercial node with a restaurant and a neighborhood market, but has the potential to be a much more attractive neighborhood center. In comparison, the node at Redwood Road and California Avenue is envisioned as a hub for larger-scale commercial uses and options that serve the entire community.

Some of the nodes have well-established roles in the community; for example, the intersection of 900 West and California Avenue is the location of key community assets, such as the Sorenson Multicultural and Unity Center, the Salt Lake Community Action Program’s Head Start building and Riley Elementary School. While the land use component of the 900 West and California Avenue node has been established, work is needed to connect the node to the rest of the community and diversify the land uses.

Other nodes, such as 900 West and 400 South, are not as defined. This node has the potential for a significant commercial node based on its location, but it is currently underdeveloped, with isolated commercial uses and vacant and underutilized land. Other nodes, however, were highlighted for their potential and not necessarily their current condition.

How to connect each of these nodes to the community and to each other is a key piece of the puzzle. These nodes do not exist in a vacuum and their viability relies on the ease in which people can access their resources and services. Additionally there needs to be a network that allows people to flow freely between different types and levels of nodes because each level serves a different purpose and often different needs. This is why 900 West and Redwood Road, in particular, are important. Not only do these streets provide the most realistic opportunities for new development and growth, but they are the basis for the connectivity of much of West Salt Lake’s nodes.

THE HIERARCHY OF NODES

Establishing the Hierarchy

Examination of the nodes reveals a typology based on both the current conditions and the opportunities for each. Those opportunities were identified through the community’s feedback and take into account other factors, such as the surrounding land uses and the location of the node. In West Salt Lake, there are four basic types of nodes: neighborhood nodes, community nodes, regional nodes and recreation/open space nodes. This hierarchy, including the characteristics of each node, is not specific to West Salt Lake. It fits into a larger system that includes node types not found in this community but found elsewhere in Salt Lake City.

The classification of nodes into this hierarchy is based on both the current conditions and the potential opportunities, which primarily stem from the community’s visions for the node and site-specific characteristics. An example of this is the aforementioned intersection of 900 West and 400 South. The current makeup of the node does not meet what is expected of a community center. However, the node’s proximity to the interstate, potential for redevelopment and importance to the community are all factors that make it a future candidate for a community node. Farther south on 900 West at 700 South, however, is an example of a neighborhood node that has an established commercial corner and room to grow on two others.



Over time a node may reach its effective development capacity and physical growth or increased density may be restricted due to regulations or other constraints. In these cases, a variety of factors would need to be weighted and compared to determine whether expansion of the district is warranted. The surrounding uses are likely to be the most important determinant. For example, a neighborhood node surrounded by single-family homes is not a likely candidate for expansion. But each scenario should be considered individually when that opportunity arises.

Each type of node found in West Salt Lake is discussed in general terms below. For each type, one or two examples is provided as a framework for the other nodes within each tier. These examples are ones that members of the community selected or that present an opportunity for the most positive impact.

Neighborhood Nodes

Neighborhood nodes are small-scale nodes that incorporate small commercial establishments and residential options. These nodes are easily accessible from the surrounding neighborhoods by foot or bicycle but provide very little parking as they are not normally major attractors for residents outside of the neighborhood. They are also ideal locations for uses that cater to everyday needs and walking trips such as corner markets, cafes/restaurants, and salons or barbershops. In West Salt Lake, these nodes are generally surrounded by single-family homes, so the new residential component must be compatible. Appropriate development would consist of one or two stories of apartments or condominiums above the ground-floor commercial, accommodating densities between ten and 15 units per acre. Parking for new mixed use developments would be limited to the street or lots behind buildings.

Neighborhood nodes rely on the neighboring residential properties because they are not intended to bear a heavy load of new residential development. It's entirely possible that they will not contain a residential component at all, especially if there is a concern about parking or compatibility with adjacent properties. Businesses located at these smaller nodes are not major employers, either. Their role in West Salt Lake's future is providing residents access to daily services without requiring the use of a private vehicle. They can also be places of interaction, where residents on the neighboring blocks can informally and spontaneously gather while they get other tasks done.

The pedestrian experience is key at neighborhood nodes because it is expected that walking and bicycling, and not driving, will be the primary modes. Thus all improvements around these nodes should be scaled appropriately, especially street lighting, the lack of which was often cited as a barrier to walking around the neighborhood. Data such as pedestrian and vehicle collisions, speeding and red light citations and other measurements of potential pedestrian safety should be routinely recorded and compared to pre-installation data to see what types of improvements work and what types do not. This can provide direction for future capital projects at other intersections in the future.

The existing or potential neighborhood nodes in West Salt Lake are:

- 900 West at 700 South (see below);
- 900 West at 900 South (see below);
- Indiana Avenue at Navajo Street, 1400 West and Pueblo Street (see below);
- 400 South at Concord Street; and
- Glendale Drive at Navajo Street (see below).

900 West at 700 South

The neighborhood node at 900 West and 700 South is partly established already with a small commercial strip at the southeastern corner of the intersection. This development is not only compatible with the surrounding neighborhood in terms of height and bulk, but it is a good example of how neighborhood nodes should be designed:



buildings built to the public right-of-way and off-street parking is located in the rear yard. The corner to the north is occupied by a nursing center and the north and south blocks on the west side of the street are underdeveloped and vacant respectively. There is room to grow on the west side of the intersection and developments with two stories would be appropriate given the size of the lots and surrounding properties. 700 West is a wide street with a relatively low traffic volume so infrastructure improvements to improve the pedestrian experience and node's appearance would be welcomed at the location.

900 West at 900 South

The intersection of 900 West at 900 South was frequently identified within the community as a significant opportunity. There is a small commercial component at the node and the Jordan River is only 700 feet to the west of the intersection. Additionally, it is already a recreation node: The 9 Line and the Jordan River Parkway meet at 900 South and three parks with a total of 50 acres of open space are all within a quarter-mile of the intersection. 900 South continues west past 900 West until it meets the river. There are some limitations to development at this node. Salt Lake City should work with the owner of the billboards on the northwest corner to find a suitable site for their relocation. The Sunday Anderson Westside Senior Center, while being the type of use that can anchor a neighborhood center, sits on the northeast corner and would need to be incorporated into any new development. The existing businesses on the southwest corner should be incentivized to be a part of the node's future through one of the City's economic development programs. Continuity of any small, local businesses at neighborhood nodes is vital for the node's long-term vitality because these businesses are already carrying out part of the vision. Complementing economic activity and a denser residential base are needed, however (analysis of the market and commercial potential is found below in the the discussion about the 900 West/800 South community node).

The limitations at this node present obstacles to redevelopment but the community's vision for the location has been explored in detail over the past couple of years. The opportunity for a link between this node and the well-established 9th & 9th node (900 South at 900 East) and a link between the Jordan River and Liberty Park is also appealing. This intersection's future will be further studied in detail in the 9 Line's corridor plan.

Indiana Avenue at Navajo Street, 1400 West and Pueblo Street

This node is a unique opportunity because it is not just a single intersection, but a series intersections along Indiana Avenue. Three of the intersections are "T" intersections which can provide developers with flexibility when designing projects within the node and also gives the There are some current commercial uses along Indiana Avenue here but the overall node is underdeveloped and past attempts to revitalize this node have been hampered by zoning or legal issues with certain properties. The current zoning at these nodes requires review and likely modification or change to spur this development and business development programs through the Economic Development Division can help grow this node and turn it into a destination in a central location. This location was one of the sites where residents expressed interest in a node that celebrates the diversity of the community. Restaurants, public spaces for small neighborhood events and specialized commercial establishments can be the type of uses that highlights the community's ethnic diversity.

Glendale Drive at Navajo Street

The intersection of Glendale Drive and Navajo Street (generally called Glendale Plaza) is another example of a node that is missing a couple of pieces but has some potential. It is also an example of how lack of connectivity and visibility can impact the viability of a commercial center. It has the size and bank of developable space to be a thriving community node but the access and visibility of a neighborhood node. It is most likely something inbetween the two and if it can utilize the underdeveloped land at the intersection for residential development,



and complement the existing land uses, there is potential for a healthy neighborhood node around Glendale Plaza.

The node is currently composed of a variety of mixes: a full service grocery store, a drug store, a charter school, a place of worship and a senior living development. The Glendale Plaza development itself was originally constructed in 1950 and expanded in the 1960s. It was home to commercial uses as recently as 2006, but the building had a number of physical problems that, in addition to the location issues, led to the loss of those shops and services. The site was adapted for use as the school and has been in operation since then.

The grocery store and the charter school sit on either side of Navajo Street on the north side of Glendale Drive, occupying 4.5 acres. Inclusion of the Rite Aid building northwest of the school results in 6.5 acres. Three of those acres are dedicated to parking. This is developable space that presents an opportunity to meet a number of the goals of the community and the *West Salt Lake Master Plan*. The three direct goals are adding residential density, creating viable mixed use nodes, encouraging redevelopment within neighborhoods through compatible higher-density residential development. Indirectly, it also can bring about infrastructure and public transportation improvements.

A node of any size needs transportation access and visibility from active places to thrive. There is currently only one bus route through the node and it only passes by every 30 minutes. The street leading to the node from Indiana Avenue and California Avenue are neighborhood roads. The only physical indication that there is a node here is a set of directional signs for the grocery store, Supermercado de las Americas, on those two arterials. Neighborhood nodes, however, rely on the residents within the area, usually within walking distance, to survive. So while there is room for a community node style of development here, it may be unrealistic to expect a community node due to those geographic limitations. If anything, the history of Glendale Plaza should be a lesson as to the importance of both a dense residential base to draw from and direct access to the node.

A market profile of the area indicates there are commercial demands that are not being met. Within a half-mile radius, there are 6,000 residents and only a handful of market types are being met within a half-mile radius of the node. The highest demands—automotive parts, grocery stores, gas stations, general merchandise stores and all types of restaurants—are all underserved. The unfulfilled grocery store demand is noteworthy because Supermercado de las Americas is one of only three grocery stores in the community and the only one in Glendale. The estimated grocery store demand in 2012 was four million dollars and 30 percent of that was met within a half-mile radius of the intersection. The Glendale Plaza node is most suited for mixed use development that has a strong residential component. It is surrounded entirely by single-family residential properties, including some of the largest and lowest density blocks in the community (between three and four dwelling units per acre). Adding density, and designing it to be compatible is the first step; with the amount of potential developable space, in addition to design and buffering considerations, may allow for building heights ordinarily found at community nodes. The additional density may increase demand enough in the immediate area to attract additional businesses to the node or encourage local business development.

Community Nodes

Community nodes are larger in scale than their neighborhood counterparts because they generally offer retail and services that attract people from a larger area. While some of the existing community nodes do not have residential components, new developments at these locations should incorporate housing. These nodes are good opportunities to add density with multifamily residential units. Densities should be on the order of 20 to 30 dwelling units per acre with appropriate building forms to complement adjacent lower density uses if necessary. Accessory dwelling units (ADUs), which are fully separate dwelling units that are located on the same lot as



the primary residence, may be appropriate at community nodes. ADUs are an effective way to increase density within the stable areas, especially with the community’s deep single-family lots. Retailers such as grocery stores, clothing stores or small professional offices are appropriate anchors for community nodes. These nodes can also be anchored around or include institutional uses, such as churches, schools or daycares. Community nodes should be comfortable and safe for pedestrians and bicyclists while providing some off-site parking that is located behind or to the side of the buildings. Developments around these type of nodes should also be accessible to regular public transportation service.

Community nodes are effective in highlighting the diversity and unique characteristics of the area because they may be good locations for businesses that cater to a specific population. Specialty markets, such as those that focus on a specific cultural background—such as Polynesian or West African markets—are good fits for community nodes because they can draw residents from the immediate area while also accomodating those who rely on public transportation or drive to the location.

The existing or potential community nodes in West Salt Lake are:

- 900 West at 400 South;
- 900 West at 800 South (see below);
- 900 West at California Avenue (see below);
- Redwood Road at Indiana Avenue (see "Redwood Road" chapter);
- Redwood Road at California Avenue (see "Redwood Road" chapter); and
- California Avenue at Concord Street and Glendale Drive.

900 West at 800 South

This intersection is currently the best example of a community node. It has a grocery store anchoring the intersection with other commercial uses that attract patrons from the entire community. The residential component is underdeveloped around the node because the surrounding uses are almost entirely single-family residential. Thus, additional density at the intersection of 900 West and 800 South should not only improve the accessibility of the node for pedestrians and cyclists, but increase the opportunity for expansion of the commercial base.

The most frequently cited need in the commuity was restaurants and specifically family-style (or full service) restaurants. There are some scattered within the neighborhoods and a few more on Redwood Road, but there is a perception among some residents that many residents go to West Valley City for restaurants. A profile of the retail market around the 900 West/800 South node (which includes the neighborhood node at 900 South) shows that there is a demand for those uses that is not being met in the immediate are. The analysis supports the community's belief: In the half-mile radius around the two nodes, approximately 80 percent of the demand for restaurants, cafes or bars is not being met within the neighborhood. In other words, residents around the 900 West and 800 South area likely have to drive to the other side of the community or outside of it to reach a full-service restaurant. This underscores the additional comments regarding variety.

There are also few places for residents to purchase things such as furniture, appliances, electronics, sporting equipment, health and beauty supplies and clothing. Very little of this estimated demand is being met within a half-mile of the node though some of it may be regional and eventually met elsewhere in the community. The second highest retail surplus—where the supply far exceeds the demand—in the area was grocery stores. The presence of Smith's at the intersection is the primary reason it is a community node as people from all over West Salt Lake shop there. The highest surplus was in the online shopping industry due to the presence of merchandise storage facilities in the 700 West corridor. The items residents want may be in the area but they are not directly sold in the area.



It would also be beneficial to consider a commercial connection between this node and the node at 900 South. This smaller node, which has a direct link to the Jordan River and other recreational assets, could provide some smaller neighborhood-scale establishments that may not be appropriate at the larger node. It is also possible and likely that long-term growth at these two nodes will result in their combination into a larger node. It also provides an opportunity for a larger development within the two blocks between 800 South and 900 South where a larger development could incorporate not only more commercial uses but the residential density to support both the neighborhood uses while the larger uses still draw from the community.

900 West at California Avenue

The intersection of 900 West with California Avenue is atypical for a standard community node because the main anchor is the Sorenson Multicultural and Unity Center and there are currently no commercial uses at this location. The Sorenson Center offers recreation, cultural and educational services that draw residents from the entire community. There are some opportunities for some smaller, neighborhood-scale commercial uses in the small block between 1300 South and California Avenue and on the south side of 1300 South east of 800 West.

This node deserves better connections to other community assets. Though the Jordan River is less than 500 feet away from the intersection (on 900 West), there is no direct access to either the river or the Jordan River Parkway. The closest access point is one-third of a mile west on California Avenue. This connection, though indirect, is still important as it can encourage residents to walk between their homes and this cultural center by using assets such as a the Jordan River Parkway. Signage, special striping, or other wayfinding techniques would help establish this connection. Walking and bicycling are key elements of the community's future and providing safe and family-friendly access to resources and assets is a core goal of this plan. This connection will be part of a larger “cultural network” in the area, including the Glendale Library and the International Peace Gardens. Strengthening this network not only provides residents with the ability to forego using a personal vehicle, but it allows them to engage in their neighborhoods on a more personal level and promotes healthier travel choices.

There is an opportunity on 900 West at 1300 South to create a small access point to the Jordan River and possibly to the Jordan River Parkway. At this point, the Jordan River is less than 200 feet from the right-of-way and proximity to the California Avenue and 900 West node opens up opportunities for highlighting the node’s importance with signage or other urban design elements.

Regional Nodes

Regional nodes are locations that are major magnets for large commercial, professional offices and multi-family developments. Regional nodes are served by at least one arterial street (preferably two) so that they are easily accessible by automobiles and public transportation. Streets serving these nodes should have bicycle facilities and the developments themselves should include mid-block routes and public spaces for pedestrians. Planning for public transit, bicycling and walking to these locations is important for the long-term health of the community. They are major attractors for employment and community activities and alternative travel options encourage physical activity and better air quality.

Not every individual building at a regional node will be mixed use, but the development itself should contain multiple uses that complement each other, such as office buildings and restaurants. Additionally, offices and businesses should be integrated with one another to take advantage of shared parking and make more efficient use of the developable land. If housing is part of the development, the residential density should be high—no less than 50 dwelling units per acre—and height limits at these locations should be set to accommodate the types of developments that are desired.



There is a spectrum of regional node types and the mixes of uses at any given node may differ substantially. In that sense, regional nodes within a community do not necessarily compete: One regional node may consist of a large office complex, a family dining restaurant and condominiums while another is composed of educational facilities, a business incubator development and a couple of small cafes. The ultimate goal is that any regional node is a destination for all residents within a metropolitan area.

The existing or potential regional business nodes in West Salt Lake are:

- Redwood Road at 400 South (see below);
- Redwood Road at 1700 South (see below);
- Redwood Road at 2100 South (see below); and
- 900 West at 1700 South (see below).

The development around two additional Redwood Road nodes—Indiana Avenue and California Avenue—will be hybridized regional nodes because the eastern halves of each intersection are not suitable for large scale development due to constraints that are discussed below.

Redwood Road

Because of the size of Redwood Road, and its current status as a major gateway into Salt Lake City, the intersections of 400 South, 1700 South and 2100 South have the potential of becoming strong regional nodes. Large employment centers west of I-215, but within a short distance of Redwood Road, provide a daytime population for restaurants, retail stores, or fitness centers. This would complement potential high-density residential and office or business park development at these intersections to boost the overall market for redevelopment. Traffic counts from the Utah Department of Transportation from 2010 (the latest available) show that the traffic volumes on Redwood Road between I-80 and Highway 201 are similar to those found on State Street between Downtown and 2100 South. State Street is also in need of redevelopment, but it offers a selection of stores, restaurants and services that exceeds those found on Redwood Road. The difference between the development of Redwood Road and State Street is likely rooted in their histories—State Street was the direct route from the south to Downtown Salt Lake City and has had unimpeded connections to the neighborhoods east of it. With similar traffic volumes and similar nearby adjacent residential densities, it is likely a catalytic development at one of the regional nodes on Redwood Road can spur development along the corridor.

Redwood Road's intersections with both Indiana Avenue and California Avenue have constraints on their eastern halves that limit the potential for a full regional node. The Redwood Road/Indiana Avenue intersection is very close to single-family development, so compatibility would be an issue. It would function like a hybrid node: regional development on the western side with smaller scaled, two-story development on the other. California Avenue may function more as a community node/regional node due to the presence of the Surplus Canal and single-family development just a block east of Redwood Road.

The timing of redevelopment at Redwood Road's nodes will have an effect on the community nodes within West Salt Lake. If Redwood Road begins to develop before the nodes within the neighborhoods, it may impact the extent to which those nodes, particularly the community nodes, can develop. For example, a large office park with a couple of restaurants at Redwood Road and 1700 South may meet whatever demand exists or has been created in the area. Thus a node such as California Avenue and Concord Street, which might otherwise support an additional family restaurant to accompany the existing businesses, may not have the market to do so until there is additional residential growth.



900 West at 1700 South

900 West at 1700 South is another location where there is potential for a smaller regional node. Professional offices, educational facilities—such as a small satellite campus—and supporting commercial retail and service uses would provide a nice transition between the residential and community uses north of the intersection and the industrial uses to the south. According to 2012 retail market data, there are over 30 businesses within a half-mile of the node, but only two of them could be classified as restaurants. A majority of them are dedicated to vehicle sales, repair or auto parts, all of which have a regional draw (the supply of these businesses exceeded the local demand by 250 million dollars in 2012). While these businesses aren't necessarily major employers, and there is already a concentration of businesses in the immediate area that can be expanded upon and diversified. The commercial businesses here then can be geared towards the daily needs of employees in the area instead of the residents—only 2,000 of which live in that radius—who can depend on closer nodes for their more frequent needs.

Recreation Nodes

Rivers and trails in a community open up the opportunity for recreation nodes. These nodes do not fit within the traditional framework of nodes listed above. They can be considered in terms of neighborhood, community or regional, but there is a considerable variety of uses and levels of development that can create a recreation node. The intersection of two trails is a recreation node (900 West and 900 South) just as much as a concentration of active public spaces such as tennis courts with a private waterpark is.

The two most important elements of successful recreation nodes are access and presence. A recreation node must be easy to get to (and just as easy to enjoy) and must also attract residents and visitors so it remains vibrant and safe. Like underutilized commercial nodes, underutilized recreation nodes can quickly lose their function and importance in a community so ongoing maintenance and investment is key.

The existing or potential recreation and open space nodes in West Salt Lake are:

- 900 West at 900 South (see below);
- 1700 South at the Jordan River; and
- Redwood Road at 900 South.

900 West at 900 South

The 900 West/900 South node has the potential to be a unique one because it could be a neighborhood node within a larger recreation node. Numerous recreational and open space assets converge at this node: the Jordan River, the Jordan River Parkway, the 9 Line, the International Peace Gardens, Jordan Park and 9th South River Park. Additionally, the restoration of the riparian environment on the oxbow, the reconstructed 900 South stormwater wetland, and the interpretative opportunities for each, make this a unique opportunity to highlight the West Salt Lake community and create a regional recreational attraction. One of the city's primary action items should be highlighting these assets as equals to other similarly unique recreation assets within other Salt Lake City. The Bonneville Shoreline Trail on the East Bench is one such asset as it has similar qualities with connectivity and the mix of active and passive recreation opportunities.

CONNECTING THE NODES

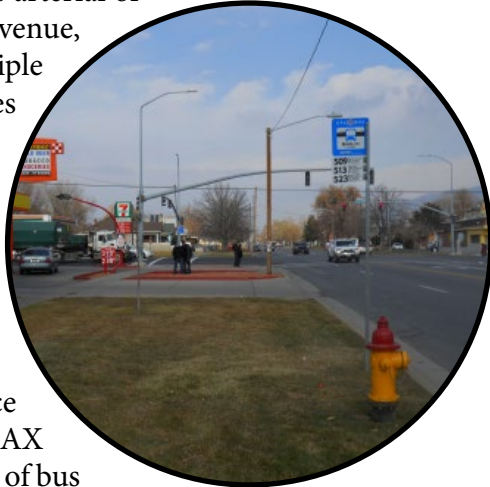
The Existing Network

Each tier of the node hierarchy requires consideration of the interface between the level of development and the



level of transit service. Neighborhood nodes do not require the same frequency and quantity of transit routes that are needed at regional networks because the residential densities and commercial intensities are drastically different. Additionally, the concentration of jobs at community or regional nodes is unlikely to play a major role at neighborhood nodes so the frequency of buses, for example, may not be as important. However, not all commercial, entertainment or recreational needs can be met at each step on the node hierarchy and not all residents will live in walking distance to each. It should be noted that the network needs direct and reliable connections to the rest of the city. There are certain destinations that are necessarily outside of West Salt Lake such as Downtown, the University of Utah and the airport. One of the explicit goals of the *West Salt Lake Master Plan* is improving the connections between this community and the rest of the city. So while this document focuses only on nodes in West Salt Lake, there are very important nodes just outside the community's boundaries. The 800 West and Fairpark TRAX stations on North Temple, the TRAX station at 200 West and 900 South, and the Intermodal Hub on 600 West are major connection points to the rest of the city and region.

One key to encouraging smarter transportation options is finding the most efficient and equitable way to connect all nodes. With the exception of Glendale Plaza, each of the nodes that were identified and will play a role in the growth and expansion of West Salt Lake are on at least one of the community's arterial or collector streets (900 West, Redwood Road, 400 South, 800 South/Indiana Avenue, 1300 South/California Avenue, 1700 South and 2100 South). As a result, multiple nodes can be connected with a single bus route and it is possible that all the nodes can be connected by just two routes. The bus service within West Salt Lake's interior was a frequent point of discussion with residents and it was considered unreliable. Currently, there are bus routes on all but one (800 West/Indiana Avenue) of the arterial or collector streets in West Salt Lake and another north-south route that meanders through the middle of both neighborhoods between California Avenue and 400 South. All of these routes are at 30 minute frequencies. Notably, while there are direct bus service to the Ball Park (1300 South) and Central Pointe (2100 South) TRAX stations, there is no direct service to the 900 South TRAX station or the Jackson/Euclid (800 West) or Fairpark TRAX stations on North Temple. Additionally, there were complaints about the quality of bus stops in West Salt Lake and concerns about accessibility of stops for those in wheelchairs or with other mobility limitations.



Ideally improved transit infrastructure in the form of expanded or streamlined neighborhood bus routes in addition to bus rapid transit on Redwood Road that provides connection between neighborhood nodes where people live to regional nodes where people work while also opening up the larger regional transit network.

Building the Network

Salt Lake City's renewed efforts to reestablish a streetcar network, in addition to West Salt Lake's history of streetcar activity, has spurred some discussion about streetcar's potential in the community. That discussion is an important one for the future of Glendale and Poplar Grove but it should be tempered with the reality that beyond the current Sugar House route and the potential Downtown route, there are no plans nor funding for any additional streetcar infrastructure. However, by 2014, it is anticipated that the creation of a citywide public transit plan will be underway. During that process, feasibility studies, analysis of ridership potential and public participation will be used to determine the role of streetcar in West Salt Lake's future. Streetcar may be a viable option in the long-term along streets like California Avenue, 400 South or 900 West, connecting regional nodes on Redwood to community and neighborhood nodes within the community and nodes outside of it. At this point, however, the



potential for rail transit in West Salt Lake is, at a minimum 15 to 20 years out.

Growth of the community is the first step towards that goal: increasing the residential density in the community and establishing strong mixed and multi-use at these nodes in West Salt Lake is the more immediate need. As the nodes grow and become destinations for employment, shopping, entertainment or housing, the need to connect them to other parts of the community and city will become more pressing. There will be a need for more streamlined bus service, especially between neighborhood nodes and the regional nodes on Redwood where there will eventually be bus rapid transit service and larger employment centers.



MOVING FORWARD

Create a more conducive environment for redevelopment at neighborhood nodes.

Low Intensity Mixed Use Development. The Salt Lake City Planning Division shall analyze its existing zoning districts to determine which will provide the most flexibility for low intensity mixed use development around the identified neighborhood nodes. Building heights at residential nodes should be limited to 35 feet or three stories and there should be no density limitations provided the physical development regulations are met but the goal should be between ten to 25 dwelling units per acre. Residential uses should not be required as part of the development but encouraged through incentives such as parking reductions. ○○○○○

The Pedestrian Experience. The pedestrian experience around neighborhood nodes should be one of the focal points for redevelopment and capital improvements in West Salt Lake. The Community and Economic Development Department should prioritize projects at the identified intersections in this plan through the Capital Improvement Plan such as decorative crosswalks, signage and wayfinding programs, bulbouts where space permits, public artwork, street trees and similar types of improvements. Street lighting should be emphasized at intersections and be scaled to the pedestrian level. Ongoing recording and comparative analysis of pedestrian-vehicle conflict data (e.g, pedestrian-vehicle collisions, accidents and moving violations) should be used to inform future projects at neighborhood nodes. ○○○○○

Local Business Expansion. The Salt Lake City Economic Development Division should concentrate its local business efforts in the West Salt Lake area to ensure that existing and potential businesses are aware of the benefits of being located at neighborhood nodes and that these nodes are highlighted as potential locations for relocation or establishment of those businesses. ○○○○○

900 South and 900 West. The intersection of 900 South and 900 West should be the focus of a special

redevelopment program to realize the potential of, and take advantage of community interest in, this neighborhood node despite the limitations.

- **The Southwest Corner.** The existing businesses on the southwest corner should be incorporated and made the anchors of a larger and more cohesive development. ○○○○○
- **Sunday Anderson Senior Center.** The city should work with Salt Lake County to find a unique way to expand the role of the Sunday Anderson Senior Center in the node’s growth, possible through expansion into a larger development with complementary neighborhood uses. ○○○○○
- **Billboard Relocation.** Salt Lake City should work with the property owner and billboard owner of the billboards on the northwest corner property to find a more appropriate and mutually beneficial location. ○○○○○

Glendale Plaza. Find a suitable way to encourage multi-family infill development at the intersection of Navajo Street and Glendale Drive to encourage additional commercial development that complements the existing commercial, institutional and residential development at the intersection. Keeping the failure of the previous Glendale Plaza commercial development in mind, the focus should be residential here and there should be flexibility with regard to height, parking and landscaping due to the nature of the intersection and the development pattern.

Create a more flexible regulatory environment for redevelopment at community nodes.

Maximize Use of Property. Allow property owners at the identified community nodes to take full advantage of their properties to add density and commercial intensity to the area. A certain percentage of residential development should be required for developments over a certain size and the density benchmarks should be between 25 to 50 dwelling units per acre. Developers should be encouraged to aim for three to four stories in



height provided appropriate buffering and landscaping can make the new development compatible with any surrounding single-family development. Some amount of parking should be required for all uses but parking should be located behind or to the side of buildings and shared parking should be strongly encouraged to maximize the developable space. ○○○○○

Pedestrians, Bicyclists and Vehicles. Because community nodes rely on pedestrian, bicycle and vehicle activity to survive, a balance between the two should be the goal for capital improvements at these intersections. Parking lots should always be located behind or to the side of buildings and ideally, entrances to parking lots should be on side streets if possible. Street lighting should be designed to minimize the potential for incidents between pedestrians, bicyclists and vehicles and traffic calming devices such as medians, bulbouts or planters should be used where possible. ○○○○○

Wayfinding and Orientation. The Community and Economic Development Department should consider a pilot program for wayfinding and orientation between the identified community nodes in West Salt Lake. Due to the layout of nodes in West Salt Lake, and the need to encourage healthier activities such as walking and bicycling in the community, the program should establish a “tour of the community” that informs residents and visitors of the distances between nodes and assets and makes use of the Jordan River Parkway and the 9 Line. ○○○○○

Create a foundation for the development of regional nodes in West Salt Lake.

Removing Barriers and Recruitment. The Salt Lake City Planning Division and the Economic Development Division should work together to identify the zoning regulations that may be barriers to creating regional nodes in West Salt Lake. The Economic Development Division should use the flexibility in development at regional nodes as a recruitment tool for large commercial, institutional or office park development. ○○○○○

High Density Residential and Multi-Use Development.

The Planning Division shall put in place a zoning district (or districts) at the identified regional nodes that have no density limitations and flexible height regulations to encourage high density residential development and compact, multi-use development. The ideal densities at nodes such as Redwood Road and 1700 South and Redwood Road and 2100 South should be between 75 and 100 dwelling units per acre; at Redwood Road and 400 South and at 900 West and 1700 South, densities between 50 to 75 dwelling units per acre are more reasonable. ○○○○○

Continue to support the development of recreation nodes in West Salt Lake.

Infrastructure Maintenance and Improvement. As part of other goals and strategies in this plan, and because of the unique recreational assets in West Salt Lake, ongoing maintenance and improvement of its recreational infrastructure should be one of the priorities of the city’s Public Services Department. The intersections of the Jordan River Parkway, the 9 Line and the proposed Surplus Canal with streets should be considered an opportunity for creating public spaces and highlighting the city’s ongoing emphasis on recreation and public art. ○○○○○

Build and maintain an active, multi-modal network between West Salt Lake’s nodes and nodes outside the community.

Strengthening the Transit Network. As part of the citywide transit plan, connections between West Salt Lake and the rest of the city should be carefully considered. The potential for additional transit in West Salt Lake should be analyzed in light of the physical barriers surrounding the community, the lack of reliable internal transit and connections to existing transit outside the community and the need for equitable distribution of transit for all city residents.

- ***Bus Service.*** Salt Lake City should encourage the Utah Transit Authority to improve the overall reliability and quality of bus service in West Salt Lake and make efforts to improve



the quality and accessibility of bus stops in the community. ○○○○○

- **Rail Service.** As part of Salt Lake City’s citywide transit master plan, the role of rail service—specially streetcar—in West Salt Lake should be looked at and how it can be used to strengthen the east west connections between West Salt Lake and downtown. ○○○○○

The 900 South East-West Connection. Using the 9 Line corridor as a template, Salt Lake City should explore ways to highlight the connection between West Salt Lake’s 900 South and 900 West intersection and the 9th & 9th neighborhood node at 900 East. Thematic design elements—pavement markings, signage or special road signs, for example—should be part of the connection. ○○○○○



THE JORDAN RIVER

VISION

The Jordan River continues to be the ecological, environmental and recreational heart of West Salt Lake. The stretch of the river within the community and the Jordan River Parkway alongside it are unlike any other in the Salt Lake Valley.

A COMMUNITY ASSET

The most consistent theme throughout the public feedback received was the importance of the Jordan River in West Salt Lake. The river offers various recreational opportunities, including a multi-use trail, canoeing and other water-based activities, and parks. **Approximately 45 percent of West Salt Lake's dwelling units are within one-quarter mile of the river, a distance that is usually considered walkable. The percentage jumps to 78 percent when the radius increased to one-half mile.** The river is closely paralleled by the Jordan River Parkway for its entire length in West Salt Lake and a majority of the city, but there is a significant gap at 200 South, just outside of West Salt Lake, that limits its effectiveness as a connection to points north. The trail is a major bicycle and pedestrian connection between neighborhoods and some of the community's other assets. Between the community's north and south boundaries, the trail directly connects six parks of over 75 acres and comes within a quarter-mile of three more parks with over 25 acres. Within those parks, there are tennis courts, baseball/softball fields, football/soccer fields, playgrounds, a skateboard park, walking trails and picnic areas. The Glendale Golf Course and Seven Peaks Waterpark can both be accessed easily from the Jordan River Parkway as well. Additionally, five of the eight schools in West Salt Lake are also within a quarter-mile of the river.

Efforts to preserve and restore wildlife habitat, wetlands and water quality within Salt Lake City are ongoing, including two projects at 900 South: the oxbow habitat restoration and the stormwater wetland reconstruction. Each of these projects will have interpretive and educational opportunities. These efforts will be vital in raising awareness of the river and its role within the larger ecosystem and long-term protection of the habitats for a variety of species of fish and migratory birds.

OPPORTUNITIES

In addition to agreeing about the general importance of the river, community members also agreed that it was an integral part of the community's identity. There have been efforts made to use the Jordan River as a marketing tool within the community and to highlight the neighborhood and commercial corridor around the river as a unique district within the city. The intent of this work is not to replace the historic neighborhood names, but to provide a unifying thematic and economic district that ties the neighborhoods together. These efforts can be further developed and strengthened with help from the Economic Development Division as specific nodes along the river—namely 900 West at 900 South—begin to further develop. Using the river as a thematic element was also frequently mentioned as a way to uniquely identify some of those nodes. River-related design elements and artwork at specific intersections could further highlight and spur the growth of nodes as destinations.

The future of the Jordan River and the opportunities for improving the river corridor centered around three general themes. The first was about the river's role in **connecting neighborhoods** within and outside of the community. Making the river corridor and adjacent parks **safer places** was the second theme and the third was **highlighting the river itself**.

Connectivity

One of the disconnects in the Jordan River corridor is just outside of West Salt Lake, between 200 South and North Temple. There is a gap in the Jordan River Parkway that is nearly one-half mile long, requiring a mile-long detour along city streets. This connection is of particular significance now that the TRAX route between the Salt Lake City International Airport and Downtown has been completed. **A complete Jordan River Parkway would provide the entire community with direct pedestrian and bicycle access to not just the rest of the trail, but to the Fairpark and the TRAX station on North Temple.** Furthermore, it would complete the Jordan River Parkway within Salt Lake City and create an uninterrupted 22 mile stretch of trail between North Salt Lake and Sandy.

At a smaller scale, there are community assets that are not within the river corridor but that should be clearly connected to the Jordan River Parkway. One example is the Sorenson Multicultural and Unity Center at 900 West and California Avenue. The community center is only 500 feet away from the river, where the Jordan River is closest to 900 West, but there is no access there. At one time, a canal along 1300 South joined the Jordan River at that point, but today it is a commercial property. Access at this site should be strongly considered because it provides a link between two major destinations within the community and promotes more active and healthier lifestyles. Not only is it part of a busy community node, but it is also the point at which the Jordan River is closest to 900 West. The next closest access point is on California Avenue, one-third of a mile to the west. Specific signage, roadway or sidewalk treatments and other forms of wayfinding should be used to direct people to and from the river. After the Glendale Library is constructed at the corner of California Avenue and Concord Street, the connection between the Sorenson Center, the Jordan River and the Glendale Library will be even more important for creating a clear link between the three destinations.

Safety

Some residents specifically noted safety concerns along the trail. Analysis of crime data from 2011, the most recent year analyzed, indicated there were 274 incidents involving police along the Jordan River Parkway. This includes the parks immediately abutting the Jordan River Parkway, including 9th South River Park, Jordan Park and others. Only 40 percent of the trail is within the West Salt Lake Community. When compared to other city parks in terms of reports incidents, the Jordan River Parkway ranked far below Pioneer Park but above other large parks such as Liberty Park and Sugar House Park. However, patrolling the Jordan River Parkway presents difficulties that other city parks may not present due to its linear nature and limited number of access points. While the comparison might not be entirely useful for those reasons, the number of incidents alone warrants additional patrolling and

other safety measures such as enhanced community involvement. Encouraging residents to participate in the Salt Lake City Police Department’s community programs—the SLCPD Volunteer Corps and the Community-Oriented Policing Program—may help alleviate some safety concerns for residents. Community monitoring of the trail will also help relevant city departments identify potential safety issues like overgrown hedges, damaged facilities or maintenance needs. New lighting is another option. Lighting along the Jordan River requires a balance between safety and environmental concerns. Environmentally sensitive lighting—lighting that does not disrupt or disturb wildlife habitat or migration—should be used wherever possible and without sacrificing visibility at night. **Pathway lights are an example of adequate lighting for most of the trail, especially in stretches through open areas, that will not overpower riparian habitats.** Segments with high traffic, narrow corridors or with road crossings, should have higher intensity lights that are shielded and directed downward at the trail. This would make the trail more inviting and help address the real or perceived safety issues in the corridor.

Older citizens had concerns about sharing the trail with bicyclists, because of the potential for conflicts. Residents recounted issues with locations along the trail where there were overgrown weeds or blind spots and the potential for collisions with faster-moving trail users. A solution that has proven successful in other parks has been the implementation of two adjacent, parallel trails, one made of asphalt or concrete and another made of gravel, where there is room for both. The two parallel trails provide ample room for both pedestrians and bicyclists. Even when only small sections of dual trails can be constructed, the additional space allows cyclists to pass pedestrians or slower moving cyclists and can act like a siding on a railroad network. Another option that is less costly is striping to delineate the lanes for bicyclists and for pedestrians. This at the very least provides some visual cues for users so they know where other users will be based on the other users’ mode of transportation.



Bollard lighting that minimizes the light directed outside of the trail corridor.

Presence

There are nine roads that cross the Jordan River in West Salt Lake: 300 South, 400 South, 500 South, 700 South, 800 South, Fremont Avenue, 1300 South, 1700 South, and 2100 South. Of those nine streets, none of them have any sort of signage indicating the river crossing. A couple of the streets have signage for the Jordan River Parkway to alert motorists of the pedestrian activity, but the signage is strictly utilitarian in that respect.

At certain times of the year, but especially during the summer, the Jordan River is largely hidden from view by trees. Some residents remarked that it is plausible visitors to the area could drive over the river and not know they had done so. Four treatments for the river crossing on California Avenue were presented to residents and stakeholders and they were asked to rank them in order of their preference. The most preferred option was a small monument sign. This type of treatment would be appropriate for major crossings such as 400 South, Indiana Avenue and California Avenue. Not every crossing needs a complex treatment, but even on neighborhood roads, a sign is enough to demonstrate that the river is a unique asset for the city and an important element of the community’s identity. Markers and crossing treatments can also serve as traffic calming features by alerting motorists to the potential for increased pedestrian activity.

Highlighting the Jordan River is one action item that the community can have an active role in implementing this master plan. **Where neighborhood streets cross the river, the community should look for inexpensive,**

THE JORDAN RIVER

temporary ways to highlight the river such as temporary signage, public artwork or road painting. Salt Lake City would be involved to facilitate these projects through relaxed permitting and acknowledgement of the positive community-driven projects.



Something as simple as painting the Jordan River Parkway crosswalk can be an effective and relatively inexpensive way to make the river and pedestrians more visible.

MOVING FORWARD

Support the Jordan River’s ecological health.

Plant and Animal Habitats. Salt Lake City should continue its efforts to maintain existing native plant species throughout the Jordan River corridor while looking for new opportunities to expand the reach of the species’ habitats. Additionally, Salt Lake City should continue to work with other cities and regional organizations to restore and protect wetlands and other wildlife habitats and to further improve the river’s water quality. ○○○○○

Undeveloped Land. A thorough ecological evaluation of undeveloped parcels adjacent to the Jordan River should be conducted to determine the most appropriate use of each parcel. ○○○○○

Corridor Encroachments. The city should identify encroachments into the Jordan River corridor from adjacent private properties and work with property owners to correct current encroachments and prevent future ones. ○○○○○

Celebrate the Jordan River.

The River District. Salt Lake City’s Department of Community and Economic Development should continue its work with residents, businesses owners and non-profit groups and community organizations along the Jordan River to establish the "River District" as a unifying theme between Glendale and Poplar Grove. ○○○○○

Community-Driven Implementation. Salt Lake City and West Salt Lake community members should together create a more collaborative environment to discuss ways in which residents and stakeholders can implement the *West Salt Lake Master Plan* and identify barriers that may prevent community-driven projects. ○○○○○

Market the River. Salt Lake City should create a marketing program to highlight the Jordan River and its history, the recreational and educational opportunities it offers, and its importance to the city. ○○○○○

Urban Design. The city should create and implement an urban design system that utilizes river-related imagery and themes within as a visual element of new or improved infrastructure, street and sidewalk treatments and public artwork. This design system should be used primarily at or around nodes that are or will be tied to the Jordan River such as 900 West and 900 South or 900 West and California Avenue. ○○○○○

River Crossings. At the points where 400 South, Indiana Avenue and California Avenue cross the Jordan River, unique treatments including monument signs and landscaping should be installed to bring attention to the river and the bridge. At all other crossings, Salt Lake City should consider less expensive treatments that still indentify the Jordan River. ○○○○○



An example of an urban design element that brings attention related to a body of water: inlaid, colored concrete from a transit station at Penitencia Creek in San Jose, California.

Expand recreational opportunities on the Jordan River.

900 West Access. Salt Lake City should acquire property on 900 West near 1300 South for the purpose of creating a new access point for the Jordan River. ○○○○○

Canoes & Kayaks. New canoe and kayak access should be added to the river and opportunities for more river

recreation activities should be pursued. ○○○○○

Establish more connections between the Jordan River Parkway and the community.

The Missing Link. All efforts to finalize and construct the missing section of the Jordan River Parkway between 200 South and North Temple should be made. Completion of the trail will provide West Salt Lake residents with direct bicycle and pedestrian access between the neighborhood and community nodes on 900 West and the Fairpark TRAX station. ○○○○○

Wayfinding. Salt Lake City and community members should together develop a uniquely designed wayfinding system linking the Jordan River Parkway with other community assets such as the Sorenson Multicultural and Unity Center, the Chapman Library and forthcoming Glendale Library, and the community's schools. The wayfinding system should utilize clear and simple imagery and colors that make it accessible for all trail users. ○○○○○

Make the Jordan River Parkway safer.

Community Policing. Residents should be encouraged to participate in the Salt Lake City Police Department's SLCPD Volunteer Corps and the Community-Oriented Policing Program. ○○○○○

Trail Lighting. The Salt Lake City Parks and Public Lands Division should install light fixtures in parks and open spaces that are more resistant to vandalism. Ensure these light fixtures are context-sensitive and sited to maximize light at high traffic areas, narrow corridors and road crossings while reducing spillover into the sensitive habitat areas. ○○○○○

Parallel Trails. Consider installation of an additional trail made of a durable non-asphalt material where there is room for the addition. Alternately, pavement striping that separates the uses can be added to the existing trail. Each options can provide safer conditions for different types of users (such as seniors or families with children as opposed to bicyclists, runners or skateboarders). ○○○○○



An additional trail, where spaces allows, can prevent conflicts between different users on the Jordan River Parkway and create a safer space for all users.



THE SURPLUS CANAL

VISION

The Surplus Canal is an active public space providing new recreational opportunities for West Salt Lake residents and employees without interfering with the canal's primary function as a flood control utility. With the addition of a Surplus Canal trail corridor, West Salt Lake has become the hub of the city and region's bicycle and pedestrian trail network.

A POTENTIAL ASSET

While the Jordan River was the most frequently identified asset in West Salt Lake, the Surplus Canal was recognized by some residents as a recreational opportunity. The Surplus Canal tends to be considered purely a public utility in the community, because its primary purpose is flood control and because it is primarily within the industrial district. There are also issues with encroachments into the canal corridor from adjacent property owners, especially west of Redwood Road where the land uses are more industrial. Despite this, the canal does have potential to become the centerpiece of a unique open space corridor.

The Surplus Canal diverts from the Jordan River at 2100 South and flows northwest ultimately to the Great Salt Lake west of the airport. The length of the canal in the study area—between its beginning at the river to where it passes under I-215—is under two miles. The first half-mile of the canal flows through the middle of the Glendale Golf Course while the next half-mile forms part of the border between the single-family neighborhoods and the Redwood Road corridor. At Redwood Road, the canal cuts through industrial developments, some of which contain heavy industrial uses. The canal is highly visible from both 1700 South and 2100 South, and it flows just under the intersection of Redwood Road and California Avenue. So, while it does pass through developed areas, it is buffered on both sides from development and paralleled by vehicle access roads. Pedestrian and bicycle access is not technically restricted, but the access is gated in most places.

A NEW TRAIL

Residents interested in the Surplus Canal's recreational value focused primarily on the corridor's development of

a trail similar to the Jordan River Parkway. The city's current *Bicycle and Pedestrian Master Plan* adopted in 2004 proposes a trail on the east bank of the Surplus Canal between the Jordan River Parkway at 2100 South and 500 South. Ultimately, the trail should continue farther north and connect to the Airport Trail near the Wingpointe Golf Course. There are a couple of limitations that would require engineering solutions at I-80, but the end result would be a major expansion of the reach of the bicycle and pedestrian trail network in Salt Lake City and throughout the valley.

This connection would not be purely for recreational purposes, however. It would also create a connection between the industrial areas west of Redwood Road and the regional trail network, increasing the commuting options for workers. Not only would this encourage a healthier and more active lifestyle and help improve air quality, but it would also provide a safer corridor for bicycle commuters than the surface roads in the industrial areas. Establishing the trail in the short term, with signage and grading of the existing surface, would allow for usage while the City made long term plans for a more permanent and developed trail.

Designing a Public Space

Future trail elements should also include lighting at all intersection crossings, installation of public art where possible and interpretive and educational elements that highlight the role of the Surplus Canal and the industrial development of the area. The industrial character of the surrounding land uses should not be shielded from the trail, but embraced, as it would be a unique environment for a trail with features not found elsewhere in Salt Lake City.

There are opportunities for new parks and green spaces at the major intersections along the canal. At 2100 South, 1700 South and at the Redwood Road and California Avenue, space exists that could be used for small, local gathering areas or pedestrian refuges. Fencing, trees, benches and other similar elements would create public spaces in areas where there are currently none and will help transform the streetscape. The seasonal rowing dock at Indiana Avenue has the potential to be upgraded into a summer recreational center with restrooms and boat storage.



MOVING FORWARD

Protect the Surplus Canal corridor.

Canal Corridor Encroachments. The city should identify encroachments into the Jordan River corridor from adjacent private properties and work with property owners to correct the situation and prevent future encroachments. ○○○○○

Establish the Surplus Canal Trail.

Short Term Trail Improvements. The Salt Lake City Transportation Division, in conjunction with Salt Lake County, should establish the Surplus Canal Trail with wayfinding signage. This first phase of the trail would be on the existing surface and in the existing right-of-way to let people know of its existence as future improvements are planned, funded and designed. ○○○○○

Long Term Trail Improvements. The final phase of the Surplus Canal Trail should be constructed that provides full access to both pedestrians and bicyclists and provides a connection between the Jordan River at 2100 South to the Airport Trail at the Wingpointe Golf Course. The trail corridor should include a full wayfinding system and appropriate lighting at along the trail and at intersections for the safety of its users while not impacting wildlife that use the canal. ○○○○○

Create a unique walking and bicycling experience along the Surplus Canal Trail.

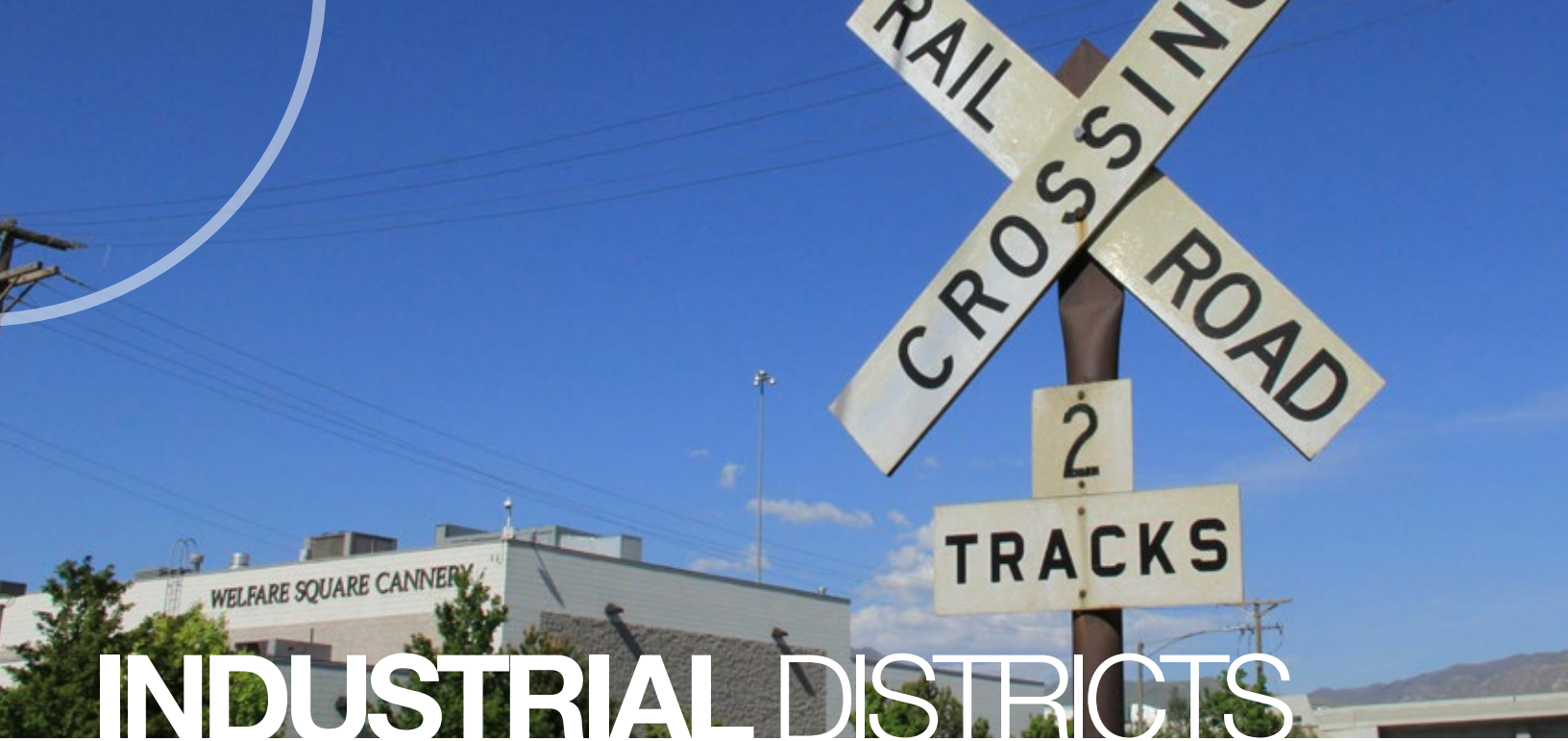
The Trail Experience. The Surplus Canal Trail should be designed as a multigenerational recreational asset that is accessible and usable by all residents. It should be designed to cater to both walkers and bicyclists and to recreational users and commuters. ○○○○○

Industrial Trail Design. The Surplus Canal Trail should be designed to take advantage of its unique location and should highlight the industrial nature of the corridor, especially west of Redwood Road. The trail's designers should address this through materials uses for signage, interpretive signs that tell the history of the area, and artwork along fences or at intersections. ○○○○○

Public Spaces. The Parks and Public Lands Division should find ways to incorporate passive recreational spots along the Surplus Canal Trail to provide public spaces where people can gather or relax. These public spaces should be designed to take advantage of the surroundings and be inclusive to all trail users. ○○○○○

Rowing Dock. The Parks and Public Lands Division in conjunction with Salt Lake County should explore the opportunity of creating a small, summer recreation center to complement the existing, temporary rowing facilities in place at Indiana Avenue and the Surplus Canal. ○○○○○





INDUSTRIAL DISTRICTS

VISION

As vital elements of Salt Lake City's long-term economic health, West Salt Lake's industrial districts remain instrumental in providing employment opportunities for the region. The districts are home to a collection of well-designed buildings and public spaces that have a minimal negative impact on the rest of the community.

DISTRICT TYPES

In West Salt Lake, there are nearly 900 acres of properties zoned for manufacturing uses. Of those properties, 80 percent of them are found either west of Redwood Road or south of 1700 South. The remaining 20 percent are found in the 700 West corridor between 800 South and 1700 South. The uses west of Redwood and south of 1700 South are generally heavier in nature and larger in scale than their counterparts along 700 West. In particular, the uses on Redwood Road pose a set of redevelopment challenges that, while similar to those along 700 West, are larger in scope and impact. Finally, the industrial land south of 1700 South is generally isolated and buffered from the rest of the community and separated from Redwood Road by the Jordan River, Surplus Canal, and Glendale Golf Course.

The 700 West corridor is between I-15 and 800 West from 800 South to approximately 1700 South. Despite having only 20 percent of the industrial land in the community, the 700 West corridor is important because it forms the eastern edge of Glendale and Poplar Grove and is the gateway for three of the traditional neighborhood entrances: 800 South, 900 South and 1300 South. It abuts single-family neighborhoods and schools, creating an uneven and undesirable transition and an unattractive gateway.

There are single-family homes throughout the corridor with the highest concentration between Fremont Avenue (approximately 1100 South) and 1300 South. Continuing south, the corridor expands in width, but the properties adjacent to residential districts at this point are either low-intensity commercial uses or well-maintained industrial properties. While the 1700 South streetscape needs of improvement, the transition to the Glendale neighborhood is more gradual and there is only a block of residential properties along the road between 1000 West and the Jordan River. Between the river and the Surplus Canal, the neighborhood lies on the north side of 1700 South across from

a private water park and Glendale Park.

In terms of redevelopment, the most important section of the corridor is between 800 South and 1400 South, a distance just under a mile. Both the pattern and quality of development vary in the corridor and the industrially-zoned areas sit directly across either 700 West or 800 West from residential properties. There are a couple of small, nonconforming industrial properties mixed in with homes but otherwise, there is a clear division between the districts.

REVISIONING

700 West Corridor

Generally speaking, the industrial uses in the aforementioned mile-long stretch of 700 West corridor are relatively low intensity. There are no uses that could be classified as heavy industrial and the primary negative impacts are visual. The presence of outdoor storage, the scale of certain buildings and the overall condition of industrial properties are all contributing factors. The steps identified for gradual change on the west side of Redwood Road—zoning changes, design guidelines and capital improvements—are also necessary in this corridor.

The goal is not necessarily to displace all industrial uses, despite the incompatibility between single-family neighborhoods and industrial lands. Expanding the single-family neighborhoods to the east is not a viable option, as the increased density would be negligible and would not meet the city's housing goals. The more appropriate option is to gradually diversify the uses in the corridor by adding more commercial and multi-family residential when the opportunity for redevelopment arises. This option requires close inspection of the allowable land uses within the district. Any uses that necessitate the storage of materials or finished products outside should be barred from the future zoning district in the corridor. Provided the land use does not produce noxious odors, fumes or other discharge, many indoor light industrial uses can be designed to fit in with mixed use districts.

Given the goal of increasing the community's residential density, there may be opportunities for infill multi-family developments for residents who desire urban neighborhoods with an industrial look and feel. The proximity to Downtown, the Jordan River, the Jordan River Parkway and the 9 Line Trail all make the area attractive to many residents.

Between 800 South and 1700 South, there are approximately 75 acres of land on either side of this segment of the corridor that are vacant or underdeveloped. Assuming any individual site is not contaminated and with the appropriate building configurations and buffering from the railroad corridor, this land could be redeveloped as multi-family housing. A conservative multi-family density of 25 units per acre and a complete transformation of this land would yield over 2,000 new dwelling units. There is also opportunity for low-density infill projects on lots that are vacant but not big enough for multiple-unit residential development.

The landscaped medians and street trees on 800 West between 600 South and 900 South have helped create a buffer between the single-family residences and the industrial uses to the east. Such improvements are possible in this section of 800 West because the right-of-way is 90 feet wide. Elsewhere on 800 West and on all of 700 West, the right-of-way width is approximately half of that. One option for these smaller rights-of-way is to disallow on-street parking and install as narrow a median as possible for trees to grow. Another option is to consider the establishment of a one-way street network in the corridor that would provide room for larger park strips and street trees on one side of the street. Regardless of the solution, the first step is to install sidewalks, curb and gutter on 800 West and 700 West where they are missing. A majority of the cross streets have all three.

West of Redwood Road

It is anticipated that zoning changes and long-term redevelopment of the Redwood Road corridor will lead to a gradual change away from industrial uses on its west side. There is a significant amount of undeveloped industrial land west of I-215 and the interstate viaduct can buffer these uses from the commercial and residential development anticipated on Redwood Road. The industrial area west of I-215 is a vital economic engine for Salt Lake City, the Salt Lake Valley and the entire state of Utah. Further exploration of the area's important, ongoing role in the economic health of the city should be a priority of the city. The redevelopment of the land between Redwood Road and I-215 is addressed in more detail in other sections of this plan.

1700 South to Highway 201

The industrial uses south of 1700 South are, for the most part, separated from residential and open space properties. There are two notable exceptions, however. Between the Jordan River and 1000 West, there are residential uses across from industrial uses on the south side of 1700 South. Additionally, there are a couple of industrial uses with outdoor storage directly along the Jordan River and Surplus Canal corridors.

Residents consider the industrial development on Redwood Road and along 700 West more problematic than the uses to the south. However, the same regulatory modifications that should be applied to the west side of Redwood Road should also be applied to this area: a less intense commercial district along the primary street with a zoning district that encourages small industrial park style of development. Specifically, industrial or heavy commercial uses should be limited to those that can be operated indoors and design guidelines should be instituted to ensure new development or expansions in the future provide buffering and positively contribute to the 1700 South streetscape. Transforming the northwest part of the 900 West and 1700 South intersection into a small business park with a regional destination, such as an educational facility, will also help buffer the neighborhoods to the north from the industrial uses to the south. The city should make efforts to not only retain the businesses south of 1700 South but to encourage them to expand and redevelop with the goal of creating a more cohesive industrial district. These changes could raise property values and potentially attract other businesses to this part of West Salt Lake.

Additionally, efforts should be made to expand and protect the Jordan River's riparian corridor between 1700 South and Highway 201 where a number of industrial uses are directly adjacent to the river. Finally, the integrity and functionality of the Surplus Canal should be protected from further industrial encroachment.

GATEWAYS

Five of the six routes into West Salt Lake from the east cut through the 700 West corridor. A first-time visitor to the community, using one of these five streets, regardless of their mode of transportation, is first greeted by a land use and development pattern that is not representative of the true character of the community. This is especially problematic when two of the community's major assets—the Jordan River and parks on 900 South and the Sorenson Multicultural and Unity Center—are both only a half-mile from their respective gateways. The topic of gateways and their current condition was a frequent topic of discussion in public meetings, and some residents believed strongly that the gateways influenced how people felt about their community. The three gateways that were most commonly cited were 800 South, 900 South and 1300 South, but 900 South was generally considered the one in need of the most attention.

The visual impact of the 900 South gateway is a result of three factors: the railroad corridor, the interstate and land uses. The latter can be addressed through regulatory and zoning changes in the short term and redevelopment in the mid- to long-term. The first two factors, however, are barriers that must be mitigated through urban design

treatments, infrastructure improvements and landscaping. While there are few realistic opportunities to mask the impact of the railroad corridor, the viaduct provides opportunities to “recapture” the barrier and turn it into a welcoming gateway feature. This gateway also provides an opportunity for more community-driven projects. These projects, which can be temporary, simple and inexpensive, can be ongoing installations that the city would facilitate and monitor for public safety purposes, but that would otherwise be the responsibility of residents and stakeholders. Activating public spaces near the gateways is another method. Increasing activity and attracting people to a more positive public space can become the focus of attention as you enter the community. A newly-installed bicycle park on the south side of 900 South at 700 West is one such example. Further detail for the 900 South gateway is presented in the *9 Line Corridor Plan*.

MOVING FORWARD

Explore ways to redevelop the 700 West industrial corridor.

Permitted Uses: The Planning Division should comprehensively review the uses that are permitted in the current light manufacturing zoning district and determine if a new zone—an industrial park district, for example—may be more appropriate. A new district should more specifically regulate building and site design and should completely prohibit any uses that produce noxious odors, fumes or other discharge or other uses that rely heavily on outdoor storage. ○○○○○

Mixed Use Infill: The Planning Division should consider permitting residential and commercial infill on vacant parcels in the corridor. Any infill development with a residential component shall be contingent upon environmental review. Height and bulk regulations for infill development should be as flexible as they are for other uses in the zoning district in order to achieve high density development (50 or more dwelling units per acre). ○○○○○

Curb and Gutter: Salt Lake City should install curbs and gutter on all streets in the 700 West corridor where such improvements do not exist. ○○○○○

Streetscape Changes: The Transportation Division should consider modifications to the streets on 700 West and 800 West in order to buffer the existing industrial uses from the residential land uses to the west. One possibility that should be explored is the implementation of a one-way street network and the removal of on-street parking to provide room for expanded landscaped park strips. Landscaped medians are another possibility provided room exists for the installation. ○○○○○

Improve the 1700 South streetscape while encouraging redevelopment of the industrial area between 1700 South and 2100 South.

The 1700 South Streetscape: The Salt Lake Planning Division should utilize commercial zoning along 1700

South that prohibits heavy or industrial-style land uses while encouraging the kind of retail and service uses and residential densities typically found at a regional node. ○○○○○

1700 South to 2100 South: Properties south of properties adjacent to 1700 South should be zoned to encourage an industrial park style of development similar to the one recommended for the areas west of Redwood Road and throughout the 700 West corridor. ○○○○○

The Jordan River: Salt Lake City should monitor industrial land uses on the east side of the Jordan River to ensure that all encroachments into the riparian corridor are removed and that future expansion or redevelopment of these industrial properties mitigate any current issues. ○○○○○

Mitigate the impacts that the 700 West corridor has on West Salt Lake’s east-west gateways.

Urban Design Treatments: Salt Lake City should work with community residents and stakeholders to develop an urban design system for the gateways at 800 South, 900 South and 1300 South to reduce the visual and psychological impact that the current development pattern has on visitors to the community. Potential designs should utilize the interstate viaduct as a method of repurposing this barrier into a welcoming feature. ○○○○○

Active Spaces: Salt Lake City’s Parks and Public Lands Division should work with other city departments and the Utah Department of Transportation to find unique ways to stimulate gateway areas with public spaces that encourage activity and positive uses.



PUBLIC SPACES

VISION

West Salt Lake's public spaces—from the community's streets, sidewalks and gateways to its parks and plazas—are beautiful, safe, well-designed, comfortable and active places that encourage social interactions, buoy the community's pride, and foster ongoing engagement between the city and its residents. When visitors enter the community via any street and by any mode of transportation, they immediately know how diverse West Salt Lake is and how valuable its natural, recreational and cultural assets are.

PUBLIC SPACE & URBAN DESIGN

Public Space

At its very essence, a public space is a place where people interact with others and the environment. Good public spaces are necessarily inclusive to all people. Parks, playgrounds, plazas and athletic fields are the more common types of public spaces people think of, but other types may not be as obvious: sidewalks, transit stations, streets and intersections. In that sense, a space is easy to create, **but a public space is not as easy to establish because the public has to want to use it.**

Jordan Park and Glendale Park are two examples of this dichotomy. Jordan Park was frequently identified as an asset and mentioned among the list of places in West Salt Lake that residents like. Glendale Park was only referenced only rarely and it was never discussed as an asset. Both cater to active recreational activities, though they have different facilities. But the spaces themselves may have something to do with the difference in opinion, even if they are considered only at a subconscious level. Jordan Park is shaded, tucked away from traffic and has an efficient layout for moving people and cars (to access parking) without impacting enjoyment of the park for others. Glendale Park has only a handful of shade trees at the outskirts of the park and there is minimal buffering from traffic on 1700 South. And though the fields and tennis courts are laid out in an orderly fashion, in a line parallel to the road, they are not efficiently sited: large crowds at the softball fields block direct access to the tennis courts. The sidewalk can be used to access them from the parking lot, but that takes a visitor out of the intended public park and puts them into another one—the street—which is equally uncomfortable. This does not factor in the

limitations of the spaces, but many public spaces have limitations—space, location or otherwise—but good urban design should work with the existing opportunities and enhance them.

Urban Design

While public space is often difficult to define specifically, urban design is sometimes defined too broadly. Urban design is often used as a catch-all term for the way a given part of a city or neighborhood looks. It is sometimes considered an extension of the surrounding buildings' architecture, but it is a concept that works on other levels and has an impact on public spaces. Effective urban design addresses how a space looks, but it also addresses how a space functions. Urban design systems guide and influence the arrangement and design of buildings, the scale and appeal of public spaces, the efficient intertwining of transportation systems and infrastructure, and the placement and design of amenities throughout the community. Put simply, a properly developed and implemented urban design system not only makes a place look nice, but also makes it feel nice, too.

Well-designed public spaces strengthen the social fabric of neighborhoods by increasing opportunities for interactions among neighbors. More meaningful interactions between neighbors can help information spread throughout the community and increase awareness of social and safety issues. Additionally, these spaces become integral parts of neighborhoods' identities and serve as positive representations of the community. Well-designed public spaces also have the potential to become assets on their own.

Creating Public Space

It is often the case that partnerships are necessary to build great public spaces. Appropriate and well-guided public investment in infrastructure and facilities enhance the identity of a community. Done correctly, this investment can catalyze higher quality private investment. If the partnership worked, and the product is representative of the vision and goals of the community—and therefore directed by the appropriate plans—members of that community will adopt these spaces as symbols for their neighborhoods. Over time, this can result in additional investment by the public sector (upgraded infrastructure, for example) and the private sector (additional residential and/or commercial development) and a cycle is created.

Two locations in West Salt Lake will demonstrate the cycle of creating good public spaces if they are to become assets. The intersection of the 9 Line with Redwood Road is a place where public investment is necessary to turn an unremarkable space into an active, positive public space. The potential for this investment and redevelopment along Redwood Road make this an intriguing space. The other location is the Jordan River at 900 South, where the Jordan River Parkway and the 9 Line meet. The trails, in addition to the revegetation of the oxbow and the new stormwater management facility, have had an impact on the area but private investment will be needed as well. The community will also have a role in reinventing this space and creating an important recreation node with regional importance.

FORM & FUNCTION

There are two basic elements of good design: form and function. Each space can and should have its own unique character. This is an important consideration when designing a space and creating an urban design system. As a system, it should have an established structure and rules to apply, but that application is subjective and should be tailored to any space's specific historical, cultural or social context. While some streets wind along the banks of a stream in a residential neighborhood, others cut straight through a downtown's core. Some plazas sit in the middle of a historic district while others are newly-created centerpieces of modern planned developments. Each of these

contexts would result in different final products.

From the functional point-of-view, the question is: What is the purpose of this space? A well-designed bus stop will not just be attractive, but it will help move people through the transportation system, keep them safe from other traffic and safe from the elements. A road exclusively within a pedestrian mall will have considerably more lenient structural requirements compared to one handling daily truck deliveries.

There are many variables when designing public spaces that impact the form and the function, including:

- Materials, colors and textures of streets, sidewalks or plazas;
- Availability of sunlight and shade;
- Heights, setbacks and architectural detailing of buildings;
- Scale, intensity, spacing and placement of lighting;
- Species, sizes, colors, and environmental sensitivity of landscaping and trees; and
- Standards for colors, fonts, illustrations for signage and informational materials.

There is also the question of cost. Installing something—a sidewalk, a piece of public art or lights along a walkway—is a financial commitment that is determined upfront and can be controlled to an extent. But maintaining that space is far more important to its success. Maintenance costs are far more difficult to pinpoint and vary year to year. Obviously this is problematic, because even the best designed public space can fail if there is no long term commitment to maintain the space.

Programming

Finally, public spaces also have to be programmed to determine how a space will be used and the scope of those activities. A space's programming depends upon a number of factors, namely the size, location and orientation of the space. Generally, any public space can be designed for or accommodate a variety of different uses. Sidewalks, as an example, can be used for activities such as walking, outdoor dining, public art and festivals. What makes a space successful is the extent to which programming has been considered when establishing and creating public spaces.

Use of public spaces does have an organic component and the goal is not to envision and anticipate every possible use. However, an appropriate level of programming encourages positive use of public spaces and establishes a safer area for all who want to use those spaces. As a general rule, large public spaces require more programming and a more comprehensive approach to programming than do small ones, but there is a balance that needs to be maintained. Too much programming can prevent adaptive use of the space and make them more exclusive, while little to no programming can result in underused or inappropriately used spaces that create public safety issues.

Reinventing Spaces

With this foundation in mind, there are many public spaces in West Salt Lake that are already great public spaces or that can be transformed into great public spaces. Many of the streets and sidewalks especially in West Salt Lake are not good public spaces, however. There are infrastructure maintenance issues and in some cases, missing infrastructure. There is nothing “special” about many of the locations that we should see populated, such as 900 West, which should be the community’s “main street” as it links the neighborhoods, many of the parks and the Jordan River with commercial centers and institutional assets and it provides connections outside the community.

All public spaces in West Salt Lake should be developed on a human scale. Activating spaces with pedestrians and cyclists is the key to fostering social interactions and community building. These new spaces should be visualized, built and adorned to maintain the scale of the location. A regional node warrants more landscaping than a

neighborhood node might. Additionally, form and proportion should complement the space: Neighborhood streets and nodes should feature streetlights that provide lighting to the sidewalks and street without spilling over into the private residential space.

Streetlights at community or regional nodes, on the other hand, should meet the needs of pedestrians, cyclists and vehicles equally and thus require different design considerations. Lighting within parks and along trails, as previously mentioned, is also dictated by the context: more lighting is necessary at street crossings or high traffic areas, but more appropriate lighting is needed along the Jordan River. Materials also matter: Solid stucco or brick walls along a public trail or sidewalk discourage walking and mingling, while first floor glass providing views of the interior spaces provides not only an interesting visual space but can help make spaces safer by allowing people inside buildings the ability to see what is happening on the street.

OPPORTUNITIES

Existing Parks

There are plenty of opportunities within the existing parks in West Salt Lake. During outreach events and efforts, the community's parks were always identified as one of the top priorities. Twenty percent of residents that Comunidades Unidas engaged during the summer of 2013 identified parks and recreation opportunities as the element they liked most about their community, second only to the community's tranquility and peacefulness. Almost a quarter of those residents wanted **more recreation opportunities such as splash pads, a swimming pool, a gymnasium, or an ice skating rink**. Splash pads were particularly popular with parents, many of whom indicated that they drive over to Liberty Park to use the one there. It would be a relatively simple addition to one of the larger parks such as Jordan Park, where there are ample shade trees that will allow both the children playing and the family members watching to enjoy the space comfortably.

An outdoor swimming pool was also mentioned a number of times, often in reference to the public pool that was previously in Jordan Park. The building by the skate park was the pool's changing facility and it now provides potential for a partnership between the city and a private vendor for a cafe or similar use. Finally, more space for large-scale programmed activities, particularly soccer matches, in existing parks was also a popular request. Residents pointed out that a lot fields appropriate for soccer matches in West Salt Lake were on school property and not always available or accessible to residents.

Nodes and Public Spaces

The hierarchy of nodes discussed earlier in the plan provides a canvas for urban design treatments. The scale of the urban design at neighborhood nodes will be more intimate, and as discussed above, oriented more towards pedestrians. In terms of implementation and with the goal of making short-term impacts, neighborhood nodes offer some of the best opportunities: street banners, decorative street amenities like benches and bicycle racks and corrals, or inlaid street names. Over time, more expensive improvements such as new street lights, bulbouts and pavement treatments can be considered and installed. The key is to tie the improvements together into a consistent theme, which should be drawn from community members and stakeholders in the immediate area.

900 West and 900 South may be the best opportunity to implement a coordinated urban design system. As the node continues to get more attention and begins to grow, the city can begin working with the business owners, residents along 900 West and 900 South, and the community organizations in the vicinity. Two of the community's values—diversity and the Jordan River—are both already tied to the intersection, so there are many avenues to

explore in terms of themes and designs.

At community and regional nodes, design elements should be scaled appropriately to reflect the size and wider influence of the intersections. Larger projects and improvements are needed to make an impact at these intersections and there are likely more considerations in this respect. It is likely there will be more transportation modes to account for and more vehicular and pedestrian traffic, factors which will both impact design decisions. Pavement treatments, landscaped medians and improved infrastructure—similar to what is found at neighborhood nodes, but at a larger scale—need to be coordinated, especially at larger intersections. Establishing a theme that highlights the community's assets through designed public spaces is only effective when the theme is distinguishable from standard infrastructure and visually appealing.

Safety and Diversity

There are two other manifestations of good design that are key to implementing the community's vision: safety and diversity. Safety is an element of public spaces that can be addressed with good urban design and appropriate programming. Reconfiguration of certain parts of the Jordan River Parkway may help reduce residents' concerns with their security along the trail. Removal of blind spots, tall hedges, and regular maintenance of the trail and removal of invasive species, especially those species that can result in dense concentrations of vegetation, will decrease the opportunities for people to hide from view of trail users. Additionally, as discussed in the Jordan River section, installation (where possible) of a parallel trail system—one trail for cyclists or runners, another for casual walkers and families—similar to that found in Liberty Park will cut down on conflicts and potentially increase trail usage by area seniors and large families.

Programming efforts within West Salt Lake's parks and open spaces—regularly scheduled cleanup events, community nature walks, and evening and weekend educational events, for example—also mitigate negative uses of public spaces and create more inclusive environments. The same practice applies to some of the vacant or underused spaces in the area, such as the interstate underpasses. The space under I-15 on 900 South, for example, can be adapted for activities that may not have a place in other public spaces, such as an off-road bicycle park. Lighting, public artwork, fencing and other infrastructure elements would all play a role in that reclamation, creating a safer corridor for the 9 Line and making a considerable impact on the 900 South gateway.

By definition, the International Peace Gardens has already set a precedent for incorporation of diversity in public spaces. Public art at intersections or gateways should be a community effort, with selection, installation and maintenance being a responsibility of community members and organizations. The city's role should be, at a minimum, as a source of funding, and, when necessary, as a facilitator of the program. This allows the community's residents and stakeholders to best determine the works of art that they believe represent their neighborhoods.

Additionally, members of the community should have a more direct and autonomous role in implementing parts of this master plan. This concept has been discussed elsewhere in this document and is detailed in the implementation section. The role of residents, business owners and stakeholders in building, designing and maintaining public spaces within their community is key to making those spaces successful. The extent to which a community buys into the master plan can have an immeasurable impact on its sense of stewardship, pride and responsibility for the public spaces where people gather.

Pocket Parks

Pocket parks are small public spaces that are usually on a residentially-zoned property and located within a neighborhood. They draw from a very small group of people, usually those within a block or two of the park,

and there is rarely parking specifically for the park. Often the park infrastructure is at most a playground and park benches. Pocket parks present good opportunities for residents to gather and provide a convenient opportunity for children to be outdoors in a safe, contained environment. There are currently five parks that would be classified as pocket parks in West Salt Lake:

Park	Address	Amenities
Glendale Circle	Glenrose Drive, Illinois Avenue and Navajo Street	Benches, open space
Jake Garn Mini Park	1100 W. 600 South	Benches
Nelli Jack Park	1200 S. Montgomery Street	Benches
Post Street Tot Lot	487 S. Post Street	Benches, playground
Weseman Park	900 W. California Avenue	Benches, open space

Pocket parks are usually low cost and require minimal maintenance. This presents an opportunity for a partnership between the city and a pocket park's neighbors. The residents could maintain and beautify the park—thus taking symbolic ownership of the park—while the city provides some oversight regarding public health and safety and the physical resources they would otherwise dedicate to the park. This saves the city money in terms of manpower while providing the community a means of celebrating their public spaces. In essence, pocket parks occupy a unique part of the green space spectrum because they are very localized and intimate public spaces that neighboring residents can adopt, even unofficially, as something like a second backyard.

It was earlier noted that nearly 85 percent of West Salt Lake residents (based on an even distribution of population throughout the residential areas) live within one quarter-mile of a park, trail or some other type of green space. A majority of the remaining 15 percent are in two locations. The first is the blocks in between 500 South and 900 South and between Redwood Road and Navajo Street. The second is the area south of California Avenue between the Surplus Canal and Mountain View Elementary School. While the adjacent spaces next to the 9 Line and the Surplus Canal could technically fill both of these voids, they are not yet proper green spaces. Further, as stated above, pocket parks fulfill a different need for residents than trail corridors do. Salt Lake City should identify vacant or underutilized properties in these areas and work with the nearby residents to create small public spaces that provide safe and accessible recreation opportunities for residents of all ages. Additionally, there are opportunities for pocket parks elsewhere in West Salt Lake. Potential locations that are at the edges of the quarter-mile buffer discussed above are the intersections of 900 West and 300 South, 900 West and 1400 South, 800 West and Fremont Avenue, and finally, 800 West and 700 South.

Salt Lake City should also look at the potential for a program that gives residents the opportunity to maintain and beautify their pocket parks that is inclusive of all residents who wish to use them. This could be an opportunity to redirect some of the Parks and Public Lands Division's staff hours to larger parks while also providing the community the means to be more directly involved in how their neighborhoods look and function. As residents dedicate time and energy to maintaining their local pocket parks, the increased sense of pride and ownership can help reduce illegal or destructive activity in the area.

Gateways

Gateways are a unique type of public place that requires attention, especially in West Salt Lake, where the connections to the rest of the city are a vital element of the community's vision. The gateways for the routes into the community can be broken up into two types: neighborhood and community gateways. This distinction is mainly a function of the type of route. Neighborhood gateways are those that accompany roads leading to residential neighborhoods

or smaller scale community nodes. 400 South, 800 South, 900 South, 1300 South and 900 West (from the north) are good examples. Community gateways are those that lead to commercial or regional nodes. In the case of West Salt Lake, those are the Redwood Road gateways, 1700 South, 2100 South and 900 West traveling from the south.

Many of these gateways have been discussed throughout the plan in appropriate sections, but it is important to note that a gateway is one of the most important public spaces for visitors to the community. Effective gateway design creates a welcoming first impression and at once invites and welcomes all visitors, regardless of how or why they enter a neighborhood.

As the 9 Line corridor is designed and developed, the 900 South gateway (along with the Bridges Over Barriers project in Rose Park on 300 North) should provide a template for future development at these types of barriers. The towering concrete overpass and the uninviting space beneath it can become an asset—a space for artwork or a bike park—with the work of both the community and the city. These type of reclamation projects almost always originate with the community as a way of repurposing negative unusable spaces with positive public ones. Such creativity should be encouraged and acknowledged by Salt Lake City.



Community Gardens and Urban Farms

The predominant single-family neighborhood development pattern provides the necessary room for community gardens and urban farms without impacting the character of the neighborhood. Community gardens are places where residents maintain small personal gardens in one area and share necessary resources. The harvest from urban farms is usually shared or sold to others within the community. Farmers' markets are a means for community members to sell or share their produce with neighbors. There is currently a seasonal farmers' market, the People's Market, at Jordan Park that is visited by residents from all over the region.

Community gardens and urban farms (including urban orchards) have become popular in recent years because they promote a sustainable approach to food production and reduce the overall need for industrially-farmed produce and the resultant transportation costs required for its distribution. They also help halt the spread of food deserts—regions where access to fresh, healthy and affordable food is limited or restricted. Salt Lake County, in its 2011 Small Area Health Profile, discovered that the average vegetable and fruit consumption for residents in West Salt Lake was significantly lower than the state average. West Salt Lake ranked the lowest area statewide for vegetable consumption and sixth lowest for fruit consumption.

Proper garden maintenance and cultivation can also improve air quality, increase biodiversity and reduce soil erosion and thus pollution of the Jordan River and the Great Salt Lake. The Sorenson Multicultural and Unity Center, for example, has already dedicated an area for community education regarding proper gardening practices and food production. Community gardens are public spaces which encourage residents to share resources and become more involved in their neighborhood. This type of ongoing social interaction cultivates safer and healthier neighborhoods.

Education and provision of resources should be the first two steps to spread urban agriculture in the community.

With the Sorenson Unity Center's Unity Gardens already in place, there is already a model in place. Some community members have identified possible locations for new gardens, such as the 9 Line corridor, and community organizations can help find partnerships or grants to help defray the necessary initial costs. Additionally, a number of residents with established private urban farms, in conjunction with the city, could expand outreach by demonstrating how easy it can be to get started.

MOVING FORWARD

Consider the safety of public spaces one of the primary elements of a public space.

The Jordan River: The Salt Lake City Transportation and Parks and Public Lands divisions should coordinate efforts to ensure that the Jordan River and Jordan River Parkway are safe public spaces for all residents. Sharp or blind turns, overgrown brush and inadequate lighting systems should be removed or reconfigured and changes to the design of the trail should be made to encourage multigenerational and family use. ○○○○○

Utility Boxes: The Salt Lake City should review all policies and ordinances with regard to public and private utility boxes along public rights-of-way to ensure that they do not promote unsafe conditions or opportunities for criminal activities. ○○○○○

Reclaiming Marginal Public Spaces: Public spaces that are not used or used inappropriately should be improved through the establishment of new public spaces or reconfiguration of existing spaces. Marginal spaces include vacant public properties, secluded sections of parks and dark and poorly designed streets. The city should actively work with the community to identify and reclaim these spaces to avoid ongoing problems with them. ○○○○○

Highlight West Salt Lake's diverse community and honor the city's commitment to diversity through public spaces.

Public Art Galleries: The Salt Lake City Arts Council should determine the best way to facilitate a program that encourages the creation and implementation of public artwork in public spaces throughout West Salt Lake. ○○○○○

Park Stewardship: Salt Lake City should consider allowing more direct community involvement in the programming, designing and maintenance of parks to encourage stewardship among residents and potentially defray the labor costs of park maintenance. ○○○○○

Expand the opportunities for recreation through the addition of new facilities in existing parks.

New Facilities: The Salt Lake City Planning and Parks and Public Lands divisions should work with the community to identify recreational needs in West Salt Lake and determine potential locations for those needs. Opportunities already identified by the community include splash pads, a public, outdoor swimming pool and additional fields for activities such as soccer matches. ○○○○○

Establish new public spaces in West Salt Lake the development of pocket parks.

New Pocket Parks: Identify potential locations for new pocket parks in parts of the community that are farthest from current parks. Focus should be placed in areas of the community that are currently underserved by parks, such as the western edge of the community. ○○○○○

Funding Options: Salt Lake City's Housing and Neighborhood Development Division should work with residents and stakeholders to identify sources of funding for the creation and maintenance of pocket parks. ○○○○○

Educate and encourage urban agriculture through community gardens and orchards.

Expand Existing Resources: Salt Lake City should actively and consistently highlight the educational programs at the Sorenson Unity Center regarding urban agriculture and consider the expansion of the center's existing community garden. ○○○○○

Community Gardens in Public Spaces: The Salt Lake City Parks and Public Lands Division should identify the most appropriate spaces in West Salt Lake for community gardens or orchards and work with other departments to establishment of a resource-sharing program. ○○○○○



IMPLEMENTATION

MOVING FORWARD

The following table is a summary of the goals and strategies found in the previous sections that are designed to implement the vision of West Salt Lake as developed by the community. Each section is listed in order as it was presented in the document and organized by the goal and then a brief description of each strategy for that goal. Each strategy is assigned an estimated time frame, as demonstrated here:

Term	Timeline	Icon
Short	Immediate to 5 years	● ○ ○ ○ ○
Mid	5 to ten years	○ ● ○ ○ ○
Long	Ten or more years	○ ○ ● ○ ○
Ongoing	Ongoing	○ ○ ○ ○ ●

THE OPPORTUNITIES			
GOAL TO-1			
Consider the West Side Cordination Group a fundamental implementation tool for the West Salt Lake Master Plan.			
ID	Action Item	Responsible Party or Parties	Term
TO-1a	Continue supporting and organizing the Westside Coordination Group.	Community and Economic Development Department	○ ○ ○ ●
TO-1b	Evaluate and assess the <i>West Salt Lake Master Plan's</i> implementation and effectiveness.	Community and Economic Development Department	○ ○ ○ ●

NEIGHBORHOODS			
GOAL NH-1			
Determine unique and compatible ways to add incremental density through infill development.			
ID	Action Item	Responsible Party or Parties	Term
NH-1a	Adjust Salt Lake City's zoning ordinance as necessary to ensure all new infill development is compatible with the development patterns of the neighborhood.	Planning Division	● ○ ○ ○ ○
NH-1b	Explore the potential for allowing two- or multi-family development within single-family neighborhoods where the impact would be minimal and make adjustments to the Salt Lake City zoning ordinance as necessary.	Planning Division	● ○ ○ ○ ○
NH-1c	Ensure the zoning districts adjacent to established single-family neighborhoods account for appropriate buffering for new development.	Planning Division	● ○ ○ ○ ○
NH-1d	Allow accessory dwelling units in West Salt Lake's single-family zoning districts	Planning Division	● ○ ○ ○ ○
GOAL NH-2			
Find sustainable options for underutilized lands within these stable, single-family neighborhoods.			
ID	Action Item	Responsible Party or Parties	Term
NH-2a	Identify underutilized or unmaintained areas within neighborhood blocks and target them for potential residential development.	Planning Division; Development community	● ○ ○ ○ ○
NH-2b	Establish a resource for information regarding urban agriculture and farming on private property.	Sustainability Division; Planning Division; Private developers	○ ○ ○ ○ ●



IMPLEMENTATION